



**Town of Oakville
Planning and Development Council**

AGENDA

Date: Monday, November 25, 2024
Time: 6:30 p.m.
Location: Council Chamber

Town Hall is open to the public and live streaming video is available on <https://www.oakville.ca/town-hall/mayor-council-administration/agendas-meetings/live-stream> or at the town's YouTube channel at <https://www.youtube.com/user/TownofOakvilleTV>. Information regarding written submissions and requests to delegate can be found at <https://www.oakville.ca/town-hall/mayor-council-administration/agendas-meetings/delegations-presentations>.

	Pages
1. Regrets	
2. Declarations of Pecuniary Interest	
3. Committee of the Whole	
4. Consent Items(s)	
4.1 1005 Dundas Street East (S.P.1310.001/01) – Infrastructure Assumption – By-law 2024-159	7 - 11
Recommendation: That By-law 2024-159, a By-law to assume the External Storm Sewer connection to an existing culvert on Dundas Street East from Manhole MH3 to MH5 located in the north boulevard that was constructed in accordance with the approved Site Plan application S.P.1310,001/01, be passed.	
4.2 Notice of intention to designate – 225 Bronte Road – November 25, 2024	12 - 49
Recommendation: That a notice of intention to designate be issued under section 29, Part IV of the <i>Ontario Heritage Act</i> for the Glendon House Stone Wall at 225 Bronte Road.	

4.3 Notice of intention to designate – 231 Bronte Road – November 25, 2024 50 - 87

Recommendation:

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Glendon House Stone Wall at 231 Bronte Road.

4.4 Notice of intention to designate – 235 Bronte Road – November 25, 2024 88 - 125

Recommendation:

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Glendon House Stone Wall at 235 Bronte Road.

4.5 Notice of intention to designate – 2167 Rebecca Street – November 25, 2024 126 - 156

Recommendation:

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Chapman House at 2167 Rebecca Street.

4.6 Notice of intention to designate – 1314 Lakeshore Road East – November 25, 2024 157 - 194

Recommendation:

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Dane MacKendrick House at 1314 Lakeshore Road East.

4.7 24T-16008 – Coronation – Subdivision Street Tree Assumption – By-law 2024-171 195 - 199

Recommendation:

1. That the assumption of outstanding items (Street Trees) under Registered Plan 20M-1218, previously partially assumed under By-law 2024-119, be approved.
2. That By-law 2024-171, a By-law to assume all Street Trees within Registered Plan 20M-1218, be passed.

5. Confidential Consent Item(s)

There are no Confidential Consent Items listed for this agenda.

6. Public Hearing Item(s)

6.1 Public Meeting Report – Zoning By-law Amendment, Tafia Development Corp., File Number Z.1215.04 200 - 223

Recommendation:

1. That the comments from the public with respect to the proposed Zoning By-law Amendment application submitted by Tafia Development Corp., File No.: Z.1215.04, be received.
2. That staff consider such comments as may be provided by Council.

6.2 Public Meeting – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60 224 - 318

Recommendation:

1. That the report titled "*Public Meeting – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60*", be received,
2. That comments from the public with respect to proposed town-initiated official plan amendments to implement the results of the Neyagawa Urban Core Review (File No. 42.15.60) be received,
3. That staff consider such comments as may be provided by Council,
4. That the report titled "*Public Meeting – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60,*" be forwarded to the Ministry of Transportation, Halton Region, Town of Milton and NOCBI to support the implementation of the 407 Transitway station at Neyagawa Boulevard and Highway 407.

7. Discussion Item(s)

7.1 North Oakville East Commercial Study 319 - 503

Recommendation:

1. That the "North Oakville East Commercial Study", attached as Appendix A to report titled North Oakville East Commercial Study, dated November 12, 2024, be endorsed.
2. That staff be directed to implement the directions from the North Oakville East Commercial Study and report back with amendments to the Town's Official Plan for approval, as appropriate.

7.2 Consideration of Objection to Notice of Intention to Designate – Georgia Cottage at 19 Head Street – By-law 2024-182 – November 25, 2024

504 - 542

Recommendation:

1. That the Notice of Intention to Designate Georgia Cottage at 19 Head Street under Section 29, Part IV of the *Ontario Heritage Act* not be withdrawn despite the notice of objection received from the property owner; and,
2. That By-law 2024-182 to designate Georgia Cottage at 19 Head Street as a property of cultural heritage value or interest, attached as Appendix “C”, be passed.

8. Confidential Discussion Item(s)

There are no Confidential Discussion Items listed for this agenda.

9. Advisory Committee Minutes

9.1 Heritage Oakville Advisory Committee Minutes October 29, 2024

543 - 545

Recommendation:

That the following recommendation pertaining to Item 4.1 of the Heritage Oakville Advisory Committee minutes from its meeting on October 29, 2024, be approved and the remainder of the minutes be received:

1. That Heritage Permit Application HP024/24-42.20A for the demolition of the existing residence and construction of a new residence at 81 Allan Street, as attached in Appendix B to the report dated October 15, 2024, from Planning Services, be approved subject to the following:
 - a. That final details on the windows, doors, trim, cladding materials and paint colours be submitted to Heritage Planning staff for final approval; and,
2. That this heritage permit expire two years from the date of final approval by Council.

10. Rise and Report to Council

11. New Business

(Emergency, Congratulatory or Condolence)

12. Consideration and Reading of By-laws

That the following by-law(s) be passed:

- 12.1 By-law 2024-159**
- A by-law to assume the External Storm Sewer connection to an existing culvert on Dundas Street East from Manhole MH3 to MH5 located in the north boulevard that was constructed in accordance with the approved Site Plan application S.P.1310,001/01(**Re: Item 4.1**)
- 12.2 By-law 2024-160** 546 - 547
- A by-law to declare that certain land is not subject to part lot control (Blocks 101, 102, 103, 104 and 105, Plan 20M-1272 – Caivan (Creekside) Limited)
- 12.3 By-law 2024-171**
- A By-law to assume all Street Trees within Registered Plan 20M-1218.(**Re: Item 4.7**)
- 12.4 By-law 2024-178** 548 - 552
- A by-law to designate the McNiel House at 176 Douglas Avenue as a property of cultural heritage value or interest.
- 12.5 By-law 2024-179** 553 - 557
- A by-law to designate the Kenney House (North) at 132 Reynolds Street as a property of cultural heritage value or interest.
- 12.6 By-law 2024-180** 558 - 562
- A by-law to designate the Kenney House (South) at 128 Reynolds Street as a property of cultural heritage value or interest.
- 12.7 By-law 2024-181** 563 - 567
- A by-law to designate the Lewis House at 131 Chisholm Street as a property of cultural heritage value or interest.
- 12.8 By-law 2024-182**
- A by-law to designate Georgia Cottage at 19 Head Street as a property of cultural heritage value or interest (**Re: Item 7.2**)
- 12.9 By-law 2024-185** 568 - 568
- A by-law to confirm the proceedings of a meeting of Council.

Recommendation:
That the by-law noted above, be passed.

13. Adjournment

REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: 1005 Dundas Street East (S.P.1310.001/01) – Infrastructure Assumption – By-law 2024-159

LOCATION: 1005 Dundas Street East

WARD: Ward 6

Page 1

RECOMMENDATION:

That By-law 2024-159, a By-law to assume the External Storm Sewer connection to an existing culvert on Dundas Street East from Manhole MH3 to MH5 located in the north boulevard that was constructed in accordance with the approved Site Plan application S.P.1310.001/01, be passed.

KEY FACTS:

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

- All infrastructure being recommended for acceptance through this assumption, have been inspected and deemed acceptable for assumption.
- All required works, undertakings and obligations outlined in the respective Site Plan Agreement, related to the external storm sewer being assumed, have been completed.
- A lump sum payment of \$76,327.60, which includes sufficient funds to cover the long-term annual maintenance and replacement cost of the external storm sewer outlet within the Dundas Street right of way, has been received.
- Any Site Plan conditions, and any financial securities related solely to the external storm sewer being assumed, will be released upon successful passage of the By-law.

BACKGROUND:

The design drawing (Appendix B: Design Drawing), approved as part of the site plan application, identifies the external stormwater infrastructure to be assumed by the

Town, which includes one stormwater pipe and its associated appurtenances. The external storm sewer within the Dundas Street boulevard is necessary to maintain drainage from the site at 1005 Dundas Street to a stormwater management pond located south of Dundas Street via the existing culvert. This stormwater management strategy must remain in perpetuity to prevent any increase in flood risks for the area.

The external stormwater infrastructure is located within the Region's right-of-way and currently provides an outlet for several properties. In the future, with the development of the parcel to the north, areas of the neighbouring properties outside of 1005 Dundas Street, will drain to a separate existing pond north of Dundas Street. In the meantime, the storm infrastructure provides an outlet for several properties and will be maintained by the Town.

As outlined in the conditions of the associated Site Plan approval, once the Owner has fulfilled their obligations, the Developer may request the Town to assume the limited external stormwater infrastructure. The Developer has now made that request, prompting this report to Council.

COMMENT/OPTIONS:

The assumption request was circulated to the standard commenting departments and external agencies, and no concerns were raised, allowing the process to move forward with clearance for assumption.

CONSIDERATIONS:

(A) PUBLIC
N/A

(B) FINANCIAL
In accordance with the Terms and Conditions of the Site Plan Approval, the remaining securities related to the external stormwater infrastructure may now be released upon assumption of the specified infrastructure.

(C) IMPACT ON OTHER DEPARTMENTS & USERS
All affected departments and reviewing parties have no concerns about the assumption request.

(D) COUNCIL STRATEGIC PRIORITIES
This report addresses Council's strategic priority/priorities: Growth Management, Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION

This assumption ensures that the development has been circulated in accordance with the sustainability objectives of the site plan approval.

APPENDICES:

Appendix A: By-law 2024-159

Appendix B: Design Drawing

Prepared by:

Matthew Thomas, CET, PMP

Development Coordinator

Planning & Development

Recommended by:

Kristina Parker, MAsc., P. Eng.

Manager, Development Engineering

Planning & Development

Submitted by:

Gabe Charles, MCIP, RPP

Director, Planning & Development

Planning & Development



THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-159

A by-law to assume the External Storm Sewer connection to an existing culvert on Dundas Street East from Manhole MH3 to MH5 located in the north boulevard that was constructed in accordance with the approved Site Plan application S.P.1310,001/01

COUNCIL ENACTS AS FOLLOWS:

That the External Storm Sewer connection to an existing culvert on Dundas Street East from Manhole MH3 to MH5 located in the north boulevard that was constructed as per approved, Site Plan 1310.001/01, is hereby assumed.

PASSED this 25th day of November, 2024

MAYOR

CLERK

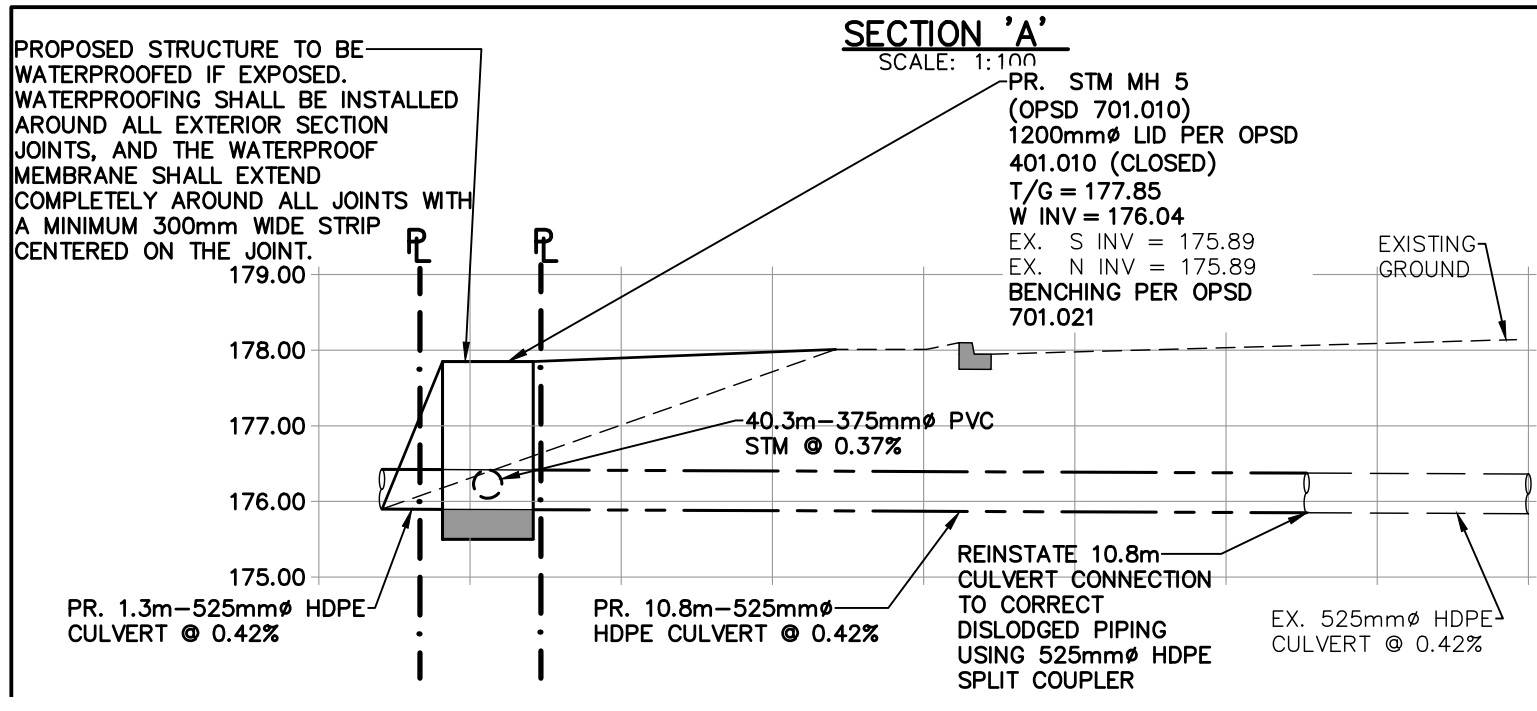
SURVEY NOTES:
 SURVEY COMPLETED BY CUNNINGHAM MCCONNELL LIMITED. (2019/FEB/11)
 PLAN No: 44-16-1 OLS FILE No: 44-16UTM
 BEARINGS ARE GRID, NAD 83, 6° U.T.M., ZONE 17, CENTRAL MERIDIAN 81° WEST
 LONGITUDE, BEING RELATED TO CONTROL STATIONS 04519910052 & 00819800334
 DISTANCES ARE GROUND AND CAN BE CONVERTED TO GRID BY MULTIPLYING BY THE
 SCALE FACTOR OF 0.9997217

CONTROL STATIONS:
 04519910052: NORTHING=4815804.238;EASTING=603545.056
 00819800334: NORTHING=4818536.656;EASTING=605644.930

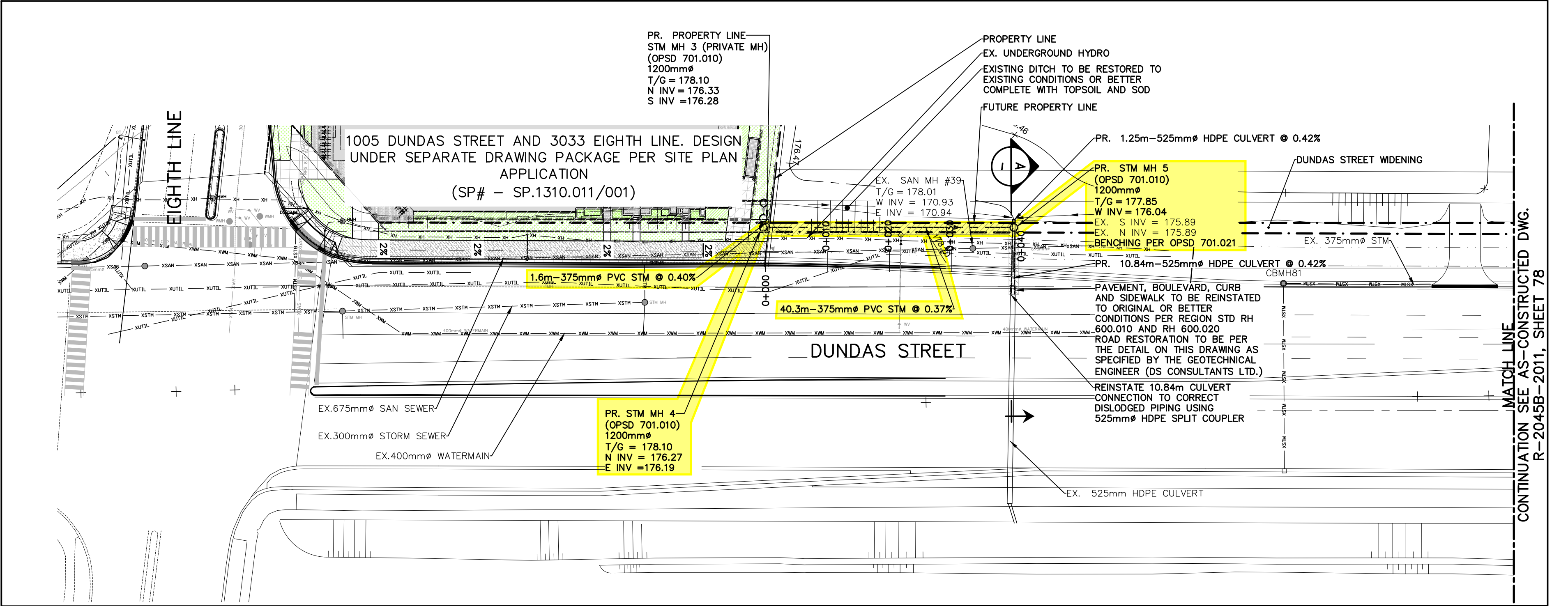
SITE PLAN NOTES:
 DESIGN ELEMENTS ARE BASED ON SITE PLAN BY BARON NELSON ARCHITECTS INC.
 (2021/APR/14)

DRAWING NOTES:
 THIS DRAWING IS THE EXCLUSIVE PROPERTY OF C.F. CROZIER & ASSOCIATES INC. AND
 THE REPRODUCTION OF ANY PART OF IT WITHOUT PRIOR WRITTEN CONSENT OF THIS
 OFFICE IS STRICTLY PROHIBITED.
 THE CONTRACTOR SHALL VERIFY ALL DIMENSIONS, LEVELS, AND DATUMS ON SITE AND
 REPORT ANY DISCREPANCIES OR OMISSIONS TO THIS OFFICE PRIOR TO CONSTRUCTION.
 THIS DRAWING IS TO BE READ AND UNDERSTOOD IN CONJUNCTION WITH ALL OTHER
 PLANS AND DOCUMENTS APPLICABLE TO THIS PROJECT. DO NOT SCALE THIS DRAWING.
 ALL EXISTING UNDERGROUND UTILITIES TO BE VERIFIED IN THE FIELD BY THE
 CONTRACTOR PRIOR TO CONSTRUCTION.

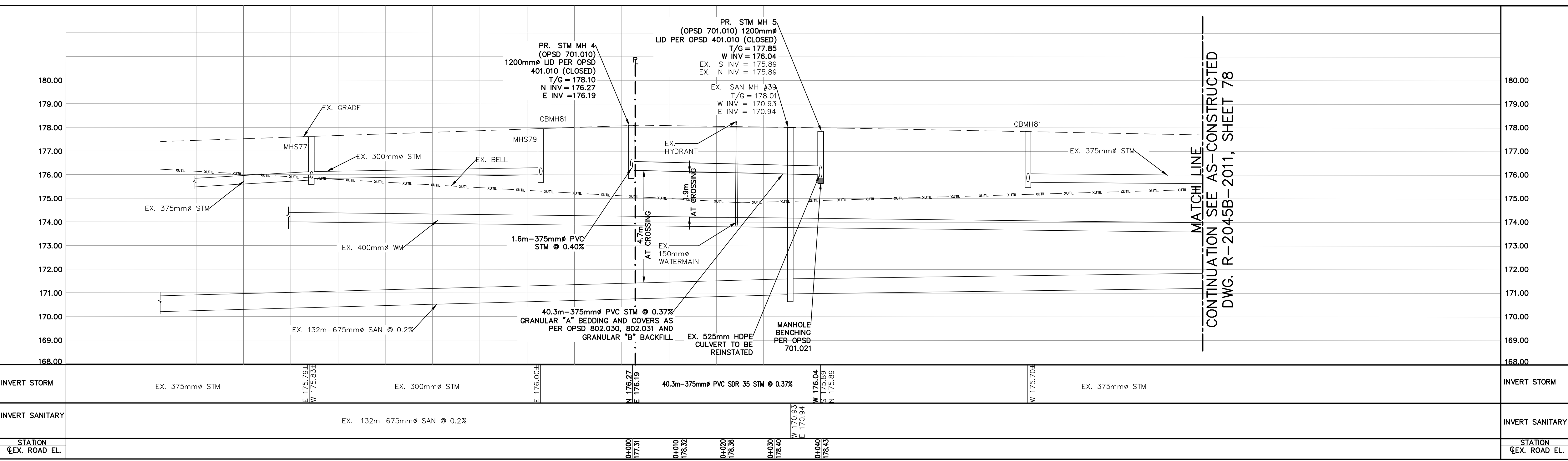
- EXISTING UTILITIES AND SERVICES**
- CONTRACTOR SHALL NOTE THAT THE CONSTRUCTION ZONE HAS NUMEROUS EXISTING UNDERGROUND UTILITIES AND SERVICES, SOME OF WHICH ARE TO BE ABANDONED OR REMOVED, AND OTHERS WHICH ARE TO BE PROTECTED AND MAINTAINED IN SERVICE.
 - PRIOR TO CONSTRUCTION THE CONTRACTOR SHALL RETAIN THE SERVICES OF A COMPANY, WHICH SPECIALIZES IN SUBSURFACE UTILITY ENGINEERING FOR THE PURPOSES OF LOCATING, MARKING AND SURVEYING ALL UNDERGROUND UTILITIES AND SERVICES. ALL CURRENT METHODS SHALL BE USED FOR THESE LOCATIONS INCLUDING ELECTRONIC METHODS, VACUUM EXCAVATIONS, SURVEYING MANHOLES AND CHAMBERS, ETC.
 - THE UTILITIES AND SERVICES SHALL BE SURVEYED AND TIED IN TO THE PROJECT COORDINATE SYSTEM. A COPY OF THE SURVEY SHALL BE PROVIDED TO THE ENGINEER FOR RECORD PURPOSES.
 - ANY CONFLICT WITH PROPOSED WORKS SHALL BE BROUGHT TO THE ATTENTION OF THE ENGINEER.
 - THE CONTRACTOR SHALL BE RESPONSIBLE FOR ALL LOCATIONS FOR PROTECTION AND TEMPORARY RELOCATION OF UNDERGROUND UTILITIES AND SERVICES AS REQUIRED FOR THE COMPLETE INSTALLATION OF THE PROPOSED WORKS.



PLAN AT DUNDAS STREET



DUNDAS STREET PROFILE



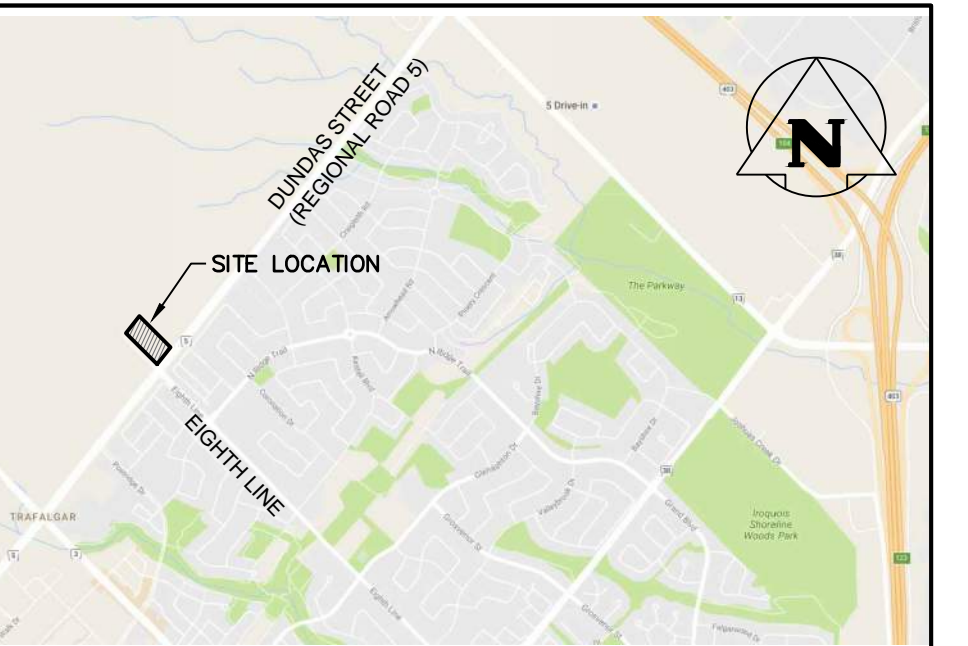
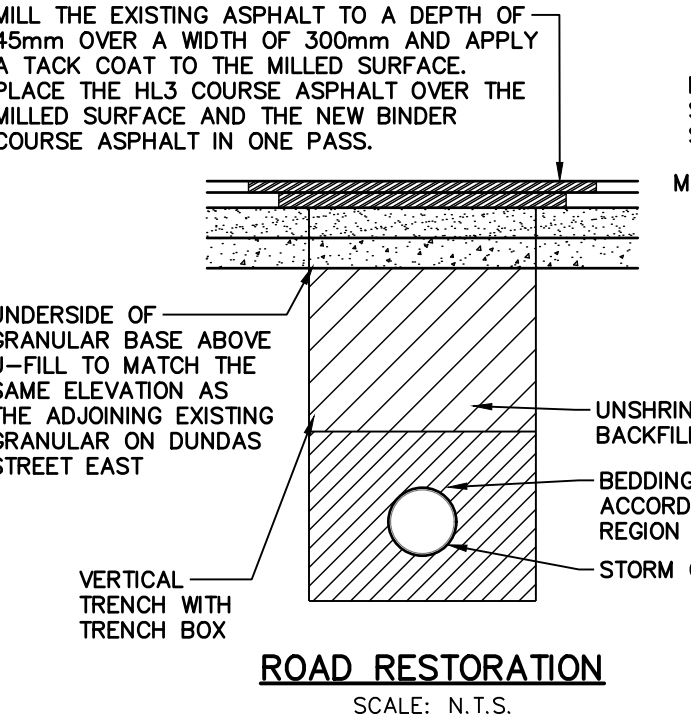
DESIGN INFORMATION ONLY NOT "AS CONSTRUCTED"

REGIONAL MUNICIPALITY OF HALTON, ITS EMPLOYEES, OFFICERS AND AGENTS ARE NOT RESPONSIBLE FOR ANY ERRORS, OMISSIONS OR INACCURACIES, WHETHER DUE TO THEIR NEGLIGENCE OR OTHERWISE. ALL INFORMATION SHOULD BE VERIFIED.

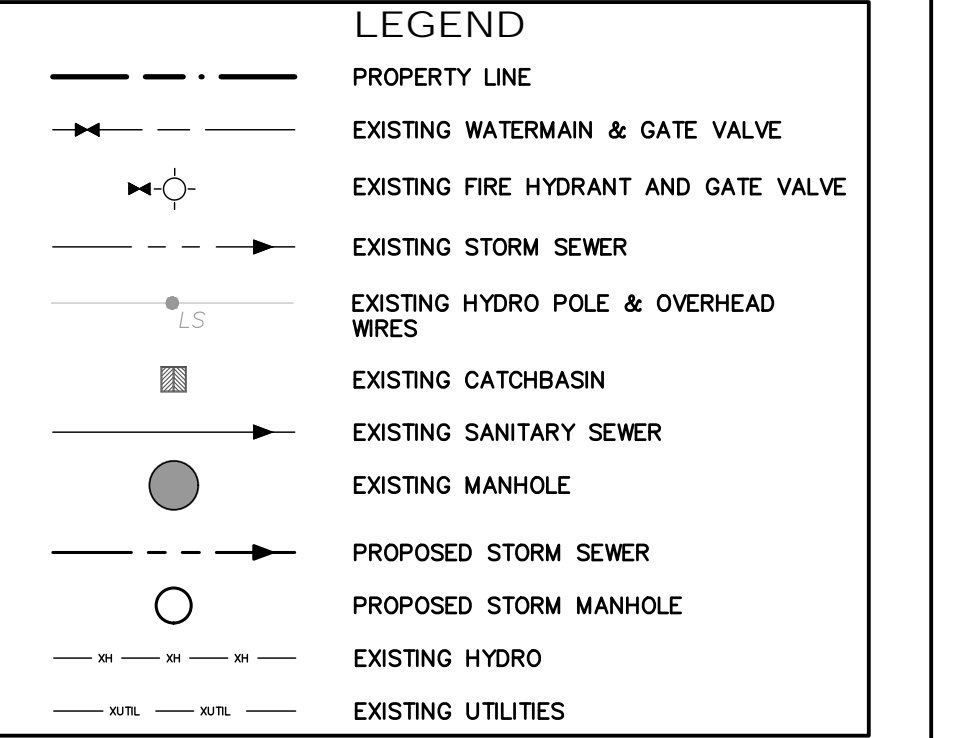
REFER TO C401 FOR CONSTRUCTION NOTES
 REFER TO C402 FOR STANDARD DETAILS
 REFER TO C403 AND C404 FOR TRAFFIC MANAGEMENT PLAN
 REFER TO C406 FOR THE STORM DRAINAGE PLAN

STORM SEWER OWNERSHIP NOTE:
 THE PROPOSED STORM SEWER AND OUTFALL ARE IN TOWN OF OAKVILLE OWNERSHIP. TRANSFER OF THE OWNERSHIP OF THE STORM SEWER WORKS WILL OCCUR UPON THE ASSUMPTION PROCESS BEING COMPLETED BY THE REGION.

WATERPROOF MEMBRANE SHALL BE SELF-ADHESIVE, RUBBERIZED ROLL-TYPE BITUMINOUS WATERPROOFING MEMBRANE AND PRIMER. WATERPROOFING SHALL EXTEND COMPLETELY AROUND ALL JOINTS WITH A MINIMUM 300mm WIDE STRIP CENTERED ON THE JOINT, INSTALLED AS PER MANUFACTURER'S RECOMMENDATIONS.

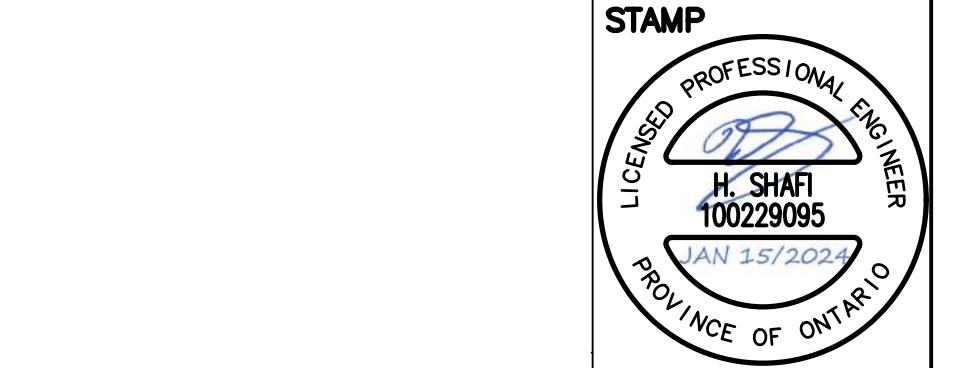


KEY PLAN N.T.S.



NO.	DATE	BY	REVISIONS
8	15/01/2024	D.B.	ISSUED FOR ECA APPROVAL
7	22/11/2023	D.B.	REVISED STORM SEWER LOCATION
6	15/09/2023	D.B.	ISSUED FOR CONSTRUCTION
5	22/06/2023	D.B.	ISSUED FOR APPROVAL
4	11/04/2023	D.B.	ISSUED FOR APPROVAL
3	05/12/2022	D.B.	ISSUED FOR FOURTH SUBMISSION-ENGINEERING REVIEW
2	26/09/2022	D.B.	NOT ISSUED FOR THIRD SUBMISSION
1	24/06/2022	D.B.	ISSUED FOR SECOND SUBMISSION-ENGINEERING REVIEW
0	17/12/2021	J.P.	ISSUED FOR FIRST SUBMISSION-ENGINEERING REVIEW

DESIGN	I.C.	CH'KD	H.S.	DATE
DRAWN	D.B.	CH'KD	H.S.	05/12/2022



CROZIER CONSULTING ENGINEERS
 211 Yonge Street Suite 600
 Toronto, ON, M5B 1M4
 416-477-3392 T
 www.crozier.ca info@crozier.ca

APPROVALS	MUNICIPALITY
MUNICIPAL APPROVAL APPROVED IN PRINCIPAL SUBJECT TO DETAIL CONSTRUCTION CONFORMING TO TOWN OF OAKVILLE STANDARDS AND SPECIFICATIONS Krisline Parker, M.A.Sc., P.Eng. 12/03/2024 MANAGER OF DEVELOPMENT SERVICES DATE	OAKVILLE
FILE NUMBER DO-1089	REGIONAL
DESIGN OF SANITARY, WATER SERVICES & REGIONAL ROAD WORKS APPROVED SUBJECT TO DETAIL CONSTRUCTION CONFORMING TO HALTON REGION STANDARDS & SPECIFICATIONS & LOCATION APPROVAL FROM AREA MUNICIPALITY	Halton REGION THE REGIONAL MUNICIPALITY OF HALTON
LEGISLATIVE AND PLANNING SERVICES DEPARTMENT DATE	

DEVELOPER 1005 DUNDAS STREET INC.	
PROJECT 1005 DUNDAS STREET STORM SEWER AND CULVERT REPAIR TOWN OF OAKVILLE REGION OF HALTON	
TITLE PLAN AND PROFILE OF DUNDAS STREET EAST (STA 0+000 - 0+040) EIGHTH LINE TO 210m EAST OF EIGHTH LINE	
CONSULTANT FILE NO. C 405	REGIONAL DRAWING NO.
CONTRACT NO. REGION OF HALTON PROJECT NO: DO-1089	DRAWING NO. SHEET 10 OF 11

REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: Notice of intention to designate – 225 Bronte Road – November 25, 2024

LOCATION: 225 Bronte Road

WARD: Ward 1

Page 1

RECOMMENDATION:

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Glendon House Stone Wall at 225 Bronte Road.

KEY FACTS:

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

- As part of the Heritage Designation Project 2023-2025, Heritage Planning staff has evaluated the subject property and consider it worthy of conservation and heritage designation.
- Staff is recommending that the subject property be designated under section 29, Part IV of the *Ontario Heritage Act* and that a notice of intention to designate be issued by Council for the property.

BACKGROUND:

In October 2022, Ontario's Ministry of Municipal Affairs and Housing introduced Bill 23, *More Homes Built Faster Act, 2022*. The bill included several amendments to the *Ontario Heritage Act*, including a two-year time limit for listed properties to remain on municipal heritage registers. In early 2023, Policy Planning & Heritage initiated the Heritage Designation Project 2023-2025 to designate approximately 80 listed properties prior to their required removal from Oakville's Heritage Register on January 1, 2025. The subject property of this report was included as a priority within that list.

In June 2024, Bill 200, *Homeowner Protection Act, 2024*, was passed. This bill extended the two-year time limit for existing listed properties to remain on municipal heritage registers from January 1, 2025 to January 1, 2027. While these additional

two years are beneficial, staff is continuing the work of the Heritage Designation Project 2023-2025 with the original project timeline, based on staff resources.

A location map for the subject property is attached as Appendix A. A Cultural Heritage Evaluation Report (CHER) has been prepared by staff for the property and is attached as Appendix B. A draft Notice of Intention to Designate has also been prepared by staff and is attached as Appendix C.

COMMENT/OPTIONS:

The Province of Ontario has made a clear commitment to the conservation of significant cultural heritage resources through its legislation and policies, including the *Ontario Heritage Act* (2021), the *Planning Act* (1990, as amended) and the Provincial Policy Statement (2024).

The OHA sets out the procedures for evaluating and protecting heritage resources at the provincial and municipal levels. This includes the use of Ontario Regulation 9/06 as the means for determining if a property has cultural heritage value.

This commitment to heritage conservation continues at the regional and municipal level through supportive objectives and directions outlined in the Region of Halton Official Plan and the town's Livable Oakville Plan and North Oakville East and West Secondary Plans.

In accordance with the OHA, a property must meet at least two criteria of Ontario Regulation 9/06. The property at 225 Bronte Road has been evaluated using these criteria. Staff considers the property to meet at least two or more of these criteria, and it therefore merits designation under section 29, Part IV of the OHA. The attached Cultural Heritage Evaluation Report provides more details on the cultural heritage value of the property.

Also attached is a draft Notice of Intention to Designate. This provides a clear outline of the property's cultural heritage value and the heritage attributes recommended for protection and conservation through a future designation by-law.

A separate staff report recommending designation of the property at 225 Bronte Road was presented to the Heritage Oakville Advisory Committee on October 29, 2024. The Committee supported the designation of the property.

CONSIDERATIONS:

(A) PUBLIC

If notice is to be issued for the designation of the property, notice will be given in accordance with the town's *Ontario Heritage Act* Alternative Notice Policy.

(B) FINANCIAL

There are no financial considerations.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The Legal department will be consulted on the designation as necessary.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses Council's strategic priorities: Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION

A Climate Emergency was declared by Council in June 2019 for the purposes of strengthening the Oakville community commitment in reducing carbon footprints. The retention and conservation of this historic building through heritage designation contributes to the town's initiatives to reduce carbon footprints.

APPENDICES:

Appendix A – Location Map

Appendix B – Cultural Heritage Evaluation Report

Appendix C – Draft Notice of Intention to Designate

Prepared by:

Carolyn Van Sligtenhorst, CAHP, MCIP, RPP
Supervisor, Heritage Conservation

Recommended by:

Kirk Biggar, MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:

Gabe Charles, MCIP, RPP
Director, Planning and Development

APPENDIX A



0 20 40 80
Meters

225 BRONTE RD

LOCATION



SUBJECT LANDS

Community Development Commission

Cultural Heritage Evaluation Report
Glendon House Stone Wall
225, 231, and 235 Bronte Road, Oakville, Ontario



231 Bronte Road, 2024. Source: Town of Oakville, Planning Services staff photo

Town of Oakville
Heritage Planning
Authors: Elaine Eigl, Carolyn Van Sligtenhorst
August 2024

1. Executive Summary

The purpose of this Cultural Heritage Evaluation Report, or CHER, is to determine if the subject properties merit designation under Part IV, section 29 of the *Ontario Heritage Act* (OHA). A Cultural Heritage Evaluation Report (CHER) provides an overview of a subject property based on primary and secondary research and visual inspection of the property. It also includes an evaluation against the prescribed criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. This CHER also includes a draft Statement of Cultural Heritage Value or Interest and identification of heritage attributes.

The designation of heritage properties is legislated by the OHA and is supported at a provincial level by the Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2019). The conservation of cultural heritage resources is also supported by the Region of Halton Official Plan, the Livable Oakville Plan, the North Oakville East Secondary Plan, and the North Oakville West Secondary Plan.

The subject properties at 225, 231, and 235 Bronte Road are located on the east side of Bronte Road, north of Hixon Street (formerly Hickson Street), and south of Rebecca Street. The subject properties are located within the territory covered by Treaty 22, which was signed in 1820 between the Mississaugas and the British Crown.

225 Bronte Road was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for "its potential cultural heritage value for its stone wall formerly associated with 231 Bronte Road (stone wall only – other structures not included)". 231 Bronte Road was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for its circa 1920 house. And, 235 Bronte Road was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for "its potential cultural heritage value for its stone wall formerly associated with 231 Bronte Road (stone wall only – other structures not included)".

This CHER has evaluated the subject properties in accordance with the requirements of the OHA and finds that they meet three of the criteria of Regulation 9/06 for the stone wall on each of the properties. It is therefore recommended that the subject properties be designated under Part IV, section 29 of the OHA.

The findings presented in this report are based on professional research and guidance. Future discovery of additional sources or interpretations may affect the conclusions.

2. Subject Property

The subject properties at 225, 231, and 235 Bronte Road are located on the east side of Bronte Road, north of Hixon Street (formerly Hickson Street), and south of Rebecca Street, within the territory covered by Treaty 22, which was signed in 1820 between the Mississaugas and the British Crown. Historically, the properties made up part of the land identified in William Hawkins' 1834 *Plan of the village of Bronte on Twelve Mile Creek* as part of Lots 22 and 28 in the 6th Range, on the east side of Bronte Road. 231 Bronte Road contains a circa 1910, two-storey vernacular frame house, not currently recommended for designation, and all three properties contain a historic stone wall, which is recommended for designation as part of this report.



Location map: Subject properties are outlined in blue. June 2024. Source: Town of Oakville GIS

Legal description of 225 Bronte Road: PCL 87-1, SEC M6; PT LT 87, PL M6, PART 3, 20R11791; OAKVILLE

Legal description of 231 Bronte Road: PCL 87-2, SEC M6; PT LT 87, PL M6, PART 2, 20R11791; OAKVILLE

Legal description of 235 Bronte Road: PCL 87-1, SEC M6; PT LT 87, PL M6, PART 1, 20R11791; OAKVILLE

3. Background Research

Design and Physical Value

Along Bronte Road, the three properties at 225, 231, and 235 Bronte Road are demarcated by a low stone wall. The wall is made of local fieldstone and is broken into different sections with curved slopes that rise up to square stone columns and sugar maple trees, which demarcate these sections. The wall is topped by single stones, creating a decorative look that resembles a string of beads. Its design and materials are in keeping with the Arts and Crafts era, using natural and local materials that would have helped ground the new house in its natural setting when it was constructed.

The Arts and Crafts movement, which inspired Craftsman architecture, began in Britain as a reaction to the rapid growth of industry and the dehumanization of society that resulted from the sudden restructuring of the population to accommodate large factories.¹ The movement spread to North America and many structures built between 1890 and 1940 demonstrate Arts and Crafts influenced architectural details.² Generally, the goal of the residential Arts and Crafts movement was to portray the home as a place of serenity, with a focus on the home as part of the natural environment.³ Natural materials such as brick, stone, stucco and wood were used in new dwellings and associated landscape elements.

The subject stone wall is reflective of this design era with its natural field stone material, likely found on the property, which was originally a larger, more rural site. The stone wall was less a functional structure and more a decorative one, grounding the house on the site and adding a natural, rustic aesthetic that was typical of the Arts and Crafts era. Given that the property was originally used as a cottage, this pastoral appearance would have been a deliberate choice for the owners.

The entirety of the wall originally belonged to the Glendon House property, which historically included all three lots before it was severed in 1995. It was likely built during Michael Glendon's ownership between 1908 and 1924. Today, the Glendon House property at 231 Bronte Road includes matching stone pillars flanking a metal pedestrian gate. The pillars are topped by vertical stones, matching those on the rest of the wall. An opening between two trees provides access for a driveway; this was originally a continuous stone fence until it was opened up to accommodate the existing driveway after the severance in 1995.



231 Bronte Road, March 2024. Source: Town of Oakville, Planning Services staff photos

¹ Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*, pg. 101

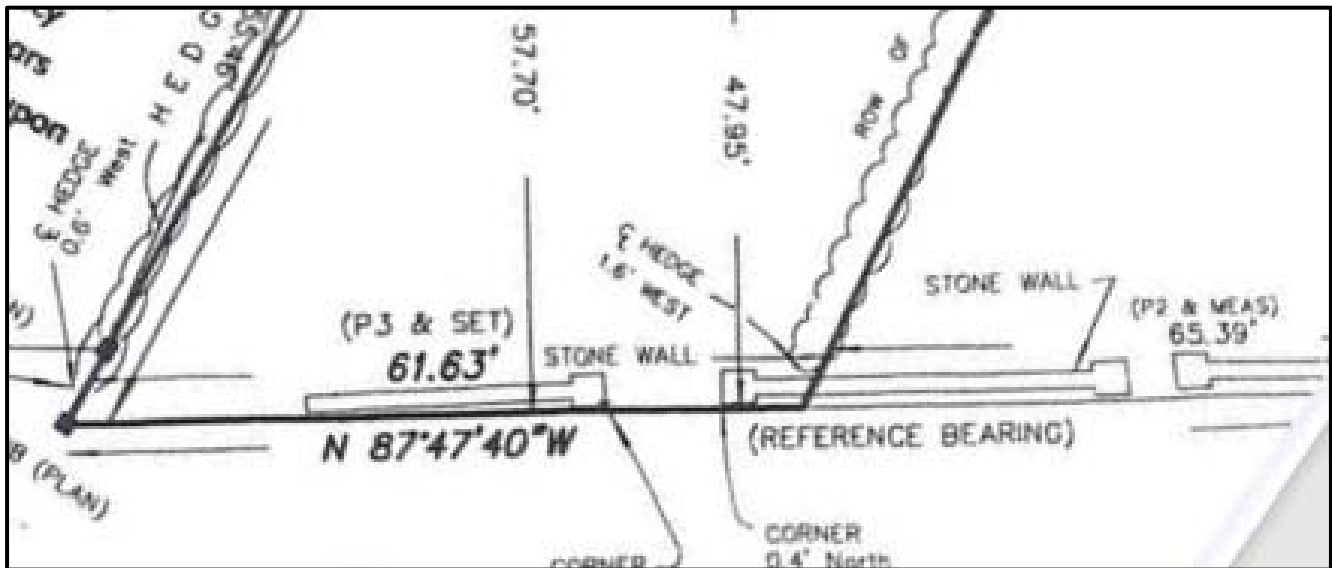
² Blumenson, John. *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*, pg. 102

³ Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*, pg. 105

The property at 235 Bronte Road has two sets of stone pillars for two driveway entrances; the south set was original to the Glendon House property, and likely the original primary vehicular entrance for the house. The north set of columns was constructed after the 1995 severance, likely using stone salvaged from the portion of wall removed at 231 Bronte Road; the materials and style of the columns match the remainder of the stone wall. All four columns are topped by contemporary gargoyle figures.



235 Bronte Road, March 2024. Source: Town of Oakville, Planning Services staff photos

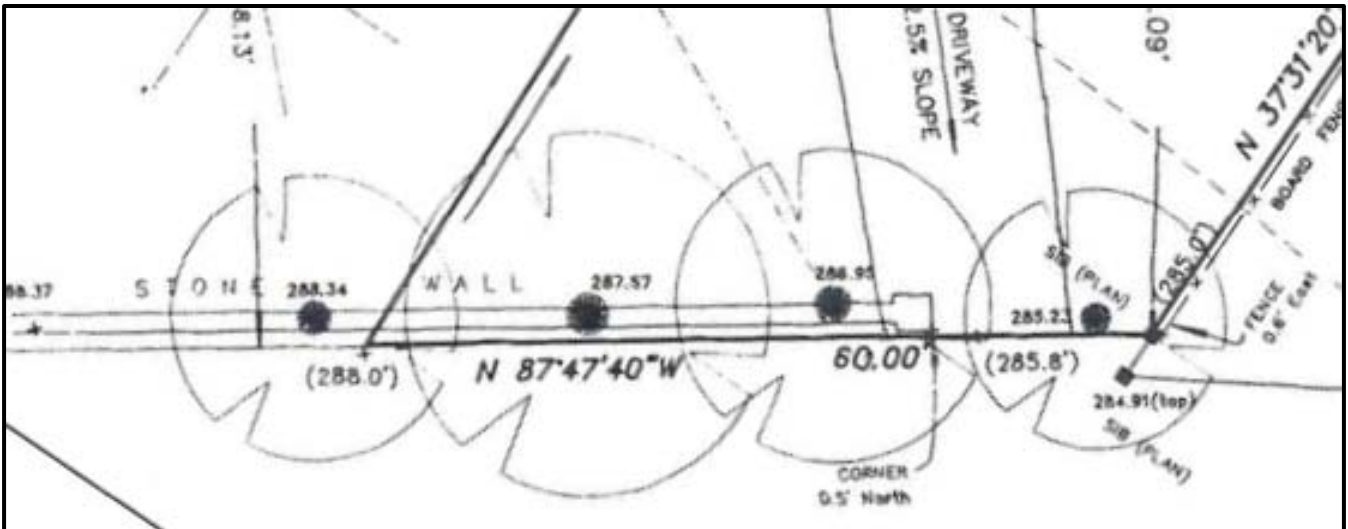


1997 survey of 235 Bronte Road showing the wall and columns as they existed at that time on both 235 and 231 Bronte Road. Source: Town of Oakville Building Services files.

At 225 Bronte Road, the original stone fence and one column remain. The new driveway was installed in the original opening on the south side of the property. A small section of fence appears to have been constructed next to the tree south of the driveway.



225 Bronte Road, March 2024. Source: Town of Oakville, Planning Services staff photos



1997 survey of 225 Bronte Road showing the wall and columns as they existed at that time on both 231 and 225 Bronte Road. Source: Town of Oakville Building Services files.

The aerial view below is marked up to show the original configuration of the stone wall and columns:



Aerial view of 225-231-235 Bronte Road. Source: Town of Oakville GIS



A panoramic view of 225, 231, and 235 Bronte Road showing the extent of the stone wall and pillars. March 2024.
Source: Town of Oakville, Planning Services staff photos

While there is a number of lakestone walls in the area, the Glendon House Stone Wall remains one of the only, if not the only, field stone wall in Oakville. Field stone as a building material is more typically found on rural properties away from Lake Ontario, where lakestone could be found. The subject stone wall is unique as a decorative residential landscape wall built of fieldstone.

Historical and Associative Value

The subject properties at 225, 231, and 235 Bronte Road are located within the traditional territory of the Mississaugas of the Credit First Nation (MCFN or simply “the Mississaugas”). In 1805, the Mississaugas and the Crown reached a provisional agreement in which the Mississaugas ceded almost 71,000 acres of land. In return they were given £1000 of trade goods; were promised the sole right of the fisheries in the Twelve Mile Creek (Bronte Creek) and Sixteen Mile Creek along with the possession of each creek’s flats; and they reserved the sole right of fishing at the Credit River and retained a 1-mile (1.61 kilometre) strip of land on each of its banks.⁴



Samuel Wilmot’s Trafalgar, Plan of the Second Township, In the Tract of Land lately Purchased from the Mississauga [sic] Indians. Source: Archives of Ontario, Trafalgar District of Gore, Partial, June 1806

The agreement was negotiated when the Mississaugas were experiencing duress due to land encroachment, the depletion of fish stocks, and a population that was in severe decline.⁵ This put the Mississaugas into “a more

⁴ Mississaugas of the Credit First Nation, “Head of the Lake Treaty, No. 14 (1806).” *Mississaugas of the Credit First Nation*, <https://mncfn.ca/head-of-the-lake-treaty-no-14-1806/> (accessed November 4, 2020).

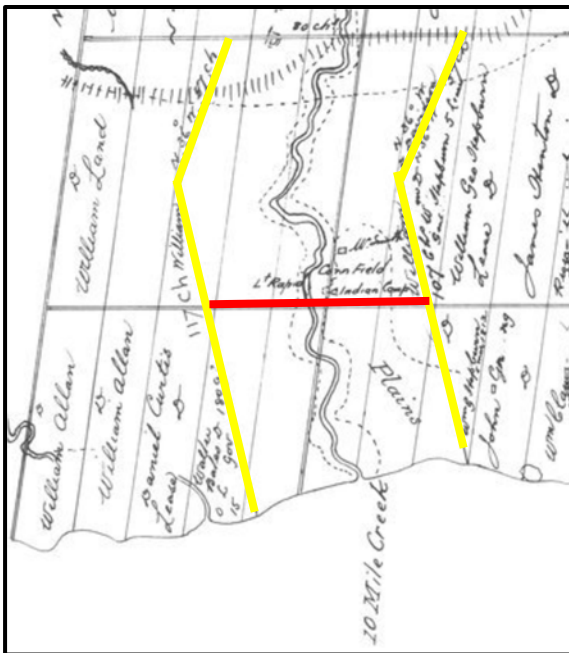
⁵ Emma Stelter. *Friendship, Peace and Respect For All Future Generations*, Debwevin: The Oakville Truth Project, Feb. 2023, pg. 7.

compromised position” from which to negotiate.⁶ The agreement was formalized with the signing of the Head of the Lake Treaty, No. 14, on September 5, 1806.⁷

In June 1806, three months before Treaty No. 14 was finalized, Deputy Provincial Surveyor, Samuel Street Wilmot completed his plan called “*Trafalgar, Plan of the Second Township, In the tract of Land lately Purchased from the Mississauga [sic] Indians*”. The survey was completed to facilitate European settlement. Unusually, Wilmot’s plan does not show the land to be set aside for the Mississaugas along the Twelve and Sixteen Mile Creeks, possibly because it was completed before the treaty was finalized.

Settlers started arriving in the area circa 1806, around the time Wilmot was undertaking his survey. After the area was surveyed, settlements were established throughout Trafalgar Township. In the southern part of the township the villages of Oakville and Bronte began to grow at the mouths of Sixteen Mile Creek and Twelve Mile Creek, respectively.

In February 1820, fourteen years after signing Treaty No. 14, the Mississaugas and the Crown entered into a subsequent treaty, Treaty No. 22, which stipulated that in exchange for ceding “about 20,000” acres of their land to the Crown, the Mississaugas would receive a 200-acre parcel of land on the Credit River, and the proceeds from the sale of the remaining lands on the Twelve and Sixteen Mile Creeks would be “used to instruct the Mississaugas in the rudiments of the Christian religion and to provide education for their children.”⁸



On the 1806 plan (left), the lands covered by Treaty No. 22 lay between the two yellow lines. The future village of Bronte, including the location of the subject property, was subsequently established upon the area lying roughly within Lots 29 to 32, in the 4th (or Broken Front) Concession South of Dundas Street (SDS), within the land that lies under the red line.

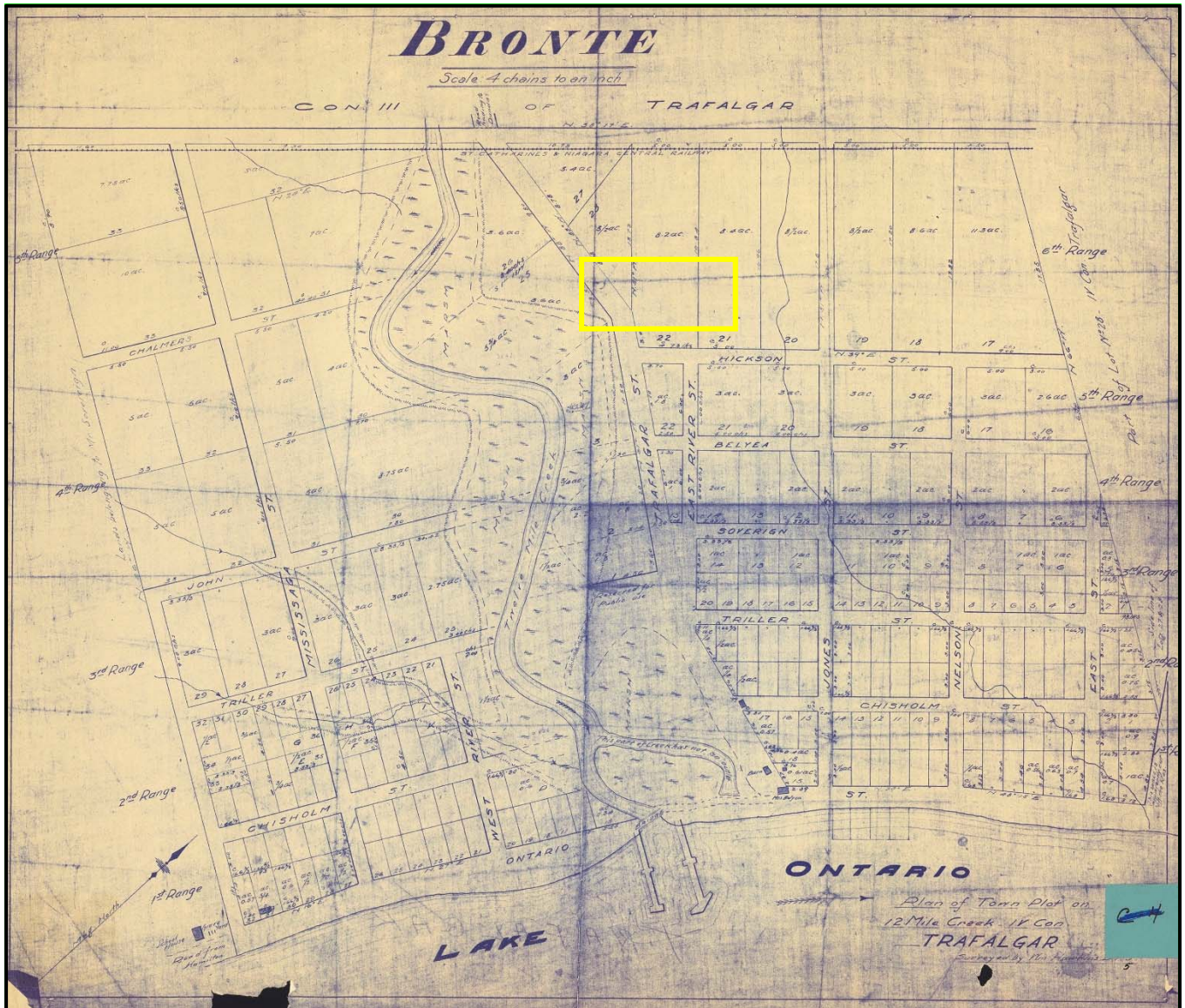
In 1834, fourteen years after the Mississaugas had ceded their lands along the Twelve and Sixteen Mile Creeks and the Credit River, Deputy Provincial Surveyor William Hawkins was instructed to survey the lands along Twelve Mile Creek. The result was his *Plan of the village of Bronte on Twelve Mile Creek, con. 4, Trafalgar Township*. With this new survey, the lands upon which the subject property lies became part of Lots 22 and 28, in the 6th Range east of Twelve Mile Creek, on the east side of Trafalgar Street which was later renamed Bronte Road.

Detail of survey showing the tract of land set aside for the Mississaugas along Twelve Mile Creek, later Bronte Creek. (Wilmot, 1806).
Source: Archives of Ontario, Trafalgar District of Gore, Partial, June 1806

⁶ Emma Stelter. *Friendship, Peace and Respect For All Future Generations*, 7.

⁷ Ibid, 10.

⁸ “12 Mile Creek, 16 Mile Creek and Credit River Reserves, Treaty Nos. 22 and 23 (1820).” *Mississaugas of the Credit First Nation*, <https://mncfn.ca/12-mile-creek-16-mile-creek-and-credit-river-reserves-treaty-nos-22-and-23-1820/> (Accessed March 21, 2024).



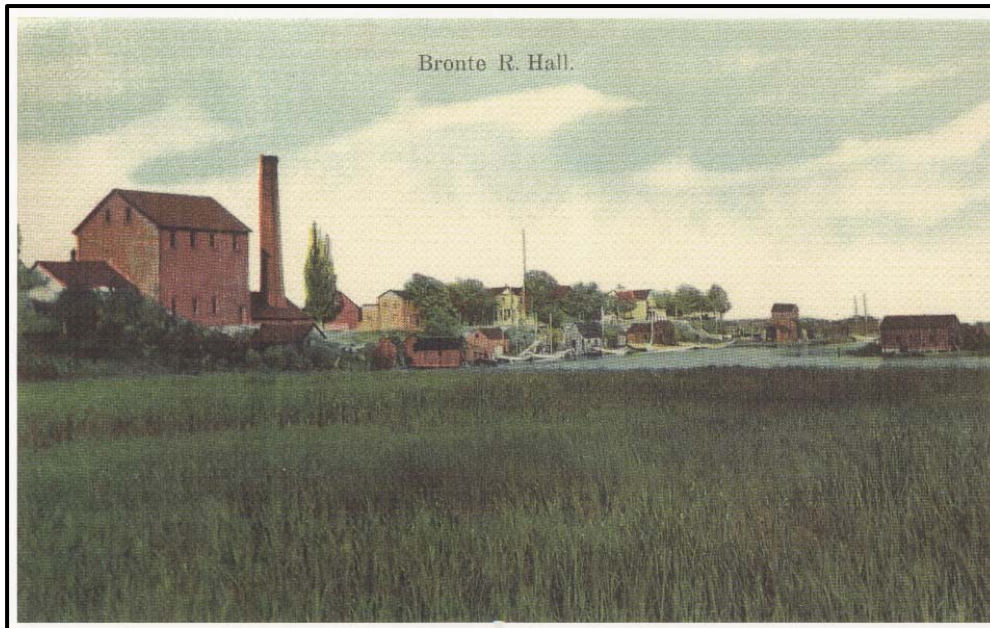
William Hawkins' 1834, *Plan of Town Plont on 12 Mile Creek, IV Con, Trafalgar*.⁹ 225, 231, and 235 Bronte Road lay within part of Park Lots 22 and 28 on the east side of Trafalgar Street (now Bronte Road), roughly in the area highlighted in yellow.
 Source: Library and Archives Canada

In 1849, Smith's Canadian Gazetteer described Bronte as a "small Village in the township of Trafalgar, on the Lake Shore Road, seven miles from Wellington Square, situated on the Twelve-mile Creek. It contains about 100 inhabitants, grist and saw mills, one store, two taverns, one waggon maker, one blacksmith, one cabinet maker."¹⁰ By the 1850s, the village had two operating hotels, the Triller House Hotel and Thompson's Hotel, a

⁹ *Plan of the village of Bronte on Twelve Mile Creek, con. 4, Trafalgar Township.* / Wm. Hawkins, D.P.S. © Government of Canada. Reproduced with the permission of Library and Archives Canada (2023). *Library and Archives Canada/Department of Indian Affairs and Northern Development fonds/e011205647*

¹⁰ Smith, William Henry, *Smith's Canadian Gazetteer: Comprising Statistical and General Information Respecting All Parts of the Upper Province, Or Canada West ... With a Map of the Upper Province*, Toronto, Published for the author by H. Rowsell, p. 21, https://books.google.ca/books?id=GkszAQAAIAAJ&printsec=frontcover&source=gbs_ge_summary_r&cad=0#v=onepage&q=Bronte&f=false (accessed 16 August 2021)

blacksmith shop and the basket factory.^{11, 12} Bronte Post Office was built in 1851. By 1856, the harbour was completed and two years later, “one of the largest grist mills in the province”, Bronte Steam Mill, opened.^{13, 14}



Undated postcard showing Twelve Mile Creek and its flats. Source: Bronte Historical Society

Early Bronte settlers included the Thompson family, who were described as “one of the oldest and most respected” in Halton County, and the Triller family who built the first mill on Sixteen Mile Creek, and for whom Triller Street, later Lakeshore Road West, and Triller Place were named.^{15, 16, 17}

Bronte has a rich and distinct history. In many ways, it is very different from old Oakville. Canadian author, Mazo de la Roche captured the difference in her book, *Possession*, describing Oakville as “sedate, respectable, and very different from the rowdy, good-humoured poverty of Bronte.”¹⁸ Compared to the wealth found in neighbouring Oakville, Bronte was a relatively modest working-class community. Many residents were day labourers who learned to wear many hats, doing anything they could to make ends meet. Although some felt shame in their poverty, Bronte developed as a proud, tight-knit, hard working community.

¹¹ The Village of Bronte: Preserving the Past, *Timeline*, [Timeline: The Village of Bronte: Preserving the Past: Multicultural Ontario Collections \(vitacollections.ca\)](https://www.vitacollections.ca) (accessed 17 August 2021)

¹² Wark, Ross. “Bronte: Ever Growing, Ever Changing,” *The Oakville Historical Society Newsletter*, Oakville Historical Society, March 2012, p. 4.

¹³ The Village of Bronte: Preserving the Past, *Timeline*, [Timeline: The Village of Bronte: Preserving the Past: Multicultural Ontario Collections \(vitacollections.ca\)](https://www.vitacollections.ca) (accessed 17 August 2021)

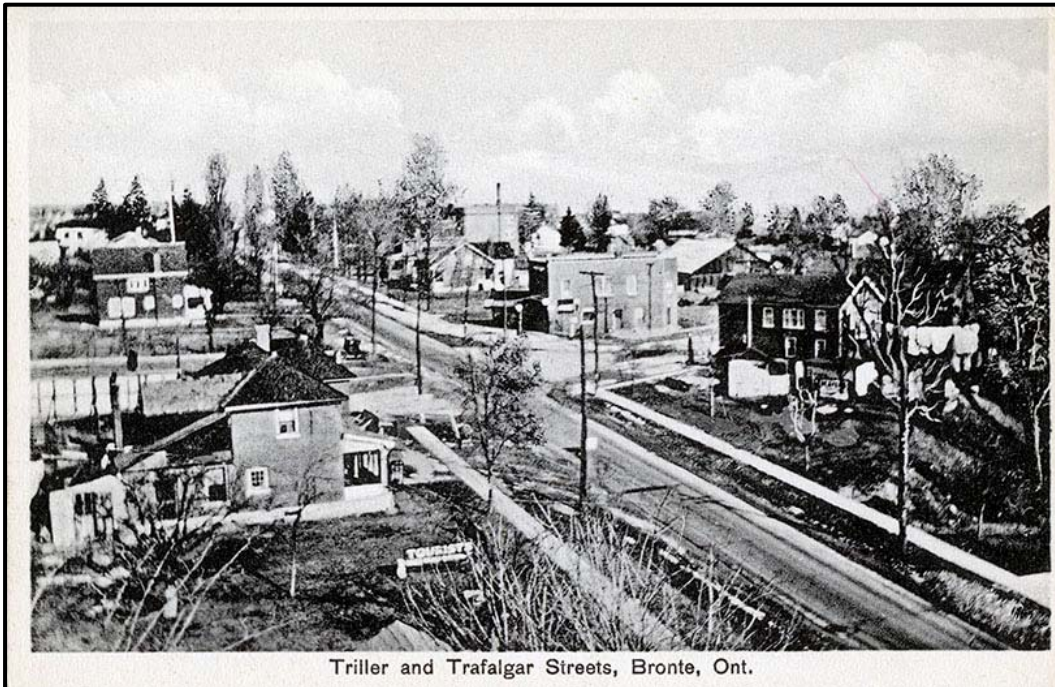
¹⁴ Wark, Ross. “Bronte: Ever Growing, Ever Changing,” *The Oakville Historical Society Newsletter*, Oakville Historical Society, March 2012, p. 4.

¹⁵ Oakville Historical Society, “Family Reunion,” an undated and unattributed newspaper clipping dating to circa 1909. OHS item #1996.26.126K.

¹⁶ Mathews, Hazel. “Chapter 6: The Rising Tide.” *Oakville and the Sixteen: The History of an Ontario Port*, Univ. of Toronto Press, Toronto, 1971, p. 180.

¹⁷ Town of Oakville, Planning Services file, *Oakville Street Name Origins*

¹⁸ Oakville Memories: Old & New: *Bronte Boys (1920s-1950s)*, [Bronte Boys \(1920s - 1950s\): Oakville Memories: Old & New: Oakville Images \(halinet.on.ca\)](https://www.halinet.on.ca) (accessed 16 January 2022)

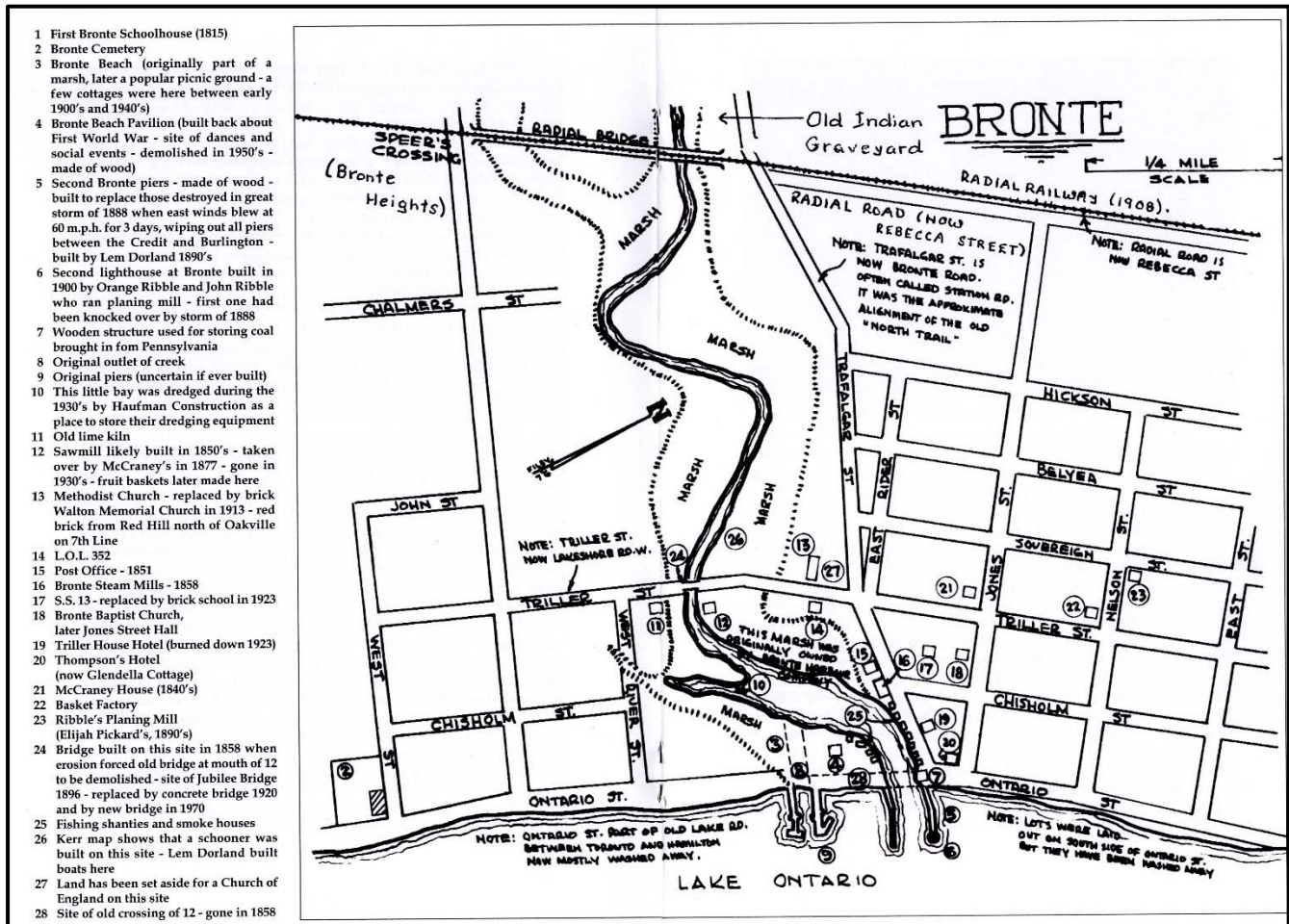


Triller and Trafalgar Streets, Bronte, Ont.

Triller and Trafalgar Streets, later renamed Lakeshore and Bronte Roads respectively, undated. *Source: Town of Oakville Heritage Planning files.*



Hand tinted photograph showing a fishing schooner beside fishing sheds, the 3 storey Bronte Steam Mills on the left, and the Triller House Hotel, identifiable by its cupola, on the right. Circa 1910. *Source: Town of Oakville Heritage Planning files.*



Bronte Village map from *The History of Bronte Village*, 1976. The village east of the creek was dominated by industrial and commercial concerns while the west side of the village, west of the creek, was predominantly the location of residences and cottages.

Source: Philip Brimacombe

Lifelong resident, Bill Cudmore recalled the poverty many in Bronte experience during the early 20th century, explaining that residents' dark humour helped them get through the hardship and rugged times. Cudmore recalled that life on the family farm included chores "like cutting asparagus before school and milking the cows after school."¹⁹ As a teenager, he signed on to Jack Osborne's fishing boat, describing fishing as "a dirty, cold, hard, miserable, mean way to make a living," adding that there was "nothing nice about it."²⁰ "Bronte, as I remember it, was a working class village, where the object of most people was to have a job tomorrow - clean some nets, paint a house, or maybe get a job at the basket factory for a week. It was looked on by Oakville as a low class area," Bill recalled.²¹

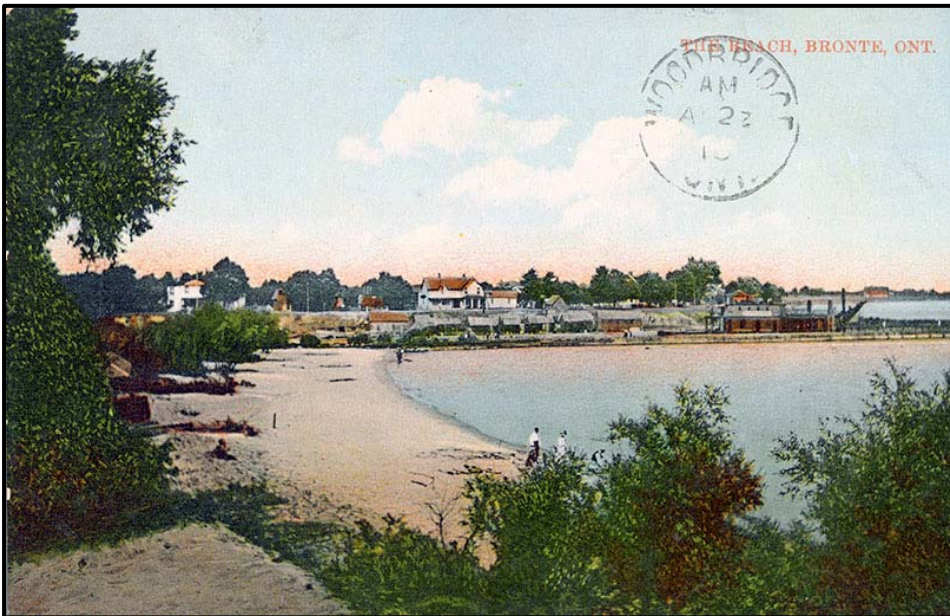
Another lifelong Bronte resident, Ken Pollock knows firsthand how cruel the lake can be. He remembers his father and uncles, "fishermen and mariners to the bone," would be "up before dawn and out on the lake, winter and summer, just to make ends meet."²²

¹⁹ Oakville Memories: Old & New: *Bronte Boys (1920s-1950s)*
²⁰ Ibid.
²¹ Ibid.
²² Ibid.



Bronte Harbour, 1910. Source: *Town of Oakville Heritage Planning files.*

By the mid-20th century, many people remembered Bronte as being a wonderful place in which to live and grow up. A former resident described their experience of the village as a “very small town where everyone knew each other.”²³ There were farms and open fields, and the beach was nearby without fences between properties, allowing children large areas in which to roam.²⁴ People lived in small homes and made do.



Undated image of a postcard of “The Beach” at Bronte, Ontario. Source: *Town of Oakville Heritage Planning files.*

²³ Interview, Bronte Historical Society volunteer, 20 October 2021

²⁴ *Ibid.*

Beginning in the early days of the 20th century and continuing into the period between the two World Wars, as the local commercial fishing industry was winding down, Bronte enjoyed a period of popularity as a summer resort area. Small cottages were developed around the lakefront and some local homeowners even left the area for the summer months, renting their homes to vacationing Torontonians to earn extra income.²⁵ Soon, summer cottagers, some from as far away as Texas, were enjoying the area's fresh air, cool lake breezes, and Bronte Beach. While the area west of the harbour was developed with these cottages, the residential area on the east side of the harbour remained home to local working-class families.

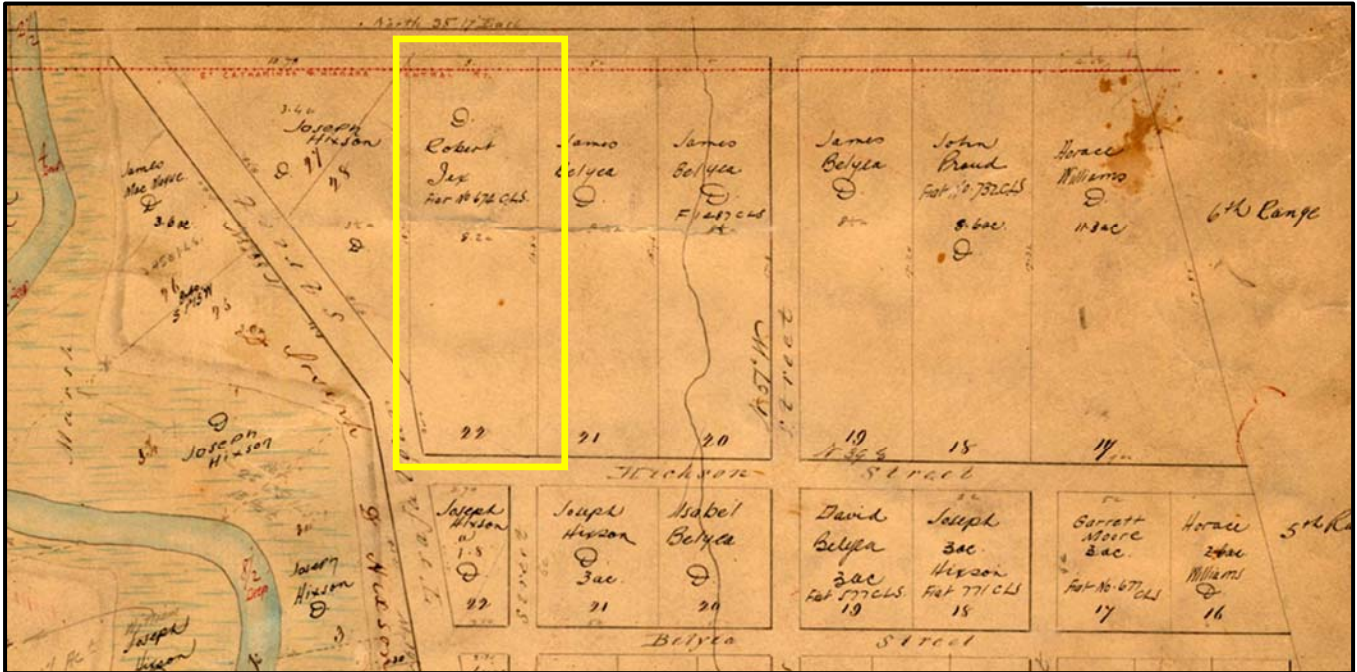
Below is a summary of the owners of the properties from the Crown patent until 1994, when Scott Ben Michaud purchased the property upon which the three subject properties are located. In 1995, Michaud subdivided Lot 87, Plan M-6, into three separate parcels, the configuration which exists today. Individual ownership summary charts showing all transactions after Michaud subdivided the lot, up to and including the current owners, follow later in the report.

Some owners held the property for relatively short periods of time. In many cases, information about the purchasers was limited to only that contained within the real estate transaction documents. As such, not all owners will be discussed in the CHER. Rather, the focus will be on persons of note, with a focus on the most likely candidate to have built, or commissioned the construction of, the property's building or buildings; on anyone who was significant to the community; or on anyone who lived on the subject property for an extended period of time.

Name of Owner(s)	Acreage or Lot	Years of Ownership
Crown	Lot 22	1820-1837
Robert Jex	Park Lot 22	1837-1837
Edward B. Palmer	Park Lot 22	1837-1844
James Thompson	Park Lot 22	1844-1868
Catharine Thompson, widow of James Thompson	Park Lot 22	1868-1868
Jane Adora McWayne	Park Lot 22	1868-1875
Wallis Walton	Park Lot 22	1875-1894
Emmanuel Walton	Lot 22 & other land	1894-1904
Charles Henry Gilbert	Lot 22 & other land	1904-1908
Michael William Glendon	Part of Park Lots 22 & 28	1908-1924
Emma Pearl Yapp	Part of Park Lots 22 & 28	1924-1933
Frederick Henry Yapp	Part of Park Lots 22 & 28	1933-1940
Charles Rosendale & Douglas Woodhall Brown	Part of Park Lots 22 & 28	1940-1946
Olive Alma Hyslop	Part of Park Lots 22 & 28	1946-1947
Kathleen Julia Wotherspoon	Part of Park Lots 22 & 28	1947-1951
Peter and Concetta Conforzi	Part of Park Lots 22 & 28 (4.92 acres)	1951-1963
Concetta Conforzi	Part Lot 28 & another lot	1963-1963
John Peter Conforzi, Alfred, and Edward Conforzi	Part Lot 28 & another lot	1963-1963
Hendrik and Cornelius Van Alphen	Part Lot 28 & another lot	1963-1968
Charles William Ronald & Alice Audrey Scott	Parcel 87-1, Section M-6, being Lot 87, Plan M-6	1968-1994
Scott Ben Michaud	Plan M6 Part Lot 87; Plan 20R11791, Lot 87, Part 2#	1994-1995, 1997, and 1998

²⁵ Town of Oakville, *Heritage Research Report: 3065 Seneca Drive*, 2011, 4.

In August 1837, the Crown granted Lot 22 north of Hixon Street to Robert Jex, who two weeks later sold the property to Edward B. Palmer.^{26,27} Edward Palmer (ca.1800-1847), was one of the founders of the Bronte Harbour Company, and likely the same person who William Chisholm, the founder of Oakville, commissioned to draw the 1835, *Plan of Oakville, Township of Trafalgar, Upper Canada*.^{28,29} Palmer Avenue in Oakville is likely named after him.³⁰ In 1844, Edward Palmer sold the 8-acre Park Lot 22 to James Thompson.³¹



Detail of the 1848 plan of Bronte. Lot 22 on the north side of Hickson Street (later Hixon Street) is highlighted in yellow. Robert Jex was the Crown Patentee. Source: *Town of Oakville Heritage Planning files*.

James Lockwood Thompson (1797-1845), his wife Catherine (nee Triller) Thompson (1788-1868), and their daughter Jane Adora (nee Thompson) McWayne (ca.1825-1921), were long-term owners of the land within which the subject property lies. Between the three of them, they owned the land for 31 years, between 1844 and 1875.

James Thompson was born in Roscommon, Ireland and was a travelling salesman.^{32,33} Catharine Thompson was a member of the Triller family.³⁴ The Thompson and Triller families were some of the earliest to settle in

²⁶ LRO Patent, dated 29 August 1837, between the Crown and Robert Jex.

²⁷ LRO Instrument #814 being a Bargain and Sale dated 13 September 1837, between Robert Jex and Edward B. Palmer.

²⁸ Dorothy Turcotte, *Places and People of Bronte Village* (Grimsby, Ontario, 1993), 85.

²⁹ "Find a Grave Index," database, FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:6K1Y-94B6> : 14 September 2023), Edward Barrow Palmer, ; Burial, Toronto, Toronto Municipality, Ontario, Canada, Mount Pleasant Cemetery; citing record ID 251642164, Find a Grave, <http://www.findagrave.com>.

³⁰ David Ashe and Joyce Burnell, *Oakville Street Names & Landmarks* (London, ON: Burnell Creighton Publishing, 2007), 77.

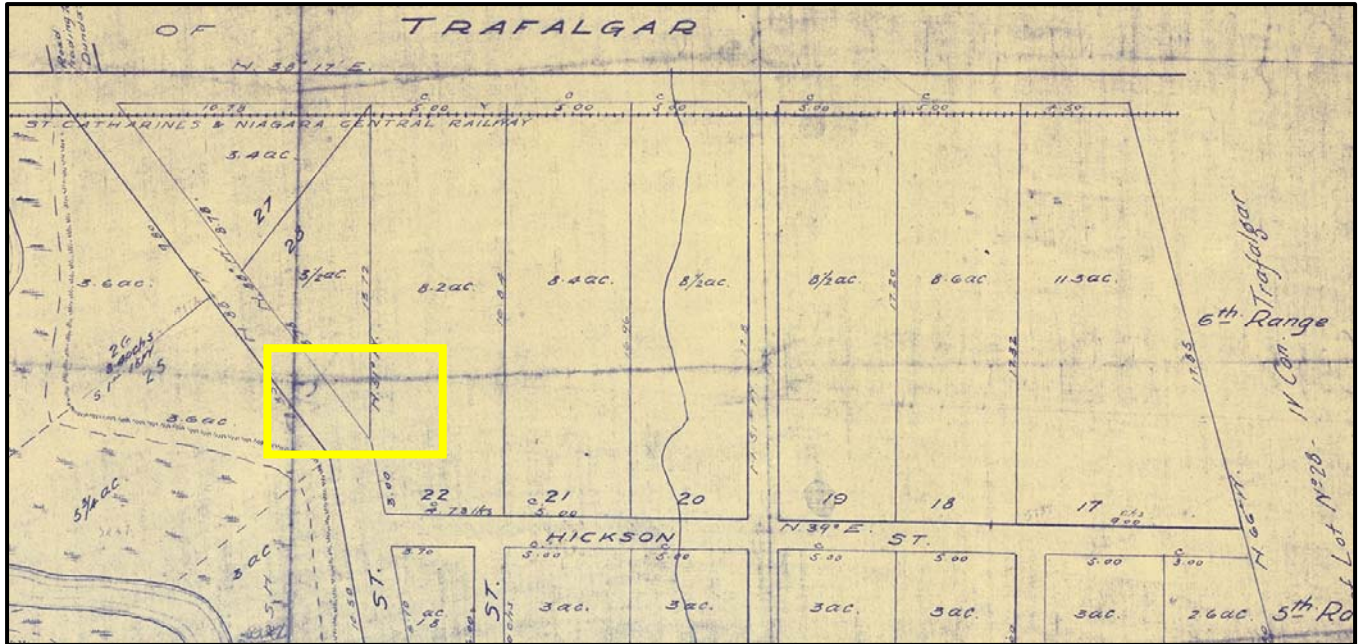
³¹ LRO Instrument #232, being a Bargain and Sale dated 28 November 1844, between Edward B. Palmer and James Thompson.

³² "Find a Grave Index," database, FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:6NDP-LM4H> : 20 October 2022), James Lockwood Thompson, ; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, St Jude's Cemetery; citing record ID 240552122, Find a Grave, <http://www.findagrave.com>.

³³ Oakville Historical Society, Philip Triller and Mary Catherine Young "Individual" file, which contains information about their daughter Catherine (nee Triller) Steven Thompson (1788-1868).

Trafalgar Township. The Smith-Triller viaduct in Oakville commemorates Catherine Triller’s family who, along with the Smith family, were two of the area’s earliest millers.³⁵ By the 1850s, both the Thompson and Triller families ran hotels in the Bronte area.³⁶

Although records indicate that in 1845 the Thompsons were living in Bronte upon 58 acres of land, it appears that they weren’t living on the subject land.³⁷ Instead, it appears that they were living in a home somewhere within their 50-acre parcel on Lot 29, 3rd Concession SDS, to the northeast of Bronte Village.³⁸



The approximate location of 225, 231 and 235 Bronte Road falls within Lot 22 on the north side of Hickson Street (later Hixon Street) and Lot 28 on the east side of Trafalgar Street (later Bronte Road), highlighted in yellow. Source: Library and Archives Canada

After the Thompson family, the larger parcel of land was owned by the Walton family from 1875 until 1904. It is unlikely that the Waltons built the subject house, but owned the lands as an investment. Wallis Walton owned the land until 1894, when his Last Will and Testament and Codicil was probated, following his death in 1893.^{39,40} Walton was a fruit farmer who, at the time of his death, owned multiple parcels of land in Bronte Village.^{41,42} In his will, Wallis left his son Emmanuel a substantial amount of land, including all his “homestead property being

³⁴ "Find a Grave Index," database, *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:6NDP-JKT5> : 20 October 2022), Catherine Triller Thompson; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, St Jude's Cemetery; citing record ID 240551974, *Find a Grave*, <http://www.findagrave.com>.

³⁵ Sal Bommarito, “Bridge opening a significant event for Oakville,” *Oakville Beaver*, 18 Aug 1993, <http://news.ourontario.ca/109421/page/30?n=> (accessed 11 July 2024).

³⁶ The Village of Bronte: Preserving the Past, *Timeline*, <https://vitacollections.ca/multiculturalontario/262/exhibit/2> (accessed 31 July 2024)

³⁷ 1845 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

³⁸ 1846 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

³⁹ LTO Instrument #1657, being a Bargain and Sale dated 3 February 1875, between Josiah J. and Jane Adora McWayne, and Wallis Walton.

⁴⁰ LRO Instrument #1582, being the probated Last Will and Testament and Codicil of Wallis Walton, dated 27 January 1894.

⁴¹ "Canada Census, 1891," *FamilySearch* (<https://familysearch.org/ark:/61903/1:1:MWL9-RWN> : 3 August 2016), Wallace Walton, Trafalgar, Halton, Ontario, Canada; Public Archives, Ottawa, Ontario; Library and Archives Canada film number 30953_148143.

⁴² LRO Instrument #1582, being the probated Last Will and Testament and Codicil of Wallis Walton, dated 27 January 1894.

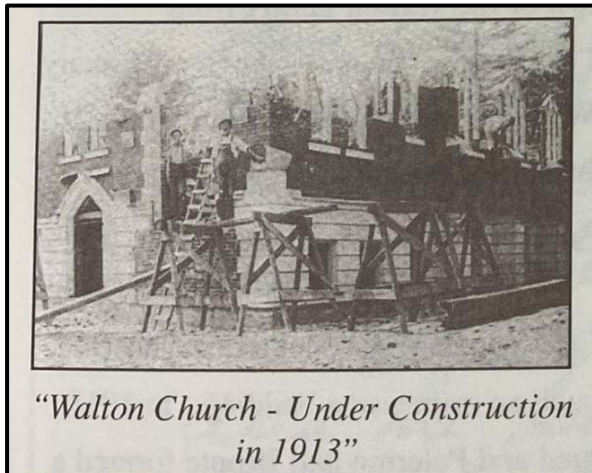
north of Hixon Street being lots 18, 19, 20, 21, 22, 27 with all the orchards and buildings thereon and all the farm stock...," which Emmanuel was prohibited from selling before the tenth anniversary of his father's death.⁴³ The subject property lies within the aforementioned Lot 22. In 1898, Walton was assessed for 40 acres and a building which was located somewhere within Lots 18 to 22 on the north side of Hixon Street.⁴⁴

The Walton family name lives on in Bronte in Walton Memorial United Church, which was built by the Walton family. In 1911, Emmanuel's wife Jane Elizabeth (nee Bray) Walton (1858-1937), suggested that Emmanuel and his brothers build a church the memory of their father, Wallis, who had served as a church Trustee, and for many years was superintendent of the Sunday School.^{45, 46, 47}

The Walton family absorbed the costs of construction, with manual labour being given freely by the men of the congregation.⁴⁸ Unfortunately, Emmanuel Walton died suddenly a few days before the laying of the corner stone.⁴⁹ In January 1914, at the opening ceremony, Emmanuel's widow Jane Walton presented a brass key to Pastor Reverend Thomas Boyd.⁵⁰



Jane Elizabeth (nee Bray) Walton (1858-1937).
Source: *Walton Memorial United Church: 150 Years*



Walton Memorial United Church during construction in 1913, and in a postcard sent in August 1940. Sources: *Walton Memorial United Church: 150 Years* and *OurOntario Images*

Emmanuel Walton owned the lands that included 225, 231, and 235 Bronte Road between 1894 and 1904. In June 1904, Emmanuel and Jane Walton sold 82.75 acres of land to Charles Henry Gilbert (1846-1931), a farmer.^{51, 52} Within the land Gilbert purchased was the parcel upon which the subject properties sit.

⁴³ LRO Instrument #1582, being the probated Last Will and Testament and Codicil of Wallis Walton, dated 27 January 1894.

⁴⁴ 1898 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

⁴⁵ Walton Memorial United Church (Oakville, Ontario), *Walton Memorial United Church: 150 Years* (Oakville, Ont., 2000), 29.

⁴⁶ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 70.

⁴⁷ "Hard Work Built Town's Early Churches," *Daily Journal-Record*, (Oakville) September 1, 1967, [OI003304045pf_0020p.pdf \(ourontario.ca\)](https://ourontario.ca) (accessed 16 July 2024).

⁴⁸ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 71.

⁴⁹ Dorothy Turcotte, *Places and People of Bronte Village* (Grimsby, Ontario, 1993), 103.

⁵⁰ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 71.

Little is known about Charles H. Gilbert except that he was a farmer who emigrated from England either in 1885 or in 1904, and that he was married to Charlotte (nee Smith) Gilbert (1850-1913).^{53, 54, 55} Unfortunately, the Assessment Rolls that cover the four years of Gilbert's ownership haven't survived. As such, it was not possible to determine, from this source, if he built the subject house and stone wall at 225, 231, and 235 Bronte Road. However, it seems unlikely that the Gilbert family had built them as the family is shown living on 35 acres on the north side of Hixon Street, somewhere within Lots 18 to 21.^{56, 57}

In March 1908, Charles and Charlotte Gilbert sold 4.92 acres of land to Michael William Glendon, including the land upon which the Glendon House and the stone wall are located.⁵⁸ A definitive construction date for the Glendon House was not determined. However, based on its architectural style, and the real estate transactions of the time, it is very likely that the Glendon family had the house constructed for them around 1910. The stone wall was likely constructed at the same time, or soon after.

Michael William Glendon (1863-1930) was born in Hagersville, Ontario, to Richard Glendon and Hannah, or Anna, (nee Dougherty) Glendon.^{59, 60} In 1908, when Michael Glendon purchased these lands, he was living on Jameson Avenue in Toronto, and working on Yonge Street in "pianos, gramophones and music."^{61, 62}

Michael Glendon is said to have come to Bronte to buy a summer home.⁶³ The story goes that Glendon approached Mary Speers and her son William Henry Speers asking if they would be willing to sell the former Charles Sovereign farm, located on Mississaga Street on the north side of Lakeshore Road West; a request that was denied as William didn't want "a good farm to be wasted as a summer home."⁶⁴ Instead, it appears that in purchasing 4.92 acres of land from the Gilberts, Glendon had realized his dream. Between 1906 and 1912,

⁵¹ LRO Instrument #8376, being a Bargain & Sale dated 30 June 1904, between Emmanuel M. and Jane E. Walton.

⁵² "Find a Grave Index," database, *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QK18-4M3W> : 25 February 2022), Charles Henry Gilbert, ; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, Palermo Cemetery; citing record ID 139185328, *Find a Grave*, <http://www.findagrave.com>.

⁵³ Library and Archives Canada, *Census of 1921*, <https://central.bac-lac.gc.ca/.item/?app=Census1921&op=pdf&id=e002930066> (accessed 22 July 2024)

⁵⁴ "Recensement du Canada de 1911," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QV9T-ZRL1> : Fri Mar 08 06:32:09 UTC 2024), Entry for C H Gilbert and Sharlotte Gilbert, 1911.

⁵⁵ "Find a Grave Index," database, *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QK18-4M3Z> : 25 February 2022), Charlotte Smith Gilbert, ; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, Palermo Cemetery; citing record ID 139185445, *Find a Grave*, <http://www.findagrave.com>.

⁵⁶ LRO Instrument #9672, being a Bargain and Sale dated 12 March 1908, between Charles Henry and Charlotte Gilbert; and Michael William Glendon.

⁵⁷ 1910 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

⁵⁸ LRO Instrument #9672, being a Bargain and Sale dated 12 March 1908, between Charles Henry and Charlotte Gilbert; and Michael William Glendon.

⁵⁹ "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:JK45-M6R> : Sun Mar 10 14:52:15 UTC 2024), Entry for Michael William Glendon and Richard Glendon, 1930.

⁶⁰ "Canada, Ontario Marriages, 1869-1927," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:KZ19-96R> : Sat Mar 09 15:41:26 UTC 2024), Entry for Michael M Glendon and Richard Glendon, 18 Nov 1905.

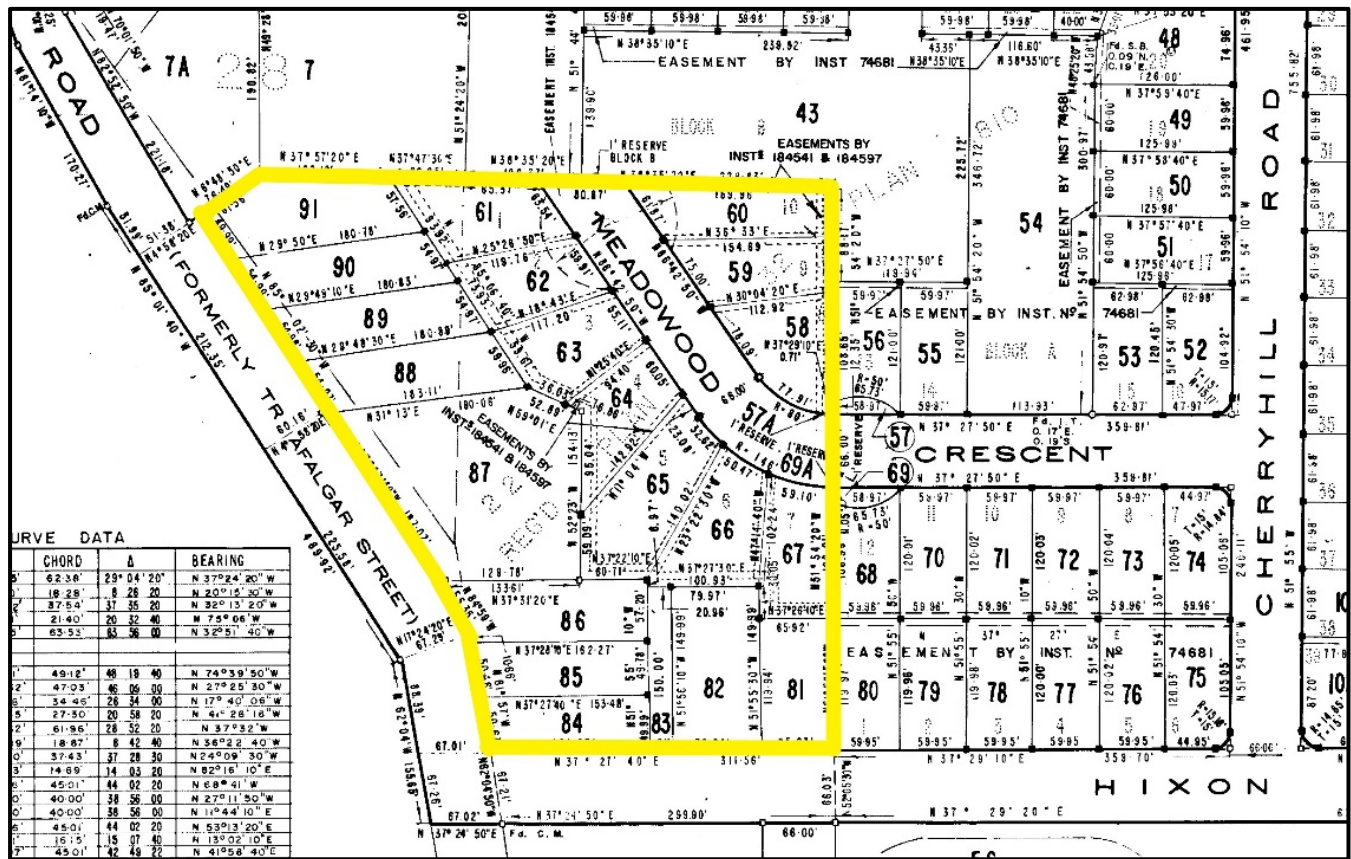
⁶¹ LRO Instrument #9672, being a Bargain and Sale dated 12 March 1908, between Charles Henry and Charlotte Gilbert; and Michael William Glendon.

⁶² Toronto Public Library, *The Toronto City Directory 1909*, Might Directories Ltd., <https://archive.org/details/torontodirec190900midiuoft/page/612/mode/2up>, 612 (613). (accessed 23 July 2024)

⁶³ Town of Oakville, Planning Services property file re 231 Bronte Road, a letter dated 3 May 1995, from Colleen Murray, Bronte Historical Society's Acting Secretary, re the Glendon House.

⁶⁴ Town of Oakville, Planning Services property file re 231 Bronte Road, a letter dated 3 May 1995, from Colleen Murray, Bronte Historical Society's Acting Secretary, re the Glendon House.

Glendon was recorded as sometimes living and working in Toronto, and other times he was living in Bronte while working in Toronto.^{65, 66} This seems to be an indication that the subject building was built as the Glendon family's summer home.



The approximate extent of the 4.92 acre parcel of land sold by Charles H. Gilbert to Michael W. Glendon in 1908. Source: Town of Oakville, map file, Registered Plan of Subdivision 20M-0006, 1968.

In 1909, a year after purchasing land in Bronte, the Glendon family had moved to Bronte, but Micheal Glendon was still working in Toronto as the General Manager of Foster-Armstrong Co., Ltd., a piano manufacturer.⁶⁷ By 1910, there was a building worth \$1,500 on the Glendon's Bronte property.⁶⁸ In 1911, while living in Bronte, Glendon listed his primary occupation as that of a piano dealer and he indicated that his other job, "other than his chief occupation or trade," was in "fruit", although it isn't clear if he was growing it or shipping it.⁶⁹ It seems that Glendon had decided to take advantage of the area's fertile soil, where apples, plums, strawberries, raspberries, and cherry and pear trees were grown in orchards and in residents' back gardens.⁷⁰ The area and its

⁶⁵ Toronto Public Library, *The Toronto City Directory 1906*, Might Directories Ltd., <https://archive.org/details/torontodirec190600midiuoft/page/n541/mode/2up>, p. 542. (accessed 23 July 2024)

⁶⁶ Toronto Public Library, *The Toronto City Directory 1913*, Might Directories Ltd., <https://archive.org/details/torontodirec191300midiuoft/torontodirec191300midiuoft/page/n769/mode/2up>, p. 770. (accessed 23 July 2024)

⁶⁷ Toronto Public Library, *The Toronto City Directory 1910*, Might Directories Ltd., <https://archive.org/details/torontocitydirectory1910/page/646/mode/2up>, p. 646. (accessed 23 July 2024)

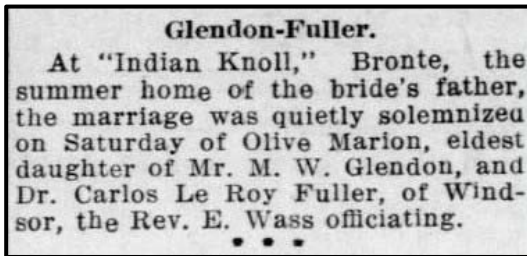
⁶⁸ 1910 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

⁶⁹ "Recensement du Canada de 1911," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QV9T-ZRLM> : Sun Mar 10 19:40:35 UTC 2024), Entry for M W Glendon and Marie Glendon, 1911.

⁷⁰ Alida Iacobellis, "History of Oakville: Our Beautiful Town by the Lake," Vita Collections, 2011, <https://vitacollections.ca/multiculturalontario/essay.asp?id=202&PID=12> (accessed 22 July 2024).

residents produced so much fruit that the Oakville Basket Company was established in order to accommodate the volume of fruit that was shipped daily to places such as Toronto and Hamilton.

In 1915, when Michael and Lily's daughter Olive Marion Glendon's wedding was announced, the house in Bronte was identified as their summer home and was called "Indian Knoll," a name it retained during the next owner's tenure.^{71, 72}



Left: Wedding announcement of Michael and Lily Glendon's daughter, Olive Marion, identifying the subject property as "Indian Knoll". Source: *The Evening Record, Windsor, Ontario. September 1915.*

Whether Glendon was a permanent resident of Bronte or not, he was active in the local community. In 1923, M.W. Glendon is listed as one of the school board trustees, along with Leroy Sargant and W.H. Johnston, who awarded a contract to Thomas Shields to build a new four-room school house.⁷³ Tragically, in August 1930, six years after the Glendons had sold the subject property, Michael W. Glendon and his second wife Marie were struck by a train in Hagersville, Ontario.^{74, 75, 76} Michael died from head injuries sustained during the accident, but Marie survived.⁷⁷

The Glendons sold the property to Emma Pearl Yapp in 1924. During the Yapp family's ownership, 1924-1940, the property, which was still called Indian Knoll, included a large cherry orchard.^{78, 79}

Right: Advertisement for Glendon's Piano Dealer, located at 346 Queen Street West, Toronto, Ontario, April 1906. Source: *Toronto Daily Star*, 7 April 1906

**THE NEW
GLENDON
PIANO**

Offers the best qualities of tone, touch, and durability found in the leading Canadian pianos, and at about half the regular price.

This because the customer buys direct from the factory. No costly agents, expensive warehouses, etc., to pay for.

I will ship a Glendon Piano to any responsible party in Ontario, or deliver to any resident of Toronto on one week's trial. If not satisfactory no expense and no sale.

Conditions of Payment
\$200, cash within 30
\$215, payable within 1
year, without interest.
\$230, payable within 2
years, without interest.

Also agent for Steinway, Nordheimer, and Haines Pianos.
Telephone Main 4503 or apply to :

Glendon's
346 Queen West
TORONTO
References - BANK OF TORONTO

⁷¹ "Glendon-Fuller.," *The Windsor Star*, 20 September 1915,

<https://windsorstar.newspapers.com/image/500238451/?match=1&terms=Glendon-Fuller> (accessed 10 July 2024).

⁷² "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," database with images, *FamilySearch* (<https://familysearch.org/ark:/61903/1:1:JKXQ-Z7J> : 2 March 2021), Emma Pearl Walsh Yapp, 07 May 1933; citing Bronte, Ontario, 017266, Registrar General. Archives of Ontario, Toronto; FHL microfilm 2,358,600.

⁷³ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 91.

⁷⁴ LRO Instrument #14980, being a Deed of Land dated 15 May 1924, between Michael William Glendon et ux, and Emma Pearl Yapp.

⁷⁵ "Canada, Ontario Marriages, 1869-1927", , *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:KZ19-96R> : Sat Mar 09 15:41:26 UTC 2024), Entry for Michael M Glendon and Richard Glendon, 18 Nov 1905.

⁷⁶ "Michael W. Glendon," *The Jarvis Record*, 25 September 1930, [1930_09_25_p01.pdf \(haldimandcounty.on.ca\)](https://www.familysearch.org/ark:/61903/1:1:KZ19-96R) (accessed 9 July 2024)

⁷⁷ "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:JK45-M6R> : Sun Mar 10 14:52:15 UTC 2024), Entry for Michael William Glendon and Richard Glendon, 1930.

⁷⁸ "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," database with images, *FamilySearch* (<https://familysearch.org/ark:/61903/1:1:JKXQ-Z7J> : 2 March 2021), Emma Pearl Walsh Yapp, 07 May 1933; citing Bronte, Ontario, 017266, Registrar General. Archives of Ontario, Toronto; FHL microfilm 2,358,600.

⁷⁹ Town of Oakville, Planning Services property file re 231 Bronte Road, *Bronte Village – Heritage Inventory*, re 225 Bronte Road, p. 168.

The property changed hands four times in the 1940s and was then owned by the Conforzi family from 1951 to 1963.^{80,81} Peter (Pietro) Conforzi (1890-1959) and Concetta (nee D'Andrea) Conforzi (1898-1984) were both born in Italy.⁸² Peter and Concetta had seven children and lived in Toronto where Peter had a construction business.⁸³ After her death in 1984, their son John Peter Conforzi (1928-2024), commemorated his mother when he donated land in Concetta's name to the Toronto Commandery Hospice for the construction of a hospice.⁸⁴ Given their deep ties to Toronto, it likely that the Conforzi family used the property as a summer getaway as other earlier owners had done.



Concetta Conforzi. Source: Toronto Commandery Hospice

In 1960, the area around the Glendon House was still surrounded by large tracts of undeveloped land, including many orchards.



On the left: The Village of Bronte in 1960. And, on the right: 225, 231, and 235 Bronte Road lay on the east side of Bronte Road, north of Hixon Street and south of Rivers Bend Lane, roughly within the area highlighted in yellow, 1960. Source: McMaster University aerial photo collection⁸⁵

⁸⁰ Toronto Commandery Hospice, "The dedication of Conforzi Place," Toronto Commandery Hospital, <https://www.ttch.org/post/conforziplace> (accessed 1 August 2024).

⁸¹ LRO Instrument #25086, being a Grant dated 25 January 1951, between Kathleen Julia Wotherspoon and Peter and Concetta Conforzi.

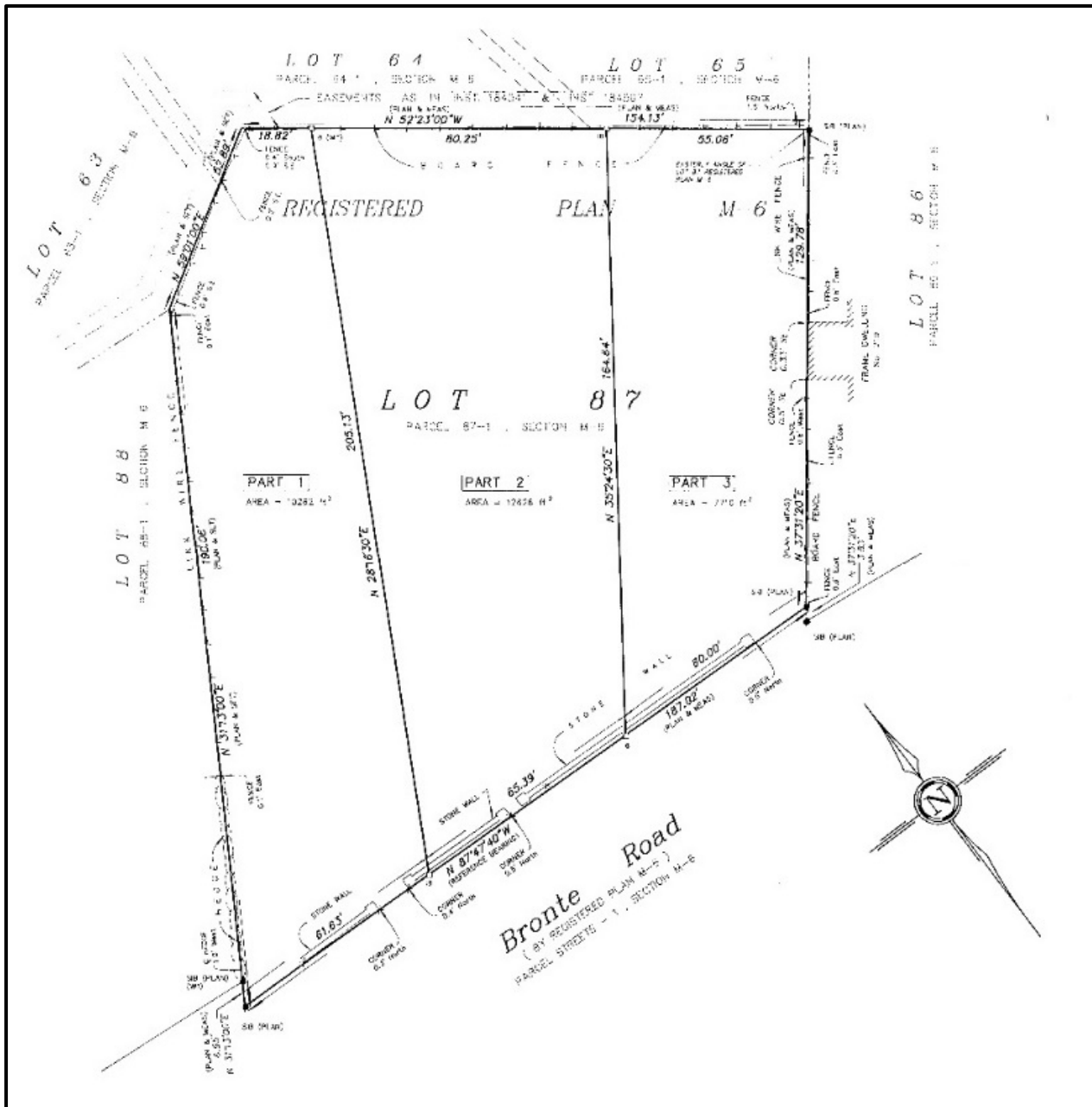
⁸² "Canada, Ontario Marriages, 1869-1927", , FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:2785-73S> : Sat Mar 09 01:26:14 UTC 2024), Entry for Peter Conforzi and Urbano Conforzi, 20 May 1918.

⁸³ Toronto Commandery Hospice, "The dedication of Conforzi Place," Toronto Commandery Hospice, <https://www.ttch.org/post/conforziplace> (accessed 1 August 2024).

⁸⁴ Humphrey Funeral Home, *John Peter Conforzi, July 14, 1923 – March 25, 2024*, <https://www.humphreymiles.com/obituaries/John-Peter-Conforzi?obId=31066160> (accessed 1 August 2024)

⁸⁵ "[Golden Horseshoe Area, 1960-09-02] : [Flightline A17177-Photo 6]", McMaster University Digital Archive, [\[Golden Horseshoe Area, 1960-09-02\] : \[Flightline A17177-Photo 6\] | Digital Archive @ McMaster University Library](#), (accessed 22 July 2024)

In 1995, then property owner Ben Michaud subdivided Lot 87, Plan M6 into three lots.⁸⁶ Michaud seems to have been a land developer, as in 1998, he also subdivided land he owned in Burlington and years later, in 2017, he purchased the historic Parry Sound Railway Station.^{87, 88}



Plan 20R-11791, registered in July 1995, wherein Lot 87 of Plan M-6 was subdivided into three parcels, being, from left to right: 235 (Part 1), 231 (Part 2), and 225 Bronte Road (Part 3). Source: Town of Oakville, GIS.

⁸⁶ Plan 20R-11791, being a Plan of Survey of Lot 87, Registered Plan M-6, (Boundaries Act Plan 146), Town of Oakville, Regional Municipality of Halton, registered on 11 July 1995.

⁸⁷ The Corporation of the City of Burlington, By-law number 16-1998, being a by-law to exempt Part of Lots 1 and 3, Plan 125 as in 846902 from Part Lot Control – Scott Ben Michaud, File No. 510-04-21/97.

⁸⁸ The Corporation of the Town of Parry Sound, Council Meeting Minutes October 3, 2017, item 9.3.1 Sale of CN Station – 1 Station Road, Resolution 2017-169.

After Lot 87 was subdivided, Michaud sold off the three resulting parcels. The ownership of the three subject properties are as follows:

225 Bronte Road:

Scott Ben Michaud	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	1994-1998
Ina Margaret & Kenneth Willard Hodgins	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	1998-2014
Recent owners	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	2014-2024
Current owners	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	2024-present

The Glendon House property at 231 Bronte Road:

Scott Ben Michaud	Plan M6 Part Lot 87; Plan 20R11791, Lot 87, Part 2#	1994-1995
George and Sally Bettencourt	Parcel 87-2, Section M6	1995-2003
Current owners		2003-present

235 Bronte Road:

Scott Ben Michaud	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	1994-1997
Jaqueline & Daniel Reed Chelin	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	1997-2000
John Frederick Grainger	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	2000-2011
Karen Lea Dyne & Gerhard Schuetz	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	2011-2016
Current owners	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	2016-present

In conclusion, the subject properties have cultural heritage value for the stone wall located on 225, 231 and 235 Bronte Road.

Contextual Value

The properties at 225, 231, and 235 Bronte Road have contextual value because they are physically, functionally, visually and historically linked to their surroundings, a low-density residential neighbourhood. Historically, the Bronte Road streetscape was defined by small to mid-sized homes on large lots, with moderate front yard setbacks. In the early years, many were the homes of fruit farmers who took advantage of the area’s rich soil to establish small to mid-sized orchards which supplied soft fruit to the big city markets of Hamilton and Toronto. In recent decades, many of these large orchard properties have been subdivided, and larger contemporary homes have replaced land once ripe with apple and pear trees. The infill has changed the historic rhythm and character of the street. However, a few of these historic homes remain, including 231 Bronte Road, which along with the stone wall at 225, 231, and 235 Bronte Road, serve as important reminders of Bronte’s late 19th and early 20th century residential development.

The conservation of the stone wall will ensure that this important streetscape will be retained and will continue to inform passersby of the area’s history.



Aerial view of 225, 231, and 235 Bronte Road. Source: Town of Oakville, GIS



From left to right: 235, 231, and 225 Bronte Road. March 2024. Source: Town of Oakville, Planning Services staff photos



Looking east towards 231 Bronte Road, the Glendon House. 235 Bronte Road is to its left and 225 Bronte Road is to its right. March 2024. Source: Town of Oakville, Planning Services staff photo



Looking southeast towards, from left to right, 235, 231, and 225 Bronte Road, and their historic stone wall. June 2024.

Source: Google Street View



Looking northeast toward 231 Bronte Road, the grey house with the brick chimney. June 2024. Source: Google Street View

4. Evaluation under Ontario Regulation 9/06

Evaluation of the cultural heritage value of the subject properties are guided by the criteria outlined in the *Ontario Heritage Act's, Ontario Regulation 9/06: Criteria for Determining Cultural Heritage Value or Interest*. This Regulation outlines several criteria for determining whether a property is of cultural heritage value or interest. For a property to be designated under section 29 of the *Ontario Heritage Act*, it must meet two or more of these criteria, which are outlined below.

Ontario Regulation 9/06 Criteria	Evaluation	Criteria met (Y/N)
1. The property has design value or physical value because it:		
i. is a rare, unique, representative or early example of a style, type, expression, material or construction method;	The stone wall is a rare example of an early 20 th century fieldstone wall in Oakville.	Y
ii. displays a high degree of craftsmanship or artistic merit;	The properties do not display a high degree of craftsmanship or artistic merit.	N
iii. demonstrates a high degree of technical or scientific achievement.	The properties do not demonstrate a high degree of technical or scientific achievement.	N
2. The property has historical value or associative value because it:		
i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community;	The property has direct associations with the Bronte's late 19 th and early 20 th century residential and summer home development history, and with the area's early 20 th century agricultural practices.	Y
ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture;	The properties do not yield any significant information that contributes to an understanding of a community or culture.	N
iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer, or theorist who is significant to a community.	The properties do not demonstrate or reflect the work or ideas of any significant person.	N
3. The property has contextual value because it:		
i. is important in defining, maintaining, or supporting the character of an area;	The historic character of the area has been altered in recent decades.	N
ii. is physically, functionally, visually, or historically linked to its surroundings;	The property is physically, functionally, visually and historically linked to its surroundings, an early 20 th century middle class neighbourhood characterized by small to mid-sized homes built for Bronte Village's middle class. The Glendon House and stone wall give context to the surroundings as a summer home built for a middle-class Toronto merchant family.	Y
iii. is a landmark.	The properties are not landmarks.	N

5. Statement of Cultural Heritage Value or Interest

The subject properties at 225, 231, and 235 Bronte Road have been researched and evaluated to determine their cultural heritage value or interest according to the criteria outlined in Ontario Regulation 9/06. By using these criteria, staff have determined that the properties' cultural heritage value or interest merits designation under the *Ontario Heritage Act*.

Description of Property

The subject properties at 225, 231, and 235 Bronte Road are located on the east side of Bronte Road, north of Hixon Street, and south of Rebecca Street. The Glendon House property, located at 231 Bronte Road, contains a two-storey, circa 1910 vernacular frame house and a historic stone wall that spans the three subject properties at 225, 231, and 235 Bronte Road.

Design Value or Physical Value:

The Glendon House Stone Wall at 225, 231 and 235 Bronte Road has design and physical value as a representative example of an Arts and Crafts era field stone wall. The goal of the residential Arts and Crafts movement was to portray the home as a place of serenity, with a focus on the home as part of the natural environment. Natural materials such as brick, stone, stucco and wood were used in new dwellings and associated landscape elements. The subject stone wall is reflective of this design era with its natural field stone material, likely found on the property. The stone wall was less a functional structure and more a decorative one, grounding the house on the site and adding a natural, rustic aesthetic that was typical of the Arts and Crafts era. While there is a number of lakestone walls in the area, the Glendon Stone Wall remains one of the only, if not the only, field stone wall in Oakville.

Historical Value or Associative Value:

The Glendon House Stone Wall at 225, 231, and 235 Bronte Road has cultural heritage value because of its direct associations with the theme of late 19th and early 20th century residential and cottage development in Bronte. The wall is a physical reminder of the influx of middle and upper-middle class residents to the area, many of whom came to escape overcrowded big-city living conditions, either permanently or as temporary summer residents. Once part of a larger five-acre property, the properties also have cultural heritage value because of their direct associations with small-scale farming activities, specifically fruit farming. Property owners took advantage of the area's rich soil to establish small to mid-sized orchards which supplied soft fruit to the big city markets of Hamilton and Toronto.

Contextual Value:

The Glendon House Stone Wall at 225, 231, and 235 Bronte Road has contextual value because it is physically, functionally, visually and historically linked to its surroundings along Bronte Road. Historically, the Bronte Road streetscape was defined by small to mid-sized homes on large lots, with moderate front yard setbacks. In the early years, many were the homes of fruit farmers with small to mid-sized orchards. While infill has changed the historic rhythm of the street, a few of these historic homes remain, including 231 Bronte Road, which along with the stone wall at 225, 231, and 235 Bronte Road, serve as important reminders of Bronte's late 19th and early 20th century residential development.

Description of Heritage Attributes

Key attributes of the subject properties at 225, 231, and 235 Bronte Road, which exemplify their value for their early 20th century fieldstone wall, include the following:

- The low fieldstone wall and pillars that remain in their original pre-1995 location; and

- The design of the wall with curving slopes and square pillars, both topped by singular stones.

6. Conclusion

The subject properties located at 225, 231, and 235 Bronte Road meet three of the criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. It is therefore recommended that the properties be designated under Part IV, section 29 of the *Ontario Heritage Act*.

7. Sources

- Archives of Ontario
- Ashe, David and Joyce Burnell, *Oakville Street Names & Landmarks*. London, ON: Burnell Creighton Publishing, 2007.
- Bommarito, Sal, "Bridge opening a significant event for Oakville," *Oakville Beaver*, August 18, 1993. <http://news.ourontario.ca/109421/page/30?n=> (accessed July 11, 2024).
- Brimacombe, Philip, *The Story of Bronte Harbour*. Erin, Ontario: Boston Mills Press
- Blumenson, John, *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*. Canada: Fitzhenry & Whiteside.
- Bronte Historical Society
- Corporation of the City of Burlington, The
- Corporation of the Town of Parry Sound, The
- FamilySearch, www.familysearch.org
- Find a Grave
- "Glendon-Fuller." *The Windsor Star*, September 20, 1915. <https://windsorstar.newspapers.com/image/500238451/?match=1&terms=Glendon-Fuller> (accessed July 10, 2024).
- Humphrey Funeral Home. *John Peter Conforzi, July 14, 1923 – March 25, 2024*. <https://www.humphreymiles.com/obituaries/John-Peter-Conforzi?obId=31066160> (accessed August 1, 2024)
- Library and Archives Canada
- Mathews, Hazel. *Oakville and the Sixteen: The History of an Ontario Port*. Toronto, ON: Univ. of Toronto Press, 1953.
- McMaster University Digital Archive
- "Michael W. Glendon," *The Jarvis Record*, September 25, 1930. [1930_09_25_p01.pdf \(haldimandcounty.on.ca\)](http://www.haldimandcounty.on.ca/1930_09_25_p01.pdf) (accessed July 9, 2024).
- Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*. Toronto, ON: James Lorimer & Company Ltd., Publishers, 2004.
- Mississaugas of the Credit First Nation, Department of Consultation & Accommodation (DOCA)
- Oakville Historical Society
- Oakville Public Library
- Ontario Heritage Act, Reg. 9/06
- Ontario Ministry of Municipal Affairs and Housing, "A place to grow: growth plan for the greater golden horseshoe", 2020
- Ontario Ministry of Municipal Affairs and Housing, "Provincial Policy Statement", 2020
- ONLAND, Ontario Land Registry Access. Teranet Inc.
- OurOntario
- Pollock, Ken. *Bronte on Twelve Mile Creek*. Oakville, ON: Kelly Pollock Nemeth, 2017.
- Region Municipality of Halton, "Halton Region Official Plan", 2022
- Smith, William Henry, *Smith's Canadian Gazetteer: comprising Statistical and General Information Respecting all Parts of the Upper Province, or Canada West*, <https://archive.org/details/smithscanadianga00smit/page/n7/mode/2up>
- Stelter, Emma. "Debwewin: The Oakville truth project, Treaties 22 & 23, 1820"
- Toronto Commandery Hospice
- Toronto Public Library
- Town of Oakville, "Livable Oakville", 2009
- Town of Oakville, "North Oakville East Secondary Plan", 2023
- Town of Oakville, "North Oakville West Secondary Plan", 2023
- Town of Oakville, various departmental files including the Town's Heritage Register, policies, reports, imagery, and mapping
- Trafalgar Township Assessment Rolls, Oakville Public Library
- Turcotte, Dorothy. *Places and People on Bronte Creek*. Grimsby, ON: privately published, 1993.
- Vita Collections, [Oakville Businesses and Industries: A History of Oakville: Our Beautiful Town by the Lake: Multicultural Ontario Collections \(vitacollections.ca\)](http://www.vitacollections.ca/Oakville-Businesses-and-Industries-A-History-of-Oakville-Our-Beautiful-Town-by-the-Lake-Multicultural-Ontario-Collections)
- Walton Memorial United Church. *Walton Memorial United Church: 150 Years*. Oakville, Ont., privately published, 2000.

On November **, 2024, Oakville Town Council resolved to pass a Notice of Intention to Designate the following property under Section 29 of the *Ontario Heritage Act*, R.S.O. 1990, c. O.18, as amended, as a property of cultural heritage value and interest:

Glendon House Stone Wall
225 Bronte Road
PCL 87-1, SEC M6; PT LT 87, PL M6, PART 3, 20R11791; OAKVILLE

Description of Property

The subject property at 225 Bronte Road is located on the east side of Bronte Road, north of Hixon Street, and south of Rebecca Street. The property contains a historic stone wall that spans the three properties at 225, 231, and 235 Bronte Road.

Statement of Cultural Heritage Value or Interest

Design and Physical Value

The Glendon House Stone Wall at 225 Bronte Road has design and physical value as a representative example of an Arts and Crafts era field stone wall. The goal of the residential Arts and Crafts movement was to portray the home as a place of serenity, with a focus on the home as part of the natural environment. Natural materials such as brick, stone, stucco and wood were used in new dwellings and associated landscape elements. The subject stone wall is reflective of this design era with its natural field stone material, likely found on the property. The stone wall was less a functional structure and more a decorative one, grounding the house on the site and adding a natural, rustic aesthetic that was typical of the Arts and Crafts era. While there is a number of lakestone walls in the area, the Glendon Stone Wall remains one of the only, if not the only, field stone wall in Oakville.

Historical and Associative Value

The Glendon House Stone Wall at 225 Bronte Road has cultural heritage value because of its direct associations with the theme of late 19th and early 20th century residential and cottage development in Bronte. The wall is a physical reminder of the influx of middle and upper-middle class residents to the area, many of whom came to escape overcrowded big-city living conditions, either permanently or as temporary summer residents. Once part of a larger five-acre property, the properties also have cultural heritage value because of their direct associations with small-scale farming activities, specifically fruit farming. Property owners took advantage of the area's rich soil to establish small to mid-sized orchards which supplied soft fruit to the big city markets of Hamilton and Toronto.

Contextual Value

The Glendon House Stone Wall at 225 Bronte Road has contextual value because it is physically, functionally, visually and historically linked to its surroundings along Bronte Road. Historically, the Bronte Road streetscape was defined by small to mid-sized homes on large lots, with moderate front yard setbacks. In the early years, many were the homes of fruit farmers with small to mid-sized orchards. While infill has changed the historic rhythm of the street, a few of these historic homes remain, including 231 Bronte Road, which along with the stone wall at 225, 231, and 235 Bronte Road, serve as important reminders of Bronte's late 19th and early 20th century residential development.

Description of Heritage Attributes

Key attributes of the subject property at 225 Bronte Road, which exemplify its value for its early 20th century fieldstone wall, include the following:

- The low fieldstone wall and pillars that remain in their original pre-1995 location; and
- The design of the wall with curving slopes and square pillars, both topped by singular stones.

Any objection to this designation must be filed no later than December **, 2024. Objections must be directed to the Town Clerk at townclerk@oakville.ca or 1225 Trafalgar Road, Oakville, Ontario L6H 0H3. The objection must include the reasons for the objection and all relevant facts.

Further information respecting this proposed designation is available from the Town of Oakville. Any inquiries may be directed to Carolyn Van Sligtenhorst, Supervisor of Heritage Conservation at 905-845-6601, ext.3875 (TTY 905-338-4200), or by email at carolyn.van@oakville.ca.

Issued at the Town of Oakville on November **, 2024.

DRAFT

REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: Notice of intention to designate – 231 Bronte Road – November 25, 2024

LOCATION: 231 Bronte Road

WARD: Ward 1

Page 1

RECOMMENDATION:

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Glendon House Stone Wall at 231 Bronte Road.

KEY FACTS:

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

- As part of the Heritage Designation Project 2023-2025, Heritage Planning staff has evaluated the subject property and consider it worthy of conservation and heritage designation.
- Staff is recommending that the subject property be designated under section 29, Part IV of the *Ontario Heritage Act* and that a notice of intention to designate be issued by Council for the property.

BACKGROUND:

In October 2022, Ontario's Ministry of Municipal Affairs and Housing introduced Bill 23, *More Homes Built Faster Act, 2022*. The bill included several amendments to the *Ontario Heritage Act*, including a two-year time limit for listed properties to remain on municipal heritage registers. In early 2023, Policy Planning & Heritage initiated the Heritage Designation Project 2023-2025 to designate approximately 80 listed properties prior to their required removal from Oakville's Heritage Register on January 1, 2025. The subject property of this report was included as a priority within that list.

In June 2024, Bill 200, *Homeowner Protection Act, 2024*, was passed. This bill extended the two-year time limit for existing listed properties to remain on municipal heritage registers from January 1, 2025 to January 1, 2027. While these additional

two years are beneficial, staff is continuing the work of the Heritage Designation Project 2023-2025 with the original project timeline, based on staff resources.

A location map for the subject property is attached as Appendix A. A Cultural Heritage Evaluation Report (CHER) has been prepared by staff for the property and is attached as Appendix B. A draft Notice of Intention to Designate has also been prepared by staff and is attached as Appendix C.

COMMENT/OPTIONS:

The Province of Ontario has made a clear commitment to the conservation of significant cultural heritage resources through its legislation and policies, including the *Ontario Heritage Act* (2021), the *Planning Act* (1990, as amended) and the Provincial Policy Statement (2024).

The OHA sets out the procedures for evaluating and protecting heritage resources at the provincial and municipal levels. This includes the use of Ontario Regulation 9/06 as the means for determining if a property has cultural heritage value.

This commitment to heritage conservation continues at the regional and municipal level through supportive objectives and directions outlined in the Region of Halton Official Plan and the town's Livable Oakville Plan and North Oakville East and West Secondary Plans.

In accordance with the OHA, a property must meet at least two criteria of Ontario Regulation 9/06. The property at 231 Bronte Road has been evaluated using these criteria. Staff considers the property to meet at least two or more of these criteria, and it therefore merits designation under section 29, Part IV of the OHA. The attached Cultural Heritage Evaluation Report provides more details on the cultural heritage value of the property.

Also attached is a draft Notice of Intention to Designate. This provides a clear outline of the property's cultural heritage value and the heritage attributes recommended for protection and conservation through a future designation by-law.

A separate staff report recommending designation of the property at 231 Bronte Road was presented to the Heritage Oakville Advisory Committee on October 29, 2024. The Committee supported the designation of the property.

CONSIDERATIONS:

(A) PUBLIC

If notice is to be issued for the designation of the property, notice will be given in accordance with the town's *Ontario Heritage Act* Alternative Notice Policy.

(B) FINANCIAL

There are no financial considerations.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The Legal department will be consulted on the designation as necessary.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses Council's strategic priorities: Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION

A Climate Emergency was declared by Council in June 2019 for the purposes of strengthening the Oakville community commitment in reducing carbon footprints. The retention and conservation of this historic building through heritage designation contributes to the town's initiatives to reduce carbon footprints.

APPENDICES:

Appendix A – Location Map

Appendix B – Cultural Heritage Evaluation Report

Appendix C – Draft Notice of Intention to Designate

Prepared by:

Carolyn Van Sligtenhorst, CAHP, MCIP, RPP
Supervisor, Heritage Conservation

Recommended by:

Kirk Biggar, MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:

Gabe Charles, MCIP, RPP
Director, Planning and Development

APPENDIX A



0 20 40 80
Meters

231 BRONTE RD

LOCATION



SUBJECT LANDS

Community Development Commission

Cultural Heritage Evaluation Report
Glendon House Stone Wall
225, 231, and 235 Bronte Road, Oakville, Ontario



231 Bronte Road, 2024. Source: Town of Oakville, Planning Services staff photo

Town of Oakville
Heritage Planning
Authors: Elaine Eigl, Carolyn Van Sligtenhorst
August 2024

1. Executive Summary

The purpose of this Cultural Heritage Evaluation Report, or CHER, is to determine if the subject properties merit designation under Part IV, section 29 of the *Ontario Heritage Act* (OHA). A Cultural Heritage Evaluation Report (CHER) provides an overview of a subject property based on primary and secondary research and visual inspection of the property. It also includes an evaluation against the prescribed criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. This CHER also includes a draft Statement of Cultural Heritage Value or Interest and identification of heritage attributes.

The designation of heritage properties is legislated by the OHA and is supported at a provincial level by the Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2019). The conservation of cultural heritage resources is also supported by the Region of Halton Official Plan, the Livable Oakville Plan, the North Oakville East Secondary Plan, and the North Oakville West Secondary Plan.

The subject properties at 225, 231, and 235 Bronte Road are located on the east side of Bronte Road, north of Hixon Street (formerly Hickson Street), and south of Rebecca Street. The subject properties are located within the territory covered by Treaty 22, which was signed in 1820 between the Mississaugas and the British Crown.

225 Bronte Road was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for "its potential cultural heritage value for its stone wall formerly associated with 231 Bronte Road (stone wall only – other structures not included)". 231 Bronte Road was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for its circa 1920 house. And, 235 Bronte Road was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for "its potential cultural heritage value for its stone wall formerly associated with 231 Bronte Road (stone wall only – other structures not included)".

This CHER has evaluated the subject properties in accordance with the requirements of the OHA and finds that they meet three of the criteria of Regulation 9/06 for the stone wall on each of the properties. It is therefore recommended that the subject properties be designated under Part IV, section 29 of the OHA.

The findings presented in this report are based on professional research and guidance. Future discovery of additional sources or interpretations may affect the conclusions.

2. Subject Property

The subject properties at 225, 231, and 235 Bronte Road are located on the east side of Bronte Road, north of Hixon Street (formerly Hickson Street), and south of Rebecca Street, within the territory covered by Treaty 22, which was signed in 1820 between the Mississaugas and the British Crown. Historically, the properties made up part of the land identified in William Hawkins' 1834 *Plan of the village of Bronte on Twelve Mile Creek* as part of Lots 22 and 28 in the 6th Range, on the east side of Bronte Road. 231 Bronte Road contains a circa 1910, two-storey vernacular frame house, not currently recommended for designation, and all three properties contain a historic stone wall, which is recommended for designation as part of this report.



Location map: Subject properties are outlined in blue. June 2024. Source: Town of Oakville GIS

Legal description of 225 Bronte Road: PCL 87-1, SEC M6; PT LT 87, PL M6, PART 3, 20R11791; OAKVILLE

Legal description of 231 Bronte Road: PCL 87-2, SEC M6; PT LT 87, PL M6, PART 2, 20R11791; OAKVILLE

Legal description of 235 Bronte Road: PCL 87-1, SEC M6; PT LT 87, PL M6, PART 1, 20R11791; OAKVILLE

3. Background Research

Design and Physical Value

Along Bronte Road, the three properties at 225, 231, and 235 Bronte Road are demarcated by a low stone wall. The wall is made of local fieldstone and is broken into different sections with curved slopes that rise up to square stone columns and sugar maple trees, which demarcate these sections. The wall is topped by single stones, creating a decorative look that resembles a string of beads. Its design and materials are in keeping with the Arts and Crafts era, using natural and local materials that would have helped ground the new house in its natural setting when it was constructed.

The Arts and Crafts movement, which inspired Craftsman architecture, began in Britain as a reaction to the rapid growth of industry and the dehumanization of society that resulted from the sudden restructuring of the population to accommodate large factories.¹ The movement spread to North America and many structures built between 1890 and 1940 demonstrate Arts and Crafts influenced architectural details.² Generally, the goal of the residential Arts and Crafts movement was to portray the home as a place of serenity, with a focus on the home as part of the natural environment.³ Natural materials such as brick, stone, stucco and wood were used in new dwellings and associated landscape elements.

The subject stone wall is reflective of this design era with its natural field stone material, likely found on the property, which was originally a larger, more rural site. The stone wall was less a functional structure and more a decorative one, grounding the house on the site and adding a natural, rustic aesthetic that was typical of the Arts and Crafts era. Given that the property was originally used as a cottage, this pastoral appearance would have been a deliberate choice for the owners.

The entirety of the wall originally belonged to the Glendon House property, which historically included all three lots before it was severed in 1995. It was likely built during Michael Glendon's ownership between 1908 and 1924. Today, the Glendon House property at 231 Bronte Road includes matching stone pillars flanking a metal pedestrian gate. The pillars are topped by vertical stones, matching those on the rest of the wall. An opening between two trees provides access for a driveway; this was originally a continuous stone fence until it was opened up to accommodate the existing driveway after the severance in 1995.



231 Bronte Road, March 2024. Source: Town of Oakville, Planning Services staff photos

¹ Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*, pg. 101

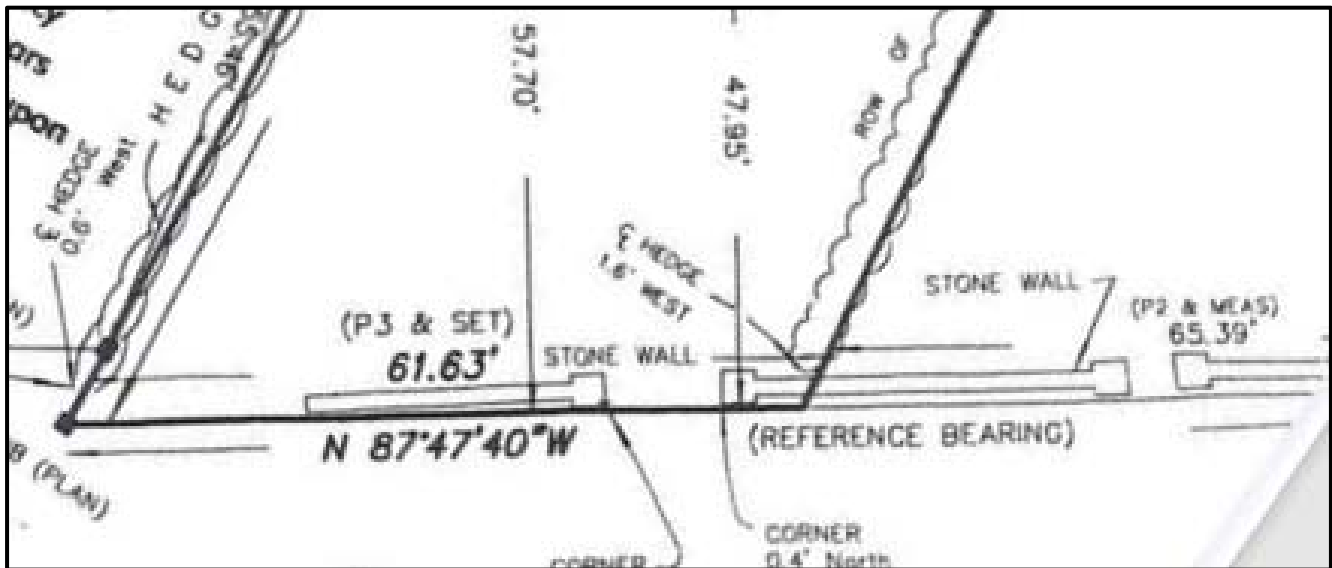
² Blumenson, John. *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*, pg. 102

³ Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*, pg. 105

The property at 235 Bronte Road has two sets of stone pillars for two driveway entrances; the south set was original to the Glendon House property, and likely the original primary vehicular entrance for the house. The north set of columns was constructed after the 1995 severance, likely using stone salvaged from the portion of wall removed at 231 Bronte Road; the materials and style of the columns match the remainder of the stone wall. All four columns are topped by contemporary gargoyle figures.



235 Bronte Road, March 2024. Source: Town of Oakville, Planning Services staff photos

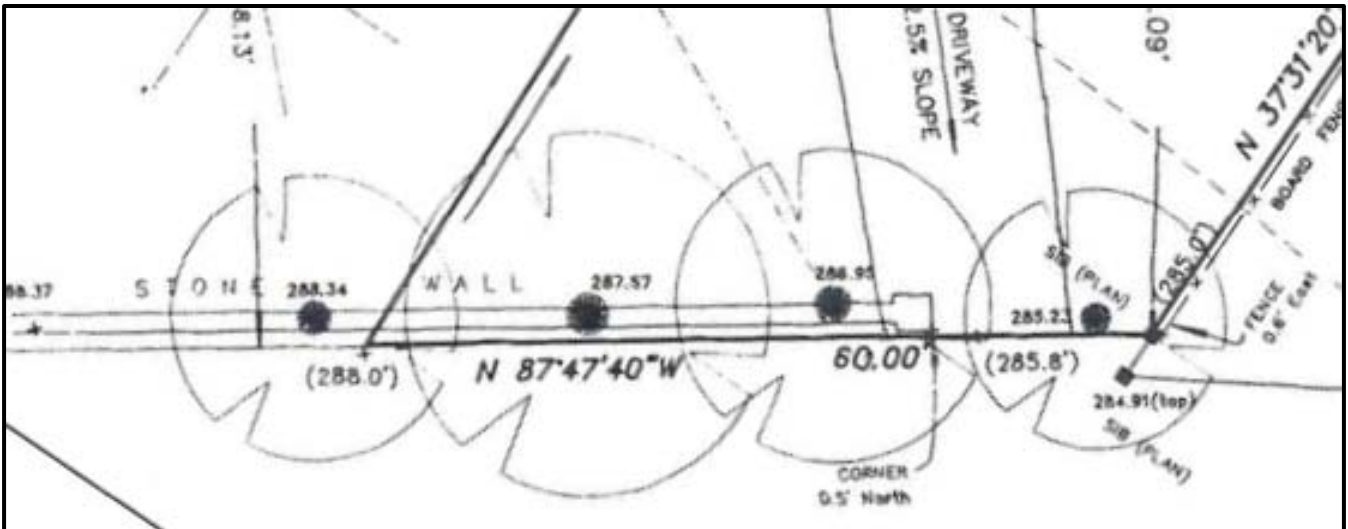


1997 survey of 235 Bronte Road showing the wall and columns as they existed at that time on both 235 and 231 Bronte Road. Source: Town of Oakville Building Services files.

At 225 Bronte Road, the original stone fence and one column remain. The new driveway was installed in the original opening on the south side of the property. A small section of fence appears to have been constructed next to the tree south of the driveway.



225 Bronte Road, March 2024. Source: Town of Oakville, Planning Services staff photos



1997 survey of 225 Bronte Road showing the wall and columns as they existed at that time on both 231 and 225 Bronte Road. Source: Town of Oakville Building Services files.

The aerial view below is marked up to show the original configuration of the stone wall and columns:



Aerial view of 225-231-235 Bronte Road. Source: Town of Oakville GIS



A panoramic view of 225, 231, and 235 Bronte Road showing the extent of the stone wall and pillars. March 2024.
Source: Town of Oakville, Planning Services staff photos

While there is a number of lakestone walls in the area, the Glendon House Stone Wall remains one of the only, if not the only, field stone wall in Oakville. Field stone as a building material is more typically found on rural properties away from Lake Ontario, where lakestone could be found. The subject stone wall is unique as a decorative residential landscape wall built of fieldstone.

Historical and Associative Value

The subject properties at 225, 231, and 235 Bronte Road are located within the traditional territory of the Mississaugas of the Credit First Nation (MCFN or simply “the Mississaugas”). In 1805, the Mississaugas and the Crown reached a provisional agreement in which the Mississaugas ceded almost 71,000 acres of land. In return they were given £1000 of trade goods; were promised the sole right of the fisheries in the Twelve Mile Creek (Bronte Creek) and Sixteen Mile Creek along with the possession of each creek’s flats; and they reserved the sole right of fishing at the Credit River and retained a 1-mile (1.61 kilometre) strip of land on each of its banks.⁴



Samuel Wilmot’s Trafalgar, Plan of the Second Township, In the Tract of Land lately Purchased from the Mississauga [sic] Indians. Source: Archives of Ontario, Trafalgar District of Gore, Partial, June 1806

The agreement was negotiated when the Mississaugas were experiencing duress due to land encroachment, the depletion of fish stocks, and a population that was in severe decline.⁵ This put the Mississaugas into “a more

⁴ Mississaugas of the Credit First Nation, “Head of the Lake Treaty, No. 14 (1806).” *Mississaugas of the Credit First Nation*, <https://mncfn.ca/head-of-the-lake-treaty-no-14-1806/> (accessed November 4, 2020).

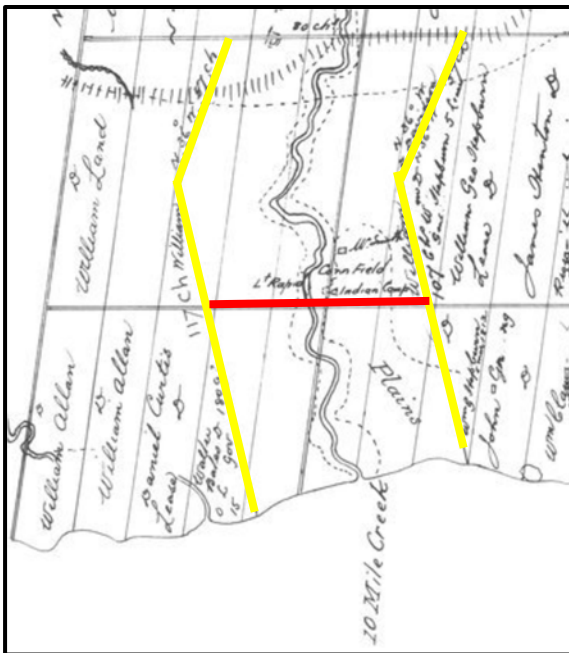
⁵ Emma Stelter. *Friendship, Peace and Respect For All Future Generations*, Debwevin: The Oakville Truth Project, Feb. 2023, pg. 7.

compromised position” from which to negotiate.⁶ The agreement was formalized with the signing of the Head of the Lake Treaty, No. 14, on September 5, 1806.⁷

In June 1806, three months before Treaty No. 14 was finalized, Deputy Provincial Surveyor, Samuel Street Wilmot completed his plan called “*Trafalgar, Plan of the Second Township, In the tract of Land lately Purchased from the Mississauga [sic] Indians*”. The survey was completed to facilitate European settlement. Unusually, Wilmot’s plan does not show the land to be set aside for the Mississaugas along the Twelve and Sixteen Mile Creeks, possibly because it was completed before the treaty was finalized.

Settlers started arriving in the area circa 1806, around the time Wilmot was undertaking his survey. After the area was surveyed, settlements were established throughout Trafalgar Township. In the southern part of the township the villages of Oakville and Bronte began to grow at the mouths of Sixteen Mile Creek and Twelve Mile Creek, respectively.

In February 1820, fourteen years after signing Treaty No. 14, the Mississaugas and the Crown entered into a subsequent treaty, Treaty No. 22, which stipulated that in exchange for ceding “about 20,000” acres of their land to the Crown, the Mississaugas would receive a 200-acre parcel of land on the Credit River, and the proceeds from the sale of the remaining lands on the Twelve and Sixteen Mile Creeks would be “used to instruct the Mississaugas in the rudiments of the Christian religion and to provide education for their children.”⁸



On the 1806 plan (left), the lands covered by Treaty No. 22 lay between the two yellow lines. The future village of Bronte, including the location of the subject property, was subsequently established upon the area lying roughly within Lots 29 to 32, in the 4th (or Broken Front) Concession South of Dundas Street (SDS), within the land that lies under the red line.

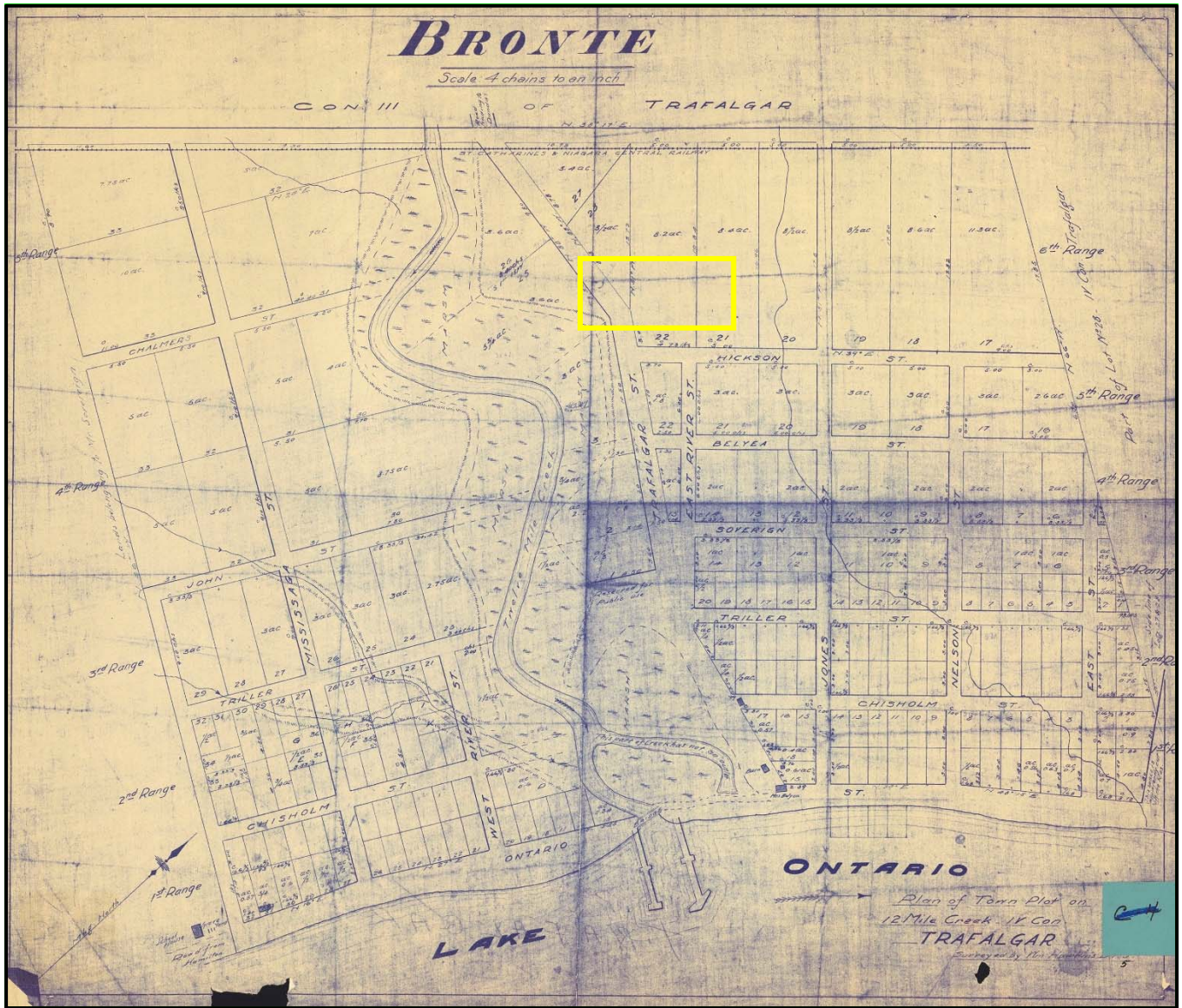
In 1834, fourteen years after the Mississaugas had ceded their lands along the Twelve and Sixteen Mile Creeks and the Credit River, Deputy Provincial Surveyor William Hawkins was instructed to survey the lands along Twelve Mile Creek. The result was his *Plan of the village of Bronte on Twelve Mile Creek, con. 4, Trafalgar Township*. With this new survey, the lands upon which the subject property lies became part of Lots 22 and 28, in the 6th Range east of Twelve Mile Creek, on the east side of Trafalgar Street which was later renamed Bronte Road.

Detail of survey showing the tract of land set aside for the Mississaugas along Twelve Mile Creek, later Bronte Creek. (Wilmot, 1806).
Source: Archives of Ontario, Trafalgar District of Gore, Partial, June 1806

⁶ Emma Stelter. *Friendship, Peace and Respect For All Future Generations*, 7.

⁷ *Ibid*, 10.

⁸ “12 Mile Creek, 16 Mile Creek and Credit River Reserves, Treaty Nos. 22 and 23 (1820).” *Mississaugas of the Credit First Nation*, <https://mncfn.ca/12-mile-creek-16-mile-creek-and-credit-river-reserves-treaty-nos-22-and-23-1820/> (Accessed March 21, 2024).



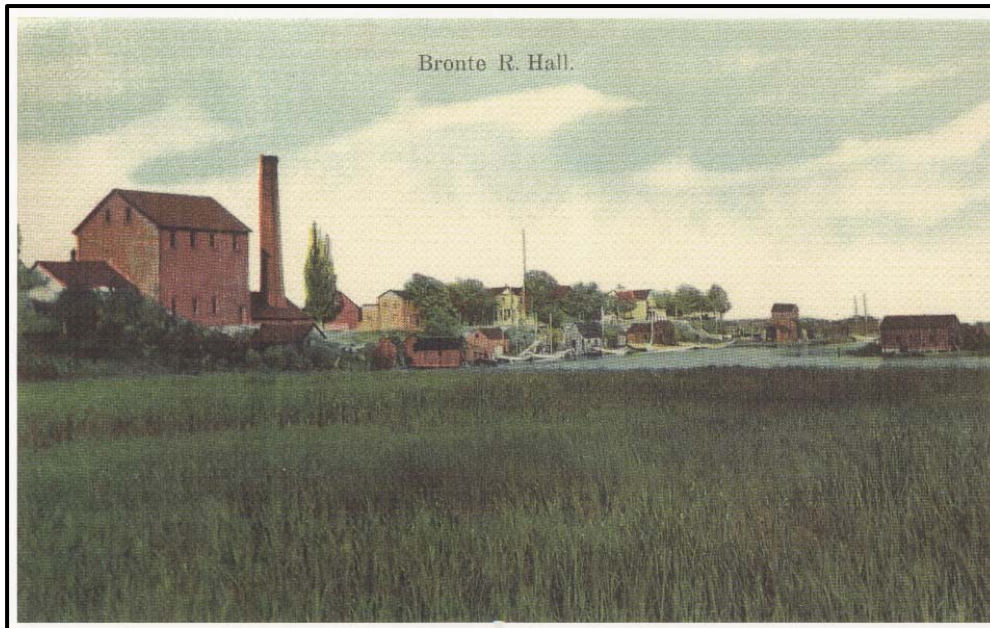
William Hawkins' 1834, *Plan of Town Plont on 12 Mile Creek, IV Con, Trafalgar*.⁹ 225, 231, and 235 Bronte Road lay within part of Park Lots 22 and 28 on the east side of Trafalgar Street (now Bronte Road), roughly in the area highlighted in yellow.
 Source: Library and Archives Canada

In 1849, Smith's Canadian Gazetteer described Bronte as a "small Village in the township of Trafalgar, on the Lake Shore Road, seven miles from Wellington Square, situated on the Twelve-mile Creek. It contains about 100 inhabitants, grist and saw mills, one store, two taverns, one waggon maker, one blacksmith, one cabinet maker."¹⁰ By the 1850s, the village had two operating hotels, the Triller House Hotel and Thompson's Hotel, a

⁹ *Plan of the village of Bronte on Twelve Mile Creek, con. 4, Trafalgar Township.* / Wm. Hawkins, D.P.S. © Government of Canada. Reproduced with the permission of Library and Archives Canada (2023). *Library and Archives Canada/Department of Indian Affairs and Northern Development fonds/e011205647*

¹⁰ Smith, William Henry, *Smith's Canadian Gazetteer: Comprising Statistical and General Information Respecting All Parts of the Upper Province, Or Canada West ... With a Map of the Upper Province*, Toronto, Published for the author by H. Rowsell, p. 21, https://books.google.ca/books?id=GkszAQAAIAAJ&printsec=frontcover&source=gbs_ge_summary_r&cad=0#v=onepage&q=Bronte&f=false (accessed 16 August 2021)

blacksmith shop and the basket factory.^{11, 12} Bronte Post Office was built in 1851. By 1856, the harbour was completed and two years later, “one of the largest grist mills in the province”, Bronte Steam Mill, opened.^{13, 14}



Undated postcard showing Twelve Mile Creek and its flats. Source: *Bronte Historical Society*

Early Bronte settlers included the Thompson family, who were described as “one of the oldest and most respected” in Halton County, and the Triller family who built the first mill on Sixteen Mile Creek, and for whom Triller Street, later Lakeshore Road West, and Triller Place were named.^{15, 16, 17}

Bronte has a rich and distinct history. In many ways, it is very different from old Oakville. Canadian author, Mazo de la Roche captured the difference in her book, *Possession*, describing Oakville as “sedate, respectable, and very different from the rowdy, good-humoured poverty of Bronte.”¹⁸ Compared to the wealth found in neighbouring Oakville, Bronte was a relatively modest working-class community. Many residents were day labourers who learned to wear many hats, doing anything they could to make ends meet. Although some felt shame in their poverty, Bronte developed as a proud, tight-knit, hard working community.

¹¹ The Village of Bronte: Preserving the Past, *Timeline*, [Timeline: The Village of Bronte: Preserving the Past: Multicultural Ontario Collections \(vitacollections.ca\)](https://www.vitacollections.ca) (accessed 17 August 2021)

¹² Wark, Ross. “Bronte: Ever Growing, Ever Changing,” *The Oakville Historical Society Newsletter*, Oakville Historical Society, March 2012, p. 4.

¹³ The Village of Bronte: Preserving the Past, *Timeline*, [Timeline: The Village of Bronte: Preserving the Past: Multicultural Ontario Collections \(vitacollections.ca\)](https://www.vitacollections.ca) (accessed 17 August 2021)

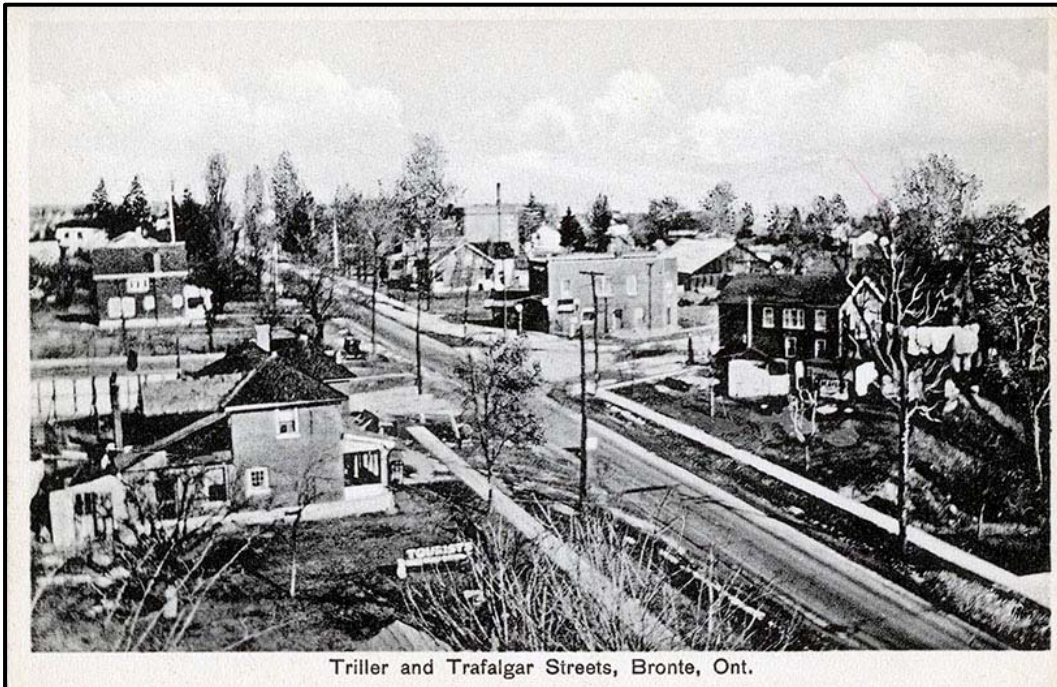
¹⁴ Wark, Ross. “Bronte: Ever Growing, Ever Changing,” *The Oakville Historical Society Newsletter*, Oakville Historical Society, March 2012, p. 4.

¹⁵ Oakville Historical Society, “Family Reunion,” an undated and unattributed newspaper clipping dating to circa 1909. OHS item #1996.26.126K.

¹⁶ Mathews, Hazel. “Chapter 6: The Rising Tide.” *Oakville and the Sixteen: The History of an Ontario Port*, Univ. of Toronto Press, Toronto, 1971, p. 180.

¹⁷ Town of Oakville, Planning Services file, *Oakville Street Name Origins*

¹⁸ Oakville Memories: Old & New: *Bronte Boys (1920s-1950s)*, [Bronte Boys \(1920s - 1950s\): Oakville Memories: Old & New: Oakville Images \(halinet.on.ca\)](https://www.halinet.on.ca) (accessed 16 January 2022)

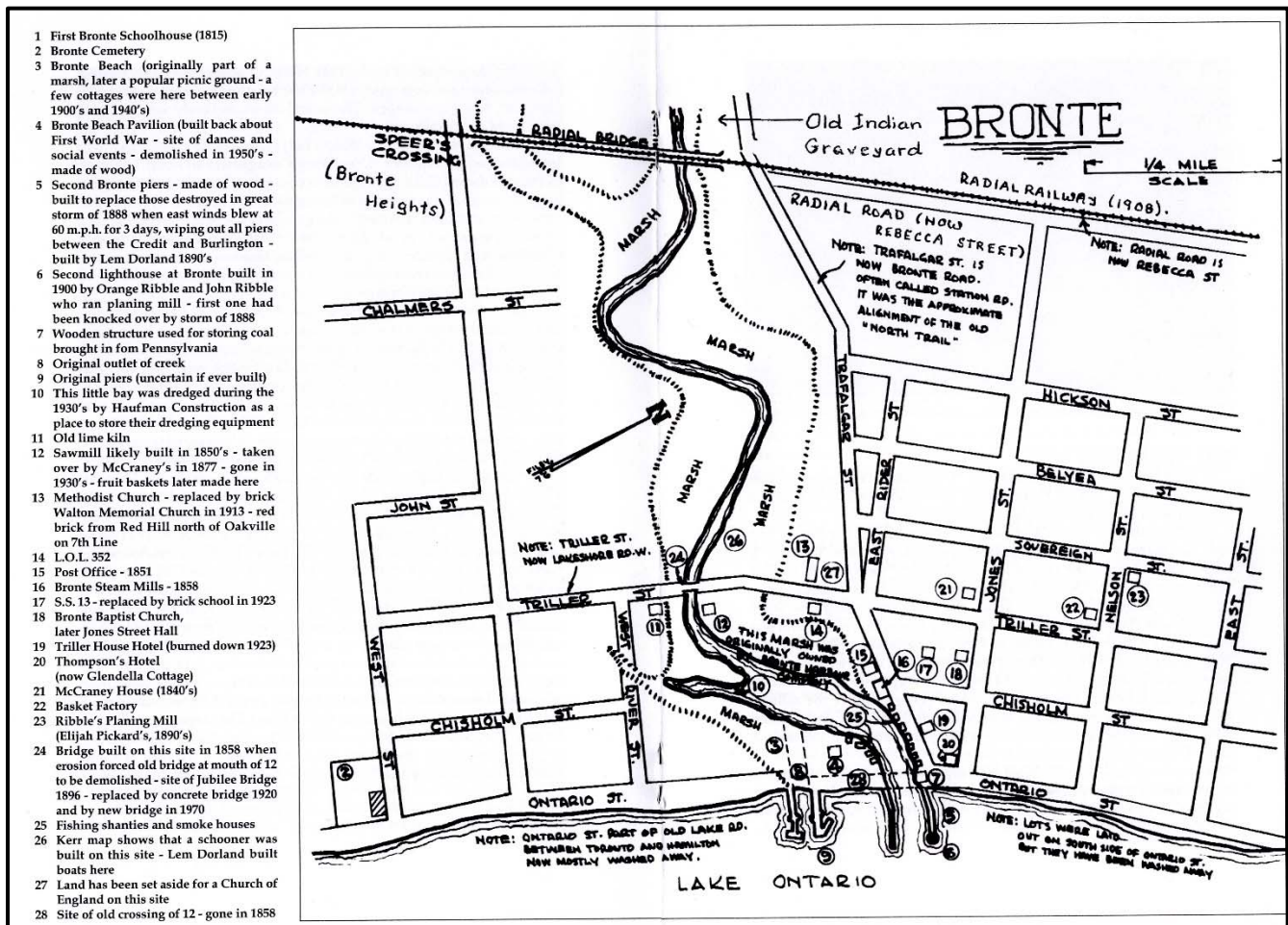


Triller and Trafalgar Streets, Bronte, Ont.

Triller and Trafalgar Streets, later renamed Lakeshore and Bronte Roads respectively, undated. *Source: Town of Oakville Heritage Planning files.*



Hand tinted photograph showing a fishing schooner beside fishing sheds, the 3 storey Bronte Steam Mills on the left, and the Triller House Hotel, identifiable by its cupola, on the right. Circa 1910. *Source: Town of Oakville Heritage Planning files.*



Bronte Village map from *The History of Bronte Village*, 1976. The village east of the creek was dominated by industrial and commercial concerns while the west side of the village, west of the creek, was predominantly the location of residences and cottages.
 Source: Philip Brimacombe

Lifelong resident, Bill Cudmore recalled the poverty many in Bronte experience during the early 20th century, explaining that residents' dark humour helped them get through the hardship and rugged times. Cudmore recalled that life on the family farm included chores "like cutting asparagus before school and milking the cows after school."¹⁹ As a teenager, he signed on to Jack Osborne's fishing boat, describing fishing as "a dirty, cold, hard, miserable, mean way to make a living," adding that there was "nothing nice about it."²⁰ "Bronte, as I remember it, was a working class village, where the object of most people was to have a job tomorrow - clean some nets, paint a house, or maybe get a job at the basket factory for a week. It was looked on by Oakville as a low class area," Bill recalled.²¹

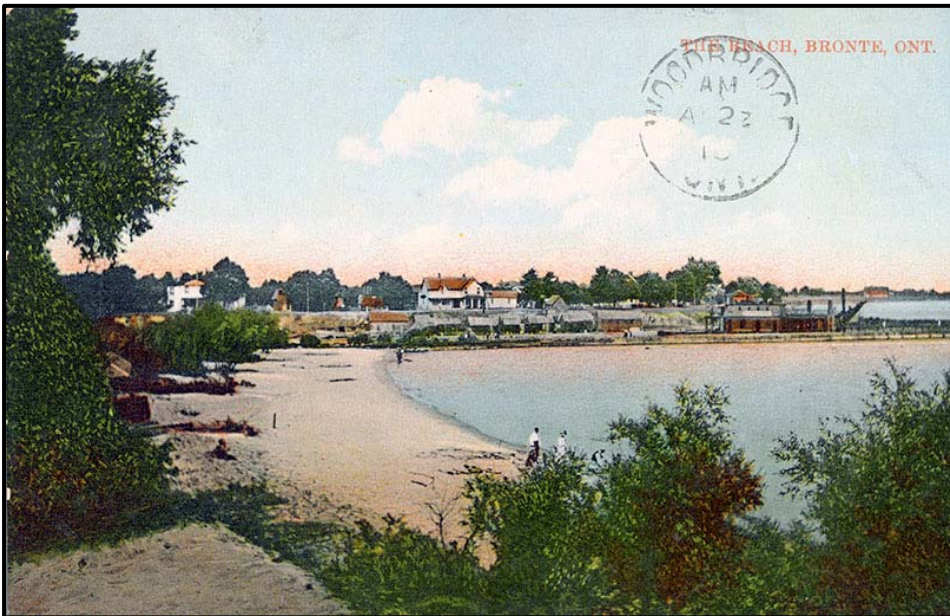
Another lifelong Bronte resident, Ken Pollock knows firsthand how cruel the lake can be. He remembers his father and uncles, "fishermen and mariners to the bone," would be "up before dawn and out on the lake, winter and summer, just to make ends meet."²²

¹⁹ Oakville Memories: Old & New: *Bronte Boys (1920s-1950s)*
²⁰ Ibid.
²¹ Ibid.
²² Ibid.



Bronte Harbour, 1910. Source: *Town of Oakville Heritage Planning files.*

By the mid-20th century, many people remembered Bronte as being a wonderful place in which to live and grow up. A former resident described their experience of the village as a “very small town where everyone knew each other.”²³ There were farms and open fields, and the beach was nearby without fences between properties, allowing children large areas in which to roam.²⁴ People lived in small homes and made do.



Undated image of a postcard of “The Beach” at Bronte, Ontario. Source: *Town of Oakville Heritage Planning files.*

²³ Interview, Bronte Historical Society volunteer, 20 October 2021

²⁴ *Ibid.*

Beginning in the early days of the 20th century and continuing into the period between the two World Wars, as the local commercial fishing industry was winding down, Bronte enjoyed a period of popularity as a summer resort area. Small cottages were developed around the lakefront and some local homeowners even left the area for the summer months, renting their homes to vacationing Torontonians to earn extra income.²⁵ Soon, summer cottagers, some from as far away as Texas, were enjoying the area's fresh air, cool lake breezes, and Bronte Beach. While the area west of the harbour was developed with these cottages, the residential area on the east side of the harbour remained home to local working-class families.

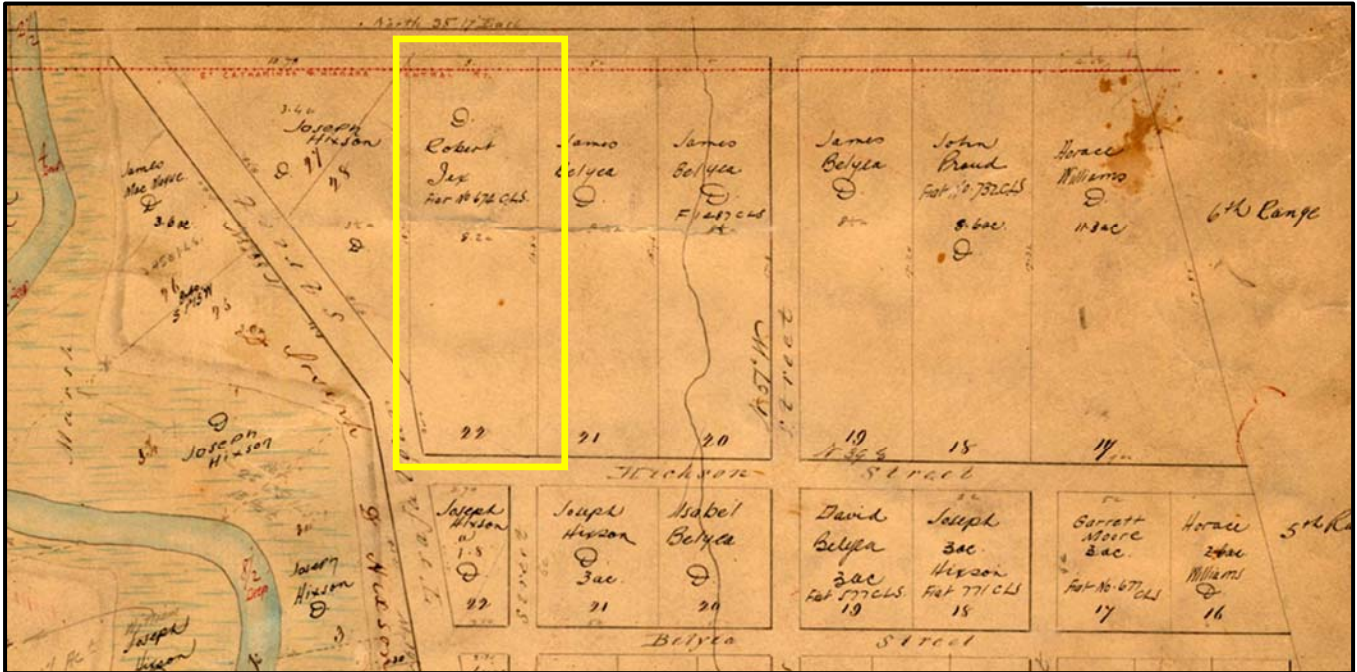
Below is a summary of the owners of the properties from the Crown patent until 1994, when Scott Ben Michaud purchased the property upon which the three subject properties are located. In 1995, Michaud subdivided Lot 87, Plan M-6, into three separate parcels, the configuration which exists today. Individual ownership summary charts showing all transactions after Michaud subdivided the lot, up to and including the current owners, follow later in the report.

Some owners held the property for relatively short periods of time. In many cases, information about the purchasers was limited to only that contained within the real estate transaction documents. As such, not all owners will be discussed in the CHER. Rather, the focus will be on persons of note, with a focus on the most likely candidate to have built, or commissioned the construction of, the property's building or buildings; on anyone who was significant to the community; or on anyone who lived on the subject property for an extended period of time.

Name of Owner(s)	Acreage or Lot	Years of Ownership
Crown	Lot 22	1820-1837
Robert Jex	Park Lot 22	1837-1837
Edward B. Palmer	Park Lot 22	1837-1844
James Thompson	Park Lot 22	1844-1868
Catharine Thompson, widow of James Thompson	Park Lot 22	1868-1868
Jane Adora McWayne	Park Lot 22	1868-1875
Wallis Walton	Park Lot 22	1875-1894
Emmanuel Walton	Lot 22 & other land	1894-1904
Charles Henry Gilbert	Lot 22 & other land	1904-1908
Michael William Glendon	Part of Park Lots 22 & 28	1908-1924
Emma Pearl Yapp	Part of Park Lots 22 & 28	1924-1933
Frederick Henry Yapp	Part of Park Lots 22 & 28	1933-1940
Charles Rosendale & Douglas Woodhall Brown	Part of Park Lots 22 & 28	1940-1946
Olive Alma Hyslop	Part of Park Lots 22 & 28	1946-1947
Kathleen Julia Wotherspoon	Part of Park Lots 22 & 28	1947-1951
Peter and Concetta Conforzi	Part of Park Lots 22 & 28 (4.92 acres)	1951-1963
Concetta Conforzi	Part Lot 28 & another lot	1963-1963
John Peter Conforzi, Alfred, and Edward Conforzi	Part Lot 28 & another lot	1963-1963
Hendrik and Cornelius Van Alphen	Part Lot 28 & another lot	1963-1968
Charles William Ronald & Alice Audrey Scott	Parcel 87-1, Section M-6, being Lot 87, Plan M-6	1968-1994
Scott Ben Michaud	Plan M6 Part Lot 87; Plan 20R11791, Lot 87, Part 2#	1994-1995, 1997, and 1998

²⁵ Town of Oakville, *Heritage Research Report: 3065 Seneca Drive*, 2011, 4.

In August 1837, the Crown granted Lot 22 north of Hixon Street to Robert Jex, who two weeks later sold the property to Edward B. Palmer.^{26,27} Edward Palmer (ca.1800-1847), was one of the founders of the Bronte Harbour Company, and likely the same person who William Chisholm, the founder of Oakville, commissioned to draw the 1835, *Plan of Oakville, Township of Trafalgar, Upper Canada*.^{28,29} Palmer Avenue in Oakville is likely named after him.³⁰ In 1844, Edward Palmer sold the 8-acre Park Lot 22 to James Thompson.³¹



Detail of the 1848 plan of Bronte. Lot 22 on the north side of Hickson Street (later Hixon Street) is highlighted in yellow. Robert Jex was the Crown Patentee. Source: *Town of Oakville Heritage Planning files*.

James Lockwood Thompson (1797-1845), his wife Catherine (nee Triller) Thompson (1788-1868), and their daughter Jane Adora (nee Thompson) McWayne (ca.1825-1921), were long-term owners of the land within which the subject property lies. Between the three of them, they owned the land for 31 years, between 1844 and 1875.

James Thompson was born in Roscommon, Ireland and was a travelling salesman.^{32,33} Catharine Thompson was a member of the Triller family.³⁴ The Thompson and Triller families were some of the earliest to settle in

²⁶ LRO Patent, dated 29 August 1837, between the Crown and Robert Jex.

²⁷ LRO Instrument #814 being a Bargain and Sale dated 13 September 1837, between Robert Jex and Edward B. Palmer.

²⁸ Dorothy Turcotte, *Places and People of Bronte Village* (Grimsby, Ontario, 1993), 85.

²⁹ "Find a Grave Index," database, FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:6K1Y-94B6> : 14 September 2023), Edward Barrow Palmer, ; Burial, Toronto, Toronto Municipality, Ontario, Canada, Mount Pleasant Cemetery; citing record ID 251642164, Find a Grave, <http://www.findagrave.com>.

³⁰ David Ashe and Joyce Burnell, *Oakville Street Names & Landmarks* (London, ON: Burnell Creighton Publishing, 2007), 77.

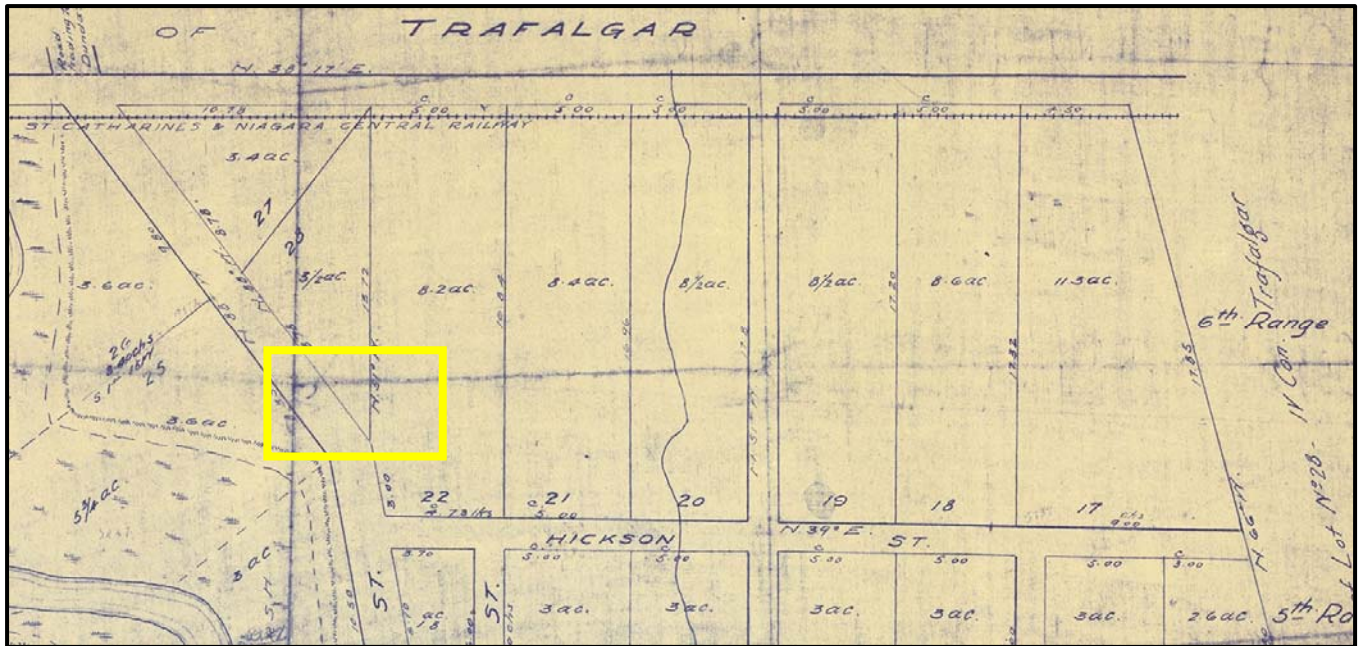
³¹ LRO Instrument #232, being a Bargain and Sale dated 28 November 1844, between Edward B. Palmer and James Thompson.

³² "Find a Grave Index," database, FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:6NDP-LM4H> : 20 October 2022), James Lockwood Thompson, ; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, St Jude's Cemetery; citing record ID 240552122, Find a Grave, <http://www.findagrave.com>.

³³ Oakville Historical Society, Philip Triller and Mary Catherine Young "Individual" file, which contains information about their daughter Catherine (nee Triller) Steven Thompson (1788-1868).

Trafalgar Township. The Smith-Triller viaduct in Oakville commemorates Catherine Tiller’s family who, along with the Smith family, were two of the area’s earliest millers.³⁵ By the 1850s, both the Thompson and Triller families ran hotels in the Bronte area.³⁶

Although records indicate that in 1845 the Thompsons were living in Bronte upon 58 acres of land, it appears that they weren’t living on the subject land.³⁷ Instead, it appears that they were living in a home somewhere within their 50-acre parcel on Lot 29, 3rd Concession SDS, to the northeast of Bronte Village.³⁸



The approximate location of 225, 231 and 235 Bronte Road falls within Lot 22 on the north side of Hickson Street (later Hixon Street) and Lot 28 on the east side of Trafalgar Street (later Bronte Road), highlighted in yellow. Source: Library and Archives Canada

After the Thompson family, the larger parcel of land was owned by the Walton family from 1875 until 1904. It is unlikely that the Waltons built the subject house, but owned the lands as an investment. Wallis Walton owned the land until 1894, when his Last Will and Testament and Codicil was probated, following his death in 1893.^{39,40} Walton was a fruit farmer who, at the time of his death, owned multiple parcels of land in Bronte Village.^{41,42} In his will, Wallis left his son Emmanuel a substantial amount of land, including all his “homestead property being

³⁴ "Find a Grave Index," database, FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:6NDP-JKT5> : 20 October 2022), Catherine Triller Thompson; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, St Jude's Cemetery; citing record ID 240551974, Find a Grave, <http://www.findagrave.com>.

³⁵ Sal Bommarito, “Bridge opening a significant event for Oakville,” Oakville Beaver, 18 Aug 1993, <http://news.ourontario.ca/109421/page/30?n=> (accessed 11 July 2024).

³⁶ The Village of Bronte: Preserving the Past, Timeline, <https://vitacollections.ca/multiculturalontario/262/exhibit/2> (accessed 31 July 2024)

³⁷ 1845 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

³⁸ 1846 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

³⁹ LTO Instrument #1657, being a Bargain and Sale dated 3 February 1875, between Josiah J. and Jane Adora McWayne, and Wallis Walton.

⁴⁰ LRO Instrument #1582, being the probated Last Will and Testament and Codicil of Wallis Walton, dated 27 January 1894.

⁴¹ "Canada Census, 1891," FamilySearch (<https://familysearch.org/ark:/61903/1:1:MWL9-RWN> : 3 August 2016), Wallace Walton, Trafalgar, Halton, Ontario, Canada; Public Archives, Ottawa, Ontario; Library and Archives Canada film number 30953_148143.

⁴² LRO Instrument #1582, being the probated Last Will and Testament and Codicil of Wallis Walton, dated 27 January 1894.

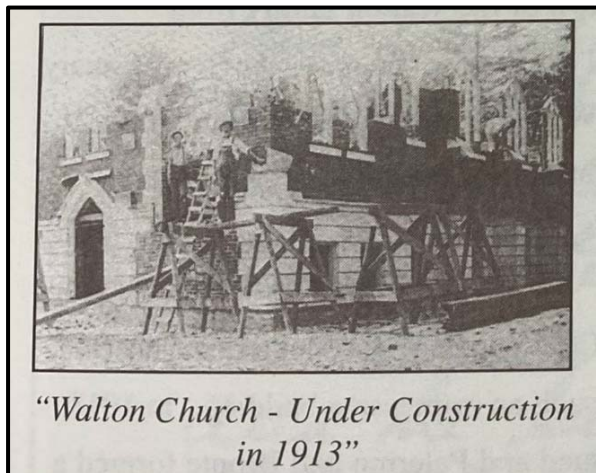
north of Hixon Street being lots 18, 19, 20, 21, 22, 27 with all the orchards and buildings thereon and all the farm stock...," which Emmanuel was prohibited from selling before the tenth anniversary of his father's death.⁴³ The subject property lies within the aforementioned Lot 22. In 1898, Walton was assessed for 40 acres and a building which was located somewhere within Lots 18 to 22 on the north side of Hixon Street.⁴⁴

The Walton family name lives on in Bronte in Walton Memorial United Church, which was built by the Walton family. In 1911, Emmanuel's wife Jane Elizabeth (nee Bray) Walton (1858-1937), suggested that Emmanuel and his brothers build a church the memory of their father, Wallis, who had served as a church Trustee, and for many years was superintendent of the Sunday School.^{45, 46, 47}

The Walton family absorbed the costs of construction, with manual labour being given freely by the men of the congregation.⁴⁸ Unfortunately, Emmanuel Walton died suddenly a few days before the laying of the corner stone.⁴⁹ In January 1914, at the opening ceremony, Emmanuel's widow Jane Walton presented a brass key to Pastor Reverend Thomas Boyd.⁵⁰



Jane Elizabeth (nee Bray) Walton (1858-1937).
Source: *Walton Memorial United Church: 150 Years*



Walton Memorial United Church during construction in 1913, and in a postcard sent in August 1940. Sources: *Walton Memorial United Church: 150 Years* and *OurOntario Images*

Emmanuel Walton owned the lands that included 225, 231, and 235 Bronte Road between 1894 and 1904. In June 1904, Emmanuel and Jane Walton sold 82.75 acres of land to Charles Henry Gilbert (1846-1931), a farmer.^{51, 52} Within the land Gilbert purchased was the parcel upon which the subject properties sit.

⁴³ LRO Instrument #1582, being the probated Last Will and Testament and Codicil of Wallis Walton, dated 27 January 1894.

⁴⁴ 1898 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

⁴⁵ Walton Memorial United Church (Oakville, Ontario), *Walton Memorial United Church: 150 Years* (Oakville, Ont., 2000), 29.

⁴⁶ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 70.

⁴⁷ "Hard Work Built Town's Early Churches," *Daily Journal-Record*, (Oakville) September 1, 1967, [OI003304045pf_0020p.pdf](#) ([ourontario.ca](#)) (accessed 16 July 2024).

⁴⁸ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 71.

⁴⁹ Dorothy Turcotte, *Places and People of Bronte Village* (Grimsby, Ontario, 1993), 103.

⁵⁰ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 71.

Little is known about Charles H. Gilbert except that he was a farmer who emigrated from England either in 1885 or in 1904, and that he was married to Charlotte (nee Smith) Gilbert (1850-1913).^{53, 54, 55} Unfortunately, the Assessment Rolls that cover the four years of Gilbert's ownership haven't survived. As such, it was not possible to determine, from this source, if he built the subject house and stone wall at 225, 231, and 235 Bronte Road. However, it seems unlikely that the Gilbert family had built them as the family is shown living on 35 acres on the north side of Hixon Street, somewhere within Lots 18 to 21.^{56, 57}

In March 1908, Charles and Charlotte Gilbert sold 4.92 acres of land to Michael William Glendon, including the land upon which the Glendon House and the stone wall are located.⁵⁸ A definitive construction date for the Glendon House was not determined. However, based on its architectural style, and the real estate transactions of the time, it is very likely that the Glendon family had the house constructed for them around 1910. The stone wall was likely constructed at the same time, or soon after.

Michael William Glendon (1863-1930) was born in Hagersville, Ontario, to Richard Glendon and Hannah, or Anna, (nee Dougherty) Glendon.^{59, 60} In 1908, when Michael Glendon purchased these lands, he was living on Jameson Avenue in Toronto, and working on Yonge Street in "pianos, gramophones and music."^{61, 62}

Michael Glendon is said to have come to Bronte to buy a summer home.⁶³ The story goes that Glendon approached Mary Speers and her son William Henry Speers asking if they would be willing to sell the former Charles Sovereign farm, located on Mississaga Street on the north side of Lakeshore Road West; a request that was denied as William didn't want "a good farm to be wasted as a summer home."⁶⁴ Instead, it appears that in purchasing 4.92 acres of land from the Gilberts, Glendon had realized his dream. Between 1906 and 1912,

⁵¹ LRO Instrument #8376, being a Bargain & Sale dated 30 June 1904, between Emmanuel M. and Jane E. Walton.

⁵² "Find a Grave Index," database, *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QK18-4M3W> : 25 February 2022), Charles Henry Gilbert, ; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, Palermo Cemetery; citing record ID 139185328, *Find a Grave*, <http://www.findagrave.com>.

⁵³ Library and Archives Canada, *Census of 1921*, <https://central.bac-lac.gc.ca/.item/?app=Census1921&op=pdf&id=e002930066> (accessed 22 July 2024)

⁵⁴ "Recensement du Canada de 1911," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QV9T-ZRL1> : Fri Mar 08 06:32:09 UTC 2024), Entry for C H Gilbert and Sharlotte Gilbert, 1911.

⁵⁵ "Find a Grave Index," database, *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QK18-4M3Z> : 25 February 2022), Charlotte Smith Gilbert, ; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, Palermo Cemetery; citing record ID 139185445, *Find a Grave*, <http://www.findagrave.com>.

⁵⁶ LRO Instrument #9672, being a Bargain and Sale dated 12 March 1908, between Charles Henry and Charlotte Gilbert; and Michael William Glendon.

⁵⁷ 1910 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

⁵⁸ LRO Instrument #9672, being a Bargain and Sale dated 12 March 1908, between Charles Henry and Charlotte Gilbert; and Michael William Glendon.

⁵⁹ "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:JK45-M6R> : Sun Mar 10 14:52:15 UTC 2024), Entry for Michael William Glendon and Richard Glendon, 1930.

⁶⁰ "Canada, Ontario Marriages, 1869-1927," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:KZ19-96R> : Sat Mar 09 15:41:26 UTC 2024), Entry for Michael M Glendon and Richard Glendon, 18 Nov 1905.

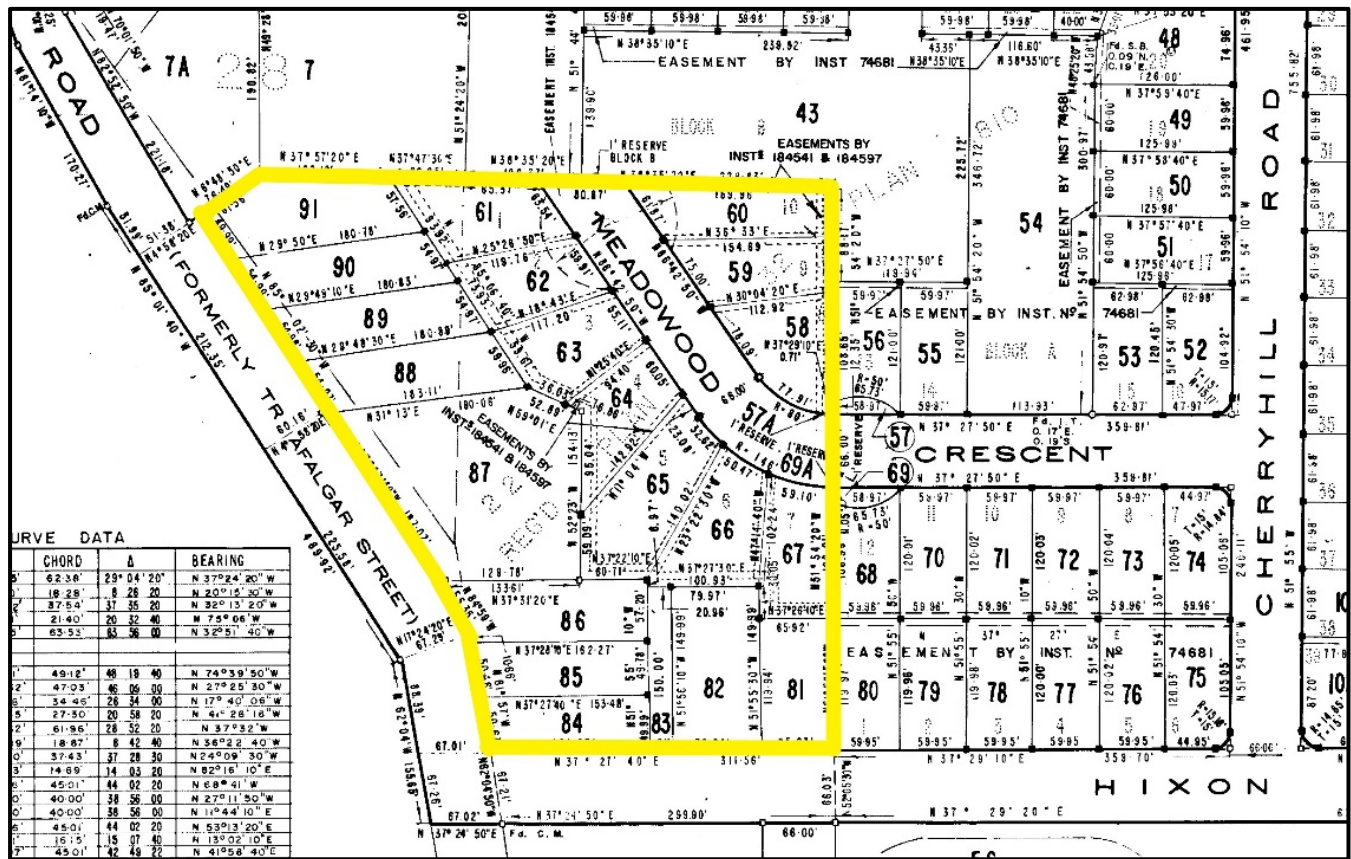
⁶¹ LRO Instrument #9672, being a Bargain and Sale dated 12 March 1908, between Charles Henry and Charlotte Gilbert; and Michael William Glendon.

⁶² Toronto Public Library, *The Toronto City Directory 1909*, *Might Directories Ltd.*, <https://archive.org/details/torontodirec190900midiuoft/page/612/mode/2up>, 612 (613). (accessed 23 July 2024)

⁶³ Town of Oakville, Planning Services property file re 231 Bronte Road, a letter dated 3 May 1995, from Colleen Murray, Bronte Historical Society's Acting Secretary, re the Glendon House.

⁶⁴ Town of Oakville, Planning Services property file re 231 Bronte Road, a letter dated 3 May 1995, from Colleen Murray, Bronte Historical Society's Acting Secretary, re the Glendon House.

Glendon was recorded as sometimes living and working in Toronto, and other times he was living in Bronte while working in Toronto.^{65, 66} This seems to be an indication that the subject building was built as the Glendon family's summer home.



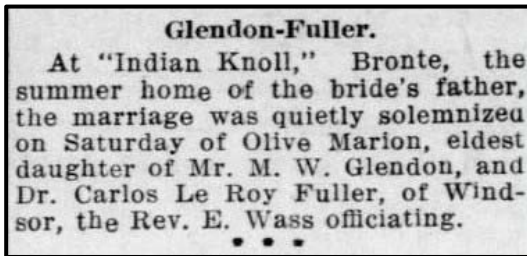
The approximate extent of the 4.92 acre parcel of land sold by Charles H. Gilbert to Michael W. Glendon in 1908. Source: Town of Oakville, map file, Registered Plan of Subdivision 20M-0006, 1968.

In 1909, a year after purchasing land in Bronte, the Glendon family had moved to Bronte, but Micheal Glendon was still working in Toronto as the General Manager of Foster-Armstrong Co., Ltd., a piano manufacturer.⁶⁷ By 1910, there was a building worth \$1,500 on the Glendon's Bronte property.⁶⁸ In 1911, while living in Bronte, Glendon listed his primary occupation as that of a piano dealer and he indicated that his other job, "other than his chief occupation or trade," was in "fruit", although it isn't clear if he was growing it or shipping it.⁶⁹ It seems that Glendon had decided to take advantage of the area's fertile soil, where apples, plums, strawberries, raspberries, and cherry and pear trees were grown in orchards and in residents' back gardens.⁷⁰ The area and its

⁶⁵ Toronto Public Library, *The Toronto City Directory 1906*, Might Directories Ltd., <https://archive.org/details/torontodirec190600midiuoft/page/n541/mode/2up>, p. 542. (accessed 23 July 2024)
⁶⁶ Toronto Public Library, *The Toronto City Directory 1913*, Might Directories Ltd., <https://archive.org/details/torontodirec191300midiuoft/torontodirec191300midiuoft/page/n769/mode/2up>, p. 770. (accessed 23 July 2024)
⁶⁷ Toronto Public Library, *The Toronto City Directory 1910*, Might Directories Ltd., <https://archive.org/details/torontocitydirectory1910/page/646/mode/2up>, p. 646. (accessed 23 July 2024)
⁶⁸ 1910 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).
⁶⁹ "Recensement du Canada de 1911," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QV9T-ZRLM> : Sun Mar 10 19:40:35 UTC 2024), Entry for M W Glendon and Marie Glendon, 1911.
⁷⁰ Alida Iacobellis, "History of Oakville: Our Beautiful Town by the Lake," Vita Collections, 2011, <https://vitacollections.ca/multiculturalontario/essay.asp?id=202&PID=12> (accessed 22 July 2024).

residents produced so much fruit that the Oakville Basket Company was established in order to accommodate the volume of fruit that was shipped daily to places such as Toronto and Hamilton.

In 1915, when Michael and Lily's daughter Olive Marion Glendon's wedding was announced, the house in Bronte was identified as their summer home and was called "Indian Knoll," a name it retained during the next owner's tenure.^{71, 72}



Left: Wedding announcement of Michael and Lily Glendon's daughter, Olive Marion, identifying the subject property as "Indian Knoll". Source: *The Evening Record, Windsor, Ontario. September 1915.*

Whether Glendon was a permanent resident of Bronte or not, he was active in the local community. In 1923, M.W. Glendon is listed as one of the school board trustees, along with Leroy Sargant and W.H. Johnston, who awarded a contract to Thomas Shields to build a new four-room school house.⁷³ Tragically, in August 1930, six years after the Glendons had sold the subject property, Michael W. Glendon and his second wife Marie were struck by a train in Hagersville, Ontario.^{74, 75, 76} Michael died from head injuries sustained during the accident, but Marie survived.⁷⁷

The Glendons sold the property to Emma Pearl Yapp in 1924. During the Yapp family's ownership, 1924-1940, the property, which was still called Indian Knoll, included a large cherry orchard.^{78, 79}

Right: Advertisement for Glendon's Piano Dealer, located at 346 Queen Street West, Toronto, Ontario, April 1906. Source: *Toronto Daily Star*, 7 April 1906

⁷¹ "Glendon-Fuller.," *The Windsor Star*, 20 September 1915,

<https://windsorstar.newspapers.com/image/500238451/?match=1&terms=Glendon-Fuller> (accessed 10 July 2024).

⁷² "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," database with images, *FamilySearch* (<https://familysearch.org/ark:/61903/1:1:JKXQ-Z7J>) : 2 March 2021), Emma Pearl Walsh Yapp, 07 May 1933; citing Bronte, Ontario, 017266, Registrar General. Archives of Ontario, Toronto; FHL microfilm 2,358,600.

⁷³ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 91.

⁷⁴ LRO Instrument #14980, being a Deed of Land dated 15 May 1924, between Michael William Glendon et ux, and Emma Pearl Yapp.

⁷⁵ "Canada, Ontario Marriages, 1869-1927", , *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:KZ19-96R>) : Sat Mar 09 15:41:26 UTC 2024), Entry for Michael M Glendon and Richard Glendon, 18 Nov 1905.

⁷⁶ "Michael W. Glendon," *The Jarvis Record*, 25 September 1930, [1930_09_25_p01.pdf \(haldimandcounty.on.ca\)](https://www.familysearch.org/ark:/61903/1:1:KZ19-96R) (accessed 9 July 2024)

⁷⁷ "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:JK45-M6R>) : Sun Mar 10 14:52:15 UTC 2024), Entry for Michael William Glendon and Richard Glendon, 1930.

⁷⁸ "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," database with images, *FamilySearch* (<https://familysearch.org/ark:/61903/1:1:JKXQ-Z7J>) : 2 March 2021), Emma Pearl Walsh Yapp, 07 May 1933; citing Bronte, Ontario, 017266, Registrar General. Archives of Ontario, Toronto; FHL microfilm 2,358,600.

⁷⁹ Town of Oakville, Planning Services property file re 231 Bronte Road, *Bronte Village – Heritage Inventory*, re 225 Bronte Road, p. 168.

The property changed hands four times in the 1940s and was then owned by the Conforzi family from 1951 to 1963.^{80,81} Peter (Pietro) Conforzi (1890-1959) and Concetta (nee D'Andrea) Conforzi (1898-1984) were both born in Italy.⁸² Peter and Concetta had seven children and lived in Toronto where Peter had a construction business.⁸³ After her death in 1984, their son John Peter Conforzi (1928-2024), commemorated his mother when he donated land in Concetta's name to the Toronto Commandery Hospice for the construction of a hospice.⁸⁴ Given their deep ties to Toronto, it likely that the Conforzi family used the property as a summer getaway as other earlier owners had done.



Concetta Conforzi. Source: Toronto Commandery Hospice

In 1960, the area around the Glendon House was still surrounded by large tracts of undeveloped land, including many orchards.



On the left: The Village of Bronte in 1960. And, on the right: 225, 231, and 235 Bronte Road lay on the east side of Bronte Road, north of Hixon Street and south of Rivers Bend Lane, roughly within the area highlighted in yellow, 1960. Source: McMaster University aerial photo collection⁸⁵

⁸⁰ Toronto Commandery Hospice, "The dedication of Conforzi Place," Toronto Commandery Hospital, <https://www.ttch.org/post/conforziplace> (accessed 1 August 2024).

⁸¹ LRO Instrument #25086, being a Grant dated 25 January 1951, between Kathleen Julia Wotherspoon and Peter and Concetta Conforzi.

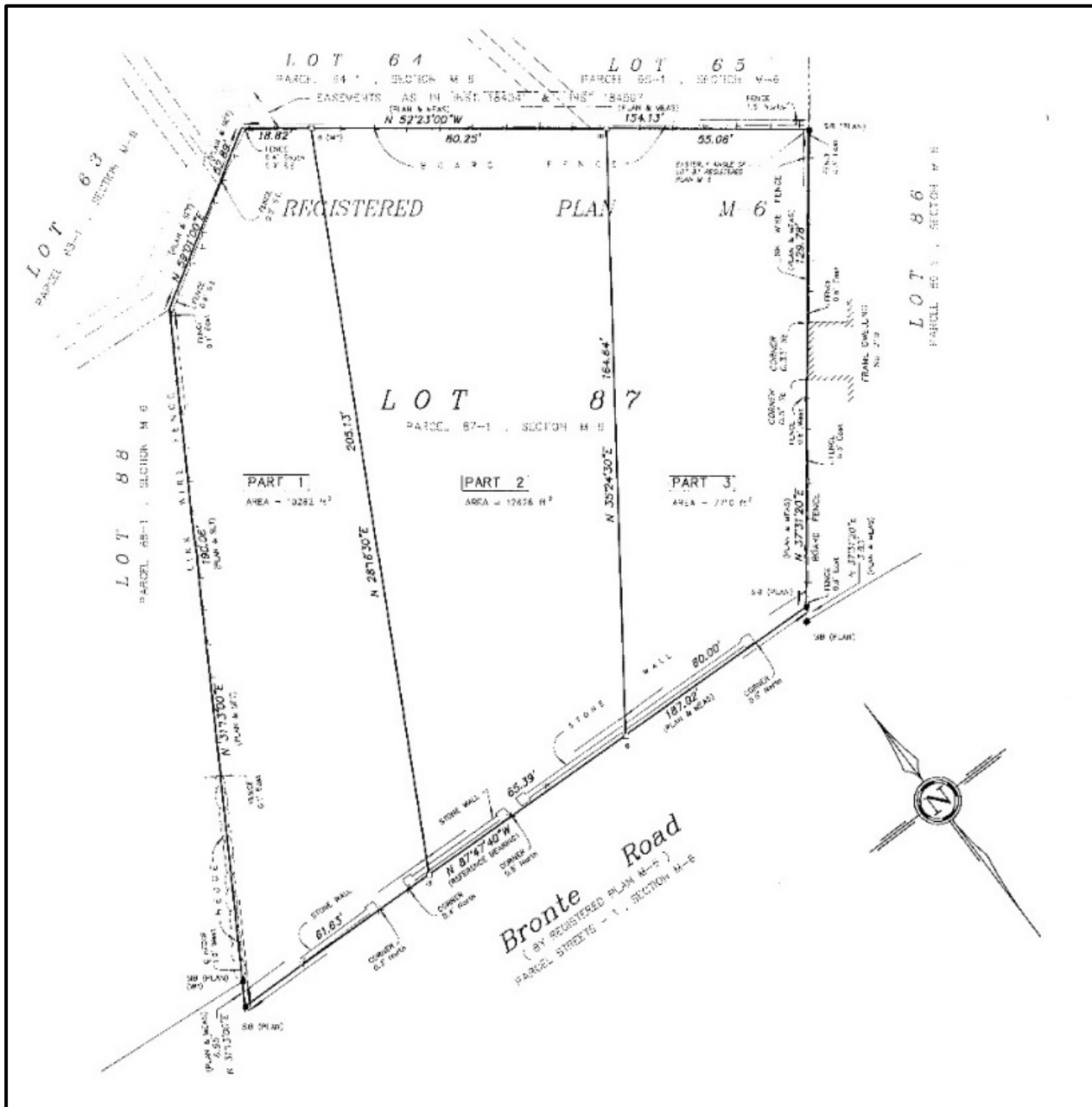
⁸² "Canada, Ontario Marriages, 1869-1927", , FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:2785-73S> : Sat Mar 09 01:26:14 UTC 2024), Entry for Peter Conforzi and Urbano Conforzi, 20 May 1918.

⁸³ Toronto Commandery Hospice, "The dedication of Conforzi Place," Toronto Commandery Hospice, <https://www.ttch.org/post/conforziplace> (accessed 1 August 2024).

⁸⁴ Humphrey Funeral Home, *John Peter Conforzi, July 14, 1923 – March 25, 2024*, <https://www.humphreymiles.com/obituaries/John-Peter-Conforzi?obId=31066160> (accessed 1 August 2024)

⁸⁵ "[Golden Horseshoe Area, 1960-09-02] : [Flightline A17177-Photo 6]", McMaster University Digital Archive, [\[Golden Horseshoe Area, 1960-09-02\] : \[Flightline A17177-Photo 6\] | Digital Archive @ McMaster University Library](#), (accessed 22 July 2024)

In 1995, then property owner Ben Michaud subdivided Lot 87, Plan M6 into three lots.⁸⁶ Michaud seems to have been a land developer, as in 1998, he also subdivided land he owned in Burlington and years later, in 2017, he purchased the historic Parry Sound Railway Station.^{87, 88}



Plan 20R-11791, registered in July 1995, wherein Lot 87 of Plan M-6 was subdivided into three parcels, being, from left to right: 235 (Part 1), 231 (Part 2), and 225 Bronte Road (Part 3). Source: Town of Oakville, GIS.

⁸⁶ Plan 20R-11791, being a Plan of Survey of Lot 87, Registered Plan M-6, (Boundaries Act Plan 146), Town of Oakville, Regional Municipality of Halton, registered on 11 July 1995.

⁸⁷ The Corporation of the City of Burlington, By-law number 16-1998, being a by-law to exempt Part of Lots 1 and 3, Plan 125 as in 846902 from Part Lot Control – Scott Ben Michaud, File No. 510-04-21/97.

⁸⁸ The Corporation of the Town of Parry Sound, Council Meeting Minutes October 3, 2017, item 9.3.1 Sale of CN Station – 1 Station Road, Resolution 2017-169.

After Lot 87 was subdivided, Michaud sold off the three resulting parcels. The ownership of the three subject properties are as follows:

225 Bronte Road:

Scott Ben Michaud	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	1994-1998
Ina Margaret & Kenneth Willard Hodgkin	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	1998-2014
Recent owners	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	2014-2024
Current owners	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	2024-present

The Glendon House property at 231 Bronte Road:

Scott Ben Michaud	Plan M6 Part Lot 87; Plan 20R11791, Lot 87, Part 2#	1994-1995
George and Sally Bettencourt	Parcel 87-2, Section M6	1995-2003
Current owners		2003-present

235 Bronte Road:

Scott Ben Michaud	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	1994-1997
Jaqueline & Daniel Reed Chelin	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	1997-2000
John Frederick Grainger	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	2000-2011
Karen Lea Dyne & Gerhard Schuetz	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	2011-2016
Current owners	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	2016-present

In conclusion, the subject properties have cultural heritage value for the stone wall located on 225, 231 and 235 Bronte Road.

Contextual Value

The properties at 225, 231, and 235 Bronte Road have contextual value because they are physically, functionally, visually and historically linked to their surroundings, a low-density residential neighbourhood. Historically, the Bronte Road streetscape was defined by small to mid-sized homes on large lots, with moderate front yard setbacks. In the early years, many were the homes of fruit farmers who took advantage of the area's rich soil to establish small to mid-sized orchards which supplied soft fruit to the big city markets of Hamilton and Toronto. In recent decades, many of these large orchard properties have been subdivided, and larger contemporary homes have replaced land once ripe with apple and pear trees. The infill has changed the historic rhythm and character of the street. However, a few of these historic homes remain, including 231 Bronte Road, which along with the stone wall at 225, 231, and 235 Bronte Road, serve as important reminders of Bronte's late 19th and early 20th century residential development.

The conservation of the stone wall will ensure that this important streetscape will be retained and will continue to inform passersby of the area's history.



Aerial view of 225, 231, and 235 Bronte Road. Source: Town of Oakville, GIS



From left to right: 235, 231, and 225 Bronte Road. March 2024. Source: Town of Oakville, Planning Services staff photos



Looking east towards 231 Bronte Road, the Glendon House. 235 Bronte Road is to its left and 225 Bronte Road is to its right. March 2024. Source: Town of Oakville, Planning Services staff photo



Looking southeast towards, from left to right, 235, 231, and 225 Bronte Road, and their historic stone wall. June 2024.

Source: Google Street View



Looking northeast toward 231 Bronte Road, the grey house with the brick chimney. June 2024. Source: Google Street View

4. Evaluation under Ontario Regulation 9/06

Evaluation of the cultural heritage value of the subject properties are guided by the criteria outlined in the *Ontario Heritage Act's, Ontario Regulation 9/06: Criteria for Determining Cultural Heritage Value or Interest*. This Regulation outlines several criteria for determining whether a property is of cultural heritage value or interest. For a property to be designated under section 29 of the *Ontario Heritage Act*, it must meet two or more of these criteria, which are outlined below.

Ontario Regulation 9/06 Criteria	Evaluation	Criteria met (Y/N)
1. The property has design value or physical value because it:		
i. is a rare, unique, representative or early example of a style, type, expression, material or construction method;	The stone wall is a rare example of an early 20 th century fieldstone wall in Oakville.	Y
ii. displays a high degree of craftsmanship or artistic merit;	The properties do not display a high degree of craftsmanship or artistic merit.	N
iii. demonstrates a high degree of technical or scientific achievement.	The properties do not demonstrate a high degree of technical or scientific achievement.	N
2. The property has historical value or associative value because it:		
i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community;	The property has direct associations with the Bronte's late 19 th and early 20 th century residential and summer home development history, and with the area's early 20 th century agricultural practices.	Y
ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture;	The properties do not yield any significant information that contributes to an understanding of a community or culture.	N
iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer, or theorist who is significant to a community.	The properties do not demonstrate or reflect the work or ideas of any significant person.	N
3. The property has contextual value because it:		
i. is important in defining, maintaining, or supporting the character of an area;	The historic character of the area has been altered in recent decades.	N
ii. is physically, functionally, visually, or historically linked to its surroundings;	The property is physically, functionally, visually and historically linked to its surroundings, an early 20 th century middle class neighbourhood characterized by small to mid-sized homes built for Bronte Village's middle class. The Glendon House and stone wall give context to the surroundings as a summer home built for a middle-class Toronto merchant family.	Y
iii. is a landmark.	The properties are not landmarks.	N

5. Statement of Cultural Heritage Value or Interest

The subject properties at 225, 231, and 235 Bronte Road have been researched and evaluated to determine their cultural heritage value or interest according to the criteria outlined in Ontario Regulation 9/06. By using these criteria, staff have determined that the properties' cultural heritage value or interest merits designation under the *Ontario Heritage Act*.

Description of Property

The subject properties at 225, 231, and 235 Bronte Road are located on the east side of Bronte Road, north of Hixon Street, and south of Rebecca Street. The Glendon House property, located at 231 Bronte Road, contains a two-storey, circa 1910 vernacular frame house and a historic stone wall that spans the three subject properties at 225, 231, and 235 Bronte Road.

Design Value or Physical Value:

The Glendon House Stone Wall at 225, 231 and 235 Bronte Road has design and physical value as a representative example of an Arts and Crafts era field stone wall. The goal of the residential Arts and Crafts movement was to portray the home as a place of serenity, with a focus on the home as part of the natural environment. Natural materials such as brick, stone, stucco and wood were used in new dwellings and associated landscape elements. The subject stone wall is reflective of this design era with its natural field stone material, likely found on the property. The stone wall was less a functional structure and more a decorative one, grounding the house on the site and adding a natural, rustic aesthetic that was typical of the Arts and Crafts era. While there is a number of lakestone walls in the area, the Glendon Stone Wall remains one of the only, if not the only, field stone wall in Oakville.

Historical Value or Associative Value:

The Glendon House Stone Wall at 225, 231, and 235 Bronte Road has cultural heritage value because of its direct associations with the theme of late 19th and early 20th century residential and cottage development in Bronte. The wall is a physical reminder of the influx of middle and upper-middle class residents to the area, many of whom came to escape overcrowded big-city living conditions, either permanently or as temporary summer residents. Once part of a larger five-acre property, the properties also have cultural heritage value because of their direct associations with small-scale farming activities, specifically fruit farming. Property owners took advantage of the area's rich soil to establish small to mid-sized orchards which supplied soft fruit to the big city markets of Hamilton and Toronto.

Contextual Value:

The Glendon House Stone Wall at 225, 231, and 235 Bronte Road has contextual value because it is physically, functionally, visually and historically linked to its surroundings along Bronte Road. Historically, the Bronte Road streetscape was defined by small to mid-sized homes on large lots, with moderate front yard setbacks. In the early years, many were the homes of fruit farmers with small to mid-sized orchards. While infill has changed the historic rhythm of the street, a few of these historic homes remain, including 231 Bronte Road, which along with the stone wall at 225, 231, and 235 Bronte Road, serve as important reminders of Bronte's late 19th and early 20th century residential development.

Description of Heritage Attributes

Key attributes of the subject properties at 225, 231, and 235 Bronte Road, which exemplify their value for their early 20th century fieldstone wall, include the following:

- The low fieldstone wall and pillars that remain in their original pre-1995 location; and

- The design of the wall with curving slopes and square pillars, both topped by singular stones.

6. Conclusion

The subject properties located at 225, 231, and 235 Bronte Road meet three of the criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. It is therefore recommended that the properties be designated under Part IV, section 29 of the *Ontario Heritage Act*.

7. Sources

- Archives of Ontario
- Ashe, David and Joyce Burnell, *Oakville Street Names & Landmarks*. London, ON: Burnell Creighton Publishing, 2007.
- Bommarito, Sal, "Bridge opening a significant event for Oakville," *Oakville Beaver*, August 18, 1993. <http://news.ourontario.ca/109421/page/30?n=> (accessed July 11, 2024).
- Brimacombe, Philip, *The Story of Bronte Harbour*. Erin, Ontario: Boston Mills Press
- Blumenson, John, *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*. Canada: Fitzhenry & Whiteside.
- Bronte Historical Society
- Corporation of the City of Burlington, The
- Corporation of the Town of Parry Sound, The
- FamilySearch, www.familysearch.org
- Find a Grave
- "Glendon-Fuller." *The Windsor Star*, September 20, 1915. <https://windsorstar.newspapers.com/image/500238451/?match=1&terms=Glendon-Fuller> (accessed July 10, 2024).
- Humphrey Funeral Home. *John Peter Conforzi, July 14, 1923 – March 25, 2024*. <https://www.humphreymiles.com/obituaries/John-Peter-Conforzi?obId=31066160> (accessed August 1, 2024)
- Library and Archives Canada
- Mathews, Hazel. *Oakville and the Sixteen: The History of an Ontario Port*. Toronto, ON: Univ. of Toronto Press, 1953.
- McMaster University Digital Archive
- "Michael W. Glendon," *The Jarvis Record*, September 25, 1930. [1930_09_25_p01.pdf \(haldimandcounty.on.ca\)](http://www.haldimandcounty.on.ca/1930_09_25_p01.pdf) (accessed July 9, 2024).
- Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*. Toronto, ON: James Lorimer & Company Ltd., Publishers, 2004.
- Mississaugas of the Credit First Nation, Department of Consultation & Accommodation (DOCA)
- Oakville Historical Society
- Oakville Public Library
- Ontario Heritage Act, Reg. 9/06
- Ontario Ministry of Municipal Affairs and Housing, "A place to grow: growth plan for the greater golden horseshoe", 2020
- Ontario Ministry of Municipal Affairs and Housing, "Provincial Policy Statement", 2020
- ONLAND, Ontario Land Registry Access. Teranet Inc.
- OurOntario
- Pollock, Ken. *Bronte on Twelve Mile Creek*. Oakville, ON: Kelly Pollock Nemeth, 2017.
- Region Municipality of Halton, "Halton Region Official Plan", 2022
- Smith, William Henry, *Smith's Canadian Gazetteer: comprising Statistical and General Information Respecting all Parts of the Upper Province, or Canada West*, <https://archive.org/details/smithscanadianga00smit/page/n7/mode/2up>
- Stelter, Emma. "Debwewin: The Oakville truth project, Treaties 22 & 23, 1820"
- Toronto Commandery Hospice
- Toronto Public Library
- Town of Oakville, "Livable Oakville", 2009
- Town of Oakville, "North Oakville East Secondary Plan", 2023
- Town of Oakville, "North Oakville West Secondary Plan", 2023
- Town of Oakville, various departmental files including the Town's Heritage Register, policies, reports, imagery, and mapping
- Trafalgar Township Assessment Rolls, Oakville Public Library
- Turcotte, Dorothy. *Places and People on Bronte Creek*. Grimsby, ON: privately published, 1993.
- Vita Collections, [Oakville Businesses and Industries: A History of Oakville: Our Beautiful Town by the Lake: Multicultural Ontario Collections \(vitacollections.ca\)](http://www.vitacollections.ca/Oakville-Businesses-and-Industries-A-History-of-Oakville-Our-Beautiful-Town-by-the-Lake-Multicultural-Ontario-Collections)
- Walton Memorial United Church. *Walton Memorial United Church: 150 Years*. Oakville, Ont., privately published, 2000.

On November **, 2024, Oakville Town Council resolved to pass a Notice of Intention to Designate the following property under Section 29 of the *Ontario Heritage Act*, R.S.O. 1990, c. O.18, as amended, as a property of cultural heritage value and interest:

Glendon House Stone Wall
231 Bronte Road
PCL 87-2, SEC M6; PT LT 87, PL M6, PART 2, 20R11791; OAKVILLE

Description of Property

The subject property at 231 Bronte Road is located on the east side of Bronte Road, north of Hixon Street, and south of Rebecca Street. The property contains a historic stone wall that spans the three properties at 225, 231, and 235 Bronte Road.

Statement of Cultural Heritage Value or Interest

Design and Physical Value

The Glendon House Stone Wall at 231 Bronte Road has design and physical value as a representative example of an Arts and Crafts era field stone wall. The goal of the residential Arts and Crafts movement was to portray the home as a place of serenity, with a focus on the home as part of the natural environment. Natural materials such as brick, stone, stucco and wood were used in new dwellings and associated landscape elements. The subject stone wall is reflective of this design era with its natural field stone material, likely found on the property. The stone wall was less a functional structure and more a decorative one, grounding the house on the site and adding a natural, rustic aesthetic that was typical of the Arts and Crafts era. While there is a number of lakestone walls in the area, the Glendon Stone Wall remains one of the only, if not the only, field stone wall in Oakville.

Historical and Associative Value

The Glendon House Stone Wall at 231 Bronte Road has cultural heritage value because of its direct associations with the theme of late 19th and early 20th century residential and cottage development in Bronte. The wall is a physical reminder of the influx of middle and upper-middle class residents to the area, many of whom came to escape overcrowded big-city living conditions, either permanently or as temporary summer residents. Once part of a larger five-acre property, the properties also have cultural heritage value because of their direct associations with small-scale farming activities, specifically fruit farming. Property owners took advantage of the area's rich soil to establish small to mid-sized orchards which supplied soft fruit to the big city markets of Hamilton and Toronto.

Contextual Value

The Glendon House Stone Wall at 231 Bronte Road has contextual value because it is physically, functionally, visually and historically linked to its surroundings along Bronte Road. Historically, the Bronte Road streetscape was defined by small to mid-sized homes on large lots, with moderate front yard setbacks. In the early years, many were the homes of fruit farmers with small to mid-sized orchards. While infill has changed the historic rhythm of the street, a few of these historic homes remain, including 231 Bronte Road, which along with the stone wall at 225, 231, and 235 Bronte Road, serve as important reminders of Bronte's late 19th and early 20th century residential development.

Description of Heritage Attributes

Key attributes of the subject property at 231 Bronte Road, which exemplify its value for its early 20th century fieldstone wall, include the following:

- The low fieldstone wall and pillars that remain in their original pre-1995 location; and
- The design of the wall with curving slopes and square pillars, both topped by singular stones.

Any objection to this designation must be filed no later than December **, 2024. Objections must be directed to the Town Clerk at townclerk@oakville.ca or 1225 Trafalgar Road, Oakville, Ontario L6H 0H3. The objection must include the reasons for the objection and all relevant facts.

Further information respecting this proposed designation is available from the Town of Oakville. Any inquiries may be directed to Carolyn Van Sligtenhorst, Supervisor of Heritage Conservation at 905-845-6601, ext.3875 (TTY 905-338-4200), or by email at carolyn.van@oakville.ca.

Issued at the Town of Oakville on November **, 2024.

DRAFT

REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: Notice of intention to designate – 235 Bronte Road – November 25, 2024

LOCATION: 235 Bronte Road

WARD: Ward 1

Page 1

RECOMMENDATION:

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Glendon House Stone Wall at 235 Bronte Road.

KEY FACTS:

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

- As part of the Heritage Designation Project 2023-2025, Heritage Planning staff has evaluated the subject property and consider it worthy of conservation and heritage designation.
- Staff is recommending that the subject property be designated under section 29, Part IV of the *Ontario Heritage Act* and that a notice of intention to designate be issued by Council for the property.

BACKGROUND:

In October 2022, Ontario's Ministry of Municipal Affairs and Housing introduced Bill 23, *More Homes Built Faster Act, 2022*. The bill included several amendments to the *Ontario Heritage Act*, including a two-year time limit for listed properties to remain on municipal heritage registers. In early 2023, Policy Planning & Heritage initiated the Heritage Designation Project 2023-2025 to designate approximately 80 listed properties prior to their required removal from Oakville's Heritage Register on January 1, 2025. The subject property of this report was included as a priority within that list.

In June 2024, Bill 200, *Homeowner Protection Act, 2024*, was passed. This bill extended the two-year time limit for existing listed properties to remain on municipal heritage registers from January 1, 2025 to January 1, 2027. While these additional

two years are beneficial, staff is continuing the work of the Heritage Designation Project 2023-2025 with the original project timeline, based on staff resources.

A location map for the subject property is attached as Appendix A. A Cultural Heritage Evaluation Report (CHER) has been prepared by staff for the property and is attached as Appendix B. A draft Notice of Intention to Designate has also been prepared by staff and is attached as Appendix C.

COMMENT/OPTIONS:

The Province of Ontario has made a clear commitment to the conservation of significant cultural heritage resources through its legislation and policies, including the *Ontario Heritage Act* (2021), the *Planning Act* (1990, as amended) and the Provincial Policy Statement (2024).

The OHA sets out the procedures for evaluating and protecting heritage resources at the provincial and municipal levels. This includes the use of Ontario Regulation 9/06 as the means for determining if a property has cultural heritage value.

This commitment to heritage conservation continues at the regional and municipal level through supportive objectives and directions outlined in the Region of Halton Official Plan and the town's Livable Oakville Plan and North Oakville East and West Secondary Plans.

In accordance with the OHA, a property must meet at least two criteria of Ontario Regulation 9/06. The property at 235 Bronte Road has been evaluated using these criteria. Staff considers the property to meet at least two or more of these criteria, and it therefore merits designation under section 29, Part IV of the OHA. The attached Cultural Heritage Evaluation Report provides more details on the cultural heritage value of the property.

Also attached is a draft Notice of Intention to Designate. This provides a clear outline of the property's cultural heritage value and the heritage attributes recommended for protection and conservation through a future designation by-law.

A separate staff report recommending designation of the property at 235 Bronte Road was presented to the Heritage Oakville Advisory Committee on October 29, 2024. The Committee supported the designation of the property.

CONSIDERATIONS:

(A) PUBLIC

If notice is to be issued for the designation of the property, notice will be given in accordance with the town's *Ontario Heritage Act* Alternative Notice Policy.

(B) FINANCIAL

There are no financial considerations.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The Legal department will be consulted on the designation as necessary.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses Council's strategic priorities: Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION

A Climate Emergency was declared by Council in June 2019 for the purposes of strengthening the Oakville community commitment in reducing carbon footprints. The retention and conservation of this historic building through heritage designation contributes to the town's initiatives to reduce carbon footprints.

APPENDICES:

Appendix A – Location Map

Appendix B – Cultural Heritage Evaluation Report

Appendix C – Draft Notice of Intention to Designate

Prepared by:

Carolyn Van Sligtenhorst, CAHP, MCIP, RPP
Supervisor, Heritage Conservation

Recommended by:

Kirk Biggar, MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:

Gabe Charles, MCIP, RPP
Director, Planning and Development

APPENDIX A



0 20 40 80
Meters

235 BRONTE RD

LOCATION



SUBJECT LANDS

Community Development Commission

Cultural Heritage Evaluation Report
Glendon House Stone Wall
225, 231, and 235 Bronte Road, Oakville, Ontario



231 Bronte Road, 2024. Source: Town of Oakville, Planning Services staff photo

Town of Oakville
Heritage Planning
Authors: Elaine Eigl, Carolyn Van Sligtenhorst
August 2024

1. Executive Summary

The purpose of this Cultural Heritage Evaluation Report, or CHER, is to determine if the subject properties merit designation under Part IV, section 29 of the *Ontario Heritage Act* (OHA). A Cultural Heritage Evaluation Report (CHER) provides an overview of a subject property based on primary and secondary research and visual inspection of the property. It also includes an evaluation against the prescribed criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. This CHER also includes a draft Statement of Cultural Heritage Value or Interest and identification of heritage attributes.

The designation of heritage properties is legislated by the OHA and is supported at a provincial level by the Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2019). The conservation of cultural heritage resources is also supported by the Region of Halton Official Plan, the Livable Oakville Plan, the North Oakville East Secondary Plan, and the North Oakville West Secondary Plan.

The subject properties at 225, 231, and 235 Bronte Road are located on the east side of Bronte Road, north of Hixon Street (formerly Hickson Street), and south of Rebecca Street. The subject properties are located within the territory covered by Treaty 22, which was signed in 1820 between the Mississaugas and the British Crown.

225 Bronte Road was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for "its potential cultural heritage value for its stone wall formerly associated with 231 Bronte Road (stone wall only – other structures not included)". 231 Bronte Road was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for its circa 1920 house. And, 235 Bronte Road was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for "its potential cultural heritage value for its stone wall formerly associated with 231 Bronte Road (stone wall only – other structures not included)".

This CHER has evaluated the subject properties in accordance with the requirements of the OHA and finds that they meet three of the criteria of Regulation 9/06 for the stone wall on each of the properties. It is therefore recommended that the subject properties be designated under Part IV, section 29 of the OHA.

The findings presented in this report are based on professional research and guidance. Future discovery of additional sources or interpretations may affect the conclusions.

2. Subject Property

The subject properties at 225, 231, and 235 Bronte Road are located on the east side of Bronte Road, north of Hixon Street (formerly Hickson Street), and south of Rebecca Street, within the territory covered by Treaty 22, which was signed in 1820 between the Mississaugas and the British Crown. Historically, the properties made up part of the land identified in William Hawkins' 1834 *Plan of the village of Bronte on Twelve Mile Creek* as part of Lots 22 and 28 in the 6th Range, on the east side of Bronte Road. 231 Bronte Road contains a circa 1910, two-storey vernacular frame house, not currently recommended for designation, and all three properties contain a historic stone wall, which is recommended for designation as part of this report.



Location map: Subject properties are outlined in blue. June 2024. Source: Town of Oakville GIS

Legal description of 225 Bronte Road: PCL 87-1, SEC M6; PT LT 87, PL M6, PART 3, 20R11791; OAKVILLE

Legal description of 231 Bronte Road: PCL 87-2, SEC M6; PT LT 87, PL M6, PART 2, 20R11791; OAKVILLE

Legal description of 235 Bronte Road: PCL 87-1, SEC M6; PT LT 87, PL M6, PART 1, 20R11791; OAKVILLE

3. Background Research

Design and Physical Value

Along Bronte Road, the three properties at 225, 231, and 235 Bronte Road are demarcated by a low stone wall. The wall is made of local fieldstone and is broken into different sections with curved slopes that rise up to square stone columns and sugar maple trees, which demarcate these sections. The wall is topped by single stones, creating a decorative look that resembles a string of beads. Its design and materials are in keeping with the Arts and Crafts era, using natural and local materials that would have helped ground the new house in its natural setting when it was constructed.

The Arts and Crafts movement, which inspired Craftsman architecture, began in Britain as a reaction to the rapid growth of industry and the dehumanization of society that resulted from the sudden restructuring of the population to accommodate large factories.¹ The movement spread to North America and many structures built between 1890 and 1940 demonstrate Arts and Crafts influenced architectural details.² Generally, the goal of the residential Arts and Crafts movement was to portray the home as a place of serenity, with a focus on the home as part of the natural environment.³ Natural materials such as brick, stone, stucco and wood were used in new dwellings and associated landscape elements.

The subject stone wall is reflective of this design era with its natural field stone material, likely found on the property, which was originally a larger, more rural site. The stone wall was less a functional structure and more a decorative one, grounding the house on the site and adding a natural, rustic aesthetic that was typical of the Arts and Crafts era. Given that the property was originally used as a cottage, this pastoral appearance would have been a deliberate choice for the owners.

The entirety of the wall originally belonged to the Glendon House property, which historically included all three lots before it was severed in 1995. It was likely built during Michael Glendon's ownership between 1908 and 1924. Today, the Glendon House property at 231 Bronte Road includes matching stone pillars flanking a metal pedestrian gate. The pillars are topped by vertical stones, matching those on the rest of the wall. An opening between two trees provides access for a driveway; this was originally a continuous stone fence until it was opened up to accommodate the existing driveway after the severance in 1995.



231 Bronte Road, March 2024. Source: Town of Oakville, Planning Services staff photos

¹ Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*, pg. 101

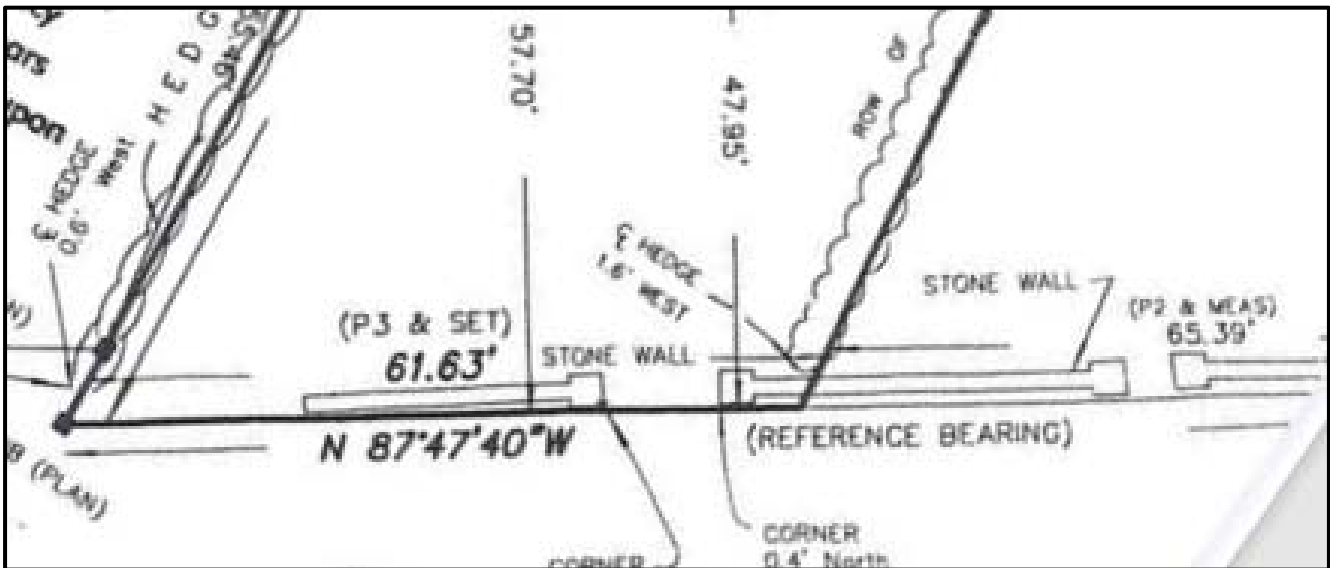
² Blumenson, John. *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*, pg. 102

³ Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*, pg. 105

The property at 235 Bronte Road has two sets of stone pillars for two driveway entrances; the south set was original to the Glendon House property, and likely the original primary vehicular entrance for the house. The north set of columns was constructed after the 1995 severance, likely using stone salvaged from the portion of wall removed at 231 Bronte Road; the materials and style of the columns match the remainder of the stone wall. All four columns are topped by contemporary gargoyle figures.



235 Bronte Road, March 2024. Source: Town of Oakville, Planning Services staff photos

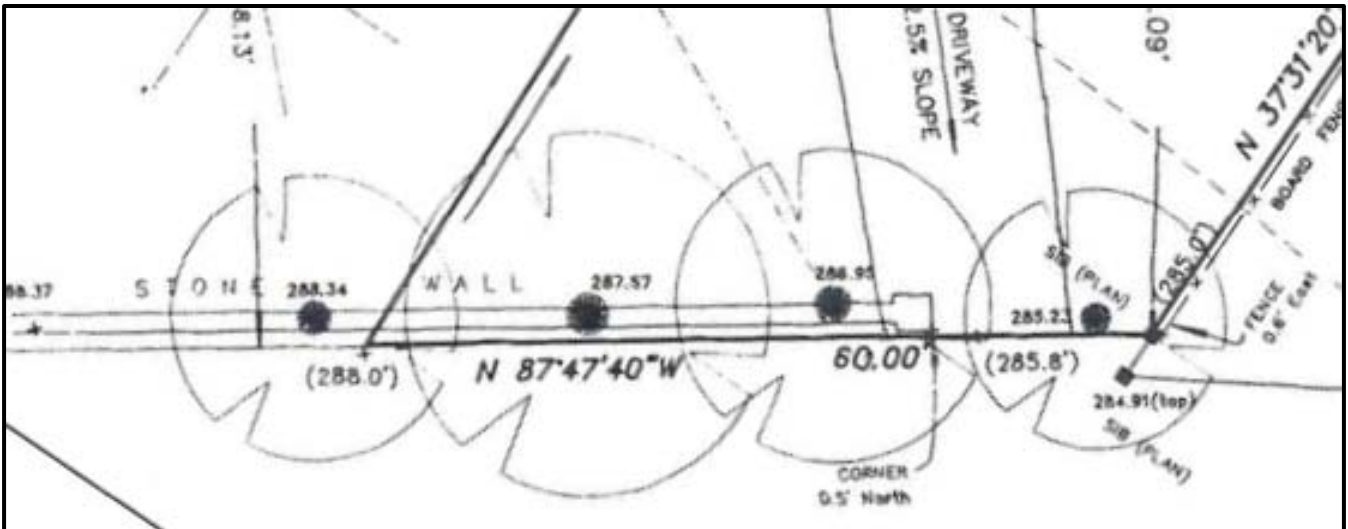


1997 survey of 235 Bronte Road showing the wall and columns as they existed at that time on both 235 and 231 Bronte Road. Source: Town of Oakville Building Services files.

At 225 Bronte Road, the original stone fence and one column remain. The new driveway was installed in the original opening on the south side of the property. A small section of fence appears to have been constructed next to the tree south of the driveway.



225 Bronte Road, March 2024. Source: Town of Oakville, Planning Services staff photos



1997 survey of 225 Bronte Road showing the wall and columns as they existed at that time on both 231 and 225 Bronte Road. Source: Town of Oakville Building Services files.

The aerial view below is marked up to show the original configuration of the stone wall and columns:



Aerial view of 225-231-235 Bronte Road. Source: Town of Oakville GIS



A panoramic view of 225, 231, and 235 Bronte Road showing the extent of the stone wall and pillars. March 2024.
Source: Town of Oakville, Planning Services staff photos

While there is a number of lakestone walls in the area, the Glendon House Stone Wall remains one of the only, if not the only, field stone wall in Oakville. Field stone as a building material is more typically found on rural properties away from Lake Ontario, where lakestone could be found. The subject stone wall is unique as a decorative residential landscape wall built of fieldstone.

Historical and Associative Value

The subject properties at 225, 231, and 235 Bronte Road are located within the traditional territory of the Mississaugas of the Credit First Nation (MCFN or simply “the Mississaugas”). In 1805, the Mississaugas and the Crown reached a provisional agreement in which the Mississaugas ceded almost 71,000 acres of land. In return they were given £1000 of trade goods; were promised the sole right of the fisheries in the Twelve Mile Creek (Bronte Creek) and Sixteen Mile Creek along with the possession of each creek’s flats; and they reserved the sole right of fishing at the Credit River and retained a 1-mile (1.61 kilometre) strip of land on each of its banks.⁴



Samuel Wilmot’s Trafalgar, Plan of the Second Township, In the Tract of Land lately Purchased from the Mississauga [sic] Indians. Source: Archives of Ontario, Trafalgar District of Gore, Partial, June 1806

The agreement was negotiated when the Mississaugas were experiencing duress due to land encroachment, the depletion of fish stocks, and a population that was in severe decline.⁵ This put the Mississaugas into “a more

⁴ Mississaugas of the Credit First Nation, “Head of the Lake Treaty, No. 14 (1806).” *Mississaugas of the Credit First Nation*, <https://mncfn.ca/head-of-the-lake-treaty-no-14-1806/> (accessed November 4, 2020).

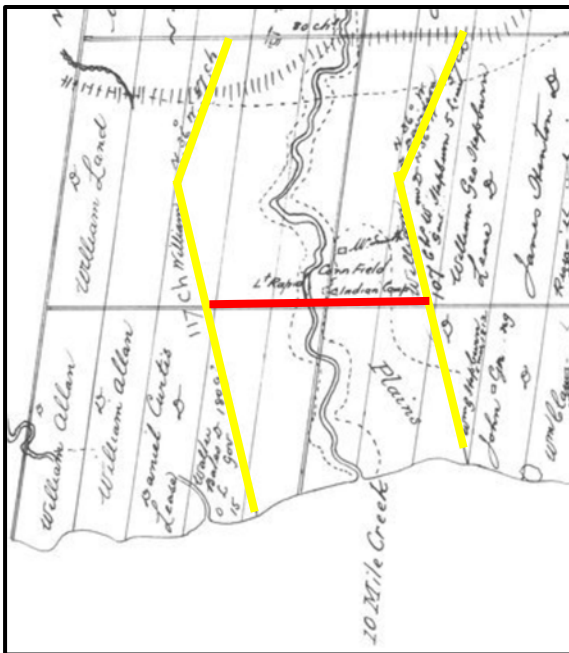
⁵ Emma Stelter. *Friendship, Peace and Respect For All Future Generations*, Debwevin: The Oakville Truth Project, Feb. 2023, pg. 7.

compromised position” from which to negotiate.⁶ The agreement was formalized with the signing of the Head of the Lake Treaty, No. 14, on September 5, 1806.⁷

In June 1806, three months before Treaty No. 14 was finalized, Deputy Provincial Surveyor, Samuel Street Wilmot completed his plan called “*Trafalgar, Plan of the Second Township, In the tract of Land lately Purchased from the Mississauga [sic] Indians*”. The survey was completed to facilitate European settlement. Unusually, Wilmot’s plan does not show the land to be set aside for the Mississaugas along the Twelve and Sixteen Mile Creeks, possibly because it was completed before the treaty was finalized.

Settlers started arriving in the area circa 1806, around the time Wilmot was undertaking his survey. After the area was surveyed, settlements were established throughout Trafalgar Township. In the southern part of the township the villages of Oakville and Bronte began to grow at the mouths of Sixteen Mile Creek and Twelve Mile Creek, respectively.

In February 1820, fourteen years after signing Treaty No. 14, the Mississaugas and the Crown entered into a subsequent treaty, Treaty No. 22, which stipulated that in exchange for ceding “about 20,000” acres of their land to the Crown, the Mississaugas would receive a 200-acre parcel of land on the Credit River, and the proceeds from the sale of the remaining lands on the Twelve and Sixteen Mile Creeks would be “used to instruct the Mississaugas in the rudiments of the Christian religion and to provide education for their children.”⁸



On the 1806 plan (left), the lands covered by Treaty No. 22 lay between the two yellow lines. The future village of Bronte, including the location of the subject property, was subsequently established upon the area lying roughly within Lots 29 to 32, in the 4th (or Broken Front) Concession South of Dundas Street (SDS), within the land that lies under the red line.

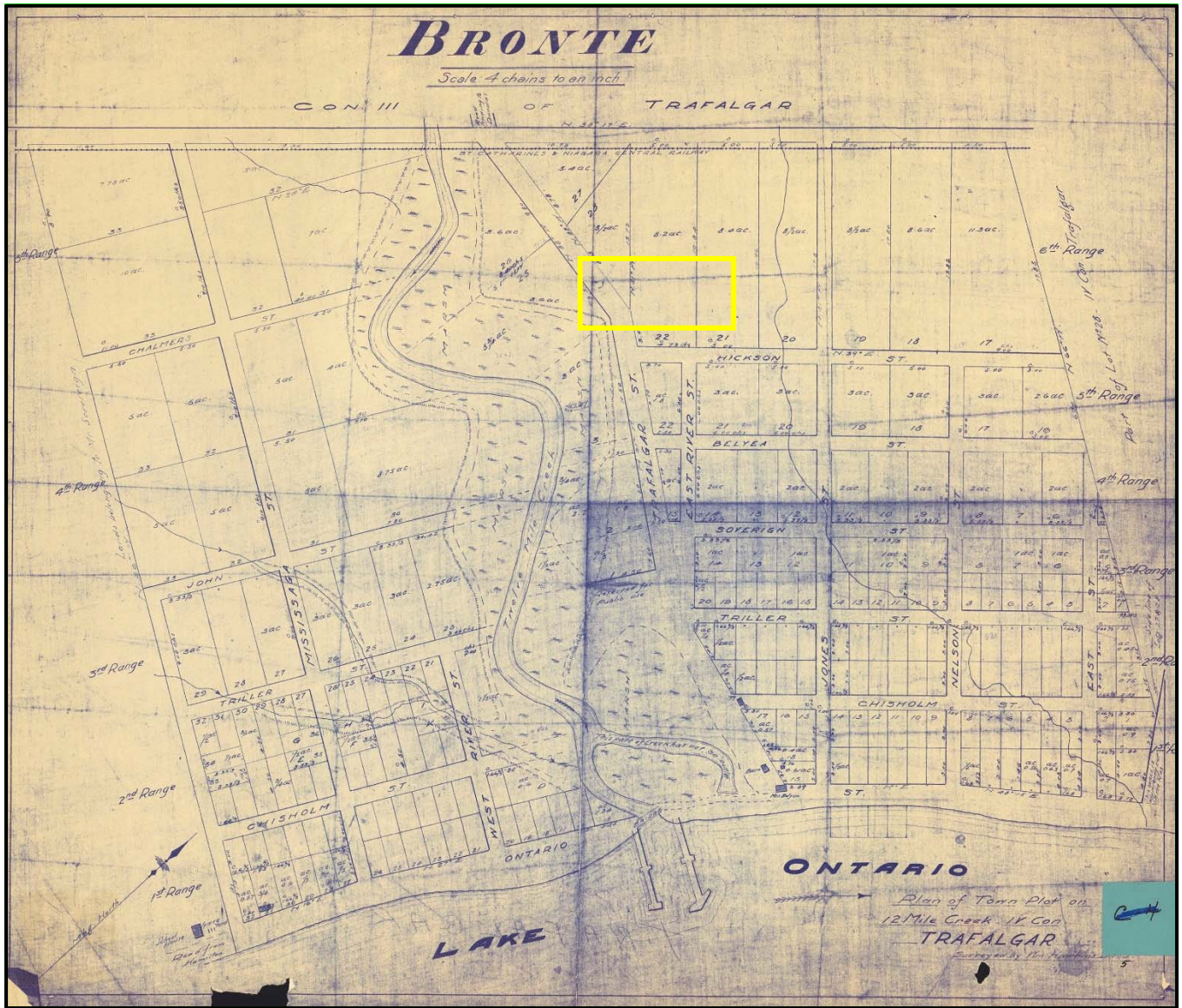
In 1834, fourteen years after the Mississaugas had ceded their lands along the Twelve and Sixteen Mile Creeks and the Credit River, Deputy Provincial Surveyor William Hawkins was instructed to survey the lands along Twelve Mile Creek. The result was his *Plan of the village of Bronte on Twelve Mile Creek, con. 4, Trafalgar Township*. With this new survey, the lands upon which the subject property lies became part of Lots 22 and 28, in the 6th Range east of Twelve Mile Creek, on the east side of Trafalgar Street which was later renamed Bronte Road.

Detail of survey showing the tract of land set aside for the Mississaugas along Twelve Mile Creek, later Bronte Creek. (Wilmot, 1806).
Source: Archives of Ontario, Trafalgar District of Gore, Partial, June 1806

⁶ Emma Stelter. *Friendship, Peace and Respect For All Future Generations*, 7.

⁷ Ibid, 10.

⁸ “12 Mile Creek, 16 Mile Creek and Credit River Reserves, Treaty Nos. 22 and 23 (1820).” *Mississaugas of the Credit First Nation*, <https://mncfn.ca/12-mile-creek-16-mile-creek-and-credit-river-reserves-treaty-nos-22-and-23-1820/> (Accessed March 21, 2024).



William Hawkins' 1834, *Plan of Town Plont on 12 Mile Creek, IV Con, Trafalgar*.⁹ 225, 231, and 235 Bronte Road lay within part of Park Lots 22 and 28 on the east side of Trafalgar Street (now Bronte Road), roughly in the area highlighted in yellow.
 Source: Library and Archives Canada

In 1849, Smith's Canadian Gazetteer described Bronte as a "small Village in the township of Trafalgar, on the Lake Shore Road, seven miles from Wellington Square, situated on the Twelve-mile Creek. It contains about 100 inhabitants, grist and saw mills, one store, two taverns, one waggon maker, one blacksmith, one cabinet maker."¹⁰ By the 1850s, the village had two operating hotels, the Triller House Hotel and Thompson's Hotel, a

⁹ *Plan of the village of Bronte on Twelve Mile Creek, con. 4, Trafalgar Township.* / Wm. Hawkins, D.P.S. © Government of Canada. Reproduced with the permission of Library and Archives Canada (2023). *Library and Archives Canada/Department of Indian Affairs and Northern Development fonds/e011205647*

¹⁰ Smith, William Henry, *Smith's Canadian Gazetteer: Comprising Statistical and General Information Respecting All Parts of the Upper Province, Or Canada West ... With a Map of the Upper Province*, Toronto, Published for the author by H. Rowsell, p. 21, https://books.google.ca/books?id=GkszAQAAIAAJ&printsec=frontcover&source=gbs_ge_summary_r&cad=0#v=onepage&q=Bronte&f=false (accessed 16 August 2021)

blacksmith shop and the basket factory.^{11, 12} Bronte Post Office was built in 1851. By 1856, the harbour was completed and two years later, “one of the largest grist mills in the province”, Bronte Steam Mill, opened.^{13, 14}



Undated postcard showing Twelve Mile Creek and its flats. Source: Bronte Historical Society

Early Bronte settlers included the Thompson family, who were described as “one of the oldest and most respected” in Halton County, and the Triller family who built the first mill on Sixteen Mile Creek, and for whom Triller Street, later Lakeshore Road West, and Triller Place were named.^{15, 16, 17}

Bronte has a rich and distinct history. In many ways, it is very different from old Oakville. Canadian author, Mazo de la Roche captured the difference in her book, *Possession*, describing Oakville as “sedate, respectable, and very different from the rowdy, good-humoured poverty of Bronte.”¹⁸ Compared to the wealth found in neighbouring Oakville, Bronte was a relatively modest working-class community. Many residents were day labourers who learned to wear many hats, doing anything they could to make ends meet. Although some felt shame in their poverty, Bronte developed as a proud, tight-knit, hard working community.

¹¹ The Village of Bronte: Preserving the Past, *Timeline*, [Timeline: The Village of Bronte: Preserving the Past: Multicultural Ontario Collections \(vitacollections.ca\)](https://www.vitacollections.ca) (accessed 17 August 2021)

¹² Wark, Ross. “Bronte: Ever Growing, Ever Changing,” *The Oakville Historical Society Newsletter*, Oakville Historical Society, March 2012, p. 4.

¹³ The Village of Bronte: Preserving the Past, *Timeline*, [Timeline: The Village of Bronte: Preserving the Past: Multicultural Ontario Collections \(vitacollections.ca\)](https://www.vitacollections.ca) (accessed 17 August 2021)

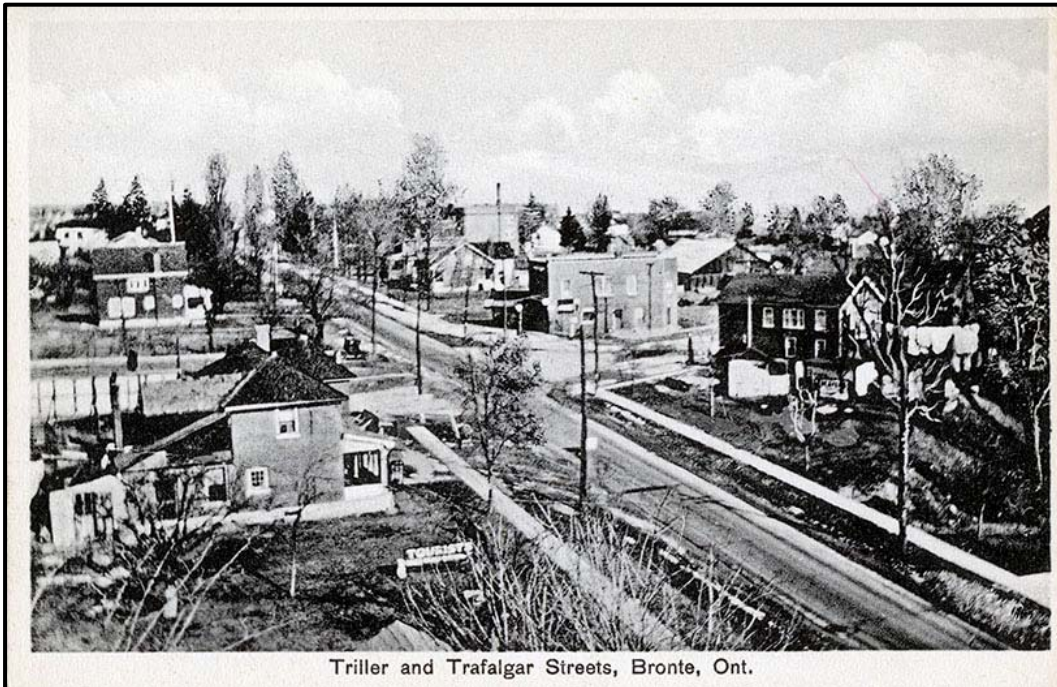
¹⁴ Wark, Ross. “Bronte: Ever Growing, Ever Changing,” *The Oakville Historical Society Newsletter*, Oakville Historical Society, March 2012, p. 4.

¹⁵ Oakville Historical Society, “Family Reunion,” an undated and unattributed newspaper clipping dating to circa 1909. OHS item #1996.26.126K.

¹⁶ Mathews, Hazel. “Chapter 6: The Rising Tide.” *Oakville and the Sixteen: The History of an Ontario Port*, Univ. of Toronto Press, Toronto, 1971, p. 180.

¹⁷ Town of Oakville, Planning Services file, *Oakville Street Name Origins*

¹⁸ Oakville Memories: Old & New: *Bronte Boys (1920s-1950s)*, [Bronte Boys \(1920s - 1950s\): Oakville Memories: Old & New: Oakville Images \(halinet.on.ca\)](https://www.halinet.on.ca) (accessed 16 January 2022)

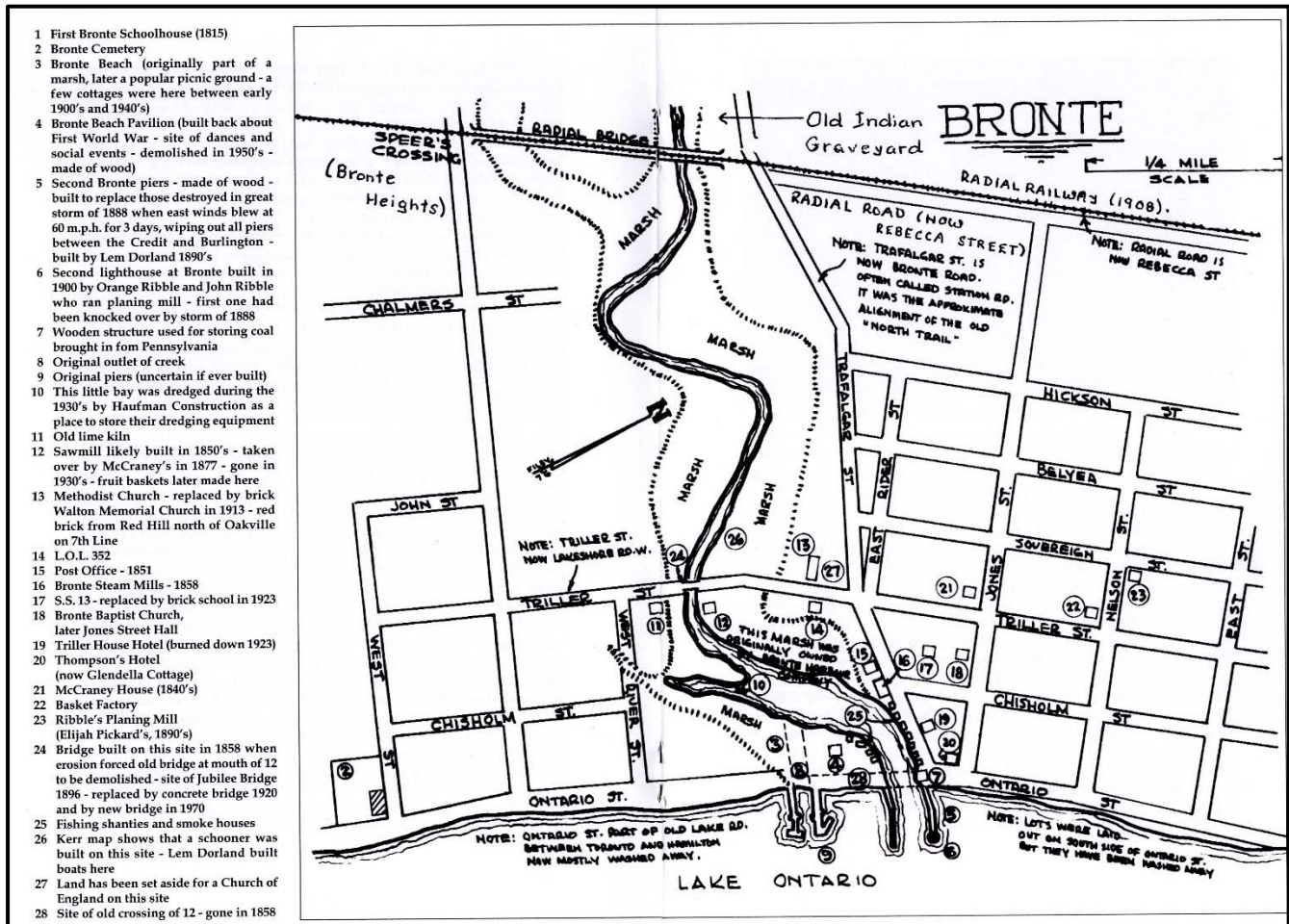


Triller and Trafalgar Streets, Bronte, Ont.

Triller and Trafalgar Streets, later renamed Lakeshore and Bronte Roads respectively, undated. *Source: Town of Oakville Heritage Planning files.*



Hand tinted photograph showing a fishing schooner beside fishing sheds, the 3 storey Bronte Steam Mills on the left, and the Triller House Hotel, identifiable by its cupola, on the right. Circa 1910. *Source: Town of Oakville Heritage Planning files.*



Bronte Village map from *The History of Bronte Village*, 1976. The village east of the creek was dominated by industrial and commercial concerns while the west side of the village, west of the creek, was predominantly the location of residences and cottages.

Source: Philip Brimacombe

Lifelong resident, Bill Cudmore recalled the poverty many in Bronte experience during the early 20th century, explaining that residents' dark humour helped them get through the hardship and rugged times. Cudmore recalled that life on the family farm included chores "like cutting asparagus before school and milking the cows after school."¹⁹ As a teenager, he signed on to Jack Osborne's fishing boat, describing fishing as "a dirty, cold, hard, miserable, mean way to make a living," adding that there was "nothing nice about it."²⁰ "Bronte, as I remember it, was a working class village, where the object of most people was to have a job tomorrow - clean some nets, paint a house, or maybe get a job at the basket factory for a week. It was looked on by Oakville as a low class area," Bill recalled.²¹

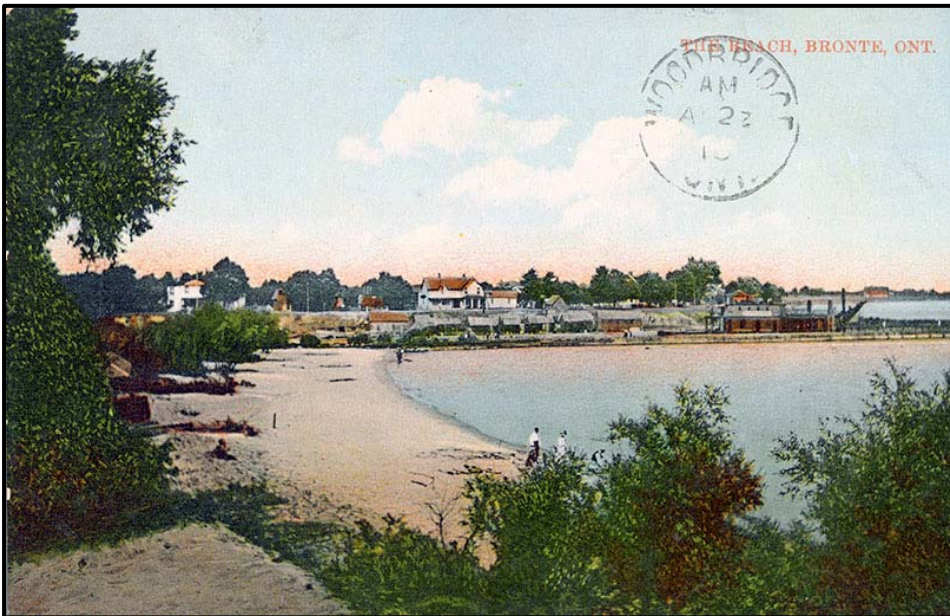
Another lifelong Bronte resident, Ken Pollock knows firsthand how cruel the lake can be. He remembers his father and uncles, "fishermen and mariners to the bone," would be "up before dawn and out on the lake, winter and summer, just to make ends meet."²²

¹⁹ Oakville Memories: Old & New: *Bronte Boys (1920s-1950s)*
²⁰ Ibid.
²¹ Ibid.
²² Ibid.



Bronte Harbour, 1910. Source: *Town of Oakville Heritage Planning files.*

By the mid-20th century, many people remembered Bronte as being a wonderful place in which to live and grow up. A former resident described their experience of the village as a “very small town where everyone knew each other.”²³ There were farms and open fields, and the beach was nearby without fences between properties, allowing children large areas in which to roam.²⁴ People lived in small homes and made do.



Undated image of a postcard of “The Beach” at Bronte, Ontario. Source: *Town of Oakville Heritage Planning files.*

²³ Interview, Bronte Historical Society volunteer, 20 October 2021

²⁴ *Ibid.*

Beginning in the early days of the 20th century and continuing into the period between the two World Wars, as the local commercial fishing industry was winding down, Bronte enjoyed a period of popularity as a summer resort area. Small cottages were developed around the lakefront and some local homeowners even left the area for the summer months, renting their homes to vacationing Torontonians to earn extra income.²⁵ Soon, summer cottagers, some from as far away as Texas, were enjoying the area's fresh air, cool lake breezes, and Bronte Beach. While the area west of the harbour was developed with these cottages, the residential area on the east side of the harbour remained home to local working-class families.

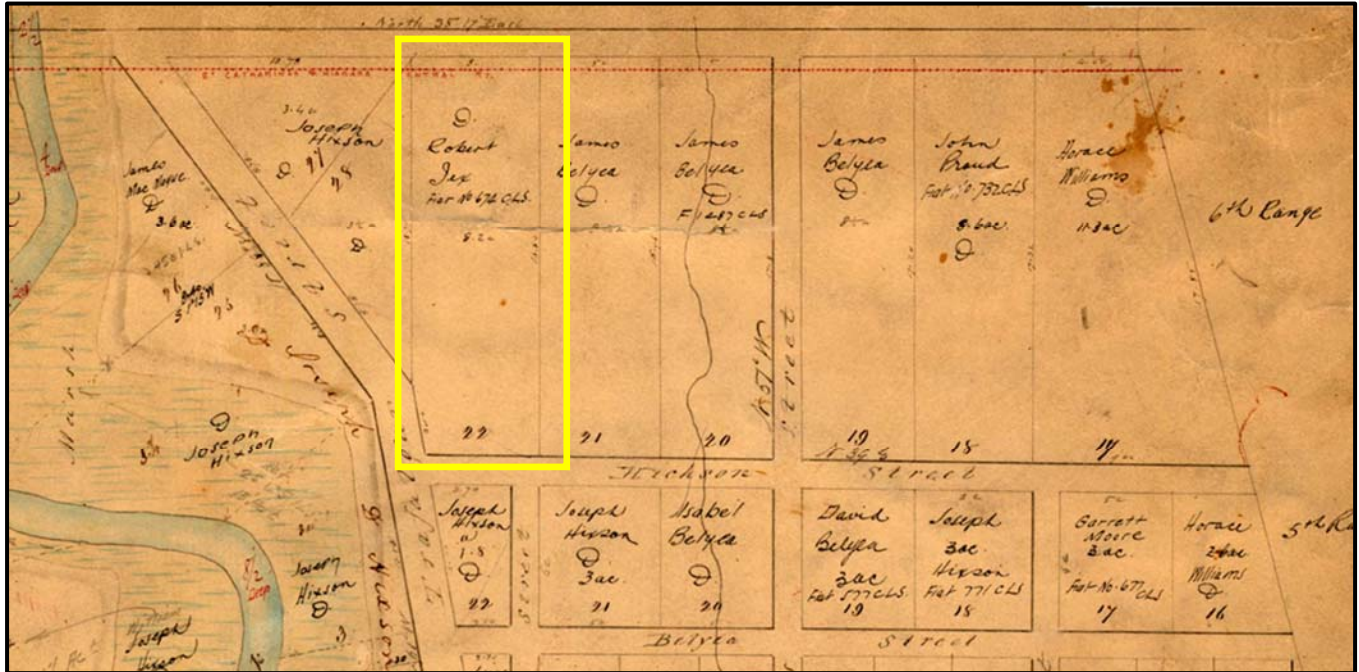
Below is a summary of the owners of the properties from the Crown patent until 1994, when Scott Ben Michaud purchased the property upon which the three subject properties are located. In 1995, Michaud subdivided Lot 87, Plan M-6, into three separate parcels, the configuration which exists today. Individual ownership summary charts showing all transactions after Michaud subdivided the lot, up to and including the current owners, follow later in the report.

Some owners held the property for relatively short periods of time. In many cases, information about the purchasers was limited to only that contained within the real estate transaction documents. As such, not all owners will be discussed in the CHER. Rather, the focus will be on persons of note, with a focus on the most likely candidate to have built, or commissioned the construction of, the property's building or buildings; on anyone who was significant to the community; or on anyone who lived on the subject property for an extended period of time.

Name of Owner(s)	Acreage or Lot	Years of Ownership
Crown	Lot 22	1820-1837
Robert Jex	Park Lot 22	1837-1837
Edward B. Palmer	Park Lot 22	1837-1844
James Thompson	Park Lot 22	1844-1868
Catharine Thompson, widow of James Thompson	Park Lot 22	1868-1868
Jane Adora McWayne	Park Lot 22	1868-1875
Wallis Walton	Park Lot 22	1875-1894
Emmanuel Walton	Lot 22 & other land	1894-1904
Charles Henry Gilbert	Lot 22 & other land	1904-1908
Michael William Glendon	Part of Park Lots 22 & 28	1908-1924
Emma Pearl Yapp	Part of Park Lots 22 & 28	1924-1933
Frederick Henry Yapp	Part of Park Lots 22 & 28	1933-1940
Charles Rosendale & Douglas Woodhall Brown	Part of Park Lots 22 & 28	1940-1946
Olive Alma Hyslop	Part of Park Lots 22 & 28	1946-1947
Kathleen Julia Wotherspoon	Part of Park Lots 22 & 28	1947-1951
Peter and Concetta Conforzi	Part of Park Lots 22 & 28 (4.92 acres)	1951-1963
Concetta Conforzi	Part Lot 28 & another lot	1963-1963
John Peter Conforzi, Alfred, and Edward Conforzi	Part Lot 28 & another lot	1963-1963
Hendrik and Cornelius Van Alphen	Part Lot 28 & another lot	1963-1968
Charles William Ronald & Alice Audrey Scott	Parcel 87-1, Section M-6, being Lot 87, Plan M-6	1968-1994
Scott Ben Michaud	Plan M6 Part Lot 87; Plan 20R11791, Lot 87, Part 2#	1994-1995, 1997, and 1998

²⁵ Town of Oakville, *Heritage Research Report: 3065 Seneca Drive*, 2011, 4.

In August 1837, the Crown granted Lot 22 north of Hixon Street to Robert Jex, who two weeks later sold the property to Edward B. Palmer.^{26,27} Edward Palmer (ca.1800-1847), was one of the founders of the Bronte Harbour Company, and likely the same person who William Chisholm, the founder of Oakville, commissioned to draw the 1835, *Plan of Oakville, Township of Trafalgar, Upper Canada*.^{28,29} Palmer Avenue in Oakville is likely named after him.³⁰ In 1844, Edward Palmer sold the 8-acre Park Lot 22 to James Thompson.³¹



Detail of the 1848 plan of Bronte. Lot 22 on the north side of Hickson Street (later Hixon Street) is highlighted in yellow. Robert Jex was the Crown Patentee. Source: *Town of Oakville Heritage Planning files*.

James Lockwood Thompson (1797-1845), his wife Catherine (nee Triller) Thompson (1788-1868), and their daughter Jane Adora (nee Thompson) McWayne (ca.1825-1921), were long-term owners of the land within which the subject property lies. Between the three of them, they owned the land for 31 years, between 1844 and 1875.

James Thompson was born in Roscommon, Ireland and was a travelling salesman.^{32,33} Catharine Thompson was a member of the Triller family.³⁴ The Thompson and Triller families were some of the earliest to settle in

²⁶ LRO Patent, dated 29 August 1837, between the Crown and Robert Jex.

²⁷ LRO Instrument #814 being a Bargain and Sale dated 13 September 1837, between Robert Jex and Edward B. Palmer.

²⁸ Dorothy Turcotte, *Places and People of Bronte Village* (Grimsby, Ontario, 1993), 85.

²⁹ "Find a Grave Index," database, FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:6K1Y-94B6> : 14 September 2023), Edward Barrow Palmer, ; Burial, Toronto, Toronto Municipality, Ontario, Canada, Mount Pleasant Cemetery; citing record ID 251642164, Find a Grave, <http://www.findagrave.com>.

³⁰ David Ashe and Joyce Burnell, *Oakville Street Names & Landmarks* (London, ON: Burnell Creighton Publishing, 2007), 77.

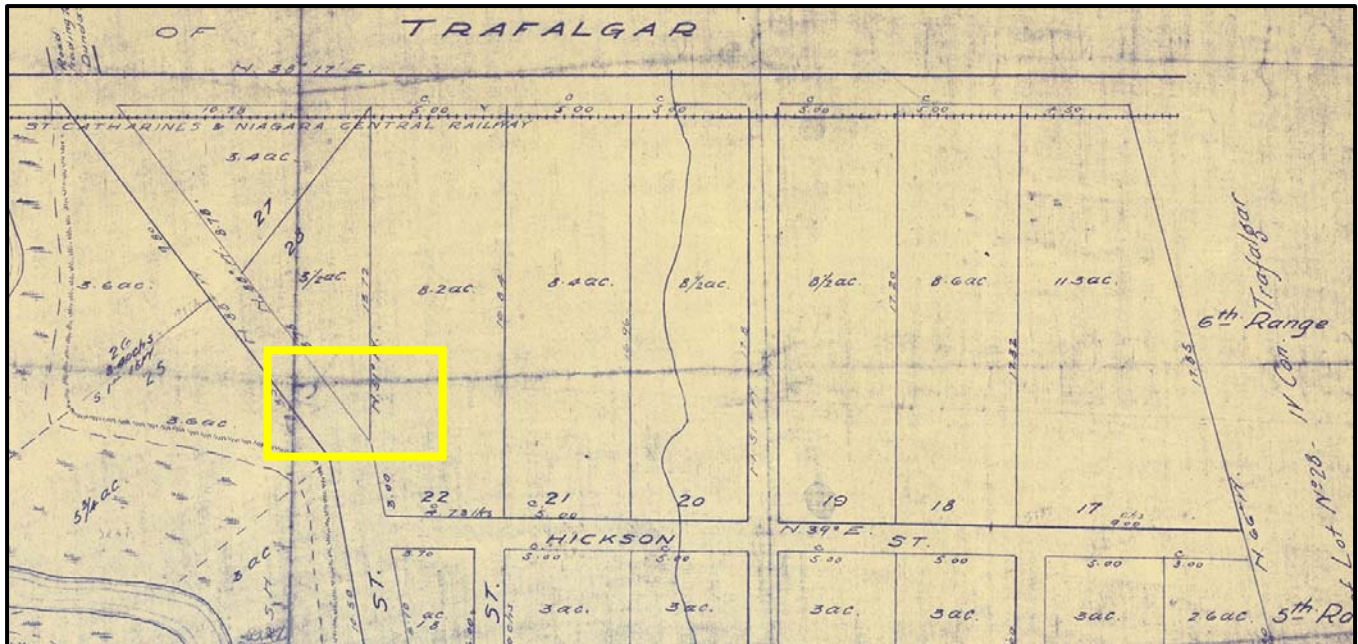
³¹ LRO Instrument #232, being a Bargain and Sale dated 28 November 1844, between Edward B. Palmer and James Thompson.

³² "Find a Grave Index," database, FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:6NDP-LM4H> : 20 October 2022), James Lockwood Thompson, ; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, St Jude's Cemetery; citing record ID 240552122, Find a Grave, <http://www.findagrave.com>.

³³ Oakville Historical Society, Philip Triller and Mary Catherine Young "Individual" file, which contains information about their daughter Catherine (nee Triller) Steven Thompson (1788-1868).

Trafalgar Township. The Smith-Triller viaduct in Oakville commemorates Catherine Triller’s family who, along with the Smith family, were two of the area’s earliest millers.³⁵ By the 1850s, both the Thompson and Triller families ran hotels in the Bronte area.³⁶

Although records indicate that in 1845 the Thompsons were living in Bronte upon 58 acres of land, it appears that they weren’t living on the subject land.³⁷ Instead, it appears that they were living in a home somewhere within their 50-acre parcel on Lot 29, 3rd Concession SDS, to the northeast of Bronte Village.³⁸



The approximate location of 225, 231 and 235 Bronte Road falls within Lot 22 on the north side of Hickson Street (later Hixon Street) and Lot 28 on the east side of Trafalgar Street (later Bronte Road), highlighted in yellow. Source: Library and Archives Canada

After the Thompson family, the larger parcel of land was owned by the Walton family from 1875 until 1904. It is unlikely that the Waltons built the subject house, but owned the lands as an investment. Wallis Walton owned the land until 1894, when his Last Will and Testament and Codicil was probated, following his death in 1893.^{39,40} Walton was a fruit farmer who, at the time of his death, owned multiple parcels of land in Bronte Village.^{41,42} In his will, Wallis left his son Emmanuel a substantial amount of land, including all his “homestead property being

³⁴ "Find a Grave Index," database, FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:6NDP-JKT5> : 20 October 2022), Catherine Triller Thompson; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, St Jude's Cemetery; citing record ID 240551974, Find a Grave, <http://www.findagrave.com>.

³⁵ Sal Bommarito, “Bridge opening a significant event for Oakville,” Oakville Beaver, 18 Aug 1993, <http://news.ourontario.ca/109421/page/30?n=> (accessed 11 July 2024).

³⁶ The Village of Bronte: Preserving the Past, Timeline, <https://vitacollections.ca/multiculturalontario/262/exhibit/2> (accessed 31 July 2024)

³⁷ 1845 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

³⁸ 1846 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

³⁹ LTO Instrument #1657, being a Bargain and Sale dated 3 February 1875, between Josiah J. and Jane Adora McWayne, and Wallis Walton.

⁴⁰ LRO Instrument #1582, being the probated Last Will and Testament and Codicil of Wallis Walton, dated 27 January 1894.

⁴¹ "Canada Census, 1891," FamilySearch (<https://familysearch.org/ark:/61903/1:1:MWL9-RWN> : 3 August 2016), Wallace Walton, Trafalgar, Halton, Ontario, Canada; Public Archives, Ottawa, Ontario; Library and Archives Canada film number 30953_148143.

⁴² LRO Instrument #1582, being the probated Last Will and Testament and Codicil of Wallis Walton, dated 27 January 1894.

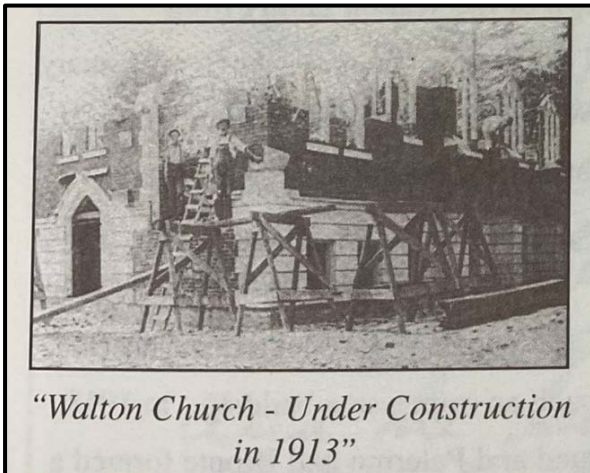
north of Hixon Street being lots 18, 19, 20, 21, 22, 27 with all the orchards and buildings thereon and all the farm stock...," which Emmanuel was prohibited from selling before the tenth anniversary of his father's death.⁴³ The subject property lies within the aforementioned Lot 22. In 1898, Walton was assessed for 40 acres and a building which was located somewhere within Lots 18 to 22 on the north side of Hixon Street.⁴⁴

The Walton family name lives on in Bronte in Walton Memorial United Church, which was built by the Walton family. In 1911, Emmanuel's wife Jane Elizabeth (nee Bray) Walton (1858-1937), suggested that Emmanuel and his brothers build a church the memory of their father, Wallis, who had served as a church Trustee, and for many years was superintendent of the Sunday School.^{45, 46, 47}

The Walton family absorbed the costs of construction, with manual labour being given freely by the men of the congregation.⁴⁸ Unfortunately, Emmanuel Walton died suddenly a few days before the laying of the corner stone.⁴⁹ In January 1914, at the opening ceremony, Emmanuel's widow Jane Walton presented a brass key to Pastor Reverend Thomas Boyd.⁵⁰



Jane Elizabeth (nee Bray) Walton (1858-1937).
Source: *Walton Memorial United Church: 150 Years*



"Walton Church - Under Construction in 1913"



Walton Memorial United Church, Bronte, Ontario.

Walton Memorial United Church during construction in 1913, and in a postcard sent in August 1940. Sources: *Walton Memorial United Church: 150 Years* and *OurOntario Images*

Emmanuel Walton owned the lands that included 225, 231, and 235 Bronte Road between 1894 and 1904. In June 1904, Emmanuel and Jane Walton sold 82.75 acres of land to Charles Henry Gilbert (1846-1931), a farmer.^{51, 52} Within the land Gilbert purchased was the parcel upon which the subject properties sit.

⁴³ LRO Instrument #1582, being the probated Last Will and Testament and Codicil of Wallis Walton, dated 27 January 1894.

⁴⁴ 1898 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

⁴⁵ Walton Memorial United Church (Oakville, Ontario), *Walton Memorial United Church: 150 Years* (Oakville, Ont., 2000), 29.

⁴⁶ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 70.

⁴⁷ "Hard Work Built Town's Early Churches," *Daily Journal-Record*, (Oakville) September 1, 1967, [OI003304045pf_0020p.pdf](https://www.ourontario.ca/OI003304045pf_0020p.pdf) ([ourontario.ca](https://www.ourontario.ca)) (accessed 16 July 2024).

⁴⁸ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 71.

⁴⁹ Dorothy Turcotte, *Places and People of Bronte Village* (Grimsby, Ontario, 1993), 103.

⁵⁰ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 71.

Little is known about Charles H. Gilbert except that he was a farmer who emigrated from England either in 1885 or in 1904, and that he was married to Charlotte (nee Smith) Gilbert (1850-1913).^{53, 54, 55} Unfortunately, the Assessment Rolls that cover the four years of Gilbert's ownership haven't survived. As such, it was not possible to determine, from this source, if he built the subject house and stone wall at 225, 231, and 235 Bronte Road. However, it seems unlikely that the Gilbert family had built them as the family is shown living on 35 acres on the north side of Hixon Street, somewhere within Lots 18 to 21.^{56, 57}

In March 1908, Charles and Charlotte Gilbert sold 4.92 acres of land to Michael William Glendon, including the land upon which the Glendon House and the stone wall are located.⁵⁸ A definitive construction date for the Glendon House was not determined. However, based on its architectural style, and the real estate transactions of the time, it is very likely that the Glendon family had the house constructed for them around 1910. The stone wall was likely constructed at the same time, or soon after.

Michael William Glendon (1863-1930) was born in Hagersville, Ontario, to Richard Glendon and Hannah, or Anna, (nee Dougherty) Glendon.^{59, 60} In 1908, when Michael Glendon purchased these lands, he was living on Jameson Avenue in Toronto, and working on Yonge Street in "pianos, gramophones and music."^{61, 62}

Michael Glendon is said to have come to Bronte to buy a summer home.⁶³ The story goes that Glendon approached Mary Speers and her son William Henry Speers asking if they would be willing to sell the former Charles Sovereign farm, located on Mississauga Street on the north side of Lakeshore Road West; a request that was denied as William didn't want "a good farm to be wasted as a summer home."⁶⁴ Instead, it appears that in purchasing 4.92 acres of land from the Gilberts, Glendon had realized his dream. Between 1906 and 1912,

⁵¹ LRO Instrument #8376, being a Bargain & Sale dated 30 June 1904, between Emmanuel M. and Jane E. Walton.

⁵² "Find a Grave Index," database, *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QK18-4M3W> : 25 February 2022), Charles Henry Gilbert, ; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, Palermo Cemetery; citing record ID 139185328, *Find a Grave*, <http://www.findagrave.com>.

⁵³ Library and Archives Canada, *Census of 1921*, <https://central.bac-lac.gc.ca/.item/?app=Census1921&op=pdf&id=e002930066> (accessed 22 July 2024)

⁵⁴ "Recensement du Canada de 1911," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QV9T-ZRL1> : Fri Mar 08 06:32:09 UTC 2024), Entry for C H Gilbert and Sharlotte Gilbert, 1911.

⁵⁵ "Find a Grave Index," database, *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QK18-4M3Z> : 25 February 2022), Charlotte Smith Gilbert, ; Burial, Oakville, Halton Regional Municipality, Ontario, Canada, Palermo Cemetery; citing record ID 139185445, *Find a Grave*, <http://www.findagrave.com>.

⁵⁶ LRO Instrument #9672, being a Bargain and Sale dated 12 March 1908, between Charles Henry and Charlotte Gilbert; and Michael William Glendon.

⁵⁷ 1910 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

⁵⁸ LRO Instrument #9672, being a Bargain and Sale dated 12 March 1908, between Charles Henry and Charlotte Gilbert; and Michael William Glendon.

⁵⁹ "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:JK45-M6R> : Sun Mar 10 14:52:15 UTC 2024), Entry for Michael William Glendon and Richard Glendon, 1930.

⁶⁰ "Canada, Ontario Marriages, 1869-1927," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:KZ19-96R> : Sat Mar 09 15:41:26 UTC 2024), Entry for Michael M Glendon and Richard Glendon, 18 Nov 1905.

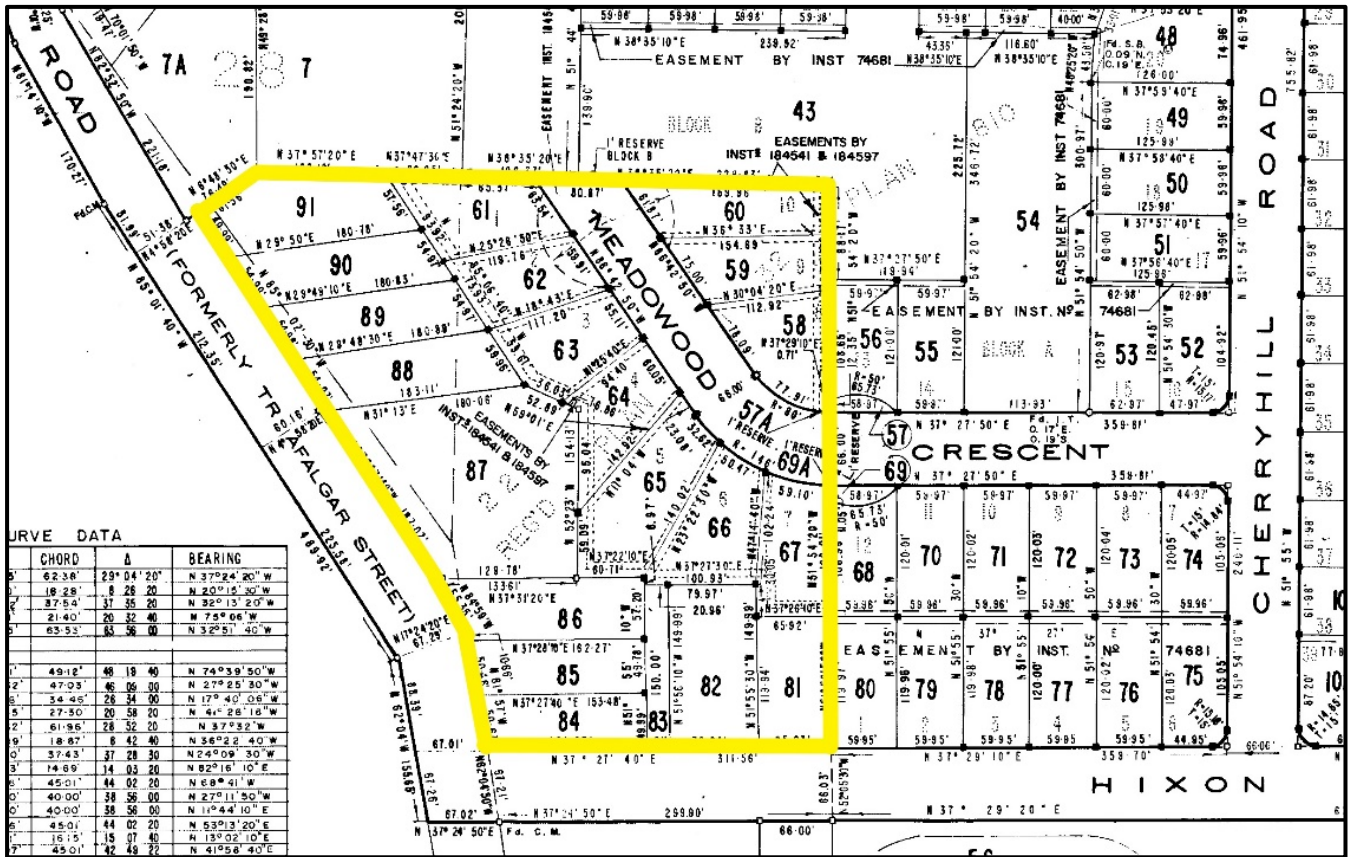
⁶¹ LRO Instrument #9672, being a Bargain and Sale dated 12 March 1908, between Charles Henry and Charlotte Gilbert; and Michael William Glendon.

⁶² Toronto Public Library, *The Toronto City Directory 1909*, Might Directories Ltd., <https://archive.org/details/torontodirec190900midiuft/page/612/mode/2up>, 612 (613). (accessed 23 July 2024)

⁶³ Town of Oakville, Planning Services property file re 231 Bronte Road, a letter dated 3 May 1995, from Colleen Murray, Bronte Historical Society's Acting Secretary, re the Glendon House.

⁶⁴ Town of Oakville, Planning Services property file re 231 Bronte Road, a letter dated 3 May 1995, from Colleen Murray, Bronte Historical Society's Acting Secretary, re the Glendon House.

Glendon was recorded as sometimes living and working in Toronto, and other times he was living in Bronte while working in Toronto.^{65, 66} This seems to be an indication that the subject building was built as the Glendon family's summer home.



The approximate extent of the 4.92 acre parcel of land sold by Charles H. Gilbert to Michael W. Glendon in 1908. Source: Town of Oakville, map file, Registered Plan of Subdivision 20M-0006, 1968.

In 1909, a year after purchasing land in Bronte, the Glendon family had moved to Bronte, but Micheal Glendon was still working in Toronto as the General Manager of Foster-Armstrong Co., Ltd., a piano manufacturer.⁶⁷ By 1910, there was a building worth \$1,500 on the Glendon's Bronte property.⁶⁸ In 1911, while living in Bronte, Glendon listed his primary occupation as that of a piano dealer and he indicated that his other job, "other than his chief occupation or trade," was in "fruit", although it isn't clear if he was growing it or shipping it.⁶⁹ It seems that Glendon had decided to take advantage of the area's fertile soil, where apples, plums, strawberries, raspberries, and cherry and pear trees were grown in orchards and in residents' back gardens.⁷⁰ The area and its

⁶⁵ Toronto Public Library, *The Toronto City Directory 1906*, Might Directories Ltd., <https://archive.org/details/torontodirec190600midiuoft/page/n541/mode/2up>, p. 542. (accessed 23 July 2024)

⁶⁶ Toronto Public Library, *The Toronto City Directory 1913*, Might Directories Ltd., <https://archive.org/details/torontodirec191300midiuoft/torontodirec191300midiuoft/page/n769/mode/2up>, p. 770. (accessed 23 July 2024)

⁶⁷ Toronto Public Library, *The Toronto City Directory 1910*, Might Directories Ltd., <https://archive.org/details/torontocitydirectory1910/page/646/mode/2up>, p. 646. (accessed 23 July 2024)

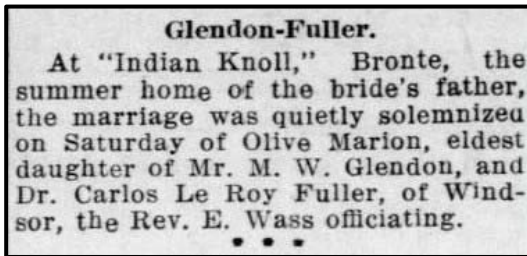
⁶⁸ 1910 Trafalgar Township Assessment Roll (from Oakville Public Library microfilm collection).

⁶⁹ "Recensement du Canada de 1911," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:QV9T-ZRLM> : Sun Mar 10 19:40:35 UTC 2024), Entry for M W Glendon and Marie Glendon, 1911.

⁷⁰ Alida Iacobellis, "History of Oakville: Our Beautiful Town by the Lake," Vita Collections, 2011, <https://vitacollections.ca/multiculturalontario/essay.asp?id=202&PID=12> (accessed 22 July 2024).

residents produced so much fruit that the Oakville Basket Company was established in order to accommodate the volume of fruit that was shipped daily to places such as Toronto and Hamilton.

In 1915, when Michael and Lily's daughter Olive Marion Glendon's wedding was announced, the house in Bronte was identified as their summer home and was called "Indian Knoll," a name it retained during the next owner's tenure.^{71, 72}



Left: Wedding announcement of Michael and Lily Glendon's daughter, Olive Marion, identifying the subject property as "Indian Knoll". Source: *The Evening Record, Windsor, Ontario. September 1915.*

Whether Glendon was a permanent resident of Bronte or not, he was active in the local community. In 1923, M.W. Glendon is listed as one of the school board trustees, along with Leroy Sargent and W.H. Johnston, who awarded a contract to Thomas Shields to build a new four-room school house.⁷³ Tragically, in August 1930, six years after the Glendons had sold the subject property, Michael W. Glendon and his second wife Marie were struck by a train in Hagersville, Ontario.^{74, 75, 76} Michael died from head injuries sustained during the accident, but Marie survived.⁷⁷

The Glendons sold the property to Emma Pearl Yapp in 1924. During the Yapp family's ownership, 1924-1940, the property, which was still called Indian Knoll, included a large cherry orchard.^{78, 79}

Right: Advertisement for Glendon's Piano Dealer, located at 346 Queen Street West, Toronto, Ontario, April 1906. Source: *Toronto Daily Star*, 7 April 1906

⁷¹ "Glendon-Fuller.," *The Windsor Star*, 20 September 1915,

<https://windsorstar.newspapers.com/image/500238451/?match=1&terms=Glendon-Fuller> (accessed 10 July 2024).

⁷² "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," database with images, *FamilySearch* (<https://familysearch.org/ark:/61903/1:1:JKXQ-Z7J> : 2 March 2021), Emma Pearl Walsh Yapp, 07 May 1933; citing Bronte, Ontario, 017266, Registrar General. Archives of Ontario, Toronto; FHL microfilm 2,358,600.

⁷³ Ken Pollock, *Bronte on Twelve Mile Creek* (Oakville, Ontario, 2017), 91.

⁷⁴ LRO Instrument #14980, being a Deed of Land dated 15 May 1924, between Michael William Glendon et ux, and Emma Pearl Yapp.

⁷⁵ "Canada, Ontario Marriages, 1869-1927", , *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:KZ19-96R> : Sat Mar 09 15:41:26 UTC 2024), Entry for Michael M Glendon and Richard Glendon, 18 Nov 1905.

⁷⁶ "Michael W. Glendon," *The Jarvis Record*, 25 September 1930, [1930_09_25_p01.pdf \(haldimandcounty.on.ca\)](https://www.familysearch.org/ark:/61903/1:1:KZ19-96R) (accessed 9 July 2024)

⁷⁷ "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," *FamilySearch* (<https://www.familysearch.org/ark:/61903/1:1:JK45-M6R> : Sun Mar 10 14:52:15 UTC 2024), Entry for Michael William Glendon and Richard Glendon, 1930.

⁷⁸ "Canada, Ontario Deaths, 1869-1937 and Overseas Deaths, 1939-1947," database with images, *FamilySearch* (<https://familysearch.org/ark:/61903/1:1:JKXQ-Z7J> : 2 March 2021), Emma Pearl Walsh Yapp, 07 May 1933; citing Bronte, Ontario, 017266, Registrar General. Archives of Ontario, Toronto; FHL microfilm 2,358,600.

⁷⁹ Town of Oakville, Planning Services property file re 231 Bronte Road, *Bronte Village – Heritage Inventory*, re 225 Bronte Road, p. 168.

The property changed hands four times in the 1940s and was then owned by the Conforzi family from 1951 to 1963.^{80,81} Peter (Pietro) Conforzi (1890-1959) and Concetta (nee D'Andrea) Conforzi (1898-1984) were both born in Italy.⁸² Peter and Concetta had seven children and lived in Toronto where Peter had a construction business.⁸³ After her death in 1984, their son John Peter Conforzi (1928-2024), commemorated his mother when he donated land in Concetta's name to the Toronto Commandery Hospice for the construction of a hospice.⁸⁴ Given their deep ties to Toronto, it likely that the Conforzi family used the property as a summer getaway as other earlier owners had done.



Concetta Conforzi. Source: Toronto Commandery Hospice

In 1960, the area around the Glendon House was still surrounded by large tracts of undeveloped land, including many orchards.



On the left: The Village of Bronte in 1960. And, on the right: 225, 231, and 235 Bronte Road lay on the east side of Bronte Road, north of Hixon Street and south of Rivers Bend Lane, roughly within the area highlighted in yellow, 1960. Source: McMaster University aerial photo collection⁸⁵

⁸⁰ Toronto Commandery Hospice, "The dedication of Conforzi Place," Toronto Commandery Hospital, <https://www.ttch.org/post/conforziplace> (accessed 1 August 2024).

⁸¹ LRO Instrument #25086, being a Grant dated 25 January 1951, between Kathleen Julia Wotherspoon and Peter and Concetta Conforzi.

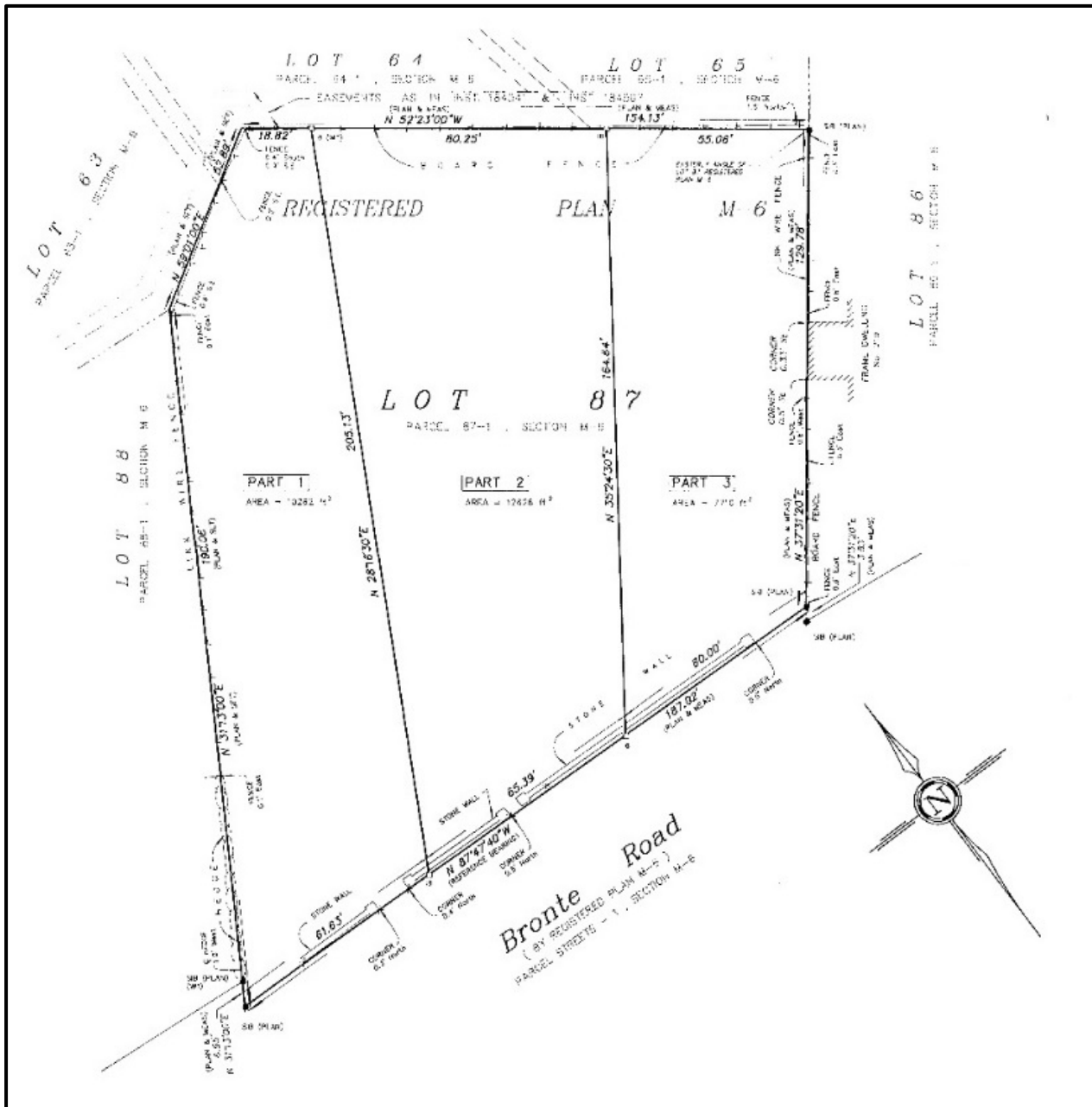
⁸² "Canada, Ontario Marriages, 1869-1927", , FamilySearch (<https://www.familysearch.org/ark:/61903/1:1:2785-73S> : Sat Mar 09 01:26:14 UTC 2024), Entry for Peter Conforzi and Urbano Conforzi, 20 May 1918.

⁸³ Toronto Commandery Hospice, "The dedication of Conforzi Place," Toronto Commandery Hospice, <https://www.ttch.org/post/conforziplace> (accessed 1 August 2024).

⁸⁴ Humphrey Funeral Home, *John Peter Conforzi, July 14, 1923 – March 25, 2024*, <https://www.humphreymiles.com/obituaries/John-Peter-Conforzi?obId=31066160> (accessed 1 August 2024)

⁸⁵ "[Golden Horseshoe Area, 1960-09-02] : [Flightline A17177-Photo 6]", McMaster University Digital Archive, [\[Golden Horseshoe Area, 1960-09-02\] : \[Flightline A17177-Photo 6\] | Digital Archive @ McMaster University Library](#), (accessed 22 July 2024)

In 1995, then property owner Ben Michaud subdivided Lot 87, Plan M6 into three lots.⁸⁶ Michaud seems to have been a land developer, as in 1998, he also subdivided land he owned in Burlington and years later, in 2017, he purchased the historic Parry Sound Railway Station.^{87, 88}



Plan 20R-11791, registered in July 1995, wherein Lot 87 of Plan M-6 was subdivided into three parcels, being, from left to right: 235 (Part 1), 231 (Part 2), and 225 Bronte Road (Part 3). Source: Town of Oakville, GIS.

⁸⁶ Plan 20R-11791, being a Plan of Survey of Lot 87, Registered Plan M-6, (Boundaries Act Plan 146), Town of Oakville, Regional Municipality of Halton, registered on 11 July 1995.
⁸⁷ The Corporation of the City of Burlington, By-law number 16-1998, being a by-law to exempt Part of Lots 1 and 3, Plan 125 as in 846902 from Part Lot Control – Scott Ben Michaud, File No. 510-04-21/97.
⁸⁸ The Corporation of the Town of Parry Sound, Council Meeting Minutes October 3, 2017, item 9.3.1 Sale of CN Station – 1 Station Road, Resolution 2017-169.

After Lot 87 was subdivided, Michaud sold off the three resulting parcels. The ownership of the three subject properties are as follows:

225 Bronte Road:

Scott Ben Michaud	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	1994-1998
Ina Margaret & Kenneth Willard Hodgkin	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	1998-2014
Recent owners	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	2014-2024
Current owners	Parcel 87-1, Section M6, Part Lot 87, Plan M6, Part 3	2024-present

The Glendon House property at 231 Bronte Road:

Scott Ben Michaud	Plan M6 Part Lot 87; Plan 20R11791, Lot 87, Part 2#	1994-1995
George and Sally Bettencourt	Parcel 87-2, Section M6	1995-2003
Current owners		2003-present

235 Bronte Road:

Scott Ben Michaud	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	1994-1997
Jaqueline & Daniel Reed Chelin	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	1997-2000
John Frederick Grainger	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	2000-2011
Karen Lea Dyne & Gerhard Schuetz	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	2011-2016
Current owners	Parcel 87-1, Section M6, Part of Lot 87, Plan M6, Part 1	2016-present

In conclusion, the subject properties have cultural heritage value for the stone wall located on 225, 231 and 235 Bronte Road.

Contextual Value

The properties at 225, 231, and 235 Bronte Road have contextual value because they are physically, functionally, visually and historically linked to their surroundings, a low-density residential neighbourhood. Historically, the Bronte Road streetscape was defined by small to mid-sized homes on large lots, with moderate front yard setbacks. In the early years, many were the homes of fruit farmers who took advantage of the area’s rich soil to establish small to mid-sized orchards which supplied soft fruit to the big city markets of Hamilton and Toronto. In recent decades, many of these large orchard properties have been subdivided, and larger contemporary homes have replaced land once ripe with apple and pear trees. The infill has changed the historic rhythm and character of the street. However, a few of these historic homes remain, including 231 Bronte Road, which along with the stone wall at 225, 231, and 235 Bronte Road, serve as important reminders of Bronte’s late 19th and early 20th century residential development.

The conservation of the stone wall will ensure that this important streetscape will be retained and will continue to inform passersby of the area’s history.



Aerial view of 225, 231, and 235 Bronte Road. Source: Town of Oakville, GIS



From left to right: 235, 231, and 225 Bronte Road. March 2024. Source: Town of Oakville, Planning Services staff photos



Looking east towards 231 Bronte Road, the Glendon House. 235 Bronte Road is to its left and 225 Bronte Road is to its right. March 2024. Source: Town of Oakville, Planning Services staff photo



Looking southeast towards, from left to right, 235, 231, and 225 Bronte Road, and their historic stone wall. June 2024.

Source: Google Street View



Looking northeast toward 231 Bronte Road, the grey house with the brick chimney. June 2024. Source: Google Street View

4. Evaluation under Ontario Regulation 9/06

Evaluation of the cultural heritage value of the subject properties are guided by the criteria outlined in the *Ontario Heritage Act's, Ontario Regulation 9/06: Criteria for Determining Cultural Heritage Value or Interest*. This Regulation outlines several criteria for determining whether a property is of cultural heritage value or interest. For a property to be designated under section 29 of the *Ontario Heritage Act*, it must meet two or more of these criteria, which are outlined below.

Ontario Regulation 9/06 Criteria	Evaluation	Criteria met (Y/N)
1. The property has design value or physical value because it:		
i. is a rare, unique, representative or early example of a style, type, expression, material or construction method;	The stone wall is a rare example of an early 20 th century fieldstone wall in Oakville.	Y
ii. displays a high degree of craftsmanship or artistic merit;	The properties do not display a high degree of craftsmanship or artistic merit.	N
iii. demonstrates a high degree of technical or scientific achievement.	The properties do not demonstrate a high degree of technical or scientific achievement.	N
2. The property has historical value or associative value because it:		
i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community;	The property has direct associations with the Bronte's late 19 th and early 20 th century residential and summer home development history, and with the area's early 20 th century agricultural practices.	Y
ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture;	The properties do not yield any significant information that contributes to an understanding of a community or culture.	N
iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer, or theorist who is significant to a community.	The properties do not demonstrate or reflect the work or ideas of any significant person.	N
3. The property has contextual value because it:		
i. is important in defining, maintaining, or supporting the character of an area;	The historic character of the area has been altered in recent decades.	N
ii. is physically, functionally, visually, or historically linked to its surroundings;	The property is physically, functionally, visually and historically linked to its surroundings, an early 20 th century middle class neighbourhood characterized by small to mid-sized homes built for Bronte Village's middle class. The Glendon House and stone wall give context to the surroundings as a summer home built for a middle-class Toronto merchant family.	Y
iii. is a landmark.	The properties are not landmarks.	N

5. Statement of Cultural Heritage Value or Interest

The subject properties at 225, 231, and 235 Bronte Road have been researched and evaluated to determine their cultural heritage value or interest according to the criteria outlined in Ontario Regulation 9/06. By using these criteria, staff have determined that the properties' cultural heritage value or interest merits designation under the *Ontario Heritage Act*.

Description of Property

The subject properties at 225, 231, and 235 Bronte Road are located on the east side of Bronte Road, north of Hixon Street, and south of Rebecca Street. The Glendon House property, located at 231 Bronte Road, contains a two-storey, circa 1910 vernacular frame house and a historic stone wall that spans the three subject properties at 225, 231, and 235 Bronte Road.

Design Value or Physical Value:

The Glendon House Stone Wall at 225, 231 and 235 Bronte Road has design and physical value as a representative example of an Arts and Crafts era field stone wall. The goal of the residential Arts and Crafts movement was to portray the home as a place of serenity, with a focus on the home as part of the natural environment. Natural materials such as brick, stone, stucco and wood were used in new dwellings and associated landscape elements. The subject stone wall is reflective of this design era with its natural field stone material, likely found on the property. The stone wall was less a functional structure and more a decorative one, grounding the house on the site and adding a natural, rustic aesthetic that was typical of the Arts and Crafts era. While there is a number of lakestone walls in the area, the Glendon Stone Wall remains one of the only, if not the only, field stone wall in Oakville.

Historical Value or Associative Value:

The Glendon House Stone Wall at 225, 231, and 235 Bronte Road has cultural heritage value because of its direct associations with the theme of late 19th and early 20th century residential and cottage development in Bronte. The wall is a physical reminder of the influx of middle and upper-middle class residents to the area, many of whom came to escape overcrowded big-city living conditions, either permanently or as temporary summer residents. Once part of a larger five-acre property, the properties also have cultural heritage value because of their direct associations with small-scale farming activities, specifically fruit farming. Property owners took advantage of the area's rich soil to establish small to mid-sized orchards which supplied soft fruit to the big city markets of Hamilton and Toronto.

Contextual Value:

The Glendon House Stone Wall at 225, 231, and 235 Bronte Road has contextual value because it is physically, functionally, visually and historically linked to its surroundings along Bronte Road. Historically, the Bronte Road streetscape was defined by small to mid-sized homes on large lots, with moderate front yard setbacks. In the early years, many were the homes of fruit farmers with small to mid-sized orchards. While infill has changed the historic rhythm of the street, a few of these historic homes remain, including 231 Bronte Road, which along with the stone wall at 225, 231, and 235 Bronte Road, serve as important reminders of Bronte's late 19th and early 20th century residential development.

Description of Heritage Attributes

Key attributes of the subject properties at 225, 231, and 235 Bronte Road, which exemplify their value for their early 20th century fieldstone wall, include the following:

- The low fieldstone wall and pillars that remain in their original pre-1995 location; and

- The design of the wall with curving slopes and square pillars, both topped by singular stones.

6. Conclusion

The subject properties located at 225, 231, and 235 Bronte Road meet three of the criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. It is therefore recommended that the properties be designated under Part IV, section 29 of the *Ontario Heritage Act*.

7. Sources

- Archives of Ontario
- Ashe, David and Joyce Burnell, *Oakville Street Names & Landmarks*. London, ON: Burnell Creighton Publishing, 2007.
- Bommarito, Sal, "Bridge opening a significant event for Oakville," *Oakville Beaver*, August 18, 1993. <http://news.ourontario.ca/109421/page/30?n=> (accessed July 11, 2024).
- Brimacombe, Philip, *The Story of Bronte Harbour*. Erin, Ontario: Boston Mills Press
- Blumenson, John, *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*. Canada: Fitzhenry & Whiteside.
- Bronte Historical Society
- Corporation of the City of Burlington, The
- Corporation of the Town of Parry Sound, The
- FamilySearch, www.familysearch.org
- Find a Grave
- "Glendon-Fuller." *The Windsor Star*, September 20, 1915. <https://windsorstar.newspapers.com/image/500238451/?match=1&terms=Glendon-Fuller> (accessed July 10, 2024).
- Humphrey Funeral Home. *John Peter Conforzi, July 14, 1923 – March 25, 2024*. <https://www.humphreymiles.com/obituaries/John-Peter-Conforzi?obId=31066160> (accessed August 1, 2024)
- Library and Archives Canada
- Mathews, Hazel. *Oakville and the Sixteen: The History of an Ontario Port*. Toronto, ON: Univ. of Toronto Press, 1953.
- McMaster University Digital Archive
- "Michael W. Glendon," *The Jarvis Record*, September 25, 1930. [1930_09_25_p01.pdf \(haldimandcounty.on.ca\)](http://www.haldimandcounty.on.ca/1930_09_25_p01.pdf) (accessed July 9, 2024).
- Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*. Toronto, ON: James Lorimer & Company Ltd., Publishers, 2004.
- Mississaugas of the Credit First Nation, Department of Consultation & Accommodation (DOCA)
- Oakville Historical Society
- Oakville Public Library
- Ontario Heritage Act, Reg. 9/06
- Ontario Ministry of Municipal Affairs and Housing, "A place to grow: growth plan for the greater golden horseshoe", 2020
- Ontario Ministry of Municipal Affairs and Housing, "Provincial Policy Statement", 2020
- ONLAND, Ontario Land Registry Access. Teranet Inc.
- OurOntario
- Pollock, Ken. *Bronte on Twelve Mile Creek*. Oakville, ON: Kelly Pollock Nemeth, 2017.
- Region Municipality of Halton, "Halton Region Official Plan", 2022
- Smith, William Henry, *Smith's Canadian Gazetteer: comprising Statistical and General Information Respecting all Parts of the Upper Province, or Canada West*, <https://archive.org/details/smithscanadianga00smit/page/n7/mode/2up>
- Stelter, Emma. "Debwewin: The Oakville truth project, Treaties 22 & 23, 1820"
- Toronto Commandery Hospice
- Toronto Public Library
- Town of Oakville, "Livable Oakville", 2009
- Town of Oakville, "North Oakville East Secondary Plan", 2023
- Town of Oakville, "North Oakville West Secondary Plan", 2023
- Town of Oakville, various departmental files including the Town's Heritage Register, policies, reports, imagery, and mapping
- Trafalgar Township Assessment Rolls, Oakville Public Library
- Turcotte, Dorothy. *Places and People on Bronte Creek*. Grimsby, ON: privately published, 1993.
- Vita Collections, [Oakville Businesses and Industries: A History of Oakville: Our Beautiful Town by the Lake: Multicultural Ontario Collections \(vitacollections.ca\)](http://www.vitacollections.ca/Oakville-Businesses-and-Industries-A-History-of-Oakville-Our-Beautiful-Town-by-the-Lake-Multicultural-Ontario-Collections)
- Walton Memorial United Church. *Walton Memorial United Church: 150 Years*. Oakville, Ont., privately published, 2000.

On November **, 2024, Oakville Town Council resolved to pass a Notice of Intention to Designate the following property under Section 29 of the *Ontario Heritage Act*, R.S.O. 1990, c. O.18, as amended, as a property of cultural heritage value and interest:

Glendon House Stone Wall
235 Bronte Road
PCL 87-1, SEC M6; PT LT 87, PL M6, PART 1, 20R11791; OAKVILLE

Description of Property

The subject property at 235 Bronte Road is located on the east side of Bronte Road, north of Hixon Street, and south of Rebecca Street. The property contains a historic stone wall that spans the three properties at 225, 231, and 235 Bronte Road.

Statement of Cultural Heritage Value or Interest

Design and Physical Value

The Glendon House Stone Wall at 235 Bronte Road has design and physical value as a representative example of an Arts and Crafts era field stone wall. The goal of the residential Arts and Crafts movement was to portray the home as a place of serenity, with a focus on the home as part of the natural environment. Natural materials such as brick, stone, stucco and wood were used in new dwellings and associated landscape elements. The subject stone wall is reflective of this design era with its natural field stone material, likely found on the property. The stone wall was less a functional structure and more a decorative one, grounding the house on the site and adding a natural, rustic aesthetic that was typical of the Arts and Crafts era. While there is a number of lakestone walls in the area, the Glendon Stone Wall remains one of the only, if not the only, field stone wall in Oakville.

Historical and Associative Value

The Glendon House Stone Wall at 235 Bronte Road has cultural heritage value because of its direct associations with the theme of late 19th and early 20th century residential and cottage development in Bronte. The wall is a physical reminder of the influx of middle and upper-middle class residents to the area, many of whom came to escape overcrowded big-city living conditions, either permanently or as temporary summer residents. Once part of a larger five-acre property, the properties also have cultural heritage value because of their direct associations with small-scale farming activities, specifically fruit farming. Property owners took advantage of the area's rich soil to establish small to mid-sized orchards which supplied soft fruit to the big city markets of Hamilton and Toronto.

Contextual Value

The Glendon House Stone Wall at 235 Bronte Road has contextual value because it is physically, functionally, visually and historically linked to its surroundings along Bronte Road. Historically, the Bronte Road streetscape was defined by small to mid-sized homes on large lots, with moderate front yard setbacks. In the early years, many were the homes of fruit farmers with small to mid-sized orchards. While infill has changed the historic rhythm of the street, a few of these historic homes remain, including 231 Bronte Road, which along with the stone wall at 225, 231, and 235 Bronte Road, serve as important reminders of Bronte's late 19th and early 20th century residential development.

Description of Heritage Attributes

Key attributes of the subject property at 235 Bronte Road, which exemplify its value for its early 20th century fieldstone wall, include the following:

- The low fieldstone wall and pillars that remain in their original pre-1995 location; and
- The design of the wall with curving slopes and square pillars, both topped by singular stones.

Any objection to this designation must be filed no later than December **, 2024. Objections must be directed to the Town Clerk at townclerk@oakville.ca or 1225 Trafalgar Road, Oakville, Ontario L6H 0H3. The objection must include the reasons for the objection and all relevant facts.

Further information respecting this proposed designation is available from the Town of Oakville. Any inquiries may be directed to Carolyn Van Sligtenhorst, Supervisor of Heritage Conservation at 905-845-6601, ext.3875 (TTY 905-338-4200), or by email at carolyn.van@oakville.ca.

Issued at the Town of Oakville on November **, 2024.

DRAFT

REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: Notice of intention to designate – 2167 Rebecca Street –
November 25, 2024

LOCATION: 2167 Rebecca Street

WARD: Ward 1

Page 1

RECOMMENDATION:

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Chapman House at 2167 Rebecca Street.

KEY FACTS:

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

- As part of the Heritage Designation Project 2023-2025, Heritage Planning staff has evaluated the subject property and consider it worthy of conservation and heritage designation.
- Staff is recommending that the subject property be designated under section 29, Part IV of the *Ontario Heritage Act* and that a notice of intention to designate be issued by Council for the property.

BACKGROUND:

In October 2022, Ontario's Ministry of Municipal Affairs and Housing introduced Bill 23, *More Homes Built Faster Act, 2022*. The bill included several amendments to the *Ontario Heritage Act*, including a two-year time limit for listed properties to remain on municipal heritage registers. In early 2023, Policy Planning & Heritage initiated the Heritage Designation Project 2023-2025 to designate approximately 80 listed properties prior to their required removal from Oakville's Heritage Register on January 1, 2025. The subject property of this report was included as a priority within that list.

In June 2024, Bill 200, *Homeowner Protection Act, 2024*, was passed. This bill extended the two-year time limit for existing listed properties to remain on municipal heritage registers from January 1, 2025 to January 1, 2027. While these additional

two years are beneficial, staff is continuing the work of the Heritage Designation Project 2023-2025 with the original project timeline, based on staff resources.

A location map for the subject property is attached as Appendix A. A Cultural Heritage Evaluation Report (CHER) has been prepared by staff for the property and is attached as Appendix B. A draft Notice of Intention to Designate has also been prepared by staff and is attached as Appendix C.

COMMENT/OPTIONS:

The Province of Ontario has made a clear commitment to the conservation of significant cultural heritage resources through its legislation and policies, including the *Ontario Heritage Act* (2021), the *Planning Act* (1990, as amended) and the Provincial Policy Statement (2024).

The OHA sets out the procedures for evaluating and protecting heritage resources at the provincial and municipal levels. This includes the use of Ontario Regulation 9/06 as the means for determining if a property has cultural heritage value.

This commitment to heritage conservation continues at the regional and municipal level through supportive objectives and directions outlined in the Region of Halton Official Plan and the town's Livable Oakville Plan and North Oakville East and West Secondary Plans.

In accordance with the OHA, a property must meet at least two criteria of Ontario Regulation 9/06. The property at 2167 Rebecca Street has been evaluated using these criteria. Staff considers the property to meet at least two or more of these criteria, and it therefore merits designation under section 29, Part IV of the OHA. The attached Cultural Heritage Evaluation Report provides more details on the cultural heritage value of the property.

Also attached is a draft Notice of Intention to Designate. This provides a clear outline of the property's cultural heritage value and the heritage attributes recommended for protection and conservation through a future designation by-law.

A separate staff report recommending designation of the property at 2167 Rebecca Street was presented to the Heritage Oakville Advisory Committee on October 29, 2024. The Committee supported the designation of the property.

CONSIDERATIONS:

(A) PUBLIC

If notice is to be issued for the designation of the property, notice will be given in accordance with the town's *Ontario Heritage Act* Alternative Notice Policy.

(B) FINANCIAL

There are no financial considerations.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The Legal department will be consulted on the designation as necessary.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses Council's strategic priorities: Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION

A Climate Emergency was declared by Council in June 2019 for the purposes of strengthening the Oakville community commitment in reducing carbon footprints. The retention and conservation of this historic building through heritage designation contributes to the town's initiatives to reduce carbon footprints.

APPENDICES:

Appendix A – Location Map

Appendix B – Cultural Heritage Evaluation Report

Appendix C – Draft Notice of Intention to Designate

Prepared by:

Carolyn Van Sligtenhorst, CAHP, MCIP, RPP
Supervisor, Heritage Conservation

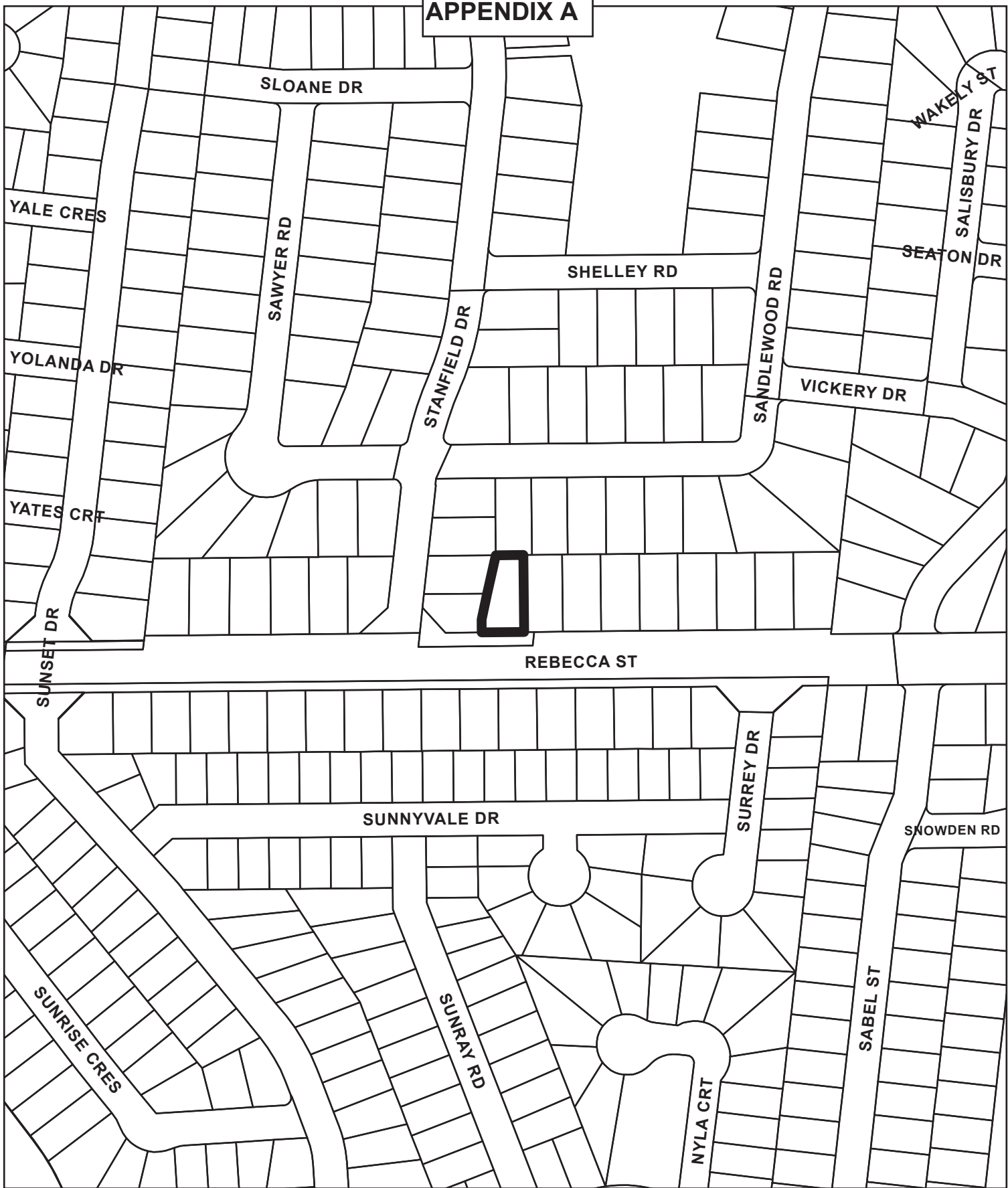
Recommended by:

Kirk Biggar, MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:

Gabe Charles, MCIP, RPP
Director, Planning and Development

APPENDIX A



2167 Rebecca Street

LOCATION



SUBJECT LANDS

Community Development Commission

Cultural Heritage Evaluation Report
Chapman House
2167 Rebecca Street, Oakville, Ontario



2167 Rebecca Street, 2024. Source: *Town of Oakville Planning and Development Staff*

Town of Oakville
Heritage Planning
Authors: Kristen McLaughlin, Carolyn Van Sligtenhorst
August 2024

1. Executive Summary

The purpose of this Cultural Heritage Evaluation Report, or CHER, is to determine if the subject property merits designation under Part IV, section 29 of the *Ontario Heritage Act* (OHA). A Cultural Heritage Evaluation Report (CHER) provides an overview of the property based on primary and secondary research and visual inspection of the property. It also includes an evaluation against the prescribed criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. This CHER also includes a draft Statement of Cultural Heritage Value or Interest and identification of heritage attributes.

The designation of heritage properties is legislated by the OHA and is supported at a provincial level by the Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2019). The conservation of cultural heritage resources is also supported by the Region of Halton Official Plan, the Livable Oakville Plan, the North Oakville East Secondary Plan, and the North Oakville West Secondary Plan.

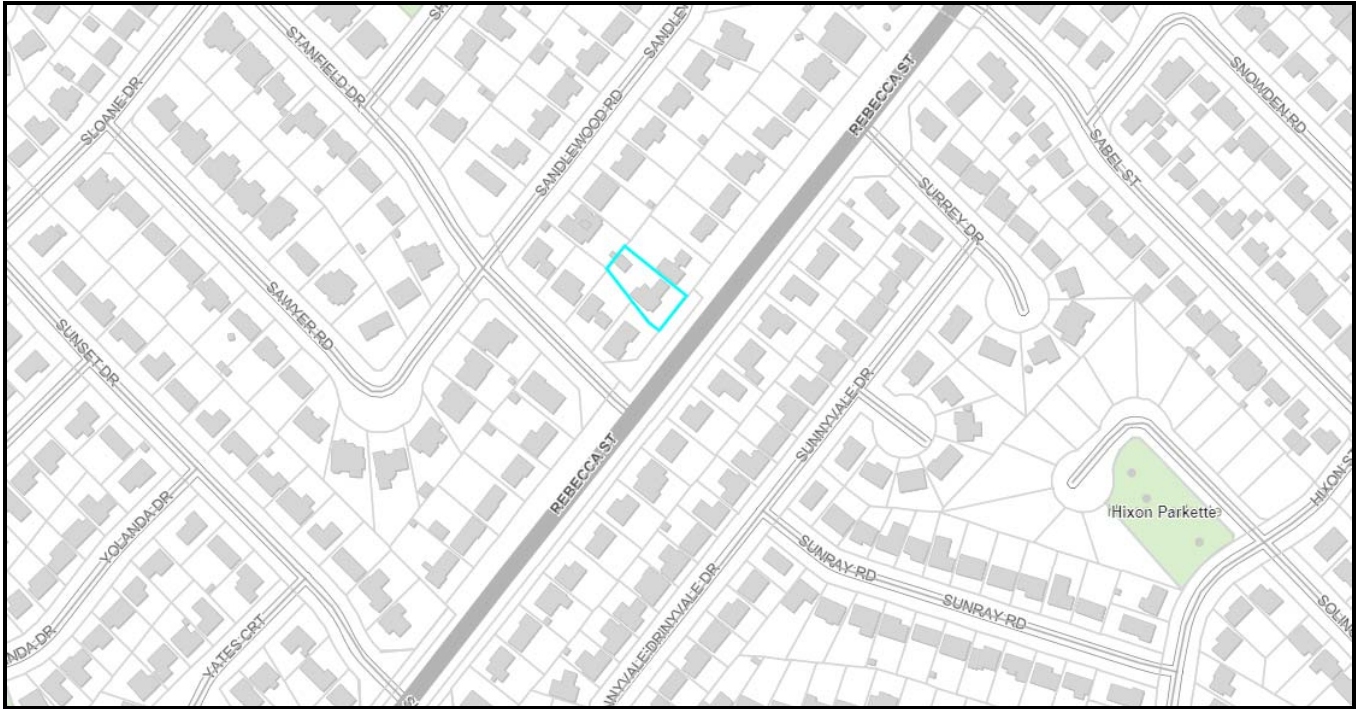
The property at 2167 Rebecca Street is located on Rebecca Street between Stanfield Drive and Sabel Street. The property is located within the territory covered by Treaty 14, which was signed in 1806 between the Mississaugas and the British Crown. The property was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for its "potential cultural heritage value for its c. 1915 Edwardian style brick house." It was originally built and owned by James Chapman.

This CHER has evaluated the property in accordance with the requirements of the OHA and finds that the property meets three of the criteria of Regulation 9/06. It is therefore recommended that the property be designated under Part IV, section 29 of the OHA.

The findings presented in this report are based on professional research and guidance. Future discovery of additional sources or interpretations may affect the conclusions.

2. Subject Property

The property at 2167 Rebecca Street is located on Rebecca Street between Stanfield Drive and Sabel Street between the historic villages of Bronte and Oakville. The property is located within the territory covered by Treaty 14, which was signed in 1806 between the Mississaugas and the British Crown. It was historically a part of the Third Concession South of Dundas, Lot 27. Previously part of a larger fruit farm originally managed by the Dorland family, the property contains a detached two-and-a-half-storey brick house, built circa 1920.



Location map: Subject property is outlined blue. August 2024. Source: Town of Oakville GIS

Legal description: PLAN M70, LOT 6; OAKVILLE

3. Background Research

Design and Physical Value

The subject building at 2167 Rebecca Street is a two-and-a-half-storey brick house. The house has design and physical value as a representative example of an Edwardian Classicism style brick house. The house was built by the Chapman family between 1919 and 1920.



Front elevation of the house, 2024. *Town of Oakville Planning and Development Staff*

Edwardian Classicism Style (1900-1930)

Edwardian architecture emerged in the early 1900s as a reaction against busy Victorian architecture. The style emphasized simplified, balanced, and formal composition.¹ It was influenced by the Beaux-Arts movement, which focused on a reinterpretation of classical architecture by combining elements of the Greek, Roman, and Renaissance elements to create a more modern style.² A simplified residential version of this style became popular in Ontario and was known as Edwardian Classicism. Typical of the style is a square house with a hipped roof and central dormer, smooth red brick surfaces, tall balanced chimneys, and projecting frontispieces. The porch often has columns on brick piers, and the house typically has many windows, laid out in a formal and mostly symmetrical composition.³

¹ Blumenson, John. *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*, pg. 166

² Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*, pg. 111

³ Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*, pg. 113



Massing of the house from the street, circa 2022. *Source: Google*

Subject Property Description

The property at 2167 Rebecca Street is a representative example of an Edwardian Classicism brick farmhouse. The home is two-and-a-half storeys with a rectangular shape and a formal composition. The hip-roofed structure has a hipped dormer on each side of the roof and wide front porch. The wide front porch is a defining feature of the house.



Google aerial showing the overall shape of the house looking west, with a semicircular driveway (backyard has since changed). The four hipped roof dormers are visible. *Source: Google*



South elevation (front façade).

On the east elevation of the historic house is a bay window, a typical feature of the Edwardian Classicism style. To the east of the house is a one-storey frame garage, constructed in 1977.



East elevation.

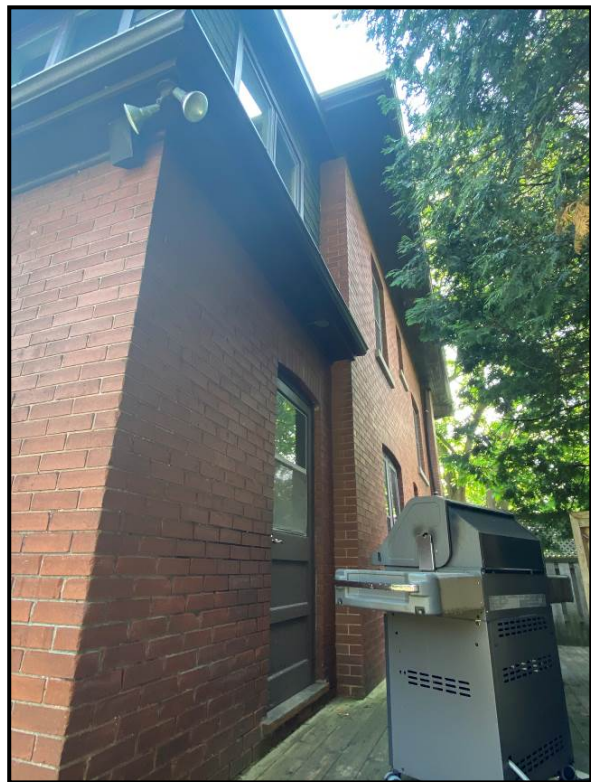
To the rear of the main structure is a two-storey wing with a brick-clad first storey and a shingle-clad second storey with a bell-cast shape. The first storey portion appears to have been constructed not long after the original house and has similar brickwork, windows and sills. The second storey may have been added at the same time or at a later date.



North elevation.



East and north elevation of the rear wing.



West elevation of the rear wing with the main house behind.

The house is clad in running bond red brick with a smooth finish, a common Edwardian cladding. The dormers and the upper storey of the back wing are clad in asphalt shingles, but historically were likely finished with cedar shingles. The house has deep eaves with minimal decoration and simple wooden soffits, all typical of the style.



Left: Close-up of the wooden soffit, 2024. *Source: Town of Oakville Planning and Development Staff*



Right: Smooth red brick with decorative rustic brick ends inserted in the angled corners of the east bay window, 2024. *Source: Town of Oakville Planning and Development Staff*



Close-up of the front dormer, 2024. *Source: Town of Oakville Planning and Development Staff*

The front porch runs the full width of the front elevation and helps give the house its distinct Edwardian Classicism look. The porch provides shelter for those entering the front door and offers an open-air amenity space, an important feature in the days before air conditioning. The porch has tapered and panelled wooden

square columns (or colonettes) resting on brick piers and the low wooden porch railing has square pickets. The wooden ceiling of the porch matches the wooden soffits. There is a small gable in the roof above the steps with wooden trim in a decorative herringbone pattern.



Front porch that extends the width of the house. Source: Town of Oakville Planning and Development Staff



Pickets on the front porch railing. Source: Town of Oakville Planning and Development Staff

The house has retained most of its original one-over-one wooden windows with one-over-one wooden awning storms. The windows are rectangular but the openings are segmentally-arched with brick voussoirs above. Simple concrete sills support the window openings. The dormers contain Palladian windows, another classic Edwardian feature meant to harken back to classical architecture.



Set of three windows on the east side of the front door. *Source: Town of Oakville Planning and Development Staff*



The historic front door remains with vertical wooden panels and a window in the upper third of the door. A historic wooden screen door has glazing in the upper two thirds, which could be switched out for a screen in the summer.

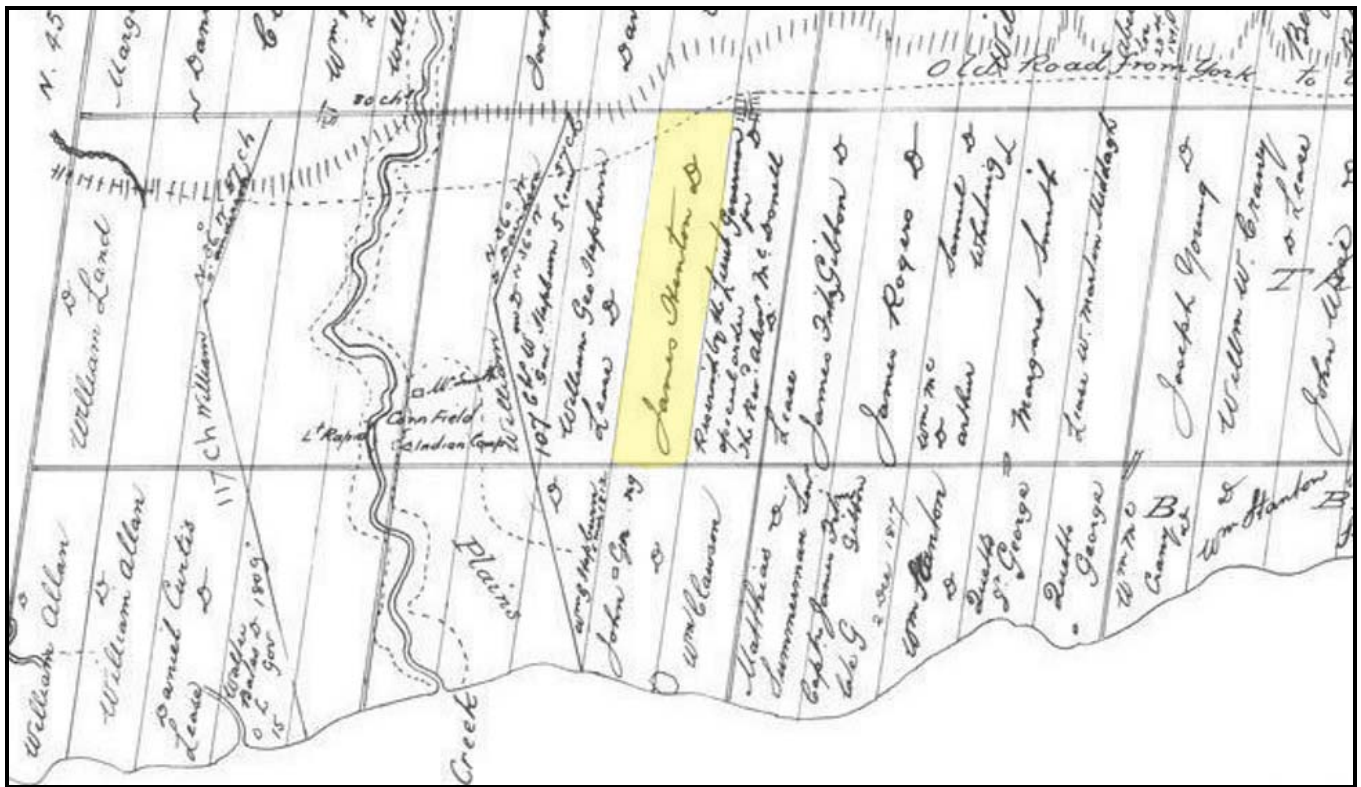
Close-up of the front door. *Source: Town of Oakville Planning and Development Staff*

In summary, the house has many Edwardian architectural features that make it a representative example of that style. These elements include: the simple but formal composition; large, square form with hipped roof and wooden soffit; north elevation extension with bellcast roof shape; central dormers on each elevation with hipped roofs; the simple brick cladding with minimal decoration; the front porch that runs the width of the house, including brick plinths with wooden columns, wooden railing with square pickets; segmental shape of the front door opening with wooden door; segmental shape of the windows with concrete sills; fenestration of the windows and doors; the presence of one-over-one windows in the Edwardian style; and the Palladium style windows in the dormers.

Historical and Associative Value

The property at 2167 Rebecca Street is located on lands that were part of the traditional territory of the Mississaugas of the Credit First Nation. In 1805, the Mississaugas and the British Crown reached an agreement in which the Mississaugas ceded almost 71,000 acres of land. In return they were given £1000 of trade goods, promised the sole right of the fisheries in the Twelve Mile Creek, Sixteen Mile Creek, and the Credit River, and a strip of land on the banks of these waterways. The agreement was formalized with the signing of the Head of the Lake Treaty, No. 14, on September 5, 1806.⁴ The subject property is located within the territory of Treaty No. 14.⁵

The land outside of the waterway reserves kept by the Mississauga was divided up by the Crown. The subject area was known as the Third Concession South of Dundas Street, Lot 27, and would become farmland that was then subdivided around the subject property into residential homes by the mid-1900s.



Wilmot’s updated Trafalgar Township Survey, 1806, with Lot 27, Third Concession South of Dundas Street highlighted in yellow. The patent was granted to James Henton, as shown. Source: Archives of Ontario

The creek lands were ceded by the Mississauga in Treaty No. 22, which was signed in February of 1820, when the Mississaugas were experiencing duress due to land encroachment, the depletion of fish stocks, and a population that was in severe decline. Treaty 22 stipulated that in exchange for ceding “about 20,000” acres of their land to the British Crown, the Mississaugas would receive a 200-acre parcel of land on the Credit River, and the profits from the sale of the remaining lands on the Twelve and Sixteen Mile Creeks.⁶

⁴ Debwewin: The Oakville Truth Project, *Treaties 2 & 23, 1820*, pg. 9
⁵ 1806 Wilmot Survey
⁶ Debwewin: The Oakville Truth Project, *Treaties 22 & 23, 1820*, pg. 10

Below is a summary of the owners of the property from the Crown patent to the current owners. Some owners held the property for relatively short periods of time. In many cases, information about the purchasers was limited to only that contained within the real estate transaction documents. As such, not all owners will be discussed in the CHER. Rather, the focus will be on persons of note, with a focus on the most likely candidate to have built, or commissioned the construction of, the property's building or buildings; on anyone who was significant to the community; or on anyone who lived on the subject property for an extended period.

Name of Owner(s)	Acreage or Lot	Years of Ownership
Crown	200 acres	1806-1807
James Henton	Ibid.	1807-1817
James Chewett	Ibid.	1817/24-1835
James Sherbourne	Ibid.	1835-1842
Peter Dorland	70 acres – southerly part	1842-1869
Samuel/Benjamin Dorland	Ibid.	1869-1882
Emanuel/Emmanuel Dorland	36 ¾ - East part of South part	1882-1903
Elor/Ellen Dorland and Walter Dorland	Ibid.	1903-1918
James Chapman	18 2/8 acres – west part of east part of south part	1918-1923
Oliver and Rachel Flett	Ibid.	1923-1932
John Wilson	Ibid.	1932
John Parnaby	Ibid. plus west portion (12 acres)	1932-1969
Ian Brockway and Grant Redshaw	Part of Lot 27	1969-1972
Terry and Judith Mannell	Plan M70, Lot 6	1972-1985
Thomas Luck and Susan Baxter	Ibid.	1985-1996
Susan Baxter	Ibid.	1996-2015
Current owners	Ibid.	2015-present



George Tremaine's "County of Halton" survey, 1858, with the south part of Lot 27, Third Concession South of Dundas Street highlighted in yellow. Bronte Village is to the left. At this time, it was owned by Peter Dorland. Source: University of Toronto

In 1807, the Crown granted Lot 27 to James Henton.⁷ Ten years later, he sold the lot to James Chewett, a surveyor.⁸ Land records show Henton selling the 200 acres to Chewett twice, once in 1817 and again in 1824, but why remains unclear (potentially portions were sold). In 1835, Chewett sold the lot to James Sherbourne, who split the lot into parts; he sold the south half (70 acres) to Peter Dorland in 1842.⁹

The Dorland family are significant to the village of Bronte history. They are considered one of the early settler families of the area. In the later years of the 1800s, after the grain industry had suffered, an increasing number of Bronte families turned to commercial fishing, including the Dorlands.¹⁰ However, when Peter Dorland purchased this property in 1842, the family farmed the land.

Peter Dorland was born in 1809 to his parents, George and Mary Dorland. George had moved to Ancaster from New Jersey with his family around 1808. When Peter was around 33 years old, he purchased the south portion of Lot 27 in 1842 and owned it until his death in 1869.¹¹ According to the 1861 census, the Dorlands farmed most of the 70 acres with one acre being an orchard; otherwise, they farmed wheat, barley, rye, peas, and oats.¹²

In 1869, after Peter's death, the land was managed by his Henry and Benjamin and his brother, Samuel.¹³ The land was split in half in 1882, with the west half going to David Harris and the east going to Emanuel Dorland.¹⁴ It is not clear who operated the farm during this time; on the 1877 Trafalgar Township map, the south half is attributed to the "Estate of Peter Dorland", indicating his executors shared operation. According to the 1877 map, there are two structures on the farm, but it's not clear if they are houses. There is also an orchard shown.



Dorland farm in yellow, 1877. Source: 1877 Township of Trafalgar Map

⁷ LRO Patent, dated December 26, 1807, between the Crown and James Henton.

⁸ LRO Instrument 3042R, being a Bill and Sale, dated June 26, 1817, between James Henton and James Chewett for 200 acres.

⁹ LRO Instrument 492, being a Bill and Sale, dated May 25, 1835, between James Chewett and James Sherbourne, for 200 acres; LRO Instrument 499, being a Bill and Sale, dated November 23, 1842, between James Sherbourne and Peter Dorland for 70 acres.

¹⁰ Brimacombe, Philip, *The Story of Bronte Harbour*, pg. 21

¹¹ In 1869 his family operates the land until they sell it and Emanuel takes over half in 1882.

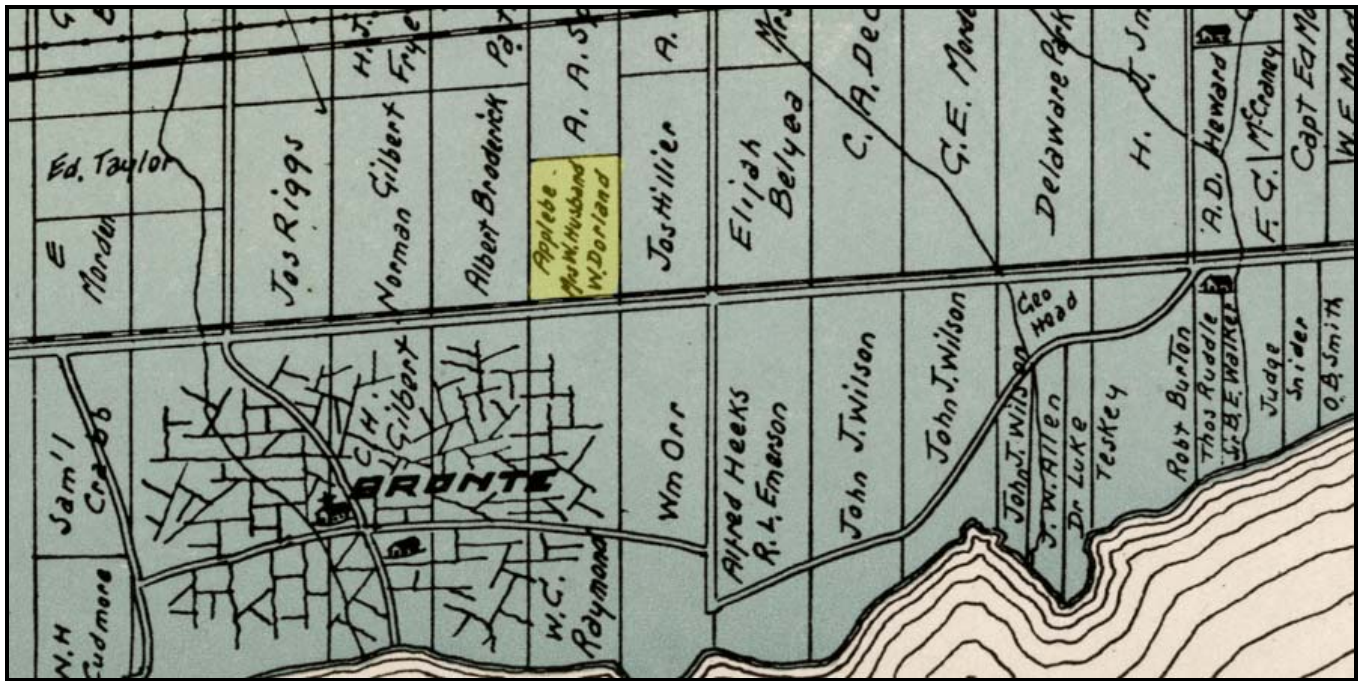
¹² 1861 Census of Canada

¹³ Several of Peter's brothers are named Benjamin, Henry, and Emanuel; as are his sons.

¹⁴ LRO Instrument 3519, being a Bill and Sale, dated February 4, 1882, between Henry Dorland et al. and Emanuel Dorland; LRO Instrument 3619, being a Bill and Sale, dated May 20, 1882, between Henry Dorland et al. and David Harris.

Emanuel Dorland (1828-1903), also sometimes spelled Emanuel or Emmanuel, was one of Peter Dorland's brothers. He was born in Grimsby to George and Mary Dorland. It is possible Emanuel was running the farm during this time, as it is indicated that those in charge of the estate (Henry, Benjamin, and Samuel Dorland) were all mariners.¹⁵ In the 1891 census, Emanuel, his wife Ellen, and their children are listed as living and farming the property, in a wooden, one-storey house with 5-6 rooms. Therefore, the house in the map is likely a wooden structure that predates the subject house.

Emanuel Dorland died in 1903, and his will split his east portion of the Dorland farm between his son, Walter, and his daughter, Sarah (Husband). Walter inherited the west portion of the southeast half, approximately 18 acres.¹⁶ Walter likely inherited the side with the family home, as his mother is shown as living with him and his family on the farm by 1911.¹⁷



By 1917, the land was split roughly into three: the west portion was owned by the Applebes (Appelbes), the middle was owned by Walter and Velma Dorland, and the east was owned by Sarah and William Husband. *Source: 1917 Guidal map*

The Dorland family appears to have remained living in the original wooden farmhouse; until 1917, Walter Dorland and his family are listed as living in a house worth \$300 in the assessment rolls.¹⁸ By 1919, the year after the Dorlands sold their 18 acres to Reverend James Chapman, a house was under construction and worth \$900. Its value then rises to \$1,200, indicating the house finished in 1920 is our subject property and was built under the ownership of James Chapman. The original Dorland farmhouse was likely demolished, as the two wooden houses that remained west of the subject property were both already standing at the time the subject house was built.¹⁹

¹⁵ LRO Instrument 3519: "Henry Dorland, Samuel Dorland, and Benjamin Dorland, all of the Town of Bronte in the County of Halton and Province of Ontario, Mariners, sons and brother-at-law of Peter Dorland..."

¹⁶ Technically it was left for Emanuel's wife and son. LRO Instrument 10113, being a Probate of Will, of Emanuel Dorland, who left his land to his wife, Ellen, and his son, Walter.

¹⁷ 1911 Census of Canada

¹⁸ Oakville Public Library, Township of Trafalgar Assessment Rolls, 1897-1899, 1910-1925

¹⁹ Oakville Public Library, Township of Trafalgar Assessment Rolls, 1897-1899, 1910-1925; aerial photographs show the subject house alongside two wooden houses to the west

Reverend James Chapman was a Baptist priest, who bought the property and turned to farming, listing his job as 'farmer' when he lived on the property.

1921	1921	1921	1921	1921	1921	1921	1921	1921	1921	1921	1921	1921
100-100	Chapman James	..	..	..	..	..	..	..	..	..	..	..
	Edith	..	..	..	..	..	..	..	..	..	..	..
	George	..	..	..	..	..	..	..	..	..	..	..
	Harold	..	..	..	..	..	..	..	..	..	..	..
	Richard	..	..	..	..	..	..	..	..	..	..	..
	Paul	..	..	..	..	..	..	..	..	..	..	..
	William	..	..	..	..	..	..	..	..	..	..	..
	Ray	..	..	..	..	..	..	..	..	..	..	..
100-101	Husband William	..	..	..	..	..	..	..	..	..	..	..
	Edith	..	..	..	..	..	..	..	..	..	..	..
	James	..	..	..	..	..	..	..	..	..	..	..

1921 census data showing James Chapman in a brick house. Source: 1921 Census of Canada

James Chapman was born in 1866 in England.²⁰ The family moved to Canada in 1875; his brother John died on the ship coming over.²¹ The family appears to have moved to Trafalgar Township in the Bronte area. His father, George, was listed as a farmer in the 1881 census. By 1891, James was noted as farming alongside his father.²² However, he then went to school for theology at McMaster University and graduated in 1899.²³ He then served as a pastor in Barrie, Burlington, and Brantford, among other places. In 1900, James and Edith Vanzant, born in Stouffville in 1879, got married.²⁴ On their marriage certificate he is listed as a clergyman.

The Chapmans purchased the subject property and land in 1918. By 1919 they were building the subject house and it was completed in 1920. By the 1921 census he listed his job as 'farmer' once again; since he grew up farming he would have had the knowledge to take on the career. However, the Chapmans didn't stay long, and they moved on in 1923, when they sold the house and 18 acres to Oliver and Rachel Flett. Chapman then retired around 1933, and he and his family moved to Hamilton and Burlington. He died in 1938.²⁵

Name	Address	Occupation	Structure	Value	Assessment
Chapman Rev. Jas	Bronte	53 B.A.R. Fruit grower	3 L.D.S	1918	1800 1200 3000 3000
Husband Mrs W.	Bronte	81 A Married	3 L.D.S	1918	2000 2000 2000
William		58 A.R.A Farmer			
Wake George		50 B.A.R. Farmer	3 L.D.S	12/12/25	1500 700 2200 2200
Appleby Mrs E.A.	Darville	81 A Widow	3 L.D.S	21 21	2000 700 3000 3000
Chapman Rev. Jas	Bronte	53 B.A.R. Fruit grower	3 L.D.S	1918	1800 1200 3000 3000

1920 assessment roll showing James Chapman at the top, now with the subject property. The Husbands did not yet have a house on their half of the land; and the Applebe half was split into two, each with a \$700 structure on the property.

The Fletts lived in the subject house for several years. Oliver was a druggist and never listed his job as a farmer; it is possible at this time someone was renting the farmland or using it for something else. The Fletts fell behind on their mortgage to a local farmer, John Wilson, who took over the land after missed payments. Wilson also owned land on the west side of the lot. The west half had once been split from the Dorlands farm and sold to

²⁰ Ancestry.ca, 1871 England census

²¹ Ancestry.ca, "James Chapman"

²² 1891 Census of Canada

²³ "Burlington Historical Society, A Walk in Greenwood" <https://burlingtonhistorical.ca/wp/wp-content/uploads/media/greenwood/Chapter-14-More-Ministers.pdf>

²⁴ Ancestry.ca, Archives of Ontario; Toronto, Ontario, Canada; Registrations of Marriages, 1869-1928; Series Number: Ms 932; Reel: 105

²⁵ Ancestry.ca, "James Chapman"

David Harris; it was then split again between Eliza Appelbe's family, and her son Cecil took 12 acres and she took around 20.²⁶

John Wilson began renting Eliza Appelbe's larger 20-acre portion around 1920 and purchased it in 1922.²⁷ However, the records about this John Wilson are confusing; according to the 1931 census, this John Wilson was born in Ireland and married to Johanna Cromby; they are listed as living on the portion in the 1931 census, and listed together in the assessment rolls.²⁸ However, another John Wilson in the area, John Wilson Jr., was a well-known dairy farmer who operated the Gilbrae Dairy down the road. When he died in 1941, his executors sold off this portion of land to the Alwards.²⁹ Therefore, it is unclear how John Wilson the Irish farmer was on the land and listed as the owner in assessment rolls, when it was then sold by a different John Wilson to the Alwards. Therefore, it remains unclear which John Wilson owned the land, subsequently, which gave a mortgage to the Fletts for the subject property.

Either way, a John Wilson then put up the subject property for auction in 1932 but no one bid on it; after that, John Parnaby and his wife Kate purchased it to add to their growing holdings on the west side of the lot.³⁰

John Parnaby had purchased the 12 acres west of the subject house in 1925 and was listed as a fruit farmer.³¹ At this point he was older and had already worked first as the gardener and then chauffeur of the well to-do Marlatt family in Oakville. In a memory written by one of the Marlatts, they said: "John Parnaby made himself generally indispensable in driving and looking after the horses and garden. Later, Father had him taught the mysteries of the automobile, and he became our invaluable chauffeur as well."³² He married Kate Saxby in 1918, when they were both 30.³³ He's listed as a chauffeur on their marriage license.

John Parnaby was farming approximately 30 acres on the lot by 1932 and likely had moved from the small wooden house he'd been in into the brick subject house when he purchased the Flett land.

²⁶ Confusingly, two John Wilsons appear to be the owner of the property: John Wilson Jr., owner of Gilbrae Dairy, had his executors (including his wife Harriett) sell the land after his death; however, in the assessment rolls and census data, it appears to be a different John Wilson, with a different group of children and wife. They are not renters, but listed as 'owners'. The discrepancy remains unclear.

²⁷ Oakville Public Library, Township of Trafalgar Assessment Rolls, 1897-1899, 1910-1925

²⁸ Ibid.

²⁹ LRO Instrument 20076, being a Grant, dated September 17, 1942, between Alexander and Donald Wilson, and Theo and Alice Alward.

³⁰ LRO Instrument 17730, being a conveyance, power of sale, dated June, 1932, between John Wilson and John Parnaby.

³¹ 1931 Census of Canada; LRO Instrument 15313, being a Grant, dated April 1925, between Mary Wake and John Thomas Parnaby, for approximately 12 acres.

³² Ahern, Frances Robin, *Oakville: A Small Town (1900-1930)*. Oakville: The Oakville Historical Society, 1981, pg. 190

³³ Ancestry.ca marriage certificate between John Parnaby and Kate Saxby



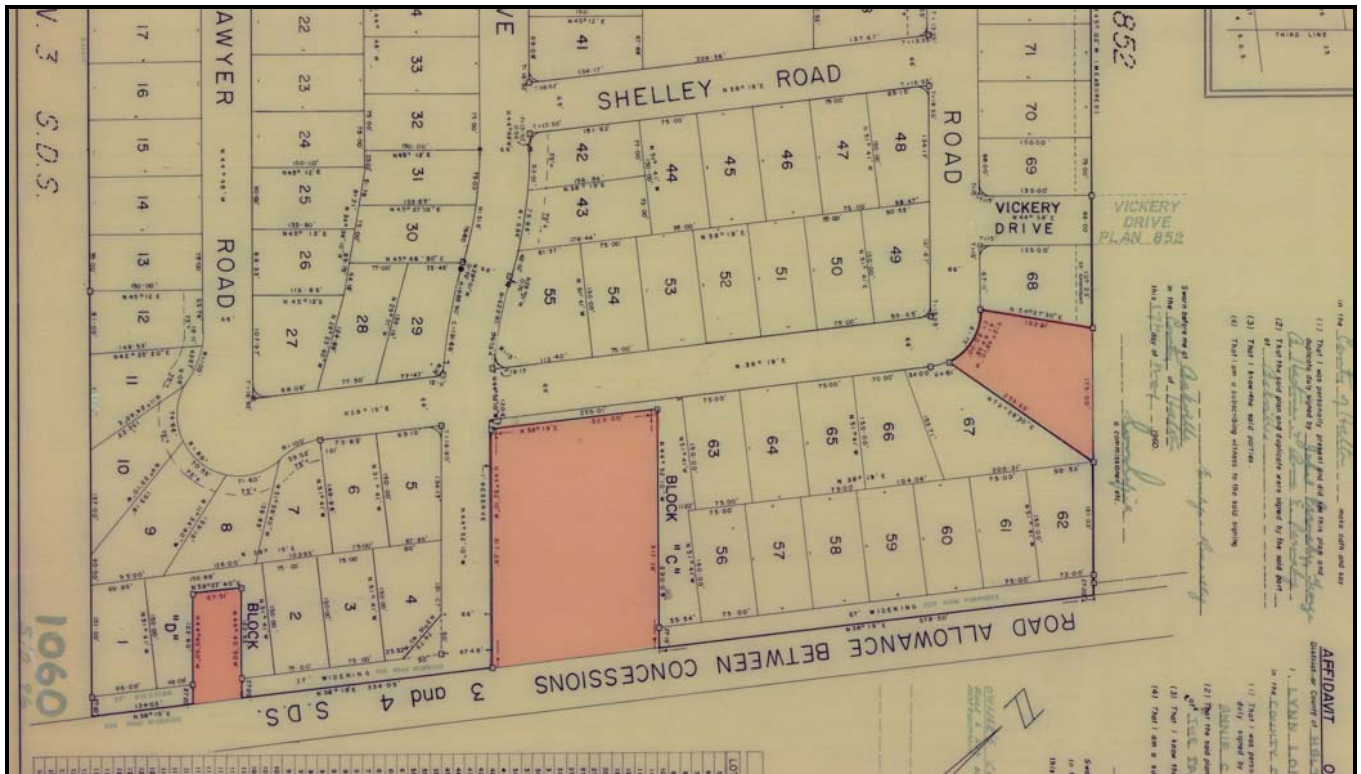
This photo was taken circa 1950s, but the lot was historically split into these four, from left to right, when the house was built:

- Red: Mrs. Applebe and then John Wilson
- Purple: Cecil Applebe and later John Parnaby
- Orange: Walter Dorland and then James Chapman and then John Parnaby (subject house)
- Yellow: Sarah and William Husband

John and Kate Parnaby sold some of their surrounding land to RDA Builders in 1956; it was then part of a 1960 subdivision plan known as Rebecca Gardens. The subject house was initially carved out—along with some land—as well as the house to the east (owned by Sarah Husband, the daughter of Emanuel Dorland), and the house to the west.

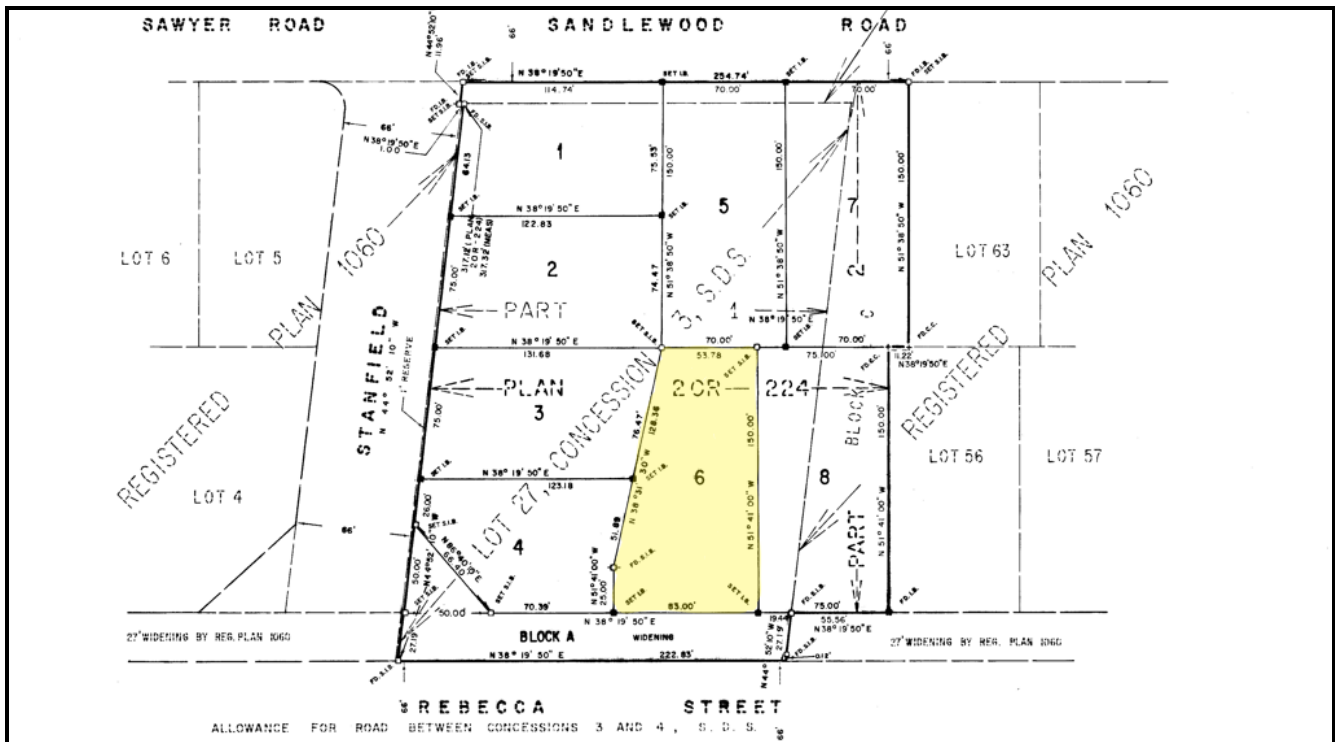


The house highlighted in yellow in an aerial from 1959. The house had an outbuilding (also highlighted). *Source: McMaster Aerial Photography Library*



A portion of a 1960 subdivision plan for 'Rebecca Gardens'; the red squares are where the historic houses were standing, with the subject property in the central rectangle with surrounding land. *Source: Town of Oakville planning files*

John Parnaby died in 1969; the house and remaining land was sold by the executors of his will to Ian Brockway and Grant Redshaw, who subdivided the land into eight smaller lots, with the subject house remaining, in 1972. From 1985 until 2015, the house had the same owner.



The modern lot, with the historical subject house, highlighted in yellow. *Source: Town of Oakville planning files*

In summary, the subject property has historical value for its connection to the surrounding fruit farm industry, which was a large economic driver in the early 1900s around the Oakville area. The house was built by James Chapman, who farmed the lot, which had been farmed by the Dorlands before him since 1842. The house was then owned by John and Kate Parnaby, who continue to farm it until they sold off a large part of the land in 1956.

Contextual Value

The subject property has cultural heritage value because it is physically and historically linked to its surroundings. The house is one of a few remaining historic farmhouse structures in the area. It was built in an area that used to be filled with large fruit farms and orchards, which were main economic drivers in the area. The house stands in its original location and is directly linked to farming families from the area and stands as a reminder of the agricultural history of Oakville and Bronte communities.

The streetscape of the area consists of some mature trees and moderate sized lots which contain medium to large sized houses, mostly from the 1950s and 60s when the surrounding farmland was sold off for development as part of the post-Second World War building boom.



2024 view of Rebecca Street, looking east. The subject property is on the left behind the white fence. Source: Google Street View



2024 view of Rebecca Street looking west. The subject house is to the right where the large trees are located. Source: Google Street View

4. Evaluation under Ontario Regulation 9/06

Evaluation of the cultural heritage value of the subject property is guided by the criteria outlined in the *Ontario Heritage Act's, Ontario Regulation 9/06: Criteria for Determining Cultural Heritage Value or Interest*. This Regulation outlines several criteria for determining whether a property is of cultural heritage value or interest. For a property to be designated under section 29 of the *Ontario Heritage Act*, it must meet two or more of these criteria, which are outlined below.

Ontario Regulation 9/06 Criteria	Evaluation	Criteria met (Y/N)
1. The property has design value or physical value because it:		
i. is a rare, unique, representative or early example of a style, type, expression, material or construction method;	The property is a representative example of an Edwardian Classicism brick farmhouse.	Y
ii. displays a high degree of craftsmanship or artistic merit;	The property does not display a high degree of craftsmanship.	N
iii. demonstrates a high degree of technical or scientific achievement.	The property does not demonstrate a high degree of technical or scientific achievement.	N
2. The property has historical value or associative value because it:		
i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community;	The property is associated with the theme of agriculture and fruit farming, which played a significant role in the development of the Bronte and Oakville area.	Y
ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture;	The property does not yield or have a strong potential to yield information that contributes to an understanding of a community or culture.	N
iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.	There are no known connections to an architect, artist, builder, designer or theorist who is significant to a community.	N
3. The property has contextual value because it:		
i. is important in defining, maintaining. Or supporting the character of an area;	The subject house is not important in defining, supporting and maintaining the character of the area.	N
ii. is physically, functionally, visually, or historically linked to its surroundings;	The property is physically and historically linked to its surroundings. It contributes to the understanding of the local communities of Bronte and Oakville, and the long history of fruit farming and orchards in the area.	Y
iii. is a landmark.	The property is not a landmark.	N

5. Statement of Cultural Heritage Value or Interest

The subject property has been researched and evaluated to determine its cultural heritage value or interest according to the criteria outlined in Ontario Regulation 9/06. By using these criteria, staff have determined that the property's cultural heritage value or interest merits designation under the *Ontario Heritage Act*.

Description of Property

The property at 2167 Rebecca Street is located on Rebecca Street between Stanfield Drive and Sabel Street. The property contains a circa 1920 two-and-a-half storey brick house known as the Chapman House.

Design Value or Physical Value:

The Chapman House has design and physical value as a representative example of an Edwardian Classicism brick farmhouse. Edwardian architecture emerged in the early 1900s as a reaction against busy Victorian architecture. The style emphasized simplified, balanced, and formal composition, which can be seen in this 1920 house. The house includes numerous features of the Edwardian style, such as its: large, square form and massing with hipped roof, smooth red brick cladding with minimal decoration, segmentally-arched windows with one-over-one style windows; roof dormers with Palladian style windows, and a wide front porch with square wooden columns and railings. The house retains almost all its original exterior features and is a strong representative example of its architectural style.

Historical Value or Associative Value:

The Chapman House has historical value because it is directly associated with the theme of agriculture and fruit farming. This area was well-known for its fruit farm industry, which was a large economic driver in the early 1900s around the Oakville area. The house remains as a link to this rural and agricultural past as one of the only remaining historic buildings in the area associated with the farms that once dotted the landscape.

Contextual Value:

The Chapman House has cultural heritage value because it is physically and historically linked to its surroundings. The house is one of a few remaining historic farmhouse structures in the area. It was built by a local fruit grower and farmer in an area that used to be filled with large fruit farms and orchards. The house stands in its original location and is directly linked to farming families from the area and stands as a reminder of the agricultural history of Oakville and Bronte communities.

Description of Heritage Attributes

Key attributes of the property at 2167 Rebecca Street that exemplify its cultural heritage value as an Edwardian Classicism style farmhouse, as they relate to the west, south and east elevations of the original two-and-a-half-storey house, include:

- Square form and massing with hipped roof and wide one-storey front porch;
- Hip-roofed dormers with Palladian style windows;
- Smooth red brick cladding;
- Historic fenestration of the windows and doors with segmentally-arched openings, including brick voussoirs and concrete sills;
- The presence of one-over-one wooden windows on the first and second storeys;
- The presence of an Edwardian Classicism style wooden front door;
- The front porch that runs the width of the house with shed roof and small central gable, brick plinths with square, tapered wooden columns, and wooden railings with square pickets; and
- Wooden porch ceiling and wooden soffits.

6. Conclusion

This property meets three of the criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. It is therefore recommended that the property be designated under Part IV, section 29 of the *Ontario Heritage Act*.

7. Sources

- Ahern, Frances Robin, *Oakville: A Small Town (1900-1930)*. Oakville: The Oakville Historical Society, 1981
- Ancestry, www.ancestry.ca
- Blumenson, John, *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*. Toronto: Fitzhenry & Whiteside, 1990
- Brimacombe, Philip, *The Story of Bronte Harbour*
- Burlington Historical Society, "A Walk in Greenwood", [Chapter-14-More-Ministers.pdf \(burlingtonhistorical.ca\)](#)
- FamilySearch, *Trafalgar Township Volume A-B ca. 1808-1958, and Probates of Will* www.familysearch.org
- Find-A-Grave
- Library and Archives Canada
- McMaster University Map Library
- Mikel, Robert, *Ontario House Styles: The Distinctive Architecture of the Province's 18th and 19th Century Homes*. Toronto: James Lorimer & Company, Ltd. 2004
- Mississaugas of the Credit First Nation, Department of Consultation & Accommodation (DOCA)
- Oakville Historical Society
- Oakville Public Library
- Ontario Heritage Act, Reg. 9/06
- Ontario Ministry of Municipal Affairs and Housing, "A place to grow: growth plan for the greater golden horseshoe", 2020
- Ontario Ministry of Municipal Affairs and Housing, "Provincial Policy Statement", 2020
- ONLAND, Ontario Land Registry Access. Teranet Inc.
- Region Municipality of Halton, "Halton Region Official Plan", 2022
- Stelter, Emma. "Debwewin: The Oakville truth project, Treaties 22 & 23, 1820", [Friendship-Peace-and-Respect-web.pdf \(theo.cf.org\)](#)
- Brampton Public Library, *Globe & Mail* historical archives
- Brampton Public Library, *Toronto Star* historical archives
- Town of Oakville, "Liveable Oakville", 2009
- Town of Oakville, "North Oakville East Secondary Plan", 2023
- Town of Oakville, "North Oakville West Secondary Plan", 2023
- Town of Oakville Heritage Planning, "Cultural Heritage Landscape Strategy Implementation Phase Two: Cultural Heritage Evaluation Report for Bronte Cemetery", 2022
- Town of Oakville, various departmental files including the Town's Heritage Register, policies, reports, imagery, and mapping

On November **, 2024, Oakville Town Council resolved to pass a Notice of Intention to Designate the following property under Section 29 of the *Ontario Heritage Act*, R.S.O. 1990, c. O.18, as amended, as a property of cultural heritage value and interest:

Chapman House
2167 Rebecca Street
PLAN M70, LOT 6; OAKVILLE

Description of Property

The property at 2167 Rebecca Street is located on Rebecca Street between Stanfield Drive and Sabel Street. The property contains a circa 1920 two-and-a-half storey brick house known as the Chapman House.

Statement of Cultural Heritage Value or Interest

Design and Physical Value

The Chapman House has design and physical value as a representative example of an Edwardian Classicism brick farmhouse. Edwardian architecture emerged in the early 1900s as a reaction against busy Victorian architecture. The style emphasized simplified, balanced, and formal composition, which can be seen in this 1920 house. The house includes numerous features of the Edwardian style, such as its: large, square form and massing with hipped roof, smooth red brick cladding with minimal decoration, segmentally-arched windows with one-over-one style windows; roof dormers with Palladian style windows, and a wide front porch with square wooden columns and railings. The house retains almost all its original exterior features and is a strong representative example of its architectural style.

Historical and Associative Value

The Chapman House has historical value because it is directly associated with the theme of agriculture and fruit farming. This area was well-known for its fruit farm industry, which was a large economic driver in the early 1900s around the Oakville area. The house remains as a link to this rural and agricultural past as one of the only remaining historic buildings in the area associated with the farms that once dotted the landscape.

Contextual Value

The Chapman House has cultural heritage value because it is physically and historically linked to its surroundings. The house is one of a few remaining historic farmhouse structures in the area. It was built by a local fruit grower and farmer in an area that used to be filled with large fruit farms and orchards. The house stands in its original location and is directly linked to farming families from the area and stands as a reminder of the agricultural history of Oakville and Bronte communities.

Description of Heritage Attributes

Key attributes of the property at 2167 Rebecca Street that exemplify its cultural heritage value as an Edwardian Classicism style farmhouse, as they relate to the west, south and east elevations of the original two-and-a-half-storey house, include:

- Square form and massing with hipped roof and wide one-storey front porch;
- Hip-roofed dormers with Palladian style windows;
- Smooth red brick cladding;
- Historic fenestration of the windows and doors with segmentally-arched openings, including brick voussoirs and concrete sills;
- The presence of one-over-one wooden windows on the first and second storeys;
- The presence of an Edwardian Classicism style wooden front door;

Town of Oakville | 1225 Trafalgar Road, Oakville L6H 0H3 | 905-845-6601 | oakville.ca

- The front porch that runs the width of the house with shed roof and small central gable, brick plinths with square, tapered wooden columns, and wooden railings with square pickets; and
- Wooden porch ceiling and wooden soffits.

Any objection to this designation must be filed no later than December **, 2024. Objections must be directed to the Town Clerk at townclerk@oakville.ca or 1225 Trafalgar Road, Oakville, Ontario L6H 0H3. The objection must include the reasons for the objection and all relevant facts.

Further information respecting this proposed designation is available from the Town of Oakville. Any inquiries may be directed to Carolyn Van Sligtenhorst, Supervisor of Heritage Conservation at 905-845-6601, ext.3875 (TTY 905-338-4200), or by email at carolyn.van@oakville.ca.

Issued at the Town of Oakville on November **, 2024.

DRAFT

REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: Notice of intention to designate – 1314 Lakeshore Road East – November 25, 2024

LOCATION: 1314 Lakeshore Road East

WARD: Ward 3

Page 1

RECOMMENDATION:

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Dane MacKendrick House at 1314 Lakeshore Road East.

KEY FACTS:

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

- As part of the Heritage Designation Project 2023-2025, Heritage Planning staff has evaluated the subject property and consider it worthy of conservation and heritage designation.
- Staff is recommending that the subject property be designated under section 29, Part IV of the *Ontario Heritage Act* and that a notice of intention to designate be issued by Council for the property.

BACKGROUND:

In October 2022, Ontario's Ministry of Municipal Affairs and Housing introduced Bill 23, *More Homes Built Faster Act, 2022*. The bill included several amendments to the *Ontario Heritage Act*, including a two-year time limit for listed properties to remain on municipal heritage registers. In early 2023, Policy Planning & Heritage initiated the Heritage Designation Project 2023-2025 to designate approximately 80 listed properties prior to their required removal from Oakville's Heritage Register on January 1, 2025. The subject property of this report was included as a priority within that list.

In June 2024, Bill 200, *Homeowner Protection Act, 2024*, was passed. This bill extended the two-year time limit for existing listed properties to remain on municipal

heritage registers from January 1, 2025 to January 1, 2027. While these additional two years are beneficial, staff is continuing the work of the Heritage Designation Project 2023-2025 with the original project timeline, based on staff resources.

A location map for the subject property is attached as Appendix A. A Cultural Heritage Evaluation Report (CHER) has been prepared by staff for the property and is attached as Appendix B. A draft Notice of Intention to Designate has also been prepared by staff and is attached as Appendix C.

COMMENT/OPTIONS:

The Province of Ontario has made a clear commitment to the conservation of significant cultural heritage resources through its legislation and policies, including the *Ontario Heritage Act* (2021), the *Planning Act* (1990, as amended) and the Provincial Policy Statement (2024).

The OHA sets out the procedures for evaluating and protecting heritage resources at the provincial and municipal levels. This includes the use of Ontario Regulation 9/06 as the means for determining if a property has cultural heritage value.

This commitment to heritage conservation continues at the regional and municipal level through supportive objectives and directions outlined in the Region of Halton Official Plan and the town's Livable Oakville Plan and North Oakville East and West Secondary Plans.

In accordance with the OHA, a property must meet at least two criteria of Ontario Regulation 9/06. The property at 1314 Lakeshore Road East has been evaluated using these criteria. Staff considers the property to meet at least two or more of these criteria, and it therefore merits designation under section 29, Part IV of the OHA. The attached Cultural Heritage Evaluation Report provides more details on the cultural heritage value of the property.

Also attached is a draft Notice of Intention to Designate. This provides a clear outline of the property's cultural heritage value and the heritage attributes recommended for protection and conservation through a future designation by-law.

A separate staff report recommending designation of the property at 1314 Lakeshore Road East was presented to the Heritage Oakville Advisory Committee on October 29, 2024. The Committee supported the designation of the property.

CONSIDERATIONS:

(A) PUBLIC

If notice is to be issued for the designation of the property, notice will be given in accordance with the town's *Ontario Heritage Act* Alternative Notice Policy.

(B) FINANCIAL

There are no financial considerations.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The Legal department will be consulted on the designation as necessary.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses Council's strategic priorities: Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION

A Climate Emergency was declared by Council in June 2019 for the purposes of strengthening the Oakville community commitment in reducing carbon footprints. The retention and conservation of this historic building through heritage designation contributes to the town's initiatives to reduce carbon footprints.

APPENDICES:

Appendix A – Location Map

Appendix B – Cultural Heritage Evaluation Report

Appendix C – Draft Notice of Intention to Designate

Prepared by:

Carolyn Van Sligtenhorst, CAHP, MCIP, RPP
Supervisor, Heritage Conservation

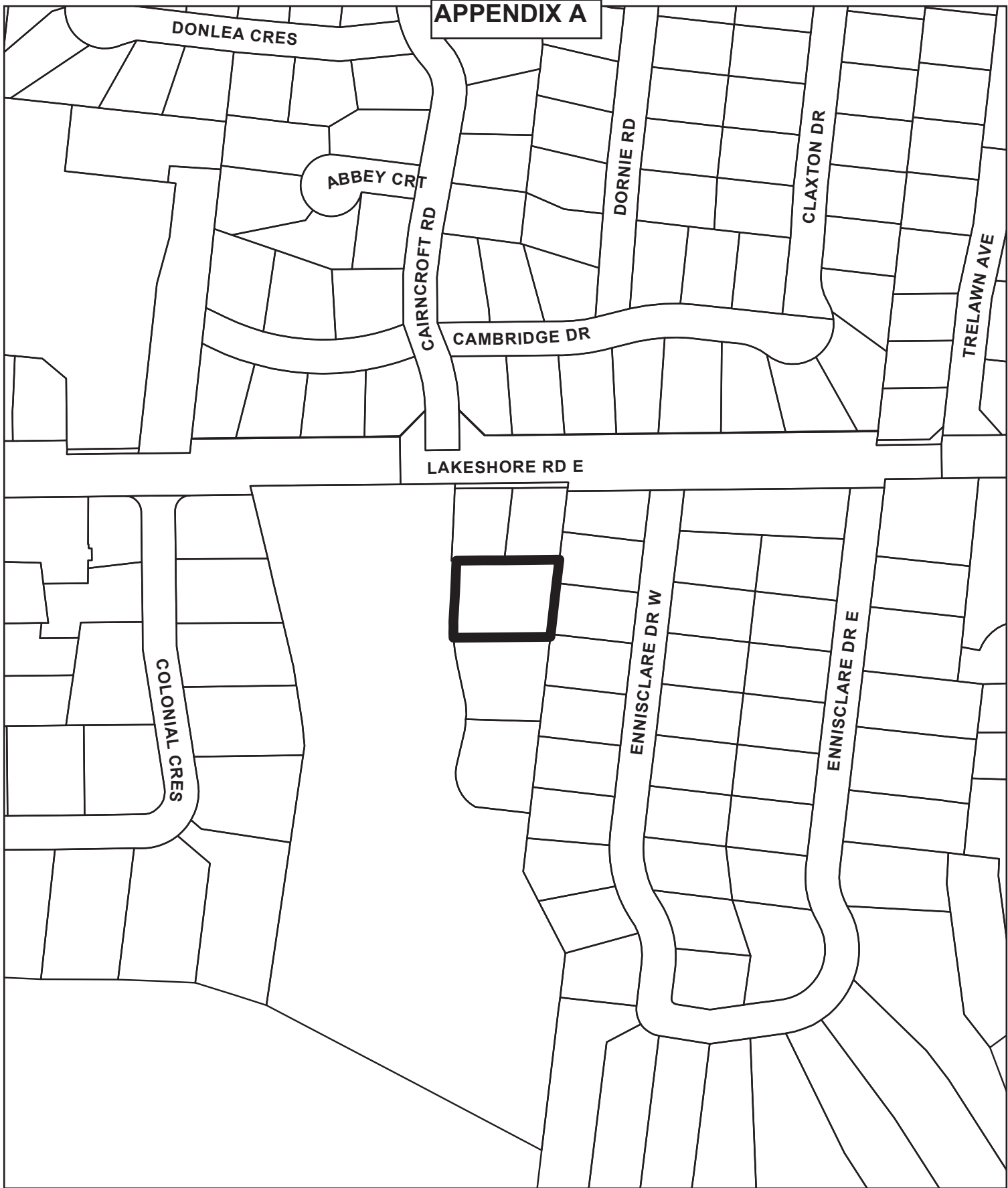
Recommended by:

Kirk Biggar, MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:

Gabe Charles, MCIP, RPP
Director, Planning and Development

APPENDIX A



1314 LAKESHORE RD E

 **SUBJECT LANDS**

LOCATION

Community Development Commission

Cultural Heritage Evaluation Report
Dane MacKendrick House
1314 Lakeshore Road East, Oakville, Ontario



East elevation of 1314 Lakeshore Road East, 2024. Source: *Town of Oakville Planning Services Staff*

1. Executive Summary

The purpose of this Cultural Heritage Evaluation Report, or CHER, is to determine if the subject property merits designation under Part IV, section 29 of the *Ontario Heritage Act* (OHA). A Cultural Heritage Evaluation Report (CHER) provides an overview of the property based on primary and secondary research and visual inspection of the property. It also includes an evaluation against the prescribed criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. This CHER also includes a draft Statement of Cultural Heritage Value or Interest and identification of heritage attributes.

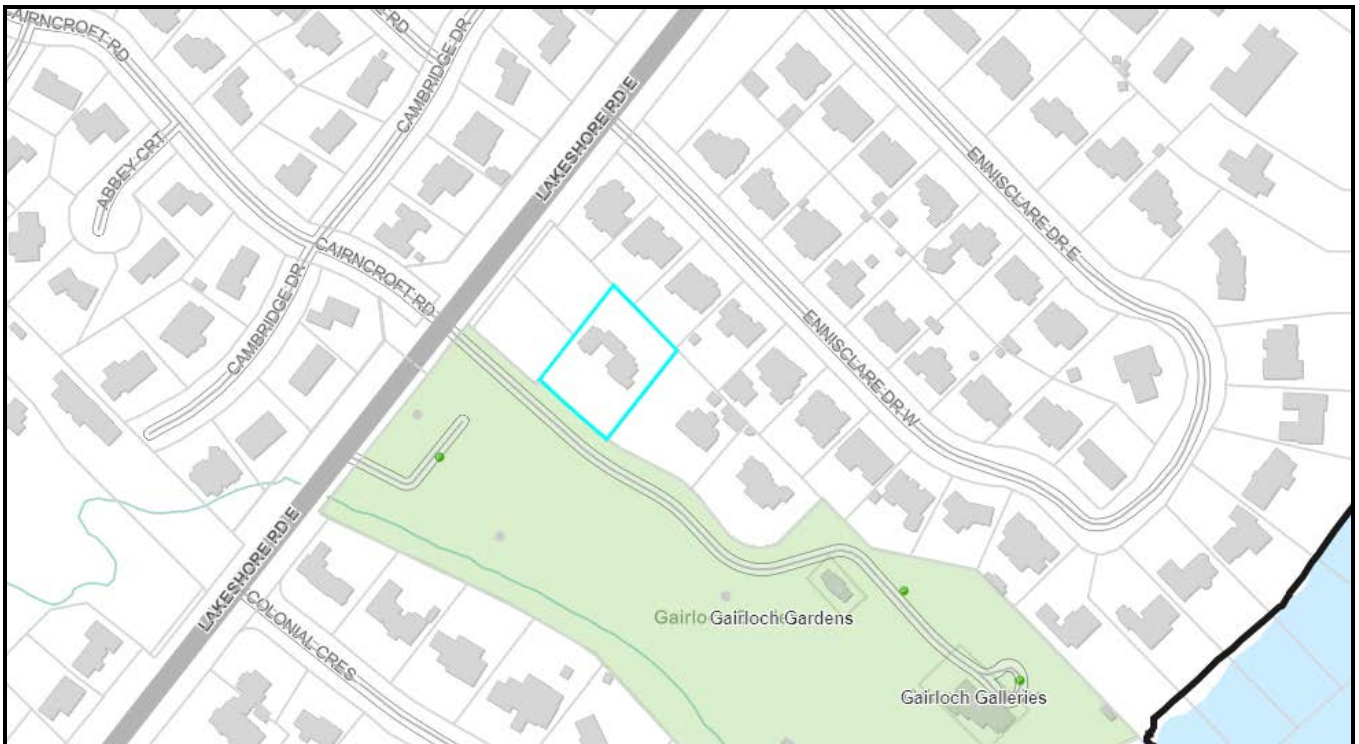
The designation of heritage properties is legislated by the OHA and is supported at a provincial level by the Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2019). The conservation of cultural heritage resources is also supported by the Region of Halton Official Plan, the Livable Oakville Plan, the North Oakville East Secondary Plan, and the North Oakville West Secondary Plan.

The property at 1314 Lakeshore Road East is located south of Lakeshore Road East between Gairloch Gardens and Ennisclare Drive West. The property is located within the territory covered by Treaty 14, which was signed in 1806 between the Mississaugas and the British Crown. The property was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* for its potential cultural heritage value for its "circa 1920s Arts & Crafts style frame house and garage and for its associations with the MacKendrick family who owned Gairloch Gardens."

This CHER has evaluated the property in accordance with the requirements of the OHA and finds that the property meets four of the criteria of Regulation 9/06. It is therefore recommended that the property be designated under Part IV, section 29 of the OHA.

2. Subject Property

The property at 1314 Lakeshore Road East is located south of Lakeshore Road East, between Gairloch Gardens and Ennisclare Drive West. The property is located within the territory covered by Treaty 14, which was signed in 1806 between the Mississaugas and the British Crown. It was historically a part of the Fourth Concession South of Dundas, Part Lots 7 and 8. W.G. MacKendrick bought the land in Lot 7 as part of his estate in 1910, and Lot 8 in 1921; he then sold several portions to his children, including the subject property at 1314 Lakeshore Road East. The house was then built by Dane MacKendrick, his son, between 1926 and 1929.



Location map: Subject property is outlined in blue. May 2024. Source: Town of Oakville GIS

Legal description: CON 4 SDS PT LOTS 7 & 8 RP 20R8669 PARTS 1, 2, 3; TOWN OF OAKVILLE

3. Background Research

Design and Physical Value

The subject building at 1314 Lakeshore Road East is a one-and-a-half storey frame house. The home has architectural value as a representative example of a Tudor Revival home built during the Arts and Crafts period of the early 1900s.

Tudor Revival (1890-1930)

Most often modelled after rural cottages and country manor houses of the Tudor period of England (1485-1603), houses with Tudor Revival elements call back to Medieval cottage architectural styles. During the early- to mid-1900s, elements from this style were often incorporated into Arts and Crafts houses.¹ Some common elements are steeply pitched roofs with flared peaks and bellcast roofs, cross gables and dormers, half-timbering on upper floors with a contrasting base of brick, narrow casement windows, narrow vents, exposed eaves and window lintels that imitate stone or hewn timbers.

Arts and Crafts Movement (1890-1940)

The Arts and Crafts movement began in Britain as a reaction to the rapid growth of industry and the dehumanization of society that resulted from the sudden restructuring of the population to accommodate large factories.² The movement spread to North America and many structures built between 1890 and 1940 demonstrate Arts and Crafts influenced architectural details.³ Generally, the goal of the residential Arts and Crafts movement was to portray the home as a place of serenity, with a focus on the home as part of the natural environment.⁴ Houses were meant to fit intrinsically into their sites, and its relationship to the natural environment was key to the construction of the house.⁵

Characteristics of Arts and Crafts inspired residences can include: a combination of cladding materials ranging from brick, stone, stucco, shingles, and horizontal wood cladding; wide verandahs or porches sometimes created through an extension of the main roof; dormer windows and wall gables; small paned casement windows, recessed entrances typically under porches; exposed rafter tails or brackets; and asymmetrical façades.

Subject Property Design

The property at 1314 Lakeshore Road East features many Tudor Revival and Arts and Crafts elements. The house has a unique asymmetrical roofline, which calls back to the Tudor Revival style and English cottages. It is also irregular in shape and rambling in construction, another design element of the Arts and Crafts era, done to tie the home in with its natural environment. On the front (west) elevation, the house has a long bellcast curved roof with a front gable. The south elevation has the continuation of the bellcast roof, as well as a side gable wing and a small side entryway. The east elevation (rear) has a gable dormer and a shed dormer, and the north elevation has additions from the 1990s and 2000s. The front porch, south porch, and bay window roofs all have exposed eaves, a common element of Arts and Crafts houses.

The original home includes additions: 1990 renovations added a two-storey wing on the north side of the original house and a small one-storey wing at the rear; in 2001 a new two-storey detached garage was added; and in 2008, a one-storey portion joining the house to the garage was constructed.

¹ Blumenson, John. *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*, pg. 125

² Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*, pg. 101

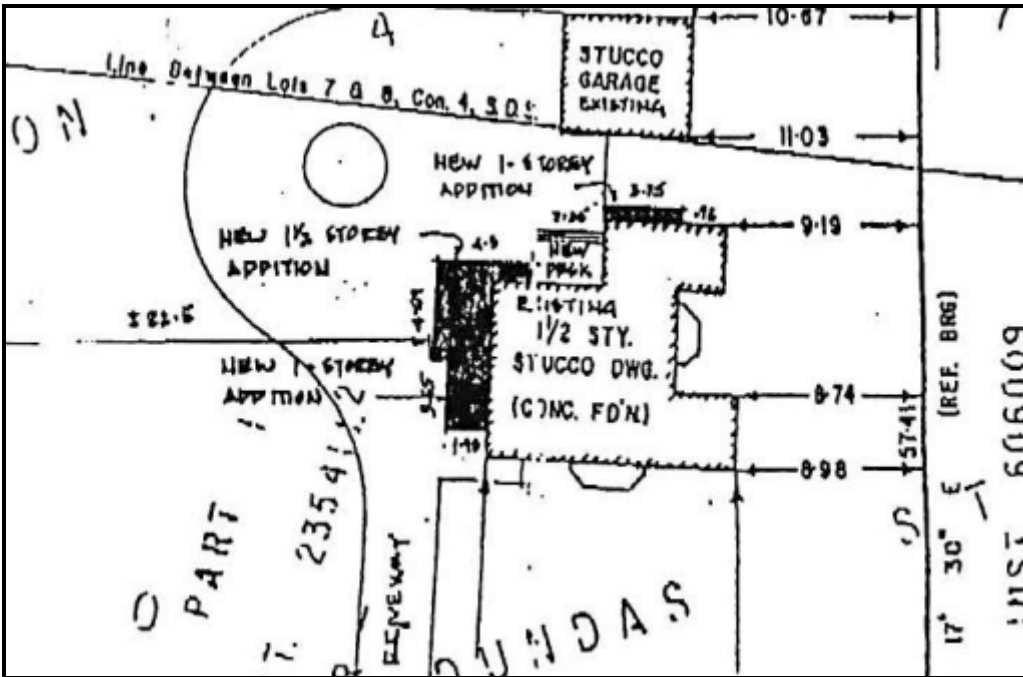
³ Blumenson, John. *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*, pg. 102

⁴ Mikel, Robert. *Ontario House Styles: The distinctive architecture of the province's 18th and 19th century homes*, pg. 105

⁵ Ontario Architecture, "Arts and Crafts", <http://www.ontarioarchitecture.com/ArtsandCrafts.htm>



Historical photo of the house without additions, circa 1950s. Source: Town of Oakville Planning files via Janet Armstrong



The additions from 1990 shown in black. Source: Town of Oakville planning files



West elevation of the original house, 2024. Source: *Town of Oakville Planning Staff*



Garage addition and one-storey portion on west elevation, 2024. Source: *Town of Oakville Planning Staff*



North elevation with 1990s addition on the left, 2024. Source: Town of Oakville Planning Staff



South elevation, 2024. Source: Town of Oakville Planning Staff



Original portion of house highlighted in yellow, showing the asymmetrical massing. *Source: Google Aerial*



Another view of the west elevation to show the bellcast roofline, 2024. *Source: Town of Oakville Planning Services Staff*



A historical photo of the house showing the roofline and how it extends on the south elevation. *Source: Town of Oakville planning files, via Janet Armstrong*

The house is clad mainly in stucco, a typical cladding material of Arts and Crafts houses. These houses often have multiple cladding materials to add to the textured nature of the house. The subject property historically had brick on the lower portion of the house. It was later painted the same colour as the house at an unknown date and has since been stuccoed over to match the rest of the house.



Historical photo showing the brick lower portion of the house. *Source: Town of Oakville planning files via Janet Armstrong*



A later historical photo showing the brick painted over. The old stucco garage can be seen on the left side of the image. *Source: Town of Oakville planning files via Janet Armstrong*

Wooden shingle cladding is used on the bay windows and dormers of the house while the roof has wooden soffits and wooden fascia in the exposed wooden eaves to add to the rustic nature of the house.



Exposed wooden eaves on the roof over the front bay window on the west elevation, 2024. This is the same on all overhanging rooflines of the house. *Source: Town of Oakville Planning Staff*



Close-up of the wooden fascia, soffit, and exposed eaves on the west elevation, 2024. *Source: Town of Oakville Planning Services Staff*

The front entry is covered by the extended roofline with exposed wooden eaves. It has a small window and a wooden front door with wooden screen door. A pillar against the wall helps to support the roof, and the entryway has flagstone steps and small patio. Flagstone was often used in cottage-style Arts and Crafts homes to act as a pastoral connection between the interior and the exterior.



Front entrance with flagstone patio, 2024. *Source: Town of Oakville Planning Staff*

The house contains a mix of historic and contemporary casement windows. Most windows on the original portion of the house are multipaned wooden casement windows with wooden sills and simple wooden trim, typical of the Tudor Revival style and the Arts and Crafts era. The house also has projecting bay windows on both the west and south elevations. The front gable of the house has a narrow vent and the south gable has a narrow window in the attic; these narrow proportions are indicative of the Tudor Revival style.



Close-up of the set of three windows and the vent, 2024. *Source: Town of Oakville Planning Staff*

The house has an offset unadorned chimney; this style of chimney—simple but large—is common on Craftsman-style houses from the Arts and Crafts era. The brick appears to match the brick that was originally on the lower portions of the walls.



One of the chimneys, 2024. *Source: Town of Oakville Planning Staff*

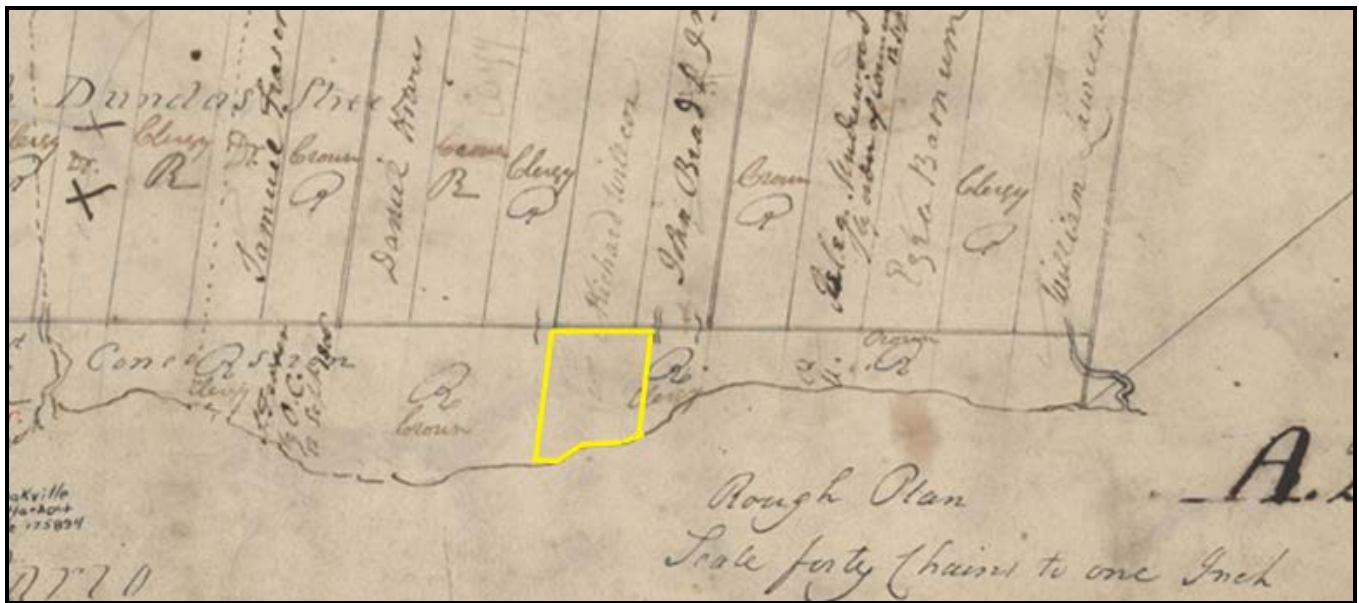
In summary, the house has many historical elements of Tudor Revival architecture with Arts and Crafts influence. Elements include: asymmetrical and irregular massing and form of the one-and-a-half-storey building

with steep bellcast roof; a mix of stucco and wooden shingle cladding; wooden soffits and fascia with exposed wooden eaves; west elevation porch with flagstone; presence of a panelled wooden front door; bay windows on the west and south elevations; the use of multipaned wood windows in the Arts and Crafts style with wood trim; and red brick chimney.

Historical and Associative Value

The property at 1314 Lakeshore Road East is located on lands that were part of the traditional territory of the Mississaugas of the Credit First Nation. In 1805, the Mississaugas and the British Crown reached an agreement in which the Mississaugas ceded almost 71,000 acres of land. In return they were given £1000 of trade goods, promised the sole right of the fisheries in the Twelve Mile Creek, Sixteen Mile Creek, and the Credit River, and a strip of land on the banks of these waterways. The agreement was formalized with the signing of the Head of the Lake Treaty, No. 14, on September 5, 1806.⁶ The subject property is in the territory of Treaty No. 14.⁷

The land outside of the waterway reserves kept by the Mississauga was divided up by the Crown. The subject area was known as the Fourth Concession South of Dundas Street, Part Lots 7 and 8.



Wilmot's Trafalgar Township Survey, 1806, with Lot 8 and half of Lot 7 outlined in yellow, 4th Concession South of Dundas Street. Source: Archives of Ontario

The creek lands were ceded by the Mississauga in Treaty No. 22, which was signed in February of 1820, when the Mississaugas were experiencing duress due to land encroachment, the depletion of fish stocks, and a population that was in severe decline. Treaty 22 stipulated that in exchange for ceding “about 20,000” acres of their land to the British Crown, the Mississaugas would receive a 200-acre parcel of land on the Credit River, and the profits from the sale of the remaining lands on the Twelve and Sixteen Mile Creeks.⁸

Below is a summary of the owners of the property from the Crown patent to the current owners. Some owners held the property for relatively short periods of time. In many cases, information about the purchasers was limited to only that contained within the real estate transaction documents. As such, not all owners will be discussed in the CHER. Rather, the focus will be on persons of note, with a focus on the most likely candidate to have built, or commissioned the construction of, the property's building or buildings; on anyone who was significant to the community; or on anyone who lived on the subject property for an extended period.

⁶ Debwewin: The Oakville Truth Project, *Treaties 2 & 23, 1820*, pg. 9

⁷ 1806 Wilmot Survey; Mississaugas of the Credit GIS Treaty Map

⁸ Debwewin: The Oakville Truth Project, *Treaties 22 & 23, 1820*, pg. 10

Lot 7

Name of Owner(s)	Acreage or Lot	Years of Ownership
Crown	Lot 7	1806-1812
Richard Wilcox	35 acres of Lot 7	1812
John C. Harris	Ibid.	1812-1832
George McCraney	Ibid.	1832-1834
Elijah Dexter	33 $\frac{3}{4}$ acres	1834-1835
John C. Griswold	Ibid.	1835-1838
Anson Griswold	Ibid.	1838-1840
Diana (?) Hilliard	Ibid.	1840-1849
William Francis Romain	Ibid.	1849-1851
William Leach	Ibid.	1851-1852
James Spencer	16 $\frac{7}{8}$ acres of the westerly half	1852-1865
Charles Levey	Ibid.	1865-1872
Reuben Simeon Bacon	Ibid.	1872, 1887, 1889-1889
Albert and Kate Dodd and James Boomer	18 acres in westerly half	1889-1890
James and Anne Boomer	10 acres in westerly half of westerly half	1890-1904
Ontario Oddfellows Association	20 acres, west half and other land	1904-1910
Sarah and William G. MacKendrick	Ibid.	1910-1926
Dane MacKendrick	Part Lots 7 and another lot	1926-1947
William Gould Armstrong	Part lots 7 and 8	1947-1988
Wayne and Joan Dinwoodie	Ibid.	1988-1997
Current owners	Ibid.	1997-present

Lot 8

Name of Owner(s)	Acreage or Lot	Years of Ownership
Crown	Lot 8	1806-1839
Richard Coates Sr.	Lot 8	1839-1856
Richard Coates Jr.	46 acres	1856-1861
Orpheus and Sabina Coates	36 acres	1861-1863
Richard Hallaran	Ibid.	1863-1864
Henry McCardle	Ibid.	1864-1874
James Scarlett	Ibid.	1874-1888
Kitty E.B. Scarlett	Ibid.	1888
Mary Jane Walls	Ibid.	1888-1907
William Henry Brouse	Ibid.	1907-1921
William G. MacKendrick	11.47 acres	1921-1926
Dane MacKendrick	Part Lot 7 and another lot	1926-1947
William Gould Armstrong	Part lots 7 and 8	1947-1988
Wayne and Joan Dinwoodie	Ibid.	1988-1997
Current owners	Ibid.	1997-present

In the 1800s, the land east of Oakville was utilized mostly for farming, lumber, and other resource extraction. As Oakville grew, particularly around the mid-1800s, the large historic lots east of town were subdivided further and further. Many continued to be farmed, but in the late 1800s some of the lots were being turned into estates built by the wealthy, many of whom came from Toronto and called these large estates summer homes.⁹



George Tremaine's "County of Halton" survey, 1858, with Lot 8 and the west half of Lot 7, 4th Concession South of Dundas Street, highlighted in yellow. Source: University of Toronto

Lot 7 and 8 were utilized as farms into the 1850s. Richard Coates received a land grant that included Lot 8 in Concession 4 SDS. Lower Morrison Creek, formerly known as Coates' Creek, runs through the historic Lot 8 which he owned as evident in the map above. It is likely that Coates' Creek was named after Richard Coates Senior.

Coates was a well-known and respected resident who had a varied career. Before immigrating to Upper Canada, he served as Bandmaster in the British Army.¹⁰ In his 1824 land petition, Coates described himself as a painter. His work included portraits and "symbolical decorations of the interior of the Temple of Sharon", which he painted at the request of David Willson, the founder of the Children of Peace, an Upper Canadian Quaker sect.¹¹

In 1831, Coates Sr. relocated to Trafalgar Township where he purchased property, which he named "Thornton Farm" after his birthplace in England.¹² After acquiring the subject property in late 1839, Coates Sr. set up a sawmill on the creek that was named after him.¹³ Coates Sr. retained ownership of Lot 8, Concession 4 SDS for slightly more than fifteen years, until he sold 46 acres to his son, Richard Coates Jr. Land registry records indicate

⁹ Ahern, Frances Robin, *Oakville: A Small Town (1900-1930)*. 3rd ed., Oakville: Oakville Historical Society in association with The Boston Mills Press, 1986, pg. 87

¹⁰ Mathews, Hazel, *Oakville and the Sixteen: The History of an Ontario Port*, Toronto: University of Toronto Press Incorporated, 1953, pg. 278

¹¹ Ibid.

¹² Ibid.,

¹³ Ibid.

that most of the property remained in the Coates family until Orpheus and Sabina Coates sold 36 acres to Richard Hallaran in April 1863 for \$825.¹⁴

Between 1874 and 1888, James Scarlett owned Lot 8. In the 1877 map of the Township of Trafalgar, it is noted as his estate, and a house is present.



1877 Trafalgar Township map showing Lot 8, owned by James Scarlett, and the west half of Lot 7, owned by R.S. Bacon. Source: *Town of Oakville planning files*

During this time for Lot 7, notable owners include William Francis Romain, William Leach, and Reuben Simeon Bacon.

William Francis Romain (1818-1869) was a Canadian businessman and politician. Between 1849 and 1851, Romain owned Lot 7. Born in Quebec City, Romain came to Oakville in 1847 and married Esther Ann Chisholm, daughter of Oakville founder William Chisholm. Romain served as Reeve of Trafalgar Township, as a member of Town Council, and as Oakville's second Mayor from 1863 to 1865.¹⁵

William Leach (1817-1901) was the son of Joshua Leach, after whom Joshua Creek is named. Leach purchased Lot 7 from Romain and maintained ownership of the property very briefly, between 1851 and 1852. Joshua Leach (1776-1862), owned the lot north of the subject property and operated a sawmill there relying on his namesake stream for its operation.¹⁶ In 1844, William took over the operation of the mill from his father.¹⁷

Reuben Simeon Bacon (1825-1900) owned Lot 7 between 1872 and 1889. Research revealed very little information about Reuben S. Bacon, however his son Samuel Edward Bacon (born circa 1865) is the Bacon from the 1906 Carson and Bacon plan of subdivision just east of Oakville, which ran between Colborne Street (later Lakeshore Road East) to the north, and the lakefront.¹⁸

¹⁴ LRO Instrument 209, being a Bargain & Sale dated April 21, 1863.

¹⁵ Wikipedia, "William Francis Romain", https://en.wikipedia.org/wiki/William_Francis_Romain

¹⁶ Ashe, David, and Joyce Burnell, *Oakville Street Names & Landmarks*, London: Burnell and Creighton Publishing, 2007, pg. 13

¹⁷ Town of Oakville, "Cultural heritage landscape strategy implementation – phase two: cultural heritage evaluation report. Gairloch Gardens", 2019

¹⁸ Town of Oakville, Engineering and Construction files, "Registered Plan 110", July 1905

Historically, Oakville's location, beautiful scenery, and strong economy made it an attractive destination to visit and in which to live. As well as being a source of transportation for both goods and people, Lake Ontario provided recreation to residents and visitors. Amongst these visitors was a small group of wealthy businessmen and their families from Toronto and elsewhere who bought property along the lakefront.¹⁹ The result was that large homes and beautifully landscaped grounds became the norm along Lakeshore Road East (then Lake Shore Road). So many of these wealthy families arrived between 1900 and 1930 that the lakefront became known as Millionaire's Row.²⁰ It was during this time that the subject property was purchased by Lieutenant Colonel William G. MacKendrick.

Family history indicates that William Gordon MacKendrick (1864-1959), who made his fortune as a road builder, amassed between 350 and 400 acres of land running from Lake Ontario to Upper Middle Road.²¹ Land registry records indicate that MacKendrick made two purchases in Concession 4 SDS. The first purchase occurred in 1910, when MacKendrick and his wife Sarah King (1866-1913) bought the "westerly half of broken front, Lot number Seven in the Fourth concession South of Dundas Street in the said Township of Trafalgar, containing by admeasurement twenty acres...more or less", from the Ontario Oddfellows Home Association, for \$35,500.²²

The second purchase occurred in November 1921, when MacKendrick bought from William Henry Brouse, 11.47 acres of "part of Lot Number Eight in the Broken Front, or Fourth Concession, S.D.S.", for \$15,500.²³ It was after this second purchase that Colonel MacKendrick, as he was more commonly known, built his home. Constructed between 1923 and 1924 and developed as a private, waterfront estate, MacKendrick named the property "Chestnut Point".²⁴ This house and its grounds, built and designed by MacKendrick, are now a designated cultural heritage landscape in Oakville.



Undated photo of Chestnut Point. Source: Oakville Galleries

¹⁹ Oakville Public Library, *A History of Oakville: Our Beautiful Town by the Lake, Lifestyle*, <http://images.oakville.halinet.on.ca/202/Exhibit/7>

²⁰ *Ibid.*

²¹ Casas, Teresa, "Paving the Way to Paradise: W.G. MacKendrick, William James, and the Interconnected Development of Parks, Subdivisions and Estates in Toronto and Oakville", 2013, <https://teresa.cce.com/wp-content/uploads/2013/10/Paving-word-October-14-2013.pdf>

²² LRO Instrument 10038, being a Bargain and Sale, dated June 7, 1910, between Ontario Oddfellows Home Association and William Gordon MacKendrick

²³ LRO Instrument 14019, being a Grant, dated November 29, 1921, between William Henry Brouse and William Gordon MacKendrick

²⁴ Casas, Teresa, "Paving the Way to Paradise: W.G. MacKendrick, William James, and the Interconnected Development of Parks, Subdivisions and Estates in Toronto and Oakville", 2013, <https://teresa.cce.com/wp-content/uploads/2013/10/Paving-word-October-14-2013.pdf>

William MacKendrick was one of eight children born to James MacKendrick and Clara Crane, in Galt (now Cambridge), Ontario. Educated at Galt's Central School and Collegiate Institute, MacKendrick learned, through hands-on experience, the trade of road building.²⁵ Described as a "major road builder and promoter of city parks and gardens", by 1913, MacKendrick was a man of significant property, owning a house with extensive gardens in Rosedale as well as his summer home on Centre Island and the property outside of Oakville.²⁶ He was an avid gardener, but was also a Toronto businessman and Manager of the Warren Paving Company until he retired to his Oakville estate where he also had a farm known as Chestnut Jersey Farm.²⁷ He also spent time in France during the First World War paving roads for the Allied armies.



William G. MacKendrick's garden at his Centre Island home in Toronto, 1911. Source: *Canadian Home and Garden* April 1911 issue



Above: Lt. Col. William G. MacKendrick with his first wife Sarah Corrine (Cora) nee King and their five surviving children, 1910. Source: *Oakville Galleries*
 Left: W.G. and wife Corrine at the Toronto Jockey Club, 1913. Source: *City of Toronto Archives*

²⁵ Ibid.

²⁶ Ibid.

²⁷ OnLand, LRO Abstracts, Concession 3, Lots 7 and 8.

Sometime after April 1923, MacKendrick decided to construct a rural retreat for him and his family. This was after the death of his wife Corrine (more commonly known as Cora) in 1913 and the death of their eldest son Gordon in France in 1916 during the First World War.²⁸ His estate, Chestnut Point, was built “in a grove of chestnut trees” and was constructed in a design that was similar to his Toronto house.²⁹ Built in 1911, MacKendrick’s Toronto Rosedale home, which still stands at 55 Roxborough Drive, was based on a design by Ashton Pentecost which was said to be inspired by the English homes of British architect Charles F.A. Voysey.³⁰ At Chestnut Point, MacKendrick went so far as to replicate the ravine topography of his Rosedale home.

MacKendrick used his experience in gardening to design the extensive gardens and landscape of the estate. According to MacKendrick’s son Harry, his father chose to settle in Oakville after the war mostly because he wanted a larger garden. He laid flat lake stones “into the pathways which led to the canopied teahouse and down to the lake [and] landscaped the grounds with [trellises], hedges, trees and shrubs to preserve and enhance his beloved vistas.”³¹

Further, he “dammed Morrison Creek just south of Lakeshore Road to create two duck ponds. Beyond these ponds he planted rose gardens and extensive vegetable gardens. At a similar distance the tennis courts were located.”³² Colonel MacKendrick was the President of the Toronto Horticultural Society, and Harry MacKendrick states that at one time the gardens featured more than 350 different varieties of roses.³³

Another theory posits that MacKendrick built Chestnut Point as a personal retreat from the fast pace of city life and the “global political sphere that he had once embraced as city builder and servant of the British Empire.”³⁴ A popular belief at the time, known as the *Park Movement*, espoused the view that the “park as a restorative environment” provided beneficial effects “of beauty as it was manifested in nature.”³⁵ “Crowded housing was thought to undermine a community’s moral standards” and country life was thought to be “imbued with higher moral standards.”³⁶ In an interview, his daughter Gina stated that he wanted a quieter place to raise the children.³⁷

In an August 1979 newspaper interview, Harry MacKendrick spoke about the “heart, energy and money that Dad [Colonel MacKendrick] poured into this place” as being “stupendous.”³⁸ He went on to describe life at Chestnut Point as well as the 350-acre farm that lay north of Gairloch.

²⁸ Casas, Teresa, “Paving the Way to Paradise: W.G. MacKendrick, William James, and the Interconnected Development of Parks, Subdivisions and Estates in Toronto and Oakville”, <https://teresa.cce.com/wp-content/uploads/2013/10/Paving-word-October-14-2013.pdf> (accessed 20 February 2019).

²⁹ Ashe, David, and Joyce Burnell, *Oakville Street Names & Landmarks*, London: Burnell and Creighton Publishing, 2007, pg. 38

³⁰ *Ibid.*, pgs. 12-6.

³¹ *Ibid.*, pg. 16.

³² Oakville Galleries, “An Information Package on the History of The Gairloch Estate, Gardens and Gallery: Plans” (1992); “Written description of interior of Colonel Mackendrick [sic] Residence (1922)”, pgs. 16-17

³³ Oakville Galleries, “An Information Package on the History of The Gairloch Estate, Gardens and Gallery: Colonel William MacKendrick and Family, Articles” (1992); *Toronto Star*, “Gairloch Gardens: The echoes of gala parties”, Wednesday, August 8, 1979, pg. A2

³⁴ Casas, Teresa, “Paving the Way to Paradise: W.G. MacKendrick, William James, and the Interconnected Development of Parks, Subdivisions and Estates in Toronto and Oakville”, 2013, <https://teresa.cce.com/wp-content/uploads/2013/10/Paving-word-October-14-2013.pdf>

³⁵ *Ibid.*

³⁶ *Ibid.*

³⁷ Interview with Gina MacKendrick, research files on Lakeshore Estates, Peacock fonds, Oakville Historical Society.

³⁸ Oakville Galleries, “An Information Package on the History of The Gairloch Estate, Gardens and Gallery: Colonel William MacKendrick and Family, Articles” (1992); *Toronto Star*, “Gairloch Gardens: The echoes of gala parties”, Wednesday, August 8, 1979, pg. A2



Stone pillars on the driveway between 1310 Lakeshore Road East and 1306 Lakeshore Road East, north of the studio, circa 1950s and 2018. Source: Janet Armstrong and Town of Oakville Planning Staff

As his children matured, Colonel MacKendrick 'sold' land along the driveway for homes to two of his married children.³⁹ Land registry records indicate that on April 8, 1926, the first gift of land went to his son Dane Evan MacKendrick (1900-1952) when he purchased, for "Love and \$1" part of Lot 7 and 8, Concession 4 SDS.⁴⁰ Today this property is known municipally as 1314 Lakeshore Road East and is the subject property.

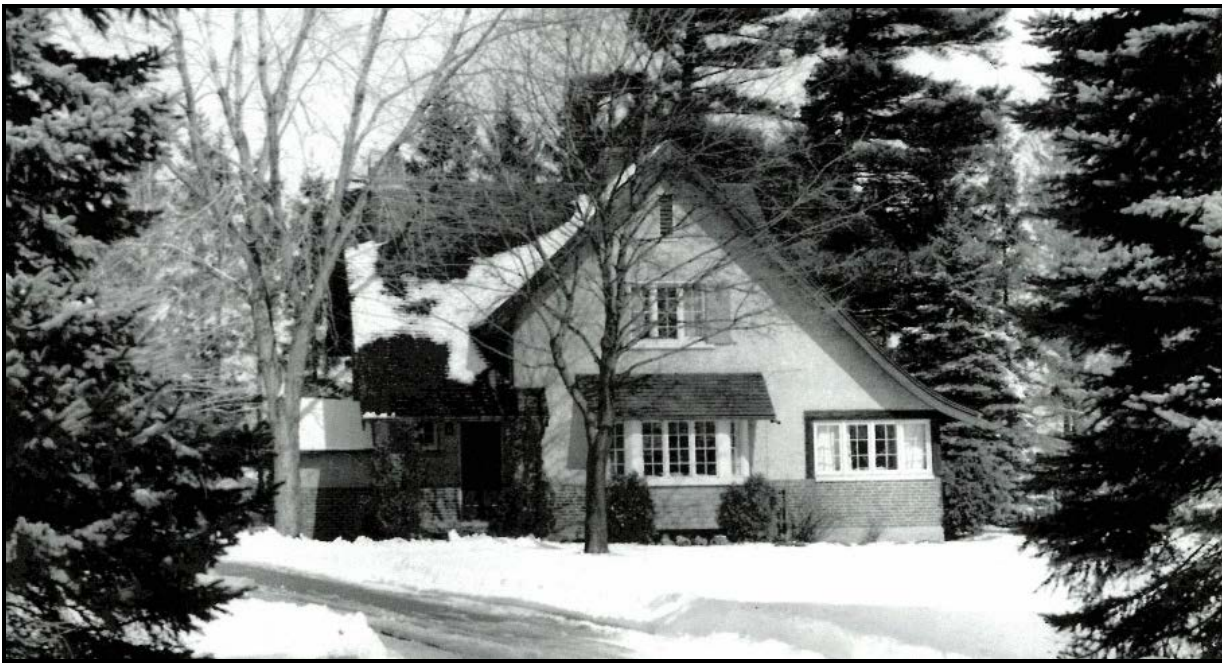
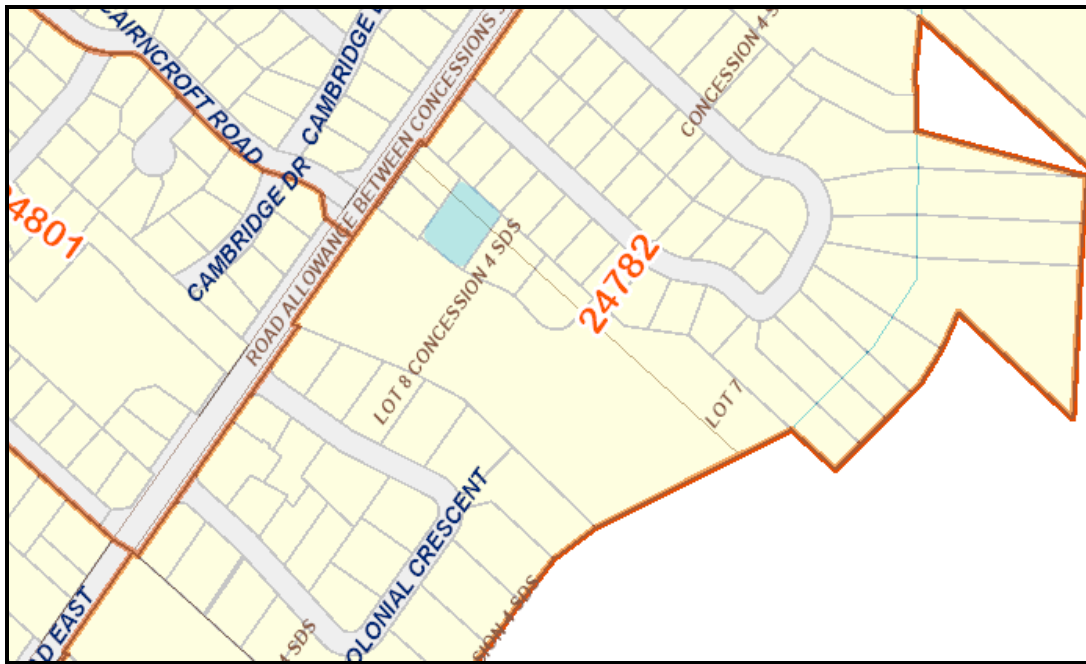


Figure 19: 1314 Lakeshore Road East, Dane E. MacKendrick's house, March 1950. Source: Town of Oakville planning files via Janet Armstrong

³⁹ Ahern, Frances Robin, *Oakville: A Small Town (1900-1930)*. 3rd ed., Oakville: Oakville Historical Society in association with The Boston Mills Press, 1986, pg. 88

⁴⁰ LRO Instrument 15711, being a Grant, dated April 1926, between William Gordon MacKendrick and wife and Dane E MacKendrick



Subject property (highlighted in blue) showing majority of the property is in the historic Lot 8, with a portion of the rear in Lot 7. *Source: OnLand*

Dane MacKendrick (1900-1952) was the second son of William G. and Corrine MacKendrick. He was a captain in the Queen's Own Rifles in 1922.⁴¹ He attended school at Trinity College and the University of Toronto.⁴² In 1911, he was listed as living in Toronto, and was 13 years old when his mother died.⁴³ In 1916, his brother Gordon died in the First World War.⁴⁴ In 1921, he was a boarder at a house in Walkerton, Ontario, and listed his occupation as a student.

In 1925, he married Madeleine Eaton (1897-1990). Madeleine was the daughter of John Weldron Eaton (1868-1900) and Florence Mabelle Susan McConnell (b. 1875) from St. Mary's, Ontario. By 1925, Dane was listed as a contractor's assistant, although the industry is not clear.



Dane and Maddie MacKendrick in a family photo, undated. *Source: Oakville Galleries*

⁴¹ Ancestry.ca, Dane MacKendrick files

⁴² *Vancouver Sun*, "Rites held for paving firm president", September 29, 1952, pg. 2

⁴³ 1911 Census of Canada

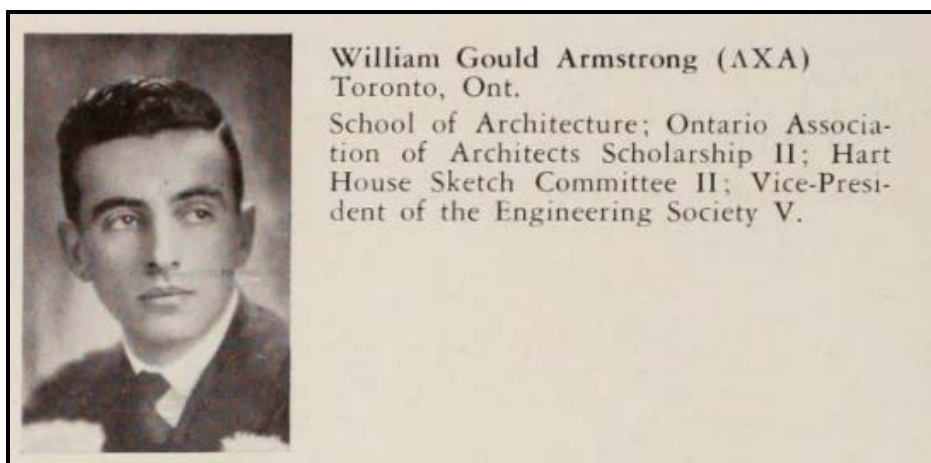
⁴⁴ Find-A-Grave, "LT Gordon King MacKendrick", https://www.findagrave.com/memorial/154114713/gordon-king-mackendrick?_gl=1*_jh2rjp*_gcl_au*MTQyNzU3NzI0Ny4xNzA5NTY3NTA3*_ga*MTE2MzgwNzg1Ni4xNzE1ODc1MDI4*_ga_4QT8FMEX30*YiljZmJlNmEtODBhMS00Njc0LTg1ODgtZjgzYjk1MDQ2ODBiLjkuMS4xNzE3MDg0NTQyLjUzLjAuMA..*_ga_QPQNV9XG1B*YiljZmJlNmEtODBhMS00Njc0LTg1ODgtZjgzYjk1MDQ2ODBiLjkuMS4xNzE3MDg0NTQyLjUzLjAuMC4w

As stated, in 1926 Colonel MacKendrick subdivided the estate to provide lots for two of his married children, Dane MacKendrick and Gina MacKendrick. Two residences facing the driveway of the main residence were built, both designed by Dane MacKendrick.⁴⁵ Dane started his house in 1928 and finished in 1929, taking a year off from work to assist with the construction of his house.⁴⁶ The house, while designed and built by Dane, echoed the cottage style of his father's house at Chestnut Point just down the lane.

On November 6, 1934, Colonel MacKendrick gifted land to his son-in-law and daughter, Christopher Armstrong (1906-1955) and Clara Georgina Armstrong (1909-1992). For "Love and \$1", the Armstrongs received part of Lot 7 and 8, Concession 4 SDS, which today is known municipally as 1312 Lakeshore Road East.⁴⁷ This parcel of land lies immediately south of the land gifted to her brother Dane. Dane MacKendrick then also designed 1312 Lakeshore Road East for his sister and her husband. They moved into the house he designed and helped build in 1934.⁴⁸

Dane and Madeleine continued to live in their home until 1947. Records indicate that they had one daughter named Geil born in 1935, who sadly only lived for one month before dying of Spina Bifida.⁴⁹ Dane and Madeleine then moved to Vancouver in 1949, where Dane was the president of Columbia Bitulithic Ltd.⁵⁰ The reason for his early death is not known. Madeleine remained in Vancouver and died in 1990.⁵¹ Even though the MacKendricks lived in the house for around a decade and then moved, the importance of the MacKendrick family in Oakville and their relationship to Gairloch Gardens is important in Oakville history. It is of note that Dane MacKendrick, an engineer, designed and built the home on the subject property.

William Gould Armstrong (1911-2002) and his wife, Ruth, purchased the subject property from the MacKendricks in 1947. Armstrong was then a Toronto architect who designed buildings throughout Ontario. He graduated from University of Toronto in architecture in 1935.⁵² His father, Norman Alexander Armstrong, was also an architect, and his brother, Norman Jr., was a structural engineer. All three worked together under Norman Sr.'s firm, the N.A. Armstrong Company Ltd., in Toronto.⁵³



William Gould Armstrong's graduation photo from the University of Toronto, 1935. Source: *University of Toronto Archives*

⁴⁵ Interview with Gina MacKendrick, research files on Lakeshore Estates, Peacock fonds, Oakville Historical Society.

⁴⁶ Oakville Public Library, Oakville tax assessment rolls, 1925-1934

⁴⁷ LRO Instrument 18237, being a Grant, dated November 6, 1934, between William Gordon MacKendrick and wife and Christopher Armstrong and Clara Georgina Armstrong

⁴⁸ Ibid.

⁴⁹ Ancestry.ca, "Ontario, Canada, Deaths and Deaths Overseas, 1869-1950 – Geil MacKendrick"

⁵⁰ *Vancouver Sun*, "Rites held for paving firm president", September 29, 1952, pg. 2

⁵¹ Ancestry.ca, "British Columbia, Canada, Death Index, 1872-1990—Madeleine MacKendrick"

⁵² *Globe and Mail*, "Deaths – Armstrong, William G.", December 2, 2002, pg. S8

⁵³ Ibid.

Norman Armstrong Senior was a prolific designer of residential and commercial buildings in Toronto who used both eclectic and contemporary architectural styles in his work.⁵⁴ He designed the well-recognized Moorish-inspired Savarin Tavern on Bay Street (1929; dismantled 1980; façade rebuilt in 1983). He was an early adopter of Modern design in the 1930s, adding curves and rounded forms to his works. One example is the International Harvester Co. Showroom on Bathurst Street, Toronto (1939, portion since demolished).⁵⁵



Postcard of the Savarin Tavern on Bay Street on the left, and image of 51 Bathurst Street on the right; William would have been working at the firm during this time. Sources: Facebook – Toronto Postcard Club, City of Toronto Archives

Active until the early 1950s, Norman Armstrong turned over much of the work in his office to his son, William, and died in 1957.⁵⁶ William was born in Pittsburgh and raised in Toronto. He and Ruth, who was a clerk, were married in 1939.⁵⁷ They then moved to Oakville to the subject property. Armstrong continued to practice architecture in Oakville. He was known as a “fine industrial and residential architect.”⁵⁸

Interestingly, Armstrong had designed an artist’s studio for Jim Gairdner for his Mississauga home. Gairdner purchased Chestnut Point in 1960 and subsequently moved Armstrong’s studio construction to the estate, with Armstrong living only one house away (and on the old estate property).⁵⁹ William Armstrong tried to dissuade his client—and new neighbour—to leave the studio behind as it fit the architectural style of Gairdner’s Mississauga home but not the style of MacKendrick’s.⁶⁰ Undeterred, Gairdner and his studio both moved west. The Studio is now a designated heritage building within Gairloch Gardens.



William Gould Armstrong and Ruth (Agnew) Armstrong on their wedding day, 1939. Source: Niagara-on-the-Lake Public Library

⁵⁴ Biographical Dictionary of Architects in Canada, “Armstrong, Norman Alexander”, <http://dictionaryofarchitectsincanada.org/node/58>

⁵⁵ Ibid.

⁵⁶ Communication with Janet Armstrong, daughter of William Gould Armstrong, 2023.

⁵⁷ Ancestry.ca, marriage certificate between William Gould Armstrong and Ruth Margaret Agnew, 1939.

⁵⁸ Ibid.

⁵⁹ Town of Oakville, “Cultural heritage landscape strategy implementation – phase two: cultural heritage evaluation report. Gairloch Gardens”, 2019

⁶⁰ Ibid.



The Studio, now at Gairloch Gardens, designed by W.G. Armstrong and built 1948. *Source: Town of Oakville planning files*

Houses in Oakville that are known to be designed by William G. Armstrong include 360 Douglas Avenue, 344 Maple Avenue, 27 Reynolds Street, 166 South Service Road East, 322 Trafalgar Road, 356 Trafalgar Road and 408 Trafalgar Road.⁶¹

William continued to design and build buildings in Toronto under his father's firm name after Norman Sr. died in 1957.⁶² William and Ruth owned the subject property for over 40 years. They sold it in 1988 to Wayne and Joan Dinwoodie. Wayne had become the vice-president of commercial banking for the Royal Bank of Canada the previous year.⁶³ He'd been employed by RBC since the age of 17 and retired in 1994.⁶⁴ The current owners have been in the house since 1997.

In summary, the property has direct associations with the MacKendrick family, specifically Dane and Madeleine MacKendrick, and William Gould Armstrong. Dane was the son of Colonel W.G. MacKendrick, who built today's Gairloch Gardens as his country estate Chestnut Point. Dane then designed and built the subject property on his family's subdivided estate lands. The house was purchased by William Gould Armstrong and Ruth Armstrong. W.G. Armstrong was a well-known architect who worked for his father's architectural firm in Toronto and designed numerous buildings in Oakville and Mississauga. He was the architect of the Studio, the designated structure now in Gairloch Gardens.

⁶¹ Communication with Janet Armstrong, daughter of William Gould Armstrong, 2023.

⁶² Ibid.

⁶³ *Globe and Mail*, "The Royal Bank of Canada appointment", October 21, 1987, pg. B7

⁶⁴ *Rutland Herald*, "Wayne Dinwoodie", https://www.rutlandherald.com/news/wayne-dinwoodie/article_c740a4a7-0d6b-5ce8-b4b0-dfec256239cb.html

Contextual Value

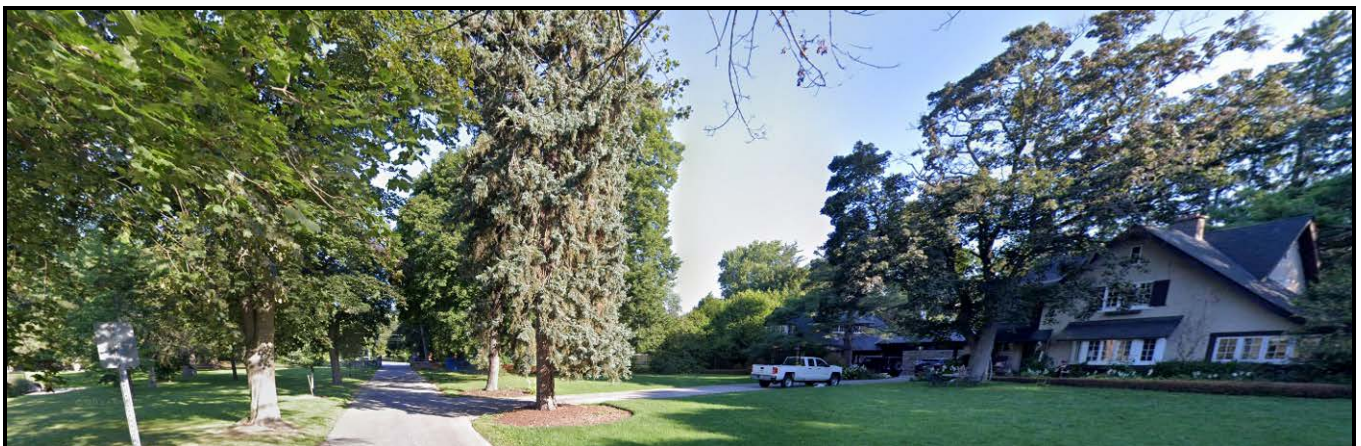
The subject property has cultural heritage value because it is important in defining and supporting the character of the area. Specifically, the house stands on the historical grounds of the Chestnut Point estate, now the designated cultural heritage landscape of Gairloch Gardens. The gardens and house in the park were designed by W.G. MacKendrick. The subject property was then designed and built by Colonel W.G. MacKendrick’s son, Dane. Being built by the same family who designed and built the estate, the presence of the subject Arts and Crafts house helps to support the nearby historic character of Gairloch Gardens.

The subject property is physically, functionally, visually, and historically linked to its surroundings. An early owner of the property, W.G. MacKendrick, had subdivided several portions for residential houses, two of which were built for his children. One of those is the subject property. It physically stands where it was originally built and its location on the driveway leading to Gairloch Gardens is tied to its original purpose as a house for Colonel W.G. MacKendrick’s son. The property remains a residential house. It is visually linked to its surroundings, as it is built in the same style as W.G. MacKendrick’s house, and was designed by Dane MacKendrick to fit with the style of the family estate. Its presence defines one of the early purposes of the land as an estate for the MacKendrick family and supports the surrounding Arts and Crafts rustic character that is still present in Gairloch Gardens.

The house is uniquely positioned on a small laneway that once led to the MacKendrick Estate (now Gairloch Gardens). Because of this, mature trees are visible surrounding the house, along the laneway, and behind the row of houses built on the laneway to separate it from the neighbouring historic lot (to the east).



South on the Gairloch Gardens laneway, 2023, with subject property on the left. *Source: Google Streetview*



North on the Gairloch Gardens laneway, 2023, with subject property on the right. *Source: Google Streetview*



The subject property (yellow circle) in context with Gairloch Gardens (orange highlight). Source: Google

4. Evaluation under Ontario Regulation 9/06

Evaluation of the cultural heritage value of the subject property is guided by the criteria outlined in the *Ontario Heritage Act's, Ontario Regulation 9/06: Criteria for Determining Cultural Heritage Value or Interest*. This Regulation outlines several criteria for determining whether a property is of cultural heritage value or interest. For a property to be designated under section 29 of the *Ontario Heritage Act*, it must meet two or more of these criteria, which are outlined below.

Ontario Regulation 9/06 Criteria	Evaluation	Criteria met (Y/N)
1. The property has design value or physical value because it:		
i. is a rare, unique, representative, or early example of a style, type, expression, material or construction method;	The property is a representative example of a Tudor Revival style house designed in the Arts & Crafts era.	Y
ii. displays a high degree of craftsmanship or artistic merit;	The property does not display a high degree of craftsmanship or artistic merit.	N
iii. demonstrates a high degree of technical or scientific achievement.	The property does not demonstrate a high degree of technical or scientific achievement.	N
2. The property has historical value or associative value because it:		
i. has direct associations with a theme, event, belief, person, activity, organization, or institution that is significant to a community;	The property has direct associations with the MacKendrick family, specifically Dane MacKendrick, who built the estate that is now Gairloch Gardens and the subject house. It is also associated with William Gould Armstrong, architect, who designed buildings in Oakville and Toronto, as well as the Studio in Gairloch Gardens.	Y
ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture;	The property does not yield or have a strong potential to yield information that contributes to an understanding of a community or culture.	N
iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer, or theorist who is significant to a community.	The house does not demonstrate or reflect the work or ideas of an architect, artist, builder, designer, or theorist significant to a community.	N
3. The property has contextual value because it:		
i. is important in defining, maintaining, or supporting the character of an area;	The house stands on what was historically Chestnut Point (now Gairloch Gardens). The presence of the subject Arts and Crafts house helps to support the historic character of Gairloch Gardens.	Y
ii. is physically, functionally, visually, or historically linked to its surroundings;	The property is physically, functionally, visually, and historically linked to its surroundings, particularly the historic Gairloch Gardens estate, from which it was originally severed.	Y
iii. is a landmark.	The property is not a landmark.	N

5. Statement of Cultural Heritage Value or Interest

The subject property has been researched and evaluated to determine its cultural heritage value or interest according to the criteria outlined in Ontario Regulation 9/06. By using these criteria, staff have determined that the property's cultural heritage value or interest merits designation under the *Ontario Heritage Act*.

Description of Property

The property at 1314 Lakeshore Road East is located on the south side of Lakeshore Road, between Gairloch Gardens and Ennisclare Drive West. The property contains a circa 1929 one-and-a-half-storey Tudor Revival style frame house known as the Dane MacKendrick House.

Design Value or Physical Value:

The Dane MacKendrick House has design and physical value as a representative example of a Tudor Revival house design and construction with Arts and Crafts influences. The house was built around 1929 with Tudor Revival elements such as its: asymmetrical and irregular massing and form with steep bellcast roof; mix of wooden shingles and stucco cladding; wooden soffits and fascia with exposed wooden eaves; west elevation porch with flagstone; presence of a panelled wooden front door; fenestration of the windows on the west and south elevations, including bay windows on the west and south elevations; the use of multipaned wood windows in the Arts and Crafts style with wood trim; and the red brick chimney.

Historical Value or Associative Value:

The Dane MacKendrick House has direct associations with the MacKendrick family and specifically Dane and Madeleine MacKendrick, and William Gould Armstrong, the architect. The MacKendricks built the estate that is now Gairloch Gardens, and Colonel W.G. MacKendrick was a notable local and provincial figure. Dane was the son of W.G. MacKendrick, who built today's Gairloch Gardens as his country estate Chestnut Point. Dane then designed and built the subject property on his family's subdivided estate lands. Colonel W.G. MacKendrick was a notable local and provincial figure. The house was purchased by William Gould Armstrong and Ruth Armstrong. W.G. Armstrong was a well-known architect who worked for his father's architectural firm in Toronto, as well as designing buildings in Oakville and Mississauga. He was the architect of the Studio, the designated structure now in Gairloch Gardens.

Contextual Value:

The Dane MacKendrick House is important in defining, and supporting the character The house stands on what was historically the same property as the nearby estate Chestnut Point (now Gairloch Gardens). Being built by the same family who designed and built the estate, the presence of the subject Arts and Crafts house helps to support the nearby historic character. The subject property is physically, functionally, visually, and historically linked to its surroundings. An early owner of the property, Colonel W.G. MacKendrick, subdivided the land for houses and one is the subject property. Its presence defines one of the early purposes of the land as an estate for the MacKendrick family and supports the surrounding character that is still present in Gairloch Gardens, much of which was designed and built by Colonel W.G. MacKendrick.

Description of Heritage Attributes

Key heritage attributes of the property at 1314 Lakeshore Road East that exemplify its cultural heritage value as a 1920s Tudor Revival style house, as they relate to the north, west and south elevations of the historic one-and-a-half-storey house, include:

- The asymmetrical and irregular massing and form of the one-and-a-half-storey building with steep bellcast roof;

- Stucco and wooden shingle cladding;
- Wooden soffits and fascia with exposed wooden eaves;
- Front porch with flagstone floor and steps;
- Fenestration of the windows on the west, north and south elevations, including bay windows on the west and south elevations;
- The presence of narrow multipaned wooden windows in the Arts and Crafts style with wooden trim;
- The presence of a paneled wooden front door in the Arts and Crafts style; and
- Brick chimney.

6. Conclusion

This property meets four of the criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. It is therefore recommended that the property be designated under Part IV, section 29 of the *Ontario Heritage Act*.

7. Sources

- Ahern, Frances Robin, *Oakville: A Small Town (1900-1930)*. Oakville: The Oakville Historical Society, 1981
- Ancestry, <http://www.ancestry.ca>
- Armstrong Janet: photo collection and communication
- Ashe, David, and Joyce Burnell, *Oakville Street Names & Landmarks*, London: Burnell and Creighton Publishing, 2007
- Biographical Dictionary of Architects in Canada
- Blumenson, John, *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*. Toronto: Fitzhenry & Whiteside, 1990
- Brampton Public Library, *Globe & Mail* historical archives
Brampton Public Library, *Toronto Star* historical archives
- Canadiana, *Canadian Home and Garden* archive
- Casas, Teresa, "Paving the Way to Paradise: W.G. MacKendrick, William James, and the Interconnected Development of Parks, Subdivisions and Estates in Toronto and Oakville", 2013, <https://teresa.cce.com/wp-content/uploads/2013/10/Paving-word-October-14-2013.pdf>
- City of Toronto Archives
- Collins, Richard. *A History of 88 Howard Avenue and the Orchard Beach Community, Oakville, Ontario*, July 2011
- Facebook.com, Toronto Postcard Club group
- Find-A-Grave, <http://www.findagrave.com>
- Kyle Shannon, "Arts and Crafts." Ontario Architecture. <http://www.ontarioarchitecture.com/ArtsandCrafts.htm>
- Laurie Smith Heritage Consulting
- Library and Archives Canada, "1901 Census", "1911 Census", "1921 Census", "1931 Census", www. <https://www.bac-lac.gc.ca/eng/census/Pages/census.aspx>
- Mathews, Hazel C., *Oakville and the Sixteen: The History of an Ontario Port*. Toronto: University of Toronto Press Incorporated, 1953
- Mikel, Robert, *Ontario House Styles: The Distinctive Architecture of the Province's 18th and 19th Century Homes*. Toronto: James Lorimer & Company, Ltd. 2004
- Mississaugas of the Credit First Nation, Department of Consultation & Accommodation (DOCA)
- Newspapers.com, *Vancouver Sun* historical archives
- Oakville Galleries
- Oakville Historical Society
- Oakville Public Library
- Ontario Heritage Act, Reg. 9/06
- Ontario Ministry of Municipal Affairs and Housing, "A place to grow: growth plan for the greater golden horseshoe", 2020
- Ontario Ministry of Municipal Affairs and Housing, "Provincial Policy Statement", 2020
- ONLAND, Ontario Land Registry Access. Teranet Inc.
- Our Ontario, <https://search.ourontario.ca/>
- Peacock, David, and Suzanne, via Oakville Historical Society
- Region Municipality of Halton, "Halton Region Official Plan", 2022
- *Rutland Herald*
- Stelter, Emma. "Debwewin: The Oakville truth project, Treaties 22 & 23, 1820", [Friendship-Peace-and-Respect-web.pdf](https://friendship-peace-and-respect-web.pdf) (theocf.org)
- Town of Oakville, "Liveable Oakville", 2009
- Town of Oakville, "North Oakville East Secondary Plan", 2023
- Town of Oakville, "North Oakville West Secondary Plan", 2023
- Town of Oakville, various departmental files including the Town's Heritage Register, AMANDA building files, policies, reports, imagery, and mapping
- University of Toronto Archives, via Internet Archive
- Wikipedia

On November **, 2024, Oakville Town Council resolved to pass a Notice of Intention to Designate the following property under Section 29 of the *Ontario Heritage Act*, R.S.O. 1990, c. O.18, as amended, as a property of cultural heritage value and interest:

Dane MacKendrick House
1314 Lakeshore Road East
ON 4 SDS PT LOTS 7 & 8 RP 20R8669 PARTS 1, 2, 3; TOWN OF OAKVILLE

Description of Property

The property at 1314 Lakeshore Road East is located on the south side of Lakeshore Road, between Gairloch Gardens and Ennisclare Drive West. The property contains a circa 1929 one-and-a-half-storey Tudor Revival style frame house known as the Dane MacKendrick House.

Statement of Cultural Heritage Value or Interest

Design and Physical Value

The Dane MacKendrick House has design and physical value as a representative example of a Tudor Revival house design and construction with Arts and Crafts influences. The house was built around 1929 with Tudor Revival elements such as its: asymmetrical and irregular massing and form with steep bellcast roof; mix of wooden shingles and stucco cladding; wooden soffits and fascia with exposed wooden eaves; west elevation porch with flagstone; presence of a panelled wooden front door; fenestration of the windows on the west and south elevations, including bay windows on the west and south elevations; the use of multipaned wood windows in the Arts and Crafts style with wood trim; and the red brick chimney.

Historical and Associative Value

The Dane MacKendrick House has direct associations with the MacKendrick family and specifically Dane and Madeleine MacKendrick, and William Gould Armstrong, the architect. The MacKendricks built the estate that is now Gairloch Gardens, and Colonel W.G. MacKendrick was a notable local and provincial figure. Dane was the son of W.G. MacKendrick, who built today's Gairloch Gardens as his country estate Chestnut Point. Dane then designed and built the subject property on his family's subdivided estate lands. Colonel W.G. MacKendrick was a notable local and provincial figure. The house was purchased by William Gould Armstrong and Ruth Armstrong. W.G. Armstrong was a well-known architect who worked for his father's architectural firm in Toronto, as well as designing buildings in Oakville and Mississauga. He was the architect of the Studio, the designated structure now in Gairloch Gardens.

Contextual Value

The Dane MacKendrick House is important in defining, and supporting the character The house stands on what was historically the same property as the nearby estate Chestnut Point (now Gairloch Gardens). Being built by the same family who designed and built the estate, the presence of the subject Arts and Crafts house helps to support the nearby historic character. The subject property is physically, functionally, visually, and historically linked to its surroundings. An early owner of the property, Colonel W.G. MacKendrick, subdivided the land for houses and one is the subject property. Its presence defines one of the early purposes of the land as an estate for the MacKendrick family and supports the surrounding character that is still present in Gairloch Gardens, much of which was designed and built by Colonel W.G. MacKendrick.

Description of Heritage Attributes

Key heritage attributes of the property at 1314 Lakeshore Road East that exemplify its cultural heritage value as a 1920s Tudor Revival style house, as they relate to the north, west and south elevations of the historic one-and-a-half-storey house, include:

- The asymmetrical and irregular massing and form of the one-and-a-half-storey building with steep bellcast roof;
- Stucco and wooden shingle cladding;
- Wooden soffits and fascia with exposed wooden eaves;
- Front porch with flagstone floor and steps;
- Fenestration of the windows on the west, north and south elevations, including bay windows on the west and south elevations;
- The presence of narrow multipaned wooden windows in the Arts and Crafts style with wooden trim;
- The presence of a paneled wooden front door in the Arts and Crafts style; and
- Brick chimney.

Any objection to this designation must be filed no later than December **, 2024. Objections must be directed to the Town Clerk at townclerk@oakville.ca or 1225 Trafalgar Road, Oakville, Ontario L6H 0H3. The objection must include the reasons for the objection and all relevant facts.

Further information respecting this proposed designation is available from the Town of Oakville. Any inquiries may be directed to Carolyn Van Sligtenhorst, Supervisor of Heritage Conservation at 905-845-6601, ext.3875 (TTY 905-338-4200), or by email at carolyn.van@oakville.ca.

Issued at the Town of Oakville on November **, 2024.

REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: 24T-16008 – Coronation – Subdivision Street Tree Assumption – By-law 2024-171

LOCATION: East of Eighth Line, South of Dundas Street East

WARD: Ward 6 Page 1

RECOMMENDATION:

1. That the assumption of outstanding items (Street Trees) under Registered Plan 20M-1218, previously partially assumed under By-law 2024-119, be approved.
2. That By-law 2024-171, a By-law to assume all Street Trees within Registered Plan 20M-1218, be passed.

KEY FACTS:

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

- All completed public works, save and except the Street Trees, were previously partially assumed through By-law 2024-119.
- The final assumption of the outstanding items (Street Trees) was contingent on the successful completion of the required monitoring program, which has now been completed.
- All Subdivision Agreement conditions and financial securities relating to the Street Trees, will remain in the Town's possession until the successful passing of the By-law.

BACKGROUND:

All completed public works under Registered Plan 20M-1218, were previously assumed by the Town under By-law 2024-119, save and except all Street Trees. As all the Street Trees have undergone a successful monitoring program, as required through the Subdivision Agreement, the developer has pursued the final assumption of the outstanding items.

The attached Registered Plan (Appendix B – 20M-1218), identifies the overall location of the development. As set out in the Subdivision Agreement, when the obligations of the Owner have been fulfilled, the Developer may request that the Town assume public elements within the Plan of Subdivision, which were not assumed previously, in the developments' partial assumption. The Developer has requested the assumption of the Street Trees, not previously assumed under former By-law 2024-119, which has prompted this report to Council.

COMMENT/OPTIONS:

This request for assumption was circulated to the standard commenting departments and external agencies, concluding with no concerns in moving forward with clearance for final assumption.

CONSIDERATIONS:

(A) PUBLIC
N/A

(B) FINANCIAL
In accordance with the Terms and Conditions of the Subdivision Agreement, the remaining balance of securities held relating to the boulevard Street Trees, may be released upon the final of assumption of the Street Trees.

(C) IMPACT ON OTHER DEPARTMENTS & USERS
All affected departments (Parks and Open Space, Legal Services, Finance, Transportation and Engineering and Development Engineering) have been circulated.

(D) COUNCIL STRATEGIC PRIORITIES
This report addresses Council's strategic priority/priorities: Growth Management, Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION
This final assumption ensures that the works within the development have been constructed in accordance with the sustainability objectives of the draft plan approval.

APPENDICES:

Appendix A: By-law 2024-171

Appendix B: Registered Plan 20M-1218

Prepared by:

Matthew Thomas, CET, PMP

Development Coordinator

Planning & Development

Recommended by:

Kristina Parker, MAsc., P.Eng.

Manager, Development Engineering

Planning & Development

Submitted by:

Gabe Charles, MCIP, RPP

Director, Planning & Development

Planning & Development



THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-171

A By-law to assume all Street Trees within Registered Plan 20M-1218.

COUNCIL ENACTS AS FOLLOWS:

The Street Trees within Registered Plan 20M-1218, are hereby assumed.

PASSED this 25th day of November, 2024

MAYOR

CLERK

APPENDIX B

OWNER'S CERTIFICATE

THIS IS TO CERTIFY THAT:
 1. LOTS 1 TO 48, BOTH INCLUSIVE, BLOCK 49 AND STREET NAME, JOHN LAIRD CIRCLE, HAVE BEEN LAID OUT IN ACCORDANCE WITH OUR INSTRUCTIONS.
 2. THE STREET IS HEREBY DEDICATED AS A PUBLIC HIGHWAY TO THE CORPORATION OF THE TOWN OF OAKVILLE.

DATED THE 1st DAY OF AUGUST, 2019.

MENKES GLEN ASHTON ESTATES INC.

Steven Menkes
 STEVEN MENKES
 AUTHORIZED SIGNING OFFICER
 I HAVE THE AUTHORITY TO BIND THE CORPORATION

MUNICIPAL APPROVAL

APPROVED UNDER SECTION 51 OF THE PLANNING ACT, R.S.O. 1990, c.P. AS AMENDED, BY THE DIRECTOR OF PLANNING SERVICES OF THE TOWN OF OAKVILLE

THIS 2nd DAY OF October, 2019

Mark H. Simeoni
 MARK H. SIMEONI, M.C.I.P., R.P.P.
 DIRECTOR OF PLANNING SERVICES
 TOWN OF OAKVILLE
 (AUTHORITY GRANTED BY BY-LAW 1998-272, AS AMENDED)

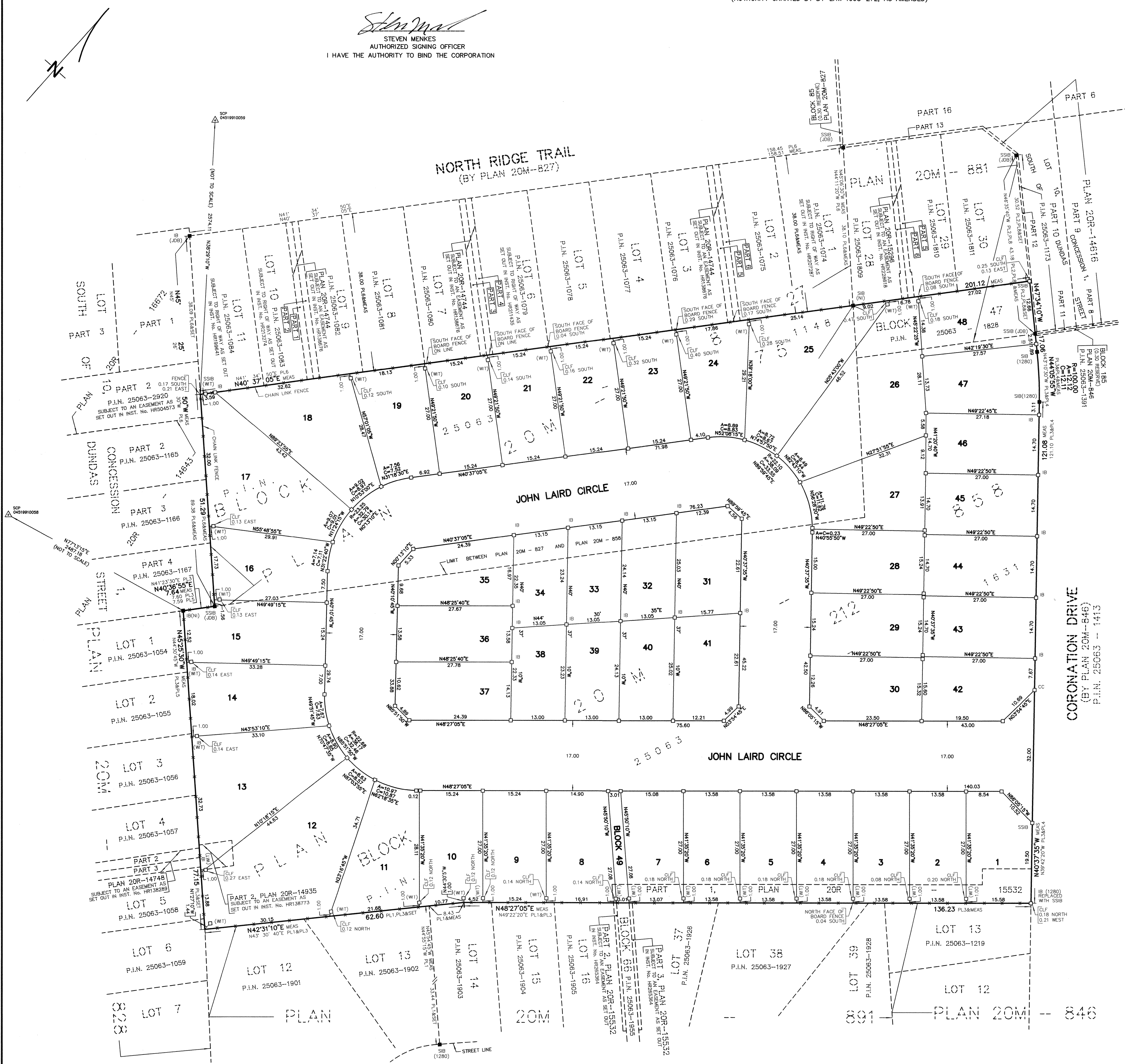
24T-16008/1410.20

PLAN 20M - 1218

I CERTIFY THAT THIS PLAN IS REGISTERED IN THE LAND REGISTRY OFFICE FOR THE LAND TITLES DIVISION OF HALTON AT 1:40 O'CLOCK ON THE 3rd DAY OF October, 2019 AND ENTERED IN THE PARCEL REGISTER(S) FOR PROPERTY IDENTIFIER(S) 25063-1631, 25063-1148 & 25063-1828 AND THE REQUIRED CONSENTS ARE REGISTERED AS PLAN DOCUMENT NO. HR1656031

Cheryl Stenhouse
 CHERYL STENHOUSE
 REPRESENTATIVE FOR LAND REGISTRAR

THIS PLAN COMPRISES ALL OF P.I.N. 25063-1631, ALL OF P.I.N. 25063-1148 AND ALL OF P.I.N. 25063-1828. SUBJECT TO AN EASEMENT OVER PART 2, PLAN 20R-14935 AS SET OUT IN INST. No. HR138773 (AFFECTS PART OF LOTS 12 AND 13).



PLAN OF SUBDIVISION OF BLOCK 75, PLAN 20M-827 AND BLOCK 47, PLAN 20M-881 AND BLOCK 212, PLAN 20M-858 TOWN OF OAKVILLE REGIONAL MUNICIPALITY OF HALTON

SCALE 1:500
 10m 20m 30m 40 metres

R-PE SURVEYING LTD., O.L.S.
 METRIC DISTANCES AND COORDINATES SHOWN ON THIS PLAN ARE IN METRES AND CAN BE CONVERTED TO FEET BY DIVIDING BY 0.3048

- ### NOTES
- DENOTES MONUMENT SET
 - DENOTES MONUMENT FOUND
 - SSIB DENOTES SHORT STANDARD IRON BAR
 - SIB DENOTES STANDARD IRON BAR
 - CC DENOTES CUT CROSS
 - IB DENOTES IRON BAR
 - P.I.N. DENOTES PROPERTY IDENTIFIER NUMBER
 - (1280) DENOTES A. KIKAS, O.L.S.
 - (N) DENOTES NOT IDENTIFIED
 - (WT) DENOTES WITNESS
 - (JOB) DENOTES J. D. BARNES LIMITED, O.L.S.
 - PL1 DENOTES PLAN 20M-891
 - PL2 DENOTES PLAN 20M-881
 - PL3 DENOTES PLAN 20M-858
 - PL4 DENOTES PLAN 20M-846
 - PL5 DENOTES PLAN 20M-828
 - PL6 DENOTES PLAN 20M-827
 - PL7 DENOTES PLAN 20R-14843
 - PL8 DENOTES PLAN 20R-14816
 - CLF DENOTES CHAIN LINK FENCE
 - SCP DENOTES SPECIFIED CONTROL POINT

DUE TO CONSTRUCTION ACTIVITIES, ALL SET MONUMENTS ARE PLASTIC BARS UNLESS OTHERWISE NOTED.

BEARING NOTE

BEARINGS ARE GRID, UTM ZONE 17, NAD83 (CSRS), DERIVED FROM:
 SCP 04519910058 NORTH 4815640.994 EAST 601939.909
 SCP 04519910059 NORTH 4818247.073 EAST 602731.740

COORDINATES ARE UTM ZONE 17, NAD83 (CSRS), TO URBAN ACCURACY PER SEC. 14 (2) OF O. REG. 216/10, AND CANNOT, IN THEMSELVES, BE USED TO RE-ESTABLISH CORNERS OR BOUNDARIES SHOWN ON THIS PLAN.
 DISTANCES ARE GROUND AND CAN BE CONVERTED TO GRID BY MULTIPLYING BY THE COMBINED SCALE FACTOR OF 0.999707.

SURVEYOR'S CERTIFICATE

I CERTIFY THAT:
 1. THIS SURVEY AND PLAN ARE CORRECT AND IN ACCORDANCE WITH THE SURVEYS ACT, THE SURVEYORS ACT AND THE LAND TITLES ACT AND THE REGULATIONS MADE UNDER THEM.
 2. THE SURVEY WAS COMPLETED ON THE 18th DAY OF JANUARY, 2019.

DATE MAY 21st, 2019.
C. P. Edward
 C. P. EDWARD
 ONTARIO LAND SURVEYOR

rpe R-PE SURVEYING LTD.
 ONTARIO LAND SURVEYORS
 643 Chrislea Road, Suite 7
 Woodbridge, Ontario L4L 8A3
 Tel. (416) 635-5000 Fax (416) 635-5001
 Tel. (905) 264-0881 Fax (905) 264-2099
 Website: www.r-pe.ca
 DRAWN: D.F./E.R. CHECKED: C.P.E.
 JOB No. 17-127 CAD FILE No. 17127s1b



OAKVILLE

REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: **Public Meeting Report – Zoning By-law Amendment, Tafia Development Corp., File Number Z.1215.04**

LOCATION: 65, 71, 77, 83 & 89 Loyalist Trail

WARD: Ward 7

Page 1

RECOMMENDATION:

1. That the comments from the public with respect to the proposed Zoning By-law Amendment application submitted by Tafia Development Corp., File No.: Z.1215.04, be received.
2. That staff consider such comments as may be provided by Council.

KEY FACTS:

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

- **Nature of Application:** The applicant has applied for a Zoning By-law Amendment to add commercial fitness centre to, and remove nightclub from, the list of permitted uses on the subject property. Site specific provisions include the restriction of commercial fitness centre uses to 50% of the gross floor area of all buildings as well as the reduction of parking space requirements for the use.
- **Proposal:** The effect of this application would allow for uses such as a children’s indoor playground, gymnastics club, and an indoor sports area (e.g., soccer, badminton, pickleball, basketball) within the existing buildings, and not permit the use of the lands for a nightclub.
- **Public Consultation:** An applicant-initiated virtual Public Information Meeting (“PIM”) was held on August 15, 2024, which was attended by 29 members of the public, as well as the Ward Councillors and Town staff.

BACKGROUND:

The subject property is the first property to be developed within the Employment Area of the North Oakville East Secondary Plan Area. Five (5) large buildings were recently constructed, along with associated parking and landscaping, in accordance with the final approved plans under Site Plan File No. SP.1215.003/01 (issued June 21, 2022, updated December 20, 2023). The Site Plan process paid particular attention to locating the largest buildings, as well as the orientation of loading bays, away from Loyalist Trail to mitigate any impacts on adjacent residential uses (see Figure 1, below).

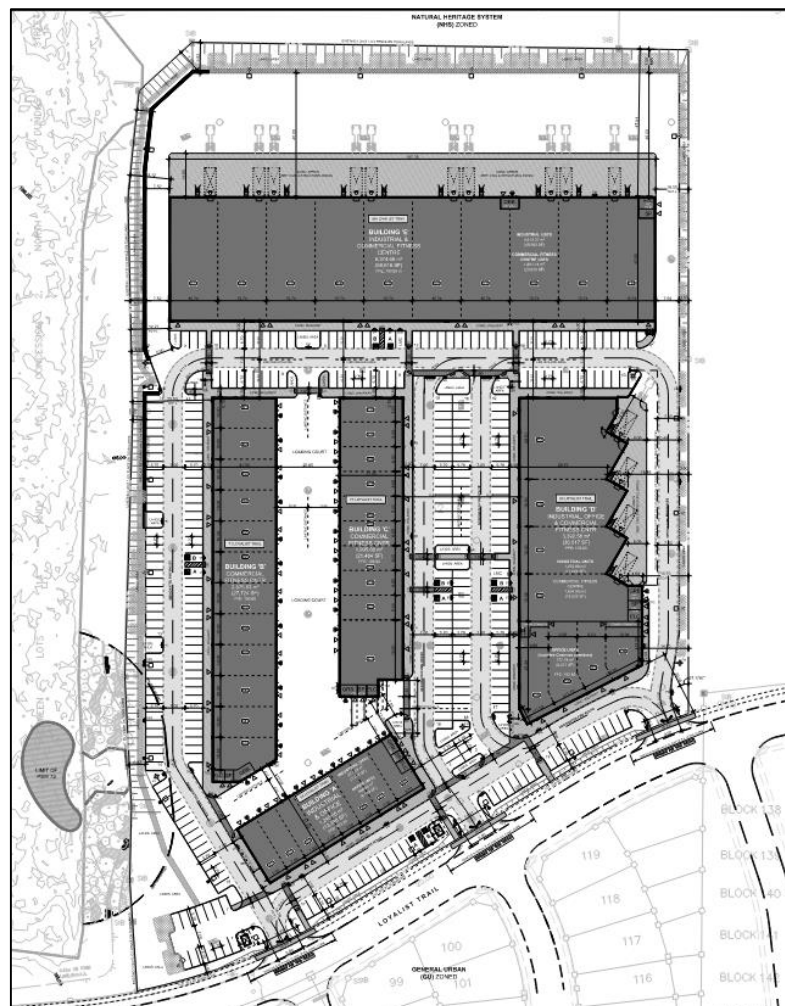


Figure 1: Excerpt of Site Plan

APPLICATION SUMMARY

Applicant/Owner: Tafia Development Corporation

Purpose of Application: The purpose of the application is to add commercial fitness centre to, and remove nightclub from, the list of permitted uses on the subject property. Site specific provisions include the restriction of commercial fitness centre uses to 50% of the gross floor area of buildings, and the reduction of parking space requirements for the use, as well as prohibit nightclubs.

An aerial photograph, North Oakville East Secondary Plan land use schedule, and Zoning By-law 2009-189 excerpt are included in **Appendix 'A'**.

Effect of Application: The effect of the Zoning By-law Amendment application will allow a new commercial use to be permitted on the lands, and prohibit nightclubs

A copy of the applicant's site plan of the existing buildings and the gross floor area of the proposed uses are included as **Appendix 'B'**.

A copy of the applicant's draft Zoning By-law Amendment is included as **Appendix 'C'**.

Submitted Plans / Reports: The proponent has provided technical supporting studies which are currently under review by various public agencies and internal town departments. The supporting documentation is accessible on the Town's website at [Tafia Development Corp.- 65, 71, 77, 83 and 89 Loyalist Trail - Z.1215.04 \(oakville.ca\)](http://Tafia Development Corp.- 65, 71, 77, 83 and 89 Loyalist Trail - Z.1215.04 (oakville.ca))

Property Location: The subject property is located on the north side of Loyalist Trail and east of Loyalist Woods Park (opposite Channing Crescent and Eternity Way). Industrial buildings are currently under construction on the site, which is 4.75 hectares with 200 metres of frontage along Loyalist Trail.

Surrounding Land Uses: The surrounding land uses are as follows:

- North – Loyalist Woods Park (Natural Heritage System)
- East – Agricultural (Future Development – Employment Area)
- South – Detached dwelling units (fronting Channing Crescent and Eternity Way)
- West – Loyalist Woods Park (Natural Heritage System)

Key Milestones:

Pre-Consultation Meeting	May 29, 2024
Public Information Meeting	August 15, 2024
Application Submitted	September 27, 2024
Application Deemed Complete	September 27, 2024
Application Amended – Prohibition of “Nightclub”	October 17, 2024
P & D Council – Public Meeting	November 25, 2024
Date Eligible for Appeal for Non-decision	December 30, 2024

PLANNING POLICY & ANALYSIS:

The subject property is subject to the following policy and regulatory framework:

- Provincial Planning Statement (2024)
- Halton Region Official Plan
- North Oakville East Secondary Plan (NOESP)
- Zoning By-law 2009-189

A full analysis of the Provincial Planning Statement (2024), Halton Regional Official Plan, and NOESP will be included within the future Recommendation Report.

Official Plan and Zoning By-law extracts are attached as **Appendix ‘D’**.

MATTERS UNDER REVIEW

The complete application was received in September 2024, and is currently under review by Town departments and public agencies. The following are the general issues that will be addressed in a future recommendation report, in addition to any comments from the public, Council, and commenting agencies:

- Consistency with the Provincial Planning Statement regarding employment areas
- Conformity to Town policy and Council-adopted North Oakville East Official Plan Amendment No. 332 (By-law 2024-044) regarding the protection of “Areas of Employment”
- Proposed land use and contribution to total gross floor area
- Integration / impact on adjacent properties
- Transportation implications (i.e., traffic volumes)
- Parking requirements
- Utility company requirements
- Public & Council Comments

CONCLUSION:

Planning staff will continue to review and analyze the subject Zoning By-law Amendment application and address all technical matters, along with submitted public comments. No further notice is required for the Zoning By-law Amendment application; however, written notice of any future public meetings will be provided to those who have made written and/or verbal submissions.

CONSIDERATIONS:

(A) PUBLIC

The applicant held a virtual Public Information Meeting (“PIM”) on August 15, 2024, to present the proposal for the subject lands at 65-89 Loyalist Trail, which was attended by 29 residents, in addition to Council and Town staff. Minutes of the meeting have been included as **Appendix ‘E’**.

No public comments have been received after the submission of the application and as of the date of the writing of this report.

Notice of complete application and public meeting were distributed to the property owners within 240m of the subject property in accordance with the Town’s current notice requirements and *Planning Act*.

(B) FINANCIAL

None

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The application was circulated to internal and external departments and agencies for review. The application remains in technical review.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses the Council’s strategic priority/priorities to:

- To be a vibrant and liveable community for all

(E) CLIMATE CHANGE/ACTION

The proposed development will be reviewed to ensure compliance with the Town’s sustainability objectives of the Livable Oakville Plan.

APPENDICES:

Appendix “A”: Mapping

Appendix “B”: Site Plan

Appendix “C”: Applicant’s Draft Zoning By-law Amendment

Appendix “D”: Official Plan and Zoning By-law Extracts

Appendix “E”: Applicant Hosted Public Information Meeting Minutes

Prepared by:

Delia McPhail, MCIP, RPP

Planner – Current Planning

Recommended by:

Kate Cockburn, MCIP, RPP

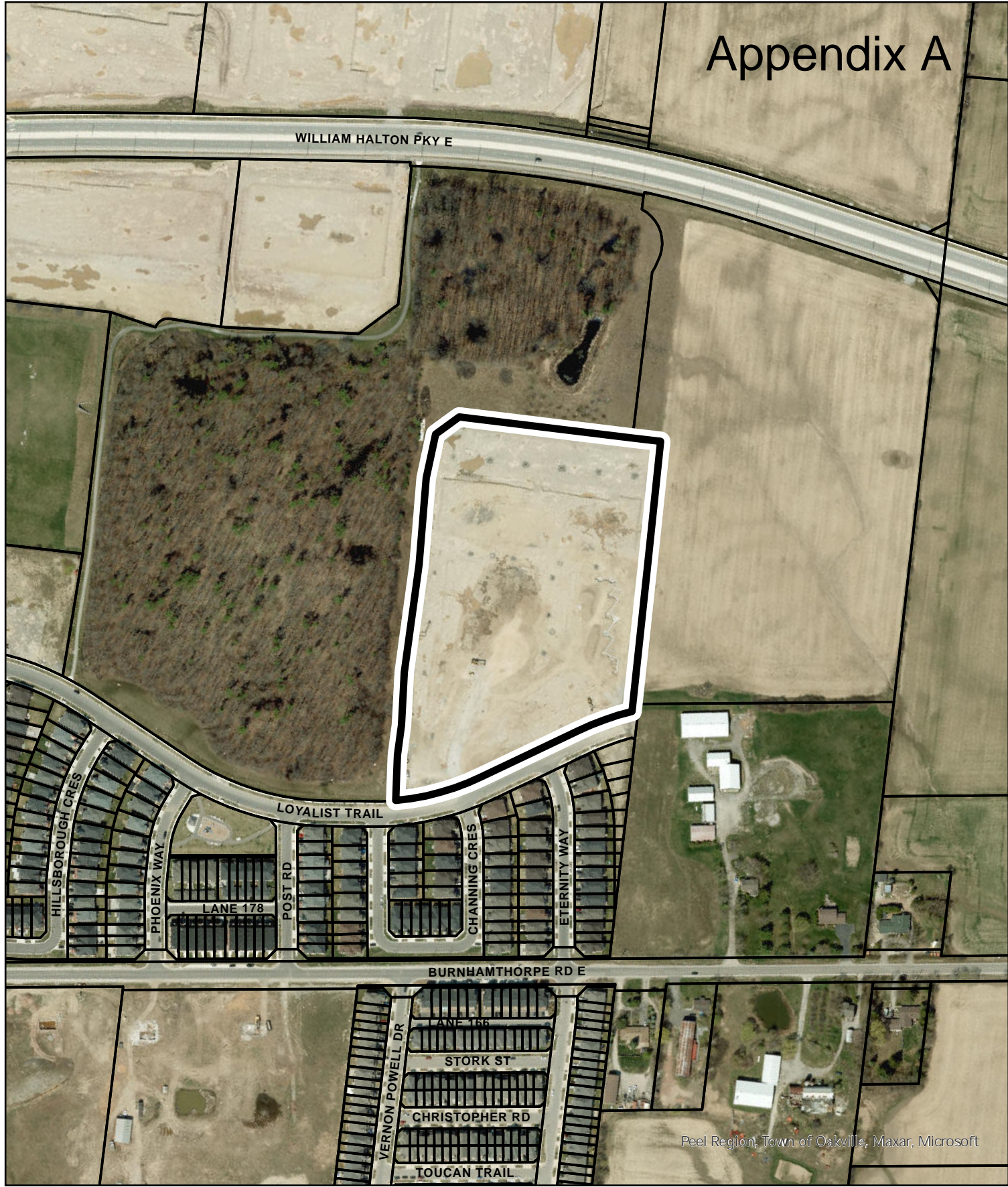
Acting Manager of Current Planning – East

Submitted by:

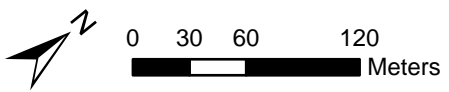
Gabriel A.R. Charles, MCIP, RPP

Director, Planning and Development

Appendix A



Peel Region, Town of Oakville, Maxar, Microsoft



Tafia Development Corp.

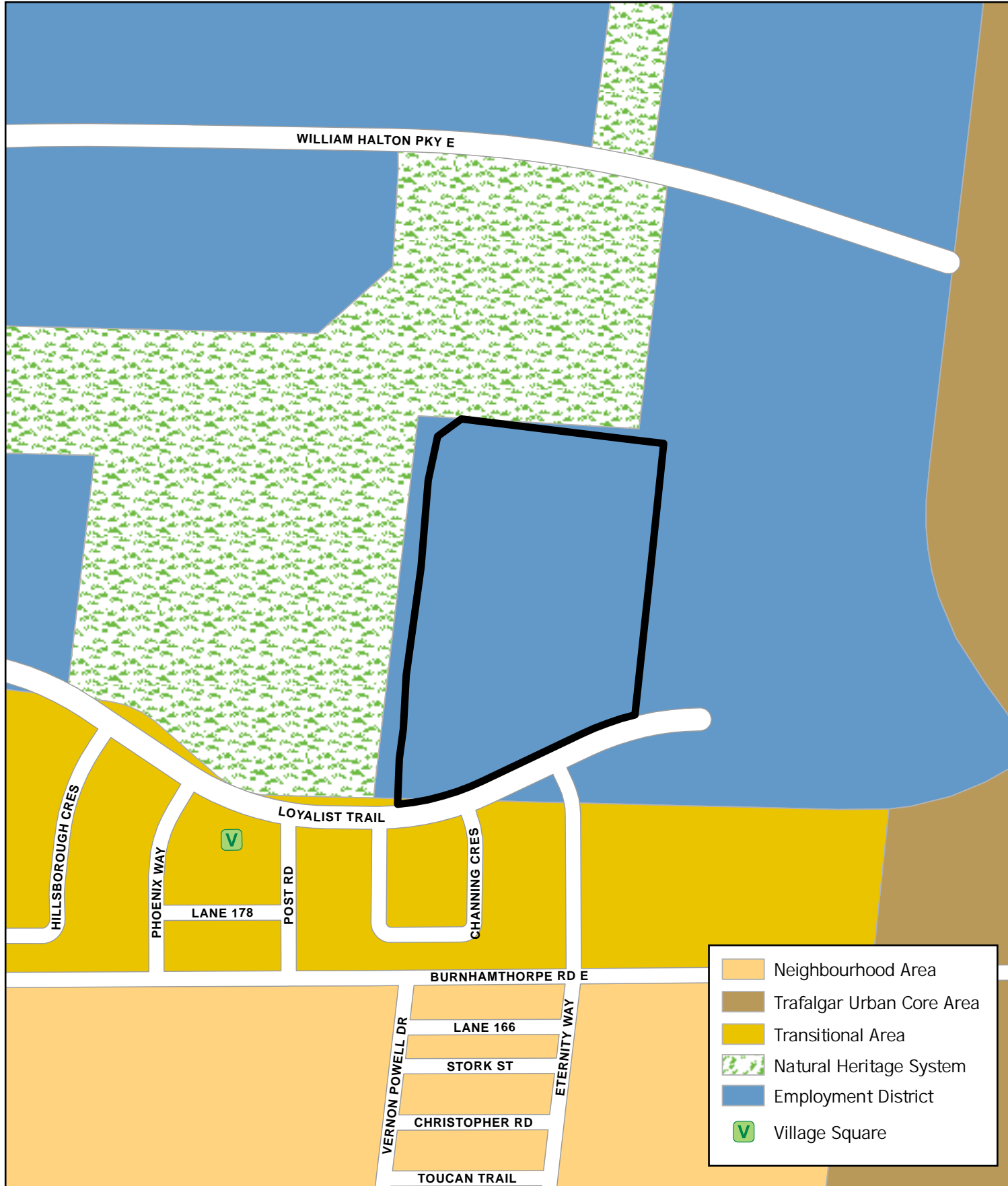
AIR PHOTO







 **SUBJECT LANDS**

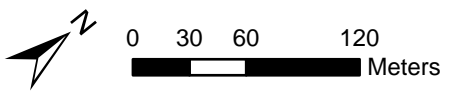
65, 71, 77, 83, 206891, 508 Loyalist Trail
Page 206 of 508
Z.1215.04

Community Development Commission

S:\DEPARTMENT\PLANNING\Planning Report Maps\2 or 24T files\Z1200Z.1215.04\



-  Neighbourhood Area
-  Trafalgar Urban Core Area
-  Transitional Area
-  Natural Heritage System
-  Employment District
-  Village Square

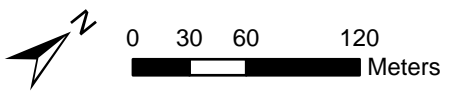
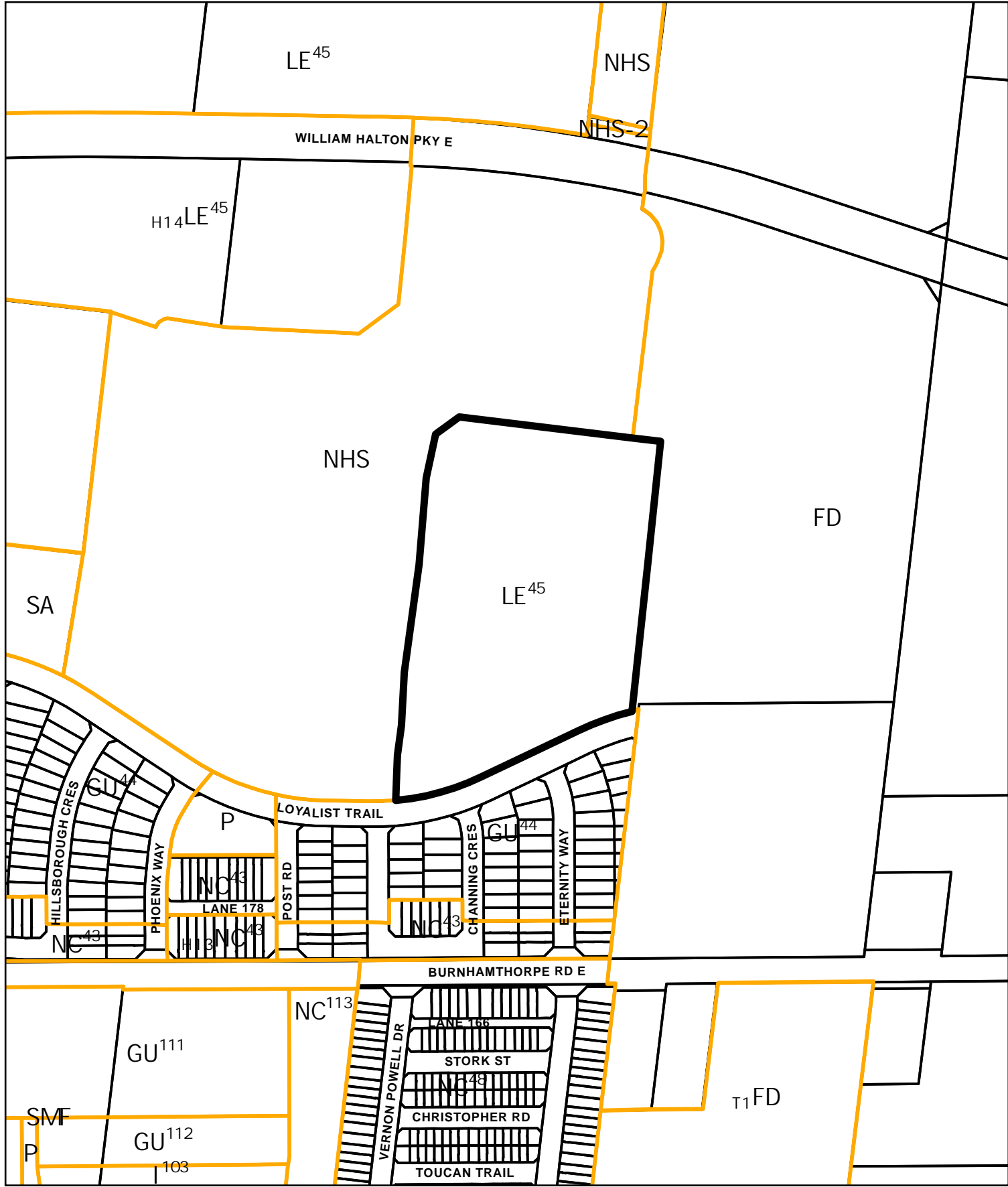


Tafia Development Corp.

**NORTH OAKVILLE
SECONDARY PLAN**

 **SUBJECT LANDS**

65, 71, 73, 75, 77, 79, 81, 83, 85, 87, 89, 91, 93, 95, 97, 99, 101, 103, 105, 107, 109, 111, 113, 115, 117, 119, 121, 123, 125, 127, 129, 131, 133, 135, 137, 139, 141, 143, 145, 147, 149, 151, 153, 155, 157, 159, 161, 163, 165, 167, 169, 171, 173, 175, 177, 179, 181, 183, 185, 187, 189, 191, 193, 195, 197, 199, 201, 203, 205, 207, 209, 211, 213, 215, 217, 219, 221, 223, 225, 227, 229, 231, 233, 235, 237, 239, 241, 243, 245, 247, 249, 251, 253, 255, 257, 259, 261, 263, 265, 267, 269, 271, 273, 275, 277, 279, 281, 283, 285, 287, 289, 291, 293, 295, 297, 299, 301, 303, 305, 307, 309, 311, 313, 315, 317, 319, 321, 323, 325, 327, 329, 331, 333, 335, 337, 339, 341, 343, 345, 347, 349, 351, 353, 355, 357, 359, 361, 363, 365, 367, 369, 371, 373, 375, 377, 379, 381, 383, 385, 387, 389, 391, 393, 395, 397, 399, 401, 403, 405, 407, 409, 411, 413, 415, 417, 419, 421, 423, 425, 427, 429, 431, 433, 435, 437, 439, 441, 443, 445, 447, 449, 451, 453, 455, 457, 459, 461, 463, 465, 467, 469, 471, 473, 475, 477, 479, 481, 483, 485, 487, 489, 491, 493, 495, 497, 499, 501, 503, 505, 507, 509, 511, 513, 515, 517, 519, 521, 523, 525, 527, 529, 531, 533, 535, 537, 539, 541, 543, 545, 547, 549, 551, 553, 555, 557, 559, 561, 563, 565, 567, 569, 571, 573, 575, 577, 579, 581, 583, 585, 587, 589, 591, 593, 595, 597, 599, 601, 603, 605, 607, 609, 611, 613, 615, 617, 619, 621, 623, 625, 627, 629, 631, 633, 635, 637, 639, 641, 643, 645, 647, 649, 651, 653, 655, 657, 659, 661, 663, 665, 667, 669, 671, 673, 675, 677, 679, 681, 683, 685, 687, 689, 691, 693, 695, 697, 699, 701, 703, 705, 707, 709, 711, 713, 715, 717, 719, 721, 723, 725, 727, 729, 731, 733, 735, 737, 739, 741, 743, 745, 747, 749, 751, 753, 755, 757, 759, 761, 763, 765, 767, 769, 771, 773, 775, 777, 779, 781, 783, 785, 787, 789, 791, 793, 795, 797, 799, 801, 803, 805, 807, 809, 811, 813, 815, 817, 819, 821, 823, 825, 827, 829, 831, 833, 835, 837, 839, 841, 843, 845, 847, 849, 851, 853, 855, 857, 859, 861, 863, 865, 867, 869, 871, 873, 875, 877, 879, 881, 883, 885, 887, 889, 891, 893, 895, 897, 899, 901, 903, 905, 907, 909, 911, 913, 915, 917, 919, 921, 923, 925, 927, 929, 931, 933, 935, 937, 939, 941, 943, 945, 947, 949, 951, 953, 955, 957, 959, 961, 963, 965, 967, 969, 971, 973, 975, 977, 979, 981, 983, 985, 987, 989, 991, 993, 995, 997, 999, 1001, 1003, 1005, 1007, 1009, 1011, 1013, 1015, 1017, 1019, 1021, 1023, 1025, 1027, 1029, 1031, 1033, 1035, 1037, 1039, 1041, 1043, 1045, 1047, 1049, 1051, 1053, 1055, 1057, 1059, 1061, 1063, 1065, 1067, 1069, 1071, 1073, 1075, 1077, 1079, 1081, 1083, 1085, 1087, 1089, 1091, 1093, 1095, 1097, 1099, 1101, 1103, 1105, 1107, 1109, 1111, 1113, 1115, 1117, 1119, 1121, 1123, 1125, 1127, 1129, 1131, 1133, 1135, 1137, 1139, 1141, 1143, 1145, 1147, 1149, 1151, 1153, 1155, 1157, 1159, 1161, 1163, 1165, 1167, 1169, 1171, 1173, 1175, 1177, 1179, 1181, 1183, 1185, 1187, 1189, 1191, 1193, 1195, 1197, 1199, 1201, 1203, 1205, 1207, 1209, 1211, 1213, 1215, 1217, 1219, 1221, 1223, 1225, 1227, 1229, 1231, 1233, 1235, 1237, 1239, 1241, 1243, 1245, 1247, 1249, 1251, 1253, 1255, 1257, 1259, 1261, 1263, 1265, 1267, 1269, 1271, 1273, 1275, 1277, 1279, 1281, 1283, 1285, 1287, 1289, 1291, 1293, 1295, 1297, 1299, 1301, 1303, 1305, 1307, 1309, 1311, 1313, 1315, 1317, 1319, 1321, 1323, 1325, 1327, 1329, 1331, 1333, 1335, 1337, 1339, 1341, 1343, 1345, 1347, 1349, 1351, 1353, 1355, 1357, 1359, 1361, 1363, 1365, 1367, 1369, 1371, 1373, 1375, 1377, 1379, 1381, 1383, 1385, 1387, 1389, 1391, 1393, 1395, 1397, 1399, 1401, 1403, 1405, 1407, 1409, 1411, 1413, 1415, 1417, 1419, 1421, 1423, 1425, 1427, 1429, 1431, 1433, 1435, 1437, 1439, 1441, 1443, 1445, 1447, 1449, 1451, 1453, 1455, 1457, 1459, 1461, 1463, 1465, 1467, 1469, 1471, 1473, 1475, 1477, 1479, 1481, 1483, 1485, 1487, 1489, 1491, 1493, 1495, 1497, 1499, 1501, 1503, 1505, 1507, 1509, 1511, 1513, 1515, 1517, 1519, 1521, 1523, 1525, 1527, 1529, 1531, 1533, 1535, 1537, 1539, 1541, 1543, 1545, 1547, 1549, 1551, 1553, 1555, 1557, 1559, 1561, 1563, 1565, 1567, 1569, 1571, 1573, 1575, 1577, 1579, 1581, 1583, 1585, 1587, 1589, 1591, 1593, 1595, 1597, 1599, 1601, 1603, 1605, 1607, 1609, 1611, 1613, 1615, 1617, 1619, 1621, 1623, 1625, 1627, 1629, 1631, 1633, 1635, 1637, 1639, 1641, 1643, 1645, 1647, 1649, 1651, 1653, 1655, 1657, 1659, 1661, 1663, 1665, 1667, 1669, 1671, 1673, 1675, 1677, 1679, 1681, 1683, 1685, 1687, 1689, 1691, 1693, 1695, 1697, 1699, 1701, 1703, 1705, 1707, 1709, 1711, 1713, 1715, 1717, 1719, 1721, 1723, 1725, 1727, 1729, 1731, 1733, 1735, 1737, 1739, 1741, 1743, 1745, 1747, 1749, 1751, 1753, 1755, 1757, 1759, 1761, 1763, 1765, 1767, 1769, 1771, 1773, 1775, 1777, 1779, 1781, 1783, 1785, 1787, 1789, 1791, 1793, 1795, 1797, 1799, 1801, 1803, 1805, 1807, 1809, 1811, 1813, 1815, 1817, 1819, 1821, 1823, 1825, 1827, 1829, 1831, 1833, 1835, 1837, 1839, 1841, 1843, 1845, 1847, 1849, 1851, 1853, 1855, 1857, 1859, 1861, 1863, 1865, 1867, 1869, 1871, 1873, 1875, 1877, 1879, 1881, 1883, 1885, 1887, 1889, 1891, 1893, 1895, 1897, 1899, 1901, 1903, 1905, 1907, 1909, 1911, 1913, 1915, 1917, 1919, 1921, 1923, 1925, 1927, 1929, 1931, 1933, 1935, 1937, 1939, 1941, 1943, 1945, 1947, 1949, 1951, 1953, 1955, 1957, 1959, 1961, 1963, 1965, 1967, 1969, 1971, 1973, 1975, 1977, 1979, 1981, 1983, 1985, 1987, 1989, 1991, 1993, 1995, 1997, 1999, 2001, 2003, 2005, 2007, 2009, 2011, 2013, 2015, 2017, 2019, 2021, 2023, 2025, 2027, 2029, 2031, 2033, 2035, 2037, 2039, 2041, 2043, 2045, 2047, 2049, 2051, 2053, 2055, 2057, 2059, 2061, 2063, 2065, 2067, 2069, 2071, 2073, 2075, 2077, 2079, 2081, 2083, 2085, 2087, 2089, 2091, 2093, 2095, 2097, 2099, 2101, 2103, 2105, 2107, 2109, 2111, 2113, 2115, 2117, 2119, 2121, 2123, 2125, 2127, 2129, 2131, 2133, 2135, 2137, 2139, 2141, 2143, 2145, 2147, 2149, 2151, 2153, 2155, 2157, 2159, 2161, 2163, 2165, 2167, 2169, 2171, 2173, 2175, 2177, 2179, 2181, 2183, 2185, 2187, 2189, 2191, 2193, 2195, 2197, 2199, 2201, 2203, 2205, 2207, 2209, 2211, 2213, 2215, 2217, 2219, 2221, 2223, 2225, 2227, 2229, 2231, 2233, 2235, 2237, 2239, 2241, 2243, 2245, 2247, 2249, 2251, 2253, 2255, 2257, 2259, 2261, 2263, 2265, 2267, 2269, 2271, 2273, 2275, 2277, 2279, 2281, 2283, 2285, 2287, 2289, 2291, 2293, 2295, 2297, 2299, 2301, 2303, 2305, 2307, 2309, 2311, 2313, 2315, 2317, 2319, 2321, 2323, 2325, 2327, 2329, 2331, 2333, 2335, 2337, 2339, 2341, 2343, 2345, 2347, 2349, 2351, 2353, 2355, 2357, 2359, 2361, 2363, 2365, 2367, 2369, 2371, 2373, 2375, 2377, 2379, 2381, 2383, 2385, 2387, 2389, 2391, 2393, 2395, 2397, 2399, 2401, 2403, 2405, 2407, 2409, 2411, 2413, 2415, 2417, 2419, 2421, 2423, 2425, 2427, 2429, 2431, 2433, 2435, 2437, 2439, 2441, 2443, 2445, 2447, 2449, 2451, 2453, 2455, 2457, 2459, 2461, 2463, 2465, 2467, 2469, 2471, 2473, 2475, 2477, 2479, 2481, 2483, 2485, 2487, 2489, 2491, 2493, 2495, 2497, 2499, 2501, 2503, 2505, 2507, 2509, 2511, 2513, 2515, 2517, 2519, 2521, 2523, 2525, 2527, 2529, 2531, 2533, 2535, 2537, 2539, 2541, 2543, 2545, 2547, 2549, 2551, 2553, 2555, 2557, 2559, 2561, 2563, 2565, 2567, 2569, 2571, 2573, 2575, 2577, 2579, 2581, 2583, 2585, 2587, 2589, 2591, 2593, 2595, 2597, 2599, 2601, 2603, 2605, 2607, 2609, 2611, 2613, 2615, 2617, 2619, 2621, 2623, 2625, 2627, 2629, 2631, 2633, 2635, 2637, 2639, 2641, 2643, 2645, 2647, 2649, 2651, 2653, 2655, 2657, 2659, 2661, 2663, 2665, 2667, 2669, 2671, 2673, 2675, 2677, 2679, 2681, 2683, 2685, 2687, 2689, 2691, 2693, 2695, 2697, 2699, 2701, 2703, 2705, 2707, 2709, 2711, 2713, 2715, 2717, 2719, 2721, 2723, 2725, 2727, 2729, 2731, 2733, 2735, 2737, 2739, 2741, 2743, 2745, 2747, 2749, 2751, 2753, 2755, 2757, 2759, 2761, 2763, 2765, 2767, 2769, 2771, 2773, 2775, 2777, 2779, 2781, 2783, 2785, 2787, 2789, 2791, 2793, 2795, 2797, 2799, 2801, 2803, 2805, 2807, 2809, 2811, 2813, 2815, 2817, 2819, 2821, 2823, 2825, 2827, 2829, 2831, 2833, 2835, 2837, 2839, 2841, 2843, 2845, 2847, 2849, 2851, 2853, 2855, 2857, 2859, 2861, 2863, 2865, 2867, 2869, 2871, 2873, 2875, 2877, 2879, 2881, 2883, 2885, 2887, 2889, 2891, 2893, 2895, 2897, 2899, 2901, 2903, 2905, 2907, 2909, 2911, 2913, 2915, 2917, 2919, 2921, 2923, 2925, 2927, 2929, 2931, 2933, 2935, 2937, 2939, 2941, 2943, 2945, 2947, 2949, 2951, 2953, 2955, 2957, 2959, 2961, 2963, 2965, 2967, 2969, 2971, 2973, 2975, 2977, 2979, 2981, 2983, 2985, 2987, 2989, 2991, 2993, 2995, 2997, 2999, 3001, 3003, 3005, 3007, 3009, 3011, 3013, 3015, 3017, 3019, 3021, 3023, 3025, 3027, 3029, 3031, 3033, 3035, 3037, 3039, 3041, 3043, 3045, 3047, 3049, 3051, 3053, 3055, 3057, 3059, 3061, 3063, 3065, 3067, 3069, 3071, 3073, 3075, 3077, 3079, 3081, 3083, 3085, 3087, 3089, 3091, 3093, 3095, 3097, 3099, 3101, 3103, 3105, 3107, 3109, 3111, 3113, 3115, 3117, 3119, 3121, 3123, 3125, 3127, 3129, 3131, 3133, 3135, 3137, 3139, 3141, 3143, 3145, 3147, 3149, 3151, 3153, 3155, 3157, 3159, 3161, 3163, 3165, 3167, 3169, 3171, 3173, 3175, 3177, 3179, 3181, 3183, 3185, 3187, 3189, 3191, 3193, 3195, 3197, 3199, 3201, 3203, 3205, 3207, 3209, 3211, 3213, 3215, 3217, 3219, 3221, 3223, 3225, 3227, 3229, 3231, 3233, 3235, 3237, 3239, 3241, 3243, 3245, 3247, 3249, 3251, 3253, 3255, 3257, 3259, 3261, 3263, 3265, 3267, 3269, 3271, 3273, 3275, 3277, 3279, 3281, 3283, 3285, 3287, 3289, 3291, 3293, 3295, 3297, 3299, 3301, 3303, 3305, 3307, 3309, 3311, 3313, 3315, 3317, 3319, 3321, 3323, 3325, 3327, 3329, 3331, 3333, 3335, 3337, 3339, 3341, 3343, 3345, 3347, 3349, 3351, 3353, 3355, 3357, 3359, 3361, 3363, 3365, 3367, 3369, 3371, 3373, 3375, 3377, 3379, 3381, 3383, 3385, 3387, 3389, 3391, 3393, 3395, 3397, 3399, 3401, 3403, 3405, 3407, 3409, 3411, 3413, 3415, 3417, 3419, 3421, 3423, 3425, 3427, 3429, 3431, 3433, 3435, 3437, 3439, 3441, 3443, 3445, 3447, 3449, 3451, 3453, 3455, 3457, 3459, 3461, 3463, 3465, 3467, 3469, 3471, 3473, 3475, 3477, 3479, 3481, 3483, 3485, 3487, 3489, 3491, 3493, 3495, 3497, 3499, 3501, 3503, 3505, 3507, 3509, 3511, 3513, 3515, 3517, 3519, 3521, 3523, 3525, 3527, 3529, 3531, 3533, 3535, 3537, 3539, 3541, 3543, 3545, 3547, 3549, 3551, 3553, 3555, 3557, 3559, 3561, 3563, 3565, 3567, 3569, 3571, 3573, 3575, 3577, 3579, 3581, 3583, 3585, 3587, 3589, 3591, 3593, 3595, 3597, 3599, 3601, 3603, 3605, 3607, 3609, 3611, 3613, 3615, 3617, 3619, 3621, 3623, 3625, 3627, 3629, 3631, 3633, 3635, 3637, 3639, 3641, 3643, 3645, 3647, 3649, 3651, 3653, 3655, 3657, 3659, 3661, 3663, 3665, 3667, 3669, 3671, 3673, 3675, 3677, 3679, 3681, 3683, 3685, 3687, 3689, 3691, 3693, 3695, 3697, 3699, 3701, 3703, 3705, 3707, 3709, 3711, 3713, 3715, 3717, 3719, 3721, 3723, 3725, 3727, 3729, 3731, 3733, 3735, 3737, 3739, 3741, 3743, 3745, 3747, 3749, 3751, 3753, 3755, 3757, 3759, 3761, 3763, 3765, 3767, 3769, 3771, 3773, 3775, 3777, 3779, 3781, 3783, 3785, 3787, 3789, 3791, 3793, 3795, 3797, 3799, 3801, 3803, 3805, 3807, 3809, 3811, 3813, 3815, 3817, 3819, 3821, 3823, 3825, 3827, 3829, 3831, 3833, 3835, 3837, 3839, 3841, 3843, 3845, 3847, 3849, 3851, 3853, 3855, 3857, 3859, 3861, 3863, 3865, 3867, 3869, 3871, 3873, 3875, 3877, 3879, 3881, 3883, 3885, 3887, 3889, 3891, 3893, 3895, 3897, 3899, 3901, 3903, 3905, 3907, 3909, 3911, 3913, 3915, 3917, 3919, 3921, 3923, 3925, 3927, 3929, 3931, 3933, 3935, 3937, 3939, 3941, 3943, 3945, 3947, 3949, 3951, 3953, 3955, 3957, 3959, 3961, 3963, 3965, 3967, 3969, 3971, 3973, 3975, 3977, 3979, 3981, 3983, 3985, 3987, 3989, 3991, 3993, 3995, 3997, 3999, 4001, 4003, 4005, 4007, 4009, 4011, 4013, 4015, 4017, 4019, 4021, 4023, 4025, 4027, 4029, 4031, 4033, 4035, 4037, 4039, 4041, 4043, 4045, 4047, 4049, 4051, 4053, 4055, 4057, 4059, 4061, 4063, 4065, 4067, 4069, 4071, 4073, 4075, 4077, 4079, 4081, 4083, 4085, 4087, 4089, 4091, 4093, 4095, 4097, 4099, 4101, 4103, 4105, 4107, 4109, 4111, 4113, 4115, 4117, 4119, 4121, 4123, 4125, 4127, 4129, 4131,



Tafia Development Corp.

**ZONING BY-LAW
2009-189**

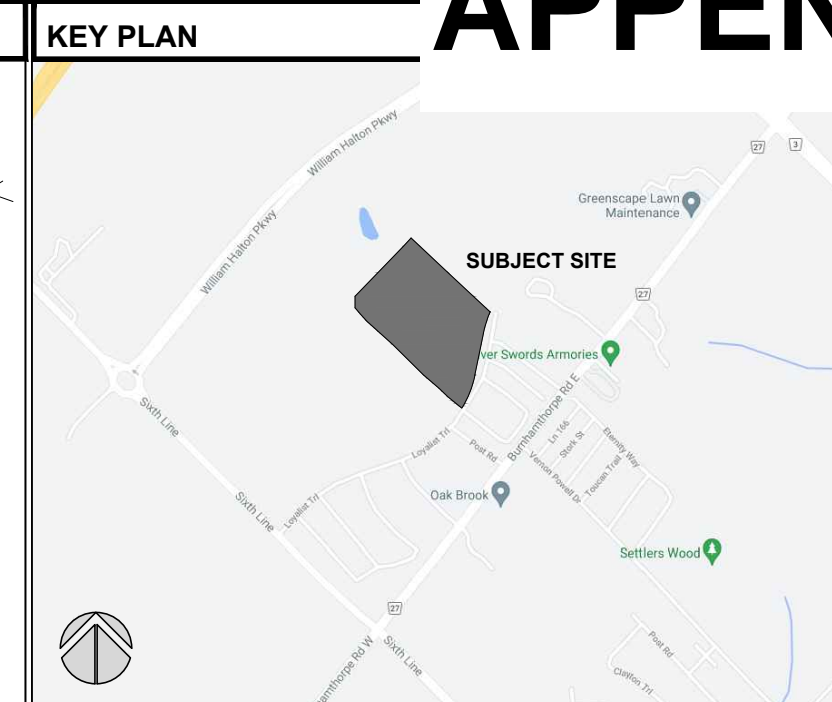
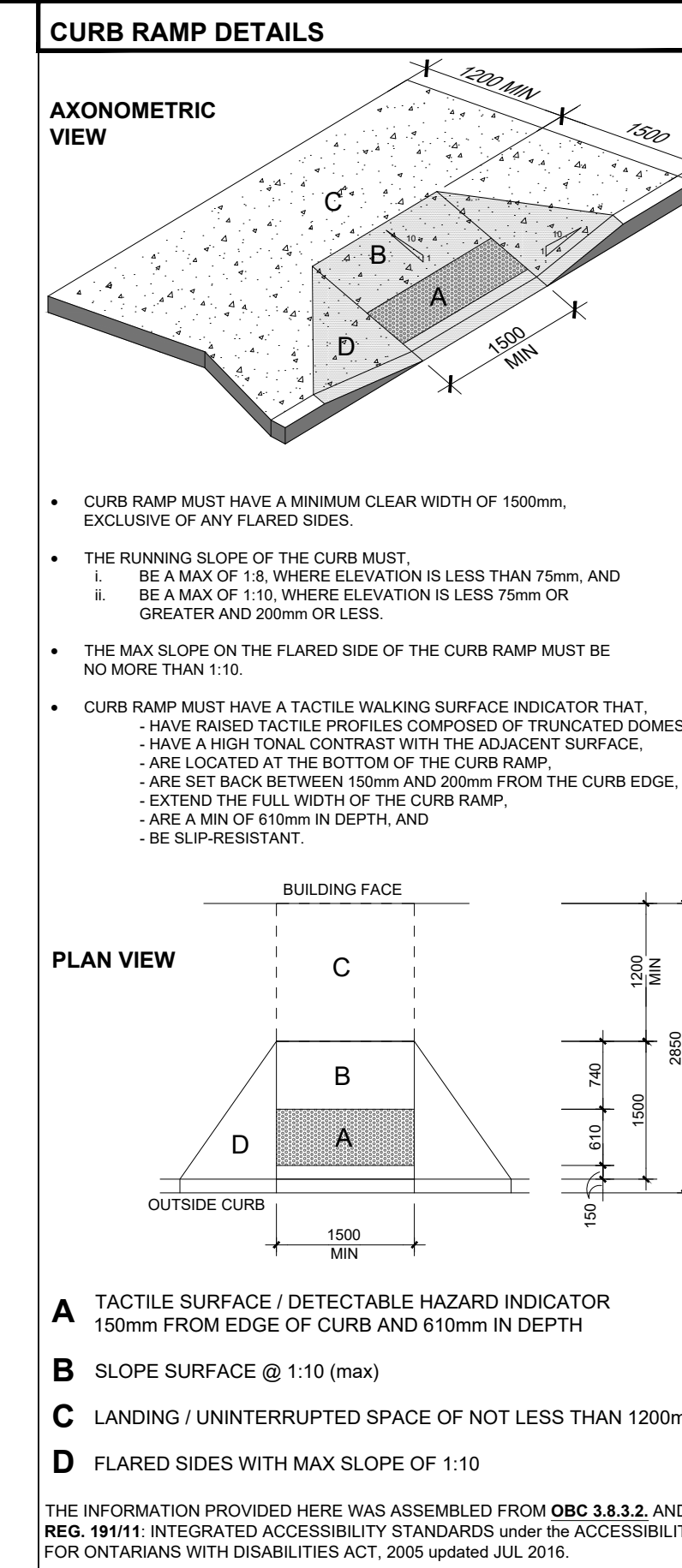
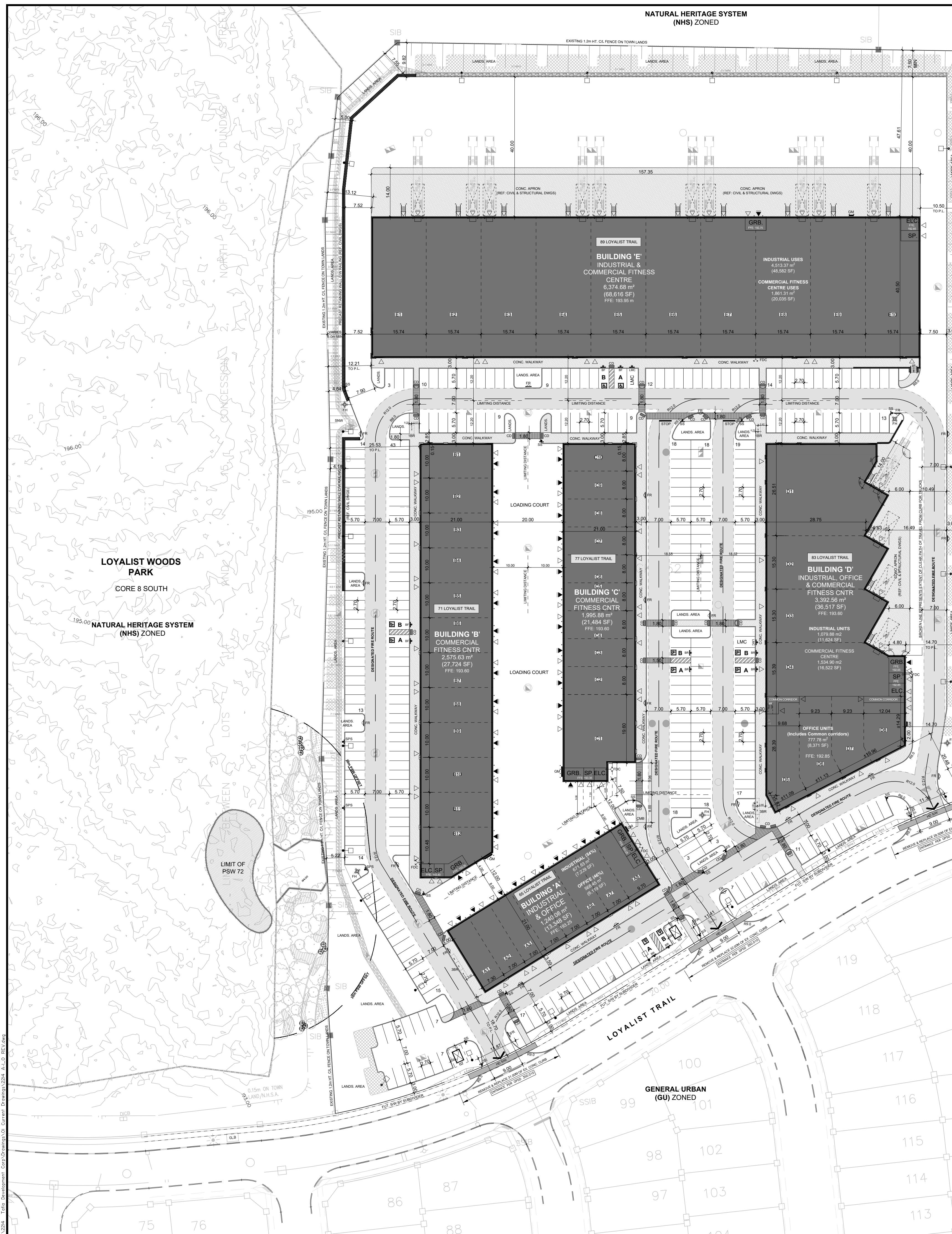
SUBJECT LANDS

65, 71, 73, 83, 20891 Loyalist Trail
Page 20891-508
Z.1215.04

Community Development Commission

S:\DEPARTMENT\PLANNING\Planning Report Maps\Z or 24T files\Z1200Z.1215.04\

APPENDIX B: Site Plan



LEGAL DESCRIPTION

Block 152 on Plan 20M-1221
 PLAN OF SUBDIVISION OF
 PART OF LOTS 14 AND 15,
CONCESSION 2
 NORTH OF DUNDAS STREET
 (GEOGRAPHIC TOWNSHIP OF TRAFALGAR)
TOWN OF OAKVILLE
 REGIONAL MUNICIPALITY OF HALTON

AS PREPARED BY:
R.P.E. SURVEYING LTD., ONTARIO LAND SURVEYORS

SITE STATISTICS

ZONING	LIGHT EMPLOYMENT | LE sp:45
SITE AREA	47,513.48 m ² or 11.74 Ac
REQUIRED	PROVIDED
FRONT YARD (Loyalist Trail)	3.0 m MIN 18.70 m
FRONT YARD	24.0 m MAX 18.70 m
SIDE YARD	3.0 m MIN 10.50 m
REAR YARD	7.5 m MIN 47.61 m

LEA

BUILDING	REQUIRED	PROVIDED
BUILDING 'A'	1,240.08 m ² or 13,348 SF	
BUILDING 'B'	2,575.63 m ² or 27,724 SF	
BUILDING 'C'	1,995.88 m ² or 21,484 SF	
BUILDING 'D'	3,392.56 m ² or 36,517 SF	
BUILDING 'E'	6,374.68 m ² or 68,616 SF	
TOTAL G.F.A.	15,578.83 m ² or 167,689 SF	

LEA

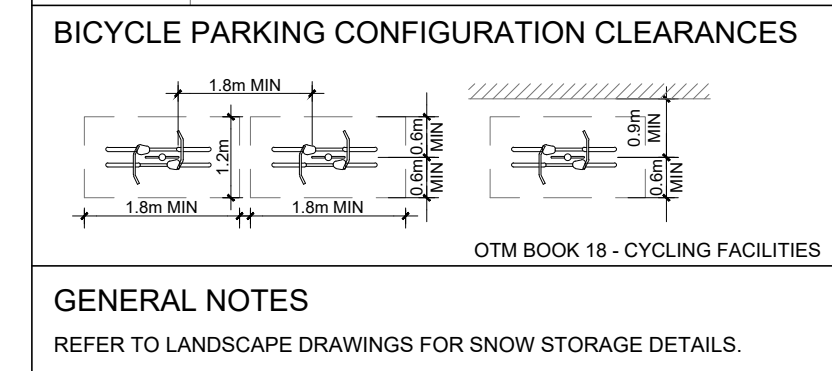
BUILDING	REQUIRED	PROVIDED
BUILDING 'A'	1,188.00 m ² or 12,788 SF	
BUILDING 'B'	2,518.35 m ² or 27,107 SF	
BUILDING 'C'	1,943.88 m ² or 20,924 SF	
BUILDING 'D'	3,284.25 m ² or 35,351 SF	
BUILDING 'E'	6,311.51 m ² or 67,937 SF	
TOTAL L.F.A.	15,245.99 m ² or 164,106 SF	

PARKING ANALYSIS

BASED ON TOTAL L.F.A.	REQUIRED	PROVIDED
OFFICE USES: 1,294.68 m ² @ 1 Space / 37 m ² =	35 Spaces	
INDUSTRIAL USES: 6,092.87 m ² @ 1 Space / 100 m ² =	61 Spaces	
COMMERCIAL FITNESS CENTRE: 7,856.44 @ 1 Space / 30 m ² =	262 Spaces	
TOTAL PARKING	358 Spaces	341 Spaces
ACCESSIBLE PARKING 201-300 spaces PROVIDED	3 Type A 4 Type B OR 7 Spaces	5 Type A 5 Type B OR 10 Spaces
LOADING SPACES [min]	2 Spaces	14 Spaces
BICYCLE SPACES [7% of Parking]	16 Spaces	16 Spaces

SYMBOL LEGEND

	MAN DOOR LOCATIONS
	LOADING DOCK LOCATIONS
	DRIVE-IN OR OVERHEAD DOORS
	FIRE HYDRANT + VALVE
	CATCH BASIN (Ref. CIVIL DWGS)
	DOUBLE CATCH BASIN (Ref. CIVIL DWGS)
	SANITARY MANHOLE (Ref. CIVIL DWGS)
	CATCH BASIN / MANHOLE (Ref. CIVIL DWGS)
	STORM MANHOLE (Ref. CIVIL DWGS)
	HYDRO POLE STANDARD / UTILITY POLE
	1 BICYCLE RING - 2 SPACES (Ref. DTL, BELOW & LANDS. DWGS)
	DIRECTION OF TRAFFIC FLOW
	HYDRO TRANSFORMER ON CONC. PAD (Ref. ELEC. DWGS)
	GAS METER LOCATIONS
	HANDICAP PARKING | TYPE 'A' (3.40m MIN) TYPE 'B' (2.70m MIN)
	LIGHT STANDARD (Ref. ELEC. DWGS)
	PEDESTRIAN DRIVE AISLE CONNECTIONS: IMPRESSED ASPHALT
	CURB DEPRESSION / RAMP WITH TACTILE PLATES
	CONC. FILLED STEEL BOLLARDS AT OH DOORS
	FIRE DEPARTMENT CONNECTION / SIAMESE CONNECTION
	BARRIER-FREE PARKING SIGNAGE
	BENCH & WASTE RECEPTACLE (Ref. LANDS. DWGS)
	FIRE ROUTE
	STOP SIGN
	PAINTED STOP BAR (WHERE REQUIRED)
	SPRINKLER ROOM
	ELECTRICAL ROOM
	INTERNAL REFUSE STORAGE
	LOADING SPACE (9.0 m x 3.7 m x 4.2 m Clear Height)
	LIMITED MOBILITY & CAREGIVER PARKING SPACE / SIGN
	SNOW STORAGE AREAS
	PROPERTY LINE (EXTENT OF LIMITING DISTANCE)
	SHARED COMMUNITY MAILBOX: CPC-4 MODULE
	'SNOW PILES NOT PERMITTED' SIGNAGE



1	ISSUED FOR SPA	JUL 16, 2021
2	RE-ISSUED FOR SPA	NOV 23, 2021
3	RE-ISSUED FOR SPA	MAR 01, 2022
4	RE-ISSUED FOR SPA	MAY 19, 2022
5	ISSUED FOR ZBLA	JUNE 17, 2024

7	REVISED PARKING ANALYSIS PER UPDATED USES	JUNE 14, 2024
6	REVISED AS PER BLDG D, C.C.N. #1	JUNE 01, 2023
5	REVISED AS PER BLDG D, C.C.N. #1	MAY 31, 2023
4	BUILDING D GRID 6c REVISION	MAY 05, 2023
3	TRANSFORMERS RELOCATED AT OAKVILLE HYDRO'S REQUEST	AUG 31 2022
2	REVISED TO SUIT MARKETING CRITERIA	JAN. 13, 2022
1	REVISED TO SUIT SPA 1ST ROUND COMMENTS	NOV 23, 2021

BALDASSARRA
Architects Inc.

30 Great Gulf Drive, Unit 20 | Concord ON | L4K 0K7
 T. 905.660.0722 | www.baldassarra.ca



OWNERS INFORMATION:

TAFIA DEVELOPMENT CORP.

65, 71, 77, 83 & 89 LOYALIST TRAIL,
 OAKVILLE, ON.

SITE PLAN

SP.1215.003/01

DATE:	DRAWN BY:	CHECKED:	SCALE:
JUL. 2021	CI/DW		1:600

PROJECT No. 22-14 DRAWING No. **A-1.0**

THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-xxx

A by-law to amend the North Oakville Zoning By-law 2009-189 to permit commercial fitness centre uses on lands described as 65, 71, 77, 83 and 89 Loyalist Trail, legally described as Part of Lots 14 and 15, Concession 2, North of Dundas Street (Tafia Development Corporation, File No.: Z.xxxx.xx)

COUNCIL ENACTS AS FOLLOWS:

1. Map 12(5) of By-law 2009-189 is amended by rezoning the lands as depicted on Schedule 'A' to this By-law.
2. Part 8, Special Provisions, of By-law 2009-189 is amended by adding a new Section 8.### as follows:

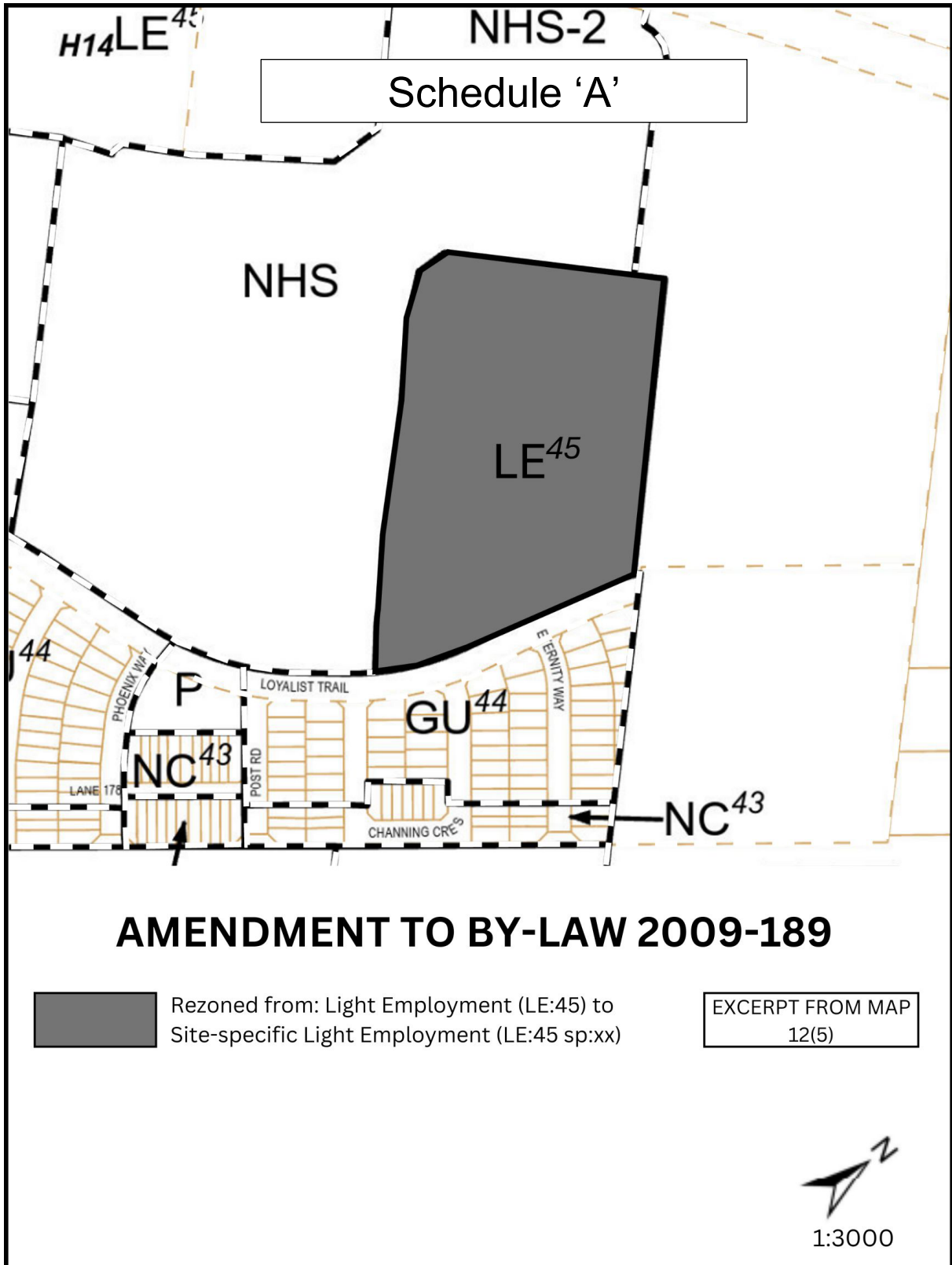
"###	65, 71, 77, 83 and 89 Loyalist Trail	Parent Zone: LE
Map 12(5)	Part of Lots 14 and 15, Concession 2, North of Dundas Street	2009-189
8.###.1 Only Permitted Uses		
The following <i>uses</i> are the only <i>uses</i> permitted:		
a)	Commercial Fitness Centre	
8.###.2 Additional Zone Provisions		
The following regulations apply:		
a)	<i>The maximum net floor area for Commercial Fitness Centre uses shall be 50% of the permitted gross floor area</i>	
b)	<i>Parking – Minimum: 1.21 parking spaces per 100 sq. m.; Maximum: 189 spaces.</i>	

3. This By-law comes into force in accordance with Section 34 of the *Planning Act*, R.S.O. 1990, c. P.13, as amended.

PASSED this xx day of month , 2024

MAYOR

CLERK



AMENDMENT TO BY-LAW 2009-189

Rezoned from: Light Employment (LE:45) to Site-specific Light Employment (LE:45 sp:xx)

EXCERPT FROM MAP 12(5)



1:3000

NORTH OAKVILLE EAST SECONDARY PLAN

7.2 COMMUNITY VISION

7.2.2 Vision

“...A business park located along Highway 407 provides a range of employment opportunities to residents of Oakville including prestige employment and office development at Trafalgar Road. The jobs available in the North Oakville East Secondary Plan Area, in combination with those jobs in the North Oakville West Secondary Plan Area, help to create a live-work community.”

7.3 COMMUNITY STRUCTURE

7.3.4 Employment Districts

Employment Districts refer to land designed to accommodate development of predominantly employment generating uses including a wide range of industrial and office development. Limited retail and service commercial uses designed to serve the businesses and employees will also be permitted within the Employment Districts.

7.3.7 Employment Targets

Part C, Section 4 of the Official Plan establishes the Town’s general policies with respect to employment. The North Oakville East Secondary Plan has been designed to implement the direction of those policies, and in particular to:

- a) achieve a balance both in type and quantity between local employment opportunities and the resident labour force;
- b) actively encourage a diversification of employment opportunities in Oakville; and,
- c) encourage the growth of industrial commercial assessment.

The employment target for North Oakville East reflects these directions and the background studies undertaken for this Secondary Plan which have resulted in a refinement to the targets for North Oakville identified in the North Oakville Strategic Land Use Options Study. The target is approximately 300 net hectares of employment land and 16,500 jobs at capacity, which may not be achieved within the 2021 planning period. This reflects a target of an average of 55 employees per net hectare. In addition, it is anticipated that there will be approximately 8,500 population related employees for a total target of 25,000 jobs at capacity. The achievement of these targets on a yearly basis shall not be required, however, the Town will review the achievement of the targets every five years and will monitor on an annual basis. Further, the total employment target which will be achieved in North Oakville will reflect the employment target for North Oakville East, in combination with the employment target for North Oakville West established in the North Oakville West Secondary Plan.

7.5 COMMUNITY DESIGN STRATEGY

7.5.17 Employment District

The Employment District will permit a full range of employment uses. In addition, limited retail and service commercial uses serving the employment area shall be clustered at the intersections with Arterial, Avenue and Connector roads. These sites and uses will be zoned in a separate zone in the implementing Zoning By-law. The Urban Design and Open Space Guidelines and Zoning By-law will also apply standards designed to enhance the compatibility of permitted employment uses with residential and other sensitive development located within nearby Transitional, Residential or Institutional designations including prohibition of outdoor storage adjacent to such uses. The Urban Design and Open Space Guidelines will also apply standards to create enhanced design at entrances to the Town including at highway interchanges, major connector roads and along highway frontages including the restrictions on outdoor storage adjacent to highway and interchange frontages.

7.6 LAND USE STRATEGY

7.6.8.1 Purpose

The primary focus of the Employment District designation on Figure NOE2 is to protect for, and establish a range of development opportunities for employment generating industrial, office and service employment uses. Where applicable, the range and scale of uses are to be designed to be sensitive to the adjacency and compatibility with residential neighbourhoods, or to reflect a visible location on and exposure to highway corridors and major roads.

7.6.8.2 Permitted Uses, Buildings and Structures

Permitted uses may include:

- a) light industrial operations, including light manufacturing, assembling, processing, fabricating, repairing, warehousing, distribution and wholesaling;
- b) business and professional office uses and medical clinics;
- c) service establishments such as print shops, equipment rental establishments, restaurants, hotels, banquet halls, financial institutions, and service establishments which primarily provide services at the customer's location such as electricians and plumbers and limited retail commercial development such as business supply and industrial supply establishments subject to the requirements of Section 7.6.8.3 and 7.6.8.4 d);
- d) public uses, institutional uses including places of worship, vocational schools;
- e) sport and recreation, and place of amusement uses;
- f) automobile related uses, including gas stations; and,
- g) ancillary retail sales of products produced, assembled and/or repaired on the premises,

- h) as part of a distribution use, the ancillary retail sale of the products distributed from an ancillary showroom;
- i) research and development;
- j) information processing, call centres and similar uses; and,
- k) computer based services including design studios.

7.6.8.3 Retail and Service Commercial Uses

Limited retail and service commercial uses permitted in Section 7.6.8.2 shall be clustered at the intersections with Arterial, Avenue and Connector roads. In addition, service establishments which primarily provide services at the customer's location may be located throughout the Employment Area designation, subject to the provisions of the zoning by-law, provided that if they include open storage, they shall be restricted to areas which do not abut residential, Urban Core, Institutional or Transition Area designations, major arterial roads and Highway 407. The zoning by-law will establish specific limitations on the area which can be used for the ancillary retail sales permitted by sub-sections 7.6.8.2 g) and h) to ensure that the retail sales use is clearly accessory to the primary production, assembly, repair and/or distribution use.

7.6.8.4 Land Use Policies

- a) It is not intended that the full range of employment uses will be permitted in all locations designated "Employment District". The precise range of uses and density of development shall be stipulated in the zoning by-law. In particular, the lands in the Employment Area designation abutting the Institutional Area designation on the Ninth Line will be subject to a site specific zoning amendment and any proposed use will be carefully evaluated to ensure that it does not adversely impact on the existing school use to the north.
- b) All development shall be subject to the site plan control provisions of the Planning Act and shall comply with all Federal and Provincial regulations.
- c) Where lands in the Employment District designation are located adjacent to residential or institutional development, including development in the Transitional Area or the Institutional Area designations, matters such as the location of loading bays and other sources of light, noise and fumes shall be reviewed to ensure that any impact on the residential use complies with Provincial guidelines and regulations. These matters will be addressed by:
 - the Town at a general level as a basis for the development of regulations in the zoning by-law and the Urban Design and Open Space Guidelines; and,
 - the applicant in detail through the site plan approval process.
- d) Development shall conform to the following additional criteria:

- Main building shall be designed and located to assist in the creation of an attractive street edge, to provide for a strong pedestrian connection to the sidewalk, and to recognize any potential future intensification of the site:
 - The balance between the areas of the lot occupied by buildings and the service and parking areas will be designed, wherever feasible, to reduce the extent of the street frontage occupied by service and parking areas. Where street frontage is occupied by parking and service areas, enhanced landscaping shall be provided;
 - Maximum height -15 storeys;
 - Minimum Floor Space Index –0.25 for retail and service commercial uses; and regard shall be had for the provisions of Subsection e) below with respect to all other uses;
 - Maximum Floor Space Index – 3 and;
 - Service establishments shall be located in clusters at intersections with Arterial, Avenue and Connector Roads.
- e) While there is no minimum density for employment uses, a density of 0.35 FSI will be a general objective. To this end, the draft plan, zoning by-law and site plan approval processes where applicable, will consider measures such as minimum setbacks, innovative stormwater controls, siting arrangements, parking reductions and other possible measures to encourage a maximization of intensity of development.
- f) A portion of the lands between Sixth Line and Trafalgar Road, shown on Figures NOE 1, NOE2, NOE 3, and NOE 4, fall within the Town of Milton. If these lands become part of the Town of Oakville, the land use designations as illustrated on Figure NOE 2 will apply.

Zoning By-law 2009-189

Section 6.0

Permitted Uses

Subject to compliance with the balance of this By-law, the following uses are permitted within the zones corresponding to the columns identified with a “•” in Table 6.1:

USE	ZONE													
	TUC	DUC	NUC	PUC	NC	GU	S	HDR	LE	GE	SA	CE	AS	
Open Space, Recreation and Conservation														
Cemetery														•
Private Park (2012-001)	•	•	•		•	•	•	•	•	•	•			
Public Park														
Commercial, Service and Related Uses														
Retail Store, but not a Convenience Store	•	•	•		•								•	
Service Commer- cial	•	•	•		•								•	
Vehicle Dealer- ship; Vehicle Repair Facility													•	•
General Office Use or Medical Office or Finan- cial Institution	•	•	•		•			•	•	•	•			
Commercial \ Residential	•	•	•		•			•						
Commercial Fit- ness Centre	•	•	•		•			•					•	
Convenience Store	•	•	•		•			•					•	
Hotel	•	•	•						•				•	
Place of Amuse- ment	•	•	•						•	•	•			
Club	•	•	•					•	•	•	•			
Nightclub	•								•	•	•			
Public Hall	•	•	•					•	•	•	•			
Parking Garage	•	•	•					•	•	•	•			
Restaurant	•	•	•		•			•					•	
Cafe	•	•	•		•			•					•	
Service Establish- ment	•	•	•		•				•				•	

Uses permitted in a zone are denoted by the symbol “•” in the column applicable to that zone and corresponding with the row for the specific permitted use.

Table 6.1 - Permitted Use Table														
USE	ZONE													
	TUC	DUC	NUC	PUC	NC	GU	S	HDR	LE	GE	SA	CE	AS	
<i>Funeral Home</i>	•	•	•											
<i>Arena, Theatre, Stadium, Trade and Convention Centre</i>	•	•	•						•	•	•			
<i>Veterinary Clinic</i>	•	•	•											
<i>Gas Bar</i>														•
<i>Drive-Through Facility</i>														
<i>Ancillary Retail / Service Commercial</i>														
Community and Institutional Uses														
<i>Art Gallery (2012-001)</i>	•	•	•		•			•						
<i>Library (2012-001)</i>	•	•	•		•			•						
<i>Museum (2012-001)</i>	•	•	•		•			•						
<i>Place of Worship</i>	•	•	•		•			•	•		•			
<i>Post-Secondary School</i>	•	•	•											
<i>Public School</i>	•	•	•		•			•						
<i>Private School</i>	•	•	•		•									
<i>Commercial School</i>	•	•	•		•			•	•		•			
<i>Private Career College</i>	•	•	•						•		•			
<i>Community Centre</i>	•	•	•					•						
<i>Nursing Home</i>	•	•	•		•			•						
<i>Hospital</i>	•	•	•											
<i>Day Care</i>	•	•	•		•	•	•	•	•	•	•			
Employment														
<i>Contractors Facility (2012-001)</i>										•				
<i>Light industrial</i>									•	•	•			

Table 6.1 - Permitted Use Table

USE	ZONE												
	TUC	DUC	NUC	PUC	NC	GU	S	HDR	LE	GE	SA	CE	AS
Information processing	•	•	•						•	•	•		
Call Centres	•	•	•						•	•	•		
Research and Development	•	•	•						•	•			
General industrial										•			
Outside Storage and Outside Processing										•			
Commercial self storage										•			
Transportation terminal										•			
Vehicle Storage Compound													
Residential													
Residential including attached or detached additional residential unit in accordance with Section 4.29 (2023-025) (2024-112)	•	•	•		•	•	•	•					
Retirement Home	•	•	•		•			•					
Private-home day care	•	•	•		•	•	•	•					
Home occupation	•	•	•		•	•	•	•					
Bed and breakfast establishment	•	•	•		•	•	•	•					
Short-Term Accommodation (2018-038)	•	•	•		•	•	•	•					
3 or less lodgers in a single detached dwelling where that building type is permitted. (2022-007)	•	•	•		•	•	•						
Caretaker dwelling unit									•	•		•	



**Public Information Meeting – Summary of Questions/Comments
65-90 Loyalist Trail, Oakville**

Client	Tafia Development Corporation
Purpose:	Informal Public Meeting
Location:	ZOOM
Date/Time:	August 15 th , 2024 – 7:00 – 9:00 pm

List of Attendees: 32 Attendees (including 2 Councillors, 2 CLS representatives, 1 Client representative, and 1 Town Planner)

1. Councillors
 - Con. Nav Nanda, Ward 7
 - Con. Scott Xie, Ward 7
2. Town of Oakville Staff
 - Kate, Acting Manager, Senior Planner
3. Project Team
 - Tina, Trinistar, Client Representative
 - Nick, CLS, Land Use Planner
 - Aldwin, CLS, Land Use Planner
4. Residents/ Participants
 - C
 - Zeeshan
 - Ashutosh Walia
 - Don Holmes - Oakville Gymnastics
 - Fanny
 - Harika
 - Hillsborrow
 - Ivy
 - Jaseem
 - Jewel
 - JGeorge
 - Krzysztof R.
 - Ly
 - Malak
 - Mariam Chaudhry
 - Naeem
 - Naveen Daram
 - Neil Mistry

- Quraish Yousif
- Quraish's I-Phone
- Raymond Chang
- Reena
- Shalendra Kumar
- Sudhir Narahariseti
- Vinesh Kaliga
- Vinod

1. Resident Questions:

- a. Loyalist Trail is a narrow road, and the development has access to Loyalist Trail with trucks and trolleys passing by during construction, there are risks to residents, particularly children, in the mornings. There have been common reports of incidents that raise concerns. Take out the road towards the William Halton Parkway and do not use any gate and openings towards the Loyalist Trail would be ideal.

Answer: This application is to amend the zoning by-law to add the commercial fitness center as a new use and will not change existing accesses. The subject lands have no direct access to William Halton Parkway.

- b. What triggers this change, and what additional classifications will be added under this zoning request?

Answer: The proposed change is being proposed by the property owner based on interest from prospective tenants due to the location and proximity to residential areas. The primary objective of this application is to advance a zoning bylaw amendment to add commercial fitness centre uses into the Light Employment zone.

- c. Is a revised traffic study required?

Answer: Yes, a revised version of the traffic study is being completed to address the proposal.

- d. Who permits the establishment of nightclubs and hotels and will they be removed?

Answer: The secondary plan of North Oakville was approved in 2008 which designated Loyalist Trail as Employment. The neighborhood was originally planned for employment however through an OLT decision, the residential lands to the south were redesignated to permit residential. The Zoning Bylaw came into effect in 2009 which zoned the Subject Lands as Light Employment to implement the Official Plan designation. The LE zone is a generic zone found across the Town which permits a range of employment uses including night club and hotel, which in other locations in the Town may be more favorable. The Client will advance the application and may consider

prohibiting the night club and hotel uses. Planning staff will evaluate the application and will present it to Council for their consideration at a future public meeting. Additional public feedback can be provided at this time which will inform a recommendation report to Council, who will issue a decision to approve or refuse. Councilor may also provide separate advice to planning staff if the permitted uses should be further evaluated and seek to edit the policy separate to the application.

- e. Why were residents not notified that this area is transitional?

Answer: The area was planned as a transitional zone in 2008, and Loyalist Trail was considered a sufficient buffer from the residential area to the employment uses at the north side of the Loyalist Trail. It is practice from the Town to require developers to post neighborhood information maps in the sale centre and office or purchase and sale. There is also effort to improve the quality, information, and scope of the map to make sure residents are informed. The property does not have access to the north and there is currently no proper turnaround road which is recognized by the planning staff. There would be no other opportunity for access as the lot only has access to the Loyalist Trail. There may be opportunities in the future for shared access to support vehicle access to the north.

- f. Will there be enough parking for the proposed use?

Answer: An updated traffic impact study is being prepared that will answer to that question and will be submitted to the Town's Engineering to review and provide feedback once application is submitted.

- g. Will residents receive a copy of the final permitted uses?

Answer: When an application is brought forward, a draft zoning bylaw will be adopted if approved by Council and will be added to the municipal record that includes the new permitted uses on site.

- h. Will residents receive notice of application approval?

Answer: Once the application is submitted, the Town has time to review the application and deem it complete. Once it is completed, a notice of completion will be sent out to property owners located within 240m of the 65 Loyalist Trail.

2. Resident Comments Submitted Through Chat:

- a. The idea of adding higher traffic uses like fitness centre, for kids or adults, through loyalist neighbourhood, near the playground and by built schools is not desirable. It increases the risk to our children in our neighbourhood. Children play centre have birthday parties and other events that increase traffic volume and speed of traffic. I've personally found parents rush to get to the birthday party. Same for gyms. I'm not sure how this amendment helps the neighborhood.

- b. Town want to save the land and want to collect taxes from residents and commercial by using the same street access.

- c. Are there any other plans the builder is looking at to help alleviate the community concerns? Such as separate access to the light employment area? From a business owners perspective, opening a business in a neighbourhood where residents are frustrated with the business area, calling police to report infractions, calling the business area's business owners with concerns. As a business owner, I would be concerned. It would be great if there was something proposed that would resolve this.



REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: **Public Meeting – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60**

LOCATION: Neyagawa Boulevard and Burnhamthorpe Road West

WARD: Ward 7 Page 1

RECOMMENDATION:

1. That the report titled “*Public Meeting – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60*”, be received,
2. That comments from the public with respect to proposed town-initiated official plan amendments to implement the results of the Neyagawa Urban Core Review (File No. 42.15.60) be received,
3. That staff consider such comments as may be provided by Council,
4. That the report titled “*Public Meeting – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60*,” be forwarded to the Ministry of Transportation, Halton Region, Town of Milton and NOCBI to support the implementation of the 407 Transitway station at Neyagawa Boulevard and Highway 407.

KEY FACTS:

The following are key facts for consideration in this report:

- The Neyagawa Urban Core is a strategic growth area centered at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West as identified in the Halton Region Official Plan and consistent with the definition within the Provincial Planning Statement, 2024.

-
- The Neyagawa Urban Core Review was undertaken as part of the town’s on-going Official Plan Review and supports implementation of the town-wide urban structure.
 - The Neyagawa Urban Core Review is complete and has determined an appropriate mix of land uses, scale and intensity of development. The analysis and proposed official plan amendments also support delivery of a future 407 Transitway station in the NUC at Neyagawa Boulevard and Highway 407.
 - Council adopted Official Plan Amendments 15, 317 and 318 for a town-wide urban structure on September 27, 2017. The NUC is identified as a Node for Further Study, and is also identified as a Secondary Core Area within the North Oakville East Secondary Plan
 - The NUC Review was initiated in fall of 2021. A Background and Preliminary Directions report was received by Council on October 4, 2021. Staff undertook research and analyses to identify a strategic growth area boundary and develop policies aimed at creating a mixed use, complete community supportive of higher order transit, providing for a range and mix of housing choices and a diverse job base including, commercial and office employment.
 - A Statutory public meeting took place on May 16, 2022, where Draft Official Plan Amendments, OPA 326 and OPA 45 (the “Draft OPAs”) were received by Council. Comments from Council and the Public were also received. Consultation with landowners and other key stakeholders, regional and provincial staff, Council and the public also provided input to the study.
 - Given the time elapsed since May 16, 2022, the nature of the changes that have occurred and the new inputs to the NUC Review, a second Statutory Public Meeting is appropriate for the revised draft OPAs.
 - Staff is proposing updates to the Draft OPAs to modernise and update the policy context and to respond to:
 - comments received at Statutory public meeting.
 - feedback from Council.
 - meetings with stakeholders.
 - changes in policy context over the last two years.
 - The effect of the proposed OPA 326 to the 1984 Oakville Official Plan’s North Oakville East Secondary Plan will:
 - update schedules to identify the Neyagawa Urban Core strategic growth area and designate the lands as “Neyagawa Urban Core Area”.
 - provide area-specific land use policies to support the creation of a transit-supportive, complete community that includes a mix of high density residential, commercial and institutional uses.

- provide area-specific functional and implementation policies to enable and guide redevelopment consistent with the above,
- address matters including urban design, transportation, stormwater management, parkland dedication and public realm enhancements.
- The effect of the proposed OPA 45 to the Livable Oakville Official Plan will be to update the Neyagawa Urban Core Area to “Nodes and Corridors” on Schedule A1. This is consistent with Regional Official Plan Amendment 48 which identifies the area as a Primary Regional Node.

BACKGROUND:

This report presents two official plan amendments (OPAs) for the Neyagawa Urban Core (NUC) strategic growth area (SGA) centred at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West immediately south of Highway 407.

The NUC covers approximately 75 hectares and includes an existing residential area, King’s Christian Collegiate, properties that are the subject of active development applications, appeals of development applications and properties that are expected to redevelop in the coming years.

The NUC lands are governed by the North Oakville East Secondary Plan (NOESP) that is part of the 1984 Town of Oakville Official Plan and are also part of the town-wide urban structure.

The draft OPAs (Appendix A) are the result of the now completed Neyagawa Urban Core Review, a component of the town’s on-going Official Plan Review. The draft OPAs include revised land use policies and designations to guide development-related decisions in the area and provide support for a 407 Transitway station.

The intent of the OPAs is to enable the development of a transit-supportive, mixed-use, complete community focused on a range and mix of housing and commercial opportunities and including institutional, community and employment uses.

History of Planning North Oakville

The North Oakville area consists of land located between Dundas Street to the south and Highway 407 to the north, from Ninth Line in the east to Tremaine Road in the west.

In 1987, these lands were set for growth through the Halton Urban Structure Plan (HUSP), which assessed growth potential and infrastructure needs across Halton’s municipalities, including Oakville. HUSP identified North Oakville as an area for urban expansion, recognizing the connection between growth and infrastructure.

Following the HUSP recommended regional structure, Oakville conducted a detailed land-use planning process in the 1990s and 2000s. This involved public consultations, technical studies, and policy development, culminating in the creation of the North Oakville East Secondary Plan (NOESP) and the North Oakville West Secondary Plan (NOWSP), both approved by the Ontario Municipal Board (now the Ontario Land Tribunal) in 2008 and 2009, respectively.

These plans focus on sustainability, promoting a mix of land uses, protecting the natural environment, and implementing a modified grid road system to improve transit that enhances transportation options for transit and pedestrians.

The vision for North Oakville is to create a compact, pedestrian-friendly urban community with diverse housing options, from large-lot detached homes to tall buildings and including all tenure types.

The North Oakville Secondary Plans outline key planning components, including:

- A Natural Heritage System,
- Urban Core Areas, the densest parts of the plan located,
 - along Dundas Street
 - along Trafalgar Road
 - at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West
 - at the intersection of Dundas Street West and Bronte Road
- Neighbourhood Areas featuring low- to medium-density housing
- Employment Districts along the south side of Highway 407
- Parks, schools, and Neighbourhood Activity Nodes
- A grid-based road system for enhanced connectivity.

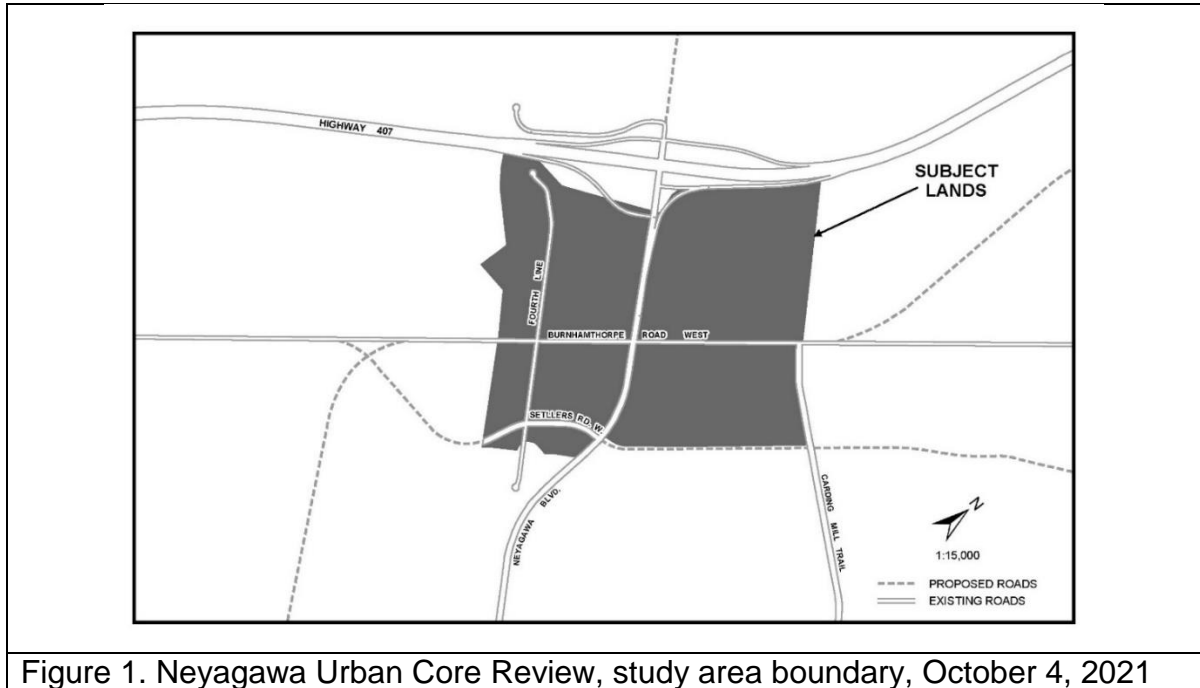
Staff notes that a key feature of the NOSP has been to guide long-term planning and protection for the future 407 Transitway stations. This has been reflected in numerous planning approval decisions by Town and Regional Councils since the plans came into effect in 2008-2009.

Chronology - Neyagawa Urban Core Review

The NUC Review was initiated at [Planning and Development Council on October 4, 2021](#), where the report titled “*Neyagawa Urban Core – Background and Preliminary Directions*” was received (item 7.4). Through this report, staff introduced the review and provided background information and preliminary analysis.

At that meeting, Council endorsed the study area boundary for the review (Figure 1), directed staff to undertake additional analysis and consultation regarding the NUC

area including the development of an Area Specific Plan, to prepare subsequent town-initiated OPAs for the NUC, and report back at a future meeting of Planning and Development Council.



A virtual [Public Information Meeting](#) was held on February 17, 2022 to provide background information and allow an opportunity for the community to ask questions and provide input to the study.

A [Statutory Public Meeting](#) was held on May 16, 2022, for two town-initiated proposed official plan amendments for the NUC based on work undertaken by town staff and reflecting the current direction for the NUC within the town’s urban structure and Official Plan Review.

At that time, this program included work related to the town’s Urban Structure Review, Employment and Commercial Review, Main Street Growth Area Reviews and the North Oakville Secondary Plans Review.

Since then, additional planning work and changes occurred affecting the NUC Review including:

- A series of approvals for Regional Official Plan Amendment (ROPA) No.49 that had impacts on the region and town’s urban structure. This ROPA sets out future regional population and employment growth to 2051.

- A substantial number of impactful changes to the legislated provincial planning framework including Bill 185 that on July 1, 2024, re-defined Halton Region as an upper-tier municipality without planning responsibilities.
- The [North Oakville East Commercial Study](#) completed in November 2024, and that provides a comprehensive understanding of the current and future commercial needs in the NOESP area including the NUC.
- A new Provincial Planning Statement, 2024 (PPS 2024) that came into effect October 20, 2024. This replaces the Provincial Policy Statement, 2020 and A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019.

Given the time elapsed since May, 2022, the nature of the changes that have occurred and the new inputs to the NUC Review, a second Statutory Public Meeting is appropriate for the revised draft OPAs. This will give Council and the public an opportunity to review the draft OPAs and to provide comments.

Planning the 407 Transitway

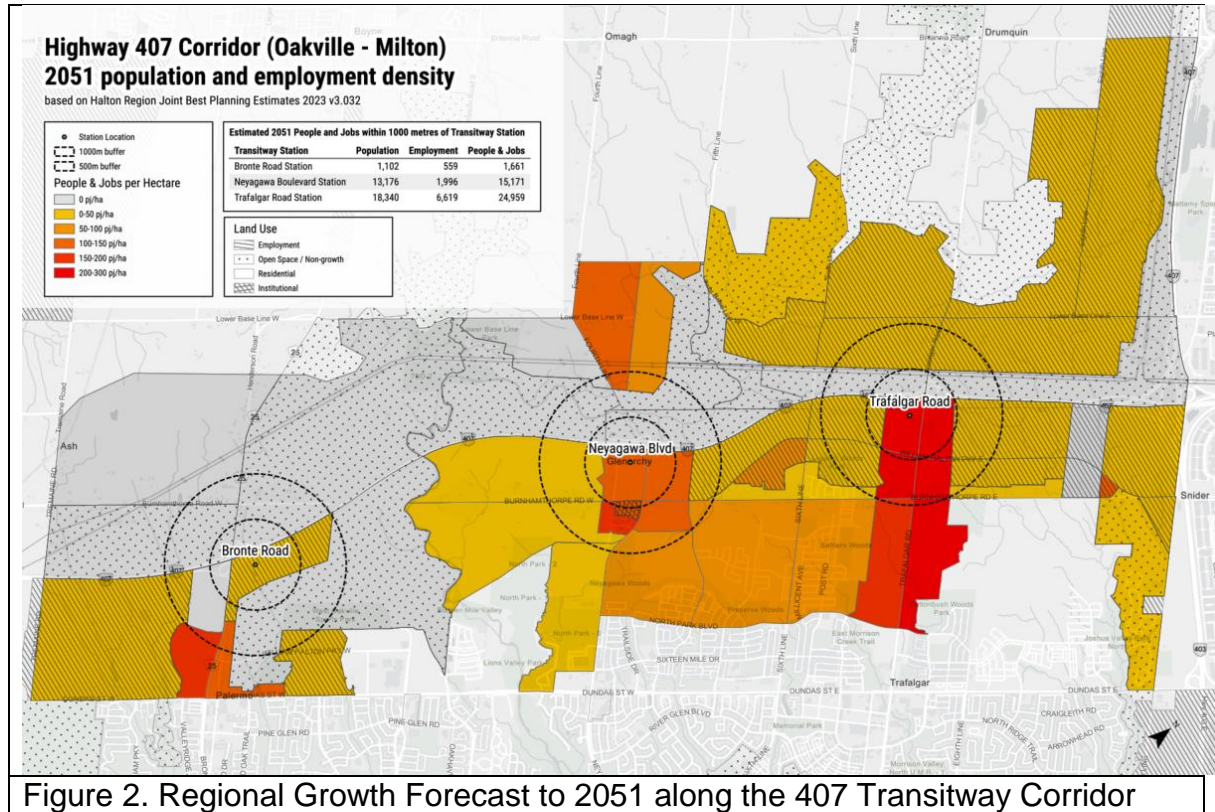
The 407 Transitway is a major transit facility planned for the Highway 407 Corridor that will run between Brant Street in the City of Burlington to Brock Road in the City of Pickering. It will consist of a two-lane, grade separated facility on an exclusive right-of-way designed for bus rapid transit but with the opportunity to convert to light rail in the future if needed.

An integrated [Transit Project Assessment Process](#) (EPR) was completed for the 407 Transitway in 2020. Staff reviewed the EPR and noted the absence of a Transitway station at the intersection of Highway 407 and Neyagawa Boulevard, where previous versions of the Transitway plan had shown a station in the NUC area.

Staff had initially provided comments to the province on the EPR, and of primary concern was the way the Neyagawa Station Area in the provinces' report did not reflect the planned intent for these lands as outlined in either the town's Official Plan or Region's Official Plan.

The town identifies lands in the vicinity of the station area as a strategic growth area while the province characterized the lands as remaining rural. This characterization is what drew the future of a station at Neyagawa into question.

Following the completion of the EPR, staff continued to provide information to the province in support of 407 Transitway station at Neyagawa Boulevard and Highway 407. The most recent of these communications included the growth forecast information presented in Figure 2.



Staff notes that on-going support for a 407 Transitway Station has been achieved through the Regional Official Plan Review and subsequent approvals of ROPAs by the Minister of Municipal Affairs and Housing most notably:

- confirmation of the regional urban structure embedding Oakville’s town wide urban structure
- identification of the NUC as a strategic growth area and a Primary Regional Node,
- Establishment of a minimum density of 160 people and jobs combined per ha

The province has indicated most recently that they will re-examine the need for a 407 Transitway Station in the NUC. The town, in collaboration with the region, the Town of Milton and land development stakeholders in the NUC continue to provide information to the province and counterparts in the Ministry of Transportation and the 407 Transitway Groups. The planned extension of James Snow Parkway to begin construction in 2031, as per Halton Region’s 2024 Capital Plan, further supports the involvement of Milton and the benefit of the station to the broader area.

Planning Framework and Policies

The provincial planning framework continues to evolve and in recent years, there have been key changes to provincial plans and policies. The following sections identify policies and planning frameworks for the NUC.

Planning Act

Section 21 of the *Planning Act* allows for a municipality to initiate an amendment of any official plan that applies to the municipality. The proposed OPAs are intended to be brought forward under Section 21 of the *Planning Act*.

Provincial Planning Statement

As of October 20, 2024, the new Provincial Planning Statement, 2024 (PPS 2024) came into effect and replaced the Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2019).

The PPS, 2024 Vision states that:

Ontario's land use planning framework, and the decisions that are made, shape how our communities grow and prosper. Prioritizing compact and transit-supportive design, where locally appropriate, and optimizing investments in infrastructure and public service facilities will support convenient access to housing, quality employment, services and recreation for all Ontarians.

Excerpted sections from PPS 2024 that were relied upon for planning the NUC are attached in Appendix B, including:

- 2.3 Strategic Growth Areas, to focus and direct growth
- 2.8 Employment
- 2.9 Energy Conservation, Air Quality and Climate Change
- 3.2 Transportation Systems
- 3.3 Transportation and Infrastructure Corridors, for the protection of corridors and rights-of-way for infrastructure, including transportation, transit to meet current and projected needs
- 3.5 Land Use Compatibility
- 3.9 Public Spaces, Recreation, Parks, Trails and Open Space
- 8.0 Definitions

Town of Oakville Official Plan

The Town of Oakville has three official plans in effect.

Halton Region Official Plan

Changes to the province's planning system have modified the region's role in land-use planning. As of July 1, 2024, Halton Region became an "upper-tier municipality without planning responsibilities." This means the Halton Region Official Plan (ROP) is now an official plan of the Town of Oakville.

In addition to the town being responsible for applying the ROP, this also means that the region is no longer the "approval authority" for Local Municipal Official Plans or amendments.

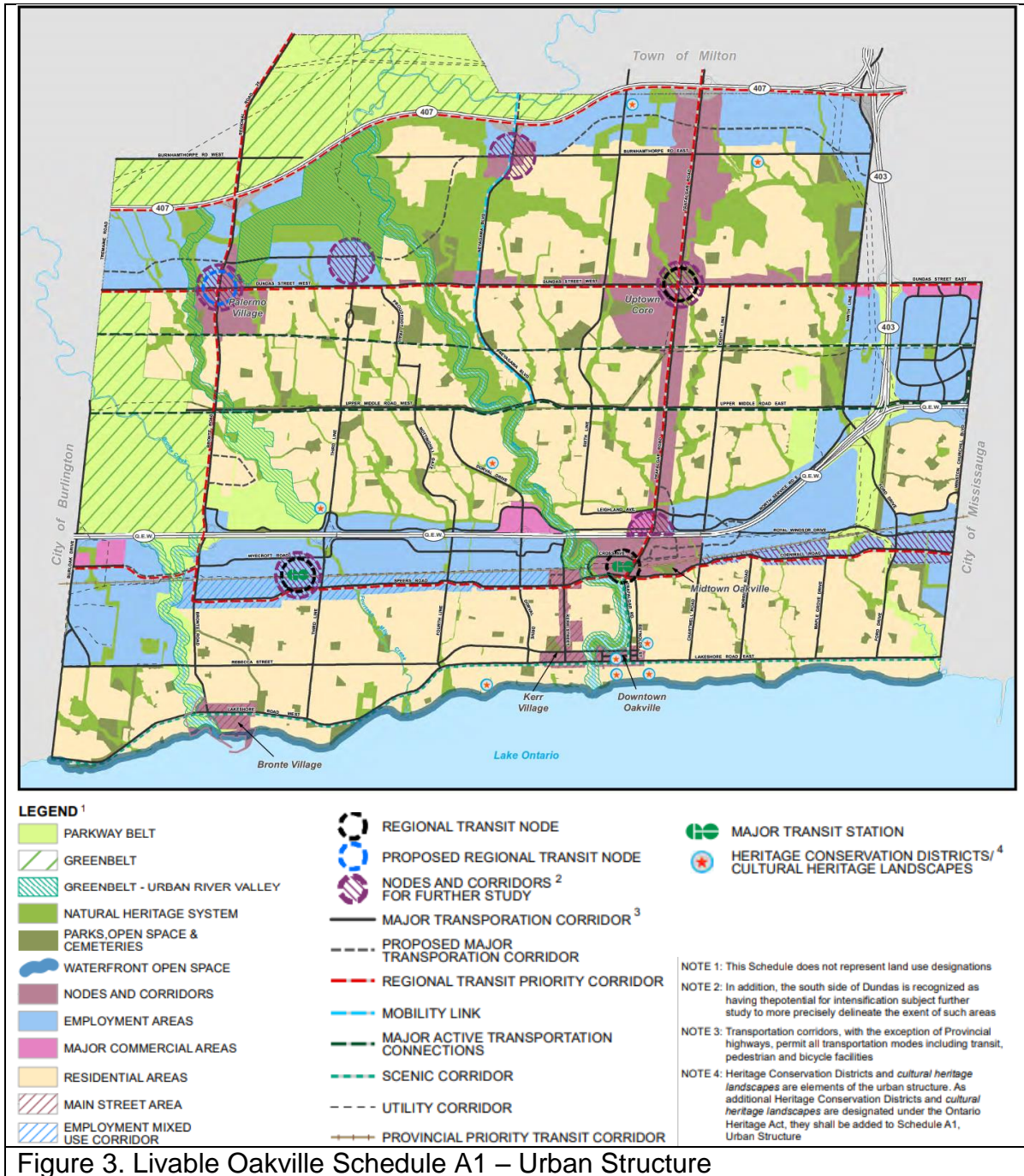
Prior to the changes in the region's role in land use planning, the Regional Official Plan Review was underway. Two key Regional Official Plan Amendments (ROPA) resulted from this process: ROPA 48 and ROPA 49.

These ROPAs had the effect of establishing a regional urban structure within the ROP. Embedded in that urban structure was Oakville's town-wide urban structure. Excerpted sections from the ROP that were relied upon for planning the NUC are attached in Appendix C, including policies for the Urban Area and the Regional Urban Structure as well as Strategic Growth Area Targets.

Livable Oakville Official Plan

The Livable Oakville Official Plan applies to the lands north of Lake Ontario, south of Dundas Street, east of Burloak Drive and west of Ninth Line as far as land use designations and policies are concerned.

The Livable Oakville Plan also establishes a town-wide urban structure as shown in Figure 3. The intent of the town's urban structure is to protect natural and cultural heritage, maintain the character of residential areas and direct growth to a system of Nodes and Corridors supported by planned and future transit.



1984 Oakville Official Plan

This official plan applies to the lands located north of Dundas Street, south of Highway 407, east of Tremaine Road and west of Ninth Line. There are two secondary plans associated with this plan area:

- The North Oakville East Secondary Plan (NOESP) for the lands located east of Sixteen Mile Creek and,
- The North Oakville West Secondary Plan (NOWSP) for the lands west of the Creek.

The areas governed by the Town of Oakville Official Plans (Livable Oakville and the North Oakville Secondary Plans) are shown in Figure 4.

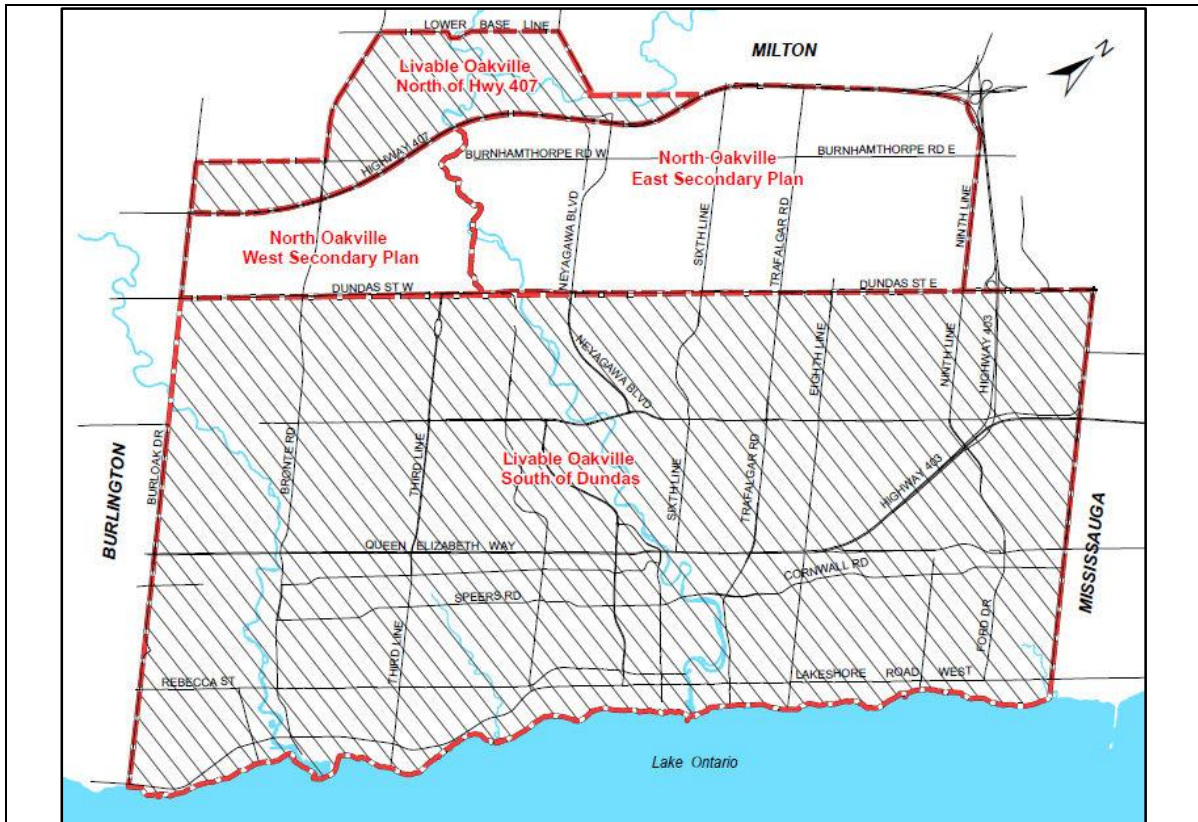


Figure 4. Areas governed by the Town of Oakville Official Plans

North Oakville East Secondary Plan

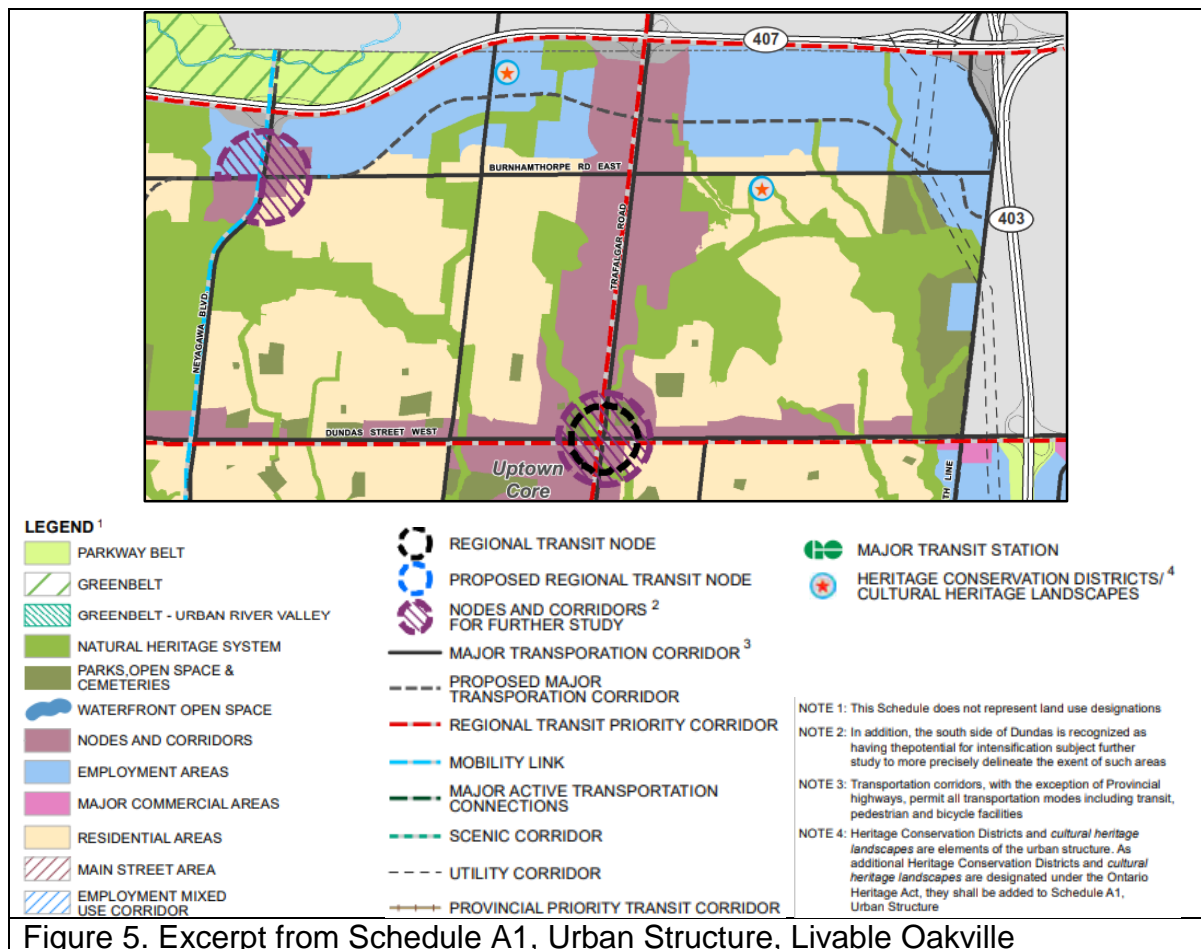
The town-wide urban structure represents a community-based view to provide for the long-term protection of natural heritage, public open space and cultural heritage resources, maintain the character of residential areas and is the foundation to direct growth to identified nodes and corridors.

The town-wide urban structure was also the first step to bring the North Oakville Secondary Plans and the Livable Oakville Plan together into one Official Plan.

The NUC is an element identified in the urban structure as a “Node for Further Study” (Figure 5). Livable Oakville, Section 3.6 Urban Structure, Nodes and Corridors, states:

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

The NUC is part of the town’s Nodes and Corridors system. Nodes and Corridors are key areas of the town identified as the focus for mixed use development and intensification. They each have a unique existing and planned character, scale and potential to accommodate growth. These are also the areas which comprise strategic growth areas. Burnhamthorpe Road West and Neyagawa Boulevard are identified in the urban structure as Major Transportation Corridors. The future William Halton Parkway, sections of which are under construction, is identified as Proposed Major Transportation Corridor. These elements are the foundation of the town’s multi-modal transportation system.



Neyagawa Boulevard is also identified in the urban structure as a Mobility Link, consistent with the region’s Mobility Management Strategy. Mobility links are key to connecting people via transit throughout the region as well to local destinations including nodes, mobility hubs, major transit station areas and Employment Areas.

Highway 407 is also identified as a Regional Transit Priority Corridor which provides a key focus for transit-supportive development as well as serving the same transportation function as Mobility Links.

The town’s North Oakville East and West Secondary Plans currently identify the Transitway across North Oakville, including station facilities at Bronte Road, Neyagawa Boulevard (Figure 6) and Trafalgar Road. Staff is protecting for this right-of-way and the location of these station facilities through review and consideration of development applications along the corridor.

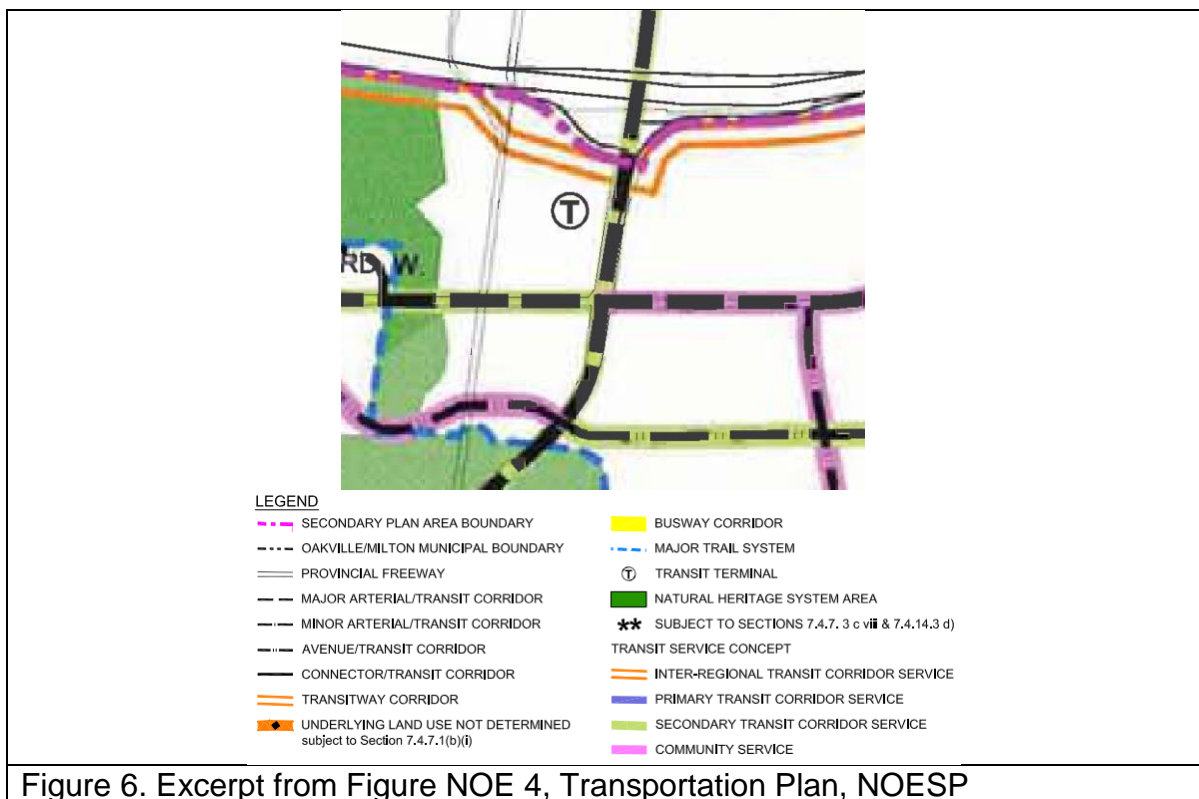


Figure 6. Excerpt from Figure NOE 4, Transportation Plan, NOESP

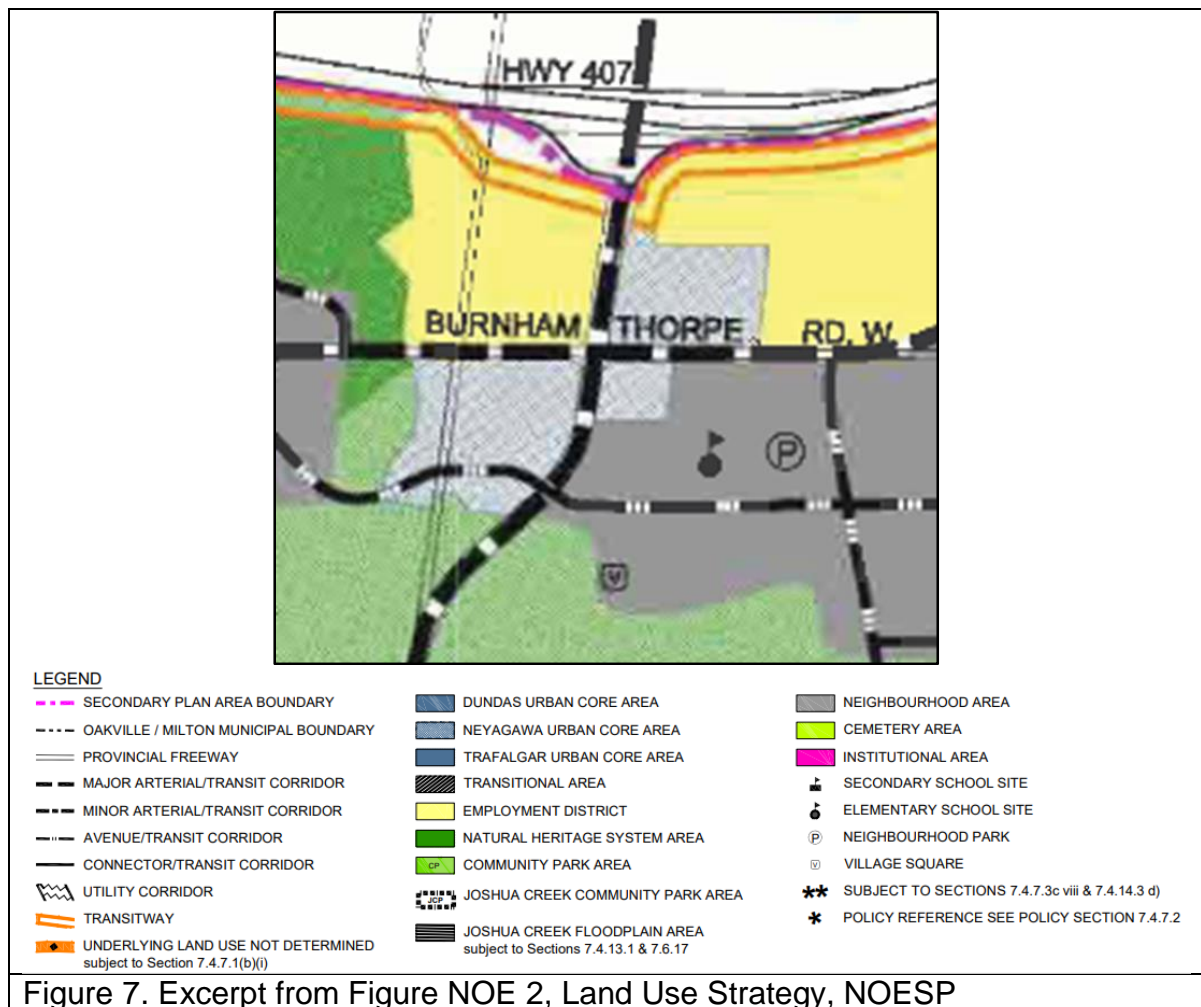
Excerpted sections from the North Oakville East Secondary Plan that were relied upon for planning the NUC are attached in Appendix D, including

- Introduction and Purpose
- Community Structure

- Community Design Strategy, for parking, phasing, the NUC, Employment District and Existing Development
- Land Use Strategy, for the NUC, Parkland

Various sections of the NOESP apply to the NUC. Section 7.3.2, Community Structure, envisions Urban Core Areas as the most urban parts of the planning area and as providing the most dense mixed-use development. Section 7.5.16, Community Design, states, “the Neyagawa Urban Core is intended to provide a mixed-use area to accommodate a range of commercial, residential and institutional uses as a focal point for the western portion of the Planning Area”. Section 7.5.16 continues with design criteria for retail and service commercial uses to require and encourage a pleasant pedestrian shopping interface with the public realm.

From a land use perspective, Section 7.6, Land Use Strategy (Figure 7), provides the following existing designations for the broader NUC lands.



The study area currently includes three designations: Neyagawa Urban Core, Neighbourhood Area and Employment District. The Neyagawa Urban Core Area (Section 7.6.6) is intended to allow the creation of a secondary core area at the intersection of Neyagawa and a new east-west Major Arterial/Transit Corridor. The intent of this Core Area is to permit the provision of convenience commercial, institutional and employment uses to serve adjacent neighbourhoods, as well as related residential development.

The Neighbourhood Area (Section 7.6.7) is intended for the development of residential neighbourhoods with a mix of development including a range of housing, public service facilities and limited commercial uses.

The Employment District (Section 7.6.8) is intended to protect for and establish a range of development opportunities for employment generating industrial, office and service employment uses. Where applicable, the range and scale of uses are to be designed to be sensitive to the adjacency and compatibility with residential neighbourhoods, or to reflect a visible location on and exposure to highway corridors and major roads.

COMMENTS:

The following sections outline the process and results of the Neyagawa Urban Core (NUC) Review and provide an overview of the proposed official plan amendments (OPAs) for consideration by Council and the public.

Following the statutory public meeting and analysis of the comments received from the public and Council, staff recommended OPAs for consideration at a future meeting of Planning and Development Council.

The following describes the process and outcomes of the NUC Review, including:

- Study area and existing conditions.
- Study milestones
- Public engagement program
- Active development applications
- Analysis and key study results
 - employment area conversion
 - land use compatibility
 - Neyagawa urban core area boundary
 - population and employment capacity
 - North Oakville East Commercial Study
 - parks and open space
 - justification for a 407 Transitway station

- responding to climate change
- details of the proposed official plan amendments
- Conformity with Provincial and Regional Policy

Neyagawa Urban Core Review

Study Area and Existing Conditions

The NUC Review study area, centred on Burnhamthorpe Road West and Neyagawa Boulevard is shown in Figure 1. The lands are adjacent to Highway 407 and the Town of Milton to the north (Figure 8).



Figure 8. Context Map

The NUC Review area comprises approximately 75 ha. The area is still largely rural and vacant except for an existing residential subdivision and an institutional use (secondary school) in the southwest quadrant.

Study Milestones

The NUC Review was initiated in the fall of 2021 and has been underpinned by on-going engagement with Council and the public as well as agency and key stakeholders, regional and provincial staff, and affected landowners.

Key milestones of the review include:

- Engagement with Ministry of Transportation (MTO) and the region over the course of 2021.
- An October 4, 2021, report received by Planning and Development Council, entitled “Neyagawa Urban Core Review – Background and Preliminary Directions” which introduced the study and provided background information and initial analysis by staff.
- Meetings with affected landowners, agency staff, and Council members during the fall of 2021 and winter 2022
- Study webpage launched, January 2022
- Public Information Meeting, hosted by staff on February 17, 2022
- Statutory Public Meeting and proposed official plan amendment, May 16, 2022
- Continued discussions with MTO/407 Transitway group through 2024
- Meetings with affected landowners, and Council members throughout 2024
- Input from the town’s North Oakville East Commercial Study
- Circulation of the OPAs through internal departments for review and comment
- Best practice review of policies within NOESP and Livable Oakville
- Research to address questions and comments from the May 16, 2022, Statutory Public Meeting
- November 25, 2024, Statutory Public Meeting and updated proposed official plan amendment.

A recommendation report and official plan amendment for Council approval will be prepared following input received from the Statutory Public Meeting held November 25, 2024.

Public Engagement Program

The NUC Review was informed by a public engagement program which included:

- Meetings with Ward 6 and 7 Councillors.
- Correspondence and meetings with landowners within the study area.

- Correspondence with MTO regarding the 407 Transitway and potential station within the NUC.
- A Public Information Meeting held on February 17, 2022, to provide information on the study and solicit input from key stakeholders and the public.
- A Statutory Public Meeting on May 16, 2022.

The initial Statutory Public Meeting on May 16, 2022 provided Council the opportunity to hear public delegations on the proposed OPAs, ask questions of clarification and identify planning matters to be considered. The following resolution was passed:

1. *That the report titled Public Meeting Report – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60, May 16, 2022, be received.*
2. *That comments from the public with respect to proposed town-initiated official plan amendments to implement the findings of the Neyagawa Urban Core Review (File No. 42.15.60) be received.*
3. *That analysis of the following matters of interest to Council be included as part of the recommendation report:*
 - a. *have further consideration of current neighbourhood trends as North Oakville builds-out, and what are the implications to longer term planning matters in consideration of climate change.*
 - b. *provide clarity around the types of proposed employment uses.*
 - c. *examine the overall range of proposed heights and densities to ensure we are meeting our Urban Structure objectives, and the planned transit station.*
 - d. *provide background and context regarding the D6 land use guidelines and implications to proposed NUC policies.*
4. *That the report titled Public Meeting Report – Town-initiated Official Plan Amendments, Neyagawa Urban Core Review, File No. 42.15.60, May 16, 2022, be forwarded to the Ministry of Transportation to support the consideration of a 407 Transitway station at Neyagawa Boulevard and Highway 407.*

This report allows for additional feedback from the public since the policy landscape has evolved, the town has pledged to facilitate the delivery of 33,000 new homes by 2031, and substantial changes have been made to the proposed OPAs. Staff will

present a subsequent recommendation to Council, including any revisions to the proposed official plan amendments, considering input received.

Active Development Applications

There are two significant development applications affecting the southeast quadrant of the study area. The proposed development applications for the Sherborne Lodge (Figure 9) and Remington/ENO (Figure 10) applications are under review by the town. Statutory Public Meetings for the proposed developments were held on [March 7, 2022](#) (Items 6.1 and 6.2 on the Planning and Development Council meeting agenda), to present the applications to Council and provide opportunity for public input.

The proposals include plans of subdivision which provide for a mix and range of uses including residential, commercial and community amenities (park and school). The proposed plans also provide for connectivity with surrounding road pattern, built form and character compatibility with the existing residential development within the southwest quadrant of the study area.

The plans do not propose any change to the natural heritage system (NHS). The development applications will be considered in the context of the in-effect policies and the emerging intent of the NUC study.

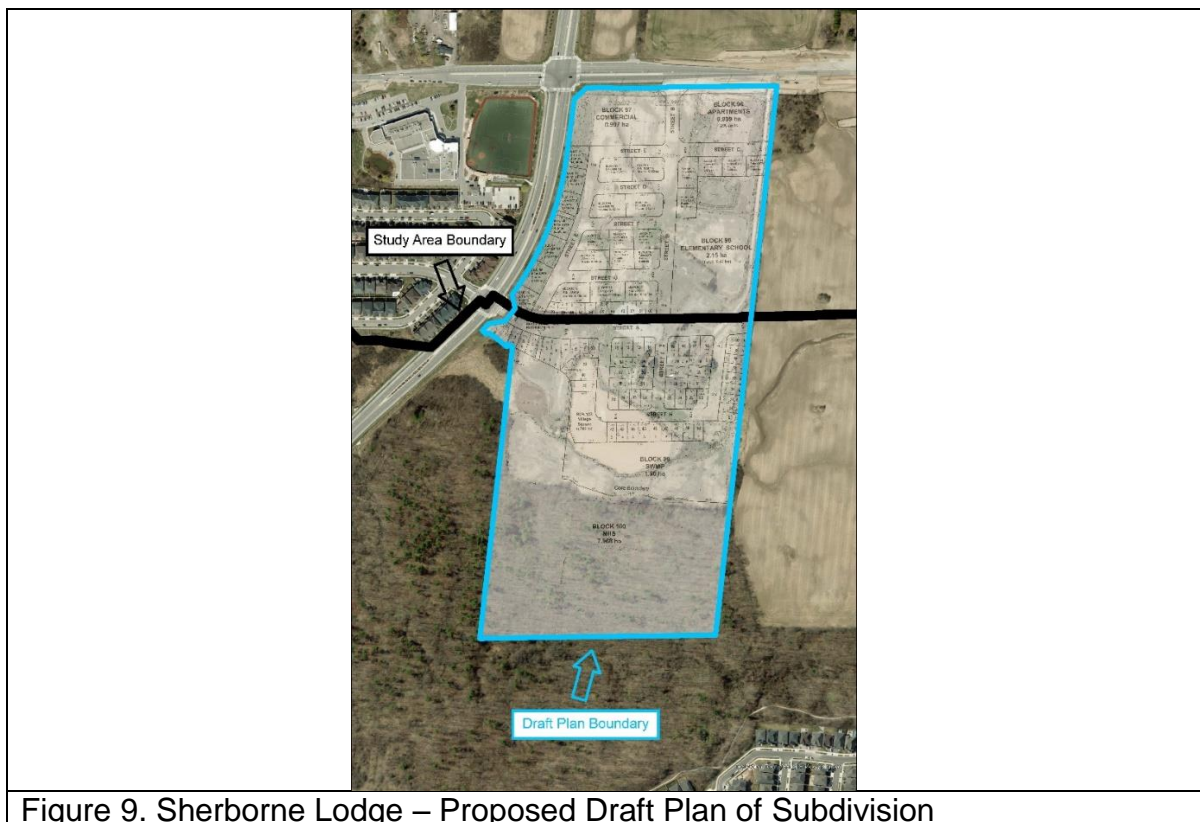


Figure 9. Sherborne Lodge – Proposed Draft Plan of Subdivision

The Sherborne Lodge Zoning By-law Amendment and Draft Plan of Subdivision Application (File No. Z.1319.10, 24T-21008/1319) provides for a new village square and an elementary school block and total of 513 new residential dwelling units, including: 70 single-detached lots, 147 townhouses (on-street, double frontage and back to back townhouses) and 296 apartment units.

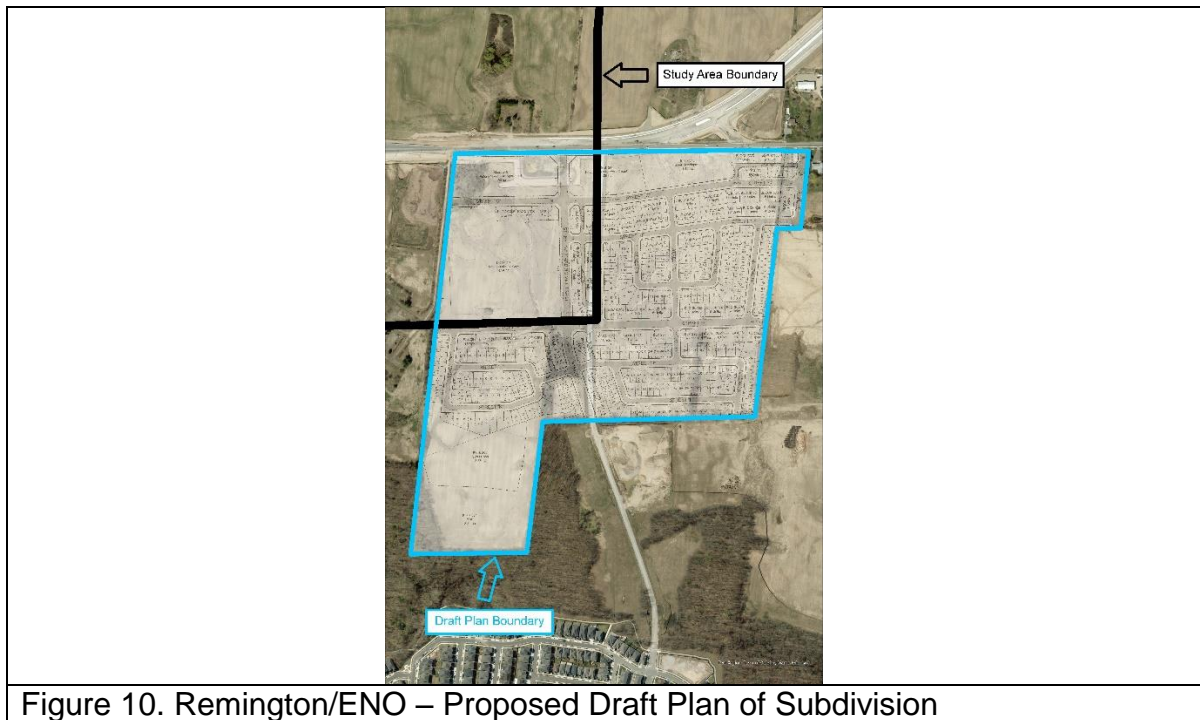


Figure 10. Remington/ENO – Proposed Draft Plan of Subdivision

The proposed Remington/ENO Official Plan, Zoning By-law Amendment and Draft Plan of Subdivision Application (File No. OPA1317.07, Z.1317.07 and 24T-21007/1317) consists of 287 single detached dwellings, 307 townhouse dwellings (street based, land based and live rent townhouses) and three future mixed use apartment blocks, one neighbourhood park and an elementary school block.

Since 2022, development applications for the northwest quadrant were submitted by Argo Neyagawa Corporation (OPA.1220.02, Z.1220.02 and 24T-24001/1220) for Official Plan Amendment, Zoning By-law Amendment and Plan of Subdivision (Figure 11).

A Statutory Public Meeting was held at the [May 21, 2024 Planning and Development Council](#) meeting as Item 6.4 on the agenda. The applicant has since appealed the applications to the Ontario Land Tribunal (OLT) for a lack of decision by Council within 120 days of a complete application.

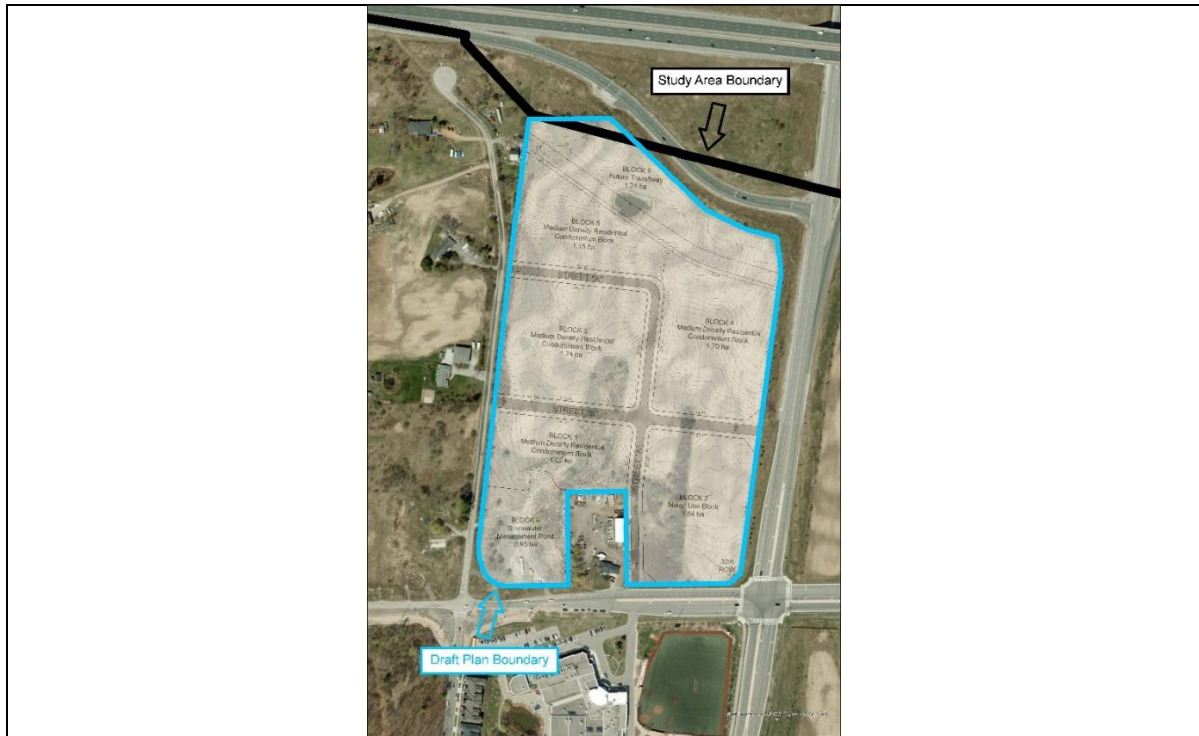


Figure 11. Argo Neyagawa Corporation – Proposed Draft Plan of Subdivision

The Argo application proposes to develop the subject lands as a mixed-use community with residential, a stormwater management pond, as well as provide opportunities for commercial on the ground floor of a mixed-use block. The Applicant’s proposal consists of a mix of apartment dwellings, laneway townhouses, back-to-back townhouses and dual frontage townhouses totaling just under 1,000 new residential units.

Analysis and Key Study Results

The NUC Review involves analysis of town, regional and provincial policies guiding growth and development. The proposed OPAs resulting from the study will update the policy framework to guide growth-related decision making in the NUC Area in a manner that supports creation of a complete community with a mix of uses and density sufficient for higher order transit. A summary of key considerations related to study outcomes and the proposed OPAs follows.

Neyagawa Urban Core Area Boundary

A central matter addressed through the NUC Review was the refinement of the NUC Area boundary within the study area boundary (Figure 12).

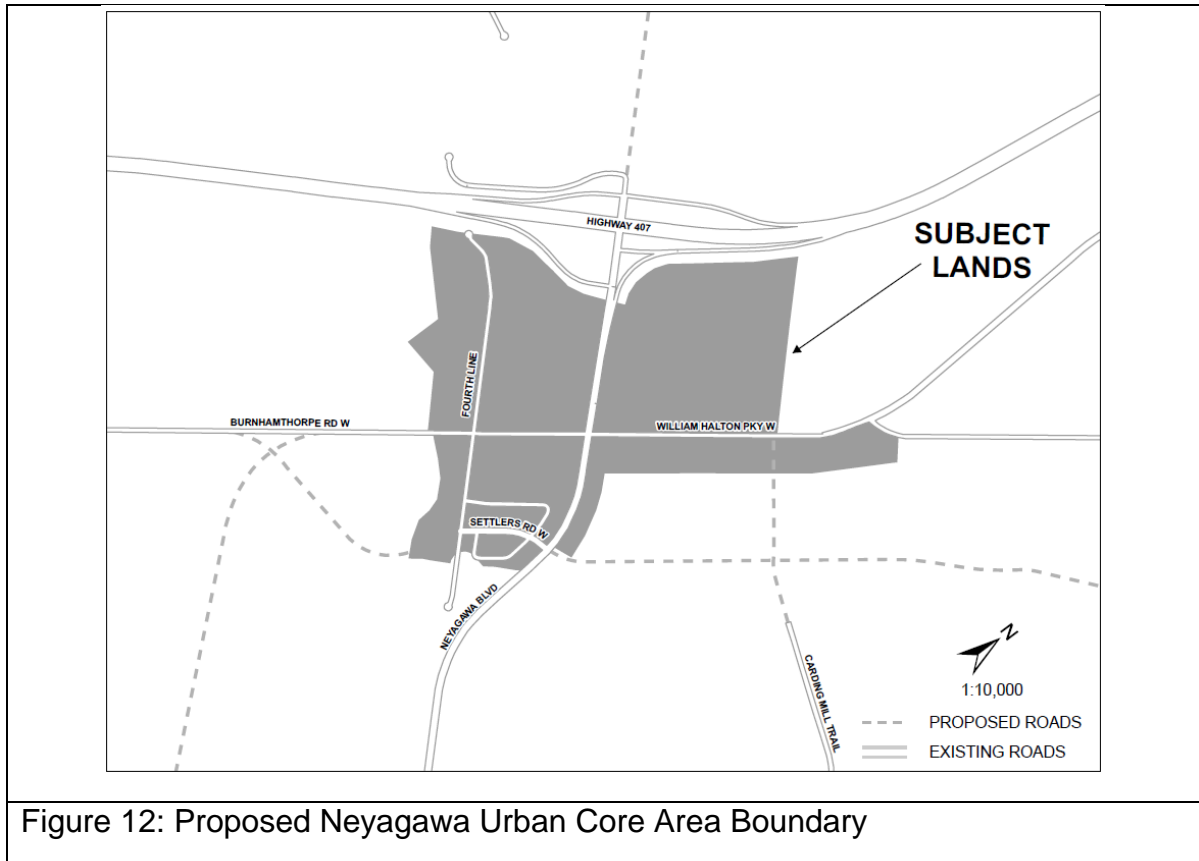
The new boundary shown below will be used to delineate the NUC Area designation within the North Oakville East Secondary Plan and the NUC boundary as part of the

urban structure in the Livable Oakville Plan, through the proposed official plan amendments presented in this report. The proposed NUC Area boundary will implement the Employment Area conversion by including the lands proposed to be converted to mixed use and increase the land area and growth potential of the NUC Area.

The boundary was established while considering existing development, planning applications including draft plans of subdivision, Employment Area conversion considerations, appropriate transition with the adjacent Employment Area lands and the location of existing and planned road network and transit facilities.

The proposed NUC Area boundary includes includes lands subject to the Argo application in the northwest quadrant, a portion of lands subject to the Sherborne Lodge application and a portion of lands subject to the Remington/ENO Official Plan application in the southeast quadrant.

The expansion of the NUC boundary to the east supports a mixed-use node proposed through the Remington/ENO application. The NUC boundary is proposed to be extended along William Halton Parkway, a major road. It reflects a higher built form and increased number of units to support the transit terminal and reinforces and expands the vision for the NUC. It also reinforces the activity node function and allows for non-residential uses by introducing mixed use permissions. It reinforces the commercial node function discussed in the North Oakville East Commercial Study Report.



Employment Area Conversion

An employment conversion of the northeast and northwest quadrants took place at the regional level through ROPA 49 that came into effect on November 4, 2022. This conversion was the result of analysis and engagement with the public.

The proposed OPAs account for that employment conversion and update the lands highlighted in blue in Figure 13. The lands comprise approximately thirty-five hectares currently designated Employment District within the North Oakville East Secondary Plan and are proposed to be converted to Neyagawa Urban Core. The Employment Area conversion will enable development of the NUC Area as a mixed use, complete community at an overall density and persons and jobs capacity sufficient to support higher order transit.

The NUC is a strategic location within the regional urban structure and is currently designated as a Primary Regional Node in the ROP. The NUC is considered a strategic growth area in the context of the PPS, 2024, and represents a key location within the broader town and regional transportation system and mobility plans.

The Employment Area conversion in this location also supports a range of planning goals related to addressing the climate emergency, enabling the development of complete communities, providing a mix and range of housing types to meet future market demand, ensuring a range of employment opportunities and providing opportunities for additional commercial development in North Oakville.

The Employment Area conversion is being implemented, conforming with provincial and regional policy direction for planning for Employment Areas. Further considerations are discussed through the [Statutory Public Meeting](#) Report that was held on May 16, 2022.

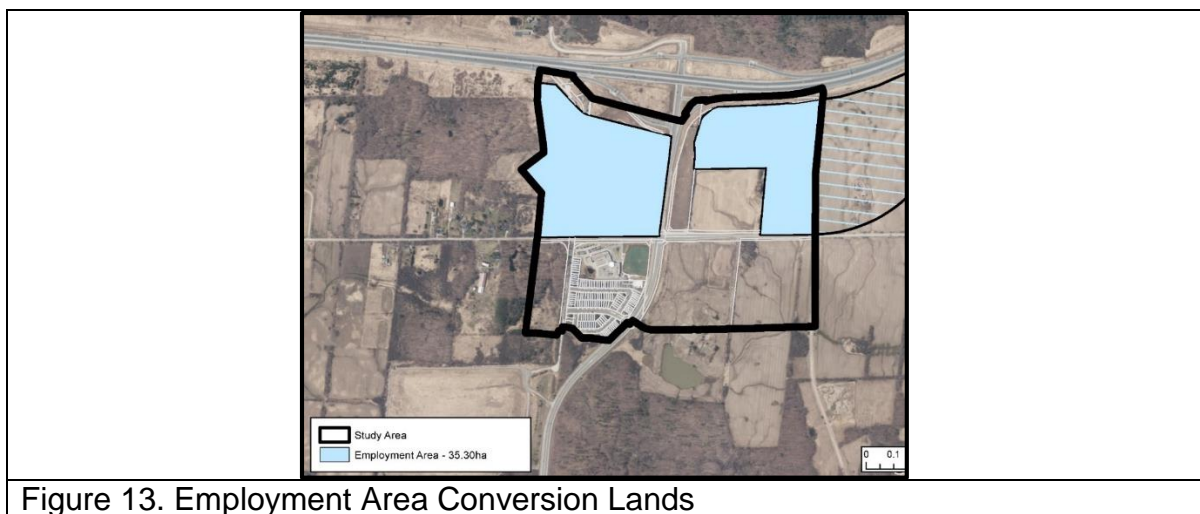


Figure 13. Employment Area Conversion Lands

Land Use Compatibility

Although there are some lands considered for conversion, there are still lands to the east of the NUC that are remaining employment. At the last Public Meeting, potential concerns regarding compatibility were brought up.

Compatibility is at the core of land use planning and Policy 3.5 of the PPS, 2024 discusses land use compatibility and the responsibility of planning authorities to protect long-term viability of existing or planned industrial, manufacturing or other major facilities that are vulnerable to encroachment by sensitive land uses.

Planning authorities are to ensure the long-term operational and economic viability of major facilities and avoid / minimize and mitigate any adverse effects from odour, noise and other contaminants and minimize risk to public health and safety.

Additionally, Policy 2.8.1, Supporting a Modern Economy, specifically policies (d) and (e), encourages intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities and

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

The Province's D-6 Compatibility between Industrial Facilities Guidelines (D-6 Guidelines) provide further guidance regarding land use compatibility. The D-6 Guidelines are intended to be applied in the land use planning process to prevent or minimize future land use problems due to the encroachment of sensitive land uses and industrial land uses on one another.

The D-6 Guidelines set out adequate buffering of incompatible land uses. Through development applications, applicants are required to prepare land use compatibility reports and the experts that prepare and review those materials rely on the D-6 Guidelines for guidance on adequate separation distances between facilities and sensitive land uses. Any mitigation required for compatibility is secured through the development process.

Policy 7.5.17 in the NOESP speaks to standards designed to enhance the compatibility of permitted employment uses with residential and other sensitive developments located within nearby non-employment designations. Policy 7.6.8.1 also speaks to compatibility of employment areas with residential neighbourhoods.

As mentioned under Item 6.2, town-Initiated Official Plan Amendments to preserve the town's protected employment areas, at the [October 15, 2024, Planning and Development Meeting](#), an employment area review and subsequent comprehensive official plan and zoning by-law amendments are planned in response to the new provincial direction regarding "areas of employment". The review is intended to determine a long-term approach for the town's employment areas. Until the review is complete, interim approaches are being taken to protect the town's employment lands.

At this time, there are no specific uses proposed on the adjacent employment area properties as they are vacant. The lands are designated Employment District per Figure NOE 2 Land Use Plan and zoned Future Development (FD) under Zoning By-law 2009-189. A zoning by-law amendment will be required to introduce development within the Employment District that conforms with the policies of the NOESP. Land use compatibility studies will be required through the rezoning process. According to the NOESP policy 7.3.4, the Employment District is designed to accommodate development of predominantly employment generating uses including a wide range of industrial and office development.

The intent of the proposed OPAs is to create a community that is compatible with the adjacent lands that are currently reserved for employment uses. The intent is that commercial uses in the NUC could be used as a buffer between the

employment lands and potentially residential uses to the west, as well as meet the area's retail and commercial needs.

Allowing a commercial plaza in the north east quadrant of the NUC will assist with land use compatibility and appropriate transition. Proposed policy 7.6.6.2(j) of the proposed OPA requires development adjacent to employment districts to buffer and transition to residential and other sensitive land uses which will be implemented through further development applications and site-specific land use compatibility studies.

Population and Employment Capacity, Heights and Densities

As an SGA and Primary Regional Node, the NUC is assigned a minimum density target, and target ratio of persons to jobs, in the ROP. The ROP sets the target for the NUC at a minimum 160 persons and jobs combined per hectare, and a general target proportion of residents and jobs of 85% to 15%.

Portions of the NUC consist of existing development such as the southwest quadrant that is the location for institutional and residential uses. The southeast quadrant contains active development applications that are substantially advanced in their review with recommendations regarding those applications expected before the end of the year in conjunction with progression of the NUC Review.

In 2022, residential heights between 3 and 12 storeys were proposed. Since that time, staff has analysed potential population yield and now proposes greater height permissions north of Burnhamthorpe Road West to ensure the minimum target of 160 persons and jobs combined per hectare is achieved.

To accommodate the projected growth, staff is proposing to increase permitted heights for residential and mixed use development in the northern quadrants to 18 storeys with a minimum of 5 storeys within 50 metres of the north side of Burnhamthorpe Road West and the east and west sides of Neyagawa Boulevard north of Burnhamthorpe West right-of-way. Beyond the 50 metres, a minimum of 3 storeys will be required. The intent of this approach is to create a gateway along Neyagawa Boulevard and Burnhamthorpe West. Heights will then transition lower throughout the blocks. To encourage the integration of commercial uses, stand-alone commercial buildings are permitted; however, should be at least two storeys.

Proposed policy 7.6.6.4 of the proposed OPA outlines the minimum density and minimum and maximum heights for the NUC.

To assist with managing the built form, additional urban design related policies have been added to the proposed OPA since the 2022 version to encourage quality community planning and development.

North Oakville East Commercial Study

The town initiated the North Oakville East Commercial Study (NOECS) to provide a comprehensive understanding of the current and future commercial needs in the North Oakville East Secondary Plan Area, particularly within the Urban Core Areas. Parcel Economics Inc. in cooperation with Gladki Planning Associates undertook the review and concluded with the study report “North Oakville East Commercial Study” in November 2024.

This study report presents analysis and recommends directions for commercial requirements and policies that will support the adequate supply of commercial uses for the long term in North Oakville.

The NUC OPAs are an opportunity to implement the directions from the Study since the NUC is identified as an area of opportunity to develop commercial uses in North Oakville, referred to as an “Intersection of Interest”.

The NOECS report introduces the concept of minimum commercial requirements to be further regulated through the Zoning By-law. Staff is proposing minimum commercial requirements based on quadrants of the NUC to assist with the delivery of commercial uses with the understanding that the delivery will be further defined through the Zoning By-law.

The NOECS report includes a “Summary of Warranted Space by Location” which provides a rough order-of-magnitude indication as to how the total space warranted could be allocated across different geographic contexts. These values have assisted with generating the proposed minimum commercial requirements within the OPA.

As a result of the NEOCS, staff has shifted their approach to commercial uses in the Neyagawa Urban Core. In 2022, the proposed OPA required all commercial uses to be located on the ground floor of a mixed use building and all parking to be located within a structure. The NOECS report recommends not requiring commercial in the ground floor in all areas and to build in flexibility related to parking as interim conditions. The proposed OPA now allows flexibility of the format of commercial uses.

The NOECS report states that “Interim design principles and parking requirements could allow greater flexibility for the initial phases of commercial development in North Oakville East, while not compromising on components that are integral to the achievement of a pedestrian-friendly and vibrant place in the long-term”. Staff is of the opinion that the proposed OPA supports the delivery of commercial uses in the NUC which are vital for the creation of a complete community.

Parks and Open Space

The [Town of Oakville Parks Plan 2031](#) (Parks Plan) was endorsed by Council at the [April 8, 2024 Planning and Development Council Meeting](#) as Item 7.2 on the agenda.

The Parks Plan outlines various recommendations specific to Strategic Growth Areas including a Parkland Target of 12% of the gross land area within Strategic Growth Areas as a long-term objective based on land area and the timing of development.

Page 51 of the Parks Plan provides estimates for what should be achieved in the various Strategic Growth Areas to reach the Achieved Parkland Target of 12%. This document helps guide parks planning to 2031 and should be kept in consideration as development applications come in to build out the NUC.

In an effort to support an improved public realm and offset limitations as a result of the Master Parkland Agreement, staff has introduced section 7.6.6.7 Public Realm and Amenity in the proposed OPA as seen in Appendix A.

Justification for 407 Transitway Station

The location of the NUC, centred at the intersection of Burnhamthorpe Road West and Neyagawa Boulevard, remains advantageous from the perspective of the transportation network and the delivery of higher order public transit. The existing, in-effect NOESP policies identify a future transit station at Neyagawa Boulevard and Highway 407. The Province has provided comment to past development applications in the area that reinforced the required protection for the future station.

A key consideration of the NUC Review and resulting proposed official plan amendments is to deliver a 407 Transitway station at Neyagawa Boulevard and Highway 407. Planning the NUC as a mixed use, complete community at a density level sufficient for higher order transit is central to this consideration. Figure 14 below illustrates the location of the potential station which conforms with provincial, regional and town plans.

A key input to the NUC Review was additional analyses of planned function, built form and population and employment potential to assess and support the viability of a 407 Transitway station in the NUC. Correspondence and engagement with regional and provincial staff was also undertaken to ensure that the station be implemented as planned for by the province, region and town.

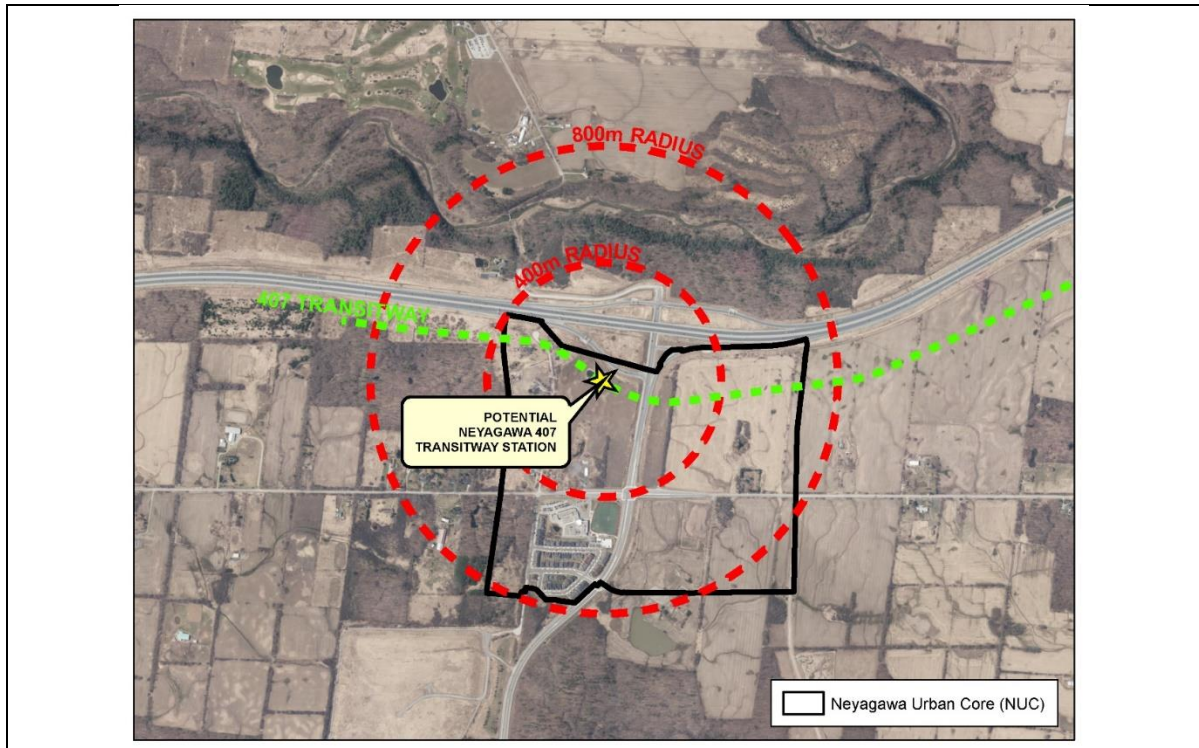


Figure 14: Potential Location for Neyagawa 407 Transitway Station

Responding to Climate Change

The [Council Resolution from May 16, 2022](#) for Item 6.3 requested further consideration of current neighbourhood trends as North Oakville builds-out, and what are the implications to longer term planning matters in consideration of climate change. A significant response to current trends and consideration of climate change resilience is the approach taken to stormwater management and the incorporation of stormwater management policies in the proposed OPA. Proposed policies under 7.6.6.3.2 Stormwater Management intends to require stormwater management best practices in accordance with provincial environmental permissions and obligations for municipal stormwater management and to reduce flood risks.

The planning of the NUC as a complete community with a mix of uses and density supportive of higher order transit is directly aligned with the type of community planning required to address climate change and adaptation. Having people in close proximity to daily needs and transit assists with reducing automobile dependency. Analysis undertaken as part of the region's climate change work also identified that growth concepts focussed on higher intensity, compact development resulted in lower greenhouse gas emissions compared to development characterized by lower densities and greater amount of new greenfield development.

The proposed OPAs have been prepared to conform to the town's sustainability objectives, acting on Council's declaration of a Climate Change Emergency on June 24, 2019. The NUC Review and planning outcomes of the study provide an important opportunity to address this emergency by reducing the impact of land uses on climate change.

Amending Oakville's Official Plan Policies

As a result of the factors discussed through this report, the policies of the NOESP are proposed to be amended. Proposed policies were reviewed for the purpose of updating direction to ensure that the appropriate permissions and guidance are in place to support development of the NUC as envisioned and to conform with town, regional and provincial direction for managing growth and land use.

Policy updates to the NOESP (and Livable Oakville, as appropriate) are proposed to ensure the NUC Area:

- contributes to the town-wide urban structure.
- contains a mix and range of uses and built form.
- achieves a complete community with housing and employment opportunities.
- has appropriate direction for transportation, parking, parkland, natural and cultural heritage, urban design and the public realm.

- is of a density to support higher order transit and a 407 Transitway station.
- represents development that is responsive to the climate emergency.

Since the May 2022 Public Meeting, at a high-level the following updates were made to the proposed OPA 326:

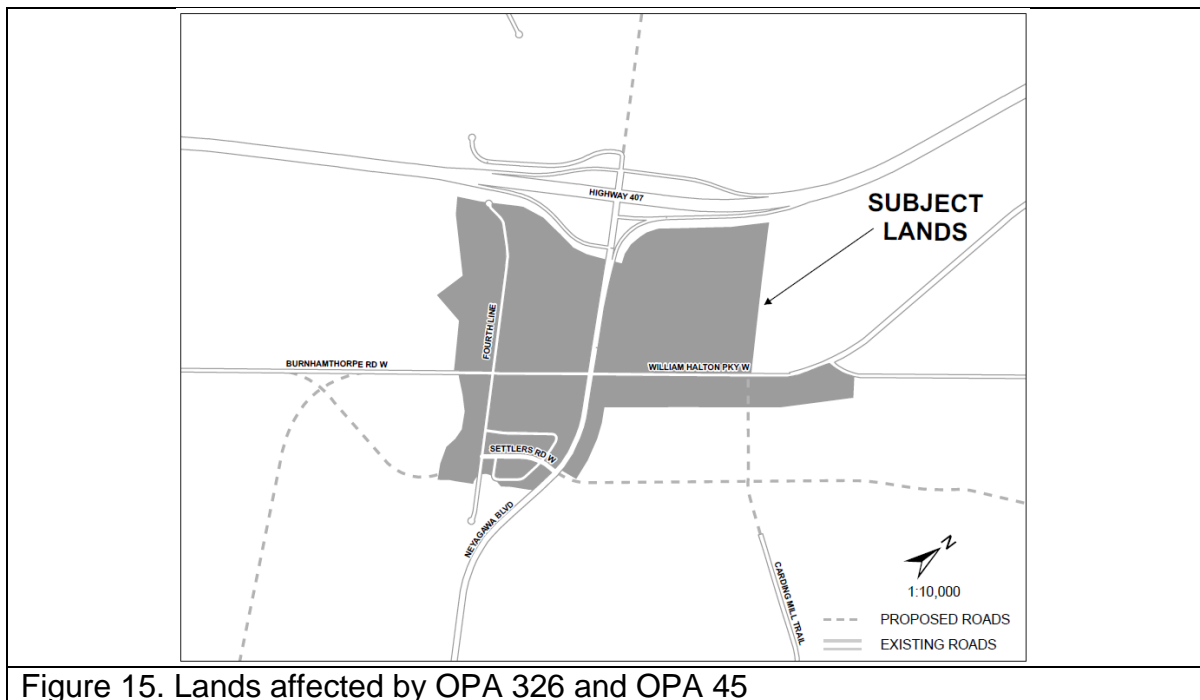
- Permission for stand-alone buildings for retail and commercial uses
- confirmation of 160 people and jobs combined per ha
- Clarification regarding minimum and maximum heights
- Improved clarity on urban design expectations
- Introduced public realm components
- On-going commitment for a 407 Transitway Station

Details of the Proposed Official Plan Amendments

There are two proposed OPAs to implement the findings of the NUC Review affecting the land shown in Figure 15 (attached at Appendix A):

- OPA 326 that applies to the Neyagawa Urban Core in the North Oakville East Secondary Plan,
- OPA 45 that applies to the A1 Urban Structure schedule of the Livable Oakville Plan.
- The effect of the proposed OPA 326 to the 1984 Oakville Official Plan’s North Oakville East Secondary Plan will:
 - update schedules to identify the Neyagawa Urban Core strategic growth area and designate the lands as “Neyagawa Urban Core Area”.
 - provide area-specific land use policies to support the creation of a transit-supportive, complete community that includes a mix of high density residential, commercial and institutional uses with 12 to 18-storey maximum building heights.
 - provide area-specific functional and implementation policies to enable and guide redevelopment consistent with the above, which address matters including urban design, transportation, stormwater management, and parkland dedication and public realm enhancements.
- The proposed OPA 326 will result in revisions to the following parts of the North Oakville East Secondary Plan:
 - Section 7.3.2 Urban Core
 - Section 7.5.13 Community Design Strategy, Urban Core Areas – Interim Uses & Phased Development
 - Section 7.5.16 Community Design Strategy, Neyagawa Urban Core

- Section 7.6.6 Land Use Strategy, Neyagawa Urban Core Area
- Section 7.7.4.5 Parkland Hierarchy, Parkland Acquisition
- Figure NOE 1 Community Structure
- Figure NOE 2 Land Use Plan.
- The effect of the proposed OPA 45 to the Livable Oakville Official Plan will be to update the Neyagawa Urban Core Area to “Nodes and Corridors” on Schedule A1 – Urban Structure from “Nodes and Corridors for further Study”, which is also referenced in the North Oakville East Secondary Plan.
- The proposed OPA 45 will result in revision to the following part of the Livable Oakville Plan:
 - Schedule A1 – Urban Structure.



Conformity with Provincial and Regional Policy

A central aspect of the NUC Review is to ensure that the resulting official plan amendments conform to provincial and regional planning policy directions. The proposed OPAs achieve conformity through the planned mixed use, higher order transit supportive density and complete community aspects.

PPS, 2024

The proposed OPAs achieve a complete community which is defined in the PPS, 2024 as:

... places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for equitable access to many necessities for daily living for people of all ages and abilities, including an appropriate mix of jobs, a full range of housing, transportation options, public service facilities, local stores and services. Complete communities are inclusive and may take different shapes and forms appropriate to their contexts to meet the diverse needs of their populations.

In Policy 3.3(1), the PPS, 2024 calls for the protection of corridors and rights-of-way for infrastructure, including transportation, transit to meet current and projected needs.

Policy 3.3(3) states that:

Planning authorities shall not permit development in planned corridors that could preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified. New development proposed on adjacent lands to existing or planned corridors and transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, or where avoidance is not possible, minimize and mitigate negative impacts on and adverse effects from the corridor and transportation facilities.

The PPS, 2024 also speaks to land use compatibility, wise management of resources, and protecting public health and safety.

Staff is of the opinion that the proposed OPAs conform with PPS, 2024.

Halton Region Official Plan

The ROP provides policy direction for land use planning in the region. All development in Oakville is subject to the policies of the Regional Official Plan. The NUC is designated Urban Area on Map 1 of the ROP.

Section 72 outlines the objectives of the Urban Area, which include:

- 2) To support a form of growth that is compact and supportive of transit usage and non-motorized modes of travel, reduces the dependence on the

automobile, makes efficient use of space and services, promotes live-work relationships and fosters a strong and competitive economy.

- 7) To plan and invest for a balance of jobs and housing in communities across the region to reduce the need for long distance commuting and to increase the modal share for transit and active transportation.
- 10) To provide for an appropriate range and balance of employment uses including industrial, office and retail and institutional uses to meet long-term needs.

The NUC is also located in the region's Designated Greenfield Area where Section 77(2.4) of the ROP requires development to:

- a) contribute towards achieving the development density target of Table 2 and the regional phasing of Table 2a.
- b) contribute to creating healthy communities.
- c) create street configurations, densities, and an urban form that support walking, cycling and the early integration and sustained viability of transit services.
- d) provide a diverse mix of land uses, including residential and employment uses to support vibrant neighbourhoods; and
- e) create high quality parks and open spaces with site design standards and urban design guidelines that support opportunities for transit and active transportation.

The region also provides direction to local municipalities on growth areas in Section 77(5) which require the Local Municipalities to prepare Area-Specific Plans or policies for major growth areas, including the development or redevelopment of communities. Such plans or policies shall be incorporated by amendment into the Local Official Plan and shall demonstrate how the goals and objectives of the ROP are being attained. Appendix C includes a full excerpt of 77(5). Staff is of the opinion that the goals and objectives of 77(5) are achieved through the proposed OPAs.

Since the last Public Meeting, ROPA 49 came into effect on November 4, 2022. It identified the NUC as a Primary Regional Node and assigned the following to be planned for:

- A minimum density target of 160 residents and jobs combined per hectare; and
- A general target proportion of residents and jobs of 85% to 15%.

ROPA 49 also implemented a conversion of Employment Area lands within the NUC boundary. These lands are located north of Neyagawa. The conversion enables the town to update the local Official Plan to convert these employment lands to a mixed-

use designation. The conversion enables this strategic growth node and mobility link to develop with a mix of uses and appropriate densities that would result in a critical mass of population and employment necessary to support a 407 Transitway station. Ministry of Transportation of Ontario Transit Supportive Guidelines suggests a minimum density of 160 people and jobs combined per ha to support dedicated rapid transit such as Light Rail Transit or Bus Rapid Transit.

The Employment Area conversion also supports a range of planning goals related to addressing climate change, the development of complete communities, providing a mix and range of housing types to meet future market demand, ensuring a range of employment opportunities and provide for additional commercial development in North Oakville. The conversion enables a broadening of employment functions in the NUC beyond the large land-based uses typical to traditional employment lands, such as manufacturing and warehousing.

Staff is of the opinion that the proposed OPAs conform with the ROP.

CONCLUSION

The NUC Review and resulting proposed official plan amendments which form part of the town's broader Official Plan Review, look to advance planning for the NUC in a manner that will enable the creation of a higher order, transit supportive, mixed use and complete community by establishing an SGA boundary for the NUC and policy directions to guide future development. The updates to the OPAs since the one presented in 2022 intends to more clearly and effectively bring this vision forward.

Proposed OPA 326 and OPA 45 are attached in Appendix A to this report and are based on the findings of the NUC Review, including input obtained through key stakeholder and public engagement. The previous versions presented in 2022 are attached as Appendix B as a reference but will not be relied upon further in this review.

Key outcomes of the study informing the proposed OPAs include establishing an SGA boundary for updating the NUC Area mapping, and updated policies for guiding development in the NUC with an appropriate mix of land uses, and scale and intensity necessary to support a future 407 Transitway station at Neyagawa Boulevard and Highway 407.

This report and meeting are intended to allow Council and the public to respond to proposed updates to the draft OPAs since the first Statutory Public Meeting that took place on May 16, 2022. Due to the degree of changes, it is also intended to satisfy the requirements of the *Planning Act* and provide Council the opportunity to hear

public delegations on the proposed OPA, ask questions of clarification and identify any further planning matters to be considered.

Next Steps

Comments from the public, town departments, and external agencies will be received and may result in refinements to the proposed OPAs before it is recommended for adoption by Council at a future Planning and Development Council meeting in Q1 2025.

CONSIDERATIONS:

(A) PUBLIC

The proposed OPAs were available for review at www.oakville.ca on or before November 5, 2024. Notice of the Statutory Public Meeting was published on November 1, 2024.

Additional notices were mailed to property owners within the Neyagawa Urban Core, required agencies as well as Residents and Community Associations.

(B) FINANCIAL

There are no financial implications arising from this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The proposed OPAs were circulated and reviewed by internal town departments that may be impacted such as transportation, engineering, and urban design.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses Council's strategic priority/ priorities: Growth Management, Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION

Land use planning provides an important framework for addressing climate change. The NUC is planned as a higher order transit-supportive, mixed use, medium and high density and complete community. This type of community design and built form helps to reduce GHG emissions by providing opportunities to live and work with the same community, reducing reliance on personal vehicles.

The employment land conversion in the NUC also enables the area to be planned at mix and density of uses that will support a 407 Transitway station, increasing mass transit connectivity within Halton and beyond. The proposed OPAs have been prepared to provide opportunities to increase the resilience of land uses and to reduce the impact of land use planning on climate change.

APPENDICES:

- Appendix A Draft By-Law 2025-XX - Draft Official Plan Amendments -
Neyagawa Urban Core
- Appendix B Provincial Planning Statement, 2024 Extracts
- Appendix C Regional Official Plan Extracts
- Appendix D North Oakville East Secondary Plan Extracts

Prepared by:
Catherine Buckerfield, MCIP, RPP
Senior Planner, Current Planning - West

Recommended by:
Kirk Biggar, MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:
Gabe Charles, MCIP, RPP
Director, Planning and Development



Working Copy DRAFT – November 5, 2024

THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 25-XXX

A by-law to adopt Official Plan Amendment No. 326 to the 1984 Oakville Official Plan to establish policies for the Neyagawa Urban Core strategic growth area, and to adopt Official Plan Amendment No. 45 to the Livable Oakville Plan to update the town's urban structure accordingly
(Town of Oakville, Neyagawa Urban Core Review, File No. 42.15.60)

WHEREAS subsection 21(1) of the *Planning Act*, R.S.O. 1990, c.P.13, as amended, states that a council of a municipality that is within a planning area may initiate an amendment to any official plan that applies to the municipality, and section 17 applies to any such amendment;

WHEREAS it is deemed necessary to pass an amendment to the 1984 Oakville Official Plan to implement the recommendations of the Neyagawa Urban Core Review to establish policies for a strategic growth area within the North Oakville East Secondary Plan Area at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West; and,

WHEREAS it is also deemed necessary to pass an amendment to the Livable Oakville Official Plan to update Schedule A1, Urban Structure, which is referenced in the 1984 Oakville Official Plan's North Oakville East Secondary Plan, to identify the Neyagawa Urban Core strategic growth area as "Nodes and Corridors."

COUNCIL ENACTS AS FOLLOWS:

1. For the purposes of this by-law:
 - a. "1984 Oakville Official Plan" means the Official Plan for the Oakville Planning Area adopted by the Council of the Corporation of the Town of Oakville on July 5, 1983 by By-law 1983-114, approved as modified by the Minister of Municipal Affairs and Housing on December 21, 1984 subject to certain referrals and deferrals, and as subsequently amended.

- b. “North Oakville East Secondary Plan” means OPA 272 to the 1984 Oakville Official Plan, which was approved by the Ontario Municipal Board on January 11, 2008, and as subsequently amended.
 - c. “Livable Oakville Official Plan” and “Livable Oakville Plan” mean the Official Plan for the Oakville Planning Area that currently applies to the lands south of Dundas Street and the lands north of Highway 407, and was adopted by Council on June 22, 2009, and approved with modifications by the Ontario Municipal Board on May 10, 2011, and as subsequently amended.
 - d. The subject lands are as identified in **Appendix “A”** to this by-law.
- 2. Official Plan Amendment Number 326 to the 1984 Oakville Official Plan, attached as **Appendix “B”** to this by-law, is hereby adopted.
 - 3. Official Plan Amendment Number 45 to the Livable Oakville Official Plan, attached as **Appendix “C”** to this by-law, is hereby adopted.
 - 4. Each Official Plan Amendment is subject to appeal rights set out in section 17 of the *Planning Act*, R.S.O. 1990, c. P.13, and shall come into effect once the deadline for filing appeals has passed or all appeals have been withdrawn or finally disposed of.
 - 5. This Official Plan Amendment is exempt from approval pursuant to Ontario Regulation 525/97 Exemption from Approval (Official Plan Amendments).

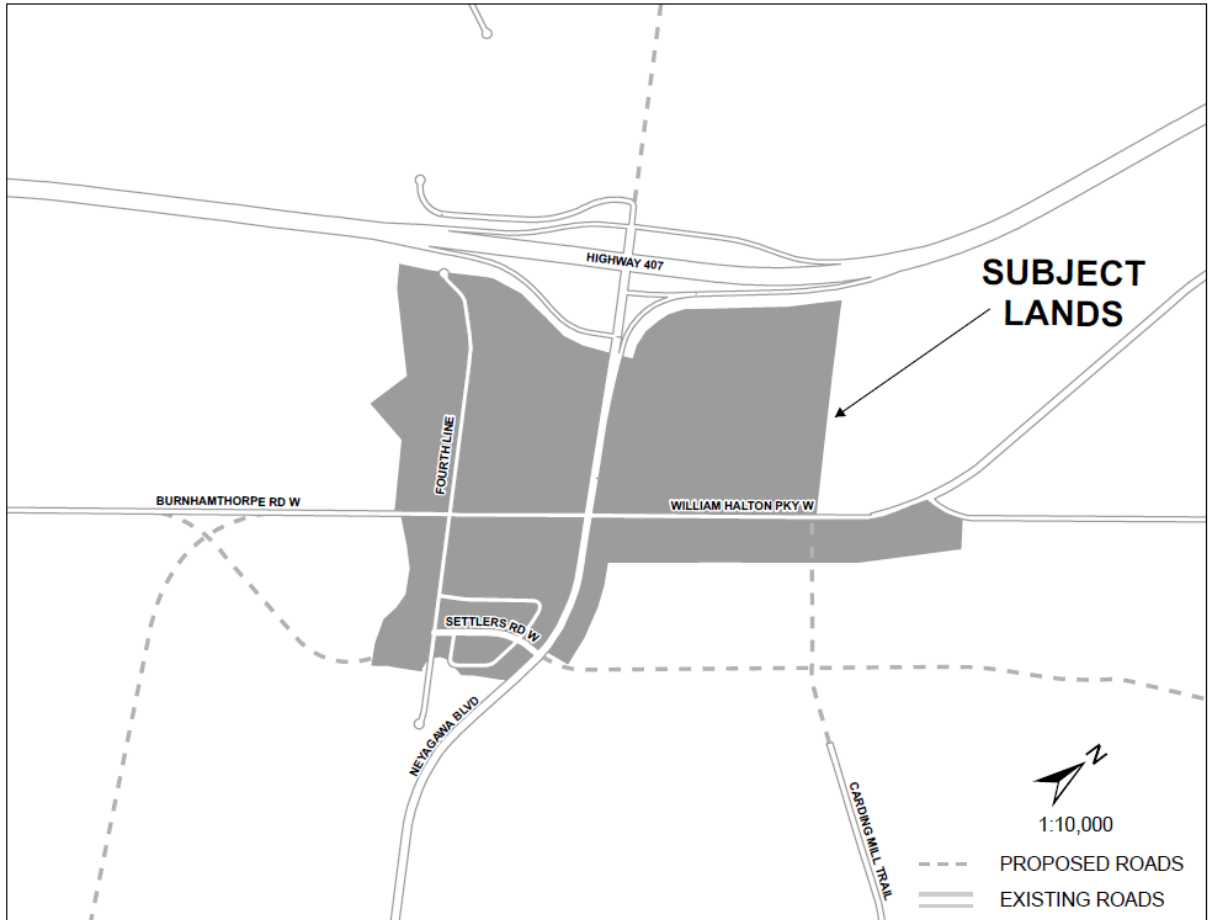
PASSED this ____ day of _____, 2025

MAYOR

CLERK

Appendix "A" to By-law 2025-XXX

Lands subject to amendments to the 1984 Oakville Official Plan and the Livable Oakville Official Plan (Neyagawa Urban Core Area)



Appendix “B” to By-law 2025-XXX

**Official Plan Amendment Number 326
to the 1984 Oakville Official Plan**

Constitutional Statement

The details of the Amendment, as contained in Part 2 of this text, constitute Amendment Number 326 to the 1984 Oakville Official Plan’s North Oakville East Secondary Plan.

Part 1 – Preamble

A. Subject Lands

The proposed Official Plan Amendment (OPA) relates to the lands located at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West as identified in **Appendix “A”** to By-law 2025-XXX.

B. Purpose and Effect

The purpose of this proposed OPA is to identify and establish policies for the Neyagawa Urban Core strategic growth area at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West.

The effect of the proposed OPA to the 1984 Oakville Official Plan’s North Oakville East Secondary Plan will:

- update schedules to identify the Neyagawa Urban Core strategic growth area and designate the lands as “Neyagawa Urban Core Area”
- provide area-specific land use policies to support the creation of a transit-supportive, active transportation supportive, complete community that includes a mix of medium and high density residential, commercial and institutional uses
- provide area-specific functional and implementation policies to enable and guide redevelopment consistent with the above, which address matters including urban design, transportation, stormwater management, and parkland dedication and public realm enhancements

The proposed OPA will result in revisions to the following parts of the North Oakville East Secondary Plan:

- Section 7.3.2 Urban Core
- Section 7.6.6 Neyagawa Urban Core Area;
- Figure NOE 1 Community Structure;
- Figures NOE 2 Land Use Plan;

C. Background and Basis

- As part of the province’s goal of building 1.5 million homes by 2031, the town has pledged to support the delivery of 33,000 housing units in this timeframe.
- The Provincial Planning Statement, 2024 (PPS 2024) came into effect October 20, 2024, replacing the Growth Plan for the Greater Golden Horseshoe, 2019 and the Provincial Policy Statement, 2020.
- The PPS, 2024 Vision states the following: *“Ontario’s land use planning framework, and the decisions that are made, shape how our communities grow and prosper. Prioritizing compact and transit-supportive design, where locally appropriate, and optimizing investments in infrastructure and public service facilities will support convenient access to housing, quality employment, services and recreation for all Ontarians.”*
- According to the PPS, 2024, Strategic Growth Areas (SGAs) are *“settlement areas, nodes, corridors, and other areas that have been identified by municipalities to be the focus for accommodating intensification and higher density mixed uses in a more compact built form.”*
- According to the Regional Official Plan (ROP), a Strategic Growth Area *“means lands identified by the Region or its Local Municipalities within the Urban Area that are to be the focus for accommodating population and employment intensification and higher-density mixed uses in a more compact built form. Strategic Growth Areas include Urban Growth Centres, Major Transit Station Areas, Regional Nodes, Regional Corridors, and Local Nodes as identified in Local Official Plans.”*
- The ROP, as amended by Regional Official Plan Amendment (ROPA) 48 and 49 and approved by the Minister of Municipal Affairs and Housing, implements the Regional Urban Structure to establish a hierarchy of Strategic Growth Areas (SGAs) and assigns Strategic Growth Areas Targets including “minimum density targets of residents and jobs combined” as well as a “combined general target proportion of residents and jobs” that the town is required to plan to achieve.

- The Neyagawa Urban Core is identified as a Primary Regional Node in the Regional Official Plan (ROP) and the town’s urban structure with a role in accommodating mixed-use intensification and supporting a provincial, regional and local transit system and is assigned a minimum density of 160 of residents and jobs combined per hectare.
- The town is required to plan for growth in conformity with the policies of the ROP. As of July 1, 2024 (Bill 185), the Region of Halton became “an upper-tier municipality without planning responsibility” and the ROP became the town’s official plan.
- Through the Regional Official Plan Review, a strategic employment area conversion for a portion of the lands abutting Highway 407 was also approved for the Neyagawa Urban Core.
- The planning of the NUC at a density and mix of uses sufficient to support higher order transit also assists in ensuring inclusion of a 407 Transitway Terminal at Neyagawa Blvd and Highway 407. Ministry of Transportation guidelines suggest a minimum density threshold of 160 of residents and jobs combined per hectare to support higher order transit which is consistent with what is assigned to the NUC as a Primary Growth Node under the ROP.
- The NUC is part of the Urban Core Areas in the North Oakville East Secondary Plan (NOESP). The NUC is being planned as a transit-supportive community with reliable coordination between land use and transit, including the 407 Transitway (Bus Rapid Transit).
- The vision for North Oakville is to create a compact, pedestrian-friendly urban community with diverse housing options, from large-lot detached homes to high-rise apartment buildings aimed at accommodating 55,000 people and providing 35,000 jobs.
- The Neyagawa Urban Core lands are currently identified as “Nodes and Corridors for Further Study” within the approved town-wide urban structure.
 - “For those areas identified on Schedule A1 – Urban Structure as Nodes and Corridors for Further Study, future review shall provide updated and new policies to delineate boundaries, the mix of land uses and the intensity and scale of development.”
- On October 4, 2021, the Planning and Development Council received the report “Neyagawa Urban Core Review – Background and Preliminary Directions” which introduced the study and provided background information and initial analysis by staff.

- A Public Information Meeting was held on February 17, 2022, to solicit public input to the Neyagawa Urban Core Review.
- A Statutory Public Meeting was held on May 16, 2022. A copy of the draft Official Plan Amendment was posted in conjunction with the Notice of Statutory Public Meeting.
- Since the May 16, 2022 Statutory Public Meeting, staff prepared updates to the Draft OPA to respond to:
 - comments received at the Statutory Public Meeting;
 - feedback from Councillors;
 - meetings with stakeholders;
 - changes in policy context over the last two years such as:
 - Employment conversion through ROPA 48 and 49 being passed
 - ongoing North Oakville East Commercial Study (NOECS)
 - Changes to Provincial Policy and the introduction of the Provincial Planning Statement 2024 (PPS, 2024)
- The proposed official plan amendments for the Neyagawa Urban Core Area are based on the findings of the Neyagawa Urban Core Review including additional research, analysis and revisions undertaken by staff and including input from Council, landowners, the public and agency stakeholders.
- The proposed OPA contains new and updated policies for the NUC that will enable development of a mixed use, higher order transit supportive, complete community that is responsive to the climate emergency.
- A copy of the proposed OPA was posted in conjunction with the Notice of Statutory Public Meeting on **November 5, 2024**.

Part 2 – The Amendment

A. Text Changes

The amendment includes the changes to the text of the 1984 Oakville Official Plan’s North Oakville East Secondary Plan as indicated in the following table. Text that is **bolded and underlined** is new text to be inserted. Text that is crossed out (“~~strikethrough~~”) is to be deleted.

Item No.	Section	Description of Change
1.	7.3.2 COMMUNITY STRUCTURE, URBAN CORE	<p>Revise the policy as follows:</p> <p>7.3.2 URBAN CORE</p> <p>The Urban Core designations reflect the most urban part of the North Oakville East Plan Area. These areas provide for the densest development and the highest order activities including a full range of residential, retail and service commercial, entertainment, cultural, business and institutional uses. Mixed use development is encouraged. Ultimately it is intended that Urban Core lands will become true mixed use urban areas. The primary focus of this development is along Trafalgar Road, with the north side of Dundas St. and the intersection of Neyagawa Boulevard and Burnhamthorpe Road West also having an important role in accommodating growth. more secondary role.</p>
2.	7.5.13 COMMUNITY DESIGN STRATEGY, URBAN CORE AREAS – INTERIM USES & PHASED DEVELOPMENT	<p>Revise the policy as follows:</p> <p>Urban Core Areas, particularly including the Trafalgar Urban Core Area, and the Neyagawa Urban Core Area are intended to ultimately provide for a primarily mixed use development which is the densest in North Oakville. In order to ensure that the ultimate development form is not constrained by interim land uses and the development of initial phases, the following planning and design principles will form the basis for development:</p> <p>f) Design excellence shall be promoted for interim uses and all phases of development and shall convey aspects of the Town’s local character throughout the Urban Core Areas.</p>
3.	7.5.16 COMMUNITY DESIGN STRATEGY, NEYAGAWA URBAN CORE	<p>Revise the policy as follows:</p> <p>The Neyagawa Urban Core is intended to provide a higher order transit-supportive, mixed use area to accommodate a range of commercial, residential, employment and institutional uses as a focal point for the western portion of the Planning Area. Development will be at lower densities than those found in the Trafalgar Urban core, however, Mixed use development shall be permitted throughout the area. Key community design elements of this area include:</p> <p>a) Where retail and service commercial development is permitted it should will be encouraged to be oriented to the street creating a pleasant, pedestrian shopping environment. These retail and service commercial uses may be in stand alone buildings stores or in the ground floors of mixed use buildings. In areas of</p>

Item No.	Section	Description of Change
		<p>commercial development:</p> <ul style="list-style-type: none"> i) the principal public entrance should provide direct <u>and barrier-free</u> access onto the public sidewalk; ii) the primary windows and signage should face the street; iii) buildings facing the street should be encouraged to <u>incorporate</u> have awnings, canopies, arcades or front porches to provide weather protection; iv) no <u>surface</u> parking, driveways, lanes or aisles should be permitted between the buildings and public sidewalks; v) buildings should have a consistent setback and parking lots abutting the street should be limited <u>in size</u> and designed in accordance with the provisions of Section 7.5.7.1; vi) the location and design of any large retail stores shall consider the design alternatives set out in Section 7.5.13 b); and, vii) any commercial nodes including large retail stores should be integrated into the pattern of streets and blocks of which they are a part. The pattern of blocks and the physical design of the buildings in relation to the street should encourage pedestrian circulation to, from and within this commercial area. Streets, sidewalks and the orientation of buildings <u>and their main entrances</u> shall be designed <u>and positioned</u> to create comfortable, enjoyable pedestrian movement in a vibrant public realm. <p>b) Minimum and maximum setbacks, densities, <u>indoor and outdoor private amenity space</u> and other standards will be implemented through the zoning by-law to ensure that development achieves the standards required as a basis for the creation of this core area.</p>
4.	7.5.16 COMMUNITY DESIGN STRATEGY, NEYAGAWA URBAN CORE	<p>Insert a new policy subsection as follows:</p> <p><u>c) In accordance with the policies of Part E, Section 7.1.5, the Neyagawa Urban Core is identified as Nodes and Corridors in the town-wide Urban Structure. It is a strategic growth area that is to be the focus for accommodating intensification through medium and high density mixed use in a compact urban form.</u></p>

Item No.	Section	Description of Change
5.	7.6.6.1 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Purpose	<p>Revise the policy as follows:</p> <p>The Neyagawa Urban Core Area designation on Figure NOE2 is intended to allow the creation of a secondary core area at the intersection of Neyagawa Boulevard and <u>Burnhamthorpe Road West</u> and a new east-west Major Arterial/Transit Corridor. The intent of this Core Area is to <u>create a mixed use, complete community with densities that support higher order transit, including a 407 Transitway Terminal. The designation shall also</u> permit the provision of convenience commercial, institutional and employment uses to serve adjacent neighbourhoods, as well as related residential development.</p> <p><u>A future 407 Transitway Neyagawa Terminal continues to be a critical component of this transit-supportive, pedestrian-oriented complete community. Development should integrate and provide safe access and minimize disruptions to local traffic flow to the 407 Transitway Neyagawa Terminal.</u></p>
6.	7.6.6.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Permitted Uses, Buildings and Structures	<p>Revise the policy as follows:</p> <p>a) The permitted uses shall be the full range of office, commercial including retail and service commercial, accommodation, health and medical, institutional and medium and high density residential uses.</p> <p>a) <u>A wide range of uses shall be permitted including, office, retail and service commercial uses, institutional, major office, offices, and medium and high density residential uses.</u></p>
7.	7.6.6.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Permitted Uses, Buildings and Structures	<p>Revise the policy as follows:</p> <p>b) Permitted uses shall be primarily located in medium and high density residential, office and institutional buildings. Both mixed use and single use buildings shall be permitted. and this may include single use retail and service commercial buildings in accordance with the provisions in Section 7.6.6.3(c).</p>
8.	7.6.6.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Permitted Uses, Buildings and Structures	<p>Adding a new policy 7.6.6.2(c) as follows, and renumbering the following sections of the plan accordingly:</p> <p>c) <u>The size and location of uses shall be determined through the development process and regulated by the implementing zoning.</u></p>

Item No.	Section	Description of Change
9.	7.6.6.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Permitted Uses, Buildings and Structures	Adding a new policy 7.6.6.2(d) as follows, and renumbering the following sections of the plan accordingly: d) <u>Places of entertainment, indoor sports facilities, and hotels may also be permitted provided the overall development contributes to overall density targets.</u>
10.	7.6.6.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Permitted Uses, Buildings and Structures	Adding a new policy 7.6.6.2(e) as follows, and renumbering the following sections of the plan accordingly: e) <u>Retail and service commercial uses should be located at-grade within mixed use buildings and oriented towards the public realm.</u>
11.	7.6.6.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Permitted Uses, Buildings and Structures	Adding a new policy 7.6.6.2(f) as follows, and renumbering the following sections of the plan accordingly: f) <u>Stand alone retail and commercial buildings may be permitted subject to:</u> i. <u>the provision of local roads and small blocks;</u> ii. <u>creation of safe and accessible pedestrian and transit friendly streetscapes and routes;</u> iii. <u>the siting and orientation of buildings and their main entrances to the street or within the block facing a future street for the initial and future development;</u> iv. <u>the siting and configuration of parking for the initial development and changes to parking to accommodate the intensification process;</u> v. <u>the ability to achieve both short and longer term intensification, through intensification around initial buildings or reserved sites and possible redevelopment of the initial buildings themselves; and</u> vi. <u>shall not preclude the long-term development potential of the property.</u>

Item No.	Section	Description of Change
12.	7.6.6.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Permitted Uses, Buildings and Structures	Adding a new policy 7.6 .6.2(g) as follows, and renumbering the following sections of the plan accordingly: g) <u>A minimum of 16,710 square metres of retail and commercial uses shall be required within the Neyagawa Urban Core and further provided per quadrant:</u> i. <u>A minimum of 9,280 square metres shall be provided in the north east quadrant;</u> ii. <u>A minimum of 3,250 square metres shall be provided in the north west quadrant; and</u> iii. <u>A minimum of 4,180 square metres shall be provided in the south east quadrant.</u>
13.	7.6.6.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Permitted Uses, Buildings and Structures	Revise the former policy 7.6.6.2 (c) now renumbered as (h) as follows: h) <u>The total retail-commercial development in this designation shall not exceed a total of 31,000 sq. metres of gross leaseable floor area and may include supermarkets. Other commercial development such as financial institutions, service stations, restaurants and service commercial uses shall not be subject to this floor area limit. No single user or retail store shall exceed a maximum of 7,000 sq. metres of gross leaseable floor area.</u>
14.	7.6.6.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Permitted Uses, Buildings and Structures	Adding a new policy 7.6 .6.2(i) as follows: i) <u>Development in the north east quadrant should provide a food store</u>
15.	7.6.6.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Permitted Uses, Buildings and Structures	Adding a new policy 7.6.6.2(j) as follows: j) <u>Development adjacent to employment districts shall incorporate measures to buffer and transition to residential and other sensitive land uses. This will be implemented through future development applications and site-specific Land Use Compatibility studies.</u>
16.	7.6.6.3 [Now 7.6.6.4] LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Land Use Policies	Renumber Section 7.6.6.3 Land Use Policies as Section 7.6.6.4 Land Use Policies.

Item No.	Section	Description of Change
17.	<p>New 7.6.6.3 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Functional Policies</p>	<p>Insert a new policy subsection as follows and renumbering the following sections of the plan accordingly:</p> <p><u>7.6.6.3 Functional Policies</u></p> <p><u>In addition to the policies in Section 7.5.2 through 7.5.11 and 7.8 of this Plan, the following functional policies apply to the Neyagawa Urban Core.</u></p>
18.	<p>New 7.6.6.3.1 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Functional Policies, Transportation</p>	<p>Insert a new policy subsection as follows:</p> <p><u>7.6.6.3.1 Transportation</u></p> <p><u>a) A transit terminal is required to serve inter-regional bus connections along Highway 407 and connect with local transit. The facility shall be located adjacent to the 407 Transitway in the area of Neyagawa Boulevard and Highway 407. It is also intended that this site be integrated with development, and become an anchor for the ongoing redevelopment of Neyagawa Urban Core as strategic growth area.</u></p> <p><u>b) The province, the Ministry of Transportation /407 Transitway, the Town, and landowners shall co-ordinate the delivery of a transit terminal in the area of Neyagawa Boulevard and Highway 407.</u></p> <p><u>c) The transit terminal location is shown conceptually on Figure NOE Transportation Plan and the location may be moved without amendment to this plan provided it is adjacent to the 407 Transitway.</u></p> <p><u>d) Changes to the requirements, location or alignment of new transit facilities, pedestrian and cycling facilities and roads shall not require an amendment to this Plan provided that the general intent and purpose of this Plan is maintained and intensification opportunities are not precluded.</u></p> <p><u>e) Development shall align with the existing and planned transportation system including higher order transit service, active transportation infrastructure, and measures such as transportation demand management.</u></p> <p><u>f) New road, transit, and active transportation infrastructure shall be provided to accommodate future growth and development.</u></p> <p><u>g) Development should occur on public roads. Where it is demonstrated that a public road is not warranted, 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 addressed.</u></p>

Item No.	Section	Description of Change
		<p><u>h) The location of roads shall be determined through draft plans of subdivision, condominium plans, detailed stormwater management and/or functional servicing studies, to the satisfaction of the Town.</u></p> <p><u>i) Passenger amenities in buildings adjacent to transit stops, including the transit terminal, should be provided.</u></p> <p><u>j) Parking</u></p> <p><u>i. Structured parking, both above and below ground should be provided where feasible. Underground parking structures are preferred.</u></p> <p><u>ii. Above ground parking structures should be integrated with development, and shall be appropriately sited and screened, including appropriate landscaping, to the satisfaction of the Town. Active uses at-grade should be provided within parking structures that face a public street and/or outdoor pedestrian amenity space.</u></p> <p><u>iii. Where surface parking is provided, the maximum portion of a lot used for commercial and visitor surface parking shall be limited and determined through implementing zoning. Surface parking shall be appropriately sited and screened to minimize the view of the parking from the street and other pedestrianized amenities.</u></p> <p><u>iv. The Town shall work with the Ministry of Transportation to ensure an approach to the provision of parking for a 407 Transitway Terminal that allows opportunities for parking rate reductions and implementation of stand alone or integrated (mixed-use) parking structures.</u></p> <p><u>k) Development shall incorporate safe, accessible and direct circulation routes to and through the site that connect pedestrians to:</u></p> <p><u>i. principal entrances of building(s), amenity areas and parking areas;</u></p> <p><u>ii. public sidewalks and transit facilities;</u></p> <p><u>iii. parks and open space;</u></p> <p><u>l) Mid-block Connections:</u></p> <p><u>i. Development shall promote safe, barrier-free, convenient, and predictable mid-block connections.</u></p> <p><u>ii. The location of mid-block connections should relate to the placement of the buildings, and align with existing or</u></p>

Item No.	Section	Description of Change
		<p><u>planned transportation (including active transportation) circulation routes.</u></p> <p><u>iii. Mid-block connections may be publicly or privately owned and shall be publicly accessible.</u></p> <p><u>iv. Mid-block connections may be used to support site servicing or site access.</u></p> <p><u>v. Mid-block connections should:</u></p> <ul style="list-style-type: none"> • <u>form uninterrupted connections through a block to allow for continuous transportation opportunities;</u> • <u>be designed to be universally accessible;</u> • <u>include appropriate pedestrian-scaled lighting;</u> • <u>incorporate active transportation infrastructure including bicycle parking; and,</u> • <u>have appropriate and clear signage and way-finding.</u> <p><u>m) In addition to policies in Section 7.5.4 i), developments shall have regard for the implementation guidelines set out in the Transportation Master Plan.</u></p>

Item No.	Section	Description of Change
19.	<p>New 7.6.6.3.2 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Functional Policies, Stormwater Management</p>	<p>Insert a new policy subsection as follows:</p> <p><u>7.6.6.3.2 Stormwater Management</u></p> <p><u>a) Development shall implement stormwater management techniques and best practices, including low impact development, in accordance with provincial environmental permissions and obligations for municipal stormwater management systems and to the satisfaction of the Town and Conservation Authority.</u></p> <p><u>b) Development shall demonstrate that flood risk to any other lands is not increased.</u></p> <p><u>c) Stormwater management facilities that provide Regional event controls shall be publicly owned within town-owned and accessible lands.</u></p> <p><u>d) Stormwater management should include green infrastructure opportunities to support climate change resiliency.</u></p> <p><u>e) Where applicable, Parks and open space areas should incorporate green infrastructure that enhances the ecological function of the area and supports stormwater management, including surface or subsurface stormwater facilities where appropriate.</u></p> <p><u>f) Changes to the location of the stormwater management facilities identified on Appendix 7.3 may be permitted without amendment to this Plan, subject to the policies of this Plan.</u></p> <p><u>g) Environmental Implementation Reports shall be prepared for the subcatchment area within the Neyagawa Urban Core, as identified on Appendix 7.2, Subcatchment Areas, in accordance with the North Oakville Creek Subwatershed Study and in accordance with provincial environmental permissions and obligations for municipal stormwater management systems and to the satisfaction of the Town.</u></p>

Item No.	Section	Description of Change
20.	<p>New 7.6.6.3.4 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Functional Policies, Urban Design</p>	<p>Insert a new policy subsection as follows:</p> <p><u>7.6.6.3.4 Urban Design</u></p> <p><u>a) Development shall be designed in accordance with the design direction provided in Section 7.2.3.4 and Section 7.5.3 of this Plan, and the Livable by Design Manual.</u></p> <p><u>b) The direction provided through Section 7.5.13 for retail and service commercial uses shall be achieved through the implementing zoning and further implemented through the zoning By-law Amendment and site plan processes.</u></p> <p><u>Built Form</u></p> <p><u>c) Tall and mid-rise buildings shall be designed and sited to maximize solar energy, ensure adequate sunlight and sky views, minimize wind conditions on pedestrian spaces and adjacent properties, and avoid excessive shadows on the public realm.</u></p> <p><u>d) Multiple towers within a block, development site, or within close proximity to each other on abutting sites should vary in height from one another in order to create variation in building height and a distinctive skyline.</u></p> <p><u>e) Tall and mid-rise buildings shall be designed to the highest architectural quality and detail, and shall ensure a pedestrian-oriented built form, provide active façades oriented to public streets, and contribute to a distinctive skyline.</u></p> <p><u>f) For tall buildings, the height of the building base (podium) should generally be equivalent to the building-to-building distance across the adjacent right-of-way, up to a maximum of 25 metres in height, in order to frame the street and enhance pedestrian comfort.</u></p> <p><u>g) For tall buildings along public streets or publicly accessible amenity space, a stepback between the podium base and tower portion should be provided to reinforce the character of the public realm.</u></p> <p><u>h) For tall buildings, the floorplate of each tower (the portion of the building above the base or podium) shall provide a slender tower profile to minimize adverse shadowing, maximize sun exposure and enhance the skyline.</u></p> <p><u>i) For tall buildings, the distance between the facing walls of towers shall generally be a minimum of 25 metres at the tower base.</u></p>

Item No.	Section	Description of Change
		<p><u>j) For tall buildings, the distance between facing walls of podiums, where there are windows on both building faces, shall generally be a minimum of 15 metres.</u></p> <p><u>k) For mid-rise buildings, incorporate a step-back in the main building wall for storeys located above the established streetwall height; and,</u></p> <p><u>l) For mid-rise buildings, provide a minimum building separation distance of 15.0 metres between a mid-rise with another mid-rise building, or a tall building.</u></p>
21.	<p>7.6.6.4 [formerly 7.6.6.3] LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Land Use Policies</p>	<p>This section was previously renumbered as Section 7.6.6.4. Revise the policy as follows:</p> <p>a) Development will be focused at the intersection of Neyagawa <u>Boulevard</u> Blvd. and Burnhamthorpe Road <u>West</u> and visually connected by establishing coherent streetscapes along adjacent sections of Neyagawa <u>Boulevard</u> Blvd. and Burnhamthorpe Road <u>West</u> through a number of design features and mechanisms, identified in the applicable urban design guidelines, including provisions for landscaping, signage, street furniture and other features of the public right of way, and guidelines for siting and massing of adjacent buildings. Development will also be physically connected by road, transit, pedestrian and bicycle linkages.</p> <p>b) A mix of uses shall be permitted at the following heights and densities:</p> <ul style="list-style-type: none"> ● Minimum density – FSI of 0.5 with the exception of service station sites and as set out in Subsection c); ● Maximum density – FSI of 2; ● Medium Density Residential Density – Notwithstanding the foregoing, where medium density residential uses are permitted such development shall have a minimum density of 25 units per net hectare and a maximum density of 75 units per net hectare; ● Minimum height – 5 metres for a commercial building and generally 3 storeys for other development; and, ● Maximum height – 8 storeys. <p>c) Where the minimum standards are not proposed to be achieved with the initial development proposals, the applicant shall be required to submit an intensification plan demonstrating how the ultimate density and other objectives for the site can be achieved. The intensification plan shall address:</p> <ul style="list-style-type: none"> ● the provision of local roads and small blocks; ● the means to achieve a safe pedestrian and transit friendly

Item No.	Section	Description of Change
		<p>streetscape with the initial uses;</p> <ul style="list-style-type: none"> • the siting and orientation of buildings within the block and to the street for the initial development and longer term intensification; • the siting and orientation of parking for the initial development and changes to parking to accommodate the intensification process; and • the ability to achieve both short term and longer term intensification, the former potentially through intensification around initial buildings or reserved sites and the latter through possible redevelopment of the initial buildings themselves. <p>Based on this information, the Town will consider a reduction in the minimum density on specific sites to the following minimum densities:</p> <ul style="list-style-type: none"> • 0.25 for retail and service commercial uses provided the interim development also complies with the design policies of Section 7.5.16 b) and the land use policies of this section; and • 0.3 for all other uses.
22.	7.6.6.4 [formerly 7.6.6.3] LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Land Use Policies	<p>Insert a new policy subsection as follows:</p> <p>b) <u>A mix of uses shall be permitted in the Neyagawa Urban Core Area with a range of building heights and densities to support higher order transit.</u></p> <p>c) <u>Minimum Density</u> <u>The Neyagawa Urban Core shall achieve a minimum density of 160 residents and jobs combined per hectare. The general target proportion shall be 85% residents and 15% jobs.</u></p> <p>d) <u>Building Heights</u></p> <p>i. <u>Residential and mixed use development within 50 metres from the north side of Burnhamthorpe Road West and the east and west sides of Neyagawa Boulevard north of Burnhamthorpe West right-of-way shall be a minimum height of 5 storeys, excluding podium elements which may be lower.</u></p> <p>ii. <u>Residential and mixed use development beyond 50 metres from the north side of Burnhamthorpe Road West and the east and west sides of Neyagawa Boulevard north of Burnhamthorpe Road West right-of-way shall be a minimum height of 3 storeys.</u></p> <p>iii. <u>A maximum height of 12 storeys shall be permitted south of Burnhamthorpe Road West and a maximum height of 18</u></p>

Item No.	Section	Description of Change
		<p><u>storeys shall be permitted north of Burnhamthorpe Road West.</u></p> <p><u>iv. Any stand alone commercial building should be encouraged to have a minimum height of two storeys and regulated through implementing zoning.</u></p>
23.	<p>New 7.6.6.5 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Cultural Heritage</p>	<p>Insert a new policy subsection as follows:</p> <p><u>7.6.6.5 Cultural Heritage</u></p> <p><u>Proposed development shall be reviewed by the Town to ensure consistency with policies contained in Section 7.4.14.</u></p>
24.	<p>New 7.6.6.6 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Parkland Dedication</p>	<p>Insert a new policy subsection as follows:</p> <p><u>7.6.6.6 Parkland Dedication</u></p> <p><u>The Town shall require parkland dedication in accordance with Section 7.7.4.5.</u></p>
25.	<p>New 7.6.6.7 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Public Realm and Amenity</p>	<p>Insert a new policy subsection as follows:</p> <p><u>7.6.6.7 Public Realm and Amenity</u></p> <p>a) <u>The public realm, comprised of public streets, urban squares, promenades, and connecting links as outlined in the Town’s Parks Plan, shall be designed to create a desirable place for residents, workers, and visitors.</u></p> <p>b) <u>The public realm shall incorporate barrier-free, interconnected, and predictable pedestrian-oriented spaces and routes that enhance walkability and other active transportation year-round, reinforce the surroundings, and provide quality spaces for public life.</u></p> <p>c) <u>The locations and delivery of urban squares, promenades, connecting links, and other open spaces shall be coordinated and delivered as development progresses to ensure that these amenities are provided for residents and employees in a timely manner.</u></p> <p>d) <u>Urban squares, promenades, connecting links, and other open spaces shall be designed, maintained, and operated as:</u></p>

Item No.	Section	Description of Change
		<ul style="list-style-type: none"> <u>i. Flexible spaces that are passive in programming and oriented to urban activities that occur throughout the day and year-round;</u> <u>ii. Places designed to complement the built form and public realm, and incorporate hardscapes, softscapes, tree plantings, furnishings, context sensitive lighting, and other urban amenities; and,</u> <u>iii. An integral part of the public realm by providing convenient active transportation routes and places to gather and facilitate public activity.</u> <u>e) Urban squares, promenades, connecting links and other open spaces may be provided in a variety of ownerships to be determined during the development approval process. Ownership options as outlined in the Town’s Parks Plan include:</u> <ul style="list-style-type: none"> <u>i. Fee simple ownership;</u> <u>ii. Stratified ownership;</u> <u>iii. Privately owned public spaces (POPS); and</u> <u>iv. Use Agreements/Easements.</u>
26.	New 7.6.6.8 LAND USE STRATEGY, NEYAGAWA URBAN CORE AREA, Implementation	<p>Insert a new policy subsection as follows:</p> <p><u>7.6.6.8 Implementation</u></p> <p><u>In addition to the policies in Section 7.10 of this Plan, the following implementation policies apply.</u></p> <p>a) <u>Phasing/Transition</u></p> <p><u>Development shall occur gradually over the long-term and be coordinated with the provision of infrastructure, including:</u></p> <ul style="list-style-type: none"> <u>i. transit (conventional and higher order rapid transit);</u> <u>ii. street network capacity;</u> <u>iii. pedestrian and cycling facilities;</u> <u>iv. water and waste water services;</u> <u>v. stormwater management services and capacities;</u> <u>vi. streetscape improvements;</u> <u>vii. parks and open space;</u> <u>viii. public realm enhancements; and,</u> <u>ix. utilities;</u> <p>b) <u>Further to subsection (a) above, the timing of development shall be subject to the availability of required infrastructure, including but not limited to future transportation network improvements and stormwater, water and wastewater</u></p>

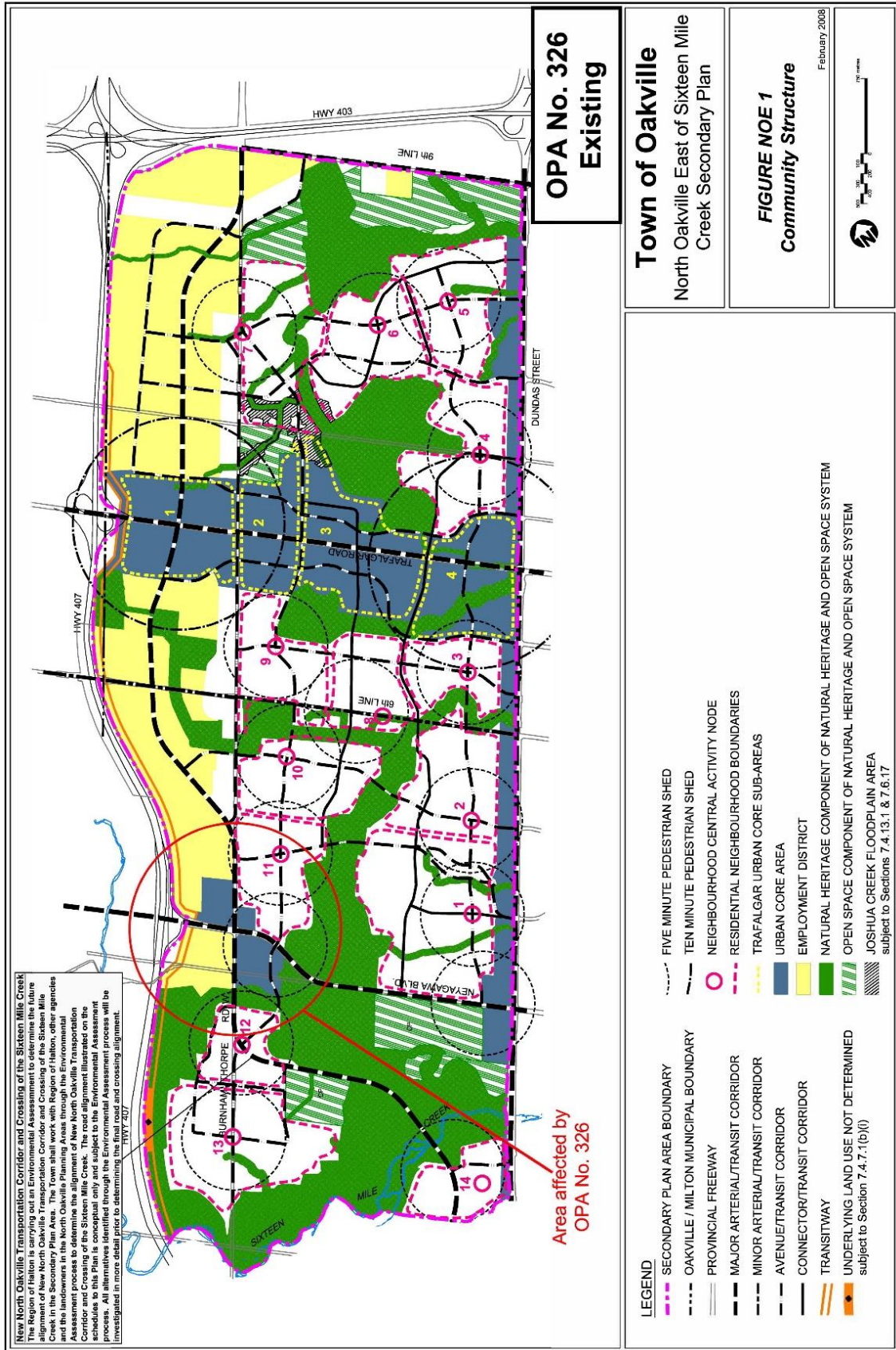
Item No.	Section	Description of Change
		<p><u>services.</u></p> <p>c) <u>Initial phases of development shall not preclude the achievement of a compact, pedestrian-oriented and transit-supportive urban form.</u></p> <p>d) <u>The development of land shall have regard for potential redevelopment of adjacent lands.</u></p> <p>e) <u>Redevelopment of lands should maintain established retail and service commercial uses.</u></p> <p>f) <u>Interim commercial uses located in stand alone buildings are expected to transition and redevelop over time.</u></p>
27.	7.7.4.5 PARKLAND HIERARCHY, <i>Parkland Acquisition</i>	<p>Insert a new policy subsection as follows:</p> <p>f) <u>In addition to the Master Parkland Agreement, urban squares, promenades, connecting links and other open spaces may be provided in a variety of ownerships to be determined during the development approval process. Ownership options as outlined in the Town’s Parks Plan include:</u></p> <p>i. <u>Fee simple ownership;</u></p> <p>ii. <u>Stratified ownership;</u></p> <p>iii. <u>Privately owned public spaces (POPS); and</u></p> <p>iv. <u>Use Agreements/Easements.</u></p>

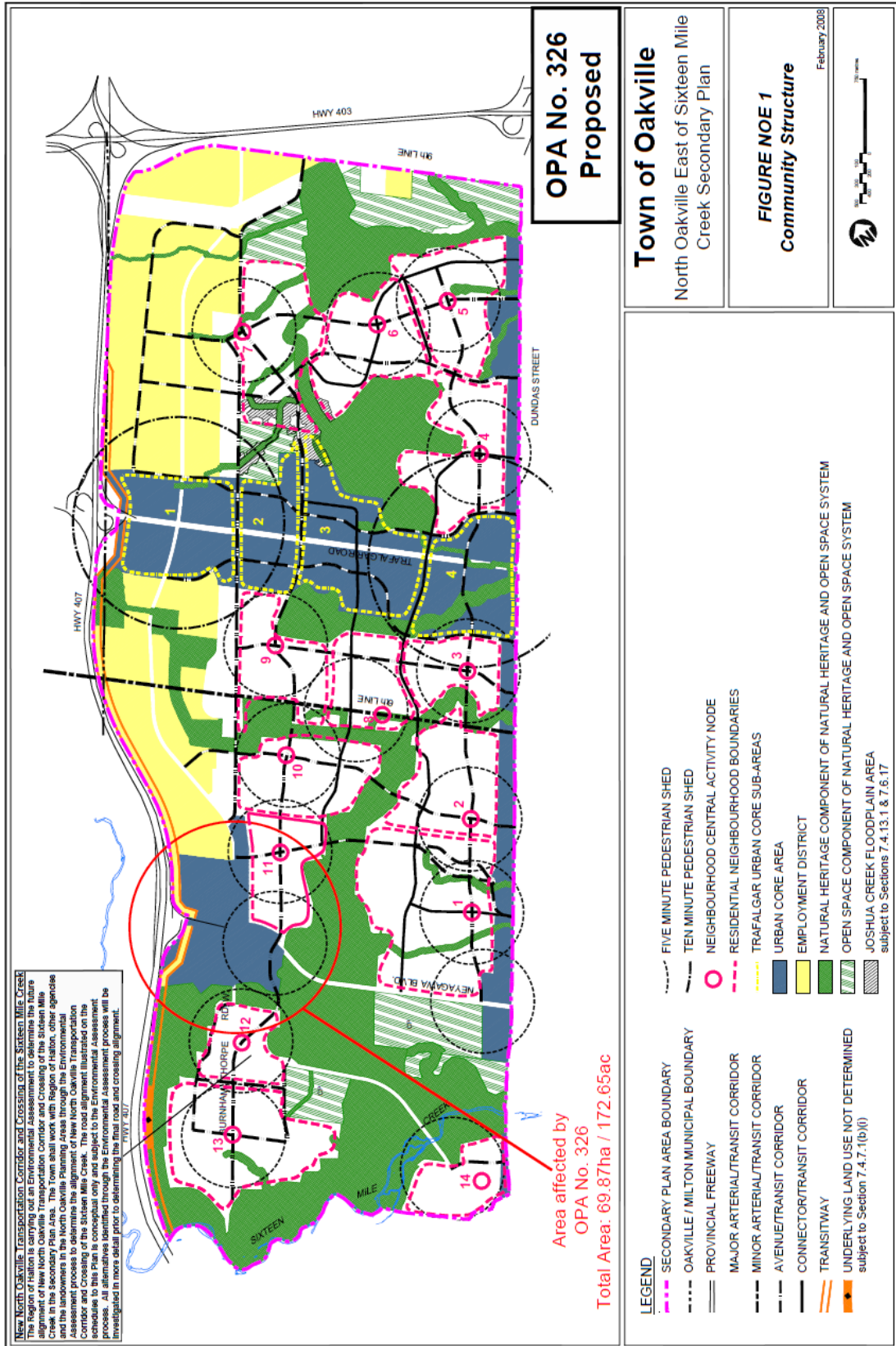
B. Figure Changes

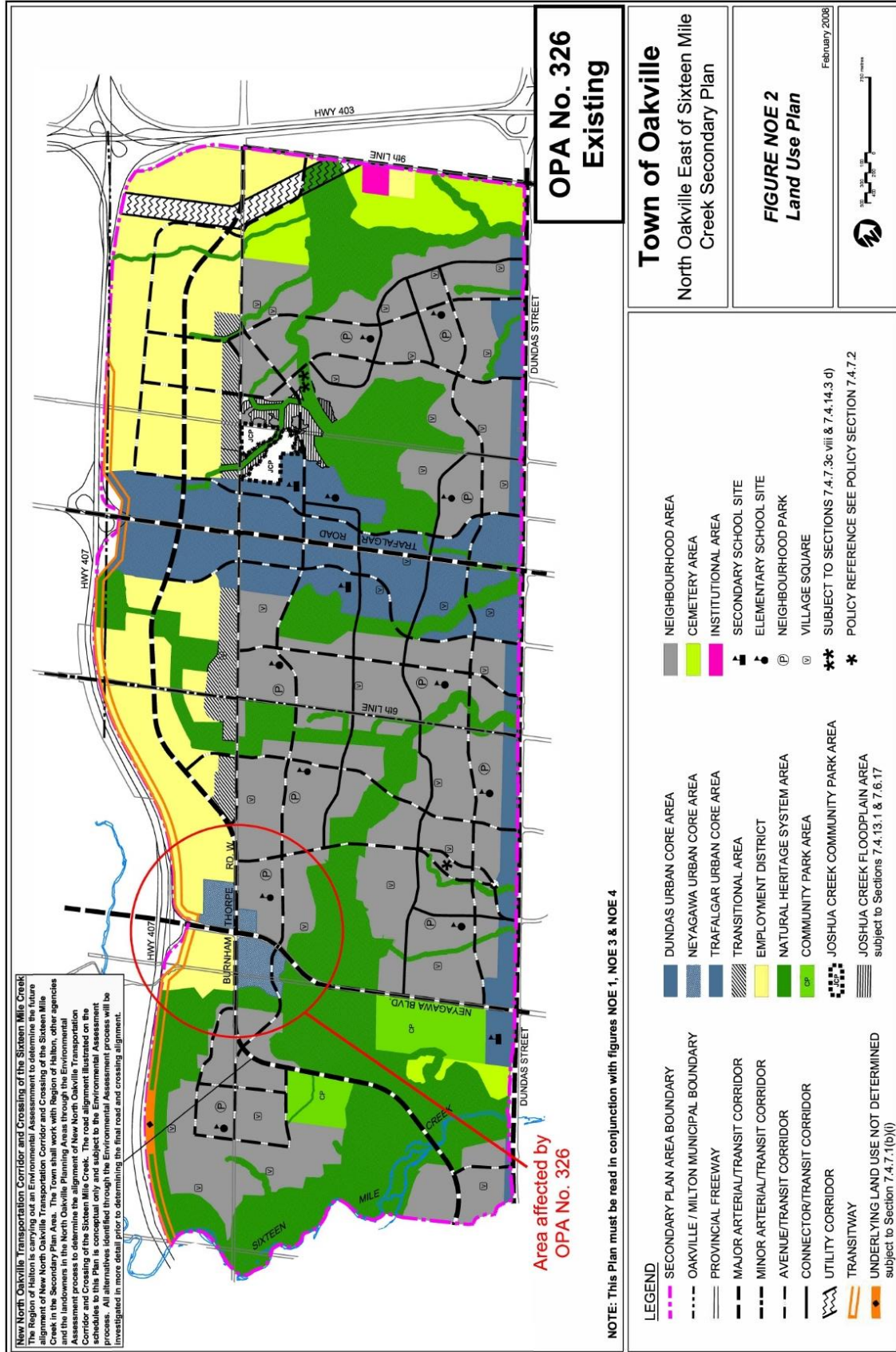
The amendment includes the changes to the figures of the 1984 Oakville Official Plan’s North Oakville East Secondary Plan as indicated in the following table and shown in **Attachment 1**. Notwithstanding the replacement of existing schedules or the insertion of new schedules, changes are limited to the subject lands identified in **Appendix “A”** to By-law 2025-XXX.

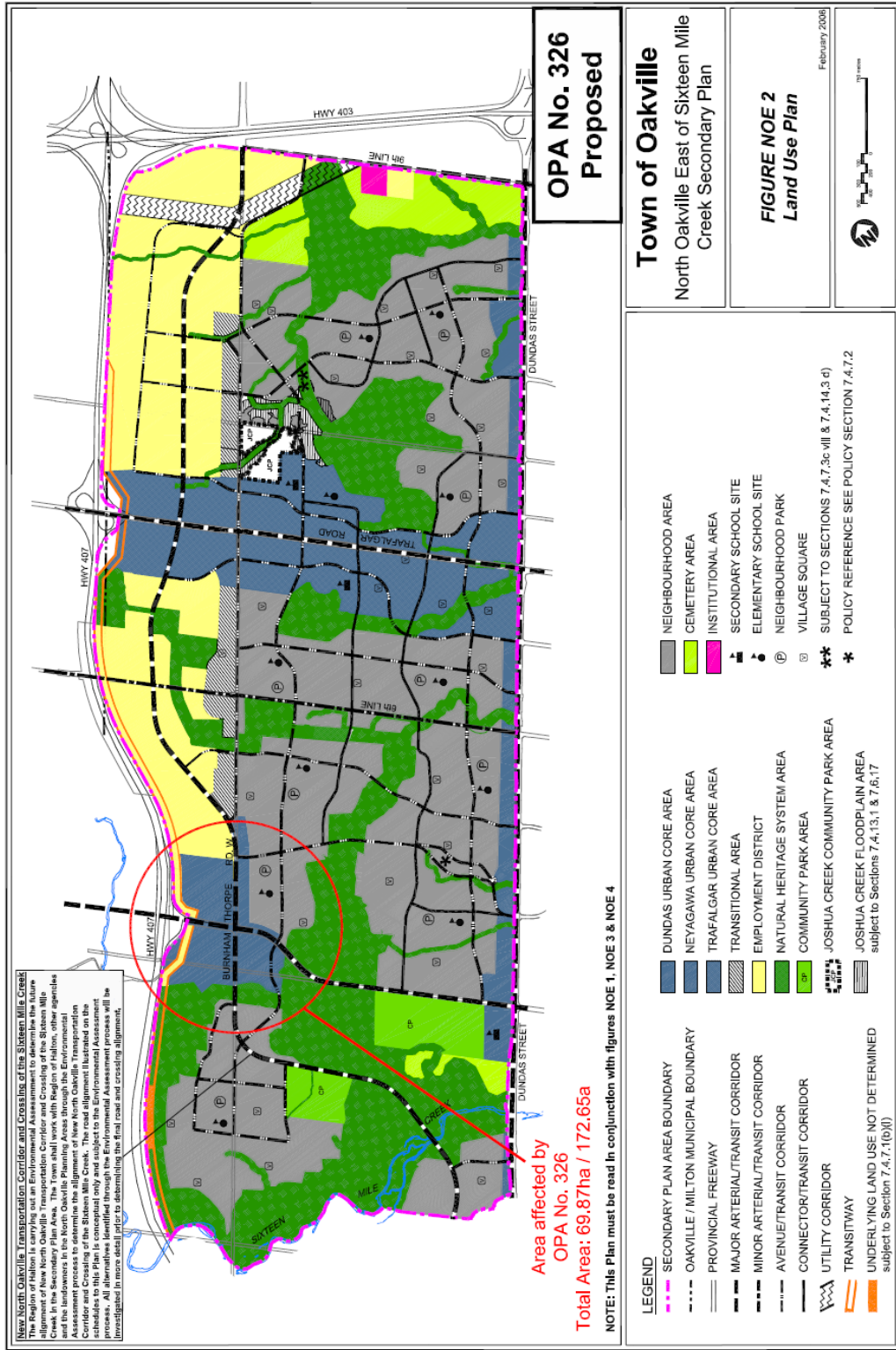
Item No.	Figure	Description of Change
1.	North Oakville East Secondary Plan, Figure NOE1, Community	Delete the Existing Figure and replace it with the Proposed Figure as shown in Attachment 1.
2.	North Oakville East Secondary Plan, Figure NOE2, Land Use Plan	Delete the Existing Figure and replace it with the Proposed Figure as shown in Attachment 1.

Attachment 1 to OPA 326 to the 1984 Official Plan
Changes to the Figures of the 1984 Oakville Official Plan's
North Oakville East Secondary Plan









Appendix “C” to By-law 2025-XXXX

**Official Plan Amendment Number 45
to the Livable Oakville Official Plan**

Constitutional Statement

The details of the Amendment, as contained in Part 2 of this text, constitute Amendment Number 45 to the Livable Oakville Official Plan.

Part 1 – Preamble

A. Subject Lands

The proposed Official Plan Amendment (OPA) relates to the lands located at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West as identified in **Appendix “A”** to By-law 2025-XXXX.

B. Purpose and Effect

The purpose of the proposed OPA is to update Schedule A1, Urban Structure, to the Livable Oakville Plan to identify the Neyagawa Urban Core Area as defined through the Neyagawa Urban Core Review as “Nodes and Corridors.” The effect of this change will be that this area will become a strategic growth area within the town’s land use planning framework. The Neyagawa Urban Core Area is being planned to accommodate medium and high density, mixed use development over the long term as proposed by OPA 326 to the 1984 Official Plan’s North Oakville East Secondary Plan Area.

C. Background and Basis

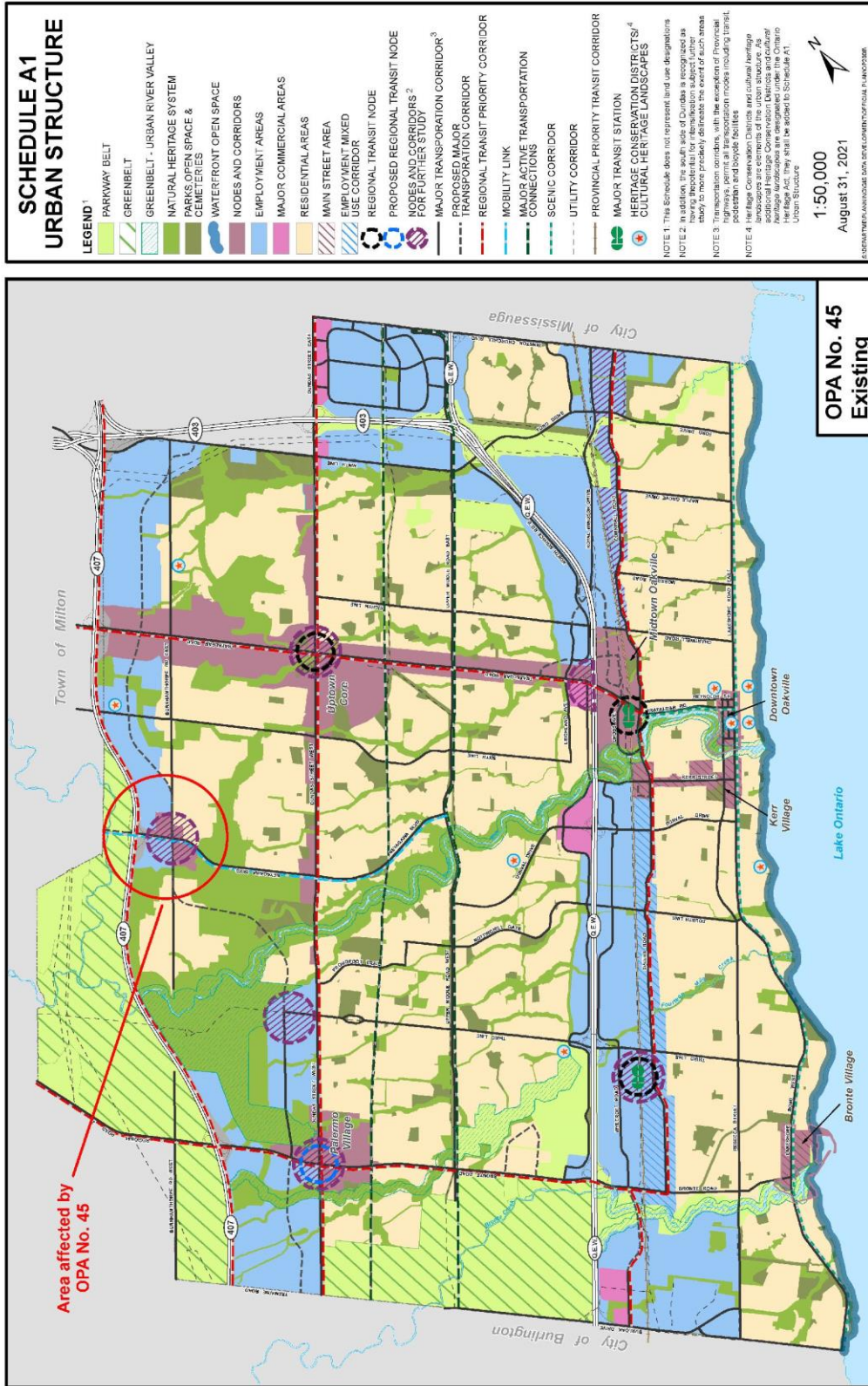
- The Neyagawa Urban Core is an element identified in the urban structure as a “Node for Further Study”. Livable Oakville, Section 3.6 Urban Structure, Nodes and Corridors, states:
 - “For those areas identified on Schedule A1 – Urban Structure as Nodes and Corridors for Further Study, future review shall provide updated and new policies to delineate boundaries, the mix of land uses and the intensity and scale of development.”
- The Neyagawa Urban Core Review addressed the need for further study and has resulted in proposed policy and mapping updates to the North Oakville East Secondary Plan and Livable Oakville Official Plan.

- An OPA to Livable Oakville is required to change the boundary of the Neyagawa Urban Core Area and re-designate the lands within the A1 – Urban Structure Schedule of Livable Oakville from “Node for Further Study” to “Nodes and Corridors”.

Part 2 – The Amendment

Delete the existing Schedule A1, Urban Structure, and replace it with the proposed Schedule A1, Urban Structure, as shown in Attachment 1 to this OPA to identify the Neyagawa Urban Core Area as “Nodes and Corridors.”

Attachment 1 to OPA 45 to the Livable Oakville Official Plan
Changes to Schedule A1, Urban Structure



SCHEDULE A1 URBAN STRUCTURE

LEGEND¹

- PARKWAY BELT
- GREENBELT
- GREENBELT - URBAN RIVER VALLEY
- NATURAL HERITAGE SYSTEM
- PARKS OPEN SPACE & CEMETERIES
- WATERFRONT OPEN SPACE
- NODES AND CORRIDORS
- EMPLOYMENT AREAS
- MAJOR COMMERCIAL AREAS
- RESIDENTIAL AREAS
- MAIN STREET AREA
- EMPLOYMENT MIXED USE CORRIDOR
- REGIONAL TRANSIT NODE
- PROPOSED REGIONAL TRANSIT NODE
- PROPOSED AND EXISTING LOCAL TRANSIT STUDIOS²
- MAJOR TRANSPORTATION CORRIDOR³
- PROPOSED MAJOR TRANSPORTATION CORRIDOR
- REGIONAL TRANSIT PRIORITY CORRIDOR
- MOBILITY LINK
- MAJOR ACTIVE TRANSPORTATION CONNECTIONS
- SCENIC CORRIDOR
- UTILITY CORRIDOR
- MAJOR TRANSIT STATION
- HERITAGE CONSERVATION DISTRICTS/⁴ CULTURAL HERITAGE LANDSCAPES


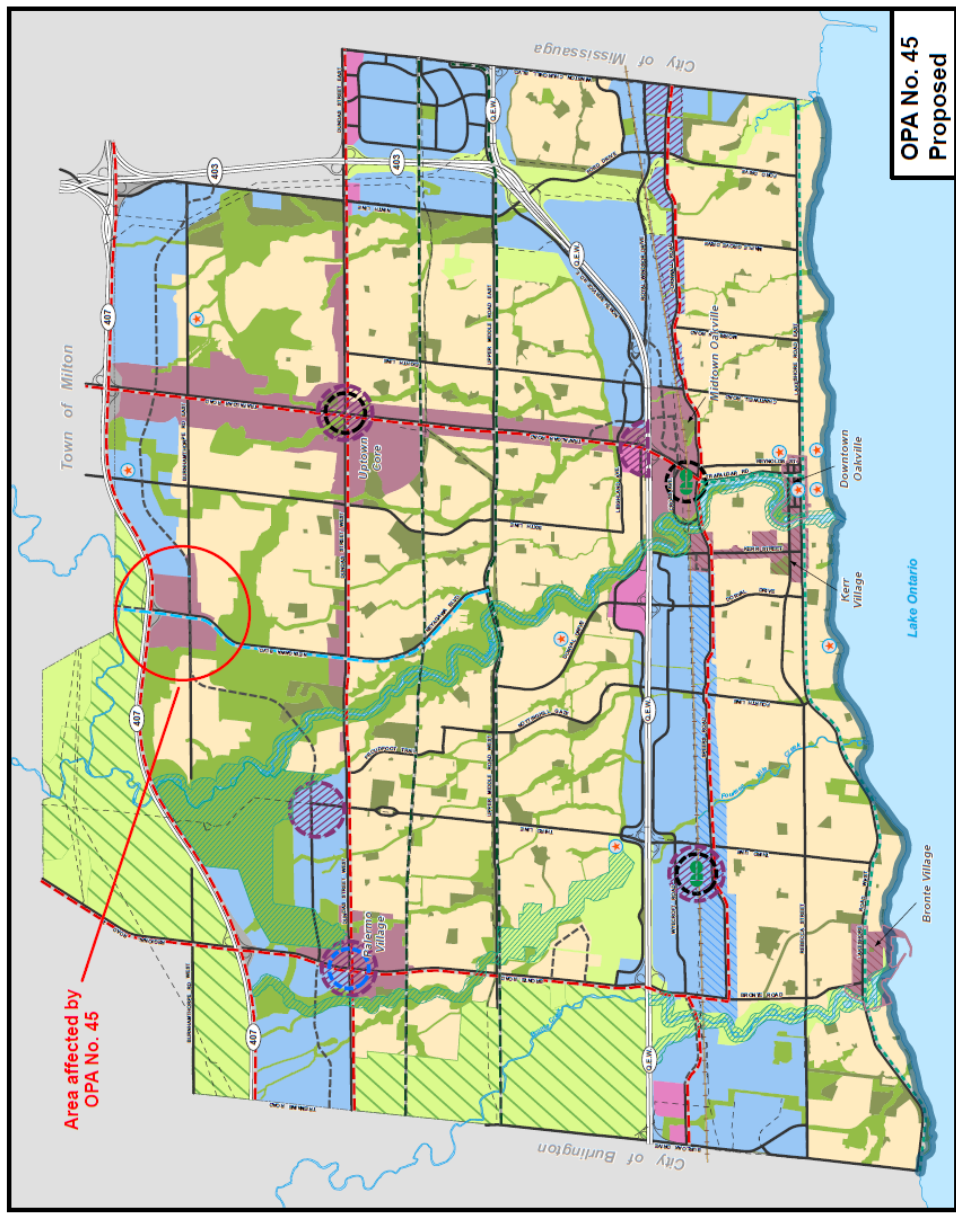
NOTE 1: The Schedule does not represent land use designations.

NOTE 2: In addition, the south side of Dundas is recognized as a major transportation corridor. The City is currently in the study to more precisely delineate the extent of such areas.

NOTE 3: Transportation corridors, with the exception of Provincial Highways, permit all transportation modes including transit.

NOTE 4: Heritage Conservation Districts and cultural heritage landscapes are elements of the urban structure. As such, they are not subject to the Urban Structure Act. However, they are subject to the Ontario Heritage Act. They shall be added to Schedule A1, Urban Structure.

1:50,000
August 31, 2021

PROVINCIAL PLANNING STATEMENT, 2024

Approved by the Lieutenant Governor in Council, Order in Council No. 1099/2024

The Provincial Planning Statement was issued under section 3 of the *Planning Act* and came into effect October 20, 2024. It replaces the Provincial Policy Statement that came into effect on May 1, 2020.

Chapter 1: Introduction

Vision

Ontario is a vast, fast-growing province that is home to many urban, rural and northern communities distinguished by different populations, economic activity, pace of growth, and physical and natural conditions. More than anything, a prosperous Ontario will see the building of more homes for all Ontarians. This is why the province has set a goal of getting at least 1.5 million homes built by 2031.

Ontario will increase the supply and mix of *housing options*, addressing the full range of housing affordability needs. Every community will build homes that respond to changing market needs and local demand. Providing a sufficient supply with the necessary mix of *housing options* will support a diverse and growing population and workforce, now and for many years to come.

A prosperous and successful Ontario will also support a strong and competitive economy that is investment-ready and recognized for its influence, innovation and diversity. Ontario's economy will continue to mature into a centre of industry and commerce of global significance. Central to this success will be the people who live and work in this province.

Ontario's land use planning framework, and the decisions that are made, shape how our communities grow and prosper. Prioritizing compact and *transit-supportive* design, where locally appropriate, and optimizing investments in *infrastructure* and *public service facilities* will support convenient access to housing, quality employment, services and recreation for all Ontarians. Cultural heritage and archaeology in Ontario will provide people with a sense of place. And while many Ontarians still face a complex range of challenges, municipalities will work with the Province to support the long term prosperity and well-being of residents through the design of communities responsive to the needs of all Ontarians.

Ontario's vibrant agricultural sector and sensitive areas will continue to form part of the province's economic prosperity and overall identity. Growth and development will be prioritized within urban and rural settlements that will, in turn, support and protect the long-term viability of *rural areas*, local food production, and the *agri-food network*. In addition, resources, including natural areas, water, aggregates and agricultural lands will be protected. Potential risks to public health or safety or of property damage from natural hazards and human-made hazards, including the risks associated with the impacts of climate change will be mitigated.

Ontario will continue to recognize the unique role Indigenous communities have in land use planning and development, and the contribution of Indigenous communities' perspectives and traditional knowledge to land use planning decisions. Meaningful early engagement and constructive, cooperative relationship-building between planning authorities and Indigenous communities will facilitate knowledge-sharing and inform decision-making in land use planning.

Above all, Ontario will continue to be a great place to live, work and visit where all Ontarians enjoy a high standard of living and an exceptional quality of life.

Chapter 2: Building Homes, Sustaining Strong and Competitive Communities

2.1 Planning for People and Homes

1. As informed by provincial guidance, planning authorities shall base population and employment growth forecasts on Ontario Population Projections published by the Ministry of Finance and may modify, as appropriate.
2. Notwithstanding policy 2.1.1, municipalities may continue to forecast growth using population and employment forecasts previously issued by the Province for the purposes of land use planning.

3. At the time of creating a new official plan and each official plan update, 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 at least 20 years, but not more than 30 years, informed by provincial guidance. Planning for *infrastructure, public service facilities, strategic growth areas* and *employment areas* may extend beyond this time horizon.

Where the Minister of Municipal Affairs and Housing has made a zoning order, the resulting development potential shall be in addition to projected needs over the planning horizon established in the official plan. At the time of the municipality's next official plan update, this additional growth shall be incorporated into the official plan and related infrastructure plans.

4. To provide for an appropriate range and mix of *housing options* 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 15 years through 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, including units in draft approved or registered plans.
5. Where planning is conducted by an upper-tier municipality, the land and unit supply maintained by the lower-tier municipality identified in policy 2.1.4 shall be based on and reflect the allocation of population and units by the upper-tier municipality.
6. Planning authorities should support the achievement of *complete communities* by:
 - a) accommodating an appropriate range and mix of land uses, *housing options*, transportation options with *multimodal* access, employment, *public service facilities* and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;
 - b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and
 - c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

2.4 Strategic Growth Areas

2.4.1 General Policies for Strategic Growth Areas

1. Planning authorities are encouraged to identify and focus growth and development in *strategic growth areas*.

2. To support the achievement of *complete communities*, a range and mix of *housing options*, *intensification* and more mixed-use development, *strategic growth areas* should be planned:
 - a) to accommodate significant population and employment growth;
 - b) as focal areas for education, commercial, recreational, and cultural uses;
 - c) to accommodate and support the transit network and provide connection points for inter- and intra-regional transit; and
 - d) to support *affordable*, accessible, and equitable housing.
3. Planning authorities should:
 - a) prioritize planning and investment for *infrastructure* and *public service facilities* in *strategic growth areas*;
 - b) identify the appropriate type and scale of development in *strategic growth areas* and the transition of built form to adjacent areas;
 - c) permit *development* and *intensification* in *strategic growth areas* to support the achievement of *complete communities* and a *compact built form*;
 - d) consider a student housing strategy when planning for *strategic growth areas*; and
 - e) support *redevelopment* of commercially-designated retail lands (e.g., underutilized shopping malls and plazas), to support mixed-use residential.

2.4.3 Frequent Transit Corridors

1. Planning authorities shall plan for *intensification* on lands that are adjacent to existing and planned *frequent transit* corridors, where appropriate.

2.8 Employment

2.8.1 Supporting a Modern Economy

1. Planning authorities shall promote economic development and competitiveness by:
 - a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
 - b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
 - c) identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;
 - d) encouraging *intensification* of employment uses and compatible, compact, mixed-use development to support the achievement of *complete communities*; and
 - e) addressing land use compatibility adjacent to *employment areas* by providing an appropriate transition to *sensitive land uses*.

2. Industrial, manufacturing and small-scale warehousing uses that could be located adjacent to *sensitive land uses* without *adverse effects* are encouraged in *strategic growth areas* and other mixed-use areas where *frequent transit* service is available, outside of *employment areas*.
3. In addition to policy 3.5, on lands within 300 metres of *employment areas*, *development* shall avoid, or where avoidance is not possible, minimize and mitigate potential impacts on the long-term economic viability of employment uses within existing or planned *employment areas*, in accordance with provincial guidelines.
4. Major office and major institutional development should be directed to *major transit station areas* or other *strategic growth areas* where *frequent transit* service is available.

2.8.2 Employment Areas

1. Planning authorities shall plan for, protect and preserve *employment areas* for current and future uses, and ensure that the necessary *infrastructure* is provided to support current and projected needs.
2. Planning authorities shall protect *employment areas* that are located in proximity to *major goods movement facilities and corridors*, including facilities and corridors identified in provincial transportation plans, for the *employment area* uses that require those locations.
3. Planning authorities shall designate, protect and plan for all *employment areas* in *settlement areas* by:
 - a) planning for *employment area* uses over the long-term that require those locations including manufacturing, research and development in connection with manufacturing, warehousing and goods movement, and associated retail and office uses and ancillary facilities;
 - b) prohibiting residential uses, commercial uses, *public service facilities* and other institutional uses;
 - c) prohibiting retail and office uses that are not associated with the primary employment use;
 - d) prohibiting other *sensitive land uses* that are not ancillary to uses permitted in the *employment area*; and
 - e) including an appropriate transition to adjacent non-*employment areas* to ensure land use compatibility and economic viability.
4. Planning authorities shall assess and update *employment areas* identified in official plans to ensure that this designation is appropriate to the planned function of *employment areas*. In planning for *employment areas*, planning authorities shall maintain land use compatibility between *sensitive land uses* and *employment areas* in accordance with policy 3.5 to maintain the long-term operational and economic viability of the planned uses and function of these areas.

5. Planning authorities may remove lands from *employment areas* only where it has been demonstrated that:
 - a) there is an identified need for the removal and the land is not required for *employment area* uses over the long term;
 - b) the proposed uses would not negatively impact the overall viability of the *employment area* by:
 1. avoiding, or where avoidance is not possible, minimizing and mitigating potential impacts to existing or planned *employment area* uses in accordance with policy 3.5;
 2. maintaining access to *major goods movement facilities and corridors*;
 - c) existing or planned *infrastructure* and *public service facilities* are available to accommodate the proposed uses; and
 - d) the municipality has sufficient employment lands to accommodate projected employment growth to the horizon of the approved official plan.

2.9 Energy Conservation, Air Quality and Climate Change

1. Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the *impacts of a changing climate* through approaches that:
 - a) support the achievement of compact, *transit-supportive*, and *complete communities*;
 - b) incorporate climate change considerations in planning for and the development of *infrastructure*, including stormwater management systems, and *public service facilities*;
 - c) support energy conservation and efficiency;
 - d) promote *green infrastructure*, *low impact development*, and *active transportation*, protect the environment and improve air quality; and
 - e) take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the *impacts of a changing climate*.

3.2 Transportation Systems

1. *Transportation systems* should be provided which are safe, energy efficient, facilitate the movement of people and goods, are appropriate to address projected needs, and support the use of zero- and low- emission vehicles.
2. Efficient use should be made of existing and planned *infrastructure*, including through the use of *transportation demand management* strategies, where feasible.
3. As part of a *multimodal transportation system*, connectivity within and among *transportation systems* and modes should be planned for, maintained and, where possible, improved, including connections which cross jurisdictional boundaries.

3.3 Transportation and Infrastructure Corridors

1. Planning authorities shall plan for and protect corridors and rights-of-way for *infrastructure*, including transportation, transit, and electricity generation facilities and transmission systems to meet current and projected needs.
2. *Major goods movement facilities and corridors* shall be protected for the long term.
3. Planning authorities shall not permit *development in planned corridors* that could preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified.

New *development* proposed on *adjacent lands* to existing or *planned corridors* and transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, or where avoidance is not possible, minimize and mitigate *negative impacts* on and *adverse effects* from the corridor and transportation facilities.

4. The preservation and reuse of abandoned corridors for purposes that maintain the corridor's integrity and continuous linear characteristics should be encouraged, wherever feasible.
5. The co-location of linear *infrastructure* should be promoted, where appropriate.

3.5 Land Use Compatibility

1. *Major facilities* and *sensitive land uses* shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential *adverse effects* from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of *major facilities* in accordance with provincial guidelines, standards and procedures.
2. Where avoidance is not possible in accordance with policy 3.5.1, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other *major facilities* that are vulnerable to encroachment by ensuring that the planning and *development* of proposed adjacent *sensitive land uses* is only permitted if potential *adverse effects* to the proposed *sensitive land use* are minimized and mitigated, and potential impacts to industrial, manufacturing or other *major facilities* are minimized and mitigated in accordance with provincial guidelines, standards and procedures.

3.9 Public Spaces, Recreation, Parks, Trails and Open Space

1. Healthy, active, and inclusive communities should be promoted by:
 - a) planning public streets, spaces and facilities to be safe, meet the needs of persons of all ages and abilities, including pedestrians, foster social interaction and facilitate *active transportation* and community connectivity;
 - b) planning and providing for the needs of persons of all ages and abilities in the distribution of a full range 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;
 - c) providing opportunities for public access to shorelines; and
 - d) recognizing provincial parks, conservation reserves, and other protected areas, and minimizing negative impacts on these areas.

8: Definitions

Active transportation: means human-powered travel, including but not limited to, walking, cycling, inline skating and travel with the use of mobility aids, including motorized wheelchairs and other power-assisted devices moving at a comparable speed.

Compact built form: means a land use pattern that encourages the efficient use of land, walkable neighbourhoods, mixed land uses (residential, retail, workplace, and institutional) all within one neighbourhood, proximity to transit and reduced need for *infrastructure*. *Compact built form* can include detached and semi-detached houses on small lots as well as townhouses, duplexes, triplexes and walk-up apartments, multi-storey commercial developments, and apartments or offices above retail. Walkable neighbourhoods can be characterized by roads laid out in a well-connected network, destinations that are easily accessible by transit and *active transportation*, sidewalks with minimal interruptions for vehicle access, and a pedestrian-friendly environment along roads.

Complete communities: means places such as mixed-use neighbourhoods or other areas within cities, towns, and *settlement areas* that offer and support opportunities for equitable access to many necessities for daily living for people of all ages and abilities, including an appropriate mix of jobs, a full range of housing, transportation options, *public service facilities*, local stores and services. *Complete communities* are inclusive and may take different shapes and forms appropriate to their contexts to meet the diverse needs of their populations.

Employment area: means those areas designated in an official plan for clusters of business and economic activities including manufacturing, research and development in connection with manufacturing, warehousing, goods movement, associated retail and office, and ancillary facilities. An *employment area* also includes areas of land described by subsection 1(1.1) of the *Planning Act*. Uses that are excluded from *employment areas* are institutional and commercial, including retail and office not associated with the primary employment use listed above.

Impacts of a changing climate: means the present and future consequences from changes in weather patterns at local and regional levels including extreme weather events and increased climate variability.

Designated growth areas: means lands within *settlement areas* designated for growth or lands added to *settlement areas* that have not yet been fully developed. *Designated growth areas* include lands which are *designated and available* for residential growth in accordance with policy 2.1.4.a), as well as lands required for employment and other uses.

Higher order transit: means transit that generally operates in partially or completely dedicated rights-of-way, outside of mixed traffic, and therefore can achieve levels of speed and reliability greater than mixed-traffic transit. *Higher order transit* can include heavy rail (such as subways, elevated or surface rail, and commuter rail), light rail, and buses in dedicated rights-of-way.

Low impact development: means an approach to stormwater management that seeks to manage rain and other precipitation as close as possible to where it falls to mitigate the impacts of increased runoff and stormwater pollution. It typically includes a set of site design strategies and distributed, small-scale structural practices to mimic the natural hydrology to the greatest extent possible through infiltration, evapotranspiration, harvesting, filtration, and detention of stormwater. *Low impact development* can include, for example: bio-swales, vegetated areas at the edge of paved surfaces, permeable pavement, rain gardens, green roofs, and exfiltration systems.

Intensification: means the development of a property, site or area at a higher density than currently exists through:

- a) *redevelopment*, including the reuse of *brownfield sites* and underutilized shopping malls and plazas;
- b) the development of vacant and/or underutilized lots within previously developed areas;

Sensitive land uses: means buildings, amenity areas, or outdoor spaces where routine or normal activities occurring at reasonably expected times would experience one or more *adverse effects* from contaminant discharges generated by a nearby *major facility*. *Sensitive land uses* may be a part of the natural or built environment. Examples may include, but are not limited to: residences, day care centres, and educational and health facilities.

Transit-supportive: in regard to land use patterns, means development that makes transit viable, optimizes investments in transit infrastructure, and improves the quality of the experience of using transit. It often refers to compact, mixed-use development that has a high level of employment and residential densities, including air rights development, in proximity to transit stations, corridors and associated elements within the *transportation system*.

Approaches may be recommended in guidelines developed by the Province or based on municipal approaches that achieve the same objectives.

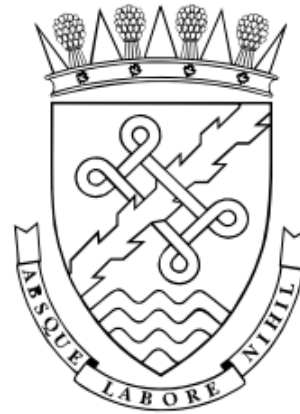
Major facilities: means facilities which may require separation from *sensitive land uses*, including but not limited to airports, manufacturing uses, transportation *infrastructure* and corridors, *rail facilities*, *marine facilities*, sewage treatment facilities, *waste management systems*, oil and gas pipelines, industries, energy generation facilities and transmission systems, and resource extraction activities.

Strategic growth areas: means within *settlement areas*, nodes, corridors, and other areas that have been identified by municipalities to be the focus for accommodating *intensification* and higher-density mixed uses in a more *compact built form*.

Strategic growth areas include *major transit station areas*, existing and emerging downtowns, lands in close proximity to publicly-assisted post-secondary institutions and other areas where growth or development will be focused, that may include infill, *redevelopment* (e.g., underutilized shopping malls and plazas), *brownfield sites*, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned *frequent transit service* or *higher order transit corridors* may also be identified as *strategic growth areas*.

Transportation demand management: means a set of strategies that result in more efficient use of the *transportation system* by influencing travel behaviour by mode, time of day, frequency, trip length, regulation, route, or cost.

APPENDIX C: Regional Official Plan Extracts



THE REGIONAL PLAN

Official Plan for the Halton Planning Area
Regional Municipality of Halton

Office Consolidation
May 16, 2024

Urban Area and the Regional Urban Structure

72. The *goal* of the Urban Area and the Regional Urban Structure is to manage growth in a manner that fosters *complete communities*, enhances mobility across *Halton*, addresses climate change, and improves housing affordability, sustainability and economic prosperity.

72.1 The *objectives* of the Urban Area are:

- (1) To accommodate growth in accordance with the *Region's* desire to improve and maintain regional unity, retain local community identity, create healthy communities, promote economic prosperity, maintain a high quality, sustainable *natural environment*, and preserve certain landscapes permanently.
- (2) To support a form of growth that is compact and supportive of transit usage and non-motorized modes of travel, reduces the dependence on the automobile, makes efficient use of space and services, promotes live-work relationships and fosters a strong and competitive economy.

- (3) To provide a range of identifiable, inter-connected and *complete communities* of various sizes, types and characters, which afford maximum choices for residence, work and leisure.
- (4) To ensure that growth takes place commensurately both within and outside the *Built Boundary*.
- (5) To establish a rate and phasing of growth that ensures the logical and orderly progression of development, supports sustainable and cost-effective growth, encourages *complete communities*, and is consistent with the *policies* of this Plan.
- (6) To identify a Regional Urban Structure that directs growth to *Strategic Growth Areas* and protects *Regional Employment Areas*.
- (7) To plan and invest for a balance of jobs and housing in communities across the *Region* to reduce the need for long distance commuting and to increase the modal share for transit and *active transportation*.
- (8) To promote the adaptive re-use of *brownfield* and *greyfield sites*.
- (9) To facilitate and promote *intensification* and increased densities.
- (10) To provide for an appropriate range and balance of employment uses including industrial, office and retail and institutional uses to meet long-term needs.
- (10.1) To direct where employment uses should be located and to protect areas designated for such uses.
- (11) To provide opportunities for post-secondary education facilities to locate within *Halton*.

77. It is the *policy* of the *Region* to:

- (1) Prepare, in consultation with the Local Municipalities, and adopt population, employment and Regional phasing forecasts in accordance with the distribution of population and employment contained in Table 1. Such forecasts shall:
 - a) be updated regularly but no less frequently than every five years;
 - b) be detailed for each Local Municipality;
 - c) show the annual population and employment increases between the current year and year 2051;
 - d) contain estimates of the annual number of new housing units by density type, consistent with the housing targets under Sections 86(6) and 86(6.1);
 - e) contain assignment of population, employment and housing units under Sections 77(1)c) and 77(1)d) to the *Built-Up Area*, *Designated Greenfield Area*, *Employment Areas*, and outside the Urban Area, consistent with Table 2; and

- f) contain estimates of *Affordable Housing* units to be achieved annually, consistent with the housing targets under Sections 86(6) and 86(6.1).
- (2) Require Local Official Plans to delineate the Regional Urban Boundary.
- (2.1) Direct, through Table 2 and Table 2a, to the *Built-Up Area* a minimum of 45 per cent of new residential *development* occurring annually within *Halton* in between 2022 and 2051.
- (2.3) Through amendment to this Plan, implement, without impacting the Region's commitments related to the financial and implementation plan under Section 77(17), a strategy to redress any significant deficits under Section 77(2.2)c) that may include one or more of the following measures:
 - a) updating the assignment of housing units to the *Built-Up Area* under Section 77(1) e) for the period between the current year and 2051 while maintaining the *intensification* targets of Table 2;
 - b) limiting the annual number of new housing units occurring in the *Designated Greenfield Area* based on forecasts under Section 77(1)e);
 - c) requiring, once the limit under Section 77(2.3)b) is reached in any year, Local Municipalities to consider only approval of joint applications for *development* from both the *Built-Up Area* and the *Designated Greenfield Area* that deliver a minimum of 45 per cent of new units in the *Built-Up Area*; and/or
 - d) in consultation with the Local Municipalities and the *development* industry, investigating incentives to promote *intensification* and seek Provincial assistance, financial or otherwise, to support such incentives.
- (2.4) Require development occurring in Designated Greenfield Areas to:
 - a) contribute towards achieving the *development density* target of Table 2 and the Regional phasing of Table 2a;
 - b) contribute to creating healthy communities;
 - c) create street configurations, densities, and an urban form that support walking, cycling and the early integration and sustained viability of transit services;
 - d) provide a diverse mix of land uses, including residential and employment uses to support vibrant neighbourhoods; and
 - e) create high quality parks and open spaces with site design standards and urban design guidelines that support opportunities for transit and *active transportation*.

- (3) Require the Local Municipalities and encourage *public agencies* in Halton to adopt and use the population and employment forecasts established under Section 77(1), as well as the population and employment distribution contained in Table 1, the targets contained in Table 2, 2a, and 2b as the basis for their plans and provision of services.
 - (4) Require the Local Municipalities to demonstrate with sufficient details, through their respective Official Plans and amendments thereof, how the distribution of population and employment in Table 1, the targets in Table 2 and 2b, and the Regional phasing in Table 2a can be achieved and maintained at all times.
 - (5) Require the Local Municipalities to prepare *Area-Specific Plans* or policies for major growth areas, including the *development* or redevelopment of communities. The area may contain solely employment lands without residential uses or solely a *Strategic Growth Area*. Such plans or policies shall be incorporated by amendment into the Local Official Plan and shall demonstrate how the *goals* and *objectives* of this Plan are being attained and shall include, among other things:
 - a) a general statement of the intended character of the area or community,
 - b) boundaries of the area or community,
 - c) policies for the protection of the Regional Natural Heritage System and for the protection of public health and safety within *hazard lands*,
 - d) capacity targets of population, housing units and employment, including targets for *Affordable Housing*,
 - e) land use patterns that promote mixed-use, compact, transit-supportive, walkable communities, including the locations of local facilities for social, cultural, recreational, educational and religious purposes,
 - f) location, types and density of residential and employment lands that contribute to creating healthy communities through:
 - [i] urban design,
 - [ii] diversity of land uses,
 - [iii] appropriate mix and densities of housing,
 - [iv] provision of local parks and open space,
 - [v] strengthening live-work relationship through a proper balance of residential and employment land uses, and
 - [vi] promoting *active transportation* and public transit use.
- f.1) consideration for land use compatibility in accordance with Regional and Ministry of the Environment guidelines,

- g) overall *development density* for the area or community and, if it is located within the *Designated Greenfield Area*, how this density will contribute towards achieving the minimum overall *development density* for *Designated Greenfield Areas* in the Local Municipality as set out in Table 2 and the Regional phasing as set out in Table 2a,
- h) a transportation network that promotes public transit and *active transportation*, including a strategy for early introduction of transit services,
- i) *development* phasing,
- j) storm water management or, if the scale of *development* justifies, a Sub-watershed Study as per Section 145(9),
- k) Environmental Impact Assessments, if any part of the Regional Natural Heritage System is affected in an area not covered by a Sub-watershed Study,
- l) an Air Quality Impact Assessment based on guidelines under Section 143(2.1),
- m) water and wastewater servicing plans,
- n) provision of *utilities*,
- o) a fiscal impact analysis,
- p) a community *infrastructure* plan, based on Regional guidelines, describing where, how and when public services for health, education, recreation, socio-cultural activities, safety and security and *Affordable Housing* will be provided to serve the community, and
- q) an Agricultural Impact Assessment on potential impact of urban *development* on existing *agricultural operations*, including the requirement for compliance with the *Minimum Distance Separation formulae* where an *agricultural operation* is outside the Urban Area.

TABLE 2B STRATEGIC GROWTH AREA TARGETS

Strategic Growth Area Type	Strategic Growth Area	Minimum Density Target * (Residents and Jobs Combined Per Hectare)	General Target Proportion of Residents & Jobs **	
			Residents	Jobs
<i>UGC / MTSAs on a Priority Transit Corridor</i>	Midtown Oakville / Oakville GO ***	200	~65%	~35%
	Downtown Burlington / Burlington GO ***	200	~65%	~35%
<i>UGCs / MTSAs on a Commuter Rail Corridor</i>	Downtown Milton / Milton GO ***	200	~80%	~20%
<i>MTSAs on a Priority Transit Corridor</i>	Bronte GO ***	150	~40%	~60%
	Appleby GO ***	120	~40%	~60%
<i>MTSAs on a Commuter Rail Corridor</i>	Aldershot GO ***	150	~80%	~20%
	Milton-Trafalgar GO ***	150	TBD****	TBD****
	Georgetown GO ****	TBD	TBD	TBD
	Acton GO ****	TBD	TBD	TBD
<i>Primary Regional Nodes</i>	Uptown Core, Oakville	160	~85%	~15%
	Trafalgar Urban Core, Oakville	160	~85%	~15%
	Hospital District, Oakville	160	~40%	~60%
	Palermo Village, Oakville	160	~85%	~15%
	Neyagawa Urban Core, Oakville	160	~85%	~15%
	Dundas Urban Core, Oakville	160	~85%	~15%
	Milton Education Village Innovation District	130	~55%	~45%

* For *Urban Growth Centres*, planned to be achieved by 2031; for *Major Transit Station Areas* and *Regional Nodes*, planned to be achieved beyond the 2051 planning horizon of this Plan.

** To be planned for and achieved across the entire Strategic Growth Area over the long-term and in accordance with Section 55.3 of this Plan

*** Protected Major Transit Station Area

**** Targets to be determined through the *municipal comprehensive review*.

82.1 *Regional Nodes* are shown on Map 1H as follows:

- (1) Primary *Regional Nodes* are delineated on Map 1H and Map 6 and are planned to accommodate growth and contain a concentration of *public service facilities* or transit-supportive high-density mixed uses, or which perform a regional transit network function at a scale appropriate for their context:
 - a) Uptown Core, Oakville;
 - b) Trafalgar Urban Core, Oakville
 - c) Hospital District, Oakville;
 - d) Palermo Village, Oakville;
 - e) Neyagawa Urban Core, Oakville;
 - f) Dundas Urban Core, Oakville; and
 - g) Milton Education Village Innovation District, Milton.
- (2) Secondary *Regional Nodes* are identified by symbol on Map 1H and are historic downtown areas or villages, and/or are intended to be a focus for growth through mixed use intensification at a scale appropriate for their context:
 - a) Uptown Urban Centre, Burlington;
 - b) Kerr Village, Oakville;
 - c) Bronte Village, Oakville;
 - d) Downtown Oakville;
 - e) Downtown Urban Centre, Burlington;
 - f) Downtown Georgetown, Halton Hills; and
 - g) Guelph Street Corridor, Halton Hills.

82.2 It is the *policy* of the *Region* to:

- (1) Direct *development* with higher densities and mixed uses to *Regional Nodes* in accordance with the hierarchy identified in Section 79.2, and based on the level of existing and planned transit service.
- (2) Require the Local Municipalities to delineate the boundaries of Primary *Regional Nodes* in accordance with Map 1H and Map 6 and encourage the Local Municipalities to delineate the boundaries of Secondary *Regional Nodes*.
- (3) For Primary *Regional Nodes*, require the Local Municipalities to plan to achieve the applicable minimum density target and the general target proportion of residents and jobs in accordance with Section 55.3 and Table 2b of this Plan.
- (4) Require the Local Municipalities to prepare detailed official plan *policies* or an *Area-Specific Plan* for *Regional Nodes*, in accordance with Sections 48 and 77(5) of this Plan.

North Oakville East Secondary Plan

March 2023 Consolidation

7.1 INTRODUCTION

7.1.1 PURPOSE

The purpose of the North Oakville East Secondary Plan is to establish a detailed planning framework for the future urban development of the North Oakville East Planning Area (also referred to in this Secondary Plan as the Plan Area, and as North Oakville East). The Planning Area is comprised of the Glenorchy and Joshua's Meadows residential communities / employment districts and approximately 53 hectares of the Sixteen Hollow residential community/employment district located as identified on Figure G, Community Organization to the Official Plan.

7.1.2 LOCATION

The lands which are subject to the policies of the North Oakville East Secondary Plan are shown on Map 1, Regional Setting, and Figure NOE1, Community Structure Plan, and are bounded by:

- a) North: Highway 407 and the Town boundary;
- b) East: Ninth Line (Regional Road 13);
- c) South: Dundas Street (Regional Road 5); and,
- d) West: The centre line of Sixteen Mile Creek, and the westerly limit of Lot 25, Concession 1, N.D.S.

7.1.3 SECONDARY PLAN STRUCTURE

The Secondary Plan includes the following maps:

- a) Map 1 Area Context
- b) Figure NOE1 Community Structure Plan
- c) Figure NOE2 Land Use Plan
- d) Figure NOE3 Natural Heritage Component of the Natural Heritage and Open Space System including Other Hydrological features.
- e) Figure NOE4 Transportation Plan

The text of the Plan is structured as follows:

- a) Section 7.2 Community Vision;
- b) Section 7.3 Community Structure;
- c) Section 7.4 Sustainable Development Strategy;
- d) Section 7.5 Community Design Strategy;
- e) Section 7.6 Land Use Strategy;
- f) Section 7.7 Community Services Strategy;
- g) Section 7.8 Development Review;
- h) Section 7.9 Growth Management Strategy; and,
- i) Section 7.10 Implementation and Interpretation.

7.3 COMMUNITY STRUCTURE

7.3.1 PURPOSE

Figure NOE1, the Community Structure Plan, establishes a range of components which define the general arrangement of land use and activity for the Planning Area.

Each component of the Community Structure Plan has its own function which is described in the following sections, together with the ultimate population, housing and employment targets.

7.3.2 URBAN CORE

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

7.3.4 EMPLOYMENT DISTRICTS

Employment Districts refer to land designed to accommodate development of predominantly employment generating uses including a wide range of industrial and office development. Limited retail and service commercial uses designed to serve the businesses and employees will also be permitted within the Employment Districts.

7.5 COMMUNITY DESIGN STRATEGY

7.5.7 PARKING AREAS

7.5.7.1 Off-Street Parking

Off-street parking areas shall be designed to reduce their visual impact on both the adjoining streetscape and on people using the facility by:

- a) Screening of the parking lot at the street and adjacent to residential development through the use of features such as low fences, walls and landscaping and in a manner which reflects the safe community design policies of Section 7.5.10;

- b) Locating the parking lot, within commercial or mixed use developments, to the side or rear of the main building and permitting no or only minimal parking in front of the main building. However, in sub-area 2 of the Trafalgar Urban Core, within the Dundas Urban Core Area at Neyagawa and within the Neyagawa Urban Core, where large retail stores are proposed, design alternatives designed to contribute to the creation of a vibrant and active streetscape, may include, among other possible alternatives, locating large retail stores in the interior or at the rear of commercial or mixed use development blocks with smaller stores and building oriented to surrounding Arterial, Avenue or Connector Roads to create a strong street presence. Alternatively, the frontage of the large retail store facing the Arterial, Avenue or Connector Road should be lined with smaller stores or multiple building entrances. Parking areas will be integrated with development associated with large retail stores, in a manner designed to contribute to the objective of a vibrant and active streetscape.
- c) The use of landscaping or decorative paving to reduce the visual expanse of large parking areas;
- d) Joint access to parking lots on adjoining properties where feasible; and,
- e) Provision of pedestrian walkways adjacent to stores, between building clusters, and to provide pedestrian access to transit stops, public sidewalks and other developments. These walkways may need to cross parking lots to provide the required access.

7.5.13 URBAN CORE AREAS – INTERIM USES & PHASED DEVELOPMENT

Urban Core Areas, particularly the Trafalgar Urban Core Area, are intended to ultimately provide for a primarily mixed use development which is the densest in North Oakville. In order to ensure that the ultimate development form is not constrained by interim land uses and the development of initial phases, the following planning and design principles will form the basis for development:

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

alternatives, locating these stores in the interior of commercial or mixed use development blocks with smaller stores and buildings oriented to surrounding Arterial, Avenue or Connector Roads to create a strong street presence. Alternatively, the frontage of the large retail store facing the Arterial, Avenue or Connector Road could be lined with smaller stores or multiple entrances.

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

7.5.16 NEYAGAWA URBAN CORE

The Neyagawa Urban Core is intended to provide a mixed use area to accommodate a range of commercial, residential and institutional uses as a focal point for the western portion of the Planning Area. Development will be at lower densities than those found in the Trafalgar Urban Core, however,

- a) Where retail and service commercial development is permitted it will be encouraged to be oriented to the street creating a pleasant, pedestrian shopping environment. These retail and service commercial uses may be in stand alone stores or in the ground floors of mixed use buildings. In areas of commercial development:
 - i) the principal public entrance should provide direct access onto the public sidewalk;
 - ii) the primary windows and signage should face the street;
 - iii) buildings facing the street should be encouraged to have awnings, canopies, arcades or front porches to provide weather protection;
 - iv) no parking, driveways, lanes or aisles should be permitted between the buildings and public sidewalks;
 - v) buildings should have a consistent setback and parking lots abutting the street should be limited and designed in accordance with the provisions of Section 7.5.7.1;
 - vi) the location and design of any large retail stores shall consider the design alternatives set out in Section 7.5.13 b); and,

- vi) the location and design of any large retail stores shall consider the design alternatives set out in Section 7.5.13 b); and,
- vii) any commercial nodes including large retail stores should be integrated into the pattern of streets and blocks of which they are a part. The pattern of blocks and the physical design of the buildings in relation to the street should encourage pedestrian circulation to, from and within this commercial area. Streets, sidewalks and the orientation of buildings shall be designed to create comfortable, enjoyable pedestrian movement in a vibrant public realm.

- b) Minimum and maximum setbacks, densities and other standards will be implemented through the zoning by-law to ensure that development achieves the standards required as a basis for the creation of this core area.

7.5.17 EMPLOYMENT DISTRICT

The Employment District will permit a full range of employment uses. In addition, limited retail and service commercial uses serving the employment area shall be clustered at the intersections with Arterial, Avenue and Connector roads. These sites and uses will be zoned in a separate zone in the implementing Zoning By-law.

The Urban Design and Open Space Guidelines and Zoning By-law will also apply standards designed to enhance the compatibility of permitted employment uses with residential and other sensitive development located within nearby Transitional, Residential or Institutional designations including prohibition of outdoor storage adjacent to such uses.

The Urban Design and Open Space Guidelines will also apply standards to create enhanced design at entrances to the Town including at highway interchanges, major connector roads and along highway frontages including the restrictions on outdoor storage adjacent to highway and interchange frontages.

7.5.18 EXISTING DEVELOPMENT

Where new development is proposed abutting existing residential development, it shall be designed to be generally compatible with or to appropriately buffer that existing development, while maintaining options for the redevelopment of the existing residential uses.

7.6 LAND USE STRATEGY

7.6.6 NEYAGAWA URBAN CORE AREA

7.6.6.1 Purpose

The Neyagawa Urban Core Area designation on Figure NOE2 is intended to allow the creation of a secondary core area at the intersection of Neyagawa and a new east-west Major Arterial/Transit Corridor. The intent of this Core Area is to permit the provision of

convenience commercial, institutional and employment uses to serve adjacent neighbourhoods, as well as related residential development.

7.6.6.2 Permitted Uses, Buildings and Structures

- a) The permitted uses shall be the full range of office, commercial including retail and service commercial, accommodation, health and medical, institutional and medium and high density residential uses.
- b) Permitted uses shall be primarily located in medium and high density residential, office and institutional buildings. Both mixed use and single use buildings shall be permitted and this may include single use retail and service commercial buildings in accordance with the provisions in Section 7.6.6.3 c).
- c) The total retail commercial development in this designation shall not exceed a total of 31,000 sq. metres of gross leaseable floor area and may include supermarkets. Other commercial development such as financial institutions, service stations, restaurants and service commercial uses shall not be subject to this floor area limit. No single user or retail store shall exceed a maximum of 7,000 sq. metres of gross leaseable floor area.

7.6.6.3 Land Use Policies

- a) Development will be focused at the intersection of Neyagawa Blvd. and Burnhamthorpe Road and visually connected by establishing coherent streetscapes along adjacent sections of Neyagawa Blvd. and Burnhamthorpe Road through a number of design features and mechanisms, identified in the applicable urban design guidelines, including provisions for landscaping, signage, street furniture and other features of the public right of way, and guidelines for siting and massing of adjacent buildings. Development will also be physically connected by road, transit, pedestrian and bicycle linkages.
- b) A mix of uses shall be permitted at the following heights and densities:
 - Minimum density - FSI of 0.5 with the exception of service station sites and as set out in Subsection c);
 - Maximum density - FSI of 2;
 - Medium Density Residential Density – Notwithstanding the foregoing, where medium density residential uses are permitted such development shall have a minimum density of 25 units per net hectare and a maximum density of 75 units per net hectare;
 - Minimum height - 5 metres for a commercial building and generally 3 storeys for other development; and,
 - Maximum height - 8 storeys.
- c) Where the minimum standards are not proposed to be achieved with the initial

development proposals, the applicant shall be required to submit an intensification plan demonstrating how the ultimate density and other objectives for the site can be achieved. The intensification plan shall address:

- the provision of local roads and small blocks;
- the means to achieve a safe pedestrian and transit friendly streetscape with the initial uses;
- the siting and orientation of buildings within the block and to the street for the initial development and longer term intensification;
- the siting and orientation of parking for the initial development and changes to parking to accommodate the intensification process; and
- the ability to achieve both short term and longer term intensification, the former potentially through intensification around initial buildings or reserved sites and the latter through possible redevelopment of the initial buildings themselves.

Based on this information, the Town will consider a reduction in the minimum density on specific sites to the following minimum densities:

- 0.25 for retail and service commercial uses provided the interim development also complies with the design policies of Section 7.5.16 b) and the land use policies of this section; and
- 0.3 for all other uses.

7.7.4 PARKLAND HIERARCHY

7.7.4.5 Parkland Acquisition

- a) As a condition of development of land, the Town shall require the conveyance of land for parkland or other public recreational purposes based on the parkland conveyance provisions of the Planning Act, and specifically:
 - i) in the case of land proposed for development or redevelopment for commercial or industrial purposes, 2 percent of the land proposed for development or redevelopment or within a plan of subdivision as the case may be; and,
 - ii) 5 percent of the land in all other cases,

provided that in the case of land proposed for development or redevelopment for residential purposes the Town shall require that land instead be conveyed at a rate of one hectare for each 300 dwelling units proposed if the application of this alternative standard would result in the conveyance of a greater area of land (unless the Town has entered into an agreement providing otherwise).

- b) The Town may, at its discretion, request cash payment in lieu of land for park purposes to the value of the land otherwise required to be conveyed; such cash will be placed in a park fund to be expended in accordance with the provisions of the Planning Act. Cash-in-lieu shall be calculated and paid at the time of issuance of building permits. The Town may also exchange lands, or accept lots- in-lieu. The proceeds may be applied to the needs of a coordinated parkland system.
- c) To ensure the orderly and timely conveyance of parkland contemplated by this Plan, the Town shall enter into a Master Parkland Agreement with landowners who propose to develop their lands within the Plan. The Master Parkland Agreement will provide for conveyance to the Town of the parkland contemplated by this Plan, and will provide for the cooperation among the landowners within the Plan in compensating each other for over-dedications and under-dedications of parkland, without the Town having to assemble parkland using its right to collect cash in lieu of parkland. All landowners within the area of the Plan who would otherwise be required to convey parkland, or pay cash in lieu of such parkland, to the Town in the manner set out in Subsections a) and b) above, and the relevant provisions of the *Planning Act*, will generally be required to execute the Master Parkland Agreement as a condition of draft plan of subdivision approval, or as a condition of approval of any other application under the *Planning Act* respecting the proposed development or redevelopment of their lands. Those landowners who execute the Master Parkland Agreement and comply with its terms will not be required to convey land or pay cash in lieu of such land to the Town in the manner set out in Subsections a) and b) above.
- d) The Town shall not accept as part of the parkland conveyance referred to in Subsection a), lands required for drainage purposes, stormwater management facilities, connecting walkways, lands susceptible to flooding, (except as set out in Section 7.4.13), steep valley slopes, hazard lands, wetlands, associated buffer areas including top-of-bank and meander belt setbacks, lands designated Core or Linkage Preserve Area or High Constraint Stream Corridor Area or Medium Constraint Stream Corridor Area or other lands unsuitable for development.
- e) All parkland conveyed to the Town shall be conveyed in a physical condition satisfactory to the Town and in accordance with the policies, practices and guidelines of the Town.



REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: North Oakville East Commercial Study

LOCATION: North Oakville East Secondary Plan Area

WARD: Multiple Wards: 6 and 7

Page 1

RECOMMENDATION

1. That the “North Oakville East Commercial Study”, attached as Appendix A to report titled North Oakville East Commercial Study, dated November 12, 2024, be endorsed.
2. That staff be directed to implement the directions from the North Oakville East Commercial Study and report back with amendments to the Town’s Official Plan for approval, as appropriate.

KEY FACTS

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

- The North Oakville East Secondary Plan area is located north of Dundas Street, south of Highway 407, between Ninth Line and Sixteen Mile Creek.
- The North Oakville East Secondary Plan was approved by the Ontario Municipal Board (OMB) in January 2008. It predates the 2006 Growth Plan and was developed to have regard for the 1997 Provincial Policy Statement.
- The North Oakville East Secondary Plan (NOESP) envisions mixed-use, complete communities. The policies of the NOESP provided too much flexibility leading to primarily residential development without sufficient support for commercial opportunities. Factors like market conditions, the retail industry's

state, changing consumer preferences, and rising construction costs have further influenced the lack of commercial and retail development.

- Due to this commercial shortage, the North Oakville East Commercial Study (NOECS) was initiated to provide a comprehensive understanding of the area's commercial needs, particularly within the Urban Core Areas of the NOESP. The goal of the study is to provide directions to amend the North Oakville East Secondary Plan, regarding commercial areas through targeted amendments to provide opportunities for the right amount and scale of commercial development.

BACKGROUND

The North Oakville East Secondary Plan, approved by the Ontario Municipal Board in January 2008, was developed to have regard for the 1997 Provincial Policy Statement, and in consideration of the 2006 Growth Plan. The North Oakville East Secondary Plan relied on policies from the 1984 Town of Oakville Official Plan which is not part of the Livable Oakville Plan. The latter governs land use south of Dundas Street and north of Highway 407.

On November 1, 2016, a report titled "Employment and Commercial Review: Summary Report" recommended implementing policy definitions to ensure commercial uses are developed in North Oakville, specifically clarifying requirements for commercial development in certain areas like the Trafalgar Urban Core and Dundas Urban Core.

In November 2017, the Livable Oakville Council Sub-committee reviewed the "North Oakville Secondary Plans Review – Directions Report," focusing on short-term and long-term policy updates. Key areas included neighbourhood centre and urban core development in Part 1 and neighborhood commercial policies in Part 2.

On February 12 and June 11, 2018, public meetings were held to discuss and adopt Official Plan Amendment 321, which introduced changes like replacing "live/work" with "mixed-use," increasing building heights, and adding apartment permissions in certain areas. Halton Region approved the amendment with modifications in September 2018, and most policies took effect on October 12, 2018.

Parcel Economics Inc. (Parcel) and Gladki Planning Associates (GPA) were hired by the Town of Oakville in May 2023 to conduct the North Oakville East Commercial Study. The purpose of this study was to assess the current and future commercial needs of NOESP. Their role included providing research, analysis, and strategic insights from a market and economic perspective, while considering the Town's key objectives.

The North Oakville East Commercial Study focuses on the quantity, scale, location, and form of required commercial development. It provides direction to the North Oakville Secondary Plan Review, which is a component of the Town's on-going official plan review. Also, it identifies the vision for North Oakville East as a complete community. It also complements and builds on the existing and adopted policy framework and work completed as part of the town-wide Employment and Commercial Review which was completed in April 2018.

Also, the study comprises several background key components, including a review of the commercial market and existing land use policies, an analysis of local market dynamics and commercial space inventory, and stakeholder interviews. Data was collected through surveys on shopping behaviours and customer origins, followed by an assessment of commercial development trends and market demand. Based on these findings, the study provides both market-based and policy-based recommendations.

From a market-based perspective, the study analyzes the commercial market in North Oakville East, assessing current and future needs based on local, regional, and provincial policies. It projects a demand for up to 2.2 million square feet of retail and service space by 2051, with a significant shortfall due to limited existing development plans. Stakeholder interviews and market trends, such as the rise of e-commerce, informed recommendations for concentrating commercial spaces in key areas, rather than dispersing them across the community. It emphasizes a "quality over quantity" approach, prioritizing flexible development to adapt to evolving retail trends.

The policy analysis highlights several challenges for mixed-use commercial development in North Oakville East, including limited space for planned commercial uses, an unfriendly pedestrian environment in Urban Core Areas due to traffic, and weak developer support for mixed-use and pedestrian-oriented structures. Stakeholders from the development industry prefer stand-alone retail buildings with surface parking, and economic conditions make large-scale commercial development unlikely in Neighbourhood Centres. In response, the study recommends rethinking the commercial strategy, focusing on strategic, smaller-scale retail clusters, allowing interim commercial typologies, and offering incentives like parking reductions to encourage development while maintaining flexibility for future growth.

As a result of the analysis, the study identifies four key reporting elements that are expected to have the most fundamental impact on the future commercial landscape of North Oakville East. These elements include Amount, Type, Location and Format of commercial uses to be developed in this area as it continues to grow and mature as a complete community.

The recommendations and direction in this study are provided in the context of broader objectives at North Oakville East and other relevant areas of the Town that seek to achieve an appropriate balance between yielding both economic and social value for the community overall. As such, the study's assessment was not focused exclusively on maximizing developer profitability and/or optimizing returns on investment, but rather balancing out a more complete range of municipal strategic objectives and priorities and creating a complete community.

COMMENTS

As part of the North Oakville East Commercial Study, a comprehensive research program was undertaken, comprising several key components. This included a review of the subject area from a commercial market perspective and an analysis of existing provincial, regional, and local land use policy frameworks. Local market dynamics and development conditions were examined, including a detailed inventory of existing and proposed commercial spaces. Stakeholder interviews and surveys were conducted to gather insights on shopping behaviours, customer origins, and preferences. Additionally, trends in commercial development and operation were considered.

A detailed market demand assessment was then carried out to estimate the amount and type of commercial space needed to meet the demands of a growing population, informing both market-based and policy-based recommendations for future development.

It is crucial to approach the results of this study with a clear understanding of the opportunities, consequences, and priorities involved. This includes identifying which elements must be advanced to 'get it right the first time,' as opposed to adopting a more flexible, adaptive approach that can evolve with changing urban development dynamics.

Market-Based Analysis and Recommendations

Market Context

Throughout September and October 2023, the consultant conducted informal, virtual research interviews with relevant stakeholders. Town staff also conducted interviews with all three Business Improvement Areas (BIAs) in Oakville: the Bronte BIA, the Kerr Village BIA, and the Downtown BIA.

Stakeholder research identified several central issues expressed by the development community in North Oakville East, particularly as it relates to the format of retail/service commercial space to be delivered in this area. Mutual objectives presented an opportunity for the public and private sector to work

collaboratively to establish a shared understanding of how best to deliver commercial space in North Oakville East.

The North Oakville East Commercial Study identifies a range of material changes that the retail sector has faced in recent years, including substantial growth in online shopping activity, continued shifts in merchandise / service offerings, and other on-going responses to the COVID-19 pandemic.

In the study's market context, respondents from other parts of Oakville and beyond showed a stronger preference for stores and services with larger footprints and regional appeal. As visitors who already have access to local retail and services in other areas of Oakville, they see the new retail and service spaces in North Oakville East as an opportunity to address broader retail gaps in the Town, rather than focusing on the immediate needs of the local community.

Market Analysis

The forecasted population growth of 116,900 people by 2051 suggests a need for 15 to 19 square feet of retail/service commercial space per capita. Although this is below historically healthy levels, it aligns with latest trends of declining square feet per capita due to factors like the rise of e-commerce, reduced in-store inventory, and rising lease rates. For North Oakville East, this reflects its role within the broader context of the Town, where large-format stores already exist elsewhere. Currently, the 25,200 residents are served by 199,800 square feet of space, or about 8 square feet per capita.

As the population grows, the addition of new retail and service commercial space will help ensure that future residents, and the community, are better served than the existing residents.

This market analysis projects strong demand for commercial space in North Oakville East by 2051. By 2031, demand was estimated to support 114,000 to 183,000 square feet of new food retail space and 133,000 to 186,000 square feet of non-food retail, increasing to 390,000 to 630,000 square feet and 460,000 to 640,000 square feet, respectively, by 2051.

Service commercial space demand was expected to reach 320,000 square feet by 2031 and up to 960,000 square feet by 2051. Overall, this represented a potential need of 1.8 to 2.2 million square feet of additional retail and service commercial space by 2051. With only 11% of this demand potentially met by existing development applications, there was still a projected shortfall of 1.6 to 2.0 million square feet.

Market-Based Recommendations

The existing Secondary Plan envisions comprehensive retail coverage throughout North Oakville East, offering a variety of opportunities for commercial space delivery (See Figure 1 below). This includes:

- Urban Core Areas:
 - Trafalgar Urban Core Area
 - Dundas Urban Core Area
 - Neyagawa Urban Core Area
- Neighbourhood Activity Nodes (comprising part of broader Neighbourhood Centre Areas)
- Transitional & Employment Areas

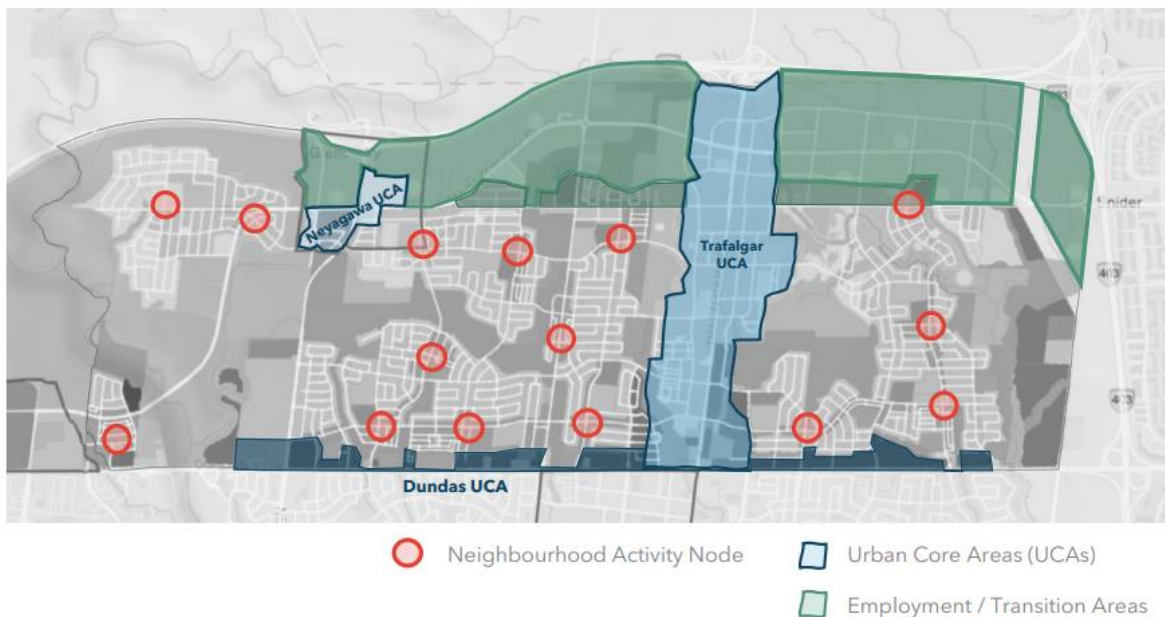


Figure 1 Location of Planned Commercial Uses in NO-E (Existing Secondary Plan Context)

Source: Parcel, based on Town of Oakville base map, designations and land use categories.

Based on the market-based research and analysis, the North Oakville East Commercial Study states that retail/service commercial activity in North Oakville East will thrive if concentrated in a smaller number of strategic locations, rather than being dispersed across the entire community as originally envisioned in the Secondary Plan. This approach may require a re-evaluation of current policies from a locational standpoint, with a focus on strengthening requirements for commercial

space at key sites. It could also involve replacing these policies with alternatives designed to "encourage" or "enable" additional retail and service commercial growth in other areas. Overall, this would emphasize a "quality over quantity" approach to commercial development in North Oakville East.

The study outlines a hierarchy of Areas of Focus for meaningful opportunities for commercial spaces within the Urban Core Areas and Neighbourhood Activity Centres. These areas are categorized based on location, scale, co-locational benefits, and anticipated catchment (Refer to Figure 2 below).

This approach differs from the existing Secondary Plan by distinguishing between Primary and Secondary Neighbourhood Activity Centres and providing additional policy direction for commercial use concentrations at Key Intersections within Urban Core Areas.

The study identifies the following areas for meaningful opportunities for commercial spaces in North Oakville East (Refer to Figure 2 below):

Intersections of Interest:

The largest concentration of commercial uses, including anchor spaces like supermarkets are located at major road intersections for high visibility and access.

1. *Intersection of Trafalgar Road and Dundas Street:*
This intersection is identified as a major focus due to its location and potential for leveraging existing commercial activities south of Dundas.
2. *Intersection of Dundas Street and Neyagawa Boulevard:*
Highlighted for its potential to accommodate concentrated commercial uses, leveraging existing retail and institutional activities like the Fortino's plaza and Sixteen Mile Sports Complex.
3. *Intersection of Neyagawa Boulevard and Burnhamthorpe Road West:*
This intersection is identified as another intersection of interest, as a potential key focal point for a future stand-alone commercial node.
4. *Intersection of Trafalgar Road and Burnhamthorpe Road:*
Identified as a key area for further commercial development, particularly extending north from existing developments near Dundas Street.

Neighbourhood Activity Nodes:

The North Oakville Secondary Plan identifies 15 Neighbourhood Activity Nodes requiring commercial space at key intersections. However, it is unlikely all nodes will develop as planned due to market conditions, limited tenant interest, and strained financial feasibility conditions. The recommendation is to reduce the number of

nodes requiring retail/service space and concentrate on a select few "primary" nodes, located farthest from other commercial activities. The remaining nodes could be encouraged as "secondary" areas, without the explicit requirement, to avoid hindering overall development, including housing.

1. *Primary Neighbourhood Activity Centres:*
Significant commercial areas offering local and service-oriented uses, located within neighbourhoods to enhance walkability and local access.
2. *Secondary Neighbourhood Activity Centres:*
Smaller clusters of commercial uses within neighbourhoods, providing convenience retail and community-oriented services at a walkable scale.

Transitional / Employment Areas:

The "Transitional" and "Employment" Areas in the northern part of North Oakville East, near Highway 407, are designated for future employment-based development. The focus of the commercial activity in these areas should be on highway-serving businesses, such as gas stations and quick-service restaurants, or along Burnhamthorpe Road, where high visibility and access to local traffic make it a prime location for secondary commercial activity, separate from the Dundas Urban Core Area. It should be catering primarily to pass-by traffic, local employees, and visitors rather than residents.

Additionally, given the guidance from the Provincial Planning Statement 2024, which does not permit retail uses in Areas of Employment, expanding retail and service spaces in Transition and Employment areas of North Oakville East should not be a short-term priority. Instead, the recommendation is to focus commercial uses in designated key nodes, such as major intersections or Urban Core Areas, where they can better serve the needs of the local community.

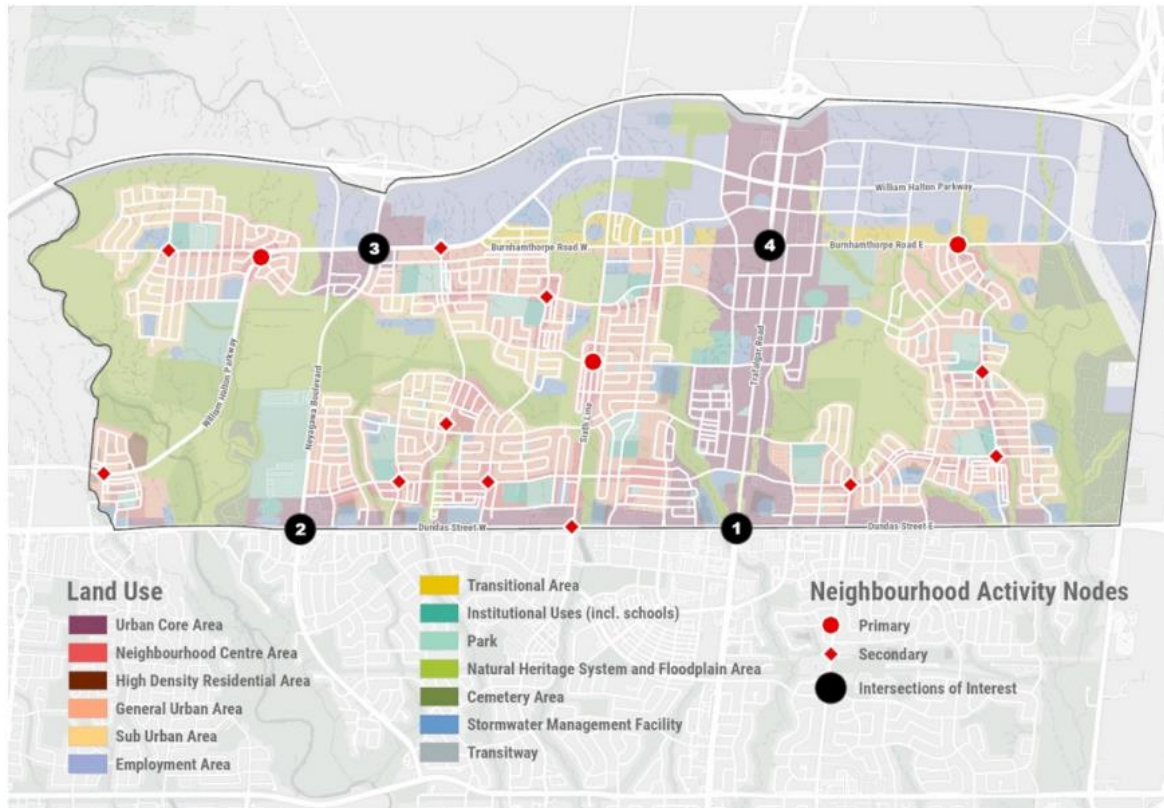


Figure 2 Location of Commercial Uses in NO-E (Proposed Directions)

Source: Parcel and Town of Oakville base mapping, designations and land use categories. This map is intended to show the “emerging evolution” of NOE, integrating the latest zoning / subdivision approvals, proposed or anticipated road layouts and the NOE Master Plan. As proposals evolve, it is important to keep in mind that this concept may also be adjusted.

Providing opportunities for a range of different commercial unit types and sizes will continue to be important as part of the future growth and development in North Oakville East. Whereas other existing commercial centres throughout the Town can continue to be relied upon to satisfy more community-wide and/or regional shopping elements of the commercial hierarchy, future retail/service commercial uses in North Oakville East are more likely to be comprised of smaller to mid-sized retail units and tenant types that are more local-serving in nature.

Based on this analysis, the North Oakville East Commercial Study identified the following recommendations:

1. *Flexibility*: The retail sector is evolving rapidly, especially post-COVID-19, requiring adaptable planning for the long term. Immediate delivery of retail/service space is needed, but within more realistic timelines.
2. *Prioritize Objectives*: There is a disconnect between the Town and landowners on commercial development. The Town should prioritize a

range of urban objectives, including retail, housing, and urban design, to align with market conditions.

3. *Patience/Urgency Dilemma*: North Oakville East faces challenges in developing mixed-use and retail spaces due to current market conditions. The Town should consider a "now" and "later" strategy, establishing a commercial base now while planning for future growth.
4. *Consider Alternatives*: The Town should explore alternative approaches, such as temporary spaces, smaller footprints, incentives, and integrating non-residential uses, to encourage commercial development and meet community needs.

Policy-Based Analysis and Recommendations

Policy Analysis

The market assessment and stakeholder feedback identify several constraints that could hinder successful mixed-use commercial development in North Oakville East:

- There may be insufficient space to support the full range of commercial uses originally planned.
- The Urban Core Areas, intended for high-density "main street" commercial development, are located on arterial (i.e. Halton Region) roads, which create an uncomfortable pedestrian environment due to traffic volume and speed, with no opportunity for on-street parking.
- There is weak support from landowners and developers for a pedestrian-oriented commercial structure.
- Landowners and developers show limited interest in mixed-use buildings with commercial components, given current economic conditions and the predominantly suburban built form context in North Oakville East.
- Many stakeholders, including local developers, landowners and industry groups, prefer single-storey, stand-alone retail buildings with surface parking due to market conditions, construction costs and tenant preferences.
- The current economic and planning landscape in North Oakville East makes it unlikely that landowners will develop commercial spaces in Neighbourhood Centre Areas at a scale that meets community needs.

Policy-Based Recommendations

Given the constraints identified, the Town should rethink the approach taken for commercial uses in the North Oakville East Secondary Plan and be reflected in future policy updates. The following alternative planning approaches respond to these constraints, organized along the following themes:

1. *Principle #1: Rethinking the Place of Commercial Uses Within the Urban Structure:*

The Town should reconsider its approach to commercial development in North Oakville East due to challenges with creating a "main street" environment and limited development of Neighbourhood Activity Nodes. Alternatives include:

- Prioritizing retail at strategic locations varying in scale based on their benefits and catchment areas, ensuring reasonable distribution across North Oakville East.
- Shifting from the Main Street concept to internally oriented clusters on large sites, which can meet commercial needs while maintaining visibility along roadways.
- Refocusing the Main Street Concept to extend commercial uses along perpendicular or parallel streets in the Urban Core areas, penetrating deeper into neighbourhoods.

2. *Principle #2: Allowing Interim Typologies / Building Format*

The Town should permit interim forms of commercial development that may not fully align with existing policies or design guidelines, reprioritize the delivery of retail/service commercial space in the interim in a more traditional low-rise building format, while deferring broader placemaking and urban design outcomes of achieving full integration of commercial uses until later stages of development.

A focussed set of urban design guidelines should be compiled to address the expectations of interim built form and site functionality.

3. *Principle #3: Considering Commercial Use Requirements & Incentives:*

The Town could establish requirements and incentives to ensure the current and future needs of North Oakville East residents are met. This could involve flexibility in ground floor area (GFA) requirements, limiting ground floor residential uses, retail requirements at key intersections, and/or offering incentives like parking reductions and exemptions from density calculations for commercial uses.

4. Principle #4: Design & Placemaking for Interim Typologies / Formats:

To support initial phases of commercial development, interim urban design principles and/or parking requirements could allow greater flexibility. These could be adapted from existing urban design principles to be more tailored to interim development options.

The design objectives for pedestrian- and transit-friendly design, along with the existing applicable policies, zoning, and urban design guidelines, should be prioritized across all development phases, not solely in the final stage, to maintain baseline standards while accommodating evolving development needs.

Neyagawa Urban Core Review

Urban Core Areas in North Oakville, including the Neyagawa Urban Core (NUC), are intended to support high-density, mixed-use developments. Staff will be presenting a by-law to adopt Official Plan Amendment (OPA) No. 326 to the 1984 Oakville Official Plan to establish policies for the Neyagawa Urban Core strategic growth area, and to adopt Official Plan Amendment No. 45 to the Livable Oakville Plan to update the Town's urban structure accordingly.

The direction from the North Oakville East Commercial Study informed parts of the proposed official plan amendments for the NUC, given that it is identified as one of the four key intersections targeted for the highest concentration of commercial development in North Oakville East.

The proposed OPA for the NUC proposes the expansion of its boundary to the east to support a mixed-use node. It reinforces the activity node function and allows for non-residential uses by introducing mixed use permissions in alignment with the North Oakville East Commercial Study. To prevent interim land uses from limiting the ultimate development potential, guiding planning and design principles should promote design excellence across all phases, incorporating local character.

Additionally, the North Oakville East Commercial Study introduces the concept of minimum commercial requirements to be further regulated through the Zoning By-law. Staff is proposing minimum commercial requirements based on quadrants of the NUC to assist with the delivery of commercial uses with the understanding that the delivery will be further defined through the Zoning By-law. The study includes a "Summary of Warranted Space by Location" which provides a rough order-of-magnitude indication as to how the total space warranted could be allocated across different geographic contexts. These values have assisted with generating the proposed minimum commercial requirements within the OPA.

As a result of insights from the North Oakville East Commercial Study, staff has shifted their approach to commercial uses in the Neyagawa Urban Core. In 2022,

the proposed OPA required all commercial uses to be located on the ground floor of a mixed-use building and all parking to be located within a structure. The study recommends building in flexibility related to parking as an interim condition, and not requiring commercial in the ground floor in all areas. The proposed OPA allows some flexibility regarding the format of commercial uses. The Amendment states that stand-alone commercial buildings may be permitted if they support a connected, pedestrian-friendly streetscape and are adaptable for future intensification. This approach ensures compatibility with local roads, pedestrian-friendly routes, and orientation of buildings to support long-term growth, potentially incorporating office and residential uses on upper levels.

The North Oakville East Commercial Study also states that “Interim design principles and parking requirements could allow greater flexibility for the initial phases of commercial development in North Oakville East, while not compromising on components that are integral to the achievement of a pedestrian-friendly and vibrant place in the long-term”. Staff is of the opinion that the proposed OPA supports the delivery of commercial uses in the NUC which are vital for the creation of a complete community.

Public Consultation

In September 2024, Town staff and the consultant team conducted a follow-up session with North Oakville Community Builders Inc. in the North Oakville East and Neyagawa Urban Core areas to present the Commercial Study findings and share the draft Official Plan Amendment for the NUC. This session built on stakeholder engagement from September and October 2023, where initial feedback highlighted key challenges to achieving successful mixed-use commercial development in North Oakville East.

Insights from this session led to further refinements in both the market and policy-based analysis and recommendations presented above.

Next Steps

The North Oakville East Commercial Study's direction will be incorporated into the North Oakville East Secondary Plan through amendments to the Town's Official Plan, as appropriate.

Additionally, the study's recommendations have informed sections of the proposed Official Plan amendments for the Neyagawa Urban Core, identified as one of the four key intersections targeted for the highest concentration of commercial development in North Oakville East.

A focused set of urban design guidelines may be developed to outline expectations for interim built form and site functionality that may not fully align with current policies or design guidelines.

CONCLUSION

The North Oakville East Commercial Study is part of the broader review of the North Oakville East Secondary Plan. It was initiated to provide a comprehensive understanding of the area's commercial needs, particularly within the Urban Core Areas of the Secondary Plan. The goal of the study is to provide directions to amend the North Oakville East Secondary Plan, regarding commercial areas through targeted amendments to provide opportunities for appropriate commercial development.

CONSIDERATIONS

(A) PUBLIC

The North Oakville East Commercial Study conducted public engagement through a series of informal virtual research interviews with relevant stakeholders throughout September and October 2023. This involved soliciting feedback from the developer industry, landowners and other individuals familiar with the delivery and management of retail/service commercial uses in both stand-alone and mixed-use development environments.

Additionally, Town staff held interviews with representatives from existing the Business Improvement Areas in Oakville. These efforts aimed to gather insights and input from key stakeholders on the commercial development needs and opportunities in North Oakville East.

In September 2024, Town staff and consultants conducted a follow-up session with North Oakville Community Builders Inc.

(B) FINANCIAL

There are no financial implications arising from this study.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The study was circulated and reviewed by internal Town departments that may be impacted such as Development Planning and Urban Design.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses Council's strategic priorities: Growth Management and Community Belonging.

(E) CLIMATE CHANGE/ACTION

The goal of the North Oakville East Commercial Study is to provide opportunities for the right commercial amount and scale. This type of mixed-use community design helps to reduce GHG emissions by providing opportunities to live and work with the same community, reducing reliance on personal vehicles.

APPENDICES

Appendix A – North Oakville East Commercial Study (by Parcel Economics Inc., in association with Gladki Planning Associates, November 2024)

Prepared by:

Nada Almasri, MCIP, RPP, LEED AP
Urban Designer, Planning and Development

Recommended by:

Kirk Biggar, MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:

Gabe Charles, MCIP, RPP
Director, Planning and Development

North Oakville East

Commercial Study

November 12, 2024

Parcel

gladki
planning
associates



OAKVILLE

PREPARED FOR:

Corporation of the Town of Oakville
1225 Trafalgar Road, Oakville, Ontario, L6H 0H3

PREPARED BY:

Parcel Economics Inc.
250 University Avenue, #221, Toronto, Ontario, M5H 3E5
info@parceleconomics.com
416-869-8264

In cooperation with:
Gladki Planning Associates

November 12, 2024

2023-0014

This document is available in alternative formats upon request.

Cover Image: Town of Oakville

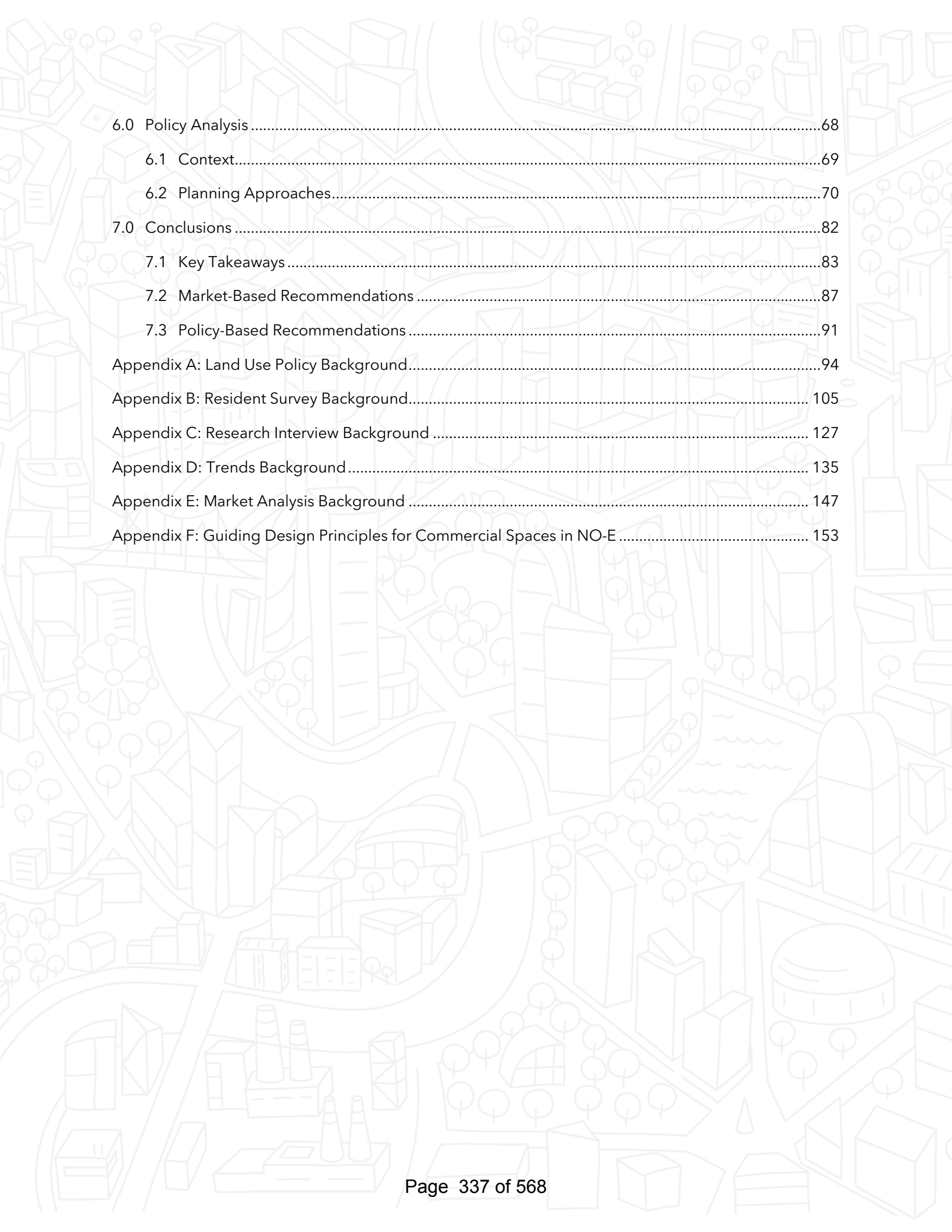


Table of Contents

Acknowledgements

Executive Summary

1.0 Introduction.....	1
1.1 Context.....	2
1.2 Study Parameters.....	4
1.3 Assumptions.....	8
2.0 NO-E Context.....	10
2.1 Location.....	11
2.2 Surrounding Land Uses.....	12
2.3 Policy Context.....	13
2.4 Other Characteristics.....	13
3.0 Market Profile.....	16
3.1 Population.....	17
3.2 Income.....	18
3.3 Other Demographics.....	19
4.0 Market Context.....	24
4.1 Commercial Supply.....	25
4.2 Visitation & Customer Origins.....	29
4.3 Resident Shopping Patterns.....	37
4.4 Research Interviews.....	43
4.5 Trends & Best Practices.....	47
5.0 Market Analysis.....	50
5.1 Demand Assessment.....	51
5.2 Location & Areas of Focus.....	60
5.3 Unit & Space Typologies.....	66



6.0 Policy Analysis	68
6.1 Context.....	69
6.2 Planning Approaches.....	70
7.0 Conclusions	82
7.1 Key Takeaways	83
7.2 Market-Based Recommendations	87
7.3 Policy-Based Recommendations	91
Appendix A: Land Use Policy Background.....	94
Appendix B: Resident Survey Background.....	105
Appendix C: Research Interview Background	127
Appendix D: Trends Background	135
Appendix E: Market Analysis Background	147
Appendix F: Guiding Design Principles for Commercial Spaces in NO-E	153

Table of Figures

Figure 1.1 Map of the Trade Area.....	5
Figure 1.2 Key Study Parameters: Amount, Type, Location & Format.....	7
Figure 3.1 Trade Area Population	18
Figure 3.2 2020 Per Capita Income in NO-E.....	19
Figure 3.3 Age Composition	21
Figure 3.4 Share of Single-Person Households	22
Figure 3.5 Census Family Characteristics	23
Figure 4.1 Existing Supply of Retail / Service Space by Location & Category	25
Figure 4.2 Composition of Space in North Oakville East	27
Figure 4.3 Active Development Applications with Commercial Space Proposed.....	29
Figure 4.4 Surveyed Retail Locations in Oakville.....	32
Figure 4.5 Summary of Customer Origins (Geographic Location).....	34
Figure 4.6 Origin of Trips to Existing Retail Nodes in Oakville.....	36
Figure 4.8 Shopping Behaviour of NO-E Residents (Food Stores)	38
Figure 4.9 Shopping Behaviour of NO-E Residents (Non-Food & Services).....	39
Figure 4.10 Desired Shops and Services in NO-E	40
Figure 4.11 Frequency & Purpose of Visits to Shops & Services in NO-E	42
Figure 5.1 Food Retail Spending Per Capita (Including BWL).....	51
Figure 5.2 Forecast Food Retail Expenditures	52
Figure 5.3 Forecast Demand for Additional Food Retail Space	53
Figure 5.4 Non-Food Retail Spending	54
Figure 5.5 Forecast Non-Food Retail Expenditures	55
Figure 5.6 Additional Non-Food Retail Space	56
Figure 5.7 Additional Service Commercial Space	57
Figure 5.8 Total Demand Warranted in the Trade Area, 2031 & 2051.....	59
Figure 5.9 Location of Planned Commercial Uses in NO-E (Existing Secondary Plan Context).....	61
Figure 5.10 Location of Commercial Uses in NO-E (Proposed Directions).....	66
Figure D.7.1 Growth in E-Commerce - Percentage of Total Sales (2012 - 2021)	139
Figure D.7.2 Growth in E-Commerce - Percentage of Total Sales by Subcategory (2021)	140
Figure E.1 Retail Expenditures NOE.....	148
Figure E.2 Food Store Retail Expenditure Analysis	149
Figure E.3 Health & Personal Care Retail Expenditure Analysis	150
Figure E. 4 Non-Food Store Retail Expenditure Analysis	150
Figure E.5 Services Per Capita	151
Figure E.6 Summary of Warranted Space by Location	152

Acknowledgements

Project Consulting Team

The project consulting team responsible for completing this study included a range of industry-leading professionals offering expertise spanning the full breadth of land economics, land use planning and municipal strategy / policy implementation. Parcel Economics Inc. ("Parcel") has served as the project lead for this study, with additional project support provided by Gladki Planning Associates ("Gladki", "GPA").

Parcel

Project Lead &
Land Economics

gladki
planning
associates

Land Use Planning &
Policy

Town of Oakville Project Team

Our study process has involved extensive collaboration with staff from the Town of Oakville. Consisting of a core working group from the Town's Planning and Development department, these additional personnel provided input, advice and direction throughout the entire study process on matters primarily relating to land use policy, urban design and engagement with local stakeholders.

Other Participants

Our detailed research program and "ground-testing" of study recommendations also involved engaging with a range of stakeholders, including external industry participants active in the development of new residential and non-residential projects in Oakville and beyond. This involved soliciting feedback from a diverse group of developers, landowners and other individuals familiar with the delivery—and management—of retail/service commercial uses in both standalone and mixed-use development environments.

Executive Summary

Background

Context

- The **North Oakville East Secondary Plan (“NO-E”)** envisions and supports mixed-use, complete communities throughout the Plan area, however, there has been limited commercial development in the area to date.
- This has been a function of a variety of factors, many of which are beyond the immediate control of both the Town and the local development community (e.g., prevailing market conditions and the state of the retail industry more broadly, shifting consumer and tenant preferences, heightened construction costs and development financing affecting financial feasibility, etc.).

Purpose

- In response to these challenges, Parcel Economics Inc. (“Parcel”)—in cooperation with project partners Gladki Planning Associates (“GPA”)—has been retained by the Town of Oakville to **provide a more fulsome understanding of the current and future commercial needs of NO-E.**
- To this end, our role for this study has been to provide additional research, analysis and strategic insight from a **market and economic perspective**, as well as in the context of establishing an **appropriate land use policy framework** that has regard for key objectives of the Town.

Scope

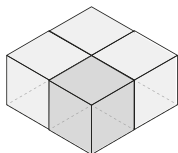
- We have undertaken a detailed research program as part of this study, comprising a number of distinct components:
 - **Review of the subject area** from a commercial market perspective;
 - Review of existing provincial / regional / local **land use policy frameworks**;

- Review of **local market dynamics** and development conditions, including inventorying existing and proposed commercial space inventories;
- Information gathered as part of **stakeholder research interviews**;
- Data collected via an **online survey of local residents** regarding shopping behaviours and preferences;
- Data collected via **customer origins surveys**;
- Consideration of **trends in commercial development and operation**;
- Detailed **market demand assessment** to estimate the amount and type of commercial space warranted to meet the needs of a growing population; and,
- Development of both **market-based recommendations** and **policy-based recommendations** informed by the foregoing.

Key Findings

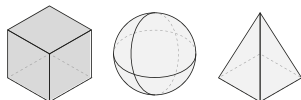
- As NO-E continues to grow and experience additional development, there will be an **inevitable need for the supply of commercial space to be expanded and diversified** to best serve the needs of existing and new residents.
- Notwithstanding this growth in demand, there are **real and material barriers to entry of the delivery of new commercial space**, which need to be understood and acknowledged in the context of NO-E. These challenges have been validated through our own independent research, as well as anecdotal evidence provided via a research interview processing involving the local development community.
- With respect to four key reporting elements identified for this study, we also note the following for additional reference and context, which have directly informed our recommendations:

Amount (Floor Area)



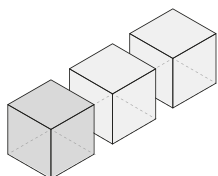
- A total of some 1.8 to 2.2 million square feet of new retail / service commercial space could be warranted in NO-E by 2051.
- Accounting for active pipeline developments that are assumed to enter the market over this same forecast horizon, the “net new” space potentially required would be closer to 1.6 to 2.0 million square feet.

Type (Store Category)



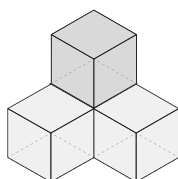
- To keep pace with a growing residential population while remaining cognizant of broader industry trends, the focus of commercial development in NO-E should be on satisfying the basic day-to-day shopping needs of current and future residents.
- Comprising the total warranted space estimates above, this could involve the following distribution by category: (i) 390,000 to 630,000 square feet of Food Retail; (ii) 460,000 to 640,000 square feet of Non-Food Retail; and (iii) up to 960,000 square feet of Services space.

Location (Geography)



- New growth in NO-E should not compromise other established and/or proposed commercial nodes located throughout the Town and Region, which will likely continue to serve as the primary focuses of commercial activity.
- This may further involve focusing or concentrating commercial space delivery at key locations throughout the secondary plan rather than risk having it “spread too thin”.
- This concept of fostering a “complete” and “balanced” mixed use community as a whole rather than on a building-specific basis can be effective but does present its own unique risks.

Format (Building Typology)



- Especially in the short to medium term planning horizons, a balanced approach will be necessary involving a mix of different unit sizes and development formats.
- It is unlikely that all of the space required to satisfy future resident needs will be accommodated in mixed use developments, although some of the specific types of retailers and service providers identified as having the most opportunity could—in theory—be captured within these types of projects.
- With a significant transition and evolution from conditions “today” (suburban) to “tomorrow” (urban), allowing a hybrid of

development formats in the interim and/or initiating development in a manner that can be transitioned over time to satisfy longer-term policy objectives may be necessary.

- Layering on solutions that seek to enable and encourage other preferred development formats by removing some existing development barriers can help to simultaneously harness the ambitions of the Town in their underlying policy vision.

Recommendations

Market-Based

- **Flexibility** - The continued evolution in the retail industry and other broad macroeconomic shifts necessitate some flexibility to adapt to changing market conditions.
- **Prioritize Objectives** - To achieve a path forward, it will be important for the Town to prioritize a full range of municipal strategic objectives, both specific to retail / service commercial uses but also spanning many other facets of urban development.
- **Patience / Urgency Dilemma** - It will be necessary to evaluate the trade-offs (pros and cons) associated with approaches predicated on: (i) patience and waiting for market conditions to change; or, (ii) adopting a more immediate sense of urgency for delivering new commercial supply at NO-E.
- **Consider Alternatives** - The Town should explore options to encourage the development of retail / service commercial uses and other non-residential functions to satisfy their vision:
 - Temporary / shared spaces
 - Reduced overall space footprints
 - Incentives
 - Integration of other non-residential uses.

See **Section 7.2** for details of Market-Based Recommendations.

Policy-Based

Principle #1

Rethinking the Place of Commercial Uses Within the Urban Structure

- The Town could consider: (i) shifting the focus to narrower roads with somewhat lower traffic volumes and/or at strategic intersections; or, (ii) shifting to more partially internally-oriented clusters on large sites capable of maintaining visibility and a “good face” towards border roadways, while also supporting internal road networks and linkages.
- Under either of these scenarios, consideration and identification of specific locations primed for differing amounts of retail development (including scale and type) will still need to be made for establishing commercial focal points that ensure appropriate geographic distribution and access from surrounding residents.

Principle #2

Allowing Interim Typologies / Building Formats

- The Town should consider new permissions for interim forms of commercial development that do not fully conform to the existing Secondary Plan policies and/or urban design guidelines. This could reprioritize the delivery of retail/service commercial space in the interim in a more traditional low-rise building format, while deferring broader placemaking and urban design outcomes of achieving full integration of commercial uses until later stages of development.

Principle #3

Considering Commercial Use Requirements & Incentives

- The Town could consider a repackaging and/or revisiting of key requirements and incentives to better reflect the current and anticipated future conditions in NO-E. This could include enhanced flexibility between and across landowners, policies that more specifically guide the location and amount of retail space envisioned, reinforcement of retail space requirements, as well as providing opportunities for parking reductions and/or exempting commercial uses from density calculations.

Principle #4

Design & Placemaking for Interim Typologies / Formats

- To support initial phases of commercial development at NO-E, interim urban design principles and/or parking requirements could allow greater flexibility. These could be adapted from existing urban design principles to be more tailored to interim development options.

See **Sections 6.0 & 0** for details of Policy-Based Recommendations.

1.0

Introduction

1.1 Context

Background

The North Oakville East Secondary Plan envisions and supports mixed-use, complete communities throughout the Plan area, however, there has been limited commercial development in the area to date.

A lack of development—combined with residential development patterns, projected growth, and lack of land use designations permitting commercial uses exclusively—has created concern that there may not be enough commercial space to meet the needs of current and future residents as the area continues to develop. This concern is bolstered by the **Town-Wide Employment and Commercial Review (2014)**, which estimated that the Town could have a 25-hectare shortfall of commercial land to 2041 and that the northern area of Oakville is under-served by commercial uses relative to the rest of the town.

That said, much has changed since this type of assessment was last completed, including updates to the Secondary Plan, new population projections and housing targets, as well as ever-changing consumer preferences (e.g., the rise of e-commerce, post-COVID-19 trends, etc.). As such, it has **not been known whether the previously projected commercial shortfall extends to the North Oakville East Secondary Plan** given the time that has elapsed and the changes that have occurred in terms of the new market / economic context in which new developments are now occurring.

Purpose

The purpose of this study has been to provide a more fulsome understanding of the current and future commercial needs of the North Oakville East Secondary Plan Area (“North Oakville East”, “NO-E”).

Drawing on a combination of two parallel work streams involving both **market-based research and analysis** and **observations from a land use policy perspective**, this study has specifically considered how the planning policy framework for commercial development in NO-E could ultimately evolve, having regard for the following key planning objectives:

- Ensuring that there is an appropriate supply of commercial development to support complete community;
- Locating commercial development to enable and encourage access by active transportation and minimize car trips and trip distances;
- Realizing the potential of retail to provide at-grade animation that contributes to placemaking and the creation of comfortable and vibrant public realm.
- Contributing to the creation of community focal points, where groupings of private and public amenities, including retail and service uses, parks, community facilities, and a high-quality public realm, combine to create places of shared experience and community connection.

Scope

In light of these key objectives above, our commercial analysis and related professional advice has explored existing gaps in the market in terms of ideal service levels, as well as strategies to achieve desired commercial outcomes in support of walkable, mixed-use, and complete communities. The following summarizes the key elements of the work plan completed by our team as part of this Commercial Study:

- **Review of the subject area** (NO-E) from a commercial market perspective, including evaluating its physical and access characteristics, visibility and exposure, as well as relationship with surrounding land uses;
- **Review and synthesize existing provincial, regional and local policy** applicable to NO-E in addition to other recent and concurrent studies;
- **Delineation of a relevant Trade Area** for existing and proposed new commercial uses in NO-E that reflects the geography from which retailers and service providers are likely to derive the majority of their sales;
- **Examination of customer origins** to gain a more nuanced understanding of the current commercial function of the local market area relative to other parts of the Town;
- Investigation of the **current and anticipated market profile** of NO-E, including existing and future population and employment as a key determinant in estimating future demand for commercial space;

- Calculation of key performance measures for the community in terms of the area’s **existing and proposed new supply of retail/service commercial space**;
- Consideration of **trends in commercial development** and the extent to which these will influence the appropriateness of establishing new retail/service facilities in the area;
- Providing commentary as to the **impact of the ongoing COVID-19 pandemic**, especially for brick-and-mortar retail spaces and other types of related commercial activity;
- Preparation of a **market demand analysis by major store type** that addresses current and potential future service levels (or “needs”) within NO-E;
- Preparation of **market-based recommendations** relating to the ideal integration of retail/service commercial space in NO-E (i.e., optimum amount, type, size and location of commercial uses);
- **Preparation of policy-based recommendations**, including presentation of options to the Town for securing appropriate commercial uses and associated changes to the existing planning policy framework.

1.2 Study Parameters

Key Geographies

North Oakville East (NO-E) Secondary Plan Area / Trade Area

For the purposes of this assessment, we have delineated a “Trade Area” which represents the primary geographic area from which new retailers and service-provider are expected to generate most of their customer support. As illustrated in Figure 1.1, this area includes the entirety of the NO-E Secondary Plan Area.

The NO-E Secondary Plan Area has served as the primary focus for most of our supporting research program and the targeted analyses that have been summarized herein. This includes details of our inventory of existing commercial space in this part of the Town, which—for the purposes of this analysis—has included existing commercial facilities located throughout the periphery of the delineated Trade Area. That said, we have also considered “inflow” visitation from shoppers originating from beyond this immediate area (e.g., Trade Area employees, visitors from other areas of Oakville, etc.)

Figure 1.1
Map of the Trade Area



Source: Parcel.

Other Benchmark Geographies

Our study has also considered a range of data that is more specific to the entire **Town of Oakville** and **Halton Region**, where applicable. Similarly, our underlying commercial market analysis relies on spending / sales data for the entire **Province of Ontario**, which has been subsequently adjusted to reflect the future expenditure potential of residents within NO-E, both now and into the future.

All of these areas represent important sources of information to our study in terms of: (a) appropriate data availability; and (b) contextualizing the results of our analysis, including benchmarking to averages across much larger geographies. This type of consideration can be especially important for commercial-based market studies, for which consumers are largely agnostic to political boundaries (and/or other sub-municipal policy area delineations, including secondary plans).

Key Reporting Elements

We have identified four key reporting elements that are expected to have the most fundamental impact on the future commercial landscape of NO-E.

As detailed in Figure 1.1, this has involved specific consideration for the **Amount, Type, Location** and **Format** of commercial uses to be developed in this area as it continues to grow and mature as a fledgeling new community. These are intended to frame the primary “takeaways” from our work, as well to establish specific areas of consistency across both the market-based and policy-based recommendations established via the relatively broad range of research and analyses undertaken.

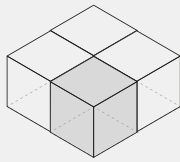
It is also important to note at the outset of this reporting that each of these key reporting elements are:

- Largely inter-related / inter-dependent.
- Subject to constant change as market conditions evolve.
- Some of these elements are reasonably flexible and “fluid” (e.g., it can be relatively easy for store types to change as tenants come and go within existing or potential new commercial spaces in NO-E), whereas others can be much more “sticky” and/or slow to evolve (e.g., factors tied to physical building locations, footprints, and formats).

As such, it is important to consider the results of this type of study with a healthy understanding of the **underlying opportunities, consequences and trade-offs associated with each of these distinct elements**. This includes consideration for which elements are necessary to prioritize to “get it right the first time” rather than potentially adopting a more flexible or responsive approach capable of adapting over time with the dynamics of urban development patterns.

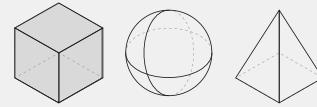
Figure 1.2

Key Study Parameters: Amount, Type, Location & Format



Amount
(Floor Area)

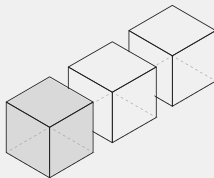
The total quantum of retail / service commercial space required to meet the needs of existing—and future—residents of the community.



Type
(Store Category)

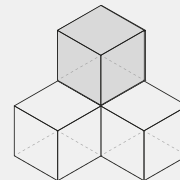
The specific types of retail and service commercial facilities required, based on existing or potential future market “gaps”.

This is directly related to the total amount of retail / service commercial space required, effectively representing the composition of overall space needs by individual store category.



Location
(Geography)

The optimal location for delivery of new retail / service commercial space(s), based on physical / access characteristics, land availability, the amount and type of space warranted, as well as the broader context of the community as a whole (including relationship with other land use types).



Format
(Building Typology)

The preferred building format(s) to accommodate new retail / service commercial uses, including both existing commercial supplies and “new-build” spaces.

Examples range from single-storey, standalone commercial uses to more intensification-focused, mixed-use development formats.

Source: Parcel

1.3 Assumptions

When completing this type of early-stage market assessment, it is important to identify the key assumptions and limitations inherent to our approach. Consistent with other similar analyses for high-level master planning and/or secondary planning efforts, we note that the demand forecasts and other economic research presented herein should not necessarily be taken as conclusive nor definitive evidence of the market opportunity available to—nor the financial feasibility of developing—individual commercial units or spaces at NO-E.

Rather, **our research is intended to provide a more general and preliminary understanding of the likely opportunities available within the community over the longer-term planning horizon**, based on the assumptions provided. To this end, the following provides a summary of the key assumptions that must be understood as limitations to the analysis undertaken as part of this assignment.

Analytical Structure & Approach

- The findings presented in this report do not account for the unique financial expectations, strategic positioning and/or other potential individual preferences of new commercial businesses at NO-E, nor the current and future owners of commercial / development properties in the area. As such, although this research may indicate a positive preliminary finding as it relates to commercial viability and development opportunity, it does not necessarily assert that these observations will ultimately be consistent with the perspectives (and/or parallel analyses) of individual commercial business / prospective tenants or developers.
- Although we have considered the general financial performance of commercial real estate in and around NO-E as an indicator of future demand—including forecast sales per square foot levels of existing and new commercial establishments—we have not been tasked with preparing a financial feasibility assessment for this project that directly considers: (a) the economics of new building construction; nor, (b) the economics of operating these spaces on a go-forward basis.
- Further to above, we note that the recommendations and direction in this report have been provided in the context of broader objectives at NO-E and other relevant areas of the Town that seek to achieve an appropriate balance between yielding both economic and social value for the community overall. As such, our assessment has not focused exclusively on maximizing profitability and/or optimizing returns on investment, but rather balancing out a more complete range of municipal strategic objectives and priorities.

Other Assumptions

- It is assumed that a reasonable degree of economic stability will prevail in the Province of Ontario, and specifically in the context of the Town of Oakville, over the course of the development planning horizon identified in this study.
- It is important to recognize that the lingering effects of the COVID-19 pandemic will continue to result in uncertainty as it relates to current and potential future market conditions; particularly within the commercial sector. To the extent possible, reasonable assumptions and conservatism has been applied to reflect this uncertainty.
- The statistical inputs relied upon in our analysis are considered sufficiently accurate for the purposes of this analysis. These statistical sources—including available Statistics Canada Census data, municipal information and third-party real estate information—have ultimately informed a number of the key underlying assumptions and inputs utilized in our analysis relating to the performance of commercial real estate in North Oakville East.
- References to the Canadian dollar in this report generally reflect its 2022 value, including the range of supporting statistical inputs and research that have informed our baseline market assumptions. Additional adjustments have also been made to reflect real growth in expenditures for future periods, where applicable.
- It is important to highlight that this document reflects the Provincial Planning framework and policy as they existed prior to the 2024 Provincial Planning Statement coming into effect.

In the event that material changes occur that could influence the foregoing assumptions, the various analytical assumptions, key research findings and other strategic recommendations contained in this report should be reviewed or updated, accordingly.

2.0

NO-E Context

2.1 Location

The following provides an overview of the locational context of NO-E, with a particular focus on factors that will most influence the market demand and viability of retail/service commercial space in the area.

- **North Oakville** is a developing area of the Town, nestled just north of Dundas Street, south of 407, east of Tremaine Road and west of Ninth Line. Separate and distinct from other areas of the Town, North Oakville is recognized as a Special Study Area in the Town's Official Plan with the intent that over the next twenty years the area will develop with a fulsome range of residential, employment, commercial, institutional and natural and open space uses.
- **North Oakville East ("NO-E")** includes the portion of North Oakville located east of Sixteen Mile Creek, south of Highway 407 and the Town boundary, west of Ninth Line (Regional Road 13) and north of Dundas Street. The area is comprised by the Glenorchy and Joshua Meadows communities and a portion of the Sixteen Hollow community.

Figure 2.1

Map of North Oakville East in the Context of North Oakville



Source: Parcel.

2.2 Surrounding Land Uses

NO-E is a distinct community and secondary plan area that encompasses the northeast limit of the Town. However, future retail/service commercial uses will inevitably support people outside these neighbourhood boundaries, including other surrounding residential populations and visitors. To this end, the following highlights some of the key features of the lands immediately surrounding NO-E.

North

Directly north of NO-E, beyond Highway 407 and the Town boundary, are lands Agricultural Area and Natural Heritage System by the Town of Milton. Lands further north are designated Urban Area in the Town of Milton and currently encompass **large greenfield areas**.

East

Immediately east of Ninth Line—and the Town boundary—is Highway 403. Lands designated Business Employment in the City of Mississauga comprise the majority of lands at the western extent of the City of Mississauga and are primarily comprised of various **employment and industrial uses**.

South

Areas to the immediate south of NO-E are comprised by **retail/service commercial uses and residential uses**. Significant retail concentrations are located at Trafalgar Road and Dundas Street (Smart Centres Oakville) and Dundas Street and Neyagawa Boulevard (RioCentre), both of which will influence the demand and type of retail/service commercial needs in NO-E.

West

Approaching the western boundary of NO-E includes the only freestanding retail plaza in NO-E (Dundas Market Square). The town's Sixteen Mile Sports Complex and future Community Centre (under construction as of the date of this report) are located on the west side of Neyagawa Boulevard, just north of Dundas Street West. To the west of the Sixteen Mile Creek are some detached dwellings and townhomes now under development and the Oakville Trafalgar Memorial Hospital ("OTMH"). This residential development is associated with **North Oakville East Secondary Plan Area**, whereas OTMH is being developed in the **North Oakville West Secondary Plan Area** that extends west of the Trade Area to Tremaine Road.

2.3 Policy Context

The vision for NO-E is described in the Secondary Plan as an urban community that is complete and pedestrian-oriented, containing a mix of uses with a wide range of housing options.

It will be well-connected to local and regional transit networks. Commercial uses are envisioned to be located within three **Urban Core Areas** and within **Neighbourhood Centre Areas**, contributing to a mixed-use built environment.

This vision is supported by the provincial planning framework (PPS and The Growth Plan) which encourages the creation of walkable complete communities that are well served by transit.

See **Appendix A** for details of current Policy Context in NO-E.

2.4 Other Characteristics

Access & Transportation

Access characteristics to / from—and within—NO-E are evolving as the residential and non-residential components of the area develop.

Located at the north end of Oakville, the future growth of NO-E is envisioned to combine roads and transportation corridors that enable **efficient travel by vehicular and non-vehicular traffic**. These characteristics are expected to support and ease travel by local residents in the community, while also enabling people from across the town to visit.

- The area abuts Dundas Street, a six-lane *Major Arterial* roadway that connects the area west (towards Mississauga) and east (towards Burlington).
- Cost-effective, frequent and reliable transit service requires concentrated development. As a developing greenfield area, NO-E currently lacks concentrated nodes of population and employment to support transit infrastructure. Currently, Oakville Transit currently delivers Ride On-Demand service, additional transit service may be introduced over time. Future bus stops and stations would be accessible throughout the community so that residents can conveniently and efficiently navigate between differing uses, neighbourhoods and to other areas of the Town.
- Creating a pedestrian-oriented environment is a core component of the vision for NO-E. A focus of the plan is to **develop a multi-modal transportation network that encourages people to cycle and walk** rather than rely exclusively on vehicles. The integration of bicycle friendly and pedestrian oriented streetscapes will be advanced as development in the area increases. It is anticipated to support and create a more active and vibrant streetscape.

Visibility and Exposure

Existing

As noted above, access to—and navigation throughout—NO-E is currently driven by heightened traffic volumes and vehicular access along Dundas Street. Dundas Street current functions as a throughfare and significant transportation network that connects Mississauga to the east with Burlington to the west. Recognizing the lack of existing retail/service space, combined with the nature of this roadway, dwell times are limited and there is little benefit of this traffic volume to the NO-E community.

Furthermore, the area also benefits from heightened traffic along Trafalgar Road (which runs North-South through NO-E) and William Halton Parkway (which runs east-west at the north end of NO-E. Like Dundas Street, these roads have attracted more notable development to date because of enhanced customer exposure and access along these roadways.

Similarly, the areas surrounding NO-E are of minimal benefit to retail/service commercial uses in NO-E. Adjoining communities and development areas (including North Oakville West) are largely undeveloped, thereby limiting support and exposure to uses in NO-E.

Future

Guided by policy direction in the NO-E Secondary Plan, future development plans and population growth are anticipated to steer the vision for NO-E. At its core, NO-E is **anticipated to transition from a low-density, greenfield community to an animated, mixed-use environment**. Development on Urban Core lands, and other strategic areas of the community, are expected to include non-residential uses at grade. The intent is that these uses will collectively establish a walkable and main street environment for future residents and visitors, providing increased exposure and access to amenities and services.

It will also enhance the local streetscape and animate the sidewalk environment to improve the pedestrian experience while simultaneously reducing automobile dependence.

3.0

Market Profile

Key Findings

Population & Income

- As of 2023, some 25,200 persons resided in the Trade Area. The population is anticipated to grow to some 65,600 persons by 2031 and some 142,100 persons by 2051.
- Owing to rapid and significant development in North Oakville East, population growth in the Trade Area is anticipated to represent a significant 55% of growth in Oakville to 2051.
- The average per capita income of the Trade Area was below the Town and Region at \$47,215, but approximately 5% above the provincial average.

Other Demographics

- Relative to the Town, the Trade Area currently contains a higher proportion of 30- to 49-year-olds and a lower proportion of seniors (60+).
- This coincides with a smaller share of single-person families and couples without children in the Trade Area, likely related to the low-density format of housing in the area today.

3.1 Population

Historical

- Approximately **25,200 residents live in NO-E as of 2023**, some 11% of the Town's current population.
- As a developing area of the Town, the population of NO-E has grown at a significant 7.8% average annual growth rate since 2021, well above the average annual growth rate experienced across Oakville (some 2.7%).

Forecast

- To estimate the future population of NO-E, Parcel has relied on Halton Region's Joint Best Planning Estimates ("JBPE"), which forecast future population, occupied dwelling units and employment across the Town to 2051. The JBPE's are a tool used to identify where and when development in the Region is expected to take place and are useful to the Town in developing complete communities and in determining the timely provision of infrastructure.
- Based on these estimates, Figure 3.1 details that the population of the Trade Area is forecast to grow to a significant 142,100 **persons by 2051** largely due to heightened growth to 2041.
- Population growth in the Trade Area is anticipated to account for approximately 55% of all growth across the Town to 2051.

Figure 3.1

Trade Area Population

	<u>Historical¹</u>	<u>Current²</u>	<u>Forecast³</u>		
	2021	2023	2031	2041	2051
North Oakville East	21,800	25,200	65,600	110,400	142,100
Average Annual Growth		1,700	5,050	4,480	3,170
Average Annual Growth Rate		7.8%	20.0%	6.8%	2.9%
Town of Oakville	220,100	231,900	295,900	378,500	444,000
Average Annual Growth		5,900	8,000	8,260	6,550
Average Annual Growth Rate		2.7%	3.4%	2.8%	1.7%

Source: Parcel. Rounded to the nearest 100 residents.

¹ Statistics Canada Census data, adjusted for net undercount.

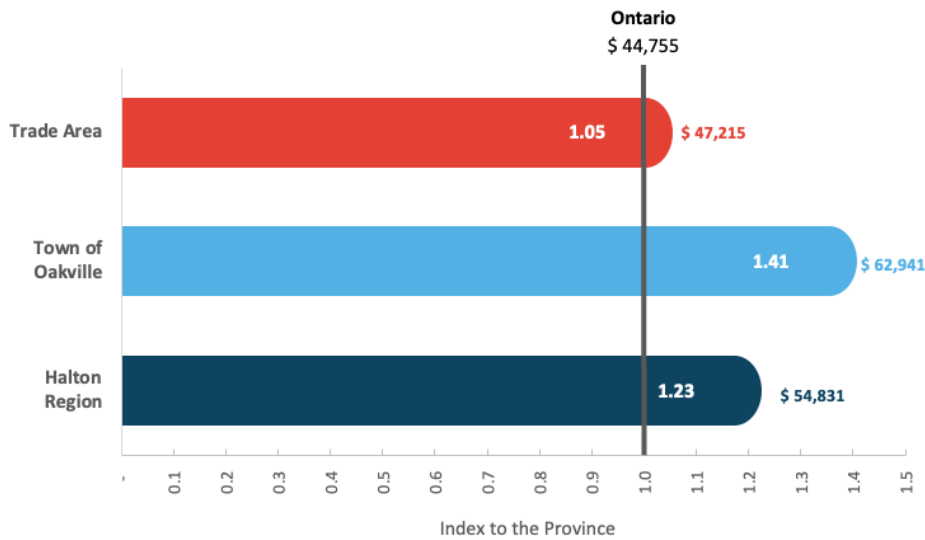
² Statistics Canada Census data (adjusted for net undercount), CMHC completions data, the Town of Oakville Development Charges Background Study.

³ Halton Region Joint Best Planning Estimates. These estimates include the most current information available at the time of this analysis. If these forecasts are refined and/or updated over the forecast period, adjustments should be translated to this analysis.

3.2 Income

- As of the 2021 Census, the average per capita income in the Trade Area—an important input in our retail/service commercial demand assessment to follow—was **below the Town and Region**.
- However, at \$47,215 it was 5% **above the average per capita income of the province**.
- Existing and future retail/service commercial businesses will rely, at least in part, on capturing spending from Town residents who have a greater ability to spend across all store categories.
- With new development and population growth anticipated in the Trade Area, we also expect the average per capita income in the Trade Area will grow in-line with trends experienced across the Town and Region.

Figure 3.2
2020 Per Capita Income in NO-E



Source: Parcel based on 2021 Census data. The current per capita income in the Trade Area is based on information for relevant Census Tracts as data for applicable dissemination areas is not available.

3.3 Other Demographics

NO-E is a developing and growing area of the Town. In understanding potential driving factors of future retail / service commercial facilities needed in this area, we have reviewed a range of other demographic factors beyond population and income alone.

Note: Demographic Change

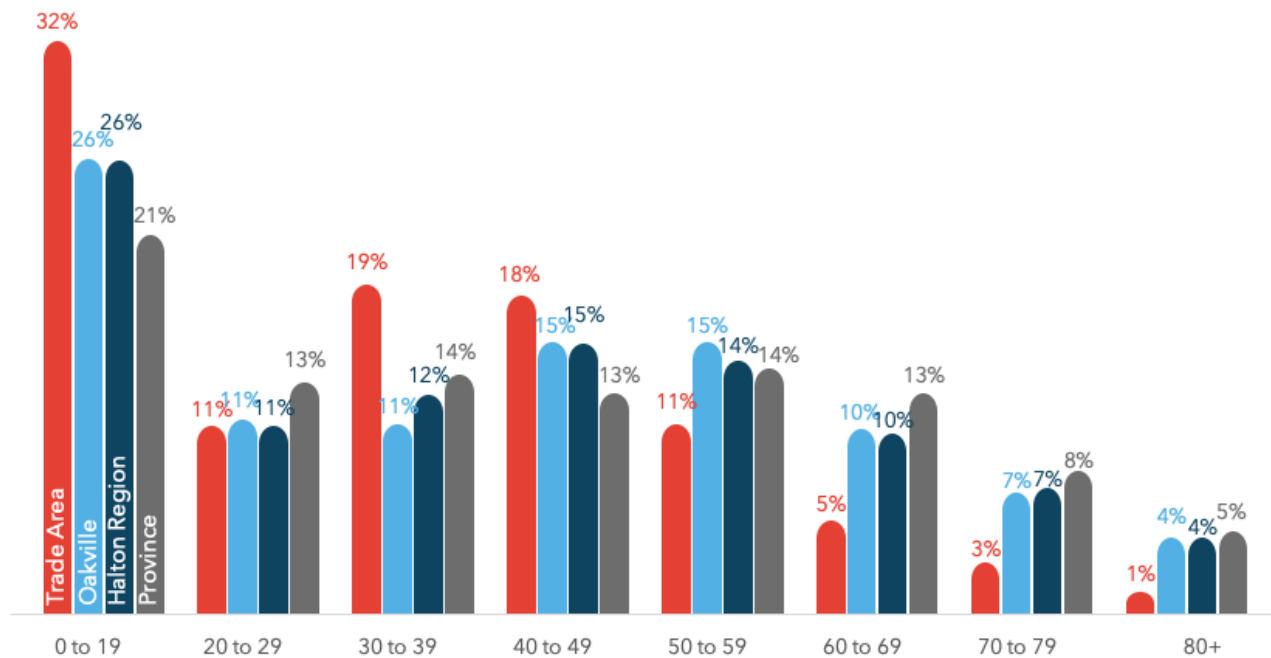
We note that the following overview reflects the current composition of residents in NO-E (as of the most recent Census for 2021). Given significant growth and development anticipated over the forecast period, it is **likely these demographic factors will change**.

Specifically, the introduction of higher density and more mixed-use development (as seen on Dundas Street West) could generate an uptick in older and single persons (demographic groups who often favour these types of dwelling units).

Age

- NO-E contains a higher proportion of people under the age of 19. This coincides with a higher **concentration of residents between the ages of 30 to 49** and suggesting the presence of young families in the Trade Area.
- By contrast, the Trade Area contains a much **lower proportion of people over the age of 60** relative to all other geographies.

Figure 3.3
Age Composition



Source: Parcel based on 2021 Census data.

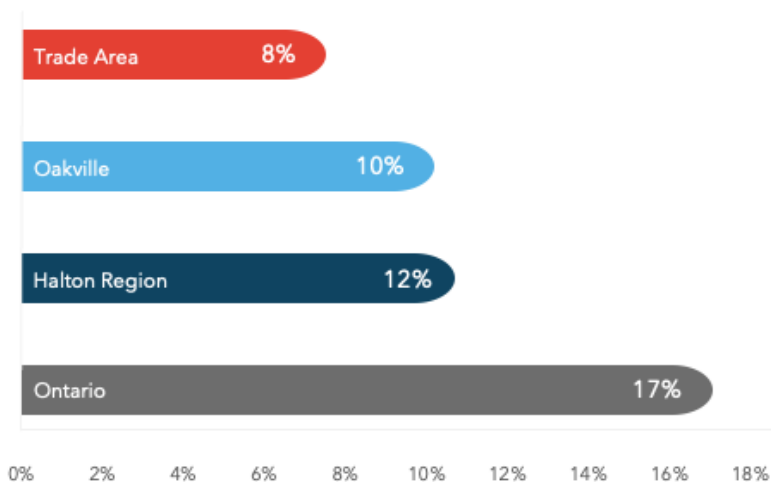
Family Profile

Single-Person Households

- The Trade Area contains a smaller proportion of single-person households than the Town and Region, which is favourable to future spending patterns in the area.
- The relative lack of single-persons households may **increase the average household income—and spending power—of the Trade Area** as single-persons typically have lower households incomes (by virtue of living alone).

Figure 3.4

Share of Single-Person Households

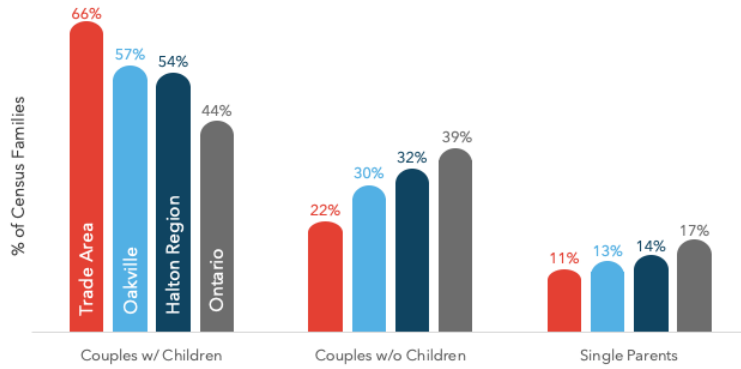


Source: Parcel based on 2021 Census data.

Family Characteristics

- The Trade Area contains a higher share of couples with children and a smaller proportion of single parents than the Town and Region.
- Recognizing the Trade Area's existing age profile, it **appears there is a heightened concentration of young families in NO-E**. Combined with the existing age profile, the Trade Area appears to contain a significant share of young families.
- Relative to the Town and Region, the Trade Area also contains a small share of single parents and couples without children. Recognizing the younger age profile of the Trade Area, these trends suggest there is likely a minimal amount of retirees and empty nester families in the area today.

Figure 3.5
Census Family Characteristics



Source: Parcel based on 2021 Census data. The current per capita income in the Trade Area is based on information for relevant Census Tracts as data for applicable dissemination areas is not available.

4.0

Market Context

Key Findings

- There is currently some **1.1 million square feet of retail/service commercial space** operating in the local market, albeit most is not located directly within NO-E.
- Vacancy rates are extremely low, but potentially as a function of factors beyond typical indicators of demand.
- The composition of space deviates from typical patterns, with a general over-representation of Non-Food retail space and an undersupply of Services.
- Proposed commercial developments include 21 distinct and active applications comprising **some 185,600 square feet (17,200 square metres) of new retail/service commercial space**.
- Customer origins data highlight nuances across existing nodes across the Town and the need to provide opportunities for a broader range of retail/service offerings in NO-E.
- Local resident surveys validate gaps in the market and specifically a preference for shops and services capable of better supporting **day-to-day shopping needs**.
- Stakeholder research identified several central issues expressed by the development community, largely focused on the format of retail/service commercial space to locate at NO-E.
- The retail sector has faced a range of material changes in recent years with varying levels of impact to future commercial space planning at NO-E.

4.1 Commercial Supply

Existing Commercial Space

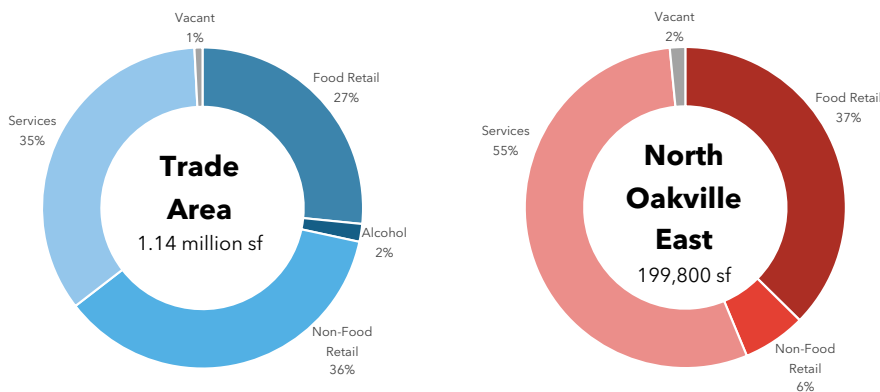
Note: Inclusion of Existing Space at Periphery of the Trade Area

Due to a lack of retail / service space currently operating in NO-E and recognizing that the distribution of commercial activity is not explicitly tied to hard physical boundaries, Parcel has included a range of commercial spaces located at the periphery of the Trade Area in our existing supply estimates.

Total Supply

- The Trade Area currently includes some **1.1 million square feet** of retail/service commercial space. Figure 4.1 illustrates the breakdown of space by store category.
- Approximately 18%, or 199,800 square feet, of this space is located within the NO-E boundary, confirming most of the space operating in the market today is serving residents of other parts of the Town.

Figure 4.1
Existing Supply of Retail / Service Space by Location & Category



Source: Parcel.

Vacancy Rates

- The share of Vacant space, which currently consumes only 1% of space in the Trade Area, is quite low given that a healthy vacancy typically ranges from 4 - 6% depending on the context and location.
- While a low vacancy rate is a common and possible indicator of heightened demand, in the case of NO-E it could also simply reflect the changing and growing nature of the community. Namely, it is important to note that new or expanded commercial supply continues to lag behind residential development.

Composition

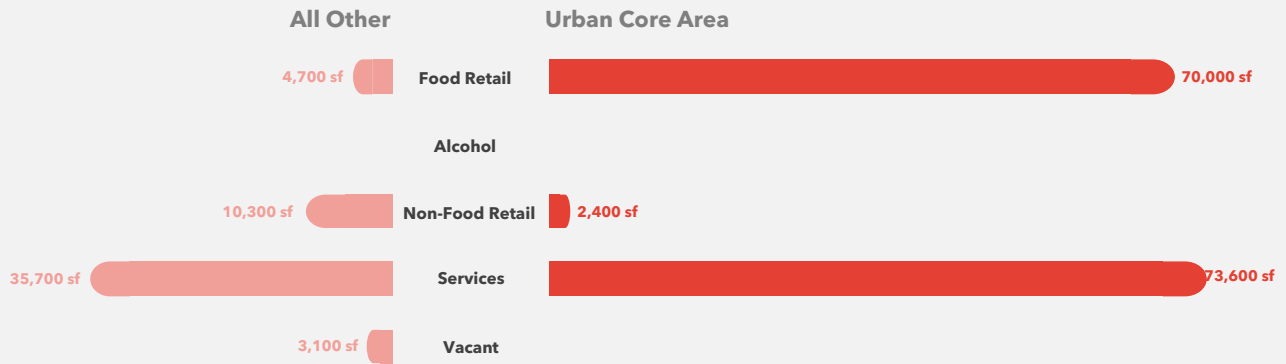
- For many Southern Ontario communities, Service space often comprises approximately 50% of total retail/service commercial space. By contrast, only 35% of space in the Trade Area is Service-based space.
- Accordingly, the Trade Area contains a more significant concentration of Non-Food space due to the prominence of big-box stores and other regional-serving uses concentrated along the south side of Dundas Street.
- These factors, and proximity to existing regional serving nodes, will be important as the retail/service commercial space internal to NO-E ultimately develops.

Within North Oakville East

Currently, NO-E does not comprise a significant cluster of retail/service commercial relative to commercial uses present elsewhere in the Trade Area (i.e., including space at the periphery of this geography).

Furthermore, Figure 4.2 shows that the majority of existing space located on lands designated *Urban Core Area*, in Dundas Market Square at 479-519 Dundas Street West. The remaining space is distributed throughout the area—including within newer mixed-use developments—and is generally comprised by a range of limited office and commercial services.

Figure 4.2
Composition of Space in North Oakville East



Source: Parcel.

Proposed Commercial Space

In addition to the nearly 200,000 square feet of retail/service commercial space located in NO-E today, there is a range of active development applications that proposed to introduce various quantities and varieties of new commercial space. This includes **21 applications (19 of which are under active and 2 that are recently built)** that collectively include some **191,900 square feet (17,800 square metres) of new retail/service commercial space.**

Figure 4.3 plots their location. It also details the size (or quantum) of space proposed, the majority of which is proposed to be located at grade of one or multiple mixed-use buildings.

Two of the proposals identified—210 & 374 Burnhamthorpe Road East and a proposal at Trafalgar Road on the north side of Dundas Street West—have yet to specify the potential quantum of retail space to be integrated. To estimate the total amount of potential retail space in the development pipeline, Parcel has therefore estimated the potential retail gross floor area (GFA) that could be developed at these locations based on applying an assumed coverage factor consistent with other developments in the area.

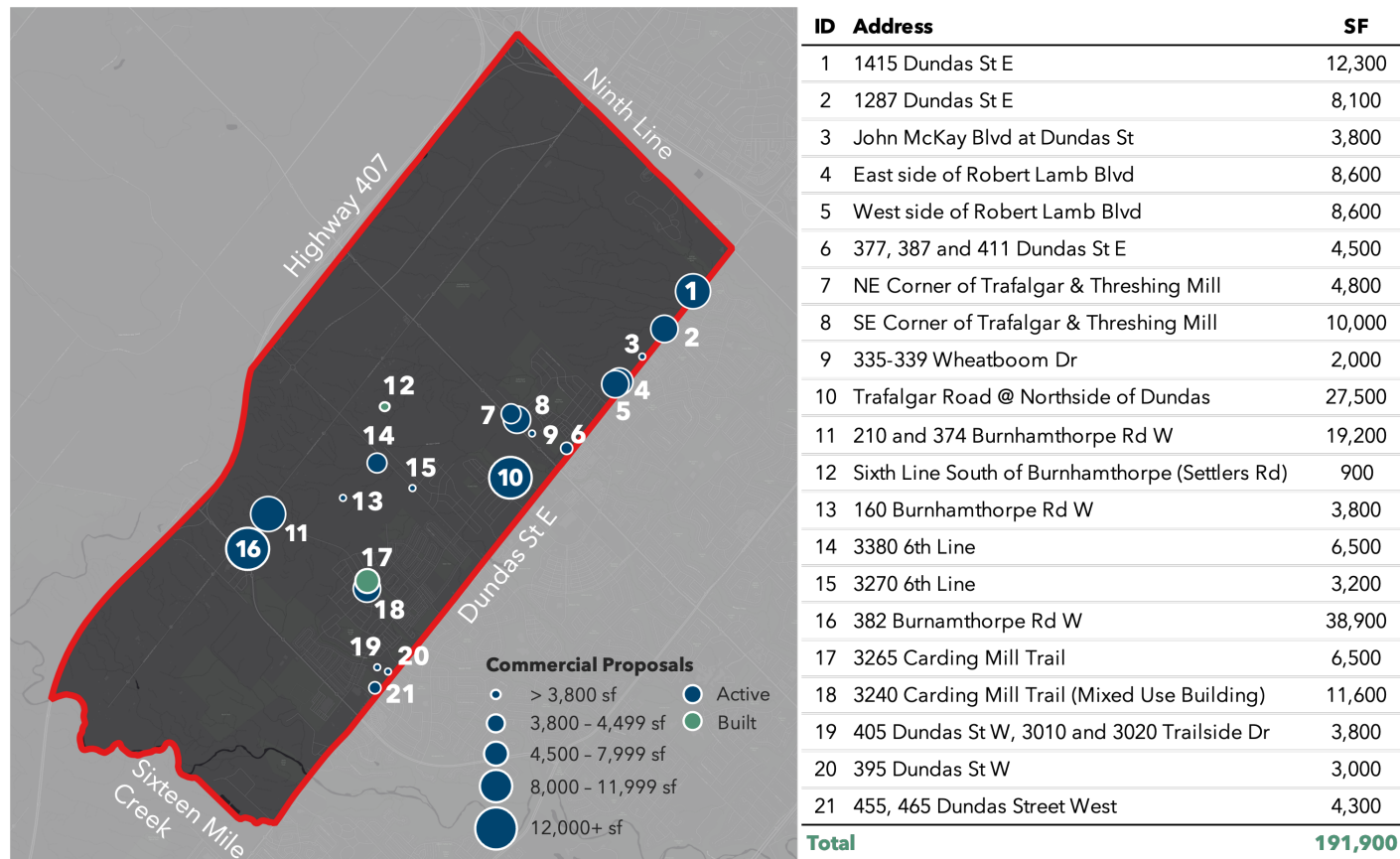
Amount of Retail/Service Commercial Space per Project

Based on the commercial proposal information summarized above and below, we note that the amount of commercial space currently being proposed within new development projects is quite limited, at **less than 9,000 square feet (830 square metres) per site**. This is unsurprising, based on the range of market challenges and broader macroeconomic conditions influencing the amount of space that can be viably delivered to market, among other factors explored in more detail throughout the balance of this reporting.

That said, this represents a notable disconnect with the amount of retail/service commercial space required to meet the future needs of the growing NO-E population, which have been modelled separately as part of our community-specific warranted space estimates. It will be important to reconcile these supply / demand factors in establishing a realistic policy framework that balances this need with prevailing market realities.

Figure 4.3

Active Development Applications with Commercial Space Proposed



Source: Parcel based on Town of Oakville Development Application information.

4.2 Visitation & Customer Origins

To gain a more nuanced understanding of the existing draw and commercial function of existing businesses in the Town—and how this could change through future

growth in NO-E—we have evaluated visitation patterns to selected commercial nodes.

Parcel has utilized this data to better understand visitation patterns across differentiated retail nodes in Oakville with the goal of better understanding the travel behaviours and preferences of people visiting existing establishments in Oakville. Perhaps more importantly, this exercise has been undertaken to capture the true drawing power and customer support for commercial establishments in Oakville, and to better understand how future commercial uses in NO-E could extend or be differentiated from existing uses. This is particularly important recognizing that NO-E is currently devoid of a critical mass of retail/service commercial space and furthermore is still in the process of integrating retail as the area develops.

Note: Customer Origins Source Data

This research has involved partnering with a third-party data provider to determine the travel behaviours and estimated geographic origins of residents, employees and other individuals that visited selected commercial nodes in Oakville over a full one-year period. For the purposes of this analysis, data collected is based on full year 2021 visitation patterns, as the last full-year of data available.

The analytics data employed for this analysis are based on the traffic volume of an average day in the defined study period, or average annual daily traffic (AADT) estimate, and are then adjusted to represent real-world count data. Location based services from smartphones and global positioning points are collected and normalized through various algorithms to estimate AADT, which are comparable to real-world count data.

Based on this process, our analysis below is reported in percentage terms. Estimated trip counts have been interpreted to access the home location of visitors to existing retail locations in Oakville at a macro-level.

Proxy Commercial Nodes

For the purposes of this analysis, we have analyzed customer origins for three commercial locations in NO-E which we—in agreement with Town staff—felt represent reasonable, commercial development proxies for potential future visitors to retail in NO-E. As shown in Figure 4.4, the three locations surveyed include:

- The **Fortinos Plaza** (Neyagawa Boulevard & Dundas Street), an existing commercial plaza in NO-E;
- The **Walmart Plaza** (Trafalgar Road & Dundas Street), a regional-serving plaza on the southern boundary of NO-E; and
- **Downtown Oakville**, an upscale shopping district in southern Oakville.

These retail locations were chosen to assess how the amount, location, type and format of retail at differing locations impacts capture patterns. To understand the current shopping behaviours of NO-E residents, these nodes were also chosen to assess how compositional differences may correlate to the draw of NO-E residents.

Figure 4.4
Surveyed Retail Locations in Oakville



Source: Parcel.

Customer Origins Summary (Geography)

Error! Reference source not found. details the capture patterns of each node. This includes trips made by “locals” including people who reside: (i) in the Trade Area; or, (ii) in the remainder of Oakville. It also includes trips made by “visitors” including people residing across the following areas: (i) the balance of Halton Region; (ii) elsewhere in Ontario; and, (iii) outside Ontario.

This figure also shows the percentage breakdown associated with **total visits** and **unique visitors** by each proxy commercial node based on the grouped common evening locations noted above. The total visits estimates deliberately include repeat visitation to highlight the tendency of locals to visit a given node more frequently in addition to the more limited visitation of people who come from further afield (e.g., tourists, seasonal residents, or other types of visitors that are less likely to visit these locations regularly). Unique visitors have also been examined as an indicator of total customer volumes and to identify differences in the overall drawing power of commercial nodes with different formats and functions.

Fortinos and Walmart Nodes

- NO-E residents represent 3% of unique visitors but 13% of overall visitation. Similarly, the remainder of Oakville accounts for 17% of visitors but 56% of visitation. This dynamic is similarly present at the Walmart Node, where NO-E residents represent 3% of visitors and some 8% of visitation. The remainder of Oakville accounts for 17% of visitors but 61% of visitation to the Walmart node.
- The remainder of Ontario (outside of Oakville) account for a significant 77% of visitors to Fortinos, but only 30% of visits. This dynamic is similar in reviewed visitation to the Walmart node. Residents living outside of Oakville account for 80% of unique visitors but only 30% of total visitation.
- These trends suggest that while both the Walmart and Fortinos nodes attract people from across Ontario, they **primarily serve local Oakville residents**. As retail plazas with ample parking and a range of food and non-food stores these locations clearly support the daily or more regular shopping needs of residents rather than serving as a distinct amenity.

Downtown Oakville

- NO-E residents represent only 2% of visitors and a less significant 1% of total visits to the Downtown. The rest of Oakville accounts for 19% of visitors but 59% of visits to the Downtown.
- Those living outside of Oakville, and across other portions of Halton Region and beyond, account for a significant 80% of visitors and some 40% of visits.
- Compared to the Fortinos and Walmart nodes, Downtown Oakville **clearly serves as a destination, with a greater range of unique amenities**. The heightened concentration of unique shops and services in the Downtown likely perpetuates this dynamic, appealing more specifically to visitors of the community rather than catering to the daily or weekly needs of locals.

Figure 4.5

Summary of Customer Origins (Geographic Location)

	Fortinos Node		Walmart Node		Downtown Oakville	
	Vists	Visitors	Vists	Visitors	Vists	Visitors
Trade Area (NOE)	13%	3%	8%	3%	1%	2%
Rest of Oakville	56%	17%	61%	17%	59%	19%
Sub-Total (Local)	69%	20%	70%	20%	60%	20%
Rest of Halton Region	11%	22%	9%	23%	11%	19%
Rest of Ontario	19%	55%	22%	57%	29%	60%
Outside Ontario	0%	3%	0%	0%	0%	1%
Sub-Total (Inflow)	31%	80%	30%	80%	40%	80%
Total	100%	100%	100%	100%	100%	100%

Source: Parcel based on mobile analytics data.

Customer Origins Summary (Total Volume)

Relying on the same mobile analytics data, Parcel has also examined the volume of visitation to each commercial node to better understand their respective drawing power (see Figure 4.6) At a high-level, Parcel identified that there was significant variation in total visitation to each node, specifically:

- A **greater volume and diversity of retail draws greater visitation.** In particular, the AADT estimate for the Fortinos node was some 3,400 whereas the AADT estimate for Downtown Oakville was over 14,100 visits.
- While Downtown Oakville had a comparatively small share of its visits associated with residents from Oakville, it had larger volumes overall. This means that on a given day, more discrete visits are still made by Oakville residents to the Downtown than to the Fortinos or Walmart node.
- A similar dynamic prevails in examining the Fortinos and Walmart nodes. While a similar share of visits to each can be attributed to NO-E residents, there is a heightened volume of trips made to the Walmart node. In fact, for every NO-E visit to the Fortinos node, two visits to the Walmart node were observed.
- **Smaller scale retail areas that are less diverse clearly reduces the draw of commercial areas.** Areas with more fulsome and diverse retail offerings (in this case Walmart and the Downtown) draw traffic from a broader range and at greater scale when compared to more local-serving offerings.

North Oakville East Context

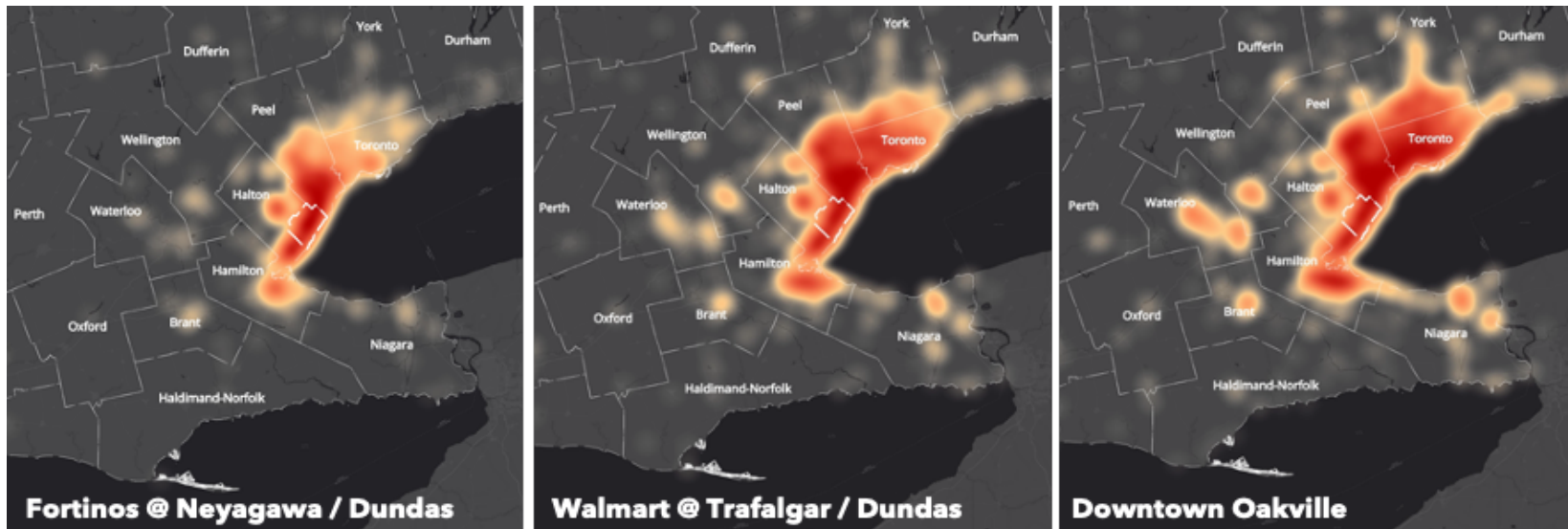
These visitation trends are key to understanding potential future visitation and support for retail/service commercial establishments in NO-E longer-term.

While future retail uses in NO-E are anticipated to have the same underlying locational and access characteristics as the Fortinos and Walmart nodes (i.e., exposure to major arterials, same transportation infrastructure, etc.), they are being encouraged to be in smaller formats as part of more dense mixed-use developments.

As highlighted above, smaller formats and spaces included as part of mixed-use developments generally attract a distinct range of shops and services, rather than the fulsome range of food and non-food offerings that transcend the typical retail hierarchy. Recognizing that the primary function of new retail/services in NO-E is to serve existing and future residents of the area, it will be **important to provide opportunities for the integration and provision of a broader range of retail/services in the area** that will still support and attract people to the area while simultaneously supporting the daily needs of NO-E residents.

Figure 4.6

Origin of Trips to Existing Retail Nodes in Oakville



Total Average Daily Visits

	Fortinos Node	Walmart Node	Downtown Oakville
Trade Area (NOE)	439	885	193
Rest of Oakville	1,911	6,477	8,327
Sub-Total (Local)	2,350	7,362	8,520
Rest of Halton Region	377	910	1,566
Rest of Ontario	662	2,311	4,046
Outside Ontario	15	3	19
Sub-Total (Inflow)	1,054	3,224	5,631
Total	3,404	10,586	14,151

Source: Parcel based on mobile analytics data.

4.3 Resident Shopping Patterns

Parcel—in collaboration with the Town of Oakville—prepared a survey to better understand the current expenditure patterns of residents and to establish a more thorough profile of individuals shopping preferences.

The survey was launched on September 30th, 2023 and ran until October 21st, 2023. It was hosted and promoted through the Town’s website and received **679 survey responses** over this period. Consistent with the core focus of this study, 38% of respondents were individuals who currently reside in NO-E. Less than 2% of completions were by individuals residing outside of the Town of Oakville. The remaining 60% included individuals residing across other portions of Oakville.

The survey was intended and designed to better understand the current shopping patterns and behaviours of residents. It was also pertinent in informing the current and future retail/service commercial needs of the NO-E area, including those sought by individuals living in the area. The survey nonetheless also garnered insights from individuals living in other areas of Oakville and beyond, providing insight into how and in what quantity visitors engage—and ultimately depend on—retail/services in NO-E.

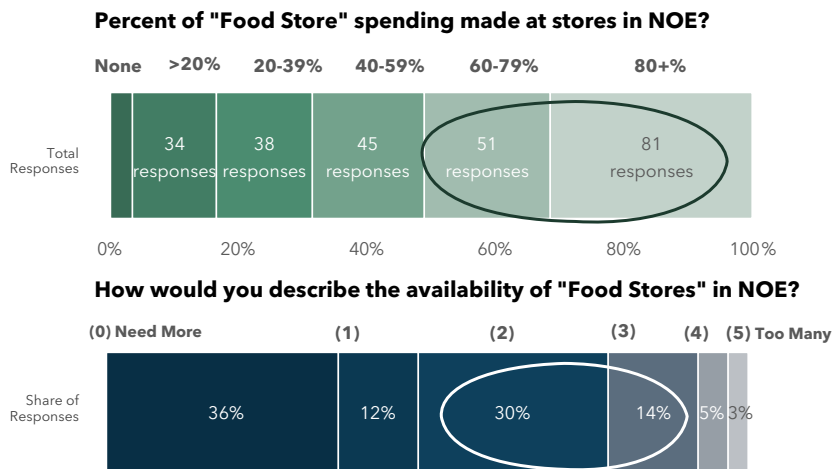
Below we have highlighted the key findings gleaned from this survey exercise. Consistent with our market analysis in Section 5.0 below, NO-E in this context includes stores located on the periphery of the area (i.e., south of Dundas Street).

Current Shopping Patterns

- Approximately 51% of NO-E residents reported that over 60% of their food store spending currently occurs in NO-E.
- With an evident concentration of residents already spending on food stores in NO-E, respondents were largely neutral about the need for more food stores in the area. Some 44% of NO-E residents responded “neutral” about the current supply of food stores, suggesting there was neither too many nor too few food stores in the area today.

Figure 4.7

Shopping Behaviour of NO-E Residents (Food Stores)

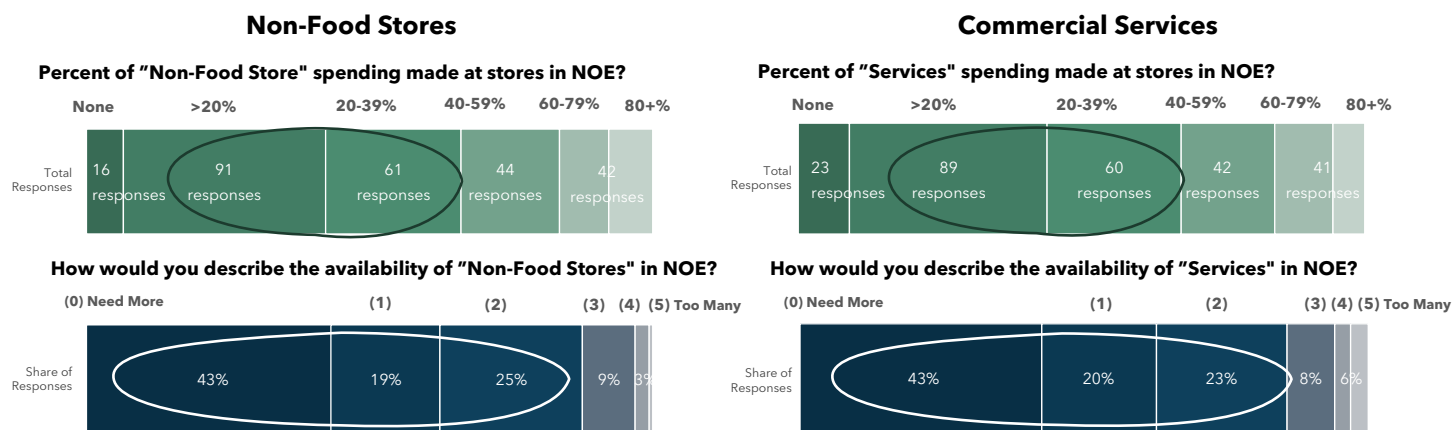


Source: Parcel.

- By comparison, Figure 4.8 shows that some 66% of NO-E residents reported currently making less than 40% of their Non-Food store purchases in NO-E. To this end, a notable 43% of NO-E residents indicated that they feel the area "needs more" non-food store offerings.
- A lack of resident spending and a need for more stores was also identified when residents were asked about the current provision of commercial services. Nearly 80% of NO-E residents reported that less than 40% of their Services spending is made in NO-E. An amounting 43% of these respondents indicated that the area "needs more" services.

Figure 4.8

Shopping Behaviour of NO-E Residents (Non-Food & Services)

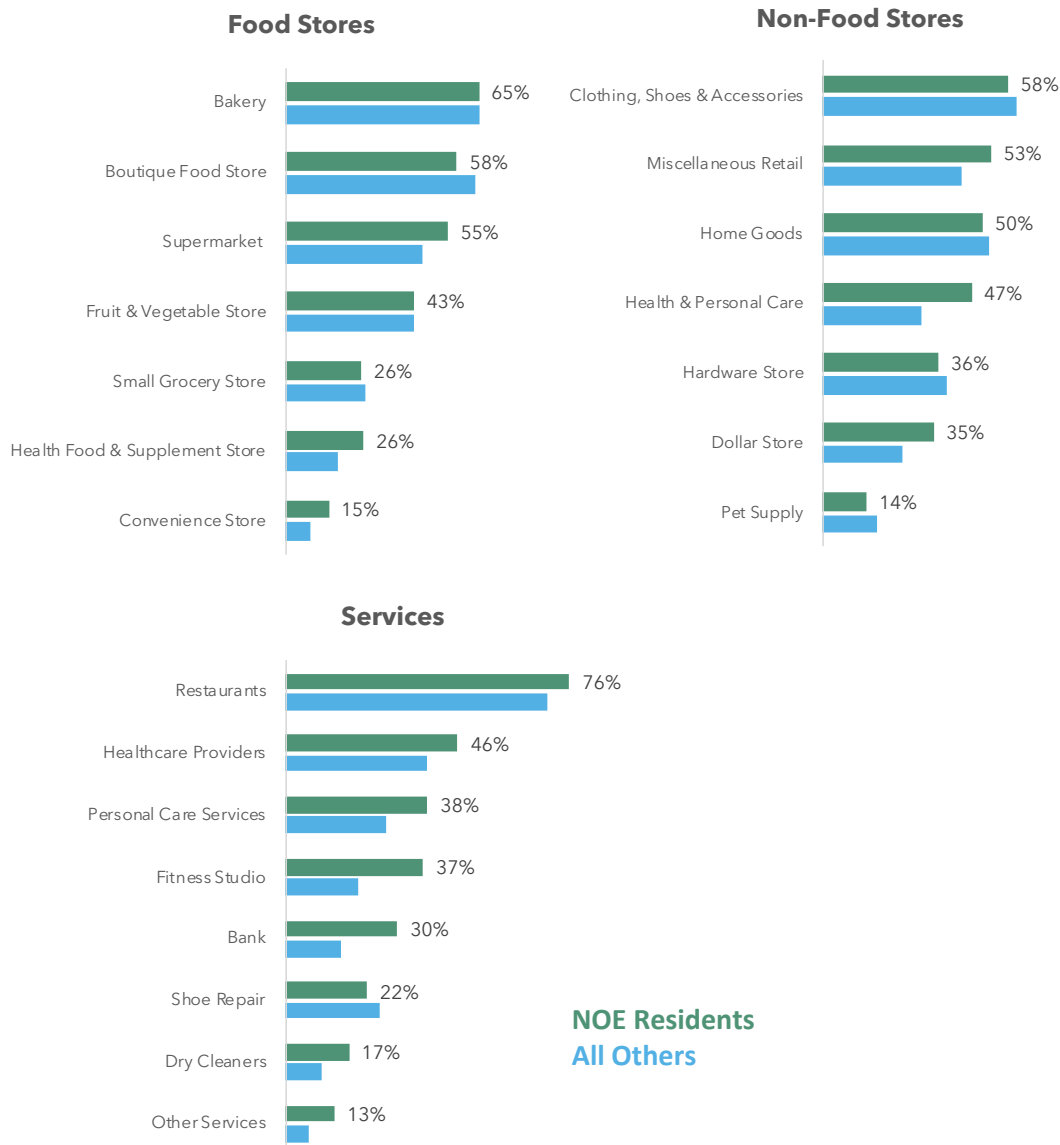


Source: Parcel.

Shop & Service Preferences

- Food Stores:** A desire for bakery’s and boutique food stores (e.g., butcher, cheese shop etc.) was evident among the responses by NO-E residents and those living elsewhere. Relative to individuals living outside of NO-E, local residents also showed preference for more supermarkets, health food stores and convenience stores.
- Non-Food Stores:** Respondents indicated desire for clothing stores, miscellaneous stores and home good stores when asked about the type of non-food stores they would like to see in NO-E. Relative to other respondents, those living in NO-E currently also showed preference for more health and personal care stores.
- Commercial Services:** Restaurants—or food services—were the most sought-after by all respondents. Service preferences from NO-E residents otherwise highlighted demand for more health and personal care services and fitness studios. Demand for commercial services in NO-E among those living outside of the local area generally followed the same pattern but seemed comparatively less engaged (i.e., reduced volume in responses).

Figure 4.9
Desired Shops and Services in NO-E



Source: Parcel.

Consistent with the lack of substantial retail/service commercial offerings in NO-E today, local residents showed preference for shops and services that would support their daily or weekly shopping needs.

More specifically, the figures above identify demand and desire for a fulsome range of shops and services, including larger supermarkets, health and personal care stores and other smaller ad-hoc service facilities.

By contrast, responses from individuals who currently reside elsewhere in Oakville and beyond showed preference more in favour of stores and services that typically have larger footprints and more regional draws. To this end, these individuals also showed less interest in the provision or type of services to be integrated in NO-E. As visitors to the area who have more direct access to local-serving retail/service commercial uses elsewhere in Oakville, it is **possible these individuals see potential new retail/service commercial space in NO-E as an opportunity to address broader retail gaps in the Town, rather than more strictly the direct or local-serving needs of the community itself.**

Frequency & Purpose of Visit

- Notwithstanding the existing lack of retail / services in the area today, some 88% of NO-E residents indicated that they currently visit shops and services in the Trade Area at least once a week. A significant 72% reported visiting more than once a week.
- Shopping was identified as the primary reason that people visit establishments in NO-E. Existing service commercial uses (e.g., dining, personal services etc.) represented a comparatively small share of why people visit. This may be due to a lack of service offerings currently in the area, particularly given previous findings which highlighted residents desire for more “restaurants” and “health care services” in the area.
- Other prominent commercial areas of Oakville reviewed as part of this exercise (e.g., Dorval Crossing, Downtown Oakville & Oakville Place) seemingly attract individuals for a broader range of reasons. While shopping is consistently a dominant reason, each location also draws individuals for dining, social reasons and personal services.
- **In pursuit of developing a successful retail program in NO-E, the integration of a range of shopping, recreation and dining activities should be prioritized.**

Figure 4.10

Frequency & Purpose of Visits to Shops & Services in NO-E

	All Other Residents	NOE Residents
Daily	6%	12%
2-5 times a week	34%	60%
Once a week	21%	16%
<i>Weekly Sub-Total</i>	<i>62%</i>	<i>88%</i>
1-3 times a month	18%	7%
Less than once a month	14%	3%
Never	6%	2%
Grand Total	100%	100%

	All Other Residents	NOE Residents
Shopping	76%	84%
Dining	4%	5%
Personal services	3%	3%
Social & recreation	6%	5%
Other	8%	3%
Work	2%	0%
Grand Total	20%	11%

Source: Parcel.

See **Appendix B** for complete details of Resident Survey results.

4.4 Research Interviews

Parcel conducted informal, virtual research interviews with relevant stakeholders throughout September and October 2023.

This included a range of **local developers, landowners** and **industry groups**. The following themes were gleaned from these discussions.

Summary of Key Themes

Theme #1:

Mixed Use Suitability

There was a shared sentiment that mixed use projects with commercial uses at grade can be **appropriate in many—but not all—development contexts**. By comparison to NO-E, many interviewees saw this type of development as more favourable to relatively dense / urban environments offering immediate access to transit and/or established population bases as a key source of guaranteed customer support and therefore tenant interest to occupy space.

Theme #2:

Tenant Influence

A common source of feedback related to the **needs and interests of tenants as a limiting factor to mixed use development**, rather than the underlying preferences of the development community and/or customers themselves. Namely, many tenants are seen as being tied to a specific blueprint, store designs and/or other relatively templated store parameters that ultimately limit leasing interest (e.g., parking requirements, access / visibility considerations, signage, etc.).

Theme #3:

Urban Design Requirements

There was widespread acknowledgement that land use policy / urban design objectives in NO-E—while well intentioned and potentially appropriate in the fullness of time (i.e., once additional growth has occurred and the area has had a chance to mature)—are **currently unrealistic and unachievable from a practical / real-world perspective.**

There was also regular suggestion that urban design expectations are too onerous and effectively given too much importance relative to other identified municipal strategic objectives.

Theme #4:

Financial Feasibility Challenges

Interviewees noted that mixed-use developments are **increasingly challenged from a fundamental financial feasibility perspective**, due to a range of changing macroeconomic conditions (including those specific to both the retail industry and to new real estate developments of all kinds).

In the context of NO-E specifically, this ultimately pointed to a need for financial incentives and/or other supports to enable this type of development, if desired.

Theme #5:

Interim Use Opportunities

As a function of many of the factors identified above, many interviewees highlighted the importance of development timelines and suggested that the lands in NO-E could **ultimately evolve into a more urban, mixed-use environment, in due course.** Many emphasized the need for urgency in allowing other forms of development in the interim rather than simply wait for market conditions to become more favourable over the longer-term planning horizon captured under Official Plan policy.

Parallel Engagement: Oakville Business Improvement Areas (BIAs)

In addition to the primary research interviews completed by Parcel with relevant stakeholders itemized above, Town staff also conducted interviews with existing BIAs in Oakville, including: the **Bronte BIA**, the **Kerr Village BIA**, and the **Downtown BIA**.

A few themes emerged from this process that are immediately relevant to this study:

- Rising costs are part of the new normal in the commercial sector.
- Dependency on parking was a common theme. Respondents from the various BIAs seemed more advanced in their understanding about the need to shift current parking behaviours. New development in NO-E should similarly consider how development can benefit and thrive in the absence of typical parking ratios.
- New developments and increased population helps attract new businesses and services. The same relationship is true in NO-E, with continued development serving as an attractant for a broader range of retail/service commercial businesses.
- Collaboration is key in establishing the right retail mix. Similar commitment between Town staff and NO-E landowners is paramount.
- The local population is aging and increasing demand for services in Oakville. This demand is replacing the opportunity for—and prominence of—retail businesses and indirectly changing the vibrancy of existing streetscapes. Understanding potential demand from an aging population and its broader implications on design is an important consideration in the build-out of NO-E.
- Activating commercial areas requires the right mix of uses, design, programming, and open space.
- Businesses are relocating from Downtown to less urban areas—in this case Kerr Village—due to more affordable rent per square foot. Attractive design, good location and a growing local population in NO-E may serve as a competitive advantage in the acquisition of new businesses.
- COVID-19 led to unprecedented challenges for the commercial sector, but also enabled businesses to show resilience and adaptability. Creative retailing, marketing and an ability to withstand change will be key to successfully attracting and sustaining new tenants to NO-E, particularly in the context of mixed-use development.

Commonalities & Differences

Stakeholder research identified several central issues expressed by the development community in NO-E, particularly as it relates to the format of retail/service commercial space to be delivered in this area.

Identified issues—which are broadly a function of shifting macroeconomic conditions, tenant and consumer preferences, as well as other external factors extending beyond the immediate control of the municipality—are largely at odds with the Town’s land use framework and vision detailed in the North Oakville East Secondary Plan. Many of these differences—both real and perceived—relate to the “format” of commercial space that is to be integrated in the area, and perhaps more importantly over what timeframes (i.e., “when”).

Mutual objectives present an opportunity for the public and private sector to work collaboratively to establish a shared understanding of how best to deliver commercial space in NO-E.

Despite the aforementioned challenges, other areas of overlap and consensus were also observed, which—in many cases—have the potential to outweigh the more specific concerns of interviewees and/or the Town individually. This includes a mutual desire for additional growth and development in NO-E, the delivery of housing to meet heightened demand, the advancement of local infrastructure delivery, as well as the provision of a reasonable complement of retail/service commercial space to meet the basic needs of existing and prospective residents of the growing community.

These areas of commonality can potentially be leveraged to help establish creative solutions for the delivery of new retail/service commercial spaces in NO-E, both now and into the future.

See **Appendix C** for complete details of Research Interview feedback.

4.5 Trends & Best Practices

From substantial growth in online shopping activity, continued shifts in merchandise / service offerings, and other ongoing responses to the COVID-19 pandemic, the retail sector has faced a range of material changes in recent years.

Consistent with many of the observations and feedback provided via the research interview process outlined above, the following highlights just a few selected trends that will undoubtedly influence the ultimate commercial strategy for NO-E, with varying levels of impact on the physical, “bricks-and-mortar” space likely to be accommodated in this location longer-term.

Given that **not all of the trends identified will be felt equally at NO-E**, the selected factors that we believe are most relevant to the Town and this specific secondary plan area have been reflected in: (i) the underlying statistical assumptions and key inputs considered in our market demand assessment ([See Section 5.0](#)); and, (ii) as part of our more targeted recommendations for NO-E ([See Sections 6.0 and 7.0](#)).

Trend #1:

Blurring of Merchandise Categories

The COVID-19 pandemic and other factors have reinforced the position of many retailers as effective “one-stop shop” locations for a broad range of merchandise offerings. There has also been increased overlap between what have historically been distinct store categories (e.g., Shoppers Drug Mart deviating from their core offering and now offering food products via a more recent affiliation with Loblaws) and other broadening of retail goods / service offerings within single commercial businesses to make ends meet financially.

This has resulted in increased competition among/between retail nodes within a given community.

Trend #2:
Segmentation of Commercial
Hierarchy

There have been clear “winners” and “losers” through recent changes in the retail sector, with the most successful typically being high-end regional/super-regional shopping centres, local-serving / grocery-anchored type corridors and districts or trendy / destination-based “main street” commercial environments.

Trend #3:
E-Commerce

Although often over-stated and misrepresented in the context of commercial development planning—especially for new development communities like NO-E—there has been a discernable and undeniable growth in e-commerce activity as of late, amplified through the COVID-19 pandemic. With significant variation across different store categories (e.g., electronics stores vs. food stores), this has in many cases limited the pool of eligible retailers now opting to locate in secondary or tertiary markets (i.e., instead choosing to reduce their physical space footprints to very few selected locations or key areas).

Trend #4:
Typology & Unit Size
Differentiation

Factors relating to affordability, the economics of new real estate construction and consumer preferences have all resulted in changes to the types and sizes of commercial units now being integrated in new development projects (if any). With a general shift towards smaller units and less overall space, this has brought material challenges to mixed use developments, such as those envisioned at NO-E.

Trend #5:
Shifting Tenant Formats &
Requirements

In response to the foregoing, the type and composition of tenants occupying space in both existing and new commercial developments has also continued to shift. This has involved an emphasis on more experience-based and “showroom” style retail offerings, a growth in cultural / entertainment / recreation type facilities (both civic and privately operated), as well as nuances among chains vs. independents and urban vs. suburban development contexts.

Trend #6:**Influence of COVID-19**

While the longer-term impacts of the COVID-19 pandemic are yet to be fully understood—both as a function of ongoing changes and data availability—many of the changes observed have been a function of pre-existing conditions that were simply accelerated and/or amplified.

See **Appendix D** for complete details of Trends & Best Practices.

5.0

Market Analysis

Key Findings

- Forecast demand could support approximately 114,000 to 183,000 square feet of new **Food Retail** space at NO-E by 2031, increasing to between some 390,000 and 630,000 square feet by 2051.
- Forecast demand could support approximately 133,000 to 186,000 square feet of new **Non-Food Retail** space at NO-E by 2031, increasing to between some 460,000 and 640,000 square feet by 2051.
- By 2031 it is estimated that Trade Area residents could support an additional 3320,000 square feet of **Services** commercial space, increasing to up to 960,000 square feet by 2051.
- In total, this represents a potential need of between 1.8 million and 2.2 million square feet of additional retail/service commercial space at NO-E by 2051.
- Approximately 191,900 square feet of this space could be accommodated by existing applications in the development pipeline. Subject to future changes to existing applications or the addition of additional applications proposing to include retail/service commercial space, existing applications would only account for 11% of this space at most.
- If all the existing applications fruition as currently anticipated, there would still be demand for between **1.6 million and 2.0 million square feet of additional retail / service commercial space by 2051**.

5.1 Demand Assessment

Food Retail

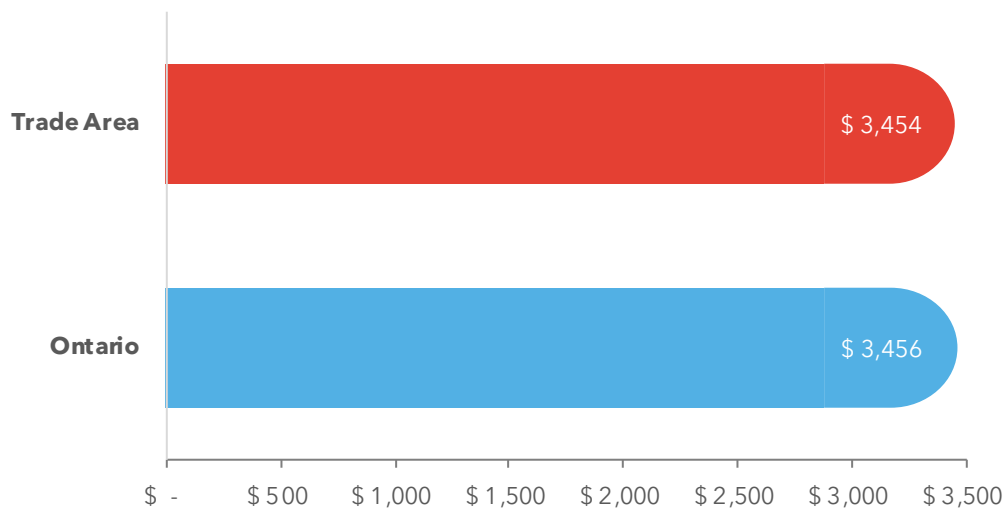
The average Ontarian spends approximately \$2,800 annually on food at supermarkets, convenience and specialty food stores. An additional \$660 per year is spent on beer, wine and liquor by the average Ontarian.

Annual spending on food is relatively inelastic, meaning that spending does not necessarily rise significantly with income. As a basic necessity without many substitutes, demand remains relatively constant regardless of the income capacities of individuals. Additional income translates more directly to enhanced spending at adjacent or alternative food options, such as food services (e.g., restaurants).

Recognizing Trade Area residents' per capita income relationship to the provincial average (as illustrated previously in Figure 3.2) and based on a regression analysis of Ontario household spending by income quintile, we have adjusted Trade Area residents' food retail spending per person as shown in Figure 5.1.

Figure 5.1

Food Retail Spending Per Capita (Including BWL)



Source: Parcel, based on Figure 3.2, Statistics Canada Retail Trade (20-10-0008-01) and Household Spending by Household Income Quintile (11-10-0223-01) data. **Includes an adjustment for e-commerce spending at 3.0% of food retail spending.**

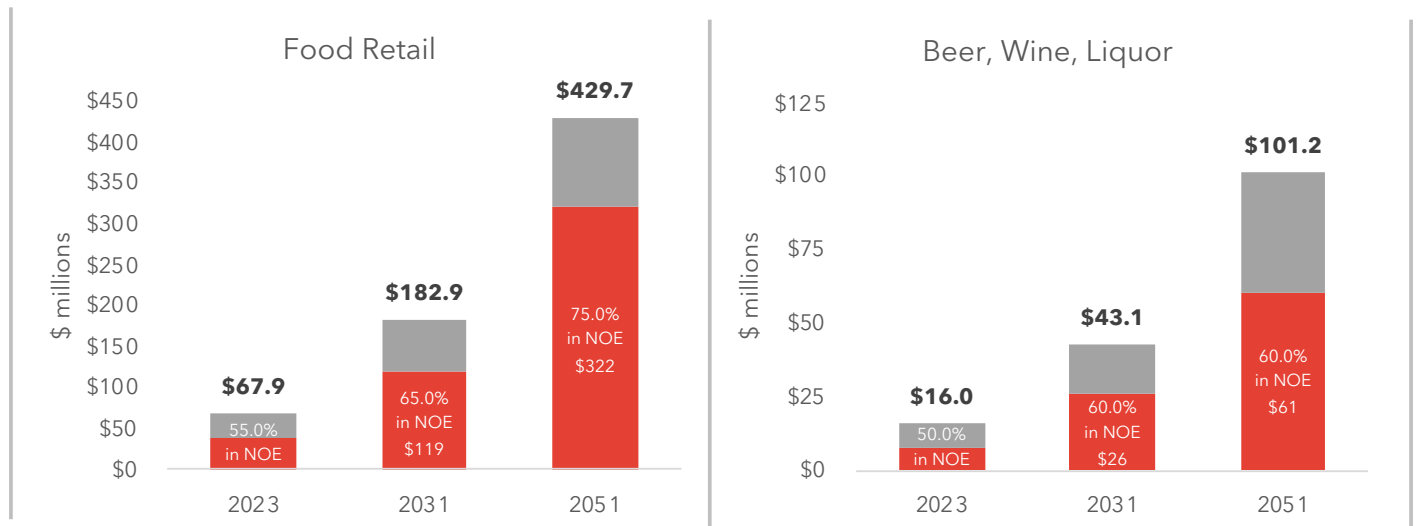
Based on the trends in food spending identified in Figure 5.1 and the current 2023 population for the Trade Area from Figure 3.1, it is estimated that in 2023 Trade Area residents spent some **\$83.8 million** dollars on food retail stores, including beer, wine and liquor stores. Approximately **\$45.3 million** (54%) of which was spent at food and beer, wine, liquor stores in the Trade Area (including periphery store locations).

More specifically:

- **\$57.3 million** (68%) of this spending is attributed to spending at supermarket and grocery stores, while some **\$10.5 million** (13%) of food retail spending was associated with spending at convenience and speciality stores.
- The remaining **\$16.0 million** (19%) of food retail spending was tied to spending at beer, wine & liquor stores.

Figure 5.2

Forecast Food Retail Expenditures



Source: Parcel based on population forecasts in Figure 3.1, food retail spending in Figure 5.1, and estimations of current and future capture and inflow rates.

Recognizing the number of food stores located on the periphery of the Trade Area in addition to a more limited number of food stores in NO-E, it is estimated that existing supermarkets and smaller specialty food / convenience stores currently achieve an average sales performance of some \$600 per square foot. Existing beer, wine and liquor stores are estimated to currently achieving an average sales per square foot performance of some \$1,200.

Going forward, if future food stores—in addition to beer, wine and liquor stores in the Trade Area—are estimated to attain approximately 15% of their sales are from residents outside of the Trade Area (i.e., “inflow” from elsewhere in Oakville and beyond), we estimate that between **114,000 and 183,000 square feet** of additional store space could likely be supported in the Trade Area by 2031, increasing to between **387,000 and 628,000 square feet** by 2051.

A significant concentration of this additional space is tied to supermarkets and smaller specialty food / convenience store space, including between 96,000 and 160,000 square feet of space by 2031 increasing to between some 335,000 to 559,000 square feet by 2051.

Figure 5.3

Forecast Demand for Additional Food Retail Space



Source: Parcel, based on Figure 5.2 and average food store sales of between \$600 and \$1,000 per square foot and average beer, wine, liquor store sales of between \$900 and \$1,000 per square foot.

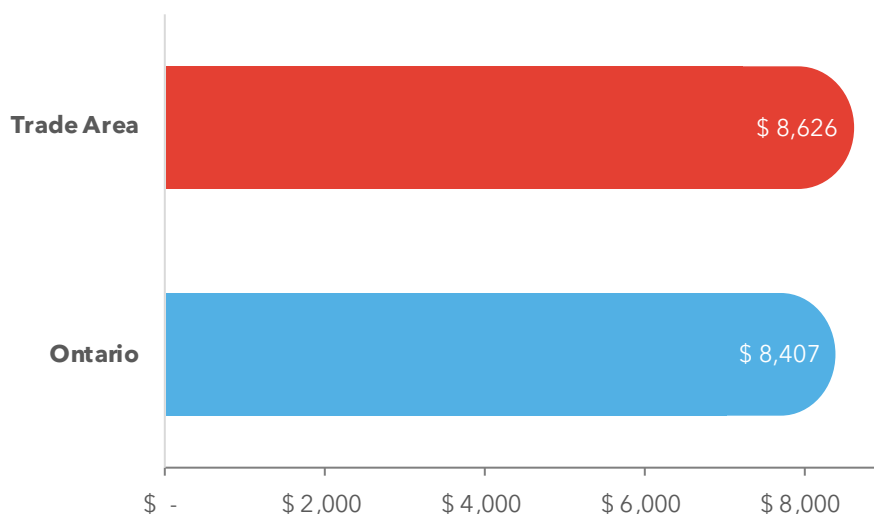
Non-Food Retail

The average Ontarian spends some \$8,400 annually on non-food retail, including items such as sporting goods, clothing, home goods, electronics and health stores (e.g., pharmacies, supplement stores etc.).

Unlike food store spending, spending on these types of non-food store goods are much more elastic, rising considerably with income. Current and future non-food retailers in NO-E will benefit from the higher spending capacities of people living in the Trade Area, Oakville and across Halton Region, helping support business longevity, sustainability and business development.

Figure 5.4

Non-Food Retail Spending



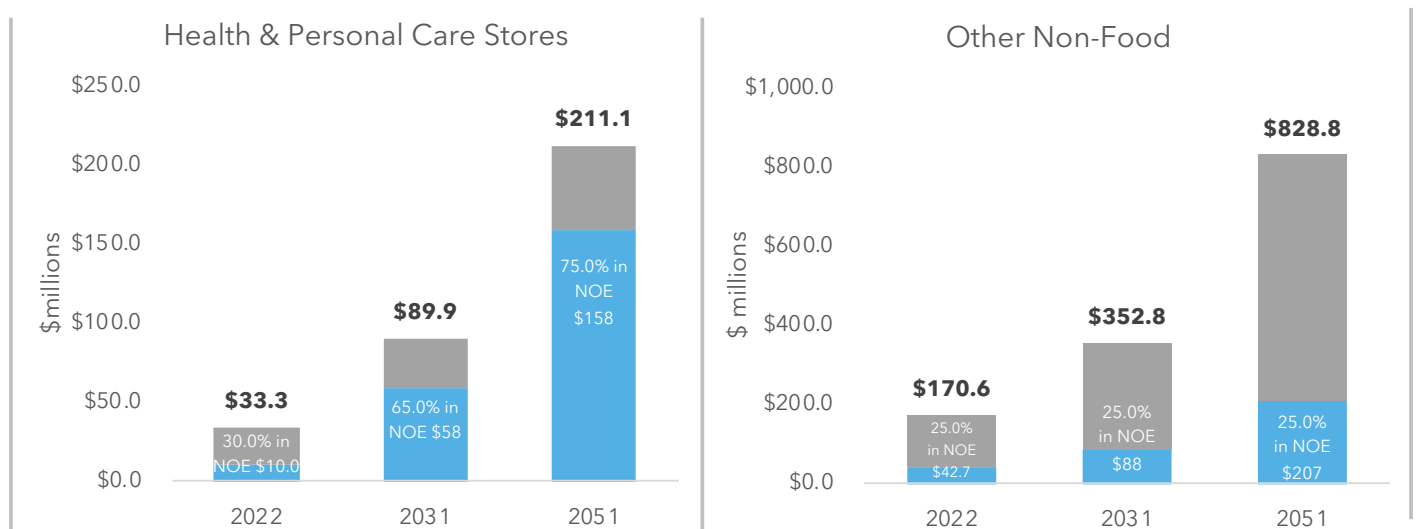
Source: Parcel, based on Figure 3.2, Statistics Canada Retail Trade (20-10-0008-01) and Household Spending by Household Income Quintile (11-10-0223-01) data. **Includes an adjustment for e-commerce spending by store type from between 5% - 22%.**

Based on the non-food retail spending in Figure 5.4 and the 2023 population in Figure 3.1, we estimate that in 2023 Trade Area residents spent some **\$203.9 million** on non-food items in retail stores (e.g., clothing, electronics, sporting goods, health stores etc.). Approximately **\$52.7 million** (30%) of which was spent at non-food stores in the Trade Area. More specifically:

- \$33.3 million at health and personal care stores, \$10.0 million (30%) of which was in the Trade Area.
- \$170.6 million at other non-food stores, \$42.7 million (25%) of which was in the Trade Area.

Figure 5.5 forecasts the expected growth in non-food retail expenditures in the Trade Area to 2051. These estimates are primarily tied to population growth and a reasonable increase in the amount of population that could be captured by non-food stores in the Trade Area today and in the future.

Figure 5.5
Forecast Non-Food Retail Expenditures



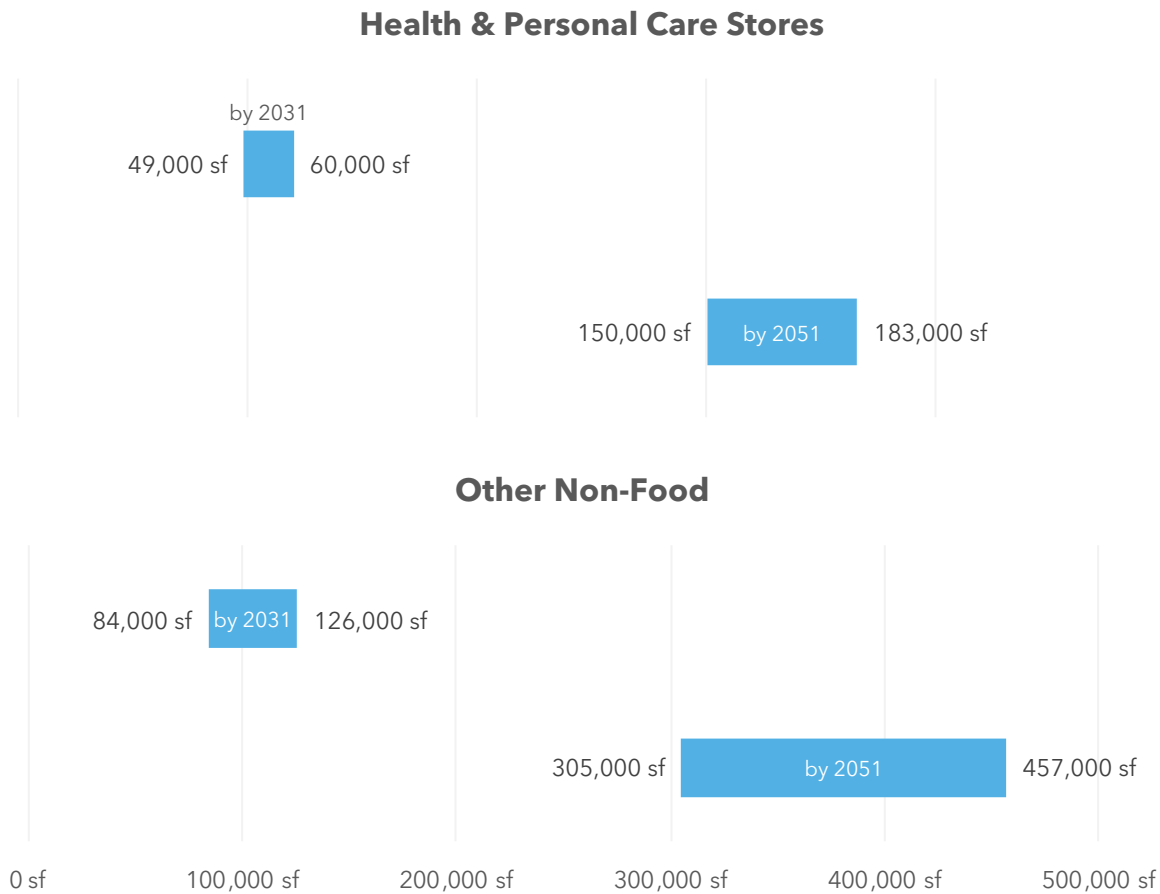
Source: Parcel based on population forecasts in Figure 3.1, non-food retail spending in Figure 5.1, and estimations of current and future capture and inflow rates.

Estimating that approximately 10% of non-food store sales are from residents outside the Trade Area (i.e., “inflow” from elsewhere in Oakville and beyond) we estimate that between **133,000 and 455,000 square feet** of additional non-food store space could likely be supported in the Trade Area by 2031, increasing to between **186,000 and 640,000 square feet** by 2051.

By 2051, this includes:

- Between 150,000 and 183,000 square feet health and personal care retail space.
- Between 305,000 and 457,000 square feet of other non-food retail space.

Figure 5.6
Additional Non-Food Retail Space



Source: Parcel, based on Figure 5.4 and average non-food store sales ranging between \$400 PSF for other non-food to a maximum of \$1,200 PSF for beer, wine and liquor stores.

Services

Our extensive experience inventorying commercial space in communities across Southern Ontario has yielded a typical amount of service commercial space that can be estimated or expressed on a per capita basis. This 'per capita' approach has been used to estimate the future amount of additional service commercial space warranted in the Trade Area.

Recognizing that our inventory in Section 4.1 considers retail/service commercial space on the periphery of the Trade Area, forecast demand for additional service space in NO-E has been based on additional population growth

only. This means that future space estimates reflect net new space required in NO-E (i.e., the Trade Area) notwithstanding existing space in—or on the periphery of—the Trade Area.

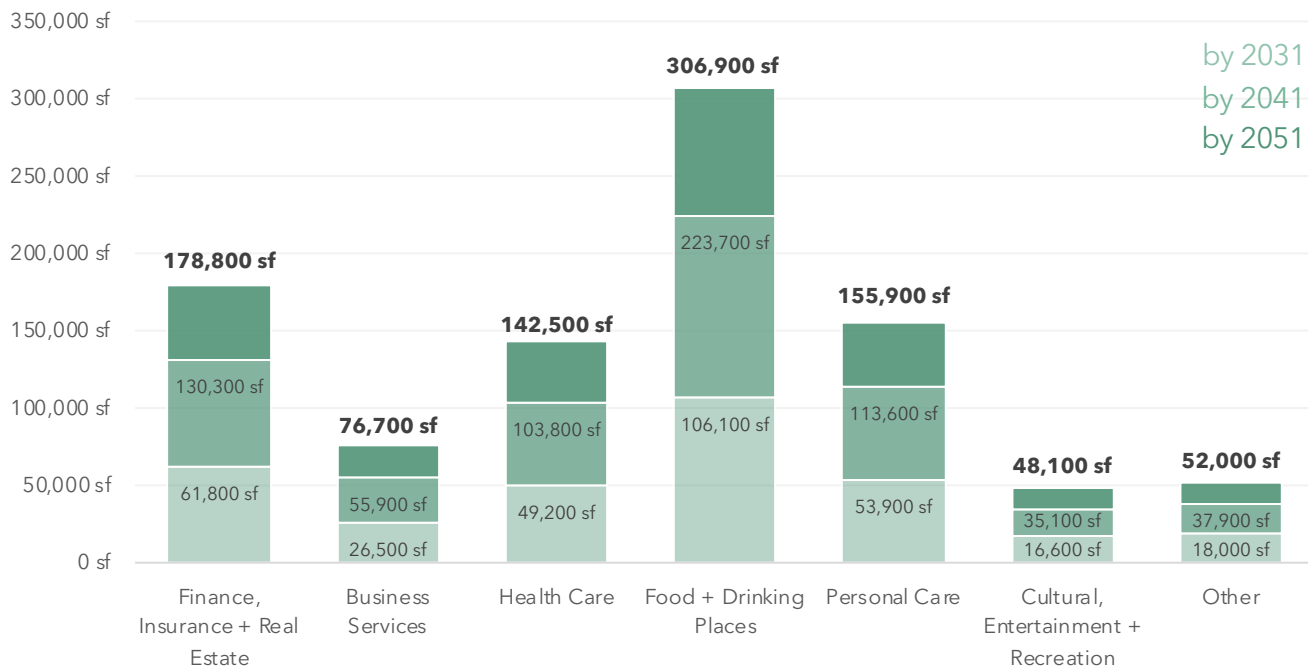
Significant population growth anticipated in the Trade Area over the short and longer-term is anticipated to generate demand for a full range of service categories. While our per capita space analysis does not recognize the current supply of existing space but rather depends on substantive growth projections, it can be further understood given the lack of space in the Trade Area today.

By 2031 it is estimated that Trade Area residents could support an **additional 332,000 square feet** of service commercial space, increasing to **up to 961,000 square feet** by 2051.

Figure 5.7 illustrates the more detailed results of our per capita analysis, including when and what type of service space is warranted to 2051.

Figure 5.7

Additional Service Commercial Space



Source: Parcel.

Business Services include: Professional + Scientific Services; Selected Office Administrative Services; Selected Educational Services. Other includes: Consumer Goods Rental; Personal + Household Goods Repair + Maintenance; Selected Civic + Social Organizations; Transportation.

Summary

Aggregating the distinct analyses by store category above, we estimate the current and future Trade Area residents could support between **579,000 and 701,000 square feet of additional retail/service commercial space in the Trade Area by 2031**. Approximately 191,900 square feet of this space could be accommodated by existing applications in the development pipeline. Subject to future changes to existing applications in the pipeline or the addition of additional applications proposing to include retail/service commercial space, existing applications have the potential to account for between 27% and 33% of the space warranted by Trade Area residents.

By 2051, Trade Area residents could support between **1.8 million and 2.2 million square feet of additional retail/service commercial space in the Trade Area by 2051**. Existing development applications could consume between 9% and 11% of this space. If all the existing applications fruition as currently anticipated this would reduce the 2051 net new space required to between 1.6 million square feet and 2.0 million square feet.

Based on forecast population growth of 116,900 persons to 2051, this equates to some 15 to 19 square feet of retail / service commercial space on a per capita basis. While this may be below what has historically been considered a healthy service level, it is generally in-line with more recent trends in declining square feet per capita service levels. This trend has been driven by many factors, including a rise in e-commerce, a reduction in tenant's in-store inventory and amounting space needs and rising lease rates, which is prompting some tenants to make more efficient use of space than they may had previously. In the case of NO-E, it also reflects the role of the Secondary Plan Area in the context of the Town more broadly. Many large-format stores (e.g., Walmart, Home Depot etc.) are already present in other parts of Oakville and may not necessarily need a second store in this area specifically. These types of "destination" retail facilities (e.g., larger format commercial uses like movie theatres / home improvement stores, etc.) may not represent the essential "day-to-day" uses that will be in highest demand at NO-E - especially relative to other existing retail destinations in Oakville absorbing much of the future demand instead. If anywhere within NO-E, these types of uses would likely be situated within the more prominent arterial-focused intersections, and specifically to the north along Burnhamthorpe Road bordering the employment / transition areas.

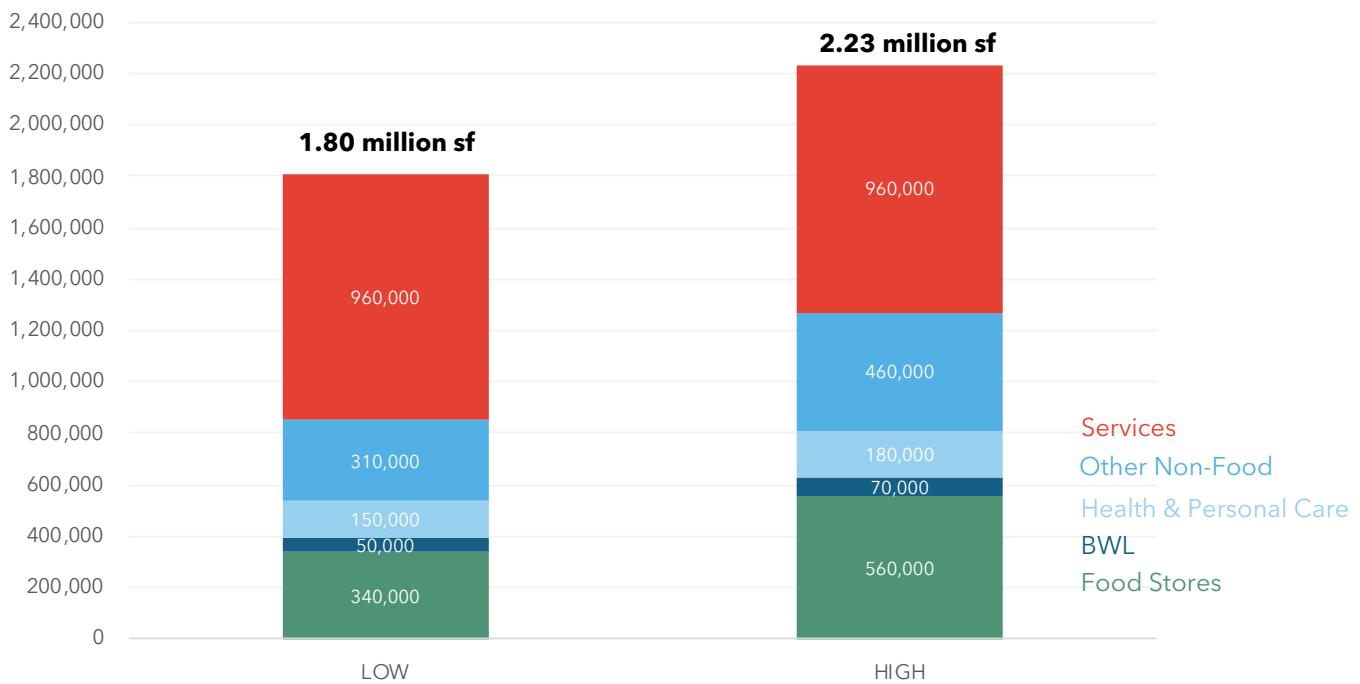
To put this in perspective, existing residents in NO-E—some 25,200 persons—are served by 199,800 square feet currently. This equates to nearly 8 square feet per capita. Population growth and resulting estimates for new retail/service commercial space will help ensure that future residents—and the community more generally—are better served than existing residents of the area.

Note About Non-Residential Space Estimates

Development application information referenced above is based on the most current concept plans and draft documents for various applications available through the Town of Oakville. Each application referenced has also been reviewed in consultation with Town staff and are considered the most representative and accurate references. The exact amount and type of non-residential space to be integrated in—including but not limited to those proposals involving retail/service commercial uses—will undoubtedly evolve over time, and ultimately refined at a later date / as part of future stages of the municipal approvals process.

Figure 5.8

Total Demand Warranted in the Trade Area, 2031 & 2051



Source: Parcel.

5.2 Location & Areas of Focus

In conjunction with our evaluation of the *amount* and *type* of retail/service commercial space that may be warranted in NO-E over the longer-term planning horizon, it is also important to consider the **appropriate locations** where this space could be delivered to market throughout the community. To this end, the following provides a brief overview as to the specific locations where policy is directing commercial activities, as well as consideration as to where these commercial activities are potentially best suited in light of current and evolving market conditions.

Existing Context: Policy-Based Direction

As detailed further in Section 6.2 (Planning Approaches), commercial uses in NO-E are currently envisioned to be focused in the specific areas and related land use designations itemized below. These comprise a mix of “main street” commercial environments centered along major arterial corridors (e.g., Trafalgar and Dundas), more localized and smaller pockets of convenience-based retail/service activity situated internal to neighbourhoods, as well as supportive commercial uses in predominantly employment-based areas.

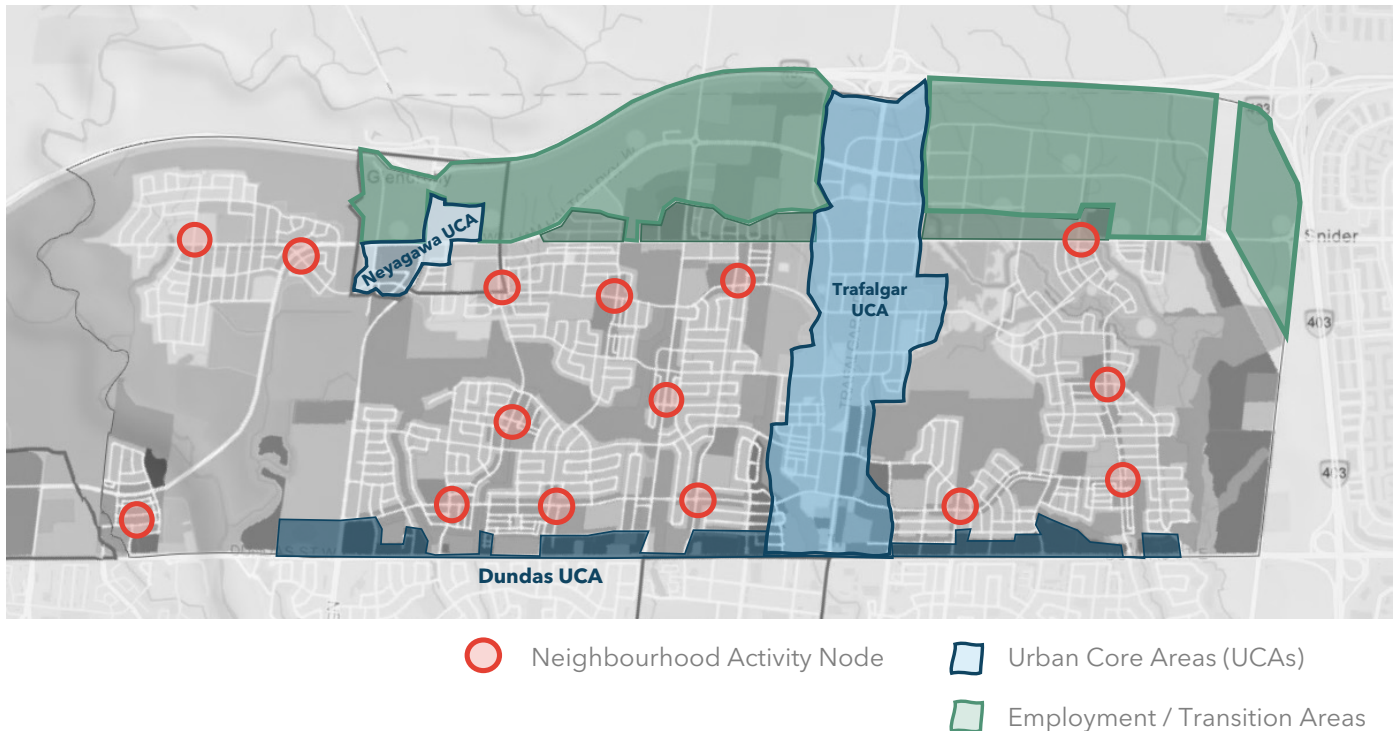
We also note—as illustrated in Figure 5.9—that the existing Secondary Plan envisions a relatively extensive, “blanketed” retail coverage across North Oakville East, integrating a range of opportunities for the delivery of commercial space.

- **Urban Core Areas**
 - Trafalgar Urban Core Area
 - Dundas Urban Core Area
 - Neyagawa Urban Core Area
- **Neighbourhood Activity Nodes** (comprising part of broader Neighbourhood Centre Areas)
- **Transitional & Employment Areas**

See **Section 6.2** for details of current Policy Context in NO-E.

Figure 5.9

Location of Planned Commercial Uses in NO-E (Existing Secondary Plan Context)



Source: Parcel, based on Town of Oakville base map, designations and land use categories.

Future Context: Market-Based Direction

Based on the various market-based research and analysis undertaken as part of this assessment, it is our opinion that retail/service **commercial activity in NO-E will be most successful if it is concentrated at a smaller subset of strategic locations rather than dispersed throughout the entire community**, to the extent originally envisioned in the Secondary Plan. This will require the current policy context to be revisited from a locational perspective with particular attention given to existing and stringent requirements for commercial space delivery at selected locations. It may also involve the potential replacement of these policies with alternative requirements, that aim to “encourage” or “enable” additional growth in retail/service activity elsewhere.

Overall, this would involve adopting more of a **focus on “quality over quantity” with respect to commercial functions in NO-E**. As discussed further herein, this could also be supported through parallel approaches, such as: (a) supplementing traditional commercial space footprints with other forms of commercial activity (e.g., temporary /

shared spaces, etc.); and/or, (b) potentially re-evaluating opportunities for other grade-related spaces in the context of new mixed-use developments and reallocating spaces to other residential / non-commercial uses.

Urban Core Areas

Trafalgar UCA

It is our opinion that the Trafalgar Urban Core Area represents among the more prominent and meaningful opportunities for retail/service commercial space in NOE. There is likely the greatest opportunity for the NO-E community to leverage access to an ideal combination of transportation infrastructure (e.g., major arterial corridors, planned transit infrastructure), customer support from both existing and planned new residents of the community (i.e., to the north and south of Dundas Street, respectively), as well as its ability to capture “inflow” visitation from a broader area that could extend across other parts of the municipality (e.g., direct connections to other major growth areas to the south). Similarly, we note that the existing concentration of commercial uses at the Uptown Core node—to the immediate south of Dundas Street—provides an appropriate baseline from which additional “net new” commercial activity can be built as the NO-E community continues to grow¹. Specifically, there is likely an opportunity to leverage the existing critical mass of established commercial activities at this location, and extend the commercial focus further north into NO-E. The Trafalgar Road corridor also benefits from the continued momentum and development investment planned in this area, which could ultimately continue to support higher densities and thereby reinforce the importance of this as a key gateway to the community (See **Intersection of Interest #1** in Figure 5.10).

That said, commercial activity will **likely need to be concentrated at key intersections** rather than maintained as a consistent, contiguous “ribbon” of retail/service space along the entirety of the corridor. As a major, multi-lane arterial roadway, it is unlikely that the full length of Trafalgar Road will be capable of supporting a “main street” pedestrian environment continuously animated by commercial uses, as originally envisioned for this area in the subject Secondary Plan. Instead, opportunities for relying on the high visibility and direct access / frontage to the primary arterial corridor afforded along Trafalgar Road should be leveraged, while exploring opportunities for additional commercial activity to permeate further into individual development blocks and/or nodes, as applicable. For example, this could include additional focus around the intersection of Trafalgar Road and Burnhamthorpe Road further north and somewhat removed from the existing development closer to Dundas Street (See **Intersection of Interest #4** in Figure 5.10).

¹ We note that the Town of Oakville is in the process of initiating a study to review and update the land use vision for the Uptown Core node, including considerations as to how the existing commercial uses at this location could evolve through redevelopment longer-term. Where possible, the commercial strategy for this area should be considered in unison with that of NO-E.

Dundas UCA

Similar to above, the results of our market demand assessment confirms that there could be sufficient customer support available to warrant additional commercial or “non-residential” space delivery along portions of the Dundas Urban Core Area. That said, expectations should be tempered with respect to extending a consistent ribbon—or even intermittent nodes at key intersections—of street-fronting commercial along the entirety of this roadway. This approach or expectation could prove challenging due to the nature of this corridor as a major thoroughfare for vehicles accessing points further east and west. It is also simply too long a distance to maintain this amount of commercial space delivery in a consistent, contiguous manner.

Where applicable, areas with existing concentrations of commercial activity along Dundas Street should again be leveraged to help satisfy the shopping needs of existing and new residents of NO-E, particularly as new commercial uses are introduced elsewhere in NO-E over the longer-term planning horizon. Selected areas throughout this corridor could potentially accommodate a mix of grade-related commercial activity spanning a variety of retail/service store types (i.e., small to mid-sized footprints). Of particular note, the area around Dundas Street and Neyagawa Boulevard likely serves as an ideal location for concentrated commercial uses, given the presence of: (a) existing retail/service activity (i.e., the Fortino’s plaza); and (b) other non-residential / institutional uses, such as the Sixteen Mile Sports Complex and Oakville Public Library’s Sixteen Mile Branch, which could provide additional sources of customer support and “traffic” (See **Intersection of Interest #2** in Figure 5.10).

Neyagawa UCA

The Neyagawa Urban Growth Area also represents a potential area of focus for new retail/service commercial activity in NO-E, especially in that it is further removed from other existing and/or potential new proposals for commercial development, including the foregoing Urban Growth Areas. As the NO-E community continues to build out longer-term, there will be a need for another standalone commercial node in this vicinity, containing a range of basic retail/service uses (e.g., food store / pharmacy-anchored node with other supporting convenience-based shops and services) (See **Intersection of Interest #3** in Figure 5.10).

Neighbourhood Activity Nodes

In addition to the various other locations envisioned to accommodate commercial space, a total of 15 Neighbourhood Activity Nodes are identified in the existing NO-E Secondary Plan, which require at least one corner of identified intersections to include commercial space (i.e., via mixed-use development and/or standalone non-residential buildings).

From a market and economic perspective, it is unlikely that all of the Neighbourhood Activity Nodes currently identified across NO-E will develop with these types of commercial uses – again as a function of both: (a) market conditions and potential limited interest among tenants to occupy space in these locations offering limited visibility

and access to higher volumes of potential customer traffic; and, (b) strained financial feasibility conditions where new development densities are likely to be most limited internal to the NO-E neighbourhood. From a purely market and economic perspective, it is our opinion that the number of Neighbourhood Activity Nodes that require retail/service commercial space should be reduced and potentially re-focused on a select few **“primary”** internal nodes that are located furthest from other existing or proposed commercial activity. Remaining Neighbourhood Activity Nodes could continue to be encouraged as more **“secondary”** areas of focus, but without the explicit requirement for commercial space, which could otherwise risk inhibiting development of any kind (i.e., including housing).

Competing Priorities: Reconciling Market vs. Planning Objectives

The market-based direction above suggests that there should be consideration in the geographic extent of commercial space delivery requirements—namely the distribution and amount of Neighbourhood Activity Nodes. While we recognize that this recommendation could inherently involve accepting trade-offs with other important planning ideals and objectives (e.g., improved access for local residents and walkability, etc.), we nonetheless believe this direction is appropriate given the combination of market realities that now prevail and are likely to persist in the coming years (e.g., reduced need for commercial space in response to changing consumer behaviours and macroeconomic factors such as online shopping, challenging feasibility conditions for new development of all types – especially non-residential space / commercial uses, etc.).

Moreover, it is our opinion that the potential externalities or trade-offs that could amount from this approach may be more limited in practice rather than in theory. This is because concepts such as walkability and convenient access to commercial space in this type of suburban “blank slate” development context tend to be more predicated on perception and pre-defined planning goals than actual resident behaviour. For example, it is possible—even likely—that future residents of NO-E will continue to rely heavily on automobile travel for shopping trips in the foreseeable future, regardless of land use policy directions and/or until such time as additional transit infrastructure is provided that enables a more fundamental shift in travel patterns.

It will be necessary for the Town to manage these trade-offs and prioritize preferred outcomes, accordingly, when establishing new and/or revised land use policies for NO-E.

Transitional / Employment Areas

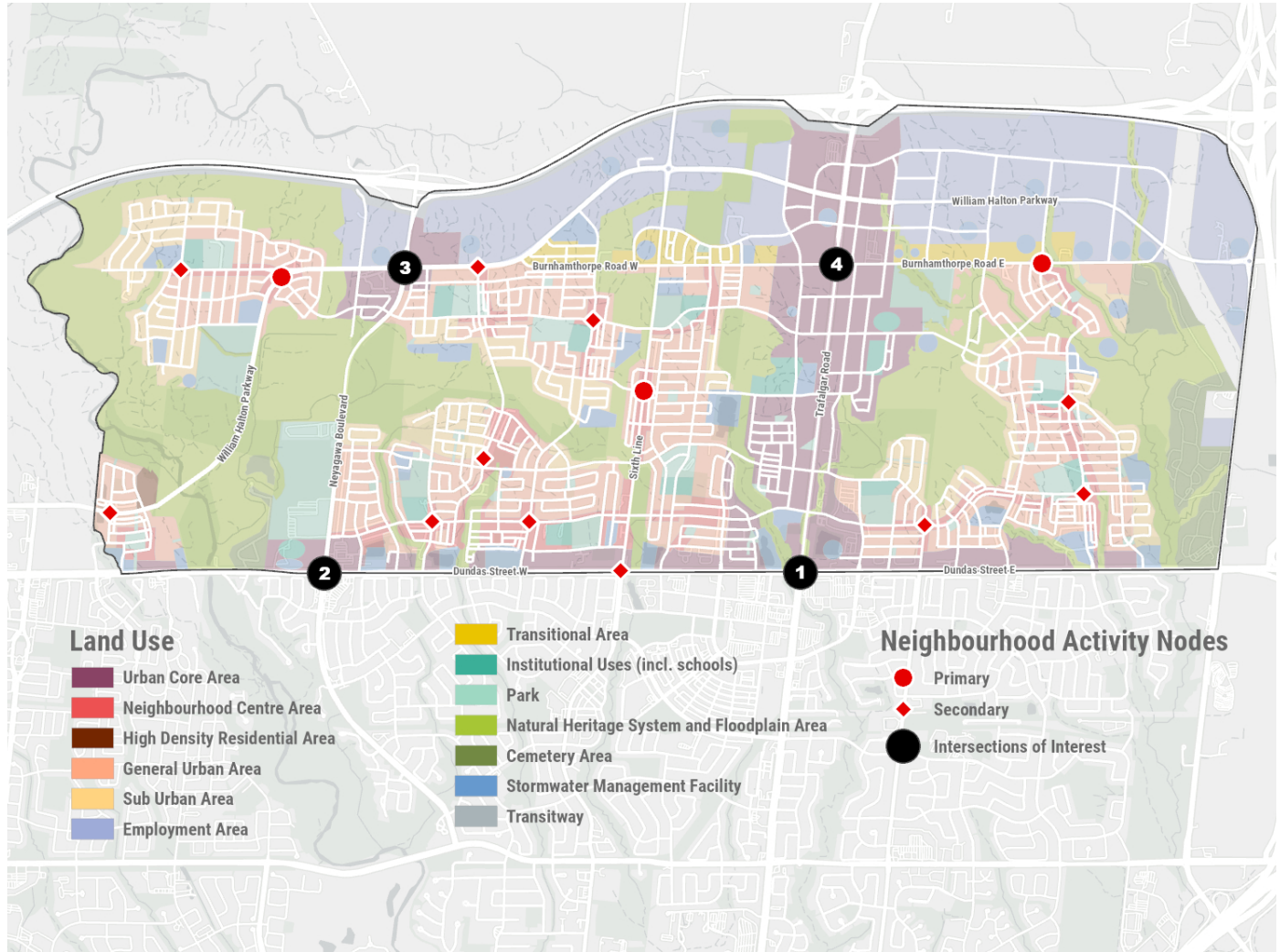
With respect to the balance of the NO-E community, we note that the designed “Transitional” and “Employment” Areas situated along the northern edge of the community and to the immediate south of the Highway 407 corridor have been earmarked for future employment-based development. From a commercial market perspective, these areas are similar in terms of their overall locational characteristics, as well as their relationship with existing / proposed shopping areas elsewhere in NO-E (and the Town). As such, we have generally treated them as being equivalent in terms of their capacity to accommodate future commercial uses as the area continues to build out.

Given the configuration and geographic location of these lands, it is our opinion that future commercial activity is most likely to concentrate in either more highway-serving formats (e.g., gas station / rest stations and supporting quick-service restaurant uses) or along the transition areas identified along Burnhamthorpe Road, where visibility and access to pass-by traffic among local residents are highest. This area may also serve as an appropriate location for some secondary commercial activity on an east-west corridor that is separate and distinct from the Dundas Urban Core Area.

Overall, commercial uses are unlikely to materially advance the supply of retail/service space available to local residents in NO-E, but could nonetheless help to alleviate some local demand indirectly. As such, we do not believe that this needs to be an area of focus for commercial space planning and any new uses would generally be best intended to play more of an employment area-serving function and/or highway-oriented function; both of which would primarily cater to non-residents (i.e., pass-by traffic, local employees and/or other types of visitors to the area). Furthermore, recognizing that that latest direction from the Province (i.e., per the proposed Provincial Planning Statement 2023) currently contemplates reducing or eliminating retail permissions in employment areas, we also feel that advancing the supply of retail/service space across employment areas in NO-E should not be a priority in the short-term. Instead, it is important that commercial uses be directed to many of the key nodes identified above, accordingly (e.g., key intersections / Urban Core Areas, etc.).

Figure 5.10

Location of Commercial Uses in NO-E (Proposed Directions)



Source: Parcel and Town of Oakville base mapping, designations and land use categories. This map is intended to show the “emerging evolution” of NOE, integrating the latest zoning / subdivision approvals, proposed or anticipated road layouts and the NOE Master Plan. As proposals evolve, it is important to keep in mind that this concept may also be adjusted.

5.3 Unit & Space Typologies

Providing opportunities for a range of different commercial unit types and sizes will continue to be important as part of the future growth and development in NO-E. Whereas other existing commercial centres throughout the Town can continue to be relied upon to satisfy more community-wide and/or regional shopping elements of the

commercial hierarchy (e.g., traditional indoor shopping centres, larger format anchors and national retail chains, main street downtown pedestrian environments with higher levels of “inflow” visitation, etc.), future retail/service commercial uses at NO-E are more likely to be comprised of smaller to mid-sized units and tenant types that are more local-serving in nature.

This could include, but would not necessarily be limited to, some combination of the following:

- **Selected mid/large-sized anchor spaces** at strategic locations capable of generating co-location benefits and driving growth in “cross-shopping” among and between retailers, including direct benefit to operators of smaller units nearby (e.g., supermarkets or health and personal care / pharmacy type anchors);
- A collection of **smaller and mid-sized units** capable of accommodating smaller chains and independent shops / services that satisfy the day-to-day needs of local residents (e.g., restaurants / food-service and drinking establishments, healthcare and other related professional offices, personal care services, etc.);
- Ancillary **temporary or shared spaces** capable of supporting additional and more informal retail-based programming (e.g., seasonal or semi-regular markets, pop-up shops, etc.), which could be accommodated in parks / open spaces, at institutional facilities (e.g., libraries / community centres / schools) and/or in common areas of new mixed use developments.

Note About Unit Typologies

Additional functional details with respect to commercial unit design, preferred locations and other factors identified above are likely to be refined and further explored throughout the design process for the site and individual buildings. Many of these building design aspects are too detailed for consideration at this early stage in the planning process and are therefore subject to change as individual concepts evolve.

6.0

Policy Analysis

6.1 Context

The foregoing market assessment and stakeholder feedback established have revealed constraints that could impede successful mixed-use commercial development in NO-E.

These constraints include, but are not necessarily limited to, the following:

- There may not be enough space warranted to substantiate the full spectrum / hierarchy of commercial uses identified in the original secondary plan.
- The Urban Core Areas permit the highest densities for commercial / retail space and are planned to have a “main street” character located on arterial roads. The size of arterial roads and the volume and speed of vehicular traffic on them create an uncomfortable pedestrian environment, which calls into question the appropriateness of these locations as the commercial focal points of the community.
- There is not strong buy-in from landowners and developers for a pedestrian-oriented commercial structure.
- Landowners and developers have limited interest in developing mixed-use buildings with a commercial component, based on current economic conditions and the locational context of North Oakville East.
- For many stakeholders, single-storey, standalone building typologies with surface parking continue to be preferred for retail / service commercial uses at this time due to prevailing market conditions (e.g., construction costs, tenant preferences, perceived level of demand for mixed-use commercial and retail space in NO-E, etc.).
- Given the current economic landscape and planning policy framework in NO-E, landowners are unlikely to develop commercial and retail uses within the Neighbourhood Centre Area designation at a scale and format that would provide for the convenience retail needs of the community. Additionally, the Town has not played its role in locating civic uses in Neighbourhood Activity Nodes of the Neighbourhood Centre Area designation.

6.2 Planning Approaches

Given the constraints identified, the Town may wish to rethink the approach taken for commercial uses in the North Oakville East Secondary Plan.

The following considers alternative planning approaches that respond to these constraints, organized along the following themes:

- **Principle #1:** Rethinking the Place of Commercial Uses Within the Urban Structure
- **Principle #2:** Allowing Interim Typologies and Formats
- **Principle #3:** Considering Commercial Use Requirements and Incentives
- **Principle #4:** Design and Placemaking for Interim Typologies / Formats

Policy Analysis: Presentation of Options

Following these principles, the balance of this section presents several recommendations and policy options that are designed to enable future growth in NO-E in a manner that satisfies the underlying planning objectives identified for this study.

For each principle, the discussion has been organized to include: (i) a general discussion about the **key challenges** being addressed; (ii) a summary of **existing Secondary Plan policies** related to the principle; and, (iii) an overview of **potential planning solutions**.

Principle #1 – Rethinking the Place of Commercial Uses Within the Urban Structure

Key Challenge

Commercial uses are envisioned as an important contributor in creating an urban structure and are used in place-making, creating a “main street” environment along Arterials and serving as one of the defining features of Neighbourhood Activity Nodes in NO-E.

However, the width and the volume of traffic along the arterials present a challenge to creating a “main street” pedestrian environment. Commercial uses developed in Neighbourhood Activity Nodes have also been relatively minor, resulting in only a limited number of live-work units to date Secondary Plan-wide.

Current Policies

The Secondary Plan envisions a linear, “main street” built form format in the Trafalgar and Dundas Urban Core Areas (7.5.14, 7.5.15), with commercial uses clustered in a few areas (7.5.14.f, 7.6.4.5, 7.6.4.7, 7.6.8.3, 7.6.5.1).

The Trafalgar Urban Core Area (TUC) is intended to be the focal point for North Oakville East and is planned to accommodate a mixed-use and some single use commercial development in a “main street” format (7.5.14). While the plan promotes a linear pattern of development lining Trafalgar Road, it acknowledges retail and service commercial may be clustered in a few areas given the current pace of intensification in North Oakville East. Additionally, the Secondary Plan identifies the intersection at Burnhamthorpe Road and Trafalgar Road as an area where commercial and retail uses could be clustered in a single use format to meet the needs of residents (7.5.14.c.g).

In the Dundas Urban Core Area (DUC), commercial and retail development is restricted to intersections with north/south streets, promoting a cluster development pattern (7.5.15.c). In these areas, the Secondary Plan encourages commercial development to occur in a “main street”, mixed-use format (7.5.15.c).

A cluster development pattern is also encouraged in the Neyagawa Urban Core Area (NUC) (7.5.16).

In the Neighbourhood Centre Area (NC), limited commercial uses are permitted, including convenience retail, personal service, restaurants and business activity. The Secondary Plan requires a minimum of one mixed use or non-residential building at the intersection of each Neighbourhood Activity Node, within the NC (7.6.7.1).

Potential Solutions

Hierarchy of Commercial Areas of Focus

Within the broader framework of Urban Core Areas and Neighbourhood Activity Centres established by the Secondary Plan, Section 5.2 of this study outlines a hierarchy of Areas of Focus for commercial development and identifies general locations within the Secondary Plan area for each category. Each is defined by its locational characteristics, scale of offering, nature of their co-locational benefits and anticipated catchment. The Areas of Focus are:

- **Key Intersections** - Feature the largest agglomeration of commercial uses, including large-sized anchor spaces such as supermarkets, to serve the North Oakville East community. They will be located in prominent locations in proximity to the intersection of major roads which provide high exposure and good access.
- **Primary Neighbourhood Activity Centres** - Feature significant concentrations of commercial uses, secondary to those located at Key Intersections, with an offering that includes more service-oriented and local-serving uses. They are located within neighbourhood areas to improve local access and foster walkability, realizing complete community principles at the neighbourhood scale.
- **Secondary Neighbourhood Activity Centres** - Feature smaller groupings of commercial uses located primarily within the interior of neighbourhoods. They provide access to a range of convenience retail, locally-oriented services and community-oriented businesses, serving as local focal points of community at a walkable scale.

This approach is a **departure from the existing Secondary Plan** in a number of ways:

- The proposed Areas of Focus differentiate between Primary and Secondary Neighbourhood Activity Centres; and
- The proposed Areas of Focus provide a further level of policy direction on the location for concentrations of commercial uses within the Urban Core Areas at Key Intersections.

The Town should consider **incorporating this hierarchy of commercial development** and their locations into the Secondary Plan. The recommended locations are intended to ensure good geographical distribution, foster integration with surrounding uses to promote short travel distances and good accessibility from the surrounding mixed use and residential areas, and enable access by transit to the more significant concentrations of commercial uses. The Town is encouraged to strengthen these “areas of focus” as community focal points by **co-locating community services and amenities with commercial uses** within a high-quality public realm. The Town should work to align its Parks, Recreation and Library Master Plan with these Areas of Focus to identify suitable sites for integrating community assets such as libraries, recreational facilities and parks within planned developments.

Different Configurations

The existing Secondary Plan focuses on creating ‘main street’ oriented retail. This approach is sound in that it uses retail to animate streets and contribute to the creation of streets as enjoyable and walkable public places. However, as discussed elsewhere in this study, development interest has been weak in this kind of development and the major arterial roads present challenges to the development of positive pedestrian environments which would benefit from at-grade animation by commercial uses. The Town should consider whether other configurations for the incorporation of retail into the built environment could be more successful in attracting commercial development while still meeting Secondary Plan objectives. Some alternative configurations include:

Option A: *Shifting from a Main Street Concept to a Partially Internally-Oriented Cluster Concept*

- This approach would focus clusters of commercial uses on larger sites at Key Intersections.
- These clusters would present a good face towards bordering roadways, but also be large enough to maintain internal road networks and linkages.
- This approach would likely be more conducive to the development of interim typologies and formats that would meet the immediate needs of the community for commercial uses, while allowing for comprehensive redevelopment of sites along a more urban mixed-use format at a later point.
- While this approach is most pertinent to the development of commercial uses at Key Intersections, it may also have applicability in Primary Neighbourhood Activity Centres.

Option B: *Maintaining but Refocusing the Main Street Concept*

- The Town could consider shifting the focus of commercial/retail development to narrower roads with lower volumes of traffic.

- Rather than clustering commercial uses along the arterial in a 'main street' fashion, commercial uses could extend along a perpendicular or parallel street, particularly in the areas surrounding Primary Neighbourhood Activity Centres.
- Collector or local streets are more appropriate places to encourage a pedestrian-oriented 'main street' format. Narrower rights-of-way and lower volume and speed of vehicular traffic are more conducive to fostering an environment comfortable for pedestrians. They also penetrate more deeply into the interior of neighbourhoods, thereby improving accessibility by walking for nearby residents.
- The arterials will be designed to be complete streets.

Principle #2 - Allowing Interim Typologies / Building Formats

Key Challenge

Landowners have expressed that the current policies in the Secondary Plan have impacted their ability to develop their lands to meet the market demand for standalone commercial space. In keeping with the planning goals for this study to both secure commercial uses within NO-E and create a complete and compact community, the challenge is to consider how interim uses for sites could be permitted to meet current needs for commercial/retail space while upholding the long-term goals for the area.

Current Policies

The Secondary Plan includes an interim uses and phased development policy (7.5.13). This policy contains principles to which all development within NO-E should conform. These principles can be summarized as follows:

- All buildings should be viewed as if permanent, except for small structures, to ensure that future phases of intensification are not inhibited.
- Development should be designed to be pedestrian and transit friendly.
- Highest density of development should be concentrated on Trafalgar Road.

- There needs to be an appropriate relationship between different built forms. This will be outlined in Urban Design Guidelines.
- Urban Core Areas will be connected to the street and open space network.
- The Town's local character will be conveyed through urban design.

Design alternatives for large retail stores that contribute to a vibrant and active street life will be considered. (7.5.13.b)

Additionally, the Town currently requires an intensification plan to be provided in the Trafalgar Urban Core Area and Neyagawa Urban Core Area when minimum standards will not be achieved within the initial development proposal (7.6.4.8.i & 7.6.6.3.c). Intensification plans should include:

- the provision of local roads and small blocks;
- the means to achieve a pedestrian and transit friendly streetscape;
- building orientation within the block and the relationship to the street for initial and future development;
- the siting and orientation of the parking for initial and future development;
- the ability to achieve both short- and long-term intensification.

As part of the intensification plan process, the Secondary Plan permits the Town to consider a reduction in density within the Trafalgar Urban Core Area (7.6.4.8.i). Within this area, low-rise commercial buildings of a minimum height of 5 m are permitted as part of a comprehensive development (7.6.4.8.d.iv).

While mixed-use development is encouraged within the Urban Core Area, the Secondary Plan does permit single use buildings widely in the Urban Core Areas (7.6).

Potential Solutions

- Plan for interim forms of commercial development that do not fully conform to the ultimate vision for North Oakville East exists in current Secondary Plan policies and urban design and open space guidelines. These policies could be more explicitly targeted at commercial uses and apply throughout the Secondary Plan area. This would allow Town staff the discretion in evaluating development proposals to effectively prioritize the amount and access to retail/service commercial space in the short-term and defer broader placemaking and urban design outcomes of achieving the full integration of commercial uses until later stages of development.

- In essence, this would permit stand-alone retail stores with surface parking as an interim use. These uses could only be permitted in strategic and accessible locations.
- Consideration would need to be paid to urban design elements—especially the positioning of buildings and the relationship of their primary unit entrances to surrounding roads and outdoor pedestrian spaces, the location and orientation of surface parking, minimum building heights, other design features and maximum store size—that landowners have identified as barriers to the provision of commercial retail and service uses.
- A focused set of urban design guidelines could also be assembled to address the permitted scope of interim uses, including those that allow for greater flexibility, while also promoting appropriate site and building design, vehicular and pedestrian access, interface with surrounding uses, pedestrian circulation, etc.
- To ensure these developments contribute to the long-term vision for NO-E, the Town could also reinforce their existing policy for intensification plans by including this policy within a new interim use and phased development policy. An intensification plan for an interim use would need to demonstrate how the development could be intensified in the future so as not to preclude the achievement of the vision set out in the Secondary Plan.
- The criteria listed in the current intensification plan policy are sufficient at present but could be reviewed in light of expanded permissions for interim uses.

Principle #3 – Considering Commercial Use Requirements & Incentives

Key Challenge

The Town has struggled to secure commercial and retail space in a mixed-use format in North Oakville East. Existing Secondary Plan policies widely permit these uses and, in some cases, provide direction on the amount (GFA) that is desirable. However, they do not contain a mechanism (site and quantity specific policies) that require their delivery. As it is unclear how GFA requirements will be distributed or secured over individual parcels, the Town is limited in their ability to ensure that commercial uses are available in the long-term.

Current Policies

In the Secondary Plan, Gross Floor Area (GFA) requirements are the only policy that provides direction on the location and quantity of commercial/retail space, except concerning Neighbourhood Activity Nodes, as described below.

In the Trafalgar Urban Core Area, commercial buildings are required to not exceed a maximum of 93,000 square metres of gross leasable floor area in the designation, with a minimum of 55,000 square metres of gross leasable floor area located in Urban Core Area 2 (7.6.4.2.iv).

In the Dundas Urban Core Area commercial buildings are required to not exceed a total of 32,000 square metres of gross leasable floor area in the designation, with no single user or retail store exceeding 7,000 square metres (7.6.5.2.c).

In the Neyagawa Urban Core commercial buildings are required to not exceed a total of 31,000 square metres of gross leasable floor area in the designation, with no single user or retail store exceeding 7,000 square metres (7.6.6.2.c).

In the Neighbourhood Centre Areas there are no GFA requirements for commercial development. However, there is a requirement that a minimum of one mixed use or non-residential building is located at the intersection of each Neighbourhood Activity Node (7.6.7.1.c).

Potential Solutions

The adoption of the alternatives discussed above under Principle 1 would require a rethink of the current approach to establishing minimums and maximums for commercial use GFA in different parts of the Secondary Plan area. More broadly, regardless of which alternative is selected, or if the current approach to locating commercial uses within the urban structure is maintained, the Town should consider establishing requirements and incentives for commercial development. Commercial uses are a critical component of a complete community and should be secured at a pace to support residential development, as it proceeds.

Traditionally, commercial uses were included in the development of new communities by designating parcels of land exclusively for these uses. However, the segregation of uses runs contrary to the planning objectives for NO-E, which aims to foster an urban mixed-use environment. Commercial uses are concentrated and located to provide structure and community focus but are not separated from other compatible uses. Given the variable profitability of different uses, **relying on permissions alone can result in the absence or under provision of commercial uses**

in mixed use areas. The alternative would be to establish a commercial use requirement. This could take a number of forms:

- A minimum GFA of commercial uses established for a sub-area, with each mixed-use development proposal required to demonstrate how it contributes to the minimum;
- A minimum GFA of commercial uses established on a parcel-by-parcel basis and secured through a zoning by-law; or
- A minimum percentage of commercial use GFA to be included in mixed use developments within particular sub-areas.

In all instances, flexibility could be provided in meeting minimum GFA obligations by allowing requirements to be transferred from parcel-to-parcel, as long as the broader intent of the Secondary Plan is realized, including achieving a contiguous focus of commercial uses in either linear or nodal form, realizing the benefits of co-location, and improving access by walking, cycling and transit. Transfers could be realized through zoning by-law amendments for the parcels concerned, with a hold on development on the parcel from which the requirement was shifted until the commercial GFA requirement is realized on the parcel to which the requirement was transferred.

Further policy approaches aimed at ensuring a balance of uses include:

- A policy could be added to the Secondary Plan that a balance between residential uses and the retail and service uses that serve related populations shall be maintained. The Town would undertake periodic commercial uses assessments to evaluate this balance and could elect to put a hold on further residential development, if the assessment indicates a deficit of retail and service commercial uses relative to the needs of the community.
- A policy could be added to the Secondary Plan that promotes the formation of landowners' groups to coordinate the provision of retail and service uses in the same way as used to provide other critical communal elements such as infrastructure and parks.
- A policy could be added to the Secondary Plan that directs the existing landowners' groups to coordinate the provision of retail and service uses in the same way as used to provide other critical communal elements such as infrastructure and parks.

Less effective at realizing an appropriate quantity of commercial uses but related to their inclusion in mixed use developments are policies that establish:

- Ground floor commercial use requirements in key areas within the Urban Core Areas and Neighbourhood Core Areas.

- Limitations on residential uses on ground floors within selected areas.
- Requirements for active, non-residential uses at the ground floor along the frontages of designated streets.

On the incentive side and potentially complementing requirements, requirements could include:

- Exempting commercial retail and service uses from the calculation of maximum FSI.
- Reducing minimum parking standards, particularly in areas such as Primary and Secondary Neighbourhood Activity Centres, where a large portion of the customer base is anticipated to be generated by foot traffic. Reductions in parking requirements could be accompanied by the provision of short-term street parking in the vicinity to foster a more urban condition, while providing parking supply.

Principle #4 – Design & Placemaking for Interim Typologies / Formats

Key Challenge

Design and parking policies are creating barriers for building commercial retail and service uses. The Secondary Plan provides minimal direction on design alternatives or interim use policies for single use and large retail sites. In advancing policy to support interim uses, the Town will need to find a balance between promoting the development of interim uses and having them contribute to the creation of an attractive built environment.

Current Policies

The Secondary Plan indicates that all development applications will be evaluated against the Urban Design and Open Space Guidelines (2009) (7.5.3). Some general design directions and streetscape design directions are included in the Secondary Plan (7.5.4, 7.5.5). Development applications are required to adhere to these guidelines. The directions relevant to commercial development include:

- All development should be designed to be compact and pedestrian friendly.
- A hierarchy of uses should be established to form mixed-use areas with community or retail focal points.

- Development will be based on a modified grid system and should be designed to support the viability of transit service within North Oakville East.
- The natural heritage system is a central feature of the Planning Area and development should reflect this.
- Neighbourhood Activity Nodes will serve as central 'meeting places' for residents.
- Building densities and land uses should support the use of transit and active transportation facilities outlined in Schedule D 'Active Transportation Plan' and the Livable Oakville Plan.
- Public frontages should promote pedestrian circulation and contribute to the character of the streetscape.

The only policy outlining design alternatives for large retail or single uses is 7.5.13.b. The policy is brief and indicates that large retail stores may locate in the interior of commercial or mixed-use development blocks with surrounding smaller stores oriented towards the street, or that the frontage of a large retail store facing the street could be lined with smaller entrances or smaller stores. No further interim urban design principles are included.

The Secondary Plan also requires that the location of parking within commercial or mixed-use developments be at the rear or the side of the building. There should be no or minimal parking in front of a main building (7.5.7.b). The Secondary Plan does provide some flexibility for this policy and in sub-area 2 of the Trafalgar Urban Core, within the Dundas Urban Core Area at Neyagawa and within the Neyagawa Urban Core, allowing design alternatives proposed in 7.5.13.b to be accommodated (7.5.7.b). These additional requirements are designed to promote accessibility by active transportation, create vibrant community focal points and contribute to a sense of place. A lack of specific policies may inhibit the Town from achieving a complete, vibrant and walkable community in the long-term.

North Oakville Urban Design and Open Space Guidelines (2009) address the issue of interim uses and provide urban design guidelines for the development of large format retail (3.4.2.2) and surface parking (3.12.2). Similarly, the Livable by Design (2019) contents provide further urban design direction and considerations at a Town-wide level regarding commercial uses at grade and in the context of mixed-use developments.

Potential Solutions

Interim urban design principles and parking requirements could allow greater flexibility for the initial phases of commercial development in North Oakville East, while not compromising on components that are integral to the achievement of a pedestrian-friendly and vibrant place in the long-term.

Existing design principles (7.5.4, 7.5.5) could be adapted to include specifications for interim commercial development. Potential design principles include:

- Direct pedestrian and active transportation access
- Landscaping and public art
- Creation of a strong street edge with building frontage and patron entrances on arterial, collector or local streets
- Establishment of a block pattern to support future intensification
- Maintain retail entrances directly on public sidewalk
- Introduce public spaces near key commercial development that encourage socialization, rest and gathering

Included in the Appendix F is a more specific summary of key design principles—prepared directly by Town staff—for consideration as part of the advancement of land use directions in NO-E. These principles are intended to build upon pre-existing urban design guidelines referenced throughout this document and in light of the key market / land use policy-based recommendations resulting from this study.

7.0

Conclusions

7.1 Key Takeaways

1

Established "Need"

The NO-E community exhibits several underlying characteristics that highlight the need for improved delivery and access to a more complete range of retail / service commercial facilities. As this area continues to grow and experience additional development, there will be an **inevitable need for the supply of commercial space to be expanded and diversified** to better serve the needs of existing and new residents.

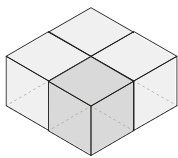
2

Validation of Patterns

Notwithstanding the foregoing, there are **real and material barriers to entry which limit delivery of new commercial space**. This includes challenges specific to mixed use development, but also all other types of real estate development. Our independent research, previous professional experience and feedback from the development community largely validate recent patterns in this regard, which tend to favour residential development as the "highest and best use".

3

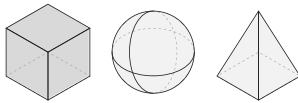
Amount (Floor Area)



A total of some 1.8 million and 2.2 million square feet of new space could be warranted in NO-E by 2051. Accounting for a range of applications in the development pipeline that are expected to include the delivery of additional retail/service commercial space over this same horizon, the "net new" space required is estimated at closer to **1.6 million and 2.0 million square feet**.

4

Type (Store Category)



Our research highlights a number of obvious “gaps” in the local market at NO-E, mainly as a function of the limited amount of space operating in the area today.

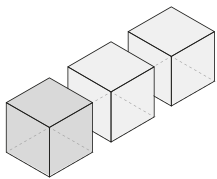
To keep pace with a growing residential population while also remaining cognizant of broader retail industry and development trends, the Town should focus on ensuring new space satisfies the **basic day-to-day shopping needs** of current and future residents, rather than pursuing a more fundamental or ambitious shift in patterns at this location.

Comprising the total space warranted above, this could include the following by 2051:

- 390,000 to 630,000 square feet of **Food Retail**;
- 460,000 to 640,000 square feet of **Non-Food Retail**; and,
- Up to 960,000 square feet of **Services** space.

5

Location (Geography)



Consistent with above, it will be important to ensure that new growth in NO-E does not compromise other established and/or proposed commercial nodes located throughout the Town and Region. These other established and potentially more prominent commercial districts will likely—and indeed should—continue to serve as the primary focus of commercial activity in the community more broadly.

In the context of NO-E specifically, and recognizing the total quantum of space identified as necessary to help meet future demand, this may also involve **focusing or concentrating commercial space delivery at key locations** throughout the secondary plan area.

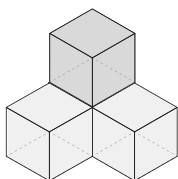
This concept of fostering a “complete” and balanced mixed use community in its entirety rather than in each and every building can be effective in establishing a critical mass of space, while combatting some of the challenges of new mixed-use developments if some direction or parameters are provided.

However, focusing on key locations rather than each building does present its own unique risks (e.g., used as an excuse to provide little to no commercial space in projects taken in isolation, overburdening the “last to market” that may be obligated to deliver more than their fair share of total space requirements, etc.).

Some level of control, guidance or other coordination from the Town will be necessary to successfully focus commercial space delivery at key locations in an appropriate manner.

Format (Building Typology)

6



The amount of space warranted above (some 1.8 million and 2.2 million square feet) will necessitate a **mix of different unit sizes and development formats** in NO-E. While it is unlikely that all of this space can be accommodated exclusively within mixed-use development formats, which tend to have more nominal—and even “tokenistic”—amounts of commercial space, many of the specific types of retailers and service providers identified as having the most opportunity for growth in NO-E could—in theory—be captured in these mixed-use development formats.

In light of current market conditions and the relatively significant transition envisioned for NO-E from “today” (suburban) to “tomorrow” (urban), the key may be to allow a hybrid of development formats in the interim and/or focusing efforts on initiating development in a manner that can be transitioned over time to satisfy existing policy objectives longer-term.

This type of approach may be necessary to acquire much-needed commercial space in NO-E in the short-term and to bridge the gaps between the specific typologies that are likely to be most appropriate at various points over the forecast horizon (e.g., as a function of evolving resident / consumer preferences, shifting transportation habits and modal splits, evolving retail tenant preferences, ever-changing developer expectations as a function of prevailing market / economic conditions, etc.).

So as not to lose sight of the broader vision for NO-E to achieve a complete, walkable

community as it continues to develop, it may also be possible to harness the ambition of the Town by encouraging / enabling preferred development formats through the removal of some existing development barriers (i.e., incentivize, where possible, and make it as easy as possible for the development community to deliver the types of mixed-use commercial formats directed by the Town). One such example is to encourage commercial development via a Community Improvement Plan (CIP), which would require the maintenance of retail space for a pre-determined amount of time in exchange for relevant municipal fee waivers / deferrals.

7.2 Market-Based Recommendations



Flexibility

The retail industry continues to evolve substantially, including acceleration and amplification caused directly by the COVID-19 pandemic. These and other broad macroeconomic shifts necessitate some **flexibility to adapt to changing market conditions** over the longer-term planning horizon. At the same time, there is an immediate need for the delivery of new retail / service commercial space which ought to be achieved over more realistic timelines and development horizons than are typically captured under Official Plan policy.

B

Prioritize Objectives

While there may be general consensus around the amount, type and potential location of commercial space to be accommodated at NO-E over time, there is a material disconnect between the perceptions and preferences of local landowners relative to the Town in regard to development format. To achieve a path forward, the “devil will be in the details” and it will be important for the Town to **prioritize a full range of municipal strategic objectives** spanning many different facets of urban development (i.e., not only specific to retail, but also responding to the housing crisis, weighing the importance of urban design, considering the role of other non-residential / civic uses in place of or as an accompaniment to retail, balancing economic vs. social outcomes, etc.).

C

Patience / Urgency Dilemma

NO-E faces clear challenges to mixed use development and other types of standalone retail/service commercial formats, based on prevailing market conditions and the economics of new development. The Town should understand and clearly identify these external factors as posing a material risk to the ability of the community to achieve the amount and type of space required by residents.

To this end, it may also be necessary to **evaluate the trade-offs (pros and cons)** associated with approaches more predicated on; (i) patience / waiting for market conditions to change; or, (ii) adopting a more immediate sense of urgency for delivering new commercial supply.

These two paths—or some combination thereof—will significantly impact the nature of new commercial development in the community over different timeframes. In our opinion, it is reasonable to consider a “now” and “later” approach, which would first focus on **establishing the basics** from a commercial market standpoint, which can then serve as a foundation for future change and evolution to achieve the more “complete community” vision set out for NO-E longer term.

To this end, it is important to accept that even the best master planned communities take time to mature and are inherently difficult to establish commercial vibrancy “from scratch”.

In tandem with other potential approaches outlined above, the Town should also explore options to encourage the development of retail / service commercial spaces and other non-residential functions to satisfy their vision in ways that may be slightly different than originally intended. This could include more immediate consideration of alternative uses and activation strategies such as:

- **Temporary / shared spaces** that are less space intensive and/or that can be accommodated without physical or permanent new space requirements (e.g., pop-ups, festivals, seasonal markets and other programming).
- **Reduced overall space footprints** and/or smaller units, which could



Consider Alternatives

reduce the burden on financial feasibility. This can also have the spin-off benefit of improving access and affordability to prospective tenants, which can promote a more complete and diverse supply of new businesses.

- **Incentives** that are targeted specifically at new commercial developments (e.g., financial supports, policy amendments and/or process-related improvements), or direct subsidies to tenants occupying space at NO-E to help fill the gap in feasible commercial rental rates.
- The integration of **other non-residential uses** (e.g., community uses, local-serving office uses, etc.) that can fulfill similar animating functions as retail, as well as presenting obvious co-location benefits where retail does exist. This would require additional “hands-on” involvement by the Town to strategically direct civic and other institutional uses to key locations to replace and/or supplement where retail / service commercial uses had originally been envisioned as part of the secondary plan.

7.3 Policy-Based Recommendations

In response to limited uptake in the development of Neighbourhood Activity Nodes and challenges around creating a “main street” retail environment along major arterials, the Town should adjust their existing approach to consider the following alternatives:

- **Prioritizing retail development at specific locations**, that vary in scale due to their location, nature of their co-locational benefits and potential catchment areas. This will help develop reasonable retail distribution across NOE while acknowledging varying opportunities across the Secondary Plan;
- Shifting away from the Main Street concept to more **partially internally-oriented clusters on large sites**. These sites will be capable of maintaining visibility and a “good face” towards border roadways, while also supporting internal road networks and linkages. It also creates locations more conducive to interim typologies that can more immediately meet the community’s commercial needs; or,
- Refocus the Main Street Concept to **extend commercial uses along streets that run parallel or perpendicular to Major Arterial roads**, allowing retail to

E

Principle #1

Rethinking the Place of Commercial Uses Within the Urban Structure

penetrate more deeply into the interior of neighbourhoods.

Under any of these scenarios, consideration will still need to be made for establishing commercial focal points that ensure appropriate geographic distribution and access from surrounding residents.

F

Principle #2

Allowing Interim Typologies / Building Formats

The Town should consider **new permissions for interim forms of commercial development** that do not fully conform to the existing Secondary Plan policies and/or urban design guidelines. This could reprioritize the delivery of retail/service commercial space in the interim in a more low-rise building format, while deferring broader placemaking and urban design outcomes of achieving full integration of commercial uses until later stages of development..

G

Principle #3

Considering Commercial Use Requirements & Incentives

The Town could consider **establishing requirements and incentives for commercial development** to ensure the current and future needs of NO-E residents are met.

Flexibility could be one approach applied to ensure minimum GFA requirements are achieved, while providing landowners with the opportunity for choice as long as the broader intent of the Secondary Plan is realized.

Policies that aim to ensure a **balance of uses and an appropriate amount of commercial could be considered.** This could include limitations on ground floor residential uses or retail requirements at key intersections of neighbourhood centres, as well as the

encouragement of new spaces to satisfy the day-to-day shopping needs of current/future residents.

Incentives are another way the Town could achieve retail development. This could include reductions to parking requirements, as well as providing opportunities for exempting commercial uses from density calculations. Equivalently, dedicated directions could be established via a Community Improvement Plan (CIP), which considers requirements for the maintenance of commercial space for a pre-determined amount of time in exchange for municipal fee waivers / deferrals.



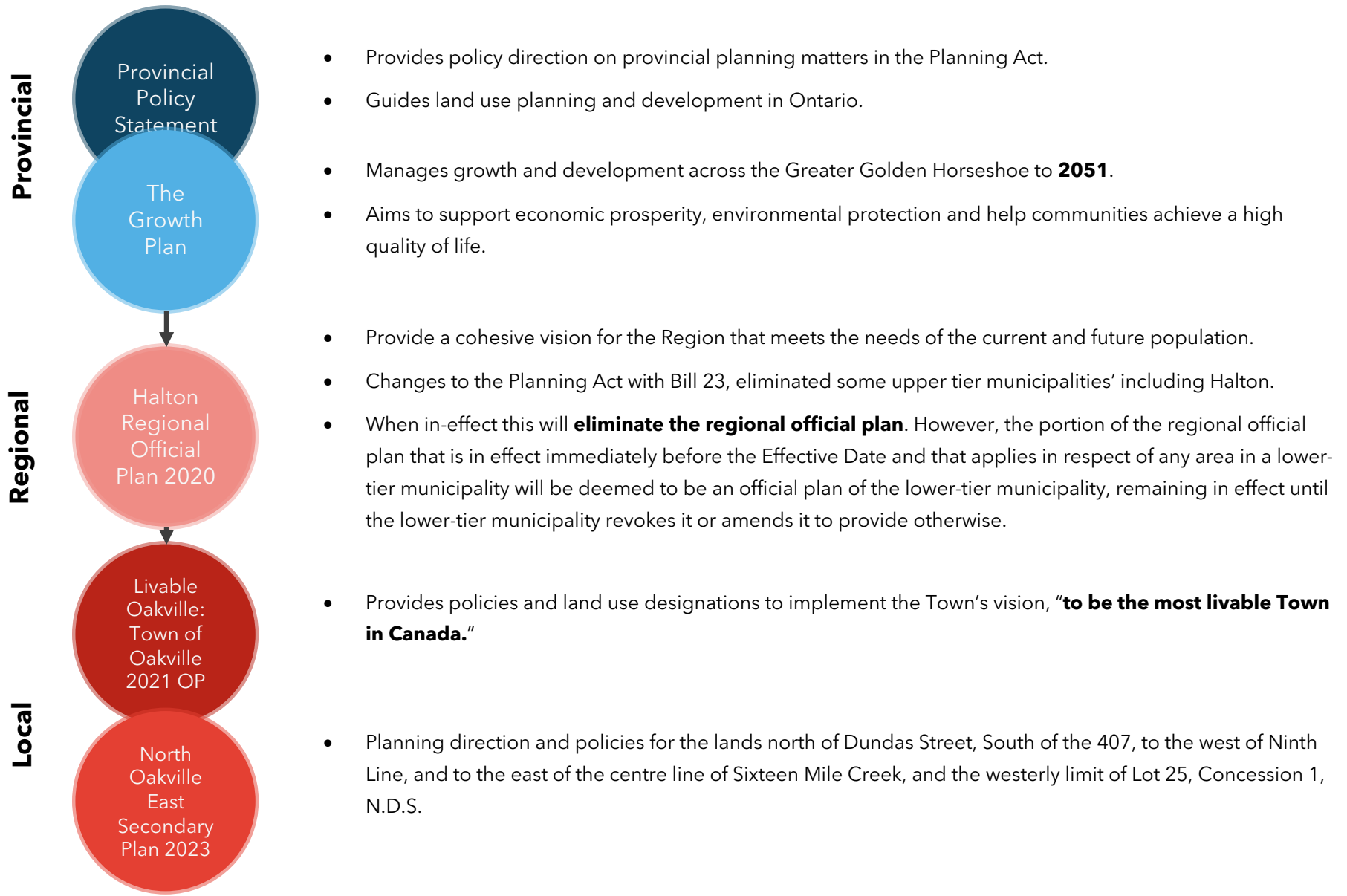
Principle #4

Design & Placemaking for Interim Typologies / Formats

To support initial phases of commercial development at NO-E, **interim urban design principles and/or parking requirements** could allow greater flexibility. These could be adapted from existing design principles to be more tailored to interim development options.



Appendix A: **Land Use Policy Background**



- Provides policy direction on provincial planning matters in the Planning Act.
- Guides land use planning and development in Ontario.
- Manages growth and development across the Greater Golden Horseshoe to **2051**.
- Aims to support economic prosperity, environmental protection and help communities achieve a high quality of life.
- Provide a cohesive vision for the Region that meets the needs of the current and future population.
- Changes to the Planning Act with Bill 23, eliminated some upper tier municipalities' including Halton.
- When in-effect this will **eliminate the regional official plan**. However, the portion of the regional official plan that is in effect immediately before the Effective Date and that applies in respect of any area in a lower-tier municipality will be deemed to be an official plan of the lower-tier municipality, remaining in effect until the lower-tier municipality revokes it or amends it to provide otherwise.
- Provides policies and land use designations to implement the Town's vision, "**to be the most livable Town in Canada.**"
- Planning direction and policies for the lands north of Dundas Street, South of the 407, to the west of Ninth Line, and to the east of the centre line of Sixteen Mile Creek, and the westerly limit of Lot 25, Concession 1, N.D.S.

Provincial Policy



The Provincial Policy Statement 2020

Overview

- The PPS promotes an appropriate mix of uses, including commercial uses, in order to achieve efficient and resilient land use and development patterns.
- Additionally, the PPS supports the idea of a mix of uses in order to encourage complete communities to sustain healthy, liveable and safe communities.

Key Policy Directions

- Ensuring sufficient lands and accommodating a mix of uses for employment, including both industrial and commercial to meet long-term needs (1.1.1.b, 1.1.2, 1.3.a)
- Plan for areas where growth or development will be directed, including the identification of nodes and corridors linking these nodes (1.2.4.b., 1.8.1)
- Encouraging compact and mixed-use development to support liveable and resilient communities, as well as promote economic development and competitiveness (1.3.d).
- Establish land use patterns within settlement areas based on densities and a mix of land uses which support active transportation and use of transit, as well as minimizing the length and number of vehicle trips (1.1.3.2, 1.6.7.4).
- Enhancing the vibrancy and vitality of downtowns and main streets with well-defined built form with a mix of uses (1.7.1).
- Locating commercial uses in proximity of public transportation and residential uses to create more complete communities, and reduce reliance on vehicles (1.8.1).

A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2020

Overview

- Supporting the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime.
- Providing flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries, including resource-based sectors.
- Improving the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs, by all levels of government.
- Providing different approaches to manage growth that recognize the diversity of communities in the GGH.

Key Policy Directions

Complete community development is prioritized, and growth is allocated to settlement areas that can support its achievement. Including:

- Settlement areas with delineated built-up areas, strategic growth areas, areas where higher order transit is planned for or exists, and areas with existing or planned public service facilities (2.2.1.2).

Additionally:

- Complete communities will have a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities (2.2.1.4, 2.2.5.15).
- In regard to growth in designated greenfield areas, new development should support the achievement of complete communities, support active transportation, and integrate and sustain viable transit services (2.2.7).
- The Growth Plan projects that in **2051** the Region of Halton will have a total population of **1,100,000 persons** and some **500,000 jobs**.
- Upper tier municipalities will establish a hierarchy of areas within settlement areas and provide direction to achieve complete communities with a compact built form (2.2.1.3).

Regional Policy



Halton Region Official Plan 2022

Overview

By 2051, the Town of Oakville is projected to be home to 349,990 people and provide 181,120 jobs. The ROP includes goals and objectives to guide land use in Halton Region, with key policies focused in four key areas:

- **Planning Vision;**
- **Healthy Communities;**
- **Land Stewardship;** and
- **Implementation.**

Key Policy Directions

- The primary goal of the *Urban Area* and *Regional Structure* in the ROP is to **manage growth in a manner that fosters complete communities** (72., 72.1.5, 79).
- The Regional *Urban Structure* in the ROP strongly promotes a significant proportion of population and certain types of employment growth within strategic growth areas through mixed use intensification (78.1).
- The ROP encourages regional nodes, as identified on Map 1h, to provide a range and mix of transit-supportive uses including retail and office (82, 82.7).
- **Regional Nodes** include: Trafalgar Urban Core, Dundas Urban Core, and Neyagawa Urban Core - all of which are located within the study area (82.1 and Map 1h).
- A mix of uses, including commercial, is encouraged along and within *Regional Intensification* corridors within *Regional nodes*. There are two *Regional Intensification* corridors within the study area, one along Trafalgar Road and another along Dundas Street (82.3, Map 1h).
- A mix of land uses is also promoted in the ROP for greenfield sites (77). Development occurring within greenfield areas should support active transportation, advance healthy communities, and provide a diversity of uses including residential and employment uses to support vibrant neighbourhoods (77.2.4).

Local Policy



Liveable Oakville: Town of Oakville Official Plan 2021 Consolidation

Overview

- The Official plan promotes sustainability, providing choice, and preserving and creating livable communities.
- A town-wide Official Plan review is underway in order to conform to the 2051 population and employment forecasts.
- The Livable Oakville Plan applies across the entirety of the Town of Oakville with the exception of the North Oakville East and West Secondary Plan areas. Therefore—excepting Section 3 and Schedule A1—the Liveable Oakville Plan is not applicable.

Key Policy Directions

While not directly applicable, **Liveable Oakville** details policies on mixed-use communities and commercial development. “Liveable” is promoted through policies that promote:

- Protecting and enhancing the distinct character of Oakville, directing a majority of growth to areas that allow high density, can support transit and pedestrian oriented development, and offering a diverse range of employment opportunities for residents (2.2.1).
- choice and the availability and accessibility of a wide range of housing, jobs, and community resources (2.2.2).
- Balancing population and employment (14.1). Additionally, Greenfield areas are intended to be developed in a way that contributes to creating complete communities, including a mix of land uses (which includes residential and employment uses, at transit-supportive densities) (4.5).

Livable and complete communities are encouraged through:

- **Mixed-use designations**, where residential, commercial, and office uses are integrated in a compact urban form at higher development densities (12.0).
- The intent is to support a diversity of residential, commercial and office uses to be integrated in buildings (12.1.1) and the creation of animated streets by providing retail

and service commercial uses on the ground floor of mixed-use buildings, fronting onto the street and other pedestrian environments.

- Identified Nodes and Corridors, and Oakville’s Growth Areas are key areas of mixed-use intensification in the Urban Structure (3.6, 12.1.2, 26.5).

North Oakville East Secondary Plan 2023

Overview

The Secondary Plan allows for higher density of development outside of the open space and natural heritage systems in North Oakville. The intent of the Secondary Plan is to establish a planning framework that promotes future urban development while reflecting the Town of Oakville’s small town and rural heritage.

Key Policy Directions

- The Secondary Plan supports a distribution of land uses so that residents do not need to rely on automobiles to meet their daily recreational, shopping and commuter needs (7.2.3.5).
- The general development objective is to promote integrated residential, commercial, and mixed-use areas in order to support live/work relationships (7.2.3).
- Urban Core areas reflect the most urban part of the North Oakville East Area. The Urban Core will allow for the highest densities of development and the highest order of activities including a full range of residential, retail and service commercial, entertainment, cultural, business and institutional uses.
 - Mixed use development is encouraged.
 - Urban Core lands are intended to become true mixed-use urban areas that serve as focal points for the planning area rather than isolated single use complexes (7.3.2, 7.5.4.b).
 - As the urban core transitions to a more urban form, large retail stores, which are permitted within the Urban Core Areas, however are often not conducive to a vibrant and active street life, may be located in the interior of commercial or mixed-use development blocks with smaller stores and buildings oriented to surrounding Arterial, Avenue or Connector Roads to create a strong street presence (7.5.13).

There are 3 **Urban Core Areas** within the North Oakville East Secondary Plan. As detailed, commercial development is also permitted in the **Neighbourhood Centre Areas**.

Trafalgar Urban Core Zone (TUC) (7.1)	Dundas Urban Core Zone (DUC) (7.2)	Neyagawa Urban Core Zone (NUC) (7.3)	Neighbourhood Centre Zone (NC) (7.5)
Urban Core Area	Urban Core Area	Urban Core Area	Neighbourhood Zone Area
<p>Ensuring a magnitude and mix of uses to promote service, employment, residential and community activity focal points (7.5.14)</p> <p>Planning for Trafalgar Road to have strong street-related built edge, wide sidewalks, enhanced tree plantings and other design features as the community “main street” (7.5.14.b)</p> <p>Promoting the intersection of Trafalgar Road/Dundas Street and Trafalgar Road/Burnhamthorpe Road as mixed use nodes with a commercial focus to anchor the Trafalgar Urban Core Area (7.5.14.c)</p> <p>Planning for retail and service commercial development in a “main street” format, with consideration that areas of retail and service commercial development may be clustered in a few areas (7.5.14.f)</p>	<p>Promoting a band of mixed-use development at high and medium densities (7.5.15)</p> <p>Restricting retail and service commercial development to locations at the intersections with north/south streets (7.5.15.a)</p> <p>Promoting the highest densities at the intersections of Minor Arterials, Avenues and Connectors with Dundas Street (7.5.15.b)</p> <p>Encouraging a “main street” format where retail and service commercial uses are located. Retail and service commercial uses may be in stand-alone stores or in the ground floor of mixed-use buildings (7.5.15.c).</p>	<p>Planning for mixed-uses to accommodate a range of commercial, residential and institutional uses for the western portion of the secondary plan area (7.5.16)</p> <p>Encouraging a hierarchy of density, where the densities will be lower than the Trafalgar and Dundas Urban Core Areas (7.5.16)</p> <p>Promoting retail and service commercial development in either stand-alone stores or ground floors of mixed-use buildings. (7.5.16.a)</p> <p>Supporting a pleasant, pedestrian shopping environment with retail and service commercial uses oriented towards the street. (7.5.16.a)</p>	<p>Accommodating a range of medium density residential, mixed-use, and limited commercial and civic uses to create a central neighbourhood activity node (7.6.7.1.a)</p> <p>Permitting medium density residential, mixed-use, small scale convenience retail, personal service, restaurants, business activity, public, and institutional uses. Both single use and mixed-use building will be permitted (7.6.7.1.b)</p> <p>Supporting convenience commercial facilities or similar uses in these areas. (7.6.7.1.c)</p>

Zoning Bylaw 2009-189

Overview

A comprehensive bylaw that applies to all properties in North Oakville, implementing the community vision and policies for future growth / development (in North Oakville East & West Secondary Plans).

Trafalgar Urban Core Zone (TUC) (7.1)	Dundas Urban Core Zone (DUC) (7.2)	Neyagawa Urban Core Zone (NUC) (7.3)	Neighbourhood Centre Zone (NC) (7.5)
Urban Core Area	Urban Core Area	Urban Core Area	Neighbourhood Zone Area
All commercial, service-related uses are permitted excepting Vehicle Dealership and Vehicle Repair Facility; Gas Bar; Drive Through Facility; Ancillary Retail/Service Commercial.	All commercial, service-related uses are permitted excepting Nightclubs, Vehicle Dealership and Vehicle Repair Facility; Gas Bar; Drive Through Facility; Ancillary Retail/Service Commercial.	All commercial, service-related uses are permitted excepting Nightclubs, Vehicle Dealership and Vehicle Repair Facility; Gas Bar; Drive Through Facility; Ancillary Retail/Service Commercial.	Commercial, service-related uses permitted in this zone include retail store; service commercial; general office use or medical office or financial institution; commercial/residential; commercial fitness centre; convenience store; restaurant; café; and service establishment.
Mixed-use building; Apartment; Office building; Hotel; Institutional building; Parking garage; and Commercial/ residential building (7.1.2).	Mixed-use building; Apartment; Office building; Hotel; Institutional building; Parking garage; and Commercial/residential building (7.2.2).	Mixed-use building; Apartment; Office building; Hotel; Institutional building; Parking garage; Commercial/residential building (7.3.2).	Mixed-use building, office building, institutional building, parking garage, commercial building, commercial/residential building, apartment, triplex, townhouse dwelling unit street access private garage/lane access/back to back.
Minimum of 3 storeys Maximum of 15 storeys (7.1.4).	Minimum of 2 storeys Maximum of 8 storeys (7.2.4).	Minimum of 3 storeys Maximum of 8 storeys. (7.3.4).	Minimum of 2 storeys Maximum height 5 storeys.

Zone 2: Minimum of 50% of the first storey shall be utilized for commercial or institutional uses (7.1.7.2).

Zone 5: Retail and service commercial uses, convenience stores and restaurants shall be permitted in commercial buildings with a minimum overall height of 5 metres (7.1.7.5).

Zone 6: Commercial buildings with a minimum overall height of 5 metres shall be permitted (7.1.7.6).

Zone 7: notwithstanding the limit on the leasable floor area of retail commercial uses in the TUC Zone established in Section 7.1.1 ii., an additional 55,000 square metres of leasable floor area of retail commercial uses shall be permitted (7.1.7.7).

Zone 1: Commercial buildings with a minimum overall height of 5 metres shall be permitted (7.2.7.1)

Zone 2: Uses and buildings in the General Urban Area (GU) Zone will also be permitted, regulations of the GU Zone shall apply to those uses and buildings (7.2.7.2).

Zone 3: Minimum height for all buildings, other than accessory buildings and structures shall be three storeys (7.2.7.3).

Zone 7: Uses and buildings in the GU Zone will also be permitted, regulations of the GU Zone shall apply to those uses and buildings. However, notwithstanding the permissions in (Section 7.6.2) of the GU Zone, single-detached and semi-detached building types shall not be permitted (7.2.7.7).

Zone 1: Uses and buildings in the GU Zone will also be permitted and the regulations of the GU Zone shall apply to those uses and buildings (7.3.7.1).

Zone 2: Commercial buildings with a minimum overall height of 5 metres shall be permitted (7.3.7.2).

Zone 4: Minimum height for all buildings other than accessory buildings and structures shall be 2 storeys (7.3.7.4).

Liveable by Design - Urban Design Directions for Oakville (Part A) 2019

Overview

- The Town of Oakville's Urban Design Guidelines provides a design direction for development that is compatible with its surroundings, maintains and enhances character, and promotes a human approach. The guidelines are applicable across the entirety of the Town of Oakville.
- The guidelines provide direction on complete streets and focus on vehicle lanes that accommodate all types of vehicles, active transportation lanes, convenient parking, highly visible pedestrian crossings, and spaces for public life (2.1).
- The guidelines promote a built form that is visually attractive, continuous along street walls, balanced, and facilitates street activity including active transportation (3.0).

Key Policy Directions

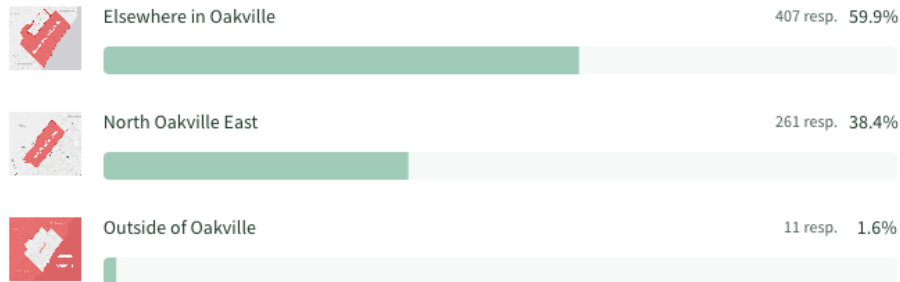
- Ground floor commercial uses facing a public street or space, must incorporate:
 - Minimum first storey floor to ceiling height of 4.5m
 - A minimum of 75% glazing on façade(s) to achieve visual interest and access to natural lighting
 - Architectural treatments on all non-transparent surfaces (3.1.4.a-c)
- Design principal entrances to commercial units that are oriented towards and highly visible from the public realm and located at the same level/plane with the sidewalk. Secondary entrances may be oriented to private amenity areas (3.1.8).
- In mixed-use and commercial areas, as it relates to structured parking facilities, design the liner building/leasable spaces at ground level with a minimum depth of 7.0m and floor to ceiling height of 4.5m (4.3.3).
- Wherever feasible on abutting mixed-use and/or commercial properties, provide linkages between surface parking areas to permit pedestrian and vehicular movement between the sites (4.3.16).



Appendix B: **Resident Survey Background**

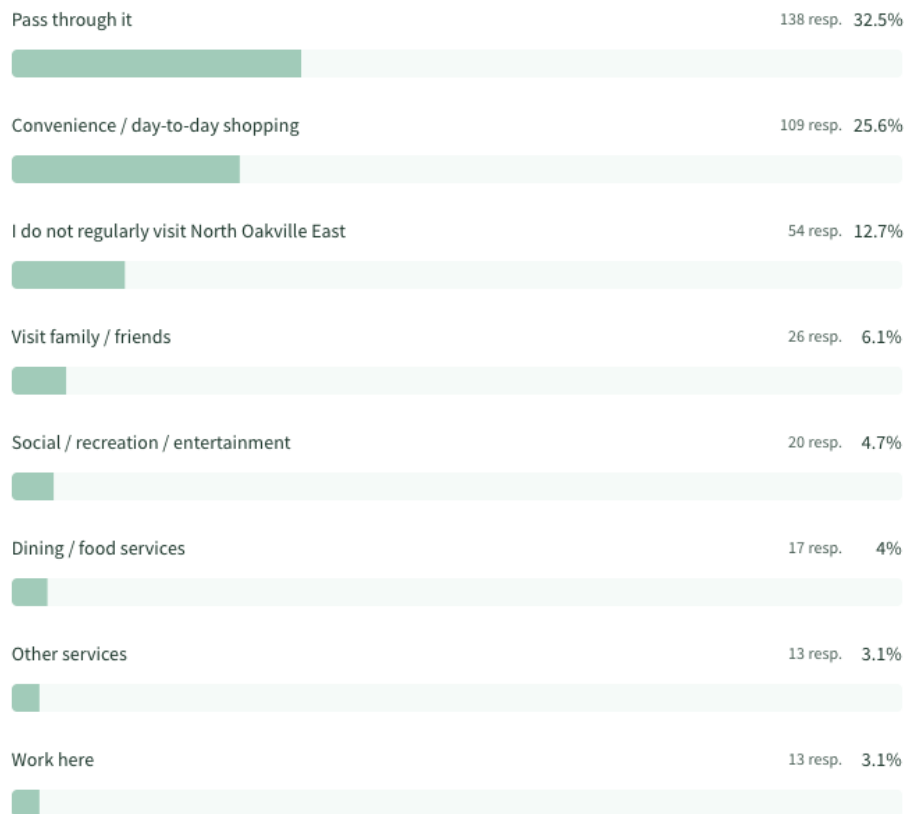
In which of the following areas do you currently live?

679 out of 679 answered



What is the nature of your **relationship with North Oakville East?**

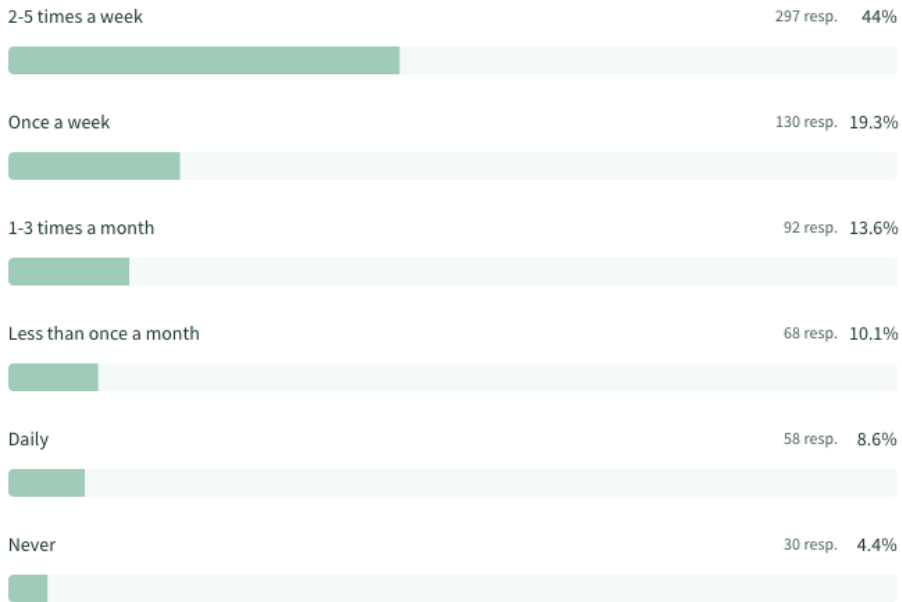
425 out of 679 answered





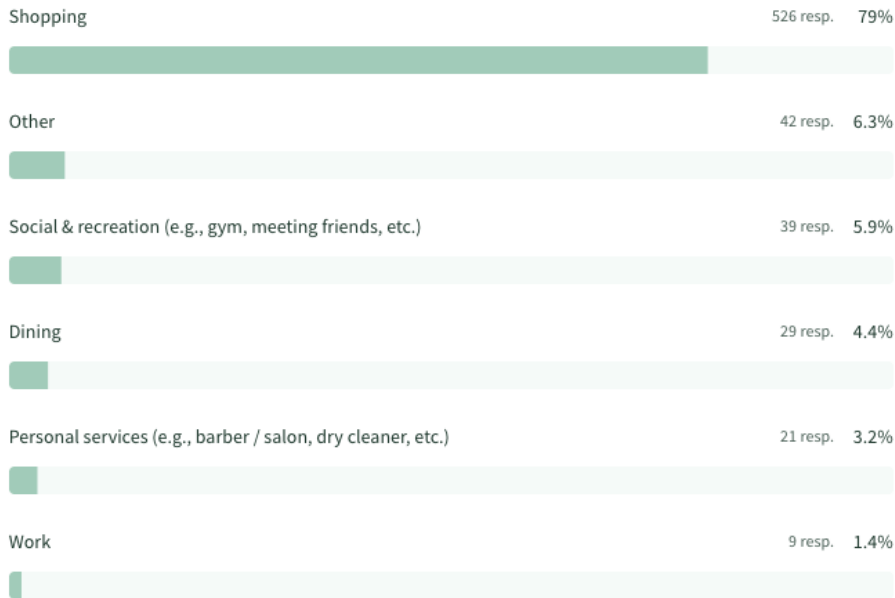
Under normal circumstances, **how often do you visit** shops and services in *North Oakville East*?

675 out of 679 answered



When visiting *North Oakville East*, what is the **primary purpose of your visit?**

666 out of 679 answered



How do you typically travel to *North Oakville East*?

675 out of 679 answered



Under normal circumstances, how often do you visit shops and services in the following commercial areas **outside of North Oakville East**?

441 out of 679 answered

	Dorval Crossing (Dorval Dr @ QEW)	Downtown Oakville (Lakeshore Rd E - Oakville Harbour to Allan St)	Oakville Place (Trafalgar Rd @ QEW)
Daily	34.2%	50%	28.9%
2-5 times a week	59.5%	31.3%	31.3%
Once a week	62.8%	30.4%	32.5%
1-3 times a month	51.2%	38.6%	49.1%
Less than once ...	41.3%	60.8%	66.7%
Never	40.6%	72.9%	24.1%

When visiting these other commercial areas **outside of North Oakville East**, what are the main reason(s) for your visits?

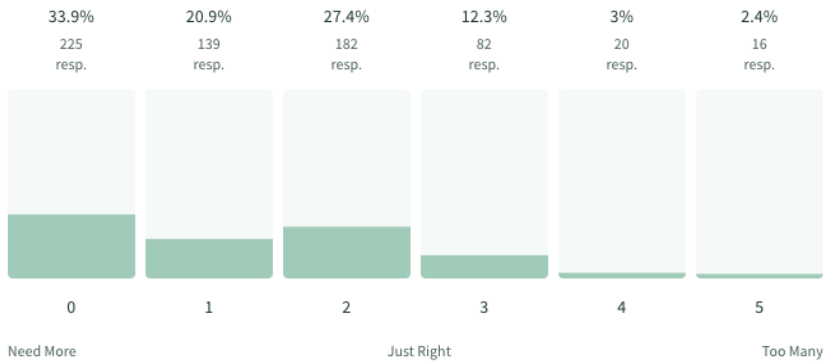
616 out of 679 answered

	Dorval Crossing (Dorval Dr @ QEW)	Downtown Oakville (Lakeshore Rd E - Oakville Harbour to Allan St)	Oakville Place (Trafalgar Rd @ QEW)
Shopping	78.2%	33.9%	80%
Dining	22.8%	85.9%	23.1%
Personal services (e.g.,...	45.1%	44%	26.6%
Social & recreation (e.g.,...	20.6%	78.3%	25.2%
Other	50%	53.2%	25.8%

How would you describe the availability of **Services** in *North Oakville East* today?

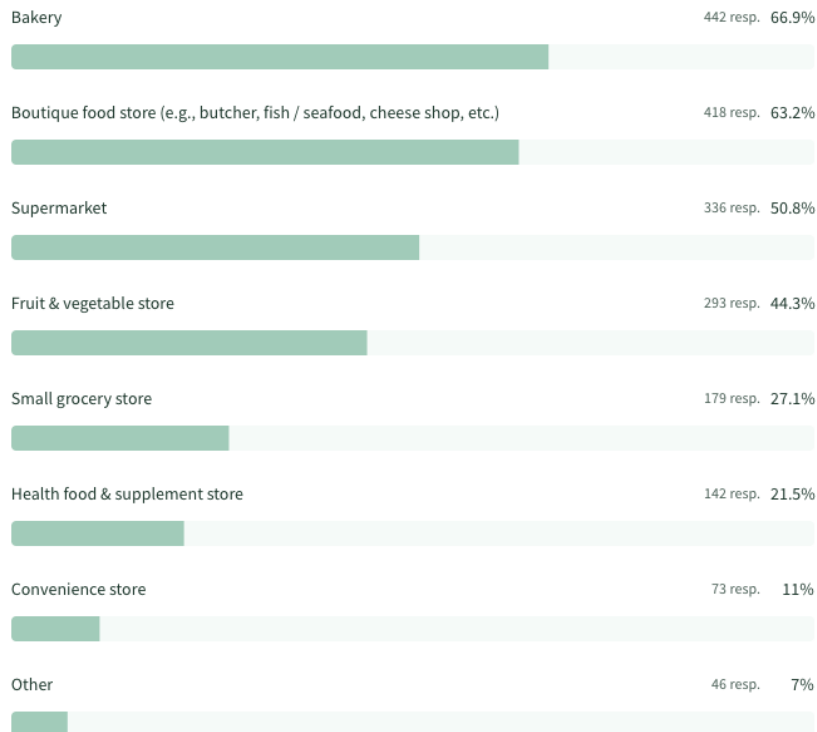
664 out of 679 answered

1.4 Average rating



What specific types of **Food Stores** would you shop at if they were more available in *North Oakville East*?

661 out of 679 answered



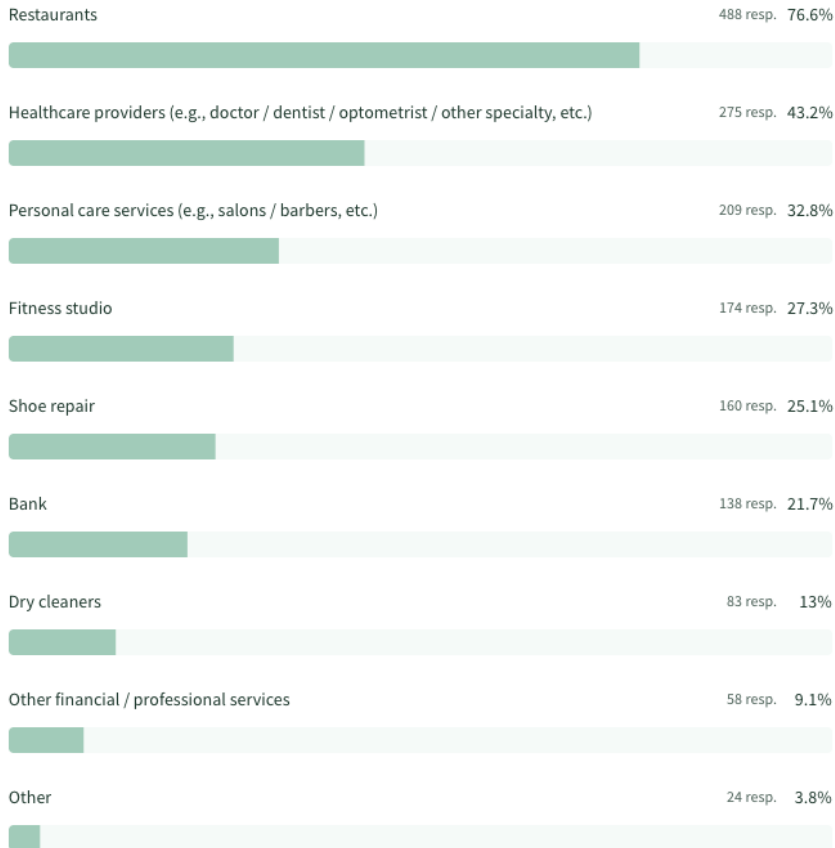
What specific types of **Non-Food Stores** would you shop at if they were more available in *North Oakville East*?

643 out of 679 answered



What specific types of **Services** would you shop at if they were more available in *North Oakville East*?

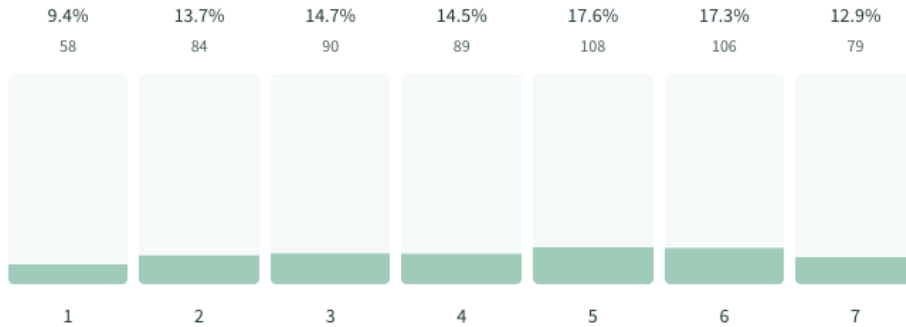
637 out of 679 answered



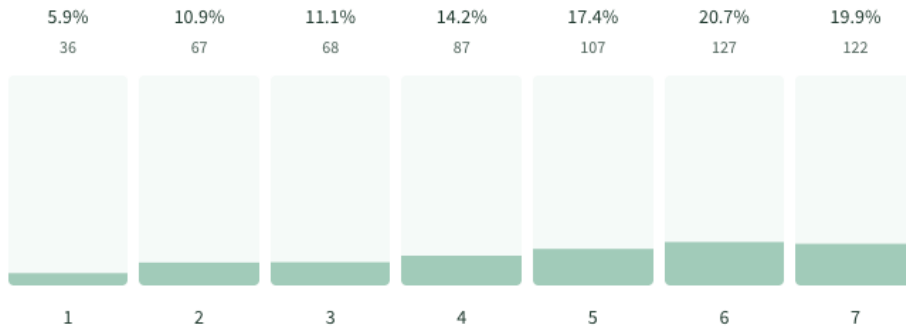
In your opinion, how important are the following **factors in planning** for retail/service commercial space in *North Oakville East*?

614 out of 679 answered

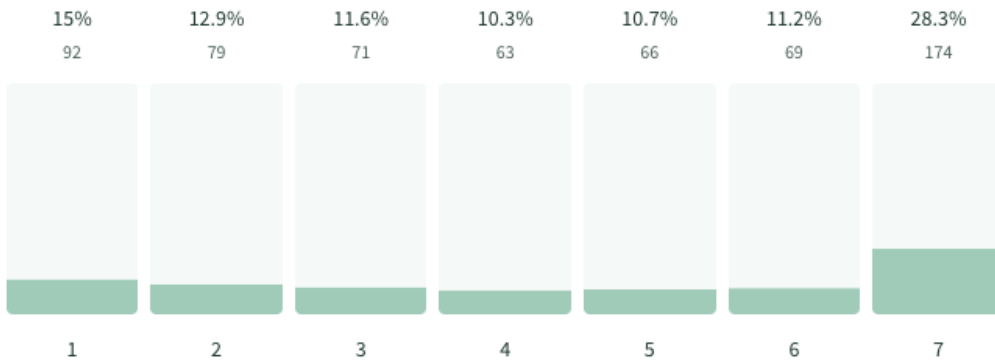
Provide opportunities for employment



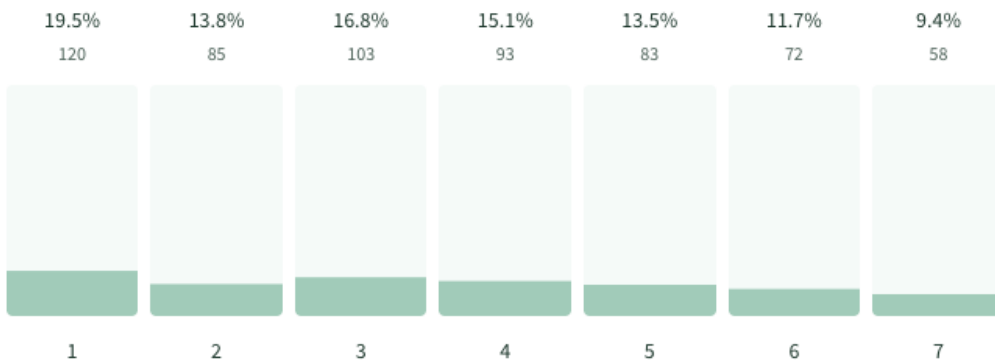
Support opportunities for entrepreneurship



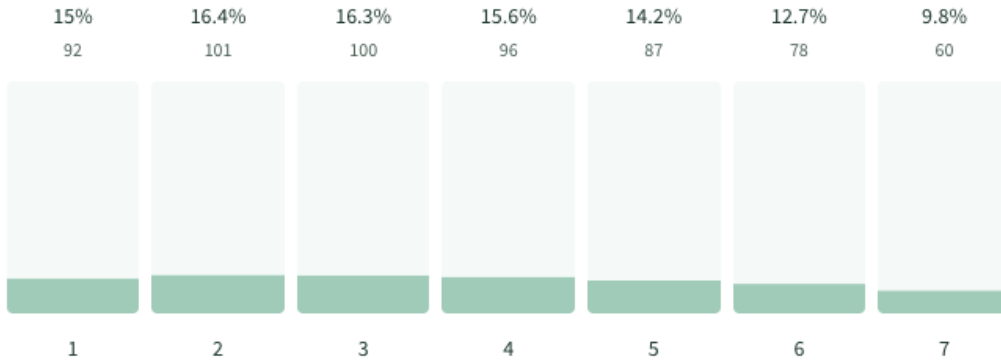
Access to major chains



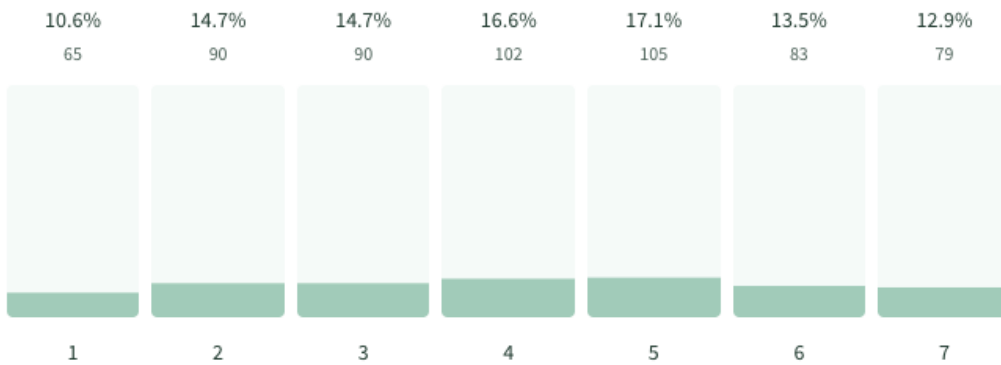
Access to independent shops / services ("mom and pop" shops)



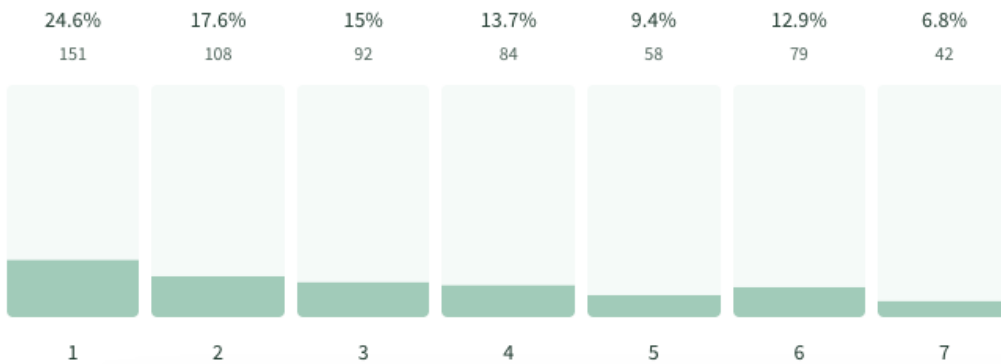
Support social gathering and community-building



Physical attributes / design (e.g., accessibility, safety, etc.)

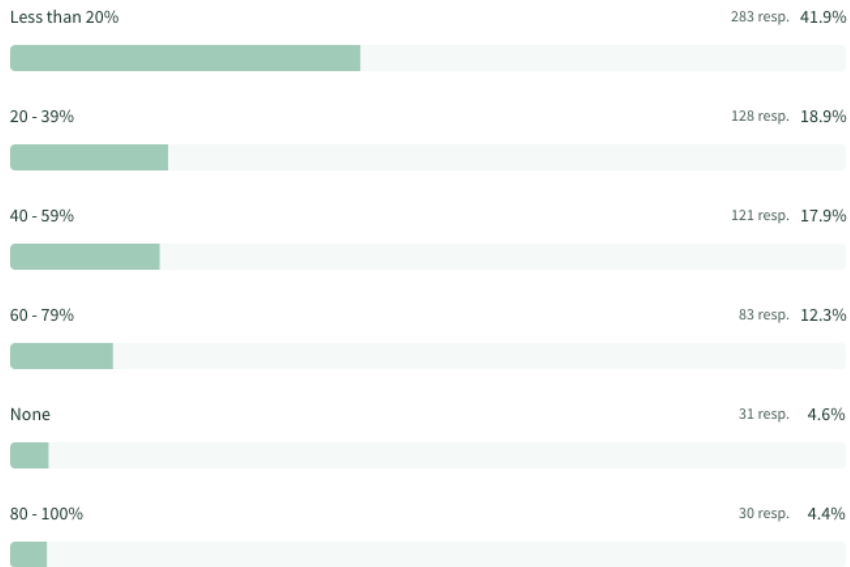


Location (e.g., near transit, parks, schools, major intersections, etc.)



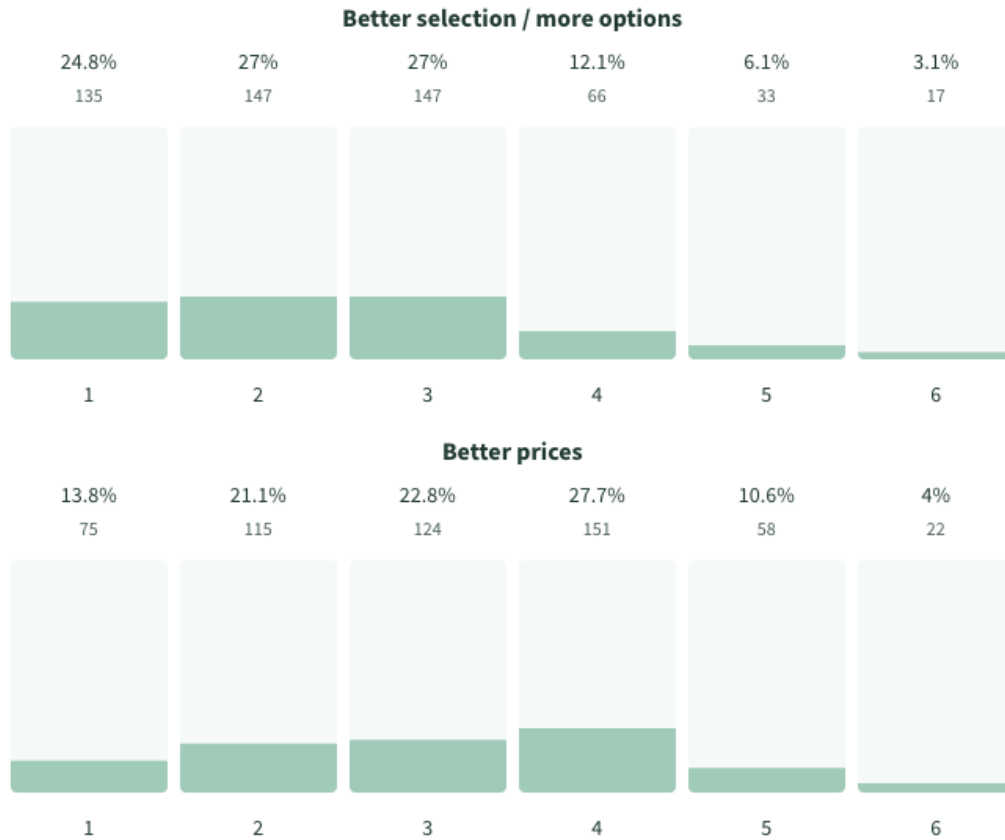
Approximately what percentage of your monthly purchases are made **online**?

676 out of 679 answered

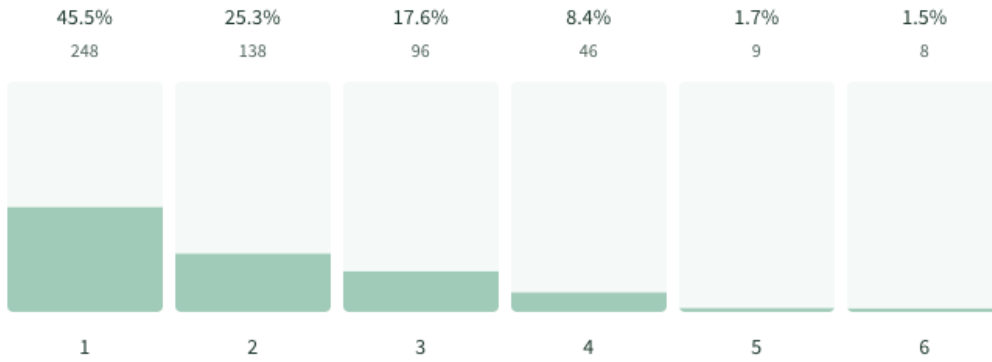


Why do you shop **online**?

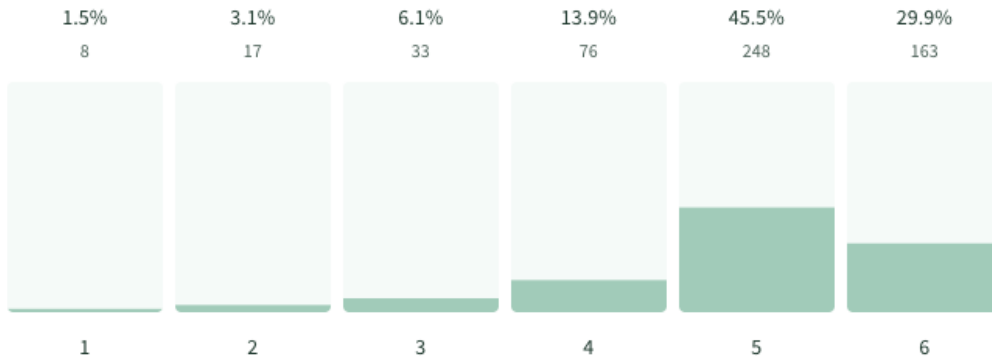
545 out of 679 answered



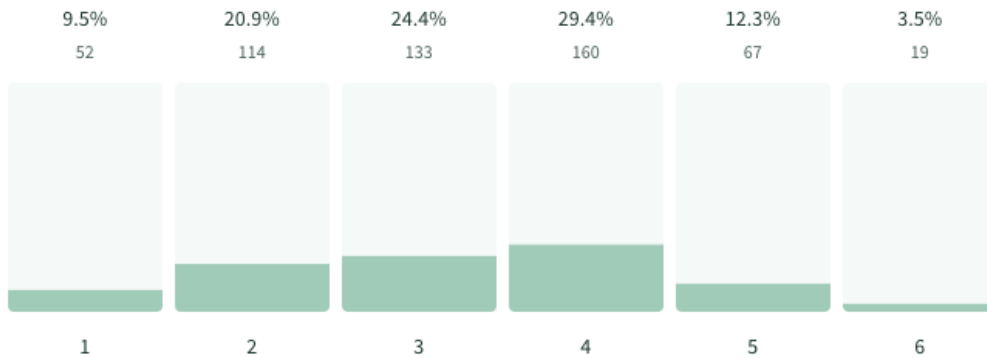
More convenient



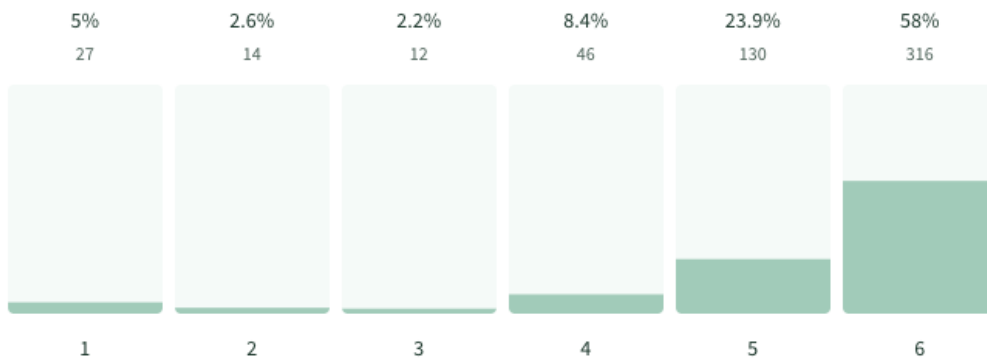
Safety



Shop at my own pace / no sales pressure

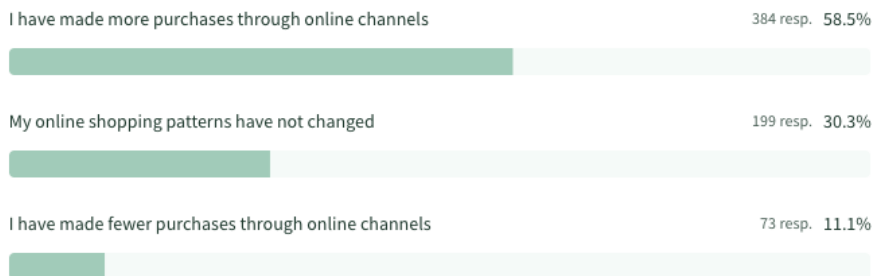


Other



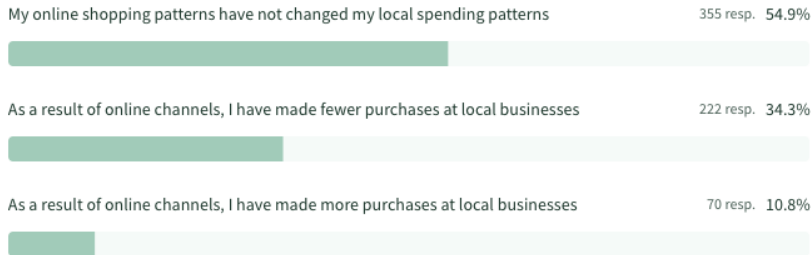
Compared to before **COVID-19**, how would you characterize your total online spending habits?

656 out of 679 answered



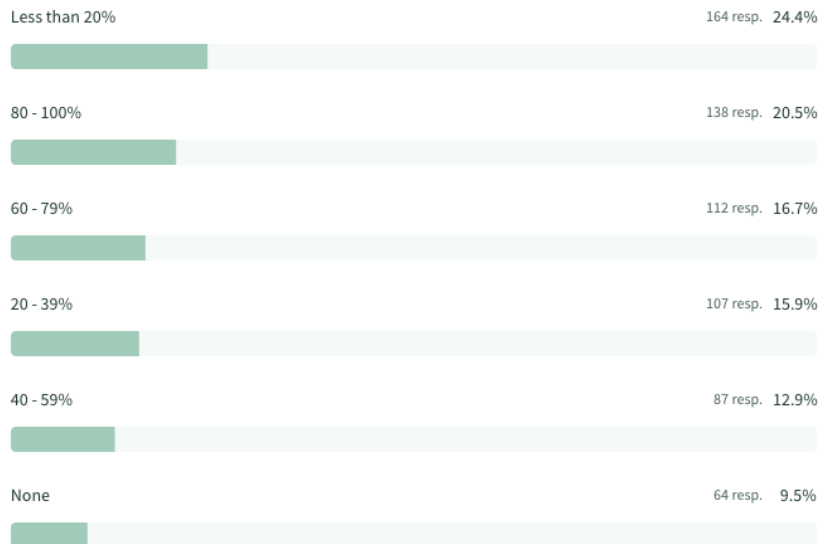
Compared to before **COVID-19**, how has online shopping impacted your spending habits in *North Oakville East*?

647 out of 679 answered



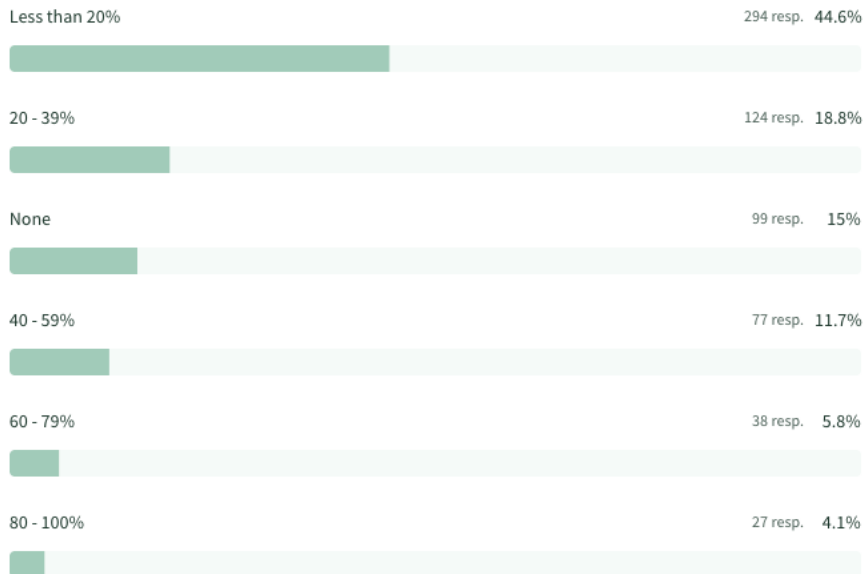
Approximately what percentage of your **Food Store** spending is made at stores in *North Oakville East*?

672 out of 679 answered



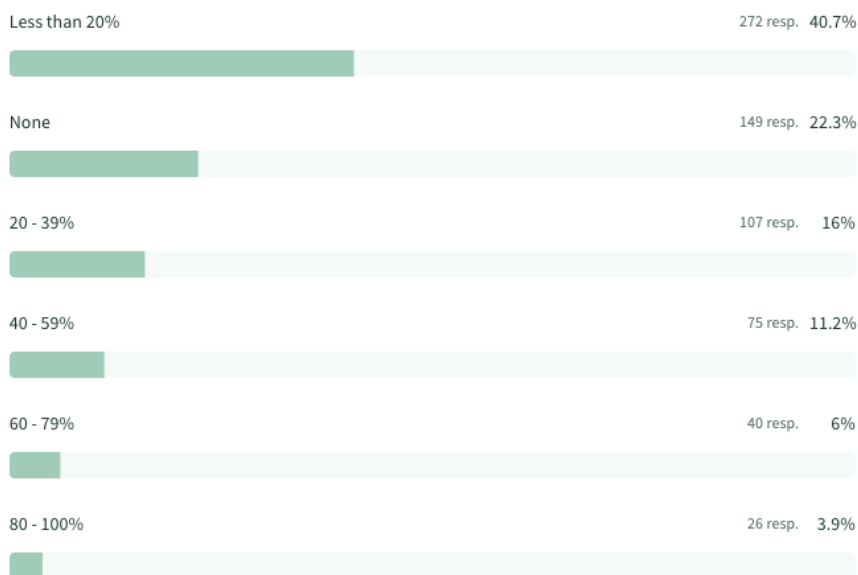
Approximately what percentage of your **Non-Food Store** spending is made at stores in *North Oakville East*?

659 out of 679 answered



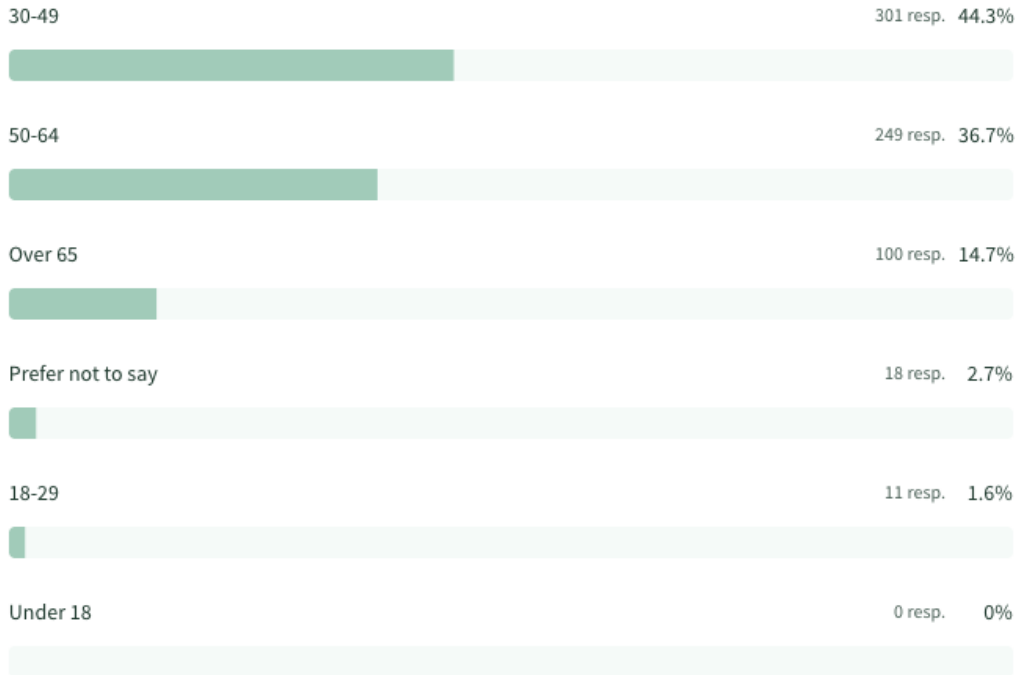
Approximately what percentage of your **Services** spending is made at stores in *North Oakville East*?

669 out of 679 answered



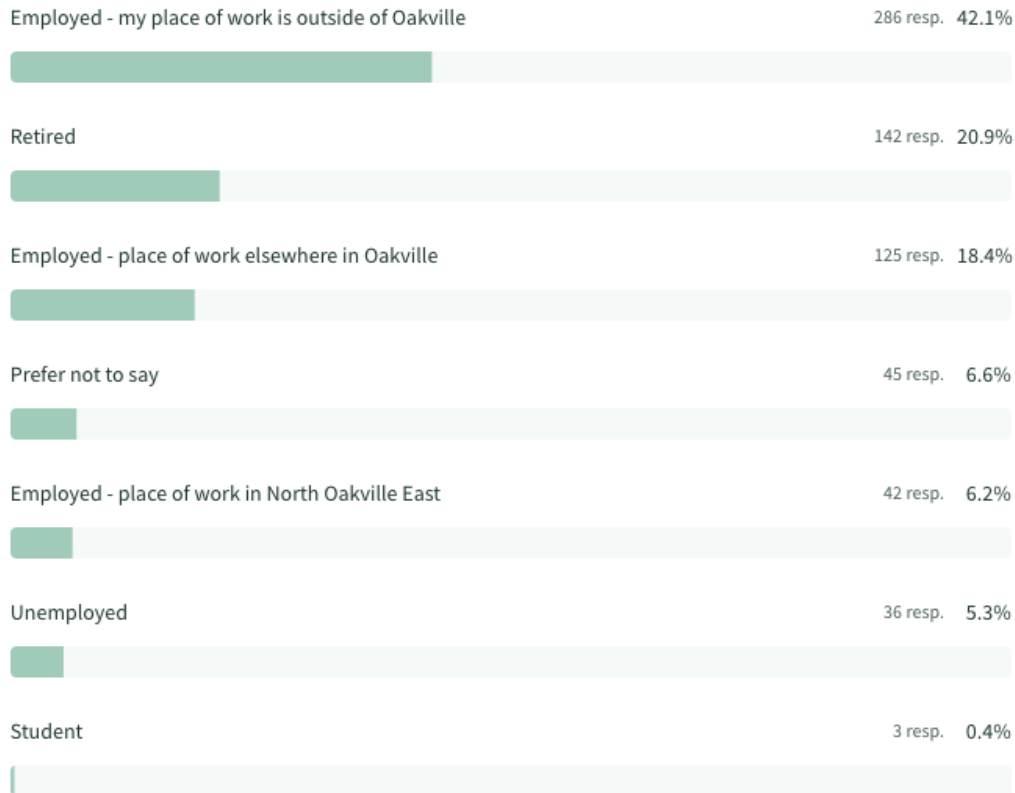
What is your age?

679 out of 679 answered



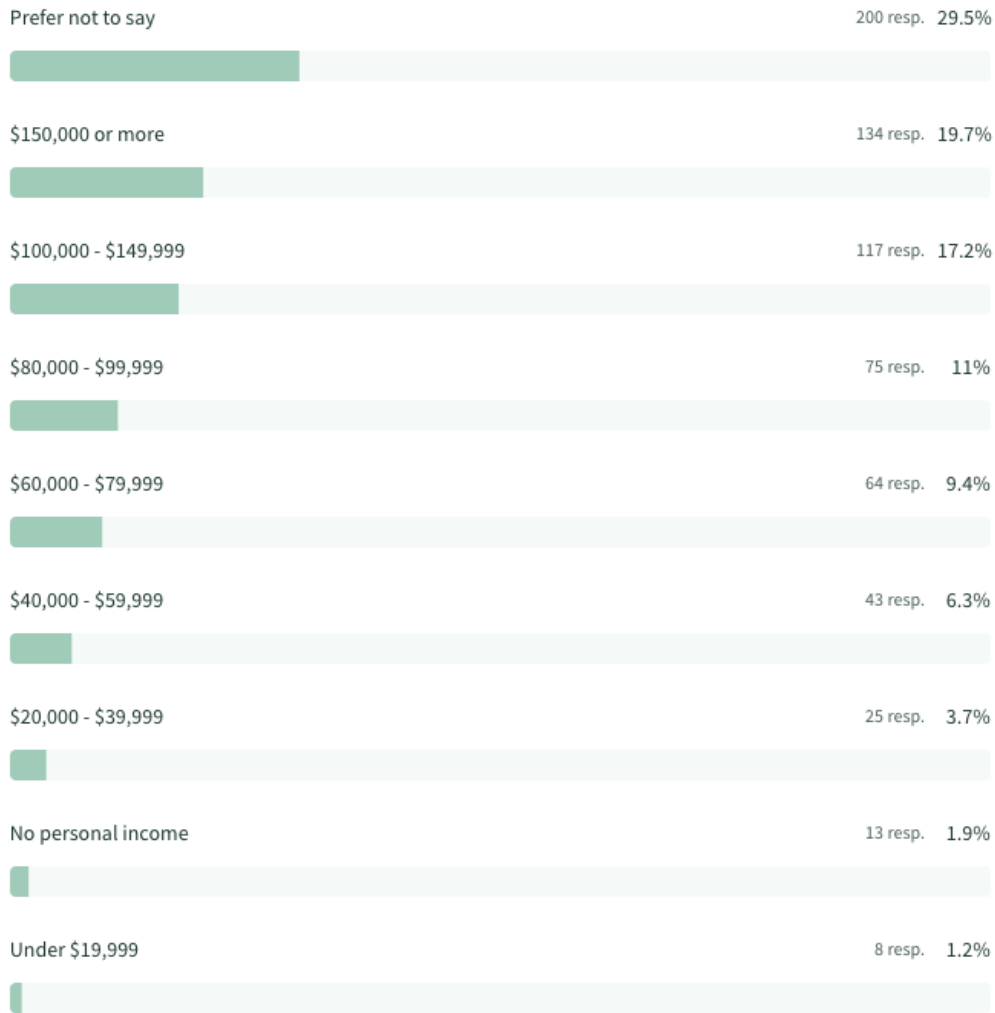
What is your current employment status?

679 out of 679 answered



Which category best describes your total personal income?

679 out of 679 answered





Appendix C:

Research Interview Background

Theme #1:

Mixed-Use Does Not Work Everywhere

- Many noted that the viability of mixed-use in North Oakville is limited by the existing road network. Dundas Street and Trafalgar Road are major arterial roads that funnel high traffic volumes across the Town. Interviewees noted that these roads are not conducive to pedestrian traffic and that the desire for pedestrian-oriented design in an area that is not walkable does not make sense.
- There was general agreement that the present lack of transit makes mixed-use development hard to justify and even more difficult to tenant. Transit is critical to support retail at grade of mixed-use development as it enhances pass-by traffic and customer exposure. This was emphasized as particularly important recognizing that mixed-use developments typically have less associated parking.
- To this end, many voiced that the existing *Neighbourhood Activity Nodes* are challenging from a tenancing perspective. These lands are disadvantaged by their internal locations away from major arterial roadways. They—to an even greater extent than lands designated *Urban Core*—lack the exposure and access characteristics necessary to attract and sustain tenants in the mixed-use formats desired.
- Landowners noted that some of their sites are physically constrained. It was noted that appropriate and well-designed mixed-use buildings with retail at grade cannot be integrated on certain sites because of their physical limitations.
- Many agreed that mixed-use development formats limit—in some cases eliminates—the opportunity for big-box stores as it restricts the form and function of retail space that can be integrated on a site. There were concerns that the vision for mixed-use development across NO-E would limit that type and diversity of retail tenants in the area.

Introducing larger space at grade of new developments was also seen as a risk. From a development standpoint, it was flagged that large units can be the most difficult to tenant and are undeniably more expensive to carry as a vacant unit.

- There was general agreement that viability is pertinent in determining if mixed-use development is appropriate. One interviewee noted that **balance is necessary**, suggesting that Erin Mills and Eglinton had a healthy mix of mixed-use development in some but not all buildings.

Theme #2:

Tenants Preferences Influence Built Form

- Retail tenants are not that flexible and are often tied to a particular development blueprint or specific design parameters of their own (i.e., parking expectations, floor area, building characteristics etc.). An inability to meet these requirements and expectations often turns tenants away.

It was noted by multiple interviewees that the specifications associated with mixed-use developments rarely align with the type of retail space sought by major tenants and is a key reason many landowners are hesitant to introduce retail at grade in NO-E.

- Several interviewees noted that the size and shape of their properties in NO-E are limited. Interviewees suggested it is increasingly difficult to balance the realities of what tenants demand while conforming to Town policy.
- Per the above, developers and **landowners feel caught in the middle**. They do not dictate the expectations of the Town or the tenant but are left to deal with the outcomes.
- It was also noted that surface retail dominating the periphery of NO-E makes it even more difficult to attract tenants to mixed-use nodes in NO-E. Tenant preferences and requirements are more conducive to the established retail areas on the south side of Dundas, making it difficult for new developments to compete.
- There was consensus that the current parking requirements for NO-E negatively impact the appeal of retail space. Tenants often depend and rely on certain parking parameters as a condition of development. Interviewees feel that this relationship is not understood.
- There is often disagreement between what a tenant wants and what is proposed by a developer or landowner. One landowner noted that tenanting can often be about finding an appropriate “give and take” between both parties (i.e., concessions on another property, specific rates, lease terms etc.). That said, it was recognized that not all landowners have the capacity to make these trades, which may eliminate the potential value of this strategy.

Theme #3:

Impact of Urban Design Expectations on the Function / Amount / Type of Retail in NO-E

- Existing urban design guidelines are trumping approved Official Plan Policy. Many noted that while standalone retail is permitted on their lands as of right, the design intentions of the Town are precluding it from being advanced. There was consensus that existing design expectations are inhibiting development timelines and creating unnecessary roadblocks. Indirectly, broader development plans in NO-E are being delayed which is also delaying housing development, pushing proposals to the Ontario Land Tribunal and driving up costs.
- Prescriptive urban design expectations are given too much importance. They are prescribing specific building forms, densities and heights, irrespective of other development factors.
- Most agreed that the intent of the policies is good and **could come to fruition overtime**. However, in advance of more substantial residential development, transit and a more fulsome build-out of NO-E, they are not realistic.
- There would be immense value in developing a pragmatic policy framework that can adapt to market changes and growth impacts going forward.
- Interviewees were largely of the opinion that the Town needs to make structural changes to existing policy if any retail space is going to get built. To this end, many believe that mixed-use can and should be seen as two uses on one site or two uses within one building.
- Provisions included in the existing Zoning Bylaw were noted as too specific. It was suggested these details are more applicable to the site plan process when thorough details and delivery are more pertinent. Interviewees noted that the specifications in the existing Zoning Bylaw are guaranteeing failure and increasing development costs which could easily be avoided.
- Many noted that they feel Town staff are not enabling retail development to happen. Development concepts with commercial blocks are not being considered because they do not align with the Town's development vision and so nothing is advancing.

- There were mixed opinions on what the Town should be doing to support development in NO-E. That said, there was agreement that there are no fruitful, meaningful discussions being had between landowners and Town staff currently.
- The Town's vision for what they want NO-E to be is disconnected from the market realities of today.

Open, Honest Discussion Between Town and Landowners

There needs to be more advanced and open-ended conversation between existing landowners and Town staff. There is no expectation that either party should fully understand the other. However, an agreement to listen is paramount in creating a way forward and in ensuring that neither party is operating with their blinders on.

At a high-level there is a mutual understanding that NO-E needs more retail space. It is the **format of retail space that creates the most disagreement**. Candid conversation between involved parties would enable existing and forthcoming development opportunities to be explored, while simultaneously advancing and introducing much-needed retail space in NO-E.

Theme #4:

Mixed-Use Development Feasibility

- Interviewees noted that mixed-use developments are increasingly not feasible. The ability for a residential project to carry a commercial component is decreasing because of external factors like inflation, rising construction costs etc. To this end, many interviewees suggested that they **are ready to develop** but existing requirements for mixed-use formats precludes them from starting.
- There was consensus among most interviewees that it is not feasible to introduce underground parking in NO-E.
- If the Town is committed to mixed-use development, there are **financial incentives** they could use to support and advance development or increase the feasibility of retail at grade, including: reductions in servicing requirements, simplification of design requirements or the increasing of residential density allotments so developers can recoup losses from retail at grade.
- There was consensus that the viability of retail space on a property is dependent on the valuation of other uses on a property.
- Many noted that it is easier to take a hit on retail when sites are bigger. This is atypical of lands in NO-E, further impeding the financial viability of retail development.
- Those interviewed were skeptical that they would be able to lease space in mixed-use buildings. One of the main concerns is that retail in mixed-use developments is often consumed by service-uses that generally require smaller units and less floor area. NO-E can only sustain so much space for service-oriented uses. Beyond its saturation point, leasing is anticipated to be an issue.
- An interviewee suggested that it is not the type or format of commercial that is wrong. Rather, the problem is how the commercial is expected to develop. The existing framework is seen to be too aggressive given the status of development in NO-E.

Theme #5:

Opportunities for Interim Uses

- It was voiced that NO-E is a low-density community that is being treated like something else. Many viewed that the existing housing densities and the lack of transit infrastructure would only support standalone retail development.

Interviewees suggested these sites **could evolve into mixed-use developments as the market materializes** but that flexibility and an opportunity for transition are more important in the meantime.

- Others highlighted the importance of timing. Standalone retail can be built immediately and respond directly to community needs. Retail at grade of mixed-use development will be stalled for years, as it will depend on the complete build out of mid-and-high-rise development concepts that have yet to begin.
- The Town's vision for retail will only be achieved if there is time for it to evolve.
- There is consensus that **more urgency** is needed. Many interviewees noted that they are embarrassed by the lack of retail in NO-E today, it is something that could be addressed if there was interim flexibility in building form. One interviewee noted that the lack of retail in NO-E is negatively impacting the Town. It was suggested that current residents are likely leaving Oakville to shop, creating both economic and job losses.
- Demand and development of commercial uses in mixed-use buildings will be tied to the residential build-out of NO-E. Residential development is key to providing regular foot traffic, consumer support and a significant local population base who can more regularly visit retail in mixed-use buildings.

The importance of having a local population in walking distance of new retail development is heightened recognizing substantial retail development on the south side of Dundas Street. It was similarly noted that there needs to be a local market for tenants (especially the big ones) to come.

- The lands designated *Urban Core* on Dundas Street are significant in size which enhances opportunity to introduce a range of uses and formats on each block rather than within each building.
- Most of the interviewees believe that NO-E needs land dedicated for sizeable retail development. It was noted that the Town should revisit central locations for commercial destinations as the existing designations do not permit anything of substance. A few suggested that it may be valuable for intersection locations to have more flexible policies than other sites to satisfy this demand.

- The Town needs to introduce central or accepted locations for sizeable commercial destinations. All the current designations are limited, providing no land for straight residential development or retail development that would permit anything of substance. It was suggested that the Town should consider allowing intersection locations to be developed through more flexible policies, particularly policies that do not stipulate that mixed-use development must be integrated vertically.
- There was general frustration across interviewees. Many suggested that they felt that there is a lack of political will to make stuff happen. No party can agree so nothing is changing.
- It was also voiced that the Town is attached to having a vision, even if the vision changes. One individual cited that the Town was previously attached to live-work units, but have since decided that they will not support it. There was also consensus that there is a lack of explanation regarding how or why retail must develop per the existing policy framework, making it difficult for landowners to justify and comply.

The Town is Locked to a Vision

Many interviewees indicated that the Town's vision for what NO-E *should be* in the fulness of time is precluding it from developing and evolving. External and internal challenges faced by landowners and developers combined with the Town's apprehensions to consider development concepts that stray from their current policy regime are perceived to be stalling development and limiting the integration of substantive, viable retail space.



Appendix D: Trends Background

Trend #1:

Blurring of Merchandise Categories

Including those establishments able to capitalize on recent changes in shopping preferences resulting from the COVID-19 pandemic, a notable subset of chain retailers have effectively reinforced their position as convenient, “one-stop shops” for a full range of retail merchandise. At the same time, smaller, main-street and often independent retailers are also finding creative ways to tackle affordability and expand their offerings to meet the demands of premium rental rates and other operating costs.

- Traditional large format, “big-box” general merchandise retailers such as Wal-Mart, Costco, Real Canadian Superstore and Canadian Tire have all leveraged an opportunity to serve as a singular source for a full range of typical consumer-grade products, both in the context of physical store locations and their online presence.
- Similarly, retailers such as Shoppers Drug Mart—now affiliated with Loblaw Companies Ltd.—and establishments like London Drugs in Western Canada have now started to offer goods such as groceries, electronics, home furnishings / electronics, which deviate significantly from their original core offering of drugstore products (pharmacy, cosmetics, etc.).
- In an effort to provide a unique offering to local consumers, as well as make ends meet financially, many smaller and mid-sized urban commercial tenants have explored opportunities to broaden their product offerings, including “store-within-a-store” formats and other discernable merchandise mixing that deviate from typical norms. This trend also applies to service providers too (e.g., spaces being operated as cafes by day and bars / drinking establishments by night).

As a function of all of the above—which is a very consistent experience across the Town, Region and beyond—retailers of all sizes and statures (chains and independents) have created significant overlap between what were historically distinct store categories. Unfortunately, this has **resulted in retail nodes frequently competing for the same or similar customers, and also for the same individual store tenants**. Furthermore, the volume and scale at which larger general merchandisers—including “online-only” platforms like Amazon—are able to purchase goods provides a distinct advantage in cost savings. It is important to note that these **cost savings are rarely matched by retailers operating within more narrowly defined segments and/or at smaller scales, including at the community- or secondary plan-specific levels of geography** (e.g., NO-E, as is the subject of this study).

Trend #2:

Segmentation of Commercial Hierarchy

Within the rapidly growing Greater Toronto Area, the retail sector has grown increasingly segmented, reinforcing an urban and suburban divide, as well as yielding a distinct parcelling of retail “winners” and “losers”. As highlighted in our corresponding inventory of existing commercial space in the Trade Area, as well as related experience profiling other commercial nodes elsewhere in the region, the separation between various levels of the broader retail/service hierarchy have never been more distinct. The most successful formats as of late include:

- Major **regional and super-regional shopping centres** (e.g., traditional enclosed shopping centres and/or large format, open-air plazas) which have been able to withstand the challenges posed throughout the retail sector in recent years and anchored by a wide selection of national and international retailers. These typically include higher-end, luxury shopping destinations focused on fashion and design, as well as some lower-performing community-scaled shopping centres that are now seeking to reposition their properties as new high density mixed use communities.
- **Local-serving, grocery anchored corridors and districts** able to find success in meeting the day-to-day needs of local residents and employees (e.g., local-serving, community-based retail clusters typically located in either established, stable residential neighbourhoods and/or master planned new communities contemplating significant intensification and redevelopment).
- Traditional **street-facing, fine-grained commercial strips or “main streets”** that often have less clearly defined commercial and community functions. These areas typically include vibrant, animated and trendy shopping and/or entertainment districts or more fledgeling new commercial nodes competing to establish a unique identity and—in effect—a unique customer base. They are not focused exclusively on retail, but rather a broader experience capable of attracting visitation from a much larger geographic area.

Trend #3:

E-Commerce

Among the most profound shifts in shopping patterns over the last decade has been the growth of e-commerce (online shopping) activities, which has caused a fundamental change in the way that retail/service commercial providers do business. The convenience of shopping from home, the ability to easily comparison shop for products / prices and in many cases to be offered same-day delivery has obvious appeal to consumers.

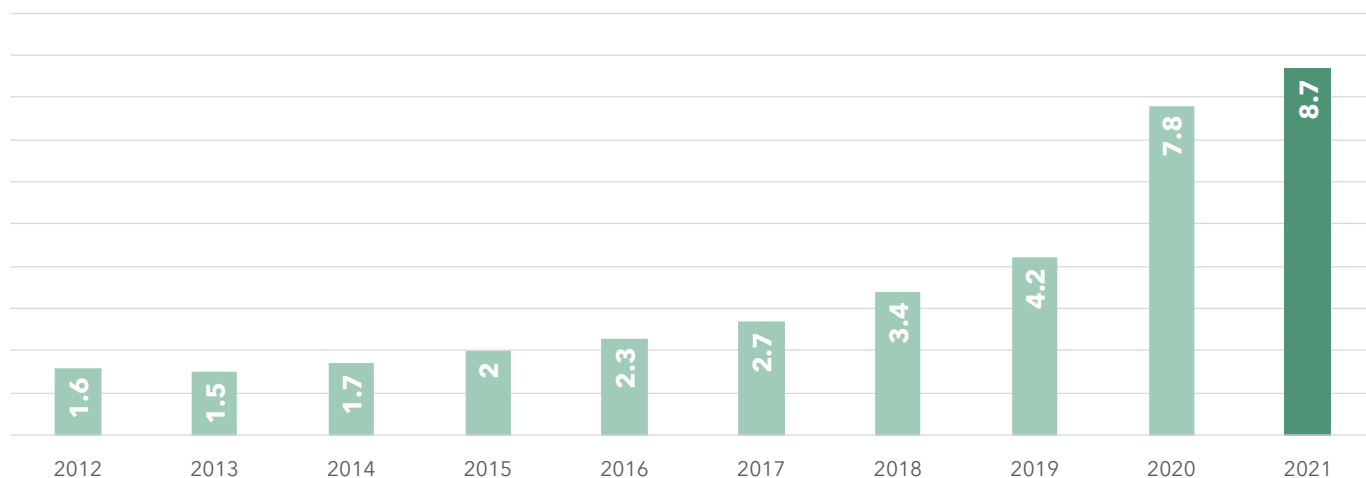
That said, it is important to recognize the following key factors at the outset of this discussion:

- Although there is a general view and characterization in the media that this form of convenience shopping has come directly at the expense of traditional brick and mortar retailers (i.e., as households redirect an increasing proportion of their overall retail spending to these channels), the effects are: (a) largely overstated; and (b) have not been felt equally across all store categories.
- For better or worse, the true impacts of online shopping are not currently well understood, based on a general lack of available (and reliable) data to properly evaluate the magnitude of these types of shopping activities. There is a significant “grey” area when it comes to capturing expenditures at omni-channel retailers with both physical and online presences (e.g., how these sales are reported to Statistics Canada, inconsistent treatment of online orders picked up in-store / delivered directly to a residence via a nearby store, etc.).
- It remains to be seen whether the impact of COVID-19 will ultimately represent a more permanent shift in shopping patterns or—at least in part—simply borne out of necessity vs. actual consumer preferences. In-person shopping, dining and other service-provisions continues to be both a necessary occurrence, as well as a desirable leisure-based activity for many.

Figure D highlights the recent growth in e-commerce activity, based on available Statistics Canada data for “Retail Trade”. This represents the main source data relied upon in a range of traditional retail market analyses, including that outlined in this study as part of our warranted space / “demand” analysis. Unsurprisingly, the total percentage of sales being redirected to e-commerce has been steadily increasing. That said, excluding “online-only” retail formats such as Amazon, the overall share is not as pronounced as many think, albeit also likely skewed by the underlying quality of this dataset and uncertainty in how these sales are being reported.

Figure D.7.1

Growth in E-Commerce - Percentage of Total Sales (2012 - 2021)



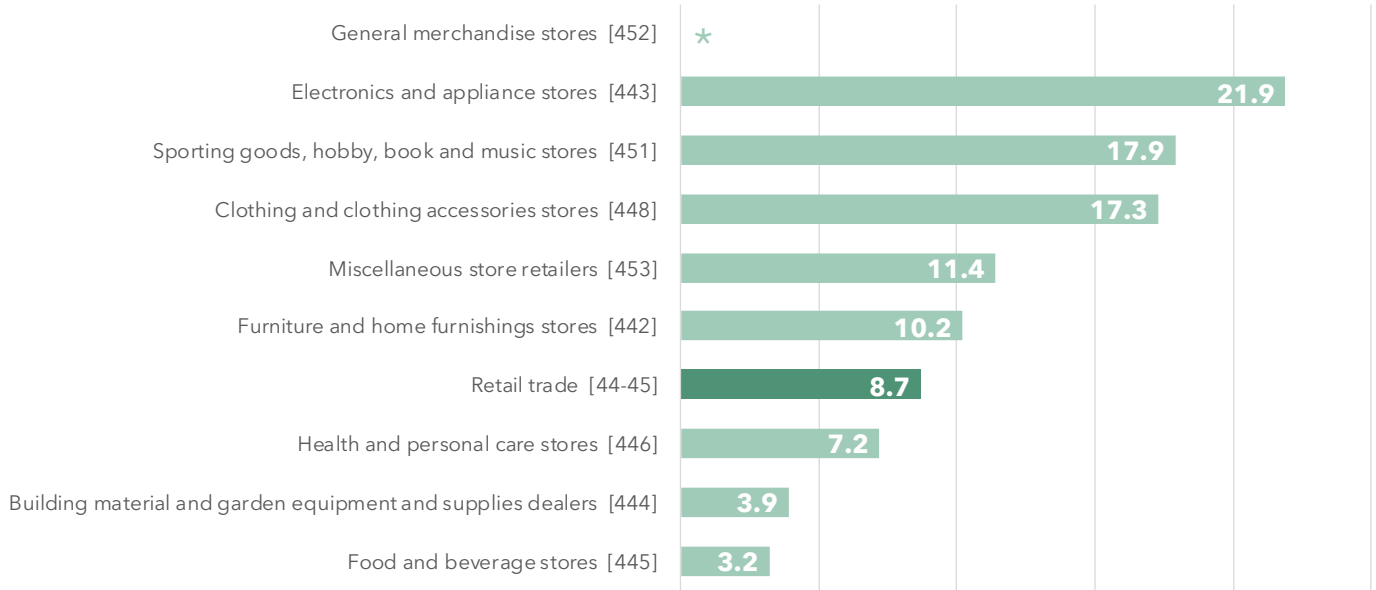
Source: Parcel, based on Statistics Canada Table 20-10-0065-01 (Retail trade, total sales and e-commerce sales).

Figure D further demonstrates the lack of consistency across store categories, with obvious variation in the level of e-commerce penetration across traditional market segments that involve material products that are not necessarily customizable, do not benefit from substitution/testing, and are relatively easy to ship (e.g., electronics, sporting goods, and to a certain extent clothing).

Many retailers in these categories have shifted to more of a centralized “showroom” format in major shopping districts where consumers can browse for products but ultimately purchasing online. This **limits the extent to which many traditional retailers will now locate in secondary or tertiary locations**—even in major urban centres—instead limiting their physical store presence to a few selected locations. This has implications for NO-E and other similar communities that may not as easily attract such retailers.

Figure D.7.2

Growth in E-Commerce – Percentage of Total Sales by Subcategory (2021)



Source: Parcel, based on Statistics Canada Table 20-10-0065-01 (Retail trade, total sales and e-commerce sales).

*Percentage of e-commerce sales for the General merchandise stores category suppressed for the purposes of confidentiality by Statistics Canada (per requirements of the Statistics Act). Equivalent data for previous annual periods since 2012 were in the range of 0.2 to 0.7.

Trend #4:

Typologies & Unit Sizes

As a function of both broader shifts in the retail sector (e.g., e-commerce, segmentation of “winners” and “losers”, etc., as noted earlier), as well as challenges to affordability of commercial space in an environment with heightened operating and development-related costs for all types of real estate, there has been a renewed emphasis on unit sizes and typologies in the context of the delivery of new / operation of existing commercial spaces. These can differ substantially across locational contexts.

Fine-Grained Commercial Corridors

In the context of the Greater Toronto Area and across much of North America, there has been a renewed focus on retail “main streets” and other related commercial corridors. Regardless of their overall health and real estate performance, these **typically take the form of well-established, neighbourhood-oriented commercial corridors on major arterial roads**. In many cases, these areas are primarily centred around downtowns (e.g., Downtown Oakville), near higher order transit infrastructure and/or around premier shopping and cultural destinations capable of leveraging their own unique identities and therefore customer draws that have been established over many decades (e.g., Toronto’s West Queen West or Yorkville neighbourhoods).

Although routinely accommodating much larger retail anchors and chain stores as well, smaller unit sizes in this type of commercial environment typically range between 800 to 1,500 square feet and often favour independent retailers and/or service providers (e.g., restaurants / cafes / bars, boutique shops, etc.).

By comparison, these types of commercial environments can be challenging to establish “from scratch” in new-build contexts, especially in the absence of one or more of the following pre-conditions:

- Substantial existing and/or planned residential densities offering a source of “built-in” customer support and a scale of development that supports viable mixed use projects;
- Replacement or evolution of pre-existing commercial functions that are being repurposed and/or “right-sized” through redevelopment (e.g., mall redevelopment or infill projects); and/or,
- Locations offering immediate access to higher-order transit infrastructure (e.g., major transit station area developments or similar).

“Micro-Retail” Units

True “micro-retail” units are significantly smaller than the traditional fine-grained retail units noted above and tend to be much more concentrated within a single cluster. Individual stalls may fall out closer to 200 - 400 square feet per unit in size in many cases. This format has a number of distinct benefits in terms of affordability and supporting entrepreneurship / fledgeling new businesses, but ultimately poses unique challenges to commercial property managers, lenders, and other stakeholders involved too. With limited widespread adoption, these are more typically reserved for more novel or unique commercial districts (e.g., Toronto’s shipping container markets or Markham’s Pacific Mall), or in conjunction with other more traditional commercial offerings within the same developments (e.g., Mirvish Village, the under-construction redevelopment of the former Honest Ed’s store in Toronto).

It is also important to note that micro-retailing typically **represents just one component of a broader commercial strategy and is not commonly considered an option for tenanting the entire commercial footprint of an urban, mixed use development and/or more suburban commercial development context.**

Mixed Use Feasibility

Although not comprising a core element of the scope of work for this study, it is also important to consider the **implications of financial feasibility on the delivery of commercial space in new developments.** As it relates to project viability, it is unsurprising that market residential uses continue to represent the “highest and best use” of lands throughout NO-E, consistent with elsewhere in Oakville and across many other parts of the GTA / beyond. Despite the historically favourable market conditions for residential development, however—mixed use projects can often become challenged or overburdened financially by the cumulative effects of various other limiting factors affecting feasibility (e.g., including requirements for commercial or other non-residential space where demand may not be available, but also conditions such as carve-outs for other non-revenue or relatively limited revenue-generating uses, such as affordable housing, parkland dedication, etc.).

Based on our own experience preparing development pro forma analyses for both public and private sector interests, any time that a project is forced to include too significant a share of non-revenue (or limited revenue) generating uses, it begins to materially strain feasibility, thereby disincentivizing investment that begins to look elsewhere. This represents a material risk to new developments in NO-E and—for better or worse—could counteract the underlying intent of the Town’s policies. For retail / service commercial uses at this type of location in particular, this dynamic could be especially strong given that there **likely is not sufficient demand from tenants to command the commercial rents (i.e., revenues) necessary to counteract the significant capital costs of new construction.** Similarly, along with factors such as expensive underground parking, this factor can be especially

impactful for **low and mid-rise building typologies that are generally incapable of spreading the added costs (or reduced revenues) across much larger projects.**

Lastly, notwithstanding the potential successes or failures of other mixed-use developments across the GTA as of late, the past several years have brought significant challenges to the advancement of feasible real estate projects of any / all kinds. This includes **record increases to hard construction costs, a rising interest rate environment, as well as shifting land use policy conditions at all levels of government** that have caused additional uncertainty and risk. All of these factors have affected the delivery of a full range of preferred development formats and use types, including but not necessarily unique to retail/service commercial uses. In this manner, commercial uses have become similar to affordable housing insofar as they represent important elements of complete and healthy communities, but ultimately extremely challenging to achieve due to strained financial feasibility conditions.

Trend #5:

Shifting Tenant Formats & Requirements

Although issues of affordability, online shopping growth and other changes in the retail sector will undoubtedly continue to challenge the feasibility of developing new retail/service commercial uses in the future, it remains our opinion that these factors **will not entirely replace in-person shopping experiences for all store types**. Large segments of the population still view shopping as an enjoyable, social event and the composition of a given commercial area can contribute to the unique identity of a neighbourhood. Similarly, retail uses serve an important community hub function, providing a place for gathering and shared experience.

Experiential Retail

As e-commerce continues to account for an increasingly significant proportion of overall consumer expenditures, the total share is likely to “max out” or taper off. Consequently, it remains to be seen what composition of retailers will continue to:

- Operate as usual (“status quo”);
- Seek a significant reduction in their physical store footprints and/or presence in certain markets; and/or,
- Establish an appropriate balance of selected retail locations that serve as a place for physical browsing, entertainment and gathering (i.e., “experiential retailing”). Similarly, many are likely to establish flagship “showroom” type functions of varying sizes and neighbourhood contexts augmented by a robust online presence.

Cultural, Entertainment & Recreation Facilities

Mirroring the ongoing shift above to more of an experiential, services-based direction for retail/service commercial spaces, it is also increasingly common for growing neighbourhoods like in NO-E to accommodate a range of non-traditional retail formats and unique commercial offerings that can help to differentiate them from the crowd and ultimately deviate from typical development patterns. This includes seasonal markets, pop-up shops and other temporary / semi-permanent retail spaces, as well as the integration of a whole new subset of ground floor programming focused more on community and cultural spaces.

In the context of NO-E, there may be opportunities to leverage the co-location benefits of retail/service commercial spaces if planned adjacent to other civic, social or institutional infrastructure throughout the neighbourhood. In addition to contributing to a unique sense of place in and of themselves, this form of programming can help drive

additional visitation to an area and bolster the level of customer support available to nearby retail/service commercial uses that may not otherwise exist.

Chains vs. Independents

Established “main street” commercial environments and other neighbourhood-based commercial nodes are evolving in the face of new challenges of affordability and development pressures for residential-only or predominantly residential mixed use developments. This has led to a mixing of traditional “mom and pop” type commercial establishments that have historically lined the streets of more established, mature communities with the introduction of new chain retailers and basic neighbourhood anchors that are often required to keep pace with growing populations in key intensification areas (e.g., chain supermarkets, drugstores, financial institutions, etc.). These national and multi-national retailers also tend to be the most stable, thereby appearing favourable to lenders and improving the financial feasibility of new developments.

This dynamic necessitates an appropriate balancing of both independent and chain retailers to foster a complete commercial environment capable of supporting all levels of the commercial hierarchy. It is important to include elements of both, without the “pendulum” swinging too far in either direction on the spectrum.

Urban vs. Suburban Contexts

Tenant needs and interests can also vary significantly across different development contexts. For example, even the same retail chain—or “banner”—can differ in terms of the specific types, sizes and/or configurations of commercial units that they are willing to tenant depending on whether it happens to be in a densely populated, major urban centre or a lower-density, suburban environment surrounded by predominantly single and semi-detached housing. This can also influence other commercial development parameters and conditions of lease agreements with respect to the number and location of available parking stalls, visibility / frontage / signage offered, as well as access characteristics for more practical day-to-day ease of operations (e.g., deliveries, storage, etc.).

In many cases, **with a proven “formula” established that has been proven to successful and highly replicable across multiple store locations, this often has the effect of perpetuating the status quo in terms of commercial development formats.** For many major retailers, this can involve strong preferences for—and therefore obligation on the behalf of the development community to satisfy—more traditional commercial formats (e.g., single-storey, open-air commercial plazas with ample parking, especially more auto-oriented communities such as Oakville and other parts of the 905-Region). Change or compromise to these more traditional development formats—including willingness to locate in mixed use projects—are typically only made under more exceptional circumstances (e.g., when there is another driver such as desire to locate in a premier shopping destination, major urban market or other strategic site).

Trend #6:

Influence of COVID-19

Similar to the discussion above relating to the magnitude of impacts derived from online shopping, the longer-term effects of the COVID-19 pandemic cannot be fully known at this time either. It is our opinion that—while the pandemic has undoubtedly resulted in material changes in the retail sector and accelerated its evolution—it is nonetheless important to recognize that **most of these changes continue to be a function of pre-existing conditions**. That is, many of the foregoing trends have been developing for some time and the pandemic simply catalyzed these changes, albeit seemingly “overnight”.

As highlighted above, this has resulted in increasing segmentation, with clear “winners” and “losers” as part of this ongoing evolution. For better or worse, NO-E likely does not represent a development context that is unique enough to be capable of breaking these patterns.



Appendix E: **Market Analysis Background**

Figure E.1
Retail Expenditures NOE

Trade Area (NOE)	2023		2026		2031		2041		2051		
Per Capita Retail Expenditures	\$11,421		\$11,571		\$11,822		\$12,322		\$12,823		
Population	25,200		40,400		65,600		110,400		142,100		
Total Retail Expenditure Potential (\$m)	\$287.8		\$467.5		\$775.5		\$1,360.3		\$1,822.1		
Food Store Retail (FSR)	\$67.9	23.6%	\$110.2	23.6%	\$182.9	23.6%	\$320.8	23.6%	\$429.7	23.6%	
Supermarket & Grocery	\$ 57.3	19.9%	\$ 93.1	19.9%	\$ 154.5	19.9%	\$ 270.9	19.9%	\$ 362.9	19.9%	
Convenience & Specialty Food	\$ 10.5	3.7%	\$ 17.1	3.7%	\$ 28.4	3.7%	\$ 49.8	3.7%	\$ 66.7	3.7%	
Beer, Wine & Liquor	\$16.0	5.6%	\$26.0	5.6%	\$43.1	5.6%	\$75.6	5.6%	\$101.2	5.6%	
Non-Food Store Retail (NFSR)	\$203.9	70.9%	\$331.3	70.9%	\$549.6	70.9%	\$964.0	70.9%	\$1,291.3	70.9%	
General Merchandise Stores	\$ 62.2	21.6%	\$101.0	21.6%	\$167.5	21.6%	\$293.9	21.6%	\$393.7	21.6%	
Clothing & Accessories	\$ 22.8	7.9%	\$37.0	7.9%	\$61.3	7.9%	\$107.6	7.9%	\$144.1	7.9%	
Furnishing, Home Furnishing	\$ 12.0	4.2%	\$19.5	4.2%	\$32.4	4.2%	\$56.9	4.2%	\$76.2	4.2%	
Electronics & Appliances	\$ 14.1	4.9%	\$22.9	4.9%	\$37.9	4.9%	\$66.5	4.9%	\$89.1	4.9%	
Miscellaneous Retailers	\$ 26.6	9.3%	\$43.2	9.3%	\$71.7	9.3%	\$125.8	9.3%	\$168.5	9.3%	
Health & Personal Care	\$ 33.3	11.6%	\$54.2	11.6%	\$89.9	11.6%	\$157.6	11.6%	\$211.1	11.6%	
Tires/Batteries/Automotive Accessories	\$ 7.3	2.5%	\$11.9	2.5%	\$19.7	2.5%	\$34.6	2.5%	\$46.4	2.5%	
Building & Outdoor Home Supplies	\$ 25.6	8.9%	\$41.6	8.9%	\$69.0	8.9%	\$121.1	8.9%	\$162.2	8.9%	
Total Trade Area (NOE) Expenditure Potential (\$m)	\$287.8	100%	\$467.5	100%	\$775.5	100%	\$1,360.3	100%	\$1,822.1	100%	
Cumulative Growth in Expenditure Potential											
Food Store Retail (FSR)			\$42.4			\$115.0			\$252.9		
Supermarket & Grocery			\$ 35.8			\$ 97.1			\$ 213.6		
Convenience & Specialty Food			\$ 6.6			\$ 17.9			\$ 39.3		
Beer, Wine & Liquor			\$10.0			\$27.1			\$59.6		
Non-Food Store Retail (NFSR)			\$127.3			\$345.6			\$760.1		
General Merchandise Stores			\$ 38.8			\$ 105.4			\$ 231.7		
Clothing & Accessories			\$ 14.2			\$ 38.6			\$ 84.8		
Furnishing, Home Furnishing			\$ 7.5			\$ 20.4			\$ 44.8		
Electronics & Appliances			\$ 8.8			\$ 23.9			\$ 52.5		
Miscellaneous Retailers			\$ 16.6			\$ 45.1			\$ 99.2		
Health & Personal Care			\$ 20.8			\$ 56.5			\$ 124.3		
Tires/Batteries/Automotive Accessories			\$ 4.6			\$ 12.4			\$ 27.3		
Building & Outdoor Home Supplies			\$ 16.0			\$ 43.4			\$ 95.5		
Total Trade Area Retail Expenditures (\$m)			\$179.7			\$487.7			\$1,072.6		

Figure E.2

Food Store Retail Expenditure Analysis

Food Store Retail (FSR)	2023	2026	2031	2041	2051
Trade Area (NOE)					
Food Store Retail (FSR) Expenditures (\$m)	\$ 67.9	\$ 110.2	\$ 182.9	\$ 320.8	\$ 429.7
Estimated Trade Area Share (%)	55.0%	60.0%	65.0%	70.0%	75.0%
Estimated Trade Area Share (\$m)	\$ 37.3	\$ 66.1	\$ 118.9	\$ 224.5	\$ 322.2
Residual Potential (\$m)		\$ 28.8	\$ 81.5	\$ 187.2	\$ 284.9
Total Trade Area					
Food Store Retail (FSR) Expenditures (\$m)	\$ 67.9	\$ 110.2	\$ 182.9	\$ 320.8	\$ 429.7
Estimated Trade Area Share (\$m)	\$ 37.3	\$ 66.1	\$ 118.9	\$ 224.5	\$ 322.2
Estimated Trade Area Share (%)	55.0%	60.0%	65.0%	70.0%	75.0%
Residual Potential (\$m)		\$ 28.8	\$ 81.5	\$ 187.2	\$ 284.9
Existing Food Store Retail (FSR) Sales Performance					
	\$652				
Total Trade Area Warranted Additional Food Store Retail (FSR) Space					
Additional Residual Potential from Total Trade Area Residents		\$ 28.8	\$ 81.5	\$ 187.2	\$ 284.9
Inflow (%)		15%	15%	15%	15%
Inflow (\$m)		\$ 5.1	\$ 14.4	\$ 33.0	\$ 50.3
		\$ 33.9	\$ 95.9	\$ 220.3	\$ 335.2
Space Warranted					
@\$600 per square foot		56,000 sf	160,000 sf	367,000 sf	559,000 sf
@\$800 per square foot		42,000 sf	120,000 sf	275,000 sf	419,000 sf
@\$1000 per square foot		34,000 sf	96,000 sf	220,000 sf	335,000 sf
Beer, Wine & Liquor					
	2023	2026	2031	2041	2051
Trade Area (NOE)					
Beer, Wine & Liquor Expenditures (\$m)	\$ 16.0	\$ 26.0	\$ 43.1	\$ 75.6	\$ 101.2
Estimated Trade Area Share (%)	50.0%	55.0%	60.0%	60.0%	60.0%
Estimated Trade Area Share (\$m)	\$ 8.0	\$ 14.3	\$ 25.8	\$ 45.3	\$ 60.7
Residual Potential (\$m)		\$ 6.3	\$ 17.9	\$ 37.3	\$ 52.7
Estimated Trade Area Share (%)					
Beer, Wine & Liquor Expenditures (\$m)	\$ 16.0	\$ 26.0	\$ 43.1	\$ 75.6	\$ 101.2
Estimated Trade Area Share (\$m)	\$ 8.0	\$ 14.3	\$ 25.8	\$ 45.3	\$ 60.7
Estimated Trade Area Share (%)	50.0%	55.0%	60.0%	60.0%	60.0%
Residual Potential (\$m)		\$ 6.3	\$ 17.9	\$ 37.3	\$ 52.7
Existing Beer, Wine & Liquor Sales Performance					
	\$980				
Estimated Trade Area Share (%) Warranted Additional Beer, Wine & Liquor Space					
Additional Residual Potential from Estimated Trade Area Share (%) Residents		\$ 6.3	\$ 17.9	\$ 37.3	\$ 52.7
Inflow (%)		15%	15%	15%	15%
Inflow (\$m)		\$ 1.1	\$ 3.2	\$ 6.6	\$ 9.3
		\$ 7.4	\$ 21.0	\$ 43.9	\$ 62.0
Space Warranted					
@\$900 per square foot		8,000 sf	23,000 sf	49,000 sf	69,000 sf
@\$1050 per square foot		7,000 sf	20,000 sf	42,000 sf	59,000 sf
@\$1200 per square foot		6,000 sf	18,000 sf	37,000 sf	52,000 sf

Figure E.3

Health & Personal Care Retail Expenditure Analysis

Health & Personal Care	2023	2026	2031	2041	2051
Trade Area (NOE)					
Health & Personal Care Expenditures (\$m)	\$ 33.3	\$ 54.2	\$ 89.9	\$ 157.6	\$ 211.1
Estimated Trade Area Share (%)	30.0%	45.0%	65.0%	75.0%	75.0%
Estimated Trade Area Share (\$m)	\$ 10.0	\$ 24.4	\$ 58.4	\$ 118.2	\$ 158.3
Residual Potential (\$m)		\$ 14.4	\$ 48.4	\$ 108.2	\$ 148.3
Trade Area (NOE)					
Health & Personal Care Expenditures (\$m)	\$ 33.3	\$ 54.2	\$ 89.9	\$ 157.6	\$ 211.1
Estimated Trade Area Share (\$m)	\$ 10.0	\$ 24.4	\$ 58.4	\$ 118.2	\$ 158.3
Estimated Trade Area Share (%)	30.0%	45.0%	65.0%	75.0%	75.0%
Residual Potential (\$m)		\$ 14.4	\$ 48.4	\$ 108.2	\$ 148.3
Existing Health & Personal Care Sales Performance					
	\$900				
Trade Area (NOE) Warranted Additional Health & Personal Care Space					
Additional Residual Potential from Trade Area (NOE) Residents		\$ 14.4	\$ 48.4	\$ 108.2	\$ 148.3
Inflow (%)		10%	10%	10%	10%
Inflow (\$m)		\$ 1.6	\$ 5.4	\$ 12.0	\$ 16.5
		\$ 16.0	\$ 53.8	\$ 120.2	\$ 164.8
Space Warranted					
@\$900 per square foot		18,000 sf	60,000 sf	134,000 sf	183,000 sf
@\$1000 per square foot		16,000 sf	54,000 sf	120,000 sf	165,000 sf
@\$1100 per square foot		15,000 sf	49,000 sf	109,000 sf	150,000 sf

Figure E. 4

Non-Food Store Retail Expenditure Analysis

Non-Food Store Retail (NFSR)	2023	2026	2031	2041	2051
<i>Excluding Health and Personal Care</i>					
Trade Area (NOE)					
Non-Food Store Retail (NFSR) Expenditures (\$m)	\$ 203.9	\$ 266.8	\$ 442.6	\$ 776.4	\$ 1,039.9
Less: Health & Personal Care	\$ 33.3	\$ 54.2	\$ 89.9	\$ 157.6	\$ 211.1
Other Non-Food Store Retail (NFSR) Expenditures (\$m)	\$ 170.6	\$ 212.6	\$ 352.8	\$ 618.8	\$ 828.8
Estimated Trade Area Share (%)	25.0% 35.0%	25.0%	25.0%	25.0%	25.0%
Estimated Trade Area Share (\$m)	\$ 42.7	\$ 53.2	\$ 88.2	\$ 154.7	\$ 207.2
Residual Potential (\$m)		\$ 10.5	\$ 45.5	\$ 112.0	\$ 164.6
Trade Area (NOE)					
Other Estimated Trade Area Share (%) Expenditures (\$m)	\$ 170.6	\$ 212.6	\$ 352.8	\$ 618.8	\$ 828.8
Estimated Trade Area Share (\$m)	\$ 42.7	\$ 53.2	\$ 88.2	\$ 154.7	\$ 207.2
Estimated Trade Area Share (%)	25.0%	25.0%	25.0%	25.0%	25.0%
Residual Potential (\$m)		\$ 10.5	\$ 45.5	\$ 112.0	\$ 164.6
Existing Other Non-Food Store Retail (NFSR) Sales Performance					
	\$551				
Warranted Additional Non-Food Store Retail (NFSR) Space					
Additional Residual Potential from Trade Area (NOE) Residents		\$ 10.5	\$ 45.5	\$ 112.0	\$ 164.6
Inflow (%)		10%	10%	10%	10%
Inflow (\$m)		\$ 1.2	\$ 5.1	\$ 12.4	\$ 18.3
		\$ 11.7	\$ 50.6	\$ 124.5	\$ 182.8
Space Warranted					
@\$400 per square foot		29,000 sf	126,000 sf	311,000 sf	457,000 sf
@\$500 per square foot		23,000 sf	101,000 sf	249,000 sf	366,000 sf
@\$600 per square foot		19,000 sf	84,000 sf	207,000 sf	305,000 sf

Figure E.5
Services Per Capita

		Typical Space per Capita		Space Req'd by Residents		Target Capture		Adjusted Space		Inflow		Warranted Space	
Net New Growth (2031)	40,400	x	A	=	B	x	C	=	D	x	E	=	F
Finance, Insurance + Real Estate			2.0 sf		80,800 sf		65%		52,520 sf		15%		61,788 sf
Business Services ¹			1.5 sf		60,600 sf		35%		21,210 sf		20%		26,513 sf
Health Care			1.5 sf		60,600 sf		65%		39,390 sf		20%		49,238 sf
Food + Drinking Places			3.5 sf		141,400 sf		60%		84,840 sf		20%		106,050 sf
Personal Care			2.0 sf		80,800 sf		60%		48,480 sf		10%		53,867 sf
Cultural, Entertainment + Recreation			1.0 sf		40,400 sf		35%		14,140 sf		15%		16,635 sf
Other ²			2.0 sf		80,800 sf		20%		16,160 sf		10%		17,956 sf
TOTAL			13.5 sf		545,400 sf		51%		276,740 sf		17%		332,046 sf
Net New Growth (2041)	85,200	x	A	=	B	x	C	=	D	x	E	=	F
Finance, Insurance + Real Estate			2.0 sf		170,400 sf		65%		110,760 sf		15%		130,306 sf
Business Services ¹			1.5 sf		127,800 sf		35%		44,730 sf		20%		55,913 sf
Health Care			1.5 sf		127,800 sf		65%		83,070 sf		20%		103,838 sf
Food + Drinking Places			3.5 sf		298,200 sf		60%		178,920 sf		20%		223,650 sf
Personal Care			2.0 sf		170,400 sf		60%		102,240 sf		10%		113,600 sf
Cultural, Entertainment + Recreation			1.0 sf		85,200 sf		35%		29,820 sf		15%		35,082 sf
Other ²			2.0 sf		170,400 sf		20%		34,080 sf		10%		37,867 sf
TOTAL			13.5 sf		1,150,200 sf		51%		583,620 sf		17%		700,255 sf
Net New Growth (2051)	116,900	x	A	=	B	x	C	=	D	x	E	=	F
Finance, Insurance + Real Estate			2.0 sf		233,800 sf		65%		151,970 sf		15%		178,788 sf
Business Services ¹			1.5 sf		175,350 sf		35%		61,373 sf		20%		76,716 sf
Health Care			1.5 sf		175,350 sf		65%		113,978 sf		20%		142,472 sf
Food + Drinking Places			3.5 sf		409,150 sf		60%		245,490 sf		20%		306,863 sf
Personal Care			2.0 sf		233,800 sf		60%		140,280 sf		10%		155,867 sf
Cultural, Entertainment + Recreation			1.0 sf		116,900 sf		35%		40,915 sf		15%		48,135 sf
Other ²			2.0 sf		233,800 sf		20%		46,760 sf		10%		51,956 sf
TOTAL			13.5 sf		1,578,150 sf		51%		800,765 sf		17%		960,796 sf

¹ Professional + Scientific Services; Selected Office Administrative Services; Selected Educational Services.


² Selected Civic + Social Organizations

Figure E.6

Summary of Warranted Space by Location

	Square Footage
Key Intersections	1,010,000 sf
Trafalgar / Dundas UCA	350,000 sf
Neyagawa / Dundas UCA	300,000 sf
Neyagawa UCA	180,000 sf
Burnhamthorpe / Trafalgar	180,000 sf
Neighbourhood Activity Centres (Primary)	480,000 sf
<i>per Primary Centre (@ 3 Centres)</i>	160,000 sf
Neighbourhood Activity Centres (Secondary)	320,000 sf
<i>per Secondary Centre (@ 11 Centres)</i>	29,000 sf
Total	1,810,000 sf

Source: Parcel, based on the results of the store category-specific market analysis presented above and elsewhere in this report. We note that these allocations have been included for demonstration purposes only and are intended to provide a rough order-of-magnitude indication as to how the total space warranted could potentially be allocated across different geographic contexts in NO-E. The actual distribution of space by location will inevitably differ from this summary, both in terms of potential future policy direction(s) and actual construction of new commercial spaces.



Appendix F:
**Guiding Design Principles for
Commercial Spaces in NO-E**

Parallel Considerations:

Town of Oakville Guiding Design Principles

As part of the broader study process for this engagement, Town staff have independently prepared a summary of key design principles for consideration as part of the advancement of land use directions at NO-E. These build upon pre-existing urban design guidelines referenced throughout this document and in light of the key market / land use policy-based recommendations resulting from this study.

The design principles referenced herein have been **prepared directly by Town staff and were developed in parallel to the core work program undertaken by Parcel and Gladki Planning Associates.**

1. Urban Integration and Streetscape Framing

- **Location:** Position commercial developments at key intersections, gateways, and community nodes, especially near transit services and open spaces.
- **Street Orientation:** Commercial developments should contribute to a strong street edge along arterial, collector, and local streets. Larger retail stores should be positioned in the interior, with smaller retail buildings oriented towards the street.
- **Built Form:** Prioritize urban design that frames important streets, corners, and public open spaces, contributing to a cohesive streetscape.
- **Prominent Entrances:** Design buildings with transparent facades featuring large windows and prominent entrances to foster pedestrian interaction and a welcoming environment.
- **Compact Block Patterns:** Establish block patterns that promote future intensification, encouraging pedestrian activity and facilitating mixed-use developments over time.

2. Direct Pedestrian and Active Transportation Access

- **Continuous Connections:** Provide safe and unobstructed pedestrian and active transportation connections between main roads and building entrances. These connections should be direct, ensuring ease of access.
- **Integration of Amenities:** Incorporate features like transparent glazing, awnings for weather protection, greenery, and landscaping, and additional street furniture to create inviting and engaging pedestrian pathways and encourage socialization and gathering.

3. Design for Pedestrian Experience

- **Public and Spill-out Spaces:** Include patios, forecourts, and urban squares along the streetscape to allow businesses to extend into the public realm with outdoor seating and communal areas.
- **Landscaping and Public Art:** Promote elements that enhance the sense of place and character, such as public art, landscaping, and active frontages, to create visual interest and vibrancy.

4. Height and Scale Consideration

- **Ground Floor:** Maintain a minimum height of 4.5 meters for ground floors to accommodate diverse retail and commercial uses, promoting street vitality.
- **Scale Transition:** Ensure a gradual transition in building scale adjacent to residential neighborhoods to preserve community character while allowing for mixed-use development.

5. Large Format Commercial Integration

- **Site Organization:** Design large format commercial buildings to include smaller shops wrapping around their edges, ensuring a diverse retail experience. As an alternative, locate their primary footprint above the ground floor.
- **Articulated Frontages:** Ensure that a minimum of 75% of the building frontage facing a public street is highly articulated and animated with windows and entrances. Avoid long, non-active building frontages; if necessary, limit them to a maximum of 25% of the frontage.
- **Frequent Entrances:** Incorporate frequent entrances and transparent shop front windows to create a vibrant street experience.
- **Contextual Design:** When large format buildings are proposed near existing development, design elevations to respond to the prevailing street character by incorporating wall articulation and consistent fenestration patterns.

6. Architectural Consistency and Character

- **Signage Integration:** Ensure signage is integrated into the architecture, enhancing building character and streetscape aesthetics without being obtrusive.
- **Transparent Facades:** Avoid false frontages on primary streets by designing functional and visually engaging building facades.

7. Parking and Accessibility

- **Structured Parking:** Position parking structures behind or integrated with principal buildings to minimize visual impact on the streetscape while preserving pedestrian experience.
- **Vehicular Access:** Locate vehicular entrances and parking access points at the rear or side of buildings, integrating access ramps into the overall building design.

8. Mixed-use and Flexible Design

- **Encouragement of Mixed-use:** Promote ground-floor retail or office uses, with upper floors dedicated to residential or additional commercial spaces, facilitating live/work opportunities.
- **Future Growth Flexibility:** Create development plans that allow for phased growth and adaptation, accommodating both short- and long-term community needs.

9. Challenges and Future Considerations

- **Addressing Car Dependency:** Tackle current challenges posed by car-dependent developments by fostering pedestrian-friendly environments, reducing surface parking, and enhancing public space utilization.
- **Visionary Planning:** Develop a master plan that outlines long-term development goals for commercial spaces, balancing immediate improvements with future expansion opportunities.



Parcel

info@parceleconomics.com

416-869-8264

250 University Avenue, #221, Toronto, Ontario, M5H 3E5



REPORT

Planning and Development Council

Meeting Date: November 25, 2024

FROM: Planning and Development Department

DATE: November 12, 2024

SUBJECT: **Consideration of Objection to Notice of Intention to Designate – Georgia Cottage at 19 Head Street – By-law 2024-182 – November 25, 2024**

LOCATION: 19 Head Street

WARD: Ward 2

Page 1

RECOMMENDATION:

1. That the Notice of Intention to Designate Georgia Cottage at 19 Head Street under Section 29, Part IV of the *Ontario Heritage Act* not be withdrawn despite the notice of objection received from the property owner; and,
2. That By-law 2024-182 to designate Georgia Cottage at 19 Head Street as a property of cultural heritage value or interest, attached as Appendix “C”, be passed.

KEY FACTS:

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

- Town Council resolved to issue a Notice of Intention to Designate for Georgia Cottage at 19 Head Street under Part IV of the *Ontario Heritage Act* at the September 24, 2024 Planning and Development Council meeting.
- A notice of objection to the designation was received by the Town, two days past the required timeframe as set out in the *Ontario Heritage Act*.
- Despite the late receipt, staff carefully reviewed the notice of objection provided and remains of the opinion that the property meets the criteria for determining cultural heritage value or interest and continues to merit heritage designation.
- It is recommended that Town Council not withdraw its Notice of Intention to Designate and pass the attached by-law to designate the property under Section 29, Part IV of the *Ontario Heritage Act*.

BACKGROUND:

Town Council approved a staff recommendation to issue a Notice of Intention to Designate Georgia Cottage at 19 Head Street at the September 24, 2024 Planning and Development Council meeting (Item 4.7). This staff recommendation was previously recommended to be approved on April 23, 2024 by the Heritage Oakville Advisory Committee (Item 4.1).

A notice of objection outlining the reasons for objection to the proposed designation was served on the town by the owner on October 30, 2024. The objection was received two days after the October 28, 2024 deadline to object to the Notice of Intention to Designate, which is 30 days after the date of publication of the notice as required by the *Ontario Heritage Act*. Despite the late submission of the objection, staff carefully considered the objection which is attached as Appendix “A” to this report.

The subject property at 19 Head Street contains a circa 1855 one-and-a-half storey frame house known as Georgia Cottage. As the basis for the original recommendation to issue the Notice of Intention to Designate, staff completed a Cultural Heritage Evaluation Report (CHER) for the subject property, which is attached as Appendix “B” to this report. Staff has reviewed the CHER again in light of the objection and remains convinced that the property meets the criteria for determining cultural heritage value or interest prescribed in Ontario Regulation 9/06, and therefore continues to warrant designation under Section 29, Part IV of the *Ontario Heritage Act*.

The property’s cultural heritage value and reasons for designation remain as described in the Statement of Cultural Heritage Value or Interest (SCHVI) included in both the CHER and the issued Notice of Intention to Designate.

OPTIONS:

According to Section 29 of the *Ontario Heritage Act*, the options for Town Council to consider in response to the notice of objection are to either: withdraw the Notice of Intention to Designate to end the designation process; or not withdraw the Notice of Intention to Designate and pass the designation by-law to continue the designation process.

Should Town Council elect to withdraw the Notice of Intention to Designate, it would be withdrawn by serving a notice of withdrawal on the property owner and the Ontario Heritage Trust, and also by publishing the notice of withdrawal in the town’s online News and Notices. In accordance with the *Ontario Heritage Act*, the property could not be listed or designated for another five years after this withdrawal.

Should Town Council decide to not withdraw the Notice of Intention to Designate, a designation by-law may be passed by Council to designate the property. Any person who objects to the by-law would then have the right to appeal to the Ontario Land Tribunal within thirty days of publication of the notice of the by-law.

The time period for Council to make a decision on a notice of objection is within 90 days after the end of the 30-day objection period to the Notice of Intention to Designate. In this case, Town Council has until January 26, 2025 to make a decision on this notice of objection and also to pass a designation by-law, if it chooses to proceed with designation.

COMMENTS:

The reasons for objection listed in the notice of objection provided by the owner are italicized below, with a staff response below each.

- 1) *The owners have no intention of making changes to the exterior.*

While staff commends the owners for maintaining the exterior of their heritage home, without designation there are no measures by which the town can protect the heritage attributes of the house during future renovations by the existing owners if they change their minds, or by future owners.

- 2) *The owners do not believe the house warrants designation just because it is old, and because it is not a school, store, library, post office or grand home.*

Heritage Planning staff evaluated the property in accordance with Ontario Regulation 9/06. The property was found to have, and continues to have, cultural heritage value as an early representative example of a vernacular Oakville house with Georgian and Neoclassical architectural influences. The property also has heritage value for its historical associations with the Thomas family, early and prominent settlers in the area who owned the house for over a century, as well as with George Atkins, recognized nationally for his work in the field of agriculture and the radio and television broadcasting industry. Finally, the property has contextual value as it is important in defining, supporting and maintaining the character of its historic working-class neighbourhood west of the Sixteen Mile Creek.

While the town has recognized many public buildings and grand homes through designation, it is also important to protect the historic vernacular homes that contribute to Oakville's unique character and significant cultural heritage. This is supported by Ontario Regulation 9/06 which allows for the designation of a broad range of cultural heritage resources that are important to a community for a variety of different reasons.

CONCLUSION:

Staff has re-examined the reasons for designation outlined in the SCHVI in light of the specific reasons for objection provided in the notice of objection and remain of the opinion that, despite these reasons for objection, the subject property meets three of the criteria prescribed in Ontario Regulation 9/06. In order to meet the requirements of Ontario Regulation 9/06, a property must meet at least two criteria. Therefore, the subject property continues to merit designation under section 29, Part IV of the *Ontario Heritage Act*.

Should Town Council decide not to withdraw its Notice of Intention to Designate Georgia Cottage at 19 Head Street, staff recommends that the designation by-law, By-law 2024-182 attached as Appendix “C” to this report, be passed. According to section 29(11) of the *Ontario Heritage Act*, any person who objects to the by-law may appeal to the Ontario Land Tribunal within thirty days of publication of the notice of the by-law.

CONSIDERATIONS:

(A) PUBLIC

If the designation by-law is passed, then a notice of the by-law will be issued for the property in accordance with section 29, Part IV of the *Ontario Heritage Act*.

(B) FINANCIAL

There are no financial considerations in this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The Legal department will be consulted on the designation as necessary.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses Council’s strategic priorities: Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION

A Climate Emergency was declared by Council in June 2019 for the purposes of strengthening the Oakville community commitment in reducing carbon footprints. The retention and conservation of this historic building through heritage designation contributes to the town’s initiatives to reduce carbon footprints.

APPENDICES:

- Appendix A – Notice of Objection
- Appendix B – Cultural Heritage Evaluation Report
- Appendix C – Designation By-law 2024-182

Prepared by:
Carolyn Van Sligtenhorst, CAHP, MCIP, RPP
Supervisor, Heritage Conservation

Recommended by:
Kirk Biggar, MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:
Gabe Charles, MCIP, RPP
Director, Planning and Development

Carolyn Van Sligtenhorst

From: Town Clerks
Sent: Wednesday, October 30, 2024 10:42 AM
To: Gabe Charles; Doug Carr; Kirk Biggar; Carolyn Van Sligtenhorst
Subject: FW: [EXTERNAL] Objection of Designation

Please see the correspondence below which has been added to the Portal.

Town Clerks

Town of Oakville | 905-845-6601 | www.oakville.ca

Vision: A vibrant and livable community for all

Please consider the environment before printing this email.

<http://www.oakville.ca/privacy.html>

From: Matt Whyte
Sent: Wednesday, October 30, 2024 9:11 AM
To: Town Clerks <TownClerk@oakville.ca>
Subject: [EXTERNAL] Objection of Designation

Good Morning,

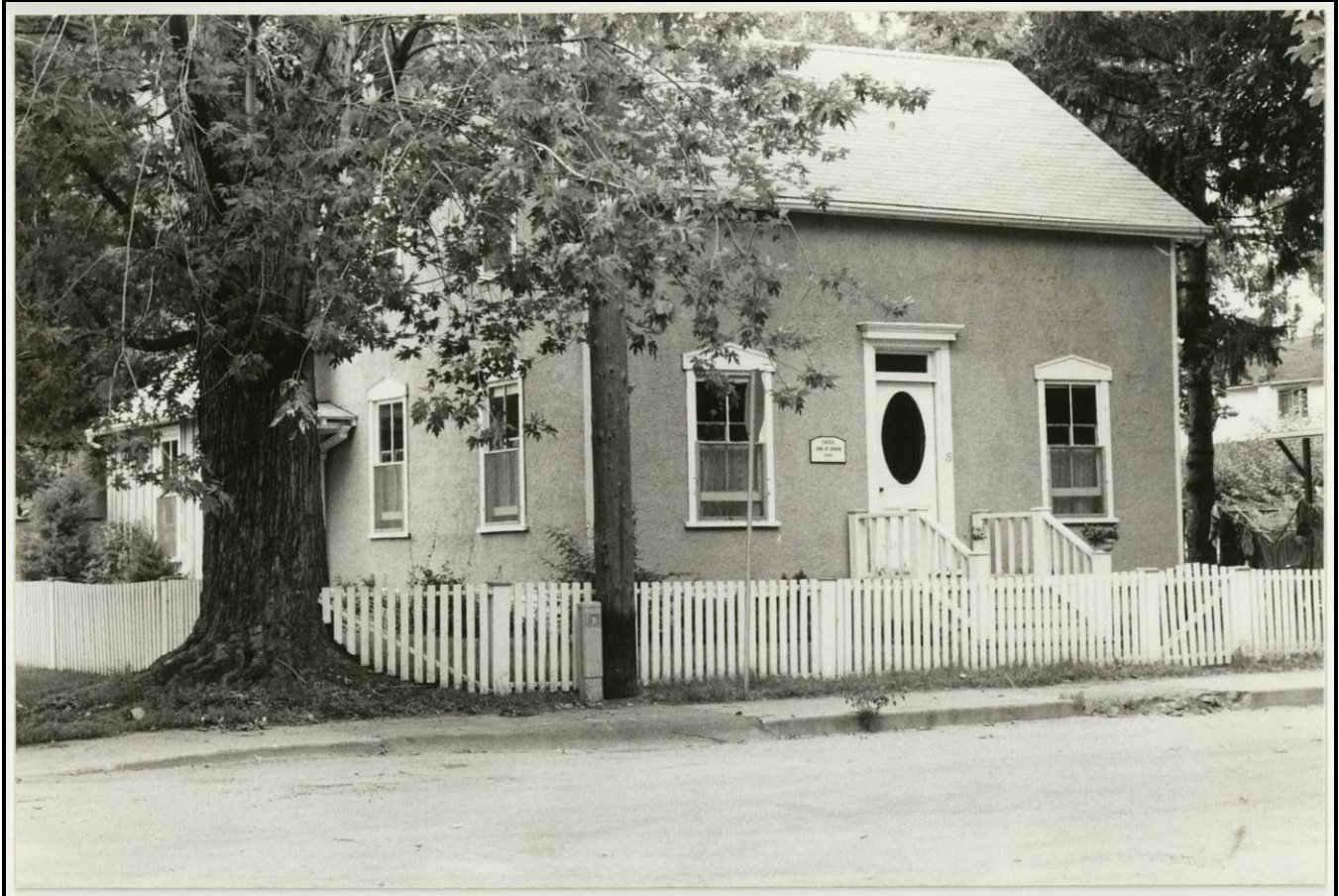
I live at 19 head St Part Lot 2 Block 97 Plan 1 as in 492068; Oakville

I apologise for the lateness of the reply I had put in my calendar to reply by end of Month. Please take my objections into consideration. I do not want my home to be a property of cultural heritage value and interest.

We love our home and have no intention of making changes to the exterior. In fact we did a major renovation a few years ago and left the original as is and made the new part as close to the original as possible. I do not like the idea of government putting those decisions into law. As stated we have no intention to change anything to our home. Reviewing the reasons for it being historical I do not think that just because a house is old it warrants designation. Our home was a cottage. It was not a school, store, library, post office etc. It was not a grand home by any means. The only thing it has is age. I believe there are many more homes worthy of this designation.

Sincerely
Matt Whyte

Cultural Heritage Evaluation Report
Georgia Cottage
19 Head Street, Oakville, Ontario



19 Head Street, circa 1980s. Source: *Town of Oakville Planning Services*

Town of Oakville
Heritage Planning
Authors: Kristen McLaughlin, Carolyn Van Sligtenhorst
March 2024

1. Executive Summary

The purpose of this Cultural Heritage Evaluation Report, or CHER, is to determine if the subject property merits designation under Part IV, section 29 of the *Ontario Heritage Act* (OHA). A Cultural Heritage Evaluation Report (CHER) provides an overview of the property based on primary and secondary research and visual inspection of the property. It also includes an evaluation against the prescribed criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. This CHER also includes a draft Statement of Cultural Heritage Value or Interest and identification of heritage attributes.

The designation of heritage properties is legislated by the OHA and is supported at a provincial level by the Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2019). The conservation of cultural heritage resources is also supported by the Region of Halton Official Plan, the Livable Oakville Plan, the North Oakville East Secondary Plan, and the North Oakville West Secondary Plan.

The property at 19 Head Street is located on the north side of Head Street between Bond Street and Rebecca Street. The property is located within the territory covered by Treaty 14, which was signed in 1806 between the Mississaugas and the British Crown. The property was added as a 'listed' property to Oakville's *Register of Properties of Cultural Heritage Value or Interest (NOT Designated)* in 2009 for its "potential cultural heritage value for its c.1855 vernacular frame house built by John Jay Hibbard."

This CHER has evaluated the property in accordance with the requirements of the OHA and finds that the property meets four of the criteria of Regulation 9/06. It is therefore recommended that the property be designated under Part IV, section 29 of the OHA.

The findings presented in this report are based on professional research and guidance. Future discovery of additional sources or interpretations may affect the conclusions.

2. Subject Property

The property at 19 Head Street is located on the north side of Head Street between Chisholm Street and Forsythe Street. The property is located within the territory covered by Treaty 22, which was signed in 1820 between the Mississaugas and the British Crown. After being purchased by William Chisholm in 1831, the subject property became part of Lot 2 and 4, Block 97, in Edward Palmer's 1835 "Plan of Oakville" (registered in 1850).¹ The property contains a detached one-and-a-half storey frame house most likely built circa 1855.²



Location map: Subject property is outlined blue. March 2024. Source: Town of Oakville GIS

Legal description: PLAN 1 BLK 97 PT LOTS 2,4; OAKVILLE

¹ Some early versions of this map only go as far as Rebecca Street, however, some go up to Bond Street and include Block 98; also, the portion of Lot 4 is a small sliver on the north, indicating it is likely from historically occupying the portion as no legal sale indicates this sliver

² See Historical Section

3. Background Research

Design and Physical Value

The subject building at 19 Head Street is a one-and-a-half storey vernacular frame house. The house has design and physical value as a representative example of an early Oakville vernacular frame house with Georgian and Neoclassical architectural influences, as well as a Gothic Revival-style bargeboard.



The subject property in 2024 from Head Street, looking north. Source: Planning Services staff photo, 2024.

Vernacular Homes in Oakville

A vernacular home is one that is built with local resources and in local styles, often influenced by popular styles elsewhere in the region or Europe, but made to suit either the different weather conditions, purposes for the structure, or the available resources. Often, they do not fit into one architectural style, but were constructed with unique features of various styles.

Georgian (1784-1860)

This style was brought to Ontario by the English and United Empire Loyalists, refugees from the American War of Independence. Due to the climate, financial limitations, and geography, structural necessity was the priority over academic stylistic features. Often, the vernacular structural methods were based on each person's

background.³ In Ontario, this style is characterized by a plain brick or timber-frame house with little detailing and a symmetrical façade with a centered front door.⁴

Neoclassical (1800-1860)

Neoclassical styles were often built on the already existent Georgian style. However, it can include a lighter and more refined appearance in some cases. Neoclassical elements include columns, pilasters, and mouldings, with a transom light over the front door.⁵ Window lintels may have Classical decoration as well, such as pediments. Windowpanes are larger pieces than in Georgian style houses. In Ontario the symmetry of the Georgian style continued to play an important role in Neoclassical styles. The main difference is an entrance with pilasters or column and lights around the front door. It is common to find a small portico or porch supported by columns.⁶

Subject Property Description

The subject house is a vernacular one-and-a-half storey frame structure. The original portion of the home, circa 1855, has a simple and symmetrical façade, with rectangular massing. Houses built in this style are often indicative of one being of the earlier homes in Oakville. Its location in the original survey of the town and close to Sixteen Mile Creek are also an indication of its age and early presence in the town. This house has general Georgian and Neoclassical influences, with some unique elements.



View of the west and north (rear) elevations, from Chisholm Street looking southeast. Source: Planning Services staff photo, 2024.

³ Blumenson, John. *Ontario Architecture: A Guide to Styles and Building Terms, 1784 to the present*, Toronto: Fitzhenry & Whiteside, 1990, pg. 5

⁴ *Ibid.*, pg. 8

⁵ *Ibid.*, pg. 13

⁶ *Ibid.*, pg. 14



West elevation from Chisholm Street, showing the addition (left) and original (right). Source: Planning Services staff photo, 2024.

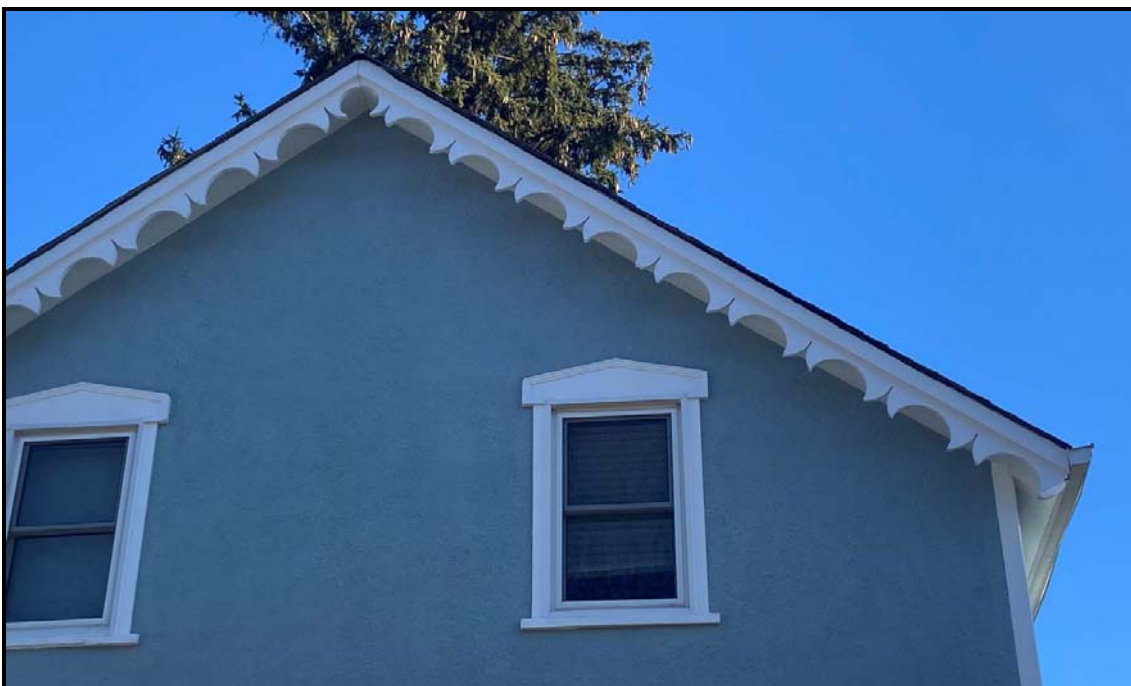


South elevation with the front door. Source: Planning Services staff photo, 2024.



East elevation showing the addition's new rear height at the back. *Source: Planning Services staff photo, 2024.*

The house is a rectangular shape with a side gabled roof. The gabled sides of the roof have a decorative wooden bargeboard, which is a Gothic Revival architectural influence. Interestingly, the house has wooden trim on each exterior corner, that also runs along the foundation of the house. This was also present in a series of photos taken in 1971 and appears to be historic.



Wooden bargeboard. Note the wooden trim on the exterior corner of the house. *Source: Planning Services staff photo, 2024.*

The original portion of the house is clad in stucco. The front entry of the house originally had a covered porch, with wooden railings and Classical-style columns holding up the roof. This would have been a more obvious Neoclassical influence on the house. This was torn down sometime after 1971, as it is still present in the photo taken below that year.



1971 photo showing the historic Neoclassical porch on the front façade. A central chimney was also present on the roof and was likely removed later. Note the wooden trim on each corner of the house and along the foundation that is still present. *Source: Canadian Inventory of Historic Buildings, Parks Canada.*



The house is highlighted in this 1962 photo, where the porch is present. *Source: McMaster Aerial Photo Library*

The front façade of the house remains symmetrical, even if it is simple with only two windows. This symmetry is both a Georgian and Neoclassical influence. The door has a rectangular transom window above it in the Neoclassical style of the time, when arched windows were sometimes too difficult or expensive to construct for a fanlight. When the porch was present there was no entablature above the door, and it was possibly added when the porch was removed. The door is the same as the one that existed in 1971. The wooden door has two vertical panels in the lower half and a large oval window in the upper half. The window appears to be a later addition, likely replacing a larger rectangular window.



Left: The front door the entablature and transom window.

Source: *Planning Services staff photo, 2024.*

Right: The door in 1971. Note the porch roof was where the entablature now sits, which was probably added when the porch was removed post-1971. Source: *Canadian Inventory of Historic Buildings, Parks Canada.*

The fenestration of the original portion of the house is symmetrical. The 2/2 sash windows on the front façade are wooden and still have wooden storm windows. When the house was built in the 1850s, it most likely had smaller panes of windows (i.e. 6/6 pane layout) and these windows may have been late 19th century replacements. The windows on the upper storey have likely been replaced but the trim and pediments appear to be historic. The wooden pediments, or entablatures, over the windows are typical of the Neoclassical era and are likely original.



Undated photo from the Town files, but does show an Oakville Historical Society plaque (here on the left of the house) and the current yard fence being built.



Left: Close up of one of the windows. This one does not have its storm window, but we can see the wooden sash, the pediment, and wooden frame. *Source: Planning Services staff photo, 2024.*



Right: One of the windows from 1971 and we can see they are the same. *Source: Canadian Inventory of Historic Buildings, Parks Canada.*

The chimney on the east elevation of the house is made of cinderblock and is not likely original to the house.



Left: 1971 photo and 2024 photos showing the chimney on the east elevation. *Source: Canadian Inventory of Historic Buildings, Parks Canada.*

Right: East elevation. *Source: Planning Services staff photo, 2024.*

The house has a lakestone foundation, indicating its 19th century age. The earliest-built houses in Oakville have lakestone foundations, built with stones pulled up from the nearby Lake Ontario. The stone has been parged over in some areas of the house.



Close-up of the lakestone foundation, partially parged over. *Source: Planning Services staff photo, 2008.*

In 2021, the rear wing of the house was reconstructed on the same footprint, but with a second storey added above. The original rear wing existed by 1924, and likely earlier, as shown in the 1924 fire insurance plan below. A second portion was added to the north of the earlier wing sometime between 1924 and 1949, likely as a small attached garage, but was gone by 1971.



Fire insurance maps showing the house and evolution of the lot and rear addition (since replaced). The left is 1924 and the right is 1949; the house is circled. Source: Underwriters' Survey Bureau. Insurance Plan of the Town of Oakville. Toronto: Underwriters' survey Bureau, 1924 and 1949.

The photos below show the rear wing in 1971 and the 1990s. It was clad in board and batten siding. A larger chimney for a fireplace was added sometime between these two dates.



Left: 1971 image of the rear wing. Source: Canadian Inventory of Historic Buildings, Parks Canada.
 Right: 1990s image of the rear wing. Source: Planning Services staff photo.



Left: 2008 image of the rear wing. *Source: Planning Services staff photo.*



Right: 2024 image of the rear wing after it was reconstructed. *Source: Planning Services staff photo.*

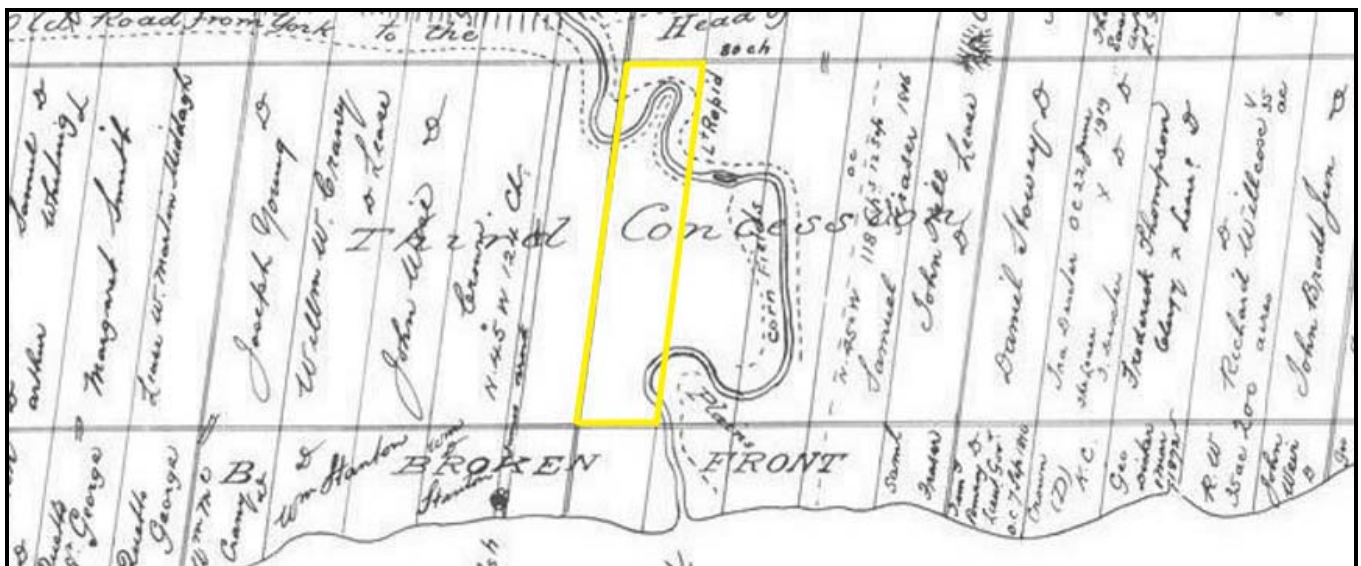
The new addition in 2021 retained the same footprint as the historic wing and did not result in any direct changes to the historic main structure. This new addition has not been identified in this report as being of cultural heritage value and the historic house at the front of the property remains the key heritage attribute on the property.

In conclusion, the house has design and physical value as a representative example of an early Oakville vernacular frame house with Georgian and Neoclassical architectural influences. Georgian elements of the home include its symmetrical façade and fenestration, as well as the simple rectangular massing and frame construction with stucco cladding. The Neoclassical elements still present are the transom window above the door, the wooden sash windows 2/2 panes, and wooden window pediments over the windows. Another unique element is the Gothic Revival-style bargeboard.

Historical and Associative Value

The property at 19 Head Street is located on lands that were part of the traditional territory of the Mississaugas of the Credit First Nation. In 1805, the Mississaugas and the British Crown reached an agreement in which the Mississaugas ceded almost 71,000 acres of land. In return they were given £1000 of trade goods, promised the sole right of the fisheries in the Twelve Mile Creek, Sixteen Mile Creek, and the Credit River, and a strip of land on the banks of these waterways. The agreement was formalized with the signing of the Head of the Lake Treaty, No. 14, on September 5, 1806.⁷

The land outside of the waterway reserves kept by the Mississauga was divided up by the Crown. The creek lands were ceded by the Mississauga in Treaty No. 22, which was signed in February of 1820, when the Mississaugas were experiencing duress due to land encroachment, the depletion of fish stocks, and a population that was in severe decline. Treaty 22 stipulated that in exchange for ceding “about 20,000” acres of their land to the British Crown, the Mississaugas would receive a 200-acre parcel of land on the Credit River, and the profits from the sale of the remaining lands on the Twelve and Sixteen Mile Creeks.⁸ The subject property is in the territory of Treaty No. 22.⁹



Wilmot's updated Trafalgar Township Survey, 1806, with Lot 15, Third Concession South of Dundas Street highlighted in yellow. Source: Archives of Ontario

The creek lands were ceded by the Mississauga in Treaty No. 22, which was signed in February of 1820, when the Mississaugas were experiencing duress due to land encroachment, the depletion of fish stocks, and a population that was in severe decline. Treaty 22 stipulated that in exchange for ceding “about 20,000” acres of their land to the British Crown, the Mississaugas would receive a 200-acre parcel of land on the Credit River, and the profits from the sale of the remaining lands on the Twelve and Sixteen Mile Creeks.¹⁰

⁷ Debwewin: The Oakville Truth Project, *Treaties 2 & 23, 1820*, pg. 9

⁸ Debwewin: The Oakville Truth Project, *Treaties 22 & 23, 1820*, pg. 10

⁹ 1806 Wilmot Survey; Mississaugas of the Credit GIS Treaty Map

¹⁰ Debwewin: The Oakville Truth Project, *Treaties 22 & 23, 1820*, pg. 10

The subject area was known as the Third Concession South of Dundas Street, Lot 15. It was granted to William Chisholm in 1831. He purchased 1,000 acres of land at the mouth of the Sixteen Mile Creek from the Crown.¹¹ He is widely regarded as the founder of the Village of Oakville. Shortly after 1831, town lots became available for sale at a public auction. When first laid out by Deputy Surveyor H.J. Castle in 1833, the plan was bounded by Brock Street, Rebecca Street, and Allan Street. By 1835, however, the official plan used today, drawn by Robert W. Kerr in 1836, shows the addition of several streets, including Head Street. Head Street was named after Sir Francis Bond Head who was the Lieutenant Governor of Canada (1836-1838), during the rebellion of 1837.¹²

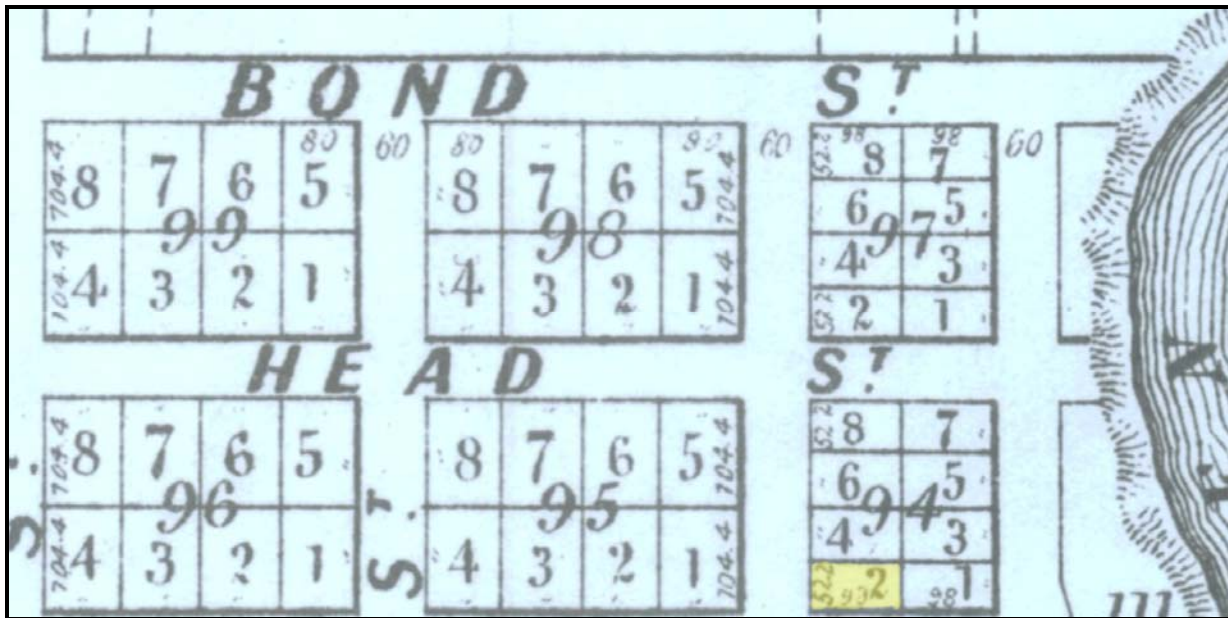
The 1850 registration version of the Oakville plan includes where the subject property sits. It is built on Lots 2 and 4, Block 97.



Block 97 is highlighted in the above 1837 survey of the Town of Oakville. Below is a close-up on the lots where the subject property was built. Source: *Town of Oakville planning files*

¹¹ Ministry of Natural Resources, Crown Grant, wherein William Chisholm of Nelson Township purchased 1,000 acres of Crown land for £1,020, on the 25th of March 1831

¹² OHS research



Close up showing the lot. The house was built on the western half. Source: Oakville Historical Society

Below is a summary of the owners of the property from the Crown patent to the current owners. Some owners held the property for relatively short periods of time. In many cases, information about the purchasers was limited to only that contained within the real estate transaction documents. As such, not all owners will be discussed in the CHER. Rather, the focus will be on persons of note, with a focus on the most likely candidate to have built, or commissioned the construction of, the property's building or buildings; on anyone who was significant to the community; or on anyone who lived on the subject property for an extended period.

Name of Owner(s)	Acreage or Lot	Years of Ownership
Crown	Con 3 Lot 15 SDS	1806-1831
William Chisholm	Ibid.	1831-1845
George K. Chisholm	Ibid.	1845-1854
John J. Hibberd	Block 97, W Part Lot 2	1854-1856
Robert Patterson	Ibid.	1856-1857
Andrew LeBar	Ibid.	1857-1858
Esther Thomas	Ibid.	1858-1891
Robert Murray Thomas	Ibid.	1891-1931
Mary Florence Thomas	Ibid.	1931-1939
James Clarence DeLong	Ibid.	1939-1963
Vivien DeLong	Ibid.	1963-1965
Jack Ribble	Ibid.	1965
Verna Adele Ribble	Ibid.	1965-1973
Robert James Carley and Mary Elizabeth Carley	Ibid.	1973-1978
Janet and George Atkins	Ibid.	1978-1999
Wayne and Karen Heath	Ibid.	1999-2014
Current owners	Ibid.	2014-present

In 1845, George K. Chisholm acquired the land. In 1854, he sold Lot 2, Block 97, to John J. Hibberd. Hibberd, a joiner or carpenter, was the probable builder of the home, which was likely built around 1855.¹³ He subdivided the lot into equal halves and sold the east portion to a Kingston for six pounds in February of 1856; the same month, he sold the west portion for 117 pounds to Robert Patterson.¹⁴ This is the property with the subject house, and this sale value indicates there was a structure on the property.¹⁵ Because it was so early in the year, it was likely completed the year before. At the time of sale, Hibberd was listed as a machinist, not a joiner, and it is possible then he was related to Ashley Hibberd, machinist, who had opened a foundry with John Doty in Oakville in the 1850s, but left in 1856 due to a fire.¹⁶ The following year, Patterson sold to Andrew LeBar, and the year after that, LeBar sold to Esther Thomas, widow of Merrick Thomas, who had died in 1856.¹⁷ Merrick Thomas is a widely known historic figure in Oakville.

Merrick Thomas was born in Vermont. His father brought the family to Canada in 1810, but fled to join the American Forces during the War of 1812 and left his family in Canada.¹⁸ He did not return to Canada. Merrick grew up in Canada and found employment and a home as a young boy in Saltfleet Township (Stoney Creek, Hamilton). His employer also acquired a sawmill, salt works, and sailing ships. Thomas worked up to the position of general manger of these various enterprises.¹⁹



When Chisholm purchased the 1000 acres for the Town of Oakville, he hired Thomas to oversee the placing of a village and shipyard on the site.²⁰ Several months before Chisholm purchased the land, Thomas married William Chisholm's sister-in-law, Esther, in 1827.²¹ They had four sons and three daughters; only the sons lived to adulthood. He and Esther leased a farm on Lot 17, Concession 3 SDS west of town, eventually purchasing it and naming it Murray Hill Farm.²² Their original house from the farm now sits at Lakeside Park in Oakville.

The original Thomas farmhouse, standing in Lakeside Park, 2022. Source: *Town of Oakville files*

¹³ Tax rolls are not available between 1854-1856 when the house was built, however, an increase in the price of the lot between these dates indicates that the house was likely built during this period. Hibberd sold the east lot in February of 1856 for 6 pounds; the west (ours) was sold for 117 pounds in the same month, indicating a building is present.

¹⁴ LRO Instrument 380, being a Bill and Sale, dated February 5, 1856, between John J. Hibberd, who sold West Part of Lot 2 to Robert Patterson for 117 pounds, 10 shillings

¹⁵ Oakville Historical Society research by homeowner Robert Carley, 1974

¹⁶ Mathews, Hazel. *Oakville and the Sixteen: The History of an Ontario Port*, Toronto: University of Toronto Press, pg. 201

¹⁷ Oakville Historical Society, https://oakvillehistory.pastperfectonline.com/Search?search_criteria=%22robert+thomas%22&onlyimages=false

¹⁸ Mathews, Hazel. *Oakville and the Sixteen: The History of an Ontario Port*, Toronto: University of Toronto Press, pg. 42

¹⁹ Ibid.

²⁰ Oakville Historical Society

²¹ Ancestry.ca, "Ontario, Canada, Marriages, 1826-1940, Esther Silverthorn" married Merrick Thomas January 25, 1827

²² Mathews, Hazel. *Oakville and the Sixteen: The History of an Ontario Port*, Toronto: University of Toronto Press, pg. 42-43



Esther Thomas. Source: Oakville Historical Society

Land from the Thomas farm was left to the St. Jude's Rectory for a cemetery in 1894.²³ Esther Thomas is said to have donated the land to St. Jude's on the south side of Lakeshore Road for a cemetery, where a rectory was also constructed and still stands as a private residence (2 Holyrood Avenue). Esther was a busy farmer and considered the sandy land on the south side to be of little use to her for farming crops and pastured her cows there. The family farm remained in their ownership after Merrick's death, so it is unclear why Esther moved into town.

When she did move into town, she lived in the subject house for 33 years and was the first to live in the home for an extended period of time.²⁴ Despite living in town, in the 1871 Census of Canada her job is listed as "farm work", indicating she was still running the farm west of Oakville.²⁵ Esther died in 1891, and her will instructed her executors to sell all "her real and personal estate".²⁶

During her lifetime, her son Robert Murray Thomas lived with her in the house, and upon her death, he likely took over ownership of the house, as it is noted in his will when he leaves it to his wife.²⁷

Robert Murray Thomas (known as Murray), was born in 1846 and was deaf. He became a respected member of the community and was a teacher for deaf students.²⁸ The 1871 Census of Canada indicates that he was a teacher who was "teaching up west".²⁹ According to his obituary, he was very involved in the Evangelical Church for the Deaf on Wellesley Street in Toronto.³⁰

OAKVILLE

**INTERPRET FUNERAL
FOR DEAF AND DUMB**

"Nearer My God to Thee"
Also Given

Oakville, April 10.—The funeral of **Murray Thomas**, who died on Monday night, was held from his late residence, corner Chisholm and Head Sts., yesterday afternoon and was largely attended, many being present from Toronto. The service was conducted by Rev. J. Forbes Wedderburn of Knox church.

Mr. Thomas was a deaf-mute and was associated with the Evangelical Church of the Deaf, Wellesley St., Toronto, and many of his deaf-mute friends were present.

Services at the house and grave were interpreted in the mute language by Mrs. James Forster who, before her marriage, was a teacher in the deaf and dumb institute at Belleville. "Nearer My God to Thee" was also rendered by a member of the Toronto church in the mute language.

Interment took place in the family plot in St. Jude's cemetery, just across the highway from where Mr. Thomas was born 85 years ago.

Robert Thomas' obituary. Source: Toronto Star Archives

²³ LRO Instrument 2796, being an Agreement, between Robert Murray Thomas and John Thomas, heirs of Esther Thomas, and the Rector and Church Wardens of St. Jude's Parish, Oakville. However, it is unclear how much land. It is also unclear how the Thomas' began owning the land, as a sale to them in this lot and concession is not shown in the abstract. According to Mathews, the land was assessed to Merrick Thomas in 1850 and the following year to the church, and the original deed with the Church is from 1853 (page 277).

²⁴ Various census data from 1861-1891 show her living in Oakville in a frame 1 ½ storey house.

²⁵ 1871 Census of Canada

²⁶ Ancestry.ca, "Ontario, Canada, Deaths and Deaths Overseas, 1869-1949, Esther Thomas"; LRO abstract

²⁷ Letters Probate, 7087, dated August 28, 1931, Robert Murray Thomas to "my wife during her life, after her death to my niece Florence DeLong and my nephew James Clarence DeLong, share and share alike."

²⁸ Mathews, Hazel. *Oakville and the Sixteen: The History of an Ontario Port*, Toronto: University of Toronto Press, pg. 115

²⁹ 1871 Census of Canada

³⁰ Toronto Star, "Interpret funeral for deaf and dumb", April 10, 193, pg. 5



In 1900, Robert Murray married Mary Florence DeLong in Chicago, Illinois. He was likely in Chicago as his brother George lived there. Mary Florence was also deaf. In the 1901 Census of Canada, they were living in Oakville together on Head Street in this home. In his obituary, the house is referred to as Georgia Cottage, indicating the name as historical.³¹

Robert Murray died at the house in 1931, and his wife Mary Florence continued to live there until her own death in 1939.³² The letters probate of Robert Murray indicated that the property would go to “my wife during her life, after her death to my niece Florence DeLong and my nephew James Clarence DeLong, share and share alike.”³³ By 1939, however, their niece Florence had died, so the property went to James Clarence DeLong.

James was born in 1891 in Chicago, Illinois and emigrated to Canada sometime before or during the First World War. In 1917 he enlisted at Cobourg, Ontario in the Canadian Expeditionary Force, joining the Cobourg Heavy Battery Draft-Siege and Heavy Artillery where he served overseas in France.³⁴ His papers indicate he lived in Oakville at the time. Fortunately, he survived the war and returned to Canada in 1919.

James and Vivien DeLong, undated. Source: *Walter Martha Moore Family Tree, Ancestry.ca*

In 1920, James married Vivien Reeves in Toronto.³⁵ They lived in Toronto, where James worked as a clerk with the Bank of Commerce.³⁶ When James inherited the house at 19 Head Street, he didn't live there, but remained in Toronto. However, he is listed as living at the address in a 1957 voter's list as a manager.³⁷

James died in 1963 and his wife Vivien sold the property in 1965 to Jack Ribble, who transferred it to his wife Verna Adele Ribble the same year. Jack Ribble operated the William Whitaker and Son Garage in the 1940s, which was the same business as the earlier and well-known Whitaker and Sons Wagon and Carriage Works.³⁸ In 1973, Verna Adele Ribble sold the property to Robert James Carley and Mary Elizabeth Carley who had gotten married in 1971 in Oakville.³⁹ Robert Carley performed research on the history of the house for the Oakville Historical Society. In 1978, they sold to Janet and George Atkins.

³¹ Globe and Mail, “Murry Thomas dies at Oakville”, April 7, 1931

³² Find-A-Grave, Mary Florence DeLong Thomas, 1857-1939

³³ Letters Probate, 7087, dated August 28, 1931, Robert Murray Thomas to “my wife during her life, after her death to my niece Florence DeLong and my nephew James Clarence DeLong, share and share alike.”

³⁴ Library and Archives Canada, RG 150, Accession 1992-93/166, Box 2423 – 61

³⁵ Ancestry.ca, “Ontario, Canada, Marriages, 1801-1928, James Clarence DeLong” married Vivien Alberta Reeves in York in 1920.

³⁶ Oakville Historical Society research

³⁷ 1957 voter's list. It is not clear if this indicates only ownership or residence as well. Voting indicates they may have lived there for a time, although his wife is not listed.

³⁸ Globe and Mail, “Highway garages busy repairing ailing cars”, August 1, 1944, pg. 5; Our Ontario search

³⁹ Globe and Mail, “Social Notices, Engagements”, July 31, 1971, pg. 27

George Atkins was born in New Jersey and then moved to the Bronte area as a child, where his family had a dairy and orchard farm.⁴⁰ He was a farmer for 15 years, where he played a key role in the early development of the Ontario Junior Farmers Association and the Halton Region Conservation Authority.⁴¹ He was then recruited by the CBC in 1955, where for the next 25 years he was the network's farm and gardening commentator and host. He got his start in broadcasting by hosting a junior farmer program radio and television program in Hamilton.⁴² He and Janet got married in 1941.

Atkins then started Farm Radio International, which is a radio broadcasting company for developing countries. Much of the work developing the company was done from this house on Head Street.⁴³ He earned awards for his more than 50 years of farm radio broadcasting, and in 1989 received an honorary degree from the University of Guelph and was named a Member of the Order of Canada. He died in 2009, and his wife, Janet, lived to be 100 and died in 2016.⁴⁴ Janet and her husband George sold the house in 1999 to Wayne and Karen Heath. The Heaths sold it to the current owners in 2014.⁴⁵



George and Janet, undated. Source: *Farm Radio International*

In summary, the house has historical value as it has direct associations with the Thomas family, who were important in the development of the Town of Oakville. The house is over 150 years old and the Thomas family owned and descendants owned it for 109 years. The property is also associated with George Atkins and with the builder, John Hibberd, although not much is known about him.

⁴⁰ <https://www.lib.uoguelph.ca/archives/our-collections/regional-early-campus-history/alumni/george-atkins/>

⁴¹ Ibid.

⁴² Inside Halton, "George Atkins founded Farm Radio International", December 9, 2009, https://www.insidehalton.com/news/george-atkins-founded-farm-radio-international/article_6ec361c1-3ed0-500d-b6d1-d90aa627fdd4.html

⁴³ <https://www.lib.uoguelph.ca/archives/our-collections/regional-early-campus-history/alumni/george-atkins/>

⁴⁴ Ibid.

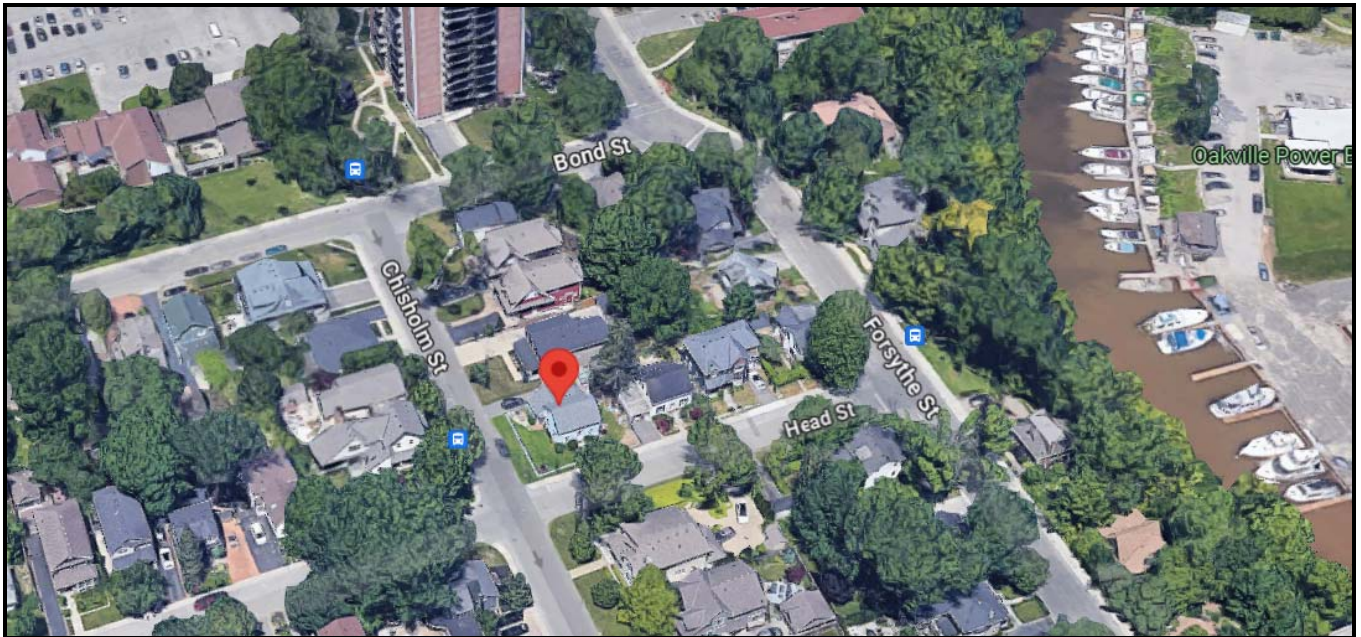
⁴⁵ Town of Oakville files

Contextual Value

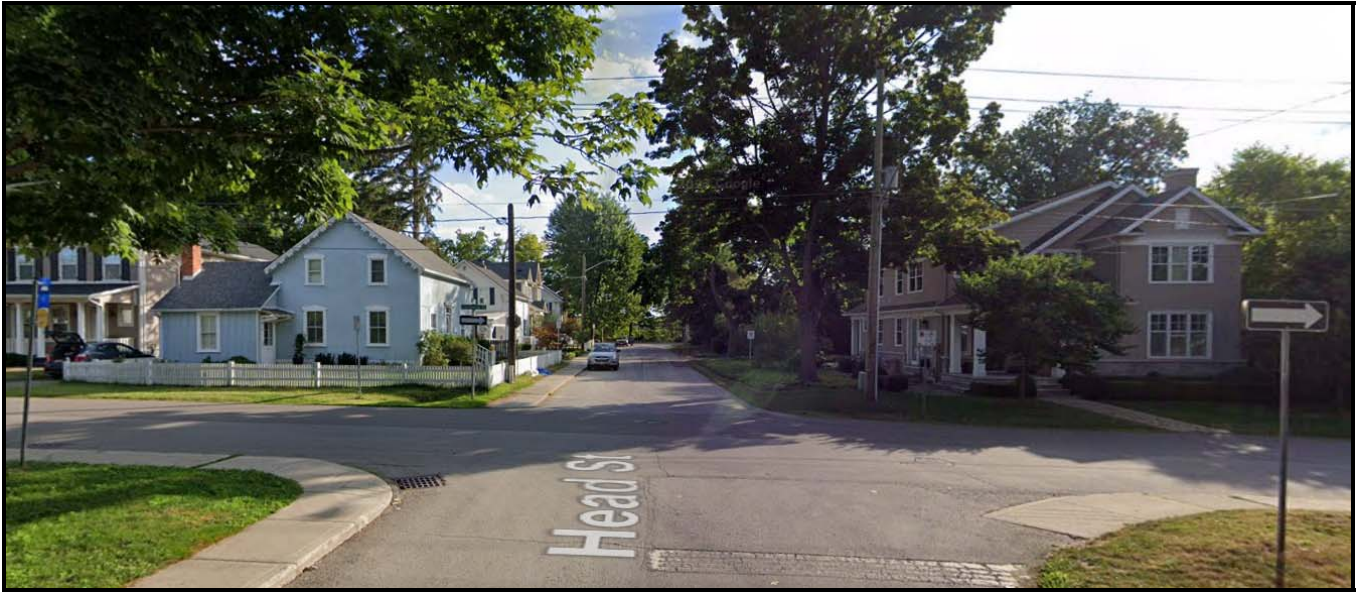
The subject property is important in defining, supporting, and maintaining the character of the area. It is one of the older houses in the neighbourhood and its presence adds to the historical character of the area. It also places the surrounding blocks in historical context as one of the first surveyed parts of the Town of Oakville. It sits on a corner lot, making it a prominent structure in the neighbourhood.

The property is physically, functionally, visually, and historically linked to its surroundings. It stands on its original location and retains the original portion of the house. It continues to serve its original purpose as a residential home. It was one of the early houses constructed in Oakville, and its presence is a reminder of the long history of the neighbourhood.

The streetscape of the area consists of mature trees and moderate to small lots which contain medium to small sized houses, many of them from the early days of settlement in the town. The size of the area with these houses is approximately a square of four blocks. Areas outside of this have had some structures demolished and replaced with apartments and townhouses to the north and south, most from post-Second World War. The subject house sits only one block away from the Sixteen Mile Creek.



Aerial of the neighbourhood from 2021. Note the proximity of the creek. Source: Google



2018 view east on Head Street at Chisholm Street, with the subject property on the left. The rear addition is now slightly taller. *Source: Google Street View*



2020 view west on Head Street at Chisholm Street, with the subject property on the right. *Source: Google Street View*



2021 view north on Chisholm Street at Head Street, with the subject property on the right. The rear addition is now slightly taller. *Source: Google Street View*



2021 view north on Chisholm Street at Head Street, with the subject property on the right. The rear addition is now slightly taller and covers a portion of the rear roof and the eastern side of the rear façade (see design section). *Source: Google Street View*

4. Evaluation under Ontario Regulation 9/06

Evaluation of the cultural heritage value of the subject property is guided by the criteria outlined in the *Ontario Heritage Act's, Ontario Regulation 9/06: Criteria for Determining Cultural Heritage Value or Interest*. This Regulation outlines several criteria for determining whether a property is of cultural heritage value or interest. For a property to be designated under section 29 of the *Ontario Heritage Act*, it must meet two or more of these criteria, which are outlined below.

Ontario Regulation 9/06 Criteria	Evaluation	Criteria met (Y/N)
1. The property has design value or physical value because it:		
i. is a rare, unique, representative or early example of a style, type, expression, material or construction method;	The property is an early representative example of a vernacular Oakville frame house with Georgian and Neoclassical architectural influences.	Y
ii. displays a high degree of craftsmanship or artistic merit;	The property does not display a high degree of craftsmanship.	N
iii. demonstrates a high degree of technical or scientific achievement.	The property does not demonstrate a high degree of technical or scientific achievement.	N
2. The property has historical value or associative value because it:		
i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community;	The property is associated the Thomas family, who were early pioneers in the area and who owned the house for over a century. It is also associated with George Atkins, a Member of the Order of Canada, recognized for his work in the field of agriculture and the radio and television broadcasting industry.	Y
ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture;	The property does not yield or have a strong potential to yield information that contributes to an understanding of a community or culture.	N
iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.	The property is associated with John Hibberd, who constructed the house. But no significant information has been found on Hibberd.	N
3. The property has contextual value because it:		
i. is important in defining, maintaining, or supporting the character of an area;	The subject house is important in defining, supporting and maintaining the character of the area. It is one of the oldest houses in the neighbourhood and its presence adds to the historical character of the area. It sits on a corner lot, making it a prominent structure in the neighbourhood.	Y
ii. is physically, functionally, visually, or historically linked to its surroundings;	The property is physically, functionally, visually, and historically linked to its surroundings. It stands in its original location and retains the original portion of the house. It is still a residential home. It was one of the first houses constructed in this part of Oakville.	Y
iii. is a landmark.	The property is not a landmark.	N

5. Statement of Cultural Heritage Value or Interest

The subject property has been researched and evaluated to determine its cultural heritage value or interest according to the criteria outlined in Ontario Regulation 9/06. By using these criteria, staff have determined that the property's cultural heritage value or interest merits designation under the *Ontario Heritage Act*.

Description of Property

The property at 19 Head Street is located on the north side of Head Street, between Bond Street and Rebecca Street. The property contains a circa 1855 one-and-a-half storey frame house known as Georgia Cottage.

Design Value or Physical Value:

Georgia Cottage has design and physical value as a representative example of a vernacular Oakville frame house with general Georgian and Neoclassical architectural influences. The home was built circa 1855 with characteristics influenced by Georgian elements of the home include its symmetrical façade and fenestration, as well as the simple rectangular massing and frame construction with stucco cladding. The Neoclassical elements still present are the transom window above the door, the wooden sash windows 2/2 panes, and wooden window pediment lintels. A unique element is the Gothic Revival-style bargeboard.

Historical Value or Associative Value:

Georgia Cottage has historical value as it has direct associations with the Thomas family, who were important in the development of the Town of Oakville, including Merrick Thomas' wife, Esther, who was the first long-time owner of the house, and her son, Robert Murray Thomas, who was a respected member of the community and did important work as a deaf teacher in the late 1800s and early 1900s. The house is over 150 years old, and the Thomas family and descendants owned it for 109 years. The property is also associated with George Atkins, a farmer who played a key role in the early development of the Ontario Junior Farmers Association and the Halton Region Conservation Authority. He was a radio and television broadcaster and started Farm Radio International, a radio broadcasting company for developing countries. He earned many awards, received an honorary degree from the University of Guelph and was named a Member of the Order of Canada.

Contextual Value:

Georgia Cottage is important in defining, supporting, and maintaining the character of the area, a historic residential neighbourhood that developed in the mid- to late-1800s to support the local industries along the harbour and lakefront. It is one of the oldest houses in the neighbourhood and its presence adds to the historical character of the area. It sits on a corner lot, making it a prominent structure in the neighbourhood. The property is physically, functionally, visually, and historically linked to its surroundings and its presence is a reminder of the residential and working-class history of the neighbourhood.

Description of Heritage Attributes

Key attributes of the property at 19 Head Street that exemplify its cultural heritage value as a vernacular house frame house with general Georgian and Neoclassical influences, as they relate to the west, south and east elevations of the original one-and-a-half storey portion, include:

- The massing of the rectangular one-and-a-half storey structure with side gable roof;
- Stucco cladding;
- Fenestration of the windows and front entrance;
- Wooden front door with vertical panels and window, with wooden transom window above;
- The presence of 2/2 wooden windows;
- Wooden window pediment lintels;

- Wooden Gothic Revival-style bargeboard on east and west gables; and
- Lakestone foundation above grade.

6. Conclusion

This property meets four of the criteria of Ontario Regulation 9/06, including design/physical value, historical/associative value, and contextual value. It is therefore recommended that the property be designated under Part IV, section 29 of the *Ontario Heritage Act*.

7. Sources

- Ahern, Frances Robin, *Oakville: A Small Town (1900-1930)*. Oakville: The Oakville Historical Society, 1981
- Ancestry, www.ancestry.ca
- Blumenson, John, *Ontario Architecture: A Guide to Styles and Building Terms 1784 to Present*. Toronto: Fitzhenry & Whiteside, 1990
- Brampton Public Library
- FamilySearch, *Trafalgar Township Volume A-B ca. 1808-1958, and Probates of Will* www.familysearch.org
- Farm Radio International
- Find-A-Grave
- Inside Halton
- Kyle Shannon, “Neoclassical” and “Georgian”. Ontario Architecture. <http://www.ontarioarchitecture.com>
- Library and Archives Canada
- McMaster University Map Library
- Mathews, Hazel C., *Oakville and the Sixteen: The History of an Ontario Port*. Toronto: University of Toronto Press Incorporated, 1953
- Markham, Vivian. “A glimpse into life in Oakville, 1910-1960, as recalled by Walter Heeks”
- Mikel, Robert, *Ontario House Styles: The Distinctive Architecture of the Province’s 18th and 19th Century Homes*. Toronto: James Lorimer & Company, Ltd. 2004
- Mississaugas of the Credit First Nation, Department of Consultation & Accommodation (DOCA)
- Oakville Historical Society
- Oakville Public Library
- Ontario Heritage Act, Reg. 9/06
- Ontario Ministry of Municipal Affairs and Housing, “A place to grow: growth plan for the greater golden horseshoe”, 2020
- Ontario Ministry of Municipal Affairs and Housing, “Provincial Policy Statement”, 2020
- ONLAND, Ontario Land Registry Access. Teranet Inc.
- Parks Canada, Canadian Register of Historic Places
- Region Municipality of Halton, “Halton Region Official Plan”, 2022
- Stelter, Emma. “Debwewin: The Oakville truth project, Treaties 22 & 23, 1820”, [Friendship-Peace-and-Respect-web.pdf](http://friendship-peace-and-respect-web.pdf) (theo.cf.org)
- Brampton Public Library, *Globe & Mail* historical archives
- Brampton Public Library, *Toronto Star* historical archives
- Town of Oakville, “Liveable Oakville”, 2009
- Town of Oakville, “North Oakville East Secondary Plan”, 2023
- Town of Oakville, “North Oakville West Secondary Plan”, 2023
- Town of Oakville, various departmental files including the Town’s Heritage Register, policies, reports, imagery, and mapping
- Underwriters’ Survey Bureau. *Insurance Plans of the Town of Oakville*. Toronto: Underwriters’ Survey Bureau, 1924, 1949
- University of Guelph



THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-182

A by-law to designate Georgia Cottage at 19 Head Street as a property of cultural heritage value or interest.

WHEREAS pursuant to Section 29, Part IV of the *Ontario Heritage Act*, R.S.O. 1990, chapter O.18, the council of a municipality is authorized to enact by-laws to designate a real property, including all buildings and structures thereon, to be of cultural heritage value or interest;

WHEREAS the property described in Schedule A to this By-law (“the Property”) contains the cultural heritage resource known as Georgia Cottage;

WHEREAS the council of the Corporation of the Town of Oakville, by resolution passed on September 24, 2024, has caused to be served on the owner of the lands and premises at 19 Head Street, Oakville, ON and upon the Ontario Heritage Trust, notice of intention to designate Georgia Cottage as a property of cultural heritage value or interest, and further, has caused the notice of intention to be published on the town’s website in accordance with the town’s *Ontario Heritage Act* Alternative Notice Policy;

WHEREAS no objection to the proposed designation was served on the municipality by October 28, 2024, being the last date for filing an objection;

AND WHEREAS the Town Council has described the Property, set out the statement of cultural heritage value or interest for the Property, and described the heritage attributes of the Property in Schedule “B” to this By-law, which forms part of this By-law;

COUNCIL ENACTS AS FOLLOWS:

1. That the real property legally described in Schedule “A” to this By-law, is hereby designated to be of cultural heritage value or interest under Section 29 of the *Ontario Heritage Act*.
2. That the attached Schedules form part of the By-law.
3. And that the Town Solicitor be authorized to cause a copy of this by-law to be registered against the property described in Schedule “A” at the Land Registry Office.

PASSED this 25th day of November, 2024

MAYOR

CLERK

SCHEDULE "A" TO
BY-LAW 2024-182

In the Town of Oakville in the Regional Municipality of Halton, property description as follows:

Georgia Cottage
19 Head Street
Part Lot 2, Block 97, Plan 1, as in 492068; Oakville

SCHEDULE “B” TO
BY-LAW 2024-182

STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST

Description of Property

The property at 19 Head Street is located on the north side of Head Street, between Bond Street and Rebecca Street. The property contains a circa 1855 one-and-a-half storey frame house known as Georgia Cottage.

Statement of Cultural Heritage Value or Interest

Design and Physical Value

Georgia Cottage has design and physical value as a representative example of a vernacular Oakville frame house with general Georgian and Neoclassical architectural influences. The home was built circa 1855 with characteristics influenced by Georgian elements of the home include its symmetrical façade and fenestration, as well as the simple rectangular massing and frame construction with stucco cladding. The Neoclassical elements still present are the transom window above the door, the wooden sash windows 2/2 panes, and wooden window pediment lintels. A unique element is the Gothic Revival-style bargeboard.

Historical and Associative Value

Georgia Cottage has historical value as it has direct associations with the Thomas family, who were important in the development of the Town of Oakville, including Merrick Thomas’ wife, Esther, who was the first long-time owner of the house, and her son, Robert Murray Thomas, who was a respected member of the community and did important work as a deaf teacher in the late 1800s and early 1900s. The house is over 150 years old, and the Thomas family and descendants owned it for 109 years. The property is also associated with George Atkins, a farmer who played a key role in the early development of the Ontario Junior Farmers Association and the Halton Region Conservation Authority. He was a radio and television broadcaster and started Farm Radio International, a radio broadcasting company for developing countries. He earned many awards, received an honorary degree from the University of Guelph and was named a Member of the Order of Canada.

Contextual Value

Georgia Cottage is important in defining, supporting, and maintaining the character of the area, a historic residential neighbourhood that developed in the mid- to late-1800s to support the local industries along the harbour and lakefront. It is one of the oldest houses in the neighbourhood and its presence adds to the historical character of the area. It sits on a corner lot, making it a prominent structure in the neighbourhood. The

property is physically, functionally, visually, and historically linked to its surroundings and its presence is a reminder of the residential and working-class history of the neighbourhood.

Description of Heritage Attributes

Key attributes of the property at 19 Head Street that exemplify its cultural heritage value as a vernacular house frame house with general Georgian and Neoclassical influences, as they relate to the west, south and east elevations of the original one-and-a-half storey portion, include:

- The form and massing of the rectangular one-and-a-half storey structure with side gable roof;
- Stucco cladding;
- Fenestration of the windows and front entrance;
- Wooden front door with vertical panels and window, with wooden transom window above;
- The presence of 2/2 wooden windows with wooden trim and wooden pediment lintels; and
- Wooden Gothic Revival-style bargeboard on east and west gables.

Heritage Oakville Advisory Committee

MINUTES

Date: October 29, 2024
Time: 9:30 am
Location: Council Chamber

Members: Drew Bucknall, Chair
Gerarda (Geri) Tino, Vice-Chair
Councillor Gittings
Councillor McNeice
Russell Buckland
Kerry Colborne
George Gordon
Bob Laughlin

Regrets: Susan Hobson
Jason Judson

Staff: K. Biggar, Manager of Policy Planning and Heritage
C. Van Sligtenhorst, Supervisor of Heritage Conservation
S. Schappert, Heritage Planner
J. Radomirovic, Council and Committee Coordinator

A meeting of the Heritage Oakville Advisory Committee was held on October 29, 2024, in the Council Chamber of the Oakville Municipal Building, commencing at 9:30 a.m.

These minutes will go forward to the Planning and Development Council meeting of November 25, 2024 for approval. Please view those minutes to note any changes Council may have made.

1. Regrets

As noted above.

2. Declarations of Pecuniary Interest

No declarations of pecuniary interest were declared.

3. Confirmation of Minutes of Previous Meeting(s)

3.1 Minutes September 17, 2024

Moved by Bob Laughlin

That the minutes of the Heritage Oakville Advisory Committee meeting of September 17, 2024 be approved.

CARRIED

4. Discussion Item(s)

4.1 Heritage Permit Application HP024/24-42.20A – Demolition of existing residence and construction of new residence – 81 Allan Street

The following delegate spoke on this item:

Alison Strickland representing the applicant 1986014 Ontario Inc.

Moved by Councillor Gittings

1. That Heritage Permit Application HP024/24-42.20A for the demolition of the existing residence and construction of a new residence at 81 Allan Street, as attached in Appendix B to the report dated October 15, 2024, from Planning Services, be approved subject to the following:
 - a. That final details on the windows, doors, trim, cladding materials and paint colours be submitted to Heritage Planning staff for final approval; and,
2. That this heritage permit expire two years from the date of final approval by Council.

CARRIED

4.2 Notice of intention to designate – Multiple properties – October 29, 2024

Moved by Councillor McNeice

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the following properties:

1. Glendon House Stone Wall at 225 Bronte Road;
2. Glendon House Stone Wall at 231 Bronte Road;
3. Glendon House Stone Wall at 235 Bronte Road;
4. Dane MacKendrick House at 1314 Lakeshore Road East; and
5. Chapman House at 2167 Rebecca Street.

CARRIED

5. Information Item(s)

5.1 Heritage Conservation District Update

5.2 Designation Project Update

Moved by Gerarda (Geri) Tino

That the information item(s) be received.

CARRIED

6. Date and Time of Next Meeting

Tuesday November 26, 2024

Oakville Municipal Building

Council Chamber - 9:30 a.m.

7. Adjournment

The meeting adjourned at 10:09 a.m.



THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-160

A by-law to declare that certain land is not subject to part lot control (Blocks 101, 102, 103, 104 and 105, Plan 20M-1272 – Caivan (Creekside) Limited)

WHEREAS By-law 2006-125 delegates to the Director of Planning Services the authority to approve certain applications to designate lands not subject to part lot control; and,

WHEREAS the Director of Planning and Development has approved such an application for the lands described in Schedule “A”;

COUNCIL ENACTS AS FOLLOWS:

1. Part lot control pursuant to subsection 5 of Section 50 of the *Planning Act*, R.S.O. 1990, c.P-13, as amended does not apply to lands as set out in Schedule “A” attached hereto.
2. This by-law expires one (1) year from the date it has been passed by Council.
3. Schedule “A” forms part of this by-law.
4. The solicitor is hereby authorized to amend the parcel designation, if necessary, upon registration of this by-law.

PASSED this 25th day of November, 2024

MAYOR

CLERK

Schedule "A"

1. Block 101, Plan 20M-1272, designated as Parts 1 to 8, inclusive, on Plan 20R-22779, Oakville
2. Block 102, Plan 20M-1272, designated as Parts 9 to 16, inclusive, on Plan 20R-22779, Oakville
3. Block 103, Plan 20M-1272, designated as Parts 1 to 8, inclusive, on Plan 20R-22767, Oakville
4. Block 104, Plan 20M-1272, designated as Parts 9 to 16, inclusive, on Plan 20R-22767, Oakville
5. Block 105, Plan 20M-1272, designated as Parts 17 to 26, inclusive, on Plan 20R-22767, Oakville



OAKVILLE

THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-178

A by-law to designate the McNiell House at 176 Douglas Avenue as a property of cultural heritage value or interest.

WHEREAS pursuant to Section 29, Part IV of the *Ontario Heritage Act*, R.S.O. 1990, chapter O.18, the council of a municipality is authorized to enact by-laws to designate a real property, including all buildings and structures thereon, to be of cultural heritage value or interest;

WHEREAS the property described in Schedule A to this By-law (“the Property”) contains the cultural heritage resource known as the McNiell House;

WHEREAS the council of the Corporation of the Town of Oakville, by resolution passed on September 24, 2024, has caused to be served on the owner of the lands and premises at 176 Douglas Avenue, Oakville, ON and upon the Ontario Heritage Trust, notice of intention to designate the McNiell House as a property of cultural heritage value or interest, and further, has caused the notice of intention to be published on the town’s website in accordance with the town’s *Ontario Heritage Act* Alternative Notice Policy;

WHEREAS no objection to the proposed designation was served on the municipality by October 28, 2024, being the last date for filing an objection;

AND WHEREAS the Town Council has described the Property, set out the statement of cultural heritage value or interest for the Property, and described the heritage attributes of the Property in Schedule “B” to this By-law, which forms part of this By-law;

COUNCIL ENACTS AS FOLLOWS:

1. That the real property legally described in Schedule “A” to this By-law, is hereby designated to be of cultural heritage value or interest under Section 29 of the *Ontario Heritage Act*.
2. That the attached Schedules form part of the By-law.
3. And that the Town Solicitor be authorized to cause a copy of this by-law to be registered against the property described in Schedule “A” at the Land Registry Office.

PASSED this 25th day of November, 2024

MAYOR

CLERK

SCHEDULE "A" TO
BY-LAW 2024-178

In the Town of Oakville in the Regional Municipality of Halton, property description as follows:

McNiel House
176 Douglas Avenue
LOT 113, PLAN 113; TOWN OF OAKVILLE

SCHEDULE “B” TO
BY-LAW 2024-178

STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST

Description of Property

The property at 176 Douglas Avenue is located on the west side of Douglas Avenue between Sumner Avenue and Palmer Avenue in the Brantwood neighbourhood. The property contains a two-and-a-half storey brick house known as the McNeil House.

Statement of Cultural Heritage Value or Interest

Design and Physical Value

The McNeil House has design and physical value as a representative example of an Edwardian Classicism style house. This style emerged in the early 1900s as a reaction against busy Victorian architecture and emphasized simplified, balanced, and formal composition. The home was built between 1912 and 1913, with characteristics of Edwardian Classicism architecture such as: the massing and form of the two-and-a-half-storey hipped roofed building with asymmetrical façade; red brick cladding and brick chimneys; wide front porch with wooden columns, brick piers and wooden railings; the fenestration of windows and front door on the north, east, and south elevations, including the bay window on the south elevation and the Palladian window on the east elevation dormer. The house retains most of its original features and is an excellent representative example of the style.

Historical and Associative Value

The McNeil House property has cultural heritage value for its direct associations with the theme of the development of the local residential area known as ‘Brantwood’, an early 20th century subdivision of Oakville. The Edwardian era character of the house has contributed to the neighbourhood’s character over the last 100 years. Its presence contributes to the story of Oakville’s early 20th century residential development that was defined by large lots with well-designed homes built by well-to-do families.

Contextual Value

The McNeil House has cultural heritage value because it is important in defining and supporting the character of the area and helps to define and reflect the history and origins of this important subdivision known as Brantwood. The property is physically, functionally, visually, and historically linked to its surroundings. The house stands on a corner lot and is prominent in the neighbourhood. As one of the earliest buildings in Brantwood, it is linked to the origins of the Brantwood subdivision and its development and subsequent influence on Oakville as a whole. Early homes in the neighbourhood

like this one are key anchor points to Brantwood as they define and reflect the early 20th century origins of this important subdivision.

Description of Heritage Attributes

Key attributes of the property at 176 Douglas Avenue that exemplify its cultural heritage value as a house built in the Edwardian Classicism style, as they relate to the north, east, south, and west elevations of the original two-and-a-half storey house, include:

- The massing and square form of the two-and-a-half-storey hipped roofed building with hipped roof dormers, wide front porch and bay window on south elevation;
- Brick cladding and brick chimneys;
- Wide front porch with round wooden tapered columns, brick piers, wooden pickets and railings and wooden beams;
- Fenestration of windows and doors on the north, east, and south elevations;
- The presence of one-pane and one-over-one windows in the Edwardian Classicism style and the presence of a Palladian style window in the east dormer; and
- The presence of wooden panelled and glazed doors in the Edwardian Classicism style on the north and east elevations.



OAKVILLE

THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-179

A by-law to designate the Kenney House (North) at 132 Reynolds Street as a property of cultural heritage value or interest.

WHEREAS pursuant to Section 29, Part IV of the *Ontario Heritage Act*, R.S.O. 1990, chapter O.18, the council of a municipality is authorized to enact by-laws to designate a real property, including all buildings and structures thereon, to be of cultural heritage value or interest;

WHEREAS the property described in Schedule A to this By-law (“the Property”) contains the cultural heritage resource known as the Kenney House (North);

WHEREAS the council of the Corporation of the Town of Oakville, by resolution passed on September 24, 2024, has caused to be served on the owner of the lands and premises at 132 Reynolds Street, Oakville, ON and upon the Ontario Heritage Trust, notice of intention to designate the Kenney House (North) as a property of cultural heritage value or interest, and further, has caused the notice of intention to be published on the town’s website in accordance with the town’s *Ontario Heritage Act* Alternative Notice Policy;

WHEREAS no objection to the proposed designation was served on the municipality by October 28, 2024, being the last date for filing an objection;

AND WHEREAS the Town Council has described the Property, set out the statement of cultural heritage value or interest for the Property, and described the heritage attributes of the Property in Schedule “B” to this By-law, which forms part of this By-law;

COUNCIL ENACTS AS FOLLOWS:

1. That the real property legally described in Schedule “A” to this By-law, is hereby designated to be of cultural heritage value or interest under Section 29 of the *Ontario Heritage Act*.
2. That the attached Schedules form part of the By-law.
3. And that the Town Solicitor be authorized to cause a copy of this by-law to be registered against the property described in Schedule “A” at the Land Registry Office.

PASSED this 25th day of November, 2024

MAYOR

CLERK

SCHEDULE "A" TO
BY-LAW 2024-179

In the Town of Oakville in the Regional Municipality of Halton, property description as follows:

Kenney House (North)
132 Reynolds Street
Part Lot F, Block 25, Plan 1, as in 770305; Oakville

SCHEDULE “B” TO
BY-LAW 2024-179

STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST

Description of Property

The property at 132 Reynolds Street is located on the west side of Reynolds Street between Randall Street and Church Street in downtown Oakville. The property contains a two-storey house known as the Kenney House (North).

Statement of Cultural Heritage Value or Interest

Design and Physical Value

The Kenney House (North) has design value as a representative example of vernacular Gothic Revival architecture. It retains heritage features such as: its two-storey form with gable roof; brick façade with dogtooth brick design and low brick plinth along the base of the building; horizontal cladding; fenestration on the east elevation; one-over-one segmental arch wooden windows with brick voussoirs, stone sills and wooden louvered shutters; projecting bay window with wooden frieze and brackets; and front entrance with wooden front door and wooden door surround, including entablature with brackets, decorative frieze and pilasters.

Historical and Associative Value

The Kenney House (North) has historical value for its associations with the late 19th and early 20th century commercial and residential development of downtown Oakville. The house was built by David Kenney around 1890 from the remnants of the Oakville Roller Skating Rink that he built on the same lot circa 1885. Of four similar houses built on the lot, 128 and 132 Reynolds are the only remaining houses. The late 19th and early 20th century was a significant period for the town, as it transitioned from a small harbour village that had undergone an economic depression in the 1860s to a bustling lakeside town by the 1900s. In the 1890s, while some businesses still struggled, much work was being done in the Town to make it an appealing locale for upper class Toronto and Hamilton families to build summer homes and estates, and their presence helped to revitalize Oakville’s businesses and downtown.

Contextual Value

The Kenney House (North) has cultural heritage value because it is physically, functionally, visually, and historically linked to its surroundings in downtown Oakville. The house is one of four originally built from the Oakville Roller Skating Rink that previously stood on the same lot. The subject property is one of several historical buildings of note still standing that reference the early built history of the neighbourhood. The area is comprised of adapted former residential buildings whose

historical occupants were closely associated with nearby commercial and industrial enterprises, such as the former Blakelock Lumber Mill and the William Whitaker and Sons Carriage Works. The building's small scale and historic architectural style highlights the history of downtown Oakville.

Description of Heritage Attributes

Key attributes of the property at 132 Reynolds Street that exemplify its cultural heritage value as a vernacular Gothic Revival structure, as they relate to the north, east and south elevations of the original two-storey house, include:

- The massing and form of the two-storey gable roofed building;
- Remaining brick cladding on east elevation;
- The presence of horizontal cladding on the north and south elevations;
- Fenestration of the door and windows on the east elevation;
- The presence of one-over-one segmental arch sash windows and louvered shutters;
- Projecting bay window on east elevation with wooden frieze and brackets; and
- Front entrance with transom window, wooden door surround and small gabled roof.



OAKVILLE

THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-180

A by-law to designate the Kenney House (South) at 128 Reynolds Street as a property of cultural heritage value or interest.

WHEREAS pursuant to Section 29, Part IV of the *Ontario Heritage Act*, R.S.O. 1990, chapter O.18, the council of a municipality is authorized to enact by-laws to designate a real property, including all buildings and structures thereon, to be of cultural heritage value or interest;

WHEREAS the property described in Schedule A to this By-law (“the Property”) contains the cultural heritage resource known as the Kenney House (South);

WHEREAS the council of the Corporation of the Town of Oakville, by resolution passed on September 24, 2024, has caused to be served on the owner of the lands and premises at 128 Reynolds Street, Oakville, ON and upon the Ontario Heritage Trust, notice of intention to designate the Kenney House (South) as a property of cultural heritage value or interest, and further, has caused the notice of intention to be published on the town’s website in accordance with the town’s *Ontario Heritage Act* Alternative Notice Policy;

WHEREAS no objection to the proposed designation was served on the municipality by October 28, 2024, being the last date for filing an objection;

AND WHEREAS the Town Council has described the Property, set out the statement of cultural heritage value or interest for the Property, and described the heritage attributes of the Property in Schedule “B” to this By-law, which forms part of this By-law;

COUNCIL ENACTS AS FOLLOWS:

1. That the real property legally described in Schedule “A” to this By-law, is hereby designated to be of cultural heritage value or interest under Section 29 of the *Ontario Heritage Act*.
2. That the attached Schedules form part of the By-law.
3. And that the Town Solicitor be authorized to cause a copy of this by-law to be registered against the property described in Schedule “A” at the Land Registry Office.

PASSED this 25th day of November, 2024

MAYOR

CLERK

SCHEDULE "A" TO
BY-LAW 2024-180

In the Town of Oakville in the Regional Municipality of Halton, property description as follows:

Kenney House (South)
128 Reynolds Street
Part Lot F, Block 25, Plan 1, Part 1 & 2, 20R5611; Oakville

SCHEDULE “B” TO
BY-LAW 2024-180

STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST

Description of Property

The property at 128 Reynolds Street is located on the west side of Reynolds Street between Randall Street and Church Street in downtown Oakville. The property contains a two-storey house known as the Kenney House (South).

Statement of Cultural Heritage Value or Interest

Design and Physical Value

The Kenney House (South) has design and physical value as a representative example of vernacular Gothic Revival architecture. The house retains heritage features such as: its two-storey form with gable roof; brick façade with dogtooth brick design and low brick plinth along the base of the building; horizontal cladding; fenestration on the east elevation; one-over-one segmental arch wooden windows with brick voussoirs, stone sills and wooden louvered shutters; projecting bay window with wooden frieze and brackets; and front entrance with wooden front door and wooden door surround, including entablature with brackets, decorative frieze and pilasters.

Historical and Associative Value

The Kenney House (South) has historical value for its associations with the late 19th and early 20th century commercial and residential development of downtown Oakville. The house was built by David Kenney around 1890 from the remnants of the Oakville Roller Skating Rink that he built on the same lot circa 1885. Of four similar houses built on the lot, 128 and 132 Reynolds are the only remaining houses. The late 19th and early 20th century was a significant period for the town, as it transitioned from a small harbour village that had undergone an economic depression in the 1860s to a bustling lakeside town by the 1900s. In the 1890s, while some businesses still struggled, much work was being done in the Town to make it an appealing locale for upper class Toronto and Hamilton families to build summer homes and estates, and their presence helped to revitalize Oakville’s businesses and downtown.

Contextual Value

The Kenney House (South) has cultural heritage value because it is physically, functionally, visually, and historically linked to its surroundings in downtown Oakville. The house is one of four originally built from the Oakville Roller Skating Rink that previously stood on the same lot. The subject property is one of several historical buildings of note still standing that reference the early built history of the

neighbourhood. The area is comprised of adapted former residential buildings whose historical occupants were closely associated with nearby commercial and industrial enterprises, such as the former Blakelock Lumber Mill and the William Whitaker and Sons Carriage Works. The building's small scale and historic architectural style highlights the history of downtown Oakville.

Description of Heritage Attributes

Key attributes of the property at 128 Reynolds Street that exemplify its cultural heritage value as a vernacular Gothic Revival structure, as they relate to the east, north and south elevations of the original two-storey house, include:

- The massing and form of the two-storey gable roofed building;
- Brick cladding on east elevation with brick voussoirs above windows, dogtooth brick design on bay window and brick plinth along the base of the wall;
- The presence of horizontal cladding on the north and south elevations;
- Fenestration of the door and windows on the east elevation;
- Wooden one-over-one segmental arch sash windows with arched brick voussoirs, stone sills and wooden louvered shutters;
- Projecting bay window on east elevation with wooden frieze and brackets; and
- Front entrance with wooden front door and wooden door surround, including entablature with brackets, decorative frieze and pilasters.

THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-181

A by-law to designate the Lewis House at 131 Chisholm Street as a property of cultural heritage value or interest.

WHEREAS pursuant to Section 29, Part IV of the *Ontario Heritage Act*, R.S.O. 1990, chapter O.18, the council of a municipality is authorized to enact by-laws to designate a real property, including all buildings and structures thereon, to be of cultural heritage value or interest;

WHEREAS the property described in Schedule A to this By-law (“the Property”) contains the cultural heritage resource known as the Lewis House;

WHEREAS the council of the Corporation of the Town of Oakville, by resolution passed on September 24, 2024, has caused to be served on the owner of the lands and premises at 131 Chisholm Street, Oakville, ON and upon the Ontario Heritage Trust, notice of intention to designate the Lewis House as a property of cultural heritage value or interest, and further, has caused the notice of intention to be published on the town’s website in accordance with the town’s *Ontario Heritage Act* Alternative Notice Policy;

WHEREAS no objection to the proposed designation was served on the municipality by October 28, 2024, being the last date for filing an objection;

AND WHEREAS the Town Council has described the Property, set out the statement of cultural heritage value or interest for the Property, and described the heritage attributes of the Property in Schedule “B” to this By-law, which forms part of this By-law;

COUNCIL ENACTS AS FOLLOWS:

1. That the real property legally described in Schedule “A” to this By-law, is hereby designated to be of cultural heritage value or interest under Section 29 of the *Ontario Heritage Act*.
2. That the attached Schedules form part of the By-law.
3. And that the Town Solicitor be authorized to cause a copy of this by-law to be registered against the property described in Schedule “A” at the Land Registry Office.

PASSED this 25th day of November, 2024

MAYOR

CLERK

SCHEDULE "A" TO
BY-LAW 2024-181

In the Town of Oakville in the Regional Municipality of Halton, property description as follows:

Lewis House
131 Chisholm Street
Part Lot 5, Block 57, Plan 1, Part Lot 6, Block 57, Plan 1, as in 635897;
Oakville

SCHEDULE “B” TO
BY-LAW 2024-181

STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST

Description of Property

The property at 131 Chisholm Street is located on the east side of Chisholm Street between Rebecca Street and John Street west of downtown Oakville. The property contains a one-and-a-half storey frame house known as the Lewis House.

Statement of Cultural Heritage Value or Interest

Design and Physical Value

The Lewis House has design and physical value as a representative example of a vernacular Oakville frame house with Queen Anne influences. The Queen Anne style was developed by English architect Richard Shaw, mixing Medieval asymmetrical form with the Elizabethan country house, along with Classical elements of the English Renaissance era. The result is an eclectic and whimsical style with highly decorated surfaces and a multitude of decorative features. The historic c.1907 house is a one-and-a-half storey frame structure that has its own unique whimsical appearance. Queen Anne style elements include its: asymmetrical façade; mix of roof styles; upper storey balcony with circular arch in the gable roof; decorative brackets holding up the balcony; 1/1 wood windows with wood trim; flared second storey indicating an original mix of cladding materials; and original front porch.

Historical and Associative Value

The Lewis House is associated with the theme of development of this area west of Sixteen Mile Creek, historically referred to as ‘West Harbour’. First developed in the mid- to late-1800s, the local houses were originally built to support the rise in industrial development along this side of the harbour, including the Tannery complex and the shipbuilding industry. While the earlier houses were modest in size and design, the subject house represents a shift in the neighbourhood in the early 20th century when local residents had access to more income. Instead of the simple gable-roofed structures built up until that time, houses like the subject one, influenced by the whimsical and eclectic Queen Anne style, were constructed. The building’s presence on the street helps to support this important historical theme.

Contextual Value

The Lewis House is important in defining, supporting, and maintaining the character of the local area, a historic residential neighbourhood that developed in the mid- to late-1800s to support the local industries along the harbour and lakefront. The house

is one of the older houses in the neighbourhood and is physically, functionally, visually, and historically linked to its surroundings. The house remains in its original location and its presence is a reminder of the residential and working-class history of the neighbourhood.

Description of Heritage Attributes

Key attributes of the property at 131 Chisholm Street that exemplify its cultural heritage value as a vernacular house frame house with Queen Anne influences, as they relate to the original one-and-a-half storey portion, include:

- The massing and asymmetrical design of the original one-and-a-half storey structure with sloped gable roof on the south portion and hip roof on the north portion;
- Flared second storey;
- Second storey balcony with gable roof with half-circular arch, round wooden columns, wooden trim and large supporting brackets;
- Fenestration of the windows on the north, west and south elevations (excluding the vestibule and enclosed porch);
- The presence of diamond-patterned windows on the second storey of the front elevation;
- The presence of one-over-one wooden windows throughout the house; and
- The presence of a front porch where the original front porch is located.

For the purpose of clarity, the cultural heritage value and heritage attributes of the property do not include:

- The one-storey rear wing of the house constructed in the 1980s; and
- The one-storey front vestibule constructed in 1998.



THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-185

A by-law to confirm the proceedings of a meeting of Council.

COUNCIL ENACTS AS FOLLOWS:

1. Subject to Section 3 of this by-law, every decision of Council taken at the meeting at which this by-law is passed and every resolution passed at that meeting shall have the same force and effect as if each and every one of them had been the subject matter of a separate by-law duly enacted.
2. The execution and delivery of all such documents as are required to give effect to the decisions taken at the meeting at which this by-law is passed and the resolutions passed at that meeting are hereby authorized.
3. Nothing in this by-law has the effect of giving to any decision or resolution the status of a by-law where any legal prerequisite to the enactment of a specific by-law has not been satisfied.

PASSED this 25th day of November, 2024

Rob Burton

Mayor

Andrea Holland Acting Town Clerk