



OAKVILLE

REPORT

Planning and Development Council

Meeting Date: March 7, 2022

FROM: Planning Services Department

DATE: February 22, 2022

SUBJECT: **Public Meeting Report, Zoning By-law Amendment and Draft Plan of Subdivision, Sherborne Lodge Developments Limited, 382 Burnhamthorpe Road West, File No. Z.1319.10, 24T-21008/1319**

LOCATION: Southeast corner of Burnhamthorpe Road West and Neyagawa Boulevard

WARD: Ward 7 Page 1

RECOMMENDATION:

1. That the public meeting report, prepared by the Planning Services Department dated February 22, 2022, be received.
2. That comments from the public with respect to the Zoning By-law Amendment and Draft Plan of Subdivision by Sherborne Lodge Developments Limited, File No.: Z.1319.10, 24T-21008/1319, be received.
3. That staff consider such comments as may be provided by Council.

KEY FACTS:

Sherborne Lodge Developments Limited has submitted a Zoning By-law Amendment and Draft Plan of Subdivision to redevelop approximately 24 hectares of land on the southeast corner of Burnhamthorpe Road West and Neyagawa Boulevard as follows:

- 505 units in total comprising of 84 detached dwellings, 125 townhouse dwellings in a on-street, double frontage and back to back format and 296 apartment units (Block 105);
- One commercial block (Block 106);

-
- one natural heritage system block associated with the East Sixteen Mile Creek (Core 5 woodlot – Block 109);
 - a stormwater management pond (Block 108)
 - a Village Square park (Block 112);
 - a school block (Block 107) to be added to the proposed school block on the easterly abutting draft plan submitted by Eno Investments Ltd.; and
 - the road network.

Access to the site would be from Burnhamthorpe Road West, Neyagawa Boulevard and the abutting easterly draft plans, once those properties are developed, which are presently under review.

The subject lands are designated *Neighbourhood Area*, *Neyagawa Urban Core Area* and *Natural Heritage System Area* with overlays for the Village Square and Elementary School within the North Oakville East Secondary Plan (Figure NOE2) and zoned *Existing Development (ED)* within Zoning By-law 2009-189, as amended.

Both the existing Official Plan designations and zoning are consistent with the Provincial Policy Statement, conform to all applicable Provincial plans, the Region of Halton Official Plan as they allow for additional development and provide for the conveyance and protection of the natural heritage system in accordance with the Town's established urban structure.

The Zoning By-law Amendment (ZBA) and Draft Plan of Subdivision application was deemed complete on December 7, 2021. The Planning Act provides for a 120 day timeline to make a decision on this application [April 6, 2022] after which the applicants could file an appeal for non-decision.

BACKGROUND:

The purpose of this report is to introduce the planning application in conjunction with the statutory public meeting. Council will hear public delegations on the application, ask questions of clarification and identify matters to be considered. The report is to be received. No recommendations on the application are being made at this time.

The report outlines the proposed development and identifies matters raised to date through the technical review and public consultation. Following the statutory public meeting and once the review is complete; staff will bring forward a recommendation report for consideration by Planning and Development Council.

Proposal

A Zoning By-law Amendment has been submitted to rezone the lands from ED to Neyagawa Urban Core (NUC), General Urban (GU), Suburban (S), Park (P), Institutional (I), Natural Heritage System (NHS) and Stormwater Management Facility (SMF) zones.

A concurrent plan of subdivision application has been submitted to develop the lands as follows:

- 505 units in total comprising of 84 detached dwellings, 125 townhouse dwellings in a on-street, double frontage and back to back format and 296 apartment units (Block 105);
- One commercial block (Block 106);
- one natural heritage system block associated with the East Sixteen Mile Creek (Core 5 woodlot – Block 109);
- a stormwater management pond (Block 108)
- a Village Square park (Block 112);
- a school block (Block 107) to be added to the proposed school block on the easterly abutting draft plan submitted by Eno Investments Ltd.; and
- the road network.

Access to the site would be from Burnhamthorpe Road West, Neyagawa Boulevard and the abutting easterly draft plans, once those properties are developed (presently under review).

The development master plan from the submitted Urban Design Brief is shown below in Figure 1 with the proposed draft plan of subdivision contained in Appendix A2.

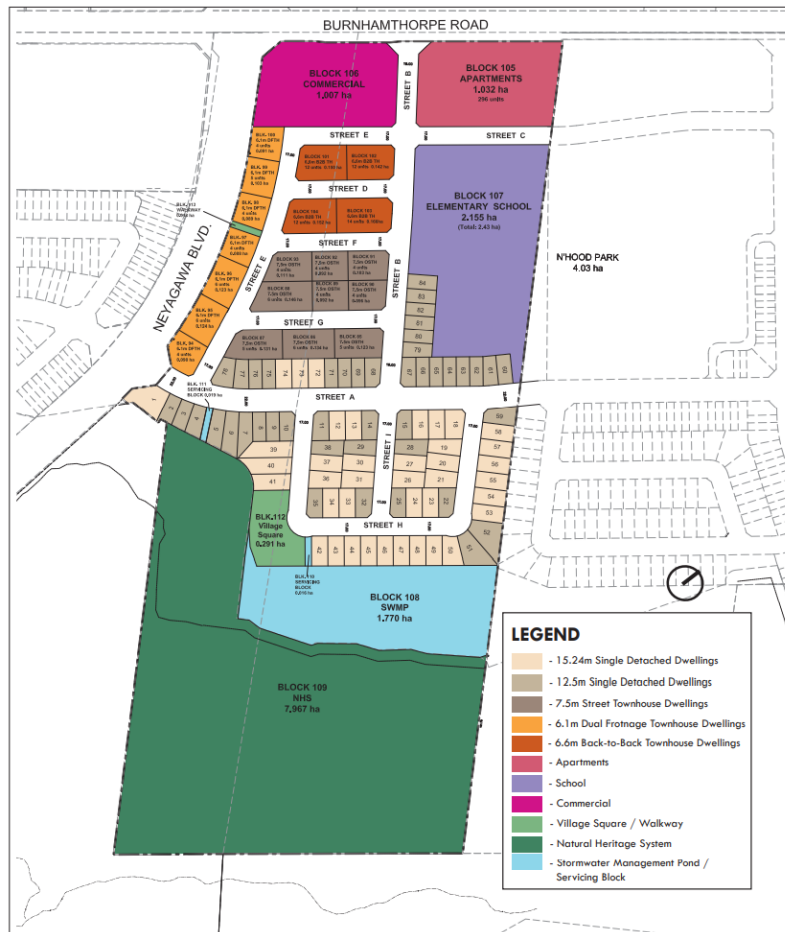


Figure 1 – Development Master Plan from Urban Design Brief - NTS

The draft plan of subdivision proposes the following:

Draft Plan Feature	Number of Units	Area (ha)
Detached Dwellings	84	3.624
Multiple-attached Dwellings	125	2.354
Apartments	296	1.032
Commercial		1.007
School		2.155
SWM Facility		1.770
NHS		7.967
Servicing Block		0.035
Village Square		0.291
Walkway		0.018
Roads		3.542
TOTAL	505	23.795

The proposed housing types are as follows:

Proposed Unit Type	Total
Detached Dwellings (15.24m)	39
Detached Dwellings (12.5m)	45
On-street townhouse (7.5m)	42
Double Frontage townhouses (6.1m)	33
Back to Back townhouses (6.6m)	50
Apartments (Block 105)	296
TOTAL	505

All application submission material are found on the town's website site at <https://www.oakville.ca/business/da-39970.html>.

Location / Site Description / Surrounding Land Uses (Figure 2a and 2b)

The subject land is located on the southeast corner of Burnhamthorpe Road West (future William Halton Parkway) and Neyagawa Boulevard. Both are regional arterial roads.

These lands are remnant agricultural lands with a portion that is wooded (Core 5 as identified by the North Oakville Creeks Subwatershed Study).

The property is contained within the East Sixteen Mile Creek subcatchment area.

Lands to the east are proposed for residential development. Development applications for the lands further east of the site have been discussed at previous Planning and Development Council meetings. The abutting easterly property is also on the agenda for tonight's meeting.

Residential dwellings and King's Christian Collegiate school are immediately to the west of Neyagawa Boulevard.

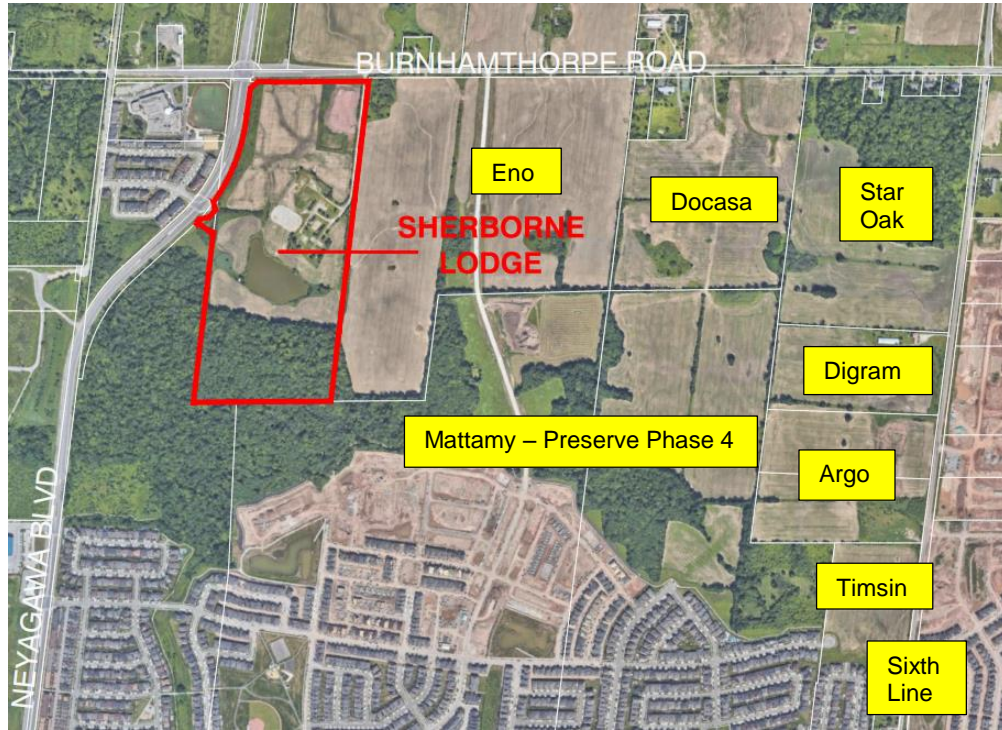


Figure 2a: Air Photo NTS

For contextual purposes, Figure 2b identifies the easterly proposed draft plans of subdivision, presently being reviewed.

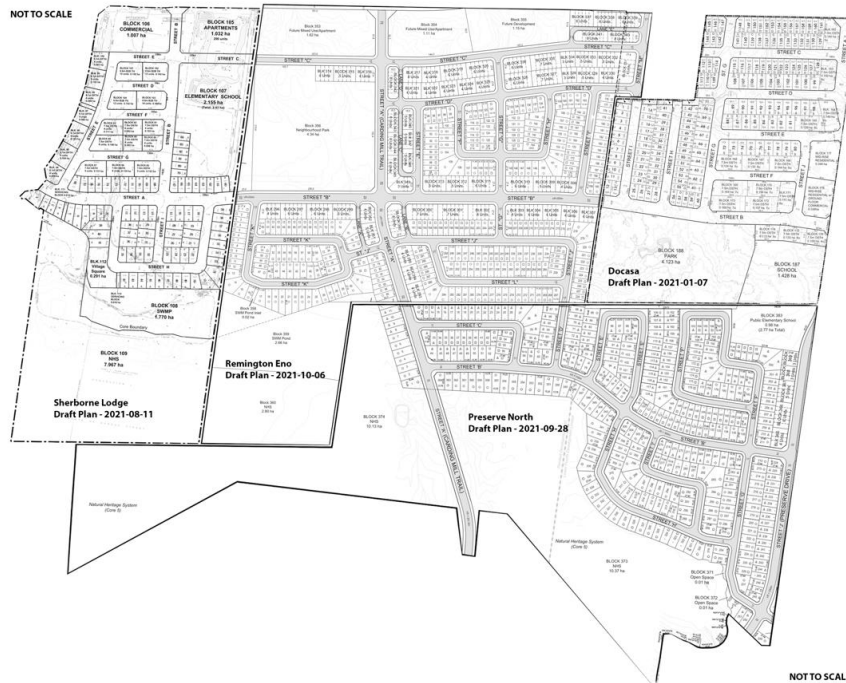


Figure 2b – Context plan

PLANNING POLICY & ANALYSIS:

The property is subject to the following policy and regulatory framework:

- Provincial Policy Statement (2020)
- Growth Plan for the Greater Golden Horseshoe (2019)
- Halton Region Official Plan
- North Oakville East Secondary Plan
- Zoning By-law 2009-189, as amended

Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) ('PPS') continues to recognize that there are complex relationships among environmental, economic and social factors in land use planning. The PPS encourages the wise management of land to achieve efficient development and land use patterns by directing growth to settlement areas, and encourages Planning authorities to permit and facilitate a range of housing options, including new development as well as residential intensification, to respond to current and future needs for a time horizon of up to 25 years.

The PPS (2020) promotes the integration of land use planning, growth management and transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments and standards to minimize land consumption and servicing costs.

Policies applicable to this application can be found in Appendix B.

Growth Plan (2019)

The Growth Plan for the Greater Golden Horseshoe ('Growth Plan') is a long-term plan that intends to manage growth, build complete communities, curb sprawl and protect cultural heritage resources and the natural environment.

The Growth Plan provides policies for where and how to grow, directing population and employment growth to urban areas and rural settlement areas with delineated built boundaries on full municipal services. The policies of the Growth Plan are to be applied to support complete communities that feature a diverse mix of land uses with convenient access to local stores, services, and public service facilities, provide a diverse range and mix of housing options, expand convenient access to transportation options.

Policies applicable to this application can be found in Appendix B.

Halton Region Official Plan

The subject lands are designated “Urban Area” in the Halton Region Plan. Lands within the “Urban Area” are intended for residential and employment growth. Policy 76 notes that the range of permitted uses is to be in accordance with Local Official Plans and Zoning By-laws. All development, however, is subject to the policies of the Regional Plan.

Burnhamthorpe Road West in this location is presently a regional road. It is anticipated that this section of roadway will be conveyed to the town in 2025 following the completion of the section of William Halton Parkway.

2020 Servicing Allocation Program – water and wastewater

Halton Region has implemented a servicing allocation program that requires proponents of residential development applications to secure servicing allocation from Halton Region through a formal Allocation Agreement.

The proposed development would be subject to the 2020 Regional Allocation program.

Oakville Official Plan

Urban Structure

The Livable Oakville Plan is currently undergoing a 5-year Official Plan Review to ensure the policies are consistent with the Provincial and Regional policies, support the Town’s strategic goals, and reflect the visions and needs of the community.

Official Plan Amendment 317 to the *1984 Oakville Official Plan* confirms the Town’s urban structure for the *North Oakville East Secondary Plan*. OPA 317 was approved by Halton Region on April 26, 2018 and deemed to conform to the Growth Plan and is consistent with the PPS.

Schedule A1, Urban Structure, of the *Livable Oakville Plan* provides the basic structural elements for the Town and identifies the site as *Residential Areas, Node and Corridors, and Natural Heritage System*. In addition, the intersection of Neyagawa Boulevard and Burnhamthorpe Road West is identified as a *Nodes and Corridor for Further Study*. This is also reflected in Section 3, Urban Structure, of the *Livable Oakville Plan*.

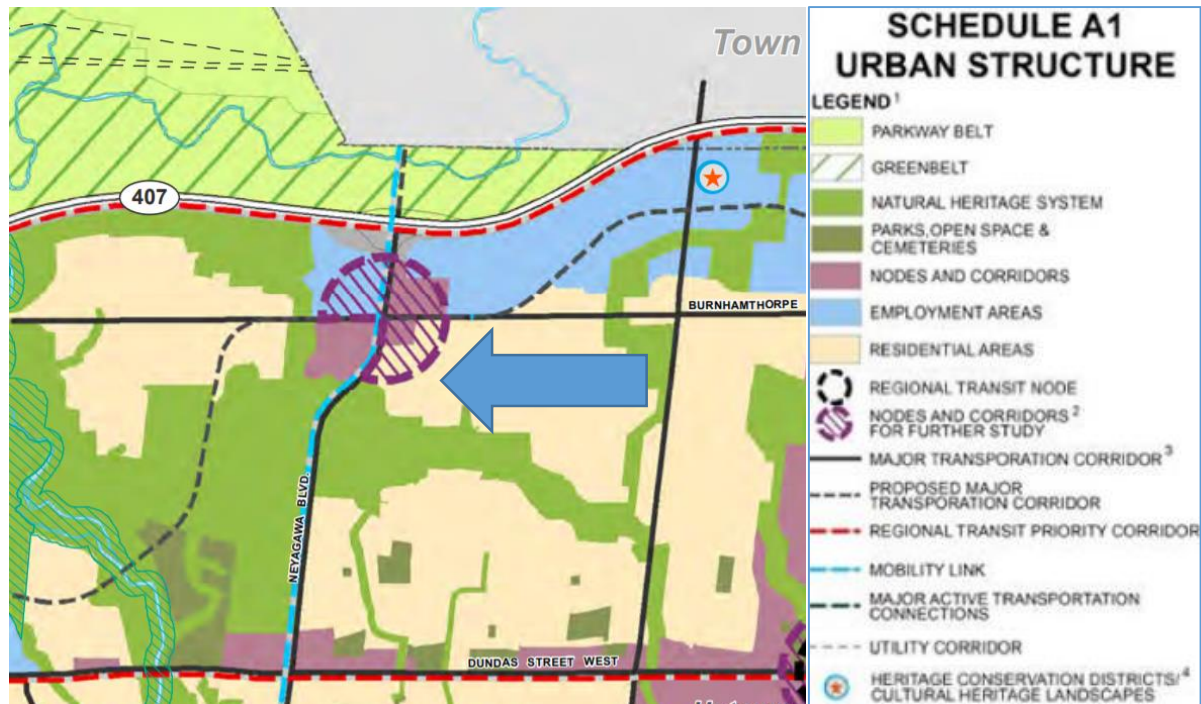


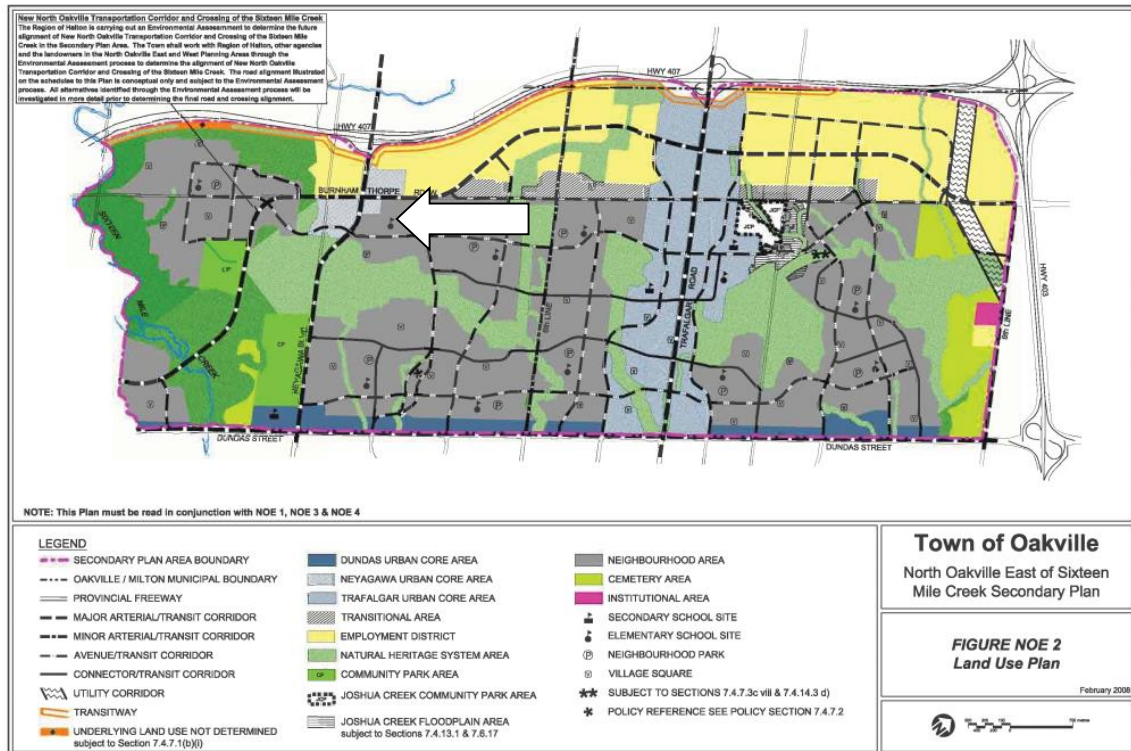
Figure 3 – Schedule A1 Livable Oakville Plan

Land Uses

The North Oakville East Secondary Plan (NOESP) was approved by the Ontario Municipal Board in 2008 through OPA 272 and was prepared to be consistent with the 2005 PPS and in conformity with the 2006 Growth Plan. The Secondary Plan includes detailed policies establishing general development objectives to guide the future development of the area covered by the Plan.

The subject land is designated *Neighbourhood Area*, *Neyagawa Urban Core Area* and *Natural Heritage System Area*, on Figure NOE2 of the NOESP and as illustrated on Figure 4a below. The village square and school symbols are also shown.

The arrow, on Figure 4a, identifies the location of the subject lands in relation to the entire North Oakville East Secondary Plan.

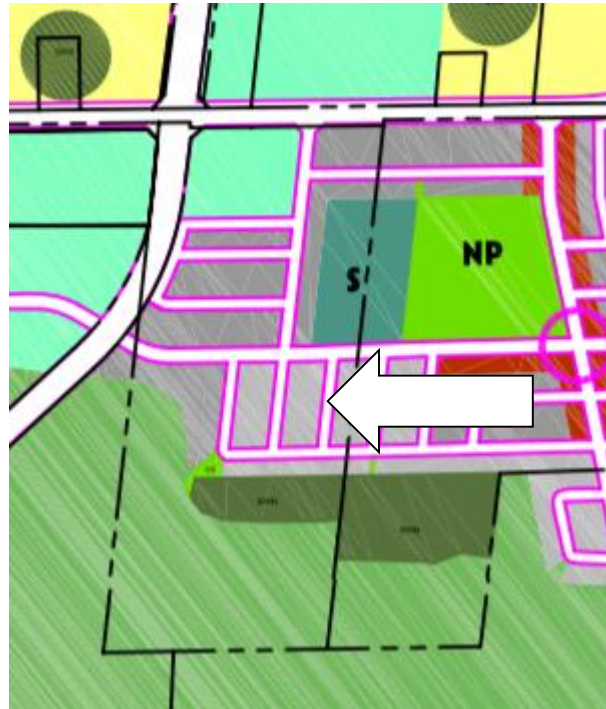


North Oakville Master Plan - Appendix 7.3

The North Oakville Master Plan illustrates a conceptual design and land use categories for the North Oakville East planning area.

Development applications are reviewed in the context of the Master Plan in order to evaluate consistency. Minor variations from the Master Plan may be considered, assuming the general intent and direction of the Master Plan is maintained.

The subject property, identified by the arrow below, is further identified on the North Oakville Master Plan as *Neyagawa Boulevard Urban Core Area, Natural Heritage System Area, General Urban Area, Sub Urban Area, Stormwater Management Facility, Village Square and School* (Figure 4b, excerpt below).



LEGEND					
	SECONDARY PLAN AREA BOUNDARY		INSTITUTIONAL AREA		UTILITY CORRIDOR
	OAKVILLE / MILTON MUNICIPAL BOUNDARY		STORMWATER MANAGEMENT FACILITY (final location tbd)		NEIGHBOURHOOD ACTIVITY NODE
	TRANSITWAY		COMMUNITY PARK AREA		CEMETERY AREA
	DUNDAS STREET URBAN CORE AREA		NEIGHBOURHOOD PARK AREA		NEIGHBOURHOOD CENTRE AREA
	NEYAGAWA BLVD. URBAN CORE AREA		VILLAGE SQUARE/URBAN SQUARE		GENERAL URBAN AREA
	TRAFALGAR ROAD URBAN CORE AREA		ELEMENTARY SCHOOL SITE		SUB URBAN AREA
	TRANSITIONAL AREA		SECONDARY SCHOOL SITE		HIGH DENSITY RESIDENTIAL AREA
	EMPLOYMENT AREA		JOSHUA CREEK FLOODPLAIN AREA		POLICY REFERENCE - SEE POLICY SECTION 7.4.7.2
	NATURAL HERITAGE SYSTEM AREA				

Figure 4b – North Oakville Master Plan Excerpt

Applicable North Oakville East Secondary Plan policies are contained within Appendix B attached to this report.

Neyagawa Urban Core Area (NUC) Review

The Neyagawa Urban Core Review is a study being undertaken by town staff as part of the town’s ongoing Official Plan Review and will support implementation of the town-wide urban structure.

The purpose of the Neyagawa Urban Core Review is to delineate a boundary and to determine an appropriate mix of land uses, scale and intensity of development for this Strategic Growth Area (SGA).

The study will also support consideration of the Neyagawa Urban Core for a future 407 Transitway station at Neyagawa Boulevard and Highway 407.

The study area, as shown on Figure 5 below, includes all four quadrants of the NUC at the intersection of Neyagawa Boulevard and Burnhamthorpe Road West. The northeast and northwest quadrants are currently designated in Halton Region's Employment Area overlay.

This study represents an opportunity to plan a transit-supportive, mixed use, complete community that provides a range of housing choice and a diverse local job base including traditional, commercial and office employment.

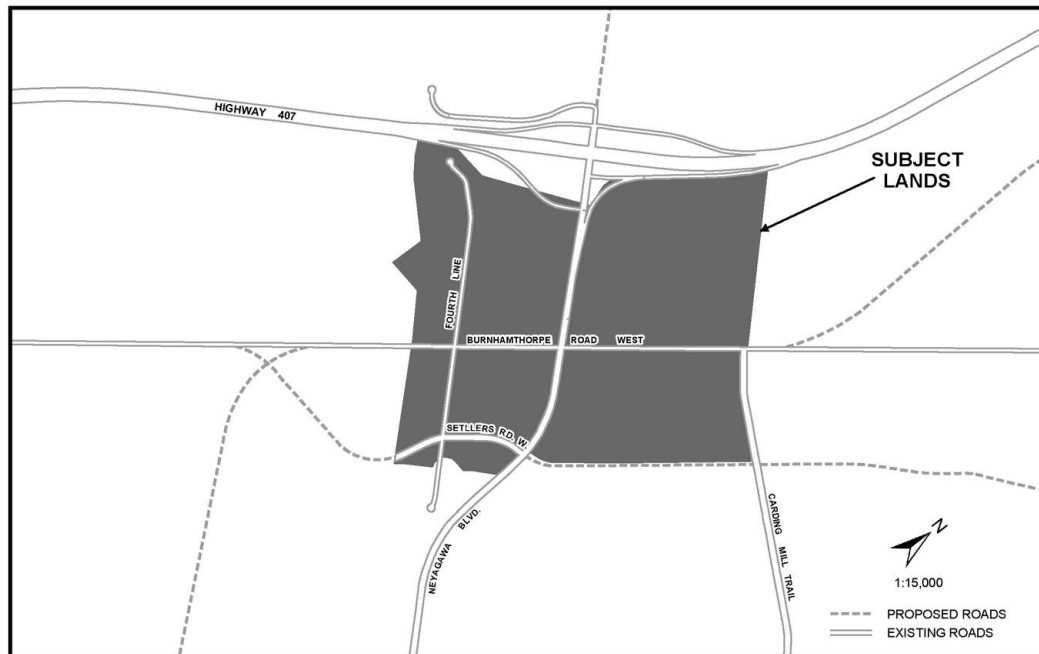


Figure 5 – Neyagawa Urban Core Review Study Area

Zoning By-law (By-law 2009-189)

The North Oakville Zoning By-law (By-law 2009-189) sets zoning standards with the establishment of general regulations and zones so as to implement the intent of the North Oakville East and West Secondary Plans. Town Council approved the North Oakville Zoning Bylaw on November 23, 2009.

The subject land identified by the star is zoned *Existing Development (ED)*, as illustrated on Figure 5 below. The *Existing Development (ED)* zone only allows uses that legally existed on the date of the parent by-law came into effect.

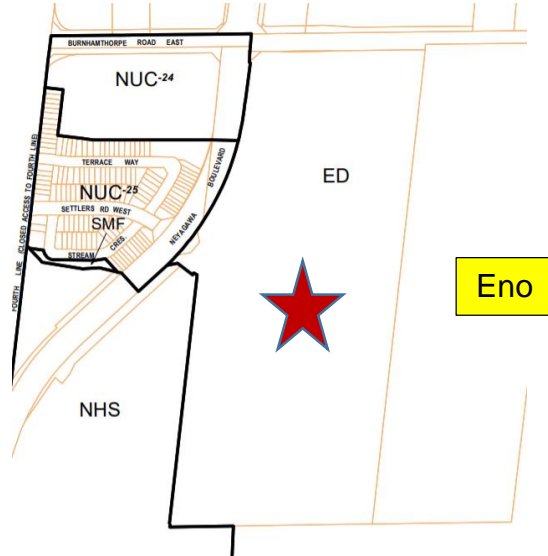


Figure 5 – Zoning By-law Excerpt

The application proposes to rezone the site from Existing Development (ED) to site specific Neyagawa Urban Core (NUC), General Urban (GU), Suburban (S), Park (P), Institutional (I), Stormwater Management Facility (SMF) and Natural Heritage System (NHS) zones to permit the redevelopment of the site for the residential areas (various blocks), commercial area (Block 106), one NHS block (Block 109), a school (block 107) and Village Square park (Block 112), as referenced above.

The applicant's proposed zoning can be found within Appendix A1.

TECHNICAL & PUBLIC COMMENTS:

The proponent has provided numerous studies in support of the application which have been circulated to various public agencies and internal Town departments, and which are under review. The following supporting documents are accessible on the town's website (<https://www.oakville.ca/business/da-39970.html>):

- Aerial
- Archaeological Assessment Reports
- Draft Plan of Subdivision
- Draft Zoning By-law Amendment
- Environmental Site Assessment
- Environmental Site Screening Questionnaire
- Noise Study
- Planning Justification Report
- Proposed Zoning Bylaw Amendment
- Village Square Facility Fit Plan
- Survey

-
- Sustainable Development Checklist
 - Transportation Impact Study including parking plan
 - Urban Design Brief
 - East Sixteen Mile Creek EIR/FSS (being reviewed as a separate review)

Issues Under Review/Matters to be Considered

The following issues and matters have been identified to date for further review and consideration. Not all circulation comments have been received to date, but will be considered in the future recommendation report.

- Alignment with the Climate Emergency declared by Council in June 2019 for the purposes of strengthening the Oakville community commitment in reducing carbon footprints. This can involve staff working with developers to incorporate travel demand strategies to reduce the transportation emissions from single occupant vehicles and increase the transit, pedestrian and cycling mode split.
- Confirmation of being a member of the North Oakville East Developers Group and party to the Cost Sharing Agreement.
- Consistency with the Provincial Policy Statement, 2020 and conformity to the 2019 Growth Plan for the Greater Golden Horseshoe.
- Conformity to the Region of Halton Official Plan.
- Conformity of the proposal with the land use and policies of the North Oakville East Secondary Plan.
- Coordination with the on-going Neyagawa Urban Core Area review is necessary to ensure that the results of the review are appropriately addressed in this development.
- East Sixteen Mile Creek EIR/FSS – does it appropriately implement the North Oakville Creeks Subwatershed Study? Have the Natural Heritage System limits (Core 5) been appropriately identified? Has the proposed stormwater management pond and its various functions been appropriately assessed? Is the outlet proposed along Neyagawa Boulevard appropriate? This study remains in technical review and coordination with Conservation Halton and Halton Region is necessary.
- Conformity with urban design policies on matters such as built form, lot sizes, transitions and compatibility with adjacent properties, interface with public realms, such as Burnhamthorpe Road West (future William Halton Parkway),

Neyagawa Boulevard and the future town stormwater management pond.

- Justification for the proposed modifications to the parent zoning by-law ensuring the proposed zoning by-law amendment appropriately implements the vision of the North Oakville East Secondary Plan. Is the identification of the Neyagawa Urban Core Area zone as shown in the proposed zoning bylaw appropriate?
- Compatibility and consistency with adjacent Remington plan of subdivision to the east. This includes matters such as roads and pedestrian circulation, proposed densities in building form, urban design, public transportation, school blocks, parks, SWM and NHS design.
- Consideration should be given to the connection of Street H in the Sherborne Lodge draft plan to Street K in the adjacent Remington draft plan. As part of this review, the location of this street as a window street onto the swm pond and NHS should also be explored.
- Appropriateness of the proposed on-street parking. 166 parking spaces are provided within the development. Are the locations appropriate? Do they conflict with any future driveways, utilities or fire hydrants?
- Do future townhouse driveway locations allow for the planting of boulevard street trees?
- Is the width of Street C appropriate considering the amount of development being proposed on the north side of Street C by Sherborne Lodge and the abutting Remington site? Should Street C be increased in size to a 19 metre connector road standard?
- Coordination with Halton Region on access points from the various blocks to future William Halton Parkway and Neyagawa Boulevard should be explored.
- Has the development proposal appropriately identified the size and shape of the school site block site (Block 107)? Presently, there are three frontages to the school block (Streets A, B and C). Coordination is necessary with the Halton Catholic District School Board.
- To what degree does the proposed development contribute to the achievement of transit-supportive densities, in particular to support a 407 Transitway station?
- Is the size of the proposed commercial block (Block 106) appropriate? What uses are being proposed within the commercial block and how does it relate

to the surrounding subdivision and regional roads (Neyagawa Boulevard and future William Halton Parkway, presently Burnhamthorpe Road)?

A complete analysis of this application will be undertaken including the foregoing matters, and other matters, which may be subsequently identified.

CONSIDERATIONS:

(A) PUBLIC

Notice for this meeting was distributed to all properties within 240 m of the subject property and is included on the sign posted at the site.

The applicant undertook a combined community consultation process with a virtual meeting held on September 8, 2021. Two members of the public attended this virtual meeting. Based upon the information submitted, no concerns were raised. As of the date of writing this report, no public comments have been submitted.

(B) FINANCIAL

Development Charges will be applicable to this development. Parkland dedication is applicable and may be satisfied following confirmation that the developer is in good standing with the North Oakville East Developers Group and party to the Cost Sharing Agreement.

(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) CORPORATE STRATEGIC GOALS

This report addresses the corporate strategic goal(s) to:

- be the most liveable town in Canada

(E) CLIMATE CHANGE/ACTION

The proposed development will be reviewed in full prior to providing a recommendation to confirm compliance with the sustainability objectives of the Livable Oakville Plan and the Climate Emergency Declaration and associated Progress Reports brought to Council, the latest being dated June 8, 2021

CONCLUSION:

Planning staff will continue to review and analyze the proposed application and address all technical matters along with submitted public comments, and report to Council at a future meeting. No further notice is required, however, written notice of

any future public meetings will be provided to those who have made written and/or verbal submissions.

APPENDICES:

- Appendix A1 - Applicant's Proposed Zoning Regulations
- Appendix A2 - Applicant's Proposed Draft Plan of Subdivision
- Appendix B - Applicable Policies

Prepared by:

Robert Thun, MCIP, RPP, Senior Planner, Planning Services

Recommended by:

Charles McConnell, MCIP, RPP, Manager, West District, Planning Services

Submitted by:

Gabe Charles, MCIP, RPP, Director, Planning Services