



OAKVILLE

## REPORT

### Planning and Development Council

Meeting Date: June 27, 2022

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**FROM:** Planning Services Department

**DATE:** June 14, 2022

**SUBJECT:** Public Meeting Report, Zoning By-Law Amendment, Halton Region, 1258 Rebecca Street, File No. Z.1723.08

**LOCATION:** 1258 Rebecca Street

**WARD:** Ward 2

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#### RECOMMENDATION

1. That the public meeting report prepared by the Planning Services Department dated June 14, 2022, be received.
2. That comments from the public with respect to the proposed Zoning By-law Amendment submitted by Halton Region (File No.: Z.1723.08), be received.
3. 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:

- **Location:** The subject property is located on the south side of Rebecca Street, across from the terminus of Warminster Drive, east of the Woodside Public Library and the new Halton Region EMS station, north of Patricia Picknell Elementary School. The subject property is municipally known as 1258 Rebecca Street, has an area of  $\pm 0.66$  hectares, frontage along Rebecca Street of  $\pm 72.53$  metres, and is currently vacant.
- **Policy Context:** The subject property is designated 'Low Density Residential' and is identified as 'Residential Areas' on Schedule A1 (Urban Structure), which represent the areas that provide for stable residential communities.

Intensification may occur within 'Residential Areas' provided the character of the area is preserved and the overall urban structure of the Town is upheld.

- **Zoning:** The subject property is zoned RL2-0 (Residential Low), which permits detached dwellings.
- **Proposal:** The proposed development consists of three lots fronting Rebecca Street for market-based single-detached dwellings, and 14 semi-detached dwelling units in bungalow built-form, which are intended to be operated as an assisted independent living community with supports. Access to the assisted independent living community is proposed via a private roadway off Rebecca Street, aligned with the Warminster Drive signalized intersection to the north. A central courtyard is proposed to provide outdoor space for tenants to gather and socialize, together with an additional community garden space near the northeast corner of the community.
- **Nature of Application:** The Zoning By-law amendment is required to permit a reduced lot size and frontage for 3 single detached lots proposed along Rebecca Street and to permit fourteen (14) single storey bungalow semi-detached units subject to site-specific zoning provisions and parking regulations explained herein.
- **Public Consultation:** In September of 2013 and 2017, Halton Region hosted public meetings as part of the initial concept development of the subject property. More recently, an applicant-initiated virtual Public Information Meeting ("PIM") was held on February 23, 2022 and was attended by 21 residents. Notes from the PIM are appended to this report as "**Appendix 'A'**". All other public comments received as of the date of this report are appended to this report as "**Appendix 'B'**").
- **Timing:** This application was submitted and deemed complete on April 5, 2022. The *Planning Act* provides for a 90 day timeline to make a decision on this application (July 5, 2022) failing which the applicant 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 and 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

The proposed development consists of 3 lots fronting Rebecca Street for market-based single-detached dwellings, and 14 semi-detached dwelling units in bungalow built-form, which are intended to be operated as an assisted independent living community with support services. It is anticipated that these support services would be provided in partnership with local healthcare agencies and may include light housekeeping, personal hygiene, or meal preparation to assist primarily senior households living independently.



Figure 1: Applicant's Proposed Concept / Landscape Plan

Each of the 3 lots, proposed for new single-detached dwellings, would provide  $\pm 18.0\text{m}$  of frontage along Rebecca Street, a lot area of  $\pm 658\text{m}^2$  to  $755\text{m}^2$ , and would have access directly from Rebecca Street. It is the Applicant's intent that the

foregoing 3 lots would be sold on the market and be developed by the beneficial purchasers. As such, there are no specific building plans available at this time. Since the applicant intends to create the 3 foregoing lots by way of consent (severance), each design would be reviewed through requisite site plan approval applications, and be subject to the Zoning By-law regulations, as amended.

The proposed 14 semi-detached dwellings within the assisted independent living community are proposed to be ± 59m<sup>2</sup> (635 ft<sup>2</sup>) in size, 7.1m (23ft) wide and 9.6m (31ft) deep. The proposed floor plans include a one-bedroom layout, which include universal design throughout, accessible units, and sustainable and energy efficient standards designed to meet Canada Mortgage and Housing Corporation (“CMHC”) Co-Investment program criteria.

The vision for the independent living units is to achieve a contemporary community, inspired by a cottage feel similar to the Rotary Gardens model on Woodside Drive. Each 1-bedroom bungalow unit is proposed to include a private driveway, accommodating 1 parking space per unit. Four proposed visitor parking spaces are also be proposed for shared use.

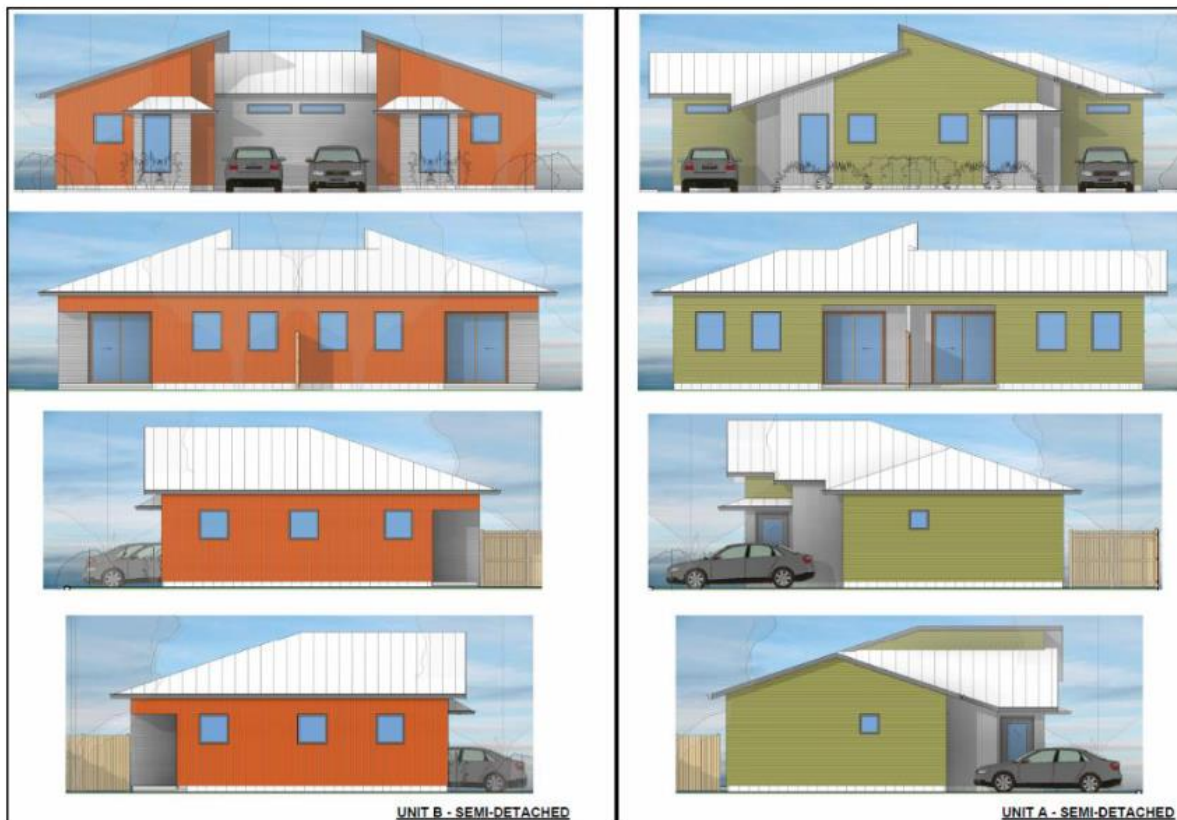


Figure 2: Applicant's Preliminary Elevations

Access to the assisted independent living community is proposed via a private roadway off Rebecca Street, aligned with the Warminster Drive signalized intersection to the north. The design of the private road includes a separated 1.5-metre-wide sidewalk to facilitate pedestrian access to the site from Rebecca Street together with a pedestrian connection to the Woodside Public Library to the West. A central courtyard is proposed to provide outdoor space for tenants to gather and socialize, together with an additional community garden space near the northeast corner of the community.

### **Location & Site Description**

The subject property is located on the south side of Rebecca Street, across from the terminus of Warminster Drive, east of the Woodside Public Library and the new Halton Region EMS station, north of Patricia Picknell Elementary School. The subject property is municipally known as 1258 Rebecca Street, has an area of ± 0.66 hectares, frontage along Rebecca Street of ± 72.53 metres, and is currently vacant (the “**Subject Property**”).



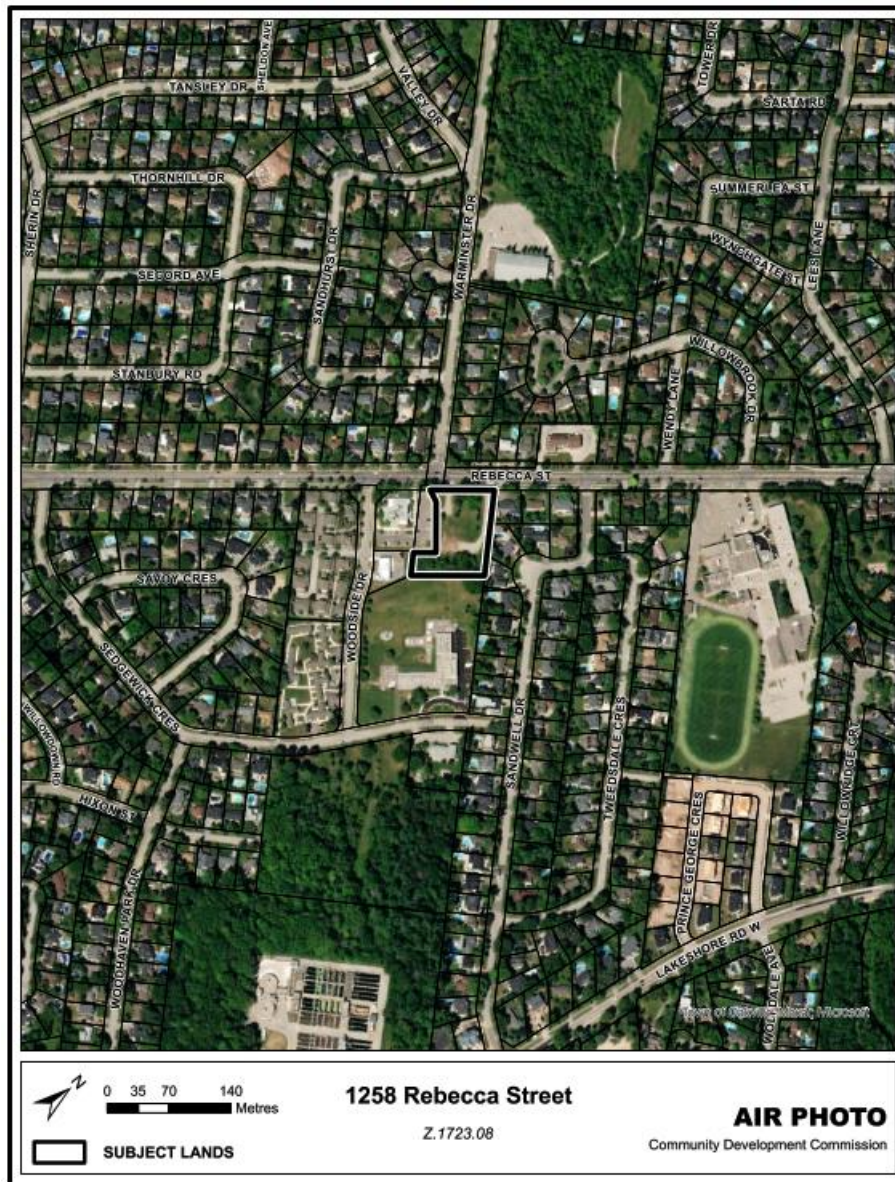


Figure 2: Air Photo

## Surrounding Land Uses

The surrounding land uses are as follows:

- North – Rebecca Street / Single-Detached Dwellings
- East – Single-Detached Dwellings
- South – Patricia Picknell Elementary School
- West – Woodside Public Library and Halton Region EMS Station

## **PLANNING POLICY & ANALYSIS**

The Subject 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
- Livable Oakville Official Plan
- Zoning By-law 2014-014

### **Provincial Policy Statement**

The Provincial Policy Statement (2020) (“**PPS**”), which came into effect on May 1, 2020, 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.

In consideration of new development the PPS (2020) provides direction to ensure that land use is carefully managed to accommodate appropriate development to meet the full range of current and future needs, while also achieving efficient development patterns that avoid significant or sensitive resources and areas which may pose a risk to public health and safety. Efficient development patterns are intended to optimize the use of land and resources.

Applicable policies have been appended to this report as “**Appendix ‘C’**”.

### **Growth Plan**

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 (policy 2.2.1). The subject lands are located within a “Built-Up Area.”

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.

Similar to the PPS (2020), growth and development shall occur in manner which optimizes land and resources, and protects significant or sensitive resources and areas that may pose a risk to public health and safety, such as hazard lands.

Applicable policies have been appended to this report as “**Appendix ‘C’**”.

### **Halton Region Official Plan**

The Subject Property is designated ‘Urban Area’ in the Halton Region Official Plan. The policies of Urban Area designation support the development of vibrant and healthy mixed use communities which afford maximum choices for residence, work and leisure. A complete assessment of the Halton Region Official Plan will be provided through a future staff report.

### **Livable Oakville Plan**

#### Objectives

Pursuant to Section 11 of Livable Oakville, the following objectives shall apply to all Residential Areas:

- a) maintain, protect and enhance the character of existing Residential Areas;*
- b) encourage an appropriate mix of housing types, densities, design and tenure throughout the Town;*
- c) promote housing initiatives to facilitate revitalization, compact urban form and an increased variety of housing alternatives;*
- d) promote innovative housing types and forms to ensure accessible, affordable, adequate and appropriate housing for all socio-economic groups;*
- e) encourage the conservation and rehabilitation of older housing in order to maintain the stability and character of the existing stable residential communities; and,*
- f) discourage the conversion of existing rental properties to condominiums or to other forms of ownership in order to maintain an adequate supply of rental housing.*



### 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. Schedule A1, Urban Structure, of the Livable Oakville Plan provides the basic structural elements for the Town.

The Subject Property is identified on Schedule A1 – Urban Structure as being within the 'Residential Areas'. Residential Areas include low, medium and high density residential uses as well as a range of compatible facilities such as schools, places of worship, recreational and commercial uses that serve the residents of the Town.

Pursuant to Section 3.9 of Livable Oakville, some growth and change may occur in the Residential Areas provided the character of the area is preserved and the overall urban structure of the Town is upheld. The character of the Residential Areas will be significantly influenced by their relationship to the Natural Heritage System, parks and open space areas.

### Land Use Policies

The Subject Property is designated 'Low Density Residential' on Schedule F: South West Land Use, as shown on Figure 3 below.

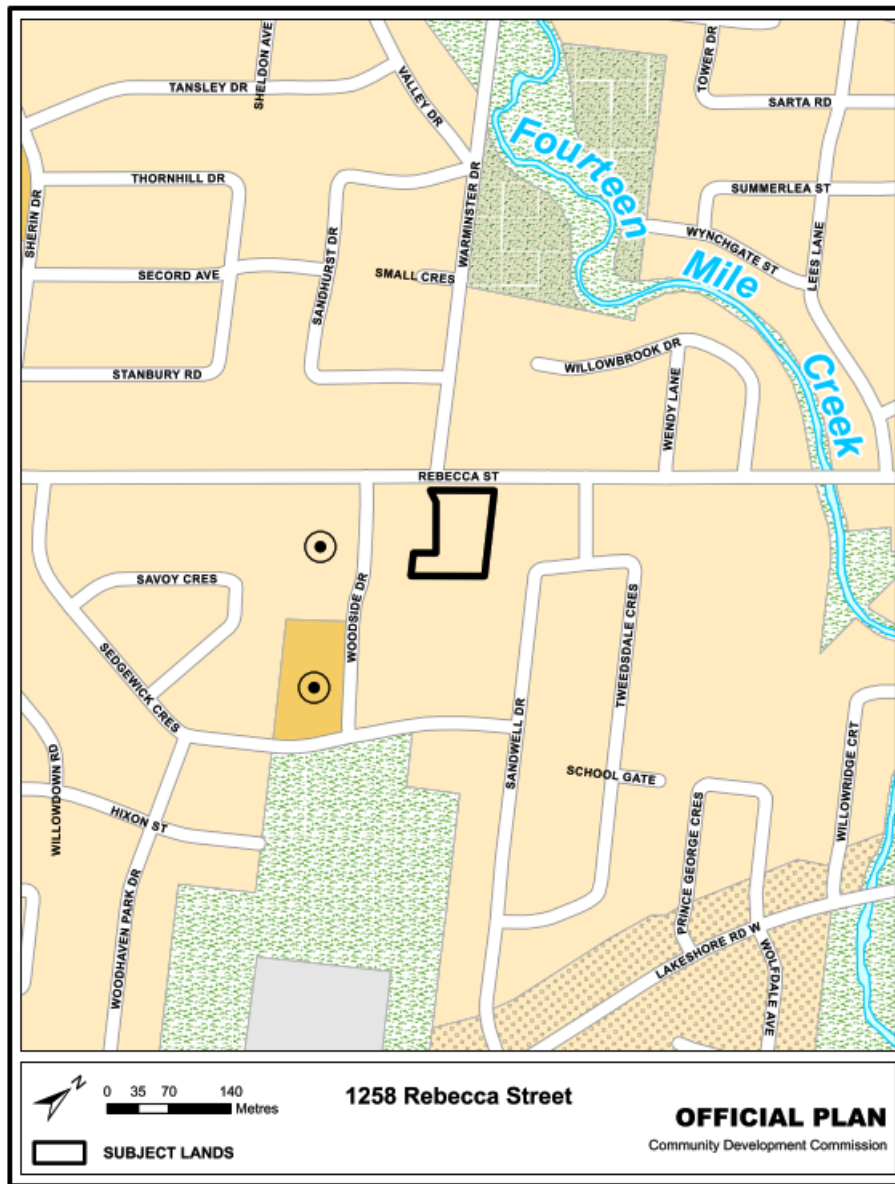


Figure 3: Livable Oakville Extract

The Low Density Residential designation permits detached, semi-detached and duplex building types, up to a density of 29 dwelling units per site hectare. The proposed 37 lot development would have a density of 26 units per site hectare.

Section 11.1.6 of Livable Oakville provides that special needs housing<sup>1</sup> may be permitted through a range of housing types in all residential land use designations in accordance with section 11.1.9 and where adequate residential amenities and services are provided.

Section 4.3 (Residential Intensification Outside of the Growth Areas), of Livable Oakville provides that:

*It is the policy of the Plan that the key focus for development and redevelopment to accommodate intensification will be the locations identified as Growth Areas. Lands outside of Growth Areas are predominantly stable residential communities which consist of established neighbourhoods. While the Plan encourages intensification generally throughout the built up area, it also recognizes that some growth and change may occur in these areas provided the character of the areas is preserved and the overall urban structure of the Town is upheld. Intensification outside of the Growth Areas including additional intensification opportunities such as infill, redevelopment and greyfield and brownfield sites, will be considered in the context of this Plan.*

Section 11.1.8 of Livable Oakville states that intensification within the stable residential communities shall be provided as follows (with emphasis added):

*a) Within stable residential communities, on lands designated Low Density Residential, the construction of a new dwelling on an existing vacant lot, land division, and/or the conversion of an existing building into one or more units, may be considered where it is compatible with the lot area and lot frontages of the surrounding neighbourhood and subject to the policies of section 11.1.9 and all other applicable policies of this Plan;*

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

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<sup>1</sup> **Special needs housing** means any housing, including dedicated facilities in whole or in part, that is used by people who have specific needs beyond economic needs, including but not limited to, needs such as mobility requirements or support functions required for daily living. Examples of special needs housing may include but are not limited to housing for persons with disabilities such as physical, sensory or mental health disabilities, housing for the elderly, group homes, emergency shelter, housing for the homeless, and independent permanent living arrangements where support services such as meal preparation, grocery shopping, laundry, housekeeping, respite care and attendant services are provided. It does not include households that receive community based support services in their own home. (Livable Oakville)

Section 11.1.9 of Livable Oakville provides that development within all stable residential communities shall be evaluated using the following criteria to maintain and protect the existing neighbourhood character:

- a) *The built form of development, including scale, height, massing, architectural character and materials, is to be compatible with the surrounding neighbourhood.*
- b) *Development should be compatible with the setbacks, orientation and separation distances within the surrounding neighbourhood.*
- c) *Where a development represents a transition between different land use designations or housing forms, a gradation in building height shall be used to achieve a transition in height from adjacent development.*
- d) *Where applicable, the proposed lotting pattern of development shall be compatible with the predominant lotting pattern of the surrounding neighbourhood.*
- e) *Roads and/or municipal infrastructure shall be adequate to provide water and wastewater service, waste management services and fire protection.*
- f) *Surface parking shall be minimized on the site.*
- g) *A proposal to extend the public street network should ensure appropriate connectivity, traffic circulation and extension of the street grid network designed for pedestrian and cyclist access.*
- h) *Impacts on the adjacent properties shall be minimized in relation to grading, drainage, location of service areas, access and circulation, privacy, and microclimatic conditions such as shadowing.*
- i) *The preservation and integration of heritage buildings, structures and uses within a Heritage Conservation District shall be achieved.*
- j) *Development should maintain access to amenities including neighbourhood commercial facilities, community facilities including schools, parks and community centres, and existing and/or future public transit services.*
- k) *The transportation system should adequately accommodate anticipated traffic volumes.*
- l) *Utilities shall be adequate to provide an appropriate level of service for new and existing residents.*

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

To facilitate the proposed development, the applicant intends to divide the Subject Property through a future consent (severance) application. Pursuant to Section

28.14 of the Livable Oakville Plan, consents may be permitted for the creation of a new lot provided the criteria in Section 28.14.2 is met.

Other policies of Livable Oakville within Section 6 (urban design), Section 8 (Transportation), Section 10 (sustainability), and the implementation policies in Section 28 will be applied as part of the review of this application.

### Zoning By-law

The Subject Property is zoned 'RL2-0'. Aside from Woodside Public Library and the new Halton Region EMS station to the west, and Patricia Picknell Elementary School to the south which are zoned "CU" (Community Use), the surrounding area is generally also zoned RL2-0.

The following charts have been completed by the applicant to describe compliance with the applicable regulations and standards of the Zoning By-law. The lines of the chart highlighted in blue denote regulations where the applicant is seeking amendment:

#### **Single-Detached Lots – Zoning Matrix**

The following chart reviews the proposed development against the provisions of the current RL2-0 Zone.

Zone Provision	Requirement	Proposed	Conformity
<b>RL2-0 Zone (Section 6.3)</b>			
<b>Permitted Uses</b>	Detached Dwelling	Detached Dwelling	Yes
<b>Lot Area</b>	836m <sup>2</sup>	658m <sup>2</sup>	No
<b>Lot Frontage</b>	22.5m	18.0m	No
<b>Min Front Yard</b>	9m	9m	Yes
<b>Min Flankage Yard</b>	3.5m	N/A	Yes
<b>Min interior side yard</b>	2.4m, except reduced to 1.2m on one side only where an attached private garage meeting the min dimension requirements of Section 5.2.3(b) is provided	2.4m	Yes
<b>Min rear yard</b>	7.5m	7.5m	Yes
<b>Max Storeys</b>	2 storeys	2 storeys	Yes
<b>Max Height</b>	9m	≤9m	Yes
<b>Max FAR</b>	See Section 6.4.1(d)	To be compliant	Yes
<b>Max lot coverage</b>	30%, except 25% where the dwelling is greater than 7m in height	To be compliant	Yes
<b>Parking, Loading &amp; Stacking Lane Provisions (Section 5.1)</b>			
<b>Parking</b>	Single detached dwelling – 2 parking spaces	2 spaces per unit	Yes
<b>Location</b>	A minimum of 50% of the minimum required parking spaces shall be provided within a private garage, carport, or parking structure.	To be compliant	Yes
<b>Driveway Dimensions</b>	Min driveway width = 3m	3m	Yes
	Min driveway length = 5.7m	5.7m	Yes

**Semi-Detached Community – Zoning Matrix**

The following chart reviews the proposed development against the provisions of the proposed RL5 Zone.

Zone Provision	Requirement	Proposed	Conformity
<b>RL5 Zone (Section 6.3)</b>			
Permitted Uses	Detached Dwelling	Semi-Detached Dwelling	No
Lot Area	464.5m <sup>2</sup>	793m <sup>2</sup>	Yes
Lot Frontage	15.0m	15.8m	Yes
Min Front Yard (Rebecca Street)	7.5m	>7.5m	Yes
Min interior side yard	2.4m (reduced to 1.2m on one side only where an attached private garage meeting the min dimension requirements of Section 5.2.3(b) is provided)	3.0m	Yes
Minimum separation distance between dwellings	N/A	2.0m between semi-detached dwellings which do not share a common demising wall	New provisions to be added
Min rear yard	7.5m	3.0m	No
Max storeys	2 storeys	1 storey	Yes
Maximum Height	9m	<9m	Yes
Max FAR	N/A	N/A	Yes
Max lot coverage	35%	18%	Yes
<b>Parking, Loading &amp; Stacking Lane Provisions (Section 5.1)</b>			
Parking	Semi-detached dwelling – 2 parking spaces	1 parking space per unit	No
Location	A minimum of 50% of the minimum required parking spaces shall be provided within a private garage, carport, or parking structure.	Parking to be provided outdoors at-grade and in private driveways.	No
Visitor Parking Requirements	0.25 visitor spaces per unit (3.5 visitor spaces required)	4 visitor spaces	Yes
Parking Dimensions	2.7m x 5.7m	2.7m x 6.0m	Yes
Min Aisle Width	6m		
Driveway Dimensions	Min driveway width = 3m	3m	Yes
	Min driveway length = 5.7m	6m	Yes

**TECHNICAL & PUBLIC COMMENTS**

The applicant 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 studies and supporting documentation are also accessible on the town’s website (<https://www.oakville.ca/business/da-41238.html>)

- Concept Plan, Elevations, and Floor Plans
- Landscape Master Plan
- Environmental Site Assessments (Phase 1 & 2)
- Record of Site Condition
- Functional Servicing and Stormwater Management Report
- Environmental Site Screening Questionnaire
- Planning Justification Report



- Tree Inventory & Preservation Plan Report
- Urban Design Brief
- Waste Management Letter
- Preliminary Geotechnical Investigation
- Preliminary Servicing Plan, Grading Plan
- Existing & Proposed Storm Drainage Plans

### **Issues Under Review / Matters to be Considered**

A complete analysis of the application will be undertaken and includes a review of the following matters, which have been identified to date:

- Impact / integration of the proposed development on adjoining properties, including adequate provision / extension of pedestrian walkways;
- Conformity with applicable policy, including criteria in Section 11.1.9 of Livable Oakville to maintain and protect the existing neighbourhood character;
- Lotting pattern and proposed density of development;
- Design of proposed private road, and transportation considerations.
- Suitability of lands for intended use (environmental);
- Tree preservation;
- Functional servicing and stormwater management;
- Urban design considerations; and,
- Climate change / sustainability goals and objectives.

It is noted that in due course, site plan matters such as fencing, landscaping and the design of the proposed buildings would be advanced through a more detailed site plan application.

Comments received from the public at this public meeting will be considered and included in a forthcoming recommendation report.

### **CONCLUSION**

Planning staff will continue to review and analyze the subject Zoning By-law Amendment application and address all technical matters, if any, along with submitted public comments, then 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.

## CONSIDERATIONS

### (A) PUBLIC

The applicant held a Public Information Meeting on February 23, 2022, and it was attended by 21 residents. Questions and answers from the meeting have been included as 'Appendix "A"'. All other public comments received as of the date of this report are appended to this report as "Appendix 'B'".

Notice of complete application and public meeting were distributed to property owners within 240m of the Subject Property in accordance with the town's current notice requirements.

### (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) CORPORATE STRATEGIC GOALS

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

- be the most livable town in Canada

### (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": Public Information Meeting Minutes

Appendix "B": Public Comments

Appendix "C": Applicable Policies

Prepared by:

Paul Barrette, MCIP, RPP  
Senior Planner, Current Planning

Recommended by:

Charles McConnell, MCIP, RPP  
Manager, Current Planning - West

Submitted by:

Gabe Charles, MCIP, RPP  
Director of Planning