



**Town of Oakville**  
**Special Planning and Development Council**

**REVISED AGENDA**

**Date:** February 15, 2022  
**Time:** 6:30 p.m.  
**Location:** Virtual Meeting

DUE TO THE COVID-19 EMERGENCY attendance at Town Hall is restricted and public meetings are being held by videoconference only. Live streaming video is available on [oakville.ca/live](http://oakville.ca/live) or at the town's YouTube channel at [youtube.com/user/townofoakvilleTV](https://www.youtube.com/user/townofoakvilleTV). Information regarding written submissions and requests to delegate can be found at <https://www.oakville.ca/townhall/delegations-presentations.html>.

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	<b>Pages</b>
1. Regrets	
2. Declarations of Pecuniary Interest	
3. Committee of the Whole	
4. Consent Item(s)	
4.1. Holding Provision Removal, 2477 Old Bronte Developments Inc., Z.1430.33 - By-law 2022-003	5 - 13
Recommendation:	
1. That the application (File No.: Z.1430.33) submitted by 2477 Old Bronte Developments Inc., to remove the Holding Provision "H1" from the lands generally located at 2475 Old Bronte Road, be approved.	
2. That By-law 2022-003, a By-law to remove the holding provision "H1" from Zoning By-law 2014-014, as amended, be passed.	

- 4.2. Recommendation Report, Draft Plan of Condominium, MC Oakvillage GP Inc. (Minto Communities Canada), File No.: 24CDM-21007/1312 – 348 Wheat Boom Drive** 14 - 25

Recommendation:

That the Director of Planning Services be authorized to grant draft plan approval to the Draft Plan of Condominium (24CDM-21007/1312) submitted by MC Oakvillage GP Inc., and prepared by R-PE Surveying Ltd. dated November 9, 2021, subject to the conditions contained in Appendix A of the Planning Service Report dated February 1, 2022.

**5. Confidential Consent Item(s)**

There are no Confidential Consent Items for this agenda.

**6. Public Hearing Item(s)**

- 6.1. Public Meeting Report, 70 Old Mill Road, 2317511 Ontario Inc., Official Plan and Zoning By-law Amendment, Z.1614.77** 26 - 63

Recommendation:

1. That the public meeting report prepared by the Planning Services Department dated February 1, 2022, be received.
2. That comments from the public with respect to the proposed Official Plan and Zoning By-law Amendment applications submitted by 2317511 Ontario Inc. (File No.: Z.1614.77), be received.
3. That staff consider such comments as may be provided by Council.

- 6.2. Public Meeting Report, Official Plan Amendment, April Investments Ltd., 527079 Ontario Ltd., Trans County Development Corporation Ltd., and Oakville Developments (2010) Inc., 560-584, 550, 530 Kerr Street and 131, 171 Speers Road, File No. OPA. 1616.56** 64 - 142

Recommendation:

1. That the public meeting report, prepared by the Planning Services Department dated February 1, 2022, be received.
2. That comments from the public with respect to the Official Plan Amendment application by April Investments Ltd., 527079 Ontario Ltd., Trans County Development Corporation Ltd., and Oakville Developments (2010) Inc., File No.: OPA. 1616.56, be received.
3. That staff consider such comments as may be provided by Council.

## **7. Discussion Item(s)**

### **7.1. Oakville Urban Mobility and Transportation Strategy**

143 - 349

Recommendation:

1. That the report entitled Oakville Urban Mobility and Transportation Strategy dated February 1, 2022 from the Planning Services and Transportation and Engineering departments be received.
2. That the Oakville Urban Mobility and Transportation Strategy, dated November 2021, be endorsed as a lens through which staff and Council evaluate options and make decisions on the prioritization, design, operation and maintenance of town transportation infrastructure.
3. That the Oakville Urban Mobility and Transportation Strategy, dated November 2021, be endorsed as a guiding document to inform the preparation of upcoming town master plans and associated budgets.
4. That staff be directed to prepare and conduct a town-wide communication initiative in 2022 to inform residents and employers of the Oakville Urban Mobility and Transportation Strategy and its importance to the future of Oakville.

## **8. Confidential Discussion Item(s)**

*See confidential addendum to be distributed.*

### **8.1. OLT Appeal – 315 Glenashton Drive – February 15, 2022**

## **9. Advisory Committee Minutes**

**9.1. Heritage Oakville Advisory Committee Minutes - January 25, 2022**

350 - 353

Recommendation:

That the following recommendation pertaining to Item 4.2 of the Heritage Oakville Advisory Committee minutes from its meeting on January 25, 2022, be approved and the remainder of the minutes be received:

**4.2 Heritage permit application HP001/22-42.20K Erchless Estate at 110-114 King Street – New benches**

1. That Heritage Permit Application HP001/22-42.20K, as amended, for the installation of four new benches on the Erchless Estate grounds at 110-114 King Street, with design and material to be the same as the benches installed on Lakeshore Road in Downtown Oakville, as presented by staff at the meeting, be approved; and
2. That this heritage permit expire two years from the date of final approval by Council.

**10. Rise and Report**

**11. Consideration and Reading of By-Laws**

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

**11.1. By-law 2022-003**

A by-law to remove the Holding “H” Provision on lands described as Part of Lot 30, Concession 1, SDS (2477 Old Bronte Developments Inc., File No. Z.1430.33). (Re: Item 4.1)

**11.2. By-law 2022-015**

354 - 355

A by-law to declare that certain land is not subject to part lot control (Block 9, Plan 20M-1211 – MC Oakvillage GP Inc.).

**11.3. By-law 2022-018**

356 - 356

A by-law to confirm the proceedings of a special meeting of Council.

**12. Adjournment**

**\*13. Additional Correspondence**

357 - 403





OAKVILLE

## REPORT

### Planning and Development Council

Meeting Date: February 15, 2022

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**FROM:** Planning Services Department

**DATE:** February 1, 2022

**SUBJECT:** Holding Provision Removal, 2477 Old Bronte Developments Inc., Z.1430.33 - By-law 2022-003

**LOCATION:** 2475 Old Bronte Road (formerly 2467-2477 Old Bronte Road)

**WARD:** Ward 4

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#### RECOMMENDATION:

1. That the application (File No.: Z.1430.33) submitted by 2477 Old Bronte Developments Inc., to remove the Holding Provision “H1” from the lands generally located at 2475 Old Bronte Road, be approved.
2. That By-law 2022-003, a By-law to remove the holding provision “H1” from Zoning By-law 2014-014, as amended, be passed.

#### KEY FACTS:

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

- The general purpose of the “H1” holding provision is to ensure that prior to redevelopment: sufficient infrastructure is available; that required land conveyances are completed; and, that necessary infrastructure improvements have been designed and fully funded.
- The “H1” holding removal criteria was reviewed concurrent with site plan application SP.1430.042/01 which proposes to redevelop the subject lands with an 8 storey 131 unit mixed use building with ground floor commercial and conservation of the designated “Wettlaufer House”.
- As part of the foregoing, servicing of the proposed development was reviewed, land conveyances dedicated, and agreements entered into which provide the design and funding of infrastructure improvements.
- All conditions relating to the removal of the “H1” holding provision have been satisfied.

## BACKGROUND:

### Proposal

The applicant is requesting to remove the “H1” holding provision from the subject lands.

### Location & Site Description

The subject lands are located in Palermo Village, on the east side of Old Bronte Road, south of Dundas Street West, and are known municipally as 2475 Old Bronte Road (formerly 2467-2477 Old Bronte Road).

### Site Plan Application

Site plan application SP. 1430.042/01 proposes to redevelop the subject lands with an 8 storey 131 unit mixed use building with ground floor commercial together with conservation of the designated “Wettlaufer House”. The “Wettlaufer House” is a 2-1/2 storey red brick residence which is proposed to be relocated, integrated and converted as part of a lounge for the proposed mixed use building along the Old Bronte Rd frontage.



Figure 1: Applicant's Old Bronte Road Elevation of Proposed Mixed Use Building

The Owner has entered into a Heritage Easement Agreement and a Site Plan Agreement with the Town. As part of the Site Plan Agreement, a road widening along Old Bronte Road was dedicated to the Town, streetscape works were designed, funded and secured, and servicing of the proposed mixed use

development was reviewed and confirmed. Removal of the “H1” holding provision from the subject lands is required before final site plan approval can be granted.

**TECHNICAL & PUBLIC COMMENTS:**

Holding provision “H1” provides that the following conditions, as applicable, shall be completed to the satisfaction of the Town prior to removal by Town Council by passing a By-law under Section 36 of the *Planning Act*.

16.3.1.3 Conditions for Removal of the “H”	
The “H” symbol shall, upon application by the landowner, be removed by Town Council passing a By-law under Section 36 of the <i>Planning Act</i> . The following conditions, if and as applicable, shall first be completed to the satisfaction of the Town of Oakville:	
a)	That sufficient water and wastewater services are available to the satisfaction of the Regional Municipality of Halton and the <i>Town of Oakville</i> .
b)	The owner has entered into any required servicing agreement(s) with the <i>Town</i> regarding stormwater management.
c)	The completion of detailed design drawings required for the construction of <i>road</i> and <i>infrastructure</i> improvements.
d)	Registration on title of an agreement between the owner and the <i>Town</i> with respect to the <i>road</i> and <i>infrastructure</i> improvements. This agreement shall also address security and advancing of funds, or a letter of credit for the full cost of the <i>road</i> and <i>infrastructure</i> improvements.
e)	The registration on title of a Section 37 Agreement per the <u>Planning Act</u> .
f)	All required land conveyances have been undertaken.

Halton Region’s clearance regarding water and wastewater servicing required pursuant to ‘condition A’ is appended to this report as **Appendix “A”**. The remaining conditions related to stormwater management, road and infrastructure improvements and associated funding requirements, the applicability of a Section 37 Agreement (bonusing) and land conveyances were reviewed concurrently through site plan application SP.1430.042/01. As a result, the remaining conditions for removal of “H1” from the subject property have been satisfied through:

1. Registration of a site plan agreement on title of the subject property which addressed:
  - a. Review of site servicing including stormwater management together approved servicing plans and posting of site securities;

- b. Design of interim streetscape works along Old Bronte Road together with posting of associated site securities, and full funding of ultimate streetscape works; and,
- c. conveyance of a road widening along Old Bronte Road to the Town.

Pursuant to the Livable Oakville Plan, a Section 37 Agreement (bonusing) is not required to permit the proposed development.

**CONSIDERATIONS:**

**(A) PUBLIC**

Notification of intention to remove the “H1” or holding provision from the subject lands has been provided pursuant to Section 36(4) of the *Planning Act*.

**(B) FINANCIAL**

Securities have been posted by the applicant as part of registration of the Site Plan Agreement, to ensure the proposed site works are sufficiently completed. There are no other relevant financial considerations for the removal of the “H”.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

Halton Region has no objection to the removal of the “H1” holding provision from the subject lands.

**(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 generally complies with the sustainability objectives of Livable Oakville.

**CONCLUSION:**

Staff is satisfied that the requirements for the removal of the holding provision “H1” as it applies to 2475 Old Bronte Road has been satisfied. Staff recommends that Council approve the subject application and pass By-law 2022-003 which would have the effect of removing holding provision “H1” from the subject lands.

**APPENDICES:**

Appendix “A” – Halton Region Comments

Appendix “B” – By-law 2022-003

Prepared by:

Paul Barrette, MCIP, RPP

Senior Planner

Current Planning - West District

Recommended by:

Charles McConnell, MCIP, RPP

Manager

Current Planning – West District

Submitted by:

Gabe Charles, MCIP, RPP

Director - Planning Services

## Appendix A



Legislative and Planning Services  
The Regional Municipality of Halton  
1151 Bronte Road,  
Oakville, ON L6M 3L1  
Fax: 905.825.8822

September 13, 2019

Mr. P Barrette, Senior Planner  
Town of Oakville  
1225 Trafalgar Road  
Oakville, Ontario L6H 0H3

Dear Mr. Barrette:

**RE: Removal of "H" Holding Symbol  
Part of Lot 30, 20R-7258 Part 1 and 2 SDS  
2467 and 2477 Old Bronte Road  
Town of Oakville, Region of Halton  
File: Z.1430.33, Old Bronte Developments Inc.**

Regional Planning staff has reviewed the above application to remove the Holding Symbol (H1) for the subject lands and advise the following:

Zoning By-law 2014-014 has holding provisions that have the following Regional related condition for "H" removal which states that it shall, upon application by the landowner, be removed by way of an amending zoning bylaw from all or part of the lands subject to this provision when the following condition has been satisfied:

- a) That sufficient water and wastewater services are available to the satisfaction of the Regional Municipality of Halton and the Town of Oakville.

A 300mm dia. watermain is located on Old Bronte Road adjacent to the property. A 900mm dia. watermain is located on Old Bronte Road adjacent to the property. Please note that the applicant should undertake their own fire flow testing in the area in order to confirm the design requirements for domestic water supply and fire protection. A 825mm dia. sanitary sewer is located on Old Bronte Road adjacent to the property. A 300mm dia. sanitary sewer is located on Old Bronte Road adjacent to the property.

The site will be serviced from the existing sanitary sewer and watermain that is located adjacent to the site on Old Bronte Road. There are existing municipal services on Old Bronte Road that are available to service this development. When these services were designed, they were sized for the ultimate uses of the lands in this area and due to this Halton Region has determined that the above noted condition has been met.

Based on the above, Halton Region has no objection to the removal of the Holding Symbol as it applies to the above referenced lands.

**Regional Municipality of Halton**

HEAD OFFICE: 1151 Bronte Rd, Oakville, ON L6M 3L1  
905-825-6000 | Toll free: 1-866-442-5866

halton.ca 311



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Should you have any questions or require any additional information, please contact me at (905) 825-6000 extension 7109.

Yours truly,

  
Anne Gariscsak MCIP RPP  
Planner

Cc: Ron Mackenzie, Development Project Manager, Halton Region



**APPENDIX B**

**THE CORPORATION OF THE TOWN OF OAKVILLE**

**BY-LAW NUMBER 2022-003**

A by-law to remove the Holding "H" Provision on lands described as Part of Lot 30, Concession 1, SDS (2477 Old Bronte Developments Inc., File No. Z.1430.33)

**COUNCIL ENACTS AS FOLLOWS:**

1. Map 19(19a) of By-law 2014-014, as amended, is further amended by removing the holding symbol from the lands depicted on Schedule 'A' to this By-law.
2. This By-law comes into force upon the day it is passed.

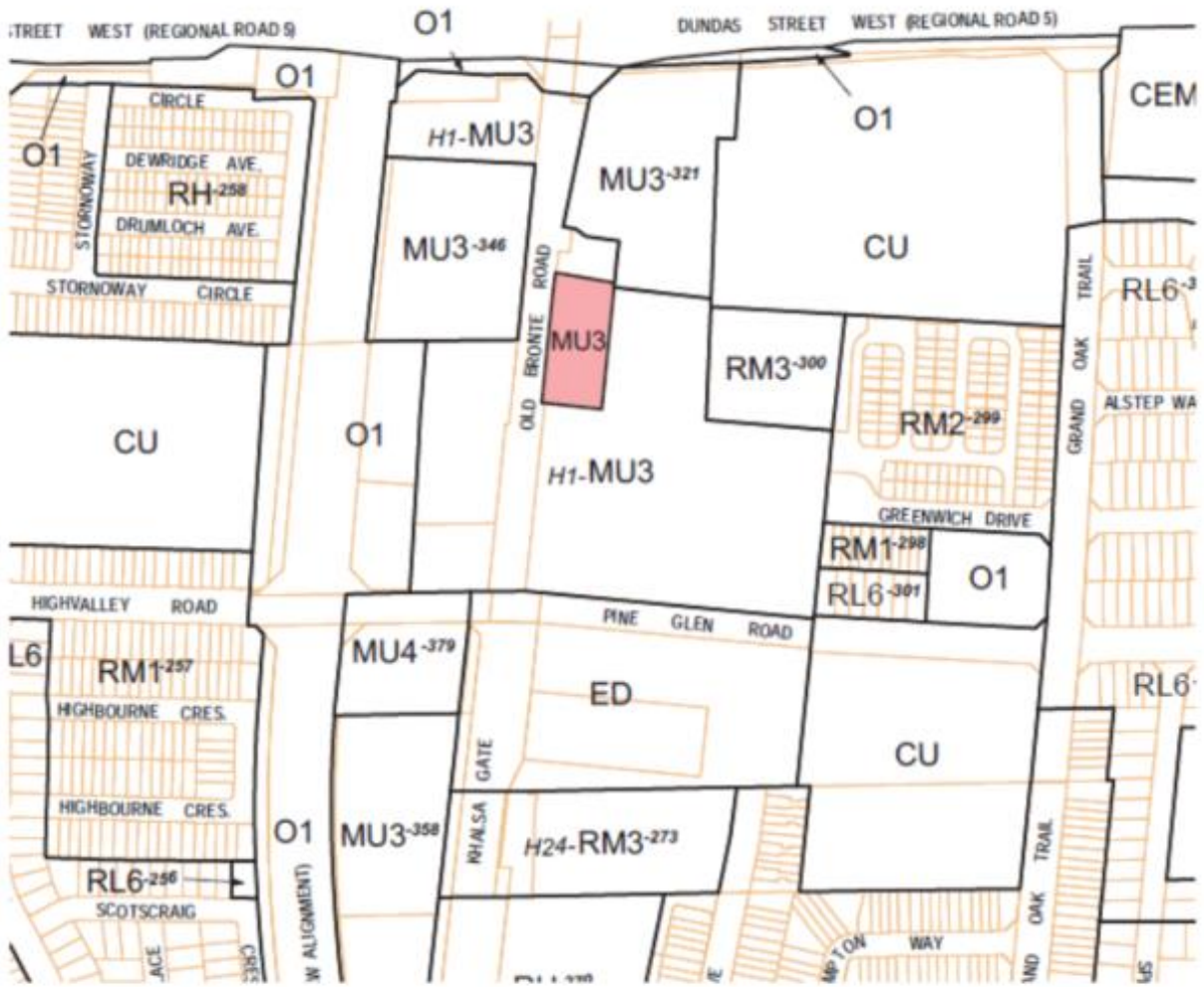
PASSED this 15<sup>th</sup> day of February, 2022

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CLERK



**SCHEDULE "A"**  
**To By-law 2022-003**



**AMENDMENT TO BY-LAW 2014-014**

Removal of H1 from the subject lands

EXCERPT FROM MAP  
19 (19a)



SCALE 1 : 4000



OAKVILLE

## REPORT

### Special Planning and Development Council Meeting

Meeting Date: February 15, 2022

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**FROM:** Planning Services Department

**DATE:** February 1, 2022

**SUBJECT:** Recommendation Report, Draft Plan of Condominium, MC Oakvillage GP Inc. (Minto Communities Canada), File No.: 24CDM-21007/1312 – 348 Wheat Boom Drive

**LOCATION:** 348 Wheat Boom Drive

**WARD:** Ward 7

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#### **RECOMMENDATION:**

That the Director of Planning Services be authorized to grant draft plan approval to the Draft Plan of Condominium (24CDM-21007/1312) submitted by MC Oakvillage GP Inc., and prepared by R-PE Surveying Ltd. dated November 9, 2021, subject to the conditions contained in Appendix A of the Planning Service Report dated February 1, 2022.

#### **KEY FACTS:**

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

- A draft plan of common element condominium application has been submitted to create a private road, landscaping and walkways.
- Condominium tenure would allow for the transfer of 32 individual townhouse units to the future owners.
- The development received final site plan approval (SP.1312.011/01) on November 6, 2020.
- No circulated internal departments or external agencies raised concerns with the application.
- Staff recommends approval to the draft plan of common element condominium subject to the conditions outlined in Appendix A.

#### **BACKGROUND:**

The purpose of this report is to provide a full staff review of the application and a recommendation on the proposed draft plan of common element condominium application consisting of a private road, landscaping and walkways.

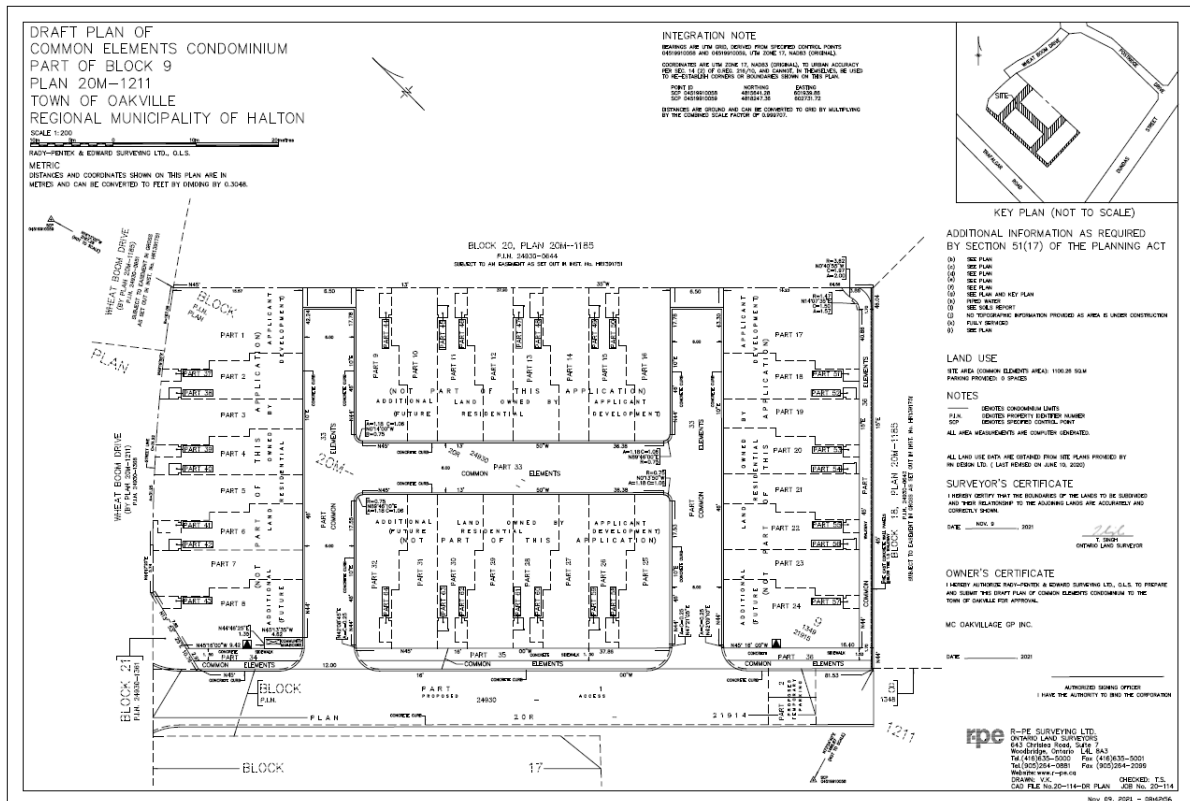
Upon registration of the condominium, the condominium corporation will be created and responsible for the management of the development.

A site plan application (SP.1316.011/01) was submitted on August 15, 2019, and the applicant received final site plan approval on November 6, 2020. The associated Site Plan Agreement is registered on title and the buildings are currently occupied.

The draft plan of condominium application was submitted on November 30, 2021 by MC Oakvillage GP Inc. Draft plan approval and registration of the plan will allow for the creation of the condominium with a private road, landscaping and sidewalk common elements. The applicant has submitted a Part Lot Control application to create the freehold parcels that will be tied to the common elements condominium.

**Proposal**

The applicant is proposing a common element condominium consisting of a private road, landscaping and walkways to serve the four, three-storey townhouse buildings containing a total of 32 units as shown on Figure 1.



**Figure 1: Draft Plan of Condominium**

### **Location & Site Description**

The subject property is approximately 0.4 hectares in size and is located on the south side of Wheat Boom Drive, east of Trafalgar Road and west of Athabasca Common. The site currently contains the four blocks of townhouse units with the internal private road, landscaping and walkways, as shown on Figure 2.



**Figure 2:** Site Bird's Eye View (South-east)

### **Surrounding Land Uses**

The surrounding land uses are predominately residential, with an adjacent natural area (Athabasca Pond) to the south, as shown on Figure 3.





**Figure 3:** Air Photo Map

**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

**Provincial Policy Statement**

The Provincial Policy Statement (2020), the ‘PPS’, is intended to promote a policy led system, which recognizes 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 by promoting a compact development form. All planning decisions must be consistent with the PPS.

Draft plan of condominium applications deal with property tenure of otherwise previously approved developments. At the time of Site Plan approval, the subject lands were reviewed for consistency with the PPS, and the development was determined to be consistent with the PPS.

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### **Growth Plan**

The 2020 Growth Plan for the Greater Golden Horseshoe, the ‘A Place to Grow’ is a long-term plan that intends to manage growth, build complete communities, curb sprawl and protect cultural heritage resources and the natural environment. All planning decisions are required to conform to the Growth Plan.

Draft plan of condominium applications deal with property tenure of otherwise previously approved developments. At the time of Site Plan approval, the subject lands were reviewed for conformity with the Growth Plan, and the development was determined to be in conformity with the Growth Plan.

### **Halton Region Official Plan**

The subject lands are designated as ‘Urban Area’ in the 2009 Regional Official Plan. The Urban Area is “planned to accommodate the distribution of population and employment for the Region and the four Local Municipalities”. One of the objectives of the Urban Area (Policy 72(1)) is 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”.

The proposed draft plan of condominium conforms with the Regional Official Plan, given the proposed development represents compact development and healthy communities where residents can walk to commercial and service businesses as well as to transit facilities.

The Region of Halton has no objection or conditions to the application, subject to the conditions outlined in Appendix A.

### **North Oakville East Secondary Plan**

The subject lands are designated as ‘Trafalgar Road Urban Core Area’, as identified on NOE2, Land Use Plan in the North Oakville East Secondary Plan. The development conforms to the applicable policies of the Oakville Official Plan.

### **Zoning By-law**

The subject lands are zoned GU sp:66 – General Urban Special Provision 66 as shown on Figure 4. As a standard Condition of Approval for all developments, the applicant will be required to confirm that the “as built” development complies with the Zoning By-law, prior to registration.

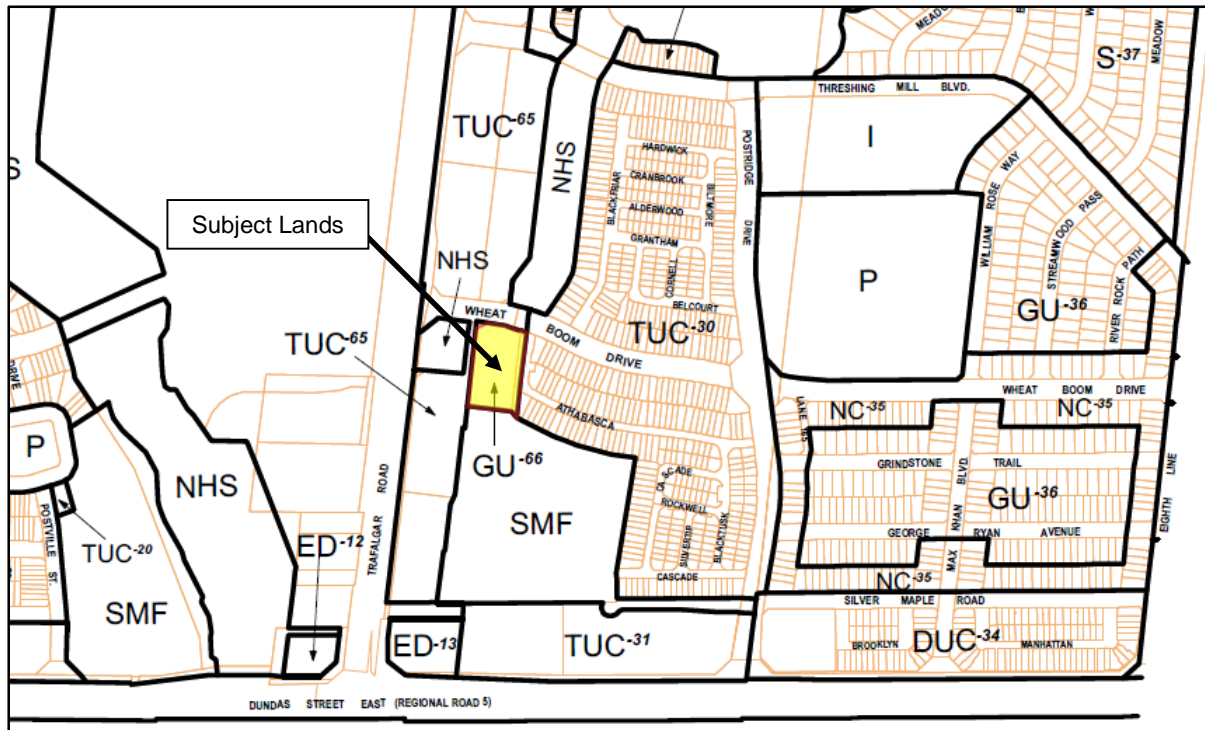


Figure 4: Except from the North Oakville Zoning By-law 2009-189

**PLANNING ANALYSIS:**

Through the review and approval of the site plan application the development has been subject to detailed technical analysis. Specifically, the following matters were addressed through previous processes:

- Built form and site layout;
- Elevations;
- Pedestrian circulation;
- Landscaping and urban design;
- Grading and stormwater management;
- Site servicing;
- Vehicle movements;
- Conformity with the North Oakville East Secondary Plan; and,
- Compliance with the Zoning By-law

The financial obligations of the developer as it relates to the construction of the development have been addressed through the site plan approval process. Required on-site and off-site works are secured by a letter of credit collected through the preparation of the site plan agreement registered on title. A letter was received from the trustee of North Oakville Community Builders Inc. (the North Oakville landowners group) indicating that the owner of the subject lands is a

signatory to both the North Oakville Cost Sharing Agreement and the North Oakville Master Parkland Agreement and that the owner is a party in good standing under both agreements.

The draft plan of condominium application was circulated to internal departments and external agencies for comments and there were no issues raised. Draft Plan of Condominium conditions have been included in Appendix A.

The proposed plan of condominium meets the criteria established in Section 51(24) of the *Planning Act* and is consistent with the North Oakville East Secondary Plan.

### **CONCLUSION:**

Staff recommends approval of the application, subject to the conditions in Appendix A, as the application is consistent with the Provincial Policy Statement, does not conflict with provincial plans or to the Region of Halton Official Plan, has regard for matters of Provincial interest, and represents good planning. Further the application is consistent with the North Oakville East Secondary Plan and Zoning By-law 2009-189. The following requirements have been satisfied:

- The proposed plan of condominium meets the criteria established in Section 51(24) of the *Planning Act*;
- The proposed plan of condominium is consistent with the PPS, conforms to the Growth Plan, conforms to the North Oakville East Secondary Plan, and complies with the Zoning By-law regulations applicable to the subject lands;
- A full circulation has been undertaken and there are no outstanding financial or planning issues to be resolved, subject to the conditions within Appendix A;
- The development has been granted final Site Plan approval, where site servicing, grading and stormwater management, landscaping, urban design, and financial obligations were addressed through conditions of Site Plan approval;
- Building permits have been issued in accordance with the approved Site Plan;
- There is no need for a Condominium Agreement as all financial, design, and technical requirements have been addressed through the Site Plan approval process.
- Opportunities for public participation were provided as part of the previous subdivision and rezoning application processes.
- Approval of the draft plan of condominium is necessary to create the common elements and is appropriate for the orderly development of the lands.



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**CONSIDERATIONS:**

**(A) PUBLIC**

Public input opportunities were provided through the subdivision, and zoning approval processes. No public comments were received with respect to this application.

**(B) FINANCIAL**

Financial requirements specific to construction, such as the payment of development charges and parkland requirements, have been satisfied. A standard condition of approval has been included to ensure that the property taxes are paid to date.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

None of the circulated departments/agencies raised any issues with respect to the proposal. Any relevant conditions have been included within the draft plan of condominium conditions listed in Appendix A.

**(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 proposal complies with the sustainability objectives of Climate Change Adaptation Initiative.

**APPENDICES:**

Appendix A – Draft Plan of Condominium Conditions

Prepared by:

Brandon Hassan, MCIP, RPP  
Planner, Current Planning – East District

Recommended by:

Leigh Musson, MCIP, RPP  
Manager, Current Planning – East District

Submitted by:

Gabe Charles, MCIP, RPP  
Director, Planning Services

## Appendix A – Draft Plan of Condominium Conditions

### TOWN OF OAKVILLE CONDITIONS FOR FINAL APPROVAL FOR THE REGISTRATION OF THE DRAFT PLAN OF CONDOMINIUM BY MC Oakvillage GP Inc.

This approval applies to the Draft Plan of Condominium (File 24CDM-21007/1312) submitted by MC Oakvillage GP Inc., prepared by R-PE Surveying Ltd. dated November 9, 2021, for a private road, landscaping and sidewalk common elements. The final plans are to be reviewed and cleared to the satisfaction of the Town of Oakville.

The Town of Oakville conditions applying to the approval of the final plan for registration of MC Oakvillage GP Inc., Draft Plan of Condominium (File 24CDM-21007/1312) are as follows:

<b>CONDITIONS</b>	<b>CLEARANCE AGENCY</b>
<b>GENERAL</b>	
1. That the owner provides confirmation to the satisfaction of the Town's Finance Department that all outstanding property taxes have been paid prior to plan registration.	<b>OAK(F)</b>
2. That the owner provides any necessary easements to the satisfaction of the Town (if necessary).	<b>OAK(L)</b>
3. The owner provide a certificate signed by the surveyor and the owner that the plan proposed to be submitted for registration is the same as the latest (most recent) draft approved plan and, if the plans are not the same, that any differences between the proposed registered plan and the latest draft plan are accepted/approved by the Town.	<b>OAK (A)</b>
4. The Owner shall provide a certificate from the Owner's engineer stating that all servicing, grading, drainage, overland flow route, and stormwater management requirements, and base asphalt paving have been completed in accordance with the plans and conditions in the original site plan agreement, or that arrangements to the satisfaction of the Director of Transportation and Engineering have been made for their completion.	<b>OAK (DS)</b>
<b>LEGAL</b>	
5. The Owner shall file with the Director of Planning, a complete copy of the final version of the Declaration and Description to be registered, which includes the following schedules: <ul style="list-style-type: none"><li>a. Schedule "A" containing statement from the declarant's solicitor that in this or her opinion, based on the parcel register or abstract index and the plans and drawings recorded in them, the legal description is correct and any easements mentioned in the schedule will exists in law upon the registration of the Declaration and Description; and</li><li>b. Schedule "G" being the certification of the project engineer and/or architect that all buildings have been constructed in accordance with the regulations under the Condominium Act.</li></ul>	<b>OAK (L)</b>

- When the Owner files a copy of the Declaration with the Director of Planning, it shall be accompanied with a letter of undertaking, stating that, “This is our undertaking to register the Declaration in the same form and content as was provided to you, subject to any changes the Land Registrar may require. This is also our undertaking to provide you with a registered copy of the Declaration once it is registered. If the Land Registrar requires any amendments to the Declaration we will advise you.”

The Owner shall include in Schedule “A” to the condominium declaration all necessary and appropriate easements to the satisfaction of the Town, including but not limited to:

- c. Access easement over the adjoining private driveway in favour of the condominium, to the satisfaction of the Towns Legal Department; and
- d. Temporary easement over the adjoining private driveway for two visitor parking spaces which shall remain in place until two visitor parking spaces are granted to the condominium in the underground garage being constructed beside the condominium by way of a permanent easement or ownership of two parking units

The declaration shall include a clause notifying the owners of the temporary visitor parking and specifying that the visitor parking shall form part of the common elements or be an asset of the corporation, and shall not be used or sold to unit owners or third parties, or be considered part of the exclusive use portions of the common elements.

**ZONING**

- 6. a. That the owner/applicant confirms as-built compliance with the Zoning By-law and that any deficiencies be brought into compliance with the Zoning By-law through the Committee of Adjustment and/or a Zoning By-law amendment prior to plan registration.
- b. Confirmation is required that accommodation for the two required visitor parking spaces which are located on the adjacent property (Block 8 Plan 20M-2011) have been accommodated within the proposed development which abuts the property including any easements that are required, to be registered in the condominium declaration to the satisfaction of the Planning and Legal Departments.

**OAK (Z)**

**HALTON REGION**

- 7. a. That the Owner provide an updated Truck Turning Template illustrating all turning radius to the satisfaction of Halton Region.
- b. That the Declarant provide a letter stating that the Condominium Corporation will provide private waste collection of garbage, recycling and green cart services, to the satisfaction of the Region of Halton.
- c. That the Declarant provides confirmation that all agreements of purchase and sale shall include a Notice Letter/ Acknowledgment informing the prospective purchasers that the site will be serviced by private waste collection in the Purchaser’s welcome package, to the satisfaction of the Region of Halton.

**RMH**

Where purchase agreements have already been signed, an amended welcome package shall be provided and the change indicated.

- d. That the following is inserted in the Condominium Declaration to the satisfaction of Halton Region:

*“That the proposed development, as designed, does not comply with the Regional Guidelines for Development Design Guidelines for Source Separation of Solid Waste and as such is not eligible for Regional Waste Collection.”*

### **CLOSING CONDITIONS**

8. Prior to signing the final plan the Director of Planning Services shall be advised that all conditions have been carried out to the satisfaction of the relevant agencies, and that a brief but complete statement detailing how each condition has been satisfied has been provided. **OAK (A)**

All of the above conditions shall be satisfied within 3 years of the granting of draft approval, being *Month Day, Year*. (Date of Draft Approval to be inserted as the day after the last date for appeals if no appeals are received). **OAK (A)**

### **NOTES – The owner is hereby advised:**

1. If the condominium is not registered within 3 years of the date of draft plan approval, then this approval shall be null and void and the plans and drawings must be resubmitted to the Town of Oakville for approval.
2. Fees are required by Halton Region and may be required by the Local Municipality for each extension to draft approval and for major revisions to the draft plan or conditions.
3. It should be noted that Educational Development Charges are payable in accordance with the applicable Education Development Charge By-law and are required at the issuance of a building permit. Any building permits that are additional to the maximum unit yield that is specified by the Subdivision Agreement are subject to Education Development Charges prior to the issuance of a building permit, at the rate in effect at the date of issuance.

### **Halton Region: Requirements at the time of registration**

- Final draft condominium plans signed and dated by the Owner, Surveyor and initialed by the Town’s Planner
- Regional Registration fee
- Registry Office review form (Appendix D Form (Formerly Schedule J Form)).
- Letter from Applicant/Owner indicating how the Region’s conditions of draft approval have been addressed.

### **LEGEND – CLEARANCE AGENCIES**

- OAK (A)      Town of Oakville – Planning Administration  
OAK (F)      Town of Oakville – Finance

OAK (L)	Town of Oakville – Legal
OAK (DS)	Town of Oakville – Development Services Department
OAK (Z)	Town of Oakville – Building Services Department, Zoning Section
OAK (T)	Town of Oakville – Transportation and Engineering
RMH	Regional Municipality of Halton



OAKVILLE

## REPORT

### Special Planning and Development Council

Meeting Date: February 15, 2022

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**FROM:** Planning Services Department

**DATE:** February 1, 2022

**SUBJECT:** **Public Meeting Report, 70 Old Mill Road, 2317511 Ontario Inc., Official Plan and Zoning By-law Amendment, Z.1614.77**

**LOCATION:** 70 Old Mill Road

**WARD:** Ward 3 Page 1

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#### RECOMMENDATION:

1. That the public meeting report prepared by the Planning Services Department dated February 1, 2022, be received.
2. That comments from the public with respect to the proposed Official Plan and Zoning By-law Amendment applications submitted by 2317511 Ontario Inc. (File No.: Z.1614.77), 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:

- The Owner of the subject property, has submitted an Official Plan Amendment and Zoning By-law Amendment application to facilitate a residential development proposal consisting of a twelve storey building, with a total of 154 residential units, and underground parking.
- The subject property is located within the Midtown Oakville Growth Area at the northwest corner of Old Mill Road and Cornwall Road and is planned to accommodate intensification and high density growth.
- The proposal exceeds the density permitted within the High Density Residential land use designation as well as the heights and number of units permitted within Special Provision 191 and therefore requires amendments to the Official Plan and the Zoning By-law to permit the proposal.

- The application will be considered under Bill 108, which provides for a 120-day timeline before an appeal can be filed for lack of decision. The application was deemed complete on November 1, 2021. The statutory timeframe for processing this application expires on March 1, 2022.
- The applicant held a Virtual Public Information Meeting on September 9, 2021. The applicant did not record the number of attendees that accessed the meeting, however nine members of the public actively participated by asking questions and providing feedback.

### **BACKGROUND:**

The purpose of this report is to introduce the planning application as part of the statutory public meeting. Council will hear public delegations on the application, ask questions of clarification and identify matters for consideration. The report is to be received and no recommendations on the application are being made at this time.

The Old Mill properties, including this site, have a redevelopment history that started in 1994 when the property was rezoned by Genstar Development Company Ltd., to permit residential apartment buildings and multiple family dwellings as well as a health club and local commercial uses. By-law 1994-144 included regulations for 285 residential dwelling units for the entire parcel (1.75 ha) and 2,300 m<sup>2</sup> of commercial uses. The construction of 50 Old Mill Road (ten storeys) was completed in 1999, and 60 Old Mill Road (ten storeys) was constructed in 2000.

In 2001, Oakridge Heights Limited submitted a rezoning application to increase the maximum height of 40 Old Mill Road to sixteen storeys and to permit an additional 22 units at 70 Old Mill Road. The application was refused by the Town of Oakville and resulted in an Ontario Municipal Board hearing that focused on the development of the lands at 40 Old Mill Road, and a decision to permit a twelve storey residential building which had the effect of increasing the number of residential units across the four sites to 307 units. The OMB decision did not address 70 Old Mill Road and required a separate rezoning application to be submitted for that property.

In 2013, 2317511 Ontario Inc., submitted a rezoning application for 70 Old Mill Road for a nine storey mixed use building. By-law 2013-106 was approved and amended the previous zoning by-law approvals and provided further regulations for the empty lot at 70 Old Mill Road. The effect of this by-law was to limit the number of units to 29 (plus a superintendent unit), provide a maximum height at 36.0 metres and reduce the amount of commercial space to 155 m<sup>2</sup>.

In 2015, the Owner of the property (2317511 Ontario Inc.) submitted a site plan application to permit the construction of a nine storey building with 29 residential units and a superintendent suite that was consistent with special provision 191 of By-law 2014-014. The application received conditional site plan approval, and permits were

issued for excavation and shoring as final approval was imminent. The below grade site works were underway when the Provincial Covid-19 order to cease non-essential construction was issued on April 4, 2020. While construction was halted, the Owner of the lands reached out to Town Staff to discuss opportunities to increase density on the site given its proximity to the GO station.

**Proposal**

The applicant has submitted an Official Plan Amendment and Zoning By-law Amendment application to permit the development of a 12 storey residential building on lands known municipally as 70 Old Mill Road.





Figure 1: Air Photo

The building is proposed to accommodate 154 residential units with 166 parking spaces, inclusive of visitor parking, in an underground parking garage. The development will also include 67 bicycle parking spaces. Vehicular access is proposed from Old Mill Road. The overall site plan is included as Figure 2 and the site plan for 70 Old Mill Road is shown below in Figure 3.

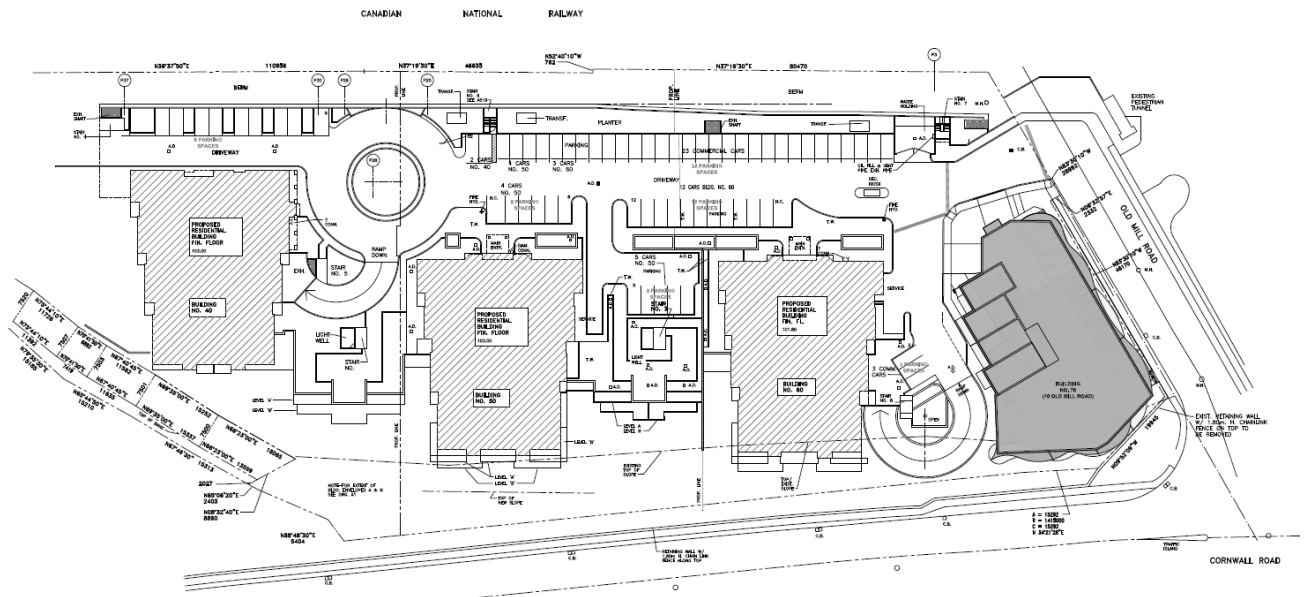


Figure 2: Context Plan identifying 70 Old Mill (grey building) to the east of 60, 50 and 40 Old Mill Road

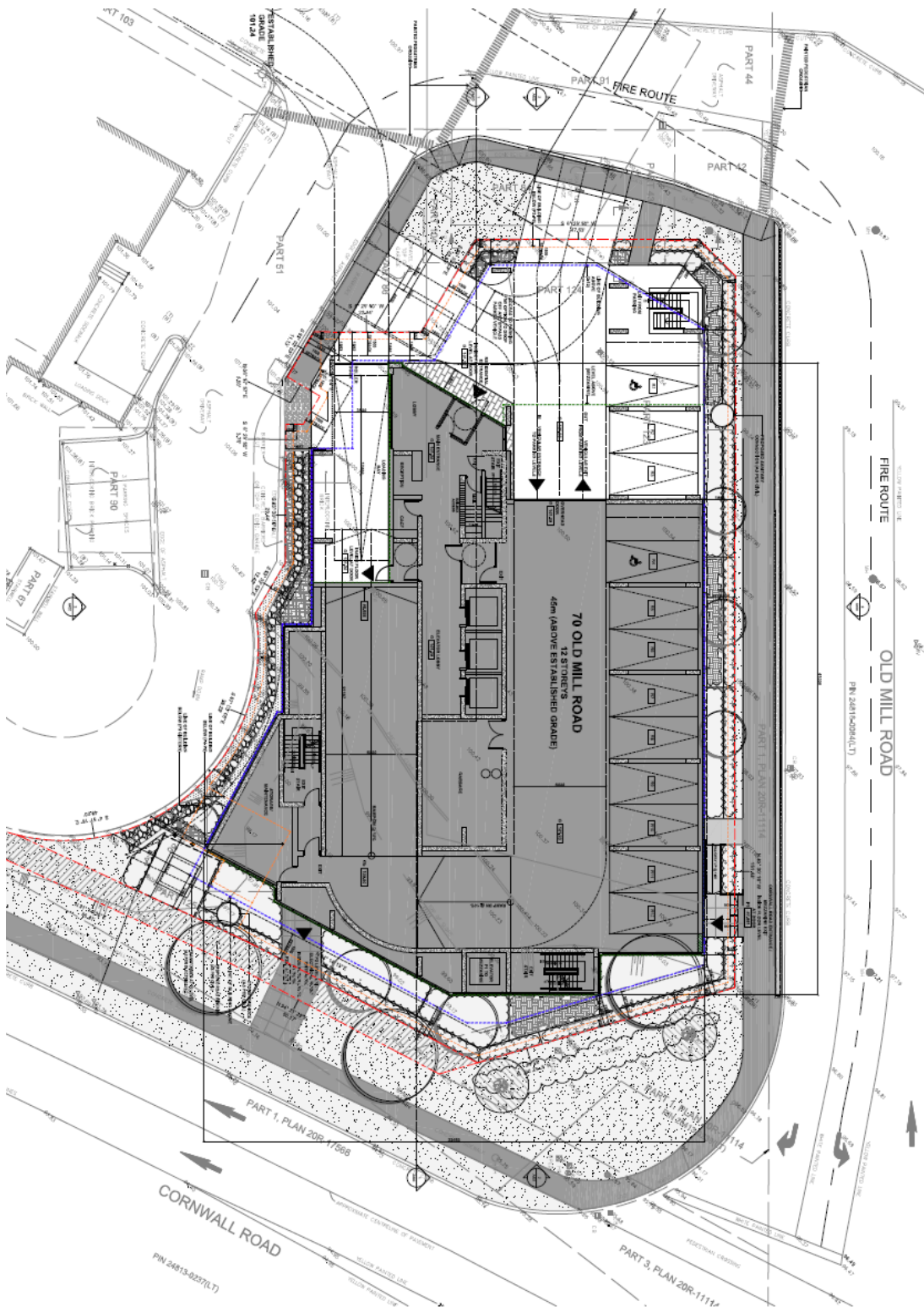


Figure 3: Site Plan



The proposed height falls within the Livable Oakville High Density Residential designation which permits a maximum 12 storeys, however the density exceeds the maximum 185 units per site hectare. The applicant is seeking an amendment to the Official Plan to increase the density limits to 264 units per site hectare. The applicant has also applied to amend the zoning by-law to permit an increase in height from 9 to 12 storeys and to remove the existing 29 unit cap on the site and allow for a maximum of 154 residential dwelling units. In addition, the applicant proposes modifications to the existing zoning to allow for the development as proposed with regard to yard setbacks, parking ratios, etc. The draft by-law submitted by the applicant is included as Appendix 'A'.

Figure 4 provides a conceptual rendering of 70 Old Mill in context with the existing buildings along Old Mill Road.



Figure 4: Conceptual rendering of 70 Old Mill Road looking west towards 60, 50 and 40 Old Mill Road

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## **Location & Site Description**

The subject lands are located within the Midtown Oakville growth area, a designated *Urban Growth Centre* by the Province. The property is located on the south side of the Oakville GO/VIA Lakeshore West Line, which is the hub of this *major transit station area*. The site has direct pedestrian access to the station. From a *Growth Plan* perspective, Midtown Oakville is considered a major transit station area within a designated settlement area.

The subject property is the last of the four building sites on Old Mill Road to develop. The entire property is 1.75 ha and 70 Old Mill Road has a lot area of approximately 0.158 hectares. The lot has 46.17 metres of frontage on Old Mill Road and 19.95 metres on Cornwall Road.

## **Surrounding Land Uses**

The surrounding land uses are as follows:

North: Canadian National Railway/Lakeshore West Line

East: Old Mill Road and the Oakville GO parking garage

South: Cornwall Road

West: 40, 50 and 60 Old Mill Road residential towers

## **PLANNING POLICY & ANALYSIS:**

The properties are 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* Plan; and,
- Zoning By-law 2014-014

Policy excerpts are included as Appendix 'B'.

## **Provincial Policy Statement (2020)**

The Provincial Policy Statement (2020) ('PPS') is intended to promote a policy led system, which recognizes 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 compact development form 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.

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The PPS 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.

The subject lands are located within a settlement area, which is to be the focus of growth and development. The land use patterns within the settlement areas are based on densities, and a mix of land uses that, among other matters, efficiently use land and resources, appropriately use the infrastructure and public service facilities that are planned or available and are transit supportive.

The future recommendation report will provide a full review of the development proposal in accordance with the PPS (2020).

### **Growth Plan for the Greater Golden Horseshoe**

The Growth Plan (2019) 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 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, and expand convenient access to transportation options.

The subject lands are located within an identified “Built-Up Area” and a “Settlement Area”, and are located adjacent to a “Priority Transit Corridor”, The lands are also within an “Urban Growth Centre” where intensification is encouraged to efficiently make use of the existing infrastructure, municipal servicing availability and convenient access to services that meet the daily needs of residents. Key principles, set out in Section 1.2.1 include prioritizing intensification and higher densities to make efficient use of land and infrastructure and support transit viability while at the same time considering adjacent uses, compatible built form and transitioning.

Support for the development of complete communities and transit supportive development is emphasized in Section 2.1:

*“To support the achievement of complete communities that are healthier, safer, and more equitable, choices about where and how growth occurs in the GGH need to be made carefully. Better use of land and infrastructure can be made by directing growth to settlement areas and prioritizing*

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*intensification ... concentrating new development in these areas provides a focus for investment in transit as well as other types of infrastructure and public service facilities to support forecasted growth, while also supporting a more diverse range and mix of housing options. It is important that we maximize the benefits of land use planning as well as exciting and future investments in infrastructure so that our communities are well-positioned to leverage economic change.”*

In addition, the Growth Plan establishes intensification targets for development within “Delineated Built-Up Areas”, stating in Section 2.1 the importance:

*“...on optimizing the use of the existing urban land supply represents an intensification first approach to development and city-building, one which focuses on making better use of our existing infrastructure and public service facilities, and less on continuously expanding the urban area.”*

The Town of Oakville is included within these areas and it is anticipated that a minimum of 50 percent of all residential development occurring annually will be within the delineated built-up area.

## **Halton Region Official Plan**

The subject lands are designated “Urban Area” in 2009 Regional Official Plan (ROP). The Urban Area is “planned to accommodate the distribution of population and employment for the Region and the four Local Municipalities”. The policies of the Urban Area designation (Policy 72 of Part III) support a form of growth that is compact and supportive of transit and reduces the dependence on the private automobile, and the development of vibrant and healthy mixed-use communities which afford maximum choices for housing, work and leisure. The Urban Area is intended to facilitate and promote intensification and increased densities by attracting a significant portion of population growth, and by achieving higher densities than the surrounding areas that will, in turn, support transit and active transportation for everyday activities.

The subject lands are within the identified “Built-Up Area”. Regional Phasing policies to 2021 require the Town of Oakville to intensify within the built boundary. 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.

Halton’s planning vision for a healthy community is found in Policy 31(3) stating that a healthy community is physically designed to minimize the stress of daily living and meet the life-long needs of its residents where a full range of housing, social, health and recreational opportunities are present and where mobility is provided primarily through an affordable, convenient, safe and efficient public transportation system.

The subject lands are approximately 400 metres from the Midtown GO/VIA Transit Station to the platforms at the station. Policy 80 provides that Major Transit Station Areas (including Metrolinx-designated Mobility Hubs) are areas for a higher concentration of residential and employment uses with development densities and patterns supportive of public transit and pedestrian traffic. Policy 81(1) states that it is the policy of the Region to direct development with higher densities and mix of uses to Intensification Areas and to require Local Municipalities to do the same.

### **Livable Oakville Plan**

The subject lands are located within the Midtown Growth Area that is planned to accommodate intensification and high density growth in accordance with the policies of *Livable Oakville*:

**Section 2.2.1 b)** reinforce the Town's Urban Structure:

*"b) direct the majority of growth to identified locations where higher density, transit and pedestrian oriented development can be accommodated."*

### **Section 2.2.2**

*"Providing choice throughout the Town in order to:*

- a) Enable the availability and accessibility of a wide range of housing, jobs, and community resources to meet the diverse needs of the community through all stages of life;*
- b) Providing choices for mobility by linking people and places with a sustainable transportation network consisting of roads, transit, walking and cycling trails; and,*
- c) Foster the Town's sense of place through excellence in building and community design."*

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.

### Urban Structure

*Schedule A1, Urban Structure*, of the *Livable Oakville Plan* provides the basic structural elements for the Town. The Town's urban structure most recently updated through Official Plan Amendment 15 provides for nodes and corridors, where higher intensity forms of mixed use growth that would support frequent transit service are to be accommodated. Nodes include the Town's growth areas, such as Midtown Oakville. These areas will accommodate intensification through development and redevelopment.

As part of the Town's Official Plan Review, the growth area reviews will examine the policies introduced through *Livable Oakville* in 2009. The Midtown Oakville Review is underway and will account for revised growth targets (existing population and



employment, and the addition of residential units) to align with the PPS, Growth Plan and Halton Region’s Integrated Growth Management Strategy.

The subject lands are identified on *Schedule A1 – Urban Structure* and within a *Regional Transit Node* and a Provincial Priority Transit Corridor. Regional Transit Nodes are located at key locations to integrate with the town-wide transportation system and to provide a focus for transit supportive development.

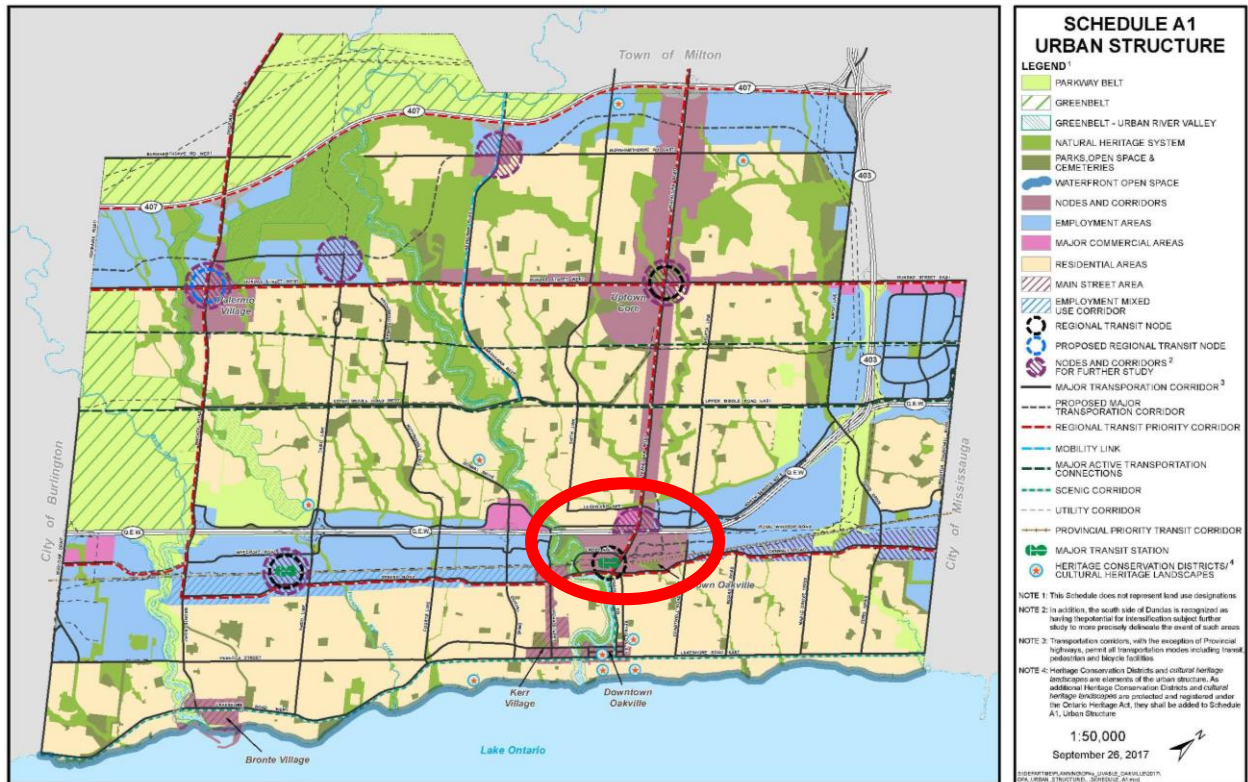


Figure 5a: Urban Structure –Schedule A1



Figure 5b: Urban Structure –Schedule A1- Extract

The development proposal for the subject lands responds to provincial and municipal land use directions to assess opportunities within designated growth areas and corridors for intensification. To efficiently utilize the site, as well as the location to a priority transit corridor, the applicant is requesting an Official Plan Amendment to allow for an increase in density beyond what is currently available through the in-effect land use designations in the *Livable Oakville Plan* and ahead of the Midtown Oakville Growth Area Review being completed.

#### Official Plan Objectives

The subject lands are located within the Midtown Oakville growth area. The site is designated High Density Residential on Schedule L1: Midtown Oakville Land Use Plan in the *Livable Oakville Plan*, shown in Figure 6. Policies within Part D of the Official Plan state that the Residential High designations have a density range up to 185 units per site hectare.

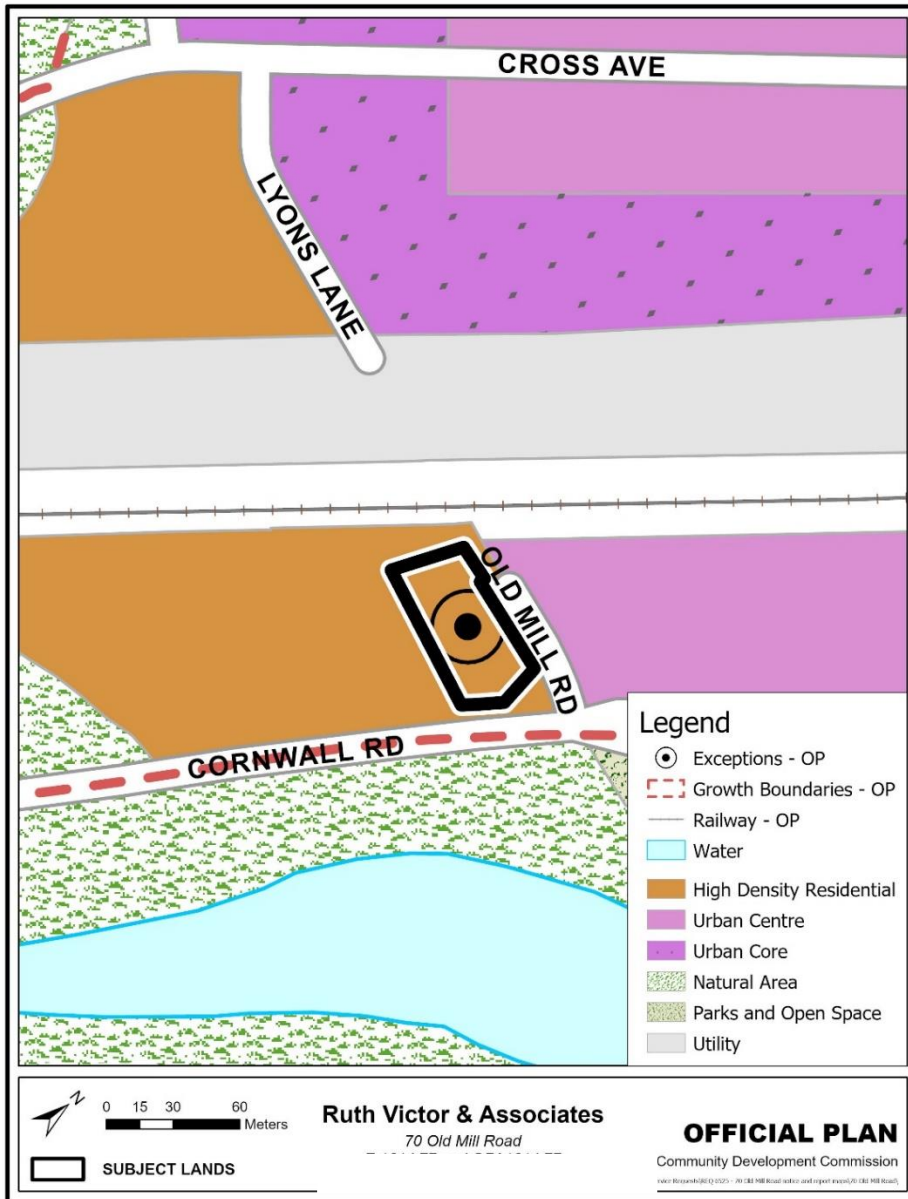


Figure 6: Official Plan Land Use Excerpt

Schedule L2: Midtown Oakville Building Heights identifies building heights for the subject lands as six to twelve storeys.



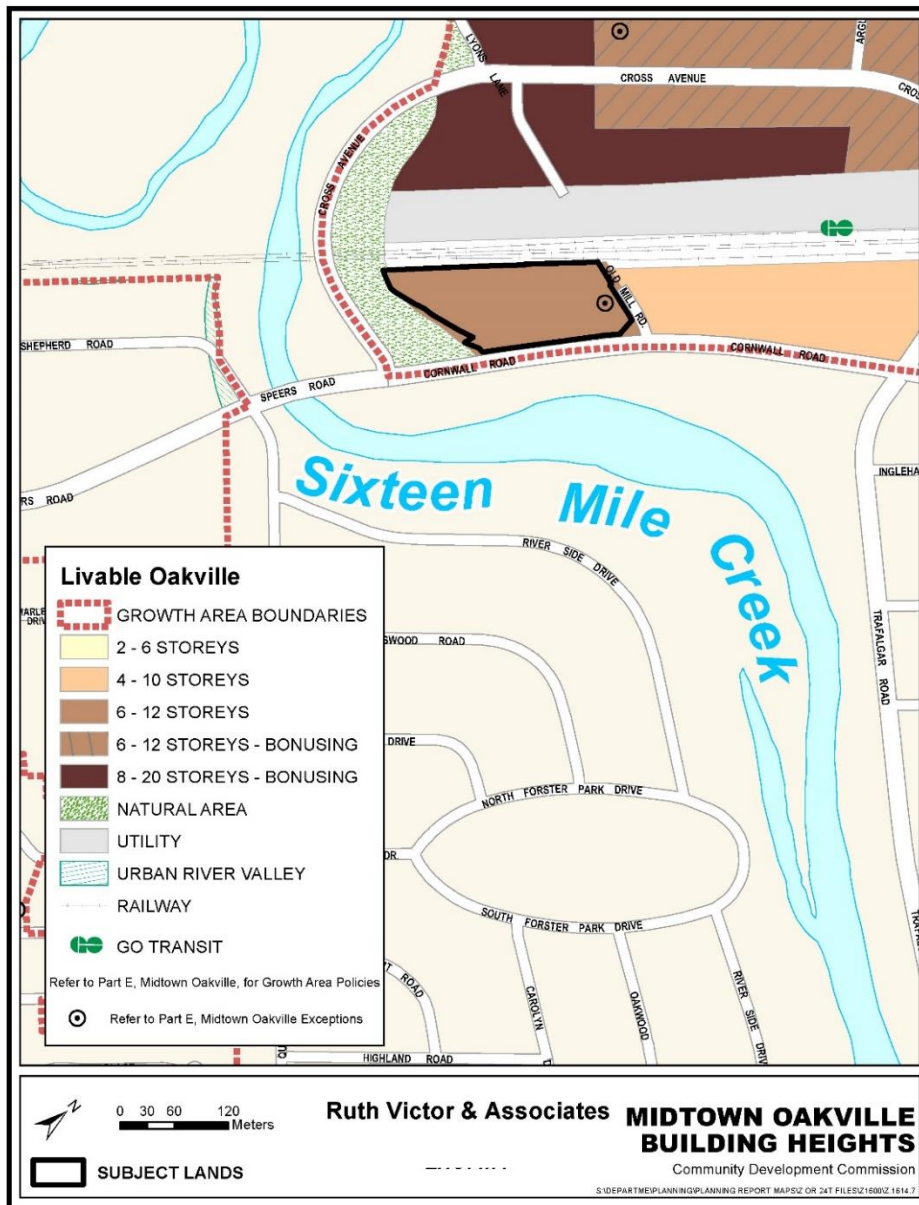


Figure 7: Official Plan Building Heights Excerpt

Section 20 of the *Livable Oakville Plan* states that:

*“Midtown Oakville is one of 25 areas identified as an urban growth centre in the Province’s Growth Plan for the Greater Golden Horseshoe: Places to Grow, 2006 (the Growth Plan). Urban growth centres are to be transit-supportive regional focal areas that accommodate a significant portion of future population and employment growth in the Greater Golden Horseshoe.”*

The goal for Midtown Oakville, through development and redevelopment, will be the creation of a vibrant, transit-supportive mixed use community and Employment Area. The subject lands are located within the Cornwall District which is planned to include a mix of use uses and taller residential buildings located in the vicinity of Sixteen Mile Creek and Trafalgar Road.

### Urban Design Requirements

The proposal is being reviewed in context of the Livable by Design Urban Design Manual and the Designing Midtown Oakville guidance document. The Livable by Design Manual provides a comprehensive and detailed design direction for development to ensure new development is integrated with its surroundings and results in projects that are functional, support community vitality, and improve the overall livability of the area.

The location of the site within Midtown Oakville, fronting onto Old Mill Road and Cornwall Road, adjacent to the Lakeshore West rail line will play an important role in the evaluation of the urban design principles used on this site. Relevant urban design policies can be found in Section 20.4.2 – Urban Design.

- a) *In addition to the urban design policies of this Plan, development and the public realm shall address the urban design direction provided in the Livable by Design Manual and the Designing Midtown Oakville document.*
- b) *Midtown Oakville shall be designed as a regional destination and an urban centre with a focus on creating a safe and attractive public realm that encourages walking, cycling and transit use. New development shall support this objective through its form, scale and detail.*
- c) *A network of public spaces, of varying sizes and activity, should be planned for Midtown Oakville to support residents and employees throughout.*
- d) *Development shall promote safe, convenient and attractive pedestrian access to transit stops or stations. Barriers, such as boundary fences, shall be discouraged.*
- e) *It is intended that some of the town's tallest buildings locate in Midtown Oakville. These buildings shall be designed to the highest architectural quality and detail to create landmark buildings and contribute to a distinct skyline.*

### Zoning By-law (2014-014)

The subject lands are zoned Residential High (RH-191), shown in Figure 8 below. The current zoning has a maximum height of 36 metres and a residential unit cap of 29 units. A copy of the applicant's proposed draft by-law is included as Appendix 'A' to this report.

The applicant proposes to amend the current special provision and rezone the property with the following modifications:

- Minimum and maximum yard flexibility
- Maximum height provisions
- Maximum height of rooftop mechanical equipment
- Regulating the number of dwelling units
- Minimum number of parking spaces for unit owners and visitors

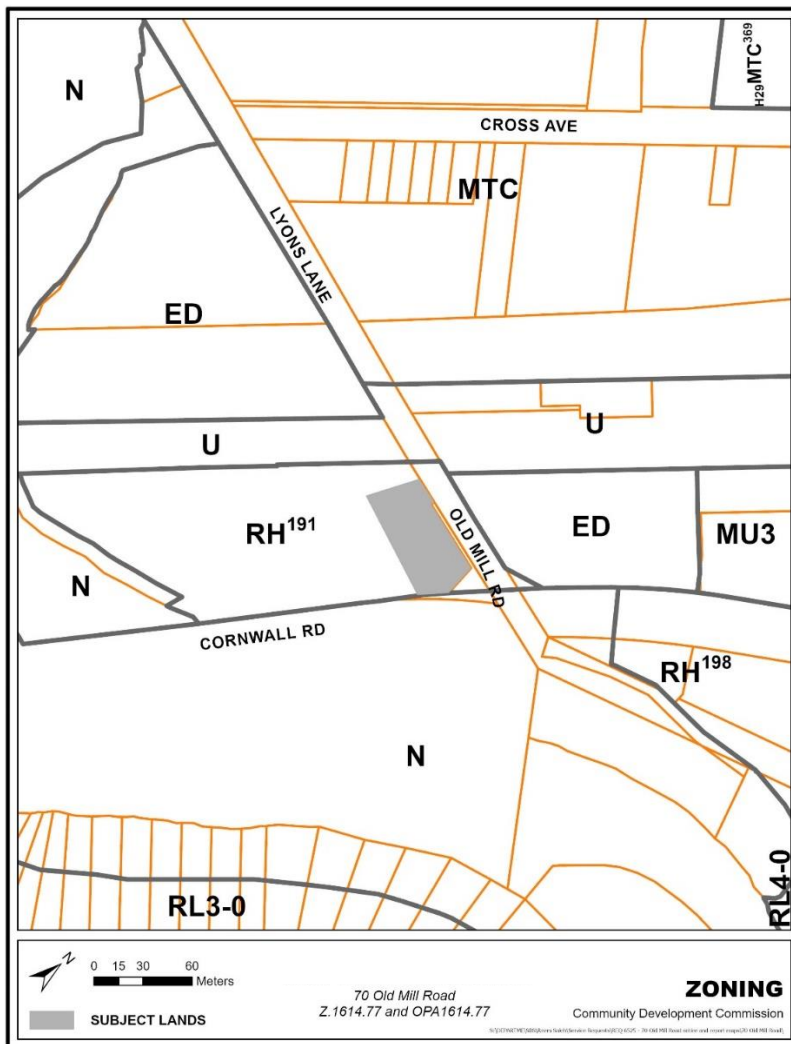


Figure 8: Zoning Excerpt

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## TECHNICAL & PUBLIC COMMENTS

The proponent has provided technical 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 accessible on the Town's website at: <https://www.oakville.ca/business/da-39703.html>.

- Planning Justification Report
- Site Plan
- Building Elevations and Coloured Renderings
- Grading and Servicing Plans
- Functional Servicing and Stormwater Management Report
- Urban Design Brief
- Transportation Impact Assessment
- Shadow Impact Analysis
- Landscape Plan
- Arborist Report
- Noise Study
- Phase 1 Environmental Site Assessments
- 3-D model

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

The following reflects issues and matters that have been identified 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.
- 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 policies regarding density, intensification, transit-supportive and to ensure there is adequate water and wastewater capacity available in accordance with regional regulations and policies.
- Does the proposal contribute to the healthy communities objectives identified by the Region for meeting the life-long needs of its residents by offering additional housing units, daily services, recreational opportunities and access to convenient and efficient public transportation?

- Does the proposal support Metrolinx's RTP 2041 planned delivery of the future rail improvements for the Midtown Oakville Mobility Hub along the Lakeshore Line?
- Conformity with Livable Oakville policies including whether the development proposal is appropriate for its context.
- Does the proposal meet the intent of the High Density Residential land use policies as well as the intensification objectives of the Midtown Oakville growth area by appropriately addressing building height, density, massing and form while meeting intensification targets?
- Does the proposal meet the locational criteria for a transit-supportive development that will adhere to the Town's Transportation Master Plan goals of encouraging transit use and modal shifts from single occupant vehicles?
- Compliance with Designing Midtown and the Livable by Design Guidelines Parts A and C, including scale, massing, maximum floorplate standards for tall buildings and shadow impacts.
- Is the proposal contextually appropriate and designed to complement the adjacent condominium buildings (40, 50 and 60 Old Mill Road) with minimal negative impacts on the existing Old Mill Road residents?
- Will the Shared Use Facilities Agreement between the condo boards for the four residential properties need to be updated to reflect the increase in density, the expansion of the waste storage area and the shared use of the surface visitor parking spaces?
- Will the proposal contribute to the transit supportive environment as well as the envisioned public realm of the *major transit station area*?
- Does the Cornwall Road/Old Mill Road building façade and treatment of the ground floor enhance the public-private interface?
- Justification for the proposed modifications to the Official Plan policies to permit the increase in density in this location.
- Justification for the proposed modifications to the parent zoning by-law ensuring the proposed zoning by-law amendment appropriately implements the vision of the Livable Oakville Plan and that of the proposed Official Plan Amendment.



- 
- Establishment of an appropriate parking standard for residential parking including visitor parking.
  - Assessment of the transportation impacts on the existing local road network.
  - Travel Demand Management (TDM) measures proposed for consideration that will support a resident's choice to use transit or other means of alternative transportation.

### **Public Comments**

Public comment received to date is included as Appendix 'C' to this report. Comments received at this public meeting will be considered and included in a forthcoming recommendation report.

### **CONSIDERATIONS:**

#### **(A) PUBLIC**

Notice for the public meeting has been distributed in accordance with the *Planning Act*. In addition, as of January 1, 2022, the Town has implemented extended notification limits for development applications from 120 metres to 240 metres.

A Virtual Public Information Meeting was held by the applicant on September 9, 2021. Nine members of the public actively participated in the virtual meeting by asking questions and providing feedback.

#### **(B) FINANCIAL**

Development charges and parkland dedication would be applicable to this application.

#### **(C) IMPACT ON OTHER DEPARTMENTS & USERS**

The application is currently in circulation to internal departments and public agencies for comment.

#### **(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 Plan. The proposal will also be reviewed in the context of Council declaring a Climate Change Emergency on June 24, 2019, and where there are opportunities to reduce the development footprint of the proposal and the future residents.

**CONCLUSION:**

Planning staff will continue to review the proposed application, including departmental, agency and public feedback and report back to Council with a recommendation. No further notice is required, however, written notice of any future public meetings will be provided to those who have made written or oral submissions.

**APPENDICES:**

Appendix A: Applicant's Draft Zoning By-law  
Appendix B: Provincial Policy Excerpts  
Appendix C: Public Comment

Prepared by:  
Tricia Collingwood, MCIP, RPP  
Senior Planner

Recommended by:  
Leigh Musson, MCIP, RPP  
Manager, Current Planning – East District

Submitted by:  
Gabriel A.R. Charles, MCIP, RPP  
Director, Planning Services

## APPENDIX A – Applicant’s Draft Zoning By-law

### THE CORPORATION OF THE TOWN OF OAKVILLE

#### BY-LAW NUMBER 2022-XXX

A by-law to amend the Town of Oakville Zoning By-law

2014-014 to permit the use of lands described as

PT LTS 14 & 15, CON 3 TRAFALGAR, SOUTH OF DUNDAS STREET

70 Old Mill Road

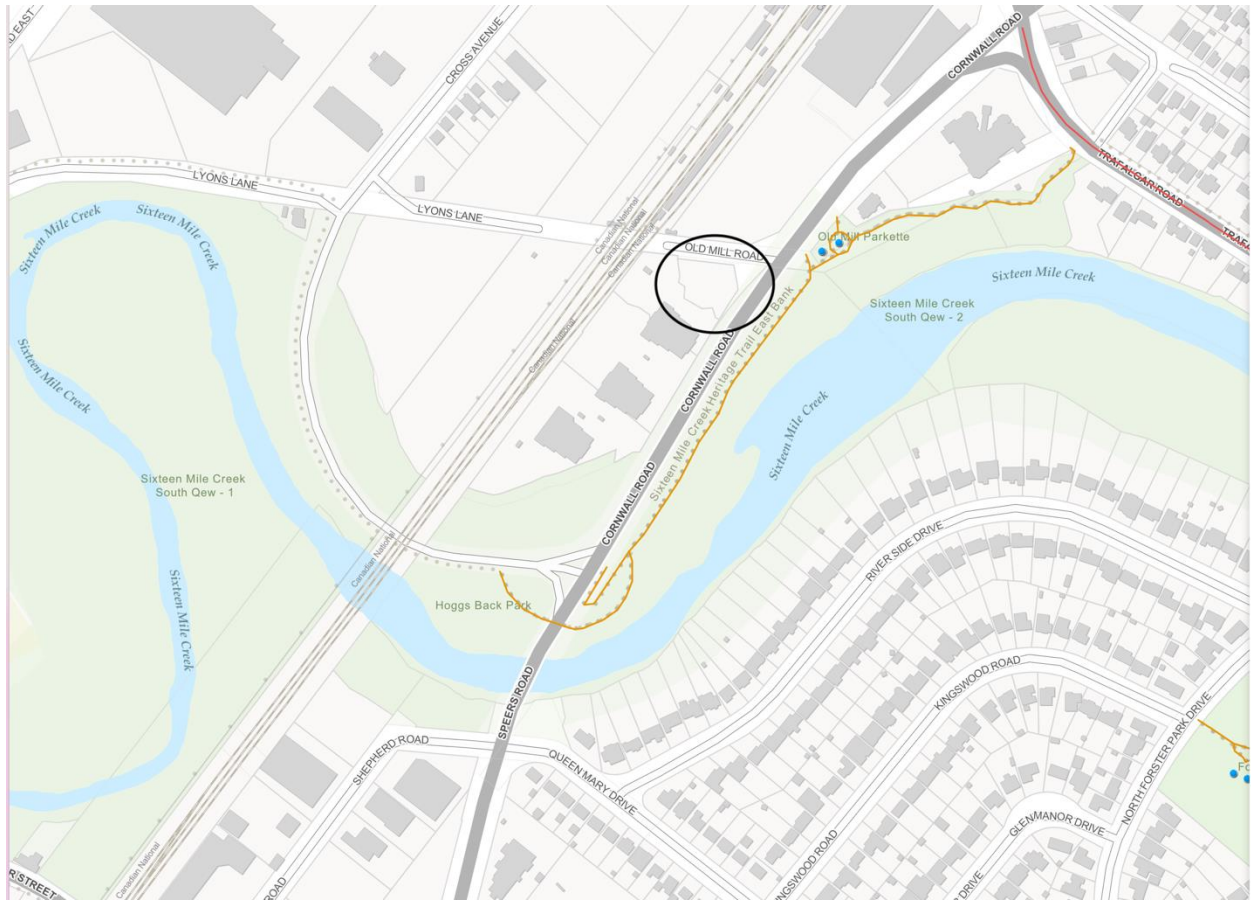
1. Map 91(8b) of By-law 2014-014 is amended by rezoning the lands as depicted on Schedule ‘A’ to this By-law.
2. Part 15, Special Provision 191, of By-law 2014-014 is amended by deleting Subsection 15.191.1.
3. Part 15, Special Provision 191, of By-law 2014-014 is amended by deleting Subsection 15.191.3 and by replacing it with a new Subsection 15.191.3 as follows:

Map 19 (8b)	70 Old Mill Road Part of Lots 14 &15, Concession 3 S.D.S.	Parent Zone: RH
<b>15.191.3 Additional Zone Regulations for Block 2 lands</b>		
The following additional regulations apply to lands identified as Block 2 on Figure 15.191.1:		
a)	Minimum front yard (Cornwall Road)	1.8 m
b)	Minimum flankage yard (Old Mill Road)	1.8 m
c)	Minimum interior side yard (limit of part 26, 20R-13750)	1.5 m
d)	Minimum below grade setback	0.0 m
e)	Minimum yard abutting a railway corridor	30.0 m
f)	Maximum height	46 m above established grade
g)	Maximum number of storeys	12 plus mezzanine
h)	Maximum number of dwelling units	154
k)	Maximum allowable projection for a balcony	Shall not apply

l)	Minimum number of parking spaces for apartment dwellings identified as Block 2 on Figure 191.1	???
m)	Subsection 15.191.4 d) is not applicable to Block 2 lands	
n)	Minimum landscaping coverage	10%
o)	Maximum lot coverage	Shall not apply
p)	Minimum setback for a surface parking area from a building along the main walls oriented towards the south (interior side lot line)	0.0 m
q)	Minimum width of landscaping required along the boundary of a surface parking area	0.0 m

4. Figure 15.191.2 is deleted.

**SCHEDULE "A"**  
**To By-law 2022-XXX**



**PROPOSED AMENDMENT**

Rezoned from SP 15.191 to SP 15.191 Revised

To Residential High Density (RH sp: YYY) EXCERPT FROM MAP

19(8b)

## APPENDIX B – Provincial Policy and Growth Plan Excerpts

### Provincial Policy Statement

The Provincial Policy Statement (2020) ('PPS') is intended to promote a policy led system, which recognizes 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 by promoting a compact development form.

The subject lands are located within a settlement area, which are to be the focus of growth and development (policy 1.1.3.1). The land use patterns within the settlement area based on densities and a mix of land uses that, among other matters, efficiently use land and resources, appropriately use the infrastructure and public service facilities that are planned or available and are transit supportive.

### Part V: Policies

#### 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

1.1.1 – Healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- d) avoiding development and land use patterns that would prevent the efficient expansion of *settlement areas* in those areas which are adjacent or close to *settlement areas*;
- e) promoting the integration of land use planning, growth management, *transit-supportive* development, *intensification* and *infrastructure* planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;

- g) ensuring that necessary *infrastructure* and *public service facilities* are or will be available to meet current and projected needs;
- h) promoting development and land use patterns that conserve biodiversity; and
- i) preparing for the regional and local impacts of a changing climate.

1.1.2 Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines. However, where an alternate time period has been established for specific areas of the Province as a result of a provincial planning exercise or a *provincial plan*, that time frame may be used for municipalities within the area.

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

Nothing in policy 1.1.2 limits the planning for *infrastructure*, *public service facilities* and *employment areas* beyond a 25-year time horizon.

### 1.1.3 Settlement Areas

Settlement areas are urban areas and rural settlement areas, and include cities, towns, villages and hamlets. Ontario's settlement areas vary significantly in terms of size, density, population, economic activity, diversity and intensity of land uses, service levels, and types of infrastructure available.

The vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities. Development pressures and land use change will vary across Ontario. It is in the interest of all communities to use land and resources wisely, to promote efficient development patterns, protect resources, promote green spaces, ensure effective use of infrastructure and public service facilities and minimize unnecessary public expenditures.

1.1.3.1 *Settlement areas* shall be the focus of growth and development.

1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;
- b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for unjustified and/or uneconomical expansion;
- c) minimize negative impacts to air quality and climate change, and promote energy efficiency;
- d) prepare for the *impacts of a changing climate*;
- e) support active transportation;
- f) are transit-supportive, where transit is planned, exists or may be developed; and
- g) are freight-supportive.

Land use patterns within *settlement areas* shall also be based on a range of uses and opportunities for *intensification* and *redevelopment* in accordance with the criteria in policy 1.1.3.3, where this can be accommodated

1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for *transit-supportive* development, accommodating a significant supply and range of *housing options* through *intensification* and *redevelopment* where this can be accommodated taking into account existing building stock or areas, including *brownfield sites*, and the availability of suitable existing or planned *infrastructure* and *public service facilities* required to accommodate projected needs.

1.1.3.4 Appropriate development standards should be promoted which facilitate *intensification*, *redevelopment* and compact form, while avoiding or mitigating risks to public health and safety.

1.1.3.5 Planning authorities shall establish and implement minimum targets for *intensification* and *redevelopment* within built-up areas, based on local conditions. However, where provincial targets are established through *provincial plans*, the provincial target shall represent the minimum target for affected areas.

1.1.3.6 New development taking place in *designated growth areas* should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, *infrastructure* and *public service facilities*.

## 1.2 Coordination

- 1.2.1 A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies and boards including:
- a) managing and/or promoting growth and development that is integrated with *infrastructure* planning;
  - b) economic development strategies;
  - c) managing natural heritage, water, agricultural, mineral, and cultural heritage and archaeological resources;
  - d) *infrastructure*, *multimodal transportation systems*, *public service facilities* and *waste management systems*;
  - e) ecosystem, shoreline, watershed, and Great Lakes related issues;
  - f) natural and human-made hazards;
  - g) population, housing and employment projections, based on *regional market areas*; and



- h) addressing housing needs in accordance with provincial policy statements such as the Policy Statement: Service Manager Housing and Homelessness Plans.

## 1.4 Housing

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

Upper-tier and single-tier municipalities may choose to maintain land with servicing capacity sufficient to provide at least a five-year supply of residential units available through lands suitably zoned to facilitate *residential intensification* and *redevelopment*, and land in draft approved and registered plans.

1.4.2 Where planning is conducted by an upper-tier municipality:

- a) the land and unit supply maintained by the lower-tier municipality identified in policy 1.4.1 shall be based on and reflect the allocation of population and units by the upper-tier municipality; and
- b) the allocation of population and units by the upper-tier municipality shall be based on and reflect *provincial plans* where these exist.

1.4.3 Planning authorities shall provide for an appropriate range and mix of *housing options* and densities to meet projected market-based and affordable housing needs of current and future residents of the *regional market area* by:

- a) establishing and implementing minimum targets for the provision of housing which is *affordable* to *low and moderate income households* and which aligns with applicable housing and homelessness plans. However, where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipalities may identify a higher target(s) which shall represent the minimum target(s) for these lower-tier municipalities;
- b) permitting and facilitating:

1. all *housing options* required to meet the social, health, economic and well-being requirements of current and future residents, including *special needs* requirements and needs arising from demographic changes and employment opportunities; and
  2. all types of *residential intensification*, including additional residential units, and *redevelopment* in accordance with policy 1.1.3.3;
- c) directing the development of new housing towards locations where appropriate levels of *infrastructure* and *public service facilities* are or will be available to support current and projected needs;
  - d) promoting densities for new housing which efficiently use land, resources, *infrastructure* and *public service facilities*, and support the use of *active transportation* and transit in areas where it exists or is to be developed;
  - e) requiring *transit-supportive* development and prioritizing *intensification*, including potential air rights development, in proximity to transit, including corridors and stations; and
  - f) establishing development standards for *residential intensification*, *redevelopment* and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

## 1.6 Infrastructure and Public Service Facilities

- 1.6.1 *Infrastructure and public service facilities* shall be provided in an efficient manner that prepares for the *impacts of a changing climate* while accommodating projected needs.

Planning for *infrastructure* and *public service facilities* shall be coordinated and integrated with land use planning and growth management so that they are:

- a) financially viable over their life cycle, which may be demonstrated through asset management planning; and
- b) available to meet current and projected needs.

- 1.6.3 Before consideration is given to developing new *infrastructure* and *public service facilities*:

- a) the use of existing *infrastructure* and *public service facilities* should be optimized; and
- b) opportunities for adaptive re-use should be considered, wherever feasible.

- 1.6.4 *Infrastructure* and *public service facilities* should be strategically located to support the effective and efficient delivery of emergency management services, and to ensure the protection of public health and safety in accordance with the policies in Section 3.0: Protecting Public Health and Safety.
- 1.6.5 *Public service facilities* should be co-located in community hubs, where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and *active transportation*.

### **1.6.7 Transportation Systems**

- 1.6.7.1 *Transportation systems* should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs.
- 1.6.7.2 Efficient use shall be made of existing and planned *infrastructure*, including through the use of *transportation demand management* strategies, where feasible.
- 1.6.7.3 As part of a *multimodal transportation system*, connectivity with and among *transportation systems* and modes should be maintained and, where possible, improved including connections which cross jurisdictional boundaries.
- 1.6.7.4 A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future uses of transit and *active transportation*.

### **1.6.8 Transportation and Infrastructure Corridors**

- 1.6.8.1 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.
- 1.6.8.3 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, mitigate or minimize negative impacts on and from the corridor and transportation facilities.

## **Growth Plan (2019)**

The 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.”

### **Section 2.2 – Policies for Where and How to Grow**

#### **2.2.1 – Managing Growth**

2.2.1.2 Forecasted growth to the horizon of this Plan will be allocated based on the following:

- a. the vast majority of growth will be directed to settlement areas that:
  - i. have a *delineated* built boundary;
  - ii. have existing or planned *municipal water and wastewater systems*; and
  - iii. can support the achievement of *complete communities*;
  
- c. within *settlement areas*, growth will be focused in:
  - i. *delineated built-up areas*;
  - ii. *strategic growth areas*;
  - iii. locations with existing or planned transit, with a priority on *higher order transit* where it exists or is planned; and
  - iv. areas with existing or planned *public service facilities*;

2.2.1.4 Applying the policies of this plan will support the achievement of *complete communities* that:

- a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and *public service facilities*;
- b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
- c) provide a diverse range and mix of housing options, including second units and *affordable* housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes
- d) expand convenient access to:
  - i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
  - ii. public service facilities, co-located and integrated in community hubs;
  - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and

- iv. healthy, local, and affordable food options, including through urban agriculture;
- e) ensure the development of high quality compact built form, an attractive and vibrant public realm, including public open spaces, through site design and urban design standards;
- f) mitigate and adapt to climate change impacts, build resilience, reduce greenhouse gas emissions, and contribute towards the achievement of low-carbon communities; and
- g) integrate green infrastructure and low impact development.

### **2.2.2.3 – Delineated Built-up Areas**

All municipalities will develop a strategy to achieve the minimum intensification target and *intensification* throughout *delineated built-up areas*, which will:

- a) encourage *intensification* generally to achieve the desired urban structure;
- b) identify the appropriate type and scale of development and transition of built form to adjacent areas;
- c) identify *strategic growth areas* to support achievement of the intensification target and recognize them as a key focus for development;
- d) ensure lands are zoned and development is designed in a manner that supports the achievement of *complete communities*;
- e) prioritize planning and investment in *infrastructure* and *public service facilities* that will support *intensification*; and
- f) be implemented through official plan policies and designations, updated zoning and other supporting documents.

### **2.2.3 – Urban Growth Centres**

1. *Urban Growth Centres* will be planned:

- a) as focal areas for investment in regional *public service facilities*, as well as commercial, recreational, cultural and entertainment uses;
- b) to accommodate and support the transit network at the regional scale and provide connection points for inter-and intra-regional transit;
- c) to serve as high density major employment centres that will attract provincially, nationally or internationally significant employment uses; and
- d) to accommodate significant population and employment growth.

2. *Urban growth centres* will be planned to achieve, by 2031 or earlier, a minimum density target of 200 residents and jobs combined per hectare.

### **2.2.4 – Transit Corridors and Station Areas**

1. The *priority transit corridors* shown in Schedule 5 will be identified in official plans. Planning will be prioritized for *major transit station areas* on *priority transit corridors*, including zoning in a manner that implements the policies of this Plan.

9. Within all *major transit station areas*, development will be supported, where appropriate, by:
  - a. planning for a diverse mix of uses, including second units and *affordable housing*, to support existing and planned transit service levels;
  - b. fostering collaboration between public and private sectors, such as *joint development* projects;
  - c. providing alternative development standards, such as reduced parking standards; and
  - d. prohibiting land uses and built form that would adversely affect the achievement of *transit-supportive* densities.
  
10. Lands adjacent to or near to existing and planned *frequent transit* should be planned to be *transit-supportive* and supportive of *active transportation* and a range and mix of uses and activities.
  
11. In planning lands adjacent to or near *higher order transit* corridors and facilities, municipalities will identify and protect lands that may be needed for future enhancement or expansion of transit *infrastructure*, in consultation with Metrolinx, as appropriate.

### **2.2.6.3 – Housing**

To support the achievement of complete communities, municipalities will consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes

## **Section 3 – Policies for Infrastructure to Support Growth**

### **3.2.1 – Integrated Planning**

1. *Infrastructure* planning, land use planning and *infrastructure* investment will be co-ordinated to implement this Plan.
2. Planning for new or expanded *infrastructure* will occur in an integrated manner, including evaluations of long-range scenario-based land use planning, environmental and financial planning, and will be supported by relevant studies and should involve:
  - a) leveraging *infrastructure* investment to direct growth and development in accordance with the policies and schedules of this Plan, including the achievement of the minimum intensification and density targets in this Plan;
  - b) providing sufficient *infrastructure* capacity in *strategic growth areas*;
  - c) identifying the full life cycle of *infrastructure* and developing options to pay for these costs over the long-term; and
  - d) considering the impacts of a changing climate.
3. *Infrastructure* investment and other implementation tools and mechanisms will be used to facilitate *intensification* and higher density development in *strategic*

*growth areas*. Priority will be given to *infrastructure* investments made by the Province that support the policies and schedules of this Plan.

4. Municipalities will assess *infrastructure* risks and vulnerabilities, including those caused by the impacts of a changing climate, and identify actions and investments to address these challenges, which could be identified as part of municipal asset management planning.
5. The Province will work with public sector partners, including Metrolinx, to identify strategic infrastructure needs to support the implementation of this Plan through multi-year infrastructure planning for the transportation system and public service facilities.

### 3.2.2 – Transportation General

1. *Transportation system* planning, land use planning, and transportation investment will be co-ordinated to implement this Plan.
2. The *transportation system* within the *GGH* will be planned and managed to:
  - a. provide connectivity among transportation modes for moving people and for moving goods;
  - b. offer a balance of transportation choices that reduces reliance upon the automobile and promotes transit and *active transportation*;
  - c. be sustainable and reduce greenhouse gas emissions by encouraging the most financially and environmentally appropriate mode for trip-making and supporting the use of zero- and low-emission vehicles;
  - d. offer *multimodal* access to jobs, housing, schools, cultural, and recreational opportunities, and goods and services;
  - e. accommodate agricultural vehicles and equipment, as appropriate; and
  - f. provide for the safety of system users.
4. Municipalities will develop and implement *transportation demand management* policies in official plans or other planning documents or programs to:
  - a. reduce trip distance and time;
  - b. increase the *modal share* of alternatives to the automobile, which may include setting *modal share* targets;
  - c. prioritize *active transportation*, transit, and goods movement over single-occupant automobiles;
  - d. expand *infrastructure* to support *active transportation*; and
  - e. consider the needs of *major trip generators*.

## APPENDIX C – Public Comment

September 23, 2021

Hi Janet, Tricia and Dave,

Over the past 9 months a group of 3 directors from the Shared Facilities Committee at Oakridge Heights formed a 'working group' and have worked closely with the developer (Malvinder Singh) to fully understand his new plans for lot 70. While recognizing the varying interest of the residents, the interest of the developer and the Town's requirements and through much dialogue and collaboration, we were able to reach a conclusion that in principle meets all parties objectives. A key aspect of the negotiation was the developer agreeing to relinquish his easement rights and to ensure that all construction activity will be accessed within the lot 70 site..... no construction materials or vehicles will be stored on the existing Oakridge property. While there are still a number of studies to be provided e.g. traffic flow, shadow study, etc. the working group is in support of the plan submission. I am sending you this note on behalf of the Board of Directors for HSCC 482 confirming their support for the lot 70 plan submission.

Regards,  
Carl Rocha  
President HSCC 482

September 24, 2021

Message to the Town Staff and Councillors

Lot 70 Insignia Condos

Dave, Janet, Tricia

The Board of HCC 381 (50 Old Mill) supports "in principle" the proposed all residential development being planned for Lot 70.

This support "in principle" is conditional on the developer's release of the easements he holds on the ramps and underground drive aisles and ensuring that all construction (vehicles and storage of materials) is conducted off our common properties.

Several specific matters have been identified as requiring resolution. The working group is committed to continue to meet, discuss and find resolutions.

Regards,  
Kerry Bigas  
President HCC 381

September 25, 2021

Message to the Town Staff and Councillors

Lot 70

Dave, Janet, Tricia

The Board of HCC 397 (60 Old Mill) supports "in principle" an all-residential development being planned for Lot 70 subject to the filed site plan application being reviewed by our



development legal expert to ensure that the details provided to the working group are as stated by the developer.

This support “in principle” is conditional on the developer’s release of the easements he holds on the ramps and underground drive aisles and ensuring that all construction (vehicles and storage of materials) is conducted off our common properties.

Several specific matters have been identified as requiring resolution. The working group is committed to continue to meet, discuss and find resolutions.

Sandra Montgomery

Member of working group

Treasurer, Board of HCC 397

November 24, 2021

Hello,

I would just like to express my support of the revised project that permits a twelve storey apartment building on the site with 154 dwelling units.

I have been a resident of the Oakville Heights complex at ■ Old Mill road for over 20 years now.

Please inform me of the decision of the Town of Oakville on this matter.

Thank you,

Kerry Bigas

■ Old Mill Rd.

Oakville On.

L6J 7W1

November 29, 2021

Patti Timson – 50 Old Mill Road – voice mail message

“I am calling in complete support of 70 Old Mill Road and their proposal. I just think it is going to be lovely and cannot wait for them to get going and you have our complete support. I think that there have been some wonderful compromises made and everyone is doing their best. Density is important all over the province and I think this is the way to go, and it is a great looking building. Good luck to them, and I hope that they get their planning approved and get going quickly. Thank you very much.”

December 19, 2021

Increase density already dealt with by the Town (precedents reached with that 70 Old Mill lot)

By having allowed to increase from 4 storeys building lot 70 Old Mill Road at the initial stage of Oakridge Height complex of 4 distinct buildings, then to allow increase to 12-storey building (from 10) for lot 40 Old Mill Road, the town has already dealt with the number of maximum heights and should stay the same to keep some consistency with the town process and precedent. And not restart anew every time a developer concept failed to meet its

business plan. The town is not to side with Developer to make it a viable profitable business project.

Already, 12th storeys building height approved for 70 Lot will deface the linear proportion and view from a distance.

Traffic issues and number of dwelling units.

Previously, the town approved a 4 storeys building for lot 70. Then a 12 storeys were approved with 29 dwelling units with the party of the same developer. 29 units in the previous approved plan is not the same as 154 dwelling units in the same 12 stores building. Constraints and pressure would become on many perspectives. Even if a proposed plan of requesting half ( 77 dwelling units) would be proposed, the impact on the environment, both structural to meet the underground parking necessary and traffics are highly negative.

Environment impact and structural vulnerabilities - Town is accountable to allow development in either a flooding area or area of potential vulnerabilities to sustain heavy structure on land.

The whole area in the Oakridge Heights has an elevation with a sudden drop of several metres, with retaining walls in which sits 60, 50, 70 lot ( the retained wall was removed for 40 lot due to the excavation), to allow Cornwall St. to keep its integrity and a further drop of several more meters where sixteen miles creek curves on its west and south side the whole Oakridge Complex. Some area, no retained walls, but the soil shows vulnerabilities. Moreover, the 2 large stores underground parking under 40, 60, 70 showed experience of water infiltration.

In addition, the necessities to build further stores underground parking to accommodate 154 dwellings under 70 Lot creates instability and not compacted soil to sustain the weight of the 70 Lot building sitting on top.

Also, weather changes or mass rain that we may experience may create soil displacement or land slide. We are not in a flat zone. We are on top of a ravine created by glaciation, and we are at the edge of the drop toward sixteen-mile creek.

Another aspect that the open excavation of 70 lot has been present for many years, and may have contributed to vulnerabilities to water infiltration and/or deterioration of the adjacent 60 Old mill Structure.

Therefore, I recommend that if 12 storeys is kept and not reduce after the whole review that the number of dwellings shall not exceed the number of 2 storeys underground parking that match the other lots in the Oak Ridge Heights as a first measure of consideration for a structural point of view. The second, if some dwellings are sold without a parking lot, that multiplying by 2, the allowance from the current 29 dwelling units) to 60 dwelling units, may both give allowances to increase of units with traffic considerations. Exceeding that will fail the former and latter consideration by the Town.

### Ward 3 and MidTown - The edge

Oakville being the most livable town, its reputation is generated anchored with the old Oakville. One will not exist with the other. Mid town and uptown attraction are linked by the past wisdom to keep a town that does not look like most North American town and being unique! Proportion, Style, Perspective, Heights, colour, Materials, quality, longevity. Even though, a portion of the south Oakville station or via Rail/Go train Track is part of the high density, the Town should keep the same theme in Ward 3 that were respected in the past.

The current proposal with this developer present a contemporary white colour structure that within a few years will become grey. It is not sustainable for a building to deface all surrounding building and value.

I urge the Town to re-evaluate and reconsider that this white type structure in Ward 3 is not compatible with the Oakridge Height theme and the building design can improve dramatically a community's character.

#### Conclusion:

Based on the above, the number of storeys heights not to exceed 12 and maximum 60 dwelling units with maximum 2 underground storeys parking garage only, whichever allow sustainable traffics in relation to other buildings built and to be built and the Oakville Train Station activity and increase in population and Cornwall, Cross Road, Trafalgar Road, I asked the Town to reconsider from approving the re-zoning and site plan.

Thank You for your support!

Best regards,  
Katherine Chan  
Oakville



OAKVILLE

## REPORT

### Special Planning and Development Council

Meeting Date: February 15, 2022

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**FROM:** Planning Services Department

**DATE:** February 1, 2022

**SUBJECT:** Public Meeting Report, Official Plan Amendment, April Investments Ltd., 527079 Ontario Ltd., Trans County Development Corporation Ltd., and Oakville Developments (2010) Inc., 560-584, 550, 530 Kerr Street and 131, 171 Speers Road, File No. OPA. 1616.56

**LOCATION:** Northwest corner of Kerr Street and Speers Road

**WARD:** Ward 2

Page 1

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#### RECOMMENDATION:

1. That the public meeting report, prepared by the Planning Services Department dated February 1, 2022, be received.
2. That comments from the public with respect to the Official Plan Amendment application by April Investments Ltd., 527079 Ontario Ltd., Trans County Development Corporation Ltd., and Oakville Developments (2010) Inc., File No.: OPA. 1616.56, 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:

- **Nature of the Application:** This is an application for Official Plan Amendment only. Applications for zoning by-law amendments and site plan approvals would be required prior to any development taking place. At this time, no such applications have been filed with the exception of a previous zoning by-law amendment application in respect of 550 Kerr Street which is subject to an appeal to the Ontario Land Tribunal.

- 
- **Location:** The subject lands are comprised of 4.8 ha (11.8 acres)<sup>1</sup>, consisting of five property parcels which are occupied by commercial buildings and located at the northwest corner of Kerr Street and Speers Road.
  - **Applicants:** The applicants are comprised of the Owners of four of the five property parcels. While the Owner of 171 Speers Rd. is not an applicant, this property was included in the comprehensive development plan to demonstrate the potential full build-out of the whole block and coordinate implementation policies.
  - **Policy Context:** The subject lands are located within the Kerr Village Growth Area and designated 'Urban Core' which permits building heights ranging from eight to twelve storeys. Four storeys of additional height may be permitted pursuant to bonusing (total of 16 storeys). Within Kerr Village, the subject lands are located within the Upper Kerr Village District. This District is planned to be a transit-supportive, mixed use area. The subject lands require a comprehensive development plan which demonstrates potential full build out of the whole block. This includes, amongst other matters:
    - i. a complete local road network, including extensions of Shepherd Road and St. Augustine Drive;
    - ii. spatial distribution of buildings and building heights with appropriate building setbacks, transitions and tower separation;
    - iii. location and treatment of planned gateways at Kerr and Speers and Kerr and the northern limit of Upper Kerr Village at Kerr and the railway;
    - iv. location of planned urban square & park;
    - v. safe setbacks to rail line, utilities and pipelines;
    - vi. location of commercial space, including a food store; and,
    - vii. transit-supportive considerations such as adequate transit passenger amenities, minimal surface parking, bicycle infrastructure and walkable blocks.
  - **Planned Infrastructure Improvements:** Two Class Environmental Assessments have been completed for public infrastructure projects adjacent to the subject lands:
    - i. Kerr Street underpass project; and,
    - ii. Speers Road improvements.

The underpass project will lower grades across the Kerr Street frontage of the subject lands, shift the location of the Shepherd Street and Kerr Street

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<sup>1</sup> After land expropriation by Metrolinx for the Kerr Street grade separation project.

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intersection, and alter access to the subject lands from Kerr Street. The improvements planned to Speers Road are coordinated with frequent transit (priority bus) planned along Speers Road as part of the Metrolinx 2041 Regional Transportation Plan.

- **Proposal:** The Official Plan Amendment application proposes a broad policy framework to direct longer-term redevelopment of individual land parcels. The amendments are based on a draft comprehensive development plan applying to the subject lands which propose:
  - i. 11 new buildings ranging in height from 8 storeys to 28 storeys;
  - ii. a density of 3.4 FSI and a total of approximately 1,847 residential units together with 7,900 m<sup>2</sup> (85,000 ft<sup>2</sup>) of retail GFA inclusive of a grocery store;
  - iii. One 0.4 ha (1 acre) centrally located public park together with one urban square at the corner of Kerr St. and Speers Rd.;
  - iv. the addition of a new mid-block private road to the westerly extension of Shepherd Rd. and northerly extension of St. Augustine Dr.;
  - v. structured and underground parking facilities; and,
  - vi. development phasing and private landowner cost sharing policies.

Should this framework be approved, it would allow for implementing zoning by-law amendment, draft plan of subdivision and site plan applications to be submitted by individual landowners seeking redevelopment.

- **Public Consultation:** An applicant-initiated virtual Public Information Meeting (“PIM”) was held on January 19, 2022 and was attended by 86 residents. All public comments received as of the date of the report are appended as “**Appendix ‘A’**” to this report.
- **Timing:** The *Planning Act* provides for a 120 day timeline to make a decision on this application (March 12, 2022) failing which the applicants could file an appeal for non-decision. The applicants have agreed not to file an appeal for non-decision until after June 30, 2022 to allow additional time for the consideration of this application. It is anticipated that a recommendation report will be brought to Council for consideration at the June 11, 2022 Planning & Development Council meeting.

## **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.

### **Ontario Land Tribunal Proceedings**

A concurrent Zoning By-law Amendment application (Z.1616.55) applies to a portion of the subject lands (550 Kerr Street). The application proposes to rezone 550 Kerr Street to a site-specific MU4 zone to permit the development of 3 sixteen storey buildings with commercial uses at grade and a total of 472 dwelling units. For the reasons outlined in the staff report dated June 24, 2020 staff recommended refusal, and Council subsequently refused the rezoning application on July 6, 2020. This decision was appealed by the Owner of 550 Kerr Street (Ontario Land Tribunal Case No. PL200333). On March 8, 2021, the Tribunal held the first Case Management Conference and the hearing was originally scheduled to take place on November 29, 2021. The hearing was adjourned pending the outcome of the subject Official Plan amendment application. At this time, the Tribunal has not set new hearing dates.

A chronology of landowner coordination meetings is outlined in the 550 Kerr Street recommendation report dated June 24, 2020 (<https://pub-oakville.escribemeetings.com/filestream.ashx?documentid=25940>).

### **Proposal**

The proposed redevelopment consists of:

- i. approximately 1,847 residential units in 11 buildings, seven of which seek increased height permissions for an additional 2 to 12 storeys height with bonusing (maximum building heights would range from 8 storeys to 28 storeys with bonusing in comparison to 8 to 16 storeys with bonusing under current policies);
- ii. addition of a new maximum density limit of 3.4 Floor Space Index ('FSI'), ranging between approximately 2.3 – 4.5 FSI on a block basis (current policies do not include a specific FSI limit);
- iii. maintaining the general location of at grade commercial uses, and a food store, previously identified in the Kerr Village Growth Area policies with the

- iv. maintaining the urban park previously identified in the Kerr Village Growth Area policies with the addition of a more specific location for the park, size (0.4 ha (1 acre)), and permissions for strata ownership;
- v. maintaining the urban square at the corner of Kerr St. and Speers Rd. while adding a minimum size of 500 m<sup>2</sup>;
- vi. maintaining the westerly extension of Shepherd Rd. and northerly extension of St. Augustine Dr. previously identified in the Kerr Village Growth Area policies with the addition of one new mid-block private road; and,
- vii. addition of more specific development phasing and new landowner cost sharing policies.

Figure 1 provides the applicant’s comprehensive development plan which illustrates conceptual massing together with site statistics:



Site by Property	Post Expropriation Land Area (ha)	Retail GFA (sq m)	Above Grade Parking (sq m)	Residential GFA (sq m)	Total GFA (sq m)	# of Units	Total NFA (sq m)	FSI
588 Kerr (AREA A)	0.9	1,000	6,500	40,000	47,500	430	40,380	4.5
550 Kerr (AREA B)	0.8	1,900	2,800	40,000	44,700	428	34,850	4.4
530 Kerr + 131 Speers (AREA C)	1.2	4,000	0	48,000	52,000	516	44,200	3.6
171 Speers (AREA D)	1.9	1,000	5,000	44,000	50,000	473	42,500	2.3
<b>TOTAL</b>	<b>4.8</b>	<b>7,900</b>	<b>2,800</b>	<b>172,000</b>	<b>194,200</b>	<b>1,847</b>	<b>161,930</b>	<b>3.4</b>

★ Not part of the landowner group seeking official plan amendment.  
 Figure 1: Subject Site, Conceptual Massing View and Site Statistics from Applicant

The applicant’s demonstration plan provides a conceptual illustration of the proposed public realm and built form proposed:

<sup>2</sup> The draft official plan amendment would require a minimum of approximately 3,950 m<sup>2</sup> (42,517 ft<sup>2</sup>) of non-residential floor area whereas 7,900 m<sup>2</sup> (85,000 ft<sup>2</sup>) of retail floor area is proposed on the applicant’s comprehensive development plan.



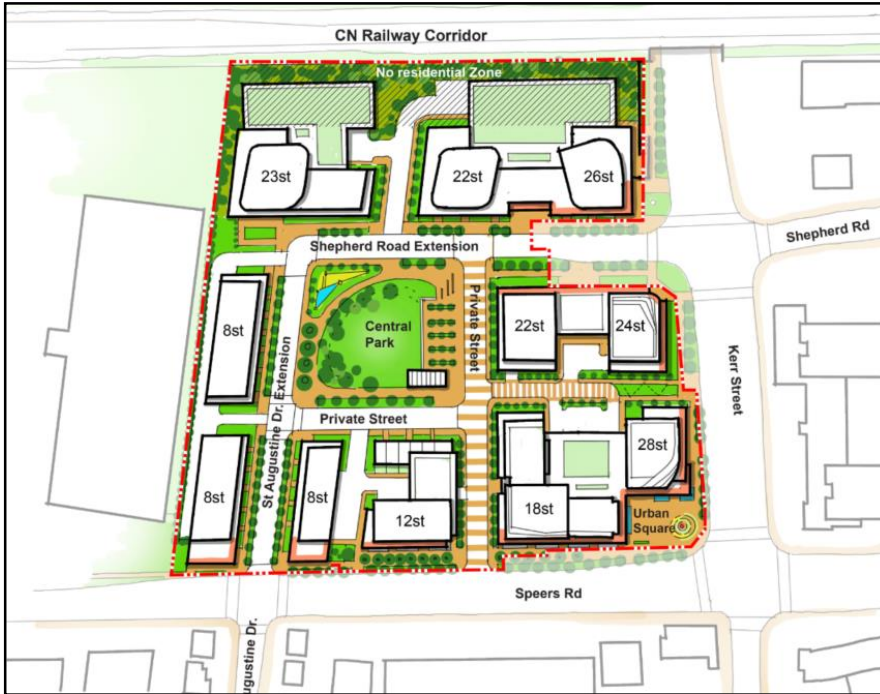


Figure 2: Applicant's Demonstration Plan

The proposed design is based on the applicant's 'six key moves', summarized as follows:

### 1. Extend Vibrancy of Kerr Street

The publicly accessible urban square required by Livable Oakville is proposed to be located at the northwest corner of Kerr St. and Speers Rd., which would interface with plans for a grocery store and connect to the proposed at grade animated street frontages north along Kerr Street and west along Speers Road, as illustrated by the applicant below:



Figure 3: Applicant's "Key Move 1"

## 2. Build a Gateway for Kerr Village

The highest building heights (28 and 26 storeys) would be directed to the two gateway locations previously identified at the intersection of Speers Road and Kerr Street and the future Kerr Street underpass and railway crossing. The location, orientation and design of these buildings is intended to create a strong gateway image, enhance the public realm immediately surrounding these buildings, and achieve a landmark development.



Figure 4: Applicant's "Key Move 2"

The building heights are proposed to transition downwards to eight storeys towards the southern edge of the site, which is separated by Speers Road from an existing low density neighborhood.

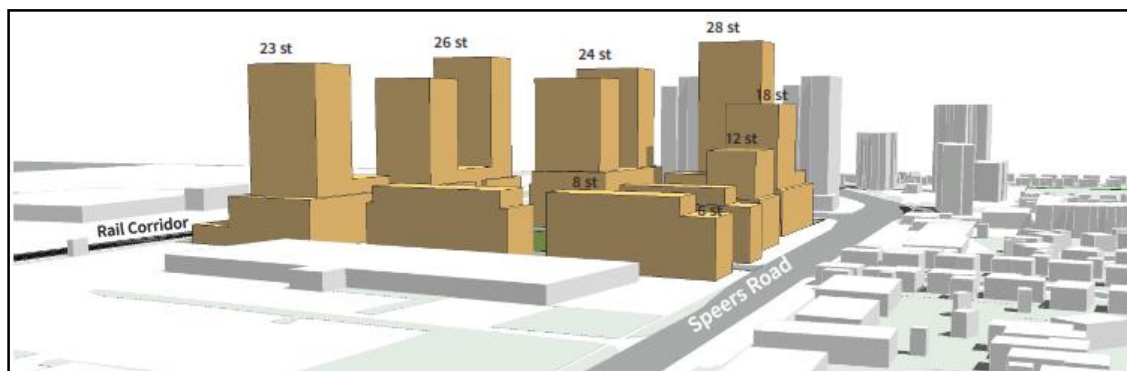


Figure 5: Applicant's Concept Perspective

### 3. Create a Central Park

The urban park required by Livable Oakville would be located in the middle of the subject lands and would be (0.4 ha (1 acre)) in size to provide a central gathering space. New permissions for strata ownership are proposed which would allow for private parking to be located under this proposed public park.



Figure 6: Applicant's "Key Move 3"

### 4. Complete the Movement Network

The westerly extension of Shepherd Rd. and northerly extension of St. Augustine Dr. required by Livable Oakville would be maintained, with the addition a mid-block publicly accessible private street and two mid-block pedestrian connections to link Kerr Street, Speers Road, and the central park.



Figure 7: Applicant's "Key Move 4"



## 5. Establish Urban Blocks

Urban blocks are proposed to be coordinated with the existing property boundaries to support phased development, and organized to support the proposed built form and transition of building heights to surrounding land use.

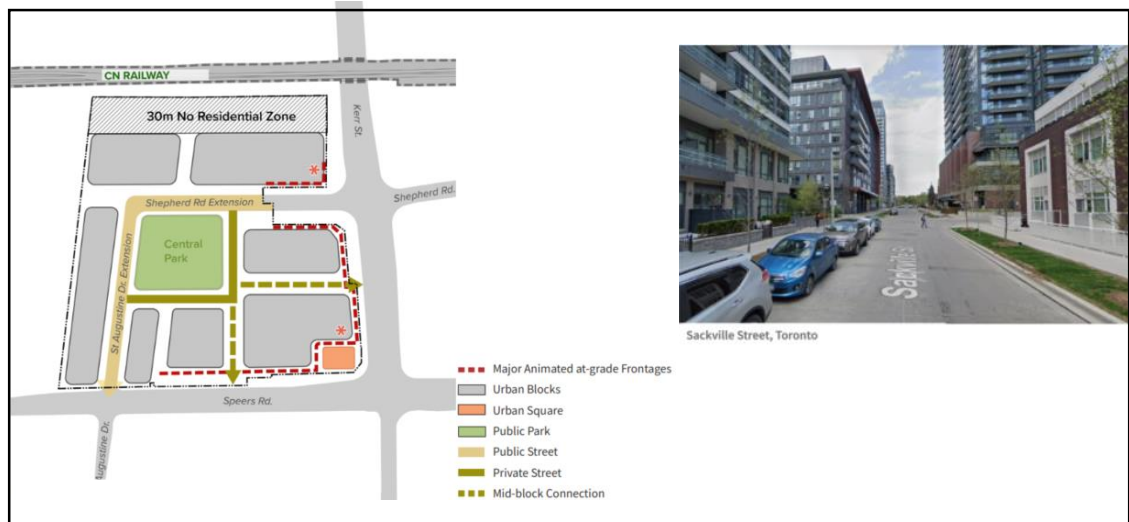


Figure 8: Applicant's "Key Move 5"

## 6. Create a Dynamic Built Form

A mix of mid-rise and tall buildings with building heights ranging from 8 to 28 storeys are proposed which generally transition lower from the two gateways to the central park and low-rise neighbourhood south of Speers Road at St. Augustine Drive. In comparison, the existing Livable Oakville policies would allow for building height within a range from 8 to a maximum of 16 storeys with bonusing.



Figure 9: Applicant's "Key Move 6"

## Phasing

As previously noted, the subject lands are comprised of five separate ownership parcels (see Figure 11). Coordination amongst the landowners would be required to realize the draft comprehensive development plan described above. To that end, the draft comprehensive development plan contemplates phasing amongst the four landowners which are participating in the subject Official Plan Amendment application through a temporary cul-de-sac of a westerly extension of Shepherd Road, and an extension of the publicly accessible private road south to Speers Road to create an interim road network forming a crescent. The interim connection to Speers Road will be a right-in/right-out access.



Figure 10: Applicant's Phasing Plan (without 171 Speers Road)

In addition, the official plan amendment proposes to provide further direction with respect to sharing of related development costs.

The applicant's proposed Official Plan Amendment is appended as "**Appendix 'B'**" to this report. Application submission material can also be found on the town's website site at <https://www.oakville.ca/business/da-39836.html>

## Location & Site Description

The subject lands are located at the northwest corner of Kerr Street and Speers road, are approximately 4.8 ha (11.8 acres)<sup>3</sup>, and are occupied by commercial plazas.



Parcel No.	Municipal Address	Post Expropriation Land Area (ha)
1	560-584 Kerr Road	0.9
2	550 Kerr Road	0.8
3	530 Kerr Road	0.8
4	131 Speers Road	0.4
5	171 Speers Road*	1.9

\*Not part of the landowner group seeking official plan amendment.

Figure 11: Air Photo and Parcel Ownership

## Area Infrastructure Projects

Class Environmental Assessments have been completed for two public infrastructure projects adjacent to the subject lands:

- a) the Kerr Street Underpass Project (the 'Underpass')

The Underpass consists of a widening and lowering Kerr Street under the Metrolinx railway (Lakeshore GO West); and, shifting the road alignment westerly toward the subject lands. This shift resulted in approximately 2,210 sq.m. of land being acquired by Metrolinx from the original boundaries of subject lands. These lands will be conveyed to the Town upon completion of the project. Aside from the land

<sup>3</sup> Post land expropriation by Metrolinx for the Kerr Street grade separation project.

expropriation, the Underpass will result in two immediate land use planning considerations:

**Grades:** The Underpass will lower grades across the Kerr Street frontage of the Block. More specifically, the existing Speers Road / Kerr Street intersection will be maintained at existing grade, then the proposed new road profile will follow an approximately 3.5% grade and will be approximately 3 m below existing grade at the Kerr Street / Shepherd Road intersection and approximately 7 m below the railway tracks.

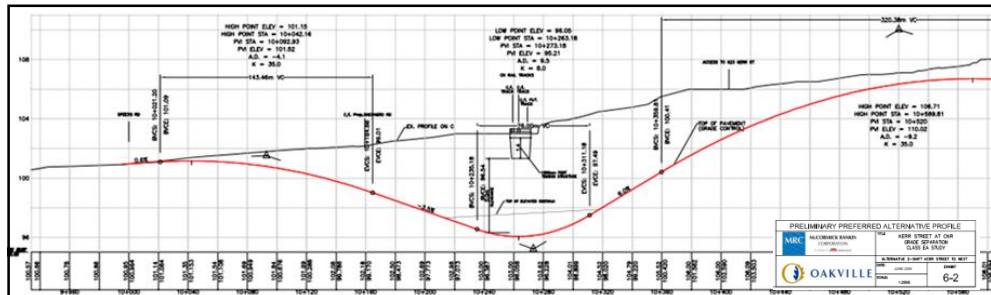


Figure 12: Section Illustrating Changes to Grade along Kerr Street

**Access:** the two existing full moves accesses to the subject lands from Kerr Street will be replaced with one new ramp from the new Kerr Street elevation opposite the realigned Shepherd Road up approximately 3.0 m to the existing drive aisle of the Commercial Plaza.<sup>4</sup> This “ramp” will be a public roadway.

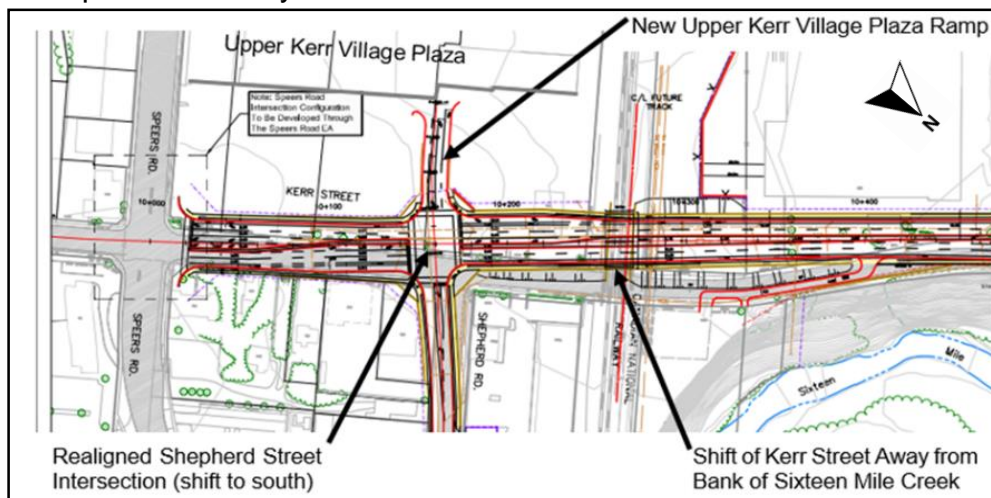


Figure 13: Plan Illustrating Alignment of Kerr Street and Access to Subject Lands

b) Speers Road Improvements

The Class Environmental Assessment Study for improvements to Speers Road from Bronte Road to Kerr Street (Phase 2) was completed in December of 2009 (the ‘Speers EA’). The preferred design includes a five lane cross section (2 lanes in each

<sup>4</sup> Kerr Street at CNR Grade Separation Class Environmental Assessment Study, June 2009



direction and one centre turn lane), new bike lanes and sidewalks on both sides of the road, and a stub for a planned extension of the public road network into the subject lands at St. Augustine Road. Land dedication for road widening purposes will be required from the subject lands, as outlined in the Speers FA.

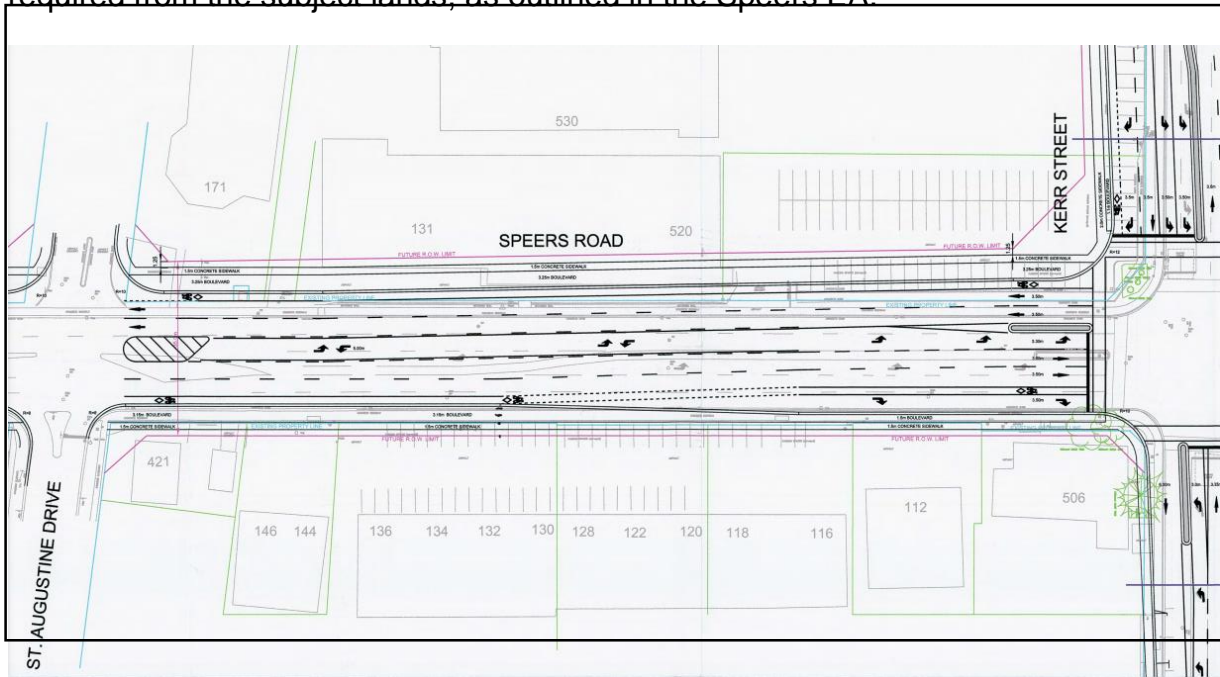


Figure 14: Extract from Speers Road Environmental Assessment Study (Drawing 6 – Morden to Kerr Street)

## Surrounding Land Uses

Surrounding the subject lands are the following:

- North: rail corridor then business employment lands;
- East: commercial plaza and mixed use condominiums;
- South: commercial and low density residential; and,
- West: business employment.

## PLANNING POLICY & ANALYSIS:

### Provincial Policy Statement

The Provincial Policy Statement ('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



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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.

A summary of applicable policies is 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 the “Delineated Built-Up Boundary”.

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.

A summary of applicable policies is appended to this report as “**Appendix ‘D’**”.

### **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.

As the subject lands are within the Kerr Village Growth Area in the Livable Oakville Plan, it is considered an “Intensification Area” under the ROP policies. Intensification Areas are a component of the overall urban structure and are identified as locations where intensification and mixed-uses are to be directed such that they develop into transit-supportive areas with integrated active transportation facilities. It is the objective of the ROP for Intensification Areas to, among other matters, create a vibrant, diverse and pedestrian-oriented urban environment; cumulatively attract a significant portion of population and employment growth; provide high quality public

open spaces with site design and urban design standards that create attractive and vibrant places; generally, achieve higher densities than the surrounding areas; and, achieve an appropriate transition of built form to adjacent areas.

## **Livable Oakville Plan**

The Livable Oakville Plan was approved by the Ontario Municipal Board on May 10, 2011. 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.

### OP Objectives

Kerr Village has been the subject of detailed and comprehensive land use studies which have resulted in detailed goals, objectives and policies. The overall goal for Kerr Village is to revitalize it as a vibrant business district and cultural area.<sup>5</sup>

The following objectives for Kerr Village are intended to be used in the process of reviewing planning applications, and to guide decisions.<sup>6</sup>

*Create opportunities for new, sustainable growth by promoting compact urban form with higher density development through compatible development and redevelopment opportunities.*

*Enhance the mobility of all users with the provision of transit priority measures and increase levels of service through the development process by:*

- a) promoting pedestrian and cycling-oriented mixed use development, with improved connections to the Downtown as well as the GO train station and proposed employment hub in Midtown Oakville;*
- b) improving circulation, connections and access for cyclists, pedestrians and public transit; and,*
- c) increasing efficiencies for alternate modes of transportation by encouraging compact urban form.*

*Create an attractive public realm by:*

- a) promoting high quality streetscapes and open spaces to create a comfortable, accessible and unique community; and,*
- b) ensuring appropriate transitions occur between the main street areas and the lower density residential neighbourhoods.*

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<sup>5</sup> Section 23.1, Livable Oakville

<sup>6</sup> Section 23.2, Livable Oakville

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The general objectives outlined for urban design (Section 6) focus on providing:

- a) diversity, comfort, safety and compatibility with the existing community;*
- b) attractive, barrier-free, and safe public spaces, such as streetscapes, gateways, vistas and open spaces;*
- c) innovative and diverse urban form and excellence in architectural design;*  
*and,*
- d) the creation of distinctive places and locales, including Midtown Oakville, the other Growth Areas and high profile locations such as gateways to the Town.*

### Urban Structure

Schedule A1, Urban Structure, of the Livable Oakville Plan provides the basic structural elements for the Town and identifies the subject lands as part of a Node and Corridor, Main Street Area, and located on a Regional Transit Priority Corridor (Speers Road).

While higher intensity forms of mixed use growth are directed towards Nodes and Corridors, Kerr Village is recognized in the urban structure as a main street area for its distinctive character and is intended to accommodate relatively lesser amounts of intensification than the Town's primary growth areas.<sup>7</sup> Regional Transit Priority Corridors provide a town-wide network that connects transit systems throughout the Region as well as to local destinations. Land uses adjacent to Regional Transit Priority Corridors provide a key focus for transit-supportive development.

As part of urban structure amendments approved through Official Plan Amendment 15 ('**OPA 15**'), the following criteria was added to evaluate site-specific amendments to Livable Oakville:<sup>8</sup>

*Submissions must demonstrate that the proposed amendment:*

- a) is consistent with the Town's mission and guiding principles;*
- b) does not undermine the Town's urban structure in terms of:*
  - i. directing growth to identified nodes and corridors, and ensuring their timely development in a manner that makes effective and efficient use of existing and planned investment and achieves the planned objectives for these areas;*
  - ii. protecting natural heritage systems;*
  - iii. protecting waterfront open space, parks and other public open space;*
  - iv. conserving cultural heritage resources; and,*

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<sup>7</sup> Section 3.6, Livable Oakville

<sup>8</sup> Section 28.2, Livable Oakville

- 
- v. *the maintenance of the character of established Residential Areas, Employment Areas and major commercial areas;*
- c) *is consistent with Provincial, Regional and Town plans for multi-modal transportation systems, municipal services, infrastructure and public service facilities;*
- d) *does not result in adverse fiscal impacts for the Town;*
- e) *is an appropriate use for the land;*
- f) *is compatible with existing and planned surrounding land uses;*
- g) *is not more appropriately considered under a required comprehensive Official Plan review or a municipal comprehensive review;*
- h) *does not establish an undesirable precedent if approved;*
- i) *satisfies all other applicable policies of this Plan.*

### Land Use Policies

As part of the Town's Official Plan Review, the land use designations and policies that apply to Kerr Village were studied and reviewed. This review was considered by Council in December of 2017 where Council passed By-law 2017-119 to adopt Official Plan Amendment 19 ('**OPA 19**'). OPA 19 was then approved by Halton Region and it came into effect on June 19, 2018. This changed part of the land use designation of the subject lands from 'Urban Centre' to 'Urban Core' on Schedule O1, in the Livable Oakville Plan "**Appendix 'D'**". Accordingly, all of the subject lands are now designated 'Urban Core'.

Within Kerr Village, the subject lands are located within the Upper Kerr Village District. The Upper Kerr Village District (the '**District**') is planned to be a transit-supportive and mixed use area where higher density forms of development are permitted to achieve the critical mass required for enhanced transit. The District is also planned to include appropriate gateway features, an urban park with pedestrian mid-block connections and opportunities for affordable housing<sup>9</sup>.

Pursuant to section 12.5.2 of the Livable Oakville Plan, buildings within the Urban Core designation of between eight storeys to twelve storeys are permitted. Section 23.8.2 provides that the town may allow up to four storeys of additional height (total of 16 storeys) beyond the maximum permitted in exchange for the provision of public benefits as listed in section 28.6.2, with priority given to those public benefits noted in section 23.8.2 d). This includes: affordable housing units and/or rental housing units; community service/facility space; non-profit child care facilities; public art; enhanced streetscape/public open space improvements; and, enhanced green building and energy conservation technology.

The subject lands are also subject to an exception. Section 23.7.1 of Livable Oakville provides that the following additional policies apply to certain lands on Schedule O1, Kerr Village:

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<sup>9</sup> Policy 23.3.1, Livable Oakville Plan

- a) *As part of any development approval, development and redevelopment shall be based on a comprehensive development plan which demonstrates the potential full build out of the lands.*
- b) *Redevelopment of existing low-rise commercial uses may occur gradually in a phased manner. Notwithstanding the minimum building heights required by this Plan, building additions, alterations and/or replacements may be permitted where they can be demonstrated not to preclude the long-term redevelopment of the properties as set out in this Plan; and,*
- c) *On the west side of Kerr Street abutting the railway, any requirement for, and the size and location of, retail, service commercial and office uses on the ground floor of buildings shall be determined through the development process and regulated by the implementing zoning.*

The westerly extension of Shepherd Road along the northern portion of the subject lands is planned to connect with the northerly extension of St. Augustine Drive which will be a 'secondary street', as identified on Schedule O2. As such, Shepherd Road is required to be planned for as a pedestrian-oriented streetscape through the use of wide sidewalks, landscaping and furnishings<sup>10</sup>. Pursuant to policy 23.5.3 c) buildings along secondary streets, should:

- i. *incorporate a high degree of transparency on the ground floor;*
- ii. *provide building openings and principal entrances facing the street; and,*
- iii. *contain commercial, office, community or cultural uses adjacent to the street which support the main street district, and may also contain residential uses on the ground floor.*

Pursuant to Section 23.5.4 of the Livable Oakville Plan, three gateways are proposed in Upper Kerr Village. These locations are to provide gateway treatments which may include well designed built form or structures, distinctive streetscape treatments, landscaping, and/or public art.

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<sup>10</sup> Policy 2.5.3 a), Livable Oakville Plan

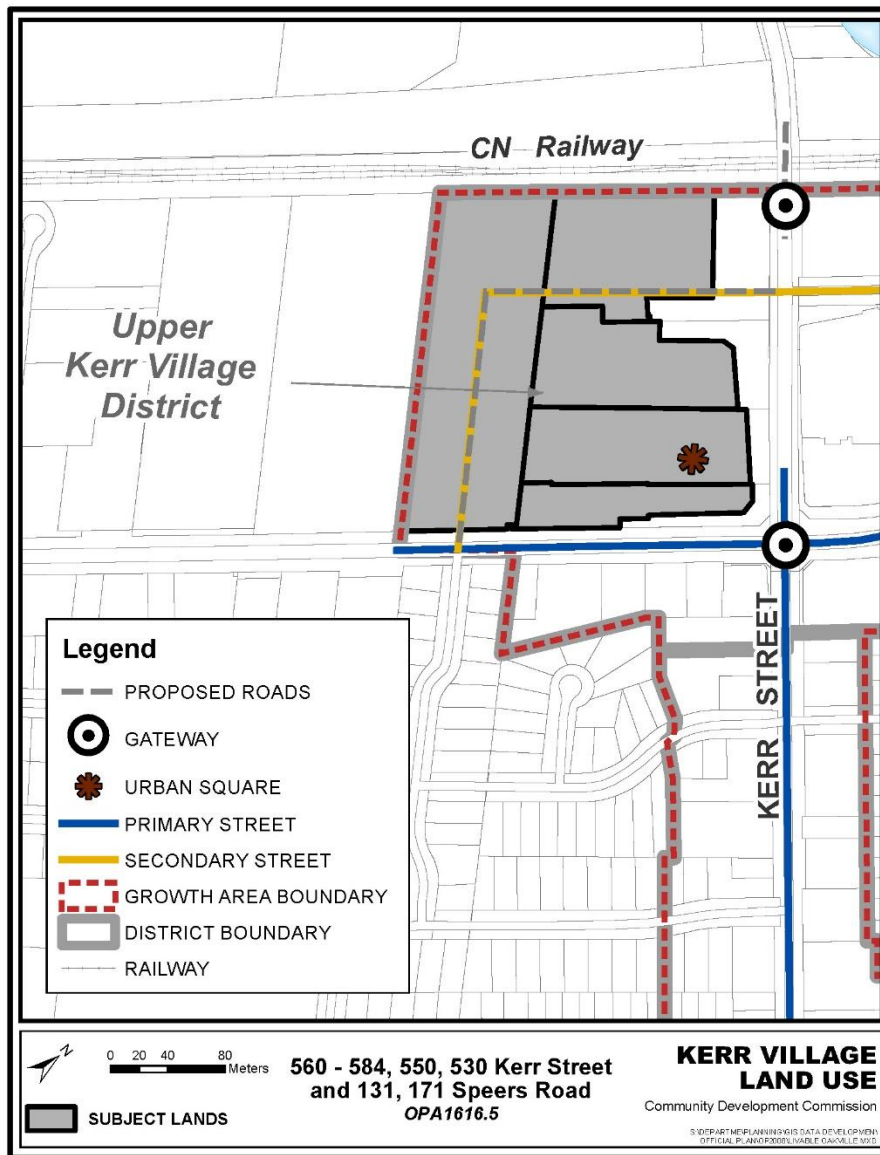


Figure 15: Extract from Kerr Village Urban Design Schedule O2

Pursuant to 23.8.3 c) of the Livable Plan, an urban park is proposed in the Upper Kerr District, west of Kerr Street, north of Speers Road which:

- i. may be located within the site bound by the Shepherd Road extension to the north, Kerr Street to the east, Speers Road to the south and St. Augustine Road extension to the west;
- ii. may provide public underground parking facilities with a “green roof” at street level forming the urban park portion of the site;
- iii. may be accessed at street level via mid-block pedestrian connections and from Kerr Street, Speers Road and the north Gateway; and,
- iv. is encouraged to be maintained through a public-private partnership.

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Section 23.6.2 of the Livable Oakville Plan encourages the maintenance of a food store in any redevelopment of lands within the Urban Core designation.

Section 23.4.1 a) of the Livable Oakville Plan provides for transit service improvements to be introduced at an early stage in the development of Upper Kerr Village District. To support the foregoing, transit passenger amenities, minimal surface parking, and other travel demand management strategies are to be implemented to encourage transit ridership<sup>11</sup>. Further, access to parking and servicing areas should not occur from Kerr Street but from local streets, service lanes and to the side or rear of buildings<sup>12</sup>. Bicycle facilities are also encouraged throughout Kerr Village with the appropriate signage and infrastructure such as bicycle racks and bicycle lockers<sup>13</sup>.

The urban design policies in Section 6 also provide direction with respect to: public realm, complete streets, streetscapes and street design; gateways; urban squares; built form; and, pedestrian circulation and vehicular access and circulation.

The Livable Oakville Plan provides that development within Kerr Village will likely occur gradually over the long-term and be coordinated with the provision of infrastructure, including<sup>14</sup>:

- i) transit;
- ii) transportation improvements;
- iii) water and wastewater services;
- iv) stormwater management facilities;
- v) pedestrian and cycling facilities; and,
- vi) utilities.

A summary of applicable policies is appended to this report as “**Appendix ‘F’**”.

The applicant seeks to amend the Livable Oakville Plan to replace policies 23.7.1 and 23.8.2 a), both area-specific policies applying to the subject lands, with site-specific policies and schedules to implement their comprehensive development plan described herein. The proposed amendment is structured on a development block basis, which recognizes the fragmented ownership of the subject lands, and includes several policies which build on the in force policy framework and several new policies. More specifically, the proposed amendment provides for:

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<sup>11</sup> Policy 24.4.1 b), Livable Oakville Plan

<sup>12</sup> Section 24.4.1 c) ii), Livable Oakville Plan

<sup>13</sup> Section 24.4.1 d), Livable Oakville Plan

<sup>14</sup> Section 23.8.1, Livable Oakville Plan

- i. the overall spatial distribution of buildings and building heights including seven ‘Tower Zones’ with increased height permissions ranging from 22-28 storeys;
- ii. a maximum density limit of 3.4 FSI, ranging between approximately 2.3 – 4.5 FSI on a block basis;
- iii. additional urban design direction including at-grade animated frontages, at-grade retail locations, tower floor plates, mid-block pedestrian connections; and treatment of above ground parking structures;
- iv. minimum non-residential floor area requirements on a block basis ranging from 500 m<sup>2</sup> – 2,000 m<sup>2</sup> (overall minimum 3,950 m<sup>2</sup> non-residential floor area);
- v. general location and size of 4,037 m<sup>2</sup> (1 acre) public park, with permissions for private parking below (stratified ownership);
- vi. location of two mid-block publicly accessible pedestrian connections to park space;
- vii. location of urban square at northwest corner of Kerr Street and Speers Road with minimum size (500 m<sup>2</sup>);
- viii. designation of subject lands as a Class 4 Area pursuant to Ministry of the Environment and Climate Change (“**MOECC**”) Environmental Noise Guideline Stationary and Transportation Noise Sources – Approval and Planning (“**NPC-300**”) <sup>15</sup>
- ix. general location and treatment of one mid-block private road;
- x. placeholder for bonusing provisions; and,
- xi. phasing plan and cost sharing agreement requirements.

### Zoning By-law

The subject lands are zoned H1-MU3 and H1-MU4, as shown in “**Appendix ‘G’**”. Both mixed use zones permit a mix of uses including apartment dwellings with building heights ranging from 6 to 8 storeys (MU3) and 8-12 storeys (MU4).

As previously noted, Livable Oakville permits an additional 4 storeys of height, pursuant to bonusing provisions. It is noted that Bill 108 will remove Section 37 density / height bonus provisions in the *Planning Act* when the Town passes a CBC By-law, or on September 18, 2022. The foregoing changes to the *Planning Act* will be considered in the review of this subject planning application.

The conditions of removal of holding provision ‘H1’, which applies to the subject lands, are provided below:

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<sup>15</sup> NPC 300 was released in 2013 and replace and consolidate previous related noise guidelines. It introduced a new Class 4 Area, which is meant to be a tool to allow municipalities to approve a noise sensitive land use with relaxed noise limit levels in an area of existing stationary noise sources to promote intensification as compared to the typical Class 1 Area designation which is applied to residential areas. A Class 4 Area would relax (higher) daytime and night time sound level limits from that otherwise permitted in an urban area, for both indoor and outdoor areas.



16.3.1.3 Conditions for Removal of the “H”	
The “H” symbol shall, upon application by the landowner, be removed by Town Council passing a By-law under Section 36 of the <i>Planning Act</i> . The following conditions, if and as applicable, shall first be completed to the satisfaction of the Town of Oakville:	
a)	That sufficient water and wastewater services are available to the satisfaction of the Regional Municipality of Halton and the <i>Town of Oakville</i> .
b)	The owner has entered into any required servicing agreement(s) with the <i>Town</i> regarding stormwater management.
c)	The completion of detailed design drawings required for the construction of <i>road</i> and <i>infrastructure</i> improvements.
d)	Registration on title of an agreement between the owner and the <i>Town</i> with respect to the <i>road</i> and <i>infrastructure</i> improvements. This agreement shall also address security and advancing of funds, or a letter of credit for the full cost of the <i>road</i> and <i>infrastructure</i> improvements.
e)	The registration on title of a Section 37 Agreement per the <u>Planning Act</u> .
f)	All required land conveyances have been undertaken.

**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-39836.html>):

- Concept Plan;
- Draft Official Plan Amendment;
- Planning Justification Report;
- Survey;
- Traffic Impact Assessment; and,
- Urban Design Brief.

**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:

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**i. climate change**

- Alignment with the climate emergency declared by Council in June 2019 for the purposes of strengthening the Oakville community commitment in reducing carbon footprints.

**ii. suitability of comprehensive development plan including:**

- demonstration of the potential full build out of subject lands, within the context of Livable Oakville, including the following elements:
  - a) landowner coordination;
  - b) overall spatial distribution of buildings and building heights with appropriate building setbacks, transitions and tower separation;
  - c) complete local road network;
  - d) appropriateness of proposed private road;
  - e) review of shadow study;
  - f) location and treatment of planned gateways at Kerr and Speers and Kerr and the northern limit of Upper Kerr Village at Kerr and the railway;
  - g) location and size of planned urban square & public park;
  - h) safe setbacks to rail line, utilities and pipelines;
  - i) location and distribution of commercial space, including a food store;
  - j) incorporation of transit-supportive development including adequate transit passenger amenities, minimal surface parking, bicycle infrastructure and walkable blocks; and,
  - k) appropriateness of private parking under proposed public park.

**iii. suitability of land for intended use including:**

- environmental suitability of lands for proposed use (sensitive land use / contamination); and,
- archaeological (whether such matters have been appropriately investigated, identified and protected).

**iv. impact/integration of the proposed development on adjoining properties including:**

- whether the proposed density, building height, and design of the proposed development is appropriate given the existing and planned surrounding context.
- transportation impact to adjacent roadways and intersections;
- adequacy of proposed sanitary, water and stormwater management servicing and consistency with applicable engineering standards;

- 
- pedestrian circulation and integration with larger network;
  - capacity of existing transportation, water, sanitary and other infrastructure to support the proposed development and broader planned redevelopment in Kerr Village;
  - appropriateness of designation of subject lands as a Class 4 Area pursuant to NPC 300; and,
  - land use compatibility (noise and vibration in relation to railway corridor and employment lands).

**v. Appropriateness of phasing including cost sharing:**

- coordination of proposed growth with planned infrastructure improvements;
- appropriateness of phasing / coordinating the proposed development with the provision of necessary infrastructure improvements in consideration of the proposed density;
- suitability of phasing policies to allow for the orderly redevelopment of the subject lands, including the continuation of part or parts of the existing commercial plazas; and,
- appropriate cost sharing policies.

**vi. urban design and function of site including:**

- built form, massing, building setbacks, overall design;
- shadow impact in relation to existing and future development;
- consideration of active at-grade uses to provide safety, animation and attractive building façades;
- treatment of the Kerr Street frontage with proposed elevation changes proposed through the realignment of Kerr Street;
- provision of publicly accessible private open space and other private open space in an urban context; and,
- conformity with the urban design policies of the Livable Oakville Plan and consistency with the Livable by Design Manual.

**vii. consistency / conformity with applicable Provincial, Regional and Town policy including:**

- whether the proposed development is designed appropriately to support the full build out of the District together with provision of planned features, amenities and infrastructure.
- whether the proposed density and built form of development supports the urban structure of the town and is appropriate given the existing and planned context;

- Consistency with the Provincial Policy Statement, conformity with the Growth Plan, Halton Region Official Plan, Livable Oakville Plan and related guidelines.
- Bonusing / community benefits given pending changes to section 37 of the *Planning Act*<sup>16</sup>.

## Next Steps

As previously mentioned, the Ontario Land Tribunal hearing (Case No. PL200333) regarding 550 Kerr Street was adjourned to allow for the subject Official Plan Amendment application to be considered. Following this statutory public meeting, staff will consider all comments provided by Council and the public and continue to review this Official Plan Amendment Application. It is anticipated that a recommendation report will be brought forward for consideration by Planning and Development Council on June 11, 2022. The meeting date will be confirmed through formal notice.

Pursuant to the current Livable Oakville policies, or the proposed Official Plan Amendment, site-specific zoning matters and detailed site plan matters such as construction staging, landscaping, design of the proposed urban square and public park, and wind studies would be reviewed through future development applications.

## CONSIDERATIONS:

### (A) PUBLIC

Notice for this meeting was distributed to all properties within 240 m of the subject property including the local resident's association, residents that participated in the January 19, 2022 virtual PIM meeting and is included on the three signs posted at the site.

The applicant initiated a community consultation process, wherein a virtual Public Information Meeting (PIM) was held on January 19, 2022. 86 members of the public attended the virtual meeting.

All written submissions received as of the date of this report are included in **Appendix "A"**.

### (B) FINANCIAL

None arising from this report.

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<sup>16</sup> Section 37 of the *Planning Act* remains in effect until the Town passes a Community Benefit Charge ("CBC") By-law or until September 18, 2022. Transition provisions would allow for a site-specific Zoning By-law that describes required Section 37 contributions, enacted before the end of this transition period, to continue to apply after the CBC By-law is enacted.

**(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:

- To be the most liveable 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.

**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 A – Written Public Comments
- Appendix B – Applicant's Official Plan Amendment
- Appendix C – Provincial Policy Statement Extracts
- Appendix D – Growth Plan Extracts
- Appendix E – Livable Oakville Schedule
- Appendix F – Livable Oakville Extracts
- Appendix G – Zoning By-law

Prepared by:

Paul Barrette, 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

# Appendix A

**Paul Barrette**

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**From:** Group Four Furniture Inc. <[REDACTED]>  
**Sent:** December 3, 2021 1:27 PM  
**To:** Paul Barrette; Town Clerk  
**Subject:** OPA1616.56

SECURITY CAUTION: This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Please add us to this list for receiving updates on this development proposal.

Additionally, the last link (November 2021 - Urban Design Brief) does not work.

--  
Jim Mannell  
Group Four Furniture Inc.  
101 - 33 Shepherd Road  
Oakville ON L6K 2G6

[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

**Paul Barrette**

---

**From:** Jay Zhu <[REDACTED]>  
**Sent:** December 4, 2021 7:14 PM  
**To:** Town Clerk  
**Subject:** Notice of Complete Application Appeal

SECURITY CAUTION: This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

To whom it may concern,

My name is Junjie Zhu, one of the unit owners at 55 Speers Rd, Oakville, ON, L6K 0H9. I have recently received a mail regarding the Proposed Official Plan Amendment for 530, 550, 588 Kerr St and 131, 171 Speers Rd, by April Investments Limited, 527079 Ontario Limited and Trans County Development Corp.

I'm writing this email to appeal this decision.

Should you require any further information or action from my end regarding this appeal, please let me know. I would also like to be notified of the decision on this matter.

Thank you.

Junjie Zhu

## Paul Barrette

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**From:** Marwan Shafo <[REDACTED]>  
**Sent:** December 10, 2021 11:59 AM  
**To:** Paul Barrette  
**Subject:** Oppose the proposed plan

**Follow Up Flag:** Follow up  
**Flag Status:** Completed

SECURITY CAUTION: This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello Paul,

I am a condo owner at 65 speers rd, Oakville. I recieved a letter regarding the proposed official plan amendment 530, 550, 588 Kerr street and 131, 171 speers rd. I would like to oppose this plan because it will create heavy traffic on an already crowded street and it will also get rid of the plaza which is very convenient for all the buildings around it where people can walk to do their grocery shopping.

I look forward to hearing from you.

Regards,

Marwan



**Paul Barrette**

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**From:** Rahmat Ushaksaraei [REDACTED] >  
**Sent:** December 12, 2021 3:24 PM  
**To:** Town Clerk  
**Cc:** Paul Barrette  
**Subject:** Urban Strategies Inc. - 530, 550, 588 Kerr Street and 131, 171 Speers Road - OPA1616.56

SECURITY CAUTION: This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

To whom it may concern,

We are in receipt of the letter, dated December 02, 2021, from the Town of Oakville regarding Urban Strategies Inc. - 530, 550, 588 Kerr Street and 131, 171 Speers Road - OPA1616.56.

In this regard, while the letter did not specify the deadline, as the residents of one of the Twin-Tower Building, 55 & 65 Speers Road, heavily impacted by the issue, please advise how, one may oppose such plan and in specific, what the town is required to receive as the supporting document.

Additionally, while the number of tall buildings, over 18 floors, and compacted residential units north of the QEW are mushrooming without limitation, the fact that we have chosen to be totally away from the Congestion Fiasco of the North Oakville along with its questionable Urban Planning, merely adding 1,847 Residential Units and simply assuming each unit only has one car, will be hazardous to the tranquillity of the neighbourhood and a total traffic nightmare for the area.

Regards,

---

Rahmat Ushaksaraei, AlnstIB, P.Eng., PMP Founder & CEO AEON Engineering Group Inc.

e: [REDACTED]  
t: [REDACTED]  
w: [REDACTED]

This email is sent by AEON Engineering Group Inc. and may contain private and confidential information intended for the designated recipient(s) only. Should you have received this e-mail in error and you are not the intended recipient, please delete immediately the email and its attachments, if any, without printing, disseminating, forwarding or saving the content and its attachment(s), if any. Also, please notify us immediately.

**Paul Barrette**

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**From:** Tina Chan <[REDACTED]>  
**Sent:** December 14, 2021 12:47 PM  
**To:** Town Clerk  
**Subject:** Proposed Official Plan Amendment for 530, 550, 588 Kerr St & 131, 171 Speers Road

SECURITY CAUTION: This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello,

I'm the owner of one of the units at 55 Speers Road, I'm writing to request for the appeals rights to the decision of the Town of Oakville to the Ontario Land Tribunal on the subject.

Please keep me posted on the decision of the Town of Oakville on this matter.

Kindly reply to this email to confirm receipt of this email. Thank you.

Regards,  
Tina Chan

## Paul Barrette

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**From:** David Alexandre <[REDACTED]>  
**Sent:** December 16, 2021 8:31 PM  
**To:** Town Clerk  
**Subject:** Proposed Official Plan Application

SECURITY CAUTION: This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi, I am writing to appeal the decision of the Town of Oakville for the proposed Plan of 530,550,588 Kerr Street and 131 and 171 Speers. I believe that this new development will cause traffic issues being that Kerr Street is 1 lane both ways, extending St. Augustine and Shepherd road will not help with the congestion, with an approximate increase if 1847 residents this will cause major traffic issues coming off and getting on to the QEW. I believe the grocery store that is promised in the redevelopment will be under performing for what this area needs, especially with the increase density. I think 11 new buildings is excessive, especially with how many buildings are already in the vicinity of this area. I can not find any public information on April Investments which causes concern especially with recent stories about builders causing havoc, imcomplete projects, and under delivering on what's promised, leaving the town to pick up the pieces. For the reasons above I think the Town should reconsider this application.

I would like to be notified of the decision.

Thank you,  
Alexandre

Sent from [Outlook](#)

## Paul Barrette

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**From:** Stephen Kostuk <[REDACTED]>  
**Sent:** December 30, 2021 1:53 PM  
**To:** Paul Barrette  
**Cc:** Town Clerk  
**Subject:** Re: 530,550,588 Kerr and 131,171 Speers Road

SECURITY CAUTION: This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Good Afternoon Paul,

I took a look over the site information and would like to raise a few items. I am not sure where to send the comments to, please find them below.

- Traffic study - factoring the additional building under review at 54 Shepherd Rd
- Height - The area is Kerr Village, I feel the lower buildings would be great for the area however some of the buildings are too tall and will take away from the area. They should have to stick to height restrictions
- Dust and dirt - overall will be a massive project and the dirt will impact the surrounding buildings resulting in additional cleaning expenses to those buildings
- Damage to surrounding roads- the construction equipment needed to run this project will damage the roads
- Wind study - with the proposed buildings it would be good to understand how the wind flow will change and impact the surrounding buildings. a major change in wind flow due to these new buildings could result in increased costs for surrounding buildings due to having to reinforce as this proposal was not anticipated when the area was built.

Thank you for your consideration and time.

Stephen

On Tue, Dec 7, 2021 at 10:41 AM Stephen Kostuk <[stephenkostuk2@gmail.com](mailto:stephenkostuk2@gmail.com)> wrote:  
Hi Paul,

Thank you so much for all the information!

On Tue, Dec 7, 2021 at 9:56 AM Paul Barrette <[paul.barrette@oakville.ca](mailto:paul.barrette@oakville.ca)> wrote:

Hi Stephen,

More information of this application can be viewed on the Town's webpage via the below link:

<https://www.oakville.ca/business/da-39836.html>

Since you received notice of complete application, notice of the public information meeting will also be distributed to you in the next few weeks. I believe the public information meeting will be held virtually after the holiday break. This meeting is hosted by the applicant and is an opportunity to learn more about this application.

**Paul Barrette**

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**From:** Andrew Muscat [REDACTED]  
**Sent:** December 23, 2021 4:15 PM  
**To:** Town Clerk  
**Subject:** Proposed official plan amendment - OPA 1616.56

SECURITY CAUTION: This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello,

I received notification about a proposed redevelopment of a local community hub located at 530 to 588 Kerr St.

I would like to make a written request to be notified of the decision about this matter.

Thank you,

Andrew Muscat

**Paul Barrette**

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**From:** Dr. Frank Shahidi [REDACTED]  
**Sent:** January 19, 2022 6:39 PM  
**To:** Town Clerk  
**Cc:** Cathy Duddeck  
**Subject:** Oakville Developments (2010) Inc. - 550 Kerr Street - Z.1616.55

SECURITY CAUTION: This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi,  
My name is Dr. Frank Shahidi. Our company, 1204905 Ontarion Inc, owns 171 Speers Road, adjacent to 550 Kerr Street in Oakville. The development plan put forward by Oakville Development(2010) Inc on 550 Kerr Street directly and negatively impacts our property. I want to make my submissions to the Town and the Council. Please, include me in any future events regarding the abovementioned application. Don't hesitate to contact me and confirm the receipt of my email. Thank you very much.

Dr. Frank Shahidi

[REDACTED]

# Appendix B

DRAFT OPA

## THE CORPORATION OF THE TOWN OF OAKVILLE

### BY-LAW NUMBER 2021-XXX

Official Plan Amendment Number XX

A by-law to adopt an amendment to the Livable Oakville Plan, Official Plan Amendment Number XX (Town of Oakville, 530, 550, 588 Kerr Street, and, 131, 171 Speers Road; File XX.XX.XXX)

WHEREAS the Livable Oakville Official Plan, which applies to the lands west of Kerr Street and north of Speers Road, was adopted by Council on June 22, 2009, and approved with modifications adjudicating the majority of appeals by the Ontario Municipal Board on May 10, 2011; and,

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; and,

WHEREAS it is deemed necessary to pass an amendment to the Livable Oakville Plan to implement the comprehensive development plan on the lands municipally known in the year 2021 as 530, 550, 588 Kerr Street and 131, 171 Speers Road.

#### COUNCIL ENACTS AS FOLLOWS:

1. The attached Amendment Number XX to the Livable Oakville Plan is hereby adopted.
2. Pursuant to subsection 17(27) of the *Planning Act*, R.S.O. 1990, c.P.13, as amended, this Official Plan Amendment comes into effect upon the day after the last day for filing a notice of appeal, if no appeal is filed pursuant to subsections 17(24) and (25). Where one or more appeals have been filed under subsection 17(24) and (25) of the said Act, as amended, this Official Plan Amendment comes into effect when all such appeals have been withdrawn or finally disposed of.
3. In the event that the Regional Municipality of Halton, being the Approval Authority, declares this Official Plan Amendment to be not exempt, the Clerk is hereby authorized and directed to make application to the Approval Authority for approval of the aforementioned Amendment Number XX to the Livable Oakville Official Plan.

PASSED this \_\_\_ day of \_\_\_\_\_, 2021

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CLERK

Town of Oakville By-law No. XX-2021

**AMENDMENT NO. XXX TO THE OFFICIAL PLAN**

**LANDS MUNICIPALLY KNOWN IN THE YEAR 2021 AS 530, 550, 588 Kerr Street, and 131, 171 Speers Road**

The Official Plan of the Town of Oakville is amended as follows:

1. Repealing and replacing Official Plan Policies 23.7.1 and 23.8.2 a) with the following policies to apply to the lands identified in Schedule A:
  - a. The overall development of the lands shall be in accordance with a Comprehensive Development Plan attached in Schedule A. The Comprehensive Development Plan is conceptual and the precise location and dimensions of blocks, buildings, open spaces and streets may vary through site specific development applications.
  - b. Area Policies

The following policies apply to the comprehensive development on the areas identified in Schedule B:

- i. Area A
  - A maximum building height of 26 storeys is permitted as shown on Schedule C.
  - A maximum of FSI of 4.5 is permitted.
  - A minimum non-residential area of 500 m<sup>2</sup> is required.
  - At-grade animated frontages are encouraged where buildings front Kerr Street and Shepherd Road extension, as shown on Schedule A.
  - Active frontages and at-grade retail are required for portions of buildings fronting the proposed Shepherd Road extension, as shown on Schedule A.
- ii. Area B
  - A maximum building height of 24 storeys is permitted as shown on Schedule C.
  - A maximum FSI of 4.4 is permitted.
  - A minimum non-residential floor area of 950 m<sup>2</sup> is required.



- At-grade animated frontages are encouraged where buildings front Kerr Street and the private street, as shown on Schedule A.
- Active frontages and at-grade retail are encouraged for portions of buildings fronting the proposed Shepherd Road extension, as shown on Schedule A.
- Architecture treatment will be provided to ensure the buildings framing the streets and public space are human-scaled and the height and bulk of the building above 6 storeys is mitigated.
- Where the policies above conflict with any other Official Plan policies or urban design direction, the above shall prevail.

iii. Area C

- A maximum building height of 28 storeys is permitted, as shown on Schedule C.
- A maximum FSI of 3.6 is permitted.
- A minimum non-residential gross floor area of 2000 m<sup>2</sup> is required.
- At-grade animated frontages are encouraged where buildings front midblock connections and private street, as shown on Schedule A.
- Active frontages and at-grade retail are required for portions of buildings fronting Kerr Street and Speers Road, as shown on Schedule A.

iv. Area D

- A maximum building height of 23 storeys is permitted as shown on Schedule C.
- A maximum FSI of 2.3 is permitted.
- A minimum non-residential gross floor area of 500 m<sup>2</sup> is required.
- At-grade animated frontages are encouraged where buildings front private roads and the future St. Augustine Drive extension, as shown on Schedule A.
- Active frontages and at-grade retail are required for portions of buildings fronting Speers Road, as shown on Schedule A.

- v. All areas
- A minimum density of 1.5 FSI will be required within each of the Areas identified in Schedule B.
  - A maximum FSI of 3.4 of development is permitted for the lands outlined in Schedule B.
  - Increases up to 10 percent of the maximum **FSI** occupied uses permitted within each Area identified above, provided the maximum **FSI** occupied in all **buildings** provided on Areas A, B, C and D as shown on Schedule B does not exceed 3.4 FSI.
  - Tower floorplates will be no more than 770 m<sup>2</sup> with tower walls no longer than 40 metres.
  - Balconies will be permitted to encroach into any setback, stepback, or separation distance provisions.
  - Building podiums may be up to 8 storeys in height and a stepback will be provided at no higher than 6 storeys.
  - Parking structures above the first storey may be located to the full extent of the outer walls of the first storey with an architectural treatment wrapping the façade.

c. Parks and Open Space

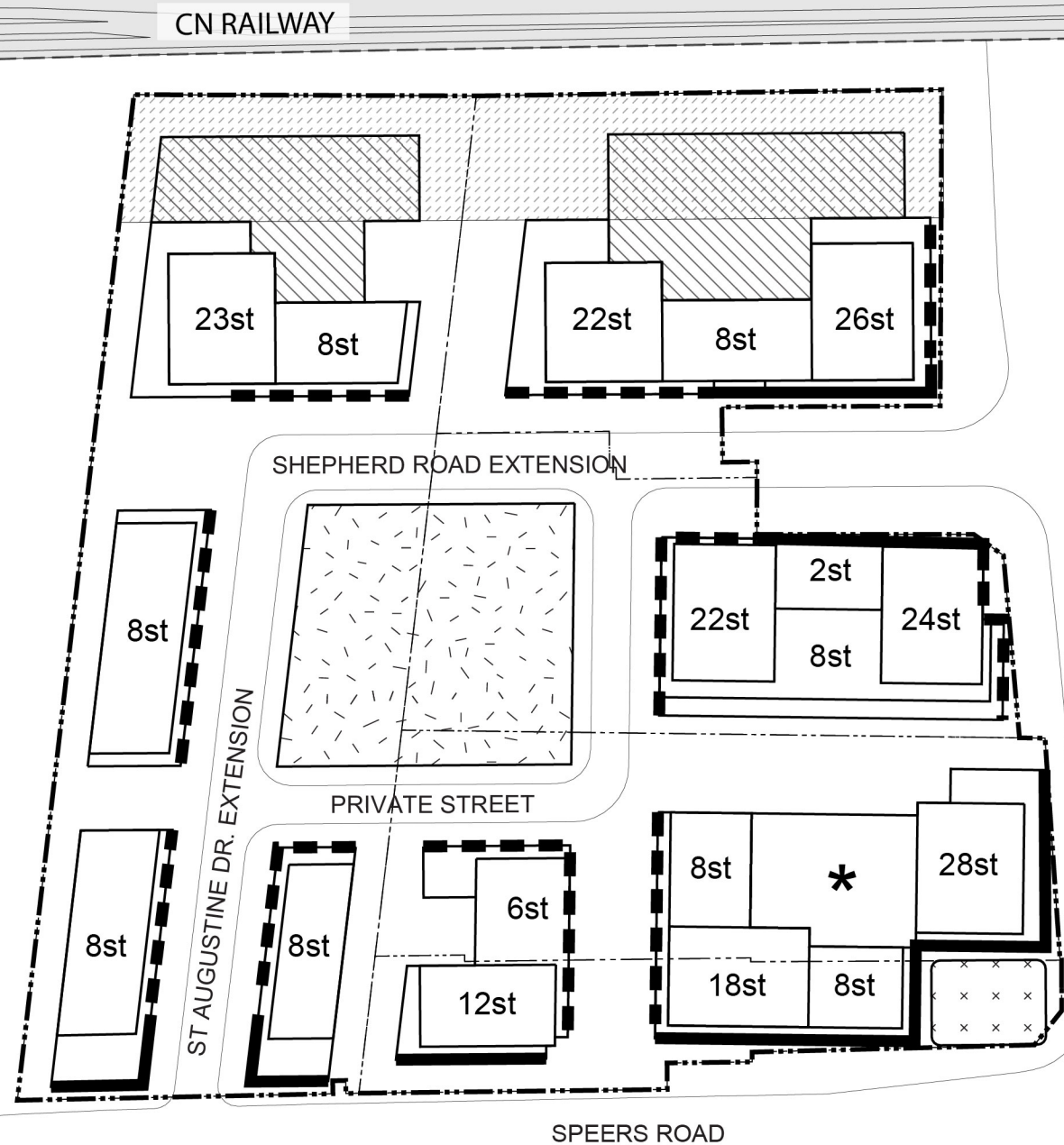
- i. A one-acre public park shall be provided in the approximate centre of the development block, which will, in part, be located on the Area B, Area C, and Area D lands.
- ii. The parkland delivered through this redevelopment shall be dedicated to the Town of Oakville in a stratified form and is conceptually located in Schedule C.
- A total of 4,037 m<sup>2</sup> (1 acre) of park space shall be delivered, located on the each of Area B, Area C, and Area D lands, as conceptually shown on Schedule D.
  - Parkland may be delivered in a phased and interim manner across parcels B, C and D lands.
  - The precise location and configuration of the park space will be determined at the site-specific development application stage.
- iii. Publicly accessible pedestrian connections will be provided as identified on the Comprehensive Development Plan and as shown on Schedule D.

- d. Urban Square (POPS)
  - i. An urban square shall be provided at the northwest corner of Kerr Road and Speers Street, at a minimum area of 500 m<sup>2</sup>. The urban square location is conceptually shown on Schedule D.
- e. Streets and Parking
  - i. Shepherd Road and St Augustine Drive will be extended through the site as a public road and will be secured during the development application stage for Areas A, B, and D as shown on Schedule D.
  - ii. A private road, designed to Town of Oakville road standards, will provide internal access within Areas B, C, D as shown on Schedule D.
  - iii. A reduced parking ratio will be permitted on the development block to support policy objectives for increasing transit use and active transportation in Kerr Village, and will be established at the development application stage
  - iv. Underground parking for private use will be permitted below private roads that are internal to the development block and below the Park.
- f. A non-sensitive land use may be located adjacent to the rail corridor, located on the Area A and D lands.
- g. The development block shall be identified as a Class 4 area pursuant to the Environmental Noise Guideline – Stationary and Transportation Sources – Approval and Planning (NPC 300) issued by the Ministry of the Environment and Climate Change.
- h. Redevelopment in accordance with a) and b), above, will only occur upon confirmation of adequate water and wastewater services, the suitability of the adjoining roads to accommodate traffic and the submission of a phasing plan.
- i. Redevelopment in accordance with a), above, will be subject to the urban design guidelines outlined in the *Livable by Design Manual Part A and Part B: Urban Design Direction for Kerr Village Growth Area*.

## DRAFT OPA

- j. Notwithstanding the above, the lands may continue to be used for the existing retail/commercial uses until such time as phased redevelopment across the site occurs.
- k. At the time of submission of a site-specific development application for any of the lands in Areas A, B, C, and D, a phasing plan is required that demonstrates how the development application can be realized without precluding the implementation of the overall development potential outlined in the Comprehensive Development Plan, the manner in which infrastructure and parkland will be provided and that there is no undue adverse impact on the continued operation of remaining existing uses.
- l. At the time of submission of a site-specific development application and as part of filing a complete application for development within any of the lands in Areas A,B,C, and D, the current and/or future owners of 530, 550, 588 Kerr Street, and 131, 171 Speers Road are required to become a party to the cost sharing agreement or provide the Town with an acknowledgement from a Trustee of a cost sharing agreement that the benefitting landowner has made satisfactory arrangements to pay its proportion of the shared development costs.
- m. Bonusing provisions to be added.

# Schedule A Comprehensive Development Plan



SHEPHERD ROAD

KERR STREET

Tower Zone

**530, 550, 588 Kerr Street  
& 131, 171 Speers Road**

## Legend

30m No Residential Zone

Park

Open Space

Potential Grocery Store

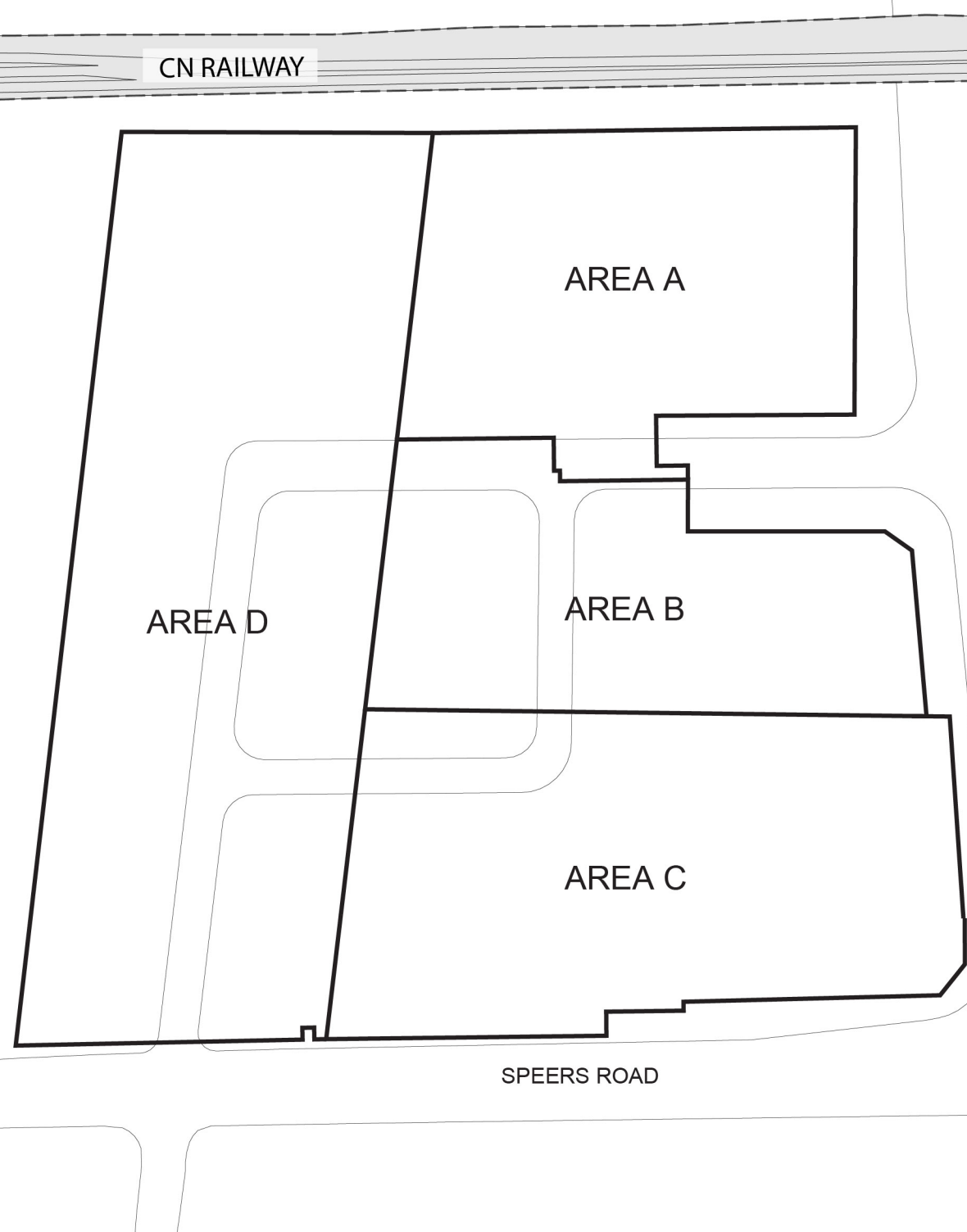
Potential Parking Structure

At Grade Retail and Active Frontages

At Grade Animated Frontages



# Schedule B Development Blocks



SHEPHERD ROAD

KERR STREET

SPEERS ROAD

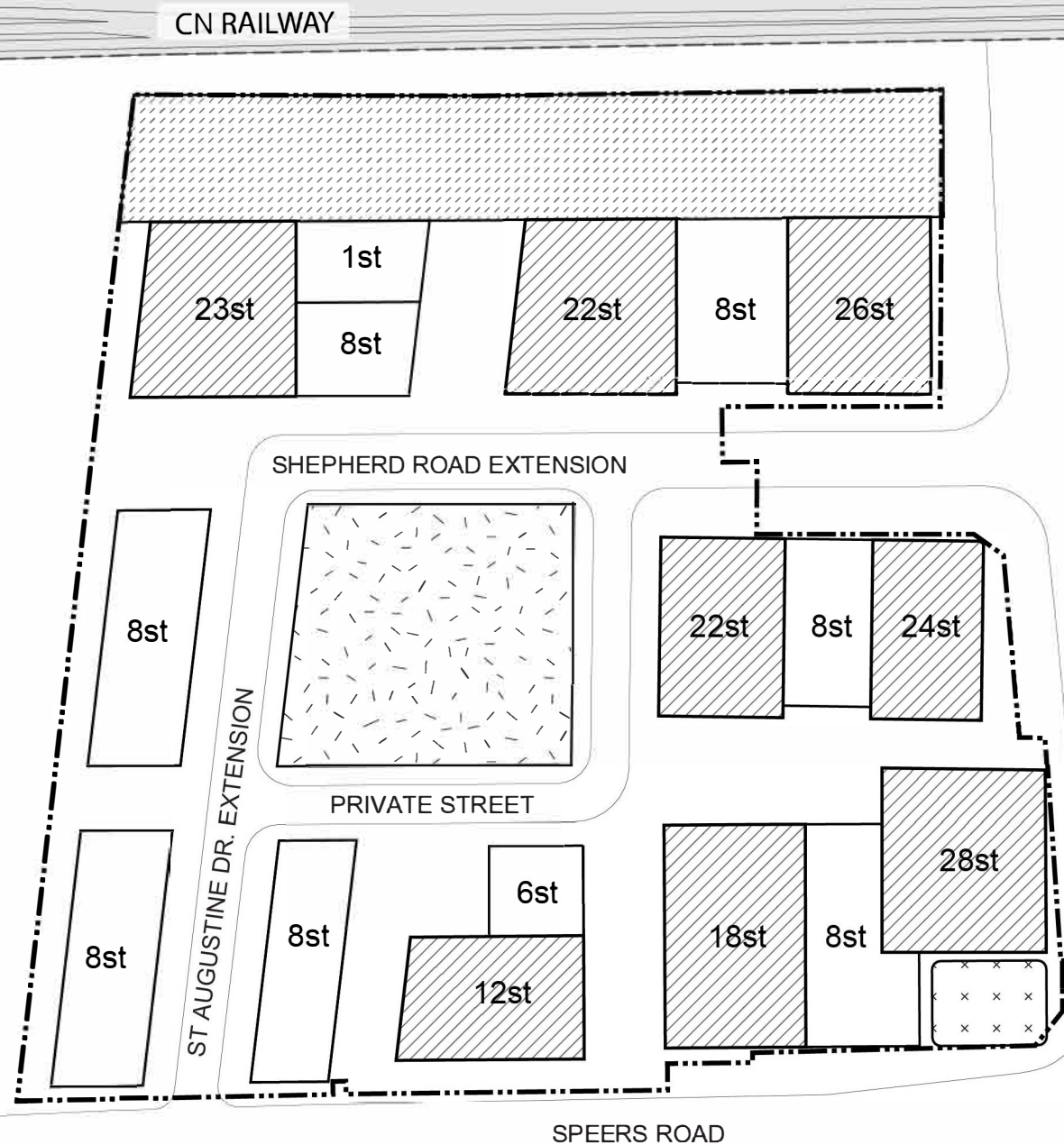
**530, 550, 588 Kerr Street  
& 131, 171 Speers Road**

### Legend

 Development Blocks



# Schedule C Max Heights



**530, 550, 588 Kerr Street  
& 131, 171 Speers Road**

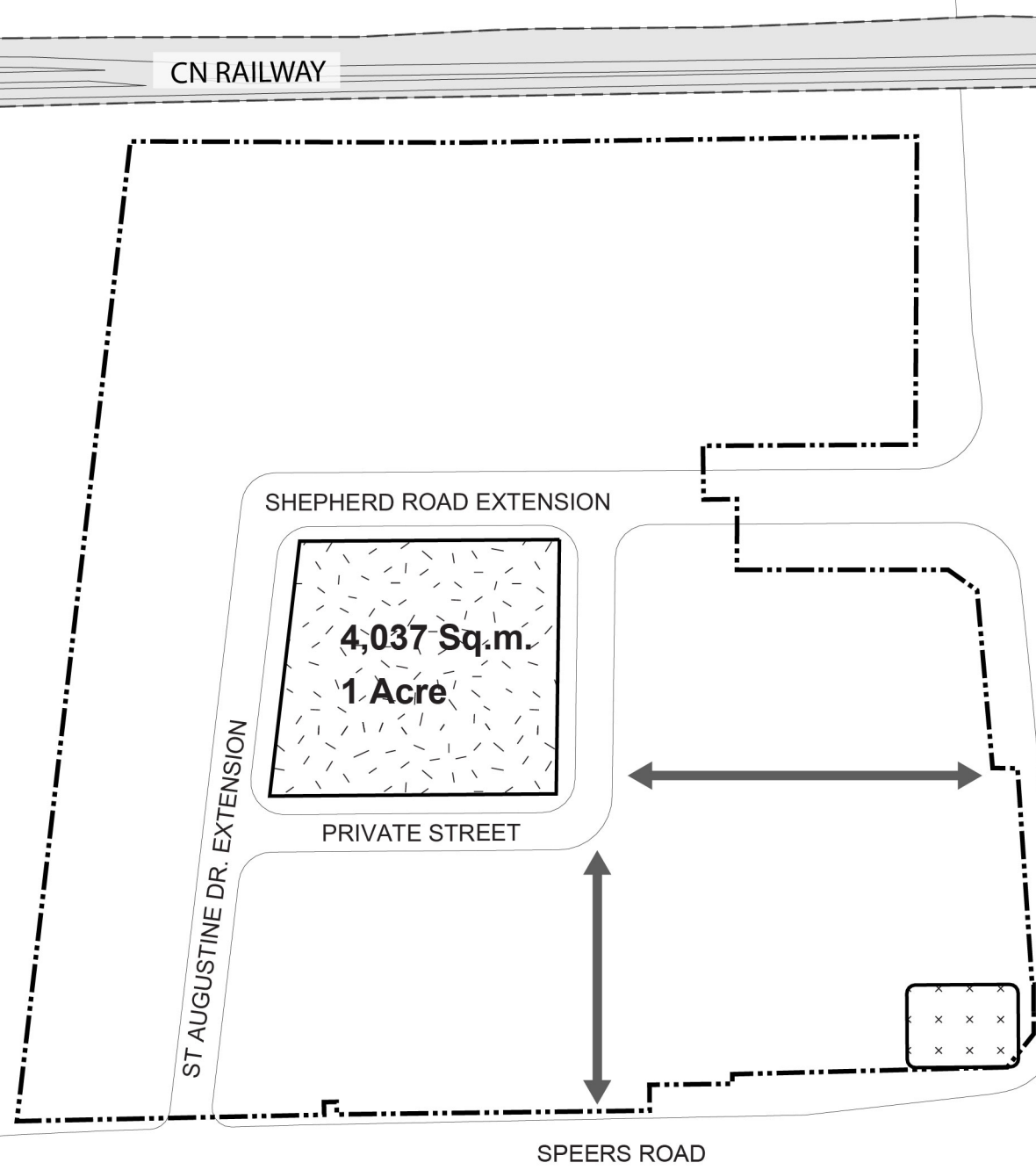
## Legend

-  30m No Residential Zone
-  Park
-  Open Space
-  Podium Zone
-  Tower Zone





# Schedule D Parks and Open Space



**530, 550, 588 Kerr Street  
& 131, 171 Speers Road**

### Legend

Park

Mid-block Connection

Open Space





## Appendix C – Provincial Policy Statement Extracts

### 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

1.1.1 Healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- d) avoiding development and land use patterns that would prevent the efficient expansion of *settlement areas* in those areas which are adjacent or close to *settlement areas*;
- e) promoting the integration of land use planning, growth management, *transit-supportive* development, *intensification* and *infrastructure* planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;
- g) ensuring that necessary *infrastructure* and *public service facilities* are or will be available to meet current and projected needs;
- h) promoting development and land use patterns that conserve biodiversity; and
- i) preparing for the regional and local impacts of a changing climate.

1.1.2 Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines. However, where an alternate time period has been established for specific areas of the Province as a result of a provincial planning exercise or a *provincial plan*, that time frame may be used for municipalities within the area.

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

Nothing in policy 1.1.2 limits the planning for *infrastructure*, *public service facilities* and *employment areas* beyond a 25-year time horizon.

#### 1.1.3 Settlement Areas

1.1.3.1 *Settlement areas* shall be the focus of growth and development.

1.1.3.2 Land use patterns within *settlement areas* shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;
- b) are appropriate for, and efficiently use, the *infrastructure* and *public service facilities* which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
- c) minimize negative impacts to air quality and climate change, and promote energy efficiency;
- d) prepare for the *impacts of a changing climate*;
- e) support *active transportation*;
- f) are *transit-supportive*, where transit is planned, exists or may be developed;

Land use patterns within *settlement areas* shall also be based on a range of uses and opportunities for *intensification* and *redevelopment* in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.

- 1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for *transit-supportive* development, accommodating a significant supply and range of *housing options* through *intensification* and *redevelopment* where this can be accommodated taking into account existing building stock or areas, including *brownfield sites*, and the availability of suitable existing or planned *infrastructure* and *public service facilities* required to accommodate projected needs.
- 1.1.3.4 Appropriate development standards should be promoted which facilitate *intensification*, *redevelopment* and compact form, while avoiding or mitigating risks to public health and safety.
- 1.1.3.5 Planning authorities shall establish and implement minimum targets for *intensification* and *redevelopment* within built-up areas, based on local conditions. However, where provincial targets are established through *provincial plans*, the provincial target shall represent the minimum target for affected areas.
- 1.1.3.6 New development taking place in *designated growth areas* should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, *infrastructure* and *public service facilities*.
- 1.1.3.7 Planning authorities should establish and implement phasing policies to ensure:
  - a) that specified targets for *intensification* and *redevelopment* are achieved prior to, or concurrent with, new development within *designated growth areas*; and
  - b) the orderly progression of development within *designated growth areas* and the timely provision of the *infrastructure* and *public service facilities* required to meet current and projected needs.

## 1.2 Coordination

- 1.2.1 A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies and boards including:

- a) managing and/or promoting growth and development that is integrated with *infrastructure* planning;
- b) economic development strategies;
- c) managing natural heritage, water, agricultural, mineral, and cultural heritage and archaeological resources;
- d) *infrastructure, multimodal transportation systems, public service facilities and waste management systems*;
- e) ecosystem, shoreline, watershed, and Great Lakes related issues;
- f) natural and human-made hazards;
- g) population, housing and employment projections, based on *regional market areas*; and
- h) addressing housing needs in accordance with provincial policy statements such as the Policy Statement: Service Manager Housing and Homelessness Plans.

1.2.2 Planning authorities shall engage with Indigenous communities and coordinate on land use planning matters.

1.2.4 Where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with lower-tier municipalities shall:

- a) identify and allocate population, housing and employment projections for lower-tier municipalities. Allocations and projections by upper-tier municipalities shall be based on and reflect *provincial plans* where these exist and informed by provincial guidelines;
- b) identify areas where growth or development will be directed, including the identification of nodes and the corridors linking these nodes;
- c) identify targets for *intensification* and *redevelopment* within all or any of the lower-tier municipalities, including minimum targets that should be met before expansion of the boundaries of *settlement areas* is permitted in accordance with policy 1.1.3.8;
- d) where major transit corridors exist or are to be developed, identify density targets for areas adjacent or in proximity to these corridors and stations, including minimum targets that should be met before expansion of the boundaries of *settlement areas* is permitted in accordance with policy 1.1.3.8; and
- e) provide policy direction for the lower-tier municipalities on matters that cross municipal boundaries.

1.2.5 Where there is no upper-tier municipality, planning authorities shall ensure that policy 1.2.4 is addressed as part of the planning process, and should coordinate these matters with adjacent planning authorities.

## **1.2.6 Land Use Compatibility**

1.2.6.1 *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.

1.2.6.2 Where avoidance is not possible in accordance with policy 1.2.6.1, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other uses that are vulnerable to encroachment by ensuring that the planning and *development* of proposed adjacent *sensitive land uses* are only permitted if the following are demonstrated in accordance with provincial guidelines, standards and procedures:

- a) there is an identified need for the proposed use;
- b) alternative locations for the proposed use have been evaluated and there are no reasonable alternative locations;
- c) *adverse effects* to the proposed *sensitive land use* are minimized and mitigated; and
- d) potential impacts to industrial, manufacturing or other uses are minimized and mitigated.

### 1.3 Employment

1.3.1 Planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
- d) encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities, with consideration of housing policy 1.4; and
- e) ensuring the necessary *infrastructure* is provided to support current and projected needs.

### 1.4 Housing

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

Upper-tier and single-tier municipalities may choose to maintain land with servicing capacity sufficient to provide at least a five-year supply of residential units available through lands suitably zoned to facilitate *residential intensification* and *redevelopment*, and land in draft approved and registered plans.

1.4.2 Where planning is conducted by an upper-tier municipality:

- a) the land and unit supply maintained by the lower-tier municipality identified in policy 1.4.1 shall be based on and reflect the allocation of population and units by the upper-tier municipality; and
- b) the allocation of population and units by the upper-tier municipality shall be based on and reflect *provincial plans* where these exist.

1.4.3 Planning authorities shall provide for an appropriate range and mix of *housing options* and densities to meet projected market-based and affordable housing needs of current and future residents of the *regional market area* by:

- a) establishing and implementing minimum targets for the provision of housing which is *affordable* to *low and moderate income households* and which aligns with applicable housing and homelessness plans. However, where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipalities may identify a higher target(s) which shall represent the minimum target(s) for these lower-tier municipalities;
- b) permitting and facilitating:
  1. all *housing options* required to meet the social, health, economic and well-being requirements of current and future residents, including *special needs* requirements and needs arising from demographic changes and employment opportunities; and
  2. all types of *residential intensification*, including additional residential units, and *redevelopment* in accordance with policy 1.1.3.3;
- c) directing the development of new housing towards locations where appropriate levels of *infrastructure* and *public service facilities* are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, *infrastructure* and *public service facilities*, and support the use of *active transportation* and transit in areas where it exists or is to be developed;
- e) requiring *transit-supportive* development and prioritizing *intensification*, including potential air rights development, in proximity to transit, including corridors and stations; and
- f) establishing development standards for *residential intensification*, *redevelopment* and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

## 1.5 Public Spaces, Recreation, Parks, Trails and Open Space

1.5.1 Healthy, active communities should be promoted by:

- a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate *active transportation* and community connectivity;
- b) planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for *recreation*, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;
- 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.

## **1.6 Infrastructure and Public Service Facilities**

- 1.6.1 *Infrastructure and public service facilities* shall be provided in an efficient manner that prepares for the *impacts of a changing climate* while accommodating projected needs.

Planning for *infrastructure and public service facilities* shall be coordinated and integrated with land use planning and growth management so that they are:

- a) financially viable over their life cycle, which may be demonstrated through asset management planning; and
- b) available to meet current and projected needs.

- 1.6.2 Planning authorities should promote *green infrastructure* to complement *infrastructure*.

### **1.6.7 Transportation Systems**

- 1.6.7.1 *Transportation systems* should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs.

- 1.6.7.2 Efficient use should be made of existing and planned *infrastructure*, including through the use of *transportation demand management* strategies, where feasible.

- 1.6.7.3 As part of a *multimodal transportation system*, connectivity within and among *transportation systems* and modes should be maintained and, where possible, improved including connections which cross jurisdictional boundaries.

- 1.6.7.4 A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and *active transportation*.

### **1.6.8 Transportation and Infrastructure Corridors**

- 1.6.8.1 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.

- 1.6.8.2 *Major goods movement facilities and corridors* shall be protected for the long term.

- 1.6.8.3 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, mitigate or minimize negative impacts on and from the corridor and transportation facilities.

- 1.6.8.4 The preservation and reuse of abandoned corridors for purposes that maintain the corridor's integrity and continuous linear characteristics should be encouraged, wherever feasible.
- 1.6.8.5 The co-location of linear *infrastructure* should be promoted, where appropriate.
- 1.6.8.6 When planning for corridors and rights-of-way for significant transportation, electricity transmission, and *infrastructure* facilities, consideration will be given to the significant resources in Section 2: Wise Use and Management of Resources.

## **1.6.9 Airports, Rail and Marine Facilities**

- 1.6.9.1 Planning for land uses in the vicinity of *airports, rail facilities* and *marine facilities* shall be undertaken so that:
  - a) their long-term operation and economic role is protected; and
  - b) *airports, rail facilities* and *marine facilities* and *sensitive land uses* are appropriately designed, buffered and/or separated from each other, in accordance with policy 1.2.6.

## **1.7 Long-Term Economic Prosperity**

- 1.7.1 Long-term economic prosperity should be supported by:
  - a) promoting opportunities for economic development and community investment-readiness;
  - b) encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of *housing options* for a diverse workforce;
  - c) optimizing the long-term availability and use of land, resources, *infrastructure* and *public service facilities*;
  - d) maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets;
  - e) encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including *built heritage resources* and *cultural heritage landscapes*;
  - f) promoting the redevelopment of *brownfield sites*;
  - g) providing for an efficient, cost-effective, reliable *multimodal transportation system* that is integrated with adjacent systems and those of other jurisdictions, and is appropriate to address projected needs to support the movement of goods and people;
  - j) promoting energy conservation and providing opportunities for increased energy supply;
  - k) minimizing negative impacts from a changing climate and considering the ecological benefits provided by nature; and
  - l) encouraging efficient and coordinated communications and telecommunications infrastructure.

## Appendix D – Growth Plan Extracts

### 2.2 Policies for Where and How to Grow

#### 2.2.1 Managing Growth

1. Population and employment forecasts contained in Schedule 3 or such higher forecasts as established by the applicable upper- or single-tier municipality through its *municipal comprehensive review* will be used for planning and managing growth in the *GGH* to the horizon of this Plan in accordance with the policies in subsection 5.2.4.
2. Forecasted growth to the horizon of this Plan will be allocated based on the following:
  - a) the vast majority of growth will be directed to *settlement areas* that:
    - i. have a *delineated built boundary*;
    - ii. have existing or planned *municipal water and wastewater systems*; and
    - iii. can support the achievement of *complete communities*;
  - c) within *settlement areas*, growth will be focused in:
    - i. *delineated built-up areas*;
    - ii. *strategic growth areas*;
    - iii. locations with existing or planned transit, with a priority on *higher order transit* where it exists or is planned; and
    - iv. areas with existing or planned *public service facilities*;
3. Upper- and single-tier municipalities will undertake integrated planning to manage forecasted growth to the horizon of this Plan, which will:
  - a) establish a hierarchy of *settlement areas*, and of areas within *settlement areas*, in accordance with policy 2.2.1.2;
  - b) be supported by planning for *infrastructure* and *public service facilities* by considering the full life cycle costs of these assets and developing options to pay for these costs over the long-term;
  - c) provide direction for an urban form that will optimize *infrastructure*, particularly along transit and transportation corridors, to support the achievement of *complete communities* through a more *compact built form*;
  - d) support the environmental and agricultural protection and conservation objectives of this Plan; and
  - e) be implemented through a *municipal comprehensive review* and, where applicable, include direction to lower-tier municipalities.
4. Applying the policies of this Plan will support the achievement of *complete communities* that:
  - a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and *public service facilities*;
  - b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;



- c) provide a diverse range and mix of housing options, including additional residential units and *affordable* housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- d) expand convenient access to:
  - i. a range of transportation options, including options for the safe, comfortable and convenient use of *active transportation*;
  - ii. *public service facilities*, co-located and integrated in community hubs;
  - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and
  - iv. healthy, local, and affordable food options, including through urban agriculture;
- e) provide for a more *compact built form* and a vibrant *public realm*, including public open spaces;
- f) mitigate and adapt to the *impacts of a changing climate*, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and
- g) integrate *green infrastructure* and appropriate *low impact development*.

## 2.2.2 Delineated Built-up Areas

1. By the time the next *municipal comprehensive review* is approved and in effect, and for each year thereafter, the applicable minimum intensification target is as follows:
  - a) A minimum of 50 per cent of all residential development occurring annually within each of the Cities of Barrie, Brantford, Guelph, Hamilton, Orillia and Peterborough and the Regions of Durham, Halton, Niagara, Peel, Waterloo and York will be within the *delineated built-up area*; and
  - b) The City of Kawartha Lakes and the Counties of Brant, Dufferin, Haldimand, Northumberland, Peterborough, Simcoe and Wellington will, through the next *municipal comprehensive review*, each establish the minimum percentage of all residential development occurring annually that will be within the *delineated built-up area*, based on maintaining or improving upon the minimum intensification target contained in the applicable upper- or single-tier official plan.
2. Until the next *municipal comprehensive review* is approved and in effect, the annual minimum intensification target contained in the applicable upper- or single-tier official plan that is approved and in effect as of July 1, 2017 will continue to apply.
3. All municipalities will develop a strategy to achieve the minimum intensification target and *intensification* throughout *delineated built-up areas*, which will:
  - a) identify *strategic growth areas* to support achievement of the intensification target and recognize them as a key focus for development;
  - b) identify the appropriate type and scale of development in *strategic growth areas* and transition of built form to adjacent areas;
  - c) encourage *intensification* generally throughout the *delineated built-up area*;
  - d) ensure lands are zoned and development is designed in a manner that supports the achievement of *complete communities*;

- e) prioritize planning and investment in *infrastructure* and *public service facilities* that will support *intensification*; and
- f) be implemented through official plan policies and designations, updated zoning and other supporting documents.

## 2.2.6 Housing

1. Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will:
  - a) support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:
    - i. identifying a diverse range and mix of housing options and densities, including additional residential units and *affordable* housing to meet projected needs of current and future residents; and
    - ii. establishing targets for *affordable* ownership housing and rental housing;
  - b) identify mechanisms, including the use of land use planning and financial tools, to support the implementation of policy 2.2.6.1 a);
  - c) align land use planning with applicable housing and homelessness plans required under the Housing Services Act, 2011;
  - d) address housing needs in accordance with provincial policy statements such as the Policy Statement: “Service Manager Housing and Homelessness Plans”; and
  - e) implement policy 2.2.6.1 a), b), c) and d) through official plan policies and designations and zoning by-laws.
2. Notwithstanding policy 1.4.1 of the PPS, 2020, in implementing policy 2.2.6.1, municipalities will support the achievement of *complete communities* by:
  - a) planning to accommodate forecasted growth to the horizon of this Plan;
  - b) planning to achieve the minimum intensification and density targets in this Plan;
  - c) considering the range and mix of housing options and densities of the existing housing stock; and
  - d) planning to diversify their overall housing stock across the municipality.
3. To support the achievement of *complete communities*, municipalities will consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes.
4. Municipalities will maintain at all times where development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units. This supply will include, and may exclusively consist of, lands suitably zoned for *intensification* and *redevelopment*.

## 3.2 Policies for Infrastructure to Support Growth

### 3.2.1 Integrated Planning

1. *Infrastructure* planning, land use planning, and *infrastructure* investment will be co-ordinated to implement this Plan.

2. Planning for new or expanded *infrastructure* will occur in an integrated manner, including evaluations of long-range scenario-based land use planning, environmental planning and financial planning, and will be supported by relevant studies and should involve:
  - a) leveraging *infrastructure* investment to direct growth and development in accordance with the policies and schedules of this Plan, including the achievement of the minimum intensification and density targets in this Plan;
  - b) providing sufficient *infrastructure* capacity in *strategic growth areas*;
  - c) identifying the full life cycle costs of *infrastructure* and developing options to pay for these costs over the long-term; and
  - d) considering the *impacts of a changing climate*.
3. *Infrastructure* investment and other implementation tools and mechanisms will be used to facilitate *intensification* and higher density development in *strategic growth areas*. Priority will be given to *infrastructure* investments made by the Province that support the policies and schedules of this Plan.

### 3.2.2 Transportation – General

1. *Transportation system* planning, land use planning, and transportation investment will be co-ordinated to implement this Plan.
2. The *transportation system* within the *GGH* will be planned and managed to:
  - a) provide connectivity among transportation modes for moving people and for moving goods;
  - b) offer a balance of transportation choices that reduces reliance upon the automobile and promotes transit and *active transportation*;
  - c) be sustainable and reduce greenhouse gas emissions by encouraging the most financially and environmentally appropriate mode for trip- making and supporting the use of zero- and low-emission vehicles;
  - d) offer *multimodal* access to jobs, housing, schools, cultural, and recreational opportunities, and goods and services;
  - e) accommodate agricultural vehicles and equipment, as appropriate; and
  - f) provide for the safety of system users.
3. In the design, refurbishment, or reconstruction of the existing and planned street network, a *complete streets* approach will be adopted that ensures the needs and safety of all road users are considered and appropriately accommodated.

### 3.2.3 Moving People

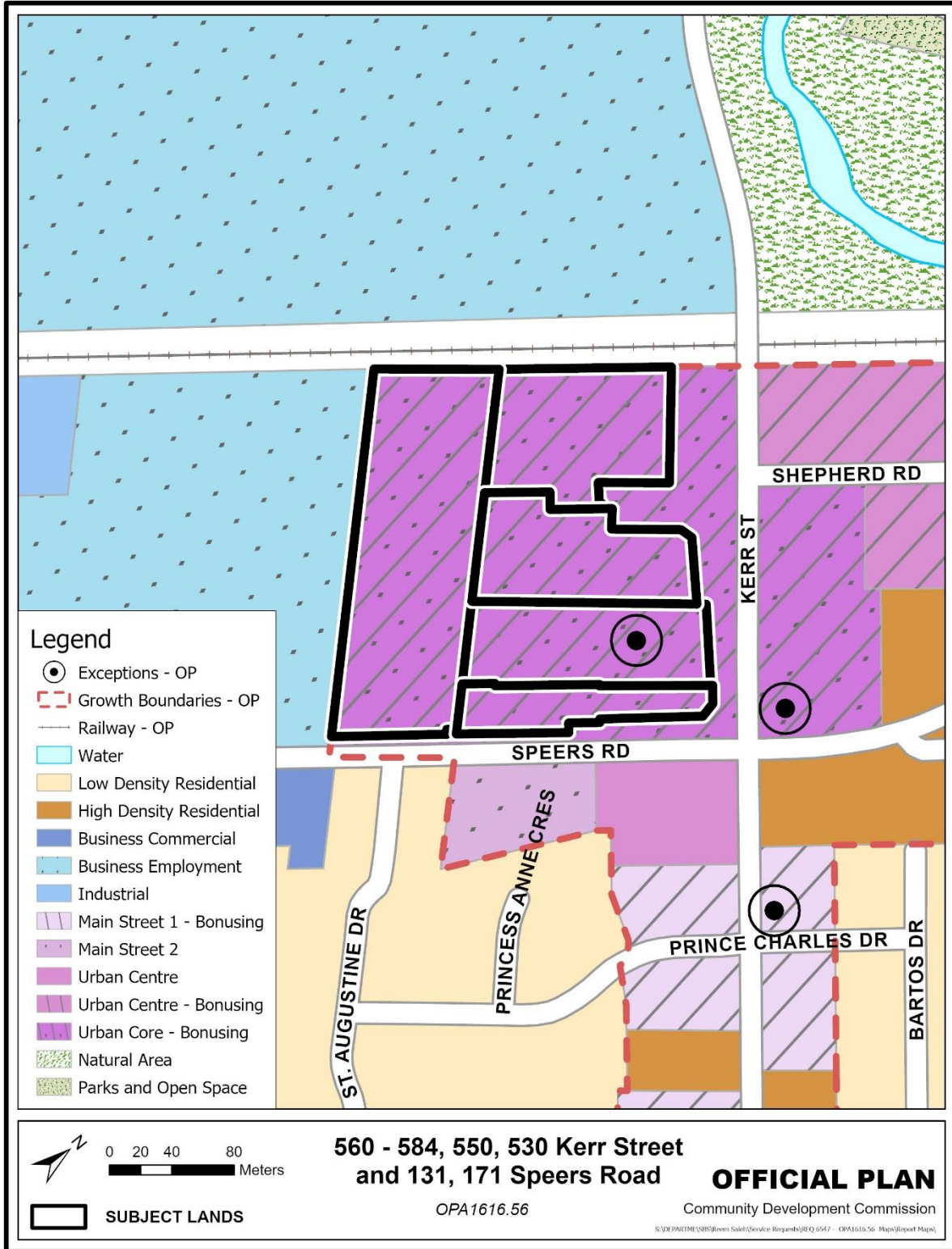
1. Public transit will be the first priority for transportation *infrastructure* planning and major transportation investments.

### 3.2.7 Stormwater Management

2. Proposals for large-scale *development* proceeding by way of a secondary plan, plan of subdivision, vacant land plan of condominium or site plan will be supported by a *stormwater management plan* or equivalent, that:

- a) is informed by a *subwatershed plan* or equivalent;
- b) incorporates an integrated treatment approach to minimize stormwater flows and reliance on stormwater ponds, which includes appropriate *low impact development* and *green infrastructure*;
- c) establishes planning, design, and construction practices to minimize vegetation removal, grading and soil compaction, sediment erosion, and impervious surfaces; and
- d) aligns with the *stormwater master plan* or equivalent for the *settlement area*, where applicable.

# Appendix E



## Appendix F – Livable Oakville Extracts

### 1.2 Plan Organization

1.2.1 The Official Plan is referred to as “the Livable Oakville Plan”, “Livable Oakville”, “this Plan” or “the Plan” and establishes the policies and land use designations that implement the Town’s vision “to be the most livable Town in Canada.”

1.2.2 This Plan is to be read in its entirety as a comprehensive and integrated policy framework for setting priorities and making decisions.

## 2. POLICY FRAMEWORK

### 2.1 Mission Statement

To enhance the Town’s natural, cultural, social and economic environments by ensuring that environmental sustainability, cultural vibrancy, economic prosperity and social well-being are incorporated into growth and *development* decisions.

### 2.2 Guiding Principles

2.2.1 Preserving and creating a livable community in order to:

- a) preserve, enhance, and protect the distinct *character*, cultural heritage, living environment, and sense of community of neighbourhoods;
- b) direct the majority of growth to identified locations where higher density, transit and pedestrian oriented *development* can be accommodated; and,
- c) achieve long term economic security within an environment that offers a diverse range of employment opportunities for residents.

2.2.2 Providing choice throughout the Town in order to:

- a) enable the availability and accessibility of a wide range of housing, jobs and community resources to meet the diverse needs of the community through all stages of life;
- b) provide choices for mobility by linking people and places with a sustainable transportation network consisting of roads, transit, walking and cycling trails; and,
- c) foster the Town’s sense of place through excellence in building and community design.

2.2.3 Achieving sustainability in order to:

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

## **4. MANAGING GROWTH AND CHANGE**

### **4.1 Growth Areas**

The majority of *intensification* in the Town is to occur within the Growth Areas as defined in Part E.

Midtown Oakville, the Uptown Core and Palermo Village are primary Growth Areas, which will accommodate the highest level of *intensification*. They are intended to be developed as mixed use centres with *transit-supportive development* focused around *major transit station areas* and along corridors. These areas have been the subject of detailed, comprehensive land use studies or secondary planning exercises which have resulted in objectives and policies to provide for *intensification* opportunities.

Bronte Village, Kerr Village and Downtown Oakville are also Growth Areas. These areas are intended to develop as mixed use centres with viable main streets. The revitalization of Bronte Village and Kerr Village has been the subject of detailed, comprehensive land use studies which have resulted in objectives and policies to provide for growth opportunities. Downtown Oakville will continue to provide for *intensification* opportunities within its defined planning framework.

## **6. URBAN DESIGN**

Good urban design is an integral part of the planning process, enabling the creation of stimulating, vibrant, and livable places; it is a key component in creating a definable sense of identity. Tangible elements of the urban environment such as the built form, open space, and public realm, and their relationship to one another, should be organized and designed in an attractive, functional and efficient manner.

The Town is committed to achieving a high standard of urban design and architectural quality to provide an innovative and diverse urban form that promotes a sustainable, dynamic and livable environment.

### **6.1 General**

#### **6.1.1 Objectives**

The general objectives for urban design are to provide for:

- a) diversity, comfort, safety and compatibility with the existing community;
- b) attractive, barrier-free, and safe public spaces, such as streetscapes, gateways, vistas and open spaces;
- c) innovative and diverse urban form and excellence in architectural design;

and,

- d) the creation of distinctive places and locales, including Midtown Oakville, the other Growth Areas and high profile locations such as gateways to the Town.

### 6.1.2 Policies

- a) *Development* and public realm improvements shall be evaluated in accordance with the urban design direction provided in the Livable by Design Manual, as amended, to ascertain conformity with the urban design policies of this Plan. Alternative design approaches to those found in the Livable by Design Manual may be proposed, with appropriate justification and after consultation with the Town, provided that they meet the intent and purpose of the urban design policies of the Plan.
- b) Urban design policies shall be developed and incorporated by amendment to this Plan.
- c) The urban design policies will be implemented through design documents and zoning.

## 6.2 Public Realm

6.2.1 The design of the public realm shall promote creativity and innovation and include:

- a) a network of streets accommodating choices for pedestrians, cyclists, transit and vehicles;
- b) walkable street lengths for pedestrians;
- c) a network of accessible, interconnected and predictable pedestrian-oriented spaces and routes;
- d) comfortable and accessible public spaces that respond to their surroundings;and,
- e) furnishings, trees and landscaping, wayfinding, and public art that provide orientation and a sense of identity.

## 6.3 Complete Streets

6.3.1 The design of new streets and enhancement of existing streets shall incorporate the following attributes of complete streets, where appropriate:

- a) *multi-modal* choices;
- b) circulation alternatives and convenient connections;
- c) priority pedestrian, cyclist and transit usage;
- d) comfortable, barrier-free and safe routes;



- e) ecologically sustainable features; and, f) quality spaces for public life.

## **6.4 Streetscapes**

### **6.4.1 Streetscapes shall:**

- a) enhance the local context and create a sense of identity;
- b) promote a pedestrian-oriented environment that is safe, attractive and barrier-free;
- c) provide well designed and coordinated tree planting, landscaping, lighting and furnishings;
- d) provide wayfinding and navigational information; and,
- e) provide cohesion and seamless transitions between the public and private realms.

### **6.4.2 New *development* should contribute to the creation of a cohesive streetscape by:**

- a) placing the principal building entrances towards the street and where applicable, towards corner intersections;
- b) framing the street and creating a sense of enclosure;
- c) providing variation in façade articulation and details;
- d) connecting active uses to the public realm to enhance the liveliness and vibrancy of the street, where applicable;
- e) incorporating sustainable design elements, such as trees, plantings, furnishings, lighting, etc.;
- f) coordinating improvements in building setback areas to create transitions from the public to private realms; and,
- g) improving the visibility and prominence of and access to unique natural, heritage, and built features.

### **6.4.4 The creation of new streetscapes and improvements to existing streetscapes by the Town shall be consistent with the process outlined in the Streetscape Strategy (February 2014), as amended.**

## **6.5 Street Design/Layout**

6.5.1 *Development* should establish or reinforce a modified grid street pattern with an inter-connected network of roads designed to:

- a) disperse traffic by providing alternative routes;
- b) enhance bicycle movement;
- c) support the integration of transit service; and,
- d) respond to existing natural and topographical features.

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

## **6.6 Gateways**

6.6.1 Gateways should create a sense of entrance and arrival through well-designed built form, landscaping and enhanced streetscape treatments that contribute to community image and identity.

6.6.2 Major gateways are located at visually prominent sites located at major entry points into the Town and Growth Areas. Minor gateways are located at secondary entry points to the Town and prominent intersections.

6.6.3 *Development* at gateways should be well-designed, pedestrian-scaled, address the public realm, and complement the distinctive *character* of the area.

6.6.4 Entrance features to new subdivisions, such as ornamental walls and signs, shall not be permitted.

## **6.7 Urban Squares**

6.7.1 Urban squares, as extensions of the public realm, should be safe, publicly accessible and barrier-free places that:

- a) integrate local history, culture and natural features;
- b) maximize user comfort and enjoyment;
- c) adapt to changing needs of users; and
- d) promote formal and informal social interactions.

6.7.2 Urban squares should be included in *development* proposals, where appropriate, and dedicated to the Town or may remain in private ownership with public access granted.

6.7.3 Large *development* projects are encouraged to include a single, large urban square or a series of smaller urban squares.

## 6.9 Built Form

- 6.9.1 Buildings should be designed to create a sense of identity through massing, form, placement, orientation, scale, architectural features, landscaping and signage.
- 6.9.2 Building design and placement should be *compatible* with the existing and planned surrounding context and undertaken in a creative and innovative manner.
- 6.9.3 To achieve compatibility between different land uses, *development* shall be designed to accommodate an appropriate transition through landscape buffering, spatial separation, and *compatible* built form.
- 6.9.4 In Growth Areas and along *intensification corridors*, buildings should incorporate distinctive architecture, contribute to a sense of identity and be positioned on and oriented towards the street frontage(s) to provide interest and comfort at ground level for pedestrians.
- 6.9.5 Buildings should present active and visually permeable façades to all adjacent streets, urban squares, and amenity spaces through the use of windows, entry features, and human-scaled elements.
- 6.9.6 Main principal entrances to buildings should be oriented to the public sidewalk, on- street parking and transit facilities for direct and convenient access for pedestrians.
- 6.9.7 *Development* should be designed with variation in building mass, façade treatment and articulation to avoid sameness.
- 6.9.8 Buildings located on corner lots shall provide a distinct architectural appearance with a high level of detailing and articulated façades that continue around the corner to address both streets.
- 6.9.9 New *development* shall ensure that proposed building heights and form are *compatible* with adjacent existing *development* by employing an appropriate transition of height and form from new to existing *development*, which may include setbacks, façade step backs or terracing in order to reduce adverse impacts on adjacent properties and/or the public realm.
- 6.9.10 Continuous streetwalls of identical building height are discouraged. Variety in rooflines should be created through subtle variations in roof form and height.
- 6.9.11 Where appropriate, the first storey of a building shall have a greater floor to ceiling height to accommodate a range of non-residential uses.
- 6.9.12 New *development* should be fully accessible by incorporating universal design principles to ensure barrier-free pedestrian circulation.
- 6.9.13 Rooftop mechanical equipment shall not be visible from view from the public realm.

- 6.9.14 Outdoor amenity areas on buildings should incorporate setbacks and screening elements to ensure compatibility with the local context.
- 6.9.15 Buildings should be sited to maximize solar energy, ensure adequate sunlight and skyviews, minimize wind conditions on pedestrian spaces and adjacent properties, and avoid excessive shadows.

## **8. TRANSPORTATION**

### **8.2 Transportation Network**

- 8.2.2 The desired major road network, consisting of Provincial Highways, major arterials, multi-purpose and minor arterials and collectors in accordance with the classifications of the preceding policy is indicated on Schedule C. Minor collector roads and local roads will generally be shown within the Growth Area land use schedules.
- 8.2.3 The location of proposed major transportation facilities are identified on Schedule C. The location of major transportation facilities shall generally conform to the designations on Schedule C, recognizing that road requirements, locations and alignments shown are diagrammatic. The exact road requirements, location and alignment shall be determined through detailed transportation studies, environmental assessments where required and the planning approval process. An amendment to this Plan will not be required for changes to the requirements, location or alignments shown on Schedule C provided that the general intent and purpose of this Plan is maintained.

### **8.4 Rights-of-Way**

- 8.4.1 The required right-of-way widths shown in Table 4, Functional Classification of Roads, in conjunction with Schedule C, denote the requirement for the section of the road. Additional rights-of-way may be required at intersections to provide for exclusive queue jump and/or turning lanes and other special treatments to accommodate the optimum road/intersection geometric design.
- 8.4.2 Additional rights-of-way may be required to provide lands for environmental considerations in the construction of bridges, overpasses, grade separations, pedestrian and cycling facilities, and transit priority measures. Any such additional right-of-way requirements shall be determined at the time of the design of the road facilities.
- 8.4.3 Rights-of-way in accordance with Table 4 shall be conveyed as required as a condition of *development*.

### **8.12 Integrating Land Use and Transportation**

- 8.12.1 The Town will co-ordinate land use and transportation planning to maximize the efficient use of land.
- 8.12.2 *Development* plans shall be designed with specific regard to the safe, convenient and efficient provision of public transit as well as pedestrian and cycling facilities. In particular, to facilitate the development of a *transit-supportive* urban structure, the following measures will be reflected in all *development* proposals:

- a) densities supportive of transit, which are commensurate with the type and frequency of transit service planned for the area and/or corridor, particularly near transit stops and stations;
- b) a road pattern and related pedestrian and cycling facilities network that provide for direct pedestrian and cycling access to transit routes and stops;
- c) documentation of walking distances to ensure that all areas within the Plan area are adequately served by transit; and,
- d) transit stops and bus bays on primary and secondary transit corridors and major arterials and, where appropriate, incorporation of these features into road design requirements.

## **8.16 Noise and Vibration**

8.16.1 The Town shall require appropriate mitigation of adverse impacts on *sensitive land uses* from noise and vibration emanating from rail yards, railways, Provincial Highways, major, multi-purpose and minor arterials, and primary transit corridors.

8.16.2 *Sensitive land uses* shall be buffered through mechanisms such as restrictions on the type of use, building design, location of outdoor living area and the provision of landscaping including street trees and fencing.

## **10. SUSTAINABILITY**

### **10.1 General**

#### 10.1.1 Objectives

The general objectives for sustainability are:

- a) to minimize the Town's *ecological footprint*;
- b) to achieve sustainable building and community design;
- c) to preserve, enhance and protect the Town's environmental features, natural heritage systems and waterfronts;
- d) to enhance the Town's air and water quality;
- e) to maintain the existing urban forest; and,
- f) to progressively increase the urban forest to achieve a canopy cover of 40% Town-wide beyond the life of this Plan.

### 10.1.2 Policies

- a) *Sustainable development* will be one of the criteria when reviewing applications for future land use and for public works and capital expenditures in order to minimize the Town's *ecological footprint*.
- b) The Town will encourage *development* which reflects the principle of *sustainable development* through a *sustainable development* checklist. The checklist will be used as a tool for assessing *sustainable development* features of applications, including those matters set out in this section or other initiatives.

## 10.4 Energy Conservation

10.4.1 The Town shall promote and encourage *development* which minimizes energy consumption when evaluating planning applications by:

- a) seeking a *compact urban form*;
- b) encouraging mixed use *development* where appropriate to minimize motor vehicle trips;
- c) encouraging the use of appropriately selected and located vegetation to reduce the energy consumption of buildings;
- d) encouraging urban design that promotes energy conservation;
- e) promoting transit and modes of *active transportation*; and,
- f) addressing other matters, as appropriate, that reduce energy consumption.

## 10.6 Green Buildings

10.6.1 The Town will encourage innovative programs and construction methods which support the *sustainable development* and redevelopment of buildings. Sustainable features sought by the Town may include, but are not limited to:

- a) *renewable energy systems* such as wind, geothermal and solar power installations;
- b) energy-efficiency technologies that are consistent with high energy efficiency standards (such as Energy Star and LEED buildings), design features and construction practices;
- c) green roofs or high albedo roofs that contribute to the reduction of the urban heat island effect;
- d) permeable paving and other innovative stormwater management methods;
- e) water conservation and efficiency measures; and,
- g) conserving heritage resources, which contributes to sustainability by reducing landfill and lessening the demand for energy and resources needed for new construction.

## 10.10 Stormwater Management

- 10.10.1 Stormwater management techniques shall be used in the design of new *developments* to control both the quantity and quality of stormwater runoff. In areas where soil types permit, on-site infiltration shall be encouraged to the maximum extent feasible.
- 10.10.2 Where existing *watercourses* are sufficiently wide to carry storm flows, there shall be no modification of these areas, except for *erosion* control and water quality maintenance measures to the satisfaction of the Town, the Conservation Authority and the Province.
- 10.10.3 Where the *watercourse* is not sufficient to accommodate storm flows and to ensure water quality, realignment or deepening of the *watercourse* may be accepted, if the following guidelines are satisfied:
- a) The *watercourse* realignment must meet all of the requirements of the Town, the Conservation Authority and the Federal government.
  - b) *Erosion* control and/or stream bed and bank stabilization techniques shall be implemented to the satisfaction of the Town and the Conservation Authority.
  - c) All alterations to *watercourses*, floodplains, meander belts, valleylands and fish habitat will require the approval of the Conservation Authority.
- 10.10.4 Potential recharge and infiltration areas shall require further studies to be conducted at the *development* application stage. The purpose of these studies is to determine whether site specific recharge and/or infiltration is feasible on the subject property and to ensure protection of their function.
- 10.10.5 The provision of stormwater drainage facilities shall be in accordance with master plans established through subwatershed studies, where applicable, or the Town's engineering standards.
- 10.10.6 Stormwater management plans and facilities for watersheds that extend beyond the municipal boundary shall be developed in conjunction with the adjacent municipalities.
- 10.10.7 Existing groundwater recharge rates shall be maintained in all *developments*, where possible.
- 10.10.8 The use of permeable surfaces and soft landscaping shall be encouraged where possible.
- 10.10.9 All *development* shall follow the current Provincial and Federal guidelines for stormwater management (best management practices). The Town also encourages innovative stormwater management strategies, especially within the Growth Areas.
- 10.10.10 Where permanent facilities are required to service the full watershed, as determined in the subwatershed study, or are to be located outside the area of application for

draft plan of subdivision approval, *development* of the subdivision may be delayed until required facilities are built.

- 10.10.11 Notwithstanding the above, the proponent of an application for draft plan of subdivision approval may provide interim stormwater management for the subdivision on their own property, subject to the approval of the Town and the Conservation Authority. Such handling shall be of a temporary nature and shall not be an alternative to optimum stormwater management as identified in the watershed and subwatershed studies.
- 10.10.12 The Town may pursue opportunities to implement quantity and quality controls for stormwater management within the Town's developed areas where current controls do not exist or are not adequate.

## **12. MIXED USE**

### **12.1 General**

- 12.1.1 The intent of the Mixed Use designations is to allow for a diversity of residential, commercial and office uses which are integrated in buildings to provide for the efficient use of municipal services and *infrastructure*.
- 12.1.2 Mixed use *development* will be focused on lands located within Oakville's Growth Areas and along identified corridors.
- 12.1.3 The Mixed Use designations are intended to create 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. The location and size of any use on upper and/or lower floors within mixed use buildings will be determined through the *development* process and regulated by the implementing zoning.

### **12.5 Urban Core**

The Urban Core designation is envisioned to have a strong urban focus and incorporate retail and service commercial, *major office*, office and residential uses. *Development* should be oriented to the street and shall contribute to a high quality pedestrian-oriented and *transit-supportive* environment. Midtown Oakville and the Uptown Core are the primary locations for this designation.

#### **12.5.1 Permitted Uses**

- a) A wide range of retail and service commercial uses, including restaurants, commercial schools, *major office*, offices and residential uses may be permitted in the Urban Core designation. Retail and service commercial uses shall be provided on the ground floor of mixed use buildings that directly front a public street.  
These uses may also extend to other floors. Places of entertainment, indoor sports



facilities and hotels may also be permitted. Office uses and ancillary residential uses may be provided on the ground floor and above the ground floor.

- b) The size and location of uses shall be determined through the *development* process and regulated by the implementing zoning.

#### 12.5.2 Building Heights

- a) Buildings within the Urban Core designation shall be a minimum of eight storeys in height and a maximum of 12 storeys in height.
- b) Additional building height may be considered in accordance with the applicable bonusing policies in this Plan.

#### 12.5.3 Parking

- a) Underground and/or structured parking shall be encouraged.
- b) Surface parking should not be permitted between buildings and the adjoining streets. However, consideration may be given to limited surface parking within these areas for the purpose of visitor or commercial parking.

### 23. KERR VILLAGE

#### 23.1 Goal

Kerr Village will be revitalized as a vibrant business district and cultural area.

#### 23.2 Objectives

As Kerr Village develops, the Town will, through public actions and in the process of reviewing planning applications, use the following objectives to guide decisions.

- 23.2.1 Create opportunities for new, sustainable growth by promoting *compact urban form* with higher density *development* through *compatible development* and redevelopment opportunities.
- 23.2.2 Enhance the mobility of all users with the provision of transit priority measures and increase levels of service through the *development* process by:
  - a) promoting pedestrian and cycling-oriented mixed use *development*, with improved connections to the Downtown as well as the GO train station and proposed employment hub in Midtown Oakville;
  - b) improving circulation, connections and access for cyclists, pedestrians and public transit; and,
  - c) increasing efficiencies for alternate modes of transportation by encouraging *compact urban form*.

23.2.3 Create an attractive public realm by:

- d) promoting high quality streetscapes and open spaces to create a comfortable, accessible and unique community; and,
- e) ensuring appropriate transitions occur between the main street areas and the lower density residential neighbourhoods.

### 23.3 Development Concept

Kerr Village is comprised of three land use districts that are structured to provide an appropriate transition in land use and built form between the existing residential areas and any future *development* and redevelopment.

23.3.1 Upper Kerr Village District

The Upper Kerr Village District will become a *transit-supportive* and mixed use area. Higher density forms of *development* are permitted to achieve the critical mass required for enhanced transit. The District will include appropriate gateway features, an urban park with pedestrian mid-block connections and opportunities for *affordable housing*. Employment designations adjacent to the District are to remain, and any new *development* shall incorporate measures to buffer *Employment Areas* from potentially incompatible uses.

### 23.4 Functional Policies

In addition to the policies of Parts C and D of this Plan, the following functional policies apply to Kerr Village.

23.4.1 Transportation

- a) The Town will introduce transit service improvements at an early stage in the *development* of Upper Kerr Village District. As the revitalization of this district evolves it will be serviced by the extension of improved transit levels of service, including transit priority measures and *infrastructure* required to create an efficient and attractive transit environment.
- b) Through the *development* process, attractive transit environments are encouraged to include transit passenger amenities, minimal surface parking, and other travel demand management strategies to encourage transit ridership.

c) Parking

- i) Surface parking lots shall be limited. Where surface parking is provided, the visual impact of large surface lots shall be mitigated by a combination of setbacks and significant landscaping including:
  - pavement treatment;
  - low walls or decorative fencing;
  - landscape material; and,

- trees and lighting throughout parking lots and along the edges.
- ii) Access to parking and servicing areas should not occur from Kerr Street but from local streets, service lanes and to the side or rear of buildings.
- iii) On-street parking shall be maintained throughout Kerr Village with the exception of Speers Road and Kerr Street north of Speers Road. It is the intent that on-street parking shall be permitted at all times.
- d) Bicycle facilities are encouraged throughout Kerr Village with the appropriate signage and infrastructure such as bicycle racks and bicycle lockers.
- e) The feasibility of creating a new or improved east-west pedestrian/cycling connection across Sixteen Mile Creek in the general area of the QEW/Speers Road shall be investigated by the Town.
- f) The redevelopment of Upper Kerr Village District shall anticipate the westerly extension of Shepherd Road and the northerly extension of St. Augustine Drive, with regard for potential redevelopment of adjacent lands.

## 23.5 Urban Design

In addition to the Urban Design policies in section 6 of this Plan, the following policies shall apply specifically to Kerr Village. The urban design plan for Kerr Village is provided on Schedule O2.

### 23.5.1 General

*Development* and public realm improvements, including the streetscape for Kerr Street and Lakeshore Road West, shall be evaluated in accordance with the urban design direction provided in the Livable by Design Manual.

### 23.5.2 Public Realm

Enhanced streetscape areas, as identified on Schedule O2, should be incorporated in the design of new *developments*, streetscapes and open space areas, and utilized as a unifying public realm element through the use of compatible, consistent and complementary design treatments while contributing to a distinctive and unique streetscape. Enhanced streetscape areas may include the preservation of existing large stature trees and open space areas, as well as larger setbacks in built form and the creation of additional pedestrian-oriented spaces.

### 23.5.3 Streetscapes

- a) Primary and secondary streets, as identified on Schedule O2, shall provide for pedestrian-oriented streetscapes through the use of wide sidewalks, landscaping and furnishings.
- b) Buildings along primary streets, as identified on Schedule O2, shall:
  - i) incorporate a high degree of transparency on the ground floor;

- ii) provide building openings and principal entrances facing the street; and,
  - iii) contain commercial, community, cultural or limited office uses adjacent to the street which foster an active main street environment.
- c) Buildings along secondary streets, as identified on Schedule O2, should:
- i) incorporate a high degree of transparency on the ground floor;
  - ii) provide building openings and principal entrances facing the street; and,
  - iii) contain commercial, office, community or cultural uses adjacent to the street which support the main street district, and may also contain residential uses on the ground floor.

#### 23.5.4 Gateways

- a) Through public actions and the *development* process, gateway treatments shall be provided in Kerr Village.
- b) Gateways are identified on Schedule O2 and indicate locations that are visually prominent entry points into Kerr Village. These locations shall provide gateway treatments which may include well designed built form or structures, distinctive streetscape treatments, landscaping, and/or public art. Gateway locations include:
  - i) the future Kerr Street underpass and railway crossing;
  - ii) Speers Road and Kerr Street;
  - iii) Speers Road at the Queen Mary Drive bridge;
  - iv) Lakeshore Road West and Kerr Street;
  - v) Lakeshore Road West and Dorval Drive; and,
  - vi) Lakeshore Road West and Forsythe Street.

#### 23.5.5 Urban Squares

- a) Through the *development* process, a new park shall be provided in the Upper Kerr Village District, west of Kerr Street, north of Speers Road.
- b) Heritage Square, located on the west side of Kerr Street opposite Florence Drive, should be a gathering area with hard surfaced and landscaped elements appropriate for an array of public event uses. Built form and land uses surrounding the urban square are to complement and enhance the area.

### 23.5.6 Built Form

- a) *Development* within the Mixed Use designations south of Speers Road that does not have direct frontage on Kerr Street is encouraged to consolidate with lots that front onto Kerr Street to ensure comprehensive *development*.
- b) Buildings greater than three storeys in height, on lands immediately adjacent to lands designated Residential Low Density, shall be stepped back above the third storey.

## 23.6 Land Use Policies

Land use designations are provided on Schedule O1. In addition to the policies of Part D of this Plan, the following policies apply specifically to Kerr Village.

23.6.2 The maintenance of a food store in any redevelopment of lands within the Urban Core designation shall be encouraged.

## 23.7 Kerr Village Exceptions – Schedule O1

The following additional policies apply to certain lands on Schedule O1, Kerr Village Land Use.

23.7.1 The lands designated Urban Core at the northwest corner of Speers Road and Kerr Street are subject to the following additional policies:

- a) As part of any *development* approval, *development* and redevelopment shall be based on a comprehensive development plan which demonstrates the potential full build out of the lands.
- b) Redevelopment of existing low-rise commercial uses may occur gradually in a phased manner. Notwithstanding the minimum building heights required by this Plan, building additions, alterations and/or replacements may be permitted where they can be demonstrated not to preclude the long-term redevelopment of the properties as set out in this Plan; and,
- c) On the west side of Kerr Street abutting the railway, any requirement for, and the size and location of, retail, service commercial and office uses on the ground floor of buildings shall be determined through the *development* process and regulated by the implementing zoning.

## 23.8 Implementation Policies

In addition to the policies of Part F of this Plan, the following implementation policies shall apply to Kerr Village.

23.8.1 Phasing/Transition

- a) *Development* will likely occur gradually over the long-term and be co-ordinated with the provision of *infrastructure*, including:
  - i) transit;

- ii) transportation improvements;
  - iii) water and wastewater services;
  - iv) stormwater management facilities;
  - v) pedestrian and cycling facilities; and,
  - vi) *utilities*.
- b) The uses and buildings that legally existed prior to the adoption of this Plan may be permitted to continue, however, they are intended to be redeveloped in conformity with this Plan.

#### 23.8.2 Bonusing

- a) The Town may allow the following increases beyond the maximum permitted height in the areas of Kerr Village delineated on Schedule O, without amendment to this Plan:
- i) up to four storeys on the lands designated Urban Core, north of Speers Road and west of Kerr Street; and,
  - ii) up to two storeys on the remaining lands.
- b) The additional height may be allowed in exchange for the provision of public benefits as listed in section 28.8.2, and with priority given to those public benefits noted in section 23.8.2 d).
- c) The bonusing priorities for Kerr Village include transit and alternative transportation solutions.
- d) Additional public benefits considered appropriate for the application of increased height in Kerr Village may include, but are not limited to:
- i) the provision of *affordable housing* units and/or rental housing units;
  - ii) community service/facility space;
  - iii) non-profit child care facilities;
  - iv) public art;
  - v) enhanced streetscape/public open space improvements; and,
  - vi) enhanced green building and energy conservation technology.

#### 23.8.3 Programs and Initiatives

- b) In the Upper Kerr Village district west of Kerr Street north of Speers Road, an urban park is proposed, which:
- i) may be located within the site bound by the Shepherd Road extension to the north, Kerr Street to the east, Speers Road to the south and St. Augustine Road extension to the west;
  - ii) may provide public underground parking facilities with a “green roof” at street level forming the urban park portion of the site;
  - iii) may be accessed at street level via mid-block pedestrian connections and from Kerr Street, Speers Road and the north Gateway; and,
  - iv) is encouraged to be maintained through a public-private partnership.

## **28. IMPLEMENTATION**

### **28.2 Site-specific Official Plan Amendments**

- 28.2.1 The Town shall evaluate site-specific amendments to this Plan within the context of the goals, objectives and policies of this Plan.
- 28.2.2 The proponent of an official plan amendment shall submit reports to the satisfaction of the Town demonstrating the rationale for the amendment in accordance with the submission requirements set out in Part F of this Plan.
- 28.2.3 Submissions must demonstrate that the proposed amendment:
- a) is consistent with the Town’s mission and guiding principles;
  - b) does not undermine the Town’s urban structure in terms of:
    - i) directing growth to identified nodes and corridors, and ensuring their timely *development* in a manner that makes effective and efficient use of existing and planned investment and achieves the planned objectives for these areas;
    - ii) protecting natural heritage systems;
    - iii) protecting waterfront open space, parks and other public open space;
    - iv) conserving *cultural heritage resources*; and,
    - v) the maintenance of the *character* of established Residential Areas, *Employment Areas* and major commercial areas;
  - c) is consistent with Provincial, Regional and Town plans for *multi-modal* transportation systems, municipal services, *infrastructure* and *public service facilities*;
  - d) does not result in adverse fiscal impacts for the Town;

- e) is an appropriate use for the land;
- f) is *compatible* with existing and planned surrounding land uses;
- g) is not more appropriately considered under a *required comprehensive Official Plan review* or a *municipal comprehensive review*;
- h) does not establish an undesirable precedent if approved;
- i) satisfies all other applicable policies of this Plan.

## **28.8 Bonusing (Bonus By-laws)**

28.8.1 *Development* standards may be incorporated into the Zoning By-law to permit increases in height and/or density of *development*, where such *development* provides public benefits above and beyond what would otherwise be required.

28.8.2 The public benefits may include but are not limited to:

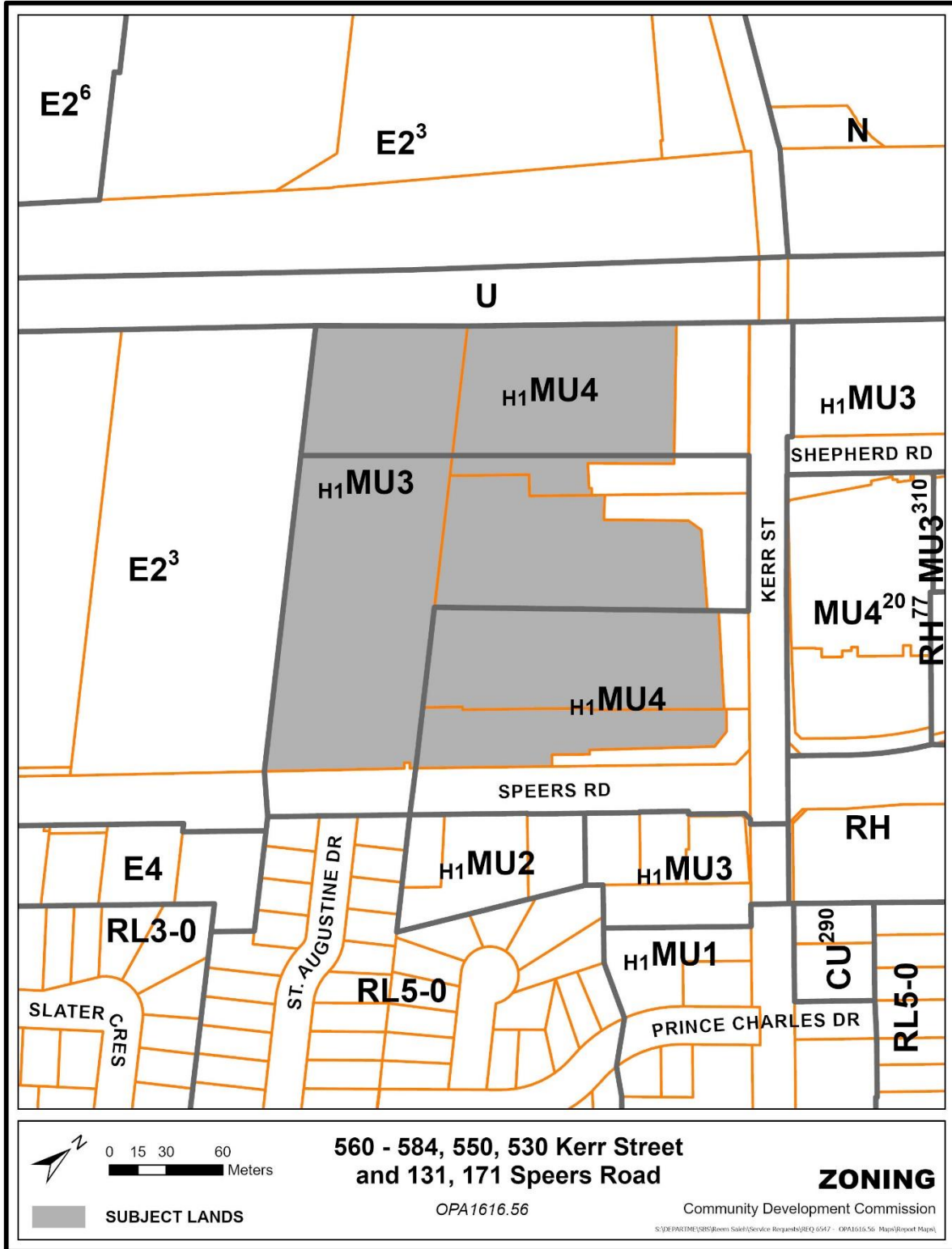
- a) public transit *infrastructure*, facilities, services and improved pedestrian access to public transit;
- b) public parking;
- c) *affordable housing* for a wide array of socio-economic groups;
- d) conservation and preservation of *cultural heritage resources*;
- e) protection and/or enhancement of natural features and functions;
- f) community centres and/or facilities and improvements to such centres and/or facilities;
- g) parkland and improvements to parks;
- h) day care centres;
- i) public art;
- j) integration of office uses in mixed use *developments*;
- k) green buildings; and,
- l) other local improvements that contribute to the achievement of the Town's building, landscape and urban form objectives as set out in this Plan and supporting documents.

28.8.3 The public benefits should generally be provided in the area in which the bonusing is provided.



- 28.8.4 Bonus by-laws should only be considered where such increases can be accommodated by the existing or improved *infrastructure*. Studies supporting the increased height and/or density proposed may be required to address *infrastructure* capacity for the subject *development* as well as the impacts on the surrounding area.
- 28.8.5 Bonus by-laws shall only be considered where such increases are *compatible* with the surrounding area.

# Appendix G





OAKVILLE

## REPORT

### Special Planning and Development Council Meeting

Meeting Date: February 15, 2022

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**FROM:** Planning Services Department  
Transportation and Engineering Department

**DATE:** February 1, 2022

**SUBJECT:** **Oakville Urban Mobility and Transportation Strategy**

**LOCATION:** Town-wide

**WARD:** Town-wide

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#### **RECOMMENDATION:**

1. That the report entitled Oakville Urban Mobility and Transportation Strategy dated February 1, 2022, from the Planning Services and Transportation and Engineering departments be received.
2. That the Oakville Urban Mobility and Transportation Strategy, dated November 2021, be endorsed as a lens through which staff and Council evaluate options and make decisions on the prioritization, design, operation and maintenance of town transportation infrastructure.
3. That the Oakville Urban Mobility and Transportation Strategy, dated November 2021, be endorsed as a guiding document to inform the preparation of upcoming town master plans and associated budgets.
4. That staff be directed to prepare and conduct a town-wide communication initiative in 2022 to inform residents and employers of the Oakville Urban Mobility and Transportation Strategy and its importance to the future of Oakville.

#### **KEY FACTS:**

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

- Growth directed to strategic growth areas and higher order transit corridors will encourage transit-supportive, compact mixed-use development, protect rural and agricultural lands, reduce greenhouse gas emissions and address climate challenges.

- 
- On September 26, 2017, Council adopted the town's urban structure (OPA 15) which identified a series of growth nodes and corridors to be developed as complete communities.
  - Success of the town's urban structure is dependent on the integration of multi-modal transportation options into the design of our growth nodes and corridors, which will facilitate a mode shift away from the predominant use of private automobiles for mobility in Oakville.
  - Choices the town makes with respect to mobility and goods movement will have significant implications for how effective the town will be at addressing climate change.
  - In September 2019, Steer was engaged as a consultant to prepare an Urban Mobility and Transportation Strategy for Oakville ("the Strategy") to explore and provide a comprehensive understanding of ways to marry transportation choices with the functionality of the town's urban structure.
  - Linking transportation and land use planning is vital to making our urban structure successful. The Strategy suggests that developing Complete Streets integrated with 15-minute neighbourhoods is key to community-building that supports the desired mode shift.
  - Pedestrians, cyclists, transit riders, and transporters of goods – not single occupant vehicles – need to become the most important users of the transportation system and community as a whole.
  - By pursuing the initiatives outlined in the Strategy, the town will directly address the two biggest contributors of community greenhouse gas emissions – transportation and the heating / cooling of homes and buildings.
  - The Strategy is essentially a toolbox and a playbook for building Complete Streets, 15-minute neighbourhoods and implementing other Transportation Demand Management Initiatives.
  - The Strategy represents an over-arching approach to managing the evolution of mobility in Oakville into the future. It should be a lens through which staff and Council evaluate options and make decisions as it informs the prioritization, design, operation and maintenance of town transportation infrastructure.
  - The Strategy emphasizes the link between transportation and land use, and specifically calls attention to the town's Transportation Master Plan and the Livable Oakville Official Plan. However, in order to truly integrate land use

and transportation, the philosophy represented by the Strategy needs to permeate into most master planning that the town does.

- The Strategy is intended to guide decision makers on how to prioritize and/or allocate the limited resources within the town based on the new mobility priorities proposed by the Strategy.
- Staff recommend that town staff prepare and conduct a communication initiative to inform the entire community – residents and employers – about the Strategy and its implications for growth management, climate change, community health, mobility, livability and more.
- The Strategy will be implemented continuously over time through the review (or creation) and implementation of the town's various master plans. Most of these will include a public consultation component, thereby ensuring continuous community engagement on initiatives informed by the Strategy.

## **BACKGROUND:**

### **Provincial Policy Statement & Growth Plan**

The Provincial Policy Statement directs municipalities to integrate land use, planning, growth management, transit-supportive development, intensification and infrastructure planning in order to achieve cost-effective development patterns, optimization of transit investments and standards to minimize land consumption and servicing costs.

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) sets out the population and employment forecasts that regional and local municipalities are required to plan for in their respective official plans to the year 2051.

Accommodation of future growth in accordance with Growth Plan policies will support the achievement of complete communities that, among many other things:

- expand convenient access to a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
- provide for a more compact built form and vibrant public realm; and
- mitigate and adapt to the impacts of a changing climate.

### **Halton Region Official Plan & Integrated Growth Management Strategy**

Halton Region is currently reviewing and updating its Regional Official Plan (ROP) to align with provincial policy, including recent changes to the Provincial Policy Statement and the Growth Plan.

One aspect of the Regional Official Plan Review is the Halton Integrated Growth Management Strategy (IGMS) which is looking at how and where Halton will grow over the next 30 years. Halton Region has developed a draft Preferred Growth

Concept which outlines how it intends to accommodate the growth being allocated to Halton Region by the Province.

At its January 18, 2022 Planning and Development Council meeting, Oakville Council reinforced its support for placing a greater emphasis on the intensification of Halton's urban areas to accommodate future growth, in contrast to continuing to expand urban boundaries with car-dependent development. This was in advance of the February 9, 2022 Halton Regional Council meeting where Regional planning staff's draft Preferred Growth Concept for the Region to the year 2051 will be discussed.

Growth directed to strategic growth areas and higher order transit corridors will encourage transit-supportive, compact mixed use development, protect rural and agricultural lands, reduce greenhouse gas emissions and meet climate challenges.

### **Town-wide Urban Structure**

On September 26, 2017, Council adopted the town's urban structure (Official Plan Amendment Number 15). This forms the basis for Oakville's local growth management strategy. The town's urban structure is intended to protect natural heritage, open space and cultural heritage, maintain the character of residential areas and direct growth to an identified system of nodes and corridors.

This series of nodes and corridors are the focus of higher density mixed-use, walkable development which will include places to not only live, but also to work, shop, play and relax. This structure will only succeed, however, if multi-modal transportation options are integrated into the design of Oakville's strategic growth nodes and corridors.

It is important that Oakville facilitate a mode shift away from the predominant use of private automobiles for a variety of trip types and lengths in order for our urban structure to be successful.

It is not just about how we build places to live, work and play. It is also about how we move people in and through our town that will make our urban structure successful. Together, a synergistic mix of uses integrated with viable mobility options within the town's nodes and corridors will help to:

- build complete walkable communities;
- reduce emissions and the ecological footprint of the town; and,
- foster healthier lifestyles.

### **Climate Change**

Choices the town makes with respect to mobility will have significant implications for how effective the town will be at addressing climate change.

Council's climate emergency declaration provides clear direction for Oakville to significantly lower community greenhouse gas emissions and improve our overall energy efficiency while strengthening the local economy.

The town's Community Energy Strategy states that, "*Transportation accounts for almost half of community-wide [greenhouse gas] emissions and total dollars spent on energy in Oakville.*" It also indicates that Oakville's homes alone contribute to 27% of the community's greenhouse gas emissions.

This means that how we choose to move around, and how we heat and cool our homes, represent our largest impact on the climate.

### **Shifting Priorities**

Oakville needs to look at ways to move people and goods differently. It needs to facilitate a mode shift away from the predominant use of private automobiles for a variety of trip types and lengths in order for our urban structure to be successful.

As indicated in the Transportation Master Plan Review 2018, Oakville has limited opportunities to increase road capacity in response to growth. In other words, the town cannot continue to maintain the status quo of relying predominantly on private automobiles and the notion of perpetually widening roads to move people and goods. Continuing to do so will lead to traffic congestion, a community of wide, busy streets and an undermining of the town's urban structure.

Widening roads generates 'induced demand'. This is a fundamental concept in transportation planning explaining the real world experience that congestion cannot be solved by widening roads. When the capacity of a road goes up, so does the demand to use that road (i.e., 'induced' demand). In other words, a road just gets busier to match the increase in space while travel times remain the same (i.e., it will quickly become congested again).

Congestion will also impact the ability for goods to move efficiently in and through Oakville – an important factor for a healthy economy.

Oakville needs to use, or allocate, its public right-of-way space differently so that multiple modes of transport are both viable and attractive choices for Oakville residents and workers. Forms of transport such as walking, cycling and public transit require less space to move people than private automobiles (which are often single-occupant).

### **The need for an Urban Mobility and Transportation Strategy**

It will take a coordinated master-planning effort by the town to realize the mode shift required to successfully implement the town's urban structure and effectively address the issue of climate change.

To this end, the town initiated development of a strategy for urban mobility and transportation for Oakville. The intent of this process is to generate a primary background document for input into the town's ongoing official plan review, the upcoming transportation master plan review, and other town master planning initiatives. The urban mobility and transportation strategy will also need to inform the corporate direction for how the municipality prioritizes, operates and maintains our transportation facilities.

In September 2019, Steer was awarded the contract and began work on the strategy. Their work is now substantially complete.

### **URBAN MOBILITY AND TRANSPORTATION STRATEGY:**

The Urban Mobility and Transportation Strategy ("the Strategy") calls attention to the fact that Oakville has long developed around the private automobile. As a result, the predominant auto-dependent built-form in Oakville and the prevailing transport mode of choice of its residents (i.e., the private automobile) reflects that history.

Oakville is now at a turning point in its development. The Strategy warns that if things do not change, and Oakville continues with the status quo of developing as an automobile-dependent community, the town will not be able to:

- accommodate the demands of the future that come from being part of a growing region,
- adapt to an evolving transportation landscape, or
- respond to a changing climate.

The Strategy seeks to provide a unified direction for the transportation landscape in Oakville. This direction encompasses all of the strategic growth areas that have already been established, as well as future ones. It also addresses all other parts of town where growth and change need to be more subtle. The recommendations may differ by area but the overall, unified vision does not.

The Strategy is designed to fill the gaps in the existing body of planning work and present a new vision for the Town of Oakville – as well as how to achieve it. It will do this by focussing on the critical link between land use and transportation, and by identifying initiatives for Oakville to undertake to formally unify them in its policies and procedures.

The final Strategy is attached to this report as Appendix A.

### **Re-prioritizing Transport Modes**

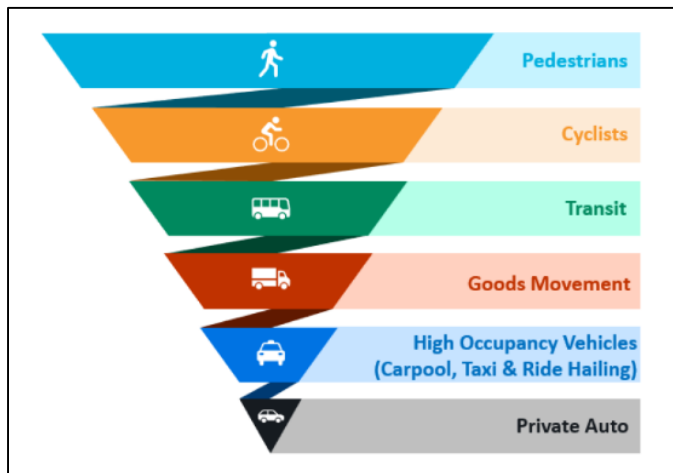
Up until now, Oakville has generally developed as a series of neighbourhoods of single family-homes which have generated numerous trips to work, to school, for recreation, or for shopping. The single-use nature of land in these neighbourhoods,



however, necessitated a network of wide roads to connect the various districts and land uses of the town together.

The Strategy highlights that building this road network made more and more of the town accessible by car, in turn, encouraging more of this type of development. At the same time, however, other modes of travel were discouraged because destinations inevitably became overly spread out. The result has been a vicious cycle in which the town has been designed around the car at the expense of other transportation options.

Pedestrians, cyclists, transit riders, and transporters of goods now need to become Oakville’s top priorities (see Figure 1, below). They must become the most important users of the transportation system and community as a whole. Moving people and goods, not cars, should be the emphasis. This flips what has historically been prioritized in Oakville in order to facilitate a mode shift away from cars towards other choices for mobility. Prioritizing this mode shift will also improve the conditions for the movement of goods in Oakville, which is another important priority for our transportation network.



**Figure 1 - Transport Mode Priorities**  
 (Source: Fig.3-1 of the Urban Mobility and Transportation Strategy)

People moving in private automobiles is not eliminated from the mix. It is simply that their importance, or priority, becomes less than that of pedestrians, cyclists, transit and/or transporters of goods.

Prioritizing and shifting Oakville’s choice of transport to these other modes will increase the number of people moving within Oakville rights-of-way without increasing the width of its streets. Moving people using modes that require less space per person, for example, will then also benefit the movement of goods throughout the town by potentially avoiding congestion which can create delay for goods movement.

Shifting priorities will also require rethinking our strategies and policies for maintaining our streets, sidewalks and pathways to ensure that pedestrian, cycling and public transit facilities operate safely and efficiently at all times. Providing a well-balanced, multi-modal transportation system is also important to ensuring that Oakville's transportation system is equitable for all its residents and workers, so that people who cannot, or choose not to, drive are given the same consideration by Oakville's policies and infrastructure as people who do choose to drive.

### **Linking Transportation and Land Use**

Oakville has already taken steps to achieve a mode shift in order to reduce its reliance on private automobiles.

It has identified an urban structure to ensure that future growth will occur in the right way in the appropriate areas to support these alternative transportation modes (e.g., walking, cycling, transit, etc.).

The town's transportation master plan acknowledges that the existing trend of high auto modal share combined with projected growth in Oakville and surrounding communities is leading towards significant congestion. As a result, it has proposed strategies to increase the modal share of transit and active transportation.

Last December, Council endorsed seven transit priorities that will further enhance Oakville's ability to provide a regionally integrated multi-modal transportation system that offers safe and efficient ways to move around the town.

However, previous work has stopped short of focussing specifically on how to prioritize and encourage the use of certain modes over others, particularly as it pertains to intensification corridors and growth centres. Previous work has not always captured the critical link between land use policies and transportation policies, particularly how they must support each other if they are to be successful.

The Strategy advises that a key to making our urban structure successful is linking transportation and land use planning. The complete community, high-density growth nodes — like those identified in our urban structure — will ultimately only work if there are lots of viable choices for moving people. Our urban structure will simply not work if cars continue to be the only viable mode of transport for most residents. Without a variety of viable transport options, Oakville's urban structure would most likely result in densely populated areas characterized by gridlock and frustrated motorists.

The Strategy suggests that developing Complete Streets integrated with 15-minute neighbourhoods are two key community-building ideas that will support the desired mode shift when linked together.

Complete Streets are streets designed in a way that enables safe, comfortable, and convenient travel for all ages and abilities, **no matter what travel mode they choose**. This approach reframes how we design our streets. Space within our right-of-ways is reallocated from auto modes to walking, cycling and transit on both existing and future streets.

Improving balance between travel modes is only the first step. Oakville needs to actively prioritize these modes to close the gap between automobiles and other uses that has grown over years of auto-centric transportation and land use planning.

15-minute Neighbourhoods are neighbourhoods in which people can work, live and/or play all within a distance that is feasible to walk, cycle or take transit (i.e., 15 minutes).

To get people out of their cars, Oakville must build neighbourhoods that are pleasant, quick and easy to traverse without the use of a car. People in 15-minute neighbourhoods will be able to conduct many of their daily activities without needing a car because more trips are shorter in order to go to school, work, or the grocery store. These neighbourhoods give people real choices in what mode they take because every mode is truly viable.

### **Addressing Climate Change**

As noted earlier, Oakville's Community Energy Plan points out that how we move around and how we heat and cool our homes accounts for more than 75% of our community greenhouse gas emissions.

If Oakville pursues the directions in the Strategy, and focusses on transforming Oakville into a series of 15-minute neighbourhood nodes built on a network of complete streets that empower transit and active transportation, Oakville will be directly addressing the two biggest contributors of community greenhouse gas emissions in Oakville – transportation and the heating / cooling of homes and buildings.

15-minute neighbourhoods interwoven with complete streets will have the effect of reducing Oakville's reliance on the automobile because most of the daily activities for residents will be within a 15 minute walk, cycle, bus ride, etc. of their home. And a network of complete streets will make the short walk, or cycle that much more attractive and viable as an option. For longer trips, transit will be easily accessible and because it is given priority, will often be quicker than driving in a car and hunting for a parking space at the destination.

Reducing both the frequency of private automobile trips and their length will have a direct positive effect on the amount of greenhouse gas emissions emitted by people moving around in Oakville.

Building more compactly in strategic growth areas using attached forms of housing, such as townhouses or apartment buildings, will increase the viability of district energy systems for the heating and cooling of buildings because buildings are closer together. Furthermore, attached forms of housing have the ability to be more energy efficient than single-detached housing because they share walls and floors/ceilings with each other. Other green building techniques can further enhance the energy efficiency of these buildings.

### **Overview of the Strategy**

The Strategy is essentially a toolbox and a playbook for building Complete Streets, 15-minute neighbourhoods and implementing other Transportation Demand Management Initiatives. It provides a collection of tools, ideas and strategies grouped into each of these areas. It then provides a series of recommended actions for how to use these tools to achieve the desired vision for Oakville.

### **The Tools**

The collection of tools for Complete Streets are grouped into the following themes:

- pedestrian elements,
- cycling elements,
- transit elements,
- freight & goods movement,
- auto elements, and
- parking.

The toolbox for 15-minute Neighbourhoods is broken into the following sections:

- elements of successful 15-minute neighbourhoods,
- key recommendations for implementing 15-minute neighbourhoods,
- building key nodes 'from scratch',
- building on existing main street areas / nodes, and
- strategically retrofitting existing neighbourhoods to become 15-minute neighbourhoods.

The Strategy discusses how to put all of these tools and ideas together. It stresses that there is no one-size-fits-all solution because every street is different. Attempting to accommodate every mode perfectly on every street is somewhat of a paradox because elements that make one mode perform better can often make another perform worse.

The Strategy urges Oakville to adopt a multi-modal, multi-use road classification system to capture how modes are prioritized in Oakville. This is different than the current classification system that is based on auto volumes, speeds and road widths. This alternative classification system will help guide decision makers when they need to make tough decisions on how to prioritize and/or allocate the limited

resources within the town based on the new priority hierarchy proposed in the Strategy.

The final set of tools is classified in the Strategy as Travel Demand Management (TDM). TDM is a broad subject and some elements have already been discussed as part of the previous toolboxes. TDM is about encouraging behaviour change to take some of the strain off existing infrastructure by reducing the need to travel, changing people's choice of transport mode in order to avoid congestion, and re-timing their trips away from peak periods.

The TDM tools are grouped into the following themes in the Strategy:

- social programs;
- mobility as a service (MaaS), including car share, van pool services, ride-hailing, and micromobility; and
- new technologies, including electric vehicles, autonomous vehicles, and the importance of open data.

### **The Playbook**

The playbook portion of the Strategy provides a high-level guide for implementing the tools. It acknowledges that it will take a lot of effort, political willpower and funding to bring the ideas presented in the Strategy to fruition.

Implementation of the Strategy is comprised of four main parts:

*Aligned Coordination* – Residents, developers, Halton Region, Metrolinx and other agencies and partners need to be allied with Oakville in an aligned pursuit of this Strategy for it to ultimately succeed.

*Improving Follow-Through* – It can be hard to transition from a study to real world application. The Strategy suggests utilizing business cases as a mechanism to prioritize and provide the rationale for the specific investments. Business cases holistically capture the costs and benefits (both economic and strategic) of implementing a project through a consistent methodology and metric that will allow Oakville to 'speak the same language' as upper levels of government. Metrolinx, for example, uses Business Cases to determine the benefit-cost ratio of projects prior to moving to detailed planning, design and implementation.

*Action Items* – The Strategy is not the final product to provide all the specific mobility solutions; it is simply the beginning. The Action Items section of the Strategy provides a list of studies to complete and areas to ensure aligned coordination between the town and stakeholders. Identifying specific infrastructure improvements is not the point of the Strategy. Rather, these things will be identified by future town master planning work.

Included below are various strategic planning documents that the Strategy should inform, the feasibility / business cases that would be most prudent to initiate, and areas that are most important for aligning coordination among stakeholders encapsulated in the Strategy's action items:

#### STRATEGIC PLANNING DOCUMENTS

- Official Plan
- Transportation Master Plan
- Complete Streets Framework
- Multi-modal Levels of Service Framework
- Business Case Framework
- Transit Service Review
- Parking Strategy
- Transportation Demand Management Strategy
- Emerging Technologies Strategy
- Goods Movement Strategy
- Year-Round Maintenance & Asset Management Strategy
- Vision Zero (or similar) Strategy
- Economic Incentives Strategy
- Development Charges Background Study
- Community Benefit Charge Study
- Pedestrian Charter Update
- Sidewalk Gap Analysis

#### FEASIBILITY STUDIES / BUSINESS CASES

- Trafalgar BRT Lite / BRT Business Case
- On-Demand Transit Service Business Case
- Bike Share Business Case

#### ALIGNED COORDINATION

- Regional Road Network
- Fare Integration
- Goods Movement
- Emerging Vehicles
- Municipal Control
- Open Data
- Stakeholder Groups

Monitoring – To keep up momentum, Oakville must track the progress of the Strategy over time and across multiple projects. The Strategy provides a framework to keep track of Oakville's progress towards its desired vision by introducing measures of success for each of its strategic goals.

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## INFORMING TOWN MASTER PLANNING

The Strategy represents an over-arching approach to managing the evolution of Oakville into the future. It should be a lens through which we examine much of what the town does, similar to the lens that is the climate change emergency. As mentioned earlier, implementing the Strategy tackles the two largest contributors of greenhouse gas emissions in Oakville contributing to climate change.

While the Strategy emphasizes the link between transportation and land use, and specifically calls attention to the town's Transportation Master Plan and the Livable Oakville Official Plan, in order to truly integrate land use and transportation, the philosophy represented by the Strategy needs to permeate into most other master planning that the town does as well.

For example, our libraries, recreation centres, sport facilities, parks, etc. are currently designed, sized and located in a 'district' fashion to create a centralized location for various recreation facilities. When the distance people may need to travel to reach the facilities is combined with the fact that people may need to bring equipment with them to participate in activities at these facilities, active transportation may not be viable. Therefore, people choose to drive.

If a true link between transportation and land use is to be achieved, how we design and locate these facilities and destinations needs to change to better embrace (and prioritize) visitors arriving by foot, bicycle, transit and other forms of active transportation. Then, how we pay for, operate and maintain these town-owned assets may need to be adjusted as a result.

Similarly, how we operate and maintain our network of streets needs to be informed by the Strategy. At present, it can be argued that the town's winter maintenance strategy focusses first on clearing ways for cars, trucks and buses to be able to move after a snow fall. Sometimes it can take a couple days for sidewalks and bike paths to be cleared, at times forcing people to walk on the road (even arterials) where motorized vehicles are travelling because the sidewalks are blocked with plowed snow.

Re-prioritizing this existing framework, however, may mean changing the equipment that is purchased or the standard protocols for which sidewalks or roadways are cleared first (or given priority).

The Strategy cannot be implemented through a single 'add-on' initiative or a one-time budget item. It represents an approach and philosophy to tackling tough decisions about the future of Oakville. It should guide decision makers on how to prioritize and/or allocate the limited resources within the town based on the new priority hierarchy proposed by the Strategy.

In order for the Strategy to be successful, it needs to be a guiding document that informs the preparation of most master plans for the town, such as:

- Town of Oakville Strategic Plan
- Annual Town Budget,
- Transportation Master Plan (including Active Transportation)
- Livable Oakville,
- Asset Management Plans,
- Fire Master Plan,
- Parks, Recreation and Libraries Master Plan,
- Cultural Plan,
- Economic Development Strategy,
- Financial and Strategic Planning,
- Environmental Strategic Plan, and
- Development Charges and Community Benefits Charge By-laws.

It will be implemented continuously over time through most master plans undertaken at the town and their implementation, not just the Transportation Master Plan and Livable Oakville Official Plan.

## **COMMUNITY ENGAGEMENT**

The public needs to be made aware of the importance of implementing the Urban Mobility and Transportation Strategy to the future of Oakville. It has implications for growth management, climate change, health, mobility, livability and more.

First, staff recommend that town staff prepare and conduct a communication initiative in 2022 to inform the entire community – residents and employers – about the Strategy and its implications. Educating the public about the importance of this approach to community-building, and the benefits of relying on alternate modes of transportation in addition to privately-owned automobiles, is crucial to its success.

It should generate discussion within the community regarding the choices we make when we move and the implications of those choices on our natural and built environments within the town and region.

Staff are looking at a number of potential strategies that would be appropriate, including:

- a series of short educational videos posted on the Town's website, and distributed through social media, potentially covering a number of topics, including:
  - explaining what an urban mobility and transportation strategy is;
  - why choices related to how we move around are important;
  - how urban mobility relates to climate change and our carbon footprint;



- how will future technologies may impact the way we move; and
- how urban mobility relates to built form and land use.
- Information and other material posted on the Town's website;
- Pop-up information kiosks at various community centres, shopping malls, etc. to engage people in the locations they frequently travel to (depending on the COVID restrictions in place at the time of engagement); and
- Virtual webinars or panels with subject matter experts on targeted topics related to urban mobility (similar to the educational videos) which would also potentially allow facilitated discussion among attendees.

Secondly, additional public consultation will continue to occur through the community engagement components of town master planning initiatives, including the upcoming Transportation Master Plan Review and the ongoing Official Plan Review.

## **CONSIDERATIONS:**

### **(A) PUBLIC**

Prior to the first wave of COVID-19 restrictions, town staff and Steer had preliminarily begun to reach out to key stakeholders within the community by holding a preliminary stakeholder engagement session for internal and external stakeholders in October 2019.

Staff subsequently met with the Oakville Chamber of Commerce on two occasions to introduce the urban mobility strategy initiative and Steer, as the consultant, to this group as means to begin engaging the business community in our discussions.

The public needs to be made aware of the importance of implementing the Urban Mobility and Transportation Strategy to the future of Oakville. To this end, the report recommends that town staff conduct a communication initiative in 2022 to inform the Oakville community about the Strategy and its implications.

Additional public consultation will occur through the community engagement components of most town master planning initiatives, including the upcoming Transportation Master Plan Review and the ongoing Official Plan Review.

### **(B) FINANCIAL**

Implementation of the recommendations from the Urban Mobility and Transportation Strategy and this report will inform and impact the financing and delivery of municipal programs, services and infrastructure. These needs will

be assessed and included in future capital and operating budgets for approval through the regular annual budget approval processes.

The communication initiative would be funded through the current operating budgets of the Transportation and Engineering and/or Planning Services departments.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

Implementation of the recommendations from the Urban Mobility and Transportation Strategy and this report will impact most town departments. The Strategy will provide a lens through which to view most master planning for the town.

**(D) CORPORATE STRATEGIC GOALS**

This report addresses all five of the corporate strategic goals. Building compact, walkable, mixed use neighbourhoods integrated with a transportation network that provides a gamut of viable and accessible transportation choices for all residents, with an emphasis on transit and active transportation, will:

- continue to ensure that Oakville is the most liveable town in Canada,
- foster a community environment that engages all residents,
- deliver an efficient transportation system and transit service,
- improve the town's multi-modal transportation network supporting effective movement of people and goods, and
- protect greenspace by accommodating future growth within Oakville's existing urban area.

**(E) CLIMATE CHANGE/ACTION**

Building compact, walkable, mixed use neighbourhoods integrated with a transportation network that,

- provides a host of viable and accessible transportation choices for all residents,
- emphasizes transit and active transportation, and
- reduces Oakville's dependency on private automobiles

will directly address Oakville's two biggest contributors to greenhouse gas emissions – transportation and the heating / cooling of homes and buildings.

**CONCLUSION:**

Implementation of the Oakville Urban Mobility and Transportation Strategy will ensure that the town's growth management strategy – its urban structure – is ultimately successful by integrating transportation and land use planning.

At the same time, it will allow Oakville to directly address its two biggest contributors to climate change – transportation and the heating / cooling of homes and buildings.

Pedestrians, cyclists, transit riders, and transporters of goods now need to become the most important users of Oakville’s transportation system and community as a whole. Moving people and goods, not cars, must be the top priority.

In order to truly integrate land use and transportation, the over-arching approach and philosophy represented by the Strategy needs to permeate most master planning that the town does. It needs to be a lens through which we examine much of what the town does to inform the corporate direction for how the municipality prioritizes, operates and maintains our transportation facilities and builds our community.

**APPENDICES:**

Appendix A – Oakville Urban Mobility and Transportation Strategy, Final Report, including appendices, dated November 2021

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# Oakville Urban Mobility & Transportation Strategy

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# Oakville Urban Mobility & Transportation Strategy

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The logo for Steer, featuring the word "steer" in a bold, lowercase, sans-serif font.

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- A Best Practices Report**
- B COVID-19 Scenario Planning Report**

# 1 Introduction

## 1.1 Overview

The Town of Oakville is at a turning point. For much of its history, Oakville has grown around the automobile. A traditionally suburban bedroom community not too dissimilar from its neighbouring municipalities in the Greater Toronto Area (GTA), the town features vast swaths of single-family homes divided by wide, high-speed arterials whose primary objective is moving as many cars as they can, as fast as they can. In this town, and in this region, the car is king.

However, just like its neighbours, the town's roads are quickly filling up, and Oakville expects a further 153,000 residents and 69,000 new jobs by 2051<sup>1</sup>. Oakville will soon be choking on congestion without changes in travel behaviours.

In response to this, the Town of Oakville has decided to **grow differently** into the future. By creating viable alternatives to the private automobile, alongside the creation of urban environments in which those alternatives can actually thrive, Oakville will be able to transition to a town that is more sustainable, more livable, and more prosperous than ever before.

**Photograph 1: Downtown Oakville**



Source: Town of Oakville

<sup>1</sup> Draft Preferred Growth Concept from Halton Region's Regional Official Plan Review, November 2021

Of course, such a goal is not without its challenges. In its 2013 Transportation Master Plan, the Town of Oakville set a 2031 target mode share of 20% transit, 6% active and a further 6% for transportation demand management. However, while the Town has had success in implementing strategies from previous master planning exercises, these mode shares were not increasing at the pace required. Therefore in 2017, the 2031 transit mode share target was revised down to 12%. To ensure that this modified objective is met, a new strategy is required to identify the missing pieces of the puzzle which are preventing Oakville from achieving its mode shift goals.

Previous planning studies have stopped short of focusing specifically on how to **prioritize and encourage the use of certain modes over others**, particularly as it pertains to intensification corridors and growth centres. As well, they did not always fully capture the critical link between land use policies and transportation, nor how they must support each other if either are to be successful.

This Urban Mobility & Transportation Strategy is designed to fill these gaps in the existing body of planning work and present a new vision for the Town of Oakville – as well as how to achieve it. It will do this by focussing on the critical link between land use and transportation, and by identifying initiatives for Oakville to undertake to formally unify them in its policies and procedures.

Photograph 2: Kerr Village



Source: Town of Oakville

## 1.2 Report Organization

This report is separated into the following sections:

### Section 2: Background

A review of Oakville’s existing transportation network and an exploration of current mobility trends, setting the stage for how the transportation landscape may (or must) change in the future.

### Section 3: A Unified Direction for Transportation

The presentation of a vision for growth supported by mobility options that reflects past planning work and Oakville’s strategic objectives, alongside associated goals that will bring the vision to life.

### Section 4: Implications of the COVID-19 Pandemic

A review of how the pandemic has transformed our society, and what may yet still happen in the future, including the risks and opportunities this poses for the Town of Oakville.

### Section 5: Initiatives to Support Mode Shift

A discussion of strategies that Oakville can implement to support the desired mode shift target by linking two key city-building ideas: Complete Streets, and 15-Minute Neighbourhoods.

### Section 6: Implementation and Transitional Steps

Ranking and prioritization of the initiatives and future studies discussed in Section 5, as well as recommendations for aligned coordination with relevant stakeholders and ensuring follow-through.

### Section 7: Direction for Future Studies

Recommended scope for future studies to ensure continuity between planning documents over time.

### Section 8: Conclusions

A summary of the vision, goals, and associated recommendations for achieving tangible mode shift in Oakville.

## 2 Background

### 2.1 Overview

To understand where we are going, we first must see where we have been. This section explores Oakville's existing transportation landscape. The analysis is divided into three main lenses:

1. A brief summary of the existing land use context and transportation network for each mode.
2. Travel patterns across the town and wider region using the 2016 Transportation Tomorrow Survey (TTS).
3. A review of key policy documents at the municipal, regional, and provincial level.

From there, a Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis is conducted to assess the performance of the existing network and its potential future performance.

This section will frame the development of a new vision for Oakville in Chapter 3, as well as the required initiatives needed to bridge the gap between the existing network condition and the desired one in Chapters 5 and 6.

**Photograph 3: Aerial View of Oakville**



*Source: Martin Cathrae, Wikimedia Commons*



## 2.2 Oakville’s Existing Context

### 2.2.1 Land Use

Figure 2-1 shows the zoning for Oakville south of Dundas St and North of Highway 407, subject to Zoning By-Law 2014-014. Oakville is a suburban community. Much of its land area is dedicated to single detached houses, with little space dedicated towards mixed use developments, meaning that residents need to travel far from their homes for work, school, and play. The space around the Queen Elizabeth Way (QEW) and GO Rail Line is dedicated for commercial/employment use or industrial purposes. These are typical office parks or strip malls surrounded by

large parking lots, making walking and cycling challenging due to the distances involved.

The town is crossed by several ravines that connect and divide the various communities, providing residents with easy access to nature. Located along the lakeshore, the town has roughly 15-kilometres of shoreline, though not all of this is publicly accessible.

Downtown Oakville, Kerr Village and Bronte Village, each which predate the town itself, are mixed-use hubs in an otherwise suburban community. Sites such as Midtown and Uptown Oakville aim to introduce intensification and mixed land uses to serve as new hubs within the wider town.

Figure 2-1: South Oakville Zoning

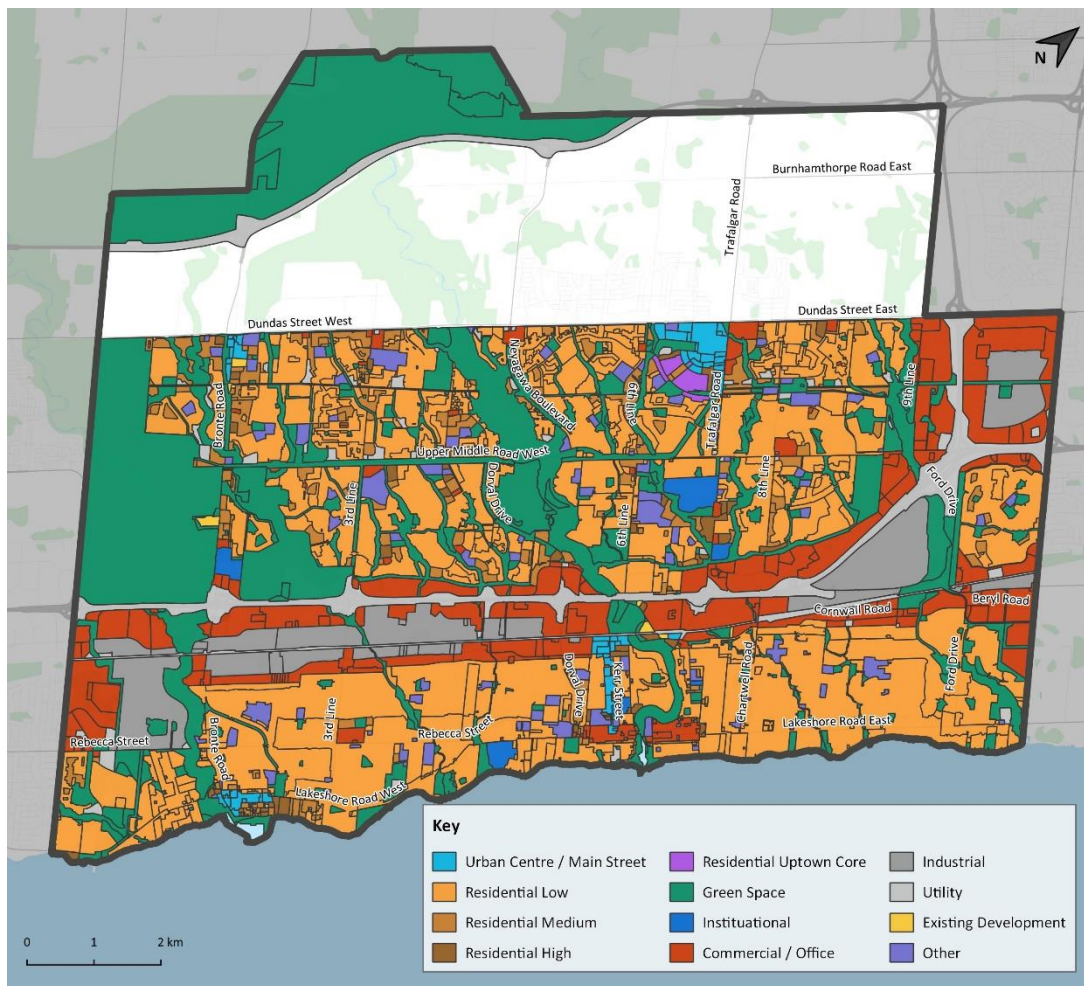


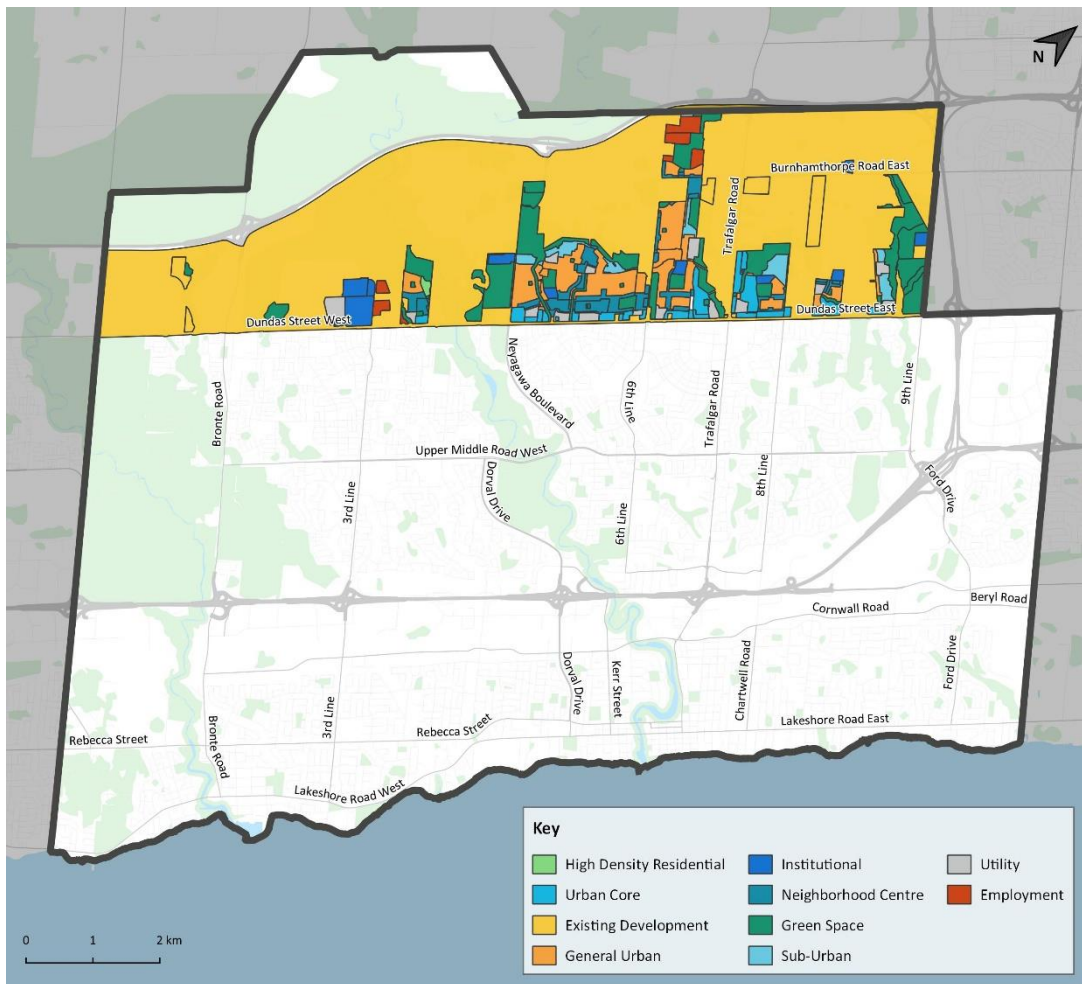
Figure 2-2 shows the zoning for the North Oakville area, which lies north of Dundas St. This area is subject to Zoning By-Law 2009-189 and has slightly different distinctions than the rest of the town. It is the primary location of Oakville’s new greenfield development in the coming years. To date, roughly half of the area has been developed.

North Oakville communities are intended to be designed differently than older subdivisions by providing grid-based street networks in which walking, cycling and transit are

more viable, as well as a variety of mixed uses in closer proximity than the subdivisions of old. It is anticipated that at least 55,000 people and 35,000 jobs will be accommodated in the area.

North Oakville is governed by two Secondary Plans: the North Oakville East Secondary Plan and the North Oakville West Secondary Plan, and are part of the town’s 2006 Official Plan. Recently, the North Oakville West Secondary Plan was brought into the Livable Oakville Official Plan.

Figure 2-2: North Oakville Zoning



### 2.2.2 Road Network

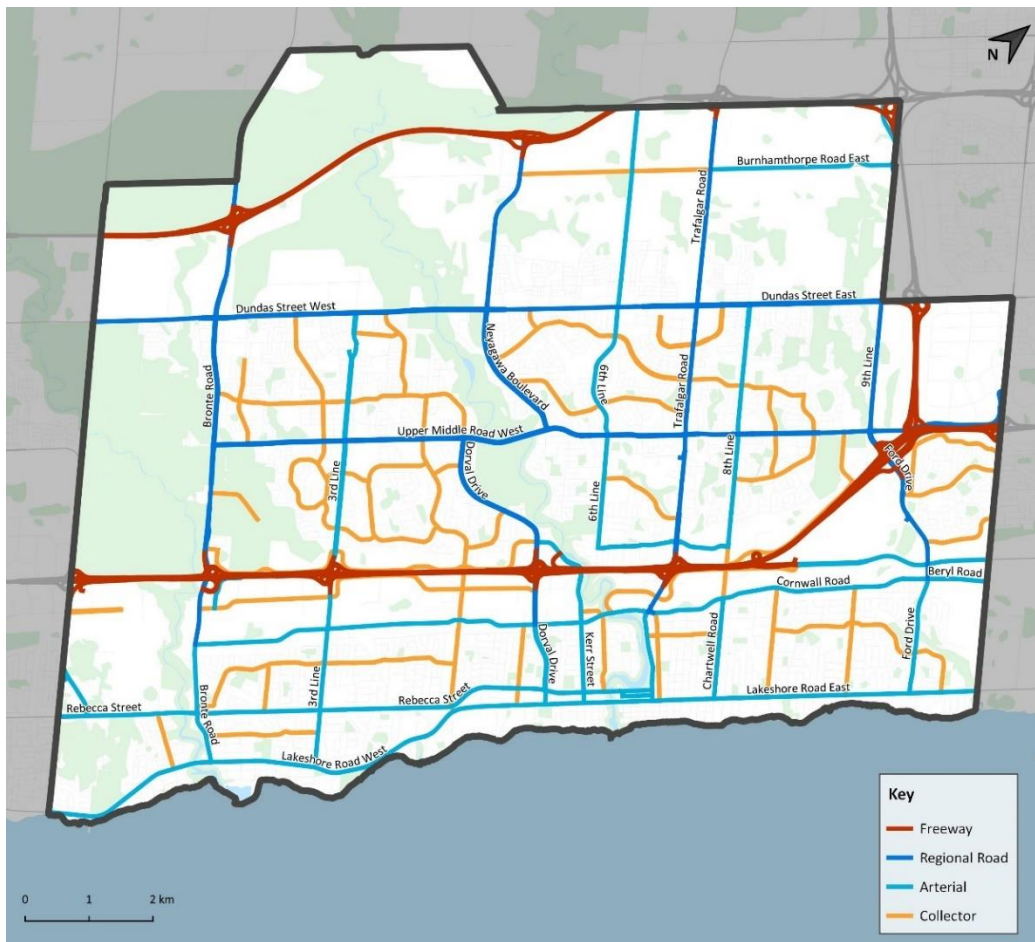
Oakville’s road network is pictured in Figure 2-3. The town is criss-crossed by a network of regional roads which are owned and operated by Halton Region, as well as the Queen Elizabeth Way (QEW) 400-series highway which runs east-west across the town, and Highway 407 which runs just north of it. The road network is heavily auto-oriented, though pedestrian facilities and some cyclist facilities are provided (and will be discussed in further detail in subsequent sections).

The QEW divides Oakville north-south, with limited crossings between major interchanges. Regional roads also serve as division lines across the towns between different communities. The result is that Oakville’s

transportation network divides, rather than unifies the town.

Regional roads are owned by Halton Region, while the QEW is owned by the Province of Ontario, meaning that a large portion of Oakville’s throughfares are beyond the municipality’s direct control. While Oakville can apply pressure at the regional or provincial levels, at the end of the day, decisions regarding these roads are not the Town’s to make. Trafalgar Rd and Dundas St have been identified as urban growth corridors – this will require full support at the regional and provincial levels to ensure alignment of vision between these levels of government. Given the importance of these corridors, without support of Halton Region, this strategy will fail.

Figure 2-3: Oakville Transportation Network





### 2.2.3 Transit Network

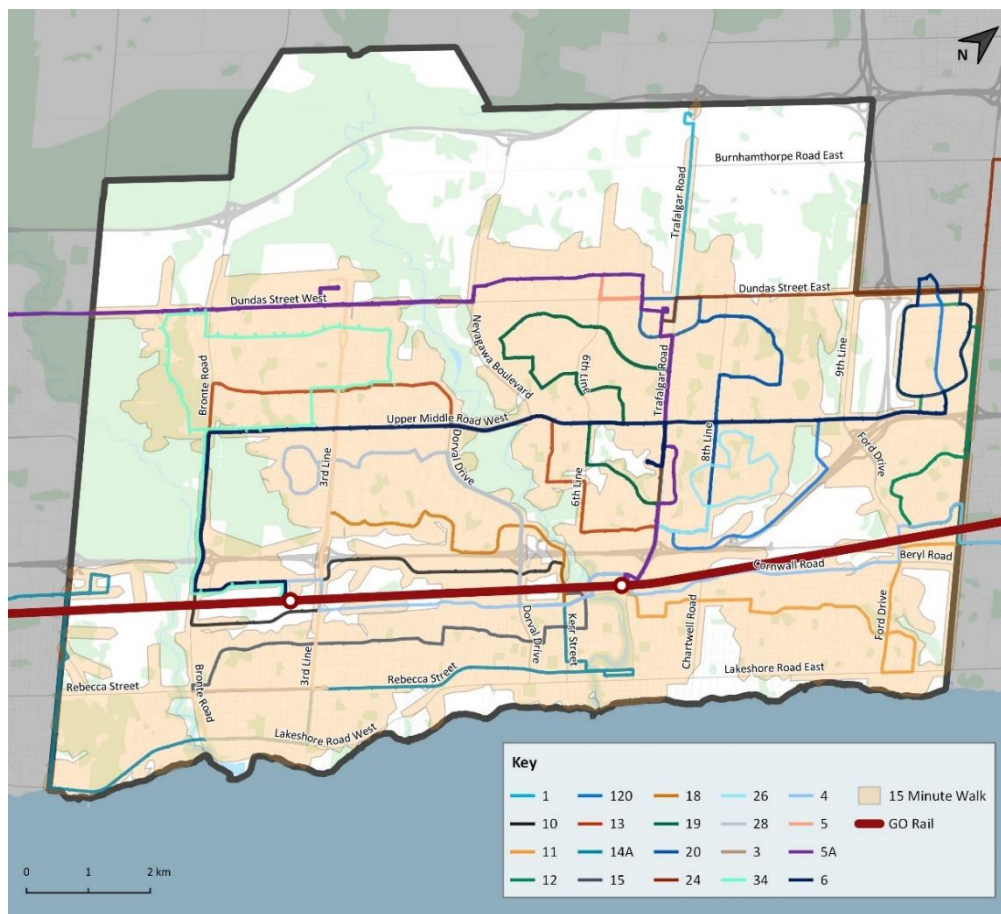
The Town of Oakville is served by Oakville Transit, with 22 main bus routes, four school special routes and four senior special routes. This is shown in Figure 2-5, as well as the coverage of service within a 15-minute walk along the town’s road network. The agency provides door-to-door accessible transit service (care-A-van) for persons with disabilities and operates a Home-to-Hub service that allows residents to be picked up from their homes and dropped off at key hubs within the certain zones of the town (or vice versa).

Cross-municipality connections are available with Mississauga’s MiWay in the east and Burlington Transit in the west. Oakville’s Dundas (5/5A) and Lakeshore (14/14A) routes provide direct rides into Burlington, while the Speer-Cornwall (4), Upper Middle (6), Linbrook (11),

Winston Park (12), South Common (24) and East Industrial (12) routes provides transfer-less rides into Mississauga.

Oakville features two GO Rail stations (Oakville GO and Bronte GO), providing access to and from Downtown Toronto. Local bus service to the Clarkson GO in Mississauga and Appleby GO in Burlington is also provided. On weekdays, trains operate every 15 minutes east of Oakville GO, and every 30 minutes west of it. On weekends, trains operate every 30 minutes. The Province’s GO Expansion program (starting construction in 2022-2023) intends to electrify this route and upgrade service to consistent 15-minute frequency service between Toronto and Burlington. The town is also served by GO Bus service, with stops just south of Highway 407 at Bronte and Trafalgar roads which connect to the Bronte GO and Oakville GO stations, respectively.

Figure 2-4: Oakville Transit Network



### 2.2.4 Pedestrian Network

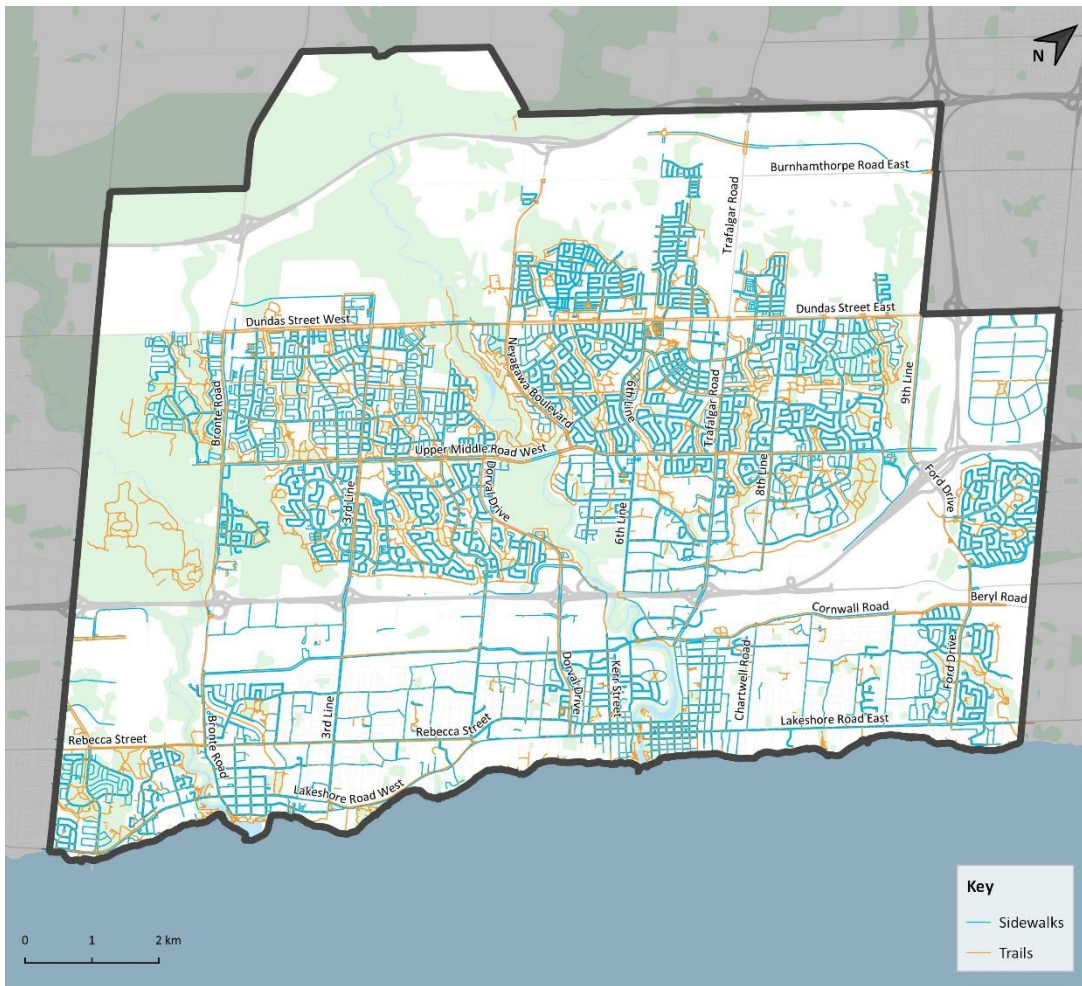
Oakville’s sidewalk and trail networks are shown in Figure 2-5. North of the Queen Elizabeth Way (QEW) in the newer subdivisions, Oakville’s walking network is generally well built out, with sidewalks on both sides of most residential streets and regional roads. South of the highway, the network is more disconnected. Large portions of different neighbourhoods lack sidewalks on either side of the road, owing to their older age and narrower road widths.

Oakville benefits from an extensive trail network. Residents have easy access to nature, and you can travel quite far in the forested areas with minimal street

crossings. This serves as a way to connect the various communities across the ravine system.

Oakville’s land use of single-family homes and single use zoning means that things are spread out. While the infrastructure is largely in place for people to walk, the distances involved mean it is generally not practical to do so. The town is effectively split into four: the QEW highway acts as a barrier between the north and south sides, with limited crossings between 1-2 km apart (15-30 minutes’ walk), while the Sixteen Mile Creek acts as a barrier between the east and west. This makes walking between the four quadrants of the town impractical unless one lives close to a regional road.

Figure 2-5: Oakville Sidewalk & Trail Network



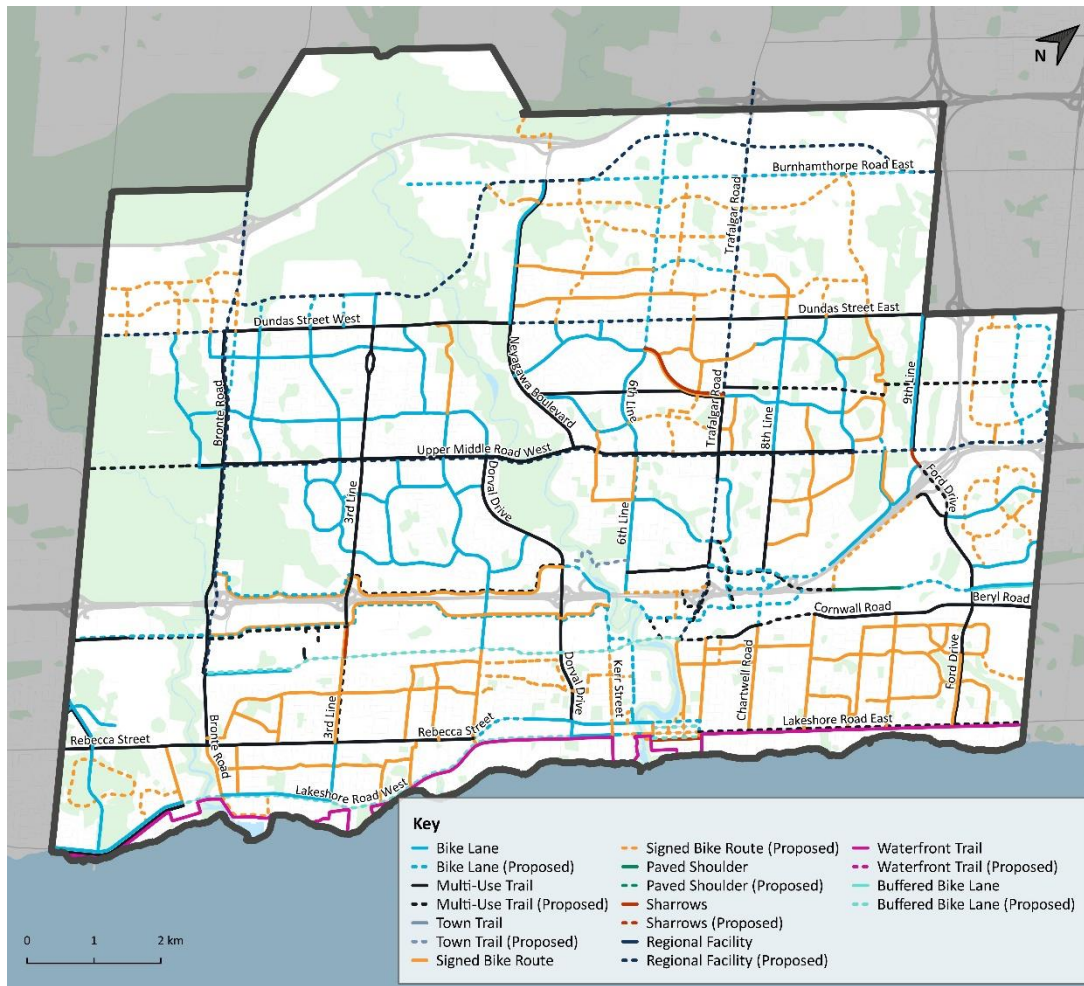
### 2.2.5 Cycling Network

Oakville has a network of cycling infrastructure in place, with plans to extend it further in the years to come (particularly in north-east Oakville as this area is still developing). This is shown in Figure 2-6 (solid lines are existing, dashed lines are planned). Physical cycling infrastructure is located primarily along the major arterials or collector roads rather than local streets, where they are less necessary. Though not shown on this map, cyclists can also use the trail system discussed previously, which improves the overall connectivity of the network.

A large amount of the cycling network both existing and planned – in particular south of the QEW – is made up of signed routes or sharrows rather than physical infrastructure that separates cyclists from vehicular traffic.

Similar to walking, the feasibility of cycling is a function of the town’s urban form. Things are spread out (including crossings of the QEW, Sixteen Mile Creek and Bronte Creek), which makes cycling impractical for trips that are too long. However, because cyclists can cover more ground faster relative to walking, this limitation is less impactful than for walking trips.

Figure 2-6: Oakville Cycling Network





## 2.3 Existing Travel Patterns

This section explores the trends for current movement patterns in the Town of Oakville. The 2016 Transportation Tomorrow Survey (TTS), conducted by the University of Toronto, was used for this analysis to answer the following questions:

1. Where are people travelling?
2. Why are people travelling?
3. When are people travelling?
4. How are people travelling?
5. Who is travelling?

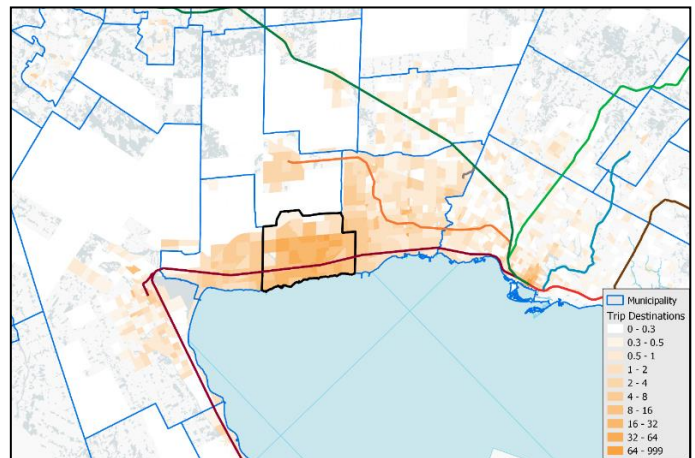
### 2.3.1 Where are People Travelling?

Figure 2-7 shows the density of trips originating in Oakville to destinations across the Greater Toronto and Hamilton Area (GTHA), with darker colours indicating higher trip densities. Each day, more than 400,000 trips are generated by the Town of Oakville, and a further 170,000 trips are made to Oakville from other parts of the GTHA. Of the trips generated by Oakville, 58% (roughly 237,000 trips) stay within the town, while the remainder (170,000) travel outbound to other parts of the GTHA, meaning that roughly as many trips leave the town as enter. Within Oakville, trips are roughly evenly distributed across the town (south of Dundas St).

High trip densities to Palermo Village, Midtown Oakville, and the Uptown Core are evident. These are three of four primary Growth Areas in the town, and have some of Oakville’s highest land use densities, which naturally leads to higher trip densities.

About 11% of daily trips generated by Oakville head towards other parts of Halton Region (2% to Milton, 8% to Burlington, and 1% to Halton Hills). A further 16% of trips travel to Peel Region (2% Brampton, 14% Mississauga), and 4% travel to Hamilton. Trips to and from Burlington are fairly uniformly distributed across Burlington, while trips between Oakville and Mississauga are concentrated primarily within western Mississauga. Downtown Toronto only absorbs about 3.5% of Oakville’s daily trip generation.

Figure 2-7: Destinations of Trips Generated by Oakville – In the GTHA



Data source: Transportation Tomorrow Survey, 2016 (all-day trips to/from/within Oakville)

Travel patterns differ somewhat in the AM and PM peaks. Here, Downtown Toronto captures about 10% of trips from Oakville in the morning peak and generates about 7% of trips to Oakville in the PM peak, reflecting commuter trends. 18% of trips outbound from Oakville are destined towards Peel in the AM peak, and 18% of trips inbound to Oakville originate from Peel in the PM Peak. 6% of trips generated by Oakville are destined to other parts of Halton, 3% to Hamilton, and 56% to other parts of Oakville. In the PM peak, 58% of trips to Oakville originate from other parts of Oakville, 8% come from other parts of Halton, and 3% come from Hamilton.

#### Takeaways:

Mobility within Oakville is just as important as mobility between the town and other parts of the GTA. Trip distribution within the town is roughly uniform south of Dundas St, though the development of urban growth areas may further concentrate trips in these zones.

In terms of regional travel, while improving connectivity with GO Transit Services heading to and from Downtown Toronto is important (particularly in the AM and PM peaks), cross-municipal connections to Mississauga and Burlington are perhaps more so, as a larger percentage of daily trips are headed there. As Milton grows in the future, increased travel between Oakville and Milton (which lies just north of the town) may occur.

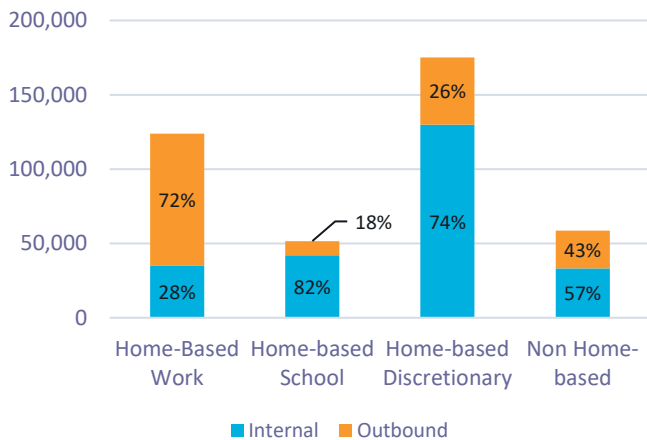
### 2.3.2 Why are People Travelling?

Figure 2-8 shows the number of trips originating in Oakville by purpose and by destination. Internal trips, in orange, represent trips that start and end in Oakville, while external trips, in blue, represent trips that start in Oakville but end elsewhere in the region.

The four categories of trips are:

- **Home-Based Work (HBW):** trips between residence and place of work (and vice versa)
- **Home-based School (HBS):** trips between residence and place of education (and vice versa)
- **Home-based Discretionary (HBD):** trips between residence and other places (and vice versa)
- **Non-Home-based (NHB):** trips not involving place of residence

Figure 2-8: Trip Purpose by Destination Type | All-Day



Data source: Transportation Tomorrow Survey, 2016 (all-day trips to/from/within Oakville)

Home-Based Work trips make up 30% of all trips generated by Oakville. The majority (72%) of these trips are outbound to other parts of the region. This suggests that only 28% of Oakville residents work in Oakville.

In contrast, the vast majority (82%) of Home-Based School trips generated by Oakville are internal to the town. This is fairly standard, as bussing students to other municipalities

is uncommon. Oakville has one large higher-education campus on Trafalgar Rd (Sheridan College), which serves roughly ten thousand students. The town does not have any university campuses or satellite campuses beyond this; the remaining Home-Based School trips that are external to Oakville (18%) reflect this.

Home-Base Discretionary trips make up 38% of all trips to/from Oakville – the largest share of all trips. 74% of the trips of this type generated by Oakville remain internal to the town, meaning that town residents typically shop, play, and entertain themselves without leaving Oakville. Considering the major draw of Square One not too far east in Mississauga, this proportion of discretionary trips being internal to Oakville is somewhat surprising.

Finally, Non-Home-Based Trips generated by Oakville are roughly split – 57% stay internal to the town, while 43% leave the town.

#### Takeaways:

Work based trips are primarily outbound, meaning that more residents travel outside Oakville to work than those who stay within the town. All other trip types are primarily internal trips.

Therefore, for commuting purposes during peak hours, Oakville should focus on regional connections, while for off-peak travel, internal connectivity is more important.

Of course, this may change as Oakville develops, especially if urban growth nodes are successful in drawing employment to them. Businesses can benefit from agglomeration when they locate near one another, which can create self-reinforcing positive benefits over time that encourages more work trips to remain in the town.

### 2.3.3 When are People Travelling?

Figure 2-9 shows the start time of internal trips generated by Oakville (i.e. start and end within the town) across the day, while Figure 2-10 show the start time of outbound trips generated by Oakville (i.e. starts in Oakville but ends elsewhere in the region) across the day.

Figure 2-9: Internal Trips by Time of Day and Purpose

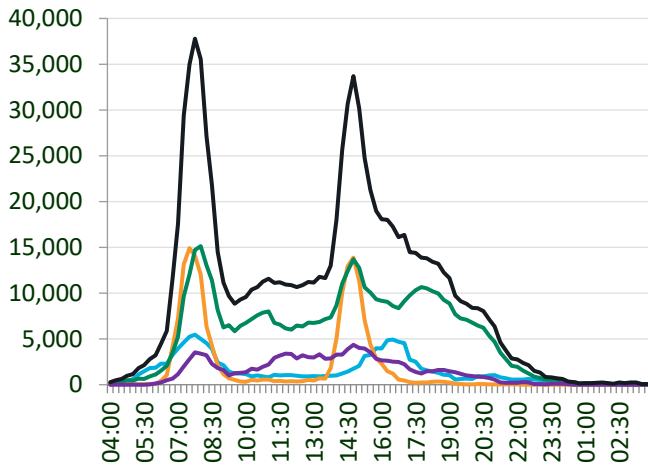
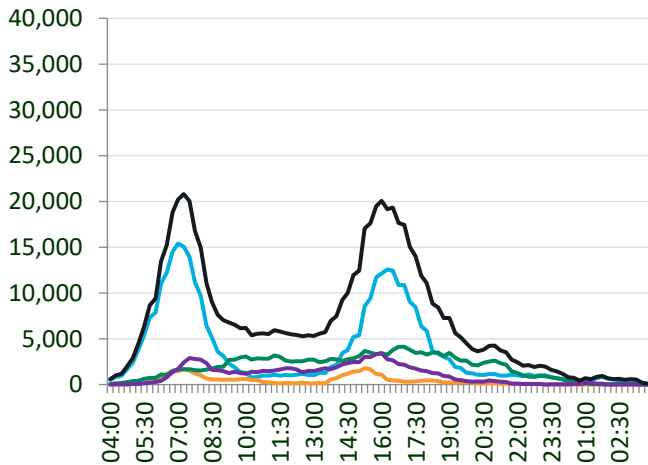


Figure 2-10: Outbound Trips by Time of Day and Purpose



**Legend:** – All purposes; – Home-based Work; – Home-based School; – Home-based Discretionary; – Non-home-based

Data source: Transportation Tomorrow Survey, 2016

The two figures indicate that travel demand in Oakville has two distinct peaks throughout the day, peaking in the AM at about 7:45, and in the PM at about 4:30.

However, for internal trips, the PM peak tapers off more slowly than the AM, continuing into the evening. Looking at the travel demand by trip purpose explains why. In the AM, the peaks of each trip purpose roughly line up with each other. In contrast, in the PM, Home-Based School trips peak much earlier than Home-Based Work, as schools let out earlier than workplaces. Additionally, the Home-Based Discretionary trips do not have as sharp a peak in the PM period, remaining high for a couple of hours through the evening – these may be “chained” trips, which are conducted on the way home from work. Together, these factors result in a PM peak that is more “stretched out” than the AM peak.

In contrast, outbound trips also have two clear peaks in the AM and PM, but without the tapering off effect in the PM. Looking at the number of trips by trip purpose, it is clear that this is solely due to Home-Based Work trips, following regular commuter patterns. For both Non-Home-Based trips and Home-Based School trips, subtle peaks in the AM and PM are visible (though they top-out later in the AM than work trips, and earlier in the PM); however, this is much less pronounced than the Home-Based Work trips.

As discussed previously, outbound work trips make up 72% of all work trips in Oakville, and this is reflected in these time plots as well. Outbound work trips begin to peak earlier in the morning and afternoon than internal trips. This likely owes to the fact that these trips cover a longer distance, and therefore take more time.

**Takeaways:**

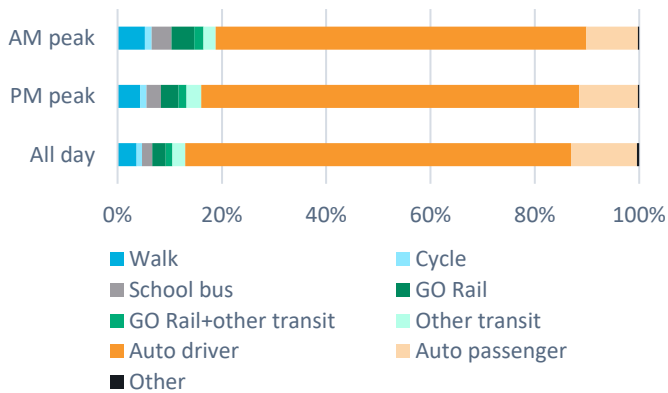
As expected, the highest demand levels that need to be accommodated for are during peak times, particularly for work-based trips. Internal discretionary trips within the town tend to have a longer tapering off during the PM peak, which can drag out the afternoon rush hour.

### 2.3.4 How are People Travelling?

Figure 2-11 shows the mode split for trips to/from/within Oakville in the AM and PM peak periods, and for the whole day. Auto-based modes dominate Oakville travel. Around three-quarters (74%) of daily trips are made by people driving cars, and more than six out of seven trips (87%) involve a person in a car.

Transit is used for 8.3% of trips, including 2.0% for school bus trips. Excluding school bus trips, Oakville Transit connecting services to GO account for approximately 25% of Oakville Transit trips. Transit and active transportation mode shares are higher during the AM and PM peaks; this is driven by higher use of active modes and school buses for education trips and transit for commute trips (particularly to Downtown Toronto) during these times.

Figure 2-11: Oakville Trips Mode Split



Data source: Transportation Tomorrow Survey, 2016

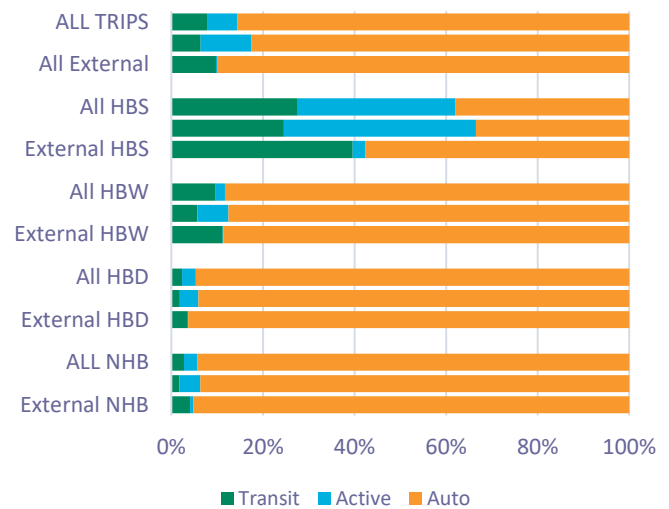
#### 2.3.4.1 Purpose and Destination Type

Figure 2-12 shows the mode of travel for trips to/from Oakville by trip purpose and by destination type – internal (within the town) or external (to/from places outside the town). “Auto” includes auto driver, auto passenger, motorcycles, and taxi/TNCs; transit includes GO Train, local transit, and school bus; “active” includes walking and cycling.

Travel to and from school has the highest proportion of transit and active transportation use out of the four trip types. For internal trips, there is a roughly equal split between auto, transit, and active modes, as these trips

are dominated by K-12 schools, with many students living within walking distance or having access to school buses. External school travel is dominated by trips for post-secondary education. Many post-secondary institutions in the GTHA are served by regional and local transit, while car ownership (or access) can be beyond the reach of post-secondary student populations, again resulting in relatively high transit mode share for this trip type.

Figure 2-12: Mode of Travel by Purpose and Destination Type



Source: 2016 Transportation Tomorrow Survey

For work trips, the transit mode share for external trips (11.2%) is roughly double that for internal trips (5.7%). This makes Oakville unusual compared to other GTHA municipalities. Typically, longer trips (such as to external destinations) have lower transit mode share. However, more detailed analysis revealed that three-quarters of the external work trips using transit were going to/from Downtown Toronto. These trips benefit from the GO Train service, while auto use is impeded by freeway congestion and the high cost of parking in the city.

Discretionary (HBD) and Non-Home-Based (NHB) trips show similar mode splits. They have the highest auto mode shares (around 95%) of any travel market. Similar to Home-Based Work trips (HBW), both have higher active mode shares for internal trips and higher transit mode share for external trips.

### 2.3.4.2 Distance Travelled

Figure 2-13 shows the distribution of trips by trip length and mode for the weekday AM peak period. About 55% of the trips generated by the Town of Oakville during this period are over 10km, while 32% are under 5km and 10% are under 1km. Trips under 1km are considered walkable, but only 35% of those trips are made by walking, while 45% are by driving. Similarly, trips under 5km are considered bikeable. However, only 2% of those trips are made by bike, while 73% are by driving.

Figure 2-14 shows the distribution of trips by trip length and mode for the weekday PM peak period. About 55% of the trips generated by the Town of Oakville in this period are over 10km, while 29% are under 5km and 4% under 1km. In contrast with the AM, only 15% of walkable trips are made by walking and 70% are by driving. The difference is because fewer students travel in the PM peak period (16:00-19:00) compared to the AM peak period (06:00-09:00). Only 1% of bikeable trips are by bike, while 76% are by driving. In total, only 2% of trips generated in Oakville during the PM peak period use cycling or walking.

Figure 2-15 shows the mode choice distribution of users of Oakville’s GO Rail stations. 89% of people using Oakville’s GO Rail stations (Bronte, Clarkson, and Oakville) travel under 5km to their station, but only 2% of them chose to cycle while 78% chose to drive. About half of people who travel less than 1 km to Oakville’s GO Rail stations choose to walk.

**Takeaways:**

People in Oakville are not choosing to walk or cycle for trips that are short enough for those modes to be viable. This is especially problematic at GO stations where parking is limited. Future GO Expansion cannot be accommodated fully through parking lot expansion, especially as Midtown Oakville develops. Encouraging mode shift for station access will be important for increases in GO ridership to match increases in service over time.

Figure 2-13: Trip Distance vs Trip Volume (AM)

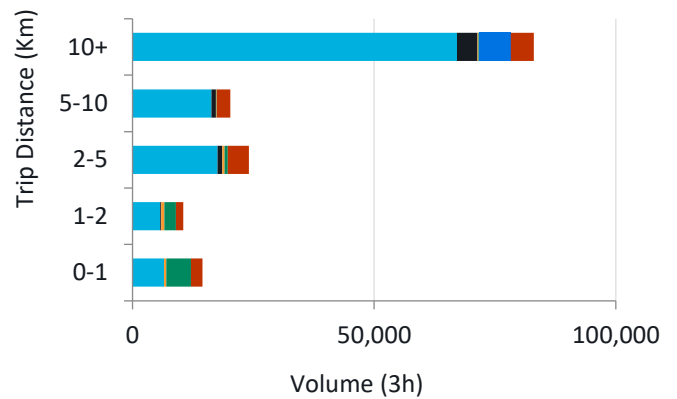


Figure 2-14: Trip Distance vs Trip Volume (PM)

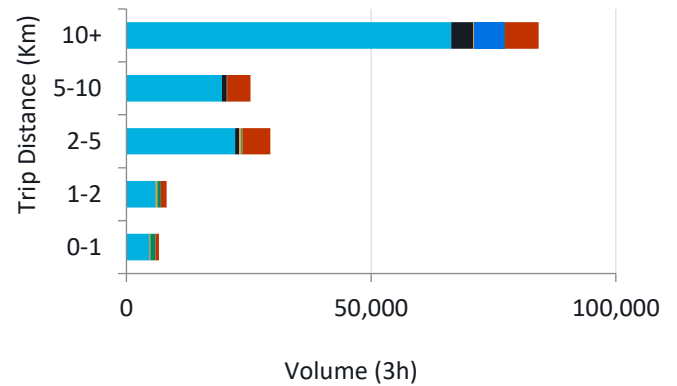
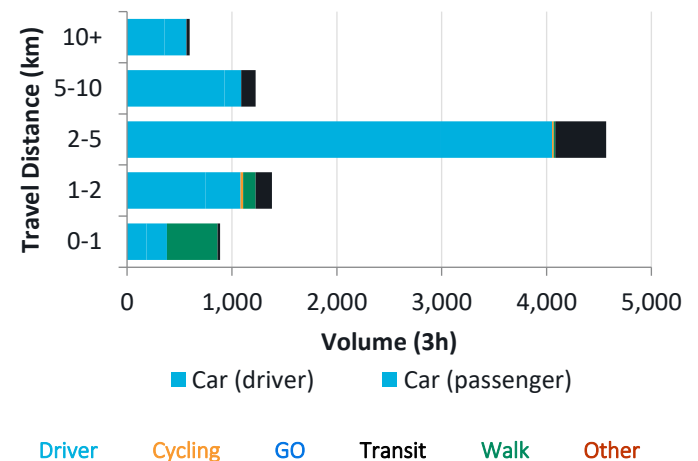


Figure 2-15: Distance travelled by GO Transit Riders in Oakville during Weekday AM Peak Period



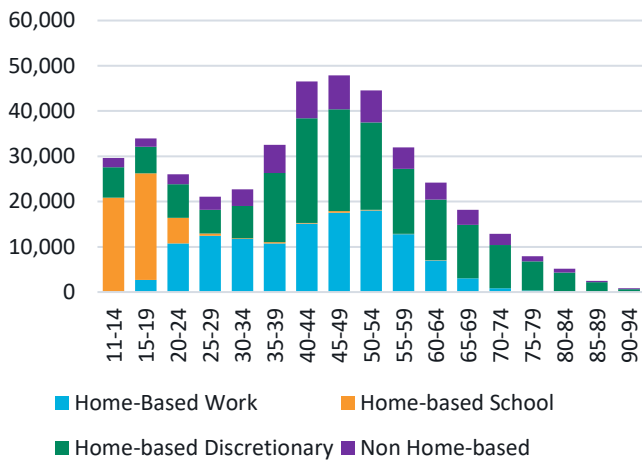
Data source: Transportation Tomorrow Survey, 2016



### 2.3.5 Who is Travelling?

Figure 2-16 shows the number of trips originating from Oakville by age group and trip purpose. The age groups all span five years, except the first group, as the Transportation Tomorrow Survey only covers ages 11 and older.

**Figure 2-16: Number of Trips originating from Oakville by Age Group and Purpose**



Data source: Transportation Tomorrow Survey, 2016

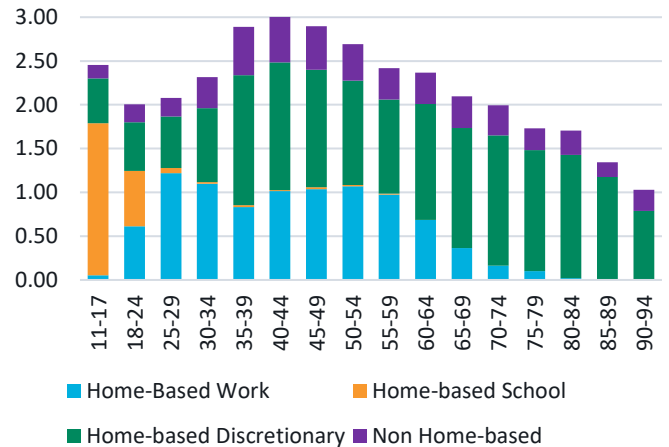
From age 11 to 20, education trips are the most common, as would be expected from the compulsory school age group (11 to 17/18). The proportion of education trips falls significantly each year from age 18 to age 24, and all but vanishing from age 25. This suggests that people are attending post-secondary education for various lengths of time, or that older students are less likely to live (and start their trips) in Oakville.

Work trips account for the majority of trips for people in their twenties and early thirties. The proportion peaks at 73% of trips for people aged 26. The proportion of work trips falls steadily from age 55 onwards, accounting for less than 10% of trips for people aged 70 or over.

From age 35 to 95, discretionary trips are most common, and are generally substantially higher than work trips. These are trips for the business of life – shopping, medical, visiting friends/family, and leisure.

The number of trips made by each group is partly driven by the number of people in that age group. To provide an additional comparison, Figure 2-17 shows the average number of weekday trips per person for Oakville residents by age group and purpose.

**Figure 2-17: Average Weekday Trips per Person living in Oakville by Age Group and Purpose**



Data source: 2016 Transportation Tomorrow Survey

The chart shows that number of trips per person varies significantly by age. After the end of K-12 education, the daily trip rate increases steadily with age, peaks in the early 40s, then decreases steadily with age. The changes from people’s 20s through to their 50s are largely caused by increase in discretionary and non-home-based trips. This is consistent with those trips being caused by the presence of children in the household. The decrease from people’s 50s to their 70s follows the decrease in work trips, consistent with people retiring or leaving the workforce.

**Takeaways:**

Understanding what types of trips different age groups make can help tailor services to them. Younger individuals benefit from services that aid their access to school, while after age 16, people need to be able to access their places of employment. Services for older individuals can focus on access to discretionary and other land uses (retail, restaurants, and health care services).

### 2.3.6 Summary

This analysis of Oakville's travel patterns presents the following conclusions and recommendations for Oakville going forward:

- Similar to other suburban municipalities in the GTA and elsewhere, too many people in Oakville drive when travelling short distances: 70% of trips less than 1 kilometre are by car in the afternoon peak, while the majority of people travel for distances exceeding 10 kilometers, which makes them more dependent on car usage. Significant improvements must therefore be made to both reduce the distance travelled in Oakville and to ensure that those who travel short distances make the best choices for getting around. This can be done by improving short-distance access and opportunity via the walking, cycling and transit networks, as well as neighbourhood built form.
- The majority (58%) of Oakville's travel is to internal destinations, but that still leaves a significant portion (42%) travelling externally. Planning for Oakville's inter-municipal travel should focus on trips to Burlington, Mississauga, and Downtown Toronto. Longer-term planning should also consider the growth in the travel market to/from Milton. These longer-distance commutes are and will be good targets for TDM programs. This planning will require Oakville to work with the relevant municipalities and agencies, to ensure that municipal boundaries do not form a barrier to easy travel by any mode. This cooperation also applies to goods movement which is almost entirely inter-municipal in nature.
- Oakville's transportation system serves internal trips, and hence the majority of school and discretionary trips. However, it also connects people to the wider regional transportation system, which serves the majority of work trips. The variations in destinations by trip purpose should be a major consideration in planning the town's transportation system and its connections to the GTHA. The reasons *why* people travel affect *how* they travel, because their needs for that trip are different. Non-commuter travel often involves a variety of destinations and travel times and

may also include multiple destinations in one trip (trip chaining). These features mean non-commuter travel can benefit from mobility as a service as a means to support non-car use.

- The timing of peaks and troughs in travel demand is a combination of all travel purposes, not just work trips. Travel involving trip chaining (such as that associated with school trips) is more difficult to switch from car-based to sustainable modes unless the destinations are close together. Internal and external travel have very different patterns when those trips occur.
- The reasons people travel varies significantly by age, with work travel only being the most common reason for people aged 22 to 35. Policies targeted at different age groups will need to take into consideration those variations.
- Overall, the analysis shows that Oakville's internal travel is different from its external travel. Internal travel has a higher proportion of car-based and active travel, and more travel for education and non-work-based purposes. External travel has a higher proportion of transit, primarily because of GO Train travel to Downtown Toronto, and a much higher proportion of work travel.
- The Town of Oakville's aspirations to increase transit and active transportation use can build on the existing strong usage for school-based trips as well as high number of work trips to Downtown Toronto, but changes that enable better integration between land use and the transportation system are needed to change behaviours in a sustainable way. The dominance of car use supports the need for significant transformation in the planning and delivery of the transportation system if Oakville is to achieve a mode shift away from car-based uses.

## 2.4 Existing Planning Guidance

Much work has already been completed at the municipal, regional, and provincial levels to guide future growth in Oakville and the wider GTHA. This section provides a brief review of key policy documents relevant to the development of Oakville's Urban Mobility & Transportation Strategy.

At the provincial level:

- Provincial Policy Statement
- 2041 Regional Transportation Plan

At the regional level:

- Official Plan
- Transportation Master Plan
- Mobility Management Plan

And finally, at the municipal level (i.e. specific to the Town of Oakville):

- Official Plan
- Transportation Master Plan
- Active Transportation Master Plan

A review of each study will allow us to map the common themes across all of them. This information about the policy direction of the Town of Oakville, Halton Region and Province of Ontario will be used to build a unified vision for the town's transportation network in the next section, followed by the initiatives that Oakville can implement to make that vision happen. The Urban Mobility & Transportation Strategy is not re-inventing the wheel, but rather building off a substantial body of work that has come before.

### 2.4.1 Provincial Guidance

#### 2.4.1.1 Provincial Policy Statement (PPS)

The 2014 Provincial Policy Statement summarizes the Province's policy regarding land use and associated infrastructure, including transportation. Municipal land use policy must conform with the PPS, but the policies of the Provincial Policy Statement represent minimum standards.

The policy statement focuses on the efficient development of land and dictates that growth should first occur in intensification or redevelopment areas, followed by new growth in designated areas.

An update to the PPS went into effect on May 21<sup>st</sup>, 2020, with the goals of encouraging an increase in housing supply, protecting the environment, reducing barriers and costs for development, and supporting the economy and job creation.

This version of the PPS moves to protect employment and industrial lands from the encroachment within or adjacent to by non-employment sensitive land uses (such as residential housing). The updated PPS also places greater emphasis on ensuring adequate housing stock in the future, upping minimum requirements to accommodate residential growth through the available land supply from 10 years to 15 and extending the planning horizon from 20 years to 25 years. As well, the plan emphasizes the need for increased housing options, further intensification, and transit-oriented development, though at the same time, does increase the flexibility of development on rural lands or expansion of settlement areas under certain conditions.

### 2.4.1.2 2041 Metrolinx Regional Transportation Plan (RTP)

The Regional Transportation Master Plan provides a blueprint for the GTHA’s transportation network to develop through the year 2041. It is an update to “The Big Move,” which was released in 2008.

The plan envisions an integrated, sustainable, safe, and multimodal transportation system for the Greater Toronto and Hamilton Area that supports a high quality of life, prosperous economy, and a protected environment. The three key goals of the plan include strong connections, complete travel experiences, and sustainable and healthy communities. The five strategies identified to achieve this vision and these three goals include:

- Complete the delivery of current regional transit projects
- Connect more of the region with frequent rapid transit
- Optimize the transportation system
- Integrate transportation and land use
- Prepare for an uncertain future

The outcome of a successful plan rollout would add 1860 km of frequent rapid transit routes, 2000 km of cycling routes, and 1130 km of HOV/HOT lanes to the region. This would result in four times as many residents and twice as many jobs within walking distance to transit, a +0.5% transit mode share across the region, +2.2% active transport mode share across the region, and result in 3 million fewer congested kilometres of travel compared to the ‘Do Minimum’ scenario.

Projects in Oakville outlined by the RTP include:

- LRT/BRT on Trafalgar Rd (priority bus north of Highway 407)
- Priority bus on Dundas, Speers/Cornwall, and Bronte
- GO rail 15-minute two-way all-day service on Lakeshore West line
- Frequent regional express bus on QEW, Hwy 403, Hwy 407
- Proposed HOV lanes on QEW, Hwy 403; in addition to existing segments on QEW in Oakville

### 2.4.2 Halton Region Guidance

#### 2.4.2.1 Halton Region Official Plan

The Halton Region Official Plan provides high-level direction for land use in Halton Region through to the year 2031. The Planning Act requires that local municipalities' Official Plans and Zoning By-laws be amended to conform with this Plan. Its overarching goal is to enhance the quality of life for all people of Halton, today and into the future.

Planning decisions in Halton are therefore to be based on a proper balance among the following factors:

- Protecting the natural environment
- Preserving prime agricultural areas
- Enhancing economic competitiveness
- Fostering a healthy, equitable society

Halton Region’s transportation objectives include:

- Encouraging regional unity
- Reducing dependency on auto travel while promoting more sustainable forms of transport
- Improving network efficiency with travel demand management and strategies
- Improving accessibility to major areas of employment, retail, government services, culture, and recreation
- Ensuring that land use policy aligns with transportation objectives, and supporting the early introduction of public transit services in new developments, redevelopments, and intensification areas

Oakville has enough undeveloped land to satisfy greenfield development demands into the 2031-2041 period. After this point, the majority of new development within Oakville will be intensification of the existing built-up area (predominantly within the strategic Urban Growth Centres identified in Oakville’s Urban Structure).

The plan identifies higher-order transit facilities on Trafalgar Rd, Dundas St, and Bronte Rd, alongside the Lakeshore West GO Rail line, and specifies a goal of 20% transit mode share by 2031.

### 2.4.2.2 Transportation Master Plan

The Halton Region Transportation Master Plan to 2031 provides the strategies, policies and tools required to meet Halton Region’s transportation needs safely, effectively and cost efficiently. The plan does not introduce a new vision for itself, instead being guided by the Halton Region Official Plan and Metrolinx’s Regional Transportation Plan.

The guiding principles of the study include:

- Providing choice for the travel needs of residents
- Healthy communities
- Economic vitality
- Sustainability
- Well-maintained infrastructure

The TMP identifies deficiencies in the future transportation network along key roadway screenlines should the status quo be maintained, resulting in increased roadway congestion alongside increased travel times and delay.

The primary recommendations of the plan focus on road expansion projects to address congestion through 2031. While there is also discussion on improvements to the active transportation network (cycling and walking) and transportation demand management schemes, the study does not focus heavily on these aspects, instead indicating that additional planning is necessary in these areas, to take the load off of the future auto network.

In terms of transit expansion, the plan designates Trafalgar Rd, Dundas St, Speers Rd, and Bronte Rd as transit corridors, with Trafalgar Rd and Dundas St seeing dedicated transit rights-of-way. The plan indicates support for changes to road cross-sections, to better accommodate non-car modes.

Halton Region will be conducting an update of their Regional Transportation Master Plan through their on-going Municipal Comprehensive Review, Official Plan Review, and Integrated Growth Management Strategy.

### 2.4.2.3 Mobility Management Strategy

The Mobility Management Strategy provides a strategic vision for Halton Region’s transportation network over the next 25 years, focussing on the premise of mobility-as-a-service. It envisions a future in which mobility options are no longer clearly divided between roadway and transit, nor are transit options solely defined by fixed-route, fixed-guideway or demand responsive services, but rather, offered as a menu of travel options provided by both the public and private sector.

The goals of the strategy which support the above vision are as follows:

- Access to a full menu of advanced transportation options
- Facilitate the efficient movement of people and goods throughout the region
- Smart growth management through the integration of transportation and land use planning
- Transit as a competitive, viable choice
- Transit network connectivity / access

The individual strategies proposed include:

- Alignment with Metrolinx Big Move and GO Expansion plans
- Coordinated regional urban mobility
- Customer-centric technology-based services
- Intra/interregional transit connectivity
- Integration of mobility options
- Support transit oriented urban growth

Of relevance to Oakville, the strategy supports the development of Oakville’s Urban Growth Centres and emphasizing mobility hubs around key GO stations (such as Oakville and Bronte GO). It identifies Transit Priority Corridors along Dundas St, Bronte Rd., Trafalgar Rd, and Speers Rd, as well as a mobility link between Oakville and Milton on Neyagawa Rd.

## 2.4.3 Town of Oakville Guidance

### 2.4.3.1 Official Plan (Livable Oakville)

The 2009 Town of Oakville Official Plan applies to all lands within the town except the North Oakville East and West Secondary Plan areas. The Official Plan sets out Oakville’s land use and growth policies through to the year 2031. A review of this plan is currently underway.

The plan identifies the following areas as key nodes or corridors for intensification: Midtown Oakville, Uptown Core, Palermo Village, Kerr Village, Bronte Village and Downtown Oakville. Intensification outside of these areas is subject to policies that are intended to maintain and protect the existing character of those communities.

Development in greenfield areas within the existing settlement area of the town are to be developed in a way that contributes to the creation of complete communities, with a density target not less than 50 residents and jobs combined per gross hectare, measured over the entire greenfield area throughout Halton Region. All lands north of Highway 407 are outside of the urban area, and subject to the Parkway Belt West Plan (1978). Most of these lands are also subject to the Greenbelt Plan (2005) and are restricted to development.

Transportation objectives specified in the plan include:

- Promoting priority measures for transit and HOVs
- Providing a road classification system
- Developing walking/cycling facilities in line with the active transportation plan
- Maximizing mobility and access for persons with disabilities
- Encouraging transit-orientated development
- Supporting efficient land use as complement to sustainable travel

Official Plan Amendment 15 introduced the Town of Oakville’s Urban Structure into Livable Oakville and is now in full effect. The Urban Structure coordinates land use and infrastructure requirements, as well as establishes a framework and policy context for decision making that provides certainty to the planning process. It is also

fundamental in achieving several Provincial interests and guides public and private investment decisions. The Town’s Urban Structure is intended to protect natural heritage, open space, and cultural heritage, maintain the character of residential areas and direct growth to an identified system of nodes and corridors. The OPA also provided for the integration of the North Oakville East and West Secondary Plans into a town-wide Urban Structure within the Livable Oakville Official Plan.

### 2.4.3.2 Switching Gears (Transportation Master Plan)

Oakville’s 2013 “Switching Gears” Transportation Master Plan provided a guide for developing Oakville’s transportation network through to the year 2031. It envisioned a transportation system that:

- Is safe, efficient, and accessible, with choices in mobility
- Fosters the use and development of a sustainable transportation network
- Provides a public transit system that can be a viable alternative to private auto use
- Provides a network of on- and off-road pedestrian cycling facilities

The plan outlined the Town of Oakville’s and Halton Region’s mode split targets (20% transit mode share and 6% each for active transportation and transportation demand management) and provided strategies for active transportation and transit that were meant to help achieve them.

However, since the plan was approved and implemented, growth in these areas did not increase at a rate that would reach these targets by 2031, and transit operational costs have increased faster than what has been supported by new ridership. As well, there had been changes to the Province’s Development Charges Act in 2015, specifying that Development Charges can only be collected for transit operations required to service new residents, not existing ones. Collectively, this necessitated an update to the TMP, conducted in 2018.

An updated 2031 transit mode share target of 12% was assumed, including 3% local transit and 9% regional



transit. The 6% mode share targets for active transportation and transportation demand management each were maintained. However, the plan did not introduce any significant new strategies on how to achieve these revised targets. New strategies (to be discussed in this report) and investment in increased service levels will be required to achieve these mode share targets.

### 2.4.3.3 Active Transportation Master Plan (ATMP)

Oakville’s 2017 Active Transportation Master Plan Update (a revision of their original 2009 ATMP) envisioned Oakville as a pedestrian and cycling supportive community that encourages active transportation for both utilitarian and recreational travel by:

- Ensuring that every street accommodates pedestrians and cyclists
- Establishes promotional and educational policies and programs
- Developing a town-wide visible and connected active transportation network of on- and off-road facilities
- Recognizes that great places required pedestrian and cycling friendly land development and streetscape design

Spatial analysis conducted found that most of Oakville has a high walkability and bikeability score except in locations of major physical barriers (waterways, highways, valley-lands, etc.). Criteria included proximity to schools and parks, number of street trees, street connectivity, density and variation of businesses, density and volume of sidewalks, slope, population density, and density of existing routes.

Areas with relatively high numbers of cycling and walking trips tended to have high walkability and cycling scores. However, some of these areas which were supposed to be bike and walk friendly, such as North Oakville or Downtown Oakville, had very few numbers of trips per day. These locations were given particular attention in the design of the future active transportation network.

The recommendations of the plan included the identification of target pedestrian and cyclist networks

built off the original 2009 plan (including identification of recommended facility type), within Oakville’s existing land use context. They also included twenty-five proposed outreach initiatives to encourage active trips within the existing population and network conditions, and an additional 25 recommendations for the implementation and monitoring process.

#### Takeaways:

The existing body of planning guidance at the provincial, regional, and municipal levels is clear: there is a need to shift demand away from auto modes towards more sustainable means of transportation, including walking, cycling and transit. This will require investment from all levels of government to achieve and must come alongside a unification of transportation and land use policies. Mode targets will not be achieved with the status quo.

The good news is that these requirements come at a time of major regional transit expansion within the Greater Toronto Area. Projects such as GO Expansion, improved GO Bus service and LRT/BRT on Dundas St and Trafalgar Rd can help encourage the desired growth and mode shift at the key growth nodes and elsewhere within the town. On the other hand, they are regional projects that will attract the lions-share of provincial funds, even though local improvements are just as important.

We are facing a major housing crunch within our region, with an important provincial goal being a steady increase in housing supply. While this can work towards Oakville’s intensification goals, it can also lead to a runaway effect in which developers get caught up in a race to build taller and taller buildings with smaller and smaller units, at the cost of creating actual livable neighbourhoods. As well, developments must be proposed with Oakville’s mode shift targets in mind. Auto-oriented tall buildings will create the same problems that single family subdivisions have to date. Oakville must therefore ensure controls on new developments so that their strategic aims are met while still ensuring that livable, walkable communities are being produced.

## 2.5 SWOT Analysis

This section presents an analysis of strengths, weaknesses, opportunities, and threats (SWOT) based on the various trends affecting Oakville's transportation system. Strengths and weaknesses focus on the existing situation; opportunities and challenges focus on the (potential) future situation.

### 2.5.1 Strengths

- Oakville has a robust policy foundation in place covering many aspects of the transportation system. Oakville's Transportation Master Plan supports greater sustainable transport use. Its active transportation plan includes a detailed plan for an extensive well-connected network, plus supportive policy measures. This sets the stage for a change in travel patterns.
- Oakville's Urban Structure (implemented by Official Plan Amendment 15 and now in full force and effect) focuses growth on mixed-used intensification along key nodes and corridors, as well as near major transit hubs (GO stations). This brings people's travel destinations closer together (both in and around the Growth Areas) and helps to encourage switching travel involving trip chaining from car-based to sustainable modes.
- Oakville has control over most of the factors that influence internal trips, which form an important part of the trips generated by the town.

### 2.5.2 Weaknesses

- Oakville's current urban form and densities are not favorable to active transportation and transit and are very different from those in places where micromobility programs have been successful. Policies for new development will help address this, but most of the existing development will not change significantly.
- Oakville's ability to influence external trips is limited because those trips involve services and infrastructure provided by others. Given that external

trips account for nearly half of Oakville's trips, this is a key challenge in delivering any significant change to Oakville's travel patterns.

### 2.5.3 Opportunities

- The housing market, as of this writing, is facing supply issues and high demand, meaning that there is strong developer appetite for intensification projects throughout the region, not just in Downtown Toronto.
- The Ontario Land Tribunal (OLT) can uphold and strengthen Oakville's local planning decisions which can shield them from further appeals from private developers and ensure that Oakville's vision is implemented as desired.
- The Province's ongoing transit expansion program provides the opportunity to create dense, walkable developments that are favourable to transit use around key transit nodes, such as Oakville GO station.
- In Downtown Oakville, Kerr Village and Bronte Village, Oakville already has nodes favourable to increased transit and active transport use. These assets can be expanded in the future, rather than needing to start from scratch.
- Existing parking lots, mini-malls and office parks are spaces that can be redeveloped into new complete communities that engrain Oakville's integrated land use and transportation policies and can serve as new hubs for existing communities.
- The adoption of policies that end the prioritization of private autos (and in turn, focus more on walking, cycling and transit) provides an opportunity to embed significant change in the way Oakville's transportation system is planned, designed, and delivered. In particular, it could help shift the focus of roads away from the movement of personal vehicles and in turn improve transportation safety.
- The rise of car-sharing services, on-demand transit service and other new mobility options can help reduce the need for car ownership – and hence



reduce the need for parking at homes and destinations throughout the town. This provides an opportunity to decrease parking requirements, which will help achieve Oakville’s density targets for residential and non-residential development.

- The use of autonomous vehicle technology for transit provides an opportunity to deliver much higher levels of service within the existing operating funding envelope.

#### 2.5.4 Threats

- Due to market forces, many municipalities have seen a race to taller and taller buildings will smaller and smaller units, at the cost of creating communities that are desirable to live in.
- The Ontario Land Tribunal (OLT) can overrule Oakville’s local planning decisions in favour of private developer preferences, even when such decisions act against Oakville’s strategic aims.
- Oakville does not own, maintain or have direct control over the regional roads passing through the town – Halton Region does. While Oakville can exert pressure and push for its desires, a difference in vision between local and regional governments can make progress along these routes difficult, if not impossible.
- Follow-through requires effort, but also money. Oakville has conducted many planning studies in the past for improving various modes, but actually approving funds for implementation can stop even the best laid plans in their tracks.
- Intensification can be controversial for existing residents who chose Oakville specifically for its current built form and transportation landscape.
- The use of most new technologies and trends in transportation are strongly influenced by factors beyond the Town of Oakville’s control. Consequently, managing their effects will require a proactive approach. Failing to do so will mean the Town of Oakville will not be able to maximize the benefits, nor minimize any negative effects.

- The attractiveness of new travel options with one traveller per vehicle (such as ridesharing and CAVs) may make it more difficult to increase the use of sustainable travel options.
- The regulatory environment and associated major policy issues for autonomous vehicles are controlled by the Province. This creates a risk that Provincial regulations do not align with Oakville’s goals for its transportation system. Oakville would need to engage with the Province to further its policy aims associated with smart / autonomous vehicles.
- The potential benefits of Mobility as a Service (MaaS) require Oakville and other providers of transportation services and infrastructure to provide the necessary information/data and interfaces.
- The COVID-19 pandemic has shifted travel patterns, and it is unclear if, or when, the pre-pandemic status quo will return. Transit ridership has been particularly impacted by this, which makes avoiding service cuts a challenge, and service expansion not feasible at this time.

#### Takeaways:

Oakville’s current urban form is not favourable to achieving its mode shift targets. However, the combination of its intensification plans and a hot housing market, as well as major transit investment from the Province of Ontario, provide a strong opportunity in its identified growth nodes (some of which are already existing) to change course from the status quo, and build up from there.

However, Oakville needs support. Residents can embrace intensification, or fight against it. Developers can bring its vision to life or propose something wildly different. Halton Region can support Oakville’s ambitions along the roads that it owns or continue to chase endless road widenings. The Province’s land use tribunal can reinforce Oakville’s strategic decisions or tear them down entirely. In order to achieve its vision, Oakville must reach out to these parties, listen to them, and win them to its side. The only path forward is forward together.

# 3 A Unified Direction for Transportation

## 3.1 A New Vision for Oakville’s Transportation Network

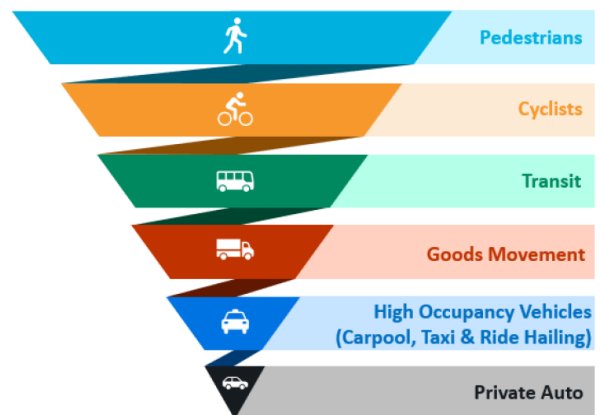
It was mentioned earlier that achieving mode shift away from automobiles to transit, walking and cycling is a major objective for the Town of Oakville. In developing this Urban Mobility & Transportation Strategy, a workshop was held with Town staff to refine this objective into an aspirational vision for Oakville; going forward, this will be the guiding idea behind what the transportation landscape in Oakville should do and be.

“Oakville will enable the efficient movement of people and goods by supporting sustainable travel choices”

This simple statement strikes at the heart of what Oakville wants to accomplish from its transportation network: meaningful mode shift to more sustainable forms of travel to ensure that the network is resilient in the years to come.

The idea is to re-prioritize Oakville’s mobility choices, establishing a hierarchy in which sustainable forms of transportation, such as walking, cycling and transit are given strategic priority in planning and in implementation initiatives (while still reflecting the need for reliable auto-based mobility in the town), as shown in Figure 3-1, to take pressure off the current network, and build a more sustainable future.

Figure 3-1: Mode Priorities



### 3.2 Linking Transportation & Land Use

The vision presented in Section 3.1 is not really new. It is a refinement and consolidation of the large body of existing planning work discussed in Section 2.3. Oakville, Halton Region, and the Province are united in their desire for mode shift towards more sustainable forms of transport. Many studies across all three levels of government have been completed over the past ten years, more or less unified in their vision. Yet, as its TMP review stated, Oakville’s actual mode shift has not kept up with the target. Why is this the case?

Ultimately, **Oakville's land use and transportation objectives are not in full alignment with Oakville’s land use and transportation contexts.**

Transportation and land use policies form a feedback loop (Figure 3-2). The mix of land uses in a particular area determines the mix of **activities** that take place there, but this then requires a transportation system that can serve them. The ability of the transportation network to do so is a measure of a location’s **accessibility**. However, this can vary considerably by mode, influencing how future developments are designed and what land uses are allowed there, beginning the cycle again.

For example, a neighbourhood of single-family homes creates a wide variety of trips to work, to school, for recreation, or for shopping. However, the single use zoning necessitates a network of wide roads connecting districts of the town, as the different uses are not located in close enough proximity to walk. The creation of these roads makes more and more of the town accessible by car, which encourages more of this type of development, but at the same time discourages other modes for travel because things are now overly spread out. The result is that a vicious cycle has been created, in which the entire town is designed around the car, at the expense of all other transportation options.

This example is essentially Oakville’s situation in a nutshell. Like other suburban municipalities around Toronto, the town developed around the car, with its transportation network designed primarily to ensure that travel by car is easy. However, many of the characteristics that make a town friendly towards cars make it the opposite for more sustainable forms of transportation. Oakville is large and sprawling; neighbourhoods are separated by wide pedestrian-unfriendly arterials, and retail or business districts are located far from the places people live, often spread out between large swaths of surface parking. While using sustainable forms of transport might be technically possible, it usually is not practical due to the town’s chosen built form.

To get people out of their cars, Oakville must develop neighbourhoods that are actually pleasant to traverse without one. Retrofitting sprawling residential neighbourhoods with wider sidewalks and bike lanes does improve the infrastructure condition there, but it does not change the fact that using those modes in that urban topography is not useful for getting to where people need to be. To achieve consistent behavioural change and the mode shift goals that Oakville desires, land use policies must be viewed alongside transportation under a unified lens.

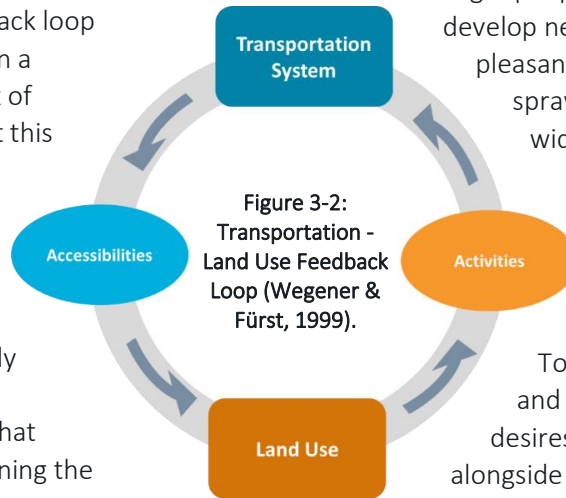


Figure 3-2: Transportation - Land Use Feedback Loop (Wegener & Fürst, 1999).

But make no mistake: Oakville is not starting from zero. The Town has already advanced in its pursuit of unified land use and transportation policies in recent years, with eight growth nodes and two growth corridors identified in its Urban Structure and Official Plan, and a considerable amount of planning work completed to guide their intensification. In time, this effort **will** start to pay off. Instead, this document – The Urban Mobility & Transportation Strategy - builds upon the examples Oakville has already put forward. It presents a high-level strategy for unifying land use and transportation policies at the municipal level to support Oakville’s vision for a better tomorrow – at current growth nodes, future ones, and everything in between.

### 3.3 The Cost of Inaction

Section 2 introduced a wide body of planning guidance at the provincial, regional, and municipal levels regarding future growth alongside the need for intensification and mode shift. Further planning work on this is ongoing at all levels of government, though the major question of “how much intensification should we embrace?” remains.

Halton Region is currently conducting an Integrated Growth Management Strategy (IGMS) as part of their Official Plan Review. The primary objective is to determine where future population and jobs will be distributed in Halton Region between 2031 and 2041.

On June 19, 2019, the IGMS presented eight growth scenarios to Halton Regional Council generally differentiated by the amount of new designated greenfield area being added within Halton Region, ranging from no additional greenfield development to 1000 hectares of new designated greenfield area. From this, four growth concepts were advanced and evaluated in a February 2021 Growth Concepts Discussion Paper.

The paper determined that minimizing the expansion of settlement areas best achieves many of the measures identified in its evaluation framework. On the other hand, it noted the importance of considering market demand – for example, one of the scenarios explored would require an immediate and significant shift in the types of housing being developed in Halton Region towards one where people live in apartment buildings, which may not be realistic or even feasible in the short term.

Oakville’s stance on this has been – and must continue to be – clear. Market forces do need to be acknowledged. However, intensification needs to be embraced and further sprawl must be curtailed in the short term, not the long term. We cannot continue to delay addressing this problem because there is a cost to this delay. The entire region is going to continue to grow, regardless of whether Oakville wants that growth or not. Without planning for the future appropriately, Oakville can expect:

- **Increased pressure on existing infrastructure:** Because suburban communities sprawl out over a large area, they require more roads, more pipes, more electricity cables – more everything, really. The cost of this larger amount of infrastructure then needs to be paid for by a dispersed population. This can result in a gap between how much is needed to operate and maintain the infrastructure, and how much residents can (or are willing to) pay. By continuing to sprawl outwards, Oakville puts its future financial condition in jeopardy.
- **Traffic congestion:** Oakville’s built form makes it challenging to get around without a car. Residential areas are located far away from businesses and shops, meaning they are not practical to walk, cycle or take transit to. There is also an abundance of parking, which encourages travel by car, even for short trips. Oakville is expecting thousands of new residents and jobs in the coming years, and the roads cannot accommodate all that demand – even if they are widened. If no efforts are made to shift Oakville towards other modes, the town can expect increased congestion in the years to come.
- **Restricted flow of goods:** Traffic congestion does not just impact commute times and quality of life of residents. It can also impact their wallets. The more traffic there is, the greater the impact to our supply chain. Deliveries will take longer and be less reliable. The costs associated with this will be passed on to consumers, with increasing severity due to the continued rise of online shopping (which has further exploded in popularity during the pandemic).
- **Isolation of seniors:** Canada’s population is aging. According to the Government of Canada, by 2030, senior citizens will make up 23% of Canadians – up from 18% in 2020. Oakville’s current built form is not favourable to senior citizens, and as such will fail to meet the demands of our aging population over the next decade. In Oakville, residents cannot age-in-place; there are few opportunities for residents to downsize without leaving their current neighbourhood. Worse, there is a risk that senior

citizens who lose the ability to drive or who develop other mobility impairments will become isolated in their homes due to lack of mobility options available to them, and the fact that everything in town is so spread out.

- **Lack of affordable housing:** Our region is in the middle of a housing crunch. Supply is low, demand is high, and prices have soared in response. Young people are struggling to buy homes, and the ones that do find themselves having to move further outwards from the core of the region, regardless of what it will do to their commute times. At the same time, more people than ever before are moving to the region, further straining supply. To confront this crisis, Oakville needs to allow for the development of more units in the space it has available, faster. This requires building denser neighbourhoods that can absorb more of the demand that already exists.
- **Lack of urban options:** In recent years, we have also seen significant demand growth for residences in and around Downtown Toronto. Many people enjoy an urban lifestyle – especially the young. However, increasing numbers find themselves priced out of the City with few comparable options available on the periphery.
- **Damage to the environment:** Our planet is warming, and with that warming comes increased risk and severity of adverse weather events such as forest fires, hurricanes, extreme heat, and flooding. Humanity has only a few decades left, if that, to confront the issue before the damage we have already done becomes irreversible, or worse, leads to a vicious cycle of carbon release via the melting polar regions.

In response to this, Oakville developed and approved a Community Energy Strategy in 2020. Goals included: (1) increasing energy efficiency by at least 40% by 2041, (2) transitioning to carbon neutrality by reducing green house gas emissions by at least 50% by 2041, and (3) return at least \$7 billion in cumulative energy cost savings to the community by

2041. Four strategic directions including home & building efficiency, industrial efficiency, local supply & distribution, as well as transportation efficiency, were approved.

Looking at that last point, we must accept an inconvenient truth: the way we have built our societies is not sustainable. Our cities sprawl outwards. The take up far too much land, require far too much infrastructure, and necessitate long trips for every purpose via single occupancy, gas guzzling cars. To confront these environmental challenges, we must build our cities at a human scale, where walking, cycling and transit are viable options, rather than leaving the car as the only realistic way to get around.

- **Damage to our health:** There is a clear link between amount of time spent sitting and adverse health effects such as obesity, diabetes, and cardio-vascular illness. Because Oakville is a car dependent community, it means that residents need to spend hours in the car each day – driving to work, driving home from work, getting groceries, dropping off or picking up the kids from school, etc. It adds up and contributes to an unhealthy lifestyle. By getting people to shift towards other modes, people can get much of their required levels of activity each day simply by going about their daily lives.

### 3.4 Goals

To support the vision and assess its success in achieving it, Oakville needs a set of goals or themes, which serve as high-level objectives describing the desired end state. Like the vision, goals are aspirational. However, goals also dig deeper and serve as a way to see that progress is being made over time. Meeting all the goals would achieve the vision. Together, they describe the desired final state of the transportation system. This makes them timeless and useful, even as the world changes. Each goal will then have specific key performance indicators (KPI) to track each one over time. This will be discussed further later in the report.

The goals identified on the right build upon the planning work done by the Province of Ontario, Halton Region and Town of Oakville in the past, and fill in the gaps that have prevented Oakville from achieving its vision to date.

It is recommended to use this report, including the vision and goals it outlines, as an umbrella study for what comes next, so that progress can be tracked over time in a consistent manner.

#### Takeaways:

To get people out of their cars, Oakville needs to create environments that are pleasant to traverse without one. While this does require improved transportation infrastructure for walking, cycling and transit, the more important element is an improved link between the transportation network and the Town of Oakville’s land use policies, because no matter how wide the sidewalks, few people will choose to walk to or between strip malls and office parks surrounded by a sea of parking.

This section has identified a new vision for Oakville’s transportation network alongside a hierarchy of mode prioritization and seven goals which will be used to track progress of achieving the vision. This will be built upon in later Chapter 6.



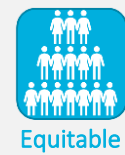
Land use and transportation policies and priorities must build off one another, creating a new feedback loop and breaking the cycle of endless sprawl. The transportation network must support the creation of livable communities, and in turn, land use policy must support the development of neighbourhoods in which non-auto-modes can thrive.



Every mode of transport must be viable and competitive in every-day use. The pyramid of priorities must be flipped, to give priority to transit, walking and cycling and break the cycle of endless auto-oriented infrastructure expansion.



The transportation network must unify the Town of Oakville, and wider Halton Region. From Growth Areas to residential neighbourhoods and rural farmland, Halton is one region, and Oakville, one town.



All residents, visitors and workers must be served equitably so that social, ethnic or health status does not impact the quality of travel through the town.



People should be free to move without fear of immediate harm – nor from long term consequences of their travel choices.



The transportation network must meet the needs of today without compromising our ability to provide for ourselves in the future.



The transportation network must support economic prosperity in the Town of Oakville for both existing and future residents.

# 4 Implications of COVID-19 pandemic

## 4.1 Overview

Midway through the development of this strategy, the COVID-19 pandemic took hold and upended normal day-to-day life here in Oakville and around the world. The pandemic has transformed how people work, learn, shop, and entertain themselves, and as such, how they travel. Therefore, the strategy was expanded to look at the potential implications of the COVID-19 pandemic.

This section includes the following:

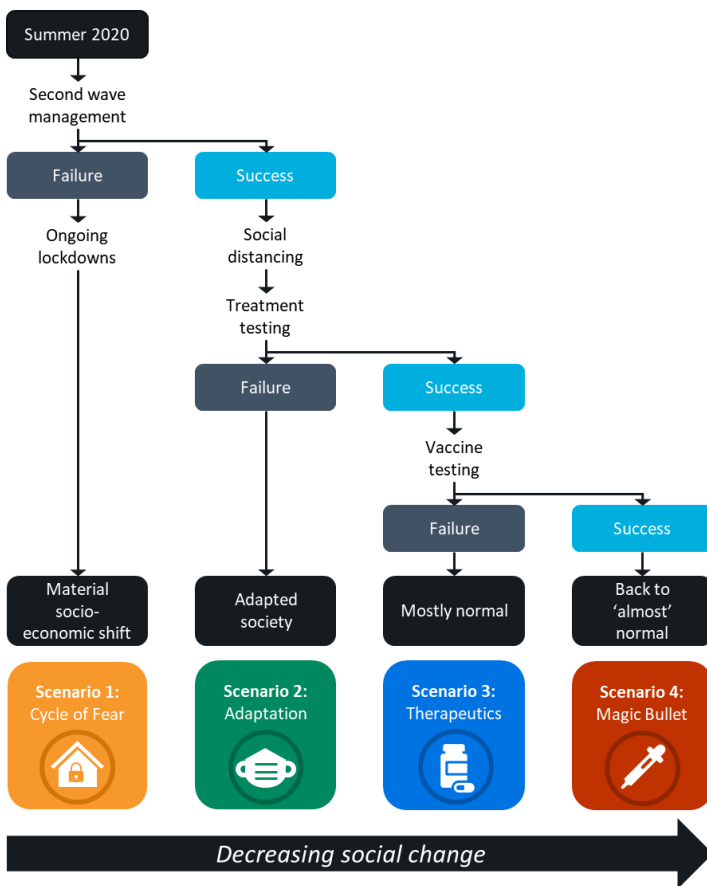
1. A review of the scenario planning exercise conducted at the start of the pandemic which tried to chart the likely course the pandemic would take.
2. A review of what actually happened in comparison to the predicted scenarios, and what may yet still happen during the remainder of the pandemic and beyond.
3. A discussion of opportunities and risks that the pandemic presents to Oakville's vision and goals in the coming years.
4. Final conclusions that can be drawn from the pandemic as they relate to Oakville's transportation and land use contexts.



## 4.2 Charting the Course of the Pandemic

When the pandemic first started to impact our society with the initial lockdown, much was still uncertain (and in many ways, still is), and so an attempt was made to chart the course that the pandemic might take through 2020 and beyond. This is illustrated in Figure 4-1.

Figure 4-1: COVID-19 Scenario Planning



From this, four scenarios were developed which outline different potential outcomes of the pandemic, our response to it, as well as the pace and success of vaccine development:



Cycles of Lockdown

**Scenario 1** - A vaccine has not been developed, leading to cycle of lockdowns and peaks of infections over time. This would create a significant, long-term socio-economic shift.



Adaptation

**Scenario 2** - A vaccine has not been developed, but a second wave(s) would be contained through lifestyle changes. The mitigation measures currently in place become permanent, leading to an adapted society.



Therapeutics

**Scenario 3** - A vaccine has not been developed, but an effective treatment for the disease is available. Any second wave(s) would be contained, allowing a life to mostly return to pre-COVID normal.



Vaccine

**Scenario 4** - A successful vaccine is available. The vaccine would prevent or moderate second wave(s), allowing everyday life to return to 'almost' normal.

In the short term, all the scenarios were expected to play out in much the same way, because solving the pandemic – whatever the solution might be – would take time to play out.

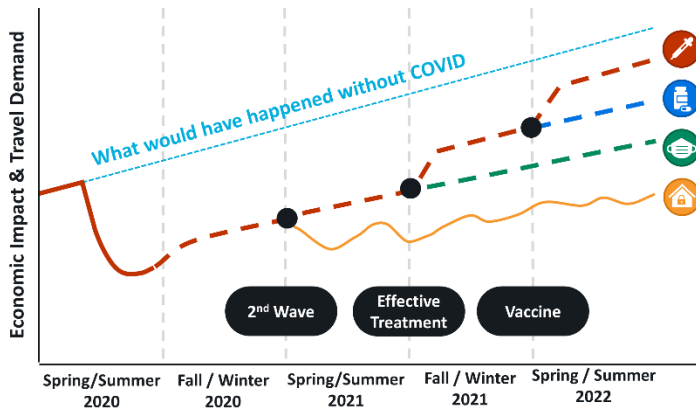
- **Reduction in economic activity:** Continued fall-out from places of business closing, leading to higher unemployment and lower consumer spending; lower tax revenue for Provincial and Federal government may also limit their discretionary spending.
- **Increased social division:** People will avoid activities that exposes them to large groups, preferring activities they can do with household members only.



- **Dispersal of activities:** People with higher-income jobs are more likely to be able to work at home, lessening their personal risk of catching COVID-19.
- **Reduced public transit demand:** A mix of public perception and actual risk will deter people from using public transit, with people preferring “private” modes (cars and active transportation).
- **Fewer trips per person, and shorter trip lengths:** Reduced commuting and discretionary travel will decrease the number of daily trips per person.

However, in the long term, the outlook was more varied between the scenarios. This is because the variation in the longevity and effectiveness of physical distancing and the scale and duration of economic downturn. These factors were expected in turn to influence both transportation supply and demand, which would result in changes to land use patterns and people’s activities. The long-term potential impact of the four developed scenarios is shown in Figure 4-2, with the cycles of lockdown scenario having the greatest negative impact, and the vaccine scenario seeing us return to (or close to) normal.

Figure 4-2: Impact of COVID Scenarios on Economic Impact and Travel Demand Over Time



The final step of the scenario planning was the identification of thirteen drivers of change, to explore how the pandemic would change our society in the best case (Vaccine) and worst case (Cycles of Lockdown) scenarios. These are defined in Table 1.

A copy of the original Scenario Planning for the COVID-19 pandemic is included as an appendix to this report.

Table 1: Drivers of Change in the COVID-19 Pandemic

Driver	Description
<b>COVID Resolution</b>	Development of (or failure of development of) effective treatment and/or vaccine and how this translates to extended/further lockdowns or other restraints on behaviour
<b>Physical Distancing</b>	Continuation or otherwise of physical distancing, either regulated or through changed behaviours/track & trace
<b>Economy</b>	Length and depth of recessions, currency depreciations (between country impacts)
<b>Transportation supply/capacity</b>	Availability and capacity of transportation modes, either because of economics or physical distancing
<b>Transportation pricing/cost</b>	Price of oil, cost of travel
<b>Transportation policy</b>	Transportation policy measures (e.g. subsidies, regulation, capital investment)
<b>Migration/land-use</b>	Change in migration patterns, change in locations of residence/employment
<b>Employment centres</b>	Businesses rethinking their ‘location strategy’ (e.g. downsizing office accommodation in major cities)
<b>Mode preference</b>	Change in transportation mode preferences due to fear, experience, changed costs/benefits of modes
<b>Teleworking</b>	Willingness for flexible working/working from home
<b>Commuting travel</b>	Changed willingness to travel to work/find jobs (e.g. shorter journeys, longer journeys, but less frequently)
<b>Deliveries of good</b>	Changed number of online order deliveries
<b>Leisure Travel</b>	Willingness of Oakville residents to travel internationally, and number of tourists visiting Canada

### 4.3 Looking Back, Looking Ahead

More than a year later, we can see how things played out, with the ultimate outcome being a hybrid of some of the proposed scenarios. A review of how the pandemic impacted our society in 2020 and the first half of 2021 is displayed in Table 2. In summary:

- A major recession was avoided due to government stimulus spending, and the stock market remained bullish for much of 2020. However, local businesses have been hit hard, with long stretches of closures to non-essential businesses imposed by public health officials.
- Physical distancing has been encouraged since the start of the pandemic, though compliance has at times proved difficult to encourage or enforce. New research suggests that the need for physical distancing outdoors is less necessary than when indoors.
- Staying at home except for essential trips has been encouraged for a large part of the year, and most office workers have worked from home since March 2020, transforming typical commuter trends. Peak period travel is avoided to reduce crowding.
- Transit ridership remains low, though has recovered somewhat from its lowest point at the start of the pandemic. Additional government spending is still required to keep transit afloat.
- There has been a shift out of urban population centres (such as Toronto) to more suburban housing on the periphery due to crowding concerns and prevalence of working from home.

Adaptation to life with the virus proved difficult, and a second wave was not avoided - nor a third. This left us in cycles of lockdown throughout most of 2021 that continued to disrupt regular society in much the same ways it did throughout 2020.

However, a vaccine *has* been developed, and 74% of the population has already been vaccinated as of October 2021, suggesting that Scenario 4 will be the most likely outcome in the long term. Unfortunately, new variants of the virus have arisen which may reduce vaccine effectiveness, and

the long-term efficacy of the vaccine is still unknown. Therefore, in the long term, it is possible that we will see a hybrid of the therapeutics and vaccine scenarios, in which yearly booster shots are needed, but life more or less goes back to normal. With this in mind, Table 2 on the next page also has a new forecast how the pandemic will change the thirteen drivers in the coming years.

- The pandemic showed many people that working from home was both viable and preferable. Some companies will continue this arrangement, allowing working-from-home to be more common-place in the future, while others will allow for a more flexible working arrangement (i.e. work-from-home 2-3 days per week). This will decrease the load on the transportation network and the need for agglomeration in city centres. However, the magnitude of this is highly dependent on the adoption of flexible working policies, and in the long-term, as the pandemic fades from memory, the original status quo may return.
- Due to crowding concerns, transit was hit particularly hard during the pandemic. As the need for physical distancing lessens, this deterrent towards transit use will disappear. However, shifts that may have occurred towards other modes may prove difficult to undo.
- Pent up travel demand is likely to result in increased tourism demand in late 2021, through 2022. As the vaccine rollout varies by country, travel bubbles between Canada and the US, EU and Oceania are likely to open before more widespread travel with the rest of the world. Reopening of the US-Canadian border has been a priority on both sides of the border and opened from Canada to the US on August 9, 2021, and from the US to Canada on November 8, 2021.
- The pandemic resulted in increased levels of online shopping as in-store retail was closed. This exacerbated a trend towards online shopping that already existed pre-pandemic and will likely persist into the future. However, there may be a push at the local level towards a shop-local mentality, to help businesses hit hard by the pandemic closures.

Table 2: Impact of the COVID-19 Pandemic Over Time

Driver	Description	2020 (Cycles of Lockdown)	2021 (Transition)	Future (Vaccine/Therapeutics)
<b>COVID Resolution</b>	Development of (or failure of development of) effective treatment and/or vaccine and how this translates to extended/further lockdowns or other restraints on behaviour	Repeated lockdowns	Track and trace + self-isolation	Treatment + Vaccination
<b>Physical Distancing</b>	Continuation or otherwise of physical distancing, either regulated or through changed behaviours/track & trace	Mandatory	Encouraged	Back to pre-Covid normal
<b>Economy</b>	Length and depth of recessions, currency depreciations (between country impacts)	Long and deep recession	Recession	Smaller than pre-Covid trend
<b>Transportation supply/capacity</b>	Availability and capacity of transportation modes, either because of economics or physical distancing	PT supply reduced	PT supply maintained	PT reduced
<b>Transportation pricing/cost</b>	Price of oil, cost of travel	Targeted fare discounts	Higher or subsidized fares	Higher or subsidized fares
<b>Transportation policy</b>	Transportation policy measures (e.g. subsidies, regulation, capital investment)	Car, active, targeted PT support	Car, active, targeted PT support	Back to pre-Covid
<b>Migration/land-use</b>	Change in migration patterns, change in locations of residence/employment	High aspiration for dispersal	Moderate aspiration for dispersal	Back to pre-Covid
<b>Employment centres</b>	Businesses rethinking their ‘location strategy,’ e.g. downsizing office accommodation in major cities	Large drop in footfall	Moderate drop in footfall	Back to pre-Covid
<b>Mode preference</b>	Change in transportation mode preferences due to fear, experience, changed costs/benefits of modes	Car, active	Car, active	Back to pre-Covid
<b>Teleworking</b>	Willingness for flexible working/working from home	Highly increased	Highly increased	Moderately to highly increased
<b>Commuting travel</b>	Changed willingness to travel to work/find jobs, e.g. shorter journeys, longer journeys, but less frequently	Highly decreased, peak spreading	Decreased, peak spreading	Marginally decreased
<b>Deliveries of good</b>	Changed number of online order deliveries	Significant increase	Significant increase	Larger than pre-covid trend
<b>Leisure Travel</b>	Willingness of Oakville residents to travel internationally, and number of tourists visiting Canada	Highly decreased, strict border restrictions	Highly decreased, strict border restrictions	Back to pre-Covid, or larger due to pent-up demand.

## 4.4 Opportunities and Risks

Managing the unique situation for society brings with it some significant risks, but also opportunities that can be capitalized upon.

Opportunities include:

- The pandemic has reset people’s commuting expectations by showing them that working-from-home is viable, or even preferable. Going forward, people may be more open to Transportation Demand Management policies (TDM) because they have already seen first-hand that that they can work.
- Flexible working arrangements in the future can allow for improved efficiency of existing network without infrastructure improvements.
- Reduced auto demand makes re-allocating road space towards other modes less controversial or even desirable.
- The pandemic has demonstrated that converting road/sidewalk space to restaurant patio space during summer months improves street vitality and liveliness (Photograph 4). City of Toronto staff have recommended making their “CafeTO” program permanent in summer months, though no decisions have been made as of October 2021. Oakville could benefit from doing the same.
- Increased focus on “shopping local” can help strengthen urban growth nodes.
- University of Toronto survey suggests 80% of lost riders are happy to return to transit in the future.
- Under-used park & rides or urban parking lots can be converted to transit-oriented developments.
- The pandemic has highlighted inequity in our cities and transportation systems, from network accessibility to vaccine rollout. This is an opportunity to reframe the justification for transit and active transport expansion. Our communities cannot thrive without essential workers, and therefore they cannot thrive without the means for those workers to get to where they need to go. Even at the height of the pandemic, transit was instrumental to getting these people to work even with service cuts, and transit will continue to serve these people long into the future.

Photograph 4: COVID-19 Restaurant Patios



Source: Downtown Oakville BIA

Risks include:

- Urban shift away from cities to suburban housing may continue in the medium term. The future role of cities in our economy is in question.
- Businesses have struggled through the pandemic and many more may still yet close, especially as support programs come to an end. This can weaken urban growth nodes in the short term.
- Maintaining funding for transit until ridership recovers will require sizeable, continuous government subsidies, with an unclear endpoint.
- Demand shifting away from transit back to private autos is contrary to Oakville’s policies and strategic aims. Changing long-term plans based on short-term trends risks continuing down the path of lower density/sprawling development in and beyond the Greater Toronto Area.
- Failing to correctly determine which temporary changes to the transportation system and urban environment should be made permanent. Transit is especially vulnerable, as short-term network changes could have long-term ridership effects (especially due to current fare-box funding shortages).

- Assuming that “working at home” is a viable option for the majority of residents; more generally, failing to take the needs to vulnerable groups into consideration when crafting public policies and transportation services.
- Predicting long-term traffic volume trends is difficult at this stage, particularly in peaks (higher car-based mode share vs. economic effects and working at home).
- Virus variants, changes in vaccine efficacy over time and vaccine hesitancy may yet still prolong the pandemic beyond its expected Fall 2021 end point. International travel (to/from Canada) may not recover with the rest of the economy due to variations in different country’s vaccination progress.

Photograph 5: Halton COVID-19 Vaccination Clinic



Source: Halton HealthCare

**Takeaways:**

- This is (still) a time of large-scale and rapid change in society. Within a few weeks, the COVID-19 pandemic produced changes in public life and travel patterns of a scale that normally takes decades. Those changes will continue in whole or in part for an extended period, even with the vaccine.
- Preventing and mitigating the negative effects of those changes requires rapid actions. The changes from COVID-19 are already in place and will continue to evolve if no actions are taken. The negative effects could include embedding car-dependent travel habits and land use patterns, contrary to Oakville’s wider strategic aims.
- Oakville has the opportunity to benefit from increased localism at municipal level, as people may rely more on local amenities for everyday life. Oakville has multiple places in the town that can serve as focal points (such as downtown Oakville and Bronte). Further, the nodes and corridors in the Town of Oakville’s OPA 15 will help support this trend.
- Continuous investments into public transit, cycling and walking are needed if Oakville wants to make sustainable modes of transportation attractive and safer especially in the wake of this crisis.
- Local environmental benefits are at risk. Without decisive action, the recent drop in pollution will be a short digression from past historical trend, soon replaced by a return to growth in automobile traffic. This risk is a major concern, given the mounting evidence that pollution probably makes us more vulnerable to future crises.
- Social and urban patterns are important. The geography of inequality – the social divide – is a key determinant of COVID-19 incidence and prevalence. Promoting de-densification could be damaging socially, financially, and from a climate perspective.
- Inaction would affect resilience – strong resilience of the transportation offering in the context of possible rapid fluctuations in demand in the future is required, since future crises are foreseeable.



# 5 Initiatives to support mode shift

## 5.1 Overview

This section outlines initiatives that can help Oakville achieve their desired mode shift away from single use vehicles to more sustainable forms of transportation. The recommendations seek to unify land use and transportation policies, in line with the Unified Direction for Transportation discussed in Chapter 3.

- The subsection on transportation focuses on creating a road network that makes every mode viable and competitive. This is achieved by developing **Complete Streets**, which reallocate space on the transportation network to better serve more sustainable modes, rather than just cars. This creates an accessible environment that reflects the specified land use policies and the idea that not every trip will require a car moving forward.
- The subsection on land uses focuses on modifying existing best practices to support the development of holistic **15-Minute Neighbourhoods** which allow residents to live, work and play all within their neighbourhood. This creates human-scaled environments that generate shorter distance trips which can be viably completed regardless of mode.
- The third subsection is focused on **Putting it All Together** – linking the independent transportation and land use recommendations from the previous two subsections into a cohesive toolkit for Oakville to plan its future transportation network.
- The final subsection discusses **Travel Demand Management (TDM)**. Specifically, it discusses social programs that Oakville can conduct or encourage to help shift users to more sustainable forms of transportation, as well as emerging technologies with the goal of making more efficient use of the road network as it exists today. Of course, these policies will only become more viable as the Town executes its vision for a more dense, walkable urban form.

The recommendations outlined in this chapter will then be developed further into guidance for future planning studies in Chapter 7.

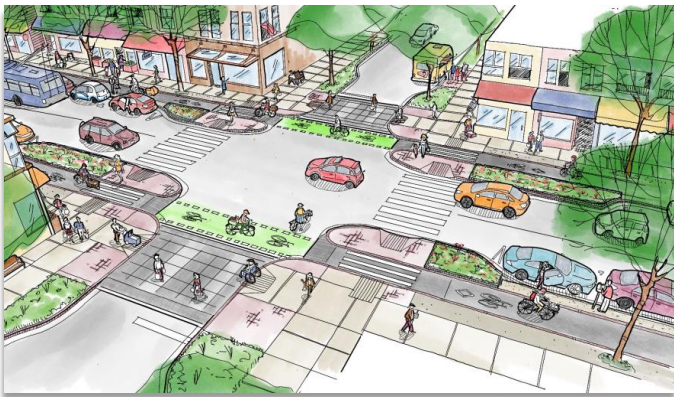
## 5.2 Complete Streets & Multi-Modal Transportation Networks

Oakville’s current transportation network prioritizes automotive travel. Other modes of travel are secondary, and Oakville’s mode share reflects that. To change course and get people moving in different ways, Oakville needs to design streets that make them pleasant and practical to use without a car.

Adopting a **Complete Streets** approach is a way to accomplish this. The Complete Streets approach reframes how we design our streets. It requires that streets be designed in a way that enables safe, comfortable, and convenient travel for all ages and abilities, **no matter what mode they choose to use**. This is done by reallocating space from auto modes to walking, cycling and transit, on both existing and future streets. The result is that sustainable modes become just as viable and attractive as cars are.

**Improved balance between modes is the desired outcome, but not the process to get there.** To make a shift towards more sustainable modes of transport, Oakville needs to **actively prioritize** those modes, closing the gap between automobiles and other uses that has grown over years of auto-centric transportation and land use planning. Otherwise, the status quo will continue, simply because auto demand is – currently – so much higher. Without action, it always will be.

Figure 5-1: Complete Streets



Source: City of Vancouver Complete Streets Policy Framework

This section is split into the following subsections, each discussing a specific element of how to make streets work right for each mode:

1. **Auto Elements**, which makes the case that it is okay to shift priority away from the solely-auto focused paradigm that has dominated Oakville for so long, and how to do so.
2. **Pedestrian Elements**, which outlines street improvements to improve the pedestrian environment and metrics to measure those improvements.
3. **Cycling Elements**, which outlines improvements to the cycling environment and metrics to measure those improvements, including the introduction of a bike share service.
4. **Transit Elements**, which explores how to improve transit service through both street and operational improvements, and how to build the case for future BRT service on Dundas St and Trafalgar Rd.
5. **Parking**, which critically examines how Oakville deals with its parking supply, and how the supply can be “Right-Sized” and used more efficiently in the future.

### 5.2.1 Auto Elements

Cars will always be an important part of Oakville’s transportation network and Oakville will always need to accommodate them. However, the Town of Oakville and Halton Region must accept a crucial point: they will never solve congestion. There will always be someone new who fills up space on the road, regardless of whether that space was created by paving a new lane, or by having some drivers switch to buses. In fact, it is well established that the expansion of congested roadways does not reduce congestion – it just increases the number of people on those roadways. This is called **induced demand** (see Explanatory Box 1 for details).

#### Explanatory Box 1: What is “Induced Demand?”

Induced demand is a fundamental concept of transportation planning that has been observed in real world situations across North America and elsewhere, but it is not immediately intuitive until you think about it and understand why it occurs.

Imagine you are driving on a congested (i.e. busy and slow) arterial road through your town. You may think, “Man, this road cannot accommodate all these cars. The town really should widen it.” The problem is that when the capacity of a road goes up, the demand for that road goes up too. In other words, it gets busier to match the increase in space, while travel times stay about the same. This does not happen immediately – it may take a year or two, but before you know it, you have the same level of congestion that you started with.

So why does this happen? Ultimately, more people want to use our roads at any given time than the number who actually do. Widening a road encourages people who currently take other routes to switch the newly widened road. Plus, people who currently are *not* making trips - or are using other modes – see the newly widened road and decide to make a switch too. And why wouldn’t they? When the road first opens, it probably is faster than it was before. But when everyone makes this same decision, the road inevitably fills up, cancelling out the initial travel time gains and leaving drivers and the Town of Oakville back at square one.

This creates a trap, wherein cities and towns endlessly chase an unattainable goal via roadway expansion. This instead continues to make their transportation networks less and less attractive to other forms of transport, encourages more and more sprawl, and thereby leads to

even more roadway expansion. Instead, Oakville should consider the following points:

- **Re-evaluate how traffic impacts are analysed:** Current transportation impact analyses relies on Levels of Service, (A to F), which represent the amount of delay that drivers experience at each intersection. However, there are two fundamental flaws with this approach:
  - **This biases greenfield developments over developments in dense cores.** Levels of service scores in dense urban cores are generally lower than those in suburban neighbourhoods due to higher traffic volumes and a tighter grid-based road network. This means that multi-family development (such as duplexes, apartment buildings, etc.) can have a large, localized impact to LOS scores, even though residents of that development will have greater options of mode choice. On the other hand, greenfield developments contribute far more miles of auto travel to the regional and municipal road networks, but their impacts to LOS at specific intersections are more diffuse. This makes greenfield, suburban developments appear to have less of an impact on the transportation network than they actually do.
  - **This biases auto travel over other modes.** The factors that result in an improved auto experience for drivers (such as number of lanes, road width, traffic speed, and signal timing) result in a worsened experience for other modes by increasing wait times, crossing distances, and lowering safety and comfort of travel.

Understanding how the auto environment will be impacted by a development is important, but this must be looked at holistically in the context of all modes. Therefore, **we recommend the introduction of a multi-modal levels of service approach for future traffic impact studies**, so that the impact to all modes can be examined, compared against each other and prioritised, depending on the environment in which the development exists in. The City of Ottawa’s Multi-



Modal Levels of Service (MMLoS) Guidelines are a good starting point. They examine the infrastructure present on the street to determine a service level for each mode, without the need for any pedestrian or cyclist counts (which may not be available or would require funding).

The result is that in a new greenfield development, the existing auto levels of service methodology can continue to hold the most sway (though, no longer the only), while in an urban core, priority might be given to pedestrians, cyclists and transit based on strong pedestrian/cyclist LOS performance, even if auto scores are less than ideal. In dense urban cores, it is highly unlikely that the Town of Oakville will be able to achieve LOS C conditions for autos everywhere, and so it should be willing to accept lower scores, on the condition that they are offset by improvements to the pedestrian, cyclist, and transit realms instead. Lower performance of auto modes alongside improvements to cycling, walking and transit can help drive behaviour change.

- **Aim for a “Complete Streets” Approach:** Right-of-way space is limited, and the current paradigm is to prioritize cars as much as possible. However, by reallocating space to other modes, those modes become more attractive and useful. It is important to remember that the concept of induced demand also works in the other direction – a **strategic** removal lanes of traffic will not cause gridlock. Auto drivers will always find a way to redistribute their trips, and by providing more space to other modes, some of those users will chose to switch.
- **Maximize volume of people, not just cars:** The goal of a transportation network is to move as many people as possible – **not** as many cars as possible. If improving pedestrian, cyclist and transit infrastructure causes those volumes to increase, this can outweigh an impact (in terms of volume or speed) to vehicular traffic, so long as the overall change to the number of people being accommodated by the network is positive.

- **Adopt a Vision Zero (or Similar) approach to road design:** As discussed in Explanatory Box 2, road safety is highly dependent on road design. Lowering speed limits is a good option in the short term, but may require additional enforcement, as our roads still *feel* like they are safe to drive fast on when you are in the driver’s seat. In the short-term, changes like painting lines on the ground (Figure 5-2) can have a big impact to the perceived and real safety of a road and demonstrate the benefit of more permanent changes. In the long term, changes to road design standards are necessary, shifting away from purely auto focused cross sections to ones that reflects all road users. This changes the safety strategy from *reactive* (enforcement) to *proactive* (prevention). Getting from point A to point B slightly faster is not worth the price of a human life.

**Explanatory Box 2: Road Safety – Not Just an Enforcement Problem**

Traditionally, speed limits are determined by calculating the 85<sup>th</sup> percentile speed that cars travel at on a given road. Speed limits can then be revised up or down based on local context. However, this is a very auto-focused methodology that fails to capture the impact that speed has on other modes, because the speed that make drivers *feel* safe is probably a lot faster than the speed that would make pedestrians and cyclists *be* safe.

In recent years, there has been a push to lower speed limits to improve safety for pedestrians and cyclists. After all, the faster cars are travelling, the more severe an accident will be, and the most likely it will be fatal. This initiative should be supported. However, in the long term, it is not enough to simply lower the speed limit, as all roads have de-facto “design speeds” that drivers will feel most comfortable travelling at. For example, if you take an 80 km/hr regional road and drop the speed limit to 40 km/hr, without changing anything else about the road’s geometry, compliance will be a major problem. Cars will continue to drive at the speed that they feel most comfortable travelling.

To really reduce speeds on our roads, the streets themselves must be redesigned. This impacts the entire road cross section – not just the pavement that cars drive on. Elements such as road widths, lane widths, building setbacks, the presence of on street parking, the surface treatment of the road, boulevard width and sidewalk setback all contribute to the feeling “the right” speed to travel at, regardless of what the posted speed limit might be.

Figure 5-2: Road Design & Safety (Top: Before, Middle: Temporary, Bottom: Proposed Permanent)



Source: Dave Meslin, Facebook

- Remember that regional roads are just as much a part of Oakville as the local roads:** Trafalgar Rd and Dundas St are identified in the Town of Oakville’s Urban Structure as Growth Corridors. They will play a central role in the intensification of Oakville and the shift towards more sustainable modes. By repurposing them into main streets where possible, eventually the case can be made to downside the auto elements in favour of a more multi-modal approach.

This has been seen in Toronto’s North York Centre, in which a 6-lane arterial road (Yonge St) was gradually converted into a major main street, using the subway as a draw for new developments. Recently, the

ReImagine Yonge project has recommended the reduction of one lane in each direction for the expansion of sidewalks and addition of bike lanes. By using a similar approach, Oakville can reimagine their own regional roads to be better ingrained in the town’s urban fabric over time.

However, unlike the above example in Toronto, Oakville does not own these roads. While Oakville can and should make its case and try to win Halton Region to its side, at the end of the day, the decision is theirs, not Oakville’s. That said, given the importance of these corridors to the Town of Oakville’s Urban Structure, intensification plans and mode shift targets, **without Halton Region’s full and proactive support, this strategy will not succeed.**

- Congestion Pricing:** Congestion pricing can be introduced as a deterrent to on-peak travel. However, the primary examples of this are either freeways, or urban cores in major cities, which do not apply to Oakville’s local context. While Oakville could consider congestion pricing in some of its centres (such as Midtown Oakville) in the future, it is not recommended at this point as this could prevent those areas developing to their full potential. Oakville can review options for this in the future.

**Takeaways:**

A multi-modal focus is necessary via a Complete Streets approach to prioritize more sustainable modes on our streets. We want to maximize the volume of people being moved, not just cars.

Due to the principle of induced demand, vehicular congestion can never be solved completely, and Oakville should not fall into the trap of trying to prove otherwise. Oakville’s current methodology for assessing traffic (and the impacts to traffic from new developments) fails to capture this fact, biases suburban developments over urban ones, and does not assess other modes such as walking, cycling and transit. A new Multi-Modal Level of Service Framework is recommended.

**Future Studies:**

- Strategic Planning Action Items: 2, 3, 4, 12
- Aligned Coordination Action Items: 1

## 5.2.2 Pedestrian Elements

### 5.2.2.1 Pedestrian Levels of Service

There is no one accepted methodology for evaluating the pedestrian environment in our cities. For congested main streets in urban cores, an acceptable approach is outlined in Transport for London's Pedestrian Comfort Level Guidance, in which comfort is purely a function of effective sidewalk width (excluding barriers such as street furniture, lamps, garbage bins, etc.) and pedestrian volumes over time. However, this requires data that Oakville may not have available, and is more suited for highly urban streets – it can be considered as an option in the future where applicable.

For more suburban environments like Oakville, the City of Ottawa's Multi-Modal Level of Service (MMLOS) Guidelines can be used as an assessment of both perceived comfort and safety for active transportation users along road segments and at intersections.

- Along road segments, in addition to sidewalk width, pedestrian comfort is tied directly to the vehicular environment; sidewalks that have greater separation from the road are perceived more favorably, as are sidewalks adjacent to roads with lower speed and/or lower traffic volumes, as well as sidewalks not adjacent to on-street parking.
- At intersections, pedestrian comfort is a function of the experience pedestrians have while crossing the road. That is, the crossing distance, wait time (as a function of cycle length), whether there is an island refuge or not, the permissibility of left and right auto turns while pedestrians are crossing, and the type of crosswalk paving.

Of course, Ottawa's MMLOS guidelines are reflective of local infrastructure, rather than network wide considerations. They do not consider the connectivity of pedestrian spaces and the desirability of walking: for example, they do not consider the difference between walking along an urban street with street facing stores versus a suburban shopping district with large parking lots between each building. The former is a more friendly

pedestrian experience than the latter, which is why the pedestrian experience is so closely tied to land use. To get people walking, we need to provide places they would like to walk to. It is not enough to simply improve the built form of pedestrian infrastructure, though it is certainly beneficial to do so. In other words, strong pedestrian levels of service guidance must be tied directly back to Oakville's intensification goals. It is therefore recommended that Oakville adopt a customized version of Ottawa's Pedestrian Levels of Service standards (or anything similar) which better incorporates land use policies into the evaluation.

### 5.2.2.2 Quick Wins

Oakville can use these guiding principles in improving pedestrian comfort levels throughout the town. Some of these can be "quick-wins," that can be implemented easily (note that on regional roads, this will require support from Halton Region to implement):

- Traffic signal phasing can give more time for pedestrian crossings, reduce wait time, and reduce the number of conflicting left and right auto movements. Advance walk signals can also be implemented, as the City of Toronto has been doing in the past year.
- Lowering speed limits improves pedestrian comfort and safety.

Oakville has already made progress on this. The recently completed Neighbourhood Traffic Safety Program has recommended a 40 km/hr speed limit on local and minor collector roads by changing the town's default speed limit to 40 km/hr from 50 km/hr; a final decision on this has been deferred until after the results of three 40 km/hr neighbourhood zone pilot studies are known. The Neighbourhood Traffic Safety Program has also recommended automated speed enforcement, a revised definition of Community Safety Zones and an introduction of a qualitative assessment method to determine their necessity. It also identified new locations for traffic calming and pedestrian crossovers. The Town of Oakville is currently conducting a Vision Zero Study, with a report to council due in 2022.



### 5.2.2.3 Long Term Enhancements

Enhancements requiring physical infrastructure or land use designation changes include the following items. Note that on regional roads, this will require support from Halton Region to implement:

- Pedestrian Safety (Vision Zero or Similar Program):** Adoption of policies and design standard changes that make Oakville roads safer for pedestrians will encourage more people to get out and walk. Vision Zero (or similar) strategies include physical roadway changes, education, and enforcement regarding the rules of the road, improvements to car design, and increasing the number of road crossing points for pedestrians (including transit users) and cyclists.

As explained in Explanatory Box 2, to really reduce speeds on our roads in the long term, the streets themselves must be designed (or re-designed) for lower speeds. Oakville must review its road design standards and re-orient them away from the singular lens of maximizing auto throughput.

Traffic Calming strategies such as reducing the number of lanes, narrowing lane widths, or changing surface treatments of the roadway and crosswalks, all help contribute to lower speeds, shorter crossing distances and improved pedestrian comfort and safety. Raised crosswalks (along minor streets) or the use of different surface treatments for crosswalks (along major streets) can also act as traffic calming and give priority to pedestrians at key crossing locations. Tactile surfaces at crossings can assist in making streets more accessible, even to those with mobility impairments.

Another issue is sidewalk width relative to sidewalk traffic. In some parts of Toronto, sidewalks are so narrow that pedestrians choose to jaywalk to bypass slower moving people. Along heavily trafficked areas (or areas that anticipated to become more heavily trafficked in the future), wider sidewalks and sidewalks that are more separated from the road are recommended.

A similar situation can occur along major arterials with long cycle times – at a certain point, people get impatient and that starts to outweigh the risk. This is not acceptable and must be accounted for when designing pedestrian facilities in areas of high auto traffic.

- Placemaking:** It is not enough to put the infrastructure in place. People need to be given a reason to walk. By including street furnishings such as seating, lighting, greenery alongside worthwhile destinations such as shops, cafes, or public institutions, as well as public art or installations, streets can be transformed into destinations that people actually want to spend time in. In particular, the pandemic has demonstrated that on-street patios bring a sense of life to our streets and can serve as a draw during summer months.

The operational cost and impacts of leaving pedestrian infrastructure in place all year would need to be considered. In Downtown Oakville, furnishings are to be left in place throughout the winter, but this can interfere with road clearing activities. Therefore, an appropriate maintenance plan and budget to make sure benches and bike racks are available and in good shape year-round would be required.

Photograph 6: Montreal St Catherine's St Revitalization



Source: City of Montreal

Additionally, the way roads are designed can have an outsized impact on the identity of a neighbourhood. Stone pavers (as was done at Lakeshore Rd and George St) instead of asphalt, alongside flushed (or no) curbs can give streets the sense of a shared space, rather than being auto throughfares – this is currently planned for St Catherine St in Montreal (Photograph 6), and the Downtown Yonge St Revitalization in Toronto (albeit without flushed curbs).

- **Connectivity:** Ensuring adequate sidewalk coverage and frequent crossings allows walking to be a viable option for road users, so that they do not have to walk far out of their way to get to where they need to go. Large portions of neighbourhoods south of the QEW lack sidewalks, and highway crossings are limited. A sidewalk gap analysis study is currently planned. The Neighbourhood Traffic Safety Program has also identified potential locations for more controlled crossing opportunities in the future.

Photograph 7: Trail in Oakville



Source: Town of Oakville Instagram

- **Improved integration with trail network:** Oakville benefits from an extensive trail system running between many of its neighbourhoods (Photograph 7). However, the integration between the trail system and the sidewalk network can be improved. There are instances of multi-use trails penetrating a neighbourhood and duplicating the sidewalk, without actually being connected to it. Some transit stops are connected to the sidewalk, but not the multi-use path, losing the ability of the multi-use path to

enhance access. An example of this occurs near the intersection of Upper Middle Rd and Third Line. There is a trails plan for North Oakville, and the pedestrian safety study includes potential new crossing locations based on these trail locations and facilitating the pedestrian connections between them. Future master planning work should continue to consider the trail network holistically, as well as its connections to the street, sidewalk and cycling networks.

- **Wayfinding:** In certain neighbourhoods, providing signage and maps identifying things people can discover in a 15-minute walk can help encourage them to switch to non-auto-modes for certain trips that they may not have known were possible to complete without a car. This is most appropriate for dense areas of mixed land use (residential alongside office and/or retail). It is likely not worth the investment in areas cars are already necessary for access (such as business parks or strip malls).

**Takeaways:**

A pedestrian level of service/comfort assessment should be introduced alongside Oakville’s existing auto traffic impact guidelines, to better capture the impact of new developments and municipal works projects on pedestrian movement in the town. This can be based on the City of Ottawa’s MMLOS guidelines or anything similar, though there is room for improvement upon it.

Pedestrian quick wins include changes to traffic signals (increased walk times, advance walk signals) and lowering speed limits, or improving speed compliance through technology. In the long term, it is not enough to just lower speed limits – streets need to be designed with lower speeds in mind, so that drivers naturally opt for lower speeds. This presents a trade-off. Such a decision can be seen to cause delays to traffic by some drivers; however, it is balanced out by the potential for significant improvements to the pedestrian experience.

Improving pedestrian infrastructure is a start, but streets also need to be places where people would actually want to walk, through the addition of shops, restaurants, and other attractions. This will be talked about further in the next section.

**Future Studies:**

- Strategic Planning Action Items: 2, 3, 4, 12, 16, 17

## 5.2.3 Cycling Elements

### 5.2.3.1 Cycling Levels of Service

Similar to pedestrians, there is no one accepted methodology for analyzing the cycling environment in a transportation network. The City of Ottawa’s MMLOS Guidelines offers one approach and offers several considerations for creating strong cycling infrastructure.

- Along road segments, the most important factor is the presence of cycling facilities. Importantly, the guidelines make a clear distinction between physically separated bike lanes, and separated bike lanes, in which physically separated bike lanes (through a physical curb or other barrier) are the gold standard for ensuring adequate cyclist safety along our roads. Where physically separated facilities are not present, the type of auto environment directly adjacent to the bike lanes becomes relevant. Faster speeds and higher volumes of traffic make for an increasingly unpleasant riding experience, and in commercial areas, the frequency of bike lane blockages is of critical importance, as these blockages can force cyclists into making unsafe manoeuvres to bypass them.
- At signalized intersections, the key factors impacting the cyclist experience are the number of lanes that need to be crossed when making a left turn, and the speed of auto traffic in these lanes. Here, the gold standard is left turn bike boxes that allow cyclists to cross without interacting with traffic (Figure 5-3), or two-stage crossings along the crosswalk, ideally with a left-turn bike box in place. For right turns, the cycling environment is a function of auto turning speed, presence of a left turn lane, and whether or not the turning lane is introduced to the left or right of the bike lane (if present).

Figure 5-3: Bike-Box Cycling Configuration at Intersections



Source: City of Waterloo

Just as in the case of pedestrians, Ottawa’s guidance does not take built form into account. It does not consider whether a street is a place cyclists actually want to bike to. It is recommended that Oakville adopt a customized version of Ottawa’s Cyclist Levels of Service standards (or anything similar) that better incorporates land use policies into the evaluation.

As well, distances in Oakville can be large, whereas cyclists generally prefer shorter length trips, relative to auto trips. The focus must therefore be on key nodes or development areas where the strengths of active transportation can shine and ensuring connectivity between them.

### 5.2.3.2 Quick Wins

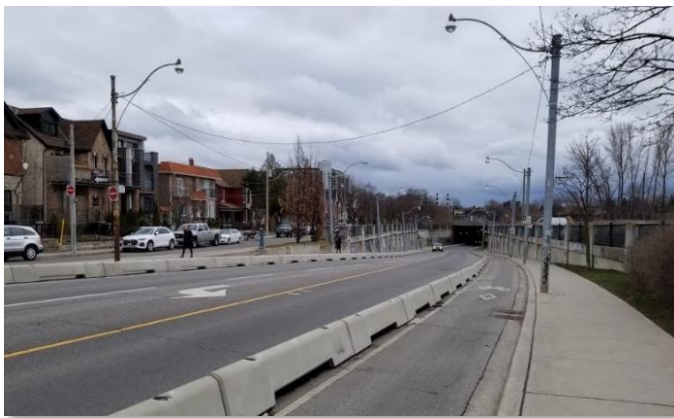
From this, several recommendations can be made to improving the cycling environment in the short term. Some of these have already been planned as part of Oakville’s Active Transportation Master Plan, as identified in Section 2, and will be expanded on further in the future (note that on regional roads, this will require support from Halton Region to implement). Most recently, the Town of Oakville is rolling out their first on-road protected bike lanes on Speers Road as of Fall 2021, separated from traffic by a curb. Phase Two, from Fourth Line to Dorval Drive will begin in 2022. Obviously, adding separated bike lanes is a significant road work, which takes time.



Therefore, in the short term:

- Non-protected bike lanes can be upgraded to protected (or new bike lanes introduced) using low-profile concrete barriers. These have begun being used in Toronto in place of less durable bollards or flex posts, and greatly improve cyclist experience without having to rebuild the entire road. An example of this is shown in Photograph 8. Regardless of permanence, budgeting for proper winter maintenance would be required.
- Paint bike boxes at signalized intersections to allow for safer left turns.
- Narrow road lanes and reduce speeds to introduce cycling lanes or widened curb lanes for signed cycle routes.
- Use surface treatments such as rumble strips at right-turns or wherever auto paths intersect the path of a cyclist, to raise awareness and encourage drivers to watch their surroundings.

Photograph 8: Low Profile Concrete Barriers for Bike Lanes



Source: Steer

- Add secure bicycle parking at key nodes. Oakville has added 15 secure bike parking spots at 300 Church St, monitored by security 24 hours per day. A pilot to add bike corrals is in place on Bronte Rd near Marine Drive and on Kerr St throughout summer and fall 2021. A “Bike to Bus” initiative along Third Line allows cyclists to bike to twelve bus stops along that street and park

at one of the bike racks before boarding to complete their trip. Programs like this to expand ease and security of bike parking throughout the town should be encouraged.

### 5.2.3.3 Long Term Enhancements

In the long-term, Oakville should consider the following items. Note that on regional roads, this will require support from Halton Region to implement:

- **Continued Infrastructure Improvements:** Expansion of permanent protected cycling lanes (such as the recently completed work on Speers Rd) and multi-use pathways will be conducted in line with the Transportation Master Plan, with an emphasis on expanding service coverage and filling in gaps in the existing cycling network (to prevent cyclists from being sent from cycling lanes onto busy streets). Left turn two-stage bike boxes as well as dedicated cyclist traffic signals can be provided at signalized crossings to reduce conflicts between cyclists and cars.

Winter maintenance must be considered. It is unlikely that bike lanes would be removed for the winter, so plowing will be necessary. An appropriate maintenance plan and budget to make sure bike lanes are plowed and bike racks are available and in good shape year-round is therefore required.

- **Bike share program:** Bike share programs can break down barriers to entry for new cyclists. It requires no equipment on the user’s part, nor do they have to worry about their bikes being stolen. By making neighbourhoods easier to traverse by active transportation, Oakville can reduce traffic congestion and localized pollution while encouraging healthier forms of travel. Generally, these bike share programs would start in the densest part of a community already friendly to cyclist travel, and then expand out from there (as seen in Toronto). However, to be truly useful, they need adequate coverage across a wide range as riders need to be able to hop on and go, and they need to be able to deposit their bike when they get to their destination. Oakville has a planned pilot

linking Sheridan College with Oakville GO Station, as a starting point. Another option might be to focus south of the QEW at first, as a way to link Downtown Oakville with Kerr Village and Bronte Village. This could be linked up with (or expanded from) the proposed pilot to Sheridan College. A feasibility study will be required for this. Private dock-less bike systems are not recommended as they can lead to excessive road clutter, with little municipal oversight.

- **Wayfinding:** Signage can help cyclists in a similar fashion to pedestrians by identifying destinations within a certain distance that can be easily completed without a car. Signage is also of particular importance for cyclists to convey the locations of dedicated cycling infrastructure, which cyclists gravitate to (and which can convince non-cyclists to make a switch).

**Takeaways:**

A cyclist level of service/comfort assessment should be introduced alongside Oakville’s existing auto traffic impact guidelines, to better capture the impact of new developments and municipal works projects on cyclist movement in the town. This can be based on the City of Ottawa’s MMLOS guidelines or anything similar, though there is room for improvement upon it to better capture the impact of land use and built form.

Cyclist infrastructure can be implemented without a full rebuild of the road, using a combination of paint and low-rise concrete bollards such as those used recently in Toronto. Longer term improvements include increasing the size and connectivity of the network, eliminating gaps where possible and upgrading low-tier infrastructure such as sharrows into higher-tier facilities. A bike share program can also be explored, first in and between the urban growth areas, then expanding outwards from there. Wayfinding can be used for cycling education and to encourage new cyclists, as the presence of bike lanes draws in cyclists from nearby corridors without them.

**Future Studies:**

- Strategic Planning Action Items: 2, 3, 4, 12
- Feasibility Studies / Business Cases Action Items: 3

**5.2.4 Transit Elements**

**5.2.4.1 Transit Levels of Service**

Transit should be included in any future Multi-Modal Levels of Service Assessment. There is no one recognized way to perform a Transit LOS review, however a starting point can be the City of Ottawa’s MMLOS Guidelines. The methodology is meant for corridors with existing or planned rapid transit but can be applied to regular routes as well. Here, Transit Level of Service is based on:

- Exposure to traffic congestion delay caused by automotive traffic.
- Average transit travel speed relative to the posted speed limit.
- Presence of bus / HOV lanes.
- Number of driveways along corridor and approximate crossing volume.
- Signal delay at intersections.

There are some limitations with this methodology. For one, it does not distinguish different types of land uses, and whether transit is operating in a built form conducive to it, or one heavily biased towards auto travel. It also does not capture frequency of service, quality of bus lane implementation (HOV vs fully separated), number of connections, quality of infrastructure, ride experience and how transit is engrained in the street. As part of developing a new MMLOS framework, Oakville is encouraged to expand on Ottawa’s MMLOS work, or anything similar.

**5.2.4.2 Street Design**

Transit belongs on our streets, and its presence there should not be an afterthought. Oakville can improve the transit experience through infrastructure improvements that re-orient street infrastructure and operation around transit movement, rather than solely optimizing for auto traffic. Note that on regional roads, this will require support from Halton Region to implement. This includes:



- Livable public spaces:** The creation and support of vibrant, walkable main streets makes transit more viable along their length and puts residents in close range of transit. In turn, transit can be used as a tool to strengthen main streets by reducing the reliance of cars and the necessity of parking for economic success. Instead, space can be reallocated to on-street patios, parkettes and installations, with transit serving as the major access points along the spine. Future growth around this spine can further improve ridership.
- Improved rider experience:** HOV/transit lanes as shown in Photograph 9 (either all-day, or during peak periods) can have a significant impact on transit’s desirability by removing the vehicles from general traffic. Further enhancements such as queue jumps, transit signal priority, and auto-turning restrictions all help to improve transit speed and frequency, making them more attractive to new users.

Photograph 9: RapidTO Priority Bus Lanes



Source: City of Toronto

- Placemaking:** Bus stops serve as the connections between our streets and the transit network and shelters are a crucial amenity for improving customer experience. Historically these have been lacking - Oakville can consider new bus shelters that are more akin to rail platforms, which provide real-time bus-arrival time information, wayfinding and signage, improved lighting, seating,

heating/weather separation and public art. For non-rapid services, this can be cost prohibitive, but may be beneficial in specific locations. For example, the City of New Westminster has implemented some shelters that combine utility with public art – this is shown in Photograph 10.

Photograph 10: City of New Westminster Public Art Bus Shelter



Source: City of New Westminster

- Improved connections:** Transit should be accessible for all road users regardless of age or ability. Pedestrian clearways should be wide, and tactile walking strips should be introduced where beneficial. Transit stations should have a supply of secure bike parking, and bike share stations should be located near major transit stops or stations where possible. Transit connections between major growth areas and employment centres will be crucial to the success of these nodes.

### 5.2.4.3 Transit Operations

Improved transit operations can also be used to encourage mode shift towards transit and should be implemented in parallel with the previously discussed street improvements.

Oakville Transit has tested or implemented several of these initiatives – this is presented as a comprehensive framework to both support existing work and inspire new ideas. This includes:

- Route Layout:** Oakville is largely a town of cul-de-sac subdivisions, and there are limited opportunities to establish a true grid-based transit network beyond

the existing regional roads that cut across the town. Network reviews have been conducted in the past to identify routes that could be made more efficient within the road network that Oakville has to work with. For example, transit routes that meander or cross over themselves (forming a loop), should be avoided where they greatly increase travel time without adding significantly more riders. Focus has also been given to key trip generators or attractors, such as Oakville GO, Sheridan College, and Downtown Oakville; namely, ease of access to them from various parts of the town, and ease of transfer between them. While still a critical aspect of the service, changes have also worked to improve cross-town connections that reduce the need to travel through the GO station. As the town’s growth areas develop further, future reviews can repeat these steps to adapt routes where necessary to an urbanizing environment.

- **Service Frequency and Span:** There is a direct relationship between frequency of service and ridership because more frequency buses make it more convenient for people to take transit. Other municipalities have had success with a “Frequent Transit” network along major roads, which prioritize certain routes as high frequency, which are fed by less busy collectors.
- **Service Reliability:** Users value reliability over absolute travel time saving, and reliability benefits can represent 12-13% of transport user benefits in the economic assessment of new transport infrastructure projects according to Metrolinx’s Business Case Guidance. Ensuring that route timetables are realistic and consistent will go a long way to making transit more dependable for its userbase.
- **Service Coverage:** Not all parts of Oakville have equal transit coverage, but not everywhere needs it. Oakville Transit can continue to balance the costs of providing transit service to new parts of the town alongside growth expectations and equity concerns. New technologies, discussed next, can help augment this without implementing full new routes.

- **New Technologies:** Transit is constantly evolving, and the future of transit does not necessarily need to be more of the same. Innovations in the transit sector, such as micro-transit services, can be used to expand service coverage beyond the fixed route network (Photograph 11). Oakville’s Home-to-Hub service already provides transit service to areas of the town not suited for a fixed-route service, and this can be expanded in the future by increasing the number of hubs or by increasing hub catchment area. Should ridership in these areas be built up over time, a more permanent route can be provided. Oakville’s care-A-van service also provides point-to-point accessible service for residents with disabilities or mobility impairments. From initial services like Home-to-Hub and care-A-van, an integrated family of services can be built up over time.

Photograph 11: Oakville Micro-Transit



Source: Town of Oakville

- **Inter-service Connections:** Metrolinx is currently undertaking GO Expansion, with all-day, two-way, fifteen-minute frequency GO Train service coming to most GO Train routes alongside electrification of track infrastructure, new trains and upgraded stations. Currently, GO station access is predominantly by car, even for residents who live close by. However, current GO growth plans far exceed the capacity of station parking lots, meaning that future riders will have to find other ways to get to the station. This is an excellent opportunity for Oakville Transit to capitalize

on. Stations such as Oakville GO will also become future development hubs with significant residential and employment growth, further cementing the importance of serving these nodes. Improved connections at municipal boundaries with Mississauga and Burlington should also be considered as a sizeable portion of trips from Oakville each day are to these adjacent municipalities. Oakville should continue to advocate for fare integration across the region to allow for more seamless, cheaper connections with these agencies.

#### 5.2.4.4 Setting the Stage for BRT

The 2041 Regional Transportation Plan lists Trafalgar Road as a potential BRT/LRT route between Oakville GO Station and Highway 407, with a priority bus route continuing on northwards to Milton. However, the project is not expected to be completed until 2041; a long-term, 20-year horizon. Given the importance of the corridor to Oakville’s development, Oakville can benefit from “quick-wins” that set the stage (and help build the case) for a successful BRT implementation down the line.

**Photograph 12: Viva Rapidway Demonstrates End Goal**



Source: York Region Transit

This is similar to the approach used by York Region in the early 2000s. Their Viva express-bus network began in 2005, introducing certain qualities of a BRT service while

still operating in mixed traffic, rather than dedicated bus lanes. The implementation of a more premium, faster transit service allowed Viva to offer measurable benefits to transit riders and build up their ridership a full decade before the roll-out of their Rapidway network (Photograph 12). It also allowed them to construct the Rapidway in phases over time, as the actual service was already in place and could continue running through construction. This is in contrast to having to complete the entire system before buses could start running.

A 2011 paper at the University of Toronto demonstrates the success of this implementation strategy. The introduction of Viva in 2005 – before the development of the Rapidway – was followed by a large increase in ridership on the two busiest corridors in York Region, with 60% of these riders being new, rather than diverted from other routes<sup>1</sup>. In particular, Viva saw a doubling of transit mode share amongst post-secondary students<sup>1</sup>.

Other municipalities have likewise had major successes, with Brampton’s Züm taking a similar approach to York Region, with a fully separate branding that reflects a more premium service, starting in 2012. As a direct result, Brampton Transit avoided the pre-COVID transit ridership stagnation that was seen in other parts of America; between 2015 and 2016, Brampton Transit’s ridership grew 9.2%, and then grew a further 19% by October of the next year<sup>2</sup>. In Mississauga, MiWay’s MiExpress service has provided a comparable starting point for the City’s rapid transit infrastructure expansion, including the Mississauga Transitway, and the conversion of Route 103 Hurontario Express to a Light-Rail spine for the City; the former implementation has been a significant success for the City, with weekday ridership growing 70% since the opening of the transitway<sup>3</sup>.

<sup>1</sup> Forsey, R. D. (2011). *En Ex Post Evaluation of the Ridership Impacts of the Viva Bus System*. Toronto: Department of Civil Engineering, University of Toronto.

<sup>2</sup> Marshall, S. (2018, 01 08). *The secret behind Brampton’s transit success*. (tvo) Retrieved 01 26, 2020, from <https://www.tvo.org/article/the-secret-behind-bramptons-transit-success>

<sup>3</sup> Shinuda, J. (2016, 12 6). *MiWay Celebrates Huge Ridership Growth in Mississauga*. (insauga) Retrieved 01 26, 2021, from <https://www.insauga.com/miway-celebrates-huge-ridership-growth-in-mississauga>



In modelling future express services after those that have come before, Oakville should therefore consider the following attributes that have made these neighboring BRT-lite services so successful:

- Longer distances between stops, to improve travel time and allow for quicker long-distance trips, strategically placed to match the location of future LRT/BRT stations.
- Transit signal-priority at all traffic lights to improve travel time and reliability of services.
- Headway-based-schedules with busses coming at least every 15 minutes, to enable riders to “show up and go;” rather than needing to check the schedule in advance and needing to time their arrival.
- All-door boarding and off-vehicle fare payment systems to speed up transit dwell times at each stop.
- Improved bus shelters with rapid-transit-esque features such as live arrival time information, to help reduce the perceived stigma of “waiting for the bus.” (Figure 5-2)
- HOV Lanes to improve travel times and reliability, and separate transit from most normal traffic (particularly during peak times), without having to construct dedicated new lanes.

Figure 5-2: Viva Curbside Bus Stop Example



Source: Entro / York Region Transit

**Takeaways:**

Oakville’s spread-out built form and non-grid street network makes providing desirable transit services a challenge. Oakville Transit has already studied many of the ideas presented here and continue to evaluate many of them on an ongoing basis. However, follow-through requires investment, and this has at times been difficult to secure without existing ridership to match. The challenge is worth the effort however – if Oakville is to shift more people towards transit, transit services must be as convenient, frequent, reliable, and fast as possible. As Oakville intensifies at key nodes and along major corridors, it is transit that will play the most critical role in linking these new communities to each other and the wider region.

Through innovative services such as the Home-to-Hub and care-A-van programs, Oakville Transit has demonstrated that the future of transit is not necessarily just more of the same. Programs such as this can have a big impact, from humble beginnings, and can be expanded as ridership demands. While the Trafalgar BRT is still a ways off, it can set the stage for the future BRT services with BRT-lite, as other cities in the region (such as Vaughan, Brampton, and Mississauga) have demonstrated.

**Future Studies:**

- Strategic Planning Action Items: 2, 3, 4, 5, 6
- Feasibility Studies / Business Cases Action Items: 1, 2

### 5.2.5 Parking

Like other suburban municipalities, Oakville has an abundance of parking, with most major retailers and employment buildings being surrounded by large lots that rarely overflow. It is often the case that suburban municipalities find it hard to separate themselves from parking, because everyone drives. However, much of this parking often sits empty, and could be better served through other uses, because even parking lots have an opportunity cost. It is important to remember that the presence of parking is not what draws people to an area; it is only to accommodate the people that choose to come once they are there. Parking is a means to an end, not the end itself.

**“Nobody goes to a city because it has great parking.”**

*- Michael Kodransky, global research manager for the Institute of Transportation and Development Policy.*

As a suburban community, it is true that Oakville will always need some level of parking supply, but as it currently stands, Oakville subsidizes auto travel by providing more parking than is necessary at a value below what that land is actually worth. The idea is not to eliminate all parking everywhere, but to “right-size” conditions in the town, adding parking where it is needed, and taking it away where the town could do without, unlocking the potential in the excess land that results.

Oakville has a further study underway that is specifically focused on Oakville’s parking supply, demand, and the overall strategy it wishes to take. Some recommendations to form an early vision for Oakville’s parking strategy are as follows; many of these can be implemented quite quickly, as they do not need significant physical infrastructure to build.

- **“Right-sizing,” not “Down-sizing”** – Most municipalities have parking minimums that specify the minimum number of parking spaces per unit of a development (i.e. number of residences, gross floor area, etc.). However, parking minimums are often far too aggressive for what is actually needed,

encourages urban sprawl, and fails to encourage users to walk, cycle or take transit. Evidence shows that given the choice, developers would prefer to provide fewer parking spaces, and this cost saving is often passed along to the consumer. With expansions in transit and active transportation infrastructure, residents will have greater choice in how to get around and will not need as much parking as before. Therefore, to encourage this shift, Oakville should implement parking maximums as a replacement for their current standards.

- **Parking Lot Orientation:** Large parking lots make it difficult to encourage pedestrian movement as buildings end up too spaced out for anything other than driving to be time effective and practical. By orienting buildings along the roadway, with parking provided either underground or in the building’s rear, drivers remain accommodated while also opening up an area to active forms of transportation and transit.
- **Unlocking Land Development Opportunities:** The reduction or elimination of surface parking lots can open up large swaths of land to new development, without encroaching on existing communities. Often seen in Toronto (and downtown Mississauga) in the redevelopment of malls or plazas, auto-oriented parking lots end up being replaced by dense, walkable communities that are destinations in their own right, rather than effective “dead zones” in the City’s urban form.
- **Out of sight and out of mind:** The best parking is the parking you cannot see at street level – it is there if you need it, but it is not the focal point while you are enjoying the neighbourhood. Underground parking achieves this best; however, there is a risk that in the future, if parking requirements go down (due to mode shift and/or technological change), there will be a lot of space that cannot be repurposed. Above ground parking may provide opportunities for this parking space to be repurposed in the future. However, it does come at a cost. Parking garages are often ugly and do not contribute positively to a neighbourhood’s urban form. Many American cities suffer from a sea of

above ground parking garages that take away from otherwise pleasant communities, because all they are for is storing cars, rather than providing mixed uses that actually draw people in. If Oakville does choose to pursue this route, it is suggested that high quality building cladding be used to hide the parking garage from the outside and ensure that the first few levels of the building are used for retail or office space. To preserve space on the street for the things that matter (like shops, patios, street furniture), entrances to underground parking lots should ideally be located behind buildings, rather than on the main street.

- **Smart Technologies:** New technologies make it easier to use the existing parking supply more efficiently. Tools such as automatic parking enforcement, advance reservation systems, and live parking availability updates can be implemented along town streets and at private parking lots to increase lot utilization and reduce the need for larger lots. Work is underway to implement this in Downtown Oakville.
- **Parking Demand Management:** The provision of free parking is a subsidy to drivers, and its removal or reduction can serve as an encouragement to switch to other modes of transport. On the other hand, it could drive away business from commercial areas, and could result in backlash from the community. A localized approach is recommended, starting with the locations where demand already exceeds supply. In 2019, the Town of Oakville launched a two-year paid parking program in Bronte Village’s commercial shopping district. A report to council has recently been completed.

#### Takeaways:

Parking is one of the greatest obstacles to Oakville’s strategic aims. Excessive parking results in spread out urban landscapes where the only practical way to get around is by car. Suburban municipalities often struggle to separate themselves from parking. However, nobody goes to a city because it has great parking. The parking is just a means to an end. By reallocating space away from parking, Oakville can create spaces people actually want to travel to and spend time in, where other modes such as walking, cycling and transit are actually viable.

Therefore, Oakville should abolish all parking minimums. If developers believe they can sell properties without parking, they should be allowed to. Frankly, Oakville should want them to, as it forwards the Town’s own strategic aims for modal shift. To that end, parking maximums should be considered.

Cars will always be a part of Oakville’s story, and so parking will be too. However, Oakville can utilize new technologies to “right size” their parking and manage demand through other means beyond supply. The parking that does exist should be out of sight, and out of mind.

#### Future Studies:

- Strategic Planning Action Items: 2, 3, 4, 7

### 5.2.6 Freight & Goods Movement

Freight movement is an inevitable part of urban life. People consume and collect physical goods of all kinds, and all those goods must move from producers to people. As a result, transportation planning in Oakville must consider the needs of goods movement as well the needs of people movement.

The municipal and regional road networks are used for both goods movement and people movement. Congestion from personal travel causes delivery delays and increased costs to consumers, while increased goods movement causes increased commute times due to more trucks on the road. Therefore, while shifting goods movement trips to other modes is not really feasible in the grand scheme of things, how and when goods are moved does have an indirect impact on how people choose to get around.

In particular, the rise of online shopping has increased the number of goods vehicle trips to residential areas. However, those goods vehicles can visit multiple houses, and online shopping often takes the place of in-person shopping trips. This results in fewer vehicle trips overall. Further, the more deliveries a goods vehicle makes, the more efficient its trips will be. This is because a delivery vehicle can make multiple deliveries during a vehicle trip, whereas a person driving to a shop can only make one 'delivery' per vehicle trip. On the other hand, the growth of online shopping threatens Oakville's commercial districts and works against the Town's strategic aims of building complete communities.

Goods movement demand is primarily driven by market forces outside the control of municipalities, but there are several potential measures municipalities can implement to help manage that demand. These include:

- Promoting colocation of logistics firms
- Defining truck routes and intermodal connections
- Reserving some on-street parking for commercial vehicles
- Providing local businesses information about construction closures/detours

- Restricting or coordinating deliveries to downtown cores during peak traffic time
- Mandating or encouraging off-peak commercial deliveries in congested areas
- Supporting / encouraging the use of last-mile delivery with electric cargo bikes or drones as shown below

Photograph 13: Electric Cargo Bikes for Last-Mile Delivery



Source: Cycle Toronto & FedEx

The Town of Oakville conducted a Goods Movement Study that was reported to Council in 2016. The Study's recommendations covered the Heavy Truck Route Network, policy, shared corridors, e-commerce, land use planning, intermodal goods movement, and congestion/operations. The Goods Movement Study also emphasized the need for Oakville to collaborate with other levels of government, as the decisions made by public and private entities can all affect goods movement in Oakville.

#### Takeaways:

Congestion impacts goods movement and results in higher prices for consumers. This provides further rationale for shifting non-essential trips away from the road network towards other modes. Freight and goods movement are largely done via the arterial/region road networks and highway, both of which are generally out of the Town of Oakville's direct control. Strong collaboration with other levels of government is required.

#### Future Studies:

- Strategic Planning Action Items: 10
- Aligned Coordination Action Item: 3

### 5.3 The Fifteen Minute Neighbourhood

To initiate substantial mode shift, we need to look beyond infrastructure and technology. Oakville has long been a town designed around the car. Unfortunately, many of the characteristics that make a town friendly towards cars make it the opposite for more sustainable forms of transportation. Oakville is large and sprawling; neighbourhoods are separated by wide pedestrian-unfriendly arterials, and retail or business districts are located far from the places people live, often spread out between large swaths of surface parking. While using sustainable forms of transport might be technically possible, it usually is not practical due to the town’s chosen built form.

In previous studies, such as Oakville’s Active Transportation Master Plan, the Town of Oakville has looked into ways to improve pedestrian and cycling infrastructure, as well as develop community outreach programs, to encourage people to switch to different forms of transportation. These plans have all identified the need for a unified land use-transportation lens but have stopped short of providing a strategy and action plan to accomplish this, which will have a significant impact on the success of Oakville’s mode shift initiatives.

To get people out of their cars, Oakville must develop neighbourhoods that are actually pleasant to traverse without one. Retrofitting sprawling residential neighbourhoods with wider sidewalks and bike lanes does improve the infrastructure condition there, but it does not change the fact that using those modes in that urban topography is not useful for getting to where people need to be.

Instead, a new path for Oakville is the idea of the “15-Minute Neighbourhood,” (Figure 5-4) in which people can work, live and/or play all within a distance that is feasible to walk, cycle or take transit (i.e. 15 minutes). This enables people to conduct many of their daily activities without needing a car for short trips such as going to school, work, or the grocery store. Rather than a spread-out neighbourhood where everything must be done by car, 15-Minute Neighbourhoods give people real choices in what mode they can take, because every mode is actually viable.

It is important to remember that many of Oakville’s existing residents like things just the way they are. These are people who chose Oakville specifically for that

traditional suburban lifestyle, and they may resist changes to it. The good news is that Oakville is large. It can be different things to different people, in different parts of the town. In fact, it will need to be since it simply would not be possible to revamp everything at once. Therefore, we will take a two-pronged approach. Key urban growth nodes and corridors will see the development of true 15-Minute Neighbourhoods which can serve as major destinations within Oakville, and as the foundation for future growth. At the same time,

existing neighbourhoods can be retrofitted (where appropriate) with a light touch, to include *elements* of a 15-Minute Neighbourhood, without drastically changing the spirit of what is there currently.



Figure 5-4: 15-Minute Neighbourhoods Depend on a Variety of Mixed Uses



### 5.3.1 The Components of a 15-Minute Neighbourhood

The following elements make for a successful 15-Minute Neighbourhood:

- **Complete Communities:** Central to the idea of a 15-Minute Neighbourhood are a variety of mixed uses, in contrast to the single use zoning that dominates most of Oakville. This does not mean that factories will go up next to preschools, but that the concentration of uses that make up the average person’s daily life, from living, shopping, working, and playing, should be placed in close proximity. This variety of mixed uses gives life to a neighbourhood by allowing for the comings and goings of people throughout the day, rather than solely commuter trends seen in exclusively residential districts.
- **Choice:** Each neighbourhood will have a different mix of land uses. Not every node has to fit every use case, and some may struggle to attract certain types of land uses (such as employment), depending on market conditions. In fact, even if a “perfect” community is developed, people will still sometimes travel elsewhere to shop, work, or socialize. However, this is not anti-ethical to the idea of 15-Minute Neighbourhoods. The goal of a 15-Minute Neighbourhood is not to force residents to fulfill all their daily needs nearby, but to ensure that do not *have* to travel elsewhere for every daily need.
- **Neighbourhood Spines:** A neighbourhood’s retail destinations should be established along a specific main street (or multiple streets) to create a strong core/spine to the neighbourhood and allow retailers to benefit from agglomeration. This ensures that all residents have equal access to the neighbourhood’s amenities, and that residents do not need to walk far between them. It also ensures that the neighbourhood is a destination in its own right, and not just a hub for residents.
- **Density, Not Necessarily Tall Buildings:** It is a common misconception that the density implied by a 15-Minute Neighbourhood requires tall buildings akin to Downtown Toronto. This misconception is often used

to roadblock intensification plans in suburban communities. However, mid-rise development can be equally effective in providing dense, livable mixed-use 15-Minute Neighbourhoods. Though not frequently seen in Ontario, this is the common approach used in older European city cores, which have become some of the most desirable places to live on the planet.

- **An (Old) New Way of Developing Suburbs:** In fact, even low-rise development (such as townhomes) can be developed into complete 15-Minute Neighbourhoods. Older neighbourhoods in Toronto such as Little Italy and Leslieville are strong examples of this. Here, streets of townhomes are bookended by main streets with strong transit, cycling and pedestrian infrastructure. Parking is provided on street or in laneway garages behind the homes. The streets themselves are one-way and narrow (encouraging slower driving speed by design), and buildings are not setback too far from the road, preventing things from feeling “spread out,” thereby encouraging active modes. Most importantly, wherever you are on the residential street is just a short walk from a transit connection and main street, meaning you never *have* to drive, but its still possible if you want to.

Photograph 14: Gastown, Vancouver, British Columbia



Source: Wikimedia Commons

- Avoid Dead Zones:** Dead zones on main streets should be avoided by ensuring that retail units are small but numerous. This gives the street vitality: the variety of shops means that people come and go at all hours of the day. In contrast, large podium lobbies can be attractive, but they take up a lot of space, often for a single land use type, resulting in less interesting street. This is seen a lot in commercial business districts (Photograph 15), which see a lot of activity in the morning, at lunch and in the afternoon, but can be dead at all other times. Similarly, underground parking lot entrances should be placed off-main street, to give more space to street activity and the shops that bring it to life.
- Diversity:** Neighbourhoods should strive for a mix of ages, income levels and demographics. This means including cheaper, smaller units (bachelors and single bedroom units), as well as larger units for families. On the first floor, live-work units can also encourage a more dynamic street frontage and increased levels of activity.

Photograph 15: Bay-Adelaide Centre, Toronto, Ontario



Source: Brookfield

- Connectivity:** Unlike suburban neighbourhoods, buildings should be located closer together, with parking lots located either behind or underground, to ensure that the neighbourhood can be served by active modes of transportation and transit. Block sizes should be small to allow for multiple routes through

the neighbourhood and plenty of crossing opportunities. Grid based road networks are ideal as they are most effective for providing high quality transit infrastructure and make for easier pedestrian and cyclist movement.

Photograph 16: Downtown Kitchener, Ontario



Source: ExploreWaterloo

**Takeaways:**

15-Minute Neighbourhoods are ones where residents can fulfil most or all their daily needs, including work, school, and shopping, within about a fifteen-minute walk. This enables trips to be made without the need for a car, in contrast to the current land use regime in which homes are quite far from other land uses, necessitating auto travel for nearly every trip purpose. These neighbourhoods should be built using a main street as a spine, which serves as a destination for all residents, and even some visitors.

15-Minute Neighbourhoods are flexible. They do not require every land use, but the more the better. They also do not require tall buildings, or even mid-rise buildings, though some level of density is certainly ideal. Each neighbourhood can implement the features of a 15-Minute Neighbourhood that fit, and that are practical for that location. Given that short trips are encouraged, and viable, strong walking, cycling and transit services are a necessity.

**Future Studies:**

- Strategic Planning Action Items: 1
- Aligned Coordination Action Item: 5, 7

### 5.3.2 Implementing a 15-Minute Neighbourhood

The following are key recommendations that the Town of Oakville should consider for implementing 15-Minute Neighbourhoods:

- Prioritization of Nodes:** Given Oakville's scale, it is not going to be possible, practical nor even desirable to try and revamp the entire town to fit the mold of the 15-Minute Neighbourhood. Focus can be given to key development nodes or corridors that can best be served by more sustainable modes of transportation and build out from there. Effectively, this step has already been completed. Oakville's Urban Structure established eight key development nodes (Downtown Oakville, Kerr Village, Bronte Village, Midtown Oakville, Uptown Oakville, Palmero Village, Hospital District and Bronte GO), as well as two key development corridors (Dundas St and Trafalgar Rd). Efforts to retrofit existing neighbourhoods in smaller ways can also be explored using the principles of 15-Minute Neighbourhoods, without disturbing the existing stability of the communities that exists there.
- Ensuring Connectivity with Other Nodes:** Attention needs to be given not just to the nodes themselves, but to the connections between them. As mentioned, it is unlikely that every resident will fulfill all their needs within the confines of the neighbourhood – particularly for work. Strong transit service is the most effective way to achieve this. Thankfully, 15-Minute Neighbourhoods act as hubs of activity in the town, meaning that routing transit services through them, or using them as transit hubs (including for Oakville's Home-to-Hub service), makes practical sense. In doing so, residents have easy ways to travel across the town from their doorstep. Connections between growth nodes and GO stations are of particular importance to give residents quick access to Downtown Toronto.
- Town Leadership:** Once the key nodes and areas of retrofit have been identified, Oakville must establish a firm understanding of the types of land uses that must be grouped together for an effective 15-Minute Neighbourhood (such as: retail, office and residential,

in addition to parkland, schools, community centres, libraries, and other municipal services). The more that common destinations are not contained within the neighbourhood, the more likely that residents will still need to drive to get to them, regardless of whether the neighbourhood is walkable or not.

Following from this, Oakville should then prescribe the type of built form and land uses it wants to see in each neighbourhood. This need not be the same across all the focus areas but must be mandated and incentivized early through a master planning process, or else the industry will follow its own trends without Oakville's input, either taking the same shape as what has been observed in Downtown Mississauga and Downtown Vaughan (tall buildings), or in North Oakville (failure to deliver on promise of mixed-use developments in neighbourhood centres).

Oakville must ensure that its policies and design standards allow for the type of communities it wants. A review of zoning is a must, alongside elements like minimum street widths, building setbacks and heights, lot coverages, parking provisions, etc. Policies or standards that reinforce the status quo of suburban development must be changed.

- Delivery of Town Infrastructure:** Industry will deliver on some of the promises of 15-Minute Neighbourhoods by developing mixed use spaces (retail, residential & office, as well as potential public-private spaces adjacent to each development). However, the Town of Oakville has a part to play in this as well. The transportation piece was discussed in the previous section, but in terms of land use, Oakville must consider the placement of schools, community centres, parkland, and other municipal services (fire, police, medical). One option is to explore public-private partnerships, so that some of these services (such as schools) can be bundled into new developments (for example, placing a school in the podium of a new residential tower). Otherwise, land for these services should be set aside from the start, to prevent a scenario in which a new development node is overdeveloped and underserved.

**Takeaways:**

Not everywhere in Oakville can, nor needs to become a 15-Minute Neighbourhood. In fact, many of Oakville’s residents like things just the way they are. 15-Minute Neighbourhoods can be implemented at Oakville’s pre-defined growth nodes. Everywhere else, a gentler implementation can be provided where it fits. Remember that 15-Minute Neighbourhoods do not need to have tall buildings, or even mid-rise ones. Oakville has a role to play in implementing 15-Minute Neighbourhoods, such as changing their land use policies and street design standards to allow them. Winning over the developers who will build them is another matter and will be discussed in Chapter 6.

**Future Studies:**

- Strategic Planning Action Items: 1
- Aligned Coordination Action Item: 5, 7

**5.3.3 Key Nodes**

Oakville has already taken steps along this path in developing 15-Minute Neighbourhoods, stemming from the 2009 Town of Oakville Official Plan (Livable Oakville). The plan directs intensification and urban development to six growth areas:

- Palermo Village
- Midtown Oakville
- Uptown Core
- Downtown Oakville
- Bronte Village
- Kerr Village

More recently, Oakville’s Urban Structure Review identified two additional strategic growth areas:

- Bronte GO station
- The hospital district

Each of these growth areas offers different perspectives on how to implement a 15-Minute Neighbourhood.

**5.3.3.1 Nodes from Scratch**

Five of the growth areas can be viewed as closer to “blank slates” that are more flexible in the form that they take (though at this point all have advanced planning work completed or have begun implementation). The five different growth areas offer different perspectives on how to implement a 15-Minute Neighbourhood:

- **Palermo Village:** The 86-hectare Palermo Village is meant to be a transit-supportive, pedestrian oriented mixed-use community directly adjacent to Glenorchy Conservation Area, at the intersection of Dundas St West and Bronte Rd. It is currently envisioned as medium and high density residential surrounding a main street district along Old Bronte Rd, then tapering off to traditional lower density residential suburban developments. This area has also been identified for a transit terminal for connections to other parts of the town.
- **Midtown Oakville / Oakville GO Station:** A Metrolinx identified Mobility Hub, Oakville GO Station will benefit from the ongoing GO Expansion works that will see electrified all-day, two-way, 15-minute frequency GO service on most GO Train routes, which makes it a strong location for future development that can directly feed into the upgraded transit services, and act as a hub for local transit connectors. Unlike the other two examples, Oakville GO Station is essentially a blank slate for Oakville to reimagine. The mobility hub is separated into three districts. In the east, the Chartwell District will focus on Office Employment with buildings between 2-6 storeys. The centre Trafalgar District will also focus on Office Employment, but with taller buildings between 6-12 storeys. The west Lyons District will focus on high density residential and urban retail, with buildings between 6-20 storeys.
- **Uptown Core:** The 114-hectare Uptown Core neighbourhood at the intersection of Dundas St West and Trafalgar Rd demonstrates a mix of different methods of constructing a 15-Minute Neighbourhood. The 2009 Uptown Core Review Study separates the



neighbourhood into different districts, including quiet town-home lined residential streets, commercial “main-streets,” as well as more urban mid-rise neighbourhoods. It will provide residents a mix of built form, and allows them to enjoy a quiet suburban life style while still being within walking distance of the things they need day-to-day. This is a similar approach to large parts of downtown Toronto, such as Little Italy, in which main streets such as College St, Dundas St and Queen St bookend quiet residential streets lined with town homes.

- Bronte GO:** Bronte GO has been identified as a Major Transit Station Area. The station will benefit from improved service on the Lakeshore West GO line in the years to come, making it a strong candidate for intensification, like Oakville GO. The area is currently surrounded by a mix of industrial, commercial and office land uses, with residential neighbourhoods at the southern edge. The proposed development concepts included a finer grained grid-based street network. The plan calls for a large mixed use urban core around the station, with office and business employment taking up most of the eastern portion of the site, around the Third Line corridor. Most of the site is dedicated to low mid-rise buildings, with tall buildings permitted only directly adjacent to the station, and low rise providing a buffer between the station area and the residential district to the south. 18,600 jobs and 8200 residents (net density of 240 people and jobs per hectare) are anticipated.
- Hospital District:** The Hospital District Area Specific Plan provides a development framework for the Town of Oakville’s Hospital District. Centred around the Trafalgar Memorial Hospital, the area is intended to be a mixed use, pedestrian friendly and transit-oriented community. It is divided into five precincts, including office-focused (and urban office park), transitional (mixed use), complementary (life sciences focused), innovation (mixed use) and institutional (the hospital itself). A fine-grained street network around the existing hospital is proposed. The area will accommodate 10,600 jobs and 6,800 residents.

The following are recommendations for these areas:

- Ground Level Matters:** Particularly in areas of high-density growth, it is crucial that new developments add to the street level environment through small retail frontages, rather than large lobbies or parking entrances. It is not enough to place a high concentration in a small area; the Town of Oakville must give them reasons to get out and walk.
- Avoid “districting”:** A common approach in secondary planning is to divide neighbourhoods into districts. This is certainly helpful for organization within the secondary plan. However, it risks again starting to over-separate uses (albeit not to the scale of traditional suburban residential districts). The main-street approach is better (Photograph 17), with residential housing just off main streets. A 15-Minute Neighbourhood does not mean everything should be 15-Minutes away in a different district of the neighbourhood.

Photograph 17: Stephen Avenue, Calgary



Source: Calgary Herald

### 5.3.3.2 Existing Nodes

Of the six growth areas, three are existing urban communities, notable for their small-town feel, grid-based street networks and walkable urban environments. These already serve as examples of 15-Minute Neighbourhoods, and so the goal is to allow for gentle growth alongside encouraging sustainable forms of transportation, while still ensuring that the identity of these neighbourhoods is maintained and protected.

- **Downtown Oakville:** The Town is setting out to revitalize Downtown Oakville, by creating an attractive, active, animated, and vibrant neighbourhood along Lakeshore Road with a strong cultural focus. Downtown Oakville already has an urban built form, with a grid-based road network and tight building spacing. Given this, the Downtown Oakville Strategic Action Plan means to build upon what is there, rather than starting fresh, unlike the other growth areas. It features 12 strategic initiatives. Of most relevance:

- Developing a pedestrian friendly and bicycle friendly downtown
- Construct gateways identifying entry into the downtown from all four directions
- Connect the downtown to the rest of the community
- Ensure adequate parking
- Create a downtown transit hub
- Encourage development of more (and different types of) accommodation

From this, the Downtown Transportation and Streetscape Study included provisions for the following items:

- Wider boulevards
- New cycling lanes and routes
- Flexible streets
- A redesigned Towne Square (on hold pending approval of 2022 capital budget)
- High-quality furnishings to redefine the public realm

The Lakeshore Road reconstruction is now complete, including elements such as the flexible street design on George St, the addition of a two-metre marketing zone in front of each storefront and new commercial loading zones. Free Wi-Fi, automatic traffic counters and electric vehicle charging stations have also been added. In addition, conversion of one-way streets to two-way operation (on Thomas Street, Dunn Street, George Street, Randall Street, Church Street and Navy Street) has been completed.

- **Bronte Village:** Like Downtown Oakville, Bronte Village already has a dense, walkable urban form with small blocks and a grid-based street network. Established in 1834, it is one of Ontario’s oldest communities, and benefits from a scenic harbourfront location and access to the Waterfront Trail system. The Bronte Village Growth Area Review looked at the existing built context of the village, recent development activities, growth area boundaries and zoning regulations, as well as the transition to stable residential neighbourhoods directly adjacent. Like Downtown Oakville, the goal is to ensure Bronte Village remains a vibrant community with a thriving commercial area and a variety of housing opportunities. Key directions from this study included:
  - Revisions to the growth area boundaries and modifications to certain zoning elements
  - Continue to support comprehensive developments (4-6 storeys high) along Lakeshore Road
  - Continue to require commercial uses on the main street, and flexible uses on side streets
  - Provide a framework for evaluating development applications within the village to ensure that qualities important to the character of the village are incorporated
  - Providing a minimum planned density target
- **Kerr Village:** The Kerr Village, located along Kerr St and Lakeshore Rd W is a vibrant, walkable community by the lake, with a tight grid-based street network and mixed-use built form. Like Bronte Village and

Downtown Oakville, the guiding principles here are not to reinvent the wheel, but to allow gentle growth while still accommodating the cultural identity of the existing neighbourhood. The Kerr Village Growth Area Review provided the following recommendations:

- Extend the growth area boundary in the Lower Kerr Village District
- Eliminate the Central Business District Designation
- Modifications to bonusing regulations
- Strengthen and enhance existing urban design policies
- Provide a minimum planned density target

The following additional recommendations should be considered for these three growth nodes:

- **Preserve and protect the main street:** One of the strongest assets that Downtown Oakville, Bronte Village and Kerr Village have are their main streets, with a variety of mixed uses that forms a central spine to their neighbourhood. Its crucial that future developments not degrade this urban street-wall.
- **Gentle growth:** Residents will not be favorable to large scale developments on their small-town style main street. Introducing developments that gradually scale up the neighbourhood can allow the neighbourhood to maintain its culture and heritage. “Missing middle” developments (duplex, triplex, etc.) can be used as a buffer between higher growth areas and the existing neighbourhoods adjacent. New developments on parking lots are favourable as they only add to the neighbourhood, rather than take away. Heritage buildings and existing local businesses should be respected and preserved.
- **Strengthen Connections:** Each of these villages should be seen as key destination nodes, and their access should reflect that. Oakville has a strong foundation in place here: the 14/14A bus connects the three villages to Oakville GO station, with 15-minute frequency during peak hours. As these areas continue to densify, strengthening transit connections through increased service frequency will be crucial to these

area’s success. Bike share though Downtown Oakville, Kerr Village and the lakeshore may also be beneficial given the scenic location, particularly in summer.

Photograph 18: Newmarket, Ontario



Source: Great Places in Canada

**Takeaways:**

Oakville is already on its way to developing 15-Minute Neighbourhoods at key growth nodes. Some of these nodes are existing communities which demonstrate the old way of designing towns and suburbs, with dense grid-based street networks anchored by a main street. Inspiration should be drawn from them. Each of these areas can be gently up zoned over time, building on the foundation in place, while not negatively impacting the neighbourhoods existing character.

The other nodes are closer to blank slates, governed by some form of precinct plan. Continued work is needed to ensure they fulfil their promises and ambitions. Districting should be avoided, and the interaction between the buildings and the street at ground level is critical for their success. Ensuring these nodes have some level of office employment is tough due to economic conditions. This will be discussed further in Chapter 6.

**Future Studies:**

- Strategic Planning Action Items: 1
- Aligned Coordination Action Item: 5, 7



### 5.3.4 Nodes for Retrofit

More challenging is retrofitting existing nodes. Changes that are too ambitious may be rejected outright by residents, and some neighbourhoods by their very design are anti-ethical to anything other than single family homes and car use. The following recommendations can help Oakville pick the right locations for retrofit, and how to best go about it:

- **Think local:** New developments need to respect what is there. Allowing businesses to take over homes on a quiet residential street will please no one, and so mixed-use developments will need to be limited to plazas, parking lots or green fields that can be redeveloped. Increasingly common is the redevelopment of shopping mall parking lots such as Yorkdale, Cloverdale, Square One, and Oakridge Centre (shown in Photograph 19). Retro-fit nodes should ideally have strong transit connections (i.e. be located along a bus route, or at the intersection of multiple routes) and be within walking distance to residents either via the sidewalk or trail system.
- **Make compromises:** Not every 15-Minute Neighbourhood will have the perfect mix of uses, walking, cycling and transit connections. However, by starting to introduce elements of a 15-Minute Neighbourhood, Oakville can up-zone areas over time to include more diversity of use.
- **Encourage walking and cycling:** Replacing one shopping plaza with another will not get people out of their cars. New developments need to prioritize walking and penalize driving. They are meant to serve the adjacent neighbourhoods, and so people driving two minutes to cover a distance they could walk in five should be discouraged, whether by limiting parking or charging for parking, while walking should be encouraged by strong connections to the adjacent neighbourhood.

Two examples of neighbourhoods that can be retrofitted include:

- **Third Line & Dundas St:** The Hospital District growth area is located on the northern side of this intersection. The two plazas at the south side of the intersection can be redeveloped into mixed use nodes. If there is appetite to reduce the width of Dundas St, this segment could be turned into a main street. Regional roads should serve as spines for the community, not barriers between different parts of it.
- **Eighth & Upper Middle:** The Upper Oakville Shopping Centre can be redeveloped into a large-scale mixed-use development with on-foot connections to the adjacent neighbourhoods.

Photograph 19: Oakridge Centre Redevelopment in Vancouver



Source: QuadReal

#### Takeaways:

15-Minute Neighbourhoods do not need to have tall or mid-rise buildings. Nor does every 15-Minute Neighbourhood need to have a perfect mix of land uses. 15-Minute Neighbourhoods can be any neighbourhood, with a bit of work. The key is to think local, make compromises, and encourage active modes and transit wherever possible. The perfect place to introduce elements of 15-Minute Neighbourhoods into existing communities is strip malls or office parks, which have a large amount of under-utilized land that can be repurposed into something more productive.

#### Future Studies:

- Strategic Planning Action Items: 1
- Aligned Coordination Action Item: 5, 7

## 5.4 Putting it All Together

We have discussed recommended improvements to transportation infrastructure, and recommended changes to land use policy. However, how does it all fit together? There are still two main issues left to solve.

Attempting to accommodate every mode perfectly on every street is somewhat of a paradox, because elements that make one mode perform better can often make another mode perform worse. For example:

- To make a street better for cars, speed limits must be raised, the number of lanes increased, and/or the distance between intersections be lengthened. However, this would make the road less safe and convenient for cyclists and pedestrians. Plus, since everything is so spread out, transit service becomes less convenient and practical relative to cars.
- In contrast, to make a street better for pedestrians, the opposite is needed via the reduction of vehicular speeds, reduction of road widths, and the increase in the frequency of crossings, as well as the creation of a dense surrounding built form that is pleasant to walk in. However, this slows down cars and transit vehicles, and elements to reduce speed such as surface treatments or raised crosswalks can cause issues for transit operations and cyclists.
- To make a street better for cyclists, cycling facilities are necessary. However, these can conflict with bus stops, posing a hazard to boarding or alighting passengers. As well, cyclists moving at high speeds can conflict with pedestrians, especially in spaces meant to be heavily pedestrianized.
- To make a street better for transit, transit vehicles must be separated from traffic to the greatest extent possible. This can mean restricting/limiting auto access or moving transit to its own lanes. However, doing so can increase road widths, or make transit harder to access (such as if it is in a centre median).

Beyond that, there is also the question of when is a street a street, and when is a street a place? In other words,

which streets in Oakville should be a way for moving people to a destination, and which streets should be a destination in itself? When a street is a street, transit and high-speed cycling can be strengthened alongside existing auto travel, while walking is less likely. But when a street is a place, walking should be king, assisted by lower speed local transit and low speed cycling where appropriate, with only essential room for cars.

This strategy has established the need for Oakville to be proactive in prioritizing pedestrians, cyclists, and transit over auto drivers, to achieve a balance between modes that does not yet exist. However, even sustainable modes can come into conflict with each other. And the truth is that cars will always be a part of Oakville’s story in some capacity, and they need to continue to be accommodated, though not at the level they have been.

There is no one-size-fits-all solution; every street is different. A way to decide what goes where (and why) is required. Oakville does already have a road classification system, but it is heavily auto-oriented. Roads are classified based on expected auto volumes, speeds, and road widths. This does not capture the multi-modal city-building approach we have introduced here, nor does it capture the need to change how modes are prioritized in the town.

Instead, **a multi-modal multi-use road classification system is necessary.** This classification system can be developed as part of the Transportation Master Plan update, Official Plan Review, or the proposed Multi-Modal Levels of Service Framework (which is recommended to be based off of Ottawa’s MMLOS Framework, or anything similar). The benefits include:

- Will help Oakville identify “gaps” in the pedestrian, cycling and transit networks where infrastructure for these modes is missing, are not at the level they need to be or is too heavily skewed towards cars.
- Will give a network-wide understanding of how mode priority objectives are being implemented at the network level across the entire town, allowing it to ask tough questions and let it change course if need be (i.e. “What percentage of roads are pedestrian

deficient? What percentage of roads continue to be too auto focused? Where can targeted changes be made to make the most difference, quickly?”)

- Create a new road structure topology based around active/sustainable modes and city building, rather than the movement of cars.

How will it work? There are three key questions to answer sequentially:

1. What are the current or planned land uses and built form in the area?
2. Based on step 1, is the street a street, or is the street a place?
3. Based on steps 1 and 2, what modes should be prioritized there? Ideally, this will be some combination of pedestrians, cyclists, and transit, though to prevent overly wide rights-of-way, only two of the three may be able to be given full focus. Other modes (such as the car) will still be accommodated, but not in their most ideal configuration.
4. The **Multi-Modal Levels of Service Framework** can be used to evaluate the multi-modal performance of each street, to ensure that conditions on the ground match the road classification requirements. In this case, lower scores on certain modes would be acceptable, so long as the mode being prioritized is strong, with the understanding that it is not feasible for every mode to get perfect scores on every street.

**Takeaways:**

Oakville must prioritize modes on each street based on the land use and built form that exists there. To that end, a new multi-modal way of classifying streets is required, and a new framework for evaluation levels of service for different modes is too. Collectively, these two tools can be used to evaluate how Oakville is living up to its mode priorities across the network over time.

**Future Studies:**

- Strategic Planning Action Items: 1, 2, 3, 4, 6, 7, 12
- Aligned Coordination Action Item: 1

## 5.5 Travel Demand Management

Travel Demand Management can be used to directly encourage behaviour change by providing incentives (or disincentives) to certain behaviours. This allows municipalities to take some of the strain off existing infrastructure by **reducing** the need to travel, **re-moding** people onto other forms of transport, **rerouting** them away from congested areas, and **re-timing** them away from peak periods.

### 5.5.1 Social Programs

The term “Travel Demand Management” is broad subject matter, and some elements (such as improving the viability of other modes) have already been discussed in other areas of this report. Instead, this section focuses on specific social initiatives (targeted at commuters who travel during peak times) that can be implemented for low cost without significant infrastructure investments or advanced technologies, by leveraging Oakville’s relationships with local businesses and developers. Potential TDM strategies are listed below. Note that Oakville operates the “Smart Commute,” TDM program which already includes some of the items listed here.

- **Financial incentives** that either increase the cost of non-sustainable modes (Charging for workplace parking is the most common approach) or subsidize part or all the cost associated with a sustainable mode, either for an introductory period or an ongoing basis (This could include free transit passes, subsidised bike purchase, or reduced parking fees for carpoolers).
- **Employer-led commuter programs** that identifies and markets practical ways for staff to use more sustainable forms of transportation, such as Smart Commute in Oakville, and gives them incentives for doing so. This can include ride-matching and emergency ride home systems (discussed further below), employer provided transit passes, elimination of free parking, addition of showers and changing rooms to encourage cycling, flexible schedules, and allowance for remote working.

- **Ride-matching:** Matching employees with other people who work and the same location who live close by. Those people can then carpool with minimal increase in their journey time, while still saving money and avoiding needing to drive every day.
- **Emergency ride home:** Offering employees who take a sustainable mode of travel reimbursement for their ride home by taxi or ride-hailing (typically up to a set amount) in the event of an emergency. In an emergency, this provides commuters who use these modes reassurance that they will get home as quickly as if they drove to work.
- **Safe Routes to School Planning** (such as the one piloted by the City of Toronto in 2018), including new road markings, sidewalk activity, stencils, and signage (Photograph 20) alongside parental outreach to convince families that walking or cycling to/from school is both safe, fun, and a healthy way to travel.

Photograph 20: City of Toronto School Signage



Source: City of Toronto

- **Developer mandates** such as giving all residents in a new development a free transit pass for certain lengths of time or mandating the availability of communal bikes for every “x” many people in a development.

- **Gamification:** Promoting sustainable travel through workplace or a long-term commuting program that uses non-financial incentives.
- **Marketing and Outreach** can be used to try to convince auto drivers to make a switch *even just once*, so that they can see the benefits and feasibility for themselves.

### 5.5.2 Mobility as a Service (MaaS)

The term “Mobility as a Service” (MaaS) is the concept of people changing from traveling using things they own (particularly cars) to travelling using services provided by others. A key part of that concept is the ability to choose a mode of transport for each trip individually.

Transportation services can be provided by the public or private sector - the freedom of choice allows travellers to select the most appropriate mode(s) for each trip, maximizing the personal benefits.

MaaS requires that travellers have timely information about their travel options (including access arrangements, journey times, and price). Almost all public transit providers in Canada make their schedule data available for third parties to use, including Oakville Transit. Various smartphone apps combine information about public transit with other mobility options, such as bike share or ride-sourcing.

To be effective, MaaS also requires an easy way to pay for those different options. The Presto smartcard already provides a common payment platform for the GTHA’s transit service providers, and is moving towards supporting “open payment,” whereby credit cards, debit cards and smartphone systems such as Apple Pay can be used to pay transit fares. The Town of Oakville can support the adoption of third-payment payment mechanisms by making it a licence condition for new operators, and by ensuring its own transportation services support it.

There are multiple types of mobility-as-a-service. Each will be discussed in further detail in turn:

- Car Share Services



- Van Pool Services
- Ride-Hailing Services
- Micro-mobility.

### 5.5.2.1 Car Share Services

In a car share program, the vehicle is driven by the traveller, but is rented by them from a third party. These programs include traditional car rental companies (who own a fleet of vehicles) catering for longer-term rentals (at least a day), newer short-term car sharing services (allowing cars to be hired typically by the hour) and peer-to-peer systems.

Benefits include reduced necessity of vehicle ownership and correspondingly, reduced residential parking requirements. That said, this type of MaaS does not reduce vehicular trips on the road – it only shifts ownership of the vehicle to a third party. As well, the vehicles still need to be parked somewhere, and the utility of the service is highly dependent on access.

### 5.5.2.2 Van Pool Services

Van pool services involve shared use of a vehicle that is between a car and bus in size, typically with 7-15 seats. In the most common model, the van is used by people working at a single location, picking people up from either their homes or designated pick-up point(s). Van pool service providers provide the vehicle and associated maintenance activities, but the costs are split between the users of the vehicle.

In North America, large-scale vanpooling programs are typically organized and promoted by a local government entity (including transit agencies). For example, LA Metro coordinates over 1,300 services across the Greater Los Angeles area, focused on those areas with limited fixed-route transit service. Similarly, San Francisco’s SFMTA agency has implemented a work-shuttle program after a success 18-month pilot (Photograph 21). The public sector entity may or may not choose to subsidise the service.

Photograph 21: SFMTA Work Shuttle



Source: San Francisco Municipal Transportation Agency

Employees may also choose to organize and pay for vanpooling services directly. These services are normally termed “employee shuttles” but offer similar functionality to vanpools. In the GTHA, employee shuttles are generally used to link an employment site with a major transit hub.

Within Oakville, vanpooling (or employee shuttles) would be most effective if they linked the transit hubs (GO station or other transit terminals) with large employment sites not currently well-served by local transit. A privately-run service that is open to the public would be classified as “public transit” with all the regulatory issues associated with that; employee shuttles do not face those issues.

### 5.5.2.3 Ride-Hailing Services

With ride-hailing services, travellers rent a vehicle and driver for their trip. Ride-hailing services include traditional taxi companies, plus transportation network companies (TNCs) such as Uber and Lyft. Since February 2017, the Town of Oakville has required TNC companies to obtain a business licence and operate within rules set-out by a town bylaw (number 2016-083).

Ride-hailing has a high cost per trip compared with other modes, because of the need to pay a driver. However, ride hailing’s app-based approach to booking makes the service easy to use and hence more attractive than a traditional taxi that require a phone call to book. This ease

increases use and reduces demand on other modes. Like car-sharing, it can also lessen the need to own a car and decrease parking requirements in residential areas.

Unfortunately, many cities with established ride-hailing services have seen a decline in transit use, leading to an increase in vehicle traffic. However, the number of ride-hailing trips exceeds the reduction in transit trips, suggesting that it is not only the transit mode that is impacted. The amount of the decline depends on the quality of the transit service and the quality/price of local taxi services.

Ride-hailing services can be used as public transit in areas with very low density, such as rural areas. The City of Hamilton’s “TransCab” service provides subsidized taxi rides between rural areas and the ends of its fixed-route transit system. This provides a cost-effective compromise between fixed-route service and using subsidized taxis for the whole trip. The Town of Innisfil provides subsidized Uber rides for trips within the municipality (Photograph 22). However, its use for commuting travel resulted in high costs to the town. Consequently, the recently capped the number of subsidized trips per use each month, so the service is primarily used for non-commuting purposes.

Photograph 22: Innisfil – Uber Partnership



Source: Town of Innisfil

In urbanized areas (even low-density suburbs), demand levels are high enough that some form of shared-ride service is more appropriate. One such service is LA Metro’s Metro Micro service offering on-demand service within several zones of LA County (Photograph 23). Oakville

Transit’s “Home-to-Hub” service is a similar successful example of this. This provides on-demand transport from people’s homes in low-density or developing areas to a transit hub, where passengers can connect to fixed-route services. Its service area includes North Oakville, where residential development is not yet fully built out. Once this area is developed, fixed-route service may be more appropriate, taking advantage of the Home-to-Hub ridership as a base.

Photograph 23: LA Metro Micro



Source: LA Metro

#### 5.5.2.4 Micromobility

The term “micromobility” refers to the use of small, lightweight vehicles that are hired by a traveller for individual trips. The vehicles include pedal bikes, e-bikes, electric scooters, and electric skateboards. They are most useful for short trips.

Rental programs are typically either “dock-based” or “dockless.” In a dock-based system (such as Toronto’s bikeshare program, shown in Photograph 24), vehicles are stored in fixed locations. Users must pick-up and return the vehicles to those locations. In a dockless system (such as Calgary’s program), vehicles can be stored anywhere there is appropriate parking and a way to secure the bike. Dockless systems generally require a smartphone app for users to locate vehicles to use; dock-based systems allow the user to rent vehicles via an app or by paying at the docking facility. The flexibility and lower start-up costs of dockless systems is offset by the requirement for a smartphone.

Photograph 24: Toronto Bike Share Program



Source: Bike Share Toronto

Micromobility services provide a way for people to make short trips faster than walking without the need to own (and park) a bicycle. Areas that generate much more trips than they attract at certain times of day may require vehicles to be redistributed back into that area (and vice versa). Dockless systems may result in vehicles being left where they cause issues to pedestrians, particularly those using mobility aids or who have visual impairments.

Micromobility programs are most successful in areas that have a mix of uses (which shortens trip distances), high densities (which increases travel demand), and good cycling networks (which makes it easier to use micromobility vehicles). A low mode share for auto travel before the program is created also facilitates micromobility use, as people are more likely to be open to new travel modes. Micromobility can complement transit (particularly higher-order transit) by providing an option for first-mile/last-mile trips.

Oakville’s current urban form and densities are significantly different from those in places where micromobility programs have been successful. However, the Town of Oakville’s land use policies are resulting in mixed-use intensification in key areas. These areas would be natural targets for any micromobility programs in Oakville, particularly as they grow further.

### 5.5.3 New Technologies

#### 5.5.3.1 Alternative Energy Sources

##### *Electric Cars*

The gasoline-powered internal combustion engine has been the mainstay of personal vehicles for over a century. They have enabled unprecedented mobility in our populations and growth of our cities. However, the past 10-20 years have seen an increase in interest in and need to shift towards vehicles powered through alternative energy sources to combat the growing climate crisis.

This will take time, and the wider take-up of electric vehicles depends on technology advances and the policies of higher levels of government. However, Oakville can and should still exert some influence on their local usage to encourage adoption, such as building electric vehicle chargers at municipal lots and encouraging others to do the same. Toronto’s Electric Vehicle Strategy contains several examples of best practice. It includes actions to increase charging availability by:

- Providing incentives for charging infrastructure in the form of rebates or tax incentives
- Providing financing options for charging infrastructure installation on private property
- Monetizing GHG reductions from charging infrastructure via carbon offset credits
- Requiring 20% of parking spaces in new mid/high-rise residential and commercial buildings to have EV charging
- Mandating 100% EV-ready infrastructure in new buildings
- Developing a workplace EV charging program for City-owned facilities

##### *Electric Bikes*

Electric bikes use a battery-powered motor to supplement the user’s pedal power, enabling them to travel faster and with less physical exertion – particularly up hills. Because they are primarily human-powered, they are classified as



bicycles, and are subject to the same restrictions by default. E-bikes are currently prohibited on all multi-use trails and park trails in Oakville; however, this varies by municipality. The mix of policies is likely to create confusion for potential e-bike users, particularly those wishing to travel across municipal boundaries.

Their use on multi-use trails may cause issues where they travel significantly faster than a conventional bicycle. However, if the speed of e-bikes is no higher than conventional bikes, then the risk they pose to other road and trail users is unlikely to be meaningfully higher than conventional bikes. Allowing e-bikes wherever conventional bikes are allowed would help encourage a shift to cycling from other modes.

Bike-share programs in North America that make electric bike available have typically seen them used for longer trips than conventional bicycles, making them a particularly attractive option in lower-density areas such as much of Oakville.

### *Electric Busses*

Electric buses too are becoming a viable option for replacing conventional diesel-power buses. Multiple transit agencies in Canada have taken delivery of electric buses for revenue service, including the TTC, Edmonton Transit, and Brampton Transit.

Oakville Transit has committed to fleet electrification. Successful implementation would have little direct effect on passenger experience, and hence is unlikely to trigger any changes in travel patterns but would serve to make Oakville Transit a more sustainable option for getting around town.

Electric buses can either charge while out of service at the garage (which is the model Edmonton and the TTC are using), or via pantographs at the endpoints of routes during regular service (which is the model Brampton is

trying – shown in Photograph 25). The latter is known as “en-route charging.”

- At-garage charging simplifies the charging arrangements and maximizes service planning flexibility. However, it limits the amount of time each bus can spend in service. (The exact duration will depend on battery capacity and use of heating/air conditioning.) At a typical garage, the peak power requirements could exceed 10 megawatts.
- En-route charging allows for small batteries for a given route length and use of heating/air conditioning. The power requirements at each charging point are lower, simplifying electrical hook-up. However, it limits flexibility in service planning, as new routes may trigger the need for new (or relocated) charging equipment.

**Photograph 25: Brampton Transit Electric Bus Charging**



*Source: Brampton Transit*

Electric buses have higher purchase costs but lower operating costs than diesel buses. The lower operating costs arise from cheaper energy and simplified maintenance. According to Edmonton’s Electric Bus Feasibility Study, the City found that lifecycle costs of electric buses using at-garage charging was just 0.5% higher than diesel-fueled buses; the lifecycle costs of electric buses using en-route charging was 29% higher than diesel-fueled buses.<sup>4</sup> At-garage charging, and en-

<sup>4</sup> *Electric Bus Feasibility Study*, page 1:10. Marcon/City of Edmonton, June 2016. [https://www.edmonton.ca/projects\\_plans/transit/electric-buses.aspx](https://www.edmonton.ca/projects_plans/transit/electric-buses.aspx)

route charging can potentially both use pantographs. This would allow longer routes to use en-route charging if needed.

The capital cost premium of electric buses is expected to fall further as battery technology and manufacturing processes continue to improve. Higher world oil prices (and hence higher diesel prices) would also make electric buses more financially favourable.

To conclude, potential actions for Oakville are as follows:

- Oakville can reduce local atmospheric pollution, noise levels and GHG emissions from auto travel through supporting greater use of EVs (and to a lesser extent, hybrids).
- Oakville can influence the use of electric vehicles, through policies such as the provision of charging points at municipally owned destinations and requiring them in new development. Oakville can also advocate for suitable actions by the Provincial or Federal government.
- Oakville can maximize the investment in its cycling network by allowing e-bikes and e-scooters, subject to consideration of the (different) risks posed by e-bikes and e-scooters to other users of those facilities.
- Continue to progress to full bus fleet electrification.

### 5.5.3.2 Autonomous / Smart Vehicles

Autonomous vehicles are coming, and they will transform how our transportation network operates. However, much is still uncertain, not least of which is timing. This section discusses the potential opportunities and risks of autonomous vehicles, and what Oakville can do to prepare for them.

Potential opportunities of autonomous vehicles include:

- Increasing road capacity and safety because vehicles can more efficiently and are in constant communication with one another.
- Reduced negative environmental effects (from more efficient driving).

- Enhanced mobility for existing non-drivers (from not requiring a driver's licence to use car).
- Increased productivity (from use of in-vehicle time for economically productive activities).
- Self-parking elsewhere to reduce parking demand in locations where space is at a premium. If autonomous vehicles all park in a remote lot, then that would remove the need for residential and non-residential parking alike. This would facilitate Oakville's desires for intensification, both by freeing up land for other purposes, and reducing the cost of new buildings.
- Significant cost savings to transit operators allowing more frequent, far reaching service.
- Augmenting transit as a solution to the first and last mile problem by improving current ride hailing and ride sharing services. The presence of autonomous cars may also change how our streets are designed, how much parking is required on our streets, and how and when people travel.
- Autonomous and connected vehicles would lower the operating costs of goods movement for companies and consumers. Autonomous goods vehicles would have longer operating hours (subject to regulatory changes) and reduced staffing compared to conventional goods vehicles. Connected vehicle technology could also allow trucks to communicate with each other to form more aerodynamic platoons (multiple closely spaced vehicles) to save on fuel.

On the other hand, there are several potential risks to Oakville and its strategic aims:

- Autonomous vehicles risk working against Oakville on their goals to encourage mode shift. This is because it is uncertain how autonomous vehicles will play out. It is dangerous to assume that autonomous vehicles will solve our traffic problems, and therefore we should do nothing to solve them ourselves, because this is far from guaranteed.
- At full rollout, autonomous vehicles may increase the capacity of our roads because vehicles can move

more efficiently on them. However, this could lead to induced demand, resulting in even more people driving. As well, given that autonomous vehicles could theoretically travel without any occupants, the result could be an increase in total vehicle-kilometres travelled. For example, if there is no parking at a users’ destination, then they could return to their origin point and park there, while if they do not park at their users’ origins or destinations, then they would either need to circulate endlessly in traffic or park elsewhere.

On the other hand, full rollout could end up taking decades, and it is unclear what percentage of uptake is needed to start seeing capacity benefits. Therefore, this could be a moot point for the foreseeable future.

- Additional space requirements for pick-up/drop-offs, or risk increasing road blockages.
- Modify its regulations for parking minimums and policies for curb space allocation to allow for changes in parking patterns that CAVs bring, particularly if usage of shared self-driving cars (SSDCs) becomes significant.

Autonomous or not, our roads will still have an upper limit on their capacity, and even if autonomous vehicles temporarily improve the function of our roads, **this will not last**, as new drivers emerge. At the end of the day, giving extensive road space for cars does not make for livable communities, and this will not change in the era of autonomous cars. Oakville must continue to remind itself of the type of community it wants to become: one for people, not for cars.

Therefore, Oakville can:

- Undertake a formal planning study for emerging technologies to develop multiple scenarios that may arise, and how Oakville can adapt to them. The future is uncertain, but by being prepared, Oakville can use new developments in urban mobility to its advantage, rather than being caught off guard.
- Engage with the Province to further its policy aims associated with smart / autonomous vehicles.

### 5.5.3.3 Open Data

The amount and availability of relevant data has steadily increased as the use and capabilities of technology have expanded. This trend is likely to continue in the future. “Open Data” is the term used when data created by the public sector is made available to third parties. The data must be available to all, under a licensing system that allows its re-use.

The Town of Oakville provides an “Open Data Catalogue” on its website. Datasets include geospatial information, recreation programs, election results, energy consumption at town facilities, development permits, municipal budgets, and transit schedules. These items include details behind municipal actions and help promote transparency in the decision-making process.

Within the GTHA, many municipalities have open data platforms. Those that do include Toronto, Hamilton, Peel Region, Durham Region, York Region, Ajax, Brampton, Burlington, Markham, Milton, Mississauga, Newmarket, Pickering, and Oshawa. The Province of Ontario and the federal government also all maintain open data platforms; Halton Region does not.

The provision of Open Data – especially live data - helps individuals and private entities create additional value from information created the public sector. For example, allowing third parties to have access to Oakville Transit’s schedule data has resulted in multiple travel planning apps being available. This supports transit use by making it easier to plan transit trips. Oakville Transit also collects real-time information on its bus locations (and expected arrival times by stop) but does not make the data available for third party use.

Potential actions for Oakville are as follows:

- Oakville can continue to make more data created and collected by the municipality available as Open Data, both for static and real-time information.
- Oakville can continue to draw on the open data of other public sector entities to support all aspects of

the planning, delivery, use and operation of its transportation system.

- Oakville can set licensing conditions that require private transportation operators to share usage data.
- Oakville can coordinate with other public sector governments and agencies to ensure consistency in data schemas, formatting, and quality.

#### Takeaways:

Social programs can be used to reduce demands on existing infrastructure. Due to the shift from working from home brought on by the pandemic, now is an excellent time to implement them, as people are more malleable to change, and have been forced into a real- life experiment proving that working from home is viable, or even desirable.

New technologies also present opportunities to reduce auto demand and make more efficient use of our roads. However, the outcomes of many are uncertain, and municipal leadership is required to make sure that these companies play by its rules.

Caution is required when considering autonomous cars. They will allow us to make more efficient use of our roads, but the principle of induced demand still holds, and our roads will still have an upper limit on capacity. Abandoning mode shift targets due to thinking that autonomous vehicles will solve our congestion problems will end badly. Beyond that, autonomous or not, auto dependence does not build the type of environment Oakville wants to be in the future.

#### Future Studies:

- Strategic Planning Action Items: 8, 9, 10
- Aligned Coordination Action Items: 4, 6

# 6 Implementation

## 6.1 Overview

So far, this strategy has been high level and aspirational in nature. However, it will take a lot of effort, political willpower, and funding to bring the ideas presented here to fruition.

This section provides a high-level guide for implementing this strategy and includes discussion on:

- **Aligned Coordination:** Proving to people that this strategy has worth and should be pursued.
- **Improving Follow Through:** Convincing decision makers of each specific investment's worth.
- **Action items:** A list of studies to complete, and areas to ensure aligned coordination between the Town and stakeholders. This strategy is just the beginning. Identifying specific infrastructure improvements is not the point of the document; rather, these things will be identified by future planning work.
- **Monitoring:** A framework to keep track of Oakville's progress towards its desired vision by introducing measures of success for each of its strategic goals.

## 6.2 Aligned Coordination

### 6.2.1 Winning Over Developers

Oakville can mandate the type of land uses or built form it wants in an area, but for varying reasons, private industry may not engage. Worse, private industry can propose something counter to Oakville's strategic goals, and then prevail at the Ontario Land Tribunal (OLT), like the Town's experience in North Oakville. Typically, this conflict occurs due to either economic obstacles, policy & standards obstacles, or a mixture of the two. Some of these challenges have been observed in North Oakville, which is discussed in Explanatory Box 3.

Outreach to local developers is recommended to hear their concerns, understand their needs, and determine the best way to get them to cooperate in building a better Oakville. Internally, Oakville can develop an incentivization policy that reflects the results of this outreach and revise their design standards and policies to ensure that developers can embrace Oakville's vision.

### 6.2.1.1 Economic Obstacles

Developers need to make a profit, and they will chase the type of the developments that are most likely to achieve that. This tends to be residential development, especially given the hot residential market and the impacts to office use due to the COVID-19 pandemic, as of this writing. In fact, many developers try to avoid committing to employment uses in their proposals, as it can be difficult for them to gain financing without a tenant already signed on prior to construction.

To counter this, Oakville must offer incentives which encourage developers to play ball by offsetting some of the economic factors working against its vision. This could include:

- Fast tracked applications
- Lower developer charges / tax incentives
- Grants or rebates
- Becoming an active participant in land development market through private-public partnerships (Such as Toronto’s Regent Park redevelopment, shown in Photograph 26)
- Buying and holding land until a suitable proposal is presented
- Use of Community Improvement Plans
- In multi building projects (or for developers with multiple individual building projects), allow for flexibility in office, retail & residential space requirements and their phasing of implementation. For example, allowing a developer to build a primarily residential first phase, followed by a more balanced second phase. However, be aware that this flexibility can be abused, with little recourse possible should the developer renege on promises made.

It is recommended that Oakville develop an Economic Incentives strategy which explores and formalizes the above recommendations, either on its own or as part of the Town’s planned Development Charges Background Study or Community Benefit Charge Study.

#### Explanatory Box 3: What’s Going on in North Oakville?

North Oakville is a work in progress. Due to market forces, to date, much of the development has been residential. There is the sense that it is developing as a car dependent community, because so far, it has been.

This has led to some growing pains, like residents finding that they do not have enough parking to meet their needs. This was originally by design, with the hopes that it would encourage residents to use other modes. Yet, because of the phasing of how the neighbourhoods have developed thus far, residents are still finding cars a necessity. Much of the new development applications the Town of Oakville is receiving is residential, which brings concerns that similar challenges will continue in the future.

However, the area is planned to accommodate a significant amount of Oakville’s growth in the next 20 years, and this is just the beginning. There is time to get things back on track, and in fact, Oakville is already starting to see some of the mixed-use transit-oriented development that was envisioned. The Town must stay the course – its vision and the planning work it has developed to support that vision is solid, and worth fighting for.

The economic reality today is that developers will always want to prioritize residential developments before and over other land uses. It is also true that rulings at the Ontario Land Tribunal can allow rejected developments to move forward, despite Oakville’s strategic aims. However, the economic incentives discussed here, paired with phasing requirements can be used to build more positive relationships with developers and encourage them to build mixed use developments *first*, or at least in tandem with residential components, for a more balanced roll-out.

At the same time, the Town must continue to improve multi-modal infrastructure in North Oakville and to other parts of the town, so that those options can grow with the community. In other words, Oakville must build for the community it wants to have, rather than the incomplete form the community is in currently.

### 6.2.1.2 Policy & Standards Obstacles

On the other hand, some developers *will* want to support and progress Oakville’s planning vision, but red tape can get in the way. Often without even fully realizing it, municipalities create a framework of policy and design standards that restrict the very types of developments



that they want to encourage. Through its Official Plan, Oakville should therefore conduct a thorough review of:

- Zoning – in terms of use type, size, and what kinds of buildings are allowed where. Allowances for increased mixed use and “missing middle” developments should be provided so that developers do not have to apply for a zoning variance every time they want to build one.
- Design standards – elements of residential streets including minimum right-of-way widths, building setbacks, lot overage, building height, boulevard & sidewalk widths, road treatment and speed limits should all be reassessed. Often these policies were developed with maximum throughput of cars in mind, and do not fully capture the needs of other modes and the interactions between them.
- Parking Standards - If developers are confident, they can sell units without parking, Oakville should let them, especially as this encourages residents to adopt other modes of transport. Parking minimums should be abolished entirely, and Oakville can explore implementing parking maximums instead.

Photograph 26: Regent Park Redevelopment



Source: Toronto Community Housing

## 6.2.2 Winning Over Residents

Intensification can be a tough sell for existing residents, many of whom chose Oakville specifically for a traditional suburban lifestyle. To proceed, Oakville will need to win over its constituents.

The Town already conducts outreach activities for all new studies such as Secondary Plans, Official Plans and Transportation Master Plans, to give residents a chance to have their voices heard. It may be beneficial for the town to be more proactive in communicating the benefits of intensification, and how Oakville plans to do it differently. It can also pilot new transportation projects before full implementation – sometimes just painting some lines on the ground can present surprising benefits and help make the case for more permanent change.

Key points are:

- Investments in roadway infrastructure are not the only way to improve congestion. By investing in a multi-modal approach, the Town is striving to reduce the need for a car for every trip, reducing strain on the road network.
- Intensification does not need to mean 50 storey towers, and the Town will fight for a more European influenced gentle density while respecting the current heritage value of its existing neighbourhoods, rather than the approach taken by other municipalities in the region.
- Improving walking and cycling infrastructure is better for safety, and better for our health.
- Creating mixed use land uses helps businesses and commercial districts thrive, and makes for an Oakville that is more enjoyable to spend time in.

Therefore, an outreach or marketing plan to be consistent across studies is recommended.

## 6.2.3 Winning Over Halton Region

Without Halton Region’s support, this plan will fail. Trafalgar Rd and Dundas St are fundamental pillars of Oakville’s Urban Structure and this strategy. They are



fundamental to Oakville’s growth, and they are fundamental to achieving its mode shift targets. The Town of Oakville wants - and needs - Halton Region to be an active participant in making these plans a reality. But Halton Region’s views on the role of some of its roads will need to evolve to match what has been proposed.

Oakville is trying to achieve the targets and policies that higher levels of government have set for it. To that end, Oakville must continue to push for alignment between the Town of Oakville and Halton Region at all levels. The results will be worth it, and the cost of failure is high.

**Takeaways:**

Oakville cannot achieve its vision on its own. Collaboration with third parties is a necessity.

To developers, Oakville can create incentives to draw in the type of communities it wants, with a phasing structure that does not result in residential first, mixed-use later. At the same time, it must ensure that its policies and design standards support its vision and allow developers to do so on their own.

To residents, Oakville must try to convey the merits of a new way of doing things. The goal here is to their benefit: less time spent in the car, and more livable communities. It does not mean Oakville will become a sea of tall buildings.

The wide body of planning guidance from all three levels of government is consistent and clear, regarding the need to intensify and shift towards more sustainable modes of transportation. Oakville is merely seeing that through. To do so, the Town of Oakville must have Halton Region’s support. Without it, this strategy and all of the Town of Oakville’s efforts thus far will fail.

**Future Studies:**

- Strategic Planning Action Items: 1, 13, 14, 15
- Aligned Coordination Action Items: 1, 7

## 6.3 Improving Follow-Through

It can be hard transitioning from a study to real world application, whether due to lack of political will or lack of funding. Even the best laid plans will fall flat without both. Indeed, the Town of Oakville (and in particular, Oakville Transit) has already studied many of the ideas in this report. The problem is follow-through. Therefore, we suggest a new tool for the planning process in Oakville: Business Cases.

“A Business Case is a comprehensive collection of evidence and analysis that sets out the rationale for why an investment should be implemented to solve a problem or address an opportunity. Each Business Case is developed using the same guidance to ensure a flexible but consistent and comparable approach across a wide range of investments. Investments include a range of policies, initiatives, and programs that require expenditure.”

- *Metrolinx Business Case Guidance*

A Business Case is like a feasibility study. The key difference is that it focuses not just on financial costs of implementing (and maintaining) a project, but also the *strategic and economic benefits* of doing so. Often, transit projects struggle to show their worth from a pure financial perspective, but when looked at under a more wholistic lens, it becomes clear that the economic activity they would generate would be greater than the funds required to implement them.

Typically, business cases start with framing the problem meant to be solved and outlining different alternatives that could address them. Each project is then analyzed under four key lenses:

1. Strategic Case: How does the investment achieve strategic goals and objectives?
2. Economic Case: What are the investments overall value to society?
3. Financial Case: What are the financial implications of delivering the investment?

4. Deliverability and Operations Case: What risks and requirements must be considered for delivering and operating the investment?

The business case approach can be applied at all stages of the project life cycle:

- The Preliminary Business Case: An initial feasibility study, to establish the problem to be solved and to determine the optimal solution to be carried forward
- Design Business Case: An evaluation of proposed design options, identifying efficiencies that can lower cost and improve performance
- Post-In-Service Business Case: Retrospective evaluation of built infrastructure to learn from for future investments

This section uses Metrolinx’s Business Case Framework as an example. However, there are many others to draw inspiration from. Ultimately, every organization should tailor business cases to their scale and need. After all, Oakville is not designing multi-billion-dollar subway projects.

Business cases can be optional, recommended or required at varying levels of investment that makes sense for that specific organization. Similarly, the level of analysis conducted in each business case should be relative to level of investment, risk, strategic importance, and anticipated difficulty in achieving funding.

More specifically, business cases can be considered for the following types of projects.

- Infrastructure improvements or major purchases (examples include roadway widenings, bus lanes, bike lanes, fleet improvements)
- Policy changes (examples include congestion pricing, parking pricing, speed reductions or changes to enforcement)
- Service enhancements (examples include increased bus frequency or new routes, changes to fare structure, bike share services, TDM schemes)

This approach presents some strong benefits:

- A consistent, quantifiable and transparent methodology and final metric (Benefit-Cost-Ratio) for comparing different courses of action to any given transportation challenge
- Allows decision makers to make more informed decisions by holistically capturing the costs and benefits (including economic and strategic) of implementing a project, both looking into the future, and in retrospect
- Allows Oakville to “Speak the same language” as upper levels of government

**Takeaways:**

It is recommended that Oakville explore Metrolinx’s Business Case Guidance, available for free on their website, or any comparable guidance from other governmental agencies. This can be adapted into a full framework (or, less formally used to improve the Town’s process of conducting feasibility studies to better capture economic and strategic benefit, if desired) to suit the needs of the Town of Oakville based on the scale and types of municipal projects that could benefit from such an approach.

Any framework developed should be universal across the Town; differences between parts of the town (such as North Oakville) would be captured in each business case under the Strategic Case.



## 6.4 Action Items

Key action items are listed below that will allow Oakville to move forward on the initiatives listed in this section. Their priority (Low, Medium, and High) is provided, as well as their alignment with the goals set out earlier in this report. Most action items touch on every goal in some way, but the main focuses are highlighted. Depending on the Town of Oakville’s preference, some items can be bundled together into larger master planning documents or done separately. A timeframe is given for each recommendation: short (1-2 years), medium (2-5 years) and long (5-10 years).

This section is separated into three areas of focus:

- Strategic planning documents which will guide Oakville’s development
- Business cases for specific planning projects to demonstrate the need for funding and implementation to decision makers
- Opportunities for aligned coordination with stakeholders to advance Oakville’s strategic aims

### 6.4.1 Strategic Planning Documents

No.	Task	Description	Timeline	Alignment with Goals	Cross Reference
1	Official Plan	Formalize the vision of 15-minute neighbourhoods within the Town's Official Plan and seek council direction to begin incorporating the principles of 15-Minute Neighbourhoods into Town policies.	●○○		5.3 5.4 6.2.1
2	Transportation Master Plan	Advance the prioritization of non-auto modes, in contrast to previous editions of the TMP, and introduce the necessity for a Complete Streets approach (to be refined into actual policy in a separate guide document). Active transportation and Transit will be bundled into the main TMP document.	●○○		5.2.1 5.2.2 5.2.3 5.2.4 5.4 5.5

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No.	Task	Description	Timeline	Alignment with Goals	Cross Reference
3	Complete Streets Framework	Develop a “Complete Streets” guide to formalize how to shift limited right-of-way away from auto-centric design towards walking, cycling and transit depending on land use and built form contexts.	●●○		5.2.1 5.2.2 5.2.3 5.2.4 5.2.5 5.4
4	Multi-Modal Levels of Service Framework	Develop a framework to capture the multi-modal impacts & benefits of new developments. A suggested starting point is the Ottawa MMLOS Guidelines (or anything similar), though Oakville is encouraged to expand on this, filling in gaps and better tying it to urban built form, land use and complete street-principles. The framework should re-orient Oakville away from prioritizing auto levels of service at the cost of everything else.	●●○		5.2.1 5.2.2 5.2.3 5.2.4
5	Business Case Framework	Explore adopting a formal business case approach to help prove the benefits of the financing, operation, and maintenance of new infrastructure to decision makers. The Metrolinx Business Case Guidance can be used as a starting point, though development of standards specific to the town is encouraged.	●●○		5.2.2 5.2.4

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No.	Task	Description	Timeline	Alignment with Goals	Cross Reference
6	Transit Service Review	Separately from the more long-range planning and physical infrastructure focus of the TMP, conduct a shorter term (5-year) comprehensive review focused on service levels, operations, and maintenance.	●●○		5.2.4
7	Parking Strategy	Conduct a parking strategy to right-size the parking supply while still ensuring that Oakville’s parking needs are met. Explore new technologies that can allow Oakville to utilize the existing parking supply more efficiently. This is underway.	●○○		5.2.5
8	Transportation Demand Management Strategy	Conduct a Transportation Demand Management (TDM) strategy to explore ways to further evolve and build on the Smart Commute Program with the goal of reducing or redirecting transportation demand on the existing network. This may be bundled with the next TMP.	●●○		5.5.1 5.5.2
9	Emerging Technologies Strategy	Develop a formal strategy for the adoption of new technologies and how they will impact the transportation network. A key focus should be on scenario planning as the future is ever uncertain. This may be bundled with the next TMP.	●●○		5.5.3

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No.	Task	Description	Timeline	Alignment with Goals	Cross Reference
10	Goods Movement Strategy	Modernize the Town’s Goods Movement Strategy at regular intervals. The last one was done in 2016. A revision post pandemic would be beneficial to see if pandemic shopping trends (and supply chain constraints) have reverted to normal, or are maintained, and what impacts this might mean for the town. This may be bundled with the next Transportation Master Plan.	●●●		5.2.6
11	Year-round Maintenance & Asset Management Strategy	Maintenance, tracking, operations and funding planning for street furniture and other infrastructure.	●○○		5.2.2 5.2.3 5.2.4
12	Vision Zero (or Similar) Strategy	Expanding on the Neighbourhood Traffic Safety Program, Oakville can consider how road safety is interrelated with land use planning, road design, mode choice, education, and technology under a Vision Zero (or similar) context, with the goal of making our roads safer for all users.	●○○		5.2.1 5.2.2 5.2.3 5.2.4
13	Economic Incentives Strategy	To combat market forces, Oakville must explore expanding incentives to get the type of development it envisions. It is strongly recommended that Items 13-15 are looked at holistically.	●○○		6.2.1

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No.	Task	Description	Timeline	Alignment with Goals	Cross Reference
14	Development Charges Background Study	Development charges assist in providing growth related infrastructure required to service future development by establishing a viable capital funding source. This study will update Oakville’s current fee structure. It is strongly recommended that Items 13-15 are looked at holistically.	●○○		6.2.1
15	Community Benefit Charge Study	Mixed use land development is important and have been the focus on this strategy, but other amenities such as parks, community centres, etc. are just as important for creating livable environments. Fees extracted from developers can be used to pay for such benefits. This study will update Oakville’s current fee structure. It is strongly recommended that Items 13-15 are looked at holistically.	●○○		6.2.1
16	Pedestrian Charter Update	An update to the 2009 Pedestrian Charter is planned. This will serve as Oakville’s statement of commitment to building an improved pedestrian experience in the town, and is a chance to highlight the steps that have been taken thus far.	●●○		5.2.2
17	Sidewalk Gap Analysis	Oakville is aware of the gaps in its sidewalk network, particularly south of the QEW. This study will identify the gaps as well as which ones would provide the most benefit to close.	●●○		5.2.2

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### 6.4.2 Feasibility Studies / Business Cases

No.	Task	Description	Timeline	Alignment with Goals	Cross Reference
1	Trafalgar BRT-Lite / BRT Business Case	Conduct updated business case for a BRT-Lite (with consideration for an eventual upgrade to full BRT) service along Trafalgar Rd reflecting up-to-date land use forecasts.  Metrolinx Dundas BRT Initial Business Case was released in 2020 and work is progressing.	●●○		5.2.4
2	On-Demand Transit Service Business Case	Study expansion of Home-to-Hub across different parts of Oakville, or town-wide. Explore true on-demand micro transit service.	●○○		5.2.4
3	Bike Share Business Case	Conduct a feasibility study / business case for a bike share program (or other forms of micromobility) in key areas, and gradually build out from there, expanding on the planned pilot linking Sheridan College with Oakville GO Station.	●●○		5.2.3

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### 6.4.3 Aligned Coordination

No.	Task	Description	Timeline	Alignment with Goals	Cross Reference
1	Regional Road Network	The regional road network is just as much a part of Oakville as its local roads, and the Town has identified Trafalgar Rd and Dundas St as growth corridors. They are critical for the success of this strategic and Oakville’s growth and mode shift objectives. Oakville must work towards closing the gap between the Region’s vision for their regional roads, and its own.	● ○ ○		5.2.1 6.2.3
2	Fare Integration	Co-fares between GO and Oakville Transit are provided, and passengers can transfer between Oakville Transit and MiWay or Burlington Transit with some restrictions. Metrolinx is conducting planning work for fare integration across the region. Oakville should continue to push for improved, seamless travel across the region.	● ○ ○		5.2.2
3	Goods Movement	Much of the region’s good movement is out of Oakville’s direct control. However, Oakville should strive to have a seat at the table in discussions pertaining to rail, plane, and truck deliveries (particularly truck), as the impacts do trickle down to the local level on final delivery.	● ● ○		5.2.6

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No.	Task	Description	Timeline	Alignment with Goals	Cross Reference
4	Emerging Vehicles	Allowing emerging technologies to counter mode shift efforts should be avoided at all costs. It is unlikely that these technologies will fix our congestion problems in the short term, if ever, and regardless, car-oriented development does not fit the mold of the type of town Oakville wants to be.	● ○ ○		5.5.3
5	Municipal Control	Oakville’s strategic aims can be undermined or strengthened by OLT rulings. The Town should therefore push for increased municipal autonomy in local planning, particularly as it pertains to land use mix, building height, and the interaction between the building and street at ground level.	● ○ ○		5.3.2 6.2.1
6	Open Data	Explore options to expand Open Data offering – particularly live data - and encourage Halton Region to create one.	● ● ○		5.5.2
7	Stakeholder Groups	Oakville can mandate or encourage specific urban forms or land use mixes, but there are no guarantees that industry will bite. Outreach to local firms to hear their voices, concerns and aspirations can help to bridge the gap between the two conflicting groups and identify ways the Town can encourage developers to get on its side.	● ○ ○		6.2.1 6.2.2 6.2.3

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## 6.5 Monitoring








This strategy is a transition point for the Town of Oakville. A lot of work has already been completed by the Town, and more needs to be done to bring it closer to its vision of a transportation network where all modes are viable, supported by progressive land use policies where they can thrive. To keep up momentum, Oakville must track the progress of this strategy over time and across multiple projects.

There are several keyways the Town can monitor the success of this strategy over the long term. They are a combination of one-off victories, and long-term tracking:

- **Completion of follow-on strategic planning documents and feasibility studies / business cases** in their recommended timeframe (Table 6.4.1 and Table 6.4.2), to continue to advance the strategic direction outlined here. Ideally, these studies should include the vision and goals outlined here, so all follow-on work is consistent over time.
- **Tracking of Key Performance Indicators (KPI) over time.** KPI should be related back to the goals established earlier in the strategy, which in turn link back to the overarching vision. KPI should be simple, quantitative, measurable, and realistically attainable. Table 3 provides recommended KPI to track on an annual basis. A summary report at regular intervals (annual or biannual recommended) outlining the KPI relative to their targets should be conducted and circulated, with gaps identified and causes explored. However, the specific targets for each KPI should be determined in follow on studies (Official Plan and TMP).
- **Success of efforts to coordinate with other levels of government.** Has Oakville had its voice heard? For each case (Table 6.4.3), we suggest developing a master spreadsheet tracking elements like date of meetings, attendees, stances taken, and decisions made, and whether Oakville was able to influence the discussion in its favour (and why). This can be reviewed over time, so that internal strategy can be

adjusted if necessary. In the end, the metric of success is a simple yes or no – did Oakville get what it needs, or not?

**Table 3: Potential Key Performance Indicators**

Goal	Potential Key Performance Indicators
 <p>Integrated</p>	<ul style="list-style-type: none"> <li>• Ratio of mixed-use gross floor area (or retail/office gross floor area in residential neighborhoods) to purely residential gross floor area / number of units.</li> <li>• Ratio of new units in intensification areas to units in greenfield areas.</li> <li>• Average ratio of parking to number of units in new developments</li> </ul>
 <p>Viable</p>	<ul style="list-style-type: none"> <li>• Walking, cycling and transit mode share</li> <li>• Number of cars per household</li> <li>• Linear kilometres of new cycling infrastructure</li> <li>• Number of Jobs within 30 minutes travel by sustainable modes.</li> </ul>
 <p>Connected</p>	<ul style="list-style-type: none"> <li>• Percent of population within 30 minute transit time to urban growth node or corridor.</li> <li>• Travel time between urban growth nodes via sustainable modes</li> <li>• Walk Score</li> </ul>
 <p>Equitable</p>	<ul style="list-style-type: none"> <li>• Resident survey feedback</li> <li>• Care-A-van ridership</li> </ul>
 <p>Health &amp; Well-Being</p>	<ul style="list-style-type: none"> <li>• Road-related Deaths and Serious Injuries per Thousand Residents</li> <li>• Walking &amp; cycling mode share</li> </ul>
 <p>Sustainable</p>	<ul style="list-style-type: none"> <li>• Green house gas emissions from the transportation sector (or comparable metric, such as gasoline/diesel sales in Oakville)</li> </ul>
 <p>Prosperous</p>	<ul style="list-style-type: none"> <li>• Credit card transaction data value in mixed use developments and urban centres</li> </ul>

In particular, Oakville needs Halton Region’s participation and support for this plan to be successful, because the regional roads are fundamental spines of the city. Without them, this strategy will fail. Oakville and Halton Region have not always seen eye to eye on the role of regional roads in the town. This needs to change. In five years, if Oakville can say that it has been able to get Halton Region on its side, they will have made a lot of progress towards the overall success of this strategy.

- The strategy has been clear on the need to eliminate parking minimums across the town, to end the long running subsidy on auto travel. This point – simply a success or a failure - is critical to the success of this strategy.
- At the end of the day, this strategy requires Oakville to do things differently. Several of the recommended follow-on projects are **fundamental**. Oakville needs a Complete Streets Framework. It needs a Multi-Modal Levels of Service Framework and a new road classification system. It needs an economic incentives program to offset market forces and encourage developers to build the types of developments it wants. And it could benefit from a business case framework, or similar, to help justify future transportation projects. So, the question then becomes, five years from now – have these tools been developed, and are they actively being used? Are they engrained in new development applications? Are they engrained in internal processes and being used in subsequent secondary plans, corridor studies and other strategies? The tools suggested herein need to be embraced by staff and council, and then mandated.

**Takeaways:**

There are four ways to track the success of the Urban Mobility & Transportation Strategy:

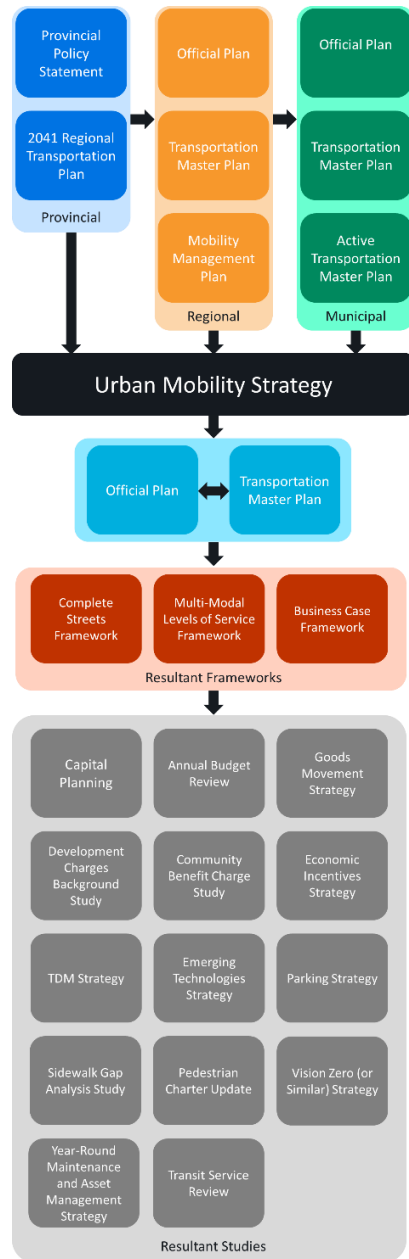
- Completion of the recommended follow-on studies
- Success in convincing Halton Region and other relevant third parties to support the Urban Mobility & Transportation Strategy
- Specific, measurable, and realistic KPIs, suggested for each of the seven goals
- Success of eliminating parking minimums across the town
- Success of engraining the tools suggested by the Urban Mobility & Transportation Strategy into Oakville’s planning paradigm

# 7 Direction for Future Studies

## 7.1 Overview

This section will provide guidance and direction for some of the key future studies identified in the previous section. The overall “big picture” is outlined in Figure 7-1, showing this Urban Mobility & Transportation Strategy’s role in bridging the gap between past studies and future work.

**Figure 7-1: How the Urban Mobility & Transportation Strategy Fits into the Big Picture**



## 7.2 Study-Specific Recommendations

### 7.2.1 Official Plan & Transportation Master Plan

At the heart of this strategy will be the connection of land use and transportation, implemented via a Complete Streets approach to transportation planning, and a 15-Minute Neighbourhood approach to land use and network planning. Oakville’s Official Plan and Transportation Master Plan must therefore act as the bedrock upon which everything else is placed. It is recommended that these studies be conducted in parallel, or even as part of one large mega project, rather than be isolated endeavours to ensure that linkage is maintained.

The next **Official Plan** review should consider:

- Development of different urban typologies and their associated built form.
- Explore the missing middle (duplex, triplex, townhomes) that can act as a bridge between Oakville’s existing suburban neighbourhoods and more dense urban cores.
- Revision to zoning bylaws mandating & encouraging clustering of specific land uses in specified 15-Minute neighbourhoods.
- Relaxation of zoning bylaws to allow for limited additions of retail and or office space into existing communities, and identification of where this might best fit.
- Provisions to support development of main streets, including strong street walls and hidden parking. What happens at street level is as important, if not more important than how tall the building is.
- Changes to parking bylaws and developer requirements reflective of Oakville’s parking strategy (to be discussed later).

The next **Transportation Master Plan** update should:

- Update the understanding of Oakville’s transportation and demographic landscape.

- Update or reconfirm Oakville’s vision for its transportation network and the goals that will achieve this.
- Confirm alignment with Official Plan on growth nodes, corridors, and employment areas.
- Develop a multi-modal road classification system.
- Create a framework for monitoring implementation.

Oakville will be bundling the active transportation and transit components into the next master plan at the same level of detail they would be as standalone documents. This is to prevent having numerous studies referring to other studies, and to ensure all the modes are looked at holistically.

The **pedestrian component** of the Transportation Master Plan should consider:

- Conduct a best practice review of pedestrian infrastructure design using case studies from other towns and cities.
- Identification of key destinations for pedestrians (transit stops, schools, etc.) and assess access to them on a town-wide level. Recommend infrastructure improvements to allow improved access to these sites.
- Diving deeper, assess current pedestrian provisions at key growth nodes and along key growth corridors, and recommend improvements that will support Oakville’s land use policies.
- Identification of neighbourhoods that can be retrofitted to be more walkable, through the addition of new infrastructure, and the modification of land use policies at key nodes.
- Develop a comprehensive Vision Zero strategy (or similar) & funding strategy.
- Identify cross-neighbourhood barriers to pedestrian travel and explore ways to improve the pedestrian experience specifically along and across regional roads.



- Oakville is aware of the gaps in its sidewalk network, particularly south of the QEW. A Sidewalk Gap study is planned, though this could be incorporated into the TMP if desired.

The **cyclist component** of the Transportation Master Plan should consider:

- Analyze current cycling demands and trends and estimate future cycling demand that can be captured from other modes.
- Develop a framework for the identification and prioritization of new cycling infrastructure based on evaluation criteria that maximizes cyclist safety and ties directly back to Oakville’s long term planning objectives.
- Identification of long-term cycle network by classification and timeframe / priority.
- Identification of where non-linear cycling facilities could be added.
- Formalize the vision of a bike share system.
- Development node and station access plans to ensure that all major transit hubs and intensification areas serve and encourage bike ridership.

The **transit component** of the Transportation Master Plan should consider:

- The role that transit plays within the context of 15-Minute Neighbourhoods and the connections between urban growth nodes.
- A Complete Streets lens identifying how to bring transit to the forefront of our streets.
- Identification of potential express routes and potential BRT-lite services along future BRT corridors.
- Review best practices from other nearby municipalities, including successes, failures, and ways to innovate.
- Review innovative technologies that can improve transit service or operations. Explore the potential

expansion of the Home-to-Hub program across Oakville, as well as van-pooling services.

- Identification of long-term capital projects, with an early understanding of their capital costs.

### 7.2.2 Complete Streets Framework

- Explore best practices from other similarly sized municipalities and towns.
- Make the case for why the plan is necessary.
- Develop minimum standards for accommodating each mode, regardless of what else is happening on the street.
- Link back to the road classification system developed in the TMP.
- For each classification, create ideal roadway cross sections and intersection layouts that best accommodate the relevant combination of modes.
- For each classification, provide room for variances to account for local differences.
- For each classification, identify how roadways can be designed flexibly, so that Oakville is not tied in to one specific design for the entire life of the road, but can adapt to changing requirements in the future.

### 7.2.3 Multi-Modal Levels of Service Framework

Oakville should restart work on updating their traffic impact study standards to better capture the multi-modal impact of new developments. The most critical piece of this is the development of a new set of multi-modal levels of service metrics with guidelines on how to calculate them.

This strategy has suggested the Ottawa MMLOS methodology as a good starting point. However, it does have gaps and is better suited for suburban developments. Ultimately, the MMLOS framework needs to fit its local needs, and so “off-the-shelf” frameworks should not be used without extensive modifications or confirmation that it is indeed the right fit. Expanding on this for use in more-dense neighbourhoods by capturing

the link between transportation, land use & built form would allow it to be used across Oakville and better fulfill the Town’s strategic goals. If desired, the Town can also explore other methodologies and draw inspiration from multiple sources to help fill any gaps in the Ottawa approach.

#### 7.2.4 Business Case Framework

Business cases can assist in achieving funding for major expenditures, including infrastructure expansion, policy change and serve improvements. This is because they capture not just financial cost, but economic and strategic benefit.

Metrolinx’s business case guidance is available to the public online, as are business case frameworks from other organizations. The Town of Oakville is encouraged to explore developing a framework that fits its own local needs and scale. Alternatively, and less formally, it can bring in some principles from business cases into its current practice of feasibility studies.

#### 7.2.5 Transit Service Review

The next regular Operational Service Review can be undertaken to improve transit service with limited physical infrastructure changes. Like previous plans, this iteration should examine the following elements:

- Review travel patterns within the Town of Oakville.
- Examine bus route layouts and service coverage.
- Analyze service reliability and identify ways to improve them.
- Analyze ridership profiles to assess frequency and crowding.
- Explore improve connections with other transit services.
- Review bus fleet and required maintenance.

#### 7.2.6 Parking Strategy

Oakville is currently conducting a comprehensive parking strategy that critically examines the role of parking in its

community and how it fits in the picture of 15-Minute Neighbourhoods and Complete Streets.

The strategy should seek to chart a course beyond the status quo to ensure that parking provisions of future developments fits within the planned land use context and reflects the shifting of mode choice priorities. To achieve this, the parking strategy should:

- Identify if any of the existing parking demand can be shifted towards other modes of transport and how this behaviour can be encouraged – particular in urban growth nodes.
- Work towards abolishing parking minimums and explore implementing parking maximums.
- Determine how parking demands can best be managed without negatively impacting the urban form of each growth area and the feasibility of each option. Set standards for parking lot orientation relative to the rest of the built environment (i.e below or above grade, behind buildings rather than adjacent to the street, etc.)
- Research new parking supply management and enforcement technologies, their use and efficacy in other municipalities, and assess their feasibility in Oakville and where they might best be implemented.
- Assess the current parking inventory and ways to right-size.

#### 7.2.7 TDM Strategy

Oakville has a success TDM program in place through Smart Commute. A future TDM strategy can look to expand on this. In particular, the pandemic has given thousands of people a taste of working from home, which they otherwise may not have tried (or been allowed to try). Figuring out how to capitalize on this and keep it going in some hybrid form can make a significant difference in the long term. Items to consider include:

- Identification of education and outreach initiatives to bring more employers, schools, and communities into the TDM sphere.

- Explore ways to capitalize on COVID-19 working-from-home.
- Add new initiatives, incentives or subsidies to Smart Commute based on successes elsewhere.
- Improve TDM requirements in development applications.
- Link up with other strategies that have a role in TDM beyond social programs (parking strategy, bike share & micromobility programs, transit service review).

The TDM Strategy may be bundled with the next Transportation Master Plan.

### 7.2.8 Emerging Technologies Strategy

The Emerging Technologies Strategy should reflect the fact we are in a time of profound change in the transportation sector, but also that the future is uncertain. This includes:

- Develop an updated understanding on the current state of new technological advancements in the transportation sector, where they have been applied, the successes and failures that have been had and the risks that may arise from them.
- Develop scenarios that vary in timeline and impact and assess how Oakville’s transportation network will react to and accommodate each.
- For each scenario, identify what Oakville will need to do to successfully accommodate each scenario in terms of policies and procedures, new infrastructure, and modifications to existing services.

The Emerging Technologies Strategy may be bundled with the next Transportation Master Plan.

### 7.2.9 Goods Movement Strategy

Refresh the Goods Movement Study that was conducted in 2016. It should:

- Consider how online shopping has changed after the pandemic, and whether things have gone back to as they were before or stabilized in a new normal.

- Identify risks to the supply chain in the face of increasing congestion and risks to offset this.
- Develop first/last mile strategies to reduce delivery traffic in neighbourhoods and urban areas.
- Explore ways to green supply chain operations in Oakville.
- Determine how goods movement plays into new road classification system and Complete Streets Framework. What is the role of delivery vehicles on our streets and how can they be accommodated?
- Link with TDM strategy to get auto drivers off the road, clearing the way for goods movement activities that cannot be diverted to other modes.

### 7.2.10 Year-Round Maintenance and Asset Management Strategy

Many of the recommendations in this report call for additional street infrastructure / furniture. This comes at an upfront cost, but also requires year-round maintenance – especially in the winter, when items can be damaged by weather, or weather clearing operations. This strategy will look for funding opportunities, and explore the full life cycle of these assets, including operations and maintenance requirements. The Town is encouraged to think not only about cost, but also the benefits these assets would provide.

### 7.2.11 Vision Zero (or Similar) Strategy

The Neighbourhood Traffic Safety Program has identified key changes to Oakville’s transportation network to implement in the short to medium term. However, this strategy has identified the importance of road design on public safety. At the same time, it has identified the need for the design of our streets to better accommodate Oakville’s design-built form the modes needed to serve them (walking, cycling, transit). Therefore, the Vision Zero (or similar) strategy should explore permanent physical infrastructure changes under this multi-modal, city-building lens. The Complete Streets Strategy, alongside the new road classification system and MMLOS

framework will design new street topologies for Oakville. Vision Zero, or similar must be engrained in all of it.

The strategy can also explore other aspects of Vision Zero, some of which already have been by the Town:

- Explore opportunities for education and outreach to local communities, encouraging drivers to slow down, wear seatbelts or helmets and avoid aggressive driving.
- Link up with the TDM & Digital Strategy and other mode shift initiatives to identify ways to reduce total auto miles driven in the town.
- Explore changes to local laws placing more responsibility on the driver when things go wrong.
- Continue to identify locations for traffic calming, signal modifications, new signage, and automatic enforcement.

### 7.2.12 Economic Incentives Strategy & Other Development Charges Studies

Oakville must produce a plan to incentivise developers into making the types of neighborhoods it wants to see. Just as important is the phasing, to prevent all the mixed-use components being delayed to later phases (and potentially dropped entirely). Recommended strategies to explore were discussed in Section 6.2.1.

Oakville is planning a Development Charges Background Study and Community Benefit Charge Study. Development charges assist in providing growth related infrastructure required to service future development by establishing a viable capital funding source. Community Benefit Charges help pay for critical components of making neighbourhoods livable, like community centres and parks. These studies will review Oakville's current fee structure.

It is strongly recommended that these elements be considered holistically, as economic incentives provided to developers may have an impact on the fee structure, and vice versa.

### 7.2.13 Pedestrian Charter Update

The Town is planning to update its Pedestrian Charter, which was adopted by the Town in June 2009. The original charter provides a strong vision for pedestrian movement in the Town. The update should:

- Vocalize the need to actively prioritize – not just support – pedestrian movement through the Town
- Highlight the tools and steps Oakville is taking to *proactively* change things on a systematic level (such as: new road classification system and the multi-modal evaluation framework)
- Re-emphasize the connection of pedestrian movement to design. That is, the built form of our communities (human scale versus sprawl), and the configuration of our transportation infrastructure (auto-oriented design versus multi-modal).
- Highlight the trail system as a key asset of the Town, for improved integration with the rest of the network.

## 8 Conclusion

The Town of Oakville has long developed around the private automobile. Its urban form – and therefore the mode choice of its residents – reflects that. Now, Oakville is at a turning point in its development. If things do not change, the Town will not be able to accommodate the demands of the future that come from existing within a growing region, nor will it be able to adapt to an evolving transportation landscape and respond to a changing climate.

Already, Oakville has taken steps to bring about a brighter tomorrow. The Town has established an Urban Structure to govern its intensification, making sure that it will grow smartly in the right areas which would most benefit from that growth. Eight Urban Growth Centres and two growth corridors have been identified, and an extensive body of planning work has already been completed to bring them to life. Some of these centres are already in progress, but continued efforts will be needed to keep them on track.

This Urban Mobility & Transportation Strategy sought to provide a unified direction for the transportation landscape in Oakville – one that would encompass all the growth areas that have already been established, as well as future ones, and even all other parts of the town where growth and change need to be more subtle. The recommendations may differ by area, but the overall vision does not.

**For Oakville to achieve its mode shift targets, it needs to actively prioritize those modes.** It needs to provide the infrastructure to accommodate them, just as it has for automotive travel, to ensure safe, efficient, sustainable, and accessible mobility for all people. The key role of the transportation network is to move people – not just cars.

**For Oakville to achieve its mode shift targets, it needs to develop a human-scale urban form in which those modes are viable and can thrive in.** At its current scale, Oakville is too spread out for more sustainable modes to be viable, due to the prevalence of single use zoning that separate residents from key destinations, as well as stringent parking minimums which result in destinations that sprawl and require cars to travel through and between.

Therefore, we have proposed that Oakville concentrate on building complete **15-Minute Neighbourhoods** with mixes of land uses that can accommodate the day-to-day needs of its residents, so that they no longer need to hop in a car for every little thing. In parallel, we have proposed that Oakville adopt a multi-modal **Complete Streets** focus to its transportation network so that every mode is competitive, accessible, and a pleasure to use. The development of new methodologies to classify and evaluate streets will be critical, to achieve balance between the various modes by actively prioritizing the ones (walking, cycling and transit) who have not been given proper focus until now.

Implementing the strategy will be a challenge. Economic forces mean that developers may not always agree completely on what should be built in Oakville, but economic incentives may help to offset the influences of the market that are beyond Oakville's direct control. Many of the roads in Oakville, including both growth corridors, are not owned by the Town. These are critical spines to Oakville's future development, and so the Town of Oakville needs Halton Region's support to reach these corridor's full potential. Otherwise, this plan will not be successful.

This Urban Mobility & Transportation Strategy is not static and will take continued efforts to see it through. It will take time, but Oakville's efforts **will** pay off, so long as the Town continues to fight for the future it believes in. In the end, with this plan, and future ones, Oakville will be able to switch gears towards a town that is more resilient, livable, and prosperous than ever before.

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# Oakville Urban Mobility and Transportation Planning Strategy: Best Practice Review

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# 1 Introduction

The Town of Oakville's Strategy for Urban Mobility and Transportation Planning will explore the current advances in urban mobility and transportation planning, and examine ways in which to advance the prioritisation of walking and cycling, transit users and good movements ahead of the private automobile. It will also support the vision outlined in the Town's Official Plan for a transportation network with multiple options for the movement of people and goods within Oakville and to/from the GTHA.

The Strategy will ultimately create a multi-pronged approach for moving people and goods throughout the municipality. It will help the Town set the future direction on integrating land use and transportation policies. This will support growth in non-auto modes, create a more livable town, reduce the need for further road widenings, and deliver other social, environmental and economic benefits.

This report provides the first major step towards delivering that Strategy by reviewing what the future may hold for the transportation sector, and what that could mean for Oakville, in terms of opportunities, challenges and risks. This report is divided into three chapters:

- **Technology and trends in transportation:** background and emerging directions;
- **Trends for current movement patterns:** covering where, why, when, who and how people travel to/from/within Oakville, plus lessons from other jurisdictions;
- **Lessons from other jurisdictions:** around the world and locally; and
- **Strengths, weaknesses, opportunities and challenges:** summarizing the key factors affecting Oakville's transportation system, and the steps the Town may need to take.

The material and findings in this report will be used to inform the Strategy itself. Following this report, the project team will:

- Collate context and direction from other transportation-related plans;
- Established a unified future direction for transportation;
- Devise a set of initiatives to support mode shift;
- Set the direction for other transportation-related studies by the Town (including the Official Plan); and
- Develop an implementation plan and define transitional steps.

This material will all be brought together into the final Strategy Report, which will include this report as an appendix.



## 2 Technology and Trends in Transportation

### 2.1 Mobility as a Service (MaaS)

#### 2.1.1 Background and Emerging Directions

##### *General Concepts*

The term “mobility as a service” (MaaS) is the concept of people changing from traveling using things they own (particularly cars) to travelling using services provided by others. A key part of that concept is the ability to choose a mode of transport for each trip individually. Thus, it includes methods of travel such as taxis/ride-sourcing, bike share, car share and public transit.

MaaS requires that travellers have timely information about their travel options (including access arrangements, journey times, and price). This in turn means service providers must make that information available to potential users, ideally in a way that can be aggregated into a common platform (such as through smartphone app). To be effective, MaaS also requires an easy way to pay for those different options.

Under MaaS, transportation services can be provided by the public or private sector. The freedom of choice allows travellers to select the most appropriate mode(s) for each trip, maximizing the personal benefits.

Elements of MaaS are already in place, but significant gaps remain. On the information front, almost all public transit providers in Canada make their schedule data available for third parties to use. Various existing smartphone apps combine information about public transit with other mobility options, such as bike share or ride-sourcing.

However, some private transportation service providers have not supported making their data available. The two largest ride-sourcing companies in North America (Uber and Lyft) no longer allow third parties to obtain information or book trips. The private company Motivate operates bikeshare programs in multiple North American cities, and used to allow third parties to obtain information or book trips. However, since being bought by Lyft, this is no longer the case.

On the payment front, it is currently unusual for transportation service providers to allow payment via third parties. This means, for example, an app that allows travel planning across all mobility options cannot then allow users to pay for their chosen mode. New providers of non-transit transportation services have a strong incentive to allow third-party payments, as it helps support early adoption in places their services are new. This incentive will reduce as they become more established. Transit agencies are also more established, and hence their incentive is lower, but still present.

The Presto smartcard already provides a common payment platform for the GTHA's transit service providers. Presto is moving towards supporting "open payment", whereby credit cards, debit cards and smartphone systems such as Apple Pay can be used to pay transit fares. However, it is not available for other transportation services, nor can it be integrated into third party apps.

Overall, it is likely that third-payment payment mechanisms will become more common, with new non-transit transportation service providers leading the way. The Town can support the adoption of third-payment payment mechanisms by making it a licence condition for new operators, and by ensuring its own transportation services support it.

Some elements of MaaS are in place, but significant gaps remain, particularly regarding payment for services. The data/information components required for MaaS will fall primarily on the public sector (as transportation infrastructure owners) and transportation service providers (including transit agencies).

### **Car Share Services**

In a car share program, the vehicle is driven by the traveller, but is rented by them from a third party. These programs include traditional car rental companies (who own a fleet of vehicles) catering for longer-term rentals (at least a day), newer short-term car sharing services (allowing cars to be hired typically by the hour) and peer-to-peer systems. In the peer-to-peer systems, cars are individually owned, with the rental process typically facilitated by a third-party app or website. They can be short-term (under one day) or long-term (one day or more). Existing car share systems are mostly 'fixed' systems, where the vehicle is returned to a specific place. Some companies are experimenting with 'floating' systems, where vehicles can be left in any parking space. The wider effects of the two systems are likely to be similar. Car share provides travellers with convenient access to an automobile for short periods, without the need to own it.

A 2016 study<sup>1</sup> by Innovative Mobility Research found that car-sharing was associated with lower vehicle ownership and lower car use. Transit use and walking were unaffected or increased. Across the five cities studied, each car-sharing vehicle in operation reduce the number of personally-owned vehicles by between four and nine.

There are number of car share services operating in the GTHA. Short-term services include ZipCar, Enterprise CarShare and Car2GO; long-term services include Enterprise Rent-A-Car, Avis, Discount and Hertz. In Oakville, only long-term services are available in multiple locations. Short-term services are limited to Sheridan College In the GTHA, short-term services are widely available in Toronto. Outside Toronto, availability is limited to a few high-density areas, post-secondary campuses and GO stations (including Oakville GO but not Bronte GO).

Easy access to car share services makes it easier for households to have no (or fewer) vehicles. Household members can use other modes for most trips, and then use car share for the occasional

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<sup>1</sup> *Impacts of car2go on Vehicle Ownership, Modal Shift, Vehicle Miles Traveled, and Greenhouse Gas Emissions: An Analysis of Five North American Cities*, Martin & Shaheen, 2016.  
[http://innovativemobility.org/wp-content/uploads/2016/07/Impactsofcar2go\\_FiveCities\\_2016.pdf](http://innovativemobility.org/wp-content/uploads/2016/07/Impactsofcar2go_FiveCities_2016.pdf)

trips they cannot do with those other modes. Lower car ownership would reduce the amount of residential parking required. This would help the Town meet its density targets, both by reducing the land required for parking (freeing up land for other uses), and by reducing the cost of building new housing.

Care hare services require space for vehicles to be parked when not in use. The Town could require new large-scale residential development to reserve a portion of its parking supply for car share vehicles.

For these effects to occur in Oakville, the town needs a sufficiently good transit and active transportation network that those modes can be used for most trips. Evidence from stakeholders and previous studies indicates that Oakville is not yet at that point.

Car-sharing services can reduce the number of personally-owned vehicles, and hence the amount of residential parking required. This would help the Town meet its density targets.

Car-share services in Oakville are generally difficult to find and limited to more traditional long-term car rental services (one day or more).

### ***Van Pooling Services***

Van pool services involve shared use of a vehicle that is between a car and bus in size, typically with 7-15 seats. In the most common model, the van is used by people working at a single location, picking people up from either their homes or designated pick-up point(s).

Van pool service providers provide the vehicle and associated maintenance activities; the costs are split between the users of the vehicle. (Capital costs are covered by a monthly charge.) The service provider will also help match potential users and vanpools.

In North America, large-scale vanpooling programs are typically organized and promoted by a local government entity (including transit agencies). For example, LA Metro coordinates over 1,300 services across the Greater Los Angeles area, focused on those areas with limited fixed-route transit service. The public sector entity may or may not choose to subsidise the service.

Employees may choose to organize and pay for vanpooling services directly. These services are normally termed “employee shuttles”, but offer similar functionality to vanpools. The primary practical difference is that vanpool programs are open to the public, while employee shuttles are restricted to employees and paid for by employers. In the GTHA, employee shuttles are generally used to link an employment site with a major transit hub.

Within Oakville, vanpooling (or employee shuttles) would be most effective if they linked the transit hubs (GO station or other transit terminals) with large employment sites not currently well-served by local transit. A privately-run service that is open to the general public would be classified as “public transit” with all the regulatory issues associated with that; employee shuttles do not face those issues.

Van-pool services are most effective for employment sites with large numbers of workers where conventional transit is not an effective option. Within Oakville, they could be used to provide direct shuttle services to/from transit hubs (such as GO stations).

### ***Ride-Hailing Services / Transportation Network Companies***

With ride-hailing services, travellers rent a vehicle and driver for their trip. Ride-hailing services include traditional taxi companies, plus transportation network companies (TNCs) such as Uber and Lyft. Since February 2017, the Town of Oakville has required TNC companies to obtain a business licence and operate within rules set-out by a Town bylaw (number 2016-083). Oakville requires TNC vehicles to 7 years or less in age (the same as Toronto and Mississauga)<sup>2</sup>

Ride-hailing has a high cost per trip compared with other modes, because of the need to pay a driver. Transit benefits from a much higher number of passengers per driver; other modes of travel do not require the traveller to pay for a person's time. However, TNC's app-based approach to booking makes the service easy to use and hence more attractive than a traditional taxi that require a phone call to book. This ease increases use and reduces demand on other modes. TNC use is highest in cities with strong transit networks that already have low car ownership. Some taxi firms are following the lead of TNCs by providing their own apps, as well providing information via text message to waiting passengers. These measures improve the customer experience. However, TNCs benefit from more extensive marketing of their services (including media publicity) and the ability to use their app in multiple municipalities.

It has become standard practice for ride-hailing service providers to employ "surge pricing". This practice sees prices raised during times of peak demand (such around major sporting events or on New Year's Eve). The idea is that higher prices will encourage more drivers to make their services available. The disadvantage is that users pay more at precisely the times their need is highest. It also means that users cannot know the cost of their trip for certain in advance – a particular issue for trips home.

Many cities with established TNC services have seen a decline in transit use, leading to an increase in vehicle traffic. However, the number of TNC trips exceeds the reduction in transit trips. The amount of the decline depends on the quality of the transit service and the quality/price of local taxi services. (Good local transit and/or taxi services mean there is less incentive to switch to TNCs.) The cost of TNCs means that they are not generally option for commuting, meaning that non-commuting trips are the most likely to switch from transit. This also implies that the extra traffic generated by TNC use will be during the times these trips occur, which are typically outside peak travel times.

The fact that the number of TNC trips is typically greater than the reduction in transit trips implies that TNCs are also attracting trips from non-transit modes, including auto travel. This implies that the presence of TNCs helps household have fewer or no cars: people can use transit or active transport for most trips, and use TNCs for those trips where an individual car is deemed necessary. Like car share, this means less residential parking is required. It also means less non-residential parking is required, as the TNC vehicle is not parked at the destination (unlike car share). These two outcomes would both help the Town meets its density targets.

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<sup>2</sup> *Vehicle requirements: Greater Toronto Area.* Uber, retrieved Nov 2019.  
<https://www.uber.com/en-CA/drive/toronto/vehicle-requirements/>

As with car share, for this effect to occur in Oakville, the town needs a sufficiently good transit and active transportation network that those modes can be used for most trips. Evidence from stakeholders and previous studies indicates that Oakville is not yet at that point.

Ride-hailing services can be used as public transit in areas with very low density, such as rural areas. The City of Hamilton’s “TransCab” service provides subsidized taxis rides between rural areas and the ends of its fixed-route transit system. This provides a cost-effective compromise between fixed-route service and using subsidized taxis for the whole trip

The Town of Innisfil provides subsidized Uber rides for trips within the municipality. However, its use for commuting travel resulted in high costs to the town. Consequently, the recently capped the number of subsidized trips per use each month, so the service is primarily used for non-commuting purposes.

In urbanized areas (even low-density suburbs), demand levels are high enough that some form of shared-ride service is more appropriate. Oakville Transit’s “home-to-hub” service is a successful example of this. This provides on-demand transport from people’s homes in low-density to a transit hub, where passengers can connect to fixed-route services. Its service area includes north Oakville, where residential development is not yet fully built out. Once this area is developed, fixed-route service may be more appropriate, taking advantage of the home-to-hub ridership as a base.

The existence of ride-hailing services supports lower household car ownership where sufficiently good transit and active transportation networks exists. Ride-hailing services attract trips from all motorized modes, including auto and transit.

### ***Micromobility***

The term “micromobility” refers to the use of small, lightweight vehicles that are hired by a traveller for individual trips. The vehicles include pedal bikes, e-bikes, electric scooters, and electric skateboards. They are most useful for short trips.

Rental programs are typically either “dock-based” or “dockless”. In a dock-based system (such as Toronto’s bikeshare program), vehicles are stored in fixed locations. Users must pick-up and return the vehicles to those locations. In a dockless system (such as Calgary’s program), vehicles can be stored anywhere there is appropriate parking and a way to secure the bike. Dockless systems generally require a smartphone app for users to locate vehicles to use; dock-based systems allow the user to rent vehicles via an app or by paying at the docking facility. The flexibility and lower start-up costs of dockless systems is offset by the requirement for a smartphone.

Examples of micromobility within Canada can be found in:

- Calgary (dockless e-bikes and e-scooters);
- Edmonton (dockless bicycles, e-bicycles and e-scooters – *upcoming*);
- Hamilton (hybrid dockless/dock-based bikeshare);
- Toronto (dock-based bikeshare);
- Montreal (dock-based bikeshare, dockless e-scooters);

- Winnipeg (dock-based bikeshare); and
- Vancouver (dock-based bikeshare).

Micromobility services provide a way for people to make short trips faster than walking without the need to own (and park) a bicycle. Areas that generate much more trips than they attract at certain times of day may require vehicles to be redistributed back into that area (and vice versa). Dockless systems may result in vehicles being left where they cause issues to pedestrians, particularly those using mobility aids or who have visual impairments.

Micromobility programs are most successful in areas that have a mix of uses (which shortens trip distances), high densities (which increases travel demand), and good cycling networks (which makes it easier to use micromobility vehicles). A low mode share for auto travel before the program is created also facilitates micromobility use, as people are more likely to be open to new travel modes. Micromobility can complement transit (particularly higher-order transit) by providing an option for first-mile/last-mile trips.

Oakville's current urban form and densities are significantly different from those in places where micromobility programs have been successful. However, the Town's land use policies are resulting in mixed-use intensification in key areas. These areas would be natural targets for any micromobility programs in Oakville, particularly as they grow further.

Micromobility has been most successful in dense urban areas, and Oakville's land use policies are encouraging the growth of such areas.  
Dockless micromobility systems have become more common but are no means universal.

### 2.1.2 Potential Actions for Oakville

Potential actions for Oakville are as follows:

- Oakville can actively decide which MaaS-enabled effects it wishes to encourage and grow, and implement policies to enable and support them. It can do this both as an individual municipality and as part of wider regional efforts.
- Oakville is both an infrastructure owner and a transportation service operator. It can provide access to the right data and interfaces to take advantage of the benefits of MaaS. It would need to work with other owners and operators, as the Town's infrastructure and services interact with those of others.
- Oakville can capitalize on the positive effects of TNCs and car-share services (such as lower car ownership, lower parking demand, and greater development densities), providing that a sufficiently good transit and active transportation network is in place.
- Oakville can maximise the success of any potential micromobility program by focusing those services in any existing or future dense/mixed-use areas, and expanding in line with demand and new development.

## 2.2 Smart Vehicles and Cities

### 2.2.1 Background and Emerging Directions

#### **Definitions**

The term “smart vehicles” is used for vehicles where the traditional approach of a driver controlling a vehicle based on the world they see around them is supplemented or replaced by a computer.

An *autonomous* vehicle “uses a combination of sensors, controllers and onboard computers, along with sophisticated software, [that] allows the vehicle to control at least some driving functions, instead of a human driver”<sup>3</sup>. MTO has adopted the SAE International definitions for describing the levels of vehicle automation. This covers the following:

- **Level 0:** No automation, human driven.
- **Level 1:** Driver assistance. Automation of single task, such as cruise control.
- **Level 2:** Ability to help the human drive, with oversight and human supervision. Can maintain speed, slow down to avoid other cars, and stay in lane. However, any irregularities or trouble requires the human to take over. (Tesla’s “Autopilot” is considered Level 2 automation.)
- **Level 3:** Vehicles make decisions. For example, the car may decide to pass another vehicle rather than braking too quickly. Still requires human oversight for changes in weather or road conditions. There are currently no Level 3 automated vehicles on the road.
- **Level 4:** Vehicle handles any situation by itself, albeit in a controlled environment (such as a campus or downtown) with enhanced conditions and mapping. No human oversight required.
- **Level 5:** Vehicle handles all driving tasks in all conditions. It does not have a steering wheel or pedals for human operation.

A *connected* vehicle “may be able to communicate with its occupants, other vehicles and road users, the surrounding transportation infrastructure, [and] internet-based applications and other entities”<sup>3</sup>. For example, a vehicle could transmit information about its intended route, the infrastructure could reply with information about congestion, and the vehicle could then re-route accordingly.

Autonomous vehicles don’t have to be connected vehicles. However, secure transmission of critical information about the road environment (such as speed limits, one-way requirements, or turn restrictions) is necessary to prevent malicious spoofing. A study by authors at the Ben-Gurion University of the Negev<sup>4</sup> showed how projecting an image of a speed limit sign could fool an existing vehicle that advises the driver of the current speed. Something that looks exactly like a real traffic sign but conveys information that is obviously incorrect only to a human could cause an autonomous vehicle to behave incorrectly or dangerously. Secure information transmission alleviates this risk.

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<sup>3</sup> *Automated and connected vehicles*. Transport Canada, retrieved Nov 2019

<https://www.tc.gc.ca/en/services/road/innovative-technologies/automated-connected-vehicles.html>

<sup>4</sup> *MobilBye: Attacking ADAS with Camera Spoofing*. D. Nassi et al, 2019. <https://arxiv.org/abs/1906.09765>



Much of the discussion around smart vehicles is focused on vehicles that are both autonomous and connected, known as “connected autonomous vehicles” (CAVs).

### ***Anticipated Major Effects***

Autonomous vehicles have a number of potential benefits:

- Improved safety (by reducing the effects of human error);
- Improved traffic flow (by allowing vehicles to travel closer together);
- Reduced negative environmental effects (from more efficient driving);
- Reduced parking at some locations (from cars being able to drive themselves to a parking area separate from the users’ origin/destination);
- Enhanced mobility for existing non-drivers (from not requiring a driver’s licence to use car); and
- Increased productivity (from use of in-vehicle time for economically-productive activities).

Given that autonomous vehicles could travel without any occupants, the result could be an increase in vehicle-kilometres travelled. If there is no parking at a users’ destination, then they could return to their origin point and park there. Similarly, if autonomous vehicles do not park at their users’ origins or destinations, then they will either need to circulate endlessly in traffic or park elsewhere. The latter situation would generate a need for remote parking somewhere in (or close to) the urban area. The most likely situation would be some combination – circulating when the user is outside their vehicle for brief periods, and parking elsewhere (whether at home or remotely) when the user is outside their vehicle for long periods.

Any situation where the autonomous vehicle does not park where the user exits the vehicle would increase vehicle-kilometres, and any increase in vehicle-kilometers would reduce or reverse the benefits described above. However, if the autonomous vehicle parks elsewhere, then this could serve to reduce parking demand in locations where space is at a premium. Currently, a person driving to work requires two parking spaces – one at their home and one at their workplace. An autonomous vehicle that returns home would eliminate the need for workplace parking. Similar arguments apply to other land uses. If autonomous vehicles all park in a remote lot, then that would remove the need for residential and non-residential parking alike. This would facilitate Oakville’s desires for intensification, both by freeing up land for other purposes, and reducing the cost of new buildings.

The use of autonomous vehicles also has implications for curbspace management. If autonomous vehicles are not parked when the user boards/alights, then they will perform pick-ups and drops-offs much like a taxi. If buildings are located close to the street, then this activity will take place at the curb. Where buildings are not located close to the street, then this could take place off-street or at the curb (depending on the local environment). Either situation implies that at least parking space would need to be reallocated for pick-up/drop-off. Where no on-street parking or off-street areas exist close to buildings, then pick-up/drop-off could impede the movement of vehicles (including bikes and transit). Oakville will need to identify these specific areas and ways to mitigate this issue.

The timing and magnitude of these (dis)benefits is not yet certain. They will depend on how the technology matures and comes to market. It is also heavily dependent on rules and regulations

from all levels of government regarding the use of and requirements autonomous vehicles. Further, it also depends on the ownership model (as discussed in the ‘Owned vs Shared’ section below).

Overall, the effects of autonomous vehicles are likely to be extensive, with the potential to transform how cars are used for personal travel and how land is allocated for parking. (This study is not the appropriate place to conduct a detailed examination of those effects.)

Autonomous vehicles promise substantial benefits, but these have yet to be realized. They also have significant potential disbenefits, which may need to be mitigated through proactive government policy-making.

### **Implementation**

It is unlikely that autonomous vehicles (SAE Level 3 or higher) will be widespread use in Ontario in the short-term (under ten years), but could be a viable mass-market option in the medium-term (under 20 years).

The provision of connected infrastructure for use by CAVs would require significant investment by existing road infrastructure operators, including the Town, Region and Province. It is not yet clear whether connected infrastructure would be required on all roads, or just major roads – but both would require close collaboration between the Town and the Region. Given the cross-boundary nature of road use, the relevant standards and protocols for connected infrastructure would need to be set at a Provincial or national level.

The systems for supplying information could be provided by the Town, Region, or both – but either scenario would require close cooperation between the Town and the Region. A similar situation exists with traffic signals today. In time, the relevant hardware and software would likely become commoditized – much like traffic signal hardware or paint for road markings are today.

The majority of potentially-connected infrastructure in Oakville is the responsibility of the Town. However, any connected infrastructure would need to use standards developed at the Provincial or national level to allow vehicles to operate across multiple municipalities and jurisdictions.

### **Regulation**

Like normal vehicles, the regulation of smart vehicles in Canada is primarily a matter for the provincial governments. In Ontario, autonomous vehicles up to SAE Level 3 can be driven on Ontario roads since the start of 2019. Testing of levels 3-5 is also permitted by authorized users.<sup>5</sup> Other provinces have been similarly cautious in their approach. In the USA, 39 states have enacted some form of legislation or executive order relating to autonomous vehicles, generally covering legal definitions and regulation.<sup>6</sup>

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<sup>5</sup> *Ontario’s Automated Vehicle Pilot Program*. MTO, retrieved November 2019.  
<http://www.mto.gov.on.ca/english/vehicles/automated-vehicles.shtml>

<sup>6</sup> *Autonomous Vehicles*. National Conference of State Legislatures, October 2019.  
<http://www.ncsl.org/research/transportation/autonomous-vehicles-self-driving-vehicles-enacted-legislation.aspx>

Given their current legal status in Ontario and elsewhere in North America, fully autonomous vehicles will only become a mass-market option with changes to the existing laws and regulations. It is reasonable to expect the Province to maintain jurisdiction over all vehicle use, including smart vehicles. Access to secure information about the road environment for autonomous vehicles (i.e., making them connected vehicles) may require Provincial regulations. Infrastructure providers (such as municipalities) would need to upgrade accordingly.

The regulation of autonomous vehicles will be primarily by the federal and provincial governments.

### ***Transit***

Drivers form a significant part (50-75%) of the operating costs for transit. Consequently, using autonomous (driverless) buses would result in significant costs savings, assuming that those vehicles had no on-board staff. (Drivers perform duties other than driving the vehicle, including helping secure some types of mobility devices, fare enforcement, and monitoring passenger behaviour; a driverless system would require some other way for these functions to be performed.) If these savings are re-invested into better service, the result would be a more attractive transit system at the same municipal funding level. Higher transit use would also increase farebox revenue, further helping the financial benefits.

Oakville Transit's cost-recovery ratio for conventional transit services is 32%<sup>7</sup>. Assuming a conservative 50% of its costs are related to drivers, then switching to driverless buses (with the same level of service and farebox revenue) would increase its cost-recovery ratio to 64%. Alternatively, driverless buses could allow Oakville Transit to double service levels while keeping the same total operating cost. This increase in service levels would result in significant ridership increases and higher farebox revenue, resulting in a virtuous cycle of improvements to service and increases in ridership.

In practice, a driverless system would still require new roles such as roving fare inspectors, operations monitors, and staff to attend to on-board issues. The number of such staff would require careful study to quantify precisely, but could be 10-20% of the existing number of drivers. The cost of these staff would reduce the financial savings and extra potential service that could be deployed. However, those benefits would still be substantial.

Switching to driverless buses would obviously result in the loss of driver jobs. Oakville Transit currently employs 171 drivers. (For comparison, the Town employs about 1,000 people). A switch to driverless buses could take place by allowing existing buses to become life-expired, taking about ten years. Local transit agencies typically have turnover rates of 10-15% (including retirements), implying 65-80% of drivers would be likely to leave their jobs in that time period. If savings are invested into service increases, then the number of non-driver jobs would increase, in

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<sup>7</sup> *Canadian Conventional Transit Statistics*. CUTA, 2017. (This figure excludes Oakville's Care-A-Van paratransit service.)

addition to the new jobs described above. This combination of attrition, retirements and new roles means it is unlikely that significant compulsory jobs losses would be required.

Driverless transit vehicles could also be used in demand-responsive applications. However, it is unlikely that flexible on-demand autonomous vehicles would replace fixed route transit service with good performance. This is because higher capacity vehicles have a lower operating cost per passenger, even without a driver.

For paratransit services (such as Oakville's Care-A-Van), the driver also has assists passengers with boarding and alighting. A driverless paratransit vehicle would still require a person to carry out these duties, and hence the financial savings would be limited.

Driverless transit vehicles offer the potential for significantly better service levels for the same municipal subsidy.

### **Goods Movement**

Autonomous goods vehicles would have longer operating hours (subject to regulatory changes) and reduced staffing compared to conventional goods vehicles. Connected vehicle technology could also allow trucks to communicate with each other to form platoons (multiple closely-spaced vehicles). The aerodynamic effects of this would reduce fuels costs<sup>8</sup>.

As a result, autonomous and connected vehicles would lower the operating costs of goods movement companies. The lower operating costs could result in an additional demand, particularly at the local/home delivery level.

Autonomous goods vehicles could also deliver safety benefits. Compared with cars, there are fewer goods movement vehicles and their drivers are better-trained, which reduces the potential gains from safety improvements. However, the vehicles are typically much larger, increasing the severity of incidents and hence the potential gains from safety improvements. Consequently, further research is needed into the magnitude of these benefits compared with autonomous cars.

As goods movement in Ontario is almost exclusively the domain of private companies (the exception being Canada Post), any investment autonomous goods vehicles would be on the basis of those companies' assessments of the costs and benefits. Further regulatory changes will also be required.<sup>9</sup>

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<sup>8</sup> *Heavy Truck Cooperative Adaptive Cruise Control: Phase Two Final Report*. Auburn University / American Transportation Research Institute, 2017.

<https://truckingresearch.org/2017/04/12/heavy-truck-cooperative-adaptive-cruise-control-evaluation-testing-and-stakeholder-engagement-for-near-term-deployment-phase-two/>

<sup>9</sup> *Identifying Autonomous Vehicle Technology Impacts on the Trucking Industry*. Short, J. & Murray, D., 2016  
<http://atri-online.org/wp-content/uploads/2016/11/ATRI-Autonomous-Vehicle-Impacts-11-2016.pdf>

The primary potential benefits of smart goods vehicles will be lower operating costs for private operators and consumers, and increased safety for the public. However, increasing demand for deliveries is and will generate more goods movement traffic.

### ***Owned vs Shared***

The introduction of autonomous vehicles could create a market for users to rent them on as-needed basis from a fleet owner (shared self-driving cars or SSDCs). The effects of an individual trip made by an autonomous vehicle would be the same regardless of ownership. However, the availability of SSDCs for use on per-trip basis could result in a mode shift towards car travel (because using a car doesn't require owning one) or away from car travel (because SSDCs are present as a 'backup' for when other modes don't work).

The effects would be similar to the provision of taxis/rideshare, but the lower cost of SSDCs would magnify the effects (positive or negative). More generally, shared cars distribute their costs across a larger user-base and reduce the cost of personal mobility.

The use of SSDCs for individual trips would remove the need for parking at users' origins and destinations and create the need for fleet parking elsewhere (as discussed in a previous section). This could free up land for parking in economically important areas. (For example, 40% of the land in downtown Winnipeg is devoted to parking.<sup>10</sup>) This would support greater densities and reduce the pressure on greenbelt lands.

High use of shared vehicles would shift parking needs away from travellers' origins and destinations but could also result in more vehicle-kilometers travelled.

## **2.2.2 Potential Actions for Oakville**

Potential actions for Oakville are as follows:

- Oakville can initiate long-term planning and monitor developments for CAVs in order to be suitably prepared, including investigating the potential benefits and issues that arise from autonomous vehicles.
- Oakville can modify its regulations for parking minimums and policies for curbspace allocation to allow for changes in parking patterns that CAVs bring, particularly if usage of shared self-driving cars (SSDCs) becomes significant.
- The regulatory environment and associated major policy issues for autonomous vehicles are controlled by the Province. Oakville can engage with the Province to further its policy aims associated with smart vehicles.

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<sup>10</sup> *Eliminate Surface Parking Lots*. Downtown Winnipeg BIZ, retrieved November 2019.  
<https://downtownwinnipegbiz.com/topic/involvement/>

## 2.3 Alternative Vehicle Energy Sources

The gasoline-powered internal combustion engine has been the mainstay of personal vehicles for over a century, with diesel-powered engines handling the bulk of freight movement since the demise of the coal-fired steam locomotive. The past 10-20 years have seen an increase in the interest in and use of vehicles powered through alternative energy sources. This term covers any energy source for a vehicle that does not purely use traditional petroleum-derived fuels. It includes vehicles powered in whole or part by batteries, fuel cells, propane, natural gas, and biofuels.

Currently in Canada, personal electric vehicles have the greatest availability and use; certain niche vehicles that use non-traditional petroleum-derived fuels are also commercially available.

### 2.3.1 Background and Emerging Directions

#### *Electric Vehicles – General*

Electric vehicles (EVs) use electric motors powered by an on-board battery. They convert more of their energy to movement than a gasoline-powered vehicle (60% of energy from the grid vs. 20% of the energy in the fuel for a gasoline-powered vehicle). Their greater energy efficiency and simpler mechanics also mean EVs have much lower operating costs than gasoline-powered vehicles.

Pollutants from EVs are limited to those associated with electricity generation, as there are no pollutants emitted directly by the vehicle. In 2019, Ontario's electricity was generated by a mix of nuclear (61%), hydro (25%), gas/oil (6%) and renewables (8%)<sup>11</sup>. Consequently, EV use in Ontario results in low GHG emissions, and very low emissions of non-GHG pollutants.

EV use is primarily affected by vehicle range (or perceived range), vehicle cost, time to charge, and availability of charging locations. There are trade-offs between these factors – a vehicle with a long range requires fewer places to charge, but more time. A high range allows most users to charge at home overnight; a low range requires access to charging points at other locations for quick charges.

The wider take-up of electric vehicles depends largely on higher levels of government, but Oakville can still exert some influence on their local usage. For example, the uptake of electric vehicles in Canada has been dictated by the price and quality of vehicles produced by the private sector, coupled with provincial subsidies for new vehicles.

However, municipalities could support their uptake and use through requiring new development to include charging points (or future proofing designs to allow for future installation of charging points), providing charging points at municipally-owned facilities, and encouraging others to do

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<sup>11</sup> *Yearly Energy Output by Fuel Type*. Independent Electricity System Operator (IESO), Retrieved Nov 2019. <http://www.ieso.ca/power-data/supply-overview/transmission-connected-generation>

the same. Toronto's Electric Vehicle Strategy<sup>12</sup> contains a number of examples of best practice. It includes actions to increase charging availability by:

- providing incentives for charging infrastructure in the form of rebates or tax incentives.
- providing financing options for charging infrastructure installation on private property
- monetizing GHG reductions from charging infrastructure via carbon offset credits
- requiring 20% of parking spaces in new mid/high-rise residential and commercial buildings to have EV charging
- mandating 100% EV-ready infrastructure in new buildings
- developing a workplace EV charging program for City-owned facilities.

In addition, the Strategy also recommends further study of policies to increase EVs in shared mobility (such as taxis and TNCs), through a mix of incentives and regulatory requirements.

### ***Electric Vehicles – Cars***

Table 2.1: lists EVs that are commercially-available in Canada as of mid-2019. The table shows that most of these EVs have ranges of 200-400km, with the lower amount being ample for most people's daily travel needs. TTS data implies that over 99% of Oakville residents travel less than 200km per day.

Prices of EVs are now comparable to similar mid-range or high-range vehicles. Only at the lowest price points (under \$30,000) are no EVs available. Ontario recently removed the \$14,000 EV rebate and a \$1,000 rebate for residential charging equipment. Sales of EVs in Ontario declined 58% from mid 2018 to mid-2019, compared with 23% growth nationally<sup>14</sup>.

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<sup>12</sup> Approved in January 2020; available at <https://www.toronto.ca/services-payments/water-environment/environmentally-friendly-city-initiatives/reports-plans-policies-research/electric-vehicles/>



**Table 2.1: Commercially-Available EVs in Canada as of Mid-2019**

Car	Base price	Battery (kWh)	Range (km)	Efficiency (km/kWh)
Audi e-tron	\$90,000	95	328	3.5
BMW i3	\$51,000	42.2	172	4.1
Chevrolet Bolt	\$44,800	60	383	6.4
Ford Focus Electric	\$35,000	33.5	185	5.5
Hyundai Kona EV	\$45,000	64	415	6.5
Hyundai IONIQ	\$37,800	28	200	7.1
Jaguar i-Pace	\$89,800	90	377	4.2
Kia Soul EV	\$42,600	30	182	6.1
Kia Niro EV	\$45,000	64	383	6.0
Nissan LEAF	\$40,700	40	241	6.0
Nissan LEAF Plus	\$44,000	62	363	5.9
smart Fortwo EV	\$29,100	16.7	101	6.0
Tesla Model 3	\$45,000	54	402	7.4
Tesla Model S	\$107,000	100	507	5.1
Tesla Model X	\$113,600	75	383	5.1
Volkswagen e-golf	\$36,700	35.8	201	5.6

Sources: <https://motorillustrated.com/list-of-electric-vehicles-available-in-canada-in-2019/26677/> and <https://www.caa.ca/electric-vehicles/hybrid-electric-vehicles-available-in-canada/>

NB: Tabulated values are for current base model. Range is US EPA standard.

With normal use, EVs can be fully-recharged from a standard domestic electrical outlet overnight. Charging equipment designed for domestic use can fully charge most vehicles overnight, or top-up after a day's normal use in a few hours. Non-domestic high-power chargers can provide an EV with a near-complete charge in under an hour. These high-power chargers are typically provided at commercial locations near major road corridors. According to MTO, there are over 1,400 such charging points available in Ontario (as of July 2018).<sup>13</sup>

As of mid-2019, electric vehicles account for 3.3% of all personal vehicle sales in Canada<sup>14</sup>, up from 2.2% for 2018<sup>15</sup>. There are around 120,000 electric vehicles on the road in Canada, a 34% increase

<sup>13</sup> *Charging electric vehicles*. MTO, retrieved Nov 2019.

<http://www.mto.gov.on.ca/english/vehicles/electric/charging-electric-vehicle.shtml>

<sup>14</sup> *Electric Vehicle Sales in Canada – Q2 2019*. Electric Mobility Canada, August 2019.

[https://emc-mec.ca/wp-content/uploads/Sales-Report-2019-Q2\\_revised.pdf](https://emc-mec.ca/wp-content/uploads/Sales-Report-2019-Q2_revised.pdf)

<sup>15</sup> *Electric Vehicle Sales in Canada – 2018*. Electric Mobility Canada, February 2019.

<https://emc-mec.ca/wp-content/uploads/EMC-Sales-Report-Rapport-de-ventes-M%C3%89C-2018.pdf>

from mid-2018<sup>14</sup>. As of 2018, there are approximately 23.1m cars registered in Canada<sup>16</sup>, implying about 0.5% of registered cars are EVs. The number of new EVs being sold has been rising steadily. However, there is an inevitable lag before those vehicles are available in the second-hand market, where many people buy their vehicles.

The main impediments to greater EV use are the lack of second-hand EVs or low-priced new vehicles, as well as the need to install charging equipment at home.

### ***Electric Vehicles – Bikes and Scooters***

Electric bikes use a battery-powered motor to supplement the user's pedal power, enabling them to travel faster and with less physical exertion – particularly up hills. Because they are primarily human-powered, they are classed as bicycles, and are subject to the same restrictions by default. E-bikes are currently prohibited on all multi-use trails and park trails in Oakville. Across the GTHA, there is a mix of municipalities with similar policies (such as Brampton, Burlington and Hamilton) and those that allow e-bikes wherever conventional bicycles are allowed (such as Milton, Mississauga and Toronto). The mix of policies is likely to create confusion for potential e-bike users, particularly those wishing to travel across municipal boundaries.

Their use on multi-use trails may cause issues where they travel significantly faster than a conventional bicycle. If the speed of e-bikes is no higher than conventional bikes, then the risk they pose to other road and trail users is unlikely to be meaningfully higher than conventional bikes. Allowing e-bikes wherever conventional bikes are allowed would help encourage a shift to cycling from other modes.

Bike-share programs in North America that make electric bike available have typically seen them used for longer trips than conventional bicycles, making them a particularly attractive option in lower-density areas such as much of Oakville.

Electric bikes (whether provided by users or a bike share program) make cycling a more attractive option, but Oakville's current restrictions may limit the potential effects.

Electric scooters use a battery-powered motor only, with no human power involved. They are deemed to be a motor vehicle under Ontario's Highway Traffic Act, and are not currently allowed to be operated on roads in Ontario as they do not meet federal vehicle and provincial requirements for on-road use. MTO started a five-year pilot program in January 2020 to evaluate their potential use. The regulations for the pilot program<sup>18</sup> allow vehicles with maximum speed under 32km/hr to be used by people aged 16. Municipalities must pass a bylaw to allow e-scooters on their roads, bikeways or multi-use trails.

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<sup>16</sup> Table 23-10-0067-01: Vehicle registrations, by type of vehicle. Statistics Canada. Retrieved Nov 2019. <https://doi.org/10.25318/2310006701-eng>

<sup>18</sup> Kick Style Electric Scooter (e-scooters). MTO, August 2019. <https://www.ontariocanada.com/registry/view.do?postingId=30207&language=en>

The design of e-scooters typically resembles a moped rather than a bicycle. Because they are self-powered, they can carry more weight in the form of batteries, and hence have longer range. However, this greater weight in turn increases the potential negative effects if the e-scooter collides with a person or another vehicle. Consequently, the risks posed by e-scooters using cycling facilities are greater than those posed by e-bikes. The Province’s policy framework supports this distinction, and the Town can do likewise. More generally, cyclists and the general public are likely to regard e-scooters as not being bicycles, and hence ‘should’ not be allowed bike-only facilities.

E-scooters will only be able operate in Oakville with explicit approval by Council. The Town should carefully consider the potential effects on public safety and accessibility by users and non-users alike before deciding whether to permit them.

### ***Electric vehicles – Buses***

Electric buses are becoming a viable option for replacing conventional diesel-power buses. Multiple transit agencies in Canada have taken delivery of electric buses for revenue service. These include the TTC (which has 60 electric buses delivered or awaiting delivery) and Edmonton Transit System (which will have 40 electric buses by the end of 2020 and 50 by end of 2021). Brampton Transit is currently partnering with CUTA to trial eight electric buses from two manufacturers and four different charging systems.

Electric buses can either charge while out of service at the garage (which is the model Edmonton and the TTC are using), or via pantographs<sup>19</sup> at the end-points of routes during regular service (which is the model Brampton is trialing). The latter is known as “en-route charging”.

En-route charging allows for small batteries for a given route length and use of heating/air conditioning. The power requirements at each charging point are lower, simplifying electrical hook-up. However, it limits flexibility in service planning, as new routes may trigger the need for new (or relocated) charging equipment.

At-garage charging simplifies the charging arrangements and maximizes service planning flexibility. However, it limits the amount of time each bus can spend in service. (The exact duration will depend on battery capacity and use of heating/air conditioning.) At a typical garage, the peak power requirements could exceed 10 megawatts<sup>20</sup>.

Electric buses have higher purchase costs but lower operating costs than diesel buses. The lower operating costs arise from cheaper energy and simplified maintenance. Based on a 2015 trial, the City of Edmonton found that the lifecycle costs of electric buses using at-garage charging was just 0.5% higher than diesel-fueled buses; the lifecycle costs of electric buses using en-route charging

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<sup>19</sup> A pantograph is an apparatus mounted on the roof of a vehicle to convey electricity from an overhead structure to the vehicle.

<sup>20</sup> Edmonton Transit System is using Proterra Catalyst 40 ft buses with a battery capacity of 660kWh, and state each takes up to four hours to charge, for a power requirement of 115kW per bus. This means a garage with 87 buses would require 10MW if all were charging at the same time.

was 29% higher than diesel-fueled buses.<sup>21</sup> At-garage charging and en-route charging can potentially both use pantographs. This would allow longer routes to use en-route charging if needed.

The capital cost premium of electric buses is expected to fall further as battery technology and manufacturing processes continue to improve. Higher world oil prices (and hence higher diesel prices) would also make electric buses more financially favourable.

Oakville Transit is currently participating in a pilot project for electric buses. Information from this and other municipalities will help inform choices on which technology to use and when to switch from diesel buses. Successful implementation would have little direct effect on passenger experience, and hence is unlikely to trigger any changes in travel patterns.

The lower operating costs and environmental benefits of electric buses suggest they are likely to replace diesel-powered for new vehicle purchases for most transit agencies within the next decade. A key consideration will be the requirements and options for associated charging infrastructure.

### **Hybrids**

Hybrid vehicles use both an on-board battery and internal combustion engine for power. The battery is charged when the engine is idling or during braking, and is also used to power an electric motor that supplements the engine's power. This significantly improves fuel efficiency.

Plug-in hybrids (PHEVs) allow the battery to be charge by the user (rather than just the engine). In some cases, the vehicle can drive using battery power alone, with the engine used as backup. The engine may be described as a 'range extender' in such cases.

Hybrids typically have higher costs than comparable internal combustion and electric vehicles, but combine many of the advantages of each.

The price premium of hybrids is likely to limit their uptake.

### **Hydrogen**

Hydrogen-powered vehicles combine it with oxygen in a fuel cell to produce electrical power, with water/steam as the only waste produce. Fuel cells are a proven technology, but their use in vehicles is not yet common.

Using hydrogen in fuel cells saves weight compared to the batteries used in EVs. However, the hydrogen must be highly compressed to fit within the available space on a car or truck. Hydrogen is also more flammable than gasoline, requiring the storage tank to have suitable protection

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<sup>21</sup> *Electric Bus Feasibility Study*, page 1:10. Marcon/City of Edmonton, June 2016.  
[https://www.edmonton.ca/projects\\_plans/transit/electric-buses.aspx](https://www.edmonton.ca/projects_plans/transit/electric-buses.aspx)

against vehicle collisions. Both these factors create significant engineering challenges, and add to the vehicle weight.

The primary benefit of hydrogen-powered vehicles would be the quick re-fueling time – comparable to filling a fuel tank with gasoline or diesel, and much quicker than charging a battery. As a result, they would be particularly appealing for trucks and freight, where vehicle downtime must be minimized. This requires refueling points to be available at a scale similar to today's gas stations.

Currently, almost all (96%) of the world's hydrogen production comes from fossil fuels (such as methane). This results in CO<sub>2</sub> emissions<sup>22</sup> (reducing a key advantage of hydrogen), and the resulting hydrogen has to be made purer for use in fuel cells. Direct electrolysis of water creates sufficiently-pure hydrogen, but costs about four times as much to produce (\$10.30/kg vs. \$2.27/kg).<sup>23</sup> Taking into consideration the efficiency of the overall system in converting hydrogen from direct electrolysis into vehicle movement, this implies an energy cost of \$1.44/MJ. For comparison, an internal-combustion vehicle fueled by gasoline costing \$1.20/litre has an overall energy cost of \$0.85/MJ.<sup>24</sup>

Ongoing research into using a thermochemical copper–chlorine (Cu–Cl) cycle to produce hydrogen suggest a production cost similar to that of methane-sourced hydrogen,<sup>25</sup> which has an overall energy cost of \$0.31/MJ. This is substantially cheaper than gasoline-fueled internal-combustion engines.

Hydrogen produced from electrolysis essentially functions like a battery: electricity is used to create hydrogen, which is then stored in the vehicle and used to create electricity. As such, it is an energy *storage medium*, not an energy *source*. The resulting GHG emissions depend primarily on how the original electricity is generated, which would be low in Ontario.

Greater use of hydrogen-powered vehicles would require extensive provision of refuelling stations, covering (at least) a significant part of the province. Their use would reduce the atmospheric and noise pollution associated with trucks, but the wear-and-tear on local roads from road freight would not be significantly affected.

The main impediment to widespread use of hydrogen-powered vehicles is the lack of refueling points.

<sup>22</sup> Taking into consideration the efficiencies of fuel cells and internal combustion engines, the GHG emissions from cars using methane-sourced hydrogen are about half that of those using gasoline.

<sup>23</sup> *Hydrogen production by PEM water electrolysis – A review*. Kumar & Himabindu, Dec 2019. Materials Science for Energy Technologies Volume 2, Issue 3, Pages 442-454. <https://doi.org/10.1016/j.mset.2019.03.002>

<sup>24</sup> These calculations assume use in automobile. Comparing hydrogen use in a truck with diesel use in a truck would result in a similar price ratio.

<sup>25</sup> *Recent Canadian advances in nuclear-based hydrogen production and the thermochemical Cu–Cl cycle*. Naterera et al., 2009. International Journal of Hydrogen Energy, Volume 34, Issue 7, Pages 2901-2917. <https://doi.org/10.1016/j.ijhydene.2009.01.090>

### **Biofuels**

Most gasoline and diesel used in Canadian vehicles is sourced from crude oil. However, hydrocarbon-based fuels can also be created from (recently-harvested) plant material. The result is known as a “biofuel”. The CO<sub>2</sub> taken in when the plants grew will be the same CO<sub>2</sub> released when the fuels are burnt, reducing the overall GHG effects. These fuels can be used as direct replacements for conventional fuels, if the biofuel is chemically identical. Otherwise, the biofuel must be either mixed with conventional fuel, or changes to the engine are required.

In Ontario, gasoline must contain an average of 5% bioethanol, rising to a minimum of 10% in 2020. This can be used in today’s cars with no changes to the engine. By contrast, cars in Brazil typically run off a fuel containing 85% bioethanol, which requires different engine design to work efficiently. Introducing such a requirement in North America would require coordination across many jurisdictions.

Biofuels provide means to reduce GHG emissions from cars, but cannot eliminate it.

### **2.3.2 Potential Actions for Oakville**

Potential actions for Oakville are as follows:

- Oakville can reduce local atmospheric pollution, noise levels and GHG emissions from auto travel through supporting greater use of EVs (and to a lesser extent, hybrids)
- Oakville can influence the use of electric vehicles, through policies such as the provision of charging points at municipally-owned destinations and requiring them in new development. Oakville can also advocate for suitable actions by the Provincial or Federal government.
- Oakville can maximize the investment in its cycling network by allowing e-bikes and e-scooters, subject to consideration of the (different) risks posed by e-bikes and e-scooters to other users of those facilities.
- Oakville Transit can use the information from electric bus pilot and other municipalities to inform choices on which technology to use and when to switch from diesel buses.

## 2.4 Management of Freight Transportation

### 2.4.1 Background and Emerging Directions

Freight movement is an inevitable part of urban life. People consume and collect physical goods of all kinds, and all those goods must move from producers to people. Further, industry turns one form of physical good into another, and even office-based employment requires physical goods. The people and employment of Oakville are no exception. As a result, transportation planning in Oakville must consider the needs of goods movement as well the needs of people movement.

The municipal road network is used for both goods movement and people movement. Consequently, congestion from personal travel will affect goods movement; efforts to decrease car use can help speed up goods movement.

Goods movement demand is primarily driven by market forces outside the control of municipalities. However, there are a number of potential measures municipalities can implement to help manage that demand. These include:

- Promoting collocation of logistics firms;
- Defining truck routes and intermodal connections;
- Reserving some on-street parking for commercial vehicles;
- Providing local businesses information about construction closures/detours;
- Restricting or coordinating deliveries to downtown cores during peak traffic time; and
- Mandating or encouraging off-peak commercial deliveries in congested areas.

The Town of Oakville conducted a Goods Movement Study that was reported to Council in 2016. Transportation planning in many municipalities covers only the movement of people; by examining the issues and potential solutions for goods movement in Oakville, the Town is an example of best practice. The Study's recommendations covered the Heavy Truck Route Network, policy, shared corridors, e-commerce, land use planning, intermodal goods movement and congestion/operations. The details in those recommendations provide a solid foundation for the Town's goods movement planning.

The Goods Movement Study also emphasized the need for the Town to collaborate with other levels of government. This need is even stronger for goods movement than it is for the movement of people. For example, assembly plants like Ford's will have parts come from/go to across North America. Similarly, the food bought in Oakville's supermarkets could come from virtually anywhere in the globe. By contrast, the proportion of people's trips from Oakville to outside Ontario each day will be negligible for planning purposes.

Goods movement can utilise roads (controlled by municipalities at various levels and the provinces), railroads (run by private companies and regulated by the Federal government), aviation (run by private companies using facilities typically owned by the public sector) and waterways (run by private companies and regulated by the Federal government). The decisions made by public and private entities can all affect goods movement in Oakville. This demonstrates the need for the Town to work effectively with a range of private and public sector entities, including those serving areas beyond Oakville's boundaries.



### ***Effects of online shopping***

The rise of online shopping has increased the number of goods vehicle trips to residential areas. However, those goods vehicles can visit multiple houses, and online shopping often takes the place of in-person shopping trips. This results in fewer vehicle trips overall. Further, the more deliveries a goods vehicle makes, the more efficient its trips will be.<sup>26</sup> This is because a delivery vehicle can make multiple deliveries during a vehicle trip, whereas a person driving to a shop can only make one 'delivery' per vehicle trip.

### ***Drones***

The commercial use of drones for delivery (without line-of-sight operation) in Canada currently requires special permission from Transport Canada in the form of a Special Flight Operations Certificate (SFOC).<sup>27</sup> Potential benefits of drone delivery could include:

- **Lower costs and better service:** drones could represent a solution to reduce misplaced deliveries and consolidate parcel drop-offs while reducing operator and vehicle costs<sup>28</sup>. Drones could also provide more flexibility in delivery times.<sup>29</sup>
- **Lower emissions:** drones could have lower GHG and CAC emissions (per package) than traditional delivery vehicles
- **Healthcare improvements:** Patients could benefit from efficiencies in emergency and healthcare (such as delivery of medical supplies between hospitals);

In the context of commercial applications, the most common services are currently drones providing a 10-30-minute aerial delivery service for lightweight (generally up to 2.5kg) consumables. Current examples include<sup>30</sup>:

- **Canada Post** is currently exploring the deployment of drones in Canada's remote and rural regions.
- **Canadian UAVs** is conducting a long-range pipeline survey in Western Alberta to prove the feasibility and capability of using a ground-based radar system.
- **Drone Delivery Canada** is exploring using drones for the safe delivery of food and medical services in Moosonee, Ontario.

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<sup>26</sup> *Why Cyber-Monday doesn't mean delivery gridlock Tuesday*. Joe Cortright, 2019.

[http://cityobservatory.org/cyber-monday-delivery\\_gridlock/](http://cityobservatory.org/cyber-monday-delivery_gridlock/)

<sup>27</sup> *Get permission to fly your drone outside the rules*. Transport Canada. Retrieved Feb 2020.

<https://www.tc.gc.ca/en/services/aviation/drone-safety/get-permission-fly-drone-outside-rules.html>

<sup>28</sup> A Cost Analysis of Amazon Prime Air (Drone Delivery). Sudbury Hutchinson, 2016. Journal for Economic Educators, vol. 16(1). <https://ideas.repec.org/a/mts/jrnlee/v16y2016i1p1-12.html>

<sup>29</sup> Analysis of the potential demand of automated delivery stations for e-commerce deliveries in Belo Horizonte, Brazil. De Oliveira et al, 2017. Research in Transportation Economics, Volume 65 <https://doi.org/10.1016/j.retrec.2017.09.003>

<sup>30</sup> *Drone innovation and collaboration*. Transport Canada. Retrieved Feb 2020.

<https://www.tc.gc.ca/en/services/aviation/drone-safety/drone-innovation-collaboration.html>

- **ING Robotic Aviation** is conducting a trial to perform infrastructure surveys in western Canada with support from key partners.

As the market matures, technology, regulation and use of drones will evolve and potentially transform further benefits and applications. Although commercial drones could represent many benefits for a municipality like Oakville, the use of them also represents challenges, including:

- **Safety:** avoiding potentially dangerous interference with passenger aircraft and medical helicopters, as most of the commercial drones operate at lower altitudes, typically around 400 feet;
- **Privacy:** ensuring collection of any personal data by drones is done with transparency regarding the drone owner;
- **Employment:** considering the effects (positive and negative) on employment;
- **Visual and noise pollution:** limiting the negative effects from drone operations above and around people and buildings.
- **Drop-off locations:** providing a place for drones to leave packages that is both secure and accessible

Therefore, there is an opportunity for Oakville to start shaping the reflection and ground-rules on how drone systems should be developed and integrated which would depend on what technology is available, its business case and a reflection on what would be socially acceptable by the people.

Oakville could shape its vision for drones to mitigate the downsides and maximizing the expected benefits. Stakeholder engagement will be a key resource to shape this vision as it will give the Town a better perspective on potential uses, development and tech/infrastructure challenges.

Goods movement is an inevitable and growing part of modern life, requiring a proactive approach by municipalities to maximize its benefits and mitigate its negative effects. Oakville's goods movement policies should include a strong focus of goods movement related to residential areas, including commercial uses that serve local residents.

## 2.4.2 Applications to Oakville

Potential applications and effects for Oakville are as follows:

- Oakville's industry and employment are concentrated near a major freeway (the QEW). Oakville focus its efforts on the roads closest to the QEW, which have the greatest need for goods movement management.
- The Town's growth plans include high-density residential development, which will need to allow for home delivery and other personal goods needs. Oakville can ensure that development include appropriate facilities for residents.
- Current Transport Canada regulations and practical considerations mean that Oakville is unlikely to see drones being used for home deliveries in the short-term.

## 2.5 Complete Streets

### 2.5.1 Background and Emerging Directions

Complete Streets are:

“Streets that are designed to be safe for everyone: people who walk, bicycle, take transit, or drive, and people of all ages and abilities. A Complete Streets policy ensures that transportation planners and engineers consistently design and operate the entire street network for all road users, not only motorists.”

Source: Complete Streets for Canada

The term Complete Streets can therefore apply to the physical infrastructure in a street, or to the policies that result in that infrastructure. Both policy and infrastructure changes can apply to the whole street network, to individual neighbourhoods, or to specific street segments. A wider approach helps satisfy competing needs by varying the focus between streets; a narrower focus helps with ease of delivery.

The 2016 update to the Province’s *Growth Plan for the Greater Golden Horseshoe* included a Complete Streets Policy. This made Ontario the first province in Canada to include Complete Streets in province-wide policy documentation. Currently, 43 municipalities in Ontario include a Complete Streets approach in their land use or transportation plans.<sup>31</sup> Three health units also recommend a Complete Streets approach as a way to improve public health.<sup>31</sup> Across Canada, numerous other municipalities have examples or policy documents supporting Complete Streets, including all the top twenty largest municipalities. In the USA, a National Complete Streets Coalition has been formed to aid local and state agencies develop complete street programs.

The creation of Complete Streets requires balancing the needs of different users, as well as external factors such as public health, quality of life, and social equity. Although the approach can be applied to all streets, this does not mean every street should be changed. Even when changes are made, every street will have its unique characteristics that dictate what a ‘complete’ version will look like. Some of the common ingredients that may be added include good sidewalks, frequent crossing points, appropriate bikeways, comfortable transit stops, carefully-located parking and loading areas, greenery, landscaping, and more.

Further, the trips that use any individual street segment will include multiple types of trips for a wide variety of people. For example, a street with retail needs to serve workers commuting to those shops, customers travelling there to buy items, goods vehicles delivering (or picking up) those items, and people travelling through the street segment on their way to other destinations.

Like all transportation infrastructure, streets exist to enable other (non-transportation) activities. Homes, workplaces, shops and other amenities all contribute to place-making. Streets also form a significant part of the public space in a municipality, and are places where people spend time and

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<sup>31</sup> *Where are Complete Streets in Canada?* Complete Streets for Canada, retrieved November 2019.  
<https://www.completestreetsforcanada.ca/locations/>

interact with one another. The balance between a street segment's role as a 'place' and its role in 'movement' is a key part in deciding the appropriate facilities.

### ***Changes to street cross-sections***

The amount of space available within a municipal transportation right-of-way is finite, and hence the municipality must actively choose how to allocate that space between transportation modes, and between transportation and non-transportation uses. In making that choice, the municipality prioritises certain uses/modes over others. For example, if space is available for a bus-only lane, then the municipality's choice between a bus-only lane and general traffic lane indicates the relative priority of car and bus users.

General traffic lanes typically occupy the majority of space allocated to transportation. Consequently, ensuring the right number of lanes has the biggest effect on how much space can be allocated to other modes (including walking, cycling and transit).

The "level of service" (LOS) translates traffic volumes to a letter grade from A to F. The lowest traffic flows have a grade of A; the highest have a grade of F. The association in many people's minds of between LOS and school grades means they associate lower traffic levels as having a "good" grade. This creates the perverse effect that a more efficient allocation of lanes (where demand is close to capacity) gets a "worse" grade than an inefficient one.

Use of volume-capacity ratios rather than LOS grades allows discussion to be framed around what allocation is both sufficient (the volume-capacity ratio is under 100%) and efficient (but not too far below 100%). Oakville's Transportation Master Plan frames road capacity discussion in terms of volume-capacity ratios, demonstrating an example of best practice. By avoiding an excessive number of traffic lanes, the street cross-section can include more/better non-auto transport facilities.

There is a risk that planning for existing and expected traffic volumes means that people's travel habits (and choice mode) remain the same. Changing the street cross-section can induce a mode shift and change what is needed. For example, changing a general traffic lane to a bus-only lane would result in people switching from car to bus, and can also make more efficient use of road space (in terms of the number of people moved). Potentially, the reduced number of traffic lanes could be right for the reduced traffic levels, even if it wasn't right for the former traffic volumes.

More generally, the extent to which traffic levels are used to justify spending money on changes to the road network (or not changing it) indicates the relative priority given to car users compared to other modes.

A practice Oakville has avoided is the provision of four-lane streets without turn lanes. In those situations, left-turning vehicles end up blocking a lane of traffic, resulting the same effective traffic capacity as 2-lane road with either a centre left-turn lane or left-turn lanes at intersections. The latter configuration also avoids vehicles frequently changing lanes (improving safety for all users) and frees up space for other uses (such as bike lanes or landscaping). Oakville has numerous examples of such streets, demonstrating an example of best practice.

This process is more the number of lanes or the presence of a particular facility; also about their design. Wider traffic lanes result in higher speeds, and whether this is seen as a positive or

negative depends on the municipality's priorities. Slower traffic speeds improve safety for all road users by reducing the likelihood and severity of collisions. (This approach is also compatible with Vision Zero, discussed in the next section.) On minor residential roads, narrower lanes act as form of traffic calming. Changes to lane width can be done through re-striping (rather than removing road surface). This can result in all relevant roads in a municipality being changed in a short period.

### ***Existing Oakville policies***

The 2013 Transportation Master Plan, *Switching Gears*, included a recommendation that the Town "adopt a road design and Complete Streets policy" as one of its roadway network strategies (section H.5). It also included specific recommendations for changes to the Town's roadway design standards (Appendix 5B) in support of that policy. The 2018 TMP Review did not discuss this recommendation, but it is assumed to still apply

The 2009 Active Transportation Master Plan (ATMP) included a recommendation that the Town "develops and adopts a Complete Streets strategy to inform and guide urban design, streetscape design and road design in Oakville". The 2017 ATMP Update does not mention Complete Streets.

Despite the recommendations in the TMP and 2009 ATMP, the Town has not yet adopted a Complete Streets strategy.

The Town's Official Plan mentions the need to "balance" the needs of various modes (paragraph 8.1.2d), and to "maximize mobility and access for persons with disabilities" (paragraph 8.1.2e). These needs both align with the aims of Complete Streets.

The project objectives for this study mention the Town's "direction to implement a mobility hierarchy which ensures pedestrians, cyclists and transit users take precedent over private vehicles". This is consistent with the aims of Complete Streets.

### ***Creating a safe pedestrian/cycling network***

A necessary part of Complete Streets is appropriate provision of safe facilities for pedestrians and cyclists. Those facilities also enable and support the use of active transportation for short trips – without those facilities, use of active transportation becomes difficult or impossible. Consequently, efforts to increase walking and cycling must start with infrastructure.

The Town of Oakville has an Active Transportation Master Plan that was created in 2009 and updated in 2017. The 2017 update states that Oakville currently has 1,031km of sidewalks plus another 457km of other active transportation facilities. These include a mix of regional routes, local routes, connections to transit, crossing points, and supportive amenities.

The 2017 update developed expanded network based on safety, connectivity and accessibility. It also considered the diverse needs of users and the broader principles of Complete Streets. It recommends an additional 383km of sidewalks plus another 323km of other active transportation facilities. It also contains information on design and implementation, including timing, processes and tools.

By having a detailed plan for an expanded walking and cycling network, the Town of Oakville is already demonstrating an example of best practice. The implementation of active transportation

facilities is generally the Town's control. The main exceptions are cycling facilities that use roadspace on Regional roads, and crossing points over Provincial freeways. (In the former case, Oakville's Active Transportation Plan generally aligns with Halton's 2015 Active Transportation Plan.) As a result, implementation primarily depends on suitable municipal funding and resources.

The Complete Streets approach offers a framework for balancing the needs of different users in line with wider strategic aims for the transportation system.

## 2.5.2 Potential Actions for Oakville

Potential actions for Oakville are as follows:

- Oakville can implement a Complete Streets strategy, in line with the recommendations in the 2013 Transportation Master Plan and 2009 Active Transportation Master Plan.
- The Town's current policy framework includes land use plans, the transportation master plan, and various mode-specific plans (including transit and active transportation). Complete Streets cover all these areas (and more). Oakville can implement the elements of a Complete Streets approach only if it coordinates and balances the aims of these various plans.
- Trips to places within Oakville include transportation facilities where the Town outside the Town's direct control (such as GO stations and freeway interchanges). Oakville can implement a Complete Streets approach through active engagement with the relevant parties.
- Oakville can frame discussions about congestion on its roads in terms of volume-capacity ratios – and hence efficiency.
- Oakville can implement the recommend infrastructure and other elements of 2017 Active Transportation Plan.

## 2.6 Vision Zero

### 2.6.1 Background and Emerging Directions

Vision Zero is “a philosophy of road safety that eventually no one will be killed or seriously injured within the road transport system”.<sup>32</sup> The Canadian Council of Motor Transport Administrators identifies the following principles:<sup>33</sup>

- **Ethics:** human life and health are paramount and take priority over mobility and other objectives of the road traffic system;
- **Responsibility:** providers and regulators of the road traffic system share responsibility with users;
- **Safety:** road traffic systems should take account of human fallibility and minimize both the opportunities for errors and the harm done when they occur; and
- **Mechanisms for change:** providers and regulators must do their utmost to guarantee the safety of all citizens; providers and regulators must cooperate with road users; all three must be ready to change to achieve safety.

Canadian municipalities that have adopted Vision Zero include Toronto, Montreal, Ottawa, Edmonton, Mississauga, Vancouver, Brampton, Hamilton, Surrey, London, and Peel Region. Policies pursued under Vision Zero can include:

- Changes to roadway and intersection layouts and their associated design standards;
- Education and enforcement regarding the rules of the road;
- Improvements to car design (for both occupants and people struck by the car); and
- More and better road crossing points for pedestrians (including transit users) and cyclists.

Elements of Vision Zero affect all aspects of the planning and delivery of the transportation system. This ranges from site plans for commercial developments and intersection design to network planning and transportation strategy.

Recent research indicates that the historic trend of decreasing road casualty rates (per vehicle-km) has levelled off<sup>34</sup>. This means that decreasing road deaths and injuries requires lowering auto-based travel. Further, higher usage of walking and cycling are associated with lower risks for those modes. The implementation of Vision Zero elements combined with vehicle travel reduction strategies (such as transport pricing, dense mixed-use development and transportation demand management programs) helps encourage mode shift away from auto-based travel. This in turn improves transportation safety.

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<sup>32</sup> *Vision Zero - An ethical approach to safety and mobility*. Tingvall & Haworth, 1999.  
<https://www.monash.edu/muarc/archive/our-publications/papers/visionzero>

<sup>33</sup> *Canada's Road Safety Strategy (RSS) 2025*. Canadian Council of Motor Transport Administrators, 2016.  
<https://roadsafetystrategy.ca/files/RSS-2025-Report-January-2016-with%20cover.pdf>

<sup>34</sup> *A New Traffic Safety Paradigm*. Todd Litman, Victoria Transport Policy Institute, 2019.  
<https://www.vtpi.org/ntsp.pdf>



Successful implementation of Vision Zero requires all transportation-related planning and delivery to incorporate its aims at every stage.

The adoption of Vision Zero (or formalization of all transport safety initiatives under a single similar program) by Oakville requires applying the underlying philosophy to all transportation-related decisions.

## 2.6.2 Potential Actions for Oakville

Potential actions for Oakville are as follows:

- Oakville's Transportation Master Plan (Switching Gears, 2013) makes reference to safety in the context of active transportation, goods movement, and traffic calming. The 2018 Review made no significant changes. Oakville can adopt Vision Zero or a similar aim to provide a high-level goal to support more detailed strategies and actions.
- Oakville can also apply the principles of Vision Zero without formally adopting it as policy. This would improve safety through how the Town plans and delivers transportation.
- Oakville can work to have the principles of Vision Zero applied to transportation facilities not controlled by the Town. This covers both publicly owned transportation facilities and privately-owned key destinations. Examples include Regional roads, Provincial Highway interchanges, GO Transit stations, shopping malls, schools, hospitals and office parks.
- Oakville can take advantage of major changes to a corridor (such as a major road rehabilitation project) to improve the roadway design. This applies to roadways maintained by the Town or the Region.
- The aims of Vision Zero are set out in mode-neutral terms. However, the risks associated with each mode (both for users and non-users) are different. Consequently, both the changes required and the benefits of making those changes will vary by mode. Oakville can maximize those benefits by taking the differences in needs into consideration during planning.
- The aims of Vision Zero are also set out in a way that covers all people. However, certain groups of people (such as the young, seniors, and people with disabilities) are exposed to greater risks than the general population. Transportation facilities with high concentrations of these groups have a stronger need for change, and higher benefits from making those changes. Oakville can maximize those benefits by taking the differences in needs into consideration during planning.

## 2.7 Open Data

### 2.7.1 Background and Emerging Directions

The appropriate use of data is a vital part of:

- Planning and delivering the right transportation system;
- Changing how the transportation system is used to fulfil wider goals;
- Supporting the efficient and effective operation of the transportation system; and
- Enabling and assisting users of the transportation system.

The amount and availability of relevant data has steadily increased as the use and capabilities of technology have expanded. This trend is likely to continue in the future. “Open Data” is the term used when data created by the public sector is made available to third parties. The data must be available to all, under a licensing system that allows its re-use.

The Town of Oakville provides an “Open Data Catalogue” on its website. Datasets include geospatial information, recreation programs, election results, energy consumption at Town facilities, development permits, municipal budgets, and transit schedules. These items include details behind municipal actions, and help promote transparency in the decision-making process.

Within the GTHA, many municipalities have open data platforms. Those that do include Toronto, Hamilton, Peel Region, Durham Region, York Region, Ajax, Brampton, Burlington, Markham, Milton, Mississauga, Newmarket, Pickering, and Oshawa. The Province of Ontario and the federal government also all maintain open data platforms; Halton Region does not.

The provision of Open Data helps individuals and private entities create additional value from information created in the public sector. For example, allowing third parties to have access to Oakville Transit’s schedule data has resulted in multiple travel planning apps being available. This supports transit use by making it easier to plan transit trips. Oakville Transit also collects real-time information on its bus locations (and expected arrival times by stop), but does not make the data available for third party use.

Open Data facilitates transparency in municipal governance and allows third parties to create and add value around municipal services. Open Data can also help support the planning and use of the transportation system, including greater use of sustainable modes.

### 2.7.2 Potential Actions for Oakville

Potential actions for Oakville are as follows:

- Oakville can continue to make more data created and collected by the Town available as Open Data, both for static and real-time information.
- Oakville can continue to draw on the open data of other public sector entities to support all aspects of the planning, delivery, use and operation of its transportation system.
- Oakville can set licensing conditions that require private transportation operators to share usage data
- Oakville can coordinate with other public sector governments and agencies to ensure consistency in data schemas, formatting and quality

## 2.8 Transportation Demand Management

### 2.8.1 Background and Emerging Directions

#### *Definition and Example Programs*

Transportation Demand Management (TDM) is the practice of deploying travel behaviour change strategies in support of a mode shift away from single-occupant vehicles. It does not typically require the provision of new transportation infrastructure or significant new services. However, it may be used to maximise the change in travel behaviour when new infrastructure and services are created. TDM programs are typically focused on commuters, as changing one person's travel choice will change a large number of trips. Examples of strategies and programs include:

- **Ride-matching:** Matching employees with other people who work and live at the same location who live close by. Those people can then carpool with minimal increase in their journey time, while still saving money and avoiding needing to drive every day.
- **Emergency ride home:** Offering employees who take a sustainable mode of travel reimbursement for their ride home by taxi or TNC (typically up to a set amount) in the event of an emergency. This provides commuters who use these modes the reassurance that they will get home as quickly as if they drove to work in an emergency situation.
- **Employer research:** Conducting assessments in partnership with employers to identify travel behaviours, attitudes and needs of its employees. This typically uses a mix of surveys and site evaluations. Employers can use the results to tailor their workplace policies.
- **Financial incentives:** These fall into two groups:
  - *Increasing the cost of non-sustainable modes.* Charging for workplace parking is the most common approach.
  - *Subsidising part or all of the cost associated with a sustainable mode,* either for an introductory period or an ongoing basis. This could include free transit passes, subsidised bike purchase, or reduced parking fees for carpoolers.
- **Gamification:** Promoting sustainable travel through workplace or a long-term commuting program that uses non-financial incentives.
- **Marketing campaigns:** Promoting sustainable travel through targeted information and advertising.

Two other strategies are discussed in more detail in the next sections – congestion pricing and parking management.

TDM programs can be highly cost-effective ways of changing people's travel behaviour. A 2015 review by Metrolinx of its SmartCommute TDM programs<sup>35</sup> found the program cost about \$4m/year, and reduced single occupancy vehicle (SOV) travel by approximately 40 million vehicle-kilometres travelled (VKT). The reduced VKT yields economic benefits from reduced emissions and health improvements (from active transportation use). When quantified, this produced a benefit:cost ratio of 6:1, extremely high for a transportation project. Despite this, Metrolinx ended its support for SmartCommute, including in Halton Region.

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<sup>35</sup> *Smart Commute Workplace Program Business Case Review.* Metrolinx, 2015.

[http://www.metrolinx.com/en/regionalplanning/projectevaluation/benefitscases/benefits\\_case\\_analyse.s.aspx#smartcommute](http://www.metrolinx.com/en/regionalplanning/projectevaluation/benefitscases/benefits_case_analyse.s.aspx#smartcommute)

### ***Congestion Pricing***

Congestion pricing is the practice of charging vehicles to use the road with the aim of reducing usage. It differs from road tolling, which is the practice of charging vehicles to recover part or all the operating and capital costs (and potentially make a profit in the case of private operators.)

London (UK) introduced a congestion charge 2003. The charge is levied on all vehicles entering a specific area, except those owned by people living within the area. The revenue goes towards improved bus services, to offer a better alternative to driving. Prior to the charge, bus service costs were roughly equal to fare revenue. The increase in bus service was expected to increase costs by more than farebox revenue, with the congestion charge revenue making up the difference. However, the congestion charge was more effective at deterring driving than expected, resulting less revenue and the government having to start subsidizing bus services. London's experience demonstrated the effectiveness of a congestion in an area with viable alternative travel choices. It also demonstrated the dangers in relying on congestion charge revenue for funding sustainable modes.

Various attempts to introduce a congestion charge in New York City have been made in recent years. The City's government approved a proposal in 2008, but the New York State government did not pass the required legalisation. The State government put forward its own plans in 2017, this time with opposition from the City government. An amended version of those plans was passed into law in 2019, with the congestion charge taking effect in late 2020 or in 2021. The experience in New York (City) demonstrates that implementing a congestion charge is most easily done with strong support from all levels of government.

In general, congestion charges have introduced in the downtown cores of large metropolitan areas. Those areas typically have a range of alternative options for travel other than driving. They also primarily target people travelling *into* the area, with local residents receiving exemptions or discounts.

### ***Parking Management***

All trips made by auto start and end in a parking spot. The high use of auto in Oakville creates high demand for parking spaces at homes, workplaces and other destinations in Oakville. The provision of large amounts parking has two major effects on the urban area. Firstly, the provision of parking also supports the use of cars. People's mode choice of a car or other modes will be influenced by the ease of use and cost of parking

Secondly, it consumes land that could otherwise be used for other purposes. This limits density and economic development. The available land within Oakville's urban area is finite, and hence land consumed by parking has an opportunity cost. Further, the use of land for parking strongly affects the overall urban form and character of an area.

Parking policies and practices provide a way for municipalities like Oakville to proactively control the amount and form of parking. Parking can considered as a valuable resource requiring careful management, rather than a commodity to be made freely available.

As is typical for urban municipalities, Oakville requires new development to include a minimum amount of parking. This is based on the number and type of residential units, or the size and type of non-residential floorspace. However, in areas where on-street parking is not available (or highly limited), then developers will be motivated to provide sufficient parking regardless of the minimum required. Failure to do so would mean they are unable to sell/lease units, or that commercial tenants would be unable to sustain their business. Consequently, parking minimums may not be necessary where developers would supply sufficient parking anyway.

Parking minimums may also result in too much parking being provided. Oakville is trying to change people's travel from driving to other modes. Any success in these efforts will reduce parking demand. Further, changes in when and how often people travel will also affect parking demand. However, minimum parking requirements may prevent surplus parking provision from being transformed into other uses.

Finally, measures that restrict parking or increase its cost will make driving a less attractive options, supporting a shift to other modes. Conversely, over-cautious developers may supply excessive amounts of parking and hence encourage car travel. Parking maximums (which limit the amount of parking) are a way to ensure the right amount of parking is provided, particularly when coupled with on-street parking controls. They yield the biggest benefits in areas where high densities are allowed, as the land made available then results in the most amount of potential development.

Parking fees (particularly at workplaces) are a very simple method to discourage people from driving. They can be easily varied by day or time depending on local circumstances. Where they are varied, it may cause some people to change when they travel. Even if the mode doesn't change, this can still help displace car travel from peak periods, reducing congestion and emissions.

### 2.8.2 Potential Actions for Oakville

Potential actions for Oakville are as follows:

- Oakville can invest in TDM programs as a cost-effective way to change commuter's travel modes.
- Oakville can encourage a region-wide approach to congestion pricing that advances mutual goals, ideally in conjunction with other measures to maximise public support.
- Oakville can consider whether parking minimums are still an appropriate way of managing the supply of parking, and whether parking maximums are appropriate in its Growth Areas.

## 2.9 Summary

Table 2.2 summarizes the best practices described in the previous sections as well as the current situation and potential next steps in Oakville.

**Table 2.2: Summary of Best Practices, Current Situation and Potential Next Steps in Oakville**

Trend	Best practices	Current Situation in Oakville	Potential Next Steps
<p>Mobility as a Service (MaaS)</p>	<ul style="list-style-type: none"> <li>• Ideal is that travel by any method can be planned and paid for through common platforms, without requiring any form of personal vehicle ownership</li> <li>• Micromobility has been most successful in dense urban areas; dockless micromobility systems have become more common but are no means universal</li> </ul>	<ul style="list-style-type: none"> <li>• Presto smartcard provides a common payment platform for the GTHA’s transit service providers. Third-payment mechanisms for transportation services not yet available</li> <li>• Car-share services limited to more traditional long-term car rental services</li> <li>• Town’s open data efforts provide static but not real-time transit schedule information</li> </ul>	<ul style="list-style-type: none"> <li>• Work with other transportation owners/operators in planning and delivery of smart infrastructure</li> <li>• TNCs/car-share</li> <li>• Focus potential micromobility programs on and around existing or future dense/mixed-use areas</li> </ul>
<p>Smart Vehicles and Cities</p>	<ul style="list-style-type: none"> <li>• Fully autonomous vehicles not yet commercially available</li> <li>• Driverless transit vehicles offer the potential for significant cost savings/better service levels</li> </ul>	<ul style="list-style-type: none"> <li>• Regulation primarily up to Provincial and Federal governments</li> <li>• Potentially-connected infrastructure in Oakville is the responsibility of the Town, but also Region and Province</li> </ul>	<ul style="list-style-type: none"> <li>• Initiate long-term planning, monitor developments and investigate potential benefits/issues in detail</li> <li>• Modify parking regulations to allow for charges in parking patterns from CAV use</li> <li>• Engage with Province to ensure future policies and regulations align with Town’s aims</li> </ul>
<p>Alternative Vehicle Energy Sources</p>	<ul style="list-style-type: none"> <li>• Battery electric vehicles are the most widespread type of alternative energy vehicles</li> <li>• A wide variety of electric cars are commercially available, forming a small but growing part of auto sales</li> <li>• Electric buses are a practical but higher-cost option that is starting to see adoption by transit agencies</li> <li>• Electric bikes</li> </ul>	<ul style="list-style-type: none"> <li>• Ontario has relatively low adoption rates; anecdotal input from staff indicates Oakville higher than an average</li> <li>• Oakville Transit is participating in a pilot electric bus program alongside several other GTHA municipalities</li> <li>• E-bikes are prohibited on Oakville’s off-road cycling facilities; e-scooters are not permitted on any public transport facility</li> </ul>	<ul style="list-style-type: none"> <li>• Increase charging availability at new developments and Town-owned facilities</li> <li>• Allow e-bikes on all parts of cycling network</li> <li>• Use results of electric bus pilot and other municipalities to inform decisions on adopting electric buses</li> </ul>

Trend	Best practices	Current Situation in Oakville	Potential Next Steps
<p>Management of Freight Transportation</p>	<ul style="list-style-type: none"> <li>• Proactive approach to maximize benefits and mitigate negative effects of goods movement</li> <li>• Drones emerging technology</li> <li>• Currently Transport Canada regulations limit commercial use for goods movement</li> </ul>	<ul style="list-style-type: none"> <li>• Goods Movement Study (2016) examined issues and potential solutions; extensive recommendations</li> <li>• Coordination with Region and Province required, as goods movement uses all parts of road network</li> </ul>	<ul style="list-style-type: none"> <li>• Focus efforts on roads closest to the QEW, which have greatest need for goods movement management</li> <li>• Ensure high-density residential development incorporates facilities for home delivery</li> <li>• Current Transport Canada regulations and practical considerations mean that Oakville is unlikely to see drones being used for home deliveries in the short-term</li> </ul>
<p>Complete Streets</p>	<ul style="list-style-type: none"> <li>• Complete Streets approach offers a framework for balancing the needs of different users in line with wider strategic aims for the transportation system</li> <li>• Approach should be applied to all aspects of allocating space within the transportation right-of-way</li> </ul>	<ul style="list-style-type: none"> <li>• Good road design practices include using two-lane roads with left-turn lanes rather than four-lane roads and using of V/C ratios rather than LOS for road capacity analysis</li> <li>• Recommendations in the TMP and 2009 ATMP to adopt a Complete Streets approach not yet implemented</li> <li>• Detailed plans for AT network in place but implemented is slow</li> </ul>	<ul style="list-style-type: none"> <li>• Adopt Complete Streets approach through Council endorsement</li> <li>• Alternatively, ensure underlying principles are incorporated into strategic documents and decision-making processes</li> <li>• Implement AT network plans</li> </ul>
<p>Vision Zero</p>	<ul style="list-style-type: none"> <li>• Philosophy of road safety that no one will be killed or seriously injured within the road transport system</li> <li>• Adopted by municipalities across Ontario and Canada</li> <li>• Incorporated into all aspects of the planning and delivery of the transportation system</li> <li>• The implementation of Vision Zero elements combined with vehicle travel</li> </ul>	<ul style="list-style-type: none"> <li>• No formal adoption, but also clear the safety concerns are incorporated into decision-making processes</li> </ul>	<ul style="list-style-type: none"> <li>• Adopt Vision Zero through Council endorsement</li> <li>• Alternatively, ensure underlying principles are incorporated into strategic documents and decision-making processes</li> <li>• Develop vehicle reduction strategies to improve transportation safety</li> </ul>



Trend	Best practices	Current Situation in Oakville	Potential Next Steps
	<p>reduction helps encourage mode shift away from auto-based travel. This in turn improves transportation safety.</p>		
Open Data	<ul style="list-style-type: none"> <li>• Making data that is collected or owned by the city available to third parties at no cost and without restriction on re-use</li> <li>• Requiring private transportation operators to share usage data</li> </ul>	<ul style="list-style-type: none"> <li>• Oakville’s Open Data Catalogue provides wide range of transportation-related and other datasets</li> <li>• Oakville Transit’s real-time data notable absence</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to make more data created and collected by the Town available as Open Data.</li> <li>• Continue to draw on open data provided by others in planning, delivery and operations.</li> <li>• Coordinate to ensure consistency in data schemas, formatting and quality</li> </ul>
Transportation Demand Management	<ul style="list-style-type: none"> <li>• Using behaviour change strategies to support of a mode shift away from single-occupant vehicles without the provision of new infrastructure or significant new services</li> <li>• Successful practices include ride-matching, emergency ride home, employer research, financial incentives, gamification and marking campaigns.</li> <li>• Congestion charging most successful when targeting people driving <i>into</i> a dense urban core</li> </ul>	<ul style="list-style-type: none"> <li>• SmartCommute program (which included Halton Region) had benefit:cost ratio of 6:1; no longer funded by Metrolinx</li> <li>• Oakville’s travel patterns suggest that congestion pricing applied to other geographic areas would yield greater benefits</li> <li>• Policies for parking minimums in Oakville are typical for similar municipalities</li> </ul>	<ul style="list-style-type: none"> <li>• Invest in TDM programs as a cost-effective way to change commuter’s travel modes</li> <li>• Support a region-wide approach to congestion pricing that advances mutual goals</li> <li>• Reduce or eliminate parking minimums; adopt parking maximums in Growth Areas</li> </ul>

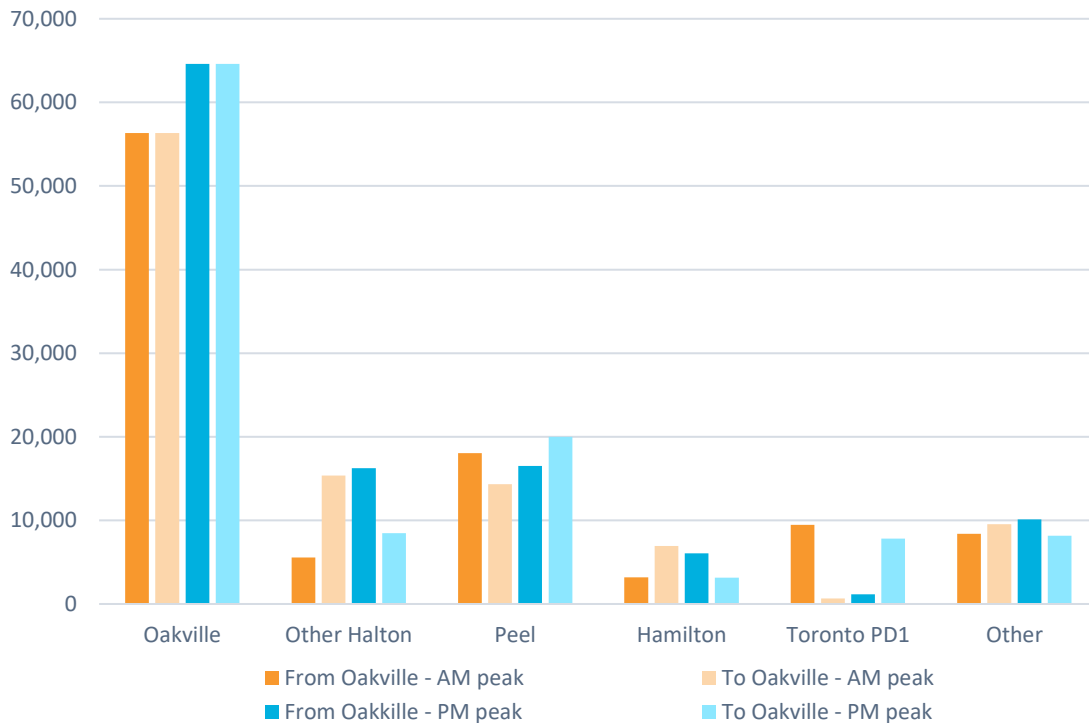
# 3 Trends for Current Movement Patterns

## 3.1 Where

Transportation, at its heart, is a way of getting people from an origin to a destination. People travel to reach their destination, not just for the sake of travelling. Consequently, understanding *where* people travel (or will travel) forms the foundation for all transportation planning.

Figure 3.1 shows the number of trips generated by Oakville during the weekday AM (06:00-09:00) and PM (16:00-19:00) peak periods by origin and destination area. In total, around 100,000 trips are generated in each period.

**Figure 3.1: Trips generated by the Town of Oakville during Weekday Peak Periods**



Data source: Transportation Tomorrow Survey, 2016

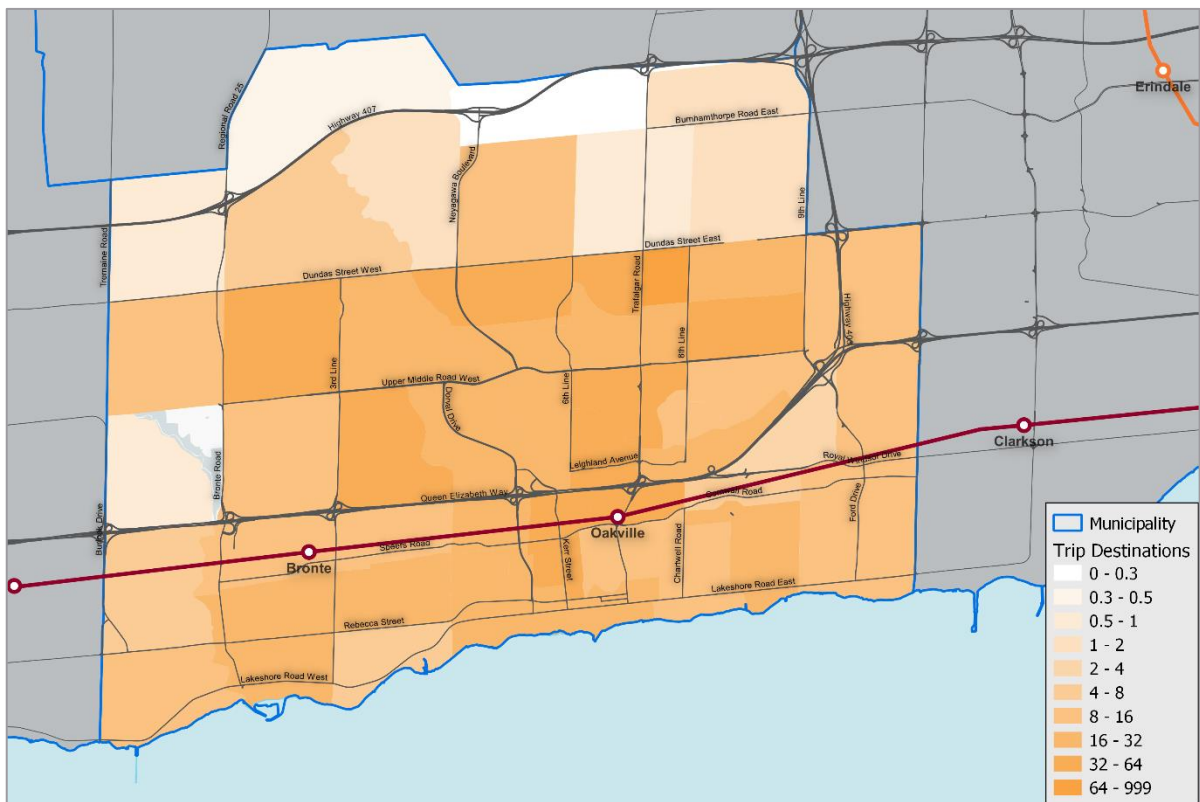
The data in chart shows that just over half (56%) of trips of trips generated by Oakville remain in the town. Around a third (31%) go to the rest of Halton or adjacent areas, while downtown Toronto (PD1) only accounts for 4.5% of trips - the same as Hamilton.

In the AM peak period, the majority of trips involving Peel and Toronto are outbound (from Oakville); the majority of trips involving the rest of Halton, Hamilton and other areas are inbound (to Oakville). The opposite is true in the PM peak period.

**Internal Trips – Within Oakville**

Figure 3.2 shows the density of trips to destinations within Oakville, with darker colours indicating higher trip densities. This includes trips for all purposes and by residents and non-residents alike.

**Figure 3.2: Destinations of Trips generated by Oakville - In Oakville**



Data source: Transportation Tomorrow Survey, 2016 (all-day trips to/from/within Oakville)

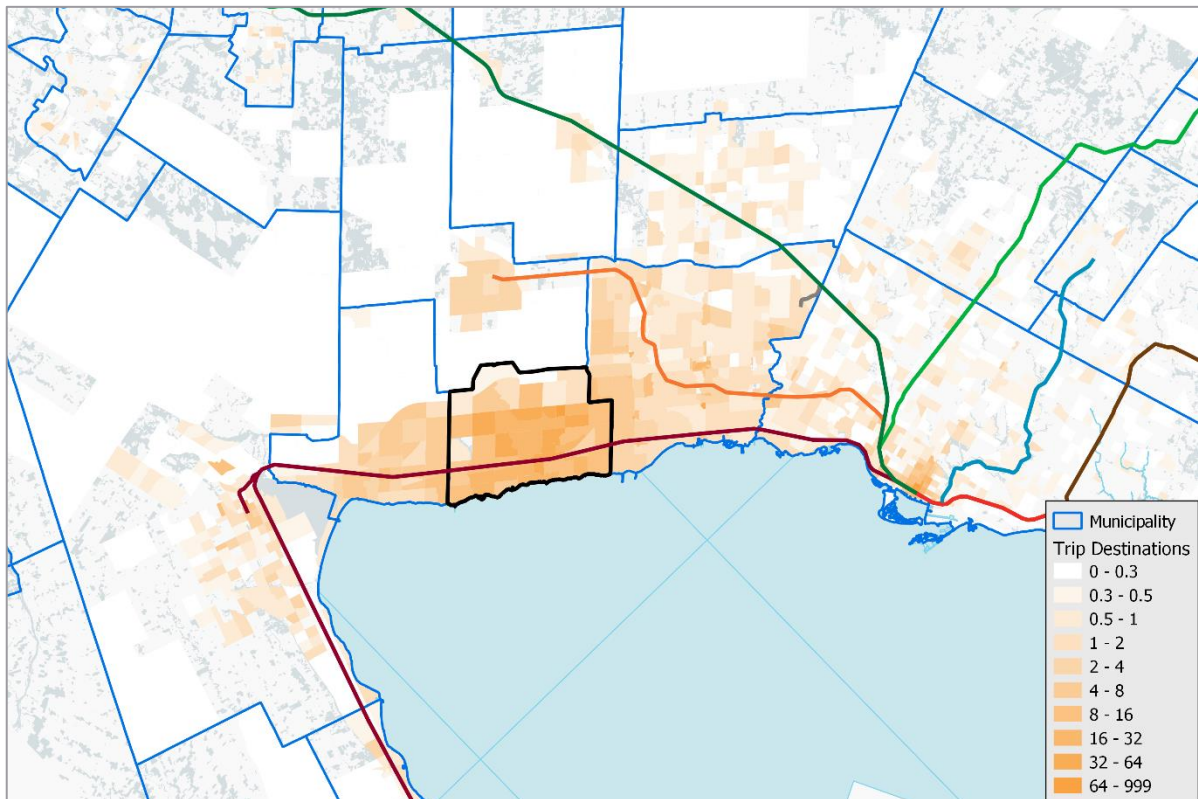
The map shows high trip densities to Palermo Village, Midtown Oakville, and the Uptown Core. These are three of four primary Growth Areas in the town (the other being around Bronte GO station). These areas have some of Oakville’s higher land use densities, which naturally leads to higher trip densities. They also have a mix of uses, rather than being focused solely on employment or residential. Mixed-use tends to generate more trips, as people take advantage of the close proximity to amenities.

### External Trips – Outside of Oakville

Oakville forms part of the Greater and Toronto Hamilton Area. This provides its residents with the opportunity to travel beyond its boundaries to work, study, or access amenities. Similarly, Oakville’s businesses and amenities attract employees, customers and users from beyond its boundaries. Consequently, it is useful to understand where Oakville residents are travelling to, and where people travelling to Oakville for work or other purposes are travelling from.

Figure 3.3 shows the density of trips originating in Oakville to destinations across the GTHA, with darker colours indicating higher trip densities.

**Figure 3.3: Destinations of Trips generated by Oakville – In the GTHA**



Data source: Transportation Tomorrow Survey, 2016 (all-day trips to/from/within Oakville)

The map shows that Burlington and Mississauga have the highest concentration of trips outside of Oakville. This is to be expected: they are the urban areas closest to Oakville, and people prefer to make short trips than longer ones for any given purpose. Trips from Oakville go to all parts of Burlington, implying Burlington residents work in Oakville, Oakville residents work in Burlington, and residents of both municipalities travel between them for other purposes.

By contrast, trips from Oakville are concentrated on the western parts of Mississauga. Given Mississauga’s land use, this implies travel between the two municipalities is primarily by Mississauga residents working or doing other activities in Oakville.

There is a concentration of trips to downtown Toronto, which are supported by the GO Train service. However, there are relatively few trips to the rest of Toronto – even places with direct GO

Train service. This is probably because the employment and other amenities in those places do not serve a wide enough area to include Oakville.

The density of trips to Hamilton is lower than to Brampton or Toronto, despite Hamilton being closer. This may be caused by the costs of housing: people who work in Hamilton can live in places that are both closer and cheaper than Oakville.

These observations reflect existing travel patterns. However, the number of people and jobs in both Oakville and its neighbours is expected to grow over the next 25 years. In general, it is reasonable to expect that Oakville's new residents will travel to similar places for work, education and other purposes as existing residents. Similarly, trips to Oakville by non-residents are generally likely to come from similar areas.

The transportation system in Oakville has been developed to primarily accommodate east-west travel. As a result, growth in travel to Hamilton, Burlington, Brampton and Mississauga will involve improvements to existing facilities and services.

By contrast, growth in Milton will generate north-south travel for Oakville. Milton is expected to have significant population and employment growth over the next 25 years. This will greatly increase the amount of travel between Milton and its neighbours, including Oakville. Consequently, Milton's growth will have a significant effect on the geographic distribution and number of trips to/from Oakville.

Shorter-term planning for Oakville's inter-municipal travel should focus on trips to/from Burlington, Mississauga and downtown Toronto. Longer-term planning should also consider the growth in travel to/from Milton.

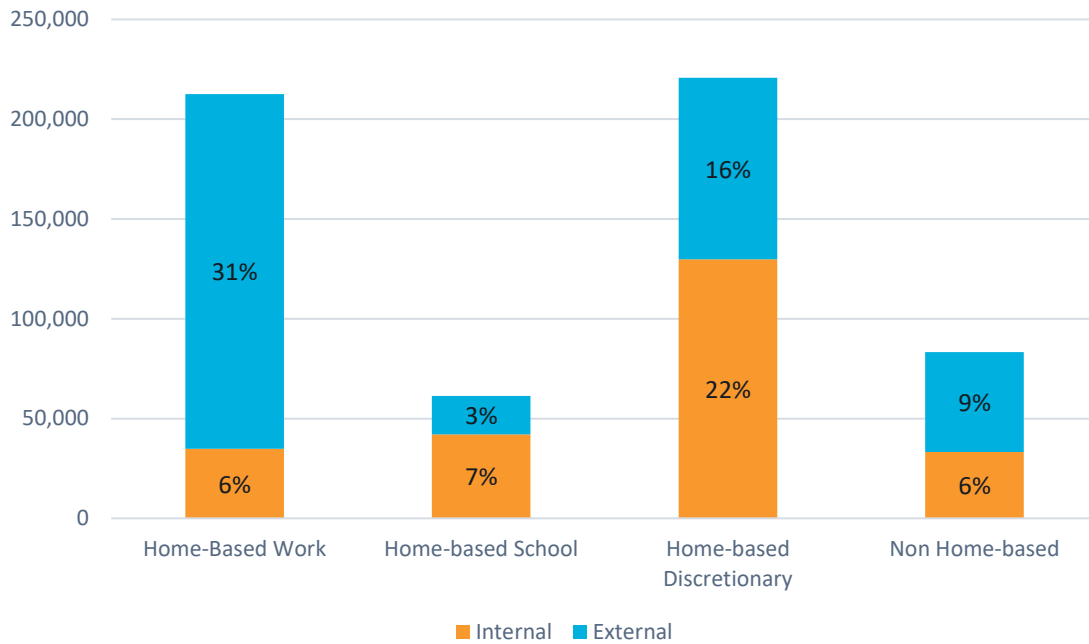
## 3.2 Why

The reasons *why* people make a trip are what generate the need to travel in the first place.

Figure 3.4 shows the number of trips originating in Oakville by purpose and by destination – either within Oakville (internal, in orange) or outside of Oakville (external, in blue). The labels are the percentage of all trips originating in Oakville. The four categories of trips are:

- Home-Based Work: trips between residence and place of work (and vice versa)
- Home-based School: trips between residence and place of education (and vice versa)
- Home-based Discretionary: trips between residence and other places (and vice versa)
- Non Home-based: trips not involving place of residence (and vice versa).

**Figure 3.4: Trip Purpose by Destination Type | All-Day**



Data source: Transportation Tomorrow Survey, 2016 (all-day trips to/from/within Oakville)

The chart shows that the biggest number of trips were for the business of life (home-based discretionary), with trips to/from employment (home-based work) very close behind. Together, these trip purposes account for 75% of all trips originating in Oakville

The majority of education (home-based school) and home-based discretionary trips are within the town, indicating that these needs are primarily fulfilled within Oakville. By contrast, most home-based work trips are to external destinations. Overall, the chart shows that external trips (58%) outnumber internal trips (42%). This results from land use in Oakville being dominated by residential uses, resulting in many residents travelling outside the town for work and (to a lesser extent) other needs.

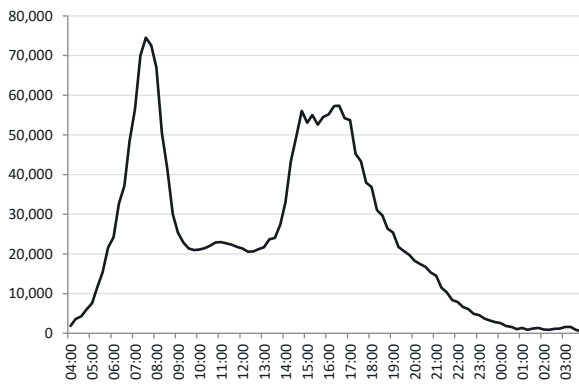
The Town’s transportation system serves internal trips (and hence the majority of school and discretionary trips), but also connects people to the wider regional transportation system (which serves the majority of work trips). The variations in destinations by trip purpose should be a major consideration in planning the Town’s transportation system and its connections to the GTHA.

### 3.3 When

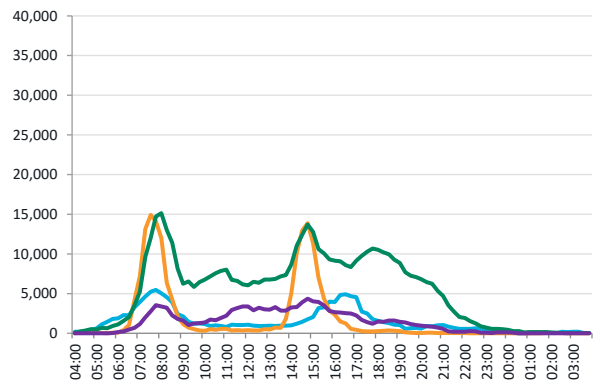
The time *when* people travel plays an important role in the planning of transportation infrastructure and services. Infrastructure (such as roads and sidewalks) are typically designed around peak demand, while the provision of services (such as transit) can be varied by time of day to match supply with demand.

Figure 3.5 shows the number of trips starting or ending in Oakville by time of day; Figure 3.7 splits this out by trip purpose. Figure 3.6 and Figure 3.8 show the start time of internal and external trips, respectively, by trip purpose. All charts other than Figure 3.5 have same scale on the vertical axis.

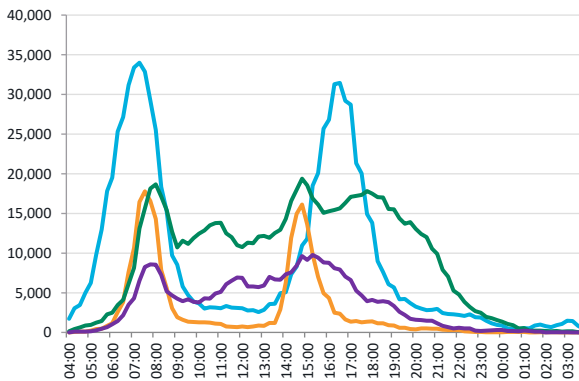
**Figure 3.5: Time of Travel (All Purposes and Destinations)**



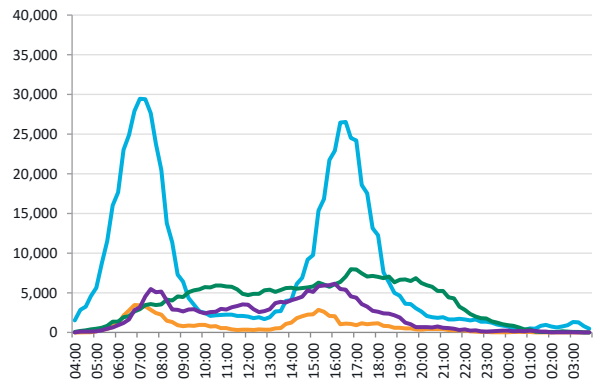
**Figure 3.6: Time of Travel by Trip Purpose (Internal Trips)**



**Figure 3.7: Time of Travel by Trip Purpose (All Destinations)**



**Figure 3.8: Time of Travel by Trip Purpose (External Trips)**



**Legend:** – All purposes; – Home-based Work; – Home-based School; – Home-based Discretionary; – Non-home-based

Data source: Transportation Tomorrow Survey, 2016

Figure 3.5 shows the highest travel demand occurs for trips starting 07:45-08:00. The AM peak is more concentrated than PM peak: there is higher demand, but in a much shorter period. The highest demand in the AM is a single point, while the highest demand in PM stretched over a two-hour period.

Comparing the start times by trip purpose (Figure 3.7) helps explain this pattern. All four trip purposes have peaks around the same time in the morning. In the PM, school trips (yellow), non-



home-based trips (purple), and work trips (blue) have different peaks. Discretionary trips (green) have no clear peak in the PM period.

Both work and school trips have two clearly-defined peaks, reflecting that people making these trips to/from Oakville all have similar start and end times for their activity. The pattern of work trips is consistent with '9-5' working, although the time of the AM peak implies a long commute.

By contrast, the pattern for discretionary and non-home-based trips has multiple peaks and troughs. Both show small peaks that coincide with school trips, implying trip chaining by people going to places of education<sup>36</sup> (either because they attend, or are transporting someone who does).

Comparing internal trips (Figure 3.6) and external trips (Figure 3.8) reveals they have very different patterns. Internal trips have a significant proportion of school and discretionary trips, and it is these that dictate the peak travel times for internal trips. By contrast, external travel is dominated by work trips. Further, external work trips have a much earlier peak in the AM than internal work trips – again, consistent with a long commute. This in turn implies that the time external work trips arrive back in Oakville will be significantly later than internal work trips.

External school trips have a later PM peak than internal school trips, which is consistent with external school trips having a higher proportion of travel to post-secondary institutions. The link between discretionary travel and school travel is evident for internal travel, but not external travel.

The timing of peaks and troughs in travel demand is a combination of all travel purposes, not just work trips. Travel involving trip chaining (such as that associated with school trips) is more difficult to switch from car-based to sustainable modes, unless the destinations are close together. Internal and external travel have very different patterns in when those trips occur.

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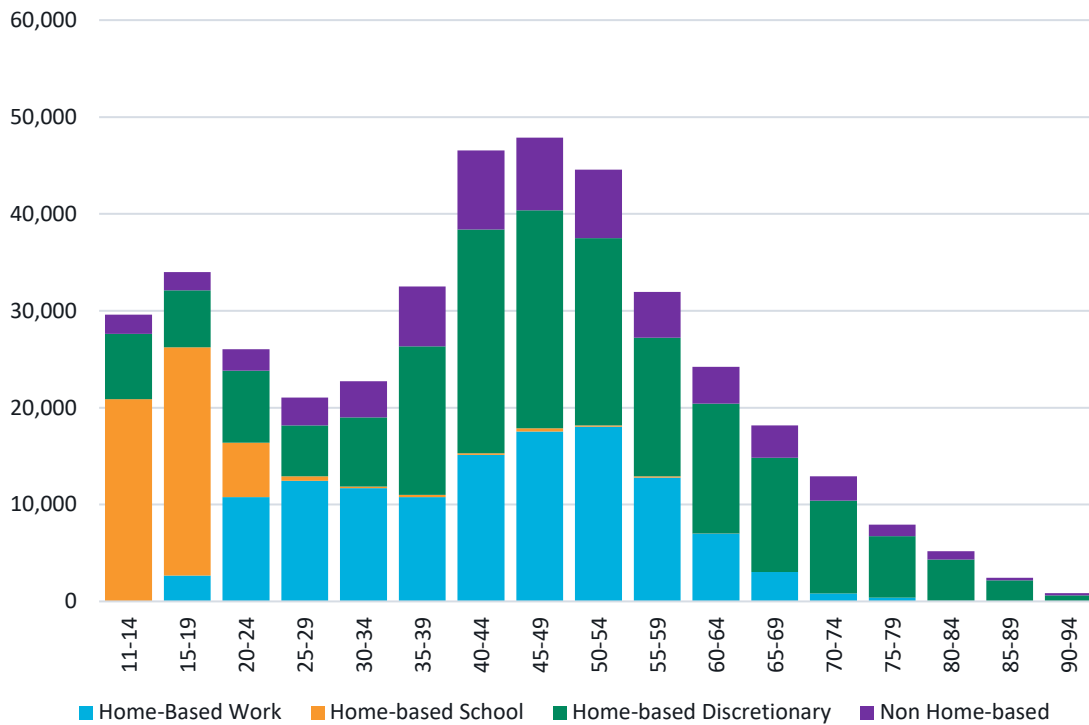
<sup>36</sup> If someone travels home → shop, shop → school and school → home, then TTS records these trips as home-based discretionary, non-home based and home-based school trips, respectively.

### 3.4 Who

Transportation planning revolves around the movement of people. Understanding *who* those people are will help ensure that planning meets their needs.

Figure 3.9 shows the number of trips originating from Oakville by age group and trip purpose. The age groups all span five years, except the first group.<sup>37</sup>

**Figure 3.9: Number of Trips originating from Oakville by Age Group and Purpose**



Data source: Transportation Tomorrow Survey, 2016 (all-day trips to/from/within Oakville)

From age 11 to 20, education trips are the most common. This is to be expected for compulsory school age (11 to 17/18<sup>38</sup>). More detailed analysis of the data shows the proportion of education trips falling significantly each year from age 18 to age 24, and all but vanishing from age 25. This suggests that people are attending post-secondary education for various lengths of time, or that older students are less likely to live (and start their trips) in Oakville.

Work trips account for the majority of trips for people in their twenties and early thirties. The proportion peaks at 73% of trips for people aged 26. The proportion of work trips falls steadily from age 55 onwards, accounting for less than 10% of trips for people aged 70 or over.

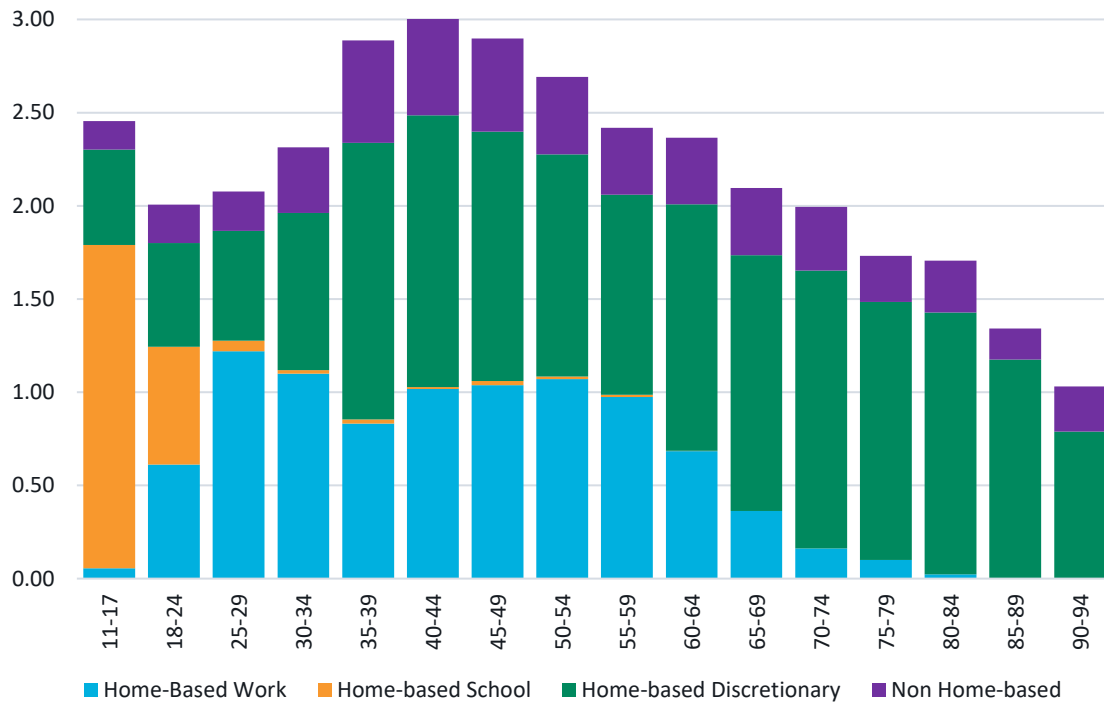
<sup>37</sup> The Transportation Tomorrow Survey only covers trips made by people aged 11 or higher.

<sup>38</sup> The Transportation Tomorrow Survey is conducted in the autumn; people in their final year of high school be either 17 or 18.

From age 35 to 95, discretionary trips are most common, and are generally substantially higher than work trips. These are trips for the business of life – shopping, medical, visiting friends/family, and leisure.

The number of trips made by each group is partly driven by the number of people in that age group. To provide an additional comparison, Figure 3.10 shows the average number of weekday trips per person for Oakville residents by age group and purpose.

**Figure 3.10: Average Weekday Trips per Person living in Oakville by Age Group and Purpose**



Data source: 2016 Transportation Tomorrow Survey

The chart shows that number of trips per person varies significantly by age. After the end of K-12 education, the daily trip rate increases steadily with age, peaks in the early 40s, then decreases steadily with age. The changes from people’s 20s through to their 50s are largely caused by changes increase in discretionary and non-home-based trips. This is consistent with those trips being caused by the presence of children in the household.

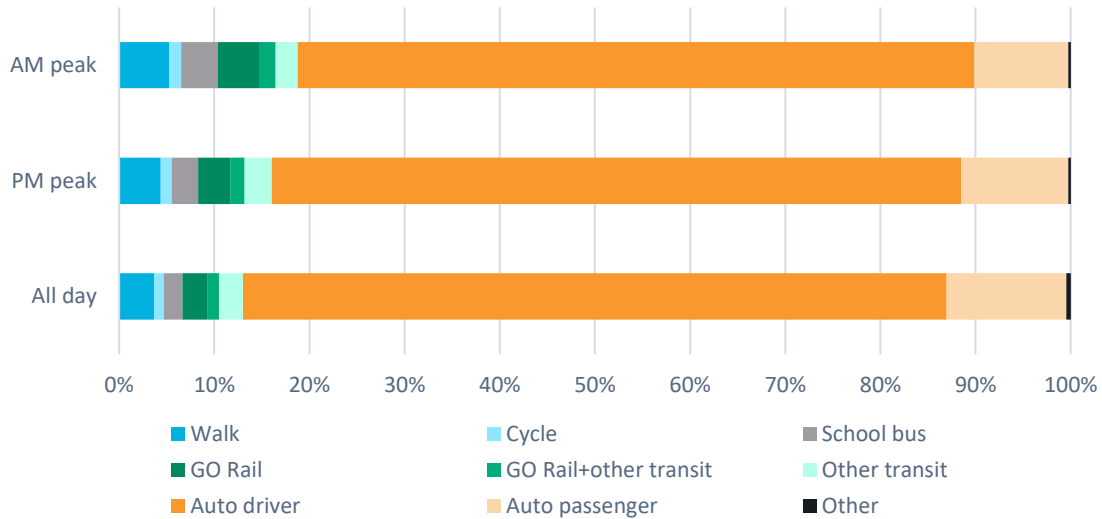
The decrease from people’s 50s to their 70s follows the decrease in work trips, consistent with people retiring or leaving the workforce.

The reasons people travel vary significantly by age, with work travel only being the most common reason for people aged 22 to 35. Policies targeted at different age groups will need to take into consideration those variations.

### 3.5 How

The Town of Oakville aims to increase the use of sustainable travel modes, and decrease the use of single-occupant vehicles. Understanding *how* people currently travel will reveal the magnitude of the task to be addressed. Figure 3.11 shows the mode split for trips to/from/within Oakville in the AM and PM peak periods, and for the whole day. Transit trips have been split into those using just GO Rail, those using just other transit modes, and those using both.

**Figure 3.11: Oakville Trips Mode Split**



Data source: Transportation Tomorrow Survey, 2016 (trips to/from/within Oakville)

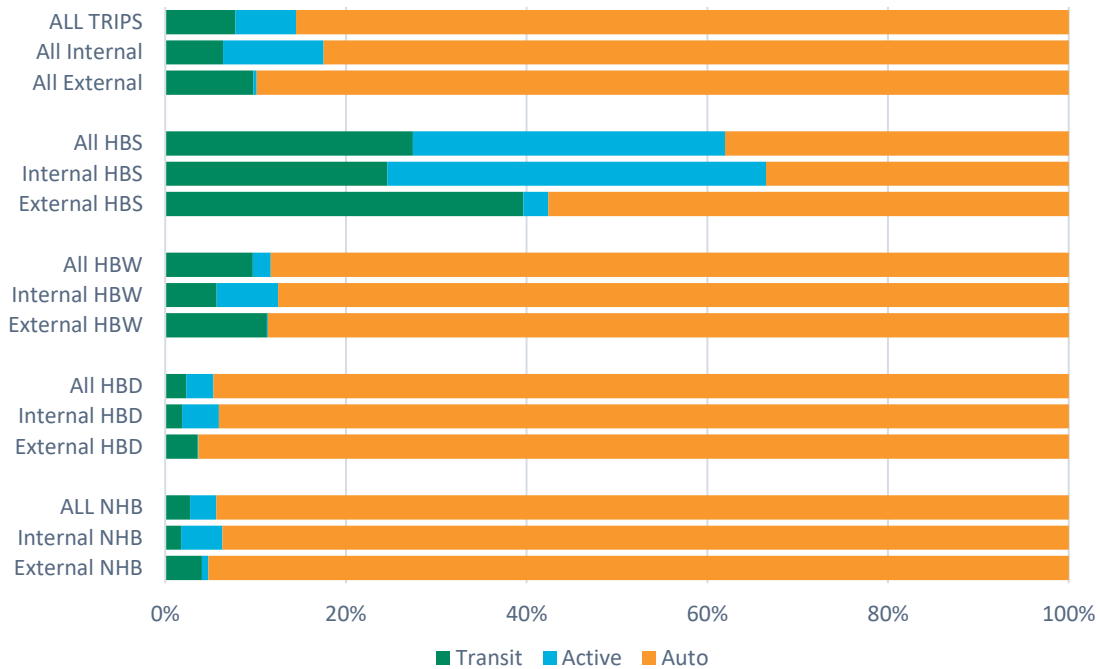
The chart shows auto-based modes dominate Oakville travel. Across the whole day, around three-quarters (74%) of trips are made people driving cars (“auto driver”), and more than six out of seven trips (87%) involve a person in a car. Transit is used for 8.3% of trips, including 2.0% for school bus trips. Excluding school bus trips, around half of transit trips to/from/within Oakville involve GO Rail.

The chart and underlying data show that use of transit and active modes is highest in the AM and PM Peak periods, with all other times having significantly higher use of auto-based modes. This is driven by higher use of active modes and school buses for education trips and transit for commute trips (particularly to downtown Toronto) during these times.

#### **Purpose and Destination Type**

Figure 3.12 shows the mode of travel for trips to/from Oakville by trip purpose and by destination type – internal (within the town) or external (to/from places outside the town). “Auto” includes auto driver, auto passenger, motorcycles, and taxi/TNCs; transit includes GO Train, local transit, and school bus; “active” includes walking and cycling. Trip purposes are home-based school (HBS), home-based work (HBW), home-based discretionary (HBD) and non-home-based (NHB).

**Figure 3.12: Mode of Travel by Purpose and Destination Type**



Source: 2016 Transportation Tomorrow Survey

The chart shows that auto dominates Oakville travel, accounting for 88% of trips. This holds across all purposes, except school travel.

For school travel, there is a roughly equal split between auto, transit and active modes for internal trips. These trips are dominated by K-12 schools, with many students living within walking distance or having access to school buses. External school travel is dominated by trips for post-secondary education. Many post-secondary institutions in the GTHA are served by regional and local transit. This and the cost of car ownership result in a high transit mode share.

For work trips, the transit mode share for external trips (11.2%) is roughly double that for internal trips (5.7%). This makes Oakville unusual compared to other GTHA municipalities. Typically, longer trips (such as to external destinations) have lower transit mode share. More detailed analysis revealed that three-quarters of the external work trips using transit were going to/from PD1 (downtown Toronto). These trips benefit from the GO Train service, while auto use is impeded by freeway congestion and the cost of parking.

Discretionary (HBD) and non-home-based (NHB) trips show similar mode splits. They have the highest auto mode shares (around 95%) of any travel market. Both have higher active mode shares for internal trips and higher transit mode share for external trips.

The Town’s aspirations to increase transit use can build on the existing strong usage for school-based trips and work trips to downtown Toronto. The dominance of car use for other markets supports the needs for significant change in the planning, funding and delivery of the transportation system if the Town is to achieve a mode shift away from car-based uses.

### ***Distance Travelled***

Figure 3.13 and Figure 3.14 show the distance travelled by mode in Oakville during weekday peak periods. During the AM peak period, the figures show the following

- 55% of the trips generated by the Town of Oakville are over 10km, while 32% are under 5km and 10% under 1km;
- Trips under 1km are considered walkable; only 35% of those trips are made by walking and 45% are by driving.
- Trips under 5km are considered bikeable; only 2% of those trips are made by bike while 73% are by driving
- 89% of people using Oakville's GO Rail stations (Bronte, Clarkson and Oakville) travel under 5km to their station, but only 2% of them chose to cycle while 78% chose to drive.
- Just under half of people using Oakville's GO Rail stations and travelling less than 1km walk

During the PM peak period, the figures show the following

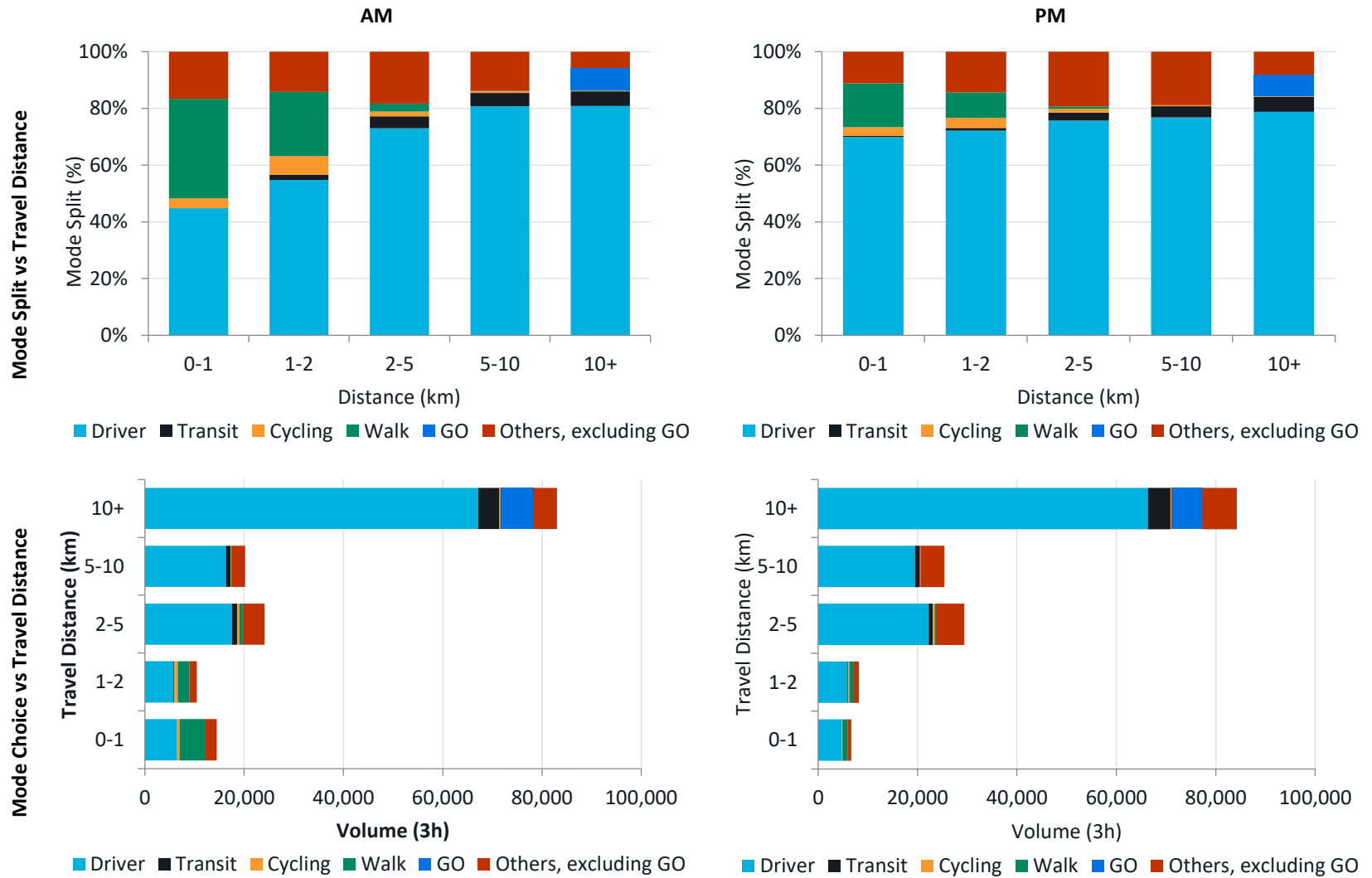
- 55% of the trips generated by the Town of Oakville are over 10km, while 29% are under 5km and 4% under 1km;
- Only 15% of walkable trips are made by walking and 70% are by driving. The difference with the morning is because fewer students travel in the PM peak period (16:00-19:00) compared to the AM peak period (06:00-09:00);
- Only 1% of bikable trips are by bike, while 76% are by driving
- In total, only 2% of trips generated in Oakville use cycling or walking.

The numbers show that the proportion of walkable trips (under 1km) is low, and that the proportion of walkable trips done by walking is also low. Addressing the former issue requires changes to land use patterns, so that people have a greater range of potential destinations within walking distance. Land use policies prescribe mixed-use intensification for Oakville's Growth Areas, and this will increase the proportion of walkable trips in and around those areas. However, other built-up areas elsewhere in Oakville will continue to have a low proportion of walkable trips if existing land use policies continue.

Increasing the number of walkable trips done by walking requires the provision of a high-quality pedestrian network. This includes sidewalks, ample and suitable crossing points, and greater pedestrian connectivity between residential and non-residential areas.

In order to change trends and behaviours, integration between land use and transportation will be required to make people reduce the distance they need to travel and make more sustainable choices to travel these short distances.

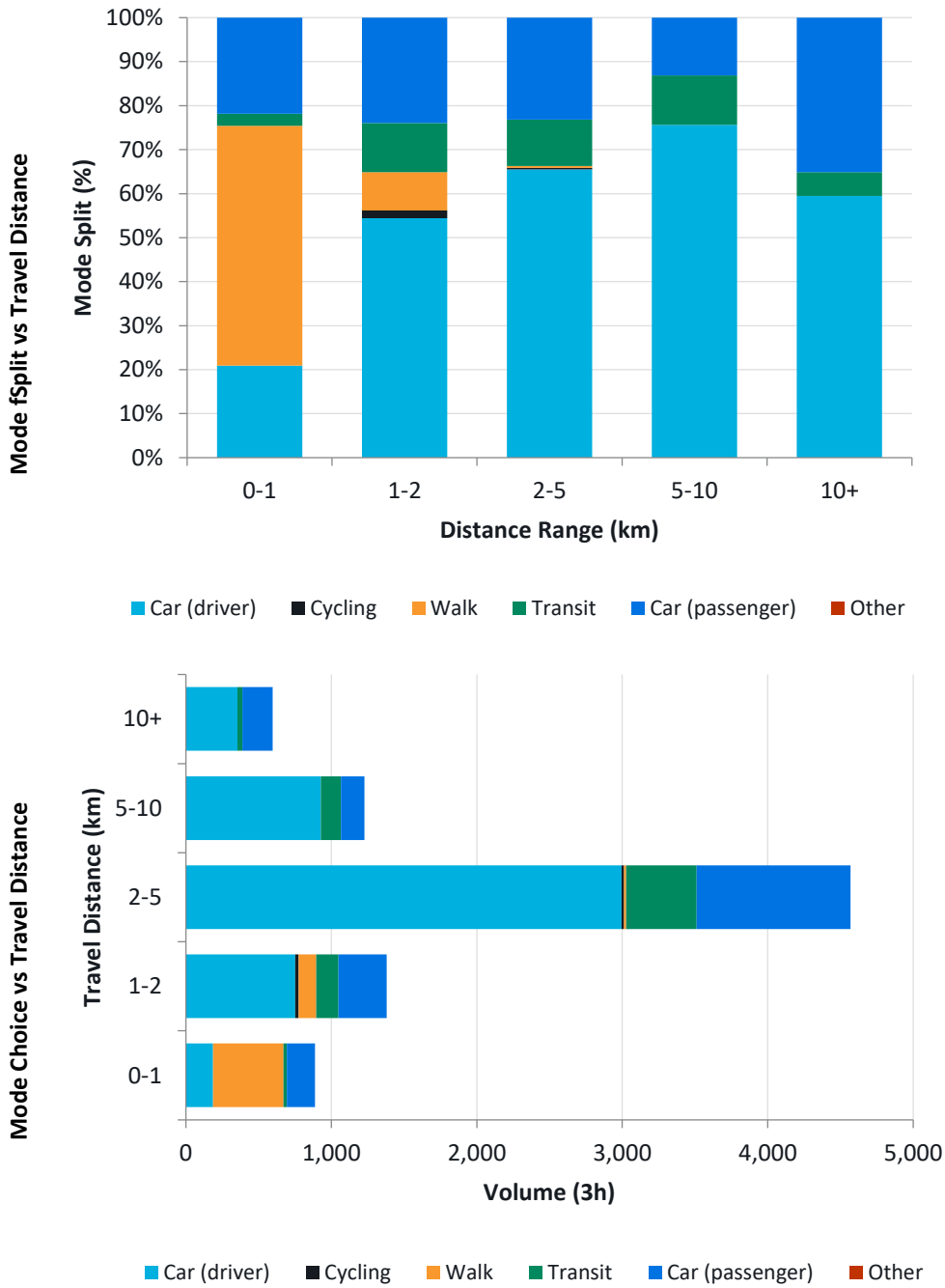
Figure 3.13: Distance travelled by Mode in Oakville during Weekday Peak Periods



Data source: Transportation Tomorrow Survey, 2016



Figure 3.14: Distance travelled by Go Transit Riders in Oakville during Weekday AM Peak Period



Data source: Transportation Tomorrow Survey (Bronte, Clarkson and Oakville stations), 2016

### 3.6 Summary

Too many people in Oakville drive when travelling short distances: 70% of trips less than 1 kilometre are by car in the afternoon peak, while the majority of people travel for distances exceeding 10 kilometers, which makes them more dependant on car usage. Significant improvements must therefore be made to reduce the distance traveled in Oakville and ensure that those who travel short distances make the best choices for getting around. These changes will increase the attractiveness of any micromobility programs (see section 2.1) and enhance the benefits of implementing a Complete Streets approach (section 2.5)

The majority (58%) of Oakville's travel is to external destinations. Planning for Oakville's inter-municipal travel should focus on trips to Burlington, Mississauga and downtown Toronto. Longer-term planning should also consider the growth in the travel market to/from Milton. These longer-distance commutes are and will be good targets for TDM programs (section 2.8). This planning will require Oakville to work with the relevant municipalities and agencies, to ensure that municipal boundaries do not form a barrier to easy travel by any mode. This cooperation also applies to goods movement (section 2.4), which is almost entirely inter-municipal in nature.

The Town's transportation system serves internal trips, and hence the majority of school and discretionary trips. However, it also connects people to the wider regional transportation system, which serves the majority of work trips. The variations in destinations by trip purpose should be a major consideration in planning the Town's transportation system and its connections to the GTHA. The reasons *why* people travel affect *how* they travel, because their needs for that trip are different. Non-commute travel often involves a variety of destinations and travel times, and may also include multiple destinations in one trip (trip chaining). These features mean non-commute travel benefits from mobility as a service (section 2.1) as a means to support non-car use.

The timing of peaks and troughs in travel demand is a combination of all travel purposes, not just work trips. Travel involving trip chaining (such as that associated with school trips) is more difficult to switch from car-based to sustainable modes, unless the destinations are close together. Internal and external travel have very different patterns in when those trips occur.

The reasons people travel varies significantly by age, with work travel only being the most common reason for people aged 22 to 35. Policies targeted at different age groups will need to take into consideration those variations.

Overall, the analysis shows that Oakville's internal travel is different from its external travel. Internal travel has a higher proportion of car-based and active travel, and more travel for education and non-commute purposes. External travel has a higher proportion of transit, primarily because of GO Train travel to downtown Toronto, and a much higher proportion of work travel.

The Town's aspirations to increase transit and active transportation use can build on the existing strong usage for school-based trips and work trips to downtown Toronto, but changes that enable better integration between land use and the transportation system are needed to change behaviours in a sustainable way. The dominance of car use supports the need for significant transformation in the planning and delivery of the transportation system if the Town is to achieve a mode shift away from car-based uses.

## 4 Lessons from Other Jurisdictions

### 4.1 Milton Keynes, England

#### *Context*

Milton Keynes has a population of 230,000, and is located within the commuter belt of London (UK). Unlike many UK cities, Milton Keynes has extensive parallels with North American cities. It is built on a grid system, and major internal roads run between communities, rather than through them. It also has grown considerably over the last 50 years, with considerable further growth plans currently being consulted on.

#### *The Plan*

The population is expected to rise by 24% from 2011 to 2031, along with a similar increase in employment. Without action, car travel would increase to a level beyond the current road network capacity, and there is no desire to expand existing roads. As a result, the town's transport plan aims to increase the proportion of trips done by sustainable modes.

The town's transport masterplan contains a broad mix of planned improvements. These include infrastructure enhancements for all sustainable modes, transit service improvements, better information provision, and policy changes to support design urban form and land use patterns

#### *Results*

Lower vehicle speeds have been implemented on many roads to reduce accident rates. There is a separate network (around 200km) of walk and bike routes that runs throughout the town, called the 'Redways'. The equivalent form of infrastructure in Ontario is known as a multi-use trail (when away from the road network) or a multi-use path (when running parallel to a road). The Redways support a cycling mode share of 4%, relatively high by UK standards, and substantially higher than the 1% cycling mode share for trips within Oakville. This illustrates the importance of dedicated infrastructure in supporting cycling.

However, focusing pedestrian movement on the Redways means that major roads are dominated by car traffic and do not have a pleasant pedestrian environment. This hinders pedestrian access to/from bus stops and destinations on these roads. This shows that even with excellent off-road facilities, there is still a need to accommodate all users in the design of major roads and streets.

Most of the town's rail demand is from three stations on the London-Birmingham line, which offers frequent service to various major cities. The high frequency and competitive journey times compared to car travel are key part of the demand. Employment in the town is mostly concentrated near these stations, which promotes transit use by people commuting into Milton Keynes.

### **Key lessons for Oakville**

Like Oakville, Milton Keynes has extensive out-commuting, but also has employment that draws in trips from adjacent communities. It demonstrates that a mix of inter-municipal and local transit is necessary to support Oakville's commuting by both residents and workers. Milton Keynes also demonstrates the need for pedestrian facilities to support transit use.

## **4.2 Gent, Belgium**

Information related to this case study are provided by Eltis, Europe's main observatory on urban mobility<sup>45</sup>, the City of Gent<sup>46</sup>, The Guardian newspaper<sup>47</sup> and Cadence Magazine<sup>48</sup>.

### **Context**

Gent is a growing port city in northwest Belgium, at the confluence of the Leie and Scheldt rivers, with a population of close to 250,000, where the pressure of motorised traffic on the city keeps on growing.

Over a period of 10 years, more than 8,000 extra cars were registered in the city. This resulted in significant pressure on street parking and traffic jams on the roads entering the inner city. Also, prior to the implementation of the plan, the City of Ghent recorded that 40% of its rush hour car traffic was due to through traffic – cars not even beginning or ending their journeys in Gent, but merely passing through.

Gent's broader mobility plan has set out clear targets with regards to the modal split it wants to achieve by 2030. These are:

- Car usage reduced from 55 to 27 per cent;
- Cycling increasing from 22 to 30 per cent;
- Public transport usage increasing from 9 to 20 per cent;
- Walking increasing from 15 to 18 per cent.

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<sup>45</sup> *Gent's Traffic Circulation Plan (Belgium)*. Eltis - The Urban Mobility Observatory, October 2017.  
<https://www.eltis.org/discover/case-studies/gents-traffic-circulation-plan-belgium>

<sup>46</sup> *The Circulation Plan*. City of Ghent, retrieved January 2020.  
<https://stad.gent/en/mobility-ghent/circulation-plan>

<sup>47</sup> *How a Belgian port city inspired Birmingham's car-free ambitions*. Carlton Reid, January 2020.  
<https://www.theguardian.com/environment/2020/jan/20/how-a-belgian-port-city-inspired-birmingham-car-free-ambitions>

<sup>48</sup> *Ghent – Changing the Whole Circulation Plan Overnight: a Strong Political Decision*. Cadence Magazine, retrieved January 2020.  
<https://www.cadencemag.co.uk/ghent-changing-the-whole-circulation-plan-overnight-a-strong-political-decision/>

### The Plan

The circulation plan was implemented in April 2017. It was inspired by the Van Der Berg traffic circulation plan implemented in Groningen, the Netherlands in the 1970s.

Groningen’s plan divided the city-centre into four sections, forcing car drivers who travel from one section to another to take the city’s inner ring-road, instead of driving through the local streets. This measure aimed to make motorists’ circulation more complicated and to promote other modes of transportation, like cycling.

Gent took this approach a step further by enlarging the city’s pedestrian area and creating six distinct sections with no automobile accessibility between them without using the ring-road. illustrates the concept.

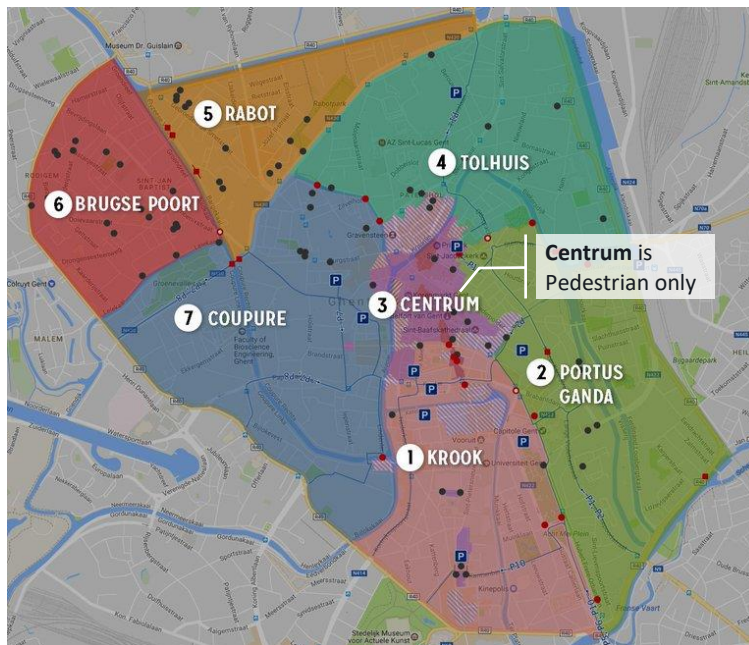
In summary, the following measures were implemented:

- Whoever wants to move from one sector to the other needs to make use of the inner city ring, as it is now forbidden for cars to drive through several streets. Exceptions are made for cars with special permits, buses, and taxis. Cameras with license plate recognition technology have been placed at three crucial points to ensure that this is enforced.
- Some streets changed direction or were cut for cars (not for busses and taxis).

This is worthwhile, since:

- The city center remains accessible. Not only pedestrians, cyclists and public traffic benefit. Cars that absolutely need to be in the city center can also reach their destination faster. Suppliers, health care providers or elderly people can get to the underground car park easier.
- The Plan keeps the city center livable. Cyclists, pedestrians, trams and busses confiscate less limited available public space than cars.

Figure 4.1: Gent Circulation Plan



Source: Copenhagenize Design Co, 2018

### **Results**

Despite clear goals for local quality of life, the implementation of this ambitious circulation plan has not been a smooth road. In the face of scathing critics, Council stood firm, and does not regret this political choice to improve living conditions in the city. While leaders of local political parties and some inhabitants opposed to the plan complain about congestion in some streets, a survey conducted by the City revealed that many inhabitants living inside the ring-road consider the streets quieter, with more space for bicycles. People from 25 to 34 years old are the most satisfied.

A noticeable impact of this measure comes from some inhabitants who were quite reticent to this plan, but have already changed their routines by adopting new mobility habits. Generally speaking, 25% of Ghent inhabitants made a decision to change their mobility habits by purchasing an (e-)bike, subscribing to the local public transport or starting car-sharing.

The plan is already having significant impacts on transportation choices. In a year, the impacts of the plan are: 25% increase in bicycle users, 8% increase in public transportation ridership, 12% decrease in car traffic during the rush hour, even 29% less cars on the most important routes within the ring road and 58% in the residential streets. Moreover, 6 interviewed inhabitants out of 10 consider cycling as safer than before. This plan highlights that marketing and public engagement campaigns alone are not enough to make people change their transportation habits, but it is necessary to create the urban conditions which will incentivize changed behaviour.

Although some local shopkeepers worry about decreased revenue, the number of pedestrians in the city-centre did not decline since the adoption of the circulation plan. On the contrary, counters reveal a slight increase in pedestrian mode share from 2% to 10% from August to October 2017 compared with 2016. In order to more accurately evaluate the impacts of this plan, the City has recently decided to increase the number of pedestrian counter locations. In addition to changes in pedestrian traffic, Gent's police found the number of traffic accidents have decreased by 25% in the city-centre since the plan implementation.

### **Key lessons for Oakville**

Oakville's Growth Area's would benefit from similar strategies to that employed in Gent's urban centre. This means prioritizing cycling and walking over travelling by motorized modes. Access by motorized modes remains possible, but within constraints so that walking and cycling are the better options for most travelers. This would be effective because of the presence of a mix of land uses that result in a high proportion of short-distance trips.

## 4.3 Copenhagen, Denmark

### Context

Copenhagen is the capital city of Denmark, and is home to about 520,000 people. The city set a target to become CO<sub>2</sub>-neutral by 2025. One of the main goals in its development plan is that no more than one third of trips that start and/or stop in Copenhagen should be by car, with bikes and public transport accounting for the rest. Including pedestrians, the target is for 75% of all trips to be on foot, by bike or via public transport.

### The Plan

In 1910, Copenhagen inaugurated its first bicycle lane. Since then, most of the lane network and infrastructure dedicated to this means of transport has been developed during the last 25 years. Currently, all metro and bus stations have parking for bicycles and the city has extensive signage for cyclists. The center of Copenhagen has a greater number of bicycles than citizens: 520,000 inhabitants and 560,000 bicycles and it is expected that by 2025 the city will become the first capital in the world with neutral carbon dioxide emissions.

As of 1962, parking in 18 town squares has been eliminated to give space to more life in the city. The expansion of the system of car-free spaces in the city has had some great advantages: Residents have had time to develop a completely new urban culture, discover and develop new opportunities; car owners have had time to get used to the idea of not driving and parking in the city center, and using public transport and bicycle; as a result, people have had time to change their habits and patterns of mobilization.

### Results

Gradual investments in bicycle infrastructure have been made over the years. Investments have resulted in a steady increase in the number of cyclists since the 1970s. The city – physically smaller than the city of Vancouver and where the average temperature in winter can be around 0°C – now has almost 400km of separated bike lanes; some including priority traffic signals, designed to allow cyclists to cross the city at a comfortable pace without hitting a red light. And those lanes are the first ones to be cleared after a snowfall. The city also has linked up with 22 nearby municipalities to build a set of "cycle superhighways," spanning more than 300km, to link downtown neighbourhoods with the region's suburbs: Some corridors will reach more than 20 kilometres.

Currently Copenhagen is one of the cities in the world known for the use of the bicycle as the main means of transport for its inhabitants as well as tourists. According to a report from 2017 about

Copenhagen has made a sustained policy effort to encourage cycling as a routine mode of transport, including a network of safe, separated bike routes that span the city and now extend beyond it. The Danish capital has an important lesson for cities looking at cycling: It is entirely possible to get ordinary citizens – and their kids – on two wheels.

"The basic tool is to create safe and convenient infrastructure," explains Marie Kastrup, bicycle program manager for the City of Copenhagen. "You create infrastructure where cyclists can go easily and quickly from A to B."

*The Globe and Mail, May 2018*



nine out of 10 Danes have a bicycle for their mobility needs, and only four out of 10 have a car. Annually, in Copenhagen, inhabitants travel by bicycle about 1.2 million km, which is equivalent to two round trips to the moon, while only covering 660,000 km by metro.

*Information related to this case study was derived in part from articles written by Maria Camila Ariza and published by Ciudades Sostenibles in 2019,<sup>49</sup> and Alex Bozikovic published by The Globe and Mail in 2018.<sup>50</sup>*

### **Key lessons for Oakville**

Copenhagen's history demonstrates car-orientated travel patterns can be replaced by extensive bicycle usage with the provision of a comprehensive and safe network for cyclists. Oakville is in a position where it can do likewise. Its urban area is small enough that most is within cycling distance of the Growth Areas, employment and other key amenities. Both Copenhagen and Oakville have a wide range weather conditions throughout the year, including snow in winter. This demonstrates that cycling in Oakville can be a year-round way of travelling.

## **4.4 Two-Tiered Municipalities**

Oakville is part of the Region of Peel. This means that responsibility for transportation is split between two tiers of municipal government. In Oakville, the Region is responsible for major roads, and the Town is responsible for transit, active transportation and other roads. Each government has its own strategic aims for transportation. This creates the potential for conflicting practise in how they plan, design and operate their respective transportation facilities and infrastructure. For example, the Region's desire for good traffic flow on its major roads results in widely-spaced intersections. This is at odds with the Town's desire to support pedestrians (and hence transit use) through providing closely-spaced crossing points.

A two-tier municipal government is in place in many other locations in Ontario, and hence it is useful to examine examples of the two tiers working together. The first example is the Züm BRT service in Brampton. The City of Brampton wished to reconfigure the layout around intersections on certain Regional roads to allow buses to use far-side stops. The City's original desire was to remove channelized right-turns (and the associated islands) so that buses could use the right-turn lane as a through lane. The Region wished to keep the channelized right-turns to allow for smooth traffic flow. A compromise was reached whereby the design of the islands was altered to permit through movement by buses while retaining a safe crossing point for pedestrians. The result was an effective road layout that helped support a highly-successful BRT service.

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<sup>49</sup> *Sustainable urban transport: what can we learn from Copenhagen?* Maria Camila Ariza, María Camila Quinter, Keisgner E. Alfaro; 2019. <https://blogs.iadb.org/ciudades-sostenibles/en/sustainable-urban-transport-what-can-we-learn-from-copenhagen/>

<sup>50</sup> *What Canada can learn from Copenhagen: The best city for cycling.* Alex Bozikovic, 2018. <https://www.theglobeandmail.com/life/health-and-fitness/fitness/what-canada-can-learn-from-copenhagen-the-best-city-for-cycling/article29363711/>

Another example is the Dundas BRT corridor, running from Ancaster to Kipling subway station in Toronto. The City of Mississauga's creation of the a Transitway had demonstrated the effectiveness of increasing the speed of transit vehicles. Dundas St (a Regional road) was identified by the City of Mississauga as a key corridor for BRT services, which was then reflected in Metrolinx's Regional Transportation Plan. The wider Dundas corridor (beyond Mississauga) was studied by Metrolinx, working with all the relevant municipalities.

Where Oakville wishes to implement transportation projects on Regional roads, it should aim to link those projects to the Region's own policies aims wherever possible. Any implementation will require working in close cooperation between the two governments for all levels of staff and decision-makers. It is almost inevitable that both sides will need to compromise of certain policies. The Town can also generate broader political support within the Region by considering the effects (positive and negative) a project will have on Oakville's neighbours. This can then translate into direction from Regional Council, using Oakville's eight (out of 24) councillors as a base.

## 4.5 Other Jurisdictions in the GTHA

The way Oakville will grow in the future will not be the same as the way it has grown in the past. Growth is switching from primarily being in greenfield sites that expand the urban area, to places within the existing urban area. This new development typically features higher densities and a greater mix of uses than the past development that exists today. This change has been prompted by a mix of policy and lack of space for new greenfield development within the town's boundaries.

This change in growth is not unique to Oakville. Other municipalities are undergoing (or have undergone) this switch driven by similar circumstances. Within the GTHA, these municipalities include Mississauga, Richmond Hill and Ajax. The recurring theme from other jurisdictions is that municipalities who make deliberate choices in their policies and actions are more likely to achieve their wider goals for transportation.

### ***Maximize Benefits of Controllable Changes***

For some of the trends, municipalities are able to control how they occur within their local area. These include car share, bike share, and ride-sourcing. These trends bring *potential* for significant benefits, helping to advance the wider future goals for their transportation system. For these, municipalities need to focus on maximizing the benefits of those changes. They also need to actively decide on relevant (new) policies and future actions. Inaction results in municipalities missing out on the benefits, or being unable to manage the negative effects.

### ***Manage Effects of Non-Controllable Changes***

Not all trends are primarily within control of municipalities. These include autonomous vehicles and alternative vehicle energy sources. Other trends cannot be controlled by lower-tier municipalities to all parts of the transportation system within their boundaries (such as Vision Zero-inspired infrastructure changes to Regional roads). Municipalities like Oakville still have the ability to help facilitate the positive effects and mitigate the negative effects.

For example, the uptake of electric vehicles in Canada has been dictated by the price and quality of vehicles produced by the private sector, coupled with provincial subsidies for new vehicles.

However, municipalities could support their uptake and use through requiring new development to include charging points, providing charging points at municipally-owned facilities, and encouraging others to do the same.

***Improve Existing Practices***

The final group of trends relate to internal policy matters, such as freight management, Complete Streets, and Vision Zero. These trends provide a way for municipalities to change and improve their internal practices for planning, designing and delivering transportation. Where those trends are adopted into formal policy, municipalities are more likely to embrace and fully implement them.

# 5 Strengths, Weaknesses, Opportunities and Challenges

This chapter presents an analysis of strengths, weaknesses, opportunities and challenges (SWOC) based on the various trends affecting Oakville’s transportation system. Strengths and weaknesses focus on the existing situation; opportunities and challenges focus on the (potential) future situation.

## 5.1 Strengths

- Oakville has a robust policy foundation in place covering many aspects of the transportation system. The Town’s transportation master plan supports greater sustainable transport use. Its active transportation plan includes a detailed plan for an extensive well-connected network, plus supportive policy measures. This sets the stage for a change in travel patterns.
- The Town’s land use planning (through the Official Plan) focuses growth on mixed-used intensification, including near major transit hubs (GO stations). This brings people’s travel destinations closer together (both in and around the Growth Areas), particularly for non-commute purposes. This helps switch travel involving trip chaining from car-based to sustainable modes.
- The Town has control over most of the factors that influence internal trips, which form an important part of the trips generated by the Town. They represent a key way to deliver significant change to Oakville’s travel patterns.

## 5.2 Weaknesses

- Oakville’s current urban form and densities are not favorable to short trips and are very different from those in places where micromobility programs have been successful. Policies for new development will help address this, but most of the existing development will not change significantly.
- Any form of “smart infrastructure” will require the Town to deploy systems and standards that are compatible with those used elsewhere. It is also currently difficult to assess the potential benefits and costs.
- The Town’s ability to influence external trips is limited because those trips involve services and infrastructure provided by others. Given that external trips account for nearly half of Oakville’s trips, this is a key challenge in delivering any significant change to Oakville’s travel patterns.

### 5.3 Opportunities

- The adoption of the Vision Zero and/or Complete Streets approaches provides an opportunity to embed significant change in the way Oakville’s transportation system is planned, designed and delivered. In particular, it could help shift the focus of roads away from the movement of personal vehicles and in turn improve transportation safety.
- The rise of car-sharing services and other new mobility options can help reduce the need for car ownership – and hence parking and people’s homes and destinations. This provides an opportunity to decrease parking requirements, which will help achieve the Town’s density targets for residential and non-residential development.
- The use of autonomous vehicle technology for transit provides an opportunity to deliver much higher levels of service within the existing operating funding envelope.
- The primary (potential) benefits of alternative vehicle energy source are lower operating costs for users; the primary benefit for Oakville and wider society is decreased atmospheric pollution and greenhouse gas emissions. There is an opportunity to realize benefit for both groups by supporting their use across all modes (not just cars).

### 5.4 Challenges

- The use of most new technologies and trends in transportation are strongly influenced by factors beyond the Town’s control. Consequently, managing their effects will require a proactive approach by the Town. Failing to do so will mean the Town will not be able to maximize the benefits, nor minimize any negative effects.
- The attractiveness of new travel options with one traveller per vehicle (such as ride-sharing, ride-sharing and CAVs) may it more difficult to increase the use of sustainable travel options.
- The regulatory environment and associated major policy issues for autonomous vehicles are controlled by the Province. This creates a risk that Provincial regulations do not align with the Town’s goals for its transportation system. The Town would need to engage with the Province to further its policy aims associated with smart vehicles.
- The potential benefits of Mobility as a Service (MaaS) require Oakville and other providers of transportation services and infrastructure to provide the necessary information and interfaces.

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**steer**

To Geoff Abma

## Memo

Cc

From Steer

Date 9 September 2020

Project Strategy for Urban Mobility and Transportation Planning Project No. 23703601

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## Assessment of COVID-19 Impacts

### Introduction

The Town of Oakville is creating a Strategy for Urban Mobility and Transportation Planning. During the development of this strategy, the COVID-19 pandemic took hold. This pandemic has already had a major effect on how people travel, as well on the economy and society more widely.

Currently, there are many unknowns relating to COVID-19:

- **Will/when there be a medical resolution?** We do not know whether or when there will be a medical resolution to COVID-19. There is no guarantee of an effective treatment or vaccine in the short-medium term.
- **Will herd immunity be established?** We do not know whether surviving COVID-19 creates immunity. Even if it does, we do not know for how long and hence whether herd immunity will build in populations
- **Will future waves be seasonal?** We do not know whether COVID-19 will be seasonal with potentially stronger waves in winter months, similar to flu.

Given these uncertainties, the scope of work for the Strategy was extended to examine and assess the short-term and long-term effects of COVID-19 on Oakville's transportation system. This includes both how it will be used (demand) and the effects on the services and infrastructure the Town provides (supply).

This memo presents the results of that analysis, covering what the future might look like, the potential effects, and resulting considerations for the development of the Strategy.

### What could the future look like?

This section summarises the "Business as usual" (BAU) baseline – what was expected (before COVID) to happen to Oakville's transportation system. It then presents a set of scenarios for the management of COVID and medical advances.

#### "Business as usual" baseline (without COVID)

The 2013 Transportation Master Plan (TMP) and 2018 Review described the expected path for Oakville's transportation system. This section summarises their description of the current and expected future state, with full details available in those documents.

### Changes to transportation demand

Land use is fundamental driver of demand for the transportation system. Future changes to land use will have a significant effect on future changes to overall travel demand. Once north Oakville is built out, future growth in Oakville will come through intensification at various nodes and corridors. The 2018 Update summarises Oakville’s planned land use changes as follows:

“The Livable Oakville Plan (the town’s Official Plan) ... identifies nodes and corridors, or Growth Areas, as key areas of the town at the focus for transit-oriented mixed-use development and areas for intensification. These locations include Midtown Oakville (also the provincially designated Urban Growth Centre in Oakville), Uptown Core, Palermo Village, Ker Village, Bronte Village, Downtown Oakville, Trafalgar Road Corridor (QEW to Dundas Street) and the corridors along Dundas Street and Speers Road. Additionally, Nodes and Corridors are identified from the North Oakville East Plan to include the Trafalgar, Dundas, and Neyagawa Urban Core Areas.”

Source: 2018 TMP Update, §3.1 Projected Land use

The population and employment forecasts used in the 2018 Update are shown in Table 1. They show significant growth, with employment growing faster than population. This implies that the transportation system will have to accommodate more travel and could also have a greater proportion of internal trips.

**Table 1: 2018 Update Best Planning Estimates Population and Employment Forecast for Oakville**

	2017	2027	2031	% growth 2017 to 2031
Population	197,684	240,044	246,400	25%
Employment	97,233	120,987	123,360	32%

Source: 2018 TMP Update “Derived by Watson & Associates Economist Ltd/ from Halton Region Best Planning Estimates, 2011”

While the 2013 TMP did not assess trip purposes, the analysis did find a high degree of self-containment with the majority of peak period trips originating in Oakville being internal trips. It also reported a short average trip length, with more than 60 percent of trips less than 10km. The growth in Oakville’s population and employment to 2031 is broadly similar to the GTHA as a whole. This suggests that the proportion of internal trips and short trips would be likely to remain roughly the same.

### Mode split trends

Figure 1 shows the existing mode share reported in the 2018 Review for trips in the AM and PM Peak Periods going from and to Oakville in 2011.

**Figure 1: TMP Review Modal Share Summary**

Mode	AM Peak Period		PM Peak Period	
	Outbound	Inbound	Outbound	Inbound
2011 TTS				
Automobile	77.6%	86.0%	92.2%	85.8%
Transit	2.3%	2.5%	1.9%	1.6%
Walk/Cycle	6.5%	6.9%	3.1%	2.9%
GO Rail only	7.0%	0.2%	0.4%	5.5%
Joint GO and Public Transit	3.2%	0.3%	0.4%	2.4%
Other	3.4%	4.1%	2.1%	1.7%
Total	100%	100%	100%	100%

Source: Oakville TMP Review, Table 1: Modal Share Summary

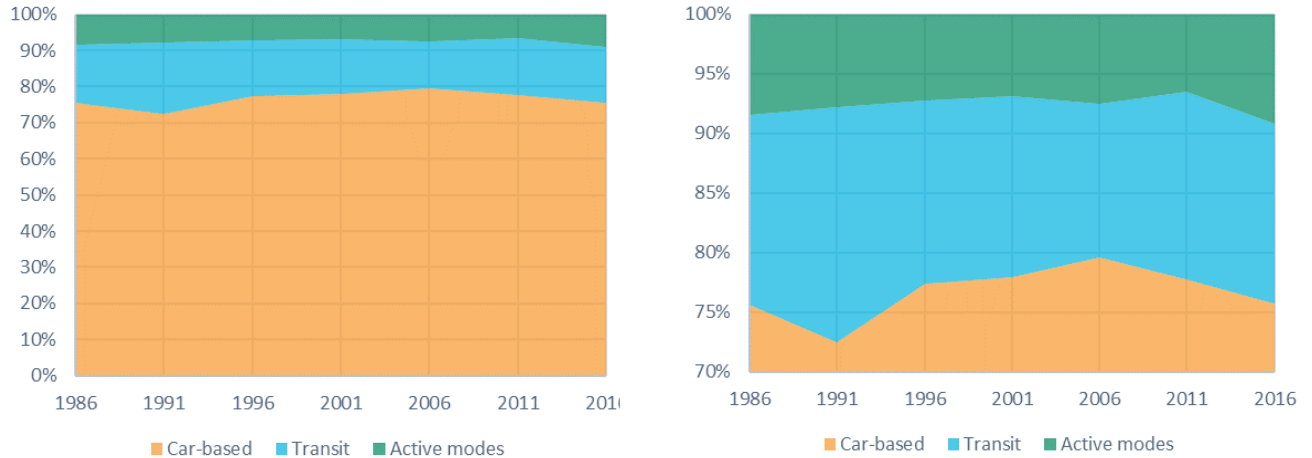
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To set these figures in context, Figure 2 shows the trends for mode share from 1986 to 2016 for AM peak trip originating in Oakville. They show a consistent pattern of high car use. Recently, car-based modes have declined from 80% in 2006 to 76% in 2016.

**Figure 2: Mode share trends (trips originating in Oakville, AM Peak)**



Source: Transportation Tomorrow Survey. (“AM peak” is trips starting 0600-0859)

The 2018 Review examined six scenarios for future mode split<sup>1</sup>, summarised in Table 2. These scenarios were intended as policy-driven targets to guide the planning of Oakville’s transportation system, rather than predictions for mode split would result from the plans for Oakville’s transportation system. The “TDM” figure refers to the reduction in trip rates compared with existing conditions.

**Table 2: Mode Split Target Scenarios**

Scenario	Baseline	A	B	C	D	E
Active Transport	3%	6%	6%	6%	6%	6%
TDM (demand reduction)	3%	6%	6%	6%	6%	6%
Local transit	1%	1%	3%	1%	3%	6%
Regional transit	3%	3%	4%	7%	9%	10%
Auto	90%	84%	81%	80%	76%	72%

Source: 2018 TMP update, Appendix B

As part of the mode split scenario analysis, the 2018 Review extensive road modelling of each scenario for the 2031 horizon year. The outputs included link-level and screenline performance, screenline lane deficiencies, and PM peak hour volumes and volume/capacity ratios by road segment.

<sup>1</sup> The transit mode shares in each scenario varied by origin and destination; the summary given in the 2018 Update for local and regional transit is presented here.

The 2018 Update recommended the adoption of Scenario E (highlighted in bold in Table 2), which has the highest transit mode share and lowest auto mode share of any of the scenarios.

### *Changes to transportation supply*

A key output from the 2013 TMP and 2018 Review was the planned changes to the Town's transportation supply through to 2031, including its roads, transit, cycling and walking networks.

The road network serving Oakville is the responsibility of three levels of government, each with their own plans:

- **Province (MTO):** addition of HOV lane on QEW; additional general-purpose lanes on Hwy 403; new north-to-east and east-to-north ramps on Hwy 403/QEW interchange; rehabilitation and replacement of various structures.
- **Region:** widening of various roads within Oakville, including Ninth Line, Winston Churchill Blvd, Burloak Dr, Tremaine Rd, William Halton Parkway; new bridge and road segments for William Halton Parkway; new road segment for North Service Rd.
- **Town:** various arterial road widenings; grade separations at various rail crossings; reconstruction of various roads from rural to urban standards.

Transit in Oakville is provided by the Province (through GO Transit) and the Town:

- **Province (GO Transit/Metrolinx):** The Regional Transportation Plan includes frequency improvements to the GO Rail service; LRT/BRT on Trafalgar Rd; Priority bus on Dundas, Speers/Cornwall and Bronte; and frequent regional express bus on QEW, Hwy 403 and Hwy 407
- **Town:** Improving GO Train connectivity with increased frequencies in peak periods; transitioning "Home-to-Hub" service in north Oakville to conventional service; and improving services to Sheridan College.

Active transportation facilities are the responsibility of the Town, with the exception of cycling facilities on Regional roads. The Town's 2017 Active Transportation Master Plan (ATMP) update includes expanding the network for cycling facilities to more neighbourhoods and linking disconnected sections of the network. The new facilities will be mostly signed routes, with some bike lanes and trails. The Town's ATMP incorporates the recommendations of Halton Region's 2015 Active Transportation Master Plan on Regional roads.

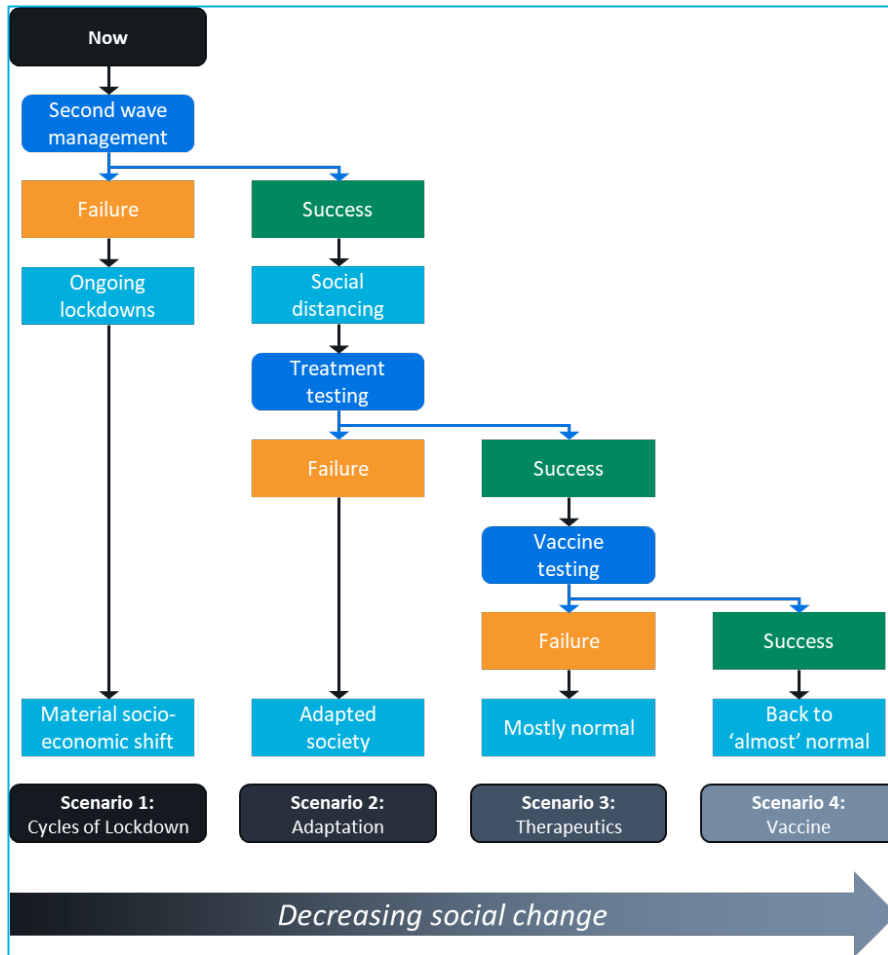
The ATMP update's planned pedestrian network includes sidewalks on both sides of almost all streets (which are in place on most existing streets).

Overall, the planned changes to transportation supply in Oakville all involve steady evolution that builds on the existing network and services. Those changes are in line with the wider aims to accommodate growth in travel and also encourage mode shift away from car use.

### **Develop alternative scenarios**

The flow-chart in Figure 3 illustrates four scenarios under consideration, which vary based on the progress made in treatments and vaccines.

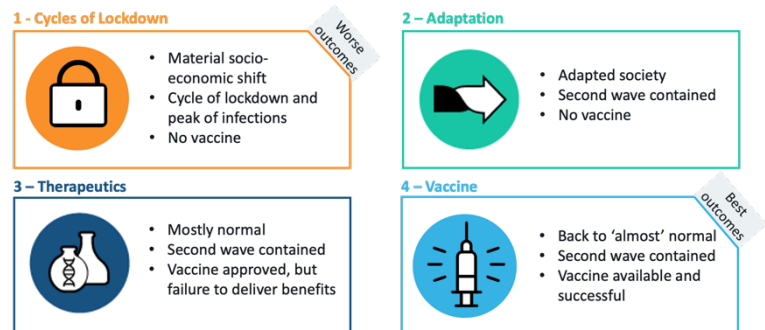
Figure 3: Potential COVID Scenarios



Source: Steer analysis, adapted from UK Government Office for Science “Futures Toolkit”

The four scenarios are as follows:

- **Scenario 1: Cycles of Lockdown.** This scenario would have no vaccine, with a cycle of lockdowns and peaks of infections. This would create a significant socio-economic shift.
- **Scenario 2: Adaptation.** This scenario would have no vaccine, but second wave(s) would be contained. The mitigation measures currently in place become permanent, leading to an adapted society
- **Scenario 3: Therapeutics.** This scenario would have no vaccine but would have effective treatment available for disease. Any second wave(s) would be contained, allowing a life to mostly return to pre-COVID normal.
- **Scenario 4: Vaccine.** This scenario requires a successful vaccine to be available. The vaccine would prevent or moderate second wave(s), allowing everyday life to return to ‘almost’ normal.





## What effects would each scenario have?

### Scenario influences and effects

In assessing the potential effects, Steer examined the following factors that could both cause and be affected by changes to the transportation system and its use as a result of COVID-19.

- **Economy:** Duration and intensity of a recession, currency depreciations (between country impacts)
- **Social Distancing:** Continuation or otherwise of social distancing, either regulated or through changed behaviours/track & trace.
- **Transport pricing/cost:** Price of oil, cost of travel.
- **Transport supply/capacity:** Availability and capacity of transport modes because of economics or social distancing.
- **Mode preference:** Public perception/fear, medical evidence, changed costs/benefits of each mode
- **Transport policy:** Transport policy measures (e.g. subsidies, regulation, capital investment).
- **Migration/land-use:** Change in migration patterns, change in locations of residence/employment
- **Teleworking:** Willingness for flexible working/working from home
- **Commuting travel:** Willingness to travel to work or move for a new job.
- **Business travel:** Changed requirements from business to attend meetings, conferences and such.

For each of the factors, the variation between scenarios was examined to identify short-term and long-term commonalities and differences. The short-term effects (first two to three years) under all four scenarios is expected to be similar:

- **Recession:** continued fall-out from places of business closing, leading to higher unemployment and lower consumer spending; lower tax revenue for Provincial and Federal government may also limit their discretionary spending.
- **Dispersed activities:** people will avoid activities that exposes them to large groups, preferring activities they can do with household members only.
- **Social division:** people with higher-income jobs are more likely to be able to work at home, lessening their personal risk of catching COVID. Those jobs are less likely to be affected by people's desire to avoid going out (and spending money).
- **Private not public transport:** a mix of public perception and actual risk will deter people from using public transit, with people preferring "private" modes (cars and active transportation).
- **Fewer trips/person:** Reduced commuting and discretionary travel will decrease the number of daily trips per person.

The longer-term effects are expected to show more variation between scenarios. This is because the variation in the longevity and effectiveness of social distancing and the scale and duration of economic downturn. These factors in turn will influence both transportation supply and demand, which in turn will result in changes to land use patterns and people's activities.

Table 3 shows the key differences between the effects of Scenarios 1 and 4; the effects of Scenarios 2 and 3 would fall between these two extremes.

**Table 3: Key differences between scenarios**

Area	Scenario 1: Cycles of Lockdown	Scenario 4: Vaccine
Lifestyle	<ul style="list-style-type: none"> <li>• Social distancing becomes embedded</li> <li>• Localisation</li> <li>• Dispersal</li> </ul>	<ul style="list-style-type: none"> <li>• Drift back to pre-COVID norms</li> </ul>
Economy	<ul style="list-style-type: none"> <li>• Long deep recession</li> <li>• Slow recovery</li> <li>• Structural change</li> <li>• Increased societal division</li> </ul>	<ul style="list-style-type: none"> <li>• Short recession</li> <li>• Economy returns to trend</li> <li>• “Lost years”</li> </ul>
Demand	<ul style="list-style-type: none"> <li>• Growth in car use (tempered by economic performance)</li> <li>• Large drop in public transit</li> <li>• Large growth in active transport</li> <li>• Large growth in online and associated local goods movement</li> </ul>	<ul style="list-style-type: none"> <li>• Modest growth in car</li> <li>• Drop in public transit use followed by slow recovery at best</li> <li>• Modest growth in active transport</li> <li>• Modest growth in online and associated local goods movement</li> </ul>
Supply	<ul style="list-style-type: none"> <li>• Road capacity increases more urgent</li> <li>• Significant reduction in bus/rail services</li> <li>• Pressure for better pedestrian and cycling connectivity and unfractured</li> </ul>	<ul style="list-style-type: none"> <li>• Manageable pressures on road network</li> <li>• Modest reduction in bus/rail services</li> <li>• Pressure for better pedestrian and cycling connectivity and unfractured</li> </ul>
Land Use	<ul style="list-style-type: none"> <li>• Big drop in city centre retail, offices, leisure</li> <li>• Increased interest in edge of town</li> </ul>	<ul style="list-style-type: none"> <li>• Less city centre retail, offices, leisure</li> <li>• Increased interest in edge of town</li> </ul>

Source: Steer analysis, adapted from UK Government Office for Science “Futures Toolkit”

The following sections provide additional information on each of these areas. In all cases, the magnitude and duration of these effects is highest under Scenario 1 and lowest under Scenario 4.

### *Lifestyle*

The longer that travel restrictions and social distancing and social distancing effects are in place, the more significant the behavioural changes will be. Lifestyles would become more oriented towards activities with household members, and more focused on the local area.

Working at home is a viable option for some job types, and completely infeasible for others. (The proportion of Oakville residents unable to work at home is discussed in the ‘Transportation demand’ section, below.) Jobs that must be done in-person are more likely to have lower pay. Similarly, groups of people who are more vulnerable to COVID would be more affected by restrictions than those without.

The 2016 Census showed that 8.9 percent of adults and 12.4 percent children in Oakville live in low-income households<sup>2</sup>, compared with 13.4 percent and 18.4 percent for Ontario. Oakville is often regarded as a prosperous community but this only increases the risk that the needs of low-income groups are not properly considered.

<sup>2</sup> Using Statistics Canada’s “Low income measure”

The emerging evidence suggests that older people are vulnerable for COVID and its effects. Young people would increasingly accept (or possibly ignore) the risk of catching the virus; older and more vulnerable people travel less and only for essential purposes. Oakville's population skews a little younger than Ontario: 27 percent are aged under 0-19 and 15 percent are aged 65 or older, compared with 22 percent and 17 percent respectively for Ontario.

Overall, there would be a growing divide between people who are vulnerable to the virus (or the economic effects) and those who are not.

### *Economy*

Under all scenarios, there would be a major economic shock and a significant rise in unemployment. Any business where control measures reduce the number of customers that can be served will have a reduction in revenue. Hospitality, food and beverage, in-person retail and the supply chains for these sectors will be most affected. This would lead to an increase in business failure. The resulting unemployment will then have wider supply-side effects on all businesses. Further, the provincial, territorial and Federal governments would see a reduction in tax revenue. This would potentially reduce their spending and associated employment.

The effects on people would vary considerably. The sectors most affected tend to have a high proportion of low-paying jobs, and also a greater proportion of young people. This means low-income groups would see their income drop significantly more than high-income groups, creating and exacerbating social divisions. Although 'normal' recessions have similar effects, the magnitude would be greater because people's ability to spend money in those sectors would be constrained by both financial and personal health concerns.

The duration and magnitude of the economic downturn will depend heavily on the duration and extent of restrictions that affect the ability of businesses to operate. It will also depend on people's willingness to visit businesses where people congregate. The economic effects would extend beyond the duration of these restrictions, with the economy highly unlikely to bounce back to pre-COVID norms.

The ability of the provincial, territorial and Federal governments to mitigate the economic downturn will depend on the strength of the pre-COVID economy and political will. As of the 2018-19 fiscal year, Ontario had the second-highest debt-to-GDP ratio of Canada provinces<sup>3</sup> and the Province has invested heavily in additional COVID relief program, almost doubling the projected 2020-2021 deficit to close to \$40 billion. This may indicate that Ontario's ability to take on additional debt to provide future economic stimulus is limited.

In Ontario, municipalities are legally prohibited from running operating deficits. Their operating income comes from a mix of property tax revenues, user fees, and Provincial funding. Property tax revenue (by design) is relatively immune to economic downturns. User fees play a particularly important role for transit and are discussed in the 'Transport supply' section following. They are less important for other modes. The level of Provincial funding will depend entirely on the Province's political decisions, as

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<sup>3</sup> *Canadian Federal and Provincial Fiscal Tables*, page 12. RBC Economics, July 2020.

[http://www.rbc.com/economics/economic-reports/pdf/canadian-fiscal/prov\\_fiscal.pdf](http://www.rbc.com/economics/economic-reports/pdf/canadian-fiscal/prov_fiscal.pdf)

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discussed in the previous section. If it is decreased, municipalities will have to choose between spending cuts and property tax increases (or a combination of the two).

Overall, there would be a major economic shock and unemployment in all scenarios. The negative effects would primarily depend on duration and extent of restrictions and would extend beyond when those restrictions are lifted.

### *Transport demand*

The effects on transportation demand will steadily increase in line with the magnitude and duration of changes to everyday life arising from COVID. Without a quick return to 'normal' (Scenario 4), there will be both a reduction in total travel demand and a change in mode split.

In general, there would be a switch from public (transit) to private (car-based and active) modes of transportation. This is because public transit involves spending time in close proximity to other people, which is likely to be seen as risky behaviour.

Longer journeys would tend to switch from transit to car-based modes; shorter journeys would tend to switch to active transportation, particularly walking. Given the Town's policies to move people away from car-based travel, this implies Oakville should aim to improve walking and cycling in any way.

Oakville has just over half (56 percent) of its trips take place within the town; about a third of trips (32 percent) are a bikeable distance (less than 5km). This means there is strong potential for much greater active transportation use. Ensuring good walking connections around trip attractors and good inter-municipal connections (especially for cycling) would help with this.

Currently, car-based modes are used for a high proportion of Oakville's trips (87 percent drive or auto passenger). This in turn limits how much they could increase and hence limit the extra roadway demand that would be created. The higher mode share may be offset by lower travel demand (discussed below).

**School travel** would be a travel market with even stronger potential for mode shift. Pre-COVID, around 25 percent of school trips by those aged 11-17 were by school bus. School bus use would have similar issues to public transit. Generally, there will be a small decrease in the total number of students travelling to school as some parents elect to home school or exercise the virtual learning option. Of those that do travel, it is likely that fewer will want to use schools bus transportation. Given more than 95 percent of Oakville's households have a car, this would likely result in a shift from school bus to drive-and-drop-off. However, Oakville also has the highest cycling use for school travel of any GHTA municipality (6.8 percent of school trips by those aged 11-17). This implies that good conditions for cyclists already exist, and that targeted efforts would help mitigate the additional drive-and-drop-off trips.

**Commuting travel** would be decreased, both as a result of higher unemployment and more people working at home. However, working at home is not an option for all job types. Table 4 shows the percentage of employed people by the National Occupation Classification (NOC) code<sup>4</sup> of their job in

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<sup>4</sup> The NOC framework can be explored at <https://noc.esdc.gc.ca/Structure/Hierarchy/d13e35cc7011427da6f4d64baf60ee1e>

Oakville in Ontario. The figures in brackets exclude management occupations (NOC #0). The figures in brackets are the percentage of non-management occupations.

**Table 4: Employment National Occupation Classification (NOC) code in Oakville and Ontario**

NOC #	Description	Oakville	Ontario
0	Management occupations	18% (--)	11% (--)
1	Business; finance and administration	19% (23%)	16% (18%)
2	Natural and applied sciences and related	10% (12%)	7% (8%)
3	Health	6% (7%)	6% (7%)
4	Education; law and social; community and government services	12% (14%)	12% (13%)
5	Art; culture; recreation and sport	4% (5%)	3% (4%)
6	Sales and service	22% (26%)	23% (26%)
7	Trades; transport and equipment operators and related	7% (8%)	13% (15%)
8	Natural resources; agriculture and related production	1% (1%)	2% (2%)
9	Manufacturing and utilities	3% (3%)	5% (6%)

Source: Statistics Canada. Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001.  
<http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>

Examining the detailed classification suggests that most people in NOC #0 (Management occupations), #1 (Business; finance and administration) and #2 (Natural and applied sciences and related) would be able to work at home. Close to half (46 percent) of Oakville’s workers are in these three groups, compared with a third (35 percent) of Ontario’s workers.

Alternatively, workers in management occupations may be able to work at home only if the people they manage also can work at home. Assuming managers are distributed between NOC areas in the same proportion as non-managers, then the figures in brackets can be used. This implies that just over a third (35 percent) of Oakville’s workers #1 (Business; finance and administration) and #2 (Natural and applied sciences and related), compared to a quarter (26 percent) of Ontario’s workers.

Oakville residents who work in office jobs in PD1 would have a strong likelihood of working at home. This would reduce GO Train use from Oakville. Since trips to GO stations are a key market for Oakville Transit, transit would carry fewer people to the GO stations, from a combination of lower GO Train use, decreased desire to transit generally, and lower parking demand at the stations making park-and-ride more attractive. The latter factor would also create a shift from auto passenger to auto driver as the access mode for GO Train.

The number of **discretionary and leisure trips** would decrease and would also be more likely to be to local destinations. This is a result of both social distancing and the economic downturn. Demand at Town-operated leisure facilities (if open) would need to be monitored to ensure appropriate provision is in place. The same factors in combination with government-imposed restrictions would also decrease long-distance and international travel. However, this would have only minor effects on the Town’s transportation system.

Overall, the trend would be for lower travel demand (fewer trips per person). Transit usage in Oakville would be lower from a combination from decreases in key travel markets and mode shift towards active transportation and car-based modes.

For **goods movement**, the ongoing trend for greater online shopping and associated home delivery would accelerate. Oakville does not currently have any of the large-scale distribution warehouses and current land use policies and development patterns suggest this would remain the case. Increased local goods delivery would result in additional goods vehicle traffic from adjacent municipalities (particularly Oakville). These would be vehicles suitable for deliveries on local residential roads.

Conversely, the economic downturn and move away from bricks-and-mortar shops would reduce deliveries to those businesses in Oakville. The delivery vehicles used for those deliveries are typically much larger. Consequently, Oakville is likely to see more but smaller goods vehicles on its roads.

### *Transport supply*

The Town's 2018 TMP Review examined a number of options for future mode split, choosing "Scenario E", which included growth in active transportation, TDM measures to reduce total travel demand, and high growth in both local and inter-regional transit. The car-based mode share was used to inform the requirements for future the road network.

For **car-based** travel, the Town's current plans for transportation assume a shift away from car-based travel to other modes. However, overall road demand was still expected to increase as result of higher total travel demand. Consequently, the Town has plans in place for additional road capacity, as detailed in the 2013 TMP and 2018 Review. If the expected mode shift away from car-based travel is not as strong as planned and no mitigating measures are in place, then those road capacity increases would be needed sooner. On the other hand, greater working at home may reduce traffic volumes in peak periods, delaying the need for road capacity increases. The Town will need to monitor traffic volumes (through existing data collection programs) to inform the changes in timing.

Road network modelling was carried out for all the various mode split options in the TMP Review. Under those options, the split between non-car modes did not affect the modelling process. Consequently, the TMP Review mode split option with the expected *car* mode share will already have suitable information about the future state of the road network.

Under all four COVID Scenarios, **public transit** usage (and hence revenue) would decrease, particularly in Scenarios 1 and 2. This would mean either higher municipal spending on local transit, higher fares, or lower service levels (or some combination thereof). The Town of Oakville's 2020 budget<sup>5</sup> for Oakville Transit had an operating expenditure of \$9.3m, and other revenues of \$2.0m. This meant the required municipal subsidy was \$24.1m. If farebox revenue decreased 50 percent and service levels (and hence expenditure) remained the same, then the required municipal subsidy would be \$28.7m, equivalent to an extra \$22 per resident.

Rather than simply increasing subsidies, sustained lower ridership would likely result in a reduction in service levels – both by Oakville Transit, and by other transit agencies in the GTHA. This would involve longer headways or switching fixed-route service to some form of on-demand service or both. For

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<sup>5</sup> <https://www.oakville.ca/assets/general%20-%20town%20hall/2020-Approved-Operating-Capital-Budgets.pdf> page 201.



example, DRT in Durham has switched its network to a mixed of fixed-route services (operating at close to pre-COVID headways) and demand-responsive service in areas not served by these services. The intention is to re-introduce fixed-route service if and when demand and other considerations justify it.

As discussed in the previous section, the Town would have the opportunity to support greater **active transportation** use. Investing in active transportation infrastructure (particularly crossing points and bikeways) would be a key component of this.

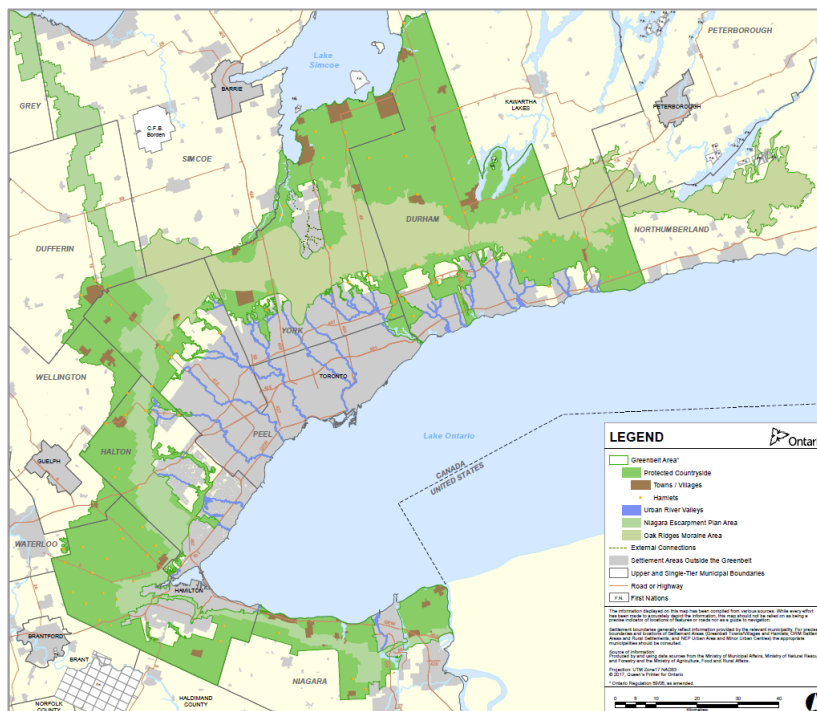
Overall, the effects would be accelerated timelines for road infrastructure investment, reduced public transit supply, and potentially improved active transportation infrastructure.

### Land use

If the effects of COVID are sufficiently prolonged (particularly under Scenarios 1 or 2), then the principal effect will be a less city-centric society. Teleworking means people would be able to live further away from jobs that were based in city centres. Those businesses would place increased weight on the cost of office space rather than employee access. Similarly, the rise in e-commerce means people would place less value in living close to bricks-and-mortar stores. This will tend to create a more sprawled urban area.

This trend would have implications across the Greater Golden Horseshoe area, requiring coordination and planning above the local municipal level. The Province already has the ability to do this through the *Places to Grow Act*; the actions taken would be driven primarily by political considerations. Absent any action, the current rules regarding land use in the GGH under that Act would still apply and help curb sprawl within the GGH, but development could ‘leapfrog’ the greenbelt to areas such as (southern) Niagara Region, Brant County/Brantford, Waterloo Region, Wellington County/Guelph and (southern) Northumberland County. The existing greenbelt area is shown in Figure 4 for reference.

Figure 4: GGH Greenbelt



Source: Ontario Regulation 59/05, Schedule 1: Greenbelt Area  
 12 of 15  
[www.steergroup.com](http://www.steergroup.com)





There are two potential directions at both the local and wider level: either significant massive reinforcement of car-based sprawl, or a trend towards urban areas being made up of multiple liveable neighbourhoods focused on amenities within walking or cycling distance. Oakville's travel patterns are currently heavily car-based, and it could end up trapped in that pattern. Alternatively, Oakville could push heavily for shift towards active transportation for neighbourhood-level trips, coupled with land use strategies that maximize the number of people with walk access to amenities. The latter would have been a key strategy for the Town in a non-COVID world.

Around two-thirds (66 percent) of Oakville's employed residents work outside the town. Stakeholder feedback indicate that Oakville is regarded as good place to live in and commute from. Its desirability as place to commute from is driven in part by the proximity (and travel time) to jobs. Greater levels of working at home would make that a less important factor in people's consideration of where to live. Conversely, Oakville local amenities and other features will play a greater part in Oakville's desirability.

As the 905-area became a greater proportion of the GTHA, there was a rise in suburban office parks. Recent years have seen this growth stall, with new office space primarily being created in downtown Toronto. Any reduction in demand for office space in the GTHA will only decrease the change of large-scale office development in Oakville. The future of existing suburban office parks is less certain. However, Oakville does not significant amounts of this land use, and hence wouldn't be significantly affected by these changes.

Overall, the location of activities and associated land-uses would tend to become more dispersed without policy intervention to support local travel.

## What do we need to consider for the development of the strategy?

### Summary of scenario effects

For lifestyle and economy, there will be a stark contrast between those affected and those with minimal disruption. This will widen existing social divisions, especially if public policy does not adequately consider the needs to vulnerable populations. The effects on lifestyle and the economy will continuing past the removal of restrictions in Scenario 1 (and potentially Scenario 2). In the other scenarios, restrictions will remain in place indefinitely, creating a fundamental shift in the way society and the economy operates.

Under all scenarios, travel demand will be lower as a result of economic effects, changes in working habits, increased online shopping, and people's desire to limit time in public spaces. Census results imply Oakville has a higher proportion of people able working at home, accentuating the effects. There will be a shift from transit to active transportation for short trips, and to car-based modes for long trips. Oakville Transit will be affected by the reduction in commutes to PD1 (and hence trips to GO stations). The short-term trend will be fewer auto trips in the peak period, but higher auto mode share. The long-term effects depend actions taken by government and wider lifestyle and economic effects. Scenario 1 would see the closest return to pre-COVID travel patterns, but some effects will remain permanent. Scenarios 2-4 would see progressively larger-scale and longer-term changes.

Changes to transport supply are primarily under the control of the Town. There will be a need for adjusted service levels and delivery methods for public transit on an ongoing basis in response to rapidly changing world developments. The Town will need to balance providing a basic level of service, financial

constraints, and the desire for long-term growth. There is a risk the latter is not given proper weight. The Town should place higher priority on active transportation investment (either temporary or permanent measures) to mitigate lower transit use. Longer-term, monitoring of peak traffic levels will reveal how the timelines for road investment should be revised.

The effects on **land use** take place over the long-term, and hence would be more significant in Scenarios 3 and 4 than in Scenarios 1 and 2. There would be tendency at the regional (Greater Golden Horseshoe) level towards greater sprawl as a significant portion of people are able to live further from their jobs. By contrast, the municipal level will see a trend towards localism, with people choosing to focus on local amenities. This means the region will become more poly-nodal (with a large number of small focal points rather than a small number of large focal points). Oakville’s desirability as a place to live will depend more on its local amenities (and ease of access to them) than a place to commute from (and access to far-away job centres).

### Common opportunities and challenges

There are number of opportunities and challenges that are common to all scenarios, and these are summarized in Table 5.

**Table 5 – Summary of Opportunities and Challenges**

Area	Opportunities	Challenges
Roads and traffic	<p>Reduced auto demand makes re-allocating road space less controversial, for:</p> <ul style="list-style-type: none"> <li>• traffic calming and safety improvements</li> <li>• transit signal priority and HOV lanes</li> <li>• bike lanes</li> <li>• streetscape improvements</li> </ul>	<ul style="list-style-type: none"> <li>• Demand shifting from transit to car-based modes are result of health fears</li> <li>• Avoiding car use becoming further embedded on Oakville’s travel patterns</li> <li>• Predicting long-term traffic volume trends is difficult at this stage, particularly in peaks (higher car-based mode share vs. economic effects and working at home).</li> </ul>
Transit	<ul style="list-style-type: none"> <li>• UofT survey shows 80% of ‘lost’ riders happy to return to transit in future</li> <li>• Under-used P&amp;R can be converted to other uses (including development)</li> <li>• Potential for local transit changes</li> </ul>	<ul style="list-style-type: none"> <li>• Increased required public funding in short-term to maintain basic service</li> <li>• Balancing long-term demand and supply levels/methods to maintain acceptable financial performance</li> </ul>
Active transportation	<ul style="list-style-type: none"> <li>• Reduced auto demand makes re-allocating road space less controversial</li> </ul>	<ul style="list-style-type: none"> <li>• Making active transportation a more attractive option for short trips</li> <li>• Expanding perception of “short trips”</li> </ul>
Public space	<ul style="list-style-type: none"> <li>• Creating neighbourhoods where people can access all of most basic, day-to-day needs within a short walk of their home</li> </ul>	<ul style="list-style-type: none"> <li>• Accommodating public desire for outdoor rather than indoor activities, particularly for Town-operated facilities and during winter periods</li> </ul>
Goods movement	<ul style="list-style-type: none"> <li>• Less auto demand reduces potential delays for deliveries</li> </ul>	<ul style="list-style-type: none"> <li>• If delivery trips increase, congestion, pollution and accidents can worsen</li> </ul>

## Most significant risks

Managing the unique situation for society brings with it some significant risks:

- Embedding Oakville’s car-orientated travel patterns, contrary to Oakville’s policies and strategic aims (and Halton and Province); allowing lower-density/sprawling development in and beyond GGH
- Assuming that “working at home” is a viable option for the majority of residents; more generally, failing to take the needs to vulnerable groups into consideration when crafting public policies.
- Failing to correctly determine which temporary changes should to the transportation system and urban environment should be made permanent. Transit is especially vulnerable, as short-term network changes could have long-term ridership effects
- Changing long-term plans based on short-term trends and then producing outcomes that are contrary to the Town’s strategic aims for its transportation system.

## Conclusions

1. **This is a time of large-scale and rapid change in society.** Within a few weeks, the COVID-19 pandemic produced changes in public life and travel patterns of a scale that normally takes decades. Under all scenarios, those changes will continue in whole or in part for an extended period. No-one responsible for creating public policy (in transportation or other fields) has had to deal with anything like this before.
2. **Preventing and mitigating the negative effects of those changes requires rapid actions.** The changes from COVID-19 are already in place and will continue to evolve if no actions are taken. The negative effects could include embedding car-dependent travel habits and land use patterns, contrary to Oakville’s wider strategic aims. This memo has also described some of the other potential negative effects. Quick and decisive action is needed to deliver the changes Oakville wants.
3. **Town has opportunity to benefit from increased localism at municipal level.** Within municipalities, this memo has described how people will rely more on local amenities for everyday life. Oakville has multiple places in the town that can serve as focal points (such as downtown Oakville and Bronte). Further, the nodes and corridors in the Town’s OPA 15 will help support this trend.
4. **Continuous investments into good quality public transit infrastructure and services,** in addition to cycling and walking infrastructure, are needed if Oakville wants to make sustainable modes of transportation attractive and safer especially in the wake of this crisis.
5. **Local environmental benefits are at risk.** Without decisive action, the recent drop in pollution will be a short digression from past historical trend, soon replaced by a return to growth in automobile traffic. This risk is a concern, given the mounting evidence that pollution probably makes us more vulnerable to crises.
6. **Social and urban patterns are important.** It is increasingly clear that the geography of inequality – the social divide – is a key determinant of COVID-19 incidence and prevalence. Promoting de-densification could be damaging socially, financially, and from a climate perspective
7. **Inaction would affect resilience** – strong resilience of the offering in the context of possible rapid fluctuations in demand in the future is required, since future crises are foreseeable



## **Heritage Oakville Advisory Committee**

### **MINUTES**

**Date:** January 25, 2022

**Time:** 9:30 am

**Location:** Virtual Meeting

**Members:** Drew Bucknall, Chair  
Gerarda (Geri) Tino, Vice-Chair  
Councillor Duddeck  
Councillor Gittings  
Russell Buckland  
Kerry Colborne  
George Gordon  
Susan Hobson  
Brenda Sweeney

**Regrets:** Robert Ferguson  
Daniela Hampton-Davies

**Staff:** Gabe Charles, Director of Planning Services  
Chris Mark, Director of Parks and Open Space  
Lesley Gill-Woods, Acting Manager of Policy Planning and Heritage  
Susan Schappert, Heritage Planner  
Carolyn Van Sligtenhorst, Heritage Planner  
Jill Marcovecchio, Council and Committee Coordinator (In person)

**Also Present:** Councillor Haslett-Theall  
Julian Kingston, Supervisor of Museum

**A virtual meeting of the Heritage Oakville Advisory Committee was held on January 25, 2022, in the Council Chamber of the Oakville Municipal Building, commencing at 9:30 a.m.**

**These minutes will go forward to the Special Planning and Development Council meeting of February 15, 2022, for approval. Please view those minutes to note any changes Council may have made.**

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**1. Regrets**

As noted above.

**4. Discussion Item(s)**

*In accordance with Section 2(8) of the Procedure By-law, the items were considered out of order.*

**4.1 Election of Chair and Vice-Chair 2022**

Jill Marcovecchio, Council and Committee Coordinator, called for nominations for the position of Chair of the Heritage Oakville Advisory Committee for the year 2022. Gerarda (Geri) Tino nominated Drew Bucknall for the position of Chair. Drew Bucknall accepted the nomination.

There being no further nominations put forth, the nominations were closed on a motion by Councillor Duddeck.

Moved by Gerarda (Geri) Tino

That Drew Bucknall be appointed Chair of the Heritage Oakville Advisory Committee for the year 2022.

CARRIED

Jill Marcovecchio called for nominations for the position of Vice-Chair of the Heritage Oakville Advisory Committee for the year 2022. Drew Bucknall nominated Gerarda (Geri) Tino for the position of Vice-Chair. Gerarda (Geri) Tino accepted the nomination.

There being no further nominations put forth, the nominations were closed on a motion by Councillor Gittings.

Moved by Drew Bucknall

That Gerarda (Geri) Tino be appointed Vice-Chair of the Heritage Oakville Advisory Committee for the year 2022.

CARRIED

*Drew Bucknall assumed the Chair.*

**2. Declarations of Pecuniary Interest**

No declarations of pecuniary interest were declared.

**3. Confirmation of Minutes of Previous Meeting(s)**

Moved by Councillor Duddeck

That the minutes of the Heritage Oakville Advisory Committee meeting of December 14, 2021, be approved.

CARRIED

**4. Discussion Item(s)**

**4.2 Heritage permit application HP001/22-42.20K Erchless Estate at 110-114 King Street – New benches**

Moved by Councillor Gittings

1. That Heritage Permit Application HP001/22-42.20K, as amended, for the installation of four new benches on the Erchless Estate grounds at 110-114 King Street, with design and material to be the same as the benches installed on Lakeshore Road in Downtown Oakville, as presented by staff at the meeting, be approved; and
2. That this heritage permit expire two years from the date of final approval by Council.

CARRIED

**4.3 Heritage Planning Work Program Update**

Lesley Gill-Woods, Acting Manager, Policy Planning and Heritage, reported on the Heritage Planning Work Program Update for the town's 2021 heritage planning achievements, and the activities and projects that will continue or be initiated over the next three years related to the conservation of cultural heritage resources.

The committee recognized the work of the Heritage Planning team.

The committee asked that consideration and more emphasis be given to the Heritage District Street/Entry Signage to advocate for entrance signage for districts and/or additional markings on existing signs listed as a project/initiative under *Other Town Initiatives* to the work program.

Moved by George Gordon

That the report dated January 18, 2022 entitled "Heritage Planning Work Program Update" from the Planning Services department be received.

CARRIED

**5. Information Item(s)**

There were no information items.

**6. Date and Time of Next Meeting**

February 22, 2022

Oakville Municipal Building

Virtual Meeting - 9:30 a.m.

**7. Adjournment**

Moved by Kerry Colborne

That this meeting be adjourned.

CARRIED

The meeting adjourned at 10:15 a.m.





**THE CORPORATION OF THE TOWN OF OAKVILLE**

**BY-LAW NUMBER 2022-015**

A by-law to declare that certain land is not subject to part lot control (Block 9, Plan 20M-1211 – MC Oakvillage GP Inc.)

**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 Services 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 15<sup>th</sup> day of February, 2022

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MAYOR

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CLERK

**SCHEDULE "A"**

1. Block 9, Plan 20M-1211, designated as Parts 1 to 64, inclusive, on Plan 20R-21915, Oakville



**THE CORPORATION OF THE TOWN OF OAKVILLE**

**BY-LAW NUMBER 2022-018**

A by-law to confirm the proceedings of a special 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 15th day of January, 2022.

\_\_\_\_\_  
Rob Burton

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
Kathy Patrick

\_\_\_\_\_  
Acting Town Clerk

# Memo

**To:** Mayor and Members of Council  
**From:** Planning Services Department  
**CC:** Jane Clohecy, CAO  
Neil Garbe, Commissioner of Community Development  
**Date:** February 9, 2022  
**Subject:** Item 4.2 – Recommendation Report, Draft Plan of Condominium, MC Oakvillage GP Inc. (Minto Communities Canada), File No.: 24CDM-21007/1312 – 348 Wheat Boom Drive

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The purpose of this memo is to advise that Appendix A of the staff report dated February 1, 2022 is proposed to be replaced with a revised version prepared by staff to address conditions received from the Halton Catholic District School Board (HCDSB) and the Halton District School Board (HDSB). Public notice is not required in accordance with the provisions of the *Planning Act*.

A revised recommendation is now proposed:

That the Director of Planning Services be authorized to grant draft plan approval to the Draft Plan of Condominium (24CDM-21007/1312) submitted by MC Oakvillage GP Inc., and prepared by R-PE Surveying Ltd. dated November 9, 2021, subject to the conditions contained in Appendix A of the Planning Service Report dated February 1, 2022, as revised in accordance with the memo dated February 9, 2022;

The below excerpts from the revised Draft Plan of Condominium Conditions outlines the required conditions of the HCDSB and the HDSB. As the Agreements of Purchase and Sale have already been executed between the owner and prospective purchasers, the Condominium Declaration will be amended and subsequently registered on title in order to achieve the school boards objectives.

## Proposed additional Draft Plan of Condominium Conditions:

### HALTON CATHOLIC DISTRICT SCHOOL BOARD

- 8.** a. The owner agrees to place the following notification in the Condominium Declaration for all lots/units and in the Town's subsequent agreements, to be registered on title: **HCDSB**
- i. Prospective purchasers are advised Catholic school accommodation may not be available for students residing in this area, and that you are notified that students may be accommodated in temporary facilities and/or bused to existing facilities outside the area.
  - ii. Prospective purchasers are advised that the HCDSB will designate pick up points for the children to meet the bus on roads presently in existence or other pick up areas convenient to the Board, and that you are notified that school busses will not enter cul-de-sacs.
- b. In cases where Condominium Declarations have already been provided, the owner is to send a letter to all purchasers which include the above statements.

**HALTON DISTRICT SCHOOL BOARD**

- 9.** a. The owner agrees to place the following notification in the Condominium Declaration for all lots/units and in the Town's subsequent agreements, to be registered on title: **HDSB**
- i. Prospective purchasers are advised that schools on sites designated for the Halton District School Board in the community are not guaranteed. Attendance at schools in the area yet to be constructed is also not guaranteed. Pupils may be accommodated in temporary facilities and/or be directed to schools outside of the area.
  - ii. Prospective purchasers are advised that school busses will not enter cul- de- sacs and pick up points will be generally located on through streets convenient to the Halton Student Transportation Services. Additional pick up points will not be located within the subdivision until major construction activity has been completed.
- b. That in cases where Condominium Declarations have already been executed, the owner send a letter to all purchasers which include the above statements.

**CLOSING CONDITIONS**

- 10.** Prior to signing the final plan, the Director of Planning Services shall be advised by the Halton Catholic District School Board that Condition 8 has been carried out to their satisfaction with a brief but complete statement detailing how the condition has been satisfied. **OAK (A)  
HCDSB**

11. Prior to signing the final plan, the Director of Planning Services shall be advised by the Halton District School Board that Condition 9 has been carried out to their satisfaction with a brief but complete statement detailing how the condition has been satisfied.

**OAK (A)**  
**HDSB**

**Attachment:**

- Revised Appendix A – Draft Plan of Condominium Conditions

**REVISED**

**Appendix A – Draft Plan of Condominium Conditions**

**TOWN OF OAKVILLE CONDITIONS FOR FINAL APPROVAL  
FOR THE REGISTRATION OF THE DRAFT PLAN OF CONDOMINIUM BY  
MC Oakvillage GP Inc.**

This approval applies to the Draft Plan of Condominium (File 24CDM-21007/1312) submitted by MC Oakvillage GP Inc., prepared by R-PE Surveying Ltd. dated November 9, 2021, for a private road, landscaping and sidewalk common elements. The final plans are to be reviewed and cleared to the satisfaction of the Town of Oakville.

The Town of Oakville conditions applying to the approval of the final plan for registration of MC Oakvillage GP Inc., Draft Plan of Condominium (File 24CDM-21007/1312) are as follows:

<i><b>CONDITIONS</b></i>	<i><b>CLEARANCE AGENCY</b></i>
<b>GENERAL</b>	
1. That the owner provides confirmation to the satisfaction of the Town’s Finance Department that all outstanding property taxes have been paid prior to plan registration.	<b>OAK(F)</b>
2. That the owner provides any necessary easements to the satisfaction of the Town (if necessary).	<b>OAK(L)</b>
3. The owner provide a certificate signed by the surveyor and the owner that the plan proposed to be submitted for registration is the same as the latest (most recent) draft approved plan and, if the plans are not the same, that any differences between the proposed registered plan and the latest draft plan are accepted/approved by the Town.	<b>OAK (A)</b>
4. The Owner shall provide a certificate from the Owner’s engineer stating that all servicing, grading, drainage, overland flow route, and stormwater management requirements, and base asphalt paving have been completed in accordance with the plans and conditions in the original site plan agreement, or that arrangements to the satisfaction of the Director of Transportation and Engineering have been made for their completion.	<b>OAK (DS)</b>
<b>LEGAL</b>	
5. The Owner shall file with the Director of Planning, a complete copy of the final version of the Declaration and Description to be registered, which includes the following schedules:  a. Schedule “A” containing statement from the declarant’s solicitor that in this or her opinion, based on the parcel register or abstract index and the plans and drawings recorded in them, the legal description is correct and any easements mentioned in the schedule will exists in law upon the registration of the Declaration and Description; and  b. Schedule “G” being the certification of the project engineer and/or architect that all buildings have been constructed in accordance with the regulations under the Condominium Act.	<b>OAK (L)</b>



- When the Owner files a copy of the Declaration with the Director of Planning, it shall be accompanied with a letter of undertaking, stating that, “This is our undertaking to register the Declaration in the same form and content as was provided to you, subject to any changes the Land Registrar may require. This is also our undertaking to provide you with a registered copy of the Declaration once it is registered. If the Land Registrar requires any amendments to the Declaration we will advise you.”

The Owner shall include in Schedule “A” to the condominium declaration all necessary and appropriate easements to the satisfaction of the Town, including but not limited to:

- c. Access easement over the adjoining private driveway in favour of the condominium, to the satisfaction of the Towns Legal Department; and
- d. Temporary easement over the adjoining private driveway for two visitor parking spaces which shall remain in place until two visitor parking spaces are granted to the condominium in the underground garage being constructed beside the condominium by way of a permanent easement or ownership of two parking units

The declaration shall include a clause notifying the owners of the temporary visitor parking and specifying that the visitor parking shall form part of the common elements or be an asset of the corporation, and shall not be used or sold to unit owners or third parties, or be considered part of the exclusive use portions of the common elements.

**ZONING**

- 6. a. That the owner/applicant confirms as-built compliance with the Zoning By-law and that any deficiencies be brought into compliance with the Zoning By-law through the Committee of Adjustment and/or a Zoning By-law amendment prior to plan registration.
- b. Confirmation is required that accommodation for the two required visitor parking spaces which are located on the adjacent property (Block 8 Plan 20M-2011) have been accommodated within the proposed development which abuts the property including any easements that are required, to be registered in the condominium declaration to the satisfaction of the Planning and Legal Departments.

**OAK (Z)**

**HALTON REGION**

- 7. a. That the Owner provide an updated Truck Turning Template illustrating all turning radius to the satisfaction of Halton Region.
- b. That the Declarant provide a letter stating that the Condominium Corporation will provide private waste collection of garbage, recycling and green cart services, to the satisfaction of the Region of Halton.
- c. That the Declarant provides confirmation that all agreements of purchase and sale shall include a Notice Letter/ Acknowledgment informing the prospective purchasers that the site will be serviced by private waste collection in the Purchaser’s welcome package, to the satisfaction of the Region of Halton.

**RMH**

Where purchase agreements have already been signed, an amended welcome package shall be provided and the change indicated.

- d. That the following is inserted in the Condominium Declaration to the satisfaction of Halton Region:

*“That the proposed development, as designed, does not comply with the Regional Guidelines for Development Design Guidelines for Source Separation of Solid Waste and as such is not eligible for Regional Waste Collection.”*

**HALTON CATHOLIC DISTRICT SCHOOL BOARD**

- 8. a. The owner agrees to place the following notification in the Condominium Declaration for all lots/units and in the Town’s subsequent agreements, to be registered on title: **HCDSB**
  - i. Prospective purchasers are advised Catholic school accommodation may not be available for students residing in this area, and that you are notified that students may be accommodated in temporary facilities and/or bused to existing facilities outside the area.
  - ii. Prospective purchasers are advised that the HCDSB will designate pick up points for the children to meet the bus on roads presently in existence or other pick up areas convenient to the Board, and that you are notified that school busses will not enter cul-de-sacs.
- b. In cases where Condominium Declarations have already been provided, the owner is to send a letter to all purchasers which include the above statements.

**HALTON DISTRICT SCHOOL BOARD**

- 9. a. The owner agrees to place the following notification in the Condominium Declaration for all lots/units and in the Town’s subsequent agreements, to be registered on title: **HDSB**
  - i. Prospective purchasers are advised that schools on sites designated for the Halton District School Board in the community are not guaranteed. Attendance at schools in the area yet to be constructed is also not guaranteed. Pupils may be accommodated in temporary facilities and/or be directed to schools outside of the area.
  - ii. Prospective purchasers are advised that school busses will not enter cul- de- sacs and pick up points will be generally located on through streets convenient to the Halton Student Transportation Services. Additional pick up points will not be located within the subdivision until major construction activity has been completed.
- b. That in cases where Condominium Declarations have already been executed, the owner send a letter to all purchasers which include the above statements.

**CLOSING CONDITIONS**

- 10. Prior to signing the final plan, the Director of Planning Services shall be advised by the Halton Catholic District School Board that Condition 8 has been carried out to their satisfaction with a brief but complete statement detailing how the condition has been satisfied. **OAK (A)  
HCDSB**
- 11. Prior to signing the final plan, the Director of Planning Services shall be advised by the Halton District School Board that Condition 9 has been carried out to their satisfaction with a brief but complete statement detailing how the condition has been satisfied. **OAK (A)  
HDSB**
- 12. Prior to signing the final plan the Director of Planning Services shall be advised that all conditions have been carried out to the satisfaction of the relevant agencies, and that a brief but complete statement detailing how each condition has been satisfied has been provided. **OAK (A)**

All of the above conditions shall be satisfied within 3 years of the granting of draft approval, being *[Month Day, Year]*. (Date of Draft Approval to be inserted as the day after the last date for appeals if no appeals are received). **OAK (A)**

**NOTES – The owner is hereby advised:**

- 1. If the condominium is not registered within 3 years of the date of draft plan approval, then this approval shall be null and void and the plans and drawings must be resubmitted to the Town of Oakville for approval.
- 2. Fees are required by Halton Region and may be required by the Local Municipality for each extension to draft approval and for major revisions to the draft plan or conditions.
- 3. It should be noted that Educational Development Charges are payable in accordance with the applicable Education Development Charge By-law and are required at the issuance of a building permit. Any building permits that are additional to the maximum unit yield that is specified by the Subdivision Agreement are subject to Education Development Charges prior to the issuance of a building permit, at the rate in effect at the date of issuance.

**Halton Region: Requirements at the time of registration**

- Final draft condominium plans signed and dated by the Owner, Surveyor and initialed by the Town’s Planner
- Regional Registration fee
- Registry Office review form (Appendix D Form (Formerly Schedule J Form).
- Letter from Applicant/Owner indicating how the Region’s conditions of draft approval have been addressed.

**LEGEND – CLEARANCE AGENCIES**

- OAK (A) Town of Oakville – Planning Administration
- OAK (F) Town of Oakville – Finance
- OAK (L) Town of Oakville – Legal

OAK (DS)	Town of Oakville – Development Services Department
OAK (Z)	Town of Oakville – Building Services Department, Zoning Section
OAK (T)	Town of Oakville – Transportation and Engineering
RMH	Regional Municipality of Halton
HCDSB	Halton Catholic District School Board
HDSB	Halton District School Board

Planning and Development Council Meeting

February 15, 2022

**Comments Received Regarding Item 6.1**

Public Meeting – Official Plan and Zoning By-law Amendment – 2317511 Ontario Inc. –

70 Old Mill Road, File No.: Z1614.77

February 9, 2022

I am opposed to the development at 70 Old Mill Road, Oakville.

A twelve storey structure with 154 units and 160 underground parking spots is unrealistic for such a small lot. The entrance and exit to the parking garage is in a very inappropriate location and will obstruct the traffic from the three existing buildings.

The extremely congested intersection at Trafalgar and Cornwall cannot handle more traffic at this time. Once traffic to the go train lots increases the problem will be exacerbated.

If Oakville is “to be the most livable town in Canada” as your letterhead claims, the amendment to the Official Plan needs to be revisited.

Sincerely,

Kathryn Bridgman



Old Mill Road  
Oakville, L6J7W2

February 9, 2022

Hello,

I just wanted to express my full support on the revised plans for lot 70.

I am on the board of directors in building [REDACTED] Old Mill Road. The feedback I am getting from our residents is that we are in full support of the revised plan because it will be a full residential building and no commercial units. This is great for our community as commercial units would have created a lot of traffic and security issues. The feedback I have been receiving from our residents is that they want a building there as soon as possible as this has become an eyesore all these years. This will potentially add value to our complex and goes along with the intensification plan of the area as we are right by the GO trains.

We are fortunate that the developer has been very cooperative and did not have to build an all residential unit and negotiated in principle that he will build an all residential building.

The last six months I and a representative from building 40 and 60 have been part of the group that has had meetings with the developer (Malvinder) and found that the meetings were and still are very cooperative, positive and very accommodating to the needs of our community and his development.

This letter is to confirm that I am in full support of the new revised plan of Lot 70.

Thank you,

Kerry Bigas



February 10, 2022

Greetings,

I would like to express my utter dismay at the proposed building at 70 Old Mill.

Let go that the design is ugly as sin ... I am concerned about the devastating impact of a building so dense on a neighborhood otherwise having provided a suitable living environment for owners of 60-50-40 Old Mill:

- Noise and congestion from the vehicular **\*traffic\*** ensuing out of 154 apartments – will be a daily and painful struggle for everyone. Traffic is ALREADY a nightmare at the top of Old Mill, and the return of regular life, with the filling up of the GO parking lot, will become a major problem that has not been addressed in any materials I have seen.
- It is unclear how the builder will arrange for garbage collection – adding to the risk of complete gridlock. (Will the garbage trucks go into the garage, or will the bins line Old Mill Rd?) The same goes for trades and maintenance trucks.
- I do not feel reassured that there will not be rampant AirBnB rentals, leading to all kinds of security and crime issues, raising a risk for current residents of 60-50-40.
- It is unclear how the builder proposes to manage access to the building into and out of the garage while ensuring the safety of everyone.
- Blasting 6 levels down for a parking garage is a serious risk to the structural integrity of Building 60.
- My home will be the closest unit to the proposed building, and I will lose significant daylight.

Sincerely, Ulla de Stricker

■ Old Mill Road ■

Oakville, Ontario





**Trafalgar Chartwell Residents' Association**  
*advocating for our community*

106-482 South Service Road East  
Box 177  
Oakville, ON  
L6J 2X6  
[www.tcra.ca](http://www.tcra.ca)  
[info@tcra.ca](mailto:info@tcra.ca)



Town Clerk at the Town of Oakville  
1225 Trafalgar Road  
Oakville, Ontario  
L6H 0H3

February 11, 2022

**Proposed Official Plan and Zoning By-law Amendment**

70 Old Mill Road

2317511 Ontario Ltd. OPA 1614.77 and Z.1614.77, Ward 3

Tuesday, February 15, 2022 6:30 pm

Mayor Burton and members of the Planning and Development Council,

**T.C.R.A.'s Position Statement**

We have watched, with great interest, the public presentations that Town staff made last year about the Town's vision for Midtown. We support intensification in this area, if it will conform to that vision. However, we feel that the proposal for 70 Old Mill Road disregards almost every positive attribute of the community vision that was presented.

70 Old Mill Road is probably the smallest parcel of land that will be developed in Midtown. Yet the developer himself, at his own public meeting, called it a "Superstructure". The building and the density is over-sized for the lot, the road it will be on, and the proximity to an established residential neighbourhood.

We cannot support this development for reasons related to traffic issues; inappropriate structure and density for the lot, the objectionable precedent it sets, and the impact on an established residential neighbourhood.

## **Basis for position:**

### **1. Precedent**

70 Old Mill would constitute a precedent we do not want to see set for future developments in Midtown. The vision of Midtown that was created by Town staff at two public meetings was of vibrant streets with wide sidewalks, buildings with set-backs, lots of greenspace, safe public spaces, open spaces, and compatibility with the existing community. The proposed building at 70 Old Mill is in complete defiance of all these features. There is no space for set-backs, as the entire lot will be consumed with the building. The traffic situation on Old Mill Road, outlined below, does not constitute a safe public space. This development simply does not match the vision for Midtown that we were shown at two public presentations that Town staff made.

If this development is one of the earliest to be approved, or to be built in Midtown, and it is in such flagrant rejection of the Town's vision for Midtown, it will set a regrettable precedent for actually achieving that livable vision for Midtown.

### **2. Traffic & Safety**

Many of the traffic problems that we have put forth at other Midtown meetings also apply to adding 160 + cars in this location – such as the inability of the surrounding intersections and the major arterial roads to handle the volume. But, I am going to focus on a more micro, very local, traffic problem since I experience it first-hand as an Old Mill Road resident.

If one good thing has come out of the pandemic, it is that residents of Old Mill Road can drive north, towards their home, safely in the late afternoon. GO Train traffic has been absent during the pandemic. However, while none of us can predict the future, we have to assume that it will, someday, return to pre-pandemic levels. However, when Metrolinx built their indoor garage, they made the mistake of making the indoor Kiss 'n Ride exit *only* to Old Mill Road. It could and should have exited through the new intersection that Metrolinx built on Cornwall. Cars that use that Kiss 'n Ride, and the south surface Metrolinx parking, come flying onto Old Mill Road at high speed as if it is nothing but an extension of Metrolinx property.

Several years ago, representatives of each of the three existing buildings on Old Mill Road met with Metrolinx representatives who came out from Toronto specifically for our meeting. We walked them around the area, showing them the problems and suggesting solutions. They saw no problem and flatly refused, when asked, to even install a more visible stop sign on their property.

Now, 70 Old Mill Road will add 160 + more cars, plus taxis, service trucks, etc. to an already dangerous and chaotic situation on this short, narrow road. In addition, the size of the units in

the proposed building are likely to attract renters. We are in favour of rental housing being available in Midtown, but attracting renters to this site will increase the frequency of truck traffic on a road that is ill-equipped to handle the increased car traffic that will result.

There is also a problem with Metrolinx customers using the apron of the driveway that belongs to 40, 50 and 60 Old Mill as an unofficial Kiss 'n Ride, because it is easier than those that Metrolinx supplies. They also stop at the top of Old Mill Road, where the town has a tiny, worn and rusted "No Stopping" sign. In spite of best efforts with Metrolinx and the Town, these traffic issues have existed for many years. Now residents of Old Mill Road face the prospect of adding 160 + cars to the chaos, and another enter/exit ramp to an underground garage – right at the apron of the driveway that has become an unofficial (and unwelcome) Metrolinx Kiss 'n Ride.

We have also been told that Midtown would be a pedestrian and cycle-friendly neighbourhood. Old Mill Road is a narrow street with narrow sidewalks. The danger I have described for cars, only presents more danger to pedestrians or cyclists during peak commuter traffic periods. There is simply no room on this lot for a building with the proposed number of units and cars, and it is impossible to accommodate the pedestrian-friendly, set-backs, wide sidewalks, and livability of the nature described in the vision for Midtown

The developer's traffic study purports to know how many cars will enter and exit the site at various times of day. Yet, not a single unit has been sold, so nothing is known about the demographic that will occupy it. We have concerns about the traffic based on the existing situation there, and they are greatly enhanced by adding 160 + more cars.

All of the traffic and safety problems I have cited will commence, as described, once the proposed building is occupied. But the more immediate concern, for an even larger area around it, is the presence of construction vehicles. Building a structure of this size does not happen quickly. Cornwall Rd., as well as Old Mill, are likely to have one lane blocked for the duration of the construction phase. And what if GO Train traffic returns during that time?

### **3. Streetscapes and Established Residential Neighbourhoods**

Oakridge Heights, consisting of 40, 50, and 60 Old Mill Road is the only established neighbourhood already existing in Midtown, and has been for 22 years. It has many of the features you aspire to create in Midtown. It has its own streetscape, its design is consistent with the surrounding neighbourhood, it has open spaces. Putting 70 Old Mill Road, as currently proposed, at the base of their driveway, as their gateway, will not be consistent with the existing residential neighbourhood or with the Town's visions of Midtown.

The people who live there have always known that something would be built on what they have come to know as "Lot 70". But it was never presumed to add almost as many units as two of the existing buildings combined onto the smallest possible lot. The concept is ridiculous.

Not only the increased volume of cars, but the placement of the enter/exit ramp to the proposed building's 6-story underground garage will make *safe* access and egress to and from any of the buildings site impossible.

We would very much prefer that all new developments in Midtown adhere to the vision the Town have created for Midtown, which we fully support.

Sincerely,  
The Board, Trafalgar Chartwell Residents' Association

February 13, 2022

Jayne Huddleston  
[REDACTED] Old Mill Road  
Oakville, Ontario  
L6J 7W2

Town Clerk at the Town of Oakville  
1225 Trafalgar Road  
Oakville, Ontario  
L6H 0H3

February 9, 2022

RE: Proposed Official Plan and Zoning By-law Amendment

70 Old Mill Road, 2317511 Ontario Ltd. OPA 1614.77 and Z.1614.77

To Mayor Burton and members of the Planning and Development Council,

I am writing you you as a condominium owner at 40 Old Mill Road. I am a member of the condominium board, but I am writing to you only as an individual property owner at this address.

I am opposed to the proposal to build an over-sized building, on a small lot, at the gateway to our community, and at the foot of our driveway. There are many reasons to oppose it but the worst part is the placement of the enter/exit ramp to a six-story underground garage.

However, the number of letters of opposition vs. of support may not be an accurate reflection of the opinions of Old Mill residents. Making submissions in advance of the statutory public meeting has been discouraged, or even stifled in some situations, by a committee of one board member from each of the three buildings. This committee has been negotiating with the developer for approximately two years or more to remove easements that impact our property.

This committee has agreed with the developer to make an "agreement in principle" to his proposed building, in return for him removing the easements. However he has not yet done so.

They have promised that this "agreement in principle" will be the public position of 40, 50 and 60 Old Mill Road because they believe he will remove the easements. However, condominium boards do not have the right to speak for individual unit owners. Many owners *do not* support this development. Many others have not been properly informed about the details of it or of this "agreement in principle". We agree only that *something* will be built there *someday*.

The original developer of the three existing buildings placed easements on the title of 70 Old Mill because he intended to build a small commercial building there. The easements allows cars belonging to those who occupy that property to go through our underground garage. The small commercial building might have involved 6 to 10 cars having that right. The currently proposed building could result in 160 cars going through our underground garage IF the developer decides to exercise that right.

I am not a lawyer, but it seems that attempting to remove the easements might be better attempted on the basis of reasonableness and safety than by saying we "agree in principle" with the proposed development and believing in the good faith of the developer to actually remove them.

Even some of the condominium board members on the committee who are pushing this "agreement in principle" are in strong opposition to the currently proposed building and are leading individual owners to believe that their strategy is working to get the easements removed.

Please understand that the feedback you are receiving from owners and/or condo boards on Old Mill Road may not be a true reflection of the reaction to this development and I hope you will take this into consideration.

Personally, I support high density in Midtown, but strongly oppose this development.

Thank you,

Jayne Huddleston

February 14, 2022

Dear Sir or Madame

I have a great concern regarding the proposed Condominium Development on the corner lot at Cornwall and Old Mill Road.

I am a resident owner in Oakridge Heights, at ■ Old Mill Road.

In my opinion the design of the proposed structure is in conflict with the architecture of the existing 3 buildings and does not in any way complement the existing buildings. As well, an additional 160+ automobiles can only impact negatively on traffic flow to and from this community. Currently, it can take up to 5+ minutes leaving my parking spot to turning left onto Trafalgar, and this is a distance significantly less than 2 km. The Trafalgar/Cornwall intersection is already very busy, and there are other developments "in the works"/being considered for this area (so I have been told).

Please let me know if my note is misdirected.

Best Regards

Audrey Bodnar

Special Planning and Development Council Meeting  
February 15, 2022

**Comments Received Regarding Item 6.1**

Public Meeting Report, 70 Old Mill Road, 2317511 Ontario Inc.,  
Official Plan and Zoning By-law Amendment, Z.1614.77



**From:** [REDACTED]  
**Sent:** February 13, 2022 5:24 PM  
**To:** Town Clerk <[TownClerk@oakville.ca](mailto:TownClerk@oakville.ca)>  
**Subject:** 70 Old Mill Road Statutory Public Meeting

Jayne Huddleston

[REDACTED]  
[REDACTED]  
[REDACTED]

Town Clerk at the Town of Oakville  
1225 Trafalgar Road  
Oakville, Ontario  
L6H 0H3

RE: Proposed Official Plan and Zoning By-law Amendment

70 Old Mill Road, 2317511 Ontario Ltd. OPA 1614.77 and Z.1614.77

To Mayor Burton and members of the Planning and Development Council,

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I am opposed to the proposal to build an over-sized building, on a small lot, at the gateway to our community, and at the foot of our driveway. There are many reasons to oppose it but the worst part is the placement of the enter/exit ramp to a six-story underground garage.

However, the number of letters of opposition vs. of support may not be an accurate reflection of the opinions of Old Mill residents. Making submissions in advance of the statutory public meeting has been discouraged, or even stifled in some situations, by a committee of one board member from each of the three buildings. This committee has been negotiating with the developer for approximately two years or more to remove easements that impact our property.

This committee has agreed with the developer to make an "agreement in principle" to his proposed building, in return for him removing the easements. However he has not yet done so.

They have promised that this "agreement in principle" will be the public position of 40, 50 and 60 Old Mill Road because they believe he will remove the easements. However, condominium boards do not have

the right to speak for individual unit owners. Many owners *do not* support this development. Many others have not been properly informed about the details of it or of this "agreement in principle". We agree only that *something* will be built there *someday*.

The original developer of the three existing buildings placed easements on the title of 70 Old Mill because he intended to build a small commercial building there. The easements allows cars belonging to those who occupy that property to go through our underground garage. The small commercial building might have involved 6 to 10 cars having that right. The currently proposed building could result in 160 cars going through our underground garage IF the developer decides to exercise that right.

I am not a lawyer, but it seems that attempting to remove the easements might be better attempted on the basis of reasonableness and safety than by saying we "agree in principle" with the proposed development and believing in the good faith of the developer to actually remove them.

Even some of the condominium board members on the committee who are pushing this "agreement in principle" are in strong opposition to the currently proposed building and are leading individual owners to believe that their strategy is working to get the easements removed.

Please understand that the feedback you are receiving from owners and/or condo boards on Old Mill Road may not be a true reflection of the reaction to this development and I hope you will take this into consideration.

Personally, I support high density in Midtown, but strongly oppose this development.

Thank you,

Jayne Huddleston

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**From:** [REDACTED]  
**Sent:** February 14, 2022 12:59 PM  
**To:** Town Clerk <[TownClerk@oakville.ca](mailto:TownClerk@oakville.ca)>  
**Cc:** Kathy Patrick <[kathy.patrick@oakville.ca](mailto:kathy.patrick@oakville.ca)>; Jill Marcovecchio <[jill.marcovecchio@oakville.ca](mailto:jill.marcovecchio@oakville.ca)>; Jessica Warren <[jessica.warren@oakville.ca](mailto:jessica.warren@oakville.ca)>  
**Subject:** Revised JCRA delegation comments re 70 Old Mill for Planning and Development Feb 15 meeting

Thank you for giving Joshua Creek Residents' Association the opportunity to delegate at tomorrow night's meeting. In light of information that became available to us after we submitted our planned statement, we have made some revisions and thus I attach an updated copy of our delegation for the meeting tomorrow.

Thank you

Penny Headrick

Vice President, JCRA

**From:** [REDACTED]

**Sent:** February 3, 2022 10:39 AM

**To:** Town Clerk <[TownClerk@oakville.ca](mailto:TownClerk@oakville.ca)>

**Cc:** [REDACTED]  
[REDACTED]

**Subject:** request from JCRA to delegate at planning and development Feb 15 meeting

Hello, I would like to register to delegate re the planned development at 70 Old Mill, which I understand will be on the agenda for the February Planning and Development meeting on Feb 15th.

I attach a copy of my proposed statements. I am delegating on behalf of the Joshua Creek Residents' Association (JCRA). I am the Vice-President of the Board of Directors.

My cell number is [REDACTED] and you can also reach me at this email. Thank you for adding me to the agenda.

Penny Headrick

JCRA

<ATTACHMENT – DELEGATION FROM PENNY HEADRICK >

The Joshua Creek Residents' Association (JCRA) has been following the Midtown file for many years now because the developments in this area will have a profound impact on the day-to-day life of our community, and many others across the Town.

We have recently reviewed proposed changes to the 70 Old Mill Rd property developments with interest and some concern. JCRA has been liaising with our neighbouring RAs and recognizes and supports the need for intensification, but we have a few questions related to current proposals for this site.

Residents have not received an update from town staff with respect to the Midtown plan since July 21, 2021, which is over six months ago. The public information sessions and council workshops this past spring presented pedestrian friendly designs with an emphasis on wide sidewalks, setbacks, and green spaces. For example, the Town-initiated Official Plan Amendment (File No. 42.15.59 from March 2021, slide 15) states "The draft OPA recognizes the importance of the public realm – sidewalks, parks, open spaces, streets, etc. Urban design policies are proposed to ensure that the public realm incorporates a year-round, walkable network of pedestrian oriented urban parks, squares, and streetscapes."

When the November 2021 site plans and last week's Public Meeting Report for 70 Old Mill are reviewed, they do not appear compatible with the vision shared above.

The initial plans for this site called for 29 residential units, while the new plan proposes 154 units, creating a substantial expansion from the permitted density of 185 units per site hectare

up to 264 units/hectare. We understand that some developments may be entitled to “bonusing” when additional units are permitted if any of the following are included within the development - (1) land required for future roads; (2) above ground parking levels; and (3) office space included within the development. This development does not meet any of these criteria.

JCRA has also flagged concerns with respect to the traffic and parking issues that such a huge increase in the number of units would create. Parking for residents, visitors, contractors and deliveries seem challenging as the proposed new building density appears to be oversized for the lot.

Furthermore, we are disappointed that we do not see the setbacks, wide sidewalks and parkland that were articulated in the urban design visions of the Midtown presentations, nor do we see a commitment to a holistic vision of Midtown via connected active transportation routes or planned contiguous green spaces. These are all necessary elements that we believe will contribute to the overall livability of the Midtown community.

JCRA respectfully requests that the Town carefully consider whether the proposed development is truly complementary to existing and planned Midtown developments. We believe the parking and traffic congestion are problematic with the site as it is proposed, and we are concerned that the newly proposed density dramatically exceeds the original plans and maximum density for Midtown without providing compensating benefits as outlined under the bonusing provisions. While it is not discussed in the Public Meeting Report, we further note that the plan as stated is exclusively residential, and we request that Town Staff give consideration to a mixed-use model that balances the residential and commercial needs to ensure livability in this community as originally envisioned.

Thank you again for the opportunity to provide feedback on development in Midtown. We encourage you to ensure that all Midtown developments align with the overall vision of a complete community.

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**From:** [REDACTED]  
**Sent:** February 14, 2022 4:18 PM  
**To:** Town Clerk <[TownClerk@oakville.ca](mailto:TownClerk@oakville.ca)>  
**Subject:** Resident Input Regarding New Development

Dear Sir or Madame

I have a great concern regarding the proposed Condominium Development on the corner lot at Cornwall and Old Mill Road.

I am a resident owner in Oakridge Heights, at [REDACTED] Old Mill Road.

In my opinion the design of the proposed structure is in conflict with the architecture of the existing 3 buildings

and does not in any way complement the existing buildings. As well, an additional 160+ automobiles can only impact negatively on traffic flow

to and from this community. Currently, it can take up to 5+ minutes leaving my parking spot to turning left onto Trafalgar, and

this is a distance significantly less than 2 km. The Trafalgar/Cornwall intersection is already very busy, and there are other

developments "in the works"/being considered for this area (so I have been told).

Please let me know if my note is misdirected.

Best Regards

Audrey Bodnar

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**From:** [REDACTED]

**Sent:** February 14, 2022 5:45 PM

**To:** Town Clerk <[TownClerk@oakville.ca](mailto:TownClerk@oakville.ca)>

**Subject:** Submission to Special Planning and Development Council , February 15th, 2022.

On behalf of **Chartwell Maple Grove Residents Association ,(CMGRA)**, please find attached to this email our submission

To **Special Meeting of Planning and Development Council**, concerning **70 Old Mill Road** agenda item.

Respectfully submitted by David Mallen, Director, CMGRA, [REDACTED], Oakville , ON

Phone contact [REDACTED]

Thank you .

<ATTACHMENT – DELEGATION FROM DAVID MALLEN >

**Proposed development of “building 70 “ at Old Mill , Cornwall Road, 14 February 2022**

Chartwell Maple Grove Residents Association (CMGRA) recognises that the proposed development at 70 Old Mill lies within the catchment area of our neighbours Trafalgar-Chartwell Residents association (TCRA) as does the entire redevelopment of “Midtown”.

This development will be significant with a planned population of 20, 000 persons minimum, approximately two thirds residential, and one third employment in an area of 102 ha, centred around the Oakville GO station, and will have a widespread impact including the SE part of Oakville.

CMGRA supports redevelopment in midtown Oakville. Our concern is that the new development will provide the necessary supporting public services (infrastructure) in a timely manner, consistent with construction progress, as well as community needs for shopping, entertainment, parks, recreation, churches, libraries etc. Presentations by Oakville planning staff to date, (drawing on experience elsewhere), have emphasised the attention that will be paid to creating a “Livable Oakville “community with wide streets, pedestrian friendly walkways, and spaces, urban parks etc. A key aspect of this vision will be to ensure that the midtown development is integrated successfully into existing Oakville, recognising its much higher planned density.

The development proposed as building 70 will be 12 storeys (154 units) on a small lot of 0.15-0.16 ha. Existing buildings (40, 50, and 60) already exist in the same development. The proposed density of building 70 appears to be well in excess of the existing guideline parameters of 200 persons / ha for midtown. Due to space constraints there is no opportunity to reflect the vision of wide sidewalks, open vistas, building setbacks, or parkland, excepting that which already exists in the development.

CMGRA asks that these issues of integration into future midtown, and provision for public and community services be addressed before approval, to ensure that this development is consistent with updated midtown plans.

Respectfully submitted on behalf of CMGRA

David Mallen , Director, [REDACTED], Oakville.

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Special Planning and Development Council Meeting  
February 15, 2022

**Comments Received Regarding Item 6.2**  
Official Plan Amendment

April Investments Ltd., 527079 Ontario Ltd.,  
Trans County Development Corporation Ltd., and  
Oakville Developments (2010) Inc.  
560-584, 550, 530 Kerr Street and 131, 171 Speers Road,  
File No. OPA1616.56



February 11, 2022

Council c/o the Town Clerk  
Town of Oakville  
Clerk's Department  
1225 Trafalgar Road  
Oakville, ON L6H0H3

**Re: Notice of Complete Application, Proposed Official Plan, 530, 550, 588 Kerr Street and 131, 171 Speers Road, April Investment Limited, 527079 Ontario Limited and Trans County Development Corp, OPA1616.56, Ward 2**

Dear Town Clerk,

In response to the UNDATED Notification from the Town of Oakville with respect to the above-mentioned subject, while my earlier electronic communication, dated December 12, 2021, clearly stated my objection to even considering such proposal, please consider this letter as the Total Objection to the above-mentioned proposal and its possible consideration and approval by the council.

In this regard, even though the proposed planning, specially the self-reviewed and self-justified traffic plan by the developer and its third-party agent/consultant, totally ignores the first principals of the Urban and Traffic Planning, a simple review of the location and its exit roads to accommodate 1847 Residential Dwelling with the Retail Stores will result to nothing, but a traffic nightmare and chaos.

In specific, by excluding the visitors and shoppers, even considering the unusual case that each dwelling is to only own one single car and is to utilize the two future exits from the complex, it will be tremendous traffic volume for the area. Additionally, this is despite the obvious that on an average, each unit will be occupied by dwellers with more than one car in an area, which is already overcrowded by cars utilizing the roads and side-roads infrastructure to get away from the continued traffic jam, even on QEW.

Additionally, although this has become the Urban Planning Mishap in the North of QEW with very tall building sticking out like a sore thumb, even visible from the south of QEW, allowing dense population with the 28 Storeys building in the area is another Urban Planning Wrong-Doing leading to devastation of the local tranquility and layout.

Finally, at the same time that among other financial incentives, the Property Tax Income may be considered as a lucrative steady source, enough for considering this development by the town, we all needed to be reminded that along with the other People, who assisted the Town to resist and eventually remain independent from the proposed amalgamation plan, even considering this project is a total turnoff and disappointment.

Regards,

A handwritten signature in black ink, appearing to read 'Rahmat Ushaksaraei', enclosed within a hand-drawn oval shape.

Rahmat Ushaksaraei, AInstIB, P.Eng., PMP

Resident of:  
Suite 1603 – 55 Speers Road  
Oakville, ON L6K 0H9

AEON Engineering Group Inc.  
Founder & CEO  
Rahmat.Ushaksaraei@AEONEngineering.ca  
www.AEONEngineering.ca

accrete, The Business Excellence Realization  
Founder & CEO  
Rahmat.Ushaksaraei@accrete.ca  
www.accrete.ca

---

**From:** Jean-Paul Stephan  
**Sent:** February 7, 2022 1:58 PM  
**To:** Town Clerk  
**Subject:** Town Hall 560-584, 550, 530 Kerr Street

**Importance:** High

**SECURITY CAUTION:** This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello,

In regards to the proposition of erecting unnecessary profit-making buildings at the subject addresses, I believe the interconnecting roads from:

- Kerr St. North & South of Speers
- Speers Road East & West of Kerr
- All other adjacent QEW highway exits,
- Etc.

Are not suitable to accommodate this explosion in car/bus/population traffic.

We are suffering extremely deficient traffic-light management with the already existing "Rain Condos" located on 65 Speers Rd; deteriorating road with unbearable asphalt conditions are major sources of traffic noise and simply not acceptable.

Come to add this new development seeking profit-only ROI, it is going to ram the neighborhood. Creating a minor street here and there is not going to relieve the traffic flow.

A major overhaul of the deteriorating Oakville's municipality infrastructure in that location is long overdue: as we witnessed the ineffective ENBRIDGE gas line replacement in the past few days.

A compensation for the residents deterioration in livelihood must be thought, perhaps a tax break during construction of this development.

Please provide reassurance that the taxpayers monies paid in the past, are being well received and spent in the right places with competent Engineering firms to ameliorate the life of residents.

If possible, please find other lands for such massive development and consider incentives for current land owners revamping of existing outdated strip-mall/plaza with belongs to a different era and re-purpose it.

It's not always about how much taxable monies can the town of Oakville recuperate from a residential mid-to-high-rise development, it's about remembering and conserving the history of an area.

Thank you.

JP

Kerr St.  
Oakville, ON, L6K 3C2  
**Jean-Paul Stephan**  
P.Eng., M.Eng., PMP

## Paul Barrette

---

**From:** Andrew Muscat <[REDACTED]>  
**Sent:** February 14, 2022 7:14 PM  
**To:** Paul Barrette  
**Subject:** Opposition to OPA1616.56

SECURITY CAUTION: This email originated from outside of The Town of Oakville. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi Paul,

In preparation for the Feb 15th Planning & Development Council Meeting, I would like to provide my written statement to oppose the approval of OPA 1616.56 for the redevelopment of 560-584, 550, 530 Kerr Street and 131, 171 Speers Road.

While I do support a redevelopment of the area, I do not believe the current iteration of the application is appropriate. The main point of contention to this application is the following:

- the proposal suggests buildings that exceed 21 storeys and these do not conform to the existing high rise residential neighborhood

I support the town's decision to continue to discuss the redevelopment at a more appropriate scale.

Thank you for your time,

Andrew Muscat  
Registered owner within 55 Speers Rd

Special Planning and Development Council Meeting  
February 15, 2022

**Comments Received Regarding Item 6.2**

Public Meeting Report, Official Plan Amendment, April  
Investments Ltd., 527079 Ontario Ltd., Trans County  
Development Corporation Ltd., and Oakville Developments (2010)  
Inc., 560-584, 550, 530 Kerr Street and 131, 171 Speers Road,  
File No. OPA. 1616.56

---

**From:** Paul Barrette <[paul.barrette@oakville.ca](mailto:paul.barrette@oakville.ca)>  
**Sent:** February 14, 2022 9:55 AM  
**To:** [REDACTED]  
**Cc:** Town Clerk <[TownClerk@oakville.ca](mailto:TownClerk@oakville.ca)>  
**Subject:** RE: Speers Street & Kerr Road Project (Statutory Public Meeting)

Good Morning Lawrence,

Thank you for your comments. As requested, I've copied the Town Clerk on this email.

Paul

**Paul Barrette, MCIP, RPP**  
**Senior Planner**  
**Planning Services**  
Town of Oakville | 905-845-6601, ext.3041 | [www.oakville.ca](http://www.oakville.ca)

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**From:** [REDACTED]  
**Sent:** February 13, 2022 9:50 PM  
**To:** Paul Barrette <[paul.barrette@oakville.ca](mailto:paul.barrette@oakville.ca)>  
**Cc:** [REDACTED]  
**Subject:** Fwd: Speers Street & Kerr Road Project (Statutory Public Meeting)

Hello Paul, Senior Planner,

Suppose this message was sent to Town Clark, it was rejected unfortunately.

Please forward to the Clark department.

Thank you.

----- Forwarded message -----

**From:** [REDACTED]  
**Date:** Sun, Feb 13, 2022 at 9:42 PM  
**Subject:** Speers Street & Kerr Road Project (Statutory Public Meeting)  
**To:** <[TownClark@oakville.ca](mailto:TownClark@oakville.ca)>  
**Cc:** [REDACTED]

Hello all,

I am submitting my opinions and concerns for this proposal development.

A Couple years ago, when I attended the open house meeting for 550 Kerr St. project (File # Z1616.55), The town of Oakville could allow up to 12 storey in height building. If the development is beneficial to the community, **Bonusing Provision** is to be added, building can be built up to 16 storey height in maximum.

Right now, the builders proposed to build to 28 storey height, there are too much, I object to it.

There is too **high density** for 11 buildings on 11,724 Square metres of land.

The 500 square metres **urban square** proposal is too small an area comparable to over 1847 residential units, not even to mention the whole Kerr Street core.

It also doesn't march, and is incompatible to the other buildings along both sides of Kerr Street.

I would suggest to hold or shelf this development until the railway/Kerr Street underpass construction is completed.

There are certainly a lot of traffic jams during this construction period.

The existing Rain and Sense condo buildings have over 300 units and a lot of vehicles pass through the corner of Kerr street and Shepherd Road daily.

Regards.

Lawrence Tsang

Lawrence

--

Lawrence

---

**From:** [REDACTED]  
**Sent:** February 14, 2022 1:36 PM  
**To:** Town Clerk <[TownClerk@oakville.ca](mailto:TownClerk@oakville.ca)>  
**Subject:** Kerr/Speers development

I am aware there is a meeting discussing the planned condos at kerr and speers happening tomorrow. I won't be able to attend but I have a question regarding the development project and was wondering where I can ask it. here is my question and some context:

The area around Kerr and Speers is a great place to live if you can't afford, or want to save money by avoiding car ownership. The go station is a 15 minute walk away and give us access to job in the toronto core. The food basics, and shoppers drug mart are also only a short walk away and stock all of our daily necessities. What are the plans to ensure that this area becomes even more walkable and less car dependant? Will we still have a budget grocery store, pharmacy and post office?

Thanks, Oliver Dowd

---

**From:** [REDACTED]  
**Sent:** February 15, 2022 8:51 AM  
**To:** Town Clerk <[TownClerk@oakville.ca](mailto:TownClerk@oakville.ca)>  
**Subject:** Submission to Planning and Development Council

I am Jessie Pearce, [REDACTED]

I have concerns about the development at 560-584, 550, 530 Kerr St. and 131, 171 Speers Road Oakville Ontario.

-what is being done about the drainage and sewers for what will be thousands of new drains and toilets? What will it take to upgrade drainage and sewers for such a big development and who pays for that?

What increases will all this development have for risk of flooding and added groundwater and drainage?

-why are the tall buildings on Kerr Street? Will this not block the sun and create more of a wind tunnel and be more oppressive in the design. I hear you want to add to the village effect. Wouldn't it be better then to have tall buildings in the back rather than on the street? The wind as it is now makes it hard to walk.

-it is already treacherous to cross the street on foot. What will all the added traffic do? I don't see parking for shops on the plan and don't see parking for use of the park for any event. The traffic congestion is high now in terms of peak hours. Will this create more rush hour traffic and congestion?

Having the railway over the road is good as the cars will not have to stop for trains but the added traffic on Speers will make it worse than it is now at the peak times?

-it was not clear if the project is condo, rentals or a combination. If there are rentals is there going to be subsidized housing and how will that be handled? Toronto had a lot of trouble with subsidized housing and had to restructure a lot of it as it created more destruction/gangs and the need for services like police etc.

-I attended the meeting by the developer and got the idea the land where the theatre was is not really included in the plan. How can land be included without the participation of the owner?



Thanks for letting me submit. I am going to try to attend the meeting. My computer skills are very poor but found the site but dont have skills so am trying to submit this way.

Jessie Pearce.

---

**From:** [REDACTED]  
**Sent:** February 15, 2022 9:00 AM  
**To:** Town Clerk <[TownClerk@oakville.ca](mailto:TownClerk@oakville.ca)>  
**Subject:** Redevelopment of Northwest corner of Kerr Street and Speers Rd.

Dear Town Clerk,

This is a formal appeal to the decision of the Town of Oakville and Ontario Land Tribunal regarding the "Livable Oakville Plan" for redevelopment at the NW corner of Kerr St. and Speers Rd.

The proposed plan amendment is for a permit for new buildings ranging from 8 stories to 28 stories.

- The suggested tallest building would tower over the intersection, overwhelming all other structures
- It would cast a shadow over the entire intersection. This not only blocks the pleasant view of the sunset from the street, but also creates an overwhelming, dark and unfriendly atmosphere.
- The corner is already overwhelmed by tall structures. Three tall buildings there will create an ugly inner-city feel that is not appropriate for the friendly and vibrant Kerr St. Community.
- The corner is heavily trafficked, noisy and difficult to navigate as a pedestrian, with long waits to cross at the stop lights. An addition of almost 2,000 residential units will almost certainly add another 2,000 or so cars to this corner. This will add more traffic, more noise and more pollution.
- the placement of the small park is not visible from the street as it's behind the tallest building. Therefore, it appears to be unwelcoming to locals who are not residing in the square itself.
- A better idea is to have the tall buildings at the back of the property, by the railway - and not over 13 stories tall.
- The most beautiful and friendly communities are free of tall buildings. Some towns restrict building heights to no more than 4 stories. Let's keep our town dignified. Look at how other tall buildings have tainted lovely neighbourhoods in Oakville, especially ones in the downtown core

Thank you,  
Jennie Akse-Kelly,  
Oakville Resident

**From:** [REDACTED]  
**Sent:** February 15, 2022 11:38 AM  
**To:** Town Clerk <[TownClerk@oakville.ca](mailto:TownClerk@oakville.ca)>  
**Cc:** [REDACTED]

**Subject:** Proposed Official Plan Amendment - 560-584, 550, 530 Kerr Street and 131, 171 Speers Road, Oakville - Statutory Public Meeting

Good morning

We represent 12046905 Ontario Inc. Please find attached our written submission for circulation to the Members of Council regarding the Statutory Public Meeting for 560-584, 550, 530 Kerr Street and 131, 171 Speers Road, Oakville.

Kindly acknowledge receipt.

Thank you.

**Louise Sudac**

*Law Clerk to Nancy Smith*

**Turkstra Mazza Associates**

15 Bold Street

Hamilton, Ontario, L8P 1T3

**T (905) 529-3476 Ext. 2760**

**F (905) 529-3663**

Nancy Smith Professional Corporation

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---

**From:** LeBlanc, Nicole (CAN-OHNS)  
**Sent:** Monday, February 14, 2022 2:44 PM  
**To:** [townclerk@oakville.ca](mailto:townclerk@oakville.ca)  
**Cc:** [ray.chisholm@oakville.ca](mailto:ray.chisholm@oakville.ca); [cathy.duddeck@oakville.ca](mailto:cathy.duddeck@oakville.ca); [REDACTED]  
[REDACTED]

**Subject:** FW: [External] Fwd: Upper Kerr Meeting

Dear Town Clerk,

On behalf of the West River Resident's Association, I would like to speak at tomorrow's council meeting during the Public Meeting for the Upper Kerr Development at 550 Kerr St.

Nicole LeBlanc

VP WRRRA (West River Resident's Association)

[REDACTED]

[REDACTED]

[REDACTED]

Statutory Public Meeting Proposed Official Plan Amendment 560-584, 550, 530 Kerr Street and 131, 171 Speers Road April Investments Limited, 527079 Ontario Limited, Trans County Development Corp Ltd. and Oakville Developments (2010) Inc. OPA1616.56, Ward 2 Tuesday, February 15, 2022, at 6:30 p.m. Videoconference broadcast from the Council Chamber Town Hall, 1225 Trafalgar Road

We will also submit notes for Council which will be sent tomorrow close to noon.

Thanks,

Nicole

**From:** [REDACTED]

**Sent:** Monday, February 14, 2022 10:09 AM

**To:** [REDACTED]

[REDACTED]

**Subject:** [External] Fwd: Upper Kerr Meeting

---

**Cook Information Security Warning:** This message came from an external source. Please exercise caution when opening any attachments or clicking on links.

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Sent from my iPhone

Begin forwarded message:

**From:** Jill Marcovecchio <[jill.marcovecchio@oakville.ca](mailto:jill.marcovecchio@oakville.ca)>

**Date:** February 14, 2022 at 9:55:49 AM EST

**To:** [REDACTED]

**Cc:** Kathy Patrick <[kathy.patrick@oakville.ca](mailto:kathy.patrick@oakville.ca)>, Vicki Tytaneck <[vicki.tytaneck@oakville.ca](mailto:vicki.tytaneck@oakville.ca)>, Paul Barrette <[paul.barrette@oakville.ca](mailto:paul.barrette@oakville.ca)>, Ray Chisholm <[ray.chisholm@oakville.ca](mailto:ray.chisholm@oakville.ca)>, Cathy Duddeck <[cathy.duddeck@oakville.ca](mailto:cathy.duddeck@oakville.ca)>

**Subject:** RE: Upper Kerr Meeting

Good morning Vanessa,

Are you referring to Item 6.2 – Public Meeting Report, Official Plan Amendment, April Investments Ltd., 527079 Ontario Ltd., Trans County Development Corporation Ltd., and Oakville Developments (2010) Inc., 560-584, 550, 530 Kerr Street and 131, 171 Speers Road, File No. OPA. 1616.56 listed on the agenda for the Special Planning and Development Council meeting of February 15, 2022?

The public meeting notice on this item has been posted to the town website for the videoconference broadcast from the Council Chamber of the statutory public meeting.

Live streaming video of Oakville Virtual Council meetings is available on <https://www.oakville.ca/live.html>.

Delegations are encouraged to register in advance by noon the day of the meeting with the Town Clerk at [townclerk@oakville.ca](mailto:townclerk@oakville.ca).

Members of the public may also delegate during the live meeting on [Oakville.ca](https://www.oakville.ca) to speak about an item on the agenda by calling 905-815-6095.

What meeting minutes from the last meeting are you referring to?

The minutes of the Planning and Development Council meetings are posted to the town website once they have been finalized.

Thank you.

Jill Marcovecchio

Begin forwarded message:

**From:** Ray Chisholm <[ray.chisholm@oakville.ca](mailto:ray.chisholm@oakville.ca)>

**Date:** February 12, 2022 at 9:02:22 AM EST

**To:** [REDACTED] Cathy Duddeck  
<[cathy.duddeck@oakville.ca](mailto:cathy.duddeck@oakville.ca)>

**Cc:** Vicki Tytaneck <[vicki.tytaneck@oakville.ca](mailto:vicki.tytaneck@oakville.ca)>, Kathy Patrick <[kathy.patrick@oakville.ca](mailto:kathy.patrick@oakville.ca)>

**Subject:** RE: Upper Kerr Meeting

Hi Vanessa,

Just checking my schedule. I have not received a zoom invitation at this time. I would suspect it will come through on Monday. I have copied staff to ensure you are on the invitation list.

Cheers

Ray

Ray Chisholm

Ward 2 Town Councillor

Office of the Mayor & Council

Town of Oakville | 905-582-8690 ext.6004 | | [www.oakville.ca](http://www.oakville.ca)

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**Vicki Tytaneck, CMO**

**Town Clerk**

**Clerk's Department**

Town of Oakville | 905-845-6601, ext.2003 | f: 905-815-2025 | [www.oakville.ca](http://www.oakville.ca)

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**Jill Marcovecchio**

**Council&Committee Coordinator**

**Clerk's Department**

Town of Oakville | 905-338-4180, ext.4180 | f: 905-815-2025 | [www.oakville.ca](http://www.oakville.ca)

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-----Original Message-----

From: [REDACTED]

Sent: February 12, 2022 8:13 AM

To: Ray Chisholm <[ray.chisholm@oakville.ca](mailto:ray.chisholm@oakville.ca)>; Cathy Duddeck <[cathy.duddeck@oakville.ca](mailto:cathy.duddeck@oakville.ca)>

Subject: Upper Kerr Meeting

Good morning,

Just wanted to reach out as we have not seen a meeting invite for Feb 15th. Also, we never received any meeting minutes from the last meeting, did you?

Thanks

Vanessa

<ATTACHMENT FROM NICOLE LEBLANC>

# WEST RIVER RESIDENTS ASSOCIATION (WRRRA)

## **Notes for the statutory public MEETING – PROPOSED OFFICIAL PLAN AMENDMENT 560-584 (presented by Nicole Leblanc)**

### **density/Height**

1. Urban Strategies stated “our proposal meets and incorporates the Town’s objectives for the area”. Although it incorporates the basic structural elements, it does not fit within the Official Plan for density and height. Urban Strategies is asking for a significant increase in the allowable density beyond that provided for in the Town’s Official Plan (Urban Core).
  - a. building heights of between eight storeys to twelve storeys are permitted within the Urban Core designation (the subject lands). Section 23.8.2 provides that the Town may allow up to four storeys of additional height (total of 16 storeys) beyond the maximum permitted in exchange for the provision of public benefits.
  - o If full bonusing is achieved, the maximum height allowed by the OP (Official Plan) for the 7 tallest towers would be 16 stories, resulting in 112 floors. The proposal is for a total of 51 additional floors across these towers, a level 46% above that allowed in the OP. What is the developer's rationale for thinking that an almost 50% increase is appropriate? (If no bonusing was achieved the proposal represents a 90% increase over the OP.)
2. Placement of the largest towers
  - a. Should not be part of the gateway

- b. Larger towers should be near the train tracks
- c. Large towers create a chasm dividing neighborhoods
- 3. Traffic
  - a. In the prior public meetings, Urban Strategies did not address our questions about the traffic utilizing Queen Mary to avoid the lights on Kerr St.
  - b. Does the traffic study take into account a % of cars that would utilize Queen Mary? There seems to be little discussion of Queen Mary except where it states:
    - i. be sensitive to negative traffic impacts on Queen Mary Drive through access control, restricted parking standards and transit amenities.
    - ii. What does this mean?
  - c. The proposal and additional density is well beyond what can be accommodated in the area.

**complete community**

- 4. Grocery Store
  - a. There is a need for a discount grocery store to remain at this location to serve the demographics of the area
  - b. We are acutely aware of many residents who take advantage of school food programs and local food banks
  - c. The proposal shows an “urban size” footprint, which would be too small to accommodate a discount grocery store
  - d. Urban Grocery stores tend to be smaller and more expensive (ie. Sobeys Urban Fresh vs. Food Basics)
- 5. Drug Store
  - a. A Drug Store would still need to be defined in this area
- 6. Post Office
  - a. Can the post office be dedicated within the planning at this stage?
- 7. Visitor Parking
  - a. Since this is a mixed use development in an area that serves many car reliant customers it is imperative to have a full complement of visitor parking. The aim should be over and above the minimums set by the province for building permits.
- 8. Park
  - a. The location of the park seems that it would get lost amongst the large buildings and unknown to the wider community. How can the park be more of a visible feature?
- 9. Go Train Access
  - a. At the earlier briefing session the traffic consultant mentioned the use of electric scooters for commuters going to the GO station. Is it really expected that people dressed for work and carrying briefcases, computer bags or other work equipment would use a scooter to get to the station? Current Ontario law prohibits carrying cargo or having a basket on an e-scooter.
  - b. The sidewalks and hills on Speers are very difficult to navigate and walk for even the most able bodied. How would accommodations be made for those with mobility issues

**Development promises**

10. The park, the urban square, the gateway and the grocery store are all described as “potential”. What is the commitment to actually delivering these items?
11. Urban Strategies mentioned that many people were supportive of the 25+ stories in the development. They did not back this up with any data of who or how many in their notes. My belief was that this meeting was conducted before anyone had had a chance to review the OP policies to be more aware of how far over the OP the height actually was. I am here to state our disapproval of the height and density of the proposal and that it should fit within the basis of the Official Plan for the Urban Core designation.
12. In a prior information session, Urban Strategies also quoted to the WRRRA that the number of units for the proposal was 850, which is approx. 1000 less units than the plan entails. This was incredibly misleading and should be addressed, as to what they were referring to.
13. Going forward Public Information Sessions should take into account that participants should be able to see who else is on the call, all questions are visible to all participants, and must address all questions either during the call or in the notes distributed afterward.

#### **LAND OWNERSHIP**

1. How can this proposal be deemed complete when the developers include property they don't own in it? Including this land in the proposal is jeopardizing current businesses and employment located on that property.
2. What does the plan look like without the disputed lands?



## EMAIL LETTER

---

**To:** Town of Oakville Council  
c/o Town Clerk

**From:** Nancy Smith

**Re:** Proposed Official Plan Amendment  
560-584, 550, 530 Kerr Street and 131, 171 Speers Road, Oakville  
Statutory Public Meeting  
Written Submissions on behalf of 12046905 Ontario Inc.

**Date:** February 15, 2022

---

We represent 12046905 Ontario Inc. ("**120**"), owner of lands municipally known as 171 Speers Road, Oakville ("**Subject Lands**"). Please accept this letter as:

- 120's submissions to Council under the *Planning Act* in relation to the Proposal Official Plan Amendment ("**Proposed OPA**") for 560-584, 550, 530 Kerr Street and 131, 171 Speers Road, Oakville ("**Development Plan Area**"); and
- 120's request to the Town Clerk to be notified of the decision of the Town of Oakville on this matter

### COMPREHENSIVE DEVELOPMENT PLAN

Town of Oakville Official Plan policies require a comprehensive development plan for the Development Plan Area. The Subject Lands, the largest parcel in the Development Plan Area, front Speers Road and are adjacent to the CN Rail Corridor. Needless to say that their size and context require a comprehensive assessment within any Proposed OPA. 120 is not part of the landowners' group who submitted the Proposed OPA.

120 has retained MHBC, Planning, Urban Design & Landscape Architecture (Dana Anderson) to assist in its

---

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**NANCY SMITH PROFESSIONAL CORPORATION  
TURKSTRA MAZZA ASSOCIATES, LAWYERS**

evaluation of the Proposed OPA. Ms. Anderson was only recently retained. Her February 15, 2022 letter is attached. It contains her preliminary advice to me and 120.

### PRELIMINARY MATTERS FOR DISCUSSION

The following represents the matters requiring further discussion in order for 120 to fully assess the Proposed OPA:

- Including a prescriptive FSI
- Bonusing v density/height transfers
- NPC 300 Noise Guidelines
- Road network
- Density distribution
- Rail corridor and non-sensitive land uses
- Reduced parking ratio
- Strata parking
- Park flexibility – linear?
- POPs
- Phasing

### NEXT STEPS

We will follow up with the Town's and Applicants' legal counsel to request meetings to discuss the Proposed OPA further. I expect that 120 will make further written submissions to Council following these discussions.

Yours truly,



Nancy Smith  
ns/l  
Encl

February 15, 2022

Nancy Smith  
Turkstra Mazza  
15 Bold Street  
Hamilton, ON  
L8P 1T3

Dear Ms. Smith:

**RE: PROPOSED OFFICIAL PLAN AMENDMENT  
KERR VILLAGE GROWTH AREA  
171 SPEERS ROAD, OAKVILLE  
OUR FILE NO. 2137A**

---

We have recently been retained by 12046905 Ontario Inc. who are the owners of the property located at 171 Speers Road in the Town of Oakville (the "Subject Lands"). We understand a public meeting is scheduled by the Town of Oakville for February 15, 2022, to consider a proposed Official Plan Amendment submitted by a number of landowners for the properties at 560 to 584, 550, 530 Kerr Street and 131 and 171 Speers Road. We further understand that while 12046905 Ontario Inc. are not part of the landowner group who submitted the Official Plan Amendment application, the Subject Lands are included in the application.

The Subject Lands represented the largest land parcel within the area under consideration with frontage on Speers Road as well as adjacency along the CN rail corridor. As a large, contiguous parcel, the Subject Lands represent a significant opportunity for a large redevelopment and should be carefully assessed within a comprehensive development plan for the area based on their size and context.

Based on our initial review of the proposed application, as well as our understanding of the current policy and regulatory framework and the physical context of the area, we offer the following comments as per your request related to the proposed policy amendment at this time. As noted, we have only recently been retained and have not had an opportunity to review all of the background information. We believe a meeting with staff and the consultants for the applicant to discuss their submission and our comments would be beneficial.

***Background***

The Kerr Street Village Growth Area policies were the result of extensive technical work and public engagement. The Upper Kerr Village District policies are reflective of the input from the past studies and

recent update. The area which is currently a mix of existing commercial and service commercial uses is intended to be redeveloped as a transit-supportive, high density, mixed use area and be the focus of taller buildings and higher densities within the growth area. The taller buildings were to be located along the CN Rail corridor.

The Town's recently approved Official Plan Amendment No. 19 ("OPA 19") provided updated policies as a result of the Kerr Village Growth Area Review and resulted in all of the Upper Kerr Village District being designated "Urban Core", again reflective of the mixed use designation with the opportunities for the tallest buildings to be located in this part of the growth area.

The transition from the existing retail plaza format for commercial uses to mixed-use requires careful consideration in terms of where and how such uses can be located as part of the redevelopment. This is reflected in the current policies that push the determination of such uses west of Kerr Street along the railway to the rezoning stage of redevelopment.

The current policies allow for flexibility in relation to the location of a future urban park in order to accommodate a range of orientations (linear versus square). Recent changes to the Town's urban structure through Official Plan Amendment 15 support continued focus for intensification in Strategic Growth Areas including Kerr Village including the criteria established when assessing further amendments.

All of this should be taken into careful consideration when evaluating a further Official Plan Amendment and block plan.

### ***Proposed Official Plan Amendment***

1. The proposed amendment seeks to introduce a series of policies related to a comprehensive block plan for the area. The policies include increased heights (update to 28 storeys) while adding a maximum floor space index overall (3.4) and by block (2.3 to 4.5). A number of prescriptive minimum requirements for non-residential floor area are also provided as well as added built form and design requirements.

***Comment:*** It is not clear why an added prescriptive FSI is being added to each block. The added level of prescriptive built form and design requirements also adds a significant challenge to site redevelopment should a specific element not be possible. Requiring an Official Plan Amendment to adjust a metric for floor plates as an example, given the flexibility needed to accommodate purpose built rental buildings or possible alternative designs adjacent to the railway corridor, would be onerous and contrary to the objectives of the growth area.

2. It appears the additional proposed heights are still associated with bonusing.

***Comment:*** It is not clear how bonusing is being applied or being considered given the shift to remove Section 37 and replace it with the Community Benefits Charge. There is no discussion on this matter in the staff report only that there are pending changes under the Planning Act. Consideration of the density and height transfers may be appropriate to add into the amendment to provide for the conveyance of the road network as an example. This is an area that needs further consideration.

3. The proposed new policy also seeks to add a Class 4 Area pursuant to the Ministry of the Environment and Climate Change (which is actually the Ministry of Environment, Conservation and Parks) under the NPC 300 Noise Guidelines.

**Comment:** It is not clear how a policy in an Official Plan will provide for this as it must be approved by a Council resolution based on justification through detailed noise assessment. There does not appear to have been a noise assessment completed as part of the amendment. This policy and request should be clarified.

4. The future road network proposed is reflective of that provided in the current plan with the addition of a private road, mid-block connection.

**Comment:** Consideration of the conveyance of new roads in exchange for additional height may be an appropriate policy consideration given the amount of road network required by some land owners over others. The road alignment also creates narrow depths for the Subject Lands which may warrant taller tower forms of development rather than lower mid-rise as proposed.

5. The proposed amendment states that a non-sensitive land use may be located adjacent to the rail corridor.

**Comment:** Based on the CN rail regulations it is not clear what type of use would be permitted and how such a use would be integrated into a podium or residential mixed use building.

6. The proposed policies speak to a reduced parking ratio to be permitted.

**Comment:** It is not clear how such a policy would be operational when the parking ratio will be set in the zoning by-law. Clarification on how this would work should be provided.

7. The policies speak to a prescribed location and size for an urban park with strata parking. The only POPs defined is at the corner of Kerr and Speers Road.

**Comment:** Strata parking would be beneficial for the redevelopment of the area and can facilitate shared parking. The flexibility of the park to be linear should be considered as a more functional linear urban park may better align with the individual sites. POPs consideration above parking garages along the rail corridor may also be a way to integrate more greenspace into the area.

8. There appears to be a phasing plan for the block plan that would terminate the road extensions in a cul-de-sac location to the east of the Subject Lands.

**Comment:** Further review and analysis of the phasing plan is required to understand how further applications would be considered (i.e. Draft Plan of Subdivision).

Clearly there has been considerable work undertaken to prepare the comprehensive block plan and there remain a number of areas that require clarification and further discussion. Once we have had an opportunity to fully review all of the background materials, a meeting with staff and the consultants, as noted, to discuss the above-noted matters and others would be beneficial. Please let me know if you require any further information or have any questions.

Sincerely,

**MHBC**

A handwritten signature in black ink, appearing to read 'Dana Anderson', written over a thin horizontal line.

Dana Anderson, MA, RPP, FCIP  
Partner