

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: APRIL 13, 2015

FROM: Community Development Commission

DATE: February 17, 2015

SUBJECT: **Downtown Transportation and Streetscape Study
Final Study Report**

LOCATION: Downtown Oakville Commercial District

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RECOMMENDATION:

1. That the *Downtown Transportation and Streetscape Study*, as detailed in the staff report from the Community Development Commission, dated February 17, 2015, be approved; and
2. That staff proceed to undertake the engineering design work for the Lakeshore Road East Reconstruction and Streetscape Project, subject to the approval of the 2015 capital budget.

KEY FACTS:

- The Downtown Transportation and Streetscape (DTS) Study was initiated in late 2013; it is now complete and recommends a master plan for the downtown street network.
- The DTS study was conducted in parallel and collaboratively with the Downtown Cultural Hub (DCH) Study, referred together as the Downtown Plan.
- Several earlier initiatives have influenced the Downtown Plan, including the Cultural Master Plan (2009), Downtown Oakville Strategic Action Plan (2010), Parks, Recreation and Library Facilities Master Plan (2012).
- An earlier report on the DTS study was presented to Council on July 7, 2014; Council approved the next steps associated with the DTS study; this report addresses those next steps.

- Extensive public consultation continued and assisted in informing master plans design decisions.
- The full study document and appendices is available on the town's website at www.oakville.ca (*Downtown Transportation and Streetscape Study*)
- The master plan addresses several transportation and streetscape items, including conversion of the street network to two way operation, implementation of commercial loading zones, parking, cycling, flexible streets, street trees, street designs, boulevard materials and street furnishings and fixtures.
- The study recommends a preferred option for the reconstruction of Lakeshore Road East and includes a discussion on construction mitigation strategies.
- The timing of the reconstruction of the remaining downtown street will be considered through major redevelopment proposals or the capital budget.
- The project team is recommending the concept design work for Towne Square be postponed until the town, in consultation with the BIA, has a clearer understanding of the program elements required in Town Square; the ongoing DCH study and special events strategy will assist in providing insight into these elements shaping further study for Towne Square.
- The next steps will be to commence the engineering design phase for Lakeshore Road Reconstruction and Streetscape Project; funding for the design is included in the 2015 capital budget request.
- The engineering design phase for Lakeshore Road will take approximately 18-24 months to complete; the earliest possible construction start date would be the spring of 2017.
- A preliminary construction overview for Lakeshore Road was undertaken; the project should be carried out in 2 phases over 2 years.
- The preliminary estimate to construct the streetscape improvement for Lakeshore Road is \$8.4 million – and the funding will be addressed as part of the development of the town's capital forecast later in 2015.

BACKGROUND:

The purpose of this staff report is to present the final Downtown Transportation and Streetscape Study (DTS) and to seek Council's approval of the study recommendations. In addition, as a key component of the study, this report recommends a plan of action going forward for the Lakeshore Road East Reconstruction and Streetscape Project

An Executive Summary of the DTS study is provided in Appendix A. Copies of the full study document were provided to members of Council in advance of the meeting. The public can also view the final full study document and its appendices by visiting the town's website at www.oakville.ca and searching for *Downtown Transportation and Streetscape Study*.

The DTS study was initiated in late 2013 with the assistance of the consulting firms of Brook McIlroy Inc. and Hatch Mott McDonald. The DTS study was linked and coordinated with the Downtown Cultural Hub (DCH) Study to create the Downtown Plan project, with a shared public consultation program launched on December 5, 2013.

Several earlier undertakings influenced the initiation of the DTS and DCH studies including an infrastructure assessment of Lakeshore Road (2008), the Downtown Oakville Strategic Action Plan (2010), Cultural Master Plan (2009), Parks, Recreation and Library Facilities Master Plan (2012) and Infrastructure and Building Assessments (ongoing).

The Downtown Oakville Strategic Action Plan in 2010 identified 12 key actions. The first action, creating a Downtown Heritage Conservation District, was implemented in early 2013 and was a catalyst for many of the remaining actions. The DCH study focused on the issues of downtown culture, youth initiatives, former post office site, and Centennial Square facilities; the DTS Study focused on actions of transportation access, mobility and safety, urban design guidelines (streetscape) and Towne Square.

Bringing the DTS and DCH studies forward under the Downtown Plan allowed the public to be consulted on both studies simultaneously and enabled synergistic opportunities and interconnections between the two projects to be better understood.

Given the scale of the Downtown Plan, there has been an extensive staff team involved in the project from all town commissions. The DTS study itself comprised of a multi-disciplinary staff project team representing the departments of Engineering and Construction, Planning Services, Parks and Open Space and Corporate Communications.

On July 7, 2014, a report was presented to Council regarding the Downtown Plan and it endorsed an overall vision for the downtown:

To create an attractive, active, animated and vibrant downtown where people come together to live, work, stay, shop, meet and engage. It will be the cultural, social and economic heart of our community where citizens and visitors can celebrate and experience the natural setting, heritage, culture and the arts.

Council also endorsed five objectives to be achieved with the implementation of the DTS and DCH studies:

- Contribute to a successful economically vibrant downtown
- Create a cultural focus for the town in the downtown
- Provide facilities and infrastructure that meet existing and future needs
- Protect and enhance the natural environment and cultural heritage of downtown
- Develop solutions that are financially sustainable.

At the same Council meeting, the DTS project team presented a report to Council which focused on the review of the downtown transportation network and the preferred options that had been developed to streetscape Lakeshore Road East through the downtown core. Council approved the next steps associated with the study which were to:

1. Complete the streetscape master plan for all downtown streets
2. Recommend a preferred option for Lakeshore Road East Reconstruction/Streetscape
3. Complete a master plan for Towne Square

Since the July Council meeting, extensive public and stakeholder consultation continued and informed master plan design decisions, resulting in a streetscape master plan that has been iteratively developed with the community.

Consultation was targeted to both stakeholders and the general community through presentations at various public meetings. Additional feedback was solicited from the Downtown Plan Focus Group which was made up of key stakeholder representatives and acted as the project team's sounding board. Members took

information back to their respective groups and updated the project team with valuable feedback on the public's thoughts and perceptions of the project.

An online/electronic engagement strategy was also implemented to ensure easy access to meeting dates and presentation materials. Over 1,600 people signed up to receive regular Downtown Plan e-newsletters. The online discussion forum allowed residents to post their comments and ideas as well as vote on other's comments and ideas. The public was invited to comment on the DTS options through any of public presentations as well as through this online discussion forum.

The consultation process was critical to identifying opportunities and constraints, as well as prioritizing design options for Lakeshore Road. Details on the public engagement and consultation process is available in the full study report.

The development of a streetscape master plan through a downtown commercial district involves the resolution of competing interests and this was no different throughout the engagement process for the DTS study. The main competing interests were the space dedicated to pedestrians (and retail activities) in the boulevards, cyclists on the roadways and on-street parking. These interests directly affect the other for available space within the downtown street network right-of-ways. Through workshops and public comments, the DTS study is able to recommend a preferred master plan for the downtown that balances, as best as possible, all these competing interests.

While the DTS and DCH studies have been coordinated in an integrated manner, it is important to note they are at different stages. Through this staff report, staff are recommending approval of the DTS study which establishes both the transportation and streetscape master plans for the entire downtown commercial district. In addition, staff is recommending the engineering design phase for the Lakeshore Road East Reconstruction and Streetscape Project be initiated this spring.

The condition of Lakeshore Road East through the downtown core has been a key consideration throughout the DTS study. The roadway is nearing the end of its life cycle and will need to be reconstructed in the near future.

The objective of the DTS study is to create a master plan for downtown Oakville's transportation and streetscape that could be used to assist in the implementation of town capital initiatives, as well as a guide for requirements of any development within the study area. The study included the following:

- A review of the existing street network in the study area including a review of the select one-way streets systems and their suitability moving forward
- A review of the existing downtown streets including recommendations on future cross sections, enhanced boulevards, potential for flexible (i.e. curbless) streets, equitable mobility for all users, streets trees, accessibility improvements and streetscape features.
- A review of the existing site furnishing and finishes and endorse a preferred style palette for short and long development
- Future improvements to the existing cycling network and facilities and future improvements
- Parking implications of the study mitigated as much as possible
- Recognize the needs of the existing cultural facilities in the downtown and incorporate elements of the Downtown Cultural Hub Study

With the initial options developed as part of the first phase, the options were compared and contrasted through a series of evaluation criteria. The criteria were organized into a framework focused on five key Downtown Plan objectives

The application of the measurable and objective criteria to the options under consideration ensured that the preferred option selected would support the DTS objectives and live up to the planned vision. From the evaluation, the basis of the preferred options began to emerge. For more details on the evaluation criteria, please refer to Appendix 6.5 of the full study document.

COMMENT/OPTIONS:

The findings and recommendations of the DTS study are highlighted as follows:

The Downtown Street Network (Excluding Lakeshore Road East)

Two-Way Street Conversion

The DTS study included a transportation study component which assessed the existing operational characteristics of the downtown street network including a review of the existing one-way street system and considered the possibility of converting the existing one-way streets to a two-way operation.

The conversion of all existing one-way streets to a two-way operation is feasible and would reduce travel times and distances for user groups slightly. The conversion would not result in any significant additional delays and would help to improve turning movements at some intersections. The preferred option includes the provision to maintain left turn lanes at all signalized intersections. In addition, where possible, “slip-around” space for right turns at non-signalized intersections which facilitates continual traffic movement around cars that may queue when turning left.

With some requirements for geometric and traffic signal improvements, the existing two-way conversion may be implemented (line striping and signage) in advance of initiating any proposed construction works in the downtown (i.e. Lakeshore Road). The conversion to two-way operation would provide more flexibility for all travel users in getting around the downtown core during construction periods (more detour opportunities)

Commercial Loading Zones

The current practice of permitting commercial vehicles to use the centre turn lane on Lakeshore Road for loading/unloading activities was found to be contributing to a number of traffic operation and safety issues; this practice cannot continue with the reconstruction of Lakeshore Road East.

However, it is also recognized that commercial loading is critical to the businesses downtown. The DTS study is recommending the implementation of curbside commercial loading zones (CLZs) at various locations within the street network in the downtown core. The CLZs are located to ensure commercial loading would not be onerous to the businesses in the core. For example, along Lakeshore Road, the short block lengths and proposed CLZ locations will result in a maximum of a half block length (or approximately 60 metre) distance for a commercial operator to deliver to a storefront. The CLZs would be specific “time-of-day” commercial parking spaces and revert to parking spaces outside of these hours. The establishment of the “time-of-day” hours will need to be reviewed with the business community.

In total, fourteen (14) additional CLZs are proposed for the downtown core (two already exist today and will be maintained). The CLZ’s are dispersed throughout the downtown street network; nine (9) are located in very close proximity to Lakeshore Road. Locations details can be found in Section 3.8 of the full study document.

Proposed Street Sections and Streetscape Elements:

- **Parking:**

Providing on-street parking is important to the viability of the downtown commercial district by providing convenient access for consumers. Throughout the public consultation process the BIA and businesses owners indicated that they preferred to see options that would not significantly decrease the supply of on-street parking.

As with any streetscape improvement, there is always some level of parking supply reduction as it is challenging to provide the types of facilities required in a new streetscape design without affecting parking.

The main reductions in parking as a result of the proposed streetscape master plan will occur along Robinson and Church streets where the implementation of the dedicated cycling lanes will limit parking to the north sides; along George Street (south of Church) and Navy Street (full length) as they will become flexible streets with a much higher focus on pedestrian activity, and parking will not be permitted. There will be some minor reductions on other streets as a result of geometric changes required to implement the streetscape concept (e.g. “bumps-outs at intersections, etc.).

However, there are opportunities to provide limited additional parking spaces. New spaces will be introduced on the north side of Robinson Street (west of Navy), and also on the west side of Trafalgar Road (south of Lakeshore).

In addition, the master plan is recommending six (6) metre parking stall lengths which will assist in offsetting some of the parking losses.

A summary of the on-street parking spaces within the downtown core can be found in Section 3.7 of the full study document. The total reduction in on-street parking spaces will be phased in over time as the street network is gradually reconstructed. Consideration of parking needs will be evaluated during the engineering design phase of each street as they approach their respective reconstruction timelines. Once the full streetscape treatment is implemented for the roads referenced in the DTS study, the maximum reduction of on-street parking relative to what is available today is 39 spaces.

It should also be noted that a study has been undertaken to review the feasibility of constructing a second parking garage in the downtown at Municipal Lot 2 on Church Street east of Thomas Street. The feasibility study is also being presented at the same Planning and Development Council meeting.

In summary, the feasibility study advises that a new parking structure would provide approximately 348 parking spaces. This represents an increase of 275 spaces over the existing 73 spaces in Municipal Lot # 2 and would more than offset the overall long term on-street parking reduction referenced above. It would also provide additional parking for current and future demand, including that pertaining to DCH facilities (e.g. at the former Canada Post site). Depending on when the proposed garage is constructed, it would help to offset the temporary parking losses during the reconstruction of Lakeshore Road through the downtown.

- **Cycling Network:**

As part of the study, a cycling network and associated infrastructure was reviewed. Cycling facilities provides safe and predictable routes to all users.

Two options for dedicated and shared facilities were presented as part of the public consultation process. There was considerable discussion between the options, including significant debate on the merits of providing a dedicated cycling facility along Lakeshore Road.

The preferred option is to provide a looped cycling network that has dedicated cycling facilities on Church Street and Robinson Street. Navy Street and Allan Street would act as shared facilities to complete the loop. The dedicated cycling facilities of Church Street and Robinson Street will be buffered bike lanes and include a painted buffer between the travel and the bike lanes. This provides a greater sense of security and safety to the cyclist. The bike lanes will utilize bright coloured or painted asphalt in stark contrast to conventional black/grey asphalt.

Lakeshore Road (discussed later in this report) will have “in-line” bike sharrows within the road platform – so the proposed cycling network will provide cyclists the option of using dedicated facilities within the looped network, or sharing the roadway along Lakeshore Road. Providing dedicated cycle lanes along Lakeshore would come at the expense of the proposed boulevard widths or parking, and was not recommended.

Bicycle parking was also considered as part of the DTS study. Large bike corrals (approximately 12-16 bicycles) are proposed that can be installed during the summer months. These would be placed in the bump out areas or within a parking space located throughout the downtown core.

More details on the cycling network can be found in Section 3.9 of the full study document.

- Flexible Streets:

As part of the DTS study, consideration was given to the possibility of using flexible (curbless) streets. Flexible streets eliminate the grade separation between the roadway and pedestrian facilities and creates a shared space for pedestrians, cyclists and motorists. High quality materials are used and include the use of unit pavers on the roadway instead of asphalt. The high quality materials along with site furnishings give the flexible street a unique character that can be tied into adjacent or future cultural facilities and developments. The street becomes an extension of the cultural characteristics which spill out onto the street. There are some challenges with flexible streets; however, particular when dealing with grading issues at transit stops.

The DTS study recommends that both George and Navy streets (Lakeshore Road to Randall Street) are to be redesigned as flexible streets. The feasibility of implementing a flexible street option for sections of Lakeshore Road will be considered during the engineering design phase of the project. Lakeshore Road is a major transit route and a flexible street design option presents significant grading issues at transit stops.

For further information regarding flexible streets, please refer to Section 3.3 of the full study document.

- Street Trees:

The DTS study considered the provision for healthy street trees as very important to help improve Oakville's urban canopy. With the proposed geometric changes to the cross sections of the roadways, some of the existing trees in the downtown will need to be removed and replaced.

Proposed tree locations would include the use of underground soil cell technologies, wherever possible, which promotes a healthy growing environment for urban street trees. Soil cells provide opportunities to create a series of connected and uncompact soil volumes below structural pavement areas. Soil cells allow trees the opportunity to grow taller and fuller as it provides roots more space to grow. This approach is consistent with the steps that the town has taken in our new communities to ensure we have an appropriate soil volume to support healthy tree that can reach full maturity.

Soil cells do require a different level of maintenance. Street trees will be planted within the tree and furnishing zone within the boulevard areas and will be open at grade, providing optimal growing conditions for healthy street trees.

More information on street trees can be found in Section 3.6 of the full study document.

- Proposed Street Cross-Sections:

Illustrations of the proposed cross section details for each street are provided in Section 3.2 of full study document. All cross-sections include two-way traffic operations. A brief description of each is provided below:

- a) George and Navy Streets:

George Street and Navy Street are recommended as a flexible streets. George Street is a natural extension of Towne Square pulling cultural elements from Towne Square up towards the former Canada Post site which will be redeveloped.

Similarly, Navy Street would act as an extension of the proposed cultural redevelopment of the current Oakville Performing Arts Centre. During events such as the Jazz Festival, George Street can be closed and will seem like a linear extension of Towne Square. Navy Street could be closed and used for markets or cultural events at the proposed cultural facility.

Both streets will:

- Provide one travel lane in each direction
- Include wider boulevards for events and markets.

- Provide opportunities to plant a double row of streets trees
- Streetscape elements would include high quality:
 - Unit pavers in both the roadway and boulevard
 - Furnishings/fixtures and improved pedestrian and roadway lighting.
- Include commercial loading zones

Ideally these flexible streets should be designed with no on-street parking; however, the north block of George (between Church and Randall) is proposed to retain parking on both sides of the street. This will be further explored when detailed design is undertaken and an evaluation of parking needs at the time is assessed.

b) Church, Robinson and Randall Streets:

The role of Church Street will elevate as it will be a key east-west connection to the Centennial Square.

Church Street will include:

- One travel lane in each direction
- Wider boulevards for pedestrians and new street furnishings
- Dedicated on road cycling lanes
- Bump-outs at intersections to decrease crossing distances for pedestrians as well as promote space for site furnishings and street trees.
- Parking on the north side of the roadway
- Include commercial loading zones

Randall Street will include:

- One travel lane in each direction
- Wider boulevards for pedestrians and new street furnishings and trees
- Parking on the south side of the roadway

Robinson Street will include:

- One travel lane in each direction
- Dedicated cycling lanes
- Street trees, site furnishings and streetscape features will be implemented
- Parking on the north side of the roadway

c) Trafalgar Road:

Trafalgar Road acts as a main arterial roadway in and out of the downtown. The existing four lane cross-section will be maintained north of Lakeshore Road.

South of Lakeshore Road, Trafalgar Road will have one travel lane in each direction and a dedicated northbound left turn lane at Lakeshore Road. Parking will be maintained on the east side of the roadway with some few additional parking spaces introduced along the west side, where space allows.

d) Thomas Street, Reynolds Street, Dunn Street, and Allan Street:

These streets will become more integral to the downtown as they are converted to a two-way traffic operation.

Each street will provide:

- One travel lane in each direction
- Wider boulevards for pedestrians and new street furnishings and trees
- Parking along both sides
- Commercial loading zones

- Enhanced Boulevard Materials:

As part of the DTS study the type of materials proposed for use in the boulevard areas as well as the roadway were investigated. The study recommends the use high quality materials.

High quality materials are aesthetically pleasing, longer lasting and require less maintenance - these benefits were well supported during the public and stakeholder consultation sessions. Examples of high quality materials include granite unit pavers for both sidewalks and tree pits, unit pavers within the roadway at selected locations, cast iron trench drain grates and underground soil cell technology (e.g. *Silva-Cell*, *StrataCell*) for street trees. More examples of the proposed material types can be found in Section 3.4 of the full study document.

As part of the engineering design phase for the Lakeshore Road East Reconstruction and Streetscape Project, additional public and stakeholder consultation will be conducted to assist with the final selection of the types of materials to be used. Cost evaluations of the various material types will be considered as well. These ultimate material selections for Lakeshore Road will be used as a standard moving forward on all other downtown street reconstruction/streetscape projects.

- **Street Furnishings and Fixtures:**

As part of the DTS study, suites of site furnishings and fixtures which include items such as bollards, streetlights, benches, bicycle infrastructure and garbage receptacles were explored. Three suites of furniture/fixture options were presented during the public consultation sessions: contemporary, traditional and classic. The preferred option was a contemporary suite of site furniture. An example of the contemporary suite of site furnishings is presented in Section 3.5 of the full study document.

The contemporary suite of furniture will be made of high quality materials which are easy to maintain and durable. They will be located in strategic areas so as not to clutter the streets and sidewalks and provide a balance to the more traditional cultural elements of the downtown.

During the engineering design phase for the Lakeshore Road East Reconstruction and Streetscape Project, additional public consultation sessions will be organized to assist with the selection of the type of furnishings, fixtures and materials the appropriate locations where they would be implemented. Cost evaluations of the various types of furnishings and fixtures will be carried out as well. The ultimate selections will be used as a template for all future streetscape projects in the downtown.

Lakeshore Road East

Lakeshore Road is the main street in the downtown and provides both east and west access points to and from the core. The DTS study focused significant attention to Lakeshore Road. Through an extensive public consultation process, the study developed three initial options (these options are detailed in the full study document:

1. Status Quo Option:
2. Widest Boulevard Option:
3. Bike Lanes Option:

More details on the options are presented in Appendix 6.4 of the full study document.

During the latter stages of the public consultation process, the project team developed a hybrid version Option 2A to include “in-line” bike sharrows within the cross section in order to address equity for all travel groups along Lakeshore Road. This revision required the need to provide a slightly wider traffic lane and this was accomplished by reducing the boulevard width from 6.0 m to 5.85m. While the *Highway Traffic Act* permits cyclists to share street lanes with traffic, the hybrid option provided an opportunity to formally recognize cyclists using Lakeshore Road in the downtown without striping a dedicated lane (which requires more space to be taken away from the boulevard area – see Option 3).

The preferred cross section option for Lakeshore Road is Option 2A and it is illustrated and further detailed in Section 3.2.1 of the full study document.

Dedicated left turn lanes on Lakeshore Road will be provided at the signalized intersections. It should be noted at non-signalized intersections, parking will be offset a little to provide for “slip-around” space to allow vehicles to proceed around vehicles that have queued for a left turn

Where applicable, “bump-outs” can be provided at intersections to create additional space for street furnishings and bike racks. The bump outs also decrease the crossing distances for pedestrians.

Towne Square

Towne Square has the look and feel of an established urban plaza in the heart of the downtown, but it is a relatively new asset within the overall Parks and Open Space inventory. The original concept behind the creation of Towne Square began in 1986 as part of a residential/commercial condominium application through Cancor Properties Limited. At the time of the application, the lands included part of the George Street right-of-way, a municipal parking lot, a former library building, and a part of a former Texaco gas station. The development plans went through many

design variations and in 1989 the firm of Ferris, McCluskey Quinn & Associates were retained to prepare a detailed design for the square. The construction of Towne Square was completed and opened to the public in 1991.

The town's ownership of the square covers about 1600 square metres, but the private ownership of lands abutting the adjacent commercial properties adds another 20 per cent of surface area to the square. Towne Square is defined by the adjacent buildings that front onto it and by the underground parking garage that lies beneath it. The square features is mostly paved with a combination of concrete and unit paving, but also features a central 'lawn' feature that has slowly decreased in size over the years. For a small space, Towne Square features significant elevation changes and has a variety of stairs and ramps that necessitate pedestrian and vehicular connections to the nearby streets, and to the adjoining storefronts. The town retains primary responsibility for the day-to-day maintenance of the square but a regular dialogue is maintained with the property management company who owns many of the commercial properties fronting onto the square.

The Parks and Open Space Department identified the need to renovate Towne Square a few years ago and first made a budget request as part of the 2012 capital forecast. Over the past several years, several features of the square have begun to deteriorate and while efforts to maintain the square have been undertaken, a major facelift and reconstruction is ultimately required.

The Brook McIlroy design team prepared three concept options for Towne Square. These concepts were reviewed presented to the public for comment. The concepts are detailed further in Section 4 of the full study document.

The project team is recommending that the concept design be postponed until the Town, in consultation with the BIA, has a clearer understanding of the program elements required in the Towne Square. The DCH and the Special Events strategy currently underway, will provide some insight into those elements which will assist in shaping a further study program for Towne Square.

Construction Mitigation Strategy/Plan

Early on in the study, downtown businesses and stakeholders expressed their concerns about how the eventual construction of Lakeshore Road would negatively impact businesses. Things such as road closures, temporary parking losses during

construction and also the length of time it will take to reconstruct Lakeshore Road were issues expressed to the project team.

In order to better understand the potential impacts of the reconstruction of Lakeshore Road, the project team visited several municipalities and met with their staff who recently undertook similar downtown streetscape construction projects (similar scale). The visits assisted staff in its consideration of the different types of mitigation measures which could be reviewed and consolidated as options for a construction mitigation strategy/plan specifically downtown Oakville. These included:

- Contractor procurement process (how best to select a contractor)
- Construction methodology and approach (best way to phase the project)
- Pre-construction planning (consideration of all the issues in advance)
- Project design and construction liaison committees (how to involve stakeholders)
- Communication, marketing and way finding
- Parking and access during construction

During the detailed design phase of the project, staff will be reviewing all of the mitigation strategies and will finalize Oakville's mitigation strategy for Lakeshore Road. This strategy will be reported back to Council in advance of the proposed construction.

In addition to the mitigation strategies that were reviewed from other municipalities, several other strategies may be incorporated into the finalized mitigation strategy which include:

- The earlier construction of an additional parking garage on Church Street to offset lost parking during construction
- A shuttle bus from various parking lots and garages to the downtown during construction.
- Two-way street conversion in advance of the construction to provide alternatives for traffic flow during the construction
- Implementation of commercial loading zones in advance of Lakeshore Road reconstruction
- Selected limited free parking during construction to encourage people to visit and shop in the downtown.

A more detailed explanation of the mitigation strategies that are being considered are included in the Mitigation Strategy Backgrounder document that was prepared by the project team and is included in Appendix 6.6 of the full study document.

Next Steps

Lakeshore Road East — Engineering Design and Construction Phasing:

The project team consulted with an engineering firm that is very familiar with large scale road construction projects, including projects involving the reconstruction and streetscape of a main streets through commercial districts. The purpose of the consultation was to review the potential scope of work and duration of both the engineering design phase and construction phase of Lakeshore Road East.

The engineering design phase of Lakeshore Road will need to address the following:

- Detailed engineering analysis and surveys including a detailed review of the existing underground infrastructure and utilities
- Extensive coordination with utility providers and the Region of Halton to determine the extent of their work plans
- Potential review of the adjacent building foundations
- Review and develop cost estimate for early implementation of two-way conversion
- Development of detailed grading plan to accommodate the recommendation of the streetscape master plan
- Additional public consultation to determine final material and furnishing selections
- Provide final engineering drawings and cross sections
- Review and confirm cost estimate based on final design package
- Development of a bill of quantities for the contractor procurement process

The engineering design phase is a significant undertaking and will take up to 18-24 months to complete. Funding (\$850,000) for the engineering design phase has been included in the 2015 capital budget request. Upon approval of the recommendations of this report, staff will develop and issue a Request for Proposals for engineering design services. It is anticipated a consultant will be retained later this spring season. Provided there are no unforeseen issues that may delay the

completion of the design work, the project would be shovel ready by the spring of 2017 at the earliest.

A preliminary construction staging overview was undertaken. In order to complete the project in the most expeditious manner, construction would need to be phased over a two-year period (three blocks at a time) to complete the project and would involve closing the roadway to traffic and parking; pedestrian access would be maintained to all businesses and offices.

Details of the preliminary construction staging overview is presented in Appendix B of this report

The project construction cost has been roughly estimated to be \$8.4 million. Funding for the project will be addressed later in 2015 during the development and presentation of the capital forecast to the Budget Committee. It is anticipated that a refined preliminary cost estimate will be available as the engineering design phase will be well underway by this time.

Once the final engineering design, construction phasing and mitigation plans are finalized, staff will report back to Council for final approval before proceeding to implement the Lakeshore Road East Reconstruction and Streetscape Project.

Coordination of Other Projects/Initiatives in the Area:

There are other factors that will influence the eventual reconstruction of Lakeshore Road that need to be resolved:

- Two-way street conversion in downtown Oakville

In advance of the construction of Lakeshore Road, staff is of the opinion it would be beneficial to implement the conversion of the downtown street network to two-way operation. Implementing the two-way traffic conversion in advance of the Lakeshore Road reconstruction will help traffic movements during construction by making it easier to move throughout the downtown with more flexible detour route options.

The implementation would involve geometric improvements at some intersections, modifications to the traffic signal system, restriping the pavement and sign installations.

As part of the two-way conversion, the dedicated looped cycling network can also be implemented on Church, Robinson, Navy and Allan streets. This would provide cyclists a dedicated cycling network to move through the downtown during in advance of the reconstruction of Lakeshore Road.

The engineering design assignment for the Lakeshore Road Reconstruction and Streetscape Project will need to address the implementation requirements early on and in time to for staff to include required funding in the capital forecast later this year.

- Rehabilitation of Rebecca Street Bridge over Sixteen Mile Creek

The Rebecca Street Bridge over Sixteen Mile Creek requires rehabilitation including repairs to the concrete deck as well as the structure itself. Works also include the replacement of the utilities suspended underneath the bridge including water and waste-water mains and a gas main.

The project was tendered early in 2015 and subject to the award of the contract, is scheduled to commence in March. Works are scheduled to be substantially completed by the end of the year. Two lanes of traffic will be maintained over the bridge at all times. Pedestrian access over the bridge will be limited to one side of the structure during the construction.

- Wastewater trunk sewer construction along Randall Street (Navy to Trafalgar Road) and Trafalgar Road (Randall Street northerly):

The Region of Halton will be constructing a new 1050mm wastewater main from the east side of 16 Mile Creek along Randall/Dunn Streets and Trafalgar Road. Halton has advised that the work will be undertaken in later in 2015 and be completed later in 2016. Due to the nature of the work, Dunn Street and Trafalgar Road will need to be closed to through traffic for approximately three months and a traffic detour will be established along Reynolds Street. This work must be completed before the town can undertake the reconstruction and streetscape of Lakeshore Road. It could potentially affect/limit the early two way street conversion downtown.

- Rehabilitation of Lakeshore Bridge over Sixteen Mile Creek

The Lakeshore Road Bridge over Sixteen Mile Creek is also in need of rehabilitation. Detailed design of the bridge is expected to commence in 2015 and construction is currently planned for 2016.

It may be appropriate to defer this bridge project and coordinate it so that it occurs at the same time as the Lakeshore Road Reconstruction and Streetscape Project. As part of the engineering design phase for Lakeshore Road, staff will further explore this possibility. Additionally, the streetscape features that will be finalized during the detailed design of Lakeshore Road could be included with the bridge rehabilitation project.

CONSIDERATIONS

(A) PUBLIC

Throughout the DTS study, extensive public stakeholder engagement was carried out. While the study is now completed, there is still a commitment to continue with public engagement as we move into the engineering design phase for the Lakeshore Road East Reconstruction and Streetscape Project.

(B) FINANCIAL

The preliminary estimate to undertake the Lakeshore Road East Reconstruction and Streetscape Project is \$9.25 million, including engineering design fees. \$850,000 in funding to undertake the engineering design phase has already been included in the 2015 capital budget request. Subject to the approval of the recommendations of this report, and the approval of the 2015 capital budget, staff will proceed to retain a consulting firm to commence the engineering phase of the project.

Later in 2015, after engineering design is underway, staff will be including a budget estimate for inclusion in the ten (10) year capital forecast to undertake the Lakeshore Road East Reconstruction and Streetscape Project. This project is not attributed to growth and is not Development Charge eligible. Financing would be derived from tax levy funding.

The balance of the street network in the downtown will be programmed into future years of the town's long range financial forecast. These projects would also be derived from tax levy funding.

Opportunities for alternate forms of funding (federal and/or provincial), funding will be reviewed.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Oakville Transit

Oakville Transit has current operations in Downtown Oakville which are supported by existing infrastructure, facilities and amenities. Implementation of the master plan will cause changes to the transportation network and streetscape design that will cause operational impacts on transit service. These impacts may include shifting routes or repositioning facilities and infrastructure. Staff will address these impacts through future detailed design exercises and additional public engagement.

Through the implementation, high quality transit service will remain a major component of the streetscape vision to provide safe and reliable transportation options and the principles of fostering all modes of movement, enhancing access and support and promoting sustainable solutions.

Heritage Planning

Heritage planning staff have been consulted throughout the DTS study process and has provided direction and content as required in relation to the Downtown Oakville Heritage Conservation District Plan and Guidelines.

The proposed recommendations from the Final Report of the Downtown Transportation and Streetscape Study do not conflict with the Downtown Oakville Heritage Conservation District Plan and Guidelines

Heritage Oakville Advisory Committee

The Heritage Oakville Advisory Committee considered the DTS study preliminary findings at their regular meeting held December 16, 2014. Staff presented the study components including options for the reconstruction of Lakeshore Road East, the streetscape master plan and groups of potential street furnishings and fixtures styles. Suggestions were made by the committee around pedestrian, cycling and parking facilities as well as timing and phasing of construction. Staff will be bringing back final design details the Heritage Oakville Advisory Committee.

Roads and Works Operations:

Roads and Works Operations is responsible for the day-to-day operation and maintenance of the street network throughout downtown, including winter maintenance (plowing and snow removal), traffic signals and streetlights, street signs, street/boulevard cleaning and litter control.

Staff at Roads and Works Operations were engaged as a stakeholder early on and throughout the study to provide their specific expertise on the development of options.

Parks and Open Space:

Parks and Open Space is responsible for the day-to-day operation and maintenance of the landscaping amenities within the boulevards along the street network downtown (street trees, flower baskets, benches) and also Towne Square.

Staff were engaged as a stakeholder early on and throughout the study to provide their specific expertise on the development of options.

Recreation and Culture:

The Recreation and Culture department are responsible for cultural programming within the downtown at the Oakville Centre for the Performing Arts and the Town's Public Art program. The department also implements many events within the downtown and is the process of developing a town wide Special Events Strategy. DTS recommendations relating to special events and public art support the department directions and will be further investigated as part of the Downtown Cultural Hub, Cultural Plan Update and Special Event Strategies to be completed in Q3 2015.

Staff were engaged as a stakeholder early on and throughout the study to provide their specific expertise on the development of options.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- enhance our economic environment
- continuously improve our programs and services
- be innovative in everything we do
- always act as a team
- be valued/celebrated for outstanding service
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The Downtown Transportation and Streetscape Study addresses all the pillars of sustainability; linkages between streets, business, promotes social, improving active transportation promotes environmental, the vibrancy of the downtown promotes economic and the link to the DCH promotes the cultural pillar of community sustainability.

APPENDICES:

- A. Executive Summary: Downtown Transportation and Streetscape Study
- B. Preliminary Construction Staging Overview

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