

APPENDIX A

# **Trafalgar Road Corridor Planning Study**

## **Preliminary Report**

**September 2013**

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# INTRODUCTION

## Purpose and Objectives

The *Livable Oakville* Plan identifies the lands along Trafalgar Road, between the QEW and Dundas Street, as a corridor to be studied to identify opportunities for future intensification opportunities associated with transit improvements.

Transit improvements along the Trafalgar Road corridor are currently being planned by Halton Region as part of its Transportation Master Plan. This has reinforced the need for the Town to establish a framework that will guide future development along the corridor.

The Terms of Reference for the study were included in a report entitled *Livable Oakville* Plan Implementation, which was presented to Planning and Development Council on February 4, 2013.

The study will:

- Identify key opportunity sites that may have potential for new development and/or redevelopment
- Examine built form, public realm, streetscape, parking, compatibility with adjacent uses, movement of people, and availability of infrastructure
- Assess land use options for the identified opportunity sites to determine appropriate uses
- Make recommendations for new or revised land use designations and policies

At the conclusion of the study, staff will recommend an Official Plan Amendment to implement the study findings by introducing land use and urban design policies specific to the Trafalgar Road corridor between the QEW and Dundas Street.

## Study Area

The study area of the Trafalgar Road Corridor Planning Study is centered along Trafalgar Road, stretching from the Queen Elizabeth Way in the south to Dundas Street in the north (see Appendix 1). The limits of the study area have been defined using natural boundaries (creeks), roads and development parcels. Stable built areas are only included to identify context and assess compatibility with areas abutting Trafalgar Road.

The identified portion of Trafalgar Road is approximately four (4) kilometres in length and is the main north-south link between Oakville's Uptown and Midtown areas. It is also a major connection between the QEW and the residential communities to the north.



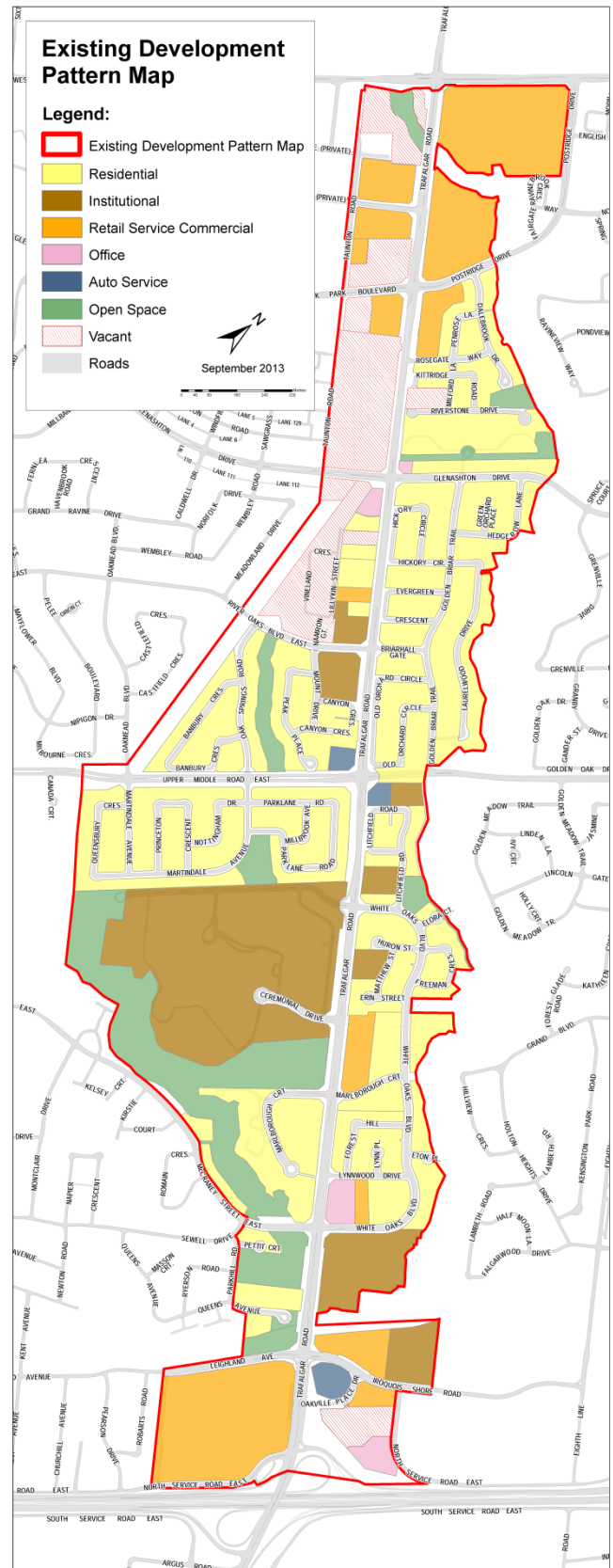
## Existing Development

The existing development pattern in the Trafalgar Road Corridor Planning Study area is a mix of commercial, office, institutional and residential uses (see Appendix 2). The area encompasses some vacant and underutilized sites and large surface parking areas are prevalent.

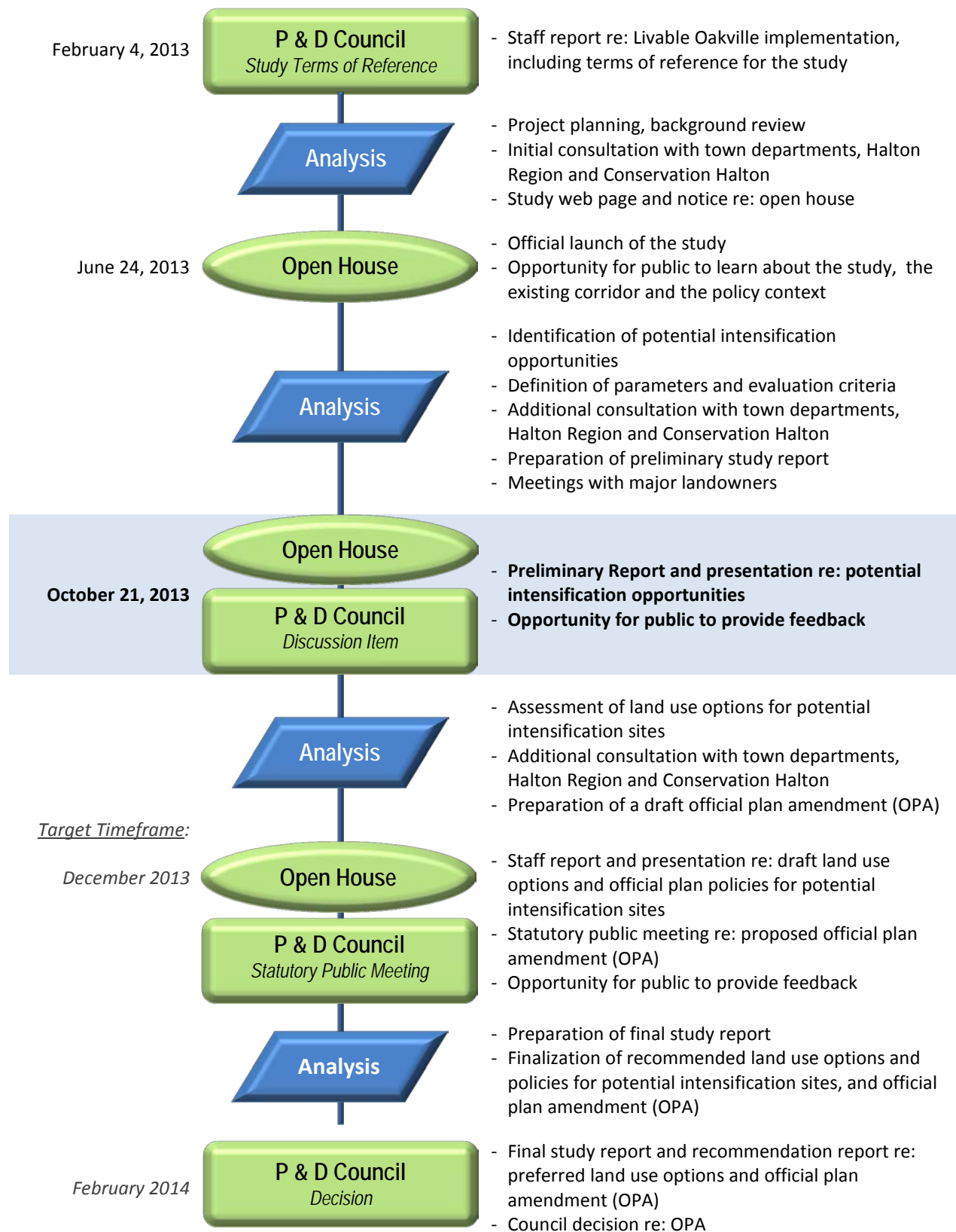
There is a mix of retail and service commercial uses ranging from small-scale shops to larger scale retail/commercial developments. Office uses in the study area are generally medical related. There are several other uses along the corridor including Town Hall, Sheridan College and places of worship.

There is no 'typical' block, as the corridor is diverse in use. The corridor is characterized by auto-oriented development and substantial areas of surface parking exist along the street edge.

The existing street network is reflective of the historical suburban development pattern within and surrounding the study area. As a result, connectivity between the north and south ends of the corridor is limited to Trafalgar Road.



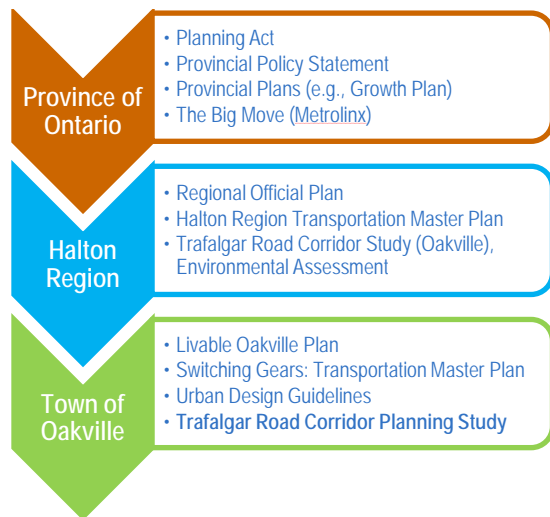
## Study Process



## PRELIMINARY DIRECTIONS

### Policy Context

The Province of Ontario, Halton Region and the Town have policies in place to encourage transit-supportive development along corridors.



### Provincial Policy Context

The **Provincial Policy Statement (PPS)** requires Halton Region and the town to:

- Identify areas where growth will be directed, including the identification of nodes and corridors
- Support energy efficiency and improved air quality through development patterns that promote compact urban form and a structure of nodes and corridors, as well as the use of public transit

The **Growth Plan for the Greater Golden Horseshoe (Places to Grow)**, “envisages increasing intensification of the existing built-up area, with a focus on urban growth centres, intensification corridors [and] major transit station areas...”

It requires the town to:

- Develop and implement policies in its Official Plan (*Livable Oakville*) to phase in and achieve intensification
- Recognize urban growth centres (i.e., Midtown Oakville), intensification corridors and major transit station areas as a key focus for development to accommodate intensification
- Plan intensification corridors to accommodate local services and achieve:
- Increased residential and employment densities that support and ensure the viability of existing and planned transit
- A mix of residential, office, institutional, and commercial development wherever appropriate

In November 2008, Metrolinx (an agency under the Government of Ontario) adopted a **Regional Transportation Plan (RTP): The Big Move**. A technical update of the Big Move took place in 2013.

The plan identifies a multi-modal transportation system for the Greater Toronto and Hamilton Area (GTHA) that sets forth a number of initiatives in Halton, including rapid transit along Trafalgar Road between Midtown Oakville and Highway 407.

### ***Regional Policy Context***

**Halton Region's Official Plan** directs development with higher densities and mixed uses to nodes and corridors. It requires the town's Official Plan, *Livable Oakville*, to designate nodes and corridors and prepare detailed policies for them to address matters including:

- Land use and urban design
- Protection of the natural environment
- Population capacity and employment targets
- Location, types and densities of residential and employment uses

- Transportation networks including public transit, cycling and walking
- Storm water management
- Water and wastewater servicing

The key objective of nodes and corridors in the Regional Official Plan is:

- To provide an urban form that is complementary to existing developed areas, uses space more economically, promotes live-work relationships, fosters social interaction, enhances public safety and security, reduces travel by private automobile, promotes cycling and walking, and is environmentally more sustainable

The Regional Official Plan identifies Trafalgar Road as a **Rapid Transit Corridor**. The function of these corridors is to serve inter-municipal and inter-regional travel demands by public transit, accommodate rapid transit services and connect nodes. Transit-supportive land uses are encouraged around transit stations.

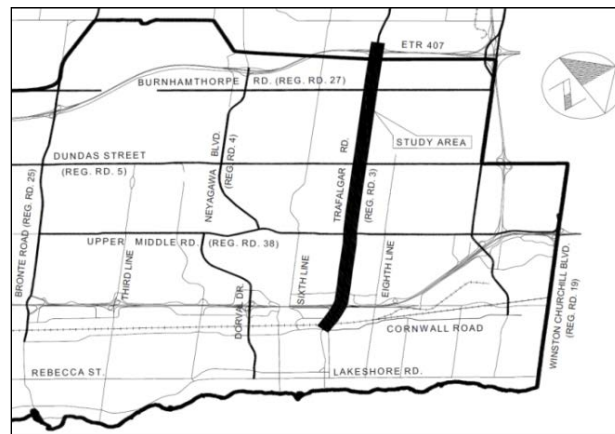
## Related Halton Region EA Study

In Oakville, most of Trafalgar Road is a Regional Road under the jurisdiction of Halton Region. Through the ongoing **Trafalgar Road Corridor Study (Oakville) – Environmental Assessment**, Halton Region is studying the Trafalgar Road right-of-way from Cornwall Road to Highway 407.

Halton Region looked at a number of road improvement alternatives including widening and reconstructing the road, improving intersections, high occupancy vehicle (HOV) lanes and the impacts of such improvements on the social and natural environments. All options included widening Trafalgar Road to six lanes. The preferred schedule is currently proposed to be presented at the final Public Information Centre according to the Region's web-site.

The **Trafalgar Road Corridor Study (Oakville) – Environmental Assessment** is being completed by the Region as part of the implementation of the **Halton Region Transportation Master Plan**.

For more information visit: [www.halton.ca](http://www.halton.ca)



HALTON REGION	TOWN OF OAKVILLE
Trafalgar Road Corridor (Oakville) Study	Trafalgar Road Corridor Planning Study
<i>What should happen in the road right-of-way? (e.g., travel lanes, transit)</i>	<i>What should the land uses and built form be on either side of the road?</i>

## Local Policy Context



**Livable**  
**Oakville**, the  
town's Official  
Plan for the  
lands south of

Dundas Street, conforms to the Growth Plan and the Regional Official Plan, and is consistent with the Provincial Policy Statement. It directs the majority of growth to six Growth Areas (nodes) including Midtown Oakville and the Uptown Core.

Lands outside of the Growth Areas – including along most of the Trafalgar Road Corridor – are predominantly stable residential communities. Growth and change may occur in stable residential communities provided the character of the areas is maintained and the overall urban structure of the town is upheld.

The existing land use designations have associated land use policies. However, the lands along the Trafalgar Road Corridor, between the QEW and Dundas Street, are also a special policy area subject to further study to identify:

- Opportunities for intensification linked to future transit improvements
- Appropriate land use policies to accommodate the intensification opportunities
- The **urban design** policies address matters such as the public realm, built form and transitions between areas with different lands uses or building heights.
- The **transportation** policies support the coordination of land use and transportation planning to maximize the efficient use of land and infrastructure.

A map illustrating the existing *Livable Oakville* designations within the study area is found in Appendix 3.



The town's Transportation Master Plan (TMP) Switching Gears, which is consistent with the Region's TMP, is a long-term plan that aims to develop a more balanced local transportation system that provides a variety of options in Oakville.

Both the Region and the Town's TMP have set targets of a 20% level of transit usage for trips originating in Oakville by 2031. In order to achieve this goal, the integration of land use and transportation planning is key and must incorporate strategies such as increased densities and transit oriented design.

The TMP looks at a variety of options that are required to support the evolution of the future transportation network that will support the forecasted population demand including:

- Public transit network and system improvements
- Active transportation improvements
- Road network capacity improvements that are focused on transit opportunities
- Transit supportive land use planning and policies

The Region's TMP and Switching Gears provide the technical rationale for identifying and establishing corridors, such as Trafalgar Road, and the supporting policies necessary for transit-oriented intensification.

Identifying pockets where increased densities will be permitted along a corridor not only aid in the efficiencies of the transit and road network, but also serves to protect the characteristics of established communities.

### ***Related Town of Oakville Study***

A major TMP implementation project is the **Midtown Oakville Class Environmental Assessment Study**. That study will determine the transportation and municipal storm water network needed to support the planned growth in Midtown Oakville to 2031.

The outcome of this study may impact Trafalgar Road south of White Oaks Boulevard. This may include changes to the town hall property and Trafalgar Road south of White Oaks Boulevard.

The preferred alternative for the transportation network in Midtown will be presented in early 2014 at the next public information centre.

For more information visit: [www.oakville.ca](http://www.oakville.ca)

## INITIAL PUBLIC COMMENTS

### Open House 1: June 24, 2013

The public launch of the town's Trafalgar Road Corridor Planning Study was an open house held on June 24, 2013. It was an opportunity for area residents and business owners to learn more about the study, ask questions, and share their ideas about the intensification opportunities along the Trafalgar Road corridor between the QEW to Dundas Street. Approximately 60 people attended.

The open house was informally structured and several staff members were available to answer questions from the public. The set up consisted of 11 information panels and an oversized aerial photograph of the study area that stretched across several tables.

Attendees were encouraged to place post-it notes on the study area image to identify those areas where they would like to see change and intensification. They were also encouraged to identify sites where change was not desired. A summary of these comments may be found in Appendix 4. Comment cards were available and many attendees used these further detail their opinions.

Many of the questions and comments related to Halton Region's Trafalgar Road Corridor (Oakville) Study EA, Upper Middle Road EA, and Ninth Line widening. Halton Region's Trafalgar Road EA study is focused on what should happen *within* the road's right-of-way, and transit improvements, whereas the Town's Trafalgar Road Corridor Planning Study is assessing the land uses and design principles *adjacent to* the right-of-way. Comments concerning the Halton Region study have been shared with the Region's staff.

Based on the comments received, emerging themes include:

- Protection of existing green space
- Importance of pedestrian safety
- Intensification opportunities at suitable locations
- New development at appropriate scales
- Encourage mixed uses

## PRELIMINARY ANALYSIS

### Guiding Principles

The guiding principles represent the existing policy direction, as well as the community values identified in the initial public open house. These principles will help to guide appropriate land use options for key opportunity sites within the corridor.

The guiding principles are:

1. Create an attractive, distinctive corridor with high quality urban design
2. Achieve the town and region's overall objectives for growth and intensification
3. Promote transit-supportive nodes and corridors
4. Preserve, enhance and protect the character of existing stable residential neighbourhoods and natural areas within the study area
5. Direct intensification to strategic/appropriate locations

### Land Use and Design

The intent of the corridor study is to direct new development toward existing and future transit routes and stops. An appropriate mix of uses and a concentration of people, in close proximity to transit facilities will enhance the convenience of using transit and provide a high percentage of transit users. This will be achieved through:

- Intensification of underutilized sites
- Increased densities and heights
- Mixed uses
- High quality urban design
- Improvement of pedestrian environment
- Massing along street frontage
- Appropriate transition to adjacent residential areas
- Connections to transit facilities

## Key Opportunity Sites

Nine underutilized and/or vacant sites within the study area have been identified as **key opportunity sites** (see Appendix 5). These sites were identified based on the following criteria:










- Large surface parking areas
- Significant street frontage
- Proximity to urban growth centres and transportation corridors
- Opportunities to support higher order transit and active transportation
- Visible underutilization of land
- Physical potential for redevelopment and intensification
- Public input/identification

There are no active development applications on the key opportunity sites, with the exception of site 5 where 114 condominium townhouse units are currently being proposed. This application is also the subject of an appeal to the Ontario Municipal Board.



The below table provides further detail for each of the identified sites, including the *Livable Oakville* land use designation, existing development, surrounding uses and existing access. Photographs of the key sites are included in Appendix 6.

**TABLE 1: Key Opportunity Sites**

Site	Official Plan Designation	Existing Use	Surrounding Land Uses	Existing Access
	Core Commercial	Oakville Place Mall - approx. 53,000m <sup>2</sup> GFA	N – Residential E – Commercial / Office S – QEW W – Residential	Leighland Ave, Oakville Place Drive & North Service Road E
	Institutional	Town Hall - approx. 16,000m <sup>2</sup> GFA	N – Residential E – Commercial & Employment S – QEW W – Residential	White Oaks Blvd.
	Neighbourhood Commercial	Retail/service commercial plaza - approx. 3,800m <sup>2</sup> GFA	N – Residential E – Residential S – Residential W – Sheridan College	Trafalgar Road & Marlborough Crt
	Institutional	Sheridan College	N – Residential E – Commercial & Residential S – Residential W – Open Space	Trafalgar Road
	Neighbourhood Commercial & Low Density Residential	Mix of vacant, service commercial and residential uses	N – Residential & Vacant E – Residential S – Residential W – Vacant	Trafalgar Road
	Utility	Regional reservoir (currently being decommissioned)	N – Residential & Commercial E – Residential S – Residential W – Vacant	Trafalgar Road
	Community Commercial	Retail/service commercial plaza - approx. 2,500m <sup>2</sup> GFA	N – Commercial E – Residential S – Residential W – Car dealership	Rosegate Way & Postridge Drive
	Community Commercial	Retail/service commercial plaza - approx. 10,800m <sup>2</sup> GFA	N – Commercial E – Open Space & Residential S – Commercial & Residential W – Commercial	Trafalgar Road & Postridge Drive
	Community Commercial	Retail/service commercial plaza - approx. 12,000m <sup>2</sup> GFA	N – Auto service & Vacant E – Residential S – Open Space, Residential & Commercial W – Vacant	Trafalgar Road, Dundas Street E & Postridge Drive

## **Other Sites**

There are other sites on which redevelopment and intensification may take place. These are not being recognised as key sites; however, should redevelopment be proposed, these sites should be considered within the current *Livable Oakville* Plan policies.

### ***Places of Worship***

In addition to the nine key sites, there are several places of worship along the Trafalgar Road corridor that have been identified as having intensification potential in the future. However, given their stable community function, they have not been included as key opportunity sites within this study. Intensification of these sites to accommodate additional uses and redevelopment would be subject to further review by the town.

### ***Automobile Service Sites***

Three automobile service related sites exist at prominent intersections within the Trafalgar Road corridor. These locations have not been identified as key opportunity sites for the purpose of this study; however, in the future, the Town would encourage intensification and/or redevelopment of these sites which more appropriately address the intersections and are transit-supportive.

### ***Uptown Core***

The northwest corner of the study area also overlaps with the Uptown Core Growth Area (see Appendix 3). This area is not identified as a key site because the existing *Livable Oakville* Plan permissions allow for mixed uses and increased height and density. The current designations and land use policies are consistent with the objectives and guiding principles of the study.

Any redevelopment of the lands located southeast of the intersection of Iroquois Shore Road and Trafalgar Road, including the former hotel site, the automobile service station and the commercial plaza, may be affected by the completion of the Midtown EA study.

## **FINALIZING THE STUDY**

### **Next Steps**

The public will have an opportunity to provide input on the identified key opportunity sites at Open House 2. Staff will identify a preferred land use designation with associated height map for each of the key opportunity sites and specific urban design direction will be considered for the corridor as a whole. Accompanying draft official plan policies will be also be developed.

A third open house and statutory public meeting will be scheduled in late 2013. The draft final study report and proposed official plan amendment will be prepared on the basis of the preferred land use designations. The statutory public meeting will include the proposed official plan amendment, which will provide the public with an opportunity to provide feedback before the final report is presented to Council.

## **APPENDICES**



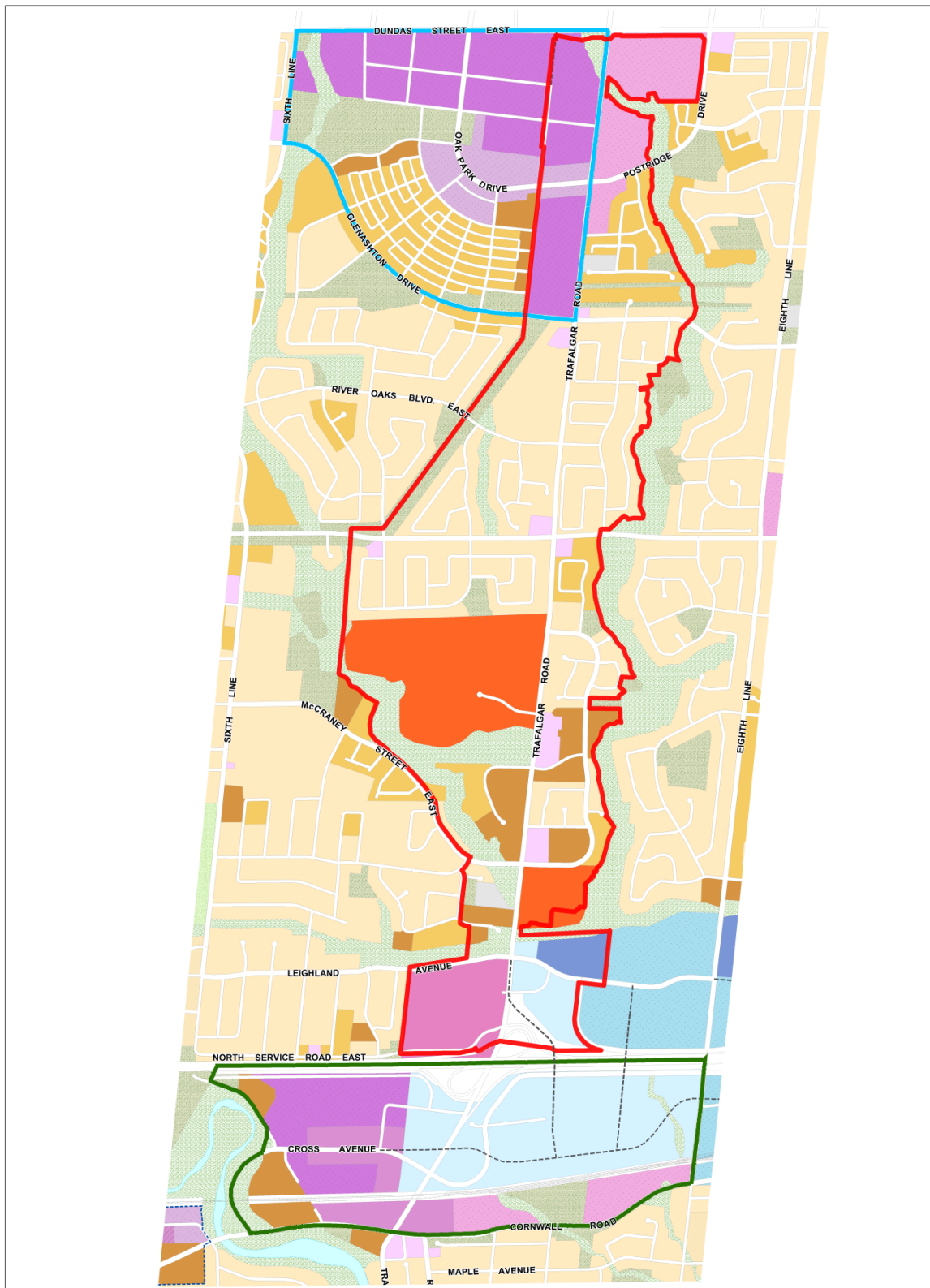
Legend:

 Trafalgar Road Corridor Planning Study Area Boundary



May 2013





## LIVABLE OAKVILLE EXISTING LAND USE DESIGNATIONS

### Legend:

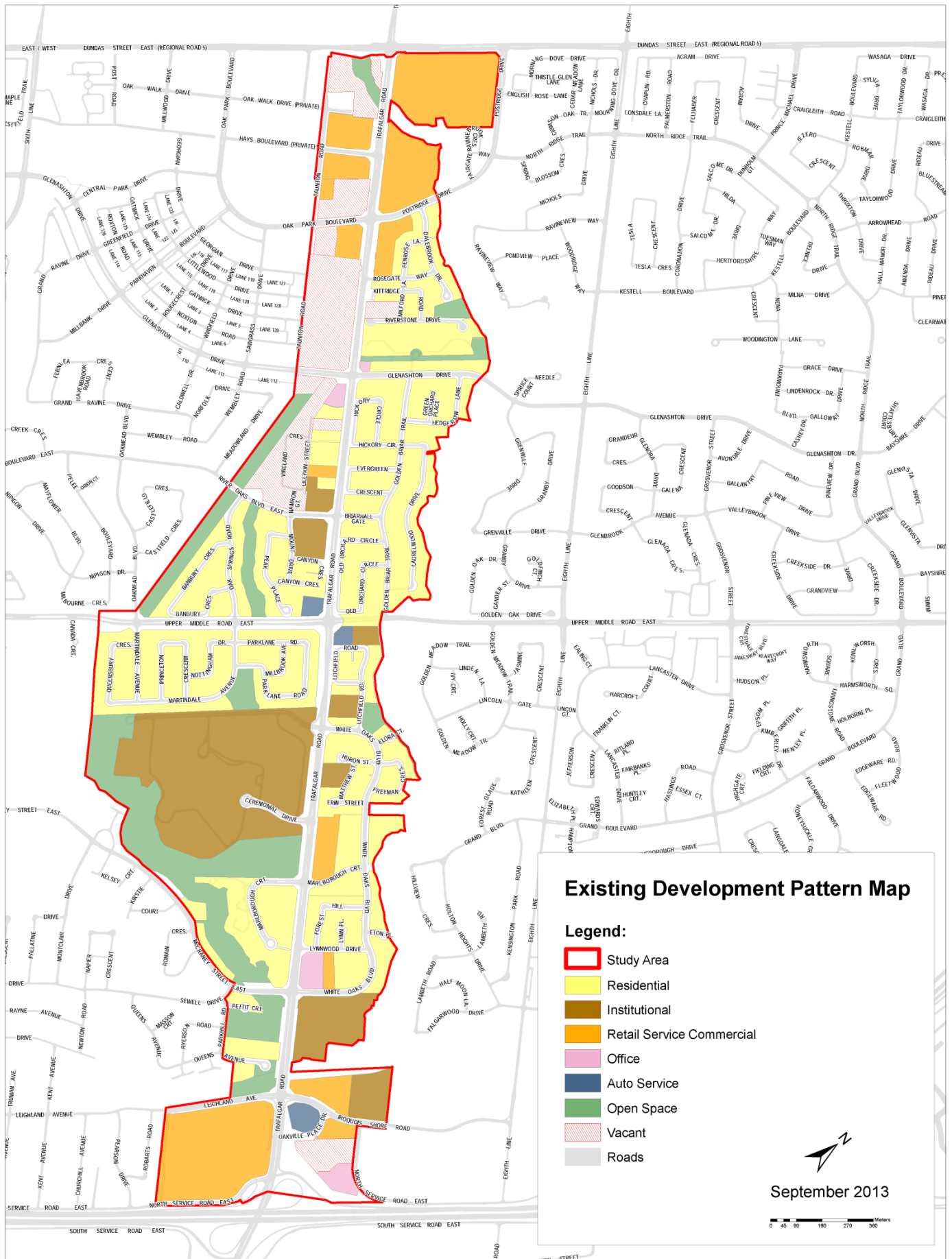
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|---|---|---|--|
| <span style="border: 2px solid red; padding: 2px;"> </span> TRAFALGAR ROAD CORRIDOR PLANNING STUDY AREA BOUNDARY    | <span style="background-color: #f08080; border: 1px solid black; padding: 2px;"> </span> NEIGHBOURHOOD COMMERCIAL | <span style="background-color: #4682b4; border: 1px solid black; padding: 2px;"> </span> BUSINESS COMMERCIAL  | <span style="background-color: #d3d3d3; border: 1px solid black; padding: 2px;"> </span> UTILITY             |
| <span style="border: 2px solid blue; padding: 2px;"> </span> UPTOWN CORE GROWTH AREA                                | <span style="background-color: #9370db; border: 1px solid black; padding: 2px;"> </span> COMMUNITY COMMERCIAL     | <span style="background-color: #add8e6; border: 1px solid black; padding: 2px;"> </span> OFFICE EMPLOYMENT    | <span style="border-bottom: 1px dashed black; display: inline-block; width: 20px;"> </span> **PROPOSED ROADS |
| <span style="border: 2px solid green; padding: 2px;"> </span> MIDTOWN OAKVILLE GROWTH AREA                          | <span style="background-color: #800080; border: 1px solid black; padding: 2px;"> </span> CORE COMMERCIAL          | <span style="background-color: #4682b4; border: 1px solid black; padding: 2px;"> </span> BUSINESS EMPLOYMENT  |  |
| <span style="background-color: #fffacd; border: 1px solid black; padding: 2px;"> </span> LOW DENSITY RESIDENTIAL    | <span style="background-color: #800080; border: 1px solid black; padding: 2px;"> </span> MAIN STREET 2            | <span style="background-color: #ff4500; border: 1px solid black; padding: 2px;"> </span> INSTITUTIONAL        |  |
| <span style="background-color: #ffdab9; border: 1px solid black; padding: 2px;"> </span> MEDIUM DENSITY RESIDENTIAL | <span style="background-color: #800080; border: 1px solid black; padding: 2px;"> </span> URBAN CENTRE             | <span style="background-color: #90ee90; border: 1px solid black; padding: 2px;"> </span> NATURAL AREA         |  |
| <span style="background-color: #d2b48c; border: 1px solid black; padding: 2px;"> </span> HIGH DENSITY RESIDENTIAL   | <span style="background-color: #800080; border: 1px solid black; padding: 2px;"> </span> URBAN CORE               | <span style="background-color: #3cb371; border: 1px solid black; padding: 2px;"> </span> PARKS AND OPEN SPACE |  |

\*Note: The study area is focused along Trafalgar Road between the GEW and Dundas Street. Large, underutilized, properties with frontage on Trafalgar Road have the greatest potential for change. Portions of the adjacent neighbourhoods, which have less potential for change, are included in the study area for context.

\*\*Conceptual only. Subject to Midtown Environmental Assessment.

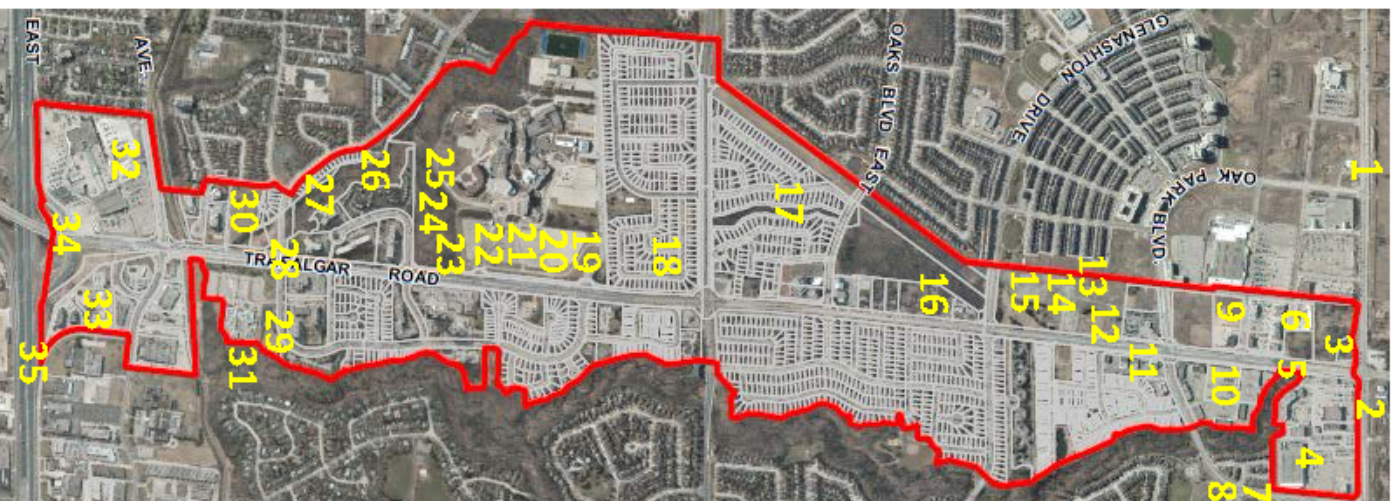


# APPENDIX 3

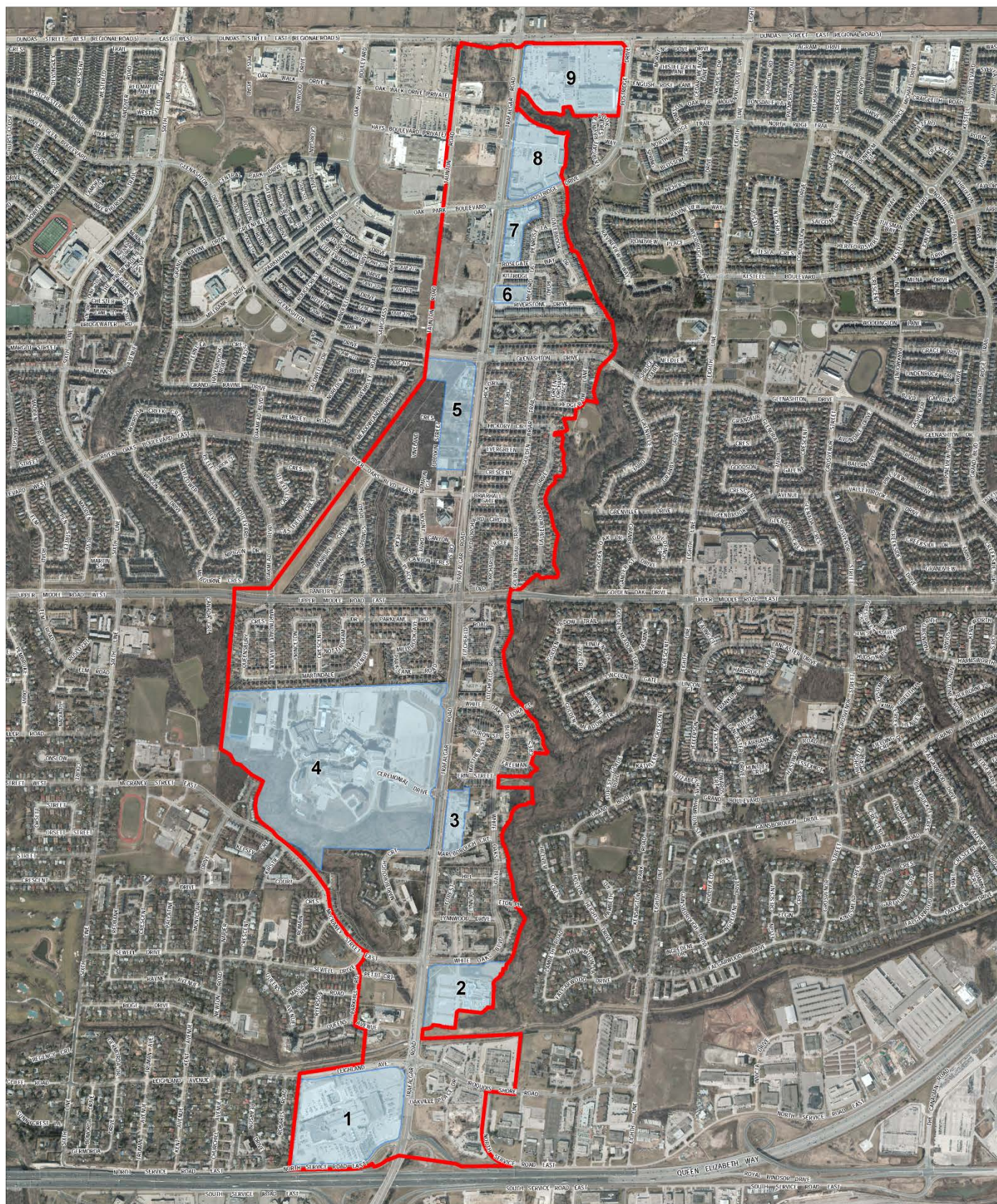


## Open House – June 24, 2013

## PUBLIC COMMENTS



1. Build roads before residences are built to allow for intensification
2. Build roads north of Dundas before building residences to prepare for intensification before hand
3. This corner is an eyesore, what can be done with it?
4. Canadian Tire site – how are policies working in future? Do not take away ability to do business and maintain site as current model
5. Expand it [Trafalgar Road] and you will get more noise from truck traffic
6. Trafalgar is at capacity for traffic already. Building up Oak Park and the GO areas will only add to this
7. 9th Line (Ford) as an employment corridor should have the increased transportation
8. 9th Line
9. Are there any plans for planning new trees after the widening of Trafalgar Road?
10. High rise residential and mixed-use here!
11. High rise residential and mixed-use here
12. More commercial/shopping should be fronting Trafalgar
13. Low rise condo/townhouse
14. Green space and park area, maybe kids playground and bike park
15. Do not go to 8-10 storeys, keep the buildings lower, max 4-5 storeys
16. Townhouses not high-rise
17. Natural green space
18. Roads should not be expanded near high residential areas (we do not want any increased noise and air pollution where we live). Sound barriers are ugly and only carry sound up further distances. If you do expand anyway, at least re-route trucks away
19. Open spaces are needed for future development as Sheridan has applied for degree granting status
20. Space is a selling point in getting students
21. Provide Sheridan with a parking garage like GO station and intensify here!
22. This area is used by residents, local groups such as Ribfest, cycle school → we need this open space
23. Important to keep this green here right to Trafalgar, access to green area
24. No development here!
25. No development here!
26. Leave the conservation area alone
27. Preserve more green space, parks and play areas
28. Dangerous intersection for pedestrians
29. Townhouses – will continue townhouses further along White Oaks – same idea
30. Keep this as green space
31. Bicycle paths through natural areas rather than alongside a six lane roadway (roadway should not be expanded near homes in the first place)
32. Restaurant/offices third floor
33. Force developer to accelerate work at this eyesore! Old Holiday Inn
34. Rather than HOV lanes, improve the transit system and make a bus lane and add buses!
35. 9th Line – Fewer residents being exposed to air and noise pollution – proximity to 403/QEW



## LEGEND:



Study Area



Key Opportunity Sites



September 2013

0 85 170 340 510 680 Meters

SITE #	SITE PHOTO
1	
2	
3	
4	

5



6



7



8



9



## Understanding Nodes and Corridors

**Corridors** are linear areas of land that:

- Are located along major arterial roads and transit routes,
- Provide a linkage between nodes
- Have a mix of land uses, many in transition, including commercial uses which serve adjacent neighbourhoods
- Have uses which may be unrelated in form or function
- Have higher densities
- Form the edge of adjacent neighbourhoods
- Often contain vacant or underutilized sites
- Are recognized for their potential for redevelopment

**Nodes** are areas of land that:

- Act as the primary areas of activity within a community
- Act as major connection points for multiple modes of transportation, including walking, cycling and public transit
- Are accessed by multiple transit routes
- Provide a concentration of mixed use development and intensification
- Generally permit high densities
- Are recognized for their potential for more intense development

