OCTOBER 2016

Appendix A

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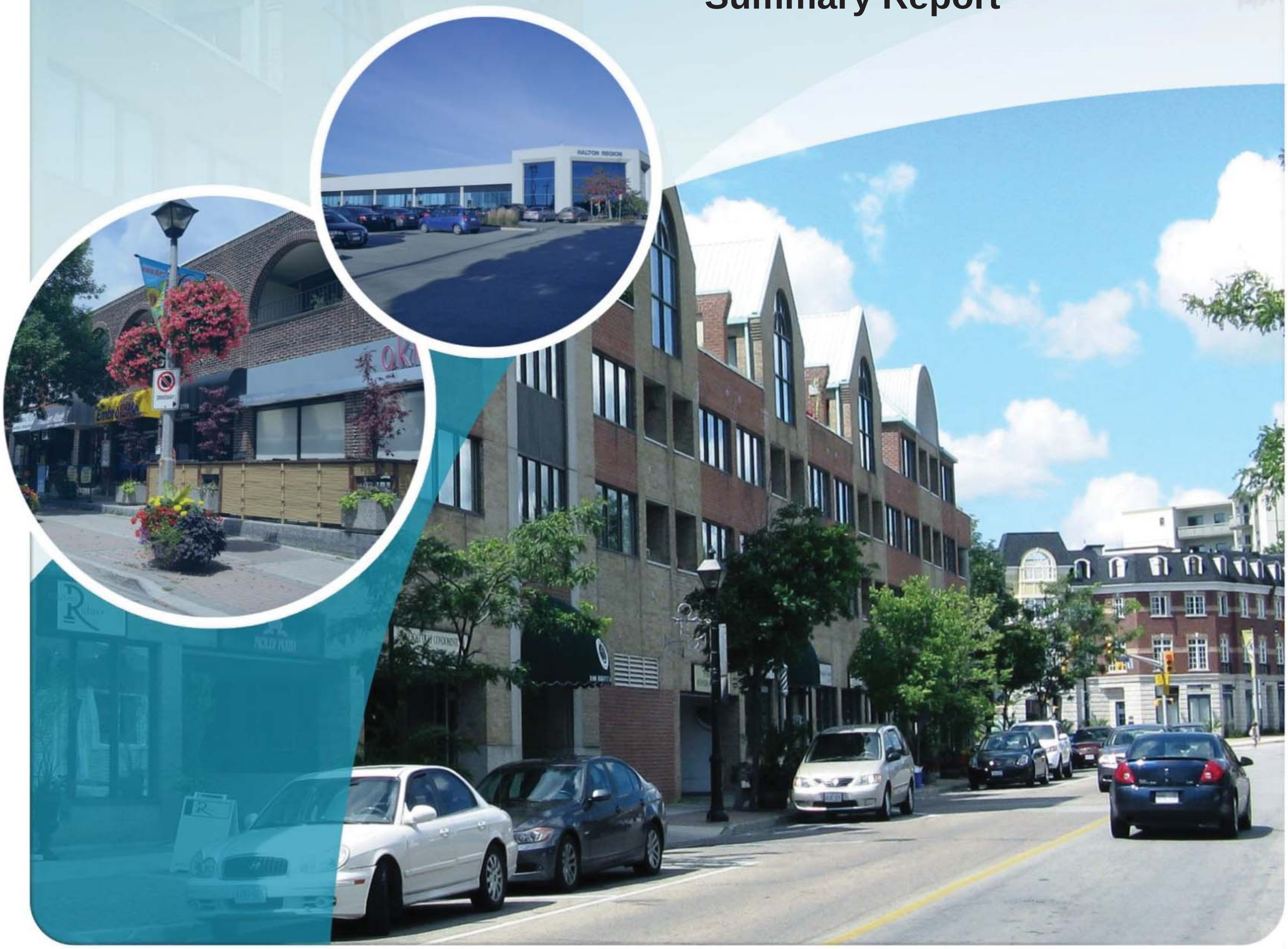
Watson & Associates Economists Ltd.
Tate Economic Research Inc.
SGL Planning & Design Inc.

TOWN OF OAKVILLE

Employment and Commercial Review

Summary Report



Summary Report

1.0 INTRODUCTION

The Town of Oakville is in the process of updating its Official Plan. The purpose of this report is to document the analysis, findings and recommendations of the Employment and Commercial Review undertaken as part of the Official Plan review process. The Employment and Commercial Review was intended to proactively plan for and accommodate employment and commercial growth to the year 2041.

This Summary Report highlights the macro economic and market trends impacting the Town of Oakville, as well as the key findings from the commercial supply and market demand analysis and the employment supply and market demand analysis to the year 2041. It then summarizes the commercial and employment land recommendations and policy directions for the Town. For further information, **Appendix A** includes the detailed commercial analysis and recommendations and **Appendix B** provides the detailed employment analysis and recommendations.

2.0 MACRO ECONOMIC AND MARKET TRENDS

The Ontario economy has experienced significant volatility over the past decade, including a period of strong economic growth, followed by an economic recession and subsequent gradual recovery. This recovery has been more pronounced within the GTHA relative to the remaining Province of Ontario as a whole. This has largely been a result of the ability of the GTHA's economy to adapt to an economy which is increasingly driven by the service sector. Looking forward, the export-based employment sectors within the GTHA are forecast to steadily increase, especially those tied to "knowledge-based" sectors.

As a result of the Town's strong attractiveness to knowledge-based sectors, the distribution of employment on employment land in Oakville has been, and will continue to be highly concentrated in the office sector. Locational qualities that support office sector growth, such as proximity to transit, amenities and services, play a significant role in the attraction and retention of office investment. Employment growth within the Town's employment areas will ultimately be driven by demand from a broad range of goods producing, knowledge-based and employment supportive sectors. In turn, this drives local population growth within the Town and the need for population-related employment (i.e. retail commercial, personal services and institutional uses).

Notwithstanding the economic growth potential for the Town, regional competition within the GTHA for the talent necessary to support innovation, investment and entrepreneurship are fierce. As the GTHA and broader Ontario economy becomes more premised on knowledge-based activities, Oakville will need to continue to position itself as a hub for innovation to capitalize on the human capital that currently exists while encouraging ongoing entrepreneurship, innovation, business development and investment retention.

3.0 COMMERCIAL MARKET DEMAND

Oakville residents are well served in terms of retail selection. The only major retail store type not represented in Oakville is a warehouse membership club (such as Costco). Some areas of Oakville are better served with commercial space than others. In particular, Northwest Oakville is “under-stored” relative to the Town overall. Oakville also includes three Main Street areas that are locally oriented, but also cater to wider based clientele.

The commercial demand analysis has identified the opportunity for approximately 1.4 million square feet (~130,000 square metres) of new commercial/retail space in Oakville by 2021. The development of this amount of space is anticipated to require between 26 and 51 hectares (63 and 127 acres) of land, depending on its built form and density. Long-term demand for new commercial/retail space is forecast to increase to approximately 2.9 million square feet (~271,000 square metres) by 2031 and approximately 3.5 million square feet (~327,000 square metres) by 2041[1] requiring additional supply of commercial lands. The increased pressure on the supply of commercial/retail land that is expected in the future will result in more intensified developments to meet demand for new retail space over the long term.

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[1] 2041 forecasts are based on Watson’s population projections, which were prepared to inform this study but have not been confirmed with Halton Region.

4.0 COMMERCIAL SUPPLY

The commercial demand analysis has outlined a commercial demand that is above the existing and planned commercial land supply. The long-term commercial demand for the Town of Oakville (2041) is projected to be approximately 325,000 square metres (3.5 million square feet), however the existing and planned commercial land supply is only about 251,000 square metres (2.7 million square feet). Assuming a coverage factor of 30%, there is a shortfall of approximately 25 hectares of commercial land.

5.0 EMPLOYMENT MARKET DEMAND

Over the past decade, the economic base in the GTHA and the Town of Oakville, as measured in employment, has steadily shifted towards the service-sector and “knowledge-based” economy. The trend towards more knowledge intensive and creative forms of economic activity is evident across many sectors within both the broader GTHA and local economy. Knowledge is now recognized as the driver of productivity and economic growth, leading to a new focus on the role of information technology and learning in economic performance. In an increasingly knowledge-based environment, the ability to cultivate, retain and attract talented workers, high-value jobs and innovative businesses is vital for the future economic prosperity of the GTHA and the Town of Oakville. As a result of the Town’s strong attractiveness to knowledge-based sectors, the distribution of employment on employment land in Oakville has, and will continue to be, highly concentrated in the office sector.

Notwithstanding the significant structural changes in the provincial, regional and local economies, the goods-producing sector still remains a vital component of economic growth. While the global recession of 2008/09 resulted in significant job losses in manufacturing and related industrial activities, this sector is now showing signs of stabilization at the Provincial level. For the GTHA and the Town of Oakville, employment within the manufacturing sector has gradually rebounded since reaching a low point in 2010. Over the next two decades, it is anticipated that the manufacturing sector will continue to experience a moderate employment increase in Oakville, driven by the gradual recovery of the US economy and the declining Canada/US dollar exchange rate.

Employment growth within the Town’s employment districts will continue to be driven by demand from a broad range of goods-producing, knowledge-based and employment supportive sectors. Employment lands in North Oakville will provide additional opportunities for larger-scale industrial uses as well as development within the Town’s growing office sector.

Across the Greater Golden Horseshoe there is a growing interest/demand for office space within mixed-use environments that offer proximity/access to labour, amenities and higher-order transit. Typically, the financial viability of standalone urban office development within intensification nodes/corridors is generally less favourable than if part of a mixed-use development (i.e., combined with a retail/residential component). Priority mixed-use commercial areas for office development should largely be concentrated within Midtown Oakville.

6.0 EMPLOYMENT SUPPLY AND DEMAND

There are 2,150 gross hectares (5,312 gross acres) of designated employment land in Oakville. Of this total supply, there are approximately 727 net hectares (1,796 net acres) of vacant designated land. After factoring out a land vacancy adjustment (10% of the vacant supply to recognize that some parcels will likely never be developed[3]) there are approximately 654 net hectares of vacant employment land. The Town's estimated 2041 employment land demand is projected to be 408 net hectares (1,008 net acres). Accordingly, there is a sufficient supply of employment land to meet the Town's long term demand beyond 2041. The following key issues and opportunities have been identified for the Town related to their employment supply and demand:

Issues

- Distribution of vacant supply is unbalanced.
- Most of the vacant lands are unserviced.
- There is limited supply with transit access.
- Stable employment uses need to be preserved.

Opportunities

- The supply in North Oakville provides many larger parcels.
- The supply in North Oakville provides good highway access and visibility.
- There are opportunities for intensification and redevelopment.
- There are opportunities to improve existing employment areas.
- The emergence of Innovation Districts as a new form of employment development for Ontario provides an opportunity for clustered knowledge-based employment growth.

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[3] A vacancy factor is often used to recognize that some parcels are likely to never be developed for employment purposes, due to their size, shape, or other site characteristics such as limited access.

7.0 RECOMMENDATIONS AND POLICY DIRECTIONS

The Town of Oakville is well suited for significant economic growth and prosperity. The existing policy framework for the Town's Main Street areas provide for a strong mix of uses, a range of retail and services to support the community needs, and employment to allow live and work opportunities. Within the existing urban areas a focus on retaining commercial and employment lands to serve long term needs, promoting intensification and continuing to improve the built environment will position Oakville well for years to come. In North Oakville, a very different approach is needed. The North Oakville Secondary Plan areas provide 3,160 hectares of new urban land, including 326 hectares of commercial/mixed use lands and 765 hectares of employment lands. This represents a significant opportunity for development, prosperity and community growth.

The following outlines policy directions and recommendations for commercial and employment land planning in the Town of Oakville, recognizing these two very different paradigms.

Commercial:

1. **Strengthen design policies for mixed use and commercial development**: The North Oakville East and West Secondary Plans contain excellent urban design policies for the Urban Core Areas. It is recommended that similar urban design requirements be addressed by section 6 of the Livable Oakville Plan and the Livable by Design Manual – Urban Design Direction for Oakville.

2. **Encourage provision of commercial in Northwest Zone**: The Northwest Zone is under-represented in retail commercial space particularly with respect to supermarkets. Palermo Village north of Dundas Street is the only opportunity for significant additional retail to serve this area. It is recommended that the policies for Palermo Village be reviewed to encourage the accommodation of a supermarket and other retail uses to serve northwest Oakville.

3. **Promote intensification and redevelopment of existing built up commercial areas**: The Town should provide design policies to ensure that buildings are planned and located on sites such that future phases of intensification are not inhibited. The Town should review the parking standards in the zoning by-law to confirm opportunities for reduced parking standards or promotion of structured parking to support intensification.

4. **Implement policy definition to ensure commercial uses are developed in North Oakville**: Providing a rather flexible policy regime is important for achieving mixed use. However, concerns have been raised that the flexible nature of the land use designations that allow for mixed use development in the

North Oakville Secondary Plans may not result in the provision of needed retail space. The Trafalgar Urban Core policies should be clarified to require the blocks immediately abutting Trafalgar Road in Urban Core Area 2 and 4 to provide for commercial development. The Dundas Urban Core policies should be clarified to require commercial development be provided as part of the development reserve blocks at the intersections with north-south collector roads either in single use or mixed use forms.

5. **Develop a monitoring program**: Shopping habits are changing and these changes will continue to affect the built form of commercial areas. The Town should develop a monitoring program that includes the monitoring of commercial development and changing trends, including retail and demographics. This monitoring program should include an annual update of the inventory of both the existing retail commercial space and the unbuilt/designated commercial land supply in the Town. In addition, the program should monitor retail trends and demographics, including influences such as the implications of e-commerce on the demand for commercial supply space in Oakville.

Employment:

1. **Maintain a strong Town-wide supply of employment lands**: There is a need to protect the Town's vacant and occupied employment land supply for the long term. The Town should preserve strategically important land for future employment purposes well beyond the next 20 years.

2. **Resist large scale conversion of employment lands**: North Oakville employment land development has not begun, and significant conversion of land would be premature. The Town should resist large scale conversions and retain strategic employment lands beyond the next 20 years.

3. **Consider minor site specific conversions that are appropriate**: Under some circumstances, a conversion may be justified for planning and economic reasons, but such decisions must be made using a systematic approach and methodology. Following confirmation of the Town's Urban Structure, detailed analysis and recommendations associated with each of the employment land conversion requests should be completed.

4. **Enhance the policy framework for Midtown to promote mixed use development**: Midtown Oakville is designated as an Urban Growth Centre in Places to Grow, and a mobility hub within the Metrolinx regional transportation plan. To encourage development the Town should explore policy alternatives that

provide the flexibility to consider non-employment uses where deemed appropriate, while maintaining the minimum target for people and jobs.

5. **Revitalize the lands around the Bronte GO Station Area**: The lands around Bronte GO Station are largely developed and function as stable general industrial lands. Significant investment would be required before the area can be re-visioned as a mixed use, transit supportive neighbourhood. The Town should undertake a detailed Station Area Plan to identify the long term potential for this area to evolve into a transit supportive node.

6. **Comprehensively plan for an Innovation District surrounding the North Oakville Hospital**: It is recommended that the Town undertake a comprehensive review of the employment lands to the north, east and west of the hospital lands. Non-employment uses that support the function of the Health Oriented Mixed Use Node should be considered in addition to employment uses. Assessment of the town-wide transportation and transit network, as well as servicing conditions, should also be part of this review to ensure capacity for the proposed land uses.

7. **Recognize the existing function of Speers Road**: Speers Road has been identified in the Livable Oakville Plan as a corridor, to be further studied to confirm long-term land uses and opportunities for suitable intensification. The Speers Road Corridor Study should consider its function as a transitional area and identify suitable land use designations to accommodate an appropriate and compatible range of commercial uses. It should also include the preferred design from the Speers Road Environmental Assessment, streetscaping, urban design and pedestrian realm improvements, and the promotion of transit supportive development.

8. **Direct office development to priority areas**: The Town should continue to seek to attract major office development. Priority employment areas for office development in North Oakville include gateway locations in proximity to interchanges, which offer direct exposure to Highway 407 and Highway 403. Priority employment areas for office development in the Livable Oakville Plan area include lands with direct exposure to the QEW corridor, the Oakville VIA rail/GO Station and Bronte GO station.

9. **Harmonize employment land use designations and policies**: The lands within North Oakville should be brought into the existing structure of the Livable Oakville Plan to provide harmonized employment land use designations that reflect the desired town-wide land use policy framework.

10. **Allow for a broader range of amenities within employment areas**: With the growth in knowledge-based sectors, changing demographics and related employee needs, employment areas with amenities are more desirable to businesses and investors. Many of Oakville's existing employment areas would benefit from the introduction of additional amenities. The permitted uses within the Business Commercial land use designation should specifically mention personal and professional services. Permission for limited convenience retail without the requirement of being "in conjunction with" the permitted uses should be considered for the Office Employment land use designation.

11. **Designate additional Business Commercial lands**: The Town should designate additional Business Commercial sites, within the existing Industrial and Business Employment designations, at gateway locations (i.e., in southwest Oakville (QEW West), east and west of Third Line, and north of CN rail line; and, in Winston Park West, on Ninth Line south of Dundas Street). The Town should also introduce Business Commercial designations within North Oakville along major arterial roads including along the new Burnhamthorpe Road, Dundas Street between Tremaine Road and the new north-south minor arterial roads, Neyagawa Boulevard north of Burnhamthorpe Road south of Highway 407 and Bronte Road, south of Highway 407.

12. **Update policies on land use compatibility**: A new policy should be added to address potential noise, odour and air quality impacts of employment uses on adjacent lands in order to mitigate potential land use conflicts.

13. **Update employment design guidelines**: Policies to support higher quality urban design will assist in addressing land use compatibility issues, while improving the marketability and public realm within the employment areas. The Livable By Design Urban Design Manual should be enhanced to specifically address the range of different employment typologies including stand-alone office, industrial facilities, warehousing and mixed facilities.

14. **Encourage employment land intensification and more efficient use of employment lands**: A policy framework and designation for regeneration areas should promote intensification and revitalization of strategic areas and could include minimum and maximum parking standards and the implementation of a Transportation Demand Management Strategy.

15. **Work with Halton Region to track the alignment of growth to best planning estimates:** As the Region is currently undertaking its Official Plan comprehensive review process, it will be important to work closely together to align targets and associated requirements for infrastructure and phasing.

16. **Develop a monitoring program**: The Town should establish a monitoring program that tracks planning approvals and building permits on an annual basis and compares them to the growth projections and available vacant employment land supply.

17. **Work with Halton Region and other levels of government to identify proactive approaches to providing infrastructure**: The Town should work with the Region and other levels of government to proactively plan for municipal servicing to meet demand and explore creative methods for front end financing for infrastructure (such as Development Charges).

18. **Address inconsistencies between the Region's Employment Area overlay designation and the Town's employment areas**: The Town should continue to work with Halton Region to address the inconsistencies between the Region's Employment Area overlay designation and the Town's employment land use designations.

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TOWN OF OAKVILLE

Employment and Commercial Review

Appendix A: Commercial Report

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Appendix A: Official Plan and Zoning Permitted Uses

Appendix B: Retail Market Detailed Analysis and Survey Results

1.0 Introduction

1.1 Context

The Town of Oakville is located in south Halton Region, and is home to over 182,500 residents (2011 Census of Canada). As the seventh largest municipality in the Greater Toronto Area (GTA) and located just 37 km west of the Provincial Capital, Oakville is a key employment and commercial hub in the region and has fostered a reputation for a higher standard of living and access to amenities for its residents and visitors alike.

As the Town of Oakville plans for its long-term future, a number of opportunities and challenges will need to be addressed regarding the Town's employment areas. Chief among these are a shrinking supply of vacant serviced employment lands, an evolving macro-economy premised on lower industrial growth potential and increased demand in the office sector, conversion pressure on employment lands, and stiff competition from other western Greater Toronto and Hamilton Area (GTHA) municipalities for new business investment.

At the same time, the Town's commercial areas are evolving, as consumer demands change, pressure for intensification mounts, new Greenfield areas come on-line, and established areas, such as Downtown Oakville, continue to evolve.

To ensure that the Town's employment and commercial areas remain competitive, the above economic trends and consumer demand patterns need to be addressed within the context of the current policy planning framework. Provincial, Regional and local policy continues to promote complete communities which provide a range of employment opportunities accommodated within a mix of industrial, commercial and institutional uses. Provincial, Regional and local policy also promotes compact, mixed-use built form, and the protection of employment areas for the long term.

1.2 Purpose of the Employment and Commercial Review

The Town is in the process of updating its Official Plan. The purpose of this report is to document the analysis, findings and policy directions of the Employment and Commercial Review undertaken by the consultant team and to inform staff's recommendations to council as part of the Official Plan review process. This report contains the commercial review findings, while the employment review findings can be found in Appendix B. The Employment and Commercial Review is intended to proactively plan for and accommodate employment and commercial growth to the year 2041.

1.3 Project Process

The Town is undertaking this study in an integrated manner in order to review the lands designated commercial and employment comprehensively and recognize the links between commercial and employment land uses. The Review draws on the employment and commercial land use designations and policies outlined in Oakville's official plan documents, namely the Livable Oakville Plan and the North Oakville East and West Secondary Plans, and were carried out in four phases as presented in **Figure 1-1**.

Public and stakeholder consultation events are being carried out during Phase 2 and Phase 3 of the study process in order to gather feedback on the ongoing Review and dig deeper into the issues, opportunities and constraints in various areas across the Town.

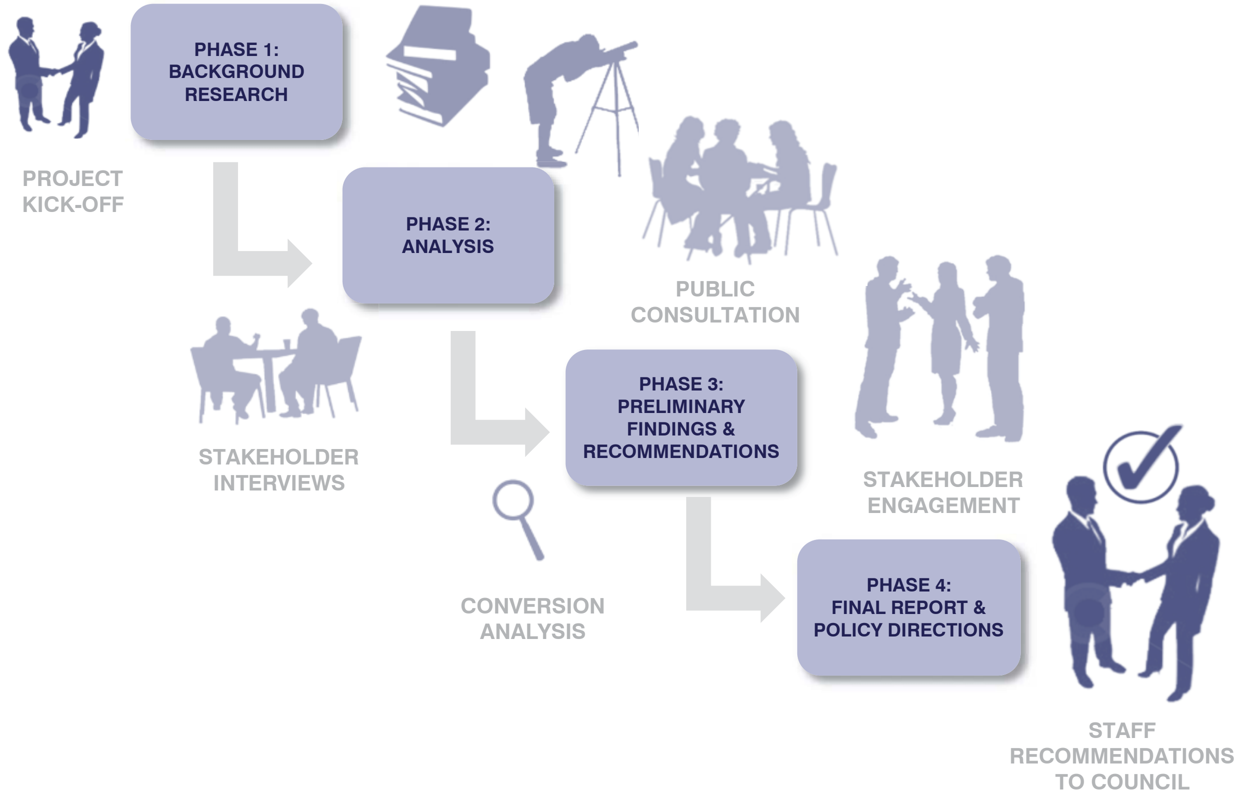


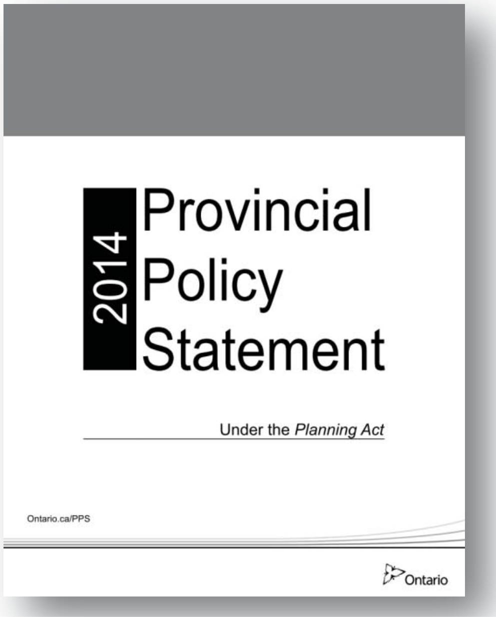
FIGURE 1-1: PROJECT PROCESS

1.4 Report Structure

This report is divided into three main topic areas. Chapters 2 and 3 provide an overview of the policy and local demographic context in the Town of Oakville, providing a foundation for this study. Chapters 4 and 5 provide an analysis of the Town's commercial lands considering both the forecasted demand and the existing and planned supply, followed by Chapter 6, which includes an analysis of the implications for future commercial land use planning. The resulting preliminary recommendations from the commercial analysis are outlined in Chapter 7.

2.0 Employment and Commercial Policy Review

The following Chapter provides an overview of the relevant Provincial, Regional and local policies which apply to employment and commercial land planning in the Town of Oakville. The policies discussed in this Chapter frame the scope of the analysis and policy directions presented in later Chapters of this report.



2014 Provincial Policy Statement

Under the *Planning Act*

Ontario.ca/PPS

Ontario

2.1 Provincial Policy Context

Four key documents that frame the discussion around employment lands are the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Parkway Belt West Plan. The policies set out in these documents are intended to ensure that provincial land use planning interests are protected and to provide high-level policy direction for municipalities.

2.1.1 Provincial Policy Statement

The Provincial Policy Statement, 2014 (PPS) provides policy direction on matters of provincial interest relating to land use planning and regulating the development and use of land. The PPS is issued under the authority of the Planning Act and came into effect on April 30, 2014. Under Section 3 of the Planning Act, local planning decisions "shall be consistent with" the Provincial Policy Statement and shall "conform" to provincial plans (Planning Act, R.S.O 1990, P.13 s. 3).

Employment area: means those areas designated in an Official Plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.

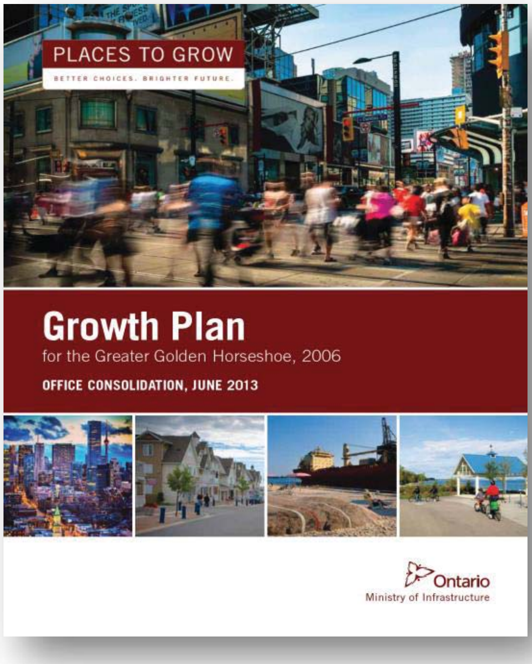
(PPS, 2014)

Section 1 of the PPS outlines policies on "Building Strong Healthy Communities." This section promotes strong, livable and healthy communities and requires that municipalities:

- Protect the environment, public health and safety;
- Provide the appropriate mix and range of employment, including industrial and commercial;
- Promote economic development and competitiveness;
- Provide an appropriate mix and range of employment types to meet long-term needs;
- Provide opportunities for a diversified economic base;
- Encourage compact, cost-effective development patterns; and,
- Ensure that necessary infrastructure is made available.

Specific policies relevant to the conversion and protection of employment areas can be found in the PPS. The conversion of employment areas to non-employment areas may occur only where it has been demonstrated that the land being converted is not required for employment purposes over the long term and that there is a need for the conversion (PPS, s. 1.3.2). The protection of employment lands from potential conversion only applies if the municipality has Official Plan policies in place dealing with employment land conversions. The policies also allow municipalities to protect employment lands beyond 20 years provided the lands are not designated beyond 2041, which is the alternate planning horizon established by the Growth Plan (PPS, s.1.3.2.4 & s.1.1.2). The Growth Plan for the Greater Golden Horseshoe provides more detailed policies for protection and conversion and is discussed below in Section 2.1.2.

The PPS also contains broader policies on employment including commercial employment. The PPS requires that municipalities promote economic development and competitiveness by encouraging compact, mixed-use development that incorporates compatible employment uses to support livable communities (PPS, s. 1.3.1 c). The PPS also requires that long-term economic prosperity be supported by maintaining and enhancing the vitality and viability of downtowns and main streets (PPS, s.1.7.1 c).



PLACES TO GROW
BETTER CHOICES. BRIGHTER FUTURE.
Growth Plan
for the Greater Golden Horseshoe, 2006
OFFICE CONSOLIDATION, JUNE 2013
Ontario
Ministry of Infrastructure

2.1.2 Provincial Growth Plan for the Greater Golden Horseshoe

In 2006, the Province released the Growth Plan for the Greater Golden Horseshoe ("Growth Plan"), a 25-year plan that sets out where and how growth will occur across the Greater Golden Horseshoe. The Growth Plan provides growth forecasts for single and upper-tier municipalities and also provides policy direction for a range of areas – including land use, infrastructure and transportation planning. Relevant aspects of the Growth Plan for this study are summarized below:

- Cities and towns should develop as complete communities with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open space, and easy access to local stores and services.
- Population and employment growth are to be accommodated by reducing dependence on the automobile through the development of mixed-use, transit-supportive, pedestrian-friendly urban environments.
- In general, the development of employment areas should be transit supportive, compact and minimize surface parking.
- Municipalities should preserve lands within Settlement Areas in the vicinity of major highway interchanges, ports, rail yards and airports for manufacturing and associated retail, office and ancillary facilities where appropriate.
- Major office uses and appropriate institutional development should be directed to Urban Growth Centres, major transit station areas or areas with existing or frequent transit. Midtown Oakville is identified as an Urban Growth Centre in the Growth Plan (Schedule 4, Growth Plan, 2006).

In June 2013, the Ministry of Infrastructure released Amendment 2 to update and extend the Growth Plan's population and employment forecasts to 2041 and revise the interim forecasts (i.e., 2031B and 2036). An updated office consolidation was released at the same time. The transition policies in Section 5.4.5 identify that the Schedule 3 forecasts shall be implemented by applying the 2031A forecasts to all existing Official Plan matters, and that the Updated Forecasts (i.e., 2031B, 2036 and 2041) should only be used in the next five-year municipal Official Plan review.

Table 2-1 illustrates the distribution of population and employment for the Region of Halton in both the original 2006 Growth Plan and the 2013 Office Consolidation. The 2031A projections are intended to be used for official plans commencing on or after June 16, 2006, but before June 17, 2013, and are therefore shown for context purposes only. The Region of Halton is expected to grow by 260,000 people and 110,000 jobs between 2011 and 2031 (based on the 2006 projections), and by 480,000 people and 190,000 jobs between 2011 and 2041 (based on the 2013 updated forecasts). The Region of Halton had 520,000 people and 280,000 jobs in 2011.

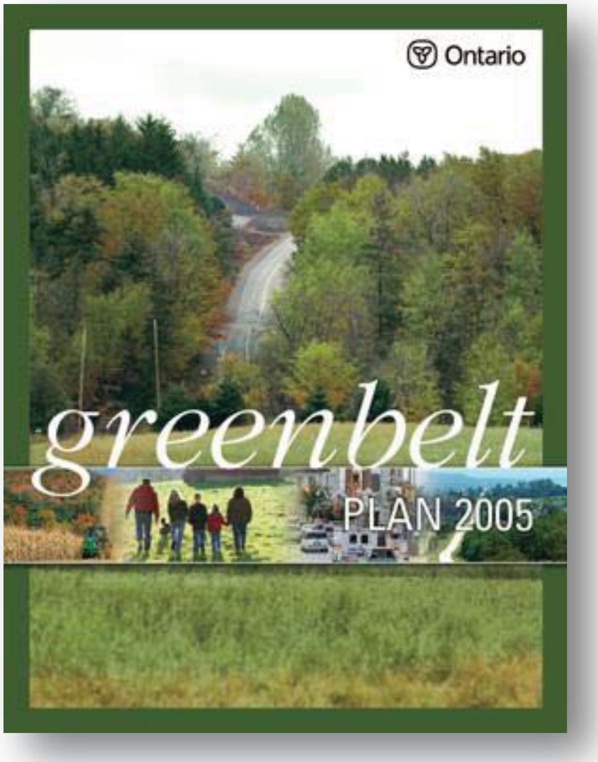
TABLE 2-1 GROWTH PLAN POPULATION & EMPLOYMENT PROJECTIONS

	Existing*		Growth Plan 2006 Projections*		2013 Updated Forecasts*					
	Pop.	**Emp.**	**Pop.**	**Emp.**	**Pop.**			**Emp.**		
	2011	**2011**	**2031A**	**2031A**	**2031B**	**2036**	**2041**	**2031B**	**2036**	**2041**
Region of Halton	520	280	780	390	820	910	1,000	390	430	470

**Figures shown represent thousands (i.e. 000's).*

2.1.3 Greenbelt Plan

The Growth Plan provides the framework for where and how urban growth should occur in the Greater Golden Horseshoe. The Greenbelt Plan was established to provide a parallel framework for environmental management and protection in the same general area as the Growth Plan and is important to note as it applies to the environment, although there are no explicit employment or commercial land policies. The Greenbelt Plan includes the protection of lands designated under the Niagara Escarpment Plan and Oak Ridges Moraine Plan and allows for the protection and management of prime agricultural and specialty crop lands across the Greater Golden Horseshoe.



Ontario

greenbelt

PLAN 2005

Some lands within the Town of Oakville are subject to the policies of the Greenbelt Plan. **Figure 2-1** shows the limits of the protected countryside Greenbelt Area in the Town of Oakville. Lands in the protected countryside are subject to the entirety of the Greenbelt Plan.

OAKVILLE

TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

GREENBELT PLAN IN OAKVILLE

FIGURE 2-1

- 400 SERIES HIGHWAY
- ARTERIAL ROAD
- 🟩 GREENBELT
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- ☐ TOWN OF OAKVILLE
- ☐ OTHER MUNICIPALITIES

★ SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

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SCALE
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MAP DRAWING INFORMATION:
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FILE LOCATION:
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PROJECT: 14-1098
STATUS: FINAL
DATE: 3/7/2016

2.1.4 Parkway Belt West Plan

The Parkway Belt West Plan (PBWP) was implemented in 1978 for the purpose of creating a multi-purpose utility corridor, urban separator and linked open space system. The goals of the Parkway Belt were:

- To separate and define the boundaries of urban areas, thus helping to provide the residents with a sense of community identification.
- To link urban areas with each other and with areas outside the region by providing space for the movement of people, goods, energy, and information, without disrupting community integrity and function.
- To provide a land reserve for future linear facilities (such as highways, electric power transmission corridors, and pipelines) and for unanticipated activities requiring sites of high accessibility and substantial land area.
- To provide a system of open space and recreational facilities linked with each other with nearby communities and with other recreational areas.

The PBWP was implemented through the Parkway Belt Planning and Development Act, 1973 (now the Ontario Planning and Development Act, 1994).

Some lands located in the Town of Oakville are within the Oakville- Mississauga Mini Belt and the Burlington-Oakville Mini Belt and are subject to the policies of this plan. **Figure 2-2** outlines the areas within the Town of Oakville that are subject to the policies of the PBWP.

OAKVILLE

TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

PARKWAY BELT IN OAKVILLE

FIGURE 2-2

—	400 SERIES HIGHWAY
—	ARTERIAL ROAD
🟩	PARKWAY BELT
▨	SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
☐	TOWN OF OAKVILLE
☐	OTHER MUNICIPALITIES

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

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MAP DRAWING INFORMATION:
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FILE LOCATION:
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PROJECT: 14-1098
STATUS: FINAL
DATE: 3/7/2016

2.2 Regional Policy

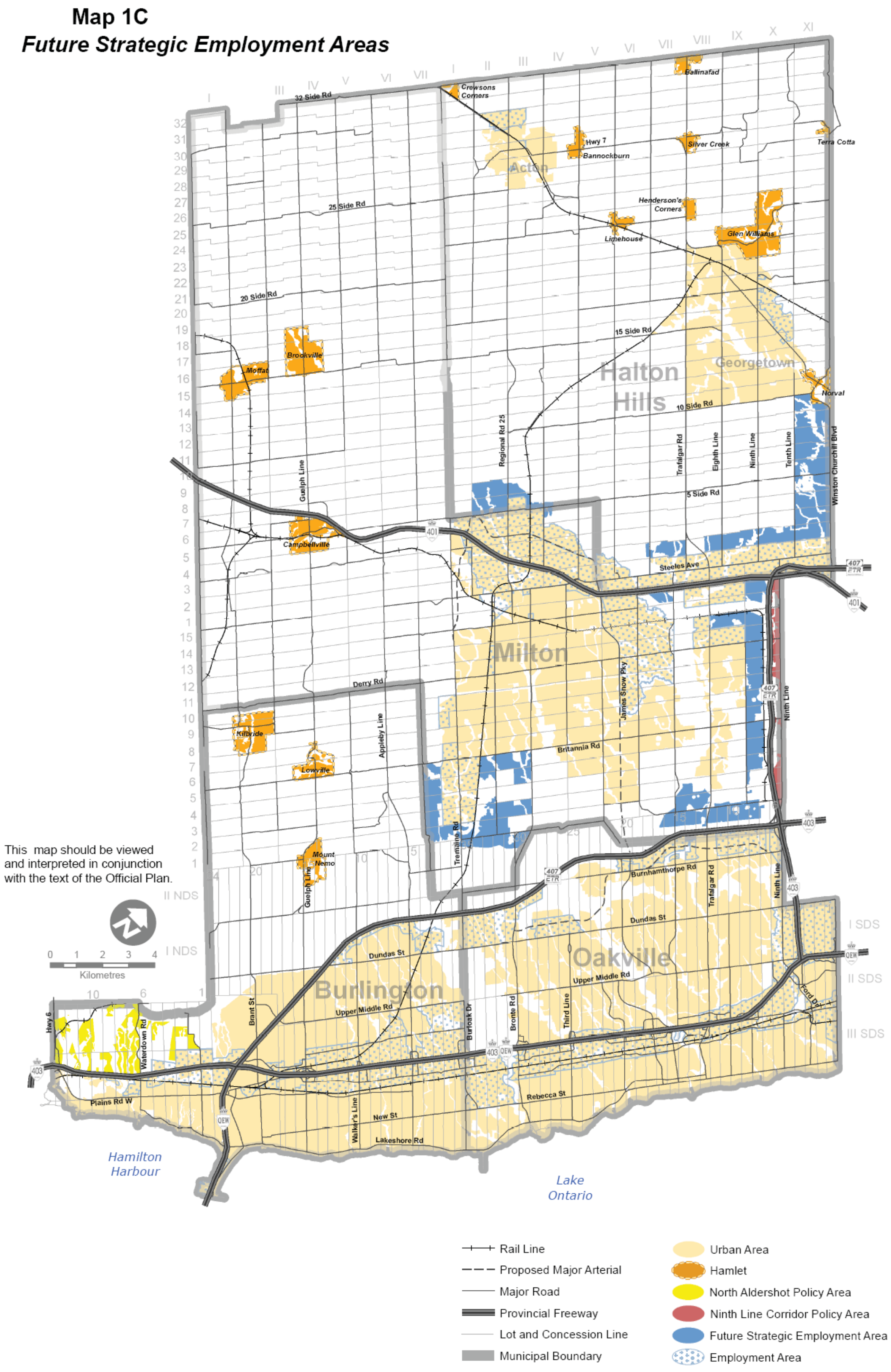
2.2.1 Halton Region Official Plan & ROPA 38

The Region of Halton's Official Plan (The Regional Plan) is Halton's guiding document for land use planning. Halton initiated the Sustainable Halton process back in June 2006 to bring the Regional Official Plan into conformity with the Provincial Growth Plan, as part of its five year comprehensive review. In February 2009, Halton established a two-stage process for implementing the results of the Sustainable Halton review. The first stage addressed the basic requirements of the Growth Plan and culminated in Regional Official Plan Amendment (ROPA) 37, which has been approved by the Ontario Municipal Board (OMB). The second stage was the comprehensive conformity review that culminated in ROPA 38, which has been partially approved by the OMB.

The Regional Plan includes the following key elements related to this review:

- Identification of Employment Areas (see overlay on Map 1: Urban Structure of the Halton Region Official Plan);
- Identification of Future Strategic Employment Areas to protect lands from incompatible uses that are best suited for employment purposes to meet employment land needs beyond the planning horizon of 2031 (see **Figure 2-3**);
- The distribution of population and employment by local municipality to the year 2031 to achieve the targets contained in the Growth Plan (see **Table 2-2**);
- The distribution of intensification units and densities by local municipality to achieve the Region-wide 40 percent intensification target and a minimum density target that is not less than 50 residents and jobs combined per hectare for designated greenfield areas (Growth Plan, s. 2.2.7.2);
- The minimum of 13,500 new housing units to be accommodated within the built-up area (between 2015 and 2031) and minimum density target for Greenfield areas of 46 persons and jobs per hectare for Oakville (Oakville's contribution to the Region-wide Greenfield development target of 50 residents and jobs per hectare);
- Policies addressing the requirement for a municipal comprehensive review for settlement area expansion;
- The protection of employment lands by providing more stringent criteria for the conversion of employment lands to other uses;

FIGURE 2.3: ROPA 38 FUTURE STRATEGIC EMPLOYMENT AREAS



This map should be viewed and interpreted in conjunction with the text of the Official Plan.

- Direction for the allowance for institutional uses within employment areas when identified by the Local Official Plan;

- The requirement that the local municipalities develop and implement intensification strategies to phase in and achieve the intensification targets identified in the Growth Plan, including: incorporating the Growth Plan built boundary, identifying appropriate locations for intensification, including intensification corridors and major transit station areas, and the corresponding policies to guide this growth;

- The policy direction to locate Employment Areas in the vicinity of existing major highway interchanges and rail yards, where appropriate;

- The definitions contained in the Growth Plan (e.g., complete community, major transit station area);

- The objective for Urban Areas to reduce the dependence on the automobile, promote live-work relationships and foster a strong and competitive economy;

- The objective for Urban Areas to provide for an appropriate range and balance of employment uses including industrial, office and retail and institutional uses to meet long-term needs;

- Co-ordinate the planning and approval process of large-scale major retail uses whose primary trade area extends beyond the boundary of the Local Municipality where it is proposed.

- Require the Local Municipalities to direct major office, retail and appropriate major institutional development to Urban Growth Centres, Major Transit Station Areas (including Metrolinx designated Mobility Hubs), areas with existing frequent transit services, or areas with existing or planned higher order transit services.

The Regional Plan utilizes growth forecasts provided in the 2006 Growth Plan and distributes the growth among the lower tier municipalities. The Regional Plan’s population and employment forecasts for the Town of Oakville are presented below in **Table 2-2**, which is consistent with the Livable Oakville Plan. The Regional Official Plan is currently under review and update is expected to incorporate the 2013 Growth Plan forecasts for growth to 2041.

TABLE 2-2 TOWN OF OAKVILLE GROWTH FORECAST COMPARISON

Type	2006	2031	Growth
Population	172,000	255,000	83,000
Employment	82,000	127,000	45,000

Source: Table 1, Halton Region Official Plan, 2009 (Interim Office Consolidation, February 18, 2014).

2.3 Local Policy Context

2.3.1 Town of Oakville Livable Oakville Plan

The Town of Oakville Official Plan, 2009 (Livable Oakville Plan) applies to all lands within the town except the North Oakville East and West Secondary Plan areas. The following subsections outline the important employment and commercial land use policies.

Commercial

Commercial uses are outlined in Section 13 of the Livable Oakville Plan. Commercial areas are intended to ensure that an adequate range and variety of goods and services are available to the Town's residents. Four commercial land use designations are incorporated into the Livable Oakville Plan including: Central Business District, Core Commercial, Community Commercial, and Neighbourhoods Commercial. Section 13 outlines a number of key policy directions for commercial lands, including:

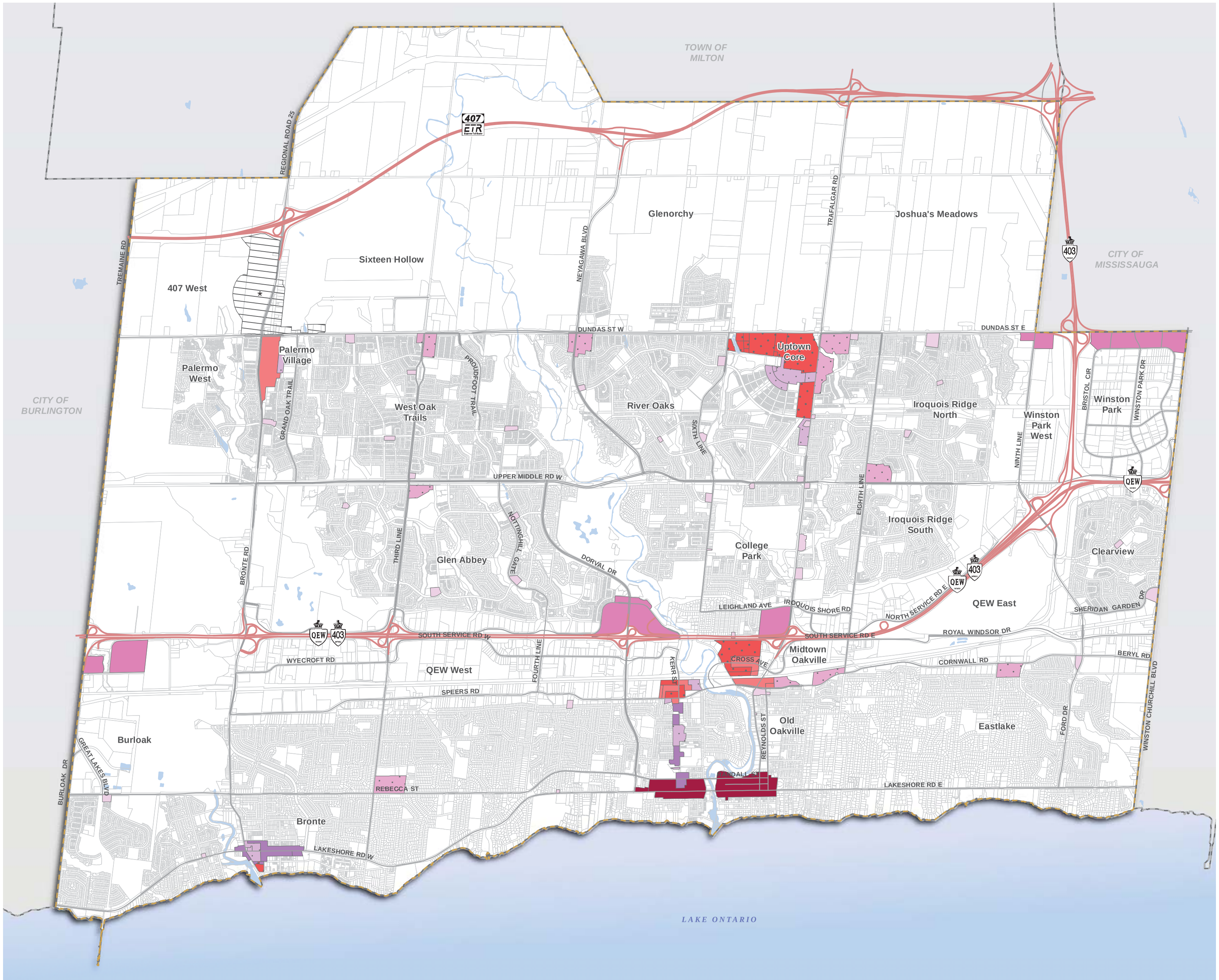
- Commercial areas are to be distributed throughout the Town;
- The primary accommodation of future retail growth is to occur through intensification and redevelopment of existing commercial centres;
- The Core Commercial and Central Business District areas are considered Major Commercial Areas;
- The impact of commercial uses on surrounding residential communities is to be mitigated

KERR VILLAGE COMMERCIAL DISTRICT

through zoning provisions and site plan design; and

- Drive-through facilities may be permitted where service commercial uses are permitted within the Commercial designations unless otherwise not permitted by specific policies in the plan.

Figure 2-4 presents the lands designated under these four land use categories, while Table A2 in **Appendix A** presents the permitted uses.



OAKVILLE

TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

LANDS DESIGNATED FOR COMMERCIAL USE IN THE LIVABLE OAKVILLE PLAN

FIGURE 2-4

- 400 SERIES HIGHWAY
- ARTERIAL ROAD
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- ☐ PROPERTY PARCELS
- ☐ TOWN OF OAKVILLE
- ☐ OTHER MUNICIPALITIES

LIVABLE OAKVILLE OFFICIAL PLAN

- 🟪 COMMUNITY COMMERCIAL
- 🟪 CORE COMMERCIAL
- 🟪 MAIN STREET 1
- 🟪 MAIN STREET 2
- 🟪 NEIGHBOURHOOD COMMERCIAL
- 🟥 URBAN CENTRE
- 🟥 URBAN CORE
- 🟥 CENTRAL BUSINESS DISTRICT

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

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SCALE
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MAP DRAWING INFORMATION:
DATA PROVIDED BY TOWN OF OAKVILLE (2014) AND MNR (2013)

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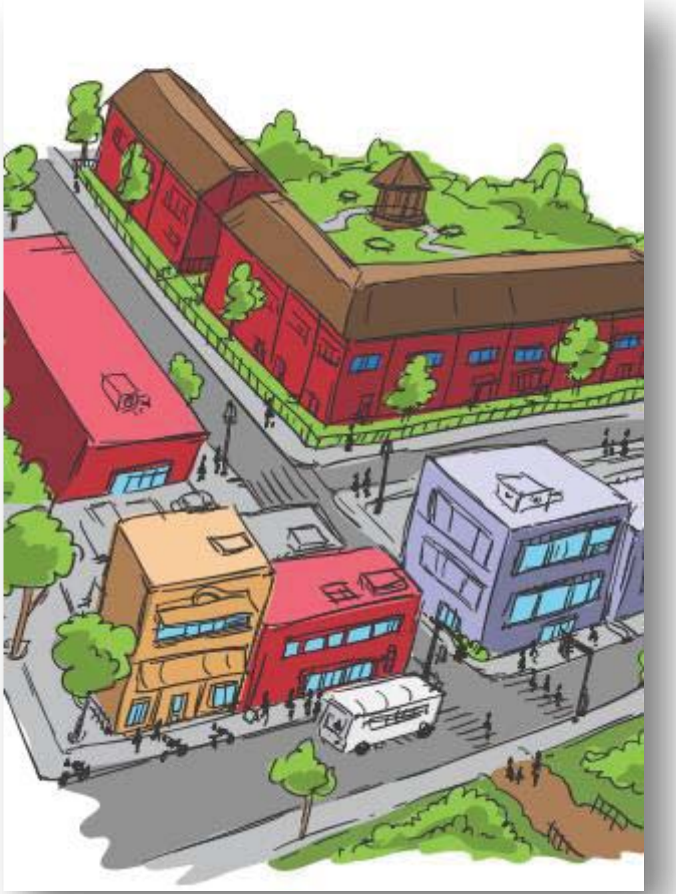
PROJECT: 14-1098
STATUS: FINAL
DATE: 10/14/2016

2.3.2 North Oakville East and West Secondary Plans

The North Oakville lands are generally bounded by Highway 407 to the north, Ninth Line to the east, Dundas Street West to the south and Tremaine Road to the west. Two secondary plans were undertaken for the East and West lands to establish a detailed planning framework for the future urban development of the North Oakville lands. North Oakville is being planned as a compact, pedestrian-oriented, urban community containing a broad range of housing and an extensive open space trail system to be enjoyed by residents and employees. It will include a business park located along Highway 407 in North Oakville East and employment areas in North Oakville West, which will provide a range of employment opportunities to residents including prestige employment and office development at Trafalgar Road and the Highway 407.

Commercial Policies



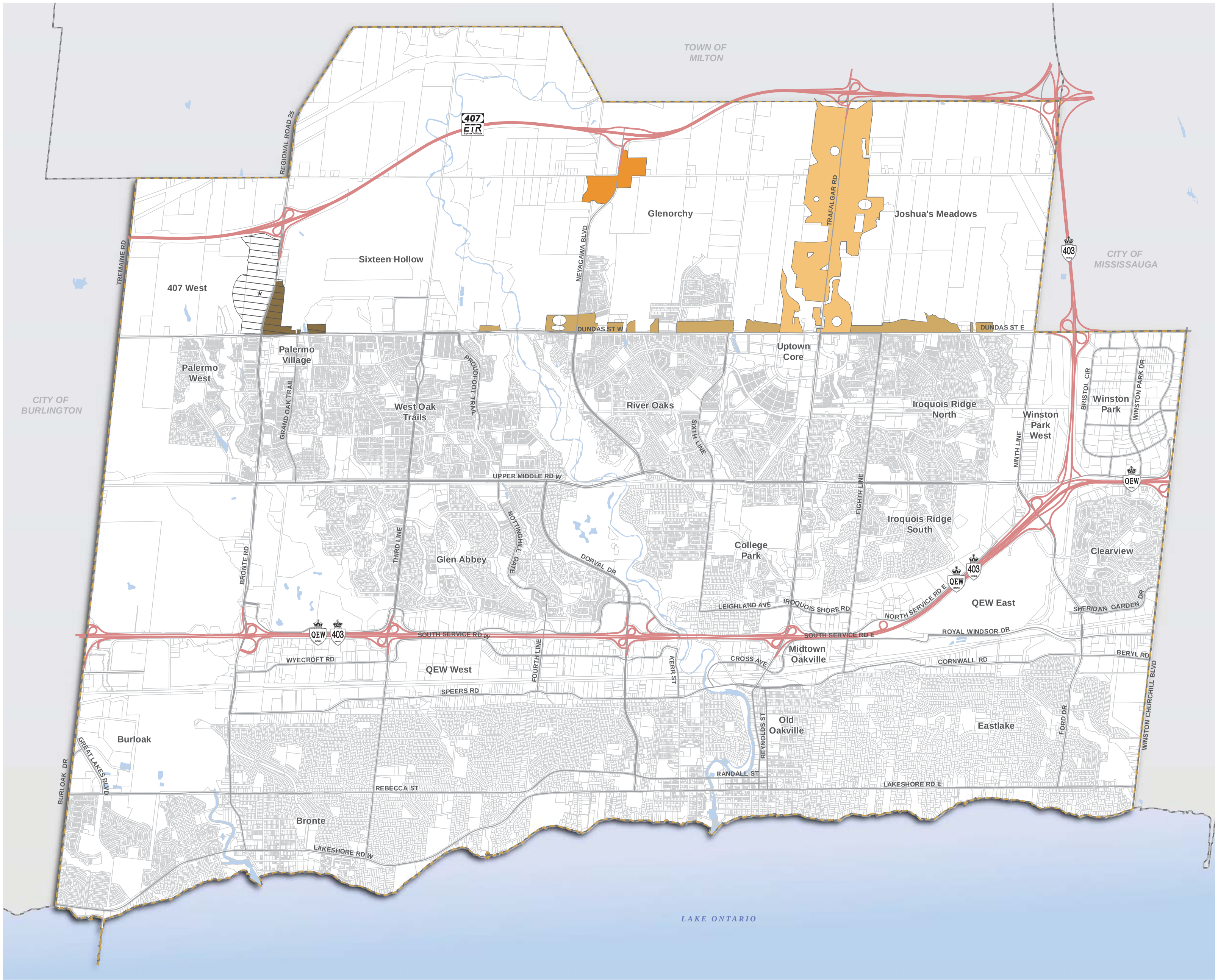
DUNDAS URBAN CORE

The Urban Core Areas land use designation is intended to provide mixed-use development in North Oakville. The three Urban Core Areas that provide a range of commercial opportunities within the North East Secondary Plan are the Trafalgar Urban Core Area, the Dundas Urban Core Area, and the Neyagawa Urban Core Area. In the North Oakville West Secondary Plan, one Urban Core Area is designated - the Palermo Village North Urban Core Area, however these lands are currently subject to an appeal.

The principles for North Oakville's Urban Core Areas include:

- The highest density development should be concentrated on Trafalgar Road in the Trafalgar Urban Core Area;
- Buildings shall be planned on the basis that intensification will occur;
- Development should be designed to be pedestrian and transit friendly; and
- Design excellence shall be promoted and shall convey aspects of the Town's local character throughout the Urban Core Areas.

Figure 2-5 presents the lands designated under these four land use categories within the North Oakville Secondary Plans, while Table A4 of **Appendix A** outlines the permitted uses.



OAKVILLE

TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

LANDS DESIGNATED FOR COMMERCIAL USE IN THE NORTH OAKVILLE SECONDARY PLANS

FIGURE 2-5

- ― 400 SERIES HIGHWAY
- ― ARTERIAL ROAD
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- ☐ PROPERTY PARCELS
- ☐ TOWN OF OAKVILLE
- ☐ OTHER MUNICIPALITIES

NORTH OAKVILLE SECONDARY PLAN

- 🟫 DUNDAS STREET URBAN CORE AREA
- 🟧 NEYAGAWA BLVD. URBAN CORE AREA
- 🟫 PALERMO VILLAGE NORTH URBAN CORE AREA
- 🟨 TRAFALGAR ROAD URBAN CORE AREA

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

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SCALE
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MAP DRAWING INFORMATION:
DATA PROVIDED BY TOWN OF OAKVILLE (2014) AND MNR (2013)

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MAP CHECKED BY: JG
MAP PROJECTION: NAD 1983 UTM Zone 17N

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DILLON CONSULTING

PROJECT: 14-1098
STATUS: FINAL
DATE: 3/7/2016

2.3.3 Zoning

The Town of Oakville Zoning By-law 2014-014 was passed by Council on February 25, 2014 and identifies the zoning that regulates land use within the Town (excluding lands north of Dundas Street which are included in the North Oakville Zoning By-law, described below).

The Town's Zoning By-law provides four commercial zones, which are consistent with the land use designations (C1: Neighbourhood Commercial, C2: Community Commercial, C3: Core Commercial, and C4: Service Station). The permitted uses within each of these zones have been included in **Appendix A.**

The North Oakville Zoning By-law 2009-189 regulates the lands that are located north of Dundas Street. Retail and service commercial of various forms are permitted in nine zones (TUC: Trafalgar Urban Core Area, DUC: Dundas Urban Core Area, NUC: Neyagawa Urban Core Area, NC: Neighbourhood Centre, HDR: High Density Residential, LE: Light Employment, GE: General Employment, SA: Service Area - Employment, and AS: Automotive Service). The permitted uses within each of these zones have been included in **Appendix A**.

2.3.4 Other studies

TRAFALGAR ROAD CORRIDOR PLANNING STUDY

The Trafalgar Road Corridor Planning Study identified nine potential intensification sites south of Dundas, five of which are currently used for commercial uses. These are starred in **Figure 2-6**.

The study was completed in March 2014, and Council endorsed its recommendations including the proposed Official Plan Amendment on March 14, 2014. It determined only three of the nine key potential sites warranted specific land use policy modifications to encourage intensification. The study deferred the recommendations of any of the sites that are currently designated commercial to the Employment and Commercial Review. Therefore, this study reviews only the four sites that are currently designated commercial which were deferred from the Corridor Planning Study:

- Site #1 – Oakville Place Mall was identified to have opportunity for intensification and greater diversification of uses in the long-term future. However, the existing lot coverage is at 25%. Intensification of this site would require parking structures or significant redevelopment of the site to provide for underground parking, and is not likely in the near or mid-term future. This site is subject to Halton Region's Employment Lands overlay designation, which Town staff considers to be a mapping

FIGURE 2-6: SITES TO BE CONSIDERED DURING EMPLOYMENT AND COMMERCIAL REVIEW

error. This designation would have to be removed through a Regional Official Plan Amendment before the Town could consider any land use changes on the site.

- Site #7 – South East corner Postridge Drive & Trafalgar Road is currently a commercial plaza with surface parking, and the property is 1.5 hectares. It is designated Community Commercial. The study suggested a future mixed use designation such as Urban Centre which would allow up to 8 storeys and possibly higher through bonusing. The Community Commercial designation permits a variety of retail and service commercial intended to serve the local surrounding community. However it does not permit residential. As both Trafalgar Road and Postridge Drive are bus routes, it would be appropriate to redesignate this property to Urban Centre Area to allow for residential uses, in line with transit-oriented development principles.

- Site #8 – North East corner Postridge Drive & Trafalgar Road offers excellent intensification opportunities. The study recommended a mixed-use designation such as Urban Core Area to allow for taller built form and variety of land use options while continuing the commercial function of the site. The Urban Core Area designation is primarily assigned to the Midtown Oakville and Uptown Core Areas. This site is not within the Uptown Core Area, but is immediately adjacent to it. Given the surrounding commercial built form, the Urban Core Area designation would be appropriate. The Urban Core Area designation allows a height range of 8 to 12 storeys, with provision for additional stories through bonusing policies. Unlike Site #7, Site #8 is not surrounded by low density residential so issues of transition in height would not be a concern.

- Site #9 – South East corner Dundas Street & Trafalgar Road is designated Core Commercial. For the similar rationale as for Site #8, an Urban Core Area designation would be appropriate.

3.0 Macro Economic and Demographic Trends

The following Chapter provides an overview of the macro-economic factors which are anticipated to influence regional and local employment growth trends and corresponding employment and commercial land needs within the Town of Oakville over the next 20 years.

3.1 Ontario's Shifting Economic Structure

The Ontario economy is facing significant structural changes. Over the past decade, the economic base, as measured by gross domestic product (GDP) output, has shifted from goods-producing sectors (i.e. manufacturing, utilities and primary) to service-producing ones. This trend includes growth in financial services, information technology, business services, health care and social services, government, advanced manufacturing, information and cultural industries, education, training and research, agri-business and tourism.

Much of this economic shift has occurred over the past ten years, driven by GDP declines in the manufacturing sector which were most significant immediately following the 2008/2009 global economic downturn. As illustrated in **Figure 3-1**, the relative share of GDP in the manufacturing sector declined from 21% in 2003 to 13% in 2013. The challenges of the manufacturing sector are also reflected in the Ontario labour force, which declined by 31% over the 2004-2014 period in this sector.[1] However, it is important to note that provincial labour force rates in the manufacturing sector have been relatively stable since 2010.

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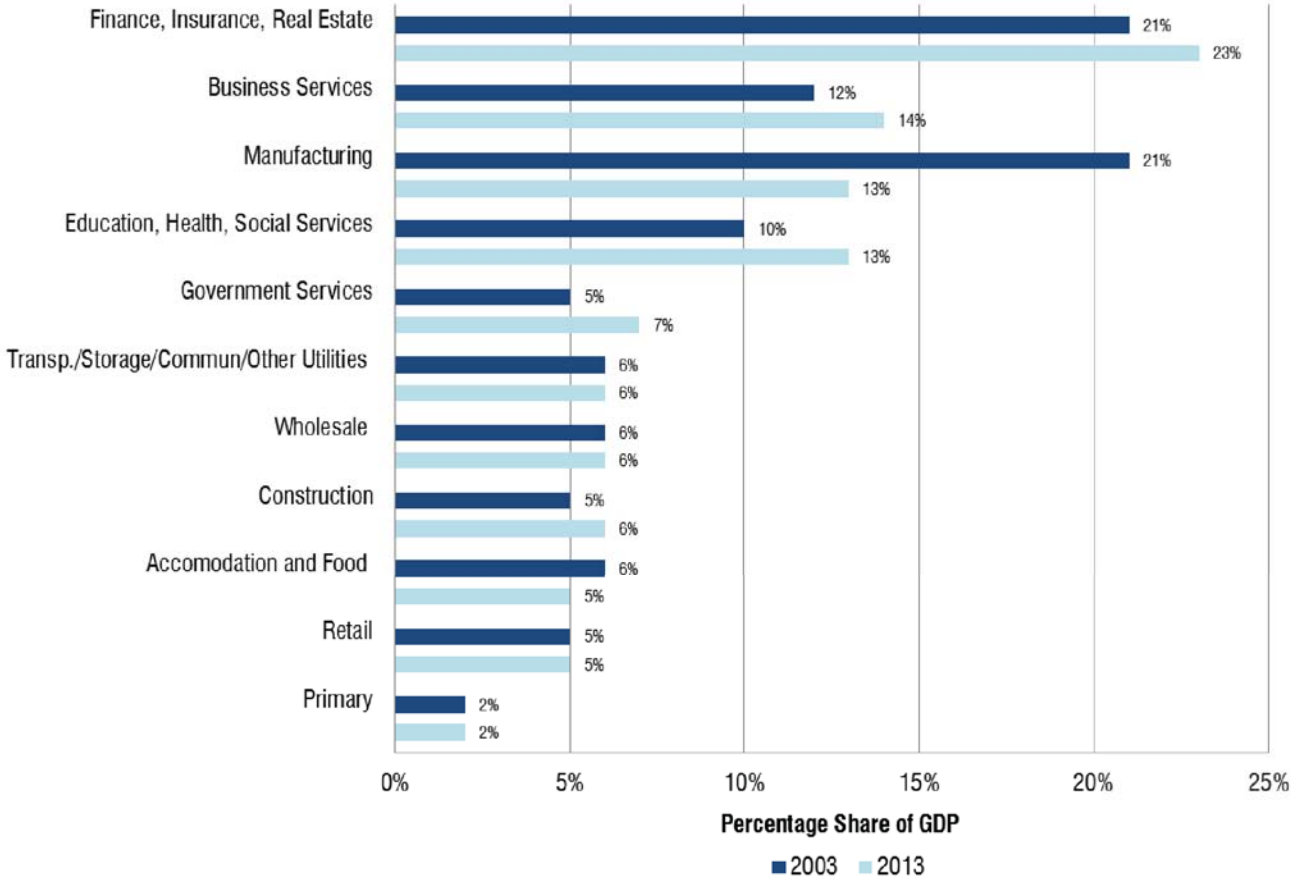
[1] Derived from Statistics Canada Labour Force Survey data by Watson & Associates Economists Ltd.

In contrast, service-based sectors, such as financial and business services, have experienced significant employment increases over the past 10 years. Growth in the service-based sectors has been driven by strong growth in domestic demand, particularly in consumer spending.



Source: Derived from Statistics Canada data by Watson & Associates Economists Ltd.

FIGURE 3-1 PROVINCE OF ONTARIO GDP BY SECTOR, 2003 AND 2013

While manufacturing remains vitally important to the provincial economy with respect to jobs and economic output, this sector is not anticipated to support strong domestic labour force growth in the future. Looking forward, there will continue to be a manufacturing focus in Ontario; however, industrial processes have become more capital intensive and automated as local industries are required to streamline production through increased product innovation, specialization and integration of technology. This means that, as the domestic manufacturing sector continues to gradually recover, employment growth is anticipated to be modest.

3.2 The GTHA Employment Base is Highly Diverse and Steadily Increasing

Figure 3-2 summaries the existing composition of the GHTA employment base as of 2014. Manufacturing remains one of the GTHA's largest employment sectors, accounting for 11% of total employment. Next to manufacturing, the GTHA's largest employment sectors are in the service sector.[2] This includes retail trade, health care and social assistance, educational services, professional, scientific and technical services (PSTS) and finance and insurance. The GTHA also has significant employment in a number of industrial sectors including wholesale trade, transportation and warehousing and construction.

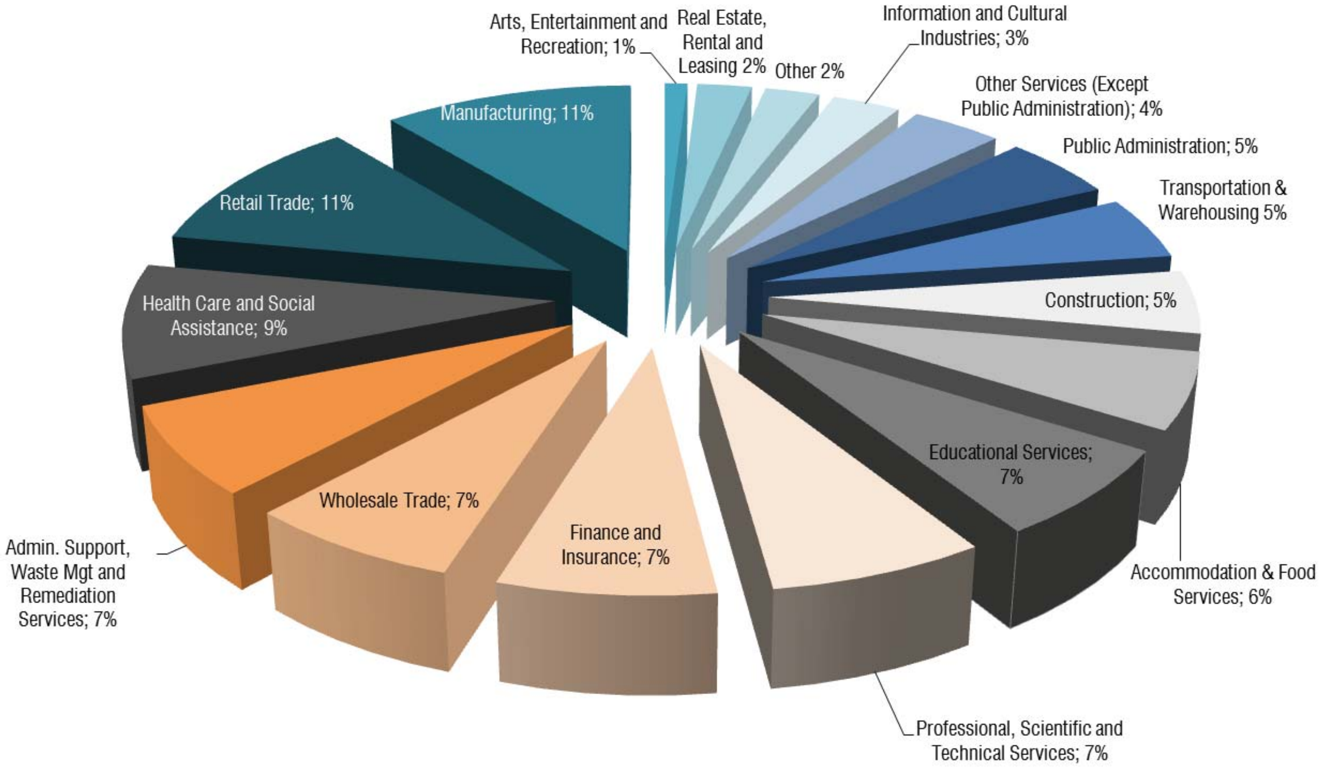


FIGURE 3-2 GTHA EMPLOYMENT BY SECTOR, 2014

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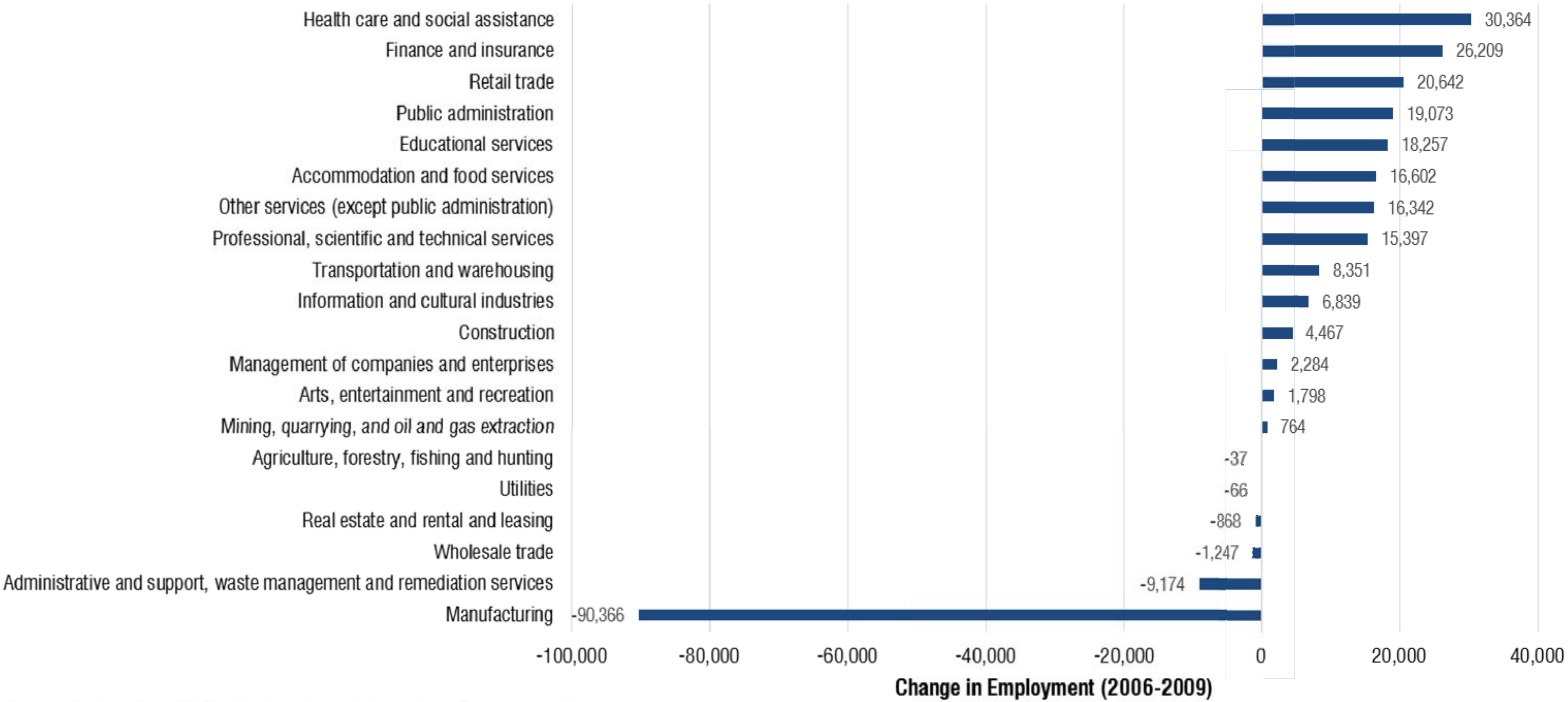
[2] Based on employment

Similar to the provincial economy as a whole, the nature of the GTHA economy is changing. Over the past 20+ years, the composition of GTHA employment has gradually shifted from a goods-producing economy to a service-producing economy. **Figures 3-3** and **3-4** summarize recent GTHA employment growth trends by sector over the 2006-2009 and 2010-2014 periods, respectively. During both of these selected periods, GTHA employment levels steadily increased in almost all major sectors of the service sector economy. A number of the "knowledge-based" uses within the service sector are permitted on employment lands across the GTHA and represent a growing share of the employment base on employment lands, most notably in the most heavily populated urban GTHA municipalities.

GROWTH EXPECTED IN ALL SECTORS OF THE SERVICE SECTOR ECONOMY

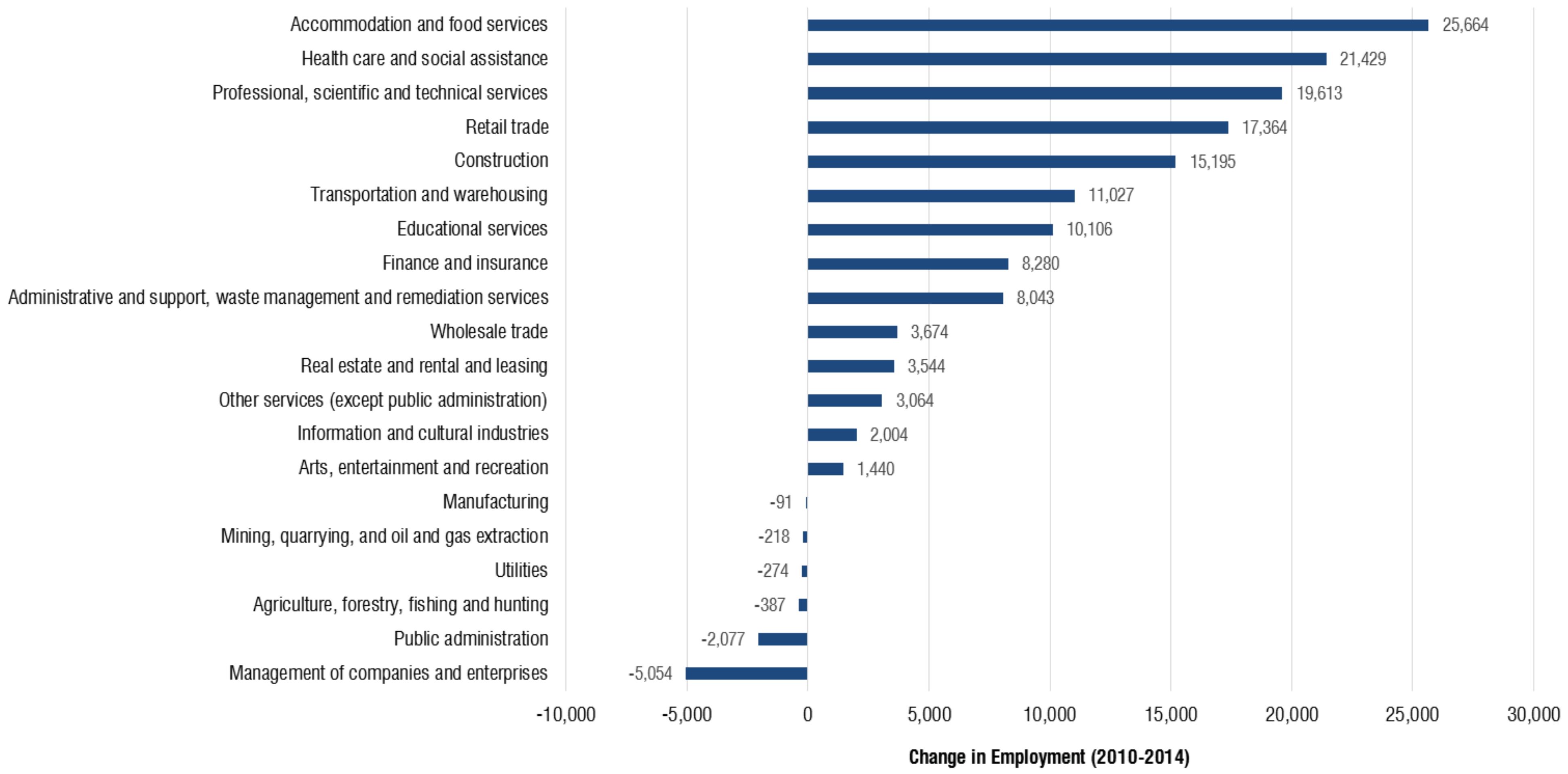
Strong population growth across the GTHA has also fueled steady growth in population-related employment sectors including retail and accommodation and food services. Lastly, a steady rebound in non-residential development activity has supported strong employment growth in the construction sector.

The GTHA has also experienced significant employment growth in the goods movement sector over the past decade. Structural changes in the global economy continue to drive the need for new consolidated, land-extensive warehousing facilities in competitively priced markets with adequate potential for future expansion (typically located in greenfield areas) to store and manage the distribution/transportation of goods. This trend continues to pose challenges regarding land utilization and intensification in established industrial areas, which generally have been negatively impacted by the decline in the manufacturing sector.



Source: Derived from EMSI data by Watson & Associates Economists Ltd.

FIGURE 3-3 GTHA EMPLOYMENT GROWTH BY SECTOR, 2006-2009



Source: Derived from EMSI data by Watson & Associates Economists Ltd.

FIGURE 3-4 GTHA EMPLOYMENT GROWTH BY SECTOR, 2010-2014

Over the next 30 years, considerable new residential and non-residential growth is anticipated across the GTHA. In accordance with the Provincial Growth Plan (Places to Grow)[3], the population of the GTHA is forecast to increase from 6.84 million in 2011 to 10.13 million in 2041, an increase of 3.3 million persons. The area is also forecast to add approximately 1.4 million jobs over the same time period. This represents a substantial increase in population and employment relative to other North American metropolitan regions of comparable population. The strong growth potential anticipated for the GTHA is largely tied to the strength and diversity of the area's industry clusters.

Ultimately, the aggregate indicators of the GTHA's economic performance are determined in large measure by the competitiveness of its industry clusters[4]. An expanding export base is a key component to the economic prosperity of the local economy and surrounding area, because exports bring money into the local market to be circulated among local-serving enterprises and their employees. While the GTHA faces increasing global competition, the regional economy is comprised of a highly diverse mix of industry clusters related to manufacturing, technology and services. This diversity is a key strength of the GTHA economy, with most of the top traded industry clusters throughout North America having a strong presence in this region.

3.3 GTHA Trends in Industrial/Office Development Activity

3.3.1 GTHA Industrial Development Activity

Over the past five years, industrial development has been largely oriented to large-scale industrial buildings housing wholesale trade, transportation/warehousing and multi-tenant industrial condominiums, accommodating a range of industrial and non-industrial uses. **Figure 3-5** summarizes new industrial building completions in the GTHA during the 2006-2014 period, expressed in gross floor area (GFA). As illustrated, the GTHA experienced significant growth in industrial development between 2006 and 2009, peaking at 8.8 million sq.ft. (~ 818,000 sq.m.) in 2008. With the onset of the 2008/2009 global economic recession, development activity dropped sharply in 2009 to 5.0 million sq.ft.· (~465,000 sq.m.) and declined further in 2010 to 1.4 million sq.ft. (~130,000 sq.m.).

Since bottoming out in 2010, the GTHA industrial sector has been steadily rebounding; however, recent industrial development activity (2011 to 2014) remains below pre-recession

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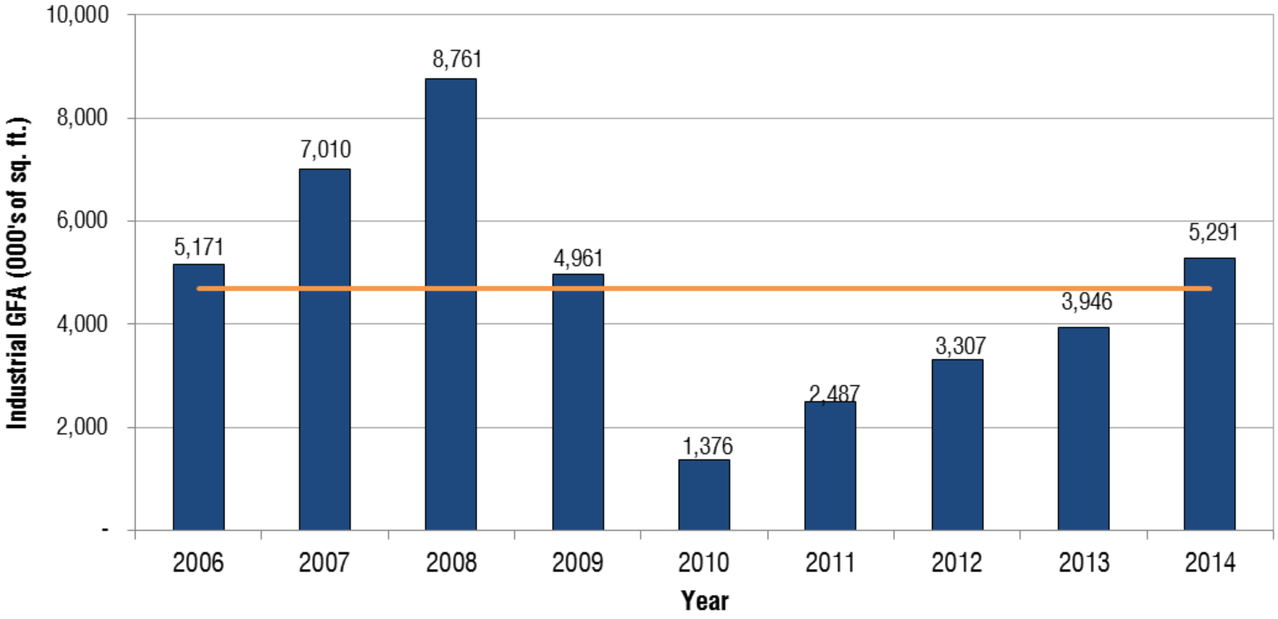
[3] Growth Plan for the Greater Golden Horseshoe, 2006. Office Consolidation, June 2013. Ontario Ministry of Infrastructure.

[4] A cluster is a set of inter-linked private sector industries and public sector institutions, whose final production reaches markets outside of the local market.

levels. Coinciding with the increase in industrial development activity since 2010, vacancy rates have declined gradually and net market rents have risen, albeit at a marginal rate.



Source: Data from DTZ Barnicke and Colliers International, compiled by Watson & Associates Economists Ltd.

FIGURE 3-5: INDUSTRIAL DEVELOPMENT WITHIN THE GTHA ('000S GFA), 2006-2014

Over the 2006-2014 period, Peel Region accommodated nearly half (48%) of GTHA industrial development. Halton Region accounted for 21% of industrial development activity during this time, followed by York Region (16%), City of Toronto (6%), Durham Region (4%) and the City of Hamilton (5%).

The majority of recent industrial development in the GTHA has been focused largely along the Highway 401 corridor in Mississauga, Brampton and Milton, and in the Highway 400/407 area of Vaughan.

3.3.2 GTHA Office Development Activity

Figure 3-6 summarizes new office building completions (expressed in GFA) in the GTHA during the 2006-2014 period.[5] As shown, office development has exhibited strong growth since 2006, despite the recent economic downturn, averaging between approximately 1 and

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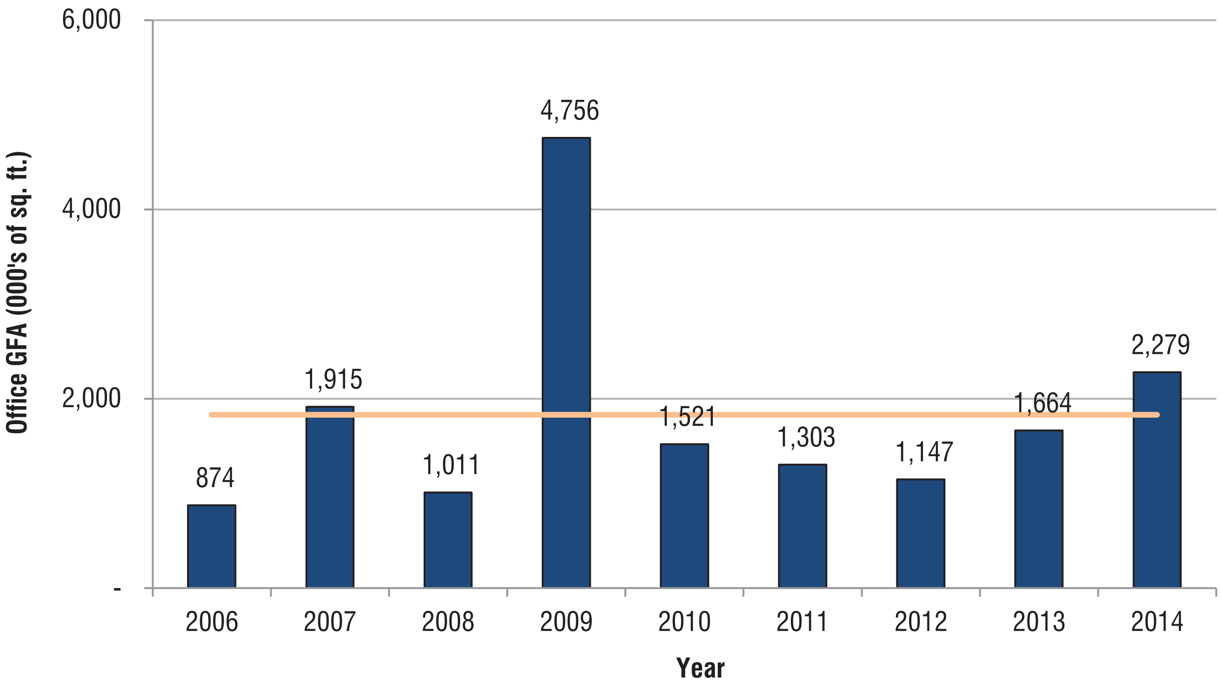
[5] Excludes City of Hamilton for which data was unavailable.

2 million sq.ft. (~186,000 sq.m.) per year except in 2009.[6] In 2014, office development activity totalled 2.3 million sq.ft. (~214,000 sq.m.), moderately higher than the historical annual average over the 2006-2014 period. During this period, close to 50% of office development has occurred within the City of Toronto, primarily the downtown core. Since 2006, Halton Region has accounted for approximately 12% of new office construction within the GTHA, which has been primarily concentrated along the Queen Elizabeth Way (QEW) corridor in the Town of Oakville and the City of Burlington.



Source: Data from DTZ Barnicke and Colliers International, compiled by Watson & Associates Economists Ltd.

FIGURE 3-6 OFFICE DEVELOPMENT WITHIN THE G.T.H.A. (G.F.A.), 2006-2014

3.3.3 GTHA Market Trends

This subsection of the report addresses retail development trends and activity in the GTHA. The data summarized was provided by the Centre for the Study of Commercial Activity at Ryerson University (CSCA). The data represents total retail and vacant space, for each municipality in the GTHA. It has been compiled from 2007 to 2013, the most recent year

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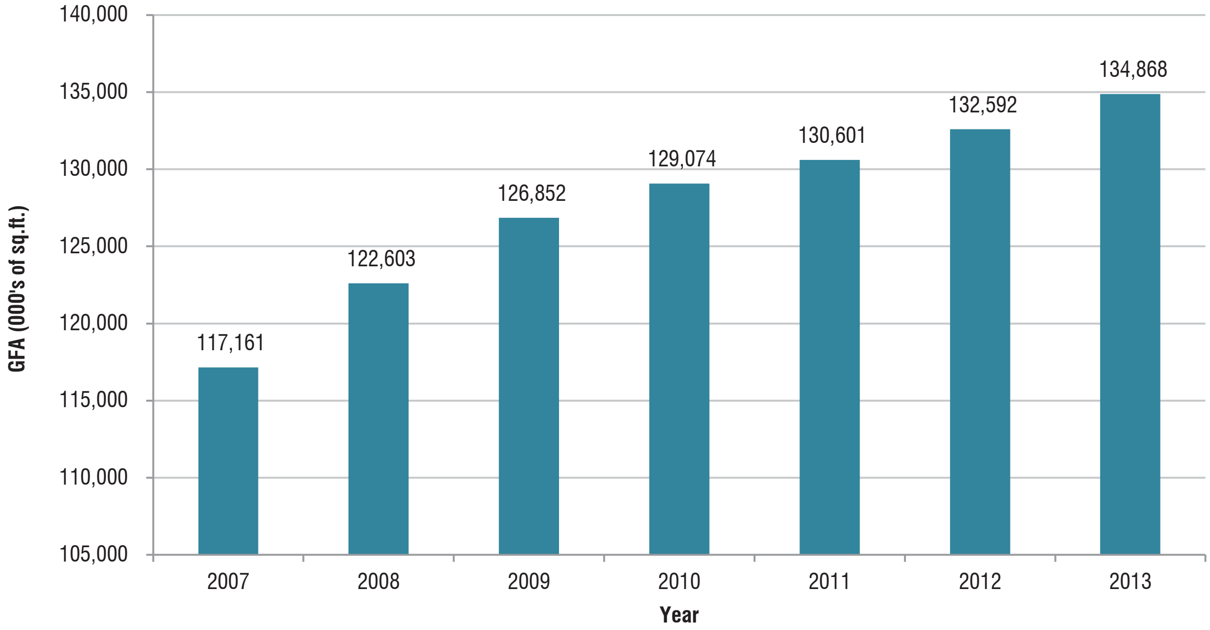
[6] The significant amount of office development in 2009 (compared to other years) is largely attributed to two large-scale office towers (over 1 million sq.ft. or roughly 93,000 sq.m. each) developed in the Toronto core.

available from CSCA. The data is summarized in **Figure 3-7**, below. It is based on the overall amount of retail and vacant space in each component municipality of the GTHA.

The data indicates that the amount of retail and vacant space has been experiencing annual increases since the beginning of the study period, 2007. There was approximately 117 million square feet (~1.08 million square metres) of retail and vacant space in 2007. This figure increased to approximately 135 million square feet (~1.25 million square metres) by 2013.

Growth over this time period was influenced by various forms of retail development. The earlier portions of the study period were influenced most directly by the proliferation of power centres. More recently, the GTHA has experienced an intensification of regional scale shopping centres, downtown mixed use development and the introduction and expansion of factory outlets.

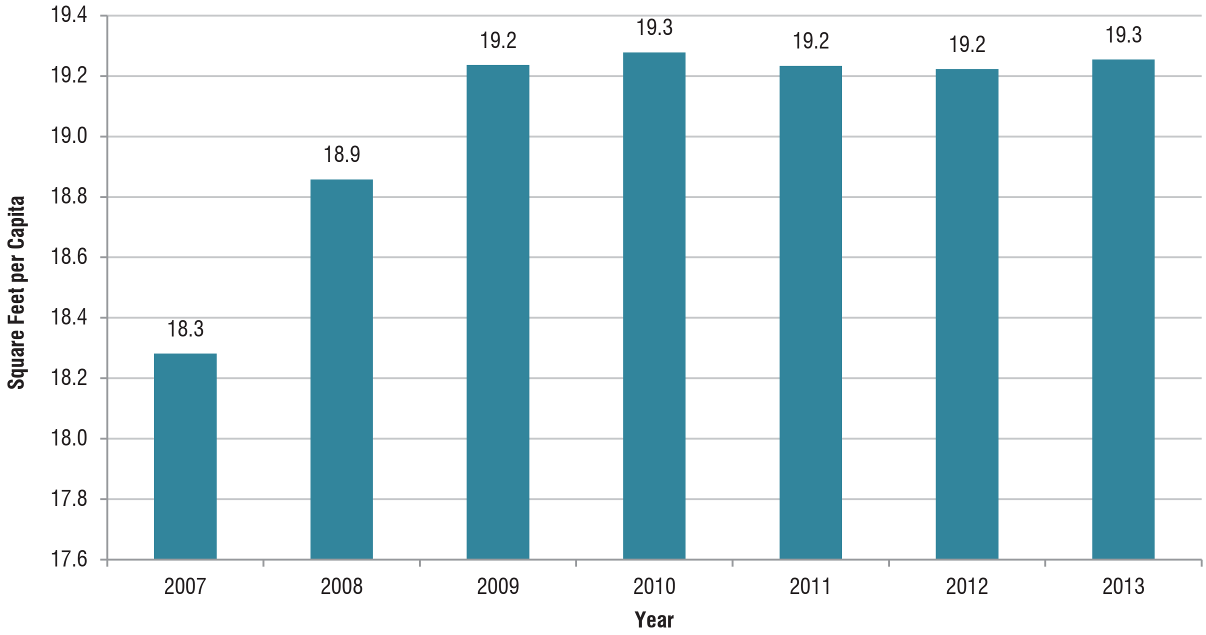


Source: Retail Database 2007-2013, Centre For the Study of Commercial Activity (CSCA)

FIGURE 3-7: GTHA RETAIL AND VACANT SPACE (GFA), 2007-2013

The per capita amount of retail and vacant space is indicated in **Figure 3-8**, below. The data indicates an increase from 18.3 square feet (~1.7 million square metres) per capita in 2007 to 19.3 square feet (~1.8 million square metres) per capita by 2013. However, the average per capita figure has remained relatively constant from 2009 to 2013, between 19.2 and 19.3 square feet (~1.8 million square metres) per capita.

These figures are indicative of the tightening of the supply of commercial land which has been, at least partially, influenced by the Growth Plan. These figures are also influenced by the reduction of the number of Greenfield sites, and conversely, the intensification of downtowns/main streets, mixed use sites which typically include retailers with smaller formats than Greenfield sites. The requirement for retail space has also been impacted by e- commerce, which, according to Statistics Canada, accounted for 1.5% of retail sales in 2012. Consumer and industry trends that are impacting demand for retail space are further discussed in Chapter 4.



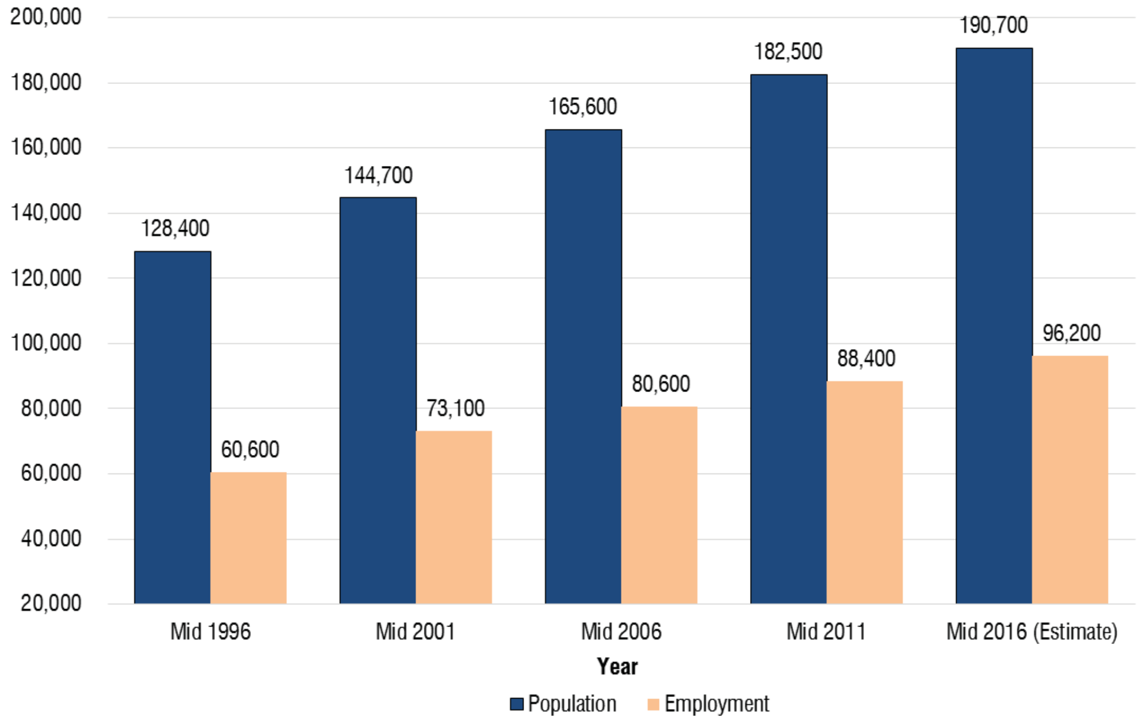
Source: Retail Database 2007-2013 (CSCA) and Estimates of Population, *Table 051-0062*, Statistics Canada.

FIGURE 3-8: GTHA RETAIL AND VACANT SPACE PER CAPITA, 2007-2013

3.4 Planning for Growth in the Town of Oakville

In many respects, Oakville's long-term employment potential is largely tied to the success of the GTHA as a whole. The GTHA represents the economic powerhouse of Ontario and the centre of much of the economic activity in Canada. With a robust economy and diverse mix of export-based employment sectors, the GTHA region is highly attractive on an international and national level to new businesses and investors. The area also has a strong appeal given its proximity to regional infrastructure, including the Toronto Pearson International Airport (TPIA), an international airport in the City of Hamilton, access to provincial highways, inter-modal facilities, and proximity/access to skilled labour and post-secondary institutions. The above attributes of the GTHA have produced a highly competitive and diverse employment market. As a result, all of the upper-tier/single-tier municipalities across the GTHA have been successful, to varying degrees, in attracting a variety of industries within a broad range of industrial, office, retail and institutional sectors. In turn, this continues to support strong population growth levels largely driven by international and inter-provincial net migration.

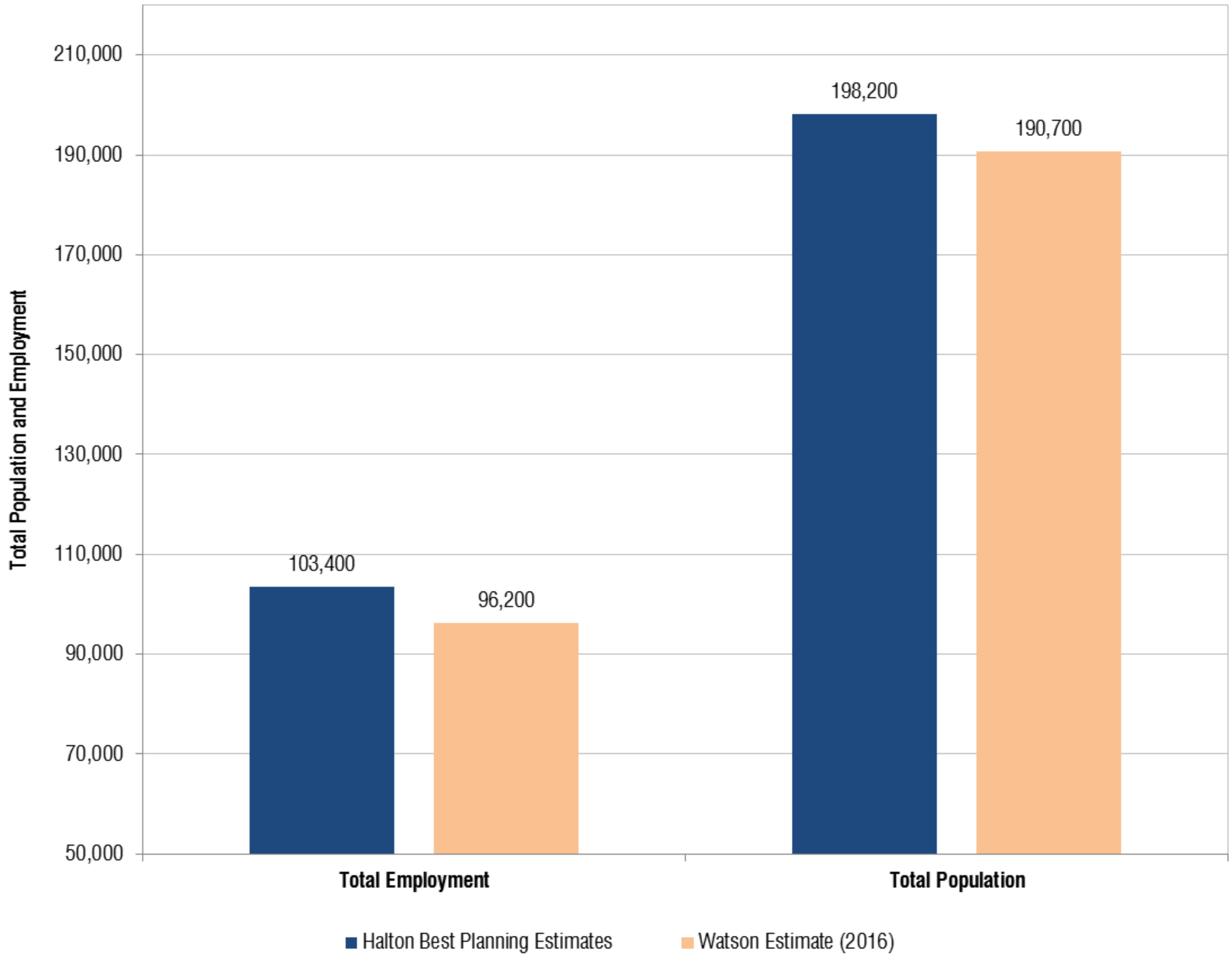
The strength of the regional GTHA economy has presented, and continues to present, a tremendous opportunity for the Town of Oakville. Historically, population growth within the Town of Oakville has steadily increased largely as a result of local business growth as well employment opportunities within the surrounding market area. Between 1996 and 2016 it is estimated that the Town's population and employment base will increase by 62,300 persons and 35,600 jobs, as summarized in **Figure 3-9**. This represents an annual population and employment growth rate of 2.0% and 3.1%, respectively.



Notes: 1) Population excludes undercount; 2) Employment includes No Fixed Place of Work and Work at Home.
Source: Statistics Canada, Census 1996-2011. 2016 is an estimated by Watson & Associates Economists Ltd.

FIGURE 3-9 TOWN OF OAKVILLE, POPULATION GROWTH, 1996 - 2016

While Oakville has historically experienced steady population and employment growth, the Town's 2016 population estimates are expected to fall short of the 2016 population forecast for the Town as set out in the June 2011 Best Planning Estimates (BPE) by approximately 7,500 people as summarized in **Figure 3-10**. This shortfall is largely due to development delays in North Oakville as opposed to a lack of market demand. Looking forward to 2031, it is anticipated that the Town will remain on track to achieving the long-term population growth projections set out in the Halton BPE.



Source: Halton Region Best Planning Estimates, 2011 and Watson & Associates Economists Ltd.

FIGURE 3-10 COMPARISON OF HALTON REGION B.P.E. 2016 FORECAST TO 2016 POPULATION AND EMPLOYMENT ESTIMATES

Current (2016) employment estimates are also well below the 2016 Halton BPE employment forecast for the Town of Oakville. Based on current estimates, the 2016 employment base for the Town of Oakville is approximately 96,200, approximately 7,200 fewer jobs than the 2016 Halton BPE employment estimate. This shortfall is a result of lower job growth in the industrial sector in Oakville than what was forecasted in the Halton BPE. While the industrial sector in Halton Region and the Town of Oakville is gradually recovering from the 2008/2009 global economic downturn, it is anticipated that forecast industrial growth for the Town of Oakville will fall short of the 2031 Halton BPE forecast. This shortfall is anticipated to be offset by stronger than anticipated long-term employment growth in the office, retail and institutional sectors.

By 2031, Oakville's population and employment base are forecast to reach 246,400 and 128,400 respectively.[7] This represents an increase of approximately 64,000 persons and 40,000 jobs from 2011. By 2041 the Town's population and employment base could reach 265,000 and 136,000, people and jobs respectively.[8]

Given the steady rate of future population and employment forecast for the Town of Oakville, it is important that the Town's long-term commercial and employment land needs are assessed in a comprehensive manner. This includes a review of opportunities to accommodate long-term employment growth on designated and future non-residential areas through intensification and Greenfield development. While the 2014 PPS limits municipalities to a 20-year time horizon regarding the designation of urban land, it does permit planning authorities the ability to plan beyond a 20-year period regarding the long-term protection of employment areas, provided that lands are not designated beyond the identified planning horizon.

Employment uses on employment lands (i.e. manufacturing, warehousing and logistics) typically require large tracts of land with good access to trade corridors near major highway interchanges and other major transportation facilities (such as ports, rail yards, intermodal facilities and airports). Both the Growth Plan and the PPS contain policies which protect employment areas in proximity to major goods movement facilities and corridors which require those locations. As such and knowing Oakville's boundaries are fixed, consideration should be given to reserving strategically important land for future employment purposes throughout the Town of Oakville, no matter how long in the future they may be needed.

3.5 How Does Population Growth Impact Demand for Commercial and Employment Lands?

Population growth impacts the need for non-residential lands in different ways. Population-related development (i.e. retail commercial, personal service uses and institutional uses) is automatically attracted to locations convenient to local residents. Generally, as the population grows, the demand for population-related development also increases to service the needs of the local community (subject to available services within the surrounding market area).

Industrial development (i.e. export-based industries), on the other hand, are not directly linked to local population growth and tend to be more influenced by broader market conditions (i.e. regional economic competitiveness, transportation access and distance to employment markets), as well as local site characteristics such as servicing, highway

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[7] In accordance with the June 2011. Halton Region Best Planning Estimates (B.P.E.).
[8] Watson & Associates Economists Ltd. 2015.

access and exposure, site size/configuration, physical conditions and site location. As a result, industrial employment is not necessarily anticipated to increase in direct proportion to population growth. For these reasons, considerable effort has been undertaken in Chapter 7 to provide a detailed assessment of local historical employment trends and the competitive position of the Town's employment within the surrounding market area, as well as the strengths and weaknesses of the Town's designated employment areas.

3.6 Conclusions

The Ontario economy has experienced significant volatility over the past decade, including a period of strong economic growth followed by an economic recession and subsequent gradual recovery. This recovery has been more pronounced within the GTHA relative to the remaining Province of Ontario as a whole. This has largely been a result of the ability of the GTHA's economy to adapt to an economy which is increasingly driven by the service sector. Looking forward, the export-based employment sectors within the GTHA are forecast to steadily increase, especially those tied to "knowledge-based" sectors.

As a result of the Town's strong attractiveness to knowledge-based sectors, the distribution of employment on employment land in Oakville has been, and will continue to be, highly concentrated in the office sector. Locational qualities that support office sector growth, such as proximity to transit, amenities and services, play a significant role in the attraction and retention of office investment.   Employment growth within the Town's employment areas will ultimately be driven by demand from a broad range of goods producing, knowledge-based and employment supportive sectors. In turn, this drives local population growth within the Town and the need for population-related employment (i.e. retail commercial, personal services and institutional uses).

Notwithstanding the economic growth potential for the Town, regional competition within the GTHA for the talent necessary to support innovation, investment and entrepreneurship are fierce. As the GTHA and broader Ontario economy becomes more premised on knowledge-based activities, Oakville will need to continue to position itself as a hub for innovation to capitalize on the human capital that currently exists while encouraging ongoing entrepreneurship, innovation, business development and investment retention.

The Town's growth outlook and long-term land needs related to commercial retail employment is discussed in detail in Chapters 4, 5 and 6. Chapters 7 and 8 provide a detailed assessment of the Town's long-term growth potential on employment lands and associated land needs.

4.0 Commercial Market Demand

4.1 Commercial Market Demand Methodology

For this review, a work plan based on consumer research was designed which included field inspections and a detailed commercial market demand analysis in the Town of Oakville. **Appendix B** provided at the end of this report summarizes the research and analysis that was conducted in February 2015. The approach used is outlined below in greater detail.

- *Review and Assessment of Retail Trends in Ontario*
  A review of the shopping centre and retail development industries trends influencing the future supply of retail space in the Town was undertaken. This information is useful as a guideline to plan for long term retail needs.

- *Study Area Delineation*
  For the purpose of the retail commercial market demand analysis, the Study Area was delineated by dividing the Town into three zones that are identified as South Oakville, Northwest Oakville and Northeast Oakville.

- *Inventory of Existing Commercial / Retail and Service Space*
  An inventory of the Town's retail, service and vacant commercial space was undertaken. This information was used to determine the base year level of supply and the competitive mix of retail and services in the Town.

- *Consumer Research*
  Various survey methods were used involving over 4,500 data points. These surveys included a licence plate survey of vehicles to assess the customer draw of existing centres, an in-home consumer telephone survey to determine Town residents' current shopping and expenditure patterns, and an on-street customer survey to determine shopping patterns in the town's "Main Street" Growth Areas - Bronte Village, Kerr Village and Downtown Oakville.

- *Population and Expenditure Forecast*
  Population levels were forecast for the study period from 2014 to 2041. Based primarily

on Census and Statistics Canada information, Non-Food Oriented Retail (NFOR)[9] and Food Oriented Retail (FOR)[10] expenditure volumes were also forecast for the study area over this period.

- *Retail Space Market Demand Analysis*
  Based on existing and anticipated shopping patterns identified from the consumer research, retail trends and the expenditure volumes determined above, the long-term market demand and opportunity for retail commercial floor space in the Town was determined.

- *Service Space Opportunity Analysis*
  In addition to the retail space market demand analysis, a forecast of the opportunity for additional service uses in the Town was undertaken. Demand for service space over the study period (to 2041) has been forecast based on per capita space benchmarks.

- *Estimate of Commercial / Retail Land Needs*
  Based on the results of the retail and service space market demand analysis outlined above and various development coverage ratios, a forecast of future retail commercial space requirements was prepared for a range of land supply options.

This methodology resulted in identification of the market demand and opportunity for retail commercial floor space that could be supported in the Town, which is summarized in the following chapters.

4.2 Commercial Trends

The retail sector is dynamic and constantly changing in response to the marketplace. Changes in the way consumers are shopping, where they are shopping, socio-economic conditions, diversifying lifestyles patterns and evolving population and household demographics, are some of the many factors that are influencing Canadian retailing. The following discusses some of the trends that influence the future development of Oakville's retail sector.

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[9] For the purpose of this analysis NFOR is comprised of the following merchandise categories: Department Stores; General Merchandise; Clothing & Accessories; Furniture, Home Furnishings & Electronics; Pharmacies & Personal Care; Building & Outdoor Home Supplies; Miscellaneous Retailers and Automotive Parts, Accessories & Tire stores.

[10] For the purpose of this analysis FOR is comprised of the following merchandise categories: Supermarkets & Other Grocery Stores; Convenience Stores; and Specialty Food Stores such as meat markets, fish and seafood markets, fruit and vegetable markets and other specialty food stores.

4.2.1 Urban Intensification Pressures

Oakville, like many other urban Canadian municipalities, has a limited amount of Greenfield development land available. Growth targets and land constraints have resulted in increasing densities for all types of development, including commercial. The following chapter provides an overview of various real estate related market trends that may influence the development of new retail commercial space in Oakville in the future.

Throughout the Province and in Oakville in particular, the supply of available Greenfield retail sites is tightening, particularly in those municipalities under the jurisdiction of the Growth Plan. Accordingly, the pressure to maximize retail development opportunities, particularly in the best commercial locations, is increasingly resulting in developers seeking opportunities to intensify sites with new urban format centres.

The underlying principle of retailing, “location, location, location” continues as the primary factor behind retail intensification. The locations which offer the best access, visibility and exposure characteristics remain the most valuable for shopping centres/retail nodes in general, and for intensification opportunities in particular.

The success of shopping centres/retail nodes are driven by location and, therefore, consumer accessibility. As population densities are increased and public transit infrastructure initiatives are realized, the emphasis on catering to the automobile-oriented customer will be diminished for some shopping formats. The potential for intensification is related to accessibility in the form of roads, transit or nearby residential / employment populations.

CONSUMER ACCESSIBILITY WILL CONTINUE TO BE A LEADING FACTOR IN THE SUCCESS OF RETAIL NODES

The tightening supply of retail space has some tenants achieving higher sales performance levels, and operating smaller stores in fewer locations. In terms of large space users, retailers such as Walmart, Costco, Canadian Tire, Home Depot and others have introduced new urban format stores. These concepts include multi-level stores with a large floor plate operating above ground level, placing the retail building on ‘stilts’ to accommodate ground level parking underneath the store. With increasing land costs, retailers are investigating new format centres designed to achieve greater levels of intensification, including a focus on mixed use development.

In the Oakville context, multi-level retailing exists primarily in Oakville Place. Multi-level retailing includes a single store operating on more than one level, such as the department stores in Oakville Place. It can also include retail operators on the second level of retail centres. Multi-level retailing for mid-box tenants will become more prevalent in the future. Examples of a mid-box, second level anchor tenant include Whole Foods at Lansdowne Park in Ottawa, and Winners and Loblaws on Queen Street West in Toronto.

Multi-level retail also exists as a component of mixed-use development. This type of development is more prevalent in the major urban centres of Toronto and Vancouver. However, this development does provide insight into the future development patterns anticipated in Oakville.

Ultimately, intensification is a direct result of land economics. Increased customer accessibility leads to the potential to achieve greater investment returns through more efficient land uses. Accessibility, in the forms outlined above, provides incentive for intensification of shopping centre sites and other sites within retail nodes.

4.2.2 Tenant Trends Influencing Future Demand for Retail Space

The following subsection provides an overview of recent trends in the Canadian retail sector that may influence the demand for new retail space in Oakville in the future.

BLURRING OF RETAIL CHANNELS

In the past, most retailers tended to focus on one particular line of merchandise. For example, grocery stores focused on food and drug stores focused on health related products. Recent changes in retailing have resulted in a tendency to create a 'one-stop shopping' experience in order to increase market share. Many retailers, which previously offered specific product lines, now offer a much wider range of merchandise. These retailers include Shoppers Drug Mart, Walmart, Canadian Tire and Winners, as well as many others.

WALMART HAS HAD SIGNIFICANT SUCCESS BY EXPANDING THE RANGE OF MERCHANDISE AVAILABLE WITHIN ITS STORES

CONSOLIDATION

Many major Canadian chains have increased their scale even further through acquisitions. Examples include:

- Canadian Tire Limited $0.8 billion acquisition of the Forzani Group;
- Sobeys Inc. $5.8 billion purchase of Canada Safeway Inc.;
- Leon's' Furniture Ltd. $0.7 billion purchase of The Brick Ltd.; and
- Loblaw Companies Limited $12.4 billion purchase of Shoppers Drug Mart Corporation.

The Centre for the Study of Commercial Activity (CSCA) at Ryerson University has noted that the top three retail organizations account for more than 25% of all retail sales in Canada. These acquisitions which have resulted in such large retail companies may result in more limited demand for new retail locations, as retailers may choose to serve a broader market from fewer locations offering a wider range of merchandise.

THE LOBLAW COMPANIES LIMITED PURCHASE OF SHOPPERS DRUG MART WAS A RECORD CONSOLIDATION AS IT MERGED THE COUNTRY'S LARGEST GROCERY CHAIN WITH CANADA'S BIGGEST PHARMACY BUSINESS

CATEGORY KILLERS

The recent announcements of store closures in chains such as Best Buy/Future Shop and Staples have been due, at least partially, to the influence of the internet. However, we note that these closures were overdue and instead are indicative of the evolutionary process of streamlining these business models.

These types of mid-box retailers will continue to operate in the Canadian marketplace. The best retailing locations in the largest markets will continue to be serviced by larger format retailing venues providing greater product selection, more customization options, showrooming, on-site pick up and interactive service.

DEPARTMENT STORES

The department store continues to be an important component of the retail sector. Walmart's dominance in this category has reshaped the Canadian retail landscape and the department store industry continues to evolve.

Target entered the Canadian market through the purchase of the Zellers chain from Hudson's Bay Company in 2011. Target's first Canadian stores opened in 2013 and were the first new department stores in Canada since Walmart's purchase of Woolco in 1994.

TARGET CLOSURE IS EXPECTED TO PROVIDE NEW OPPORTUNITIES FOR OTHER RETAILERS

The closure of Target in early 2015 is viewed by many industry experts not to be an indication of a decline in the Canadian market, but rather the shortfall of a poorly executed plan by Target.

The exit of Target is providing new opportunities for other retailers. Walmart, Canadian Tire and Lowes will operate in 38 of the former Target locations. Other former Target spaces are being remerchandised into other retail uses, and some will become non-retail space such as offices. Discussions with South Oakville Centre management have indicated that the former Target space will remain in operation as retail space; however, the format has not been finalized.

Target's exit from Canada has created approximately 15 million square feet (~1.4 million square metres) of available space and it will take considerable time for the Canadian market to adapt and re-use this volume of space.

Nordstrom's entry into Canada has been more strategic than Target's. Nordstrom's has opened stores in Calgary and Ottawa. Other locations under development include two in Toronto, one in Vancouver and one at Mississauga Square One. In addition, Nordstrom has also announced its plans to open 12 to 15 of its discount chain stores, Nordstrom Rack, in Canada.

In July 2013, Hudson Bay Company (HBC) purchased Saks Inc. HBC announced the first Saks Fifth Avenue luxury department stores will be opening at Toronto Eaton Centre and Sherway Gardens in early 2016. In addition, HBC is also planning to convert other Hudson Bay locations to the Saks format. No plans have been announced for the Oakville Place location. HBC has also reported its plans to open up to 25 Saks Off Fifth outlets in Canada in the future[11].

Other department store chains that have shown interest in the Ontario market include: JC Penny, Kohl's and Bloomingdales. However, given Target's exit from Canada in 2015,

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[11] Since the time of this commercial review, a number of Saks Off Fifth locations are now open.

these department stores may no longer be as aggressive with their Canadian expansion plans.

'FOREIGN' RETAILERS IN CANADA

There is a long history of foreign retailers operating in the Canadian marketplace, particularly from the United States. Major retailers such as Walmart, Sears, Costco, IKEA, Home Depot, Staples, and most recently, Target have influenced the Canadian retail market. The stability of the Canadian marketplace in recent years has made Canada one of the more attractive locations for the expansion plans of various major international retailers including Marshall's, Lowe's, Zara, H&M, J. Crew, Restoration Hardware and Crate & Barrel.

The CSCA identified that approximately 150 new retail chains have opened in Canada since 2005. The majority of these chains are foreign operated. The expansion of these retailers continues to drive demand for retail space.

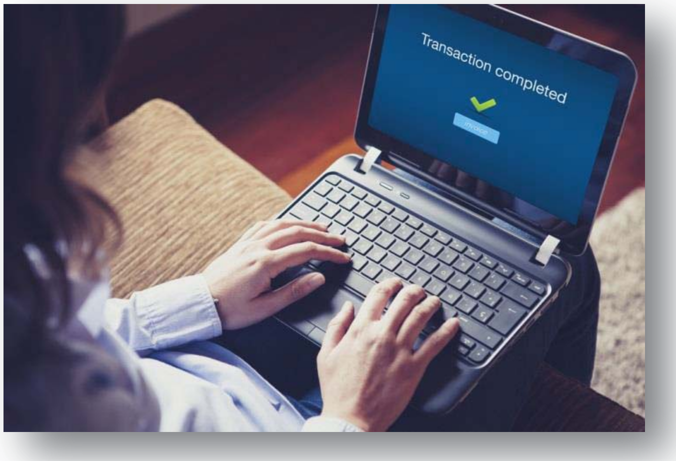
ALTERNATIVE RETAIL ANCHOR TENANTS

The space formerly occupied by a single user such as a department store is being replaced with retailers such as a clothing/sporting goods store and home furnishing retailer or a supermarket with a fitness centre/physio clinic. This approach is under consideration for various centres which recently lost Target as an anchor. Some of the impacts of this trend are as follows:

- Increase customer traffic flow through a retail site;
- A combination of anchor tenants pose less risk to the performance of the centre should one close;
- It allows opportunity for some tenants to operate smaller formats in more locations;
- Provides shopping centre operators greater flexibility in leasing large vacant spaces;
- Can be less susceptible to lease covenant and other restrictions; and,
- Collectively these tenants can function as a major attraction, often attracting greater customer traffic and sales than the anchor they replaced.

4.2.3 Trends Influencing Bricks and Mortar Retail Space

The impact of the internet and smart device shopping continues to be a topic of discussion amongst retailers, shopping centre developers, landlords and industry experts as consumer shopping patterns



CONSUMER SHOPPING PATTERNS CONTINUE TO BE INFLUENCED BY TECHNOLOGY continue to be influenced by technology. Although this form of shopping has become more mainstream, it remains uncertain what its actual impact will be on the bricks and mortar side of retailing.

Two obstacles which online retailing has yet to fully compensate for are the in-person shopping experience and the convenience of point of sale purchases. To address these issues, some retailers are focusing more on servicing the customer by allocating a larger share of existing store space to 'showroom' presentation as well as adding in-store pick up services for online purchases. Some retailers are reducing stores sizes while increasing their number of locations. Overall, these trends have had little impact on retail vacancy levels of existing retail space to date.

IT IS YET TO BE DETERMINED HOW E-RETAILING WILL INFLUENCE DEMAND FOR DISTRIBUTION, LOGISTICS AND WAREHOUSING SPACE IN THE FUTURE

Internet shopping has had an impact on some areas of the retail spectrum in terms of physical store space. This impact is particularly evident with the reduction of space previously occupied by soft goods categories and services like print media, movie rental and travel services. However, online shopping still represents a small share of overall retail trade in Canada, and many foreign retailers have yet to provide direct access to their e-commerce services for the Canadian market.

The most recent Statistics Canada data available indicates that e-commerce represented approximately 1.5% of Canadian retail sales in 2012. This figure compares to 5.2% for the United States in 2012. The Canadian figure is forecast to increase to 10% by 2021, and in the longer term additional increases are anticipated.

In addition, it is yet to be determined how this retail platform will influence demand for distribution, logistics and warehousing space in the future. One of the trends in retail store design is an increasing portion of a store being dedicated to warehousing. Some retailers are delivering merchandise from stores or having customers pick up merchandise that has been ordered online at their local store. This trend has had little effect on overall demand for retail space.

Retail vacancy rates have not been seen to have increased as a result of internet shopping. Rather, the rate at which new retail space supply is being added in the market place has declined. Retail space will continue to increase in the future; however, we anticipate that the rate of increase will be reduced from historic levels. It is expected that this trend will continue to influence the development of new shopping centre/retail space in the future resulting in some reduction in the demand for new space. Nonetheless, the locations with the best site characteristics will continue to remain in highest demand.

4.2.4 Downtowns and Main Streets

Oakville has three vibrant downtown and main street areas: Downtown Oakville, Kerr Village and Bronte Village. Each of these areas is represented by a Business Improvement Area (BIA). Each area contains a broad range of retail and service facilities.

Retailing represents one amenity of a vibrant main street or downtown. Often a challenge to sustaining the retail component is to create a compact highly accessible core while addressing the parking requirements and automobile orientation of most retail businesses. Often services are better suited and play a larger role in downtowns and main streets than traditional retail uses.

BRONTE VILLAGE, OAKVILLE

Downtowns and main streets tend to transition slowly. This trend, in part, is based on land ownership tending to be individual site holdings. Therefore, making significant changes in these areas requires significant consensus amongst land owners. Conversely, this characteristic tends to insulate these areas from drastic change in response to market swings, thus contributing to the resilience of these areas. However, we note that ownership consolidation is occurring in Downtown Oakville, which may provide significant opportunities for redevelopment and intensification in the future.

The more successful downtowns and main streets are those that have transitioned over time to accommodate the fullest range of uses, including retail, service commercial, cultural, recreation, entertainment, business and professional, government, institutional, community, employment and residential uses. In Oakville, unique attributes such as waterfront access, parks and historical features assist in fulfilling the multi-faceted role of these nodes.

4.3 Existing Retail Market Characteristics

This section provides a summary of Oakville's existing retail market characteristics determined through the Retail Study, with further detail of the results of this research provided in **Appendix B.**

4.3.1 The Oakville Study Area

The geographic boundary of the Retail Study is the municipal boundary of the Town of Oakville. For the purposes of the demand analysis, the Town has been divided into three geographic Retail Study Area zones. **Figure 4-1** provides a map illustrating these zones. These zones are generally described as follows:

- South Zone: This zone includes the portion of the Town of Oakville that is located south of the QEW.
- Northwest Zone: This zone includes the portion of the Town of Oakville located north of the QEW and west of Neyagawa Road / Sixteen Mile Creek.
- Northeast Zone: This zone includes the portion of the Town located north of the QEW and east of Neyagawa Road / Sixteen Mile Creek.

These zones have been included in the analysis that follows to reflect different demographic and locational characteristics that influence current and forecast shopping patterns.

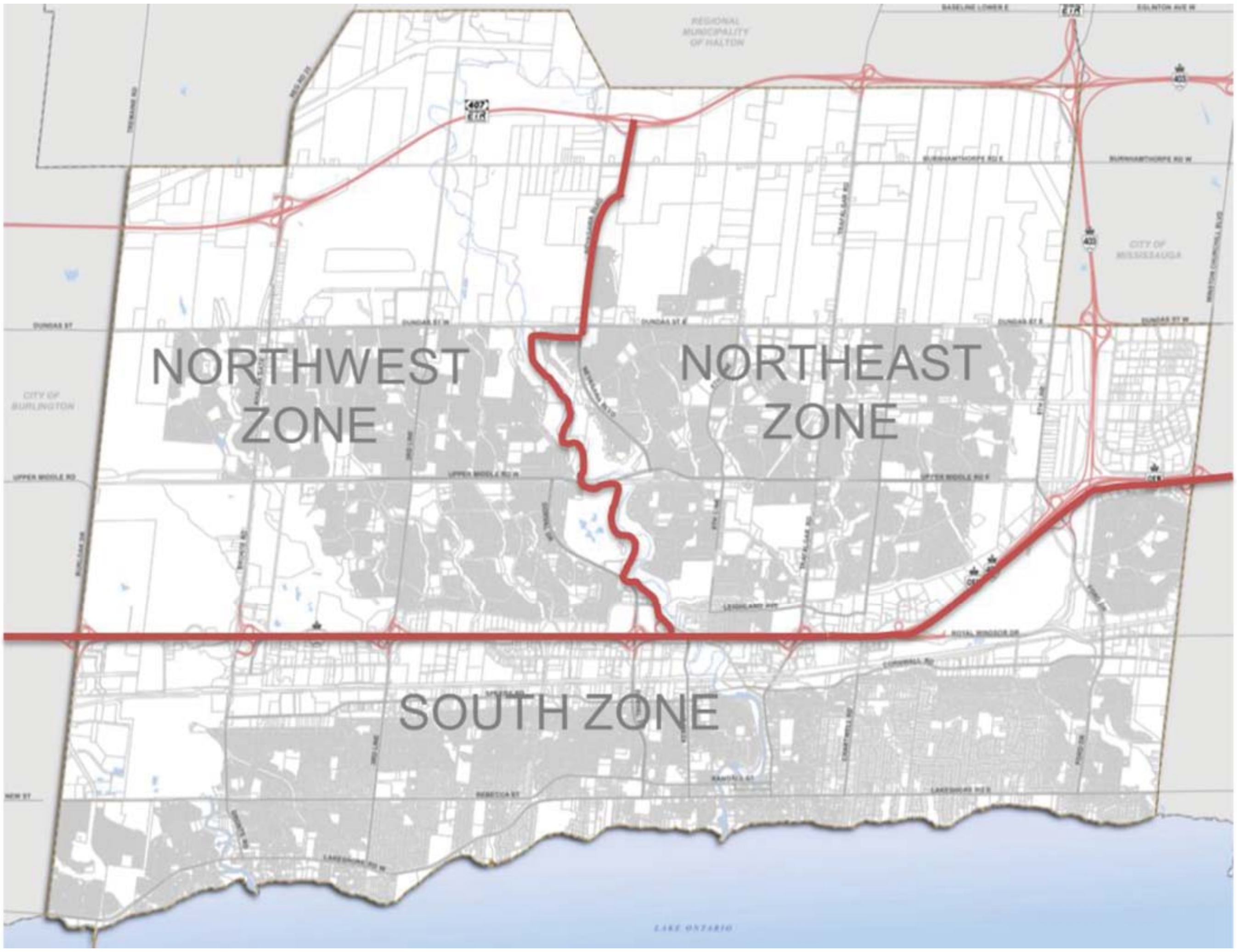


FIGURE 4-1: OAKVILLE RETAIL STUDY AREA ZONES

4.3.2 Inventory of Competitive Retail Space in Oakville

A complete inventory of all retail, service, and vacant commercial space in the Town of Oakville was undertaken in October/November 2014. This subsection of the report provides a summary of all existing retail space in the Town.

Figure 4-2 presents a map including each of the retail nodes within Oakville. **Figure 4-3** presents a summary of Oakville's major retail establishments. **Appendix B** includes further details on Oakville's 2014 inventory base.

The existing retail structure of the Town of Oakville can be summarized as follows:

- Overall, the Town of Oakville contains approximately 8.9 million square feet (approximately 827,000 square metres) of retail, service and vacant space.
- There are approximately 1.0 million square feet (approximately 93,000 square metres) of space occupied by FOR uses, 3.8 million square feet (approximately 353,000 square metres) of space occupied by NFOR uses, and another 3.8 million square feet (approximately 353,000 square metres) of space occupied by other retail and service oriented uses. Approximately 0.4 million square feet (approximately 37,000 square metres) is vacant.
- The 2014 commercial/retail space per capita level in Oakville is estimated to be 47.8 square feet (4.4 square metres) per capita. This level is considered within industry norms.
- This space is not evenly distributed throughout the Town. The following points summarize its distribution:
  - 4.6 million square feet in South Oakville (70.8 square feet per capita or ~427,000 square metres).
  - 1.2 million square feet in Northwest Oakville (20.8 square feet per capita or ~111,000 square metres).
  - 3.0 million square feet in Northeast Oakville (48.6 square feet per capita or ~279,000 square metres).

Figure 4-2 and **4-3** indicate that Northwest Oakville is understored relative to the Town overall, and particularly relative to South Oakville.

- The vacancy level In Oakville is estimated at 4.3%. A balanced market is typically between 5.0% and 7.5%. Oakville's vacancy levels are below this typical range, which is indicative of demand for additional retail space.

- There are three historic retail concentrations in Oakville. These are Downtown Oakville with 678,000 square feet (~63,000 square metres), Kerr Village with 732,000 square feet (~68,000 square metres) and Bronte Village with 342,000 square feet (~32,000 square metres). These concentrations are all located in South Oakville. Kerr Village and Bronte Village are anchored by supermarkets. Service space accounts for more than 50% of the total commercial space in all three areas.

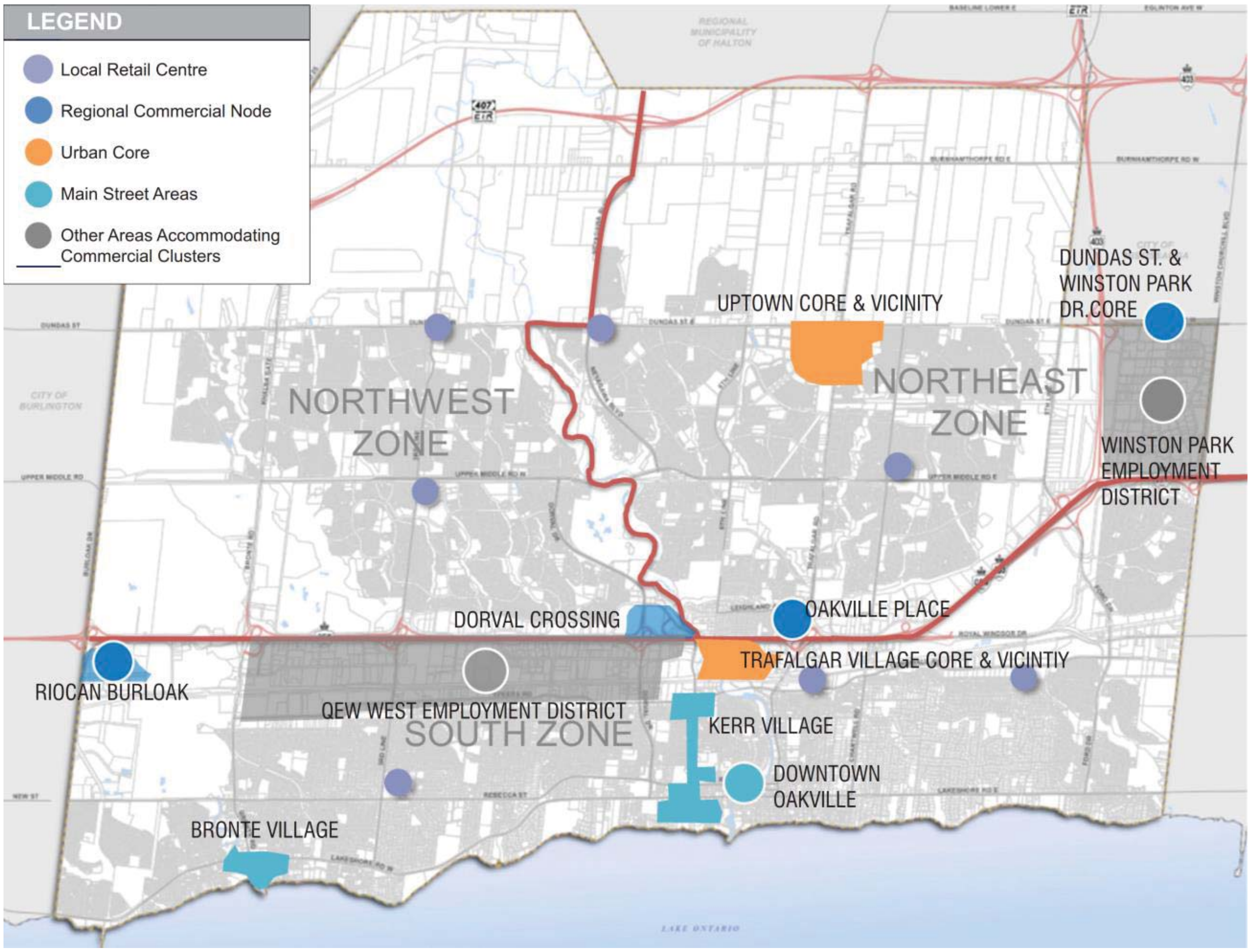


FIGURE 4-2: SNAPSHOT OF RETAIL NODES AND CENTRES IN OAKVILLE

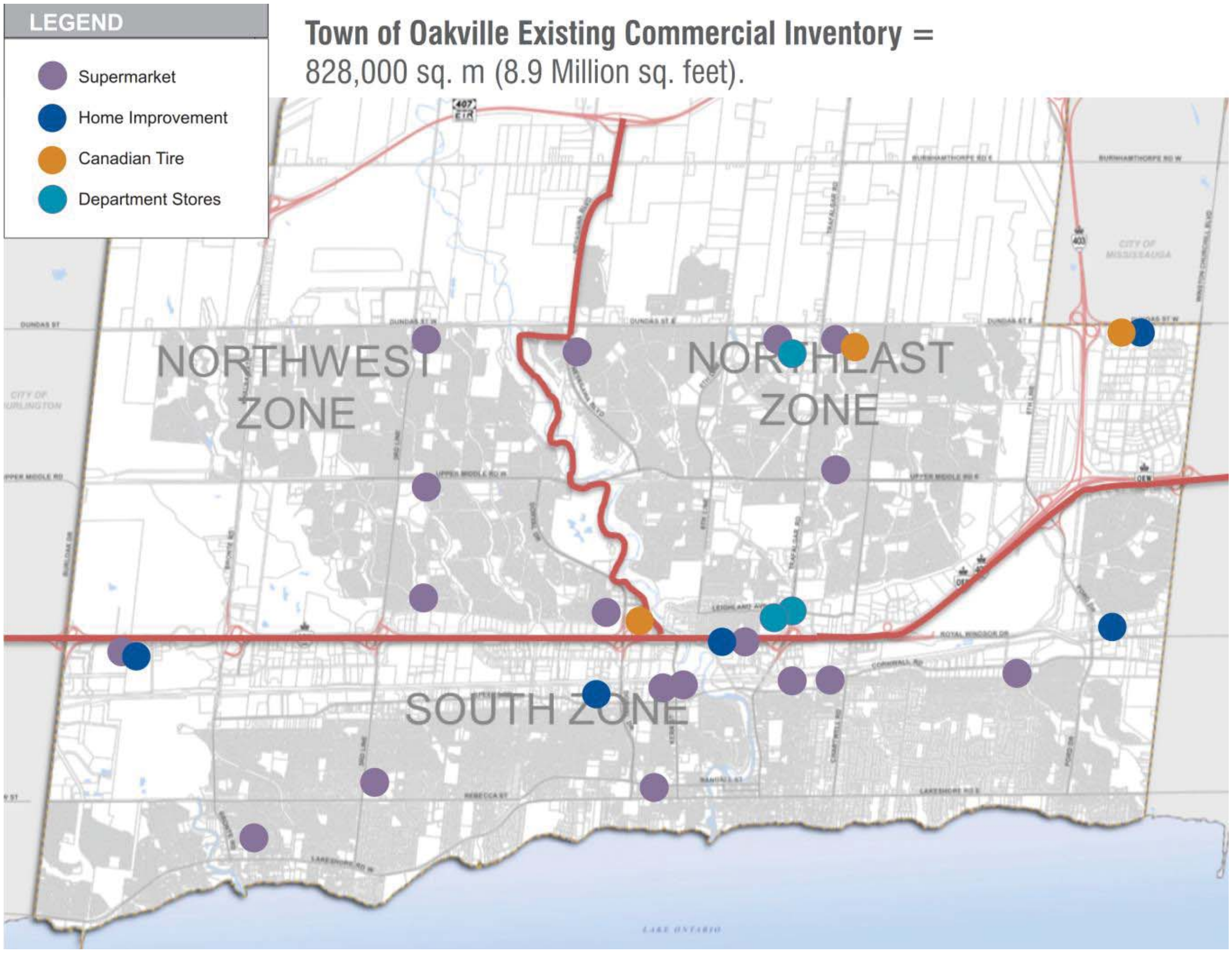


FIGURE 4-3: CONSOLIDATED SUMMARY OF OAKVILLE COMMERCIAL INVENTORY

- There are two enclosed shopping centres in Oakville. They are South Oakville Centre, totalling 334,000 square feet (~31,000 square metres), which was formerly known as Hopedale Mall, and Oakville Place, which totals 455,000 square feet (~41,000 square metres). South Oakville Centre is anchored by a Metro supermarket and includes a large vacancy that was formerly Oakville's only Target department store. No detailed plans have been announced for re-tenanting the former Target space. Oakville Place is anchored by Hudson's Bay and Sears. It is currently undergoing a renovation that will include the addition of Pusateri's, an upscale supermarket.

- The Uptown Core Area, which includes 884,000 square feet (~82,000 square metres), and RioCan Burloak, which includes 547,000 square feet (~51,000 square metres) comprise the Town's largest concentration of large format or big-box retailing. The Uptown Core Area is anchored by a Real Canadian Superstore, Walmart Supercentre, Longo's, Canadian Tire and others. RioCan Burloak is anchored by Home Depot, Cineplex and Longo's.

- There is a significant concentration of retail commercial space located within Oakville's employment areas. In South Oakville, the QEW West Employment District includes approximately 902,000 square feet (~84,000 square metres) of retail commercial uses. Approximately 50.4% of this total is retail and the balance is service space. The Winston Park Employment Area, in Northeast Oakville, includes 401,000 square feet (~37,000 square metres) of retail commercial uses, of which 75.9% is service space. This amount of space is indicative of adjacent commercial serving employment areas.

4.3.3 Food Oriented Retail and Supermarket Competition

FOR stores tend to be convenience oriented, typically serving a localized market area and provide residents with their day-to-day necessities. Supermarkets comprise the majority of FOR space. Supermarkets commonly function as an anchor tenant in shopping centres or within larger shopping areas. The following points summarize FOR competition in Oakville.

- There are 18 supermarkets and 104 other food retailers in Oakville. These tenants occupy 1,000,400 square feet (~93,000 square metres).
- Supermarkets account for approximately 80% of the Study Area's FOR space.
- All of the Canadian major supermarket chains (Loblaws, Sobeys, Longo's and Metro) are located in Oakville. Loblaws operates four locations, (Fortino's, Real Canadian Superstore and two No Frills), Metro operates five locations (three Metro and two Food Basics), Sobeys operates four locations (three Sobeys and one FreshCo.) and Longo's operates three locations. The remaining two supermarkets/grocery stores are Whole Foods Market and Organic Garage.
- Overall, Oakville is well represented with its selection of supermarkets. However, Northwest Oakville is under represented in terms of supermarkets.

4.3.4 Major Non-Food Oriented Retail Competition

Businesses in the NFOR category range from major retailers offering brand name merchandise and product lines to ancillary uses serving the day-to-day shopping needs of local residents to unique, specialty operators that attract customers from a wide area. Major retailers under this category typically function as anchor tenants. The following points summarize NFOR competition in Oakville.

Department Stores

There are three department stores operating in Oakville. These stores consist of a 119, 400 square foot (~11,000 square metre) Hudson Bay and a 104,200 square foot (~9,700 square metre) Sears at Oakville Place and a 203,600 square foot (~19,000 square metre) Walmart SuperCentre in the Uptown Core Area. As stated previously, at the time of this report, Target had vacated its premises at South Oakville Centre.

Building and Outdoor Home Supply

There are 118 Building and Outdoor Home Supply (BOHS) retailers occupying 598,900 square feet (~56,000 square metres) of space in Oakville. In terms of home improvement centres, there are three Home Depot stores and two Rona stores.

Canadian Tire

Canadian Tire operates three locations in Oakville.

Costco Warehouse Membership Club

There are no Warehouse and Membership Clubs (WMC) operating in Oakville; however, there are Costco locations serving Oakville residents from nearby locations in Burlington and Mississauga.

Pharmacies and Personal Care Stores

Pharmacies and Personal Care Stores occupy 288,700 square feet (~27,000 square metres) of space in Oakville. Drug stores often function as anchor tenants for local and neighbourhood commercial centres. The two largest retail chains, Shoppers Drug Mart and Rexall, each operate multiple stores in Oakville.

Other NFOR

For the purpose of this study, other NFOR businesses consists of retailers categorized in the following retail categories: clothing, shoes and accessories; furniture, home furnishings and electronics; miscellaneous retailers; and automotive parts, accessories and tires. Other NFOR consists of 523 businesses occupying 2,039,300 square feet (~189,000 square metres) of space in Oakville.

4.3.5 Other Retail and Service Competition in the Study Area

Services can often play a significant role in defining the planned function of a commercial area. Service uses can provide residents with convenient access to routine daily activities such as banking and financial services, personal services, restaurant and fast food establishments and entertainment. However they can also have a regional function in terms of providing access to social and health services, municipal government and public amenities such as libraries and postal services. The following points summarize the service space competition in Oakville.

- There are 1,488 service tenants operating in Oakville. These tenants occupy approximately 3.7 million square feet (~344,000 square metres).
- Food related services, such as restaurants and fast food, total approximately 945,000 square feet (~88,000 square metres).
- Medical, dental and health and legal services and account for 835,000 square feet (~78,000 square metres).
- Other Retail uses consist of Beer, Liquor and Wine retailers. These uses occupy 103,400 square feet (~9,600 square metres) in Oakville. There are 14 Beer, Liquor & Wine stores in Oakville.
- The estimated 2014 Other Retail and Service Space per capita level in the Town of Oakville is 20.2 square feet (1.9 square metres) per capita. This figure is within normal ranges.

4.3.6 Inventory of Competitive Space – Conclusion

The estimated 2014 retail commercial space per capita level in Oakville is 47.8 square feet (4.4 square metres) per capita. This is considered within typical ranges and is reflected in the vacancy level, which is below normal levels. The majority of retail uses are located in South and Northeast Oakville. The majority of population growth is forecast to occur in Northeast Oakville. As the population of the Town continues to increase, increased demand for additional retail uses will be generated in these growth areas.

4.4 Consumer Research Results

Three surveys were conducted, designed to provide a greater understanding of the Oakville consumer's shopping behavior. The surveys included:

- In-home telephone consumer survey of 600 randomly selected households, from the three zones of the Study Area;
- Licence plate surveys undertaken at 12 shopping centre locations throughout Oakville, involving the recording of licence plates from 3,600 vehicles; and
- On-street personal interviews of 400 respondents, conducted in both Bronte Village and Downtown Oakville.

These surveys were all conducted in 2014. The results were tabulated and summarized and are included in **Appendix B**. The following points summarize the findings of each individual survey type.

4.4.1 Oakville Residents Shopping Patterns

As part of the research program undertaken for this report, 600 in-home consumer telephone surveys were completed of Oakville residents in November 2014. This research provides an indication of Town residents' shopping patterns influencing demand for retail space in the Town. **Figure 4-4** and the following points summarize the key findings of the survey:

- In terms of department store shopping, Walmart is the most shopped department store. It is followed, in order, by Hudson Bay, Sears and Target (which was operating at the time of the survey).

- Oakville residents are frequent shoppers at Costco, although Costco is not located within the Town. The most frequented Costco is located in Mississauga, near the Oakville/Mississauga border.

- Residents remain primarily within Oakville for their Building and Outdoor Home Supply shopping, which reflects the three Home Depot and three Canadian Tire locations in the Town.

- In terms of Clothing, Shoes and Accessories shopping, Oakville Place is the most frequently shopped location for Oakville residents. The Uptown Core area is the second most shopped in this category. Outside of Oakville, residents shop most frequently at Mapleview Mall in Burlington, Square One in Mississauga and Sherway Gardens in Toronto for Clothing, Shoes and Accessories.

- The Miscellaneous Retail or Specialty Store category is well represented locally. South Oakville residents make 80.3% of their expenditures in this category in Oakville, Northwest Oakville residents make 82.8% and Northeast Oakville residents, 75.1%. Dorval Crossing, given its concentration of stores such as Chapters, Toys R Us and Staples in this category, is the most frequently shopped location.

- In the Furniture, Home Furnishings and Electronics Store category, survey results indicate that more than 60% of Oakville residents' expenditures are made at stores located outside of Oakville. Northeast Oakville residents make 25.5% of expenditures within Oakville. A large portion of expenditures in this category is made in Mississauga, primarily near Winston Churchill Boulevard and Dundas Street. This expenditure pattern reflects the lack of availability in this retail category within Oakville in conjunction with the concentration of these store types in Mississauga.

- Pharmacies and Personal Care store shopping is primarily done locally. Overall, Oakville residents make 90.3% of their expenditures in this category at stores within Oakville, reflecting the localized, convenience oriented nature of typical shopping in this store category.
- Similarly, shopping is done locally within the Supermarket and Other Food category, with 91.6% of Oakville residents' Supermarket expenditures and 85.3% of Other Food expenditures made at stores located in Oakville.

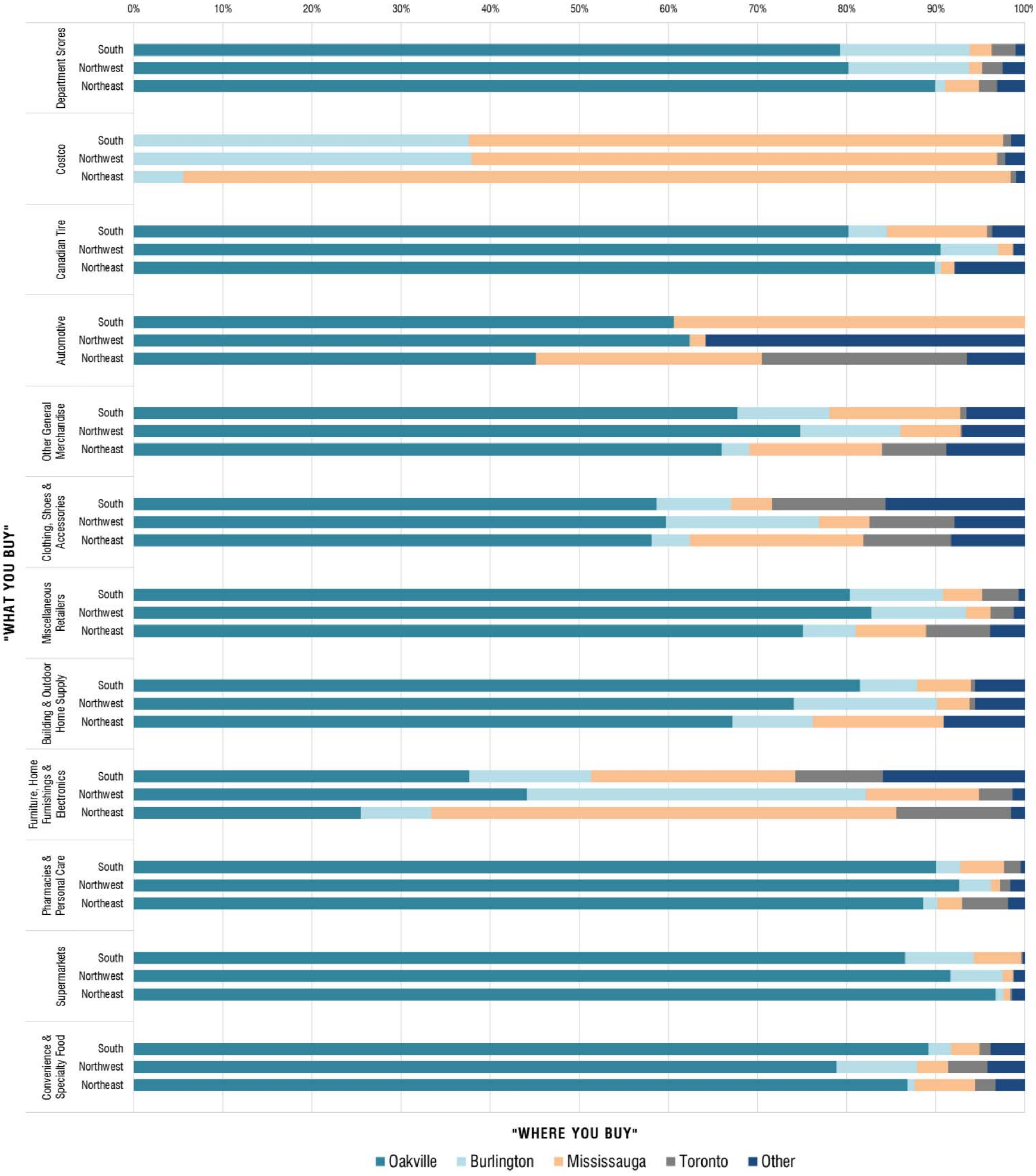


FIGURE 4-4: OAKVILLE RESIDENTS' SHOPPING PATTERNS

4.4.2 Comparison with Historic Shopping Patterns

Previous in-home consumer telephone research was conducted on behalf of the Town of Oakville in 1994 and 2005. This research has been summarized and compared with the current research in **Figure 4-5**. The following summarizes the key observations:

- Research indicates that categories such as Department Stores and Supermarkets have experienced consistent expenditure patterns, over time.
- The Clothing, Shoes and Accessories category indicates a decrease in the portion of Oakville shoppers' expenditures that are made in Oakville. This result is indicative of the increase in competitive opportunities outside of Oakville, relative to the product offerings within Oakville.
- A decline in the Furniture, Home Furnishings and Electronics category is also noted. This decline may indicate the opportunity for new Oakville retailers to capture a greater share of expenditures in this category, as more expenditures are leaving Oakville than in the past.

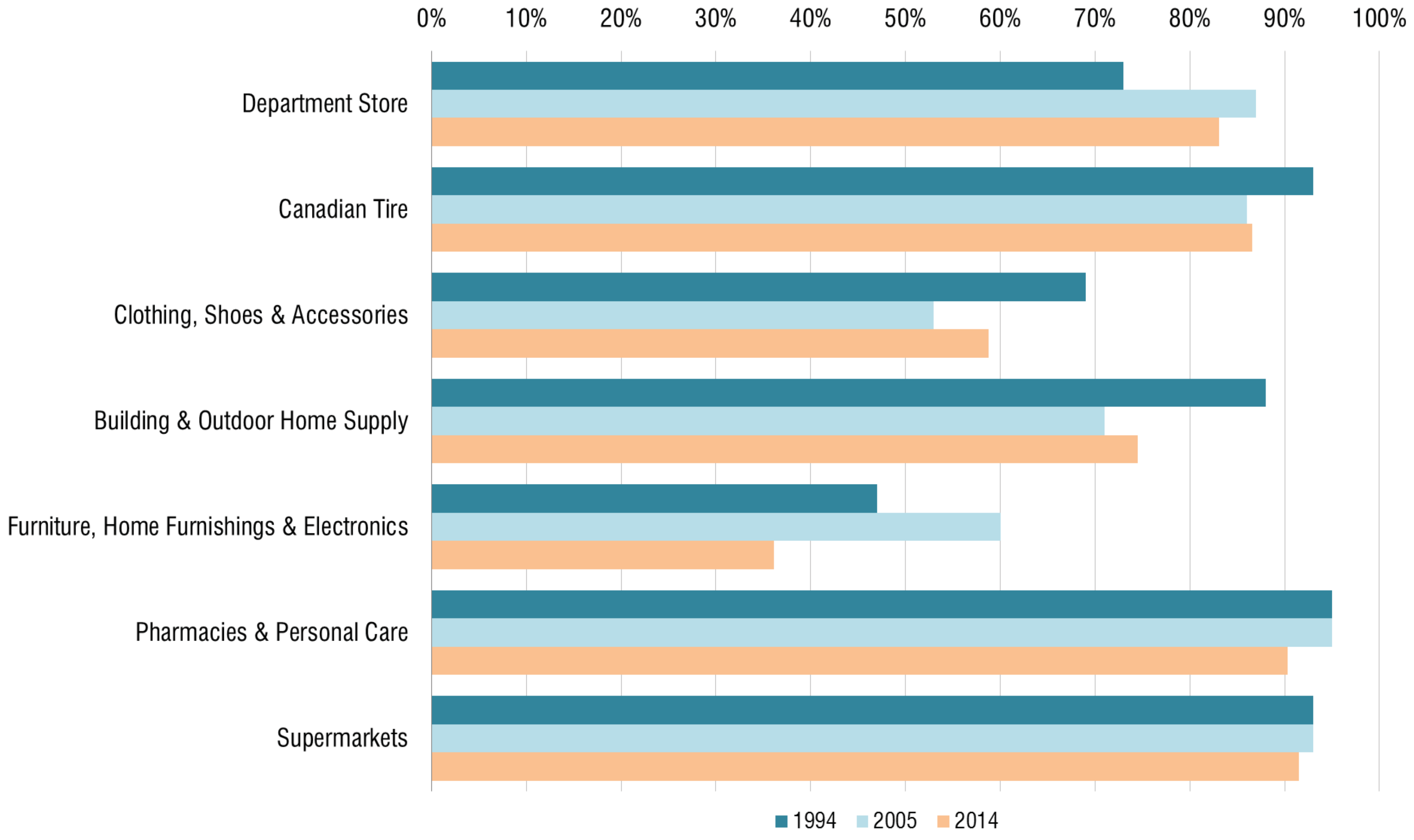


FIGURE4-5: OAKVILLE SHARE OF EXPENDITURES IN SELECTED RETAIL CATEGORIES OVER TIME

4.4.3 Customer Draw Survey Results

Licence plate surveys are commonly employed to determine the customer draw of a single retail location, retail shopping plaza/centre, or retail node. Typically, the results are used as one of the inputs into the delineation of a Study Area as well as to provide estimates of the portion of customers who reside beyond the Study Area, known as inflow.

Licence plate surveys consist of recording the licence plates of vehicles in, or leaving, a retail parking lot or a designated parking area along commercial main streets. Once the licence plates have been recorded, they are submitted to the Ministry of Transportation (MTO). The MTO provides the corresponding geographic location where the vehicle is registered. The results of the information obtained from the MTO have been summarized and mapped. More details about the methodology and the limitations of licence plate surveys are provided in **Appendix B**.

Figure 4-6 and the following points summarize the key findings of the customer draw research conducted in Oakville.

- Although the results indicate that Oakville retail locations typically serve Oakville residents, there is considerable inflow of customers from other municipalities. Inflow, which is non-Oakville responses, ranges from 74.7% of customers at the Dundas Street and Winston Churchill Boulevard Node to 12.5% at Dundas Street and Third Line.
- Retail locations on the periphery of the Town tend to attract larger portions of customers from neighbouring municipalities. For example, 53.5% of customers at Dundas Street and Winston Churchill Boulevard come from Mississauga, and 37.9% of customers at RioCan Burloak Centre come from Burlington.
- There is limited inflow of customers from Milton. The locations with the highest portion of shoppers from Milton are the Uptown Core and RioCan Burloak, both attracting 3.1% of customers from Milton.
- Oakville Place attracts 39.5% of its customers from outside of Oakville. This figure reflects the easily accessible location of this centre and its tenant mix.
- In comparison, South Oakville Centre attracts only 21.5% of its customers from beyond Oakville, and Burlington residents represent 11.1% of that total.
- **Figure 4-6** also indicates historic customer location research results. In a general sense, the customer distribution has not change dramatically over time.

Figure 4-6 also compares the current research with previous data gathered in 1994 and 2005.

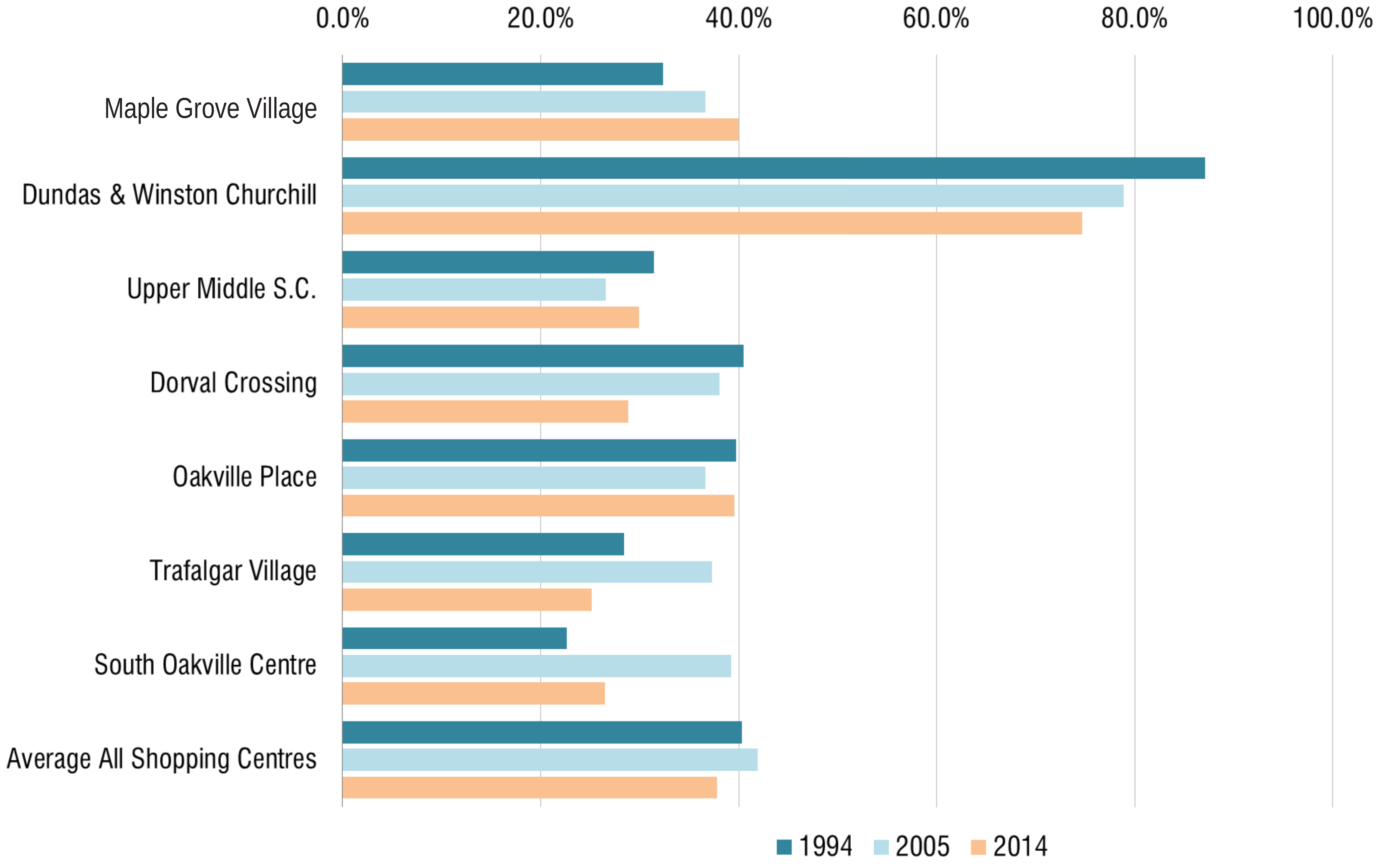


FIGURE 4-6: SHARE(%) OF CUSTOMERS FROM BEYOND OAKVILLE

- Two locations that have indicated a change over time is Dundas and Winston Churchill and Dorval Crossing. Both of these areas attract a larger portion of customers from Oakville then they did in the past. This trend may indicate a decline in relative “uniqueness” of merchandise offered at these locations.

Overall, these customer draw survey results reflect the urbanized nature of retailing in Oakville and its surrounding municipalities. Oakville customers shop beyond the borders of Oakville and residents in nearby municipalities, particularly Burlington and Mississauga, are frequent shoppers in Oakville.

4.4.4 Oakville Downtowns Customer Survey Results

300 on-street surveys were completed in the Main Street Growth Areas - Downtown Oakville, Kerr Village and Bronte Village . These surveys were conducted to gain a better understanding of shoppers’ habits, preferences, desires and other characteristics. The Downtown Customer Survey Results are summarized in **Appendix B**. The following points summarize the most significant customer insights:

- The primary purpose for visiting each of the downtown areas, as outlined in **Figure 4-7**, was “Shopping / Specific Store/Service” or “Restaurant/Coffee”.   These results indicate that most shoppers coming to the area with a particular purpose in mind. Patrons utilize the Downtowns for both shopping and dining.

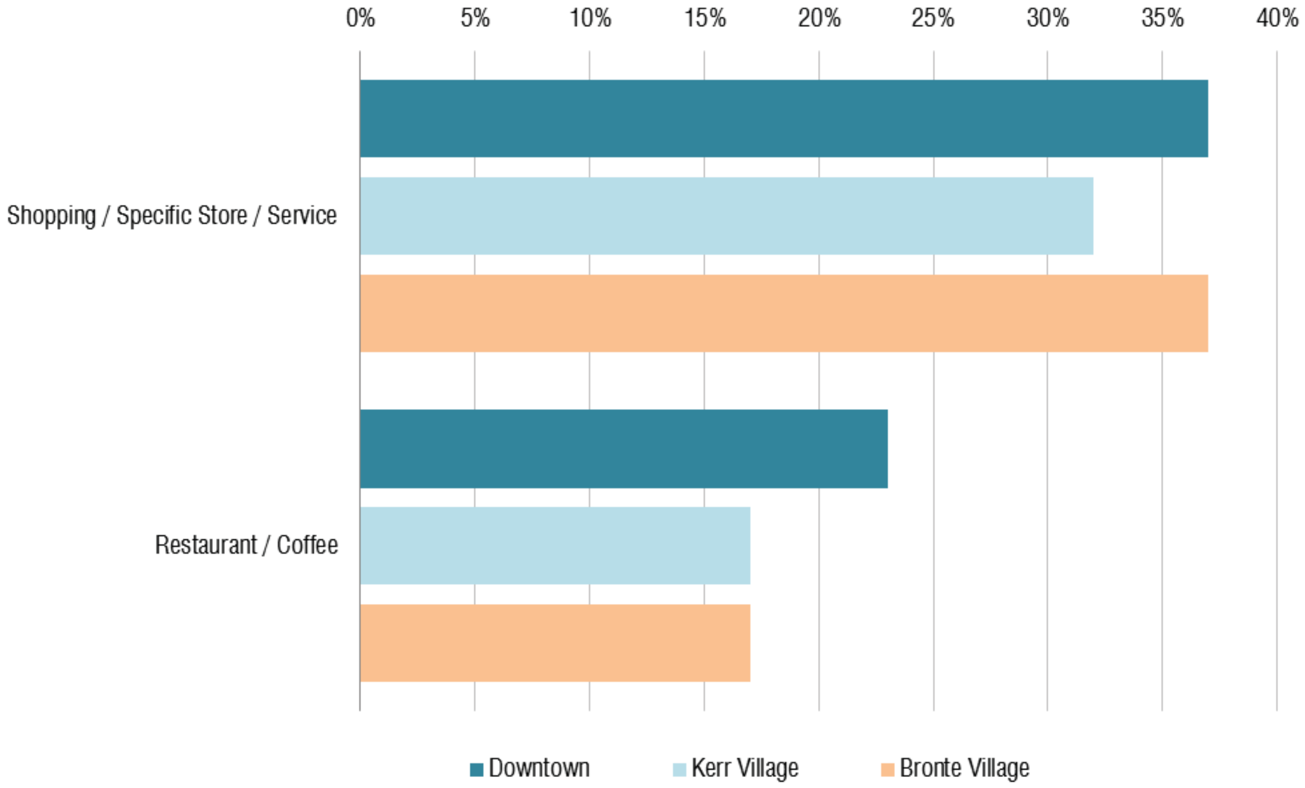


FIGURE 4-7: DOWNTOWN CUSTOMER SURVEY – PURPOSE OF VISIT

- There is also a significant portion of respondents who are “Just Passing Through” the downtown areas. This illustrates the importance of unique storefronts and displays to attract customers who do not have a specific destination planned.
- Most of the survey respondents are frequent shoppers at the downtown areas, which is influenced by the portion of respondents who also live in the immediate area, as presented in **Figure 4-8**.

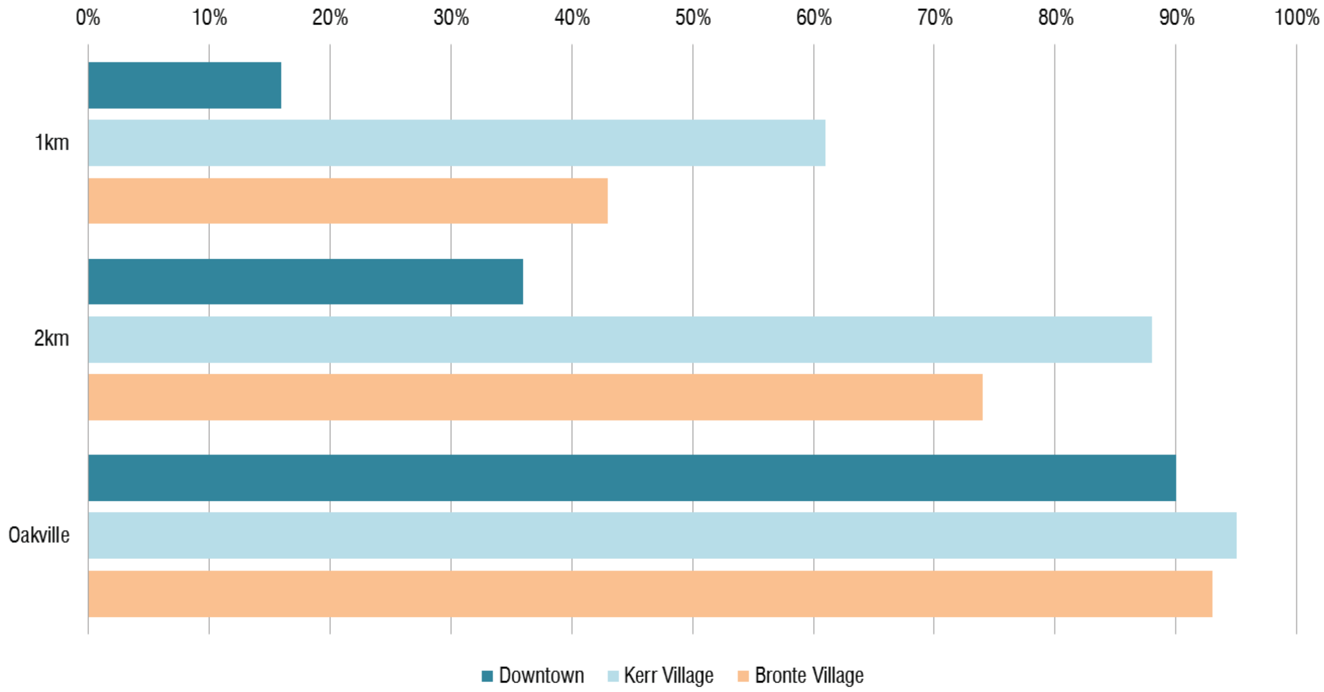


FIGURE 4-8: DOWNTOWN CUSTOMER SURVEY – ORIGIN

- Respondents were asked about what makes each Downtown "Unique". Downtown Oakville and Kerr Village customers' most popular response was the variety of retailers and service providers, followed by the people. Bronte Village customers enjoyed the Neighbourhood/Waterfront Setting of the area. Respondents from all areas commented on the quiet and peaceful nature of the Downtowns and that the Downtowns were "safe". **Figures 4-9**, **4-10** and **4-11** demonstrate the results for each of the downtown areas.

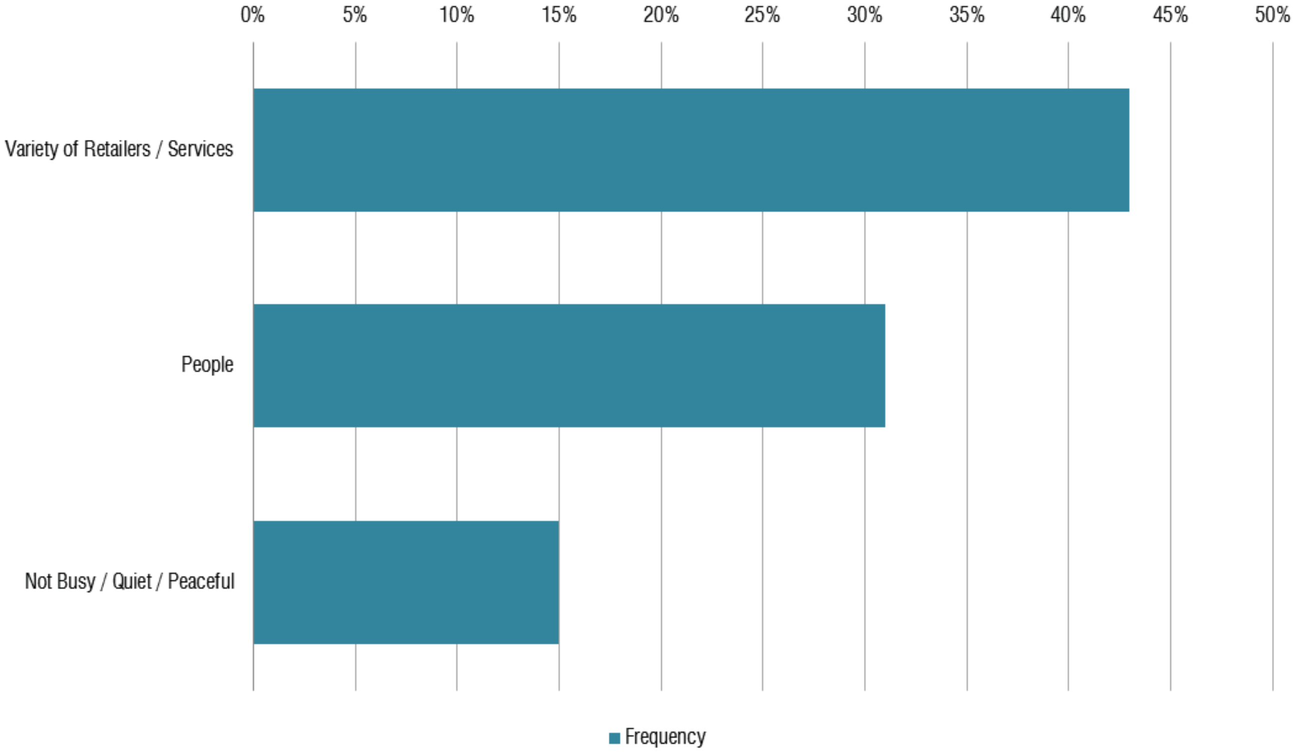


FIGURE 4-9: DOWNTOWN CUSTOMER SURVEY – DOWNTOWN OAKVILLE UNIQUE QUALITIES

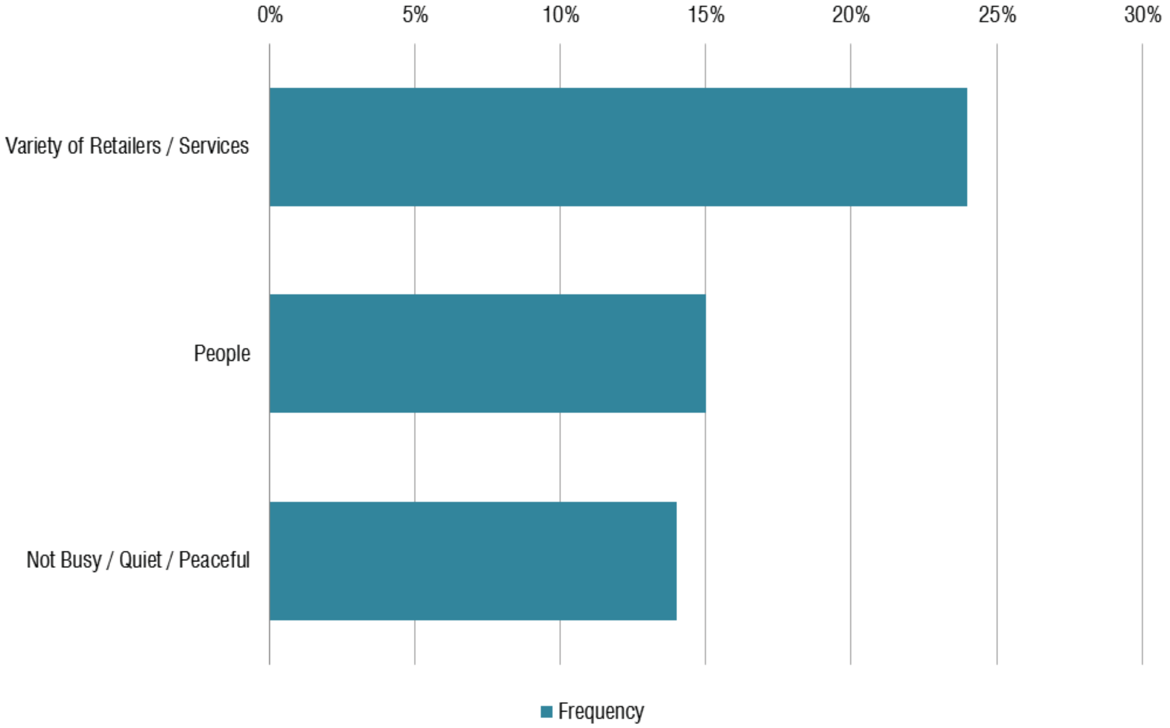


FIGURE 4-10: DOWNTOWN CUSTOMER SURVEY – KERR VILLAGE UNIQUE QUALITIES

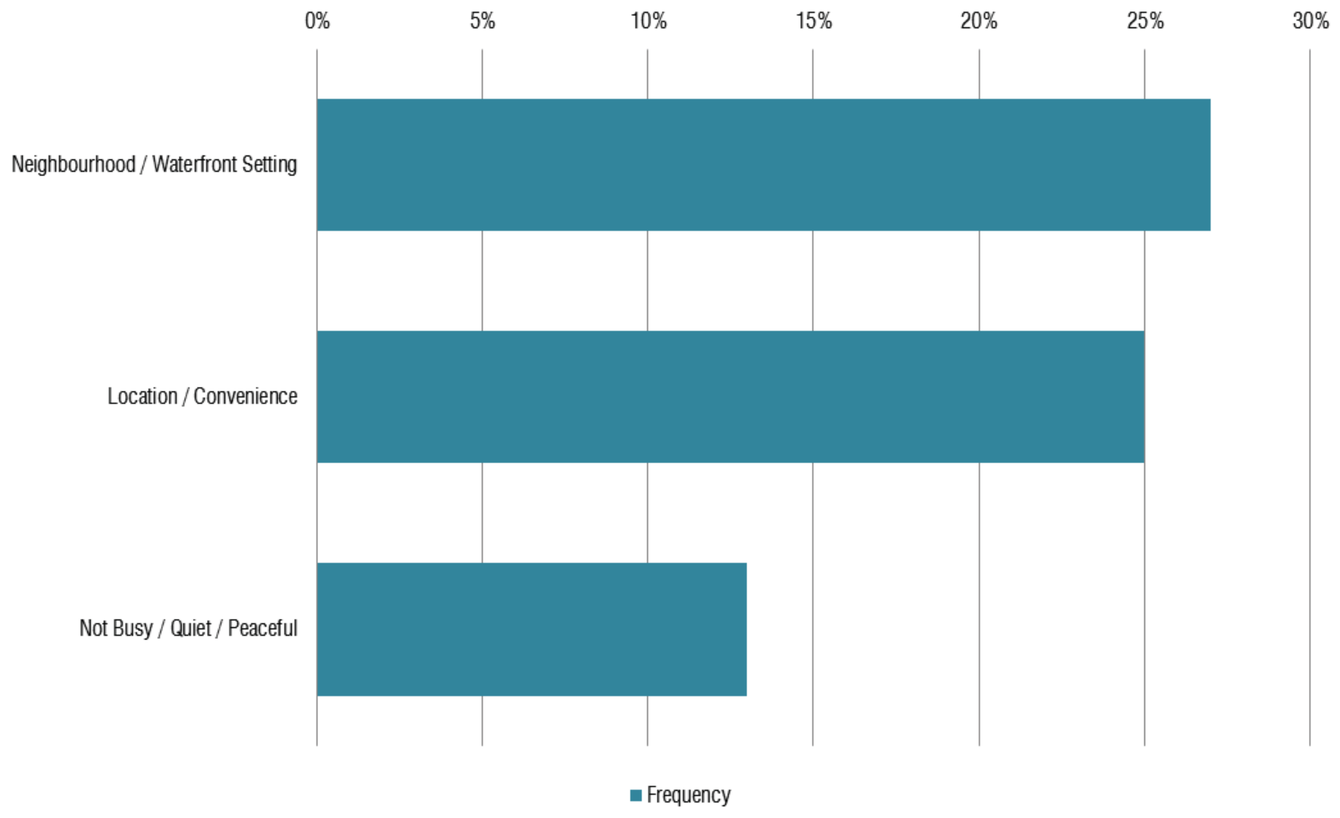


FIGURE 4-11: DOWNTOWN CUSTOMER SURVEY – BRONTE VILLAGE UNIQUE QUALITIES

- Shoppers were asked about the stores and services they would like to see added to the downtown areas. The most frequent response from all areas was additional food services such as restaurants/bars/coffee shops. Second most frequent response was additional clothing stores. Other retailers, such as furniture/electronics, food stores and sporting goods were also requested in all of the downtown areas. **Figure 4-12** presents the results.

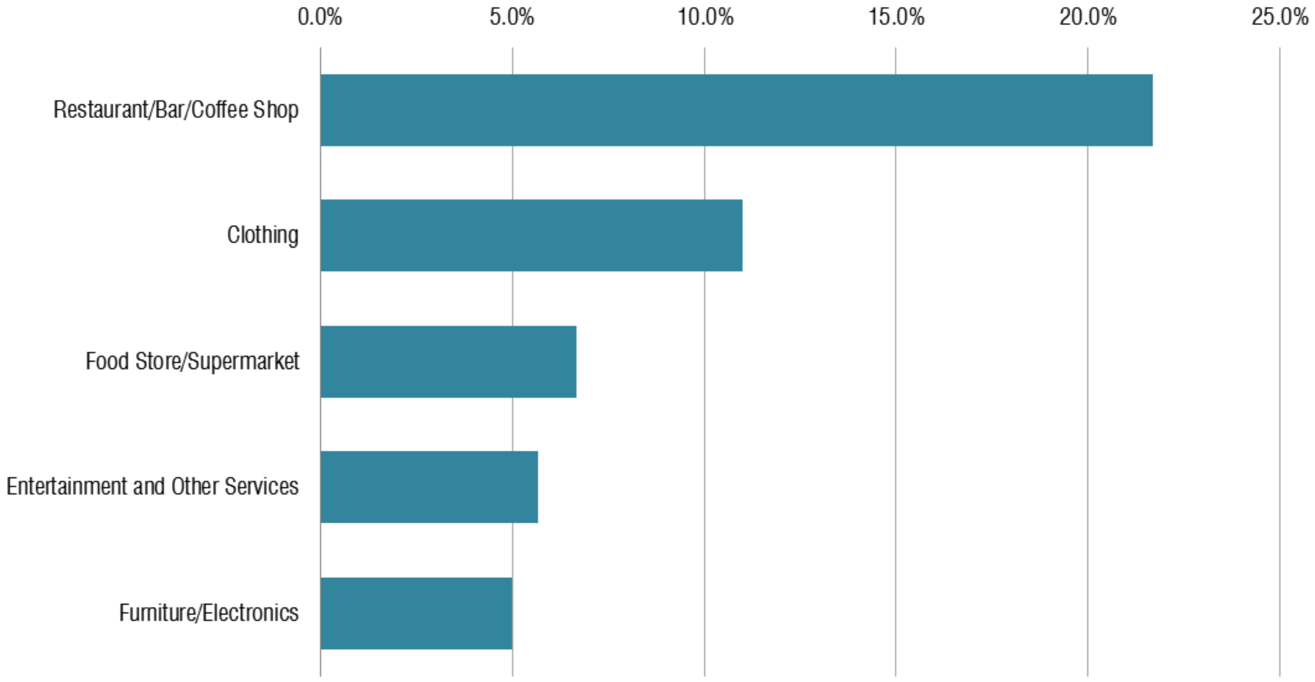


FIGURE 4-12: DOWNTOWN CUSTOMER SURVEY – STORE/SERVICES ADDED TO DOWNTOWNS

- The most frequent mode of transportation to arrive in the area was the car in Downtown Oakville and Kerr Village, and walking in Bronte Village. Overall, cars were used by less than half of the respondents as demonstrated in **Figure 4-13**, indicating the convenience nature of the downtown areas for a significant portion of shoppers.

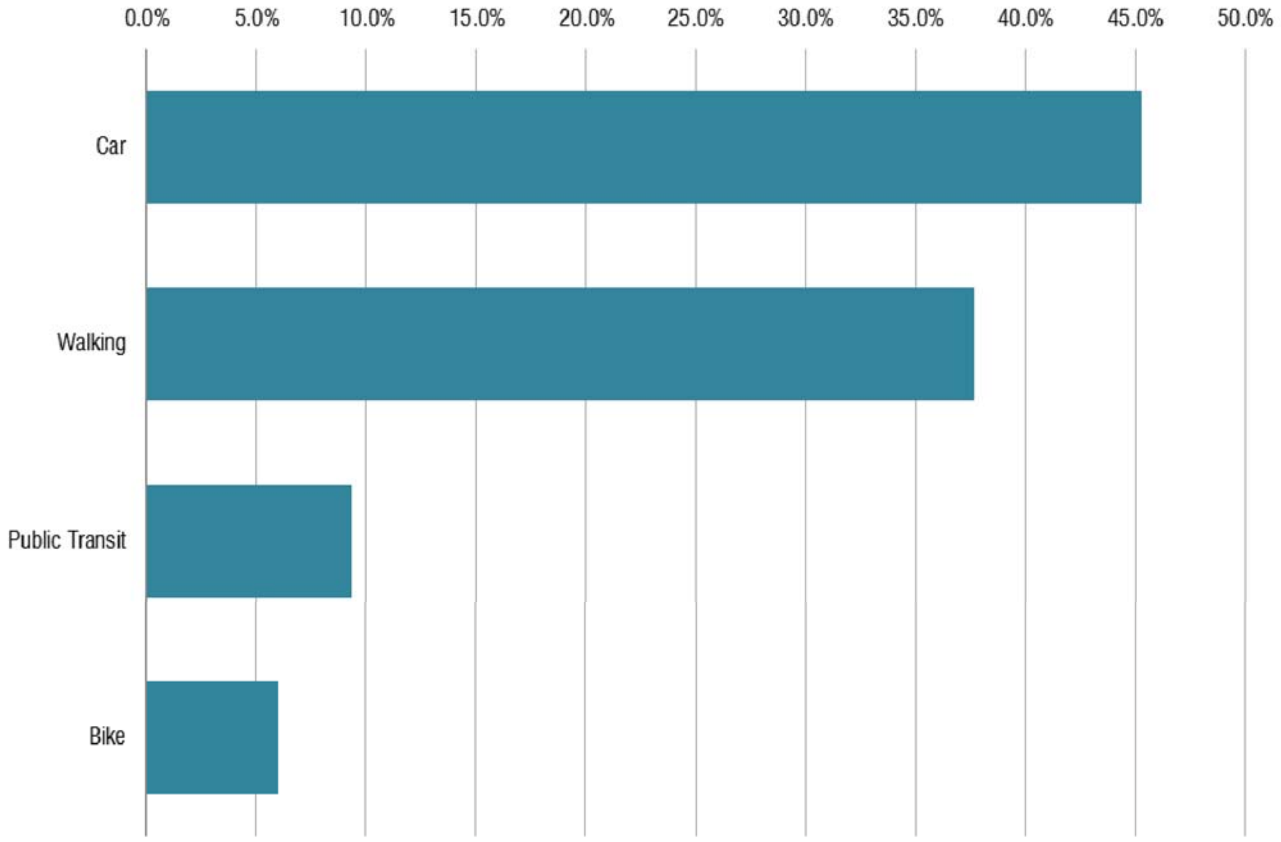


FIGURE 4-13: DOWNTOWN CUSTOMER SURVEY – ARRIVAL MODE

Overall, these survey results indicated that existing customers patronize the downtown areas frequently, use both the retail stores and services, and use a variety of transportation modes. Respondents requested a wider range of food oriented services as well as retailers such as clothing stores.

4.5 Retail Market Demand

This chapter summarizes the demand forecast for retail space in the Town of Oakville to the year 2041. **Appendix B** provides the detailed market demand analysis. Overall this analysis forecasts the warranted additional retail commercial space in Oakville and the corresponding land that this additional retail space would require.

4.5.1 Study Area Population

Table 4-1 summarizes the population forecast for the Town for the period 2014-2041 as previously presented, broken down by each of the three retail zones of the Study Area.

TABLE 4-1 STUDY AREA POPULATION FORECASTS BY RETAIL ZONE

	2014	2021	2031	2041	2014-2041
Oakville South					
Population	65,000	67,250	73,450	77,400	12,400
Average Annual Growth		321	620	395	459
Average Annual Growth %		0.5%	0.9%	0.5%	0.7%
Oakville Northwest					
Population	57,600	57,600	62,550	65,100	7,500
Average Annual Growth		-	495	255	278
Average Annual Growth %		0.0%	0.9%	0.4%	0.5%
Oakville Northeast					
Population	63,800	85,750	110,400	122,500	58,700
Average Annual Growth		3,136	2,465	1,210	2,174
Average Annual Growth %		4.9%	2.9%	1.1%	3.4%
Total Study Area	**186,400**	**210,600**	**246,400**	**265,000**	**78,600**

Town of Oakville Population sources are as follows:

- 2011 – Statistics Canada, Census of Canada
- 2031 - Halton Region 2011 Best Planning Estimates.
- 2014, 2021 and 2041 - Watson & Associates Economists Ltd.

As can be seen in **Table 4-1**, moderate growth is forecast in South Oakville and Northwest Oakville. The majority of Oakville's population growth is forecast to occur in Northeast Oakville. Overall, Oakville's population is forecast to increase from 186,400 residents in 2014 to 265,000 residents by 2041.

The following sections provide an overview of market demand for retail space in Oakville.

4.5.2 Retail Expenditure Potential Forecast

Retail expenditure forecasts are provided for both the FOR and NFOR store categories. These forecasts result from both population and per capita expenditure growth. As a result, Study Area annual FOR expenditure potential is forecast to increase from $442.7 million in 2014 to $670.7 million in 2041, see **Figure 4-14**. These figures are expressed in constant 2014 dollars and do not reflect inflationary increases. These figures represent all expenditures made in stores located in Oakville.

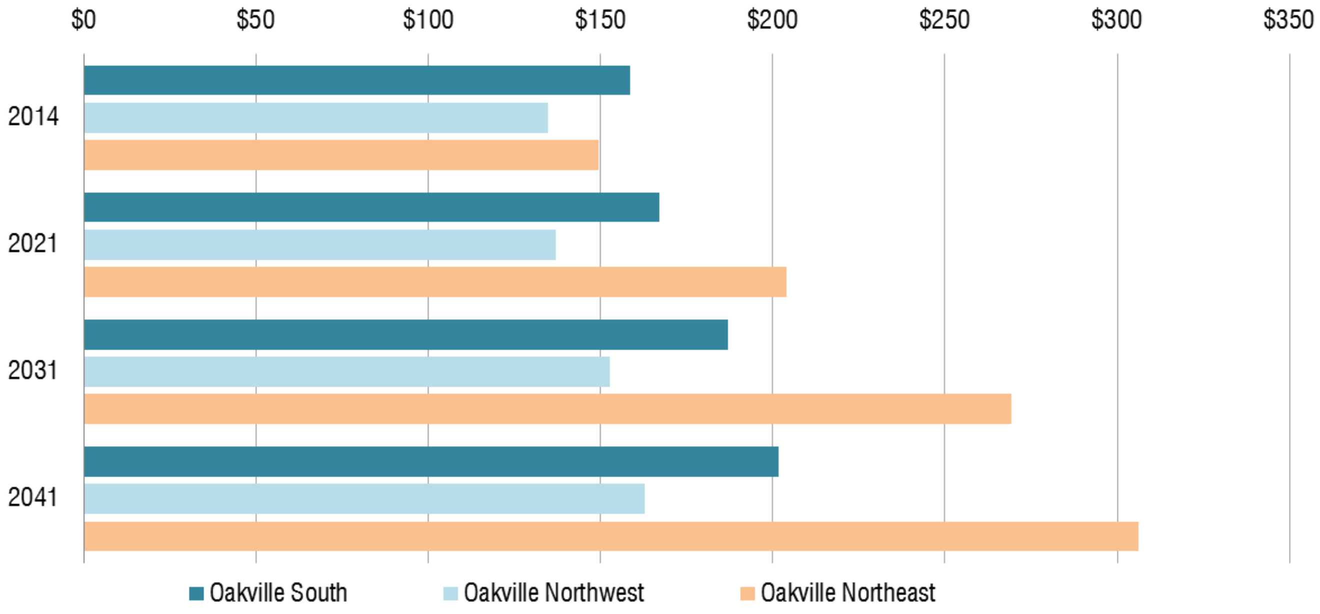


FIGURE 4-14: FOOD ORIENTED RETAIL (FOR) EXPENDITURE POTENTIAL ($MILLION)

Based on the same approach, NFOR expenditures are forecast to increase from $1,225.1 million in 2014 to $2,197.8 million in 2041, see **Figure 4-15**. This growth in expenditures will represent market demand for additional retail space in both the FOR and NFOR categories.

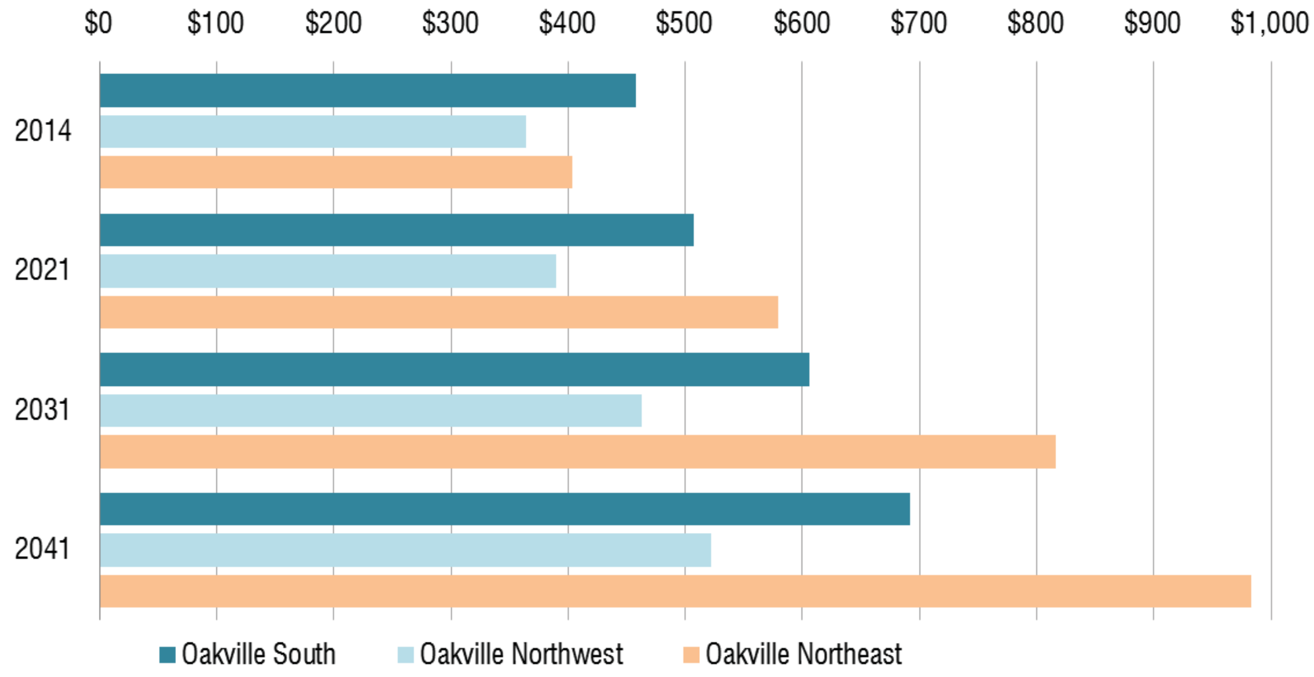


FIGURE 4-15 NON FOOD ORIENTED RETAIL (NFOR) EXPENDITURE POTENTIAL ($MILLION)

4.5.3 Warranted Retail Space

Table 4-2 summarizes the forecast demand for additional retail and service space in Oakville. This table summarizes the results of the detailed retail space demand analysis provided in **Appendix B**. It is important to note that this summary is intended to provide the Town with a guideline for estimating the long term demand for future retail and service space in Oakville. Figures presented in this report, particularly those beyond the year 2031, should not be interpreted as fixed values as a variety of variables may influence the long term demand. The analysis results shown in **Table 4-2** should be interpreted as a guideline for developing a framework to advance the Town’s retail commercial structure addressing long term growth of the municipality.

TABLE 4-2 COMMERCIAL DEMAND ANALYSIS SUMMARY (SQ.FT.)

	Inventory Base	Forecast Years		
Retail Space by Major Category	**2014**	**2021**	**2031**	**2041**
Department Store	536,900	86,000	216,000	260,000
Building & Outdoor Home Supply	598,900	72,000	164,000	193,000
Canadian Tire	248,100	43,000	90,000	109,000
Warehouse Membership Club (e.g. Costco)	n/a	140,000	140,000	140,000
Other General Merchandise	64,000	14,000	37,000	44,000
Pharmacies & Personal Care	288,700	49,000	122,000	153,000
Other Non-Food Retail (Clothing, Furniture, Automotive, Miscellaneous)	2,039,300	232,000	511,000	603,000
Sub-Total Non-Food Retail	**3,775,900**	**636,000**	**1,280,000**	**1,502,000**
Supermarket	797,100	121,000	258,000	282,000
Other Food	203,300	29,000	67,000	75,000
Sub-Total Food Retail	**1,000,400**	**150,000**	**325,000**	**357,000**
Other Retail & Service	**3,758,700**	**460,000**	**1,104,000**	**1,420,000**
Vacant Space Contingency (assumed 5%)	**378,900**	**136,000**	**213,000**	**243,000**
Total Existing Space (including Vacant)	**8,913,900**			
Warranted New Space		**1,382,000**	**2,922,000**	**3,522,000**
Plus: Existing Space		8,913,900	8,913,900	8,913,900
Total Existing and Warranted New Space		**10,296,000**	**11,836,000**	**12,436,000**

Source: TATE ECONOMIC RESEARCH INC.

This analysis utilizes a residual demand methodology where demand for future warranted space is estimated based on current base year sales performance levels of existing retailers operating in Oakville, without any future transfers from existing retailers. As a result, this analysis is assumed to not impact the existing sales performance of these retailers.

4.5.4 Overall Demand for Future Commercial/Retail Space

Table 4-2 identifies total demand for approximately 2.9 million square feet (269,000 square metres) of additional retail commercial space in Oakville by 2031. This space has been distributed as follows:

- There is market demand for approximately 325,000 square feet (~30,000 square metres) of FOR uses by 2031. This space includes both supermarkets and other specialty food stores;

- NFOR uses represent the largest portion of forecast demand. There is market demand for approximately 1.3 million square feet (~121,000 square metres) of NFOR uses by 2031. A 140,000 square foot (~13,000 square metre) warehouse membership club is included in this total;

- There is market demand for approximately 1.1 million square feet (~102,000 square metres) of Other Retail and Service uses by 2031;

- The remaining 5% of new warranted space in 2031, totalling 213,000 square feet (~20,000 square metres), has been forecast as part of a vacancy contingency allowing for flexibility in the market[12];

- Over the study period, there will be market demand for additional space. By 2041, there is forecast to be demand for approximately 3.5 million square feet (~325,000 square metres) of retail commercial space, above current levels[13]; and

- In total, the demand, including existing and forecast demand, is forecasted to be approximately 12.4 million square feet (~1.2 million square metres) of commercial space by 2041, as a result of market and expenditure growth.

4.5.5 Demand for Anchor Tenant Space

Typically, major retailers such as department stores, home improvement centres, Canadian Tire, membership (i.e. Costco), drug stores and supermarkets function as anchor tenants for shopping centres or shopping nodes. **Table 4-3** summarizes the number of new/additional potential locations that could be warranted for major anchor tenants in Oakville over the period 2021 – 2041.

TABLE 4-3 : ESTIMATED TOTAL DEMAND FOR MAJOR ANCHOR TENANTS

Major Anchor Tenants	Number of Locations Existing	Number of Locations Warranted		
	2014	2021	2031	2041
Department Store	4	1	1	2
Home Improvement Centre	5	1	1	2
Canadian Tire	3	0	1	1

---

[12] This vacancy contingency added in the analysis combined with vacant space identified in the inventory equals 5% of the total existing and new warranted space in the Study Area. In a balanced market, a normal vacancy levels is 5% to 7.5%.

[13] The forecast demand for 2041 is based on population projections provided by Watson and Associated to inform this study. These forcasts will need to be reviewed with the Region of Halton following the region's Official Plan Review process currently underway and may be adjusted.

Major Warehouse Membership Club (e.g. Costco)	0	1	1	1
Major Drug Store	10	1	2	3
Supermarket	18	1	2	3

4.5.6 Estimated Land Needs to Accommodate Demand for Future Commercial/Retail Space

Table 4-4 provides an estimate of the land area required to accommodate the additional warranted space identified above. These estimates of warranted space and land requirements reflect the limited amount of greenfield sites located within the Town of Oakville. This limitation is reflected through an increase in coverage ratios and higher sales performance levels for the retail commercial space warranted in the future.

TABLE 4-4 WARRANTED COMMERCIAL LAND REQUIREMENTS SUMMARY

			Years	
		2021	2031	2041
Warranted New Retail and Service Space (Square Feet)		1,382,000	2,922,000	3,522,000
Estimate of Warranted New Space Land Requirements (Acres)				
Coverage ratio	25%	127	268	323
Coverage ratio	30%	106	224	270
Coverage ratio	40%	79	168	202
Coverage ratio	50%	63	134	162
Estimate of Warranted New Space Land Requirements (Hectares)				
Coverage ratio	25%	51	109	131
Coverage ratio	30%	43	91	109
Coverage ratio	40%	32	68	82
Coverage ratio	50%	26	54	65

Source: TATE ECONOMIC RESEARCH INC.

Based on inventory research and experience, we estimate that typical site coverage for existing shopping centres in Oakville is 25%. Based on the current average site coverage ratio of 25%, the Town would require approximately 51 hectares (127 acres) of commercial land by 2021, 109 hectares (268 acres) by 2031 and 131 hectares (323 acres) by 2041 to accommodate the space warranted in this analysis.

Given the trends that influence the supply of retail space summarized previously in this report, including the compact design of higher order shopping facilities, the efficiency of modern store prototypes and the increasing cost of development land, we anticipate that future site development will intensify. This intensification will allow for higher site coverage ratios and lessen the overall land requirements. We also note that a portion of these land requirements can be addressed through the intensification of existing commercial sites throughout the Town, including the downtown areas and open concept retail centres.

In the long term, it is anticipated that the commercial/retail land needs forecast for the Town will be reduced beyond 2021 from the 25% coverage ratio estimated above. At a 40% site coverage ratio, there is demand for approximately 32 hectares (79 acres) of commercial land by 2021, increasing to 82 hectares (202 acres) by 2041.

4.6 Summary of Market Findings

Oakville residents are well served in terms of retail selection. The only major retail store type not represented in Oakville is a warehouse membership club (such as Costco). Some areas of Oakville are better served with commercial space than others. In particular, Northwest Oakville is “under-stored” relative to the Town overall. Oakville also includes three vibrant downtowns that are locally oriented, but also cater to wider based clientele.

Oakville residents tend to shop outside of Oakville for some comparison shopping goods, such as clothing, shoes and accessories, furniture and other miscellaneous retailers. There is an opportunity for Oakville to recapture a portion of these expenditures that are currently leaving the Town. Conversely, Oakville also attracts customers from the surrounding municipalities, particularly Mississauga and Burlington. This cross shopping amongst the local municipalities is expected to continue.

The commercial demand analysis has identified the opportunity for approximately 1.4 million square feet (130,000 square metres) of new commercial/retail space in Oakville by 2021. Development of this amount of space is anticipated to require between 26 and 51 hectares (63 and 127 acres) of land, depending on its built form and density. Long term demand for new commercial/retail space is forecast to increase to approximately 2.9 million square feet (271,000 square metres) by 2031 and approximately 3.5 million square feet (327,000 square metres) by 2041[14] requiring additional supply of commercial lands. Increased pressure on the supply of commercial/retail land expected in the future will result in more intensified developments to meet demand for new retail space over the long term.

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[14] 2041 forecasts are based on Watson’s population projections which were prepared to inform this study but have not been confirmed with the Region of Halton.

5.0 Commercial Land Supply

5.1 Commercial Land Supply Methodology

The methodology for Commercial Land Supply was to split the Town into two areas, north of Dundas Street and south of Dundas Street due to distinct difference for commercial land supply between these two areas. The south is primarily characterized by existing commercial areas, however the north is largely undeveloped commercial areas.

For the area south of Dundas Street, the commercial land supply was determined through analysis of aerial photographs to identify vacant commercially designated parcels. The identified parcels were then reviewed by Town staff who confirmed the vacant parcels and removed any parcels that had been recently developed or had active and non-commercial applications.

For the area north of the Dundas Street, the draft plans were reviewed to identify where within the mixed-use designations (Neyagawa Boulevard Urban Core Area and Trafalgar Road Urban Core Area), commercial or mix use blocks were planned. From this review, the area of the mixed-use designations remaining with commercial potential was identified.

The location of commercial designated lands is illustrated in **Figure 5-1**.

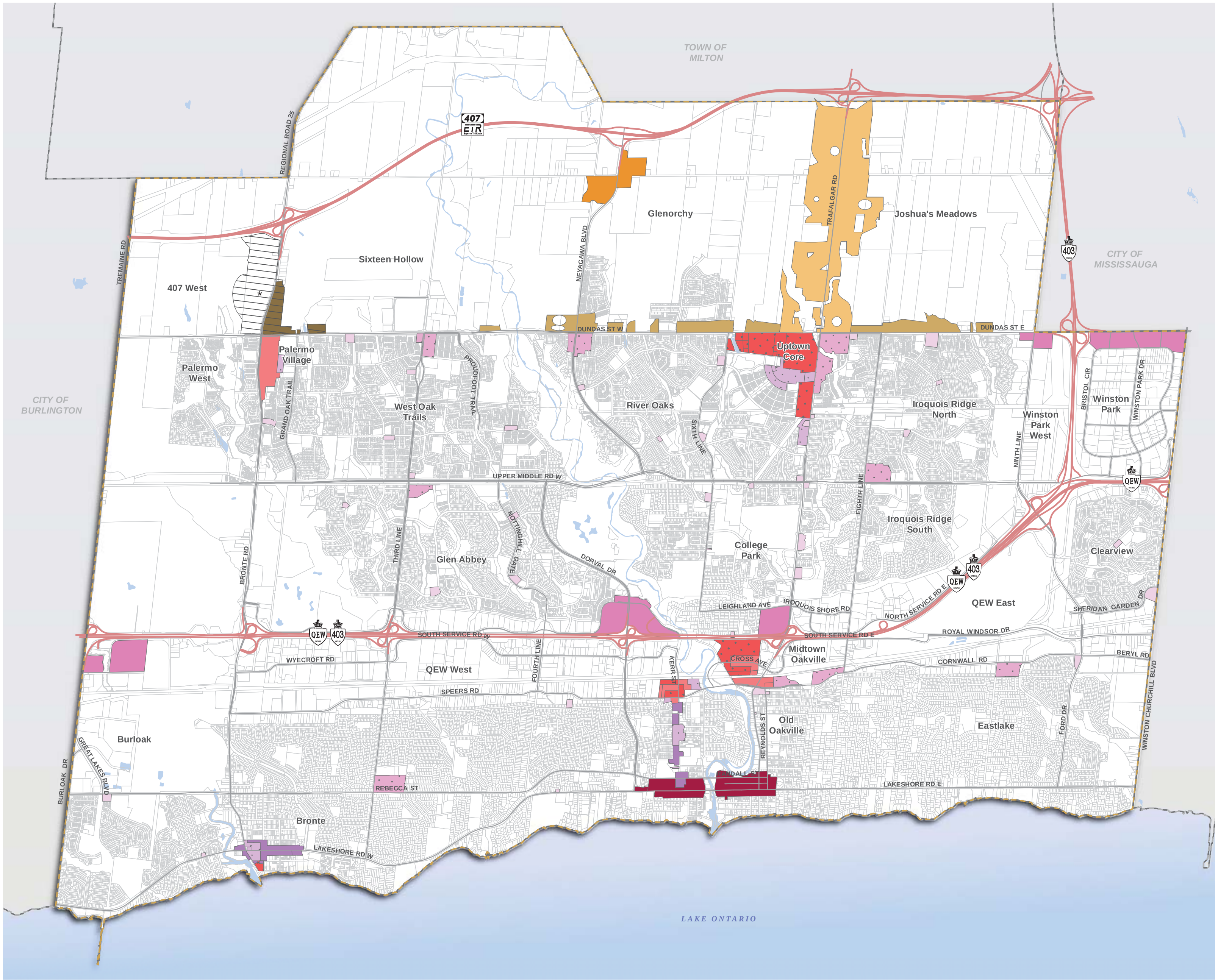
OAKVILLE

TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

LOCATION OF TOWN-WIDE COMMERCIAL DESIGNATED LANDS

FIGURE 5-1



— 400 SERIES HIGHWAY
— ARTERIAL ROAD
▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
☐ PROPERTY PARCELS
☐ TOWN OF OAKVILLE
☐ OTHER MUNICIPALITIES

NORTH OAKVILLE SECONDARY PLAN

🟧 NEYAGAWA BLVD. URBAN CORE AREA
🟧 TRAFALGAR ROAD URBAN CORE AREA
🟫 DUNDAS STREET URBAN CORE AREA
🟫 PALERMO VILLAGE NORTH URBAN CORE AREA

LIVABLE OAKVILLE OFFICIAL PLAN

🟪 COMMUNITY COMMERCIAL
🟪 CORE COMMERCIAL
🟪 MAIN STREET 1
🟪 MAIN STREET 2
🟪 NEIGHBOURHOOD COMMERCIAL
🟥 URBAN CENTRE
🟥 URBAN CORE
🟥 CENTRAL BUSINESS DISTRICT

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE
1:50,000

MAP DRAWING INFORMATION:
DATA PROVIDED BY TOWN OF OAKVILLE (2014) AND MNR (2013)

MAP CREATED BY: PFM
MAP CHECKED BY: JG
MAP PROJECTION: NAD 1983 UTM Zone 17N

FILE LOCATION:
G:\GIS\141098 Oakville Empl & Commercial Review\GIS Data\MXDs\Report\5-1 - Town-Wide Commercial.mxd

DILLON CONSULTING

PROJECT: 14-1098
STATUS: FINAL
DATE: 10/14/2016

5.2 Commercial Land Inventory

Vacant commercial designated lands in the Town of Oakville are categorized into two geographic areas:

1. South of Dundas Street, also referred to existing commercial areas and,
2. North of Dundas Street, also referred to as North Oakville.

The characteristics and development opportunities of vacant commercial lands in each geographic area of the Town differ due to surrounding uses and the commercial policy framework in place.

The inventory of vacant commercial designated lands south of Dundas Street can be generally described to be:

- Infill opportunities;
- Vacant lots within the built-up area; and
- Typically small in size.

The inventory of vacant commercial designated lands north of Dundas Street in North Oakville are generally:

- Substantially larger parcels than those south of Dundas Street;
- Consist of blocks in proposed or approved plan of subdivisions or have yet to be subject to a draft plan of subdivision; and
- Permit both residential and commercial development which leads to less certainty in the actual commercial potential on these blocks.

Details of the vacant commercial lands of each geographic area are discussed below.

5.2.1 Vacant Lot Analysis

A vacant lot analysis of commercial lands in Oakville was also conducted. This analysis identified 32 sites making up a total of 20 hectares of commercially designated vacant lands within the area covered by the Livable Oakville Plan. Of these, 25 are less than 0.5 hectares in size, 2 are between 0.5 and 1.0 hectares, 4 are between 1 and 2 hectares and one is approximately 7 hectares in size. These are generally clustered in Palermo and Uptown, and to a lesser extent in Midtown, Downtown and Kerr Street.

Within North Oakville, retail is permitted in mixed-use form, which is directed to the Trafalgar Urban Core Area, Neyagawa Boulevard Urban Core Area, Dundas Urban Core Area and the Palermo Village North Urban Core Area. As of yet, there are no current applications for commercial uses in the Trafalgar Urban Core Area or Neyagawa Urban Core Area.

Within the Dundas Urban Core, the majority of the land in the proposed or approved draft plans is for residential purposes. However, a new Commercial Plaza is located at the northeast corner of Neyagawa Blvd and Dundas Street (approximately 14,000 sq. m. in size), and additional blocks totalling approximately 3.5 hectares with applications in progress may develop for commercial uses. Live works units are also proposed along Dundas Street. There are also approximately 20 hectares of land within this designation that have no draft applications on them, but these lands are not expected to develop entirely as commercial. The total permitted retail space in the Dundas Urban Core is 32,000 square metres plus additional space for service commercial uses.

The remaining North Oakville Urban Core Areas have permission for a maximum of 131,000 square metres of retail commercial floor area plus additional space for service commercial uses and with potential in some areas for a greater amount of retail space subject to a market study.

5.2.2 Existing Commercial Supply South of Dundas

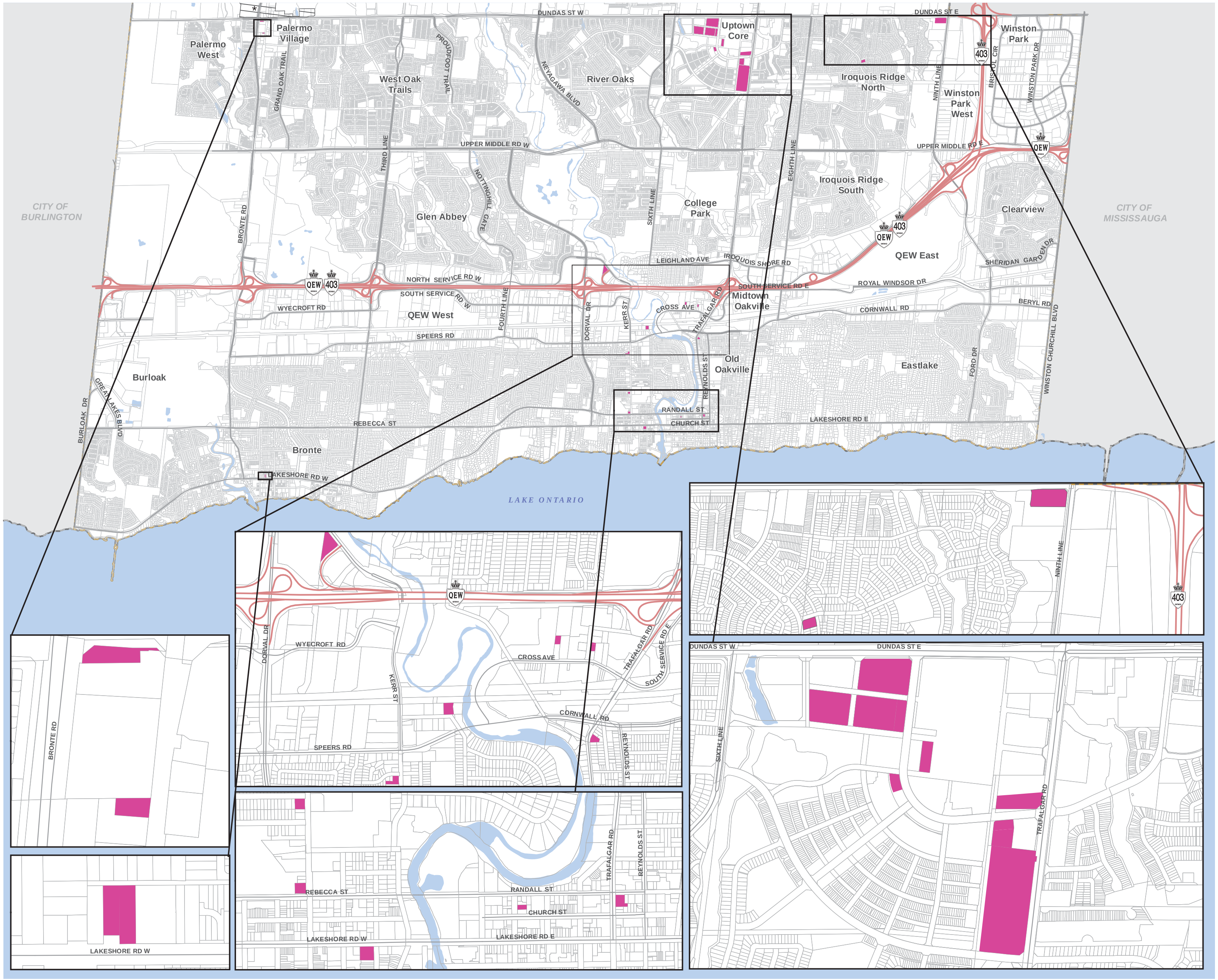
Twenty six (26) sites have been identified as vacant and amount to approximately 20 hectares of land. The sites fall within the following size categories:

- 19 sites < 0.5 hectares
- 2 sites between 0.5 hectares and 1.0 hectares
- 3 between 1.0 hectares and 3.0 hectares
- 1 site approximately 7 hectares

In total, these vacant designated commercial lands could potentially accommodate 60,000 square metres of retail space, based on a 30% lot coverage ratio. At 40% site coverage, approximately 80,000 square metres of retail space could potentially be accommodated on existing vacant commercial lands. At 50% site coverage, approximately 100,000 square metres could potentially be accommodated. 50% site coverage would require structured parking or no parking at all, and is not a realistic assumption given the large number of small parcels of vacant land in the inventory.

Vacant commercial lands are clustered in four general areas (**Figure 5-2**):

- Uptown Core Area
- Lands surrounding the QEW between Trafalgar and Dorval
- Downtown/Kerr Village
- Dundas and 9th Line



![OAKVILLE]

TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT COMMERCIAL DESIGNATED LANDS SOUTH OF DUNDAS STREET

FIGURE 5-2

—	400 SERIES HIGHWAY
—	ARTERIAL ROAD
▨	SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
☐	PROPERTY PARCELS

VACANT

🟪	YES
☐	TOWN OF OAKVILLE
☐	OTHER MUNICIPALITIES

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE
1:56,000

MAP DRAWING INFORMATION:
DATA PROVIDED BY TOWN OF OAKVILLE (2014) AND MNR (2013)

PROJECT: 14-1098
STATUS: FINAL
DATE: 07/22/2015

Potential Supply in North Oakville

Commercial designated lands in North Oakville are mostly vacant and, as such, the potential supply has been calculated based on the maximum commercial space permitted by the North Oakville Secondary Plan policies. **Table 5-1** below summarizes the maximum total amount of commercial space permitted within distinct areas of North Oakville.

TABLE 5-1 : MAXIMUM TOTAL COMMERCIAL SPACE PERMITTED IN NORTH OAKVILLE

Area in North Oakville	Maximum total commercial space permitted (sq.m.)
Trafalgar Urban Core Area	93,000 retail and service
Dundas Urban Core Area	32,000 retail and 21,000 service
Neyagawa Urban Core Area	31,000 retail and 21,000 service
Palermo Village North Urban Core Area	7,000
Total North Oakville	**191,000 retail and service commercial**

Most of North Oakville is not yet part of development applications. Current development activity in North Oakville is focused in the Dundas Urban Core Area only, where the majority of the Dundas Urban Core Area is in either proposed or approved draft plans, and consists primarily of residential uses. With regards to commercial development in the Dundas Urban Core Area:

- A commercial plaza at the north-east corner of Neyagawa Boulevard and Dundas Street is under construction (14,000 square metres);
- Additional Dundas Urban Core Area Blocks in proposed or approved draft plans may develop for commercial use (3.5 ha.) (in progress);
- Additional live-work units are proposed along or near Dundas Street; and
- Approximately 20 hectares remain vacant with no draft plan applications. These lands are not expected to develop entirely as commercial.

5.2.3 Potential Town-wide Commercial Supply

In total, the Town has approximately 251,000 square metres of vacant commercial designated lands (excluding existing built commercial space of 14,000 square metres at Dundas Street and Neyagawa Boulevard). **Table 5-2** below summarizes the total amount of potential commercial space available from vacant commercial designated lands in North Oakville and south of Dundas Street combined.

TABLE 5-2 TOTAL TOWN-WIDE VACANT COMMERCIAL DESIGNATED SPACE AVAILABLE

Area	**Space (sq.m.)**
Trafalgar Urban Core Area	93,000 retail and service
Dundas Urban Core Area	32,000 retail 21,000 service -14,000* built
Neyagawa Urban Core Area	31,000 retail 21,000 service
Palermo Village North Urban Core Area	7,000 retail
Potential on Vacant Land in South Oakville	60,000 retail
Total	**251,000**

5.3 Characteristics of the Commercial Supply

Approximately 251,000 square metres (2.7 million square feet) of retail and service commercial space is theoretically available from vacant commercial designated lands. However, some of the vacant commercial lands south of Dundas Street have characteristics that may limit or reduce the attractiveness of these sites for commercial development.

A retail analysis on the desirability of the Town's vacant commercial designated lands located south of Dundas Street (see **Figure 5-3**) was undertaken from an urban planning and retail perspective. Each site was given an overall retail assessment (excellent, good, fair, poor) based on an evaluation of the following factors:

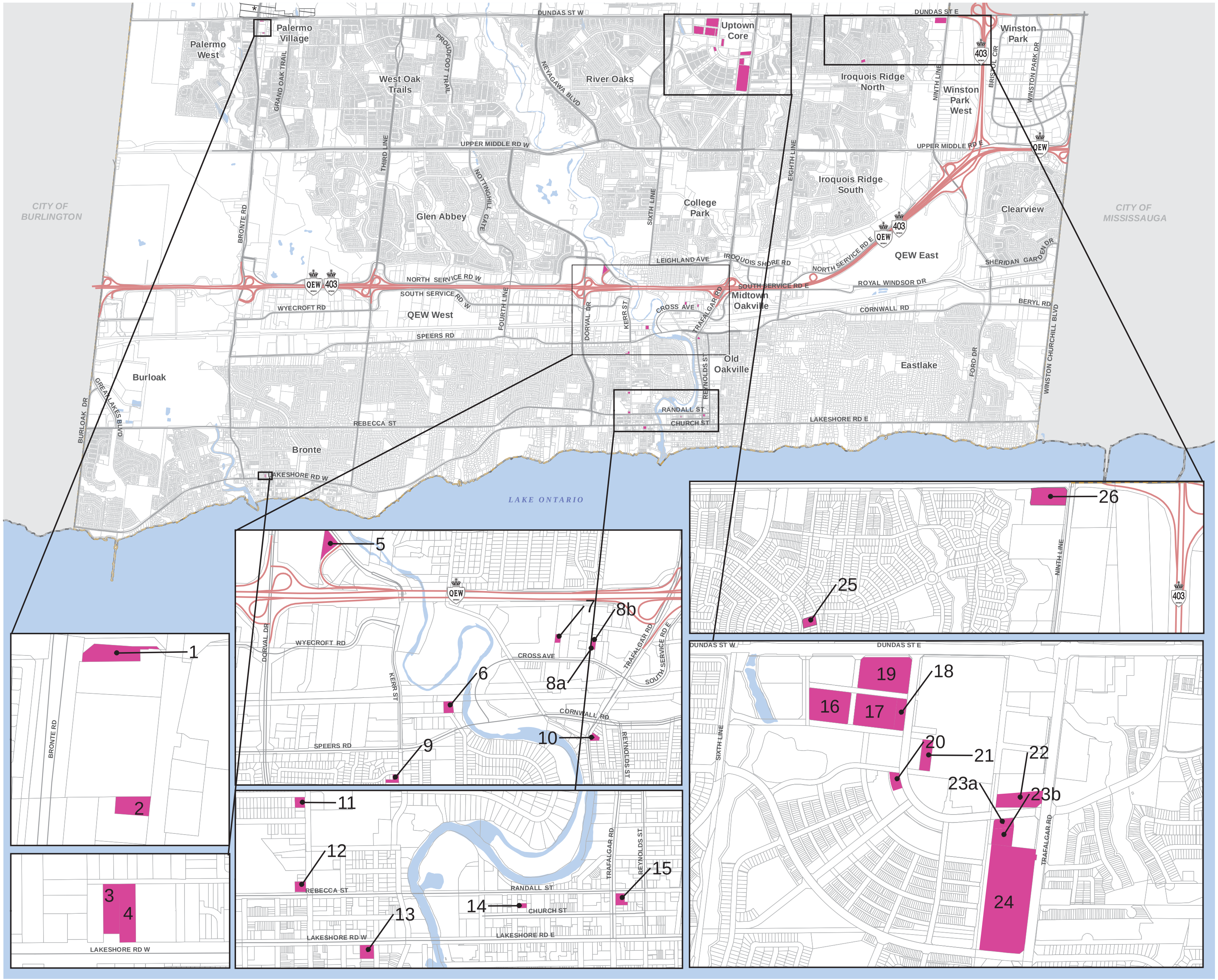
- Site size,
- Land use designation,
- Zoning,
- Potential retail floor area assuming 30% lot coverage,
- Road type which the lot fronts onto,
- Transit accessibility,
- Visibility and exposure,
- Existing adjacent uses,
- Compatibility with adjacent uses,
- Ingress and egress characteristics, and
- Synergies with other adjacent uses in the surrounding area.

Table 5-3 contains the detailed assessment of each vacant commercial site.

The retail assessment determined that of the 26 vacant sites located south of Dundas Street, Site 7 should be removed from the vacant inventory as it is the rear portion of an existing developed site and is not likely to be developed and Site 15 is part of a condominium construction site and should also be removed from the inventory. Of the remaining vacant sites, three (#6, 8a/8b, and 25) are poorly located leading to difficult accessibility and poor visibility. The balance of the vacant commercial lands have fair to excellent retail assessment. However, it's noted that 12 of the 21 infill sites with a Fair, Good, or Excellent overall retail assessment are small and offer potential retail floor area of only between 150 square metres and 500 square metres. The small size of these parcels limits the type of commercial uses that would likely occupy these small sites despite the range of uses permitted in the Official Plan and Zoning By-law.

In addition, there may be opportunities for infill and intensification within the existing occupied commercial areas. Infill and intensification could take the form of increased retail space through addition of retail development with increased site coverage or mixed use development that could include increased retail space in addition to residential uses.

However, intensification beyond 30% coverage will require reductions in parking standards or structured parking. Structured parking is generally not feasible on small to moderately sized sites. It can be feasible on large scale commercial sites depending on the type of retailers and the market being served. On sites that will be intensified for mixed residential / commercial development, generally the amount of retail space will not significantly increase from a traditional sole commercial development due to the space required for residential lobbies, loading and service areas that are required on the ground floor. Determining a specific potential for commercial intensification would require a site by site analysis and even with such detailed review any assumptions on intensification potential would be speculative at best due to the varieties of the market and the owner's intentions.



OAKVILLE

TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT LOT ANALYSIS - REFERENCE MAP

FIGURE 5-3

—	400 SERIES HIGHWAY
—	ARTERIAL ROAD
▨	SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
☐	PROPERTY PARCELS

VACANT

🟪	YES
☐	TOWN OF OAKVILLE
☐	OTHER MUNICIPALITIES

★ SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE
1:56,000

MAP DRAWING INFORMATION:
DATA PROVIDED BY TOWN OF OAKVILLE (2014) AND MNR (2013)

PROJECT: 14-1098

STATUS: FINAL

DATE: 07/22/2015

TABLE 5-3: VACANT COMMERCIAL SUPPLY ANALYSIS (LOT LEVEL RESULTS)

Map Key	1	2	3	4	5	6	7	8a	8b	9	10	11	12	13	14
Address			2377 LAKESHORE RD W			21 SHEPHERD RD	157 CROSS AVE	571 ARGUS RD	571 ARGUS RD	458 KERR ST	445 TRAFALGAR RD	258 KERR ST	164 KERR ST	96 CHISHOLM ST	129 THOMAS ST
Location	SW of Bronte Road and Dundas Street	SW of Bronte Road and Dundas Street	NE of Lakeshore Road and Bronte Road	NE of Lakeshore and Bronte Road	NE of Dorval Road and QEW	NE of Kerr Street and Speers Road	SW of Trafalgar Road and QEW	SW of Trafalgar Road and QEW	SW of Trafalgar Road and QEW	SW of Kerr Street and Speers Road	SW of Speers Road and Trafalgar Road	NW of Rebecca Street and Kerr Street	NW of Rebecca Street and Kerr Street	SE of Kerr Street and Lakeshore Road	SE of Randall Street and Trafalgar Road
Size (ha)	0.13	0.09	0.07	0.08	0.68	0.31	0.13	0.09	0.02	0.20	0.15	0.13	0.14	0.23	0.05
Designation	URBAN CENTRE	URBAN CENTRE	MAIN STREET 1	MAIN STREET 1	CORE COMMERCIAL	MAIN STREET 2	URBAN CORE	URBAN CENTRE	URBAN CORE	MAIN STREET 1	NEIGHBOURHOOD COMMERCIAL	MAIN STREET 1	MAIN STREET 1	CENTRAL BUSINESS DISTRICT	CENTRAL BUSINESS DISTRICT
Zoning	H1-MU3	H1-MU3	H1-MU1	H1-MU1	C3	H1-MU2 sp:342	MTC	MTC	MTC	H1-MU1	ED	H1-MU1	CU sp:326	H15-CBD sp:17	CBD
Coverage	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%
Max Retail GFA (s.m.)	382.86	255.64	214.29	252.10	2,036.67	934.71	403.35	284.58	62.07	595.13	435.09	381.62	417.49	690.00	152.92
Existing and proposed road network	Fronts onto Bronte Road (7 lanes - Major Arterial), Dundas Street (7 lane - Major Arterial) and Old Bronte Road (4 lane - Minor Collector).	Fronts onto Old Bronte Road (4 lanes - Minor Collector)	Fronts onto Lakeshore Road (3 lanes - Minor Arterial)	Fronts onto Lakeshore Road (3 lanes - Minor Arterial)	Fronts onto Kerr Street (4 lanes - Minor Arterial)	Fronts onto Shepherd Road (2 Lanes - Minor Collector)		Fronts onto Argus Road (2 Lanes - Local Road)	Fronts onto Argus Road (2 Lanes - Local Road)	Fronts onto Kerr Street (2 lane, Minor Collector) and Prince Charles Drive (2 lane, Local Road)	Fronts onto Trafalgar Road (2 Lane, Minor Arterial)	Fronts onto Kerr Street (2 Lanes, Minor Collector) and Westside Drive (2 Lane, Local Road)	Fronts onto Rebecca Street (3 lanes, Minor Arterial) and Kerr Street (2 lane, Minor Collector)	Fronts onto Lakeshore Road West (3 lanes, Minor Arterial) and Chisolm Street (2 lanes, Local Road)	Fronts on Thomas Street (2 lanes, local road)
Transit accessibility	Yes - on transit line	Yes - 200 metres from transit route	Yes - on transit route	Yes - on transit route	Yes - on transit route	Yes - on transit route		Yes - less 100 metres from transit route	Yes - less 100 metres from transit route	Yes - on transit route	Yes - less than 100 metres from transit route	Yes - less than 100 metres from transit route	Yes - on transit route	Yes - on transit route	Yes - less than 100 metres from transit route
Visibility and exposure	Excellent	Fair	Excellent	Excellent	Good	Fair		Poor	Poor	Excellent	Excellent	Excellent	Excellent	Excellent	Good
Existing adjacent uses	Directly abutting commercial, vacant lands, institutional and residential nearby	Predominantly residential, nearby institutional, commercial	Commercial	Commercial	Commercial	Offices		Commercial	Commercial	Commercial, Residential and mixed use.	Commercial and Residential	Commercial and residential	Commercial, recreational	Commercial and residential	Commercial
Compatibility with adjacent uses	Good	Good - Compatibility measures would be required to mitigate impacts on directly adjacent single detached dwellings	Excellent	Excellent	Excellent	Good		Excellent	Good	Good	Excellent, former commercial use	Excellent	Excellent	Excellent	Excellent
Ingress and egress characteristics	Poor. Because of medians, entrance only accessible from certain directions, otherwise backtracking required to access	Poor, single access likely	Fair - single access likely if developed on own, double access possible if developed with adjacent property	Fair - single access likely if developed on own, double access possible if developed with adjacent property	Poor - entrance to site may be too close to other intersections, double entrance unlikely. Could potentially take access from adjacent Town Centre site	Poor - double access may be difficult to accommodate on account of curve in Shepherd Road		Good - Potential for two accesses	Good - Potential for two accesses	Fair - Potential for two accesses, left turns north onto Kerr from site may be difficult	Poor - left turn exiting the site may be difficult	Good - Access from Westside Drive, light at Westside Drive/Kerr intersection	Fair - left hand turns out of site not possible from Rebecca Street unless shared access with recreation centre	Fair - likely access to be taken from Chisolm Street	Fair - likely access to be taken from Thomas Street, single entrance likely
Synergies with other adjacent uses in the surrounding area.	Vacant lands in immediate area	Vacant	In Bronte Village, established commercial area	In Bronte Village, established commercial area	Commercial uses to east and west	Limited synergies		In commercial area	In commercial area	In Kerr Village, established commercial area	Commercial to the north	In Kerr Village	In Kerr Village	In Kerr Village	In Downtown Oakville
Additional Comments	Would likely share access and parking with existing abutting commercial plaza	Small site	Small site, may be more difficult to develop on it's own and provide loading area, if required for the use. Opportunity to develop together with Site #4 which would improve ingress and egress opportunities and provide a larger site for development.	Small site, may be more difficult to develop on it's own and provide loading area, if required for the use. Opportunity to develop together with Site #3 which would improve ingress and egress opportunities and provide a larger site for development.	Adjacent to retail anchor tenants Canadian Tire and Winners	Somewhat isolated area, draw may be difficult	Removed from analysis, rear portion of existing developed site, unlikely to develop	Same lot as 8b, different designation - Not on retail street	Same lot as 8a, different designation - not on retail street		Cleared site	Currently used for parking		Currently on market	Not contiguous to other retail uses
Overall Retail Assessment	Excellent	Fair	Excellent	Excellent	Good	Poor		Poor	Poor	Excellent	Good	Excellent	Excellent	Excellent	Fair

Map Key	15	16	17	18	19	20	21	22	23a	23b	24	25	26
Address	135 TRAFALGAR RD				20 OAK PARK BLVD		206 HAYS BLVD	260 HAYS BLVD	2339 TAUNTON RD	2339 TAUNTON RD	2320 TRAFALGAR RD		
Location	SW of Randall Street and Trafalgar Road	SW of Dundas Street and Trafalgar Road	SW of Dundas Street and Trafalgar Road	SW of Dundas Street and Trafalgar Road	SW of Dundas Street and Trafalgar Road	SW of Dundas Street and Trafalgar Road	SW of Dundas Street and Trafalgar Road	SW of Dundas Street and Trafalgar Road	SW of Dundas Street and Trafalgar Road	SW of Dundas Street and Trafalgar Road	SW of Dundas Street and Trafalgar Road	SW of Dundas Street and 9th Line	SW of Dundas Street and 9th Line
Size (ha)	0.14	1.79	1.80	0.44	2.39	0.24	0.46	0.94	0.27	0.49	6.63	0.30	1.48
Designation	CENTRAL BUSINESS DISTRICT	URBAN CORE	URBAN CORE	URBAN CORE	URBAN CORE	MAIN STREET 2	MAIN STREET 2	MAIN STREET 2	MAIN STREET 2	URBAN CORE	URBAN CORE	NEIGHBOURHOOD COMMERCIAL	CORE COMMERCIAL
Zoning	CBD sp:322	MU4 sp:38	MU4 sp:38	MU4 sp:38	MU4 sp:37	MU2	MU2 sp:42	MU2 sp:42	MU2	MU4	H19-MU4 sp:307	C1	C3
Coverage	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%
Max Retail GFA (s.m.)	425.67	5,356.06	5,409.44	1,309.65	7,163.00	721.08	1,371.24	2,809.75	800.36	1,467.79	19,901.37	909.77	4,446.87
Existing and proposec road network	Fronts onto Trafalgar Road (4 lanes, Minor Arterial) and Randall Street (2 lanes, Minor Arterial)	Fronts onto Oak Walk Drive (2 lanes, Major Collector) and Post Road, Minor Collector)	Fronts onto Oak Walk Drive (2 lanes, Major Collector)	Fronts onto Oak Park Boulevard (5 lanes, Major Collector)	Fronts onto Oak Walk Drive (2 lanes, Major Collector), Oak Park Boulevard (5 lanes, Major Collector) and Dundas Street West (5 lanes, Major Arterial)	Fronts onto Oak Park Blvd. (5 lanes, Major Collector) and Central Park Drive (2 lanes, Local Road)	Fronts onto Hays Blvd (2 lanes, Major Collector)	Fronts onto Trafalgar Road (5 lanes, Major Arterial), Oak Park Blvd. (4 lanes, Major Collector) and Taunton Road (2 lanes, Major Collector)	Fronts onto Oak Park Blvd. (5 lanes, Major Collector)	Fronts onto Oak Park Blvd. (5 lanes, Major Collector)	Fronts onto Trafalgar Road (5 lanes, Major Arterial) and Glenashton Drive (5 lanes, Major Collector)	Fronts onto Truxton Drive (2 lanes, Local Road), Arrowhead Road (2 Lanes, Minor Collector) and North Ridge Trail (2 Lanes, Major Collector)	Fronts onto 9th Line (3 Lanes, Major Arterial) and Dundas Street West (5 lanes, Major Arterial)
Transit accessibility	Yes - on transit route	Yes - less than 200 metres from transit route	Yes - less than 200 metres from transit route	Yes - On transit route	Yes - On transit route	Yes - On transit route	Yes - Less than 100 metre transit route	Yes - On transit route	Yes - On transit route	Yes - On transit route	Yes - On transit route	Yes - On transit route	Yes - On transit route
Visibility and exposure		Good	Good	Good	Excellent	Good	Fair	Good	Good	Good	Good	Fair	Excellent
Existing adjacent uses	Commercial and residential	Institutional, Residential, Recreational	Institutional, Residential, Recreational	Commercial, Residential, Recreational	Institutional, Commercial	Commercial, Mixed use, Recreational	Commercial, Recreational	Commercial	Commercial	Commercial	Residential	Residential	Commercial and Institutional (under construction)
Compatibility with adjacent uses	Good	Excellent	Excellent	Excellent	Good	Good	Good	Excellent	Excellent	Excellent	Good	Good	Good
Ingress and egress characteristics	Good - access possible from Reynolds and Randall Street	Good, access to Oak Walk Drive and Post Road, likely two access possible	Good, access to Oak Walk Drive, likely two accesses possible	Good, access to Oak Park Blvd., two accesses likely	Good, access to Oak Park Blvd. and Oak Walk Drive possible	Fair, left hand turns out of site may be difficult	Fair, access to Hays Blvd. May not be able to get two accesses, unless combined with property to the east.	Good, potential access from Taunton Road and Oak Park Blvd.	Good. Potential access from Oak Park Blvd., potential Major Collector proposed off of Oak Park Blvd.	Good. Potential access from Oak Park Blvd., potential Major Collector proposed off of Oak Park Blvd.	Good. Potential access from Trafalgar Road and Glenashton Drive	Good. Potential for multiple ingress/egress	Fair, left turns may be difficult
Synergies with other adjacent uses in the surrounding area.		in Uptown Core, mixed use area	in Uptown Core, mixed use area	in Uptown Core, mixed use area	in Uptown Core, mixed use area	in Uptown Core, mixed use area	in Uptown Core, mixed use area	in Uptown Core, mixed use area	in Uptown Core, mixed use area	in Uptown Core, mixed use area		Residential	
Additional Comments							Adjacent to Walmart	Near Walmart	Same as 23b, different designations, adjacent to Walmart	Same as 23a, different designations, adjacent to Walmart	Large Site	In established residential area, and located on lower order roads	Isolated from other retail development
Overall Retail Assessment	DELETE - CONDO UNDER CONSTRUCTION AT THIS SITE	Good	Good	Good	Excellent	Good	Excellent	Excellent	Excellent	Excellent	Good	Poor	Good

6.0 Reconciling Commercial Supply and Demand

6.1 Commercial Land Supply and Demand

The commercial demand analysis has outlined a commercial demand that is above the existing and planned commercial land supply. The long-term commercial demand for the Town of Oakville (2041) is projected to be approximately 325,000 square metres (3.5 million square feet), however the existing and planned commercial land supply is approximately 251,000 square metres (2.7 million square feet). Assuming a coverage factor of 30%, there is a shortfall of approximately 25 hectares of commercial lands. These forecasts, however, have a number of important limitations:

- **They are not based on approved forecasts:** As 2041 approved population and employment forecasts for the Town of Oakville do not exist, this demand forecast relies upon the forecasts prepared by Watson & Associates to inform this study. These forecasts were prepared using the best available information and are based on a thorough review of the growth context for Oakville. They are intended to inform the Region's forecasts, which will be developed for each of the lower tier municipalities as part of the Region's Official Plan Comprehensive Review process been initiated.
- **They do not include opportunities for intensification and infill**: The existing occupied commercial areas present infill and intensification opportunities. A factor for the portion of the commercial demand that will be accommodated through intensification and infill has not been included.
- **They assume relatively static trends in the retail sector**: We know that retail market trends continue to evolve and have a significant impact on the amount and type of demand. The commercial demand forecasts have been developed with an understanding of the retail trends, as presented in Section 4.2; however, the impact of these trends to traditional retail forms is largely unknown.

The following subsection explores some of the key issues and opportunities with the supply and demand in more detail, in an effort to understand the complex nature of commercial land planning.

6.2 Opportunities and Constraints Assessment

6.2.1 Key Commercial Issues

In addition to the supply being below the anticipated demand, the analysis has uncovered a range of issues related to commercial uses in Oakville. Many of the issues are unique to either the north or the south, where the north is facing issues related to greenfield development and the south is facing challenges related to infill development. The following key issues have been identified:

THE VACANT COMMERCIAL SUPPLY IS UNBALANCED

There is an unbalanced supply of commercial lands in the north and south areas of Oakville. Twenty four percent of the vacant commercial floor (60,000 square metres of the 251,000 total permitted) is located south of Dundas Street resulting in very limited commercial opportunities in the southern portion of the Town. The majority of future demand south of Dundas Street will have to be accommodated through redevelopment and/or intensification of existing commercial lands.

ASSUMPTION OF 100% BUILD OUT OF VACANT COMMERCIAL LANDS MAY NOT BE REALISTIC

Typically some of the available vacant commercial lands are vacant due to site conditions or limitations of the site. It is difficult to achieve 100% build-out, as a number of the vacant sites south of Dundas Street are small or are poorly located, which limits the type of uses that can be located there and may not be as desirable for new commercial uses. As discussed in Section 5.2, many of the vacant infill sites that are well located for commercial uses are small and offer potential retail floor area of only between 150 square metres and 500 square metres. To a certain extent, the small size of these parcels limits the range of uses and desirability of these lands. As well, although the Livable Oakville Plan directs future retail growth to occur through intensification and redevelopment of existing commercial centres, the size of the properties may limit the potential for commercial intensification.

THE CURRENT POLICY FRAMEWORK PERMITS COMMERCIAL BUT DOES NOT GUARANTEE COMMERCIAL WILL BE BUILT

The current policy for North Oakville permits retail in a mixed use form directed to:

- Trafalgar Urban Core;
- Neyagawa Boulevard Urban Core Area;
- Dundas Urban Core Area; and
- Palermo Village North Urban Core[15].

There are currently no applications for commercial use in the Trafalgar Urban Core Area or Neyagawa Urban Core Area. Within the Dundas Urban Core Area, the majority of land is in proposed or approved draft residential planned areas. Although only one new commercial plaza has been developed at the north-east corner of Neyagawa Boulevard and Dundas Street, blocks within other subdivisions along Dundas Street have been reserved that could be developed for commercial use.

The lack of commercial development to date in North Oakville is largely due to the limited amount of residential development that has been constructed. Commercial development typically lags behind residential development until a significant market threshold is established.

The North Oakville East Secondary Plan permits a considerable amount of retail and service commercial space within the Urban Core Areas, but with the lands being designated as mixed use and permitting both residential and commercial use, there is less certainty that the maximum permitted commercial space will be achieved.

With regards to commercial inventory, currently, Northwest Oakville is under-stored relative to the rest of the Town. Based on 2014 data, Northwest Oakville offers significantly less commercial/retail space per capita compared to the rest of Oakville. The per capita rate for Northwest Oakville is 20.8 sq.ft./capita versus 70.8 sq.ft./capita in South Oakville and 48.6 sq.ft./capita in Northeast Oakville. In comparison, the Town-wide rate is 47.8 sq.ft./capita.

Within the current commercial policy framework of the Livable Oakville Plan and the North Oakville West Secondary Plan, commercial designated lands are located in Palermo Village and the Palermo Village North Urban Core Area. It is in a highly accessible location being located along a Regional arterial road (Bronte Road/Regional Road 25) and directly connected to the Bronte/Hwy 407 interchange. It offers good opportunity to service future employment uses in the Employment Area in Northwest Oakville and the residential areas south of Dundas. However, a

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[15] The Palermo Village North Urban Core Area is subject to an appeal. The policies of the North Oakville West Secondary Plan do not currently apply

key issue for this area is the lack of local food retail, and how to encourage the provision of a supermarket to serve the needs of the growing community.

CURRENT POLICY PERMITS LIMITED RETAIL AND SERVICE COMMERCIAL USES IN EMPLOYMENT DESIGNATED AREAS

The existing employment designations do not permit commercial uses with the exception of the Business Commercial designation, which permits service commercial uses for the surrounding employment areas or for the travelling public and the Office Employment designation which permits limited convenience retail, accessory retail and service commercial uses. The Industrial and Business Employment designations only permit accessory retail. Currently approximately 20% of the commercial uses in Oakville are located on employment designated lands. The study has assumed this trend would continue, however market and policy changes could result in a greater interest in allowing for a broader range of commercial supportive uses in traditional single-use employment areas. This may also align with the changing trends in employment uses, see Chapter 7.

6.2.2 Key Commercial Opportunities

The following key opportunities have been identified through the commercial land review:

POPULATION GROWTH WILL PROVIDE NEED FOR NEW SHOPPING FACILITIES

ESTIMATED DEMAND WILL SUPPORT SIGNIFICANT COMMERCIAL INVESTMENT

A number of local and regional serving commercial centres will be needed in North Oakville to accommodate the projected warranted commercial space. This new investment provides opportunities for additional services, market choice and improved facilities. The policies of the North Oakville secondary plans permit a considerable amount of retail and service commercial space to accommodate those needs.

THERE ARE OPPORTUNITIES TO INCREASE STANDARDS TO PROMOTE ATTRACTIVE AND PEDESTRIAN FRIENDLY COMMERCIAL AREAS

With the anticipated demand and investment, there is an opportunity to review the Town's design standards related to promoting a vibrant pedestrian realm along commercial streets and within commercial areas. The existing urban design guidelines provide a good framework for improved design. Increased urban design performance standards should be considered to incentivize urban amenities (i.e. could provide flexibility in aspects of zoning if urban amenities are provided).

In particular, the Downtown surveys completed for this study revealed the two main reasons for patrons to visit the Downtown are for shopping and dining. Further, that a significant portion of survey respondents were “Just Passing Through” the downtowns. This illustrates the importance of unique storefronts and displays to attract customers who do not have a specific destination planned.

Other important findings are that most Downtown survey respondents who are frequent shoppers also live in the immediate area; and we heard that what made the three Downtowns unique were variety of retailers and service providers, followed by people. Bronte Village customers enjoyed the Neighbourhood/Waterfront Setting of the area.

The above points illustrates the importance of maintaining and protecting Oakville’s historic downtowns with regards to the elements of variety of commercial uses, entertainment/opportunities for people gathering, sense of safety, and the provision of residential mixed with commercial. Much of these can be achieved through strong design policies that require interesting building facades and streetscaping, together with provision for mixed uses, which are adequately addressed in the Urban Design policies of Section 6 in the Livable Oakville Plan. For the most part the historic downtowns are designated Main Street 1 and Main Street 2. These designations are relatively flexible in terms of permitted uses and appear to be working well. However there is opportunity for more explicit design policy direction to preserve and protect the valued elements of the Downtown through clear referencing to the Urban Design policies of Section 6 in the Livable Oakville Plan.

THERE ARE OPPORTUNITIES FOR INTENSIFICATION AND REDEVELOPMENT

While most of the land in the south part of Oakville is built-out, there are a number of opportunities for intensification and infill within the occupied commercial lands. However, it is difficult to predict the likelihood and timing of intensification and redevelopment of existing occupied commercial lands. As well, most of the vacant sites in the south part of Oakville are relatively small, and intensification beyond 30% coverage would require reductions in parking standards or structured parking. Structured parking is generally not feasible on small to moderately sized sites.

EXAMPLE OF COMMERCIAL AREA WITH ENHANCED PUBLIC REALM, KERR VILLAGE

THERE ARE OPPORTUNITIES FOR STRENGTHENING THE POLICIES ON MIXED USE DEVELOPMENT

Mixed-use built forms can improve the public realm and provide amenities, while supporting sustainable urban environments. Council recently endorsed the Livable by Design Manual in 2014 and adopted Official Plan Amendment #8 to update and align the Urban Design policies in Section 6 of the Livable Oakville Plan with the Livable By Design manual. There is opportunity for direct reference to Section 6 of the Livable Oakville Plan and the Livable By Design Manual in the Mixed Use and Commercial policies in the Livable Oakville Plan.

SHOPPING HABITS ARE CHANGING

As shopping habits continue to change, there is an opportunity to consider new built forms. Retail trends such as e-commerce and demographic trends such as the aging population will have significant impact on retail spending trends. These trends should be carefully reviewed and monitored to ensure built forms meet changing market needs. This will allow Oakville to continue to be successful within an ever-evolving regional marketplace.

7.0 Policy Directions

The Town of Oakville is well suited for significant economic growth and prosperity. The existing policy framework for the Town's Main Street areas provide for a strong mix of uses, a range of retail and services to support the community needs, and employment to allow live and work opportunities. Within the existing urban area a focus on retaining commercial and employment lands to serve long term needs, promoting intensification and continuing to improve the built environment will position Oakville well for years to come.

In North Oakville, a very different approach is needed. The North Oakville Secondary Plan areas provide 3,160 hectares of new urban land, including 326 hectares of commercial/mixed use lands and 765 hectares of employment lands. This represents a significant opportunity for development, prosperity and community growth.

The following subsection outlines policy directions and recommendations for commercial and employment land planning in the Town of Oakville, recognizing these two very different paradigms.

7.1 Commercial Policy Directions

1. **Strengthen design policies for mixed use and commercial development**

   The North Oakville East and West Secondary Plans contain excellent urban design policies for the Urban Core Areas. There is opportunity to apply some of the North Oakville urban design policies to the Mixed Use and Urban Core Area designations of the Livable Oakville Plan. This is particularly important for the Main Street 1 and Main Street 2 designations that govern much of the three historic Main Street areas.

   The Urban Core Areas of the North Oakville East Secondary Plan and the Palermo Village North Urban Core Area policies set out urban design requirements to create “main street” style commercial developments.

   It is recommended that the following urban design requirements be addressed by section 6 of the Livable Oakville Plan and the Livable by Design Manual – Urban Design Direction for Oakville:

   - streets, sidewalks and the orientation of buildings shall be designed to create comfortable, enjoyable pedestrian movement in a vibrant public realm;
   - the primary windows and signage should also face the street;

- buildings facing the street should be encouraged to have awnings, canopies, arcades or front porches to provide weather protection;
- no parking, driveways, lanes or aisles should be permitted between buildings and the public sidewalk; and,
- buildings should have a consistent setback and parking lots abutting the street shall be limited and designed in accordance with the provisions of Section 6.13.

2. **Encourage provision of commercial in Northwest Zone**

The Northwest Zone is under-represented in retail commercial space particularly with respect to supermarkets. The only opportunity for significant additional retail space in the Northwest Zone is in Palermo Village, north and south of Dundas Street.

The following points highlight key recommendations for this area:

- Review the policies of Section 22, Palermo Village of the Livable Oakville Plan-to determine whether they are too restrictive and discourage the provision of additional retail space including supermarkets;

- Consider permitting additional commercial development in Palermo Village north of Dundas Street in a neighbourhood/community-scale shopping node that would accommodate a supermarket and other retail uses to serve Palermo Village and northwest Oakville; and

- It is noted that Section 7.6.5.2 of the North Oakville East Secondary Plan provides similar permissions for the lands at the northeast corner of Dundas Street and Neyagawa Boulevard.

3. **Promote intensification and redevelopment of existing built up commercial areas**

Section 13.1.2, Commercial, of the Livable Oakville Plan already directs the majority of new commercial to occur as intensification and redevelopment. Design policies should be provided to ensure that buildings are planned and located on sites such that future phases of intensification are not inhibited.

It is recommended that the Town review the parking standards in the zoning by-law to confirm opportunities for reduced parking standards or promotion of structured and shared parking provisions to support intensification.

4. **Implement policy definition to ensure commercial uses are developed in North Oakville**

In North Oakville, commercial uses are primarily directed to the Urban Core Areas, which are intended to be mixed use.   Providing a rather flexible policy regime is important for achieving mixed use. However, concerns have been raised that the flexible nature of the land use designations that allow for mixed use development in the North Oakville Secondary Plans may not result in the provision of needed retail space.

The following policy definition is recommended:

Trafalgar Urban Core

The North Oakville East Secondary Plan focuses commercial development in Core Areas 2 and 4. The Trafalgar Urban Core policies should be clarified to require the blocks immediately abutting Trafalgar Road in Urban Core Areas 2 and 4 to provide for commercial development either as part of a mixed use development or as single use commercial development as an initial built form which is similar to what is currently stated in the first paragraph of section 7.6.4.5.

Dundas Urban Core

The current Secondary Plan requires that commercial uses in Dundas Urban Core be clustered in nodes at the intersection of the north-south roads. The Dundas Urban Core policies should be clarified to require that commercial development be provided as part of the development of the reserved blocks at the intersections with north-south collector roads (i.e., Avenue/Transit Corridor and Connector/Transit Corridor) either in single use or mixed use forms. Further the policies should be revised to allow additional supermarkets throughout the Dundas Urban Core.

5. Develop a monitoring program

Shopping habits are changing and these changes will continue to affect the built form of commercial areas. It is recommended that the Town develop a monitoring program that includes the monitoring of commercial development and changing trends, including retail and demographics. This monitoring program should include an annual update of the inventory of both the existing retail commercial space and the unbuilt/designated commercial land supply in the Town. In addition, the program should monitor retail trends and demographics, including influences such as the implications of e-commerce on the demand for commercial supply space in Oakville. This would allow the Town to proactively plan for commercial uses and continue to be successful in this competitive marketplace.

Appendix A

TABLE A1: DESIGNATIONS WITHIN THE LIVABLE OAKVILLE PLAN WHICH PERMIT COMMERCIAL USES

Section of OP	Designation	General Description of Permitted Uses	Range of Commercial Uses
13.2	Central Business District	Intended to maintain viability and vitality of the downtown. Permitted uses include retail and service commercial uses appropriate to a main street, pedestrian-oriented function, as well as offices, hotels and convention centres, entertainment and recreation centres. Residential uses are encouraged in forms and at locations that support the primary function of the area.	Full range
13.3	Core Commercial	Provides major concentrations of commercial facilities servicing the broader region. Permitted uses include retail and service commercial uses including restaurants, food stores, automobile service stations. Large format retail, retail warehouse, entertainment and recreational uses may also be permitted.	Full range
13.4	Community Commercial	Intended to provide a variety of retail and service commercial uses to the local surrounding community. Permitted uses include restaurants, food stores and automobile service stations. Recreational uses may also be permitted.	Moderate range
13.5	Neighbourhood Commercial	Intended to provide for retail and service commercial uses serving the local convenience needs of the adjacent neighbourhoods. Permitted uses include a range or retail and service commercial, including restaurants and food stores. Not to exceed a maximum of 2,500 sq. m. of floor area.	Limited

TABLE A2: DESIGNATIONS WITHIN THE NORTH OAKVILLE SECONDARY PLANS WHICH PERMIT SOME COMMERCIAL USES

Section of OP	Designation	General Description of Permitted Uses	Range of Commercial Uses
7.6.4.2 (NE OP)	Trafalgar Urban Core Area	Mixed use development shall be permitted and strongly encouraged throughout the Core Area. Both mixed use and single use buildings are permitted including single use retail and service commercial buildings including supermarket and department stores particularly in Urban Core Area 2 (south of Burnhamthorpe Road). The development in the area of the Trafalgar/Dundas and the	Full range

Section of OP	Designation	General Description of Permitted Uses	Range of Commercial Uses
		Trafalgar/Burnhamthorpe intersections is envisioned as mixed use nodes with a commercial focus that serve to anchor the Trafalgar Urban Core Area. Retail and service commercial development will be encouraged in a “main street” format where retail and service commercial uses are oriented to the street in standalone stores or in the ground floors of mixed use buildings. The entirety of Trafalgar Road shall have a strong street- related built edge but it is anticipated that the areas of retail and service commercial development will be clustered into a few areas. Additional commercial areas may occur throughout subject to specific policies Large scale commercial development is to be planned for the commercial node south of Burnhamthorpe Road (Urban Core Area 2). It is intended that the built form in this area may be primarily single storey but may intensify to a more mixed use, multi-storey character Total retail space is not to exceed 93,000 sq. m. with a minimum of 55,000 sq. m. located in Urban Core Area 2. Additional retail floor area in excess of 93,000 sq. m. may be permitted without amendment through a market study.	
7.6.5.2 (NE OP)	Dundas Urban Core	The intent is to create a band of mixed-use development along Dundas, although retail and service commercial development is to be restricted to nodes at the intersections with Minor Arterials, Avenues and Connectors with Dundas Street. Where retail and service commercial development is permitted it will be encouraged in a “main street” format where retail and service commercial uses are oriented to the street creating a pleasant, pedestrian shopping environment. These retail and service commercial uses may be in stand alone stores or in the ground floor of mixed use buildings. Total retail space is not to exceed 32,000 sq. m. although service commercial space is not subject to the floor area limit. Single use stores are not to exceed 7,000 sq. m.	Moderate
7.6.6 (NE OP)	Neyagawa Urban Core Area	Intended to provide a mixed use area to accommodate a range of commercial, residential and institutional uses as a focal point for the western portion of the Planning Area. Where retail and service commercial	Moderate

Section of OP	Designation	General Description of Permitted Uses	Range of Commercial Uses
		development is permitted, it will be encouraged to be oriented to the street creating a pleasant, pedestrian shopping environment. These retail and service commercial uses may be in standalone stores or in the ground floors of mixed use buildings. Total retail commercial space is not to exceed 31,000 sq. m. although service commercial space is not subject to the floor area limit. Single use stores are not to exceed 7,000 sq. m.	
8.3.2 (NW OP)	Palermo Village North Urban Area	The Core Area will provide a full range of employment, commercial institutional, entertainment and high density residential uses. Mixed use development will be predominately located along Old Bronte Road and designed to be pedestrian friendly and encouraged in a "main street" format. Permitted uses include retail and service commercial, office, institutional and high density residential uses in both mixed use and single use buildings. Total retail space is not to exceed 7,000 sq. m. Additional retail floor area in excess of 7,000 sq. m. may be permitted without amendment through a market study.	Moderate

Permitted Uses in the Commercial Zones (Zoning By-law 2014-014)

	C1	C2	C3	C4
Retail Uses				
Outside display and sales area	✓	✓	✓	✓
Retail propane and transfer facility			✓ (3)	✓(3)
Retail store	✓	✓	✓	✓(5)
Service Commercial Uses				
Commercial school	✓	✓	✓	
Drive-through facility	✓ (1)	✓ (1)	✓ (1)	✓ (1)(2)
Dry cleaning/laundry		✓	✓	
Financial institution	✓	✓	✓	
Food production	✓	✓	✓	
Funeral home		✓		
Outside miniature golf		✓	✓	
Pet care establishment	✓	✓	✓	
Place of entertainment		✓	✓	
Rental establishment		✓	✓	
Restaurant	✓	✓	✓	✓(5)
Service commercial establishment	✓	✓	✓	
Sports facility	✓	✓	✓	
Veterinary clinic	✓	✓	✓	
Office Uses				
Business office	✓	✓	✓	
Medical office	✓	✓	✓	
Community Uses				
Art gallery	✓	✓	✓	
Community centre	✓	✓	✓	
Day care	✓ (1)	✓	✓	
Emergency service facility	✓	✓	✓	
Food bank	✓	✓	✓	
Library	✓	✓	✓	
Museum	✓	✓	✓	
Place of worship	✓ (4)	✓ (4)	✓ (4)	
School, private		✓	✓	
Open Space Uses				
Conservation use	✓	✓	✓	✓
Park, public	✓	✓	✓	✓
Stormwater management facility	✓	✓	✓	✓
Motor Vehicle Uses				

Permitted Uses in the Commercial Zones (Zoning By-law 2014-014)

	C1	C2	C3	C4
Motor vehicle repair facility			✓ (6)	
Motor vehicle service station			✓	✓
Motor vehicle washing facility			✓	✓(5)

1. Permitted only on a lot abutting a major arterial road.
2. A maximum one drive-through facility shall be permitted on a lot
3. Shall not be permitted on a lot abutting any Residential Zone.
4. The maximum lot area shall be 2.5 hectares. The maximum percentage on net floor area permitted to be occupied by a place of worship is 50% of the total net floor area on the lot.
5. Permitted only accessory to a motor vehicle service station.
6. Permitted only accessory to a retail storey.

Permitted Uses in the Commercial Zones (Zoning By-law 2009-189)

	TUC	DUC	NUC	NC	HDR	LE	GE	SA	AS
Commercial, Service and Related Uses									
Retail Store, but not a Convenience Store	✓	✓	✓	✓				✓	
Service Commercial	✓	✓	✓	✓				✓	
Vehicle Dealership; Vehicle Repair Facility								✓	✓
General Office Use or Medical Office or Financial Institution	✓	✓	✓	✓	✓	✓	✓		
Commercial/Residential	✓	✓	✓	✓	✓				
Commercial Fitness Centre	✓	✓	✓	✓	✓			✓	
Convenience Store	✓	✓	✓	✓	✓			✓	
Hotel	✓	✓	✓		✓			✓	
Place of Amusement	✓	✓	✓			✓	✓	✓	
Club	✓	✓	✓		✓	✓	✓	✓	
Nightclub	✓					✓	✓	✓	
Public Hall	✓	✓	✓		✓	✓	✓	✓	
Parking Garage	✓	✓	✓		✓	✓	✓	✓	
Restaurant	✓	✓	✓	✓	✓			✓	
Café	✓	✓	✓	✓	✓			✓	
Service Establishment	✓	✓	✓	✓		✓		✓	
Funeral Home	✓	✓	✓						
Arena, Theatre, Stadium, Trade and Convention Centre	✓	✓	✓			✓	✓	✓	
Veterinary Clinic	✓	✓	✓						
Gas Bar									✓

Appendix B

SUMMARY OF RETAIL AND SERVICE SPACE IN TOWN OF OAKVILLE

Nodes	**#**	**Food Oriented Retail (FOR)**	**Non-Food Oriented Retail (NFOR)**	**Other Retail & Service**	**Total Occupied Retail & Service Space**	**Vacant**	**Vacancy Rate (%)**	**Total Retail, Service & Vacant Space**
Downtown Oakville	1	12,700	164,900	437,100	**614,700**	63,600	*9.4%*	**678,300**
Kerr Village	2	141,400	181,100	379,800	**702,300**	29,700	*4.1%*	**732,000**
Bronte Village	3	47,200	58,500	193,600	**299,300**	42,500	*12.4%*	**341,800**
Trafalgar Village Core and Vicinity	4	43,100	181,100	114,200	**338,400**	11,200	*3.2%*	**349,600**
RioCan Burloak	5	57,700	366,100	100,900	**524,700**	23,100	*4.2%*	**547,800**
South Oakville Centre	6	45,900	147,400	91,800	**285,100**	48,700	*14.6%*	**333,800**
QEW West Employment District	7	19,700	454,000	428,200	**901,900**	0	*0.0%*	**901,900**
Trafalgar Rd. & Cornwall Rd.	8	81,300	46,500	113,100	**240,900**	15,900	*6.2%*	**256,800**
Maple Grove Village	9	51,500	29,800	33,900	**115,200**	1,200	*1.0%*	**116,400**
Other South Oakville	10	13,800	91,400	263,700	**368,900**	7,900	*2.1%*	**376,800**
Dorval Crossing	11	47,600	401,800	157,400	**606,800**	15,600	*2.5%*	**622,400**
Abbey Plaza	12	47,100	13,300	43,400	**103,800**	0	*0.0%*	**103,800**
Fox Creek Plaza and Vicinity	13	42,200	26,400	55,100	**123,700**	2,600	*2.1%*	**126,300**
Other Northwest Oakville	14	47,400	30,500	262,400	**340,300**	13,400	*3.8%*	**353,700**
Uptown Core and Vicinity	15	177,800	428,700	254,700	**861,200**	23,000	*2.6%*	**884,200**
Oakville Place	16	800	408,700	29,900	**439,400**	15,900	*3.5%*	**455,300**
Dundas St. & Winston Park Dr. Core	17	0	508,600	68,400	**577,000**	26,100	*4.3%*	**603,100**
RioCentre Oakville and Vicinity	18	37,000	19,800	58,200	**115,000**	18,700	*14.0%*	**133,700**
Upper Oakville S.C.	19	59,300	32,300	92,200	**183,800**	2,900	*1.6%*	**186,700**
Winston Park Employment District	20	2,000	83,100	304,300	**389,400**	11,500	*2.9%*	**400,900**
Other Northeast Oakville	21	24,900	101,900	276,400	**403,200**	5,400	1.3%	**408,600**
Total		**1,000,400**	**3,775,900**	**3,758,700**	**8,535,000**	**378,900**	***4.3%***	**8,913,900**

Source: TATE ECONOMIC RESEARCH INC.

TABLE B1 - OAKVILLE RETAIL ZONES – BREAKDOWN OF RETAIL FORMS

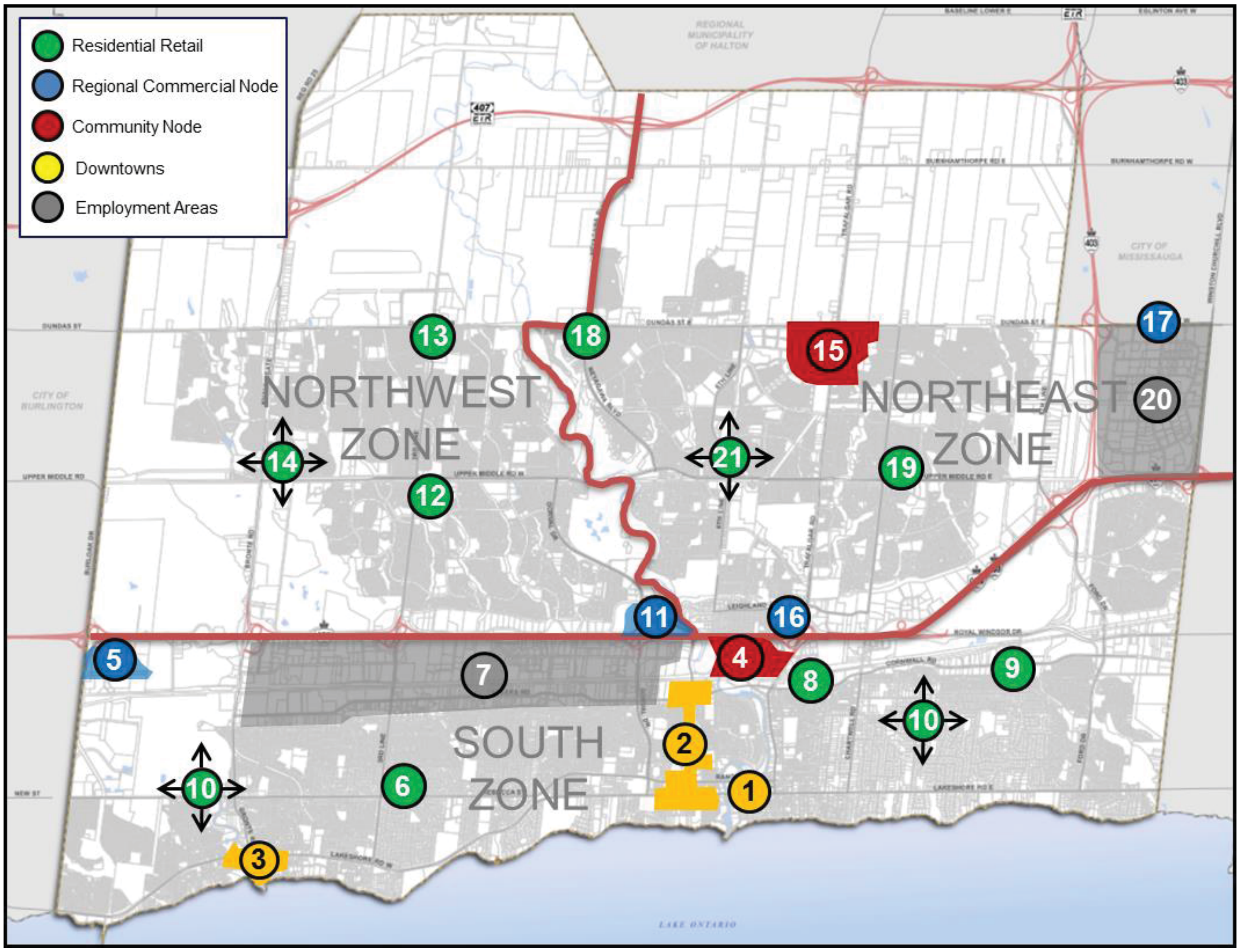
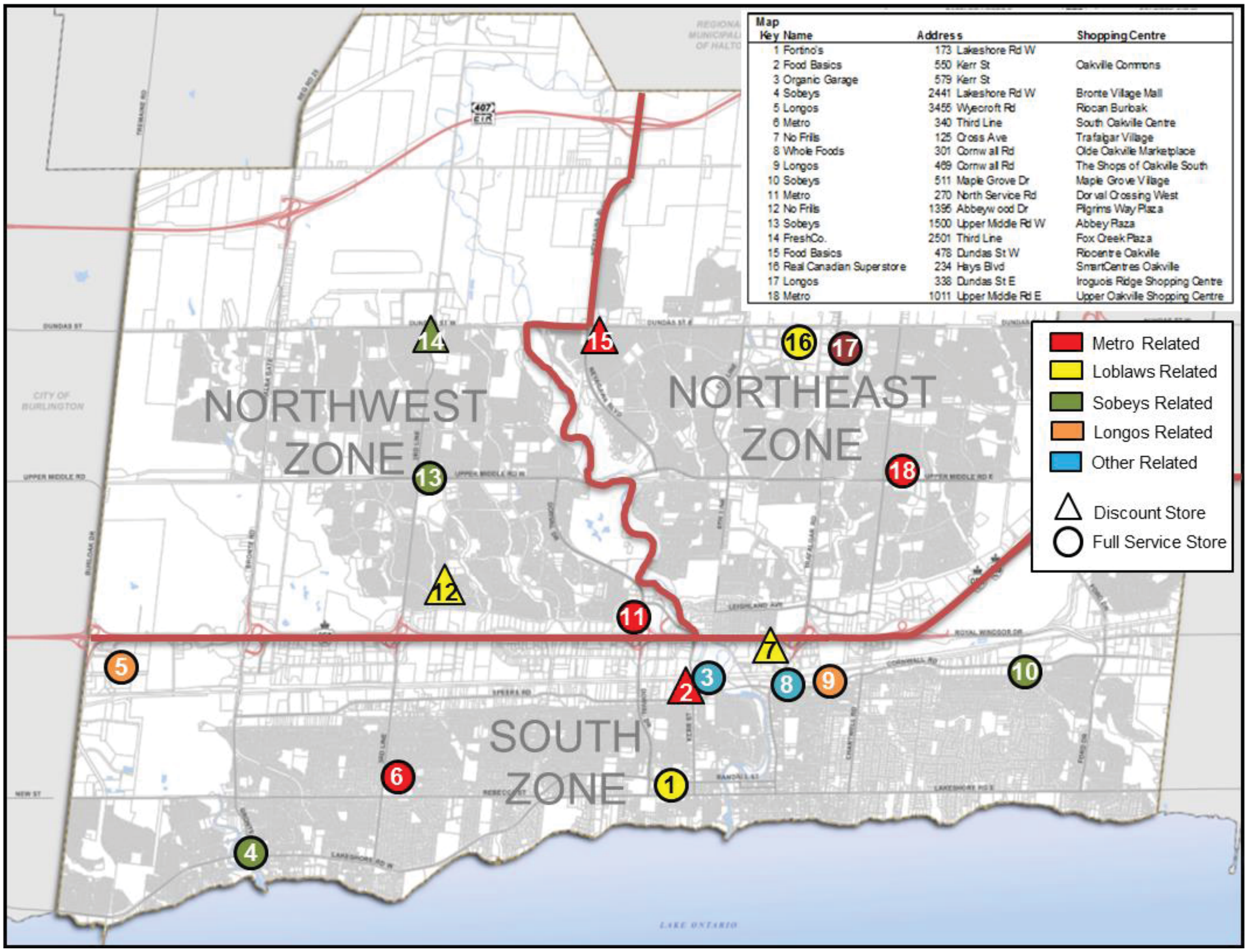


FIGURE B1 - OAKVILLE'S RETAIL ZONES



Map Key	Name	Address	Shopping Centre
1	Fortino's	173 Lakeshore Rd W	
2	Food Basics	550 Kerr St	Oakville Commons
3	Organic Garage	579 Kerr St	
4	Sobeys	2441 Lakeshore Rd W	Bronte Village Mall
5	Longos	3455 Wyecroft Rd	Riocan Burloak
6	Metro	340 Third Line	South Oakville Centre
7	No Frills	125 Cross Ave	Trafalgar Village
8	Whole Foods	301 Cornwall Rd	Olde Oakville Marketplace
9	Longos	469 Cornwall Rd	The Shops of Oakville South
10	Sobeys	511 Maple Grove Dr	Maple Grove Village
11	Metro	270 North Service Rd	Dorval Crossing West
12	No Frills	1395 Abbeywood Dr	Pilgrims Way Plaza
13	Sobeys	1500 Upper Middle Rd W	Abbey Plaza
14	FreshCo.	2501 Third Line	Fox Creek Plaza
15	Food Basics	478 Dundas St W	Riocentre Oakville
16	Real Canadian Superstore	234 Hays Blvd	SmartCentres Oakville
17	Longos	338 Dundas St E	Iroquois Ridge Shopping Centre
18	Metro	1011 Upper Middle Rd E	Upper Oakville Shopping Centre

FIGURE B2 - OAKVILLE SUPERMARKETS

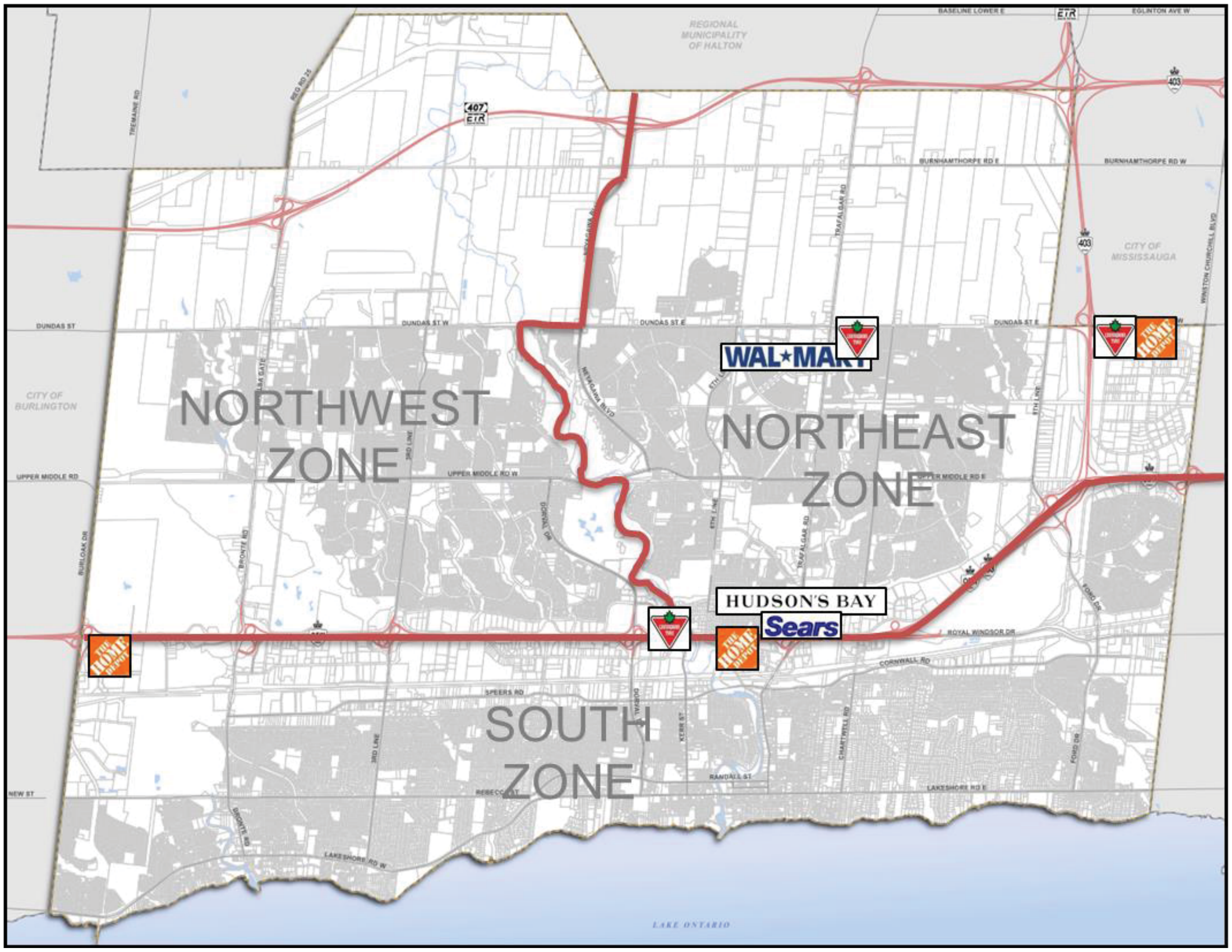


FIGURE B3 - OAKVILLE DEPARTMENT STORE, CANADIAN TIRE AND HOME DEPOT LOCATIONS

OCTOBER 2016

DILLON
CONSULTING

In Collaboration With:
Watson & Associates Economists Ltd.
Tate Economic Research Inc.
SGL Planning & Design Inc.

TOWN OF OAKVILLE

Employment and Commercial Review

Appendix B: Employment Report

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Appendices

Appendix A: Official Plan and Zoning Permitted Uses

1.0 Introduction

1.1 Context

The Town of Oakville is located in south Halton Region, and is home to over 182,500 residents (2011 Census of Canada). As the seventh largest municipality in the Greater Toronto Area (GTA) and located just 37 km west of the Provincial Capital, Oakville is a key employment and commercial hub in the region and has fostered a reputation for a higher standard of living and access to amenities for its residents and visitors alike.

As the Town of Oakville plans for its long-term future, a number of opportunities and challenges will need to be addressed regarding the Town's employment areas. Chief among these are a shrinking supply of vacant serviced employment lands, an evolving macro-economy premised on lower industrial growth potential and increased demand in the office sector, conversion pressure on employment lands, and stiff competition from other western Greater Toronto and Hamilton Area (GTHA) municipalities for new business investment.

At the same time, the Town's commercial areas are evolving, as consumer demands change, pressure for intensification mounts, new Greenfield areas come on-line, and established areas, such as Downtown Oakville, continue to evolve.

To ensure that the Town's employment and commercial areas remain competitive, the above economic trends and consumer demand patterns need to be addressed within the context of the current policy planning framework. Provincial, Regional and local policy continues to promote complete communities which provide a range of employment opportunities accommodated within a mix of industrial, commercial and institutional uses. Provincial, Regional and local policy also promotes compact, mixed-use built form, and the protection of employment areas for the long term.

1.2 Purpose of the Employment and Commercial Review

The Town is in the process of updating its Official Plan. The purpose of this report is to document the analysis, findings and recommendations of the Employment and Commercial Review undertaken by the consultant team and to inform staff's recommendations to council as part of the Official Plan review process. This report contains the employment review findings, while the commercial review findings can be found in Appendix A. The Employment and Commercial Review is intended to proactively plan for and accommodate employment and commercial growth to the year 2041.

1.3 Project Process

The Town is undertaking this study in an integrated manner in order to review the lands designated commercial and employment comprehensively and recognize the links between commercial and employment land uses. The Review draws on the employment and commercial land use designations and policies outlined in Oakville's official plan documents, namely the Livable Oakville Plan and the North Oakville East and West Secondary Plans, and were carried out in four phases as presented in **Figure 1-1**.

Public and stakeholder consultation events were carried out during Phase 2 and Phase 3 of the study process in order to gather feedback on the ongoing Review and dig deeper into the issues, opportunities and constraints in various areas across the Town.

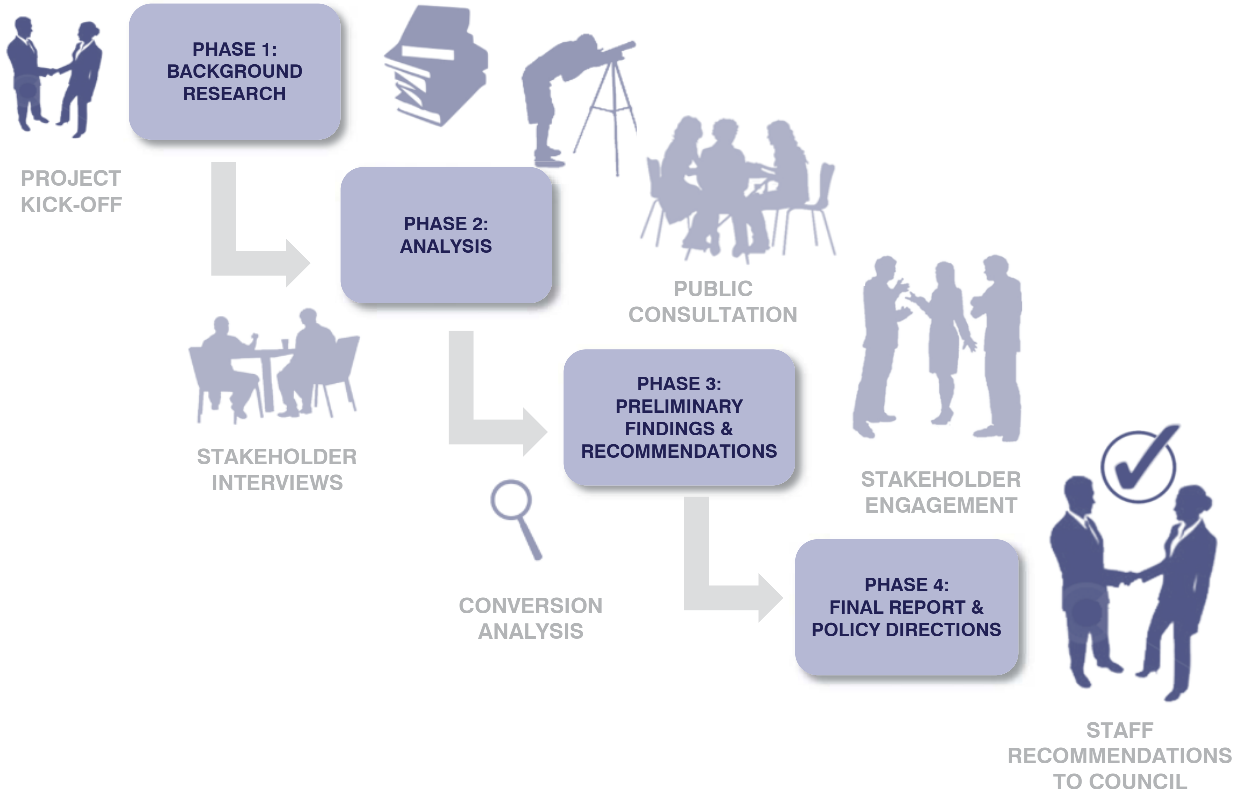


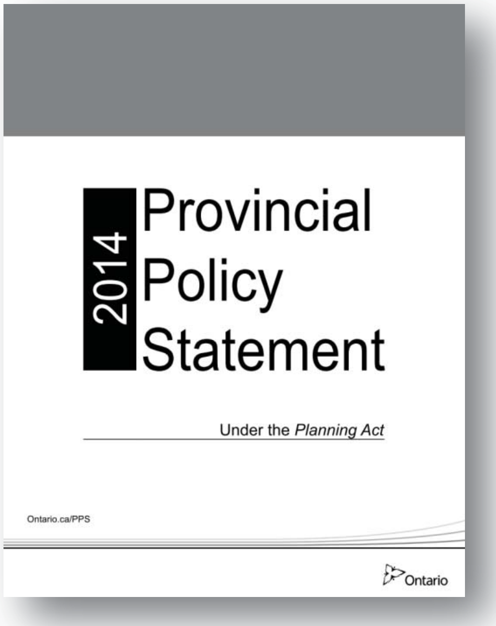
FIGURE 1-1: PROJECT PROCESS

1.4 Report Structure

This report is divided into four main topic areas. Chapters 2 and 3 provide an overview of the policy and local demographic context in the Town of Oakville, providing a foundation for this study. Chapter 4, 5 and 6 provide an analysis of the Town's employment lands considering the forecasted demand, existing supply and conversion requests that were submitted to the Town. Reconciling supply and demand is presented in Chapter 7 and the resulting policy directions from the employment analysis are outlined in Chapter 8.

2.0 Employment and Commercial Policy Review

The following Chapter provides an overview of the relevant Provincial, Regional and local policies which apply to employment land planning in the Town of Oakville. The policies discussed in this Chapter frame the scope of the analysis and recommendations presented in later Chapters of this report.



2014 Provincial Policy Statement

Under the *Planning Act*

Ontario.ca/PPS

Ontario

2.1 Provincial Policy Context

Four key documents that frame the discussion around employment lands are the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Parkway Belt West Plan. The policies set out in these documents are intended to ensure that provincial land use planning interests are protected and to provide high-level policy direction for municipalities.

2.1.1 Provincial Policy Statement

The Provincial Policy Statement, 2014 (PPS) provides policy direction on matters of provincial interest relating to land use planning and regulating the development and use of land. The PPS is issued under the authority of the Planning Act and came into effect on April 30, 2014. Under Section 3 of the Planning Act, local planning decisions “shall be consistent with” the Provincial Policy Statement and shall “conform” to provincial plans (Planning Act, R.S.O 1990, P.13 s. 3).

Employment area: means those areas designated in an Official Plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.

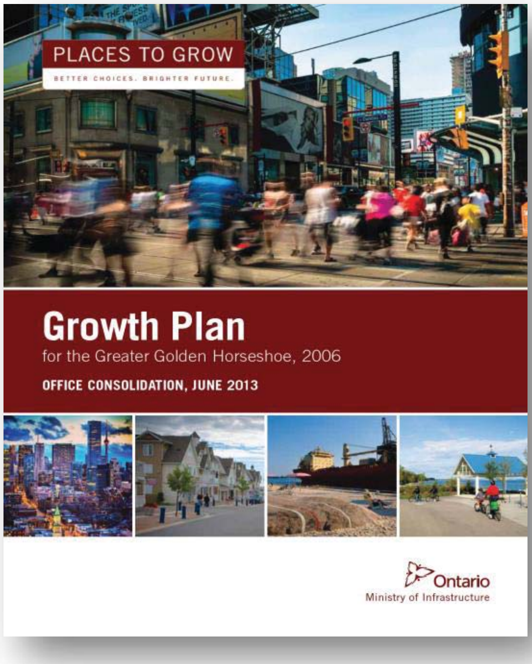
(PPS, 2014)

Section 1 of the PPS outlines policies on “Building Strong Healthy Communities.” This section promotes strong, livable and healthy communities and requires that municipalities:

- Protect the environment, public health and safety;
- Provide the appropriate mix and range of employment, including industrial and commercial;
- Promote economic development and competitiveness;
- Provide an appropriate mix and range of employment types to meet long-term needs;
- Provide opportunities for a diversified economic base;
- Encourage compact, cost-effective development patterns; and,
- Ensure that necessary infrastructure is made available.

Specific policies relevant to the conversion and protection of employment areas can be found in the PPS. The conversion of employment areas to non-employment areas may occur only where it has been demonstrated that the land being converted is not required for employment purposes over the long term and that there is a need for the conversion (PPS, s. 1.3.2). The protection of employment lands from potential conversion only applies if the municipality has Official Plan policies in place dealing with employment land conversions. The policies also allow municipalities to protect employment lands beyond 20 years provided the lands are not designated beyond 2041, which is the alternate planning horizon established by the Growth Plan (PPS, s.1.3.2.4 & s.1.1.2). The Growth Plan for the Greater Golden Horseshoe provides more detailed policies for protection and conversion and is discussed below in Section 2.1.2.

The PPS also contains broader policies on employment including commercial employment. The PPS requires that municipalities promote economic development and competitiveness by encouraging compact, mixed-use development that incorporates compatible employment uses to support livable communities (PPS, s. 1.3.1 c). The PPS also requires that long-term economic prosperity be supported by maintaining and enhancing the vitality and viability of downtowns and main streets (PPS, s.1.7.1 c).


PLACES TO GROW
BETTER CHOICES. BRIGHTER FUTURE.
Growth Plan
for the Greater Golden Horseshoe, 2006
OFFICE CONSOLIDATION, JUNE 2013
Ontario
Ministry of Infrastructure

2.1.2 Provincial Growth Plan for the Greater Golden Horseshoe

In 2006, the Province released the Growth Plan for the Greater Golden Horseshoe (“Growth Plan”), a 25-year plan that sets out where and how growth will occur across the Greater Golden Horseshoe. The Growth Plan provides growth forecasts for single and upper-tier municipalities and also provides policy direction for a range of areas – including land use, infrastructure and transportation planning. Relevant aspects of the Growth Plan for this study are summarized below:

- Cities and towns should develop as complete communities with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open space, and easy access to local stores and services.
- Population and employment growth are to be accommodated by reducing dependence on the automobile through the development of mixed-use, transit-supportive, pedestrian-friendly urban environments.
- In general, the development of employment areas should be transit supportive, compact and minimize surface parking.
- Municipalities should preserve lands within Settlement Areas in the vicinity of major highway interchanges, ports, rail yards and airports for manufacturing and associated retail, office and ancillary facilities where appropriate.
- Major office uses and appropriate institutional development should be directed to Urban Growth Centres, major transit station areas or areas with existing or frequent transit. Midtown Oakville is identified as an Urban Growth Centre in the Growth Plan (Schedule 4, Growth Plan, 2006).

In June 2013, the Ministry of Infrastructure released Amendment 2 to update and extend the Growth Plan's population and employment forecasts to 2041 and revise the interim forecasts (i.e., 2031B and 2036). An updated office consolidation was released at the same time. The transition policies in Section 5.4.5 identify that the Schedule 3 forecasts shall be implemented by applying the 2031A forecasts to all existing Official Plan matters, and that the Updated Forecasts (i.e., 2031B, 2036 and 2041) should only be used in the next five-year municipal Official Plan review.

Table 2-1 illustrates the distribution of population and employment for Halton Region in both the original 2006 Growth Plan and the 2013 Office Consolidation. The 2031A projections are intended to be used for official plans commencing on or after June 16, 2006, but before June 17, 2013, and are therefore shown for context purposes only. Halton Region is expected to grow by 260,000 people and 110,000 jobs between 2011 and 2031 (based on the 2006 projections), and by 480,000 people and 190,000 jobs between 2011 and 2041 (based on the 2013 updated forecasts). Halton Region had 520,000 people and 280,000 jobs in 2011.

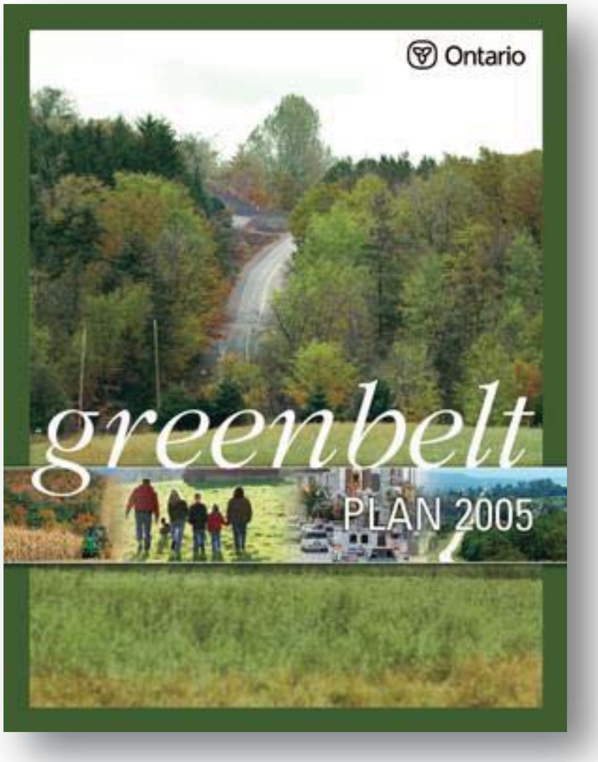
TABLE 2-1 GROWTH PLAN POPULATION & EMPLOYMENT PROJECTIONS

	Existing*		Growth Plan 2006 Projections*		2013 Updated Forecasts*					
	Pop.	**Emp.**	**Pop.**	**Emp.**	**Pop.**			**Emp.**		
DATE	**2011**	**2011**	**2031A**	**2031A**	**2031B**	**2036**	**2041**	**2031B**	**2036**	**2041**
Halton Region	520	280	780	390	820	910	1,000	390	430	470

**Figures shown represent thousands (i.e. 000's).*

2.1.3 Greenbelt Plan

The Growth Plan provides the framework for where and how urban growth should occur in the Greater Golden Horseshoe. The Greenbelt Plan was established to provide a parallel framework for environmental management and protection in the same general area as the Growth Plan and is important to note as it applies to the environment, although there are no explicit employment or commercial land policies. The Greenbelt Plan includes the protection of lands designated under the Niagara Escarpment Plan and Oak Ridges Moraine Plan and allows for the protection and management of prime agricultural and specialty crop lands across the Greater Golden Horseshoe.



Some lands within the Town of Oakville are subject to the policies of the Greenbelt Plan. **Figure 2-1** shows the limits of the protected countryside Greenbelt Area in the Town of Oakville. Lands in the protected countryside are subject to the entirety of the Greenbelt Plan.

TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

GREENBELT PLAN IN OAKVILLE

FIGURE 2-1

- — 400 SERIES HIGHWAY
- — ARTERIAL ROAD
- 🟩 GREENBELT
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- ☐ TOWN OF OAKVILLE
- ☐ OTHER MUNICIPALITIES

★ SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

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SCALE
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MAP DRAWING INFORMATION:
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2.1.4 Parkway Belt West Plan

The Parkway Belt West Plan (PBWP) was implemented in 1978 for the purpose of creating a multi-purpose utility corridor, urban separator and linked open space system. The goals of the Parkway Belt were:

- To separate and define the boundaries of urban areas, thus helping to provide the residents with a sense of community identification.
- To link urban areas with each other and with areas outside the region by providing space for the movement of people, goods, energy, and information, without disrupting community integrity and function.
- To provide a land reserve for future linear facilities (such as highways, electric power transmission corridors, and pipelines) and for unanticipated activities requiring sites of high accessibility and substantial land area.
- To provide a system of open space and recreational facilities linked with each other with nearby communities and with other recreational areas.

The PBWP was implemented through the Parkway Belt Planning and Development Act, 1973 (now the Ontario Planning and Development Act, 1994).

Some lands located in the Town of Oakville are within the Oakville- Mississauga Mini Belt and the Burlington-Oakville Mini Belt and are subject to the policies of this plan. **Figure 2-2** outlines the areas within the Town of Oakville that are subject to the policies of the PBWP.

TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

PARKWAY BELT IN OAKVILLE

FIGURE 2-2

- 400 SERIES HIGHWAY
- ARTERIAL ROAD
- 🟩 PARKWAY BELT
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- ☐ TOWN OF OAKVILLE
- ☐ OTHER MUNICIPALITIES

★ SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

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2.2 Regional Policy

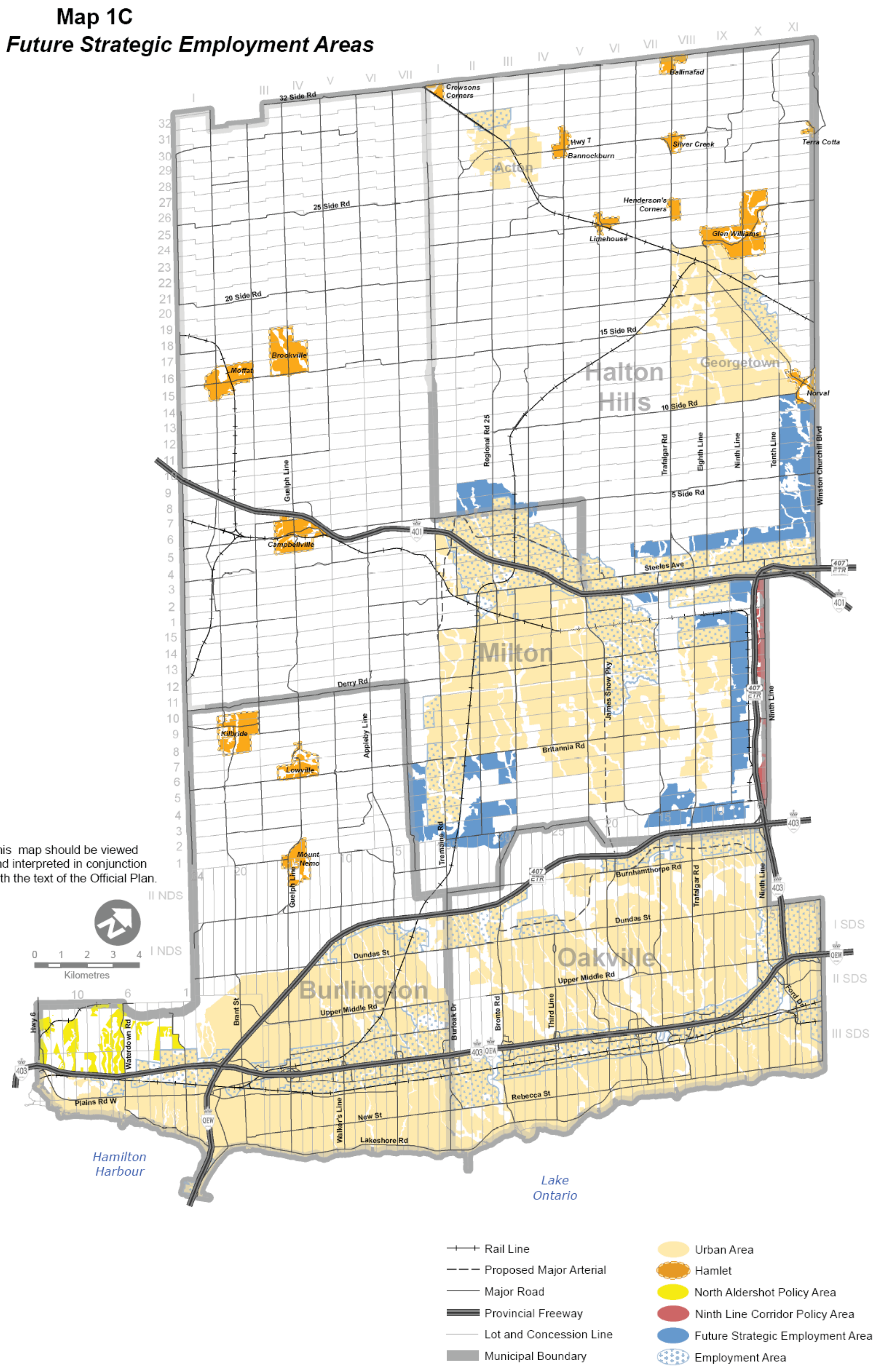
2.2.1 Halton Region Official Plan & ROPA 38

Halton Region’s Official Plan (The Regional Plan) is Halton’s guiding document for land use planning. Halton initiated the Sustainable Halton process back in June 2006 to bring the Regional Official Plan into conformity with the Provincial Growth Plan, as part of its five year comprehensive review. In February 2009, Halton established a two-stage process for implementing the results of the Sustainable Halton review. The first stage addressed the basic requirements of the Growth Plan and culminated in Regional Official Plan Amendment (ROPA) 37, which has been approved by the Ontario Municipal Board (OMB). The second stage was the comprehensive conformity review that culminated in ROPA 38, which has been partially approved by the OMB.

The Regional Plan includes the following key elements related to this review:

- Identification of Employment Areas (see overlay on Map 1: Urban Structure of the Halton Region Official Plan);
- Identification of Future Strategic Employment Areas to protect lands from incompatible uses that are best suited for employment purposes to meet employment land needs beyond the planning horizon of 2031 (see **Figure 2-3**);
- The distribution of population and employment by local municipality to the year 2031 to achieve the targets contained in the Growth Plan (see **Table 2-2**);
- The distribution of intensification units and densities by local municipality to achieve the Region-wide 40 percent intensification target and a minimum density target that is not less than 50 residents and jobs combined per hectare for designated greenfield areas (Growth Plan, s. 2.2.7.2);
- The minimum of 13,500 new housing units to be accommodated within the built-up area (between 2015 and 2031) and minimum density target for Greenfield areas of 46 persons and jobs per hectare for Oakville (Oakville’s contribution to the Region-wide Greenfield development target of 50 residents and jobs per hectare);
- Policies addressing the requirement for a municipal comprehensive review for settlement area expansion;
- The protection of employment lands by providing more stringent criteria for the conversion of employment lands to other uses;

FIGURE 2.3: ROPA 38 FUTURE STRATEGIC EMPLOYMENT AREAS



This map should be viewed and interpreted in conjunction with the text of the Official Plan.

- Direction for the allowance for institutional uses within employment areas when identified by the Local Official Plan;

- The requirement that the local municipalities develop and implement intensification strategies to phase in and achieve the intensification targets identified in the Growth Plan, including: incorporating the Growth Plan built boundary, identifying appropriate locations for intensification, including intensification corridors and major transit station areas, and the corresponding policies to guide this growth;

- The policy direction to locate Employment Areas in the vicinity of existing major highway interchanges and rail yards, where appropriate;

- The definitions contained in the Growth Plan (e.g., complete community, major transit station area);

- The objective for Urban Areas to reduce the dependence on the automobile, promote live-work relationships and foster a strong and competitive economy;

- The objective for Urban Areas to provide for an appropriate range and balance of employment uses including industrial, office and retail and institutional uses to meet long-term needs;

- Co-ordinate the planning and approval process of large-scale major retail uses whose primary trade area extends beyond the boundary of the Local Municipality where it is proposed.

- Require the Local Municipalities to direct major office, retail and appropriate major institutional development to Urban Growth Centres, Major Transit Station Areas (including Metrolinx designated Mobility Hubs), areas with existing frequent transit services, or areas with existing or planned higher order transit services.

The Regional Plan utilizes growth forecasts provided in the 2006 Growth Plan and distributes the growth among the lower tier municipalities. The Regional Plan’s population and employment forecasts for the Town of Oakville are presented below in **Table 2-2**, which is consistent with the Livable Oakville Plan. The Regional Official Plan is currently under review and update is expected to incorporate the 2013 Growth Plan forecasts for growth to 2041.

TABLE 2-2 TOWN OF OAKVILLE GROWTH FORECAST COMPARISON

Type	2006	2031	Growth
Population	172,000	255,000	83,000
Employment	82,000	127,000	45,000

Source: Table 1, Halton Region Official Plan, 2009 (Interim Office Consolidation, February 18, 2014).

2.3 Local Policy Context

2.3.1 Town of Oakville Livable Oakville Plan

The Town of Oakville Official Plan, 2009 (Livable Oakville Plan) applies to all lands within the town except the North Oakville East and West Secondary Plan areas. The following subsections outline the important employment land use policies.

Employment

Employment uses are outlined in Section 14 of the Livable Oakville Plan. Employment areas are intended to support the major source of employment opportunities in the Town by providing land for industrial, business and office activities. There are four specific employment land use designations within the Livable Oakville Plan including: Office Employment, Business Employment, Industrial and Business Commercial. Section 14 outlines a number of key policy directions for employment lands, including:

- A balance of population and employment to make Oakville a complete community;
- The promotion of transit-supportive employment areas with compact urban form and minimum surface parking;
- The need for buffering and landscaping to provide visual and physical separation between uses;
- The restriction on employment lands to not permit large format retail and retail warehouse;
- The promotion of employment intensification including major office and appropriate major

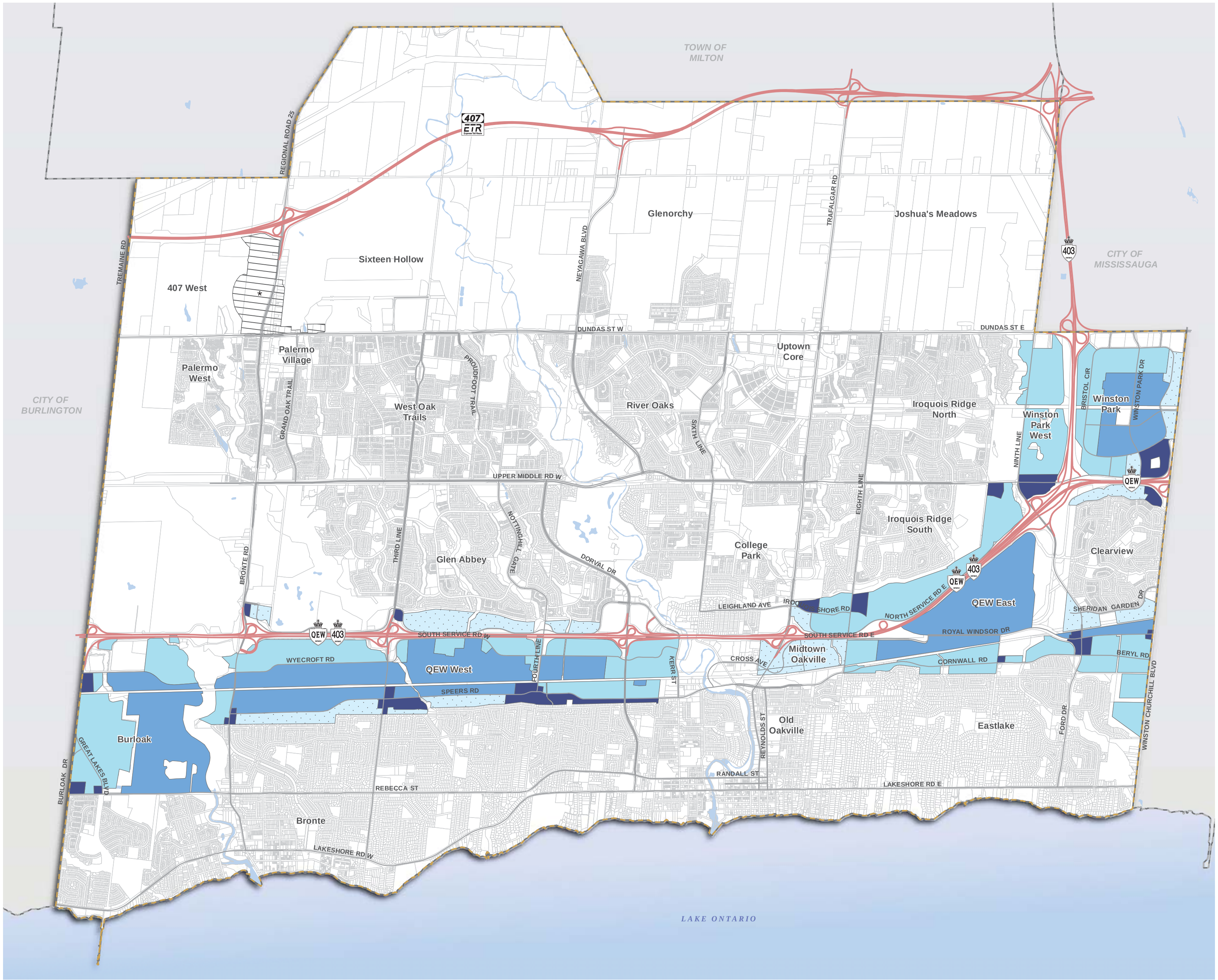
CANADIAN TIRE FINANCIAL SERVICES OFFICE LOCATED IN BURLOAK EMPLOYMENT DISTRICT ON LANDS DESIGNATED BUSINESS EMPLOYMENT institutional uses in proximity to higher order transit stations (Oakville and Bronte GO stations); and,

- The criteria and process to undertake conversion of employment lands to non-employment uses.

Figure 2-4 presents the employment land use designations, while Table A1 in **Appendix A** outlines the permitted uses.

The Livable Oakville Plan identifies minimum densities for the Midtown Oakville area (as shown on Figure 2-4) of 200 combined residents and jobs per hectare. The plan outlines that this area will provide for an estimated 8,000 jobs (186,000-279,000 square metres of commercial and employment space).

The Livable Oakville Plan also directs institutional/community uses to institutional designated lands as well as to Midtown Oakville, major transit station areas and along higher order transit corridors. In many cases, these additional areas that permit institutional/community land uses are designated employment lands.



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

LANDS DESIGNATED FOR EMPLOYMENT USE IN THE LIVABLE OAKVILLE PLAN

FIGURE 2-4

—	400 SERIES HIGHWAY
—	ARTERIAL ROAD
▨	SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
☐	PROPERTY PARCELS
☐	TOWN OF OAKVILLE
☐	OTHER MUNICIPALITIES

LIVABLE OAKVILLE OFFICIAL PLAN

▨	OFFICE EMPLOYMENT
■	BUSINESS EMPLOYMENT
■	INDUSTRIAL
■	BUSINESS COMMERCIAL

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

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2.3.2 North Oakville East and West Secondary Plans

The North Oakville lands are generally bounded by Highway 407 to the north, Ninth Line to the east, Dundas Street West to the south and Tremaine Road to the west. Two secondary plans were undertaken for the East and West lands to establish a detailed planning framework for the future urban development of the North Oakville lands. North Oakville is being planned as a compact, pedestrian-oriented, urban community containing a broad range of housing and an extensive open space trail system to be enjoyed by residents and employees. It will include a business park located along Highway 407 in North Oakville East and employment areas in North Oakville West, which will provide a range of employment opportunities to residents including prestige employment and office development at Trafalgar Road and the Highway 407.

Employment Policies

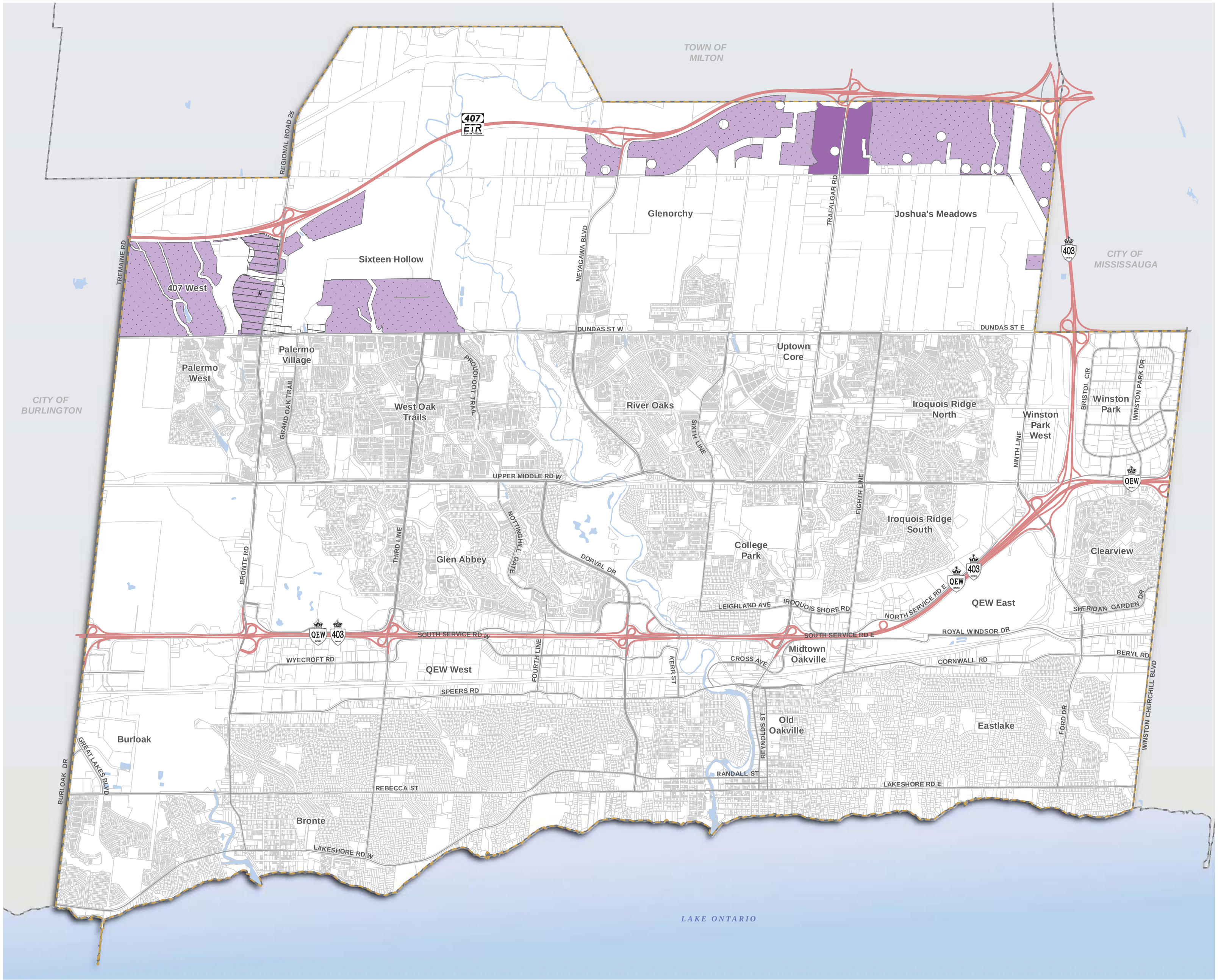
The objectives for North Oakville's employment include:

- Providing a range of employment opportunities;
- Providing high quality prestigious employment along provincial freeways;
- Complementing and integrating with existing built form and incorporating best community planning and urban design practices while integrating the area's natural heritage components;
- Minimizing travel time, traffic, greenhouse gases , servicing costs and energy costs; and,
- Planning for and promoting higher order employment densities at appropriate locations.

EXAMPLE OF PRESTIGE EMPLOYMENT

The community is planned to include employment districts, which refers to land designed to accommodate development of predominantly employment generating uses including a wide range of industrial and office development. In addition to the employment districts, the North Oakville East Secondary Plan includes Core Area 1 of the Trafalgar Urban Core Area which is primarily designated for employment purposes. **Figure 2-5** presents the lands designated under the employment land use categories within the North Oakville Secondary Plans, while Table A2 of **Appendix A** presents the permitted uses.

As established in Section 8.3.4 of the North Oakville West Secondary Plan and Section 7.3.7 of the North Oakville East Secondary Plan, the North Oakville lands are anticipated to accommodate approximately 550 net hectares of employment land (300 net hectares in the east and 250 net hectares in the west). This employment land is anticipated to accommodate 26,500 jobs at capacity (16,500 jobs in the east and 10,000 jobs in the west), which may not be achieved within the 2021 planning period. The North Oakville Secondary Plans set an average density target of 55 employees per net hectare. In addition, the plans support 8,700 population related employees (8,500 in the east and 200 in the west). While there is no minimum density for employment uses, policy 8.6.5.4e suggests that a density of 0.35 FSI is a good general objective.



OAKVILLE

TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

LANDS DESIGNATED FOR EMPLOYMENT USE IN THE NORTH OAKVILLE SECONDARY PLANS

FIGURE 2-5

—	400 SERIES HIGHWAY
—	ARTERIAL ROAD
▨	SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
☐	PROPERTY PARCELS
☐	TOWN OF OAKVILLE
☐	OTHER MUNICIPALITIES
	NORTH OAKVILLE SECONDARY PLAN
🟪	EMPLOYMENT AREA
■	TRAFALGAR ROAD URBAN CORE AREA ONE

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

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2.3.3 Zoning

The Town of Oakville Zoning By-law 2014-014 was passed by Council on February 25, 2014 and identifies the zoning that regulates land use within the Town (excluding lands north of Dundas Street which are included in the North Oakville Zoning By-law, described below).

The Town’s Zoning By-law provides four employment zones which are consistent with the land use designations (E1: Office Employment, E2: Business Employment, E3: Industrial and E4: Business Commercial). The permitted uses for the E1 zone are currently under appeal to the OMB.

3.0 Macro Economic and Demographic Trends

The following Chapter provides an overview of the macro-economic factors which are anticipated to influence regional and local employment growth trends and corresponding employment and commercial land needs within the Town of Oakville over the next 20 years.

3.1 Ontario's Shifting Economic Structure

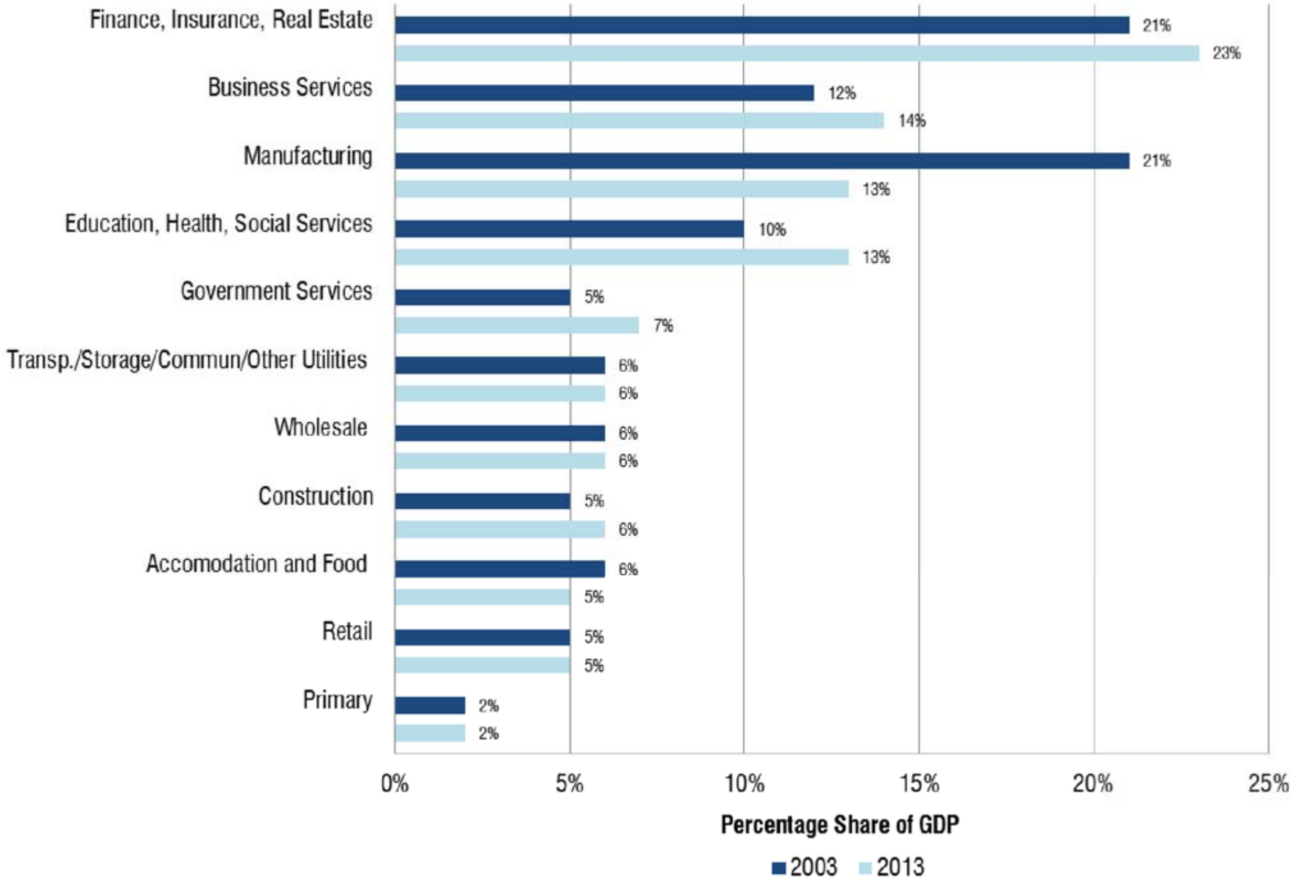
The Ontario economy is facing significant structural changes. Over the past decade, the economic base, as measured by gross domestic product (GDP) output, has shifted from goods-producing sectors (i.e. manufacturing, utilities and primary) to service-producing ones. This trend includes growth in financial services, information technology, business services, health care and social services, government, advanced manufacturing, information and cultural industries, education, training and research, agri-business and tourism.

Much of this economic shift has occurred over the past ten years, driven by GDP declines in the manufacturing sector which were most significant immediately following the 2008/2009 global economic downturn. As illustrated in **Figure 3-1**, the relative share of GDP in the manufacturing sector declined from 21% in 2003 to 13% in 2013. The challenges of the manufacturing sector are also reflected in the Ontario labour force, which declined by 31% over the 2004-2014 period in this sector.[1] However, it is important to note that provincial labour force rates in the manufacturing sector have been relatively stable since 2010.

---

[1] Derived from Statistics Canada Labour Force Survey data by Watson & Associates Economists Ltd.

In contrast, service-based sectors, such as financial and business services, have experienced significant employment increases over the past 10 years. Growth in the service-based sectors has been driven by strong growth in domestic demand, particularly in consumer spending.



Source: Derived from Statistics Canada data by Watson & Associates Economists Ltd.

FIGURE 3-1 PROVINCE OF ONTARIO GDP BY SECTOR, 2003 AND 2013

While manufacturing remains vitally important to the provincial economy with respect to jobs and economic output, this sector is not anticipated to support strong domestic labour force growth in the future. Looking forward, there will continue to be a manufacturing focus in Ontario; however, industrial processes have become more capital intensive and automated as local industries are required to streamline production through increased product innovation, specialization and integration of technology. This means that, as the domestic manufacturing sector continues to gradually recover, employment growth is anticipated to be modest.

3.2 The GTHA Employment Base is Highly Diverse and Steadily Increasing

Figure 3-2 summaries the existing composition of the GHTA employment base as of 2014. Manufacturing remains one of the GTHA's largest employment sectors, accounting for 11% of total employment. Next to manufacturing, the GTHA's largest employment sectors are in the service sector.[2] This includes retail trade, health care and social assistance, educational services, professional, scientific and technical services (PSTS) and finance and insurance. The GTHA also has significant employment in a number of industrial sectors including wholesale trade, transportation and warehousing and construction.

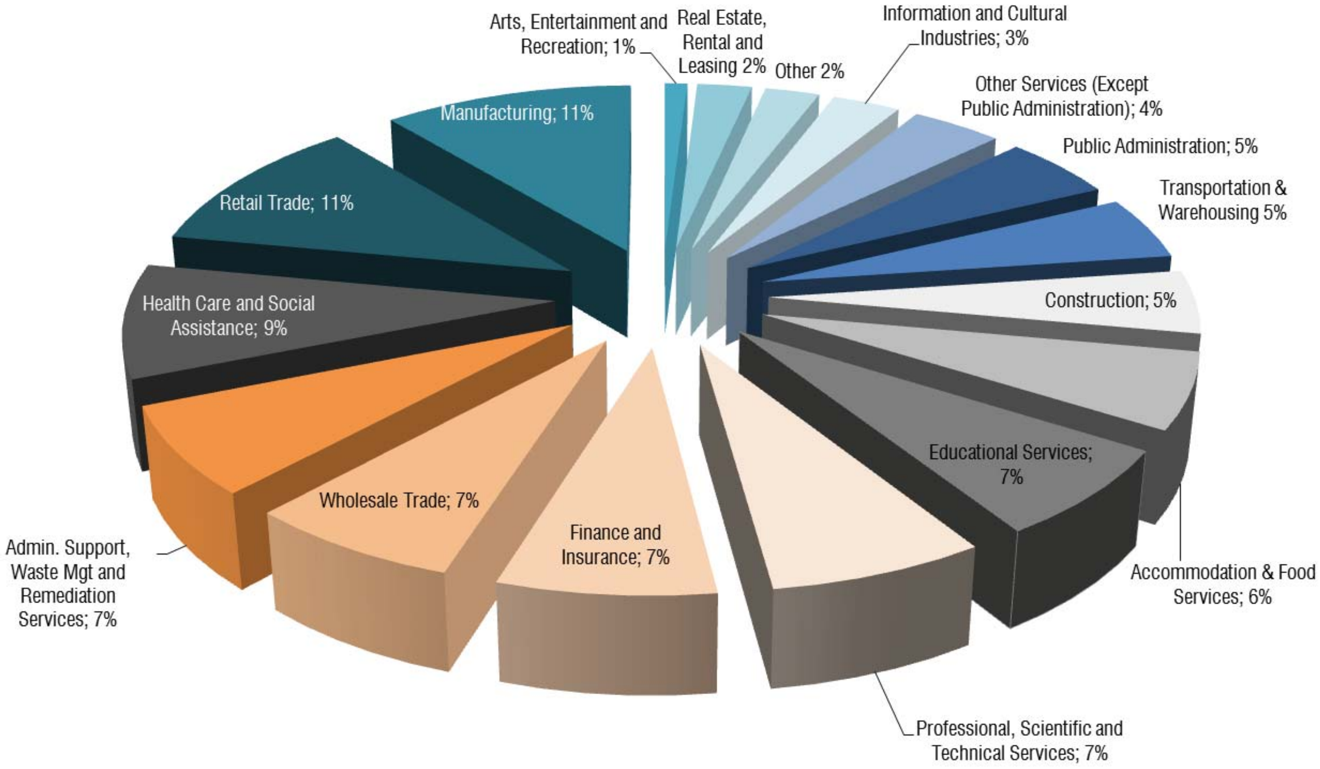


FIGURE 3-2 GTHA EMPLOYMENT BY SECTOR, 2014

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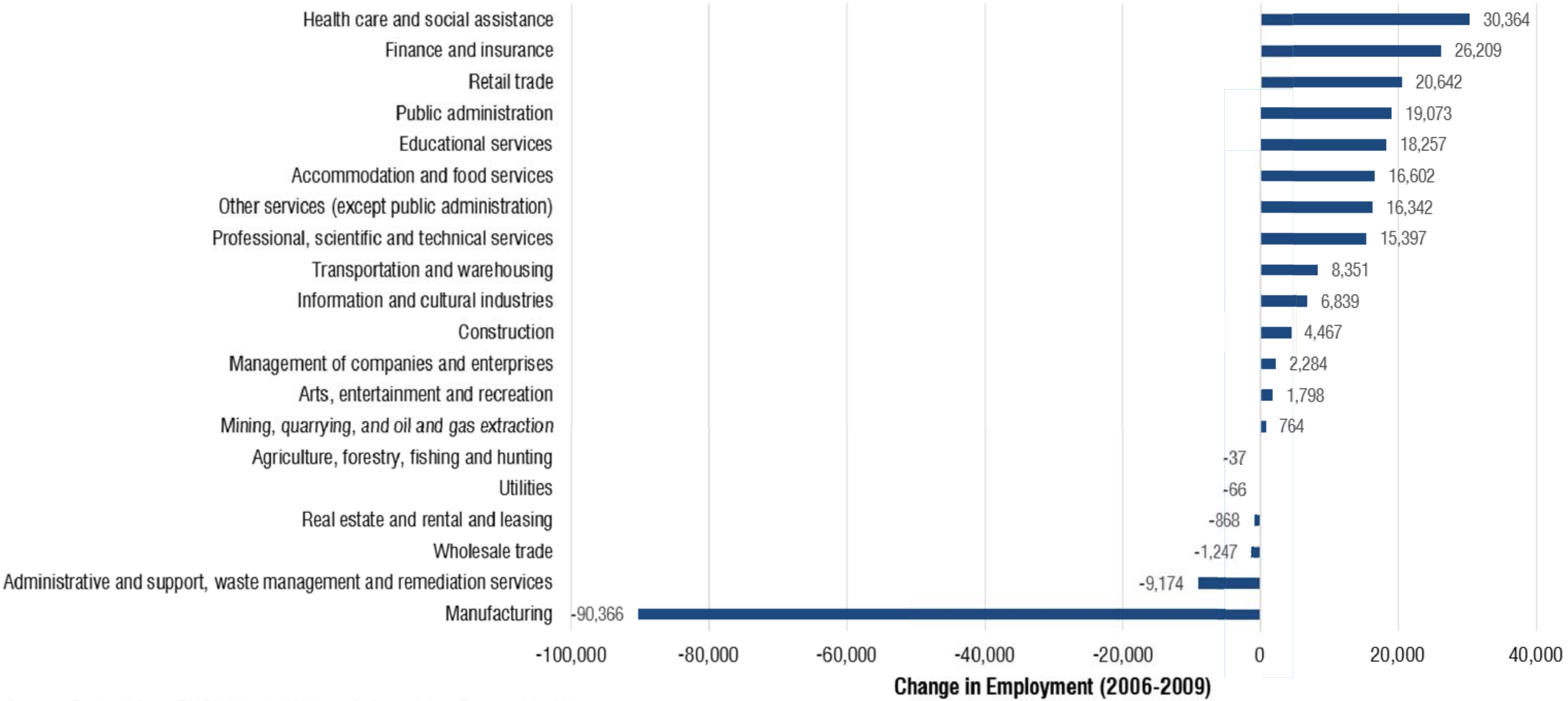
[2] Based on employment

GROWTH EXPECTED IN ALL SECTORS OF THE SERVICE SECTOR ECONOMY

Similar to the provincial economy as a whole, the nature of the GTHA economy is changing. Over the past 20+ years, the composition of GTHA employment has gradually shifted from a goods-producing economy to a service-producing economy. **Figures 3-3** and **3-4** summarize recent GTHA employment growth trends by sector over the 2006-2009 and 2010-2014 periods, respectively. During both of these selected periods, GTHA employment levels steadily increased in almost all major sectors of the service sector economy. A number of the “knowledge-based” uses within the service sector are permitted on employment lands across the GTHA and represent a growing share of the employment base on employment lands, most notably in the most heavily populated urban GTHA municipalities.

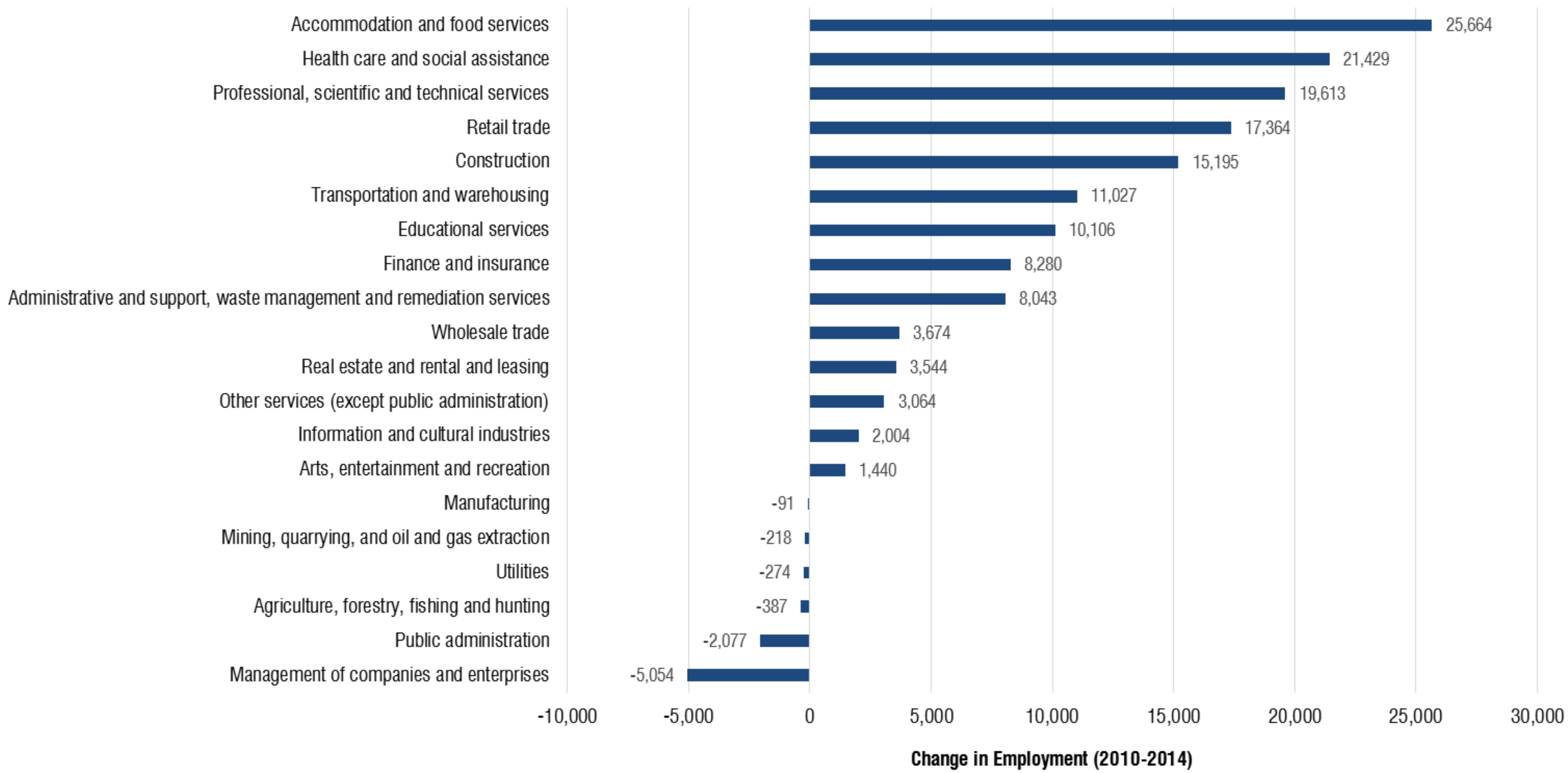
Strong population growth across the GTHA has also fueled steady growth in population-related employment sectors including retail and accommodation and food services. Lastly, a steady rebound in non-residential development activity has supported strong employment growth in the construction sector.

The GTHA has also experienced significant employment growth in the goods movement sector over the past decade. Structural changes in the global economy continue to drive the need for new consolidated, land-extensive warehousing facilities in competitively priced markets with adequate potential for future expansion (typically located in greenfield areas) to store and manage the distribution/transportation of goods. This trend continues to pose challenges regarding land utilization and intensification in established industrial areas, which generally have been negatively impacted by the decline in the manufacturing sector.



Source: Derived from EMSI data by Watson & Associates Economists Ltd.

FIGURE 3-3 GTHA EMPLOYMENT GROWTH BY SECTOR, 2006-2009



Source: Derived from EMSI data by Watson & Associates Economists Ltd.

FIGURE 3-4 GTHA EMPLOYMENT GROWTH BY SECTOR, 2010-2014

Over the next 30 years, considerable new residential and non-residential growth is anticipated across the GTHA. In accordance with the Provincial Growth Plan (Places to Grow)[3], the population of the GTHA is forecast to increase from 6.84 million in 2011 to 10.13 million in 2041, an increase of 3.3 million persons. The area is also forecast to add approximately 1.4 million jobs over the same time period. This represents a substantial increase in population and employment relative to other North American metropolitan regions of comparable population. The strong growth potential anticipated for the GTHA is largely tied to the strength and diversity of the area's industry clusters.

Ultimately, the aggregate indicators of the GTHA's economic performance are determined in large measure by the competitiveness of its industry clusters[4]. An expanding export base is a key component to the economic prosperity of the local economy and surrounding area, because exports bring money into the local market to be circulated among local-serving enterprises and their employees. While the GTHA faces increasing global competition, the regional economy is comprised of a highly diverse mix of industry clusters related to manufacturing, technology and services. This diversity is a key strength of the GTHA economy, with most of the top traded industry clusters throughout North America having a strong presence in this region.

3.3 GTHA Trends in Industrial/Office Development Activity

3.3.1 GTHA Industrial Development Activity

Over the past five years, industrial development has been largely oriented to large-scale industrial buildings housing wholesale trade, transportation/warehousing and multi-tenant industrial condominiums, accommodating a range of industrial and non-industrial uses. **Figure 3-5** summarizes new industrial building completions in the GTHA during the 2006-2014 period, expressed in gross floor area (GFA). As illustrated, the GTHA experienced significant growth in industrial development between 2006 and 2009, peaking at 8.8 million sq.ft. (~ 818,000 sq.m.) in 2008. With the onset of the 2008/2009 global economic recession, development activity dropped sharply in 2009 to 5.0 million sq.ft.(~465,000 sq.m.) and declined further in 2010 to 1.4 million sq.ft. (~130,000 sq.m.).

Since bottoming out in 2010, the GTHA industrial sector has been steadily rebounding; however, recent industrial development activity (2011 to 2014) remains below pre-recession

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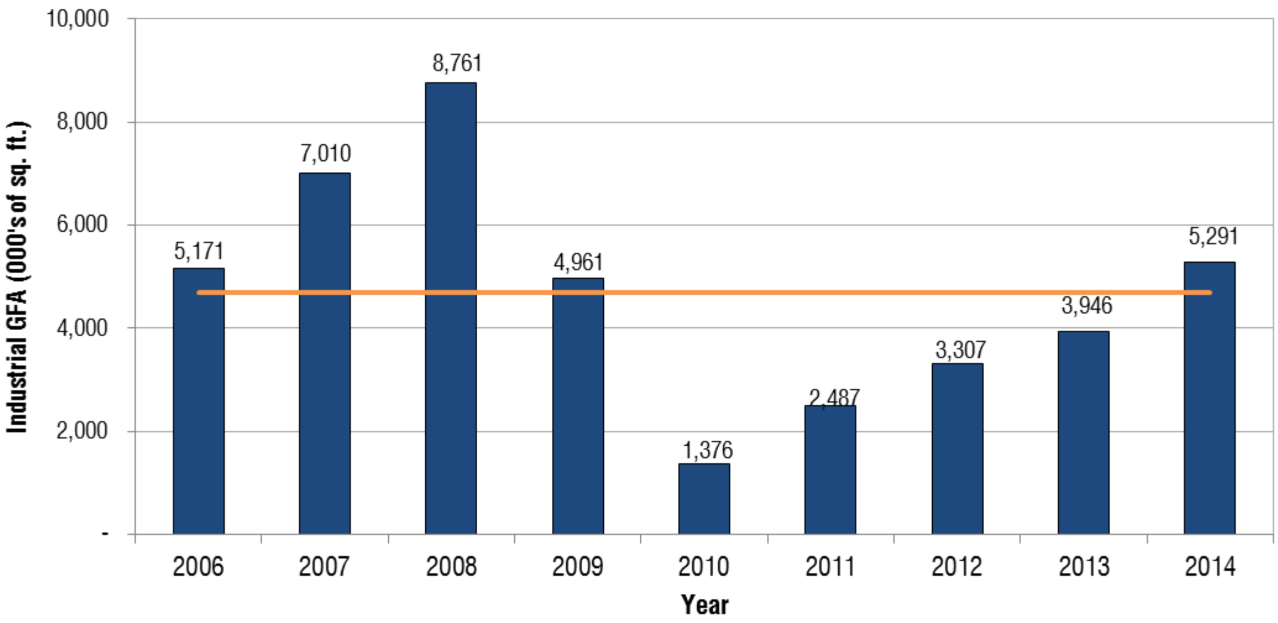
[3] Growth Plan for the Greater Golden Horseshoe, 2006. Office Consolidation, June 2013. Ontario Ministry of Infrastructure.
[4] A cluster is a set of inter-linked private sector industries and public sector institutions, whose final production reaches markets outside of the local market.

levels. Coinciding with the increase in industrial development activity since 2010, vacancy rates have declined gradually and net market rents have risen, albeit at a marginal rate.



Source: Data from DTZ Barnicke and Colliers International, compiled by Watson & Associates Economists Ltd.

FIGURE 3-5: INDUSTRIAL DEVELOPMENT WITHIN THE GTHA ('000S GFA), 2006-2014

Over the 2006-2014 period, Peel Region accommodated nearly half (48%) of GTHA industrial development. Halton Region accounted for 21% of industrial development activity during this time, followed by York Region (16%), City of Toronto (6%), Durham Region (4%) and the City of Hamilton (5%).

The majority of recent industrial development in the GTHA has been focused largely along the Highway 401 corridor in Mississauga, Brampton and Milton, and in the Highway 400/407 area of Vaughan.

3.3.2 GTHA Office Development Activity

Figure 3-6 summarizes new office building completions (expressed in GFA) in the GTHA during the 2006-2014 period.[5] As shown, office development has exhibited strong growth since 2006, despite the recent economic downturn, averaging between approximately 1 and

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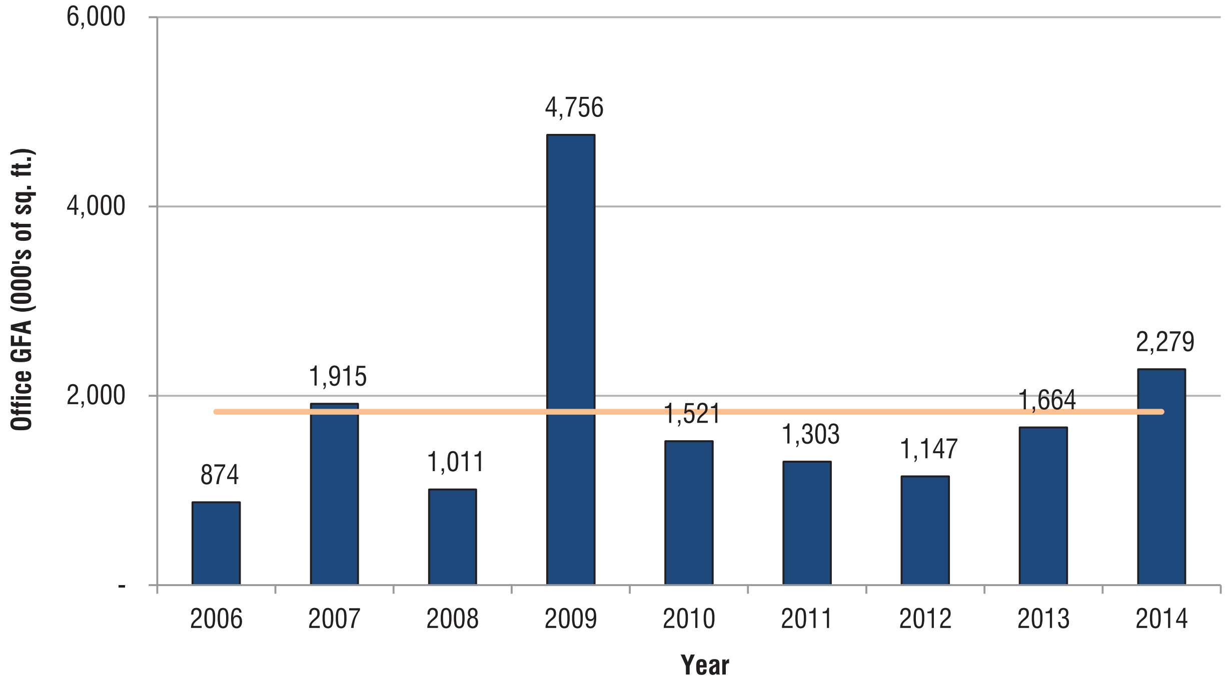
[5] Excludes City of Hamilton for which data was unavailable.

2 million sq.ft. (~186,000 sq.m.) per year except in 2009.[6] In 2014, office development activity totalled 2.3 million sq.ft. (~214,000 sq.m.), moderately higher than the historical annual average over the 2006-2014 period. During this period, close to 50% of office development has occurred within the City of Toronto, primarily the downtown core. Since 2006, Halton Region has accounted for approximately 12% of new office construction within the GTHA, which has been primarily concentrated along the Queen Elizabeth Way (QEW) corridor in the Town of Oakville and the City of Burlington.



Source: Data from DTZ Barnicke and Colliers International, compiled by Watson & Associates Economists Ltd.

FIGURE 3-6: OFFICE DEVELOPMENT WITHIN THE G.T.H.A. (G.F.A.), 2006-2014

3.3.3 GTHA Market Trends

This subsection of the report addresses retail development trends and activity in the GTHA. The data summarized was provided by the Centre for the Study of Commercial Activity at Ryerson University (CSCA). The data represents total retail and vacant space, for each municipality in the GTHA. It has been compiled from 2007 to 2013, the most recent year

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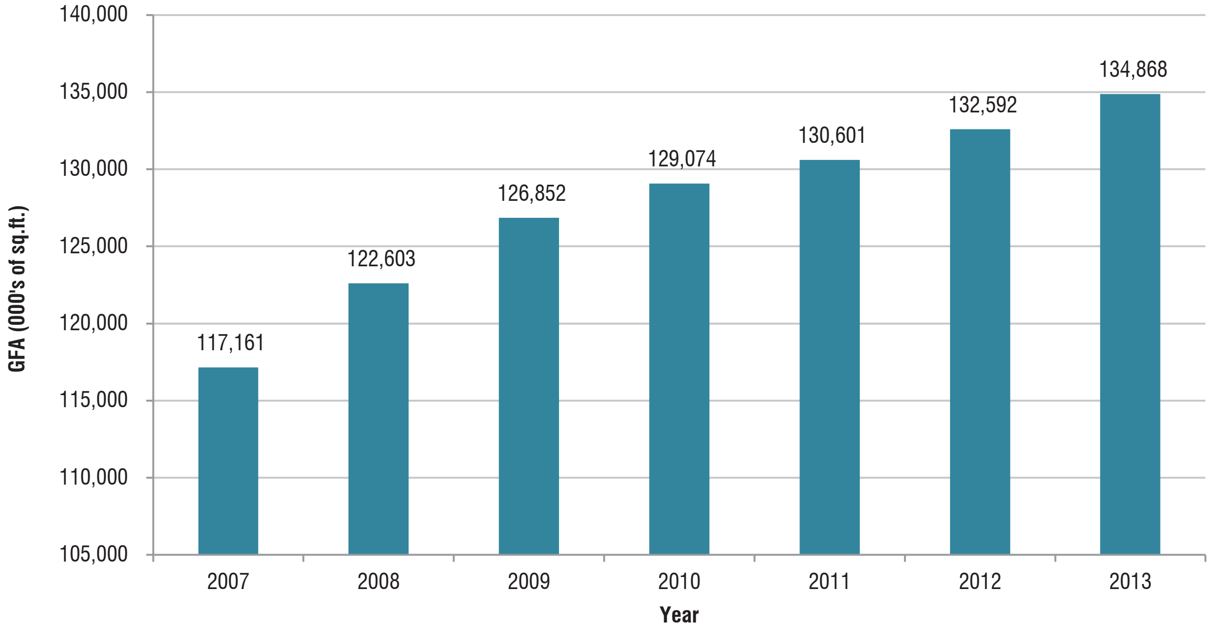
[6] The significant amount of office development in 2009 (compared to other years) is largely attributed to two large-scale office towers (over 1 million sq.ft. or roughly 93,000 sq.m. each) developed in the Toronto core.

available from CSCA. The data is summarized in **Figure 3-7**, below. It is based on the overall amount of retail and vacant space in each component municipality of the GTHA.

The data indicates that the amount of retail and vacant space has been experiencing annual increases since the beginning of the study period, 2007. There was approximately 117 million square feet (~1.08 million square metres) of retail and vacant space in 2007. This figure increased to approximately 135 million square feet (~1.25 million square metres) by 2013.

Growth over this time period was influenced by various forms of retail development. The earlier portions of the study period were influenced most directly by the proliferation of power centres. More recently, the GTHA has experienced an intensification of regional scale shopping centres, downtown mixed use development and the introduction and expansion of factory outlets.

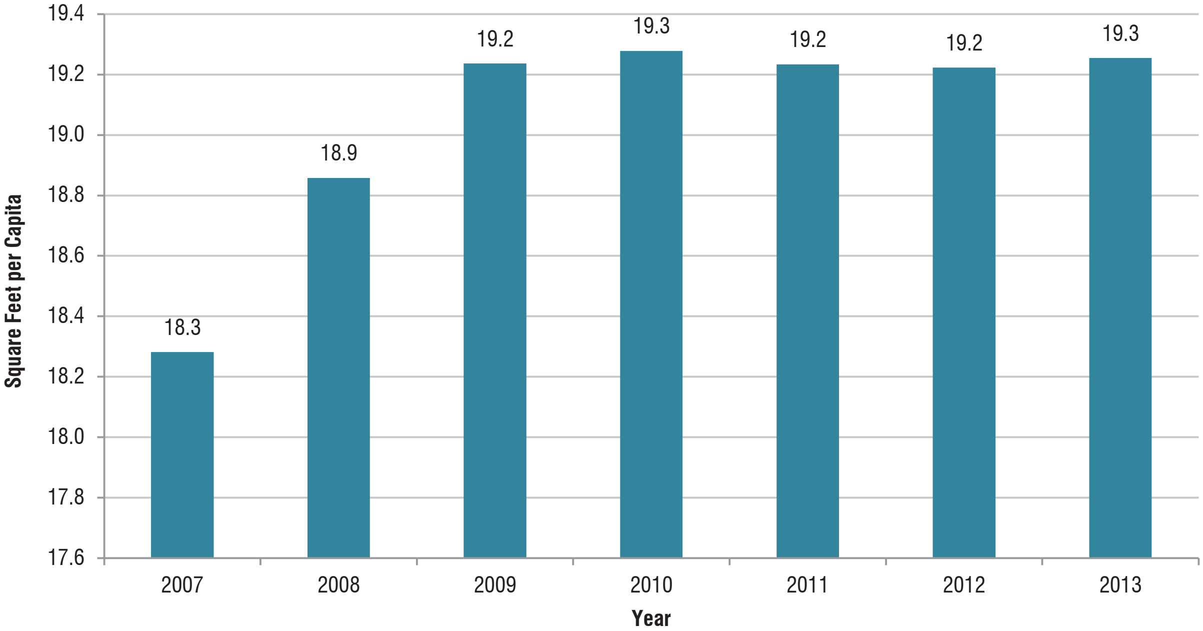


Source: Retail Database 2007-2013, Centre For the Study of Commercial Activity (CSCA)

FIGURE 3-7: GTHA RETAIL AND VACANT SPACE (GFA), 2007-2013

The per capita amount of retail and vacant space is indicated in **Figure 3-8**, below. The data indicates an increase from 18.3 square feet (~1.7 million square metres) per capita in 2007 to 19.3 square feet (~1.8 million square metres) per capita by 2013. However, the average per capita figure has remained relatively constant from 2009 to 2013, between 19.2 and 19.3 square feet (~1.8 million square metres) per capita.

These figures are indicative of the tightening of the supply of commercial land which has been, at least partially, influenced by the Growth Plan. These figures are also influenced by the reduction of the number of Greenfield sites, and conversely, the intensification of downtown, mixed use sites which typically include retailers with smaller formats than Greenfield sites. The requirement for retail space has also been impacted by e-commerce, which, according to Statistics Canada, accounted for 1.5% of retail sales in 2012. Consumer and industry trends that are impacting demand for retail space are further discussed in Chapter 4.



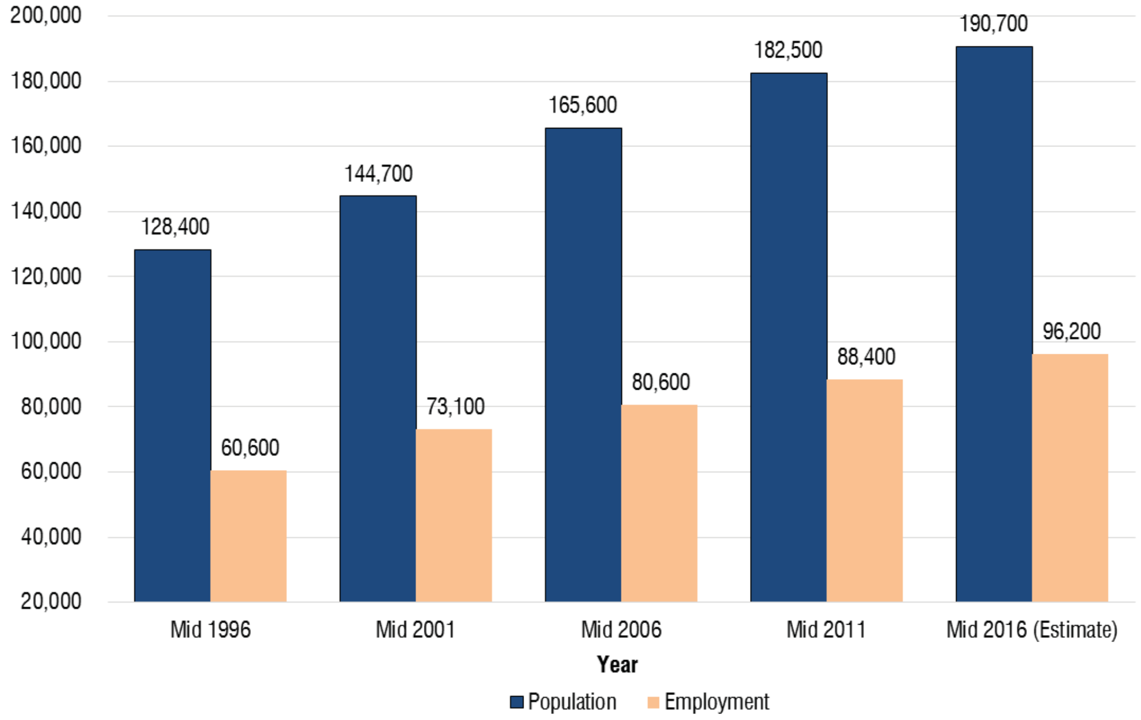
Source: Retail Database 2007-2013 (CSCA) and Estimates of Population, *Table 051-0062*, Statistics Canada.

FIGURE 3-8: GTHA RETAIL AND VACANT SPACE PER CAPITA, 2007-2013

3.4 Planning for Growth in the Town of Oakville

In many respects, Oakville's long-term employment potential is largely tied to the success of the GTHA as a whole. The GTHA represents the economic powerhouse of Ontario and the centre of much of the economic activity in Canada. With a robust economy and diverse mix of export-based employment sectors, the GTHA region is highly attractive on an international and national level to new businesses and investors. The area also has a strong appeal given its proximity to regional infrastructure, including the Toronto Pearson International Airport (TPIA), an international airport in the City of Hamilton, access to provincial highways, inter-modal facilities, and proximity/access to skilled labour and post-secondary institutions. The above attributes of the GTHA have produced a highly competitive and diverse employment market. As a result, all of the upper-tier/single-tier municipalities across the GTHA have been successful, to varying degrees, in attracting a variety of industries within a broad range of industrial, office, retail and institutional sectors. In turn, this continues to support strong population growth levels largely driven by international and inter-provincial net migration.

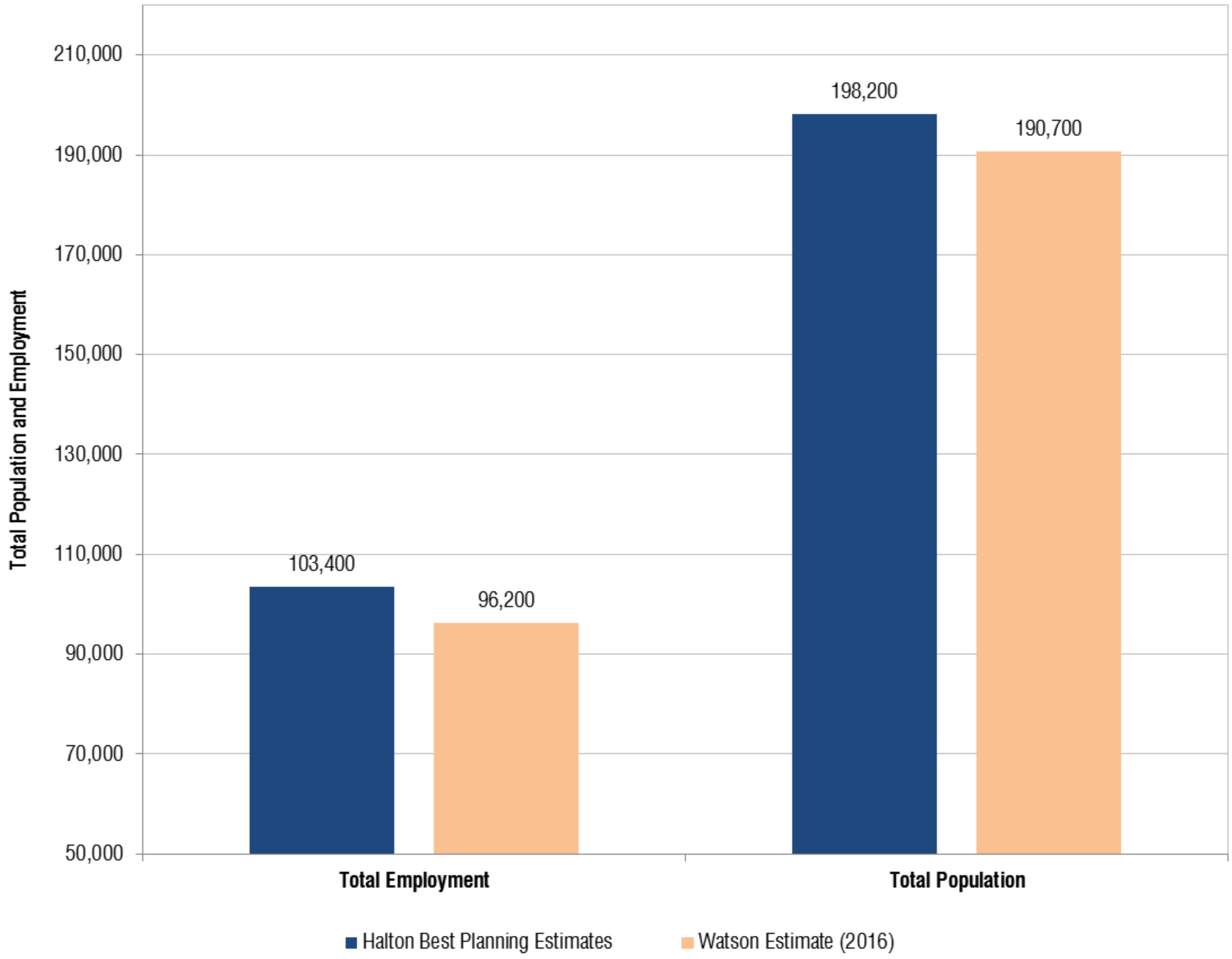
The strength of the regional GTHA economy has presented, and continues to present, a tremendous opportunity for the Town of Oakville. Historically, population growth within the Town of Oakville has steadily increased largely as a result of local business growth as well employment opportunities within the surrounding market area. Between 1996 and 2016 it is estimated that the Town's population and employment base will increase by 62,300 persons and 35,600 jobs, as summarized in **Figure 3-9**. This represents an annual population and employment growth rate of 2.0% and 3.1%, respectively.



Notes: 1) Population excludes undercount; 2) Employment includes No Fixed Place of Work and Work at Home.
Source: Statistics Canada, Census 1996-2011. 2016 is an estimated by Watson & Associates Economists Ltd.

FIGURE 3-9: TOWN OF OAKVILLE, POPULATION GROWTH, 1996 - 2016

While Oakville has historically experienced steady population and employment growth, the Town's 2016 population estimates are expected to fall short of the 2016 population forecast for the Town as set out in the June 2011 Best Planning Estimates (BPE) by approximately 7,500 people as summarized in **Figure 3-10**. This shortfall is largely due to development delays in North Oakville as opposed to a lack of market demand. Looking forward to 2031, it is anticipated that the Town will remain on track to achieving the long-term population growth projections set out in the Halton BPE.



Source: Halton Region Best Planning Estimates, 2011 and Watson & Associates Economists Ltd.

FIGURE 3-10: COMPARISON OF HALTON REGION B.P.E. 2016 FORECAST TO 2016 POPULATION AND EMPLOYMENT ESTIMATES

Current (2016) employment estimates are also well below the 2016 Halton BPE employment forecast for the Town of Oakville. Based on current estimates, the 2016 employment base for the Town of Oakville is approximately 96,200, approximately 7,200 fewer jobs than the 2016 Halton BPE employment estimate. This shortfall is a result of lower job growth in the industrial sector in Oakville than what was forecasted in the Halton BPE. While the industrial sector in Halton Region and the Town of Oakville is gradually recovering from the 2008/2009 global economic downturn, it is anticipated that forecast industrial growth for the Town of Oakville will fall short of the 2031 Halton BPE forecast. This shortfall is anticipated to be offset by stronger than anticipated long-term employment growth in the office, retail and institutional sectors.

By 2031, Oakville's population and employment base are forecast to reach 246,400 and 128,400 respectively.[7] This represents an increase of approximately 64,000 persons and 40,000 jobs from 2011. By 2041 the Town's population and employment base could reach 265,000 and 136,000, people and jobs respectively.[8]

Given the steady rate of future population and employment forecast for the Town of Oakville, it is important that the Town's long-term commercial and employment land needs are assessed in a comprehensive manner. This includes a review of opportunities to accommodate long-term employment growth on designated and future non-residential areas through intensification and Greenfield development. While the 2014 PPS limits municipalities to a 20-year time horizon regarding the designation of urban land, it does permit planning authorities the ability to plan beyond a 20-year period regarding the long-term protection of employment areas, provided that lands are not designated beyond the identified planning horizon.

Employment uses on employment lands (i.e. manufacturing, warehousing and logistics) typically require large tracts of land with good access to trade corridors near major highway interchanges and other major transportation facilities (such as ports, rail yards, intermodal facilities and airports). Both the Growth Plan and the PPS contain policies which protect employment areas in proximity to major goods movement facilities and corridors which require those locations. As such and knowing Oakville's boundaries are fixed, consideration should be given to reserving strategically important land for future employment purposes throughout the Town of Oakville, no matter how long in the future they may be needed.

3.5 How Does Population Growth Impact Demand for Commercial and Employment Lands?

Population growth impacts the need for non-residential lands in different ways. Population-related development (i.e. retail commercial, personal service uses and institutional uses) is automatically attracted to locations convenient to local residents. Generally, as the population grows, the demand for population-related development also increases to service the needs of the local community (subject to available services within the surrounding market area).

Industrial development (i.e. export-based industries), on the other hand, are not directly linked to local population growth and tend to be more influenced by broader market conditions (i.e. regional economic competitiveness, transportation access and distance to employment markets), as well as local site characteristics such as servicing, highway

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[7] In accordance with the June 2011. Halton Region Best Planning Estimates (B.P.E.).
[8] Watson & Associates Economists Ltd. 2015.

access and exposure, site size/configuration, physical conditions and site location. As a result, industrial employment is not necessarily anticipated to increase in direct proportion to population growth. For these reasons, considerable effort has been undertaken in Chapter 4 to provide a detailed assessment of local historical employment trends and the competitive position of the Town's employment within the surrounding market area, as well as the strengths and weaknesses of the Town's designated employment areas.

3.6 Conclusions

The Ontario economy has experienced significant volatility over the past decade, including a period of strong economic growth followed by an economic recession and subsequent gradual recovery. This recovery has been more pronounced within the GTHA relative to the remaining Province of Ontario as a whole. This has largely been a result of the ability of the GTHA's economy to adapt to an economy which is increasingly driven by the service sector. Looking forward, the export-based employment sectors within the GTHA are forecast to steadily increase, especially those tied to "knowledge-based" sectors.

As a result of the Town's strong attractiveness to knowledge-based sectors, the distribution of employment on employment land in Oakville has been, and will continue to be, highly concentrated in the office sector. Locational qualities that support office sector growth, such as proximity to transit, amenities and services, play a significant role in the attraction and retention of office investment.   Employment growth within the Town's employment areas will ultimately be driven by demand from a broad range of goods producing, knowledge-based and employment supportive sectors. In turn, this drives local population growth within the Town and the need for population-related employment (i.e. retail commercial, personal services and institutional uses).

Notwithstanding the economic growth potential for the Town, regional competition within the GTHA for the talent necessary to support innovation, investment and entrepreneurship are fierce. As the GTHA and broader Ontario economy becomes more premised on knowledge-based activities, Oakville will need to continue to position itself as a hub for innovation to capitalize on the human capital that currently exists while encouraging ongoing entrepreneurship, innovation, business development and investment retention.

4.0 Forecast Land Demand on Employment Lands

The following Chapter explores Oakville's long-term employment growth outlook and associated demand for employment lands to the year 2041. The Town's long-term employment growth forecast by major sector has been assessed within the context of recent regional and local non-residential market trends within the economy. The amount and type of forecast employment growth by employment sector affects the percentage share and density of forecast employment growth on employment lands. Accordingly, consideration has been given to the nature of forecast employment growth by sector as well as historical trends and the future outlook regarding the share of employment growth on employment lands within the Town. Note, subject to data availability, the time period reviewed regarding historical non-residential development activity varies.

4.1 Macro-Economic Trends and Influence on Employment Lands

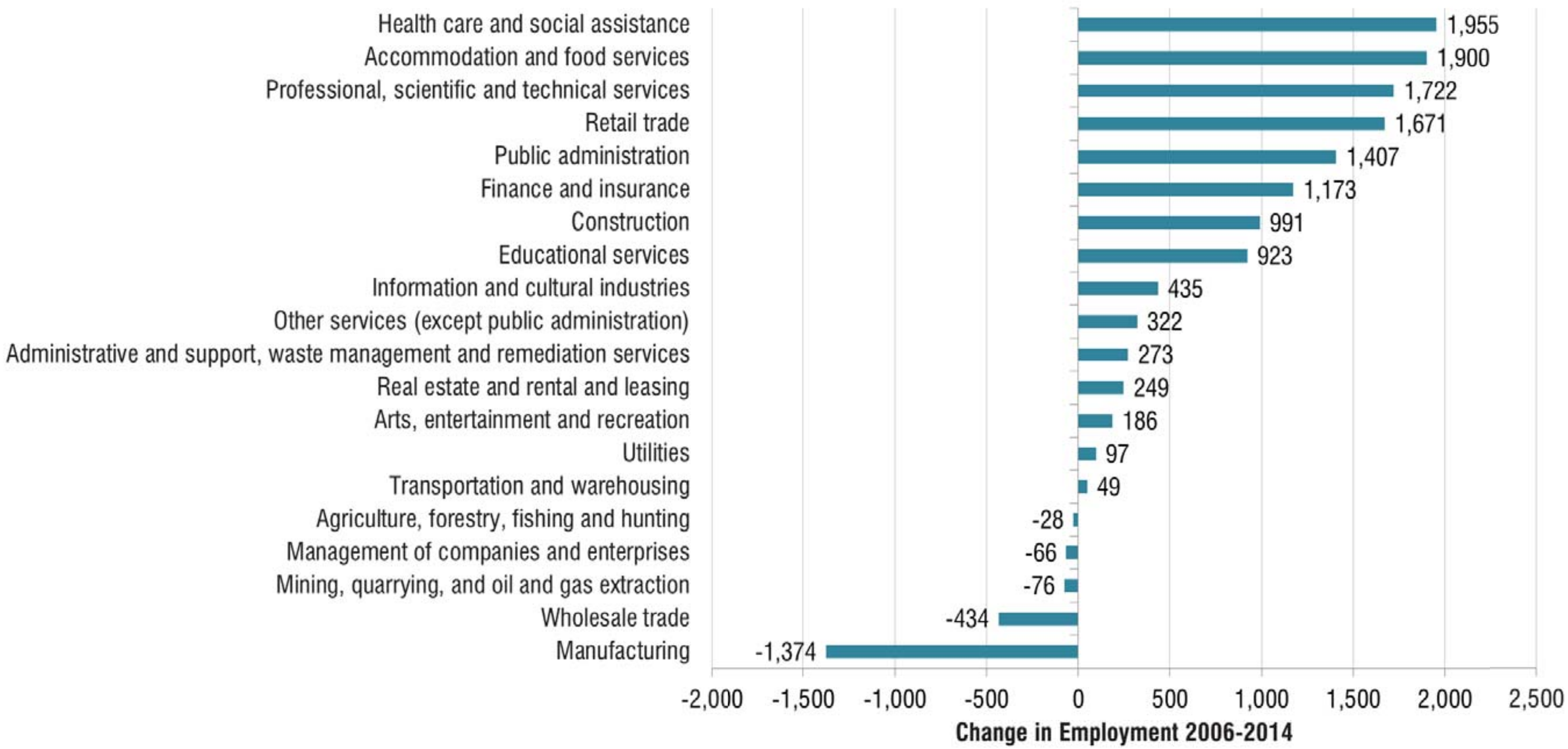
As previously discussed in Chapter 3, structural changes in the economy are changing the nature of economic activities on employment lands and impacting the built form and character of employment areas in Ontario. The trend towards more knowledge intensive and creative forms of economic activity is evident across many sectors within both the broader and local economies.

For the Town of Oakville, this trend includes growth in financial services, research and development, professional and scientific services, information technology, health and social services, education and the broader public sector. In planning for growth over the long term, these sectors are anticipated to be amongst the key growth areas of the Town's local economy. These sectors are largely accommodated within office developments and typically located within prestige employment areas.

This also means that employment areas must be planned to achieve a compact, transit-supportive and pedestrian-oriented environment with amenities, entertainment and cultural activities and a mix of land uses. As such, there is increasing demand to accommodate employment-supportive commercial and community uses on employment lands, particularly in business parks, which offer amenities and services convenient to local businesses and their employees. Ultimately, a key goal for the Town is to develop its employment areas with sufficient critical mass, density and diversity to create a sense of place and vibrancy that will continue to attract industry, investment and talent to this area. In turn, this will continue to enhance the Town's economic competitiveness and quality of life for its local residents.

4.2 Historical Employment and Business Trends by Sector in the Town of Oakville, 2006 to 2014

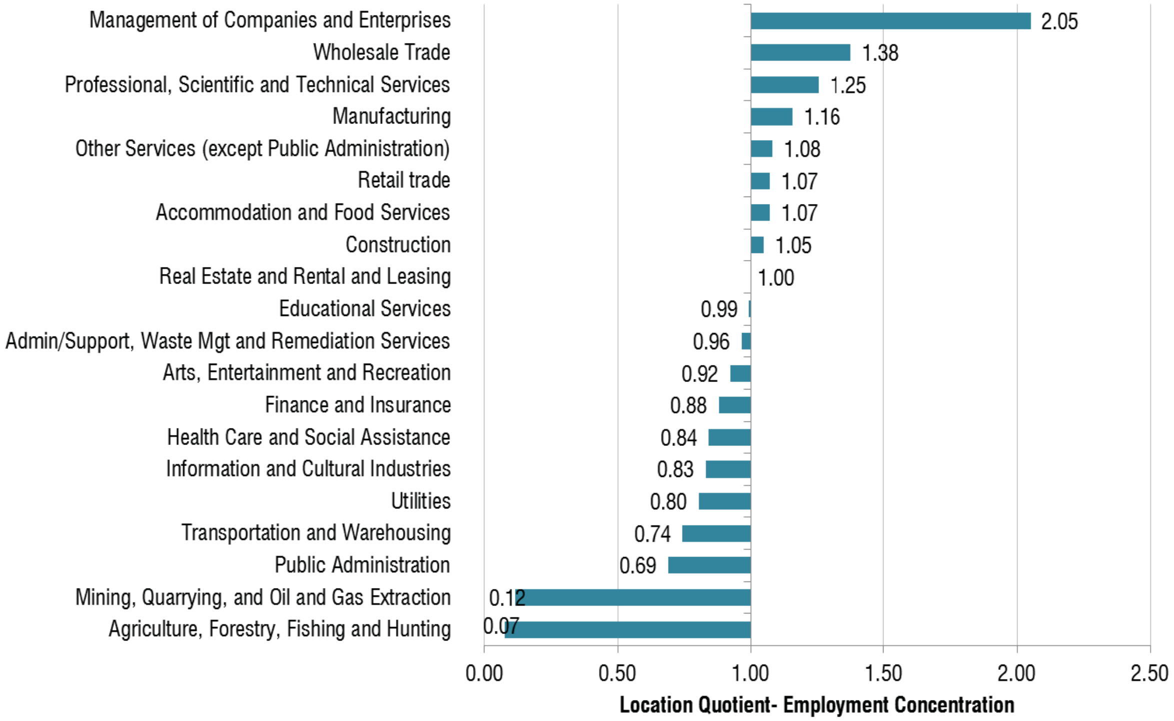
Figure 4-1 summarizes the employment change by employment sector over the 2006-2014 period for the Town. As shown, the fastest growing employment sectors were the service producing sectors, including health care and social assistance, accommodation and food services, professional, scientific and technical services (PSTS) and retail trade. Of the goods producing sectors, only the construction industry experienced significant increases in employment. The manufacturing sector experienced significant declines in employment over the period, accounting for a majority of the job loss in the goods producing sectors within Oakville.



Source: Derived form EMSI data by Watson & Associates Economists Ltd.

FIGURE 4-1: TOWN OF OAKVILLE, EMPLOYMENT GROWTH, 2006-2014

Figure 4-2 illustrates the strength of employment sectors in the Town of Oakville relative to the Province using location quotients (LQ).[9] As shown, Oakville's economy is largely oriented towards management of companies and enterprises, wholesale trade, professional, scientific and technical services, and manufacturing. The Town has a relatively low concentration of primary sector employment, as well as public administration and transportation and warehousing.



Location Quotients based on comparison to Ontario.
Source: Derived form EMSI dataset 2014.3 by Watson & Associates Economists Ltd.

FIGURE 4-2: TOWN OF OAKVILLE, LOCATION QUOTIENT RELATIVE TO ONTARIO, 2014

Figure 4-3 illustrates the change in the number of businesses operating in Oakville by sector between 2006 and 2014. As shown, Oakville experienced strong business growth in the real estate and rental and leasing, health care and social assistance and professional, scientific and technical services sectors. Oakville has not experienced any significant declines in the number of businesses in any sector.

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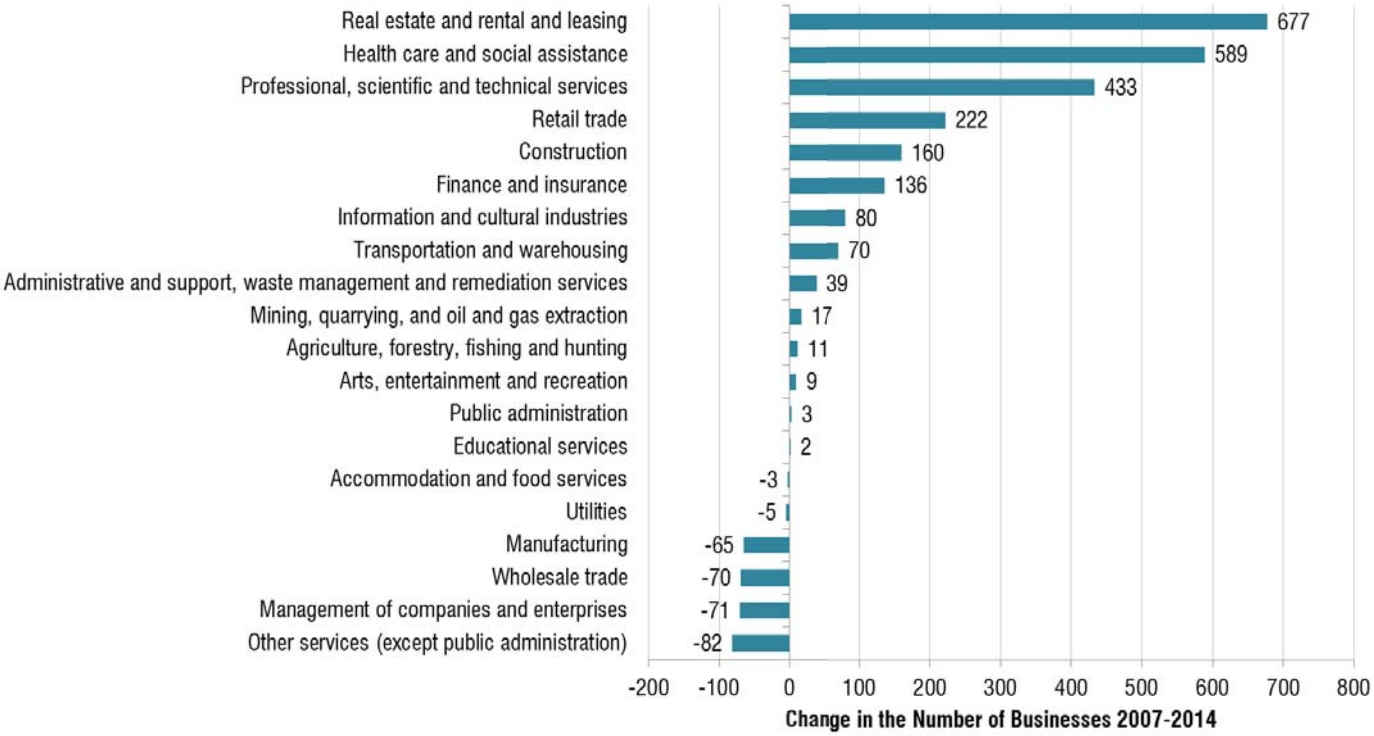
[9] A Location Quotient (L.Q.) is used to assess the concentration of economic activities within a smaller area relative to the overarching region in which it resides, which in this case is the Province of Ontario.

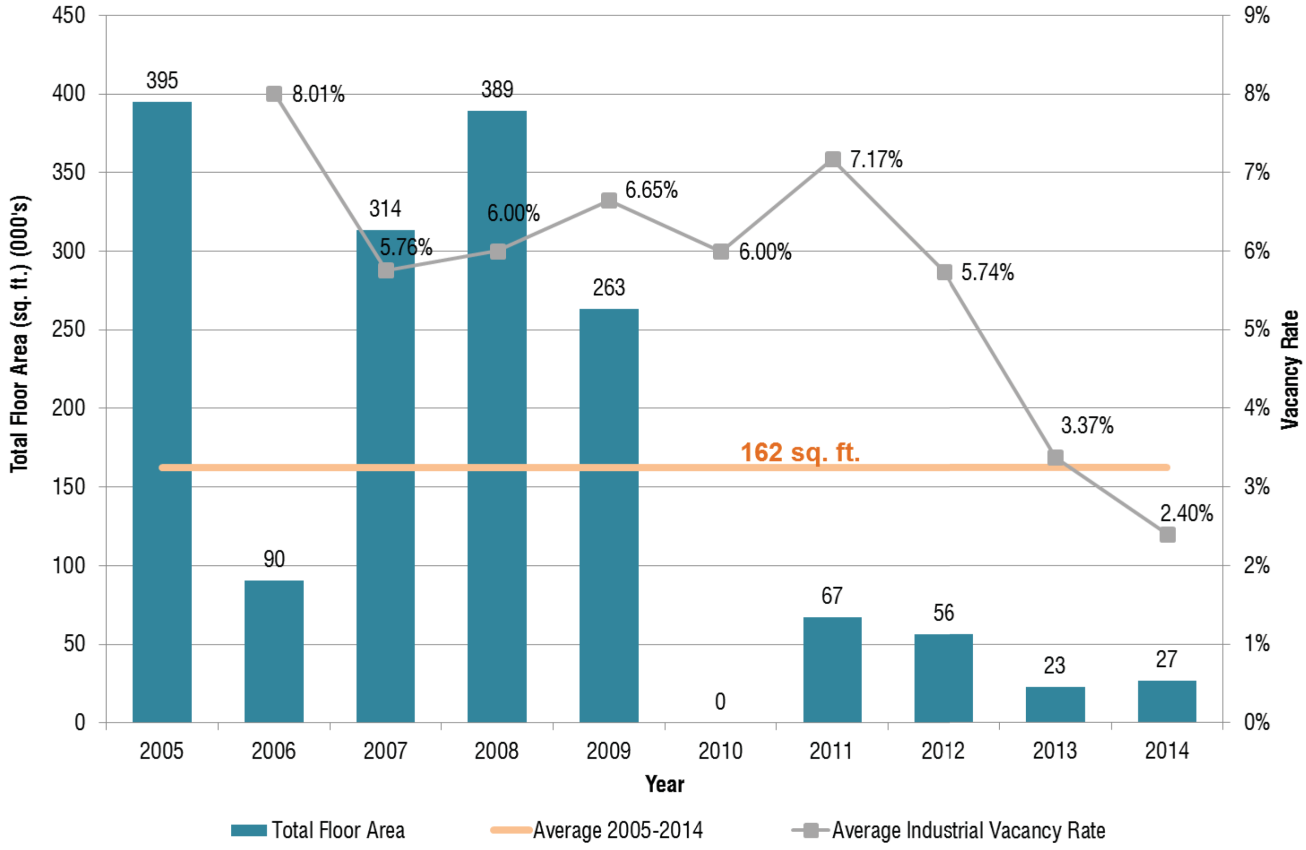


Source: Adapted from December 2007 and Q3. 2014 Canadian Business Patterns database by Watson & Associates Economists Ltd.

FIGURE 4-3: TOWN OF OAKVILLE, CHANGE IN NUMBER OF BUSINESSES BY SECTOR, 2006-2014

4.3 Historical Trends in the Industrial and Office Sector within the Town of Oakville, 2005-2014

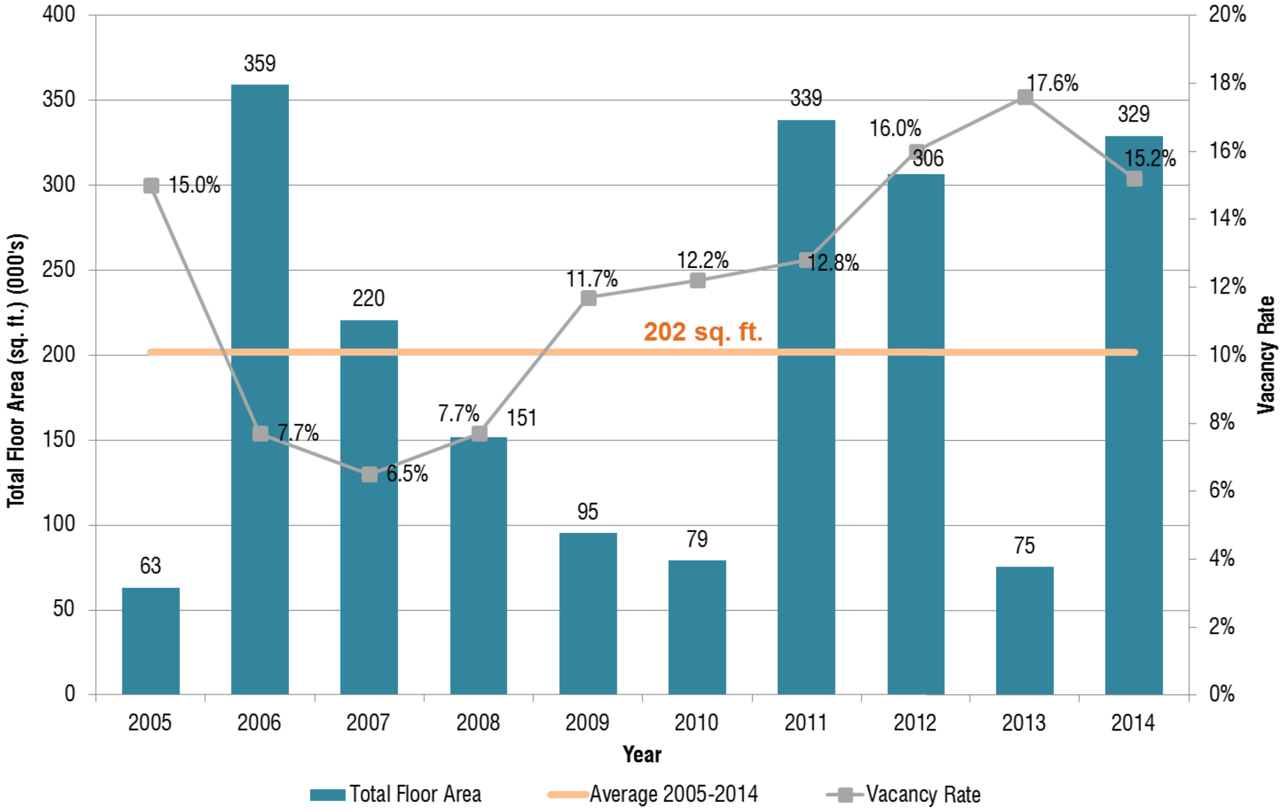
Figure 4-4 summarizes industrial building construction in the Town of Oakville during the 2005-2014 period, while **Figure 4-5** summarizes office building construction in the Town of Oakville. Over the past decade, industrial development in Oakville has averaged 162,000 square feet (approximately 15,000 square metres) annually, while office development in Oakville has averaged 202,000 square feet (approximately 18,800 square metres) annually. Industrial development was strong during the 2005-2009 period; however, since 2010, office development has been more robust than industrial development within the Town.



Source: Halton Region Building Permit Database, 2014 and DTZ quarterly reports

FIGURE 4-4: TOWN OF OAKVILLE, ANNUAL INDUSTRIAL DEVELOPMENT TOTAL GFA (000'S SQ. FT.), 2005-2014 AND VACANCY RATES, 2006-2014

Average annual vacancy rates for industrial space in Oakville between 2006 and 2014 have ranged from a low of 2.4% in 2014 to a high of 8.0% in 2006, as illustrated in **Figure 7-4**. Vacancy rates for office space in Oakville increased considerably between 2007 and 2013, rising from 6.5% to 17.6% as shown in **Figure 7-5**. Office vacancy rates declined marginally in 2014 to 15.2% but remained well above pre-recession levels. While office vacancy rates have been trending high in Oakville, the office market has added significantly more new inventory than the industrial market in Oakville between 2005 and 2014.



Source: Halton Region Building Permit Database, 2014 and DTZ quarterly reports

FIGURE 4-5: TOWN OF OAKVILLE, ANNUAL OFFICE DEVELOPMENT TOTAL G.F.A. (000'S SQ. FT.), 2005-2014 AND VACANCY RATES, 2006-2014

4.4 Historical Development Activity on Employment Lands in the Town of Oakville

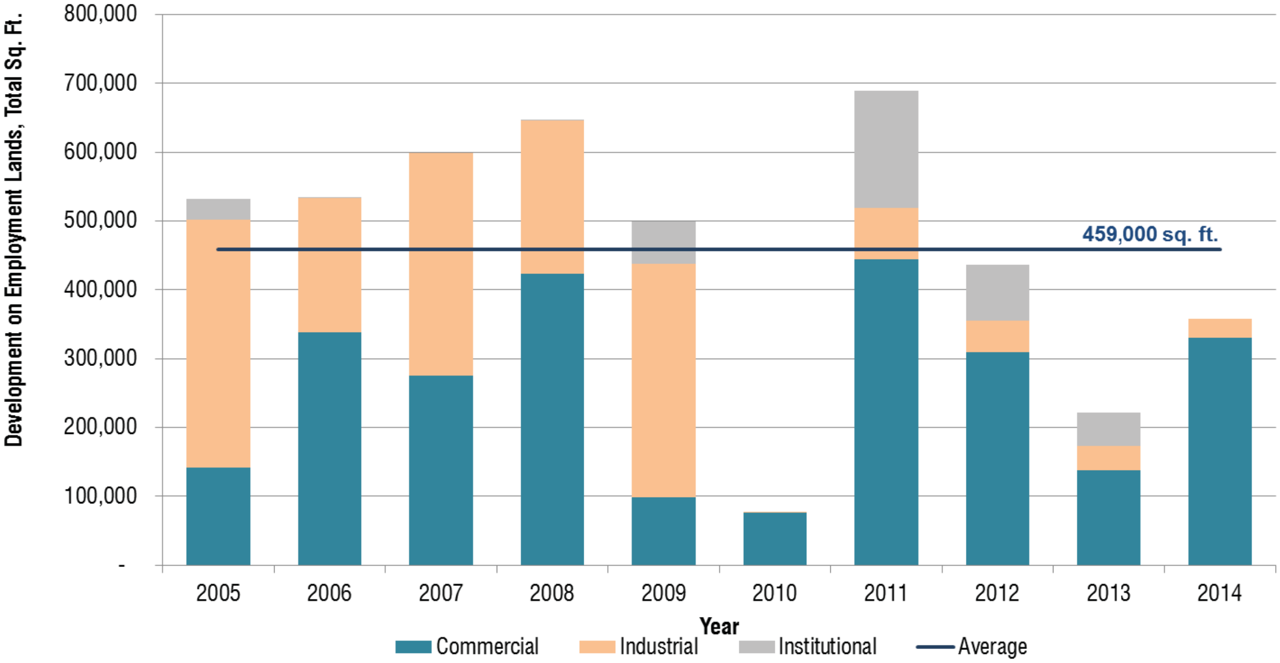
4.4.1 Non-Residential Building Permit Activity on Employment Lands

Figures 4-6 through **4-9** summarize building construction on Oakville's employment lands during the 2005-2014 time period, expressed in GFA (square feet). Construction activity on employment lands by major employment sector (industrial, commercial and institutional) and built-form is summarized in **Figure 4-6** and **Figure 4-8**, while **Figure 4-7** provides an annual breakdown of new construction versus additions. As shown, Oakville has averaged 459,000 square feet (~43,000 square metres) of building activity on employment lands annually over the past decade with 92% associated with new construction and 8% of GFA attributed to additions of existing buildings. The majority of development (80% of GFA) associated with additions to existing buildings has been from the industrial sector.

The Town experienced strong development on its employment lands between 2005 and 2009 with 2.8 million square feet (~260,000 square metres) of GFA constructed on employment lands during that period. Development during the same time period included a combination of industrial (51%) and commercial (45%) construction. Post-2009, new development on employment lands was more oriented towards commercial development (78%), primarily in the form of new office buildings. Major office developments constructed between 2009 and 2014 included the PriceWaterhouseCoopers corporate office building in the Midtown Oakville Employment District and the Siemens corporate office building in the QEW East Employment District.

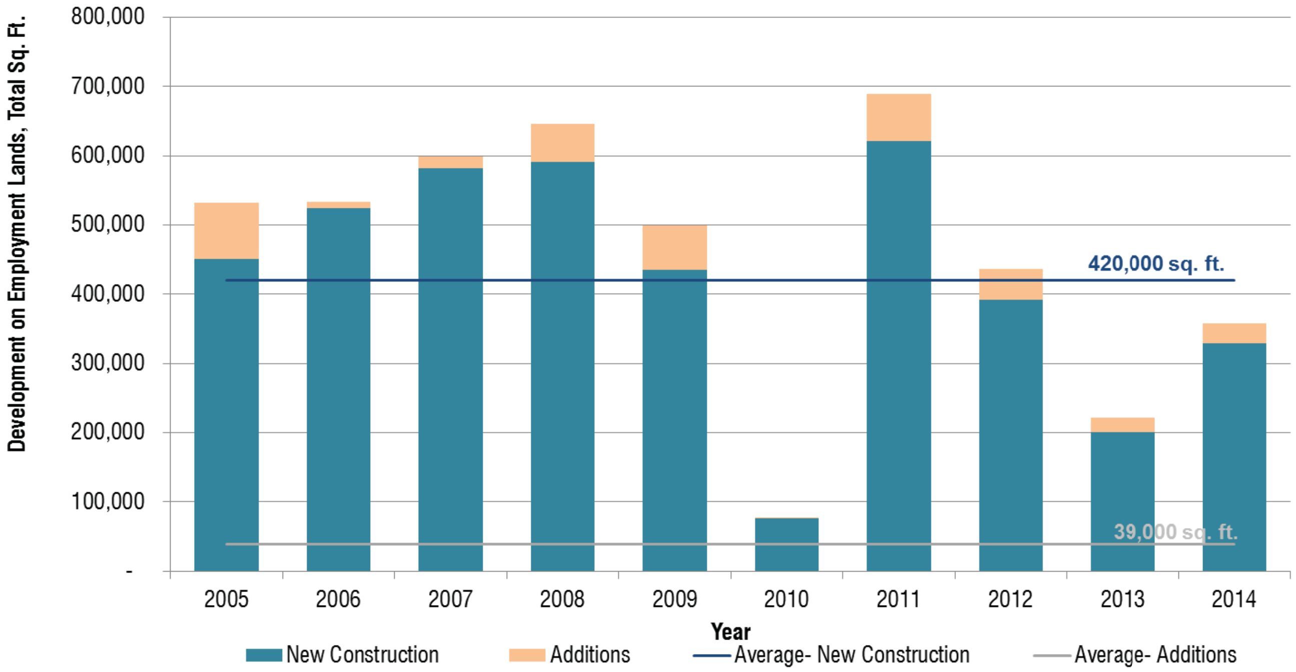
Office development over the past decade has accounted for nearly half of development activity on employment lands in Oakville, as illustrated in **Figure 4-8**. Multi-tenant industrial buildings which include industrial and commercial sector tenants have accounted for 8% of GFA constructed over the same period. Warehousing, distribution/wholesale trade development has accounted for 17%, while manufacturing has accounted for 11% of the GFA on employment lands over the past decade.

GFA on employment lands has largely been concentrated in the QEW West Employment District and QEW East Employment District, accounting for just over 60% of the GFA constructed over the past decade, as illustrated in **Figure 4-9**. New GFA added to the QEW West and East Employment Districts over the 2005-2014 period have included a combination of new industrial and office buildings. Winston Park Employment District has also experienced a mix of industrial and office development over the decade and has accounted for 23% of the development activity on employment lands. Burloak Employment District and Midtown Oakville Employment District has primarily accommodated office and other commercial related development.



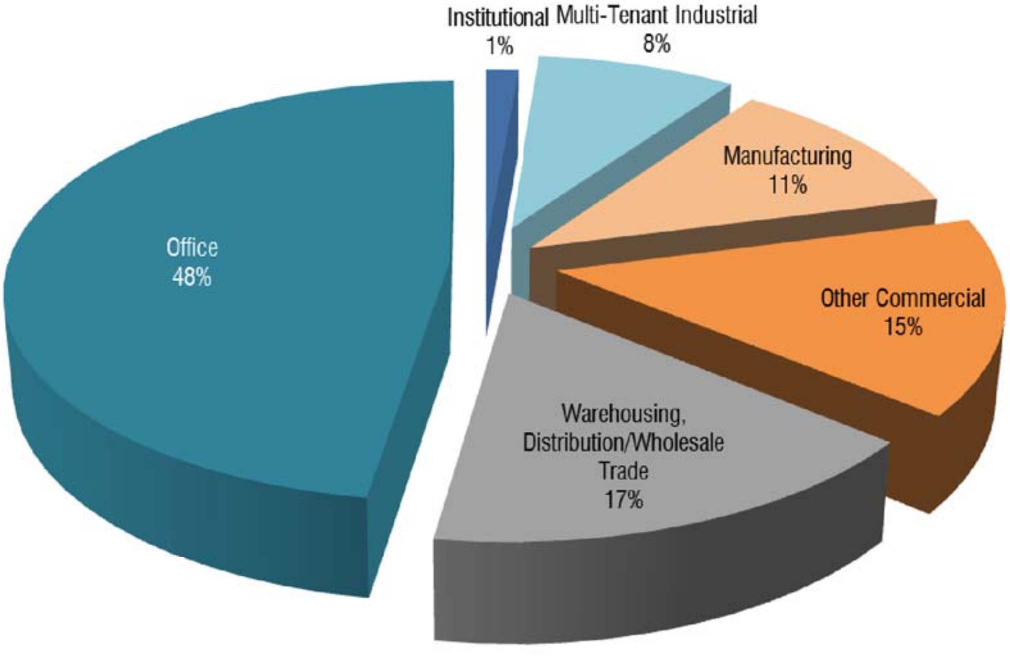
Notes: Includes new construction and additions. The Oakville Hospital which is underconstruction is not included in the figure.
Source: Derived from Town of Oakville non-residential building permits data by Watson & Associates Economists Ltd.

FIGURE 4-6: TOWN OF OAKVILLE, ANNUAL DEVELOPMENT ACTIVITY ON EMPLOYMENT LANDS BY SECTOR, 2005-2014



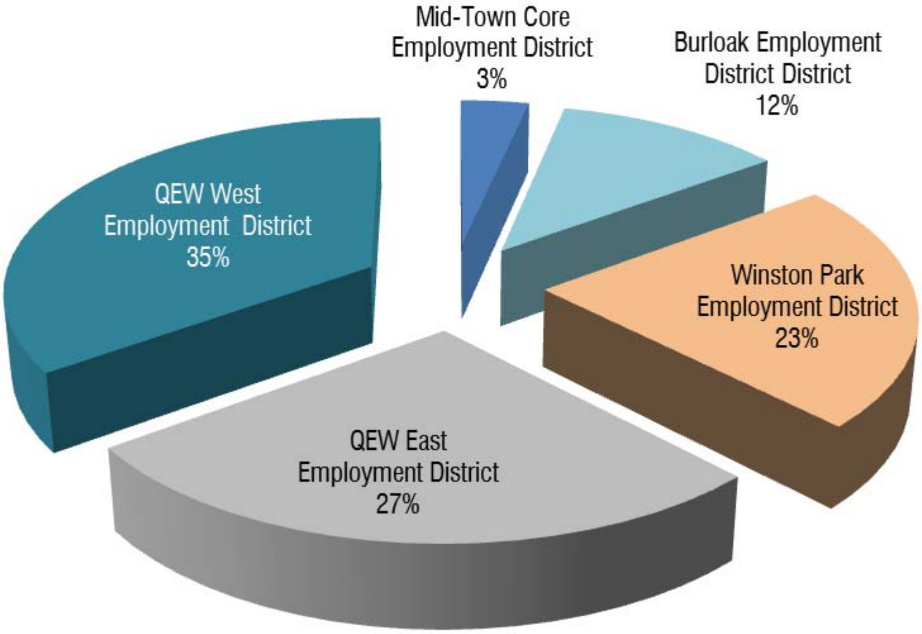
Notes: Includes new construction and additions. The Oakville Hospital which is underconstruction is not included in the figure.
Source: Derived from Town of Oakville non-residential building permits data by Watson & Associates Economists Ltd.

FIGURE 4-7: TOWN OF OAKVILLE, NEW CONSTRUCTION VERSUS ADDITIONS ON EMPLOYMENT LANDS, 2005-2014



Source: Derived from Halton Region Employment Survey, 2013 and Halton Region Building Permit Activity Data by Watson & Associates Economists Ltd.

FIGURE 4-8: TOWN OF OAKVILLE, G.F.A. DEVELOPMENT ACTIVITY ON EMPLOYMENT LANDS BY BUILT-FORM, 2005-2014

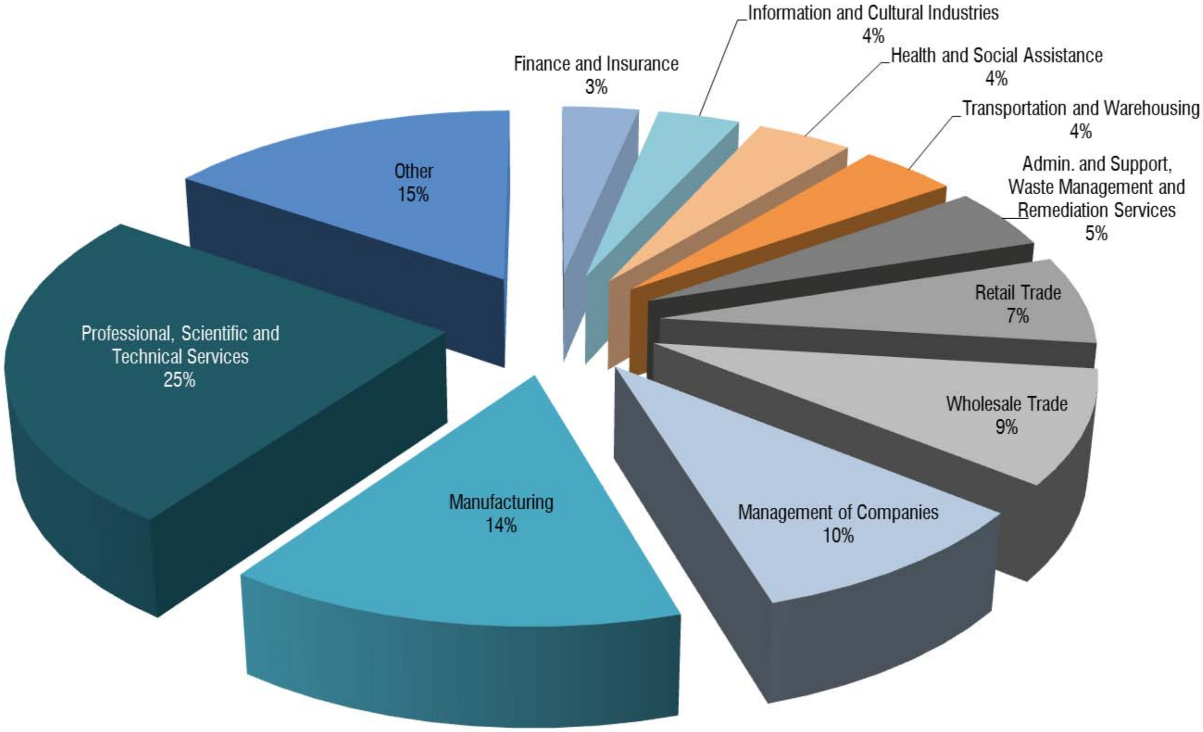


Source: Derived from Halton Region Employment Survey, 2013 and Halton Region Building Permit Activity Data by Watson & Associates Economists Ltd.

FIGURE 4-9: TOWN OF OAKVILLE, G.F.A. DEVELOPMENT ACTIVITY BY EMPLOYMENT AREA, 2005-2014

4.4.2 Distribution of Employment Growth on Employment Lands by Sector

Figure 4-10 summarizes the distribution of this growth by sector. The majority (58%) of employment growth on employment lands was from the commercial sectors, in particular the office-related sectors, such as PSTS, management of companies, finance and insurance and real estate, rental and leasing services. PSTS alone accounted for a quarter of employment growth on employment lands. Industrial sectors, including, manufacturing, wholesale trade, transportation and warehousing, administration and support, waste management and remediation services accounted for 37% of the employment growth between 2008 and 2013, while institutional sectors accounted for 5% of employment growth during the same period.



Note: Other includes the following sectors- Utilities, Construction, Real Estate and Rental and Leasing, Arts, Entertainment and Recreation, Accommodation and Food Services, Other Services, and Public Administration.
Source: Derived from Halton Region Employment Survey, 2013 by Watson & Associates Economists Ltd.

FIGURE 4-10: TOWN OF OAKVILLE, DISTRIBUTION OF EMPLOYMENT GROWTH FROM NEW BUSINESS FORMATION ON EMPLOYMENT LANDS BY SECTOR, 2008-2013

4.4.3 Employment Land Absorption, 2005-2014

Figure 4-11 summarizes annual absorption of employment lands[10] within the Town of Oakville over the 2005-2014 period. As illustrated, over the period, employment land absorption has averaged 10 hectares (25 acres) per year.

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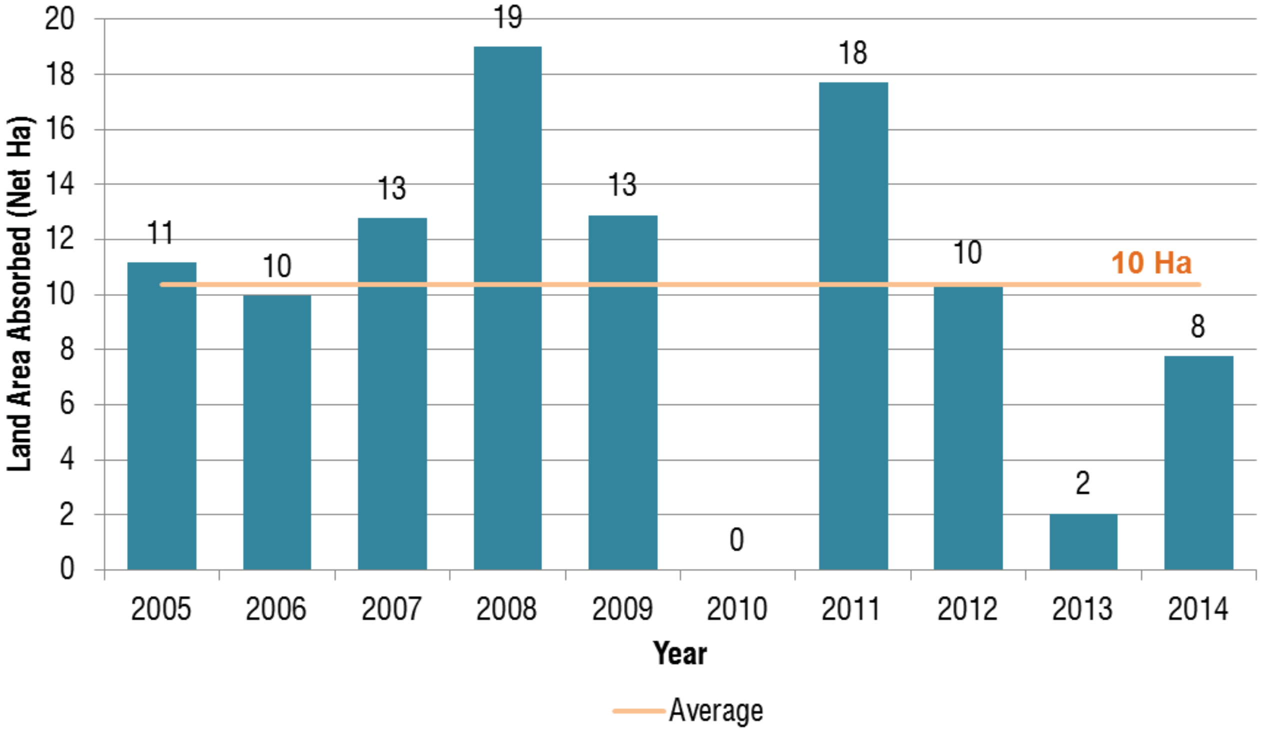
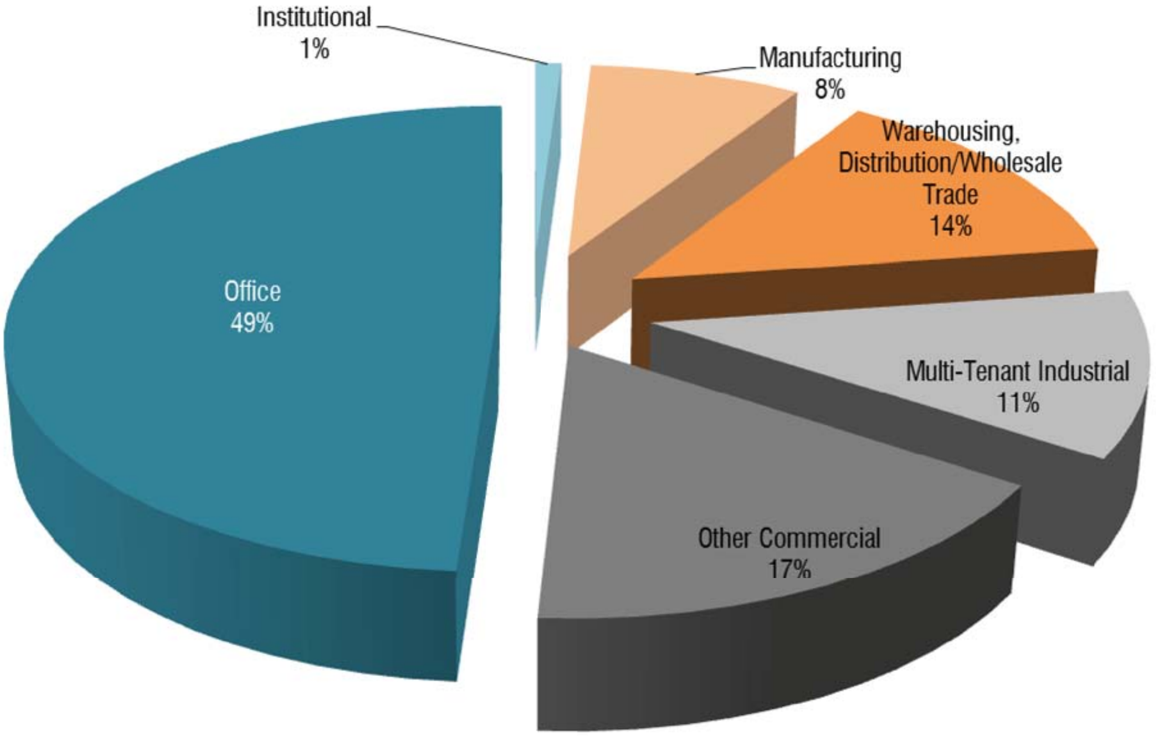
[10] Annual absorption refers to the amount of land that is developed each year.



Source: Derived from Halton Region Building Permit Activity Data by Watson & Associates Economists Ltd.

FIGURE 4-11: TOWN OF OAKVILLE, EMPLOYMENT LAND ABSORPTION, 2005-2014

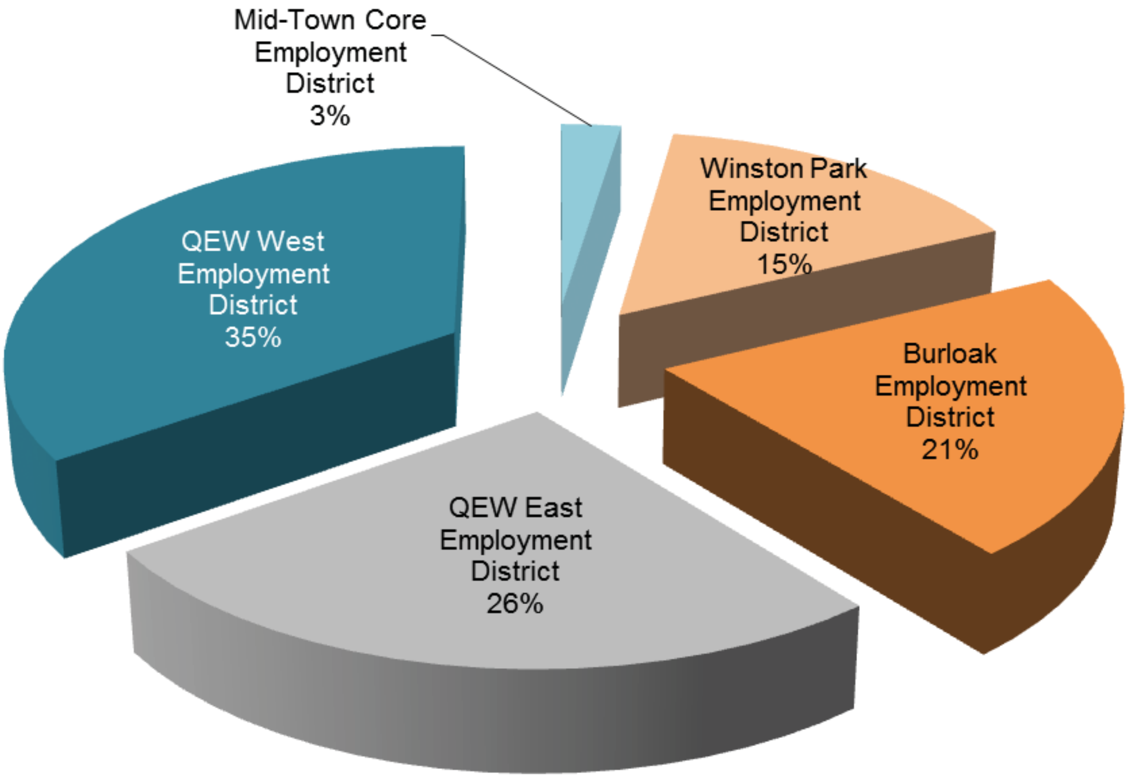
Office development accounted for 49% of the land absorbed during the 2005-2014 period, as illustrated in **Figure 4-12**. Other commercial uses accounted for 17% of the land absorbed during the period, while industrial uses, such as manufacturing, multi-tenant industrial and warehousing, distribution and wholesale trade accounted for 14% of the land absorbed between 2005 and 2014.



Source: Derived from Halton Region Employment Survey, 2013 and Halton Region Building Permit Activity Data by Watson & Associates Economists Ltd.

FIGURE 4-12: TOWN OF OAKVILLE, LAND ABSORPTION BY LAND-USE, 2005-2014

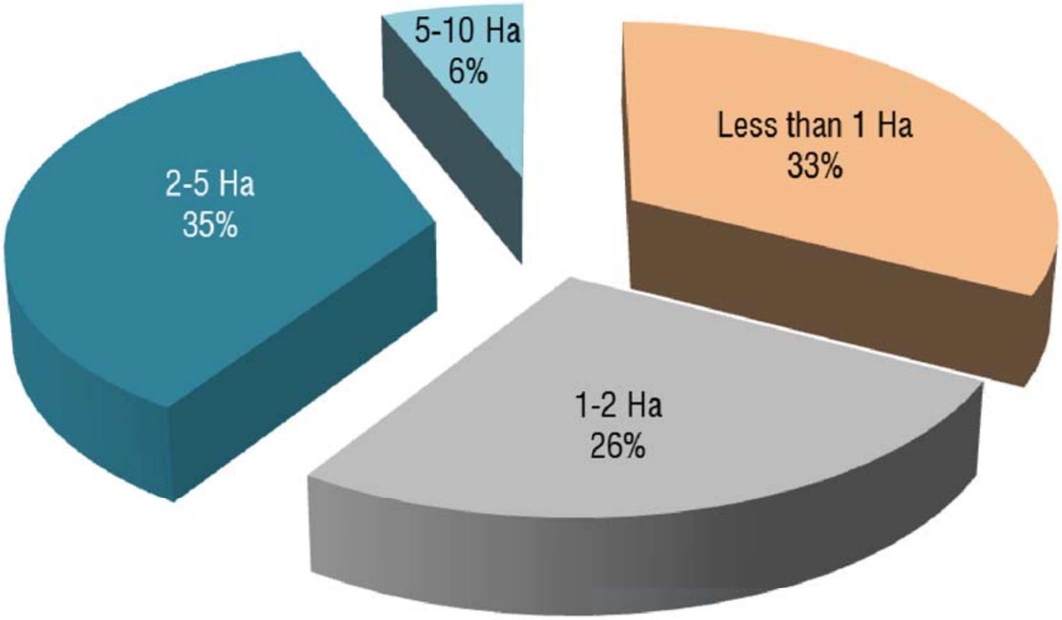
The majority of land absorption over the past decade occurred in the QEW East and West Employment Districts, as illustrated in **Figure 4-13**. These areas accounted for 61% of all land absorbed over the past period. The remaining employment areas, Burloak Employment District, Winston Park Employment District and Midtown Oakville Employment District have accounted for 21%, 15% and 3% respectively, of the land absorbed over the 2005-2014 period.



Source: Derived from Halton Region Employment Survey, 2013 and Halton Region Building Permit Activity Data by Watson & Associates Economists Ltd.

FIGURE 4-13: TOWN OF OAKVILLE, LAND ABSORPTION BY EMPLOYMENT AREA, 2005-2014

As illustrated in **Figure 4-14**, approximately one third of the parcels absorbed over the period were less than 1 hectare in size. Approximately 26% of the parcels absorbed were 1-2 hectares in size, while parcels 2-5 hectares accounted for 35% of the total parcels absorbed. Only 6% of all parcels absorbed were larger than 5 hectares.



Source: Derived from Halton Region Employment Survey, 2013 and Halton Region Building Permit Activity Data by Watson & Associates Economists Ltd.

FIGURE 4-14: TOWN OF OAKVILLE, LAND ABSORPTION BY PARCEL SIZE (NUMBER OF PARCELS), 2005-2014

4.5 Development Competitiveness

Municipalities directly compete for business attraction with other communities in the regional market area and beyond. These municipalities also offer employment lands with regional attributes which appeal to prospective international and local firms. The degree to which the Town can capitalize on its regional location advantages will depend largely on the competitiveness of its employment lands.

The competitiveness of Oakville's employment lands is explored here within in comparison to a number of municipalities within the surrounding market area which are in direct competition with the Town of Oakville, including;

- City of Burlington;
- City of Mississauga;
- Town of Halton Hills;
- City of Hamilton;
- Town of Richmond Hill;
- City of Markham; and
- City of Vaughan.

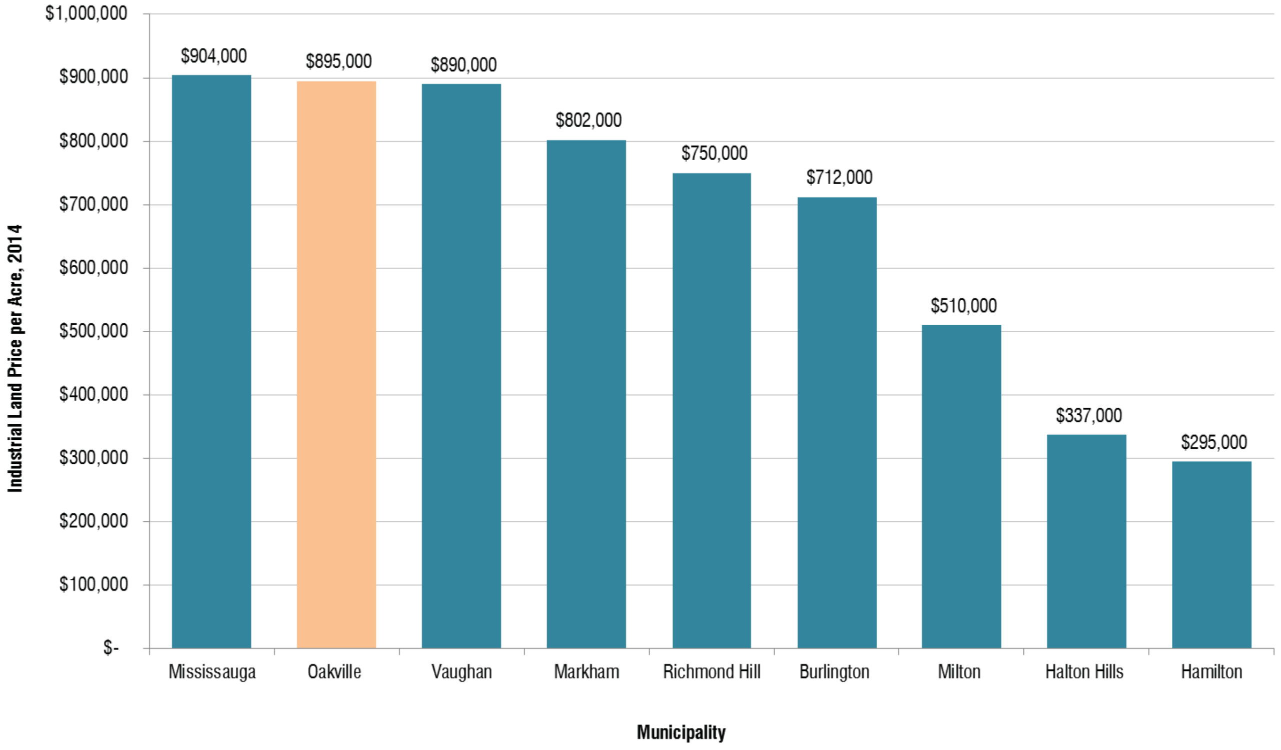
The Town of Oakville's competitive position (based on development costs) is compared to the above-mentioned municipalities in the following sections.

4.5.1 Industrial Land Prices

From a competitiveness perspective, land prices can provide a key advantage, especially for land expansive uses such as transportation, wholesale trade/logistics, warehousing, and large-scale manufacturing. Though competitive land costs provide an economic advantage in terms of cost of development, very low land prices may be indicative of low market demand.

Figure 4-15 summarizes average employment land prices ($/acre of serviced land) for the Town of Oakville and surrounding competing markets based on recent market survey data. Key finding include:

- Average serviced employment lands prices ranked second out of nine municipalities surveyed at $895,000 per acre, only slightly below Mississauga with land prices of $904,000 per acre; and
- Serviced employment land prices throughout remaining Halton Region are significantly lower than those in Oakville with prices ranging from $337,000 per acre to $712,000 per acre.



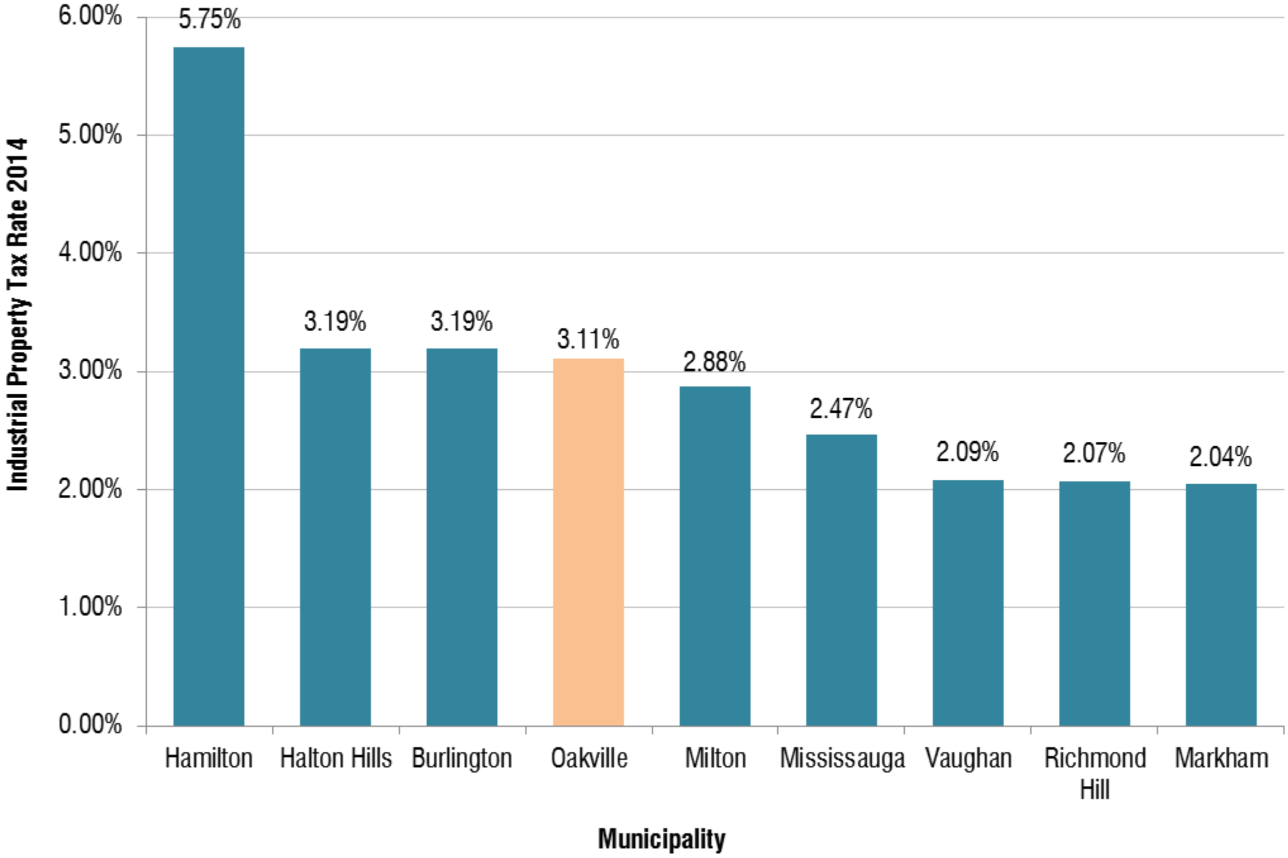
Source: Derived from DTZ Canada sales data by Watson & Associates Economists Ltd.

FIGURE 4-15: TOWN OF OAKVILLE AND SURROUNDING MARKET AREA MUNICIPALITIES, AVERAGE PRICE OF SERVICED VACANT INDUSTRIAL LAND, 2014

4.5.2 Property Taxes and Development Charges

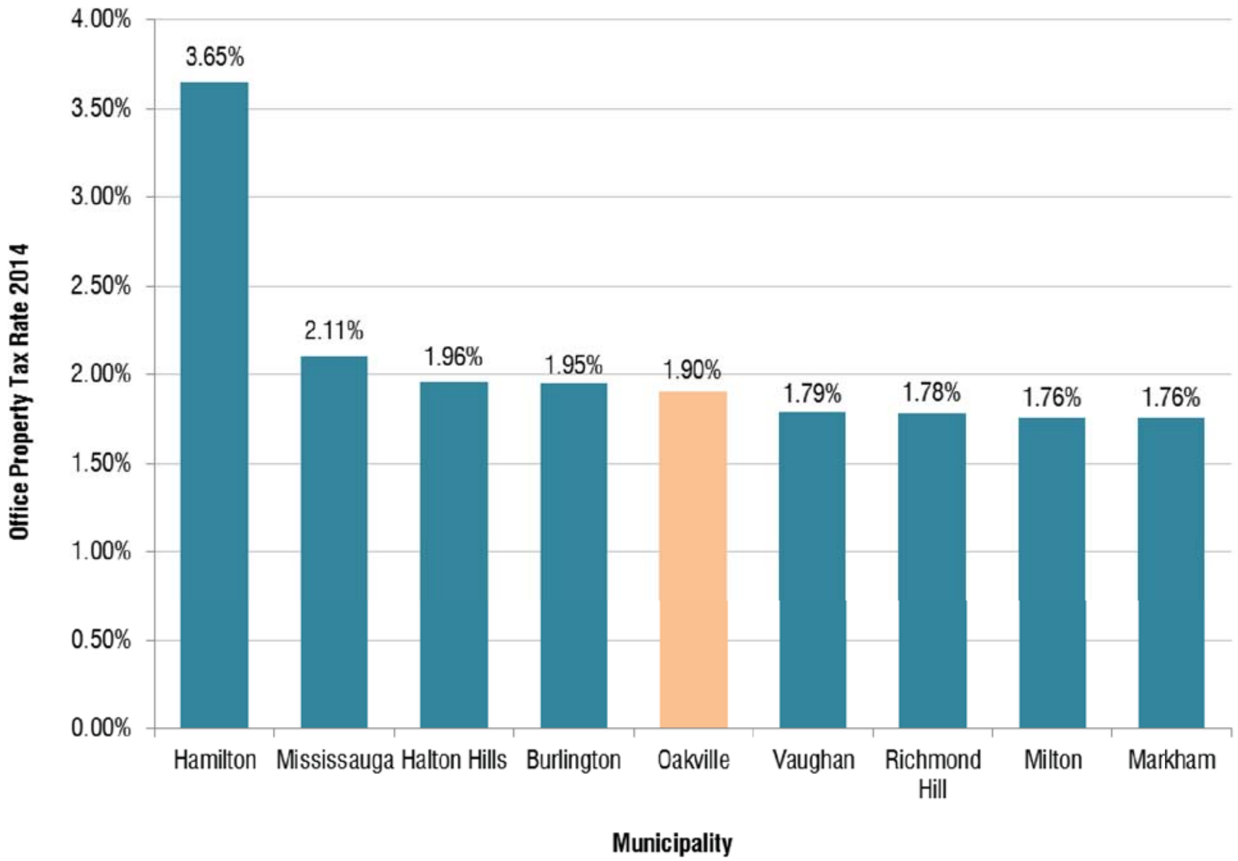
Property tax rates represent a consideration for business location decisions, since taxes impact operating profit annually. **Figure 4-16 and 4-17** summarizes industrial and office tax rates in the surveyed municipalities. Key observations include:

- Oakville's industrial tax rates are in-line with other Halton Region municipalities, although higher than municipalities located in York Region;
- Hamilton's industrial tax rates are significantly higher than the surrounding market area by at least 2.5%;
- Oakville's office tax rates are comparable to the surrounding markets, except for Hamilton; and
- Hamilton has a significantly higher office tax rate than the comparable municipalities.



Source: Watson & Associates Economists Ltd.

FIGURE 4-16: TOWN OF OAKVILLE AND SURROUNDING MARKET AREA MUNICIPALITIES, INDUSTRIAL PROPERTY TAX RATES, 2014



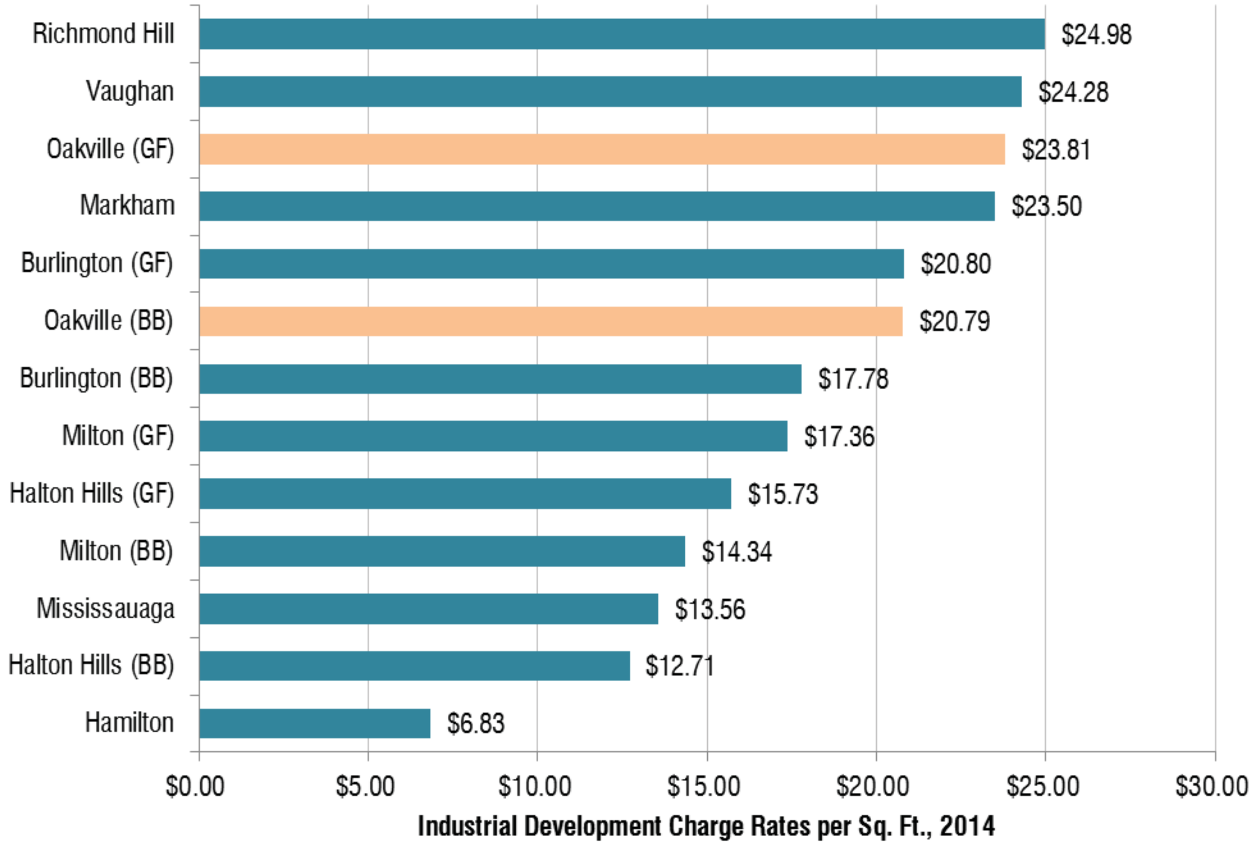
Source: Watson & Associates Economists Ltd.

FIGURE 4-17: TOWN OF OAKVILLE AND SURROUNDING MARKET AREA MUNICIPALITIES, OFFICE PROPERTY TAX RATES, 2014

Development charges represent a component of the total cost of development. **Figures 4-18** and **4-19** summarize the industrial and office development charge rates in the surveyed municipalities. Key observations include:

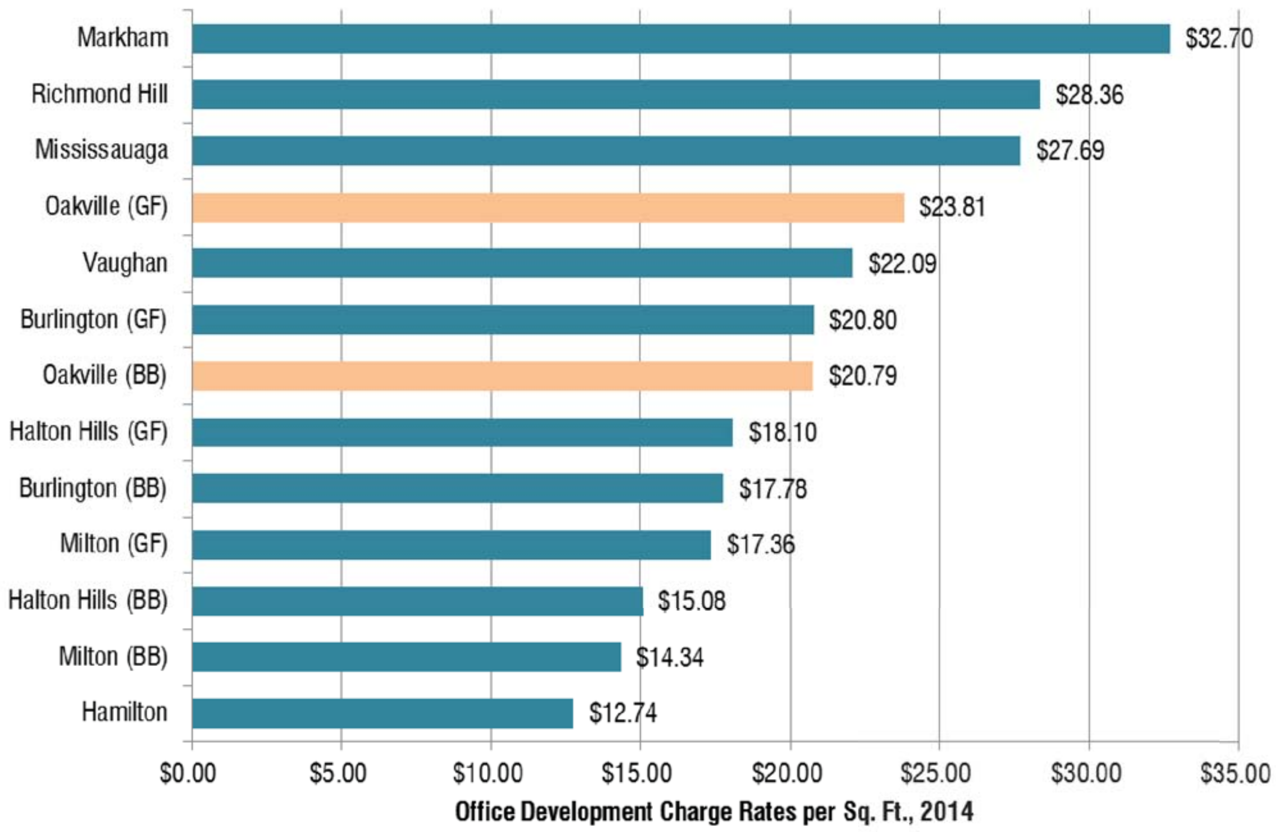
- Halton Region municipalities are the only municipalities of those surveyed who have different industrial charges for greenfield development opposed to development in their built boundary;
- The Town of Oakville’s greenfield area has the third highest development charge for industrial developments and the fourth highest for office developments of the surveyed municipality at $23.81/square foot (industrial and office are charged as non-residential non-retail);
- The City of Hamilton’s development charge rates for industrial and office development are significantly lower than all surveyed municipalities; and
- The Town of Markham has the highest development charge rate for office development ($32.70/square foot), while the Town of Richmond Hill has the highest

development charge rate for industrial ($24.98/square foot) compared to the surveyed municipalities.



Notes: Includes upper-tier municipality and education development charges where applicable.
BB= Built Boundary & GF= Greenfield
Development Charge Rates as of September 30, 2014
Source: Watson & Associates Economists Ltd.

FIGURE 4-18: TOWN OF OAKVILLE AND SURROUNDING MARKET AREA MUNICIPALITIES, INDUSTRIAL DEVELOPMENT CHARGE RATES, 2014



Notes: Includes upper-tier municipality and education development charges where applicable.
BB= Built Boundary & GF= Greenfield
Development Charge Rates as of September 30, 2014
Source: Watson & Associates Economists Ltd.

FIGURE 4-19: TOWN OF OAKVILLE AND SURROUNDING MARKET AREA MUNICIPALITIES, OFFICE DEVELOPMENT CHARGE RATES, 2014

Based on the comparison of the surveyed municipalities and through consultation with the development community, the following observations regarding Oakville’s competitive position in the employment land development market can be made:

- The geographic location of Oakville’s employment lands is accessible to a range of markets throughout the GTAH, southern Ontario and the US;
- Oakville offers a high quality of life which is an increasingly important attribute for both employers and employees;
- Oakville has a highly educated workforce which is well suited for knowledge-based industries;
- Industrial/office property taxes and industrial/commercial development charges in Oakville are comparable within the surrounding market area; and

- The average price of serviced vacant industrial land in Oakville is among the highest in the GTA.

4.6 Town-Wide Employment Growth Forecast

As shown in **Figure 4-20**, Oakville's employment base is forecast to increase from 95,100 jobs in 2015 to 136,100 jobs in 2041, which represents an increase of 41,000 jobs. While forecast employment growth for the Town is anticipated to be steady at approximately 1.4% per year, comparatively, this rate of growth is less than the annual rate of the employment growth experienced over the past 20 years[11].

Source: Statistics Canada, Census 2001, 2006 and 2011; 2015-2041 estimates by Watson & Associates Economists Ltd.

FIGURE 4-20: TOWN OF OAKVILLE, EMPLOYMENT GROWTH FORECAST TO 2041

Figure 4-21 provides a breakdown of forecast employment growth by sector over the 2015-2041 period in 5-year increments. The 2031-2041 forecast was prepared for this review based on best available information and growth trends for Oakville. The 2041 forecasts are intended to inform the Region's Official Plan update, currently underway. Over the forecast period, the commercial sector is expected to account for 50% of the overall employment growth, comprised of both commercial retail and commercial office employment growth[12]. This is compared to 17% in the industrial sector and 16% in the institutional sector. Work-

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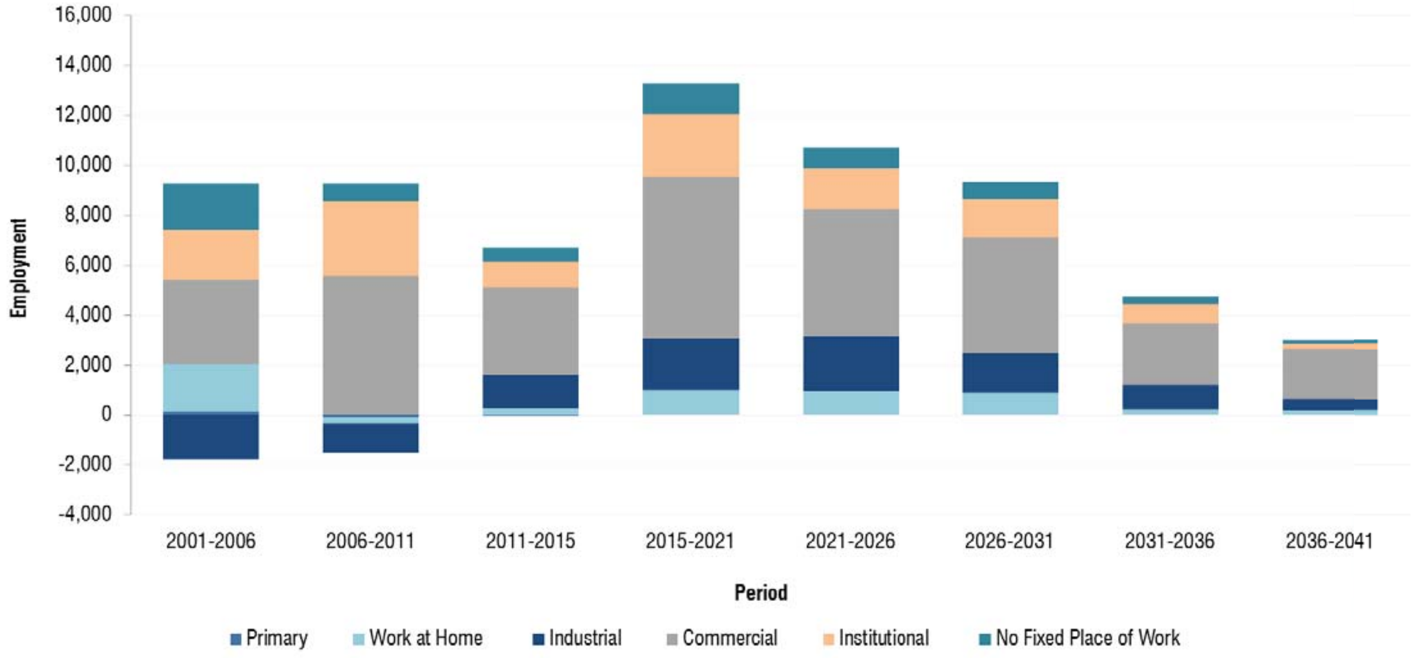
[11] An activity rate measures the ratio of employees to population in a community. Compared to the activity rate for the Greater Golden Horseshoe overall, which is projected to be 0.47 by 2041, the Town of Oakville is projecting a more balanced ratio of employment to population.

[12] Commercial growth between 2011 and 2041 is anticipated to be comprised of 65% office employment and 35% retail employment.

at-home employment and no fixed place of work are expected to account for 16% of the total employment growth over the forecast period. Looking forward, employment growth is anticipated to be relatively strong, largely driven by steady population growth during this period and the growth prospects for export-based sectors which are expected to drive industrial and commercial office employment growth.



Source: Statistics Canada, Census 2001, 2006 and 2011; 2015-2041 estimates by Watson & Associates Economists Ltd.

FIGURE 4-21: TOWN OF OAKVILLE, INCREMENTAL EMPLOYMENT GROWTH BY SECTOR TO 2041

4.7 Employment Density on Employment Lands

Existing employment density on employment lands and current trends in Oakville form a critical part of the employment land demand forecast. Generally, the average employment density on employment lands in Oakville is relatively high in comparison to other municipalities in the western GTAH area. Employment density on employment lands in Oakville averages 28 jobs per net hectare (11 jobs per net acre); however, recent absorption trends indicate that the average density on employment lands is increasing.

Relative to the total average density on employment lands, development on Oakville's employment lands over the past ten years (i.e. 2005-2014) has been of a higher employment density with an average of 55 jobs per net hectare (22 jobs per net acre). This can be attributed to a number of higher density office and multi-tenant commercial developments, which have accounted for a significant share of employment lands absorbed over the period.

There are two diverging trends across the GTHA which are influencing average density trends on employment lands. On the one hand, average density levels on employment lands are declining in the manufacturing sector as domestic manufacturers focus efforts on increased efficiency and competitiveness through automation. Coupled with increasing demand for warehousing and logistics facilities to support distribution and transportation of goods, demand for low-density, land-extensive buildings across the GTHA is placing downward pressure on employment density in employment areas.

The evolving form of industrial and office development on employment lands is also influencing average densities on employment lands. Increasingly, new major office/head offices in employment areas are integrating industrial, office and training facilities on-site (e.g. Mazda Canada and BMW Canada in Richmond Hill, Honda Canada Headquarters Training and Distribution Centre in Markham, and L3 WesCam in Burlington). These sites also provide significant land area to accommodate surface parking and in some cases future expansion potential. On average employment density levels for integrated office/distribution and training facilities are much lower than stand-alone major office developments.

On the other hand, growing demand within the multi-tenant and stand-alone office sector in the Town of Oakville is anticipated to have an upward influence on average employment densities on employment lands over the long-term. Office employment growth on employment lands also generates demands for on-site and off-site employment amenities, which also tends to have an upward influence on average employment densities on employment lands.

Over the forecast period (i.e. 2015-2041), it is anticipated that employment densities on employment land in Oakville will be marginally lower than average densities achieved over the past decade, but significantly higher than the existing employment lands base. Most of the remaining employment lands available for development in south Oakville are limited in size to accommodate large scale industrial and/or integrated industrial and office development. As such, recent employment lands absorption in south Oakville has been oriented to stand-alone and multi-tenant office development, and to a lesser extent, small to medium-scale industrial development. While future development on employment lands will be driven in part by continued growth in the commercial office, expanded greenfield employment land supply opportunities in North Oakville will attract a broader range of small, medium and large-scale industrial and office developments, including manufacturing, multi-tenant industrial and distribution/logistics, which tend to have lower employment densities than commercial uses. With respect to the office sector, North Oakville is anticipated to be highly marketable to a broad range of knowledge-based sectors such as, health and biosciences, professional, scientific and technical services, real estate, finance and insurance, and information and cultural industries. Based on the anticipated employment densities by sector and the forecast employment mix on employment lands by sector, a minimum density of 40 jobs per net hectare (16 jobs per net acre) is forecast over the 2015-2041 period.

4.8 Intensification of Employment Lands

It is recognized that a portion of forecast employment on employment lands growth will be accommodated through intensification. Over the 2015-2041 period, an estimated 10% of the Town's overall employment growth is expected to be accommodated through intensification. It is anticipated that the majority of this intensification will be accommodated through infill and expansion of existing developed properties as well as up-take of current vacant industrial and office GFA as previously discussed in Chapter 4.4.1. Over the past decade, approximately 8% of development activity GFA on employment lands has been through additions/expansions and this is expected to continue over the longer term as the Town continues to mature. It is recommended that the Town monitor this intensification target on its employment lands on a go-forward basis.

4.9 Employment Land Demand Forecast

A breakdown of employment by major sector, including industrial, commercial and institutional (ICI) on employment lands for the Town of Oakville was derived based on a spatial location analysis of businesses and corresponding employment by sector using the 2013 Halton Employment Survey. This helped inform the percentage allocation by major sector (ICI) on employment lands used over the forecast period (2015-2041), as shown in **Table 4-1**.

TABLE 4-1: TOWN OF OAKVILLE, PROPORTION OF 2015-2041 EMPLOYMENT GROWTH ON EMPLOYMENT LANDS BY I.C.I

Sector	Percentage of Total Town Employment on Employment Lands
Industrial	100%
Commercial (Retail and Office)	48%
Institutional	15%

Source: Watson & Associates Economists Ltd.

Table 4-2 summarizes forecast employment on employment lands over the short-term and long-term forecast periods, based on the assumed allocation of employment growth on employment lands assigned by ICI, as set out in **Table 4-3**. As summarized, Oakville's employment lands are anticipated to accommodate 43% of the Town's total employment growth. Over the 2015-2041 period, employment growth on employment lands is expected to total approximately 18,100 jobs.

Table 4-2 summarizes forecast demand for employment lands from 2015-2041 in 5-year increments by major employment sector in accordance with the assumptions made in **Table 4-3 and 4-4**. Key observations include:

- Of the approximately 18,100 jobs forecast on employment lands, 10% are anticipated to be accommodated through intensification and 16,300 jobs are expected to be accommodated on vacant employment lands;
- Oakville is forecast to absorb an annual average of 16 net hectares (39 net acres) of employment land per year over the 2015-2041 period, which is slightly higher than historical trends; and
- Over the 2015-2041 period, employment land demand for the Town of Oakville is forecast to total 408 net hectares (1,008 net acres).

TABLE 4-2: TOWN OF OAKVILLE, FORECAST EMPLOYMENT LAND DEMAND, 2015-2041

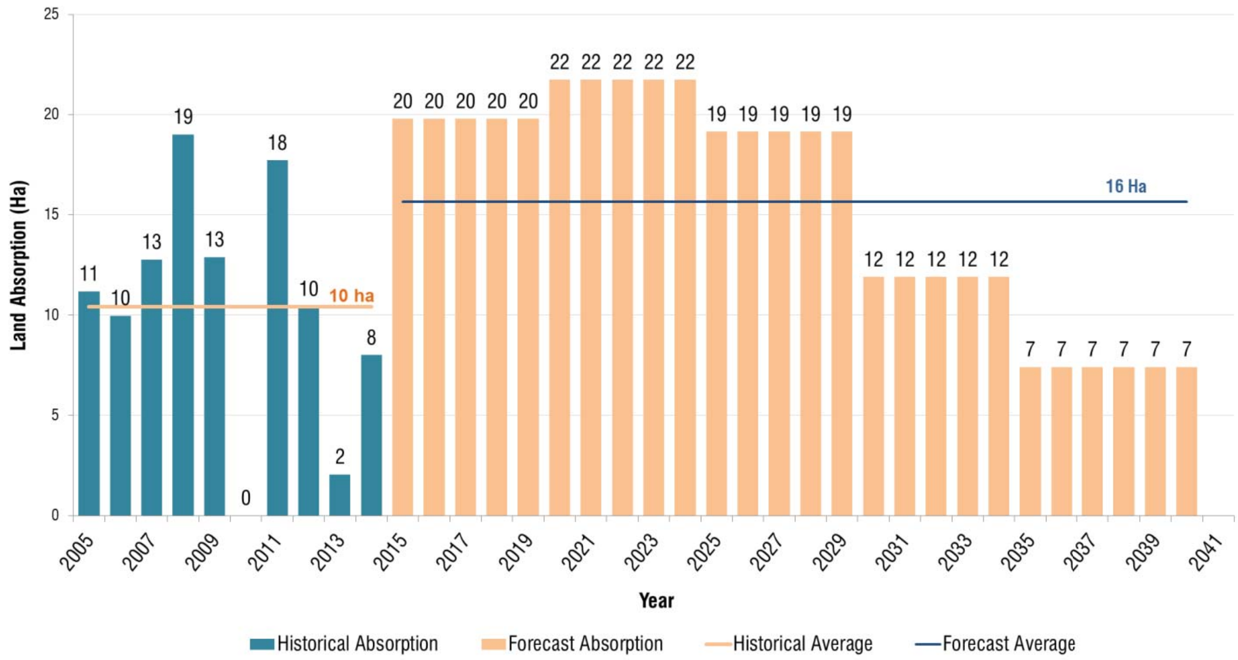
Employment Type	Employment Growth by Sector					Employment Growth on Employment Lands					Percent of Town-wide Employment Growth on Employment Lands (2015-2041)
	2015-2020	2015-2025	2015-2030	2015-2035	2015-2041	2015-2020	2015-2025	2015-2030	2015-2035	2015-2041	
Primary	0	0	0	0	0	0	0	0	0	0	0%
Work at Home	840	1,780	2,700	3,080	3,330	0	0	0	0	0	0%
Industrial	1,720	3,780	5,470	6,540	7,170	1,720	3,780	5,470	6,540	7,170	100%
Commercial	5,400	10,570	15,300	18,200	20,700	2,370	4,880	7,210	8,640	9,930	48%
Institutional	2,080	3,820	5,390	6,320	6,710	310	570	810	950	1,010	15%
No Fixed Place of Work	1,020	1,880	2,590	2,950	3,150	0	0	0	0	0	0%
Total Employment	**11,060**	**21,830**	**31,450**	**37,090**	**41,060**	**4,400**	**9,230**	**13,490**	**16,130**	**18,110**	**43%**

Source: Watson & Associates Economists Ltd. Numbers may not add precisely due to rounding.

TABLE 4-3: TOWN OF OAKVILLE, FORECAST EMPLOYMENT LAND DEMAND, 2015-2041

Growth Period	Total Employment on Employment Lands	Intensification on Employment Lands[1]	Total Employment on Employment Lands Adjusted for Intensification	Employment Density (jobs per net Ha)	Total Employment Land Demand (Ha)	Annual Employment Land Absorption (Ha)
2015-2020	4400	440	3960	40	99	20
2015-2025	9230	920	8310	40	208	21
2015-2030	13490	1350	12140	40	304	20
2015-2035	16130	1610	14520	40	363	18
2015-2041	18110	1810	16300	40	408	16

Figure 4-22 summarizes forecast annual land absorption in hectares on employment lands in the Town of Oakville over the 2015-2041 forecast period in comparison to historical trends over the 2005-2014 period. Relative to historical trends over the period, forecast land absorption on employment lands in the near to medium-term is anticipated to be higher than recent trends. However, over the longer-term, average forecast employment land absorption rates are anticipated to decline due to the aging of the regional labour force base and a continued decline in the Town-wide share of regional industrial employment growth.



Source: Watson & Associates Economists Ltd.

FIGURE 4-22: TOWN OF OAKVILLE, HISTORICAL AND FORECAST EMPLOYMENT LAND ABSORPTION, 2005-2041

4.10 Conclusions

Over the past decade, the economic base in the GTHA and the Town of Oakville, as measured in employment, has steadily shifted towards the service-sector and "knowledge-based" economy. The trend towards more knowledge intensive and creative forms of economic activity is evident across many sectors within both the broader GTA and local economy. Knowledge is now recognized as the driver of productivity and economic growth, leading to a new focus on the role of information, technology, and learning in economic performance. In an increasingly knowledge-based environment, the ability to cultivate, retain and attract talented workers, high-value jobs and innovative businesses is vital for the future economic prosperity of the GTHA and the Town of Oakville. As a result of the Town's strong attractiveness to knowledge-based sectors, the distribution of employment on employment land in Oakville has, and will continue to be, highly concentrated in the office sector.

Notwithstanding the significant structural changes in the provincial, regional and local economies, the goods-producing sector still remains a vital component of economic growth. While the global recession of 2008/09 has had a significant impact on recent job losses in manufacturing and related industrial activities, this sector is now showing signs of stabilization at the Provincial level. For the GTA and the Town of Oakville, employment within the manufacturing sector has gradually rebounded since reaching a low point in 2010.

Over the next two decades, it is anticipated that the manufacturing sector will continue to experience a moderate employment increase in Oakville, driven by the gradual recovery of the US economy and declining Canada/US dollar exchange rate.

Employment growth within the Town’s employment districts will continue to be driven by demand from a broad range of goods-producing, knowledge-based and employment supportive sectors. Employment lands in North Oakville will provide additional opportunities for larger-scale industrial uses as well as development within the Town’s growing office sector.

Across the Greater Golden Horseshoe there is a growing interest/demand for office space within mixed-use environments that offer proximity/access to labour, amenities and high-order transit. Typically, the financial viability of standalone urban office development within intensification nodes/corridors is generally less favourable than if part of a mixed-use development (i.e. combined with a retail/residential component). Priority mixed-use commercial areas for office development should largely be concentrated within Midtown Oakville.

5 Employment Land Supply

To round out the analysis of employment lands in Oakville, an investigation into the inventory of vacant and occupied designated employment lands was conducted. The particular strengths and weaknesses of the inventory were assessed as a means to developing a clear understanding of the current and future status of the match between demand and supply requirements for employment lands in Oakville. This section describes the methodology and results of the employment land supply.

5.1 Employment Land Supply Methodology

The Town of Oakville maintains an inventory of vacant employment lands, which provided the basis for the initial assessment of existing supply. This initial inventory was provided by the Town in October 2014 and reviewed against lands designated for employment, as identified through the Town's official plan land use schedules. The vacant inventory was further refined through a windshield survey undertaken by Dillon Consulting Limited over the months of October and November 2014, as well as comparison with 2013 aerial imagery provided by the town. The process to refine the vacant employment land supply also included several other steps which are presented in **Figure 5-1.**

IDENTIFY TOWN'S EMPLOYMENT LANDS
Lands designated in the Livable Oakville Plan as Office Employment, Business Employment, Industrial and Business Commercial and in the North Oakville Secondary Plan as Employment District and Trafalgar Urban Core 1.

IDENTIFY CURRENT USE
Review Town's vacant, underutilized and occupied site data. Confirm current use through site visits, see classification used for current use.

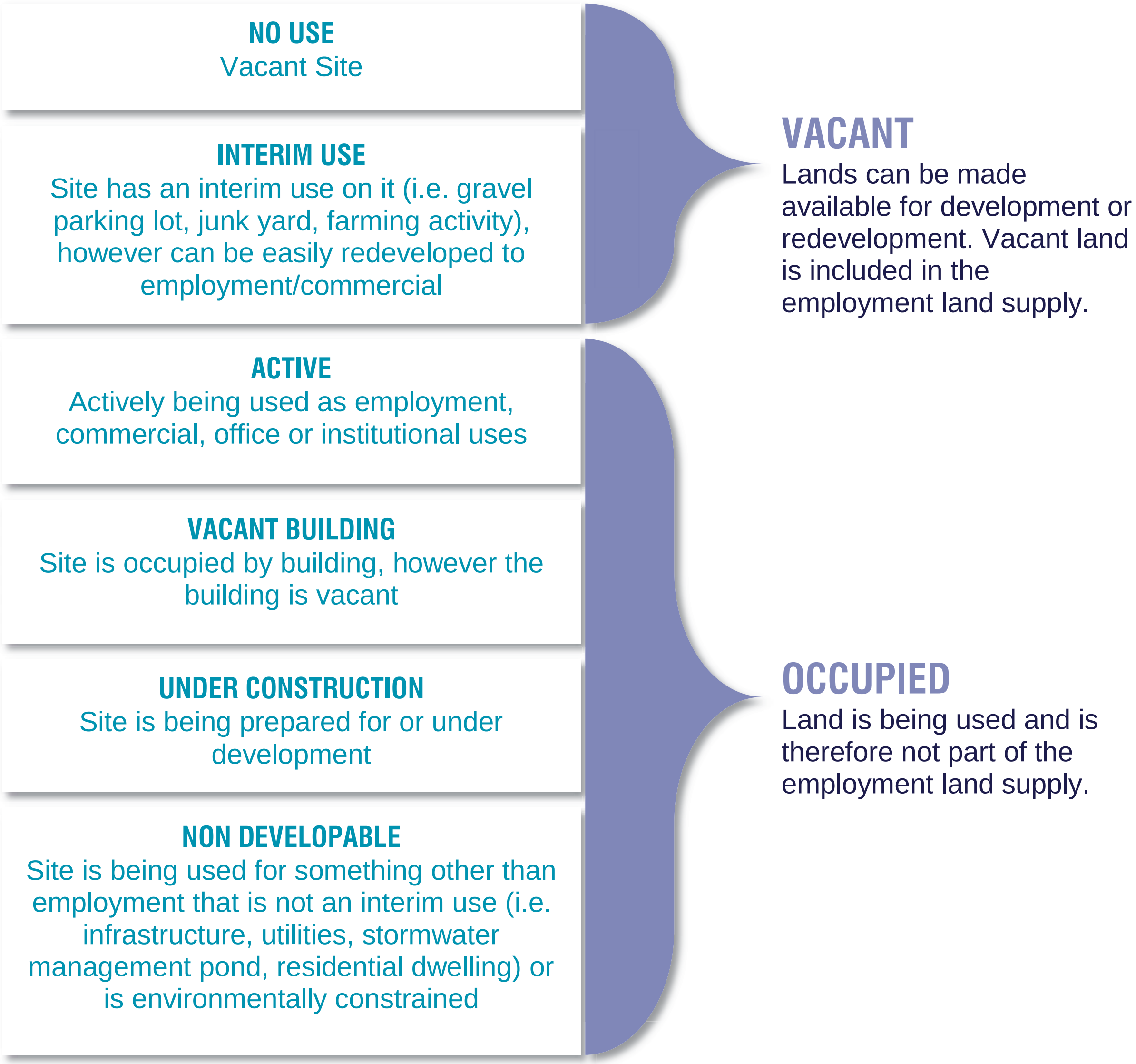
REFINE THE SUPPLY
Review the supply and remove environmental constrained land (land designated Natural Area, Parkway Belt and Parks and Open Space in the Livable Oakville Plan and the North Oakville Secondary Plan) and existing dwelling units (based on aerial photography and site visits).

CHARACTERIZE THE SUPPLY
Characterize the employment land supply based on the market needs of the Town's growth sectors:

- Parcel size/developable area
- Access to and visibility from 400 series highway
- Access to transit
- Proximity to services and amenities
- Prestige setting

FIGURE 5-1: PROCESS UNDERTAKEN TO REFINE THE VACANT EMPLOYMENT LAND SUPPLY IN THE TOWN OF OAKVILLE

Based on the above quantification of Oakville's Employment supply, the categories for classifying vacant versus occupied parcels were defined as shown on **Figure 5-2.**



NO USE
Vacant Site

INTERIM USE
Site has an interim use on it (i.e. gravel parking lot, junk yard, farming activity), however can be easily redeveloped to employment/commercial

VACANT
Lands can be made available for development or redevelopment. Vacant land is included in the employment land supply.

ACTIVE
Actively being used as employment, commercial, office or institutional uses

VACANT BUILDING
Site is occupied by building, however the building is vacant

UNDER CONSTRUCTION
Site is being prepared for or under development

NON DEVELOPABLE
Site is being used for something other than employment that is not an interim use (i.e. infrastructure, utilities, stormwater management pond, residential dwelling) or is environmentally constrained

OCCUPIED
Land is being used and is therefore not part of the employment land supply.

FIGURE 5-2: CLASSIFICATION OF THE VACANT AND OCCUPIED EMPLOYMENT IN OAKVILLE

The employment land inventory represents a snapshot in time, to inform the Town's policies on employment lands. The following subsections present the employment land inventory and describe the characteristics of the supply, as a result of the process defined above.

5.2 Employment Land Inventory

Applying the methodology described in Chapter 5.1, the employment land inventory in Oakville was determined. The Livable Oakville Plan identifies four categories of employment land designations that apply to the south and east parts of the Town:

- Business Employment;
- Office Employment;
- Industrial; and
- Business Commercial.

Land north of Dundas Street is governed by the North Oakville East and West Secondary Plans, which identify one employment land designation:

- Employment District

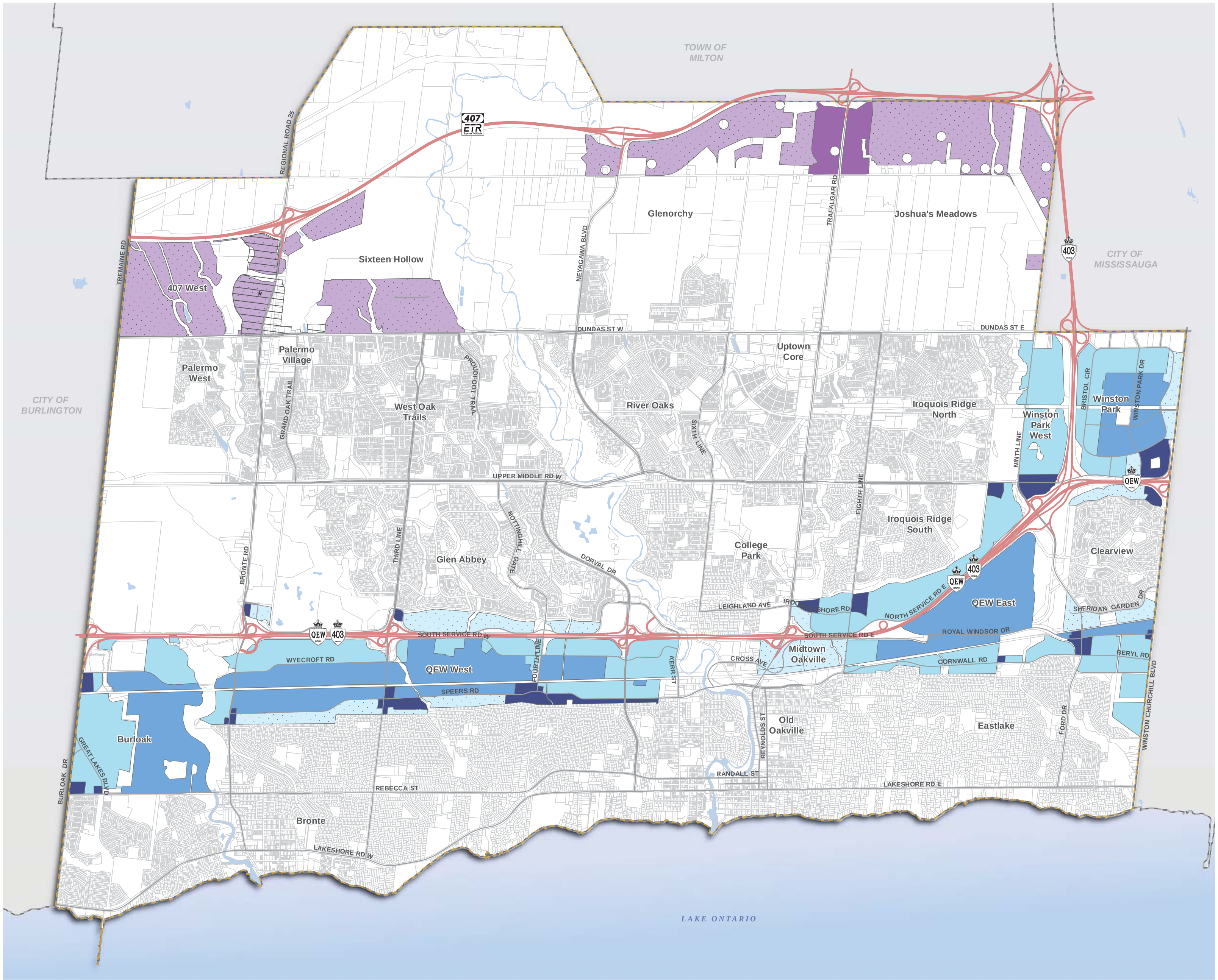
In addition, within the North Oakville East Secondary Plan, the Trafalgar Road Urban Core Area One is planned to comprise primarily employment related uses. These designated employment lands and their distribution across the Town are displayed on **Figure 5-3**. Generally, the lands designated for employment use are concentrated around the major transportation corridors such as the QEW, Highway 403 and Highway 407.

The designated employment lands were then classified as vacant or occupied based on the methodology described in Chapter 5.1. **Figure 5-4** presents the vacant and occupied employment lands geographically, illustrating the concentration of vacant employment parcels in North Oakville. Those parcels less than 1 acre or currently occupied by residential have been removed from the vacant inventory.

A summary of the employment lands supply in Oakville is presented in **Table 5-1**.

TABLE 5-1 SUMMARY OF EMPLOYMENT LAND SUPPLY IN OAKVILLE

Employment Land	No. of Parcels	Area (ha)	Area (%)
Vacant	168	727	34%
Non-Vacant	665	1,300	60%
Less than 1 Acre (0.4 ha)	738	112	5%
Occupied by Residential	44	11	1%
TOTAL	**1,616**	**2,150**	**100%**



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

TOWN OF OAKVILLE DESIGNATED EMPLOYMENT LANDS

FIGURE 5-3

- ━ 400 SERIES HIGHWAY
- ─ ARTERIAL ROAD
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- ☐ PROPERTY PARCELS
- ☐ TOWN OF OAKVILLE
- ☐ OTHER MUNICIPALITIES

NORTH OAKVILLE SECONDARY PLAN

- ▨ EMPLOYMENT AREA
- ■ TRAFALGAR ROAD URBAN CORE AREA ONE

LIVABLE OAKVILLE OFFICIAL PLAN

- ▨ OFFICE EMPLOYMENT
- ■ BUSINESS EMPLOYMENT
- ■ INDUSTRIAL
- ■ BUSINESS COMMERCIAL

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE
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MAP DRAWING INFORMATION:
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FILE LOCATION:
G:\GIS\141098 Oakville Empl & Commercial Review\GIS Data\MXDs\Report\8-3 - Designate Employment Lands.mxd

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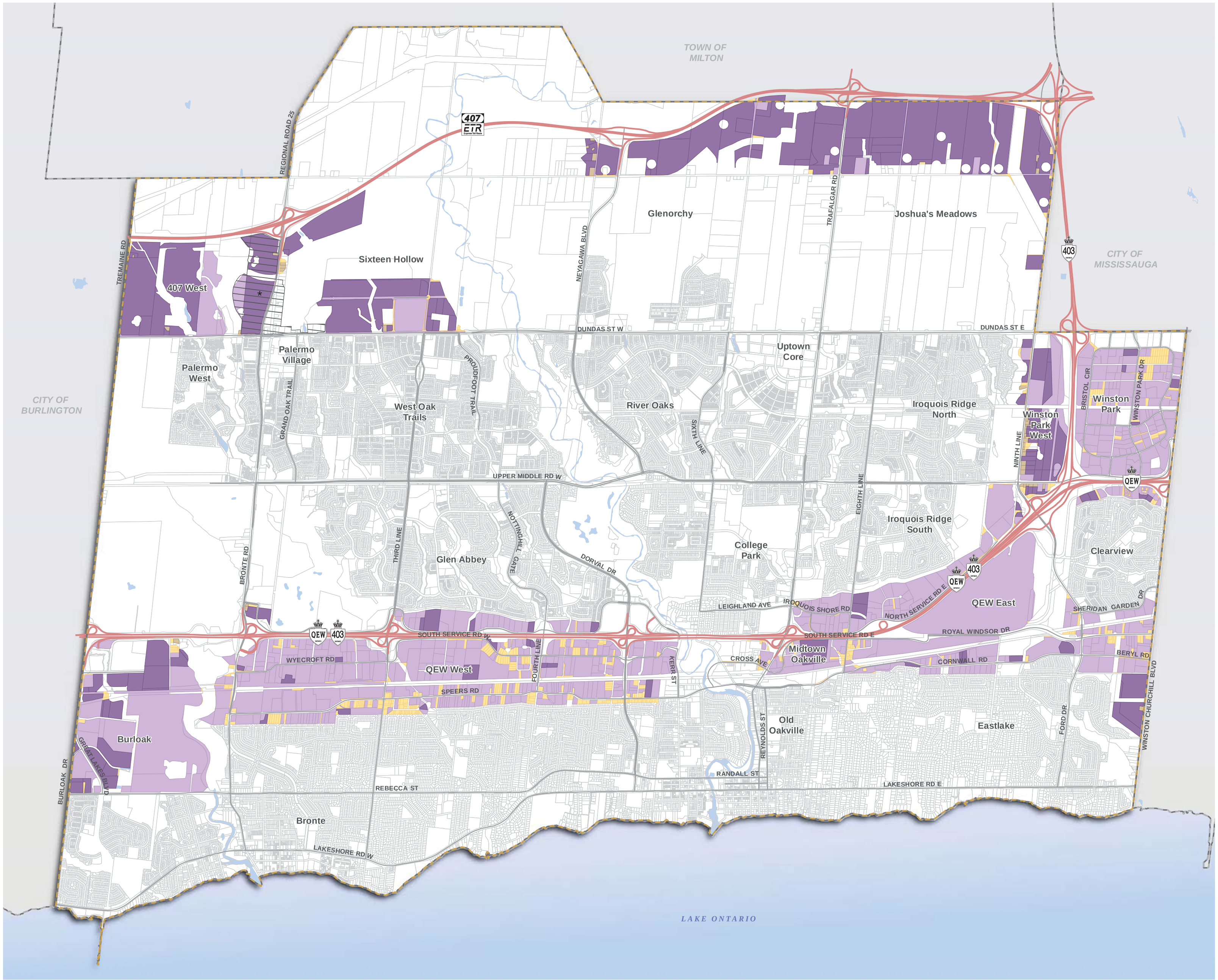
DATE: 3/7/2016



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

OAKVILLE EMPLOYMENT LAND SUPPLY

FIGURE 5-4

- — 400 SERIES HIGHWAY
- — ARTERIAL ROAD
- ■ VACANT EMPLOYMENT
- ■ NON-VACANT EMPLOYMENT
- ■ EMPLOYMENT OCCUPIED BY RESIDENTIAL
- ■ EMPLOYMENT PARCELS LESS THAN 1 ACRE (.4 HA)
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- □ PROPERTY PARCELS
- □ TOWN OF OAKVILLE
- □ OTHER MUNICIPALITIES

Employment Land	# Parcels	Area (ha)	Area (%)
Vacant	168	727	34%
Non-Vacant	665	1,300	60%
Less than 1 Acre (.4 ha)	738	112	5%
Occupied by Residential	44	11	1%
Total	1,615	2,150	100%

★ SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE
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G:\GIS\141098 Oakville Empl & Commercial Review\GIS Data\MXDs\Report\8-4 - Employment Land Supply.mxd

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Of the total 727 hectares of vacant employment lands, the majority are located in North Oakville (73% or 533 hectares). These vacant parcels are some of the larger parcels available in Oakville's Employment Land inventory, and as such are essential to employment growth for the Town going forward. Clusters of vacant employment parcels also exist within the Winston Park West area, and on the west side of the Burloak area. Scattered vacant employment parcels exist throughout the QEW West, Midtown Oakville and QEW East areas; however, except for the former GE site, these parcels tend to be of a smaller size.

5.3 Characteristics of Oakville's Employment Land

The employment land inventory identified 163 parcels (727 hectares) of vacant employment lands currently within Oakville (**Figure 5-4**). In an effort to assess the adequacy of the Town's vacant land, the inventory was analysed against a number of land use, transportation and infrastructure considerations, including:

- Land use characteristics, focusing on parcel size, permitted employment uses and highway visibility;
- Transportation access characteristics, focusing on access to 400 series highways, as well as existing and future transit and rail opportunities; and
- Infrastructure characteristics, such as current servicing status and servicing cost.

This framework is intended to provide a "snap-shot" of the characteristics of the supply in an effort to identify potential physical issues and opportunities for developing the Town's remaining vacant lands.

5.3.1 Land Use Considerations

Parcel Size

Offering variety in terms of parcel size and the distribution of parcels across municipalities is of relevance when considering the overall supply of vacant lands. A range of parcel sizes are typically needed to ensure a healthy supply of lands for a wide variety of investors. Large parcels also provide the flexibility to accommodate a wider range of uses and can be subdivided if needed; however, it is much more difficult to do parcel consolidation if a parcel is too small for a given use.

Figure 5-5A, Figure 5-5B and **Table 5-2** provide a summary of the vacant employment land inventory by parcel size. Key observations include:

- There are a good number of large vacant parcels (22 parcels), with over 53% of the vacant employment land being in parcels greater than 10 hectares in area; however, all of these (22 parcels) are in North Oakville;
- The remainder of the inventory is concentrated in medium-sized parcels, with the parcels ranging from 3 to 10 hectares making up 29% of vacant supply; and
- There are small parcels spread across the periphery of various employment areas, with 18% of vacant supply being of less than 3 hectares.

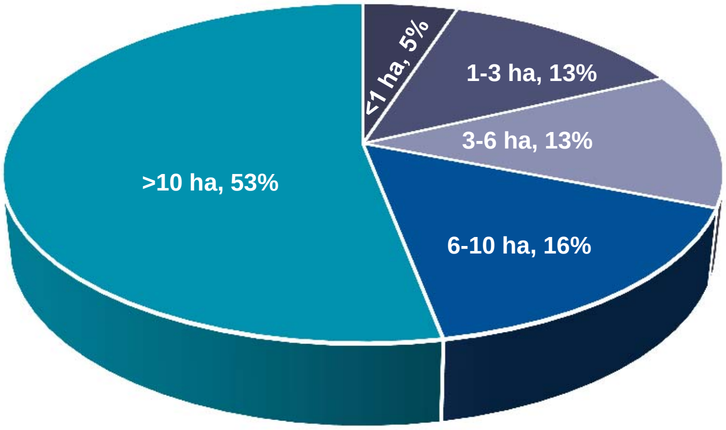
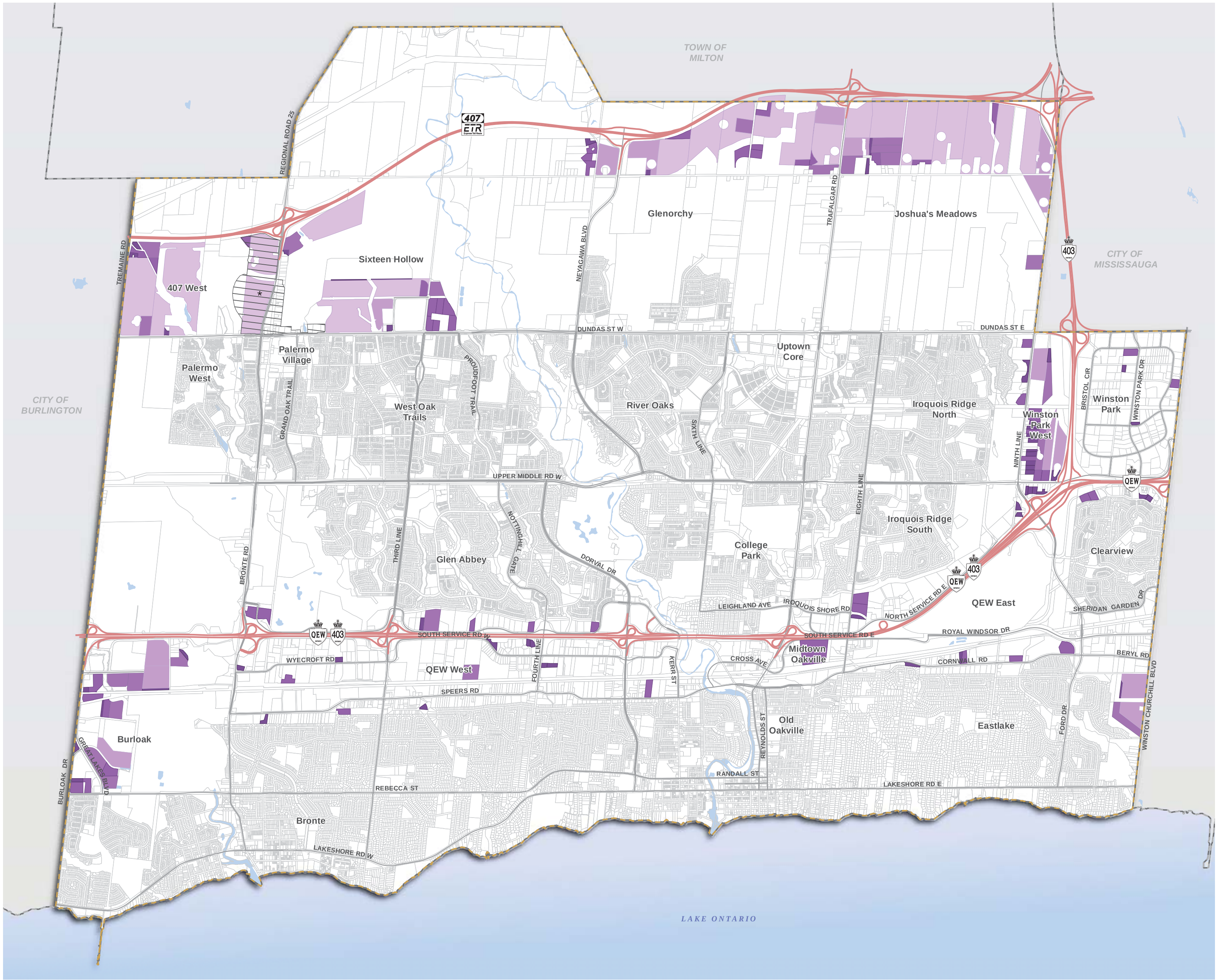


FIGURE 5-5A PARCEL SIZE DISTRIBUTION FOR VACANT LANDS IN THE TOWN OF OAKVILLE

TABLE 5-2 PARCEL SIZE DISTRIBUTION OF VACANT EMPLOYMENT LAND IN OAKVILLE

Vacant Employment Land	No. of Parcels	Area (ha)	Area (%)
<1 ha	54	35	5%
1-3 ha	55	96	13%
3-6 ha	22	95	13%
6-10 ha	15	118	16%
>10 ha	22	383	53%
TOTAL	**168**	**727**	**100%**

Note: All table numbers have been rounded to zero decimal places.



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT SUPPLY PARCEL SIZE

FIGURE 5-5B

- 400 SERIES HIGHWAY
- ARTERIAL ROAD
- < 1 ha
- 1-3 ha
- 3-6 ha
- 6-10 ha
- \> 10 ha
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- PROPERTY PARCELS
- TOWN OF OAKVILLE
- OTHER MUNICIPALITIES

Vacant Employment Land	# Parcels	Area (ha)	Area (%)
<1 ha	54	35	5%
1-3 ha	55	96	13%
3-6 ha	22	95	13%
6-10 ha	15	118	16%
>10 ha	22	383	53%
Total	168	727	100%

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

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G:\GIS\141098 Oakville Empl & Commercial Review\GIS Data\MXDs\Report\8-5B - Parcel Size.mxd

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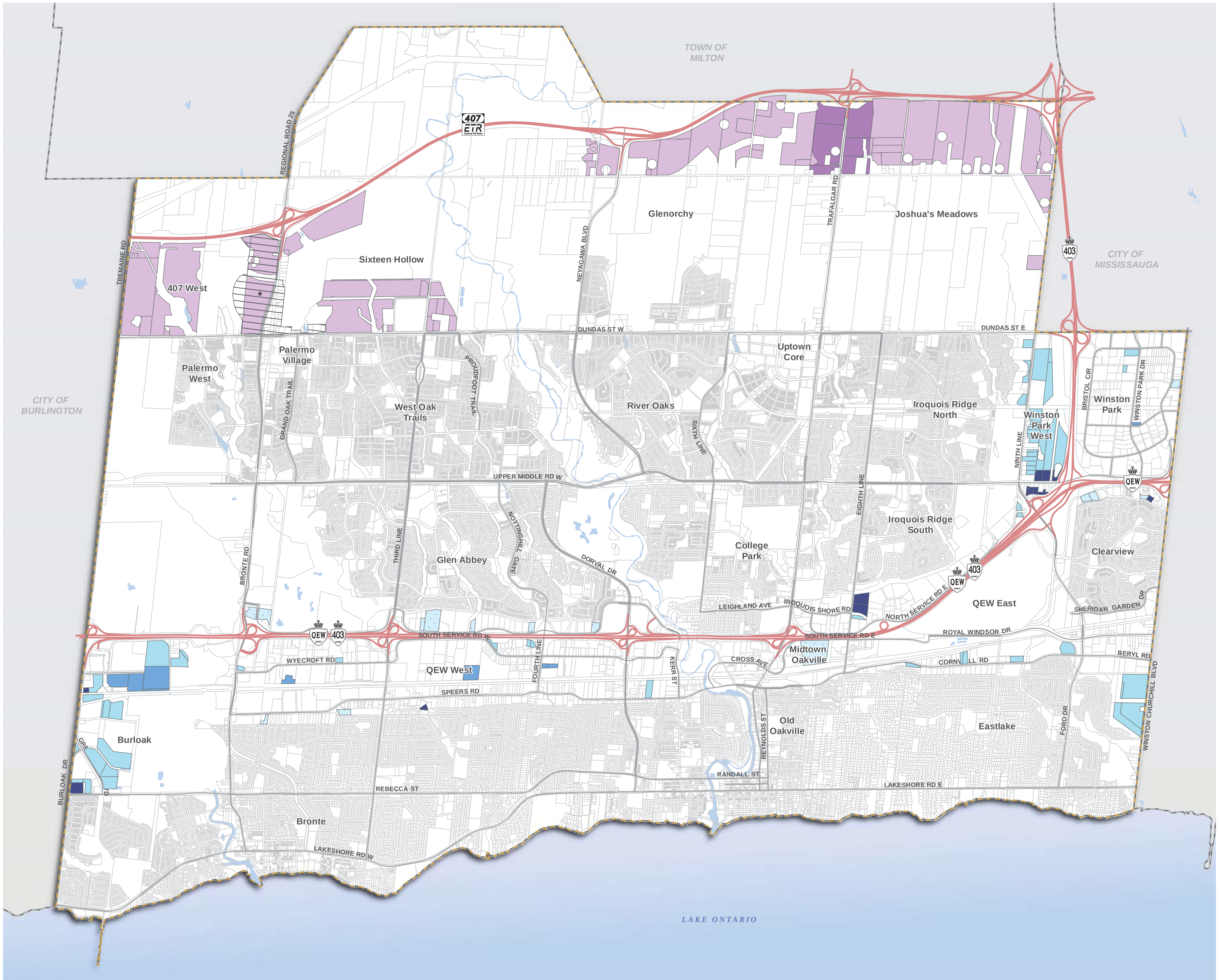
Permitted Employment Uses

The employment land use designations within the Town's Livable Oakville Plan and North Oakville Secondary Plans, as outlined in section 2, each have their own permitted uses. Some land use designations, such as Business Employment and Industrial, permit a full range of employment uses, while others permit a limited range. The official plan land use designations for the vacant employment land parcels have been presented in **Figure 5-6** and **Table 5-3**. Key observations include:

- Most of the vacant parcels (88%) are designated for a full range of employment generating industrial, office and service employment uses (Employment District in the North Oakville Secondary Plans and Business Employment and Industrial in the Livable Oakville Plan);
- 7% of vacant parcels permit a wide range of employment uses (Trafalgar Road Urban Core Area One);
- 3% of the vacant parcels are designated primarily for prestige office uses (Office Employment); and
- 2% of the vacant parcels are designated to provide for service commercial and convenience retail uses to support surrounding employment areas and the travelling public (Business Commercial).

TABLE 5-3: LAND USE DESIGNATIONS OF VACANT EMPLOYMENT LAND IN OAKVILLE

Land Use Designation	No. of Parcels	Area (ha)	Area (%)
Livable Oakville			
Office Employment	14	23	3%
Business Employment	58	130	18%
Industrial	9	25	3%
Business Commercial	13	15	2%
North Oakville Secondary Plans			
Employment District	67	482	66%
Trafalgar Road Urban Core Area One	7	52	7%
TOTAL	**168**	**727**	**100%**



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT SUPPLY LAND USE DESIGNATIONS

FIGURE 5-6

- — 400 SERIES HIGHWAY
- — ARTERIAL ROAD
- ▨ OFFICE EMPLOYMENT
- ■ BUSINESS EMPLOYMENT
- ■ INDUSTRIAL
- ■ BUSINESS COMMERCIAL
- ■ TRAFALGAR ROAD URBAN CORE AREA ONE
- ■ EMPLOYMENT AREA
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- □ PROPERTY PARCELS
- □ TOWN OF OAKVILLE
- □ OTHER MUNICIPALITIES

Vacant Employment Land	# Parcels	Area (ha)	Area (%)
Office Employment	14	23	3%
Business Employment	58	130	18%
Industrial	9	25	3%
Business Commercial	13	15	2%
Trafalgar Road Urban Core Area One	7	52	7%
Employment Area	67	482	66%
Total	168	727	100%

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

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G:\GIS\141098 Oakville Empl & Commercial Review\GIS Data\MXDs\Report\8-6 - Land Use Designations.mxd

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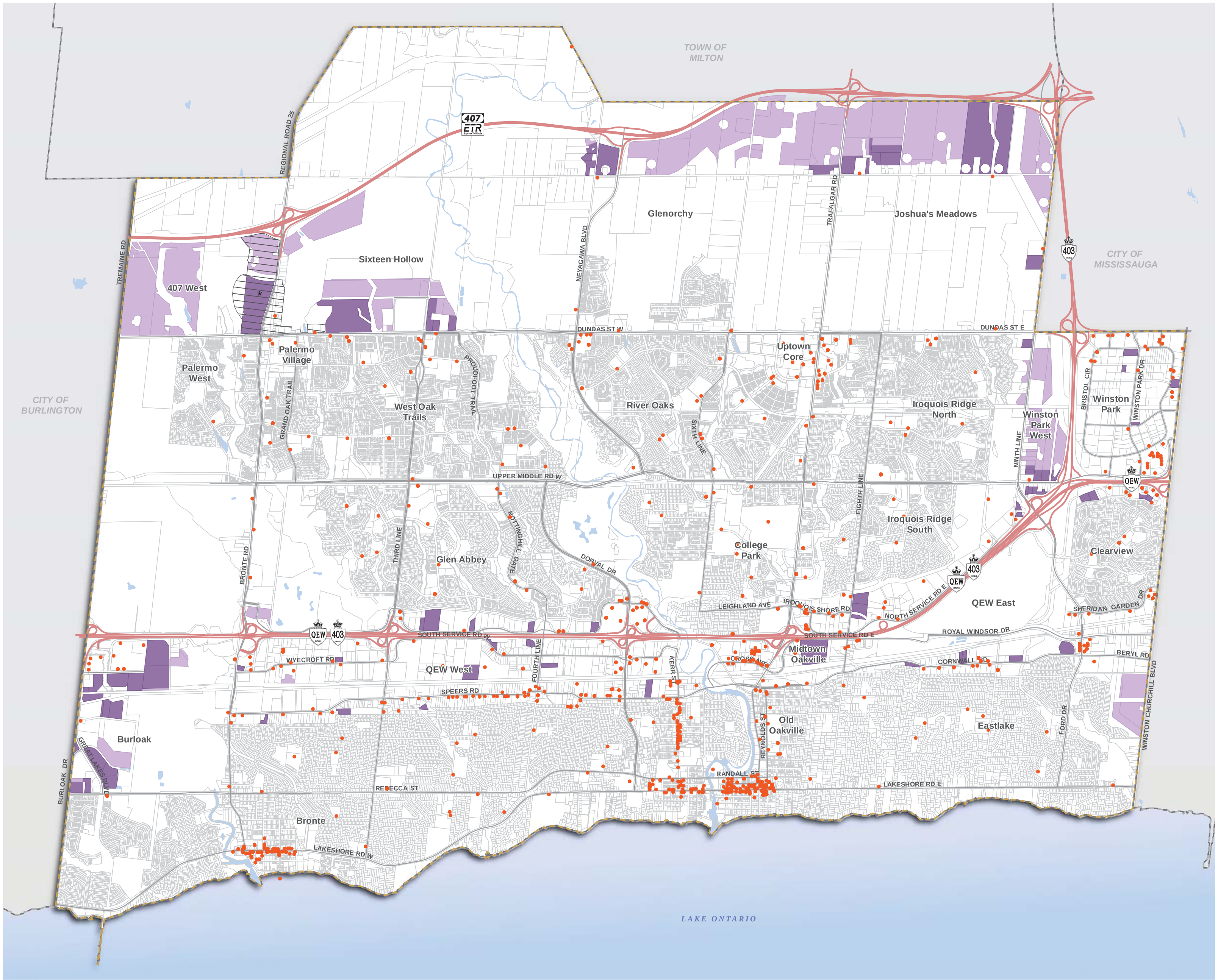
Proximity to Amenities

Traditional industrial areas are often criticized for their lack of amenities and services that support employee's needs. Services and amenities such as medical, child-care services, restaurants and coffee shops, dry cleaning/laundry services and personal care provide necessary amenities for employees. It is important that employment areas provide options for services and amenities for employees in close proximity to reduce travel needs and support employee's work/life balance. **Figure 5-7** and **Table 5-4** provide a breakdown of the vacant employment lands in proximity (within 400 metres, to represent a 10 minute walk) to amenities and services. Key observations include:

- Although almost half of the vacant employment land parcels are in close proximity (82 of 168 parcels) most of the larger parcels are not and therefore most of the land is not in close proximity to amenities and services (69%).

TABLE 5-4: VACANT SUPPLY AMENITY AND SERVICE ACCESS

Vacant Employment Land	No. of Parcels	Area (ha)	Area (%)
Amenity Access	82	227	31%
No Amenity Access	86	500	69%
TOTAL	**168**	**727**	**100%**



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT SUPPLY AMENITY AND SERVICE ACCESS

FIGURE 5-7

- ● AMENITIES AND SERVICES [1]
- — 400 SERIES HIGHWAY
- — ARTERIAL ROAD
- ■ AMENITY ACCESS (< 400 m)
- ■ NO AMENITY ACCESS (> 400 m)
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- □ PROPERTY PARCELS
- □ TOWN OF OAKVILLE
- □ OTHER MUNICIPALITIES

Vacant Employment Land	# Parcels	Area (ha)	Area (%)
Amenity Access	82	227	31%
No Amenity Access	86	500	69%
Total	168	727	100%

[1] BASED ON SELECTED NAICS CODES:
5614 - BUSINESS SUPPORT SERVICES
611 - EDUCATIONAL SERVICES
621 - AMBULATORY HEALTH CARE SERVICES
622 - HOSPITALS
6244 - CHILD DAY-CARE CERVICES
711 - PERFORMING ARTS, SPECTATOR SPORTS AND RELATED INDUSTRIES
713 - AMUSEMENT, GAMBLING AND RECREATION INDUSTRIES
72 - ACCOMMODATION AND FOOD SERVICES
8121 - PERSONAL CARE SERVICES
8123 - DRY CLEANING AND LAUNDRY SERVICES

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE
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MAP DRAWING INFORMATION:
DATA PROVIDED BY TOWN OF OAKVILLE (2014), MNR (2013)
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FILE LOCATION:
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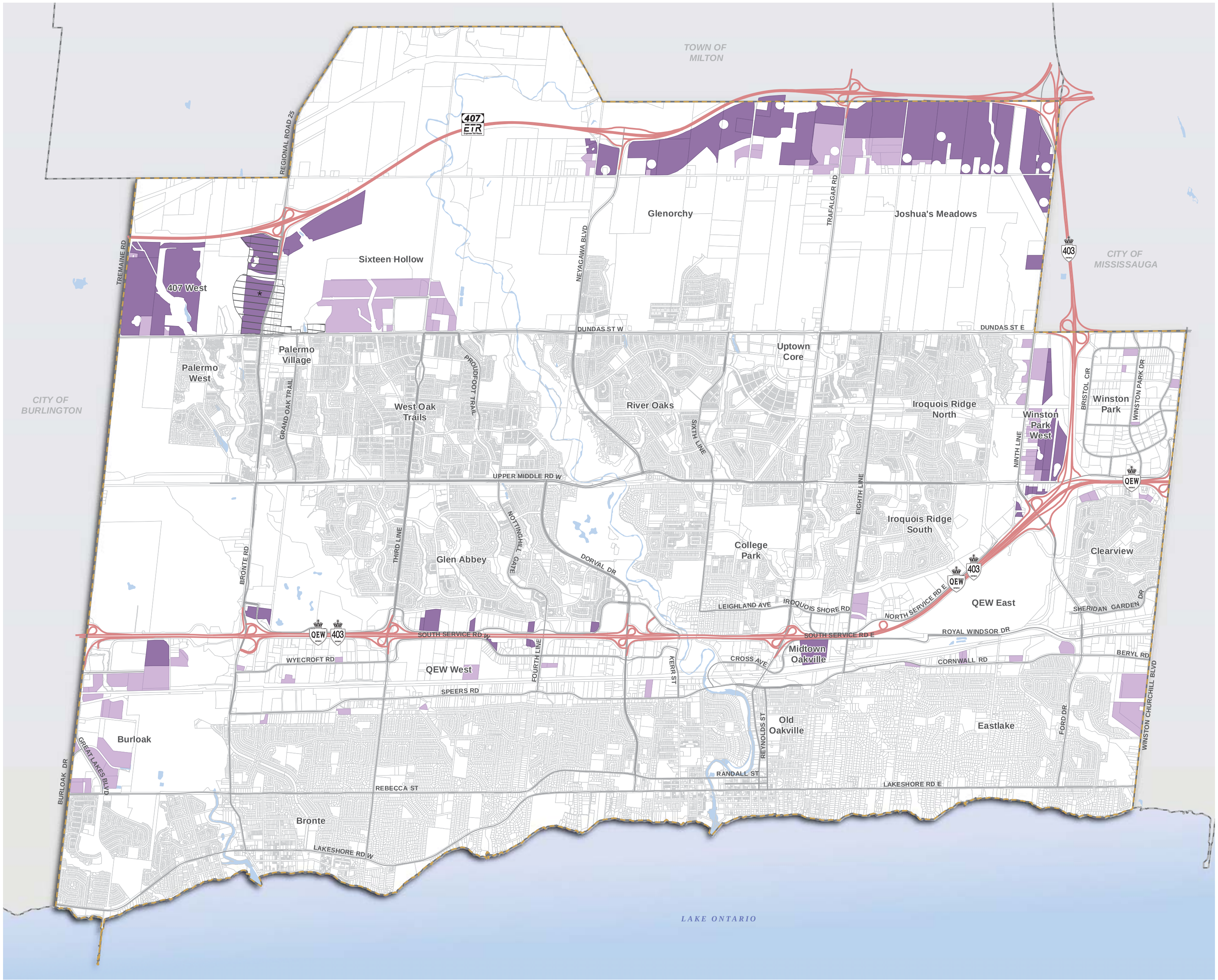
Highway Visibility

For most types of industrial development, highway visibility is considered to be a premium consideration. Visibility along 400 series highways provides industries with an opportunity to demonstrate their brand and reinforce prominence and prestige. **Figure 5-8** and **Table 5-5** provide a breakdown of the vacant land inventory, identifying the lands which have visibility along 400 series highways (including Highway 403, the QEW and Highway 407). Specific indication has been made for those parcels that only have highway visibility from a toll highway (Highway 407), as this has an impact to market demand. Key observations include:

- Close to two-thirds of the Town's employment parcels have highway visibility along a major highway;
- 53% of vacant employment land only has visibility from a toll highway (Highway 407). The remaining 10% have visibility from non-toll highways; and
- Of the parcels that do not have highway visibility, a large number are located along major arterial roads within the Town, providing other opportunities to market to visitors, residents, and local businesses.

TABLE 5-5: HIGHWAY VISIBILITY FOR EMPLOYMENT LANDS IN OAKVILLE

Vacant Employment Land	No. of Parcels	Area (ha)	Area (%)
Total Highway Visibility	63	457	63%
Highway Visibility – Non-Toll Highway	28	75	10%
Highway Visibility – Toll-Highway	35	382	53%
No Highway Visibility	105	269	37%
TOTAL	**168**	**727**	**100%**



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT SUPPLY HIGHWAY VISIBILITY

FIGURE 5-8

- ━ 400 SERIES HIGHWAY
- ━ ARTERIAL ROAD
- ■ HIGHWAY VISIBILITY
- ■ NO HIGHWAY VISIBILITY
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- □ PROPERTY PARCELS
- □ TOWN OF OAKVILLE
- □ OTHER MUNICIPALITIES

Vacant Employment Land	# Parcels	Area (ha)	Area (%)
Highway Visibility	63	457	63%
No Highway Visibility	105	269	37%
Total	168	727	100%

★ SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE
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FILE LOCATION:
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DATE: 3/7/2016

5.3.2 Transportation Considerations

Access to Major Highways

Highway access is an important factor that contributes to the long-term success of employment areas and, given the significant opportunities present for major highway access in Oakville it is crucial that ease of access to these highway corridors is maintained to support local industries.

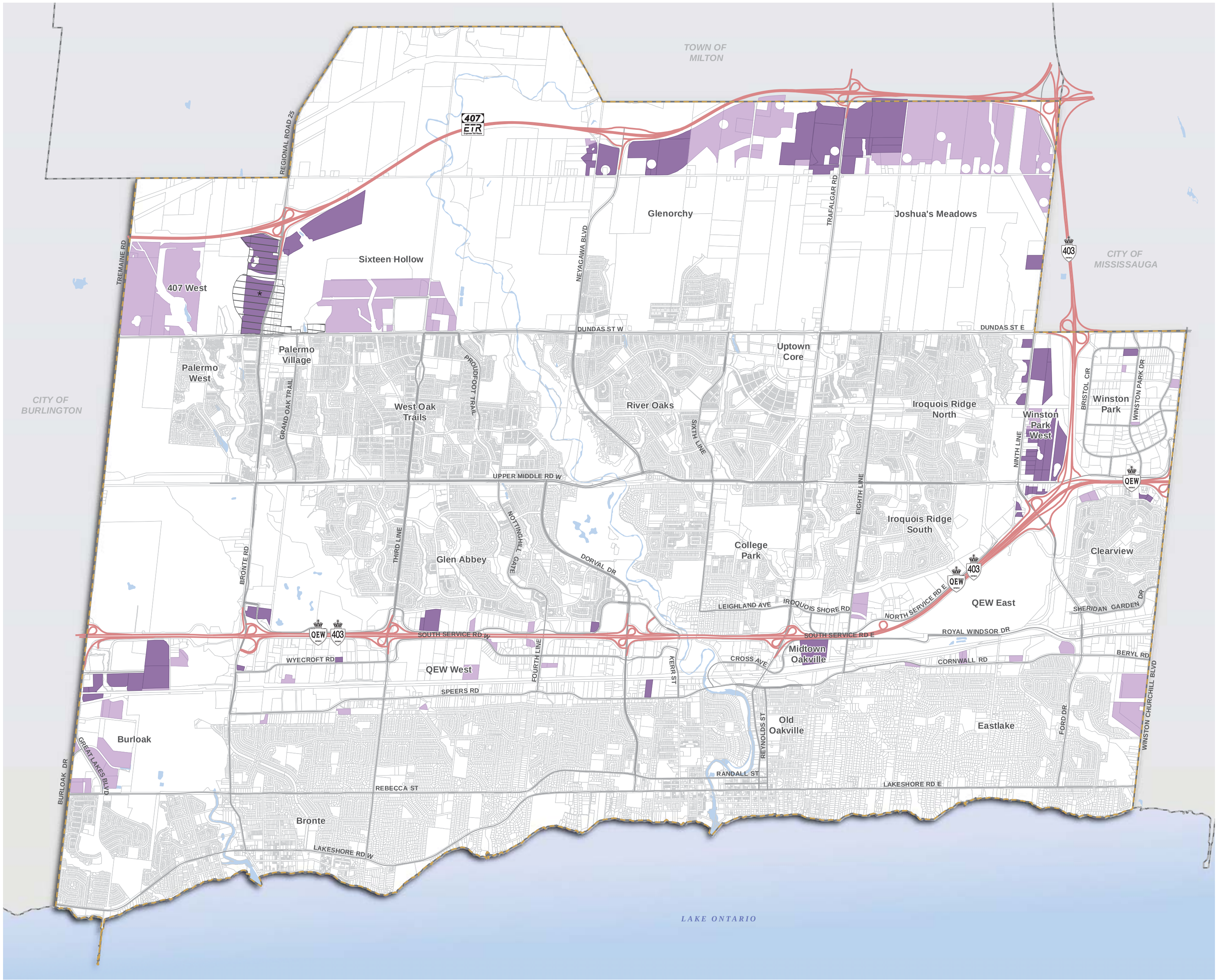
Highway access impacts a number of factors including, but not limited to, effective service delivery, efficient movement of goods and services, and ease of access for employees across the GTA and beyond. The QEW connects Oakville along the southern shore of Lake Ontario to Hamilton and the Greater Toronto Area on the west as well as the Niagara-Buffalo border crossings on the east. The QEW extends south and east to Fort Erie and the Peace Bridge to the US. Highway 403 branches off the QEW on the east side end of the Town, leading west toward the Queenston-Lewiston Bridge to the US, and east towards the GTA. Highway 407 provides an express route to the GTA and west to Burlington, albeit at a toll rate.

For the purposes of this study, access to highways was measured using a distance of 1 kilometre from a major 400-series highway interchange. **Table 5-6** and **Figure 5-9** illustrate the results of the vacant land assessment for access to 400 series highways. Specific indication has been made for those parcels that only have highway access from a toll highway (Highway 407), as this has an impact to market demand. Key observations include:

- Over 40% of employment parcels have direct highway access via a ramp that is less than 1 km away, amounting to a high quality of access for a significant proportion of the larger parcels in Oakville;
- Of the parcels with highway access, 27% only have access to a toll highway (Highway 407), while 14% have access to non-toll highway(s); and
- The remainder of parcels (59%) are classified as having no access to major highways, given that an access ramp is more than 1 km away; however, a large number of these parcels enjoy a high level of highway visibility, as described previously.

TABLE 5-6: EMPLOYMENT LANDS ACCESS TO MAJOR HIGHWAYS IN OAKVILLE

Vacant Employment Land	No. of Parcels	Area (ha)	Area (%)
Highway Access	74	300	41%
Highway Access – Non-Toll Highway	48	105	14%
Highway Access – Toll-Highway	26	195	27%
No Highway Access	94	427	59%
TOTAL	**168**	**727**	**100%**



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT SUPPLY MAJOR HIGHWAY ACCESS

FIGURE 5-9

—	400 SERIES HIGHWAY
—	ARTERIAL ROAD
▨	SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
■	HIGHWAY ACCESS (RAMP < 1 km)
□	NO HIGHWAY ACCESS (RAMP > 1 km)
□	PROPERTY PARCELS
□	TOWN OF OAKVILLE
□	OTHER MUNICIPALITIES

Vacant Employment Land	# Parcels	Area (ha)	Area (%)
Highway Access	74	300	41%
No Highway Access	94	427	59%
Total	168	727	100%

★ SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE
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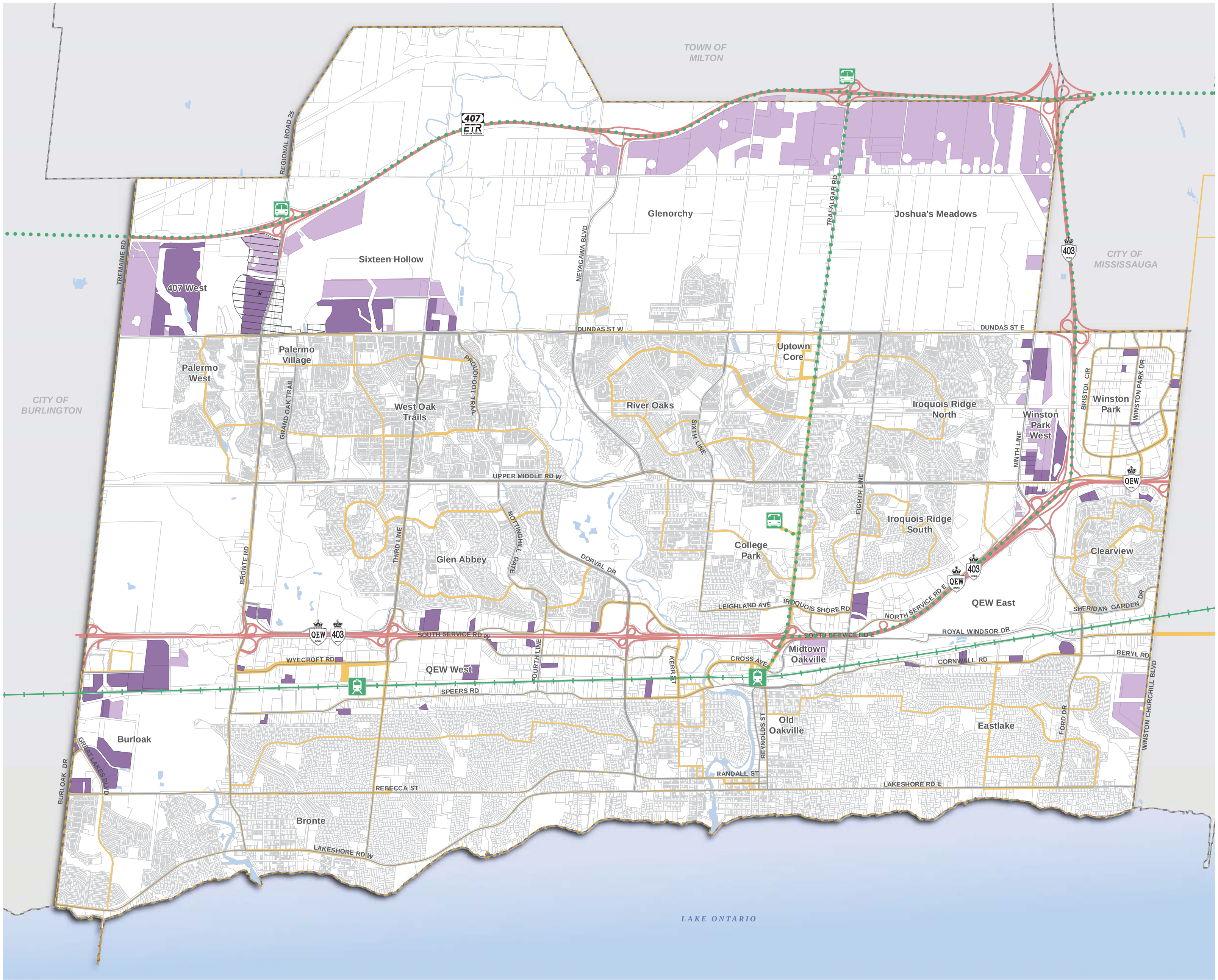
Transit Access

For some employers, access to transit may be a requirement when selecting a location for their business, while others find it a beneficial attribute. Access to transit offers employees an affordable mode of travel and the flexibility of choice. As congestion levels increase, this factor may become increasingly important for higher-end employment users (for example, some types of office-based jobs will gravitate to the places in the Town which have access to higher order transit). **Table 5-7** and **Figure 5-10** provide a summary of the vacant lands with access to transit (i.e. within 400m, or approximately a 5 minute walk to transit). Key observations include:

- In general, only about one-third of the overall inventory has access to transit; and
- The majority of larger employment parcels do not have opportunities to access existing transit connections.

TABLE 5-7: TRANSIT ACCESS FOR EMPLOYMENT LANDS IN OAKVILLE

Vacant Employment Land	No. of Parcels	Area (ha)	Area (%)
Transit Access	79	228	31%
No Transit Access	89	499	69%
TOTAL	**168**	**727**	**100%**



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT SUPPLY TRANSIT ACCESS

FIGURE 5-10

🟩	GO TRANSIT - TRAIN STATION
🟩	GO TRANSIT - BUS STOP
—+—	GO TRANSIT - TRAIN LINE
• • •	GO TRANSIT - BUS ROUTE
—	OAKVILLE TRANSIT BUS ROUTES
—	400 SERIES HIGHWAY
—	ARTERIAL ROAD
■	WITHIN 400 m TO TRANSIT
■	NOT WITHIN 400 m TO TRANSIT
▨	SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
☐	PROPERTY PARCELS
☐	TOWN OF OAKVILLE
☐	OTHER MUNICIPALITIES

Vacant Employment Land	# Parcels	Area (ha)	Area (%)
Transit Access	79	228	31%
No Transit Access	89	499	69%
Total	168	727	100%

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE
1:50,000

MAP DRAWING INFORMATION:
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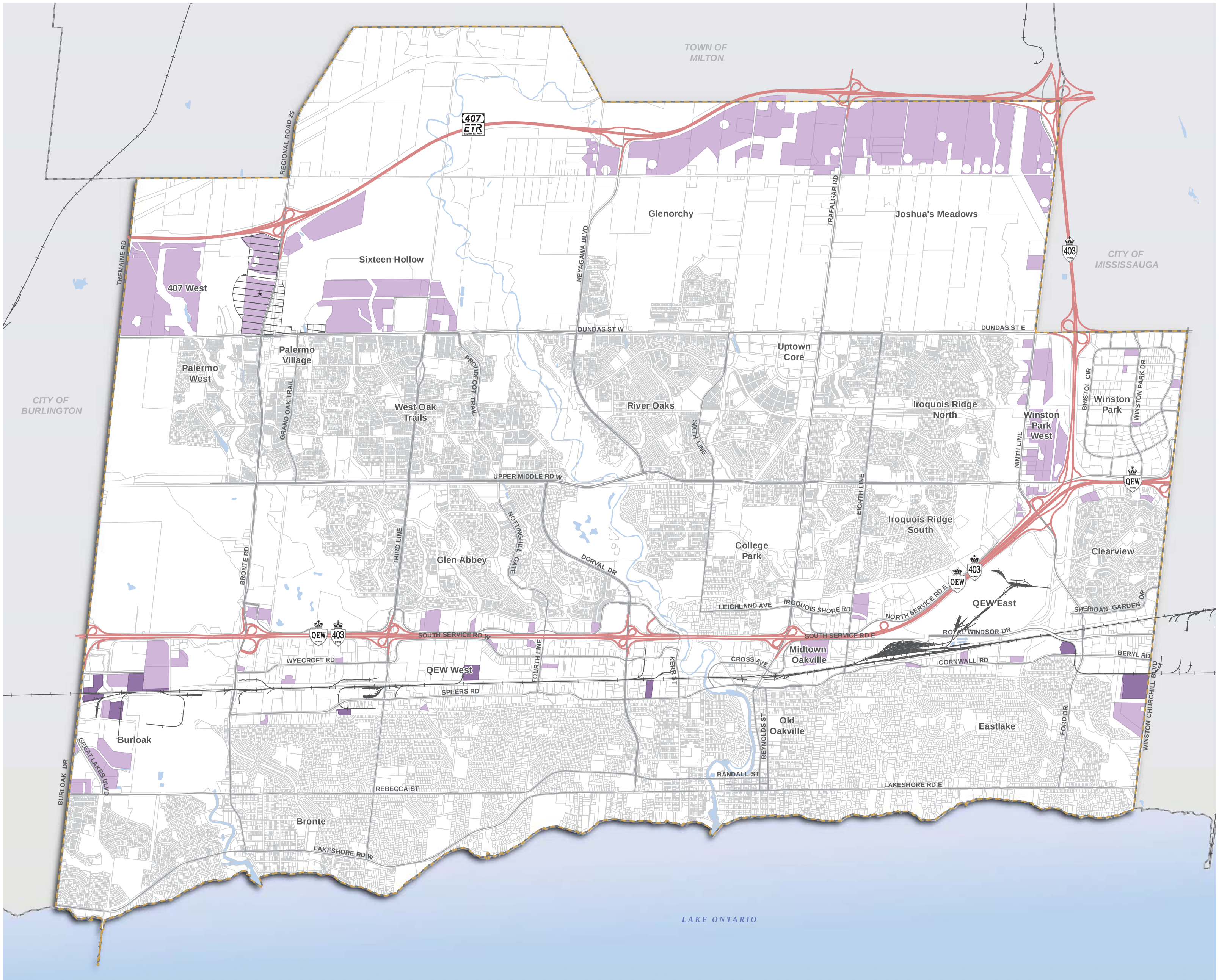
Potential Rail Access

Some industries that rely on refinement and processing of materials and chemicals, or the long haul of goods, generally require rail access. Rail access is an attractive infrastructure component to employers that have long range shipping requirements. For the purpose of this study, vacant employment lands immediately adjacent to railway corridors were considered to have potential for rail accesses (although it is acknowledges that, in most bases, spur lines and small connections would be required). **Table 5-8** and **Figure 5-11** provide the vacant supply with potential access to rail. Key observations include:

- Little of the vacant supply (5% of the area) has potential for rail access. All of these parcels are within the south portion of Oakville and most are within the Burloak area; and
- The remaining 95% of the vacant supply does not have potential for rail access.

TABLE 5-8: POTENTIAL FOR RAIL ACCESS

Vacant Employment Land	No. of Parcels	Area (ha)	Area (%)
Potential for Rail Access	11	33	5%
No Potential for Rail Access	157	694	95%
TOTAL	**168**	**727**	**100%**



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT SUPPLY WITH POTENTIAL FOR RAIL ACCESS

FIGURE 5-11

―	400 SERIES HIGHWAY
―	ARTERIAL ROAD
┼	RAILWAY LINE
■	POTENTIAL RAIL ACCESS
■	NO POTENTIAL RAIL ACCESS
▨	SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
☐	PROPERTY PARCELS
☐	TOWN OF OAKVILLE
☐	OTHER MUNICIPALITIES

Vacant Employment Land	# Parcels	Area (ha)	Area (%)
Potential Rail Access	11	33	5%
No Potential Rail Access	157	694	95%
Total	168	727	100%

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

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SCALE
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MAP DRAWING INFORMATION:
DATA PROVIDED BY TOWN OF OAKVILLE (2014) AND MNR (2013)

MAP CREATED BY: PFM
MAP CHECKED BY: JG
MAP PROJECTION: NAD 1983 UTM Zone 17N

FILE LOCATION:
G:\GIS\141098 Oakville Empl & Commercial Review\GIS Data\MXDs\Report\8-11 - Rail Access.mxd

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PROJECT: 14-1098

STATUS: FINAL

DATE: 3/7/2016

5.3.3 Infrastructure Considerations

In order to identify barriers to industry expansion or siting of new employment facilities, a high level review of municipal servicing was undertaken for the vacant employment lands. Municipal servicing (i.e. water and wastewater), together with other utilities and other infrastructure, are important factors required to support the development of employment uses and impact the intensity of development.

The location and phasing of water and wastewater infrastructure was developed in the 2011 Sustainable Halton Water and Wastewater Plan in order to service the Council approved residential and employment growth forecast (2011 Best Planning Estimates) across Halton Region. The growth forecast was established based on input and feedback received from the local municipalities.

The majority of vacant employment lands located north of Dundas Street East (i.e. 407 West Employment Area, North Oakville West, North Oakville East) are not currently serviced as the majority of these areas were planned to take on employment growth post 2016 and post 2021 (based on the BPEs).

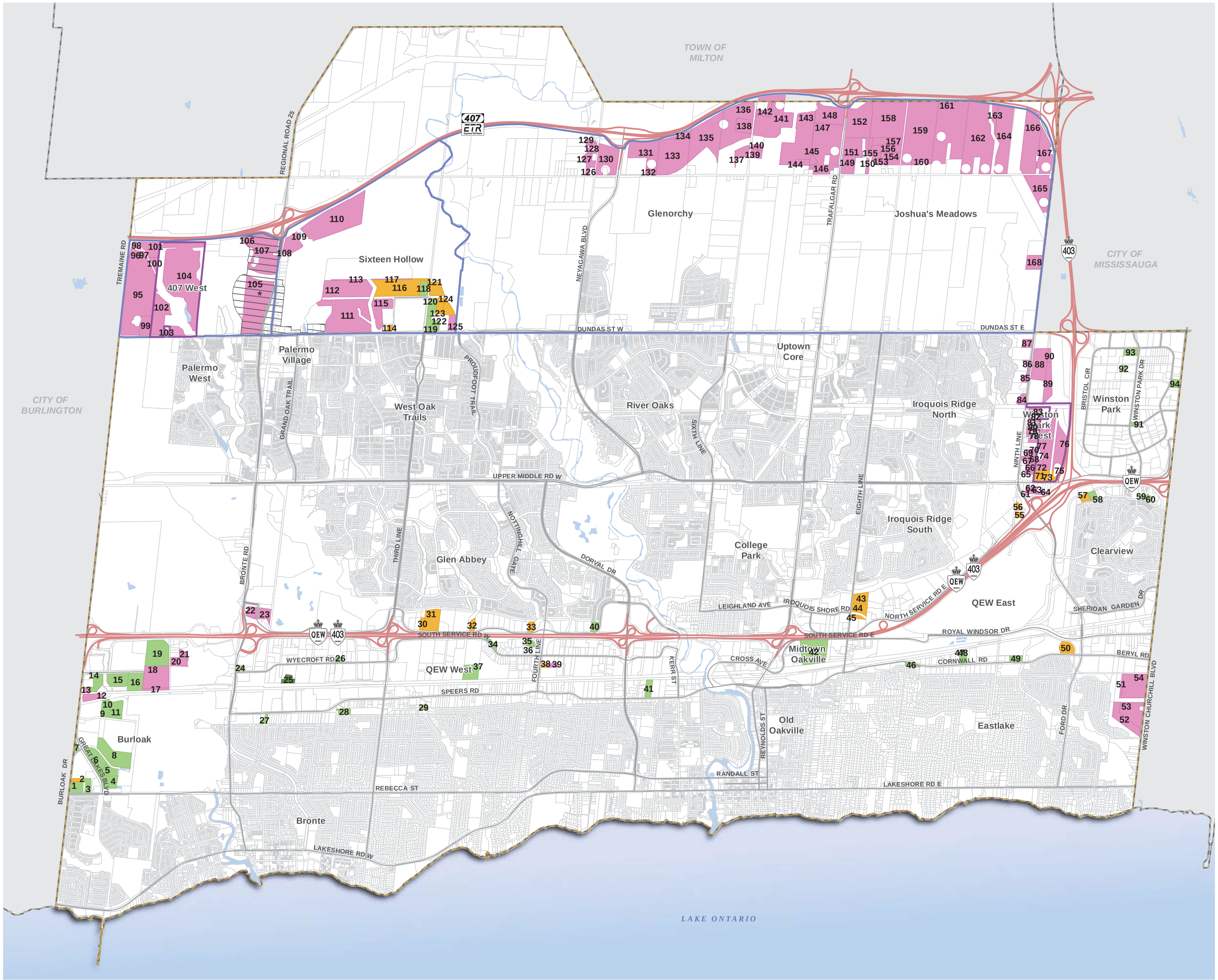
For the purposes of this report, ‘fully serviced’ refers to lands that have access to distribution watermains, collector sewer mains and stormwater mains (excluding stormwater mains within Regional roads) immediately adjacent to the property. In some cases, there are parcel with no frontage that could be considered fully serviced if developed in conjunction with the adjacent parcel. ‘Partially serviced’ lands have access to one or two of the following: distribution watermains, collector sewer mains, and stormwater mains immediately adjacent to the property. Parcels with no existing services are those that do not have access to water or wastewater or stormwater services immediately adjacent to the property. Parcels with partial servicing or no existing servicing will require an extension of services to connect to the water and/or wastewater and/or stormwater system network prior to development.

The majority of the unserviced employment lands north of Dundas Street (Sixteen Hollow Employment Area and southern limits of 407 West Employment Area), along Ninth Line (including Winston Park West Employment Area) and North Oakville East Employment Area are waiting on extensions to Regional infrastructure within the local area (local infrastructure) that will be constructed by local developers. Some unserviced lands in the northern portions of the 407 West Employment Area will require Regional trunk infrastructure to be constructed once sufficient employment development interest triggers this need.

Based on existing servicing, a small portion of the identified vacant employment lands are considered to be fully serviced, representing 12% of land area (84 ha) and 24% of the parcels. In addition, there is one parcel that could be considered fully serviced if developed in conjunction with an adjacent parcels (2 ha).

The partially serviced vacant supply represents approximately 44 hectares, comprised of 21 individual parcels. This leaves 82% of land area (597 ha) and 105 parcels without services immediately adjacent to the parcels, primarily the lands in Winston Park West area and north of Dundas Street. For these areas, local developers would need to construct the local infrastructure from existing trunks to provide servicing. **Table 5-9** provides a summary of servicing information for the vacant employment land supply in Oakville.

Figure 5-12 illustrates the geographic distribution of serviced vacant employment lands.



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT SUPPLY SERVICING STATUS

FIGURE 5-12

- 400 SERIES HIGHWAY
- ARTERIAL ROAD
- AREA SERVICING PLAN
- DEVELOPMENT PLAN
- FULLY SERVICED
- FULLY SERVICED IF DEVELOPED IN CONJUNCTION WITH ADJACENT PARCEL
- PARTIALLY SERVICED
- LOCAL INFRASTRUCTURE EXTENSIONS REQUIRED - NOT CURRENTLY SERVICED
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- PROPERTY PARCELS

Vacant Employment Land	# Parcels	Parcels (%)	Area (ha)	Area (%)
Fully Serviced	41	24%	84	12%
Fully Serviced if Developed in Conjuction with Adjacent Parcel	1	1%	2	0%
Partially Serviced	21	13%	44	6%
No Existing Public Servicing	105	63%	597	82%
Total	168	100%	727	100%

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE
1:50,000

MAP DRAWING INFORMATION:
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MAP CREATED BY: PFM
MAP CHECKED BY: JG
MAP PROJECTION: NAD 1983 UTM Zone 17N

FILE LOCATION:
G:\GIS\141098 Oakville Empl & Commercial Review\GIS Data\MXDs\Report\8-12 - Servicing Status.mxd

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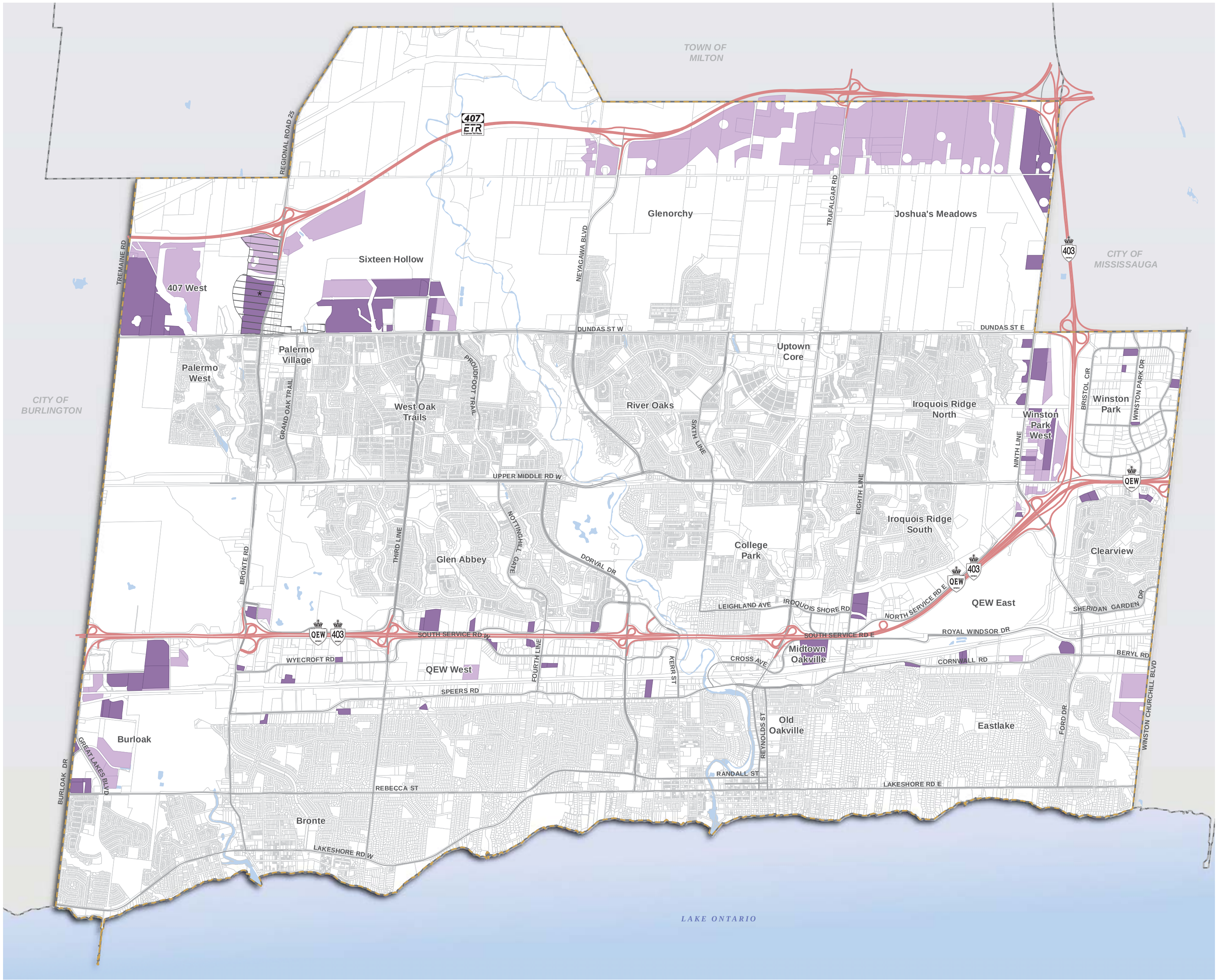
TABLE 5-9: SERVICING STATUS OF EMPLOYMENT LANDS IN OAKVILLE

Vacant Employment Land	Parcels (#/%)		Area (ha)/%	
Fully Serviced	42	25%	86	12%
Fully Serviced if Developed in Conjunction with Adjacent Parcel	1	1%	2	0%
Partially Serviced	35	21%	131	18%
Local infrastructure extensions required – not currently serviced	90	54%	508	70%
TOTAL	**168**	**100**%	**727**	**100**%

For some employment uses, access to natural gas can be a concern. **Figure 5-13** shows an overview of lands that currently appear to have servicing available by Union Gas. The other parcels might require extensions to have gas services available.



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

VACANT SUPPLY UNION GAS ACCESS

FIGURE 5-13

- ━ 400 SERIES HIGHWAY
- ─ ARTERIAL ROAD
- ■ UNION GAS SERVICING
- □ NO UNION GAS SERVICING
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- □ PROPERTY PARCELS
- □ TOWN OF OAKVILLE
- □ OTHER MUNICIPALITIES

Vacant Employment Land	# Parcels	Area (ha)	Area (%)
Union Gas Access	71	244	34%
No Union Gas Access	97	482	66%
Total	168	727	100%

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

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SCALE
1:50,000

MAP DRAWING INFORMATION:
DATA PROVIDED BY TOWN OF OAKVILLE (2014) AND MNR (2013)

MAP CREATED BY: PFM
MAP CHECKED BY: JG
MAP PROJECTION: NAD 1983 UTM Zone 17N

FILE LOCATION:
G:\GIS\141098 Oakville Empl & Commercial Review\GIS Data\MXD\s\Report\8-13 - Union Gas Access.mxd

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PROJECT: 14-1098
STATUS: FINAL
DATE: 3/7/2016

5.4 Characterization of Oakville's Employment Districts

The following subsection provides an assessment of the Town of Oakville's employment districts.

A major factor in the future competitiveness of Oakville's economic base is dependent, in part, on the attributes of its employment areas. Oakville has a strong existing economic base and its employment areas are an integral part of the Town's economic development potential. This subsection provides a comprehensive assessment of Oakville's employment districts related to their ability to meet market demand.

5.4.1 Profile of Oakville's Employment Districts

The following provides a profile of the existing employment areas within Oakville. **Figure 5-14** presents Oakville's Employment Districts.

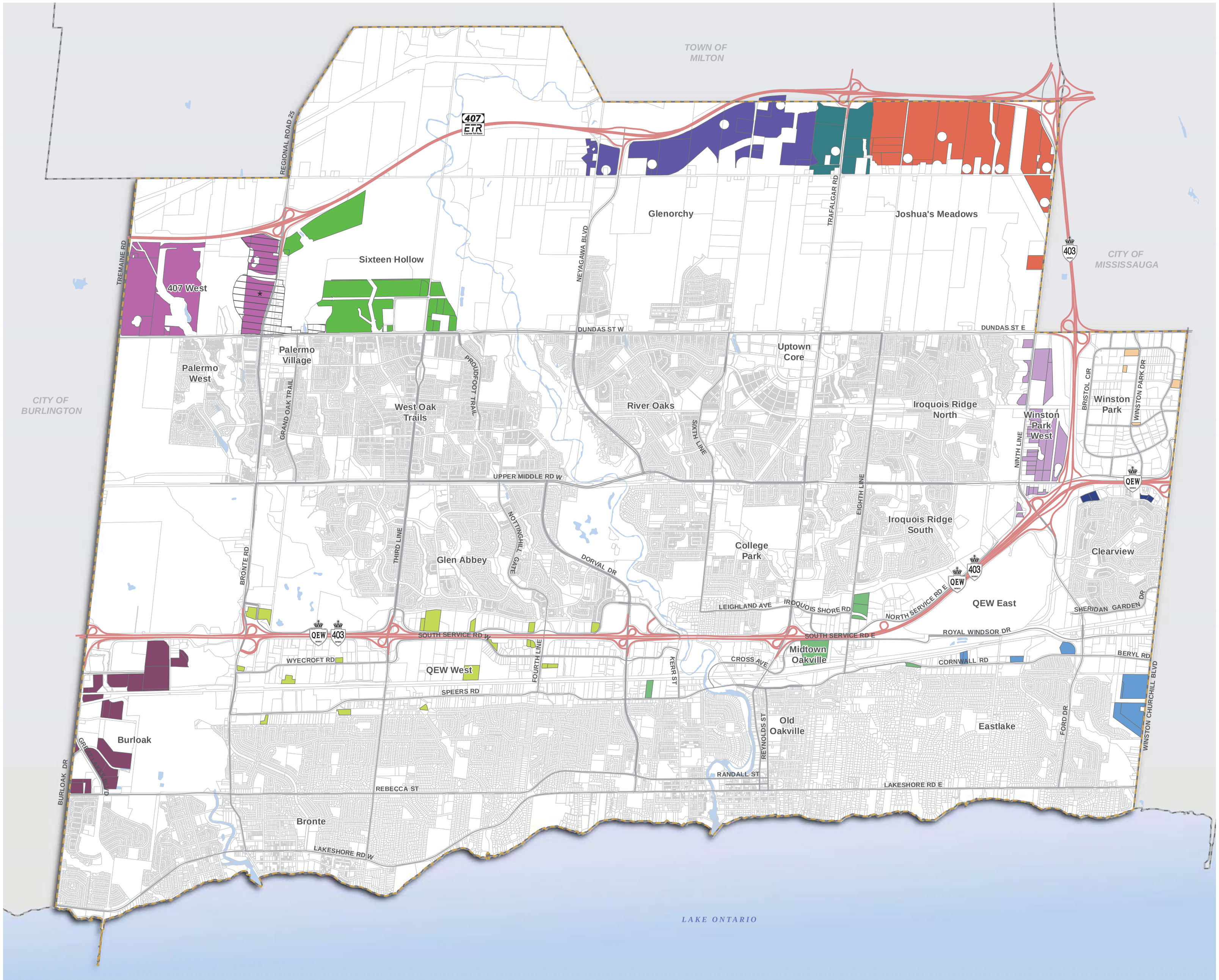
BURLOAK EMPLOYMENT DISTRICT

The Burloak Employment District is located on the western edge of Oakville, bounded by Burloak Drive in the west, Bronte Creek in the east, the QEW in the north and Rebecca Street in the south. The District has a developed area of 176 net hectares (434 net acres) and is physically dominated by the Suncor Energy/Petro Canada fuel distribution facility. The District includes the Great Lakes Business Park, currently being developed at the corner of Burloak and Rebecca Street. The remaining developed lands largely accommodate office and large-scale stand-alone retail.

3475 SUPERIOR CT., OAKVILLE
NEW LOW-RISE OFFICE BUILDING
CANADIAN TIRE FINANCIAL SERVICES
PHOTO CREDIT: GOOGLE EARTH.

Total Area: 176 net hectares (434 net acres)

Vacant Employment Land: 21 parcels comprising of 67 hectares (~166 acres)



TOWN OF OAKVILLE

TOWN-WIDE EMPLOYMENT AND COMMERCIAL REVIEW

OAKVILLE'S EMPLOYMENT DISTRICTS

FIGURE 5-14

- ▬ 400 SERIES HIGHWAY
- ▬ ARTERIAL ROAD
- 🟪 407 WEST
- 🟪 BURLOAK
- 🟦 CLEARVIEW
- 🟦 QEW EAST
- 🟪 GLENORCHY
- 🟧 JOSHUA'S MEADOWS
- 🟩 MIDTOWN OAKVILLE
- 🟩 QEW WEST
- 🟩 SIXTEEN HOLLOW
- 🟦 TRAFALGAR ROAD URBAN CORE AREA ONE
- 🟧 WINSTON PARK
- 🟪 WINSTON PARK WEST
- ▨ SUBJECT TO APPEAL OF NORTH OAKVILLE WEST SECONDARY PLAN (NOWSP)
- ☐ PROPERTY PARCELS
- ☐ TOWN OF OAKVILLE
- ☐ OTHER MUNICIPALITIES

Vacant Employment Land	# Parcels	Area (ha)	Area (%)
407 West	13	115	16%
Burloak	21	67	9%
Clearview	4	3	0%
QEW East	8	27	4%
Glenorchy	20	113	16%
Joshua's Meadows	16	160	22%
Midtown Oakville	6	11	2%
QEW West	19	27	4%
Sixteen Hollow	18	95	13%
Trafalgar Road Urban Core Area One	7	52	7%
Winston Park	4	4	1%
Winston Park West	32	54	7%
Total	168	727	100%

* SUBJECT AREA IS CURRENTLY SUBJECT TO AN APPEAL, THEREFORE THE NORTH OAKVILLE WEST SECONDARY PLAN DOES NOT APPLY

0 0.5 1 2 km

SCALE 1:50,000

N E S W

MAP DRAWING INFORMATION:
DATA PROVIDED BY TOWN OF OAKVILLE (2014) AND MNR (2013)

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MAP CHECKED BY: JG
MAP PROJECTION: NAD 1983 UTM Zone 17N

FILE LOCATION:
G:\GIS\141098 Oakville Empl & Commercial Review\GIS Data\MXDs\Report\8-14 - Employment Districts.mxd

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PROJECT: 14-1098

STATUS: FINAL

DATE: 3/7/2016

MIDTOWN OAKVILLE EMPLOYMENT DISTRICT

The Midtown Oakville Employment District has 52 net hectares (130 net acres) of developed land located along the north and south side of the QEW Highway at Trafalgar Road. The District is bounded by the CN Rail line to the south, Eighth Line to the east and Iroquois Shore Road to the north and surrounds the Oakville GO Station. Midtown has been the subject of a number of planning and infrastructure processes including the Midtown Oakville Class Environmental Assessment, Designing Midtown Oakville and Midtown Oakville Parking Strategy. Midtown Oakville is designated as an Urban Growth Centre in Places to Grow, and a mobility hub within the Metrolinx regional transportation plan. A proposed Official Plan Amendment and Zoning By-law Amendment have been prepared for the area to introduce new policies related to transportation, stormwater management, parking, urban design, land use, building heights, bonusing and implementation.

Currently, the area has a large concentration of retail and accommodation/food services. The District's industrial lands are located primarily on the south side of the QEW east of Trafalgar Road, and consist of mature general industrial uses. This area has experienced some new office development in recent years, namely the PWC Corporate Office in 2013.

Total Area: 52 net hectares (130 net acres)

Vacant Employment Land: 6 parcels comprising of 11 hectares (~27 acres)

OAKVILLE QEW EAST EMPLOYMENT DISTRICT

The Oakville QEW East Employment District is situated along the north and south sides of the QEW Highway in the eastern side of Oakville. With a developed land area of 341 net hectares (843 net acres), the District is fragmented into four sub-areas. The most prominent is the triangular area bordered by the QEW, Ford Drive and Cornwall Road, which is largely occupied by the Ford Motor Assembly plant[13] and the CN rail yard. A narrow section of employment land is situated along the north side of the QEW between Eighth Line and Ford Drive which is home to a number of major office and multi-tenant industrial

1 THE CANADIAN RD., OAKVILLE
FORD MOTOR ASSEMBLY PLANT IN EAST OAKVILLE IS TOWN'S LARGEST INDUSTRIAL EMPLOYER.
PHOTO CREDIT: WATSON & ASSOCIATES ECONOMISTS LTD.

1115 NORTH SERVICE RD. W., OAKVILLE
NEWER MULTI-TENANT INDUSTRIAL CONDOMINIUM ON NORTH SIDE OF QEW HIGHWAY.
PHOTO CREDIT: WATSON & ASSOCIATES ECONOMISTS LTD.

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[13] Current employment at Ford Motor Assembly is over 4,500 based on the company's website (https://corporate.ford.com/company/plant-detail-pages/oakville-assembly.html), as observed on October 24, 2016.

condominiums, and is highly prestige in character. A small strip of employment land is also present on the south side of the QEW between Ford Drive and Winston Churchill Boulevard, which is largely home to food and accommodation as well as commercial uses. Finally, an area east of Ford Drive, south of Royal Windsor Drive adjacent to the Oakville-Mississauga municipal boundary, which is geographically associated with the Southdown Industrial Area in Mississauga, has a general industrial character and accommodates a large number of construction, transportation and auto repair/service businesses.

Total Area: 341 net hectares (~843 net acres)

Vacant Employment Land: 8 parcels comprising of 27 hectares (~67 acres)

OAKVILLE QEW WEST EMPLOYMENT DISTRICT

The Oakville QEW West Employment District, with 487 net hectares (1,203 net acres) of developed employment land is one of the Halton Region's largest employment areas. The District abuts both the north and south side of the QEW Highway on either sides of Bronte Road in the west to Kerr Street in the east and includes the Bronte GO Station. The employment area is bounded in the south by Speers Road and North Service Road in the north. The District is diverse in its character and composition of land uses. The area east of Fourth Line exhibits a general industrial character comprised largely of construction, small scale manufacturing, transportation and wholesale trade. The area west of Fourth Line has a moderately more prestige character, and has a large presence of manufacturing and multi-tenant industrial/commercial uses. The area on the north side of the QEW Highway, which extends along North Service Road West, has a prestige character and is comprised of major office and multi-tenant industrial condominiums.

22265 UPPER MIDDLE RD. E. OAKVILLE
WINSTON PARK EMPLOYMENT DISTRICT – INCLUDES SIGNIFICANT MAJOR OFFICE DEVELOPMENT WITH VISIBILITY TO ABUTTING HIGHWAYS.
PHOTO CREDIT: WATSON & ASSOCIATES

Total Area: 487 net hectares (~1,203 net acres)

Vacant Employment Land: 19 parcels comprising of 27 hectares (~67 acres)

WINSTON PARK EMPLOYMENT DISTRICT

The Winston Park Employment District, has a developed area of 179 net hectares (442 net acres), and is a highly prestige business park located on the eastern side of Oakville, bounded by Dundas Street to the north, Highway 403 to the west, Winston Churchill Boulevard to the east, and the

THIRD LINE AND DUNDAS ST., OAKVILLE
RENDERING OF NEW HOSPITAL.

QEW to the south. The District has excellent access and exposure to Highway 403 and the QEW.

The Employment District has a wide range of uses, including major office, warehousing and manufacturing.

Total Area: 179 net hectares (442 net acres)

Vacant Employment Land: 36 parcels comprising of 58 hectares (~143 acres)

WINSTON PARK WEST EMPLOYMENT DISTRICT

The Winston Park West Employment District has a development area of 222 net hectares (549 net acres) and similar to Winston Park, has excellent access and exposure to Highway 403 and the QEW. It is bounded by Highway 403 to the east, Dundas Road to the north, 9th Line to the west and generally Ford Drive to the south. This Employment District has the most vacant parcels available in the Town, however many of them are small in size (average vacant parcel size of 1.68 hectares). The District includes the Oakwoods Business Park.

Total Area: 222 net hectares (~549 net acres)

Vacant Employment Land: 32 parcels comprising of 54 hectares (~133 acres)

NORTH OAKVILLE EMPLOYMENT DISTRICTS – EAST AND WEST

The planned North Oakville Employment District lands have a total designated land area of approximately 535 net hectares (1,322 net acres).

Comparatively, the North Oakville Employment District East has greater locational strengths than the North Oakville Employment District West lands for industrial and office uses. This employment district benefits from its close proximity to Highways 403 and 407. In addition, the employment area is adjacent to the City of Mississauga Western Business Park, which is nearly built out (comprised of multi-tenant and light industrial uses), and provides an opportunity to attract similar uses found in that park. The lands in the North Oakville Employment District East are less fragmented than the lands in the North Oakville Employment District West, which provides opportunity for a more cohesive business park, as well as the ability to accommodate industrial developments that require large sites.

The North Oakville Employment District West is comprised of two distinctive areas, which include the lands surrounding the Oakville Hospital site (including the Health Oriented Mixed Use Node located at Dundas Street and 3rd Line) and lands surrounding Highway 407. The new Oakville hospital will provide opportunities for the surrounding employment areas to attract sectors related to health and life sciences as well as the commercialization of health-related research and innovation.

Total Area: 535 net hectares (~1322 net acres)

Vacant Employment Land: 74 parcels comprising of 535 hectares (~1322 acres)

SPEERS ROAD DISTRICT

The Speers Road Corridor is an important east-west link across the town between Bronte Road to the west and Cross Avenue to the east with a total area of approximately 217 net hectares. Speers Road provides important linkages within Oakville including a direct linkage between the Town's two GO stations, Bronte GO station and Oakville GO Station, as well as two of the Town's growth areas, Kerr Village and Midtown Urban Growth Centre.

Speers Road functions as a transitional area between the industrial lands to the north and residential areas to the south. The current uses along the corridor include a variety of employment and service commercial uses. Auto related uses such as service stations, vehicle repair facilities and dealerships can be found and at intersections with arterials, clusters of service commercial uses can be found. All four employment land use designations are used along the Speers Road Corridor.

Although there are limited vacant lands within the corridor, the Town will be reviewing the long term land use for Speers Road corridor to determine the opportunities for suitable intensification.

Total Area: 217 net hectares (~536 net acres)

Vacant Employment Land: 4 parcels comprising of 4.5 hectares (~11 acres)

5.4.2 Employment Districts Analysis

As part of this study, Oakville's Employment Districts were reviewed based on their strengths, weaknesses, opportunities and challenges related to market considerations. **Table 5-10** presents a summary of the analysis, which considers:

- Physical/economic characteristics, which include character of existing industrial base, geographic location, and continuity and delineation of the industrial area;
- Amenities, anchors and catalysts (e.g., universities, hospitals) for development;
- Access/circulation, which includes an assessment of the accessibility of each site via road infrastructure and the visibility of the area to major transportation routes;
- Development opportunities, including vacant land supply, available lots on the market, parcel configuration and mix, servicing and site expandability; and
- Range of employment uses that could be accommodated in the employment areas.

TABLE 5-10: OAKVILLE'S EMPLOYMENT DISTRICTS ANALYSIS

Employment District	Strengths/Opportunities	Weaknesses/Challenges
QEW West Employment District	• Excellent access/exposure to QEW highway with three interchanges • Commuter rail connectivity with GTA (GO Transit) • Proximity to off-site amenities • Opportunities for wide range of office and industrial uses • Redevelopment opportunities	• Fragmented employment area, QEW highway cuts off the northern portion of the employment area • Limited vacant land supply opportunities • Aging employment area to the south which contains industrial properties that were built to a lower design standard in terms of landscaping and building design • Limited employment support uses and off-site amenities west of Third Line
QEW East Employment District	• Most of the lands have excellent access/exposure to QEW/ Highway 403 • Commuter rail connectivity with GTA (GO Transit) • Redevelopment opportunities • Ford Motor Company as anchor • Opportunities for wide range of office and industrial uses on occupied sites	• Fragmented employment area with four sub-areas • Limited vacant land supply opportunities • Employment to the east of Ford Drive lands do not offer direct access/expansion to QEW/Highway 403
Midtown Oakville Employment District	• Excellent access/exposure to QEW and Highway 403 • Commuter rail connectivity with GTA (GO Transit) • Proximity to retail and amenities • Opportunities for redevelopment of mature industrial areas for office uses	• Land area is small and the QEW Highway dissects the area which limits uniformity of the employment area • Future residential uses could create land use conflicts with surrounding industrial users • Currently fully serviced - if intensification considered, impacts on servicing would need to be investigated
Winston Park Employment District	• Excellent access/exposure to QEW Highway and Highway 403 • On-site and off-site amenities • Prestige Employment Area with "campus-style" setting	• Limited vacant land supply opportunities

Employment District	Strengths/Opportunities	Weaknesses/Challenges
	• Well suited for prestige office • Access to City of Mississauga and Town of Oakville Public Transit	
Winston Park West Employment District	• Highest concentration of vacant employment parcels • Excellent access/exposure to QEW Highway and Highway 403 with two interchanges • Access to City of Mississauga and Town of Oakville Public Transit	• Many parcels are small • Servicing for portions of Winston Park West will be addressed through the Development Plan in that area; however the unserviced lots along Ninth Line do not currently have plans for extension of servicing.
Burloak Employment District	• Excellent access/exposure to QEW Highway with two interchanges • Recent development in area suggest opportunities for office development • Opportunity to extend prestige office uses that are in adjacent Burlington QEW East employment area	• Competing with adjacent City of Burlington business parks which offer lower development costs (i.e. development charges) • Oil storage tanks (Suncor Energy) detract from image of the area
North Oakville - West Employment District	• Access to Highway 407 • New hospital offers opportunities to attract life sciences and research and development companies on surrounding employment lands • Potential access to off-site amenities along the Dundas Street corridor	• Employment lands are fragmented, and in some cases are poorly configured for large-scale industrial development. This pose challenges to develop an employment area with a critical mass • Proximity to non-toll highways poses a challenge for marketability towards the warehousing and distribution sectors • Some municipal servicing will be addressed though the development plan for the 14 Mile Creek West and Lazy Pat Property
North Oakville - East Employment District	• Excellent access/exposure to Highway 403 and 407 interchange • Large employment land parcels available • Opportunities for wide range of office and industrial uses	• Employment lands located towards the western boundary of the employment district do not offer direct access to Highway 403 interchange • Similar servicing constraints to North Oakville West Employment District

Employment District	Strengths/Opportunities	Weaknesses/Challenges
	• Opportunity to attract similar industrial uses found in the adjacent City of Mississauga Western Business Park which is nearly built out (comprised of light industrial uses and multi-tenant industrial units) • Proximity to recreational amenities	

At both the regional and local levels, location requirements of industry can vary considerably depending on the nature of the employment sector/use. Employment sectors typically situated in employment areas have varying site-specific requirements. Based on the Town of Oakville 2015-2018 Council's Strategic Plan, four target sectors for employment lands in the Town of Oakville have been identified, including Advanced Manufacturing, Research and Development/Life Sciences ("Knowledge-based"), Corporate Office and Professional, Scientific and Technical Services/Business Services. To be successful in attracting these target employment sectors, employment areas need to have the corresponding attributes and features, as summarized in **Table 5-11**.

TABLE 5-11: EMPLOYMENT SECTOR/LAND USE REQUIREMENTS

Employment Sector/Land Use	Requirements
Advanced Manufacturing[14]	• Access to 400 series/controlled access highways. • Access to skilled and unskilled labour. • Proximity to markets and related industries. • Proximity to US. • Competitive land prices. • Parcel size: 1-4+ Ha. • Buffers from surrounding non-industrial uses. • General or prestige setting. • Expansion potential.
Research and Development/Life Sciences	• Access to skilled labour force. • Proximity to related industry cluster (companies and public institutions such as universities and hospitals).

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[14] Target market as identified in the Town of Oakville 2015-2018 Council's Strategic Plan.

Employment Sector/Land Use	Requirements
("knowledge-based") Sectors15	• Prestige "campus-like" setting. • Parcel size: 1-2 Ha for stand-alone building or facility space within multi-tenant incubator/accelerator type building. • Flexible leasing options. • Proximity to high-order transit (regional connectivity). • Access to on-site amenities and proximity to off-site services.
Corporate Office16	• Prestige setting. • Access to skilled labour force. • Access and exposure to 400 series/limited access highway or major arterials. • Access to on-site amenities and proximity to off-site services. • Parcel size: 1-2 Ha. • Proximity to high-order transit (regional connectivity).
Professional, Scientific and Technical Services/Business Services	• Access to on-site amenities and proximity to off-site services. • Prestige setting. • Access to skilled labour force. • Flexible leasing structures and market choice (multi-tenant versus freestanding office, Class A versus Type B office space and multi-tenant industrial condominiums). • Proximity to transit.

5.4.3 Assessment of Oakville's Employment Districts

Based on the evaluation of Oakville's employment areas and the employment sector/ land use requirements of the target industries, the following conclusions can be made:

- Oakville's existing employment areas are approaching build out, limiting greenfield development potential;
- QEW West Employment District offers a size of critical mass, caters to a broad range of prestige and general employment uses and has excellent access/exposure to 400 series highways;
- Winston Park is a high-caliber park with a prestige "campus-style" character with on-site and off-site amenities. Though vacant industrial land supply is limited, given their

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[15] Ibid.
[16] Ibid.

attractive attributes, opportunities for infill development and redevelopment exist, particularly for office and “knowledge-based” uses and multi-unit industrial;

- The QEW East Employment District is somewhat fragmented. Opportunities to accommodate further large-scale development is limited, with the exception of one remaining large vacant site located on the north side of the QEW Highway;
- Midtown Oakville Employment District, with its amenities and proximity to the QEW and 403 Highways, offers high market potential for office development;
- North Oakville East Employment District, given its relatively large size and proximity to Highway 407 and Highway 403, is well positioned to accommodate a broad range of industrial and office uses; and
- North Oakville West Employment District includes two distinctive areas - the area surrounding the new hospital site and the lands surrounding Highway 407. The employment lands surrounding Highway 407 are fragmented and more limited towards large-scale industrial development. The employment lands which surround the new hospital offer synergies with sectors geared towards health science as well as research and development. The Town is currently reviewing a proposal for the land to the east of the new Oakville Hospital to function as an innovation park.

6 Employment Land Conversions

In Oakville, similar to other Ontario municipalities, there is increasing pressure to convert designated employment lands to non-employment uses, namely commercial, retail and residential uses. A conversion is where a property which is designated for employment uses is converted to allow for non-employment uses. This is often driven by higher demand for commercial and residential development than employment lands. This section describes the context, analysis and recommendations for the conversions of employment lands to non-employment uses in Oakville.

6.1 Context for Conversions

In recent years, the Province has strengthened policy to preserve employment land from conversion pressures. The Provincial Policy Statement (PPS) protects employment land for current and future employment generating purposes. It directs municipalities to maintain a supply of designated employment land over the long term and allows municipalities to plan beyond 20 years for the long-term protection of employment areas. As Oakville is approaching full build-out and knowing its boundaries are fixed, Oakville should reserve priority areas and strategically important lands for employment uses, beyond the time horizon of this study. Lands in proximity to major transportation routes (such as Highway 403, the QEW and Highway 407), higher order transit (such as the Oakville and Bronte GO stations) and large contiguous employment areas are strategically important to preserve for future employment uses. This foundational principle should be forefront in any consideration for employment land conversions.

The PPS identifies that a conversion of employment lands to non-employment uses can be undertaken through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion (policy 1.3.2.2 of the PPS 2014). The Growth Plan goes further by outlining criteria that must be considered including:

a) There is a need for the conversion;
b) The municipality will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan;

c) The conversion will not adversely affect the overall viability of the employment area, and achieve the intensification target , density target, and other policies of the Growth Plan;
d) There is existing or planned infrastructure to accommodate the proposed conversion;
e) The lands are not required over the long term for employment purposes in which they are designated; and
f) Cross jurisdictional issues have been considered.

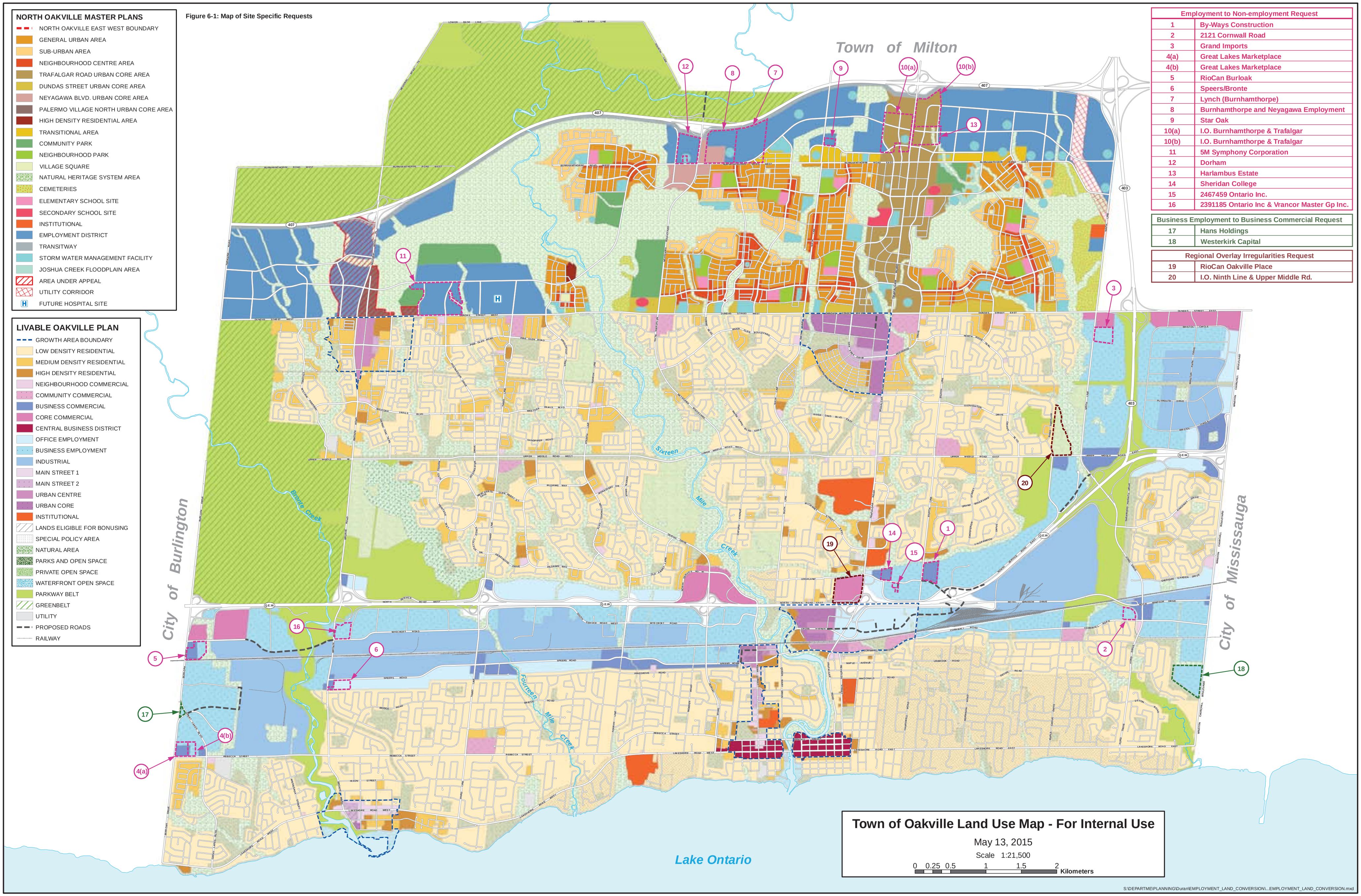
The Town of Oakville includes the Provincial criteria for conversions within the Livable Oakville Plan.

As this Employment and Commercial Review is being conducted for the Town of Oakville within its Municipal Comprehensive Review, there is an opportunity to review the land use designations within the Town's Official Plan. Twenty site specific requests were submitted to the Town as part of this Employment and Commercial Review process to explore possible changes to land use designations or changes to the Regional land use overlay. The twenty requests are illustrated in **Figure 6-1** and include:

- 16 sites which have requested redesignation from employment to non-employment land use (i.e. conversion): Requests # 1, 2, 3, 4a and b, 5, 6, 7, 8, 9, 10 a and b, 11, 12, 13, 14, 15 and 16;
- Two sites with requests for employment land redesignation from Business Employment to Business Commercial designation: Requests # 17 and 18; and,
- Two sites which have issues with respect to irregularities related to regional land use overlays: Requests #19 and 20.

Following confirmation of the Town's Urban Structure, detailed analysis and recommendations associated with each of the conversion requests will be completed.

Figure 6-1: Map of Site Specific Requests



Employment to Non-employment Request	
1	By-Ways Construction
2	2121 Cornwall Road
3	Grand Imports
4(a)	Great Lakes Marketplace
4(b)	Great Lakes Marketplace
5	RioCan Burloak
6	Speers/Bronte
7	Lynch (Burnhamthorpe)
8	Burnhamthorpe and Neyagawa Employment
9	Star Oak
10(a)	I.O. Burnhamthorpe & Trafalgar
10(b)	I.O. Burnhamthorpe & Trafalgar
11	5M Symphony Corporation
12	Dorham
13	Harlambus Estate
14	Sheridan College
15	2467459 Ontario Inc.
16	2391185 Ontario Inc & Vrancor Master Gp Inc.

Business Employment to Business Commercial Request	
17	Hans Holdings
18	Westerkirk Capital

Regional Overlay Irregularities Request	
19	RioCan Oakville Place
20	I.O. Ninth Line & Upper Middle Rd.

Town of Oakville Land Use Map - For Internal Use

May 13, 2015

Scale 1:21,500

0 0.25 0.5 1 1.5 2 Kilometers

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7.0 Reconciling Employment Supply and Demand

The following section provides an overview of the employment land supply and demand, as well as opportunities and constraints of Oakville's employment lands.

7.1 Employment Land Supply and Demand

There is 2,150 gross hectares (5,312 gross acres) of designated employment land in Oakville. Of this total supply, there is approximately 727 net hectares (1,796 net acres) of vacant designated land. After factoring out a land vacancy adjustment (10% of the vacant supply to recognize that some parcels will likely never be developed) there is approximately 654 net hectares of vacant employment land. The Town's estimated 2041 employment land demand is projected to be to be 408 net hectares (1,008 net acres). Accordingly, there is a sufficient supply of employment land to meet the Town's long term demand beyond 2041; however, the following considerations need to be made:

- **The Town's 2041 employment forecast has not been confirmed:** Halton Region is responsible for projecting and allocating population and employment growth projections through the Regional Official Plan. The Regional Official Plan is currently under review. The population and employment forecasts prepared for this Study are intended to support the Town's position for growth as well as informing the Region's Official Plan review process currently underway. The forecasts here within have been prepared based on a thorough review of the growth context for Oakville. The final set of growth allocations for the Town will be determined through the Region's Official Plan review process.

- **North Oakville is a game changer for Oakville:** The majority of the Town's supply is in North Oakville (73% or 535 hectares). North Oakville presents new opportunities for greenfield development that Oakville has not had for some time. As this land is currently unserviced and phasing of servicing will be contingent on adjacent residential developments, there is some level of uncertainty related to the availability of supply and it may not be considered 'shovel ready' from the perspective of a potential investor[17]. Similarly, as significant greenfield land will be made available (which is a change compared to Oakville's typical supply), there are similar uncertainties related to the employment land densities that will be realized.

The following subsection summarizes some of the issues and opportunities in further detail related to employment uses in Oakville.

7.2 Opportunities and Constraints Assessment

The following section describes the key opportunities and constraints related to Oakville's employment land supply and demand.

7.2.1 Key Employment Issues

In addition to the supply and demand considerations, the analysis has uncovered a range of issues related to employment uses in Oakville. Many of the issues are unique to either the north or the south, where the north is facing issues related to Greenfield development and the south is facing challenges related to infill development. The following key issues have been identified:

DISTRIBUTION OF VACANT SUPPLY IS UNBALANCED

There is an unbalanced supply of employment lands in Oakville, with 73% of the vacant employment land supply (74 parcels making up 535 hectares) located in North Oakville, resulting in limited employment land supply in the south. This presents a challenge to the distribution of amenities and overall management of development costs and land prices in the long term.

MOST OF THE VACANT LANDS ARE UNSERVICED

The status of municipal servicing is an important consideration for municipalities to ensure the employment land is ready for development. In North Oakville, much of the current supply is not serviced (84% or 57 parcels making up 450 hectares), with some areas of partial servicing. Based on the Region's Water/Wastewater Master Plan (which is based on the Region's Best Planning Estimates), key servicing infrastructure will be available for all of North Oakville so that full development could occur by 2031. As such, the servicing status of employment parcels is more a short-term challenge than a long term one.

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[17] In economic development, the term 'shovel ready' generally refers to commercial and industrial sites that have all of the surveys, environmental studies, required remediation and public infrastructure completed and in place. Upon approved planning applications, the site is ready to be built on.

THERE IS LIMITED SUPPLY WITH TRANSIT ACCESS

Transit access provides opportunities for employees to have alternative commuting modes and supports sustainable and active lifestyles. Immediate access to higher order transit is an important locational asset to attract major office and service sector investment. Only 35% of the vacant employment land supply has access to existing transit (76 parcels making up 224 hectares). Given the increasing demand for transit, it is important that adequate provisions are made to ensure that long term availability of transit opportunities is considered in the future planning of employment areas.

STABLE EMPLOYMENT USES NEED TO BE PRESERVED

Although Oakville has had significant economic success, the industrial development in the town is relatively young and stability of the existing employment should be preserved (much of Oakville's employment lands have only been developed in the last 20-30 years). As Oakville continues to grow, specific consideration is needed on ways to retain the existing employment base to support the Town's economic success.

7.2.2 Key Employment Opportunities

The following key opportunities have been identified through the employment land review:

THE SUPPLY IN NORTH OAKVILLE PROVIDES MANY LARGER PARCELS

Larger parcels (over 10 hectares) can provide opportunities for land expansive uses such as the advanced manufacturing and wholesale trade industries. Increased parcel size also provides flexibility in the event that a business owner was interested in subdividing their lot. Many of the parcels in North Oakville are over 10 hectares in size (21 of the 74 parcels in North Oakville are 10 hectares or larger), placing the Town at an advantage to many of

EXAMPLE OF IMPORTANCE OF HIGHWAY ACCESS AND VISIBILITY, FORD MOTORS OFFICE, OAKVILLE

EXAMPLE OF NEWER EMPLOYMENT BUILDINGS FOR LEASE, OAKVILLE its neighbours in the GTA where parcel size is a significant challenge.

THE SUPPLY IN NORTH OAKVILLE PROVIDES GOOD HIGHWAY ACCESS AND VISIBILITY

400 series highway access and visibility is a key site requirement for the office, advanced manufacturing and wholesale trade industries. Oakville is ideally located with access to three major highways (QEW, Highway 403 and Highway 407) and has generally located employment uses along these corridors. Of the employment land supply, almost all of the supply in North Oakville is within three kilometres of a Highway 407 interchange and many of the parcels also have direct visibility from the 407. This is an important asset for the Town.

THERE ARE OPPORTUNITIES FOR INTENSIFICATION AND REDEVELOPMENT

While most of the land in the south portion of Oakville is built-out, there are a number of opportunities for intensification and infill within the occupied employment lands. Optimized utilization of available space and the consideration of underground facilities for storage or alternatively increased building heights within the employment area are some options to aid in ensuring potential for in-situ expansion of local industries, specifically around the two higher order transit stations.

THERE ARE OPPORTUNITIES TO IMPROVE EXISTING EMPLOYMENT AREAS

The introduction of amenities such as transit, sidewalks/trail linkages, and streetscape improvements, as well as other supportive services (daycares, restaurants, etc.), could aid in improving the attractiveness of the area to new businesses and help to retain existing businesses. This is particularly important for those employment areas bounded by business commercial uses, as employers seeking to site their operations in these locations would likely be selective about the aesthetic and quality of life factors associated with them.

THE EMERGENCE OF INNOVATION DISTRICTS PROVIDES AN OPPORTUNITY FOR CLUSTERED KNOWLEDGE-BASED EMPLOYMENT GROWTH

Innovation districts are an urban model for employment which responds to the preferences of where people and firms want to locate and the environment in which they want to work. Often they include leading edge anchor institutions and companies clustered and connected with start-ups, business incubators and accelerators. This proximity and connectivity is intended to stimulate economic activity. For Oakville, the new North Oakville Hospital can become a catalyst to developing a hub of complementary facilities and services and a driver for new technologies, industries and businesses that rely upon the Hospital itself. The Town may wish to consider other areas that can be leveraged to accommodate some or all elements of an innovation district. Innovation clusters provide an opportunity for the Town to proactively attract knowledge based investors and should be planned for.

8.0 Policy Directions and Recommendations

The Town of Oakville is well suited for significant economic growth and prosperity. The existing policy framework for the Town's Main Street areas provide for a strong mix of uses, a range of retail and services to support the community needs, and employment to allow live and work opportunities. Within the existing urban area a focus on retaining commercial and employment lands to serve long term needs, promoting intensification and continuing to improve the built environment will position Oakville well for years to come.

In North Oakville, a very different approach is needed. The North Oakville Secondary Plan areas provide 3,160 hectares of new urban land, including 326 hectares of commercial/mixed use lands and 765 hectares of employment lands. This represents a significant opportunity for development, prosperity and community growth.

The following subsection outlines policy directions and recommendations for commercial and employment land planning in the Town of Oakville, recognizing these two very different paradigms.

8.1 Employment Policy Directions and Recommendations

1. **Maintain a strong Town-wide supply of employment lands**

   There is a need to protect the Town's vacant and occupied employment land supply for the long term. The Town's employment lands are essential to economic growth and prosperity, as well as providing opportunities to live and work in the community. As the Town is planning for full build-out, it is important that land be maintained for employment uses over the long term.

The lands along the QEW, Highway 403 and Highway 407 are well suited to accommodate industrial uses, and should be maintained to continue to accommodate a majority of the Town's economic base.

The significant land becoming available for development in North Oakville provides a strategic opportunity to attract new employers and investors to support Oakville's growth. In order to maintain a strong supply and support Oakville's long term prosperity, it is recommended that the Town preserve strategically important land for future employment purposes well beyond the next 20 years.

2. **Resist large scale conversion of employment lands**

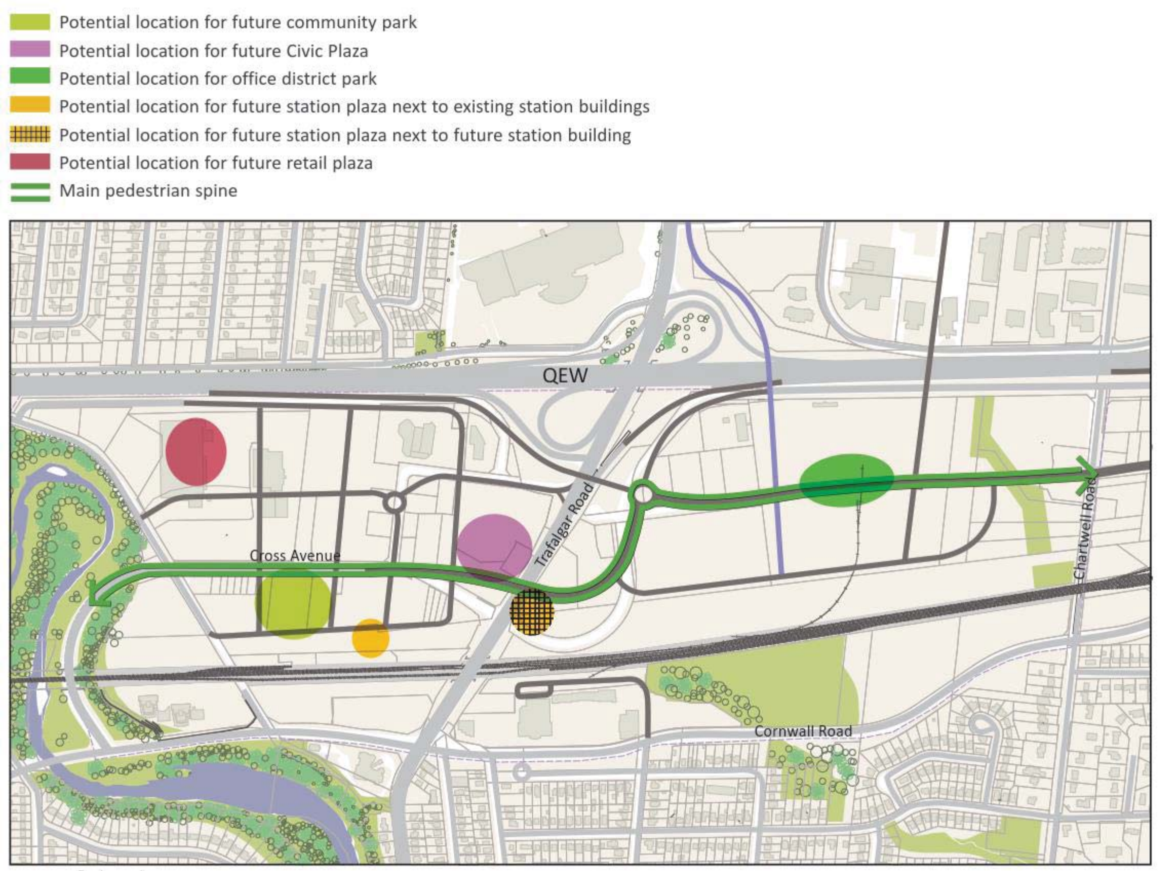
   North Oakville employment land development has not begun, and significant conversion of land would be premature. Employment lands in North Oakville will need time to establish themselves in the marketplace before consideration for non-employment uses should be given. In addition, the Town is limited by current supply, as geographic expansion will not be possible. For these reasons, it is recommended that the Town resist large scape conversions and retain strategic employment lands beyond the next 20 years.

3. **Consider minor site specific conversions that are appropriate**

   It is recognized that there is a need to preserve Oakville's employment lands for employment uses. However, it is also recognized that under some circumstances, a conversion may be justified for planning and economic reasons, but such decisions must be made using a systematic approach and methodology. Following confirmation of the Town's Urban Structure, detailed analysis and recommendations associated with each of the employment land conversion requests should be completed.

4. **Enhance the policy framework for Midtown to promote mixed use development**

   Midtown Oakville is designated as an Urban Growth Centre in Places to Grow, and a mobility hub within the Metrolinx regional transportation plan. To encourage development, it is recommended that the Town explore policy alternatives (e.g., regeneration area) that provide the flexibility to consider non-employment uses where deemed appropriate (e.g., along Trafalgar Road), while maintaining the minimum target for people and jobs.



Designing Midtown Part Two (Figure 23) Parks and Open Spaces

5. **Revitalize the lands around the Bronte GO Station Area**

   The lands around Bronte GO Station are largely developed and function as stable general industrial lands. With a focus on office investment and the need to attract the knowledge based sector, the Town should focus development around its higher-order transit areas. Significant investment would be required before the area can be re-visioned as a mixed use, transit supportive neighbourhood. The Town should undertake a detailed Station Area Plan to identify the long term potential for this area to evolve into a transit supportive node.

6. **Comprehensively plan for an Innovation District surrounding the North Oakville Hospital**

   It is recommended that the Town undertake a comprehensive review of the employment lands to the north, east and west of the hospital lands. Non-employment uses that support the function of the Health Oriented Mixed Use Node (e.g., secondary uses, commercial and residential development) should be considered in addition to employment uses. Assessment of the town-wide transportation and transit network, as well as servicing conditions, should also be part of this review to ensure capacity for the proposed land uses.

Please note, the supply and demand analysis for employment and commercial lands will likely need to be adjusted following the confirmation of the larger land use plan for the innovation district, which may have significant impact to the findings presented in this report.

7. **Recognize the existing function of Speers Road**

Speers Road has been identified in the Livable Oakville Plan as a corridor, to be further studied to confirm long-term land uses and opportunities for suitable intensification. The following considerations should inform the Town's Speers Road Corridor Study:

- **Planned function and vision for the corridor:** The area functions as a transition area and buffer from the employment area to the north and the residential area to the south. This transitional role should be maintained to manage compatibility between residential and employment uses.
- **Suitable land use designations to accommodate an appropriate and compatible range of commercial uses**: The Town should consider an expanded Business Commercial designation or an alternative commercial

designation for the corridor (or portion thereof) that recognizes its current function. In other municipalities designations such as "Arterial Commercial" or "Service Commercial" are used to accommodate this range of commercial uses.

- **Implementation of the preferred design from the Speers Road Environmental Assessment**: The preferred design will include the reconstruction of a 5 lane road with dedicated bike lands, as well as boulevards and sidewalks along both sides of the corridor. This cross section has the ability to achieve the desired multi-purpose road function. Property impacts will need to be assessed.
- **Streetscape and urban design**: The Town should consider the existing lot pattern, building frontages and opportunities for the framing of the street, streetscape features, urban design elements and pedestrian realm improvements.
- **Support for higher-order transit**: Transit supportive development should be promoted in proximity to the Bronte GO station.
- Include transition policies and incentives to support implementation.

8. **Direct office development to priority areas**

It is recommended that the Town continue to seek to attract major office development. Priority employment areas for office development should include:

a. **North Oakville Plan Areas** - gateway locations which offer direct exposure to Highway 407 and Highway 403 and are located within proximity to highway interchanges. Employment lands which are located within proximity to the junction of the Highway 407 and 403 interchange are anticipated to be particularly marketable for office development. The Town should designate lands in these priority locations for office development (Office Employment designation).

b. **Livable Oakville Plan Areas** - lands which offer direct exposure to the QEW corridor, proximity to highway QEW interchanges and proximity to the Oakville VIA rail/GO station and Bronte GO station. Priority for office development should be within the Midtown Oakville Urban Growth Centre. A Secondary Plan for this area would help define the role and function of the mixed-use node.

9. Harmonize employment land use designations and policies

In order to present a one-town approach, it is recommended that the Town review the employment land policies in a comprehensive manner to identify areas for harmonization and alignment between the plans. As the Livable Oakville Plan reflects the desired town-wide land use policy framework, the lands within North Oakville should be brought into the existing structure of the Livable Oakville Plan to provide harmonized employment land use designations.

10. Allow for a broader range of amenities within employment areas

With the growth in knowledge-based sectors, changing demographics and related employee needs, employment areas with amenities are more desirable to businesses and investors. Many of Oakville's existing employment areas would benefit from the introduction of additional amenities. The following changes to land use permissions are recommended:

- **Business Commercial**: Personal and professional services such as fitness centres, banks, drycleaners, daycares (subject to compatibility) should be promoted to locate in proximity to employment areas. The permitted uses within the Business Commercial designation includes "service commercial uses" however specific mention of personal and professional services which can be associated with the broader employment area would be beneficial.

- **Office Employment**: Limited convenience retail, accessory retail and service commercial uses, including restaurants, are currently permitted in conjunction with the permitted uses (major offices, offices, hotels, public halls, light industrial and training facilities). The restriction for being permitted "in conjunction with" the permitted uses should be reconsidered.

11. Designate additional Business Commercial lands

The Town should designate additional Business Commercial sites, within the existing Industrial and Business Employment designations, at gateway locations (i.e. arterial road intersections). It is recommended that the Town consider the following priority areas:

- Southwest Oakville (QEW West) – west of Third Line;
- Southwest Oakville (QEW West) – east of Third Line, north of CN Rail line; and

- Winston Park West – Ninth Line south of Dundas Street.

In addition, the Town should introduce Business Commercial designations within North Oakville along major arterial roads where the service commercial and convenience retail uses can serve surrounding business and the travelling public. Priority areas should include:

- Along the new Burnhamthorpe Road including clusters at major north-south streets such as 6th Line;
- Along Dundas Street between Tremaine Road and the new north-south minor arterial roads to the east;
- Along Neyagawa Boulevard north of Burnhamthorpe Road south of Highway 407; and
- Along Bronte Road, south of Highway 407.

Some additional site specific analysis may be required to size each of the new additional areas.

12. **Update policies on land use compatibility**

It is recommended that a new policy be added to address potential noise, odour and air quality impacts of employment uses on adjacent lands in order to mitigate potential land use conflicts. These policies would be particularly useful for areas designated Business Employment which permits a wide range of industrial and office uses.

13. **Update employment design guidelines**

Policies to support higher quality urban design will assist in addressing land use compatibility issues, while improving the marketability and public realm within the employment areas. The Livable By Design Urban Design Manual includes guidelines for low-rise non-residential buildings including employment and/or industrial uses.

The guidelines should be enhanced to specifically address the range of different employment typologies including stand-alone office, industrial facilities (e.g. places of production), warehousing, and mixed facilities (office/warehousing/production). They should identify appropriate guidelines for each, including:

- Site layout and building design considerations (e.g. setbacks, building orientation, landscaping, parking, etc.);
- Design and location of amenity areas;
- Internal circulation (e.g., managing pedestrian safety with trucking goods movement and traffic);
- Site access;
- Location and screening of loading areas;
- Location and screening of garbage/recycling areas;
- Lighting;
- Sustainable/green infrastructure; and
- Security, if needed.

14. Encourage employment land intensification and more efficient use of employment lands

A policy framework and designation for regeneration areas should promote intensification and revitalization of strategic areas. Minimum and maximum parking standards and the implementation of a Traffic Demand Management Strategy should also be considered to promote intensification. In addition, the Town should work with landowners of large infill or redevelopment sites to assess interest and feasibility of redeveloping the lands for employment purposes.

15. Work with Halton Region to track the alignment of growth to best planning estimates

As the Region is currently undertaking its Official Plan comprehensive review process, it will be important to work closely together to align targets and associated requirements for infrastructure and phasing. Updated information regarding the interest and timing of employment land growth in Oakville should be

used during the next update to the Region’s Best Planning Estimates, anticipated in 2019.

16. **Develop a monitoring program**

The Town should establish a monitoring program. Currently the Town monitors and reports on a 7 year trend for non-residential development. In order to assess if growth is on target, planning approvals and building permit data should be tracked on an annual basis and compared to the growth projections and available vacant employment land supply.

17. Work with Halton Region and other levels of government to identify proactive approaches to infrastructure

The Town should work with the Region and other levels of government to proactively plan for municipal servicing to meet demand and explore creative methods for front end financing for infrastructure (such as Development Charges).

18. Address inconsistencies between the Region’s Employment Area overlay designation and the Town’s employment areas

The Town should continue to work with the Halton Region to address the inconsistencies between the Region’s Employment Area overlay designation and the Town’s employment land use designations. The inconsistencies should be addressed through the Region’s comprehensive review currently initiated.

Appendix A

TABLE A1: DESIGNATIONS WITHIN THE LIVABLE OAKVILLE PLAN WHICH PERMIT SOME EMPLOYMENT USES

Section of OP	Designation	General Description of Permitted Uses	Range of Employment Uses
14.3	Office Employment	Land use is primarily for prestige office uses. Permitted uses include major offices and offices, hotels, banquet halls, meeting halls and convention centres, light industrial uses and training facilities and commercial schools. Limited convenience retail, accessory retail and service commercial uses, including restaurants may be permitted.	Limited
14.4	Business Employment	Intended to provide for a wide range of business and industrial uses. Permitted uses include offices and light industrial uses such as manufacturing, assembling, processing, fabricating, repairing, warehousing and wholesaling. Banquet halls, meeting halls and convention centres and training facilities and commercial schools may also be permitted.	Full range
14.5	Industrial	Intended to provide for heavy industrial operations. Permitted uses include light industrial, heavy industrial operations such as manufacturing, assembling, processing, fabricating, refining, repairing, warehousing, and wholesaling. Outdoor storage may be permitted. Training facilities and commercial schools where they are related to and supportive of an industrial use may be permitted. Waste processing station, waste transfer station and transportation terminal may also be permitted.	Full range
14.6	Business Commercial	Intended to provide for service commercial and convenience retail uses to support surrounding employment areas and travelling public. Permitted uses include hotels, training facilities and commercial schools, automobile related uses, including restaurants. Offices may also be permitted.	Limited

TABLE A2: DESIGNATIONS WITHIN THE NORTH OAKVILLE SECONDARY PLANS WHICH PERMIT SOME EMPLOYMENT USES

Section of Secondary Plan	Designation	General Description of Permitted Uses	Range of Employment Uses
8.6.5	Employment District	Intent is to protect for and establish a range of development opportunities for employment generating industrial, office and service employment uses. Permit a full range of employment uses including light industrial, business and professional office uses and medical clinics, service establishments, public uses, institutional uses including places of worship, vocational schools, sport and recreation and places of amusement, automobile related uses, ancillary retail, research and development, information processing, call centres and similar uses, computer based services including design studios. In areas not abutting the Health Oriented Mixed Use Node the following additional permitted uses apply: general industrial; operations within enclosed buildings, outside storage and outside operations incidental to industrial operations; transportation terminal; works yard and outside storage yard; and, waste processing station and waste transfer site (subject to a zoning by-law amendment).	Full range
7.6.4.3	Trafalgar Road Urban Core Area – Core Area 1	The land use policies for Core Area 1 establish it primarily for employment related uses including offices and industrial buildings with office components and the general configuration of these uses shall be: a) Office centre b) Prestige industrial c) Mixed use	Wide range