



Proposed Hotel, North Service Road West & Queen Elizabeth Way The Town of Oakville

Planning and Urban Design Rationale Report

Prepared by The Planning Partnership
March 2018

table of contents

1.0 Introduction	5
2.0 Subject Site and Surrounding Context.....	7
2.1 Regional and Local Context	7
2.2 Dorval Crossing	10
2.3 Subject Site	12
2.4 Surrounding Uses	13
2.5 Transportation Network	16
2.5.1 Road Network	16
2.5.2 Transit Network	17
3.0 Proposed Hotel	19
3.1 Description of Proposal	19
3.2 Required Approvals	26
4.0 Provincial Policy Framework	27
4.1 Provincial Policy Statement	27
4.2 Growth Plan for the Greater Golden Horseshoe 2017.....	28

5.0 Regional & Local Planning and Regulatory Framework	33
5.1 Halton Regional Official Plan	33
5.2 Town of Oakville Official Plan	38
5.2.1 Town of Oakville Official Plan Review.....	45
5.3 Town of Oakville Zoning By-law 2014-14	47
6.0 Technical Studies	53
6.1 Functional Servicing and Stormwater Management Report	53
6.2 Traffic Impact, Parking, and Loading Study.....	54
6.3 Arborist Report.....	56
6.4 Geotechnical Report.....	58
7.0 Conclusions	59
Appendix A Urban Design Brief	

1 introduction

This Planning Rationale and Urban Design Report (the “Report”) has been prepared in support of applications to amend the 2009 Town of Oakville Official Plan and Town of Oakville Zoning By-law 2014-14 in order to permit a new 7-storey hotel on a vacant property known legally as Part 10, Registered Plan 20R-5377, Town of Oakville, Regional Municipality of Halton (“Subject Site”).

The Subject Site is located along the south side of North Service Road West, adjacent to the Queen Elizabeth Way (“QEW”) Kerr Street exit off-ramp (“QEW off-ramp”). The Subject Site is 6,792.50 square metres in size and of a triangular shape with approximately 104 metres of frontage along North Service Road West, a dimension of 244 metres adjacent to the Dorval Crossing property line, and 125 metres of frontage facing the off-ramp.

Located adjacent to Dorval Crossing, a significant commercial node within the Town, the Subject Site is mostly surrounded by ground-oriented retail and service commercial uses. Within this context, the Subject Site represents the last remaining undeveloped parcel in the area that is surrounded by development. The establishment of this use at this location will add to, support and complete this comprehensively planned commercial node south of North Service Road and on both sides of Dorval Drive.

The Town’s planning framework seeks to create strong commercial centres and employment opportunities to support the growing population, while also encouraging the intensification of existing commercial areas rather than establishing new ones. Additionally, large retail-commercial areas have been evolving into mixed-use nodes, with more emphasis on walkable, higher density streetscapes. Hotels can contribute to this emerging framework and context by

providing short-term accommodation options and attracting local tourism to enhance established commercial areas. By providing a hotel within this node with high levels of amenities for the tourist and business traveller, it also enhances the experience for these groups.

Dorval Crossing has and continues to be an important commercial area within the Town, containing over 50 stores for a combined total of approximately 30,000 square metres of retail and service commercial space. This includes a mix of larger format big box stores and smaller format retail stores and service oriented establishments.

The Subject Site’s triangular shape and location behind Dorval Crossing are challenging for establishing a similar type of commercial development that has defined the growth of its surrounding area. Its vacancy is likely to continue if the approach is to hold out for retail uses. Regardless, at the moment, the Subject Site is not positively contributing to the streetscape or this node. An opportunity therefore exists to explore additional uses that can effectively overcome these site constraints and result in a new use suitable for the Subject Site, which will improve the streetscape and benefit the area.

This Report outlines and supports the proposal to develop a new, 7-storey, mid-range hotel (“the proposed hotel”) with 114 rooms. The hotel is proposed to be oriented parallel to North Service Road West and perpendicular to the QEW off-ramp, situated and centred on the northern portion of the Subject Site, adhering to setback requirements for properties adjacent to Provincial highways. A total of 95 surface parking spaces will be provided towards the side and rear lands of the Subject Site, adjacent to the servicing lane for the commercial plaza to the south.

The proposed hotel's main entrance is oriented towards North Service Road as it begins to wrap westwards, with the ground floor designed to emulate a retail like facade, with glazing to provide views into and out of the proposed hotel, flexible outdoor seating areas to animate the street, and a canopy to provide shelter, all of which will significantly improve upon and contribute to the vitality of the public realm.

In order to permit the proposed hotel, amendments to the Town of Oakville's local Planning Framework are required on a site-specific basis as follows:

- Official Plan Amendment ("OPA") – A Site-specific amendment to allow 'Hotel' as a permitted use in the Core Commercial designation; and
- Zoning By-law Amendment ("ZBA") – A Site-specific amendment to the Town's Zoning By-law 2014-14, and By-law 2009-089 to establish new site-specific provisions and to add a 'Hotel' as a permitted use.

An application for Site Plan Approval will be submitted in the future to further articulate the more specific design details of the proposal.

The Planning Partnership has undertaken this work and prepared this report to evaluate the proposed hotel and the submitted OPA and ZBA applications in the context of all applicable Provincial, Regional and local planning policies and regulations. The Report will also assess the proposal in the context of good urban design considerations and whether, overall, it is appropriate and represents "good planning".

2 subject site and surrounding context

2.1 Regional and Local Context

The Subject Site is located in the Town of Oakville, a lower-tier municipality within Halton Region that occupies the southwestern edge of the Greater Toronto Area (GTA). Halton Region also includes the lower-tier municipalities of the Town of Halton Hills, the Town of Milton, and the City of Burlington.

Within the Region, the Town of Oakville extends south from Highway 407 to meet Lake Ontario, and stretches between Highway 403 and the City of Mississauga, Peel Region, in the east, and the City of Burlington in the west.

The Town of Oakville is Halton's largest municipality in terms of population and has an established economic base of both manufacturing and office development. Based on the 2016 Census and Employment Survey, this amounts to 193,832 persons and 86,000 jobs city-wide, which accounts for 38% of the Region's total employment.

Generally, both the Region and the Town have recently experienced relatively high commercial growth rates. In 2016, Halton Region's Employment Survey identified an increase of 4,273 new jobs, 2% higher than the 2015 increase. The majority of this growth occurred in Oakville and Burlington.

The Employment Survey further notes that Oakville's location relative to major transportation corridors, including the QEW and Highways 403 and 407, continues to offer the Town opportunities for growth and investment attraction for diverse industries. The distribution of jobs in Oakville are outlined in Table 1. Notably, accommodation and food services opportunities represent the lowest proportion of jobs in Oakville.



Figure 1 - Regional Context within the Greater Toronto and Hamilton Area (GTHA)

Table 1: Distribution of jobs in Oakville (Halton Regional Municipality)

Types of Employment	Number of Jobs
Manufacturing	12,812
Retail Trade	11,218
Education Services	7,605
Professional, Scientific and Technical Services	7,422
Accommodation and Food Services	6,415

As such, the Town of Oakville has traditionally played an important economic role on a regional scale, with its robust employment and commercial growth generally located along the QEW and the CN railways, and with emerging commercial areas to the north. Major Commercial Areas within the Town include Oakwoods Centre, Oakville Place, and Dorval Crossing, to which the Subject Site is adjacent. The Town of Oakville is also home to several major manufacturers, most notably the corporate headquarters and a production factory of Ford Motor Company of Canada Limited.

The proximity of these areas to Highway 403 and QEW and the relationship between commercial areas and transportation corridors provide convenient access to the larger Greater Toronto and Hamilton Area (“GTHA”), the expansive Provincial highway system, as well as to Pearson International Airport. These commercial areas therefore have regional and local importance, often attracting customers and visitors throughout the GTHA. Additionally, the existing GO Transit and CN Railway facilities and continued functions have played an important role in defining the Town’s urban structure. A more in-depth discussion of these transportation modes and services’ importance is provided in Section 2.5 of this Report.

Hotels have generally located in proximity to major Highways throughout the Region. The QEW has emerged as the predominant commercial and employment corridor, with hotels being clustered near off-ramps to support these surrounding areas. Additionally, these locations are popular and convenient for travelers throughout the Region, as evident near other off-ramps throughout, particularly on Trafalgar Road and Bronte Road. Figure 2 demonstrates the location of hotels along the QEW corridor.

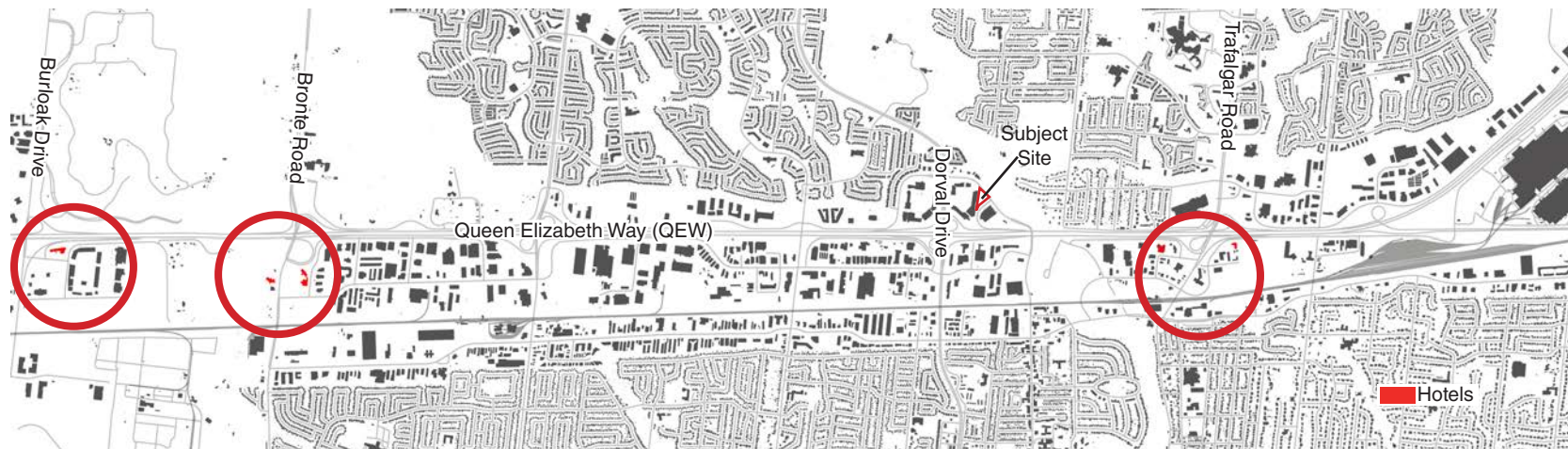


Figure 2 - Hotel locations along the QEW

Within this Regional context, the Subject Site is also located adjacent to an off-ramp, along North Service Road West in the Dorval Crossing commercial area to the north of the QEW. This area is bounded by the QEW in the east, Glen Abbey Golf Club in the west, 16 Mile Creek in the north, and a low-density residential neighbourhood in the south. A more detailed overview of this surrounding area is provided in the following sections.

The majority of Oakville is built-out, creating an increased emphasis on intensification for achieving growth and development as more of the greenfield areas to the north

eventually become developed. As reviewed in Section 4.0 of this Report, Provincial growth management directives under the *Places to Grow Act* require municipalities to accommodate a certain percentage of future population and employment growth for the Region through intensification, particularly in denser, urban contexts within the inner ring such as the Town of Oakville. The Town of Oakville, like many other urban Canadian municipalities, has a limited amount of Greenfield development land remaining available. The Town's growth and land constraints have led to examining ways of increasing densities for all types of development.

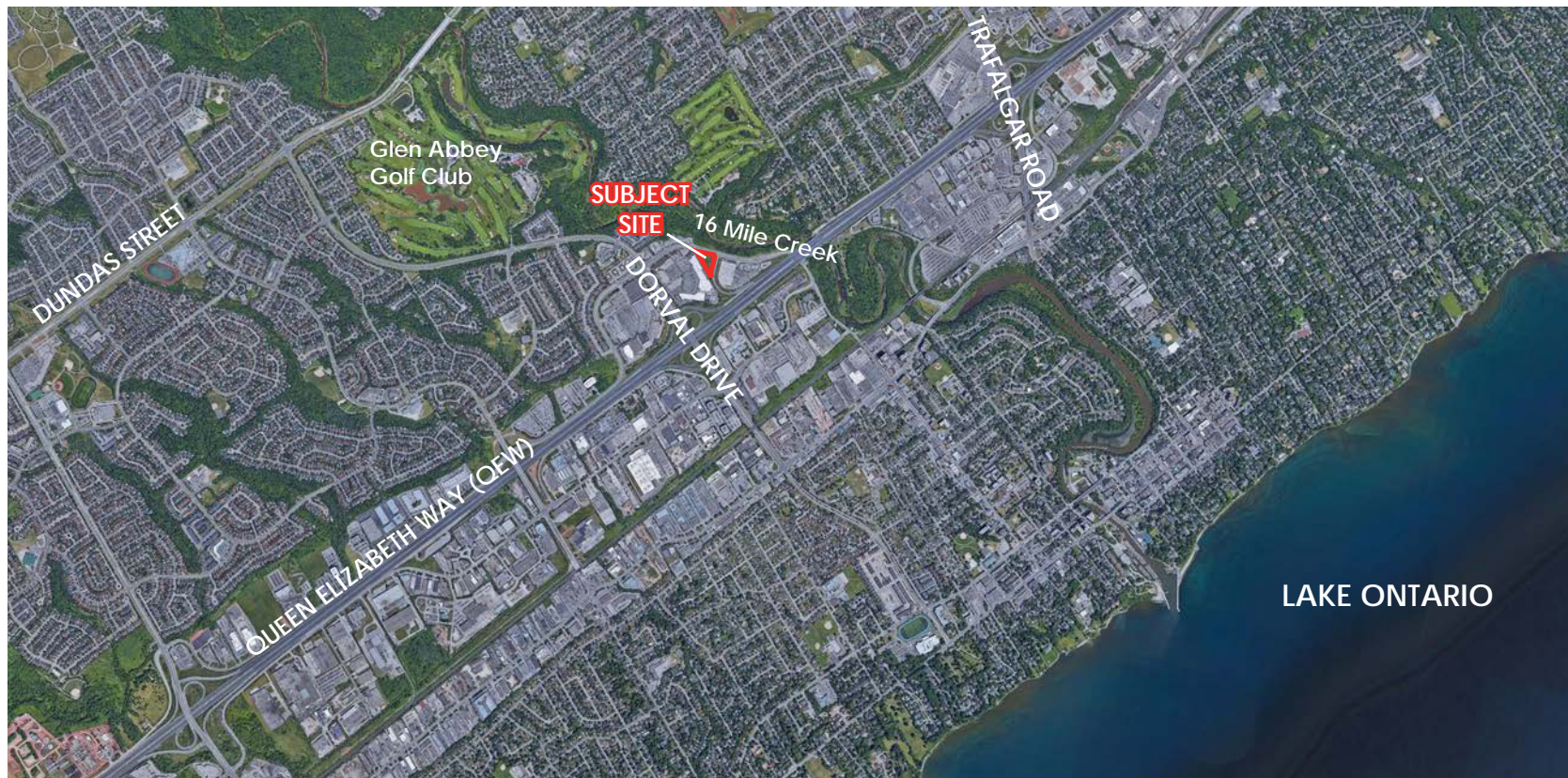


Figure 3 - Local Context

2.2 Dorval Crossing

Dorval Crossing is a large, single storey commercial development that sits between the QEW and North Service Road West, straddling both sides of Dorval Drive. It has a wide range of retailers, restaurants, and services. Within the commercial area are various major “big box” anchor tenants and a number of smaller, supportive uses such as banks, a fitness centre, and offices. While being mostly a retail area, Dorval Crossing offers travellers a number of commercial options, including a range of restaurants and service uses.

Dorval Crossing is important from a regional and local perspective given the location of these major commercial uses, and the relative ease of access from the QEW.

Dorval Crossing is generally defined by two separate east and west commercial areas on either side of Dorval Drive, but effectively functions as one large commercial node or area. Dorval Crossing East, adjacent to the Subject Site, has a lot area of 19,000 square metres. Dorval Crossing West is slightly smaller and has a lot area of about 10,000 square metres,



Figure 4 - Distribution of Uses at Dorval Crossing

with 28 diverse stores and services. A car service repair and car wash centre are located at the rear of the Dorval Crossing East plaza, facing the Subject Site and accessed through the loading and servicing road that abuts the Subject Site to the south.

Despite being largely retail focused, Dorval Crossing has a number of compatible additional uses that support the commercial function of the area including a Service Ontario outlet, and a number of banks, restaurants, and other personal service uses focused on nails, dentistry or health and wellness. Maintaining a healthy mix of service, retail and commercial uses, but also appropriate supportive uses, is important for the overall health of commercial areas as it provides choice to users, which thereby attracts a greater number of consumers. Figure 4 demonstrates the full range of uses located in Dorval Crossing.

Dorval Crossing is a fairly active and successful ongoing development as evidenced by there being very few vacancies at any one point. A review of all commercial areas, inclusive of Dorval Crossing, undertaken as part of the Town's ongoing Official Plan Review is discussed in Section 2.5 of this Report. As noted in the Town's review, Dorval Crossing has a vacancy rate of 2.5% which is lower than the Town's average of 4.3%. Furthermore, the majority of the Dorval Crossing is already developed, with intensification essentially being the only remaining direction or option for growth. The Subject Site

remains as one of the few outstanding vacant parcels of land within the commercial area. As this is the last remaining piece to be developed through intensification, it does not mean that the proposal must be identical, or conform to the parcel fabric or the established built form of the area, but it should be compatible and should help to enhance the area when considering an Official Plan change to permit the uses.

The majority of the trips to Dorval Crossing are made by personal vehicle, as reflected by the expansive area of parking facilities located within the centre of the east and west blocks. Most of Dorval Crossing's "big-box" anchor tenants are located adjacent to the QEW, where signage is clearly visible from the highway. The buildings are generally located around the perimeter of the blocks, with entrances primarily oriented towards the interior of the Dorval Crossing commercial area, while some others face outwards to North Service Road West and Dorval Drive. As a result, the rear of these buildings and their servicing areas are adjacent to the Subject Site.

A review of the Subject Site and surrounding uses are described in the following subsections of this Report.

2.3 Subject Site

The Subject Site is triangular in shape with a total area of approximately 6,800 square metres. The Subject Site has dimensions of approximately 104 metres of frontage along North Service Road West, 245 metres adjacent to the commercial centre to the southwest, and frontage of 125 metres along the QEW exit ramp. Currently, the Subject Site is vacant, undeveloped, and unmaintained, with grass, sparse vegetation and limited perimeter tree planting.

The Subject Site's triangular shape and location to the rear of the established plazas makes it difficult to integrate fully into the surrounding commercial area. These challenging site elements suggest that the viability of the Subject Site for typical retail or service commercial development at this location may not be possible, or desirable. MTO limitations place further restrictions on the location and layout of structures, as well as upon the location and amount of parking and landscaping possible for the Subject Site.

In response, it is suggested that a free standing use building at this location is better suited to the Subject Site's size, shape, and location, as well as access. A hotel is an appropriate use as it will have synergies with, and be supportive of, the surrounding commercial uses, without needing to be completely integrated with surrounding properties. Further, a free-standing use such as a hotel is considered a more appropriate use than a retail use, as a hotel can function quite independently yet receive benefit from and contribute to the surrounding commercial uses and area. The hotel also provides an opportunity to enliven and animate the street frontage of the Subject Site along North Service Road West/ Kerr Street. Notwithstanding the requirements of the MTO, there is also an opportunity to create hotel uses with common areas, with substantial glazing that will be visible to and from the street and more engaging than retail, which could turn its back to the street.



Figure 5 - Subject Site

2.4 Surrounding Uses

The Subject Site occupies a triangular parcel behind Dorval Crossing East at the northern junction of the QEW exit ramp and North Service Road West, also within the larger Dorval

Crossing commercial area. A healthy range of land uses and amenities, extend beyond this commercial area which are described as follows:

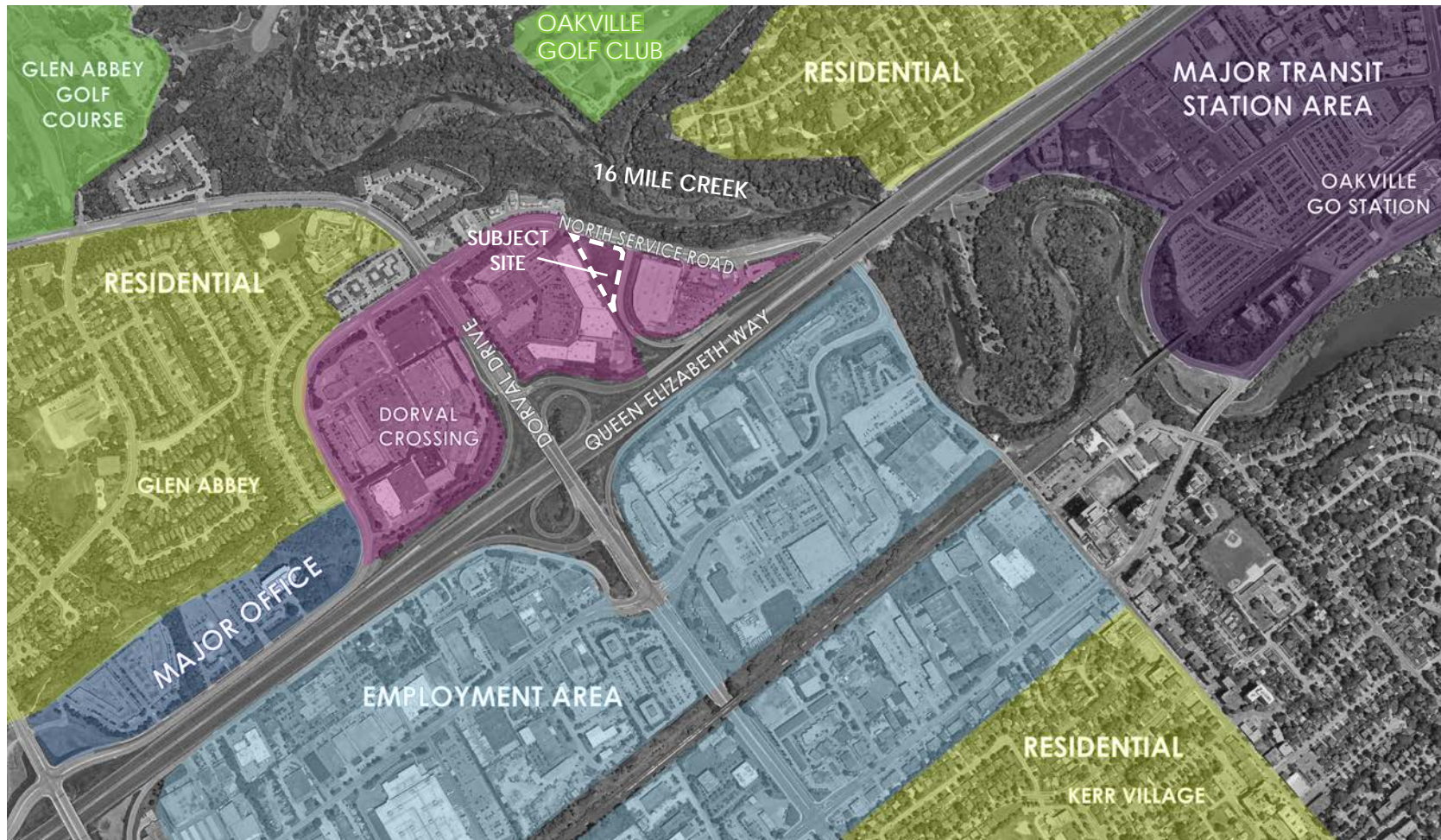


Figure 6 - Surrounding Uses

NORTH: Neighbouring the Subject Site to the north is North Service Road West, a four-lane Minor Arterial Road with a concrete median. Existing walkways are located on the south side of North Service Road West, which connect the Subject Site to the surrounding area. Beyond North Service Road West is a vegetated open space comprised of mature trees, shrubs and grassy open space.

Beyond this vegetation, the grades lower substantially to 16 Mile Creek, a significant tributary in the Region that connects to Lake Ontario.



Image 1 - Looking north towards 16 Mile Creek

EAST: The QEW westbound off-ramp is located immediately adjacent to the Subject Site to the east. Existing highway traffic is currently directed from the highway onto North Service Road by a stop sign, with both left and right turning lanes existing. Further to the East adjacent to the QEW off-ramp are single storey commercial retail uses consisting of a Canadian Tire Store, Mark's Work Warehouse and a Canadian Tire Gas station.



Image 3 - Looking east towards Canadian Tire Complex



Image 2 - Looking west along North Service Road West



Image 4 - Looking south at Dorval Street and Wyecroft Road at medium density office uses

SOUTH: The Subject Site abuts the internal servicing road for the Dorval Crossing East, which can be described as a series of single storey commercial buildings. The internal servicing road is used for existing loading and waste disposal sites for Dorval Crossing. Beyond the internal servicing road is the QEW, an 8 lane Provincial Highway, as further described in Section 2.4 of this Report.

Further beyond the QEW is an existing employment area that comprises a mix of office, industrial, and small scale retail uses. Higher density office buildings are found immediately south of the QEW and Dorval Drive.



Image 5 - Looking south towards rear of Dorval Crossing



Image 6 - Looking northwest from Dorval Street and North Service Road West at medium density residential uses

WEST: The Subject Site abuts the eastern half of the Dorval Crossing commercial area to the west. This area includes a wide range of big-boxed retailers such as Staples and Bed Bath and Beyond. Vehicle access to Dorval Crossing East from North Service Road is located near the west property line of the Subject Site.

Oakville Golf and Glen Abbey Golf Club are both within close proximity northwest and could serve to be a significant draw for local and regional tourism traffic to the area. However, there is very little in the way of overnight accommodation to serve these uses in the immediate area.

The Abbey Centre, a commercial plaza that houses a Dairy Queen, Starbucks Coffee, Allstate Insurance, and Il Fornello, among other service, retail and food establishments, is located to the west of the Subject Site along North Service Road. Also located to the west are the Glen Abbey Co-ops and a 6 storey apartment complex comprised 3 apartment blocks. Existing 3 storey townhouses are also located across the street, adjacent to the apartment blocks. These higher density residential uses suggest that more intense uses are appropriate and desirable for the area.



Image 7- Glen Abbey Golf Course, west of the Subject Site

2.5 Transportation Network

2.5.1 Road Network

The Subject Site is located immediately adjacent to the Kerr- Street-QEW off-ramp, and within short proximity to the QEW highway corridor. The QEW is a provincial 400 series highway that connects the City of Toronto to the United States, through Halton Region, Hamilton, and Niagara Region to the west. To the east, the QEW connects to Highway 427, which provides convenient access to Pearson Airport, making the proposed hotel easily accessible for international or domestic visitors. On a local scale, the QEW passes through the centre of Oakville, providing a primary and continuous east-west connection through the Town. The Highway is generally framed by commercial and employment uses as it travels through Oakville, which is important for the movement of people and goods.

The Subject Site also has frontage on North Service Road West, a 4-lane Minor Arterial Road as identified on Schedule C of Oakville's Official Plan that travels from the Subject Site westwards to circle Dorval Crossing before straightening to the west and following parallel to the QEW, terminating at Waterdown Road in Burlington. Dorval Drive is a Major Arterial North South Road that bisects Dorval Crossing, which begins at Lakeshore Road West and ends at Upper Middle Road in the north.

Located adjacent to the Subject Site along North Service Road West are on-road integrated (painted) bike lanes. This route leads into Oakville's downtown and is part of Oakville's expanding cycling infrastructure. Signed On-Road Bike Routes are located along Dorval Drive within the vicinity of the Subject Site. These routes provide alternative travel modes for both employees and guests from the proposed hotel into Downtown Oakville and vice-versa.

Ministry of Transportation Building and Land Use Policy (2009)

The Subject Site is located approximately 150 metres from Provincial Highway QEW. Pursuant to the Ministry of Transportation ("MTO") policies and regulations in regards to developments adjacent to Provincial highways, a minimum setback of 14 metres is required. This setback distance is defined in Appendix A to the Corridor Management and Land Use Policy manual.

According to Section 3.4, the setback is measured from the nearest extremity of a building (wall of building including the wall or support, but not the eave, of any deck, veranda, porch, outside stairway, deck, or canopy) to the property line. As noted in Section 4.0, the construction of any building, or any alternations to landscaping (including the placement of trees, shrubs or hedges), or signage are required to obtain permits from MTO.

The 14 metre setback applies to restaurants and shopping centres, and to hotels which are considered Building - Commercial under Appendix A. As such, the proposed hotel is subject to the same MTO setback that would be applied to any type of commercial development within the designation. As demonstrated in Section 3.1 of this report, this set back requirement has been met and is reflected in the proposed site plan.

2.5.2 Transit Network

The Town of Oakville is well connected by a strong Regional GO Transit Network, located along the Lakeshore West rail line that provides regular service to and from Downtown Toronto, operating all year round. The Oakville GO Station is located approximately 3 kilometres away from the Subject Site, and the Bronte GO Station is located approximately 4 kilometres away, or 15 minutes by Transit, further increasing the desirability of a hotel for this location for Regional travellers.

The Lakeshore West GO Train services both Bronte and Oakville GO Stations. Trains along the Lakeshore West line run at a frequency of approximately 20 to 30 minutes, with increased frequencies during rush hour travelling eastbound towards Toronto in the morning, and westbound trains in the evening. GO train service generally ends at 1:00am across the Lakeshore East and West GO Train lines.

In terms of local transit service, Oakville Transit's Route 18 Glen Abbey South provides westbound service to Bronte GO Station and eastbound bus service to Oakville GO Station. The North Service Road West (Bus stop ID 3228) and Dorval Drive (Bus stop ID 2748) stops are located approximately 50 metres across the street from the northwest edge of the Subject Site, and approximately 100 metres to east of the Subject Site, respectively.

Bus route 18 provides half hourly service in both directions during weekday hours, between roughly 6:00 am and 11:30 pm. This service is reduced on weekends, switching to hourly service and beginning at 7:00 am on Saturdays, and 8:00 am on Sundays. The proximity of the route to the Subject Site enables guests of the hotel with additional access options for convenient and quick access to two GO train stations that connect to the larger Regional network.

Overall, the Subject Site is well connected to both local and regional transportation networks through existing highway and arterial road connections, excellent connectivity to GO Transit, local bus networks and access to planned active transportation routes. Further, local cab and Uber service provide additional options for guests to stay and have access to the Regional transit system without necessarily requiring the need for a rental car. The intensification of the Subject Site is appropriate given these attributes.

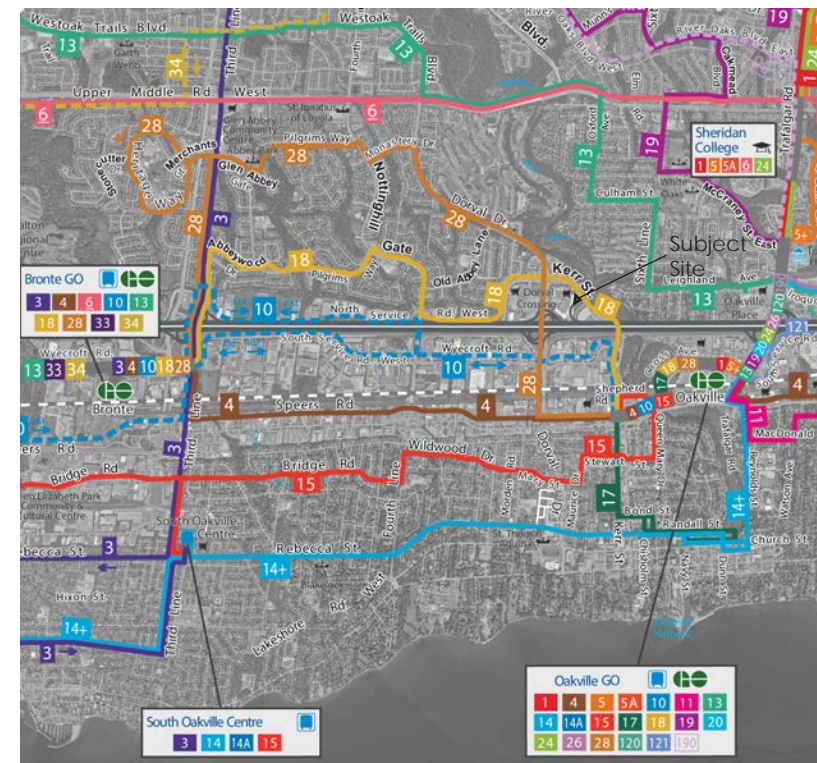


Figure 7 - Oakville Transit Network



Figure 8 - Rendering of Proposed Hotel

3 proposed hotel

3.1 Description of Proposal

The development proposal is for a 7 storey, 114 room hotel with a number of amenities and services for guests, including a lobby, fitness centre, breakfast area with outdoor patio, and indoor pool. As defined by Zoning By-law, the proposed hotel has a total Gross Floor Area of approximately 5,146 square metres and is more specifically comprised of:

- 114 Hotel Rooms (48 King Rooms, 6 King Room Accessible suites, 54 Double Queen rooms, and 6 Queen accessible rooms) located on floors 2-7. In total, floors 2 to 7 have a cumulative Gross Floor Area of 4,381.3 square metres.
- Recreation and meeting facilities accessory to the function of the hotel on the first floor, with a Gross Floor Area of 526 square metres.
- Remainder of the building includes back of house facilities including employee areas, mechanical facilities and corridors comprises of a Gross Floor Area of 238.6 square metres.

The proposed hotel is a contemporary design and has a FSI (floor space index) of about 0.76 with a building height of 23.78 metres to the tallest point on the parapet. The building is proposed to be oriented parallel to, and set back 3.5 metres from, North Service Road West, perpendicular to the QEW off-ramp. The north façade of the building along North Service Road West is designed to emulate a retail-like entrance, with glass used at grade to facilitate an interior and exterior connection between public spaces and to animate the hotel entrance.

It should be noted that the site design is heavily influenced and affected by MTO requirements. The building has been purposefully designed around the minimum 14 metre MTO setback. However, the design of the proposed hotel responds to this requirement by maximizing space and creating a strong edge along the North Service Road frontage. This perpendicular orientation not only provides for a direct pedestrian connection and a greater percentage of built frontage, but also provides for the primary entrance being directly visible from the Street, providing for a desirable urban design approach.

The proposed building massing is typical for mid-rise hotels, being a relatively consistent floor plate for all 7 storeys. The building facades contain a variety of different building materials which provide differentiation among the different facades into distinct components in a striking contemporary design.

The main entrance and sign is framed by a strong central element containing a raised parapet and distinct materials. Significant glazing is provided on all upper building facades. The ground floor of the building also contains a significant amount of glazing, particularly for the western and eastern facades. Windows are also provided on the north and south facades, with the north (front) façade also including a significant amount of ground floor glazing. This enhances the pedestrian environment, providing for a more engaging and transparent ground level.

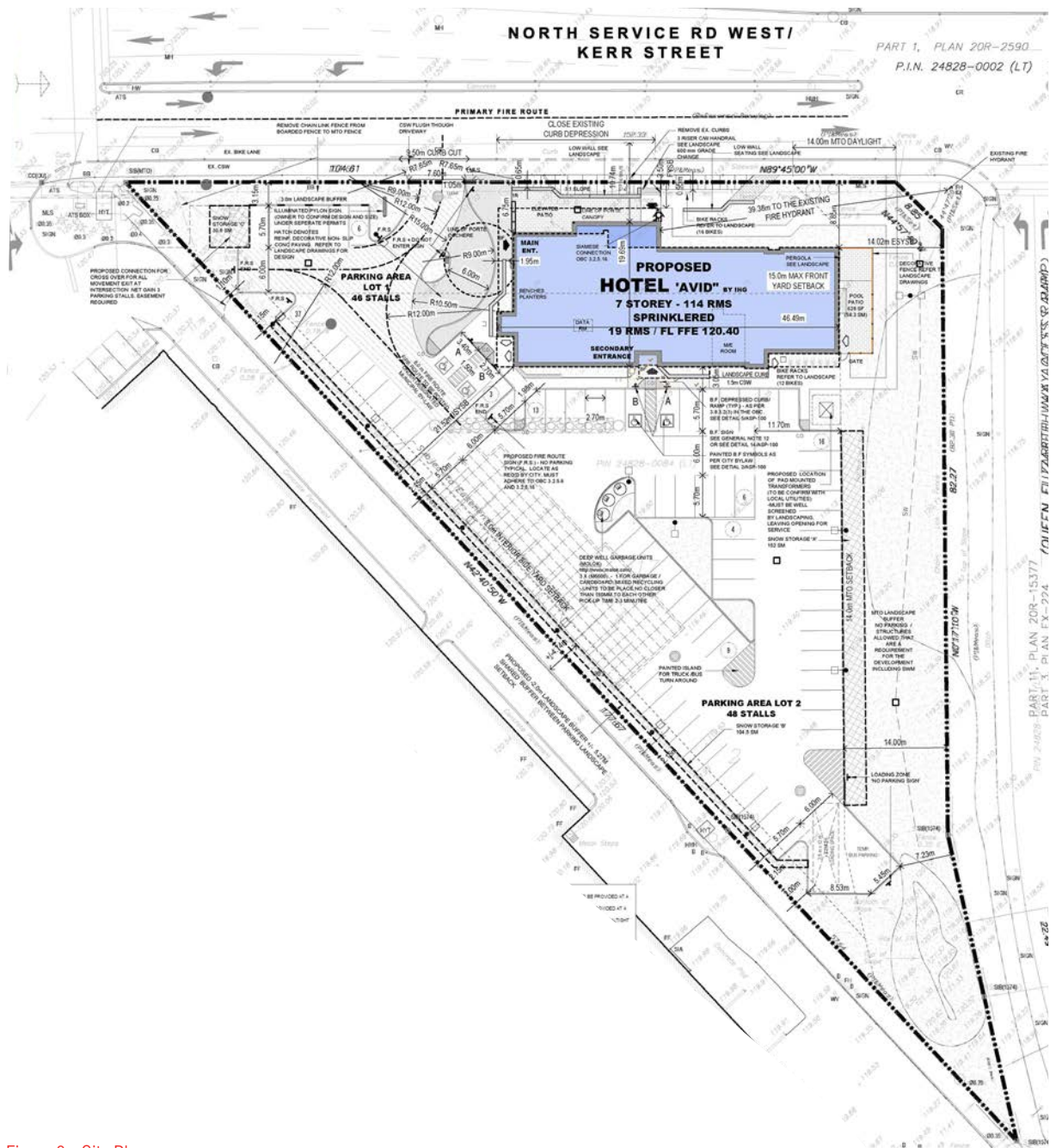
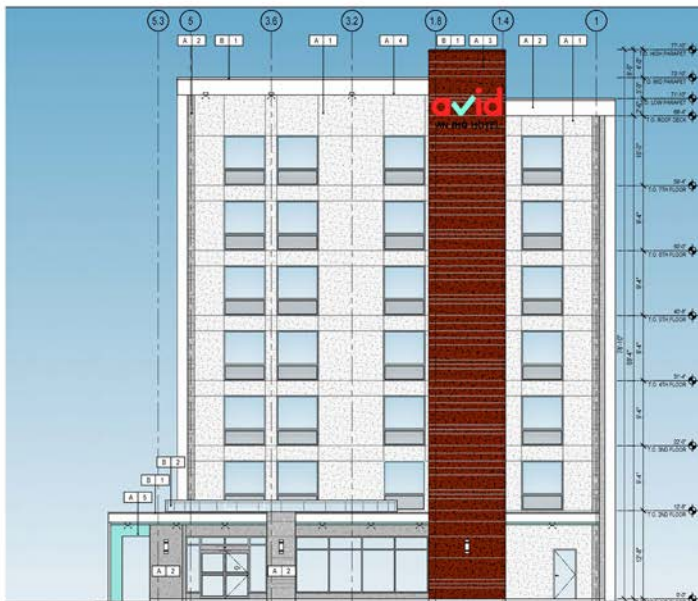


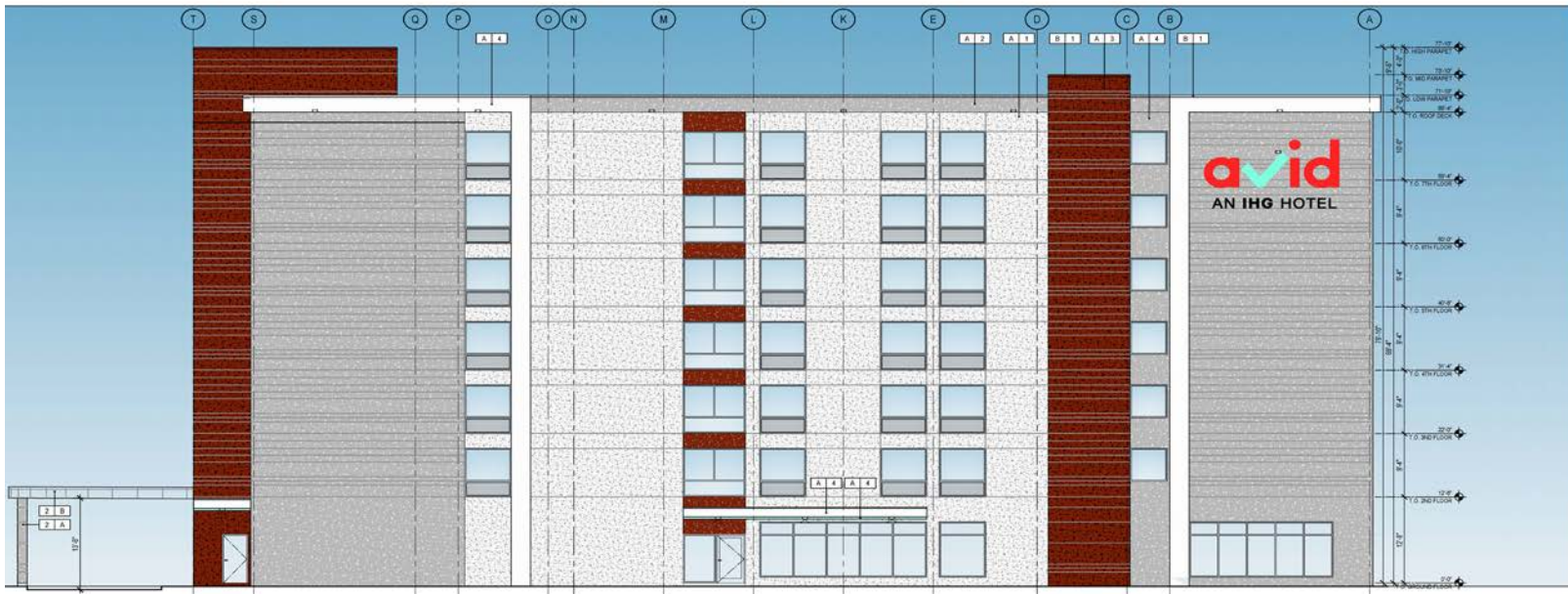
Figure 9 - Site Plan



FINISH LEGEND

- A 1** EIFS | GEMSTONE| LIGHT GRAY
- A 2** EIFS | GEMSTONE| MEDIUM GRAY
- A 3** EIFS | GEMSTONE| TERRACOTTA
- A 4** EIFS | STUCCO | WHITE
- A 5** EIFS | STUCCO | LIGHT BLUE (AS PER BRAND)
- B 1** METAL CLADDING | MATTE | COLOR TO MATCH ADJACENT WALL COLOR TYP.
- B 2** ACM PANEL | CHROME FINISH

Figure 10 - West and North Elevations



FINISH LEGEND

- A 1** EIFS | GEMSTONE | LIGHT GRAY
- A 2** EIFS | GEMSTONE | MEDIUM GRAY
- A 3** EIFS | GEMSTONE | TERRACOTTA
- A 4** EIFS | STUCCO | WHITE
- A 5** EIFS | STUCCO | LIGHT BLUE (AS PER BRAND)
- B 1** METAL CLADDING | MATTE | COLOR TO MATCH ADJACENT WALL COLOR TYP.
- B 2** ACM PANEL | CHROME FINISH

Figure 11 - East and South Elevations

Building Exterior

The proposed hotel building is designed with both simplicity and character through boasting a “fresh, vibrant design that is familiar” that creates a lasting impression. Instead of a traditional port cochere that is typically associated with hotels, a simple canopy with a light blue underbelly enables views into the proposed hotel from the parking lot. This transparency is also fostered with the glass material surrounding the corner entrance and the proposed outdoor seating area.

The proposed hotel incorporates several pedestrian friendly components to encourage walkability both internally and externally to the Subject Site. Most importantly, the building has a primary entrance that is closer to and oriented towards North Service Road West. The entrance contains generous pedestrian access and a roof canopy that clearly illuminates the front façade. A direct pedestrian connection leads from the primary building entrance to/from North Service Road West.

Parking, Loading and Servicing

The proposed location of the hotel in the southeast corner of the lot reinforces the strongest possible built form along North Service Road West and orients the proposed parking areas for the development towards the rear of the Subject Site where it faces the servicing road of Dorval Crossing, which is desirable from a strong urban design perspective.

The proposed hotel provides 95 surface parking spaces towards the rear of the Subject Site. Included in the proposed hotel are 2 Type A and 2 Type B barrier free parking spaces located adjacent to the building and within close proximity to both entrances flanking decorative non-slip walkways. To encourage active transportation, the proposed hotel includes a total of 16 bike parking spaces along North Service Road West and additional 12 spaces to the rear of the building. The proposed pedestrian circulation plan depicts how cycling facilities will relate to existing bike lanes located on North Service Road West.

Vehicular access to the Subject Site will be obtained through a new proposed driveway to North Service Road West. This access arrangement allows for the proposed hotel to establish a strong edge along North Service Road West and the QEW off-ramp intersection. At the same time, parking is located to the rear of the Subject Site, minimizing the visual impact of the surface parking from the pedestrian realm. The access arrangement also allows motorists to enter the Subject Site towards the proposed drop-off area, a key function for the operation of hotels, which is reinforced by heavy-duty paving. The proposed access is designed in accordance with MTO’s corridor management and access setback requirements for Provincial highways.

Recycling and garbage disposal facilities and temporary bus parking are found at the south-eastern most corner of the Subject Site, greatly minimizing its impact on the proposed hotel and pedestrian environment. Also located in this corner of the Subject Site is a 3.5 metre by 12 metre loading space. Snow storage for all parking areas is proposed along the internal perimeters of the Subject Site. Pad mounted transformers that will be well-screened through landscaping features are also proposed to be located towards the rear. .

Landscaping

The landscape approach to the Subject Site has been designed to provide an inviting environment for visitors. The proposed number and location of all plantings and landscaping features are conceptual, with the intent being to finalize landscape details at the time of Site Plan submission. However, the preliminary landscape plan illustrates how an improved soft landscape environment can help create an inviting hotel environment and animate North Service Road West.

A mix of deciduous and coniferous trees are proposed along on all frontages of the Subject Site, which enclose the Subject Site and create usable amenity space for two separate outdoor patios. In total, the proposed hotel includes 50 new trees, which will help increase the overall tree canopy coverage in the area. The preliminary landscape plan also illustrates a variety of additional soft landscape areas, which include a range of shrubs and grasses. Overall, the proposal includes 40% soft landscaping surfaces, with no existing trees to be removed from the Subject Site in accordance with the Town's Livable by Design Guidelines.

An outdoor patio is proposed adjacent to the North Service Road West frontage. Trees and lower level plantings are proposed along the frontage of North Service Road West, with decorative paving for the patio area. The landscaping treatment adjacent to the patio area is intended to provide a weather protected outdoor amenity space and a usable outdoor dining space. Modular dining tables and chairs allow for a flexible space.

A second outdoor patio is proposed along the frontage adjacent to the QEW off-ramp. The patio will be fenced, and include a pergola structure and lounge seating. This area will be completely buffered by a densely planted coniferous tree screening to ensure that noise and visual disturbances associated with cars and trucks are minimized to the greatest extent possible.

Concrete walkways are proposed along the entire exterior of the building, to connect the parking areas, the two outdoor patios and all entrances to the building. These walkways also include three separate connections to North Service Road West, greatly contributing to the walkability of the street as whole.

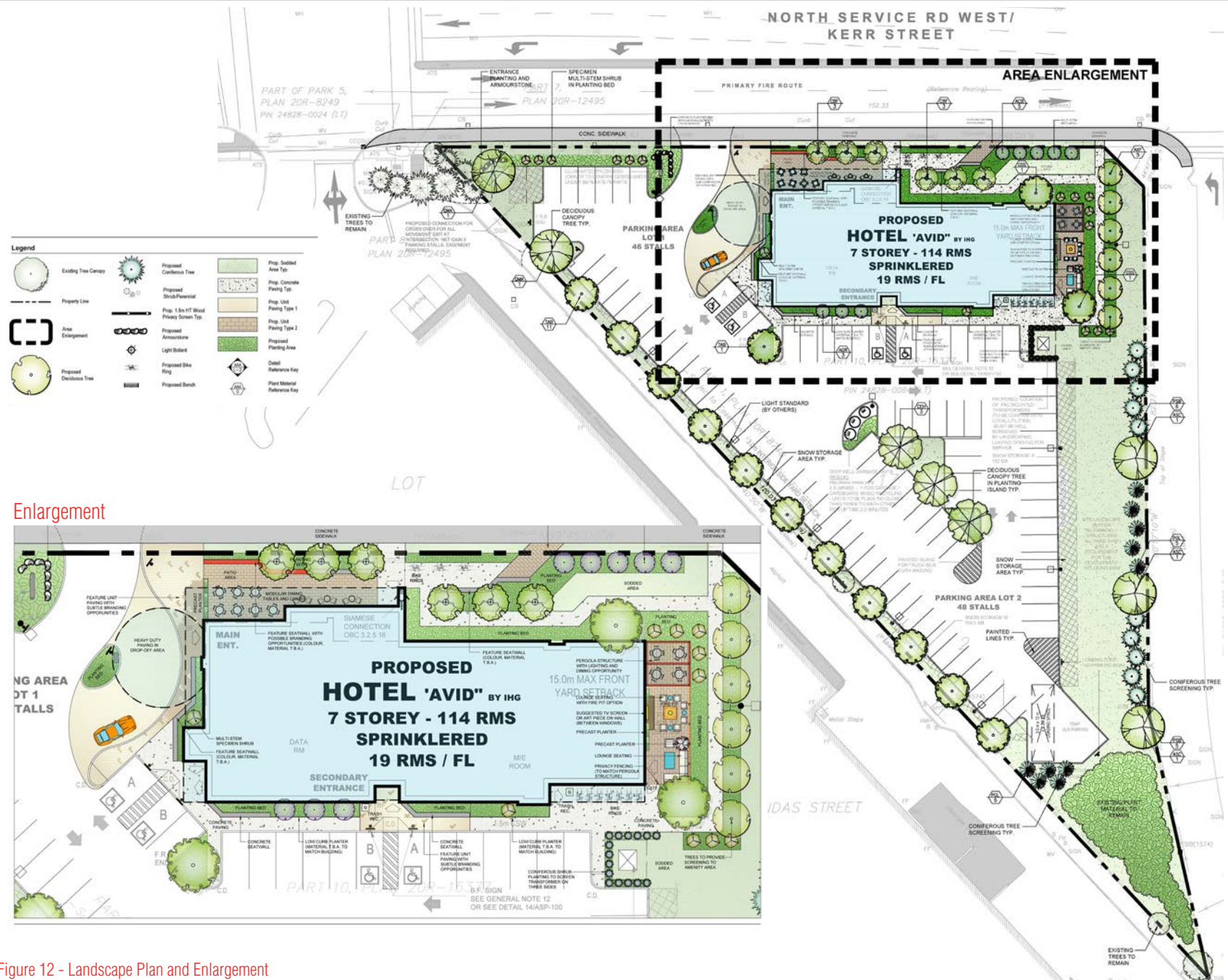


Figure 12 - Landscape Plan and Enlargement

3.2 Required Approvals

An Official Plan Amendment and a Zoning By-law Amendment are required to permit a 7-storey hotel with 114 rooms on the Subject Site. The Subject Site is currently designated as “Core Commercial” under the 2009 Town of Oakville’s Official Plan wherein a hotel is not a permitted use.

The proposed Official Plan Amendment will amend the Official Plan to establish a site-specific policy applicable to the Subject Site that would add a ‘Hotel’ as a permitted use.

The proposed Zoning By-law Amendment will revise the zoning of the Subject Site under By-law 2014-14 to implement the proposed OPA. A site-specific C3 zone exception is proposed as the base and to add a hotel to the list of permitted uses. Specifically, the Draft Zoning By-law Amendment includes the following provisions:

- To permit a ‘Hotel’ on a site-specific definition in order to recognize the proposed use;
- To reduce the minimum landscape buffer from 3.0 metres to 1.10 metres on the interior side yard;
- To reduce the minimum lot area from 4.0 hectares to 0.5 hectares;
- To increase the maximum permitted projection (parapet) above the roofline from 2.0 metres to 2.8 metres;
- To increase the maximum permitted projection (canopy) to 3.0 metres into the front yard, and 10.0 metres into the interior side yard; and,
- To allow for 95 parking spaces, whereas 134 parking spaces are required.

The OPA and ZBA applications are supported by a multi-disciplinary project team that has evaluated the proposal from a number of different technical areas. Based on the pre-consultation meeting dated August 23, 2017, the following technical studies have been submitted in support of these applications:

- Functional Servicing and Stormwater Management Report
- Stormwater Management Report
- Arborist Report, Tree Vegetation Study and Protection Plan, including Tree Canopy Cover Plan and Calculation
- Record of Site Condition
- Transportation Impact Analysis including Parking Justification Study
- Landscape Plan (conceptual) and Pedestrian Circulation Plan
- Vehicle Movement Plan

Further to the pre-consultation checklist dated August 23, 2017, this report, the completed application form, and the additional supporting materials identified by the Town through the pre-consultation process constitute as a complete application under the *Planning Act*. The conclusions for the supporting technical studies are further discussed in Section 7 of this Report.

4 provincial policy framework

4.1 Provincial Policy Statement

The Provincial Policy Statement (“PPS”) is issued under the authority of Section 3 of the *Planning Act* and provides Provincial direction related to three key land use planning principles including building strong communities, wise use and management of resources, and protecting public health and safety. All decisions affecting planning matters “shall be consistent” with the PPS.

Section 1.0 of the PPS sets out policies associated with efficient land use and development patterns that support health, livable and safe communities, protect the environment and public health and safety, and facilitate economic development. Section 1.1 of the PPS outlines the means through which these communities are achieved, including:

- Promoting efficient development and land use patterns;
- Accommodating an appropriate range and mix of residential (including housing for older persons), employment, institutional and other uses to meet long-term needs; and,
- Promoting cost-effective development standards to minimize land consumption and servicing costs.

The proposed hotel is consistent with the policy framework of the PPS by providing for intensification of an underutilized site in an efficient and cost-effective manner. The proposed hotel supports the creation of diverse uses within close proximity to transit and a Provincial highway, with efficient access to regional transit. The proposal provides a modest increase in density and provides a more compact urban form, suitable within its context.

Sufficient land must also be available to meet projected population and employment needs over a 20-year time horizon. In “Settlement Areas”, such as Town of Oakville, this land is to be made available through “intensification” and

“redevelopment”. The intensification of the vacant site through the proposed hotel will therefore contribute to providing a broader range and mix of uses in the area for the travelling public who will patronize these existing uses, and any future intensification of this area that occurs once the proposed hotel is complete.

In addition to establishing this growth hierarchy, Section 1.1.3 also identifies settlement areas as the focus of growth and development, and requires land use patterns in settlement areas to be based on “densities and a mix of land uses which:

- Efficiently use land resources;
- Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
- Minimize negative impacts to air quality and climate change, and promote energy efficiency;
- Support active transportation; and,
- Are transit-supportive, where transit is planned, exists or may be developed...”

Planning authorities are also required to identify appropriate locations, and promote opportunities, for intensification, while encouraging appropriate development standards that facilitate a compact built form. The proposed hotel represents the intensification of the Subject Site, which is served by a wide range of existing services, infrastructure and amenities. This intensification will allow for the more efficient use of these resources and the Subject Site itself and will support transit usage through the creation of additional density along North Service Road West. The location of the proposed hotel will also benefit and support the adjacent commercial uses and businesses, which include a wide range of restaurants and retail stores within walking distance.

Regarding sewage, water and stormwater, the proposed hotel will be connected to existing municipal and water services, which have sufficient capacity to accommodate the proposed hotel in the area. The proposed hotel will provide for appropriate stormwater management, in accordance with policy 1.6.6.7 of the PPS. Details related to site servicing are further discussed in the submitted Functional Servicing and Stormwater Management Report.

Section 1.7 of the PPS pertains to Long-Term Economic Prosperity. Broadly speaking, these policies relate to proposing opportunities for economic development and community investment readiness. Section 1.7.1.h, denotes providing opportunities for sustainable tourism development.

As there are no other hotels located in the immediate area, and the proposed hotel allows for the creation of a stronger and more sustainable tourism economy in the area. This will benefit not only the adjacent commercial uses, but also the Employment Area and specific uses to the south by attracting short-term visitors, whether it be for tourism, or business to the area. Policies related to attracting tourism in Halton Region are further discussed in Section 5.1 of this Report. However, the proposed hotel will further support this objective by providing accommodation for the visitors to Oakville who will utilize the retail and commercial services and recreational amenities provided in the area, contributing to the Town's and the Region's economy. Therefore, the proposed hotel strongly supports the principles behind creating long-term economic prosperity articulated in the PPS.

Based on a detailed review and analysis of all applicable policies, it is our opinion that the proposed OPA and ZBA is consistent with the Provincial Policy Statement.

4.2. Growth Plan for the Greater Golden Horseshoe 2017

The Growth Plan for the Greater Golden Horseshoe 2005 was prepared and approved under the *Places to Grow Act, 2005* and took effect on December 16, 2004. The Growth Plan for the Greater Golden Horseshoe 2017 (the "Growth Plan"), as part of the 10-year review of the Plan, came into effect on July 1, 2017 and establishes a comprehensive growth management strategy to the year 2041 for municipalities within the Greater Golden Horseshoe ("GGH") Area, inclusive of the Town of Oakville.

The Growth Plan guides decisions on a wide variety of issues, including transportation, infrastructure planning, land use planning, urban form, housing, natural heritage and resource protection in the interest of promoting economic prosperity. The intent of the Growth Plan is to promote healthy communities, to maintain a strong economy and to protect the environment.

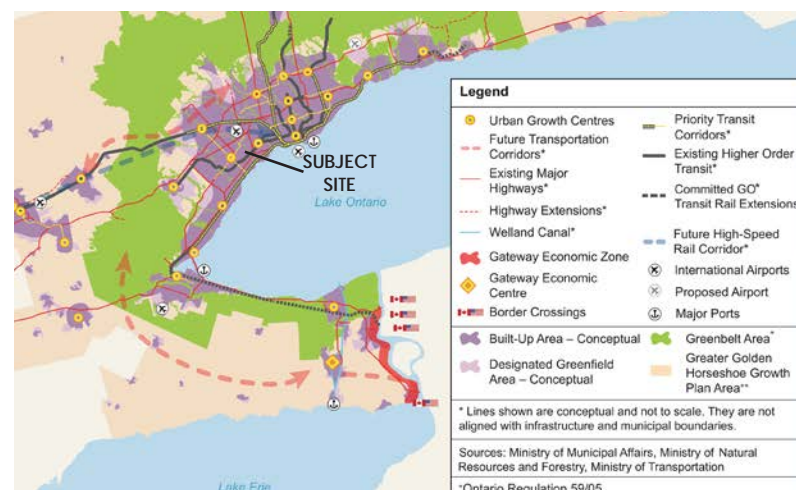


Figure 13 - Schedule 6 - Growth Plan for the Greater Golden Horseshoe

The Subject Site is located within Oakville's Built Up-Area, as shown on Figure 13, and the Town is further identified as a Primary Settlement Area within the Region.

Section 2.2.1 of the Growth Plan directs how population and employment growth is to be managed in the GGH. Specifically, population and employment forecasts are provided for all upper- and single-tier municipalities in the GGH, including Halton Region. The Growth Plan forecasts the 2041 population and employment for the Region to be 1,000,000 persons and 470,000 jobs respectively. Halton Region's Official Plan provides more specific growth and employment forecasts for each of its lower-tier municipalities, including the Town of Oakville, as reviewed in Section 5.1 of this Report. However, a Regional conformity exercise to implement the 2017 Growth Plan's employment and population forecasts has not yet been completed, but is currently underway.

An underlying theme and major policy focus of the Growth Plan is the creation of "complete communities", which are defined as:

"Mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts".

In accordance with Section 2.2.1.4, the policies of the Growth Plan are intended to be applied in order to support the achievement of complete communities that:

- Feature a diverse mix of uses and convenient access to services and amenities;

- Improve social equity and overall quality of life;
- Ensure the development of high quality compact built form, an attractive and vibrant public realm, including public open spaces, through site design and urban design standards; and,
- Integrate "green infrastructure" and "low impact development".

As reviewed in Section 2 of this Report, different areas of the Town of Oakville already have the characteristics of complete communities, particularly higher density, mixed-use nodes and identified Growth Areas. The Subject Site is located in an area that exhibits many of these complete community characteristics, including access to public transit and active transportation infrastructure, access to food options, recreational amenities and public service facilities, and compact built forms in some areas. The proposed hotel will enhance these, and other complete community characteristics, in the node by:

- Providing for the intensification of the vacant, significantly under-utilized parcel;
- Provide convenient access to existing transit and transportation connections, retail and commercial restaurants within walking distance;
- Provides a more compact built form, supporting a high-quality design and contemporary design principles such as close orientation to the street, and landscape buffering to support a walkable community; and,
- Utilization of more contemporary, modern and sustainable design and infrastructure including the use of Low Impact Development (LID). This includes providing for appropriate stormwater management through the use of LID techniques, as discussed in the submitted Stormwater Management Report, and summarized in Section 7.0 of this Report.

The Growth Plan states that the majority of this growth is to be through intensification within the delineated built boundary of the Town. Section 2.2.2.4 of the Growth Plan states that all municipalities will be required to develop an intensification strategy to achieve the desired urban structure through encouraging intensification. Furthermore, this strategy will identify the appropriate type and scale of development and transition of built form to adjacent areas. The structure for intensification is identified by the Region of Halton Official Plan, as noted in Section 5.1 of this report, and by the Town of Oakville Official Plan, as noted in Section 5.2. As highlighted in both these sections, the modest intensification proposed for the Subject Site is in keeping with regional and local intensification approaches. Furthermore, the proposed hotel meets the broader objectives for the Growth Plan by introducing greater density in an area that is already well served by transit and transportation networks.

Section 2.2.5 of the Growth Plan promotes economic development and competitiveness in the GGH by:

- making more efficient use of existing employment areas, vacant and underutilized employment lands and increasing employment densities overall;
- ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan;
- planning to better connect areas with high employment densities to transit; and
- integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.

Although the proposed hotel is not specifically located within a designated employment area, its development will result in the creation of new employment opportunities that will extend beyond those typically associated with retail uses, providing jobs in the area of hospitality. A principle objective of the Growth Plan is to protect and enhance economic development and competitiveness, of which the proposed hotel through its employment opportunities supports.

Despite being located outside of an employment area, the proposed hotel will nevertheless support the objectives of promoting and improving economic development and competitiveness in nearby employment areas around the QEW. Its location outside of a designated employment area will not compromise the ability of other designated areas from achieving their planned functions or diminish employment lands from achieving or accommodating growth forecasts as determined by the Growth Plan.

The Subject Site's location therefore provides an ideal integration of employment uses within a commercial node in accordance with the Growth Plan. The proposed hotel will improve connectivity throughout the area by providing increased employment densities within close proximity to existing bus transit and an existing highway interchange.

The proposed hotel promotes the integration and alignment of land use planning and economic development goals. As noted in Section 2.0 of this Report, there are no existing hotels located within the area. The Subject Site is therefore well positioned to augment the immediate Dorval Crossing commercial area, while supporting the employment lands to the south. This new addition to the area will enable the travelling public to utilize nearby shopping and retail facilities and ultimately increase the amount of potential users overall. The proposed hotel also

provides an opportunity for businesses and offices located within the Employment Area in the south to utilize the hotel for short term accommodation needs, thereby generating further economic activities in the area. As such, the proposed hotel has the potential to introduce a new use that contributes to the ability of the area to retain and attract investment and employment.

To further support these objectives, Section 2.2.7.a of the Growth Plan provides policies to support the integration of employment areas and non-employment areas in appropriate locations. Speaking specifically to retail uses, Section 2.2.5.12 states that “the retail sector will be supported by promoting compact built form and intensification of retail and service uses and areas and encouraging the integration of those uses with other land uses to support the achievement of complete communities.” The proposed hotel is based upon the underlying principle of supporting adjacent retail areas with a compatible use.

The Subject Site is located in a commercial area, with the vast majority of uses being retail and service commercial oriented. In accordance with the above noted policies, the proposed hotel provides for a more compact built form in the area, while supporting existing businesses. The proposed hotel also encourages the principles behind the creation of a complete community as it will diversify and augment the existing commercial uses in the area by providing a compatible and complementary short-term accommodation use and additional employment opportunities.

In addition to establishing a growth management framework and associated policy framework, the Growth Plan also provides policies for “infrastructure to support growth”. In this regard, one main theme and policy focus is for the

coordination of infrastructure planning, land use planning and infrastructure investment. Specifically, this integrated planning should involve “leveraging infrastructure investment to direct growth and development in accordance with the policies and schedules of this Plan, including the achievement of the minimum intensification and density targets in this Plan”.

Policies related to infrastructure and transportation are provided in Section 3 of the Growth Plan. Generally, these policies direct the Province and municipalities to undertake an integrated and coordinated approach to land use planning, infrastructure investments and environmental objectives to achieve the outcomes of the Plan. These policies promote moving away from lower density development to a more compact built form. They place further emphasis on transit provision as the first priority for transit planning or development, as this will support and facilitate improved linkages between strategic growth areas and other areas planned for a mix of uses and transit-supportive densities. The proposed hotel therefore assists the Town in achieving the intent of the Growth Plan’s infrastructure and transportation policies by providing for a more compact built form that is within close proximity to amenities, services and public transit.

Based on a detailed review of all applicable policies, it is our opinion that the proposed hotel conforms with the 2017 Growth Plan while positively contributing to the economic development of the Town.

5 regional & local planning and regulatory framework

5.1 Halton Region Official Plan

The Halton Region Official Plan (HROP) is the in-force and in effect Plan for Halton Region, containing several Regional Official Plan Amendment (ROPA) modifications. ROPA 38 is the most recent amendment that outlines the Region's framework for managing planning and growth, consistent and in conformity with the PPS and Amendment 2 to the Growth Plan. Following the approval of ROPA 38 on November 24, 2011, it was appealed in its entirety to the OMB, but has since been partially approved, with some sections still under appeal. Overall, the purpose of the HROP is to outline the long-term vision for Halton's physical form and community character. The Official Plans of the Region's lower-tier municipalities - the Town of Halton Hills, the Town of Milton, the City of Burlington, and the Town of Oakville - must conform with the HROP.

The HROP intends to capture and respond to the aspirations of the regional population for the character of the landscape and the quality of life that exists and is to be preserved within Halton. Consistent with the PPS, the HROP supports building healthy communities, as it "recognizes the importance of a sustainable and prosperous economy and the need for its businesses and employments to compete in a world economy". The proposed hotel serves to reinforce these objectives by increasing investment, encouraging economic development and being supportive of jobs and employment growth in the Town of Oakville.

Part II, Basic Position, Halton's Regional Structure, provides policies for building cities and complete communities. A significant component of this chapter focuses on forecasting and managing the Region's future population and employment growth. The HROP is based on a growth strategy for Halton that includes the distribution of population and employment

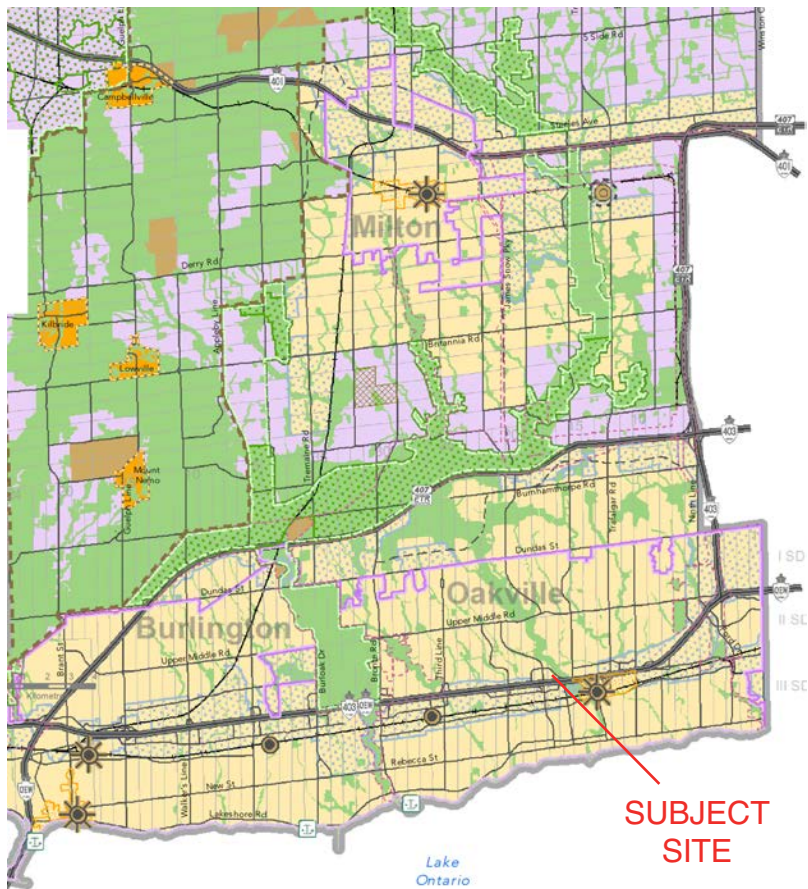
within a planning horizon to 2031. These HROP forecasts have not yet been updated to conform to the 2017 Growth Plan, but the projected population and employment growth for the town of Oakville between 2006 and 2031 is nevertheless significant:

Table 2 - Population and Employment Forecasts

Town of Oakville	2006	2031
Population Forecast	172,000	255,000
Employment Forecast	82,000	127,000

These forecasts reflect the updated Regional population forecasts as provided in Amendment 2 to the 2006 Growth Plan. Since this update, the 2017 Growth Plan places an even greater emphasis on intensification, which may result greater forecasts for the Town of Oakville moving forward, being the Region's largest lower-tier municipality, and one of the more urban, southern municipalities where intensification is an even greater priority.

The HROP lays out a broad set of land use designations as part of the Regional Urban Structure, which are intended to guide growth and development while providing individual municipalities flexibility to further define specific land uses within the broader designation to meet their unique needs. The Subject Site is located within the built boundary of the Town of Oakville and is designated an "Urban Area", in accordance with Map 1 - Regional Structure of the HROP (Figure 13). The Urban Area represents areas where urban services are provided to accommodate concentrations of existing and future development.



Map 1 Halton Regional Official Plan

- | | | |
|---|--|---|
| <ul style="list-style-type: none"> Waterfront Park (See Map 2) Major Transit Station Proposed Major Transit Station Mobility Hub Rail Line Proposed Major Arterial Major Road Provincial Freeway Lot and Concession Line Municipal Boundary | <ul style="list-style-type: none"> Urban Area Approved 2013-10-21 Hamlet Agricultural Area Regional Natural Heritage System * Mineral Resource Extraction Area North Aldershot Policy Area Greenbelt Natural Heritage System (Overlay) | <ul style="list-style-type: none"> Greenbelt Plan Protected Countryside Boundary Niagara Escarpment Plan Boundary Parkway Belt West Plan Boundary Built Boundary Employment Area Approved 2013-10-21 Urban Growth Centre Area Eligible for Urban Servicing Halton Waste Management Site |
|---|--|---|

Figure 14 - Map 1 - Regional Structure - Halton Regional Official Plan

The objectives for Urban Areas are presented in Section 72 (1) to 72 (11) of the HROP. Generally, it is the intent of the Region that growth within Urban Areas supports compact, transit supportive development to facilitate the creation of complete communities of various sizes, types and character, and to afford maximum choices for residence, work and leisure. Growth is intended to occur within both the Built Boundary and within Designated Greenfield Areas, as the HROP promotes intensification and increased densities to support sustainable cost-effective growth. More specifically, Subsections 72(6) and 72(7) support the development of Intensification Areas. Broadly speaking, the objectives of the HROP support a more compact, mixed-use built form that makes efficient use of space and services, promotes live-work relationships and fosters a strong and competitive economy.

The proposed hotel is located within the Town of Oakville's built-boundary and therefore is considered as intensification. As noted earlier in this Report, the proposed hotel provides a more compact form and a higher density than what currently exists in the immediate area and thus supports increased transit usage along North Service Road West. Therefore, the proposed hotel is in keeping with the HROP in this regard.

As mentioned, the HROP sets forth an intensification strategy to which local municipalities are required to comply with and implement. This strategy is primarily based on the identification of Intensification Areas, which include Urban Growth Centres, Major Transit Station Areas, Intensification Corridors and Mixed-Use nodes. While the Subject Site is not specifically located within one of these Intensification Areas, it does not mean that lands outside of these designations should not be utilized for higher intensity uses. Small-scale intensification opportunities compatible with the surrounding areas are supported by the policy framework of the HROP and considered to be an important component to achieving the creation of complete communities and walkable environments that support transit use.

Subsection 72(5) of the HROP speaks to the creation of complete communities, which are to be both identifiable and inter-connected, but also maximize options for housing, employment, and leisure. A component of creating complete communities is providing an appropriate range and balance of land uses within an area. While promoting Intensification Areas, Subsection 72(7) also elaborates on the principles of planning for this balance of jobs and housing in communities across the Region to reduce the need for long distance commuting and increase the modal share for transit overall. The proposed hotel is therefore highly supportive of the principles behind the creation of complete communities by providing service oriented and hospitality jobs in an area primarily comprised of retail and commercial uses.

Consistent with the Growth Plan, the HROP identifies policies to support economic development on a region-wide basis. As noted in Section 168, the “goal for economic development is to achieve sustainable economic prosperity for Halton on the basis of its competitive location, innovative businesses, skilled labour force, high quality infrastructure, sustainable natural resources, a positive business environment, and a diversified economic base.” As noted previously in this report, a hotel in this location where none currently exist supports the diversification of growth of the local economy in this area.

To support the economic growth of the Region, the HROP identifies several objectives in Section 169. Specifically, the Region will promote the growth of tourism, including promoting and supporting the *“tourism industry in Halton, including hospitality, attractions, festivals, events, sports, recreation, eco-tourism and agricultural and retail activities”*. Existing hotels within the Town are primarily concentrated around the QEW and Bronte area, or are more dispersed within Downtown and Midtown Oakville. In the immediate vicinity of the Subject Site, the area does not currently provide much in the way of

hospitality uses, in particular, no accommodation. This limits the ability for the local area to provide any accommodation options for visitors and tourists.

Tourism is an important component of how the HROP will achieve its objectives to increase economic prosperity and competitiveness. The Region will support these objectives by *“promoting Halton as a tourist and recreational destination for both its own residents and outside visitors”* based on the *“Niagara Escarpment’s scenic beauty and countryside, extensive trails, a strong and diverse agricultural industry, waterfront, major all-season outdoor and indoor recreational facilities, local goods and products, and Halton’s Cultural Heritage Resources and additional attractions”*, among other mechanisms.

As such, the proposed hotel will contribute to the economic development and tourism potential of the Town of Oakville, and to the development of healthy and sustained communities as it provides a new use in the area with strong local and regional transportation connections which position the Subject Site as an ideal location for a mid-rise hotel. Opportunities to provide accommodation options along the QEW should be provided at each major intersection, particularly where there is a base of compatible and synergistic services and amenities.

Hotels are a necessary component for the creation of tourism and economic growth by providing tourists and travelling employees with accommodation options. Given that no hotels are located in the immediate vicinity of the Subject Site, the proposed hotel would contribute to the growth of the area as a destination within the Town of Oakville.

The proposed hotel will contribute to the diversity of employment opportunities in the area by creating jobs in the hospitality industry that will be sustainable given the proximity to employment areas and the expansive business parks to the south, and the future growth of the Town.

Section 172 of the HROP provides policies for servicing, with many transportation-related policies building upon the transit and active-transportation supportive focus of the HROP. Specifically, these policies encourage transit by:

- Ensuring development is designed to support active transportation and public transit;
- Promote land patterns and densities that foster strong live-work relationships and can be easily and effectively served by public transit and active transportation; and,
- To support the provision of public transit service, within reasonable walking distance and at reasonable cost, to all sectors of the public, including persons with a physical disability.

At 7-storeys, the proposed hotel represents an increase in density from the surrounding context and a complementary use to the existing, surrounding, low density commercial and retail urban structure. Therefore, the proposed hotel supports the Region's objectives by promoting an efficient land use pattern that supports live-work relationships and easy access to transit and active transportation as well. Increased densities along existing bus transit routes will also improve ridership and help build upon a greater transportation network. The adjacent bike lanes along North Service Road West support policies related to active transportation and the use of alternative transportation modes.

Given the proposed hotel's location to nearby commercial uses, it also provides a more walkable and vibrant environment than similar uses being located within isolated employment

areas by encouraging guests to patronize the nearby retail and commercial services on foot. Furthermore, bike lanes are planned along North Service Road West, thereby encouraging active transportation uses. The proposed density for the Subject Site provides a more efficient and effective use of land, with a design that is oriented and located close to the street.

As previously noted, the 18 Oakville Bus route runs along North Service Road West from Oakville GO Station to Bronte GO Station, connecting several neighbourhoods and areas along this route. This transit route provides vital linkages between two higher order GO Rail Transit stations along the Lakeshore West GO line and the Downtown. This connection will only increase in importance as rail service is upgraded from a 30-minute to 15-minute frequency. The proposed hotel includes barrier free parking and ramps to provide easy access to persons with physical disability.

Map 3 of Regional Official Plan - Functional Plan of Major Transportation Facilities identified the QEW as a Provincial Highway and North Service Road West as a Minor Arterial Road. Section 173(1.2) requires Local Municipalities, in consultation with, and to the satisfaction of, the Province to develop official plan policies that provide protection for planned corridors that will help ensure that development shall not predetermine or preclude the planning and/or implementation of the corresponding transportation facilities on Map 3. As detailed throughout this report, the design of the proposed hotel is heavily influenced by, and responds to, the surrounding provincial and local road network.

The HROP assigns a specific role to each road classification within the Regional road network. Map 3 of the HROP is accompanied by Table 3, which outlines the Function of Major Transportation Facilities, and includes Provincial Highways and Minor Arterials, both of which abut the Subject Site. Therefore, the proposed hotel has been designed to highly integrate the

principles behind each road type to inform and implement a high quality design that reduces the impact on the Region's road network. The table identifies both the Function and General Design Criteria for the Region's road network.

General Design Criteria for a Provincial Highway include "transit supportive high density, mixed use development to be encouraged along right-of-way within urban areas." The proposed hotel is located within the right-of-way of a designated Provincial Highway and as noted above is suitable for a 7-storey Hotel development. The proposed hotel is fully compliant with the objectives of these design criteria.

General Design Criteria for a Minor Arterial Road include "intermediate degree of access control". As noted in Section 3.1 of this report, access is proposed and required along North Service Road West. As noted in the submitted TIS, alternative access opportunities are being investigated, but the findings of the TIS do support the provision of vehicular access from North Service Road West.

In addition to these measures, the proposal also provides for excellent pedestrian connectivity between the Subject Site and sidewalk along North Service Road West, enhancing the opportunity for visitors and customers to utilize non-auto modes when travelling to and from the Subject Site.

Based on a detailed review of all applicable policies as summarized above, it is our opinion that the proposed hotel conforms with the Halton Region Official Plan, including those policies related to growth management, intensification, complete communities and transit-supportive design.

5.2 Town of Oakville Official Plan

The Town of Oakville's 2009 Official Plan (consolidated to April 3, 2017), "Livable Oakville" ("OP"), is intended to "enhance the Town's natural, cultural, social, and economic environments by ensuring that environmental sustainability, cultural vibrancy, economic prosperity, and social well-being are incorporated into growth and development decisions" by creating livable communities. Following Regional approval on November 22, 2009, the OP was appealed to the Ontario Municipal Board (OMB). There are two outstanding appeals the OP that remain, neither of which relate to the Subject Site.

Section 2.2 of the OP is based on a number of guiding principles towards achieving the long-term vision of the Town. These principles which are relevant to the proposed hotel include:

- Preserving, enhancing and protecting the distinct character, cultural heritage, living environment, and sense of community of neighbourhoods;
- Directing the majority of growth to identified locations where higher density, transit and pedestrian oriented development can be accommodated;
- Achieving long term economic security within an environment that offers a diverse range of employment opportunities for residents;
- Enabling the availability and accessibility of a wide range of housing, jobs and community resources to meet the diverse needs of the community through all stages of life;
- Providing choices for mobility by linking people and places with a sustainable transportation network consisting of roads, transit, walking and cycling trails; and,
- Fostering the Town's sense of place through excellence in building and community design.

These principles were considered in determining this as a potential location for a hotel and in the design, siting, and evaluation of the proposed building itself. As reviewed individually in the following subsections, the proposed hotel will help the Town achieve these guiding principles by providing a compatible hotel use within close proximity to higher order transit and roads. More specifically, the proposed hotel supports these principles as follows:

- The character of Dorval Crossing can be described as an area focused primary on retail and commercial uses. The immediate area is mostly single storey big-box retailers and other commercial uses. On a regional scale, the existing commercial uses have an important role to play in the creation of a complete community. By utilizing a vacant parcel of land within this commercial area, the proposed hotel does not detract from exiting commercial uses, but rather enhances them by adding a compatible and supportive that will attract members of the travelling public to the area.
- A 7-storey hotel is an appropriate scale here given its proximity to transit and a Provincial highway. The hotel is compatible and supportive of its commercial surroundings, and provides for the intensification of an underutilized site. It should be noted that the proposed height is not out of character and is in fact similar to existing heights within and beyond the Dorval Crossing area and along North Service Road West. This includes higher density residential and office uses to the north of Dorval Drive and North Service Road West, but also higher density office uses immediately south of Dorval Drive and the QEW.
- The proposed hotel will provide for both the expansion and diversification of jobs within the immediate area, which is predominantly retail and commercial in nature, but also in relation to the employment and industrial jobs south of the QEW. It should be noted that no other hotels are located

within the immediate area. Providing for jobs in the service and hospitality industry will supplement the immediate employment base to help the Town's ability to provide employment opportunities that expand upon the typical retail and commercial jobs to attract and retain a wider range of residents.

- As mentioned in Section 2.5.2, the proposed hotel has access to bus transit along North Service Road West, as well as to bike lanes and sidewalks, which cumulatively serve to provide a range of transportation options. The bus transit provides linkage to two of Oakville's GO stations, therefore providing users with expanded regional transportation options as well.
- The proposed hotel design was developed with strong consideration for the Town's Livable by Design urban design standards, and will contribute to fostering a sense of place in the neighbourhood. It is designed with high quality and varied materials, with an emphasis on creating a high-quality design. A detailed Urban Design Analysis is included in Appendix A of this Report.

Managing Growth and Change

Section 4 provides policies relating to the management of growth and change which are intended to implement the mission statement of guiding principles of the OP. These policies are in keeping with Provincial and upper-tier municipal policies and plans, which all require a greater emphasis on a more compact urban form and intensification within the built-up area. The proposed hotel is in keeping with these policies. The OP defines intensification as the development of a property, site, or area at a higher density than what currently exists through:

- a) redevelopment, including the reuse of brownfield sites;

- b) the development of vacant and/or underutilized lots within previously developed areas;
- c) infill development; or,
- d) the expansion or conversion of existing buildings.

The Town utilizes a hierarchy to distribute where density is to be allocated in the Town. The majority of the Town's growth is to be accommodated through intensification, primarily within identified Growth Areas and Urban Growth Centres. However, the OP also provides flexibility for intensification outside of Growth Areas, subject to development proposals meeting policy criteria established in the Plan. While the Subject Site is not located within one of the Town's Growth Areas or Urban Growth Centres, it is currently located within an established node or concentration of development, but remains vacant and significantly underutilized. The development of this parcel therefore supports the intensification objectives of the Town in general. Furthermore, the Subject Site is located adjacent to a major Provincial highway and is well-serviced by transit, further suggesting that the Subject Site is highly underutilized and an appropriate target for increased densities.

As such, the proposed hotel will introduce a compatible use within the surrounding area of the Subject Site that efficiently maximizes the use of land, and will continue to be in demand as the Town continues developing. The intensification of the Subject Site through the proposed hotel will also provide opportunities for sustainable tourism development, encourage a sense of place, and optimize the availability of land, resources and infrastructure in the long term.

Section 4 of the OP states that the use of existing infrastructure and public services should be optimized and that infrastructure investment shall be cost-effective and coordinated to support and facilitate intensification. The Subject Site is fully serviceable with available water and wastewater infrastructure located within short proximity along North Service Road West. While these services would need to be extended onto the Subject

Site, there is sufficient capacity to accommodate the proposed hotel. Matters related to servicing and further explored in the submitted Functional Servicing Report.

Urban Design

Section 6 of the OP provides policies to guide good urban design and to provide for a definable sense of identity. Section 6.1.1 states that the general objectives for high quality urban design are to provide for:

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

A detailed Urban Design Analysis of the proposed hotel in relation to these policies, and an additional review of Oakville's Livable by Design Manual is found in Appendix A to this Report. In keeping with Section 6, the proposed hotel conforms with the Town's Urban Design Guidelines as the mid-rise building boasts an innovative and identifiable built form that contributes to the surrounding commercial area. The proposed design provides a distinctive gateway as automotive users exit the highway towards North Service Road West.

Further, the OP directs that surface parking be oriented towards the rear of a site and that barrier-free parking spots be provided in close proximity to the building, conditions to which the proposed hotel conforms. This site orientation also mitigates any visual impact of the parking lot, decreasing pedestrian conflicts, and establishing a pedestrian-oriented streetscape along North Service Road.

Even though a hotel is not currently a permitted use within the Major Commercial Area designation, it supports the essential elements for strong urban design for commercial uses. The contemporary design of the proposed hotel will also help establish a sense of place and acts as a gateway for the Dorval Crossing area, as the proposed hotel will be visible from the QEW, and other views and vistas. Furthermore, the glass façade of the ground plane facilitates inwards and outwards connections that enhance the safety of the area for pedestrians and the general public.

Transportation Network

In regards to Transportation, Section 8 of the OP highlights the important role of the transportation network in shaping the character and growth of the Town as this both influences, and is influenced by, land use. As set out in the guiding principles of the OP, it is essential that the Town grow in an efficient manner, and that land use and transportation policies be mutually supportive. Section 8.1.1 of the OP states that the general objectives for transportation are:

- to provide a safe, efficient and accessible transportation system with choices in mobility;
- to foster the use and development of a sustainable transportation network;
- to provide a public transit network that can offer a real alternative to private automobile use; and,
- to provide a network of on- and off-road pedestrian and cycling facilities that allow the use of active transportation modes as an alternative to the automobile.

The proposed hotel supports these objectives by providing intensification on a street that is well serviced by existing public transit services and connected to regional transportation system. The Subject Site has frontage on North Service Road

West to the northeast, which is designated as a Minor Arterial Road on Schedule C as shown on Figure 15. The Subject Site is also located adjacent to an off-ramp to the QEW, which is identified as a part of a Provincial Highway on Schedule C.

As detailed in Section 2.5 of this Report, the Subject Site is located along the Bus Transit Route 18 that directly connects to two separate Regional GO Train Stations, with service along the Lakeshore Line that services both stations planned to increase as Metrolinx expands their Regional Network and increase service operations. This proximity contributes to the desirability of Subject Site's location for a hotel as it will attract the travelling public who are working and/or visiting Oakville to the area.

Specific policies related to the Town's Transportation Network are contained within Section 8.2. Since the Subject Site has frontage on a minor arterial road, the Town shall optimize the use of the existing arterial road system and coordinate with the Region on alternative solutions to maximize the person moving capacity of the arterial road system.

Section 8.2.7 states that the Town shall protect and enhance the function of the Arterial road system by reducing the number of driveways through the provision of common off-street parking and service areas for commercial uses, where appropriate. The current proposal for the Subject Site anticipates only one vehicular access point to the Subject Site from North Service Road West, which is supported by the TIS. Study of and consideration has been given to providing either a shared or consolidated access on the Subject Site, but given the constraints by the QEW Highway exit, and the adjacent loading area associated with Dorval Crossing, there are limited feasible opportunities to provide such a shared access. However, as demonstrated by the TIS, the proposed access is feasible from a transportation perspective and will not negatively impact the

existing traffic in the area. Furthermore, a sufficient set back is provided to accommodate the possible future signalization of the off-ramp associated with general traffic volume increases predicted for the area. The TIS determined that the additional site traffic generated as a result of the proposed development is expected to have a minimal impact on existing traffic operations in the area.

Table 4 of the OP provides additional details regarding the function and criteria of the Town's road network. Minor Arterial Roads/Transit corridors are identified to accommodate intermediate volumes of inter-community and inter-neighbourhood traffic and distribute traffic from all other classes of roads, except provincial highways. Transit-supportive land uses are encouraged along the right-of-way.

Section 8.12.2 of the OP supports densities that are supportive of transit, which commensurate with the type and frequency of transit service planned for the area and/or corridor, particularly near transit stops and stations. The proposed 7-storey hotel provides a more intense form of use that is transit supportive and that is appropriate for this location, and supports the transportation objectives of the OP.

The OP also contains policies pertaining to Noise and Vibration. These policies should be considered in evaluating the proposed hotel given its proximity to the QEW. Section 8.16.1 states that the Town shall require appropriate mitigation of adverse impacts on sensitive land uses from noise and vibration emanating from rail yards, railways, Provincial Highways,



Figure 15 - Schedule C, Town of Oakville Official Plan

major, multi-purpose and minor arterials, and primary transit corridors. Section 6.16.2 also states that sensitive land uses such as hotels shall be buffered through mechanisms such as restrictions on the type of use, building design, location of outdoor living area and the provision of landscaping including street trees and fencing.

The proposed hotel use is at an appropriate location in order to serve the travelling public, so the siting and design of the building acknowledges its location adjacent to the QEW and incorporates a number of mitigation measures to limit noise and vibration impacts. The proposed building location, situated on the Subject Site, at the furthest possible point from the highway when traffic coming off the highway is at its slowest point, is oriented away from the QEW ramp and provides a 14 metre setback as required by MTO. In addition, dense vegetation is proposed to be planted along each frontage of the Subject Site to provide a visual and sound barrier. Any sensitive areas of the hotel such as outdoor amenities are situated away from the QEW off ramp and further buffered by vegetation. As confirmed by the Noise Study, the noise generated by the off-ramp are within acceptable levels as set out by the Ministry of Environment.

Land Use

Part C of the Town's OP includes general policies to guide land-use in the Town. To create and preserve livable communities, nine overarching land-use designations are included within the OP as follows: Residential, Mixed-Use, Commercial, Employment, Institutional, Natural Area, Open Space, Utility, Parkway Belt West, and Special Policy Areas. Figure 16 illustrates the Town's comprehensive land use framework.

As indicated on Figure 16, the Subject Site is designated as Major Commercial Areas on Schedule A1, and more specifically designated "Core Commercial" on Schedule H. The Town has

four types of commercial designations that recognize the form of development and the general function of each respective area. Commercial designations are hierarchically organized, with the primary goal of associated policies, which should be applied generally, of ensuring the availability of an adequate range of goods and services for Town residents.

Section 13.1 provides general policies to guide all commercial designations in the Town. The policies relevant to the Subject Site state that:

- The Town shall maintain a variety of commercial areas to provide a broad range of retail goods and services. The commercial areas are to be distributed throughout the Town to serve the needs of residents and shoppers.
- The intensification and redevelopment of existing commercial centres is intended to be the primary means of accommodating additional retail uses to meet future growth needs. The Town may require a market impact study to support additional commercial development.
- The Core Commercial and Central Business District areas shall be considered Major Commercial Areas as shown on Schedule A1.

The proposed hotel supports the objective of the Town to provide a broad range of goods and services within the Major Commercial Area designation. As a service use, the proposed hotel is intended to attract tourists the Town on a regional and local scale. The proposed hotel is located within an area containing a range of retail and commercial uses with large parking areas, which the hotel use will support and vice versa.

Although hotels exist elsewhere in the Town, at this interchange where such a use does not currently exist, the proposed hotel provides for new overnight accommodation, meeting the intent of the OP to distribute services throughout the Town.

The proposed hotel intensifies an underutilized site in accordance with the policies of the Major Commercial Area designation. The hospitality-oriented service provides a means of bringing additional short-term visitors to the area to support additional retail uses and accommodate additional commercial growth in this area. The proposed hotel reflects recent trends whereby major shopping centres are augmented by compatible uses to support major retail and commercial functions to create multi-use destinations that are more active and vibrant day and night. The proposed hotel still functions to create jobs in the area, which will improve the overall health and viability of existing commercial and employment uses in the area.

The proposed hotel is appropriate on a site-specific basis given the size and diversity of this commercial node and its relative location to an existing employment area that is located

immediately south of the QEW. The proposal still supports the underlying objectives of intensifying and enhancing the existing commercial centre, which is low density and dominated by retail and restaurant commercial uses. Further discussion on the policies regarding the Core Commercial designation are discussed in the following subsection.

Core Commercial

The “Core Commercial” designation allows for significant concentrations of commercial facilities that serve the broader regional community. These designated areas are therefore located in proximity to major arterial road intersections and to highway access points.

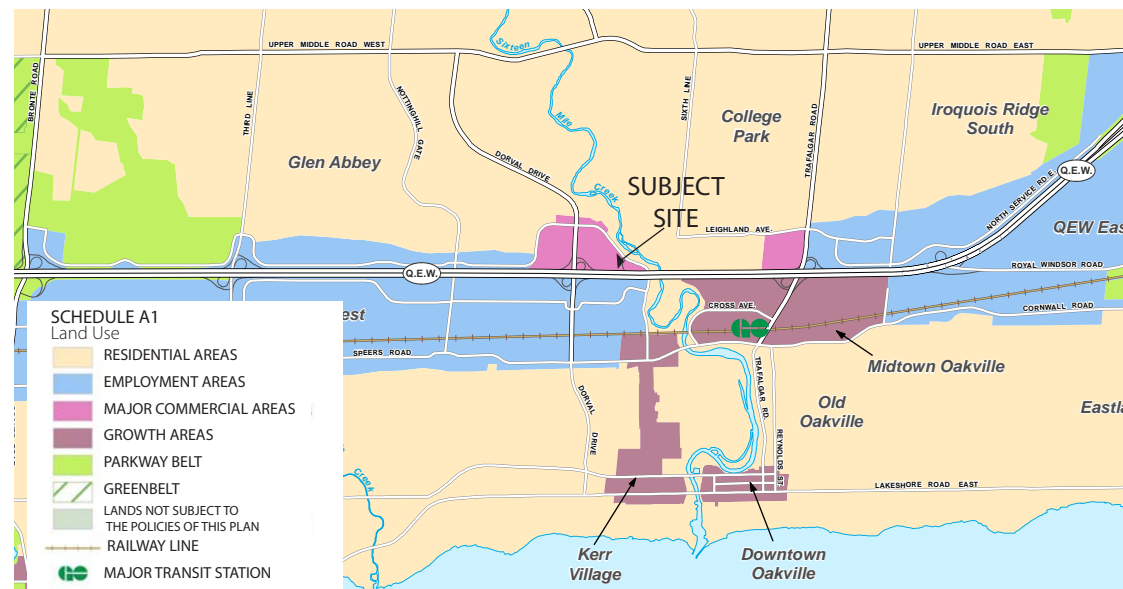


Figure 16 - Schedule A1, Town of Oakville Official Plan

Section 13.3.1 outlines the permitted uses for areas designated Core Commercial. These policies are as follows:

- Permitted uses may include a range of retail and service commercial uses including restaurants, food stores and motor vehicle service stations. Large format retail, retail warehouse, entertainment and recreational uses may also be permitted. Offices and motor vehicle repair facilities may be permitted provided they serve a secondary function within the Core Commercial designation and are small in scale.
- The size and location of uses within the Core Commercial designation shall be regulated by the implementing zoning.
- The retail and service commercial uses within the Core Commercial designation are to be accommodated within an enclosed shopping mall, large freestanding buildings or through groupings of buildings. These areas shall be developed in a nodal configuration to minimize traffic impacts on adjacent uses.
- Core Commercial areas should be developed with integrated access, parking and loading as well as common landscaping and design features.

The proposed hotel is not specifically a permitted use in Section 13.3.1 of the OP. However, on a site-specific basis, the proposed hotel provides for an appropriate and compatible use with the surrounding commercial uses and with the types of large format retail, entertainment, and recreational uses permitted in the Core Commercial designation. Much like the surrounding commercial and retail uses, a hotel provides a source of jobs for the surrounding area and increases the range of uses. Much like an office, which is a permitted use, a hotel will serve as a secondary function in the area

and augment and further enhance the viability of existing commercial uses in the area. A hotel also supports businesses and other employment functions in the area. Lastly, much like recreational and entertainment uses, the proposed hotel attracts visitors and tourists who will support the economy and have spin-off effects on the existing commercial uses.

As previously noted in this report, a ZBA will be submitted to implement the proposed OPA. The ZBA will regulate the location of the proposed buildings, but also the size of the lot area within the surrounding framework of the Core Commercial area. Based on the analysis provided in Section 5.3.1 of this Report, the size and location of uses are appropriate within the Core Commercial designation.

While allowing for this change to the permitted uses, the proposed hotel will not have a detrimental effect on the permitted uses in the designation, nor will it have a detrimental effect on the designations where hotels are permitted as-of-right.

The underlying policy framework behind the Core Commercial designation supports the creation of large freestanding groupings of retail and commercial buildings. As previously noted, the existing parcel fabric of the Subject Site does not allow the Subject Site to be developed in a nodal configuration. Given these site-specific circumstances, it is appropriate to determine alternative uses to promote intensification and to support the existing retail and commercial node in Dorval Crossing. In addition, the proposed hotel provides an opportunity to intensify an underutilized area within close proximity to the QEW, in accordance with Provincial and Regional policy direction. As mentioned in Section 6, the proposed hotel will be designed with many retail like physical components to ensure that the physical building fits within the existing character of the area.

The proposed access for the hotel is appropriately located and configured. A shared and integrated access with the commercial plaza is being investigated, but it could result in other conflicts arising between the adjacent commercial development's access, parking and loading areas, converging at an already busy point. The proposed access point is appropriately spaced away from that entrance location and the intersection with the QEW off-ramp. The TIS confirmed that this proposed access location is appropriate and will function well.

The proposed hotel provides a contemporary landscaping treatment, closely following the Town's Livable Oakville Urban Design Manual. The Subject Site will be integrated from a pedestrian standpoint, with walkways to the existing commercial areas. This includes generous buffering and landscaping treatments on each road frontage.

Section 16.19 defines the adjacent Sixteen Mile Creek, as a major valley land. Valleylands include lands within a defined setback from the limit of the valleyland (which is 120 metres) and includes a portion of the Subject Lands. All lands within a valley, from stable top-of-bank to stable top-of-bank as determined through a geotechnical study completed to the satisfaction of the Town and Conservation Authority. A Geotechnical Study has been submitted as part of this application, which demonstrates that the proposed hotel will have no negative impacts to the stable top of bank and the adjacent major valleylands.

5.2.1 Town of Oakville Official Plan Review

In 2016, the Town of Oakville initiated a comprehensive review of the 2009 Official Plan ("OPR"). The OPR, is structured into different phases, with each phase evaluating separate components of the current Official Plan. The Urban Structure and Employment and Commercial Land review represent two components of the overall review.

A draft OPA for the Employment and Commercial Land Review was adopted by Council on November 6, 2017, and was subsequently appealed to the OMB. The Urban Structure Official Plan Amendment 15 ("OPA 15") was adopted by Council on September 26, 2017, but has not yet been approved by the Region. A summary of the Amendments are provided below.

Official Plan Amendment 15

OPA 15 generally updates the Town's current OP to conform with the 2017 Growth Plan, while also providing expanded protection for natural heritage features and introducing additional nodes and corridors in the Town of Oakville, among other changes. The proposed OPA 15 does not identify any changes to the boundaries or specific policies for the Major Commercial Area land use designation which apply to the Subject Site.

However, Section 28.2 of OPA 15 provides new criteria for the evaluation of site-specific Amendments to the OP. Generally, the proposed amendment must be consistent with the Town's mission and guiding principles, be an appropriate use of the land, and be compatible with surrounding uses. Furthermore, the proposed amendment must not undermine the Town's urban structure and maintain the "character" of established Major Commercial Areas, such as Dorval Crossing.

Though not yet approved by the Region, these principles were evaluated throughout this Planning Rationale Report. Notwithstanding the approval status of OPA 15 by the Region, the proposed hotel is in keeping with the intended urban policy framework for the Town. In particular, it has been noted that the proposed hotel is a compatible use and scale for the surrounding Major Commercial Area.

Commercial and Employment Lands Review

The specific policies of the draft OPA for the Commercial and Employment Lands Review do not necessarily impact the land use designations for the Subject Site. However, the draft OPA generally implements the new policy directives provided by the 2017 Growth Plan, and is intended to proactively plan for and accommodate employment and commercial growth to the year 2041.

Further to the draft OPA, the Town also undertook a background review, including a market and demand study, to determine whether additional commercial or employment lands would be needed to accommodate growth to 2041. The background review also provides important insight into the evolving structure of commercial and employment uses in the Town. Specifically, the Commercial Report dated October 2016 provides insight into economic trends and that informed the Town's OPA.

Trends related to intensification apply to existing commercial areas such as Dorval Crossing. Under Section 4.0 of the Report Section 4.2.1 highlights how limited areas of Greenfield development lands are available, and thus, now increasing densities for all types of development, including commercial lands, is becoming more important. However, in general, intensification in areas highly accessible by transit is appropriate and ultimately leads to greater commercial and economic strength through more efficient land use. The findings of this Report are consistent with the overall direction

of the new Urban Structure, whereby the full potential of Major Commercial Areas may be unlocked through new strategic new land use permissions.

As part of the Official Plan review, it was identified that there is a low supply of commercial lands town-wide, particularly in North Oakville areas. This is supported by a low commercial vacancy rate. Dorval Crossing's vacancy rate is about 2.5%, which is significantly below the Town-wide vacancy rate of 4.3%. Therefore, any growth of the Dorval Crossing commercial area must be accommodated through intensification and is appropriate to leverage uses which support the strong commercial function of the area, such as a hotel.

As noted previously in Section 2.2 of this Report, Dorval Crossing is for the most part built-out, with additional growth intended to be accommodated through intensification, of which the proposed hotel supports. It is noted in the Town's commercial background studies that the assumption of 100% build out of vacant commercial lands may not be realistic because typically some available vacant commercial lands are vacant due to site conditions or limitations on the Subject Site. This suggests that an alternative use for the Subject Site that is incidental to, but supportive of the existing major retail areas, may be desirable and could encourage further commercial growth in the area moving forward.

Based on a detailed review of all applicable policies, it is our opinion that the proposed OPA conforms with Town of Oakville's Official Plan, Livable Oakville, and will allow for the appropriate and desirable development of the Subject Site, and that the proposed hotel otherwise conforms with the other policies of the Town OP.

5.3 Town of Oakville Zoning By-law 2014-14

The Town of Oakville Zoning By-law 2014-14 (“By-law 2014-014”) was approved by Council on February 25, 2014, and brought partially in force by the OMB on February 23, 2015. The By-law is consolidated to January 27, 2017, yet certain sections of the By-law have not yet been approved by the OMB. Where appeals remain outstanding, the relevant provisions of former Zoning By-law 2009-189 (“By-law 2009-189”) continue to apply. As shown on Figure 17, the Subject Site is zoned Core Commercial (C3) Zone.

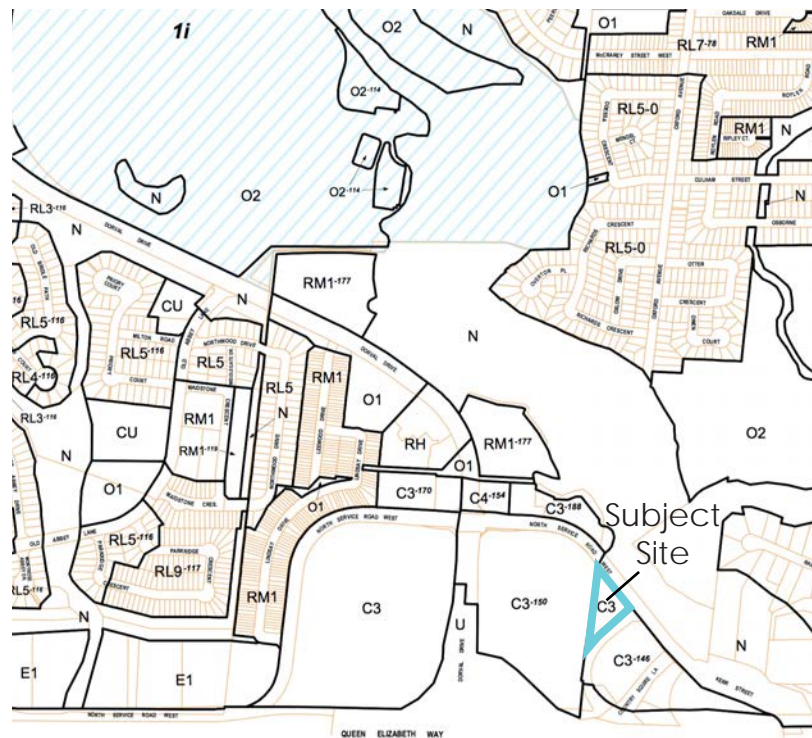


Figure 17 - Oakville Zoning By-law 2014-14

Table 3 - Zone Provisions

Zone Provision	C3- Zone Provisions	Proposed Site-Specific C3 Zone
Minimum Lot Area	4.0 ha	0.68 (R)
Minimum Lot Frontage	N/A	104.79
Minimum Lot Depth	N/A	N/A
Minimum Front Yard	3.0 m	3.5 m
Maximum Front Yard	17.5 m	3.5 m
Minimum Flankage Yard	3.0 m	14.0 m
Minimum Interior Side Yard	0.0	21.52 m
Minimum Rear Yard	0.0 m	>7.5 m
Maximum Height	N/A	23.78 m
Maximum Total NFA for all other uses other than retail stores on a lot	67%	100% (R)
	General Provisions	
Minimum Landscaping Coverage	10%	40%
Maximum Height of Parapets	2.0 m	2.8 m (R)

Note: (R) denotes revised provisions required

Table 4 - Landscaping Provisions

Zone Provision	Required (By-law 2014-011)	Required (By-law 2009-189)	Provided
Minimum setback for Any Commercial Zone Adjacent to any Road	3.0 m	3.0 m	7.3 m (QEW Ramp)
		3.0 m	3.15 m (North Service Rd W)
Minimum setback for Any Surface Parking Area Adjacent to an Interior Side or Rear Lot line	3.0 m	3.0 m	1.10 m (R)

Note: (R) denotes revised provisions required

Table 5 - Parking Requirements

Parking Requirements	C3- Zone Provisions	Proposed Development
Parking	134	95 (R)
Bicycle Storage	2	28
Loading	1	1
Barrier Free	4	4

Note: (R) denotes revised provisions required

Part 9 of the Zoning By-law outlines the permitted uses and zone provisions for the four commercial zones in the Town. While the majority of the permitted uses in the C3 zone are commercial and retail in nature, office uses, community uses, motor vehicle uses and open space uses are also permitted. The following is the list of the permitted uses for the C3 zone:

- Outside display and sales area
- Retail and propane and transfer facility
- Commercial school
- Drive-through facility
- Dry cleaning depot
- Dry cleaning/laundry establishment
- Financial institution
- Food production
- Outside miniature golf
- Pet care establishment
- Rental establishment
- Restaurant
- Service commercial establishment
- Sports facility
- Veterinary clinic
- Business office
- Medical office
- Art gallery
- Community centre
- Day care
- Emergency service facility
- Food bank
- Library
- Museum
- Place of worship
- School, private
- Conservation use
- Park, public
- Stormwater management facility
- Motor Vehicle repair facility
- Motor vehicle service station
- Motor vehicle washing facility

As a hotel is not currently a permitted use in the C3 zone, a ZBA has been submitted in support of the proposed hotel. As noted earlier, Provincial and Regional policies encourage the creation of a mix of uses to support the objectives of creating complete communities, and the proposed use will conform to this by adding a compatible use that is not currently provided in this mixed-use area. Hotels tend to be mixed-use in nature or part of mixed-use establishments. Previous generations of hotels in all settings, including suburban areas, tended to be more “full service” and would include such amenities a restaurant and/or a bar, some type of convenience store or “tuck” shop, as well as a host of ancillary features such as pools, large gyms, expansive meeting rooms and conference facilities, and large lobby areas.

The current generation of hotels has evolved from the “full service” model to a more simple and paired down one, in some cases, it being a “no frills” one, where the emphasis is on value and comfort with strong elements of design and decor in the rooms and common areas. Many of the previously discussed amenities and features (restaurants, bars, stores, pools, and gyms) may no longer provided, or are significantly paired down, in favour of such needs being accommodated off- site in nearby commercial nodes.

The older full service model seems to be reflected in the Town’s definition for a hotel:

Hotel: a premise containing lodging units for the temporary lodging of the travelling public and may include meeting facilities, recreation facilities, a restaurant, public hall, and retail stores which are incidental and subordinate to the primary Hotel function and located in the same building.

The above definition includes provisions for a range of ancillary features but does not specifically require them. It would seem to imply, however, that they are appropriate uses to support the

hotel function, and, at the same time, that they are compatible. The proposed hotel represents one of the next generations of hotels with minimal additional facilities. It is proposed to include a small pool and fitness area, a vending area, and a small multi-purpose or meeting room. A lobby or “great room” will welcome guests and doubles as an area where breakfast from the adjoining pantry can be consumed.

In our opinion, the location of the proposed hotel is appropriate at this commercial node, as the needs of the tourist or business traveller can be met by a combination of what is not only provided on-site, but also what is available in close proximity within the adjacent node. The addition of a ‘Hotel’ as a permitted use in the C3 zone is compatible with the other permitted uses in the C3 zone. The other uses will support the hotel function and the hotel will simultaneously support the surrounding commercial businesses.

A change in the C3 zone to permit the proposed hotel would, as discussed in previous sections of this report, conform to or be consistent with all levels of applicable Provincial, Regional, and local policies related to urban structure, intensification, complete communities, compact built form, employment, economic development and tourism. The addition of a hotel as a permitted use at this location will not undermine the planned function of this commercial area. To the contrary, we believe it to be appropriate for this context and that it will actually enhance the amenity and viability of the commercial area. There are countless examples of hotels which are co-located in commercial nodes at highway interchanges throughout Oakville, the GTA, and the Province, particularly along such highways as the QEW and Highways 400, 401, 407, and 427.

Similarly, in terms of the planned function of employment areas where hotels are permitted uses elsewhere in Oakville, the addition of a hotel in the C3 zone as a permitted uses will not undermine the planned function of those employment areas

As evidence of other instances where hotels co-locate with other commercial uses throughout the Town, hotels are also currently permitted in a number of other Commercial and Employment Zones, including the Urban Centre, Central Business District, Office Employment, Business Employment, and Business Commercial Area zones. Therefore, the addition of a hotel as a permitted use at this proposed location will not undermine the existing commercial function of the area, but will serve a supportive secondary function to surrounding established commercial areas. As such, a site-specific amendment to the C3 zone to add a 'Hotel' as a permitted use is appropriate.

Additionally, the triangular parcel shape presents a number of challenges with respect to zone provisions and requirements. As such, Table 3 summarizes the current C3 zone requirements and the proposed site-specific zone provisions.

As shown in Table 3, the proposed ZBA would establish site-specific provisions related to the minimum lot area, maximum projections for parapets and canopies, minimum landscape buffer width, and minimum parking requirements. It is our opinion that these provisions will allow for the appropriate and desirable development of the Subject Site and conform with the Town's OP for the following reasons:

- **Required Parking:** The hotel proposes a supply of 95 parking spaces for a total 114 rooms or a ratio of 0.83 spaces/room, whereas the By-law would require a total of 134 parking spaces. Currently, required parking standard is calculated at a rate of 1 space per lodging unit, plus an additional 1 spaces for every 30.0 square metres of net floor area outside a lodging unit.

In order to determine whether the proposed parking supply of 95 spaces would be sufficient for the proposed hotel, a Traffic Impact, Parking and Loading Study ("Traffic Study") was prepared to investigate the proposed parking supply.

For comparison purposes and as summarized in Section 6.3 of this Report, the Traffic Study assessed the parking supply and level of utilization of similarly sized hotels in the Town. Based on this assessment and assuming the sampled hotels are fully occupied the average peak parking rate per occupied room was estimated to be approximately 0.77 spaces per room.

The proposed hotel provides a parking rate that is slightly higher than the surveyed rate by the Traffic Study (0.83 vs 0.77). Additionally, it should be noted that the surveyed hotels each contain more significant conference space and meeting rooms than the proposed hotel, which might even result in a slightly higher utilization rate per room for these proxy sites. The current parking standard of the Zoning By-law that requires a minimum of 1 parking space per hotel room or suite plus an additional space beyond that required for each room is not reflective of current trends and usage.

Today, most hotels do not provide or exceed a ratio of 1:1 between rooms and parking spaces, rather there are often less spaces than rooms. This occurs for several reasons. Many transit or business travellers arrive at hotels directly by cab or on other modes of transit. They may be picked up by relatives or business colleagues, or, there may be groups of guests that will arrive together in one vehicle, but each have separate rooms. Oakville is well served by higher order transit, with two GO Train Stations and many head office and office facilities where co-workers might pick up business colleagues located closer by. Both of these circumstances would support the findings of a ratio of parking spaces to rooms at less than 1:1.

The current By-law standard which not only requires a ratio of 1 space per lodging unit plus an additional 1 parking spaces per 30.0 square metres of net floor area outside of

the unit is not reflective of either the changing nature and service level of hotels and this hotel in particular. Nor is it reflective of the potential patterns of usage by transit and business travellers and the other transportation options which are afforded to them. The application of an additional requirement of 1 space per 30 square metres of floor area outside the lodging unit represents or is similar to the required standard for offices and service commercial uses in the By-law (generally 1 space for every 20 to 40 square metres of net area).

The application of a standard of 1:1 plus an additional requirement which is equivalent to the standards for offices or service commercial uses above and beyond is onerous. A reduced parking standard is appropriate given the focus of the current standard, the proposed level of services to be available in the hotel and the availability of transit and alternative options for transit and business travellers to arrive at the hotel. This reduction is supported by surveys of existing hotels in Oakville and a comprehensive TIS and parking study. In our view, the proposed parking ratio is reasonable and justified.

It should be noted that the local context near the Subject Site provides for the opportunity to consider some reduction in parking supply. Local bus routes provide links to both of Oakville's GO stations allowing for the potential for transit connectivity for travelling tourists and employees at the proposed hotel. The proposed hotel also provides the required bike spaces, and combined with the bike lanes, allow the Subject Site to have reasonable active transportation opportunities. Although travelling guests would not be expected to arrive at the hotel by bicycle, employees who reside locally are more likely to use bicycles or transit as a mode to arrive at work.

- **Minimum Lot Area:** The intent behind the Town's minimum lot area for this zone is to accommodate low-density commercial uses, often collocated within a single lot. The proposed lot area is not a function of the proposed use and is an existing condition of the Subject Site. With this regard, the proposed ZBA includes a reduced area of 0.5 ha to accommodate the proposed use and provide flexibility. Given the much smaller building footprint of the proposed hotel, a reduced minimum Lot Area is appropriate for the use.

- **Maximum Height of Parapets:** The design of the building involves establishing a parapet at a height of 2.8 metres, which exceeds the maximum projection height of 2.0 metres above the roofline. The proposed parapet is a strong and distinctive design feature of the proposed building that provides for a well-defined roofline and contributes to the unique branding and style of the building.

The proposed projection of 2.8 metres is minor in nature and will not be visible from surrounding land uses given its orientation towards the QEW. The proposed ZBA would increase the permitted projection above the roofline to 3.0 metres. The proposed projection is consistent with other amendments approved in the Town for similar parapet projections. It further supports the objectives in the Town's Livable By Design Manual by the creation of a distinctive gateway, as further discussed in Appendix A of this Report.

- **Maximum Projection for a Canopy:** Similar to the proposed parapet, the design of the building provides for the establishment of a large canopy, which exceeds the maximum horizontal projection of 0.6 metres beyond the front and interior wall of a building. The proposed canopy

provides a distinctive architectural feature, which adds visual variety to the front façade, while providing weather protection for arriving guests and shelter to seating areas located below. Further, the canopy provides for a strong architectural expression of the building and further supports the branding style, much like the parapet projections.

- **Minimum Landscape Buffer:** A reduction is required to reduce the landscape buffer for the interior side yard. Since this zone provision is under appeal for By-law 2014-011, an amendment to By-law 2009-189 is required.

While the proposed hotel provides the required landscape buffer dimensions along North Service Road West and for the flankage yard along the QEW frontage, it does not meet the required dimensions for an interior yard landscape buffer dimensions. The majority of the interior side yard maintains a 2.14 metre landscape buffer, with only a small fraction of the parking area protruding beyond. The proposed ZBA requests that a minimum landscape buffer of 1.10 metres be permitted. The reasoning behind this encroachment is to allow for 6.0 metre fire route. The reduction is necessary to provide for an appropriate fire truck width and turning radius to serve the Subject Site.

This reduction is appropriate and minor in nature, especially when considered with the combined landscape buffering with the adjacent commercial plan. As noted in Zoning By-law 2014-014, where two widths of landscaping are required abutting each other, the minimum width of landscaping required may be reduced by up to 1.0 metre. Therefore, only 2.0 metre would be required and therefore the majority of the frontage would be in compliance with the Zoning By-law. In our opinion, the general intent of the

Zoning By-law is met with the proposed reduction and is appropriate given the circumstances of the Subject Site and relatively minor encroachment into the required buffer.

The reduced landscape buffer is not visible from the street and is directed towards an adjacent building with not active or animated frontages. The majority of pedestrian traffic will be directed towards North Service Road West, which provides walkways for pedestrian usage. Located on the abutting commercial property are loading areas and service bays to accommodate the adjacent retail use.

As previously noted in this report, in order to amend certain zone and parking provisions, the proposed ZBA is required to rezone the Subject Site to a new C3 exception zone. This would maintain all existing commercial use permissions and zone provisions, but would add Hotel as a permitted use, with site-specific exceptions in recognition of the triangular lot orientation.

Based on a detailed analysis of Zoning By-law 2014-14, it is our opinion that the proposed ZBA is consistent with the zoning approach that has been used for urban uses near and adjacent to the Subject Site, that the proposed site-specific provisions will allow for the appropriate and desirable development of the Subject Site and conform with the Town's Official Plan, and that the proposed hotel otherwise complies with all other applicable zoning provisions.

6 technical studies

6.1 Functional Servicing and Stormwater Management Report

A Functional Servicing Report and Stormwater Management Report has been prepared by A.M Candaras Associates Inc. in order to identify applicable site servicing and stormwater management requirements and to demonstrate how the proposed hotel will function with existing servicing infrastructure.

Stormwater Management

In order to prevent post-development discharge rates from exceeding pre-development rates for storm events up to and including a 100-year event, the report proposed the use of a detention area located below the surface, along with an inlet control device, which will restrict discharge rates to a pre-development allowable rate. The Report states that this proposed approach will appropriately control post-development discharge rates and provide sufficient on-site storage.

The Sixteen Mile Creek Watershed Plan requires that the 5.0 mm storm be retained on-site. To accommodate this, a stone trench will provide a storage volume rate that is within the acceptable rate. An infiltration manhole will be provided for the inspection and servicing of the trenches. A bypass pipe is provided above the top of the infiltration trench to convey the flow after the trench fills up. Quality controls are including an oil grit separate will be provided to meet the required 80% total suspended solids removal.

There is no existing storm service connection provided to the Subject Site. However, the Subject Site drains to the east to an existing 750 mm stormwater sewer, where it outlets into Sixteen Mile Creek. A 250 mm storm pipe is proposed to connect to the existing 750 mm pipe.

Functional Servicing

There is no existing sanitary service connection provided to the Subject Site across the frontage of the property. The closest existing sanitary sewer is a 300 mm sanitary connection, drawing west, located north along North Service Road West. As such, the partial removal of two existing 300 mm PVC storm pipes and replacement with two 375 mm PVC storm pipes is proposed, as well as the removal of an existing catch basin and replacement with a catch basin manhole.

Hydrant flow tests were undertaken to determine the maximum fire flow rate along North Service Road West. The maximum domestic water hourly demand of the proposed hotel was calculated as 148.41 litres per minute, with an additional 3000 litres per minute required for fire flow. The Report determined that the anticipated flow available from an existing 600 mm watermain located 40 metres from the Subject Site is 46,840 litres per minute. Therefore, there is sufficient water capacity to accommodate the proposed hotel. A 100 mm domestic and 200 mm fire service connection is proposed to service the subject Site from the existing 600 mm watermain.

The full Functional Servicing and Stormwater Management Report is included as part of the complete submission package.

6.2 Transportation Impact Analysis

A Traffic Impact, Parking and Loading Study (“Traffic Study”) was prepared by LMM Engineering Inc. in order to evaluate the proposed development in terms of its generated traffic, and parking and loading requirements. The typical five year and ten year horizons from the time of build out (2023 and 2028) were selected for the study horizon for the future background and future total conditions analyses.

Traffic Impact

Recognizing the unique location of the Subject Site, a traffic analysis of existing and future traffic volumes and intersection capacity analysis was undertaken. Weekday peak hour traffic counts were commissioned by LMM Engineering Inc. and were conducted on December 14, 2017. Existing morning and afternoon peak hour traffic volumes were used to analyze the key existing study intersection. The Town of Oakville provided the traffic signal timing plans for North Service Road West and the Commercial Plaza driveway, and Kerr Street and the Canadian Tire driveway.

Based on the intersection capacity analysis methodology in this report, the intersection of North Service Road West and Dorval Drive currently operate with some movements at LOS F and exceeding capacity and is expected to continue to do so with the future background and future total conditions. The intersection is already fully developed with dual left-turn bays on each approach and right-turn bays on three approaches. Additional improvements are not recommended at this intersection.

The analysis also indicates that at the North Service Road W / Kerr Street / QEW ramp intersection is expected to operate with the northbound left-turn movement at LOS E or F and exceeding the critical v/c ratio at the 2028 future background and future total conditions. Traffic signal warrant analysis based

on the available four-hour traffic volumes indicates that traffic signals are 95% warranted currently and will be warranted with the 2028 future background traffic volumes. Traffic signals are recommended as a result of future background conditions for the 2028 horizon. The analysis in the study indicates that traffic signals may be warranted at the North Service Road W / Kerr Street / QEW Ramp intersection by the 2028 horizon as a result of future background conditions (and not as a result of site traffic). It is recommended that this improvement be reviewed.

Proposed Access

Access to the Subject Site is located proposed as a right-in/right-out driveway and would be located approximately 60 metres east of the existing traffic signals at North Service Road West and approximately 80 metres from the QEW ramp intersection. The TIS found that a minimum required stopping sight distance for a 60 km/h speed limit road would therefore be 85 metres as per the Ontario Geometric Design Manual methodology.

As the available sight distance was estimated to be 100 metres to the west of the proposed driveway, the TIS concluded that there is sufficient distance for the proposed access. Therefore, the sight distance is expected to be enough to allow for vehicles on North Service Road West to stop if any vehicles turn from the driveway unexpectedly.

It is also recommended that the site entrances be stop sign controlled with a stop sign and stop bar for exiting traffic. Appropriate traffic signage and traffic control should be implemented to provide pedestrian and vehicular accessibility safety and manoeuvrability with minimum conflicts throughout the Subject Site.

Site Circulation

The site circulation was reviewed to determine if large vehicles (such as delivery vans and tour buses) can maneuver through the Subject Site. The analysis indicated that a large vehicle can maneuver through the Subject Site, and is able to enter and exit the Subject Site through the proposed access of North Service Road West.

Parking Study

In order to assess the proposed parking supply, parking surveys were conducted of similar hotels near the QEW, consistent with the approach used to determine trip generation rates for hotels. The parking survey included 2 hotels, all of which included meeting/conference areas in addition to hotel rooms. The results of the parking survey, based on an analysis of parking spaces per room, are as follows:

Based on the parking survey, none of the sampled hotels require the minimum zoning requirement established by the Town's Zoning By-law. The parking utilization studies at the proxy sites indicate that the average peak parking generation rate for this type of use is approximately 0.58 spaces per room.

The TIS applied a seasonal adjustment since the proxy site studies were completed in December. As a result, the average peak parking demand rate was adjusted to 0.77 spaces per room. The anticipated peak parking demand for the proposed uses on the Subject Site would be 88 parking spaces based on the average proxy sites' peak parking demand. Based on the findings of the TIS, the current parking rate as required by the Town's Zoning By-law greatly exceeds the actual demand. The TIS concludes that the proposed 95 parking spaces is sufficient for the proposed development.

Table 6 - Parking Survey Results

Site	On-Site Parking Supply	Hotel Rooms	Meeting Room Areas	Peak Parking Demand	Parking Rate (spaces per room)
Proxy Site:					
The Country Inn & Suites by Carlston 2930 South Sheridan Way, Oakville	85	71	2,800 s.f. GFA 4 rooms	44	0.62
Fairfield Inn Toronto 2938 Sherwood Heights Drive, Oakville	48	65	517 s.f. GFA 1 room	35	0.54
Average					0.58

6.3 Arborist Report

An Arborist Report was prepared by DA White to ascertain the potential impacts of the proposed construction of a new development on the trees located on the Subject Site and adjacent properties through conducting an on-site inspection. Conclusively, there are 3 privately owned trees and 4 boundary trees on the Subject Site, all of which are to be retained and preserved with tree protection barriers, such as fencing, during demolition and construction. All trees on neighbouring properties would be retained as well. All new trees planted on the Subject Site would be of large calliper nursery grown stock and would be transplanted as according to municipal codes and bylaws. A full version of this report is included as part of the complete submission package.

As the building is proposed to be slab on grade, the geotechnical report recommends that all loose topsoil, fill or deleterious fill material should be removed from the building area. Exposed subgrade should be compacted from the surface and proof-rolled and any soft or wet areas identified should be sub-excavated and replaced with approved compacted fill. No major construction problems, due to water, are anticipated with excavations not exceeding 2.5 metres deep. It is recommended that frequent site inspection by geotechnical personal be carried out during construction to verify the compaction for the subgrade base courses and asphaltic concrete.

6.4 Geotechnical Report

V.A. Wood Associates Limited was retained to undertake a geotechnical investigation for the proposed hotel. The purpose of the investigation was to reveal the subsurface conditions and determine the soil parameters for the design and construction of the proposed building structure, and the associated site services and paved areas.

The fieldwork as carried out on February 16, 2018 consisted of seven boreholes. The boreholes encountered 50 to 200 +/- millimetres of topsoil followed by 0.5 to 0.9 +/- metres of loose to very loose fill, then competent deposits of silt and shaley till. The groundwater table is considered to be located at a depth of at least 4.8 metres below grade, although perched water conditions may occur within fill and on top of the native clayey silt.

7 conclusions

Based upon our comprehensive review and analysis that was undertaken in the formulation of this Planning and Urban Design Rationale Report, it is our professional opinion that:

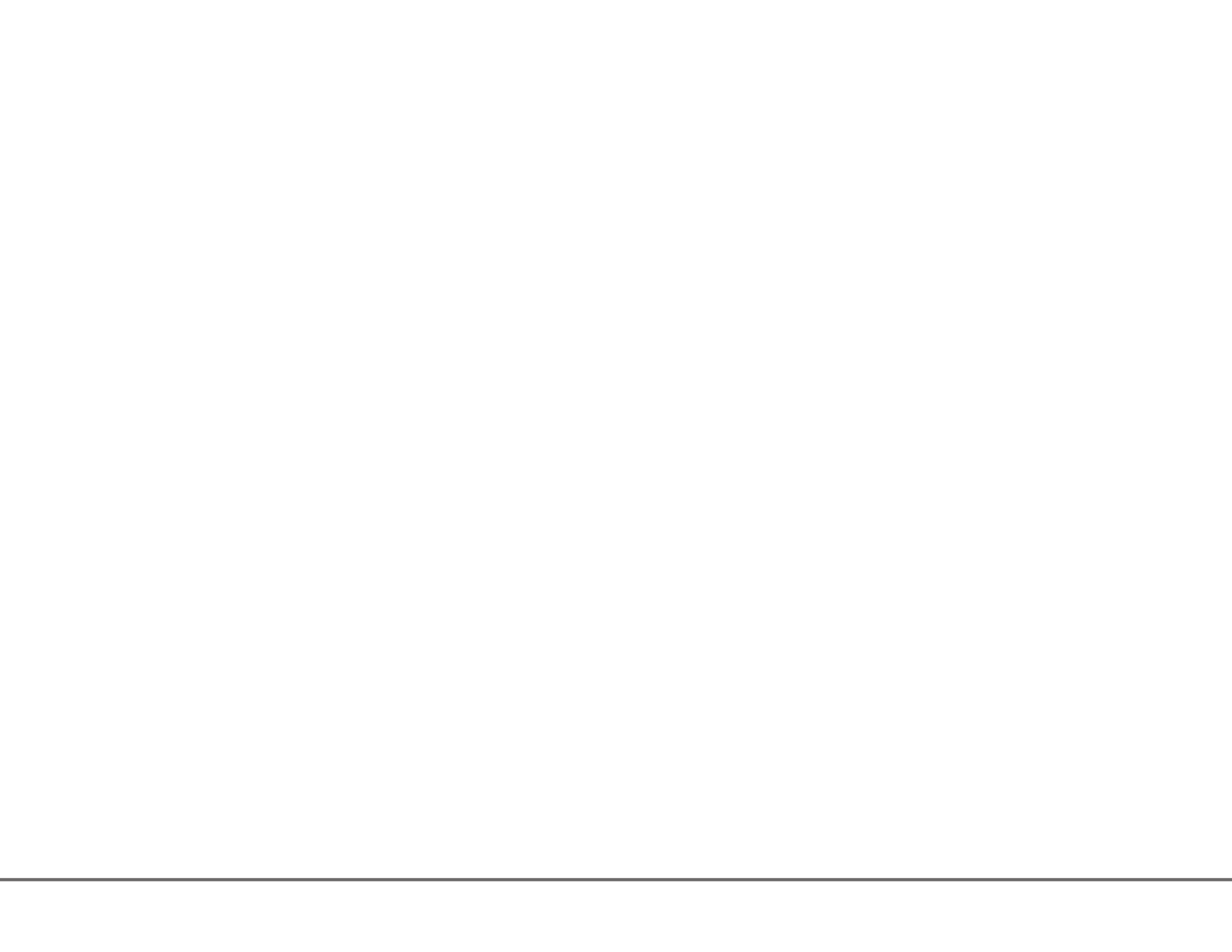
1. In terms of current Provincial policy as set out in the Provincial Policy Statement, it is our opinion that the proposed hotel, OPA and ZBA are consistent with all applicable policies, including those related to managing growth, Settlement Areas, efficient development patterns and transportation.
2. In terms of current Provincial policy and the growth management framework set out in the Growth Plan for the Greater Golden Horseshoe, it is our opinion that the proposed hotel, OPA and ZBA conform with the Growth Plan, including policies related to managing growth, intensification and complete communities. The proposed hotel will assist the Region in achieving its minimum growth forecasts and minimum intensification requirements, and will provide for the appropriate mixed-use intensification of the Subject Site, which is located along an existing transit route and adjacent to a Provincial Highway.
3. In terms of Regional planning policy and the growth management framework set out in the Halton Region Official Plan, it is our opinion that the proposed hotel, OPA and ZBA conform to and are permitted by the Official Plan, with the Subject Site being located in the built-up area of the Urban Area and along existing transit routes. The proposed hotel will assist the Town in achieving its growth forecasts and minimum intensification requirement as set out in Halton Region's Official Plan.
4. In terms of local planning policies as set out in the Town of Oakville Official Plan, it is our opinion that the proposed hotel, OPA and ZBA conform to Provincial and Region planning policy, but also the urban design principles and planning policies related to Major Commercial Areas. While a Hotel is not a permitted use under this designation in the Town of Oakville's Official Plan, it supports the policy objectives of the Official Plan. The proposed hotel will provide for the appropriate intensification of the Subject Site, located along a transit route and a minor arterial road. This intensification will diversify the mix of uses in a predominantly commercial area, but is still compatible with existing commercial uses and is in keeping with the characteristics that support complete communities.
5. In terms of the Town's urban design policies and guidelines, it is our opinion that the proposed hotel has been designed to respond to its surrounding context and be generally consistent with all applicable policies and guidelines, including those related to built form, transition and the pedestrian environment. In this case, the proposed hotel has been designed to provide for a strong, urban street edge along North Service Road West, which will significantly enhance and activate the pedestrian environment. Overall, the proposed hotel represents good site and built form design, providing for a compatible and appropriate relationship to adjacent and surrounding properties.
6. It is our professional opinion that the proposed hotel, OPA and ZBA are appropriate and desirable, and that their approval would be in the public interest and represent good planning.



Appendix A - Proposed Hotel, North Service Road W & QEW The Town of Oakville

Urban Design Brief

Prepared by The Planning Partnership
March 2018



1.0 Introduction

The purpose of this Urban Design Brief is to provide a thorough overview of the proposed development within the context of good, thoughtful, urban design. It does so by evaluating the proposed development against the urban design guidelines, policies and criteria articulated in the Urban Design section (Section 6.0) of the Town's Official Plan and the Town's Livable by Design Manual guidelines. The principles found in those documents provide design direction for the public realm, built form and site development, and thus form the approach and structure of this urban design brief.

2.0 Design Vision, Guiding Principles and Objectives

The goal in developing the Subject Site is to create and promote diverse communities and neighborhoods within the Town of Oakville through thoughtful design and architectural distinction.

To achieve this goal, design must weigh the existing context, opportunities and constraints of the site with balanced consideration for the planning framework, market conditions, and construction technologies. The built form response should be beautiful, functional, and environmentally responsible.

The design of the proposed 7 - storey hotel building takes a contemporary approach to the traditional hotel vernacular. The highly articulated and modern building provides a landmark along North Service Road West, that both complements its surroundings while creating a visual focus in the landscape. In doing so, it meets the Town's objectives for high quality and meaningful architecture.

3.0 Context

A description of the Subject Site and relationship to its surrounding context are described in greater detail in Section 2.0 of the Planning Rationale Report, which includes a comprehensive review of the surrounding land use framework, transportation network, and overall neighbourhood character. In summary, the Subject Site is located adjacent to a commercial area known as Dorval Crossing, but is within close proximity to a range of other uses, including residential, employment and open space.

4.0 Policy Context

Town of Oakville Official Plan

Section 6 of the Town of Oakville's Official Plan ("OP") outlines how development is to occur throughout the Town and is reviewed in detail in Section 5.2 of this Report. A common theme throughout the OP is to ensure that new developments are compatible and appropriate within the context of surrounding development. New development should maintain a high degree of quality and urban design that promotes neighbourhood connectivity, in accordance with the Livable by Design Manual.

With regards to intensification, the OP addresses the integration, compatibility and relationship of new development to existing buildings and to the surrounding neighbourhood character and context based on the principles of good urban design practice, as reviewed in Section 4.0 of this Analysis.

Livable by Design Manual Part A – Urban Design Direction for Oakville

The Livable by Design Manual ("LBDM") is comprised of three distinct components which implement the Livable Oakville Official Plan by providing the necessary direction for designing and assessing development. Part A – Urban Design Direction for Oakville applies to all development proposals subject to review and planning approval by the Town.

The LBDM sets the framework for desirable and compatible development that sympathetically responds to the surrounding context, maintains and enhances the character of an area and promotes a more human approach to development. The LBDM helps the Town achieve "a high standard of urban design and architectural quality to provide an innovative and diverse urban form that promotes a sustainable, dynamic, and livable environment", as directed in Section 6 of the Town's OP. The LBDM also establishes the physical design components that will aid in fostering high quality and sustainable developments resulting in integrated communities.

The guidelines are supported by a detailed set of objectives, illustrated recommendations and strategies that aim to expand the Town's capacity for mixed-use communities for urban living, employment and recreation.

Framed around the guiding principles of connectivity, sustainability, legacy, creativity, the LBDM manual includes specific criteria to which the proposed development adheres, as discussed below.



Figure 1 - Artistic Render of Proposed Hotel

5.0 Urban Design Evaluation

Gateways and Public Views and Vistas

OFFICIAL PLAN

Section 6.6 of the OP speaks to the importance of gateways as key urban design elements. Gateway locations are significant entry points to neighbourhoods. They provide landmarks, points of orientation and focal vistas that help to shape our understanding and experience of our community. Specifically, the OP states that:

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

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

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

LIVABLE BY DESIGN

Section 2.3 of the LBDM builds upon the policies of the OP, establishing site orientation and built form design directions for gateway locations, of which the Subject Site could be considered:

2.3.3 “reinforce a gateway location by designing and enhancing built form at corners and strategic locations that incorporates: a) significant vertical elements, distinctive architectural treatments; c) variation in building massing; and, d) main entrances oriented directly towards the street, and, where applicable, the intersection”.

Section 2.4, Public Views and Vistas, highlights the importance of maintaining, enhancing, and creating views from the public realm, particularly in relation to major civic and institutional buildings, built landmarks, and natural features and open spaces, among others. There are prominent public views throughout the municipality and often times these view corridors may become compromised if new development does not preserve valuable public views.

PROPOSED DEVELOPMENT

The proposed development is located at the intersection of the QEW off-ramp, where Kerr Street changes North Service Road West, at the south-eastern corner of the Dorval Crossing area. The proximity to the QEW off-ramp and the Subject Site's relationship to surrounding commercial plazas arguably establishes the Subject Site as an important gateway coming into this area off of the QEW and into the variety to services it provides.

The proposed building is to be prominently located at the northeast corner of the Subject Site, establishing a strong presence at the corner and along both street frontages with the main entrance oriented towards North Service Road West. While this location

is distanced away from the major intersection and entrance to Dorval Crossing West, it is appropriate given the required MTO setback and the design and relatively higher speeds of exiting highway traffic from the QEW off-ramp.

The mid-rise building's design incorporates diverse materials and colours to create visual interest. Specifically, the stairwells are emphasized by extending outwards from the main building, as well as clad in terracotta coloured panels that help establish a strong visual identity of the building within the area and enhance its visibility from the QEW. These features also conform with Section 2.4.3 that directs for corner buildings at major intersections to incorporate visually interesting vertical elements that reinforce strategic locations and contribute to the Town's growing skyline.



Figure 2 - Illustration of views and vistas

Built Form and Articulation

OFFICIAL PLAN

Section 6.9 of the OP speaks to the importance of built form as a key element of good urban design. Specifically, built form refers to the arrangement of buildings and their relationship to each other in promoting good urban design. It helps identify and define the character within a specific area. As a significant portion of new growth in Oakville will be by way of intensification and redevelopment, good built form will have a significant impact on how the new development will fit into established areas.

Overall, policies in the OP state the importance of “massing, form, placement, orientation, scale architectural features, landscaping and signage” in promoting good urban form. When specifically identifying a compatible built form between different land uses, “development shall be designed to accommodate an appropriate transition through landscape buffering, spatial separation, and compatible built form.” Therefore, urban design should have strong regard to how a building should be situated within a parcel. Furthermore, the OP also discusses the value of presenting active and visually permeable facades on all streets, and using built form to promote human-scaled spaces and environments.

The OP states that the “*main principal entrances to buildings should be oriented to the public sidewalk, on street parking and*

transit facilities for direct and convenient access for pedestrians”. Built form also relates to how the materials and overall design of a building visually relate to its surroundings. In support of this, the OP states that:

6.9.7 Development should be designed with variation in building mass, façade treatment and articulation to avoid sameness.

6.9.8 Buildings located on corner lots shall provide a distinct architectural appearance with a high level of detailing and articulated façades that continue around the corner to address both streets.

Finally, the OP speaks to the importance of integrating increases to height with regards to surrounding land uses. Specifically, the OP states:

6.9.9 New development shall ensure that proposed building heights and form are compatible with adjacent existing development by employing an appropriate transition of height and form from new to existing development, which may include setbacks, façade step backs or terracing in order to reduce adverse impacts on adjacent properties and/or the public realm.

6.9.15 Buildings should be sited to maximize solar energy, ensure adequate sunlight and skyviews, minimize wind conditions on pedestrian spaces and adjacent properties, and avoid excessive shadows.

LIVABLE BY DESIGN

The LBDM further provides specific direction for mid-rise non-residential buildings. Section 3.1 includes guidelines specifically tailored to tall and mid-rise building, defining mid-rise buildings as buildings between five and twelve storeys. The proposed development is considered mid-rise as it is 7 storeys in height.

3.1 Successful tall and mid-rise buildings are architecturally interesting and create a cohesive design composition through their proportion, scale, massing, building materials, and architectural character.

The LBDM provides greater detail on how built form is to integrate and enhance surrounding areas. Careful consideration needs to be given to the massing of mid-rise buildings to provide a comfortable pedestrian environment and to create visual variety along public edges. Section 3 of the LBDM provides direction for achieving a successful built form. However, it further elaborates on design direction to accommodate higher density buildings. In particular, it focuses on the building base, middle, and top, the transition to adjacent surroundings, and the building detailing and materials. These components were carefully reviewed and integrated into the hotel's proposed design.

PROPOSED DEVELOPMENT

Mid-rise buildings take on a diversity of shapes and sizes, particularly in commercial areas located adjacent to highways and higher order transit. However, hotels are very use specific; they are built and designed to meet the need for short-term accommodation that is convenient and comfortable. In order to be economically viable and have sufficient number of rooms to meet demand, hotels often exceed five storeys in height. Therefore, the impact on the micro-environment is a key design consideration. The proposed development uses key design elements to contribute to the dynamism of the surrounding areas.

As a mid-rise building, the proposed hotel does not have the common base, middle, and upper portion configuration found in taller buildings. Nonetheless, it has been designed with similar components, with changes in materiality that contribute to a successful built form overall. In particular, the height of base is appropriate and set back at a ratio of 1:16 of street width to building height in accordance with the LBDM. Given that North Service Road West has a Right of Way width of 20 metres, this would allow a 32 metre tall building, or 10 storeys. The proposed hotel is well within this standard.

The proposed development has strong regard for providing transitions to its commercial surroundings. Overall, the built form of the proposed development and its compatibility exhibits a high standard of design, detail, and variety that are functional and well-maintained while also aesthetically pleasing, as directed by Section 3.36 and in conformity with the overall objectives of Section 3.1 that describes successful built form elements.

As mentioned, Dorval Crossing is characterized by the predominance of single storey commercial uses. However, Provincial and regional legislation, as well as the Town's OP, all promote modest intensification of vacant and/or underutilized sites such as this, which are within close proximity to transit and highways. The massing of the project has been allocated in a manner that addresses the importance of having a presence in Dorval Crossing.

The proposed building has been located in the most appropriate part of the Subject Site close to North Service Road West, in accordance to existing site constraints caused by setbacks required by MTO and the unique parcel configuration. It is located close to the street where it will enhance the pedestrian realm, define the public street environment, and encourage transit usage.

The primary entrance is oriented towards North Service Road West, making it visible from the corner when heading south along the street, and helping to establish a direct connection to the pedestrian realm and sidewalk. The abundance of glazing along the ground floor plane including the entrance creates a rhythm of transparent glass and solid materials that increase visibility into and from the building. These features will contribute to an animated and engaging public realm outside the hotel and



Figure 3 - Ground Floor Space

increase safety of the pedestrianized area, pursuant to Sections 3.1 and 3.34 more generally. The site layout also speaks to the surrounding buildings and spaces, orienting the parking towards the side and rear of the building adjacent to the rear of the existing commercial plaza.

As described in the LBDM, building articulation is important to the creation of cohesive streetscapes by providing variation in façade articulation and details, framing the street and creating a sense of enclosure. The design of the proposed hotel includes large glass windows that break up the building's façade to create a cohesive and complimentary built form throughout the building. A combination of layered elements, recesses, and projections with the pronounced stairwell, divide the massing into smaller features that avoid large areas of blank or poorly articulated walls, in response to Sections 3.34 and 3.35.

In terms of materials, Section 3.38 directs developments to “incorporate cladding materials that include brick, stone, metal, glass, wood, and in-situ concrete”, with “high-quality stucco only as an accent material”. As illustrated in Figure 4, the proposed development incorporates a variety of materials such as white, grey, and terracotta finish for the majority of the building, with glass facade treatment at grade along the frontages. While a light blue stucco is also used, it is primarily serves to accentuate the development to contribute to the diversity of materials and coherent design.

Environmental controls are also incorporated into the building, pursuant to Section 3.40 as a canopy is provided over the primary entranceway, mitigating negative environmental impacts on the pedestrian realm while maintaining transitional outdoor space, as opposed to many hotels that incorporate a porte-cochère that provides continuity between indoor and outdoor spaces.



Figure 4 - North Elevation

Vehicle Access and Pedestrian Circulation

OFFICIAL PLAN

Section 6.11 of the OP specifically discusses the importance of pedestrian access and circulation to, from and within the Subject Site. First and foremost, pedestrian walkways should be barrier-free to encourage access for people of all abilities. Pedestrian circulation is important to how and where people interact on the Subject Site. It also increases public safety by minimizing conflicts between vehicles and pedestrians. Therefore, the OP states that developments should incorporate safe and direct access and circulation routes to and through the site that connect pedestrians to:

- a) principal entrances of building(s), amenity areas and parking areas;
- b) the public sidewalk and transit facilities; and,
- c) adjacent developments, where appropriate.

Vehicle access and general circulation is equally important to ensuring that site designs are safe for all users. The OP states the following:

6.12.1 Developments should incorporate safe and direct vehicular access and circulation routes with defined internal driving aisles to direct traffic, establish on-site circulation, and frame parking areas.

6.12.2 Consolidated driveway accesses are encouraged to maximize the areas available for landscaping, minimize disruption of the public sidewalk, and minimize expanses of pavement.

LIVABLE BY DESIGN

Section 4.0 of the LBDM provides specific directions for the layout and organization of sites, describing it as: “the placement and interconnectivity of buildings, pedestrian spaces, landscaping, vehicle routes and service elements in order to optimize site function and enhance overall appearance”. A successful site design includes an organized layout, a clear hierarchy of spaces, a defined edge, and an enhanced pedestrian experience whereby servicing functions are concealed from public view.

Key polices to which the proposed site layout conforms are as follows:

4.2.1 Design pedestrian networks to provide direct, barrier-free, predictable and safe access to and from public sidewalks, transit stops, urban squares, amenity areas, building entrances, parking areas, and open spaces...

4.2.4 Design pedestrian networks that incorporate variation in paving materials, colours and/or texture to delineate pedestrian crossings, building entrance areas, passenger loading areas...

PROPOSED DEVELOPMENT

Site circulation has been designed with a regard for a range of transportation modes including vehicular, pedestrian and other active transportation. Furthermore, site circulation has been designed to integrate barrier free design wherever possible. The primary building entrance has been designed close to the street, to encourage transit use and active mobility. The Subject Site consists of a single hotel that is oriented towards the North Service Road West and QEW off-ramp corner, with the associated parking and servicing areas that are located to the side and rear of the building.

The building's orientation ensures that any potential pedestrian and vehicular conflicts are minimized as there is a direct, barrier free, predictable and safe connection from the building to North Service Road West where transit stops are located. This configuration also minimizes the impacts of parking facilities and site servicing by orienting them away from the main pedestrian routes around the hotel. The proposed design also supports a desirable and barrier-free pedestrian area at grade by non-slip decorative painting, landscaping, and a glass façade that animates the space.

There are two main pedestrian entrances to the building, with a main entrance from North Service Road West and a secondary entrance accessed from the parking areas. The North Service Road West entrance provides connection to the public street, which continues to the Dorval Crossing shopping areas. There are visitors' bicycle parking provided on site near the east entrance as well as to the north of the Subject Site, all accessed by landscaped sidewalks.

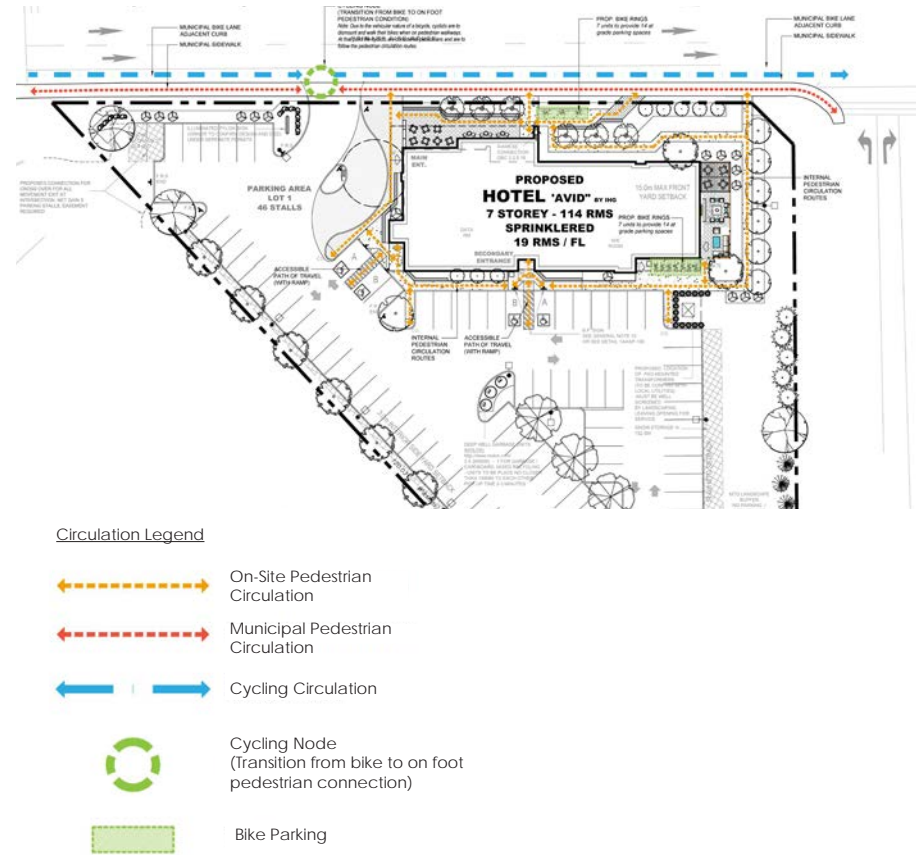


Figure 5 - Pedestrian flows

Parking and Landscaping

OFFICIAL PLAN

The Town's OP identifies the importance of landscape design and treatments in not only enhancing the visual appearance of developments but also the quality of the 'experience' of the environment. Section 6.10 outlines ways in which landscaping can be incorporated to enhance the visual appeal, quality, and micro-climate and human scale of development. The location of parking is also critical, and is often coordinated with landscaping to improve the logical flow and legibility of site design. Specifically, when providing surface parking areas, they should be:

- a) *located in the rear or side yard, or in areas that can be appropriately screened, so they do not dominate the streetscape, but are sufficiently visible for safety and functionality; and,*
- b) *connected to the on-site pedestrian network and streetscape through landscaped pedestrian linkages.*

LIVABLE BY DESIGN

As the LBDM notes, landscape design can be effective in defining and enhancing the form, function and appeal of public and private space, reinforcing human scale and softening urban environments. An important element in achieving this is the town-wide tree canopy coverage target for the Town has been set at 40% by 2057. Given that the Subject Site is predominantly grassed open space, the proposed development helps achieve this target by providing a net gain through the planting of new trees. The LBDM provides additional policies that relate to the landscaping of sites, including:

4.1.1.1 Design landscape areas within and surrounding surface parking areas that include: a) deciduous tree plantings to provide shade and reduce the heat island effect; b) soil volumes that support the range of plantings; c) ground cover materials in planting beds; d) irrigation systems, where warranted"

4.5 Landscape front and flankage yards with plantings and other landscaping features that provide visual interest, highlight pedestrian connections, enhance building and site features, screen undesirable elements, and provide continuity with the public realm.

4.12. Incorporate and position landscape areas and islands adjacent to: a) major drive aisles to delineate routes and calm traffic; b) pedestrian circulation routes to delineate the path and provide buffering from parked and moving vehicles; c) site entrances to identify access points; d) continuous lengths of parking rows to accommodate landscape break out zones.

PROPOSED DEVELOPMENT

Landscaping is an important site design element. All landscaped areas will be encouraged to follow an informal layout, and include a diverse, native, disease resistant, and drought tolerant palette of plants. Landscaping should be integrated into parking areas and the perimeter of the Subject Site.

Landscaping, both hard and soft elements, shall be designed to form buffers to adjacent sites, to reinforce street edges, and to screen parking from public view.

Ultimately, the proposed hotel introduces a mix of hard and soft treatments to provide visual variety and legibility to the Subject Site. Further, surface parking has been oriented to the rear of the Subject Site and provides barrier-free parking spots in close proximity to the building as shown in Figure 6. These design strategies are aimed at mitigating the visual impact of the parking lot areas, minimizing pedestrian/vehicular conflicts, and establishing a pedestrian-oriented streetscape along North Service Road West.

Large surface parking areas are punctuated by landscaped islands and strips that create a visual break within expansive paved areas. Trees and shrubs have been placed in strategic locations along the boundary of the Subject Site to screen these areas.

Outdoor patios proposed along the frontages of the QEW off-ramp and North Service Road West are an important outdoor amenity for guests of the hotel. However, landscape buffers comprised of native trees are critical to ensuring that these spaces are usable and enjoyable, by mitigating noise caused by vehicular traffic.

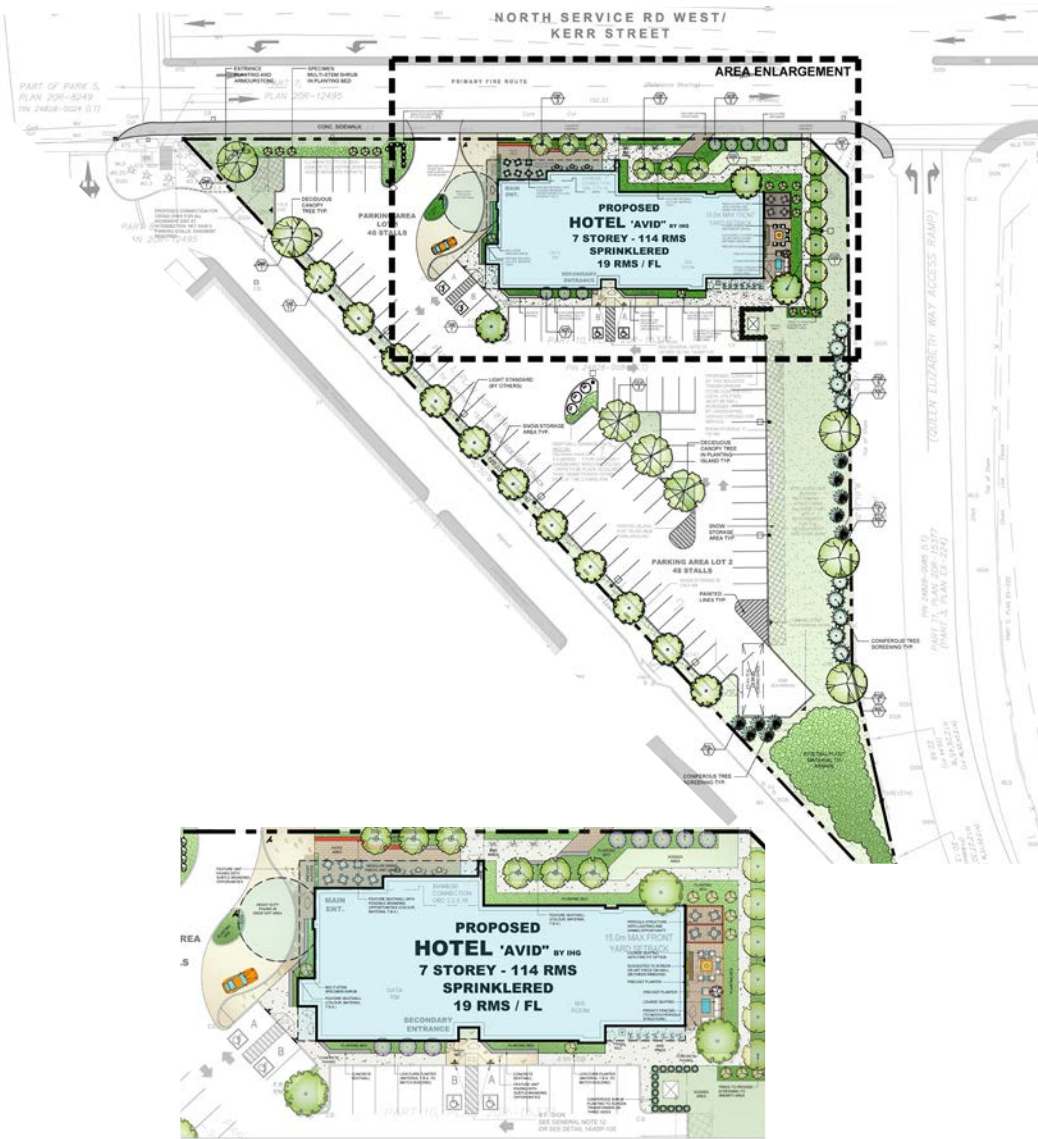


Figure 6 - Landscape Concept and Enlargement

Lighting and Signage

OFFICIAL PLAN

Lighting and signage help improve, and illustrate a particular function of a building to internal and external users. When used effectively, it can increase the legibility of a site by guiding pedestrian and vehicular travel patterns. They are key factors in how well a site works. With specific regards to the Subject Site, the OP states that:

6.14.1 Lighting levels shall be appropriate for the size, character and function of buildings and sites.

6.14.3 All building and site lighting shall be mitigated at the source to minimize impact on adjacent properties and public roads.

6.15.1 Signage should be compatible with the scale and architectural design of the building, the site features and activities. Signage should be tailored to the size, type and style of a development.

LIVABLE BY DESIGN

The LBDM also includes policies in relation to lighting and signage. Given the location of the hotel and proposed height along the QEW, these policies relate to the visibility of the proposed development from the QEW. Section 4.4 describes effective lighting as follows:

4.4.1 Providing adequate night-time visibility while minimizing glare and light intrusion onto adjacent private properties, public lands and rights-of-way

4.4.5 Design parking area lighting to provide adequate illumination levels and uniform distribution for vehicular and pedestrian movement. Ensure the height and placement of the lighting standard prevents glare and light spillage onto adjacent properties.

In regards to signage, Section 4.5 states as follows:

4.5.1. Design signage that: a) is proportionate with the scale of the building and its surroundings; b) communicates a clear message; c) is oriented towards intended viewers; Incorporate illumination from a shielded external light source, concealed lighting, moderate ambient back-lit lighting, or low accent lighting to prevent glare and spillover onto adjacent properties.

4.5.4 Incorporate signage that does not obscure, detract from or dominate the form, character or details of the building(s), site or adjacent properties.

PROPOSED DEVELOPMENT

The proposed development is located in an existing commercial area, without any residential uses close-by. As such, any light spillage onto adjacent properties would not drastically affect neighbouring sites. However, during the detailed design phase, consideration will be given to incorporate strategies and ultimately to reduce any off-site impacts. The “branding” of the Hotel and detailed design allows for signage on all building faces that is both striking and visible but also compatible with the design aesthetic of the building and surrounding commercial areas.

Lighting is included throughout the parking areas and around the perimeter of the Subject Site to increase pedestrian and visitor safety. These lighting fixtures are conceptually identified at this time, with more detailed designs including specific wattage for light fixtures, to be determined upon submission of site plan application. However, the proposed lighting will be within acceptable limits to not impact adjacent areas, but will also have special regard to the view corridors along the QEW. The same principles will apply to the proposed signage.



Figure 7 – Hotel signage and lighting

4.0 CONCLUSIONS

Overall, the proposed development conforms with the urban design guidelines articulated in the Oakville's Official Plan and Livable by Design Manual as follows:

1. The layout and configuration of the proposed development on the Subject Site will establish a strong edge along North Service Road West. It will contribute to enhancing the public street and pedestrian realm, and, supported by the materiality of the building that exhibits a glass façade emulating a retail entrance design, will introduce an animated edge to this street.
2. The massing of the proposed development is appropriate for its location nestled between the adjacent commercial uses as its height does not negatively impact adjacent areas and the positioning of the building at the north of the Subject Site ensures an appropriate transition to adjacent commercial buildings.
3. The choice of a neutral and light palette of materials, with terracotta accents highlighting the extruding stairwells exhibits a high degree of design quality and material compatibility throughout the building and in relation to the cement materiality of surrounding buildings.
4. Parking is oriented towards the rear of the Subject Site, in proximity to the servicing laneway of Dorval Crossing East. This site layout minimizes the amount of pedestrian vehicle conflict for those patronizing the hotel. Barrier free parking spaces are situated adjacent to the building and a permeable non-slip paving is used to ensure a clear distinction and pathway to the entrances.

