

# UPPER KERR VILLAGE PART 1 TRANSPORTATION ASSESSMENT OFFICIAL PLAN AMENDMENT

**Transportation Considerations Report** 

Prepared For: April Investments Limited, 527079 Ontario Limited, Trans County Development Corporation Limited

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#### 1.0 INTRODUCTION

#### 1.1 OVERVIEW

BA Group has been retained by April Investments Limited, 527079 Ontario Limited, Trans County Development Corporation Limited (collectively the owners of the properties at 131 Speers Road, 530 Kerr Street and 588 Kerr Street, herein after referred to as the Applicants), in association with the applicants associated with the property known municipally as 550 Kerr Street (Oakville Development [2010] Inc. referred to herein as 550 Kerr Street, to prepare a transportation impact assessment for the Official Plan Amendment (OPA) required to permit the intensification of the block of land that forms a portion of what is referred to as the Upper Kerr Village District in the Town of Oakville.

The portion of the Upper Kerr Village District that forms the subject OPA (referred to herein as the OPA Lands) is bounded by Speers Road on the south, Kerr Street on the east, the CN Rail corridor on the north, and the west limit of the property known municipally as 171 Speers Road (See **Appendix A, Schedule O1**, the lands north of Speers Road and west of Kerr Street and **Appendix C, Site Context Plan**). The owners of the property at 171 Speers Road are not a direct party to the OPA submission; however, their lands form an integral part of the Upper Kerr Village District and its proposed future development structure. The involvement of the lands at 171 Speers Road is addressed in **Section 5.2.3**, **Phasing Implications Associated with 171 Speers Road**.

The Comprehensive Development Plan and implementing OPA will permit the intensification of the OPA Lands. The intensification characteristics are set out in the Draft OPA and associated Schedules prepared by Urban Strategies Inc. (See **Appendix D**). The Draft OPA provisions incorporate the goals, objectives and policies set out in Part E – Growth Areas, Special Policy Areas and Exceptions, Kerr Village (See **Appendix B**) when establishing the intensification parameters for the overall Block and individual properties. **Table 1** sets out what the Draft OPA will generally permit in terms of the overall intensification across the OPA Lands and on individual properties.

TABLE 1 OVERALL DEVELOPMENT POTENTIAL ACROSS THE OPA LANDS

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

Source: USI Land Use estimates based upon Draft OPA provisions, Nov. 12 2021

The Draft OPA and associated intensification levels take into consideration the approved grade separation of Kerr Street and the CN Rail corridor when establishing the resulting land areas associated with future intensification. The Kerr Street grade separation involves a realignment of Kerr Street that includes a shift in the horizontal alignment of Kerr Street to the west starting approximately half way between Speers Road and

Shepherd Road and extending north beneath the CN Rail corridor where it rejoins the existing alignment of Kerr approximately half way between the CN Rail corridor and Wyecroft Road. The effect of this Kerr Street grade separation is a reduction in the developable lands on a portion of the OPA Lands.

The Draft OPA and associated intensification levels also take into account the introduction of the new public and private streets across the OPA Lands as well as the introduction of a public park and public square within the OPA Lands.

Shepherd Road is to be extended west of Kerr Street to a point where it would connect with the northerly extension of St. Augustine Drive. The resulting public street would be a continuous public street with signalized connections at Kerr Street and Speers Road.

The public park is planned to be centrally located within the OPA Lands and be 1 acre (4.037 square metres) in area. The public square is planned to located at the northwest corner of Speers Road and Kerr Street.

A private street is planned to wrap around the public park on its east and south sides creating an opportunity to provide access to development parcels that would front onto Speers Road and Kerr Street and offer an opportunity for mid-block pedestrian connections between Speers Road and Kerr Street and the planned street network within the OPA Lands.

These public and private streets and public park and squares are illustrated on the Schedules to the Draft OPA in **Appendix D**.

This report is Part 1 of the complete set of transportation assessments that will provide support for the Comprehensive development Plan and Draft OPA provisions. Part 1 is a high-level overview of the transportation considerations relevant to the OPA Lands. Part 2 of the transportation assessment will consider the implications of the associated intensification of the OPA Lands in detail and provide an analytical assessment of the travel demands, impacts, and mitigation measures, if any, required to support the Draft OPA provisions. The Part 2 Transportation Assessment will be submitted prior to the Statutory Public Meeting..

The following sections of the Part 1 Transportation Assessment report present a summary of the following:

- A description of the Existing Site, Surrounding Area and Development Proposal;
- Area Transportation Context;
- · Relevant Policies of Key Planning Documents;
- A review of the Draft OPA development characteristics from various Frames of Reference the Site,
   Site Phasing, the Local Area, and Regional Level; and,
- Summary and Conclusions

#### 2.0 SITE AND DEVELOPMENT PROPOSAL CONTEXT

#### 2.1 EXISTING SITE

The Existing OPA Lands currently exhibits a range of retail / entertainment uses across the existing properties. The 171 Speers Road property includes an existing cinema use and what was a mixture of retail businesses, personal service businesses and institutional uses (adult learning centre). The balance of the OPA Lands (that portion that fronts onto Kerr Street and a portion of Speers Road operates like a homogeneous retail plaza with what is configured as retail gross floor area (GFA) situated along the west side of the OPA Lands, service areas on the west side of the retail GFA and a conventional shared parking area between the retail GFA and Kerr Street.

In total the approximately existing GFA areas associated with the 171 Speers Road property is 50,500 square feet GFA. The portion of the OPA Lands associated with 131 Speers and 530 Kerr, 550 Kerr and 588 Kerr has approximately 126,200 square feet of GFA. The total existing commercial GFA across the OPA Lands is approximately 176,700 square feet GFA.

The 171 Speers Road property acts as a separate parcel in terms of vehicular access and circulation. The balance of the OPA Lands (including 131 Speers and 530 Kerr, 550 Kerr and 588 Kerr) acts as a contiguous parcel of land with two (2) access driveways from Speers Road two (2) access driveways from Kerr Street. None of the access driveways are signalized.

The lands inclusive of 131 Speers and 530 Kerr, 550 Kerr and 588 Kerr have mutual cross-easements on title of each individual property that afford each parcel equal rights of access and circulation. The easements are mutually binding and all property owners must agree to any modifications to the easements. This effectively ensures that there will always be the ability to navigate across each property and use any access point to access or egress any parcel of land within this portion of the OPA Lands.

The approved grade separation of Kerr Street and the CN Rail corridor will have the effect of shifting the horizontal alignment of Kerr Street to the west starting approximately half way between Speers Road and Shepherd Road and extending north beneath the CN Rail corridor where it rejoins the existing alignment of Kerr approximately half way between the CN Rail corridor and Wyecroft Road. This realignment will reduce the future developable lands on a portion of the OPA Lands and eliminate approximately 4,350 square feet of GFA (an outparcel building at the north end of the OPA Lands). It will also reconfigure access to the OPA Lands (the portion including 131 Speers and 530 Kerr, 550 Kerr and 588 Kerr) in such a way that the existing northerly unsignalized access driveway would get eliminated and replace with a signalized access opposite Shepherd Road. The reconfigured access will also result in a reconfiguration of the parking layout and circulation around the new signalized access given the grading required to match the new (lower) elevations along Kerr Street post grade-separation. **Appendix E** contains the 30% design plans for the Kerr Street Grade Separation Proposed Road Improvements.

The grade-separation also results in a configuration of the property boundaries along Kerr Street, especially for lands associated with 550 Kerr and 588 Kerr.

Service vehicle access to the rear of the retail GFA on the lands associated with 131 Speers and 530 Kerr, 550 Kerr and 588 Kerr would not be affected by the Kerr Street realignment.

#### 2.2 SURROUNDING AREA

Generally speaking, the OPA Lands are bounded by the following land use areas:

- to the west by Employment Area lands,
- to the south by Residential Area lands (generally single detached housing),
- on the **immediate south side of Speers Road, west of Kerr Street** by Main Street and Urban Centre lands,
- to the east of Kerr Street by Urban Core, Urban Centre and Main Street lands within the Upper Kerr Village area,
- to the south, east of Kerr Street and along the south side of Speers Road High Density lands and further to the south Residential Areas (generally single detached housing forms),
- to the **north** by the CN Rail corridor and Employment Areas further north,
- to the northeast by Natural Heritage System lands, and,
- lastly, to the east beyond the Upper Kerr Village Growth Area, by the Midtown Growth Area and the Oakville GO Station.

From a mobility perspective, the surrounding areas offer a diverse set of destinations and relationships that would support intensification within the OPA Lands:

- Employment areas offer opportunities to reduce the distance between home and work trips,
- Residential and main street uses offer mid-day destinations for residential land uses;
- Institutional uses within the residential areas offer school and local activity trips within convenience walking and cycling distances;
- Natural Heritage Systems offer recreational opportunities;
- Midtown Oakville offers both destinations unto itself for residents of the OPA Lands, but more
  importantly it is a mobility hub; the Midtown Oakville area is a Major Transit Station Area (MTSA)
  offering a transit hub for both local and regional transit services.

The OPA Lands also are conveniently located next to the Queen Elizabeth Way (QEW) / Highway 403 corridor, linking the Upper Kerr Village Growth Area with destinations east (the Greater Toronto Area) and west (Greater Hamilton Area) of Oakville.

#### 2.3 DRAFT OPA AND COMPREHENSIVE DEVELOPMENT PLAN

As noted in Table 1 above, the Draft OPA for the OPA Lands will permit approximately 194,200 square metres of total GFA. This breaks down into approximately 172,000 square metres of residential GFA and 7,900 square metres of retail GFA.

For the purposes of the transportation assessment this translates into approximately 1,845 residential units. The Livable Oakville policies strongly recommend that a grocery store be retained within the OPA Lands as the lands are redeveloped. The Comprehensive Development Plan for the OPA Lands as contemplated within the Draft OPA (See **Appendix D – Draft OPA Schedule A**) makes provision for the retention of key retail uses towards the Speers Road/Kerr Street intersection. This would place the retail GFA strategically near transit services and the surrounding communities. The urban structure of the Draft OPA also allows for appropriate accessibility to such uses both from an Active Transportation perspective (pedestrian and cycling accessibility both from within the OPA Lands but also from the adjacent Kerr Street and Speers Road

frontages – See **Appendix D – Draft OPA Schedule D**) and from a service vehicle perspective – providing important support for the retail viability.

The Draft OPA also includes important policies relevant to Streets and Parking (See Appendix D Draft OPA, Section 1e.). Subsections i., ii, and iv address the public street extensions of Shepherd and St. Augustine Drive, introduction of a private local street within the OPA Lands, and the ability to park vehicles below-grade beneath the proposed public park and private street, respectively. These are addresses in more detail below.

The structure of the mobility elements of the OPA Lands includes important internal and external linkages for all modes which are consistent with the Livable Oakville Policies and guidance contained in the supporting transportation (Kerr Village Transportation Assessment, 2009) and planning (The Plan for Kerr Village, 2009).

The extension of Shepherd Road and St. Augustine Drive into the OPA Lands provides strategic accessibility for both motor vehicles (private auto, service vehicle,, and emergency vehicles) and for pedestrian and cycling modes also. It also offers additional network flexibility (alternative connections to both Kerr Street and to Speers Road) to ensure that existing traffic patterns in the area are not unduly burdened by the planned intensification. The introduction of a private street within the OPA Lands ensures that accessibility to resulting development parcels along Kerr Street and along Speers Road can be accessed within introducing unnecessary driveway connections to the arterial streets.

The private street proposed internally to the OPA Lands also serves to frame the public park proposed centrally located within the OPA Lands.

The Draft OPA permits the ability to construct beneath the private street and the public park to provide flexibility when designing the Site Plans associated with individual development parcels. This will have the effect of providing the following benefits to the proposed intensification:

- Public Easements would be granted in favour of the Town of Oakville permitting the use of the private Local Street by the general motoring public. The private street would "appear" (at-grade) to be public given they would be designed to surface public street standards having appropriate operating design criteria (i.e., design and posted speeds and corresponding horizontal and vertical design criteria). Easements would also obligate the owners of the Private Streets to maintain them to a minimum standard that would equal public ownership conditions to ensure they retain their intended role in the overall Draft OPA street network;
- The Private Street ownership better facilitates the ability to **locate parking beneath the Private Local Street** ROW. There is significantly less complexity in the strata ownership arrangements that result from Private ownership. Similarly, the liability associated with the ability to located parking beneath a Private Street is more manageable relative to the same arrangements beneath a Public Street;
- Being able to park beneath the private Local Street will enable a more efficient and more cost effective below-grade parking garage layout for development blocks benefitting the overall costs associated with the developments;
- A Private Local Street will better facilitate potential below-grade pedestrian and service connections within the individual developments.
- Phasing of development can be more flexible given the planned introduction of the public park and the uncertainty associated with the timing of the 171 Speers Road property. The private street could



be initially connected to Speers Road offering a phased introduction of a street network that can respond to the collective needs of development (both accessibility and circulation) prior to the 171 Speers Road property being redeveloped. Implementing segments of the Private Streets – given an overall street network plan to work towards – would be more efficiently and cost effectively undertaken given flexibility of the private Local Street.

- Cost effectiveness for the Municipality Long term maintenance of the Private Street would lessen the financial obligations of the Municipality and link them to the planned development;
- Private Local Street designation would permit a more flexible design and construction of key civil and structural elements associated with the ROW while maintaining appropriate engineering and urban design requirements;
- The private Local Street could also facilitate a more flexible and higher standard of urban design and maintenance program to be implemented along the Private Street ROW.

The combination of the public and private street network will also provide flexibility for individual development parcels to locate and coordinate placement of driveway accesses to parking garage elements (above or below grade) and to service vehicle areas. The design of the public and private street rights-of-way at 20 metres and 18 metres, respectively, will facilitate on-street parking strategically located relative to intersections, driveways and building frontages.

Subsection iii of the Draft OPA addresses vehicular parking. A reduced parking ratio will be permitted to support policy objectives for increasing transit use and active transportation in Kerr Village, and will be established at the development application stage. This objective is a fundamental element of the Transportation Demand Management (TDM) measures that would be considered along with any development application within the OPA Lands. It also goes hand in hand with the inclusion of such TDM measures as Car Share facilities and memberships, the concept of bike share facilities (whether public or privately implemented), enhanced connections between development and the public realm (walkways and pathways provide as direct a connection to public transit facilities and public sidewalks and cycling infrastructure as possible/practical), transit pass incentives, pick-up and drop-off facilities to facilitate rideshare (Uber, Lyft, etc.) activity.

Justification of parking reductions would be assessed at the development application stage and evaluated within the context of the supporting infrastructure, programs, and facilities that encourage non-auto travel modes and lower vehicular ownership patterns.

#### 3.0 AREA TRANSPORTATION CONTEXT

#### 3.1 PUBLIC STREET NETWORK

The existing area public street network is illustrated in **Appendix C** – Site Context Plan.

A summary of the existing and planned street network follows:

- Both Speers Road and Kerr Street are Town of Oakville streets and both are considered Major Transportation Corridors according to the Livable Oakville Urban Structure.
- Both corridors provide strategic connections within the Town of Oakville, connecting to other key
   Town of Oakville Major Transportation Corridors as well as Regional Roads.
- As part of the 2009 Kerr Village Transportation Assessment, improvements in the immediate vicinity
  of the Upper Kerr Village area were identified for implementation in conjunction with development
  (intensification) within the Kerr Village Growth Area:
  - Kerr Street given the grade separation planned for Kerr Street, Kerr is to have two through lanes in each direction plus left and right turn lanes at Shepherd;
  - o Kerr Street was identified with dual southbound left turn lanes at Speers Road
  - Speers Road was identified as requiring an eastbound right turn lane in addition to the current lane configurations.

These improvements were identified within the context of the planned intensification associated with the overall Kerr Village Growth Area. **Appendix C** also illustrates the recommended public street improvements (Figure 5.6) per the 2009 Kerr Village Transportation Assessment conducted by Urban & Environmental Management Inc. on behalf of the Town of Oakville.

The introduction of the Shepherd Road and St. Augustine Drive extensions – referred to earlier – will augment the existing public street system by linking Kerr Street and Speers Road and offering both intensification related vehicular traffic as well existing corridor related traffic volumes relief from existing busy junctions in the immediate area.

#### 3.2 PUBLIC TRANSIT NETWORK

The existing public transit system within the vicinity of the Upper Kerr Village is illustrated in **Appendix F**.

Existing routes passing directly by the OPA Lands include the following Oakville Transit routes:

- Route 4 Speers Cornwall with 30 Minutes headways during peak periods
- Route 14 and 14A Lakeshore West each has 30 minute and 50 minute headways individually, combined they have the effect of 15 minute headways between the OPA Lands and the Oakville GO stations during peak periods
- Route 15 Bridge with 30 Minutes headways during peak periods\
- Route 18 Glen Abbey South with 30 Minutes headways during peak periods
- Route 28 Glen Abbey North with 30 Minutes headways during peak periods



The OPA Lands are in the enviable position of being at the convergence of 5 Oakville Transit routes that all lead to the Oakville GO Station. For transit trips facilitating commuting to the Oakville GO station, the combined headways of all 5 routes producing effective headways that result in minutes between routes arriving at the Speers and Kerr intersection. Commuting connections to GO Transit Rail and bus service is centralized at the Oakville GO Station for convenient transfers.

For transit trips destined to other areas of the Town, the Speers and Kerr junction is an extremely convenient focal point that offers residents, guests/visitors, retail patrons and employees a high degree of accessibility.

In addition to the regular transit service offered by Oakville Transit, an Accessibility Service referred to as Care-A-Van is provided that offers door-to-door service for anyone unable to use conventional transit service. This service has flexible hours and is offered 7 days a week.

The Kerr Village Transportation Assessment (2009) and The Plan for Kerr Village (2009) both acknowledge that existing public transit and future enhanced public transit will play a significant role in meeting the travel needs of Kerr Village based upon the planned intensification.

#### 3.3 ACTIVE TRANSPORTATION NETWORK

**Appendix G** presents the Existing, Previously Proposed and Candidate Pedestrians and Cycling Routes within the Town of Oakville.

All public streets bordering the OPA Lands have sidewalks provided on both sides of the streets. Where newer development (NE corner of Speers and Kerr) has already occurred improved pedestrian facilities have been implemented.

There are no existing dedicated cycling facilities along either Speers or Kerr corridors.

Both Speers (buffered Bike Lanes) and Kerr (Bike Lanes from Speers to the north) and Shepherd Road (Bike Lanes to the south) are identified to have dedicated cycling facilities along their lengths.

These facilities will offer connections through the Town and to key daily destinations. These types of facilities assist in provide the "first mile / last mile" facilities that support and encourage non-auto modes of travel for commuting and for daily trip making. This is especially true when a MTSA (Oakville GO Station) is situated some 900+ metres to the east and employment and community retail areas are approximately 1.5 km to the west and northwest, resulting in a cycling trips that is less than 5 minutes and between 5 and 10 minutes, respectively.

#### 4.0 RELEVANT PLANNING DOCUMENTS

#### 4.1 PROVINCIAL PLANNING DOCUMENTS

The **Provincial Policy Statement** (PPS 2020) is issued under the authority of Section 3 of the Planning Act. It provides direction on matters of provincial interest related to land use planning and development, and promotes the provincial "policy-led" planning system.

With respect to transportation systems, Part V of the PPS, through the Policies in Section 1.6.7, promote maintaining and improving connectivity within and among transportation systems and modes (1.6.7.3) as well as a land use pattern, density and mix of uses that minimize the length and number of vehicle trips and support the development of viable choices and plans for public transit and other alternative transportation modes, including commuter rail and bus (1.6.7.4).

In addition, the PPS in Policy 1.6.8.3 indicates that planning authorities shall not permit development in planned corridors that could preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified.

The **Growth Plan for the Greater Golden Horseshoe** (2019) provides a framework for implementing the Government of Ontario's vision for building stronger, prosperous communities within the Greater Golden Horseshoe by better managing growth.

The Plan directs growth within the Greater Golden Horseshoe area to the existing urban areas in order to make better use of land and infrastructure. Concentrating intensification in these areas provides a focus for a transit and infrastructure investment to support growth.

The Growth Plan, through policies in Section 3.2.2, supports a transportation system that exhibits connectivity amongst modes, a balance of modal choices for users of the system ensuring walking, cycling and transit are promoted, sustainability (i.e., economical and environmentally appropriate), multi-modal choices for all trip types to satisfy their travel needs, and is safe. Furthermore, the Growth Plan directs Transportation Demand Management (TDM) policies to be adopted by municipalities towards reducing trip distance and time and increasing modal share to alternatives to the automobile.

## 4.2 RELEVANT POLICIES OF THE TOWN OF OAKVILLE OFFICIAL PLAN – LIVABLE OAKVILLE

#### 4.2.1 Livable Oakville – Growth Areas – Kerr Village

The Upper Kerr Village District is envisioned as a higher density, transit-supportive, mixed use area. This district will include gateway features, urban park with pedestrian midblock connections and establish a mix of commercial and residential uses.

Within Livable Oakville, Part E – Growth Areas, Kerr Village, there are a number of relevant policies that support the intensification of the Upper Kerr Village and that speak directly to the mobility needs and requirements, supporting land use policies (internalization of trip making), and phasing necessary to fulfill those goals and objectives and that have ben incorporated into the Draft OPA document prepared by Urban Strategies Inc.

#### Policy 23.2.2 states that:

#### **Objectives**

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

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

#### Policy 23.3.1 states in part that:

#### **Development Concept**

Upper Kerr Village District

The Upper Kerr Village District will become a transit-supportive and mixed use area. Higher density forms of development are permitted to achieve the critical mass required for enhanced transit.

#### Policy 23.4.1 states that:

#### **Functional Policies**

**Transportation** 

a) The Town will introduce transit service improvements at an early stage in the development of Upper Kerr Village District. As the revitalization of this district evolves it will be serviced by the extension of improved transit levels of service, including transit priority measures and infrastructure required to create an efficient and attractive transit environment.



- b) Through the development process, attractive transit environments are encouraged to include transit passenger amenities, minimal surface parking, and other travel demand management strategies to encourage transit ridership.
- d) Bicycle facilities are encouraged throughout Kerr Village with the appropriate signage and infrastructure such as bicycle racks and bicycle lockers.
- e) The feasibility of creating a new or improved east-west pedestrian/cycling connection across Sixteen Mile Creek in the general area of the QEW/Speers Road shall be investigated by the Town.
- f) The redevelopment of Upper Kerr Village District shall anticipate the westerly extension of Shepherd Road and the northerly extension of St. Augustine Drive, with regard for potential redevelopment of adjacent lands.

#### Policy 23.6.2 states that:

#### Land Use policies

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

#### Policy 23.8.1 states that:

#### Implementation Policies

Phasing / Transition

- a) Development will likely occur gradually over the long-term and be co-ordinated with the provision of infrastructure, including:
  - i) transit;
  - ii) transportation improvements;
  - v) pedestrian and cycling facilities;

#### 4.3 RELEVANT TECHNICAL / PLANNING DOCUMENTS

#### 4.3.1 Kerr Village Transportation Assessment (2009)

This technical document prepared by Urban & Environmental Management (UEM) provided the basis of the transportation support for the proposed development intensities found within *The Plan for Kerr Village (2009)*, the planning document that describes the selected development scenario for Kerr Village and the Upper Kerr Village component.

The purpose of the assessment was to evaluate the ability of the Town's Capital Forecast Program, the 5 Year Transit Service Plan and other studies that recommend infrastructure improvements for Kerr Village to determine the opportunities and constraints of achieving the three growth scenarios developed by Planning staff.



The Transportation Assessment was different from the other Traffic Study in its approach in defining residential and commercial/retail/office uses allowing for more specific trip generation and assignment analysis. In addition, the assessment gave greater allowance in forecasting longer-term modal shares within the Village and evaluating critical road network improvements for automobile use and transit. The analysis was based on accommodating a development cap of approximately 2,100 new residential units and 24,000 square metres of commercial/retail/office space. The assessment concluded with recommendations regarding infrastructure improvements, suggested alternatives to mitigate impacts, corridor/EA studies, and what changes in travel mode patterns would be required to defer infrastructure improvements.

This study will be reviewed in more detail and used as a basis for comparison in the Part 2 Transportation Assessment. As noted in the Introduction of this report, the Part 2 Transportation Assessment will consider the implications of the associated intensification, as permitted in the current Draft OPA within the OPA Lands, in detail and provide an analytical assessment of the travel demands, impacts, and mitigation measures, if any, required to support the current Draft OPA provisions.

#### 4.3.2 The Plan for Kerr Village (2009)

The *Plan for Kerr Village (2009)* provides a framework of land use designations and policy tools to guide the revitalization of the Kerr Village community.

Within The Plan for Kerr Village (2009) there are seven considerations relating to revitalization:

- Effectively using existing infrastructure such as roads, water and wastewater services;
- Providing a wide range of housing choices closer to amenities, increasing convenience and reducing travel time;
- Improving infrastructure such as sidewalks and streets;
- Supporting new public assets such as parks, open space, civic buildings, libraries and community centres, as well as programs and services;
- Protecting the environment;
- Promoting the demand for walking and cycling;
- Promoting the demand for transit by improving levels of transit service, reducing the use of the private automobile and relieving traffic and congestion; and,
- Accommodating growth in appropriate places and curbing sprawl.

Based upon stakeholder input, planning principles and technical analyses, a development scenario was established that included the following parameters:

- Existing development levels (2009) 2,600 residential units and 19,900 square metres of commercial space
- Approved but not yet built development (2009) 352 residential units and 417 square metres of commercial development;
- Proposed New (additional) Development (from 2009) 2,100 residential units and 24,000 square metres of commercial development;
- With Bonusing (additional) New Unit threshold (from 2009) 2,300 residential units

This development will be used in the Part 2 Transportation Assessment for the Draft OPA as a basis of comparison within the detailed transportation (analytical) assessment.



#### 5.0 REVIEW OF DRAFT OPA DEVELOPMENT CONTEXT

A review of the Draft OPA development potential within the context of the proposed Comprehensive Development Plan (reflected in the **Draft OPA Schedules A through D – Appendix D**) and the relevant sections of policy and planning documents identified above is provided below. The review is carried out within four different perspectives or frames of reference; from the "Site Plan" scale, from a "Phasing" perspective, from the "Local Area" perspective, and from the "Regional" perspective.

The Draft OPA seeks to further intensify the residential land uses within the Upper Kerr Village District (requiring an Official Plan Amendment), adding incorporating non-residential land uses that are currently encourage by the Livable Oakville document and existing Official Plan designations.

#### 5.1 "SITE PLAN" SCALE PERSPECTIVE

At the "Site Plan" scale, the Draft OPA policies and its schedules permit flexibility to achieve development options within the Comprehensive Development Plan (**Schedule A of the Draft OPA – Appendix D**).

#### 5.1.1 Pedestrian and Cycling Accessibility

Accessibility for pedestrian and cycling (active transportation) modes will be afforded significant flexibility to approach and depart the various development parcels and navigate within the Upper Kerr Village District. Short block lengths and mid-block connections (see Schedule D) to travel between development parcels will ensure that active transportation modes are supported and encouraged at this scale. Pedestrian facilities will be provided on both sides of all streets (public and private) within the ROW's planned (20 m ROW for the Public Street and 18 m ROW for the Private Street).

Cycling facilities will occur within shared on-street lanes within the block. The proximity of the development parcels will require only short distances be travelled before reaching dedicated cycling facilities on the busier arterial streets that frame the Upper Kerr Village District.

Bicycle parking will be encouraged to exceed the minimum number of spaces (as part of comprehensive Transportation Demand Management plan measures) and be located in a secure weather protected location for resident or long-term bike parking spaces ideally at-grade, but also below or above grade with reasonable access opportunities (e.g., elevator access, use of an appropriately design vehicular ramp, stairs with bike rails) and at-grade in a convenient and safe (ideally weather sheltered) location for visitors or short term bike parking spaces.

#### 5.1.2 Vehicular Parking / Loading / Access & Circulation

Vehicular access will occur from the aforementioned public and private streets. All development related vehicular access will occur from internal streets; no access will be permitted to development parcels from either Speers Road or from Kerr Street.

On-street parking is contemplated within the public and private streets, taking into consideration proximity to intersections, driveways and front door conditions associated with individual developments.



Urban design guidelines and technical analyses associated with vehicular access operations will refine the precise positions of vehicular driveways. This will take into account the provision of service vehicle access and egress as it relate to individual development parcels. Parcels with basic residential uses and a small amount of commercial floor space will likely be able to consolidate access for service vehicles and passenger vehicles (residents and visitors) while managing on-site vehicle manoeuvring so as not to negatively impact on-site circulation, the pedestrian boulevards and on-street cycling and vehicular activity and safety.

Development parcels with greater commercial concentrations will need to rationalize on-site operations more carefully to ensure manoeuvring operations are incorporated safely and efficiently. This will likely involve some form of enclosed or segregated service vehicle loading areas for both operational, visual and noise sensitivity reasons.

Vehicular parking will be situated primarily below-grade, but above-grade parking will also be permitted provided it is screened from external view. Parking will also be permitted to occur beneath the private street and the public park. The advantages to such provision are discussed in Section 2.3 above.

The parking supply ratios associated provided for individual development parcels will be permitted to be reduced, relative to the prevailing Town of Oakville Zoning Bylaw requirements, in order to support public transit and active transportation modes. The various locational and travel attributes associated with the Upper Kerr Village District are implicitly supportive of such reductions as are the various objectives and goals as set out in the Livable Oakville – Growth Plan Area – Kerr Village policies. Furthermore, with supportive TDM plan measures, reductions in parking would be further supported.

#### 5.1.3 Broader Mixed-Use Benefits

The Draft OPA policies will require a supportive amount of non-residential floor space within the District. These levels are will assist in offsetting some travel demand by internalizing trip-making and causing trips to be made by more efficient and less impactful travel modes; i.e., walking trips. By locating the commercial floor space towards the Speers and Kerr intersection, this will further reduce the walking and cycling distances for trips that are made from outside of the immediate Upper Kerr Village District boundaries.

Mixed use development will also provide for more efficient use (i.e., maximization) of on-site infrastructure including:

- Shared general amenity space for employees, residents, and visitors of individual parcels and the District in general;
- Shared parking supply between residential visitors and some commercial uses, particularly during evening and weekend periods;
- Vehicle servicing requirements i.e., refuse collection, general delivery, and moving needs;
- Pedestrian facilities / connections to public rights-of-way and public transit facilities.

#### 5.1.4 Transportation Demand Management (TDM) Programs and Measures

The location of the Site and surrounding land uses greatly influences the success of a mobility plan. The purpose of the Mobility Choice Travel Plan is to guide the provision of viable alternative personal transportation options beyond the single-occupant, private automobile. This plan intends to support the proposed development by outlining Transportation Demand Management (TDM) measures and the suite of strategies under consideration to promote the use of more active and sustainable transportation modes; respond to the mobility needs of residents, employees and patrons to the Site; and to reduce the overall dependence on the private automobile.

The existing and future Site context provides for frequent public transit services along with planned cyclist and pedestrian connectivity. While strong opportunities exist in the area infrastructure to accommodate sustainable transportation practices, the ability to fully leverage these opportunities is granted by the success of the implementation of the Mobility Plan.

Four specific objectives define the policy framework for the Mobility Choice Travel Plan:

- Encourage the use of alternate travel modes (transit, cycling, walking);
- Increase vehicle occupancy;
- Shift travel to off-peak periods; and
- · Reduce vehicle kilometres travelled.

A detailed Mobility Choice Travel Plan will be developed and secured through the development approvals for individual development parcels in consultation with the Town of Oakville.

#### 5.1.4.1 Organizational Framework

The four broader objectives can be organized within the following categories:

- Encourage Transit Use;
- Encourage and Facilitate Bicycle Use;
- Enhance Pedestrian Access and Walkability;
- Facilitation of Reduced Car Ownership and Usage;
- Vehicular Parking Supply and Management;
- · Land Use and Building Infrastructure; and
- Coordination, Communication and Promotion.

Measures from the Mobility Choice Travel Plan would be incorporated into individual development applications to minimize the need to own a personal vehicle or use an automobile when travelling to and from the District. It is important to encourage and facilitate the use of non-automobile travel modes on a daily basis.

A summary of the Mobility Choice Travel Plan Strategies are discussed in Error! Reference source not found. Further refinement of the TDM Plan would occur at the individual development application stage of the development review process. The key elements of the TDM plan are consistent with or provide what is set out in Livable Oakville and the Draft OPA.



#### TABLE 2 POTENTIAL MOBILITY TRAVEL PLAN STRATEGIES

			1
		Intent:	Implementation:
Z		A mixed-use development and	To the extent possible, mixed use
LAND USE INTEGRATION	HHH	surrounding area provides uses that	developments should maximize the non-
US TA		allow people to meet a variety of their	residential floor space within the
S S	•••	daily needs on and close to the Site.	development applications.
LA		These locally accessible land uses	There are a variety of retail, employment,
르		provide a level of convenience and	entertainment, institutional, and recreational
		mobility choices that reduces the need	opportunities within the surrounding area.
		to travel by private automobile.	
		Intent:	Implementation:
		Support for and the promotion of the	The Site is within 900+ metres of the Oakville
		use of area transit services for both	GO Station;
111		short and long-distance travel by	The Site is within immediate proximity of five
FRANSIT USE	74	residents, visitors and employees will	(5) existing Oakville transit routes;
Ē	-	reduce the overall use of a vehicle and	The Site is immediately adjacent to Oakville
SN		the need to own one.	Transit bus stops that service the surface
RA			routes that run along Speers Road and Kerr
F			Street.
			Consideration should be given to providing
			each new dwelling unit with a pre-paid
			PRESTO card for use on both Oakville
		•	Transit and GO Transit services.
		Intent:	Implementation:
	ec -	Provide cycling infrastructure that	The Site will be located in proximity to a
		supports and promotes cycling as a	future bike lanes along Speers Road
	(A)	convenient and viable travel alternative	(dedicated buffered bike lanes) and along
		to the personal automobile.	Kerr Street (bike lanes) and Shepherd Road
			(bike lanes).
			Bike parking should exceed minimum
ES			requirements as part of a comprehensive
5			TDM multi-modal plan
BICYCLE FACIL			Consideration should be given to providing
ΑĦ			locally placed Bike Share stations (either
쁘			through public or private arrangements) to
λc			further enhance the area cycling facilities for
BIC			the District and the area in general.
			Bike support facilities on-site – bike repair stations — should be considered for each
			stations – should be considered for each
			development to further enhance the cycling
			infrastructure and encourage cycling activity
			on a daily basis.
			Consider also E-bikes or E-scooters as     alternative modes to be accommodated at
			alternative modes to be accommodated at
			individual developments.

# Intent: PEDESTRIAN CONNECTIVITY vehicle. Intent: Reduced parking standards within the District to encourage residents, visitors PARKING MANAGEMENT and employees to re-consider the use or ownership of a vehicle and encourage the use of public Transit and active transportation modes. Intent: CAR-SHARE

A high-quality connection between the Site and transit stops, cycling network, and public street system encourages residents, employees and visitors to travel around the Site area without a

#### Implementation:

- · The District gives residents, visitors and employees direct access from most development parcels and a very short walk/cycle from others to the adjacent arterial streets where transit services operate.
- · These connections should be enhanced to create a better walking / cycling experience.
- As part of the development of individual development parcels, the public sidewalks along the public and private streets should reflect – at a minimum – the minimum Town of Oakville pedestrian clearway dimensions/design standards.

#### Implementation:

- Shared parking principles should be taken advantage of to the fullest extent within mixed-use developments.
- Provide reduced resident and non-residential (i.e., shared visitor /retail) parking rates appropriate for the District circumstances – to be justified on a development application basis.
- To the extent possible, consider charging for visitor or non-residential parking spaces. This should be evaluated on a development application basis relative to viability and offsite impacts.

Car-share programs provide "on-

methods.

 Information should be provided to residents and employees related to the availability of area car-share options when purchasing a unit.

- Consideration should be given to providing each dwelling with 2-year car share membership.
- Provide Car-Share parking spaces (to be determined based upon individual applications) within the visitor portion of developments ideally at-grade but within the below-grade parking garage also is acceptable, to support Project mobility choices.

#### Implementation:



demand" access to a fleet of vehicles located within the District's vicinity. The convenience and easy access reduces the need to own a personal vehicle, and also encourages the use of other non-automobile commuting



#### Intent:

Inform, raise awareness, and actively promote non-automobile travel options for the Site.

#### Implementation:

 An information package should be distributed to residents and employees of the Site at the time of occupancy, informing them of the variety of mobility choices available to them; highlighting the non-private automobile travel services available to the individual developments.

#### 5.2 DEVELOPMENT PHASING PERSPECTIVE

#### 5.2.1 Key Infrastructure Elements

The key to the development phasing is ensuring that the public (extension of Shepherd and St. Augustine) and private street infrastructure is delivered coincident with the individual development parcels that 1) rely upon its presence to facilitate access and egress and 2) facilitate its introduction to contribute towards the fulsome public and private street network as set out in the Draft OPA Schedules. This also includes the public park (or portions thereof) planned as part of the District.

#### 5.2.2 Development Parcel Phasing Considerations

Given the integrated nature of the existing retail operations that are located across the combination of the 131 Speers and 530 Kerr property, the 550 Kerr property and the 588 Kerr property, phasing individual development applications will be a challenge.

Existing access and circulation easements in favour of all properties across all the aforementioned properties will require careful consideration of adjacent parcel access, circulation, and parking whenever a development application is brought forward.

Given the complexity of such phasing, it would be necessary for each individual development application to assess the relative needs of the subject development application and the needs of the adjacent parcels and provide a phasing plan that:

- 1) Demonstrates no adverse impact occurs on the continued operation of remaining existing uses;
- Demonstrates how the subject development application can be realized without precluding the implementation of the overall development potential outlined in the Comprehensive Development Plan; and.
- 3) Demonstrates the manner in which infrastructure and parkland will be provided.

#### 5.2.3 Phasing Implications Associated with 171 Speers Road

The 171 Speers Road development parcel is not a direct party to the Draft OPA process, but will nevertheless be integral in delivering the fulsome set of infrastructure necessary to achieve the Comprehensive Development Plan.



As such, the phased implementation of the public and private streets as well as the public park have been considered such that an interim arrangement could be achieved that permits those portions of the Upper Kerr Village district that are located on the 131 Speers and 530 Kerr property, the 550 Kerr property and the 588 Kerr property to move forward with development.

The north-south portion of the planed private street would be extended south to intersect with Speers Road. The east-west portion of the private street would be constructed as park in the interim, thereby maximizing the available park space and providing a "looped" street (part public and part private) to facilitate pedestrian, cycling and vehicular circulation.

At the time 171 Speers Road move forward with a development application, the balance of the public street (the north-south portion and a short section of the east-west portion) would be realized as would the east-west portion of the Private Street. This would also have the effect of completing the public park in the shape and size set out in the Draft OPA and completion of the private street. The segment of the private street from Speers Road to the east-west segment of the private street would be closed to vehicular traffic and accessibility would be dedicated to active transportation modes.

#### 5.3 LOCAL AREA PERSPECTIVE

#### 5.3.1 Preliminary Development Travel Characteristics

Assessment of the travel characteristics from an analytical perspective will be assessed in the Part 2 Transportation Assessment described in the introduction to this report.

The basis for comparison will be the Kerr Village Transportation Assessment (2009) and any mitigation measures needed to support the Draft OPA level of intensification will be identified at that time. This would be completed in advance of the Town of Oakville approving the Draft OPA.

### 5.3.2 Public Accessibility – Connectivity to Public Transit, Bicycle and Pedestrian Networks

As noted in the Section 3.2 and 3.3 above as well as in Section 5.1, the level of accessibility afforded the Upper Kerr Village District by public transit and future cycling network elements, will be significant.

The District lies at the convergence of several Oakville Transit routes that ultimately are destined for the Oakville GO Station. This makes the District particularly accessible relative to GO Transit commuting as well for connecting to other Oakville Transit routes that provide connectivity across the Town.

The future cycling network will be well connected to support and encourage cycling as an option for both the first mile/last mile connections, but also for day-to-day trip making for residents, visitors, and employees of the commercial uses planned.

All of these accessibility features are consistent with and supportive of policies that various levels of governance (noted herein).



#### 5.3.3 Improved Local Public Street Network Perspective

The planned public and private streets that form the framework of the Comprehensive Development Plan will facilitate the accessibility of the planned intensification within the Upper Kerr Village District. It will also provide a small measure of relief to certain minor movements within the existing public street network; however, it is not anticipated to negative impact upon the subject development area.

Part 2 of the Transportation Assessment will review these aspects of the proposed public and private street network in more detail.

#### 5.4 REGIONAL AREA PERSPECTIVE

Notwithstanding the potential for the Draft OPA development potential to offer good alternatives to automobile travel through site design, existing and potential area transit improvements, and comprehensive TDM programs and measures, the site is also well positioned to benefit from the adjacent and nearby regional road and highway network system.

This aspect of the Draft OPA development potential offers a balanced set of access opportunities. This will assist in ensuring that goods movements/deliveries and other servicing requirements, along with employees and residents who, given the choice elect to drive to and from the site, can still reasonably and safely access the site.

Eventual enhancements to the public transit system, contemplated as part of The Plan for Kerr Village and the previous transportation assessments, and consistent with the Town's Livable Oakville Plan, will also contribute to the regional travel benefits that could be realized in the vicinity of the District.

From a regional area perspective, the Draft OPA development potential is consistent with the aforementioned planning documents since it maintains a balance between various modes of transportation accessibility – a balance that, as transit initiatives in the area are enhanced, can be shifted in favour of non-auto modes of travel.



#### 6.0 SUMMARY AND CONCLUSIONS

#### Overview

BA Group has been retained by April Investments Limited, 527079 Ontario Limited, Trans County Development Corporation Limited (collectively the owners of the properties at 131 Speers Road, 530 Kerr Street and 588 Kerr Street, herein after referred to as the Applicants), in association with the applicants associated with the property known municipally as 550 Kerr Street (Oakville Development [2010] Inc. referred to herein as 550 Kerr Street, to prepare a transportation impact assessment for the Official Plan Amendment (OPA) required to permit the intensification of the block of land that forms a portion of what is referred to as the Upper Kerr Village District in the Town of Oakville.

The portion of the Upper Kerr Village District that forms the subject OPA is bounded by Speers Road on the south, Kerr Street on the east, the CN Rail corridor on the north, and the west limit of the property known municipally as 171 Speers Road. The owners of the property at 171 Speers Road are not a direct party to the OPA submission; however, their lands form an integral part of the Upper Kerr Village District and its proposed future development structure.

The Comprehensive Development Plan and implementing OPA will permit the intensification of the OPA Lands. The intensification characteristics are set out in the Draft OPA and associated Schedules. The Draft OPA provisions incorporate the goals, objectives and policies set out in Part E – Growth Areas, Special Policy Areas and Exceptions, Kerr Village (See **Appendix B**) when establishing the intensification parameters for the overall Block and individual properties.

This report is Part 1 of the complete set of transportation assessments that will provide support for the Comprehensive Development Plan and Draft OPA provisions. Part 1 is a high-level overview of the transportation considerations relevant to the OPA Lands. Part 2 of the transportation assessment will consider the implications of the associated intensification of the OPA Lands in detail and provide an analytical assessment of the travel demands, impacts, and mitigation measures, if any, required to support the Draft OPA provisions. The Part 2 Transportation Assessment will be submitted prior to the Statutory Public Meeting.

#### **Existing Site Context**

- The Existing OPA Lands currently exhibits a range of retail / entertainment uses across the existing properties.
- The 171 Speers Road property includes an existing cinema use and what was a mixture of retail businesses, personal service businesses and institutional uses (adult learning centre).
- The balance of the OPA Lands (i.e., 131 Speers and 530 Kerr, 550 Kerr and 588 Kerr) operates like a
  homogeneous retail plaza with what is configured as retail gross floor area (GFA) situated along the west
  side of the OPA Lands, service areas on the west side of the retail GFA and a conventional shared
  parking area between the retail GFA and Kerr Street.
- In total the approximate existing GFA areas associated with the 171 Speers Road property is 50,500 square feet GFA. The portion of the OPA Lands associated with 131 Speers and 530 Kerr, 550 Kerr and



588 Kerr has approximately 126,200 square feet of GFA. The total existing commercial GFA across the OPA Lands is approximately 176,700 square feet GFA.

- The approved grade separation of Kerr Street and the CN Rail corridor will have the effect of shifting the horizontal alignment of Kerr Street to the west starting approximately half way between Speers Road and Shepherd Road and extending north beneath the CN Rail corridor where it rejoins the existing alignment of Kerr approximately half way between the CN Rail corridor and Wyecroft Road.
  - o This realignment will reduce the future developable lands on a portion of the OPA Lands.
  - It will also reconfigure access to the OPA Lands (the portion including 131 Speers and 530 Kerr,
     550 Kerr and 588 Kerr) in such a way that the existing northerly unsignalized access driveway would get eliminated and replace with a signalized access opposite Shepherd Road.
- From a mobility perspective, the surrounding areas offer a diverse set of destinations and relationships that would support intensification within the OPA Lands:
- The OPA Lands also are conveniently located next to the Queen Elizabeth Way (QEW) / Highway 403
  corridor, linking the Upper Kerr Village Growth Area with destinations east (the Greater Toronto Area) and
  west (Greater Hamilton Area) of Oakville.

#### **Draft OPA and Comprehensive Development Plan**

- The Draft OPA for the OPA Lands will permit approximately 194,200 square metres of total GFA. This
  breaks down into approximately 172,000 square metres of residential GFA and 7,900 square metres of
  retail GFA.
- For the purposes of the transportation assessment this translates into approximately 1,845 residential units.
- The Comprehensive Development Plan for the OPA Lands as contemplated within the Draft OPA makes provision for the retention of key retail uses towards the Speers Road/Kerr Street intersection.
- The urban structure of the Draft OPA also allows for appropriate accessibility providing important support for the retail viability.
- The Draft OPA also includes important policies relevant to Streets and Parking Subsections i., ii, iii and
  iv appropriately address the public street extensions of Shepherd and St. Augustine Drive, the
  introduction of a private local street within the OPA Lands, appropriate vehicular parking reduction
  provisions and the ability to park vehicles below-grade beneath the proposed public park and private
  street, respectively.

#### **Area Transportation Networks**

- Public Street Network
  - Both Speers Road and Kerr Street are Town of Oakville streets and both are considered Major Transportation Corridors according to the Livable Oakville Urban Structure.
  - Both corridors provide strategic connections within the Town of Oakville, connecting to other key
     Town of Oakville Major Transportation Corridors as well as Regional Roads.



- As part of the 2009 Kerr Village Transportation Assessment, improvements in the immediate vicinity of the Upper Kerr Village area were identified for implementation in conjunction with development (intensification) within the Kerr Village Growth Area. These improvements were identified within the context of the planned intensification associated with the overall Kerr Village Growth Area circa 2009.
  - Kerr Street given the grade separation planned for Kerr Street, Kerr is to have two through lanes in each direction plus left and right turn lanes at Shepherd;
  - o Kerr Street was identified with dual southbound left turn lanes at Speers Road
  - Speers Road was identified as requiring an eastbound right turn lane in addition to the current lane configurations.
- The Shepherd Road and St. Augustine Drive extensions through the Comprehensive Development plan area will augment the existing public street system by linking Kerr Street and Speers Road and offering both intensification related vehicular traffic as well existing corridor related traffic volumes relief from existing busy junctions in the immediate area.

#### Public Transit Network

- The OPA Lands are at the convergence of 5 Oakville Transit routes that all lead to the Oakville
   GO Station.
  - Combined headways of all 5 routes producing effective headways that result in minutes between routes arriving at the Speers and Kerr intersection.
  - Commuting connections to GO Transit Rail and bus service is centralized at the Oakville GO Station for convenient transfers.
- The Speers and Kerr junction is an extremely convenient focal point that offers residents, guests/visitors, retail patrons and employees a high degree of accessibility.
- An Accessibility Service referred to as Care-A-Van is provided that offers door-to-door service for anyone unable to use conventional transit service. This service has flexible hours and is offered 7 days a week.
- The existing public transit and future enhanced public transit systems will play a significant role in meeting the travel needs of Kerr Village based upon the planned intensification.

#### Active Transportation Networks

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- All area public streets have sidewalks provided on both sides of the streets.
- o There are no existing dedicated cycling facilities along either Speers or Kerr corridors.
- Both Speers (buffered Bike Lanes) and Kerr (Bike Lanes from Speers to the north) and Shepherd Road (Bike Lanes to the south) are identified to have dedicated cycling facilities along their lengths.

Active transportation facilities will offer connections through the Town and to key daily
destinations. These types of facilities assist in provide the "first mile / last mile" facilities that
support and encourage non-auto modes of travel for commuting and for daily trip making.

#### **Planning Policy Compliance and Technical Support**

- Policy support for the Comprehensive Development Plan and Implementing Draft OPA has broad support at various levels of governance including the Provincial Policy Statement and the Growth Plan, the Town of Oakville's Livable Oakville
- The Upper Kerr Village District is envisioned as a higher density, transit-supportive, mixed use area.
- The Part 2 Transportation Assessment that will be undertaken in addition to this Part 1 assessment, will
  use prior supporting technical documents as the basis of comparison for assessing what if any additional
  mobility improvements are required to accommodate the proposed Comprehensive Development Plan
  and the Implementing Draft OPA.

#### **Review of Draft OPA Development Context**

A review of the Draft OPA development potential within the context of the proposed Comprehensive Development Plan and the relevant sections of policy and planning documents identified was undertaien.

- Site Plan Scale of Review
  - o At the "Site Plan" scale, the Draft OPA policies and its schedules reflect considerable flexibility to achieve appropriately configured accessibility for pedestrians, cyclists and motor vehicles. n.
  - The supply of bicycle parking and vehicular parking will be appropriately scaled to support the non-vehicular travel modes while providing appropriate levels of mobility for all residents, visitor and employees of the District.
  - o The broad benefits of the Mixed-use nature of the Comprehensive Development Plan will aid in reducing vehicle trips and maximizing non-vehicular modes.
  - A comprehensive set of Transportation Demand Management plan elements will be encouraged to = become a part of all development within the Upper Kerr Village District.
- Development Phasing Review
  - Development Phasing will be critical from the following perspectives:
    - Coordination of the public and private street infrastructure coincident with the individual development parcels and delivery of the public park (or portions thereof).
    - Given the complexity of such individual development phasing across the OPA Lands, phasing plans for each individual development application will need to
      - Demonstrate no adverse impact occurs on the continued operation of remaining existing uses;
      - Demonstrate how the subject development application can be realized without precluding the implementation of the overall development potential outlined in the Comprehensive Development Plan; and,
      - Demonstrate the manner in which infrastructure and parkland will be provided.



- The 171 Speers Road development parcel is not a direct party to the Draft OPA process, but will nevertheless be integral in delivering the fulsome set of infrastructure necessary to achieve the Comprehensive Development Plan.
- A phased implementation of the public and private streets as well as the public park have been considered such that an interim arrangement could be achieved that permits those portions of the Upper Kerr Village district that are located on the 131 Speers and 530 Kerr property, the 550 Kerr property and the 588 Kerr property to move forward with development.

#### Local Area Review

- Assessment of the travel characteristics from an analytical perspective will be assessed in the Part 2 Transportation Assessment described in the introduction to this report.
- The basis for comparison will be the Kerr Village Transportation Assessment (2009) and any
  mitigation measures needed to support the Draft OPA level of intensification will be identified at
  that time. This would be completed in advance of the Town of Oakville approving the Draft OPA
- Planned Public transit and active transportation facilities will feature accessibility characteristics that consistent with and supportive of policies that various levels of governance.
- The planned public and private streets that form the framework of the Comprehensive Development Plan will facilitate the accessibility of the planned intensification within the Upper Kerr Village District and provide a small measure of relief to certain minor movements within the existing public street network.
- Part 2 of the Transportation Assessment will review these aspects of the proposed public and private street network in more detail.

#### Regional Area Review

From a regional area perspective, the Draft OPA development potential is consistent with the
aforementioned planning documents since it maintains a balance between various modes of
transportation accessibility – a balance that, as transit initiatives in the area are enhanced, can be
shifted in favour of non-auto modes of travel

#### **Overall Conclusion**

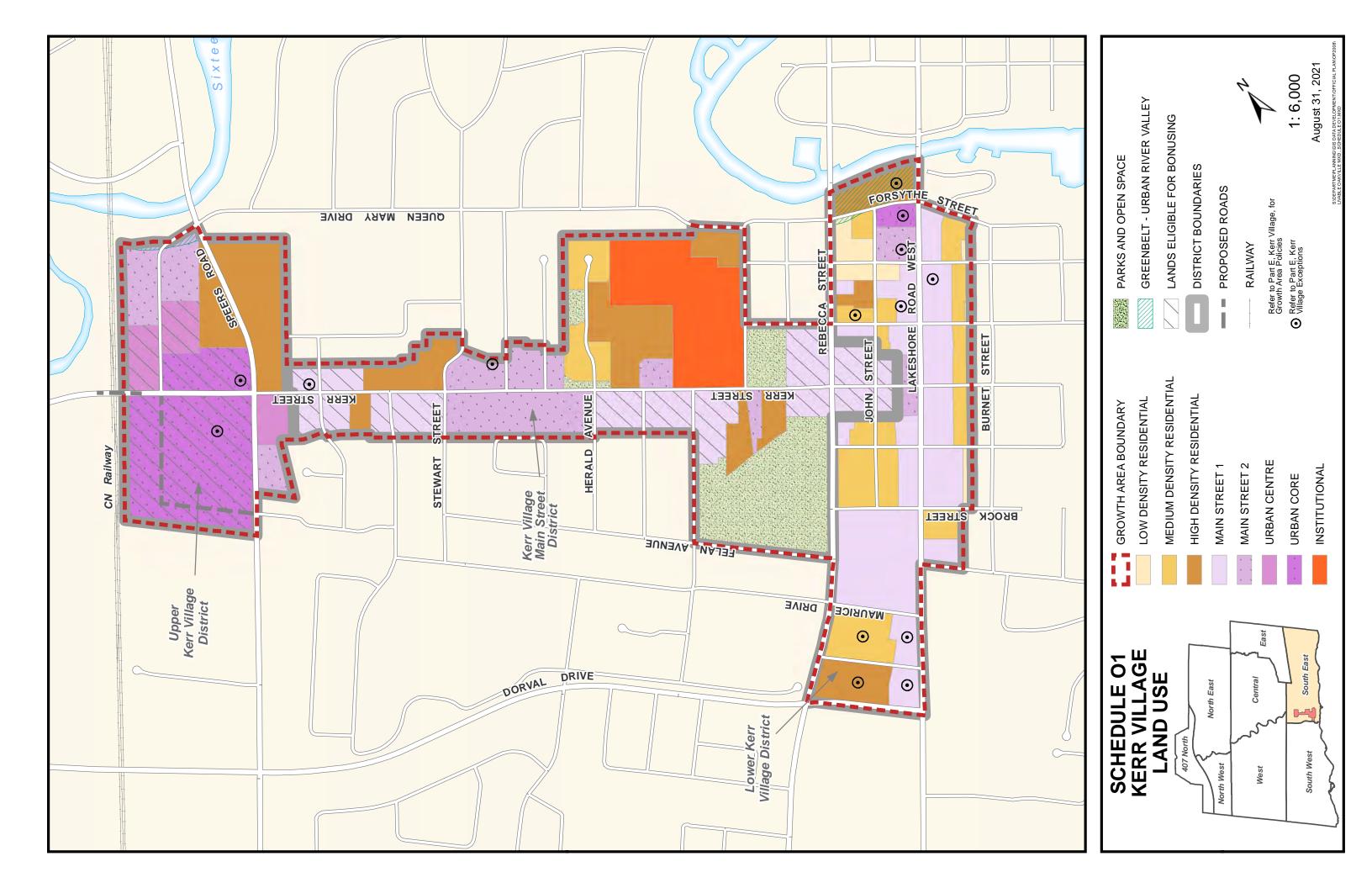
Based upon the assessment conducted herein, the proposed Comprehensive Development Plan and Implementing Draft OPA is an appropriate framework for which to base future intensification of the Upper Kerr Village District.

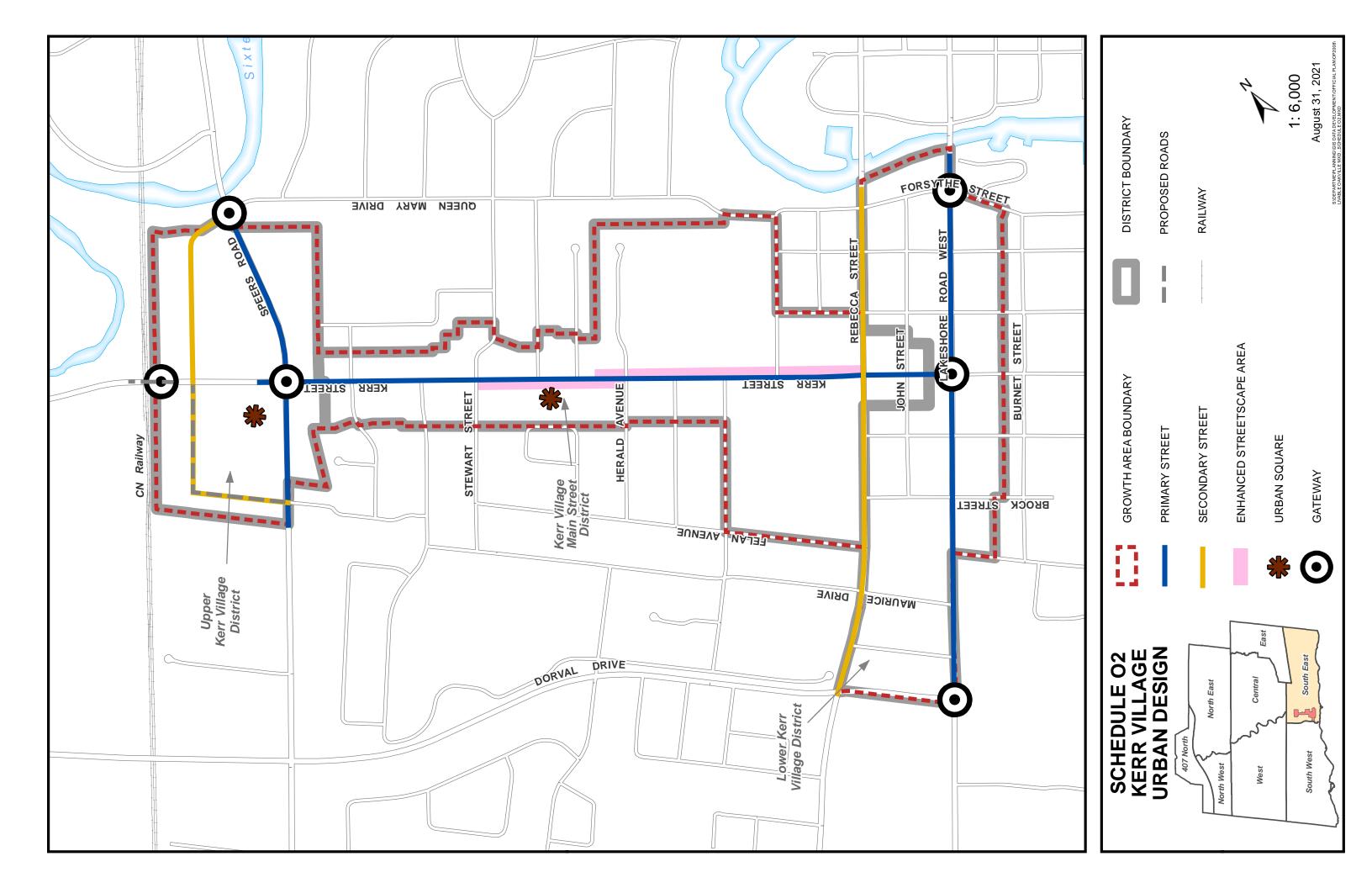
Subsequent Part 2 Transportation Assessment analyses will complete the technical transportation review of the Comprehensive Development Plan and Implementing Draft OPA and will be submitted prior to the Statutory Public Meeting for the Draft OPA.



APPENDIX A: Schedules O1 and O2 – Growth Areas, Livable Oakville Plan, August 31, 2021







#### **APPENDIX B:**

Kerr Village Excerpts (p. E31 to E42) from Part E: Growth Areas, Special Policy Areas and Exceptions, Livable Oakville Plan, August 31, 2021



#### 23. KERR VILLAGE

Kerr Village, as shown on Schedule O1, is located along the length of Kerr Street, from the railway tracks in the north to just south of Lakeshore Road West in the south. The southerly portion of the village extends along Lakeshore Road West, from Dorval Drive in the west to Sixteen Mile Creek in the east. Kerr Street, and Lakeshore Road West, are the main streets of the village, where a mix of commercial, residential and institutional land uses are found.

Kerr Village will accommodate *intensification* through new *development* and redevelopment, with a mix of residential and commercial uses. The Village will also continue to function as a location for institutional, recreational and public open space uses.

#### **23.1** Goal

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

#### 23.2 Objectives

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

- 23.2.1 Create opportunities for new, sustainable growth by promoting *compact urban form* with higher density *development* through *compatible development* and redevelopment opportunities.
- 23.2.2 Enhance the mobility of all users with the provision of transit priority measures and increase levels of service through the *development* process by:
  - a) promoting pedestrian and cycling-oriented mixed use *development*, with improved connections to the Downtown as well as the GO train station and proposed employment hub in Midtown Oakville;
  - b) improving circulation, connections and access for cyclists, pedestrians and public transit; and,
  - c) increasing efficiencies for alternate modes of transportation by encouraging *compact urban form*.
- 23.2.3 Create an attractive public realm by:
  - d) promoting high quality streetscapes and open spaces to create a comfortable, accessible and unique community; and,
  - e) ensuring appropriate transitions occur between the main street areas and the lower density residential neighbourhoods.

#### 23.3 Development Concept

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

#### 23.3.1 Upper Kerr Village District

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

#### 23.3.2 Kerr Village Main Street District

The Kerr Village Main Street District will be a predominantly mixed use area along Kerr Street with residential buildings including commercial or office uses at-grade. *Development* shall be set back to allow for pedestrian activity and attractive streetscapes. A gathering point for the community, such as a market, shall be encouraged here.

#### 23.3.3 Lower Kerr Village District

The Lower Kerr Village District shall largely be a mixed use area, allowing for a mixture of commercial, office and residential uses, including some standalone residential uses, extending from Downtown Oakville, with a defined entrance into Kerr Village.

#### 23.4 Functional Policies

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

#### 23.4.1 Transportation

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

#### c) Parking

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

#### 23.4.2 Minimum Density

A minimum planned density shall be established for Kerr Village through Provincial plan conformity coordinated with Halton Region.

#### 23.5 Urban Design

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

#### 23.5.1 General

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

#### 23.5.2 Public Realm

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

## 23.5.3 Streetscapes

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

#### 23.5.4 Gateways

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

- iii) Speers Road at the Queen Mary Drive bridge;
- iv) Lakeshore Road West and Kerr Street;
- v) Lakeshore Road West and Dorval Drive; and,
- vi) Lakeshore Road West and Forsythe Street.

#### 23.5.5 Urban Squares

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

#### 23.5.6 Built Form

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

#### 23.6 Land Use Policies

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

- 23.6.1 The lands designated Main Street 2, and known as 21 to 45 Shepherd Road (on the north side) and 20 to 40 Shepherd Road (on the south side), are a transition area subject to the following additional policies:
  - a) Stand-alone Medium Density Residential uses may be permitted.
  - b) The type, size and location of non-residential uses shall be determined through the *development* process and regulated by the implementing zoning.
  - c) Development in the transition area shall:
    - i) enhance the quality of the existing surrounding residential context;
    - ii) contribute to a sensitive transition to the Low Density Residential uses to the south;

- iii) be *compatible* with adjacent, existing *development* with respect to scale, form and *character*; and,
- iv) be sensitive to negative traffic impacts on Queen Mary Drive through access control, restricted parking standards and transit amenities.
- d) On the property known as 21 Shepherd Road, an increase in the size of the standard setback for the *stable top-of-bank* of Sixteen Mile Creek valley may be required for greater protection of the valleylands.
- 23.6.2 The maintenance of a food store in any redevelopment of lands within the Urban Core designation shall be encouraged.
- 23.6.3 On the lands designated Main Street 1 and Main Street 2, residential uses may be permitted on the ground floor, including *multiple-attached dwellings* and apartments, except where adjacent to Lakeshore Road West, Kerr Street and Speers Road, where commercial, community, cultural or limited office uses shall be provided on the ground floor facing the street, to maintain and enhance a pedestrian-oriented main street function.
- 23.6.4 The lands located between the properties designated Main Street 1 south of Lakeshore Road West, and the properties designated Low Density Residential on the north side of Burnet Street, from Brock Street to Forsythe Street, are a transition area, as implemented by the Zoning By-law, and subject to the following additional policies:
  - a) Medium Density Residential uses shall be permitted.
  - b) Limited commercial uses that are non-retail and do not generate major traffic and noise may also be permitted at 79, 82 and 86 Wilson Street. *Development* in the transition area shall:
    - i) enhance the quality of the existing surrounding residential context;
    - ii) contribute to a sensitive transition from the lands to the north of the transition zone with those to the south:
    - iii) be *compatible* with adjacent, existing *development* with respect to scale, form and *character*; and,
    - iv) be sensitive to neighbouring heights, massing, setbacks from the street, distance between buildings, architectural form, colour and materials.
- 23.6.5 The lands subject to the Greenbelt Urban River Valley are a *Greenbelt area* and subject to section 26.5 of this Plan.

23.6.6 On lands north of Lakeshore Road, offices and limited commercial uses which do not generate major traffic and noise may also be permitted as stand-alone uses within existing detached dwellings.

#### 23.7 Kerr Village Exceptions – Schedule O1

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

- 23.7.1 The lands designated Urban Core at the northwest corner of Speers Road and Kerr Street are subject to the following additional policies:
  - a) As part of any *development* approval, *development* and redevelopment shall be based on a comprehensive development plan which demonstrates the potential full build out of the lands.
  - b) Redevelopment of existing low-rise commercial uses may occur gradually in a phased manner. Notwithstanding the minimum building heights required by this Plan, building additions, alterations and/or replacements may be permitted where they can be demonstrated not to preclude the long-term redevelopment of the properties as set out in this Plan; and,
  - c) On the west side of Kerr Street abutting the railway, any requirement for, and the size and location of, retail, service commercial and office uses on the ground floor of buildings shall be determined through the *development* process and regulated by the implementing zoning.
- 23.7.2 The lands designated Urban Core at the northeast corner of Speers Road and Kerr Street are subject to the following additional policies:
  - a) The *development* shall consist of a maximum of two new buildings up to a maximum height of 19 and 21 storeys respectively with a total of 533 units (excluding the two heritage buildings), conditional on the owner entering into an agreement under section 37 of the *Planning Act*.
  - b) Any site *development* will provide for the relocation and reuse of the existing two heritage buildings on site in accordance with an approved heritage permit.
  - c) The design of the site is intended to create a gateway *development* marking the entrance to Kerr Village. The design is encouraged to incorporate the following urban design elements, which will be detailed further through the implementing zoning and approved site plan:
    - i) a pedestrian-first environment to be promoted through the siting of buildings (new and heritage structures) and the arrangement of driveways, amenity areas, parking areas and pedestrian networks;

- ii) a publicly accessible open space area/square;
- iii) enhanced pedestrian accessibility and connectivity along the Kerr Street and Speers Road frontages as well as through the site;
- iv) retention of the existing heritage buildings on site in a location which maximizes visibility and access;
- v) grade related commercial uses along Speers Road and, to the extent practical, along Kerr Street;
- vi) exclusively underground parking with the exception of a minor amount of short-term parking which may be located at grade;
- vii) a strong focal point at the corner of Kerr Street and Speers Road which incorporates an open space element; and,
- viii) building design that incorporates appropriate street setbacks for building podiums and towers to facilitate height transition.
- 23.7.3 On the lands designated Main Street 1 at the northeast corner of Prince Charles Drive and Kerr Street, a facility containing administrative offices and support services for a privately owned community centre may also be permitted.
- On the lands designated Main Street 2 and known as 70 Stewart Street and 73 Washington Avenue, a maximum building height of four storeys shall be permitted.
- 23.7.5 The lands designated Medium Density Residential and High Density Residential in the general vicinity of Rebecca Street, Garden Drive, and Maurice Drive are subject to the following additional policies:
  - a) On the lands designated Medium Density Residential, only *multiple attached dwellings* may be permitted with a maximum building height of three storeys.
  - b) On the lands designated High Density Residential, only townhouses and apartments may be permitted with a maximum building height of four storeys.
  - c) Redevelopment in accordance with a) and b), above, shall only occur when all of the lands within a *development* block have been acquired for *development* purposes.
    - i) Lands designated High Density Residential, between Dorval and Garden Drives, make up one *development* block.
    - ii) Lands designated Medium Density Residential along Rebecca Street, east of Garden Drive, constitute two *development* blocks.

- iii) The remaining lands designated Medium Density Residential, between Garden Drive and Maurice Drive, make up two *development* blocks:
  - one *development* block fronting Garden Drive, which may be developed for a maximum of 18 *multiple attached dwelling* units and at a maximum density of 53 units per *site hectare*; and,
  - the second *development* block fronting onto Maurice Drive to be developed in accordance with the Medium Density Residential land use and policy provisions of the Plan.
- d) Redevelopment in accordance with a) and b), above, shall only occur upon confirmation of adequate water and wastewater services, the suitability of the adjoining roads to accommodate traffic and the submission of a block plan indicating the integration of the proposed redevelopment within the overall area.
- e) Redevelopment in accordance with a), above, shall be subject to urban design guidelines approved by the Town.
- f) Notwithstanding the above, the lands may continue to be used for the existing single detached dwellings until such time as comprehensive redevelopment occurs.
- 23.7.6 On the lands designated Main Street 1 on the north side of Lakeshore Road, between Dorval Drive and Maurice Drive:
  - a) Retail and service commercial uses, and ancillary residential uses, may be permitted on the ground floor.
  - b) The maximum building height shall be four storeys.
  - c) Redevelopment of the lands between Garden Drive and Maurice Drive shall only occur at such time as all the lands within a *development* block have been acquired for *development* purposes. Lands fronting on to Garden Drive constitute one *development* block, while the remaining lands make up another *development* block.
  - d) Redevelopment in accordance with c), above, shall be subject to the urban design guidelines for the Maurice Drive area.
- On the lands designated Medium Density Residential on the east side of Wilson Street between Rebecca Street and John Street, semi-detached dwellings may be permitted.
- 23.7.8 On the lands designated Main Street 1 located at 43 to 49 Lakeshore Road West, the redevelopment of existing drive-through facilities may occur. Notwithstanding the minimum building heights required by this Plan, building additions, alterations and/or

- replacements may be permitted where they can be demonstrated not to preclude the long-term redevelopment of the properties as set out in this Plan.
- On the lands designated Main Street 1 at the southwest corner of Lakeshore Road West and Chisholm Street, a maximum building height of five storeys may be permitted, conditional on the owner entering into an agreement under section 37 of the *Planning Act*.
- 23.7.10 On the lands designated Main Street 2 at the northeast corner of Lakeshore Road West and Chisholm Street, a maximum building height of six storeys shall be permitted along the John Street frontage.
- 23.7.11 On the lands designated Urban Core at the northwest corner of Lakeshore Road West and Forsythe Street, a maximum building height of 17 storeys may be permitted.
- 23.7.12 On the lands designated High Density Residential at the northeast corner of Lakeshore Road West and Forsythe Street a maximum of 68 apartment units shall be permitted. The maximum building height shall be in accordance with the implementing zoning.

# 23.8 Implementation Policies

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

## 23.8.1 Phasing/Transition

- a) *Development* will likely occur gradually over the long-term and be co-ordinated with the provision of *infrastructure*, including:
  - i) transit:
  - ii) transportation improvements;
  - iii) water and wastewater services;
  - iv) stormwater management facilities;
  - v) pedestrian and cycling facilities; and,
  - vi) utilities.
- b) The uses and buildings that legally existed prior to the adoption of this Plan may be permitted to continue, however, they are intended to be redeveloped in conformity with this Plan.

# 23.8.2 Bonusing

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

## 23.8.3 Programs and Initiatives

- a) The Town shall prepare a *community improvement plan* for a *community improvement project area* within Kerr Village in accordance with section 28.16 of this Plan and the *Planning Act*.
- b) A program for public art shall be encouraged that:
  - i) reflects the community *character* and history of Kerr Village;
  - ii) includes the artistic design of community infrastructure such as benches, lighting, sidewalks, bus shelters and bike racks; and,
  - iii) may be incorporated in to public and private *developments* as part of the project design.

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

**APPENDIX C:**Site Context Plan – Upper Kerr Village OPA Lands





Site Context Plan - Upper Kerr Village OPA Lands

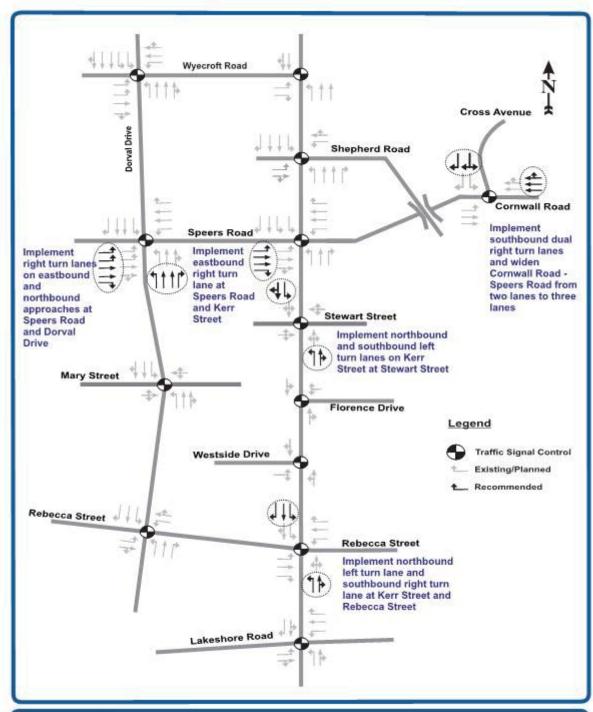




Figure 5.6 Recommended Improvements -2021 Transportation Network Kerr Village Transportation Assessment, Oakville, Ontario



APPENDIX D: Draft OPA and Draft OPA Schedules – Without Prejudice, Prepared by Urban Strategies Inc., November 11, 2021



# THE CORPORATION OF THE TOWN OF OAKVILLE BY-LAW NUMBER 2021-XXX

Official Plan Amendment Number XX

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

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

WHEREAS subsection 21(1) of the *Planning Act*, R.S.O. 1990, C.P.13, as amended, states that a council of a municipality that is within a planning area may initiate an amendment to any official plan that applies to the municipality, and section 17 applies to any such amendment; and,

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

#### **COUNCIL ENACTS AS FOLLOWS:**

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

PASSED this _	_ day of	, 2021	
		MAYOR	CLERK

# Town of Oakville By-law No. XX-2021

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

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

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

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

#### b. Area Policies

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

#### i. Area A

- A maximum building height of 26 storeys is permitted as shown on Schedule C.
- A maximum of FSI of 4.5 is permitted.
- A minimum non-residential area of 500 m2 is required.
- At-grade animated frontages are encouraged where buildings front Kerr Street and Shepherd Road extension, as shown on Schedule A.
- Active frontages and at-grade retail are required for portions of buildings fronting the proposed Shepherd Road extension, as shown on Schedule A.

#### ii. Area B

- A maximum building height of 24 storeys is permitted as shown on Schedule C.
- A maximum FSI of 4.4 is permitted.
- A minimum non-residential floor area of 950 m2 is required.

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

#### iii. Area C

- A maximum building height of 28 storeys is permitted, as shown on Schedule C.
- A maximum FSI of 3.6 is permitted.
- A minimum non-residential gross floor area of 2000 m2 is required.
- At-grade animated frontages are encouraged where buildings front midblock connections and private street, as shown on Schedule A.
- Active frontages and at-grade retail are required for portions of buildings fronting Kerr Street and Speers Road, as shown on Schedule A.

### iv. Area D

- A maximum building height of 23 storeys is permitted as shown on Schedule C.
- A maximum FSI of 2.3 is permitted.
- A minimum non-residential gross floor area of 500 m2 is required.
- At-grade animated frontages are encouraged where buildings front private roads and the future St. Augustine Drive extension, as shown on Schedule A.
- Active frontages and at-grade retail are required for portions of buildings fronting Speers Road, as shown on Schedule A.

#### v. All areas

- A minimum density of 1.5 FSI will be required within each of the Areas identified in Schedule B.
- A maximum FSI of 3.4 of development is permitted for the lands outlined in Schedule B.
- Increases up to 10 percent of the maximum **FSI** occupied uses permitted within each Area identified above, provided the maximum **FSI** occupied in all **buildings** provided on Areas A, B, C and D as shown on Schedule B does not exceed 3.4 FSI.
- Tower floorplates will be no more than 770 m2 with tower walls no longer than 40 metres.
- Balconies will be permitted to encroach into any setback, stepback, or separation distance provisions.
- Building podiums may be up to 8 storeys in height and a stepback will be provided at no higher than 6 storeys.
- Parking structures above the first storey may be located to the full extent of the outer walls of the first storey with an architectural treatment wrapping the façade.

# c. Parks and Open Space

- i. A one-acre public park shall be provided in the approximate centre of the development block, which will, in part, be located on the Area B, Area C, and Area D lands.
- ii. The parkland delivered through this redevelopment shall be dedicated to the Town of Oakville in a stratified form and is conceptually located in Schedule C.
  - A total of 4,037 m2 (1 acre) of park space shall be delivered, located on the each of Area B, Area C, and Area D lands, as conceptually shown on Schedule D.
  - Parkland may be delivered in a phased and interim manner across parcels B, C and D lands.
  - The precise location and configuration of the park space will be determined at the site-specific development application stage.
- iii. Publicly accessible pedestrian connections will be provided as identified on the Comprehensive Development Plan and as shown on Schedule D.

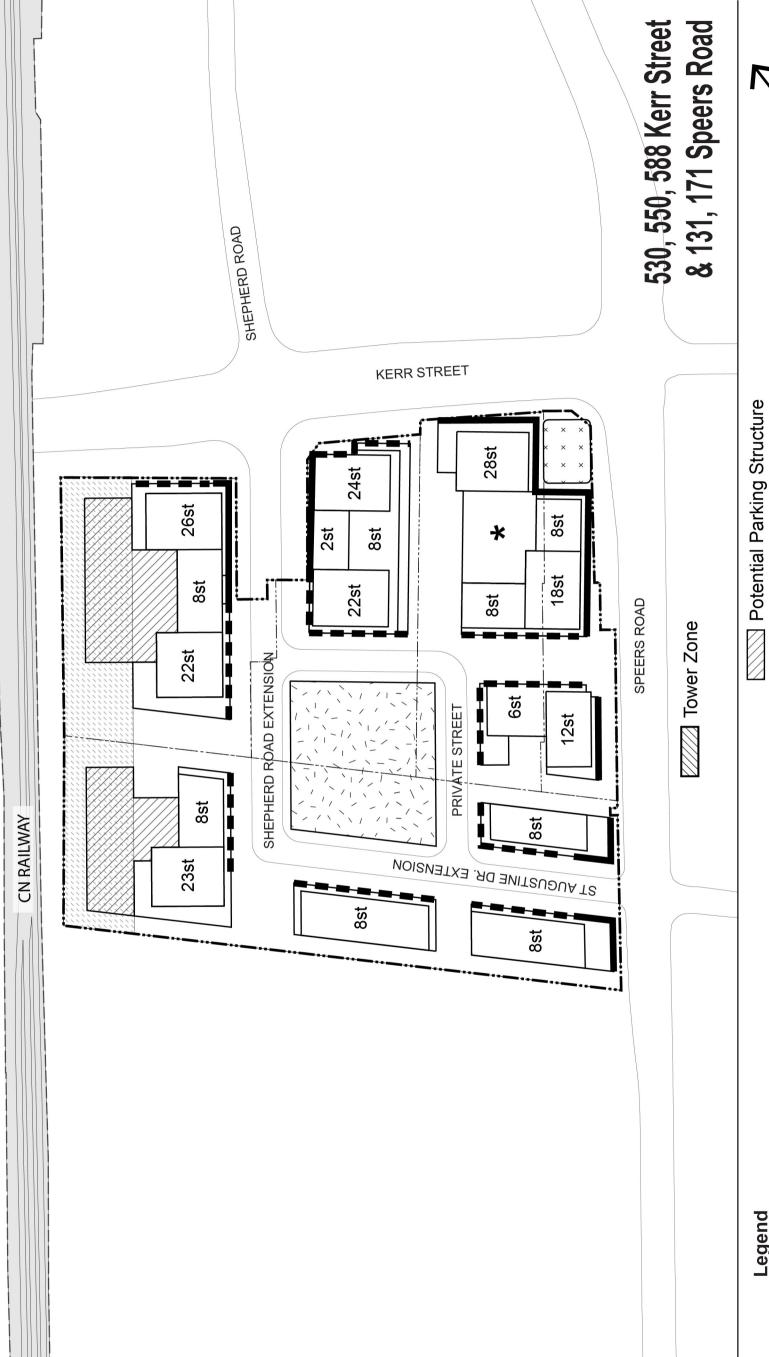
# d. Urban Square (POPS)

i. An urban square shall be provided at the northwest corner of Kerr Road and Speers Street, at a minimum area of 500 m2. The urban square location is conceptually shown on Schedule D.

#### e. Streets and Parking

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

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



Legend

30m No Residential Zone

Park

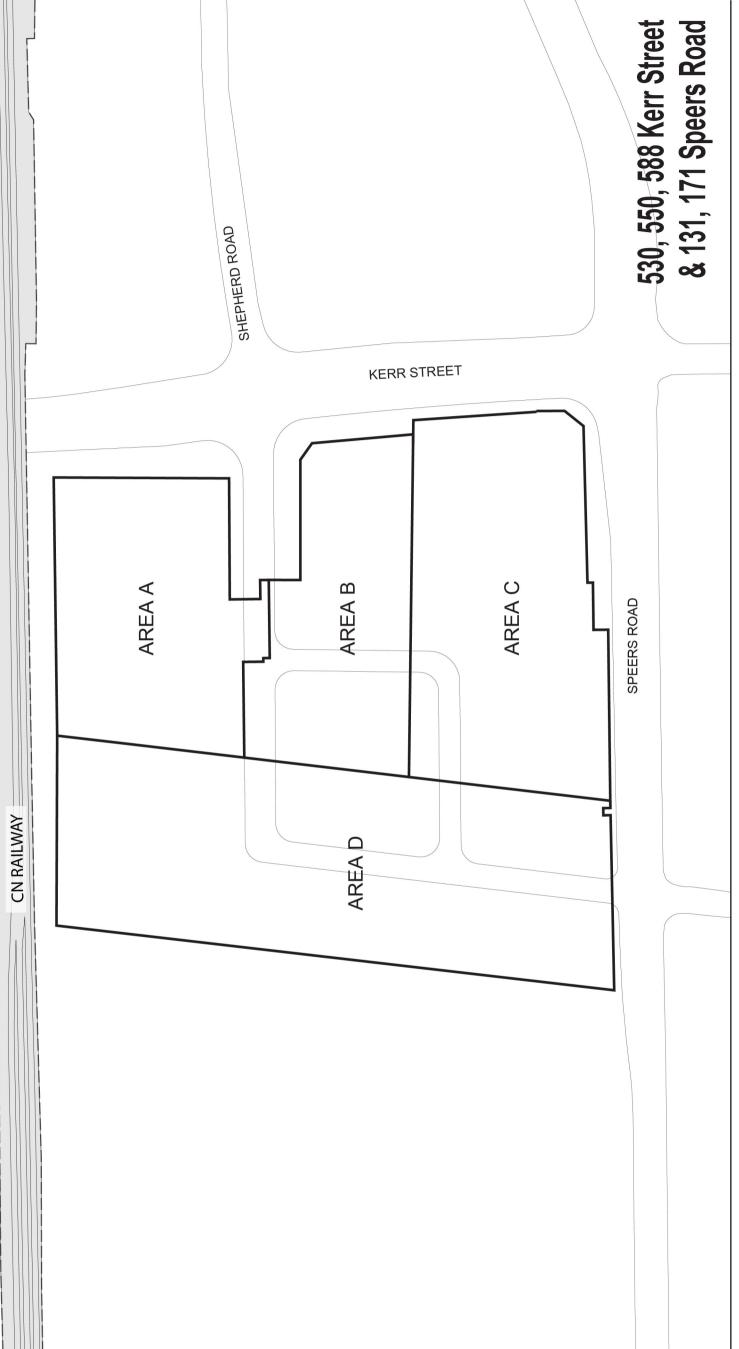
Potential Grocery Store

Open Space

At Grade Retail and Active Frontages

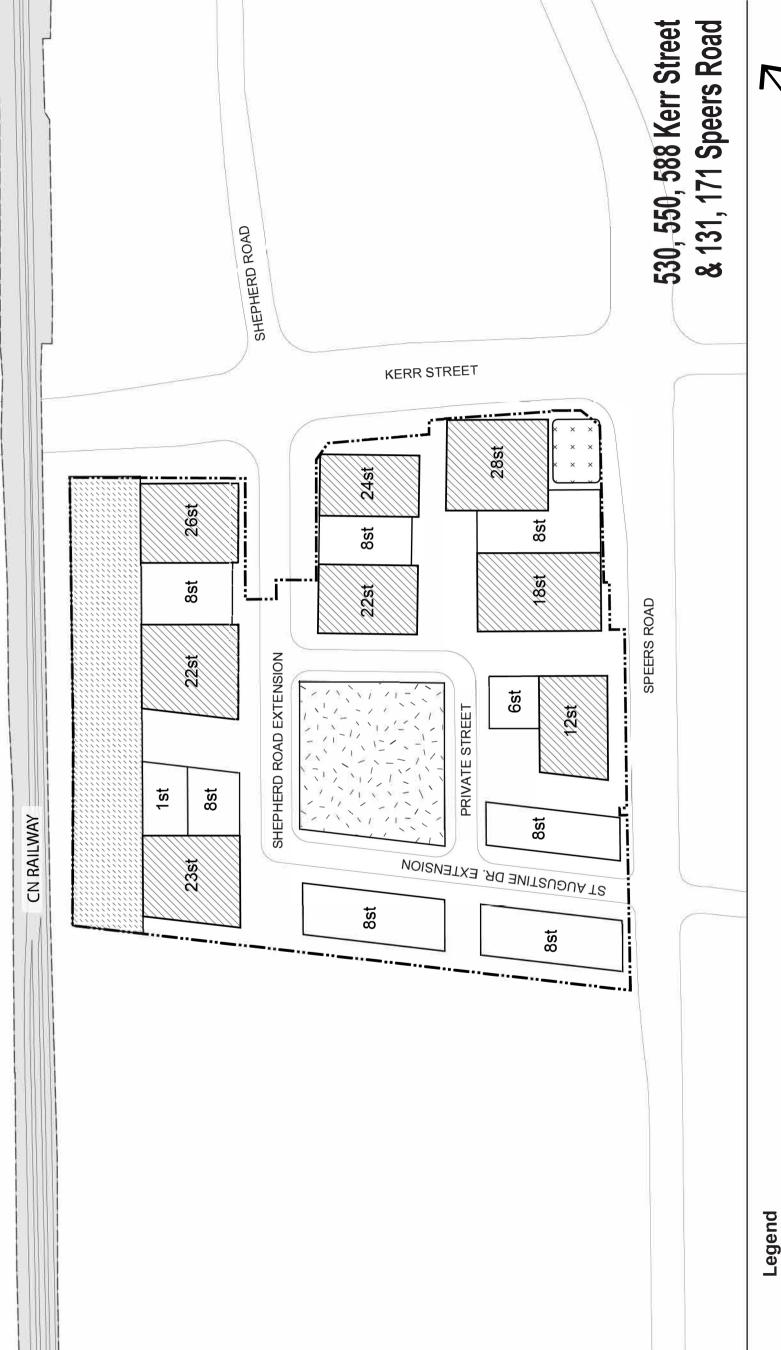
■■■ At Grade Animated Frontages

Schedule B Development Blocks



Legend

Development Blocks



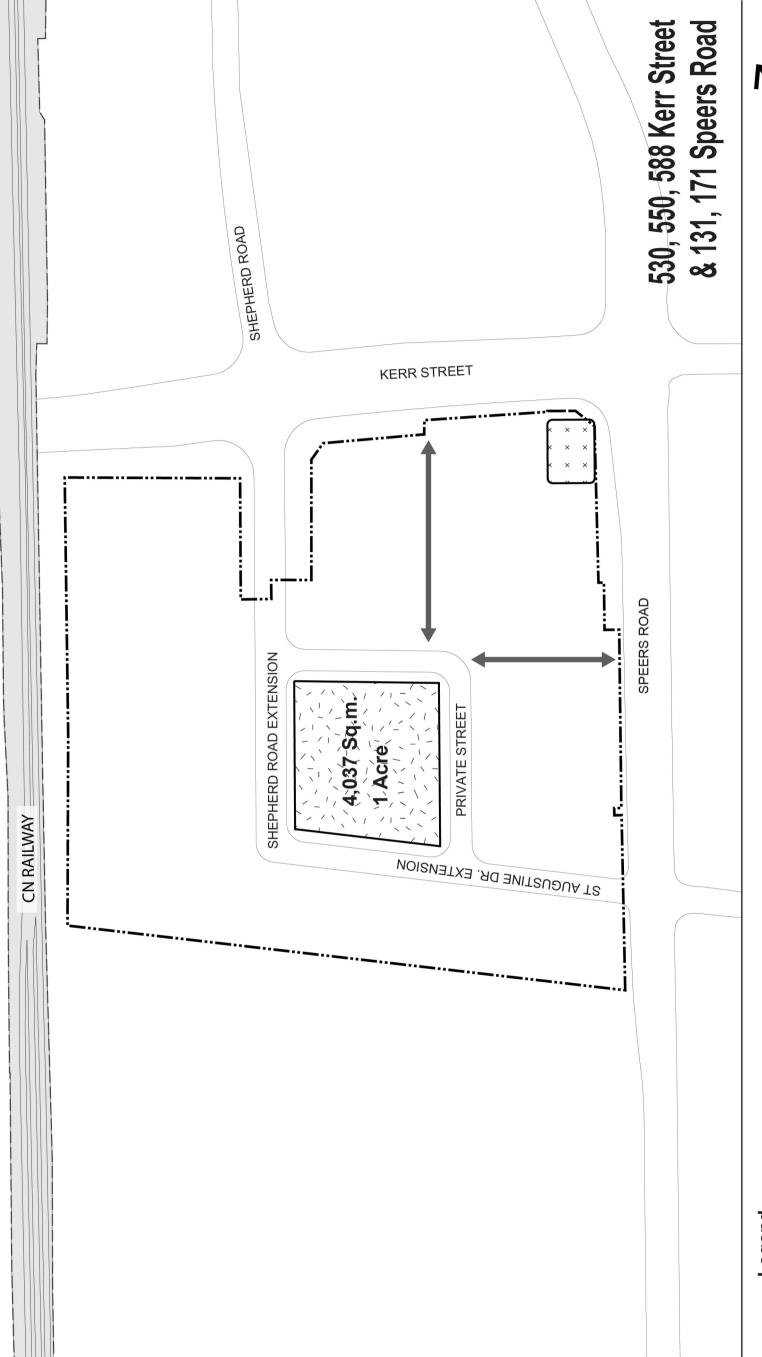
Tower Zone

Open Space

30m No Residential Zone

Section Park

Podium Zone



Legend

Park Park

◆ Mid-block Connection

Open Space



Kerr Street Grade Separation – Proposed Road Improvements – 30% design plans, dated March 25, 2021





# **APPENDIX F:**

Town of Oakville Existing Transit System Map – Kerr Village Growth Area and Surrounding Transit ConnectionsAppendix Title



Town of Oakville Existing Transit System Map - Kerr Village Growth Area and Surrounding Transit Connections

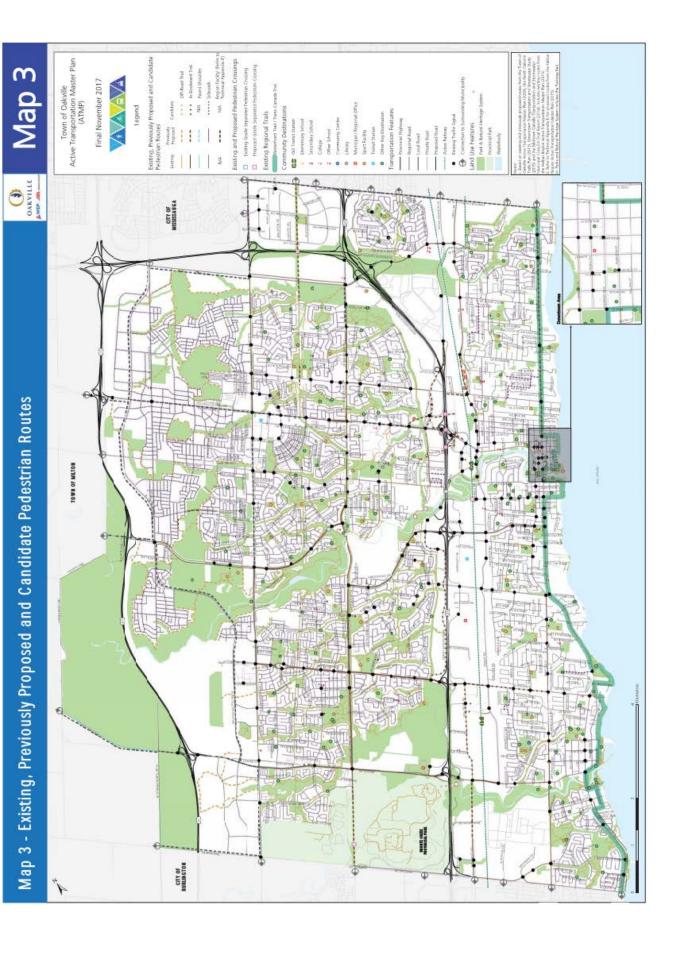


# **APPENDIX G:**

Existing, Previously Proposed and Candidate Pedestrian and Cycling Routes – Town of Oakville Active Transportation Master Plan, Nov 2017



Map 3 - Existing, Previously Proposed and Candidate Pedestrian Routes - Town of Oakville Active Transportation Master Plan, Nov 2017



Map 4 - Existing, Previously Proposed and Candidate Cycling Routes - Town of Oakville Active Transportation Master Plan, Nov, 2017

