



OAKVILLE

## REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: MARCH 09, 2020

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**FROM:** Planning Services Department

**DATE:** February 26, 2020

**SUBJECT:** **Scenic Corridors Study**

**LOCATION:** Lakeshore Road East and West and Trafalgar Road between Cornwall Road and Lakeshore Road East

**WARD:** Multiple Wards: 1, 2 and 3

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### RECOMMENDATION:

1. That the report titled “Scenic Corridors Study”, dated February 26, 2020, be received.
2. That the findings of the Scenic Corridors Study be endorsed as a background study informing the preparation of Official Plan policies and urban design direction documents and informing future major town projects within the right of way of identified Scenic Corridors, including the Lakeshore Road West Class Environmental Assessment.

### KEY FACTS:

The following are key points for consideration with respect to this report:

- In September 2017, as part of the town-wide Official Plan Review, Council adopted a new Urban Structure (OPA 15), which identified Lakeshore Road East and West, and Trafalgar Road from Cornwall Road to Lakeshore Road, as Scenic Corridors.
- On August 6, 2019, Planning and Development Council received a staff report entitled “Lakeshore Road West Class EA Update” (dated July 15, 2019) which recommended that staff undertake a Scenic Corridors Study.
- The purpose of the Scenic Corridors Study was to examine the Lakeshore Road and Trafalgar Road corridors to identify and evaluate the roadway,

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streetscape and framing elements that contribute to the scenic value. The study was undertaken by town staff in Q3 and Q4 of 2019.

- The findings of the Scenic Corridors Study are intended to inform current and future road improvement projects within the scenic corridor areas, as well as guide future Livable Oakville Plan policy reviews and urban design direction updates.
- This report presents the findings of the Scenic Corridors Study. These findings will be given to the project team undertaking the Lakeshore Road West Class Environmental Assessment to inform their design and technical recommendations.

## **BACKGROUND:**

Lakeshore Road East/West from Winston Churchill Boulevard to Burloak Drive and Trafalgar Road from Cornwall Road to Lakeshore Road are identified as 'Scenic Corridors' within the town-wide Urban Structure.

Lakeshore Road was the first east-west route linking the Town as a whole and is considered an iconic and unique route with a special status in the community. The portion of Trafalgar Road south of Cornwall is recognized for its unique history and is located almost entirely within the Trafalgar Road Heritage Conservation District.

The Scenic Corridors Study was undertaken to identify the qualities and elements that are characteristic to Oakville's identified scenic corridors. The findings of the study are intended to inform current and future road improvement projects within the scenic corridor areas, as well as future Livable Oakville Plan policy reviews and urban design direction updates.

### **Livable Official Plan**

In September 2017, as part of the five-year Official Plan, Council adopted a new town-wide Urban Structure (OPA 15), which identified all of Lakeshore Road (East and West) and a portion of Trafalgar Road (Cornwall Road to Lakeshore Road) as scenic corridors. On April 26, 2018, the Region of Halton approved OPA 15 with modifications. Currently, OPA 15 is subject to one outstanding appeal at the Local Planning and Appeal Tribunal.

OPA 15 introduced a new definition for *Scenic Corridor*:

"... means a thoroughfare containing roads and associated features that are recognized for their scenic value and for their related natural and cultural heritage features."

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It also added policy 3.14:

*“Scenic Corridors* are recognized for their scenic value and for their natural and cultural heritage features. These important features need to be maintained or restored since they add value and contribute to the Town’s *character*.” [where *Character* means the collective qualities and characteristics that distinguish a particular area or neighbourhood”.]

This new definition and policy further supports the existing heritage conservation policies in Livable Oakville Plan (Section 5) that recognize the value of the Lakeshore Road and Trafalgar Road corridors:

- Policy 5.3.9: “Improvements to Trafalgar Road within the Trafalgar Road Heritage Conservation District shall ensure that the existing pavement, boulevard, and sidewalk widths are retained.”
- Policy 5.3.10: “The scenic *character* of Lakeshore Road should be *conserved*.”

### **Lakeshore Road West Class Environmental Assessment**

The Livable Oakville Plan, Transportation Master Plan and Active Transportation Master Plan all provide direction for road improvements, mode shift, and achieving greater connectivity for all transportation modes throughout Oakville.

The town is currently conducting an Environmental Assessment (EA) Study for Lakeshore Road West between Mississaga Street and Dorval Drive to assess current and future traffic needs and improve vehicle, cyclist, and pedestrian movement and safety. The EA commenced in the fall of 2016, with public consultation meetings in April 2017, November 2017, and July 2018.

At the August 6, 2019 Planning and Development Council meeting, a Lakeshore Road West Class EA project update report incorporated the following recommendation:

*“In order to fully address the concerns raised over the application of the scenic corridor and the improvements being contemplated along Lakeshore Road West, the **scenic corridors study** must first progress to a point where the elements that contribute to the scenic character of the corridor have been identified, delineated and vetted with stakeholders.*

*This will provide the guidance necessary to perform the appropriate analysis of alternatives and approaches for Lakeshore Road while*

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*ensuring full consideration of the scenic corridor, as well as environmental, technical and financial criteria”.*

The purpose of the Scenic Corridors Study is not to determine whether or not the identified elements will be preserved as part of future road works. Instead, the study provides information with respect to elements of the road corridor that contribute to its function as a Scenic Corridor to ensure that this role can be considered and balanced against competing priorities identified through the EA process, such as storm water management, active transportation, traffic safety, etc.

The findings of the Scenic Corridors Study will be used in considering and developing options for the Lakeshore Road West Class EA, as well as for future road improvement policies and processes. The findings will also guide future Livable Oakville Plan policy reviews and urban design direction updates.

## **COMMENTS AND OBSERVATIONS:**

### **Study Purpose**

The purpose of the Scenic Corridors Study was to identify the roadway, boulevard and framing elements that, in combination, contribute to the scenic value of the Lakeshore Road and Trafalgar Road corridors. Further, the study findings should provide direction on the elements of the corridors' scenic characteristics that are important features to maintain.

By better understanding the scenic characteristics of the corridors, the design of road improvements can better reflect and complement the individual and collective distinctive features along the routes. The study outcomes can also inform the development of future policy and implementing design direction related to the public realm along the scenic corridors.

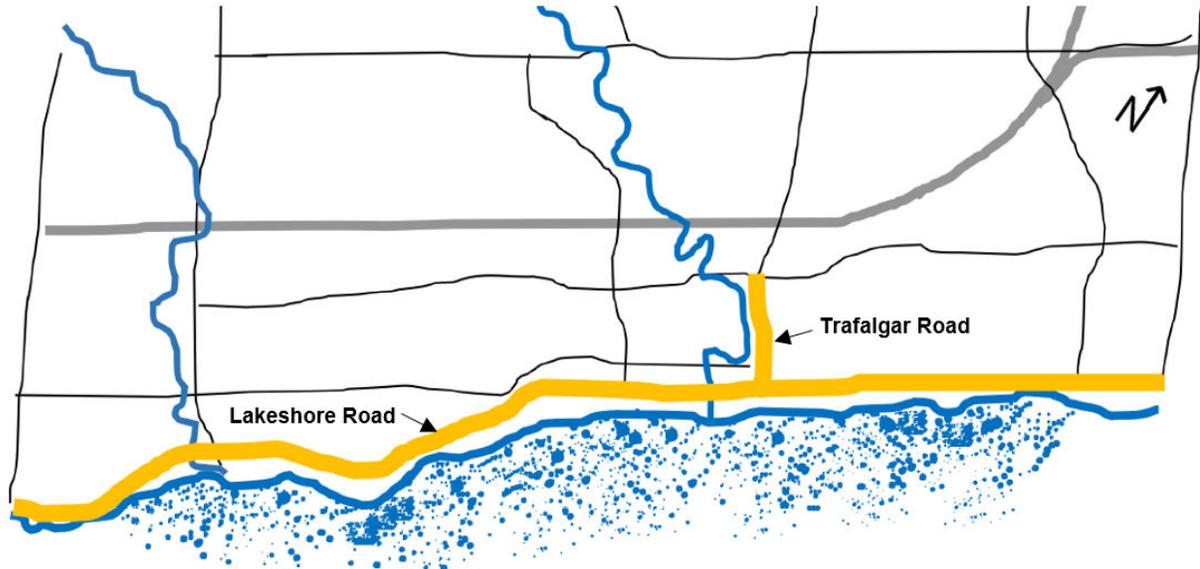
### **Study Area**

There are two identified scenic corridors in Oakville:

- Lakeshore Road East and West (between Winston Churchill Boulevard and Burloak Drive)
- Trafalgar Road (between Cornwall Road and Lakeshore Road)

Lakeshore Road was the first east-west route to link the Town as a whole and is aligned parallel with the shoreline of Lake Ontario along the western end. This corridor connects primarily mature, low-density residential neighbourhoods, passes by a variety of parks, community spaces and natural areas, and supports three vibrant traditional main streets.

The identified portion of Trafalgar Road is recognized for its unique history and is located almost entirely within the Trafalgar Road Heritage Conservation District. This corridor connects the Midtown Oakville Growth Area to the Downtown Oakville Growth Area through a mature, low-density residential neighbourhood.

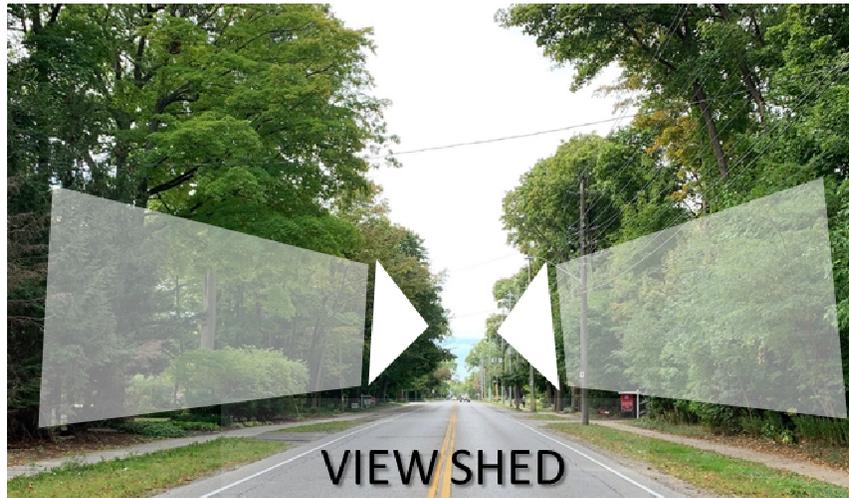


The extent of the Scenic Corridors is illustrated in yellow

### Study Focus

Staff focused their field investigations on identifying characteristic elements based on what is observed within the field of vision or 'view shed' while travelling the entirety of each identified corridor. A 'view shed' is typically defined as a geographical area that is visible from a specific location, including all points within the line of sight and excluding points obstructed by other features.

Along both corridors, the town-owned municipal right-of-way dominates the view shed and shapes the user experience. The right-of-way consists of the roadway, sidewalks, trees, vegetation, utilities, and green spaces and within municipal ownership. The view shed is further framed by the trees, vegetation, gates, fences and buildings on the abutting private properties. A few open vistas to Lake Ontario and local creeks are available when travelling over bridges and by viewing through public open spaces.



*Field photograph demonstrating 'view shed' and plan graphic showing the limits of the observations*

**Field Observations**

In late summer and through the autumn of 2019, a multi-disciplinary project team, comprised of staff from policy planning, urban design, heritage planning and transportation engineering, conducted a series of field visits along the entire length of both scenic corridors.

The team documented its observations of various elements found within the view shed of each corridor, including the continuous attributes, specific characteristics, and notable/unique locations.

Refer to **Appendix A** for a tabular summary of the project team's field notes and observations along segments of the Lakeshore Road East/West corridor and of the Trafalgar Road corridor (between Cornwall Road and Lakeshore Road).

## Study Scope

With the Lakeshore Road West Class EA project as the catalyst for undertaking the Scenic Corridors Study, the outcomes of the field observations concentrated on the elements found within the municipal right-of-way. Further, the study outcomes/findings are focused towards providing information that would assist in considering options and guiding decision-making on future roadway improvements along the corridors.

Given the focus of the study, there are aspects and areas of the identified corridors whether located within or abutting the municipal right-of-way that the project team did not incorporate into their study findings and considerations. The areas and aspects that were excluded are:

1. **Main Street Areas.** Both study areas contain traditional main street districts that have been extensively studied and assessed through public consultation during the creation of the Livable Oakville Official Plan (2009) and more recently during its five-year review (2017) through OPAs 18, 19 and 20. Change in these areas will continue to be managed through existing district-focused policies and context-specific urban design direction.

The following portions of the corridors were excluded from the study findings:

- **Downtown Oakville Growth Area** [Lakeshore Road from Allan Street to Sixteen Mile Creek and Trafalgar Road from just south of Sumner Avenue to Robinson Street]
  - **Kerr Village Growth Area** [Lakeshore Road from Sixteen Mile Creek to Dorval Drive]
  - **Bronte Village Growth Area** [Lakeshore Road from East Street to West River Street]
2. **Features on Abutting Properties.** The project team observed trees, plantings, fences, and landscape treatments located in the yards of abutting properties. These elements contribute to the 'greening' and overall character of the corridor. However, an extensive evaluation of landscaping and buildings on abutting properties was not undertaken.

The project team recognized that proposed changes on abutting properties, both public and private, is managed through various Livable Oakville Plan policies and implementing master plans, zoning, and urban design guidelines, which work together to maintain the character of neighbourhoods. Change is further regulated by development standards and processes (site plan approval and building permits) and by-laws (private tree and lot maintenance).

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## Historical Context

The initial development and evolution of both corridors provide great insight into how these travel routes began and were ultimately shaped into their current form and defining characteristics. These roadways are still important routes through the town that connect commercial districts, residential areas, and open spaces; and in some places continue to follow the shoreline of watercourses and waterbodies.

The Trafalgar Road scenic corridor is almost entirely contained within the Trafalgar Road Heritage Conservation District, which has its own Heritage Conservation District Plan. This Plan provides guidance on the protection of identified elements within the heritage district, including the streetscape of Trafalgar Road. Recognized features of this streetscape include its trees, hedges, shrubs, sidewalks, grass boulevards and fencing. The Plan promotes the protection and enhancement of these elements and the overall character of Trafalgar Road.

For an in-depth account of the historical background of Lakeshore Road East and West and Trafalgar Road south of Cornwall Road, refer to **Appendix B**.

## Best Practices Review

The project team completed a review of similar studies and works by other municipalities as a best practices review. Staff looked for examples that could inform study methodology, context-specific review criteria, evaluation of findings and presentation of outcomes.

Staff identified several Ontario municipalities with Official Plan policies containing scenic routes and/or unique transportation corridors. Of this group, a few municipalities expanded the scenic routes concept into their policy implementation documents, such as a transportation master plan (Hamilton), heritage documents (London), and urban design strategy (Windsor).

The project team reviewed two local examples, the City of Mississauga and the Region of Waterloo, who had advanced their work on scenic corridors to a study phase and development of design guidelines.

City of Mississauga. The Mississauga Road Scenic Route shares similarities with the 'look and feel' of Lakeshore Road and Trafalgar Road, particularly the residential neighbourhoods, heritage elements, and mature street trees and vegetation. The study emerged from local concerns about the impacts of large-scale residential redevelopment and large-lot severances abutting the corridor and design guidelines focus on managing changes to the design and placement of buildings on private property. The guidelines do not address guiding change within the municipal right of way.

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Whereas, in the Oakville context, local concerns are focused on potential changes to the character of the roadway and boulevard resulting from proposed modifications to the public right of way for enhanced vehicle, bicycle and pedestrian movement.

Region of Waterloo. The process of identifying specific scenic elements and attributes on roadways throughout the Region is similar to the process undertaken by town staff by documenting and assessing the view shed along the corridors. The Waterloo work focused on a regional scale that is largely rural and includes some small historical main street areas, which is different from the Oakville context.

Refer to **Appendix C** for a description of the document contents and project team's summary for the *Mississauga Road Scenic Route Study*, *Mississauga Road Scenic Route Urban Design Guidelines*, *Region of Waterloo Context Sensitive Regional Transportation Corridor Design Guidelines* and *Region of Waterloo Scenic Roads and Special Character Streets Resource Document*.

### **Public Consultation**

Public consultation was an important component of the Scenic Corridors Study to gather input on the elements and features along the corridors that citizens identify as scenic and characteristic of the route. At the outset, staff developed a study webpage that included an overview of the purpose and goals of the study and details about the public consultation events.

Open houses for the study were held at Town Hall (October 23, 2019), Trafalgar Park Community Centre (October 24, 2019) and QEP Community and Cultural Centre (October 29, 2019). Advertisements for the open houses were posted in the Oakville Beaver on Thursday, October 10, 2019.

Invitations to attend the open houses were emailed to all nine of the residents associations (RA) in Wards 1, 2 and 3, including: Bronte Village RA, Chartwell Maple Grove RA, Coronation Park RA, Hopedale RA, Joshua Creek RA, Oakville Lakeside RA, Trafalgar Chartwell RA, West Harbour RA, and West River RA.

Twenty-one (21) people attended the open houses and were guided through a series of information panels, including:

- What are scenic corridors? How are scenic corridors identified?
- Study background, purpose and goals
- History of the corridors and policy context
- Observed attributes, including: vegetation, road profile, and connectivity

Refer to **Appendix D** for a copy of the information panels displayed during the open house events.



*Open House Set-up (Town Hall) – depicting information panels and aerial photographs*

There were two interactive components to the open house:

1. attendees were asked to identify how they use/interact with the scenic corridors by placing a dot sticker next to: “walk” [8 dots], “drive” [10 dots], “cycle” [6 dots] or “other” [1 dot]
2. attendees were encouraged to provide their thoughts on what aspects of the corridor(s) were scenic to them and they felt important to maintain, by placing post-it notes containing their feedback onto large aerial photographs

The large-scale aerial photographs of Lakeshore Road and Trafalgar Road identified the extent of the public right-of-way and the locations of heritage walls, town trees, parks, sidewalks, and trails within the corridors. An overlay containing the growth areas and heritage conservation districts boundaries was also included for reference.

The project team members were available to discuss the study and answer any questions. Following the open house events, the information panels were posted to the study webpage.

Refer to **Appendix E** for transcribed written comments received at the open houses.

**FINDINGS AND NEXT STEPS:**

**Study Findings**

Based upon the field observations and feedback received through public engagement, four themes emerged that support and define the characteristics and qualities of the scenic corridors.

**Importance of maintaining trees and vegetation**

The large mature trees and diverse understory vegetation that frame the corridors are significant contributing elements to the character and context. The mature trees

frame the roadway along both corridors and in some locations, overhang and shade the road and sidewalks in summer. The street trees vary in species, age, size (caliper) and spacing, which provides seasonal diversity and creates a visually interesting pattern that frames the view shed.



*Field photos of trees and vegetation along the corridors – variety in species and maturity, variety in spacing and setbacks, dominant framing element, and visual interest*

Preserving mature trees, infilling with new trees and encouraging the planting of more native tree and plant species dominated in the feedback received. There were strong character linkages made between the mature trees and historic homes, between the comfort and shade created by mature trees, and with further greening of the boulevard with native species, food gardens and/or rain gardens. The notion of a prominent ‘treescape’ was put forward. Feedback also cautioned that if tree removal is required in the future, to “ **... be strategic**”.

***“Preserve as many old trees as possible, and plant as many new ones as possible to maintain beauty and a small town feel ...”***

Considerations for future undertakings (such as, Environmental Assessments, capital projects, Official Plan reviews, and other projects):

- retain healthy mature trees within the municipal right-of way and on abutting private properties, where possible

- foster the overall health of trees through ongoing assessments and, where necessary, interventions
- identify open space areas along the right-of-way where future planting of trees, shrubs or understory vegetation can be accommodated
- plan for tree succession by developing a replacement plan to account for tree death and/or strategic removals
- promote the planting native tree, shrub and plant species within the municipal right-of way and on abutting private properties

**Importance of maintaining and complementing the historical attributes**

Heritage features, such as stone walls and heritage properties, along Lakeshore Road and Trafalgar Road, have a unique relationship with the current corridors and provide a cultural reference back to the historical travel routes. These historical and cultural features significantly contribute to the scenic quality of the corridors and greatly contribute to a sense of identity.



*Field photos of masonry walls/columns associated with private properties on the corridors. They are integral to the public/private interface and significant markers of the historical context and character.*

***“Retention: Heritage areas – sights to show visitors”***

The identified heritage features shall continue to be protected and managed through the *Ontario Heritage Act*, the Conservation District Plans, the Livable Oakville Plan policies and the heritage permit approvals process.

**Importance of maintaining connectivity for pedestrians and cyclists**

The Scenic Corridors have a sidewalk or informal pathway on at least one side of roadway, whether directly abutting the road edge or setback and buffered with landscaping and trees. In some locations, there are sidewalks and/or paths on both

sides. Cyclists are provided with a dedicated cycle lane or multi-use trail or share the road with other vehicles.



*Field photos of a dedicated cycle lane and variations on pedestrian connectivity – from an informal path on the boulevard to a sidewalk setback from roadway edge to a sidewalk transitioning to the street edge*

During the open houses, participant feedback on sidewalks and bike routes included commentary on the visual and scenic qualities, as well as on the user experience and needs. Attendees identified the importance of providing accessible, predictable and continuous routes of travel for cyclists and pedestrians along the corridors. The need for these facilities was considered of greater importance than vehicular travel.

The presence of sidewalks and paths were identified as important elements because they allow residents to take in and experience other visual scenic qualities of the corridors, such as the mature trees and stone walls, while also providing valuable multi-modal connections across town that contribute to the corridors’ sense of place.

***“Safe area for walking and biking are so important. Trees give shade for beautiful walks”***

***“Safe cycling and connectivity of cycle lanes to avoid car/bike conflicts”***

There was some detailed feedback on how these walking and cycling facilities could be improved and/or provided in the future, with a focus on providing greater connectivity, with ... ***“walkways and bike-lanes to be consistent throughout”***

Considerations for future undertakings (such as, Environmental Assessments, capital projects, Official Plan reviews, and other projects):

- provide continuity of and variety in travel modes so that users have different ways to experience the corridor, whether as a pedestrian, cyclist, or driver, which can greatly contribute to their experience and connection to that place

**Importance of maintaining the proportions of the current roadway**

The roadway edges are either defined with curbs (mountable rolled curb or full barrier curb) or somewhat undefined with soft shoulders (edge of pavement transitions to flush gravel/sod or shallow ditch/swale). The framing elements include mature trees and hedges, understory vegetation, sidewalks, stonewalls and fences, light and utility poles, and the dwellings and buildings on the abutting properties.



*Field photos of the scale of the corridors – specifically the width of the roadway (number of lanes), interface with the boulevard (curbed or soft shoulder), boulevard layout (sidewalks, trees, etc.) and interface with abutting properties (trees, walls, hedges, etc.)*

The physical roadway edges were not of great importance to those who attended the open houses. More important were the complementary attributes associated with the road itself – the framing elements within the boulevard, and how together with the physical road, the corridor is visually perceived as balanced while travelling through.

The scenic value of the mature trees, vegetation, heritage walls and opportunity for multi-modal connectivity were of more importance in the feedback received than whether the road had curbs or soft shoulders. Concerns were raised that future road improvements may erode the valuable scenic elements and result in reconstructing the corridor(s) with a singular focus of moving vehicles.

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There was also a suggestion to incorporate low impact development stormwater management techniques in future road design, such as bioswales. Given the varying right-of-way widths across the corridors, some locations may be better suited to explore this than others.

Considerations for future undertakings (such as, Environmental Assessments, capital projects, Official Plan reviews, and other projects):

- maintain the current number and width of the existing vehicle travel lanes, where possible
- limit road widenings to only accommodate vehicle turning lanes at intersections, where necessary
- incorporate necessary active transportation improvements for predictable and continuous cycling and pedestrian movement
- maintain an appropriate balance between landscaped spaces and hard surface spaces (roadway, sidewalks, etc.) which currently form part of the overall scenic character of the corridors
- where physically feasible, incorporate low impact development features/facilities to enhance the 'greening' of the boulevard

### **Next Steps**

Following the completion of the Scenic Corridors Study, the Lakeshore Road West EA process can proceed to developing design options and public consultations. The work plan and project scope will be updated to reflect the findings of the Scenic Corridors Study, as per the recommendation from Planning and Development Council (August 6, 2019 meeting), and the stakeholders will be re-engaged in the process.

A staff report from Engineering and Construction Services will be presented at a future meeting of Planning and Development Council that will provide an update on the Lakeshore Road West EA process, including a modified conceptual roadway design and implementation timelines and requirements. The Scenic Corridor study team members will remain engaged in the EA process through to the detail design phases so that they can provide expertise on how the key findings can inform the conceptual and final design of the roadway.

As part of the ongoing Official Plan Review, Planning and Engineering staff will develop technical/discussion papers for considering new policies and updating existing policies. In this context, staff may reference the Scenic Corridors Study

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findings as part of a broader transportation policy review and update. Staff will also identify opportunities to create urban design direction document(s) to implement the policy framework, where necessary.

## **CONSIDERATIONS:**

### **(A) PUBLIC**

Public consultation was an important component of the Scenic Corridors Study by gathering feedback and input for elements and features along the corridors that citizens identify as having scenic value, contribute to the character and important to maintain.

The project team developed and managed a project webpage that provided study information and updates, as well as opportunities to provide input. The project team hosted three (3) open houses that provided a forum for the public to discuss the project with staff, as well as provided an opportunity for participants to identify the characteristics they consider important to the scenic quality of the corridors.

In addition to the open house events, feedback on the scenic character of Lakeshore Road West was received by email from a resident (received January 14, 2020). Refer to **Appendix F** for a copy of the comments.

### **(B) FINANCIAL**

There are no financial requirements or impacts arising from the preparation and completion of the Scenic Corridors Study. The study was undertaken by town staff in consultation with Oakville residents. Costs associated with road design and construction will be addressed through a future staff report providing a project update on the Lakeshore Road West EA process.

### **(C) IMPACT ON OTHER DEPARTMENTS & USERS**

The Study team was comprised of staff from several town departments and each provided their input and expertise. The findings from the Scenic Corridors Study will be shared with the Lakeshore Road West Class EA project team with the intent of informing that ongoing conceptual design and consultation process.

### **(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS**

This report addresses the corporate strategic goal to:

- continuously improve our programs and services
- enhance our cultural environment
- be the most livable town in Canada

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**(E) COMMUNITY SUSTAINABILITY**

The Scenic Corridor Study supports and aims to enhance the social, natural and built environment of the community. Staff on the project team reviewed the inputs and drafted the findings in alignment with the Town's sustainability objectives and policies contained in the Livable Oakville Plan and in the context of Council declaring a Climate Change Emergency on June 24, 2019.

**APPENDICES:**

Appendix A Study Team Field Observations

Appendix B Historical Context of Lakeshore Road and Trafalgar Road

Appendix C Results of Best Practice Review: City of Mississauga and Region of Waterloo examples

Appendix D Scenic Corridors Study Open House Information Panels

Appendix E Scenic Corridors Study Open House Feedback Summary

Appendix F Scenic Corridors Study Stakeholder Comments

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