

## REPORT

### PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: JULY 25, 2016

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**FROM:** Planning Services Department PD-16-565

**DATE:** July 4, 2016

**SUBJECT:** **Update Report, Health Science & Technology District Application, File No. Z.1325.06, OPA 1325.06, 24T-15005/1325**

**LOCATION:** Northeast corner of Dundas Street West and Third Line

**WARD:** 4 Page 1

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#### RECOMMENDATION:

1. That report PD-16-565 entitled *Update Report, Health Science & Technology District Application, File No. Z.1325.06, OPA 1325.06, 24T-15005/1325*, be received;
2. That Council endorse the approach set forth in the report PD-16-565 with respect to:
  - A land use ratio of 3 primary jobs to 1 secondary job to 1 resident (3.1.1) be applied to achieve primacy of employment uses.
  - Secondary jobs and number of residential units be limited by the application of the 3:1:1 land use ratio.
  - A range of employment GFA of 0.35 FSI - 3.0 FSI, as permitted in the North Oakville West Secondary Plan.
  - Cash-in-lieu of parkland at a rate of 1 hectare per 500 units based on the provisions of Bill 73 be required.
  - That independent peer reviews of the Traffic Impact Study and Financial Impact Study be undertaken at the applicant's expense; and
3. That report PD-16-565 be forwarded to Halton Region for information.

#### KEY FACTS:

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

- The North Oakville West Secondary Plan (*NOWSP*) provides for a Health Oriented Mixed Use Node (*HOMUN*) that encompasses the New Oakville Hospital, ErinoakKids Oakville and the subject Health Sciences and Technology District (*HSTD*) application.

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- On May 11, 2015, Council endorsed the principles set out in the *HOMUN* staff report that are to guide the review and evaluation of development applications within the *HOMUN*.
- On September 18, 2015 Regional and Town Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications were submitted in support of the development of the *HSTD*.
- Conceptually, a *HSTD* would support an innovation park and new life science jobs around the hospital, however the proposed development must retain primacy of employment and be of a scale that retains the town's urban structure.
- If absence of the foregoing, the application would be premature, and could not be supported until a municipal comprehensive review by the Region and Town is complete to address both employment land conversion and size and scale of development.
- The purpose of this report is to provide a status update of the review of the *HSTD* application and to and seek endorsement of more detailed metrics developed by staff to implement the May 2015 Council-endorsed principles.
- Staff have identified a number of preliminary issues with the application which the applicant is working to address through updates to plans and supporting studies.
- Review of the application is following a work plan, in accordance with Council endorsed principles.
- Terms of reference (*TOR*) for various technical studies have been finalized and are considerate of the scale and intensity of the development proposal. The supporting technical studies will define the infrastructure needs (scope and cost) necessary to support the proposed *HSTD*.
- Staff intend to continue to follow the work plan, in accordance with Council endorsed principles, and work toward resolving issues with the *HSTD* application.

## BACKGROUND:

The purpose of this report is to introduce the subject planning application to Council, outline the proposed development, identify matters raised to date through the technical review, and seek endorsement of more detailed metrics developed by staff to implement the May 2015 Council-endorsed principles. Following the statutory public meeting and once the review of the applications are complete, staff will bring forward a recommendation report for consideration by Planning and Development Council.

The *NOWSP* was adopted by Council on May 25<sup>th</sup>, 2009 and in recognition and in support of the new hospital, provides for a *HOMUN* at Third Line and Dundas Street West. On May 11, 2015, Council endorsed the principles set out in the *HOMUN* staff

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report that are to guide the review and evaluation of applications to implement a *HOMUN*, as contemplated in the *NOWSP*:

*That Council endorses the principles set out in the report, that guide the review and evaluation of applications to implement a Health Oriented Mixed Use Node as contemplated in the North Oakville West Secondary Plan;*

On September 18, 2015 an Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision application was submitted in support of a proposed *HSTD* that included a residential component within the *HOMUN*. A Regional Official Plan Amendment application was also submitted concurrently in support of the *HSTD* proposal.

The applications were deemed complete on January 6, 2016. The first day of appeal for the zoning by-law amendment and draft plan of subdivision application was May 6, 2016. July 5, 2016 is the first day of appeal for the respective Regional and Town Official Plan amendment applications.

Conceptually, a *HSTD* would support an innovation park, new life science jobs around the hospital, the town's economic development strategy and would build on significant public investment and infrastructure (hospital). However, the proposal must retain the primacy of employment and be of a scale that retains the town's urban structure. In absence of the foregoing, the application would be premature and not supportable unless considered through a municipal comprehensive review by the Region and Town to address both employment land conversion and urban structure.

In order to implement the May 11, 2015 Council endorsed principles, Region and Town staff developed a series of metrics which are detailed in this report. In addition, Regional and Town Staff also worked with the applicant to develop a work plan, in accordance with Council endorsed principles, to guide the required study updates and review of the subject application (Appendix A). As of the date of this report, staff have: provided draft technical comments on the application; and, developed a means to implement and measure the Council-endorsed performance targets (step 1 of work plan). The applicant has provided a revised concept plan (step 2 of work plan), and the terms of reference for supporting technical studies have been finalized (step 3 of work plan). The applicant is currently within step 4 of the work plan, being the constraint phase of the technical review, whereby the applicant is preparing updated studies based on the approved terms of reference.

Once Step 4 of the work plan is complete, and the supporting studies are satisfactory, the findings of the technical review will guide the remaining portions of the design stage (including urban design, architectural plans, tree canopy, waste management, pedestrian circulation, open space plan, etc.) and a comprehensive resubmission of the application would be made by the applicant. At that point, the

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application would follow a typical application review process, including public engagement through public information meeting(s) and a statutory public meeting.

### Location

The proposed *HSTD* will be situated on 15.32 hectares of land located at the northeast corner of Third Line and Dundas Street West, across from the new hospital.



Figure 1: Air Photo

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## Proposal

The applicant seeks approval to permit the lands to be developed for a *HSTD* within the *HOMUN*. The development is proposed to be divided into 3 phases and cumulatively result in 4.5 million square feet gross leasable area with building heights ranging from 8 to 32 storeys in height.

Table 1 provides an overview of the allocation of proposed uses and sizes:

Primary Jobs		Sq.ft.	Sq.m.
Technology	Research & Development	460,000	42,735
	Innovation Incubator	40,000	3,716
Institutional	College/University	200,000	18,581
<b>Total Technology</b>		<b>700,000</b>	<b>65,032</b>
Office	General Office	1,440,000	133,780
	Medical	250,000	23,226
<b>Total Office</b>		<b>1,690,000</b>	<b>157,006</b>
<b>Total Primary Job Area</b>		<b>2,390,000</b>	<b>222,038</b>
<b>Secondary Jobs</b>		<b>Sq.ft.</b>	<b>Sq.m.</b>
Rehabilitation, Transition, Long Term Care		100,000	9,290
Hotel	Short Term Stay (200 unit)	100,000	9,290
	Long Term Stay (200 unit)	200,000	18,581
	Conference	40,000	3,716
<b>Total</b>		<b>440,000</b>	<b>40,877</b>
Retail & Service Commercial	Grocery	25,000	2,323
	Retail (General)	55,000	5,110
	Retail (Service)	130,000	12,077
	Restaurant	54,000	5,017
<b>Total</b>		<b>264,000</b>	<b>24,526</b>
<b>Total Secondary Job Area</b>		<b>704,000</b>	<b>65,404</b>
<b>Residential</b>		<b>Sq.ft.</b>	<b>Sq.m.</b>
Residential		1,444,800	134,226
<b>TOTAL</b>		<b>4,538,800</b>	<b>421,668</b>

Table 1: Site Statistics Provided by Applicant

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The proposed block layout provides for a modified grid street network centered on an 'innovation hub'. The town-owned Glen Oak stormwater management pond, which has been constructed and is currently operating, is proposed to be reconfigured and integrated with the proposed development (Figure 2).

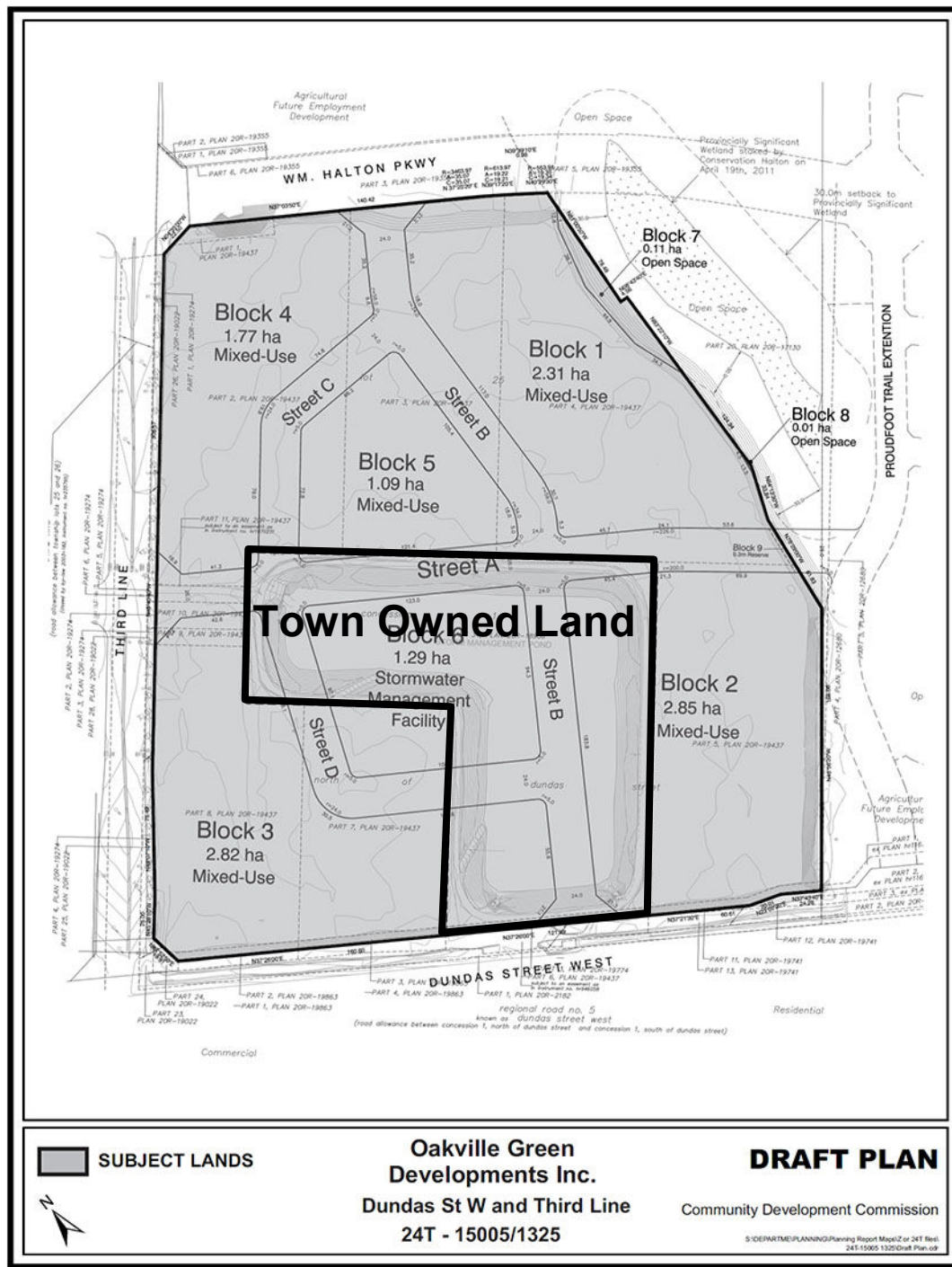


Figure 2: Draft Plan Submitted by Applicant

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A perspective of the proposed development is provided in Figure 3 with Dundas Street West to the south and Third Line to the West.

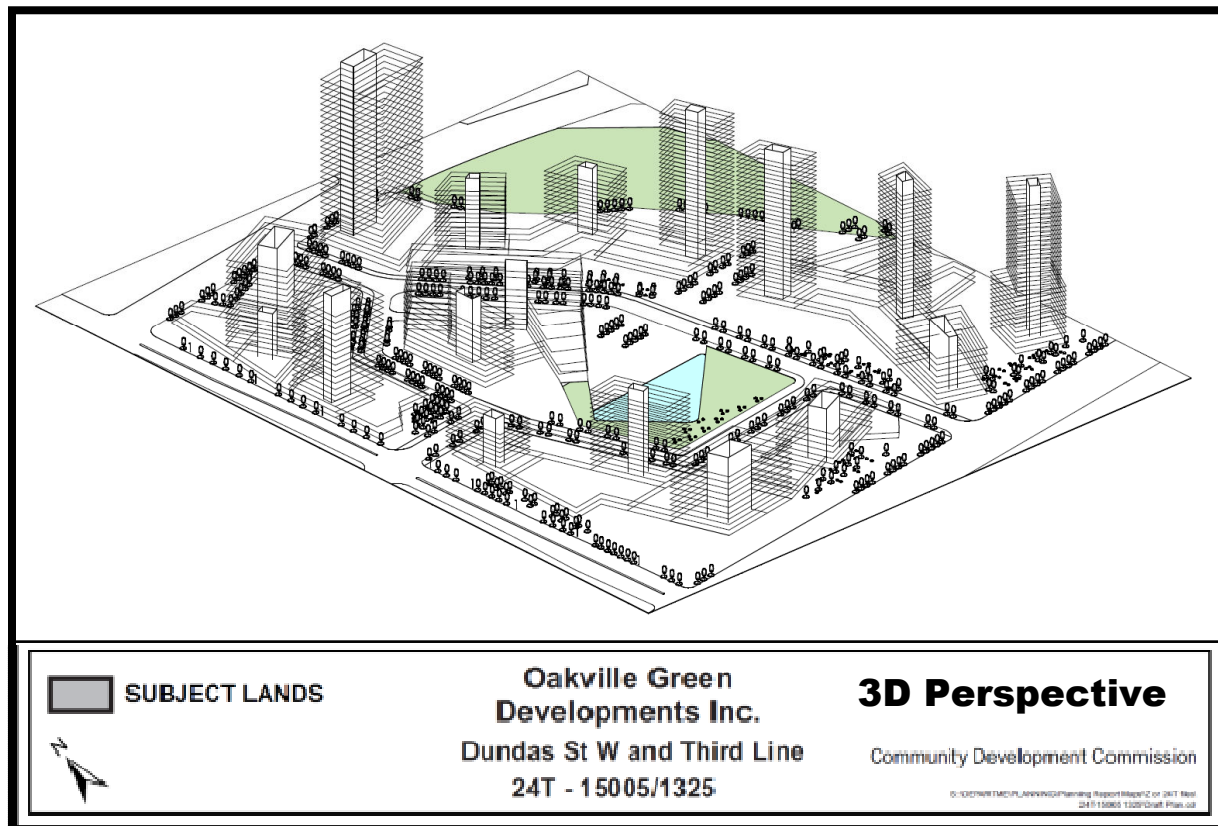


Figure 3: 3D Perspective by Applicant

### COMMENT/OPTIONS:

As part of the May 11, 2015 staff report on the *HOMUN*, a set of development criteria (Appendix B) was endorsed by both Halton Region Council and Town Council to guide the review and evaluation of the development applications.

A complete analysis of the application will be undertaken using the Council endorsed development criteria, and applicable policies, guidelines and standards, which includes a review of the following matters, which have been identified to date:

- Public Health & Safety / Emergency Services (Hospital)
- Urban Structure
- Employment Land Conversion
- Transit-Supportive Principles
- Adequacy of Existing and Planned Infrastructure
- Intensity and Scale of Development

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- Mix, Location and Compatibility of Proposed Land Uses
- Integration and Transition of Proposed Development with Surrounding Area
- Phasing
- Urban Design
- Parking
- Stormwater Management Design
- Environmental Protection
- Parkland
- Road Location and Design
- Transportation Impact
- Travel Demand Management
- Affordable Housing

Staff have provided the applicant with preliminary comments on the application and the applicant is working to address the foregoing matters through updates to supporting studies and design revisions. Given the foregoing, it is considered premature to bring forward a recommendation report at this time. Staff are undertaking a complete analysis of the application and seek Council endorsement of more detailed metrics developed by staff to implement the May 2015 Council-endorsed principles, as follows:

### **1. Subordinate Residential**

The subject lands are within an employment district and part of the HOMUN. The in force *NOWSP* prohibits residential land use, however the Plan permits 'supportive housing' within the *HOMUN*. As set out in the May 2015 staff report, a subordinate residential use may be considered, subject to meeting a number of performance targets / justification as provided below:

#### ***Principles***

##### ***1. Land Uses***

- a) *The primary land uses within the Health Oriented Mixed Use Node will be a hospital, research, development and incubation facilities, institutional uses (including post-secondary education), medical and health related professional offices, and manufacturing uses.*
- b) *The following secondary uses, that are intended to support the primary health employment function of the Health Oriented Mixed Use Node, may also be permitted:*
  - i. *rehabilitation facilities,*
  - ii. *transition and long-term care facilities,*
  - iii. *a hotel, and*

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*iv. retail and service commercial uses.*

*c) residential component may be considered that will:*

- i. be subordinate to the primary land uses of the Health Oriented Mixed Use Node identified in 1 (a),*
- ii. be confined to the easternmost portion of the Health Oriented Mixed Use Node, appropriately buffered to minimize land use compatibility issues, and provide a transition to the future residential neighbourhood on the west side of Sixteen Mile Creek,*
- iii. provide a range of accommodation and unit sizes, and*
- iv. be linked to minimum employment development targets for each phase.*

## *2. Performance Targets*

- 1. Establish baseline employment targets that must be achieved as the primary land use overall and through each phase of development.*
- 6. Achieve a minimum density of employment, to be achieved overall and in each phase and the extent that the current employment target for the lands is expected to be exceeded.*
- 7. Maximum subordinate residential use component will be based on the performance of primary and secondary uses.*

Regional and Town staff have developed a '3.1.1 model' to implement and measure the foregoing performance targets, and approved *NOWSP* policy (stage 1 of work plan). The 3.1.1 model results in ratio of 3 primary jobs to 1 secondary job to 1 resident and includes a minimum and maximum employment density range as contemplated in existing policy framework of the *HOMUN*. Primary and secondary land uses were identified in the May 2015 *HOMUN* staff report and included in the above extract. Staff expect that the 3.1.1 model will achieve the following:

- i. Baseline employment targets and minimum density of employment*
- ii. A residential component that is subordinate to the primary employment land use and is linked to minimum employment targets*
- iii. Maximum development density in keeping with the Town's urban structure*
- iv. Proportion of primary employment to secondary employment*
- v. Maximum subordinate residential use based on performance of primary employment*

The resulting people and job numbers are also necessary to inform the technical studies, ensuring consistency between the development proposal and the supporting studies. For instance, the trip rates used in the Traffic Impact Study will be based on the people and job figures from the model.

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The 3.1.1 metric was developed to implement the May 2015 Council endorsed criteria, Provincial Policy, and is a necessary tool to be able to consider residential land use in the *HOMUN* outside of an employment land conversion and municipal comprehensive review. Staff are seeking Council endorsement of the following more detailed metrics to implement the May 2015 Council endorsed principles:

- i. A land use ratio of 3 primary jobs to 1 secondary job to 1 resident (3.1.1) be applied to achieve primacy of employment uses.
- ii. Secondary jobs and number of residential units be limited by the application of the 3:1:1 land use ratio

## 2. Maximum Intensity of Development

On May 11, 2015, Council endorsed the principles set out in the *HOMUN* staff report that are to guide the review and evaluation of applications to implement a *HOMUN* as contemplated in the *NOWSP*:

*That Council endorses the principles set out in the report, that guide the review and evaluation of applications to implement a Health Oriented Mixed Use Node as contemplated in the North Oakville West Secondary Plan;* (emphasis added)

Section 8.6.5.4 of the *NOWSP* (included as Appendix A of the May 11, 2015 staff report) provides a density range of 0.35 – 3.0 Floor Space Index (“FSI”). Staff have maintained that an employment density up to 3.0 FSI may be considered, subject to the support of all required reports and studies, as it is recognized that the subject lands are part of a *HOMUN* and are located adjacent to a planned higher order transit corridor (Dundas Street West). The proposed residential component may be limited through a maximum number of units (no minimum).

While it is necessary for the outcome of the 3.1.1 model to be substantiated through supporting studies and analysis of available infrastructure, the general range of uses which are being considered through the 3.1.1 model are as follows:

<b>3.1.1 Model Output</b>		
	(sqm)	(sqf)
<b>Minimum Primary Employment GFA</b>	<b>146,530</b>	<b>1,577,234</b>
<b>Maximum Employment GFA</b> (primary & secondary land use)	<b>345,394</b>	<b>3,717,785</b>
<b>Minimum Proportion of Primary Employment</b> (based on 3 primary jobs to 1 secondary job)	<b>75%</b>	
<b>Maximum Employment FSI</b> (primary & secondary land use)	<b>3.0 FSI</b>	
<b>Maximum Residential Units</b>	<b>1317 units</b>	

Figure 4: 3.1.1 Model Land Use Output

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This component of the 3.1.1 metric was developed to implement the May 2015 Council endorsed criteria, Provincial Policy, and is necessary to consider the proposal outside of a municipal comprehensive review and ensure that proposed development is of a scale which retains the town's approved urban structure. Staff are seeking Council endorsement of the following more detailed metric to implement the May 2015 Council endorsed principles:

- i. A range of employment GFA of 0.35 FSI - 3.0 FSI, as permitted in the North Oakville West Secondary Plan.

### **3. Parkland**

The applicant has requested consideration of the application cash-in-lieu of parkland requirements to the development through a reduced rate, recognition of publicly accessible private squares, prepayment or other mechanisms.

The parkland policies in the *NOWSP* are only partially in force. *NOWSP* forms part of the 2006 Official Plan which continues to apply to these lands. An objective of the 2006 Official Plan was to supply parkland at a rate of 2.2 hectares per 1,000 people, consisting of community and neighbourhood parks which was implemented in part through the use of the alternative rate authorized under the Planning Act (1 ha per 300 units) to higher density developments. While initially, the alternative rate was not carried over into the North Oakville West Secondary Plan 'NOWSP' (since residential land use is generally not permitted), the following provisions were introduced into the NOWSP on January 24, 2011 through OPA 306 (Palermo Village north), which is under appeal and not in full force and effect:

*“provided that in the case of land proposed for development or redevelopment for residential purposes the Town shall require that land instead be conveyed at a rate of one hectare for each 300 dwelling units proposed if the application of this alternative standard would result in the conveyance of a greater area of land (unless the Town has entered into an agreement providing otherwise).”*

The reference to an “agreement providing otherwise” was a provision of the North Oakville East Secondary Plan (“NOESP”) that was designed to recognize the Master Parkland Agreement which provides equivalent parkland through other mechanisms. This provision was carried forward into NOWSP to facilitate the future blending of the two secondary plans.

Similarly, the Parkland Dedication By-law 2008-105 which is applied in a consistent manner across the Town provides as follows:

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*“As a condition of development or redevelopment of land within the Town of Oakville, the owner of the land shall convey, or cause to be conveyed to the Town, land for park or other public recreational purposes at the following rates:*

***(a) For residential purposes:***

*5% of the land proposed for development or redevelopment, or at one hectare for each 300 units proposed if the application of this alternative standard would result in a greater area of land.*

***(b) For Industrial, commercial or employment purposes:***

*2% of the land proposed for development or redevelopment”*

Since the *HSTD* application proposes to introduce a subordinate residential use within the *HSTD* and hence the *NOWSP* area, staff have maintained that in the absence of OPA 306 coming into force, it would be necessary for the parkland dedication policy to also be amended to provide for the alternative parkland rate for the proposed new land use (1 ha of parkland per 300 units or the cash value of 1 ha of parkland per 500 units based on the provisions of Bill 73). The foregoing is consistent with the approach of OPA 306, the *NOWSP*, *NOESP*, *Livable Oakville* and *By-law 2008-105*, as approved by Council and maintains a consistent approach to the level of parkland per capita provided on a town-wide basis.

Based on the application, as proposed, and staff’s review of parkland supply, staff expect that cash-in-lieu of parkland dedication would be sought for this proposed development. Typically, this would be taken at the time of building permit in accordance with *By-law 2008-105*.

Since the application of the town’s parkland policies may impact the design of the *HSTD*, staff are seeking Council endorsement of the following more detailed metric in advance of starting the design phase of the work plan:

- i. Cash-in-lieu of parkland at a rate of 1 hectare per 500 units based on the provisions of Bill 73 be required.

#### **4. Supporting Studies**

The subject development proposal, based on Region and Town estimates, would total approximately 11,000 people and jobs at full build out on an approximately 11 hectare site (net). For comparison, this would result in more people and jobs than the employment target for the *NOWSP* area (10,200 jobs) which applies to approximately 250 net hectares of land. Accordingly, the approved terms of

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reference (and hence the submitted reports and studies) have been enhanced over and above a typical development application. It is expected that an independent peer review of the transportation impact study will be undertaken at the applicant's expense. The applicant will also be responsible to provide an update to the North Oakville Financial Impact Study, in accordance with approved terms of reference, which will quantify the expected full life cost (capital and operating) for this proposed form of growth. This study will also be subject to a peer review at the applicant's expense.

In addition to the foregoing, and in accordance with the terms of reference, the Traffic Impact Study will also address transit needs as feasibility of Traffic Demand Management which may be necessary to support this form of growth.

The applicant is proposing innovative technology which in some cases deviates from approved Town standards and past practice. As an example, the stormwater management strategy, as proposed, may result in a more urban form and may include full or partial private ownership of some stormwater management components. Technical details of this development component continue to be discussed and assessed. Staff recognize that some unique approaches may require staff to seek Council consideration and/or endorsement and hence the stormwater management approach, and the purchase of town lands, may be the subject of a future staff report.

The applicant is undertaking updates to reports and studies in accordance with the approved terms of reference. Given the scale and intensity of the proposed development, and the importance of the supporting studies to inform the ultimate size, scale and overall design of the *HSTD*, staff are seeking Council endorsement of the following more detailed metric to implement the May 2015 Council endorsed principles:

- i. That independent peer reviews of the Traffic Impact Study and Financial Impact Study be undertaken at the applicant's expense.

## **5. Affordable Housing**

On May 11, 2015, Council endorsed the principles set out in the *HOMUN* staff report that are to guide the review and evaluation of applications to implement a *HOMUN*, as contemplated in the *NOWSP*. Criteria number five provides for affordable housing to be provided as part of a complete community:

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## **5. Community Design**

### **a) Develop a complete community that:**

- i. provides a high-quality urban environment, including mid- to high-rise buildings and underground parking,*
- ii. provides convenient access to an appropriate mix of jobs, local services, community infrastructure including affordable housing, recreation and open space for their residents. Convenient access to public transportation and options for safe, non-motorized travel is also provided, and*
- iii. is consistent with the design principles and objectives of the Livable by Design urban design manual. (emphasis added)*

The provision of affordable housing is also required by Halton Region Official Plan. Staff are anticipating that the applicant will be submitting an affordable housing strategy in order to demonstrate that Regional Plan objectives have been met. At this time, it is premature to seek further Council direction on this item until there has been an opportunity to review the affordable housing strategy, however it may be necessary to report back to Council on the provision of affordable housing.

## **6. Urban Design**

As part of the Council-endorsed development criteria, the design of the proposed development is to be consistent with the design principles and objectives of the Livable by Design manual (performance target five). Based on the latest circulation of the application, there are significant urban design concerns including tower design; integration of development with surrounding context; and, the impact of structured parking on the public realm.

Staff have provided preliminary urban design comments including scale, structure integration of development and reference to the Ministry of Transportation Transit-Supportive Guidelines to assist in the design phase of the work plan. As part of the subsequent design phase of the work plan, staff expect that in accordance with performance target five the design will be revised to be consistent with the Livable by Design Manual.

At this time, it is premature to seek further Council direction on this item since the applicant has not commenced the design phase of the work plan yet, however staff intend to implement the Livable by Design Manual, consistent with the May 2015 Council endorsed principles.

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## CONCLUSION

Conceptually, a *HSTD* would support an innovation park, new life science jobs around the hospital, the town's economic development strategy and would build on significant public investment and infrastructure (hospital). However, the proposal must retain the primacy of employment and be of a scale that retains the town's urban structure. In absence of the foregoing, the application would be premature and not supportable unless considered through a municipal comprehensive review by the Region and Town to address both employment land conversion and urban structure.

Staff have worked with the applicant to develop a work plan (Appendix A) which is commensurate with the nature of the proposal, and have developed more detailed metrics to implement the principles endorsed by Council on May 11, 2015. Staff are recommending that Council endorse the following principles to provide additional guidance to the implementation of the May 2015 Council-endorsed criteria:

- A land use ratio of 3 primary jobs to 1 secondary job to 1 resident (3.1.1) be applied to achieve primacy of employment uses.
- Secondary jobs and number of residential units be limited by the application of the 3:1:1 land use ratio.
- A range of employment GFA of 0.35 FSI - 3.0 FSI, as permitted in the North Oakville West Secondary Plan.
- Cash-in-lieu of parkland at a rate of 1 hectare per 500 units based on the provisions of Bill 73 be required.
- That independent peer reviews of the Traffic Impact Study and Financial Impact Study be undertaken at the applicant's expense.

As provided for in this report, a number of preliminary comments have been provided to the applicant, and there may be a need to report back to Council on other items such as stormwater management, urban design and affordable housing at a later date once the application sufficiently progresses.

Planning staff will continue to follow the work plan in accordance with Council endorsed principles, review and analyze the proposed applications and address all technical matters along with submitted public comments concurrent with the Regional Official Plan Amendment review. Planning staff expect to report back to Council on that status of the application as part of a future statutory public meeting report. Halton Region staff have advised that they will retain approval authority.

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**CONSIDERATIONS:**

**(A) PUBLIC**

As outlined in the work plan, public comments will be received through future public information meetings and the required statutory public meeting. These public comments will be reviewed, analyzed and included in a future recommendation report.

**(B) FINANCIAL**

The costs for any required peer review of the technical studies are to be funded by the applicant.

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

Several Town departments are involved in the technical review of the Health Science and Technology District application including Planning Services, Development Engineering, Economic Development, Engineering and Construction and Parks & Open Space, and Oakville Transit.

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

This report addresses the corporate strategic goal to:

- be the most livable town in Canada

**(E) COMMUNITY SUSTAINABILITY**

The technical review of the Health Science and Technology District applications are being carried out in accordance with the sustainability policies of the Livable Oakville Plan.

**APPENDICES:**

Appendix A – Work Plan

Appendix B – May 11, 2015 Health Oriented Mixed Use Node Staff Report

Prepared by:

Paul Barrette, MCIP, RPP

Senior Planner, Current Planning – West District

Recommended and Submitted by:

Mark H. Simeoni, MCIP, RPP

Director, Planning Services