

APPENDIX D:

DIRECTIONS AND OPTIONS REPORT



OAKVILLE'S HOSPITAL DISTRICT STUDY

DIRECTIONS + OPTIONS REPORT | JULY 2020



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1.0

INTRODUCTION

1.0 INTRODUCTION

The purpose of the Directions and Options Report is to:

- Outline key directions influencing the development of the Hospital District;
- Introduce the two Draft Land Use Options (incl. Land Uses, Parks and Open Spaces, Roads and Blocks and Building Heights);
- Identify evaluation criteria; and
- Summarize public feedback on the two Draft Land Use Options.

1.1 VISION STATEMENT

The Hospital District will be a world class centre for medical innovation with the Oakville Trafalgar Memorial Hospital serving as its heart. As a mixed use transit oriented and pedestrian friendly vibrant community, the district will carefully integrate a variety of uses that strengthen its strategic employment capacity.

Figure 1 | Aerial Image of Study Area



2.0

GUIDING PRINCIPLES

2.0 GUIDING PRINCIPLES

The creation of Oakville’s Hospital District will be guided by a series of principles based on best practice research and key policy documents. These principles have been divided into themes comprising Placemaking; Mobility; Innovation; and Successful Implementation.

Placemaking

- **A Balanced Mix of Uses:** A mix of land uses will be provided to create a vibrant complete community that supports existing and future planned conditions. Employment uses will continue to be the dominant land use type with a range of employment-supportive amenities provided. Residential uses will be secondary to the primary employment uses.
- **Compact and Transit Supportive Pedestrian-Oriented Built Form:** Buildings will predominantly be mid-

rise in form. Active grade related uses will be encouraged with buildings sited to support transit connectivity and pedestrian comfort. Building height and locations will not impede the safe flight path for the Hospital’s helipad.

- **Green Connections:** Connections through green corridors will link parks and green infrastructure such as the West Oakville Sports Park, public spaces, privately owned public spaces (POPS) and the existing stormwater management ponds.
- **Design Excellence:** Ensure all new public and private sector developments (including buildings, infrastructure, streetscapes and open spaces) are of high-quality design and incorporate low-impact development practices (e.g., permeable paving and bioswales).

Mobility

- **Balanced, Safe and Efficient Mobility:** Safely and efficiently accommodate transportation for all ages and abilities, with priority given to the most vulnerable users. The following transportation hierarchy will be used to guide decision making:
 1. Emergency service vehicles such as ambulances;
 2. Pedestrians;
 3. Public Transit Users;
 4. Cyclists; and
 5. Private motorized vehicles.

Movement throughout the District will be characterized by seamless connectivity between all transportation modes and barrier-free accessibility. Walking and cycling will be promoted through a pedestrian-oriented street character (e.g., wide sidewalks,

active building frontages, benches, dedicated cycling facilities, etc.). In particular, pedestrian enhancements will be focused along Dundas Street and Third Line.

- **Strong Visual and Physical Connectivity:** Provide strong visual and physical connections between the hospital and key linkages including but not limited to: Planned Dundas BRT stops; ErinoakKids Centre for Treatment and Development; and All Seniors Care, senior assisted living and care facility.

Innovation

- **Facilitate Collaboration:** Foster collaboration between clinical and research facilities, whereby academics, entrepreneurs, developers, start-up companies as well as local and international stakeholders forge

partnerships to drive innovation and promote wellness.

- **Environmental Sustainability:** Promote environmental resiliency through sustainable building materials, LID practices and flexible adaptive reuse strategies (e.g. conversion of surface parking for events and programming, stormwater ponds, permeable paving, etc.).

Successful Implementation

- **Strategic Partnerships:** Adopt public-private partnerships and initiatives designed to facilitate high levels of collaboration between the Town of Oakville, the development industry, life sciences and technology fields and the academic community to support the Town's economic development strategy.

- **Holistic Approach to Parking Supply:** Provide enough parking to meet the needs of users while also incentivizing transit use and prioritizing pedestrian safety. Carefully integrate parking structures into the overall built form and design them with future adaptability in mind (including bike parking and storage facilities). Minimize surface parking and incorporate parking configurations that can transition to other uses over time.
- **Flexibility:** Plans and policies will be performance based and promote flexibility through design standards such as Leadership in Energy and Environmental Design (LEED) certified developments. Buildings will be planned for flexibility to facilitate changes to programming, technologies and tenant needs.

HOSPITAL DISTRICT STUDY: DIRECTIONS AND OPTIONS REPORT

3.0

KEY DIRECTIONS

3.0 KEY DIRECTIONS

Informed by the Study vision, guiding principles, background research and building on the Town’s objectives for the Study Area, seven (7) key directions were established to guide the development of the Hospital District’s ASP (see Figure 2).

1. Green Connections

Green connections will incorporate nature into the Hospital District and connect it to nearby parks and green spaces. Wide sidewalks, cycling lanes and street trees will contribute to the pedestrian experience, support active transportation and provide green infrastructure.

Connections to existing and planned parks and green spaces include the West Oakville Sports Park (north), Palermo Park (west), Natural Heritage system (along the Study Area boundary), and the McCraney Trail and Castlebrook Park (southwest).

2. Focal Points

Key views and points of entry into the Hospital District will be reinforced through focal points/gateways. Gateways could include wayfinding and signage, public art, significant architectural features, and others.

- Potential focal points include the Dundas Street West and Third Line intersection, major transit stops (e.g., the Dundas BRT stop), the corner of Third Line and William Halton Parkway West and the Dundas Street West and Hospital Gate intersection; and
- Views of Sixteen Mile Creek, the Sports Park and the natural heritage system along William Halton Parkway West will be enhanced.

3. Environmental Resiliency

The Hospital District will embrace its existing natural features through an eco-friendly, innovative site design. Three existing stormwater ponds will be integrated into the Hospital District’s open space strategy providing functional environmental benefits while also creating open recreational space for staff, residents and visitors.

Design will incorporate innovative and sustainable design practices for buildings, streetscapes, energy distribution, natural habitat and stormwater management.

4. Pedestrian-Oriented Street Character

Streets in the Hospital District will be designed to enhance the pedestrian experience. Wide sidewalks, street trees, planters, public furniture and various ground floor uses will create an attractive

and safe environment that permits seamless movement between buildings and precincts.

5. Increased Permeability

Compact urban form and pedestrian-focused building design will ensure greater permeability and connectivity for all users within the Hospital District. The street network will be in the shape of a grid to allow for easier movement between blocks and precincts. Buildings will include well-designed walkways and mid-block connections that divide larger blocks and provide alternative routes for pedestrians.

6. Mix of Land Uses and Densities

The Hospital District will support a mix of land uses and densities through a variety of block and parcel sizes. Appropriate land uses and densities will be planned

based on surrounding context and use.

Intensification and taller building heights will be focused in the eastern quadrant of the Hospital District, particularly along Dundas Street West. Retail uses will also be encouraged in this area to support an urban, active streetscape, and a pedestrian-oriented public realm.

7. Urban Campus

The Hospital District will take the form of an urban campus, with Trafalgar Memorial Hospital as its heart. The district is intended to incorporate office development, research facilities, commercial, retail, academic and residential uses.

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Figure 2 | Key Directions

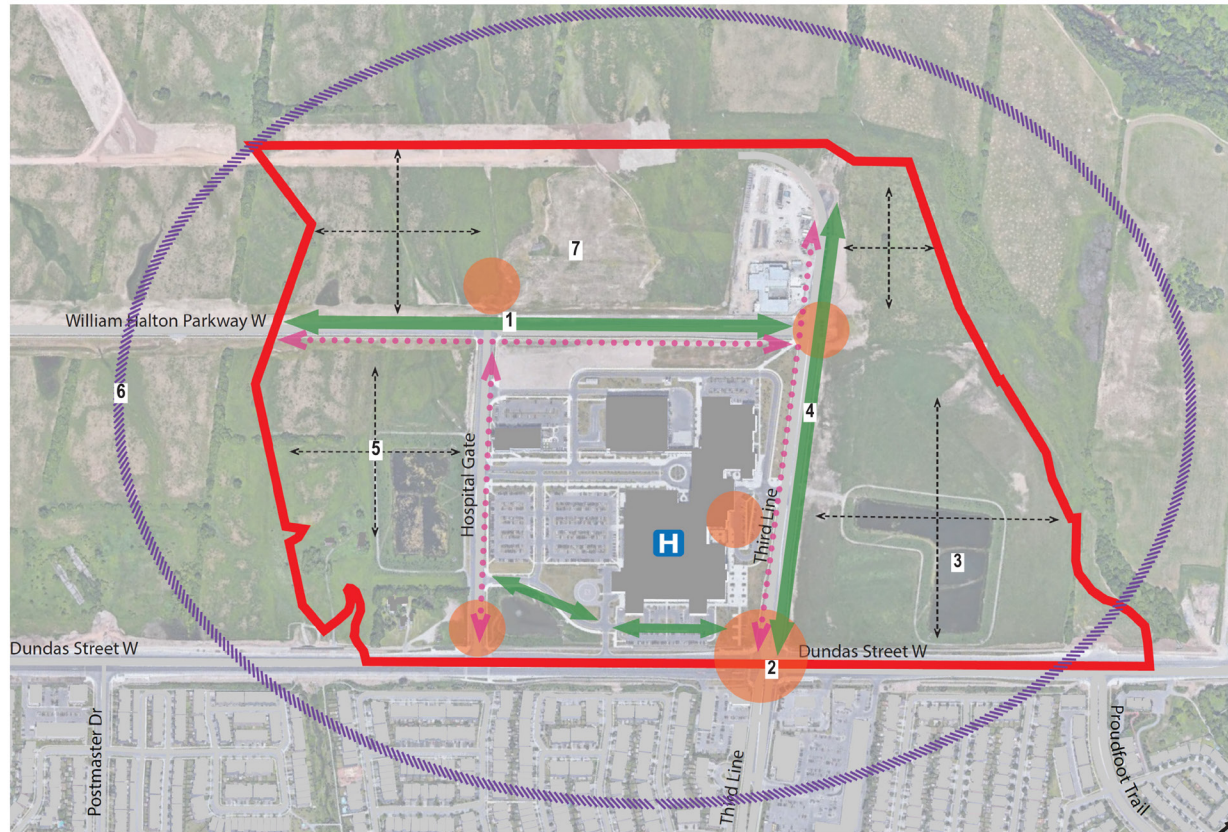


Figure 1: Key Directions



4.0 PRECINCTS

4.0 PRECINCTS

As a critical employment and health care node within the Town, the Hospital District is envisioned as a world class centre for medical innovation and an employment focused mixed use complete community concentrated within the life sciences and technology sectors.

The precincts listed below were developed to divide the Hospital District into four (4) distinct areas with their own character and function (see Figure 3). Each precinct is defined by an overall theme that informs land uses, building types, built form and policy directions. They set the basis for the Draft Land Use Options.

1. Institutional Precinct;
2. Innovation Precinct;
3. Transitional Precinct; and
4. Complementary Precinct.

NOTE: The information outlined in this Section reflects the original precincts

shared with the public, which also informed the development of Draft Land Use Options. The precincts have since been updated (see Section 8 for details).

Institutional Precinct

The Institutional Precinct is intended to accommodate current and future public services with an emphasis on life sciences, education and civic administration.

This Precinct will focus on joint partnerships between the Town and various stakeholders such as universities, tech incubators, developers and research and development ventures.

The predominant building type will be mid-rise.

Innovation Precinct

The Innovation Precinct is intended to

accommodate a mix of research and academic facilities, technology, offices, commercial and retail and other uses that may incorporate public-private partnerships.

This Precinct includes the Oakville Green development, with zoning approved for three 15 storey buildings (Senior Living Building and Medical Centre; Hotel and Conference Centre; and Employment Use Building).

Uses along Dundas Street West and along the southeast Study Area boundary will include the above mix of uses with additional residential permissions.

As the most urban precinct, the predominant building heights will range from 8 to 15 storeys, stepping down in heights to midrise along Dundas Street West.

Transitional Precinct

The Transitional Precinct is intended to accommodate transitions from permitted industrial employment land uses outside the Study Area to office employment uses within the Hospital District.

The Precinct will embody a campus office park with commercial uses at-grade and privately owned public spaces (POPS) to serve employees and visitors. In addition to the above, this Precinct will provide uses that are complementary to the Hospital, including supportive housing.

The predominant building type will be mid-rise.

Complementary Precinct

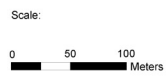
The Complementary Precinct is intended to accommodate complementary uses to the Hospital such as doctors offices, local commercial, long term care and rehabilitation facilities serving the needs of the Hospital District.

The predominant building type will be mid-rise.

Figure 3 | Precinct Plan

- Legend:
- Study Area
 - 1 - Institutional
 - 2 - Innovation
 - 3 - Transitional
 - 4 - Complementary

Location:
Hospital District
Oakville, ON



5.0

DRAFT LAND USE OPTIONS

5.0 DRAFT LAND USE OPTIONS

Based on an analysis of the best practices review, existing conditions and policy framework, two (2) Draft Land Use Options were developed. The Draft Land Use Options include the following schedules:

1. Land Uses;
2. Parks and Open Spaces;
3. Roads and Blocks; and
4. Building Heights.

5.1 LAND USES

Land uses within the Study Area are based on the Livable Oakville land use designations and include Institutional, Low Density Residential, High Density Residential, Office Employment, Urban Core, Urban Centre, Parks and Open Spaces and Natural Heritage Area.

Key differences between the two Options are described below:

Option 1

- Institutional uses are located within the centre of the Hospital District (includes existing hospital buildings and facilities);
- Office Employment uses are located within the western and eastern portions of the Study Area (intent is to provide a sensitive transition to the industrial employment uses further west);
- Office Employment - Special (intent is to introduce nonemployment uses such as residential, retail and others.); and
- Urban Core in the southeast (intent to represent a strong urban focus, permitting a range of retail and service commercial, office and residential uses).

While **Option 2** features many similarities to Option 1, key differences include:

- The western portion of the Study Area includes Office Employment uses and does not include the Office Employment - Special designation; and
- The eastern portion of the Study Area includes the Urban Centre designation (intent is to provide a mix of uses).

Figure 4 | Option 1 Draft Land Uses

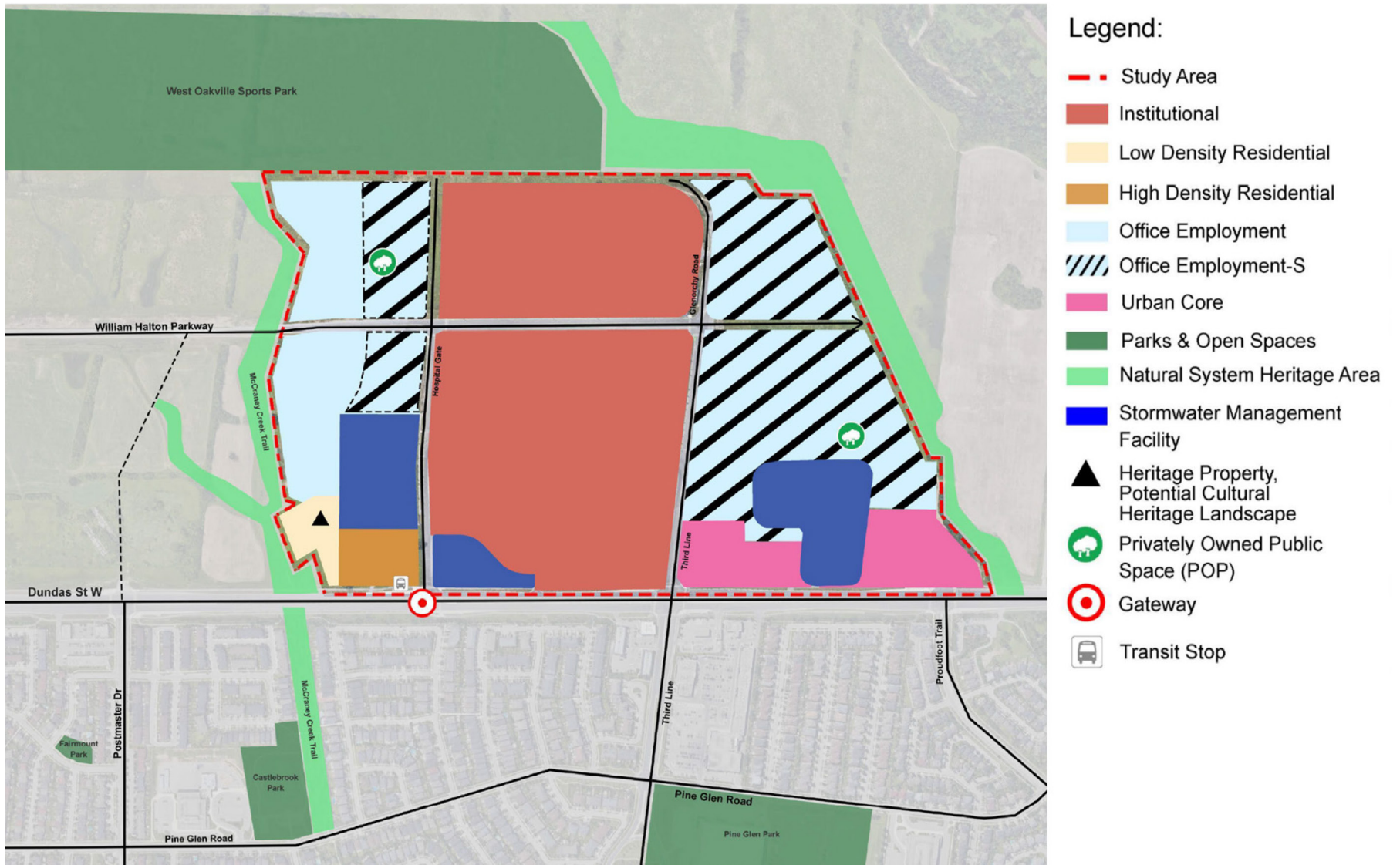
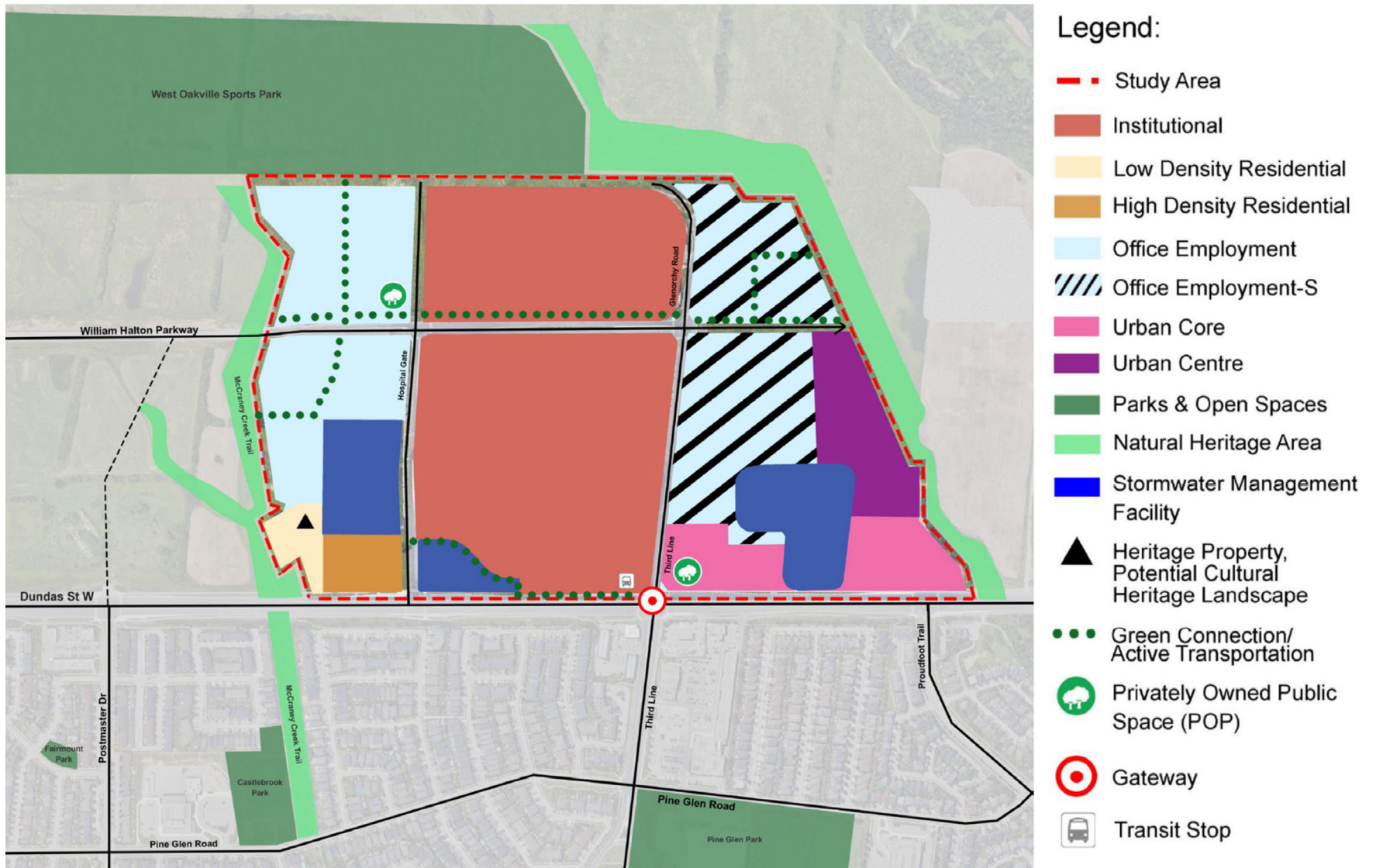


Figure 5 | Option 2 Draft Land Uses



5.2 PARKS AND OPEN SPACES

Green spaces introduced within the Study Area include privately owned public spaces (POPS) and green connections in the form of active transportation paths, intended to accommodate pedestrians and cyclists.

Key differences between the two Options are described below:

Option 1

- Two privately owned public spaces in the northwest and southeast quadrants.

Option 2

- Slightly different placement of privately owned public spaces in the northwestern and southeastern quadrants.

The main difference between Options 1 and 2 is the addition of green connections across the Study Area through pedestrian trails and cycling lanes.

Figure 6 | Option 1 Draft Parks and Open Spaces



Figure 7 | Option 2 Draft Parks and Open Spaces



5.3 ROADS AND BLOCKS

The street network within the Study Area is based on the Livable Oakville Transportation Plan (Schedule C) road classifications and include Major Arterial, Major Collector, Local Road, Bike Lane (incl. proposed) and Proposed Multi-Use Trail.

Key differences between the two Options are described below:

Option 1

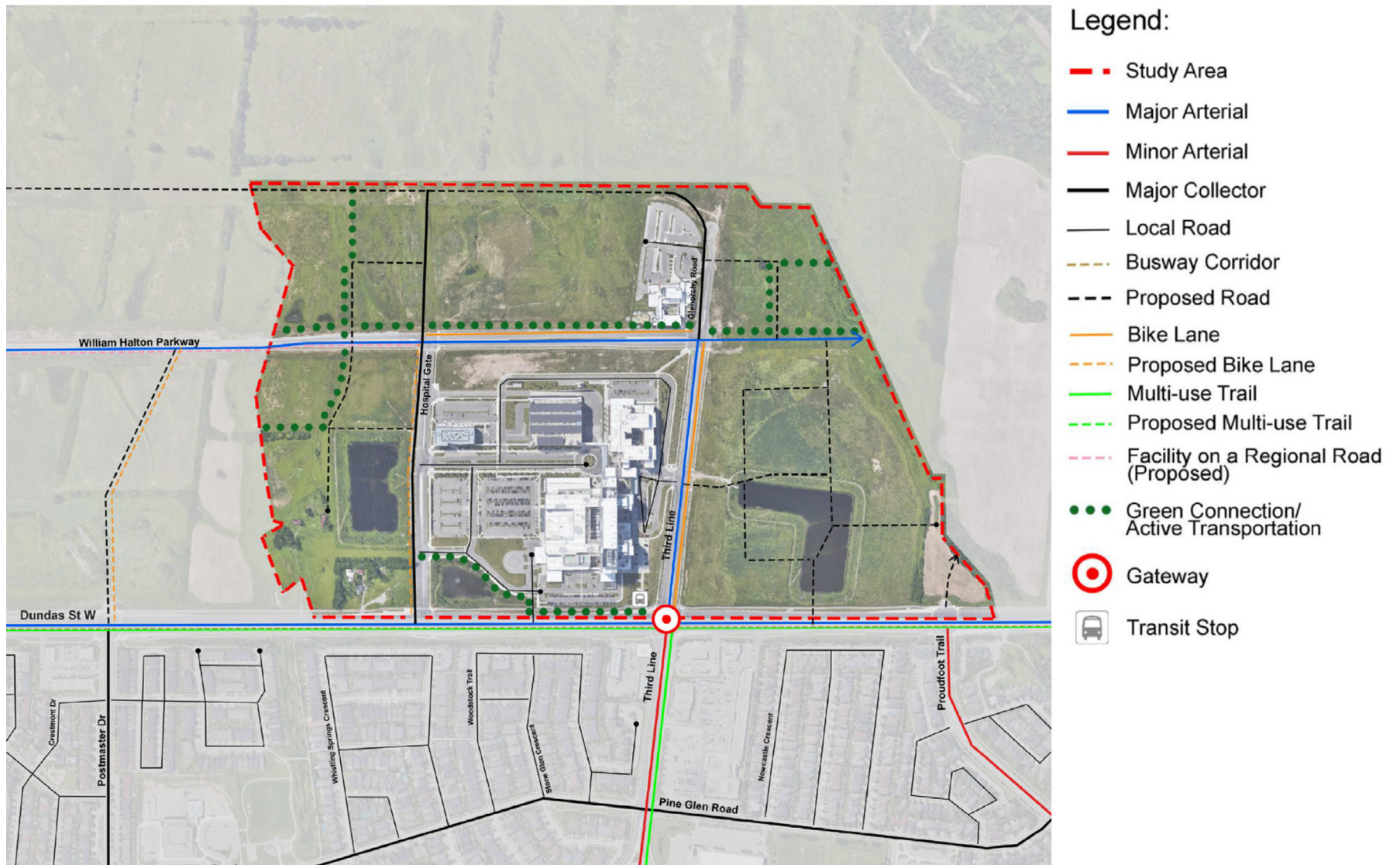
- East-west and north-south roads break up the large blocks on both sides of the Study Area.

While **Option 2** is similar to Option 1, its road network is slightly more circular and features various green connections (e.g., pedestrian trails and cycling lanes) across the Study Area.

Figure 8 | Option 1 Draft Roads and Blocks



Figure 9 | Option 2 Draft Roads and Blocks



5.4 BUILDING HEIGHTS

Building heights within the Study Area are based on Oakville's Livable by Design Manual and include low-rise (2-4 storeys), mid-rise (5-12 storeys) and tall (13-15 storeys).

Key differences between the two Options are described below:

Option 1

- Tall buildings located along Dundas St W and centered around the Hospital (13-15 storeys); and
- The rest of the Study Area is mid-rise (5-12 storeys).

Option 2

- Taller heights located in the northwest quadrant and along Third Line and William Halton Parkway to the east.

Both Options feature a small low-rise pocket in the southwestern quadrant with the intention of maintaining the heritage property on site.

Figure 10 | Option 1 Draft Building Heights

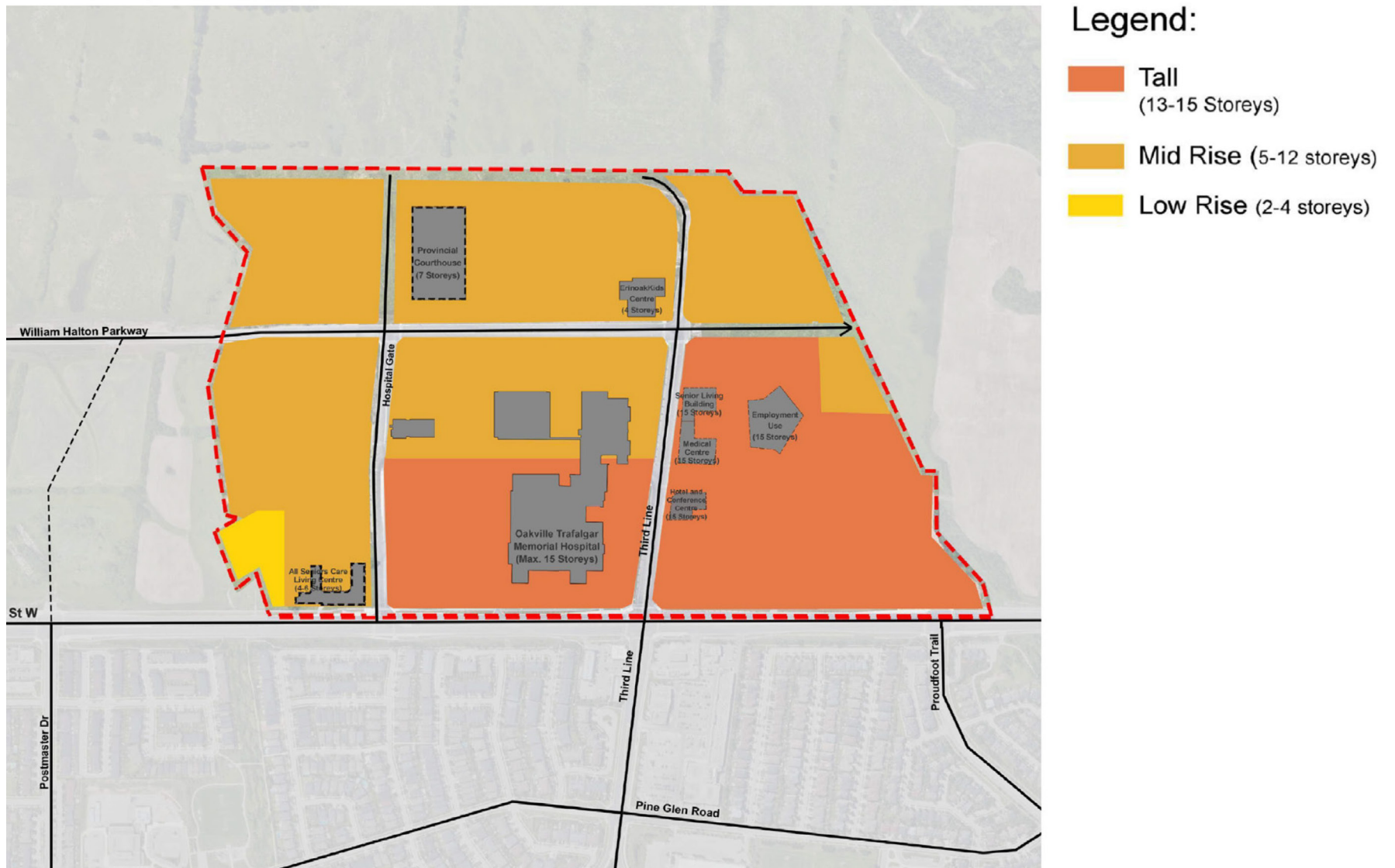
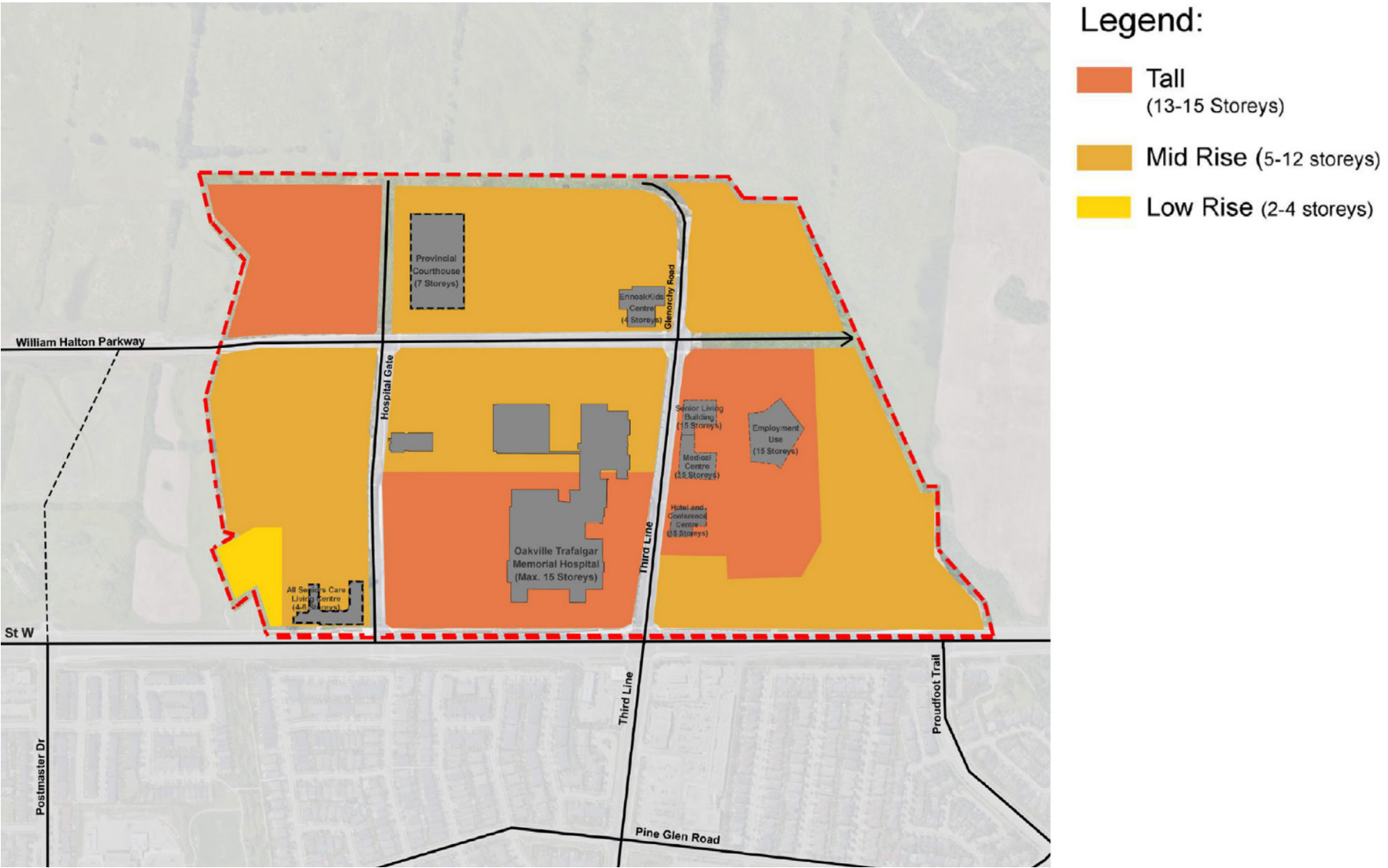


Figure 11 | Option 2 Draft Building Heights



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6.0 EVALUATION CRITERIA

Informed by the Study's Vision and Guiding Principles, the following criteria were developed to evaluate the Draft Land Use Options and to inform a Preferred Planning and Development Framework.

1. Balanced and Seamless Mobility

- Transportation hierarchy that prioritizes pedestrians and emergency service vehicles, followed by public transit users, cyclists and private vehicles;
- Barrier-free accessibility;
- Seamless connectivity between transportation modes; and
- Strong physical and visual connectivity between the hospital and key destinations within and outside the District (e.g., ErinoakKids Centre for Treatment and Development, All Seniors Care, Oakville Green Development, Dundas BRT stops, etc.).

2. Green Connections and Pedestrian-Oriented Street

- Barrier-free green corridors to feature active transportation amenities such as plantings and weather protection, cycling lanes and low impact development (LID) technologies;
- Wide sidewalks and at-grade uses to active streetscape and enhance pedestrian safety;
- Network of public spaces with a variety of purposes to meet the needs of workers, residents and visitors (e.g., privately owned public spaces, parkettes, small urban squares, etc.);
- Gateways at important intersections to provide wayfinding (e.g., Dundas and Third Line, William Halton Parkway and Third Line, Dundas and Hospital Gate); and
- High-quality public realm with public furniture.

3. Complementary Mix of Uses

- Range of employment uses integrated with mixed use developments;
- Employment-supportive amenities (e.g., service commercial, retail and community services);
- Establishment of residential as secondary uses to the primary employment uses; and
- Built-in flexibility as a destination to live, work and play.

4. Appropriate and Achievable Intensification

- Appropriate and sensitive transitions along Dundas Street (e.g., stepping down in heights);
- Balanced building typologies with active grade related uses to support pedestrian comfort (e.g., mid-rise and tall buildings); and
- Heights protect flight path for Hospital

helipad.

5. High-Quality Design

- Environmental sustainability through LID practices (e.g., permeable paving and bioswales) and sustainable building materials;
- Design standards such as Leadership in Energy and Environmental Design (LEED) certified developments; and
- Architecturally appealing built form and features.

6. Innovation and Collaboration

- Opportunities for public-private partnerships and collaboration (e.g., academic, pharmaceutical, life sciences, research, development and technology industries);
- Alternative uses for parking structures and spaces (e.g., programmed spaces for markets, event spaces, etc.);

- Integration of parking in overall built form, designed with future adaptability (e.g., adaptive reuse strategies); and
- Flexible built form to facilitate changes to technological advances, programming and tenant needs.

7.0

CONSULTATION SUMMARY

7.0 CONSULTATION SUMMARY

7.1 PUBLIC OPEN HOUSE (NOV 2019)

The Public Open House introduced the Hospital District Study to members of the Oakville community. During the Open House, the project team shared initial findings in addition to two (2) Draft Land Use Options for the Hospital District.

Participants rotated between tables and provided feedback corresponding to the following frameworks: Land Use; Parks and Open Spaces; Roads and Blocks; and Building Heights. Key feedback included:

Land Uses

- Overall preference for Option 2 - specifically the flexibility of the Office Employment Special land use designation in addition to the possibility of introducing live work opportunities through the Urban Centre designation;

- Suggestions for residential and mixed use;
- Suggestions to permit long-term care uses and affordable housing within the Office Employment designation; and
- Suggestions to carefully consider the compatibility of uses around the Courthouse.

Parks and Open Spaces

- Overall preference for privately owned public spaces in Option 2; and
- Suggestion to ensure that privately owned public spaces (POPS) connect to the Courthouse public square.

Roads and Blocks

- Overall preference for Option 2 - specifically the location of roads and blocks in addition to the various pedestrian connections;



Public Open House (Workshop)



Public Open House (Workshop)

- Caution to carefully consider the circulation of EMS vehicles;
- Suggestions to make the Hospital District pedestrian friendly through trails and connections; and
- Suggestions to consider adding a gateway along William Halton Parkway.

Building Heights

- Overall support for mixed use tall buildings with podiums;
- General dislike for the location of tall buildings in the northwest pocket of Option 2; and
- Suggestions to propose taller heights (> 15 storeys).

HOSPITAL DISTRICT STUDY: DIRECTIONS AND OPTIONS REPORT

8.0

NEXT STEPS

8.0 NEXT STEPS

8.1 REVISED PRECINCT PLAN

Through discussions with Town staff, the precinct plan was revised to include a fine-grained structure which speaks to the unique character of each precinct. Changes reflect the recent cancellation of the Halton Region Courthouse north of the Hospital, as well as the introduction of additional mixed use permissions.

The precincts set the basis for the Preferred Planning and Development Framework (to be included in the Area Specific Plan).

1. Office-Focused Precinct;
2. Transitional Precinct;
3. Complementary Precinct;
4. Innovation Precinct; and
5. Institutional Precinct;

1. Office-Focused Precinct

The Office-Focused Precinct is intended to accommodate office employment uses, with residential uses introduced only within mixed use buildings once a predefined employment threshold is achieved.

The Precinct is envisioned as an urban campus style office park with commercial uses at-grade and privately owned public spaces (POPS) to serve employees, visitors and residents. This Precinct will provide uses that are complementary to the Hospital. The predominant building type will be mid-rise.

2. Transitional Precinct

The Transitional Precinct is intended to accommodate a mix of uses, with residential uses introduced once a predefined employment threshold is

achieved.

The Precinct will highlight its green connections to adjacent natural heritage land and parkland and will function as pedestrian-oriented pockets, located in the northwest and northeast corners of the Hospital District. In addition to contributing to the District's sustainability objectives, the green connections will serve active and passive uses for leisure and recreational purposes.

- Northwest Precinct: The POPS located at the intersection of William Halton Parkway and Hospital Gate will serve as an anchor and centre of activity for this Precinct (e.g., planters and trees, public furniture, active transportation infrastructure).
- Northeast Precinct: The east-west green connections to the Natural Heritage lands bounding the eastern

edge of the Study Area will serve as the defining characteristic of this Precinct, establishing smaller blocks and providing accessible active transportation paths for residents and employees.

The predominant building type will be mid-rise.

3. Complementary Precinct

With uses that support the Institutional Precinct, the Complementary Precinct is intended to accommodate a mix of uses (incl. employment and residential) with a focus on life sciences, tech and engineering. Residential uses will be permitted once a predefined employment threshold is achieved.

This Precinct will focus on public private partnerships between the Town and various stakeholders, which could

include post-secondary institutions, tech incubators, pharma, biotech, developers and research and development ventures.

The Complementary Precinct is strategically located next to the Institutional Precinct (Oakville Memorial Hospital and ErinoakKids Centre), supporting synergies between the precincts. The predominant building type will be mid-rise.

4. Innovation Precinct

The Innovation Precinct is intended to accommodate a mix of research and academic facilities, technology, offices, commercial and retail and other uses. This Precinct includes the Oakville Green development, with zoning approved for three 15 storey buildings (Senior Living Building and Medical Centre; Hotel and Conference Centre; and Employment Use Building).

Similar to the above precincts, residential uses will be permitted once a predefined employment threshold is achieved.

As the most urban precinct, building heights will range from 6 to 15 storeys, stepping down in heights to mid-rise along Dundas Street West.

5. Institutional Precinct

The Institutional Precinct is intended to accommodate current and future healthcare services and facilities, including the Oakville Trafalgar Memorial Hospital and the ErinoakKids Centre for Treatment and Development. The predominant building type will be mid-rise.

Figure 12 | Revised Precinct Plan

- Legend:
- Study Area
 - 1 - Office-Focused
 - 2 - Transitional
 - 3 - Complementary
 - 4 - Innovation
 - 5 - Institutional

Location:
Hospital District
Oakville, ON

Project North:



Scale:
0 50 100 Meters



8.2 TECHNICAL STUDIES

The next step is the completion of all Technical Briefs and Studies, including the following:

- **Market Analysis;**
- **Financial Analysis;**
- **Transportation Impact Analysis;**
- **Parking Study;**
- **Functional Servicing Study; and**
- **Stormwater Management Study.**

8.3 AREA SPECIFIC PLAN

Following the completion of all technical work, the **Area Specific Plan (ASP)** will be developed. The ASP will serve as the final report for the Hospital District Study and will consist of the following components:

- High-level summary of background work;
- Summary of staff and public feedback;
- Final vision and guiding principles;
- Preferred Planning and Development Framework (based on the refinement of two draft options);
- Employment and residential densities and associated rationale;
- Policy directions (incl. land use, transportation, urban design and servicing);
- Recommended implementation and phasing; and
- Findings from technical work (studies will be included as appendices).

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