

May 27, 2022

**Submitted Digitally**

Mr. Paul Barrette, MCIP, RPP  
Senior Planner  
Planning Services  
Town of Oakville  
1225 Trafalgar Road  
Oakville, ON  
L6H 0H3

Dear Mr. Barrette:

**Re: Planning Justification Brief  
Request for Amended Minister's Zoning Order (MZO)  
Schlegel Villages  
Part of Lot 27, Concession 1  
Town of Oakville  
Our File No.: 2021/25**

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We are Planning Consultants for Schlegel Villages Inc. ("Schlegel"). This Planning Justification Brief ("Brief") is submitted in support of the request by Schlegel for an amended Minister's Zoning Order ("MZO") to facilitate the development of the former Infrastructure Ontario lands located at the southwest corner of Hospital Gate and William Halton Parkway. Schlegel is proposing to develop its site for an integrated seniors care development consisting of Long-Term Care and Retirement Homes together with accessory uses.

Presently, the lands are subject to an existing MZO issued on August 10, 2020 (Ontario Regulation 446/20) which permits a long-term care home and accessory uses. Schlegel is seeking the Town's support for an amended MZO to include Retirement Home and additional accessory uses in order to facilitate its unique and integrated "campus of care" model to complement the Oakville Hospital District.

### **Subject Property and Surrounding Uses**

The subject property is approximately 5.67 hectares (14.0 acres) in size and is located west of Hospital Gate, north of Dundas Street West and south of William Halton Parkway. The property is surrounded by agricultural lands and McCraney Creek to the west, agricultural fields to the north of William Halton Parkway, residential to the south of Dundas Street West, and the Oakville Trafalgar Memorial Hospital and stormwater management facility to the east.

## **Proposal**

Conceptual site, perspective and context plans are attached to this Brief illustrating the Schlegel proposal. The proposed campus of care model provides supports to meet the needs of seniors at various stages of life and care requirements. The model also provides accessory uses that support both seniors who are residents of the facility as well as seniors living in the broader community. It also provides opportunities for current and future health care professionals and will partner with the Schlegel-University of Waterloo Research Institute for Aging to conduct on-site research. Additionally, very positive discussions are continuing with Oakville Trafalgar Memorial Hospital leadership regarding opportunities for clinical and programmatic partnerships. The proposal includes the following uses:

- Two ten (10) storey Long-Term Care Homes containing 640 beds.
- A Retirement Home built in two phases with twelve (12) and fifteen (15) storeys respectively containing 676 units consisting of Retirement Home care suites and independent Seniors' Apartments.
- A Town Square and Main Street containing a mix of accessory uses.
- A Health Centre that is available to residents and the public.
- A Living Classroom partnership with a post secondary institution to offer full diploma health care programs.
- Two six (6) storey affordable team member (i.e., staff) apartments with approximately 250 units.
- Parking consisting of 948 surface and underground spaces.

The proposal will be developed in three (3) phases. Once fully developed, the site will accommodate a total of 1,118 units, including Long-Term Care bedrooms, Retirement Home care suites, and Seniors' Apartments.

The development will provide approximately 1,100 jobs for healthcare and support workers, as well as educational opportunities for on-site learning and practical experience through the Living Classroom. As noted above, the Living Classroom will be operated through a partnership with a post secondary institution.

## **Provincial Policy**

The 2020 Provincial Policy Statement ("PPS") and A Place to Grow - Growth Plan for the Greater Golden Horseshoe - 2020 ("Growth Plan") are the applicable provincial planning documents.

### **Provincial Policy Statement (2020)**

The PPS promotes intensification of underutilized lands and the provision of a range and mix of residential types, including "housing for older persons," within settlement areas. Settlement areas shall be the focus of growth and development. Land use patterns within settlement areas shall be based on a range of uses and opportunities for intensification and redevelopment. Development including new housing is to be directed to areas where

appropriate levels of infrastructure and servicing is available. The PPS also recognizes the importance of planning for healthy communities that promote human health and social well being, and planning for all ages and abilities. The PPS also promotes a range and mix of employment, institutional and broader mixed uses to meet long-term needs.

The subject property is within a settlement area with municipal infrastructure/servicing (water, wastewater and stormwater) readily available to support the proposed development. The Schlegel proposal supports intensification and the optimization of development of an underutilized property by introducing seniors and supportive housing units to the Hospital District, which will provide accommodations for older persons and support workers. The development supports the health and social well-being of residents, provides employment opportunities, and is transit supportive.

The proposal is consistent with the PPS.

### Growth Plan (2020)

Section 2.1 of the Growth Plan provides “Guiding Principles” which include:

- Support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime.
- Prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability.
- Support a range and mix of housing options, including additional residential units and affordable housing, to serve all sizes, incomes, and ages of households.

The lands are situated within a Strategic Growth Area. Official Plan Amendment No.15 (OPA 15) to the Livable Oakville Official Plan identifies the Strategic Growth Area as a “Health Oriented Mixed Use Node”. Regional Official Plan Amendment No. 48 (ROPA 48) further identifies the Hospital District as a “Primary Regional Node” and Dundas Street is also identified as a “Higher Order Transit Corridor”. The Hospital District is planned as a mixed-use node and intended as an area of intensification.

The Growth Plan establishes policies that contribute to achieving complete communities that are designed to meet people’s daily needs throughout an entire lifetime. The Growth Plan prioritizes intensification, supports a range and mix of housing options, promotes investment in public infrastructure and supports transit viability. The Growth Plan recognizes an aging population in Ontario resulting in a need for more age-friendly development, which includes a range and mix of housing types for all ages, easier access to healthcare and other amenities, walkable environments, and age friendly design.

The Schlegel proposal will contribute to supporting older residents through a continuum of care. The proposal represents intensification of underutilized lands within a Strategic Growth Area, and will contribute to the mix and range of housing options serving the

community. The proposal will also allow easy access to healthcare due to proximity to the hospital, and will be designed to be age friendly similar to other Schlegel Villages. Schlegel presently owns and operates nineteen (19) villages across Ontario. Further, municipal infrastructure/servicing is presently available, and the Hospital District is well served by public transit.

As previously noted, the proposal will, once complete, provide approximately 1,100 jobs for healthcare and support workers, contributing jobs to the workforce and supporting the development of a complete community.

The proposal conforms to the Growth Plan.

**Halton Region Official Plan (2021 Consolidation)**

The subject lands are designated “Urban Area” by the Halton Region Official Plan (“HROP”). Lands within the Urban Area are intended for residential and employment growth aimed towards achieving complete communities. Policies for the Urban Area designation support compact, transit supportive growth that makes efficient use of land and infrastructure, supports live-work relationships, and provides an appropriate range of employment and housing. The HROP also includes objectives and policies intended to provide for a range and balance of employment uses including institutional to meet long-term needs.

**ROPA 48**

ROPA 48 was approved by the Minister of Municipal Affairs and Housing on November 10, 2021. The policies of ROPA 48 establish a hierarchy of Strategic Growth Areas. As previously mentioned, the Hospital District is identified as a Primary Regional Node.

**Region’s Integrated Growth Management Strategy (“IGMS”)**

Over the past couple of years, the Region of Halton has embarked on an IGMS to assess future growth options to 2051. The IGMS is required to achieve conformity with the Growth Plan.

In February 2021, the Region released potential growth concepts for review and discussion with each concept providing a different level of growth based on densification and greenfield expansion. A further concept was subsequently added for densification/intensification based on no urban boundary expansion.

In November 2021, the Region released a Draft Preferred Growth Concept & Land Needs Assessment which was presented at a Regional Council Workshop on November 17, 2021. The Draft Preferred Growth Concept recommended urban boundary expansions for new designated greenfield areas to accommodate new community and employment areas for the Towns of Halton Hills and Milton.

On February 16, 2022, Regional Council in their consideration of the preferred growth concept opted for a no urban boundary expansion option until at least 2041, and potentially until 2051. The Regional Council position will place added pressure on the



existing urban areas throughout the Region to intensify/densify to address growth demands.

#### Region of Halton Official Plan Amendment No. 49 (“ROPA 49”)

In late March 2022, the Region released a draft of ROPA 49. The purpose of ROPA 49 is to implement the direction of Regional Council as noted above to accommodate population and employment growth within Halton’s existing urban boundary until 2041, and to develop a policy framework for the planning of growth from 2041-2051. ROPA 49 provides updated policies and mapping and updated targets for population and employment growth, intensification, density and Regional phasing. A public open house for ROPA 49 was held on April 6<sup>th</sup>, 2022 with the statutory public meeting held on April 13, 2022.

In order to achieve growth within the existing urban boundary, ROPA 49 relies on various Strategic Growth Areas throughout Halton including the Hospital District. These Strategic Growth Areas represent key areas for future growth and development. The Strategic Growth Areas include Primary and Secondary Regional Nodes and Regional Intensification Corridors. Dundas Street is identified as a “Higher Order Transit Corridor” where intensified development is to be considered. Given the intent to intensify within the existing urban areas and avoid expanding the urban boundary, these Strategic Growth Areas will become increasingly important to accommodate population and employment growth. Given the new planning direction, a closer look at intensification opportunities within the existing urban serviced area is crucial.

The proposed Schlegel development is compact and will efficiently develop underutilized lands based on full municipal services. The location is transit supportive, and will foster live-work relationships by providing affordable housing units for employees of the area. The proposal will also contribute to the range of housing options and is consistent with the policies for Strategic Growth Areas, and complementary to the Hospital District. .

The proposal conforms to the HROP as amended and is consistent with the planned vision for the Hospital District.

#### **Livable Oakville Official Plan**

The subject lands are currently governed by the North Oakville West Secondary Plan (“NOWSP”), and are designated “Employment District” according to Figure 1 Community Structure of the NOWSP. Employment Districts are intended to accommodate primarily employment uses including a range of industrial and office developments.

As part of the ongoing Official Plan Review, OPA 35 was adopted by Town Council in June 2021 and is currently before the Region for approval. OPA 35 represents the latest policy expression of Council and provides a clear vision with comprehensive policies for the Hospital District. OPA 35 implements the Area Specific Plan for the Hospital District prepared by Sajecki Planning.

Section 26.3 of OPA 35 establishes the Development Concept for the Hospital District lands which includes the following:

- institutional and office uses that are complemented by commercial, residential, and community uses. It will feature a network of green connections and built form that complements a pedestrian-oriented street character.
- Residential uses west of the hospital are envisioned within a campus of care model with a range of housing options from independent to assisted living, long term care, community support uses, medical office and service commercial uses.
- The lands east of Third Line and south of William Halton Parkway will have a focus on health science innovation and technology with a diverse range of employment opportunities, including offices, technology incubators, pharmaceutical and biotechnology, post-secondary educational facilities, hotels and entertainment facilities, in addition to complementary residential uses.

The Schlegel lands are within the “Urban Core” of the Hospital District which is a mixed use designation “...which includes various uses intended to support and complement the institutional focus, serve the needs of employees, residents and visitors, and make efficient use of municipal infrastructure.” The Urban Core provides for a range of residential, commercial and office uses in a compact urban form at higher development intensities. The policies for building heights generally provide for a minimum of six (6) storeys to a maximum of twelve (12) storeys. The policies however provide for the consideration of additional height to a maximum of 15 storeys for lands south of William Halton Parkway. The proposed building heights range between 10-15 storeys. The towers are connected by common areas including the Town Square, Health Centre and the Living Classroom.

The Schlegel development conforms to and is consistent with the vision of OPA 35. The proposal provides a mix of land uses that are compatible and complementary with the existing hospital and the broader Hospital District. The development is transit supportive, will provide high quality design, and establishes strong connectivity with the hospital.

The proposal conforms to the NOWSP as amended by OPA 35.

#### North Oakville Zoning By-law 2009-189 (2022 Consolidation)

The property is subject to the provisions of North Oakville Zoning By-law 2009-198 (“ZBL”). The subject lands are currently zoned ‘Stormwater Management Facility’ (“SMF”) according to Schedule 12(2) of the ZBL. The only use permitted in the SMF Zone is a Stormwater Management Facility.

As noted above, the lands are subject to an existing MZO, which permits a long-term care home and accessory uses. The proposed amended MZO will provide additional permitted and accessory uses to facilitate the Schlegel development.

## Planning Opinion

Having reviewed the relevant planning documents including the recent policy direction for the Hospital District, and the existing MZO in effect for the subject lands, it is my opinion that consideration of an amended MZO is appropriate, represents good planning and the resulting development will be consistent with the existing MZO.

My planning opinion with respect to the Schlegel development proposal is summarized as follows:

- The proposal is consistent with the PPS and conforms to the Growth Plan. The Provincial planning documents support growth and intensification within settlement areas and Strategic Growth Areas. The policies further promote efficient development, a range and mix of housing options for all generations, and development that contributes to a complete community and is transit supportive.
- The proposed development conforms to the policies of the HROP as amended by ROPA 48, and supports the planned vision as set out in proposed ROPA 49.
- The Schlegel development is consistent with and in conformity to the planned vision for the Hospital District as endorsed by Town Council through the adoption of OPA 35.
- The planned development is compatible with the existing Oakville Trafalgar Memorial Hospital and is complementary to the broader Hospital District.
- The development will contribute to a complete community by generating approximately 1,100 jobs for support workers and over 1,100 units of accommodation for both seniors and support staff. The proposal will help advance the full potential of the Hospital District.
- An amended MZO will advance the Schlegel proposal and provide clarity for all phases of the planned development of the subject property.

Yours truly,  
**WELLINGS PLANNING CONSULTANTS INC.**



Glenn Wellings, MCIP, RPP



c. Brad Schlegel – Schlegel Villages Inc.



**LOT AREA**

Total Lot Area 14.0 ac (5.666 ha)  
FSI 1.8 (1100965 / 609840)

**UNIT COUNT + PARKING SUMMARY**

NUMBER / TYPE OF SUITES	REQUIRED ZONING	PROVIDED
<b>PHASE I-WEST</b>		
320 LTC beds	at 0.5	Surface 160
<b>PHASE I-EAST</b>		
320 LTC beds	at 0.5	Surface 160
<b>PH I-E+W TOTALS</b>		320
<b>PHASE II - 15 Sty</b>		
107 Wmbrg RH beds	at 0.5	54
58 Egerton RH beds	at 0.5	Surface 158
29 Emmas RH beds	at 0.5	U/G 90
120 Becker RH beds	at 0.5	60
62 Ailsa Craig APTs	at 1.45	90
<b>PH II TOTALS</b>		248
<b>PHASE III - 12 Sty</b>		
68 Wmbrg RH beds	at 0.5	34
29 Egerton RH beds	at 0.5	Surface 123
29 Emmas RH beds	at 0.5	U/G 80
120 Becker RH beds	at 0.5	60
54 Ailsa Craig APTs	at 1.45	79
<b>PH III TOTALS</b>		203
<b>TEAM HOUSING</b>		Surface 55
122 Team APTs	at 1.45	U/G 122
<b>TEAM TOTALS</b>		177
<b>TOTALS FOR ALL PHASES</b>		948

**GROSS FLOOR AREA SUMMARY**

Phase I-East		Phase I-West		Phase II		Phase III	
LTC		LTC		RH + APTS		RH + APTS	
Floor	Area(sf)	Floor	Area(sf)	Floor	Area(sf)	Floor	Area(sf)
				15th	24380		
				14th	24380		
				13th	24380		
				12th	24380	12th	24380
				11th	24380	11th	24380
10th	19680	10th	19680	10th	24380	10th	24380
9th	19680	9th	19680	9th	24380	9th	24380
8th	19680	8th	19680	8th	24380	8th	24380
7th	19680	7th	19680	7th	24380	7th	24380
6th	19680	6th	19680	6th	24380	6th	24380
5th	19680	5th	19680	5th	24380	5th	24380
4th	19680	4th	19680	4th	24380	4th	24380
3rd	19680	3rd	19680	3rd	24380	3rd	24380
2nd	19680	2nd	19680	2nd	27815	2nd	24380
1st	26100	1st	26100	1st	48965	1st	32625
<b>Total</b>	<b>203220</b>	<b>203220</b>			<b>393720</b>		<b>300805</b>

**PROPOSED ANCILLARY USES TO THE RETIREMENT HOME / APARTMENTS :**

- SENIORS COMMUNITY CENTRE
- DEMENTIA DAY PROGRAM
- PROGRAM FOR ACTIVE LIVING
- LIVING CLASSROOM + LABS
- MEDICAL CENTRE + PHARMACY
- REHABILITATION CENTRE
- SPA + SALON
- THE RUBY RESTAURANT
- RESEARCH + INNOVATION
- FUTURE SENIORS HUB USES
- CHILD CARE

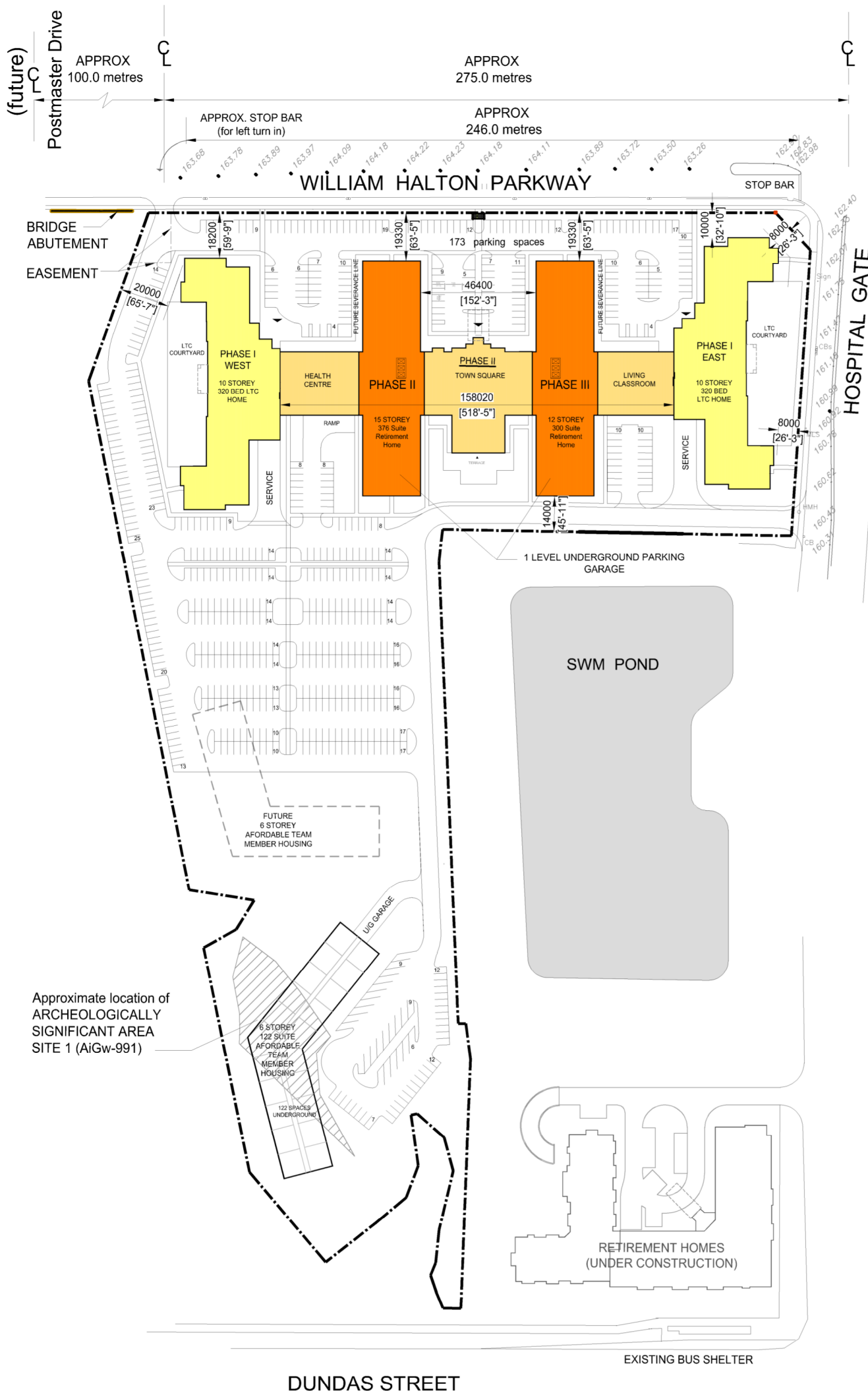
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IBW SURVEYORS  
FILE 5-11331-RV1  
Last Rev Date 2017-04-28

Topo info taken from plan prepared by

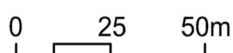
Archeologically Info taken from  
Oakville Land Assembly Parcel 1 with  
Archeological Site (AiGw-991)  
Dated 11/18/2020  
Name D1043036 Arch

**ZONING NOTE**

IT IS INTENDED THAT THE PROPOSED ZONING APPLY TO THE SITE AS A WHOLE NOTWITHSTANDING ANY FUTURE LOT DIVISION



**SCHLEGEL VILLAGES OAKVILLE**  
TWO LTC HOMES / RH / APTS  
PARCEL 1  
William Halton Parkway + Hospital Gate



FILE 835 21 APRIL 2022  
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ARCHITECTURE

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VIEW FROM WILLIAM HALTON PARKWAY



VIEW FROM WILLIAM HALTON / HOSPITAL GATE INTERSECTION

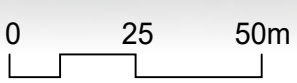
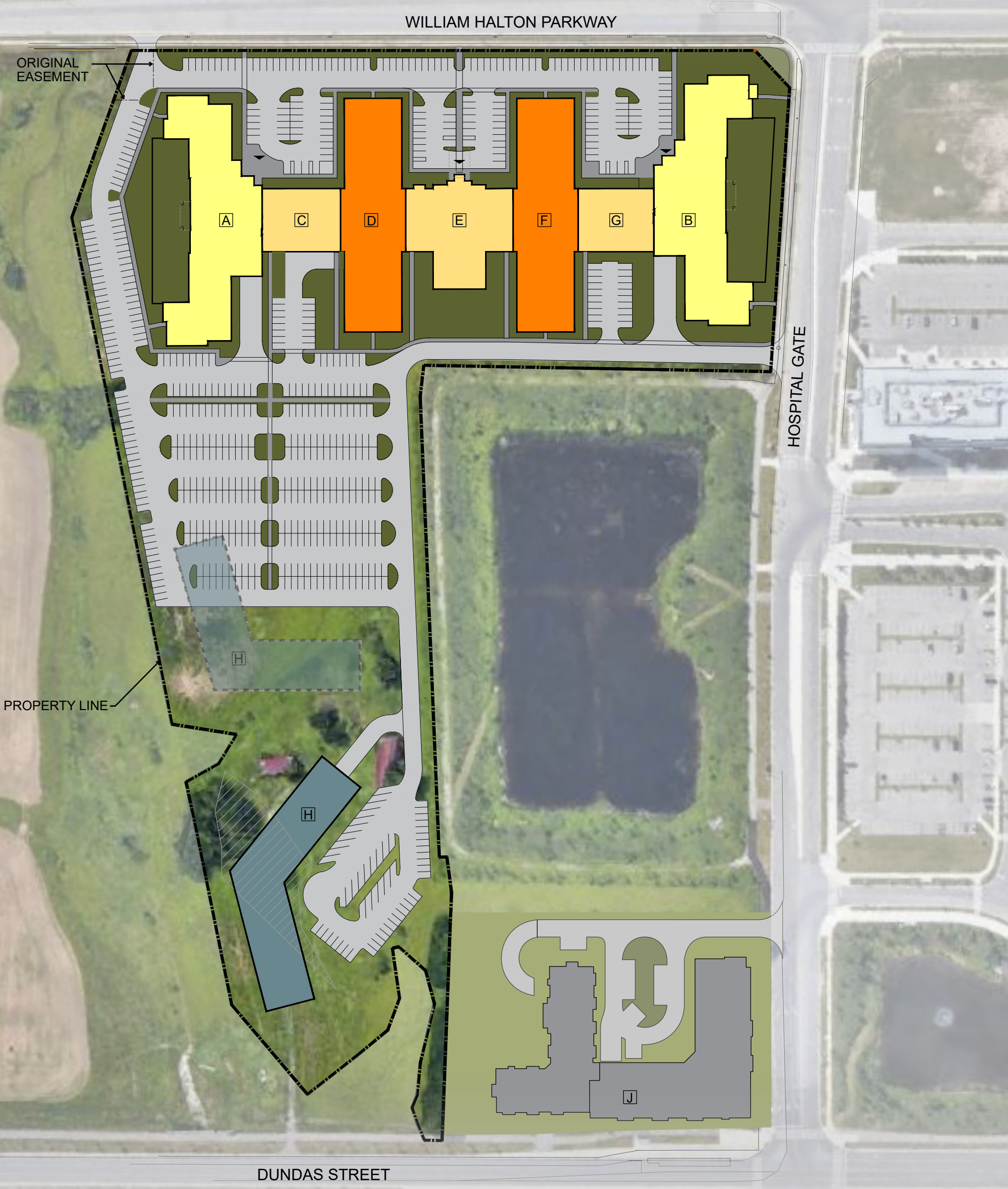


OVERALL AERIAL VIEW



# LEGEND

PHASE I	PHASE II	PHASE III	
<b>A</b> WEST LTC - 10 STOREYS / 320 BEDS	<b>C</b> HEALTH CENTRE	<b>F</b> RETIREMENT HOME - 12 STOREYS / 300 UNITS	<b>H</b> AFFORDABLE TEAM MEMBER HOUSING - 6 STOREYS / 122 SUITES
<b>B</b> EAST LTC - 10 STOREYS / 320 BEDS	<b>D</b> RETIREMENT HOME - 15 STOREYS / 376 UNITS	<b>G</b> LIVING CLASSROOM	<b>J</b> EXISTING ALL SENIORS CARE LTC
	<b>E</b> TOWN SQUARE		



**SCHLEGEL VILLAGES OAKVILLE**  
 TWO LTC HOMES / RH / APTS  
 CONTEXT PLAN  
 William Halton Parkway + Hospital Gate

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