



## REPORT

### Planning and Development Council

Meeting Date: June 7, 2021

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**FROM:** Planning Services Department

**DATE:** June 1, 2021

**SUBJECT:** Public Meeting and Recommendation Report - Town-initiated Official Plan Amendment 35 (OPA 35) - Hospital District (File 42.15.57), June 7, 2021 – By-law 2021-051

**LOCATION:** North of Dundas Street West at Third Line

**WARD:** Ward 7

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#### RECOMMENDATION:

1. That the recommended town-initiated Official Plan Amendment 35 (OPA 35) – Hospital District (File No. 42.15.57) be approved on the basis that it is consistent with the Provincial Policy Statement, conforms to all applicable Provincial Plans and Halton’s Regional Official Plan, has regard for matters of Provincial interest and represents good planning for the reasons set out in the report from the Planning Services Department dated June 1, 2021.
2. That By-law 2021-051, a by-law to repeal the 1984 Official Plan as it applies to the North Oakville West Secondary Plan (Hospital District) and adopt an amendment to the Livable Oakville Plan, Official Plan Amendment 35 (OPA 35), be passed.
3. That the notice of Council’s decision reflects that Council has fully considered all of the written and oral submissions relating to this matter and that those comments have been appropriately addressed.

#### KEY FACTS:

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

- The town’s Official Plan Review was launched at a Special Public Meeting of Planning and Development Council on May 11, 2015. The Hospital District Study is being undertaken as part of the town’s ongoing Official Plan Review and the implementation of the approved and established town-wide urban structure.

- As part of the ongoing Regional Official Plan Review, Halton Region is determining how to accommodate forecasted population and employment growth in the region to 2051 through its Integrated Growth Management Strategy (IGMS) project. The town's Official Plan Review provides detailed analyses of local priorities for accommodating future growth in support of Halton Region's municipal comprehensive review.
- The North Oakville West Secondary Plan of the 1984 Official Plan, as amended, identifies the lands north of Dundas Street at Third line as a Health Oriented Mixed Use Node.
- Council adopted Official Plan Amendments 15, 317 and 318 for a town-wide Urban Structure on September 27, 2017, which identifies the lands around the Oakville Trafalgar Hospital as a Node for Further Study.
- The Hospital District Study was initiated on June 11, 2018 and a consultant, Sajecki Planning, was retained by the town in early 2019 to complete the study and prepare an Area Specific Plan for the Hospital District.
- The town-initiated draft Official Plan Amendment is based on the findings of the Hospital District Study and resulting Area Specific Plan.
- The recommended amendment incorporates the Hospital District lands into the Livable Oakville Official Plan, in accordance with Council's objective to consolidate and harmonize the town's official plan documents.
- An initial draft Official Plan Amendment was made available for public review on October 29, 2020.
- On November 23, 2020, Planning and Development Council held a Statutory Public Meeting to consider the draft Official Plan Amendment and solicit comments from the public.
- On February 2, 2021, Planning and Development Council held a Council Workshop to discuss the Hospital District Study and Area Specific Plan.
- The recommended Official Plan Amendment 35 (OPA 35), attached as Appendix A, was made available for public review on May 14, 2021. It implements the findings of the Hospital District Study and fully considers and appropriately addresses written comments and oral submissions.
- The recommended town-initiated Official Plan Amendment 35 (OPA 35) should be adopted on the basis that it is consistent with the Provincial Policy Statement, conforms or does not conflict with applicable Provincial Plans, the Region of Halton Official Plan and the Livable Oakville Plan, has regard for matters of Provincial interest, and represents good planning for the reasons set out in the report from the Planning Services department.

## **BACKGROUND:**

### **1984 Town of Oakville Official Plan, as amended**

Council adopted the 1984 Official Plan on July 5, 1983. It was approved as modified by the Minister of Municipal Affairs and Housing on December 21, 1984, subject to certain referrals and deferrals.

Since 1984, numerous amendments to the 1984 Official Plan have been approved, including Official Plan Amendment Number 289 (OPA 289; North Oakville West Secondary Plan). OPA 289 was approved by Council on May 25, 2009 and is in full force and effect except for a site-specific appeal by Newmark Developments Ltd. in respect of certain lands between Fourteen Mile Creek, Highway 407, Old Bronte Road and Dundas Street West.

The North Oakville West Secondary Plan provides policy direction for growth and development to the year 2021. It sets out the ultimate plan for the North Oakville West Secondary Plan Area; however, build-out will not be achieved within the planning period. It was prepared to conform to the 2006 Growth Plan and be consistent with the 2005 Provincial Policy Statement.

Section 8.6.5.1 of the North Oakville West Secondary Plan states that a Health Oriented Mixed Use Node will be located on the north side of Dundas Street at Third Line, and where applicable, the range and scale of uses are to be designed to be sensitive to the adjacency and compatibility with development in the Health Oriented Mixed Use Node.

Section 8.6.5.2 states that the Health Oriented Mixed Use Node will include a hospital and may also include research and development facilities, medical and other offices, laboratories, clinics, supportive housing, long term care facilities, rehabilitation facilities, and other similar uses including retail and service commercial facilities related to the permitted uses.

### **Livable Oakville Official Plan**

Livable Oakville is the town's official plan for the lands south of Dundas Street and north of Highway 407. It provides land use designations and policies to guide development to the year 2031. The Plan was adopted by Council in June 2009 and approved by Halton Region in November 2009, with modifications, as it was deemed to conform to the 2006 Growth Plan and the Region's Official Plan, as amended, and to be consistent with the 2005 Provincial Policy Statement. A number of parties appealed the Region's decision to the Ontario Municipal Board. The Board subsequently adjudicated the majority of the appeals and approved the Plan, with further modifications, in May 2011.

The Livable Oakville Plan was the result of a comprehensive planning exercise that involved extensive public consultation, numerous background and technical studies, and policy development.

### **Town of Oakville Official Plan Review**

On February 10, 2014, Planning and Development Council received a staff report entitled “Long Range Planning Work Program” which signaled the commencement of the next five-year Official Plan Review.

On May 11, 2015, Planning and Development Council hosted a Special Public Meeting and received a staff report titled “Official Plan Review – Special Public Meeting” launching the five-year Official Plan Review. The report identified that the North Oakville Secondary Plans Review would form part of the Official Plan Review.

As part of the town’s ongoing Official Plan Review, Council adopted Official Plan Amendments (OPAs) for a town-wide Urban Structure on September 27, 2017:

- OPA 15 (By-law 2017-079) introduced a new Section 3 – Urban Structure and Schedule A1 – Urban Structure into the town’s Official Plan, the Livable Oakville Plan.
- OPA 317 (By-law 2017-080) and OPA 318 (By-law 2017-081) provided for revisions to the North Oakville East Secondary Plan and the North Oakville West Secondary Plan respectively, to align them with the urban structure changes to the Livable Oakville Plan.

The town-wide urban structure identifies the area north of Dundas Street at Third Line as a “Node for Further Study”.

On April 26, 2018, the Region of Halton approved OPAs 15, 317 and 318 with modifications, to establish a town-wide urban structure. At the time of approval, the town-wide Urban Structure was deemed to be consistent with the Provincial Policy Statement, 2014, to conform to the Regional Official Plan, 2009 and the Growth Plan, 2017.

Subsequent to the Region’s approval, OPA 15 was appealed to the Local Planning and Appeal Tribunal (LPAT). As a result of this appeal, OPA 15 is not in full force and effect.

Notwithstanding this appeal, the town has an identifiable existing and planned urban structure. The town-wide Urban Structure represents a community-based view and a unanimous Council direction to provide for the long-term protection of natural

heritage, public open space and cultural heritage resources, to maintain the character of residential areas and provides the foundation to direct growth to identified nodes and corridors.

The town-wide Urban Structure was the first step to bring the North Oakville Secondary Plans and the Livable Oakville Plan together into one Official Plan document.

The Hospital District Study, initiated in 2018 and discussed in more detail below, is a component of the Official Plan Review.

### **Policy and Plans Review**

Since the North Oakville West Secondary Plan and the Livable Oakville Plan came into effect in 2009 and 2011, a number of new provincial plans have been introduced. Municipal plans are required to be consistent with or conform to these provincial plans, including the current 2019 Growth Plan, as amended, which is now in effect. These updated provincial plans have been considered in the development of the Hospital District policies contained in the recommended OPA.

The recommended OPA also addresses the Halton Region's Official Plan policies, including the requirements associated with establishing new growth areas. The Hospital District is considered a new growth area in that context.

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

The Provincial Policy Statement (PPS) sets out the Province's land use vision and overall policy direction on matters of provincial interest related to land use and development. The principles of the PPS are to promote strong, sustainable and resilient communities for people of all ages, a clean and healthy environment and a strong and competitive economy.

The 2014 PPS was replaced by the 2020 PPS, which came into effect on May 1, 2020. Decisions affecting planning matters are to be consistent with the PPS.

A key component of the PPS is directing growth to settlement areas to achieve efficient land use patterns and promoting a compact development form, with specific areas prioritized to ensure development is efficient and cost-effective. This includes a focus along major transit corridors and at nodes/stations. The Hospital District is within a settlement area and identified as a node, which is intended to be the focus of growth and development.

The policies of the PPS can be complemented and built upon by provincial and municipal plans to provide comprehensive, integrated, place-based and long-term plans that support and integrate the principles of the PPS.

*Growth Plan for the Greater Golden Horseshoe (2019 Growth Plan, as amended)*

The Growth Plan is the province's long-term framework to plan for growth and development in a way that supports economic prosperity, protects the environment and helps develop complete communities to achieve a high quality of life.

On May 16, 2019, A Place to Grow: Growth Plan for the Greater Golden Horseshoe came into effect. It was later amended by Growth Plan Amendment 1, which came into effect on August 28, 2020. All planning decisions must conform to the 2019 Growth Plan, as amended, subject to any legislative or regulatory provisions providing otherwise. As such, municipal official plans are required to be updated to conform to the 2019 Growth Plan, as amended, through a municipal comprehensive review process.

The 2019 Growth Plan, as amended, extends the planning horizon to the year 2051, and identifies new population and employment forecasts to the 2051 planning horizon.

Under the 2019 Growth Plan, as amended, and as directed by the Town's approved urban structure, the Hospital District is considered a strategic growth area. This is defined in the 2019 Growth Plan, as amended, as:

*Strategic Growth Areas* - Within settlement areas, nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. Strategic growth areas include urban growth centres, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as strategic growth areas.

The Hospital District is also considered within a Designated Greenfield Area, which is defined as:

*Designated Greenfield Area* - Lands within settlement areas (not including rural settlements) but outside of delineated built-up areas that have been designated in an official plan for development and are required to

accommodate forecasted growth to the horizon of this Plan. Designated greenfield areas do not include excess lands.

In developing draft policies for the Hospital District, the policies of the 2019 Growth Plan, as amended, have been reviewed and incorporated where applicable. While the 2019 Growth Plan, as amended, is to be read in its entirety, the following is a sample of relevant policies for the Hospital District:

### **2.2.7 Designated Greenfield Areas**

1. New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that:
  - a) supports the achievement of complete communities;
  - b) supports active transportation; and
  - c) encourages the integration and sustained viability of transit services.

### **5.2.3. Co-ordination**

2. Upper-tier municipalities, in consultation with lower-tier municipalities, will, through a municipal comprehensive review, provide policy direction to implement this Plan, including:
  - b) identifying minimum density targets for strategic growth areas, including any urban growth centres or major transit station areas, in accordance with this Plan;
  - d) identifying minimum density targets for the designated greenfield areas of the lower-tier municipalities, to achieve the minimum density target for the upper- or single-tier municipality;

As noted in the policies of section 5.2.3 above, minimum density targets must be established as part of a municipal comprehensive review (MCR). An MCR is defined in the 2019 Growth Plan, as amended, as:

*Municipal Comprehensive Review* - A new official plan, or an official plan amendment, initiated by an upper- or single-tier municipality under section 26 of the *Planning Act* that comprehensively applies the policies and schedules of this Plan.

This policy requires that the minimum density target be established by the upper-tier Halton Region, in consultation with the town, as part of the Region's MCR.

#### *Halton Region Official Plan (2018 Consolidation)*

The Halton Region Official Plan provides policy direction for land use planning in Halton Region. Initially adopted in 1994, and approved by the Ministry of Municipal

Affairs and Housing in 1995, there have been a number of major reviews and amendments to the Regional Plan since that time. The Halton Region Official Plan is in full force and effect as it applies to the Hospital District.

All development in Oakville is subject to the policies of the Regional Plan. The Hospital District is designated Urban Area with an Employment Area overlay in the Halton Region Official Plan.

Regional Plan, Section 72 outlines the objectives of the Urban Area designation, which includes the following subsections:

(2) To support a form of growth that is compact and supportive of transit usage and non-motorized modes of travel, reduces the dependence on the automobile, makes efficient use of space and services, promotes live-work relationships and fosters a strong and competitive economy.

(7) To plan and invest for a balance of jobs and housing in communities across the Region to reduce the need for long distance commuting and to increase the modal share for transit and active transportation.

(10) To provide for an appropriate range and balance of employment uses including industrial, office and retail and institutional uses to meet long-term needs.

Where development occurs in Designated Greenfield Areas, Section 77(2.4) of the Halton Region Official Plan requires development to:

- a) contribute towards achieving the development density target of Table 2 and the Regional phasing of Table 2a;
- b) contribute to creating healthy communities;
- c) create street configurations, densities, and an urban form that support walking, cycling and the early integration and sustained viability of transit services;
- d) provide a diverse mix of land uses, including residential and employment uses to support vibrant neighbourhoods; and
- e) create high quality parks and open spaces with site design standards and urban design guidelines that support opportunities for transit and active transportation.

The Region also provides direction to local municipalities on growth areas in Section 77(5):

Require the Local Municipalities to prepare Area-Specific Plans or policies for major growth areas, including the development or redevelopment of communities. The area may contain solely employment lands without residential

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uses or solely an Intensification Area. Such plans or policies shall be incorporated by amendment into the Local Official Plan and shall demonstrate how the goals and objectives of this Plan are being attained and shall include, among other things:

- a) a general statement of the intended character of the area or community,
- b) boundaries of the area or community,
- c) policies for the protection of the Regional Natural Heritage System and for the protection of public health and safety within hazard lands,
- d) capacity targets of population, housing units and employment, including targets for Affordable Housing,
- e) land use patterns that promote mixed-use, compact, transit-supportive, walkable communities, including the locations of local facilities for social, cultural, recreational, educational and religious purposes,
- f) location, types and density of residential and employment lands that contribute to creating healthy communities through:
  - [i] urban design,
  - [ii] diversity of land uses,
  - [iii] appropriate mix and densities of housing,
  - [iv] provision of local parks and open space,
  - [v] strengthening live-work relationship through a proper balance of residential and employment land uses, and
  - [vi] promoting active transportation and public transit use.
- f.1) consideration for land use compatibility in accordance with Regional and Ministry of the Environment guidelines,
- g) overall development density for the area or community and, if it is located within the Designated Greenfield Area, how this density will contribute towards achieving the minimum overall development density for Designated Greenfield Areas in the Local Municipality as set out in Table 2 and the Regional phasing as set out in Table 2a,
- h) a transportation network that promotes public transit and active transportation, including a strategy for early introduction of transit services,
- i) development phasing,
- j) storm water management or, if the scale of development justifies, a Subwatershed Study as per Section 145(9),
- k) Environmental Impact Assessments, if any part of the Regional Natural Heritage System is affected in an area not covered by a Sub-watershed Study,
- l) an Air Quality Impact Assessment based on guidelines under Section 143(2.1),
- m) water and wastewater servicing plans,
- n) provision of utilities,
- o) a fiscal impact analysis,

- p) a community infrastructure plan, based on Regional guidelines, describing where, how and when public services for health, education, recreation, sociocultural activities, safety and security and Affordable Housing will be provided to serve the community, and
- q) an Agricultural Impact Assessment on potential impact of urban development on existing agricultural operations, including the requirement for compliance with the Minimum Distance Separation formulae where an agricultural operation is outside the Urban Area

The Hospital District Study's resulting Area Specific Plan and the policies contained within the recommended OPA addresses the Region's requirements set out in Section 77(5).

The Halton Region Official Plan is also under review, as required by the *Planning Act*. This review is considered a Municipal Comprehensive Review (MCR), and will result in updates to the Regional Official Plan that provide for conformity with updated Provincial Plans and consistency with the Provincial Policy Statement.

*Halton Region's Official Plan Review (Municipal Comprehensive Review)*

Halton Region released the Integrated Growth Management Strategy, Regional Urban Structure Discussion Paper in July 2020 for consultation. This strategy will address the 2019 Growth Plan, as amended, requirement for Halton Region to accommodate 1.1 million people and 500,000 jobs by 2051.

The Regional Urban Structure identifies Community Areas and Employment Areas. Within the Community Area, the identification of Strategic Growth Areas is an important component of the Region's overall growth management strategy.

The Regional Official Plan Review is being advanced in partnership with the Region's local municipalities of Burlington, Halton Hills, Oakville and Milton. Many of the foundational studies examining intensification opportunities are being prepared by the local municipalities, including the town's Hospital District Study. It is important that a Regional vision for growth is compatible with and supported by local municipal plans and priorities.

As reported by Halton Region, there are several local planning initiatives that define growth, intensification and urban structure that have been prepared and/or endorsed by local municipalities, but not yet recognized in the Regional Official Plan. In many cases, these initiatives are generally supported by the community and local Councils, but need to be reflected in the Regional Official Plan in order to be implemented.

In a letter to Halton Region dated November 12, 2019, the Minister of Municipal Affairs and Housing confirmed that an upper-tier municipality like Halton Region may advance the municipal comprehensive review of its official plan in a phased manner.

On September 16, 2020, Regional Council, through report LPS84-20, “Advancing Key Planning Priorities of the Halton Municipalities through the Regional Official Plan Review, directed regional staff to prepare an initial Regional Official Plan Amendment (ROPA) under Section 26 of the *Planning Act* to address certain strategic local municipal planning priorities related to urban structure – to the extent appropriate at this stage of the overall Regional Official Plan Review.

Draft ROPA 48 proposes a Regional Urban Structure consisting of Strategic Growth Areas (SGAs), Regional Employment Areas, Built-Up Areas, and Designated Greenfield Area. The Hospital District is identified in this structure as a Primary Regional Node along with Palermo Village and the Uptown Core.

Draft ROPA 48 also proposes to remove the region’s Employment Area overlay from the Hospital District study area. Town staff supports this aspect of proposal and is of the opinion that it reflects the town’s priorities and provides local flexibility to develop a mixed-use node.

As part of the Region’s on-going public engagement for the Regional Official Plan Review, regional staff has scheduled a virtual Open House for Draft ROPA 48 for June 9 at 7:00 PM.

The virtual statutory public meeting for Draft ROPA 48 to be hosted by Regional Council is scheduled for June 16, 2021 at 8:30 AM.

### **Process and Timing**

The adoption of the Hospital District, OPA 35 is the final step to complete the incorporation of the North Oakville West Secondary Plan into the Livable Oakville Official Plan.

It is a major component of the town’s ongoing Official Plan Review to bring the North Oakville West Secondary Plan, along with the North Oakville East Secondary Plan into Livable Oakville so that the town has one official plan document.

It is a major benefit for lands in the North West Area of Oakville to be governed by the Livable Oakville Plan because the policies:

- are more current with Provincial and Regional planning documents;
- are reflective of a town-wide community-based planning regime, and,
- have been challenged and successfully defended at the Ontario Municipal Board (now the Ontario Land Tribunal).

In addition, adoption of the Hospital District, OPA 35 will provide critical and timely input to the Regional Official Plan Review with a particular focus on draft ROPA 48.

As reported, the statutory public meeting for draft ROPA 48 is scheduled for June 16, 2021 and an Oakville Council decision to adopt the Hospital District, OPA 35 will further reinforce Oakville's local plans and priorities within the region's process.

## **COMMENT/OPTIONS:**

### **Hospital District Study**

The area around the hospital has been recognized since 2009 as unique through its identification as a Health Oriented Mixed Use Node in the North Oakville West Secondary Plan. The adoption of the town-wide Urban Structure (OPA 15) further confirmed this by identifying the area as a "node for further study", which indicated the lands were distinctive and that further study was required to establish a more detailed Area Specific Plan (ASP).

The Hospital District Study addresses that need, by establishing an appropriate boundary and providing direction on the planned character, scale, mix of uses and intensity of growth at this location.

On June 11, 2018, the Livable Oakville (Official Plan Review) Council Sub-Committee (LOCSC) received a report that initiated the study of the Health Oriented Mixed Use Node and set out a preliminary scope and timeframe for the review.

In March 2018, the Town of Oakville retained the consulting firm Sajecki Planning Inc., in association with Paradigm Transportation Solutions Ltd, WSP, Stewart Hawes Design, Urban Metrics Inc. and Strategy Corp to undertake the Hospital District Study and associated supporting technical studies.

On October 7, 2019 a LOCSC meeting was held to provide an update on the Hospital District Study and the work completed to date by the consultant, including a Background Facts Report and a Best Practices Report, as well as to provide an update on the study timeline and next steps.

On November 25, 2019, a public workshop was held to introduce the study, its purpose, process and objectives, existing conditions, draft vision and guiding principles, key directions and seek feedback from the public on two draft land use options.

A number of background and technical studies were prepared as part of the study process, including:

- Best Practices Report by Sajecki Planning (September 2019);
- Background Facts Report by Sajecki Planning (October 2019);
- Directions and Options Report by Sajecki Planning (July 2020);
- Financial Analysis by Urban Metrics Inc. (February 2021);
- Market & Development Trends Analysis by Urban Metrics Inc. (February 2021);
- Transportation Impact Study by Paradigm Transportation Solutions Ltd. (August 2020, addendum February 2021); and,
- Water, Wastewater and Stormwater Servicing Study by WSP (August 2020, addendum February 2021).

In October 2020, the consulting team completed an ASP for the Hospital District. This ASP was the basis for the draft Official Plan Amendment (OPA) presented at a Statutory Public Meeting of Planning and Development Council on November 23, 2020.

The objectives of the ASP presented at the Statutory Public Meeting include:

- Define the Hospital District's primary function and role in the context of the Town of Oakville and the North West Secondary Plan, which identified the area as a node;
- Establish targets for employment and population growth;
- Determine the appropriate mix of uses, scale of built form and transitions to adjacent areas;
- Identify strategies to accommodate a range of employment-supportive amenities and a more compact, transit-supportive and pedestrian-friendly environment; and,
- Explore implementation opportunities.

### Council Workshop

At the Statutory Public Meeting of November 23, 2020, Council requested a workshop on the Hospital District which was subsequently held on February 2, 2021.

The workshop was intended to provide additional understanding, facilitate discussion and to seek further input into the ASP. The workshop was facilitated by the Hospital District Study consultants. The purpose of the workshop was to:

- Describe the Hospital District Market Analysis and resulting range of outcomes;
- Seek input on Council's desired employment outcomes for the Hospital District;
- Seek input on Council's desired mix of employment and residential uses;
- Explore Council's interest in accelerating the build-out time frame;
- Explore Council's interest in acting to promote enablers of higher employment outcomes; and,

- Explore Council’s interpretation of the envisioned character of the Hospital District.

Feedback from Council at the workshop indicated the following:

- Support for re-examining the concept of development precincts and reconsideration of the precinct specific employment thresholds.
- Support for the importance of maintaining an employment focus within the Hospital District, with residential uses as complementary.
- A range of views on the mid-rise vision for the Hospital District and where taller building heights opportunities should be focused.

The workshop results provided for refinements to the ASP and updates to some of the background and technical studies.

#### Comments received

Since the Statutory Public Meeting, staff has received written comments from, and met with, two of the major landowners in the Hospital District.

#### *Oakville Green Developments Inc.*

Written comments on the draft Official Plan Amendment were submitted to the town by Oakville Green Developments Inc. (OGDI) on November 15, 2020. Staff also held a meeting with OGDI on December 17, 2020, and several discussions thereafter. Staff provided clarification on the Urban Core land use designation and OGDI raised concerns around building height, parking, public roads and employment thresholds. OGDI requested additional building height for their lands and a reconsideration of the employment thresholds.

#### *Infrastructure Ontario*

Written comments on the draft Official Plan Amendment were submitted to the town by Infrastructure Ontario (IO) on December 18, 2020. Staff also held a meeting with IO on January 12, 2021. While generally supportive of the policy direction of the Hospital District Study, IO indicated a desire for flexibility in the employment threshold requirement to support the provision of long-term care.

#### Revisions to Area Specific Plan since November 2020

Based on feedback received at the first Statutory Public Meeting, comments from landowners, and the discussion at the Council workshop, revisions were made to the Area Specific Plan developed by Sajecki Planning. These included:

- Removing the concept of development precincts and precinct-specific employment thresholds.
- Updating the consultation sub-section 3.4 to reflect the Council workshop.
- Revising the Area Specific Plan section 5.0 to include:
  - a discussion about the envisioned character of the Hospital District;
  - updated employment threshold requirements;
  - increased height permissions for the area south of William Halton Parkway and Third Line;
  - enhanced discussion around parking with additional direction for the design of parking structures; and,
  - updated population and employment densities to reflect a 60% employment and 40% residential split on non-institutional lands.
- Revising the implementation section 6.0 to include a discussion on key performance indicators.

Updates to some of the technical studies were also undertaken to reflect the changes to the Area Specific Plan and projected population and employment densities. These included:

- Revisions to Market & Development Trends Analysis by Urban Metrics Inc.
- Revised Financial Analysis by Urban Metrics Inc.
- Addendum to the Transportation Impact Study by Paradigm Transportation Solutions Ltd.
- Addendum to the Water, Wastewater and Stormwater Servicing Study by WSP.

### **Overview of the Recommended Official Plan Amendment**

Revisions to the draft Official Plan Amendment have been incorporated based on the revised ASP and comments received to date. The nature of the revisions warrants a second public meeting with notice in conjunction with the recommendation meeting.

The effect of the recommended OPA includes changes to:

- Update the schedules to include the Hospital District as a growth area as part of the Livable Oakville Plan area;
- Introduce a land use schedule for the Hospital District (“Schedule R, Hospital District”), providing for a mix of uses including institutional, employment, residential and commercial, and future roads;
- Introduce a new “Schedule B1, Natural Features & Hazards” and “Schedule B2, Natural Heritage System Key Areas” to replace the existing Schedule B, identifying the Hospital District growth area;
- Introduce a new “Appendix 5 – Northwest Subcatchment Areas”;

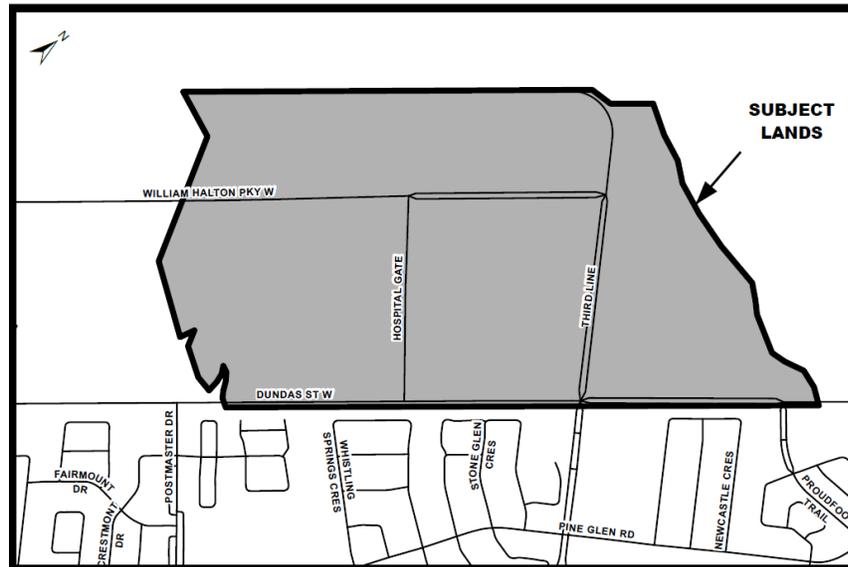
- Revise the plan’s introduction and general policies to recognize the lands added to the Livable Oakville Plan area; and
- Introduce area-specific policies for the Hospital District Growth Area, including the goal, objectives and development concept, as well as functional, urban design, land use, exception and implementation policies, to enable redevelopment that is contextually appropriate.

The recommended amendment will result in changes to the following parts of the Livable Oakville Plan:

- Section 1 (Introduction);
- Section 3 (Urban Structure);
- Section 4 (Managing Growth and Change);
- A new Section 26 (Hospital District);
- Section 12.5 (Mixed Use);
- Schedule A1 – Urban Structure;
- Schedule A1 – Urban Structure, OPA 15;
- Schedule A2 – Built Boundary & Urban Growth Centre;
- Schedule B – Natural Features & Hazard Lands;
- A new Schedule B1 – Natural Features & Hazard Lands;
- A new Schedule B2 – Natural Heritage System Key Areas;
- Schedule C – Transportation Plan;
- Schedule E – Land Use Schedule Boundaries;
- Schedule K – North West Land Use;
- A new Schedule R – Hospital District;
- Appendix 2 – Site Specific Appeals: Livable Oakville;
- Appendix 3 – Site Specific Appeals: OPA 4; and,
- Appendix 5 – Northwest Subcatchment Areas.

### **Description of the recommended Official Plan Amendment**

The recommended Official Plan Amendment 35 (OPA 35) applies to the ‘subject lands’ in the map below.



The policies in the town-initiated Official Plan Amendment 35 (OPA 35) are based on the work undertaken as part of the consultant-led Hospital District Study, including:

- Comments received from the public, landowners, Livable Oakville Council Sub-committee, Council, and town staff;
- Findings from the following consultant-prepared documents:
  - Best Practices Report (Sajecki Planning)
  - Background Facts Report (Sajecki Planning)
  - Directions and Options Report (Sajecki Planning)
  - Financial Analysis (Urban Metrics Inc.)
  - Market & Development Trends Analysis (Urban Metrics Inc.)
  - Transportation Impact Study (Paradigm)
  - Water, Wastewater and Stormwater Servicing Study (WSP)
  - Urban Design Direction (Sajecki Planning)
  - Hospital District Area Specific Plan (Sajecki Planning)
- Directions through the Urban Structure Review; and,
- Assessment of Provincial and Regional policies.

The recommended OPA (Appendix A) introduces a new growth area with a dedicated policy section and land use schedule in the Livable Oakville Plan. It also proposes revisions to existing Livable Oakville policies and schedules to recognize the new growth area. The policy amendments are discussed below by theme.

#### *New Part E: Hospital District Growth Area Policy Section*

A new policy Section 26: Hospital District is proposed to be inserted in Part E, following the existing Growth Areas sections. The existing Section 26: Special Policy

Areas and all subsequent sections will be renumbered to Section 27: Special Policy Areas and so forth.

The new Section 26: Hospital District contains the goal, objectives and development concept, as well as functional, urban design, land use, exception and implementation policies, to enable redevelopment that is contextually appropriate.

It is intended that the Hospital District develop as a compact, mixed-use, transit-oriented and walkable urban campus. It will have an emphasis on institutional and office development given its history as employment area in the regional and local policy frameworks.

The Oakville Trafalgar Memorial Hospital (OTMH) is to be the heart of the Hospital District. However, to meet the provincial, regional and local objectives for strategic growth areas and mixed-use nodes, additional uses, including residential, are planned for the Hospital District.

*Institutional and Employment Focused Mixed-Use*

Originally identified in 2009 as a Health Oriented Mixed Use Node in the North Oakville West Secondary Plan and subsequently identified as a Node for Further Study in the town-wide urban structure, additional uses beyond traditional employment uses are now being contemplated for these lands.

The Oakville Trafalgar Memorial Hospital (OTMH) is considered a sensitive land use, which also restricts the types of uses that can locate within 300m of the Hospital. Employment uses that are industrial in nature will not be permitted.

The nature of sensitive land uses and compatibility is illustrated in the below Figure 1. This demonstrates the 300m sensitive land use buffer from existing and proposed residential (yellow), from OTMH (blue), and proposed long-term care facilities associated with the lands subject to a current Minister's Zoning Order (MZO) shown in purple.

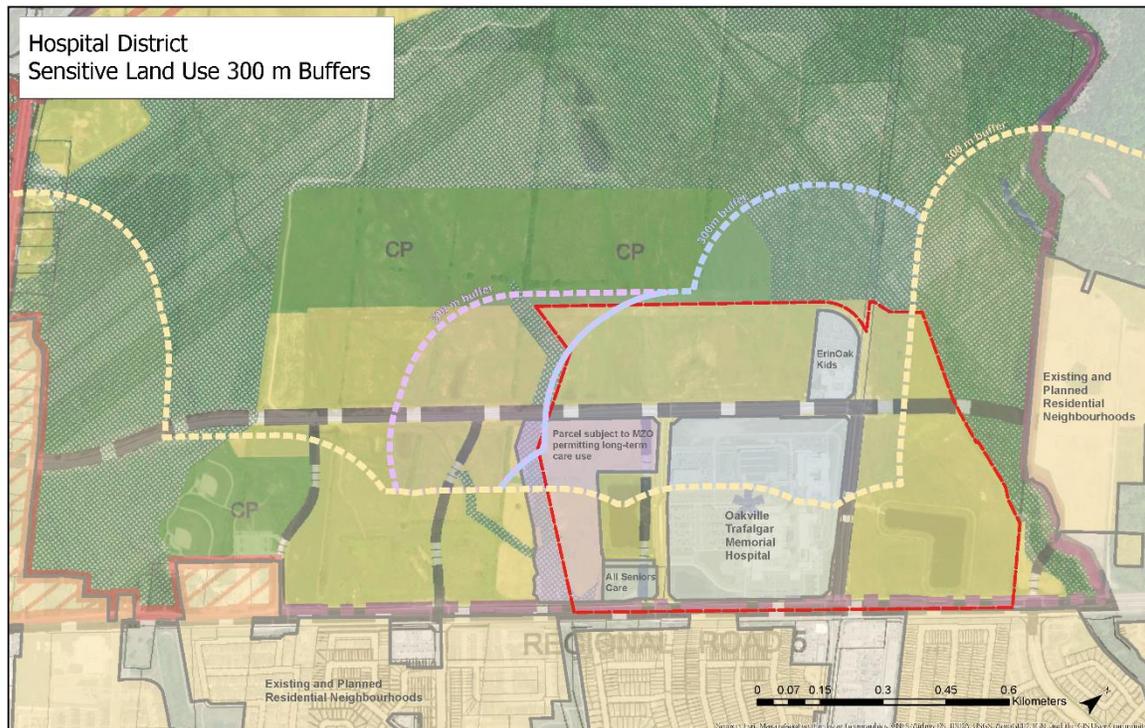


Figure 1: Sensitive land use buffers

Issued in August 2020, the MZO (O. Reg. 446/20), the lands located west of Hospital Gate and south of William Halton Parkway will accommodate long-term care and accessory uses. Envisioned as a “campus of care”, this area will feature hospital-related uses, including supportive office space and accessible outdoor public spaces.

As shown in the figure, only a small portion of the NW corner of the Hospital District is not covered by the 300m buffer requirement from OTMH. When factoring in the proposed future long-term care facility on the MZO site, the entirety of the Hospital District is within the buffer area. As a result, the Hospital District is in a unique position to accommodate a range of institutional, office, commercial and residential uses, while still maintaining an employment focus.

Provincial and regional policies support the achievement of complete communities that are compact and transit supportive. In order to accomplish this, the Hospital District provides for a diverse mix of land uses, including residential and employment uses to support a vibrant community.

### Development Blocks

As development occurs within the Hospital District, an employment focus should be maintained while achieving a mix of uses. There is an overall objective for the

Hospital District that encourages a target proportion of 60% jobs to 40% residents to support this focus.

In order to realize this employment focus, six development blocks have been identified within the Hospital District boundary and are illustrated graphically within the new Section 26 policies. While the boundaries of the development block align with the former precinct boundaries from the November 2021 draft OPA, the corresponding policies in this recommended OPA are more flexible and equitable across the district.

The recommended policies recognize there is an existing employment benefit provided by the Oakville Trafalgar Memorial Hospital in the central block. Once that benefit is distributed to the remaining blocks, the jobs to residents proportion is slightly lowered such that each should individually achieve a minimum employment target of 55% jobs.

The principle of retaining a predominantly employment character is maintained but flexibility is allowed for new forms of employment going forward including the work from home economy.

### *Building Height*

The recommended OPA identifies a predominantly mid-rise height range within the Hospital District. A minimum of six storeys and maximum of 12 storeys applies across the district, with the exception of the lands south of William Halton Parkway and east of Third Line. These lands have a maximum building height of 15 storeys to reflect existing permissions and planning approvals.

The recommended OPA also introduces the opportunity for additional building height beyond the maximum, up to three storeys, where structured parking is incorporated into the podium of a building. One additional storey of building height for each storey of above-ground structured parking provided in the same building is proposed. The structured parking component is also required to be lined by active uses to ensure that a connection to the street is maintained and the urban design vision for the Hospital District is achieved.

### *Exceptions*

One site-specific exception is proposed within the Hospital District. It reflects an approved application for the All Seniors Care development, which has a minimum building height of four storeys.

### Long Term Care Facilities

As shown in Figure 1, a portion of the Hospital District lands is subject to a Minister's Zoning Order to permit the development of long-term care facilities. These lands are located at the south west corner of Hospital Gate and William Halton Parkway. Long-term care facilities are permitted under the existing North Oakville West Secondary Plan policies, and to ensure consistency and clarity on this use within the Livable Oakville framework, the recommended OPA includes a land use policy that permits long-term care facilities and institutional uses in all land use designations within the Hospital District.

### District Energy

Enhanced policies around district energy are proposed to encourage district energy facilities to locate within the Hospital District, and to encourage that new development be designed and engineered in a way that incorporates the necessary infrastructure and elements needed for district energy systems.

### Site-Specific Official Plan Amendments

A new policy sub-section is proposed to provide additional direction around site-specific official plan amendments within the Hospital District. In particular, criteria are proposed for assessing additional building height beyond the permitted maximum.

### New Hospital District Land Use Schedule

A new land use schedule "Schedule R, Hospital District Land Use" is proposed which identifies:

- growth area boundary
- areas designated Urban Core (a mixed use designation)
- areas designated Institutional
- proposed roads
- stormwater management facilities
- site specific exception

### Updates to existing policies and schedules

The recommended OPA revises the Livable Oakville Plan's introduction and general policies to recognize the Hospital District lands as being added to the Livable Oakville Plan Area. A number of land use schedules have also been updated to reflect the delineation of the Hospital District as a growth area within the Livable Oakville Plan area.

## **Conclusion**

The consultant-led Hospital District Study, which is a component of the town's broader Official Plan Review, provides more certainty to the existing concept of a Health Oriented Mixed Use Node around the Oakville Trafalgar Memorial Hospital by establishing a growth area boundary for the Hospital District and policy directions to guide future development.

The recommended OPA is attached as Appendix A to this report and is based on the findings and recommendations of the Hospital District Study. It sets out an appropriate mix of land uses consistent with a hospital setting, as well as the appropriate scale and intensity of future development for the area.

Comments from Town Council, the public, town departments, and external agencies have been considered and incorporated where applicable and appropriate.

This report and meeting is intended to satisfy the Public Meeting requirements of the *Planning Act*, and provide Council the opportunity to hear public delegations on the recommended OPA, and ask questions of clarification.

Staff is of the opinion that the recommended town-initiated Official Plan Amendment 35 (OPA 35) should be adopted on the basis that it is consistent with the Provincial Policy Statement, conforms or does not conflict with applicable Provincial Plans, the Region of Halton Official Plan and the Livable Oakville Plan, has regard for matters of Provincial interest, and represents good planning.

The Official Plan Amendment 35 (OPA 35) is being carried out as part of the town's Official Plan Review. Adoption of the Hospital District, OPA 35 will provide critical and timely input to the Regional Official Plan Review with a particular focus on draft ROPA 48.

The statutory public meeting for draft ROPA 48 is scheduled for June 16, 2021 and an Oakville Council decision to adopt the Hospital District, OPA 35 will further reinforce Oakville's local plans and priorities within the region's process.

Following Oakville Council adoption of the Hospital District, OPA 35, it will be forwarded to Halton Region for final approval.

## **CONSIDERATIONS:**

### **(A) PUBLIC**

The recommended Official Plan Amendment 35 (OPA 35) was available for review on the town's website (<https://www.oakville.ca/planoakville/hospital-district-study.html>) on May 14, 2021. Notice of the Public Meeting and

Recommendation Report was published in the Oakville Beaver on May 13, 2021.

Additional notices were mailed to property owners within the Hospital District, required agencies, resident and community associations and property owners within a 120 m buffer of the study area.

**(B) FINANCIAL**

There are no financial considerations arising from this report.

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

The recommended Official Plan Amendment 35 (OPA 35) was circulated to internal departments for review.

**(D) CORPORATE STRATEGIC GOALS**

This report addresses the corporate strategic goals to:

- enhance our economic environment
- continuously improve our programs and services
- be innovative in everything we do
- be the most livable town in Canada

**(E) CLIMATE CHANGE/ACTION**

Managing and directing required population and employment growth within a defined urban structure consisting of strategic growth areas such as the Hospital District is an action to mitigate Climate Change.

**APPENDICES:**

Appendix A – Recommended Official Plan Amendment 35 - Hospital District – By-law Number 2021-051

Appendix B – Area Specific Plan: A Future for Health and Innovation (Oakville Hospital District), prepared by Sajecki Planning

NOTE: The background information and technical studies provided with the Area Specific Plan (Appendices A through J to that document) may be found on the Hospital District webpage at <https://www.oakville.ca/planoakville/hospital-district-study.html>

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