

## REPORT

### PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: OCTOBER 11, 2017

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**FROM:** Planning Services Department

**DATE:** September 18, 2017

**SUBJECT:** Public Meeting - Brantwood School Site Town-initiated Official Plan Amendment and Zoning By-law Amendment - File No. OPA 1612.13 and Z.1612.13

**LOCATION:** 221 Allan Street

**WARD:** 3

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#### RECOMMENDATION:

That comments from the public with respect to the town initiated Official Plan Amendment and Zoning By-law Amendment by the Town of Oakville (File No. OPA 1612.13 and Z.1612.13) be received.

#### KEY FACTS:

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

- Halton District School Board closed Brantwood Public School in June 2010, and the town purchased the property in April 2012.
- The former Brantwood School site is partially located within the Trafalgar Road Heritage District under Part V of the *Ontario Heritage Act*, namely the front portion of the building facing Allan Street.
- Options for the future use of the property were evaluated through the *South Central Public Lands Study*. On April 8, 2013, Council endorsed the study recommendation that the property be redeveloped for: seven detached dwellings fronting onto Douglas Avenue; a conversion of the front (oldest) portion of the school building, facing Allan Street, for four to nine condominium apartment units; , and, a parkette at the corner of Douglas Avenue and Palmer Avenue. Council also, directed staff to proceed with implementation.
- In December 2015, MB1 Consulting was retained by the Town to lead a multi-disciplinary team to prepare a viable redevelopment and implementation plan

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for the Brantwood site, within the context of the work completed through the South Central Public Lands Study.

## **BACKGROUND:**

The South Central Public Lands Study (SCPLS) was a comprehensive land use study that evaluated options for the future use of four town-owned properties. The study, completed in 2013, addressed three surplus school sites (i.e., Brantwood, Chisholm and Linbrook Public Schools), and the Oakville-Trafalgar Memorial Hospital (OTMH) site. The study incorporated extensive community engagement and technical analyses for each of the sites. Through this study, Council endorsed a land use option for the former Brantwood School which included:

- seven new lots for detached dwellings fronting onto Douglas Avenue;
- the conversion of the front (oldest) portion of the school building fronting onto Allan Street for four to nine condominium apartment units; and,
- a parkette at the corner of Douglas Avenue and Palmer Avenue.

The front portion of the site, abutting Allan Street is within the Trafalgar Road Heritage Conservation District. A review of the heritage attributes of the existing structure has been undertaken and the review has determined that retention of the front portion of the building is viable and can accommodate an adaptive re-use of the building for apartments.

## **Site Description**

The former Brantwood School site is situated within a mature residential area north-east of downtown Oakville and south-east of the Oakville GO station. It is approximately 0.9 hectares in size and has frontage on Allan Street and Douglas Avenue. The property includes the existing Brantwood School, which is currently vacant.

The western portion of the site, including the front portion of the existing building is designated under Part V of the *Ontario Heritage Act* as it is within the Trafalgar Road Heritage Conservation District.

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## POLICY FRAMEWORK

The applications are subject to the following policy framework: the Provincial Policy Statement (PPS 2014), the Growth Plan for the Greater Golden Horseshoe (Growth Plan 2017), the Halton Region Official Plan, and the Oakville Official Plan and Zoning By-law.

### Provincial Policy Statement

The Provincial Policy Statement is intended to promote a policy led system, which recognizes that there are complex relationships among environmental, economic and social factors in land use planning. The PPS encourages the wise management of land to achieve efficient development and land use patterns by directing growth to settlement areas and by promoting a compact development form.

Section 2.6.1 requires the conservation of significant built heritage resources and cultural heritage landscapes. All planning decisions must be consistent with the PPS.

### Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe, 2017, was released on May 18, 2017 and came into effect on July 1, 2017, replacing the Growth Plan for the Greater Golden Horseshoe, 2006.

The Growth Plan for the Greater Golden Horseshoe provides a framework implementing the Province's vision for building stronger, prosperous communities by better managing growth. The Plan directs growth to built-up areas through intensification where development proposals can efficiently use existing transportation and servicing infrastructure.

The subject lands are within the "Built-Up Area" of the Growth Plan where the intent is to use land efficiently, and in close proximity to transportation and servicing infrastructure. All planning decisions must conform to the Growth Plan.

### Halton Region Official Plan

The lands are designated "Urban Area" according to the Region's Official Plan. Lands within the "Urban Area" are intended for residential and employment uses. Policy 76 notes that the range of permitted uses is to be in accordance with Local Official Plans and Zoning By-laws. All development, however, is subject to the policies of the Regional Plan.

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### Town of Oakville Official Plan (Livable Oakville)

The Livable Oakville Plan designates the former Brantwood School site as “Low Density Residential”. The Low Density Residential designation may permit detached, semi-detached or duplex dwellings, subject to the policies of the Plan intended to maintain and protect neighbourhood character (e.g., s. 11.1.9).

Section 11.1.8 states:

*“Intensification within the stable residential communities shall be provided as follows:*

- a) Within stable residential communities, on lands designated Low Density Residential, the construction of a new dwelling on an existing vacant lot, land division, and/or the conversion of an existing building into one or more units, may be considered where it is compatible with the lot area and lot frontages of the surrounding neighbourhood and subject to the policies of section 11.1.9 and all other applicable policies of this Plan.*
- c) Within the stable residential communities, on lands designated Medium Density Residential and High Density Residential, there may be underutilized lands on which additional development may be appropriate. Intensification of these land may occur within the existing density permissions for the lands and may be considered subject to the requirements of section 11.1.9 and all other applicable policies of this Plan.”*

Section 11.1.9 states:

*“Development within all stable residential communities shall be evaluated using the following criteria to maintain and protect the existing neighbourhood character:*

- a) The built form of development, including scale, height, massing, architectural character and materials, is to be compatible with the surrounding neighbourhood.*
- b) Development should be compatible with the setbacks, orientation and separation distances within the surrounding neighbourhood.*
- c) Where a development represents a transition between different land use designations or housing forms, a gradation in building height shall be used to achieve a transition in height from adjacent development.*

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- d) *Where applicable, the proposed lotting pattern of development shall be compatible with the predominant lotting pattern of the surrounding neighbourhood.*
- e) *Roads and/or municipal infrastructure shall be adequate to provide water and wastewater service, waste management services and fire protection.*
- f) *Surface parking shall be minimized on the site.*
- g) *A proposal to extend the public street network should ensure appropriate connectivity, traffic circulation and extension of the street grid network designed for pedestrian and cyclist access.*
- h) *Impacts on the adjacent properties shall be minimized in relation to grading, drainage, location of service areas, access and circulation, privacy, and microclimatic conditions such as shadowing.*
- i) *The preservation and integration of heritage buildings, structures and uses within a Heritage Conservation District shall be achieved.*
- j) *Development should maintain access to amenities including neighbourhood commercial facilities, community facilities including schools, parks and community centres, and existing and/or future public transit services.*
- k) *The transportation system should adequately accommodate anticipated traffic volumes.*
- l) *Utilities shall be adequate to provide an appropriate level of service for new and existing residents."*

It is also a policy of the Plan that, "Significant cultural heritage resources shall be conserved, and may be integrated into new development." (s. 5.3.3). As noted previously, the front (oldest) portion of the school building is designated under Part V of the *Ontario Heritage Act*.

#### Town of Oakville Zoning By-law 2014-014

The subject lands are zoned RL3-0 SP 10 (Residential Low – Special Provision 10). The special provision 10 extends throughout the entire Brantwood Survey, Plan 113, which was established in 1908. The Brantwood Survey extends from Maple Avenue

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to the north, Allan Street to the west, Lakeshore Road East to the south, and Gloucester Avenue to the east.

Special Provision 10 under Zoning By-law 2014-014 was originally an amendment to the former Zoning By-law 1984-063. That amendment was passed in 1986 to regulate the size of dwellings within the area, and was referred to as the R10 Zone at the time. With the passing of the new Zoning By-law 2014-014, the special regulations of the former R10 Zone were adapted as a special provision and applied to a specific area within the new RL3 Zone. The site-specific special provision (SP 10) requires further regulation of lot coverage, lot depth, side yards and floor area (for a private garage). With respect to coverage in particular, the special provision limits a detached dwelling's height, as follows:

- Maximum lot coverage for a dwelling having one storey: 25%
- Maximum lot coverage for a dwelling having one and one half storeys: 22%
- Maximum lot coverage for a dwelling having two storeys: 19%

As much of the area had already been developed by 1986, a number of properties were placed in a legal non-compliant condition with respect to these (former and current) zoning regulations. Further, since 1995, staff has seen numerous requests for increases in lot coverage by way of a minor variance application throughout the Brantwood Survey. Many of these minor variance applications have been approved, and new dwellings have replaced the original housing stock or have had additions constructed onto the existing dwellings.

#### **COMMENT/OPTIONS:**

The Concept Plan envisions a park block of 0.15 ha that would at all times remain under Town ownership. The remaining 0.75 ha of the property would be sold to the developer and developed into seven 14.5m (48 ft.) lots for detached dwellings along Douglas Avenue, with the conversion of the front (oldest) portion of the former school building into four to nine condominium residential apartment units.

In order to implement the Concept Plan, the following planning approvals are required:

- an amendment to the Livable Oakville Plan to redesignate the park area and permit converted residential units (apartments) within the existing former school building;
- an amendment to the Zoning By-law to permit the converted apartment units, and to apply appropriate zoning to the detached residential lots;
- an approved draft plan of subdivision, severance, or deposited reference plan to create the lots;
- a heritage impact assessment and heritage permits for the alteration and conversion of the school building for residential apartments;

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### **Proposed Official Plan Amendment**

The proposed Official Plan Amendment would re-designate the site to allow for the lands uses endorsed through the preferred concept plan.

#### *Public Uses*

The public uses proposed for the site include a parkette having an area of 0.15 ha and is located at the corner of Douglas Avenue and Palmer Avenue. The parkette is proposed to be designated Parks and Open Space.

#### *Residential Uses*

A mix of housing types are proposed which would maintain the Official Plan's objective of limiting density to 29 units per hectare. This includes lands to be designated for Medium Density Residential to accommodate the conversion of the existing Brantwood School structure for four to nine residential dwelling units, fronting onto Allan Street. Seven new lots fronting onto Douglas Avenue for the purposes of detached dwelling units will remain within the Low Density Residential designation.

### **Proposed Zoning By-law Amendment**

The proposed Zoning By-law Amendment is intended to include regulations for the proposed seven detached dwelling lots fronting onto Douglas Avenue, regulations to recognize the remaining portions of the Brantwood School and its associated dwelling units.

The existing Zoning is Community Use, which permits the existing school. A Zoning By-law Amendment is required to reflect the proposed changes in land use to implement the approved concept plan. The Zoning applied to residential uses surrounding the site is predominately RL3-0 (Residential Low) subject to special provision 10, which regulates the maximum lot coverage, among others. The regulations prescribes that only a maximum lot coverage of 19% is permitted for two-storey detached dwellings, 22% is permitted for one and a half storey detached dwellings, and 25% for one-storey detached dwellings.

Staff have conducted research on the changes in built form within the entirety of the Brantwood Survey, including along Douglas Avenue and Allan Street between Palmer Avenue and Sheddon Avenue. In the section of Douglas Street, between Sheddon Avenue and Palmer Avenue, there are 16 lots with single detached dwellings. There are 12 lots on the east side of Douglas Street and four lots on the west side of Douglas Street. The majority of the lots have 14.63m (48 feet) in

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frontage. The depth of the lots on the east side of Douglas Street is 45.72m (150 feet), while the lots on the west side of Douglas are 43.28m (142 feet) deep. The proposed concept plan for the seven new lots on Douglas Street will have the same 14.63m frontage and 43.28m depth as the other lots in this section.

As mentioned above, much of the existing housing stock was established prior to any zoning regulations (circa 1907), and further, prior to the special provision 10 regulations taking effect. As such, many of the existing dwellings remain legal non-compliant with respect to lot coverage. Further, since 1993, many newer dwellings have replaced the original housing stock in the neighbourhood, to which, many have received approval for minor variances to increase maximum lot coverage.

Staff have found that the 12 lots on the east side of Douglas Street, between Sheddon Avenue and Palmer Avenue, seven have received approval of a minor variance for lot coverage above 19% for a two-storey dwelling. Further, of the remaining four lots, they are legal non-compliant with respect to lot coverage having an existing lot coverage over 19% for two-storey dwellings. Similarly, on the west side of Douglas Street, there are four lots north of the school site, all of which have received approval of a minor variance application for lot coverage above 19% for a two-storey dwelling.

In the research conducted by staff of the neighbouring area, lot coverage found along the section of Douglas Street between Sheddon Avenue and Palmer Avenue is 26.7%. The majority of dwellings in this area are two storeys in height. The attached draft Zoning By-law Amendment is reflective of the existing characteristics related to lot coverage, setbacks, landscaping, and garage size and staff will provide final recommendations in a future report.

### **Future Planning Approvals**

The proposed residential development will be subject to a future land division process and site plan approval, pursuant to *Planning Act* requirements. Therefore, these development scenarios would require support from various technical studies as outlined through the Town's Official Plan and town procedures.

Future disposition of surplus lands not used for civic purposes would be required to follow the Town's standard procedure and protocol.

### **CONCLUSION**

An extensive public consultation process led to Council endorsing a recommended land use option for the former Brantwood School site. The proposed amendments

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serve to implement this land use option and the public meeting is part of the statutory public process.

A future staff report will bring forward recommendations on the proposed amendments for Council's consideration.

## **CONSIDERATIONS:**

### **(A) PUBLIC**

Notification to the Public was provided in the newspaper, and mailed to property owners within 120m of the subject lands. Public consultation also occurred during the South Central Lands Study.

### **(B) FINANCIAL**

The funding requirements for the planning and due diligence activities was approved as part of the annual capital budget process. Development Charges will be fully applicable to the development of the newly created residential lots. The original purchase of the school site was primarily funded from the General Working Capital reserve. In accordance with town policy the net proceeds from the sale of the land will be used to replenish the reserve.

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

The Legal Services department assisted in preparing this report.

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

This report addresses the corporate strategic goal to:

- enhance our natural environment
- provide outstanding service to our residents and businesses
- be innovative in everything we do

### **(E) COMMUNITY SUSTAINABILITY**

The proposed disposition strategy is consistent with the sustainability objectives and principles in the Livable Oakville plan.

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**APPENDICES:**

Appendix A – Location Map

Appendix B – Council endorsed concept plan

Appendix C – Draft Official Plan Amendment

Appendix D – Draft Zoning By-law Amendment

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