



OAKVILLE

REPORT

PLANNING & DEVELOPMENT COUNCIL MEETING

MEETING DATE: OCTOBER 11, 2017

FROM: Planning Services Department

DATE: September 18, 2017

SUBJECT: **Public Meeting Report - former Oakville-Trafalgar Memorial Hospital Lands Report - Proposed Official Plan and Zoning By-law Amendments - File No. 42.24.017**

LOCATION: Area bounded by Reynolds Street, Macdonald Road and Allan Street.

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RECOMMENDATION:

1. That the report from the Planning Services Department, dated September 18, 2017, entitled "*Public Meeting Report – former Oakville-Trafalgar Memorial Hospital Lands*", be received.
2. That comments from the public with respect to the town-initiated Official Plan and Zoning By-law Amendments to implement the preferred development scenario for the former Oakville-Trafalgar Memorial Hospital lands (File #: 42.24.017), be received.

KEY FACTS

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

- The 2013 South Central Public Lands Study explored the future redevelopment potential of four sites in Ward 3 – the Linbrook, Chisholm and Brantwood school sites and the Oakville-Trafalgar Memorial Hospital (OTMH) site. Through that study Council endorsed the staff recommended land use options for the three surplus school sites and endorsed in principle the staff recommended land use option for the OTMH.
- On June 27, 2017, Council endorsed a Master Plan for the OTMH site based on extensive public consultation in narrowing down several options.

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- The Master Plan constitutes a development concept that was based on several planning and design principles. Future development of the site includes a community centre and park, the existing parking garage, residential development, and the potential for seniors-oriented housing.
- Amending the Official Plan and Zoning By-law is premised on Council's commitment to opening the South East Community Centre by September 2020.

BACKGROUND

The South Central Public Lands Study (SCPLS) was a comprehensive land use study focussed on several properties, completed in 2013. The study addressed three surplus school sites (i.e. Brantwood, Chisholm and Linbrook Public Schools), the Oakville-Trafalgar Memorial hospital (OTMH) site, and the Oakville Arena site, including the surrounding Trafalgar Park. The study incorporated extensive community engagement and technical analyses for each of the sites. Through this study, Council endorsed a land use option in principle, for the former OTMH.

The 2013 Council-endorsed Master Plan built upon the findings of the SCLPS, but was also subject to continued public consultation on various options to redevelop the site. The Master Plan incorporates a new community centre and park, some residential development, the preservation of the former Oakville-Trafalgar High School (OTHS) and parking garage, and an area for future seniors-oriented housing.

Throughout 2017 there has been additional public consultation regarding the overall design of the whole OTMH site and its component land uses. Council approved an updated site master plan in June 2017 which was derived from the public's input on several different site design options. The preferred master plan include a community centre, associated park and parking garage, residential land uses, the preservation of the former Oakville-Trafalgar high school, and an area for future seniors-oriented housing.

This report identifies the land use policy and regulations which will implement these various uses. This report does not speak to the specific aspects of the community centre or park design as those will be the subject of a future consultation programme through Community Services.

Site Description

The former OTMH site is situated within an established residential area north-east of downtown Oakville and south-east of the Oakville GO station. Including Wyndham Manor, it is approximately 6.7 hectares in size and has frontage on Reynolds Street,

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Macdonald Road and Allan Street. The property includes the existing hospital buildings (which are to be removed) and the former Oakville-Trafalgar high school (OTHS) building.

The Wyndham Manor Long Term Care Centre is immediately south and adjacent to the subject site. When the town acquired the former hospital site, Wyndham Manor was not included. The remaining lands, without Wyndham Manor, are 5.7 hectares in area while the Open Space lands immediately east of Wyndham Manor are approximately 0.3 hectares, but encumbered by a number of easements for utilities and fire access.

The former OTHS building is designated under Part IV of the *Ontario Heritage Act*. The building has been vacant for more than 20 years and is currently home to a chimney swift colony that roost in the school's four chimneys. The birds are a threatened species under both provincial and federal legislation.

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 (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 recognises 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 2.1.7 of the PPS does not permit development in habitat of threatened species, except in accordance with provincial and federal requirements. Further, section 2.6.1 requires the conservation of significant built heritage resources and cultural heritage landscapes. All planning decision must be consistent with the PPS.

Growth Plan for the Greater Golden Horseshoe

The 2017 Growth Plan was released on May 18, 2017, and came into effect on July 1, 2017 replacing the 2006 Growth Plan. The Growth Plan provides a framework for implementing the Province's Vision for building stronger, prosperous communities by managing growth. The Plan directs growth to built-up areas through

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intensification where development proposals can efficiently use existing transportation and servicing infrastructure.

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 growth. Policy 76 states 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.

It is also an objective of Halton Region to meet the provision of Assisted Housing and Special Needs Housing throughout the Region. There is the potential to work with Halton Region to facilitate opportunities for seniors-oriented housing on this site.

Town of Oakville Official Plan

The Livable Oakville Plan designates the site as “Institutional” to recognize the former hospital and associated uses, but also identifies it as a “Potential Residential Redevelopment Area”. Section 26.1 provides site-specific policies intended to guide future redevelopment once the hospital is demolished. Specifically, section 26.1.2 states:

“Redevelopment shall consider the following requirements in addition to those in section 11.1.9:

- a) Development should maintain and improve public parkland, pedestrian, cycling and vehicular access and connect to the surrounding neighbourhood and community.*
- b) Development will be subject to a phasing plan.*
- c) Development proposals will demonstrate, compatibility and integration with the surrounding land uses by ensuring an effective transition in built form between areas of different development heights. Transition in built form will act as a buffer between proposed development and planned uses and should be provided through appropriate design, siting, setbacks and the provision of public and private open space and amenity space.*
- d) Development shall protect and enhance natural features.*
- e) Development will be required to provide the necessary community infrastructure, transportation infrastructure and other services required to maintain a complete community.*
- f) Development shall protect and enhance existing cultural heritage features and, where feasible, integrate such features into the development of the lands.”*

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Further, the policies in section 26.1.3 permit a mix of low and medium density housing types on the OTMH site, subject to maintaining a maximum overall development density of 29 units per net hectare. These policies formed the basis of the preferred site master plan.

With respect to the former OTHS, the Official Plan policy states:

“The Town shall encourage the maintenance and preservation of the old Oakville Trafalgar High School building, which is designated under the Heritage Act, in any development on the site.” (s.26.1.4)

Prior to the re-development of the site, section 26.1.1 of the Official Plan requires the completion of a visioning exercise along with a number of site-specific studies including a transportation demand analysis and a functional servicing study, among others. These studies are currently underway and will inform the final amendments for Council’s consideration.

PROPOSED AMENDMENTS

Master Plan

As noted above, the Council-endorsed site master plan (see Appendix 1) includes a new community centre, preservation of the OTHS, park space, residential development and an area for seniors-oriented housing. The master plan was premised on the following principles:

- A new community centre should have a close relationship with any park facility
- The area east of Wyndham Manor must continue to accommodate existing easements and fire routes
- A “green connection” should be considered through the site for pedestrian access and enhanced connectivity to other park locations in the broader area
- The community centre should be located near the existing parking garage, to utilise existing parking, thereby eliminating the need for new parking
- A total of 80 parking spaces are required by Wyndham Manor staff, and must be accommodated on site
- The permitted uses and residential density for the redeveloped lands must be consistent with the Livable Oakville Plan policies
- New development must be compatible with the established, neighbouring community
- The heritage aspects of the OTHS are required to be conserved

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- The Chimney Swift colony is required to be protected under the *Endangered Species Act, 2007*

The resulting Master Plan incorporates an area of low density residential along Macdonald Road and Allan Street. The development is intended to accommodate 19 single-detached lots. A new public street will allow access to the medium density block (16 freehold townhouse lots) and the parking garage, and frames the eastern edge of the new park. The community centre is focussed towards Reynolds Street and Lawson Street creating a new formal intersection which will allow direct connection to the parking garage from the west and the future area intended to accommodate seniors'-oriented housing.

Proposed Official Plan Amendment

The proposed Official Plan Amendment would re-designate the site to allow for the lands uses endorsed through the Master Plan exercise.

Public Uses

The public uses proposed for the site include the Community Centre, a park, and the existing parking garage. There is also the potential synergy of consolidating access to the former OTHS building, with that of the parking garage and the entrance to the Community Centre.

Residential Uses

A mix of housing types is proposed which would maintain the Official Plan's objective of limiting density to 29 units per hectare. This includes lands to be designated for Low-density residential along the south side of Macdonald Road and the west side of Allan Street.

A block of Medium-density residential is proposed on the east side of the new public street, across from the future park and community centre.

Seniors-oriented Housing

During the Master Plan exercise, a number of comments noted the need for creating opportunities to "age-in-place". This suggested a variety of options could be considered for residents to down-size to smaller, affordable, more manageable properties or dwelling units without the need to leave the community. Discussion also focussed on opportunities for older adults who need some provision of care and who may not be living as independently. As such, there is no pre-determined layout, built form, provider or assumed density allocated to this area. It is preferred that a

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seniors' provider consider the foregoing and tailor a development scenario which could meet these various needs and through this exercise determine how the development would operate – be subsidized, independent or supportive housing.

This development could range from independent seniors-living to assisted-care. It could be provided either through a public entity (i.e. Halton Region), or as a for-profit business. Further investigation is warranted to determine the limit of the area, and the form of housing that would be appropriate for the site which could allow area residents to “age-in-place”.

Through the development of the lands, it is preferred for the OTHS building to be part of the development of the seniors'-oriented area to the east. The building can be used for a variety of initiatives whether for independent apartments, offices or community uses that could support seniors' programming. Given the heritage significance of the OTHS, further analysis for potential re-use of the building is required. As well, the area in front of the OTHS building, adjacent to Reynolds Street, should be used for a publicly-accessible open space in association with the seniors housing. This could take several forms, but primarily, it should support the significance of the OTHS building and provide for passive amenity space for the senior housing which would be accessible to the community.

Regardless of what the building is ultimately used for, the re-use of the former high school building will require:

- Council approval of a heritage permit; and,
- Documentation, prepared to the satisfaction of the Ministry of Natural Resources and Forestry, regarding the alterations to the chimneys and the maintenance or replacement of the chimney swift habitat.

The proposed Official Plan policy for the seniors' housing area would establish a medium-density designation to allow for a range of density (between 30 and 50 units per hectare) and a maximum height limit of four storeys which would be comparable to that of the existing parking garage.

The Wyndham Manor Long Term Care Centre is immediately south and adjacent to the subject site. When the town acquired the former hospital site, Wyndham Manor was not included; however, it was associated with the hospital use and enjoyed the same “Institutional” designation. The lands east of Wyndham Manor are 0.3 hectares in size and form part of the 5.7 hectare former hospital site. These Open Space lands immediately east of Wyndham Manor are encumbered by a number of easements for utilities and fire access in favour of Wyndham Manor and must be maintained. In addition, the town is required to supply 80 parking spaces Wyndham Manor for staff use.

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Although Wyndham Manor is designated as “Institutional”, that specific designation does not reflect the use of the site well in the context of the Official Plan’s hierarchy of designations. Through the current amendments being considered by staff, it may be appropriate to consider extending the “Medium Density” residential designation to the Wyndham Manor site.

Proposed Zoning By-law Amendment

The proposed Zoning By-law Amendment includes regulations affecting the siting of the community centre within its lot. There are also regulations for the residential development which seeks to ensure the low-density residential area is utilised for single-detached dwellings where the lot size and building location is similar to that of the existing residential fabric. The regulations for the low-density residential blocks include provisions with similar metrics for lot frontage, coverage and height.

The medium-density residential area anticipates the development of a townhouse form, up to 16 units.

Staff is not currently proposing regulations for the seniors’ housing area. It is preferred that a future zoning by-law amendment process be considered by Council at the time of a specific planning application. Because staff has not proposed a specific development form, it would be appropriate for a separate application to be brought before Council which responds to the area’s needs, and be in consideration of Council-approved policy. This will also allow for a fulsome public consultation through the planning application process.

Future Planning Approvals

The proposed residential development lots and the block for the seniors-oriented housing will need to be created in the future. There are different options being considered to allow this to occur, pursuant to *Planning Act* requirements. The different 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.

The ultimate width of the boundary roads, and the facilities (i.e. street lights sidewalks etc.) within the right-of-way would be required to follow the Town’s Official Plan. The rights-of-way and facilities for the three boundary roads (Reynolds Street, Allan Street and Macdonald Road) will be confirmed through the on-going redevelopment process and associated transportation demand analysis.

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CONCLUSION

An extensive public consultation process led to Council endorsing a site Master Plan for the former OTMH site. The proposed amendments serve to implement this Master Plan 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

The public has been engaged for several years throughout the process of determining the how the former hospital site will be re-purposed. Through the statutory process, additional opportunities are provided to seek input on the amending documents.

(B) FINANCIAL

Supporting studies are being undertaken based on the capital budget established for this project by Council in 2016. Future sale of the residential lands will advance Council's desire to replenish Town reserves.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Consultation with the other town departments, public agencies and the general public has been on-going. The public meeting addresses the statutory requirements, and public comments will help inform the future amendments for Council's consideration.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- have environmentally sustainable programs/services
- be innovative in everything we do
- be the most liveable town in Canada

(E) COMMUNITY SUSTAINABILITY

The redevelopment of the former hospital lands is premised on achieving the town's sustainability objectives.

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APPENDICES

Appendix A – Location Map

Appendix B – Council-endorsed site Master Plan (June 2017)

Appendix C – draft Official Plan Amendment

Appendix D – draft Zoning By-law Amendment

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