



OAKVILLE

## REPORT

PLANNING & DEVELOPMENT COUNCIL MEETING

MEETING DATE: DECEMBER 4, 2017

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**FROM:** Planning Services Department

**DATE:** November 13, 2017

**SUBJECT:** Recommendation Report - former Oakville-Trafalgar Memorial Hospital Lands, Proposed Official Plan and Zoning By-law Amendments - File No. 42.24.017 - By-law 2017-130 and By-law 2017-131

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

**WARD:** 3

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### RECOMMENDATION

1. That the proposed town-initiated official plan and zoning by-law amendments (File No. 42.24.017, former Oakville-Trafalgar Memorial Hospital lands) be approved.
2. That By-law 2017-130, a by-law to adopt amendment Number 23 to the Livable Oakville Plan be passed.
3. That By-law 2017-131, a by-law to regulate the use of the property be passed.
4. That notice of Council's decision reflects that the comments from the public have been appropriately addressed.

### KEY FACTS

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

- The 2013 South Central Public Lands Study (SCPLS) 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

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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.
- 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, and developing the balance of the property for residential uses, in accordance with the direction of the 2013 SCPLS recommendation.
- A statutory public meeting was held on October 10, 2017.

## **BACKGROUND**

The 2013 South Central Public Lands Study (SCPLS) was a comprehensive land use study focussed on several school sites, the Oakville-Trafalgar Memorial hospital (OTMH) site, and the Oakville Arena site. The study incorporated extensive community engagement and technical analyses for each of the sites. Through this study, Council endorsed, in principle, a land use option for the former OTMH.

Throughout 2017 there has been additional public consultation regarding the overall design of the whole OTMH site and its component land uses. The Master Plan incorporates a new community centre and park, residential development, the preservation of the former Oakville-Trafalgar High School (OTHS) and parking garage, and an area for future seniors-oriented housing.

Council approved this updated site master plan in June 2017 which was derived from the public's input on several different site design options. At a statutory public meeting, draft policies and regulations were presented for Council's, and the public's, consideration.

### **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, 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.

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

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### 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.”*

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

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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 existing 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 a number of planning and design principles.

The resulting Master Plan incorporates an area of low density residential along Macdonald Road and Allan Street expected to have a total of 19 detached lots. A new public street will connect Macdonald Road to Allan Street and provide frontage for two medium density residential blocks which will accommodate 16 freehold townhouse lots.

The parking garage remains at the southern limit of the new street and can access the new street from an existing access point. The street also 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 provide access to the area south of the parking garage.

With the design of the Community Centre, the public entrance area is being considered in a holistic way such that it can seamlessly extend south of the drop-off to help anchor the future public space in front of the OTHS. Although the future use of the OTHS has not been determined, it is important to design the public realm in a manner that allows an ease of transition to the future OTHS public space.

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The Master Plan serves to implement the policies of the in-effect section 26.1 of the Official Plan as outlined above.

### **Proposed Official Plan Amendment**

The proposed Official Plan Amendment serves to re-designate the site to allow for the implementation of lands uses consistent with the Master Plan exercise.

#### *Public Uses*

The public uses proposed for the site include the Community Centre, a park, and the existing parking garage. The implementing Zoning By-law incorporates regulations which will permit the operation of the parking garage in conjunction with the community centre.

A new entrance to the site is created at Lawson Street and Reynolds Street which will allow access to not only the community centre and parking garage, but also to the former OTHS building and associated civic space, and the future seniors-oriented housing area.

The park north of the community centre is approximately 0.6 hectares in size and will be subject to a comprehensive design exercise with opportunities for public consultation. As well, the open space area east of Wyndham Manor can be used for park purposes, but because of the numerous easements and utilities on the site, it is not expected to be actively programmed.

#### *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 uses along the south side of Macdonald Road and the west side of Allan Street. There is a total of 19 detached dwellings proposed.

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. It is expected to be developed for a total of 16 townhouses.

The cumulative density of these four blocks is just over 20 units per hectare and well within the limit of 29 uph.

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### *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, the draft Official Plan Amendment presented in October 2017 to Council offered direction for a maximum height and density, but did not speak to potential providers or the type of housing that could be programmed. Comments received during the public consultation process spoke to the lack of clarity or assurances related to how the seniors-oriented housing could be developed, its built form and housing type.

In response, a seniors-oriented housing 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. Although there is no pre-determined layout or built form, it is preferred that a seniors’ provider consider the foregoing and tailor a development scenario which could meet the community’s various needs and through this exercise determine how the development would operate.

The Planning tools can provide some certainty to how the lands will develop. Also, given that the lands are owned by the Town, there is an added level of certainty through provisions that can be built into a purchase and sale agreement for the future operator of the site.

The proposed land use designation for the seniors housing area would be a medium-density designation. The purpose of this designation is primarily to account for the type of intended use – being a retirement home or long term care home, both of which are permitted as-of-right in the designation. It also includes a density range of between 30 and 50 units per hectare. Based on the conceptual size of the area (without the OTHS), that could translate to a maximum of 35 independent dwelling units. A maximum height limit of four storeys is also recommended as part of the site-specific policy, which is a comparable height to that of the existing parking garage.

It is also expected that the seniors housing component will incorporate the former high school building in some respect, along with a civic space in front of the building. Through the statutory public meeting process, a number of comments were provided regarding the use of the space between the OTHS and Reynolds Street and the desire to maintain the area for public use.

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In response, a policy has been clarified in the Official Plan Amendment to direct the preservation of the space for public purposes and access. This space is expected to be developed in conjunction with the OTHS yet reflect similar design cues to that being considered in front of the new Community Centre such that one public space is created that extends from the Community Centre entrance south to the OTHS to the southerly property limit. The space in front of the OTHS does not have a specific design intent, but can be used for formal or passive activities and reflect the heritage significance of the OTHS.

Because the OTHS is a designated building pursuant to the *Ontario Heritage Act*, further analysis for potential re-use of the building is required. The building can be used for a variety of initiatives, whether for independent apartments, offices or community uses that could support seniors programming.

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 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. This designation does not reflect the use of the site well in the context of the Official Plan's hierarchy of land use designations. Through the current amendments being considered by staff, it is appropriate to extend the "Medium Density" residential designation to the Wyndham Manor site. Again, this designation permits a long term care home. Staff is recommending complementary zoning regulations which recognise the existing built form on the site. Any consideration to redevelop the property or modify the built form in the future would require modifications to the proposed Zoning By-law amendment.

The proposed Official Plan Amendment also includes the re-designation of the 0.3 hectare open space block immediately east of Wyndham Manor. These lands are encumbered by a number of easements for utilities and fire access in favour of Wyndham Manor and must be maintained. This parcel could therefore be designated as Parks & Open Space which will preserve its use for passive park purposes. It is not expected that this parcel will be programmed for more active uses, but its future use will be considered in the overall review of park facilities to be undertaken for the broader area.



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The proposed redevelopment concept adheres to section 11.1.9 of the Official Plan by proposing a complementary development that is compatible with the neighbouring property fabric, considers the extension of the public street network and infrastructure, adds community uses and accounts for the preservation of a heritage building.

**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 siting of future houses is complementary to the existing residential fabric. The regulations for the detached residential lots are similar to that of Special Provision 10 which applies to the majority of the lands to the east and north of the site. There are provisions proposed with similar metrics for lot frontage, coverage and height.

A comparison of the regulation of the RL3-0-10 zone compared to that proposed follows:

<b>RL3-0 SP 10 (surrounding area)</b>	<b>RL3-0 Special Provision 383</b>
Minimum frontage of 18m (RL3)	Minimum frontage of 14.5m
Maximum lot coverage for: 1-storey dwelling of 25% 1.5-storey dwelling of 22% 2-storey dwelling of 19% (SP 10)	Maximum lot coverage for all dwelling types of 25%
Maximum garage floor area 38m <sup>2</sup> (SP 10)	Same
1.5-storey w/attached garage 1.5m 2-storey w/attached garage 1.8m (SP 10)	Same
Minimum landscaping coverage in the front yard is not regulated by 2014-014	Minimum landscaping coverage in the front yard of 60%
Maximum garage door width facing a road for an attached garage is not regulated by 2014-014	Maximum garage door width facing a road for an attached garage of 4m

The medium-density residential area anticipates the development of a townhouse form, up to 16 units. As such, a standard zoning category of RM1 is recommended.

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The only site-specific regulation included is to permit a reduced flankage yard from the standard 3 metre setback to 1.2 metres, consistent with the interior side yard setback.

The regulations affecting the community centre provide some flexibility to the overall siting by providing reduced setbacks to the new public street.

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. A separate application can 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 within the parameters set by the proposed Official Plan Amendment.

The passive space east of Wyndham is proposed to have a complementary zone to that of the proposed re-designation which will allow its use for park purposes. It is considered appropriate to allow these lands to be zoned Open Space (O1). The use of these lands for park purposes will augment the surrounding parks network.

Should there be a requirement in the future to vary the proposed zoning for the former hospital site, the matter will be subject to Council's review and consideration.

### **Future Planning Approvals & Next Steps**

The proposed seniors-oriented housing will be subject to a future development application. Therefore, any development scenario 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 town purposes would be required to follow the Town's standard procedure and protocol. The individual residential lots will need to be created; however, that could occur through different means such as a typical subdivision process through creation by Reference Plan. This has not been determined since further analysis is required to ensure continued co-ordination between the residential development and that of the new Community Centre and Park.

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 a transportation study currently underway.

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There is also a Functional Servicing Study being undertaken to identify the manner in which the community centre and future residential lands will be serviced for water, sanitary and stormwater purposes.

Should Council approve the proposed amendments, Staff will continue to work towards implementation of the Master Plan, development of the Community Centre and Park, as well as future disposition of the residential lands. Staff will also seek opportunities to develop the seniors-oriented housing lands as quickly as possible.

## **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 facilitate the future development of the former Oakville-Trafalgar Memorial Hospital lands.

## **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 consultation and statutory processes, numerous submissions were made and considered in the preparation of 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. Public comments have been addressed through the amending documents.

### **(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

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**(E) COMMUNITY SUSTAINABILITY**

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

**APPENDICES**

Appendix A – Location Map

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

Appendix C – extract from existing Official Plan

Appendix D – proposed text changes to Official Plan

Appendix E – extract from existing Zoning By-law 2014-014

Appendix F – Public Comments

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