



OAKVILLE

REPORT

SPECIAL COUNCIL MEETING

MEETING DATE: MAY 2, 2017

FROM: Planning Services Department

DATE: April 25, 2017

SUBJECT: **Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands**

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

WARD: 3

Page 1

RECOMMENDATION:

1. That the report from the Planning Services Department, dated April 25, 2017, entitled “Master Plan – former Oakville-Trafalgar Memorial Hospital Lands” be received.
2. That staff be requested to consult with the public on the three draft options and report back to Council on June 26, 2017 or alternatively to a Special Council meeting as called by the Mayor.

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 Oakville-Trafalgar Memorial Hospital (OTMH).
- A number of implementation requirements on the former OTMH site have been evaluated to determine whether the staff recommended option is still appropriate or if other options should be considered.

From: Planning Services Department
Date: April 25, 2017
Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands

- The former Oakville Trafalgar High School, which also houses a threatened bird species, is a designated heritage building that will be retained on-site.
- New options have been created to explore potential land use arrangements for the future community centre and park, the existing parking garage and potential residential development.
- Public consultation to receive feedback on the newly developed options has been scheduled for June 1, 2017.

BACKGROUND:

On April 8, 2013 Council endorsed the final recommendations and next steps for the South Central Public Lands Study through the reports entitled “South Central Public Land Study – Final Recommendations and Next Steps” (PD-024-13) and “Supplementary Report – South Central Public Lands Study and Implementation” (PD-042-13).

The South Central Public Lands Study (SCPLS) was a comprehensive land use study focused on 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 that was carried out in 2012-13 included extensive community engagement and technical analysis for each of the sites. Through this 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 Oakville-Trafalgar Memorial Hospital (OTMH). The staff recommendation regarding the retention of a single pad ice arena and the existing park facilities on the Oakville Arena site was endorsed by Council on October 29, 2012.

With respect to the OTMH site, the report noted that the site is located in a mature, 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 and the former Oakville Trafalgar High School 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. A separate lot was created for it through the province’s exemption from subdivision control under section 50(3) (c) of the *Planning Act*. The remaining lands that were acquired by the town are 5.7 hectares in area. The lands immediately east of Wyndham Manor are encumbered by a number of easements for utilities and fire access, leaving an area of approximately 5.4 hectares to be considered for redevelopment.

From: Planning Services Department
Date: April 25, 2017
Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands

The former Oakville-Trafalgar High School building is designated under Part IV of the *Ontario Heritage Act*. The building has been vacant for more than 20 years. It is currently home to a chimney swift colony. The birds are a threatened species under both provincial and federal legislation and they return from Peru each spring to roost in the school's four chimneys.

At the time of the 2013 study, it was identified that a new community centre was to be included as part of the OTMH redevelopment. The 2012 Parks, Recreation and Library Master Plan recommended the development of a 40,000- 45,000 square foot community centre with a 25 metre pool. Additional park facilities were also identified for south east Oakville, which are typically located in association with a community centre, potentially including a basketball court, a playground and a skateboard park.

A five year technical update of the Parks Recreation Library Master Plan was recently initiated by the town. It can be found in the complementary Community Services staff report on the same Council agenda as this report.

COMMENT / OPTIONS:

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.”*

The intent of the Livable Oakville Plan policies (s.26.1.3) for the former OTMH site was to provide for a mix of low and medium density housing types with an overall development density not to exceed 29 units per net hectare.

The 2013 staff recommended land use option for the OTMH site was based on a number of parameters and implementation considerations that needed to be addressed prior to moving forward with the development option that was endorsed in principle by Council. Some of the studies listed in section 26.1.1 concerning potential redevelopment of the former hospital lands have been completed and their findings are discussed below.

Former Oakville Trafalgar High School (OTHS)

The Halton District School Board closed its original OTHS location at 291 Reynolds Street in 1992. The oldest portion of the building, built in 1908, was designated by By-law 1994-011 as a property of historical and architectural value and interest pursuant to the *Ontario Heritage Act*.

The property was acquired by Halton Healthcare Services and incorporated into the former hospital site. The more contemporary portions of the high school building were demolished in 2001 to allow for the construction of the Wyndham Manor Long Term Care Centre. The original (1908) portion of the high school has remained vacant since that time.

Section 26.1.4 of the Livable Oakville Plan 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.”

A structural review in July 2016 confirmed that, despite the poor condition of the interior elements, the former high school's structure is in good condition overall. The four chimneys that serve as chimney swift habitat also appear to be stable. Subject to certain repairs, the building was deemed suitable to be incorporated into future development.

Chimney Swift Colony

Staff from the Planning Services Department and the Environmental Policy Department prepared a memo to Council in November 2016, about the chimney

From: Planning Services Department
Date: April 25, 2017
Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands

swift habitat in the original OTHS building, and outlining the requirements for the maintenance or replacement of chimney swift habitat.

The chimney swift is a migratory bird species recognized by the federal *Species at Risk Act*, and listed as “Threatened” under Ontario’s *Endangered Species Act*. “Threatened” means the species lives in the wild in Ontario, is not endangered, but is likely to become endangered if steps are not taken to address the factors threatening it. Each summer, a flock of about 150 chimney swifts occupy the four triple-flue chimneys of the original OTHS building at 291 Reynolds Street, which has been vacant for over 20 years. In accordance with the *Endangered Species Act*, the town will be required to maintain or replace the existing chimney swift habitat as part of the redevelopment of the former hospital site.

Since 2009, Chimney swifts have been listed as “Threatened” under Ontario’s *Endangered Species Act*. Since July 1, 2013 proponents wishing to repair, maintain, modify, replace or demolish a chimney that is habitat for chimney swifts have been required to follow certain rules as set out in Ontario Regulation 242/08 (General) under the *Endangered Species Act, 2007*. The rules relate only to the chimney and not to other areas of habitat.

A proponent of alterations to a chimney that is chimney swift habitat must:

- register the work and the affected species with the Ministry of Natural Resources and Forestry before the work begins;
- minimize the effects of the activity on chimney swifts;
- in most cases, create and maintain new habitat for chimney swifts;
- report sightings of rare species and update registration documents, if needed;
- monitor the new habitat that is created and report on certain observations; and,
- prepare and maintain records that relate to the activity and the habitat.

Any alterations to the OTHS building that affect the chimneys must take into account the following:

- Steps must be taken to prevent the birds from building nests or entering the chimneys during their active season, generally between April and October (e.g., capping the chimneys prior to the anticipated work beginning).
- If the work (construction) will be completed in a single active season, no habitat compensation will be required. The displacement of chimney swifts from their usual habitat for one active season is allowed.
- If the work will extend beyond a single active season, and the swifts will continue to be prevented from using their original chimney habitat, suitable compensation habitat must be created within 2 kilometres of the site.

South East Community Centre

The various concepts considered by Planning Staff incorporate a community centre of 4,180 square metres (40,000 s.f. - 45,000 s.f.) and a park space with a range of potential sizes. Detailed information regarding the South East Community Centre can be found as part of Council's agenda of 2 May, 2017.

Future Park

With respect to the future park, the public identified a number of other uses that could be included. The full breadth of these uses has not been established, but is expected to be presented to the public in autumn 2017 for additional consultation. Parks and Open Space Staff will report back to Council on these options subsequent to the public consultation.

Comments received from the public had suggested a moderate-sized park on the site to accommodate a range of passive recreational activities. The expected park size would be within a range of 0.3 to 0.5 hectares (0.74 – 1.2 acres).

LAND USE OPTIONS

From the 2013 SCPLS study, Council endorsed in principle a land use option that included a new community centre, preservation of the OTHS, park space, residential development and potentially a medical office or facility. The community centre was integrated with the OTHS as a single building in this option.

A number of implementation requirements have been evaluated to determine whether the staff recommended option is still appropriate or if other options should be considered. Town staff has further explored the initial Council choice as well as additional options to better understand the overall land use composition.

Options have been created to ensure community building principles are met. These principles are derived from previous public engagement held over the last several years, as well as those outlined through the Town's Official Plan. These principles include:

- 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

From: Planning Services Department
Date: April 25, 2017
Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands

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

Given the foregoing principles, Staff has explored potential locations for a new community centre on the former hospital site in consideration of the immediate context, individual site constraints and governing Official Plan policies. There are only four possible community centre locations: connected to the former OTHS building, or to the north, west or south of the existing parking garage. The latter option was not pursued as it did not advance several of the foregoing principles but most notably, it could not maintain a close relationship between the community centre and future park space.

The proposed options, detailed below, are premised on locating the 4,180 m² community centre with a direct connection to the adjacent park, and in close proximity to the parking garage. The balance of the lands can then be used for residential or community land uses, in accordance with existing Official Plan policy. The overall number of residential units is limited by the Official Plan direction to limit density to a maximum of 29 units per hectare.

The OTHS building, given its heritage significance, is static in all of the concepts and retains a prominent presence along Reynolds Street. There are some opportunities for the re-use of the building such as for a community use, a stand-alone multi-unit residential use or potentially as a seniors-oriented residence. Further exploration of this potential may be undertaken.

Among the various options, residential development consists of single-detached lots which are intended to have a similar dimensional size and area as lots in the immediate area. There is also potential for some multi-residential land uses to be considered, consistent with Official Plan policy. Streets are expected to be public streets, but lanes could be either public or private depending on access and overall development feasibility.

In addition, staff has heard throughout the public consultation a desire to accommodate seniors' housing on-site. While not specifically shown in the various

From: Planning Services Department
Date: April 25, 2017
Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands

options, the opportunity to include some form of seniors' housing could be considered either in conjunction with the redevelopment of the high school building, or stand-alone. Potential for this will be explored through the community consultation on June 1st.

None of the options include a medical facility. Currently the LHIN is conducting a health needs assessment with cooperation with Halton Region Public Health and Social Services and the Town. This study will be completed later this year. Upon completion, if required, programming options, throughout the town, will be explored.

The three options are conceptual and are expected to be further refined through future public consultation to evaluate the nuances of each option. These options are further described below.

Option 1 – Modified 2013 concept

As noted above, the 2013 SCPLS land use option that Council ultimately endorsed in principle, based on staff's recommendation, included a community centre, park, potential medical facility and residential land uses. The number of residential units was 156 with the inclusion of a medical facility (206 units without the facility). This total number of units was premised on applying a 29 units per gross hectare across the whole of the town-owned property – including the area occupied by the future community centre, park, parking garage, and OTHS.

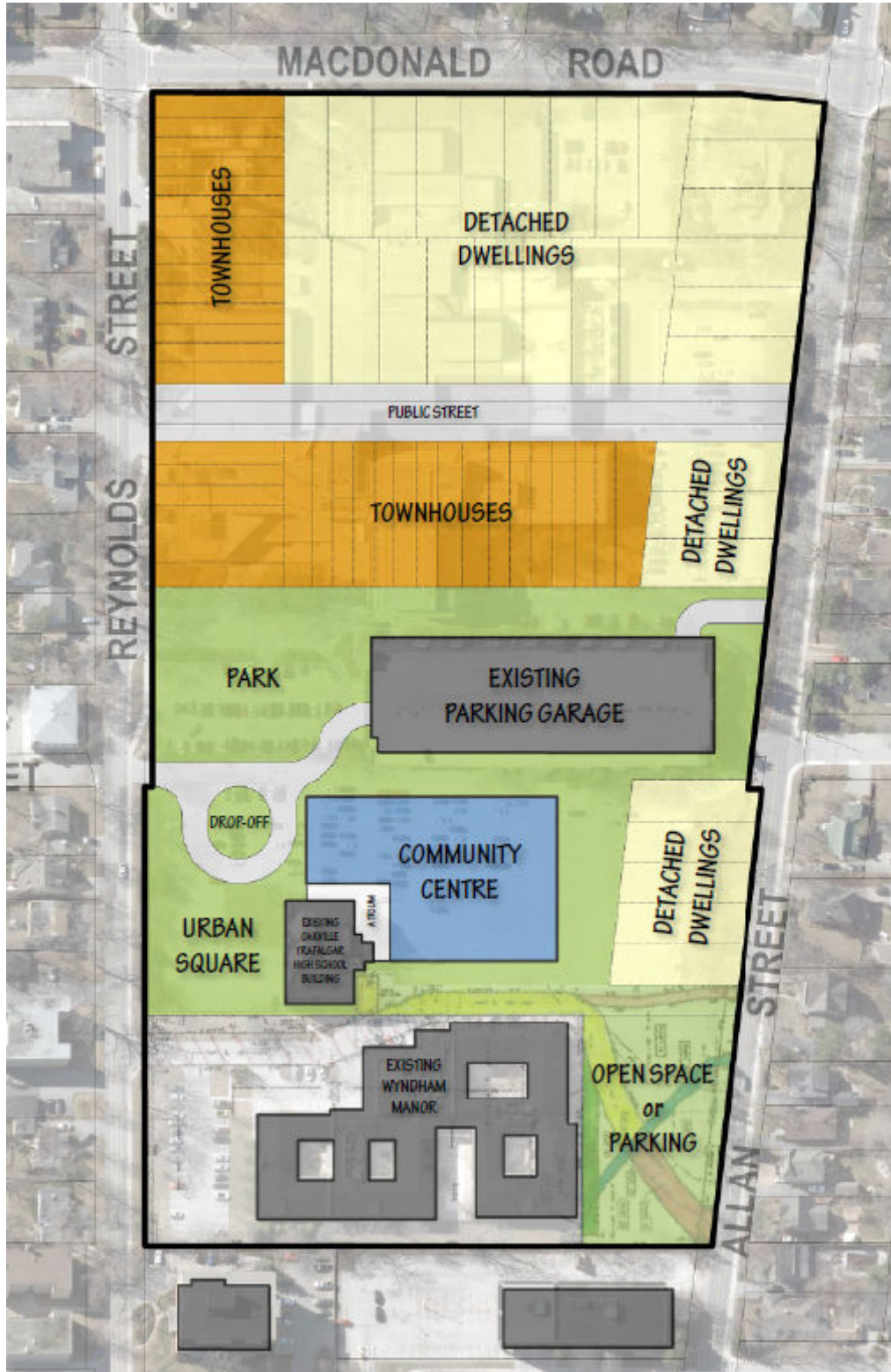
The town's Official Plan calculates density based on the net developable area for the residential use. As a result, the number of units in all of the current concepts is substantially less than what Council reviewed in 2013 since the number of residential units is constrained by 29 units per net hectare and applies to only those lands where residential uses are proposed. This approach is consistent in all options presented in this report. The site-specific Official Plan policy (s.26.1.3) permits a range of residential building forms, including single-detached, multiple-attached (townhouses) and apartments, among other residential type uses and forms.

The modified concept (Option #1) illustrated below further explores the council-endorsed option of integrating a future community centre building with the OTHS building. The community centre itself is approximately 3,250 m² with the balance of 930 m² being located within the OTHS building and the adjoining atrium. The concept also presents single-detached residential development to the north of the OTHS and parking garage, along Macdonald Road and Allan Street. Some townhouse development is identified along Reynolds Street and a new east-west street that would connect Allan Street to Reynolds Street. This concept maintains the overall net residential density at less than 29 units per hectare.

From: Planning Services Department

Date: April 25, 2017

Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands

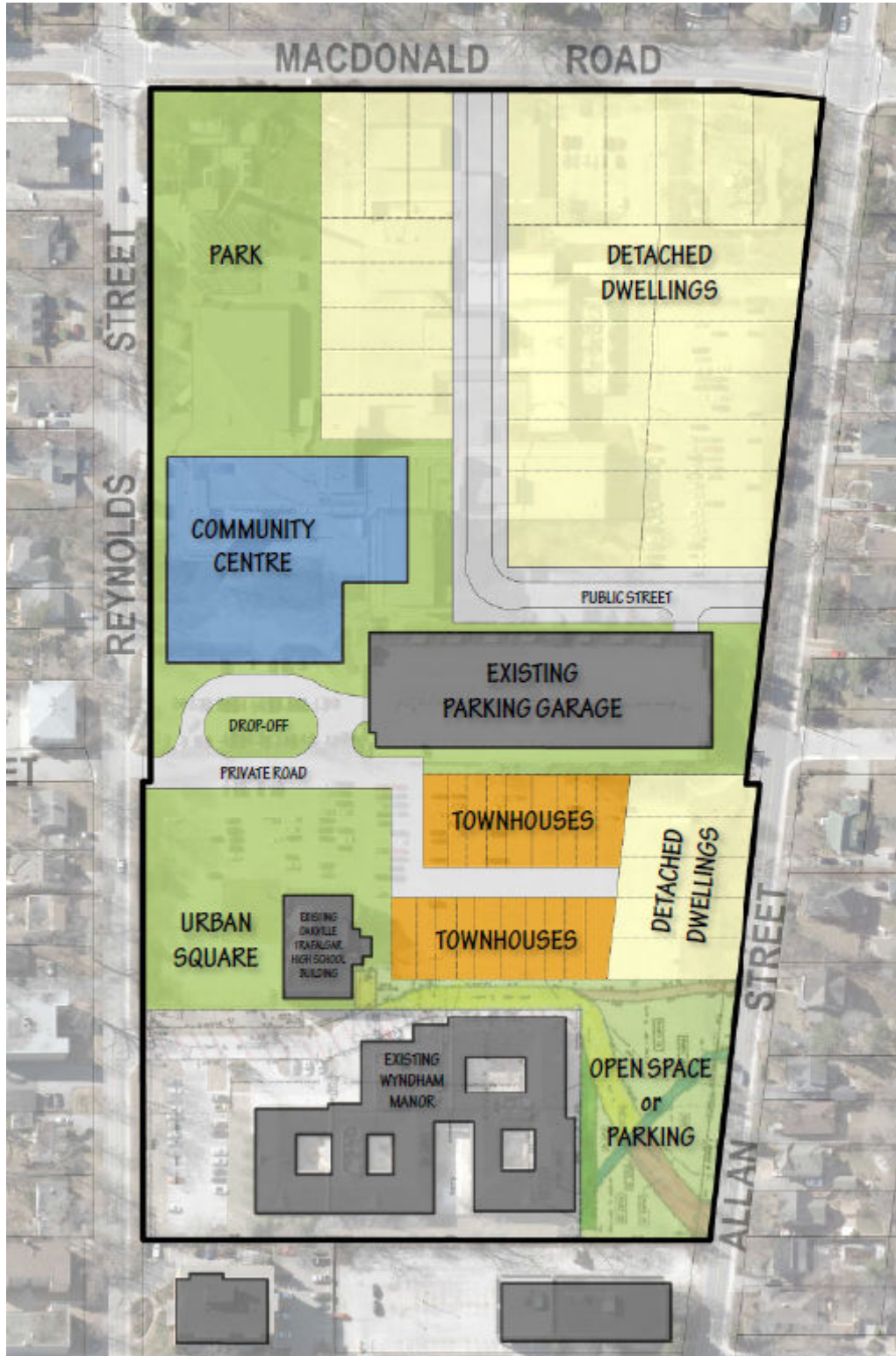


Option 1

From: Planning Services Department
Date: April 25, 2017
Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands

Option 2 – Westerly community centre concept

In this concept, the community centre is focussed on the Reynolds Street frontage while a drop-off and parking garage access is provided from the Lawson Street intersection. The residential lotting pattern along Allan Street and Macdonald Street is comparable to the existing lotting pattern to the north and east of the site. Lots are intended to be consistent with the zoning by-law regulations of the neighbouring RL3-0-10 zone. Townhouses, served by a private lane, are proposed east of the OTHS, south of the parking garage. Single-detached lots fronting Allan Street in this location are reflective of the lotting pattern east of Allan Street.



Option 2

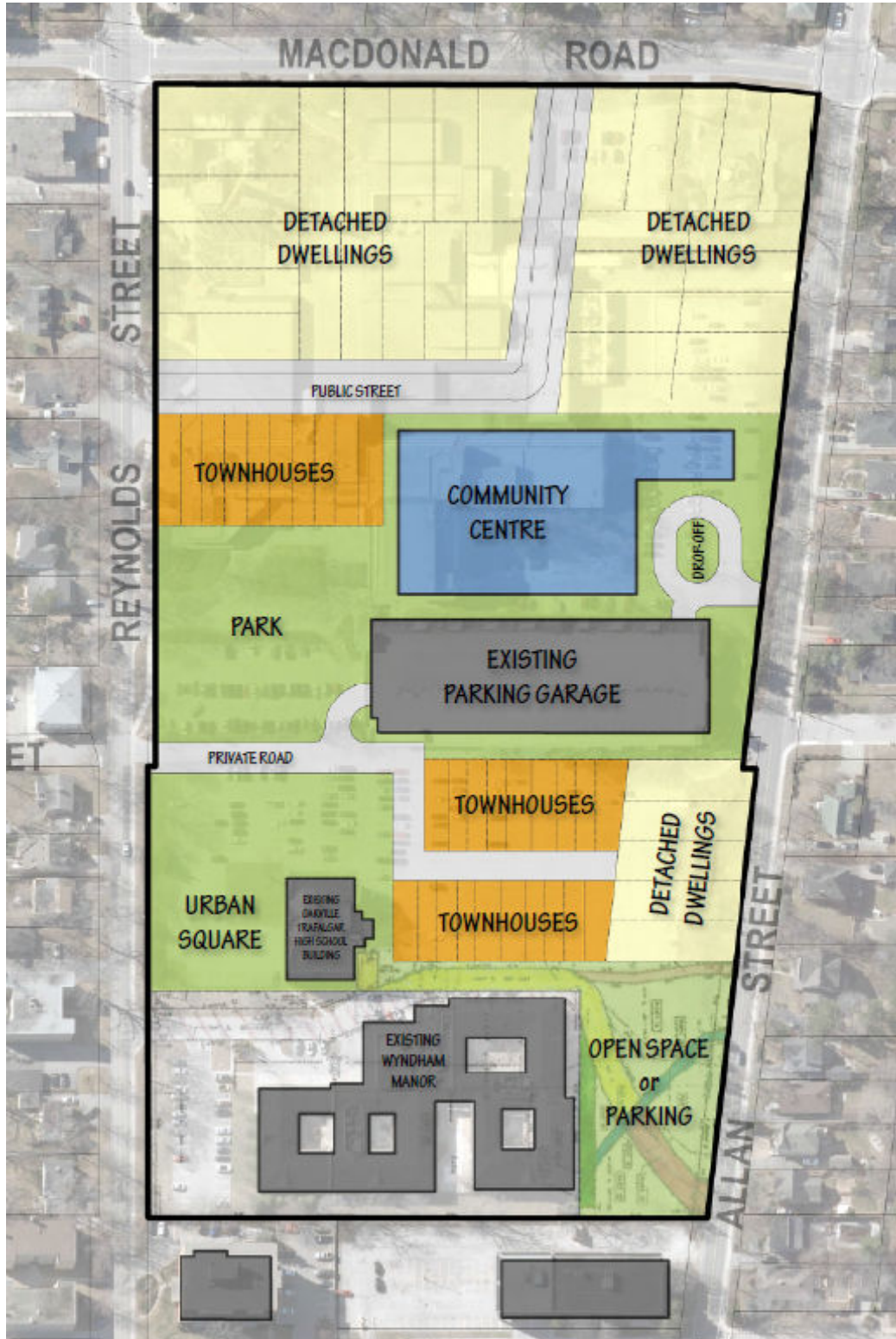
From: Planning Services Department
Date: April 25, 2017
Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands

Option 3 – Northerly community centre concept

The community centre is proposed to be centrally-located in this concept, just north of the parking garage. Access could potentially be from the new public street to the north with a drop-off from Allan Street. This driveway also serves to provide access to the parking garage. The park is prominently located along the Reynolds Street frontage while a residential lay-out is proposed east of the OTHS similar to Option 2.

SPECIAL COUNCIL MEETING

From: Planning Services Department
Date: April 25, 2017
Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands



Option 3

The land use concepts, while following the principles identified above, can be further evaluated with criteria. These criteria may include:

- Conformity to Official Plan policy (density, mix of uses, compatibility)
- Connectivity to the surrounding neighbourhood
- Heritage and Endangered Species – ensure heritage features maintained and conserved, along with chimney swift habitat
- Infrastructure – ensure the development can be serviced for water, wastewater, stormwater management
- Community centre operational considerations
- Potential park programming
- Financial considerations – measuring costs and benefits, identified as a range of estimated revenue

Planning Approvals

A number of *Planning Act* approvals related to implementing the contemplated land use composition will be necessary in order for the redevelopment of the former hospital site to proceed. An Official Plan amendment is required since the site is currently designated as “Institutional”. Also, a zoning by-law amendment will regulate future land uses.

Any residential development is assumed to be subject to a future draft plan of subdivision approval, or 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. These development applications, along with Official Plan and zoning by-law amendments, would be subject to a statutory public consultation process.

In addition, 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 disposition of any surplus lands is expected to follow town procedure and protocol.

From: Planning Services Department
Date: April 25, 2017
Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands

Next Steps

An opportunity to gather public input on the various options is scheduled for 1 June. Following this consultation, draft amendments will be presented to Council on June 26, 2017 or alternatively at a Special Council meeting as called by the Mayor.

Amendments to the Town's Official Plan and Zoning By-law to implement the future development permissions are expected by the end of 2017.

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. Additional opportunities will be provided to solicit public opinion in June 2017.

(B) FINANCIAL

The financial aspects of this project will be further reviewed and refined through on-going consultation. Some initial analysis can be found in the Corporate Services report also on the same Council agenda as this report.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Consultation with the Community Services and Corporate Services Commissions has been on-going.

(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 fiscally sustainable
- enhance our cultural environment
- be the most liveable town in Canada

From: Planning Services Department
Date: April 25, 2017
Subject: Master Plan – Former Oakville-Trafalgar Memorial Hospital Lands

(E) COMMUNITY SUSTAINABILITY

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

Prepared and Recommended by:

Diane Childs, MCIP, RPP
Manager, Policy Planning and Heritage

Gabe Charles, MCIP, RPP
Senior Manager
Current Planning and Urban Design

Submitted by:

Mark Simeoni, MCIP, RPP
Director, Planning Services

Approved by:

Colleen Bell
Commissioner
Community Services

Jane Clohecyc
Commissioner
Community Development

Gord Lalonde
Commissioner
Corporate Services