



# INFORMATION REPORT

<b>TO:</b>	Chair and Members Planning Committee
<b>COMMITTEE DATE:</b>	October 31, 2017
<b>SUBJECT/REPORT NO:</b>	Former Hamilton Psychiatric Hospital Lands Consultation Summary (Ward 7) (PED16254(c))
<b>WARD(S) AFFECTED:</b>	Ward 7
<b>PREPARED BY:</b>	Shannon Mckie 905-546-2424 Ext. 1288
<b>SUBMITTED BY:</b>	Steve Robichaud Director, Planning and Chief Planner Planning and Economic Development Department
<b>SIGNATURE:</b>	

## Council Direction:

Planning Committee at its meeting of February 17, 2017 approved the following:

“(b) That staff be authorized and directed to undertake comprehensive due diligence and development planning for the property, including but not limited to: engaging the public and potential partners in discussions related to the development and implementation of a holistic vision and plan for the property; assessing the environmental, servicing, heritage, and market conditions; determining economic and financial implications of potential redevelopment and use options; and retaining any required consulting services to support this initiative;”

“(e) That, based on negotiations and studies outlined in Report PED16254(a), staff be directed to report back to General Issues Committee prior to September 1, 2017 with analysis, options and a recommended course of action;”

## Information:

The former Hamilton Psychiatric Hospital (HPH) lands, located at 100 West 5<sup>th</sup> Street, have been declared as surplus property by the Province of Ontario and will be sold by Infrastructure Ontario.

The Council approved Portfolio Management Strategy identifies the requirement for any acquisition of property to be based on an approved program, and identified source of funding, suitable due diligence, and a supportive business case. To consider the

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potential acquisition of the HPH lands, City Council directed staff to undertake a community and stakeholder consultation process to review the existing conditions of the subject property and the relevance and validity of the current planning framework. Planning staff engaged consultants to assist with the review of the subject property, the current planning framework, as well as to facilitate both public and stakeholder consultation processes. A report on the acquisition of the lands was considered at the General Issues Committee meeting of September 6, 2017.

**Subject Property**

The subject property comprises approximately 11.6 hectares of the former Hamilton Psychiatric Hospital lands, and is located at 100 West 5<sup>th</sup> Street (see Appendix “A” to Report PED16254(c)). Of the total 11.6 hectares of land, Infrastructure Ontario is currently in the process of selling approximately 8.7 hectares. Approximately 2.9 hectares have been conveyed, by the Province to the City, for the protection of the Niagara Escarpment, an Environmentally Significant Area adjacent to the brow of the Escarpment, and required vegetation protection zone.

The subject property consists of various buildings associated with the former Hamilton Psychiatric Hospital, which includes Century Manor (designated a heritage building under the *Ontario Heritage Act*), the Barton Workshop, Inverness Place, the Powerhouse, Beckfield Building, the Bunker, and the Trades building. A small portion of the Fennell Avenue frontage, consisting of the Ambulance Dispatch Centre and a Health Lab, is surplus to Provincial requirements and is therefore currently not for sale and does not form part of the subject property for the purposes of this Report.

**Summary Details of Subject Property**

**Property Description:** Area: 11.6 hectares, of which 8.7 hectares are currently for sale.  
Frontage: 199.677 metres

**Existing Land Use and Zoning:**

	<u>Existing Land Use</u>	<u>Existing Zoning</u>
<u>Subject Lands</u>	Former Hamilton Psychiatric Hospital	Major Institutional (I3) Zone (Suburban Agriculture and Residential, etc) B-1/S-1353
<u>Surrounding Lands:</u>		
North	Niagara Escarpment Brow	Major Institutional (I3) Zone

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South	Mohawk College/Hillfield Strathallan College	Major Institutional (I3) Zone
East	St. Joseph's Healthcare Centre	Major Institutional (I3) Zone
West	Single Detached Dwellings	(Suburban Agriculture and Residential, etc) B-1

Century Manor

Century Manor was constructed in 1884 as the second major building on the grounds of the former Hamilton Psychiatric Hospital lands. Century Manor was designated under Part IV of the Ontario Heritage Act in 1997 by municipal By-Law No. 97-198. When the property was first designated in 1997, the Ontario Heritage Act did not speak to municipal designations of provincially-owned property. Therefore, a designation by-law could be passed, but was not binding on the Crown. Although subsequent amendments to the Act prevent municipal designation of provincially-owned property, the previous designation by-laws were not repealed. As such, the existing municipal designation of Century Manor continues and, although it is not binding on the Crown, it would apply to anyone purchasing the property should it be declared surplus and sold by the province.

**Urban Hamilton Official Plan (UHOP)**

The subject property has a high profile given its size, history, prominent location, accessibility, and adjacent land uses. In conjunction with the surrounding institutional uses, the subject property forms part of a Major Activity Centre in the Urban Hamilton Official Plan (UHOP). Major Activity Centres are significant elements of the UHOP Urban Structure and are recognized as major employment generators in the health care and education sectors. The function of a Major Activity Centre is to accommodate major institutional uses that also can take advantage of locations on Primary Urban Corridors, arterial roads, and future higher order transit lines. The associated Institutional Designation provides for institutional and cultural facilities, and ancillary office, residential and recreational uses. In addition, UHOP policy permits low density residential uses, parks and open space, and community facilities/services where institutional uses cease to operate.

Based on the above, the subject lands are identified as "Major Activity Centre" on Schedule "E" – Urban Structure, designated as "Institutional" on Schedule "E-1" – Urban Land Use Designations in the UHOP. The following policies, amongst others summarized in Appendix "C" to Report PED16254(c), are applicable to the future development of the subject property:

Permitted Uses:

Areas identified as “Major Activity Centre” shall function as major employment generators in the educational and health care sectors and shall accommodate major institutional uses and ancillary residential, recreation, research and office uses. The “Institutional” Designation specifically permits the following uses:

“E.6.2.2 The following uses shall be permitted on lands designated Institutional on Schedule “E-1 – Urban Land Use Designations:

- a) educational facilities, except commercial schools;
- b) religious facilities;
- c) cultural facilities;
- d) health care facilities;
- e) long term care facilities;
- f) day care facilities;
- g) accessory uses; and,
- h) ancillary uses, in accordance with Policy E.6.2.3, E.6.2.4, and E.6.2.5.

E.6.2.3 Administrative offices of educational, religious, cultural, health, welfare, and governmental activities, not *accessory* to the institutional use on the same property, may be permitted provided the following conditions are met:

- a) The site shall be located on a major or minor arterial road as identified on Schedule C – Functional Road Classification.
- b) Adequate on-site parking shall be provided.

E.6.2.4 Residential uses *ancillary* to an institutional use, such as student residences, convents, and continuing care projects may be permitted provided the following conditions are met:

- a) The site and/or building shall be designed to minimize negative impacts on institutional uses.

- b) Residential uses shall be developed in accordance with Section E.3.4 – Low Density Residential or Section E.3.5 – Medium Density Residential. The appropriate density shall be determined on a site by site basis provided it meets the applicable policies of Sections E.3.3 – Low Density Residential and E.3.5 – Medium Density residential, inclusive.
  - c) Adequate on-site parking shall be provided.
- E.6.2.5 Recreational uses may be permitted provided the following conditions are met:
- a) The site and/or building shall be designed to minimize negative impacts on residential uses on adjacent lands designated Neighbourhoods.
  - b) Adequate on-site parking shall be provided.
- E.6.2.6 Notwithstanding Policy E.6.2.2, where institutional uses cease on lands designated Institutional, low density residential uses, parks and open space uses, or *community facilities/services* uses may be permitted without an amendment to this Plan, provided the uses are *compatible* with the surrounding area and are in keeping with the policies of this Plan.”

Built Form and Compatibility:

The “Institutional” Designation, in addition to Section B.3.3 – Urban Design Policies, establishes design requirements for large parcels of land. Individual building design and location should be developed comprehensively to create a campus setting. Policies in Section E.6.3.2 address specific design elements that should be considered:

- “E.6.3.2 Large institutions contained in a campus like setting shall be encouraged to undertake campus plans which address the following matters:
- a) design of individual buildings and their relationship to each other, including the location of future buildings;
  - b) pedestrian linkages between buildings, pedestrian circulation plans, and attention to pedestrian environment, including the installation of *urban braille*;
  - c) integration of bicycle facilities and transit stop/stations into the site or adjacent to the site;
  - d) use of way-finding signage;

- e) location of lighting;
- f) location of entryways/gateways should be identified and marked with entryway features;
- g) traffic circulation both into and within the site; and,
- h) integration and relationship of the institutional buildings to adjacent land uses through building placement (peripheral campus buildings to address the public street) and built form.”

### Cultural Heritage

The subject property is identified as a “Cultural Heritage Landscape” and “Individually Designated Property” on Appendix “F” – Cultural Heritage Resources of the UHOP. Section B.3.4 Cultural Heritage Resources policies establish methods for conserving archaeological, built heritage, and cultural heritage landscapes.

#### **“B.3.4.2 General Cultural Heritage Policies**

B.3.4.2.1 The City of Hamilton shall, in partnership with others where appropriate:

- a) Protect and *conserve* the tangible *cultural heritage resources* of the City, including *archaeological resources*, *built heritage resources*, and *cultural heritage landscapes* for present and future generations.
- b) Identify *cultural heritage resources* through a continuing process of inventory, survey, and evaluation, as a basis for the wise management of these resources.
- c) Promote awareness and appreciation of the City’s cultural heritage and encourage public and private stewardship of and custodial responsibility for the City’s *cultural heritage resources*.
- d) Avoid harmful disruption or disturbance of known archaeological sites or areas of archaeological potential.
- e) Encourage the ongoing care of individual cultural heritage resources and the properties on which they are situated together with associated features and structures by property owners, and provide guidance on sound conservation practices.

- f) Support the continuing use, reuse, care, and conservation of cultural heritage resources and properties by encouraging property owners to seek out and apply for funding sources available for conservation and restoration work.
- g) Ensure the conservation and protection of cultural heritage resources in planning and development matters subject to the Planning Act either through appropriate planning and design measures or as conditions of development approvals.
- h) Conserve the character of areas of cultural heritage significance, including designated heritage conservation districts and cultural heritage landscapes, by encouraging those land uses, development and site alteration activities that protect, maintain and enhance these areas within the City.
- i) Use all relevant provincial legislation, particularly the provisions of the Ontario Heritage Act, the Planning Act, the Environmental Assessment Act, the Municipal Act, the Niagara Escarpment Planning and Development Act, the Cemeteries Act, the Greenbelt Act, the Places to Grow Act, and all related plans and strategies in order to appropriately manage, conserve and protect Hamilton's cultural heritage resources.

3.4.2.2 The City consists of many diverse districts, communities, and neighbourhoods, each with their own heritage character and form. The City shall recognize and consider these differences when evaluating development proposals to maintain the heritage character of individual areas.”

### **Consultation Objectives**

As directed, the consultants developed a consultation strategy to address the following objectives:

- Assess local institutions interest in the property, potential partnerships between the City and local institutional leaders, and potential future uses for the property.
- Engage the community to identify the opportunities and constraints on the property.
- Engage the community and stakeholders in determining the appropriate land use for the subject property.

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- Review the current vision and planning framework for the subject property in relation to the community and stakeholder interests for the potential future redevelopment of the property.
- Collaborate with stakeholders and the community to create potential development scenarios.
- Determine policy implications of the findings of the community and stakeholder engagement process.

**Consultation Activities**

The objectives of the consultation process were exploratory in nature and designed to consult and engage with the community and stakeholder in a variety of ways. The engagement approach focused on the thoughtful design of events that would both inform and offer a venue for community and stakeholder discussion and collaboration. Input was collected in an incremental manner to allow for the evolution of design parameters and development scenarios. The engagement activities involved:

**1. Stakeholder Interviews:**

Telephone interviews were undertaken with seven major local institutional leaders to determine whether there is an interest in the property for institutional uses. The institutional leaders were also asked about their preferred methods of engagement.

**2. Community Information Meeting:**

A Community Information Meeting was held on Thursday, May 11, 2017 from 6:30-9:00 p.m. in the Collaboratory at Mohawk College, Fennell Campus. Notice of the Community Information Meeting was emailed to local institutions and agencies, and to local community groups. The notice was published in the Hamilton Spectator on April 28, 2017. In addition, a project website was established, being [www.hamilton.ca/HPHlands](http://www.hamilton.ca/HPHlands) and was updated accordingly. Approximately 42 individuals attended the meeting and participated in the facilitated activities.

The purpose of the study was introduced by the Ward Councillor. This was followed by a presentation of the process, background information, as well as preliminary key issues that will influence the future redevelopment of the subject property. The presentation was followed by a visioning, and facilitated activities. Participants were asked to provide comments on some of the key issues respecting the subject property, including:



- a. Land Use and Vision;
- b. Access and Circulation; and,
- c. Cultural Heritage.

**3. Design Workshop:**

Institutional leaders and community members who attended the Community Information Meeting were invited to participate in a design workshop to develop potential land use concepts for the redevelopment of the subject property. The workshop was held on Tuesday, May 30, 2017 from 6:00-9:00 p.m. at the David Braley Health Sciences Centre. An invitation was sent on May 16, 2017, via email, to those individuals that had previously expressed interest in participating in the workshop. Fourteen individuals attended the workshop.

To help facilitate the design workshop, the consultants used the information gathered through the stakeholder interviews and the facilitated discussions of the Community Information Meeting, to establish two land use concepts as a basis. Two themes evolved from stage 1 and 2 of the consultation process, one being an educational development scenario, and the second being a mixed-use development scenario. The workshop allotted time for the participants to discuss the following:

- Potential uses for each development scenario;
- Building typology and location; and,
- Key design considerations.

The agenda allowed opportunity for each of the groups to present their findings before moving on to the next exercise. A detailed explanation of the process and findings of each of the stages of the consultation process is included in Appendix "B" to Report PED16254(c). In summary, the two concepts developed during the workshop included the following elements:

**Educational Concept:**

- Educational Establishment
- Student Housing
- Local Retail

- Student Amenities
- Campus Community Centre (adaptive re-use of Century Manor)
- Open Space
- Parking

Mixed Use Concept:

- Long Term Care Facility
- Retirement Home
- Street Townhouse Dwelling units
- Medical Clinic
- Local Retail
- Community and Cultural Uses (adaptive re-use of Century Manor)
- Open Space
- Parking

The activities did not limit the discussion to the uses or objectives of the existing Major Activity Centre or Institutional Designation of the UHOP. However, each of the development scenarios reflected a development that aligned with the existing policies, and therefore confirmed the existing vision for institutional uses on the property.

**4. Summary of Key Design Considerations:**

The stakeholder consultation, community information meeting, and design workshop helped to determine six key design considerations for the future development of the subject property. The six key design considerations are summarized below:

1. Land Use

The findings of the stakeholder and community consultations determined that the most appropriate future use of the property is for institutional purposes. The development of the property for institutional uses and supportive uses would support the potential expansion of existing institutional uses and provide for partnerships opportunities amongst institutional leaders in the City. A fundamental objective is for the appropriate adaptive reuse of Century Manor as a use aligned with an institution.

The consultation also identified the need for long term care and seniors assisted living. The location of the subject property creates opportunities to make use of the existing services at St. Joseph's Healthcare Centre.

While the surrounding area is well supplied with commercial uses, there is a very limited amount of retail space on the Fennell Avenue corridor or within a short walking distance to the subject property and the broader Major Activity Centre. Any commercial uses proposed for the site must cater to the patrons of St. Joseph's Healthcare Centre, students and faculty of Mohawk College and Hillfield Strathallan College, in addition to the future users of the subject property itself.

2. Scale and Massing

The height and massing of any new building should be compatible with the Niagara Escarpment and the lower density residential neighbourhood immediately to the west. Building heights of no more than 6 storeys should be accommodated on the subject property to preserve views of the Escarpment brow.

Development on the Fennell Avenue street frontage should maintain a 3-storey street wall with ground related commercial uses to enhance the pedestrian realm.

The Major Institutional (I3) Zone allows for development up to the street line when abutting a street, and provides for a building height of 18.0 metres.

3. Density

The size and location of the subject property would allow for a variety of built forms and densities. Consideration should be given to the appropriate transition between the existing low density residential neighbourhood on the western edge of the property, convenient walking distances to community

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facilities, public transit, schools, and recreation facilities, and adequate landscaping, amenity features.

4. Access Points, Circulation, and Parking

The future development of the subject property may require an additional road. The development of a new road through the site would allow for greater circulation through the property, greater public access to enjoy the views, and create access and connections to planned public trails.

The property's location on the Niagara Escarpment presents constraints for underground parking potential. However, parking remains a concern for the community as well as stakeholders. Any future development should plan for and accommodate the appropriate parking for the users on-site, and if possible investigate shared parking opportunities for the surrounding institutional uses to eliminate additional on-street parking constraints for the surrounding neighbourhoods.

5. Cultural Heritage/Reuse of Century Manor

Century Manor is designated as a heritage building and the designation protects the four exterior facades of the building, however, interior renovations to the structure may be permitted. The adaptive reuse of the building should respect the cultural value of the building, and the design of the subject property should be sympathetic to the cultural heritage landscape and history of the property. The area in the vicinity of Century Manor also requires careful consideration to assess the impacts of future development on the cultural heritage value and setting of Century Manor.

6. View Corridors and Landscapes

The subject property's prominent location on the Niagara Escarpment requires careful consideration of the views to and from the lands. As discussed, any development should be of a scale and mass that allows for site lines through the site to the Escarpment Brow. Additionally, views to Century Manor should be conserved to the extent possible to enhance the visual setting and cultural heritage landscape value associated with the property. New development may be oriented towards Century Manor and landscaped open space areas directly adjacent to the building to frame the building, conserve views, and provide for an enhanced natural open space setting.

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The UHOP policies contemplate the objectives discussed in each of the key design considerations. Any future application will be required to address these considerations in the design of the subject property.

### **Summary**

Council's direction sought to review the vision for the future development of the subject property. In consulting with the community residents, agencies, and interested institutional leaders, it can be concluded that the current planned function as an institutional property is relevant and desirable. The results of each stage of the consultation process demonstrated that both the community and stakeholders valued the institutional nature of the property and the continued use as institutional and community facilities. In addition to the key design considerations, the consultation also demonstrated the significant historical value of Century Manor and the need to protect and integrate the adaptive reuse of the building into the comprehensive development of the property.

The consultation process confirmed the current vision and land use designation for the subject property and amendments to the policy framework are not required. Any future development of the property will be required to conform to the applicable policies of the UHOP, summarized in Appendix "C" to Report PED16254(c), and will be subject to the Major Institutional (I3) Zone regulations. Century Manor is designated as a heritage building and the designation protects the four exterior façades of the building, however, interior renovations to the structure may be permitted. At the time of the transfer of the subject lands from the Province of Ontario to the new landowner, the provisions of the Ontario Heritage Act would apply, thereby providing additional protections to this building. Any adaptive reuse of the building would require a cultural heritage impact assessment and heritage impact assessment to be completed to the satisfaction of the City, in consideration of the cultural heritage landscape and significant built heritage resources on the subject property.

### **Appendices and Schedules Attached**

Appendix "A"	Location Map
Appendix "B"	Community and Stakeholder Consultation Summary
Appendix "C"	UHOP Policy Summary

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