



Town of Whitby Staff Report

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Report Title: Lakeridge Health Hospital – Whitby Site

Report to: Council

Date of meeting: May 27, 2019

Report Number: CAO 15-19

Department(s) Responsible:

Office of the Chief Administrative Officer

Submitted by:

Matt Gaskell, Chief Administrative Officer

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

Roger Saunders, Commissioner of Planning, ext. 4309

Sarah Klein, Director of Strategic Initiatives, ext. 4338

1. Recommendation:

1. That Council endorse a Whitby location on the southwest quadrant of Baldwin Street and Highway 407 as the future site of the new Lakeridge Health Acute Care hospital; and,
2. That the Town Clerk forward a copy of Report CAO 15-19 to the Premier of Ontario, all Durham Region MPP's, the Minister of Health and Long Term Care, the Regional Chair and the CEO of Lakeridge Health.

2. Highlights:

- Whitby Council has consistently been supportive of establishing a full service hospital in the Town of Whitby.
- Due to its central location in the Region, distance from current full service hospitals and the availability of land that will be fully serviced to meet the required timeframes, the Town of Whitby is the optimal location for Lakeridge Health's next full service (acute care) hospital.
- The Town has agreed to a land exchange in the vicinity of Baldwin Street and Highway 407 with Fieldgate Developments. The land exchange

provides land to the Town of Whitby for the development of a recreation complex and Fieldgate Developments with lands that are designated for a Health Precinct which provide the optimal location and adequate space for a full service hospital. Fieldgate Developments has expressed to Lakeridge Health the potential of providing these lands for a hospital.

- Staff have been in discussions with various stakeholders to facilitate the transportation network and municipal servicing required for this area.
- The Whitby site for a Health Precinct/full service hospital at Baldwin Street and Highway 407 is readily available and has the following key, site-suitability attributes:
 - Large site size (approximately 45 acres);
 - Centrally located within the regional urban areas of Durham's lakeshore municipalities;
 - Adjacent to the Highway 407 Interchange with frontage on an Arterial road, in close proximity to all amenities, with access to public transit;
 - Adjacent to a future recreation complex making this area a community hub that is in close proximity to significant residential growth;
 - Serviceable; and
 - No environmental constraints.
- The Town intends to work collaboratively with all stakeholders regarding provision of health facilities for its growing community, including a full service hospital in Whitby. To that end, it is recommended that staff establish a Hospital Task Force to develop the business case for Lakeridge Health and the Province to secure the Whitby site as the location for the next full-service hospital in Durham.

3. Background:

Following the closure of the Whitby Hospital on Gordon Street in the late 1990's, Whitby Council has consistently sought to re-establish a full service hospital to serve its growing population. Although Lakeridge Health has maintained the site on Gordon Street as a clinic (e.g. dialysis; palliative care; outpatient care), a full service hospital in Whitby is still needed, given the large population growth experienced in the past 20 years, and to accommodate the 2031 forecasted population of approximately 193,000.

In 2011, Whitby Council passed a resolution (No. 73-11) to ***“re-affirm its support for a new, centrally located full service hospital in Whitby”***.

In 2012, Kevin Empey, President & CEO, Lakeridge Health, made a presentation to Whitby Council regarding the future of health care services in Durham Region, highlighting the philosophy to increase efficiency, but also improve quality while continuing within the current funding envelope. It was indicated at that time, that funding from the Province (for a full service hospital) was being pursued and that there were ongoing conversations with the Ministry of Health regarding building new hospitals in Bowmanville, Oshawa and Whitby within a fifteen-year time frame.

In 2017, Council approved the Age Friendly Action Plan, which identified a hospital in Whitby as a top priority for seniors in the community. In 2017, the Town also completed its municipal comprehensive review of the Whitby Official Plan (OPA 105), which included a specific policy to establish a 'Health Precinct' central to the Whitby community – further reaffirming the Town's commitment to protect health facilities lands, including a full service hospital, in the vicinity of Highway 407 and Baldwin Street.

In 2018, the Region of Durham approved the Brooklin Community Secondary Plan (OPA 105), which also includes specific policies to enable a Health Precinct to be established in the vicinity of Highway 407 and Baldwin Street (outlined in more detail below).

Earlier this year, the Town agreed to a land exchange with Fieldgate Developments in the vicinity of Highway 407 and Baldwin Street, to facilitate and expedite the implementation of the Health Precinct. The Town will also be commencing the Environmental Assessment required for the 'mid-block arterial' road, which will provide municipal services to the site.

4. Discussion:

Lakeridge Health is currently developing a master plan, which includes plans for a new comprehensive acute care hospital. The ultimate goal of the master plan is to be patient focused, community informed, and reflective of Durham's growing and diverse populations. The Town of Whitby is eager to partner with the Province and Lakeridge Health to secure an acute care hospital in Whitby.

As identified in Attachment 3, Fieldgate Developments has indicated that it has been in discussions with Lakeridge Health about the possibility of providing lands for a hospital near Baldwin Street and Highway 407 (consistent with the Brooklin Community Secondary Plan) (see Attachment 2). Fieldgate has also indicated that it intends to work collaboratively with the Town regarding the planning, design and construction of the mid-block arterial road required for development in that area.

An acute care hospital at Baldwin Street and Highway 407 would support the mandate of the Ministry of Health and Long Term Care. A Whitby hospital would support a patient-focused, results-driven, integrated and sustainable publicly funded health system. An additional hospital in Durham is needed to sustain good health, deliver good care when people need it and protect the health system for

future generations. The Town of Whitby is supportive of an acute care hospital in north Whitby and supports the Ministry in continuing to invest in health care to ensure that all Ontarians can get quality health care faster, when and where they need it.

An acute care hospital in Whitby would also align with the following Strategic Directions outlined in Lakeridge Health's 2019-2024 Strategic Plan:

- Improving population health by promoting health and wellness strategies that foster healthier communities;
- Improving individual health care by delivering high quality care in community settings; and,
- Creating an integrated system of care by leading the transformation to a connected and integrated system of care in Durham Region, strategies that foster healthier communities.

Lakeridge Health's Strategic Plan identifies that Durham Region's growth will double from 680,000 in 2016 to 1.2 million in 2041. Whitby will be one of the fastest growing municipalities during this time and a full service hospital would not only assist in meeting the current and increasing demands due to growth of the Region, but will also be centrally located to address the growth in West Whitby and Brooklin (see Attachment 1).

Furthermore, the proposed Whitby hospital site fully addresses the integrated system of care and compliments the current acute care hospital locations. Currently, Lakeridge Health has four acute care hospital locations – Ajax Pickering, Bowmanville, Oshawa and Port Perry. The Ajax Pickering, Bowmanville and Oshawa locations are all located in the south portions of the municipalities; geographically, a Whitby site, located in the north and close to transit infrastructure is the optimal site to compliment the current services and address population growth and service demands across the Region. The newly announced north Pickering Health and Wellness Centre enhances health services in the north-west area of the Region further making the case for a north-Whitby location.

The Town of Whitby is looking to build a recreation complex adjacent to the Health Precinct site owned by Fieldgate Developments. These lands are in a prime location in the Region and development would serve as a significant community hub enhancing the overall health and wellness for the community and providing care close to home.

Staff will be coordinating the creation of a Task Force to support the development of the business case demonstrating that Whitby is the optimal choice for the future hospital site. Staff will report back to Council on the composition and progress of the Task Force which will be led by the Strategic Initiatives Division. The Task Force should include Town of Whitby staff, community members and agency representatives.

As many municipalities will desire the next full service hospital in their community, this will be a competitive process. In order to put forward the best case for the Town and ensure the best chance of success, this process will require full support of Council and unity in decision making.

The further development of the business case would include components related to the proposed site, alignment with official plans, servicing and access. Details on these matters are listed below:

Highway 407 & Baldwin Street Site

The subject lands at Highway 407 and Baldwin Street (refer to Attachment #1) have the following key attributes for establishment of a Health Precinct/full service hospital:

- Large site size (+/-18.4 hectares; 45.5 acres), consisting of only three (3) parcels which can easily be consolidated;
- Located in close proximity to Highway 407; less than 1km from Highway 407/Baldwin Street interchange;
- Access from three (3) Arterial Roads (Ashburn Road; Baldwin Street and the future 'mid-block' arterial road);
- Access to public transit;
- Adjacent to a future Town of Whitby recreation complex;
- Environmental Assessment (EA) for 'mid-block' arterial road commencing in 2019;
- Key landowners working collaboratively with the Town (i.e. co-proponents) regarding the EA process for the 'mid-block' arterial;
- Municipal water/sanitary servicing will be extended to the site via the 'mid-block' arterial road, following completion of the EA;
- Centrally located within the regional urban areas of Durham's lakeshore municipalities (Pickering, Ajax, Whitby, and Oshawa);
- No environmental (i.e. natural heritage/natural hazard) constraints and located outside the Central Lake Ontario Conservation's regulated area; and
- Land use planning policies (Durham Regional Official Plan and Whitby Official Plan) permit a full service hospital use.

The subject lands are located in close proximity to other major health, education, and commercial facilities, including:

- Lakeridge Health Whitby – 10+/- km
- Lakeridge Health Oshawa – 13+/- km
- Lakeridge Health Ajax/Pickering – 17+/- km
- Lakeridge Health Port Perry – 22+/- km
- Uxbridge Cottage Hospital – 28+/- km
- University of Ontario Institute of Technology (UOIT) / Durham College – 9.1+/- km
- Winchester and Baldwin Commercial Area – 1 km
- Brock and Taunton Commercial Area – 3 km
- Garden and Taunton Commercial Area – 4 km

Land Use Planning Durham Regional Official Plan

The land use designations in the Durham Regional Official Plan (ROP), Town of Whitby Official Plan (WOP) and the Brooklin Community Secondary Plan would permit health facilities, including a full service hospital on the subject lands. In particular, the ROP indicates that cultural and health facilities shall be directed to locations that are visible and accessible to residents of the Region, preferably in close proximity to existing and future transit routes.

More specifically, the Whitby OP and Brooklin Community Secondary Plan have designated the lands as 'HP' – Health Precinct Special Policy Area (refer to Attachment #2), with associated policies to enable implementation of health facilities, including a full service hospital in Whitby. Section 11.5.21.1 of the OP states that the Health Precinct "shall be developed as a cluster of health and medical related facilities, including research and development facilities and related uses in a highly visible and accessible location in proximity to Highway 407".

Although the lands are currently zoned 'A' – Agricultural in the Town's Zoning By-law 1784, the Town's Zoning By-law includes a general provision that would permit a 'public use', such as a public hospital, in any zone category (excerpt below).

(a) Public Uses

(ii) The provisions of this By-law shall not apply to the use of any land or to the erection or use of any building or structure for the purpose of the public service by ... any department of the Government of Ontario,

Current Surrounding Land Uses

The subject lands are currently surrounded by the following land uses:

North: Highway 407 corridor (incl. future Transitway; future commuter parking lot/future maintenance facility); residential/agricultural use, and vacant parcel (zoned to permit cemetery use); designated as “Business Park”

South: Hydro Corridor; designated “Major Open Space”

East: vacant (former agricultural use); designated as “Prestige Industrial” and “Natural Heritage System”

West: agricultural use; designated as “General Industrial”

Municipal Servicing and Access

Full municipal services (water/wastewater) would be extended to the lands via a ‘mid-block’ arterial road, following the completion of the Environmental Assessment for the road. The Brooklin Transportation Master Plan included a preliminary analysis for the potential location of the mid-block arterial road that would connect Britannia Avenue in Oshawa with Cochrane Street in Whitby. The final alignment of the mid-block arterial road will be determined through an Environmental Assessment, which will commence in 2019. The mid-block arterial road will provide additional road frontage for the site.

The subject lands would have frontage on three (3) arterial roads: Baldwin Street South (Type ‘C’); Ashburn Road (Type ‘C’); Future ‘mid-block’ (Type ‘B’) arterial road. The lands are less than one (1) kilometer from Highway 407, with immediate access to a highway interchange, and are less than 9 kilometers from Highway 401. Public transit (Durham Region Transit Route 302; GO Transit Bus) is available along the Baldwin Street corridor with connections to Whitby GO Station (Major Transit Station – Lakeshore East corridor).

5. Financial Considerations:

The Environmental Assessment for the mid-block arterial road is identified in the Council approved Capital Forecast. Landowner(s) may also contribute to the costs of the EA.

6. Communication and Public Engagement:

A communications plan and marketing campaign would be developed to increase awareness and support for an Acute Care Hospital in North Whitby. This plan would be developed by Staff in collaboration with the Task Force and community partners.

7. Input from Departments/Sources:

The Planning Department, Corporate Services Department, Strategic Initiatives Division and Corporate Communications Division provided input into the development of this Report.

8. Strategic Priorities:

a. Council Goals

The establishment of an acute care hospital aligns with Council's 2018-2022 Goals, in particular:

- To deliver local jobs and prosperity through strategic planning and promotion that builds resilience and economic diversity.
- To ensure Whitby is clearly seen by all stakeholders to be business and investment friendly and supportive; and to continuously improve the customer experience and the effectiveness and efficiency of communications, service delivery and approvals.
- To remain the community of choice for families and become the community of choice for seniors and job creators; and to focus new growth around the principles of strong, walkable and complete neighbourhoods that offer mobility choices.

b. Corporate Strategic Plan and Strategic Priorities

This initiative would also align with the Town's Corporate Strategic Plan, in particular:

1. People

We will foster an inclusive environment where employees can experience job satisfaction and rewarding careers.

1.4 Attract and retain top talent

2. Organization

We will be a high performing, innovative, effective and efficient organization.

2.3 Develop and utilize comprehensive business and financial planning processes

2.5 Enhance our efforts at informing and engaging staff and community

3. Customer (note: customer is defined as both external and internal)

We will provide a consistent, optimized and positive customer service experience.

3.1 Design service delivery around customer needs

9. Attachments:

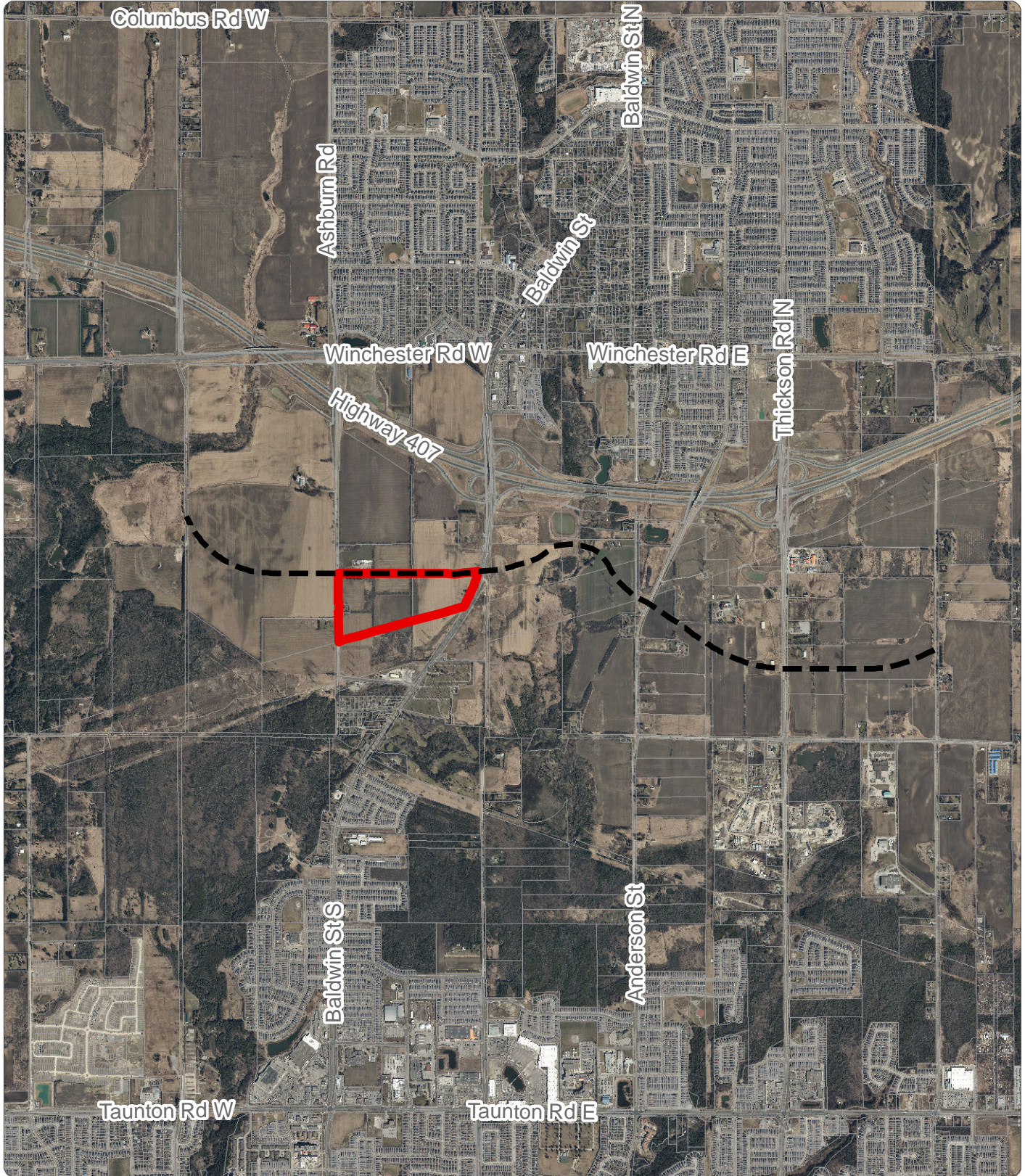
[Attachment #1a – Location Sketch Within Region of Durham](#)

[Attachment #1b – Subject Land](#)

[Attachment #2 – Excerpt from Brooklin Community Secondary Plan](#)

[Attachment #3 – Letter from Fieldgate Developments](#)

Attachment #1b Subject Land



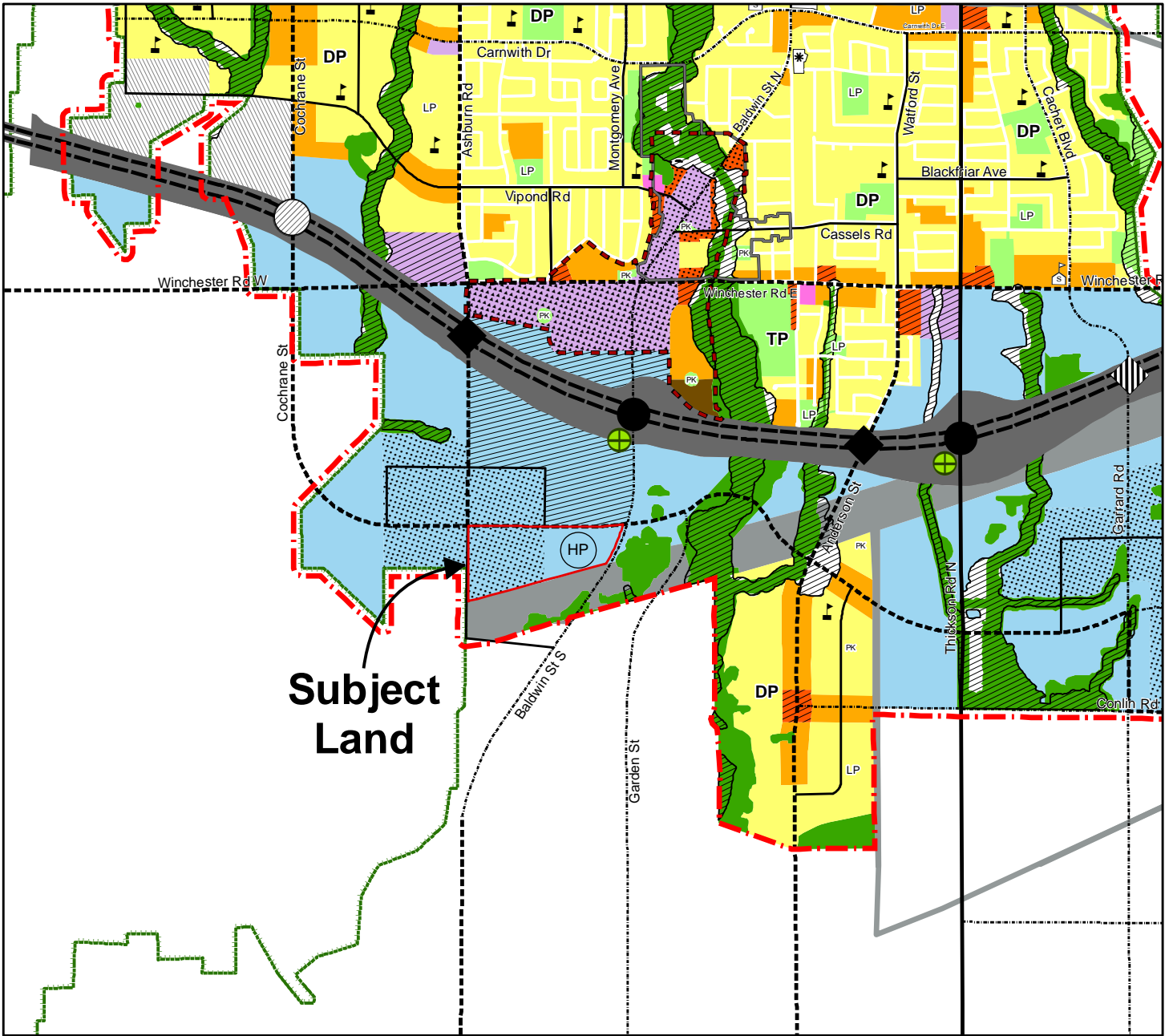
Legend

- ■ ■ Proposed Mid-Block Arterial
- Parcel Fabric
- Subject Land

0 250 500 1,000 m

Attachment #2

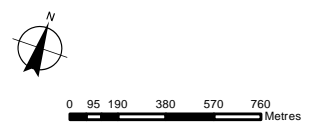
Excerpt from Town of Whitby Secondary Plan Schedule 'K'



LEGEND:

- | | | | |
|--------------------------------------|---------------------------------------------------------------|-----------------------------------------|--------------------------------------------------|
| Low Density Residential | General Industrial | Natural Heritage System | Controlled Access Highway (Freeway) |
| Medium Density Residential | Lands subject to Durham Regional Official Plan Policy 14.13.7 | Linkage in NHS | Type A Arterial |
| High Density Residential | Major Open Space | Natural Hazards | Type B Arterial |
| Local Commercial | District Park | Utility | Type C Arterial |
| Special Purpose Commercial | Local Park | Health Precinct Special Policy Area | Collector Road |
| Heritage Commercial | Parkette | Community Central Area | Greenbelt Plan Boundary |
| Major Commercial | Town Park | Major Central Area | Full Interchange |
| Mixed-Use 1 - Community Central Area | Institutional | Heritage Conservation District Boundary | Potential Interchange (Subject to Further Study) |
| Mixed-Use 2 - HCD | Secondary Schools | Secondary Plan Boundary | Grade Separation |
| Mixed-Use 3 | Elementary Schools | Lands Subject to Policy 11.5.32.3 | Potential Grade Separation |
| Prestige Industrial | | | Future Transitway Station |
| Business Park | | | |

**Brooklin
Community
Secondary Plan**
 Official Plan Schedule
Town of Whitby **K**



FIELDGATE
DEVELOPMENTS

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April 2, 2019

Town of Whitby
575 Rossland Road East
Whitby, ON
L1N 2M8

Attention: Matthew Gaskell, Chief Administrative Officer

Dear Mr. Gaskell:


RE: Hospital Precinct Lands, Whitby

Fieldgate Developments has been in discussions with Lakeridge Health about the possibility to provide lands for a hospital within north Whitby which would serve Durham Region and surrounding municipalities. Specifically, the lands are identified as Hospital Precinct within the Brooklin Secondary Plan and are generally located south of 407 and west of Baldwin. We believe that this is an ideal location for a hospital given its central location within the region and ease of accessibility.

In accordance with the Brooklin Secondary Plan a mid-block collector is necessary for the development of this area and to further increase accessibility to the lands. To optimize a favorable outcome, Fieldgate would like to begin the planning, design and construction of this mid-block road in the near term. We will continue to work collaboratively with the Town to achieve this.

Thanks for your consideration.

Yours very truly,
FIELDGATE DEVELOPMENTS


Jack Eisenberger
President

RW:mh