

TORONTO STAFF REPORT

October 31, 2005

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Subject: Status Report, Bridgepoint Health
OPA & Rezoning Application
Applicant: Frank Lewinberg, Urban Strategies Inc.
Architect: n/a
430 Broadview Avenue, 14 St. Matthews Road, 548, 550-558 Gerrard Street East
04-168285 STE 30 OZ
Ward 30, Toronto-Danforth

Purpose:

The purpose of this report is to outline the comprehensive development proposal submitted by Bridgepoint Health for the lands bounded by Broadview Avenue, Gerrard Street East, Riverdale Park and the Don Valley Parkway. The report also outlines the process to date for the comprehensive review and evaluation of this development application, explains the City's interest in this application and recommends scheduling of a Public Meeting under the Planning Act.

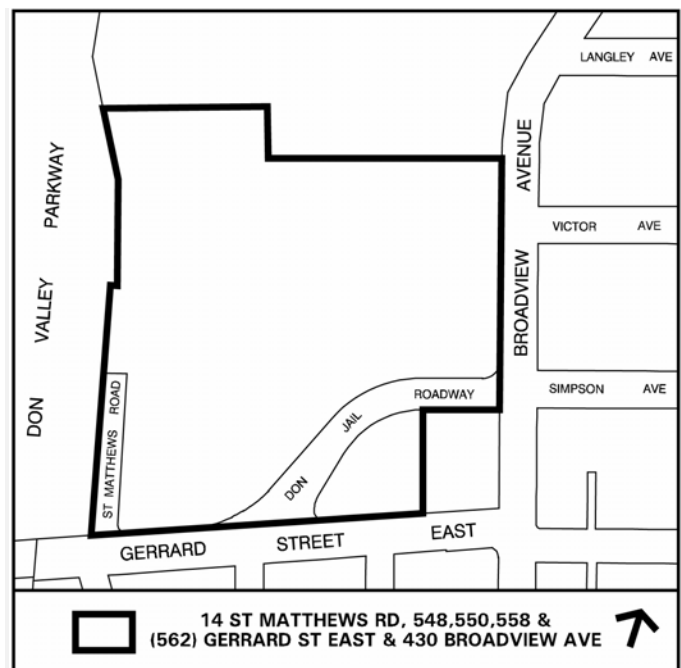
Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) City Council support in principle the concept of a comprehensive approach to development of the subject lands;
- (2) staff bring forward the Final Planning Report on the comprehensive development proposal of Bridgepoint



Health to the next Toronto and East York Community Council meeting on January 17, 2006 and schedule the Public Meeting under the Planning Act;

- (3) City Council consider this report at the time of considering related reports respecting the Bridgepoint Health proposal submitted from Heritage Preservation Services dated October 24, 2005, the report to Administration Committee from the Chief Corporate Officer from its meeting on November 7, 2005 and the report to Toronto And East York Community Council from the Deputy City Manager; and
- (4) the appropriate Staff be requested to report further on future opportunities that will result from the development of these lands and how the City could consider contributing in the future.

Background:

Bridgepoint Health is an extensive, integrated health care organization for specialized complex care services. Bridgepoint hospital, formerly known as the Riverdale Hospital, is one of five distinct health service organizations under the umbrella of Bridgepoint Health. Bridgepoint hospital offers specialized complex care with expertise in caring for people living with the effects of stroke, dementia, brain injuries, neuro-degenerative diseases, diabetes/dialysis, HIV/AIDS, fracture/trauma, and major post-operative complications. In addition, the hospital focuses on frail elderly patients and individuals in the end stages of terminal illnesses. The related organizations relate to long term care, rehabilitation, research and fundraising.

Bridgepoint Health currently leases the lands on which the hospital and ancillary premises are located from the City of Toronto. It has ownership of adjacent lands that include both the historic Old and new Don Jail buildings as well as another adjacent parcel that includes a former TCHC residential building.

For a number of years Bridgepoint Health has been exploring options to renovate its outdated hospital facility located on the northwest corner of Broadview Avenue and Gerrard Street East.

In August 2002, a rezoning application was submitted to the City requesting permission to build an underground parking garage under the adjacent City park located at 548 Gerrard Street East. The proposal involved moving the historic Toronto Lawn Bowling Clubhouse and bowling greens while construction was underway and replacing the historic structure and greens back once the underground parking garage was completed. In April 2003, City Council approved the application in principle, with conditions.

In June 2003, Bridgepoint Health submitted an application for Site Plan Approval for their adjacent property known as 430 Broadview Avenue. At the time Bridgepoint was considering renovating the building, a former Toronto Community Housing Corporation building, for office space while renovation of the Bridgepoint hospital facilities would be underway. This application was never finalized.

It was determined that the existing hospital premise could not be renovated to meet the current Ministry of Health Standards and therefore would not be eligible for funding. Following discussions with Ministry of Health Officials, consultation with City Planning staff and consultation with the surrounding neighbourhood, Bridgepoint Health has now come forward with a comprehensive proposal to pursue a new hospital at this location, which integrates the historic Old Don Jail also owned by Bridgepoint Health. This has been done as part of a comprehensive redevelopment plan for the entire block north of Gerrard Street and includes lands owned by the City

In addition to the development applications for Official Plan and Zoning Amendments, the proposal contemplates a subdivision of land, reconfiguration of the existing Don Jail Roadway, alteration and integration of the historic Old Don Jail and various land transactions with the City of Toronto. Site plan applications have not been submitted at this time.

Concurrent reports from City Planning, Heritage Preservation Services, and the Deputy City Manager's office, submitted to the November 15th 2005 Toronto East York Community Council meeting together with a report from Real Estate submitted to the November 7, 2005 Administration Committee meeting should all be considered by Council at its meeting in December.

Site and Surrounding Area

The site is located on the north side of Gerrard Street East and extends northward to Riverdale Park. It is bounded by Broadview Avenue on the east and extends west to the embankment of the Don Valley. The application does not include the Riverdale Library parcel located on the northwest corner of Gerrard Street East and Broadview Avenue.

The site is an irregular parcel of land that includes 14 St. Matthew's Road (the former Riverdale Hospital building), 548 Gerrard Street East (a public park containing the Toronto Lawn Bowling clubhouse), 550 Gerrard Street East (the vacant historic Old Don Jail), 558 Gerrard Street East (new Don Jail), as well as the historic Gatekeeper's House and historic Governor's House, (558 Gerrard Street), several other accessory buildings and 430 Broadview Avenue (a former TCHC residential building).

The proposed development site is comprised of lands owned by Bridgepoint Health, lands used by Bridgepoint Health but leased from the City of Toronto as well as lands owned and used by the City of Toronto (park and road). The site includes buildings that have been designated under the Ontario Heritage Act and that are subject to Heritage Easement Agreements (historic Old Don Jail, the Gatekeeper's House and the Governor's House). The Toronto Lawn Bowling Clubhouse is a listed site and designated is being proposed by Heritage Preservation Services.

The parcel of land known as 14 St. Matthew's Road is approximately 1.8 hectares in size and the remainder of the site (excluding the public park) is 1.6 hectares. The public park at 548 Gerrard Street is .5 hectare (5,251 m²).

Comments:

Bridgepoint Health is seeking the necessary Official Plan and Zoning By-law amendments to implement a 'Comprehensive Community Master Plan' that it has prepared for the entire site bounded by Broadview Avenue, Gerrard Street East, the Don Valley and Riverdale Park and that includes the City owned lands (excluding the Riverdale Library).

There are several key elements of the Comprehensive Community Master Plan that are central to the success of implementation of this project. They are as follows:

- (1) The Bridgepoint Hospital buildings are owned by Bridgepoint Health but sit on land leased from the City. It is a long term lease that expires in 2063 with a right to renew the lease until 2099. Bridgepoint Health is requesting that it be conveyed title to the lands that it currently leases from the City of Toronto;
- (2) An exchange of lands between Bridgepoint Health and the City of Toronto that would result in the relocation of the existing park (corner of Gerrard and St. Matthew's Road) to a position south of the historic Old Don Jail building. This is proposed to create a green forecourt for the historic Old Don Jail building and provide an attractive formal park-like setting for the historic Governor's House and the Gatekeeper's House which would be under City ownership and adjacent to the existing Riverdale Library;
- (3) Realignment of the Don Jail Roadway; and
- (4) Relocation of the existing Don Jail use off site.

The Comprehensive Community Master Plan also contemplates the creation of separate development parcels that would assist both in the integration of the site into the community as well as help to maintain the economic feasibility of the proposal for Bridgepoint Health. Should the Comprehensive Community Master Plan, which requires a commitment to these key elements not be attainable, Bridgepoint Health has also put forward a second option based on a Hospital Redevelopment Master Plan which contemplates a new hospital building only. This option would result in the redevelopment of the Bridgepoint hospital almost exclusively on lands currently leased from the City. The historic Old Don Jail building could remain vacant.

Development Proposal

Comprehensive Master Plan

The proposed Comprehensive Community Master Plan, as shown on attachment 2, includes a new internal layout of east/west public roads and north/south roads and pathways creating a grid system of streets and blocks that knit this site back into the neighbourhood. The Plan proposes moving the existing park which is located at Gerrard Street and St. Matthew's Road easterly to a location in front of the historic Old Don Jail building. A new 12-storey hospital is proposed at the northwest corner of the site along with four additional development parcels for mixed-uses, in buildings ranging in heights from 8 to 10 storeys. Restoration of the historic Old Don Jail

building, adding an atrium space and addition to the rear of the building will allow adaptive reuse and incorporation of the historic Old Don Jail into the new hospital design.

It is contemplated that the existing Don Jail use will move off the site in the near future and that the building would be demolished. The historic Governor's House and Gatekeeper's House would remain. The Toronto Lawn Bowling Clubhouse would be moved to a new location. The Riverdale Library is not included in the project and will remain unchanged. Demolition of the existing hospital building would be done after construction of the new hospital building is complete and the patients moved into the new facility.

Hospital Redevelopment Master Plan

The Hospital Redevelopment Master Plan option as shown on attachment 3 would include a new health care facility for Bridgepoint Health designed in a form to accommodate a 4-storey podium with an 8 storey tower above. The building would have approximately 63,925 m² of gross floor area. In addition, the existing hospital building would be demolished and replaced with two new buildings containing approximately 15,990 m² of gross floor area between the new hospital and Broadview Avenue, just south of Riverdale Park, to be used for hospital uses and/or mixed uses. The existing road pattern would remain relatively unchanged, the park would remain in its existing location and the historic Old Don Jail and the new Don Jail buildings would not be considered part of the proposal.

Policy Framework

The former City of Toronto Official Plan designates the entire site as Open Space. It permits a variety of parks and accessory park uses. In addition Policy 4.6 recognizes that where public lands designated as Open Space are used for parks purposes and also contain an existing public use which is compatible with parks use, nothing in the Plan would prevent the continued operation, maintenance and improvement of those facilities, provided the continued use of the lands for parks purposes is not adversely affected.

At its meeting of November 26-28, 2002, City Council adopted the new Official Plan for the City of Toronto. The Minister of Municipal Affairs and Housing approved the new Plan, in part, with modification. The Minister's decision has been appealed in its entirety. The new Official Plan is now before the Ontario Municipal Board and the hearing is now in progress.

Once the new Plan comes into full force and effect, it will designate the site Institutional Area with both the existing park and the Riverdale Library portion of the site remaining designated as Parks. The Don Valley embankment is part of the Natural Heritage System and is included in the Green Space System. These designations are consistent with the uses on the ground.

The new Plan indicates that Toronto relies on public institutions. They are major employers for the City and as the population of the GTA grows, there will be a growing demand for expansion of our hospital networks. The Official Plan points out that a thriving, adequately funded network of major institutions must be supported in Toronto. It recognizes that some of Toronto's hospitals have specialities that draw patients from across Ontario.

The policies in the new Official Plan reflect that Toronto's hospitals need flexibility to develop their lands quickly according to a strategic plan when a donor or government provides the money to build. Campus development plans, such as this one, provide these institutions with the opportunity to identify sites for future expansion and lands surplus to the campus needs. The Plan also offers a chance to build a consensus on the form and scale of new development contemplated.

Hospitals must be allowed to grow to serve us but these expansions must be planned to minimize increases in traffic and parking on nearby neighbouring streets.

Provincial Policy Statement

The 1996 Provincial Policy Statement states that Ontario's long term economic prosperity, environmental health and social well-being depend on: managing change and promoting efficient, cost-effective development and land use patterns which stimulate economic growth and protect the environment and public health. In addition, Section III Policies under Efficient, cost-effective development and land use patterns - note that a coordinated approach should be achieved when dealing with issues which cross municipal boundaries, including the infrastructure and public service facilities.

The Comprehensive Community Master Plan proposal is also consistent with the new Provincial Policy Statement

Zoning

The existing zoning on the site is R4 Z1.0 which permits a variety of residential uses at a density of 1 times the area of the lot. The height limit is 10 metres. Part of the Riverdale Park known as 548 Gerrard Street East is zoned G and permits parks and accessory uses.

Community Consultation

Prior to this application being submitted to the City, Bridgepoint Health undertook a large community consultation process to develop the Comprehensive Community Master Plan for the site. The process involved a number of meetings with stakeholders including City staff, public agencies and local neighbourhood representatives.

Following the submission of the formal application a Preliminary Report was prepared and considered by Toronto and East York Community Council in November, 2004. A community consultation meeting was held in the neighbourhood on June 22, 2005. The notice of the community consultation meeting went out by first class mail in two languages and circulated to households within a kilometre radius of the site. The request to translate the notice into French was also accommodated.

Staff have continued to meet regularly with the applicant and their consultants to address issues and to work out a number of details in order to coordinate the sequencing of the complicated

reporting processes required for an application of this nature. The meetings have included representatives of the Deputy City Manager's office. A wide range of matters must be considered by several committees of Council in order to deal with all the different issues and ensure all the relevant documents and recommendations will be before Council.

How a Comprehensive Proposal Fits into the City's Vision

Planning staff prefer the comprehensive approach for the development of these lands. The comprehensive proposal put forward includes many positive aspects for the City. Some of the more significant aspects include:

- development of a new state-of-the art hospital facility with a specialty focus servicing the east end of Toronto;
- provincial hospital dollars being invested in Toronto;
- integration of three historic buildings designated under the Ontario Heritage Act (the historic Old Don Jail building, the Governor's House and the Gatekeeper's House);
- renovation and restoration of the historic Old Don Jail landmark building (it is noted as the most requested building to tour during "Doors Open Toronto");
- integration of community accessible space within the historic Old Don Jail building;
- development and integration of a prominent new City park;
- visual improvement to this area of Gerrard Street East;
- integration of the site back into the fabric of the neighbourhood;
- opportunity to repair the east side of the Don Valley wall and re-naturalize the slope of the bank under the direction of TRCA;
- improvement of the east/west road network and connection with Gerrard Street East through realignment of the Don Jail Roadway;
- reduction of surface parking and the introduction of new underground parking for the hospital and the larger community use;
- site intensification and the addition of a compatible mix of uses at a location centrally located and with good TTC access;
- improve tree lined streetscape;
- creation of new north/south pedestrian and bicycle paths connecting with the Riverdale Park to the north;

- improvements to east/west traffic movements (including securing a future light at St. Matthew's Road and Gerrard Street East);
- development of job opportunities in construction;
- creation of opportunities to consider other 'social need' type uses for the site; and
- opportunity for increased utilization of the Riverdale Library.

Other Issues the City Must Consider

This proposal is unique in that the development applications involve City owned lands and contemplate land exchanges resulting in new parkland with historic buildings coming under ownership of the City. In addition, a land conveyance from the City that converts Bridgepoint's leasehold interest into a fee simple interest is contemplated. The costs and implications of these aspects for the City will need to be fully considered. In addition, the existing ½ round hospital building proposed to be demolished, although not listed or designated, is considered architecturally significant by some members of the community. The future infrastructure improvements, and maintenance and/or programming costs for some of the historic buildings are also some of the challenges ahead. Staff are already exploring alternative uses for the Governor's House and the Gatekeeper's House which would be the subject of a future report.

Conclusions:

Bridgepoint Health has submitted a Comprehensive Community Master Plan that involves lands that it owns as well as lands owned by the City. With the exception of the Riverdale Library site, the proposal includes the entire block bounded by Broadview Avenue, Gerrard Street East, Riverdale Park and Don Valley. The proposal includes zoning and Official Plan Amendments, the request for ownership of the lands now leased from the City, subdivision of land, reconfiguration of Don Jail Roadway and land exchanges resulting in new parkland and historic buildings coming under City ownership.

In order to proceed, Council's support in principle to the concept of a comprehensive approach to development of these lands is requested. Authority is sought to bring forward a Final Planning report on the basis of the comprehensive proposal and schedule the statutory Public Meeting in January 2006. It is recommended that Council consider reports also coming forward from the Deputy City Manager's Office, Heritage Preservation Services and Real Estate concurrently with this report to facilitate a comprehensive decision making process. Staff is also requested to bring forward reports on potential opportunities for the City to contribute to the comprehensive proposal.

Contact:

Denise Graham, Senior Planner, East Section
Ph: (416) 392-0871

Fax: (416) 392-1330
E-mail: dgraham1@toronto.ca

Gary Wright
Director, Community Planning, Toronto and East York District

(p:2005\upd\pln\053795.doc) – smc

List of Attachments:

Application Data Sheet
Attachment 1: Current Land Ownership
Attachment 2: Option 1: Comprehensive Community Plan
Attachment 3: Option 2: Hospital Redevelopment Plan
Attachment 4: View of Don Jail Looking North from Gerrard Street East
Attachment 5: Zoning
Attachment 6: Official Plan

Attachment 1: Current Land Ownership



Current Land Ownership

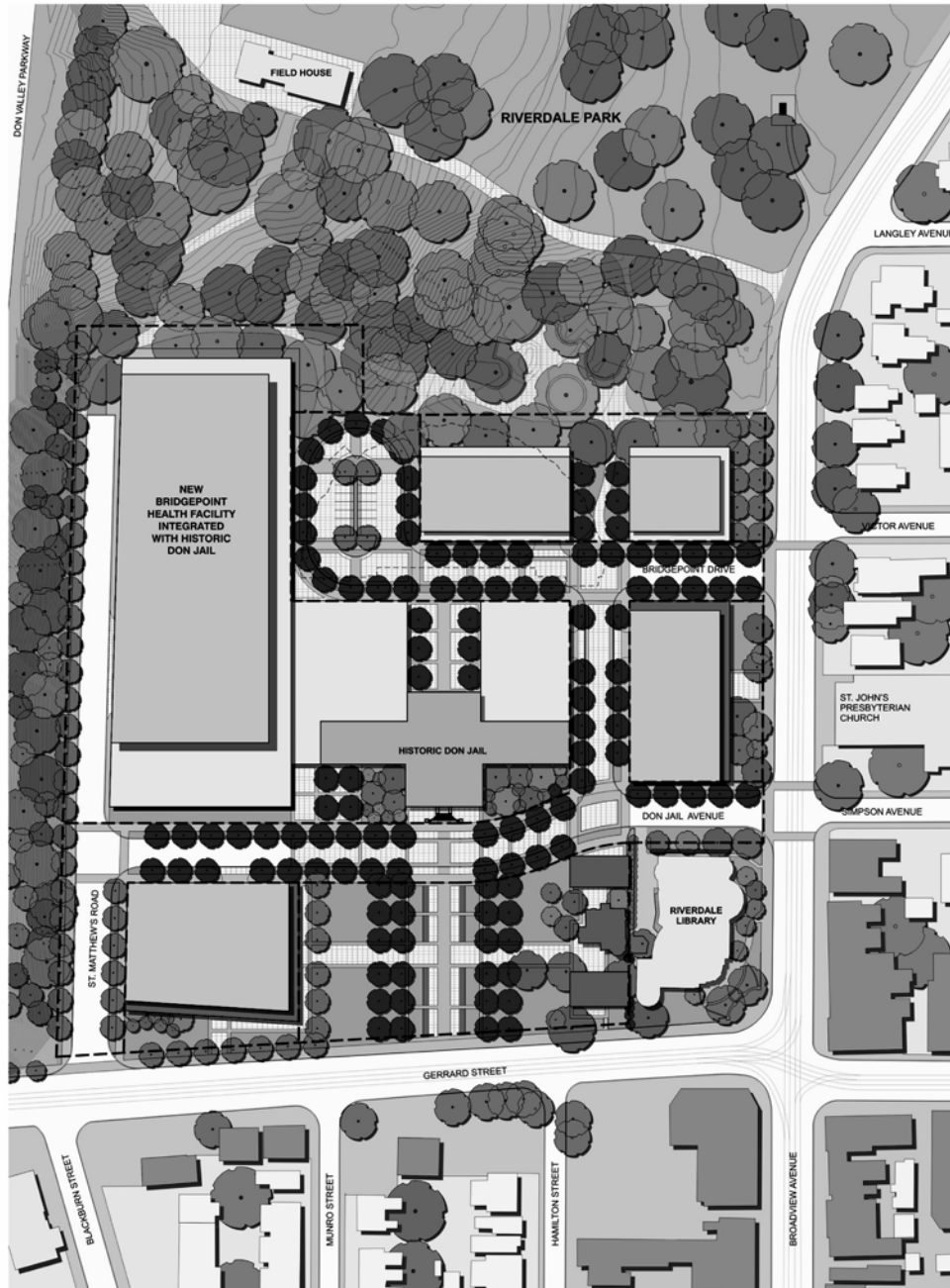
430 Broadview Avenue

Applicant's Submitted Drawing

Not to Scale 

File # 04_168285

Attachment 2: Option 1: Comprehensive Community Plan



Option 1: Comprehensive Community Plan

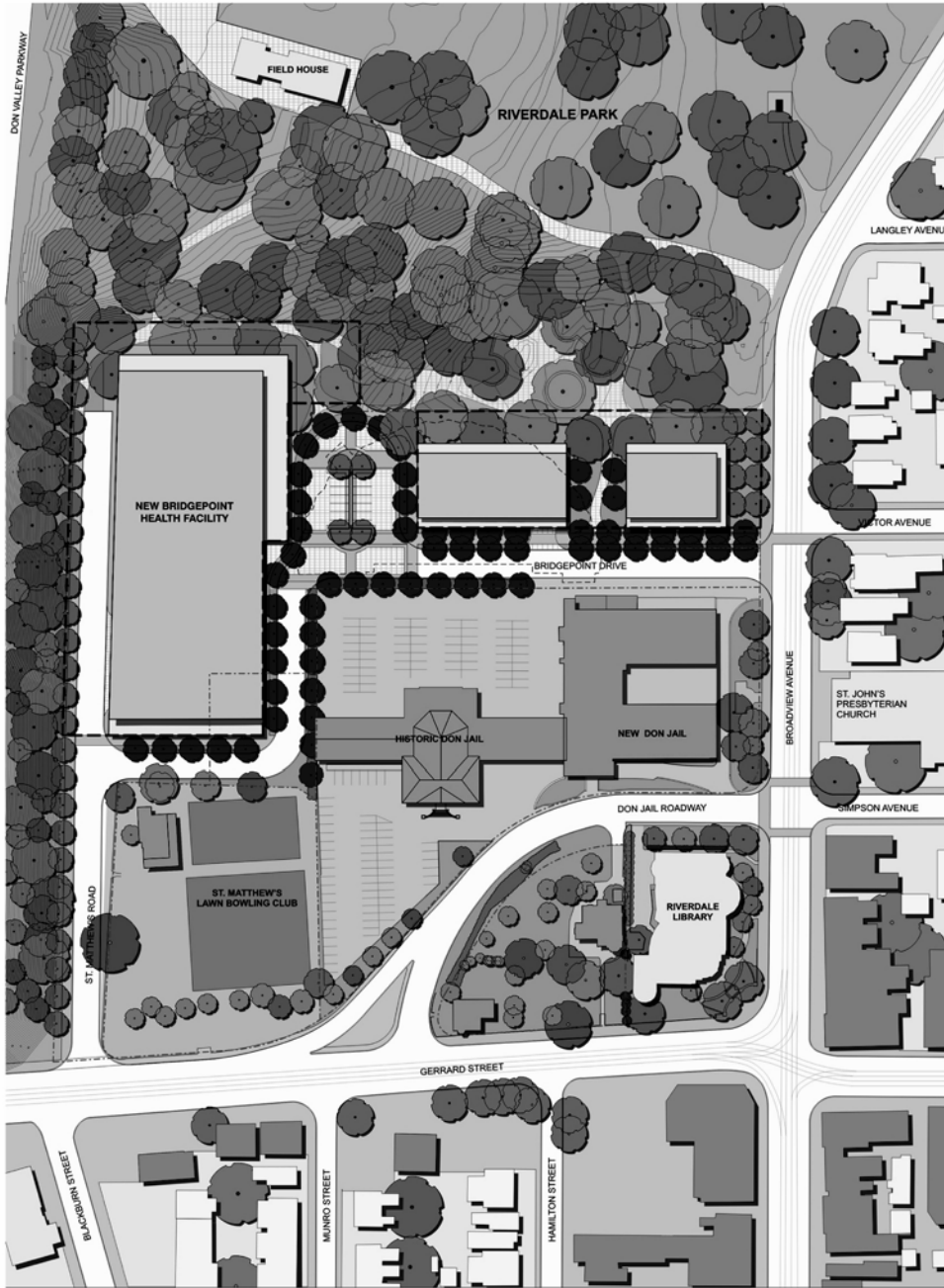
430 Broadview Avenue

Applicant's Submitted Drawing

Not to Scale 

File # 04_168285

Attachment 3: Option 2: Hospital Redevelopment Plan



Option 2: Hospital Redevelopment Plan

430 Broadview Avenue

Applicant's Submitted Drawing

Not to Scale
10/18/04



File # 04_168285

Attachment 4: View of Don Jail Looking North from Gerrard Street East



View of Don Jail Looking North from Gerrard St East

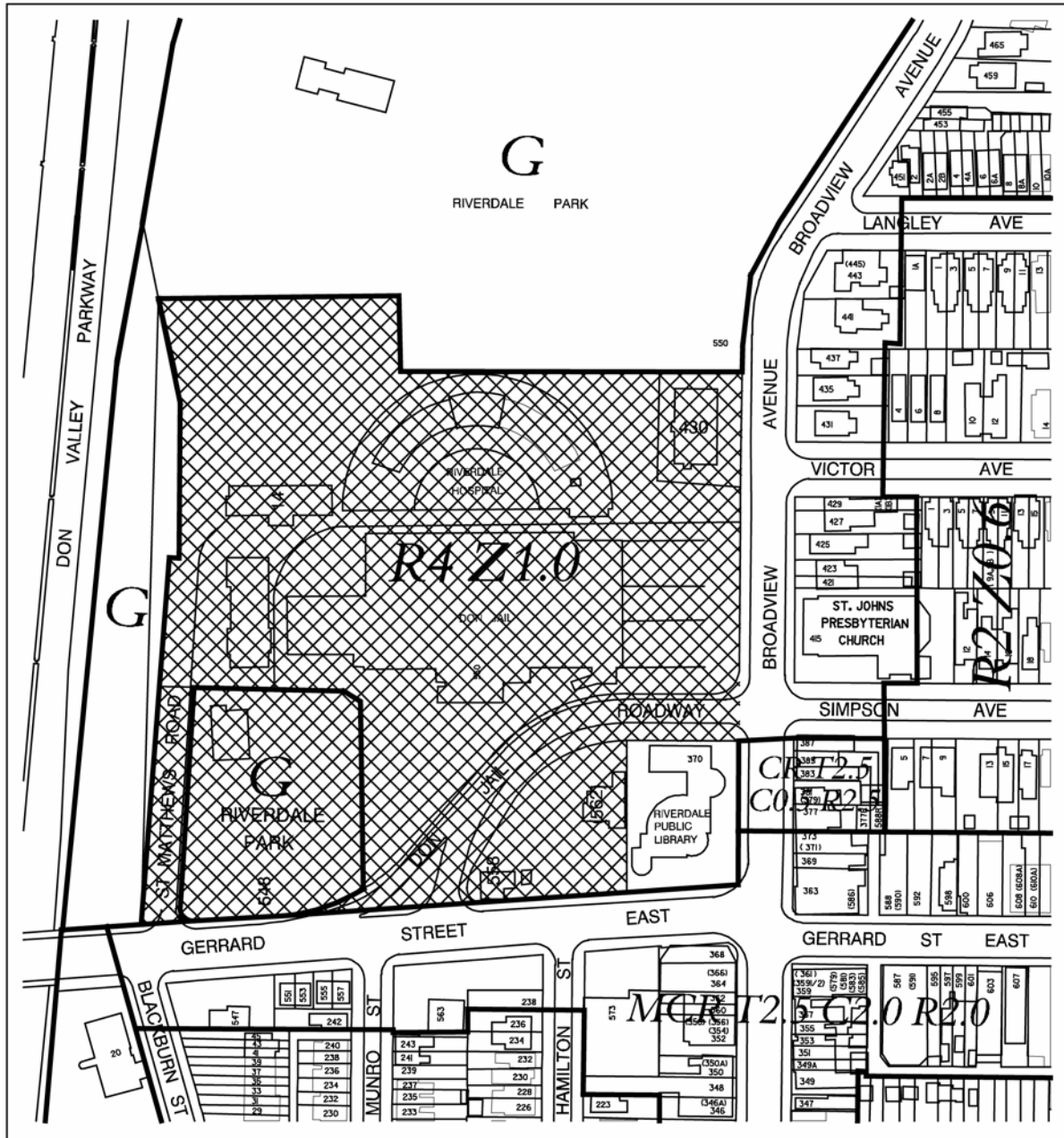
430 Broadview Avenue

Applicant's Submitted Drawing

Not to Scale
10/18/04

File # 04_168285

Attachment 5: Zoning



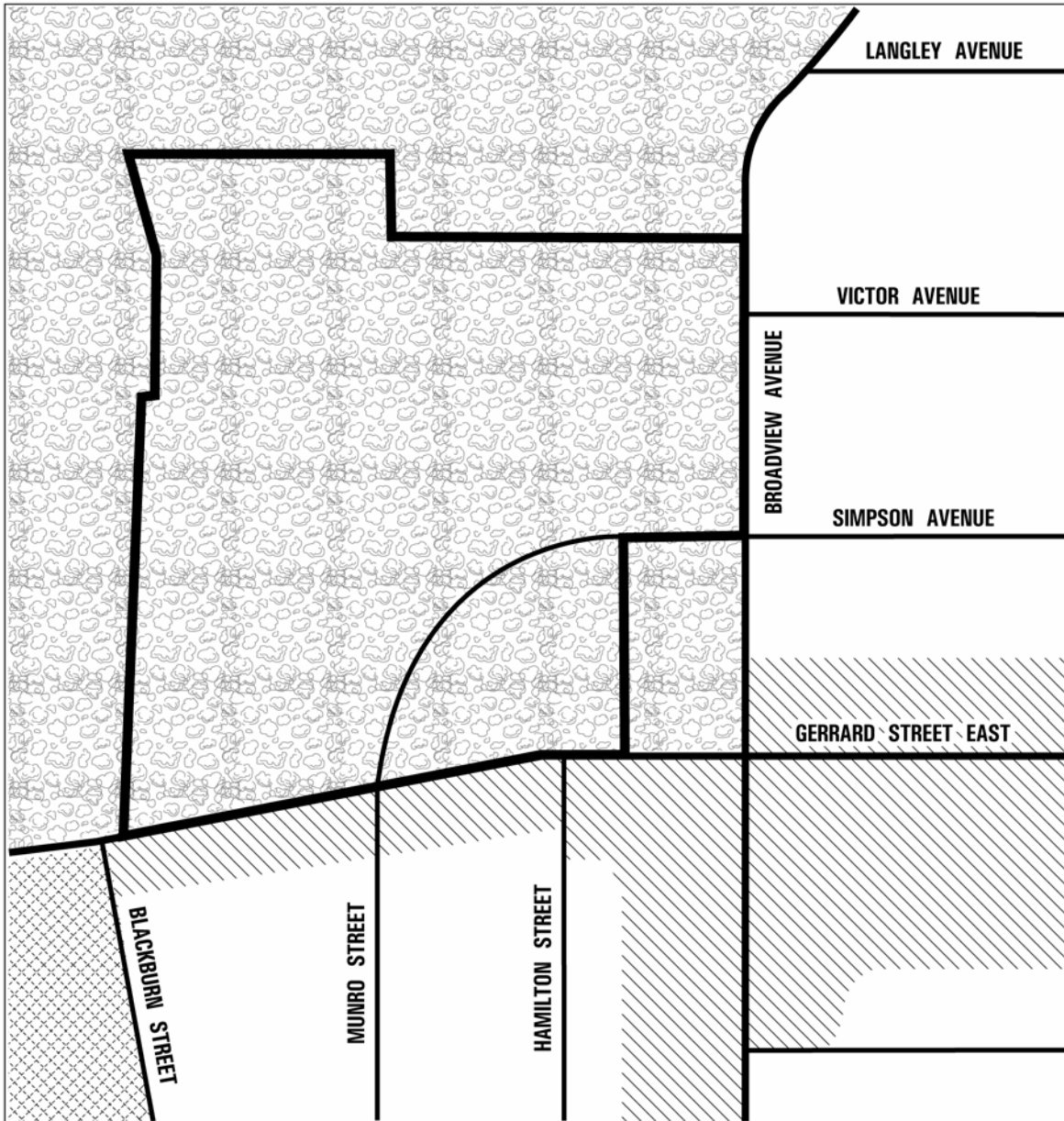
TORONTO Urban Development Services
Zoning

14 St Matthews Rd, 548,550,558 &
 (562) Gerrard St East & 430 Broadview Ave
 File # 04_168285

- G Parks District
- R2 Residential District
- R4 Residential District
- CR Mixed-Use District
- MCR Mixed-Use District

↑
 Not to Scale
 Zoning By-law 438-86 as amended
 Extracted 10/19/04 - DR






Attachment 6: Official Plan



 **Toronto** Urban
Development Services
Official Plan

14 St Matthews Rd, 548,550,558 &
(562) Gerrard St East & 430 Broadview Ave

File # 04_168285

- | | |
|--|---|
|  Site |  Restricted Industrial Areas |
|  Low Density Residence Areas |  Open Space |
|  Low Density Mixed Commercial - Residential Areas | |


Not to Scale
10/18/04