

STAFF REPORT ACTION REQUIRED

82 Buttonwood Avenue - Zoning By-law Amendment Application - Preliminary Report

Date:	April 1, 2009
To:	Etobicoke York Community Council
From:	Director, Community Planning, Etobicoke York District
Wards:	Ward 11 – York South-Weston
Reference Number:	08 231505 WET 11 OZ

SUMMARY

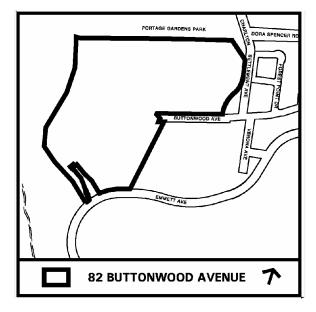
This application was made on or after January 1, 2007 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

This application proposes a three phase redevelopment consisting of institutional, residential and accessory retail uses at 82 Buttonwood Ave.

This report provides preliminary information on the above-noted application and seeks

Community Council's directions on further processing of the applications and on the community consultation process.

It is recommended that a community consultation meeting be scheduled by staff, in consultation with the Ward Councillor. The completion of a further staff report and statutory public meeting under the Planning Act is targeted for the third quarter of 2009. This target assumes that the applicant will provide all required information in a timely manner.



RECOMMENDATIONS

The City Planning Division recommends that:

- 1. Staff be directed to schedule a community consultation meeting together with the Ward Councillor.
- 2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
- 3. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

The West Park Healthcare Centre was subject to a previous application for the redevelopment of the hospital site for institutional uses. Additional institutional uses were permitted on site through By-law 3854-81 and By-law 157-84 (amendments to the former City of York Zoning By-law 1-83).

Pre-Application Consultation

Pre-application consultation meetings were held with the applicant to discuss complete application submission requirements.

ISSUE BACKGROUND

Proposal

West Park Healthcare Centre is proposing to redevelop its lands at 82 Buttonwood Avenue. As part of this application, West Park has put forward a master plan which provides an overall concept for the site redevelopment, including street layouts, open spaces, development blocks and general building heights. Specific details for the buildings themselves will come forward in the Site Plan Approval applications for each block, as they are developed. The master plan forms the basis of the Zoning By-law Amendments proposed by the applicant. The applicant is proposing that site redevelopment occur in phases to facilitate the continue use of the site and the coordination of funding.

The development is proposed to occur in three phases. The site would be divided into development blocks by a new public road extending westerly into the site from Charlton Settlement Avenue then looping south to connect to Buttonwood Avenue.

The easterly portion of the site, Phase 1 lands, is currently occupied by a surface parking lot and open space areas and is approximately 2.16 hectares (5.3 acres) in size. This

portion would be developed for a residential seniors' village incorporating a range of seniors' accommodation, potentially including long-term care facilities, assisted living units, and rental and condominium seniors' residential units, together with ancillary office, retail and personal service uses.

The buildings would be stepped up from 6 and 8 storeys along Charlton Settlement Avenue and the northerly site boundary to a maximum of 16 storeys internal to site. The proposed gross floor area for Phase 1 is 58,034 square metres (624,694 square feet). Parking would be provided underground.

The westerly portion of the site, Phase 2 lands, is currently occupied by a number of hospital buildings and is approximately 7.09 hectares (17.4 acres) in size. This portion of the site would be retained for health care purposes. A new patient services building would be constructed, together with improvements to the existing Main Building. The existing Ruddy and Gage buildings would be demolished. The proposed floor area of the new patient services building is 28,364 square metres (305,320 square feet). On a net basis, the number of on-site hospital beds will increase from 277 to 328.

The central portion of the site, Phase 3 lands is approximately 1.70 hectares (4.2 acres) in size. These lands are capable of accommodating either further expanded health care facilities or other compatible uses as circumstances warrant and needs arise for development in the more distant future.

The campus redevelopment plan illustrates 6-storey buildings on each of the two parcels, providing for a total of 38,335 square metres (412,650 square feet) of additional floor space in Phase 3. The Phase 3 lands are currently envisaged for proposed hospital functions. However, they are considered to be "flex lands" in as much as this ultimate phase of development will be subject to market studies, government funding and further health care program need assessments over the planning period. As such, the applicant is requesting that permissions for the Phase 3 lands be flexible to allow them to be retained for hospital uses or to be developed for additional complementary residential and other uses.

The Phase 3 lands would be used as surface parking lots to serve the health care facilities in the interim until such time as they are ultimately redeveloped.

Refer to Attachment 6 for project data.

Site and Surrounding Area

The site is located west of Jane Street and Weston Road, north of Eglinton Avenue and east of the Humber River Valley. The site has frontage on Charlton Settlement Avenue to the east, on Buttonwood Avenue to the south, which dead-ends at the site boundary and on Emmett Avenue at the site's southwest limit.

The site is 10.96 hectares (27.1 acres) in size and is generally L-shaped. The site consists of a tableland portion fronting on Buttonwood Avenue and Charlton Settlement Avenue,

with steep ravine slopes associated with the Humber River Valley system along the westerly, northerly and south easterly property lines. The northerly and south easterly slopes, in particular, are heavily treed.

The site is currently occupied by West Park Healthcare Centre which currently provides both regional and local programs for health care related services including Rehabilitation and Community Living Complex, Continuing Care and Long-Term Care. The site currently contains four health care related buildings (the Main Building, the Ruddy Building, the Gage Building and the Long-Term Care Building) and a number of service buildings (the Central Plant, the Maintenance Building and the Maintenance Garage). The buildings range in height from one to six storeys. The floor areas of the existing buildings total 44,757 square metres (481,780 square feet). A total of 477 beds currently exist on the site, including: 123 rehabilitation beds; 154 complex continuing care beds; and 200-beds in the Long-Term Care Building.

The existing buildings are generally located around the perimeter of the site along its northerly and westerly limits. The buildings are configured around a large open space area, which is well-treed with walkways and seating. There are also existing treed areas within the tableland portion of the site both in the northeast corner and along the Charlton Settlement Avenue and Buttonwood Avenue frontages.

The main site access is from Buttonwood Avenue, which leads to a private internal driveway circulation system. A perimeter service driveway, which is card access controlled, leads to Emmett Avenue.

Currently, there are approximately 557 parking spaces distributed throughout the site within a number of surface parking lots. Of the existing parking supply, approximately 428 parking spaces are located in a surface parking lot dedicated to staff and 129 parking spaces are available to both staff and visitors.

The surrounding uses are as follows:

North: is the Charlton Settlement development, which extends along the entire north site boundary and beyond, from the Humber River Valley to Weston Road. Along the immediate north edge of the site, the development consists of a neighbourhood park (Portage Gardens Park), which includes a wooded slope which slopes down from the West Park site to the park, and 3-storey street townhouses fronting on a condominium road (Rivers Edge Drive).

South: is York Humber High School (100 Emmett Avenue). To the west of the high school is the Vedanta Society of Toronto (120 Emmett Avenue), a place of worship which is located at the northeast corner of Emmett Avenue and the perimeter service driveway for West Park Hospital.

Further south, on the south side of Emmett Avenue are four high-rise apartment buildings, 55 Emmett Avenue (23 storeys), 65 Emmett Avenue (23 storeys), 75 Emmett Avenue (24 storeys) and 85 Emmett Avenue (24 storeys).

East: of Charlton Settlement Avenue are detached dwellings which take their access from an internal road (Forest Point Drive) and flank onto Charlton Settlement Avenue. East of Charlton Settlement Avenue and along Verona Avenue are primarily low density residential uses comprised of single detached dwellings, with some semi-detached dwellings and low-rise apartments.

West: is the Humber River valley.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The site is designated by the Toronto Official Plan as Institutional Areas. Institutional Areas are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities, including the full range of housing associated with a health institution, as well as utility uses. Our major health and educational institutions are important employers and service providers and will continue to grow to serve the needs of an increasing city and regional population.

The Official Plan encourages hospitals to create campus plans in consultation with nearby communities that will:

- a) identify heritage buildings and landscapes, accessible open spaces, natural areas and important views to be conserved and integrated;
- b) be compatible with adjacent communities;
- c) create visual and physical connections that integrate campuses with adjacent districts of the City:

- d) identify the network of pedestrian routes to be maintained, extended and improved:
- e) examine existing transportation modes and create policies and programs that emphasize the use of public transit, walking and cycling over automobile travel;
- f) minimize traffic infiltration on adjacent neighbourhood streets;
- g) provide bicycle parking for employees, students and visitors and sufficient offstreet automobile parking;
- h) identify development sites to accommodate planned growth and set out building envelopes for each site; and
- i) identify lands surplus to foreseeable campus needs that can be leased for other purposes.

When hospital lands are declared to be surplus the owner is encouraged to investigate the possible use of the site for an alternative suitable public institution purposes, affordable housing or open space, before applying to redesignate the lands for other purposes. Hospitals are also encouraged to lease the surplus lands rather than sell the property wherever possible.

The Official Plan requires all development in or near the natural heritage system be evaluated to assess the development's impact on the natural heritage system and identify measures to mitigate negative impacts on and/or improve the natural heritage system.

When redeveloping large sites, such as this property, for residential uses, the Official Plan requires consideration to be given to the provision of a mix unit types and affordable units. The Official Plan requires that a minimum of 20 percent of the new housing units be affordable and that the development contain a variety of unit types. In addition, community services strategies and implementation mechanisms are required to be provided in order to inform the range of facilities needed to support development.

Zoning

The site is zoned for the most part R2 (Residential Zone) in Zoning By-law 1-83, as amended of the former City of York and is subject to General Exception, Section 16(197).

The exception set out in Section 16(197) permits the property to be used for hospital purposes and the purposes of a nursing home subject to the following conditions:

- 1. the maximum height of all buildings, erected after 1997, shall be 4 storeys, the maximum floor space index shall be0.50, and the maximum net number of hospital beds shall be 750;
- 2. no buildings shall be erected except in accordance with one of the site plans attached as Schedule "C", "D" and "E" to By-law 157-84;
- 3. a public access road running from Levy Industries lands (now referred to as Charlton Settlement) south to Emmett Avenue shall be installed prior to

development on the lands except in accordance with one of the site plans attached as Schedule "C", "D" and "E" to By-law 157-84;

- 4. the perimeter service road shall be a minimum width of 7.3 metres to accommodate two-way traffic and shall have a maximum gradient of less than eight percent;
- 5. no parking shall be permitted on any internal road and all parking shall be within the parking lots shown on the site plans attached as Schedule "B", "C", "D" or "E" to By-law 157-84, and parking shall be in accordance with the provisions of Section 3, Subsection 3.2.1 and parking shall be provided on the site at the ratio of 0.82 parking spaces for each hospital bed; and
- 6. the owner shall provide at their own expense separate storm and sanitary sewer connections for the site to connect at Emmett Avenue and/or Buttonwood Avenue.

These provisions follow from approval of a previous development application resulting in By-law 3854-81 and By-law 157-84.

A small portion of the site, at the northwest corner of Buttonwood Avenue and Charlton Settlement Avenue and extending north along the west side of Charlton Settlement Avenue, is zoned G (Green Open Space Districts).

Site Plan Control

The proposed development is subject to site plan control. An application for Site Plan Approval has not been filed as part of this application. As the applicant proposes that the development will be a phased development over several years, applications for Site Plan Approval will be made as each phase is developed in accordance with a Master Plan concept.

Ravine Control

A portion of the property along the west, south and south-east property line are subject to provisions of the City of Toronto Municipal Code Chapter 658 – Ravine Protection. Any development within the City's ravine and natural feature protection areas ravine protection may require a permit from Urban Forestry, Ravine and Natural Protection.

Toronto and Regional Conservation Authority

The westerly edge of the West Park site falls within an area subject to Toronto and Region Conservation Authority Regulation O. Reg. 166/06, associated with the Humber River valley. A permit is required from the Conservation Authority for any development or site alteration within the regulated area.

Tree Preservation

This application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees by-law) and III (Private Tree by-law). The applicant has submitted an Arborist Report/Tree Preservation Plan, which is currently being review by staff.

Archaeological Assessment

The site is within the Interim Screening Areas for Archaeological Potential identified in the Archaeological Master Plan of the City. The applicant is required to submit a Stage 1 and 2 Archaeological Assessment Report.

Plan of Subdivision

A new public road is being proposed as part of the redevelopment of the hospital site. An application for Draft Plan of Subdivision will be required for a development which includes a public road. The plan of subdivision will secure matters such as: public roads; public parks; required public infrastructure; and phasing requirements.

Reasons for the Application

An amendment is required to the site-specific zoning applying to the site in order to:

- extend the zoning to include the recently acquired parcel located at the northwest corner of Buttonwood Avenue and Charlton Settlement Avenue;
- expand the range of permitted health care institution uses;
- add permission for a broad range of institution-related seniors' residential uses;
- increase the permitted height and density; and,
- establish an appropriate set of built form regulations.

The applicant is seeking approval of a generalized zoning that establishes permissions and standards which reflect the proposed development concept within the context of a mater plan. This approach is required for a multi-phased project such as this where the ultimate institutional and related uses and precise configuration of future buildings is not known at the outset. An appropriate degree of flexibility will be required to respond to future funding and marketing circumstances, while providing for incremental development over time. Further implementation by way of plan of subdivision and site plan approval will be required as development proceeds. The proposed approach is similar to the campus plan implementation approved by the City for the Centre for Addiction and Mental Health (CAMH) site at 1001 Queen Street West. The need for an Official Plan Amendment is discussed below.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

1. Planning Rationale;

- 2. Shadow Analysis for Phase I and Phase II;
- 3. Arborist Report;
- 4. Urban Transportation Considerations Report;
- 5. Functional Servicing Report; and
- 6. Stormwater Management Report.

A Notification of Incomplete Application issued on January 16, 2009 identifies the outstanding material required for a complete application submission as follows:

- 1. Schedule 1 Information and Material to be Provided in an Application under Section 34(10.1) of the Act;
- 2. Green Development Standards Checklist;
- 3. Grading Plan;
- 4. Natural Heritage Impact Study; and
- 5. Archaeological Assessment.

Issues to be Resolved

Land Use

Within Institutional Areas, health uses (with their ancillary uses), commercial and institutional residence facilities, the full range of housing associated with a health institution and utility uses are permitted. The applicant is seeking as part of the Rezoning Application permission for residential uses in the form of a seniors' village, incorporating a range of seniors' accommodations. The applicant has indicated that the proposed seniors' residential units, in combination with the existing long-term care building, will extend West Park's continuum of care and will allow for on-site integration between the health care facilities and the resident population and that the development of seniors' housing on surplus lands will also provide revenue to support the hospital's prescribed local share of the cost of the campus redevelopment. Further discussions are required with the applicant on the details of the seniors' village and how these uses are consistent with the institutional residential uses permitted in Institutional Areas and if they would require an Official Plan amendment.

Campus Plan

Policies of the Official Plan encourage hospitals to create a campus plan when considering redevelopment of the hospital site. Hospitals need flexibility to develop their lands quickly according to a strategic plan when a donor or government provides the money to build. The campus plan allows the hospital to identify sites for future expansion and lands surplus to the hospitals needs and offers a chance to build a consensus on the form and scale of new development. The campus plan may form the basis for a Secondary Plan/Site and Area Specific Policies which will be considered further.

Affordable Housing and Community Services

As previously discussed, when redeveloping large sites such as this property for residential uses, consideration must be given to the provision of a mix unit types, affordable units and community services strategies and implementation mechanisms.

Further discussions are required with the applicant to clarify the type of institutional residential uses being proposed and how the uses will be classified for the purposes of these policies. In addition, further discussions with the applicant may be required to determine how these policies will be achieved as part of this application.

Urban Design Guidelines

As the development of West Park Healthcare Centre is to occur over several years and the applicant is seeking flexible zoning permissions urban design guidelines for the site should be developed. The urban design guidelines will establish a detailed urban design framework for new development and provide a context for the co-ordination of the proposed incremental development. The guidelines will assist in the evaluation of the Site Plan Approval Applications for each phase of development. The guidelines will provide guidance on issues including: the civic role, layout and schematic design of the streets; building organization, including the location of the building entrances and site servicing; general building design; and tree preservation. The urban design guidelines can form part of the Secondary Plan/Site and Area Specific Policies or could be a condition of draft plan of subdivision approval.

Transportation

The applicant has submitted an Urban Transportation Consideration report for the first two phases of the development which is currently being reviewed by staff. The transportation report recommends that the transportation considerations associated with the Phase 3 lands should be revisited at some point in the future when development is proposed, in order to take account of the planned addition of higher order transit to the area and it's potential to significantly influence travel behaviour.

The proposed development introduces a new public road system within the site which creates separate development blocks to assist integrating the West Park Health Centre with the adjacent residential community. A development which includes a public road would require plan of subdivision approval. The applicant has indicated that a draft plan of subdivision application will be filed at a later date.

Holding Provision

The applicant has put forward a draft by-law amendment that would permit an overall gross floor area of 161,500 square metres, with a Holding H designation. The lifting of the H (Holding) provision would be required in order to permit development in excess of 123,000 square metres or the Phase III lands. Also prior to H removal, the number of hospital beds would be restricted to 328 and the number of residential beds and/or units would be limited to 900. It is proposed that the amount of ancillary office, retail and service commercial uses would be similarly restricted in the draft Zoning By-law Amendment, consistent with the transportation and servicing analyses.

The lifting of the H to allow the additional floor area would be dependent upon further traffic analysis to be undertaken at the time that the H removal was proposed, by which time additional transportation infrastructure such as the Eglinton-Crosstown LRT and the Jane LRT may be in place.

Parking

The Urban Transportation Considerations report stipulates the recommended parking standards proposed by the applicant for each potential land use. Staff are currently reviewing the report. As the proposed development will be phased and existing parking lots will be redeveloped, consideration will need to be given for the provision of parking as each phase is developed. The applicant will be required to submit a detailed phasing plan which demonstrates that the required parking for the entire site can be accommodated at all times.

Bicycle parking facilities will be required as part of this development. Although not illustrated on the current proposal, City staff has advised the applicant that bicycle parking spaces in accordance with the "Guidelines for the Design and Management of Bicycle Parking Facilities" will be required.

Open Space, Parkland

Parks, Forestry and Recreation staff have advised that the development site is in a priority area, as per Alternative Parkland Dedication Rate By-law 1420-2007 and that the site is in the highest quintile of current parkland supply, as per City Parkland Map 8B/C of the Official Plan. The application proposes 600-700 residential units on a site of 10 hectares. At the alternative rate of 0.4 hectares per 300 units specified in By-law 1420-2007, the parkland dedication would be up to 2 hectares. The commercial rate of 2% applies to the commercial component of this application. Institutional uses are exempt from any parkland dedication requirements.

As this site is within a parkland acquisition priority area, Parks, Forestry and Recreation staff are requesting that parkland be provided on site. Further discussions are required with the applicant to clarify the type residential/institutional uses being proposed and how the uses will be classified for the purposes of park land dedication.

Tree Preservation

The existing vegetation on the site is mature and significantly adds to the character of the area. The proposed redevelopment of the property will require a number of trees to be removed. The applicant has submitted an arborist report for review by the City Arborist.

Phasing of Development

The site redevelopment is to occur in phases to ensure minimum disruption to the hospital operations and enable West Park Healthcare Centre to maintain its programs and services during contruction. West Park Health Centre is proposing that phasing begin with the underutilized lands to the east of the property, which will allow the new buildings to be constructed without requiring any demolition of existing facilities. The timing of each phase will depend on the ability to build the required public infrastructre, the need to replace program space, opportunities for partnerships, and the interest of other uses to locate on the site.

To ensure that the phased development of the site will occur in a coordinated manner and that each phase will be adequately serviced the applicant will be required to submit a detailed phasing plan. The phasing plan should identify the requirements for roads, sanitary sewage, storm drainage and watermains as each phase of development proceeds. The phasing of the development and the timing of the public infrastructure will be secured through the plan of subdivision application.

Toronto Green Development Standards

Staff will be encouraging the applicant to review sustainable development opportunities by utilizing the Toronto Green Development Standard, adopted by City Council in July 2006.

Additional Information and Studies

In addition to the studies, report and plans identified above Urban Forestry, Ravine and Natural Protection have also requested that applicant show on all plans and appropriate studies the protected ravine and natural feature limit. This additional information is required to enable staff to undertake an evaluation of the application.

Further Review

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

CONTACT

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SIGNATURE

Gregg Lintern, MCIP, RPP Director, Community Planning

Etobicoke York District

ATTACHMENTS

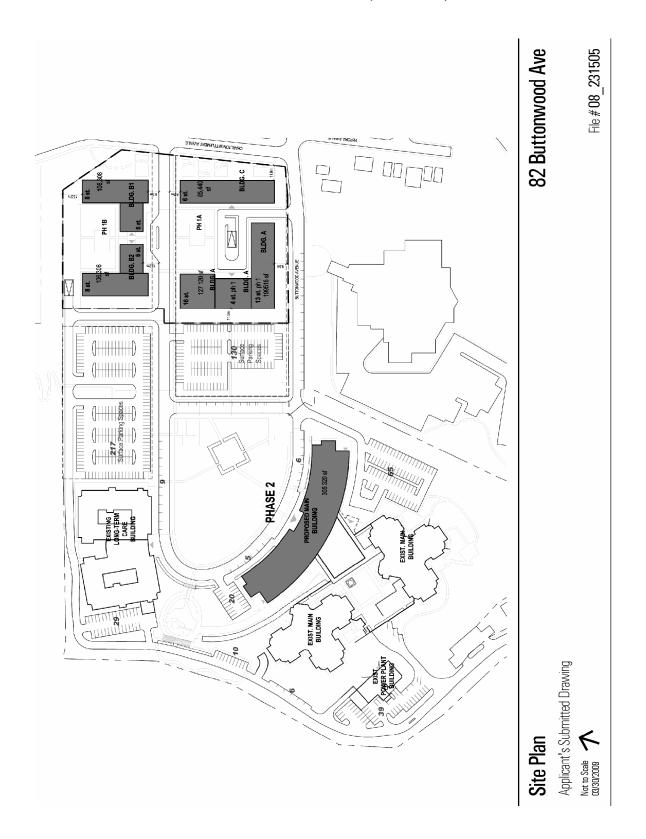
Attachment 1: Site Plan (Phases 1-2) Attachment 2: Site Plan (Phases 1-3)

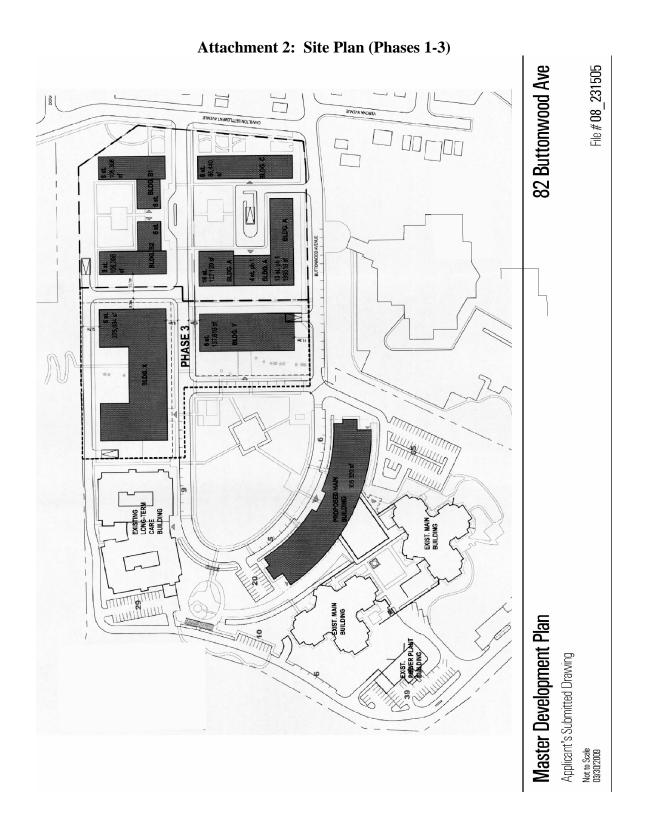
Attachment 3: Elevations [as provided by applicant] Attachment 4: Elevations [as provided by applicant]

Attachment 5: Zoning

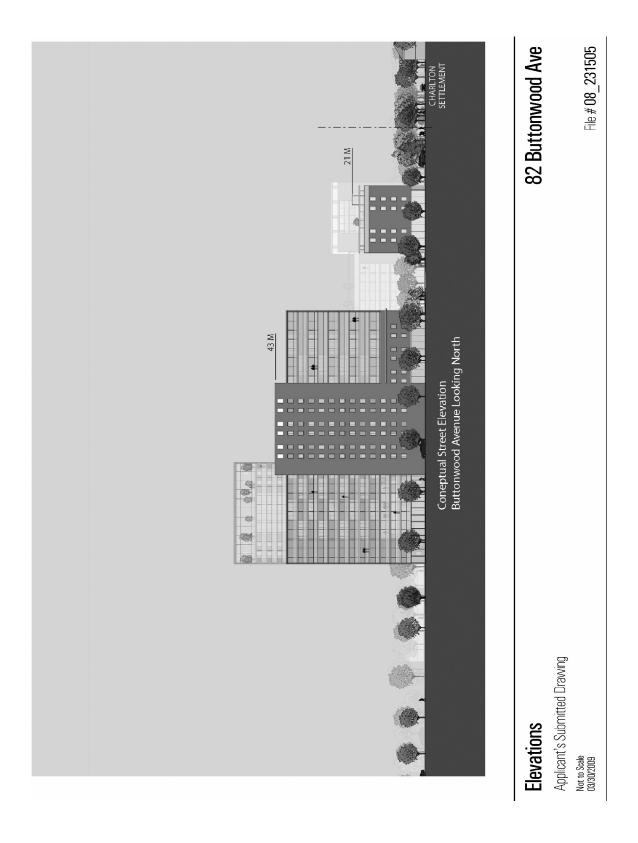
Attachment 6: Application Data Sheet

Attachment 1: Site Plan (Phases 1-2)

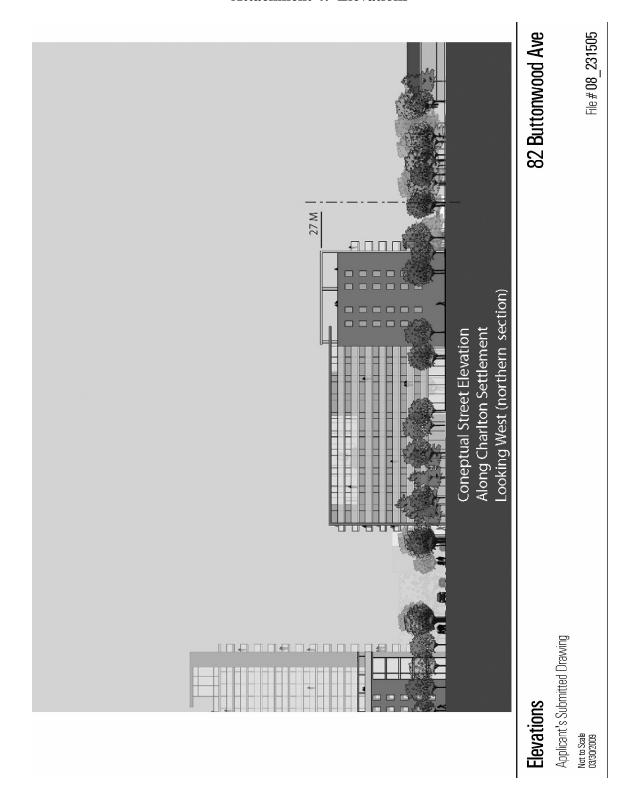




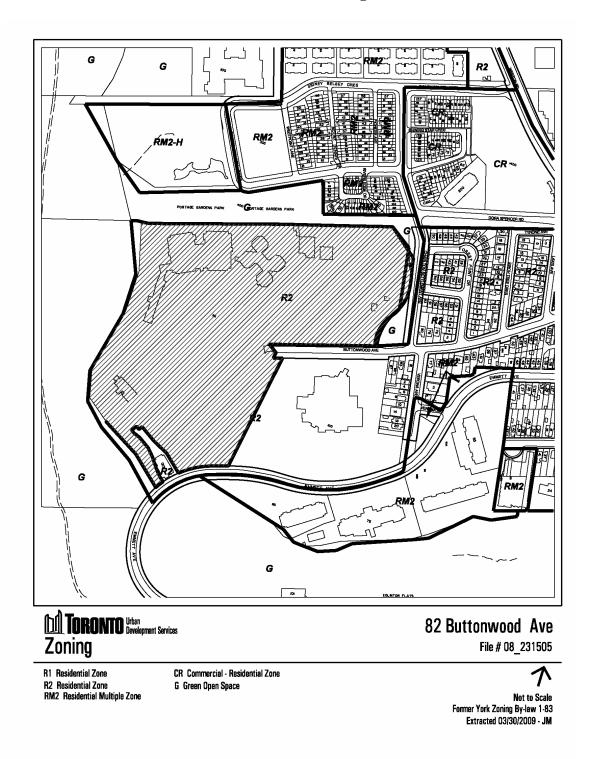
Attachment 3: Elevations



Attachment 4: Elevations



Attachment 5: Zoning



Attachment 6: Application Data Sheet

Application Type Rezoning Application Number: 08 231505 WET 11 OZ

Details Rezoning, Standard Application Date: December 22, 2008

Municipal Address: 82 BUTTONWOOD AVE

Location Description: CON 5 WY W PT LT 2,PL 652 PT LT 7+ LTS 8-9,RP 64R16816 PT 1 & 2 * EXEMPT

PER SEC.3(1)6 OF THE ASSM'T ACT * **GRID W1105

Project Description: Proposed phased campus expansion and redevelopment to "West Park Healthcare Centre"

Applicant: Agent: Architect: Owner:

FASKEN MARTINEAU WEST PARK HOSPITAL

DUMOULIN

PLANNING CONTROLS

Official Plan Designation: Institutional Areas Site Specific Provision:

Zoning: R2 and G Historical Status:

Height Limit (m): Site Plan Control Area:

PROJECT INFORMATION

Site Area (sq. m): 109600 Height: Storeys: 16 Frontage (m): 0 Metres: 54

Depth (m):

Total Ground Floor Area (sq. m): 58035 **Total**

Total Residential GFA (sq. m): 58035 Parking Spaces: 756
Total Non-Residential GFA (sq. m): 103363 Loading Docks 0

Total GFA (sq. m): 161398 Lot Coverage Ratio (%): 52.9 Floor Space Index: 1.47

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Rental, Condo,	Other	Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	58035	0
Bachelor:	0	Retail GFA (sq. m):	0	0
1 Bedroom:	0	Office GFA (sq. m):	0	0
2 Bedroom:	0	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	103363	0
Total Units:	0			

CONTACT: PLANNER NAME: Gregory Byrne, Senior Planner

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