

**1201 Wilson Avenue - Rezoning Application - Staff Report**

<b>Date:</b>	June 3, 2010
<b>To:</b>	City Council
<b>From:</b>	Chief Planner and Executive Director, City Planning Division
<b>Wards:</b>	Ward 9 – York Centre
<b>Reference Number:</b>	09 106294 NNY 09 OZ

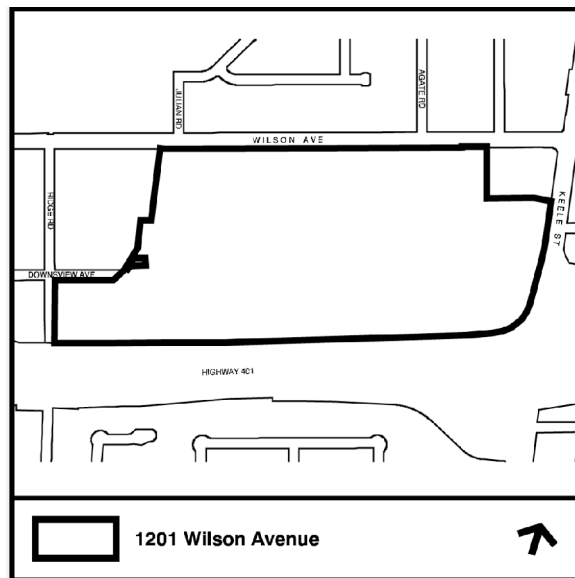
**SUMMARY**

An April 19, 2010 Final Report from the Director, Community Planning, North York District recommended approval of a Zoning By-law Amendment to develop the provincially owned lands at 1201 Wilson Avenue with a campus of 309,525 m<sup>2</sup> of institutional uses. Proposed uses include the Humber River Regional Hospital, a Forensics Services and Coroners’ Complex, an OPP detachment and provincial government offices. On May 12, 2010 City Council adopted the recommendations of this Final Report, as amended by a May 10, 2010 report from the Chief Planner and Executive Director, City Planning. City Council also directed the Chief Planner to continue discussions with Humber River Regional Hospital, the Province and relevant City Divisions and report on four matters directly to City Council at its meeting of June 8, 2010. This report responds to that direction.

**RECOMMENDATIONS**

**The City Planning Division recommends that:**

1. City Council amend Recommendation 1 of the April 19, 2010 Final Report from the Director, Community Planning, North York District to revise the draft Zoning By-law Amendment attached as Attachment No. 5 to this report to:



- a) Increase the maximum gross floor area permitted on the hospital site (Block 2) from 111,500 m<sup>2</sup> to 172,000 m<sup>2</sup> and also increase the maximum gross floor area permitted for the Provincial Campus from 233,375 m<sup>2</sup> to 293,875 m<sup>2</sup>.
- b) Increase the maximum gross floor area permitted on the hospital site (Block 2), subject to removing the holding symbol, from 139,350 m<sup>2</sup> to 200,000 m<sup>2</sup>.
- c) Delete the site specific definition of gross floor area.
- d) Increase the maximum number of parking spaces permitted for Provincial uses on Blocks 5, 6 and 7 from 1,045 to 1,195, subject to the requirement that 150 of these parking spaces be provided for fleet vehicle parking only which must be marked and signed accordingly, and also increase the maximum number of parking spaces permitted for the Provincial Campus from 3,550 to 3,700.
- e) Require the provision of a northbound right turn lane at the intersection of Keele Street and Sheppard Avenue West, including any property acquisitions required to construct this improvement, as a pre-condition to the removal of the holding symbol (H) on the Provincial Campus.

2. City Council authorize the City Solicitor to make such stylistic and technical changes to these revisions to the draft Zoning By-law Amendment as may be required.

### **Financial Impact**

There are no financial implications arising from this report.

### **DECISION HISTORY**

A Final Report dated April 19, 2010 from the Director, Community Planning North York District recommended approval of a Zoning By-law Amendment to develop the provincially owned lands at 1201 Wilson Avenue with a campus of 309,525 m<sup>2</sup> of institutional uses. Proposed uses include the Humber River Regional Hospital, a Forensics Services and Coroners' Complex, an OPP detachment and provincial government offices. The report recommended the By-law Amendment include a maximum parking space provision on the campus and append a holding symbol "H" to the lands that requires conditions to be met prior to its removal for future development.

This report can be found at:

<http://www.toronto.ca/legdocs/mmis/2010/ny/bgrd/backgroundfile-29463.pdf>

At the April 27, 2010 Public Meeting to consider this application, North York Community Council recommended to City Council that the Recommendations of this Final Report be adopted and also referred a number of additional recommendations to the Chief Planner and Executive Director, City Planning for a report directly to City Council at its meeting of May 11 and 12, 2010.

The report responding to this request can be found at:

<http://www.toronto.ca/legdocs/mmis/2010/cc/bgrd/backgroundfile-30076.pdf>

On May 12, 2010 City Council adopted the recommendations of the April 19, 2010 Final Report, as amended by the May 10, 2010 report from the Chief Planner and Executive Director, City Planning. City Council also directed the Chief Planner to continue discussions with Humber River Regional Hospital, the Province and relevant City Divisions and report on four matters directly to City Council at its meeting of June 8, 2010 (see items 15 and 17 of Attachment 1). This report responds to that direction.

## **COMMENTS**

### Additional Gross Floor Area for Humber River Regional Hospital (HRRH)

The Zoning By-law Amendment application filed by the applicant in February 2009 sought 111,500 m<sup>2</sup> gross floor area for the hospital. During discussions with HRRH staff, an additional 27,850 m<sup>2</sup> gross floor area was requested for a potential addition/expansion. The draft Zoning By-law contained in the April 19, 2010 Final Report permits a maximum of 111,500 m<sup>2</sup> of gross floor area with a holding (H) provision to increase the permission to a maximum of 139,350 m<sup>2</sup> of gross floor area. The potential future development is subject to a holding provision as the applicant's supporting material (concept plans, Functional Servicing Report and Transportation Assessment report) did not address this additional gross floor area.

Humber River Regional Hospital staff advise the Zoning By-law Amendment application was based on the Departmental Gross Square Footage (DGSF) of the hospital and represents the functional and working areas of the hospital. As the design of the hospital progressed, a Site Plan Control application was submitted in October 2009 indicating a gross floor area of 158,000 m<sup>2</sup>. This calculation included functions such as utility areas, mechanical space, machine rooms, elevator shafts, corridors between hospital departments, lobbies and retail space that are not part of DGSF. Further design revisions increased the overall gross floor area of the hospital to 172,000 m<sup>2</sup>.

City Council directed staff to report on the increase in gross floor area for the hospital site from 111,500 m<sup>2</sup> to 172,000 m<sup>2</sup>, which amounts to 60,500 m<sup>2</sup> of space.

The architect for the hospital has provided a detailed breakdown of the 172,000 m<sup>2</sup> of proposed gross floor area for the hospital (see Attachment 2). The largest component of this space remains the DGSF at 111,500 m<sup>2</sup>. Other significant functions include corridor space at 17,600 m<sup>2</sup>, mechanical and service space at 15,900 m<sup>2</sup>, the central utility plant at 3,600 m<sup>2</sup> and stairwells at 3,500 m<sup>2</sup>. The architect notes these areas are significantly larger in hospitals, compared to typical residential and commercial buildings, as a result of the functionality of the hospital (wider corridors, more elevators and greater mechanical space for air filtration and medical equipment, for example) and the associated requirements of the Canadian Standards Association and the Building Code for this use.

The gross floor area also includes more than 2,700 m<sup>2</sup> of retail uses. This floor area would be comprised of cafeteria space for staff and visitors, retail space and services typically associated with a hospital (such as a pharmacy, optometrist and gift shop) and potentially a car

rental/sharing operation. The applicant has indicated that this retail floor area would not generate significant additional vehicular traffic to the hospital site or greater servicing demands. This commercial space will be used by staff and visitors to the hospital who would otherwise be on the site and would generally not be destination shopping space in and of itself. Staff concur with this opinion.

Based on the above, an increase in the hospital gross floor area to provide for the additional 60,500 m<sup>2</sup> of space is acceptable. This would increase the maximum gross floor area permitted in the draft Zoning By-law for the hospital site to 172,000 m<sup>2</sup>, and 200,000 m<sup>2</sup> subject to a holding provision. It would also increase the maximum gross floor area permitted for the Provincial Campus from 233,375 m<sup>2</sup> to 293,875 m<sup>2</sup>.

The draft Zoning By-law presented in the April 19, 2010 Final Report from the Director of Community Planning, North York District contains a site specific definition of gross floor area which was intended at that time to provide the hospital site with flexibility with respect to mechanical, utility and service space. As this is no longer required, this site specific definition of gross floor area should be deleted.

#### Increase in Vehicular Parking Space Permission for Provincial Uses on Blocks 5, 6 and 7

The applicant requested an amendment to the draft Zoning By-law to increase the maximum number of vehicle parking spaces permitted on Blocks 5, 6 and 7 from 1,045 spaces to 1,195 spaces, an increase of 150 spaces. This increase is intended to accommodate fleet parking requirements for the provincial uses on these blocks.

Provincial staff advise there are currently more than 230 fleet vehicles on the campus being used by various Ministries. These vehicles are used on a daily basis by staff when undertaking site visits, inspections, attendance at off-site meetings, etc. They are also used for overnight travel to other regional sites. Provincial staff advise that fleet vehicles are more cost effective than paying personal mileage to employees and reduce liability and insurance issues arising from using personal vehicles to conduct work duties.

Provincial staff advise there is a plan to reduce fleet vehicles on the campus to 150 over time and the Province remains committed to an aggressive Transportation Demand Management (TDM) strategy for the campus. However, Provincial staff note their transportation consultant recommended a parking supply of 1,345 spaces for Blocks 5, 6 and 7, which included a TDM strategy and a component of fleet parking. Given this, and the fact the campus will be under construction for most of the next five years, Provincial staff are of the opinion it will be extremely difficult to reduce the parking supply for Provincial uses to 1,045 spaces.

Based on the above, staff are prepared to recommend an increase in the maximum number of vehicle parking spaces permitted for Provincial use by 150 spaces. This would increase the maximum number of parking spaces permitted in the draft Zoning By-law for Blocks 5, 6 and 7 from 1,045 spaces to 1,195 spaces. To ensure these spaces are used for the parking of fleet vehicles, the draft Zoning By-law should also include a requirement that these additional spaces be provided for fleet vehicle parking only and must be marked and signed accordingly.

### Province Paying a Proportionate Share of Improving the Keele/Sheppard Intersection

The applicant has requested that the Province's cost of improving the Keele Street/Sheppard Avenue intersection be limited to "its proportionate share of the proposed upgrades". The April 19, 2010 Final Report recommended that this improvement, and other identified transportation network improvements, should be provided and/or funded by the Province at no cost to the City.

City Planning and Transportation staff have discussed the Province's proposal that it pay a proportionate share of this intersection improvement with the Province and remain of the opinion that the Province should provide all transportation improvements as identified in its consultants' work. It is City policy that transportation network/road improvements required to support new development be provided at no cost to the City and there is no compelling reason why this should not be the case for the Provincial Campus.

However, in recognition that the Transportation Impact Study prepared for the campus identifies the improvement to the Keele Street/Sheppard Avenue intersection is required to support the longer term development of the lands, staff are prepared to recommend that this improvement not be required until later phases of the campus. Staff are prepared to recommend that this work be subject to the lifting of the holding symbol (H) on the lands for development beyond 293,875 m<sup>2</sup>, which is expected to occur in the 2020 time horizon. As such, the draft Zoning By-law should be amended to reflect this, with the clear understanding this improvement will be funded or provided at no cost to the City.

### Effects of the Provincial Campus on the Transportation Network South of Highway 401

In support of the Provincial Campus redevelopment, the applicant submitted a Transportation Assessment, dated October 2009, prepared by Cole Engineering.

The study area for the Transportation Assessment was bounded by Maple Leaf Drive to the south, Jane Street to the west, Sheppard Avenue West to the north and Keele Street to the east. Within this study boundary, the Assessment analyzed each of the major intersections on the study area's arterials.

Total vehicular trips generated by the Provincial Campus were estimated based on the total number of anticipated employees and the trip generation characteristics of institutional campuses such as this one. Cole Engineering also supplemented this information with parking surveys of HRRH's three existing hospital sites, at Keele Street, Church Street and Finch Avenue, and the existing Provincial office buildings located at 1201 Wilson Avenue.

The estimated Provincial Campus vehicular trips were assigned to the surrounding road network based on employee origin and destination assumptions. These assumptions were confirmed through the Transportation Tomorrow Survey (TTS), which is a household travel survey undertaken across the Greater Toronto Area every five years. Not only does the TTS survey provide information on the number of trips typically generated but information on the use of various modes of travel is also provided.

Based on this trip distribution, approximately five percent of the Provincial Campus' inbound and outbound site traffic will be destined south of Highway 401. For the 2020 horizon year, Cole Engineering estimates the Keele Street/Maple Leaf Drive intersection will have an acceptable level of service in both the AM and PM peak hours. The Jane Street/Maple Leaf Drive intersection will also have an acceptable level of service in both the AM and PM peak hours.

The road improvements recommended by Cole Engineering will assist in the movement of vehicles through the study area particularly in the vicinity of Highway 401. Examples of the recommended road improvements include:

- Reconstruction of the Keele Street bridge spanning Highway 401, with completion scheduled for 2012;
- The dual right turn lane on the Highway 401 westbound off ramp at Keele Street to be signalized;
- Provision of a northbound right turn lane at the Keele Street/Sheppard Avenue intersection; and
- Provision of a northbound right turn lane at the Jane Street/Wilson Avenue intersection.

In summary, the impacts of the Provincial Campus' site traffic on the surrounding road network south of Highway 401 are anticipated to be minimal. The road improvements identified in the Transportation Assessment for the Provincial Campus are important elements to support the anticipated site traffic coupled with a strong transportation demand management strategy.

The General Manager of Transportation Services has been consulted in the preparation of this report.

## **CONTACT**

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## **SIGNATURE**

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Gary Wright  
Chief Planner and Executive Director  
City Planning Division

## **ATTACHMENTS**

Attachment 1: May 12, 2010 City Council Decision  
Attachment 2: Proposed Gross Floor Area of the Hospital Site

**Attachment 1:  
May 12, 2010 City Council Decision**

NY33.52	ACTION	Amended		Ward: 9
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**Final Report - Rezoning Application - 1201 Wilson Avenue**

**City Council Decision**

City Council on May 11 and 12, 2010, adopted the following:

1. City Council amend Zoning By-law 7625 of the former City of North York substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 5 to the report (April 19, 2010) from the Director, Community Planning, North York District and that the Zoning By-law Amendment shall append a holding symbol “H” to the lands that requires conditions to be met prior to its removal for future development.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. City Council direct the Chief Planner and Executive Director, City Planning to consider the redesignation of the Provincial Campus from Mixed Use Areas to Institutional Areas within the context of the five-year municipal comprehensive review of the City’s Official Plan.
4. City Council require the Province to fund and/or provide the identified transportation network/road improvements as outlined in the Technical Services Memorandum dated April 19, 2010 (Attachment 6 to the report dated April 19, 2010 from the Director, Community Planning, North York District), at no cost to the City of Toronto.
5. City Council require the Province to develop and implement, within 12 months of the enactment of the By-law, in conjunction with City staff and the assistance of a TDM consultant, a TDM strategy/plan that would minimize the impact of the proposed campus’ trip generation and parking by implementing a strategic plan with a focus on multi-modal transportation planning, demand management program, and stakeholder outreach.
6. City Council require the Province to appoint a permanent full time on-site Transportation Demand Management (TDM) coordinator to manage, monitor and implement the approved TDM strategy for the entire Provincial Campus.
7. To address the requirement for sustainable transportation impact mitigation measures, including better transit accessibility and connectivity, City Council require the Province to provide \$250,000 to the Toronto Transit Commission (TTC) to fund the procurement of a consultant to work with the TTC, City staff and the Province to prepare a feasibility

study for a potential bus rapid transit route along:

- i. Keele Street – from the proposed Finch West and/or Sheppard West subway stations on the Toronto-York Spadina Subway Extension; or
  - ii. Wilson Avenue – from the Wilson subway station.
8. City Council determine that since the applicant is ORC acting on behalf of the Province of Ontario, the City's standard requirements for indemnification, and financial security in the form of letters of credit and deposits will not be required, but that the following requirements will be imposed on the approval of the Draft Plan of Subdivision for the Provincial Campus, or any related municipal infrastructure or other servicing agreements as may be required by the City:
  - i. all development, and any new municipal infrastructure and relocated municipal infrastructure, will be constructed in accordance with the City's standards;
  - ii. enhanced insurance will be provided, to the satisfaction of the City's Manager of Insurance and Risk Management; and
  - iii. future public roads to be shown as Blocks on the Draft Plan of Subdivision, and such Blocks not to be conveyed to and/or assumed by the City until such time as they are constructed, inspected and accepted and the two year maintenance period has expired.
9. City Council endorse the attached Urban Design Guidelines (Attachment No. 7 to the report dated April 19, 2010 from the Director, Community Planning, North York District) that will be used for reviewing the design of public streets, accessible open spaces and individual Site Plan Control applications.
10. City Council require the Province to prepare a public art plan costing not less than 1/2 percent for public art excluding Block 2, which represents a 50 percent reduction in the City's Standard Public Art Contribution Policy, in consultation with City staff which sets out an artist selection process, implementation protocol, installation phasing plan and includes the necessary capital facilities, operating and maintenance budget(s). The public art plan will be completed prior to the final approval of the Site Plan by the Director, Community Planning, North York District, for the Humber River Regional Hospital.
11. City Council direct the Chief Planner and Executive Director, City Planning, to consult with appropriate City Divisions and the Province to determine the feasibility of locating a municipal public facility within the Provincial Campus.
12. City Council determine that the development of the lands at 1201 Wilson Avenue would not set a precedent for the 'Avenue' segment in which it is located, will not adversely impact the adjacent Neighbourhoods and is partially supportable by available



- infrastructure and therefore can proceed prior to the completion of an Avenue study.
13. City Council direct that any parking structure located above-ground at 1201 Wilson Avenue shall be subject to design control as permitted under the City of Toronto Act and shall be subject to review by the City's design review panel.
  14. City Council direct that approval of longer-term development on Blocks 5, 6 and 7 will require a review, by the Province, of the feasibility of establishing a GO Transit station at the intersection of the GO Bradford – Union Station line and Wilson Avenue to serve both this campus and the Bombardier plant.
  15. City Council direct the Chief Planner and Executive Director, City Planning, to continue discussions with Humber River Regional Hospital, the Province and relevant City Divisions and report directly to the June 8, 2010 meeting of City Council, on the following:
    - i. the request for the additional 60,500 m<sup>2</sup> of gross floor area for the hospital site;
    - ii. the request for an additional 150 parking spaces for fleet vehicles on Blocks 5, 6 and 7; and
    - iii. the request by the Province to pay a “proportionate share” of the costs of off-site improvements to the Keele Street/Sheppard Avenue intersection.
  16. City Council request that the Chief Planner and Executive Director, City Planning, meet directly with representatives of the Humber River Regional Hospital to resolve the outstanding matters and, if necessary, include staff from ORC and other representatives of the Province.
  17. City Council direct the Chief Planner and Executive Director, City Planning, in consultation with the General Manager, Transportation Services, to report directly to City Council at its meeting of June 8, 2010 on the effects of the Provincial Campus on the transportation network to the south of Highway 401, including an analysis of the transportation network/road improvements necessary to facilitate access to the campus.

*Public Notice Given*

*Statutory - Planning Act, RSO 1990*

## Attachment 2: Proposed Gross Floor Area of the Hospital Site



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28-May-10

Below is an analysis of the area that contributes to the general functioning of the building vs. the departmental/clinical functioning of the building.

	Totals sm
Total BGSF	172,000.0
Total DGSF	111,300.0
<b>Total Gross up Area</b>	<b>60,500.0</b>

General function area break down	Areas sm	Definitions
corridor	17,638.3	This area includes corridors that service egress and provide access to departments. In hospitals, the building code requires that corridors are 2400mm in width, which increases corridor area compared to other building types.
Stairwell	3,539.6	This area includes all egress stairs designed to minimum code widths for exiting capacity. Large exiting stairwells widths are just over 10 feet and about 25 feet long.
Service	15,862.9	This area includes all mechanical shafts on each floor, and mechanical and electrical service spaces for utility connections, air handling units, electrical switchgear and sub-stations. Hospital mechanical and electrical services are governed not only by Building Codes but also by stringent CSA standards that include substantial equipment redundancies for power, heating and air conditioning, higher exchange rates for air distribution, infection prevention and controls, medical gas equipment etc... that are not part of typical building requirements for residential, industrial and commercial buildings.
Electrical/ data	2,265.2	This area includes all electrical and communication rooms per floor. Data requirements in hospitals are heavy due to large patient digital (photographic) information storage and transfer.
Lobby	1,790.5	This area includes waiting lobbies in front of public elevators on each floor, and at the entries.
Elevators	2,554.7	This area includes elevator shafts, per floor. Hospital elevator requirements include separate service for clean and soiled materials as well as split patient, visitor, and emergency department throughout. There are a total of 17 elevators of varying heights.
CUP	3,586.0	This area includes 2 levels of Central Utility Plant (CUP). CUP will house chillers, boilers, cooling towers, and back up generators that supply the entire facility.
Cogen	1,350.0	This area houses the on site generation plant for the electrical needs of the hospital and future expansion space for the new campus buildings.
Retail in hospital	1,228.8	Within the clinical program there is a component of cafeteria space where food service will be available for purchase by staff and visitors. The additional retail mentioned here is leasable space for retail outlets within the hospital. This space includes only services that would be required by hospital patients and families, such as drug store, hearing aids, wig salon, ATM's, flower/gift shop. This space may not be built if there is no business case.
Retail at Parkade	1,505.0	This area is leasable space for retail outlets at the Parkade and may not be built if there is no business case. Services here would include Zip Car like agents, optometrist.
AGV	464.0	This area is staging area for robotic supply carts per floor. This system runs supplies from loading areas up to each patient floor.
Space contingency for stage 2 design	8,715.0	This space would be non clinical used for same purposes of service and electrical data as noted on this chart.
<b>Total Gross up Area</b>	<b>60,500.0</b>	

FOOTNOTE: PARKADE AREAS ARE EXTERNAL TO THE HOSPITAL BUILDING AND THEREFORE NOT INCLUDED IN THE GFA.