

Consolidated Clause in Toronto and East York Community Council Report 2, which was considered by City Council on February 14, 2006.

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**Site Plan Approval Application - Our Lady of Mercy Wing,
St. Joseph Health Centre - 30 The Queensway
(Ward 14 - Parkdale-High Park)**

City Council on February 14, 2006, adopted this Clause without amendment.

The Toronto and East York Community Council recommends that City Council:

- (1) adopt the staff recommendations in the Recommendations Section of the report (January 23, 2006) from the Director, Community Planning, Toronto and East York District subject to adding the following additional Recommendation (1)(c)(11):**
 - “(1)(c)(11) That the owner be requested to work with appropriate City staff, local residents and the Ward Councillor to consider eliminating on street parking on Sunnyside Avenue from Queensway to Pearson Avenue and, if eliminated, request the owner to provide up to 20 parking spaces within their parking facilities to residents on Sunnyside Avenue between Queensway and Parkdale Avenue, Marion Avenue and Pearson Avenue who would be eligible for permit parking with first priority being given to those residents with no on site parking. The owner would be able to charge, as a maximum, the same amount for parking in the aforesaid 20 spots that the residents would pay for on-street permit parking.”;**
- (2) request the owner to continue to consult with the residents in the surrounding communities and the Ward Councillor to resolve any issues:**
 - (a) that may arise during the construction phase; and**
 - (b) relating to traffic, noise or other hospital-related neighbourhood issues that may arise at any time;**
- (3) request the Director, Transportation Services, Toronto and East York District, in consultation with the Ward Councillor, the Toronto Transit Commission, local residents and the owner to enable left turns to be made by eastbound Queensway traffic to northbound Roncesvalles as soon as possible and report to the Toronto and East York Community Council no later than June, 2006;**

- (4) request the owner to consult with appropriate City staff, the Ward Councillor and the residents in the surrounding community to consider widening the driveway for service and delivery vehicles to provide appropriate turning radius for vehicles entering and leaving this driveway.

The Toronto and East York Community Council submits the report (January 23, 2006) from the Director, Community Planning, Toronto and East York District:

Purpose:

To report on a Site Plan Control application for the site. The proposal has been referred by Councillor Sylvia Watson to City Council for a decision through the Toronto and East York Community Council, in accordance with By-law 483-2000.

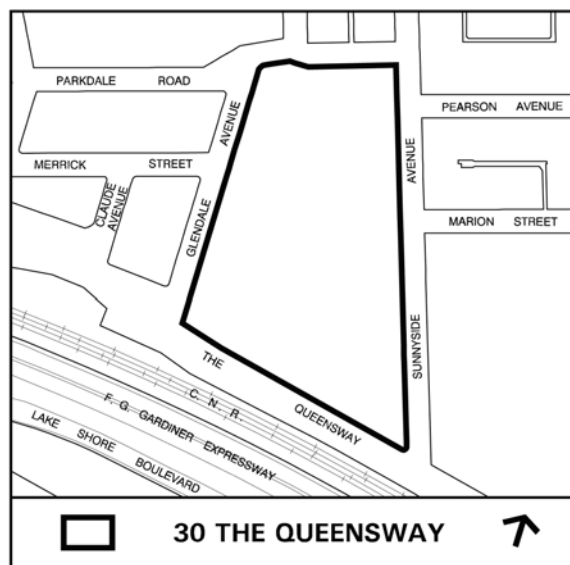
Financial Implications and Impact Statement:

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

Recommendations:

It is recommended that Council:

- (1) approve the proposed Site Plan application for the new Our Lady of Mercy Wing (OLM) at St. Joseph's Health Centre as indicated on Drawings Nos. A0-00, A0-01, A0-02, A0-03, A1-01 to A1-06, A1-08 to A1-14, prepared by B + H Architects, date stamped December 15, 2005 and Drawings Nos. L-1 to L-4, prepared by Quinn Design Associates Inc., date stamped as November 16, 2005 subject to the following conditions:



- (a) Revisions and additional information required to Site Plans, Studies and Drawings

The owner is required to revise the drawings submitted in support of the site plan application, and provide additional information, as follows, prior to the granting of site plan approval by the City under Section 41 of the Planning Act.

Additional comments and/or conditions may be made as a result of the review of the required plans or additional information.

Fire Services

Revise the drawings to:

- (1) Show on the plans the required fire access route(s) in accordance with the requirements of the Ontario Building Code, which requires among other things, the widening of the Sunnyside Avenue driveway inbound lane to 6 m with proper turning radii to allow sufficient clearance for fire trucks; and
- (2) Show the sidewalk extending across the outbound driveway on Sunnyside Avenue.

(b) (Preliminary) Notice of Approval Conditions

The following (preliminary) conditions are to be satisfied prior to the granting of site plan approval by the City under Section 41 of the Planning Act. Further conditions may be added as a result of the review of the required plans/or additional information requested above.

- (1) Submit an application to the Executive Director, Technical Services, prior to filing an application for a building permit, for revised municipal numbering, which must include a site plan showing the entrances to the buildings.

(c) (Preliminary) Site Plan Agreement Conditions

The following conditions are to be included in the site plan agreement. Further conditions may be added as a result of the review of the required plans/or additional information requested above:

- (1) Pay all costs associated with the implementation of the outbound left-turn prohibitions at all of the existing and proposed Sunnyside Avenue vehicular access points, save and except the access point to the loading area, the payment for which must be made prior to the issuance of any construction or occupancy permits for any associated work within the public right-of-way;
- (2) Maintain the delineation of the patient drop-off area, located on the east side of the Our Lady of Mercy addition, with appropriate pavement markings and/or decorative pavers, and designate this area, by means of clearly visible signs, for "Patient Drop-off Activities Only";
- (3) Maintain a heating system to prevent ice and snow build-up on any exposed portion of the Our Lady of Mercy underground parking garage ramp that has a slope exceeding 10%;

- (4) Install and maintain convex mirrors at all right-angled turns within the Our Lady of Mercy underground parking garage to be negotiated by 2-way traffic, such that motorists are provided with clear views of oncoming traffic;
 - (5) Install and maintain:
 - (i) clearly visible “No Parking” signs adjacent to the loading area; and
 - (ii) appropriate “Do Not Enter” signage, adjacent to the outbound only Parkdale Road vehicular access ramp;
 - (6) Construct the new 2-way entrance/exit to the existing above-grade parking facility coincident with the completion of the Our Lady of Mercy addition;
 - (7) Implement the Transportation Demand Management (TDM) measures outlined in the documentation submitted by Poulos and Chung Limited, dated July 14, 2003;
 - (8) Eliminate any existing vehicular access ramps on Sunnyside Avenue, Parkdale Road, Glendale Avenue, and The Queensway that are no longer required, and restore the curb and public boulevard to City of Toronto standards;
 - (9) Provide and maintain private refuse collection services for this development with the exception of the co-mingled recycling materials that are collected by the City; and
 - (10) Integrate the disposal of all refuse generated by the proposed development with the existing hospital facilities.
- (d) Other City Approvals and Requirements

That the owner be advised of the following:

- (1) To contact Mr. Stephen Benjamin of Transportation Services Division at (416) 392-7773, at least 6 months prior to the occupancy of the OLM addition, for the implementation of the left-turn prohibitions at all of the existing and proposed Sunnyside Avenue vehicular access points, save and except the access point to the loading area;
- (2) To obtain approval from the General Manager of Transportation Services and any necessary construction permits to carryout any works involving construction in, or occupancy of public rights-of-way, at which time payment must be made in connection with the implementation of the outbound left-turn prohibitions. For further information in this regard, contact Right of Way Management, Construction Activities, Toronto and

East York District at (416) 392-7877, to discuss the application requirements;

- (3) That the City collection of co-mingled recycling materials may be discontinued in future in which case these recyclable materials must be collected by a private collection firm; and
- (4) To make an application to the Executive Director, Technical Services, for the installation of any proposed services within the public rights-of-way. For further information in this regard, the Owner should contact Toronto Water at (416) 392-7676.

Background:

St. Joseph's Hospital has been serving the local and regional community since the 1930's. In 1985 City Council of the former City of Toronto adopted an Official Plan amendment and Zoning amending which allows the redevelopment of the hospital campus. In 2000 the Province of Ontario awarded \$78 million to St. Joseph's Health Centre for a comprehensive redevelopment.

Proposal

The original Our Lady of Mercy Wing was a six-storey building that will be demolished. This site plan application deals with the proposed new Our Lady of Mercy Wing which is a four storey wing including the Mother and Child Program, which includes maternity, Level II Neo-Natal Intensive Care and a Regional Pediatric Program. This proposal also includes 284 below grade parking spaces.

Site and Surrounding Area

North: Residential neighbourhood

South: The Queensway and F.G. Gardiner Expressway

East: TTC West Streetcar Barns and Marshalling Yards and a residential neighbourhood

West: residential neighbourhood

Rezoning Process

During the rezoning process, the application went through extensive public consultation with three pre-application community meetings, further meetings with area residents and staff between 2001 and 2003 and the formal community consultation meeting that was held at Emmanuel Howard Park United Church on July 7, 2003.

Area residents requested that the hospital provide sufficient parking on-site for hospital staff and visitors to limit future impact of additional on-street parking in the local neighbourhood. The

application proposed the addition of a 3-level underground parking garage and various changes to the existing parking garage that would increase the number of parking spaces contained therein. Transportation Services staff reviewed these proposals and found the parking supply to be acceptable. The residents to the north and west of the hospital expressed concerns about neighbourhood infiltration by vehicular traffic. In response to these concerns, Transportation Services staff recommended the restriction of outbound left turns from the Health Centre driveways to Sunnyside Avenue. These turn prohibitions will be secured through the Site Plan application review process.

The massing and appearance of the new building was the subject of extensive consultation with the local residents. The final approved design has City Planning staff's support and was well received by local residents at the final community consultation meeting. Changes that were made as a result of community consultation include:

- retaining and enhancing the existing parkette at the corner of Sunnyside and Parkdale. Adding 43 new mature sized trees, along with shrubs and groundcover;
- additional landscaping west of the main entrance;
- retaining the historic elements of the OLM building, including the stone statuary and stained glass panels that will be relocated to the new entrance lobby;
- designing the front entrance of the wing to incorporate statuary, landscaping and restricting vehicles;
- agreement to list the East Wing with Heritage Preservation Services;
- designing the new OLM building to be similar to the existing OLM wing. Using similar building materials, horizontal and vertical band windows, massing and symmetry, and existing building footprint;
- terracing the north end of the building down with a wooden rooftop trellis structure on the second and third floors to enhance compatibility with the residential area to the north and to soften the street edge;
- revising the landscape design to provide better connections to the community extending the sidewalk and preserving mature trees;
- removing the exit driveway east of the OLM wing onto Parkdale and replacing it with a landscaped exit restricted to emergency vehicles only;
- redesigning the existing garage to allow access off of the main entrance on The Queensway;
- providing additional parking at the north end of the site; and
- redesigning the Tranquility entrance with access to Glendale for emergency vehicles.

A statutory public meeting was held on September 9, 2003 at Humber York Community Council. At its meeting of September 22, 2003 City Council adopted the report and approved Zoning By-law 890-2003 and Official Plan Amendment No. 277. There were no appeals.

Site Plan Approval Process

In order to address outstanding concerns from the community, two Community Consultation Meetings were held for the Site Plan application. The first meeting was held October 14, 2005 and the second was held on November 8, 2005.

At the October 6, 2005 meeting, the community expressed concerns regarding the potential traffic impact on the neighbourhood with this application, particularly in relation to traffic flow and infiltration into the neighbourhood. The community also raised concerns regarding landscaping, signage and bright lights. Members of the community brought forward a proposal for a ring road on the hospital campus that would potentially alleviate traffic infiltration issues.

The issue of a potential traffic signal at the main entrance on The Queensway was addressed by the city's Transportation Services staff, who advised that the relocation of the traffic signal from Glendale Avenue was not technically warranted given the existing traffic volumes. The applicant's architect addressed the suggestion of a two-way ring road and explained that it was not physically feasible to create a 2-way ring road on the existing site. He further explained that the consultant team had studied the potential for a 1-way ring road on the site, however there were safety issues with the loading area and above-ground utilities, and also potential congestion issues that would affect the operations of Sunnyside Avenue and the community. The community then requested that the consultants review the option of an underground tunnel/ring road system.

On November 8, 2005 a second Community Consultation Meeting was held to review the option of the underground tunnel/ring road system that would be contained on the hospital campus. The hospital agreed to investigate the feasibility of the tunnel/ring road. A study was done that estimated the cost of the proposed tunnel to be over \$10,000,000.00, which is not financially feasible for the hospital to construct. There were also issues with the servicing of the hospital and the relocation of extensive underground utilities which would require the hospital to shut down for a period of time.

Members of the community acknowledged that the cost was prohibitive for the hospital and asked that the hospital re-consider the feasibility of the surface ring-road system. The applicant's traffic consultant went over the potential issues with a surface ring-road system and his advice was that the ring road could potentially create more traffic problems in the neighbourhood with service trucks potentially having more difficulty accessing the loading area. He had concerns that the ring-road scenario would create more conflicts between cars and service trucks which could result in unsafe conditions. This issue was discussed at length. A ring road is not included in the final plans.

There was also discussion about traffic congestion in the area and the potential impact of the new addition. The city's Transportation Services staff advised that the traffic impact had been reviewed in the consultant's report and it was agreed that there would be a marginal increase in

traffic delays for southbound traffic turning from Sunnyside to The Queensway. The applicant's traffic consultant advised that there would be a small change in traffic volumes on the area road network, and concluded in his study that there was sufficient capacity to accommodate the additional traffic being generated. The city's Transportation Services Division has reviewed the Consultant's traffic study and has accepted this conclusion.

Comments:

Traffic Impact and Access

Both the area residents and City Planning staff requested that a Traffic Impact Study be undertaken as part of the rezoning process by the hospital's traffic consultant. The study was submitted in December 2002 and further documentation was submitted on July 22, 2003 and August 12, 2003. The information, methodologies and assumptions contained in the studies that were used to forecast trip generation, trip distribution and intersection and driveway performance were reviewed by Transportation Services staff and deemed acceptable. The conclusion reached by the Consultant that there was sufficient road network capacity to accommodate the additional traffic generated by the addition.

Among the potential traffic issues raised by the community and Transportation Services staff were the potential for lengthy delays during peak periods due to left turns from Sunnyside Avenue to The Queensway. This issue was addressed in a study that was submitted on August 12, 2003 that proposed a new entrance to the existing parking garage that currently located at the corner of Sunnyside Avenue and The Queensway. The new entrance would allow motorists to access the parking garage from the main hospital entrance located directly off The Queensway. It was determined that this exit will sufficiently reduce the volume of traffic using Sunnyside Avenue such that the need for restricting left turns from Sunnyside Avenue to The Queensway during the evening peak period would not be necessary. This proposed rerouting of traffic is reflected in the revised site plan drawings.

Residents to the north and west of the hospital were concerned that the vehicle traffic from the proposed OLM wing would infiltrate into their neighbourhoods. This was addressed by restricting left turns from all of the existing and new access points on to Sunnyside Avenue, and is reflected in the revised site plan drawings.

Conclusions:

The proposed redevelopment of the OLM wing will allow for the implementation of a vital and important health facility in the community. The process for the OLM wing has been ongoing for approximately five years and there has been extensive community consultation throughout the process. Difficulties with a hospital on a tight urban site and being located within a residential community have required the applicant and the City to work closely with the community to try and achieve a reasonable solution and a design that fits into the community.

The community's suggestions to change the circulation routes at the hospital have been carefully and seriously considered by the applicant and consultant team. City staff are satisfied that the

traffic studies are acceptable and, with the proposed traffic alterations, that there is sufficient capacity on Sunnyside to accommodate a potential increase in traffic on Sunnyside.

It is recommended that this Site Plan application be approved subject to the conditions in the Recommendations Section of this report.

Contact:

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(Copies of the following Attachments in the report (January 23, 2006) from the Director, Community Planning, Toronto and East York District, were forwarded to all Members of the Toronto and East York Community Council with the agenda for its meeting on February 7, 2006, and copies are on file in the City Clerk's Office:

- Attachment 1: Zoning;
- Attachment 2: Site Plan;
- Attachment 3: West Elevation;
- Attachment 4: East Elevation;
- Attachment 5: South Elevation; and
- Attachment 6: North Elevation.)

The Toronto and East York Community Council also had before the following communications and a copies are on file in the City Clerk's Office:

- Communication (undated) from Jeff Mulligan;
- Communication (February 2, 2006) from Michael Craig, Sunnyside Community Association; and
- Communication (February 7, 2006) from Jeffery Hanning and Odette Ziezold.

The following appeared before the Toronto and East York Community Council:

- Michael Craig, on behalf of Sunnyside Community Association;
- Jeff Hanning; and
- William P. Nankiveu, B and H Architects.