

**175 Elizabeth Street - Official Plan and Zoning By-law  
Amendment Applications – Final Report**

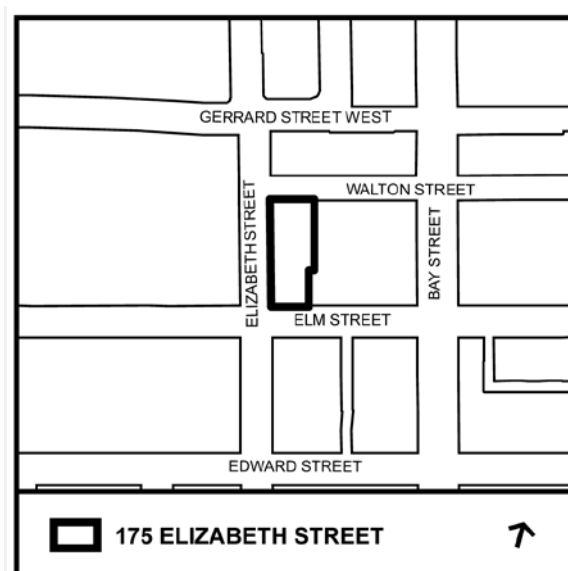
<b>Date:</b>	June 15, 2018
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Acting Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 27 – Toronto Centre-Rosedale
<b>Reference Number:</b>	18 122673 STE 27 OZ

**SUMMARY**

The City Planning Division has received an application to amend the City's Official Plan and Zoning By-law from SickKids Hospital to redevelop the site at 175 Elizabeth Street with a new Patient Support Centre (PSC).

The application proposes a new 22 storey tower for institutional use that measures 98.66 metres in height. The proposed tower totals 44,520 m<sup>2</sup> of non-residential gross floor area with a density of 19.6 times the area of the lot. The tower floor plate measures 1,740 m<sup>2</sup> in area. The application also proposes 183 bicycle parking spaces with vehicular parking and loading located off site. The existing 8 storey SickKids owned and occupied Elizabeth McMaster Research Building would be demolished.

The PSC project represents the first phase of SickKids Hospital's "Project Horizon" which is a multi-phased redevelopment of major components of the hospital's campus. The SickKids campus is primarily located in the block generally bounded by Gerrard Street East to the north, Elizabeth Street to the east, Elm Street to the south and University Avenue to the west.



The PSC will provide 2 floors of swing space for temporary decanting, which combined with the consolidation of administration and education functions, will enable future construction on the main campus.

The PSC, located directly east of the main SickKids Hospital campus and adjacent to the existing SickKids owned Peter Gilgan Centre for Research and Learning at 686 Bay Street (northwest corner of Bay Street and Elm Street) is compatible with adjacent and nearby land uses. The re-designation of the site from *Mixed Use Areas* to *Institutional Areas* will allow the site to be maintained for institutional uses and advances the policy objectives of the City's Downtown Plan Official Plan Amendment (OPA 406).

The proposed development is consistent with the Provincial Policy Statement (2014) and conforms to the Growth Plan for the Greater Golden Horseshoe (2017).

This report reviews and recommends approval of the applications to amend the Official Plan and Zoning By-law.

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. City Council amend the Official Plan for the lands at 175 Elizabeth Street substantially in accordance with the draft Official Plan Amendment attached as Attachment No. 8 to the report (June 15, 2018) from the Acting Director, Community Planning, Toronto and East York District.
2. City Council amend Zoning By-law 438-86 for the lands at 175 Elizabeth Street substantially in accordance with the draft Zoning By-law Amendment to be available at the Toronto and East York Community Council meeting of July 4, 2018.
3. City Council amend City of Toronto Zoning By-law 569-2013 for the lands at 175 Elizabeth Street substantially in accordance with the draft Zoning By-law Amendment to be available at the Toronto and East York Community Council meeting of July 4, 2018.
4. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment and Zoning By-law Amendments as may be required.
5. City Council submit a request to the Minister of Municipal Affairs of Ontario to modify the Downtown Plan Official Plan Amendment (OPA 406) to have the site removed from the *Mixed Use Areas 1* designation on Maps 41-3 and 41-3-A to ensure their continued use for institutional purposes.
6. City Council require that, in the context of site plan approval, the Chief Planner and Executive Director secure the design, construction and maintenance by the owner of

a public access easement within the areas where the building is proposed to be offset at ground level and require the owner to prepare all documents and convey to the City, at its own expense and for nominal consideration, a public access easement for use by the general public, including rights of support as applicable, all to the satisfaction of Director, Real Estate Services, the Chief Planner and Executive Director, City Planning Division, and the City Solicitor, in consultation with the Ward Councillor. The obligations secured will include conveyance free and clear of all physical and title encumbrances unless otherwise agreed to by the Chief Planner and Executive Director and provision of indemnification and insurance.

### **Financial Impact**

The recommendations in this report have no financial impact.

### **DECISION HISTORY**

There have been no recent development applications filed on the subject property.

### **Pre-Application Consultation**

Two pre-application consultation meetings were held with the applicant prior to the submission of the application on October 23, 2017 and January 9, 2018. Matters raised by staff included: the need for an Official Plan and Zoning By-law Amendment to permit the proposed use; protection of views from City Hall; location and access to parking; and application timing. Complete application submission requirements were also discussed.

### **ISSUE BACKGROUND**

#### **Proposal**

This application proposes to amend the City's Official Plan and City of Toronto Zoning By-law Nos. 438-86 and 569-2013 for the lands at 175 Elizabeth Street to permit an institutional building to be owned and operated by SickKids Hospital which will be used as a Patient Support Centre ("the PSC"). The building will contain patient support services, education and administrative functions for SickKids Hospital.

SickKids Hospital is the largest paediatric academic health sciences centre in Canada and was established in 1875. The hospital moved to its current location on February 4, 1951. On an annual basis, approximately 15,000 children stay at the hospital in close to 400 beds; almost 300,000 visits are made to more than 100 clinics on site; emergency staff treats 50,000 children; and 13,000 operations are performed.

The PSC project represents the first phase of SickKids Hospital's "Project Horizon" which is a multi-phased redevelopment of major components of the hospital's campus. The proposed PSC building is required to enable future phases of the hospital revitalization to proceed, as services will need to be temporarily relocated from areas of construction to the PSC building.

The application proposes a single tower at the northeast corner of Elizabeth Street and Elm Street that would measure 22 storeys (98.66 metres) in height with a density of 19.6 times the area of

the lot. A total 44,520 m<sup>2</sup> of non-residential gross floor area is proposed, of which 162 m<sup>2</sup> would be for retail uses on the ground floor with the remainder for institutional uses on the storeys above. The tower floor plate measures 1,740 m<sup>2</sup> in area.

A total of 183 bicycle parking spaces are proposed. No vehicular parking spaces are proposed on site. Parking is proposed to be accommodated off site at SickKids owned and operated parking facilities within the campus. Three Type ‘B’ and two Type ‘C’ loading spaces are proposed to be shared with the SickKids owned Peter Gilgan Centre for Research and Learning at 686 Bay Street (northwest corner of Bay Street and Elm Street), which will be connected internally to the PSC on the first, second and third storeys.

Mechanical uses are spread between the below-grade levels and a mechanical penthouse on the east side of the building at the 22<sup>nd</sup> storey. The ground floor of the building features a 5.6 metre floor to ceiling height with the second and third storeys measuring 4.5 metres in height. The first two storeys of the proposed PSC will be utilized for

Institutional uses including patient support services, educational and administrative functions will occupy storeys 3 through 21. A 366 m<sup>2</sup> outdoor amenity area is proposed at the west side of the building on the 22<sup>nd</sup> floor.

The building proposes 0 metre setbacks along all property lines. The first two storeys have been inset 4.1 metres along the Elm Street frontage and 3.2 metres along the Walton Street frontage. The site currently contains an existing pedestrian bridge connecting across Elizabeth Street and an 8 storey building (The Elizabeth McMaster Building), both of which are proposed to be demolished. A pedestrian bridge measuring 6.03 metres in width is proposed to cross Elizabeth Street and connect the PSC with the Slaughter Atrium Building to the west at the third storey, replacing the existing pedestrian bridge in approximately the same location.

Details of the application are outlined in the chart below and in Attachment 8 – Application Data Sheet.

Category	February 28, 2018	
Site Area	2,293 m <sup>2</sup>	
Proposed Setbacks - 22 storey Tower from Property Line	North (Walton Street)	0 metres
	East	0 metres
	South (Elm Street)	0 metres
	West (Elizabeth Street)	0 metres
Gross Floor Area (GFA) Non-Residential/Institutional Retail Total	44,358 m <sup>2</sup>	
	162 m <sup>2</sup>	
	44,520 m <sup>2</sup>	
Floor Space Index (FSI)	19.6 times the lot area	
Building Height (to mechanical penthouse)	22 storeys (98.66 metres)	
Ground Floor Height	5.6 metres	
Amenity Area		

	Indoor	0 m <sup>2</sup>
	Outdoor	366 m <sup>2</sup> (22 <sup>nd</sup> storey)
	Total	366 m <sup>2</sup>
Proposed Tower Floor Plate		1,740 m <sup>2</sup>
Proposed Vehicular Parking		0 spaces
Loading Spaces	On-Site	0 spaces
	Shared with 686 Bay Street	3 Type B 2 Type C
Bicycle Parking	Proposed	183 spaces
	(proposed short-term: long-term)	(93:90)

### Site and Surrounding Area

The site is located immediately east and directly across from the main SickKids Hospital campus, which forms a cluster of health science uses along the University Avenue corridor between College Street and Dundas Street West including the broader SickKids Hospital campus, Toronto General Hospital, Mount Sinai Hospital, the Women’s College Hospital, the MARS Discovery District and a number of University of Toronto health sciences related faculty buildings.

Surrounding land uses are as follows:

- North: To the north of the site is LuCliff Place, a 24 storey mixed use building containing offices and residential units. The westerly half of the building is apartments with the front entrance at Gerrard Street West and the easterly half is office with entrance from Bay Street. A 32 storey tower addition at the southeast corner of Elizabeth Street and Gerrard Street West was approved in 2015.
- South: Directly across Elm Street to the south (77 Elm Street) is a 12 storey building owned and operated by SickKids and known as the Alan Brown Building. The building consists of a 7 storey apartment building atop a 5 storey parking garage. Further east on the south side of Elm are three storey row houses with retail at grade. To the south-west is a 17 storey mixed-use building which houses the YWCA Toronto Elm Centre.
- East: Immediately east of the site is the Enwave Energy Walton Street Steam Plant. The plant’s stack sits atop a 6-storey windowless building and rises to a height of 137 metres. A 21-storey research and education building owned and operated by SickKids Hospital, with 505 m<sup>2</sup> of retail uses at grade and known as the Peter Gilgan Centre for Research and Learning is located at the northwest corner of Bay Street and Elm Street.
- West: SickKids Hospital campus. Immediately west is the hospital’s Slight Family Atrium wing, an 8-storey structure which is accessed via a horseshoe driveway. An elevated

pedestrian bridge across Elizabeth Street links the site to the hospital. Toronto Rehab and Mount Sinai hospital are situated further west, across University Avenue.

## **Provincial Policy Statement and Provincial Plans**

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

The Provincial Policy Statement (2014) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the *Planning Act* and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that is provided by Council shall also be consistent with the PPS.

The PPS is more than a set of individual policies. It is to be read in its entirety and the relevant policies are to be applied to each situation.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

The Growth Plan for the Greater Golden Horseshoe (2017) (the "Growth Plan") provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part, including:

- Establishing minimum density targets within strategic growth areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan 2017 contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities. At the time of the MCR, municipalities can make a request to the Province for alternative targets to those set out in the Growth Plan.

The subject site is located within 500 metres of St. Patrick and Dundas subway stations. The *Downtown* area has been planned to be transit supportive and is on track to achieve a population density of over 400 residents and workers per hectare.

As part of the next MCR, the Province has set out a number of requirements, including, MTSA density, Urban Growth Centre density, Employment Area density, and others. The Ministry's draft Guidance document can be accessed at this link:

[http://www.placestogrow.ca/images/pdfs/MCR/en/draft\\_guidance\\_the\\_municipal\\_comprehensive\\_review\\_process\\_EN.pdf](http://www.placestogrow.ca/images/pdfs/MCR/en/draft_guidance_the_municipal_comprehensive_review_process_EN.pdf)

The Growth Plan builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform to the Growth Plan. Comments, submissions or advice affecting a planning matter that is provided by Council shall also conform to the Growth Plan.

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform to Provincial Plans. All comments, submissions or advice affecting a planning matter that is provided by Council shall also be consistent with the PPS and conform to Provincial Plans.

Policy 5.1 of the Growth Plan states that where a municipality must decide on a planning matter before its official plan has been amended to conform with this Plan, or before other applicable planning instruments have been updated accordingly, it must still consider the impact of its decision as it relates to the policies of the Growth Plan which require comprehensive municipal implementation.

Staff has reviewed the proposed development for consistency with the PPS (2014) and for conformity with the Growth Plan (2017). The outcome of staff analysis and review are summarized in the Comments section of the Report.

## **Official Plan**

This application has been reviewed against the policies of the City of Toronto Official Plan, a number of which are noted below. The Official Plan is intended to be read and interpreted as a comprehensive whole.

## **Chapter 2 – Shaping the City**

### **Section 2.2.1: Downtown: The Heart of Toronto**

The proposed development is located in the *Downtown* area as defined by Map 2 of the City of Toronto Official Plan. Section 2.2.1 outlines the policies for development within the *Downtown*. The downtown is where most of the growth in the City of Toronto is expected to occur.

The *Downtown* will continue to evolve as the premier employment area of the City of Toronto and provide a range of housing for those working in the area. The City will also explore opportunities to maintain and improve the public realm, promote an environment of creativity



and innovation, support and enhance the specialty retail and entertainment districts, support business infrastructure and create business partnerships.

Many of the jobs located *Downtown* are in government, education or health services, and most of these are located in *Institutional Areas* north of the Financial District. In addition to being the seat of government for the City and the Province, *Downtown* is home to large teaching hospitals and other health services that have a regional draw. Equally important are campuses of higher learning, including the University of Toronto, Ryerson Polytechnic University, George Brown College and the Ontario College of Art and Design.

Transportation within the *Downtown* is expected to be accommodated by transit. Priority will be given to transit improvements in the *Downtown* and transit vehicles will be given priority on streets within the *Downtown* particularly those with streetcars. A program of improvements will be implemented to enhance the pedestrian environment and efforts made to improve the safety of walking and cycling *Downtown*.

### **Chapter 3 – Building a Successful City**

Section 3 of the Official Plan contains policies that guide growth by integrating social, economic and environmental perspectives in decision making to create an attractive Toronto with a strong economy and complete communities. The policies focus on the built environment, the human environment, the natural environment, economic health and new neighbourhoods. All applications for development are to be evaluated against the policies and criteria in the Chapter to ensure the best possible development choices are made.

#### **Section 3.1.2: Built Form**

The Official Plan states that architects and developers have a civic responsibility to create buildings that not only meet the needs of their clients, tenants and customers, but also the needs of the people who live and work in the area. New development in Toronto will be located and organized to fit with its existing and/or planned context. It will do this by generally locating buildings parallel to the street or along the edge of a park or open space, have a consistent front yard setback, acknowledge the prominence of corner sites, locate entrances so they are clearly visible and provide ground floor uses that have views into and access from the streets. New development will also locate and organize vehicle parking and vehicular access to minimize their impacts on the public realm. Furthermore, new development will create appropriate transitions in scale to neighbouring existing and/or planned buildings, limit shadowing on streets, properties and open spaces, and minimize any additional shadowing and uncomfortable wind conditions on neighbouring parks as necessary to preserve their utility.

In addition to the policies identified above, new development will also be massed to define the edge of streets, parks and open spaces to ensure adequate access to sky views for the proposed and future uses. New development will provide public amenity, and enhance the public realm through improvements to adjacent boulevards and sidewalks through tree plantings.

### **Section 3.1.3: Built Form – Tall Buildings**

The application proposes the construction of a Tall Building. Policy 3.1.3 states that Tall Buildings come with larger civic responsibilities than buildings of a smaller scale. In addition to speaking about specific built form characteristics, the policy states that proposals for Tall Buildings should clearly demonstrate how they relate to the existing and planned context, take into account their relationship with the topography and other tall buildings and how they meet the other objectives of the Official Plan.

### **Section 3.1.5: Heritage Conservation**

Section 3.1.5 provides policy direction on the conservation of heritage properties in the City's Heritage Register and on development adjacent to heritage properties. Policy 5 requires proposed alterations or development on or adjacent to a property on the Heritage Register to ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained. Policy 26 requires new construction on, or adjacent to a property on the Heritage Register be designed to conserve the cultural heritage values, attributes and character of the property and to mitigate the visual and physical impact on it, including consideration such as scale, massing, materials, height, building orientation and location relative to the heritage property. Policy 27 encourages the conservation of buildings and structures on the Heritage Register.

Policy 45 provides policies for the protection of views to heritage properties. The Queens Park Legislative Assembly, Old City Hall and City Hall are public ceremonial sites of exceptional importance and prominence. Protection of views from the public realm to these three properties will include the prevention of any further intrusions visible above and behind the building silhouette, as well as protecting the view to the buildings from any further obstruction. The identified views from the public realm, to and beyond these properties, will be conserved.

## **Chapter 4 – Land Use Designations**

### **Section 4.5: Mixed Use Areas**

The site is currently designated *Mixed Use Areas* on Map 18 of the Official Plan. *Mixed Use Areas* are intended to provide a broad range of commercial, residential and institutional uses in single-use or mixed-use buildings. Development within *Mixed Use Areas* should provide for new jobs and homes on underutilized lands, while locating and massing new buildings to provide a transition between areas of different development intensity and scale. Furthermore, development in *Mixed Use Areas* should be located and massed to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces.

Development in *Mixed Use Areas* should also provide attractive, comfortable and safe pedestrian environments; have access to schools, parks and community centres as well as libraries and childcare.

Development in *Mixed Use Areas* should also take advantage of nearby transit services; provide good site access and circulation as well as an adequate supply of both visitor and resident parking. In addition, service areas should be located to minimize impacts on adjacent streets, and any new multi-unit residential development should provide indoor and outdoor amenity space for residents.

#### **Section 4.8: Institutional Areas**

The application proposes to amend the land use designation in the Official Plan from *Mixed Use Areas* to *Institutional Areas* to reflect the site's intended use as a patient support centre for SickKids Hospital.

*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. 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.

### **Chapter 5 – Implementation**

#### **Section 5.6: Interpretation**

This section provides guidance as to the understanding and interpretation of the Official Plan. Policy 1 indicates the Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making. Policy 1.1 indicates the goal of the Official Plan is to balance and reconcile a range of diverse objectives affecting land use planning in the City.

Policy 1 in Section 5.3.2 - Implementation Plans and Strategies for City-Building of the Official Plan states that Guidelines will be adopted to advance the vision, objectives, and policies of the Plan.

The Official Plan is available on the City's website at:

<https://www.toronto.ca/wp-content/uploads/2017/11/99b3-cp-official-plan-volume-1-consolidation.pdf>

#### **Tower Height – City Hall and Old City Hall View Corridor**

Official Plan Policy 3.1.1.9 and 10 in addition to Policy 3.1.5.45 establishes view protection policies from the public realm to City Hall and Old City Hall. The policy specifies that this will include the prevention of any further intrusions visible above and behind the building silhouette as well as protecting the view to the buildings. The existing protected view for City Hall is from the north side of Queen along the edge of the eastern half of Nathan Phillips Square and for Old City Hall is from the southwest and southeast corners of Bay and Temperance.

The City has initiated an Official Plan Amendment process with the intent of modifying the view corridor to enhance the silhouette view protection policies. The draft policies propose to amend the City Hall view corridor to include viewpoints from the south side of Queen Street and for Old City Hall, the protected view would be looking north from King Street and from Temperance Street. To date these draft policies have not been finalized. The Preliminary Report on the City-initiated Official Plan Amendment is available at:  
<https://www.toronto.ca/legdocs/mmis/2017/te/bgrd/backgroundfile-104845.pdf>

A status report on the view corridor Official Plan Amendment will also be sent on the July 4, 2018 Toronto and East York Community Council agenda for consideration.

A view corridor analysis has been included as part of the Heritage Impact Assessment submitted with the application. Staff have reviewed the view corridor analysis to ensure that the proposed tower will not intrude into the existing view corridor presently designated in the Official Plan and the proposed enhanced view corridor for both City Hall and Old City Hall.

### **TOcore: Planning Downtown**

At its May 1, 2018 meeting, Planning and Growth Management (PGM) Committee held a Special Public Meeting pursuant to Section 26 of the *Planning Act* and adopted a staff report entitled 'TOcore: Downtown Plan Official Plan Amendment', as amended, that recommended adoption of the Downtown Plan Official Plan Amendment (OPA 406). OPA 406 includes amendments to Section 2.2.1 and Map 6 of the Official Plan, as well as a new Downtown Plan. Future amendments to existing Secondary Plans and Site and Area Specific Policies located within the Downtown area are recommended to be implemented once OPA 406 comes into force and effect.

At its May 22-24, 2018 meeting, City Council adopted OPA 406, as amended. The Council decision is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG29.4>

Pursuant to Section 26 of the *Planning Act*, the Downtown Plan will be forwarded to the Minister of Municipal Affairs for approval. Council has directed Staff to use the policies contained with the Downtown Plan to inform evaluation of current and future development applications in the Downtown Plan area while the OPA is under consideration by the Minister.

The OPA – in conjunction with the associated infrastructure strategies that address water, energy, mobility, parks and public realm and community services and facilities – is the result of a four-year study called TOcore: Planning Downtown. The TOcore study area is generally bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north and the Don River to the east.

OPA 406 provides a comprehensive and integrated policy framework to shape growth in Toronto's fast-growing Downtown over the next 25 years. It provides the City with a blueprint to align growth management with the provision of infrastructure, sustain livability, achieve complete communities and ensure there is space for the economy to grow.

As part of the City of Toronto's Five Year Official Plan Review under Section 26 of the *Planning Act*, OPA 406 is a component of the work program to bring the Official Plan into conformity with the Growth Plan. City Council declared that OPA 406 is consistent with the Provincial Policy Statement (2014), conforms with the Growth Plan and has regard to matters of provincial interest under Section 2 of the Planning Act.

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area-specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal), which provide the detailed performance standards for portions of buildings above 24 metres in height.

At its meeting on October 2-4, 2017, City Council considered the Proposed Downtown Plan and directed Staff to undertake stakeholder and public consultation on that document and its proposed policies, leading to the Downtown Plan Official Plan Amendment.

Further background information can be found at [www.toronto.ca/tocore](http://www.toronto.ca/tocore).

## **Zoning**

The former City of Toronto General Zoning By-law 438-86, as amended, zones the subject site CR T6.0 C2.0 R6.0 – Commercial Residential with a maximum permitted height of 46 metres and a maximum density of 6.0 times the area of the lot. The CR zone permits a range of commercial and residential uses. The site is subject to certain permission and exception provisions, including: prohibition of a commercial parking garage use and a base building height of 28 metres with a subsequent angular plane of 60 degrees along Elizabeth Street and Elm Street.

On May 9, 2013, City Council enacted city-wide Zoning By-law 569-2013. *Planning Act* applications submitted after May 9, 2013 are subject to the new Zoning By-law. The site is zoned CR 6.0 (c2.0; r 6.0) SS1 (x2329) – Commercial Residential with a maximum permitted height of 46 metres and a maximum density of 6.0 times the area of the lot. The CR zone permits a range of commercial and residential uses.

## **City-Wide Tall Building Design Guidelines**

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure that they fit within their context and minimize their local impacts. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

Policy 1 in Section 5.3.2 - Implementation Plans and Strategies for City-Building of the Official Plan states that Guidelines will be adopted to advance the vision, objectives, and policies of the Plan. Urban Design guidelines specifically are intended "to provide a more detailed framework for built form and public improvements in growth areas." The Tall Building Design Guidelines serve this policy intent, helping to implement Chapter 3.1 The Built Environment and other policies within the Plan related to the design and development of tall buildings in Toronto.

### **Site Plan Control**

The application is subject to Site Plan Control. An application for Site Plan has not been submitted.

### **Reasons for the Applications**

An amendment to the Official Plan has been submitted. While it is acknowledged that the *Mixed Use Areas* designation permits institutional uses, the proposed use as a part of the SickKids Hospital campus aligns with the policy framework as intended by the *Institutional Areas* policies. Placing the site within an *Institutional Areas* designation will establish that this building will be used for non-residential institutional uses as a part of the broader SickKids campus.

An amendment to both City of Toronto Zoning By-law Nos. 438-86 and 569-2013 is required. While the proposed office and medical office type uses are permitted in the current Commercial Residential (CR) zoning categories, the institutional tower proposes significant increases to height and density relative to what is permitted by the current zoning provisions.

The Zoning By-law Amendment will establish appropriate development standards for the proposal.

### **Application Submission**

The following reports/studies were submitted with the application:

- Air Quality Compatibility Study;
- Arborist Report;
- Architectural Plans;
- Building Mass Model;
- Draft Official Plan and Zoning By-law Amendments;
- Energy Strategy Letter;
- Functional Servicing Report;
- Geotechnical Study;
- Heritage Impact Assessment;
- Housing Issues Report;
- Hydrogeological Report;
- Landscape and Lighting Plans;
- Pedestrian Wind Assessment;

- Planning and Urban Design Rationale;
- Public Consultation Plan;
- Stormwater Management Report;
- Sun/Shadow Study;
- Toronto Green Standards Checklist;
- Transportation Considerations Report; and
- Tree Preservation Plan

The Official Plan and Zoning By-law Amendment application was deemed complete on March 29, 2018. The current planning information for the application, including access to the studies submitted above is available through the Application Information Centre (AIC) which can be found here: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>

### **Community Consultation**

A Community Consultation Meeting to discuss the proposal was held on April 18, 2018. The meeting was attended by staff from the Ward Councillor's office, City Planning staff, the applicant, staff from SickKids Hospital and 6 members of the public.

Issues raised by those in attendance which have been considered in the review of the application were generally related to the following matters:

- Tower separation between the proposed PSC and the existing and proposed towers to the north of the site;
- Noise generated by the construction of the new building;
- Shadow impacts from the new building;
- Traffic and parking requirements generated by the proposed uses; and
- Progress of demolition to the current Elizabeth McMaster Building.

### **Agency Circulation**

The application together with the applicable reports noted above, have been circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to formulate an appropriate Official Plan Amendment and Zoning By-law standards.

### **COMMENTS**

This section provides an overview of provincial and municipal planning considerations used in the evaluation of the proposal. The comments draw on input from City and outside agency staff, technical studies, applicable planning policies and guidelines, an analysis of the proposed development, built form, surrounding context and historical context and community and stakeholder consultation.

City Planning staff have reviewed the proposed development and are of the opinion the proposed development is acceptable. The proposed use and built form is supportable in its current form for the reasons outlined below.

## ***Planning Act, Provincial Policy Statement and Provincial Plans***

### **Planning Act**

Section 2 of the *Planning Act* sets out matters of provincial interest that City Council shall have regard to in making any decision under the *Planning Act*. Relevant provisions of provincial interest include, among other matters: Section 2 (h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this *Act* applies; Section 2(i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities; Section 2(k) the adequate provision of employment opportunities; Section 2(p) the appropriate location of growth and development; Section 2 (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and Section 2(r) the promotion of built form that, (i) is well-designed, (ii) encourages a sense of place, and (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

The proposed development has regard to each of these sections of the *Planning Act*:

- Regarding Section 2(h.1), the proposal provides for enhanced accessibility to a health care facility for persons with disabilities;
- Regarding Section 2(i), the proposal provides for the additional provision of a health facility as part of a health campus that serves the entire province. Further, the proposed PSC contains educational and recreational facilities that enhance the quality of care for all patients of SickKids Hospital;
- Regarding Section 2(k), the proposal provides and protects for employment opportunities in the health care sector;
- Regarding Section 2(p), the proposal is located within the *Downtown*, an area where growth and, more specifically, growth in the health sector is contemplated;
- Regarding Section 2(q), the proposal supports public transit, as it is located within 450 metres of a subway station (St. Patrick Station) and within close proximity to the Dundas TTC streetcar. The proposal has also been designed to oriented to pedestrians, as it will be accessible from the ground floor and along three street frontages; and
- Regarding Section 2(r), the proposal provides for a built form that is well-designed, encourages a sense of place, and provides for a public space that is that is of high-quality, safe, accessible, attractive and vibrant.

The proposal has been reviewed and evaluated against the PPS (2014) and the Growth Plan (2017). The proposal has also been reviewed and evaluated against Policy 5.1 of the Growth Plan as described in the Issue Background section of the Report.

Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan as follows:



## **Provincial Policy Statement, 2014**

Policy 1.1 of the PPS provides a policy framework for managing and directing land use to achieve efficient and resilient development and land use patterns. Policy 1.1.1(b) states that healthy, liveable and safe communities are sustained by accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs.

The proposed SickKids PSC is located in an area with a range and mixture of uses and will accommodate the long-term needs of the hospital and wider community. The PSC will also be a facility that will provide many new jobs to the area.

Policy 1.1.3.3 of the PPS refers to appropriate locations for intensification and redevelopment while Policy 1.1.3.4 refers to appropriate development standards to facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety within settlement areas. In the City's Official Plan, the site is located within the *Downtown* which is anticipated to accommodate growth. Investment in the *Downtown* on the part of the City, other levels of government and public/private partnerships will be sought to create and advance research and business development alliances among the health, education and biotechnology and biomedical sectors *Downtown*.

The site is currently designated *Mixed Use Areas*. The Official Plan Amendment proposes a change in designation to *Institutional Areas*. Both of these designations anticipate growth to serve the needs of the population.

The development site, as a location for intensification, is consistent with those PPS policies that refer to appropriate locations for intensification and redevelopment.

There are additional policies in the PPS which refer directly or indirectly to health facilities. More specifically, a Public Service Facility is a defined term which includes the provision of services for health programs. Policy 1.1.1 g) refers to ensuring that Public Service Facilities are or would be available to meet current and projected needs and Policy 1.1.3.6 refers to development that allows for the efficient use of Public Service Facilities to meet current and projected needs which is also reflected in Policy 1.7.1 b) which refers to optimizing the long-term availability and use of Public Service Facilities.

Policy 2.6.1 of the PPS states significant built heritage resources and significant cultural heritage landscapes shall be conserved. Policy 2.6.3 of the PPS states planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alterations has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved. The Official Plan further refines the direction of the PPS to require appropriate built form to fit harmoniously into its existing and/or planned context and the conservation of heritage properties.

The proposal is consistent with the PPS in this regard. The proposed land use and density provides a built form that supports an efficient use of land and existing infrastructure and is consistent with the health-related policies of the PPS. The proposed PSC has been designed in a manner that will conserve important heritage views from City Hall consistent with the PPS. The proposed PSC also provides for a facility which meets the long-term needs of the City and Hospital as a whole.

### **Growth Plan for the Greater Golden Horseshoe, 2017**

Any decision under the Planning Act must conform to the Growth Plan for the Greater Golden Horseshoe.

Policy 2.2.1.4 of the Growth Plan states that applying the policies of the Growth Plan will support the achievement of complete communities that feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities; and improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes. This section of the Growth Plan also speaks to expanding convenient access to public service facilities that are co-located and integrated in community hubs.

Policy 3.2.8 of the Growth Plan provides policies for public service facilities and states that priority should be given to maintaining and adapting existing public service facilities and spaces as community hubs to meet the needs of the community and optimize the long-term viability of public investments. In addition, existing public service facilities that are located in or near strategic growth areas should be the preferred location for community hubs. New public service facilities should be located on sites that are easily accessible by active transportation and transit. The proposed PSC is a public service facility, conveniently accessible via transit and located within an existing hub of health sciences uses. The proposed PSC will support the Growth Plan's objective of achieving complete communities and will contribute to the improvement of overall quality of life, including human health, for people of all ages, abilities, and incomes.

The proposal confirms with the Growth Plan for the Greater Golden Horseshoe as the proposal contemplates development in a location supported by higher-order transit and ensures the provision of complete communities through the provision of a full range of public service facilities.

### **Official Plan**

The proposed institutional use provides for a benefit to both the immediate community as well as the broader regional population that meets the intent of the City's current and emerging Official Plan policies with respect to land use, health and built form as well as providing for the enhanced use of an underutilized site within the downtown and adjacent to the existing SickKids Hospital Campus.

## Land Use

The site is currently designated *Mixed Use Areas* in the City's Official Plan. This application proposes to redesignate the site to *Institutional Areas*.

The proposed PSC is a permitted use within both the *Mixed Use Areas* and *Institutional Areas* designations. *Mixed Use Areas* are made up of a broad range of commercial, residential and institutional uses, in single use or mixed use buildings, as well as parks and open spaces and utilities. *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.

While it is acknowledged that the *Mixed Use Areas* designation permits the proposed institutional use while anticipating growth, the proposed use aligns with the policy framework as intended by the *Institutional Areas* policies and will provide for the continued use of the site for SickKids Hospital.

Section 4.8 of the City's Official Plan sets out the development criteria for *Institutional Areas* and states that institutional facilities that serve a broader regional population should, wherever possible, locate close to an existing rapid transit line. Additionally, new buildings and structures in the vicinity of hospital heliports will be sited and massed to protect the continued use of flight paths to hospital heliports.

As noted previously, the site is located within 500 metres of St. Patrick Subway Station and within close proximity to the Dundas TTC streetcar. The proposal has also been reviewed to ensure compatibility with the continued use of the SickKids Hospital Flight Path as will be discussed further in this report (Refer to: SickKids Hospital Flight Path).

City Planning Staff are of the opinion that the proposal meets the intent of the *Institutional Areas* policies of the Official Plan.

## Downtown Plan: Institutional Uses and Health Sciences District

The Downtown Plan Official Plan Amendment (OPA 406) was adopted by City Council on May 23-25, 2018. While not yet in full force and effect, it is important to consider the emerging policy framework within the context of the downtown and how it applies to this site.

In OPA 406, the site is designated Mixed Use Areas 1 - Growth which contains areas with the greatest heights and largest proportion of non-residential uses. Most importantly, the site is located within the newly created Health Sciences District. Within the Health Sciences District, a significant number of hospitals, treatment, academic, education, research and related commercial functions are clustered within close walking distance of one another in an area centred on University Avenue. In addition to providing primary healthcare for the growing Downtown residential population, this important concentration of teaching hospitals and research facilities provides critical health services to the regional and provincial populations.

To meet increased local demands resulting from residential growth and to provide specialized services, expansion of hospitals and related facilities is anticipated. Of all institutional uses, hospitals are in greatest need of geographic proximity in order to maximize synergy between facilities. To ensure there is a continuing capacity to meet future demands for local, regional and province-wide health services, hospitals and related facilities must be able to expand on-site or on adjacent parcels.

The major health, post-secondary education and government institutional campuses within *Downtown* are among the largest employers in the city and attract thousands of workers, patients, students and visitors every day. Demand for institutional services is expected to expand and evolve.

Policy 6.13 of the Downtown Plan speaks to the importance of prioritizing institutional uses and states that:

- 6.13. Lands owned by an institution will be prioritized for institutional uses to support the growth of health, educational and/or government institutional campuses.

Policies 6.14 to 6.17 of the Downtown Plan set out the objectives for the *Health Sciences District* and state that:

- 6.14 Opportunities to increase non-residential uses within the *Health Sciences District* will be protected to support institutional growth.
- 6.15 Development within the *Health Sciences District* will:
  - 6.15.1 replace existing institutional and non-residential gross floor area; and
  - 6.15.2 only contain institutional and/or non-residential gross floor area for any increase in density above the as-of-right permissions contained within the in-force Zoning By-law.
- 6.16 Many buildings within the *Health Sciences District* are physically connected, reflecting their interdependence. Appropriate physical connections that contribute to the District's ability to share resources, facilities and technology will be encouraged.
- 6.17 The *public realm* within the *Health Sciences District* will be expanded and improved to:
  - 6.17.1 provide pedestrian amenities for workers, patients and visitors; and
  - 6.17.2 create connections and linkages throughout the Health Sciences District.

The proposed PSC meets the intent of the proposed policies related to the Health Sciences District. The proposal represents a non-residential use that contains primarily institutional gross floor area that physically connects to the main SickKids Hospital campus. The application for an Official Plan Amendment is instrumental in ensuring that the site will be safeguarded for

institutional uses in perpetuity, as well as supporting the growth of the SickKids Hospital campus.

The Downtown Plan Official Plan Amendment (OPA 406) has been adopted by City Council, which has authorized the Chief Planner and Executive Director, City Planning to seek the approval of the Minister of Municipal Affairs of Ontario of the Downtown Plan. Given that OPA 406 is now before the Province for consideration, City Planning staff recommends that the City submit a request to the Minister of Municipal Affairs of Ontario to modify OPA 406 to have the site removed from the *Mixed Use Areas 1* designation. By doing so, it will more accurately reflect the institutional nature of the property and ensure that the site is used only for uses permitted by the *Institutional* designation of the Official Plan.

### **Density, Height, Massing**

The PSC proposes a density of 19.6 times the area of the lot with an overall building height of 22-storeys (98.66 metres) in a canyon-form typology. The height and density represent an increase from the current Zoning By-law's density and height permissions, which are currently 6.0 times the area of the lot and 46 metres, respectively. For the reasons outlined below, City Planning Staff is of the opinion that the increase in density and height is acceptable.

The proposal was reviewed in the context of the Official Plan Built Form policies contained primarily within Chapter 3 of the plan, as well as Council approved OPA 352 respecting tall buildings in the Downtown. These policies seek to ensure adequate transition to areas of lower scale, appropriate relationship to adjacent streets, and the limiting of light, view and privacy impacts on the surrounding area and within the development itself.

Further analysis of the policies relating to density, height and massing are discussed in detail below:

### **Existing and Planned Context**

Official Plan Policy 3.1.2 requires that new development be massed and located to fit within the existing and planned context. In stable areas, such as *Neighbourhoods* and *Apartment Neighbourhoods*, the planned context typically reinforces the existing context. In growth areas, such as *Mixed Use Areas* and *Avenues*, the planned context generally anticipates change. In general, height and density aspects of the planned context of new development will be assessed on the basis of the Plan's policies, including Secondary Plans and site and area specific policies.

The subject site is located within an established cluster of health science uses, including the broader SickKids Hospital campus, Toronto General Hospital, Mount Sinai Hospital, the Women's College Hospital, the MARS Discovery District, and a number of University of Toronto health sciences related faculty buildings. From a design perspective, the existing context is that of tall residential, office and institutional buildings. Many of the surrounding health sciences uses within a 500 metre radius of the site are in a tower form.

The proposed PSC is located within a block of tall buildings, including a 24-storey mixed use building containing offices and residential units with a 32-storey tower addition at the southeast corner directly to the north of the site. Immediately east of the site is the Enwave Energy Walton Street Steam Plant with a height of 137 metres. The 21-storey Peter Gilgan Centre for Research

and Learning is located at the northwest corner of Bay Street and Elm Street. To the immediate west of the site is the main SickKids Hospital campus, which stretches from Elizabeth Street to University Avenue.

### **Tall Buildings Policies and Guidelines**

Official Plan Policy 3.1.3 states that tall buildings come with larger civic responsibilities. The policy intends that tall buildings are characterized by a base building, middle and top. The base building should have a scale relative to the surrounding streets, and integrate with adjacent buildings. The middle is characterized by appropriate floor plate sizes and the top is intended to contribute to the skyline character and integrate mechanical structures. Tall Buildings are required to comply with the built form policies of the Official Plan.

The Tall Building Design Guidelines (the “Guidelines”) help translate the Official Plan policies to achieve optimal building siting and design that enhances the public realm while respecting and reinforcing the surrounding built environment and context. The Guidelines are used to assist in testing the appropriateness of development applications in the policy context.

With respect to setbacks and tower separation, the building proposes zero setbacks on all sides and a minimum tower separation of 21.4 metres to the SickKids campus to the west and 15.17 metres to 700 Bay Street on the north side of Walton Street.

The intent of OPA 352, which is currently under appeal, is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. OPA 352 states that the Zoning By-law will contain minimum numerical standards for tower setbacks from property lines and separation distances between towers. By-law No. 1106-2016, which implements OPA 352, states that every tower must be no closer than 3.0 metres to a lot line abutting a public street and 12.5 metres to the centre line of that street. While it is recognized that the proposed PSC is not meeting the setback provisions of the new Downtown Tall Buildings Setbacks By-law, it is important to note that OPA 352 contains a number of criteria in which a Zoning By-law Amendment may be considered.

It is important to note that the PSC is located within a block, bounded by Walton Street to the north, Bay Street to the east, Elm Street to the south and Elizabeth Street to the west that is limited in its development potential. Each of the buildings within the block and to the north of the site are fully developed or approved for development.

In this case, the PSC is providing a high quality public, comfortable public realm through the offsetting of setbacks by 4.1 metres along the Elm Street frontage; 3.15 metres along the Walton Street frontage for the lower four storeys; and 3.7 metres along the Elizabeth Street frontage for the lower two storeys. The tower to the immediate north of the site also features a 3 metre offset along Walton Street. This allows for appropriate access to sunlight and limits the impact of uncomfortable wind conditions. Wind and shadowing are discussed further in the “Sun, Shadow and Wind” section of the report. The PSC will not impact any parks and open spaces.

The proposed PSC is providing for a larger tower floorplate of 1,740 square metres. As described in the Guidelines, there is some flexibility for tower floor plate area on a site specific

basis for institutional buildings in order to make them economically viable. Policy 9.16 of OPA 406 recognizes that institutional uses will have floor plates larger than 750 square metres.

Due to the programmatic needs of SickKids Hospital for providing regional services, full compliance with the Guidelines and OPA 352 will not be achievable. However, given the site's immediate context within this block that has been fully developed in a similar fashion with tall buildings and that adequate access to sunlight and sky view is being provided, it is the opinion of City Planning Staff that the proposed PSC has adequate regard for the City's Tall Buildings Guidelines and policies and is acceptable in this particular instance.

### **SickKids Hospital Flight Path**

Official Plan Policy 4.8.4 states that new buildings will be sited and massed to protect the continued use of flight paths to hospital heliports. On May 3, 2016, the Minister of Municipal Affairs and Housing issued a Zoning Order – Protection of Public Health and Safety – Toronto Hospital Heliports. The purpose of this Order is to protect health and safety by ensuring the safe operation of air ambulance services provided in relation to St. Michael's Hospital and The Hospital for Sick Children. The Zoning Order reflects the helicopter flight paths and identifies an obstacle limitation surface into which structures or naturally growing objects shall not penetrate. The Zoning Order was scheduled to be revoked March 31, 2018. City Council at its meeting of December 5, 2017 adopted an airport zoning regulation for the hospital helicopter flight paths, By-law 1432-2017, which is in full force and effect and reflects the same flight paths as in the Minister's Zoning Order.

The proposal is within the SickKids Hospital Air Ambulance Service Protection Corridor. On August 21, 2017, the Minister of Transport entered into an agreement with the City of Toronto pursuant to section 5.81(1) of the *Aeronautics Act*, thereby authorizing the City to regulate the use of lands in the vicinity of hospital heliports, within the City of Toronto, for the purpose of ensuring that the use is not incompatible with the safe operation of a hospital heliport or aircraft. Policy 4 in Section 4.8 – '*Institutional Areas*' of the Official Plan indicates new buildings in vicinity of hospital heliports be sited and massed to protect the continued use of its flight paths.

In order to comply with the helicopter flight path and the related Official Plan policy, any development including all temporary and permanent structures such as parapets, antenna, light fixtures and crane activities have to be below or outside the protected flight path. The proposed PSC is located below the helicopter flight path.

The compatibility of the proposal has been reviewed by NAV CANADA who has indicated that there are no concerns with the location of the proposed building and that the safe operation of the hospital heliport or aircraft is being maintained.

### **Heritage Conservation**

The site at 175 Elizabeth Street does not have a heritage designation; however there are designated properties adjacent to the site. The property directly across from the site at 77 Elm Street (Nurses' Residence, Hospital for Sick Children) is listed in the City's Heritage Register. To the southwest of the site, the property at 110 Edward Street (formerly known as 87 Elm Street) known as the House of Industry was designated by City Council on January 16, 1976 by

By-law 7-78 under Part IV of the *Ontario Heritage Act*. The site now houses the YWCA of Toronto.

Heritage Preservation Services staff has reviewed the application and do not have any issues with respect to the proposed PSC's impact on adjacent heritage properties.

## **Heritage Views – City Hall**

Official Plan Policy 3.1.1.9 and 10 in addition to Policy 3.1.5.45 establishes view protection policies from the public realm to City Hall and Old City Hall. The policy specifies that this will include the prevention of any further intrusions visible above and behind the building silhouette as well as protecting the view to the buildings. The existing protected view for City Hall is from the north side of Queen along the edge of the eastern half of Nathan Phillips Square and for Old City Hall is from the southwest and southeast corners of Bay and Temperance.

The City has initiated an Official Plan Amendment process with the intent of modifying the view corridor to enhance the silhouette view protection policies. The draft policies propose to amend the City Hall view corridor to include viewpoints from the south side of Queen Street and for Old City Hall, the protected view would be looking north from King Street and from Temperance Street. To date these draft policies have not been finalized. The Preliminary Report on the City-initiated Official Plan Amendment is available at:

<https://www.toronto.ca/legdocs/mmis/2017/te/bgrd/backgroundfile-104845.pdf>

A view corridor analysis has been included as part of the Heritage Impact Assessment submitted with the application. Urban Design has reviewed the applicant's documentation in consultation with Heritage Preservation Services and undertaken a modelling exercise to assess to what extent, if any, the proposed PSC would intrude into the proposed view corridor. As represented in the modelling exercise, the PSC would be within substantial compliance of the proposed and existing view corridor.

## **Sun, Shadow, Wind**

### **Sun/Shadow**

The Sun/Shadow and Wind studies from Urban Strategies dated February 2018 submitted with the application have been reviewed against the Official Plan policies described in the Issue Background section of this report.

The PSC has been massed, located and articulated to limit shadow impacts on surrounding areas in accordance with the intent of the Official Plan Built Form policies and Tall Building Design Guidelines. Because this is an area with many tall buildings, the shadow impacts from the existing surrounding buildings is already significant.

The applicant has submitted studies illustrating the extent of shadowing that would result from the proposed development for March, June and September 21. The submitted shadow studies show the proposed tower would marginally shadow:



- Toronto General Hospital's R. Fraser Elliott Building (designated *Institutional*) between 10:18 am and 12:18 am (March/September 21) and not at all on June 21;
- Gerrard Street East, Walton Street, Bay Street and Elizabeth Street throughout the year.

The proposal has no shadow impact on local parks and open spaces and acceptable impacts on the surrounding area generally.

### **Wind Impact**

The applicant has submitted a Pedestrian Level Wind Assessment from Novus Environmental, dated February 23, 2018 to detail the potential wind impacts resulting from the massing of the proposed PSC building.

The report concludes that wind comfort levels at ground level for all pedestrian locations, including public streets and the main entrances at Elizabeth Street and Elm Street are expected to be suitable without any specific mitigation. The report makes specific recommendations for wind mitigation measures on rooftop amenity areas. With regard to impacts to the surrounding area, the report concludes that the proposed development is not expected to significantly affect pedestrian wind comfort for neighbouring buildings.

In order to address wind conditions on the rooftop terrace, City Planning will require an updated wind study and will secure any mitigation measures through the Site Plan Agreement.

### **Traffic Impact, Access, Parking and Loading**

A Transportation Impact Study and Parking Study from BA Group dated February 26, 2018 was submitted with the application and has been reviewed by staff.

A total of 183 bicycle parking spaces, but no vehicular parking or loading, is proposed. Loading activities associated with the PSC would use the adjacent SickKids PGCR building at the northwest corner of Bay Street and Elm Street to the east and the main campus through the existing underground tunnel to the site. The PSC would be accessible via pedestrian level entrances along Elm Street, Elizabeth Street and Walton Streets as well as via the pedestrian bridge over Elizabeth Street which connects the site to the SickKids Hospital main campus.

Transportation Services staff has no objection to the proposed parking and concur with the applicant's assertion that vehicular parking and loading can be accommodated off-site in SickKids existing parking facilities. Anticipated traffic will have minimal impacts on area intersections and can be acceptably accommodated on the adjacent road network.

Transportation Services also commented that a conveyance in the form of a 5.0 metre corner rounding is required at the Elizabeth Street corner of the site, which will be taken as a surface easement.

## **Servicing**

The applicant has submitted a Functional Servicing and Stormwater Management Report prepared by Stantec Engineering. Engineering and Construction Services staff have reviewed the report and deemed it to be acceptable.

The Functional Servicing Report has identified required upgrades to the watermain from Bay Street west to the subject site. Engineering and Construction Services has advised that the applicant will be required to enter into a Municipal Infrastructure Agreement as part of Site Plan Approval that will require the owner to pay for and construct any improvements to the municipal infrastructure in connection with the site servicing. This will be incorporated as a condition of Site Plan Approval.

## **Streetscape**

The proposed PSC will effectively frame the edges of Elizabeth Street, Elm Street and Walton Street, as each of the elevations contains primary windows and articulation typical of a front façade. The use as proposed will serve to enhance the safety, amenity and animation of these streets with front façade elements such as large windows, access to the PSC and building articulation along each street.

## **Public Realm Easements**

The building setbacks at the ground level will be secured as a surface easement, free and clear of all encumbrances to a minimum height. These easements will secure widening to the public sidewalk to meet the minimum 6 metres required by the Tall Building Guidelines, accommodating space for pedestrian circulation, street trees and other amenities such as bicycle parking and street furniture. Staff considers the proposed easements to be a positive element of the proposal.

The cumulative effect of providing public realm and outdoor amenity space is appropriate in meeting the needs of users of the facility, as well as providing public outdoor space.

## **Open Space/Parkland**

In accordance with Chapter 415, Article III of the Toronto Municipal Code, the application is exempt from the parkland dedication requirement under Chapter 415, Article III, Section 30.A.(11) as it is a Public Hospital that is receiving and using aid under the *Public Hospitals Act* for the purposes set out in the *Act*.

## **Urban Forestry**

The Arborist Report submitted in support of the application indicates that there are a total of 7 trees on the site, of which 6 qualify for protection under the City's Tree Protection By-law. The application proposes the removal of all existing trees, which would be replaced by 11 new trees to be planted within the municipal boulevard. Of these, 2 privately-owned trees on the property are proposed to be removed with the remaining 10 trees being protected.

The removal of the 7 trees and proposed replacement with 11 trees has been deemed acceptable by Parks, Forestry and Recreation.

## **Section 37**

As per Official Plan Policy 5.1.1.4, the subject site is a non-profit development and is thereby exempt from providing Section 37 benefits.

## **Conclusion**

The proposal has been reviewed against the policies of the PPS (2014), the Growth Plan (2017), and the Toronto Official Plan. Staff is of the opinion that the proposal is consistent with the PPS (2014) and does not conflict with the Growth Plan (2017). Furthermore, the proposal is in keeping with the intent of the Toronto Official Plan, particularly as it relates to the policy framework for *Institutional Areas* and the direction provided in the new Downtown Plan for the preservation of lands within the Health Sciences District for institutional uses.

City Planning recommends that Council approve the Official Plan and Zoning By-law Amendment applications, subject to the recommendations provided at the beginning of this report. The proposed development introduces an acceptable use that reinforces the existing and planned context.

## **CONTACT**

Jason Brander, Planner  
Tel. No. (416) 338-2577  
E-mail: [Jason.Brande@toronto.ca](mailto:Jason.Brande@toronto.ca)

## **SIGNATURE**

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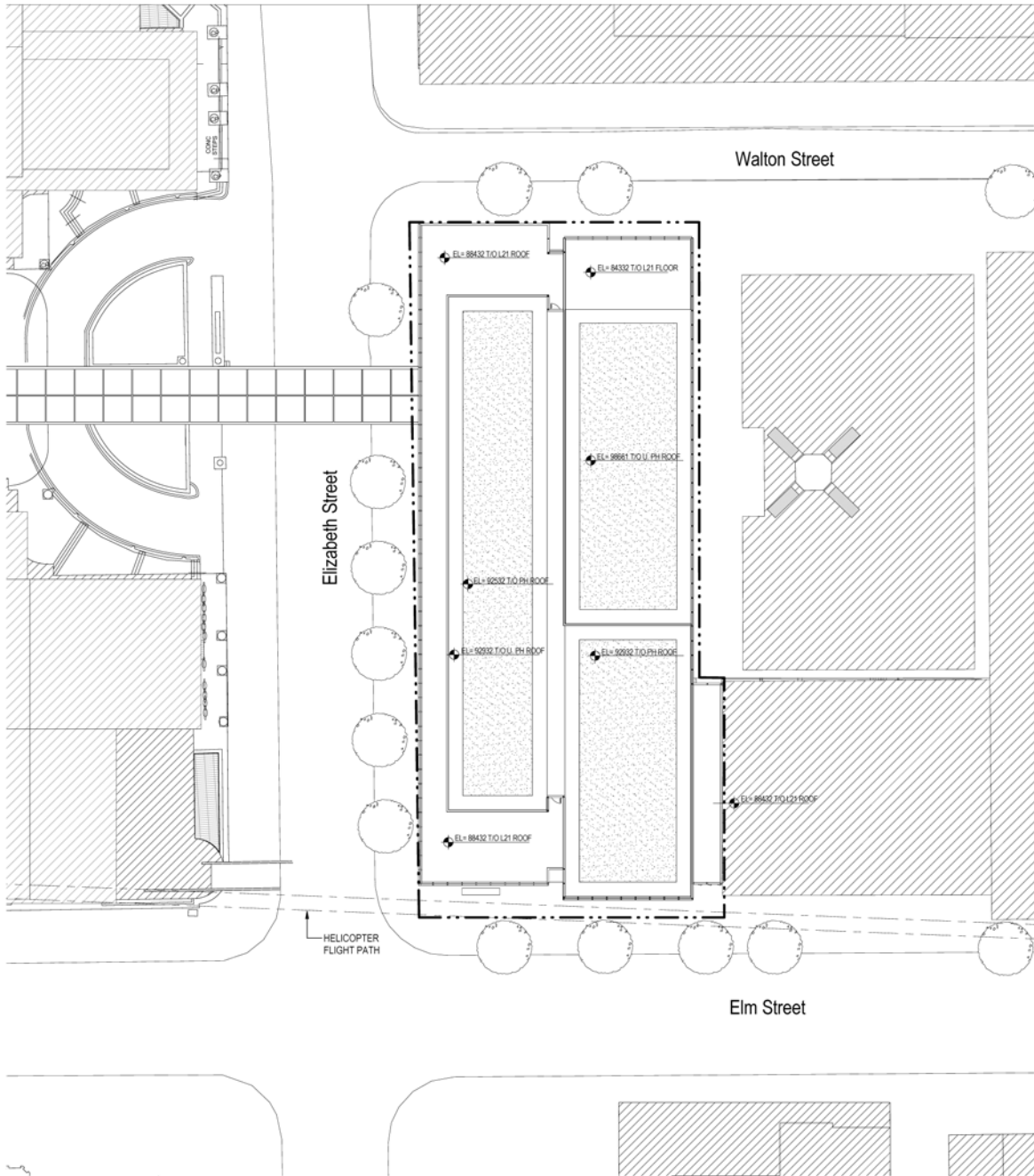
Lynda H. Macdonald  
Acting Director, Community Planning  
Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: North Elevation  
Attachment 3: South Elevation  
Attachment 4: East Elevation  
Attachment 5: West Elevation  
Attachment 6: City of Toronto Official Plan  
Attachment 7: City of Toronto Zoning By-law No. 569-2013  
Attachment 8: Draft Official Plan Amendment  
Attachment 9: Draft Zoning By-law Amendment to Zoning By-law No. 438-86  
Attachment 10: Draft Zoning By-law Amendment to Zoning By-law No. 569-2013  
Attachment 11: Application Data Sheet

# Attachment 1: Site Plan



## Site Plan

Applicant's Submitted Drawing

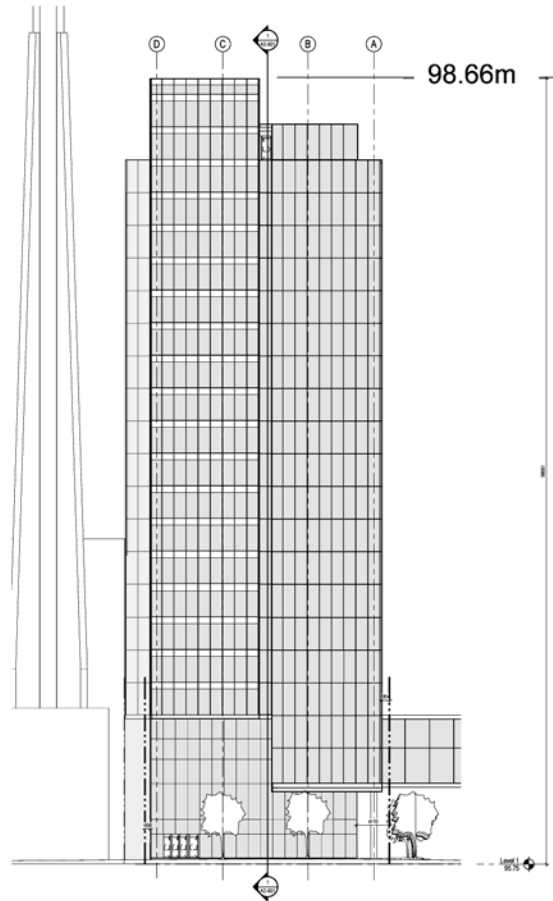
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03/07/2018



175 Elizabeth Street

File # 18 122673 STE 270Z

## Attachment 2: North Elevation



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### North Elevation

Applicant's Submitted Drawing

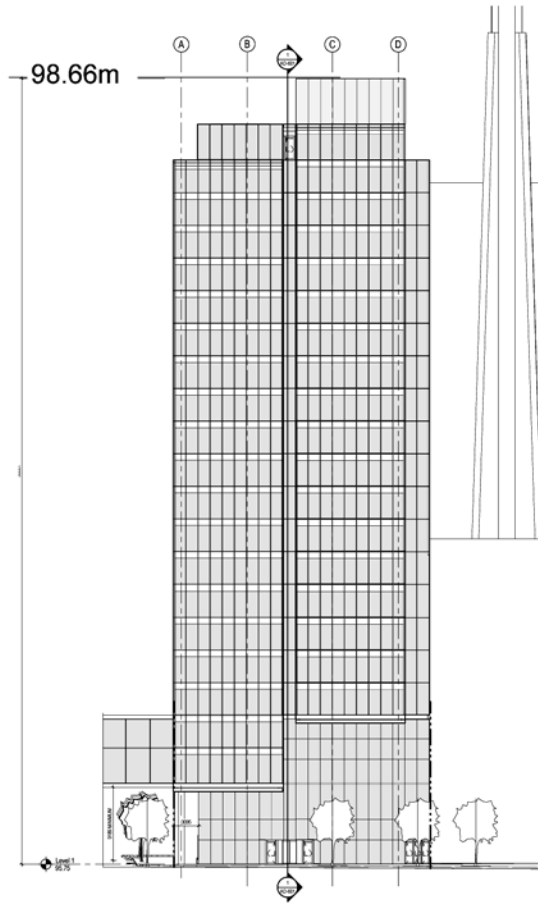
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175 Elizabeth Street

File # 18 122673 STE 270Z

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### Attachment 3: South Elevation



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## South Elevation

Applicant's Submitted Drawing

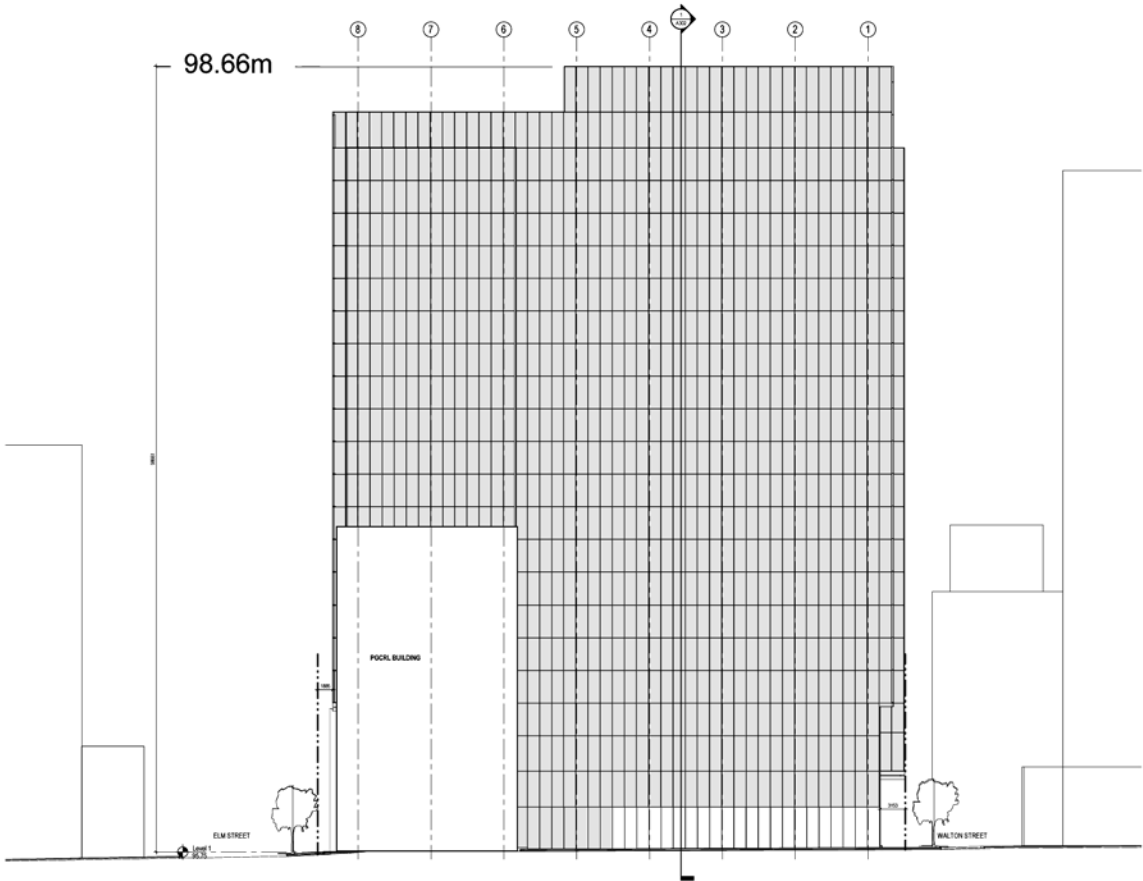
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175 Elizabeth Street

File # 18 122673 STE 270Z

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**Attachment 4: East Elevation**



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**East Elevation**

**175 Elizabeth Street**

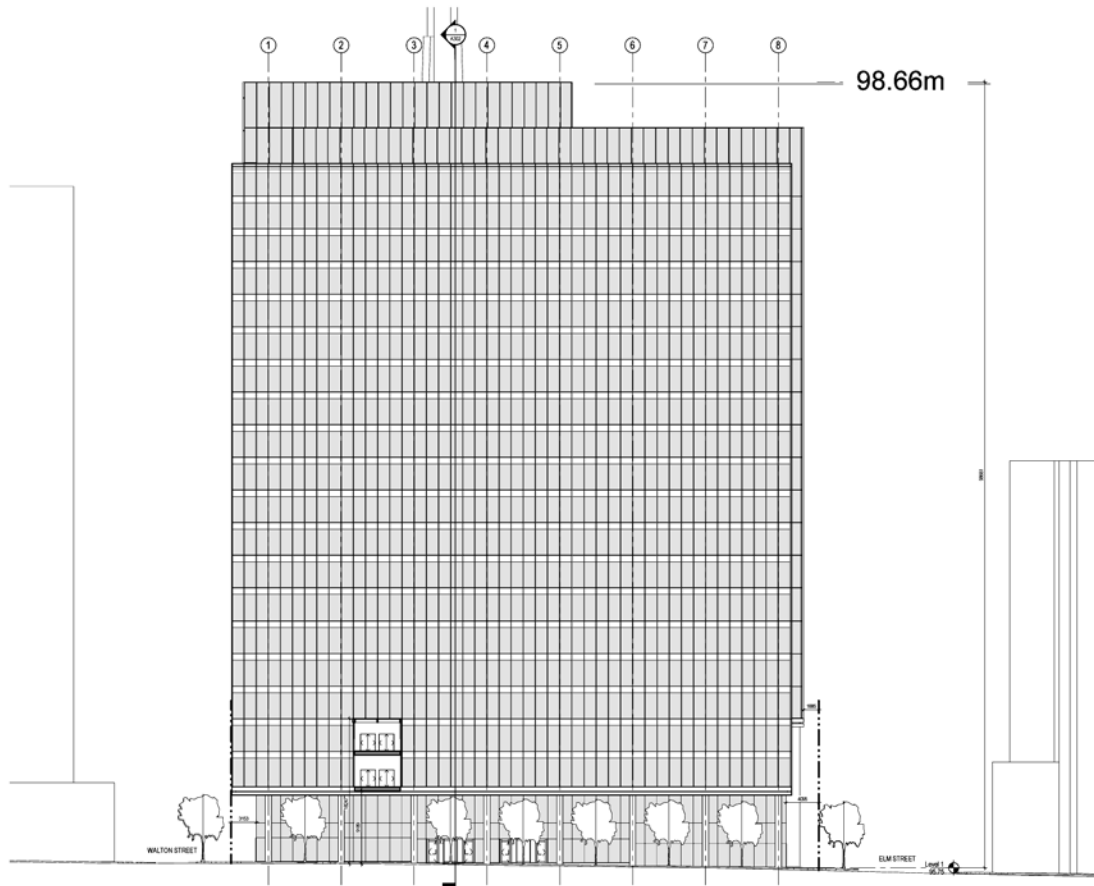
Applicant's Submitted Drawing

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03/08/2018

File # 18 122673 STE 270Z

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## Attachment 5: West Elevation



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### West Elevation

Applicant's Submitted Drawing

Not to Scale  
03/07/2018

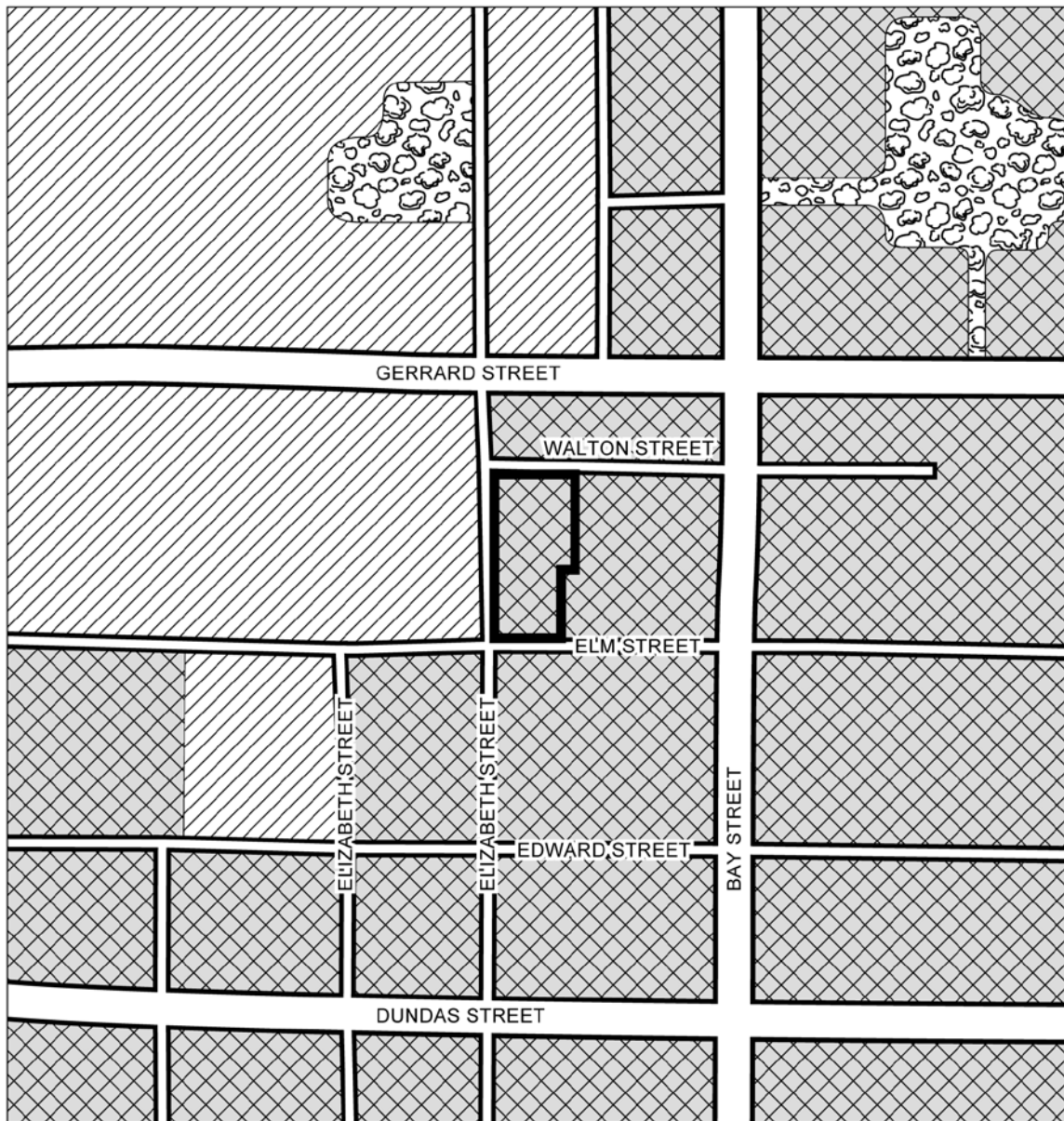
175 Elizabeth Street

File # 18 122673 STE 270Z

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Attachment 6: City of Toronto Official Plan



**TORONTO**  
Extract from Official Plan

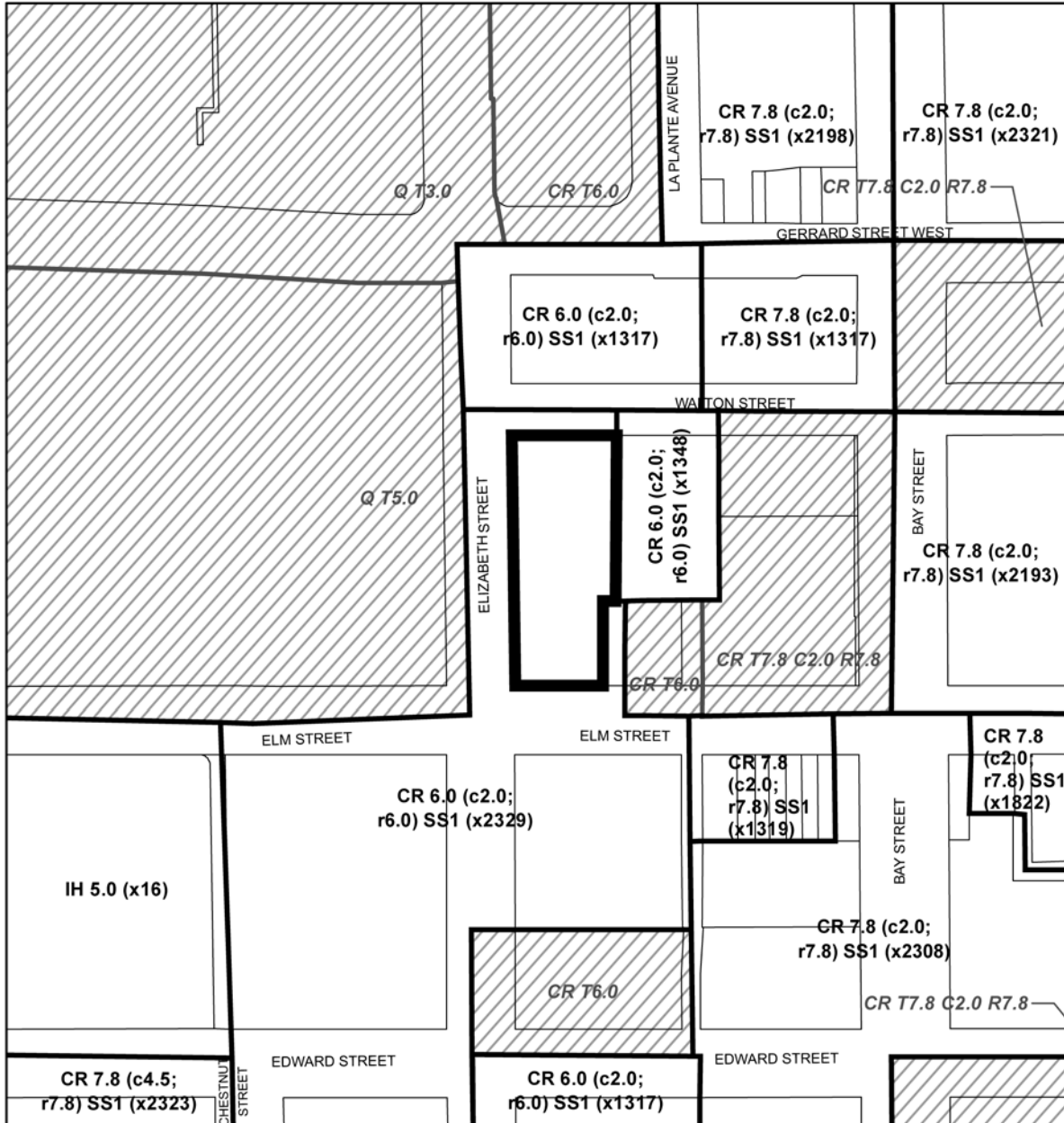
175 Elizabeth Street

File # 18 122673 STE 27 0Z



↑  
Not to Scale  
03/07/2018

Attachment 7: Zoning By-law No. 569-2013



Zoning By-law No. 569-2013

175 Elizabeth Street

File # 18 122673 STE 2702



Location of Application

CR Commercial Residential    IH Institutional Hospital



See Former City of Toronto By-Law No. 438-86

CR Mixed-Use District  
Q Mixed-Use District



Not to Scale  
Extracted: 03/07/2018

**Attachment 8: Draft Official Plan Amendment**

Authority: Toronto and East York Community Council Item ~ as adopted by City of Toronto Council on ~, 2018

Enacted by Council: ~, 2018

**CITY OF TORONTO**

**Bill No. ~**

**BY-LAW No. ~-2018**

**To adopt Amendment 427 to the Official Plan for the City of Toronto respecting the lands known municipally in the year 2017 as 175 Elizabeth Street**

WHEREAS authority is given to Council under the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, to pass this By-law;

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the *Planning Act*;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. The attached Amendment No. 427 to the Official Plan is hereby adopted pursuant to the *Planning Act*, as amended.

Enacted and passed on \_\_\_\_\_, 2018.

Frances Nunziata,  
Speaker

Ulli S. Watkiss,  
City Clerk

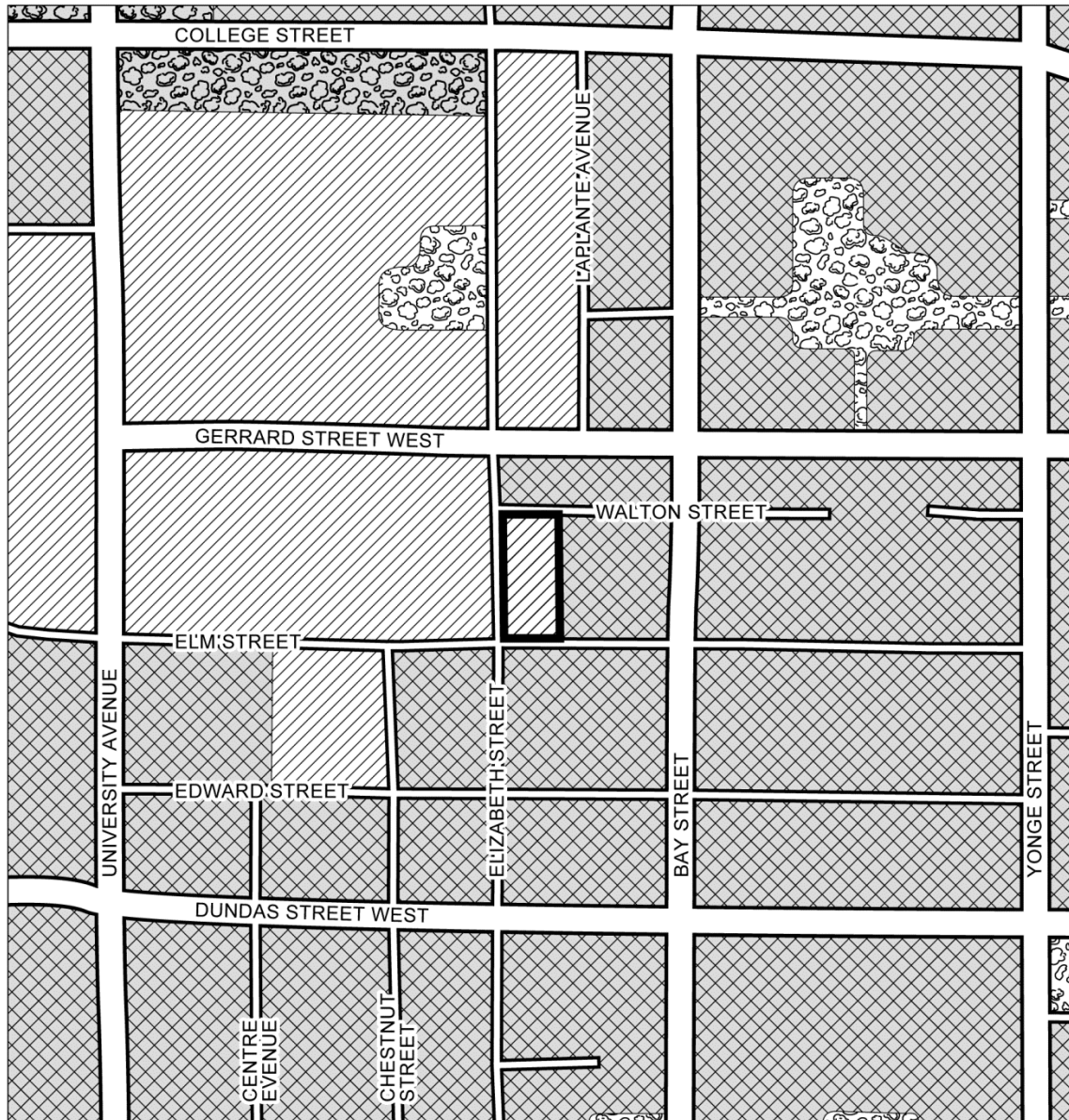
(Seal of the City)

**AMENDMENT 427 TO THE OFFICIAL PLAN**  
**LANDS MUNICIPALLY KNOWN IN THE YEAR 2017 AS**  
**175 ELIZABETH STREET**

The Official Plan of the City of Toronto is amended as follows:

1. Map 18, Land Use Plan, is amended by re-designating the lands known municipally as 175 Elizabeth Street from *Mixed Use Areas* to *Institutional Areas*, as shown on the attached Schedule 1.

**Schedule 1**



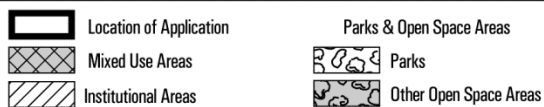
**175 Elizabeth Street**



**Official Plan Amendment # 427**

Revisions to Land Use Map 18 to Redesignate lands from Mixed Use Area to Institutional Area

File # 18 122673 STE 27 OZ



↑  
Not to Scale  
06/01/2018

**Attachment 9: Draft Zoning By-law Amendment to Zoning By-law No. 438-86**

To be provided prior to the July 4, 2018 Community Council Meeting

**Attachment 10: Draft Zoning By-law Amendment to Zoning By-law No. 569-2013**

To be provided prior to the July 4, 2018 Community Council Meeting

## Attachment 11: Application Data Sheet

Application Type	OPA / Rezoning	Application Number:	18 122673 STE 27 OZ
Details	OPA / Rezoning	Application Date:	February 28, 2018
Municipal Address:	175 ELIZABETH STREET		

Project Description: Application for Official Plan and Zoning By-law Amendment by SickKids Hospital for a new Patient Support Centre (PSC) at 175 Elizabeth Street. The proposed development features a 22-storey institutional tower with an approximate 1,740 m<sup>2</sup> institutional floor plate. The proposed development will include 44,520 m<sup>2</sup> of non-residential GFA, with a density of approximately 19.6 times the area of the lot.

<b>Applicant/Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
Urban Strategies Inc. 197 Spadina Ave, Suite 600 Toronto, ON, M5T 2C8	Stantec Architecture Ltd. 100-401 Wellington St W Toronto, ON M5V 1E7	Hospital for Sick Children 555 University Ave Toronto, ON, M5G 1X8

### PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	N
Zoning:	CR 6.0 (c2.0; r 6.0) SS1 (x2329)	Historical Status:	N
Height Limit (m):	46	Site Plan Control Area:	Y

### PROJECT INFORMATION

Site Area (sq. m):	2293	Height:	Storeys:	23
Frontage (m):	74		Metres:	98
Depth (m):	31			
Total Ground Floor Area (sq. m):	2109			<b>Total</b>
Total Residential GFA (sq. m):	0		Parking Spaces:	0
Total Non-Residential GFA (sq. m):	44520		Loading Docks	0
Total GFA (sq. m):	44520			
Lot Coverage Ratio (%):	71.78			
Floor Space Index:	19.6			

### DWELLING UNITS

Tenure Type:	Rental
Rooms:	0
Bachelor:	0
1 Bedroom:	0
2 Bedroom:	0
3 + Bedroom:	0
Total Units:	0

### FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	0	0	0
Retail GFA (sq. m):	162	0	0
Office GFA (sq. m):	0	0	0
Industrial GFA (sq. m):	0	0	0
Institutional/Other GFA (sq. m):	44358	0	0

**CONTACT: PLANNER NAME: Jason Brander, Planner**  
**TELEPHONE: (416) 338-2577**