

150 Sherway Drive – Zoning By-law Amendment Application – Preliminary Report

Date: May 26, 2020

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 3 - Etobicoke-Lakeshore

Planning Application Number: 19 264614 WET 03 OZ

Current Uses on Site: The site is currently occupied the Queensway Health Centre (Trillium Health Partners) and ancillary uses.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application to amend City-wide Zoning By-law No. 569-2013 for the property at 150 Sherway Drive. The application proposes the addition of a nine-storey inpatient hospital wing containing 416 beds to the north of the existing hospital building and a new eight-storey parking structure with 910 parking spaces to the south of the existing hospital building.

Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 150 Sherway Drive together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

City Planning confirms there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

DECISION HISTORY

At its meeting of October 29 and 30, 2019, City Council adopted the Sherway Area Secondary Plan. The Secondary Plan provides detailed policies that shape growth and development within the Sherway Area including specific policies for the Trillium Precinct which includes the subject site. Policies related to the Trillium Precinct were developed and refined in collaboration with Trillium Health Partners to address the unique nature and constraints of the hospital site. The Final Report and Supplementary Report for the Sherway Area Secondary Plan are found here:

<https://www.toronto.ca/legdocs/mmis/2019/ey/bgrd/backgroundfile-138772.pdf>

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EY9.1>.

The Secondary Plan is currently under appeal by nine appellants. No hearing date has been set for these appeals. Trillium Health Partners did not appeal the Secondary Plan.

ISSUE BACKGROUND

Pre-Application Consultation

Pre-application consultation meetings were conducted with the applicant in 2019 to discuss complete application submission requirements and to identify issues with the proposed development. During the pre-application meetings, staff raised concerns regarding the proposed building height, the size and location of the proposed parking structure and the need for a public road. The applicant submitted the application on December 24, 2019.

Application Description

This application proposes to amend City-wide Zoning By-law No. 569-2013 for the property at 150 Sherway Drive to permit a new nine-storey inpatient hospital wing containing 416 beds to the north of the existing hospital building, a new eight-storey parking garage structure with 910 parking spaces to the south of the existing hospital building, relocating the existing hospital loading docks to the base of the new hospital wing and introducing new landscaping throughout the site.

The new hospital wing is an elongated slab form with a bend in the middle, having an average floor plate size of approximately 6,850 m² and a total gross floor area of approximately 88,824 m² (see Attachment 4: Site Plan). The nine-storey hospital wing has a height of 50.5 metres, with average floor-to-ceiling heights of 4.5 metres per floor.

This new hospital wing would be connected by a covered walkway to the existing hospital building. The emergency and general admissions entrances and pick-up and drop-off facilities would remain in their existing locations. Pedestrian entrances to the new hospital wing would be from The West Mall side open to a plaza. Vehicular access would be primarily from the two current access/entry points from The West Mall, with an additional vehicular access provided in the future when the lands to the northwest at 2217 The Queensway are developed. Servicing and garbage collection are proposed to occur on the west side of the new hospital wing, while an ambulance transfer area would be located on the north side of the new hospital wing.

In addition to the 910 parking spaces within the new proposed parking garage structure, 527 existing surface parking spaces unaffected by the new buildings would remain bringing the total number of parking spaces to 1,437 for the entire site. The proposal also would also provide 124 new bicycle parking spaces.

Detailed project information can be found on the City's Application Information Centre at: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 1 and 2 of this report for three dimensional representations of the proposal in context.

Site and Surrounding Area

The subject site is located at the southwest corner of The Queensway and The West Mall (see Attachment 3: Location Map). The site is currently occupied by a one-storey hospital, four storey long term care facility, medical laboratory, one-storey palliative care facility, four-storey medical building, records storage building, a central utility facility and several surface parking lots at the north and south of the site.

Surrounding land uses include:

North: To the immediate north, is a hydro transmission corridor, with The West Mall-The Queensway intersection immediately adjoining the hydro corridor. A subway extension from Kipling Station and an access to a future Sherway Subway Station is contemplated within the adjoining hydro transmission corridor.

Northwest of the hydro transmission corridor is vacant land at 2217 The Queensway which is the site of a future commercial development that will connect to the subject site by a future public road crossing through the hydro corridor.

- West: The hydro corridor adjoins the site along the northwest and the Etobicoke Creek ravine adjoins the site along the southwest of the site. West of the Etobicoke Creek is the City of Mississauga.
- East: To the east is The West Mall, and on the east side of The West Mall is an area with surface parking for Sherway Gardens Shopping Centre further east. To the southeast, there are four residential towers ranging from 24 to 30 stories fronting onto The West Mall.
- South: Directly south of the site is a vacant block of land and further south is the Queen Elisabeth Way (QEW) provincial highway.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of City Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS") and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

The Growth Plan (2019) 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 to 800 metre radius of an existing or planned higher order 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.

A draft MTSA boundary was identified as part of the Sherway Area Secondary Plan and is found in Attachment 5 to the Sherway report. The lands subject to this application are shown to be within the draft MTSA boundary. A link to this report is here:

<https://www.toronto.ca/legdocs/mmis/2019/ey/bgrd/backgroundfile-138132.pdf>

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location and built form compatibility of different land uses, and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act* of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation.

The current application is located on lands designated *Institutional Areas* on Map 15 of the Official Plan (see Attachment 5 : Official Plan Land Use Map). Toronto Official Plan policies related to building complete communities, institutional uses, heritage preservation and environmental stewardship may be applicable to any application.

Toronto Official Plan policies may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The application is also located on lands within the boundaries of the Sherway Area Secondary Plan (OPA 469) and designated as *Institutional Areas*, forming part of the Trillium Precinct.

Zoning By-laws

The site is zoned Institutional (IH) in City-wide Zoning By-law No. 569-2013 (see Attachment 6: Zoning Map). The IH Zone permits a Hospital, Hospice Care Home, Education Use, Municipal Shelter, Park, Wellness Centre, Massage Therapy and Medical Offices Uses, and permits, with conditions, a range of additional uses on the site. This site is subject to exception IH-3 which provides coverage, building heights and other development provisions to these lands.

City-wide Zoning By-law No. 569-2013 may be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

Design Guidelines

The following Design Guidelines will be used in the evaluation of this application:

- Sherway Area Urban Design and Streetscape Guidelines;
- City-wide Tall Building Design Guidelines;
- Mid-Rise Buildings Performance Standards;
- Toronto Green Standard; and
- Bird Friendly Development Guidelines.

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

Site Plan Control

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

COMMENTS

Reasons for the Application

Amendments to City-wide Zoning By-law No. 569-2013 are required to establish appropriate development standards for the proposal, as the proposal does not comply with the existing zoning standards.

ISSUES TO BE RESOLVED

Provincial Policies and Plans Consistency/Conformity

The application will be evaluated against the *Planning Act* and applicable Provincial Plans to establish the application's consistency with the Provincial Policy Statement 2020 (PPS) and conformity with the Growth Plan (2019).

Section 2 of the *Planning Act* sets out matters of provincial interest that City Council shall have regard to in making any decisions under the *Planning Act*. Relevant matters of provincial interest are: (a) the protection of ecological systems, including natural areas, features and functions; (h) the orderly development of safe and healthy communities; (m) the co-ordination of planning activities of public bodies; (p) the appropriate location of growth and development; (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and (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 PPS contains policies related to managing and directing development. It requires that sufficient lands be made available for intensification and redevelopment, that planning authorities identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account, among other things, the existing building stock and surrounding area. While the PPS encourages intensification and efficient development, it recognizes that local context is important and that well-designed built form contributes to overall long-term economic prosperity. Policy 1.3.1a) requires that planning authorities promote economic development and competitiveness by providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs.

The PPS indicates that the Official Plan is the most important vehicle for implementing the PPS and planning authorities shall identify appropriate locations for intensification and redevelopment. Policy 4.8 states that zoning by-laws are important for implementation and planning authorities shall keep their zoning by-laws up-to-date.

A Place to Grow - Growth Plan for the Greater Golden Horseshoe (2019) (Growth Plan) supports intensification within built-up urban areas and focuses on accommodating forecasted growth in "complete communities", designed to meet people's needs for daily living through an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, public service facilities and a full range of housing to accommodate a range of incomes and household sizes.

Given the potential future transit investment for a subway extension and a future Sherway Subway Station, the Sherway Area Secondary Plan provided a draft MTSA boundary (which includes the subject lands) for consideration as part of the City's Growth Plan conformity exercise. Should this draft boundary be adopted for the MTSA as part of the City's Growth Plan conformity exercise for Ministerial Approval, the Secondary Plan's planned density would meet or exceed the required minimum density targets in the Growth Plan as it provides for additional managed, transit-supported intensification.

The application will be evaluated against the policies and objectives of the *Planning Act*, Provincial Policy Statement and Growth Plan, especially with regard to the promotion of well-designed built form.

Official Plan Conformity

The site is designated *Institutional Areas* on Map 15 of the Official Plan and the Official Plan provides policy direction for *Institutional Areas*. In addition to the policy direction of the Official Plan, the site is designated *Institutional Areas* and located within the Trillium Precinct of the Sherway Area Secondary Plan.

The Sherway Area Secondary Plan (Secondary Plan) is a comprehensive planning framework which provides an overarching framework for land use, development capacity, a new street network and a parks and open space system, within which more detailed precinct planning can be undertaken. The Secondary Plan states lands designated *Institutional Areas* are anticipated to accommodate the continued use and expansion of the hospital and ancillary uses. The Trillium Precinct (Precinct) is centred on Trillium Health Partners - Queensway Health Centre. Policies for the precinct require planning to consider the adjacent lands to provide for a coordinated approach to the network of new public streets, naturalized areas and access to the ravine trail system. A new public street through this Precinct is required to connect The Queensway to The West Mall.

The Secondary Plan also requires the future expansion of the Queensway Health Centre to be developed in a manner that locates buildings closer to the street edges, where possible, and provides pedestrian amenity along both public and internal streets. Open spaces such as courtyards, plazas and rooftop terraces are to be provided through hospital development in the Trillium Precinct to create an environment conducive to healing. These spaces are to be designed to be publicly accessible wherever feasible and may be relocated as necessary to respond to program or operational requirements. Furthermore, the Secondary Plan requires pedestrian and cyclist access points to the Etobicoke Creek trail system.

Currently there is no dedicated funding for the subway extension or the Sherway Subway Station and the project has not been identified as a priority project by either City Council or the Province. The Secondary Plan includes a policy that states:

In the event that higher-order transit is approved and funded within the Sherway Area, the City will undertake a review of this Plan to examine the appropriate land uses and densities that may be accommodated through improved transit access, with consideration for the community services and facilities, transportation and servicing capacity and other matters as may be necessary to serve additional development.

The proposal will be reviewed for its conformity with the policies of the Official Plan and the Sherway Area Secondary Plan.

Built Form, Planned and Built Context

The proposal will be evaluated based on the planning framework for the area, including Sections 2 (q) and (r) of the *Planning Act*, the PPS, the Growth Plan, the City's Official Plan including the Sherway Area Secondary Plan, the Zoning By-law and applicable City Council approved guidelines. In particular, the Secondary Plan is accompanied by Urban Design and Streetscape Guidelines for the Sherway Area, which provides more detailed standards to assist in the review of development applications and public realm improvements, and the implementation of the Secondary Plan.

Through the review of the application, the following preliminary issues will be evaluated to determine whether:

- The preliminary Campus Plan submitted, appropriately addresses Official Plan criteria;
- The proposed building heights, massing, setbacks, step backs, siting and scale are appropriate and conform to all applicable Official Plan and Secondary Plan policies and urban design guidelines;
- The proposal provides for a high-quality public realm, landscape design and appropriate sidewalk widths;
- The impact, if any, of the proposed buildings on the public realm, including whether wind and shadow impacts in the immediate vicinity are mitigated appropriately;
- The proposal appropriately addresses the requirement for a public road through the site connecting The Queensway to The West Mall; and
- The proposal appropriately addresses the pedestrian connectivity through the site.

Natural Heritage and Ravine Protection

A small portion of the southern and western property is part of the city's Natural Heritage Area as identified on Map 9 of the Official Plan. The evaluation of the application will include evaluating the protection required for this Natural Heritage Area. A Natural Heritage Impact Study by Beacon Environmental was submitted as part of the application and is under review by City and Toronto Region Conservation Authority staff.

The subject property is partially located within a TRCA Regulated Area of the Etobicoke Creek watershed. In accordance with Ontario Regulation 166/06 (Development, Interference with Wetlands and Alterations to Shoreline and Watercourse Regulation), a permit is required from the TRCA prior to any development taking place on the regulated portion of the property.

TRCA staff have reviewed the application material submitted and have identified a number of items to be addressed through the next re-submission, including:

- The need to identify the TRCA buffer limit on all applicable drawings;
- A request to explore opportunities to restore the 10-metre feature setback, which is currently paved south of the proposed parking structure;
- Questions whether the TRCA's Stormwater Management Criteria are being met for quantity, quality, water balance and erosion;
- The need for additional estimates and details for dewatering; and
- The need for Erosion and Sediment Control drawings.

A small portion of the southern and western property is subject to provisions of the City of Toronto Ravine and Natural Feature Protection (RNFP) By-law (Municipal Code Chapter 658). RNFP staff have identified the following items to be addressed through the review of the future Site Plan Control application:

- A submission of a Sediment Control Plan;
- Toronto Green Standard to confirm items under Tier 1 Ecology regarding Urban Forestry are met within the RNFP limit; and
- Explore planting opportunities to introduce native trees and/or shrubs south of the proposed eight-storey parking structure on the private property within the RNFP Limit to improve the site condition and bring long-term benefits to the ravine system.

Tree Preservation

City Council has adopted the objective of increasing the existing 27 percent tree canopy coverage to 40 percent. Policy 3.4.1 (d) of the Official Plan states that "to support strong communities, a competitive economy and a high quality of life, public and private city-building activities and changes to the built environment, including public works, will be environmentally friendly based on: d) preserving and enhancing the urban forest by: i) providing suitable growing environments for trees; ii) increasing tree canopy coverage and diversity, especially of long-lived native and large shade trees; and iii) regulating the injury and destruction of trees".

A Tree Inventory and Preservation Plan Report has been submitted and is under review by City staff. Staff will work with the applicant to address the provision of trees and the requirement to add to the City's tree canopy.

The application is also subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The application has identified five protected privately-owned trees to be removed. Urban Forestry staff have identified the following items to be addressed prior to Zoning approval:

- Submission of an Application to Injure or Destroy Trees to Urban Forestry;
- Revisions to the Landscape Concept Plan; and
- Revisions to the Toronto Green Standard Checklist under Tier 1 - Ecology.

Infrastructure/Servicing Capacity

City staff and commenting agencies are reviewing the application to determine if there is sufficient infrastructure capacity to accommodate the proposed development. The applicant has submitted a Functional Servicing Report, a Geotechnical Study and a Hydrogeological Report. Staff will be reviewing the servicing reports to evaluate the effects of the development on the City's municipal servicing infrastructure, and identify any new infrastructure and upgrades to existing infrastructure that may be required to adequately service the proposal.

Transportation

Staff are also reviewing the Transportation Impact Study (TIS) to evaluate the effects of the development on the local transportation system, and to identify any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the proposed development. Transportation Services and Transportation Planning staff have identified the following items to be addressed prior to Zoning approval:

- Revisions required to demonstrate how the required public street (with a right-of-way requirement of 20 metres) will be conveyed through phasing;
- Revisions required to the TIS regarding the signalized access and intersections, Transportation Demand Management component and parking and loading space drawings;
- Proxy parking utilization study required to validate the proposed parking rate;
- Additional information regarding the location of bicycle parking facilities is required; and
- Internal site pedestrian considerations require improved articulation to demonstrate circulation through the site through each phase of development.

Toronto Green Standard

City Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement. Staff will continue to review the Toronto Green Standard Checklist submitted by the applicant for compliance with Tier 1 performance measures and will be encouraging the applicant to meet Tier 2 or higher performance measures.

Other Matters

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

CONTACT

Elisabeth Silva Stewart, MCIP, RPP
Senior Planner, Community Planning
Tel. No. (416) 394-6006
E-mail: Elisabeth.SilvaStewart@toronto.ca

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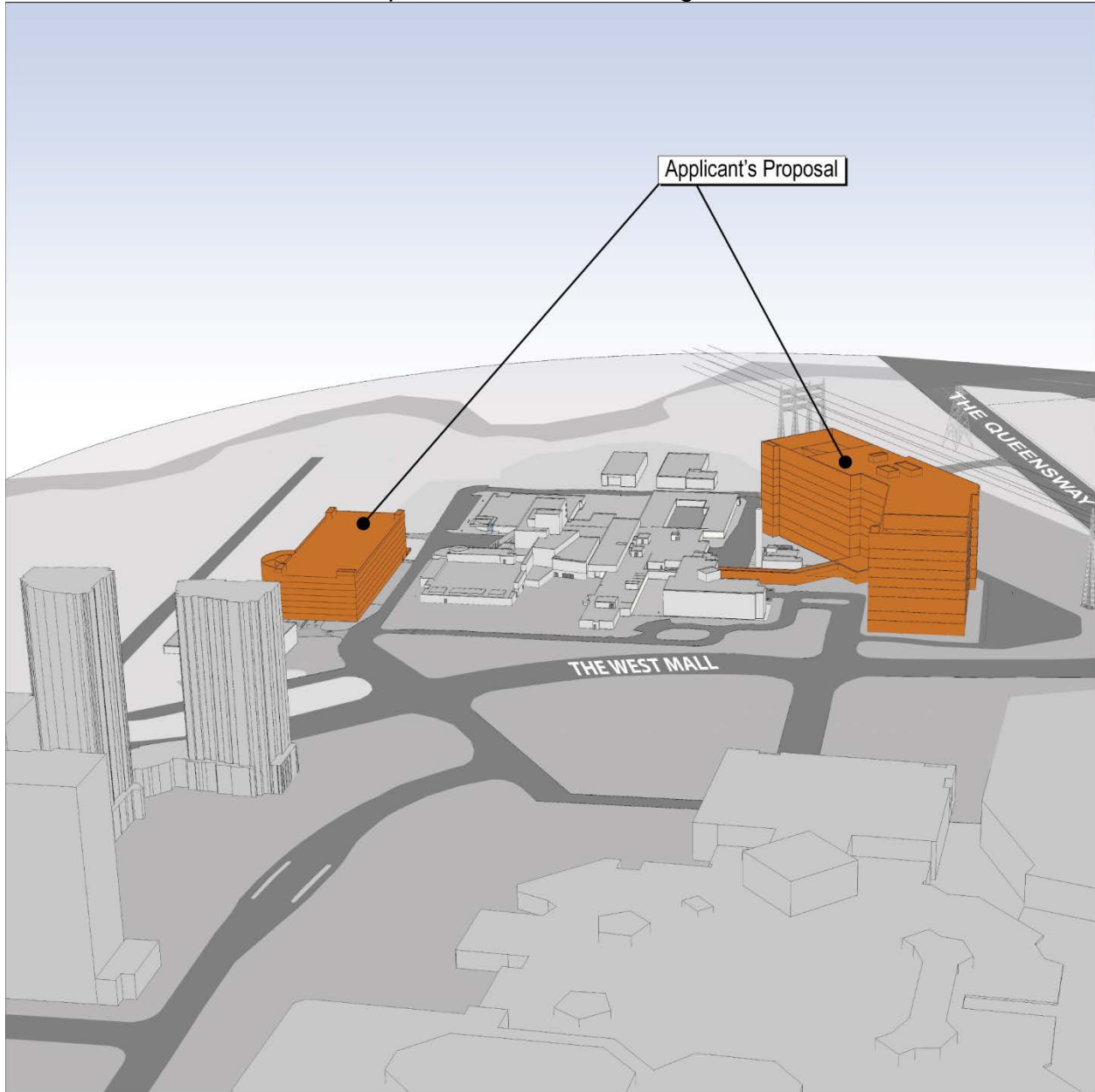
Neil Cresswell, MCIP, RPP
Director of Community Planning
Etobicoke York District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context Looking West
Attachment 2: 3D Model of Proposal in Context Looking East
Attachment 3: Location Map
Attachment 4: Site Plan
Attachment 5: Official Plan Land Use Map
Attachment 6: Zoning Map

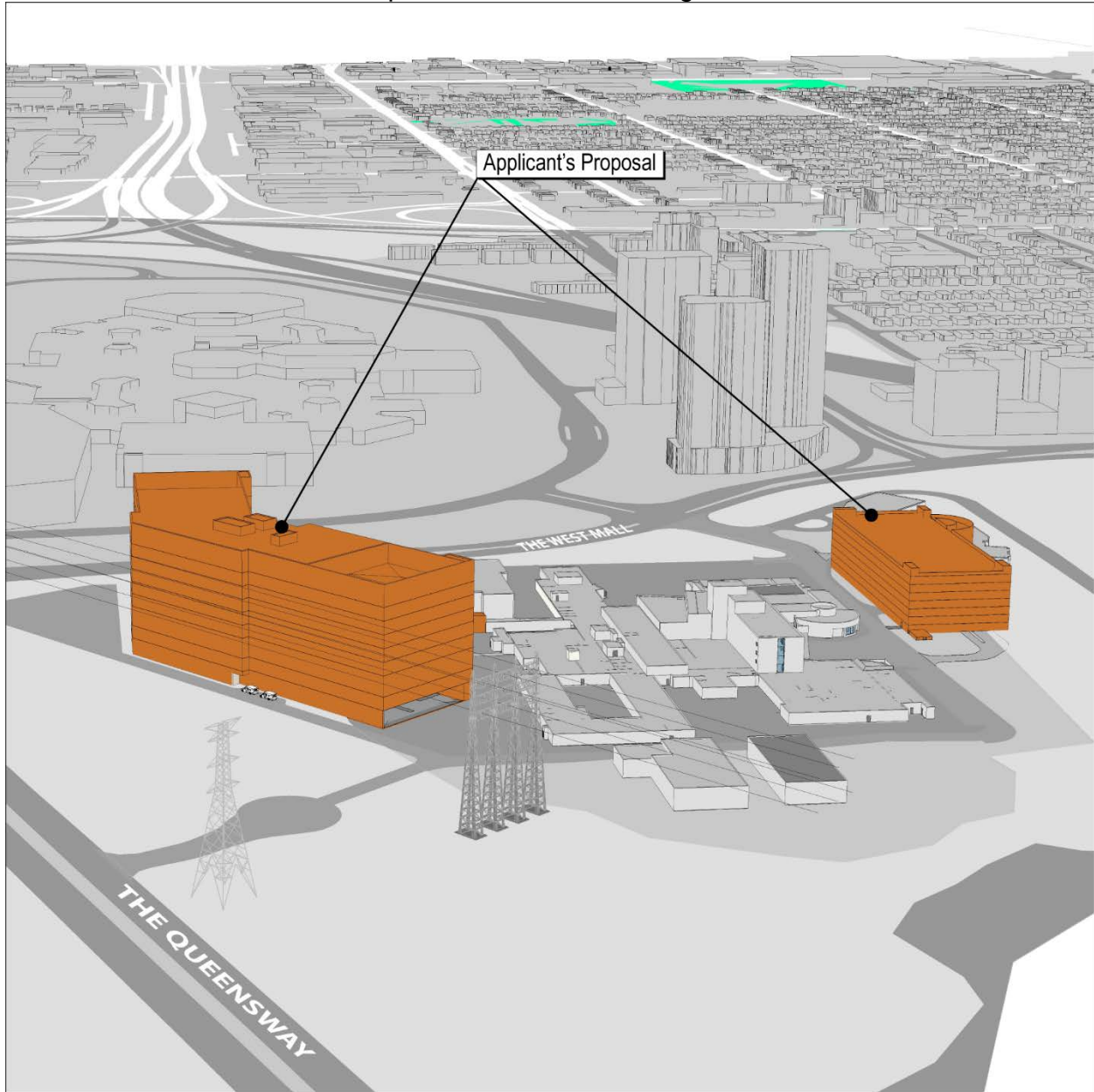
Attachment 1: 3D Model of Proposal in Context Looking West



View of Applicant's Proposal Looking West

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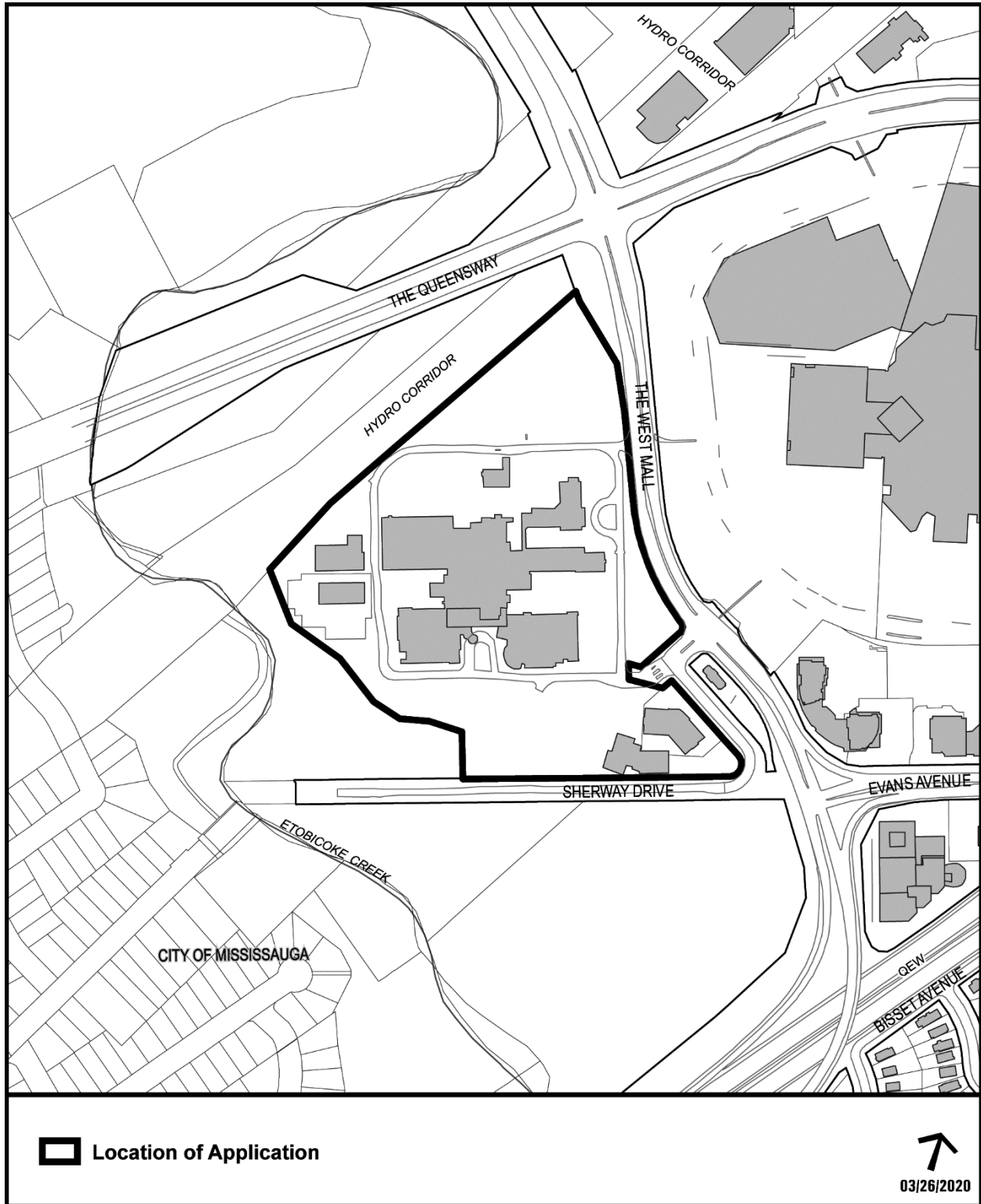
Attachment 2: 3D Model of Proposal in Context Looking East



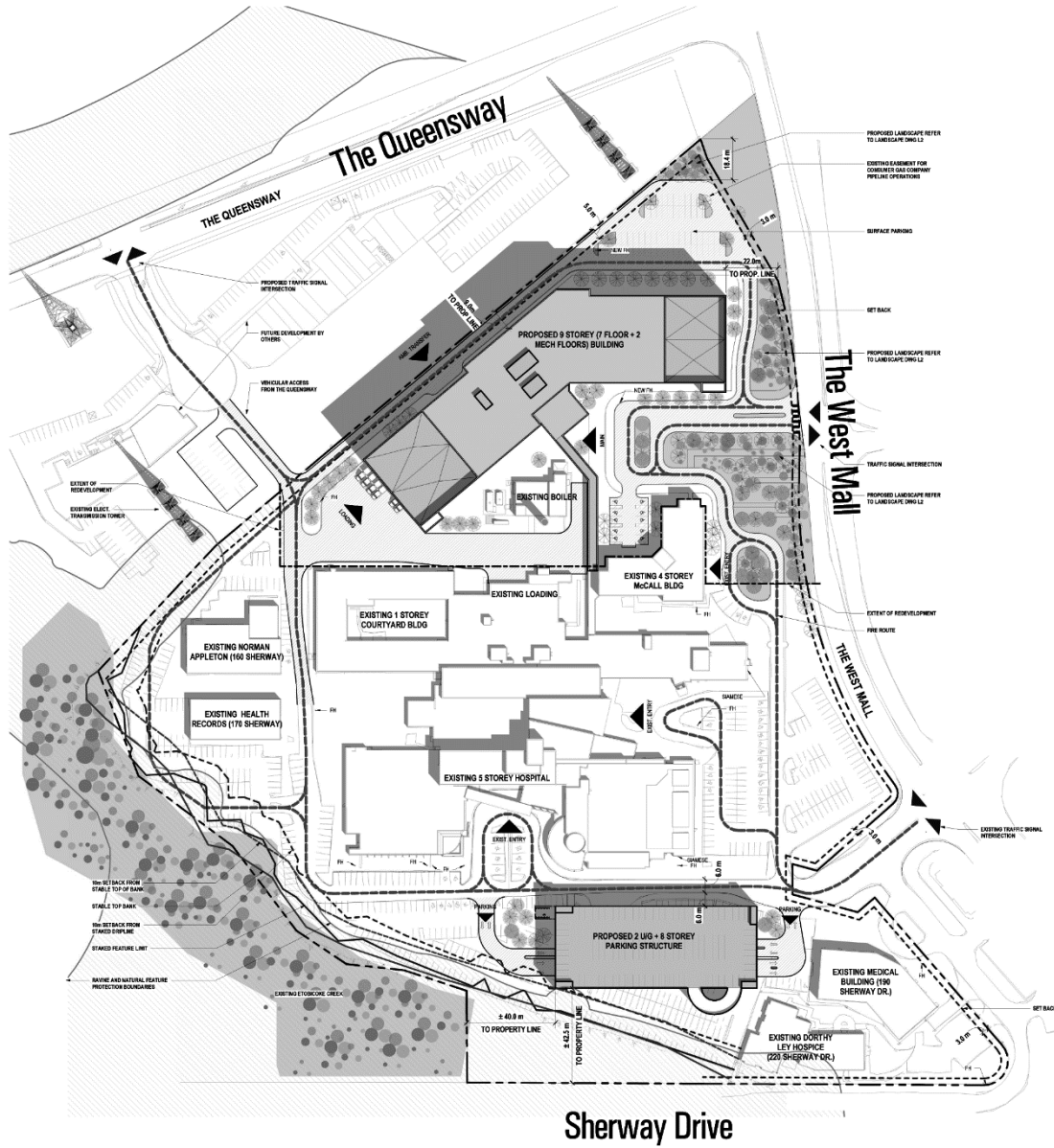
View of Applicant's Proposal Looking East



Attachment 3: Location Map



Attachment 4: Site Plan



Site Plan



Attachment 5: Official Plan Land Use Map



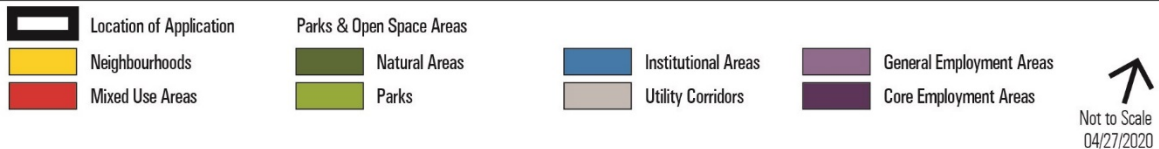
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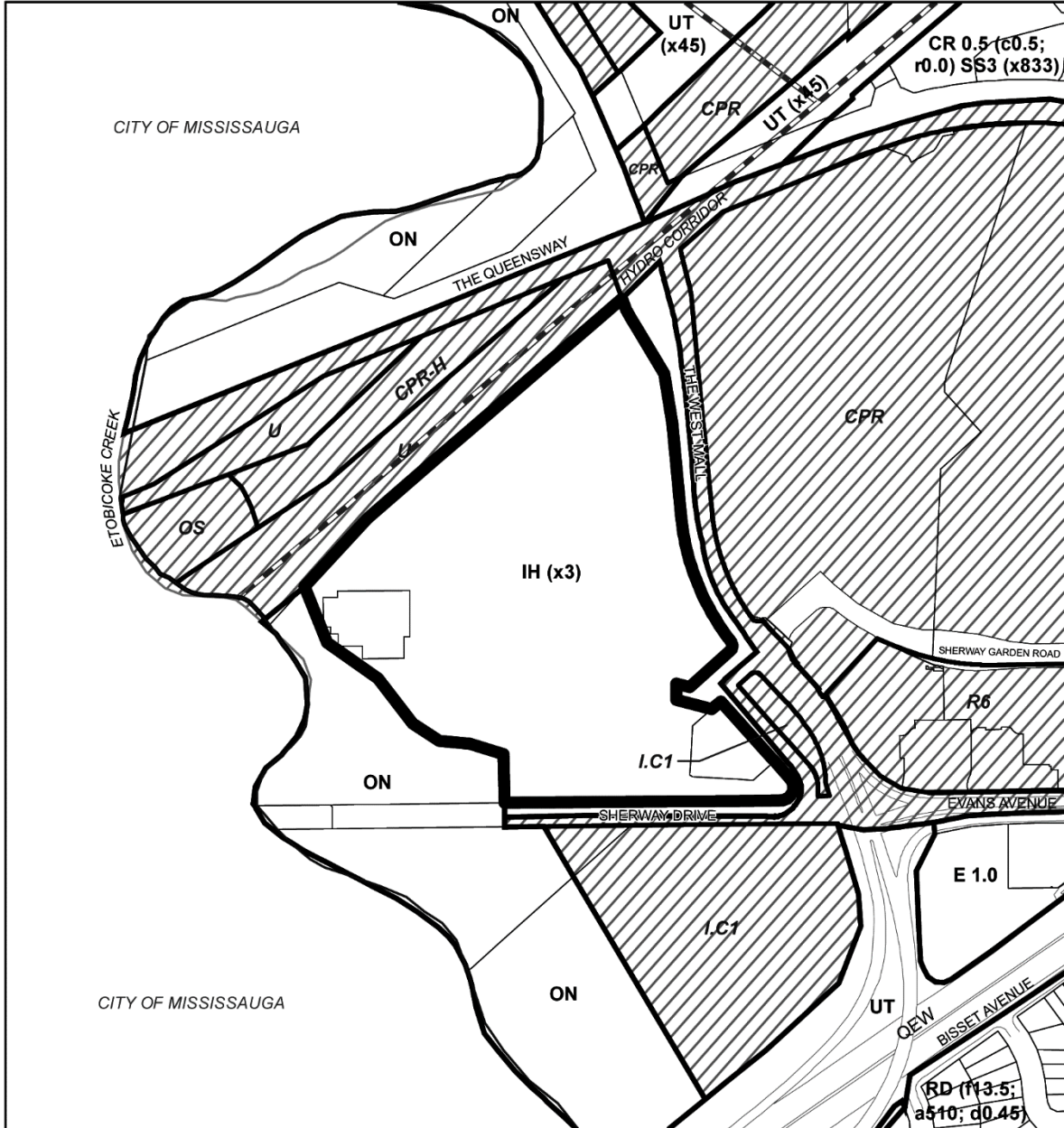
150 Sherway Drive

Official Plan Land Use Map #15

File # 19 264614 WET 03 0Z



Attachment 6: Zoning Map



Zoning By-law 569-2013

150 Sherway Drive

File # 19 264614 WET 03 OZ

Location of Application

RD Residential Detached
CR Commercial Residential
E Employment Industrial

IH Institutional Hospital
ON Open Space Natural
OR Open Space Recreation
UT Utility and Transportation

See Former City of Etobicoke By-law No. 11,737

R6 Sixth Density Residential Zone
OS Public Open Space Zone
I.C.1 Class 1 Industrial Zone
CPR Regional Planned Commercial Zone
U Utilities Zone



Not to Scale
 Extracted: 03/27/2020