

2075 Bayview Avenue – Zoning By-law Amendment: Removal of the Holding (H) Symbol – Final Report

Date: December 11, 2019

To: North York Community Council

From: Director, Community Planning, North York District

Wards: Ward 15 - Don Valley West

Planning Application Number: 18 243719 NNY 25 OZ

SUMMARY

This Zoning By-law Amendment application proposes to partially lift the Holding (H) Symbol on the site in order to increase the maximum gross floor area of the entire site from 259,798 square metres to 260,238 square metres to accommodate an enclosed Combined Heat and Power generating building at Sunnybrook Health Sciences Centre. The proposed addition would be approximately 440 square metres and connected at the side to the existing Powerhouse building towards the interior of the site.

The proposed development is consistent with the Provincial Policy Statement (2014) and conforms and does not conflict with the Growth Plan for the Greater Golden Horseshoe (2019). The proposed addition would be integrated with the existing Sunnybrook health facility and would support the objectives of the PPS (2014) and the Growth Plan (2019) by improving an existing healthcare facility that will help improve the lives of patients.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend former City of North York Zoning By-law No. 7625 substantially in accordance with the Draft Zoning By-law Amendment (Attachment No. 8).
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the Draft Zoning By-law Amendment as may be required.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

In 1993, the former City of North York Council approved Official Plan and Zoning By-law Amendments, through which a holding provision was applied to the Sunnybrook Health Sciences Centre campus. A gross floor area (GFA) of 230,325 square metres was established, and future expansions up to 294,579 square metres (0.75 FSI) were permitted, subject to the completion of a transportation impact study, and confirmation of sewage capacity.

City Council approved a temporary lifting of this hold in June 2001 (01 035439 NNY 25 OZ) to accommodate expansions to M-Wing and G-Wing, and again in April 2006 (05 130946 NNY 25 OZ) to accommodate an expansion of the Emergency Department. In June 2009 (09 104798 NNY 25 OZ), City Council approved a partial lifting of the hold to allow for an addition to the Wellspring Westerkirk House. In November 2011 (11 277982 NNY 25 OZ), City Council approved a partial lifting of the hold to allow for an addition to J Wing, bringing the GFA to 259,593 square metres (0.66 FSI). In February 2016 (File No. 16 245361 NNY 25 OZ), City Council approved a partial lifting of the hold to allow for a 18.58 square metre addition to the ground floor vestibule of M-Wing. At its meeting on March 29, 2017, City Council approved the lifting of the hold to allow for the construction of a 185 square metre corridor to the M-Wing building bringing the total gross floor area to 259,798 square metres.

On July 23, 2018, City Council approved the lifting of the hold to allow for the construction of a 8,121 square metre addition to the existing E-Wing building with conditions. The applicant has yet to satisfy the associated conditions so the By-law to lift the holding symbol was not introduced to City Council for enactment. In the event the conditions are not fulfilled prior to Council approving the Combined Heat and Power generation building, a supplementary report will be required to permit the enactment of the revised Zoning By-law to remove the Holding symbol for the 8,121 square metre addition to the existing E-Wing building.

PROPOSAL

The application proposes to partially lift the Holding (H) Symbol on the site in order to increase the maximum gross floor area of the entire site from 259,798 square metres to 260,238 square metres to permit a Combined Heat and Power generation building at 2075 Bayview Avenue, Sunnybrook Hospital. The Combined Heat and Power generating building would be a 13.4 metre high one-storey building housing mechanical equipment that produces power for the Sunnybrook Health Sciences Centre, and located in the interior of the site. A small accessory building housing compressors will be located north of the Combined Heat and Power generation building. The total gross floor area for the development would be 440 square metres (see Attachments 3a to 3d for elevations). The Combined Heat and Power generating building will be connected to and integrated with the existing Powerhouse building (see Attachment 2 for site plan).

Site and Surrounding Area

Sunnybrook Health Sciences Centre is located on the east side of Bayview Avenue, north of Sunnybrook Park and Burke Brook Ravine (see Attachment 4: Location Map). The proposed co-generating building is located in the southeast quadrant of the site, which has a total area of 39 hectares, and a frontage of 462 metres along Bayview Avenue. It currently accommodates 20 buildings, several of which are interconnected, and three parking structures. The development site is a hard surface area adjacent to the existing Powerhouse building.

Land uses surrounding the site are as follows:

North: Detached Dwellings and York University (Glendon) Campus

South: Sunnybrook Park, Burke Brook Ravine

East: Sunnybrook Park

West: Detached Dwellings, Townhouses and Stratford Park

Reasons for Application

SASP No. 63 requires that satisfactory arrangements, with respect to servicing and transportation needs, be made in advance of any approval to increase the permitted GFA on the site. This requirement is implemented through the placing of a hold on the HOS(1) Zone which applies to the lands. As such, in order to proceed with the construction of the proposed addition, the applicant must demonstrate that the sanitary servicing and transportation requirements of the site will be met and partially lift the Holding (H) symbol.

APPLICATION BACKGROUND

Application Submission Requirements

The following reports/studies were submitted in support of the application:

- Geotechnical Investigation Report
- Hydrogeological Investigation Report
- Stormwater Management Report
- Functional Servicing Report

Agency Circulation Outcomes

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.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members will be given an opportunity to view the oral submissions made at the statutory public meeting held by the North York Community Council for this application.

POLICY CONSIDERATIONS

Provincial Land-Use Policies: 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 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 are provided by Council shall also be consistent with the PPS.

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."

Provincial Plans

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 with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

The Growth Plan for the Greater Golden Horseshoe (2019)

The Growth Plan for the Greater Golden Horseshoe (2019) (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, and better connected 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 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 with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Toronto Official Plan

The Toronto Official Plan designates the subject property Institutional Areas. Institutional Areas allow for a range of major educational, health, and governmental uses, along with their ancillary uses. The lands directly abutting the subject property to the south and east are designated Natural Areas (see Attachment 5: Official Plan Land Use Map).

Site and Area Specific Policy No. 63 (SASP 63)

The site is also subject to Site and Area Specific Policy (SASP) No. 63, which limits the density of the site to 0.75 times the area of the lot. Further, a holding provision requires that any increase in GFA, up to a maximum floor space index of 0.75, may only be approved once satisfactory arrangements are in place with respect to servicing and transportation requirements.

SASP No. 63 also speaks to appropriate buffering of new development from the existing Neighbourhoods to the north, limiting building height and encouraging robust landscaping of lands adjacent to the valley slope. It provides for a combination of buildings and open spaces along the Bayview Avenue frontage, the retention of Maclean House and Vaughan Estate, and encourages development to occur primarily in the east and central areas of the subject property.

Section 3.1.5 - Heritage Conservation

The heritage policies in the Official Plan provide the framework for heritage conservation in the City, including the following policies:

3.1.5.4: "Properties on the Heritage Register will be conserved and maintained consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada, as revised from time to time and adopted by Council."

3.1.5.5: "Proposed alterations, development, and/or public works on or adjacent to, a property on the Heritage Register will ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained, prior to work commencing on the property and to the satisfaction of the City."

3.1.5.26: "New construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it."

Section 3.4 - The Natural Environment

The City's significant natural heritage features and function are shown on Map 9 of the Official Plan. The natural heritage system is made up of areas where protecting, restoring and enhancing the natural features and function should have high priority in our city-building decisions. Portions of the subject site are within the natural heritage system but the location of the proposed Combined Heat and Power generating building is not within the natural heritage system. The Plan has policies in this section for the protection of natural heritage features. In particular, policy 3.4.8 requires that development be setback by at least 10 metres or more if warranted by the severity of

existing or potential natural hazards from the top-of-bank and toe-of-slope of valleys, ravines, and bluffs and other locations where slope stability, erosion, flooding or other physical conditions present a significant risk to life or property. Policy 3.4.10 further states that development is generally not permitted in the natural heritage system illustrated on Map 9, and sets out the criteria for development in or near the natural heritage system.

The City of Toronto Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

Zoning

The subject site is predominantly zoned HOS(1)(H) – Hospital Zone. Permitted uses in this zone include hospitals, nursing homes, medical offices, clinics, day nurseries, and banquet facilities. Retail stores and personal service shops are also permitted in a limited capacity. The holding symbol (H) limits the GFA of the site to 259,798 square metres. This hold may only be lifted once satisfactory arrangements are in place with respect to servicing and transportation requirements.

A 0.6 hectare parcel of land located along the Bayview Avenue frontage is zoned R3(1). This zone permits a detached dwelling up to a maximum GFA of 1,200 square metres. This portion of the site is vacant.

Site Plan Control

The proposal is not considered development under the Planning Act and Site Plan Control is not applicable in this instance.

COMMENTS

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2014) and the Growth Plan (2019). Both the PPS and the Growth Plan encourage intensification and redevelopment in urban areas. The PPS supports the provision of public service facilities, including hospitals in appropriate community hubs to promote cost-effectiveness and facilitate service integration. Similarly, the Growth Plan supports co-location and integration of public service facilities. The proposed addition would be integrated with the existing Sunnybrook health facility and provide for the increased power needs. The proposed development would improve an existing healthcare facility that will help improve the lives of patients.

The proposal is consistent with the Provincial Policy Statement Policy (PPS 2014), and conforms with the Growth Plan of the Greater Golden Horseshoe.

Official Plan

Site and Area Specific Policy No. 63 (SASP 63) and Servicing

SASP 63 which applies to the site requires that development occur in the east and central portions of the lands. SASP 63 also requires that satisfactory arrangements, with respect to servicing needs, be made in advance of any approval to increase the permitted gross floor area on the site.

The proposed addition would be connected to the existing Powerhouse building of the hospital which is generally located in the east portion of the site. A Servicing Report and Stormwater Management Report were submitted and accepted by Engineering and Construction Services staff.

Density, Height, Massing

The proposed addition would be one storey and have a height of 13.4 metres. The proposed height would fit with the existing buildings which range in height from four storeys to seven storeys. The proposed 440 square metre addition would bring the total density for the entire hospital site to approximately 260,238 square metres, which is less than the permitted 294,577 square metres. The proposed Combined Heat and Power generating building is located in the interior of the site and is not visible from Bayview Avenue.

Heritage Impact

2075 Bayview Avenue was included on the City's Heritage Register by Council on September 27, 2006. A Heritage Impact Assessment (HIA) prepared by GBCA Architects dated June 12, 2017 was submitted and reviewed by Heritage Preservation Services. According to the HIA, Sunnybrook Hospital is one of the 20 significant properties in the North York Modernist Architecture Inventory.

The proposal will see the addition of a one-storey building to house energy generating equipment. The applicant has worked with city staff to insert the new building, with minimal impact adjacent to the existing Powerhouse building of the hospital. Neither the proposed Combined and Heat and Power generating building or the existing Powerhouse building are listed on the City of Toronto's Heritage registry. Heritage Preservation staff (HPS) have advised that there is no objection to the proposed 440 square metre building.

Transportation

SASP 63 requires that satisfactory arrangements, with respect to transportation capacity, be made in advance of any approval to increase the permitted gross floor area on the site. Transportation Services has indicated that the proposed Combined Heat and Power generating building will not have negative impacts on the existing transportation network.

Access and Parking

Sunnybrook Health Sciences Centre is accessed via two driveways on Bayview Avenue. Both driveways are signalized at Bayview Avenue. No change to the site access is proposed as part of this development. There is presently surface parking where the 440 square metre addition is proposed to be located. Under the current zoning permission, a total of 2,824 parking spaces are required. The proposed 440 square metre addition would remove 10 parking spaces leaving a total of 4,564 parking spaces on the site, well in excess of the Zoning By-law requirement.

Ravine Protection

The southern portion of the hospital site is subject to the provisions of the City of Toronto Municipal Code Chapter 658 - Ravine & Natural Feature Protection (RNFP), however, the area subject to the proposed addition falls outside of the protected area.

Ravine staff have reviewed the proposed development and have no objection to lifting the hold on the site to permit the proposed addition.

Toronto and Region Conservation Authority

The southern portion of the hospital site also falls within the Toronto and Region Conservation Authority (TRCA) screening area. The development site is not within the screening area. TRCA staff have reviewed the proposed 440 square metre building and advise that it will not impact any existing natural features. TRCA staff do not have any objection to the proposed development and a TRCA permit is not required.

Parkland Dedication

Under the Toronto Municipal Code Chapter 415, Article III, Section 415-30 A. (10) (b) and (11), the proposed 440 square metre addition to the existing hospital is exempt from the parkland dedication requirement.

Zoning By-law

As previously indicated in the Decision History section of this report, on July 23, 2018, City Council approved a partial lifting of the H to allow for the construction of a 8,121 square metre addition to the existing E-Wing building subject to conditions. At the time, the proposed increase in permitted gross floor area would be from 259,798 square metres to 267,919 square metres. The conditions were not satisfied thus the By-law to partially lift the H did not proceed to Council for adoption.

The proponent will proceed with the 440 square metre Combined Heat and Power generating building in advance of the 8,121 square metre addition to the existing E-Wing building. This approval would revise the permitted gross floor area from 259,798 square metres to 260,238 square metres. The draft Zoning By-law shown in Attachment 8 will permit the construction of the 440 square metre Combined Heat and Power generating building.

In the event Council approves the 440 square metre Combined Heat and Power generating building, a supplementary report will be brought to City Council to permit the enactment of the revised zoning by-law to remove the Holding symbol for the 8,121 square metre addition to the existing E-Wing building.

City Council has incrementally approved seven additions to Sunnybrook Health Sciences Centre since 2001. The proposed 440 square metre Combined Heat and Power generating building will be the eighth time the H has been partially lifted to permit development. In order to avoid additional incremental approvals, planning staff recommend the proponent undertake a master planning exercise to comprehensively plan the site to the extent permitted in SASP 63, and then propose the removal of the Holding symbol comprehensively.

Conclusion

The proposal has been reviewed against the policies of the PPS (2014), the Growth Plan (2019), and the Toronto Official Plan. The proposed development is consistent with the Provincial Policy Statement (2014) and conforms and does not conflict with the Growth Plan for the Greater Golden Horseshoe (2019). The proposed addition would be integrated with the existing Sunnybrook health facility and would support the objectives of the PPS (2014) and the Growth Plan (2019) by improving an existing healthcare facility that will help improve the patient care by allowing for a one-storey addition to house the Combined Heat and Power generating building.

Furthermore, the proposal is in keeping with the intent of the Toronto Official Plan, particularly as it relates to SASP 63 which requires that transportation and servicing requirements be satisfied prior to the lifting of the (H) Holding symbol. The proposed development does not impact existing heritage assets or the natural heritage system.

Staff recommend Council approve the proposed development by partially lifting the H in accordance with the recommendations indicated at the beginning of this report.

CONTACT

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SIGNATURE

Joe Nanos , Director
Community Planning, North York District

ATTACHMENTS

City of Toronto Data/Drawings

Attachment 1:	Application Data Sheet
Attachment 2:	Site Plan
Attachment 3a:	North Elevation
Attachment 3b:	East Elevation
Attachment 3c:	South Elevation
Attachment 3d:	West Elevation
Attachment 4:	Location Map
Attachment 5:	Official Plan Land Use Map
Attachment 6:	Zoning By-law 7625
Attachment 7:	Zoning By-law 569-2013
Attachment 8:	Draft Zoning By-law

Attachment 1: Application Data Sheet

Municipal Address: 2075 BAYVIEW AVE Date Received: October 17, 2018

Application Number: 18 243719 NNY 25 OZ

Application Type: Rezoning to Lift a Holding Zone

Project Description: Lifting of the "H" to allow the construction of a new Combined Heat and Power (CHP) infrastructure building (440 sqm) to house new energy generating equipment for the Sunnybrook Health Sciences Centre.

Applicant	Agent	Architect	Owner
HDR ARCHITECTURE ASSOCIATES INC		HDR ARCHITECTURE ASSOCIATES INC	THE GOVERNING COUNCIL OF THE UNIVERSITY OF TORONTO

EXISTING PLANNING CONTROLS

Official Plan Designation:	Institutional Areas	Site Specific Provision:	SASP 63
Zoning:	HOS(1)(H)	Heritage Designation:	Yes
Height Limit (m):	176m OSL	Site Plan Control Area:	No

PROJECT INFORMATION

Site Area (sq m): 392,772 Frontage (m): 462 Depth (m): 1,008

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	56,798	56,798	440	260,238
Residential GFA (sq m):				
Non-Residential GFA (sq m):	56,798	56,798	440	260,238
Total GFA (sq m):	56,798	56,798	440	260,238
Height - Storeys:	9	9	1	9
Height - Metres:	38	38	13	38

Lot Coverage Ratio (%): 14.6 Floor Space Index: 0.68

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Residential GFA:

Retail GFA:
Office GFA:
Industrial GFA:
Institutional/Other GFA: 260,238

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:				
Other:				
Total Units:	N/A	N/A	N/A	N/A

Total Residential Units by Size					
	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:					
Total Units:	N/A	N/A	N/A	N/A	N/A

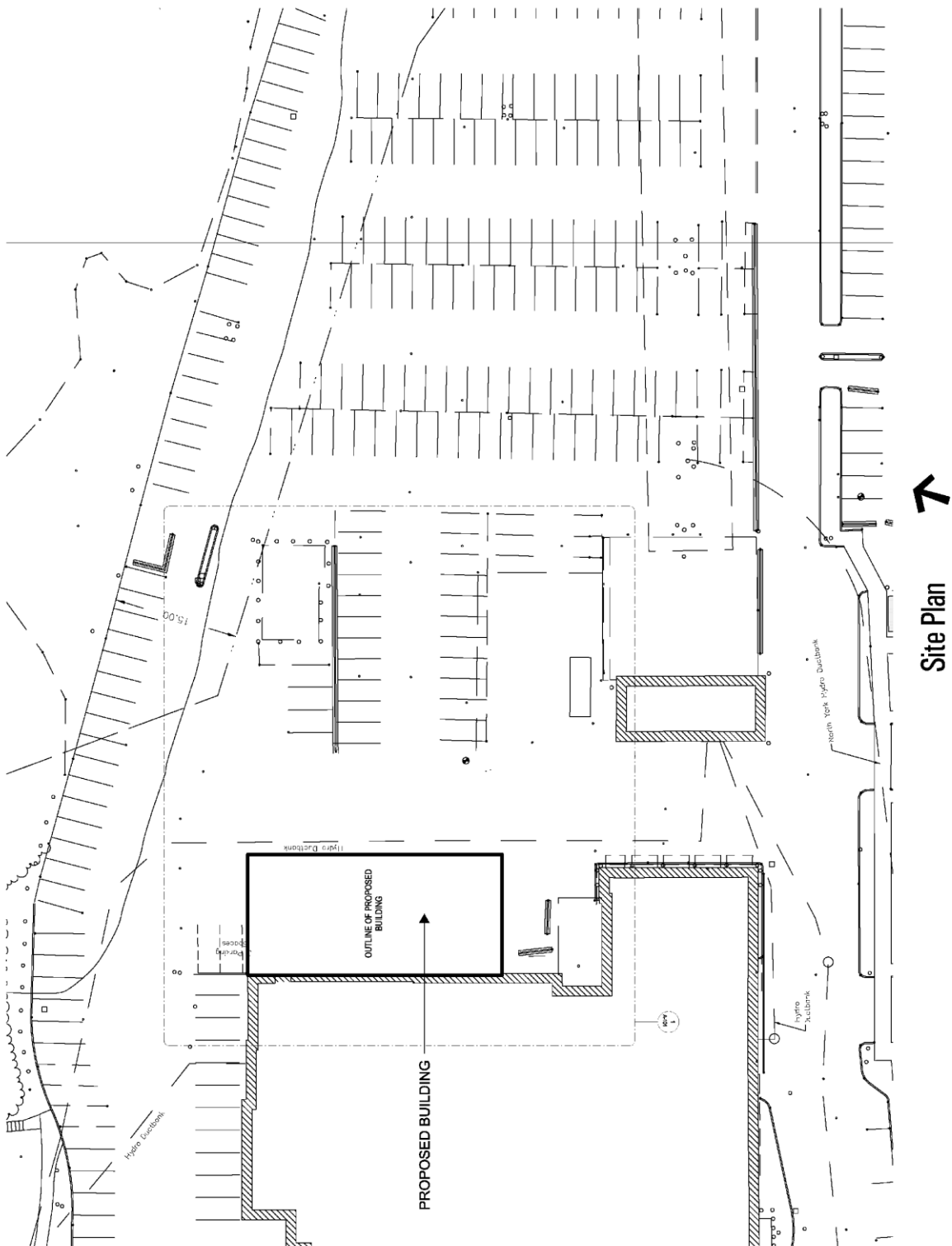
Parking and Loading

Parking Spaces:	4,564	Bicycle Parking Spaces:	166	Loading Docks:	3
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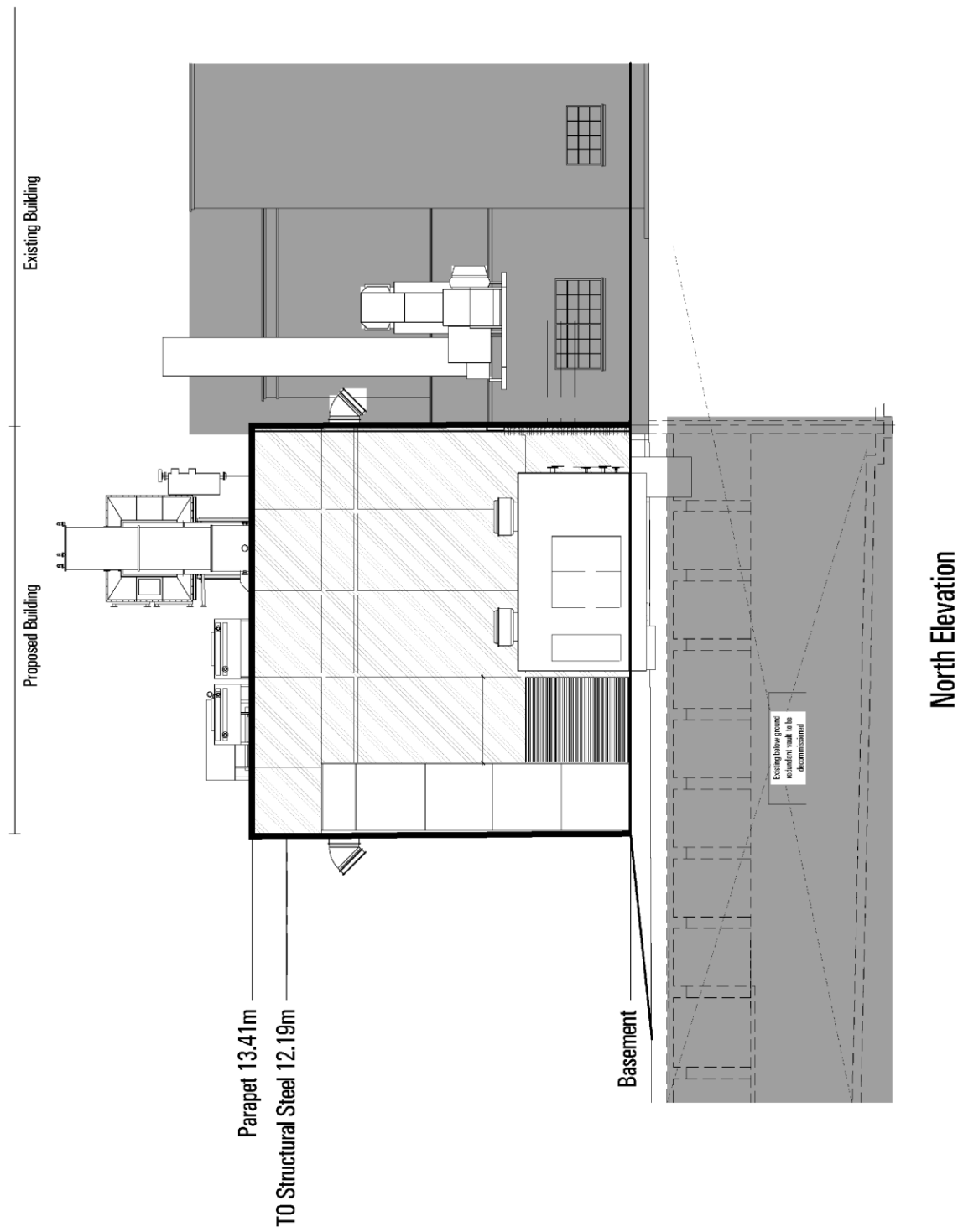
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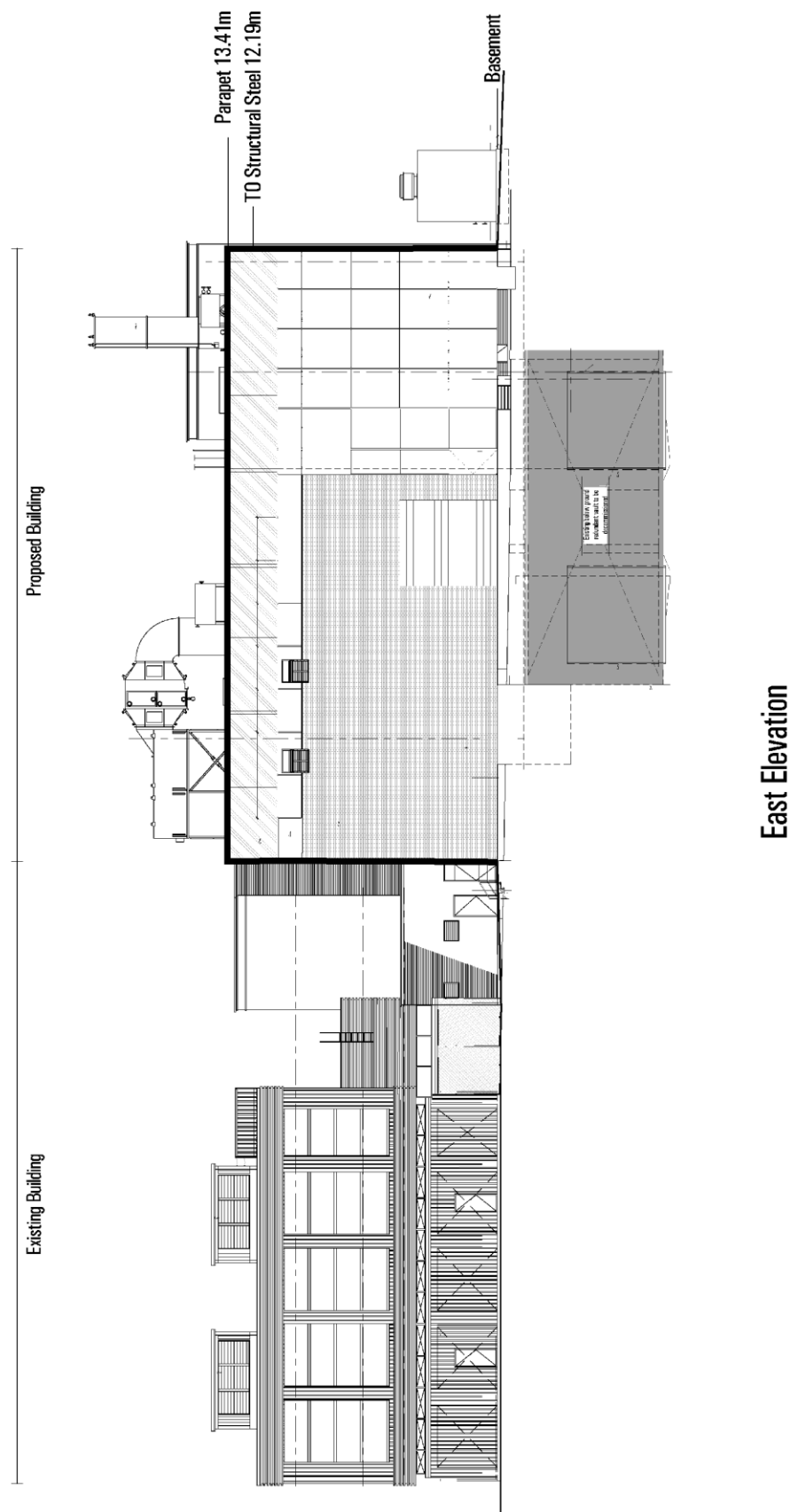
Attachment 2: Site Plan



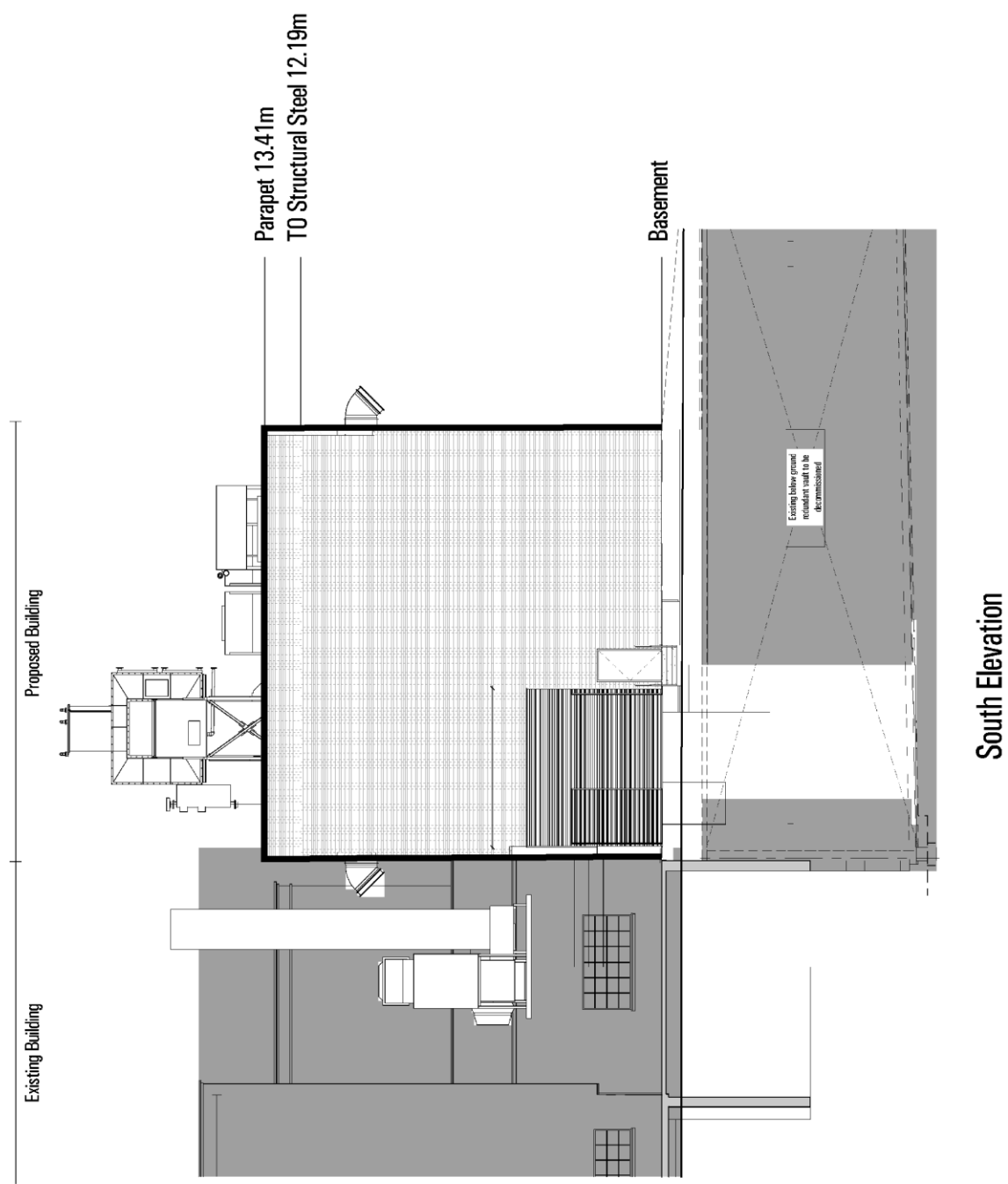
Attachment 3a: North Elevation

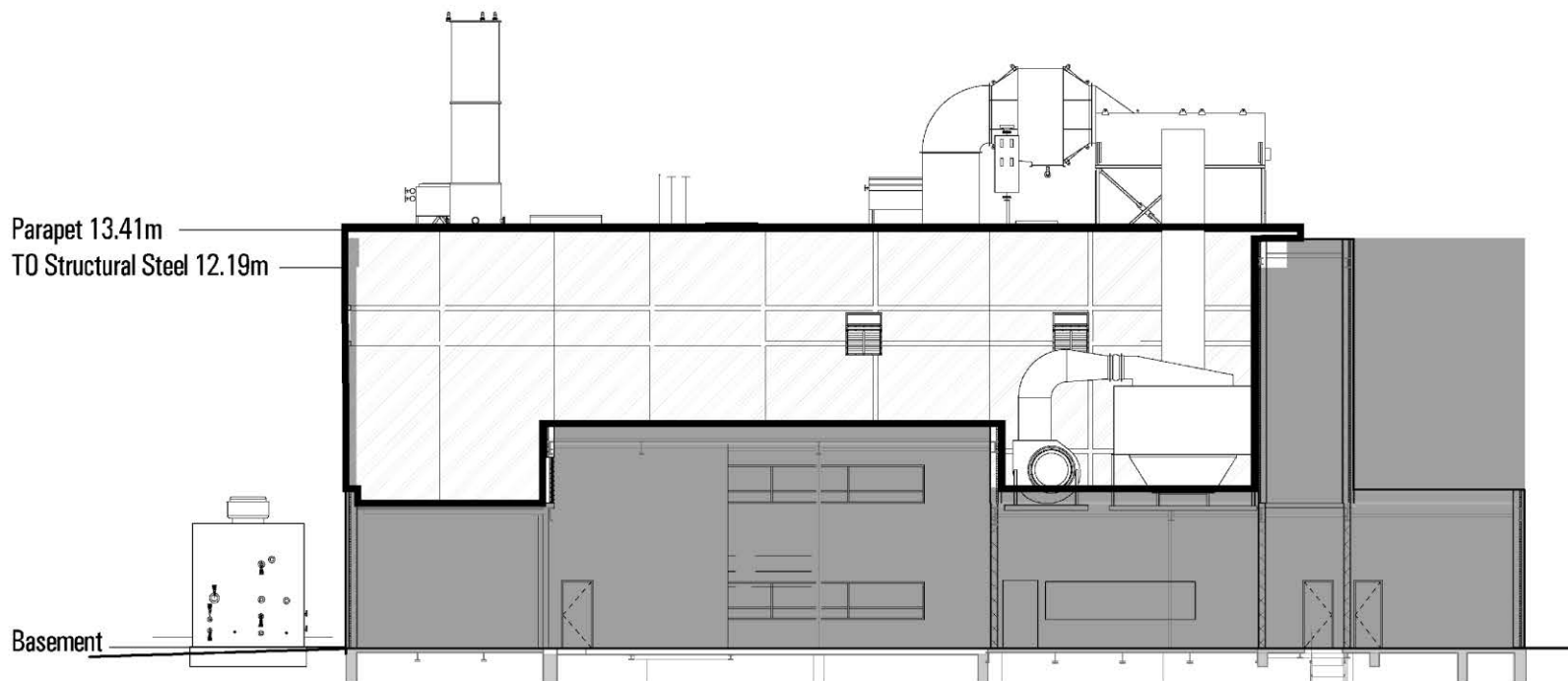


Attachment 3b: East Elevation



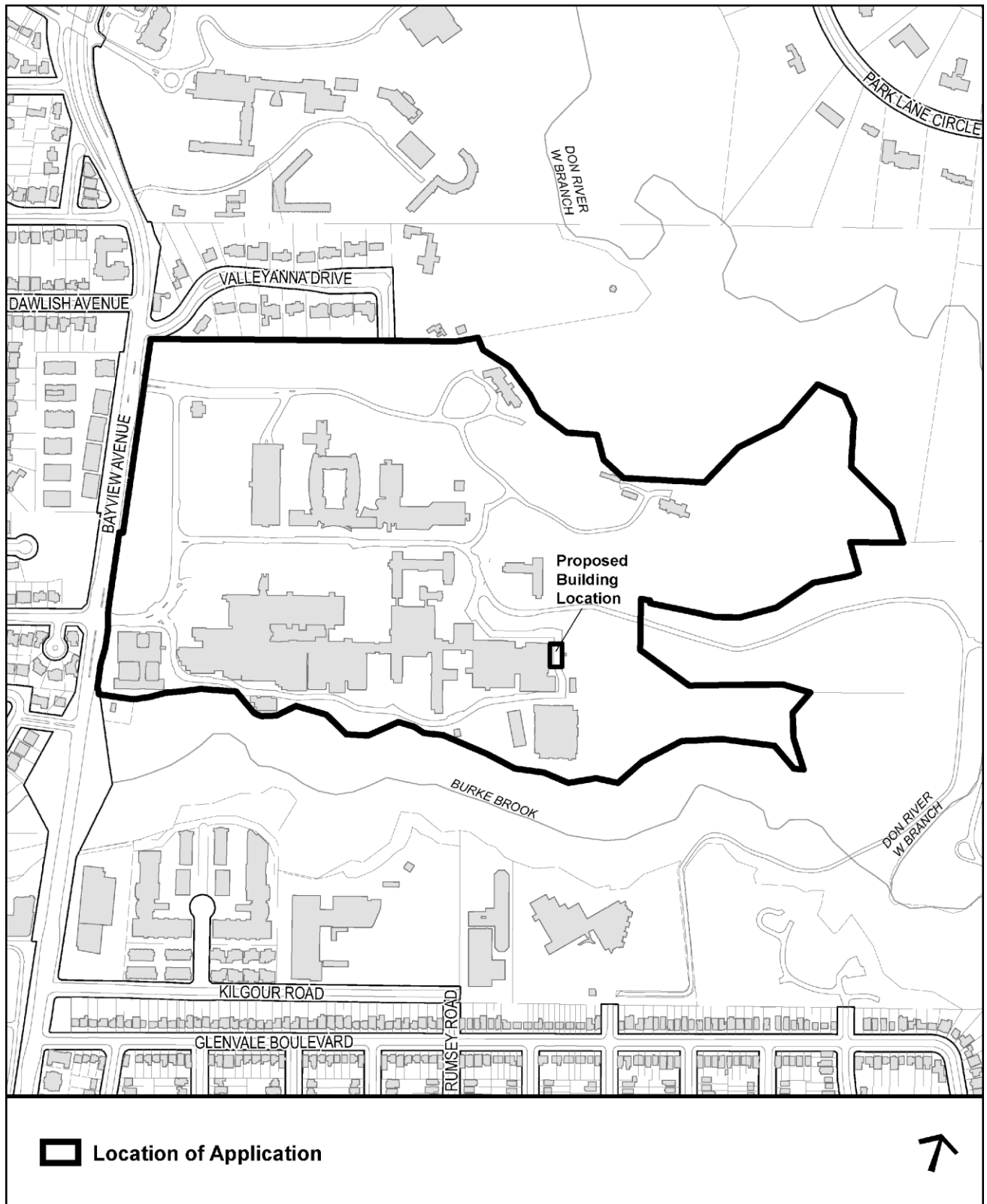
Attachment 3c: South Elevation

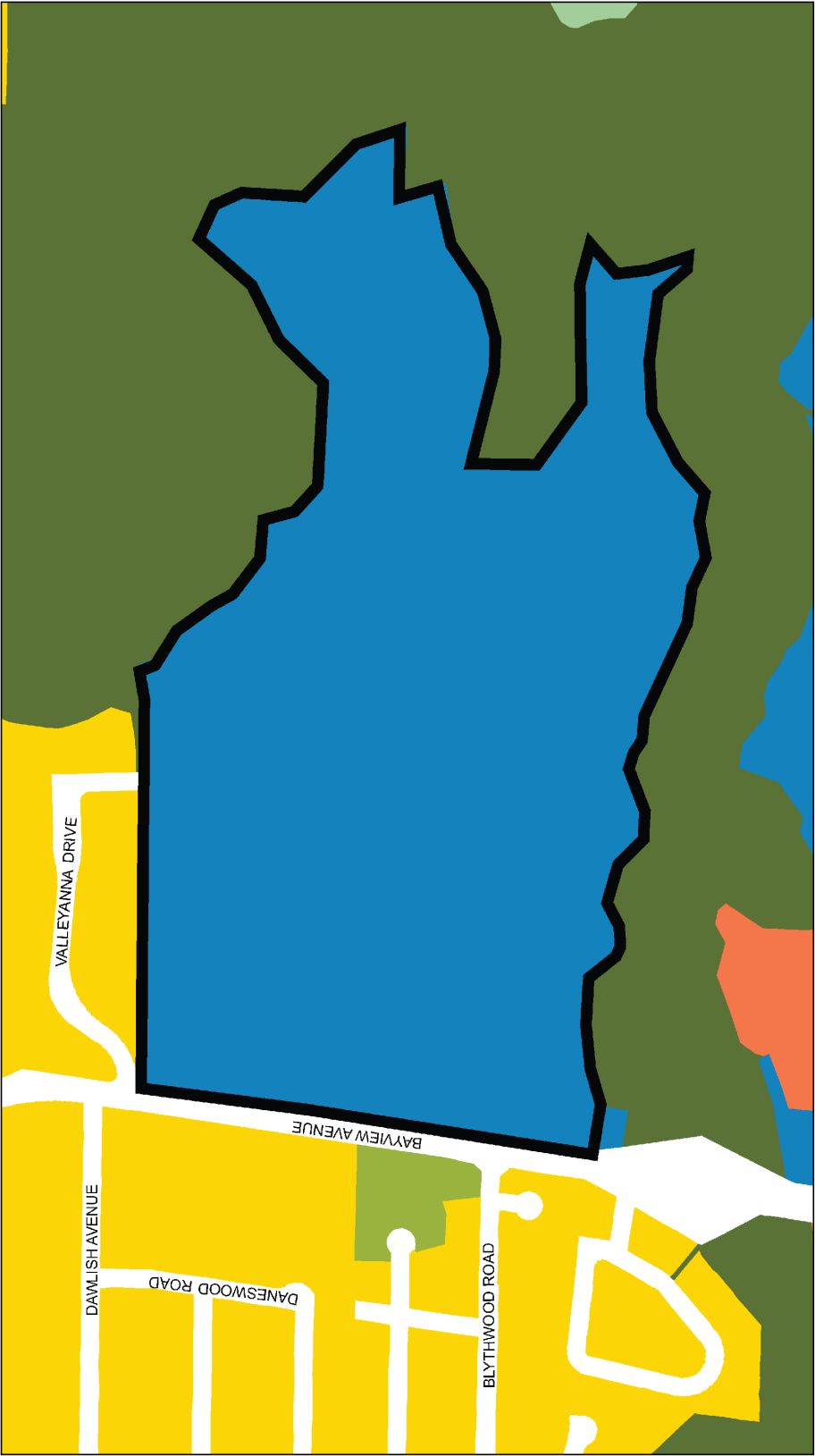




West Elevation

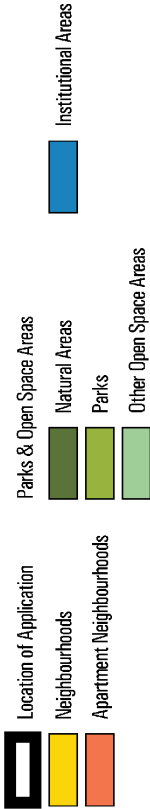
Attachment 4: Location Map



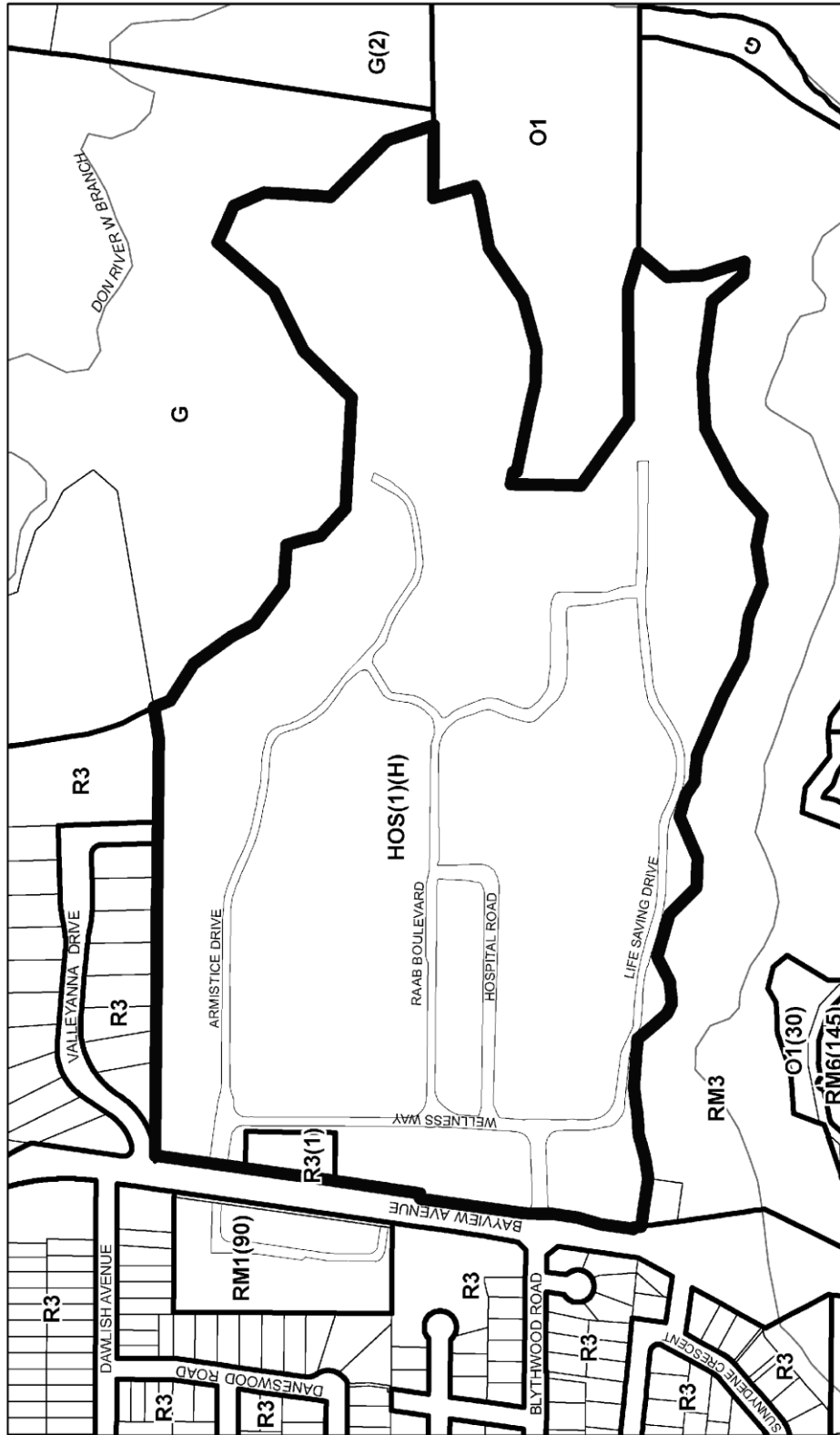


Toronto
2075 Bayview Avenue
File # 18 243719 NNY 25 0Z

Toronto
Official Plan Land Use Map #17



↑
Not to Scale
11/21/2019



Zoning By-law 7625



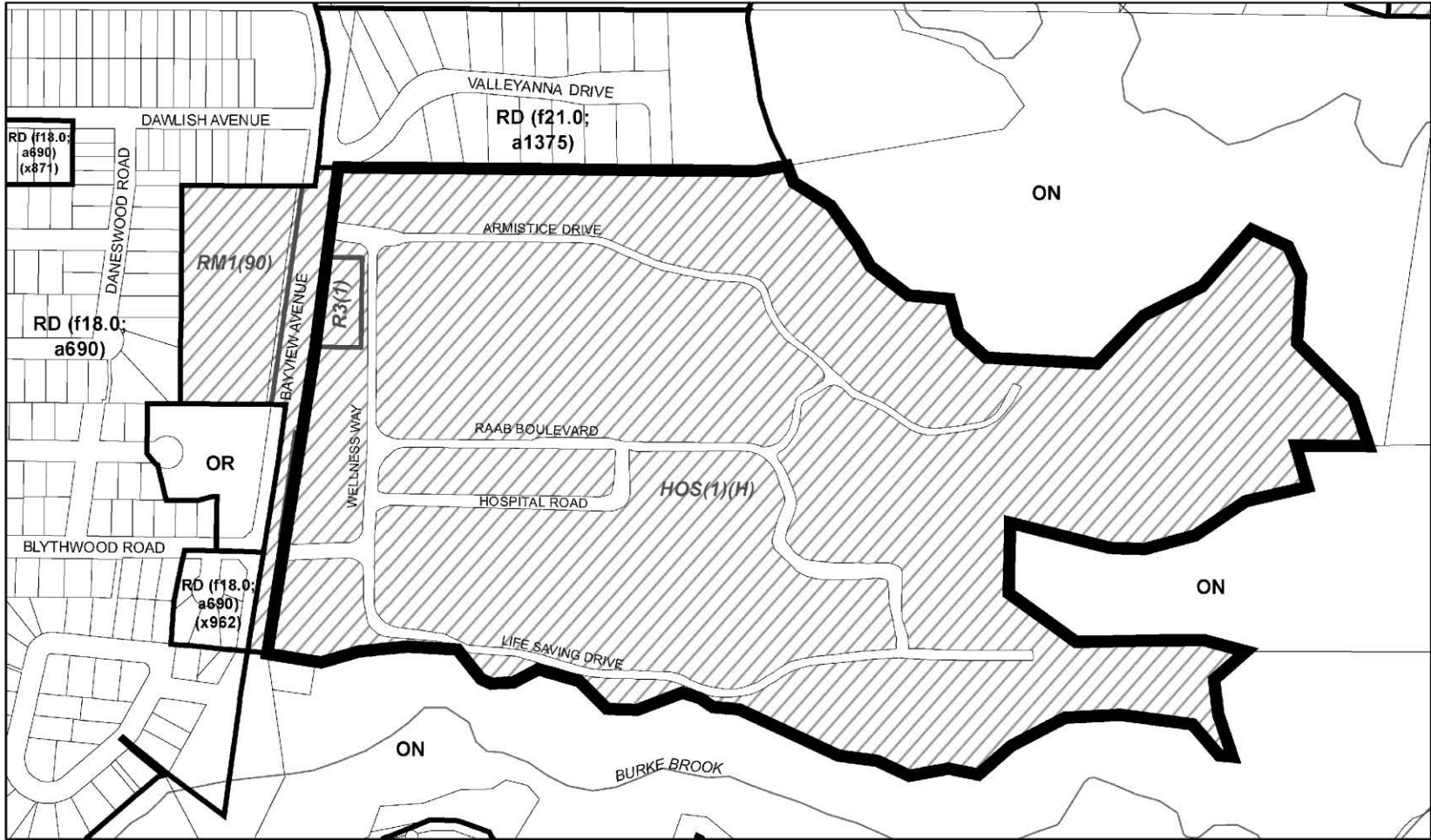
2075 Bayview Avenue

File # 18 243719 NNY 25 0Z

- R3** One-Family Detached Dwelling Third Density Zone
- RM1** Multiple-Family Dwellings First Density Zone
- RM3** Multiple-Family Dwellings Third Density Zone
- RM6** Multiple-Family Dwellings Sixth Density Zone
- O1** Open Space Zone
- G** Greenbelt Zone
- HOS** Hospital Zone



Not to Scale
Extracted: 11/21/2019



Zoning By-Law No. 569-2013

2075 Bayview Avenue

File # 18 243719 NNY 25 0Z



Location of Application

RD
RA
IH

Residential Detached
Residential Apartment
Institutional Hospital

IE
ON
OR

Institutional Education
Open Space Natural
Open Space Recreation



See Former City of North York By-Law No. 7625

R3
RM1
HOS

One-Family Detached Dwelling Third Density Zone
Multiple-Family Dwellings First Density Zone
Hospital Zone



Not to Scale
Extracted: 11/21/2019

Attachment 8: Draft Zoning By-law Amendment

Authority: North York Community Council Item No. ~,
as adopted by City of Toronto Council on ~, 2020
Enacted by Council: ~, 2020

CITY OF TORONTO
Bill No. ~
BY-LAW No. ~-2020

To amend former City of North York Zoning By-law No. 7625, as amended, with respect to the lands municipally known as 2075 Bayview Avenue.

WHEREAS authority is given to Council by Section 34 and Section 36 of the Planning Act, R.S.O. 1990, c. P.13, as amended, to pass this By-law; and

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 enacts:

Section 64.44(1)(b) of By-law No. 7625 is amended by deleting the number 259,798 square metres and replacing it with 260,238 square metres.

ENACTED AND PASSED this ~ day of ~ , A.D. 2020.

JOHN TORY, Mayor	ULLI S. WATKISS City Clerk
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(Corporate Seal)