

140, 150, 160, 170, 190 and 220 Sherway Drive – Zoning By-law Amendment Application and Holding (H) Symbol – Final Report

Date: August 27, 2021

To: Etobicoke York Community Council

From: Acting Director, Community Planning, Etobicoke York District

Ward: 3 - Etobicoke-Lakeshore

Planning Application Number: 19 264614 WET 03 OZ

SUMMARY

This application proposes to amend City-wide Zoning By-law 569-2013 for the lands municipally known as 140, 150, 160, 170, 190 and 220 Sherway Drive. The application is for a new nine storey (46 metres) hospital building with 416 beds at the north end of the site, a new central utility plant to the west of the proposed new hospital building, and a new eight storey (23 metres) above grade parking structure with 838 parking spaces at the south end of the site. All other existing buildings are proposed to remain onsite.

The proposal would include approximately 47,500 square metres of new gross floor area for the new hospital, 2,500 square metres of new gross floor area for the new central utility plant and 26,500 square metres of gross floor area for the new parking structure. The ninth floor of the new hospital would be limited to approximately 335 square metres to be used for an indoor amenity area connecting to an outdoor amenity area on the roof of the 8th storey. This is the first phase of redevelopment on the Trillium Health Partners Queensway Hospital site and includes protecting for a public street to be conveyed in future phases of the redevelopment of the site. The application would also rezone lands below the Long Term Stable Top of Slope and their adjoining 10 m buffer from IH (Hospital) to ON (Open Space Natural Area).

The proposed development is consistent with the Provincial Policy Statement (2020) and conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The proposal conforms with the Official Plan and Sherway Area Secondary Plan policies and is generally consistent with the City's guidelines. The proposed institutional use fits with the existing and planned context of the site.

This report reviews and recommends approval of the application to amend Zoning By-law 569-2013 subject to the owner entering into a Section 37 Agreement for matters required to support the development. The proposed zoning will include and be subject to a Holding (H) symbol for a portion of the site which will require certain conditions to be met prior to future development proceeding. The provision of a Holding (H) symbol facilitates consideration of the zoning by-law amendment now and enables staff to conclude that the proposed development is appropriate and represents good planning.

While discussions, analysis and revisions of the proposal have evolved since the initial application, a resubmission of material was made on August 18, 2021 which included a newly proposed central utility plant and revised parking information. In the interest of advancing the development of this important health care infrastructure, staff are providing this report and will supplement the material contained in this report with additional comments and the draft zoning by-law amendment prior to the September 10, 2021 Etobicoke York Community Council.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend City of Toronto Zoning By-law 569-2013 for the lands at 140, 150, 160, 170, 190 and 220 Sherway Drive substantially in accordance with the draft Zoning By-law Amendment in Attachment 5 to this report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. Before introducing the necessary Bills to Council for enactment, City Council direct that the owner be required to enter into an Agreement pursuant to Section 37 of the *Planning Act*, and any other necessary agreements, on such terms and conditions satisfactory to the Chief Planner and Executive Director, City Planning and the City Solicitor, with such Agreement to be registered on title to the lands in a manner satisfactory to the City Solicitor to secure the matters required to support the development.

FINANCIAL IMPACT

The City Planning Division 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.

Pre-application consultation meetings were held in 2019. The current application was submitted on December 24, 2019 and deemed complete on August 27, 2020. A Preliminary Report on the application was adopted by Etobicoke York Community Council on June 17, 2020 authorizing staff to conduct a community consultation meeting. The consultation was held on September 9, 2020. A copy of the Preliminary Report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EY15.4>

PROPOSAL

This application proposes to amend the City-wide Zoning By-law 569-2013 for the lands municipally known as 140, 150, 160, 170, 190 and 220 Sherway Drive to permit the construction of a new nine storey hospital building, a new two storey central utility plant and a new eight storey above grade parking structure as additions to the Trillium Health Partners Queensway Hospital site. All existing structures would continue to remain on the site at this time.

New Hospital Building

Located in Area "B" (See Attachment 6) the new nine storey hospital building would be 46 m tall, however, the majority of the building would be eight storeys (39m) in height, as the ninth storey would be limited to a 335 m² gross floor area (gfa) indoor rooftop amenity space, an elevator and mechanical room. The new hospital would provide approximately 416 inpatient beds for a combination of Complex Continuing Care, Rehabilitation Care and other inpatient services. There would also be a lower level containing operational facilities like Nutrition and Food and corporate uses. The gross floor area for the new hospital building would be approximately 47,500 m².

The new building would be shaped like a letter 'H' with the wings having a separation distance of approximately 19 metres from each other. The elongated portions of the letter 'H' of the building would face north and south. The northern wing closest to The West Mall would be set back 4.9 m from the right of way, the southern wing closest to The West Mall would be set back 9.7 m from the right-of-way.

An outdoor amenity area would be provided at grade to the east immediately adjoining The West Mall pedestrian entrance in a courtyard contained within the wings of the letter 'H'. To the west, there would be another courtyard within the wings' area to be only accessible from the inside of the hospital building. This west courtyard would be screened from the loading area which would be adjoining this area immediately below. The building would be on an angle from the hydro corridor to maximize the distance of patient windows and views from the building to the corridor. The northwest corner of the proposed building would be 16.9 m away from the hydro corridor property line.

There would be two primary pedestrian accesses to the new building: one would be from the interior of the east courtyard fronting The West Mall and the other would be from the south façade of the building, facing the driveway and parking area near The West Mall. A secondary pedestrian entrance would be located at the southwest corner of the new building with a one storey circulation link to the existing four storey McCall Building located immediately south of the proposed hospital building.

There would be four Type A loading spaces and three Type B loading spaces provided at the rear of the new building with direct access to the building from the lower level. There would be a descending driveway at the rear of the site for the purpose of providing access to the lowered loading yard.

After the Notice of Statutory Public Meeting was given, a resubmission of material was received that included a revised proposal. An new indoor amenity space of 335 square metres is proposed on the 9th storey instead of the originally proposed mechanical penthouse to connect to the rooftop amenity area. Therefore, while the overall built form is not proposed to change which is maintained at eight storeys with institutional uses, the outdoor amenity space of 335 square metres does result in a minor modification.

Further, a new central utility plant is proposed to be constructed to replace the mechanical penthouse that was removed from the 9th storey of the new hospital building. The proposal described in the Notice of Statutory Public Meeting only identified two new buildings, whereas three new buildings are being proposed on the site as per the most recent submission. This change is minor in nature given it is associated with utility functions being provided for the site.

New Central Utility Plant

The new central utility plant would be located in Area "B" (See Attachment 6) next to the existing central utility plant. The existing central utility plant would not be demolished at this time. The proposed utility plant would service the new hospital building while the

existing central utility plant would continue to service the existing hospital buildings until they are redeveloped in future phases.

The proposed new central utility plant would be two storeys in height with equipment stacks and a cooling tower projecting above the second storey. This new building would be somewhat rectangular in shape with 2,500 m² of gross floor area and would connect to the hospital through underground tunnels. A long term bicycle storage room would also be located as an attachment to this new central utility plant, with a separate access from the plant.

New Parking Structure

Located in Area "A" (See Attachment 6) , the new eight storey parking structure would be 23 m in height (28.5 m with elevator overrun) and 26,500 m² in size. This new parking structure would be rectangular shaped and front onto the existing private Sherway Drive which would be converted to a future public street in future phases. The new parking structure is to be setback 3 metres from the future minimum 22 m public street right-of-way.

The rear of the proposed parking structure faces the Etobicoke Creek ravine, and the southwest corner adjoins the limit of the 10 m buffer for the Long Term Stable Top of Slope. This area is currently being used for surface parking including surface parking within the 10 buffer. The proposal would continue the use of the rear and west of the parking structure with vehicular surface parking spaces as an interim condition. The ultimate long term condition would have most of the hard surface of the rear and west of the parking structure converted to soft landscaping including naturalizing most of the 10 m buffer from the Long Term Stable Top of Slope.

The new parking structure would provide 838 parking spaces. At the time of preparing this report, details of the total number of parking spaces to be provided on site were still being reviewed and further information will be provided in a supplementary report. A total of 114 bicycle parking spaces would also be provided on the site.

Vehicular access

Vehicular access and egress would be from Sherway Drive to The West Mall and from the future public street to The Queensway. The application also proposes vehicular access to the new hospital building via two new driveways. One of the new driveways would be to the north of the new hospital onto The West Mall, and the other new driveway would be to the south of the proposed hospital building. This new south driveway would be altered from the current driveway which currently aligns at The West Mall with the Sherway Gardens driveway on the east side of The West Mall. Both new vehicular driveways lead to surface parking areas to the north and south of the proposed hospital building. While the south parking lot would have a direct pedestrian access into the proposed hospital building, the north parking lot would not.

New Public Street

The proposal must incorporate protection for a future public street that generally would replace the existing private service road that runs through the site connecting The West Mall to The Queensway, through the neighbouring Hydro One lands and 2217 The Queensway. The proposal's drawings currently show a connection that does not align with the site plan approved for 2217 The Queensway.

Attachment 8-12 (Site Plan and Elevations) illustrate the development concept for the subject site.

Site and Surrounding Area

The subject site is located at the southwest corner of The Queensway and The West Mall. The site is currently occupied by a hospital building, a long term care facility, medical laboratory, a palliative care facility, a medical building, a records storage building, a central utility facility and several surface parking lots.

Surrounding land uses include:

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

Reasons for Application

An amendment to City-wide Zoning By-law 569-2013 is required to permit the addition of the new buildings and to establish development standards for them.

APPLICATION BACKGROUND

Application Submission Requirements

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

- Arborist/Tree Preservation Report and Memo
- Campus Plan and Memo
- Energy Efficiency Report
- External Sanitary Sewer Study
- Functional Road Design Plan
- Functional Servicing Report
- Future Municipal Streets and Subway Extension
- Future Street Protection Plan
- Geotechnical Study and Memo and Supplementary Geotechnical Investigation
- Greening Strategy Memo
- Hydrological Review
- Hydrogeological Report and Memo
- Natural Heritage Impact Study
- Pedestrian Level Wind Study and Memo
- Planning Rationale and Addendum
- Project Data Sheet
- Public Consultation Plan
- Slope and Stability Report
- Stormwater Management Report
- Sun/Shadow Study
- Toronto Green Standards Checklist and Statistics
- Transportation Impact Study
- Tree Preservation Plan
- Water Balance Study Report
- Site Municipal Street and Subway Extension

The above materials are available online at the Application Information Centre (AIC) and may be found at the following link:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>.

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 and to formulate appropriate Zoning By-law standards.

Statutory Public Meeting Comments

In making their decision with regard to this Zoning By-law Amendment application, Council members have been given an opportunity to consider the submissions received prior to and at the statutory public meeting held by Etobicoke York Community Council for this application. Oral submissions made at the virtual meeting will be broadcast live over the internet and recorded for review.

POLICY CONSIDERATIONS

Planning Act

Section 2 of the *Planning Act* sets out matters of provincial interest which City Council shall have regard to in carrying out its responsibilities. The outcome of staff analysis and review of relevant matters of provincial interest are summarized in the Comments Section of this report.

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 (2020)

The Provincial Policy Statement (2020) (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 use and management of land and infrastructure;
- ensuring the sufficient provision of housing to meet changing needs including affordable housing;
- ensuring opportunities for job creation;
- ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- protecting people, property and community resources by directing development away from natural or human-made hazards.

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 City 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 4.6 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 City 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.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) came into effect on August 28, 2020. This was an amendment to the Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2020), establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the *Planning Act*.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space, and better connected transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;

- 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 (2020), 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 (2020), 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 City Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2020). Comments, submissions or advice affecting a planning matter that are provided by City Council shall also conform with the Growth Plan (2020).

Toronto Official Plan

This application has been reviewed against the policies of the City of Toronto Official Plan and the Sherway Area Secondary Plan.

Relevant Official Plan Maps and Schedules that inform this application include:

- Map 3 – Right-of-Way Widths Associated with Major Streets identifies The West Mall fronting onto the site as a Major Street having a right-of-width of 27 metres.
- A Transit Corridor Expansion Element is shown along The Queensway to the north of the site on Map 4 – Higher Order Transit Corridors.
- Map 5 – Surface Transit Priority Network shows The Queensway to the north of the site as a "Transit Priority Segment".
- Map 9 – Natural Heritage System includes portions of the north, west and south of the site.
- Map 12A identifies an Environmentally Significant Area associated with the Etobicoke Creek less than 200m to the north of the site known as the Silverthorn Area.
- Map 15 – Land Use Plan designates the site *Institutional Areas* (see Attachment 3: Official Plan Land Use Map).
- Schedule 2 – The Designation of Planned but Unbuilt Roads identifies a new link from The Queensway, west of The West Mall to The West Mall, south of The Queensway.

Key Policies Include:

Chapter 2 – Shaping the City

Section 2.2: Structuring Growth in the City : Integrating Land Use and Transportation

The Official Plan protects the integrity of the City's transportation network and provides for its planned expansion through the designation of public rights-of-way and transit corridors.

Policy 2.2.4 (as amended by Official Plan Amendment 456 as approved by the Minister of Municipal Affairs and Housing ("OPA 456")) requires the City's Transportation system to be maintained and developed to support the growth management objectives of the Official Plan by:

a) developing the key elements of the transportation system in a mutually supportive manner which prioritizes walking, cycling, and transit over other passenger transportation modes.

Policy 2.2.5 (as amended by OPA 456) requires the City's network of streets and laneways be maintained and developed to support the growth management objectives of the Official Plan by:

- a) protecting and developing the network of rights-of-way shown on Map 3 and Schedules 1 and 2 by:
 - i) acquiring over time the additional property needed to achieve the designated width. The conveyance of land for widening may be required for nominal consideration from abutting property owners as a condition of ... site plan approvals;
 - ii. extending and altering the widths of pavement, sidewalk and other facilities as necessary within the designated rights-of-way; and
 - iii. giving high priority to preventative and restorative maintenance and rehabilitation of the road (pavement, sidewalk and other facilities) network;

- g) ensuring that new streets will be provided in consideration of surrounding land uses and will contribute to the development of a connected network which provides direct and clearly understood travel routes for all transportation modes and users throughout the City and acts as a fundamental organizing element of the City's physical structure.

Policy 2.4.7 (as renumbered by OPA 456) states that an adequate supply of off-street parking for bicycles and automobiles will be provided and maintained to meet the short-term parking demands of institutional activities while ensuring a minimal level of all-day automobile parking for commuters that reflects the availability of alternative travel modes.

Chapter 3 – Building a Successful City

Section 3.1.1: The Public Realm

Public realm policies provide guidance on the roles and key relationships between elements of the public realm as well as direction on the expansion, enhancement and maintenance of the public realm through development review and capital projects.

Section 3.1.2: Built Form

Built Form policies provide principles on key relationships of the location and organization of development, its massing and appropriate amenity within the existing and planned context to inform the built form and ensure each new building will promote and achieve the overall objectives of the Official Plan.

Section 3.4: The Natural Environment

Strong communities and a competitive economy need a healthy natural environment. The natural heritage system is important to the City, both within and beyond our boundaries, and needs to be protected for the long term. Policies require that when development is proposed on or near lands shown as part of the natural heritage system, the proposed development's impact on the system is to be evaluated and an impact study may be required.

Policy 3.4.8 requires development to be set back from the following locations by at least 10 metres, or more if warranted by the severity of existing or potential natural hazards: the top-of-bank of valleys, ravines and bluffs; toe-of-slope of valleys, ravines and bluffs; other locations where slope instability, erosion, flooding, or other physical conditions present a significant risk to life or property; and other locations near the shoreline which may be hazardous if developed because of flooding, erosion or dynamic beach processes.

Policy 3.4.9 provides that alteration of the existing slope of a valley, ravine or bluff or shoreline for the purpose of accommodating development will not be permitted.

Policy 3.4.10 states that land below the top-of-bank, or other hazard lands, may not be used to calculate permissible density in the zoning by-law or used to satisfy parkland dedication requirements.

Policy 3.4.11 states that development is generally not permitted in the natural heritage system illustrated on Map 9. Where the underlying land use designation provides for development in or near the natural heritage system, development will: recognize natural heritage values and potential impacts on the natural ecosystem as much as is reasonable in the context of other objectives for the area; and minimize adverse impacts and when possible, restore and enhance the natural heritage system.

Section 3.5.1: Creating a Strong and Diverse Civic Economy

Toronto's economy is thriving, but continued efforts are required to attract new business and jobs, maintain the diversity of our economic base and maintain a healthy municipal

tax base. Policies of the Plan to achieve this include providing locations for institutional sectors to meet the needs of our City and Region's growing population.

Policy 3.5.1.2 provides that a multi-faceted approach to economic development in Toronto will be pursued that: d) encourages the expansion of health and educational institutions, and improving transit access to them.

Policy 3.5.1.10 states that universities, colleges and hospitals will be supported in their efforts to better serve residents and businesses through the region by: e) retaining current institutional lands for future expansion to serve a growing and ageing population within the Greater Toronto Area; f) promoting the design of campuses with a high quality of public realm organized to promote visual and physical links with adjacent areas of the City; and g) connecting major institutions to the network of bicycle routes.

Chapter 4 – Land Use Designations

Section 4.8 Institutional Areas

Major health, post-secondary education and governmental institutional campuses are designated as *Institutional Areas* with applicable policies.

Policy 4.8.1 states that 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. Our major 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.

Policy 4.8.5 encourages universities, colleges and hospitals to create campus plans in consultation with nearby communities that will:

- a) identify heritage buildings and landscapes, accessible open spaces, natural areas and important views to be conserved and integrated;
- b) be compatible with adjacent communities;
- c) create visual and physical connections that integrate campuses with adjacent districts of the City;
- d) identify the network of pedestrian routes to be maintained, extended and improved;
- e) examine existing transportation modes and create policies and programs that emphasize the use of public transit, walking and cycling over automobile travel;
- f) minimize traffic infiltration on adjacent neighbourhood streets;
- g) provide bicycle parking for employees, students and visitors and sufficient off-street automobile parking;
- h) identify development sites to accommodate planned growth and set out building envelopes for each site;
- i) identify lands surplus to foreseeable campus needs that can be leased for other purposes;
- j) provide opportunities for energy conservation, peak demand reduction; resilience to power disruptions; and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage; and

- k) identify opportunities for green infrastructure including tree planting, stormwater management systems and green roofs.

Chapter 5 – Implementation: Making Things Happen

Section 5.1 Managing Growth and Change: The Planning Tool Box

This section provides for the policies for value-added tools provided by the *Planning Act*.

Section 5.1.1 refers to Section 37 of the Planning Act and establishes the provisions under which Section 37 may be used. Policy 5.1.1.4 excepts non-profit development from providing Section 37 community benefits. Policy 5.1.1.5e) provides that a Section 37 agreement may be used as otherwise agreed upon, irrespective of any increase in height and density.

Policy 5.1.2.1 provides that a Holding provision (“H”) may be placed on lands where the ultimate desired use of the lands is specified but development cannot take place until conditions set out in the Plan or by-law are satisfied. Policy 5.1.2.2 provides that conditions to be met prior to the removal of the holding symbol may include:

- a) transportation or service improvements;
- b) parks and open space, recreational, and community services and facilities;
- c) environmental protection, remediation or mitigation;
- d) measures to protect a natural heritage area or environmentally sensitive natural features;
- e) professional or technical studies to assess potential development impacts; and
- f) phasing of development; and,
- g) entering into agreements... to secure any of the matters required to satisfy the conditions for removal of the holding provision.

The Secondary Plans policies in Section 5.2.1 of the Official Plan indicate that Secondary Plans establish local development policies to guide growth and change in a defined area of the City. Policy 5.2.1.1 indicates that "Secondary Plans will set the stage for reurbanization of a defined area to stimulate and guide development in keeping with the Plan's objectives". Policy 5.2.1.2 states that Secondary Plans will generally be prepared in consultation with the community for growth areas identified by the Official Plan such as Centres. Policy 5.2.1.3 provides that Secondary Plans promote a desired type of form of physical development resulting in highly functional and attractive communities and plan for an appropriate transition in scale and activity between neighbouring districts.

Policy 5.6.6 provides the policies of the Official Plan apply to the areas subject to Secondary Plans contained in Chapter Six, except in the case of a conflict, the Secondary Plan policy will prevail.

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

Chapter 6 - Sherway Area Secondary Plan

The lands are subject to the Sherway Area Secondary Plan and are located within the Trillium Precinct.

Trillium Precinct

The site forms part of the Trillium Precinct. The Trillium Precinct is centred on the Trillium Health Partners Queensway Hospital site, an important institutional use, employer and resource for the community. Planning for the Trillium Precinct is to consider the adjacent lands south of The Queensway and west of The West Mall to provide for a coordinated approach to the network of new public streets, naturalized areas and access to the ravine trail system.

Structure

The framework for planning and long term development of the Sherway Area is based on a Structure Plan. Key structural elements noted on the Structural Plan relevant for the subject site include:

- A new public street traversing through the site from The Queensway at a fixed location to connect to The West Mall through the site in a flexible location;
- the Etobicoke Creek Ravine System, utility corridor and off road trails abutting the site,
- a Landscaped Point of Entry at the northern tip of the site centred around The Queensway and The West Mall intersection.

Open Spaces and the Public Realm

The Sherway Area is to be transformed through a Greening Strategy. Key elements of the Greening Strategy and policies for this application include:

- Potential ravine and trail connections at 2 locations (one in the location where the new public street enters into utility corridor; one to the west of the site plan area for the structured parking garage);
- Landscaped Point of Interest in the area near the intersection of The Queensway and The West Mall;
- Tree lined streets;

Open Space and Public Realm policies encourage the introduction of Privately Owned Publicly-Accessible Spaces (POPS) at the ground level and require streets to include generous streetscaping and street tree planting (including adequate soil volume to grow trees to maturity on both sides of the street), to create green corridors and linkages connecting the open space network. Policies also require new development to provide active and animated street frontages incorporating a variety of grade-related uses that encourage pedestrian comfort, safety and movement.

Policies direct the Landscaped Points of Entry, to be utilized to identify the main entry points into the Sherway Area and would be characterized by such elements as tree planting, generous landscape beds, wayfinding, seating and public art.

Policies requires new development to be set back away from the long term stable top of slope of the Etobicoke Creek ravine and contiguous vegetation in order to maintain and/or enhance the scenic quality, including views from within, the visual and physical continuity of the ravine, and public access to and through it. Policy 4.22 requires trails along the Etobicoke Creek Ravine edge to be appropriately set back from the long term stable top of slope, and such trails also be appropriately buffered from adjacent development through additional green space.

Precinct policies require open spaces such as courtyards, plazas and rooftop terraces 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.

Built Form

The Sherway Area is to evolve into an urbanized mixed-use community and redevelopment provides an opportunity to establish a new built form context. Buildings are to be appropriately scaled and massed, with a fine grain of pedestrian entrances, generous spacing between tall buildings, and built form edges sited toward the street that are at an appropriate height to support a comfortable pedestrian environment.

Policies 10.20 and 10.21 direct that on lands designated *Institutional Areas*, the City may consider alternative setbacks, streetwall heights and stepbacks, and building heights for new development provided development locates buildings closer to the street edges, where possible, and provides pedestrian amenity along both public and internal streets.

Policy 7.7 requires a minimum setback for development of 3.0 metres for any street. Map 43-6 illustrates a required minimum setback of 5.0 metres from the utility corridor adjacent to this application. Policy 7.8 states that development that includes tall building elements may be required to provide greater setbacks from new and existing streets.

Policy 7.15 provides that tall buildings may be permitted in the Sherway Area where appropriate to provide more generous open space between buildings at grade level. Generally, the preferred locations for tall buildings are at key intersections and landmark sites where development activity is intended to be focused. Any proposed tall building must demonstrate that it meets the policies of the Official Plan, including the Secondary Plan and to be designed to minimize shadows cast on public spaces, parks, natural heritage areas, Privately Owned Publicly-Accessible Spaces and outdoor amenity areas within and in the vicinity of the Sherway Area.

Mobility

The Sherway Area is to evolve from a place that prioritizes vehicular travel, to one that safely accommodates and encourages pedestrian, cycling and transit movement in an attractive and comfortable environment.

Map 43-3 illustrates that the current private street circulating within the Trillium site area as a "Private Street – to become Public (Flexible Location)". Policy 9.3 provides that streets identified as Flexible should be oriented and located as conceptually shown with exact locations to be determined through the development application approval process. Policy 9.5 requires that the site's Private Street be dedicated to the City and redesigned to City standards. Policy 9.4 provides criteria for all streets, new or existing.

Further, Trillium Precinct Policies 10.17 and 10.18 require the new public street to connect The Queensway to The West Mall and Sherway Drive at the intersection of Sherway Drive and Evans Avenue is to serve as the new public street entrance to the Trillium Health Partners hospital and serve as a westward extension of Evans Avenue, west of The West Mall. Policy 10.19 requires that the private street currently functioning as a service road to access the Trillium Health Partners hospital site will, through future development:

- be planned to protect for a future public street that is designed and located to the satisfaction of the City;
- be designed to create a sense of place within the site;
- continue to be a private street as required to permit phased development of the site over time;
- be conveyed to the City as a public street in accordance with the phasing specified in an updated master plan as approved by the Ministry of Health, or successor,
- notwithstanding policy 11.16 requiring a Precinct Plan, and following completion of the first phase of development, the owner of the site will submit for approval to the Ministry of Health, or successor, an updated master plan, in accordance with provincial requirements, that specifies the location and conveyance of the future public street and the phases for its implementation, in consultation with the City.

The portion of The West Mall in which the subject site fronts onto is identified as a "Main Street" on Map 43-3. Policy 9.6 requires that Main Streets be the key corridors of activity, designed as vibrant, comfortable, pedestrian-oriented destinations in their own right to strengthen a sense of place for the Sherway Area. As an Avenue. Policy 9.7 requires that development fronting Main Streets include street-related retail, service and other pedestrian-oriented uses at grade level, serving both local needs and destination shoppers.

Policies require the pedestrian network to be enhanced and expanded and to be complete, with no missing links in sidewalks or street crossings. Additional signalized pedestrian crossings at intersections are to be introduced to improve pedestrian movement and enhance safety, and all new and existing streets are to accommodate

generous sidewalk zones on both sides, to provide greater pedestrian comfort and connectivity throughout the Sherway Area.

Policy 9.14 identifies priority improvements to cycling infrastructure within the Secondary Plan area. Those affecting the site include: on-street cycling facilities along The West Mall; cycling-supportive design on other existing and new streets; off-street trails within the utility corridors; connections to the Etobicoke Creek trail system; and the creation of cycling-friendly links from the Sherway Area to surrounding areas. Precinct Policy 10.23 requires that pedestrian and cyclist access points to the Etobicoke Creek trail system, generally illustrated on Map 43-8, will be established and clearly marked with signage for ease of wayfinding through the adjacent natural area.

Policy 9.15 requires that bicycle parking facilities be introduced on all streets to encourage local cycling activity, and Policy 9.16 encourages safe, convenient access and additional bicycle parking and end-of-trip bicycle amenities at important destinations.

Policy 9.22 strongly discourages above-grade parking structures, but provides that if deemed appropriate, they be designed to avoid blank walls; screen cars from view with high-quality architectural details; and incorporate active, grade-related uses in the facades where feasible, to animate the public realm. Policy 9.23 requires surface parking areas be minimized and designed to maximize landscaping, tree planting and green infrastructure opportunities.

The Sherway Area Secondary Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

Zoning

The site is zoned Institutional (IH) in City-wide Zoning By-law 569-2013 (see Attachment 5: 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 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

Sherway Area Urban Design and Streetscape Guidelines

On October 29, 2019 City Council adopted The Sherway Area Urban Design and Streetscape Guidelines and directed staff to use them in the evaluation of all new development proposals within the Sherway Area. Together the Sherway Area Urban Design and Streetscape Guidelines are intended to complement each other and provide

an additional level of direction for the Sherway Area. The Urban Design Guidelines illustrate the essential elements that will shape the Sherway Area and communicate the intent of the Secondary Plan, provide a design framework that provides a potential pattern of development blocks reinforced by a system of public streets, parks and open spaces that are scaled to pedestrian activity and movement. The Streetscape Guidelines provide direction for the dimensions and details of the boulevard and serve as a toolkit to ensure that existing and new streets are consistent and reinforce the vision for the Sherway Area to create a unique character for the Sherway Area that helps build its sense of place.

The Sherway Area Urban Design and Streetscape Guidelines can be found here: <https://www.toronto.ca/legdocs/mmis/2019/ey/bgrd/backgroundfile-138534.pdf>

Site Plan Control

The proposal is subject to site plan control. A Site Plan Control application has been submitted for the parking structure (File No. 21 141062 WET 03 SA) and is currently under review. At the time of preparing this report, a Site Plan Control application was not yet been received for the proposed new hospital building.

COMMENTS

The proposed expansion of the hospital through the provision of new health care and accessory and supportive uses is appropriate and consistent with the policies reviewed above. Advancing and sequencing the approval of the elements currently proposed will enable future revitalization and appropriate intensification of the hospital lands as guided by the Secondary Plan policies. The zoning amendment being advanced will provide density, height and required minimum set backs from lot lines sufficient to guide future site plan applications. Additional standards for required parking are also being considered.

While discussions, analysis and revisions to the proposal have evolved since the initial submission, the applicant recently submitted additional revisions on August 18, 2021 that now include a new central utility plant and revised parking information. In the interest of advancing the development of this important health care infrastructure, staff are providing this report and will supplement the material contained in this report with additional comments prior to the September 10, 2021 Etobicoke York Community Council. This will include finalized comments on the land use, built form and related transportation impact and parking analysis.

Planning Act

It is staff's opinion the current application has regard to relevant matters of provincial interest in Section 2 of the *Planning Act*. These include: (a) the protection of ecological systems, including natural areas, features and functions; (h) the orderly development of safe and healthy communities; (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities; (o) public health and safety; (p) the

appropriate location of growth and development; and (r) the promotion of a 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 proposal is an appropriate location for institutional development: is supportive of the protection of the stable top of slope along the Etobicoke Creek; represents an appropriate built form; encourages a sense of place; and provides health care facilities in support of public health. It is staff's opinion that the proposed development has appropriate regard for the relevant matters of provincial interest outlined in the *Planning Act*. These matters are further articulated through the PPS (2020) and the Growth Plan (2020).

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2020) and the Growth Plan (2020). Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan (2020).

Provincial Policy Statement

The proposed institutional development for a new hospital building is consistent with Policies 1.1.1(b), (g), 1.3.1a) and 1.7.1c) as it is part of a broad range of uses required to meet long term healthcare needs of the community which contributes to the sustainability of healthy, liveable and safe communities, promotes economic development and competitiveness and long-term economic prosperity. The proposal is consistent with Policies 1.1.1(c), 2.1.1 and 3.1.5(a) as it avoids impacts on the Etobicoke Creek natural heritage area and is set back from the stable top of slope ensuring public health and safety from natural hazards.

The proposal is consistent with policies of Section 1.6 – Infrastructure and Public Service Facilities as it would meet Tier 1 of the Toronto Green Standards which contribute to preparing for the impacts of climate change; is located within the Trillium Health Partners Queensway Hospital site helping to optimize the use of existing public service facilities; supports the effective and efficient delivery of emergency health services, and ensures the protection of public health and safety in accordance with the policies in section 3.0 of the PPS (2020). Further the proposal is consistent with Policy 1.8.1b) as it would promote the use of active transportation.

A Place to Grow – Growth Plan for the Greater Golden Horseshoe (2020)

The proposal conforms to Policy 2.2.1.4(a) as the proposed hospital use would support the achievement of complete communities.

The proposal conforms to policies in Section 3.2.8 as the proposed institutional development is located in an existing hospital campus within the Sherway Area which promotes efficiencies and an opportunity for a growing number of people to have access to healthcare through active transportation including bicycle infrastructure,

pedestrian connections within the site and throughout the secondary plan area, as well as transit.

Ravine and Natural Heritage Protection

The subject lands are near the Etobicoke Creek Natural Heritage area as identified on Map 9 of the Official Plan. A Natural Heritage Impact Statement was submitted in support of the application. Toronto and Region Conservation Authority (TRCA) and Urban Forestry have both evaluated the proposal and do not object to the zoning by-law amendment.

The subject lands are within the TRCA Regulated Area and a small portion of the southern and western property is subject to provisions of the City of Toronto Ravine and Natural Feature Protection By-law. There is no structure proposed within the 10 metre setback from the Long-Term Stable Top of Slope. However, lands within the setback area currently used for existing surface parking, and is proposed to continue to be used for surface parking in the interim, until future phases of the redevelopment of the site are identified through a future master-planning process. The proposal includes a proposed ultimate condition where the majority of the lands within the setback are landscaped and surface parking is removed.

The TRCA have no objection to the application subject to the lands located below the Long-Term Stable Top of Slope and the 10 metre setback area being zoned as Open Space Natural Area with a provision to allow for the interim existing non-conforming use of a surface parking area. A TRCA permit is also required prior to development and/or site alteration within the regulated area.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles 11 (Street Trees by-law) and III (Private Tree by-law).

The applicant submitted an Arborist Report and Addendum by Beacon Environmental, dated December 2019 and April 2021, respectively. As proposed, this project would require the injury of one (1) by-law protected privately owned tree, and the removal of twelve (12) by-law protected privately owned trees. On May 26, 2021, the applicant submitted an application to Urban Forestry to remove the twelve (12) and to injure one (1) By-law protected privately owned trees. The applicant would be required to plant 36 trees to compensate the removal of the 12 trees. Only large deciduous trees are acceptable to be considered as private tree replacements. The applicant's landscape plans indicate there would be 92 acceptable trees. As per the Toronto Green Standard, there would be soil volume requirements to be met at the site plan application stage.

Section 37 Agreement as a Legal Convenience

The proposal is exempt from Official Plan policies pertaining to the provision of community benefits in exchange for increases in height and/or density pursuant to

Section 37 of the *Planning Act*. However, the Official Plan provides that Section 37 may be used irrespective of increases in height and density to secure matters required to support the development.

As noted throughout the report, City staff are recommending that a number of matters should be secured in a Section 37 Agreement as a legal convenience to support development.

Holding Provisions

Section 5.1.2 of the Official Plan provides that a holding provision may be placed on lands where the ultimate desired use of the lands is specified but development cannot take place until specific facilities are in place or conditions set out in the Plan or by-law are satisfied. Under the *Planning Act*, Council can pass a “holding” zoning by-law that places an “H” symbol over the zoning and spells out the conditions that must be met before the “H” symbol is removed and the lands can be developed.

The use of the Holding "H" symbol is an important strategy to ensure that necessary infrastructure and facilities are in place prior to redevelopment of portions of the Trillium Precinct and ensures that matters of public interest are being achieved as redevelopment proceeds. As noted, staff will be recommending an "H" symbol be applied to Areas “B” and “C”. The "H" symbol will set out conditions which when met, will enable the development permitted by the zoning. A further application will be required to lift the “Holding "H” symbols when those conditions are met.

Community Consultation

City Planning staff hosted a virtual community consultation meeting on September 9, 2020. The meeting was attended by approximately 10 members of the public, along with City staff, the applicant and their consulting team. In accordance with the direction of Etobicoke York Community Council, notice was sent to an expanded notification area that exceeded the required 120 m radius.

At the meeting, Planning staff presented the policy framework and an overview of the application review process, and the applicant presented their proposal. The meeting concluded with a question and answer period. Questions raised included whether the pedestrian access to the Etobicoke Creek would be impacted during construction, and where the pedestrian access for the future subway would be.

CONCLUSION

As a result of the recent addition of a new central utility plant, the total number of parking spaces to be provided onsite was revised and staff are continuing to review the submitted information. A Supplementary Report, with further discussion on matters noted in this report, will be provided prior to the Etobicoke York Community Council meeting on September 10, 2021.

Staff are of the opinion that the expanded institutional uses on the site in particular the construction of a new hospital facility is an important part of meeting the long term healthcare needs of the community and will contribute to the sustainability of healthy, liveable and safe communities for the City. The proposed amendment is consistent with applicable Provincial policy, conforms with the Official Plan and Sherway Area Secondary Plan policies and is generally consistent with the City's guidelines.

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SIGNATURE

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Acting Director, Community Planning
Etobicoke York District

ATTACHMENTS

City of Toronto Data/Drawings

Attachment 1: Application Data Sheet
Attachment 2: Location Map
Attachment 3: Official Plan Land Use Map
Attachment 4: Existing Zoning By-law Map
Attachment 5: Draft Zoning By-law Amendment
Attachment 6: Development Areas
Attachment 7: Future Open Spaces Within the Long Term Stable Top of Slope Buffer and Adjoining Lands

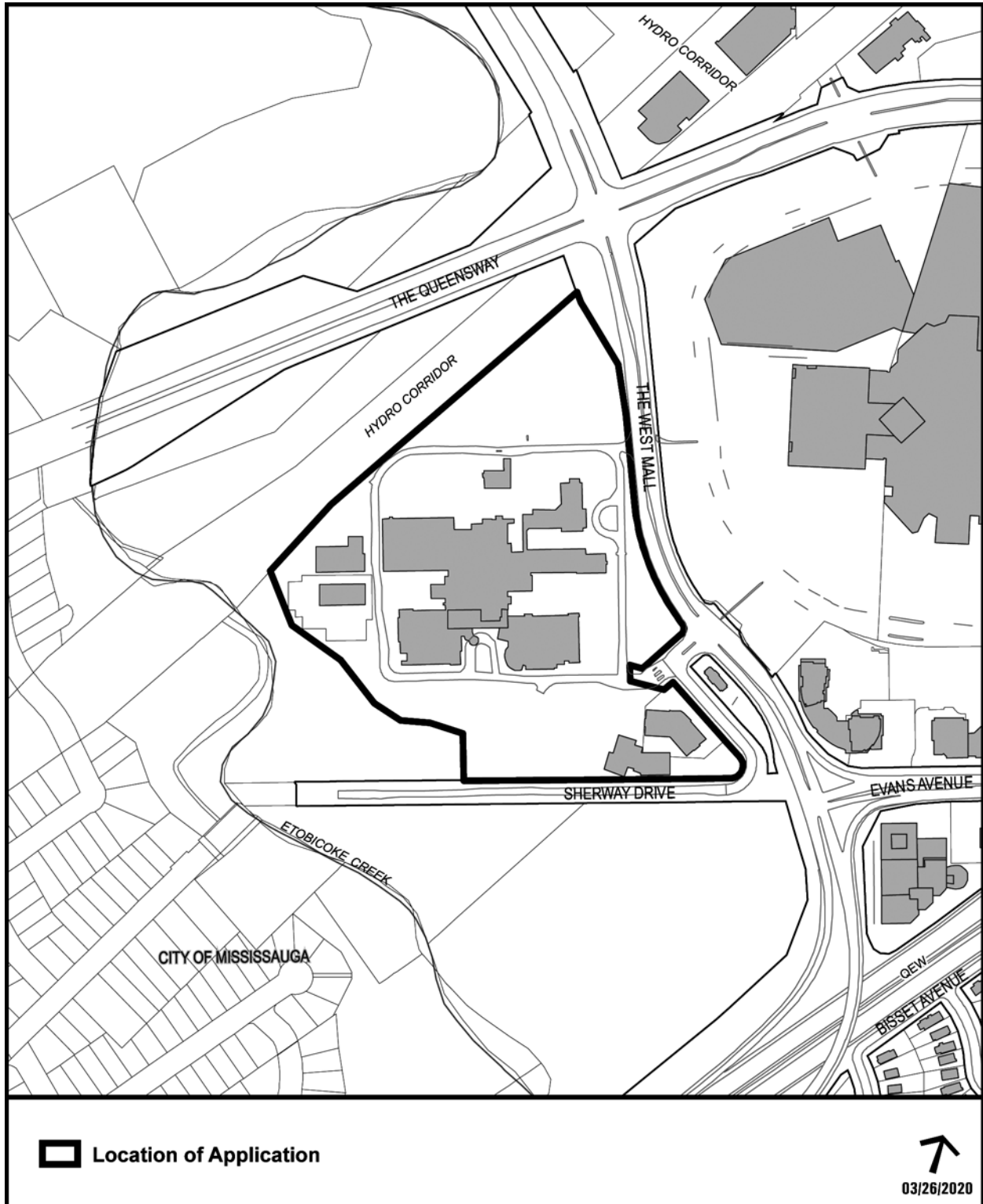
Applicant Submitted Drawings

Attachment 8: Site Plan
Attachment 9: North and South Elevations of Parking Structure
Attachment 10: East and West Elevations of Parking Structure
Attachment 11: North and South Elevations of Proposed Hospital Building
Attachment 12: East and West Elevations of Proposed Hospital Building

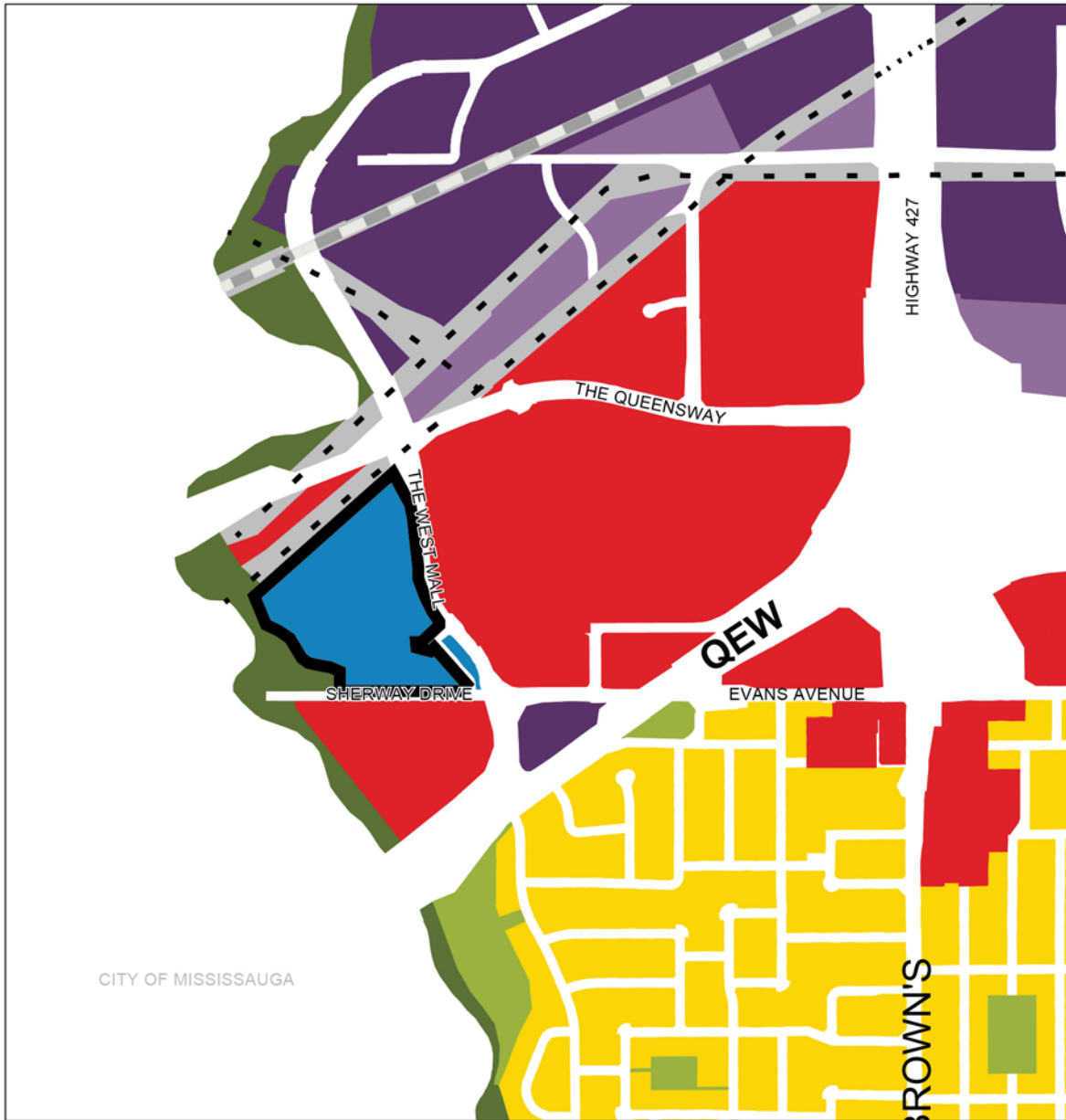
Attachment 1: Application Data Sheet

(See separate attachment)

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



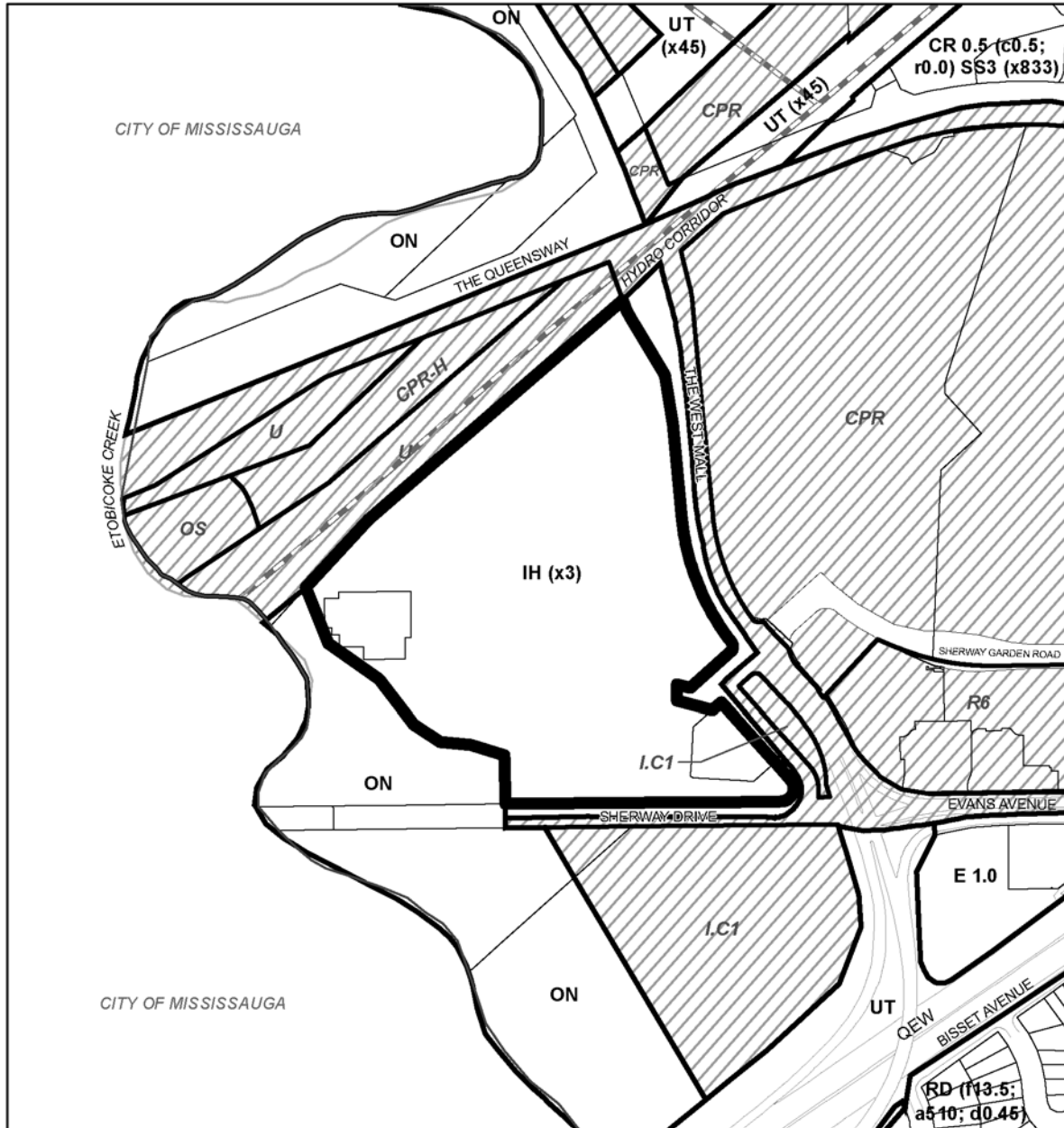
140, 150, 160, 170, 190 and 220 Sherway Drive

Official Plan Land Use Map #15

File # 19 264614 WET 03 0Z



Attachment 4: Existing Zoning By-law Map



140, 150, 160, 170, 190 and 220 Sherway Drive

Zoning By-law 569-2013

File # 19 264614 WET 03 0Z

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.C1 Class 1 Industrial Zone
 CPR Regional Planned Commercial Zone
 U Utilities Zone

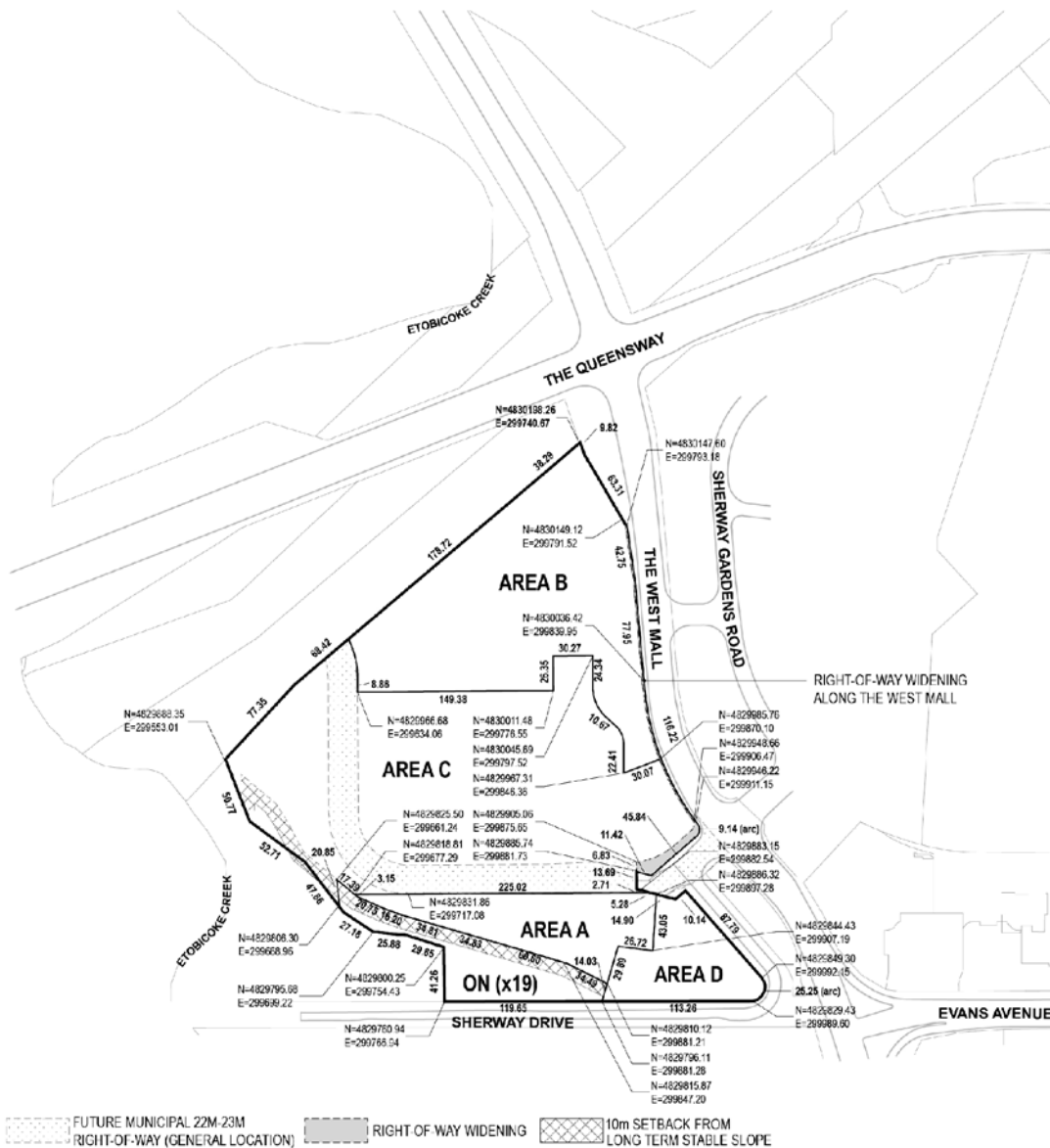


Not to Scale
 Extracted: 03/27/2020

Attachment 5: Draft Zoning By-law Amendment

(See separate attachment)

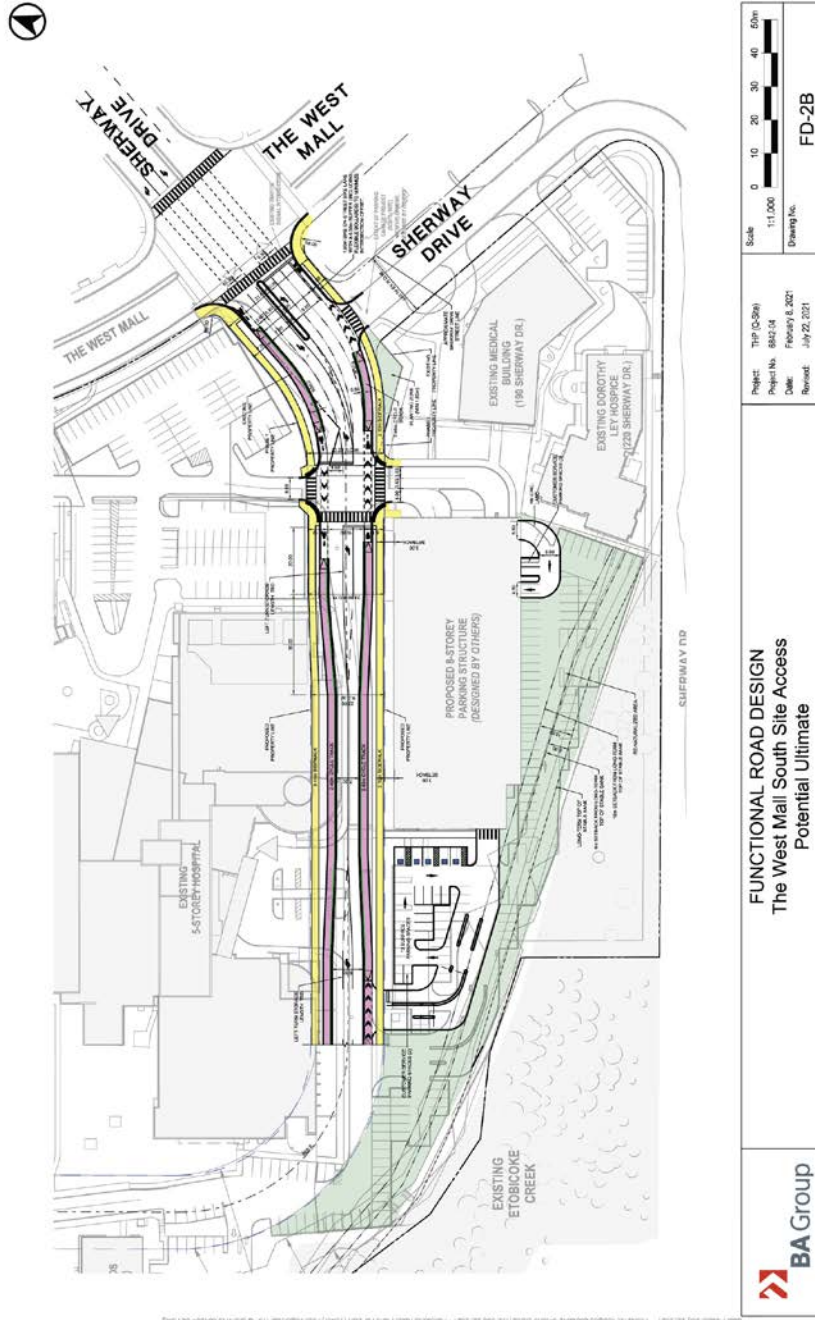
Attachment 6: Development Areas



Development Areas



Attachment 7: Future Open Spaces Within the Long Term Stable Top of Slope Buffer and Adjoining Lands



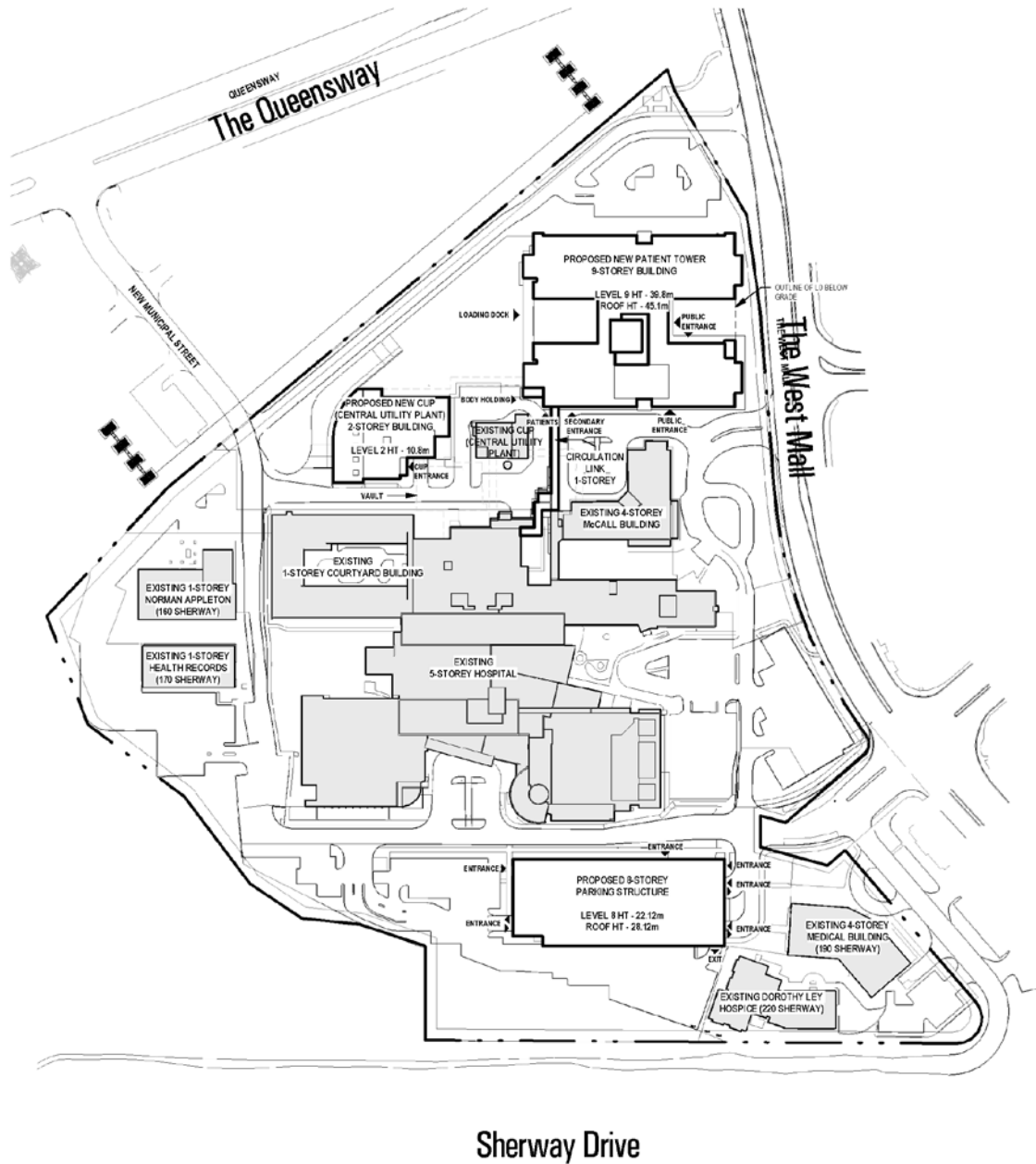
Future Open Spaces

FUNCTIONAL ROAD DESIGN
The West Mall South Site Access
Potential Ultimate



Project: TRIP (2020)
Project No.: 882/04
Date: February 8, 2021
Revised: July 22, 2021
Scale: 1:1,000
Drawing No.: FD-2B

Attachment 8: Site Plan

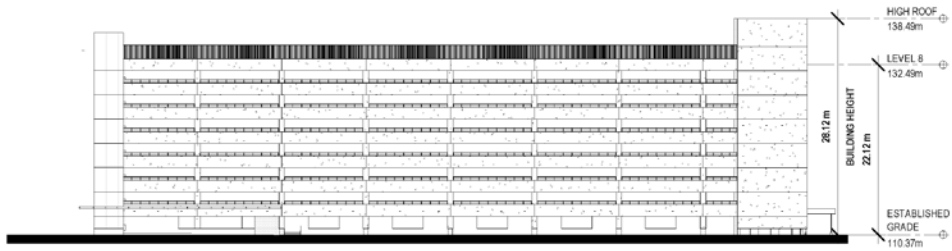


Sherway Drive

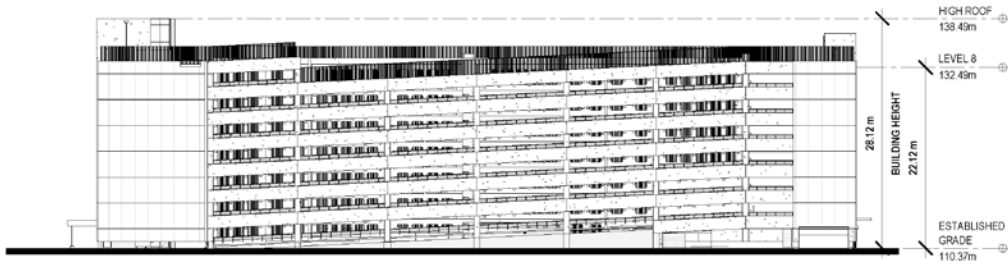
Site Plan



Attachment 9: North and South Elevations of Parking Structure

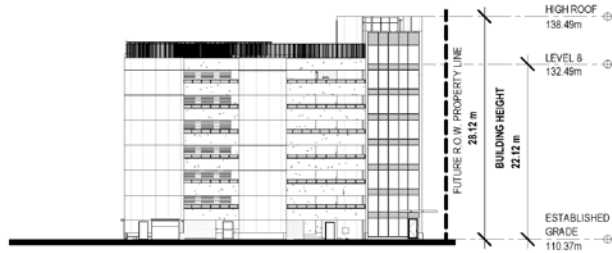


North Elevation - 8 Storey Parkade

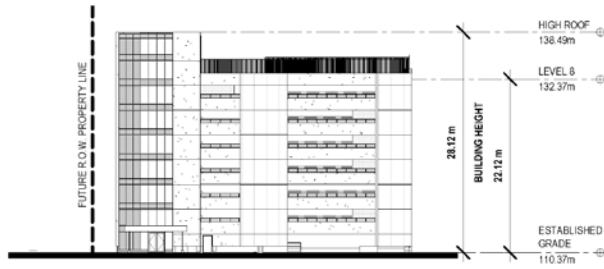


South Elevation - 8 Storey Parkade

Attachment 10: East and West Elevations of Parking Structure

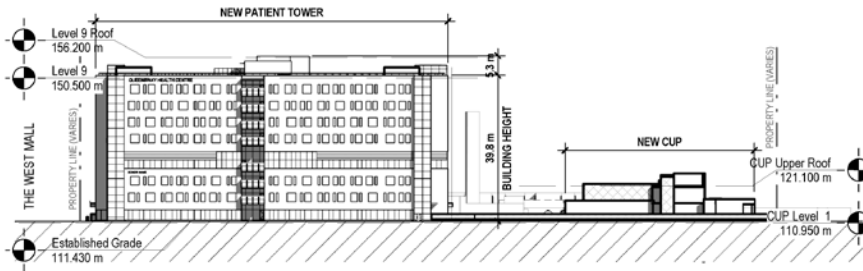


East Elevation - 8 Storey Parkade

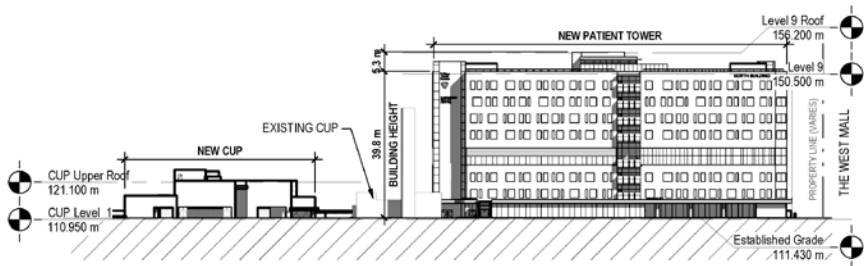


West Elevation - 8 Storey Parkade

Attachment 11: North and South Elevations of Proposed Hospital Building

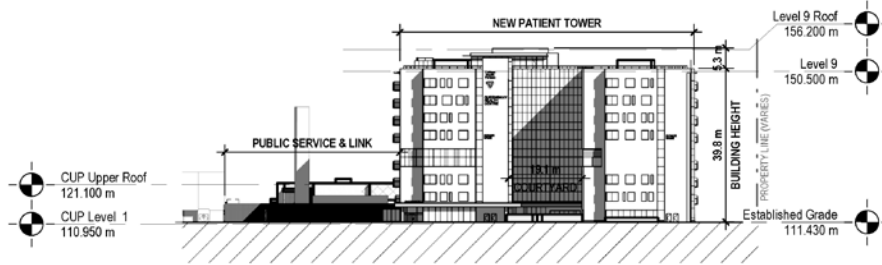


North Elevation - New Patient Tower

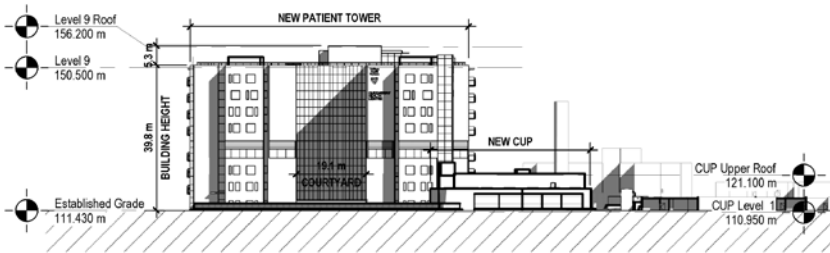


South Elevation - New Patient Tower

Attachment 12: East and West Elevations of Proposed Hospital Building



East Elevation - New Patient Tower



West Elevation - New Patient Tower