

## **555 University Avenue, 110 Elm Street and 170-180 Elizabeth Street – Official Plan Amendment – Decision Report – Approval**

Date: October 7, 2024  
To: Toronto and East York Community Council  
From: Director, Community Planning, Toronto and East York District  
Ward: 11 - University-Rosedale

**Planning Application Number:** 23 236162 STE 11 OZ

### **SUMMARY**

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This report reviews and recommends approval of the application to amend the Official Plan to allow an expansion of SickKids hospital at 555 University Avenue, 110 Elm Street and 170-180 Elizabeth Street, including through a 32-storey institutional building that would contain patient care space. The Official Plan Amendment is required to permit the development to be partially visible behind the silhouette view of City Hall, which is a protected view in the City's Official Plan view policies.

### **RECOMMENDATIONS**

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The Director, Community Planning, Toronto and East York District recommends that:

1. City Council amend the Official Plan, for the lands at 555 University Avenue, 110 Elm Street and 170-180 Elizabeth Street substantially in accordance with the draft Official Plan Amendment included as Attachment 5 to this report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment as may be required.

### **FINANCIAL IMPACT**

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

### **THE SITE**

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**Description:** The site encompasses the block bounded by Gerrard Street West to the north, Elizabeth Street to the east, Elm Street to the south and University Avenue to the west.

Decision Report - Approval - 555 University Avenue, 110 Elm Street and 170-180 Elizabeth Street , Page 1 of 18

west. The site has an area of approximately 27,870 square metres, with a frontage of approximately 124 metres on University Avenue and Elizabeth Street and 222 metres on Gerrard Street West and Elm Street.

**Existing Use:** The site is part of the SickKids Hospital campus, which provides a range of pediatric healthcare services and supportive uses.

## THE APPLICATION

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**Description:** To establish a framework to allow a new Patient Care Centre on the western portion of the block, which is intended to include a 32-storey (171 metres, including mechanical penthouse) building that would be integrated with the existing SickKids campus, with direct connections to existing buildings in the block, providing new institutional healthcare space on the site.

The proposed Official Plan Amendment sets general standards for the Patient Care Centre as it relates to the impacts on the protected silhouette of City Hall. A future Zoning By-law Amendment application is required to establish appropriate standards to regulate the built form on the site, including for the Patient Care Centre.

**Institutional Uses:** The future development would include approximately 241,500 square metres of institutional healthcare space.

**Additional Information:** See Attachments 1, 2, and 6 to 9 of this report for the Application Data Sheet, project in context, a site plan, and three-dimensional massing of the proposal, respectively. Detailed project information, including all plans and reports submitted as part of the application, are available on the City's Application Information Centre at: [www.toronto.ca/555UniversityAve](http://www.toronto.ca/555UniversityAve).

### Reasons for Application

The Official Plan Amendment is required to amend the view policies of the Official Plan for City Hall, to permit the proposed Patient Care Centre to be visible behind the silhouette of City Hall when viewed from the north side of Queen Street West along the edge of the eastern portion of Nathan Phillips Square.

## POLICY AND REGULATION CONSIDERATIONS

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### Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement (2020), and shall conform to provincial plans, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020), the Greenbelt Plan, and others.

On October 20, 2024, the Provincial Planning Statement (2024) comes into effect and combines the PPS (2020) and the Growth Plan (2020) into a single policy document. As of October 20, 2024, all decisions of Council in respect of the exercise of any authority

Decision Report - Approval - 555 University Avenue, 110 Elm Street and 170-180 Elizabeth Street , Page 2 of 18

that affects a planning matter shall be consistent with the Provincial Planning Statement (2024) (PPS (2024)) and shall conform to provincial plans including the Greenbelt Plan (2017) and others.

### **Official Plan**

The site is located on lands in the Downtown and Central Waterfront area and is designated Institutional Areas. See Attachment 3 of this report for the [Official Plan](#) Land Use Map.

The Official Plan protects the silhouette of City Hall when viewed from the north side of Queen Street West along the edge of the eastern half of Nathan Phillips Square as identified on Official Plan Maps 7a and 7b and within Official Plan Policies 3.1.6.44 and 3.1.6.45.

### **Downtown Plan**

The site is within the Health Sciences District in the Downtown Plan, which includes a cluster of hospitals, treatment, academic, education, research and related commercial functions centred on University Avenue. Opportunities to increase non-residential uses within the Health Sciences District are to be protected to support institutional growth.

University Avenue is identified as a Great Street.

### **Zoning**

The site is zoned Institutional (Q) in the former City of Toronto Zoning By-law 438-86, as amended. This zoning category permits a range of institutional uses, including universities, educational, cultural, hospital and government uses. The zoning permits a maximum density of five times the area of the lot and a maximum height of 76 metres. See Attachment 4 of this report for the existing Zoning By-law Map.

### **Airport Zoning Regulation - SickKids Hospital Helicopter Flight Path**

The site is subject to the Airport Zoning Regulation for SickKids Hospital. Development of the site is required to be below and outside the Obstacle Limitation Surface identified in By-law 1432-2017 and the Minister's Zoning Order O. Reg 10/24, to preserve a flight path for air ambulance and medical transport helicopters accessing the hospital.

## **COMMUNITY CONSULTATION**

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### **Community Consultation Meeting**

A Virtual Community Consultation Meeting was hosted by City staff on April 3, 2024. Eight people participated, as well as the Ward Councillor and the applicant. At the meeting, City staff and the applicant's team gave presentations on the site and surrounding area, the existing planning framework and the proposal. Following the presentations, City staff led a question and answer format meeting.

The only issue raised at the meeting was whether the proposal would impact the SickKids flight path.

### **Statutory Public Meeting Comments**

In making their decision with regard to this application, Council members have been given an opportunity to view the oral submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

## **COMMENTS**

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

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the Planning Act. Staff have reviewed the current proposal for consistency with the Provincial Policy Statement (2020) and the Provincial Planning Statement (2024) and conformity with the Growth Plan (2020). Staff find the proposal is consistent with the Provincial Policy Statement and Provincial Planning Statement and conforms with the Growth Plan.

### **Land Use**

The proposed institutional uses are permitted in both the Official Plan and Zoning By-law. The uses would contribute positively to the provision of primary healthcare, health services and research in the area, are compatible with the adjacent institutional and office uses and nearby residential uses, and conform with the Health Sciences District policies of the Downtown Plan, the development criteria contained in the Official Plan and the policies of the Official Plan as a whole.

### **Heritage Conservation**

The Patient Care Centre is proposed on the western half of the SickKids Hospital block, which includes the existing Black, Hill and Burton Wings. The Black and Hill wings would be demolished and the Burton Wing expanded as part of the future Patient Care Centre development. The property is not included in the City of Toronto's Heritage Register or designated under the Ontario Heritage Act. As part of the review of the subject application, Heritage Planning staff evaluated the property for potential heritage value and determined that the property should not be added to the Heritage Register. However, an Interpretation Plan is required as part of a future Zoning By-law Amendment application for the Patient Care Centre to commemorate any historic value associated with the Black and Hill Wings.

The site is adjacent to two heritage properties at 77 and 87 Elm Street. Heritage Planning staff reviewed the Heritage Impact Assessment submitted with the application and agree with the conclusion that the proposal will not adversely impact the integrity of the adjacent cultural heritage resources.

## **Built Form**

The Official Plan identifies views from the public realm to certain prominent buildings and structures, including the view of City Hall. Policies seek to prevent any further intrusions visible above and behind the building silhouette, and to protect the view to the building from any further obstruction. The identified views from the public realm, to and beyond the identified properties, are to be conserved.

The view of the silhouette of City Hall is protected when viewed from the north side of Queen Street West along the edge of the eastern half of Nathan Phillips Square. The view of City Hall includes the east and west towers, the council chamber and podium of City Hall and the silhouette of those features.

The proposed Patient Care Centre, with a maximum height of approximately 171 metres, would result in limited intrusion within this protected view. The reports submitted with the application, including the Heritage Impact Assessment and aeronautical assessment, identify the reasons for this intrusion into the view corridor to be driven by the need for additional institutional and healthcare space, Ministry of Health standards that inform the required footprint and scale of the new tall institutional form, and the need for the site to accommodate the protected emergency helicopter flight path.

The View Corridor Study submitted with the application illustrates the proposed Patient Care Centre's relationship with the City Hall view corridor and shows that the proposed tower would be partially visible within the gap between the two towers of City Hall when viewed from the easterly portion of Nathan Phillips Square and Queen Street West, nearing Bay Street, for a total distance of approximately 15 metres. The Study also illustrates that other existing and approved buildings intrude within the City Hall view corridor.

Staff are satisfied that the proposed intrusion into the view corridor will be appropriately mitigated through the parameters listed in the Official Plan Amendment attached to this report and will be limited in nature given the relatively small portion of the protected view that would be impacted as one moves across Nathan Phillips Square and the north side of Queen Street West. The site-specific policies in the Official Plan Amendment will:

- ensure the new tower is designed to maintain adequate views of the sky in the gap between the two City Hall towers;
- maintain the legibility of the silhouette of the two City Hall towers;
- limit the height of the new building, so it will not be visible above the two City Hall towers; and
- mitigate visual impacts through design measures including articulation of the building and material selection to ensure the development appears distinct from and subordinate to City Hall.

Through the subject Official Plan Amendment application, staff worked with SickKids Hospital representatives and the applicant to establish the following objectives for

intensification of the SickKids block and to inform future Zoning By-law Amendment and Site Plan Control applications for the lands:

- Support and strengthen SickKids' role as an international leader in pediatric healthcare, teaching and research; a critical centre for pediatric healthcare services in Ontario; and a major employment generator in Toronto's Health Sciences District.
- Allow for the appropriate and ongoing evolution of the SickKids campus to support innovative contemporary healthcare services, replace aging facilities and accommodate growth in integral downtown healthcare services.
- Achieve design excellence through high quality architecture and appropriate integration of new development to address SickKids' spatial needs.
- Celebrate and commemorate the site's history and use as a prominent healthcare institution.
- Enhance the site's contribution to the public realm and its relationship and connection to the larger public realm network.
- Improve pedestrian safety, accessibility and comfort both on and around the site.
- Support climate change resilience and adaptation in the public realm and built form.

These objectives will help inform the scale and massing of the future development to be compatible with the planned context of the area and to appropriately frame, relate to and mitigate any impacts on the public realm while allowing for significant expansion of the hospital to provide continuing capacity to meet future demands for local, regional and province-wide health services at a key downtown location surrounded by a cluster of related institutions, facilities and services.

Staff will review the detailed design and massing of the Patient Care Centre, along with proposed building materiality, through the future Zoning By-law Amendment and Site Plan Control application processes.

## **Public Realm**

Consistent with the approach to the built form objectives outlined above, staff worked with SickKids Hospital representatives and the applicant to establish the following public realm objectives to inform future development of the block as proposed through future required applications for the lands:

- Enhance the site's edges and contribute to a cohesive and connected sense of place across the SickKids campus.
- Support pedestrian connectivity and wayfinding through and between indoor and outdoor public areas of the campus, while maintaining security needs.

- Widen and enhance sidewalks following best practices for these important public spaces, including through implementation of relevant safety, green infrastructure and accessibility standards and guidelines.
- Relocate vehicle access and pick up and drop off functions from University Avenue to the Gerrard Street West and/or Elm Street frontages, to enhance the pedestrian experience along University Avenue while ensuring that all street frontages are safe, accessible and comfortable for pedestrians.
- Introduce a new publicly accessible open space along a portion of the University Avenue frontage to complement and integrate with the broader University Avenue landscape.

These objectives will help inform the future development of the lands so that it will contribute positively to the public realm on the site and connect with the public realm network of the surrounding area while allowing for further intensification of the site.

## **CONTACT**

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## **SIGNATURE**

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Oren Tamir  
Director, Community Planning  
Toronto and East York District

## **ATTACHMENTS**

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### **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 Official Plan Amendment

### **Applicant Submitted Drawings**

Attachment 6: Site Plan  
Attachment 7-9: 3D Massing Models

## Attachment 1: Application Data Sheet

Municipal Address: 555 University Ave, 110 Elm St and 170-180 Elizabeth St Date Received: December 15, 2023

Application Number: 23 236162 STE 11 OZ

Application Type: OPA

Project Description: Expansion of SickKids Hospital, including an approximate 32-storey institutional building that would contain patient care space.

Applicant	Agent	Architect	Owner
Urban Strategies	Urban Strategies	Stantec Architecture and KPMB Architects	The Hospital for Sick Children

### EXISTING PLANNING CONTROLS

Official Plan Designation: Institutional Areas Site Specific Provision: N/A

Zoning: Q T5.0 Heritage Designation: N

Height Limit (m): 76 Site Plan Control Area: Y

### PROJECT INFORMATION

Site Area (sq m): 28,000 Frontage (m): 124 Depth (m): 222

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	18,000	10,300	7,600	17,900
Non-Residential GFA (sq m):	176,500	102,200	241,500	343,700
Total GFA (sq m):	176,500	102,200	241,500	343,700
Height - Storeys:			32	32
Height - Metres:			171	171

Lot Coverage Ratio (%): 63.93 Floor Space Index: 12.28

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

Institutional/Other GFA: 343,700

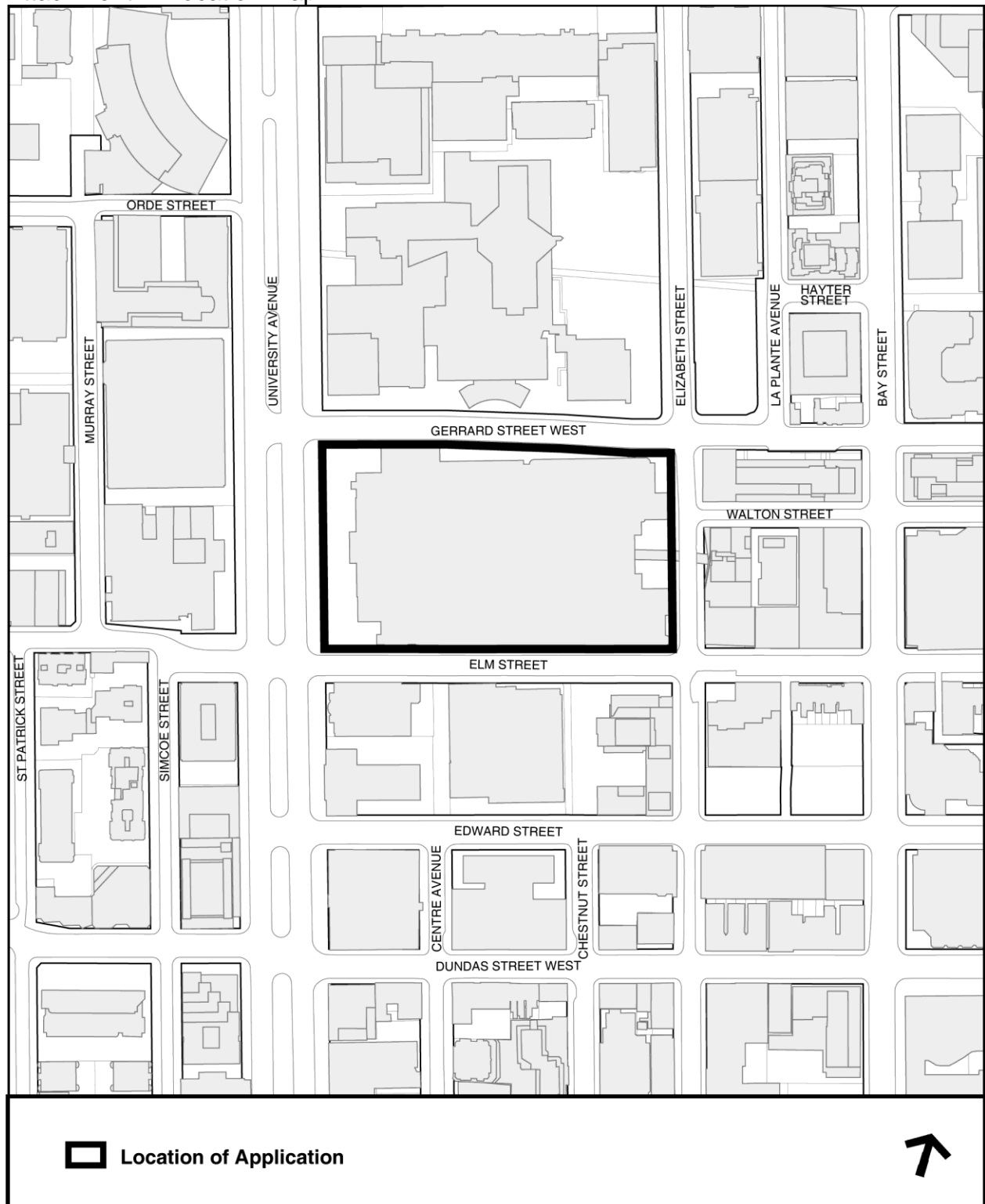
### CONTACT:

Paul Johnson, Senior Planner  
416-397-0259

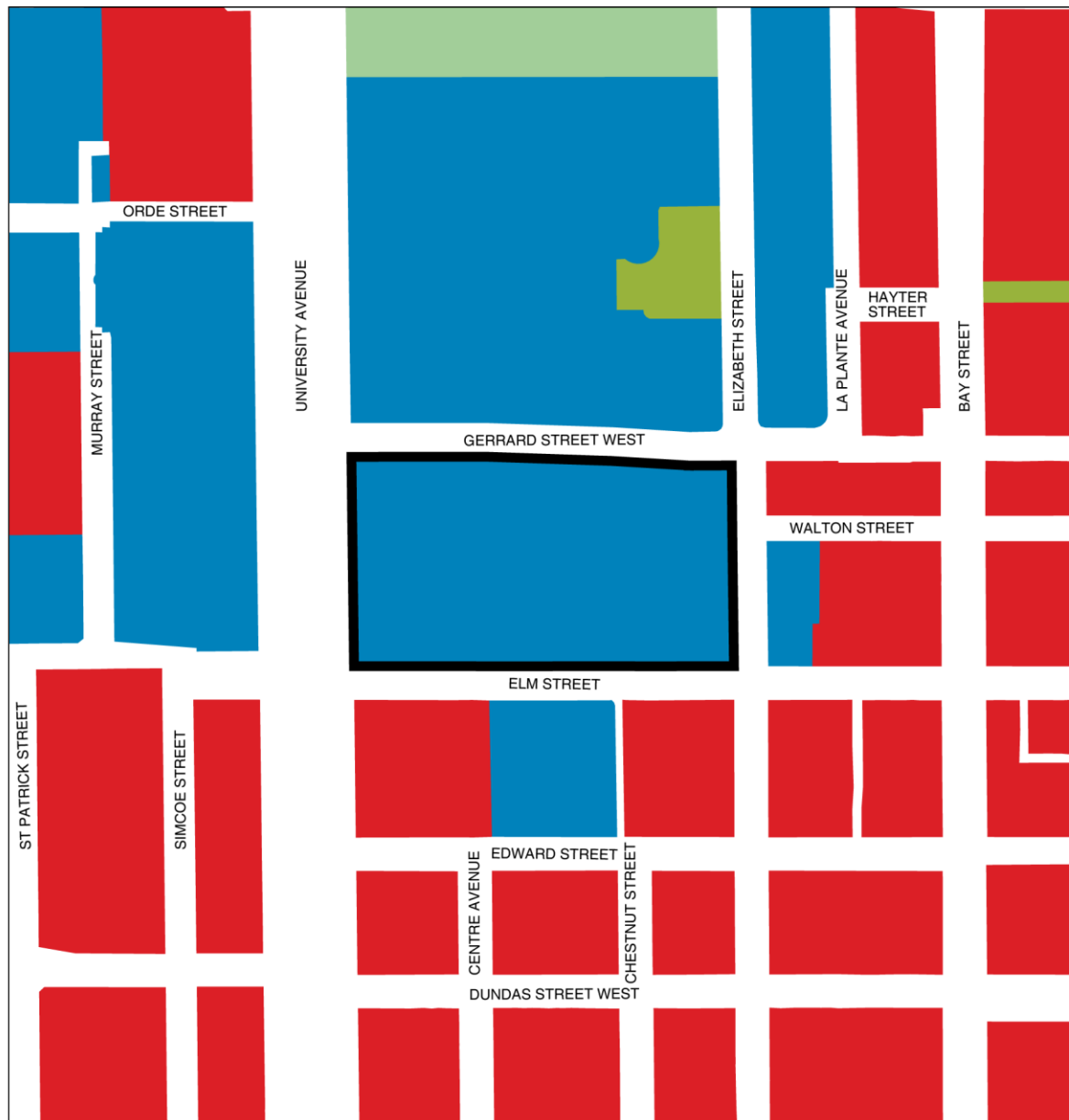
Paul.M.Johnson@toronto.ca



## Attachment 2: Location Map



## Attachment 3: Official Plan Land Use Map




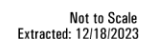
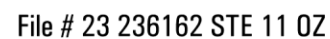
Official Plan Land Use Map 18

555 University Avenue

File # 23 236162 STE 11 02



  
 Not to Scale  
 Extracted: 12/18/2023



## Attachment 5: Draft Official Plan Amendment

Authority: Toronto and East York Community Council Item ~ as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

CITY OF TORONTO

Bill XXX

BY-LAW XXX

To adopt an amendment to the Official Plan for the City of Toronto respecting the lands known municipally in the year 2023 as 555 University Avenue, 110 Elm Street and 170, 178 and 180 Elizabeth Street

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

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

The Council of the City of Toronto enacts:

1. The attached Amendment No. 757 to the Official Plan is hereby adopted pursuant to the Planning Act, as amended.

Enacted and Passed this ~ day of ~, A.D. 20~.

Frances Nunziata, John D. Elvidge,  
Speaker City Clerk

(Seal of the City)

AMENDMENT NO. 757 TO THE OFFICIAL PLAN

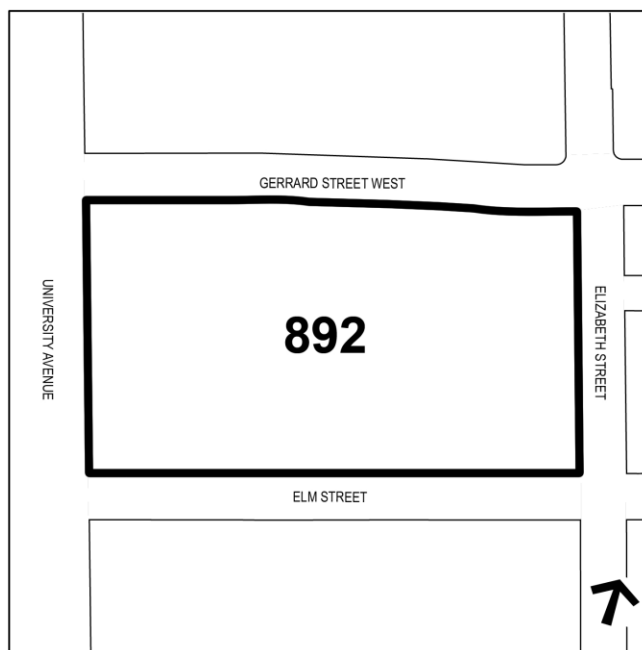
LANDS MUNICIPALLY KNOWN IN THE YEAR 2023 AS  
555 UNIVERSITY AVENUE, 110 ELM STREET AND 170, 178 AND 180 ELIZABETH  
STREET

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

1. Chapter 7, Site and Area Specific Policies, is amended by adding Site and Area Specific Policy No. 892 for the lands known municipally in 2023 as 555 University Avenue, 110 Elm Street and 170, 178 and 180 Elizabeth Street, as follows:

892. 555 University Avenue, 110 Elm Street and 170, 178 and 180 Elizabeth Street



1. Further development on the hospital site may occur in a variety of locations and forms, including tall institutional buildings that would replace the existing Black and Hill Wings and expand the Burton Wing in the western portion of the block.

2. Development may be visible behind the silhouette of City Hall in the gap between the two wings of City Hall, provided:

a. this further intrusion is limited to the view from the eastern portion of Nathan Phillips Square at the north side of Queen Street West nearing Bay Street;

b. the legibility of the silhouette of the two wings remains visually prominent as part of the City Hall view; and

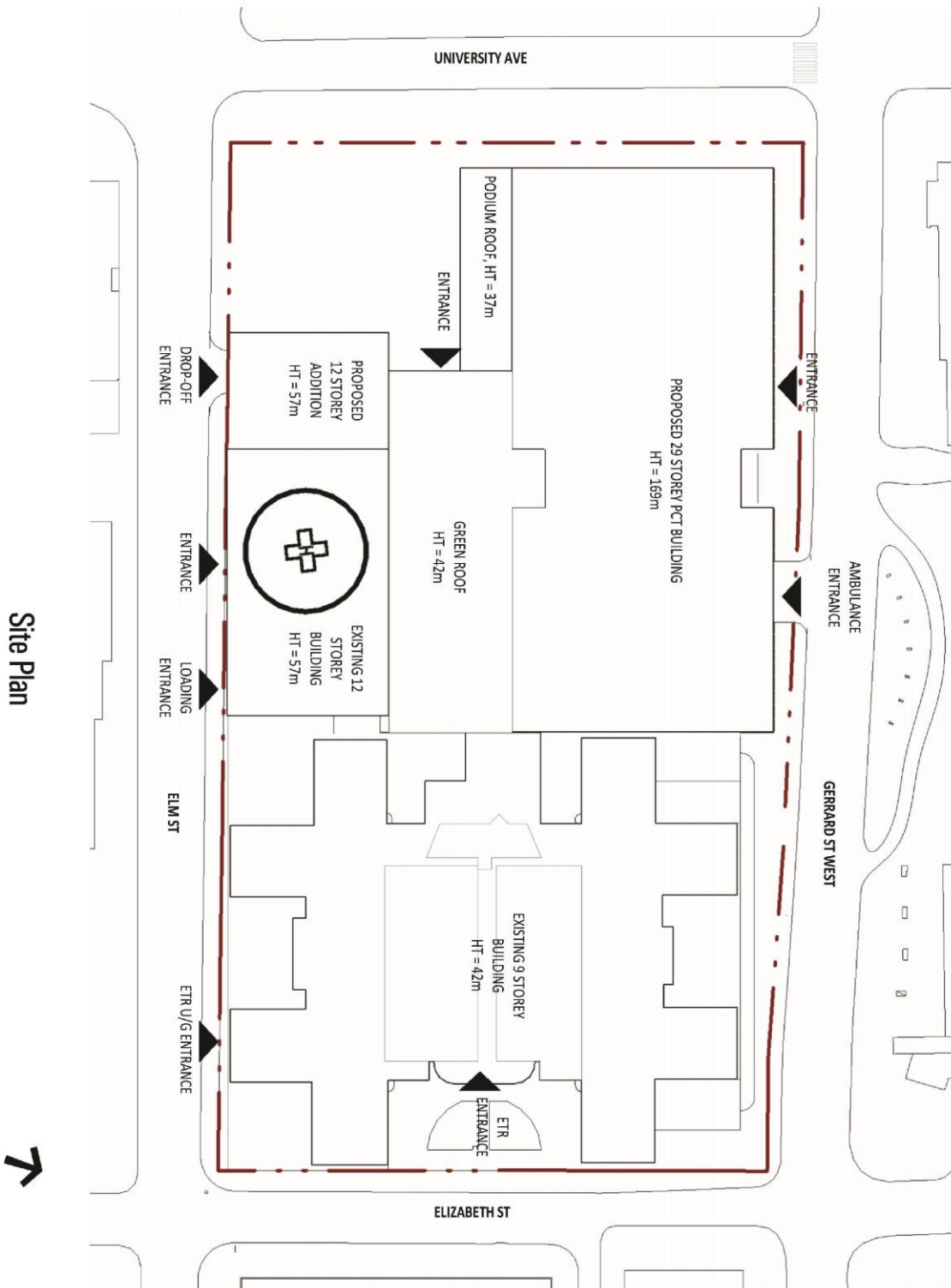
c. visual impacts are mitigated through design measures including articulation of the building and material selection to ensure the development appears distinct from and subordinate to City Hall.

3. Chapter 7, Map 29, Site and Area Specific Policies, is amended by adding the lands known municipally in 2023 as 555 University Avenue, 110 Elm Street and 170-180 Elizabeth Street, as shown on the map above, as Site and Area Specific Policy 892.

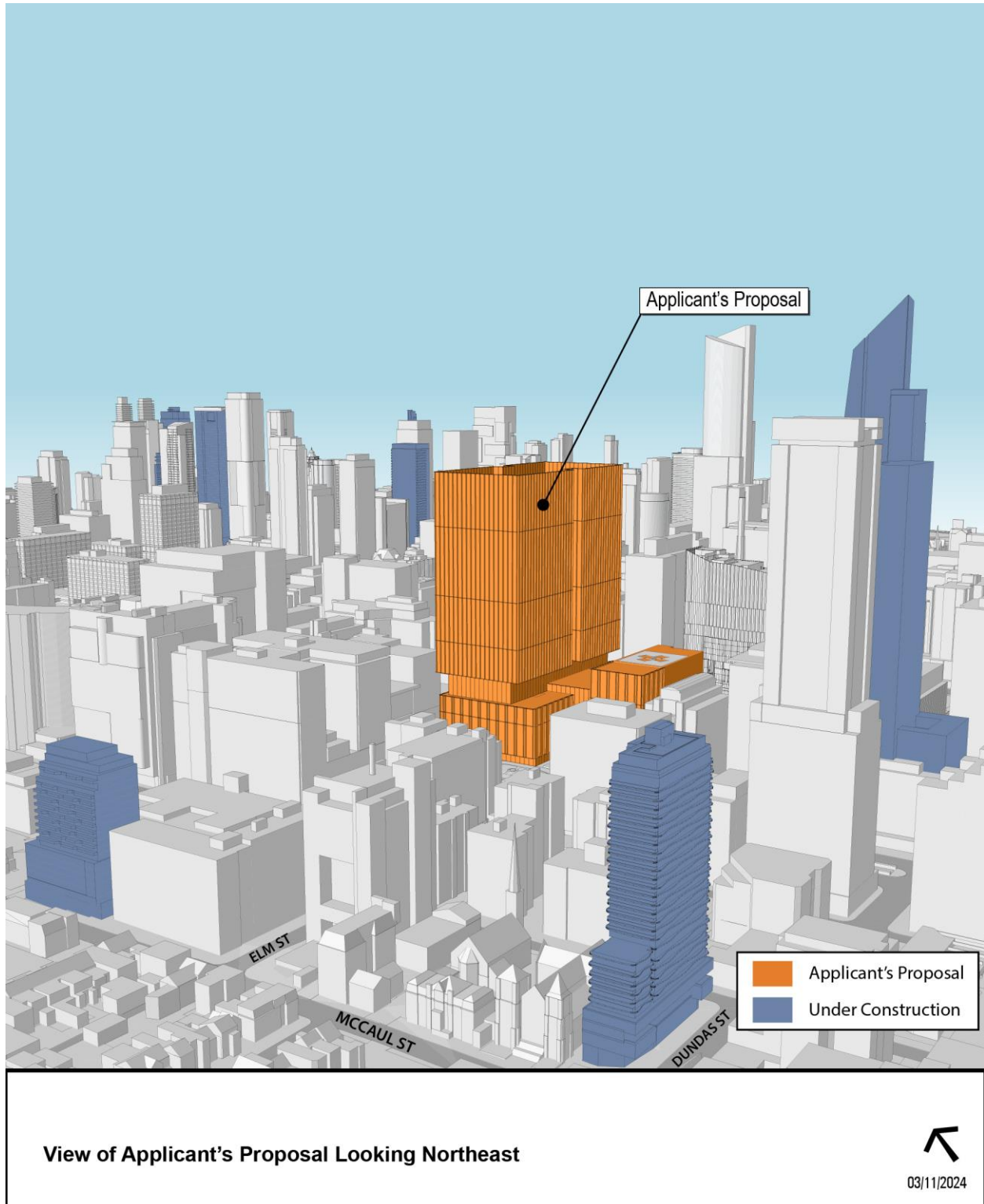
4. Chapter 6, Section 41, Downtown Plan, is amended by adding the following subsection to Section 17, Site and Area Specific Policies:

555 University Avenue, 110 Elm Street and 170, 178 and 180 Elizabeth Street

## Attachment 6: Site Plan

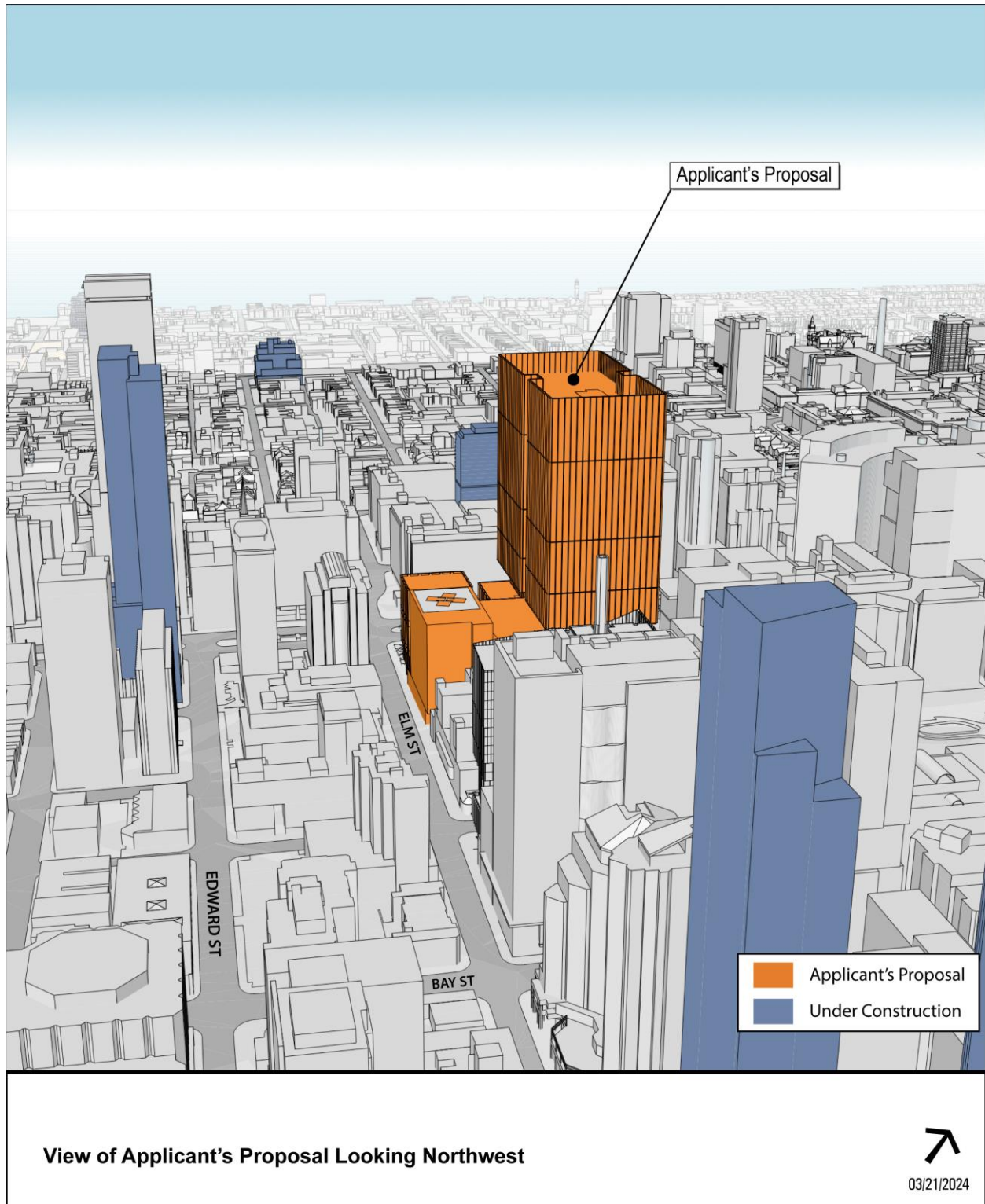


## Attachment 7: 3D Model in Context





## Attachment 8: 3D Model in Context



## Attachment 9: 3D Model in Context

