

Date: 2023-12-01

File: **OZS-2023-0025**

Subject: **Recommendation Report**
Application to Amend the Zoning By-law
*(To facilitate the Peel Memorial Hospital Phase 2 redevelopment
consisting of a 14-storey hospital building)*
GSP Group Inc. c/o William Osler Health System
20 Lynch Street
Ward: 3

Contact: François Hémon-Morneau, Principal Planner / Supervisor, Planning,
Building and Growth Management

David VanderBerg, Manager, Planning, Building and Growth
Management

Report Number: Planning, Bld & Growth Mgt-2024-002

Recommendations:

1. That the report from François Hémon-Morneau, Principal Planner/Supervisor to the Planning and Development Meeting of January 15th, 2024, re: **Recommendation Report** Application to Amend the Zoning By-law, **GSP Group Inc. c/o William Osler Health System**, 20 Lynch Street, Ward 3, be received;
2. That the Zoning By-law Amendment submitted by GSP Group Inc. on behalf of William Osler Health System, Ward 3, File: OZS-2023-0025, be approved on the basis that it represents good planning, is consistent with the Provincial Policy Statement, and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe, the Region of Peel Official Plan, and the City's Official Plan, and for the reasons set out in this Recommendation Report;
3. That the amendment to the Zoning By-law generally in accordance with the by-law attached as Attachment 11 of this report be adopted; and
4. That no further notice or public meeting be required for the attached Zoning By-law Amendment pursuant to Section 34 of the Planning Act, R.S.O. c.P. 13, as amended.

Overview:

- This purpose of this application is to facilitate an amendment to the Zoning By-law to permit a health care facility (hospital) as part of the Peel Memorial Hospital Phase 2 redevelopment with a maximum building height of up to 14-storeys.
- The subject property is designated “Major Institutional” in Schedule A of the Official Plan; “Central Area” and “Communities” in Schedule 1; “Urban Growth Centre” in Schedule 1A; and is located within the Centre Street Major Transit Station Area. An amendment to the Official Plan is not required.
- The subject property is located within the Queen Street Corridor Secondary Plan (SPA36) and is designated “Institutional”. An amendment to the Secondary Plan is not required.
- The subject property is zoned “Institutional Two (I2)” as per City of Brampton Zoning By-law 270-2004, as amended. An Amendment to the Zoning By-law is proposed to increase the permitted height at the property and to adopt other site-specific zoning regulations.
- A Statutory Public meeting for this application was held on October 23rd, 2023. Zero members of the public spoke at the public meeting and two members provided written correspondence. Details of the Statutory Public Meeting are summarized in Attachment 10 of this report.
- The proposal is consistent with the City of Brampton Strategic Focus Areas of Health and Well-being, Transit and Connectivity, and Growing Urban Centres and Neighbourhoods by improving access and availability of health care services, supporting transit viability, and contributing to an economy that thrives with communities that are strong and connected.
- The proposed Zoning By-law Amendment represent good planning, has regard for the Planning Act, is consistent with the Provincial Policy Statement and is in conformity with A Place to Grow: The Growth Plan for the Greater Golden Horseshoe, the Regional Official Plan and the City of Brampton Official Plan.

Background:

GSP Group Inc. submitted the subject application on behalf of William Osler Health System on July 12th, 2023. The application was reviewed for completeness and found to be complete in accordance with the Planning Act. A formal Notice of Complete

Application dated September 14th, 2023 was provided to the applicant. A statutory Public Meeting for the subject application was held on October 23rd, 2023.

The subject application has been submitted in support of the William Osler Health System Peel Memorial Hospital Phase 2 redevelopment. The development proposes a new hospital building connected with the existing Peel Memorial Phase 1 health care facility to function as a wholly connected and cohesive campus.

Current Situation:

The applicant is proposing to amend the Zoning By-law to permit a high-density institutional development. The development consists of a new wing to the Peel Memorial Hospital with a total of twelve floors of healthcare services, including rooftop gardens and mechanical penthouse.

The new Peel Memorial Hospital Phase 2 facility will be a detached complex from Phase 1 with connecting links between the two buildings. Details of the proposal are as follows:

- 250 inpatient care beds;
- 96 post-acute beds;
- 4 levels of underground sub-structure serving hospital operations and support needs;
- 120 above-ground parking spaces;
- 235 underground parking spaces;
- 1,199 total parking spaces shared between Phase 1 and Phase 2;
- At-grade outdoor public plazas along Lynch St.;
- Total Gross Floor Area (GFA) of 68,371.7 square metres (735,947.1 square feet) and an approximate Floor Space Index (FSI) of 1.08;
- A total of approximately 1,387 square metres (14,930 square feet) of at-grade amenity space and 1,944 square metres (20,925 square feet) of total roof top amenity area is proposed. Multiple outdoor cascading terraces on all floors with larger outdoor amenity areas proposed on Level 1 and a roof garden;
- A temporary fire access and bus route is proposed for the duration of the construction, which will also serve as the access to a new surface parking area;
- The main public entrance to the Phase 2 building will be on Lynch Street. The John Street frontage is the anticipated location of the emergency entrance and drop-off. The existing Centre Street access to Phase 1 will be maintained. This access will continue to serve the back of house operational needs of both phases.

Application to Amend the Zoning By-law

The proposed Zoning By-law Amendment (Attachment 11) seeks to amend the Zoning By-law to rezone the subject property from Institutional Two (I2) to a new site-specific Institutional Two zone (I2-3751). The proposed Zoning By-law includes site specific performance standards to allow a maximum building height of 14 storeys, a minimum building setback to John Street, and a minimum landscaped open space requirement. The detailed planning analysis (Attachment 8) provides a detailed overview of the Zoning By-law Amendment.

Although the proposed height for the hospital building is 12 storeys, the Zoning By-law Amendment proposes to allow up to 14 storeys to avoid zoning interpretation issues as to whether the mechanical penthouse and the first underground level, which is partially above ground, are considered storeys for zoning purposes. The height presented at the public meeting was 13 storeys. There has been no change proposed to the building itself since the public meeting. However, a further detailed review of the building design and zoning provisions found that it would be beneficial to increase the permitted height to 14 storeys in the by-law to avoid zoning interpretation issues.

Property Description and Surrounding Land Uses (Attachment 6)

The lands have the following characteristics:

- The entirety of the site is a trapezoid parcel with a total site area of approximately 6.3 hectares (15.6 acres).
- A frontage of 242.2 metres on John Street to the north, 285.1 metres on Trueman Street to the east, and 137.4 metres on Centre Street South to the west.
- Abuts a railway line operated by CN Rail to the south.
- The site is currently occupied by a health care facility known as the “Peel Memorial Centre” (Phase 1).
- A roadway, Lynch Street, connects John Street to Trueman Street through the subject property.
- The subject property is generally located on the south-west quadrant of Kennedy Road South and Queen Street East.

The surrounding area land uses are described as follows:

- North: Mixed-use high-density and commercial towards Queen Street East;
- South: A railway operated by CN Rail, open space, institutional, and residential;

- East: low-density residential and commercial uses along Kennedy Road South; and
- West: Commercial, including heritage properties, a railway operated by CN Rail, open space, and residential

Summary of Recommendations

This report recommends the approval of a Zoning By-law Amendment to facilitate the proposed development. The proposed Zoning By-law amendment is attached hereto as Attachment 11.

Planning Analysis

The proposed Zoning By-law Amendment is consistent with the Provincial Policy Statement and is in conformity with the Growth Plan for the Greater Golden Horseshoe as well as the Region's Official Plan. The proposal is also consistent with the City of Brampton's Official Plan, and appropriately considers matters of provincial interest as set out in Section 2 of the Planning Act. Refer to Attachment 8 "Detailed Planning Analysis" for additional details and comprehensive analysis.

Matters of Provincial Interest

Planning Act

This development proposal has regard for the following policies as set out in Section 2 of the Planning Act:

(f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;

(h) the orderly development of safe and healthy communities;

(p) the appropriate location of growth and development;

(q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;

(r) the promotion of built form that,

(i) is well-designed

(ii) encourages a sense of place, and

(iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;

(s) the mitigation of greenhouse gas emissions and adaptation to a changing climate.

The proposed development will provide a hospital with 250 inpatient beds, 96 post-acute beds, and various health care services to serve the current and future health care needs of citizens. The proposed development exhibits various design elements that contribute to sustainability and reinforces the image of the City through high quality architecture and design to create a sense of place.

Provincial Policy Statement

Section 3 of the Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act. The Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning and development.

The application is consistent with Section 1.1.1 (b) of the PPS, which speaks to accommodating an appropriate range and mix of institutional uses. In addition, Section 1.1.3.1 of the PPS states that settlement areas shall be the focus of growth and development. As per section 1.1.3.2 of the Provincial Policy Statement, land use patterns within settlement areas shall be based on densities and a mix of land uses that (a) efficiently use land and resources, (b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available and avoid the need for their unjustified and/or uneconomical expansion, (c) minimize negative impacts to air quality and climate change, and promote energy efficiency, (d) prepare for the impacts of a changing climate, the support active transportation, and (f) are transit-supportive, where transit is planned, exists or may be developed.

The subject property is located within an existing Settlement Area. The proposed 12-storey health care facility will improve access to health care and reinforce the City’s ability to meet the current and future health care needs of Brampton residents. Through the City of Brampton and Region of Peel staff review of the submission materials it was determined that existing public services and infrastructure will adequately service the proposed development, mitigating the need for unjustified and/or uneconomical expansion. The proposed development supports active transportation, transit, and includes various sustainability elements such as LEED Certification, landscaping, green roofs, and energy efficiency.

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

The Growth Plan for the Greater Golden Horseshoe includes policy and direction intended to accommodate and forecast growth in complete communities. These are communities that are well designed to meet people’s needs for daily living by providing convenient access to local services, public service facilities, and a full range of housing to accommodate a range of incomes and household sizes.

The subject application conforms to the applicable policies as outlined in the Growth Plan for the Greater Golden Horseshoe. It directs growth to a settlement area that has access to existing or planned municipal water and wastewater systems, is well-designed and appropriate for the area, and provides a public service facility necessary to meet current and future needs.

Region of Peel Official Plan

The Regional Official Plan sets the Regional context for more detailed planning by protecting the environment, managing resources, directing growth and establishing a basis for providing Regional services in an efficient and effective manner. The subject property is located within the “Urban System” and “Urban Growth Centre” designation in the Regional Official Plan and is also within a “Primary Major Transit Station Area”.

The proposed development assists in achieving an intensified mix of land uses on underutilized lands that efficiently utilizes resources and existing infrastructure including transportation and servicing infrastructure. Furthermore, the proposed development contributes to the creation of complete communities by reinforcing and improving access the health care services to residents in the Region of Peel and City of Brampton.

City of Brampton Official Plan

The purpose of the City of Brampton’s Official Plan is to give clear direction as to how physical development and land use decisions should plan to meet the current and future needs of its residents. The subject property is designated “Central Area” on Schedule A and are further located within the "Urban Growth Centre" on Schedule 1A of the Brampton Official Plan.

The Central Area is the major location for several important civic, institutional, cultural and entertainment facilities as well as major commercial, retail and employment activities. The Central Area represents an important corridor located along Queen Street where significant public investment has occurred to revitalize the area. The Urban Growth Centre generally extends from McLaughlin Road to Highway 410 along Queen Street and is intended to function as a focal area for investment in institutional and region-wide public services, as well as commercial, recreation, cultural and entertainment uses.

The proposed 12 storey health care facility will improve access and capacity to health care services that supports growth forecasts and contributes to complete communities. The proposed development will help revitalize the Central Area by introducing a desirable and attractive built form, while also making use of the significant public investments such as, transit, active transportation, and place-making. The submitted materials have demonstrated that the proposed development meets the intent and requirements of the Central Area designation.

Within the Council Approved Brampton Plan, the subject property is designated "Mixed Use" on Schedule 2 and is located within the "Community Areas" and "Urban Centres" on Schedule 1A – City Structure of the Brampton Plan. The property is further designated "Mixed-Use (Institutional)" as per Schedule 13d of the Brampton Plan, and are also within the "Urban Growth Centre" and "Major Transit Station Area".

The proposed development maintains the planned intent and function for the subject property, and further contributes to the objective of reinforcing complete communities, investments in the downtown area, sustainable development, transit, active transportation, and the City's image through high-quality design and architecture.

Queen Street Corridor Secondary Plan

The subject property is designated "Institutional" within the Queen Street Corridor Secondary Plan (SPA 36). Lands within the Queen Street Corridor Secondary Plan are planned to accommodate higher order uses and are envisioned to function as an urban district consisting of a range of uses including commercial, residential, mixed-use, institutional, industrial, and open space. This secondary plan area is intended to develop as a connected and cohesive area that supports transit, active transportation, environmental protection, sustainability, and economic growth. The "Institutional" designation is intended to accommodate major institutional uses as well as local scale institutional uses such as schools and places of worship.

The proposed development is a hospital that functions as an extension of the existing Peel Memorial Centre, which is a health care facility. The proposed development maintains the intent of the Secondary Plan's planning framework and will contribute to improved access and capacity of health care services.

Zoning By-law

The subject property is zoned "Institutional Two (I2)" by By-law 270-2004, as amended. This zone permits a range of uses including public and private hospitals. The draft zoning by-law amendment proposes to rezone the subject property from Institutional Two (I2) to a site-specific Institutional Two zone. The proposed site-specific zone contemplates a maximum building height of 14 storeys and building setbacks that appropriately frames the proposed development in a manner that were found to satisfactory in the review by internal and departments and external agencies.

The draft Zoning By-law amendment is provided as Attachment 11.

Community Engagement

The application was circulated to City Departments, commenting agencies, and property owners within 240 metres of the subject lands in September 2023, in accordance with and exceeding the Planning Act requirements of 120 metres for such applications. A copy of all agency comments are attached as Attachment 9 to this report. Notice signs

were placed on the subject lands to advise members of the public that the application had been filed with the City.

A Statutory Public Meeting for this application was held on October 23rd, 2023. No members of the public spoke at the meeting. Two letters of written correspondence were received from members of the public.

In addition to the public meeting, William Osler Health System held a Community Design Consultation session on June 6, 2023. The purpose of the session was to engage with key stakeholders, including elected officials and invited representatives from other community groups, on the new Peel Memorial Hospital. It included an interactive component where attendees had the opportunity to provide feedback on the new hospital’s design, look, feel and function.

Details of the Statutory Public Meeting, including summary of the issues raised and a response to those issues are included in the summary chart below.

Concern Raised	Staff Response
<p>Increase in local traffic and the ability of local roads to accommodate car and ambulance traffic.</p>	<p>A Traffic Impact Study (TIS), prepared by BA Group dated June 2nd, 2023 assessed the transportation, traffic and parking issues with respect to the proposed development. The study notes that the net traffic impact from the proposed development to surrounding areas to be relatively minor and that parking and site access for the proposed development to be acceptable.</p> <p>An emergency ambulance garage is located in the northwest corner of the site with a driveway connection to John Street, east of centre Street South. Ambulances access the garage directly via the John Street driveway and travel south into the garage. When exiting, ambulances loop around the outside of the garage and drive north to the John Street driveway. Vehicle manoeuvre diagrams have been reviewed and deemed satisfactory to accommodate car and emergency vehicle traffic.</p>
<p>Shadowing impact on adjacent properties</p>	<p>A Sun and Shadow Study was prepared by HOK Inc. in association with EXP Services Inc. in support of the proposed development. The findings discovered that the shadowing impacts of the proposed development onto the mixed-use high-rise north of John Street will occur in the morning hours during the spring and fall equinox. This findings also discovered that the majority of shadowing impacts of the proposed development</p>

	will be cast on the proposed parking area north east of Lynch Street. Planning and Design staff has reviewed the Sun/Shadow Study, and found the Study and its findings acceptable.
Noise generated from 24-hours operation of the hospital	<p>A Noise and Vibration Impact Study, prepared by Thornton Tomasetti dated June 1st, 2023 assessed the noise and vibration impacts on the project from surrounding sources and the noise impact of the project on surrounding noise sensitive areas.</p> <p>The study concludes that the proposed development is supportable if noise mitigation measures are implemented. The development is expected to comply with all applicable noise regulations. It is also noted that a hospital is already a permitted use in the Zoning By-law.</p>
Compatibility of the proposed development with respect to built form and size	<p>The proposed development includes various design elements that are considered desirable and appropriate for a health care facility and is further considered appropriate for the subject lands and surrounding area. Based on the location of the subject land, its relationship with the immediate area, surrounding land uses, and spatial separation, the requested increase in building height requirements is considered appropriate for the proposed development's intended use.</p> <p>Staff are satisfied with the building performance standards associated with the Zoning By-law amendment, which result in a built form that is desirable and efficient for the proposed hospital expansion.</p>

Corporate Implications:

Financial Implications:

There are no financial implications associated with the amendment to the Zoning By-law. All financial requirements (e.g. securities, Development Charges) will be addressed as part of the Site Plan application. Revenue collected through development application fees are accounted for in the approved operating budget.

Other Implications:

There are no other corporate implications associated with the applications that have not been noted elsewhere.

Strategic Focus Area:

The application is consistent with the “Areas of Health and Well-being”, “Transit and Connectivity”, “Growing Urban Centres and Neighbourhoods” and “Environmental Resilience and Sustainability” Strategic Focus Areas. A description of how the proposal satisfies these by focus areas is provided below.

Health and Well-being

The proposed development will improve accessibility to health care services and strengthen the City’s ability to meet current and future health care needs. The City of Brampton is expected to grow significantly to the year 2031. Among other requirements, health care facilities with sufficient capacity are required to ensure that the City is capable of maintaining citizen’s health and well-being.

Transit and Connectivity

The subject lands are directly served by multiple Brampton Transit routes and are also located near Queen Street East, which provides additional transit services including bus rapid transit that connects travelers to other areas of the city and beyond. The City’s Downtown Transit Terminal is also located near the subject lands, which provides transit services from Go Transit and VIA Rail. The proposed development strengthens transit viability by maintaining continuous access to existing transit infrastructure that is safe, convenient, efficient, and sustainable.

Growing Urban Centres and Neighbourhoods

The application is consistent with the “Growing Urban Centres & Neighborhoods” focus area. It focuses on an economy that thrives with communities that are strong and connected. The proposal satisfies this by:

- Efficiently using land and resources including infrastructure;
- Directing development to an existing settlement area that is envisioned for higher densities, and institutional uses, and is served by transit and municipal infrastructure; and
- Providing an opportunity for efficient growth within an existing community.

Environmental Resilience and Sustainability

The proposed development includes various elements that are aligned with “Environmental Resilience and Sustainability” focus area:

- The proposed development seeks LEED Gold certification, which includes energy efficient elements and carbon reduction;

- Green roofs, a green spine, and various landscaping elements are provided that reinforces the natural landscape; and
- Supporting active transportation and transit as the subject lands are served by pedestrian walkways, sidewalks, cycling lanes, pedestrian furniture, and transit.

Living the Mosaic – 2040 Vision

This report directly aligns with the vision that Brampton will be a mosaic of complete neighbourhoods and vibrant centres with quality jobs. This report has been prepared in full consideration of the overall vision that the people of Brampton will “Live the Mosaic”.

Conclusion:

This report recommends that Council adopt the Zoning By-law Amendment generally in accordance with Attachments 11 attached hereto. The proposal provides an opportunity to develop an underutilized parcel of land with an expansion to the Peel Memorial Centre Hospital. The proposal represents an appropriate use of land by providing a compact form of major institutional hospital development to serve the needs of the growing community. The proposed development provides an opportunity to improve access to health care services, support the appropriate development of the City’s Central Area, and contribute to an attractive and desirable urban area. It is further compatible with the surrounding neighborhood and supports the City’s vision of directing intensification towards growth areas.

The proposed development complies with the Planning Act, is consistent with the Provincial Policy Statement (2020), and conforms to the Growth Plan for the Greater Golden Horseshoe (2019), Region of Peel Official Plan and the City’s Official Plan. Staff is satisfied that the application represents good planning and recommends approval of the Zoning By-law Amendment.

Authored by:

Reviewed by:

François Hémon-Morneau
Principal Planner / Supervisor
Planning, Building and Growth
Management

Allan Parsons, MCIP, RPP
Director, Development Services
Planning, Building and Growth
Management

Approved by:

Approved by:

Steve Ganesh, MCIP, RPP
Commissioner

Marlon Kallideen
Chief Administrative Officer

Attachments:

- Attachment 1 - Concept Site Plan
- Attachment 1A - Building Elevations
- Attachment 2 - Location Map
- Attachment 3 - Official Plan Designations
- Attachment 4 - Secondary Plan Designations
- Attachment 5 - Zoning Designations
- Attachment 6 - Aerial and Existing Land Use
- Attachment 7 - Heritage Resources
- Attachment 8 - Detailed Planning Analysis
- Attachment 9 - Results of Application Circulation
- Attachment 10 - Results of Public Meeting
- Attachment 11 - Draft Zoning By-law Amendment
- Attachment 12 - Sustainability Snapshot