



memorandum

DATE: APRIL 8, 2014

TO: HONOURABLE MAYOR AND MEMBERS OF COUNCIL

FROM: JOHN MACKENZIE, COMMISSIONER OF PLANNING

RE: COMMUNICATION, COUNCIL MEETING APRIL 8, 2014

ITEM #20, COMMITTEE OF THE WHOLE, MARCH 25, 2014

ZONING BY-LAW AMENDMENT FILE Z.13.038
DRAFT PLAN OF SUBDIVISION FILE 19T-13V007
CITY OF VAUGHAN
VAUGHAN HEALTHCARE CENTRE PRECINCT
WARD 1 – VICINITY OF MAJOR MACKENZIE DRIVE AND JANE STREET

C	10
Item #	20
Report No.	14 (CW)
Council -	April 8/14

Recommendation

The Commissioner of Planning and the Interim Director of Planning/Director of Development Planning, in consultation with the Director of Development/Transportation Engineering recommend:

1. THAT Recommendation #1 in the report by the Commissioner of Planning and the Interim Director of Planning/Director of Development Planning, dated March 25, 2014, Item #20 of Report #14, be deleted and replaced with the following:
 - "1. THAT Zoning By-law Amendment File Z.13.038 (City of Vaughan, Vaughan Healthcare Centre Precinct) BE APPROVED, to amend Zoning By-law 1-88, specifically to rezone the portion of the subject lands located north of Major Mackenzie Drive from TPC Theme Park Commercial Zone subject to Exception 9(194) to a site-specific HC(H) Healthcare Zone with the Holding Symbol "(H)" and OS1 Open Space Conservation Zone in the manner shown on Attachment #4, and to permit the site-specific zoning exceptions identified in Table 1 of the staff report, as partially amended in Table 1 (for b), c), e), and h)) of this Communication."

Background

On March 25, 2014, Mackenzie Health and Bousfields Inc., Planners on the Planning Design Compliance (PDC) consulting team to Mackenzie Health submitted letters to the Mayor and Members of Council, respectively (Communications C6 and C7, Committee of the Whole - March 25, 2014). Each outlined concerns with the proposed Zoning By-law provisions respecting parking, loading, building setbacks and maximum gross floor area. Mackenzie Health, requested that Vaughan Council defer its consideration of Zoning By-law Amendment File Z.13.038 and Draft Plan of Subdivision File 19T-13V007 (Item #20 of Report #14), citing that the proposed zoning by-law provisions are restrictive, will add costs and inhibit the viability of the Mackenzie Vaughan Hospital, and do not recognize their unique requirements. On March 25, 2014, Committee of the Whole deferred its consideration of Item #20, to the Council Meeting of April 8, 2014.

On April 2 and 4, 2014, staff from Mackenzie Health, Bousfields Inc, Infrastructure Ontario, York Region and the Vaughan Planning and Vaughan Development/Transportation Engineering Departments met to

discuss the above-noted concerns. There were also several smaller informal meetings and discussions that took place with a smaller group of representatives. These discussions resulted in the following amendments being agreed upon by all respective parties to the proposed site-specific zoning exceptions (for b), c), e) and h)) identified in Table 1 of the technical report of March 25, 2014:

Table 1 (in part)

	Site-Specific By-law Standard	City of Vaughan Proposed Provisions to be Included in the HC Healthcare Zone (March 25, 2014)	Mackenzie Health Proposed Provisions to be Included in the HC Healthcare Zone	Amended Provision to be Included in the HC Healthcare Zone (April 8, 2014)
b.	Minimum Parking Requirements	A minimum of 1 space/ 50m ² GFA (under review) shall be provided, of which a minimum of 50% shall be in a parking structure(s) or underground.	A minimum of 1.2 spaces/ 100m ² . No minimum amount of structured or underground parking is required.	<p>BA Consulting Group Ltd. has prepared a Parking Supply Report (April 3, 2014) in support of Mackenzie Health's proposed ratio (Attachment #1) that was reviewed by the Vaughan Development/ Transportation Engineering Department. Additional information was required from Bousfield's to be reviewed in conjunction with the Parking Supply Report.</p> <p>The Vaughan Development/ Transportation Engineering Department is generally satisfied with the proposed ratio of 1.2 spaces/100m² as a minimum requirement. The relationship between this parking ratio and the provision of structured parking must be better understood.</p> <p>Bousfield's Inc. prepared a brief, outlining how the proposal for no structured or underground parking conforms to planning policy respecting urban areas along transit corridors, in VOP 2010, York Region Official Plan, PPS 2014 etc. This brief</p>

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				<p>was received on the morning of April 8, 2014.</p> <p>However, City staff still feel that City policy, including the VOP 2010 and Precinct Plan require structured parking to be provided. Therefore, structured parking shall be required and the built form and number of spaces shall be determined at the site plan stage.</p>
		Parking structure(s) shall be animated with permitted uses at grade, facing a public street. Design and architectural treatment shall be subject to site development approval by Vaughan Council.	Parking structure(s) for a hospital use shall not be required to be animated with permitted uses at grade, facing a street.	It was agreed that the intent is to animate via active rather than permitted uses. Therefore active uses shall be defined as permitted uses at grade and or architectural design features including but not limited to, multiple entrances, pay kiosks at grade, architectural treatments including street furniture, landscaping and lighting etc.
		No surface parking shall be permitted between a building and an arterial road (Major Mackenzie Drive and Jane Street).	No surface parking shall be permitted between a building and an arterial road (Major Mackenzie Drive and Jane Street), except when parking is setback a minimum of 35m from an arterial road.	No surface parking shall be permitted adjacent to an arterial road, except when parking is setback a minimum of 35m from an arterial road (Major Mackenzie Drive and Jane Street).

	Site-Specific By-law Standard	City of Vaughan Proposed Provisions to be Included in the HC Healthcare Zone (March 25, 2014)	Mackenzie Health Proposed Provisions to be Included in the HC Healthcare Zone	Amended Provision to be Included in the HC Healthcare Zone (April 8, 2014)
c.	Loading / Unloading Requirements	Loading and service areas shall be integrated within the building.	Loading and service areas for a hospital use shall not be required to be integrated within the building.	Loading and service areas shall be integrated within the building, except for the hospital use, where the loading and service areas shall be screened and or below grade.
		Loading and service areas shall not be permitted between a building and Major Mackenzie Drive or Jane Street; and, shall not be located on the same building façade as the main entrance.	Loading and service areas shall not be permitted between a building and Major Mackenzie Drive or Jane Street, except when loading and service areas are setback a minimum of 45 m from each street.	Loading and service areas shall be setback a minimum of 45m from an arterial road (Major Mackenzie Drive and Jane Street). Where loading and service areas are within 45m of an arterial road, they shall be integrated within the building.
e.	Minimum Building Setback	A minimum 6 m setback and up to a maximum of 35 m setback shall be provided for a building or structure on Block 2 from Major Mackenzie Drive, or from an easement, if required.	A minimum 6 m setback shall be provided for a building or structure on Block 2 from Major Mackenzie Drive.	A minimum 6m setback shall be provided from Major Mackenzie Drive and Jane Street A maximum 35m setback from Major Mackenzie Drive for a minimum of 25% of the building façade facing said arterial road.
		A minimum 6 m setback and up to a maximum of 35 m setback shall be provided for a building or structure on Block 2 from Jane Street.	A minimum 6 m setback shall be provided for a building or structure on Block 2 from Jane Street.	
h.	Maximum Gross Floor Area	The maximum gross floor area permitted on Block 2 shall be 111,483 m ² (1,200,000 sq.ft.). Any proposed increase to said area is subject to the conditions for the removal of the Holding Symbol as	The maximum gross floor area permitted on Block 2 shall be 130,060 m ² (1,400,000 sq.ft.). Any proposed increase to said area is subject to the conditions for the removal of the Holding Symbol as	111, 483m ² (1, 200,000 sq. ft.) established in the Precinct Plan. Any proposed increase to said area is subject to the conditions for the removal of the Holding Symbol as identified in this report.

	Site-Specific By-law Standard	City of Vaughan Proposed Provisions to be Included in the HC Healthcare Zone (March 25, 2014)	Mackenzie Health Proposed Provisions to be Included in the HC Healthcare Zone	Amended Provision to be Included in the HC Healthcare Zone (April 8, 2014)
		identified in this report.	identified in this report.	

Mackenzie Health also proposes that the following additional provisions be included in the implementing zoning by-law:

Table 2:

	Site-Specific By-law Standard	City of Vaughan Proposed Provisions to be Included in the HC Healthcare Zone	Mackenzie Health Proposed Provisions to be Included in the HC Healthcare Zone	City Response to Proposed Provision (April 8, 2014)
a.	Hospital Specific Definition of Gross Floor Area (GFA)	None provided (use existing By-law 1-88 definition).	Notwithstanding the definition of "Gross Floor Area" set out in Zoning By-law 1-88, the calculation of gross floor area shall exclude any "shelled-in" areas (meaning areas built but not in use or occupied by Mackenzie Vaughan Hospital).	The City is not able to exclude "shelled in" areas from the calculation of GFA. However, the City recommends that, for the purposes of calculating parking requirements, only that area of the hospital building, wherein occupancy has been granted shall be included for the calculation of parking. Future occupancy of areas which have not received occupancy shall be required to provide parking required under this zoning by-law prior to receipt of an occupancy permit.
b.	Minimum Specific Parking Space Dimension Standard	None Provided (use existing By-law 1-88 standard).	Notwithstanding the provisions of Zoning By-law 1-88, the minimum parking space and drive aisle dimensions identified in Table 2A below shall apply.	BA Consulting Group Ltd. has prepared a Parking Supply Report in support of these parking space and aisle dimensions. The proposed parking stall dimensions are consistent with those recommended in the City's draft parking study (IBI), therefore are acceptable. Mackenzie Health will be required to submit a Travel Demand Management plan (TDM) through the site plan

	Site-Specific By-law Standard	City of Vaughan Proposed Provisions to be Included in the HC Healthcare Zone	Mackenzie Health Proposed Provisions to be Included in the HC Healthcare Zone	City Response to Proposed Provision (April 8, 2014)
				approval process. The location and number of bicycle parking spaces will be addressed in the TDM plan and included as a condition of site plan approval to the satisfaction of the City.

Table 2A:

Type	Dimension		
Type of Parking Space	Length	Width	Drive Aisle Width
Perpendicular Spaces (residential)	5.7 m	2.7 m	6.0 m
Perpendicular Spaces (all other)	5.7 m	2.7 m	6.0 m
Parallel spaces/layby parking	6.7 m	2.7 m	---
Accessible Space (Handicap Space)	5.7 m	3.9 m	6.0 m
Accessible Space (adjacent to another)	5.7 m	3.2 m	6.0 m

There was concurrence that the "small car" parking identified in the attached BA Consulting letter be removed, and therefore, has not been added to this chart.

Conclusion

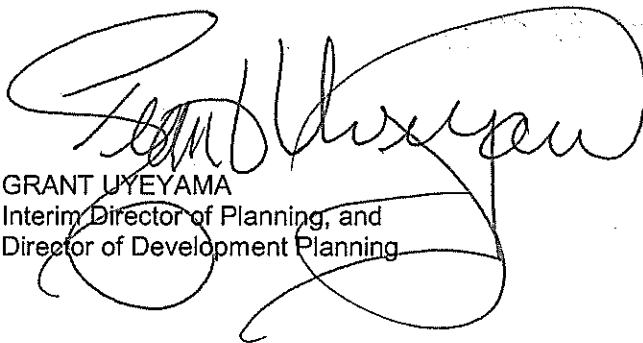
The technical report (Item #20) respecting Zoning By-law Amendment and Draft Plan of Subdivision Files Z.13.038 and 19T-13V007 (City of Vaughan-Vaughan Healthcare Centre Precinct.) for consideration by the Committee of the Whole on March 25, 2014 must be revised as identified in this Communication to address changes to the recommendation and Table 1 of the staff report to reflect the outcome of discussions between City staff, Mackenzie Health, Bousfields Inc, Infrastructure Ontario and York Region. The balance of the report remains unchanged.

Should the Committee concur, the recommendations in the technical report and the revised recommendation in this Communication can be adopted.

Respectfully submitted,



JOHN MACKENZIE
Commissioner of Planning



GRANT UYEYAMA
Interim Director of Planning, and
Director of Development Planning

Attachment:

1. Parking Supply Report, prepared by BA Consulting Group Ltd., dated April 3, 2014

Copy to: Barbara Cribbitt, Interim City Manager
Jeffrey A. Abrams, City Clerk
Paul Jankowski, Commissioner of Engineering and Public Works
Andrew Pearce, Director of Development/Transportation Engineering



BA Group

April 3, 2014

Rosemarie Crisante, Director of Redevelopment
Mackenzie Health
10 Trench Street, Richmond Hill, ON L4C 4Z3

RE: Mackenzie Vaughan Hospital Site

Dear Rosemarie:

I am writing to provide you with our suggestions relating to a Zoning By-law parking supply standard for the Mackenzie Vaughan Hospital Site.

Background

The City of Vaughan is preparing a draft Zoning By-law for the Vaughan Health Care Centre Precinct. The current draft of the Zoning By-law provides for a general parking standard for all permitted Health Care, Educational and Civic uses within the Precinct, including the Hospital, of 1 parking space for every 50 m² of Gross Floor Area (under review).

The City of Vaughan requested that Mackenzie Health offer a recommendation for an appropriate site specific standard for the Hospital. Mackenzie Health is finalizing the details of the functional program for the Hospital, including the size, program allocation, number of beds, patient visits and staffing. We are working with the Mackenzie Health planning team to generate an appropriate parking number in support of the Design, Build, Finance and Maintain (DBFM) selection process that is being administered by Infrastructure Ontario on behalf of Mackenzie Vaughan. This work is on-going.

In the interim, we have reviewed the factors which influence the selection of an appropriate minimum Zoning By-law parking standard for the Hospital. This review is summarized below together with a suggested Zoning By-law parking standard if one is required.

Approach

Because hospital parking characteristics can vary significantly from site to site, our preferred approach is to not adopt a specific parking standard for Mackenzie Vaughan Hospital Site. The Project Specific Output Specifications which support the DBFM process will specify a specific number of parking spaces for the initial phase of the Hospital which can be reviewed and discussed with the City of Vaughan and other concerned stakeholders.

This approach is consistent with the recommendations made by IBI Group a report prepared for the City of Vaughan entitled: *Review of Parking Standards contained within the City of Vaughan's Comprehensive Zoning By-law, March 2010*. In this report, IBI recommends that no standard for hospitals be specified due to the variation in hospital parking requirements.

BA Consulting Group Ltd.

300 – 45 St. Clair Ave. W TEL 416 961 7110
Toronto ON M4V 1K9 EMAIL bagroup@bagroup.com

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In this regard, we note that the current City of Vaughan parking standard for hospitals is 0.75 spaces per bed plus 0.25 spaces per employee.

However, we understand that the City of Vaughan, who have a mandate to regulate land use including parking supply, has a strong preference for adopting a minimum parking standard for the Mackenzie Vaughan Hospital Site. With this in mind, we have considered the factors affecting Hospital parking demand over time and are suggesting a minimum long term parking supply target for inclusion in the Draft Zoning Bylaw for the overall Vaughan Health Care Centre Precinct if required.

The City of Vaughan is proposing a draft standard of 1 parking space for every 50 m² of Gross Floor Area for the other permitted uses such as health care, educational and civic land uses which may be developed within the Precinct. We have not addressed parking standards for these other uses.

Factors Affecting Hospital Parking

The matters set out below are noteworthy with respect to Hospital parking supply.

- New Hospitals in Ontario are now being planned and constructed based upon a set of modern standards and functional program requirements that are significantly different than is evident in existing hospitals.
- This so-called "right-sizing" of new hospitals has implications for how surveys of parking demand generated by existing hospitals and other hospital parking standards are applied to project future parking demand for new hospitals.
- For example a typical existing hospital may exhibit a Building Gross Floor Area (BGFA) to Departmental Gross Floor Area (DGFA) of approximately 1.25 to 1.3 whereas a new Hospital is typically planned with a ratio of approximately 1.45 to 1.5. Furthermore the ratio of DGFA in new hospitals is also typically greater than in existing hospitals (for example the room size per bed has more than doubled over time).
- For this reason, several independent variables are typically taken into account when sizing parking for new Hospitals including: floor area, number of beds, administrative, medical and contract staffing, patient services, workload, patient visits and temporal patterns.
- Transportation context, availability of public transit and other locational factors also affect parking supply needs over time.

If a Zoning By-Law parking standard must be specified, we understand that, as a practical matter, adopting a parking standard based upon Building Gross Floor Area is straightforward, easy to apply and readily understood. We suggest, however, that the selected standard, based upon floor area, should represent a minimum long term parking supply target for the hospital taking into account the comments noted above.

By way of comparison, the parking standard included in the Vaughan Health Care Centre Precinct, Draft Zoning By-law for Hospital uses is 1 parking space for every 50m² of BGFA, or 2 parking spaces for every 100 m² of BGFA (under review). This standard is often cited as typical of existing hospital parking supply in the GTA.



If a factor of approximately 85% is applied to this standard to account for the above noted "right-sizing" of new hospital buildings, the resultant standard is approximately 1.7 parking spaces for every 100 m² of BGFA. If a second reduction factor of 15% to 20% is also applied to account for long term change in non-auto modal share, the resultant standard is approximately 1.4 parking spaces for every 100 m². This finding does not account for changes in the Departmental Gross Floor Area, level of service considerations and variations in functional hospital program matters.

Selected New Hospital Parking Supply Standards

Other new Hospitals in the GTA have adopted lower parking supply standards. By way of example, we summarize below the parking supply strategy adopted for three Hospitals in the GTA that have either recently opened or are now under construction (all values are approximate).

Humber River Regional Hospital (Downsview Campus)

Size:	168,735 m ² BGFA (Initial Phase)
Expansion Potential:	Yes
Municipal Parking Standard - Minimum:	0.4 spaces for every 100 m ² of BGFA
Municipal Parking Standard- Maximum:	2,025 spaces
Parking Supplied in Initial Phase:	2,025 spaces or 1.2 spaces for every 100 m ²
Status:	Under Construction

New Oakville Hospital

Size:	147,380 m ² BGFA (Initial Phase)
Expansion Potential:	Yes
Municipal Parking Standard:	N/A
Parking Supplied in Initial Phase:	2,050 or 1.4 for every 100 m ² of BGFA
Status:	Under Construction

Niagara Health System – St Catharines

Size:	90,135 m ² BGFA (Initial Phase)
Expansion Potential:	Yes
Municipal Parking Standard:	N/A
Parking Supplied in Initial Phase:	1,440 or 1.6 for every 100 m ² of BGFA
Status:	Open 2013

A review of the above noted examples suggests that adopting a minimum parking standard of 1.2 spaces for every 100 m² BGFA would be reasonable given the Mackenzie Health-Vaughan Hospital Campus existing and future transportation context, anticipated functional program and the objective of providing for long term flexibility in parking supply.

Recommended Parking Supply Standard

Taking into account the above noted observations, the proposed minimum parking standard of 2 spaces for every 100 m² of BGFA does not provide sufficient short or long term flexibility in the minimum parking supply requirements for the Mackenzie Health-Vaughan Hospital Campus.

At this juncture, we suggest adopting a minimum parking supply of 1.2 spaces for every 100 m² of Building Gross Floor Area. As noted above, this standard is consistent with the maximum permitted parking standard adopted for Humber River Regional Hospital and appears to be a reasonable long term minimum parking supply target. The actual parking supply provided with at least the initial phase of the hospital will be higher than this minimum standard by virtue of the current site transportation context and initial hospital functional program.

Transportation Demand Management

No maximum parking standard is recommended for hospital uses within the Precinct to ensure that an orderly transition in parking supply can be reasonably managed over time – more relative parking initially and less relative parking over time – and to allow flexibility for program and activity level changes.

In this regard, a Transportation Demand Management (TDM) plan is being prepared for the Hospital. The TDM Plan, which is required to be submitted to the Municipality as part of the Site Plan Approval process, will address auto-travel minimization strategies, monitoring and such matters as bicycle parking and car-pool parking spaces.

Gross Floor Area Definition

With respect to the definition of Gross Floor Area for purposes of calculating parking, an allowance should be made for any so-called “shelled-in” floor area that is provided. “Shelled-in” floor area is space that is constructed within the Hospital in the initial phase but is not fitted out or otherwise utilized in the initial phase. The definition of Gross Floor Area contained in the Zoning By-law should permit this “shelled-in” floor area to be excluded from Gross Floor Area for purposes of calculating parking requirements until it becomes occupied space.

In addition, excluding structured parking, loading spaces within the building and the Central Utility Plant (CUP) Gross Floor Area for purposes of calculating parking should also be considered.

Parking Space Dimensions

New parking space and drive aisle dimensions are proposed by the municipality for the Vaughan Metropolitan Centre (VMC). Table 1 sets out a summary of the parking dimensions proposed for the VMC.

The adoption of modestly smaller parking dimensions will reduce land requirements devoted to parking while continuing to afford a good level of service to motorists. Accordingly, we suggest adoption of the parking dimensions set out in Table 1 for the Vaughan Health Care Centre Precinct.

Table 1: Proposed Parking Space Dimensions¹

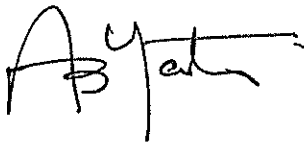
Type	Dimension ²		
	Length	Width	Drive Aisle Width
Type of Parking Space			
Perpendicular Spaces	5.7 m	2.7 m	6.0 m
Parallel spaces/layby parking	6.7 m	2.7 m	---
Small Car Spaces ³ (perpendicular only)	4.6 m	2.3 m	6.0 m
Accessible Space (Handicap Space)	5.7 m	3.9 m	6.0 m
Accessible Space (adjacent to another)	5.7 m	3.2 m	6.0 m

Note

1. Source: IBI Review of Parking Standards contained within the City of Vaughan's Comprehensive Zoning By-law, March 2010.
2. Parking space dimensions should be increased by 0.3 m where one side of the space abuts a wall and 0.6 m where two sides of the space abut walls.
3. Small car space dimensions to be further reviewed – an alternative small car dimension of 5.0 m to 5.2m in length and 2.5 m in width may also be considered together with a maximum proportion relative to the total parking supply

I trust that the foregoing meets your immediate needs. If you wish, I would be happy to meet with you and the municipality to discuss our review.

Sincerely,
BA Consulting Group Ltd.



Anthony B. Yates, P.Eng.
CEO