



## **Staff Report for Council Public Meeting**

**Date of Meeting:** June 19, 2019

**Report Number:** SRPRS.19.119

**Department:** Planning and Regulatory Services

**Division:** Development Planning

**Subject:** **SRPRS.19.119 – Request for Comments –  
Official Plan and Zoning By-law Amendment  
Applications – Jubilee Garden Non-Profit  
Housing Corporation – City Files D01-19001 and  
D02-19007**

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### **Owner:**

Jubilee Garden Non-Profit Housing Corporation  
102 Yorkland Street  
Richmond Hill, ON  
L4S 1A1

### **Agent:**

Weston Consulting Planning + Urban Design  
201 Millway Avenue, Suite 19  
Vaughan, Ontario  
L4K 5KB

### **Location:**

Legal Description: Block 75, Registered Plan 65M-2822  
Municipal Address: 102 Yorkland Street

### **Purpose:**

A request for comments concerning Official Plan and Zoning By-law Amendment applications to permit a high density, mixed-use residential development on the subject lands.

### **Recommendation:**

- a) **That Staff Report SRPRS.19.119 with respect to the Official and Zoning By-law Amendment applications submitted by Jubilee Garden Non-Profit Housing Corporation for lands known as Block 75, Registered Plan 65M-2822 (Municipal Address: 102 Yorkland Street), City Files D01-19001 and**

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**D02-19007, be received for information purposes only and that all comments be referred back to staff.**

### Contact Person:

Doris Cheng, Senior Planner, Site Plans, phone number 905-771-5563 and/or  
Deborah Giannetta, Manager of Development, Site Plans, phone number 905-771-5542

### Report Approval:

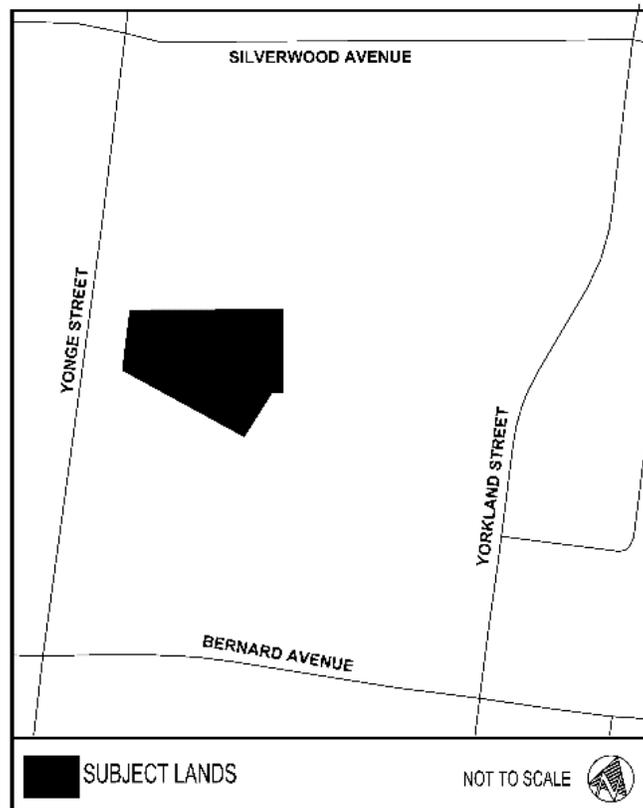
**Submitted by:** Kelvin Kwan, Commissioner of Planning and Regulatory Services

**Approved by:** Neil Garbe, City Manager

All reports are electronically reviewed and/or approved by the Division Director, Treasurer (as required), City Solicitor (as required), Commissioner, and City Manager. Details of the reports approval are attached.

### Location Map:

Below is a map displaying the property location. Should you require an alternative format, call person listed under the “Contact Person” above.



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### Background Information:

The subject Official Plan and Zoning By-law Amendment applications were received by the City and deemed complete on May 10, 2019 after Bill 139 received Royal Assent on December 12, 2017. The applications and supporting materials were subsequently circulated to relevant City departments and external agencies for review and comment.

The purpose of this report is to seek comments from Council and the public with respect to the subject applications, pursuant to the statutory Public Meeting and associated notice requirements of the *Planning Act*.

### Summary Analysis:

#### Site Location and Adjacent Uses

The subject lands form part of an existing residential development fronting onto Yorkland Street, north of Bernard Avenue. The lands have a lot area of approximately 0.72 hectares (1.78 acres) (excluding the existing townhouses). The western portion of the site is currently vacant, whereas the remaining portion of the site supports a not-for-profit townhouse development, most of which is proposed to remain (refer to Map 1).

Lands to the east of the site consist of a low density residential neighbourhood and Corpus Christ Catholic Elementary School and daycare. To the north is Crescent Village, the non-profit Ja'Fari Islamic Housing Corporation, consisting of residential townhouses and two 8-storey apartment buildings. Immediately to the south is a tributary of the Rouge River Watershed which is contained within a historically modified channel, a commercial/retail plaza and a 5-storey retirement residence. West of the site is Yonge Street and a number of vacant parcels of land which are currently subject to a separate development application (City Files D01-16002, D02-16012 and D03-16006).

#### Development Proposal

The applicant is seeking Council's approval of its Official Plan and Zoning By-law Amendment applications to permit the construction of a 12-storey, high density, mixed-use residential development on its land holdings. The building is proposed to consist of 186 residential units with a tenure mix of 108 rental units and 76 units under private ownership. The building will also include grade related amenities and facilities to service the residents as well as the immediate community. These amenities include a community hall, kitchen, community centre, childcare centre, workshop and office space on the ground floor. While the proposed building will have frontage along Yonge Street, vehicular access is proposed from the existing internal condominium road to be accessed from Yorkland Street (refer to Map 1).

The following is a summary outlining the relevant statistics of the applicant's development proposal based on the plans and drawings submitted to the City:

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- **Total Area:** 0.72 hectares (1.78 acres)
- **Number of Residential Units:** 186
- **Building Height:** 12 storeys
- **Total Gross Floor Area (GFA):** 18,392 square metres (197,969.84 square feet)
- **Indoor Ground Floor Amenity Area:** 1,742 square metres (18,750.7 square feet)
- **Underground Parking:** 2 levels
- **Total Parking Spaces:** 205 (202 underground, 3 at grade)
- **FSI:** 2.55

In order to accommodate the proposed development, the applicant proposes to remove a number of existing townhouses. The applicant has advised a future severance application (for mortgage purposes only) to establish the proposed high density residential block. Additionally, the applicant has advised the future 12-storey building will continue to be owned and operated by the Jubilee Garden Non-Profit Housing Corporation and the community amenities will be accessible to the residents of the building, the townhouses, and the broader community.

At the time of preparation of this report, a related Site Plan application has not been submitted in support of the subject Official Plan and Zoning By-law Amendment applications. These applications will be required in the future to facilitate the proposed development.

### Supporting Documentation/Reports

The applicant has submitted the following documents/information to the City in support of the proposed development:

- Development Application Summary;
- Planning and Justification Report;
- Adjacent Property Plan;
- Draft Official Plan Amendment;
- Draft Zoning By-law Amendment;
- Plan of Survey;
- Topographic Survey;
- Site Plan;
- Elevation Plans;
- Floor Plans;
- Sections;
- Urban Design Brief;
- Scoped Natural Heritage Evaluation;
- Arborist Report and Tree Protection Plan;
- Noise Feasibility Study;
- Transportation Impact and Parking Study;
- Functional Servicing Report;
- Updated Geohydrology Assessment;

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- Geotechnical Report;
- Hydrogeological Assessment; and,
- Phase One Environmental Site Assessment.

### Official Plan Amendment Application

The subject lands are designated **Regional Mixed Use Corridor** and **Neighbourhood** in accordance with Schedule A2 (Land Use) of the City’s Official Plan (the “Plan”) (refer to Map 3). The policies of the **Regional Mixed Use Corridor** designation permit a maximum density of 2.0 FSI and a maximum building height of eight storeys for lands that are located north of the Key Development Area at Yonge Street, north of Bernard Avenue and south of Townwood Drive. The applicant is seeking Council’s approval to amend the Plan in accordance with the proposed site-specific exceptions, as follows:

- an increase of the maximum density from 2.0 FSI to 2.55 FSI; and,
- an increase of the maximum building height from eight storeys to 12 storeys.

### Zoning By-law Amendment Application

The subject lands are zoned **Residential Multiple Family Two (RM2) Zone** under By-law 184-87, as amended (refer to Map 4) which predates the adoption and approval of the Plan. The **RM2 Zone** permits a residential use but the form of the proposed development is not permitted under the current zone category. In this regard, the applicant is seeking approval to amend the zoning by-law to allow for an increase in the height, density as well as a reduction in the required parking, a reduction in the minimum parking space dimensions, and the establishment of other site specific development standards.

The following is a summary table outlining the relevant statistics of the applicant’s development proposal:

| Development Standard                     | RM2 Standard              | Portion of site supporting existing townhouses                 | Proposed Standards for High Density Block  |
|--|---------------------------|--|--|
| Gross Lot Area                           | NA                        | 2.45 ha (6.05 acres)   | 0.72 ha (1.77 acres)   |
| Maximum Number of Dwelling Units         | 50 uph                    | 88 units (35.9 uph)  | 186 units (258 uph)  |
| Maximum Height                           | 4 storeys                 | 4 storeys<br>(2 storeys existing)                              | 12 storeys,  |
| Maximum Density                          | N/A                       | N/A  | 2.55 FSI   |
| Maximum Floor Area Ratio                 | 50%                       | 23.31%   | 32.5%  |
| Minimum Front Yard (Yonge Street)        | 7.5 metres<br>(24.6 feet) | N/A as existing lot will no longer have Yonge Street frontage. | 17.5 metres (57.4 feet)  |
| Minimum Side Yard (Internal Road Access) | 7.5 metres<br>(24.6 feet) | 1.5 metres<br>(4.9 feet)                                       | 2.2 metres (7.2 feet) from the Community Hall to the Internal Road at the ground floor |

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It should be noted that the appropriateness of the proposed zoning provisions, as well as the need for additional standards and/or restrictions, will continue to be evaluated through the review of the applications with regard to policy conformity, neighbourhood compatibility, urban design, and function. Prior to the finalization of the Zoning By-law Amendment, staff will require the applicant to submit a Site Plan Application to inform the submitted applications.

### Planning Analysis:

Staff has undertaken a preliminary review of the applicant's development proposal based on the policy framework contained within the *Provincial Policy Statement (2014)* (the "PPS"), the *Growth Plan for the Greater Golden Horseshoe (2017)* (the "Growth Plan"), the Regional Official Plan (2010) (the "ROP"), and the City's Official Plan (the "Plan"). Staff notes that the City's in-force Plan is consistent with the PPS, and conforms to the Growth Plan and the ROP that were in-force at the time of approval. Since the Plan's approval, the PPS and the Growth Plan have been updated. Below is an outline of the proposal relative to Provincial Policy, the ROP and the Plan.

### Provincial Policy Regime

The *Provincial Policy Statement (2014)* sets the policy foundation for land use planning in the Province of Ontario. It is complemented by the *Growth Plan for the Greater Golden Horseshoe*, which focuses on development challenges and opportunities. Through these policies, the documents provide direction on growth management, transportation, infrastructure, urban form, housing, natural heritage and resource protection. Municipalities are responsible for implementing the Provincial Policy framework at the local level. A more detailed review and evaluation of the applicable Provincial policies will be brought forward (as appropriate) as part of a future recommendation report.

### Region of York Official Plan

The subject lands are designated **Urban Area** and are located along a **Regional Corridor** in accordance with Map 1 (Regional Structure) of the ROP. Growth within York Region (the "Region") is to be accommodated within the **Urban Area**, whereby **Regional Corridors** will serve as locations for the highest densities and mix of uses, as determined by the local municipality, with consideration for local community context and character. In accordance with the policies of the ROP, development within **Regional Corridors** is to be urban in form and designed to be compact, mixed-use, oriented to the street, pedestrian and cyclist friendly, and transit supportive.

The site is also identified as a **Regional Rapid Transit Corridor** in accordance with Map 11 – Transit Network of the ROP. Furthermore, Map 4 (Key Hydrologic Features) identifies a permanent / intermittent stream adjacent to the site. Finally, the subject lands are located within the Oak Ridges Moraine Conservation Plan (ORMCP) area, within an area of low aquifer vulnerability in accordance with Map 7 – Oak Ridges Moraine Aquifer Vulnerability Areas and Watershed Boundaries in the ROP.

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The applications have been circulated to York Region; however, comments have yet to be received. The Region of York will be required to provide written confirmation on whether the proposed Official Plan Amendment may be exempted from Regional approval and delegated to the City for final consideration. A more detailed review and evaluation of the proposed amendments in the context of the applicable policies in policies in the ROP will form part of the future recommendation report to Council.

### City of Richmond Hill Official Plan

The lands are designated as **Regional Mixed-Use Corridor** and **Neighbourhood** in accordance with Schedule A2 (Land Use) of the Plan. Additionally and consistent with the ROP, the subject lands are identified along a Regional Corridor on Schedule A1 (Urban Structure) in the Plan and is located in the **Settlement Area** of the ORMCP per Schedule A3 of the Plan. Furthermore, the site is adjacent to a permanent / intermittent stream, as identified on Schedule A4 (Key Natural Heritage Features and Key Hydrological Features).

In accordance with Section 4.6, the **Regional Mixed-Use Corridor** is intended to provide a broad range of land use and activities in a compact, pedestrian-friendly, mixed-use and transit-oriented built form as identified on Appendix 5 (Public Rapid Transit) of the Plan. The policies of the **Neighbourhood** designation permit medium-density residential uses with a maximum height of three storeys and a density of 50 units per hectare (20 units per acre). The following is an overview of the relevant policies of the Plan:

- Section 3.1.5.4 states that the demolition or conversion of existing rental housing to ownership housing shall be discouraged in order to maintain a balance between rental and ownership housing to ensure housing options continue to exist within the municipality;
- Section 3.1.5.6 notes that high density residential development shall encourage units suitable for households with children;
- Section 3.1.7.4 identifies that community uses shall be accommodated in, or co-locate within multi-story buildings;
- in accordance with Section 3.2.1.1, the subject lands are located within the **Settlement Area** of the ORMCP and shall be subject to these provisions as they relate to major development within the ORMCP;
- Section 3.2.2.3 prohibits development and site alteration within floodplains, subject to TRCA's regulations. Furthermore, a minimum protection zone of 10 metres (32.8 feet) applies, and those lands are to be dedicated to a public agency where appropriate;
- the maximum density on lands within the **Regional Mixed-Use Corridor** designation on Yonge Street (north of the Downtown Local Centre designation) shall be 2.0 FSI;
- building heights shall be restricted to 8-storeys on lands within the **Regional Mixed-Use Corridor** designation located north of the **Key Development Area** designation at Yonge Street and Bernard Avenue and south of Townwood Drive;

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- the tallest buildings shall be directed to the Yonge Street frontage and shall be encouraged to have a base building height of 4 storeys;
- proposed development abutting the **Neighbourhood** designation shall provide a transition, subject to the angular plan policies of Section 3.4.55 of the Plan;
- development shall encourage pedestrian oriented spaces and amenities with access routes to create a varied streetwall in accordance with policy 3.4.1.31 of the Plan;
- the proposed built form shall be in accordance with Section 5.2 of the Plan and provide limited setbacks to Yonge Street to enhance the sense of enclosure along Yonge Street and create a pedestrian-oriented main street character;
- a portion of the site is also designated as **Neighbourhood – Medium Density Residential** which permits townhouses and walk-up apartments in accordance with policies of Section 4.9.1.2 of the Plan;
- medium density residential is permitted to a permits a maximum density of 50 units per hectare (20 units per acre);
- community uses are permitted in accordance with the policies of Section 4.1 of the Plan; and,
- new development shall be compatible with the character of the adjacent and surrounding area in accordance with policy 4.9.2.4 of the Plan, however shall be in accordance with the policies of the Plan.

### **Department and External Agency Comments:**

The subject Official Plan and Zoning By-law Amendment applications and the associated background studies and reports submitted in support of the same, have been circulated to various City departments and external agencies for their review and comment. As of the date of writing this report, comments have been received from Alectra Utilities and Enbridge Gas Inc. These agencies have no objections to the applications subject to technical comments provided to be considered by the applicant through a future site plan application.

### **Toronto and Region Conservation Authority (TRCA)**

TRCA has provided preliminary comments advising that the subject lands are adjacent to a tributary of the Rouge River Watershed, and as such, a portion of the site is regulated by the TRCA. Preliminary comments provided by the TRCA include the requirement to stake the adjacent natural features to determine the limits of development, providing a comprehensive plan to naturalize the environmental buffer areas, and not supporting the severing of natural features. Formal detailed comments will be forthcoming with respect to the development proposal pertaining to natural heritage, hydrogeological matters, and the development limits associated with the Regional Storm Floodplain and its associated environmental buffer(s).

### **Development Planning Division**

Development Planning staff has undertaken a preliminary review of the supporting plan and materials submitted in support of the development proposal and provides the following comments.

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- the proposed high density residential use is permitted in accordance with the land use policies of the **Regional Mixed-Use Corridor** designation of the Plan;
- the subject proposal contemplates a density of 2.55 FSI, which exceeds the maximum permitted density of 2.0 FSI as outlined in the Plan for this area of the **Regional Mixed-Use Corridor** on Yonge Street;
- the proposal contemplates a building height of 12 storeys, whereas a maximum building height of eight storeys is permitted under the **Regional Mixed-Use Corridor** designation for this area;
- the proposal does not contemplate a base building height of four storeys in accordance with Plan Policy 4.6.1.10(c);
- the proposed development orients the vehicular entrance of the building from an internal private road, whereas development is encouraged to be directed to the Yonge Street frontage in accordance with Plan Policy 4.6.1.10 (c);
- the portion of the site proposed for the high density residential development abuts a **Neighbourhood** designation within the same landholding, which requires the provision of a built form transition, utilizing the angular plane policies of Section 3.4.1.55 of the Plan.
- staff continue to review the proposal as it relates to the appropriateness of the proposed FSI, building height, and maximum floor plate size for both the proposed development and the remaining parcel of land to be retained;
- a portion of the regional floodplain extends onto the Yonge Street frontage. The applicable environmental setback will be required;
- the proposed development shall be required to provide for adequate resident, visitor and barrier-free parking in accordance with City standards;
- the site design may require revisions to address the limit of the development block with respect to relevant land use and design policies of the Plan. This includes setback requirements to Yonge Street to create a pedestrian-oriented main street character, height transitions from high density to low density development, and creating connections to the abutting **Neighbourhood** lands, whereas the proposed front yard setback is proposed as 17.5 metres from Yonge Street;
- the proposed development shall be assessed on the basis of the City-wide Urban Design Guidelines;
- the applicant must satisfactorily address issues and requirements identified by City departments and external agencies that have been requested to review the applicant's development proposal. In this regard, it should be noted that a number of comments from the City departments and external agencies remain outstanding at the time of writing of this report;
- in addition to a future site plan application, a consent application will be required to establish easements across the properties to ensure access from Yorkland Street in perpetuity; and,
- staff will continue to review the applicant's draft Official Plan and Zoning By-law Amendments with respect to the form, content, and appropriateness.

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A comprehensive review of the subject Official Plan and Zoning By-law Amendment applications, will be conducted following receipt of comments and feedback from City departments, external agencies, Council and members of the public.

### **Interim Growth Management Strategy**

Council has approved and implemented a comprehensive strategy comprised of eight growth management eligibility criteria as a means of assessing and prioritizing development applications for the receipt of servicing allocation. The criteria are as follows:

1. *Providing community benefits and completion of required key infrastructure.*
2. *Developments that have a mix of uses to provide for live-work relationships.*
3. *Developments that enhance the vitality of the Downtown Core.*
4. *Higher-order transit supportive development.*
5. *Developments that represent sustainable and innovative community and building design.*
6. *Completion of communities.*
7. *Small scale infill development.*
8. *Opportunities to provide affordable housing.*

In accordance with Council direction, as part of the review of the above noted IGMS Criteria 5 (Sustainable and Innovative Community and Building Design), Council directed staff to ensure a consistent performance level is met as part of the review of the IGMS Criteria No. 5 (Sustainable and Innovative Community and Building Design). The applicant will be required to submit a Sustainability Performance Metrics tool as part of a future site plan application.

### **Financial/Staffing/Other Implications:**

The recommendation of this report does not have any financial, staffing or other implications.

### **Relationship to the Strategic Plan:**

The recommendation of this report does not have any direct implications with respect to the City's Strategic Plan. An overview of how the subject applications are aligned with the Strategic Plan will be included in a future recommendation report to Council following a comprehensive review and evaluation of the applicant's development proposal.

### **Conclusion:**

The applicant is seeking Council's approval of its Official Plan and Zoning By-law Amendment applications to permit the construction of a high density, mixed use residential development on its land holdings. The purpose of this report is to provide Council and the public with an overview of the development proposal and to discuss the regulatory regime governing the evaluation of these planning applications. This report

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has been structured for information purposes only, with a recommendation that all comments be referred back to staff for consideration.

### Appendix Contents and Maps:

The following attached documents may include scanned images of appendices, maps and photographs. If you require an alternative format, please call contact person listed in this document.

- Map 1 Aerial Photograph
- Map 2 Neighbourhood Context
- Map 3 Official Plan – Schedule A2 (Land Use)
- Map 4 Existing Zoning
- Map 5 Site Plan

### Report Approval Details

|                      |   |
|----------------------|---|
| Document Title:      | SRPRS.19.119.docx   |
| Attachments:         | - SRPRS.19.119 MAP_1_AERIAL_PHOTOGRAPH.pdf<br>- SRPRS.19.119<br>MAP_2_NEIGHBOURHOOD_CONTEXT_S219007A.pdf<br>- SRPRS.19.119 MAP_3_OFFICIAL_PLAN_DESIGNATION.pdf<br>- SRPRS.19.119 MAP_4_EXISTING_ZONING_S219007A.pdf<br>- SRPRS.19.119 MAP_5_SITE_PLAN.pdf |
| Final Approval Date: | Jun 7, 2019   |

This report and all of its attachments were approved and signed as outlined below:

**Gus Galanis - Jun 6, 2019 - 12:51 PM**

**Kelvin Kwan - Jun 6, 2019 - 3:04 PM**

**Neil Garbe - Jun 7, 2019 - 9:11 AM**