



Staff Report for Council Public Meeting

Date of Meeting: September 9, 2020

Report Number: SRPRS.20.117

Department: Planning and Regulatory Services

Division: Development Planning

Subject: SRPRS.20.117 – Request for Comments –
Zoning By-law Amendment Application –
Carefirst Seniors and Community Services
Association – City File D02-20015

Owner:

Carefirst Seniors and Community Services Association
300 Silver Star Boulevard
Toronto, Ontario
M1V 0G2

Agent:

Urban Growth Inc.
#446 – 1111 Davis Drive, Unit 23
Newmarket, Ontario
L3Y 9E5

Location:

Legal Description: Part of Lot 20, Concession 3, E.Y.S.
Municipal Address: 9893 Leslie Street

Purpose:

A request for comments concerning a proposed Zoning By-law Amendment application to permit a six-storey long term care facility and associated community uses on the subject lands.

Recommendation:

- a) That Staff Report SRPRS.20.117 with respect to the Zoning By-law Amendment application submitted by Carefirst Seniors and Community Services Association for the lands known as Part of Lot 20, Concession 3, E.Y.S. (Municipal Address: 9893 Leslie Street), City File D02-20015, be

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received for information purposes only and that all comments by referred back to staff.

Contact Person:

Simone Fiore, Planner II – Subdivisions, phone number 905-771-2479 and/or
Deborah Giannetta, Manager of Development – Site Plans, phone number 905-771-5542

Report Approval:

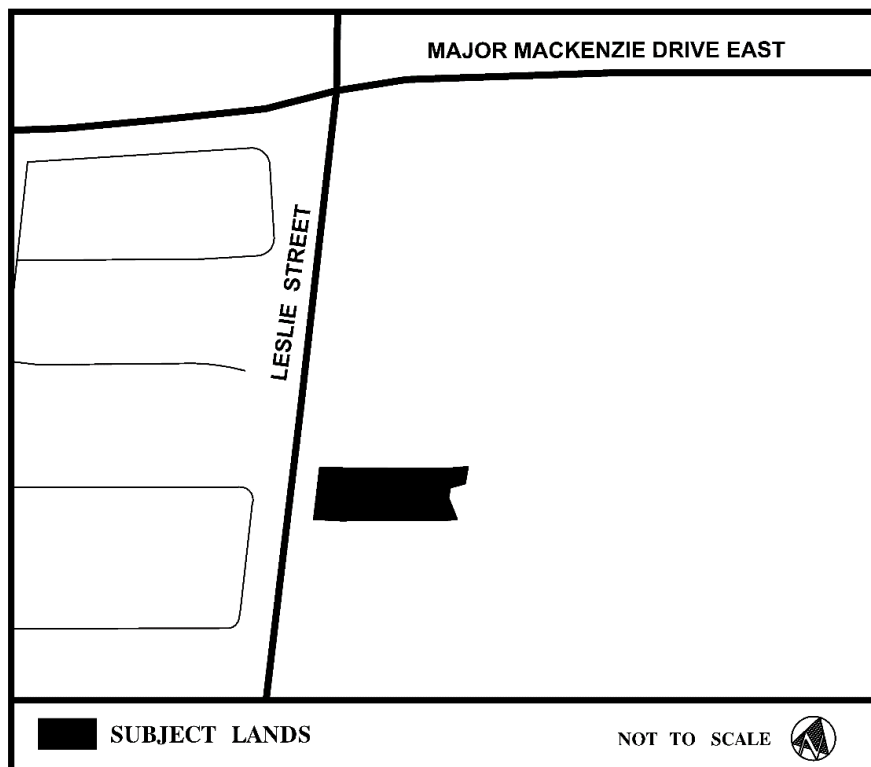
Submitted by: Kelvin Kwan, Commissioner of Planning and Regulatory Services

Approved by: Mary-Anne Dempster, 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 Zoning By-law Amendment application was received by the City on June 29, 2020 and deemed complete on July 28, 2020. The application and supporting materials were subsequently circulated to relevant City departments and external agencies for review and comment.

At its meeting of February 26, 2020, Council considered Staff Report SRPRS.20.003 entitled “*York Region’s Municipal Comprehensive Review (Part 1): Requests for Employment Area Conversions*”. The Staff Report outlined the Regional Municipal Comprehensive Review (MCR) Process currently underway to respond to evolving employment land trends within the Region as well as emerging policy changes to be considered as part of the update to York Region’s Official Plan (the “ROP”). The report considered a number of employment land conversion requests received by the City and the Region, among which was a request by Carefirst Seniors and Community Services Association to permit a long term care facility and associated community uses on their lands which are located within the City’s Headford Business Park.

Council adopted the staff recommendation that the Region consider Staff Report SRPRS.20.003 as local municipal input into the MCR and the employment land conversion evaluation process. As part of their recommendation, City Council advised the Region of their interest in considering a municipally initiated conversion of employment lands to permit a long term care facility and associated community uses on the subject lands (refer to Appendix A1).

To facilitate the direction from Council, City staff is undertaking a municipally initiated Official Plan Amendment (OPA 18.2) to redesignate certain lands from **Employment Area** to **Leslie Street Institutional Area** to permit new or expanded institutional, office and small scale retail and commercial uses along Leslie Street. The details of OPA 18.2 are outlined in Staff Report SRPRS.20.097, which was considered at a Special Council Meeting held on June 29, 2020 (refer to Appendix A2). With respect to public consultation and the adoption of a municipally initiated amendment, the applicable sections of the *Planning Act* require Council to hold at least one Public Open House in advance of a Public Meeting. In accordance with these provisions, the Public Open House was held on June 22, 2020, and following the Open House, the above noted Special Council Meeting was held on June 29, 2020 to receive comments on the proposed amendment to the municipally initiated OPA 18.2.

The subject application proposes a site specific exception for the lands municipally known as 9893 Leslie Street within the City’s proposed **Leslie Street Institutional Area** designation located in the Headford Business Park. The subject Zoning By-law Amendment application is to be considered in advance of the MCR process and concurrently with the municipally initiated OPA. At the time of writing this report, it is staff’s intention to bring forward OPA 18.2 for Council’s consideration at the September 23, 2020 Council meeting. The purpose of this report is to seek comments from Council

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and the public with respect to the applicant's development proposal, pursuant to the statutory Public Meeting and associated notice requirements of the *Planning Act*.

Summary Analysis:

Site Location and Adjacent Uses

The subject lands are located on the east side of Leslie Street, south of Major Mackenzie Drive East in the City's Headford Business Park (refer to Map 1). The lands have a frontage of approximately 39.27 metres (128.84 feet) along Leslie Street and a total site area of approximately 0.42 hectares (1.04 acres). The property abuts a Montessori school to the north, the Rouge River valley corridor to the east, institutional uses to the south, and low density residential uses and Leslie Street to the west.

The lands currently support a two-storey adult day centre which provides health related services including family physicians, nurses, dietitians, and physiotherapists. The existing two-storey building is listed within the City's *Inventory of Buildings of Architectural and Historical Importance*. The existing building at 9893 Leslie Street, known as the Horner House, was constructed in 1909. As part of the subject development proposal, the existing Horner House is proposed to be demolished.

Development Proposal

The applicant is seeking Council's approval of its Zoning By-law Amendment application to permit a six-storey long term care facility and associated community uses on its land holdings (refer to Maps 4 to 6). 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:

- **Total Lot Area:** 0.42 hectares (1.04 acres)
- **Total Lot Frontage:** 39.27 metres (128.84 feet)
- **Gross Floor Area:** 10,020 square metres (107,854.38 square feet)
- **Number of Units:** 120 long term care beds
- **Building Height:** 28.5 metres (93.5 feet)
- **Number of Storeys:** 6
- **Number of Parking Spaces:** 75 spaces (4 accessible parking spaces)
- **Floor Space Index (FSI):** 2.41

The proposed development would facilitate the construction of an institutional building providing long term care, medical and active community centre uses for seniors, including the following:

- a primary care family practice with a multi-disciplinary team of family physicians, nurses, dietitians, social workers and physiotherapists;
- 120 long term care beds, including 5 transitional care beds, 5 specialized care beds, 5 palliative care beds, and 105 regular long term care beds;

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- a pharmacy to support the family practice centre and the long term care beds;
- an elderly person centre for socialization and other maintenance programs; and,
- office space to coordinate community support services.

At the time of preparation of this report, a related Site Plan application had not been submitted in conjunction with the subject Zoning By-law Amendment application. Prior to the enactment of the Zoning By-law, staff recommend that a Site Plan application be submitted in order to inform the implementing zoning standards for the lands.

Supporting Documentation/Reports

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

- Planning Justification Report;
- Draft Zoning By-law Amendment;
- Cultural Heritage Impact Assessment;
- Functional Servicing Report;
- Parking Review;
- Natural Heritage Memo;
- Slope Stability and Erosion Risk Assessment;
- Preliminary Site Servicing Plan;
- Topographical Survey; and,
- Tree Inventory and Preservation Report.

Zoning By-law Amendment Application

The subject lands are zoned **High Performance Commercial Industrial Historic (MC-1(HIS)) Zone** and **Flood (F) Zone** under By-law 413-90, as amended (refer to Map 3). The **MC-1(HIS) Zone** permits warehousing, assembly and manufacturing of goods and materials, ancillary retail sales, banks and financial establishments, technical and commercial schools, restaurants, parking garages, business and professional offices, computer software development and sales, travel agency, art gallery, artist studios, antique stores, clothing boutique, home decorating boutique, specialty food stores, personal service shops and pharmacies. An institutional long term care facility is not permitted as proposed by the subject application. As such, the applicant is proposing to rezone the subject lands to **Leslie Street Institutional Area (LIA) Zone** and **Flood (F) Zone** under By-law 413-90, as amended, to permit the long term care facility and associated community uses to facilitate the subject proposal.

The following highlights some of the applicant's proposed development standards:

- to rezone the lands to **Leslie Street Institutional Area (LIA) Zone** and **Flood (F) Zone** under By-law 413-90, as amended;
- to restrict the permitted uses to only community uses, including long term care facilities, social services, offices and medical offices, commercial uses, retail uses,

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parks and urban open spaces and uses accessory to long term care facilities and private schools; and,

- to permit site specific development standards which address, but are not limited to:
 - maximum floor area ratio;
 - minimum side yard setback;
 - minimum front yard setback;
 - maximum building height; and,
 - minimum number of parking spaces.

The appropriateness of the proposed zoning provisions and the need for additional standards and/or restrictions will continue to be evaluated through the review of the application with regard to policy conformity, natural heritage feature and geotechnical constraints, urban design considerations, and overall site functionality. Prior to the finalization of the Zoning By-law Amendment, staff encourage the applicant to submit a Site Plan application to inform the preparation of an implementing by-law and to ensure that the development proposal will be feasible once a detailed design has been undertaken.

Planning Analysis:

City of Richmond Hill Official Plan

The subject lands are designated **Employment Area** and **Natural Core** on Schedule “A2 – Land Use” of the Official Plan (the Plan) (refer to Map 3). The **Employment Area** designation permits a range of high performance industrial and office uses, including high-tech industries, knowledge-based businesses, manufacturing plants, corporate headquarters and research and development facilities, while the permitted uses in the **Natural Core** designation include fish, wildlife and forest management, conservation projects, flood and erosion control projects, essential infrastructure, low-intensity recreational uses, unserviced parks and accessory uses.

The eastern portion of the subject property is located within the Toronto and Region Conservation Authority’s (TRCA) regulated area due to its proximity to the adjacent valley corridor and associated regional storm floodplain of the Rouge River Watershed. Notwithstanding that this portion of the subject lands are designated **Natural Core**, the Plan provides the ability to refine the limits of these areas without an Official Plan Amendment through the submission of a Natural Heritage Evaluation (NHE) to the satisfaction of the City and the Toronto and Region Conservation Authority (TRCA) pursuant to **Policies 4.10.5.1.5** and **4.10.5.1.6** of the Plan. The applicant has submitted an NHE for consideration and a natural heritage feature staking exercise with the City and the TRCA took place on July 23, 2020. Staff notes that revisions to the development proposal may be required based on the developable limits and the associated buffers.

As noted previously, City staff is currently undertaking a municipally initiated OPA as outlined in Staff Report SRPRS.20.097 which is to be considered by Council. Proposed

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OPA 18.2 intends to redesignate the subject lands from **Employment Area** to **Leslie Street Institutional Area** to permit new or expanded institutional, office and small scale retail and commercial uses.

City Department and External Agency Comments:

The subject Zoning By-law Amendment application and the associated background studies and reports submitted in support of the proposal have been circulated to various City departments and external agencies for their review and comment. The following is a summary of the comments received as of the time of writing of this report.

Development Planning Division

In consideration of the policies of the Plan which are relevant to the evaluation of the proposed development, staff provides the following preliminary comments.

- the subject lands are designated **Employment Area** and are specifically located within the City's Headford Business Park;
- in accordance with **Policy 4.8.1** of the Plan, the **Employment Area** designation does not permit institutional uses as a primary use as proposed by the subject application;
- the applicant has submitted a request for consideration by York Region to permit institutional uses as part of the Regional MCR process;
- on March 3, 2020, York Region advised the City that Regional Council supported the request for a conversion on the subject lands to allow for institutional uses and the required planning applications can be initiated by the City and any decision is not required to await the completion of the Regional MCR process;
- the City is undertaking a municipally initiated OPA to redesignate the subject lands to **Leslie Street Institutional Area** which will permit institutional uses and other related community uses;
- the applicant is advised that the proposed FSI has been calculated using the gross lot area which includes the hazardous valley lands. However, the Plan states that FSI shall be calculated using developable lands only. In this regard, the applicant is advised to recalculate their FSI using the developable portion of the subject lands;
- comments from the City's Park and Natural Heritage Planning Section and the Toronto and Region Conservation Authority are critical in determining the developable limits of the subject lands. Staff note that the applicant may need to revise their proposal in order to address slope stability and to accommodate appropriate buffers to the environmental features east of the subject lands;
- the applicant will be required to address the existing heritage resources identified on the subject lands and on adjacent lands as described in the City's *Inventory of Buildings of Architectural and Historical Importance*. In this regard, the proposed demolition of the Horner House will continue to be reviewed and evaluated through the City's standard review process for heritage matters. The proposal is currently under review by the City's Urban Design and Heritage Section;

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- the applicant shall address the development proposal's compliance with the Ministry of the Environment, Conservation and Parks Land Use Compatibility Guidelines to ensure that the proposed long term care facilitate which is considered a sensitive land use, has appropriate separation distance to prevent adverse effects from existing land uses;
- the applicant must satisfactorily address comments and/or requirements identified by City departments and external agencies that have been requested to review the proposed development. In this regard, it is noted that the application is still under review by a number of City departments and external agencies;
- the application will be reviewed in the context of the municipally initiated Section 26 OPA 18.2, and should Council adopt this amendment, the requested land use permissions will be considered; and,
- staff will continue to work with the applicant through the review of the form, content and appropriateness of the proposed draft Zoning By-law.

A comprehensive review of the Zoning By-law Amendment application will be conducted following the receipt of comments and feedback from City departments, external agencies, Council and the public. The detailed review will be completed in advance of and addresses as part of a recommendation report to be prepared for a future Council meeting.

Other City Department and External Agency Comments

Comments have been received from Enbridge Gas and Alectra Utilities. These external agencies have no objections to the application and/or have provided comments to be considered by the applicant during a more detailed implementation stage of the approval process.

The development proposal is still under review by the City's Development Engineering Division, Park and Natural Heritage Planning Section, Urban Design and Heritage Section, Building Services Division – Zoning Section, Financial Services Division, Fire and Emergency Services Division, the Toronto and Region Conservation Authority, the Regional Municipality of York, Bell Canada, Rogers Communication and Canada Post.

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 application is 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.

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Conclusion:

The applicant is seeking Council's approval of a Zoning By-law Amendment application to permit a six-storey long term care facility and associated community uses on its landholdings. 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 this planning application. This report 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 appendixes, maps and photographs. If you require an alternative format, please call the contact person listed in this document.

- Map 1, Aerial Photography
- Map 2, Official Plan Designation
- Map 3, Existing Zoning
- Map 4, Proposed Site Plan
- Map 5, Proposed North & South Elevations
- Map 6, Proposed East & West Elevations
- Appendix A1, Extract from Council Meeting C#06-20 held February 26, 2020
- Appendix A2, Extract from Special Council Public Meeting C#27-20 held June 29, 2020

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Report Approval Details

Document Title:	SRPRS.20.117 - Request for Comments - Zoning By-law Amendment - 9893 Leslie Street.docx
Attachments:	<ul style="list-style-type: none">- Appendix A1, SRPRS.20.117.docx- Appendix A2, SRPRS.20.117.docx- Map_1_Aerial_PhotoGraph.pdf- MAP_2_OFFICIAL_PLAN_DESIGNATION.pdf- MAP_3_EXISTING_ZONING.pdf- MAP_4_PROPOSED_SITEPLAN.pdf- MAP_5_PROPOSED_N and S_ELEVATIONS.pdf- MAP_6_PROPOSED_E and W_ELEVATIONS.pdf
Final Approval Date:	Aug 18, 2020

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

Gus Galanis - Aug 18, 2020 - 1:14 PM

Kelvin Kwan - Aug 18, 2020 - 2:51 PM

MaryAnne Dempster - Aug 18, 2020 - 7:31 PM