



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

**Date of Meeting:** June 15, 2022

**Report Number:** SRPI.22.071

**Department:** Planning and Infrastructure

**Division:** Development Planning

**Subject:** SRPI.22.071 – Request for Comments – Revised Official Plan and Zoning By-law Amendment – Schlegel Villages Inc. – City Files D01-20018 and D02-20033

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### **Owner:**

Schlegel Villages Inc.  
325 Max Becker Drive, Suite 201  
Kitchener, Ontario  
N2E 4H5

### **Agent:**

Wellings Planning Consultants Inc.  
513 Locust Street, Unit B  
Burlington, Ontario  
L7S 1V3

### **Location:**

**Legal Description:** Part of Lot 54, Concession 1, W.Y.S.

**Municipal Address:** 11300 Yonge Street

### **Purpose:**

A request for comments concerning proposed revised Official Plan and Zoning By-law Amendment to permit an eight storey long term care facility and two 10 storey retirement home buildings with at-grade commercial uses on the subject lands.

### **Recommendation:**

- a) That Staff Report SRPI.22.071 with respect to the revised Official Plan and Zoning By-law Amendment re-applications submitted by Schlegel Villages Inc. for lands known as Part of Lot 54, Concession 1, W.Y.S. (Municipal Address: 11300 Yonge Street), City Files D01-20018 and D02-20033, be

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

### Contact Person:

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

### Report Approval:

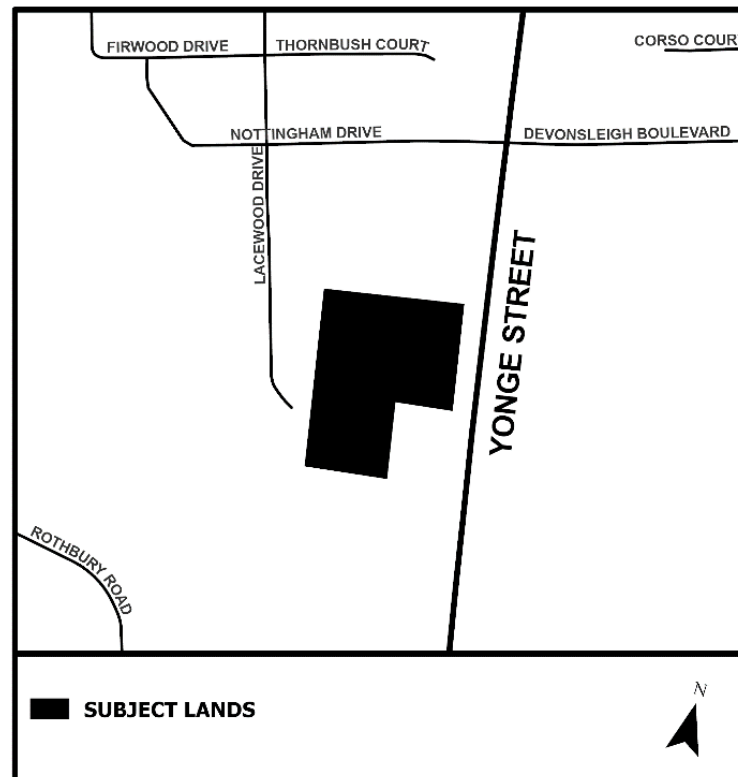
**Submitted by:** Kelvin Kwan, Commissioner of Planning and Infrastructure

**Approved by:** Darlene Joslin, Interim 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:

In December 2020, Official Plan and Zoning By-law Amendment applications were submitted to the City to permit a 12 storey residential apartment building containing 277 dwelling units and 57 three-storey townhouse dwelling units on a private lane, with a proposed Floor Space Index of 1.64 on the subject lands (refer to Map 4). A Council Public Meeting was held on May 5, 2021 to consider the applicant's development proposal (refer to Appendix "A").

Subsequently, the lands were sold and on March 16, 2022, the current owner submitted the subject revised development proposal to the City. The revised applications were deemed complete and contemplates an eight storey long term care facility and two 10 storey retirement home buildings attached by a two storey building containing at-grade commercial uses on the subject lands. The revised applications and supporting materials were subsequently circulated to relevant City departments and external agencies for review and comment. Accordingly, the purpose of this report is to seek comments from Council and the public with respect to the subject application, 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 west side of Yonge Street approximately 400 metres (1,312.34 feet) north of Brookside Road. The lands have a frontage of 106.32 metres (348.82 feet) along Yonge Street and have a total lot area of 2.07 hectares (5.12 acres) (refer to Map 1). The lands currently support a one-storey, multi-unit commercial building which is proposed to be demolished as part of the proposed development. Surrounding land uses include a place of worship (St. Mary and St. Joseph Coptic Orthodox Church) to the north, Yonge Street to the east, a motor vehicle sales establishment to the south, and Lacewood Drive and a low-density residential neighbourhood to the west.

#### Revised Development Proposal

The applicant is seeking Council's approval of its revised Official Plan and Zoning By-law Amendment to permit a phased development consisting of a long term care facility, retirement residences and accessory commercial uses on the subject lands (refer to Maps 5 to 9). Outlined below is a summary of the pertinent statistics of the applicant's development proposal based on the plans and drawings submitted to the City.

- **Lot Frontage:** 106.32 metres (348.82 feet)
- **Lot Area:** 2.07 hectares (5.12 acres)
- **Proposed Gross Floor Area:** 61,587.19 square metres (662,919 square feet)
  - **Phase I (Long Term Care Facility):** 12,880.82 square metres (138,648 square feet)
  - **Phase II (Retirement Residence and Town Square):** 25,057.53 square metres (269,717 square feet)
  - **Phase III (Retirement Residence):** 23,648.84 square metres (254,554 square feet)

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- **Proposed Density:** 2.98 FSI
- **Proposed Building Height:**
  - **Long Term Care Facility:** 8 storeys or 26.45 metres (86.78 feet)
  - **Retirement Residences:** 10 storeys or 37.67 metres (123.59 feet)
- **Total Proposed Units:** 743
  - **Retirement Residence:** 409
  - **Independent Seniors Apt. Units:** 94
  - **Proposed Long Term Care Beds:** 240
- **Proposed Total Parking Spaces:** 359
  - **Visitor Parking Spaces:** 82

The proposed development is to occur in three phases, Phase I is to be comprised of an eight storey, 240 bed long term care facility located on the southerly portion of the subject lands. The applicant has confirmed that the Ministry of Long-Term Care has awarded 240 bed licenses along with the corresponding funding for the development of the proposed Long Term Care facility. Phase II is to be comprised of a two storey entrance/commercial building ('town square') central to the property fronting Yonge Street and one of the two proposed 10 storey retirement residence buildings containing 238 units flanking the town square to the south. The town square will connect to the retirement residence and will also connect to the long term care facility. Lastly, the proposed Phase III is to be comprised of a second 10 storey retirement home containing 265 units flanking the town square to the north.

As noted above, the proposed town square will interconnect all phases of development and will contain a mix of uses that contribute to the needs of residents, including, but not limited to, common dining, activity spaces, medical clinics, and personal service uses. These uses will open to the general public, not only the residents of the proposed buildings.

Access to the property will be achieved from Yonge Street at the north end of the property using one of the two existing driveways. The existing driveway to the south is proposed to be closed. A total of 359 parking spaces are proposed for the development of which the majority will be provided below grade in one underground parking level and 82 spaces provided at grade to the rear of the buildings along the west side of the property for visitors. Two outdoor amenity spaces are proposed for the residents at the rears of the retirement residence buildings. A pedestrian connection is contemplated at the southwest corner of the lands to connect to the existing pedestrian path at Rouge Crest Park.

It should be noted that at the time of the preparation of this report, a related Site Plan application has not yet been submitted to the City in conjunction with the revised subject Official Plan and Zoning By-law Amendment applications.

### Supporting Documentation/Reports

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

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- Planning Justification Report;
- Draft Official Plan Amendment;
- Draft Zoning By-law;
- Survey;
- Site Plan;
- Elevation Plans;
- Functional Servicing and Stormwater Management Report;
- Geotechnical Report;
- Soil and Groundwater Quality Investigation;
- Hydrogeological Assessment;
- Natural Heritage Evaluation;
- Phase I and Phase II Environmental Site Assessment;
- Stage 1 Archaeological Assessment;
- Transportation Mobility Plan; and,
- Urban Design Brief.

### Revised Official Plan and Zoning By-law Amendment Applications

The applicant's Official Plan Amendment application seeks to amend the permitted land uses, height, and density policies of the **Regional Mixed-Use Corridor** designation, as well adding definitions in order to permit the following:

- to permit a long term care home, retirement home, seniors' apartment, and, uses, buildings and structures accessory to a permitted use;
- an increase in the maximum building height from eight stories to 10 stories;
- an increase in the maximum density from 2.0 FSI to 3.0 FSI; and,
- adding the definitions for a '*long term care home*', '*retirement home*', and '*seniors' apartments*'.

The related Zoning By-law Amendment application seeks approval to rezone the lands from **General Commercial One (GC1) Zone** to **Residential Multiple Family Two Special (RM2) Zone** under By-law 190-87, as amended, in order to facilitate the proposed development. Below is a summary table that outlines the proposed site specific development standards in relation to the standards of the **RM2 Zone**:

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<b>Development Standard</b>	<b>Residential Multiple Family Two Special (RM2) Zone Under By-law 190-87</b>	<b>Proposed Development</b>
<b>Permitted Uses</b>	<ul style="list-style-type: none"> <li>• Street Townhouse Dwellings</li> <li>• Block Townhouse Dwellings</li> <li>• Apartment Dwelling</li> <li>• Day Nursery</li> <li>• Apartment Retail Store</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Long Term Care Home</b></li> <li>• <b>Retirement Home</b></li> <li>• Seniors' Apartment</li> <li>• <b>Uses, buildings and structures accessory to a permitted use, including the following, some of which may be available to the general public:</b> <ul style="list-style-type: none"> <li>○ Child care centre</li> <li>○ Classroom and training facilities</li> <li>○ Medical centre</li> <li>○ Personal service shop</li> <li>○ Pharmacy</li> <li>○ Rehabilitation Centre</li> <li>○ Research and innovation</li> <li>○ Restaurant</li> <li>○ Seniors Community Centre</li> <li>○ Seniors Day Program</li> </ul> </li> </ul>
<b>Minimum Lot Frontage</b>	30 metres (98.43 feet)	106 metres (347.77 feet)
<b>Minimum Lot Area</b>	5,000 square metres (53,819.55 square feet)	20,703.71 square metres (222,852.88 square feet)
<b>Maximum Lot Coverage</b>	50%	38%
<b>Minimum Front Yard Setback</b>	7.5 metres (24.61 feet) or one-half the building height, whichever is greater	<b>6.0 metres (19.69 feet)</b>
<b>Minimum Side Yard Setback</b>	7.5 metres (24.61 feet) or one-half the building height, whichever is greater	<b>6.0 metres (19.69 feet) (north and south)</b>
<b>Minimum Rear Yard Setback</b>	7.5 metres (24.61 feet) or one-half the building height, whichever is greater	<b>6.0 metres (19.69 feet)</b>
<b>Maximum Building Height</b>	4 storeys	<b>10 storeys or 40.0 metres</b>
<b>Maximum Floor Area Ratio/Floor Space Index (FSI)</b>	50%	<b>300% or 2.98 FSI</b>

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<b>Minimum Number of Parking Spaces</b>	0.33 parking spaces per Senior Citizens' dwelling units (20% of which shall be for visitor parking)  1.5 parking spaces per dwelling unit (20% of which shall be for visitor parking)	<b>1.0 parking space per Seniors' Apartment Unit</b>  <b>0.33 parking spaces per Long Term Care Unit and Retirement Home Unit</b>  <b>82 visitor parking spaces</b>
<b>Minimum Landscape Strip Buffer</b>	6.0 metres (19.69 feet) abutting all street lines	7.0 metres (22.97 feet)

In addition, the applicant has requested to add uses and associated definitions for *Child Care Centre, Classroom and Training Facilities, Long Term Care Home, Medical Centre, Pharmacy, Rehabilitation Centre, Research and Innovation, Retirement Home, Seniors Apartments, Seniors Community Centre, and Seniors Day Program.*

The appropriateness of the proposed amendments to the Official Plan policies and the Zoning By-law provisions are currently under review. The site specific exceptions sought through the amendments shall be considered and refined in conjunction with revisions made to the subject applications through the detailed review process.

### Planning Analysis:

Staff has undertaken a preliminary review and evaluation of the applicant's development proposal based on the policy framework contained within the *Provincial Policy Statement* (2020) (the "PPS"), the *Growth Plan for the Greater Golden Horseshoe* (2020) (the "Growth Plan"), the *Greenbelt Plan* (2017), the *Oak Ridges Moraine Conservation Plan* (2017) (the "ORMCP"), the *Regional Official Plan* (2010) (the "ROP") and the *City's Official Plan* (2010) (the "Plan"). Staff notes that the City's in force Plan is consistent with the PPS and conforms with the Growth Plan, the Greenbelt Plan, the ORMCP, and the ROP that were in force at the time of its approval. Since the Plan's approval, both the PPS and the Growth Plan were updated in 2020. In this regard, both York Region and the City are currently undertaking Municipal Comprehensive Reviews (MCRs) to update their respective Official Plans as necessary to align with more recent Provincial planning direction. Below is a more detailed outline of the proposal relative to the current ROP and Plan.

### York Region Official Plan

The subject lands are designated **Urban Area** in accordance with Map 1 (Regional Structure) of the ROP. Lands designated **Urban Area** are intended to support a full range and mix of urban uses and to accommodate a significant portion of intensification and planned growth within the Region.

The lands are further identified as being located on a **Regional Rapid Transit Corridor** in accordance with Map 11 (Transit Network) of the ROP and are also located within 800 metres of the proposed 19<sup>th</sup>-Gamble Bus Rapid Transit Station and within the draft

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boundary for the Major Transit Station Area (MTSA) identified at 19<sup>th</sup> Avenue and Gamble Road, with a proposed minimum density of 160 people and jobs per hectare.

The applications have been circulated to York Region for review and comment and shall be reviewed in the context of the applicable policies in the ROP that will form part of a future recommendation to Council.

### City of Richmond Hill Official Plan

The subject lands are designated **Regional Mixed-Use Corridor** in accordance with Schedule - A2 of the Plan (refer to Map 2). Yonge Street is identified as a Regional Rapid Transit Corridor on Appendix – A5 of the Plan. The **Regional Mixed-Use Corridor** designation supports a broad range and mix of land uses and activities in a compact, pedestrian-friendly and transit-oriented built form. Further, development within the **Regional Mixed-Use Corridor** is encouraged to provide a mix of uses within the same building or separate buildings integrated on the same site.

Development within this portion of the **Regional Mixed-Use Corridor** located along Yonge Street, north of the **Downtown Local Centre** and the **Yonge and Bernard Key Development Area** but south of Townwood Drive, is permitted to have a maximum density of 2.0 FSI, with a minimum building height of two storeys up to a maximum of eight storeys, with the tallest buildings directed to the Yonge Street frontage and a maximum base building height of four storeys in accordance with **Policies 4.6.1.8 and 4.6.1.10** of the Plan. Where development abuts a **Neighbourhood** designation, **Policy 4.6.1.12** of the Plan requires development to provide transition through adherence to a 45 degree angular plane measured from adjacent low density residential areas.

Further to the above, high-rise buildings are also subject to specific design criteria as set out under **Section 3.4.1** of the Plan, which require a sufficient building separation distance of approximately 25 metres between towers to maintain appropriate light, view and privacy conditions as well as slender floorplates of approximately 750 square metres to limit shadow and wind impacts and loss of sky view. Additionally, high-rise buildings are also required to introduce stepbacks above the base building to create a discernable podium and street wall. Staff note that the proposed long term care facility is not subject to the high-rise design policies as it is considered a mid-rise building however the proposed retirement residence buildings are.

Based on a preliminary review of the proposed development relative to the **Regional Mixed-Use Corridor** designation policies of the Plan, the proposed retirement residences and long term care facility uses with commercial space at grade are consistent with the land uses contemplated within the **Regional Mixed-Use Corridor** designation; however, as currently proposed, the proposal does not conform with the applicable height and density policies of the Plan. Further, additional information from the applicant is required to determine if the proposal conforms to the applicable high-rise building design and transition policies as noted above.



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It should also be noted that the subject lands are located within an Area of High Aquifer Vulnerability, in accordance with Schedule A5 (ORM Areas of High Aquifer Vulnerability and Wellhead Protection Areas) of the Plan. Areas of High Aquifer Vulnerability are susceptible to contamination from both human and natural impacts on water quality and as such, certain uses that may cause contamination or negatively impact water quality as described in **Policy 3.2.1.1.37** of the Plan are prohibited in these areas. The proposed retirement residence and long-term care facility use does not conflict with these policies.

The subject lands are also situated within the **Settlement Area** of the Oak Ridges Moraine, in accordance with the ORMCP. In this regard, **Section 3.2.1.1.18** of the Plan stipulates that all uses which are otherwise permitted under the Plan, shall be permitted within the **Settlement Area** and permitted uses shall be subject to the requirements of Section 19(3) and 31(4) of the ORMCP.

A more detailed review of the subject applications and the supporting studies and documents will be undertaken to ensure the proposed development is in keeping with the policies of the ORMCP and the Plan.

### Zoning

As previously noted, the subject lands are zoned **General Commercial One (GC1) Zone** under By-law 190-87, as amended (refer to Map 3), which generally permits a range of commercial uses including, but not limited to, restaurants, financial institutions, business or professional offices, medical offices, pet stores/grooming centres, personal service shops, a day nursery, commercial clubs and schools, a hotel, and a banquet hall. The **GC1 Zone** does not permit the proposed retirement residence and long term care facility as contemplated by these applications. Accordingly, the applicant is seeking Council's approval to rezone the subject lands and to establish site specific development standards to facilitate the proposed development.

### 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. The following is a summary of the comments received as of the time of writing this report.

### Development Planning Division

Planning staff has completed a preliminary review of the applicant's development proposal, including plans and materials submitted in support of the proposed development. In consideration of the policies of the Plan that are relevant to the evaluation of the proposed development, staff provides the following preliminary comments:

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- the proposed uses are permitted within the **Urban Area** land use designation in accordance with the in-force ROP and is located within an MTSA as endorsed by Regional Council;
- the proposed retirement residence and long term care facility are permitted within the **Regional Mixed-Use Corridor** designation in accordance with **Policy 4.6.1.2** of the Plan;
- further clarification is required to determine conformity with respect to the high-rise building design and transition policies of the Plan. Specifically, the applicant shall demonstrate how the proposed development meets **Policy 4.6.1.12** respecting the required transition to the abutting **Neighbourhood** designation to the west and **Section 3.4.1** with regards to the tower floorplate size and tower separation requirements as it relates to the retirement residence buildings;
- staff will confirm whether the applicant's request to add uses and definitions to the site specific amendment to the Plan are required given that it appears the uses are permitted as of right under the **Regional Mixed-Use Corridor** designation;
- staff will review the appropriateness of the applicant's request to rezone **the subject lands Residential Multiple Family Two Special (RM2) Zone** category and/or the need to add the uses as proposed by the applicant. Staff will work with the applicant to determine the appropriate zone category to facilitate the proposed development;
- staff will continue to review the form, content and appropriateness of the proposed draft Official Plan and Zoning By-law Amendments, including the site specific standards requested by the applicant with respect to the form, content and appropriateness of the amendments;
- the applicant must satisfactorily address comments and requirements identified by City departments and external agencies that have been requested to review the development proposal; and,
- a Site Plan application will be required to facilitate the proposed development. The applicant is encouraged to submit an application for Site Plan Approval prior to finalization of a Zoning By-law for the lands

A comprehensive review and evaluation of the subject Official Plan and Zoning By-law Amendment applications will be conducted following the receipt of comments and feedback from City departments, external agencies, Council and the public. This detailed review will be completed in advance of and addressed 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 the City's Financial Services Division, Community Services Department – Waste Management Section, Fire and Emergency Services Division and Building Services Division – Zoning Section, as well as Alectra Utilities, Enbridge Gas, and TransCanada PipeLines Ltd. These City departments and external agencies have no objections to the applications and/or have provided comments to be considered by the applicant during the more detailed implementation stage of the approval process.

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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, the Regional Municipality of York, Toronto and Region Conservation Authority, Rogers, Canada Post and Bell Canada.

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

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

### **Relationship to Council's Strategic Priorities 2020-2022:**

The recommendation of this report does not have any direct implications with respect to Council's Strategic Priorities. An overview of how the subject applications are aligned with the Strategic Priorities 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 revised Official Plan and Zoning By-law Amendment applications to permit an eight storey long term care facility and two 10 storey retirement residences 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 the planning applications. 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. All attachments have been reviewed and made accessible. If you require an alternative format please call the contact person listed in this document.

- Appendix A, Council Public Meeting Extract, May 5, 2021
- Map 1 Aerial Photograph
- Map 2 Existing Official Plan Designation
- Map 3 Existing Zoning
- Map 4 Original Site Plan (Millwin Investments Limited)
- Map 5 Revised Site Plan
- Map 6 Proposed East and West Elevations
- Map 7 Proposed North and South Elevations
- Map 8 Proposed North (Phase II) and South (Phase III) Elevations
- Map 9 Proposed 3D Rendering

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### Report Approval Details

Document Title:	SRPI.22.071 - Request for Comments - 11300 Yonge Street - D01-20018 and D02-20033.docx
Attachments:	<ul style="list-style-type: none"><li>- Appendix A - CPM Extract.docx</li><li>- Map 1 - Aerial Photograph.docx</li><li>- Map 2 - Official Plan Designation.docx</li><li>- Map 3 - Existing Zoning.docx</li><li>- Map 4 - Original Site Plan.docx</li><li>- Map 5 - Proposed Site Plan.docx</li><li>- Map 6 - Proposed East and West Elevations.docx</li><li>- Map 7 - Proposed North and South Elevations.docx</li><li>- Map 8 - Proposed North (Phase II) and South (Phase III) Elevation.docx</li><li>- Map 9 - Proposed 3D Rendering.docx</li></ul>
Final Approval Date:	May 24, 2022

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

**Gus Galanis - May 19, 2022 - 3:04 PM**

**Kelvin Kwan - May 19, 2022 - 3:08 PM**

**Darlene Joslin - May 24, 2022 - 9:55 AM**