



Staff Report for Committee of the Whole Meeting

Date of Meeting: November 15, 2023

Report Number: SRPBS.23.021

Department: Planning and Building Services

Division: Development Planning

Subject: **SRPBS.23.021 - Request for Approval - Zoning By-law Amendment - Carefirst Seniors and Community Services Association - City File D02-20015 (Related City File SP-23-0008)**

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 Addresses: 9893 Leslie Street

Purpose:

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

Recommendations:

- a) **That 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 approved, subject to the following:**

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- (i) that the subject lands be rezoned from High Performance Commercial Industrial Historic ((MC-1 (HIS)) Zone under By-law 413-90, as amended, to Institutional (INST) Zone and Open Space (OS) Zone under By-law 2325-68, as amended, with site-specific provisions as set out in Appendix “C” to Staff Report SRPBS.23.021;
- (ii) that prior to the final amending Zoning By-law being brought forward to Council for consideration and enactment, the following take place:
 - a. that the related Site Plan Application (City File SP-23-0008) be substantially completed to the satisfaction of the Commissioner of Planning and Building Services;
 - b. that the draft Zoning By-law attached hereto as Appendix “C” be finalized and updated to address the comments in Staff Report SRPBS.23.021 to the satisfaction of the Commissioner of Planning and Building Services;
- b) That pursuant to Section 34(17) of the Planning Act, Council deem that no further notice be required with respect to any necessary modifications to the draft amending Zoning By-law to implement the proposed development on the subject lands; and,
- c) That the authority to assign municipal servicing allocation to the proposed development to be constructed on the subject lands be delegated to the Commissioner of Planning and Infrastructure subject to the City’s Interim Growth Management Strategy, and that the assigned municipal servicing allocation be released in accordance with the provisions of By-law 109-11.

Contact Person:

Giuliano La Moglie, Planner II – Site Plans, phone number 905-747-6465 and/or
Sandra DeMaria, Manager of Development – Site Plans, phone number 905-771-6312

Report Approval:

Submitted by: Kelvin Kwan, Commissioner of Planning and Infrastructure

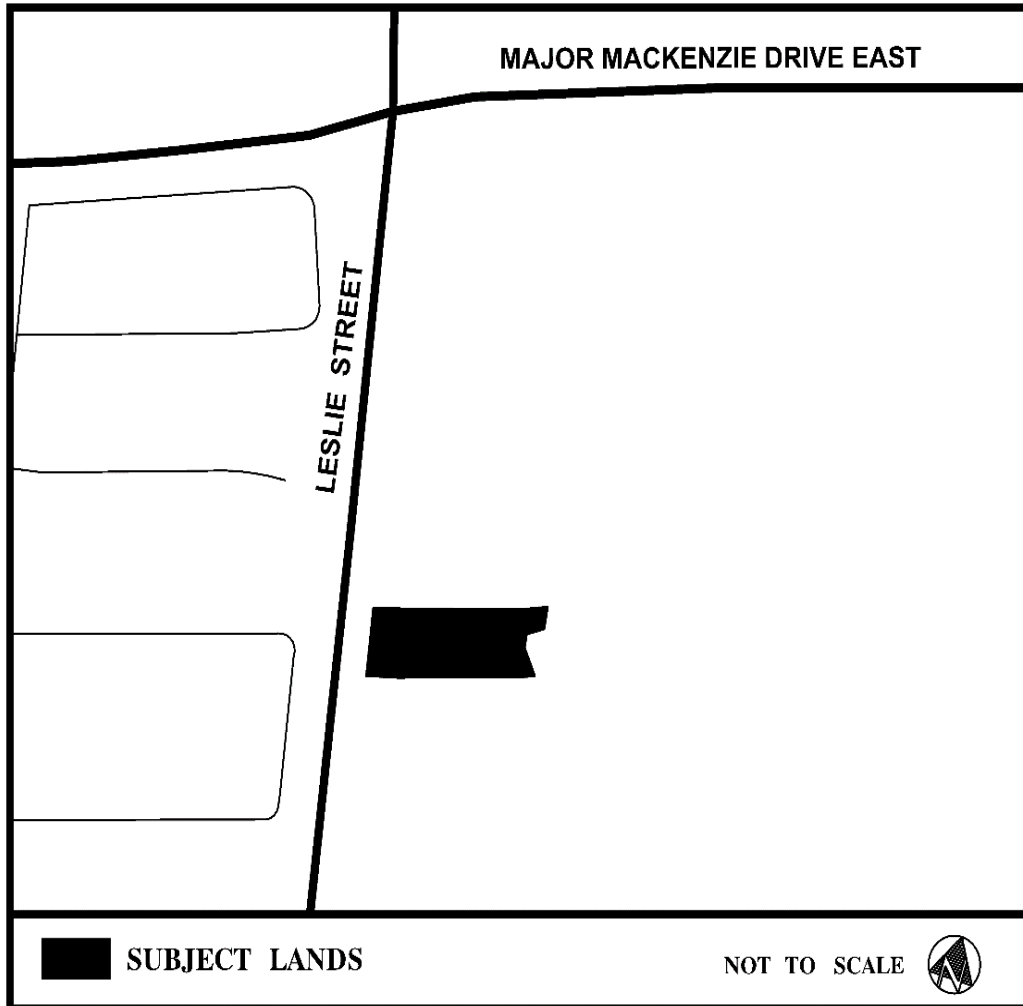
Approved by: Darlene Joslin, City Manager

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.

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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:

A statutory Council Public Meeting was held on September 9, 2020 to consider the subject Zoning By-law Amendment application wherein Council received Staff Report SRPRS.20.117 for information purposes and directed that all comments be referred back to staff (refer to Appendix “A”). At the public meeting, concerns were raised by Council and the public with respect to height and massing, environmental impacts, traffic and parking, and loss of a listed heritage building. These comments are addressed in detail in the later sections of this report.

The applicant has filed revised submissions with the City in order to address various design and technical matters identified through the circulation of its development proposal. All significant comments raised by circulated City departments and external agencies have now been satisfactorily addressed by the applicant for this stage of the approval process, and staff are satisfied that all remaining technical matters can be addressed as part of the related Site Plan approval process (File SP-23-0008). Accordingly, the purpose of this report is to seek Council’s approval of the applicant’s Zoning By-law Amendment application.

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 Leslie Street to the west, beyond which is a low density residential neighbourhood. The lands contain a two-storey building which is proposed to be demolished as part of the subject development proposal.

Development Proposal

The applicant is seeking Council’s approval of its Zoning By-law Amendment application to permit a ten-storey long term care facility and associated community uses on the subject lands (refer to Maps 4 to 7). 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:** **14,489.46 square metres (155,963.24 square feet)**
- **Total Proposed Units:**
 - **Long Term Care Beds** **124**
 - **Life Lease Units** **36**
- **Building Height:** **45.85 metres (147.14 feet)**

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- **Number of Storeys:** 10
- **Number of Parking Spaces:** 104 spaces (4 accessible parking spaces)
- **Floor Space Index (FSI):** 4.94

The proposed Zoning By-law Amendment is intended to facilitate the construction of a long term care facility licensed under the *Long Term Care Homes Act*. If approved, the building shall contain 124 long term care beds and 36 life lease units with a gross floor area of approximately 14,489.46 square metres (155,963.24 square feet). The long term care beds are to be comprised of transitional care beds, specialized care beds, and palliative care beds. The life lease units are to be self-contained dwelling units that offer a life lease interest to senior residents. A total of 104 parking spaces are proposed within one level of underground parking, three levels of above-grade and surface parking, and a total of 33 bicycle parking spaces. Vehicular access to the site is to be provided through a full-movement driveway from Leslie Street.

In addition to the above, the proposed development is to contain community and ancillary uses, including:

- a primary care family practice centre with a multi-disciplinary team of family physicians, nurses, dietitians, social workers, physiotherapists, and other medical professionals to support patients/residents;
- a seniors centre for socialization and other maintenance programs;
- a community centre area, recreational spaces, and dining facilities;
- a pharmacy to support the family practice centre and the long term care beds;
- a range of medical offices spaces, centres, laboratories, and clinics to coordinate community support services; and,
- an outdoor amenity area.

The applicant has made modifications to its original development proposal including, but not limited to, the following:

- an increase in the building height from six-storeys to ten-storeys;
- the provision of a building step at the 9th floor, and an average step-back greater than 7.5 metres on the north and south side elevations to provide more appropriate building articulation and to reduce the mass of the building view from Leslie Street;
- an increase in FSI from 2.41 to 4.94;
- modifications to the building elevations and architectural style, specifically related to the articulation of building colours and treatment changes;
- the addition of a continuous sidewalk along the main access driveway from Leslie Street;
- the provision of a heritage plaque to establish a commemorative element dedicated to the Hamlet of Headford;
- an increase in on-site bicycle parking to 33 stalls, exceeding the minimum requirement of 26;
- an increase in parking from 75 spaces to 104 spaces;

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- refinements of the development limits have been incorporated into the plan, including providing greater buffer distances from the key natural heritage features; and,
- agreement to the conveyance of the key natural heritage features and the associated buffers on the subject lands to the City to be maintained under public ownership.

At the time of writing of this report, the applicant has submitted an associated Site Plan application (City File SP-23-0008). A comprehensive technical review of the development proposal is currently being undertaken as part of the Site Plan approval process.

Planning Analysis:

City of Richmond Hill Official Plan

The subject lands are designated **Leslie Street Institutional Area** and **Natural Core** in accordance with Schedule – A2 of the Plan (refer to Map 3). Leslie Street is identified as a **Future Rapid Transit Corridor** in Appendix – 5 of the Plan.

The **Leslie Street Institutional Area** designation supports a mix of institutional, office, small scale retail and commercial uses, and community uses that respect the cultural heritage resources in the area. Development within the **Leslie Street Institutional Area** is encouraged to provide a hub for institutional uses compatible with the surrounding area that respects the cultural heritage resources in that area. The designation is intended to serve as an area that directs for an appropriate mix of institutional and other non-residential land uses that are compatible with the surrounding lands to the west, and the employment area lands that are designated for traditional industrial uses to the south.

As per the policies of the Plan, **Policy 4.12.1.1** notes that the predominant use of the lands under this designation shall be for a mix of institutional office development, complemented by retail and commercial development that is compatible with the surrounding area. **Policy 4.12.1.2 a.** of the Plan states that **“community uses are permitted in accordance with Policy 4.1.1(9) of the Plan”**. **Policy 3.1.7** states that **“Community uses include public, private and not for profit institutions, facilities, and services that support the health, educational, recreational and socio-cultural needs of the City”**. In this regard, these uses include government facilities, public/private institutions, educational uses, places of worship, day nurseries, long term care facilities, arts and cultural facilities, and social services in accordance with **Policy 4.1.1(9)** of the Plan. Furthermore, **Policy 4.12.1.5** states that **“residential uses are not permitted in the Leslie Street Institutional Area, with the exception of residential uses that are accessory to long-term care facilities”**. This provides flexibility to long term care facilities that may operate on a continuum of care business model that requires some self-contained units for seniors who may in the future require specialized long term care. A long term care facility is defined as **“a facility that is licensed under**

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the Long Term Care Homes Act.” Furthermore, **Policy 4.12.1.4** states that **“development shall have a maximum building height of 10 storeys”**. In this regard, the proposed development of a licensed ten-story long term care facility with associated community uses conforms with the aforementioned policies of the **Leslie Street Institutional Area** designation.

The easterly portion of the site is designated **Natural Core** which supports fish, wildlife and forest management, conservation projects, flood and erosion control projects, essential infrastructure, low-intensity recreational uses, unserviced parks, and accessory uses. Additionally, a portion of these lands are 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. **Section 3.2.2.3** of the Plan prohibits development, site alteration and lot creation within hazardous lands such as floodplains, and requires the establishment of minimum buffers from hazardous lands. The applicant has provided adequate analysis to delineate the limits of the floodplain and a 10-metre buffer, which has been appropriately justified in accordance with **Section 3.2.2.3** of the Plan and to the satisfaction of the Toronto and Region Conservation Authority. **Section 3.2.2.3.8** of the Plan states that hazardous lands and buffers shall be dedicated to public agencies at minimal or no public expense through the development approval process, where appropriate. In this instance, the hazard lands and associated buffer area are to be conveyed to the City free and clear of all encumbrances to the City. In order to ensure that the hazard land and buffer are protected and not fragmented, the lands will be zoned as **Open Space (OS) Zone**.

Based on the foregoing, staff is of the opinion that the proposed development conforms with the applicable policies of the Official Plan, is considered appropriate, and is consistent with the principles and broader policy direction in the Plan.

Zoning By-law Amendment Application

The subject lands are currently zoned **High Performance Commercial Industrial Historic (MC-1(HIS)) Zone** under By-law 413-90, as amended (refer to Map 2). 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 seeking approval to rezone its landholding to a site-specific **Institutional (INST) Zone** and **Open Space (OS) Zone** under By-law 2325-68, as amended, to permit the long term care facility and associated community uses on the subject lands.

A number of site specific provisions have been proposed by the applicant under By-law 2325-68, as amended. The draft Zoning By-law Amendment is attached to this report as

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Appendix "C". The following table provides a summary of the requested site specific development standards:

Development Standard	Proposed Development, INST Zone under By-law 2325-68, as amended
Permitted uses	Long Term Care Facility, Life Lease Units, Adult Day Program, Commercial School, Clinic, Personal Service Shop, Pharmacy, Rehabilitation Centre, Research And Innovation, Restaurant, Seniors Community Centre, Seniors Day Program, Hospice, Child Care Centre, Social Services, Medical Laboratory, Office, Medical Office
Minimum Lot Frontage	39.22 metres (128.67 feet)
Minimum Lot Area	2,900 square metres (31,215.34 square feet)
Maximum Lot Coverage	60%
Minimum Front Yard Setback	4.17 metres (13.69 feet)
Minimum Rear Yard Setback	2.05 metres (6.74 feet)
Maximum Building Height	10 Storeys or 44.85 metres (147.14 feet)
Maximum FSI	4.94 FSI
Minimum Parking	<ul style="list-style-type: none"> • 0.37 spaces per Long Term Care bed • 0.4 spaces per Life Lease Unit • 5 spaces per 100 square metres (1076.39 square feet) for Seniors Community Centre • 3.2 spaces per 100 square metres (1076.39 square feet) for Medical Office and Clinics • 3.2 spaces per 100 square metres (1076.39 square feet) for Pharmacy • 5 spaces per 100 square metres for Medical Laboratory

Staff have undertaken a comprehensive review and analysis of the subject Zoning By-law amendment and are of the opinion that the amendment application is appropriate, conforms with the applicable policies of the Plan, and represents good planning. Staff will continue to work with the applicant to finalize the form of the amending by-law to be forwarded to Council for enactment at such time as the Site Plan application for the proposed development is at the final stages of approval.

Council and Public Comments:

As noted previously, comments from members of Council and the public were raised at the Council Public Meeting held on September 9, 2020, in consideration of the proposed development. A summary of the comments received and staff responses are outlined in the sections below.

Traffic and Parking

Concerns were raised with respect to the potential impacts of increased traffic and the appropriateness of the proposed parking. York Region and the City's Transportation

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staff have reviewed the studies submitted in support of the proposed development and have no objections as they relate to transportation-related matters. More specifically, the City's Transportation Section has advised that no adverse traffic impacts would be caused by the proposed development and that the proposed parking ratios are consistent with the applicable standards for this type of development applied elsewhere in the City.

Heritage

The lands currently support a two-storey building known as the Horner House which was constructed in 1909. Staff notes that the existing two-storey building was previously listed within the City's Inventory of Buildings of Architectural and Historical Importance. As part of the subject development proposal, the existing building is proposed to be demolished. On September 27, 2023, Council passed a motion to remove the building from the Heritage Register as the building did not possess sufficient value to merit designation under Part IV of the *Ontario Heritage Act* (Refer to Appendix "B"). As such, the existing two-storey building is no longer listed in the City's Inventory of Buildings of Architectural and Historical Importance.

Construction and Noise

Comments were raised with respect to the potential noise and dust as a result of the future construction and the impacts of the same on the existing residential buildings to the west. Through the Site Plan approval process, the applicant must submit a Construction Management Plan for review and approval. The Construction Management Plan shall include a variety of techniques for construction and dust control including, but not limited to, the installation of mud mats, assigning appropriate truck access points, ensuring that all existing sidewalks remain free, clear and passable at all times, construction schedule and hours in accordance with the City's Noise By-law, and construction site protection and details (i.e. hoarding, fencing, gate swing, etc.) in accordance with the Occupational Health and Safety Act.

Height and Massing

Concerns were raised with respect to the height and massing and the resulting incompatibility of the proposed built form with respect to adjacent and surrounding land uses. As noted previously, the maximum permitted height requirement for lands within the **Leslie Street Institutional Area** is ten-storeys. The proposed 10 storey long term care facility conforms with this height requirement as set out by the **Leslie Street Institutional Area** designation. Furthermore, the proposal meets the transition policies of the Plan for high-rise buildings through the articulation in the built form by way of steps backs and incorporates sufficient separation distances to not preclude any future development north and south of the lands.

Environmental Impact and Landscaping

Concerns have been identified regarding the potential environmental impacts on the key natural heritage features located east of the proposed development. As part of the supporting documents for the proposed development, an Environmental Impact Study

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(EIS) was required to identify and evaluate environmental features and constraints on and adjacent to the subject lands pursuant to the policies of the Plan. Both the TRCA and City staff have reviewed the EIS and are satisfied that the proposed development will not impact the key natural heritage features and natural hazards, and maintains adequate buffers to the features. As previously mentioned in other sections of this report, the key natural heritage features and the associated buffers are to be conveyed into public ownership which will be secured through a future Site Plan Agreement. The City has secured the ownership of natural heritage lands through the development approval process in other areas of the municipality.

In terms of landscaping, the proposed development contemplates on-site landscaped and amenity areas. The applicant has provided an arborist report that recommends tree protection measures for the existing trees and the removal of unhealthy trees. Additionally, as part of the Site Plan application, the applicant has provided detailed landscape plans, including restoration and planting plans that are under review by Park and Natural Heritage Planning staff. Staff will continue to work with the applicant on finalizing the landscape details prior to the execution of a Site Plan Agreement.

Recommendation:

Planning staff has undertaken a comprehensive review and evaluation of the subject Zoning By-law Amendment application and are in support of same, for the following principle reasons:

- the long term care facility and associated community uses as proposed are permitted uses within the **Leslie Street Institutional Area** policies applicable to the lands;
- the proposed development offers an appropriate mix and supply of institutional uses to meet the long term care needs of the surrounding community and provides greater housing options to accommodate seniors;
- the long term care facility will offer a secure and supportive living environment tailored to the needs of seniors requiring specialized care and supervision;
- the proposed development allows for the creation of in-demand services and addresses the demand for long term care facilities within York Region;
- the proposed development creates opportunities for economic growth, particularly in the healthcare sector, with the prospect of future employment for family physicians, nurses, dietitians, social workers, physiotherapists, and medical secretaries;
- the proposed development will be constructed with a compact built form in an area supported by full municipal services and existing transportation infrastructure, making it an efficient land use and intensifying underutilized land in the area;
- the proposed development has provided a site layout that achieves appropriate pedestrian connection and on-site circulation design;
- the lands are located along Leslie Street, a **Future Rapid Transit Corridor** where development is intended to be urban in form and designed to be compact, oriented to the street, pedestrian and cyclist-friendly, support rapid transit investments and accommodate an appropriate scale of development based on the assigned minimum

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density targets and local municipal intensification strategies. Additionally, the proposed development will take advantage of existing and planned public transit options along Leslie Street;

- the proposed **Institutional Area (INST) Zone** is appropriate for the proposed development. The portion of the lands which is to be rezoned to **Open Space (OS) Zone** is appropriate to recognize the limits of the hazard lands and required buffer and to restrict any development alteration therein. Furthermore, the lands shall be conveyed to the City as part of the Site Plan Approval process;
- the comments received from Council and members of the Public have been satisfactorily addressed; and,
- the applicant has satisfactorily addressed all City Department and external agency comments as they relate to the Zoning By-law Amendment application. The remaining technical matters will be required to be addressed as part of the Site Plan approval process to the satisfaction of the City and relevant external agencies.

On the basis of the preceding, it is recommended that the proposed Zoning By-law Amendment application be approved in principle.

City Department and External Agency Comments:

All City departments and external agencies have indicated no objections in principle to the Zoning By-law Amendment application and/or have provided comments that can be appropriately satisfied through future Consent applications, as outlined below.

Development Engineering Division

A Transportation Impact Study and a Parking Report have been submitted as part of the review of the applicant's Zoning By-law Amendment and Site Plan applications. Transportation Engineering staff has reviewed the material and concluded that the proposed development maintains acceptable conditions for the road network in the surrounding area. Technical comments with respect to functional servicing and hydrogeological requirements, among other matters, are required to be addressed by the applicant as part of the current Site Plan Application review and approval process.

Urban Design Section

The City's Urban Design Section has provided initial comments with respect to setbacks, built-form, massing, and articulation of the structure. The applicant has since provided a resubmission and has addressed these comments by providing greater setbacks on the north and south side elevations. Furthermore, the elevations have been revised to feature materials and a colour palette that articulates the façade by breaking down the building's perceived massing (Refer to Map 5 and 6).

Heritage Section

The City's Heritage Section has provided comments with respect to a heritage commemoration strategy being incorporated on the subject lands. As the lands contributed to the establishment of the Hamlet of Headford, the Heritage Section has requested that the applicant provide commemorative elements within the proposed

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development. In this regard, the applicant has identified the location of a heritage plaque on their Site Plan drawing (Refer to Map 4). Through the review of the Site Plan Application, the City's Heritage Section staff will continue to collaborate with the applicant in facilitating the design of the plaque and incorporating additional commemorative elements to ensure the proposal aligns seamlessly with the site's historical significance and heritage objectives.

Regional Municipality of York

The Region has provided comments on technical matters to be addressed as part of the related Site Plan application concerning property conveyance, traffic demand management, construction site management, water resources, and infrastructure assets management, among other matters.

Park and Natural Heritage Planning Section

Park and Natural Heritage Planning staff have advised that all environmental and hazard lands and their minimum vegetation protection zones/buffers will be required to be dedicated to the City. Matters to be further reviewed as part of the Site Plan application include restrictions regarding works within City-owned lands, erosion and sediment control measures, landscaping and restoration works, and tree protection, among other matters.

Toronto and Region Conservation Authority

The subject lands are located within the TRCA's Regulated Area and as such, a permit will be required from the TRCA with respect to any proposed works to occur within the regulation limit in accordance with Ontario Regulation 166/06. The TRCA has comments with respect to functional servicing, stormwater management matters and erosion and sediment control details to be addressed during the TRCA's permitting process.

Financial/Staffing/Other Implications:

The recommendations of this report do not have any financial, staffing or other implications.

Relationship to Council's Strategic Priorities 2020-2022:

The recommendations of this report are aligned with **Balancing Growth and Green** by recognizing the balance between economic development and environmental protection by supporting development for a long term care facility.

Climate Change Considerations:

The recommendations of this report are aligned with Council's climate change considerations in that the proposed development will utilize existing land and incorporating a more efficient use of land within a settlement area.

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Conclusion:

The applicants are seeking Council's approval of its Zoning By-law Amendment application to permit the construction of a long term care facility and associated community uses on its land holdings. Staff has completed a comprehensive review and evaluation of the applicant's development proposal and is of the opinion that the submitted application conforms with the overarching principles of the City's Official Plan, is appropriate in the context of the emerging vision for the area, and represents good planning. Staff will continue to work collaboratively with the applicant to address the technical matters outlined in this report as part of the Site Plan application and approval process. On the basis of the preceding, staff recommends that Council approve the subject Zoning By-law Amendment application in principle, in accordance with the conditions and direction outlined in this report.

Attachments:

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", Extract from Council Public Meeting C#35-20 held September 9, 2020
- Appendix "B", Extract from Council Meeting C#31-23 held September 27, 2023
- Appendix "C", Draft Zoning By-law
- Map 1, Aerial Photograph
- Map 2, Existing Zoning
- Map 3, Official Plan Designation
- Map 4, Proposed Site Plan
- Map 5, Proposed North and East Elevations
- Map 6, Proposed West and South Elevations
- Map 7, Proposed Rendering

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Report Approval Details

Document Title:	SRPBS.23.021 - Request for Approval - Zoning By-law Amendment Application - D02-20015.docx
Attachments:	<ul style="list-style-type: none">- Appendix A.docx- Appendix B.docx- Appendix C.docx- Map 1 - Aerial Photograph AODA.docx- Map 2 - Existing Zoning AODA.docx- Map 3 - Official Plan Designation AODA.docx- Map 4 - Proposed Site Plan AODA.docx- Map 5 - Proposed North and East Elevations AODA.docx- Map 6 - Proposed West and South Elevations AODA.docx- Map 7 - Proposed Rendering AODA.docx
Final Approval Date:	Oct 28, 2023

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

Gus Galanis - Oct 27, 2023 - 3:26 PM

Kelvin Kwan - Oct 27, 2023 - 3:35 PM

Darlene Joslin - Oct 28, 2023 - 9:10 AM