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REPORT FOR ACTION

150 Dunn Avenue Zoning Amendment (Part of a Larger Parcel of Land Including 74, 82, 130, 160, and 162 Dunn Avenue, 1-17 Close Avenue, and 74 and 78 Springhurst Avenue) – Final Report

Date: September 21, 2020

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward 4 - Parkdale-High Park

Planning Application Number: 19 112609 STE 04 OZ

SUMMARY

This application proposes to construct a 6-storey, 192-bed long-term care addition to the University Health Network's (UHN) existing four-storey Lakeside Long-term Care Centre at 150 Dunn Avenue, and secure the rental tenure of all existing rental dwelling units located at 74 and 82 Dunn Avenue, 1, 3, 5, 7, 9, 11, 13, 15 and 17 Close Avenue and 74 and 78 Springhurst Avenue.

The UHN owns the majority of properties in the block bounded by King Street West, Close Avenue, Dunn Avenue and Springhurst Avenue. The properties are developed with both institutional and house-form buildings, including the EW Bickle Centre for Complex Continuing Care, the existing Lakeside Long-term Care Centre, and the Sunflower House Child Care Centre fronting onto Dunn Avenue. UHN has indicated their intention to continue with institutional uses on these 130, 150, 160 and 162 Dunn Avenue properties for the foreseeable future. UHN has also indicated their intention to continue residential use on the house-form buildings fronting onto Close, Dunn and Springhurst Avenues.

The original Zoning By-law Application proposed an O-shaped addition to the long-term care facility, inclusive of one level of underground parking, and comprised the lands at 130, 150, 160 and 162 Dunn Avenue. The UHN has revised their application, now proposing a C-shaped building with a south-facing courtyard, and removal of the underground parking. The revised proposal represents a scale of development that is appropriate for the neighbourhood, fits in with the built form character of various building types and heights within the surrounding area, and serves to create much needed additional long-term care service in the city.

The revised proposal now includes all 17 properties within the block bounded by Dunn Avenue, Close Avenue, Springhurst Avenue, and King Street West. The revision of the application to include all UHN's properties is for the purpose of securing the rental tenure of all existing rental dwelling units contained within the buildings owned and operated by UHN in a Section 37 Agreement to be registered on title to the UHN lands. This proposal supports the City's objective of preserving affordable rental housing.

This report is related to a separate report being prepared by the Housing Secretariat that is scheduled to be submitted to the October 20th Planning and Housing Committee meeting, and then considered at the October meeting of City Council. The Housing Secretariat report will set out a proposed framework for a City / UHN partnership to protect the existing residential uses on the UHN lands, and create new supportive housing opportunities as part of a larger future redevelopment of the lands. The first phase of that work is proposed to be a visioning and master planning exercise of the UHN lands in consultation with the local Councillor and community.

The proposed Zoning By-law Amendment Application is consistent with the Provincial Policy Statement (2020) and conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019).

This report reviews and recommends approval of the application to amend the Zoning By-law.

RECOMMENDATIONS

The City Planning Division recommends that:

- 1. City Council amend former City of Toronto Zoning By-law 438-86, as amended for the lands at 74, 82, 130, 150, 160 and 162 Dunn Avenue, 74 and 78 Springhurst Avenue, and 1, 3, 5, 7, 9, 11, 13, 15 and 17 Close Avenue substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 5 to the report from the Director, Community Planning, Toronto and East York District dated September 21, 2020.
- 2. City Council amend City-Wide Zoning By-law 569-2013 for the lands at 74, 82, 130, 150, 160 and 162 Dunn Avenue, 74 and 78 Springhurst Avenue, and 1, 3, 5, 7, 9, 11, 13, 15 and 17 Close Avenue substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 6 to the report from the Director, Community Planning, Toronto and East York District dated September 21, 2020.
- 4. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendments as may be required.
- 5. Before introducing the Bills to City Council for enactment, City Council require the owner to enter into an Agreement pursuant to Section 37 of the Planning Act for the purpose of securing the following matters as a legal convenience to support the development, with no cost pass-through to the residents of the existing rental buildings,

all to the satisfaction of the Chief Planner and Executive Director, City Planning and the City Solicitor:

- a) The owner shall secure and maintain twelve existing affordable rental dwelling units collectively on the properties at 5, 7, 9, 11, 13 and 15 Close Avenue, 74 and 78 Springhurst Avenue and 74 and 82 Dunn Avenue as rental housing for a period of at least 49 years from the date that the Zoning By-law comes into full force and effect. The owner covenants and agrees that during the 49-year period, it shall not apply to convert any of the existing rental dwelling units to a non-residential purpose, demolish any of the existing rental dwelling units or register the existing affordable rental dwelling units under the Condominium Act, 1998, without replacing any such affordable rental dwelling units on the Lands;
- b) The owner acknowledges that it shall maintain the existing affordable rental dwelling units at 74 and 82 Dunn Avenue 5, 7, 9, 11, 13 and 15 Close Avenue, and 74 and 78 Springhurst Avenue and or any replacement units in accordance with the City's Property Standards By-law (Chapter 629 of the Toronto Municipal Code), all to the satisfaction of the Executive Director, Municipal Licensing and Standards Division;
- c) The owner acknowledges that it shall maintain the existing affordable rental dwelling units at 74 and 82 Dunn Avenue 5, 7, 9, 11, 13 and 15 Close Avenue, and 74 and 78 Springhurst Avenue or any replacement units in accordance with the Ontario Building Code, O Reg 332/12, all to the satisfaction of the Chief Building Official and Executive Director, Toronto Building Division;
- d) The owner agrees that if a planning application is submitted to the City to increase the existing residential permissions on any of the lands municipally known as 74 and 82 Dunn Avenue, 1, 3, 5, 7, 9, 11, 13, 15 and 17 Close Avenue, and 74 and 78 Springhurst Avenue, Council may, in its sole unfettered discretion, require the replacement of any of the existing affordable rental dwelling units proposed to be demolished and any rental dwelling units that have been demolished or deemed uninhabitable as of the date of the report supporting this by-law. For clarity, such rental dwelling units that have been demolished or deemed uninhabitable were previously located at 1, 3 and 17 Close Avenue;
- e) Prior to final Site Plan Approval for the addition to the long-term care facility, the owner shall provide a Construction Mitigation and Tenant Communication Strategy and, thereafter, the owner shall implement such strategy; and

f) Prior to issuance of any below grade permit, require the owner to submit a construction management plan to the satisfaction of the Manager, Transportation Services and the Director, Community Planning, Toronto and East York District, in consultation with the Ward Councillor, and thereafter shall implement the plan during the course of construction. The Construction Management Plan will include, but not be limited to, the size and location of construction staging areas, location and function of gates, information on concrete pouring, lighting details to ensure that safety lighting does not negatively impact adjacent residences, construction vehicle parking and queuing locations, refuse storage, site security, site supervisor contact information, a communication strategy with the surrounding community, and any other matters requested by the Manager, Transportation Services and the Director, Community Planning, Toronto and East York District, in consultation with the Ward Councillor.

FINANCIAL IMPACT

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

DECISION HISTORY

As noted above, this property received City Council approval in 2002 (Site-Specific By-law 525-2002) to permit the existing 4-storey Lakeside Long-term Care Centre hospital on the campus comprised also of the existing 3-storey Sunflower House Child Care Centre, and the 4-storey EW Bickle Centre for Complex Continuing Care. The UHN-owned residential properties at 9, 11, 13, 15, and 17 Close Avenue were also included in the 2002 approval to secure access for parking, loading and access to serve the adjacent properties at 130, 160 and 162 Dunn Avenue.

A pre-application community meeting was held by the applicant on December 12, 2018. The current application was submitted on February 6, 2019, and deemed complete on March 7, 2019.

A Preliminary Report on the application was adopted by Toronto and East York Community Council on April 24, 2019, authorizing staff to conduct a community consultation meeting with an expanded notification area. This City-led community consultation meeting was held on May 8, 2019 at the Parkdale Activity Recreation Centre.

Community consultation is summarized in the Comments section of this Report.

Site and Surrounding Area

The site is located approximately mid-block between King Street West to the north and Springhurst Avenue to the south, and is flanked by Dunn Avenue on the east and Close Avenue on the west. The site is comprised of the Sunflower House Child Care Centre fronting Dunn Avenue (160-162 Dunn Avenue), the existing Lakeside Long-term Care Centre abutting Close Avenue (150 Dunn Avenue), the EW Bickle Centre for Complex Continuing Care (130 Dunn Avenue), and residential properties at 74 and 82 Dunn Avenue 1, 3, 5, 7, 9, 11, 13, 15, and 17 Close Avenue, and 74 and 78 Springhurst Avenue located at the south end of the site. The remainder of the campus is made up of landscaped open space and surface parking.

The redevelopment portion of the lands, which does include the UHN-owned residential properties noted above, is rectangular in shape with approximately 321 metres of frontage along Dunn Avenue and an approximate depth of 101 metres between Dunn Avenue and Close Avenue. The total area of the redevelopment portion of the lands is approximately 30,441 square metres. Refer to Attachment No. 1: Application Data Sheet for project data.

North: To the north of the site is a residential district comprised of 3-storey detached and semi-detached houses fronting the west side of Dunn Avenue. Farther north is a 3-storey apartment building at the southwest corner of King Street West and Dunn Avenue, and the rear yards of a series of 3-storey detached houses fronting the south side of King Street West. North of the site, fronting the east side of Close Avenue, are two pairs of 3-storey semi-detached houses, followed by a 3-storey detached house, and another 3-storey detached house that fronts King Street West at the southeast corner of King Street West and Close Avenue.

South: Located immediately south of the of the health care facilities is a residential district comprised of UHN-owned residential properties including a vacant lot at 17 Close Avenue, a 3-storey detached house at 15 Close Avenue, a 3-storey semidetached house at 9, 11 and 13 Close Avenue, followed by two 3-storey semi-detached houses at 1 and 3, and 5 and 7 Close Avenue. A north-south laneway is located west of Dunn Avenue, followed by a pair of 3-storey semi-detached houses at 68 and 70 Springhurst Avenue, and three 3-storey detached houses at 74 (UHN-owned), 76, and 78 (UHN-owned) Springhurst Avenue to complete the block. Fronting the west side of Dunn Avenue, south of the redevelopment site, are a set of 3-storey row houses at 66, 68, and 70 Dunn Avenue, a pair of 3-storey semi-detached buildings at 72 and 74 (UHN-owned) Dunn Avenue, and four 3-storey detached houses at 76, 78, 80, and 82 (UHN-owned) Dunn Avenue. South of Springhurst Ave. is the CN rail cooridor, the westbound lanes of Lakeshore Boulevard and the Gardiner Express Way.

East: Located to the east, across Dunn Avenue, are 2-storey and 3-storey detached and semi-detached houses fronting the east side of Dunn Avenue, followed by an 11-storey apartment building located on the southeast side of King Street West and Dunn Avenue. Farther east of Dunn Avenue, the residential district continues.

West: To the west, across Close Avenue, is the 4-storey Queen Victoria Elementary school site and associated open space, followed by the Close Springhurst Parkette, and a 24-storey apartment building at the northwest corner of Springhurst Avenue and Close Avenue. Farther west are the rear yards of the apartment buildings fronting the east side of Jameson Avenue.

Proposal

The application proposes a 6-storey, 19.7 metre (22.9 metres to the top of the mechanical unit) addition to the existing 4-storey Lakeside Long-term Care Centre to add 192 new long-term care beds to the 128 long-term beds currently on-site. The addition is proposed to be located south of the existing long-term care building where the surface parking lot is currently located. In total, 185 surface parking spaces are proposed for the entire site.

The application proposes a "building zone" on the south side of the proposed C-shaped building to provide some flexibility in the zoning by-law to allow the building footprint to be slightly enlarged should Ministry of Health and Long-term Care standards change. This would allow the building footprint to be slightly expanded by enclosing the courtyard (as originally proposed) without the need to revisit the zoning for the site. The addition to the building is interior to the site and would not have any built form impacts on the adjacent neighbourhood. Should the applicant choose to build out to the full extent of the building zone, a revised Site Plan Control application would need to be submitted for review. Refer to Map 2 in Attachment No. 5: Draft Zoning By-law Amendment, City of Toronto Zoning By-law 438-86 and Diagram 3 in Attachment No. 6: Draft Zoning By-law Amendment, City-Wide Zoning By-law 569-2013.

The existing Lakeside Long-term Care Centre, the EW Bickle Centre, and the Sunflower House Child Care Centre comprise a total of 25,519 square metres of gross floor area. The proposed long-term care addition will add an additional 10,285 square metres of gross floor area for a total of 35,804 square metres of gross floor area, and a density of 1.18 times the area of the lot across the institutional campus.

The proposed building's massing is designed in a C-shaped manner accommodating an open south-facing courtyard space, and will share the existing building's main entrance located at the west side of the building. The addition is connected to the existing long-term care building at basement and ground floor levels at the building's west end near the main entrance.

The footprint of the proposed building is similar in size to that of the existing building and aligns similarly with the setbacks of the existing building from the eastern (Dunn Avenue) property line. The proposed building is setback an additional 3 metres farther from the west (Close Avenue) property line than the existing building. As such, the proposed building will be setback 42.4 metres from the eastern property line and 6.5 metres from the western property line, maintaining the open space and surface parking along the Dunn Avenue frontage.

The building setback from the western property line will accommodate a small surface parking lot for 12 vehicles accessed off of Close Avenue near the south end of the existing long-term care facility, and an expanded landscaped area along the Close Avenue frontage. The 60.3 metre separation distance from the south façade of the proposed addition and the north façade of the EW Bickle Centre will accommodate a drive aisle connecting Dunn Avenue to the east and Close Avenue to the west, two Type G loading spaces, and 100 surface parking spaces.

Refer to Attachment No. 1: Application Data Sheet, Attachment No. 7: Site Plan, and Attachment No. 8: Elevations

Reasons for Application

The proposed use conforms with the Official Plan's Institutional Areas designation policies. An Official Plan Amendment is, therefore, not required. An amendment to Site-Specific Zoning By-law 525-2002, which previously amended City of Toronto Zoning By-law 438-86 to permit the existing hospital and a long-term care facility, is required to exceed the maximum permitted height of 15 metres and the maximum permitted depth of 54 metres, and to reduce the minimum parking requirement.

APPLICATION BACKGROUND

Application Submission Requirements

The following reports/studies were submitted in support of the application:

- Architectural Plans
- Arborist Report
- Archaeological Assessment
- Civil and Utilities Plans
- Draft Zoning By-law Amendment
- Electrical Drawings
- Energy Efficiency Report
- Energy Modelling Report
- Geotechnical Study
- Hydrogeological Report
- Landscape and Lighting Plans
- Mechanical Drawings
- Parking Study
- Pedestrian Level Wind Study
- Planning Rationale
- Photometric and Lighting Plan
- Project Data Sheet
- Public Consultation Strategy
- Servicing Report
- Stormwater Management Report

- Survey
- Toronto Green Standard Checklist
- Transportation Impact Study
- Tree Preservation Plan
- Storm Sewer Inspection Report

These supporting submission materials can be found at: https://www.toronto.ca/city-government/planning-development/application-information-centre.

Agency Circulation Outcomes

The application, together with the applicable reports noted above, have been circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate zoning by-law standards.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have been given an opportunity to view the oral submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

POLICY CONSIDERATIONS

Planning Act

Section 2 of the Planning Act sets out matters of provincial interest, which City Council shall have regard to in carrying out its responsibilities, including: the orderly development of safe and healthy communities; the adequate provision of a full range of housing, including affordable housing; the appropriate location of growth and development; the supply, efficient use and conservation of energy and water; the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems; and the promotion of a built form that is well designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive, and vibrant.

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans, Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

The Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) (the "PPS") provides policy direction province-wide on land-use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;

Protection of the natural and built environment;

Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;

Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The provincial policy-led planning system recognizes and addresses the complex interrelationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the Planning Act, and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided to Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.6 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans".

PPS Policy 1.1.1 discusses healthy, liveable, and safe communities, stating they are sustained by: a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term; b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing, and housing for older persons).

Policy 1.5.1 of the PPS states that healthy, active communities should be promoted by: a) planning public streets, spaces, and facilities to be safe, meet the needs of pedestrians, foster social interaction, and facilitate active transportation and community connectivity; b) planning and providing for a full range and equitable distribution of publicly accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources.

Provincial Plans

Provincial Plans are intended to be read in their entirety, and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS, and shall conform to Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided to Council shall also be consistent with the PPS and conform to Provincial Plans.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2020) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan (2020), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act, all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform to the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided to Council shall also conform to the Growth Plan.

The Growth Plan (2020) states that people over the age of 60 are expected to comprise over twenty-five percent of the population by 2041, which will result in the need for more age-friendly development that can address their unique needs and circumstances. This will include a more appropriate range and mix of housing options, easier access to health care and other amenities, walkable built environments, and an age-friendly approach to community design that will meet the needs of people of all ages.

Growth Plan Policy 1.2.1 highlights the need to achieve communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime.

Toronto Official Plan

This application has been reviewed against the policies of the City of Toronto Official Plan. The City of Toronto Official Plan can be found here: https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/.

Chapter 3 - Building a Successful City

Section 3.1.1.1 - Public Realm

Section 3.1.1.1 Public Realm discusses the importance of the public realm stating that beautiful, comfortable, safe and accessible streets, parks, open spaces and public buildings are a key shared asset. These public spaces draw people together, creating strong social bonds at the neighbourhood level and create communities.

Public Realm Policy 3.1.1.1(d) ensures new development enhances the quality of the public realm.

Public Realm policy 3.1.1.14 discusses the importance of promoting pedestrian safety and security regarding streetscapes, parks, other public and private open spaces, and all new and renovated buildings.

Policy 3.1.1.19 states new parks and open spaces will be located and designed to: a) connect and extend, wherever possible, to existing parks, natural areas, and other open spaces such as school yards; b) provide a comfortable setting for community events as

well as individual use; c) provide appropriate space and layout for recreational needs, including forms of productive recreation.

Section 3.1.2 - Built Form

Section 3.1.2 of the Official Plan discusses built form, stating in policy 3.1.2.1 that, new development will be located and organized to fit with its existing and/or planned context.

Policy 3.1.2.3 states that new development will be massed and its exterior façade will be designed to fit harmoniously into its existing and/or planned context, and will limit its impact on neighbouring streets, parks, and open spaces by massing new buildings to frame adjacent streets and open spaces in a way that respects the existing and/or planned street proportion, creating appropriate transitions in scale to neighbouring existing and/or planned buildings, and adequately limiting any resulting shadowing of, and uncomfortable wind conditions on, neighbouring streets, properties, and open spaces.

Section 3.2.1 of the Official Plan contains the City's policies pertaining to the provision, preservation, and replacement of housing.

Policy 3.2.1.5 states that significant new development on sites that contain six (6) or more rental housing units, where the existing rental units will be maintained, will secure the rental tenure of the existing rental units which have affordable and mid-range rents.

Chapter 4 - Land Use Designations

Local community institutions such as schools, libraries, day nurseries, nursing homes, homes for the aged, places of worship and recreation centres are woven into communities throughout the City and permitted in most designations. However, the major health, post-secondary education and governmental institutional campuses are designated as Institutional Areas with applicable policies.

The redevelopment site, which makes up the majority of the UHN-owned lands in the immediate area, are designated Institutional Areas on Map 18 - Land Use Plan in the Toronto Official Plan. As noted above, Institutional Areas are made up of major educational, health and government uses. Long-term care facilities and hospitals are permitted uses within lands designated as Institutional Areas.

The residential properties owned by UHN located along Dunn, Close, and Springhurst Avenues are designated Neighbourhoods on Map-18 Land Use Plan in the Official Plan. Neighbourhoods contain a full range of residential uses within lower scale buildings, as well as parks, schools, local institutions and small-scale stores and shops serving the needs of area residents. Lower scale residential buildings in Toronto's Neighbourhoods consist of detached houses, semi-detached houses, duplexes, triplexes and various forms of townhouses as well as interspersed walk-up apartments with or without elevators that are four storeys or less.

While the UHN-owned Neighbourhoods-designated properties form part of the entire site, they, unlike the Institutional-designated properties, will not experience any physical

change resulting from this proposal to expand the long-term care facilities on-site. These residential properties are being included in the application for the sole purpose of securing rental tenure.

Zoning

The site is zoned R2 Z1.0 (Residential Two) and is subject to Site-Specific Zoning by-law 525-2002, which amended former City of Toronto Zoning By-law 438-86, permitting a nursing home, convalescent home or rest home, home for the aged, a day nursery, a public hospital, and uses accessory thereto on the lands municipally addressed as 130, 160 and 162 Dunn Avenue. The by-law specifies that any building, both existing and proposed, must not exceed 15 metres in height, and the proposed building must not exceed a depth of 54 metres. Site-specific by-law 525-2002 also requires a minimum of 200 parking spaces be provided for the nursing home, convalescent home or rest home, home for the aged, day nursery, and public hospital. See Attachment No. 4: Existing Zoning By-law Map.

Design Guidelines

Part III of the PPS under the section titled "Guidance Material" states that guidance material and technical criteria may be issued from time to time to assist planning authorities and decision-makers with implementing the policies of the Plan. Policy 5.2.5.6 of the Growth Plan (2020) indicates supporting documents, such as design guidelines, will direct the development of a high quality public realm and compact built form in achieving minimum intensification and density targets of the Plan. Policy 5.3.2.1 of the Official Plan states guidelines will be adopted to advance the vision, objectives, and policies of the Plan. Urban design guidelines specifically are intended to provide a more detailed framework for built form and public realm improvements in growth areas. The following design guidelines were used in the evaluation of this application. Avenues and Mid-rise Buildings Study and Performance Standards

City Council adopted the Avenues and Mid-rise Buildings Study and an addendum containing performance standards for mid-rise buildings. They identify a list of best practices and establish a set of performance standards for new mid-rise buildings. Key issues addressed include maximum allowable building heights, setbacks and step backs, sunlight and skyview, pedestrian realm conditions, transition to Neighbourhoods and Parks and Open Space Areas and corner sites. The link to the guidelines is here: https://www.toronto.ca/city-government/planning-development/official-planguidelines/design-guidelines/mid-rise-buildings/.

Site Plan Control

A Site Plan Control application is currently under review by various City divisions and external agencies.

Community Consultation

A pre-application community consultation meeting / open house was organized by UHN and held on December 12, 2018 to introduce the proposal to the community. City Staff

and the local Councillor were in attendance. Planning staff held a community consultation meeting on May 8, 2019, shortly after the application was received. Comments

Long-Term Care Act (2007)

Long-Term Care homes are regulated under the Long-Term Care Homes Act, 2007 and Ontario Regulation 79/10. These facilities must be licensed by the Ministry of Health and Long-Term Care (MOHLTC) to obtain initial approval. The MOHLTC also provides capital and operational funding which is distributed through the Local Health Integration Network (LHIN). Both the Province and the City of Toronto recognize the need for additional LTC beds to reduce existing wait list times, and respond to demand that is expected to increase over the coming years. In particular, a significant increase in the population of seniors is projected in the City of Toronto. Furthermore, there is considerable demand for long-term care facilities located within urban contexts to allow for seniors to continue to age within their communities.

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2020) and the Growth Plan (2020). The proposal has also been reviewed and evaluated against Policy 5.1 of the Growth Plan as described in the Issue Background section of the Report.

Staff have determined that the proposal is consistent with the PPS and conforms to the Growth Plan (2020) by providing a diversified housing structure offering a growing number of aging Torontonians options to age in their community, while receiving services to support quality of life.

Official Plan

This application has been reviewed against the policies in the Official Plan.

Land Use

The vision of the Official Plan is about creating an attractive and safe city that evokes pride, passion and a sense of belonging - a city where people of all ages and abilities can enjoy a good quality of life. Long-term care is a service essential to ensuring quality of life for an increasing number of Toronto's residents.

This application has been reviewed against the Official Plan policies described in the Issue Background Section of the Report, as well as the policies of the Toronto Official Plan as a whole. The proposed long-term care use is appropriate for the property's Institutional Areas designation. The proposal will improve upon the existing condition of a surface parking lot, expand and enhance the green space along the Close Avenue frontage, and most importantly, will provide additional long-term care options allowing residents of Toronto to age in their community.

Section 3.1.2 - Built Form

Section 3.1.2 of the Official Plan discusses built form, stating in policy 3.1.2.1 that, new development will be located and organized to fit with its existing and/or planned context. Policy 3.1.2.3 goes further to state that new development will be massed and its exterior façade will be designed to fit harmoniously into its existing and/or planned context, and will limit its impact on neighbouring streets, parks, and open spaces by massing new buildings to frame adjacent streets and open spaces in a way that respects the existing and/or planned street proportion, creating appropriate transitions in scale to neighbouring existing and / or planned buildings, and adequately limiting any resulting shadowing of, and uncomfortable wind conditions on, neighbouring streets, properties, and open spaces.

The proposed addition is situated on the site such that it is buffered by the existing 4-storey Lakeside Long-term Care Centre building at the north end of the property, and the surface parking lot and the 4-storey EW Bickle Centre at the site's south end. These existing buildings provide proper transitioning from the proposed 6-storey building to the lower-scaled residential buildings to the north and south of the redevelopment site. The proposed building therefore, adds no additional impact on properties located to the north and south.

The proposed building's setback from the east property line, at 42.4 metres, is consistent with that of the existing long-term care building, providing a substantial separation distance from the low-scaled properties fronting the east side of Dunn Avenue. The 6.5 metre setback from the west property line allows for an expanded and enhanced green space along the Close Avenue frontage, and in combination with the proposed building height at 6-storeys, serve to ensure an appropriate fit within the existing built form context along the west side of Close Avenue where the buildings range from 4-storeys to 24-storeys in height. There is also no additional impact on the properties located east and west resulting from this proposal. Built form impacts are discussed further below in the Density, Height, and Massing section of this report.

Housing Matters

Official Plan Policy 3.2.1.5 applies to this proposal, as it involves significant new development on a site that contains at least six existing rental housing units, all of which are owned and operated by the applicant, have affordable rents, and will be maintained as part of the proposed development.

As of the date of application, the nine residential properties at 74 and 82 Dunn Avenue, 5, 7, 9, 11, and 13 Close Avenue, and 74 and 78 Springhurst Avenue contain a total of twelve rental dwelling units. According to the documentation provided by the applicant, all twelve rental dwelling units are occupied by tenants, and have monthly rents that fall within the Official Plan's affordable rent category. The applicant also owns three additional residential properties which were last used for residential rental purposes at 1, 3 and 17 Close Avenue. As of the date of the application, the residential property at 17 Close Avenue was vacant and, according to the applicant, the residential buildings at 1 and 3 Close Avenue are uninhabitable. UHN has indicated their intention to continue and maintain the institutional uses on their 130, 150, 160 and 162 Dunn Avenue properties.

The application has been revised to include all of UHN's residential properties for the purpose of:

- securing and maintaining all twelve existing affordable rental dwelling units at 74 and 82 Dunn Avenue, 5, 7, 9, 11 and 13 Close Avenue, and 74 and 78 Springhurst Avenue for at least 49 years from the date that the Zoning By-law Amendment comes into full force and effect; and
- replacing within any future residential development on the site all rental dwellings that have been previously demolished or deemed uninhabitable.

The applicant has also willingly agreed to replace, within any future residential development on the site, all rental dwelling units that have been previously demolished or deemed uninhabitable. The applicant has also agreed to develop a construction mitigation plan and tenant communications strategy so that all existing tenants experience limited impact from the proposed development. These conditions will all be secured in a Section 37 Agreement to be registered on UHN's lands.

Staff are satisfied that the rental housing matters address the City Official Plan rental housing policies to preserve and protect affordable housing across the City.

Chapter 4- Land Use Designations

Local community institutions such as schools, libraries, day nurseries, nursing homes, homes for the aged, places of worship, and recreation centres are woven into communities throughout the City and permitted in most designations. However, the major health, post-secondary education and governmental institutional campuses are designated as Institutional Areas with applicable policies.

The subject lands are designated Institutional Areas on Map 18 - Land Use Plan in the Toronto Official Plan. As noted above, Institutional Areas, as discussed in Chapter 4 of the Official Plan, are made up of major educational, health and government uses. Long-term care facilities and hospitals are permitted uses within lands designated as Institutional Areas.

The population of people aged 65 and over is expected to double in Ontario in the next 20 years, and there is currently a 200-day wait time for seniors to receive long-term care services in Toronto. As Toronto's population grows, there will continue to be a growing demand for the expansion of services provided by long-term care facilities. The planning for this increasing demand is paramount.

Density, Height, and Massing

Considering the scale of the proposed building, and its close proximity to surrounding Neighbourhoods to the north, south, east and west, Planning staff considered it appropriate to evaluate the built form using Official Plan policies and the Avenues and Mid-rise design guidelines described in the Issue Background Section of the Report. A key objective throughout the review process was to ensure an appropriate scale of

development respectful of the existing built form context, while providing an opportunity to expand long-term care services in the City.

Although this application is not proposing a mixed-use development, nor is the site located on a street identified as an Avenue in the Official Plan, City Planning staff applied the Avenues and Mid-rise Buildings Performance Standards design guidelines in the review of this application to mitigate any negative impact on the surrounding neighbourhood, and ensure a proper fit within, and transition to, the low-scaled surrounding residential districts.

The 6-storey addition, as proposed to be situated on site, fits in well with, and transitions appropriately to, the predominantly low-scaled surrounding Neighbourhoods-designated residential areas located to the east, and the varying building types and associated heights and open space located west of the site. The 4-storey long-term care building, the 4-storey EW Bickle Centre, and the 3-storey Sunflower House Child Care Centre existing at the north, south, and east limits of the redevelopment site, in combination with the substantial setback from the eastern property line, provide proper transitioning from the 6-storey building. Given the existing and the planned context for the subject property and the surrounding area, the proposed density, height, and massing is appropriate.

Sun, Shadow, Wind

Although not typically required of buildings 6-storeys or less in height, the applicant submitted sun/shadow studies for March, June, September, and December in support of the application to ensure limited impact of the proposal on the surrounding residential districts and the public realm. The shadow studies conclude that shadowing on the front yards of the residential buildings directly across the street on the east side of Dunn Avenue will occur at 5:18 pm in March and September as a result of the proposed building. Additional shadowing will occur on Dunn Avenue's west sidewalk adjacent the site at 6:18 pm in June. Otherwise, there will be no additional negative impact resulting from the 6-storey long-term care facility addition.

The building's height, massing, and articulation have been designed in a manner to limit its impact on the surrounding area. City Planning staff have reviewed the submitted shadow studies, and conclude that any additional shadowing on the surrounding residential districts resulting from the long-term care addition is minimal.

Traffic Impact, Access, Parking

The application proposes to maintain the existing two-way access point from Dunn Avenue leading to 100 surface parking spaces and two Type G loading spaces associated with the long-term care facility. These are located south of the proposed addition. The drive aisle continues beyond the parking lot and exits off of Close Avenue. A two-way driveway off of Close Avenue, located north of the existing exit-only Close Avenue access has been introduced in this proposal to accommodate 12 new surface parking spaces.

In addition to the new and reconfigured parking supply discussed above, the application proposes to maintain the existing 50 surface parking spaces associated with the EW Bickle Centre, and the 30 surface parking spaces associated with the Sunflower House Child Care Centre. A total of 15 short-term bicycle spaces are proposed to be located adjacent the eastern façade of the existing long-term care facility. Transportation Services staff have reviewed the plans, the Traffic Impact Report, and the parking supply submitted in support of the application, and have not identified any potential traffic concerns with the proposed long-term care facility addition, and, as such, have deemed the plans acceptable.

Streetscape and Open Space

The majority of the large landscaped open space along the Dunn Avenue frontage that is enjoyed by both users of the on-site health care services and residents of the surrounding neighbourhood will be maintained. A sliver of this landscaped open space will be removed to accommodate the east wing of the proposed long-term care addition, and the reconfigured drive aisle connecting the site from Dunn Avenue to the east and Close Avenue to the west.

The setback of the reconfigured surface parking from the site's western property line has been increased to align with the western facade of the proposed long-term care addition, providing for an expanded and enhanced open space along the Close Avenue frontage, and meeting the intent of the Public Realm policies found in Section 3.1.1.1 of the Official Plan. Details regarding the design of this space will be further reviewed and secured through the ongoing Site Plan Approval process.

Servicing

Engineering and Construction Services have reviewed the application and have determined the existing municipal infrastructure can support the proposed development without the need for external upgrades or retrofits.

City / UHN Partnership Initiative

As noted earlier, this report is linked to a housing strategy report to be submitted by the Housing Secretariat and considered by the Planning and Housing Committee at their October 20, 2020 meeting and later considered at the October meeting of City Council in tandem with this report. The housing strategy report will set out the proposed framework for a joint City of Toronto / UHN partnership to protect the residential uses on site plus create new supportive housing opportunities as part of a larger future redevelopment of the site. Additionally, that report will provide a work plan for a visioning and master planning exercise as the first phase for the future redevelopment, inclusive of all of the UHN-owned lands located in the Parkdale neighbourhood. The visioning and master plan exercise will be undertaken by the Housing Secretariat and City Planning staff, in consultation with the local Councillor and residents.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees by-law) and III (Private Tree by-law). The

application proposes to remove City-owned trees to facilitate the development and replant trees on City property and trees on private property.

The Arborist Report submitted in support of the application identified 27 City-owned trees and 31 privately-owned trees on or near the site. The application proposes to remove / injure 6 of the City-owned trees and 12 of the privately-owned trees to accommodate the long-term care addition. Urban Forestry does not support the proposed removal of 3 of the City-owned trees. Staff will continue to work with the applicant through the Site Plan Approval process to protect and maintain as many of the trees proposed to be injured / destroyed as possible.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant is required to meet Tier 1 of the TGS. Performance measures for the Tier 1 development features regarding automobile infrastructure and cycling infrastructure have been met, and will be secured through the Zoning By-law Amendment process and the Site Plan Approval process. Opportunities to achieve Tier 2 or higher will be investigated through the site plan approval process.

Community Feedback

Planning staff have compiled feedback from residents from community meetings, the City's Application Information Centre, and direct phone and e-mail correspondence. Many people voiced their appreciation for the proposal, commenting on the need for such services in the City. Others spoke of the current situation, stating that those in need of such services are forced to move outside of their community to avoid the longer wait times in Toronto, making it difficult for friends and relatives to visit, and fostering feelings of isolation.

The concerns of nearby residents focused primarily on the potential traffic impacts on the neighbouring streets resulting from the operations of the proposed long-term care facility, and a potential increase in demand for on-street parking. The UHN will consider alternating shift start times for staff of the existing hospital, the existing long-term care facility, and the future staff of the long-term care facility as a means of addressing concerns regarding parking impacts.

Residents living in the UHN-owned residential homes expressed concern regarding the poor condition of some of the units, and concern they may lose their housing as a result of this redevelopment or any potential future redevelopment. The UHN has worked with City staff to address the tenants concerns by voluntarily entering into a Section 37

Agreement with the City securing the maintenance of the existing UHN-owned affordable rental housing.

Section 37

The Official Plan contains policies pertaining to the provision of community benefits in exchange for increases in height and/or density pursuant to Section 37 of the Planning Act. While the proposed development exceeds the height and density limits of Sitespecific Zoning By-law 525-2002, the application is consistent with the objectives and policies of the Official Plan, and thus constitutes good planning.

UHN has voluntarily agreed to a Section 37 Agreement, as a legal convenience, which will be used for the following:

- The owner shall secure and maintain twelve existing affordable rental dwelling units collectively on the properties at 5, 7, 9, 11, 13 and 15 Close Avenue, 74 and 78 Springhurst Avenue and 74 and 82 Dunn Avenue as rental housing for a period of at least 49 years from the date that the Zoning By-law comes into full force and effect. The owner covenants and agrees that during the 49-year period, it shall not apply to convert any of the existing rental dwelling units to a non-residential purpose, demolish any of the existing rental dwelling units or register the existing affordable rental dwelling units under the Condominium Act, 1998, without replacing any such affordable rental dwelling units on the Lands;
- The owner acknowledges that it shall maintain the existing affordable rental dwelling units at 74 and 82 Dunn Avenue 5, 7, 9, 11, 13 and 15 Close Avenue, and 74 and 78 Springhurst Avenue and or any replacement units in accordance with the City's Property Standards By-law (Chapter 629 of the Toronto Municipal Code), all to the satisfaction of the Executive Director, Municipal Licensing and Standards Division;
- The owner acknowledges that it shall maintain the existing affordable rental dwelling units at 74 and 82 Dunn Avenue 5, 7, 9, 11, 13 and 15 Close Avenue, and 74 and 78 Springhurst Avenue or any replacement units in accordance with the Ontario Building Code, O Reg 332/12, all to the satisfaction of the Chief Building Official and Executive Director, Toronto Building Division;
- The owner agrees that if a planning application is submitted to the City to increase the existing residential permissions on any of the lands municipally known as 74 and 82 Dunn Avenue, 1, 3, 5, 7, 9, 11, 13, 15 and 17 Close Avenue, and 74 and 78 Springhurst Avenue, Council may, in its sole unfettered discretion, require the replacement of any of the existing affordable rental dwelling units proposed to be demolished and any rental dwelling units that have been demolished or deemed uninhabitable as of the date of the report supporting this by-law. For clarity, such rental dwelling units that have been demolished or deemed uninhabitable were previously located at 1, 3 and 17 Close Avenue;
- Prior to final Site Plan Approval for the addition to the long-term care facility, the owner shall provide a Construction Mitigation and Tenant Communication Strategy and, thereafter, the owner shall implement such strategy;

• Prior to issuance of any below grade permit, require the owner to submit a construction management plan to the satisfaction of the Manager, Transportation Services and the Director, Community Planning, Toronto and East York District, in consultation with the Ward Councillor, and thereafter shall implement the plan during the course of construction. The Construction Management Plan will include, but not be limited to, the size and location of construction staging areas, location and function of gates, information on concrete pouring, lighting details to ensure that safety lighting does not negatively impact adjacent residences, construction vehicle parking and queuing locations, refuse storage, site security, site supervisor contact information, a communication strategy with the surrounding community, and any other matters requested by the Manager, Transportation Services and the Director, Community Planning, Toronto and East York District, in consultation with the Ward Councillor.

Conclusion

The proposal has been reviewed against the policies of the Provincial Policy Statement (2020), the Growth Plan (2020), and the Toronto Official Plan. Staff are of the opinion that the proposal is consistent with the PPS (2020), and does not conflict with the Growth Plan (2020). The additional 192 long-term beds will help to satisfy the demand for long-term care in the City, offering Torontonian's much needed access to continuous care, and the option to age within their community.

In an effort to preserve and maintain affordable housing in the immediate Parkdale neighbourhood, the UHN has agreed to voluntarily enter into a Section 37 Agreement with the City to secure and maintain all twelve existing affordable rental units for at least 49 years from the date that the Zoning By-law Amendment comes into full force and effect. The UHN has also willingly agreed to replace, within any future residential development on the site, all rental dwelling units that have been previously demolished or deemed uninhabitable.

The UHN has also agreed to develop a construction mitigation plan and tenant communications strategy so that all existing tenants experience limited impact from the proposed development. Staff are satisfied that the revised application and commitment to voluntarily enter into a Section 37 Agreement to secure the above rental housing matters adequately addresses the City's Official Plan rental housing policies, and need to preserve and protect affordable rental housing in the city.

Staff recommend that Council support approval of the Zoning By-law Amendment application.

CONTACT

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SIGNATURE

Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA Director, Community Planning, Toronto and East York District

ATTACHMENTS

City of Toronto Data/Drawings

Attachment 1: Application Data Sheet

Attachment 2: Location Map

Attachment 3: Official Plan Land Use Map Attachment 4: Existing Zoning By-law Map

Attachment 5: Draft Zoning By-law Amendment, City of Toronto Zoning By-law 438-86 Attachment 6: Draft Zoning By-law Amendment, City-Wide Zoning By-law 569-2013

Applicant Submitted Drawings

Attachment 7: Site Plan

Attachment 8: North Elevation Attachment 9: South Elevation Attachment 10: East Elevation Attachment 11: West Elevation Attachment 1: Application Data Sheet

Municipal Address: 160 DUNN AVE Date Received: February 6, 2019

Application Number: 19 112609 STE 04 OZ

Application Type: Rezoning

Project Description: Proposed Zoning By-law Amendment to permit 6-storey addition

to the existing Lakeside Long-term care facility at 150 Dunn Avenue, with approximately 11,736 square metres of gross floor area and 192 new long-term care beds. These new beds will be jointly operated alongside the existing 128 beds at Lakeside LTC, bringing the total number of long-term care beds on-site to

320.

Applicant Agent Architect Owner BOUSFIELDS EMMA WEST MONTGOMERY QUEEN

SISAM ELIZABETH ARCHITECTS HOSPITAL

EXISTING PLANNING CONTROLS

Official Plan Designation: Institutional Site Specific Provision:

Areas 525-2002

Zoning: R2 Z1.0 Heritage Designation:

N/A

Height Limit (m): 10 Site Plan Control Area:

YES

PROJECT INFORMATION

Site Area (sq m): 30,441 Frontage (m): 321 Depth (m): 101

Building Data Existing Retained Proposed Total Ground Floor Area (sq m): 6,035 6,035 1,690 7,725 Residential GFA (sq m): Non-Residential GFA (sq m): 25,519 25,519 10,285 35,804 Total GFA (sq m): 25,519 25,519 10,285 35,804 4 4 6 6 Height - Storeys: 20 14 14 20 Height - Metres:

Lot Coverage Ratio 25.38 Floor Space Index: 1.18

(%):

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Residential GFA:

Retail GFA:

Office GFA:

Industrial GFA:

Institutional/Other GFA: 34,985 819

Residential Units

by Tenure Existing Retained Proposed Total

Rental:

Freehold:

Condominium:

Other:

Total Units:

Total Residential Units by Size

Rooms Bachelor 1 Bedroom 2 Bedroom 3+ Bedroom

Retained:

Proposed:

Total Units:

Parking and Loading

Parking 10

Spaces: 185 Bicycle Parking Spaces: 15 Loading Docks: 6

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Attachment 2: Location Map MAYNARD AVENUE KING STREET WEST JAMESON AVENUE SPENCER AVENUE COWAN AVENUE **CLOSE AVENUE** LAKE SHORE BOULEVARD WEST SPRINGHURST AVENUE Location of Application 09/18/2020

Attachment 3: Official Plan Land Use Map





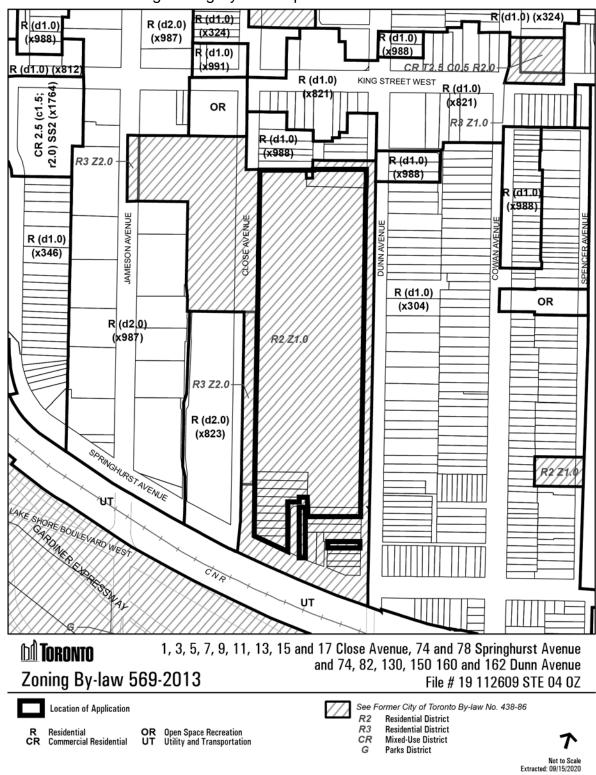
1, 3, 5, 7, 9, 11, 13, 15 and 17 Close Avenue, 74 and 78 Springhurst Avenue and 74, 82, 130, 150, 160 and 162 Dunn Avenue

Official Plan Land Use Map #18

File # 19 112609 STE 04 0Z



Attachment 4: Existing Zoning By-law Map

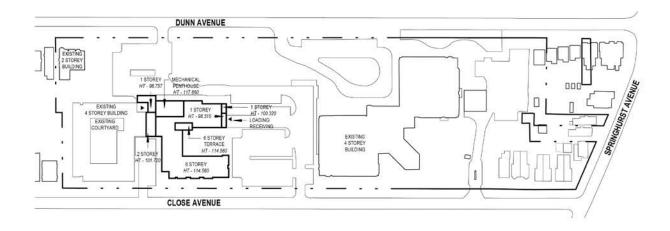


Attachment 5: Draft Zoning By-law Amendment, City of Toronto Zoning By-law 438-86

To be available at the October 15, 2020 Toronto and East York Community Council meeting.

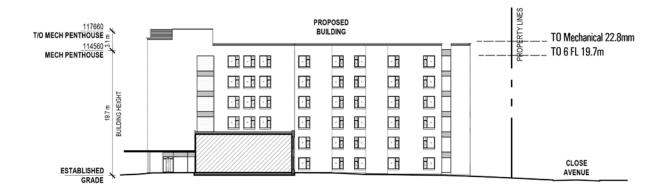
Attachment 6: Draft Zoning By-law Amendment, City-Wide Zoning By-law 569-2013

To be available at the October 15, 2020 Toronto and East York Community Council meeting.

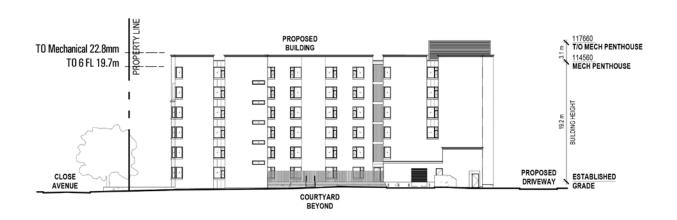


Site Plan

Attachment 8: North Elevation



North Elevation



South Elevation



East Elevation



West Elevation