

4610 Finch Avenue East – Zoning By-law Amendment Application – Decision Report – Approval

Date: June 18, 2025

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Ward: 23 - Scarborough North

Planning Application Number: 24 170605 ESC 23 OZ

SUMMARY

This Report recommends approval of the application to amend the Zoning By-law to permit a 13-storey (52.7 metres, excluding the mechanical penthouse) building containing a 378 bed long-term care facility, an ambulance depot, medical offices and other ancillary uses at 4610 Finch Avenue East. The building would result in a total gross floor area of 40,020 square metres. Vehicular parking will be contained in the second and third level of the building.

The proposed development is consistent with the Provincial Planning Statement (2024) and conforms to the City's Official Plan. This proposal responds to the urgent need for long-term care services in the City of Toronto by providing the proposed uses in an appropriately scaled development activating an underutilized City-owned site.

RECOMMENDATIONS

The Director, Community Planning, Scarborough District recommends that:

1. City Council amend City of Toronto Zoning By-law 569-2013 for the lands municipally known as 4610 Finch Avenue East substantially in accordance with the draft Zoning By-law Amendment included as Attachment 5 to this Report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

FINANCIAL IMPACT

The Development Review 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

On July 7, 2021, City Council adopted the recommendations of the report prepared by CreateTO and in consultation with Senior Services and Long-Term Care Division (SSLTC), to endorse the proposal to build a long-term care facility at the City-owned site at 4610 Finch Avenue East. The decision document can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2021.RA23.1>

THE SITE AND SURROUNDING LANDS

Description

The subject site is 6,641.5 square metres in area and was once occupied by a one-storey institutional building and associated at-grade parking lot. The site was formerly occupied by the Toronto Police Service until 2016 at which point it was declared surplus and subsequently used by the Toronto Paramedic Services until 2023. The building was demolished in 2023. See Attachment 2 for the Location Map.

CreateTO Feasibility Study

When the site was declared surplus by the Toronto Police Service, CreateTO and SSLTC (Seniors Services and Long-Term Care) proceeded to complete a feasibility study of the site for a long-term care facility to deliver long-term care beds. Key components of site selection were: the ability to maintain a geographic distribution of beds across the city; proximity of the site to Brimley Woods Park; and readiness of the site. These were seen as desirable benefits to locating a long-term care facility at the subject location.

Surrounding Uses

North: City-owned lands containing Toronto Fire Station 242 and Brimley Woods.

South: A low-rise residential neighbourhood backing onto Finch Avenue East.

East: A private high school, and currently subject to site plan approval application to expand the school with a multistorey residence building (File No. 19 262864 ESC 23 SA).

West: Across Brimley Road and gas station and further beyond low-scale residential development.

THE APPLICATION

Description

The application proposes to amend the Zoning By-law to permit a 13-storey (52.7 metres, excluding the mechanical penthouse) building containing a 378-bed long-term care facility, along with an ambulance depot, medical offices, and other ancillary uses.

Density

The proposal would result in a density of 6.03 times the area of the lot.

Land Uses

The proposal includes 378 long-term care beds and 1,730 square metres of non-residential space that will include office space, an ambulance depot, daytime recreational program space, and medical office space, which may include a dental office. These ancillary office and recreational spaces are available to the residents of the facility and their families and has the potential to host day programs for older adults who live in the community.

Amenity Space

The proposal includes a total of 1,095 square metres of indoor amenity space and 1,007 square metres of outdoor amenity space at grade and on terraces for the residents and staff of the long-term care facility.

Access, Parking and Loading

The proposal includes a total of 100 vehicular parking spaces, including 25 electric vehicle parking spaces, provided at grade for staff, and on the second and third storeys for long-term care residents and visitors. A total of three ambulance bay parking spaces are proposed at grade. A total of three loading spaces are proposed on the east side of the building at grade. Vehicular access to and from the site is proposed from Brimley Road and a one way exit from the subject property on Finch Avenue East.

A total of 24 bicycle parking spaces are proposed, consisting of 14 short term and 10 long term spaces on site.

Additional Information

See the attachments of this Report for the Application Data Sheet, Location Map, site plan, elevations, and 3D massing views of the proposal. Detailed project information including all plans and reports submitted as part of the application can be found on the City's Application Information Centre at: www.toronto.ca/4610FinchAveE

Reasons for Application

The proposal requires an amendment to the Zoning By-law 569-2013 to vary performance standards, including the maximum building height, maximum density, minimum setbacks, maximum projections and encroachments, and vehicular and bicycle parking requirements, among other standards.

APPLICATION BACKGROUND

A pre-application consultation (PAC) meeting was held on January 25, 2024.

The current application was submitted on November 19, 2024 and deemed complete on December 17, 2024, satisfying the City's minimum application requirements. The reports and studies submitted in support of this application are available on the Application Information Centre www.toronto.ca/4610FinchAveE.

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 amendments, including associated conditions of approval.

POLICY & REGULATION CONSIDERATIONS

Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Planning Statement (2024), and shall conform to provincial plans, including the Greenbelt Plan (2017), and others.

Official Plan

The Official Plan designates the site as *Institutional Areas*. See Attachment 3 of this Report for the Land Use Map. The Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making.

Zoning

The subject site is zoned Institutional under Zoning By-law 569-2013. The Institutional zoning category permits such uses as, but not limited to, Community Centre, Hospice Care Home, Retirement Home, Private Schools, Personal Service Shop, Place of Worship, Residential Care Home, and Retail Store. See Attachment 4 of this Report for the existing Zoning By-law Map.

Design Guidelines

The following design guidelines have been used in the evaluation of this application:

- Mid-Rise Building Performance Standards
- Long-Term Care Home Design Manual 2015
- Toronto Green Standard v.4 (2022)
- Streetscape Manual User Guide (2019)
- Complete Street Guidelines
- Bird Friendly Best Practices Glass (2016)
- Toronto Accessibility Design Guidelines

Toronto Green Standard

The Toronto Green Standard (TGS) is a set of performance measures for green development. Applications for Zoning By-law Amendments and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the TGS. Tiers 2 and above are voluntary, higher levels of performance with financial incentives (partial development charges refund). Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement.

PUBLIC ENGAGEMENT

Community Consultation

On February 13, 2025, a virtual community consultation meeting took place. A total of 12 persons attended the meeting, along with the Development Review staff, and the Ward Councillor. Questions that were raised during the meeting were:

- Shadow impacts on the adjacent lands;
- The need for environmental assessments given the site's proximity to Brimley Woods; and
- If any 'climate friendly' initiatives would be implemented.

In response to the questions raised, staff indicated the following during the meeting:

- Shadow impacts resulting from the proposed mid-rise building will be minimal.
- Technical studies to address and mitigate impacts to natural heritage features was not required as the subject property is not adjacent to Brimley Woods to the north. There is an intervening property containing a fire station as described above.
- The proposal will be compliant with the Toronto Green Standards Version 4.

The issues raised through the community consultation process have been considered through the review of the application and commented on as necessary in the body of this Report.

Statutory Public Meeting Comments

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

COMMENTS

Provincial Planning Statement and Provincial Plans

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the *Planning Act*. Staff has reviewed the current proposal for consistency with the PPS (2024). Staff find the proposal consistent with the PPS (2024).

Official Plan Policies and Design Guidelines

This application has been reviewed against the Official Plan policies, and design guidelines described in the Policy and Regulation Considerations Section of this Report.

Land Use

The subject property is designated *Institutional Areas* at the corner of two major streets. *Institutional Areas* are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities, including the full range of housing associated with a health institution.

Section 3.5.1 of the Official Plan promotes providing locations for the retail commercial and institutional sectors to meet the needs of our City and Region's growing population and retaining current institutional lands for future expansion to serve a growing and ageing population within the Greater Toronto Area.

Section 4.8 indicates when *Institutional Areas* or the sites of major government, health care or educational institutions are declared to be surplus, the owner is encouraged to investigate the possible use of the site for an alternative suitable public institutional purpose.

While currently vacant, the subject property was previously used as an ambulance depot for the City's Emergency Services and prior to that the Toronto Police Services. The proposed long-term care facility and ancillary uses would allow the subject property to continue as an institutional use.

The proposed development is consistent with the planned context for the subject property and the surrounding area and can be supported by staff. The proposal

represents an appropriate intensification of the subject property in accordance with the relevant policies and guidelines.

Density, Height, Massing

The proposed 13-storey building height and massing contextually fits within the area, while meeting the Ministry's design criteria for long term homes to the benefit of residents and those participating in specialized day programming. The proposed building mass provides an appropriate transition in scale to the 1-storey fire station and Brimley Woods to the north, and the 3-storey private school and the approved 10-storey student residence to the east.

The parking garage is incorporated as part of the building massing from the first to third storeys. An attractive building facade is proposed that will be visible from the public realm along the adjacent streets which will be supported by an active frontage at grade.

The proposed building is sited close to the corner of two major streets and frames the resulting public realm with good street proportion and ensures access to direct sunlight in accordance to relevant Official Plan policies.

Through the Site Plan Approval process, opportunities will be explored for improvements to the proposed active uses, particularly along the Finch Avenue East frontage.

Public Realm

The current streetscape condition along this portion of Finch Avenue East Road consists of a sidewalk and a TTC bus stop. The sidewalk is proposed to be widened along Brimley Road and Finch Avenue East to a minimum of 2.1 metres. Additional tree plantings and landscaped areas are proposed within the right-of-way along both boundaries of the subject property.

Staff consider this proposal as an improvement to the overall streetscape and public realm along Brimley Road and Finch Avenue East. Opportunities will be explored for additional improvements to the public realm such as increased landscaped areas, furniture and additional tree planting through the Site Plan Approval process.

Shadow Impact

This application has been reviewed against the Official Plan policies and design guidelines described in the Issue Background Section of the Report. The Sun/Shadow Study submitted by the applicant indicates that the resulting conditions from the proposal will meet accepted standards and not unduly impact adjacent streets and open spaces.

Servicing

A Functional Servicing and Stormwater Management Report prepared by Walterfedy dated June 3, 2025 was submitted to the City for review and consideration.

Sanitary servicing for the subject property will be provided at the south-west end of the proposed development and water service provided from the existing 300 mm watermain that runs along Brimley Road and Finch Avenue East.

To meet City of Toronto stormwater management requirements and Toronto Green Standard V4, the subject property is required to retain a minimum of 34 cubic metres of water. This has been proposed through an infiltration gallery located at the southeast corner. Stormwater quality control is provided through a treatment train approach that will control proposed flows to the 2-year pre-development flow rate (at a runoff coefficient of 0.50) of 0.098 cubic metres/ second.

Engineering Review staff have reviewed the submitted documentation in support of this application and have no concerns.

If any additional stormwater management and / or servicing issues arise they will be resolved at the Site Plan Approval process.

Traffic Impact

Finch Avenue is a major street that provides core connectivity in east/west directions between many neighbourhoods in the City.

The intersection of Finch Avenue East and Brimley Road is signalized, and the Transportation Impact Study prepared by LEA Consulting dated June 2024 indicates acceptable levels of service during each peak hour under existing and future conditions. All unsignalized intersections in the immediate area indicate acceptable levels of service during each peak hour under existing and future conditions.

The proposed development is expected to generate 43 and 58 two-way long-term care vehicle trips and 8 and 10 two-way dental office use vehicle trips during the weekday peak hours, respectively.

The subject site is located in an area well-served by the Toronto Transit Commission (TTC) transit network and there is a stop located at the corner of Finch Avenue East and Brimley Road.

Several Transportation Demand Measures (TDM) have been recommended to support the site's parking strategy and to meet applicable Toronto Green Standards Version 4 goals to reduce single-occupant vehicle trips. TDM recommendations include the provision of bicycle parking and shower/change facilities to support commuting to and from the site, an on-site passenger pick-up and drop-off space, and consideration towards improvements to the pedestrian environment and connections both internally and externally to the site.

Additional details and refinement to the TDM strategy will be undertaken through the subsequent Site Plan Control application. Further, the proposed development will meet the applicable TGS V4 requirements for the subject site.

Access, Vehicular and Bicycle Parking, and Loading

Vehicular access to the site will be on Brimley Road. The drive aisle wraps around the rear of the building and will have a one way exit on to Finch Avenue East.

The proposed parking provision, consisting of 100 vehicle parking spaces, including 25 electric vehicle and six accessible spaces are proposed, to accommodate the proposal complies with the applicable By-law 569-2013 requirements.

A total of three loading spaces, consisting of One Type 'A' and two Type 'B' loading spaces are proposed for the subject site to accommodate waste collection and deliveries/moving activity. A waste compactor system is proposed to address height constraints with the two Type 'B' loading spaces to ensure private waste collection can be undertaken. Additional spaces are proposed for an ambulance bay parking.

A total of 24 bicycle parking spaces will be provided split between short term and long term spaces on site.

Transportation Review staff has no concerns with the method of vehicular access, and the number of parking spaces.

Parkland

This proposal is exempt from the parkland dedication requirement under Chapter 415, Article III, Section § 415-30. A.(5) and A.(9)(c) of the Toronto Municipal Code as it applies to long-term care home developments.

Tree Preservation

This 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).

A Quality Level-A study was provided by the applicant and reviewed by Urban Forestry. The locations of utilities and services were confirmed and planting plans will be coordinated through the Site Plan review process, to ensure that sufficient tree planting can be accommodated and that new (or existing) utilities will not conflict with tree plantings.

The application appears to comply with TGS Version 4, Tier 1, Ecology requirements.. Urban Forestry staff has no objection to the Zoning By-law amendment application.

Toronto Green Standard

As a City-owned facility, the proposal is subject to a higher TGS Tier 1 standard in comparison to a private development. The proposal will meet net-zero emission, green roof, minimum soil volume, bird friendly glass requirements, among other City objectives. The proposal will be required to meet Tier 1 of the TGS in force at the time of a complete application for Site Plan Control.

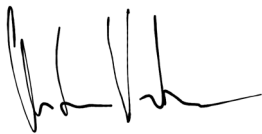
Conclusion

The proposal has been reviewed against the policies of the PPS (2024), the City's Official Plan, and the applicable urban design guidelines. Staff are of the opinion that the proposal is consistent with the PPS (2024), and conforms to the Official Plan, in particular as it relates to the development criteria for *Institutional Areas*. The proposal results in an appropriate built form that fits within the context of the area while ensuring it meets the need for long-term care beds in the City.

CONTACT

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SIGNATURE



Christian Ventresca, MScPI, MCIP, RPP
Director, Community Planning
Scarborough District

ATTACHMENTS

City of Toronto Information/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

Applicant Submitted Drawings

- Attachment 6: Site Plan

Attachment 7: East Elevation
Attachment 8: North Elevation
Attachment 9: South Elevation
Attachment 10: West Elevation
Attachment 11: 3D Massing Model Looking Northeast
Attachment 12: 3D Massing Model Looking Southwest

Attachment 1: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 4610 FINCH AVE E **Date Received:** June 26, 2024

Application Number: 24 170605 ESC 23 OZ

Application Type: OPA / Rezoning, Rezoning

Project Description: Rezoning application to permit a 13-storey long-term care facility with 378 beds, amenity space and ancillary uses that would result in a gross floor area of 40,020 square metres. A total of 100 + 25 EV vehicular parking spaces, and 24 bicycle parking spaces are proposed.

Applicant	Agent	Architect	Owner
MONTGOMERY SISAM ARCHITECTS INC			CIT OF TORONTO

EXISTING PLANNING CONTROLS

Official Plan Designation:	Institutional Areas	Site Specific Provision:
Zoning:	I	Heritage Designation:
Height Limit (m):		Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 6,642 Frontage (m): 66 Depth (m): 68

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			3,620	3,620
Residential GFA (sq m):				
Non-Residential GFA (sq m):			40,020	40,020
Total GFA (sq m):			40,020	40,020
Height - Storeys:			12	12
Height - Metres:			51	51

Lot Coverage Ratio (%): 54.51 Floor Space Index: 6.03

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

Residential GFA:

Retail GFA:

Office GFA:

Industrial GFA:

Institutional/Other GFA: 40,020

**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 Spaces: 100

Bicycle Parking Spaces: 24

Loading Docks: 3

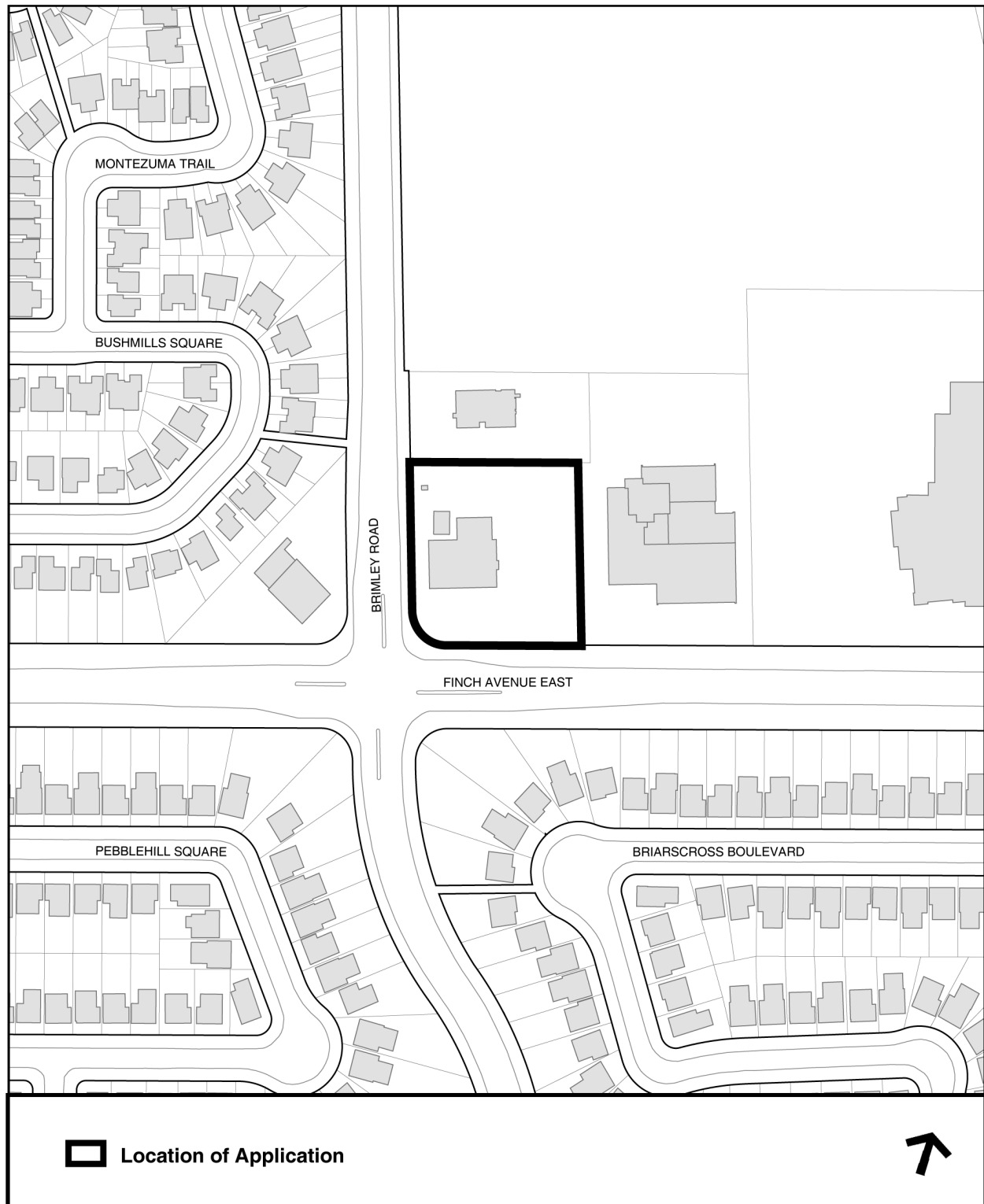
CONTACT:

Laura Dainard, Senior Planner, Community Planning

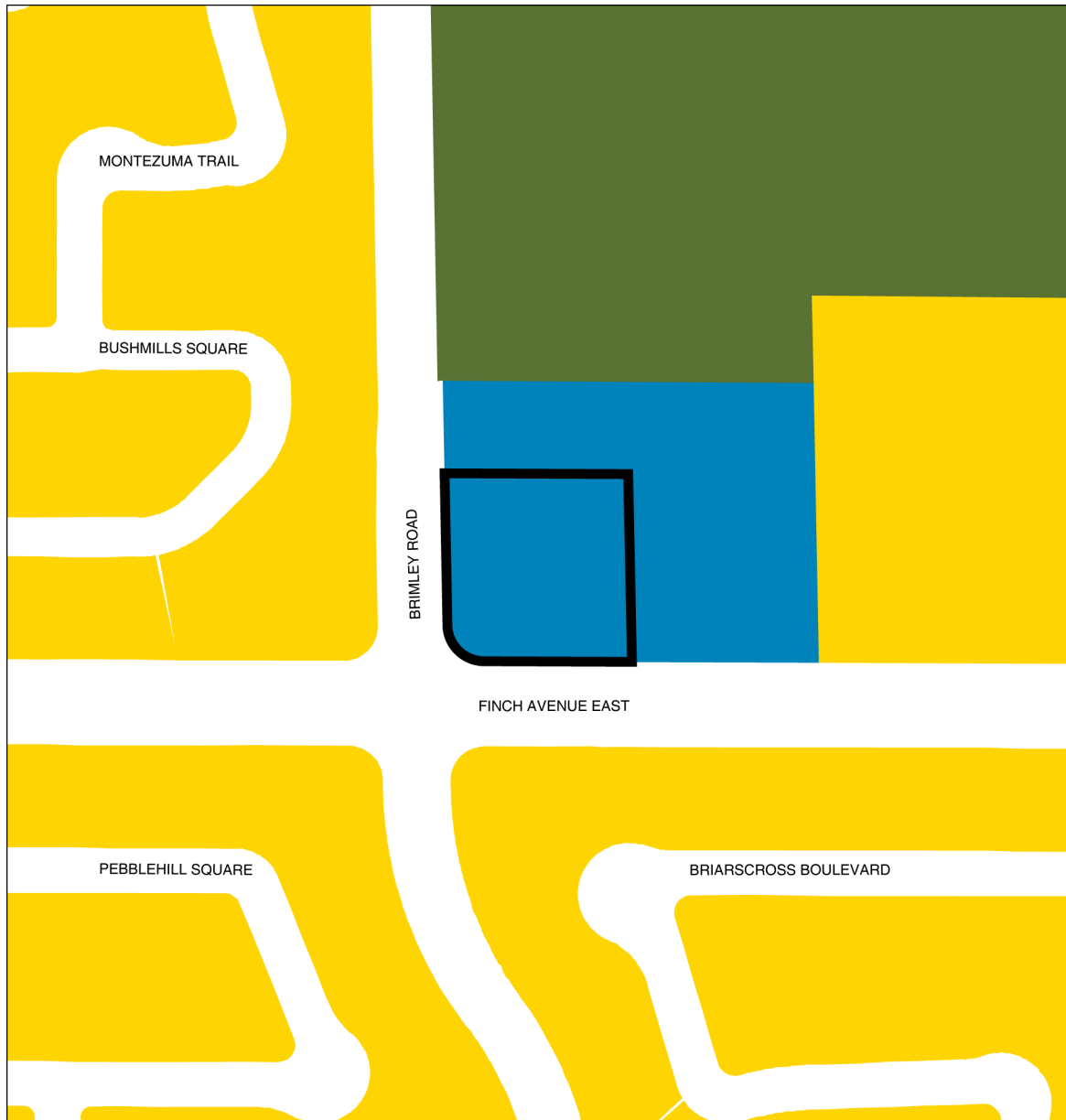
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Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map 19

4610 Finch Avenue East

File # 24 170605 ESC 23 02



Location of Application

Neighbourhoods

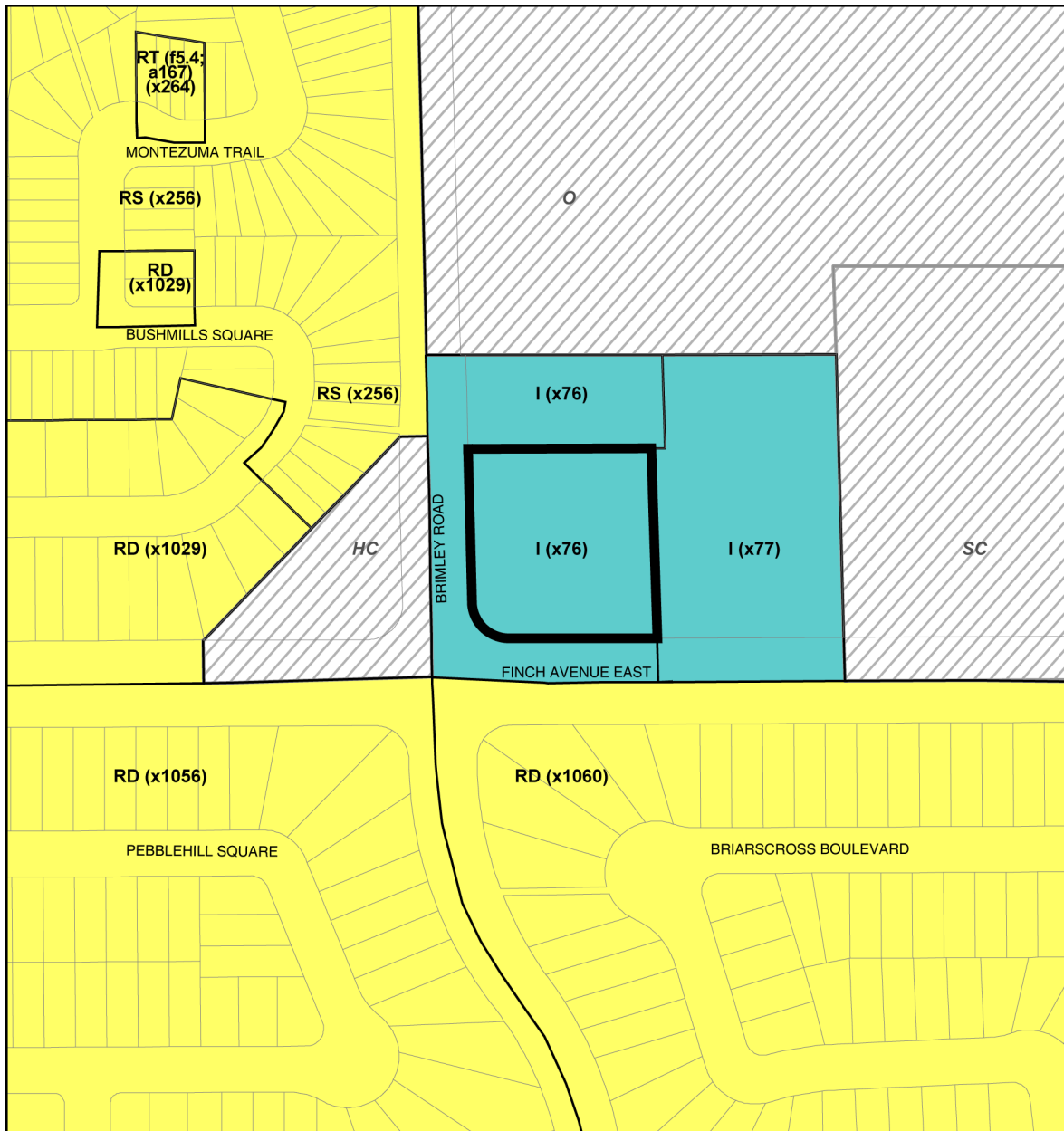
Natural Areas

Institutional Areas



Not to Scale
Extracted: 05/21/2025

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

4610 Finch Avenue East

File # 24 170605 ESC 23 02

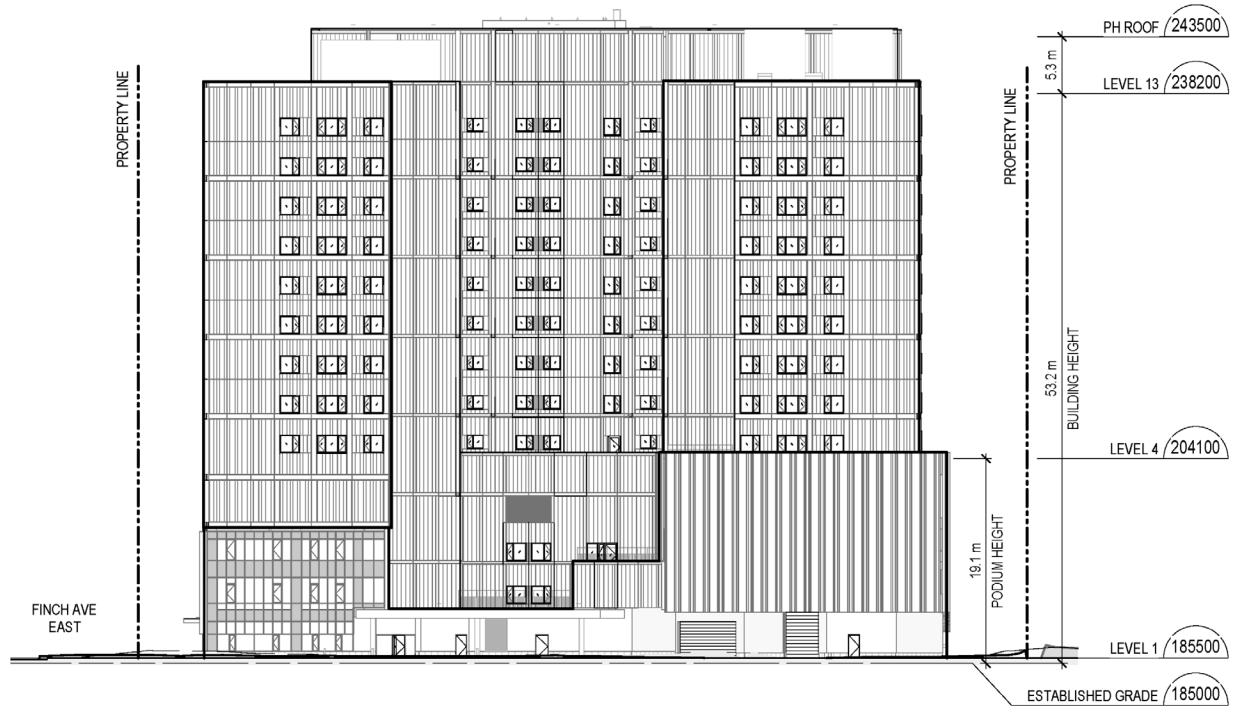
	Location of Application		See Former City of Scarborough Agincourt North Community By-law No. 12797
RD	Residential Detached	S	Single-Family Residential
RS	Residential Semi-Detached	HC	Highway Commercial
RT	Residential Townhouse	SC	School
I	Institutional	O	Major Open Spaces

Not to Scale
 Extracted: 05/20/2025

Attachment 5: Draft Zoning By-law Amendment

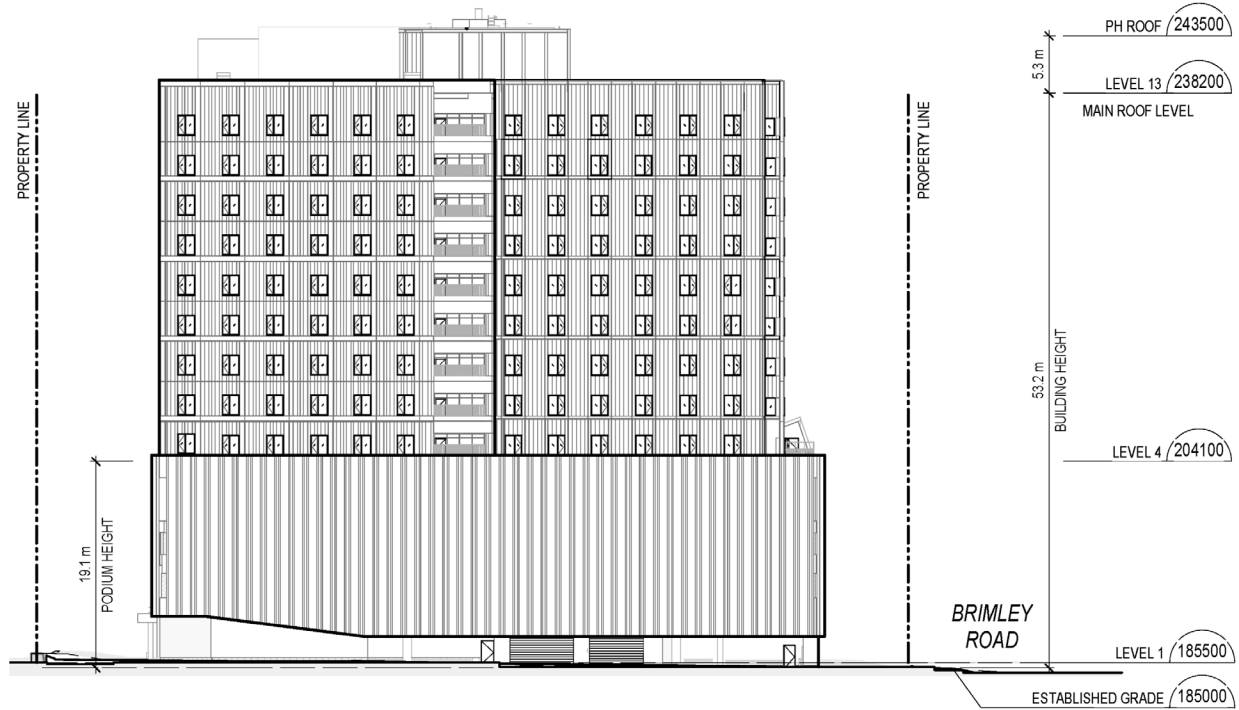
(Attached separately as a PDF)

Attachment 7: East Elevation



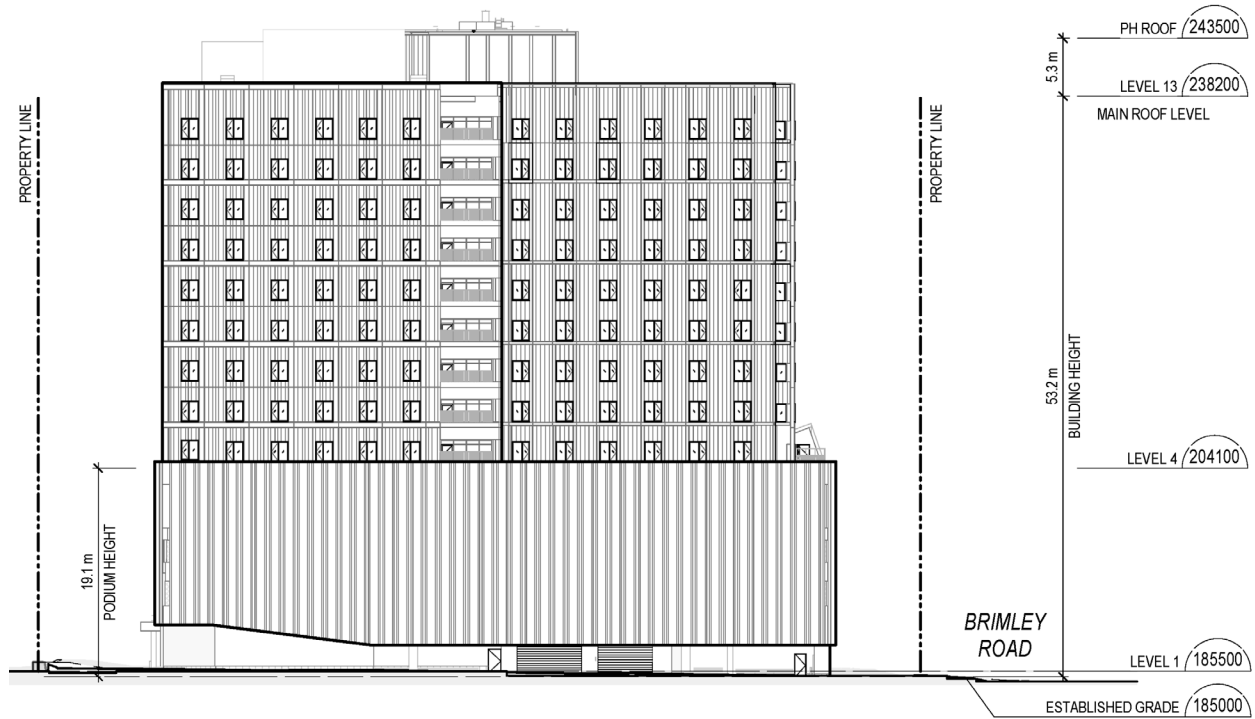
East Elevation

Attachment 8: North Elevation



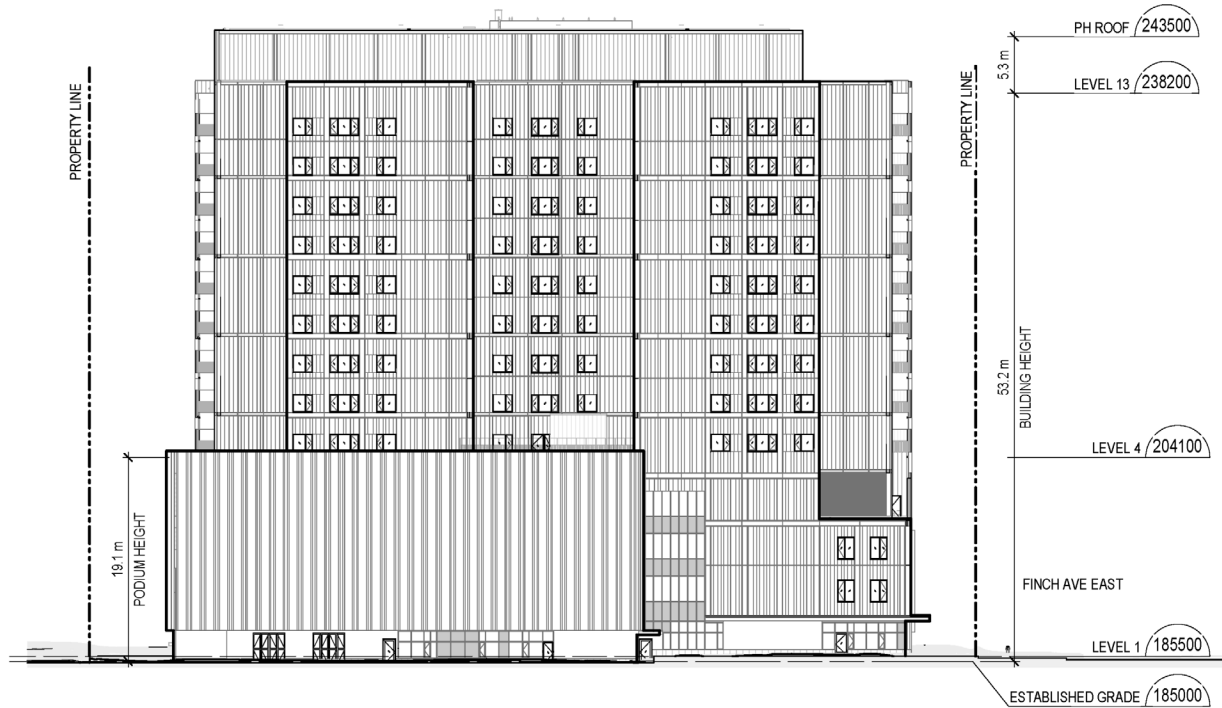
North Elevation

Attachment 9: South Elevation



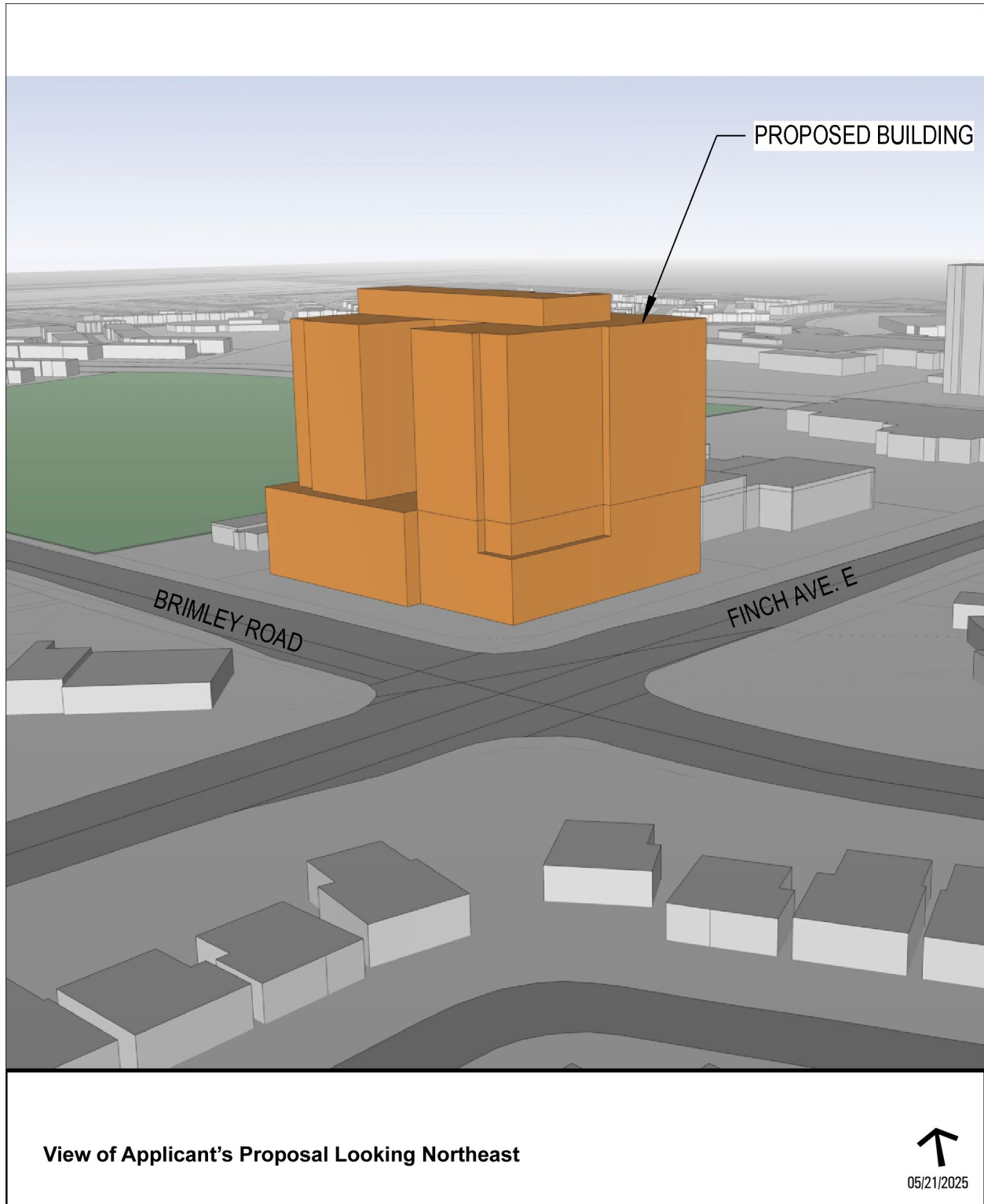
South Elevation

Attachment 10: West Elevation



West Elevation

Attachment 11: 3D Massing Model Looking Northeast



Attachment 12: 3D Massing Model Looking Southwest

