

**Toronto Local Appeal Body** 

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## **DECISION AND ORDER**

**Decision Issue Date** Wednesday, February 03, 2021

PROCEEDING COMMENCED UNDER Section 45(12), subsection 45(1) of the Planning Act, R.S.O. 1990, c. P.13, as amended (the "Act")

Appellant(s): Mary Gardner, Cam Weale

Applicant(s): Neshama Hospice

Property Address/Description: 25 Brightwood Street

Committee of Adjustment File

Number(s): 20 108929 NNY 06 MV (A0076/20NY)

TLAB Case File Number(s): 20 166463 S45 06 TLAB

Settlement Hearing date: January 22, 2021

**DECISION DELIVERED BY Justin Leung** 

### **APPEARANCES**

Applicant Neshama Hospice

Appellant Mary Gardner

Appellant Cam Weale

Party City of Toronto

Party's Legal Rep. Marc Hardiejowski

Party Hospice Neshama

Party's Legal Rep. David Bronskill

Participant Tamara Winegust

#### INTRODUCTION

This is an appeal from a decision of the North York Panel of the City of Toronto Committee of Adjustment (COA) which approved an application to allow a series of variances for 68 Winona Drive.

The variances, if allowed by the Toronto Local Appeal Body (TLAB), would permit the construction of a hospice care home.

This subject property is located in the Clanton Park neighbourhood in the former City of North York district which is situated north of Wilson Avenue and bounded by Laurentia Crescent to the west and Stadacona Drive to the east. The property is located on Brightwood Street, south of Wilson Avenue and north of Highway 401.

At the beginning of the Hearing, I informed all Parties in attendance that I had performed a site visit of this subject property and the immediate neighbourhood and had reviewed all materials related to this appeal but it is the evidence to be heard at the Hearing that is of importance.

## **BACKGROUND**

The variance requested is outlined as follows:

## 1. Chapter 900.3.10(5), By-law No. 569-2013

The required minimum side yard setbacks are 1.8m each side.

The proposed north side yard setback is 0.72m (adjacent to the Family Counsel space).

### 2. Chapter 900.3.10(5), By-law No. 569-2013

The required minimum side yard setbacks are 1.8m each side.

The proposed east side yard setback is 1.07m (adjacent to Bedroom 6).

#### 3. Chapter 10.20.20.10.(1), By-law No. 569-2013

The proposed use, Hospice Care Home, is not permitted in the Residential Zone.

A hospice care home is being proposed here.

### 4. Chapter 10.20.30.40.(1)(A), By-law No. 569-2013

The permitted maximum lot coverage is 30% of the lot area.

The proposed lot coverage is 46.6% of the lot area.

#### 5. Chapter 10.20.40.10.(1)(A), By-law No. 569-2013

The permitted maximum height of a building or structure is 10.0m.

The proposed height of the (building/structure) is 12.75m.

## 6. Chapter 10.20.40.10.(3)(A), By-law No. 569-2013

The permitted maximum number of storeys is 2.

The proposed number of storeys is 3.

### 7. Chapter 10.20.40.70.(2)(A), By-law No. 569-2013

The required minimum rear yard setback is 21.1m. The proposed rear yard setback is 0.5m.

### 8. Chapter 10.20.40.70.(1), By-law No. 569-2013

The required minimum front yard setback is 7.4m. The proposed front yard setback is 6.0m.

### 9. Section 13.2.6, By-law No. 7625

The maximum permitted building height is 8.0m. The proposed building height is 12.79m.

## 10. Section 13.2.6, By-law No. 7625

The maximum permitted number of storeys is 2. The proposed number of storeys is 3.

These variances were heard and approved at the June 23, 2020 COA meeting.

Subsequently, two appeals were both filed on July 13, 2020 by Appellants, Mary Gardner and Cam Weale. The TLAB set a Hearing date of January 22, 2021 for all relevant Parties to attend. Subsequently, the TLAB was notified that a preliminary settlement had been reached with all the Parties to the matter The Hearing date was converted to an expedited settlement Hearing.

#### MATTERS IN ISSUE

The Applicant has attempted to address both City and resident concerns relating to their proposal. In brief, these issues relate to the overall scale and intensity of the proposal and if it will be able to co-exist with the prevailing character of this local area. There is now a proposal being presented to the TLAB which, although an appeal, has no opposing Parties. While so, it is noted that the *Planning Act* stipulates that once an appeal is submitted to a Planning tribunal, that a *hearing de novo* must be held to consider all issues of this matter anew. Therefore, this Hearing is held to assess the application, on its merits, and to determine if it meets the four statutory tests, as per s. 45(1) of the *Planning Act* and also if it meets the principals of good Planning.

The subject property is a vacant lot which exists within an established residential area. As such, the TLAB will have to assess the introduction of a hospice care home within the framework of relevant Planning legislation to ensure that it will be compatible and act to 'fit' within this neighbourhood.

### **JURISDICTION**

## Provincial Policy – S. 3

A decision of the Toronto Local Appeal Body ('TLAB') must be consistent with the 2014 Provincial Policy Statement ('PPS') and conform to the Growth Plan of the Greater Golden Horseshoe for the subject area ('Growth Plan').

## Variance – S. 45(1)

In considering the applications for variances from the Zoning By-laws, the TLAB Panel must be satisfied that the applications meet all of the four tests under s. 45(1) of the *Planning Act.* The tests are whether the variances:

- maintain the general intent and purpose of the Official Plan;
- maintain the general intent and purpose of the Zoning By-laws;
- are desirable for the appropriate development or use of the land; and
- are minor.

### **EVIDENCE**

At the commencement of this settlement Hearing, Mr. Bronskill, legal counsel for the applicant, outlined that a settlement, in principle, had been reached with all the Parties involved. In addition, he also indicated the City solicitor Mr. Hardiejowski is in attendance and that they are also in acceptable of this settlement proposal. Mr. Bronskill further stated that his client's architect, Charles Rosenberg of Hilditch Architect, was available to provide evidence to the TLAB on the proposal. The residents also retained Terry Mills, a land use planner, to provide Planning evidence if necessary.

Mr. Bronskill described this is a proposal for a 12 bed palliative care home operated by a non-profit entity. The patients at this facility will be receiving treatment intermittently as they are still primarily living at home. This proposal also has an associated site plan application which is not before the TLAB. He indicated that the Planning staff report was in support of the proposal as well.

I then responded that, as this is still considered a *de novo hearing* as per the *TLAB Rules*, the Tribunal's obligation is to make a determination based on the evidence heard.

Mr. Rosenberg was then affirmed by me to provide testimony to the TLAB. He described the subject property as an irregular shaped lot. The defining of front, rear and side lot lines, as such, is interpreted in an unconventional manner. The front entrance to the facility is located further away from the residential homes near to this subject site so as to minimize impact to those residents. He contends that the proposal, which has been revised since COA, is now able to adapt and compliment the area's urban fabric. The original proposal had a third floor which has now been removed, as per discussions with the other Parties to the matter.

The exterior cladding material of the proposed structure will consist principally of Brick and decorate metal siding. The applicant has structured their proposal so that the front yard is defined as the portion of the property facing Cadillac Avenue with a rear yard along Brightwood Street. Part of the impetus to do this is to further craft a proposal which acts to address privacy concerns of the adjacent residential property-owners. There is also a triangular shaped piece of land along Brightwood Street which is municipally owned which will remain undeveloped.

Mr. Bronskill asked if the way in which they interpreted the front, side and rear lot lines had been confirmed with City's zones examiner. Mr. Rosenberg stated that they had engaged City staff who acknowledged this.

I inquired if a Preliminary Project Review (PPR) had been completed to confirm the variances and to affirm the definition of the front, side and rear lot lines. Mr. Rosenberg indicated this has been done.

Mr. Bronskill further referenced the Minutes of Settlement and that there are 10 variance requests, of which some have been revised as a result of discussions with the other Parties to the matter. Some of the variances relate to the 'older' North York Zoning By-law and not Zoning By-law 569-2013 because certain issues, including those relating to building height, are under appeal at the Local Planning Appeal Tribunal (LPAT). As such, this 'older' By-law would continue to be in force and effect until the LPAT rules on such matters. The revised variances/proposal are as follows:

## 1. Chapter 900.3.10(5), By-law No. 569-2013

The required minimum side yard setbacks are 1.8 each side. The proposed north side yard setback is 0.725 metres (adjacent to the Family Counsel space).

## 2. Chapter 900.3.10(5), By-law No. 569-2013

The required minimum side yard setbacks are 1.8 each side.

The proposed east side yard setback is 1.073 metres (adjacent to Bedroom 6).

## 3. Chapter 10.20.20.10.(1), By-law No. 569-2013

The proposed use, Hospice Care Home, is not permitted in the Residential Zone. A hospice care home is being proposed here.

### 4. Chapter 10.20.30.40.(1)(A), By-law No. 569-2013

The permitted maximum lot coverage is 30% of the lot area.

The proposed lot coverage is 47.7% of the lot area.

## 5. Chapter 10.20.40.10.(1)(A), By-law No. 569-2013

The permitted maximum height of a building or structure is 10.0 m.

The proposed height of the (building/structure) is 10.95 m.

### 6. Chapter 10.20.40.10.(3), By-law No. 569-2013

The permitted maximum number of storeys is 2.

The proposed number of storeys is 3.

## 7. Chapter 10.20.40.70.(2)(A), By-law No. 569-2013

The required minimum rear yard setback is 21.1m. The proposed rear yard setback is **0.5m**.

### 8. Chapter 10.20.40.70.(1), By-law No. 569-2013

The required minimum front yard setback is 7.4m. The proposed front yard setback is 6.0m.

## 9. Section 13.2.6, By-law No. 7625

The maximum permitted building height is 8.0m. The proposed building height is 11.31m.

#### 10.Section 13.2.6, By-law No. 7625

The maximum permitted number of storeys is 2. The proposed number of storeys is 3.

Mr. Bronskill then briefly outlined the revisions which had been made to the variance requests. However, the overall quantum of 10 variances remains here and for the TLAB to review and consider. In relation to what he discussed earlier, Mr. Bronskill indicated that the building will be 2 storey, but there continues to be a variance to permit 3 storeys as that is to allow the stairs, elevator and rooftop amenity space.

Mr. Bronskill then outlined 2 proposed conditions contained in the Minutes of Settlement. One of the conditions is a restriction which acts to more specifically define the hospice care use at this site so as to ensure that no increased traffic may arrive at the site in future. There is then also a 2<sup>nd</sup> condition for a substantial conformity of the plans, which is not atypical for variance applications.

Other elements were negotiated and agreed upon by the Parties involved and are contained in the Minutes of Settlement. However, they are not proposed as conditions of approval. Some of these items include: mitigation of stormwater discharge onto neighbouring properties; the application of attenuation sound dampening measures of the generator for this proposed facility; that pre-construction and post-construction surveys be completed; and that liability insurance be applied to neighbouring properties in the event of damage or issues which arise during the construction phase.

William Roberts, legal counsel for the two appellants, stated that they had engaged in comprehensive discussions with the applicant to revise the proposal to address issues as raised by his clients.

Terry Mills was then affirmed to provide land use Planning evidence. Mr. Mills indicated that he had been retained by the two appellants to appear at the TLAB. In his summation, he opined that the proposal constitutes good Planning and it meets the four tests for variance, as per the *Planning Act*. The individual assessment of the four tests will be allocated for later on in this decision. He further stated that his clients are in acceptance of the settlement proposal as presented to the tribunal.

I inquired if any tree related conditions had been considered for this proposal, as in reviewing other variance matters, I noted it is not uncommon for such a condition to be imposed. It is noted that the City's Urban Forestry did not provide comments on this application.

Mr. Bronskill responded that he believes tree related issues, such as the posting of securities for potential tree works on the site, will be allocated for in the separate site plan application process.

No closing statements were provided by the Parties in attendance.

## **ANALYSIS, FINDINGS, REASONS**

The TLAB recognizes that a concerted effort has been made by all the Parties to reach an amicable settlement proposal. The Applicant has engaged the Appellants, local ratepayer group and other relevant stakeholders in an attempt to address and incorporate their ideas/concerns in a tangible means within this proposal.

The rendering/drawings as presented at the Hearing provide a helpful visual context as to substantial changes to the proposal which were done by the applicant.

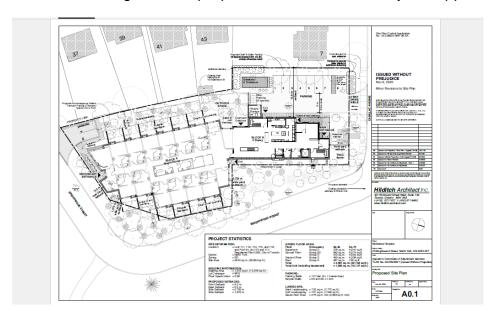


Figure 1: Site plan of proposed hospice care home

The drawings were used by the architect Mr. Rosenberg to provide a fulsome discussion on how the proposal had been revised to decrease the overall scale and intensity of the proposal as a means of minimizing the impact to the adjacent residential dwellings. This is evident in the above-noted Figure 1 as there is spacing between the hospice care home and adjacent dwellings. In addition, landscape treatment will also be placed in this 'buffer' area to increase the privacy between the existing dwellings and this proposed building. The applicant has also elected to place the main entrance near

the north facing portion of the proposed building which is also an attempt to position it further away from the existing dwellings. This will act to mitigate noise and visual impacts of staff and other visitors to this building. This hospice care home will also only have 12 beds with patients who would stay on a short-term basis.

The applicant has also indicated they are willing to include requirements which act to restrict the use to only these 12 beds for patients for a short-term stay. They have further committed that they will not attempt to expand the intensity of this use in future. The Minutes of Settlement provides a legal framework by which to ensure that such issues will be sufficiently addressed.

The TLAB does note that there are 10 variance requests to facilitate this proposal. Questions could be posed as to the quantum of variances herein. To assess this issue I cite Interim Decision for 3272 Danforth Avenue delivered by Member Dino Lombardi. That decision pertained to an appeal of an application to allow front and rear facing 3 storey additions to an existing commercial and residential building on Danforth Avenue.

A series of 9 variances were being proposed to facilitate this. Chair Lombardi dismissed the appeal by the City and upheld the COA decision to approve these variances. In his assessment, Chair Lombardi surmised that:

"I also find Ms. McFarlane's evidence compelling regarding the fact that the proposal will create no adverse impact on the adjacent properties or streetscape including with respect to shadowing, privacy, and overlook. I find the variances are reflective of the existing built form found particularly in the pattern of buildings along this stretch of Danforth Avenue, many of which are original builds. I agree that the resulting redevelopment will allow reinvestment to occur on the subject property in a manner that is compatible with the adjacent properties, including the previously approved application for 3266-3268 Danforth Avenue."

The statement above could have some comparable aspects to the proposal at hand. The revised hospice care home's building footprint, including the parking area, depicts a proposal which has been altered to provide a more complimentary built form in relation to the residential area which is to the west of this subject property. It is also noted that a portion of the property along the east flankage remains undeveloped, as it is municipally owned lands resulting in a smaller structure being proposed. The proposal also was initially supported by City Planning staff. The City solicitor was also in attendance at the settlement hearing to indicate their continued support as well. Staff have indicated that the proposed use is appropriate for this area and will not act to disrupt the neighbourhood rhythm. This is also being achieved through the careful deployment of building materials which are also sympathetic to the local community's characteristics.

<sup>&</sup>lt;sup>1</sup> City of Toronto (2020, August 24). Decision and Order: 3272 Danforth Avenue. Retrieved from <a href="https://www.toronto.ca/wp-content/uploads/2020/09/9635-TLAB-19-257023-S45-20-TLAB\_3272-3274-Danforth-ave Interim-Decision DLombardi.pdf">https://www.toronto.ca/wp-content/uploads/2020/09/9635-TLAB-19-257023-S45-20-TLAB\_3272-3274-Danforth-ave Interim-Decision DLombardi.pdf</a>

Moreover, although there are 10 variance requests 'on the table' before the TLAB, a comprehensive appraisal must be applied here. These variances are being employed to introduce a use which is a necessary service for the City. Some of the more significant variances, relating to lot coverage and building height, should be assessed within the context of the lot dimensions. Although there continue to be variances for building height which describe the structure to be 3 storeys, the TLAB recognizes the uncontroverted testimony of Mr. Rosenberg that these are technical variances and that the building will, in functional terms, be a 2 storey building.

The proposed 3<sup>rd</sup> storey as described is ancillary for structures to be placed on the roof such as rooftop terrace and green roof. These elements would be for staff use and for green building initiatives, respectively. It is noted on the west elevations, which are closest to the existing residential areas, these elevations would present visual sight lines which would make the structure appear more visually similar to a 2 storey building. Furthermore, the buffering, or leaving a strip of land undeveloped, along the west portion of the land and another strip along the east portion, further demonstrates that the applicant has attempted to limit the overall building footprint on this site. As such, i find that the lot coverage variance, which appears to be an increase from what is permitted in the Zoning By-law, when assessed at the 'ground level', appropriately address and satisfy Planning legislation such as the City's *Official Plan (OP)* policies especially in relation to respecting and reinforcing the prevailing character of the local area.

With regards to the 2 conditions as recommended by the applicant, I find that they are appropriate conditions of approval in this circumstance to address issues raised by the opposing parties.

The first proposed condition, substantial conformity clause, is, a standard condition which is associated with variance applications. The second condition, which could be described as a restriction on the intensity of the use at the site, was described in greater detail earlier in this decision and how its inclusion would act to alleviate local concerns about the use being expanded upon without prior knowledge of neighbouring residents. Finally, I accept the oral submissions of Mr. Bronskill that another standard condition for variances, as it relates to trees, is not being recommended here as that would, in practice, be addressed through the associated site plan application process.

Given the evidence before the tribunal, I find that the settlement proposal as presented is acceptable and appropriate. I concur it allows for a proposal which, as described by Mr. Rosenberg, will be consistent and fit with the neighbourhood physical characteristics and, as proposed, will be less intrusive on the appellant and other adjacent property-owners. I find that the comprehensive discussions which resulted in the revised proposal indicate a genuine willingness to resolve the issues which had emerged with respect to this proposal and will allow it to move forward to ensure a vital service can be provided in the City for the healthcare sector and its patients.

The Minutes of Settlement, presented to the TLAB, will ensure the proposal will reflect the discussions between the parties and will afford protection to the neighbouring

residents by ensuring continuing privacy for their properties and financial compensation if their properties were damaged during the construction phase.

## **DECISION AND ORDER**

The appeal is allowed, and the variances in Appendix 1 approved subject to the conditions therein, and subject further to the condition that the dwelling must be constructed substantially in accordance with the plans prepared by Hilditch Architect Inc, dated November 9, 2020, excluding internal layouts, attached as Appendix 2.

J. Leung

Panel Chair, Toronto Local Appeal Body

Signed by: Leung, Justin

X Justin Jeung

## Appendix 1

## List of proposed variances

## 1. Chapter 900.3.10(5), By-law No. 569-2013

The required minimum side yard setbacks are 1.8 each side.

The proposed north side yard setback is 0.725 metres (adjacent to the Family Counsel space).

## 2. Chapter 900.3.10(5), By-law No. 569-2013

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The proposed rear yard setback is 0.5m.

#### 8. Chapter 10.20.40.70.(1), By-law No. 569-2013

The required minimum front yard setback is 7.4m.

The proposed front yard setback is 6.0m.

#### 9. Section 13.2.6, By-law No. 7625

The maximum permitted building height is 8.0m.

The proposed building height is 11.31m.

#### 10.**Section 13.2.6**, **By-law No. 7625**

The maximum permitted number of storeys is 2.

The proposed number of storeys is 3.

## List of proposed conditions

1. The use be limited to the following: Hospice Care Home providing palliative care and related uses, including common lounges and dining areas for residents, their families, volunteers and employees; and, ancillary services, such as counselling, training and education, for community members, employees, volunteers, residents of the home and their family members.

Site Plan Control Application No. 19 228020 NNY 06 SA

# ISSUED WITHOUT PREJUDICE

Nov 9, 2020

Minor Revisions to Site Plan

INFORMATION FOR SITE PLAN TAKEN FROM SURVEY BY SCHAEFFER DZALDOV BENNETT LTD. ONTARIO LAND SURVEYORS, DATED JANUARY 31, 2020. IN ACCORDANCE WITH THE SURVEYS ACT, THE SURVEYORS ACT AND THE REGULATIONS MADE UNDER THEM.

TOPOGRAPHIC PLAN OF SURVEY OF LOTS 711, 712, 714, 715 AND 716 AND PARTS OF LOTS 710 AND 717 REGISTERED PLAN 2053 CITY OF TORONTO (FORMERLY CITY OF NORTH YORK).

NOTE: ALL DIMENSIONS TO BE SITE VERIFIED.

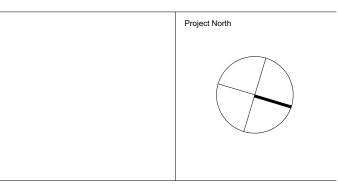
06	Issued wo Prejudice - Final Rev - Appeal (TLAB)	201109
05	Issued for Revised Zoning Notice Review	201021
04	Issued without Prejudice - CofA Appeal (TLAB)	200904
03	Issued for Client Review	200903
02	Issued for Committee of Adjustment - Rev 1	200203
01	Issued for Committee of Adjustment	200127
No	Issuance	Date

Contractor must verify all dimensions on the job & report any discrepancy to the architect before proceeding with the work. All drawings & specifications are instruments of service & the property of the architect & must be returned upon completion of the work. © 2019 Hilditch Architect Inc.

sultant:

## Hilditch Architect Inc.

401 Richmond Street West, Suite 139 Toronto, Ontario M5V 3A8 t: (416) 977-7877 f: (416) 977-8460 www.hilditch-architect.com



Project

Neshama Hospice

Project Location

25 Brightwood Street, North York, ON M3H 2Z7

Client

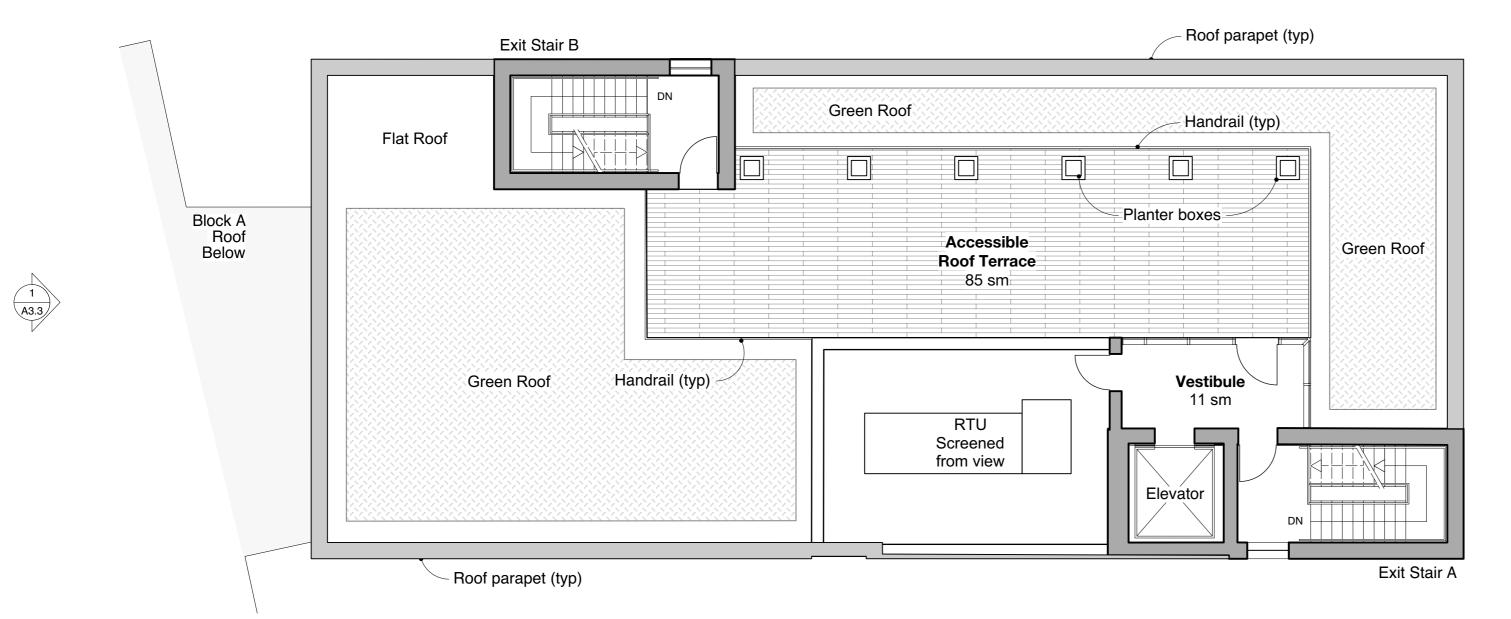
Appeal to Commitee of Adjustment decision TLAB No. A0076/20NY (Issued Without Prejudice)

Drawing Title:

## Proposed Site Plan

Date:	Drawn by	Checked by	Approved by
Nov 03, 2020	ВМ	CR	
Scale: As Noted	Sheet No	\	
Project No: 1809		<b>\0.1</b>	









Site Plan Control Application No. 19 228020 NNY 06 SA

## **ISSUED WITHOUT** PREJUDICE Nov 9, 2020

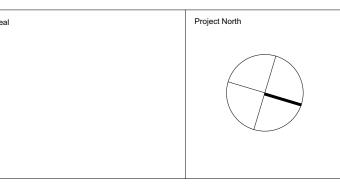
Revised Block B Roof Plan

06	Issued wo Prejudice - Final Rev - Appeal (TLAB)	201109
05	Issued for Revised Zoning Notice Review	201021
04	Issued without Prejudice - Appeallant Review	200925
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No	Issuance	Date

Contractor must verify all dimensions on the job & report any discrepancy to the architect before proceeding with the work. All drawings & specifications are instruments of service & the property of the architect & must be returned upon completion of the work. © 2019 Hilditch Architect Inc.

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Neshama Hospice

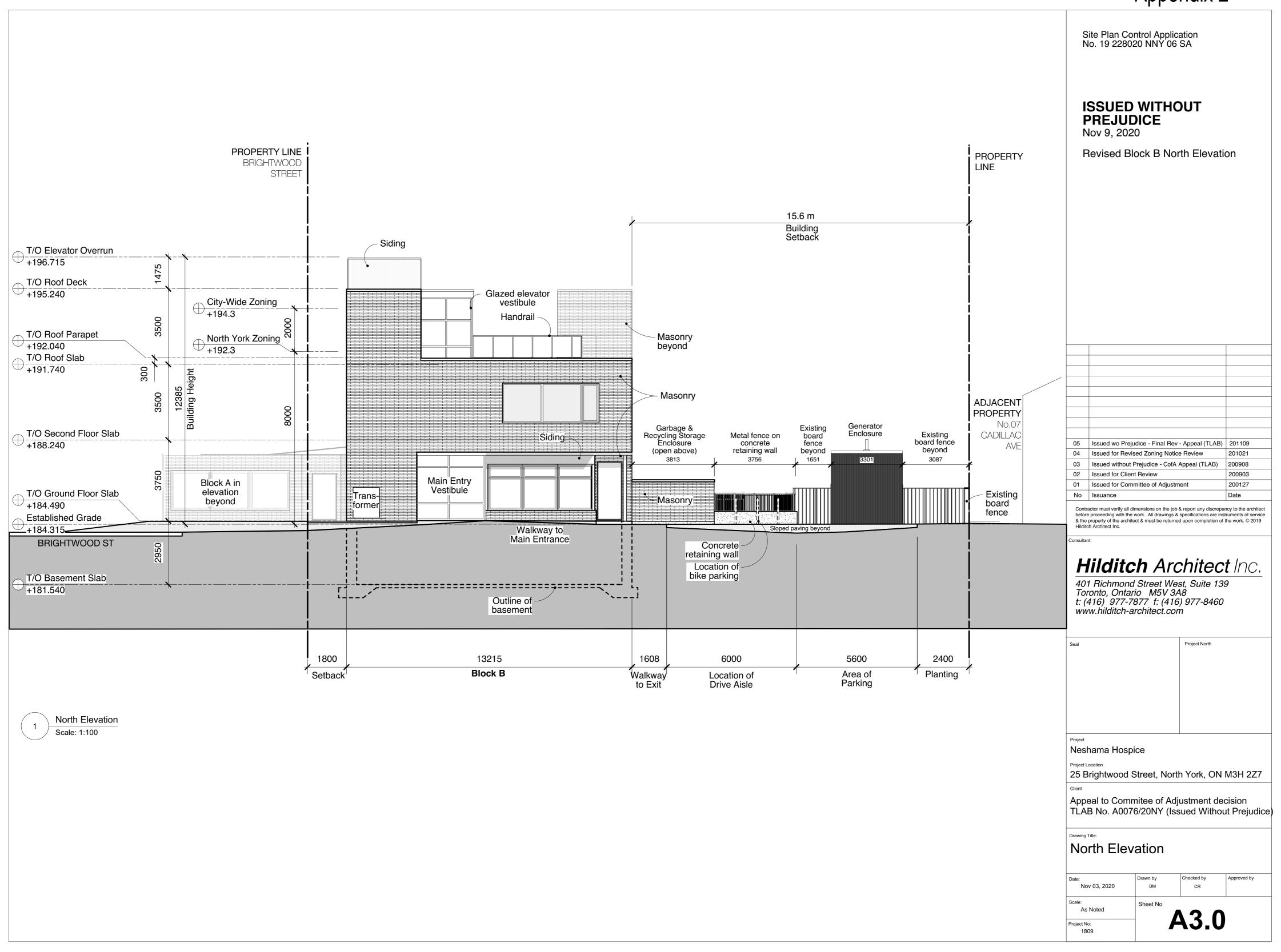
25 Brightwood Street, North York, ON M3H 2Z7

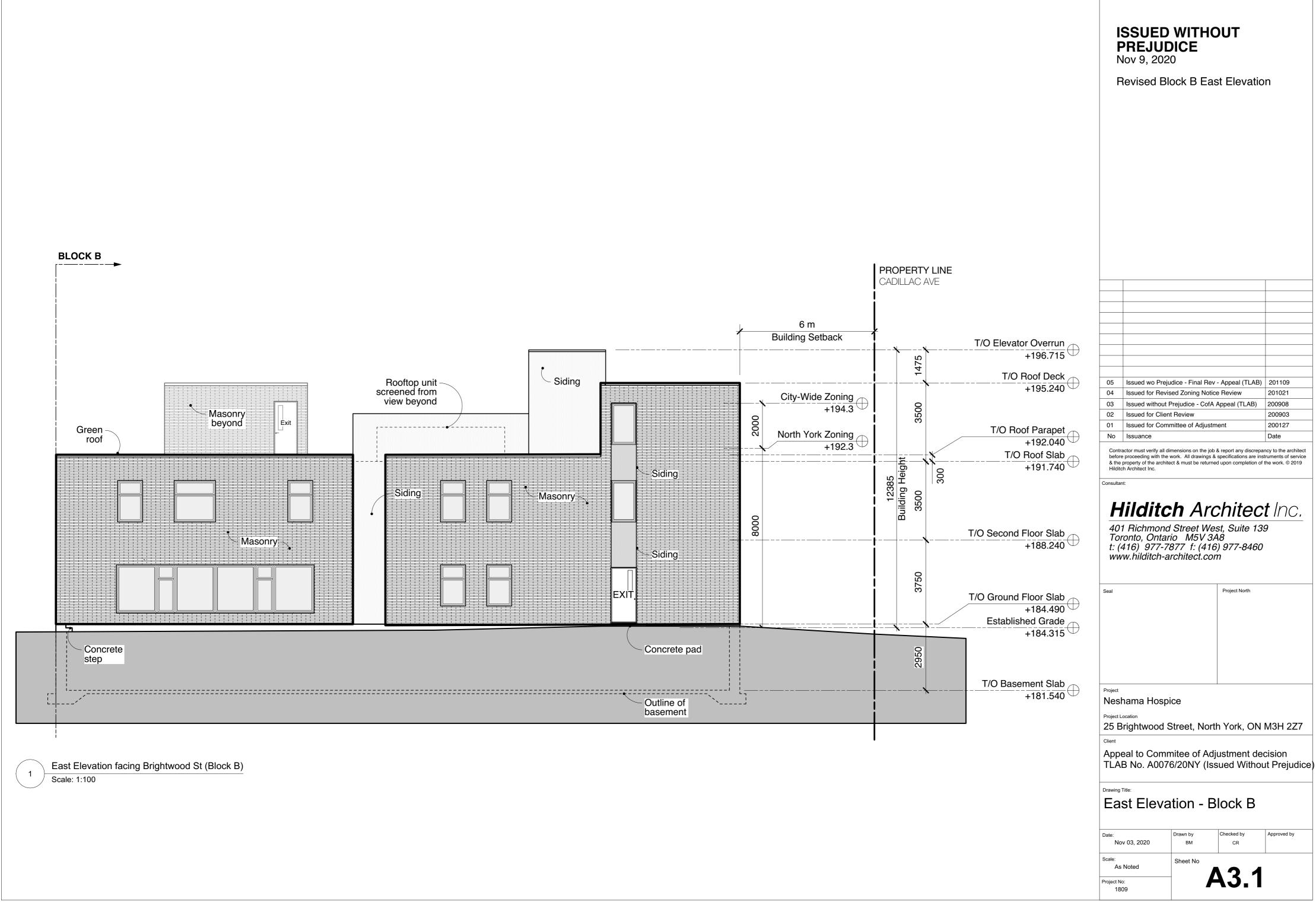
Appeal to Commitee of Adjustment decision TLAB No. A0076/20NY (Issued Without Prejudice)

## Roof Plan (Block B)

Date:	Drawn by	Checked by	Approved by
Nov 03, 2020	BM	CR	

As Noted





Site Plan Control Application No. 19 228020 NNY 06 SA

