

**SUBJECT:** **RECOMMENDATION REPORT**  
Unionville Home Society, Regional Municipality of York and Minto Communities  
4300 Highway 7  
North side of Highway 7 between the GO Transit rail line and Sciberras Road, Ward 3  
Applications for Official Plan and zoning by-law amendments and site plan approval for residential and institutional developments  
Files: OP 17 178335, ZA 17 178335 and SC 17 178335

**PREPARED BY:** Scott Heaslip  
Senior Project Coordinator, Central District

**REVIEWED BY:** Richard Kendall  
Manager, Central District

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**RECOMMENDATION:**

- 1) THAT the report dated January 29, 2018 titled “RECOMMENDATION REPORT, Unionville Home Society, Regional Municipality of York and Minto Communities, 4300 Highway 7, North side of Highway 7 between the GO Transit rail line and Sciberras Road, Ward 3, Applications for Official Plan and zoning by-law amendments and site plan approval for residential and institutional developments, Files OP 17 178335, ZA 17 178335 and SC 17 178335;” be received.
- 2) THAT Official Plan and Zoning by-law amendments (OP/ZA 17 178335) be finalized and forwarded to Council for adoption/approval.
- 3) THAT the presentation by the architect for the York Region affordable rental apartment building (SC 17 178335), be received.
- 4) THAT the site plan application for the York Region affordable rental apartment building (SC 17 178335), be endorsed in principle.
- 5) THAT final site plan approval for the York Region affordable rental apartment building (SC 17 178335), be delegated to the Director of Planning and Urban Design, or his designate, to be issued (Site Plan Approval is issued only when the Director or his designate has signed the site plan “approved”) when the following condition has been met:
  - The Owner has entered into a site plan agreement with the City agreeing to construct the development in accordance with plans approved by the City and in accordance with the requirements of the City and public agencies as outlined in Appendix ‘A’.

- 6) That site plan endorsement shall lapse after a period of three (3) years from the date of endorsement in the event the site plan agreement is not executed within that period.
- 7) That staff be authorized to do all things necessary to give effect to this resolution.

**EXECUTIVE SUMMARY:**

Unionville Home Society, the Regional Municipality of York and Minto Communities have applied for official Plan and zoning by-law amendments, site plan approval, and draft plan of subdivision in support of a comprehensive development proposal to introduce a 12 storey, 260 unit senior's apartment building (York Region), market townhomes (Minto communities), and provisions for the future expansion of the existing Union Villa long term care facility.

These applications have been the subject of an extensive community consultation process including a formal Public Meeting held in October, 2017. The applicants have attempted to address staff and community concerns regarding this proposal through the evolution of their comprehensive concept plan as discussed below. Staff are generally comfortable with the concept plan as currently configured and are able to recommend approval of the implementing Official Plan and zoning by-law amendments for adoption by Council. Staff also recommend that Council endorse the site plan application for the senior's building and refer it back to staff to finalize any outstanding technical issues. Further staff reports will be required for the draft plan of subdivision application and the site plan applications for the market townhomes and future expansion of the Union Villa long term care facility.

**PURPOSE:**

The purpose of this report is to recommend approval of applications for Official Plan and zoning by-law amendments for the overall site and site plan endorsement for the York Region seniors building.

**BACKGROUND:****Subject property and area context (see Figures 1 and 3)**

The subject lands have an area of approximately 7.29 ha (18.01 acres) and are located on the north side of Highway 7 between the GO Transit rail line and Sciberras Road. The lands are currently occupied by the following:

- The south portion is occupied by Union Villa, a 3-storey, 160 bed charitable long-term care facility owned and operated by the Unionville Home Society.
- The north-east portion is occupied by the Wyndham Gardens retirement apartments, a 3-storey seniors apartment building affiliated with the Unionville Home Society.
- The north portion is occupied by Heritage Village, comprising 91 rental bungalows owned and operated by the Unionville Home Society.

- A 0.24 ha (0.59 acre) open space feature (Anna Russell parkette), associated with Heritage Village, owned by the Unionville Home Society.

The subject lands comprise 5 separate parcels - Union Villa, a block between Union Villa and Heritage Village, Heritage Village, Anna Russell parkette, and Wyndham Gardens. The boundaries of these parcels will need to be adjusted through future consent application(s) to correspond to the boundaries of the proposed developments.

Surrounding uses include:

- To the north, single detached dwellings fronting on Fred Varley Drive and backing onto the subject property. There is an existing road stub (Aldona Drive) between Fred Varley Drive and the north boundary of the subject property.
- To the east, a GO Rail line, Eureka Street, and three existing homes fronting on Eureka Street north of Anna Russell Way and backing onto the subject property. The northerly two houses are heritage houses. The southerly house is not a heritage house.
- To the west, condominium townhouses fronting on Ashglen Way and backing onto the subject property and single detached dwellings fronting on Greentree Road and backing onto the subject property.
- To the south across Highway 7, an existing retail plaza.

### **Official Plan and Zoning (Figure 2)**

The subject lands are designated “Residential Mid Rise” in the 2014 Official Plan as partially approved on October 30, 2015, May 26, 2016, March 10, 2017, April 21, 2017 and November 24, 2017 (2014 OP). The uses proposed by Minto, York Region and Unionville Home Society are permitted under the “Residential Mid Rise” designation. The York Region affordable rental apartment building is proposed to have a height of 12 storeys, whereas the Residential Mid Rise designation permits a maximum height of 6 storeys. An application to amend the Official Plan to address this matter has been submitted.

The Official Plan requires “Comprehensive Block Plans” to be prepared for sites that are generally greater than 1 hectare (2.47 acres) in area. These plans address street and block layout, traffic and transportation issues, urban design, deployment of height and density, contextual issues, land use patterns, open space and local services. The attached concept plan (Figure 5) and staff’s review of the proposed development will address the requirements of a “Comprehensive Block Plan” as discussed below.

A small area in the north-east portion of the future Minto townhouse development is identified as “Special Policy Area.” Special Policy Areas are lands within the community that have historically existed within the floodplain. The applicant is proposing to fill this area to lift it above the floodplain and compensate by slightly lowering the grade of Anna Russell Parkette. Preliminary comments from the Toronto and Region Conservation Authority conceptually support this approach subject to detailed technical review.

The “Residential Mixed Use” and “Special Policy Area” policies of the 2014 Official Plan have come into force.

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The subject lands are zoned “Open Space Special Use” (O2), “Hold Open Space Special Use” (O2H) and “Second Density – High Density Residential (Special) (RHD2S) by By-law 122-72, as amended. This is site-specific zoning reflecting the existing developments.

### **PROPOSED DEVELOPMENTS:**

The Unionville Home Society has an agreement to sell the middle portion of their property to the Regional Municipality of York and the north portion to Minto Communities. Unionville Home Society will retain ownership/control of the Union Villa long term care facility and the Wyndham Gardens seniors apartment building.

Unionville Home Society, the Regional Municipality of York and Minto Communities have jointly applied for planning approvals to permit the following developments (Figures 5, 6 and 7):

- Unionville Home Society – provision in the zoning by-law for a future expansion of the existing Union Villa long term care facility.
- Regional Municipality of York - a 12-storey, (approx.) 260 unit “affordable rental apartment” building in the middle 1.0 ha (2.48 acres) of the lands. The building is proposed to be targeted for seniors, including the relocation of the tenants of the existing Heritage Village, and include a senior-friendly community centre.
- Minto Communities – the redevelopment of the north 2.85 ha (7.03 acres), currently occupied by Heritage Village bungalows, with 41 regular townhouses and 112 back-to-back townhouses.

### **REQUESTED APPROVALS**

The following applications have been submitted for the proposed developments:

- Official Plan Amendment to permit the York Region building to have a height of 12 storeys, whereas the Residential Mid Rise designation permits a maximum height of 6 storeys. (File OP 17 178335)
- Zoning by-law amendment to comprehensively rezone the subject lands to permit the proposed developments. (File ZA 17 178335)
- Draft plan of subdivision for the portion of the subject lands to be conveyed to Minto Communities. (File SU 17 178335) (The purpose of this application is to facilitate the registration of the proposed townhouse development as a common element condominium. This requires the lands to be on a registered plan of subdivision.)
- Site plan approval for the York Region building. (File SC 17 178335)
- Site plan approval for the proposed revisions to the driveway and parking layout of Union Villa. (File SC 17 110335)
- Site plan approval for the proposed revisions to the driveway and parking layout of the Wyndham Gardens property. (File SC 17 110684)
- Site plan approval for the proposed Minto Communities townhouse development. (File SC 17 182624). This development will be subject to a future draft plan of condominium application.

The original concept plan submitted in support of the Official Plan and zoning by-law amendment applications is attached as Figure 4.

## **OPTIONS/ DISCUSSION:**

### **Preliminary Report:**

The preliminary staff report on the proposed developments was considered by Development Service Committee on June 26, 2017. The report identified a number of issues including transportation impact, internal driveway connections (concern that residents of the Minto townhouses may cut through the Union Villa parking lot to access Highway 7), built form relationship to the surrounding community, overlook, tree preservation, and parkland. Committee referred the applications to staff to work with the applicants over the summer to address the identified issues and schedule a Public Meeting in the fall.

### **Revisions to plan following preliminary report:**

The overall concept plan was revised prior to the Public Meeting to address design and technical issues, as follows:

- The 4-storey wing on the west side of the York Region building has been deleted and the floor space made up by adding a 12<sup>th</sup> floor to the east wing of the building. This increased the setback of the building from west lot line, which backs onto existing single detached and townhouse dwellings, from approximately 12 metres (39.4 feet) to 40.2 metres (131.8 feet).
- The community facility has been relocated from the former west wing of the York Region building to a more prominent and accessible location on the ground floor at the front (east side) of the building.
- It was agreed that the driveway between the Minto townhouse development and the York Region affordable rental apartment building should be closed to car traffic to prevent residents of the Minto townhouse development from cutting through the Union Villa parking area to access Highway 7.

### **Statutory Public Meeting held on October 24, 2017**

The statutory Public Meeting to consider the requested Official Plan and zoning by-law amendments and draft plan of subdivision was held on October 24, 2017. At the Public Meeting Wyndham Gardens residents raised concerns regarding the loss of green space, traffic impact, emergency vehicle access, shadow and view impacts of the York Region building, and the future of the Anna Russel parkette. A representative of the Unionville Ratepayers Association requested that the City manage the proposed seniors center and consider a larger facility, and consider enlarging the Anna Russell parkette. No other area residents spoke at the meeting. Development Services Committee discussed a number of issues including the internal road network, the seniors centre, walkway connections and parkland dedication. The applicant's planning consultant advised that a shadow study had been prepared and provided to interested residents. The shadow study demonstrates that there will not be an unacceptable shadow impact on the Wyndham Gardens building.

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**Current status of staff review of proposed developments:**

Staff have been continuing to work with the applicants and their consulting team to refine the plans for the proposed developments to address the concerns of Council and area residents and the technical requirements of the City and public agencies. The current concept site plan is attached as Figure 5.

The current status of staff's review is as follows:

- Subsequent to the Public Meeting the following changes have been made to the plans:
  - The York Region building has been shifted west from the location shown at the Public Meeting to increase the distance between this building and Wyndham Gardens to approximately 28 metres (92 feet). This will provide an opportunity for additional buffer landscaping in this area.
  - York Region Transit's Route 522 community bus currently terminates at the Union Villa campus. In order to be able to continue this service York Region Transit requires a route into the campus from Eureka Street and the ability to turn the buses around so they can exit back onto Eureka Street. The current plan provides the required bus route and bus turning loop. The applicant is working with City staff and York Region Transit to finalize measures to prevent cars from using the driveway connection between the Minto townhouse development and the York Region building, while keeping it open for busses and emergency vehicles.
- Staff are generally satisfied with the overall layout shown on Figure 5, subject to a detailed review of each of the individual component developments through the site plan approval process.
- With respect to the York Region seniors building, the proposed façade treatment envisions a contemporary residential building that is context sensitive while maintaining a unique identity. The building's base, with transparent glazing, supports an active public realm. A continuous awning with integrated signage along the main facade offers weather protection and wayfinding. Key façade materials include brick cladding, aluminum windows and metal panels. The use of alternating window treatment on the main façade and the vertical fins over the main residential entrance creates visual interest and helps break up the building's horizontality.
- The City Architect is generally satisfied with the overall layout and design of the York Region building. Urban Design staff are continuing to work with the architect to refine the plans and elevations for the building. The current elevations for this building are attached as Figures 6 and 7.
- York Region advises they will not be seeking LEED certification on this building, but their design standards and guidelines require the building to perform at high energy efficiency levels with environmental sensitivity, or "LEED-like" features. A list of specific building elements in this regard is required.
- The City's Recreation Department advises that the proposed location, configuration floor area, and parking supply of the seniors centre in the York Region building are acceptable. They confirm that they are not requesting any increase in the floor area of the facility.
- Minto Communities advises that they are in discussion with the owner of the lands adjoining Anna Russell parkette regarding the potential purchase of additional lands

for dedication to the City as parkland. This will be addressed in future staff report(s) regarding the Minto subdivision and/or site plan applications.

- Staff are working with the applicants through the site plan approval processes to minimize the number of trees that need to be removed. Preservation of the trees in front of Union Villa and along the west boundary is being prioritized.

### **Community Liaison Committee Meeting held on Tuesday January 23, 2018**

The applicants and their consulting team have been engaging various stakeholders, including the residents of the surrounding community and the residents of Wyndham Gardens, in an ongoing series of Community Liaison Meetings. A total of 8 meetings have been held to date, the first on August 12, 2015 and the most recent on Tuesday January 23, 2018. The applicant is proposing to continue to hold these meeting during the construction phase of the developments.

The applicant's planning consultant has responded to the issues raised by residents and members of Council at the January 23, 2018 Community Liaison Meeting, as follows:

Shadow impact:

- The updated shadow drawings demonstrate that the proposed York Region Building will have no impact on Wyndham Gardens during the growing season.

Parking:

- The total proposed parking supply for the York Region building is 310 parking spaces (297 underground + 13 surface spaces). 221 spaces are for residents and staff and 39 spaces are for visitors. The remaining 50 parking spaces will be available to attending patrons of the Seniors hub and community centre.

Overflow visitor parking for Wyndham Gardens:

- This issue has very recently come to light, and appears to be mostly related to conflicts of use on days where special events are being held in Wyndham and/or offsite events in downtown Unionville where non-visitors are looking to park. The Official plan and zoning bylaw amendment applications and site plan application does not propose any revisions to the current Wyndham gardens surface or underground parking areas. Further dialogue is ongoing between Unionville Home Society and York Region to explore potential arrangements for overflow parking for visitors to Wyndham Gardens when necessary. Alternatively, as Councillor Hamilton suggested at the Community Liaison meeting, the newly constructed Stiver Mill parking lot could also provide additional parking opportunities for visitors.

Construction management:

- Unionville Home Society, York Region and Minto Communities will work with City staff to develop a construction management plan which will be shared with the Community Liason Committee at future meetings, which will continue on a quarterly basis.

Staff have requested the applicant's planning consultant to attend the Development Services Committee meeting to present the shadow study and answer questions.

**Staff recommendation:**

Staff are generally satisfied with the overall layout and the plans for the York Region seniors building, subject to refinement through detailed review.

Staff are able to recommend partial approval of the submitted applications, as follows:

- Staff are working with the applicant to finalize the Official Plan and zoning by-law amendments for adoption/approval by Council. Staff will forward these documents to Council for approval when they have been finalized.
- The detailed architectural plans for the York Region building are continuing to evolve and as of the date this report was finalized staff have not received a complete set of plans for technical review by City departments, including Waste Management and the Fire Department. The applicant advises that there is urgency to receive site plan endorsement from the City to meet the timing requirements of the federal and provincial funding to this project. Staff have arranged to have the project architect present the plans to Committee. If Committee is satisfied with the overall layout and elevations of this building (see Figures 5, 6 and 7), staff recommend that Committee endorse the site plan application for this building and delegate final approval to staff, to be processed when our technical review is complete. The staff recommendation and conditions of site plan endorsement (Appendix 'A') includes the appropriate wording for this approach.
- Easements will need to be registered over the Unionville Home Society, York Region and Minto Communities properties to secure the jointly used underground utilities (Sanitary and storm sewer and water pipes), the driveways, and the York Region Transit bus route. These easements may need to be in place before building permits can be issued for the York Region building. Staff have received a letter from the solicitor for Unionville Home Society confirming that his client is committed to grant access and servicing easements to the Regional Municipality of York through the Unionville Home Society lands.
- Staff are reviewing the draft plan of subdivision for the future Minto lands and will bring a recommendation report to Development Services Committee on this application when the outstanding technical matters, including confirmation of the requirements of the Toronto and Region Conservation Authority, and finalizing the arrangements to secure the walkway connection between Greentree Road and Aldona Road. The City's Legal Services Department has been consulted on the walkway and has confirmed that it can cross private lands provided that appropriately worded easements are in place.
- The site plan application for the Minto townhouse development was only recently submitted and is under review by City staff and public agencies. Staff will bring a recommendation report to Development Services Committee on this application when our technical and design review is complete.
- Approval of the site plan applications for the revisions to the driveway and parking layouts of Union Villa and Wyndham Gardens are delegated to staff pursuant to Site Plan control By-law 262-94. Staff will process these approvals when the plans have been finalized and our technical review has been completed.



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**FINANCIAL CONSIDERATIONS:**

Not applicable.

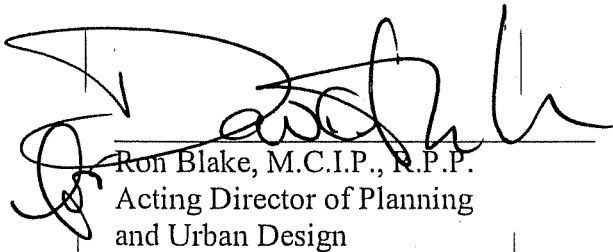
**ALIGNMENT WITH STRATEGIC PRIORITIES:**

The proposed zoning by-law amendment would support a number of the City's Strategic Priorities, including:

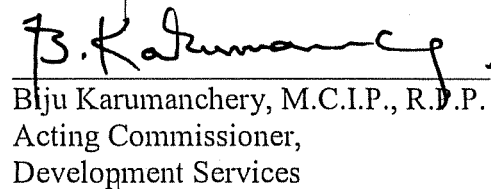
Growth Management – intensification along a transit corridor, consistent with the Region's transit objectives.

**BUSINESS UNITS CONSULTED AND AFFECTED:**

The proposed development has been circulated to internal City departments and external agencies for review and comment.



Ron Blake, M.C.I.P., R.P.P.  
Acting Director of Planning  
and Urban Design



Biju Karumanchery, M.C.I.P., R.P.P.  
Acting Commissioner,  
Development Services

**ATTACHMENTS:**

- Figure 1 – Property Location Map
- Figure 2 – Area Context / Zoning
- Figure 3 – Air Photo
- Figure 4 – Concept Plan submitted with applications
- Figure 5 – Current Concept Plan
- Figure 6 – Elevations of York Region seniors building
- Figure 7 – Elevations of York Region seniors building

Appendix 'A' – Conditions of site plan approval for the York Region seniors building

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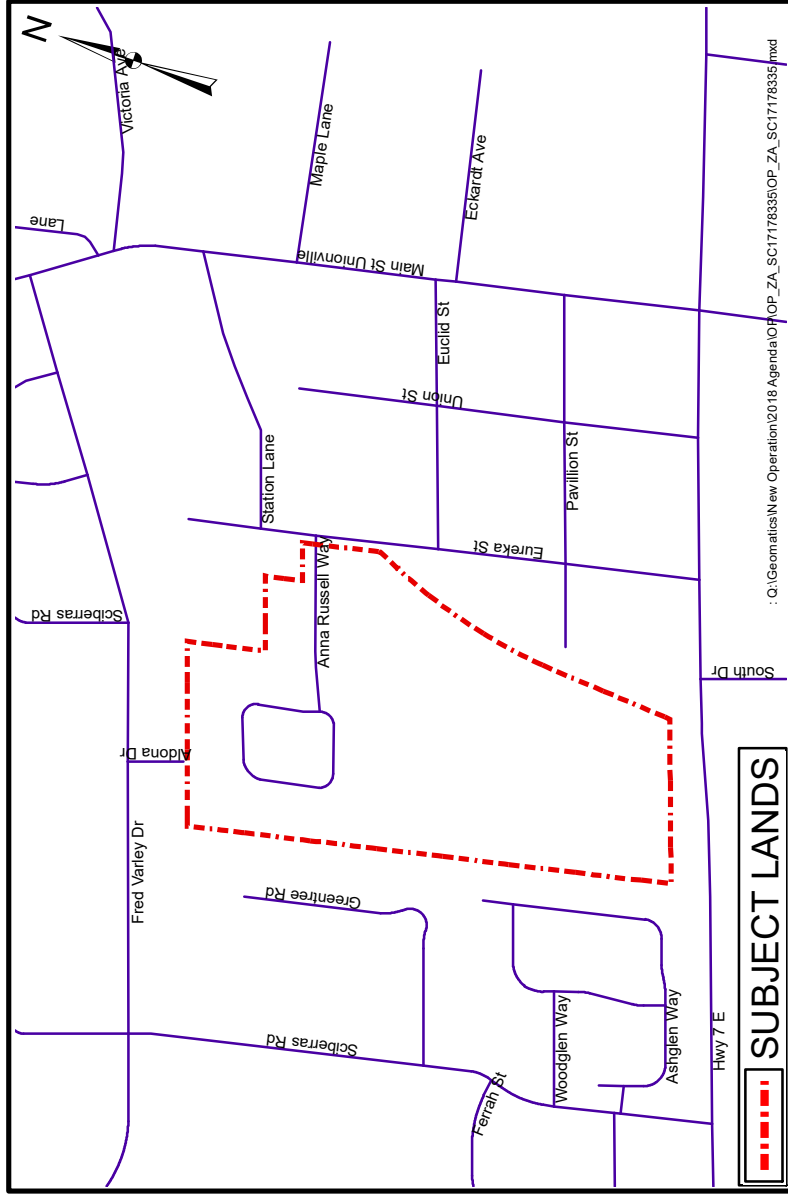
**APPENDIX 'A'****Conditions of Site Plan Approval  
Regional Municipality of York  
Affordable Rental Apartment Building  
4300 Highway 7 East  
File No. SC 17 178335**

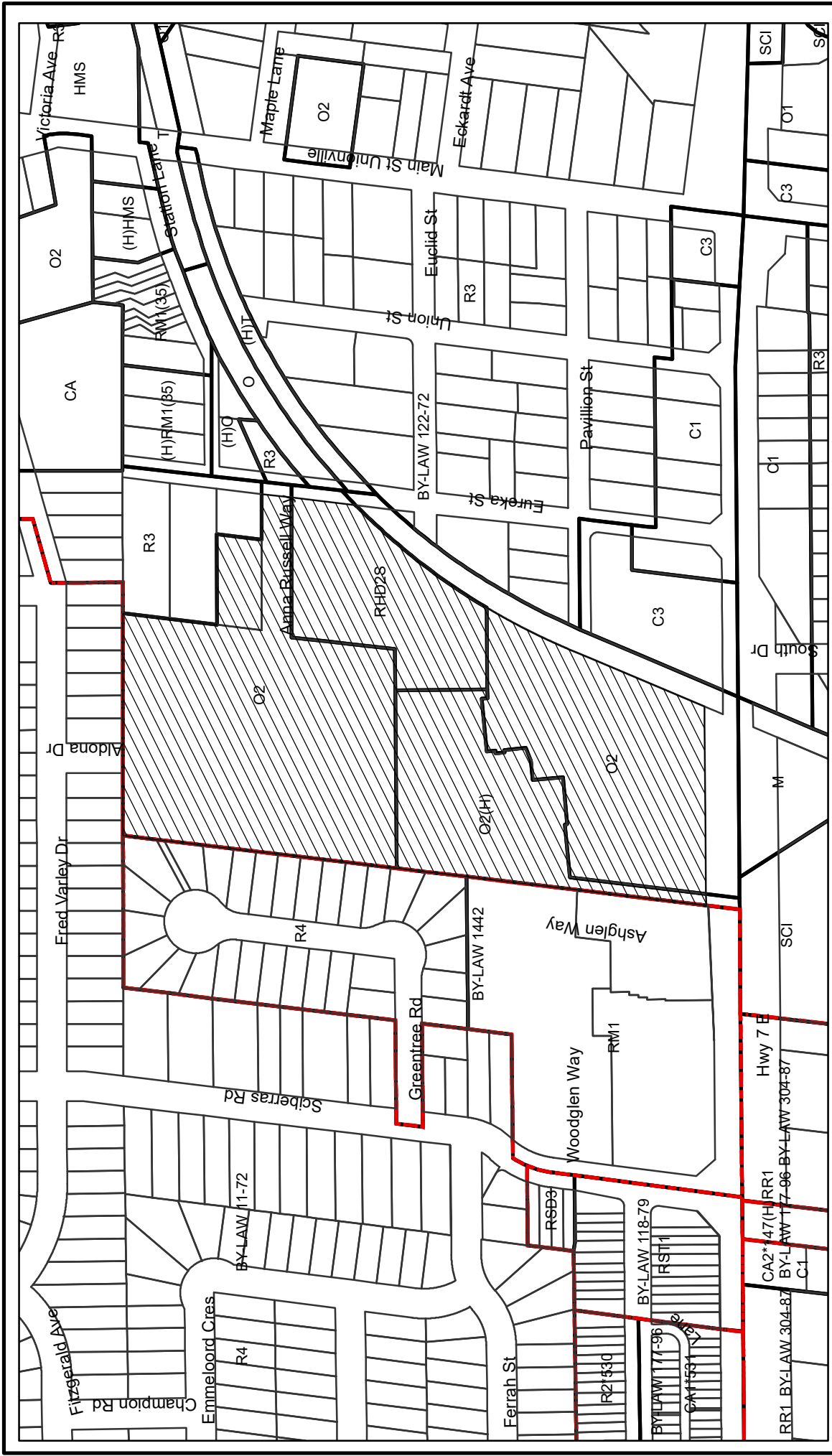
Prior to the execution of the site plan agreement, the Owner shall submit:

1. site plans, parking garage layout plans, elevation drawings (including building materials, colours and details), snow storage, vehicular access controls, grading, servicing and engineering drawings that comply with all requirements of the City and authorized public agencies, including any necessary easements, to the satisfaction of the Director of Planning and Urban Design and Director of Engineering. The final plans shall incorporate appropriate bird-friendly design features.
2. landscape plans, including interim and ultimate conditions, access control details, tree preservation plans and streetscape details, prepared by a Landscape Architect having membership with the Ontario Association of Landscape Architects, to the satisfaction of the Director of Planning and Urban Design.
3. A stormwater management report, a functional servicing report, grading/servicing/site alteration/excavation plans, construction management plans and shoring/excavation drawings, to the satisfaction of the Director of Engineering.
4. Geotechnical and hydrogeological reports, if required by the Director of Engineering.
5. A comprehensive green infrastructure plan, to the satisfaction of the Director of Planning and Urban Design.

The Owner shall enter into a Site Plan Agreement with the City containing all standard and special provisions and requirements of the City, and other public agencies including, but not limited to, the following:

1. Provisions for the payment by the Owner of all applicable fees, recoveries, parkland dedications (including cash-in-lieu), development charges and financial obligations related to applicable Developers Group Agreements.
2. That the location, size and construction of all refuse storage areas and recycling facilities, and arrangements for waste collection be to the satisfaction of the City of Markham Waste Management Department.
3. Provisions to ensure implementation of the recommendations of the approved plans/reports.
4. Provisions for satisfying all requirements of City departments and public agencies.
5. That the Owner comply with all requirements of the City and authorized public agencies to the satisfaction of the Commissioner of Development Services.



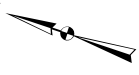


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# AREA CONTEXT/ZONING

APPLICANT: YORK REGION, UNIONVILLE HOME SOCIETY AND MINTO COMMUNITIES  
 4300 HIGHWAY 7

 SUBJECT LANDS



FILE No: OP\_ZA\_SC17178335(SH)

DATE: 01/25/18





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# AIR PHOTO 2016

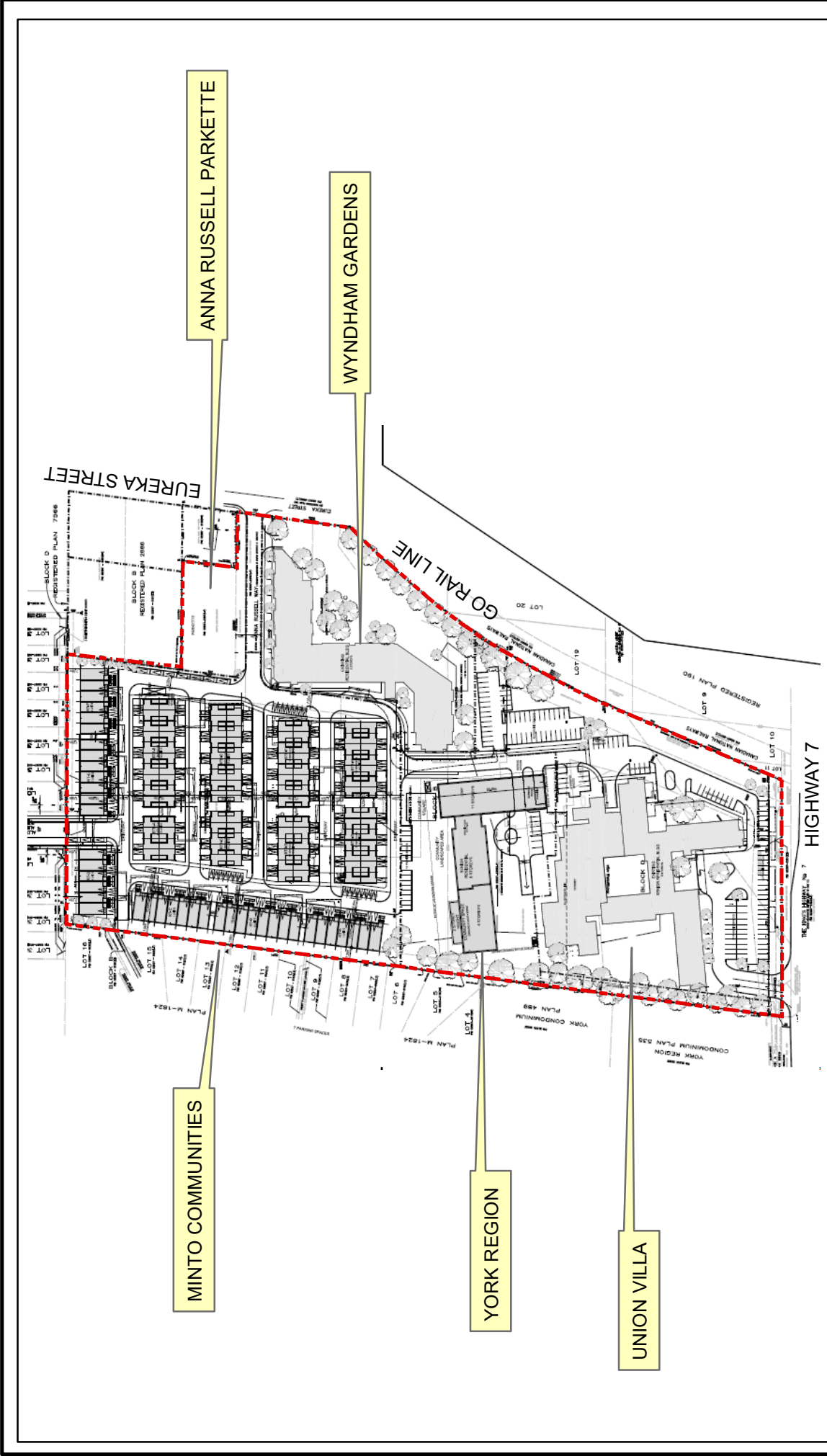
APPLICANT: YORK REGION, UNIONVILLE HOME SOCIETY AND MINTO COMMUNITIES  
4300 HIGHWAY 7

--- SUBJECT LANDS

FILE No: OP\_ZA\_SC17178335(SH)

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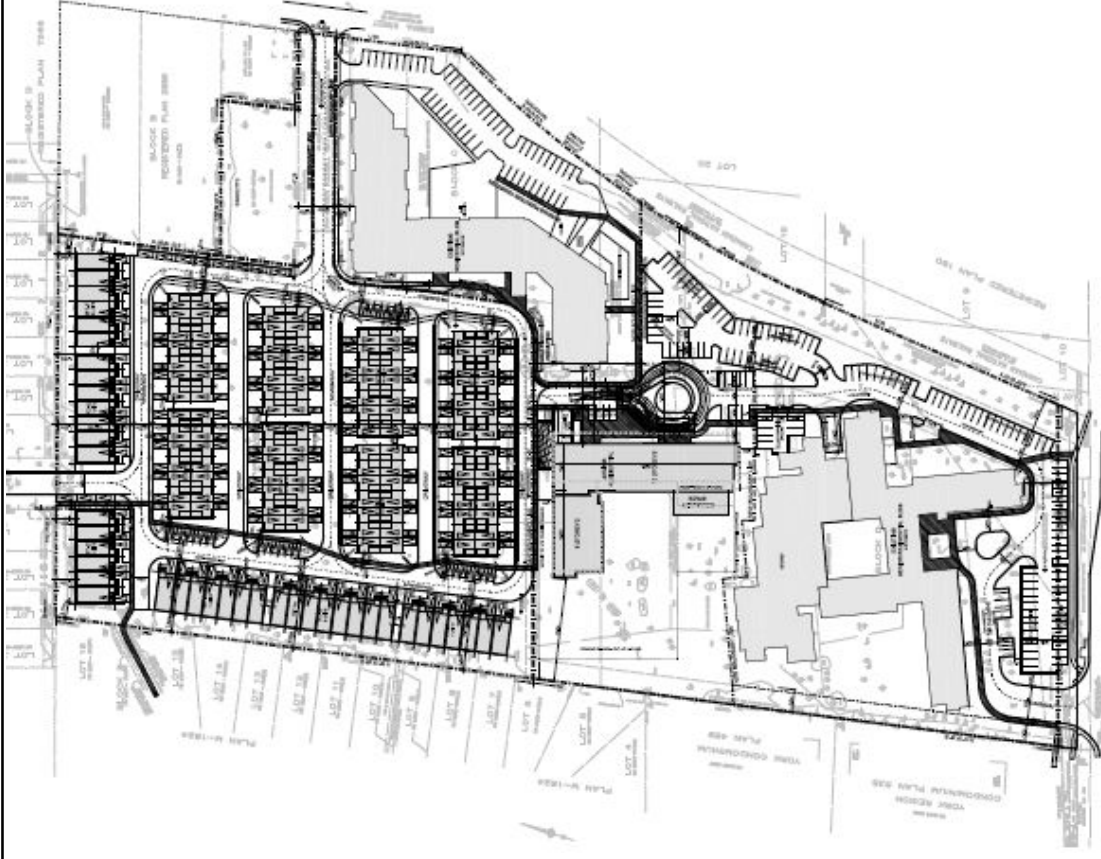
# CONCEPT PLAN SUBMITTED WITH APPLICATION

APPLICANT: YORK REGION, UNIONVILLE HOME SOCIETY AND MINTO COMMUNITIES  
 4300 HIGHWAY 7  
 SUBJECT LANDS

FILE No: OP\_ZA\_SC17178335(SH)

DATE:01/25/18





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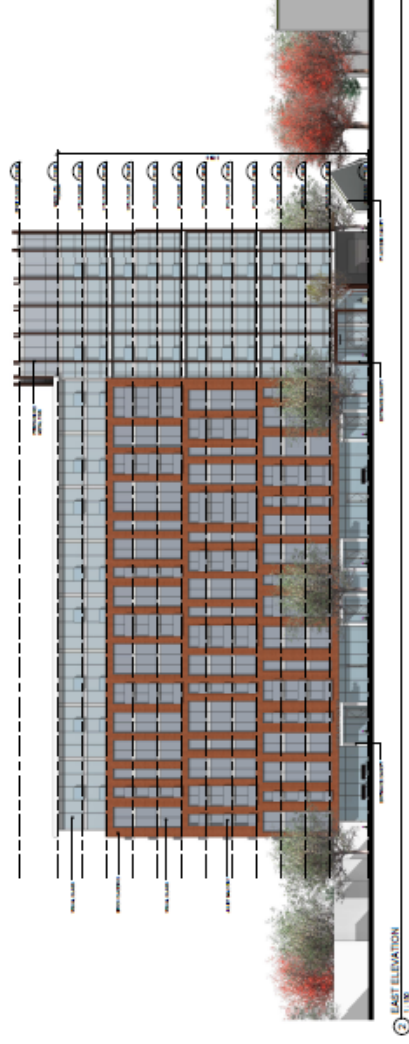
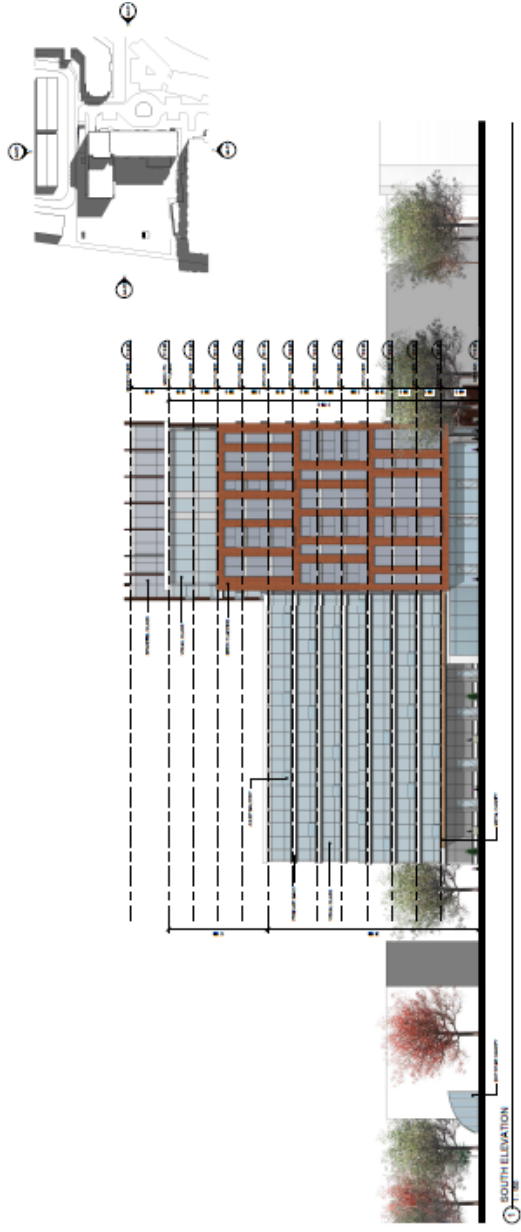
# CURRENT CONCEPT PLAN

APPLICANT: YORK REGION, UNIONVILLE HOME SOCIETY AND MINTO COMMUNITIES  
 4300 HIGHWAY 7

--- SUBJECT LANDS

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DATE: 01/25/18



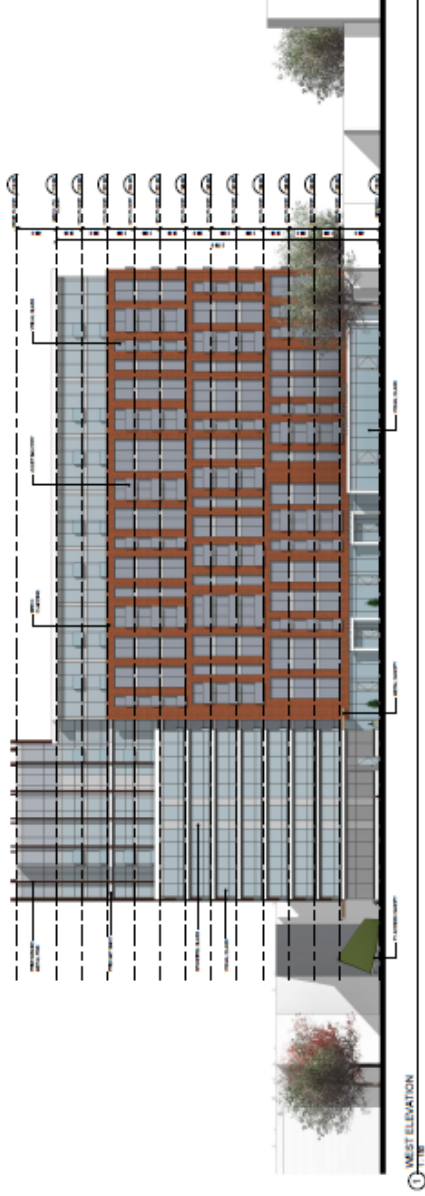
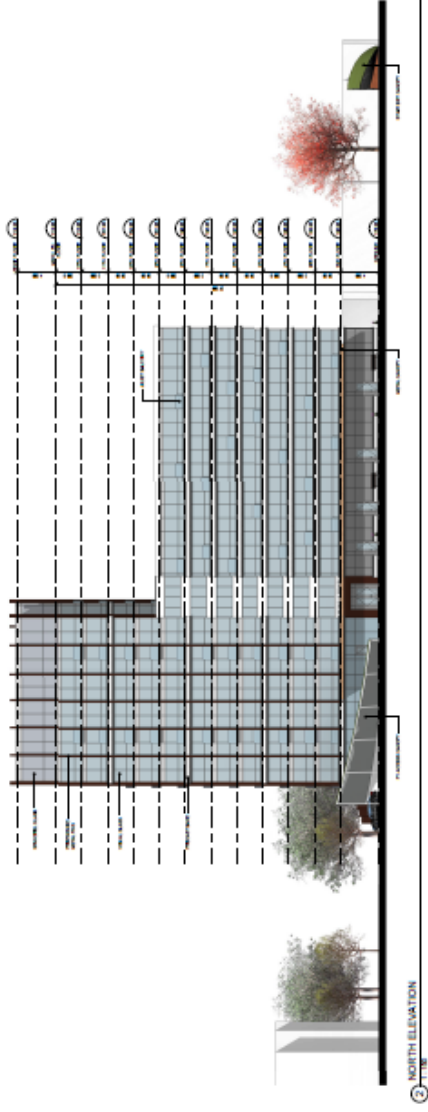
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# ELEVATIONS

APPLICANT: YORK REGION, UNIONVILLE HOME SOCIETY AND MINTO COMMUNITIES  
4300 HIGHWAY 7

FILE No: OP\_ZA\_SC17178335(SH)





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# ELEVATIONS

APPLICANT: YORK REGION, UNIONVILLE HOME SOCIETY AND MINTO COMMUNITIES  
 4300 HIGHWAY 7

FILE No: OP\_ZA\_SC17178335(SH)



DEVELOPMENT SERVICES COMMISSION

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FIGURE No. 7