

THE CORPORATION OF THE TOWN OF GEORGINA

REPORT NO. DS-2025-0007

**FOR THE CONSIDERATION OF
COUNCIL**

January 29, 2025

**SUBJECT: APPLICATION TO AMEND ZONING BY-LAW NO. 500
KINDERA LIVING (KESWICK) FACILITY INC.
PART OF LOTS 6 AND 7, CONCESSION 3 (N.G.), PARTS 2, 3, 4, 5, 18
TO 24 INCLUSIVE, 29, 30, 44 AND 45, REFERENCE PLAN 65R-31761**

1. RECOMMENDATIONS:

- 1. That Council receive Report DS-2025-0007 prepared by the Development Planning Division, Development Services Department dated January 29, 2025 respecting an application to amend Zoning Bylaw No. 500 submitted by Michael Smith Planning Consultants; Development Coordinators Ltd. on behalf of Kindera Living (Keswick) Facility Inc. (formerly known as Rykka Care Inc.) for lands municipally addressed as 48 Glenwoods Avenue, Keswick;**
- 2. That Staff report further to Council following the assessment of all Town Department and external agency comments presented in Report No. DS-2025-0007, as well as any comments raised by the public and Council at the Public Meeting; and,**
- 3. That Staff provide written notice of the next Council meeting, a minimum of two weeks in advance of the date of said meeting, to the following:**
 - a) Any person or public body that has requested to be notified of any future Council meeting(s); and,**
 - b) Any person or public body that has requested to be notified of Council's decision regarding the approval or refusal of the subject application.**

2. PURPOSE:

The purpose of this report is to provide Staff's preliminary analysis and outline comments received respecting an application for Zoning Bylaw Amendment (ZBA) submitted by Michael Smith Planning Consultants; Development Coordinators Ltd. on behalf of Kindera Living (Keswick) Facility Inc. (formerly known as Rykka Care Inc.) to facilitate the construction of a four storey long-term care facility with 192 beds and ground floor commercial uses.

3. **BACKGROUND:**

3.1 **SUBJECT PROPERTY AND SURROUNDING LAND USES**

The subject property is located on the north side of Glenwoods Avenue, west of Woodbine Avenue in Keswick. The property is currently vacant.

North: Retail Uses
South: Agricultural Uses
West: Residential Uses, Watercourse
East: Retail Uses

Refer to *Table 1* below for a summary of property information.

Table 1 – Summary of Property Information		
General Property Information		
Municipal Address	48 Glenwoods Avenue	
Legal Description	Part of Lots 6 and 7, Concession 3 (N.G), Parts 2, 3, 4, 5, 18 to 24 incl., 29, 30, 44 and 45, Reference Plan 65R-31761	
Roll Number	147-10255	
Lot Frontage	127.98 metres	
Lot Area	3,4900 square metres	
Zoning	Site-Specific Shopping Centre Commercial (C4-8) and Site Specific Open Space (OS-56)	
Keswick Secondary Plan (2023) Designation	Mixed-Use Corridor 2	
York Region Official Plan	Community Area	
Related Applications	B15-21 (Consent)	
Land Use and Environmental Considerations		
Existing Structures	None	
Proposed Structures	A four storey, 192 bed, long-term care facility with some ground floor commercial uses	
Key Natural Heritage Features	None	
Natural Hazards	Watercourse and associated floodplain	
Regulatory Status		
Heritage Status	Neither listed nor designated	
LSRCA	Yes	
MTO	No	
Servicing		
	Existing	Proposed
Stormwater	SWM Pond	SWM Pond
Water	None	Municipal
Sanitary	None	Municipal
Access	Driveway	Driveway

Refer to Attachments 1 and 4 for the location map and site photos of the subject property respectively.

3.2 PROPOSAL

The application proposes to facilitate the construction of a long-term care facility with ground floor commercial uses. A Zoning Bylaw Amendment (ZBA) application has been submitted to add the proposed long term care facility as a permitted use in the existing site specific C4-8 zone, to provide site-specific provisions regarding minimum exterior side yards, maximum building height, minimum parking space sizes and numbers, minimum number of loading spaces and minimum aisle width, as well as to refine the limits of the existing Site Specific Open Space (OS-56) zone.

3.3 SUBMISSION MATERIALS

Attachment 2 is a copy of the conceptual site plan and associated elevations. Attachment 3 is a summary of all submission documents. Attachment 5 is a copy of the draft amending bylaw, as submitted by the applicant. Submitted documents are available from the Development Planning Division or through the below link:

[Submission Documents](#)

4. PUBLIC CONSULTATION AND NOTICE REQUIREMENTS:

4.1 PUBLIC CONSULTATION

The submission was provided to the Town on October 2, 2024. The application was deemed complete by letter on November 21, 2024.

A Notice of Public Meeting was mailed to all assessed property owners within 120 metres of the subject property on January 6, 2025. For additional notification, the notice was also posted to the Town website on January 6, 2025.

As per the *Planning Act*, one (1) public notice sign was posted on the property on January 7, 2025.

At the time of writing this report, no comments from members of the public have been received.

4.2 EXTERNAL AGENCY AND TOWN DEPARTMENT COMMENTS

Town department and agency comments received are available in Attachment 6 and are summarized below.

Development Engineering Division

The Development Engineering Division has no objections to the proposal, subject to the submitted reports being updated due to their age, or if no changes have been made, then to have the dates of the reports and drawings updated.

York Region

York Region has no objections to the proposal and has provided comments related to water and wastewater servicing and transportation comments. They have requested that the Transportation Study and Functional Servicing Report be updated as necessary, particularly regarding the future hydrant test, capacity analysis lane configuration, daylighting triangles, and the Region's right-of-way.

Lake Simcoe Region Conservation Authority

The Lake Simcoe Region Conservation Authority (LSRCA) has noted that they have no objections to the proposal, and that any outstanding technical comments pertaining to stormwater management and hydrogeology may be addressed during the site plan stage.

Community Services Department

The Community Services Department is requesting cash in lieu of parkland dedication for this application.

Georgina Fire Department

The Georgina Fire Department has provided comments noting that construction must be in conformance with the Ontario Building Code (OBC), including the provision of adequate water for firefighting and sprinkler protection. The department has also noted that should the east private road not be completed at the time of construction, then an adequate turnaround facility shall be provided. They have also asked the application to use the GFRS largest apparatus for the auto-turn assessment for the fire access route.

The below departments / agencies have no comment:

- Enbridge Gas Distribution
- Tax and Revenue Division
- York Catholic District School Board

5. ANALYSIS:

The following is an overview of the proposed Zoning Bylaw Amendment against applicable Provincial, Regional and Town planning documents.

5.1 PROVINCIAL POLICY FRAMEWORK

Pursuant to Section 3(5) of the *Planning Act*, a decision of the Council of a municipality, in respect of the exercise of any authority that affects a planning matter, shall be consistent with the Provincial Planning Statement and shall conform with, or not conflict with, the Provincial Plans that are in effect.

5.1.1 The Provincial Planning Statement, 2024 (PPS)

The Provincial Planning Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development and plays a key role in setting the policy foundation for regulating development and the use of land in Ontario.

The subject property is within a Settlement Area. The PPS defines Settlement Areas as urban areas and rural settlement areas, including cities, towns, villages and hamlets, within municipalities that are built-up areas where development is concentrated. Settlement Areas have a mix of land uses and are the focus of growth and development.

Policy 2.2.1 b) of the PPS outlines that Planning Authorities are to permit and facilitate all types of residential intensification, including additional needs housing. Additional needs housing is defined as including long-term care homes. The policy further encourages residential intensification, including the development of underutilized commercial and institutional sites.

Policy 2.3.1.3 further reiterates that Planning Authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.

Staff have reviewed the application against the PPS and are satisfied the current proposal is consistent with the PPS.

5.1.3 The Greenbelt Plan, 2017 (GBP)

The Greenbelt Plan (GBP) identifies where urbanization should not occur in order to provide permanent protection to the agricultural land base and the ecological features and functions occurring on the landscape.

The subject property is located in the community of Keswick, which is designated Towns / Villages on Schedule 1 of the GBP. Towns / Villages are subject to the policies of the PPS and continue to be governed by official plans.

Staff are of the opinion that the application conforms with the GBP.

5.1.4 The Lake Simcoe Protection Plan, 2009 (LSPP)

The Lake Simcoe Protection Plan (LSPP) seeks to protect, improve and restore the elements that contribute to the ecological health of the Lake Simcoe Watershed, including water quality, hydrology, key natural heritage features and their functions, and key hydrologic features and their functions. Staff note the proposal meets the LSPP definition of major development, and that technical matters relating to the application will be addressed at the site plan stage.

Staff have reviewed the proposal against the LSPP and are of the opinion that the application conforms with the LSPP.

5.2 York Region Official Plan, 2022 (YROP)

Pursuant to Section 70.13 (2) of the *Planning Act* (as amended by Bill 23), the relevant policies of the YROP are deemed to constitute part of the Town of Georgina Official Plan until the Town either revokes or amends them to provide otherwise. In this regard, it is anticipated that the relevant policies of the YROP will be incorporated into the Town's Official Plan as part of a future comprehensive update.

The subject property is designated Urban Area on Map 1, and Community Area on Map 1A of the YROP. Section 4.1 of YROP states that the Urban Area is the primary location for growth and development. Section 4.2.1 further states that community areas are where the majority of residents, personal services, retail, arts, culture, recreational facilities and human services needs will be located.

Section 4.2.2 of the YROP requires that Community Areas contain a wide range and mix of housing types, sizes and tenures. Section 4.4.2 outlines that 50% of all residential development between 2021 to 2041 occur annually within the built-up area identified on Map 1B, which includes the subject property. Policy 4.4.16 further stipulates that municipalities are encouraged to integrate gentle density and a mix and range of housing options, including housing for people with special needs, within the built boundary, where locally appropriate, through redevelopment of existing neighbourhoods.

Staff are of the opinion the application conforms to the YROP.

5.3 Keswick Secondary Plan, 2023 (KSP)

The KSP provides specific land use and development direction for the Keswick Settlement Area. The purpose of the Secondary Plan is to manage growth and development, ensuring a high quality of life for present and future residents.

Mixed Use Corridor 2 Designation

Section 13.1.6.1.3 states that *“It is the intent of this Secondary Plan to introduce opportunities for mid-rise and high-rise residential uses into the Mixed-Use Corridor 2 designation through comprehensively planned mixed-use developments to both support the ongoing urban evolution of the Woodbine Avenue Corridor, and to provide opportunities for mid- and high-rise residential uses in locations that are compatible with the existing community and new development”*. Staff note that the proposal contains a mix of commercial and institutional uses.

Section 13.1.6.1.3 f) further notes that a minimum of 50% of the gross floor area within the designation shall be devoted to non-residential uses. Staff note that Site Specific Policy 13.1.6.5 u) exempts any long-term care homes from being considered residential uses for the purposes of this policy.

Furthermore, Section 13.1.4.1.2 n) i) of the KSP outlines that the Town will work to ensure an adequate supply of special needs housing, including Senior Care Facilities. Staff note that special needs housing is a permitted use in this designation.

Urban Design

Appendix 1 of the KSP includes the Town’s Urban Design and Architectural Control Guidelines. The intent of this document is to inform the design of new site specific developments, form the basis for the creation of development specific Urban Design and Architectural Control Guidelines, and provide guidance for homeowners, designers, architects, developers, and landscape architects by outlining the Town’s expectations for new development.

In support of the subject application, the applicant has submitted an Urban / Architectural Design Report prepared by G Architects Inc. and dated September 15, 2023. Staff are still in the process of reviewing the provided Urban / Architectural Design Report, but currently have no concerns.

Compatibility

Section 13.1.4.3.2 d) of the KSP requires all new development to be compatible and sensitively integrated with the surrounding land uses and built forms. An analysis of the development compatibility criteria can be found below:

- The landscape, built form and functional character of the surrounding community is maintained or enhanced;

Staff note the proposal of a long-term care facility and ground floor commercial uses enhances the surrounding community, which consists of compatible commercial uses and low density residential uses. The proposal will provide more

retail options for surrounding residents, and the long-term care facility will allow residents to age in the local community.

- No undue, adverse effects are created on adjacent properties;

The existing stormwater management pond and associated trail system create a buffer between the proposed long-term care home and the residential neighbourhood to the west. The properties to the north and east are commercial in nature and separated from the subject property by a road network, consequently no adverse affects are anticipated on the adjacent properties.

- Key natural heritage features and key hydrologic features and their functions are appropriately protected;

Staff note that there are no nearby natural heritage features, and the only nearby hydrologic feature is a watercourse located on the west portion of the property. The development will be located outside of the watercourse and the associated floodplain and buffer. The LSRCA has reviewed the proposal and confirmed that they no concerns regarding any potential impacts from the development on the watercourse.

- Identified on-site or adjacent cultural heritage resources are appropriately conserved and development is compatible with their character;

As per the provided Stage 1 Archaeological Assessment, there are no identified on site or adjacent cultural heritage resources. The site inspection also confirmed the property has no remaining archaeological potential due to modern grading and other disturbances.

- The height and massing of nearby buildings is appropriately considered, and buffers and/or transitions in height to adjacent properties are implemented, where necessary;

The proposed structure is well setback from neighbouring properties and is separated from all adjacent buildings by a road network, and additionally separated from the residential uses to the west by the stormwater management pond and associated trail network. While the proposed building has a height of 17 metres, the footprint is considerably smaller than that of the commercial building to the north and is well set back from smaller neighbouring buildings. As such, Staff are of the opinion that buffers and transitions in height to adjacent properties are not required, and the height and massing of the building are appropriate.

- On-site amenity space is provided and is compatible with the existing patterns of private and public amenity space in the vicinity;

Amenity space for the proposal is provided via an area directly adjacent to the building. Staff note that while there is no existing pattern of public amenity space, and neighbouring private amenity space is for low density residential uses, Staff are of the opinion that the proposed amenity space is suitable for the type of development proposed and is compatible with existing neighbouring development.

- Development is compatible with streetscape patterns, including block lengths, setbacks and building separations.

Staff note that the block and associated streetscape were developed in conjunction with the blocks to the north and east, and are consequently compatible in nature. The proposed structure is also well setback and separated from neighbouring buildings.

Given the above, Staff are of the opinion that the proposal is compatible with the surrounding land uses and built forms.

Natural Hazards

Section 4.4 of the Town's Official Plan, which covers policies related to natural hazards, applies to the subject property. There is a watercourse and associated floodplain located on the southwest portion of the site. Staff note the proposed development is located outside of the floodplain and associated buffer, and that the LSRCA has no concerns regarding the proposal. Consequently, Staff have no concerns regarding the proposal with respect to natural hazards.

Servicing

The subject property is located within the municipal urban service boundary. Policy 13.1.7.2 c) of the KSP requires that all development within Keswick be serviced by municipal sanitary sewer and water supply. The proposal will be serviced by municipal water, sanitary sewers and stormwater management.

The proposed four storey, 192 bed long-term care facility with ground floor commercial uses will require 192 persons equivalent of servicing allocation from Category 9 – ICI (Institutional, Commercial and Industrial). Staff anticipate sufficient capacity being available in this category when the proposal comes forward for Council approval.

Staff note that while the physical infrastructure required to permit connections into municipal services does not exist along this portion of Glenwoods Avenue, sanitary sewers exist to the north of the site and a sanitary stub was provided to service the subject site as part of the overall block development. Similarly, a watermain stub is also provided to the site. The proposal will utilize both municipal water and sanitary sewers.

Control of both stormwater quantity and quality is required for the proposed development. Staff note that currently stormwater management is achieved via drainage into the existing SWM pond which is located on the site and services the overall commercial area. This existing pond will be able to provide the required quantity, quality, and erosion controls for the site as proposed. Volume control and water balance will be provided via perimeter swales with raised inlets.

In support of the application, a Functional Servicing & Stormwater Management Report was prepared by MTE Consultants Inc. This report is still being reviewed by Town Staff.

Frontage and Road Network

The subject property has frontage on Glenwoods Avenue, an assumed public road. Internal private roads/driveways will provide access to the parking lot located within the site.

Given the above information, Town Staff are of the opinion that the application is in conformity with the Keswick Secondary Plan.

5.4 Zoning Bylaw No. 500

The subject property is currently zoned Site-Specific Open Space (OS-56) and Shopping Centre Commercial (C4-8) on Map 2, pg. 2 of Schedule 'A' of Zoning Bylaw No. 500.

Proposed Draft Amending Bylaw (Attachment 5)

A Zoning Bylaw Amendment is required to permit the proposed long-term care use on the subject property, as well as to permit a number of changes to the setback, height, loading space, access aisle and parking requirements. These changes are discussed below.

- Section 17.5.6 d) - Permitted Uses

A long-term care facility is not a permitted use in the C4-8 zone. However, given that nearby land uses consist primarily of residential and commercial uses, Town Staff are of the opinion the proposal is suitable. The ground floor commercial component of the proposal will provide more retail options for surrounding residents, and the long-term care facility will provide additional housing options in the community for those requiring care.

The proposed building is located approximately 90 metres to the east of existing residential uses to the west and is also separated by a SWM pond and trail network. The separation between the proposal and the neighbouring residential uses will limit any negative impacts on the existing residents.

- Section 17.5.6 d) - Minimum Exterior Side Yard

The applicant is proposing a minimum exterior side yard of 5 metres adjacent to the westerly access street. Within the C4 zone, an exterior side yard of 8 metres is required. Staff note that the existing site specific C4-8 zone requires a 5-metre minimum yard abutting Woodbine Avenue, Glenwoods Avenue or Dovedale Drive, and a 3-metre minimum yard for any other yards. Consequently, the proposed 5-metre minimum yard provides more separation between the building and the lot line than currently required. Town Staff have no concerns with the proposed setback.

- Section 17.5.6 d) - Maximum Height

The applicant is proposing a maximum height of 17 metres, with a mechanical penthouse up to 4 metres of height, for a total height of up to 21 metres, whereas a height of 15 metres is permitted in the current site specific C4-8 zone. Staff note that the proposed structure is well set back from neighbouring properties, and is separated from all adjacent buildings by a road network. The proposed building is also separated from the neighbouring residential uses to the east by the SWM pond and associated trail network. The building's footprint is also considerably smaller than that of the commercial building to the north and is well set back from smaller commercial buildings to the east. As such, Staff consider the height of the building appropriate and consistent with the policy direction in the KSP.

- Section 5.25 - Loading Space Requirements

Two loading spaces are proposed for the application, whereas 4 loading spaces are required by the bylaw. The applicant has also requested that the entire proposal be considered institutional for the purposes of calculating loading space requirements. Staff note that it appears that the proposed loading spaces may block access to the garbage pickup location. The dimensions of the lane south of the proposed loading spaces will be required to determine if the location of the loading spaces is suitable, or if an alternative configuration could be pursued.

The applicant has submitted a Transportation Impact Study, which includes a determination of the adequacy of the proposed parking and loading supply. Further review of this document will be required to determine whether or not the proposed loading spaces are suitable.

- Section 17.5.6 a) and 5.28 a) – Parking

The site specific C4-8 zoning for the property requires 5.5 parking spaces per 95 square metres of non-residential floor area. Staff note that this parking minimum was determined based on the permitted uses for the zone, which are commercial in nature. The proposal primarily consists of a long-term care facility, which

requires 1 parking space per bed, along with some ancillary commercial uses. The total parking required for these uses would be 247 parking spaces.

The site plan proposes that 227 parking spaces be provided. The draft amending bylaw and Transportation Impact Study propose to provide 0.5 parking spaces per bed, as well as 59 visitor/commercial parking spaces, which is less than what is proposed on the site plan. The applicant is also proposing parking space dimensions of 2.7 metres by 5.7 metres, whereas standard parking spaces are required to be 3 metres by 5.7 metres, where the angle to aisle is not parallel. In light of this, further discussions with the applicant are required to determine whether standard size parking spaces can be provided on the site.

The applicant has submitted a Transportation Impact Study, which includes a determination of the adequacy of the proposed parking and loading supply. Further review of this document will be required to determine whether the proposed parking and loading spaces are suitable.

- Section 5.28 (i) Private Roads – Vehicle Maneuvering

An access driveway requires a minimum width of 6 metres, which is the width proposed.

A minimum width of 7 metres is required for aisles in a parking area with two-way traffic with 90-degree parking spaces in order to allow for effective car maneuvering, a 6.5-metre aisle is currently proposed in the draft bylaw, while 6 metres appears to be shown on the site plan. Further confirmation from the applicant is required to determine the exact dimensions of the access driveway.

The applicant has submitted a Transportation Impact Study, which includes a review of site access and circulation. Further review of this document will be required to determine whether the proposed access aisle is suitable.

- Section 5.31 - Planting Strip

For lots within the C4 zone, a 3-metre planting strip is required across the front and exterior lot lines. While planting strips have been shown on the site plan, the exact dimensions have not been provided. Further confirmation from the applicant is required to determine the exact dimensions of the planting strips.

6. RELATIONSHIP TO STRATEGIC PLAN:

This report addresses the following Town of Georgina corporate strategic goal: Ensuring Balanced Growth.

7. FINANCIAL AND BUDGETARY IMPACT:

There are no financial concerns or budgetary impacts on the Town as a result of this application. The owners/applicants will be required to apply for and obtain all necessary approvals associated with building permits, site alteration permits and entrance permits, and to pay the applicable associated costs for same, including the payment of development charges and park levy.

8. ISSUES REQUIRING CONSIDERATION AND RESOLUTION:

The following matters must be considered and resolved:

- Updates to provided Engineering Reports as per the Development Engineering Division comments.
- Further review of the site plan and draft amending zoning bylaw to ensure consistency, confirmation and appropriateness of required relief.
- Public, Council and Agency comments, including those provided by York Region and the LSRCA.

9. CONCLUSION:

Given Staff and Public comments, Staff are of the opinion it is appropriate that Council receive the report, and that the application return to Council once the issues requiring consideration have been resolved.

Prepared By:	Brittany Dobrindt Planner II
Reviewed By:	Janet Porter, MCIP, RPP Manager of Development Planning
Recommended By:	Denis Beaulieu, MCIP, RPP Director of Development Services
Approved By:	Ryan Cronsberry Chief Administrative Officer

Attachments:

Attachment 1 – Location Map

Attachment 2 – Conceptual Site Plan, Elevation Plans and Renderings

Attachment 3 – Summary of Submission Documents

Attachment 4 – Site Photographs

Attachment 5 – Draft Amending Zoning Bylaw

Attachment 6 – Consolidated Comments