



MANAGEMENT REPORT

Date: August 12, 2024
To: Mayor and Council
From: Robyn McIntyre, Consulting Planner for the City of Stratford
Report Number: COU24-089
Attachments: Maps, Public Comments Received to July 31, 2024, Agency Comments Received to July 31, 2024

Title: Zone Change Application Z02-24 and Official Plan Amendment Application OPA01-24 for 3188 Vivian Line 37 in the City of Stratford

Objective: The purpose of this report is to describe the proposed development at 3188 Vivian Line 37 and the associated applications submitted by GSP Group on behalf of peopleCare. This Zone Change and Official Plan Amendment will facilitate the establishment of a Nursing Home and a Retirement Home.

The purpose of the Official Plan Amendment application is to add a site-specific policy to the existing 'Residential Area' designation which will increase the maximum height on the north portion of the subject lands from 4 storeys to 5 storeys, and to increase the maximum height on the south portion of the subject lands from 4 storeys to 7 storeys.

The purpose of the Zoning By-law Amendment application is to rezone the property from Agricultural ("A") and Urban Reserve ("UR") to two separate site-specific Community Institutional Zones ("IN1-____" and "IN1-____"). Different site-specific provisions are requested for the north and the south portions of the subject lands. The following site-specific provisions are requested for each:

North Portion

- Section 2.3.2 b) of the Zoning Bylaw shall not apply;
- To limit the total number of beds permitted in the Nursing Home to 288;
- To reduce the minimum south interior side yard setback to 0.0 metres, whereas the Zoning Bylaw currently requires 9.9 metres;
- To reduce the minimum overall Landscaped Open Space requirement to 26%, whereas the Zoning Bylaw currently requires 35%;

- To add a provision stating that the Landscaped Open Space requirement shall include green roofs above ground level, for clarity;
- To reduce the minimum Landscaped Open Space requirement for Parking Lots with more than 50 parking spaces to 9.5%, whereas the Zoning Bylaw currently requires 15%;
- To remove the requirement for a planting strip between parking areas or aisles and lot lines where the IN1-XX zone (north portion of 3188 Vivian Line 37) and the IN1-XX zone (south portion of Vivian Line 37) abut, whereas the Zoning Bylaw currently requires a 1.5 metre planting strip or 0.15-metre-wide fence, wall, hedge, or shrub;
- To reduce the minimum bicycle parking requirement for the Nursing Home to 6 spaces, whereas the Zoning Bylaw currently requires 34 spaces;
- To add a provision that allows bicycle parking to be within 35 metres of the principle building entrance or the main employee entrance, whereas the Zoning Bylaw currently requires that bicycle parking be within 35 metres of the principle building entrance only;
- To reduce the minimum number of loading spaces for a Nursing Home to 2, whereas the Zoning Bylaw currently requires 3 spaces;
- To reduce the minimum loading space setback from the south interior lot line to 0.0 metres, whereas the Zoning Bylaw currently requires 1 metre where abutting a non-residential zone;
- To add a provision stating that a loading space shall not be required to be abutting the Nursing Home building, whereas the Zoning Bylaw currently requires that the space abuts the building; and
- To allow access and maneuvering to and from a loading space to exceed the boundaries of the subject lands only into a Right-of-Way easement registered in favour of the subject lands, whereas the Zoning Bylaw currently requires that access and maneuvering must be located on the same lot.

South Portion

- Section 2.3.2 b) of the Zoning Bylaw shall not apply;
- To allow a Personal Care Establishment and Personal Service Establishment accessory to a Retirement Home, whereas the Zoning Bylaw does not currently permit these as primary or accessory uses in the IN1 Zone;
- To reduce the minimum west interior side yard setback to 6.0 metres, whereas the Zoning Bylaw currently requires 12.25 metres;

- To reduce the minimum eastern interior side yard setback to 9.0 metres for a canopy, whereas the Zoning Bylaw currently requires 12.25 metres;
- To reduce the minimum rear yard setback to 0.0 metres, whereas the Zoning Bylaw currently requires 7.5 metres;
- To increase the maximum lot coverage to 34.5%, whereas the Zoning Bylaw currently allows a maximum of 30%;
- To remove the requirement for a planting strip between parking areas or aisles and lot lines where the IN1-XX zone (north portion of 3188 Vivian Line 37) and the IN1-XX zone (south portion of Vivian Line 37) abut, whereas the Zoning Bylaw currently requires a 1.5 metre planting strip or 0.15-metre-wide fence, wall, hedge, or shrub;
- To remove the parking requirement for a Personal Care Establishment and Personal Service Establishment accessory to a Retirement Home, whereas the Zoning Bylaw currently requires parking to be provided at a rate of 1 parking space per 30 square metres of net floor area for a Personal Care Establishment and a Personal Service Establishment;
- To reduce the minimum number of loading spaces required for a Retirement Home to 1, whereas the Zoning Bylaw currently requires 3;
- To reduce the minimum loading space setback from the rear lot line to 0.0 metres, whereas the Zoning Bylaw currently requires 1 metre where abutting a non-residential zone;
- To add a provision stating that a loading space shall not be required to be abutting the Retirement Home building, whereas the Zoning Bylaw currently requires that the space abuts the building; and
- To allow access and maneuvering to and from a loading space to exceed the boundaries of the subject lands only into a Right-of-Way easement registered in favour of the subject lands, whereas the Zoning Bylaw currently requires that access and maneuvering must be located on the same lot.

Staff Note:

The original circulation of the application indicated that site specific relief was also requested for both the north portion and south portion as follows:

“To add a provision stating that the vertical area of any decorative fencing or walls shall count towards the minimum Landscaped Open Space requirement for Parking lots with more than 50 parking spaces, for clarity;”

Upon subsequent review, it has been determined that this relief is no longer required. Staff and the applicant have agreed to remove this site-specific provision from the request for both the north and south portions.

Background:

History of Proposal

On January 13, 2022, the Ontario Ministry of Long-Term Care and the Perth-Wellington MPP, Randy Pettapiece, announced that approval had been given to peopleCare to build a new 160-bed Nursing Home in Stratford. This new facility is proposed to re-establish the 60 Long Term Care beds that were lost when the previous peopleCare Stratford home on Mornington Street was closed due to a flood in 2015. This new facility would also add 100 new beds and has been envisioned as part of a “campus of care” which would include a range of seniors housing and support options through a phased development.

In October 2022, the City of Stratford announced discussions with peopleCare on the potential development of the Nursing Home on one of two City-owned properties. The properties that were considered included: a portion of the Grand Trunk site (also known as the Cooper Block), or a vacant greenfield property at 3188 Vivian Line 37 in the north end of the City. Since discussions began, the Vivian Line 37 property has been identified as the preferred choice for the proposed development. It is approximately 5.7 acres in area, with access to municipal services from Vivian Line 37.

Following the selection of the site, a proposal was prepared. The proposal included a 288-bed Nursing Home on the north portion of the subject lands, and a 150 unit / 164-bed Retirement Home on the south portion of the subject lands. The Nursing Home on the north portion of the subject lands is proposed to be five-storeys in height. The Retirement Home is proposed to range from five to seven-storeys in height. The proposal also included associated resident parking, visitor parking, staff parking, landscaped space, amenity space, and other components.

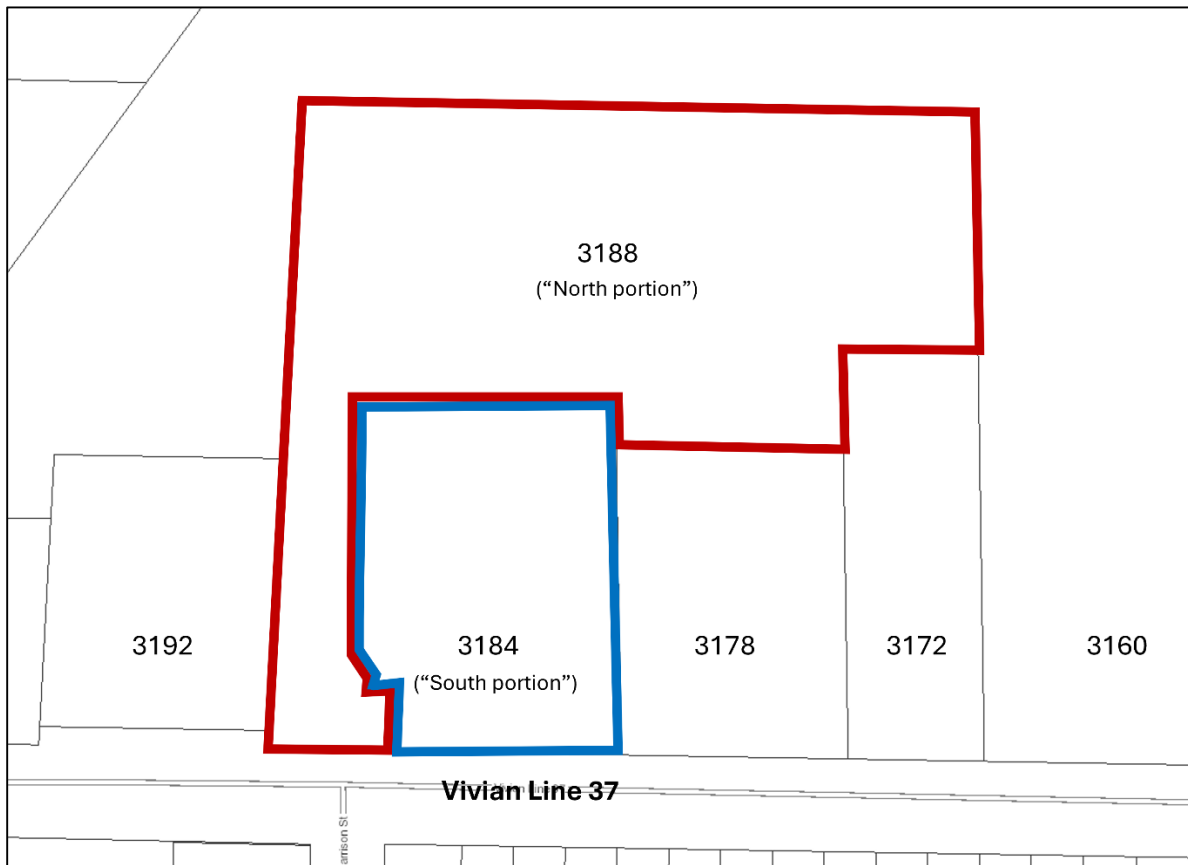
At the May 28, 2024, City Council meeting, a Notice of Intent was issued to ‘Consider Declaring as Surplus and to Dispose of 3188 Vivian Line 37’. The matter was considered by City Council at its June 10, 2024, Regular Meeting. Minutes from this meeting are available online, on the City of Stratford’s Council Calendar website.

At this meeting, City Council approved a resolution to declare the Vivial Line 37 lands as surplus, to dispose of the lands via direct negotiation and sale to a Nursing Home provider, and directed that Staff prepare a further report for Council’s consideration. This resolution can be found online on the City of Stratford’s Council Calendar website. A report on the potential sale of the property at 3188 Vivian Line 37 is to be considered by City Council.

peopleCare has retained GSP Group to assist with the planning applications required to facilitate the proposal. A Formal Consultation Application was received on May 1st, 2024, to gather preliminary comments on the proposal. Applications for an Official Plan Amendment and Zoning Bylaw Amendment were received on June 28th, 2024. Applications for Site Plan were received on July 3rd, 2024.

Proposed Phasing

The City has the authority to divide the lands through a Reference Plan prior to disposing of them. The lands are proposed to be divided into two parcels as outlined on the key map below. The North portion is to be municipally known as 3188 Vivian Line 37, and the South portion is to be municipally known as 3184 Vivian Line 37.



The North portion is proposed to be developed first, with the 288-bed Nursing Home with associated parking, landscaping, amenities, and other components. The South portion is proposed to be developed later, consisting of a 150-unit / 164-bed Retirement Home and associated parking, landscaping, amenities, and other components.

Site Characteristics

Characteristic Information	Details
Existing Use	Vacant / Agricultural
Frontage	94.5 metres
Depth	175 metres
Area	23,309 square metres
Shape	Irregular

Surrounding Land Uses

Direction	Use
North	Agricultural
East	Rural Residential and Agricultural
South	Residential
West	Residential and Agricultural

Public Comments

The Notice of Application and Public Meeting was sent to property owners within 120 metres of the subject lands on July 19th, 2024. Notice was also included in the Town Crier portion of the Beacon Herald on July 20th, 2024.

Public comments received prior to the finalization of this report have been appended to this report. Any public comments received after completion of the report will be provided to the Planning and Heritage Committee for consideration.

Agency Comments

The Zone Change and Official Plan Amendment applications materials were sent to agencies for review and comment on July 5th, 2024, with comments being due July 19th, 2024. The agency comments received to date have been appended to this memo.

Analysis:

Provincial Policy Statement, 2020

Resilient Development and Land Use Patterns

The PPS provides policy direction on achieving efficient and resilient development and land use patterns. This direction includes accommodating an appropriate range and mix of residential types in order to meet the long-term needs of the community.

Settlement Areas

The PPS specifically notes that settlement areas are to be the focus of growth and development. The City of Stratford is identified as a settlement area under the PPS. Land use patterns within settlement areas are to efficiently use land and resources in addition to infrastructure and public service facilities.

Land Use Compatibility

With respect to land use compatibility, developments are to avoid potential adverse effects from odour, noise, and other contaminants. Where avoidance is not possible, developments should mitigate these potential effects.

Housing

At the direction of the PPS, Planning authorities shall maintain the ability to accommodate residential growth; residential growth can take place through intensification. Through this residential growth, Planning authorities are required to provide for an appropriate range and mix of housing densities and options.

Infrastructure and Public Service Facilities

Generally, the PPS promotes the use of existing infrastructure and public service facilities to ensure they are optimized and adaptively reused where appropriate.

Long-Term Economic Prosperity

Development should support the long-term economic viability of communities by encouraging residential development to provide a range of housing options and optimize the long-term use of land.

City of Stratford Official Plan

Schedule of the City of Stratford Official Plan identifies the subject lands as being designated 'Residential Areas'; Schedule C identifies the subject lands as being partially in a SPP Significant Threat Area; and Schedule D identifies Vivian Line 37 as being a Collector Road.

Section 3 – General Policy Directions

As per policy 3.2.3, the subject lands meet the general definition of a 'Major Redevelopment Site' as they have potential for residential development, exceed 2 hectares, are located on a Collector Road, and are not within a Mixed-Use Corridor Area, Industrial Area, or Parks and Open Space Area.

As required under policy 3.5.6, an Archaeological Assessment is being completed on the subject lands and the resulting report will be provided to the City.

Section 4 – Land Use Strategy

Per policy 4.2, the subject lands are designated Residential Areas. Here, residential development is focused in stable, well established residential neighbourhoods. These neighbourhoods include a range of related uses such as parks and schools; a Nursing Home is also considered a related use. Undeveloped lands on the periphery of the city are intended for future residential development.

Additionally, policy 4.5, encourages residential areas to achieve a mix of housing types and a minimum average density of housing in the development of new residential areas in order to provide diversity in housing stock. Residential Areas are intended to permit low and medium density residential uses in addition to complementary non-residential uses. Certain non-residential uses are permitted provided they are complementary to, or compatible with, the neighbourhood. Institutional uses are considered a complementary use to residential uses.

The proposed development constitutes a New Residential Area. The maximum height permitted in a New Residential Area is four storeys. The proposed development exceeds the maximum of 4 storeys, and thus a site-specific policy is required to permit any heights over four storeys. The building on the north parcel is proposed to be 5 storeys, and the building on the south parcel is proposed to be 7 storeys and site-specific policies for both parcels have been requested by the Official Plan Amendment

Section 5 – Environment and Sustainability Strategy

The Source Protection Plan (“SPP”) Significant Threat Area prohibits any uses that are or would be, a significant drinking water threat as identified in the Thames-Sydenham Drinking Water Source Protection Plan (5.4.3). The SPP Significant Threats Area on the subject lands is in the southwest corner of the subject lands. No buildings are proposed in this location. The uses proposed within the subject lands as a whole do not constitute significant drinking water threats.

Section 7 – Community Infrastructure

Vivian Line 37 is identified as a Collector Road, which are required to have a road allowance width of 23 metres. In accordance with policies 7.2.1 and 7.2.2 the City shall require that sufficient lands be conveyed to the City to provide the appropriate Right-of-Way width as a condition of their approval. The Site Plan identifies the required road widening area to be retained by the City.

All new urban development shall be connected to municipal water and sanitary sewer systems and shall only be permitted where the systems have adequate capacity to service such development and/or redevelopment. The proposed development is intended to be on municipal water and sanitary sewer systems and therefore satisfies this requirement.

In order to ensure the City's supply of parkland is maintained, the City shall, as a condition of plan of subdivision, consent or site plan approval, require the conveyance of land for parkland or other public recreational purposes based on the parkland conveyance provisions of the Planning Act. Parkland dedication will be collected through the Site Plan Application process through cash-in-lieu of parkland.

Development proposals shall be reviewed to ensure they are designed to accommodate emergency vehicles and other safety considerations. Adequate access and safety considerations are to be addressed through the Site Plan Application process.

Northeast Secondary Plan Background Study and Policies

The subject lands are designated 'Residential' in the City of Stratford's Northeast Secondary Plan ("the Secondary Plan"). Policies for the Northeast Secondary Plan Area are included Section 11.1 of the Official Plan.

The predominant use of land in the Secondary Plan area will be low density residential uses. Medium density residential uses are to be restricted to townhouses, quadrplexes, or apartment style-residences (11.1.2.12). The proposal includes a Nursing Home and Retirement Home.

City of Stratford Zoning Bylaw

Permitted Uses

The subject lands are split zoned, part Urban Reserve ("UR") and part Agricultural ("A"). The UR zone permits existing uses, home occupations, and single detached dwellings; the proposed Nursing Home and Retirement Home are not currently permitted in the UR zone. The A zone permits agricultural uses, agricultural related uses, animal shelters, conservation uses, forestry, home occupations, institutional uses, livestock facilities, non-farm residential uses, on-farm diversified uses, and wayside permit aggregate operations. In this instance, 'institutional uses' refers to the following:

"[...] public or private school, place of worship, day care centre, nursing home, fire station, police station, ambulance dispatch office, ambulance terminal, administrative office of a municipal, provincial or federal government agency, auditorium, hospice, hospital, library, museum, park, and recreational park, or other similar type uses."

The proposed use is not currently permitted in the A zone. The Zone Change application proposes to rezone the subject lands with two separate site-specific Institutional Community Zones to permit the proposed Long Term Care Facility and Retirement Home uses.

Site Specific Provisions

A number of site-specific provisions are requested for the north and south portions respectively as listed earlier in this report.

Financial Implications:

Not applicable:

The purpose of this report is to present the Official Plan Amendment and Zone Change application for consideration during the public meeting. A detailed assessment of financial impacts is not applicable at this stage of the process.

Alignment with Strategic Priorities:

Not applicable: The purpose of this report is to present the Official Plan Amendment and Zone Change application for consideration during the public meeting. A detailed assessment of applications against the Corporate Strategic Priorities is not applicable at this stage of the process.

Alignment with One Planet Principles:

Not applicable: Alignment with the City's One Planet Principles will be included in the final report.

Staff Recommendation: THAT Council hear all interested persons with respect to Official Plan Amendment application OPA01-24 and Zoning Bylaw Amendment application Z02-24.

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