



Municipality of Port Hope

Staff Report

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Report Title: Proposed Zoning By-law Amendment (ZB04-2021) 65 Ward Street

Report to: Planning & Development Committee

Date of meeting: February 15, 2022

Report Author:

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Consultants, on behalf of the Municipality of Port Hope

Department responsible:

Planning & Development

Report Number: PD-04-22

Recommendation:

That a By-law be presented to Council to rezone the Subject Lands known as 65 Ward Street from Urban Institutional 'IU' zone to a site-specific Institutional zone 'IU'(135) that would allow for an increased maximum building height (from 19m to 26m) and allow for the waste storage area and loading space to be located within the exterior side yard along Princess Street.

Highlights:

- The proposed long term care facility is a permitted use on the subject property in accordance with the Municipality of Port Hope Official Plan and Zoning By-law.
- The proposed Zoning By-law Amendment seeks to increase the maximum permitted building height from five storeys to seven storeys, permit the location of garbage and a loading space in an exterior side yard and provide relief from the minimum parking requirements during the period of construction.
- It is the opinion of Planning staff that the proposed Zoning By-law Amendment is consistent with the Provincial Policy Statement and conforms to the Growth Plan, County of Northumberland Official Plan and the Municipality of Port Hope Official Plan.
- A Site Plan Control application is also currently under review by Planning staff.

Background:

Applications for a proposed Zoning By-law Amendment and Site Plan Control have been submitted by NOVATECH on behalf of Southbridge Healthcare GP Inc. to support the proposed development of a long term care facility with a total of 192 beds in 108 private suites and 42 basic suites. The proposed long term care facility use is permitted on the subject lands by the Municipality of Port Hope Official Plan and the Zoning By-law. The proposed Zoning By-law Amendment application seeks to increase the maximum building height from five storeys (19 metres) to seven storeys (26 metres), permit the storage of garbage and the location of a loading space in an exterior side yard and provides relief for the minimum required parking on the subject lands during the period of construction. A Site Plan Control application is being processed concurrently with the proposed Zoning By-law Amendment.

1.1 Subject Lands

The subject lands are legally described as Lot 21-31 of Plan Smith Estate in the Municipality of Port Hope and they are municipally known as 65 Ward Street and 20 Hope Street South (See **Figure 1: Subject Lands**). The subject lands occupy the northern half of a block between Ward Street to the north, Hope Street South to the east and Princess Street to the west. The subject lands comprise an area of approximately 1.08 hectares (2.67 ac) with approximately 91 metres of frontage on Ward Street, 159 metres of frontage on Hope Street South and 115 metres of frontage on Princess Street.



Figure 1: Subject Lands at 65 Ward Street

The subject lands are currently occupied by the Hope Street Terrace (2.5 storey building), a long term care facility that includes 47 suites and is operated by Southbridge Care Homes. In addition, the subject lands also include the former Port Hope Hospital, a two-storey brick dwelling used as storage space and a brick 'powerhouse' building that was previously used as the laundry facility for the former Port Hope Hospital. The latter three buildings have historical heritage value to the community. The subject lands contain a number of existing deciduous and coniferous trees ranging in size from 0.15 to 1.0 metres in diameter. In this regard, the majority of trees are located along the periphery of the subject lands, adjacent to Ward Street, Hope Street South and along the rear property line adjacent to the existing residential uses.

1.2 Notice of Intention to Designate ('NOID') pursuant to the Ontario Heritage Act

In April 2018, the Municipality gave direction to staff to publish a Notice of Intention to Designate ('NOID') the subject lands in respect of heritage attributes relating to the Hospital Buildings pursuant to Section 29 of the Ontario Heritage Act, R.S.O. 1990, c. 0.18. The issue of designation was appealed and subsequently referred to the Conservation Review Board ('CRB') under CRB Case No. 1813. Following a hearing, the CRB recommended designation of the subject lands in respect of certain heritage attributes relating to the hospital buildings. Southbridge identified that the OHA designation of the subject lands would prevent them from proceeding with the project.

As per direction of Council in April 2019, the Municipality and Southbridge expressed a desire to enter into an Agreement to document and evidence the commitment of Southbridge to complete the proposed long term care facility and the Municipality to withdraw the NOID only upon satisfactory completion by Southbridge of all terms of the Agreement. The subject lands are within a site plan control area and subject to the requirements of the Municipality for development.

The Agreement sets out the conditions that must be completed by Southbridge prior to the Municipality withdrawing the NOID. In this regard, the Municipality will withdraw the NOID once Southbridge has:

- (i) Prepared and submitted to the Municipality all of the applications (in accordance with applicable legislation and bylaws) including all supporting documents required in connection therewith that the Municipality requires in order to issue all of the required municipal approvals for the Project including, but not limited to, **site plan approval** pursuant to section 41 of the *Planning Act* RSO 1990 c.P.13 as amended, building permits, any approvals under the

Ontario Heritage Act, R.S.O. 1990, c. O.18 as amended, **zoning bylaw amendment** approvals under the Ontario *Planning Act* RSO 1990 c.P.13 as amended and **demolition permits**;

- (ii) Participated in the usual planning and *Ontario Heritage Act* application processes with the Municipality;
- (iii) Executed and registered on title to the Subject Lands a site plan agreement in a form acceptable to the Municipality;
- (iv) Had all mortgagees and encumbrancers having an interest in the Subject Lands sign the required site plan agreement for the purpose of postponing their respective interests in the Subject Lands;
- (v) Paid to the Municipality all of the required fees and charges associated with such applications and permits when they become due and payable; and,
- (vi) Provided written confirmation addressed to the Municipality from the architect and construction manager for the Project confirming that fully executed agreements are in place with them for the construction of the Project.

The parties hereto acknowledge and agree that by entering into this Agreement, Council of the Municipality is not fettering its discretion with respect to its consideration of any application regarding the Project that requires a decision from Council.

On the basis of the above, the Agreement came into force on September 17, 2019 and included an expiration date of December 31, 2020. On December 15, 2020, Council extended the Agreement to December 31, 2021. On November 16, 2021, Council extended the Agreement for a second time to May 31, 2022.

1.3 November 20, 2020 Ministry Award of Additional Long Term Care Beds

The original 2019 Southbridge proposal was planned for 160 long term care facility incorporating 97 beds from Hope Street Terrace and 60 beds from Regency long term care home, with three additional beds requested from the Ministry of Health and Long-Term Care. On November 20, 2020, the Ministry announced that an additional 32 new long-term care beds (with the original three beds makes a total of 35 beds) had been awarded to the Southbridge for the development of the long term care facility being proposed on the subject lands.

1.4 Surrounding Land Uses

The subject lands are surrounded by an established residential neighbourhood in the Urban Area of Port Hope. The immediate area is surrounded with low and medium density residential uses that are predominantly 1-2 storey single detached dwellings and are sited adjacent to the subject property along Hope Street South, Princess Street and Ward Street. The dominant form of development in the area is characterized by dwellings constructed at the turn of the century.

In addition to the above, on the north side of Ward Street across from the subject lands is the former Dr. L.B. Powers School that has been converted into a low-rise residential apartment building, now referred to as the Port Hope Apartments. The Port Hope Agricultural Park is also located approximately one block east of the subject lands.

1.5 Proposed Long Term Care Facility

The Applicant intends to develop the subject lands with a 13,461 m² long term care facility, which is considered to be an institutional use. The proposed Site Plan (see **Figure 2 on next page**) includes a seven storey building that will provide a total of 192 beds divided amongst 108 private suites (one bed per room) and 42 basic suites (two beds per room).

As mentioned above, the Hope Street Terrace is currently operating on the subject lands. It is intended that the Hope Street Terrace will remain open and Southbridge will provide continued care to its current residents during construction of the proposed long term care facility. Once the proposed long term care facility is constructed, the residents would be transferred to the new facility. It is expected that the residents of the Regency long term care facility, located at 66 Dorset East, will also be transferred to the proposed long term care facility once complete.

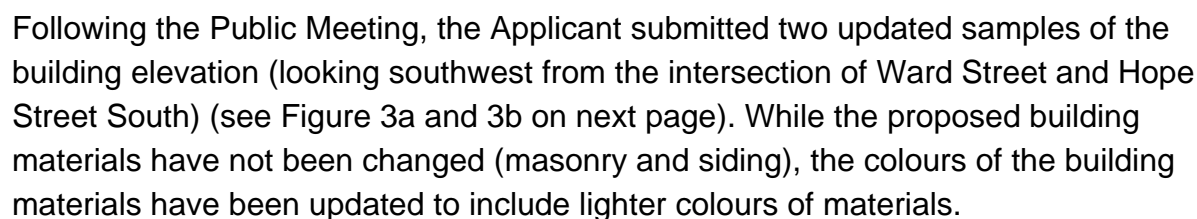




Figure 3a: Architectural rendering – option 1



Figure 3b: Architectural rendering – option 2

The proposed long term care facility includes a full spectrum of care services that meet the Ministry of Health and Long-Term Care standards, including dementia care services. Table 1 below is a breakdown of the number of beds and area devoted to each floor. The proposed long term care facility does not include any beds on the ground floor as this floor is dedicated to staff offices, locker rooms, storage, barber/beauty salon,

physiotherapy room, activity room, library, potting plant room, chapel/theatre, mechanical equipment to run the building and laundry facilities. On floors 2-7, each floor includes resident rooms (which include a bathroom and closet, but no kitchens), a lounge space, activity room, staff meeting room and office, storage room, laundry room, therapy room, server and a dining space.

Table 1: Breakdown of beds per floor in the proposed long term care facility
(statistics summarized from proposed site plan and proposed architectural drawings).

Floor Number	Number of beds (per floor)	Area (square metres)
Ground Floor	0	1,923
2	32	1,923
3	32	1,923
4	32	1,923
5	32	1,923
6	32	1,923
7	32	1,923
Total for building	192 beds	13,461 square metres

It is noted that the proposed long term care facility has been designed in accordance with the Ministry of Health and Long-Term Care Home Design Manual (2015) ('LTC Home Design Manual'). In this regard, the LTC Home Design Manual requires facilities to implement the concept of Resident Home Areas ('RHAs'), which are smaller, self-contained units that give residents more intimate and familiar living spaces and support long-term care home staff in providing efficient care to residents. RHAs are required to be clearly defined, distinct units that are located on the same floor and are limited to providing accommodation for a maximum of 32 residents.

The proposed long term care facility includes one access from Princess Street, one one-way entrance access from Ward Street which exits onto Hope Street South and another access along Hope Street South near the southern portion of the subject lands. It is noted that the number of accesses from Princess Street has been reduced since the earlier submissions of the proposed site plan to remove one of the accesses along Princess Street.

The proposed parking area is located in the southern area of the subject lands and the proposed site plan identifies 100 parking spaces (including 4 accessible parking spaces). It is noted that of the 100 parking spaces, 2 accessible spaces and 3 standard parking spaces are located near the entrance to the proposed long term care facility, adjacent to Ward Street. There are also 13 bicycle parking spaces shown on the proposed site plan and these are located at the rear of the proposed long term care facility.

There is one loading space proposed near the southwest corner of the proposed long term care facility, near the proposed earth bin garbage receptacles.

With respect to water servicing, it is proposed that the long term care facility will connect to the existing watermain along Princess Street. With respect to sanitary servicing, it is proposed that the building will connect to the existing sanitary sewer along Princess Street. Existing fire hydrants along Princess Street, Ward Street and Hope Street South are within the appropriate distance for fire protection.

Stormwater from Princess Street currently drains into roadside ditches that drain to a catchbasin by the intersection of Princess Street and Ward Street. The existing catchbasin outlets to an existing storm sewer, which connects to an existing storm sewer along Ward Street. There is also another existing storm sewer along Hope Street. With respect to stormwater servicing for the proposed long term care facility, a private storm sewer is being proposed that will outlet to the existing storm sewer on Ward Street. In this regard, the parking lot and landscaped area surface drainage, as well as roof and foundation drainage are all directed towards catchbasins and conveyed to the private storm sewer.

With respect to landscaping, it is proposed to retain as many of the larger trees as possible along the Ward Street frontage (except one at the corner of Ward Street and Princess Street and one near the proposed driveway entrance on Hope Street). In addition, it is proposed to plant a number of new deciduous trees along all three frontages as well, in addition to along the back of the building and within the parking lot. The existing trees along the rear property line are also proposed to remain. Other landscaping is also proposed throughout the site at the driveway entrances, around the generator and garbage storage areas, adjacent to the walls of the building and within the courtyard.

1.6 Proposed Zoning By-law Amendment

The Applicant is proposing to rezone the lands with a site-specific exception to the Urban-Institutional (IU) zone. A long-term care facility is a permitted use in the IU zone.

The proposed Zoning By-law Amendment proposes to change one standard that applies to the IU zone and also proposes to change zoning provisions that apply to parking, loading space location and garbage storage location. **Table 2** below shows the current IU zoning standards and those that are being proposed for the long term care facility.

Table 2: Current and Proposed Zoning Standards for the Subject Lands

Standards	IU Zone	Proposed Long Term Care Facility
Minimum Lot Area	n/a	10,799.7 m ²
Minimum Lot Frontage	n/a	91.55 m
Minimum Required Front Yard	6.0 m	6.14 m
Minimum Required Rear Yard	7.5 m	61.79 m (includes parking lot)
Minimum Required Interior Side Yard	6.0 m	n/a
Minimum Required Exterior Side Yard	6.0 m	Princess Street: 8.24 m and Hope Street South: 6.59 m
Maximum Lot Coverage	n/a	17.8%
Maximum Height	19.0 m	24.3 m (26 m being requested)

As identified above, the IU zone permits a maximum height of 19.0 metres (five storeys) and the Applicant is seeking to increase this height to 26 metres (seven storeys). The proposed long term care facility meets all of the other standards required for the IU zone.

In addition to the above, the proposed Zoning By-law Amendment proposes to permit a loading space and garbage storage area within the exterior side yard adjacent to Princess Street, where they are currently not permitted to locate.

The proposed zoning By-law Amendment also proposes to recognize a parking deficiency during the time of construction of the new facility. Since the existing Hope Street Terrace long term care facility is to remain open during the construction of the proposed long term care facility, there will be a shortage of required parking during the time of construction. The impact of the parking shortage and alternative parking areas, such as street parking, has been addressed through a Traffic Impact Study to the satisfaction of the Municipality. It is noted that street parking as an alternative is only being proposed for staff and visitors to the Hope Street Terrace only and not for parking of construction or trades workers.

1.7 Applicable Provincial, County and Municipality Policies

The following sections provide an overview of applicable Provincial, County and Municipality Official Plan policies. Where referenced, policies are identified within quotations.

1.7.1 Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS)(2020) establishes policies that set out how municipalities should manage and direct land uses to achieve efficient development and land use patterns. Section 1.1.1(b) of the PPS speaks to accommodating an appropriate range and mix of residential, institutional, recreation, park and open space and other uses to meet long term needs. The PPS also reiterates that communities should avoid development and land use patterns that may cause environmental, or public health safety concerns (Section 1.1.1(c)).

In addition to the above, Section 1.1.1 (g) requires municipalities to ensure that necessary infrastructure and public service facilities are or will be available to meet current and projected needs. The definition for public service facilities was updated in the 2020 PPS and now includes 'long-term care services'. The definition of public service facilities has been reproduced below.

“Public service facilities: means land, buildings and structures for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs, long-term care services, and cultural services. Public service facilities do not include infrastructure.”

The PPS also establishes policies that apply to settlement areas. Section 1.1.3.1 states that settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted. The subject lands are located within the Urban Area of Port Hope.

Section 1.3 of the PPS directs planning authorities to promote economic development and competitiveness by providing for an appropriate mix and range of employment and institutional uses to meet long term needs, maintaining a range of suitable sites for employment uses and to ensure that the necessary infrastructure is provided to support current and projected needs.

Section 1.4 of the PPS includes policies that address the requirement of planning authorities to provide for a range and mix of housing. The PPS defines 'Special Needs' as follows:

“Special needs: means any housing, including dedicated facilities, in whole or in part, that is used by people who have specific needs beyond economic needs, including but not limited to, needs such as mobility requirements or support functions required for daily living. Examples of special needs housing may include, but are not limited to long-term care homes, adaptable and accessible housing, and housing for persons with disabilities such as physical, sensory or mental health disabilities, and housing for older persons.”

With respect to housing, long term care homes and housing for older persons is considered special needs housing in the PPS. In this regard, the relevant subsections of Section 1.4.3 of the PPS read as follows:

“Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:

b) permitting and facilitating:

all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities;”

With respect to meeting long term growth needs, the County of Northumberland Housing and Homelessness Plan 2019-2029 highlighted the need for accessible housing and a broader range of housing options for the aging population and people with disabilities. It is further noted that Northumberland's population is aging and seniors are growing at a much faster rate than the rest of the population.

The County of Northumberland also completed an Affordable Housing Strategy in 2019 that included an overview of population growth by age between 2006 and 2016. **Figure 4** below is a graphic from the County's Affordable Housing Strategy that shows the rate of growth between 2006 and 2016.

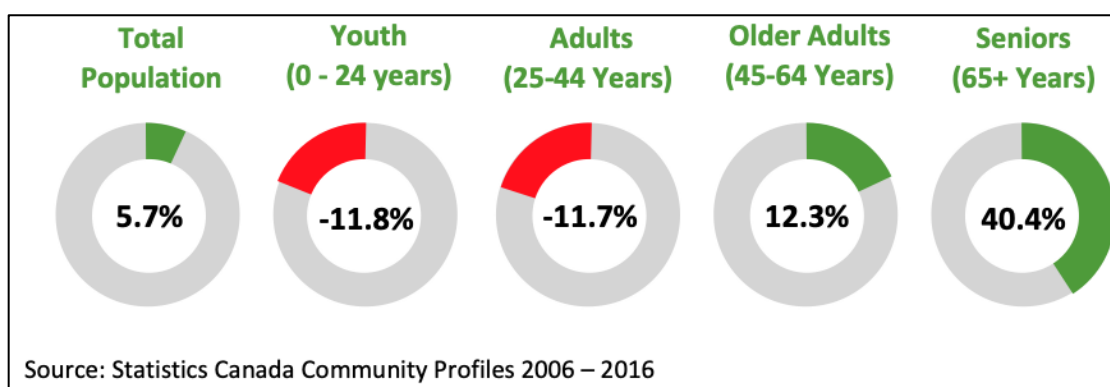


Figure 4: County's Affordable Housing Strategy – Rate of growth between 2006 and 2016.

In 2016, the above-mentioned report indicated that 25.2% of residents in Port Hope were aged 65 and older, 31.6% were aged 45 to 64 years old, 19.7% of were aged 25 to 44 years old and 23.5% were aged 0 to 24 years old.

Port Hope is located within the Central East Local Health Integration Network (LHIN). According to the Central East LHIN, there are 3 licensed long term care homes that currently operate in Port Hope and these include Extendicare located at 360 Croft Street, Hope Street Terrace located on the subject lands and the Regency Manor Nursing Home located at 66 Dorset Street East. **Table 3** below is a summary of the wait times for a bed at the three long term care facilities in Port Hope, as of December 31, 2021 (Central East LHIN, 2021).

Table 3: Summary of long term care homes in Port Hope

Long term care home	Number of licensed beds	Number of people on wait list	Average number of beds available per month in the last 12 months
Extendicare – Port Hope	128	342	4
Hope Street Terrace	97	55	2
Regency Manor Nursing Home	58	97	1
Total in Port Hope	283	494	6

On the basis of the above, the number of individuals on waitlists for the three existing long term care facilities in Port Hope clearly identifies there is a need for the proposed type of use. It is recognized that the proposed long term care facility will accommodate existing residents from the Hope Street Terrace and Regency long term care facilities, which means that a total of 35 new beds would become available. A total of 35 new beds becoming available equates to more than 5 times the number of beds that became available over the 2021 year in Port Hope

On the basis of the above, Planning staff are of the opinion that the Municipality is required by the PPS to plan for and consider the development of long term care facilities within urban areas. However, the determination of where such facilities are to be located is to be based on the specifics of the site, the context of the area and the local planning policies in place.

1.7.2 A Place to Grow: Growth Plan for the Greater Golden Horseshoe ('Growth Plan') (2020)

The Growth Plan regulates land use and establishes principles and an approach to the development of complete communities.

Section 2 of the Growth Plan directs municipalities on where and how to grow. Section 2.2.1 of the Growth Plan directs municipalities to plan for the majority of growth in settlement areas where there is planned water and wastewater systems and where development can support the achievement of complete communities. The subject lands are within the built boundary in the Urban Area of Port Hope.

Section 3 of the Growth Plan addresses Infrastructure to support growth. In this regard, Section 3.1 of the Growth Plan indicates that investment in public service facilities which includes long-term care facilities, among other facilities, should be planned and located to keep pace with changing needs, maximize existing infrastructure and to support the achievement of complete communities. It is noted that the definition of public service facilities was updated in the PPS 2020 and the same definition is included in the Growth Plan.

Planning staff are of the opinion that the Municipality is required by the Growth Plan to plan for and consider the development of long term care facilities within urban areas. However, the determination of where such facilities are to be located is to be based on the specifics of the site, the context of the area and the local planning policies in place.

1.7.3 Northumberland County Official Plan ('NCOP') (2016)

The NCOP designates the subject lands as Urban Area and permits a full range of land uses within this designation. The proposed long term care facility is permitted within the Urban Area by the NCOP.

Section B2 of the NCOP indicates that the Urban Areas are intended to be the focus of growth within the County. A minimum of 80% of the anticipated population and employment is expected to occur in the 'Urban Areas' identified in the County by 2041 and this includes a population forecast of 6,290 people in Port Hope.

Section C1 of the NCOP includes policies that apply to Urban Areas, such as Port Hope. Section C1.1 encourages municipalities to plan for complete communities where there is a range of housing types, health care services and community services, among others, to serve the needs of those in the community.

Section C1.2 of the NCOP includes general land use objectives for Urban Areas. Section C1.2.1 includes a number of policies that apply to residential areas. While the subject lands are surrounded by a residential area, they are designated for major institutional uses in the Port Hope Official Plan. However, Section C1.2.1 e) of the NCOP promotes the inclusion of a variety of uses in residential areas, including special needs housing (which includes long term care facilities).

Planning staff are of the opinion that the proposed development conforms to County of Northumberland Official Plan policies.

1.7.4 Municipality of Port Hope Official Plan ('PHOP') (2017)

The PHOP designates the subject lands as Institutional-Major. Section D5 of the PHOP includes policies that apply to lands within this designation. Section D5.2 establishes the following permitted uses in the Institutional-Major designation:

"The primary uses permitted in the areas designated Major Institutional on Schedules C and C1 are cultural, educational, health, welfare, religious and government activities and related uses. Residential uses in the form of nursing homes, retirement homes, homes for the aged, senior citizen apartments or similar institutional facilities shall also be permitted."

On the basis of the above, a long term care facility is a permitted use in the Institutional-Major designation.

Section D5.3 of the PHOP includes policies that apply to major institutional uses; however these policies only apply to an application that requires an Official Plan Amendment. Since an Official Plan amendment is not required for the proposed development, the policies contained in Section D5.3 do not apply.

Section B9 of the PHOP includes policy objectives that address housing. With respect to housing supply, Section B9.2 includes a policy that encourages the provision of an adequate supply of housing to meet the needs and demands of both the present and future inhabitants of the Municipality. As described above in the PPS section, there is a need for long term care beds in the County and specifically within Port Hope as well.

Section C of the PHOP includes general development policies that apply to all designations but are required to be read in conjunction with the policies that apply to specific land use designations in Section D of the PHOP.

Section C11.2.2 requires new development to have regard for cultural heritage resources and, where possible, incorporate these resources into development plans. It is noted that the existing buildings on the subject lands have not been designated under Parts IV or V or the Ontario Heritage Act. As part of the Applicant's submission, a Cultural Heritage Impact Assessment was prepared and proposes to recognize the existing buildings on the subject lands through the erection of a commemorative feature that will be determined through the site plan process.

Section C11.3 includes policies that apply to community design. The Applicant's Planning Rationale Report and Addendum describe how the proposed long term care facility has considered the policies of this section.

On the basis of the above, Planning staff are of the opinion that the proposed development conforms to Municipality of Port Hope Official Plan policies.

1.8 Comments Raised Through the Planning Process

Ahead of the statutory Public Meeting, and following the Public Meeting, Planning staff have been in receipt of comments from the public. The Public Meeting planning report and presentation identified the public comments by theme and these themes continue to capture the comments that have been received after the Public Meeting. Below are the land use planning comment themes with responses.

1. **Building Height** – The current Zoning By-law permits a maximum building height of five storeys as-of-right, which means the proposed Zoning By-law Amendment is seeking to permit an additional two storeys in a site-specific zone. The Applicant submitted a Sun/Shadow Analysis that evaluated the as-of-right shadow with the new shadow for the summer solstice, equinox and winter solstice. The analysis indicates that there is minimal impact as a result of the new shadow. In this regard, staff are satisfied that the Sun/Shadow Analysis has been prepared in accordance with generally-accepted standards for sun and shadow analyses.

In addition to the above, and as discussed earlier in this report, the proposed height was influenced by a number of factors including the consolidation of the Hope Street Terrace, Regency long term care home and 35 new beds in the proposed long term care facility, the desire of the Applicant is to accommodate one Resident Home Area per floor which permits a maximum number of 32 beds in accordance with the LTC Home Design Manual, meeting minimum parking requirements and setbacks and siting the proposed building along street frontages to provide separation from existing dwellings in the area.

Questions were also raised about the mechanical equipment being on an additional storey. Rooftop mechanical equipment is standard and is exempt from the building height requirements of the Zoning By-law.

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2. **Architectural design style and neighbourhood character** – The Applicant, through its Planning Rationale Report and Addendum, provided justification of the design and described the considerations made to determine building placement. The location of the building, along 3 street frontages, provides for the greatest setbacks from adjacent land uses while maintaining a presence along the existing street frontages. The Applicant's Planning Rationale Report and Addendum indicate that the building comprises approximately 17% lot coverage and 43% open space and this was identified as a good balance of landscape and building to lot ratio.

In addition to the above, the design elements were chosen to reflect the type of building materials of the surrounding areas, which include both brick masonry and siding. The primary building material is masonry and composite siding/panels are secondary materials. The architectural design includes a series of setbacks and protrusions to break up the massing and contribute to the overall aesthetics of the building. In response to a request from Councillor Mink at the Public Meeting, the Applicant has also provided two additional colour options for Council's consideration when the Site Plan is brought forward for approval.

The Applicant's Landscape Plan proposed to retain many of the existing trees along street frontage and the southern portion of the subject lands. Additional vegetation and plants have been included along Princess Street, Ward Street and Hope Street South as a result of revisions to the Landscape Plan, based on comments from Planning staff.

3. **Lack of greenspace and outdoor amenity area** – The proposed Site Plan includes an outdoor amenity area on the south side of the building, between the wings that front onto Princess Street and Hope Street South. The Applicant has also made a number of revisions to their Landscape Plan through the planning process to provide for enhanced landscaping. In addition, each floor of the building includes a large outdoor terrace area that is available to the residents of that particular floor.
4. **Location of garbage storage** – The Zoning By-law amendment proposes to permit the location of garbage in an exterior side yard, a location where it is not permitted as-of-right. While the proposed location of garbage storage is located within an exterior side yard, it complies with the minimum required setback established in the Zoning By-law. The Applicant has indicated that the operator

intends to use earth bins, which is a type of garbage container that is located mostly underground. Planning staff are of the understanding that this type of garbage container reduces odours typically associated with above-ground bins and are more aesthetically appealing than above-ground bins.

5. **Location of the generator** – The proposed generator for the proposed long term care facility is located in the exterior side yard between the proposed entrances along Princess Street. Planning staff received comments about the location and potential for noise from the generator. In this regard, Planning staff requested additional landscaping between the generator and the street to provide for screening for aesthetic and noise barrier purposes. This additional landscaping is now shown on the proposed Landscape Plan, which would be incorporated in the site plan agreement, if the development proceeds.
6. **Location to the existing daycare** – Planning staff received a number of comments on the location of the subject lands in relation to the existing Sunshine Heights Co-Operative Day Care located at 40 Ward Street (on the north side of Ward Street, south of Princess Street) and the potential impact to on-street parking during drop-off and pick-up times. Given the limited number of additional trips proposed as a result of the development of the long term care facility (17 additional vehicle trips during AM peak hour and 21 additional vehicle trips during the PM peak hour), no impacts are expected.
7. **Construction related parking** – In addition to the above, there were also questions on parking during the period of construction and this was also noted as a planning comment to the Applicant during the development review process. In this regard, the Applicant requested to utilize the Town Park Recreation Centre, located at 62 McCaul Street, on a temporary basis for the parking of vehicles during the period of construction.

The Municipality has advised that the Town Park Recreation Centre location is not ideal, due to the potential impacts to this site relating to the Town Park Recreation Centre Expansion project, and have identified an alternate option of street-side parking along Elgin Street South, adjacent to the Port Hope Agricultural Park, where there is an established parking area on the east side of Elgin Street South. The Applicant identified the following parking needs during the period of construction between the hours of approximately 7 am and 5 pm on weekdays:

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- First 2 months – 5 vehicles;
 - Next 4 months – 15 vehicles;
 - Next 6 months – 25 vehicles;
 - Next 6 months – 25 vehicles; and,
 - Next 5 months – 30 vehicles.

On the basis of the above, the Director of Parks, Recreation and Culture and the Applicant have drafted an agreement, in principle, on a proposed parking arrangement to be located along Elgin Street. In this regard, the Director of Parks, Recreation and Culture has requested that the Applicant prepare a Draft Agreement for review by Municipal staff that sets out the location of parking, targeted number and types of vehicles that would be parked at the location and sets out the time when parking would generally be required.

8. **Cultural Heritage Value of the subject lands** – The subject lands have not been designated under either Part IV or V of the *Ontario Heritage Act*. The Applicant completed a Cultural Heritage Impact Assessment that supports the development of proposed long term care facility. The Applicant proposes to acknowledge the existing buildings on the subject lands through the erection of a commemorative feature that will be determined through the site plan process.

In addition to the above, other operational concerns were raised through the public process and these are identified below.

1. **Concern about evacuation and egress** – The Municipality of Port Hope Fire and Emergency Services have been involved in the development review process. The Applicant has also highlighted that as part of the licensing process, the Ministry of Health and Long Term Care requires all operators to comply with operational standards based on prescriptive requirements. The proposed long term care facility will also be required to obtain a building permit and associated inspections.
2. **Impact of construction on residents** – The Applicant has indicated that the period of construction is expected to take approximately two years, which will occur on weekdays between 7 am and 5 pm. The Municipality has required the Applicant to secure an alternate site for the parking of construction vehicles and to plan for shuttle arrangements of construction workers to the site.

Discussion:

The Applicant has applied for a Zoning By-law Amendment to increase the maximum building height from five storeys to seven storeys and to apply site-specific provisions related to the location of garbage storage and a loading space. The Zoning By-law Amendment also includes an exemption from the minimum parking standards during the period of construction.

The subject lands are located within a settlement area where full services are available. The PPS supports accommodating a range and mix of uses to meet long term needs and requires municipalities to ensure that public service facilities (which includes long term care facilities) are or will be available to meet current and projected needs. In addition, the county has completed a number of projects that focus on housing to meet long term growth needs. It is evident that from the rate of growth within the County that the highest proportion of growth is among seniors.

As of December 31, 2021, the Central East LHIN reported that there are 494 people on the waitlist for a long term care bed in Port Hope. In the entire year of 2021, 6 beds became available. The addition of 35 new long term care beds is a significant number for Port Hope. There is a demonstrated need for more long term care beds.

The Growth Plan requires municipalities to support development in urban areas, on planned water and wastewater systems and in a form that supports the achievement of complete communities. Planning for seniors housing needs is part of planning for complete communities. The County of Northumberland Official Plan echoes the direction in the Growth Plan to plan for complete communities.

The Port Hope Official Plan designates the subject lands for institutional uses such as the proposed long term care facility. The proposed long term care facility will rely on municipal services for water and wastewater. The Traffic Impact Study was peer reviewed and accepted by the Municipality.

The Municipality has received many comments about how the building does not fit into the neighbourhood. In this regard, it is noted that the Zoning By-law currently permits a five storey building as-of-right, which means that Planning staff has evaluated the impact of the additional two storeys only. It is recognized that the additional two storeys increase the height of the building and its overall mass. However, the additional height produces minimal shadow impacts, mostly within the public realm, and the walls of the building all comply with the required setbacks from adjacent streets. It is lastly recognized that the taller building introduces a new built form into the neighbourhood.

However, the Municipality has a responsibility to plan for all land uses and the Province expects all municipalities to make more efficient use of land. The proposal supports these objectives.

The Municipality has also received many comments on the size of the facility and its design. In this regard, it is the Ministry of Health and Long Term Care that sets out how many residents can be accommodated within a Resident Home Area (maximum 32 residents) as described in the LTC Home Design Manual and provides direction on every other aspect of how the facility is designed.

Planning staff rely upon the Ministry of Health and Long Term Care for the making of decisions on interior design and layout and it is recognized that the LTC Home Design Manual establishes the need to build up and this is why many long term care facilities are now in taller buildings. With respect to need, it is not the role of Planning staff to determine whether a facility is needed (which it clearly is), instead it is the role of Planning staff to determine whether the site is appropriate for the use (which is already permitted as-of-right) and whether each of the requested changes to the standards are appropriate. In this regard, it is the opinion of Planning staff that the requested zoning changes are appropriate and supportable.

Financial Considerations:

Southbridge's preliminary cost estimate for the construction of the proposed long term care facility is \$40 million. Preliminary estimates for Building Permit fees amount to \$257,815.00. It is anticipated that there would be an increase in the property value assessment which would result in increased property taxation. Further information on the estimated Development Charges and annual property tax revenues have not been finalized.

Communication and Public Engagement:

In accordance with the *Planning Act*, the Notice of Complete Application for the Zoning By-law Amendment application was given to all assessed persons within 120 metres of the subject lands and was mailed on August 5, 2021. Similarly, the notice was published in the local newspaper (Northumberland News) on August 5, 2021 and posted on the municipal website.

A community consultation page, "65 Ward Street – Zoning By-law Amendment Proposed Development", was created in August 2021 on the Municipality's website. The page contained links to all the materials submitted by the Applicant as well as municipal

staff reports and notices. The webpage provided a means for residents to provide for feedback during the review process. The page has been updated periodically.

One voluntary Open House was conducted by the Applicant on September 21, 2021. The invitations for the Open House were sent by the proponent to all property owners within 120 metres of the subject lands. A total of 48 people attended (39 registered and 9 drop ins) the Open House. The Applicant also posted two site signs on the property using the approved corporate branded signage for development projects.

In addition to the above, and in accordance with the Planning Act requirements, a Notice of Public Meeting was given to all assessed persons within 120 metres of the subject lands and the persons who have made written submissions and/or requested that they be placed on the notification list. The Notice was mailed on October 12, 2021, as well as placed in the Northumberland News on October 14, 2021.

On November 3, 2021, a Public Meeting was held to provide an overview of the proposed Zoning By-law Amendment to members of the Committee of the Whole (COW) and to the public. The purpose of the meeting was to obtain feedback from members of COW and the public. The Public Meeting was held over zoom and was attended by 60 people (19 panelists and 41 attendees). Following the Public Meeting, the Municipality continued to receive input on the proposed Zoning By-law Amendment.

Conclusion:

Planning staff are of the opinion that the proposed development is consistent with the PPS and conforms to the Growth Plan, County of Northumberland Official Plan and the Municipality of Port Hope Official Plan. Planning staff are satisfied that the questions and comments raised during the public meeting have been taken into account in staff's recommendation to Council.

Following the Public Meeting held on November 3, 2021 regarding the Zoning By-law Amendment application for 65 Ward Street, Planning staff supports the proposal and recommends approval of a By-law authorizing rezoning of the subject lands from 'IU' Zone to 'IU(135)' Zone.

Attachments:

Attachment 1 – Proposed Zoning By-law Amendment