



**COMMITTEE OF ADJUSTMENT NOTICE OF PUBLIC HEARING
APPLICATION NO. A-029-2024**

TAKE NOTICE that an application has been received by the Town of Innisfil from **Dafne Gokcen, Applicant**, on behalf of **Tollendale Village, Owner**, for a minor variance from Zoning By-law 080-13, pursuant to Section 45 of the *Planning Act*, R.S.O. 1990, c. P.13, as amended.

The subject property is described legally as **CON 13 PT LOT 18**, known municipally as **1870 Big Bay Point Road**, and is zoned “**AG - Agricultural**”.

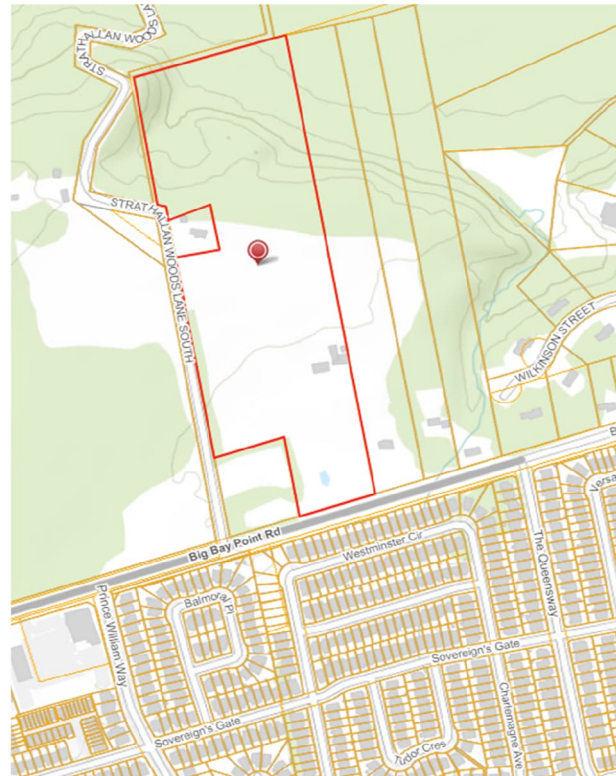
The applicant is proposing to construct a senior citizens residence development with deficient parking rate of 1.25 spaces per unit. The applicant is seeking relief from Section 3.35.1.1 (e) of the Zoning By-law which requires a minimum parking rate of 1.75 spaces per unit.

The Committee of Adjustment for the Town of Innisfil will consider this application in person at Town Hall and virtually through Zoom on **Thursday, August 15, 2024, at 6:30 PM.**

To participate in the hearing and/or provide comments, you must register by following the link below or scanning the above QR code: <https://innisfil.ca/en/building-and-development/committee-of-adjustment-hearings.aspx>

Requests can also be submitted in writing to: Town of Innisfil Committee of Adjustment, 2101 Innisfil Beach Road, Innisfil, Ontario, L9S 1A1 or by email to planning@innisfil.ca.

If you wish to receive a copy of the decision of the Committee of Adjustment in respect of the proposed minor variance, you must make a written request to the Secretary-Treasurer of the Committee of Adjustment by way of email or regular mail. The Notice of Decision will also explain the process for appealing a decision to the Ontario Lands Tribunal.



Additional information relating to the proposed application is available on the Town of Innisfil website. Accessible formats are available on request, to support participation in all aspects of the feedback process. To request an alternate format please contact Planning Services at planning@innisfil.ca.

Dated: **July 31, 2024**

Toomaj Haghshenas,
Secretary-Treasurer
thaghsheenas@innisfil.ca
705-436-3710 ext. 3316



INNOVATIVE PLANNING SOLUTIONS

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July 4th, 2024

Town of Innisfil
2101 Innisfil Beach Road,
Innisfil ON L9S 1A1

Attention: Town of Innisfil Committee of Adjustment

Re: Minor Variance Application,
1870 & 1902 Big Bay Point Road

1.0 INTRODUCTION

Innovative Planning Solutions (IPS) was retained by Tollendale Village (Simcoe County Christian Senior Home Inc.) to prepare a Minor Variance for lands legally known as Part of Lots 17 & 18, Concession 13, and municipally known as 1870 & 1902 Big Bay Point Road in the Town of Innisfil, County of Simcoe ("subject property").

Simcoe County Christian Senior Home Inc. (SCCSHI) was established in 1985 as a non-profit charity to provide an interdenominational Christian seniors home in Simcoe County. The first Tollendale Village is in the City of Barrie; it has been an overwhelming success with a long waiting list for those looking for accommodation. The first Tollendale Village also offers a variety of amenities geared towards the demographics of the community. These amenities include a nursing clinic, doctor's office, hair salon, banking facility, chaplain's office, a chapel, and game and activity rooms.

Since Tollendale Village has a lengthy waiting list, SCCSHI decided to pursue a second location to further serve the needs of seniors in Simcoe County. Approvals are already in place to have the second location in the Town of Innisfil at 1870 and 1902 Big Bay Point Road. The development plan includes four 4-storey residential buildings and one central amenity building. The unit mix is as follows:

- A 160-bed long-term care home
- A 52-bed home for special care
- A 388-unit retirement home

Detailed design drawings have now been submitted to the Town as part of the Site Plan review process. Through this review, it was found that the project is deficient in parking. The purpose of this application is therefore to obtain a minor variance to provide a reduced number of parking spaces for the retirement home portion of the project.

Parking is proposed at surface level throughout the site, with spaces around all four residential buildings. Parking is also provided in one level of underground parking. Barrier-free and Electric Vehicle (EV) spaces will also be provided throughout the site at rates that exceed the minimum municipal requirements.

2.0 SITE DESCRIPTION

The subject property is located approximately 795 meters from the intersection of Big Bay Point Road, Royal Parkside Drive, and Sandringham Drive.

The subject property is accessible from Big Bay Point Road. The site is currently occupied by farmland and accessory structures. The subject lands have an approximate size of 14 ha (34.5 acres) and a collective frontage of approximately 214 m along Big Bay Point Road. A general outline of the site is provided in **Figure 1** below.

The site is immediately surrounded on three sides by agricultural and rural residential uses; to the south, across Big Bay Point Road, there is low-density residential development. A full map of the surrounding area is provided in **Figure 2**.

A detailed breakdown of the surrounding uses of the property are as follows:

North: Agricultural lands, followed by a low-density residential Shoreline Residential CPPS Zone and Lake Simcoe.

South: Low-density residential subdivisions in the City of Barrie. A commercial plaza including a pharmacy, dental office, walk-in after hours clinic, restaurants, a dental office, and a fitness studio is located approximately 215 meters to the southwest of the site.

East: Agricultural lands, followed by environmental protection (EP-10 and EP-3 zones), estate residential (RE and RE-5 zone), and rural residential.

West: Rural Residential and forested area, followed by Bob Rumball Home for The Deaf, Barrie Surface Water Treatment Plant, a mixed-use medium density complex along Big Bay Point Road, and a low-density residential subdivision along Royal Parkside Drive.



LEGEND



Subject Lands

Figure 1
Site Overview

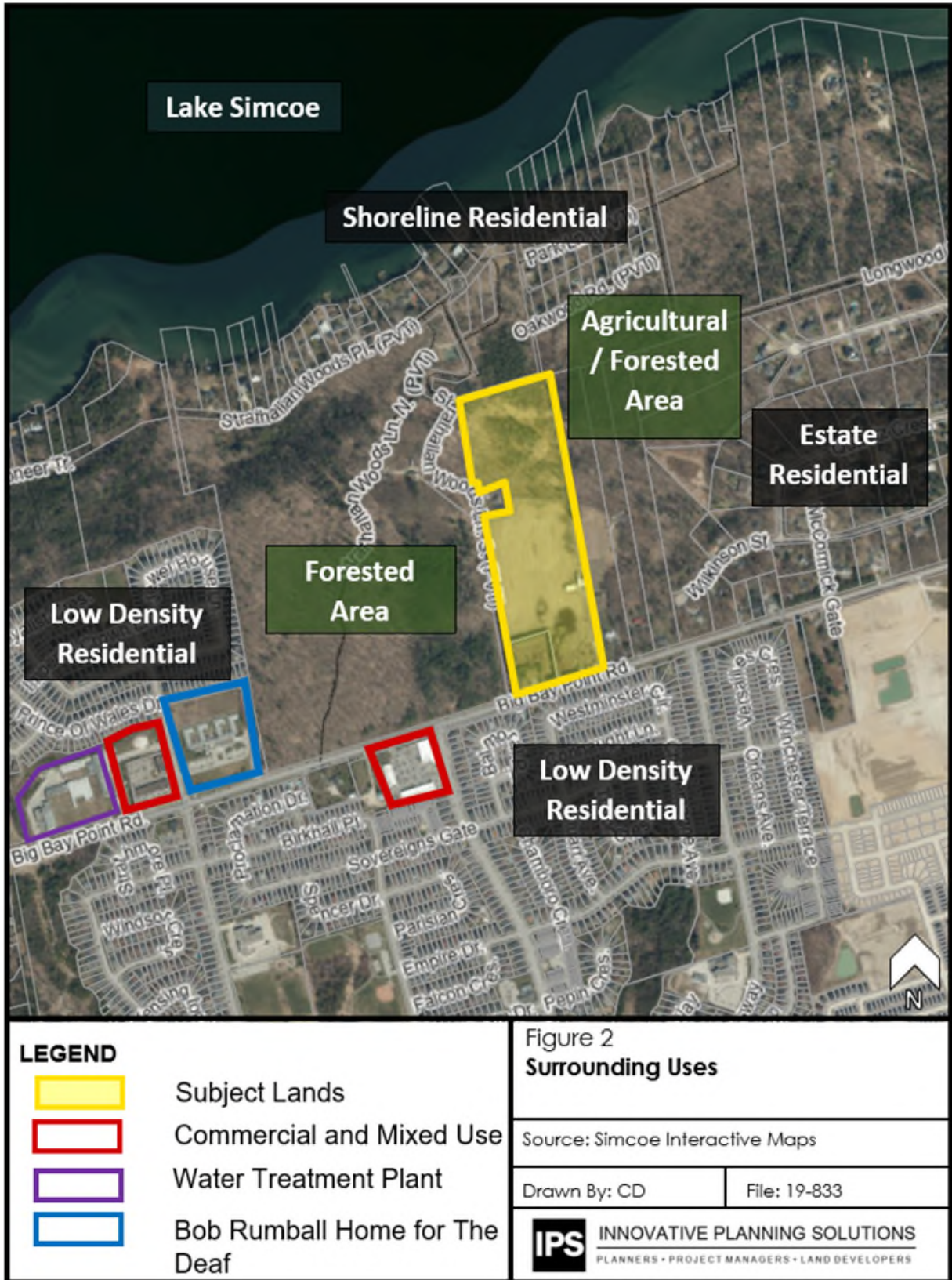
Source: Simcoe Interactive Maps

Drawn By: CD

File: 19-833



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The proposed development includes four 4-storey residential buildings, outdoor and indoor amenity areas including a courtyard for residents with dementia, and an internal road network that offers access to both at-grade and underground parking. Sidewalks will also be provided to allow pedestrian access throughout the entire site and from the public sidewalk.

3.0 ZONING ANALYSIS

Section 2.192 of the Town of Innisfil Comprehensive Zoning By-law (by law 080-13) defines a 'Retirement Home' as:

premises that provides accommodation primarily to retired persons or couples where each private bedroom or living unit has a separate private bathroom and separate entrance from a common hall but where common facilities for the preparation and consumption of food are provided, and where common lounges, recreation rooms and medical care facilities may also be provided, but which shall not include a long term care home.

Section 2.115 of the zoning by-law defines a 'Long Term Care Home or Nursing Home' as:

premises in which lodging is provided with or without meals and in addition, nursing or medical care and treatment is provided in accordance with the Long Term Care Homes Act, as amended, and/or other applicable legislation and regulations, and shall include a hospice in accordance with any applicable regulations, but does not include a retirement home as defined herein.

Based on these definitions, the long-term care and special care sections of the project would fall under the definition of 'Long Term Care Home or Nursing Home.' However, the project does not meet the definition of 'Retirement Home' as the units identified for the retirement home provide private facilities for food preparation within the suites of the individual residents.

The project was approved by Ontario Regulation 251-19. The approval states that the "retirement home" use has the same meaning as in the *Retirement Homes Act, 2010*, which defines a "retirement home" as:

a residential complex or the part of a residential complex,
(a) that is occupied primarily by persons who are 65 years of age or older,
(b) that is occupied or intended to be occupied by at least the prescribed number of persons who are not related to the operator of the home, and
(c) where the operator of the home makes at least two care services available, directly or indirectly, to the residents,

but does not include,

- (d) premises or parts of premises that are governed by or funded under,
 - (iii) the Homes for Special Care Act,
 - (v) the Fixing Long-Term Care Act, 2021,
 - (vi) the Ministry of Community and Social Services Act,
 - (viii) the Private Hospitals Act,
 - (ix) the Public Hospitals Act, or
 - (x) the Services and Supports to Promote the Social Inclusion of Persons with Developmental Disabilities Act, 2008,
- (e) premises at which emergency hostel services are provided under the Ontario Works Act, 1997, or
- (f) the other premises that are prescribed;

These units are meant for residents above a certain age (65, per the *Retirement Homes Act, 2010*) to live independently without full-time medical support. There is no communal food preparation and no mandatory meal plan for these units.

While the definition of the use comes from the province, the parking requirements for the use come from the Town of Innisfil. Since the project does not meet the Town's definition for a retirement home, Town of Innisfil staff have indicated that the parking regulations which apply in this case are the requirements for an apartment building (1.5 resident spaces per unit plus 0.25 visitor spaces per unit) rather than those which apply to retirement homes (1 space per unit).

The required parking is therefore calculated as such:

$$388 \text{ apartment units} \times 1.75 \text{ spaces} = 679 \text{ spaces}$$

$$160 + 52 \text{ long term care beds} / 2 \text{ beds per space}^1 = 106 \text{ spaces}$$

For a total of 785 required parking spaces.

Although the retirement apartments do not meet the Town of Innisfil Zoning By-law's definition of a 'Retirement Home', the function of these units is to provide housing for retired residents. The apartment-style units are for independent senior living, without round-the-clock medical attention, so most residents will prefer the flexibility of having an in-unit kitchen. However, these units will not have the same parking and driving demands as a non-age restricted apartment building where each unit might have one

¹ Page 76 Section 3.35.1.1 ag) of the Zoning By-law states 1 parking space for every 2 beds is required for a long term care or nursing home

or more occupant who needs to travel for work and/or school. At Tollendale, each unit will house either one single resident or a couple where all occupants are retired and no longer have children living in the same home.

SCCSHI engaged JD Northcote Engineering Inc. to prepare a Traffic Impact Study as part of the application for the proposed project. An Addendum was prepared in May of 2024 which analyzed the parking for the project; a copy of the TIS Addendum is included with the application submission. The TIS Addendum notes that the project plans propose to meet the requirements for the long-term care facility (1 space per 2 beds) and for visitor parking for the "senior lifestyle apartments" (0.25 spaces per unit). The only deficiency is in the resident parking for the "senior lifestyle apartments" – the zoning requires 1.5 spaces per unit for an apartment, but the proposed project plans show approximately 1.1 resident spaces per unit.

The TIS addendum reviewed the current parking supply vs demand at the Tollendale Village campus in Barrie. Based on their analysis, there is a surplus of 8 parking spaces. The parking demand at the Barrie campus was calculated at 1.11 spaces per unit (314 spaces are utilized out of 284 units). The report notes that this is considered an "uncontrolled" parking demand since there are surplus parking spaces available to residents. There is therefore no incentive for residents to reduce private vehicle ownership.

We are proposing to provide 1 resident space per unit, as required for retirement homes, plus 0.25 visitor spaces, as required for apartments, for a total of 1.25 spaces per unit. The Innisfil campus will unbundle parking from the cost of units, which will provide a disincentive to private vehicle ownership. Residents will need to add the cost of parking to their calculation about the cost of vehicle ownership and may decide to become a one- or no-car household and utilize a combination of public transportation, taxi/ride sharing, and carpooling for their travel needs.

It is also worth noting that the parking requirement for the long-term care facilities is quite high for the use. Residents in this facility will have health conditions that prevent them from living independently; residents will not have private vehicles and likely will no longer have their driver's license. Staffing needs will be high, but nowhere near one staff member per two residents. There will be visitors to this facility, but they will only be short-term guests coming for a few hours at most. The parking required for this portion of the project therefore likely outstrips the demand. Any surplus parking from this facility can be available for the retirement home if necessary.

The proposed ratio of 1.25 spaces per unit exceeds the standards for a retirement home in the by-law (1 space per unit, with no requirement for visitor parking) but does not meet the standard for apartments (1.75 spaces per unit). As a result, a minor variance

is requested to permit a ratio of 1.25 parking spot per unit, rather than the required 1.75 per unit for apartment buildings.

4.0 REQUIRED MINOR VARIANCE

The Committee of Adjustment, under Section 45(1) of the Planning Act, may authorize a minor variance(s) from the provisions of the Zoning By-law, subject to the following considerations, known as the four tests:

1. The variance maintains the general intent and purpose of the Official Plan;
2. The variance maintains the general intent and purpose of the Zoning By-law;
3. The variance is desirable for the development and use of the land; and,
4. The variance is minor in nature.

In accordance with Section 45(1) of the Act, the subject application has been reviewed against the four tests with an analysis provided below, specifically as it relates to the following variance:

- Reduced parking from 1.75 spaces per unit to 1.25 space per unit for the retirement home

The following section provides an analysis of the Minor Variance in relation to the 'Four Tests' of Section 45(1) of the Planning Act.

2.1 OFFICIAL PLAN, GENERAL INTENT AND PURPOSE

Sections 5.6.1 and 10.1.50 of the Official Plan state that retirement facilities should include "adequate" parking. It does not specify what constitutes as "adequate" parking, though typically the Town of Innisfil defines adequate parking for retirement facilities as one space per unit. Although the proposed project does not meet the full definition of a retirement home in the Town of Innisfil by-law, a parking study of the existing Tollendale Village retirement home in Barrie found that the existing uncontrolled parking demand of 1.1 spaces per unit was closer to the retirement home requirement of 1 space per unit than to the apartment requirement of 1.5 spaces per unit. The project is proposing to provide .25 visitor spaces per unit and there is anticipated to be surplus parking from the long-term care facility. As a result, the requested parking rates can be considered adequate parking under the Official Plan.

Additionally, Section 8 of the Innisfil Official Plan designates retirement homes and long-term care facilities as Community Spaces (S. 8.2 vii). According to the Official Plan, these locations must be made easily accessible through both active transportation and public transportation. Tollendale Village is designed with active transportation in mind, with interior sidewalks which connect to the municipal sidewalks. Residents also have

access to both Barrie and Innisfil public transit. Barrie Transit bus route #12 has a stop at Big Bay Point and William Way, which is approximately 300m from the project site. The #12 bus provides access to Barrie South GO Station, Allendale Waterfront GO Station, Downtown Barrie (including the main bus terminal, where travelers can connect to other bus routes), and Georgian Mall, in addition to many local amenities including parks, shopping, and restaurants.

As Innisfil residents, the Tollendale community will be eligible to take up to 30 Uber rides per month around Innisfil at heavily discounted rates. The Uber rides are subsidized by the Town of Innisfil as a substitute for public buses. Innisfil residents can download an app or call a toll-free number to book rides. Seniors also may be eligible to increase their allowance to 50 rides per month by making a special request to Innisfil Transit.

Tollendale Village residents will therefore have multiple options for travel outside of private automobiles. This meets the intention of the Official Plan, which states that 20% of total trips will be made by transit (S. 5.4.7) and 15% of total trips will be made by active transportation (S. 5.2.21) by the end of the 2038 planning horizon.

For the reasons noted above, the requested variance is considered compatible with the general intent and objectives of the Official Plan.

2.2 ZONING BY-LAW, GENERAL INTENT AND PURPOSE

The lands are zoned under O. Reg 251-19 for the following uses:

- (a) a 160-bed capacity long-term care home;*
- (b) a 52-unit home for special care;*
- (c) a 388-unit retirement home; and*
- (d) accessory uses, buildings and structures.*

The Township of Innisfil Comprehensive Zoning By-law 080-13 Section 3.35.(a)i) states that 1 parking space is required for every room or suite in a retirement home. As mentioned above, the facility will not meet the definition of a retirement home provided by Section 2.192 of the Zoning By-law due to the lack of communal facilities for the preparation of food. As a result, the retirement home component of the project is required to meet the parking requirements for an apartment.

The subject minor variance proposes a compromise – the resident parking will meet the requirements for a retirement home (1 space per unit in lieu of 1.5 spaces per unit for an apartment) but will also provide visitor parking at a rate of 0.25 spaces per unit. The visitor parking meets the requirements for an apartment and exceeds the requirements for a retirement home, which normally would not require any visitor parking.

As mentioned above, a parking study at the existing Tollendale Village development in Barrie found that the parking demand for the community will be closer to the retirement home requirements than the apartment requirements.

As a result, this minor variance aligns with the general intent and purpose of the Zoning By-law.

2.3 THE VARIANCES ARE DESIRABLE FOR THE DEVELOPMENT OF THE AREA

The Tollendale Village campus in Barrie provides senior apartments at prices that are below market rates. The community also provides amenities that cater to the specific needs of the residents. The community is so popular that the waiting list exceeds the total number of units. As a result, SCCSHI is in the process of permitting and building a second campus in Innisfil. The project will provide multiple benefits to the community, including (but not limited to):

1. Provide a financially attainable option for seniors to age in place.
2. Provide an incentive for seniors to move from the homes where they are currently living, which are often family-sized units, vacating those units for new occupants and increasing the availability of family-sized units in Simcoe County.
3. Ensure seniors have a safe place to live that provides specific amenities to meet their needs including on-site medical practitioners.
4. Provide new long-term care beds and a specialized facility for dementia patients, both of which can service existing Tollendale – and wider Simcoe County – residents when they are no longer able to live independently.

The requested variance is to provide a reduced number of resident parking spaces per unit of the retirement home portion of the project only. The project will provide all required parking for the long-term care facility and for visitors for the retirement home, ensuring staff and guests will always have on-site parking to safely and conveniently access the residents. The requested resident parking for the retirement home meets the zoning requirements for a retirement home; the only issue is that the project does not itself meet the full definition of a retirement home per the Town of Innisfil by-law. However, as has been shown, the proposed parking will be adequate to meet the needs of a retirement apartment development where many units will be one- or no-car households.

Parking spaces are both space-consuming and expensive, and the project has been designed to be attainable and amenity-rich to ensure a high quality of life for residents. The Barrie campus demonstrates that there is not the demand for 1.5 resident spaces per unit, and providing this amount of parking would be a waste of both space and money – which in turn would impact some of the key project benefits, including the low

cost. The proposed 1 resident space per unit will meet the needs of residents while being mindful of the finite amount of space and financial resources of the subject property and the SCCSHI.

2.4 THE VARIANCES ARE MINOR

The project meets or exceeds the parking requirements for the proposed use; the main reason for a variance is because the retirement home does not meet the Town's definition since the units provide private kitchens instead of a communal facility. The proposal to provide 1 resident parking space per unit for the retirement home meets the requirement for similar properties, and almost matches the actual parking demand at the Barrie campus of Tollendale Village. The project proposes to go above the requirements for a retirement home by providing 0.25 visitor spaces per unit, as required for apartment buildings. This will ensure that the families and friends of residents will be able to easily visit building residents.

Given the data from the existing Tollendale Village, the easy access to public transit as mentioned in previous sections, the provided visitor parking and long-term care parking, and the analysis of the Town's zoning described in this report, it can be seen that the variances are minor in nature.

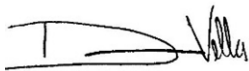
5.0 CONCLUSION

This application seeks approval of one Minor Variance to facilitate a ratio of 1.25 parking spaces per unit at a retirement home as specified in Ontario Regulation 251-19 on lands municipally known as 1870 & 1902 Big Bay Point Road. As detailed within this report, the Minor Variance is considered minor in nature, desirable for the proposed development and surrounding lands, consistent with the goals and objectives of the Official Plan and complies with the general intent of the Zoning By-law. All other provisions of the current zone will be adhered to.

It is our professional planning opinion that the Minor Variance application and associated development proposal, conforms and is consistent to applicable Planning Policies and represents good planning.

Respectfully submitted,

Innovative Planning Solutions



Darren Vella, MCIP, RPP
President & Director of Planning



Dafne Gokcen
Senior Planner



Cynthia Daffern
Junior Planner

Appendix 1: Site Plan

