

**620 Avenue Road, 215 & 217 Lonsdale Road  
OPA & Rezoning Application  
Preliminary Report**

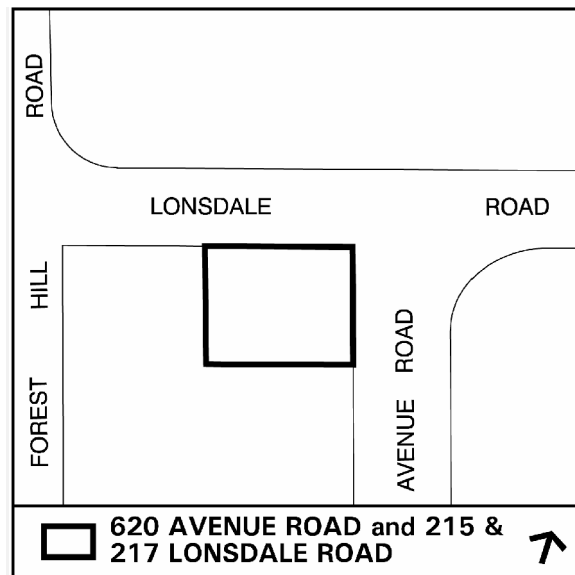
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|--------------------------|---|
| <b>Date:</b>             | March 13, 2008  |
| <b>To:</b>               | Toronto and East York Community Council                             |
| <b>From:</b>             | Acting Director, Community Planning, Toronto and East York District |
| <b>Wards:</b>            | Ward 22 – St. Paul's  |
| <b>Reference Number:</b> | 06 130137 STE 22 OZ   |

**SUMMARY**

This application proposes to demolish a 5-storey, 44-unit, rental apartment building at 620 Avenue Road; a detached dwelling listed on the City’s heritage inventory at 215 Lonsdale Road; and a second detached dwelling at 217 Lonsdale Road. The proposal calls for the construction of an 18-storey, 58-unit, residential condominium building with 108 underground parking spaces.

This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

Currently, this application fails to meet the intent of the City’s policies with respect to the provision for rental replacement units and possibly the conservation of heritage resources. Revisions to the proposed building’s height and massing will be required to, among other things, provide an improved transition to the adjacent low-rise neighbourhood.



## RECOMMENDATIONS

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### The City Planning Division recommends that:

1. Staff be directed to schedule a second community consultation meeting together with the Ward Councillor.
2. Staff give notice for the community consultation meeting to landowners and residents within 120 metres of the site.
3. Staff give notice for the public meeting under the *Planning Act* according to the regulations under the *Planning Act*.

### Financial Impact

The recommendations in this report have no financial impact.

## DECISION HISTORY

City Council on September 25, 26 and 27, 2006, adopted the staff recommendations to include the property at 215 Lonsdale Road (Etta Flick House) on the City of Toronto Inventory of Heritage Properties. The report can be accessed at the following link:

<http://www.toronto.ca/legdocs/2006/agendas/committees/te/te060913/it034.pdf>

In July 2006, The Ontario Municipal Board (OMB) approved the new Official Plan for the City of Toronto. At the OMB hearing, the owner for the subject site, along with other property owners, appealed the City's new Official Plan. The new Official Plan does not apply to those properties. A list of those properties can be found in the OMB decision, under attachments Nos. 3 to 7. Those sites are subject to the former Metropolitan Toronto Official Plan and the Official Plans of the former municipalities. The subject site is listed on Attachment No. 4 to the approving Order. The decision can be accessed at the following link: [http://www.toronto.ca/torontoplan/pdf/may2006/omb\\_order\\_2154.pdf](http://www.toronto.ca/torontoplan/pdf/may2006/omb_order_2154.pdf)

## ISSUE BACKGROUND

### Proposal

On April 28, 2006 the applicant submitted an application to demolish a 5-storey, 44-unit, rental apartment building at 620 Avenue Road and two detached dwellings at 215 and 217 Lonsdale Road and construct an 18-storey residential condominium building with 64 residential units.

On November 9, 2006 the applicant requested staff to stop processing the application. On November 28, 2007 the applicant submitted revised plans and additional studies, which this report reviews and comments on.

The current proposal calls for the demolition of a 5-storey, 44-unit, rental apartment building at 620 Avenue Road; a detached dwelling listed on the City’s heritage inventory at 215 Lonsdale Road; and a second detached dwelling at 217 Lonsdale Road. A new 18-storey, 58-unit, residential condominium building with 108 underground parking spaces is proposed to replace the three residential buildings (see Attachment 1). Vehicular access is provided for via a private driveway off Lonsdale Road. A service vehicle entrance is also provided for off Avenue Road.

### Site and Surrounding Area

This 2,654 square metre site is located on the southwest corner of Avenue Road and Lonsdale Road. The subject site consists of the following:

| Address           | Description  |
|-------------------|--|
| 620 Avenue Road   | A 5-storey, 44-unit, rental apartment building with 22 indoor parking spaces, known as the Glen Briar Apartments, built in 1954. Vehicular access is provided for via a circular driveway from Avenue Rd. A private driveway on the north and south end of the site provide one-way movement to and from the parking garage. |
| 215 Lonsdale Road | A 2.5-storey detached dwelling (Etta Flick House) listed on the City of Toronto Inventory of Heritage Properties. Vehicle access to the two-car garage is provided for via a circular driveway with two curb cuts along Lonsdale Road.   |
| 217 Lonsdale Road | A 2-storey detached dwelling with parking provided in a garage accessed via a private driveway off Lonsdale Road.  |

Adjacent existing land uses are:

North: across Lonsdale Road is the campus of Upper Canada College. The campus consists of a number of institutional buildings and vehicle access points. Immediately north of the proposed development site (the southwest corner of the campus) is the Preparatory School and playground area.

South: is 616 Avenue Road, a 10-storey apartment building with 28 residential units. Further along Avenue Road are a number of residential buildings ranging in height from 10 to 14-storeys.

East: multi-unit residential buildings line the east side of Avenue Road with heights ranging from 3 to 19-storeys.

West: an established low-rise residential neighbourhood. Immediately west are two single-detached dwellings which front onto Lonsdale Road as well as the rear yards of the dwellings fronting onto Forest Hill Road.

## **Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

Staff will review the proposed development for consistency with the PPS.

## **Former Metropolitan Toronto Official Plan**

### **Housing**

A principle objective of the former Metropolitan Toronto Official Plan is to ensure the availability of an adequate supply and mix of housing to meet the full range of housing needs, and to attract and accommodate population growth (Section 3.2 Housing).

Policy 125 reinforces the Plan's housing objective. The Plan encourages investment in new private rental housing and the preservation and maintenance of existing rental housing and to support provincial and federal policies in this regard.

### **Heritage**

The Plan also encourages the conservation of heritage resources in any development proposal. Policy 151 states that where appropriate, heritage conservation will be a factor in consideration of development proposals.

## **Former City of Toronto Official Plan**

### **Designation**

The Plan designates the site *High Density Residence Areas* (see Attachment 6) which permits residential buildings having a maximum density of 2.0 times the area of the lot (Policy 12.6). In *Residence Areas* Council may permit land to be used for residential purposes. *Residence Areas* shall be regarded as neighbourhoods which are pleasant, attractive and provide municipal services, schools, parks, playgrounds and community services, adequate for the needs of residents.

### **Built Form**

The Plan directs that new buildings be designed to fit harmoniously with neighbouring development by (Policy 3.13):

- a) ensuring that the siting and massing of new buildings is appropriate in relationship to neighbouring development; and
- b) encouraging compatibility of design consistent with the objective of [the Heritage Policies of the Plan] where new developments are proposed for sites adjacent to, or

integrated with, existing listed or designated historic buildings, streetscapes, or landscapes.

An objective of the built form policies in the Plan is that the massing of new developments should provide transition between areas of differing development intensity (Policy 3.14). To achieve this and other built form objectives, Council may:

- a) establish consistent minimum and maximum setbacks from the property line, where appropriate;
- b) define maximum desirable building heights at the street edge;
- c) require the upper portions of building to be massed, if necessary, to ensure comfortable street level conditions; and
- d) establish maximum density limits that, in concert with other built form and siting controls, result in a appropriate building mass.

### **Significant Views**

Map 4 lists the Upper Canada College tower as a major landmark and identifies the significant view from Avenue Road. New development should not obstruct, hinder or detract from designated views along streets and other view corridors (Policy 3.7).

### **Heritage**

The Plan encourages the preservation and conservation of those buildings which have been evaluated and identified of being of architectural and/or historical importance (Policy 5.1).

### **Housing**

The Plan encourages a range of housing types within the City (Policy 6.1), through the retention and conservation of private rental housing (Policy 6.17). Council shall discourage demolition, which in Council's opinion is undesirable.

It is the policy of Council not to permit demolition of residential buildings, when the demolition would result in the loss of residential property or dwelling units in good structural repair, or the undue hardship of relocation upon the occupants of the building to be demolished (Policy 6.19).

### **Development Criteria**

Objectives for development in *High Density Residence Areas* are to provide grade-related uses that animate the street edge, respecting light, view, and privacy of other buildings, achieving comfortable pedestrian amenity and desirable vehicular circulation, and having consideration for impact of the built form on adjacent *Low Density Residence Areas* (Policy 12.6(f)).

### **New Official Plan**

While the new Official Plan is not the in-force Plan as pertains to this site, it represents the current policies as adopted by City Council. The Plan is expected to direct city building for some considerable time into the future. Therefore, the policies of all three Plans will be reviewed for the purpose of assessing this application.

## **Designation**

The Official Plan for the City of Toronto designates the subject site *Apartment Neighbourhoods* (see Attachment 7). *Apartment Neighbourhoods* are considered to be physically stable areas (Policy 2.3.1.1). They are made up of apartment buildings and parks, local institutions, cultural and recreational facilities, and small-scale retail, service and office uses that serve the needs of area residents. All land uses provided for in the *Neighbourhoods* designation are also permitted in *Apartment Neighbourhoods*.

## **Built Form**

To the west and north of the subject site are lands designated *Neighbourhoods* which are considered to be physically stable areas. Policy 2 under section 2.3.1 Healthy Neighbourhoods policy states that developments will be compatible with those *Neighbourhoods* that are adjacent to the proposal, by; providing a gradual transition of scale and density; maintaining adequate light and privacy for residents in those *Neighbourhoods*; and attenuating resulting traffic and parking impacts on adjacent neighbourhood streets so as not to significantly diminish the residential amenity of those *Neighbourhoods*.

Built form policies are provided for in the Plan under Section 3.1.2. Reinforced in the Built Form policies is the need to; create appropriate transitions in scale to neighbouring existing and/ or planned buildings; provide for adequate light and privacy; adequately limit any resulting shadowing of, and uncomfortable wind conditions on, neighbouring streets, properties and open spaces, and having regard for the varied nature of such areas. Within the Built Form section of the Plan, specific policies are provided for tall buildings (Section 3.1.3).

## **Heritage**

Heritage policies are found under Section 3.1.5 of the Plan. The Plan states that significant heritage resources will be conserved by listing properties of architectural and/or historic interest on the City's Inventory of Heritage Properties. Heritage resources on properties listed on the City's *Inventory of Heritage Properties* will be conserved. Development adjacent to properties on the City's *Inventory of Heritage Properties* will respect the scale, character and form of the heritage buildings and landscapes.

## **Housing**

The objective of the housing policies (Section 3.2.1) in the Official Plan is to provide and maintain a full range of housing, in terms of form, tenure and affordability, across the City and within neighbourhoods, to meet the current and future needs of residents (Policy 1).

Generally, new development that would have the effect of removing a private building or related group of buildings, and would result in the loss of six or more rental housing units will not be approved, unless (1) all the units in the existing building(s) contain rents that exceed mid-range rents; (2) the applicant provides replacement housing for the same number, size and type rental housing, including an acceptable tenant relocation and assistance plan; or (3) in Council's opinion, the supply and availability of rental housing in the City has returned to a healthy state (Policy 6).

## **Development Criteria**

Development in *Apartment Neighbourhoods* will contribute to the quality of life by: locating and massing new buildings to provide a transition between areas of different development intensity and scale; locating and massing new buildings to adequately limit impacts on properties in adjacent lower-scale *Neighbourhoods*.

The City of Toronto Official Plan is available on the City's website at:  
[www.toronto.ca/planning/official\\_plan/introduction.htm](http://www.toronto.ca/planning/official_plan/introduction.htm)

## **Zoning**

The site is zoned R4 Z2.0 under By-law 438-86, as amended. This is a residential zoning designation that allows a number of uses, including an apartment building having a gross floor area of up to 2.0 times the lot area (see Attachment 5). The maximum permitted height is 10 metres.

## **Site Plan Control**

The proposal is subject to Site Plan Control. The applicant submitted a site plan application (07 287745 STE 22 SA), which is currently under review.

## **Tall Buildings Design Guidelines**

Staff are to use the Guidelines in the review and evaluation of all tall buildings in the City. Tall buildings are defined as buildings higher than the street is wide. The Avenue Road and Lonsdale Road right-of-way widths are approximately 36-metres and 30-metres, respectively. Given that the proposed building height is 63-metres, staff will review it as a tall building.

The Tall Buildings Design Guidelines are available on the City's website at:  
[http://www.toronto.ca/planning/pdf/tallbuildings\\_udg\\_aug17\\_final.pdf](http://www.toronto.ca/planning/pdf/tallbuildings_udg_aug17_final.pdf)

## **Demolition Control**

Pursuant to Section 33 of the *Planning Act*, Council may approve or refuse an application for demolition of residential properties where no building permit has been issued. A demolition permit application (06 200079 DEM 00 DM) was submitted on December 29, 2006, for all three buildings. Given that the applications to amend the Official Plan and Zoning By-law are currently under review, and no building permit has been issued, the application to demolish the residential buildings is premature at this time. Planning staff will report on the demolition application once all matters relating to the planning application have been resolved.

Section 111 of the *City of Toronto Act, 2006* provides the City powers to prohibit and regulate the demolition of residential rental properties and conversion to a purpose other than the purpose of residential rental property. City Council has adopted implementing By-law 885-2007 for Section 111 of the *City of Toronto Act, 2006*. Since the development application was filed prior to the proclamation of the *City of Toronto Act, 2006*, this by-law does not apply and a separate application on rental housing demolition and conversion is not required.

## **Reasons for the Application**

The proposal calls for an 18-storey, 63-metre (excluding the mechanical penthouse) tall building with a density of 5.6 times the area of the lot. The proposed density and height exceeds current permissions. A Zoning By-law amendment is therefore required.

Through the review of the application, staff may identify additional areas of non-compliance with the Zoning By-law.

The former City of Toronto Official Plan limits the gross floor area to 2.0 times the area of the lot. The proposal exceeds this limit and therefore requires an Official Plan amendment. The proposal does not meet the intent of the housing policies. Specifically, the proposal would result in the loss of rental housing.

## **COMMENTS**

### **Community Consultation Meeting**

Planning staff held a community consultation meeting on February 13, 2008 with approximately 40 residents and the Ward Councillor in attendance. The community expressed concerns, including: opposition to the vehicular access off Lonsdale Road (should be moved to Avenue Road); traffic impact along Lonsdale Road and neighbouring streets; impact on the views of the Upper Canada College clock tower; heritage preservation on-site; the proposed height and massing; light, view and privacy impacts on the homes to the west; and, loss of rental housing.

This report recommends that a second community meeting be held. Staff encourages the applicant to address the issues and concerns raised in this report prior to staff scheduling the next community consultation meeting.

### **Tenant Consultation Meeting (620 Avenue Road)**

Planning staff hosted a meeting on February 28, 2008 for tenants living at 620 Avenue Road. Planning staff described the City's policies and practices when considering applications that involve the demolition of rental housing. Tenants at the meeting and in separate communications expressed concern that they had been asked by the owner to move almost immediately. They also indicated that it was their impression that offers of tenant assistance and relocation were linked to their signing an acceptance form and their early departure.

Staff advised the tenants that the redevelopment and demolition, if approved, was not imminent given the planning process still to be completed. If approval is recommended, the City's policy is to require a tenant relocation and assistance plan as a condition of approval, and the provincial legislation and City policy is to provide a minimum of 120 days notice before tenants are required to move out of the building.



## **Issues to be Resolved**

Prior to presenting a Final Report to Toronto and East York Community Council, the following issues, as well as other issues that may be identified through the review and evaluation of the application, will need to be addressed:

### **Rental Housing Replacement and Tenant Relocation**

The housing policies in both the former City of Toronto Official Plan and the new Official Plan seek to protect rental housing from demolition, and any resulting undue hardship to tenants. It has been the City's policy and practice to seek replacement of the rental housing at similar rents in the redevelopment if demolition is approved, and to provide tenants of the existing building the opportunity to return. Tenant assistance with the relocation is also to be provided.

The applicant is not proposing to replace any rental housing in the new development. Several preliminary concepts dealing with partial off-site replacement in unidentified locations, or cash-in-lieu of replacement, have been presented by the applicant. However, these do not involve full replacement, nor would the rental units be located in the redevelopment and none of the concepts would meet the City's definition of replacement rental housing. Some tenant assistance has been proposed by the applicant.

The rental housing on the subject site consists of 44 rental housing units in a single rental building. The unit composition is divided about one third for each of bachelor, one-bedroom and two-bedroom apartments, and at the time of application in April 2006, all but one of the apartments fell into either the affordable or mid-range rent category. The applicant has been asked to provide further information on the rental units, the rents charged and length of tenancy of the existing tenants to facilitate the completion of the analysis by Planning staff.

Planning staff and the Ward Councillor have met with the tenants to inform them of the City's policies and to hear their concerns about the proposed demolition and redevelopment. Discussions with the applicant will focus on the need to meet the City's policies on rental replacement in the redevelopment and tenant assistance as a necessary condition if the redevelopment proceeds.

### **Heritage Preservation**

A Heritage Impact Statement, prepared by E.R.A. Architects Inc., was submitted in support of the applicant's proposal to demolish the dwelling located at 215 Lonsdale Road. Heritage Preservation Services (HPS) staff met with the applicant's heritage consultant to request further information and analysis. Based on HPS staff's review, HPS requested that an assessment of the potential impact on the heritage structures on the Upper Canada College campus be included in the report, as well as a more in-depth assessment of the heritage integrity and significance of the listed home.

HPS staff determined that the subject property is within an area of archaeological potential. On August 15, 2006, HPS staff requested the applicant carry out an archaeological assessment of the entire development site. The report remains outstanding.

### **Height, Massing and Density**

In its current form the proposed 18-storey building does not adequately respect and relate to its existing context. Most notably, the siting, height and massing of the proposed building fail to provide an adequate transition to the low-density neighbourhood to the west.

The applicant submitted a sunlight/shadow study, which Planning staff will review to assess the shadow impacts on nearby lower scale neighbourhoods. Staff may require additional reports and studies, including but not limited to wind studies and view analysis, to evaluate the current or revised proposals throughout the review process.

City staff's review will assess whether the proposal will obstruct, hinder or detract from the views to the Upper Canada College tower.

### **Access, Parking and Traffic**

The proposed development includes residential vehicular access off Lonsdale Road. A service vehicle entrance is proposed at Avenue Road. To satisfy the parking demand generated by the development, 108 underground vehicular parking spaces are proposed. A Transportation Impact Study, prepared by BA Group Transportation Consultants, was submitted in support of the current proposal. The application and applicable studies have been circulated to Transportation Services staff for their review.

Local residents expressed their concern with the access off Lonsdale Road. Staff will assess the appropriateness of the proposed access arrangements

### **Section 37**

Section 37 of the *Planning Act* allows the City to enter into an agreement with an applicant to grant a height and/or density increase for a particular project that is greater than what the zoning by-law would otherwise permit in return for community benefits. Details of a Section 37 Agreement between the applicant and the City will be worked out, in consultation with the Ward Councillor, if the project is ultimately considered to be good planning and recommended for approval.

In addition to securing community benefits, the City will use any Section 37 Agreement as a legal tool to secure: the replacement of the rental housing units and a tenant relocation and assistance plan for the tenants affected by the proposed demolition, should the proposal be approved by Council.

## **Toronto Green Development Standards**

Staff will be encouraging the applicant to implement the Toronto Green Development Standards, adopted by City Council in July 2006. The City's Green Development Standards are available on the City's website at: [www.toronto.ca/environment/greendevlopment.htm](http://www.toronto.ca/environment/greendevlopment.htm)

## **CONTACT**

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## **SIGNATURE**

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Raymond David, Acting Director  
Community Planning, Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Application Data Sheet

Attachment 2: Site Plan

Attachment 3: South and West Elevations

Attachment 4: North and East Elevations

Attachment 5: Zoning Map

Attachment 6: Former City of Toronto Official Plan Map

Attachment 7: Official Plan Map

## Attachment 1: Application Data Sheet

|                  |                                    |                     |                     |
|------------------|------------------------------------|---------------------|---------------------|
| Application Type | Official Plan Amendment & Rezoning | Application Number: | 06 130137 STE 22 OZ |
| Details          | OPA & Rezoning, Standard           | Application Date:   | April 28, 2006      |

Municipal Addresses: 620 Avenue Rd, 215 & 217 Lonsdale Rd

Location Description: PL 890 PT LT36 \*\*GRID S2206

Project Description: Proposed 18-storey residential building with 58 dwelling units and two levels of below-grade parking -108 parking spaces

### Applicant:

McCarthy Tetrault LLP  
Box 48, Suite 4700  
Toronto Dominion Bank Tower  
Toronto, ON M5K 1E6

### Architect:

Diamond and Schmitt Architects  
384 Adelaide Street West, Suite 300  
Toronto, ON M5V 1R7

### Owner:

Minto 201 Developments Inc.,  
Harry Nash, and Isaac & Harry  
Nash Limited.

### PLANNING CONTROLS

|                                |                          |                                |                             |
|--------------------------------|--------------------------|--------------------------------|-----------------------------|
| New Official Plan Designation: | Apartment Neighbourhoods | Old Official Plan Designation: | High Density Residence Area |
| Zoning:                        | R4 Z2.0                  | Historical Status:             | 215 Lonsdale Rd (Listed)    |
| Height Limit (m):              | 10                       | Site Plan Control Area:        | Y                           |

### PROJECT INFORMATION

|                                    |         |         |                 |              |
|------------------------------------|---------|---------|-----------------|--------------|
| Site Area (sq. m):                 | 2654    | Height: | Storeys:        | 18           |
| Frontage (m):                      | 46.6    |         | Metres:         | 62.78        |
| Depth (m):                         | 57      |         |                 |              |
| Total Ground Floor Area (sq. m):   | 833     |         |                 | <b>Total</b> |
| Total Residential GFA (sq. m):     | 14871.4 |         | Parking Spaces: | 108          |
| Total Non-Residential GFA (sq. m): | 0       |         | Loading Docks   | 1            |
| Total GFA (sq. m):                 | 14871.4 |         |                 |              |
| Lot Coverage Ratio (%):            | 31      |         |                 |              |
| Floor Space Index:                 | 5.6     |         |                 |              |

### DWELLING UNITS

|              |       |
|--------------|-------|
| Tenure Type: | Condo |
| Rooms:       | 0     |
| Bachelor:    | 0     |
| 1 Bedroom:   | 0     |
| 2 Bedroom:   | 47    |
| 3 + Bedroom: | 11    |
| Total Units: | 58    |

### FLOOR AREA BREAKDOWN (upon project completion)

|                                  | Above Grade | Below Grade |
|----------------------------------|-------------|-------------|
| Residential GFA (sq. m):         | 14871.4     | 0           |
| Retail GFA (sq. m):              | 0           | 0           |
| Office GFA (sq. m):              | 0           | 0           |
| Industrial GFA (sq. m):          | 0           | 0           |
| Institutional/Other GFA (sq. m): | 0           | 0           |



### Attachment 3: South and West Elevations



South Elevation

West Elevation

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## South and West Elevations

Applicant's Submitted Drawing

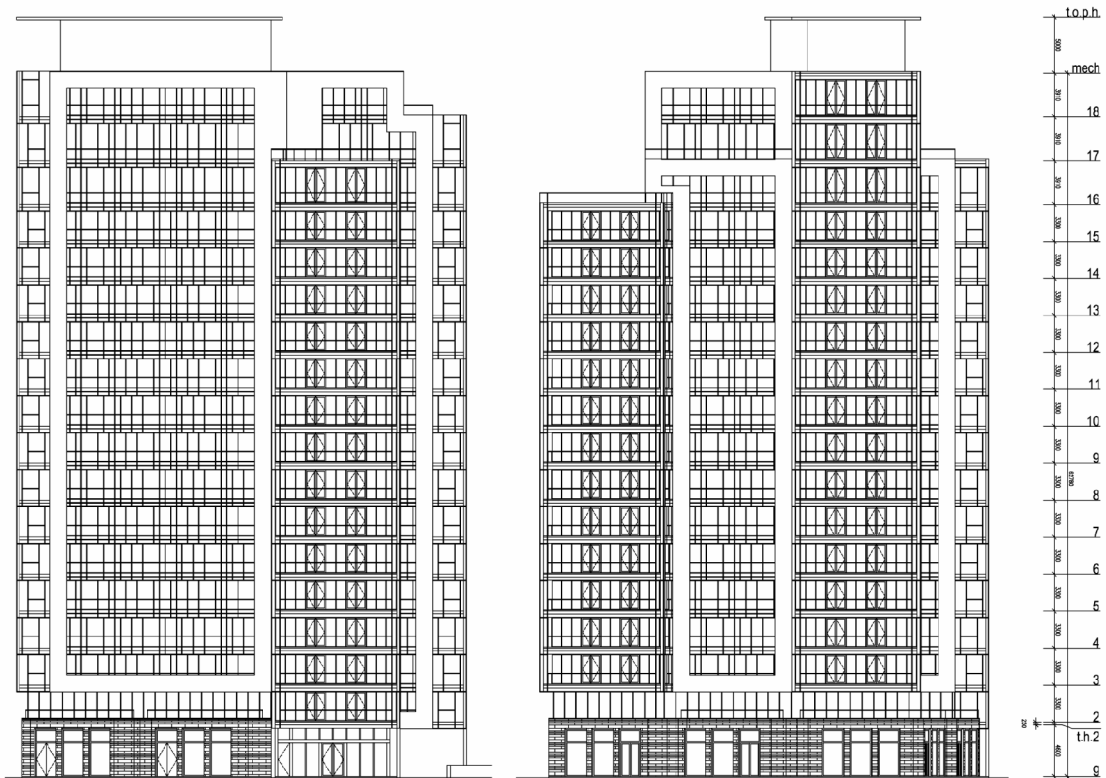
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620 Avenue Road and  
215 & 217 Lonsdale Road

File # 06\_130137

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## Attachment 4: North and East Elevations



North Elevation

East Elevation

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### South and West Elevations

Applicant's Submitted Drawing

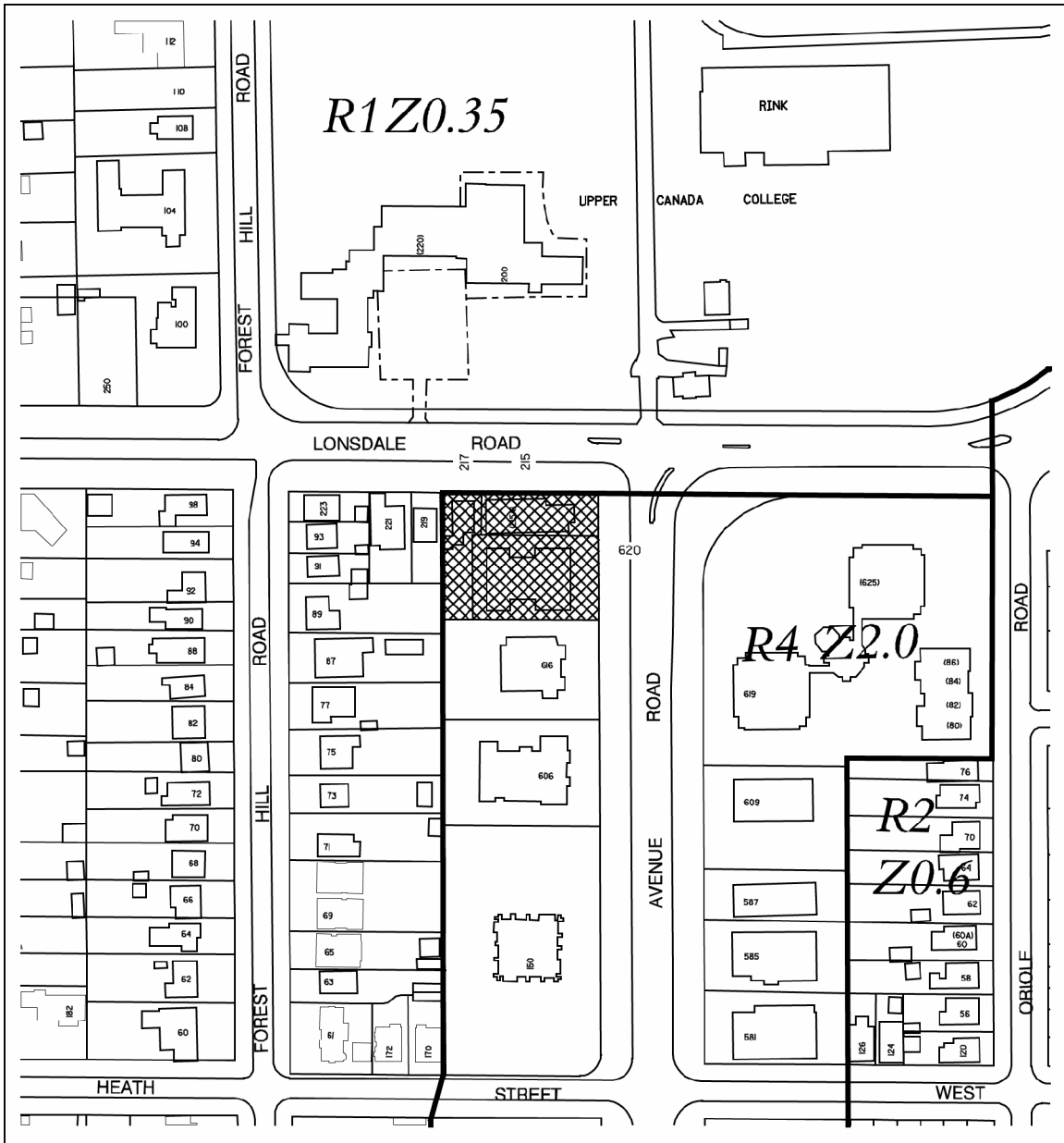
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620 Avenue Road and  
215 & 217 Lonsdale Road

File # 06\_130137

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## Attachment 5: Zoning Map



**620 Avenue Road and 215 & 217 Lonsdale Road**

File # 06\_130137

- R1 Residential District
- R2 Residential District



Not to Scale  
Zoning By-law 438-86 as amended  
Extracted 11/13/07 - EM






**Attachment 6: Former City of Toronto Official Plan Map**



**TORONTO** City Planning Division  
**Former City of Toronto Official Plan**

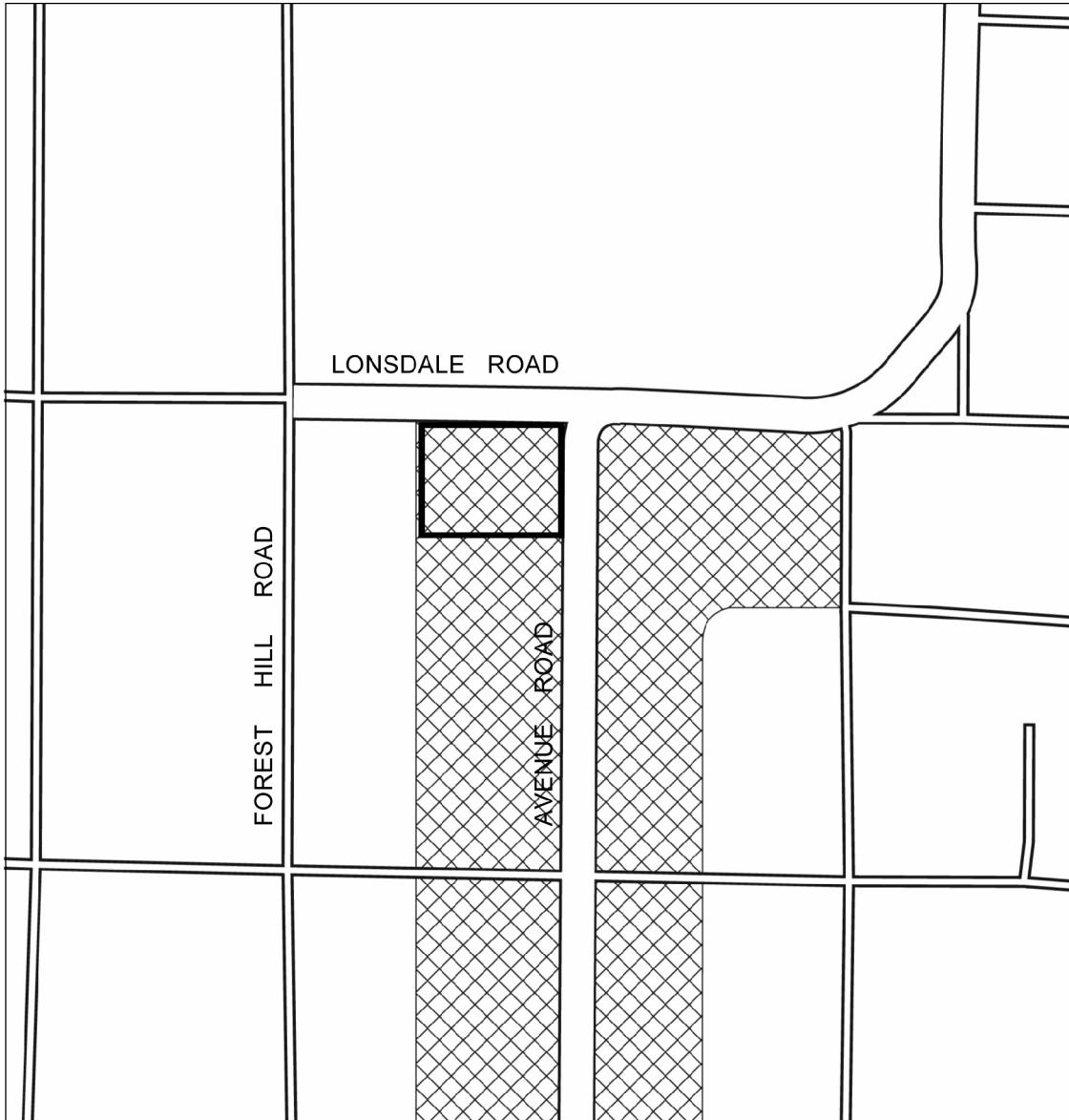
**620 Avenue Road, and  
 215 & 217 Lonsdale Road**

File # 06\_130137

-  Site
-  Low Density Residence Areas
-  High Density Residence Areas

  
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**Attachment 7: Official Plan Map**



 **TORONTO** City Planning  
**Official Plan**

**620 Avenue Road and  
215 & 217 Lonsdale Road**

File # 06\_130137

-  Site Location
-  Neighbourhoods
-  Apartment Neighbourhoods

  
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