

**270 - 272 Donlands Ave  
Rezoning Application – Final Report**

<b>Date:</b>	December 14, 2007
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 29 – Toronto-Danforth
<b>Reference Number:</b>	07-106506 STE 29 OZ

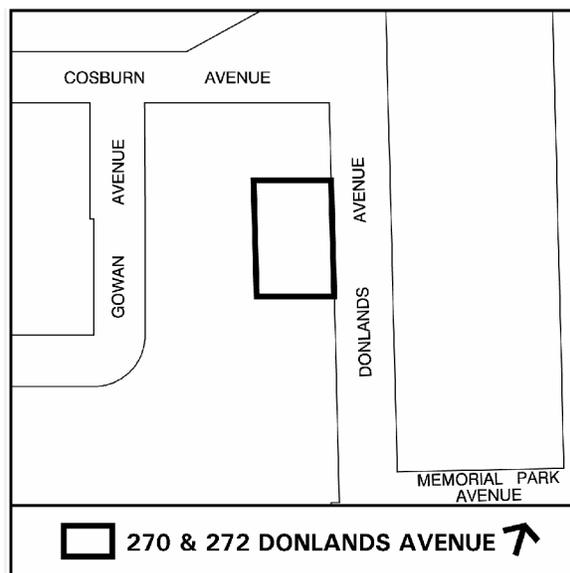
**SUMMARY**

This application was made on or after January 1, 2007 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

The applicant has applied for an amendment to the former East York Zoning By-law 6752, as amended, to permit the construction of an 8-storey residential building at 270 Donlands Avenue. The proposed development would contain 44 alternative housing units, a gross floor area of approximately 3,776 square metres, and a proposed density of approximately 4.1 times the lot area. The property at 272 Donlands Avenue will be used to accommodate parking for the development at 270 Donlands Avenue. No development is proposed at 272 Donlands Avenue as part of this application.

The subject site is located on the west side of Donlands Avenue, south of Cosburn Avenue, in close proximity to the local retail and service amenities located on O'Connor Avenue and Danforth Avenue.

Given the subject site's proximity to the Woodgreen facilities at 243 Cosburn Avenue, this proposal serves as an addition to the Cosburn Avenue site, and creates a "campus-like" atmosphere.



Upon review of the land use and design considerations noted below, City Planning staff concludes that the applicant's proposal represents an acceptable balance between the introduction of a new use and respect for the local context and is an appropriate location for the proposed development.

This report reviews and recommends approval of the application to amend the Zoning By-law.

## **RECOMMENDATIONS**

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It is recommended that City Council:

1. Amend the former East York Zoning By-law 6752, as amended, substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 5.
2. Authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

### **Financial Impact**

The recommendations in this report have no financial impact.

### **DECISION HISTORY**

In 2002, Woodgreen received municipal approvals to construct a new 32 unit, six-storey apartment building (transitional housing for women and children) at 243 Cosburn Avenue under the "Supporting Communities Partnership Initiative" (SCPI) program. The development at 243 Cosburn Avenue was Woodgreen's first Homeward Bound initiative. The application for 270 Donlands Avenue will be Woodgreen's second Homeward Bound development, providing housing and services for the same clientele.

On December 6, 2006, the Affordable Housing Committee issued a Request for Proposal (RFP) No. 9155-06-7380 for the development of approximately 600 affordable housing units within the City of Toronto. The RFP closed January 30, 2007. The proposal at 270 Donlands Avenue was one of the projects selected through the RFP process.

On April 17, 2007, the Affordable Housing Committee recommended that City Council approve the affordable housing projects selected through the RFP, and recommended submission of all project information to the Ministry of Municipal Affairs and Housing for consideration as projects to be funded under the Canada-Ontario Affordable Housing Program – Rental and Supportive Component.

### **ISSUE BACKGROUND**

#### **Proposal**

The applicant has applied for an amendment to the former East York Zoning By-law 6752, as amended, to permit the construction of an 8-storey residential building at 270

Donlands Avenue. The proposed development would contain 44 alternative housing units, a gross floor area of approximately 3,776 square metres, and a proposed density of approximately 4.1 times the lot area.

The property at 272 Donlands Avenue will be used to accommodate parking for the development at 270 Donlands Avenue. No development is proposed at 272 Donlands Avenue as part of this application.

### **Site and Surrounding Area**

The development site is located at 270 Donlands Avenue, on the west side of Donlands Avenue, south of Cosburn Avenue. The development site has a lot frontage of approximately 31 metres, and an overall lot area of 930 square metres. The development site currently contains a vacant, two-storey building. The property at 272 Donlands Avenue is currently vacant.

Development in the vicinity of the site can be described as follows:

*North:* an automobile service centre, and a community space affiliated with the non-profit housing located at 243 and 249 Cosburn Avenue;

*South:* an existing 8-storey apartment building;

*East:* an elementary school and a church; and

*West:* an existing 8-storey apartment building. Further west is a mix of single detached dwelling units and apartment buildings.

### **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.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation.

City Council's planning decisions are required by the Planning Act, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

### **Official Plan**

The Official Plan designates the subject site "*Apartment Neighbourhoods*". "*Apartment Neighbourhoods*" 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*”.

## **Zoning**

The East York Zoning By-law zones the property at 270 Donlands Avenue R2A – Medium Density Residential, which permits Residential uses, City-owned facilities, day nurseries operated in municipally-owned community centres, or in public libraries, schools, or churches that existed at the date of the passing of the By-law.

The permitted residential buildings in the R2A zone are single detached dwellings, semi-detached dwellings, and buildings and structures accessory to the above-noted building forms.

The property located at 272 Donlands Avenue is zoned R3A – High Density Residential. The uses permitted in this zoning category include all uses permitted in the R2A zoning category. Permitted residential buildings in the R3A zone are apartment houses, duplexes, double duplexes, triplexes, and double triplexes.

## **Site Plan Control**

The site and development are subject to Site Plan Control. An application for Site Plan Control Approval has been received.

## **Reasons for Application**

An amendment to the former East York Zoning By-law 6752, as amended, is necessary because the proposed 8-storey residential building is not a permitted use in the R2A-Medium Density Residential zoning category.

## **Community Consultation**

A Community Consultation was held on August 1, 2007 at the Woodgreen East York Rotary Neighbourhood House. Approximately 30 members of the public attended the Community Consultation meeting. The following items were discussed at the meeting:

- Questions regarding how the planning process works and the next steps involved in processing this application;
- Statutory notification requirements and methods of notification;
- The adequacy of the proposed separation distance between buildings;
- The adequacy of the proposed garbage collection, parking, and site servicing;
- Shadow impacts on the existing apartment building at 266 Donlands Avenue; and
- The provision of landscaped open space.

Planning staff endeavoured to answer the questions asked by those in attendance at the Community Consultation meeting. Further detail is provided in the comments section of this report.

## **Agency Circulation**

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate by-law standards.

## **COMMENTS**

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

Issued under Section 3 of the *Planning Act*, the Provincial Policy Statement establishes the policy foundation for regulating the development and use of land. Municipal planning decisions are required to be “consistent with” the PPS. The PPS includes policies which promote intensification, redevelopment and compact form; encourage transit and pedestrian supportive land uses; and provide for a range of housing types and densities to meet projected requirements. The proposed development at 270 Donlands Avenue is consistent with the PPS.

In addition, the proposal conforms and does not conflict with the Growth Plan for the Greater Golden Horseshoe.

### **Land Use**

“Apartment Neighbourhoods” are distinguished from low-rise “Neighbourhoods” because a greater scale of buildings is permitted and different scale-related criteria are used to guide development. Significant growth is not intended within developed “Apartment Neighbourhoods”, however there may be opportunities for development on underutilized sites.

When proposals for development in “Apartment Neighbourhoods” are made, the application is reviewed in accordance with the policies contained in Policy 4.2.2. These policies require that the proposal contribute to the quality of life within “Apartment Neighbourhoods” by: locating and massing new buildings to provide a transition between areas of different development intensity and scale; locate and mass new buildings so as to adequately limit shadow impacts on properties in lower-scale “Neighbourhoods”; locate and mass new buildings to frame the edge of streets and parks, with good proportion and maintain comfortable sunlight and wind conditions for pedestrians; include sufficient off-street motor vehicle and bicycle parking; locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and provide indoor and outdoor recreation space for building residents. The applicant's proposal has addressed the policies contained within Section 4.2.2 of the Official Plan.

The subject site fronts Donlands Avenue, and is surrounded by a range of uses and built forms. Development in the vicinity of the site includes high-rise apartment buildings, a 2-storey community use building, a church and an elementary school. The proposed 8-storey apartment building is consistent with the higher density development immediately adjacent to the subject site.

Given the location of the site on Donlands Avenue and the higher density development adjacent to the site, the proposal is considered to be appropriate development of the site. The proposed use for the lands is both compatible with the adjacent residential uses and is in keeping with the policies and development criteria contained within the Official Plan.

## **Height, Scale, and Massing**

The Official Plan sets out criteria to evaluate development within the “Apartment Neighbourhoods” designation. All new development within “Apartment Neighbourhoods” is required to contribute to the quality of life of existing and new residents by locating and massing new buildings to frame the edge of the streets, maintain sunlight and comfortable wind conditions, and locating and massing new buildings to provide a transition between areas of different development intensity and scale. The height, siting and massing of the proposal addresses the criteria contained within the “*Apartment Neighbourhoods*” designation.

In addition, the performance standards within the R3A Density Zone do not have a maximum height limit for new development. Since there is not a maximum height prescribed by the By-law, the development was evaluated based on the character and context of the surrounding area. The height of the proposed 8-storey apartment is consistent with the apartment buildings abutting the site: a 6 and 8-storey apartment building at 266 Donlands Avenue and a 6-storey apartment building at 243 Cosburn Avenue.

## **Density**

The R3A Density zone does have performance standards for coverage and floor space index. In this zone, the maximum coverage is 75% of the lot area, while the maximum floor space index (FSI) is 2.00 times the lot area. The FSI calculation does allow for an extra 0.1 FSI for every 10% in coverage reduction. The applicant’s proposal has a lot coverage of 52.6%, which thereby increases the maximum FSI of this project to 2.22 times the lot area.

The applicant is seeking a 1.8 times density increase over the density (2.22 times) permitted in the R3A zone. The overall density proposed for the development is 4.06 times the lot area. Although the proposed density is higher than the permitted FSI prescribed by the Zoning By-law, the overall density of the building is in keeping with the existing development abutting the site at 266 Donlands Avenue, and the apartment buildings located along Cosburn Avenue. Given the location of the site and based upon the built form, height, and massing of the development, the density is appropriate for the site.

## **Sun, Shadow, Wind**

The applicant submitted shadow studies for the proposed development. The studies demonstrate that the shadows generated by the proposed development will not unduly impact the surrounding lands. The proposed building will only cast shadow on the north

eastern corner of the abutting property, 266 Donlands Avenue, between the hours of 9:18 and 11:18 am.

The shadow studies submitted by the applicant have been reviewed by staff and are deemed to be acceptable. The studies demonstrate that any shadow generated by the proposed development will not unduly impact upon the surrounding lands.

### **Traffic Impact, Access, Parking**

On April 17, 2007, the Affordable Housing Committee recommended that City Council approve the affordable housing projects. The applicant proposes to construct an apartment building which will act as transitional housing for women and children. For the purpose of this application, staff have determined that a parking requirement for alternative housing consistent with the former City of Toronto By-law 483-86, as amended, shall be applied to this proposal.

A parking study, dated May 31, 2007, was prepared in support of the proposed development. The report recommended that the 4 parking spaces proposed at 272 Donlands Avenue are appropriate to serve this project. Transportation Services staff have completed a review of the analysis and concur with the consultant's conclusions that the provision of four parking spaces for this development will not adversely affect parking operations in the area. Access to the parking spaces will be provided via the existing parking lot located at 243 Cosburn Avenue which is also owned by Woodgreen. The proposed configuration is acceptable to staff.

As part of the Site Plan Control Application, the applicant will be required to secure appropriate right-of-way agreements/easements over 243 Cosburn Avenue in favour of the subject site for vehicular access to the 4 parking spaces.

### **Servicing**

The applicant has submitted a site servicing assessment which determines stormwater runoff, sanitary flow and water supply demand resulting from the development, as well as demonstrates how this site can be serviced, and confirms that the existing municipal infrastructure is adequate to service the proposed development.

Staff have reviewed the servicing assessment and have concur with the consultant's conclusions that that the existing municipal infrastructure is adequate to service the proposed development.

### **Refuse Collection**

The applicant is providing a refuse storage and recycling room on the ground floor of the proposed development. The applicant has indicated that the garbage pick-up and refuse collection activities which will be combined with the current collection activities at 243 Cosburn Avenue.

The Technical Services division has requested that additional technical information regarding loading, storage and handling facilities for solid waste collection be provided with the Site Plan Control application.

### **Toronto Green Development Standard**

Planning Staff have discussed the Toronto Green Development Standards with the applicant. As part of the Site Plan Control application submission, the applicant will be required to submit the Green Development Standard checklist indicating if, and how, the Green Development Standards will be met.

### **Development Charges**

City Council on May 23, 24 and 25, 2007, adopted Recommendation 5, contained within the April 17, 2007 Affordable Housing Committee report entitled “Affordable Housing – Funding Recommendations Request for Proposals 9155-06-7380 and TCHC – Wards 11, 14, 17, 18, 20, 21, 22, 28, 29 and 35” which recommended that authority be granted for exempting all projects not subject to a waiver under the Development Charges Act, from payment of development charges. Thus, the proposed development at 270 Donlands Avenue will not be subject to development charges.

### **CONTACT**

Marian Prejel, Planner  
Tel. No. 416-392-9337  
Fax No. 416-392-1330  
E-mail: mprejel@toronto.ca

### **SIGNATURE**

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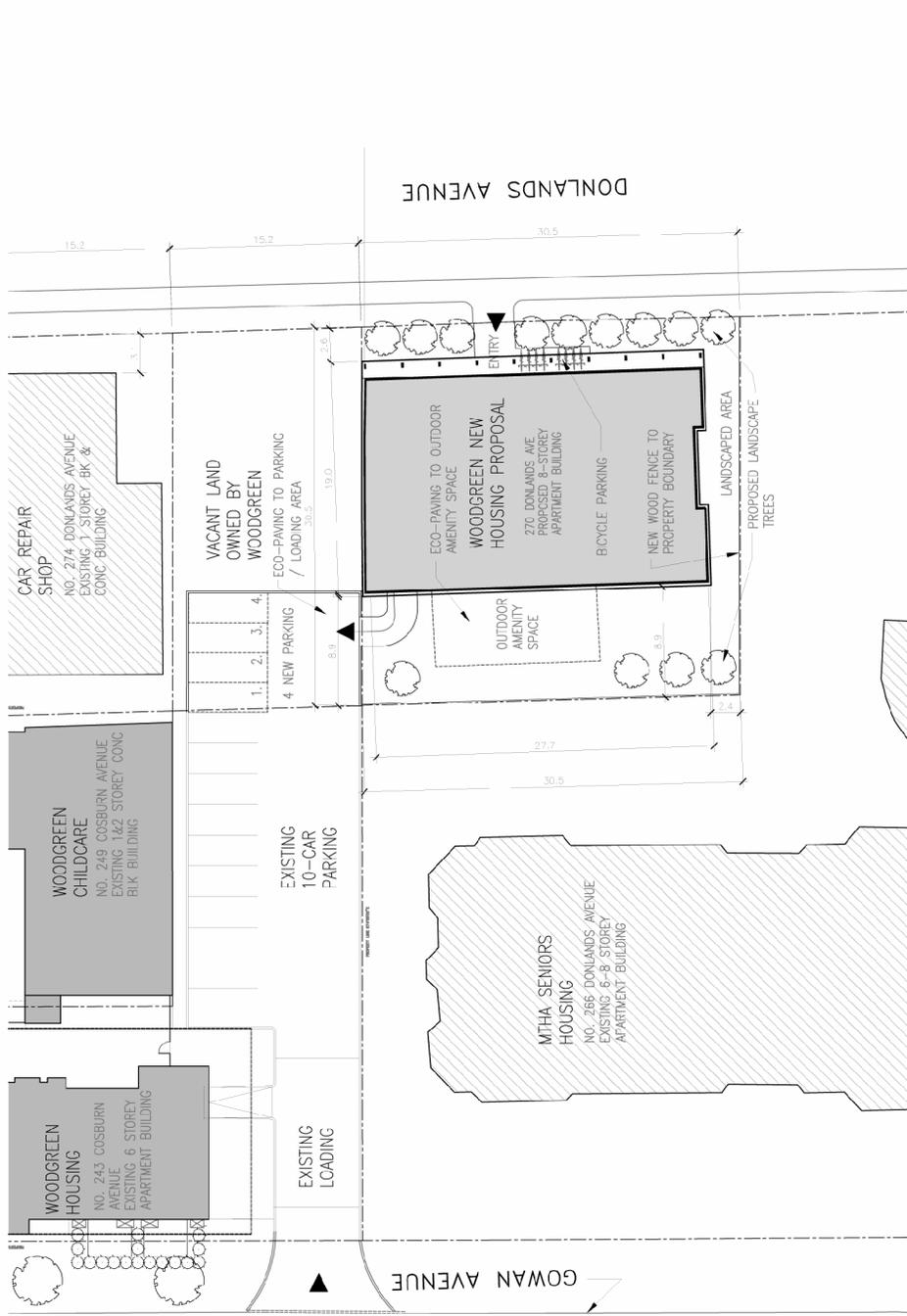
Gary Wright, Director  
Community Planning, Toronto and East York District

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### **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: Elevations  
Attachment 3: Elevations  
Attachment 4: Zoning  
Attachment 5: Application Data Sheet  
Attachment 6: Draft Zoning By-law Amendment

# Attachment 1: Site Plan



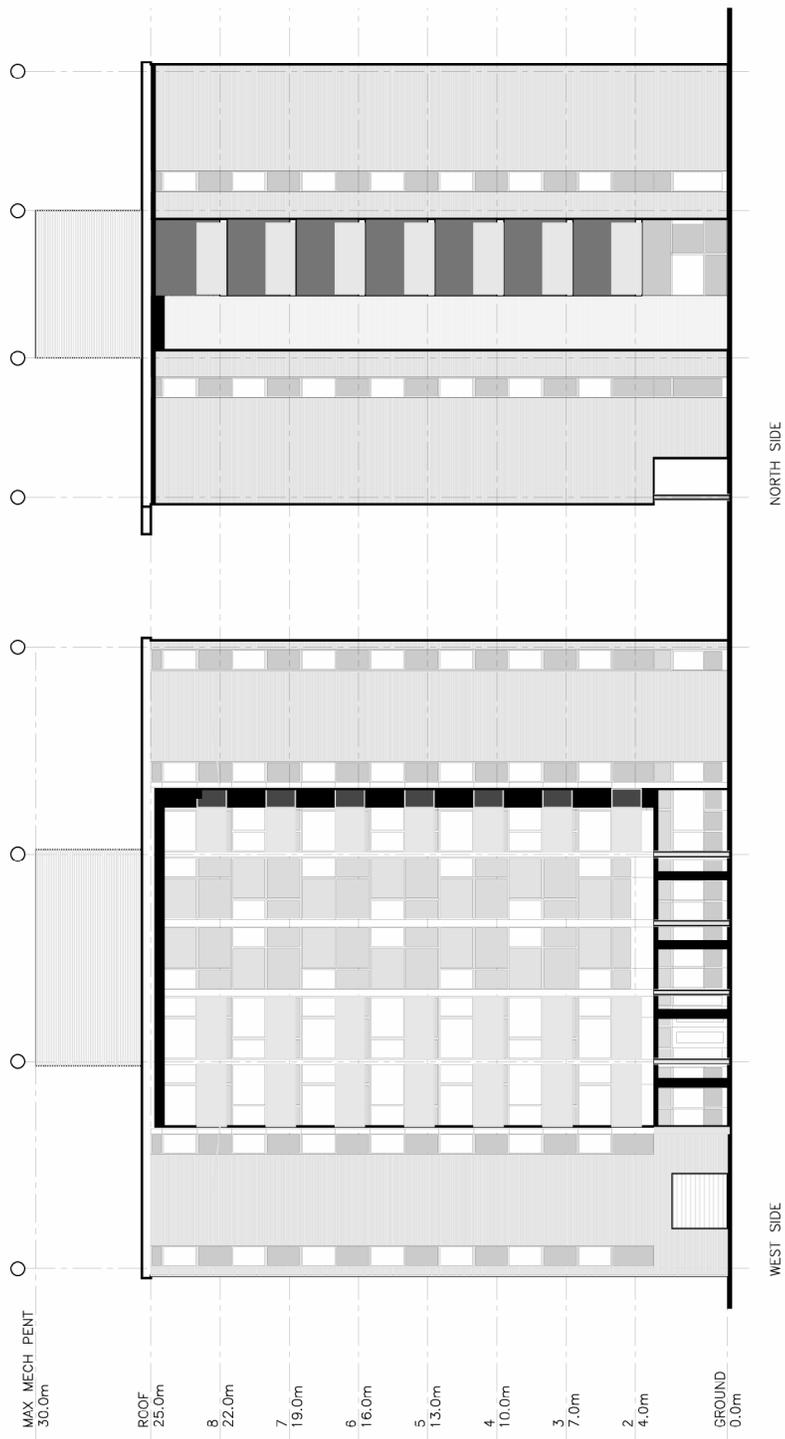
270 Donlands Avenue

Site Plan  
 Applicant's Submitted Drawing

File # 07\_106506

Not to Scale  
 02/20/07

## Attachment 2: Elevations



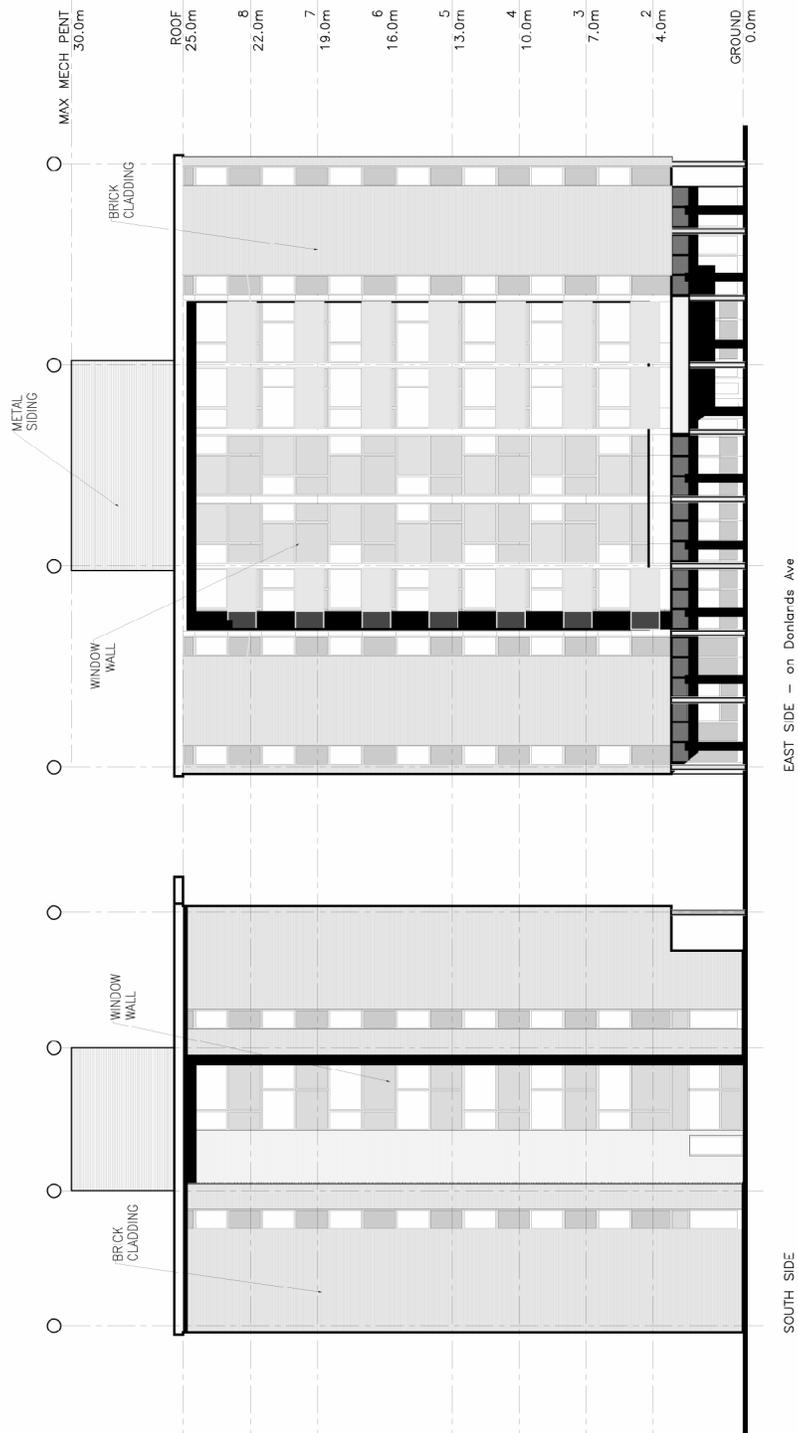
**270 Donlands Avenue**

**Elevations**  
Applicant's Submitted Drawing

File # 07\_106506

Not to Scale  
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### Attachment 3: Elevations

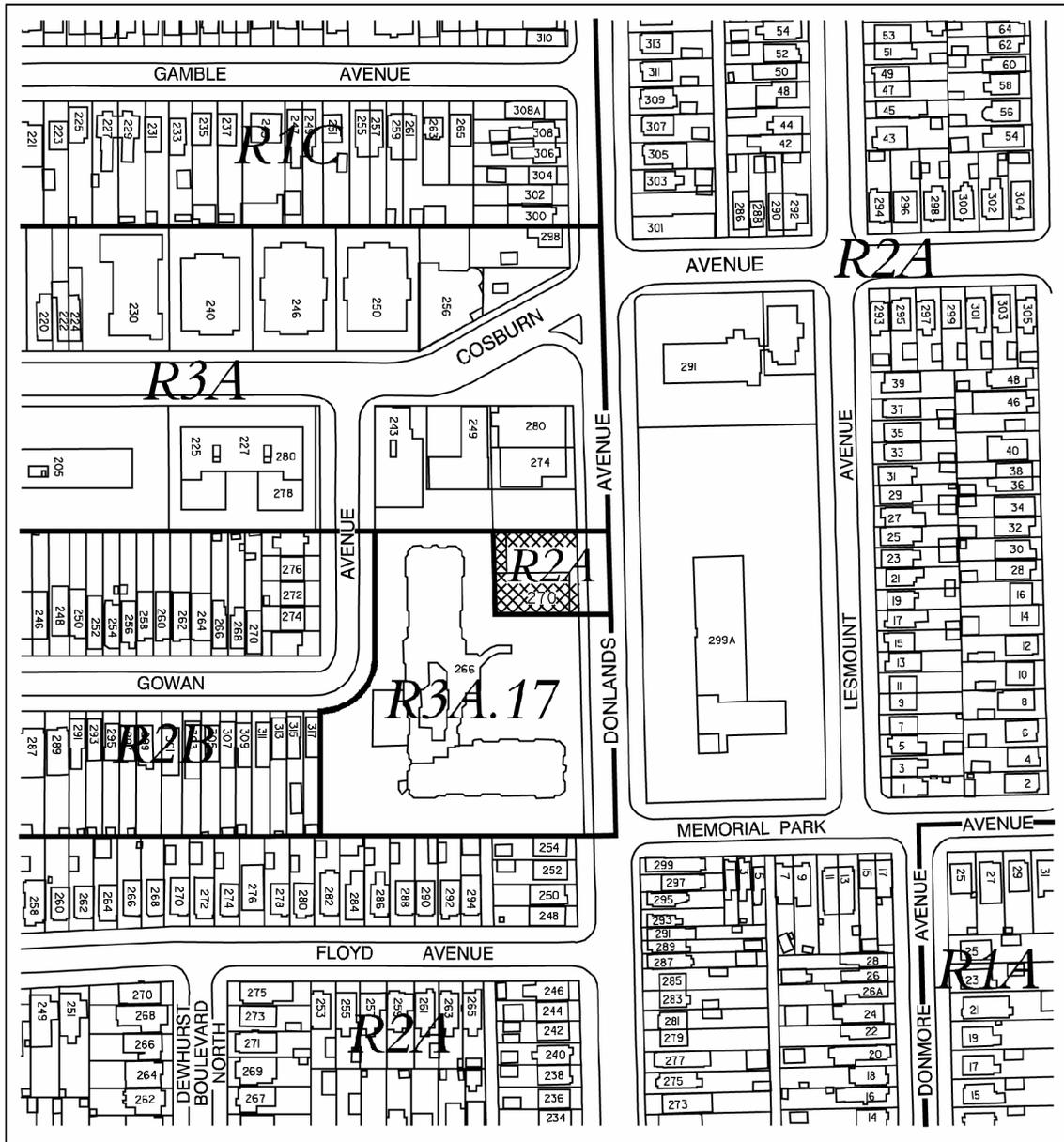


**Elevations**  
 Applicant's Submitted Drawing

Not to Scale  
 02/20/07

270 Donlands Avenue  
 File # 07\_106506

## Attachment 4: Zoning



**TORONTO** City Planning  
Division  
**Zoning**

**270 Donlands Avenue**  
File # 07\_106506

- R1A Low Density Residential
- R1C Low Density Residential
- R2A Medium Density Residential
- R2B Medium Density Residential
- R3A High Density Residential

  
 Not to Scale  
 Zoning By-law 6752 as amended  
 Extracted 02/20/07 - TA

## Attachment 5: Application Data Sheet

Application Type	Rezoning	Application Number:	07 106506 STE 29 OZ
Details	Rezoning, Standard	Application Date:	February 2, 2007
Municipal Address:	270 DONLANDS AVE, TORONTO ON		
Location Description:	PL M39 PT LT162 PT LT163 **GRID S2903		
Project Description:	Eight-storey non-profit residential building fronting onto Donalands Avenue containing 44 dwelling units		

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
McCarthy Tetrault LLP Cynthia Macdougall			Woodgreen Community Housing Inc

### PLANNING CONTROLS

Official Plan Designation:	Site Specific Provision:
Zoning: Residential R2A Density Zone	Historical Status:
Height Limit (m):	Site Plan Control Area: Y

### PROJECT INFORMATION

Site Area (sq. m):	930	Height:	Storeys:	8	
Frontage (m):	30.47		Metres:	25	
Depth (m):	30.48				
Total Ground Floor Area (sq. m):	489.6				<b>Total</b>
Total Residential GFA (sq. m):	3776		Parking Spaces:	4	
Total Non-Residential GFA (sq. m):	0		Loading Docks	0	
Total GFA (sq. m):	3776				
Lot Coverage Ratio (%):	52.6				
Floor Space Index:	4.1				

### DWELLING UNITS

Tenure Type:	
Rooms:	0
Bachelor:	0
1 Bedroom:	0
2 Bedroom:	37
3 + Bedroom:	7
Total Units:	44

### FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	3776	0	0
Retail GFA (sq. m):	0	0	0
Office GFA (sq. m):	0	0	0
Industrial GFA (sq. m):	0	0	0
Institutional/Other GFA (sq. m):	0	0	0

**CONTACT: PLANNER NAME: Marian Prejel, Planner**  
**TELEPHONE: (416) 395-7114**

## Attachment 6: Draft Zoning By-law Amendment

Authority: Toronto and East York Community Council Item ~ as adopted by City of Toronto Council on ~, 2008

Enacted by Council: ~, 2008

### CITY OF TORONTO

Bill No. ~

### BY-LAW No. ~-2008

**To amend the former Borough of East York Zoning By-law No. 6752, as amended, with respect to the lands municipally known as 270 – 272 Donlands Ave**

WHEREAS authority is given to Council by Section 34 of the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, to pass this By-law; and

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the *Planning Act*;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. The lands subject to this by-law are those lands outlined by a heavy black line and identified as “Area Subject to Amendment” as shown on Schedule “1” attached hereto.
2. Schedule “A” to Zoning By-law No. 6752, as amended, is hereby further amended by changing the zoning category for the lands identified as “Area Subject to Amendment” on Schedule “1” of this By-law from “R2A (Residential) Zone” to “R3A.26 (Residential Site Specific) Zone.”
3. Zoning By-law No. 6752, as amended, is hereby further amended by adding a new Section 7.7.5.26 immediately after Section 7.7.5.25 of the by-law as follows:

“7.7.5.26        270 Donlands Avenue (R3A.26 Zone)

7.7.5.26.1      Area Restricted

The provisions of this section shall only apply to those lands being part of Unit 1, Registered Plan D-107, and Lots 162 and 163, Registered Plan M-39, City of Toronto (formerly Borough of East York) designated R3A.26 on Schedule “1” of this By-law

7.7.5.26.2 Definitions:

For the purpose of this By-law:

- a) “Alternative Housing” shall mean an Apartment House, Dwelling, or Dwelling Units which are operated by a government agency, a charitable institution, or a non-profit institution as social housing for the residential accommodation of persons who by reason of their financial, emotional, mental, social or physical condition or legal status have and require ongoing support services of a counselling or medical nature associated with their residential accommodation.
- b) “Alternative Housing Parking Spaces” shall be provided as follows:
  - i) one Parking Space for the first five Dwelling Units, or fraction thereof; plus
  - ii) one Parking Space for the first fifteen Dwelling Units, or fraction thereof, in excess of the first five; plus
  - iii) one Parking Space for each ten Dwelling Units, or fraction thereof, in excess of the first twenty-five.
- c) “Bicycle Parking Space” shall mean an area that is equipped with a bicycle rack or a locker for the purpose of parking and securing bicycles of an occupant or visitor of the building, and:
  - i) where the bicycles are to be parked on a horizontal surface such space has a horizontal dimension of at least 0.6 metres by 1.8 metres and a vertical dimension of at least 1.9 metres;
  - ii) where the bicycles are to be parked in a vertical position, such space has a horizontal dimension of at least 0.6 metres by 1.2 metres and a vertical dimension of at least 1.9 metres; and

- iii) in the case of a bicycles rack, bicycle racks shall be located outdoors, indoors, or in a secured room or area.
- d) “Residential Amenity Space – Outdoor” shall mean an outdoor common area or areas on a Lot which are provided for the exclusive use of residents of a building on the Lot for recreational or social purposes.
- e) “Residential Amenity Space – Indoor” shall mean a common area or room or contiguous common areas or rooms within a building, at least one of which is adjacent to a kitchen and washroom, which are provided for the exclusive use of residential of such building for recreational or social purposes.
- f) With exception of the words or expressions referred to in subparagraphs (a) to (e) above, each word or expression which is capitalized, shall have the same meaning as the said word or expression has for the purposes of the aforesaid By-law No. 6752, as amended.

7.7.5.26.3 General Provisions:

On those lands referred to in Section 7.7.5.26.1 of this By-law, no person shall use, occupy, Erect, alter, cause to be used, occupied, Erected or altered, any Building, Structure, or land or part thereof, except in accordance with Schedule “2” of this By-law and for the following provisions:

- (1) Permitted Uses:
  - a) Alternative Housing; and
  - b) Buildings, Structures and uses Accessory to the foregoing.
- (2) Developable Area

For the purpose of this By-law, the development requirements shall only apply to the lands identified as Area “A” on Schedule “2” attached to this By-law.

(3) Development Requirements :

(a)	Minimum Lot Area	930 m <sup>2</sup>
(b)	Maximum No. of Alternative Housing Dwelling Units	44 units
(c)	Maximum Gross Floor Area	3,780 m <sup>2</sup>
(d)	Maximum Coverage	55%
(f)	Minimum Setbacks – North Side	0 metres
(g)	Minimum Setbacks – South Side	2 metres
(h)	Minimum Setbacks – East Side	2 metres
(i)	Minimum Setbacks – West Side	8 metres
(j)	Maximum Building Height	25 metres
(k)	Maximum No. of Storeys	8 storeys
(l)	Minimum No. of Bicycle Parking Spaces	8 spaces
(m)	Minimum Residential Amenity Space - Indoor	90 m <sup>2</sup>
(n)	Minimum Residential Amenity Space- Outdoor	90 m <sup>2</sup>

(4) Parking Requirements

- (a) A minimum of 4 Off-Street Alternative Housing Parking Spaces shall be provided for this development.
- (b) For the purpose of this By-law, the 4 Off-Street Alternative Housing Parking Spaces may be provided on the lands identified as Area “B” on Schedule “2” attached to this By-law.

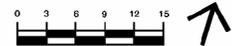
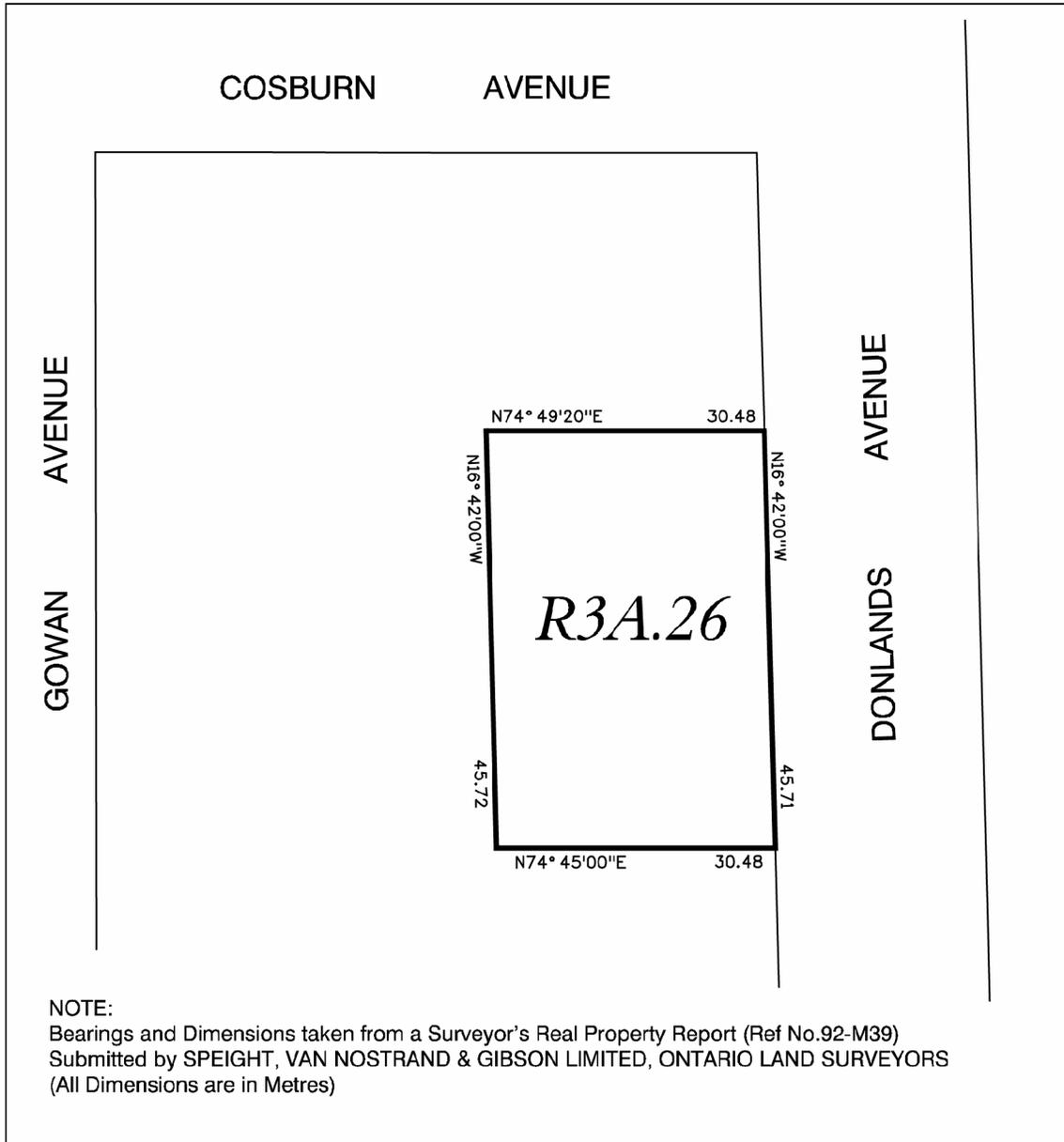
- (5) Within the lands shown on Schedule "1" attached to this By-law, no person shall use any land or erect or use any building or structure unless the following municipal services are provided to the lot line and the following provisions are complied with:
  - (a) all water mains and sanitary sewers, and appropriate appurtenances, have been installed and are operational.
  
- (6) Other provisions of the By-law:
  - (a) Excepting the amendments contained in this By-law, all the other provisions of former East York Zoning By-law No. 6752, as amended, with the exception of Section 7.7.1 to 7.7.4 inclusive, shall apply to the lands referred to in Section 7.7.5.26.3.

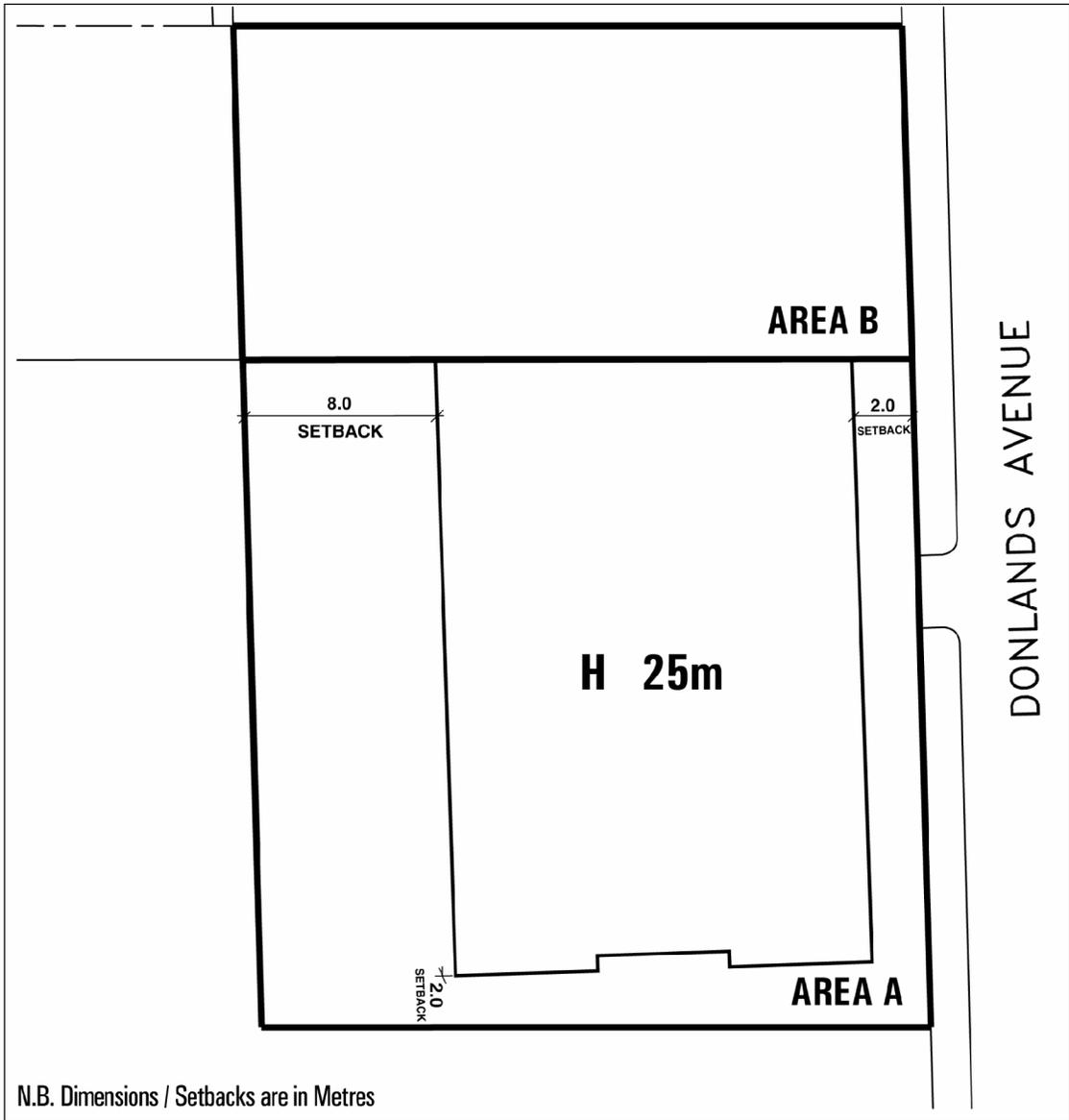
ENACTED AND PASSED this ~ day of ~, A.D. 2008.

DAVID R. MILLER,  
Mayor

ULLI S. WATKISS,  
City Clerk

(Corporate Seal)





**TORONTO** City Planning  
**Schedule 2 By-Law**

270 & 272 Donlands Avenue

File # 07\_106506

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