

701-703 Dovercourt Road Official Plan and Zoning By-law Amendment Applications Final Report

Date:	August 14, 2007
To:	Toronto and East York Community Council
From:	Director, Community Planning, South District
Wards:	Ward 19 – Trinity-Spadina
Reference Number:	File Nos. 06-198213 STE 19 OZ & 07 251371 STE 19 OZ

SUMMARY

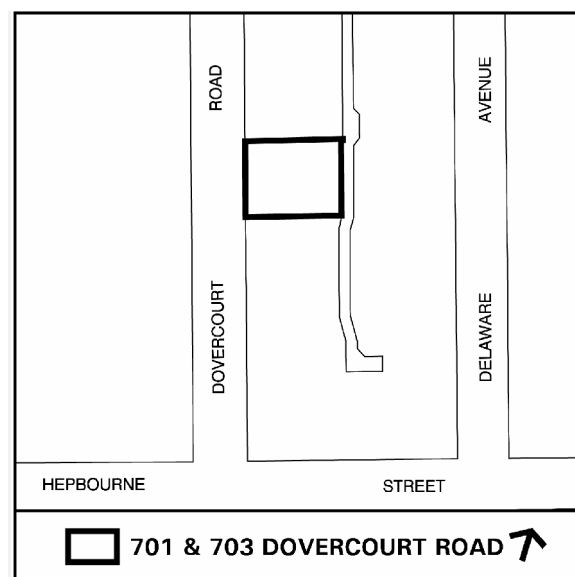
The application proposes to convert the existing church building into a residential building containing 28 dwelling units. The site was ‘Listed’ under the Heritage Act as a site with heritage significance in 2004 by City Council for its cultural resource or interest. The proposal represents adaptive reuse of a heritage building.

This report reviews and recommends approval of the applications to amend the Official Plan and Zoning By-law to permit this conversion.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Official Plan substantially in accordance with the draft Official Plan Amendment attached as Attachment No. 9;
2. City Council amend the Zoning By-law 438-86, as amended, substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 10;



3. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment and draft Zoning By-law Amendment as may be required;
4. Before introducing the necessary Bills to City Council for enactment, require the applicant to enter into a Heritage Easement Agreement with the City for the retained and restored section of the historical structure located at 701 and 703 Dovercourt Road (Centennial Japanese Church), which will secure, at a minimum the following:
 - i) the Heritage Attributes and Cultural Heritage Values and staff recommendations as set out in the Staff Report dated June 21, 2007 to the Toronto Preservation Board considered at the July 12, 2007 meeting and from City Planning at the September 10, 2007 Toronto and East York Community Council;
5. Before introducing the necessary Bills to City Council for enactment, require the applicant to:
 - i) enter into a Site Plan Agreement under Section 41 of the Planning Act which shall address the following, but not limited to; landscape treatment, parking, lighting, garbage storage and location requirements set out by the Chief Planner in this report;
6. Prior to final Site Plan Approval:
 - i) provide a Conservation Plan for the reconstruction and restoration of the Centennial Japanese Church at 701 and 703 Dovercourt Road, satisfactory to the Manager, Heritage Preservation Services; and
 - ii) provide a landscape plan for the subject property;
7. Prior to the issuance of any building permit for the Centennial Japanese Church located at 701 and 703 Dovercourt Road, including a permit for the demolition, excavation, and/or shoring of the subject property:
 - i) provide a letter of credit, in a form and an amount satisfactory to the Chief Planner and Executive Director, City Planning Division, to secure all work included in the Conservation Plan; and
 - ii) provide a record of the as-found condition of the Centennial Japanese Church located at 701 and 703 Dovercourt Road;
 - iii) provide final plans satisfactory to the Manager of Heritage Preservation Services;
8. Prior to the release of the Letter of Credit:
 - i) provide and implement an Interpretation Program for the Centennial Japanese Church located at 701 and 703 Dovercourt Road, satisfactory to the Manager of Heritage Preservation Services.

Financial Impact

The recommendations in this report have no financial impact.

ISSUE BACKGROUND

Proposal

The proposal is to convert the existing church building (Centennial Japanese Church) into a residential building containing 28 dwelling units. The proposed parking is for 23 vehicles both at grade and below grade within the existing structure. Access to the parking is through the rear (east) public lane that runs in a north/south direction.

The height of the existing building at its highest point is 24 metres. The new development will not exceed that overall height but includes an addition above the rear portion of the existing building, raising the height of that portion of the building. The proposed gross floor area is 3197 square metres resulting in a density of 2.78 times the area of the lot.

Site and Surrounding Area

The site is located on the east side of Dovercourt Road, half a block south of Bloor Street West. The church was built in 1906. The site is regularly shaped, 1150 square metres in size and backs onto a lane.

The site is surrounded by the following uses:

North: Single and semi-detached houses, a convenience store and a funeral home

South: Single-detached houses

East: Detached houses, semi-detached houses and rowhouses

West: Three high-rise apartment buildings

Provincial Policy Statement

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.

Official Plan

The Official Plan designates this site as 'Neighbourhoods'. 'Neighbourhoods' are considered physically stable areas made up of residential uses in lower scale buildings, including interspersed walk-up apartments that are no higher than four storeys.

Zoning

The current zoning on the site is 'R2' which permits residential uses with a maximum density limit of 0.6 times the area of the lot and a maximum height limit of 10 metres. Permitted uses in this zone include houses, apartment buildings and some community facilities and institutions.

Site Plan Control

Site Plan Approval is required to implement the proposal. An application was submitted in December 2006, circulated to various City departments and external agencies, where required, and has been reviewed concurrent with the Official Plan and Zoning By-law Amendment applications.

Heritage

The property was included on the City of Toronto Inventory of Heritage Properties for its cultural resource value or interest by City Council on December 2, 2004. In 1891, a brick Methodist church was built on the Dovercourt property with a seating capacity of four hundred. By the early 1900's, the church membership had risen to five hundred and there was an urgent need for more space. In 1906, the present church was completed. Originally known as Centennial Methodist Church, it became known as Centennial United Church in 1925. In the early 1980's the congregation began to dwindle in size and in 1986, it amalgamated with the Nisei congregation of the Toronto Japanese Church. The church is an important local landmark and is an excellent example of Neo Gothic design.

Reasons for Application

The proposed development does not conform with the current zoning on the site. The existing density is 2.60 times the area of the lot. The proposal would result in a residential density of 2.78 times the area of the lot, significantly more than the density of 0.6 times the area of the lot permitted by the Zoning By-law. Several additional aspects of the proposal do not meet the 'R2' zoning regulations, including but not limited to the amount of residential and visitor parking proposed, the height and depth of the building (where the addition is proposed), and the projections for balconies.

An application for an Official Plan Amendment has been made on the basis that under Policy 5 Section 4.1, the proposal does not reinforce the prevailing pattern of development and unit type or form, under the 'Neighbourhoods' Official Plan designation. The area consists of predominantly low-rise detached and semi-detached dwellings.

It is important to note that the project does conform with Official Plan Policy 3 Section 1.5 by preserving a valuable heritage building. The church is currently 'Listed' on the City's *Inventory of Heritage Properties* and the Heritage Preservation Division has submitted a report to the Heritage Preservation Board meeting in July, 2007 with the 'Intention to Designate.' This report will be considered at the September, 2007 Community Council meeting.

In 2004, the Centennial Japanese church congregation began procedures to sell the building. The last church service was held in January 2006. The building was acquired by 2010801 Ontario Limited in January 2006, who in turn sold it to Dovenco Inc. the current owner since February 2007.

Community Consultation

A community consultation meeting was held on February 21, 2007. Approximately 25 members of the public attended the meeting as well as the applicant, Deputy Mayor Joe Pantalone and City Planning staff. Issues raised include; garbage location, potential privacy issues, Green initiatives, lighting, noise, density and increased laneway traffic and safety.

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

City Council's planning decisions are required to be consistent with the Provincial Policy Statement (PPS). The PPS reinforces the general intent of the proposed development specifically in Section 2.6.1 where stated that "significant built heritage resources and significant cultural heritage landscapes shall be conserved." In the opinion of City Planning staff, the proposal is consistent with the PPS.

Density, Built Form, Height

The density for the existing building is 2.60 times the area of the lot. The density for the proposed development is 2.78 times the area of the lot, a 0.18 increase from the existing structure, which exceeds the Zoning By-law provision of 0.6 times the area of the lot. A significant portion of the proposed development is an existing structure and the small change in density occurs with the new addition to the proposed development. The proposed density of the development has been reviewed and is deemed appropriate.

Given that the increase in density is minimal, the proposed development does not warrant a Section 37 Agreement.

The surrounding neighbourhood on Dovercourt Road is low density residential neighbourhood with a mixture predominantly of single, semi-detached and rowhouse dwellings, and apartment buildings. The proposed site is close to Bloor Street West which provides another mix of buildings and uses add to and reinforce the varied character of the neighbourhood. No one set of architectural features dominates the area.

City Planning staff have worked closely with the applicant to ensure that there are no negative privacy impacts resulting from the proposed and existing windows and balconies onto adjacent sites.

The Zoning By-law permits a height of 10.0 metres. The existing building height is 24.0 metres. Given that the proposed building has existed in the community for over 100 years and any increases in height at the rear of the property remain below heights of the front of the existing building, the proposed height is acceptable.

Shadowing

City staff have reviewed the applicant's shadow study to evaluate the potential impact. It has been determined that there is no impact resulting from the proposed development on the surrounding sites.

Access, Parking

The proposed development will provide parking access from the (east) rear public lane which runs in a north/south direction. The applicant proposes a total of 23 on-site residential parking spaces. Five parking spaces will be located on ground level and 18 spaces will be located on the lower parking level, two of which are for small cars.

A total of 31 residential and 7 visitor on-site parking spaces are required. However, the application proposes 23 residential parking spaces and no visitor parking. In addition, the applicant proposes vehicle parking dimensions that do not meet the newly enacted parking space dimensions. Technical Services has advised that, due to the physical constraints of the existing historical site, they will accept 23 parking spaces as the minimum required with the proposed parking dimensions.

A parking study has been submitted by the applicant indicating that street permit parking on Dovercourt Road is available. The proposed site is easily accessible to the Ossington and Dufferin subway stations both of which are within 4 blocks of the site. Also, the site is located within 5 blocks of both the College and Dundas streetcar lines.

The Zoning By-law requires a total of 21 bicycle parking spaces of which 17 are for residents and 4 are for visitors. The proposal provides a total of 17 bicycle parking spaces. Four visitor bicycle spaces will be provided outside on the south side of the building and the balance, 8 bicycle spaces entirely for residential use, will be provided on the lower level of the building. An additional 9 bicycle parking spaces are available within the residents' storage units should it be required.

The total vehicle and bicycle parking requirements of the Zoning By-law are not met primarily due to the limitations of working within the heritage structure. Given this situation and the proximity to transit, the reduced numbers are acceptable.

Similarly, the proposed 4.7 metre dimension drive aisle does not comply with the drive aisle standard of 5.5 metres required. Technical Services has accepted the 4.7 metres as sufficient for the proposed development.

Site Servicing

Technical Services have reviewed the application and will continue to review and evaluate the proposal during the Site Plan Agreement process.

As the proposal is for a reuse of a historical site, it is not possible for garbage curbside pickup by City collection services. Therefore, the applicant has allocated a garbage storage area in the lower level of the proposed building and a private collection service. This service will be secured through the Site Plan Agreement. Technical Services is satisfied with this arrangement.

The applicant continues to work with Technical Services and City Planning staff to resolve any outstanding technical issues prior to the Site Plan Approval.

Open Space

The applicant has submitted a landscape plan which has achieved planning objectives given the constraints of the conversion. New trees will be provided along the public streetscape fronting on Dovercourt Road. Private open space will be provided within some of the proposed units through the provision of balconies and terraces.

Heritage

The applicant submitted a Heritage Impact Statement in February 2007 and a Heritage Conservation Plan in May 2007, for review by Heritage Preservation Services staff. Generally, the proposal is sympathetic to the heritage attributes of the building and staff will continue to work with the applicant to refine the proposal. Prior to the introduction of the Bills to Council for the Official Plan Amendment and the Zoning Amendment, a Heritage Easement Agreement will be required.

Heritage Preservations Services staff submitted a report to the Heritage Preservation Board at a special meeting in July 2007. Contained in the report was an 'Intention to Designate' the site, 'Approval of Alterations to a Heritage Building,' and 'Authority to Enter into a Heritage Easement Agreement.' The report was adopted at that session and will move forward to the September Community and City Council sessions for final adoption.

Tenure

City Planning staff support the development as a standard condominium corporation.

Development Charges

It is estimated that the development charges for this project will be \$291,620.00. This is an estimate. The actual charge is assessed and collected upon issuance of the building permit.

Toronto Green Development Standard

The applicant has completed The Toronto Green Development Standard checklist. The proposed development achieves several targets set out in the checklist. These include, but are not limited to; re-use of an existing building, the use of local materials, minimization of air emissions and dust during construction and demolition, insulation, space heating and cooling system, and energy efficient light fixtures and home appliances. The details and total number of targets to be achieved will be finalized in the Site Plan Approval process.

Conclusion

The application has been carefully considered with respect to the compatibility of a church use converted to a residential use in the surrounding neighbourhood. A detailed assessment of the fit of the development with the neighbourhood, as well as the reuse and conservation of an existing valuable heritage site has been undertaken. Given that the proposed density increase is minor, and that the preservation of a heritage property conforms to the intent of the Official Plan, the Provincial Policy Statement and the Zoning By-law, City Planning staff recommend approval of the proposed Official Plan and Zoning By-law Amendments.

CONTACT

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SIGNATURE

Gary Wright, Director
Community Planning, South District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Elevations
Attachment 3: Elevations
Attachment 4: Elevations
Attachment 5: Elevations
Attachment 6: Zoning
Attachment 7: Official Plan
Attachment 8: Application Data Sheet
Attachment 9: Draft Official Plan Amendment
Attachment 10: Draft Zoning By-law Amendment

701 & 703 Dovercourt Road

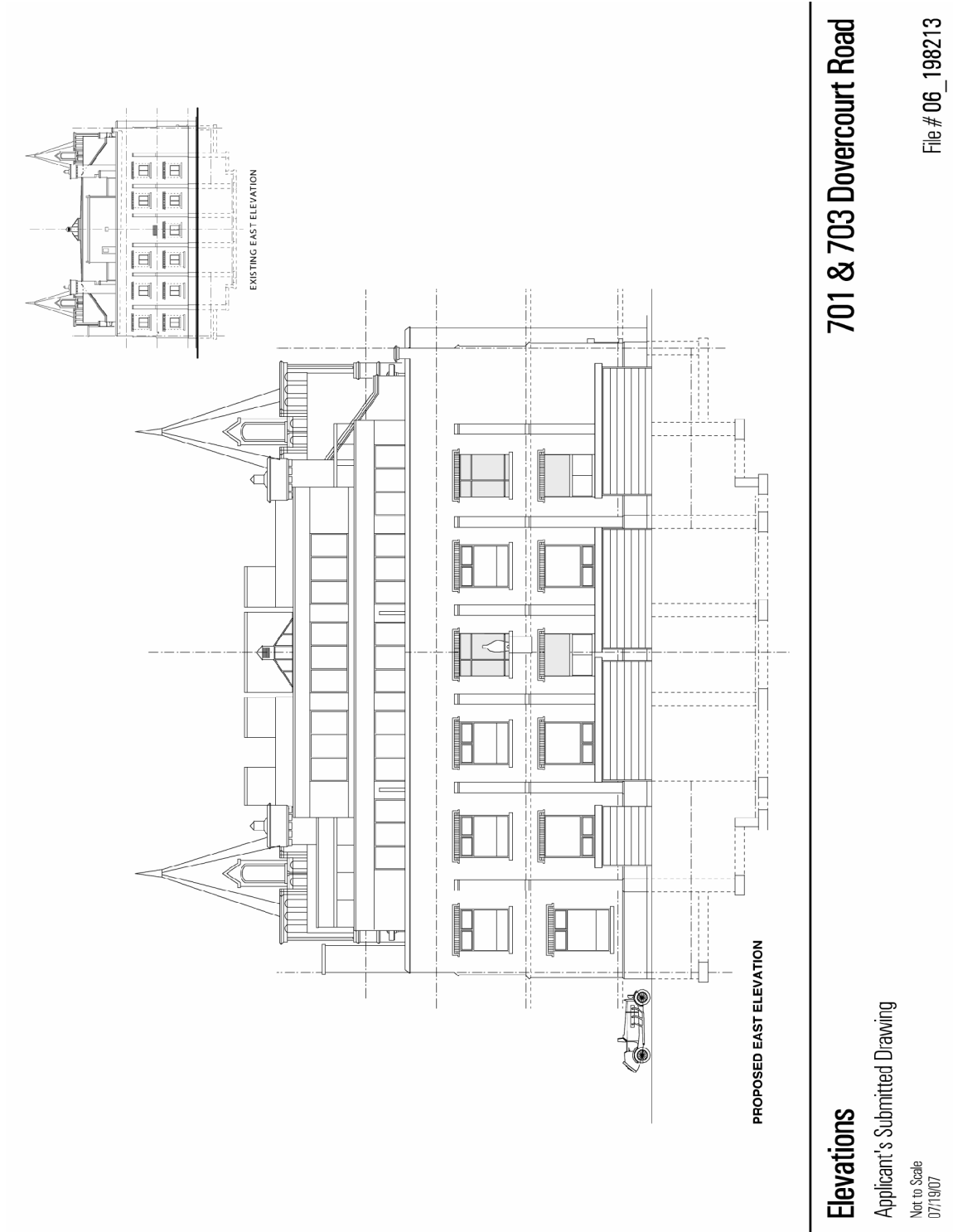
Site Plan

Applicant's Submitted Drawing

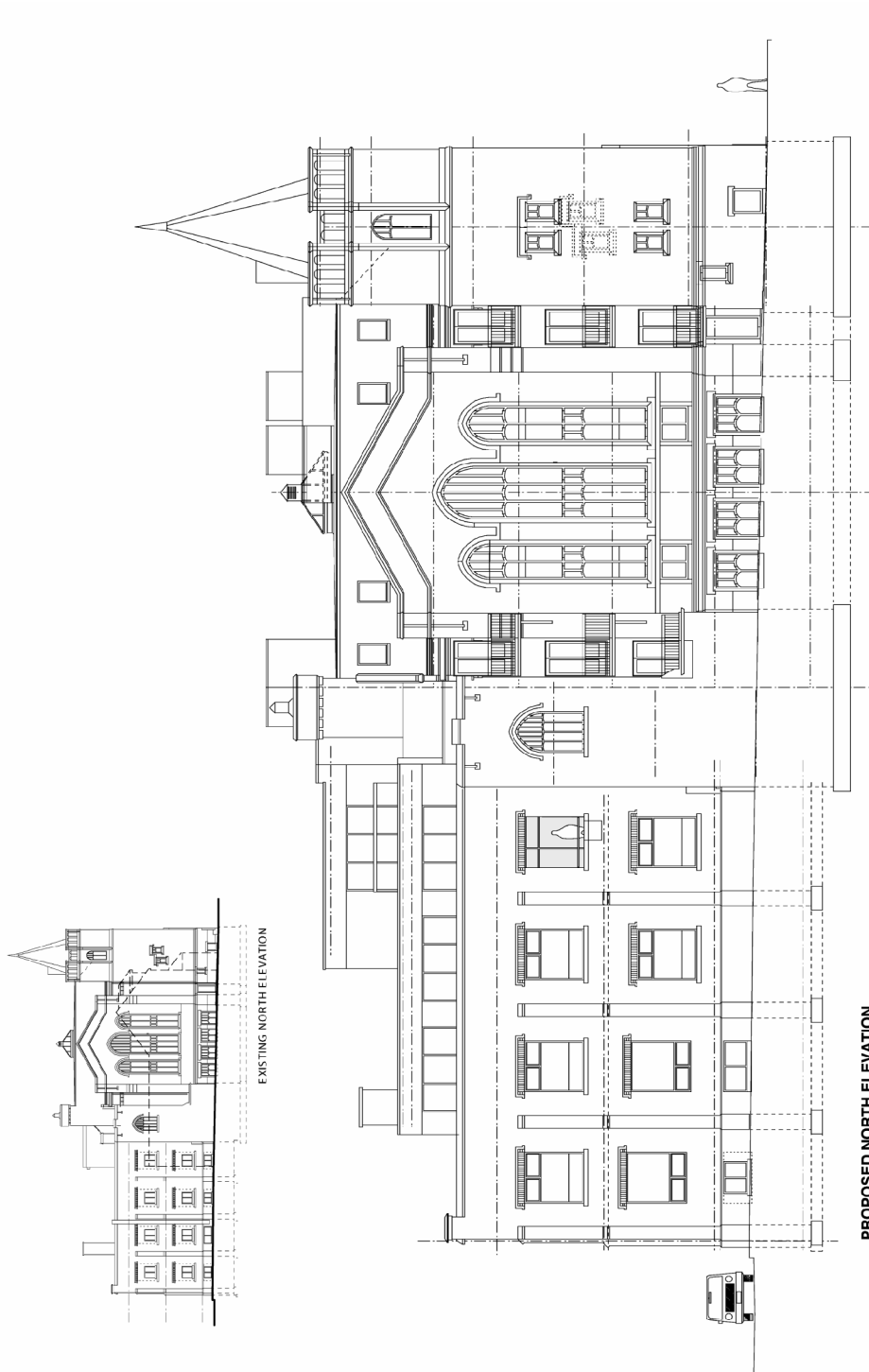
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Attachment 2: Elevations



Attachment 3: Elevations



Elevations

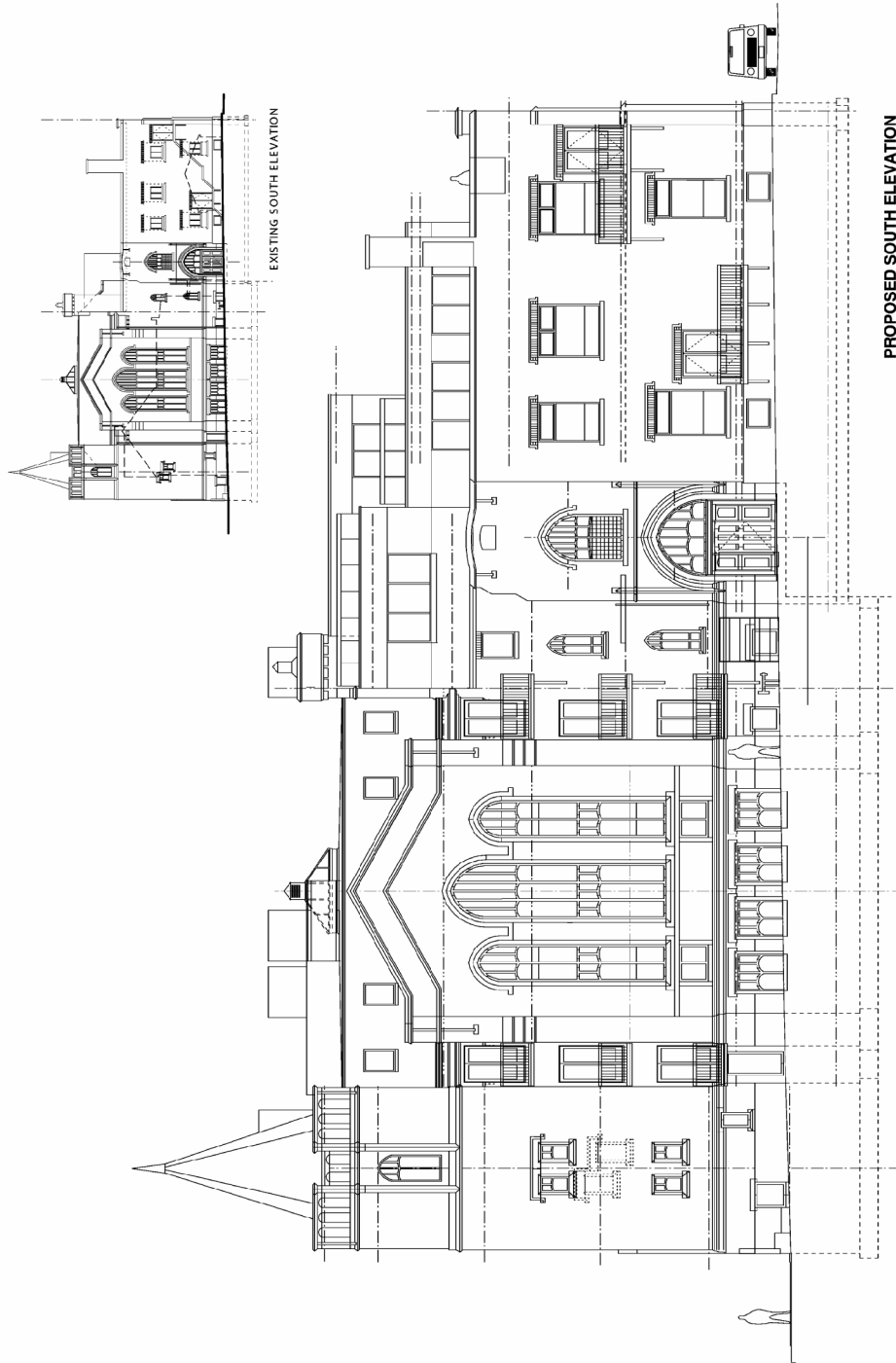
Applicant's Submitted Drawing

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701 & 703 Dovercourt Road

File # 06_198213

Attachment 4: Elevations



Elevations

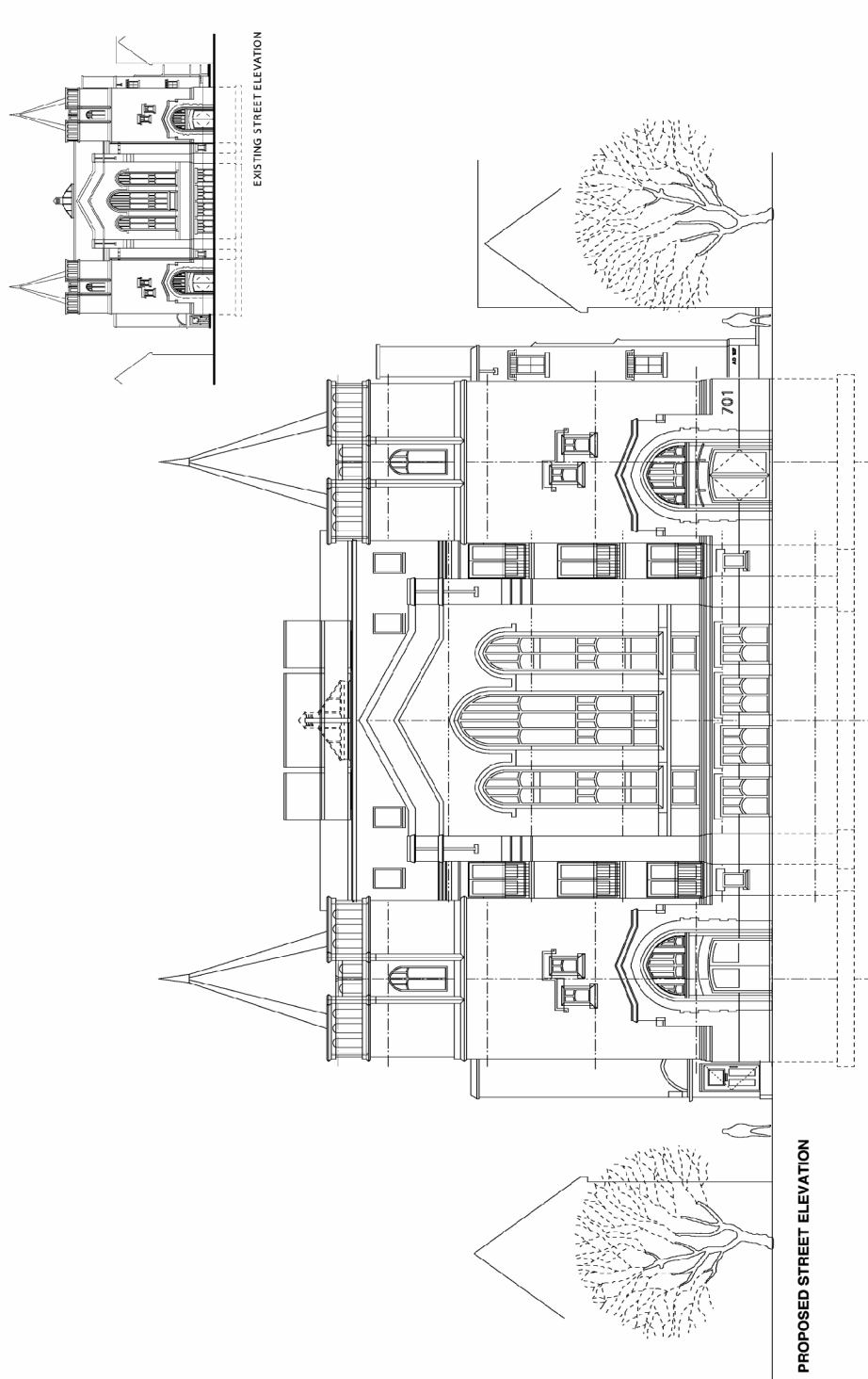
Applicant's Submitted Drawing

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701 & 703 Dovercourt Road

File # 06_198213

Attachment 5: Elevations



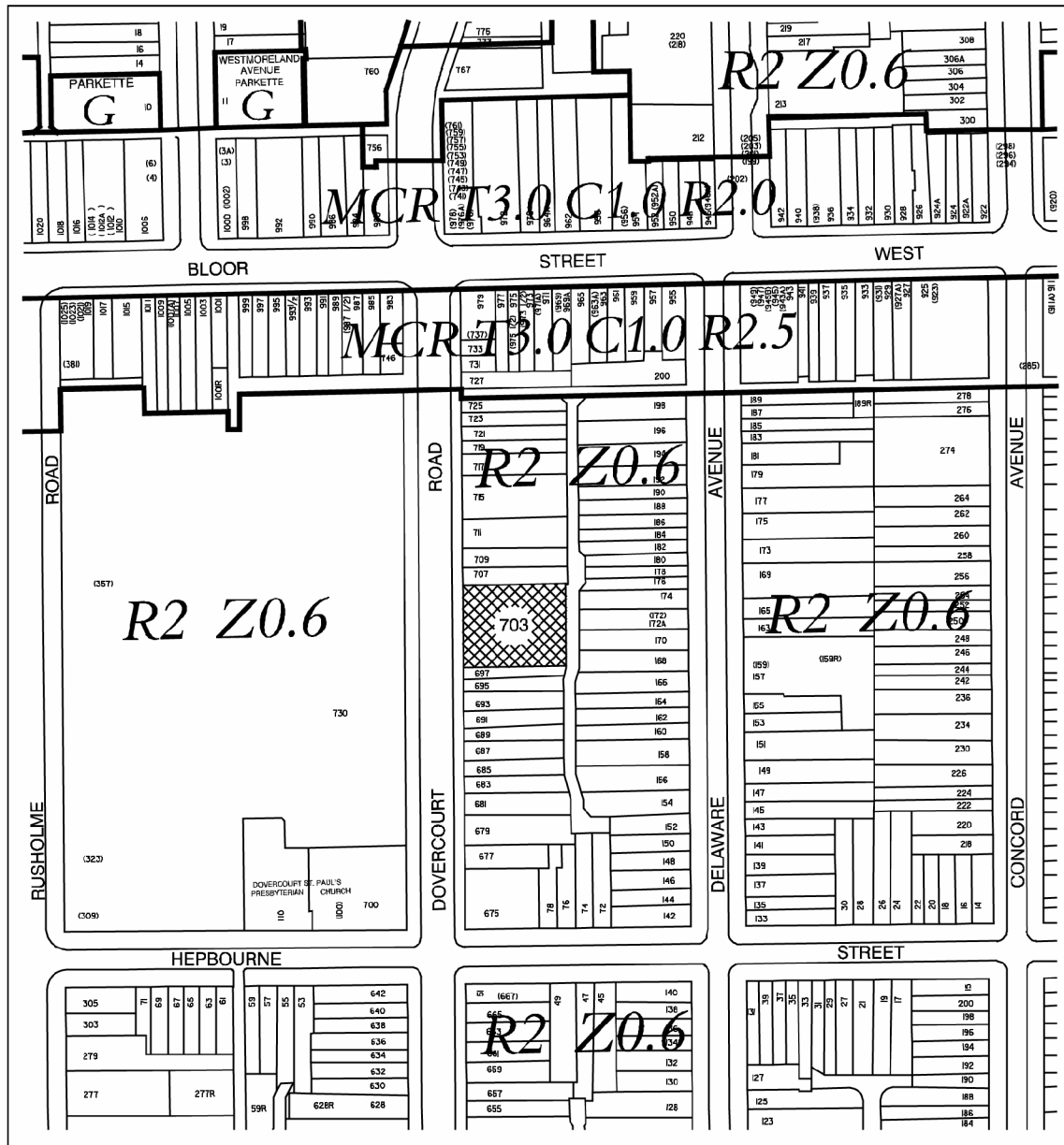
Elevations
701 & 703 Dovercourt Road

Applicant's Submitted Drawing

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Attachment 6: Zoning



TORONTO City Planning
Division
Zoning

701 & 703 Dovercourt Road

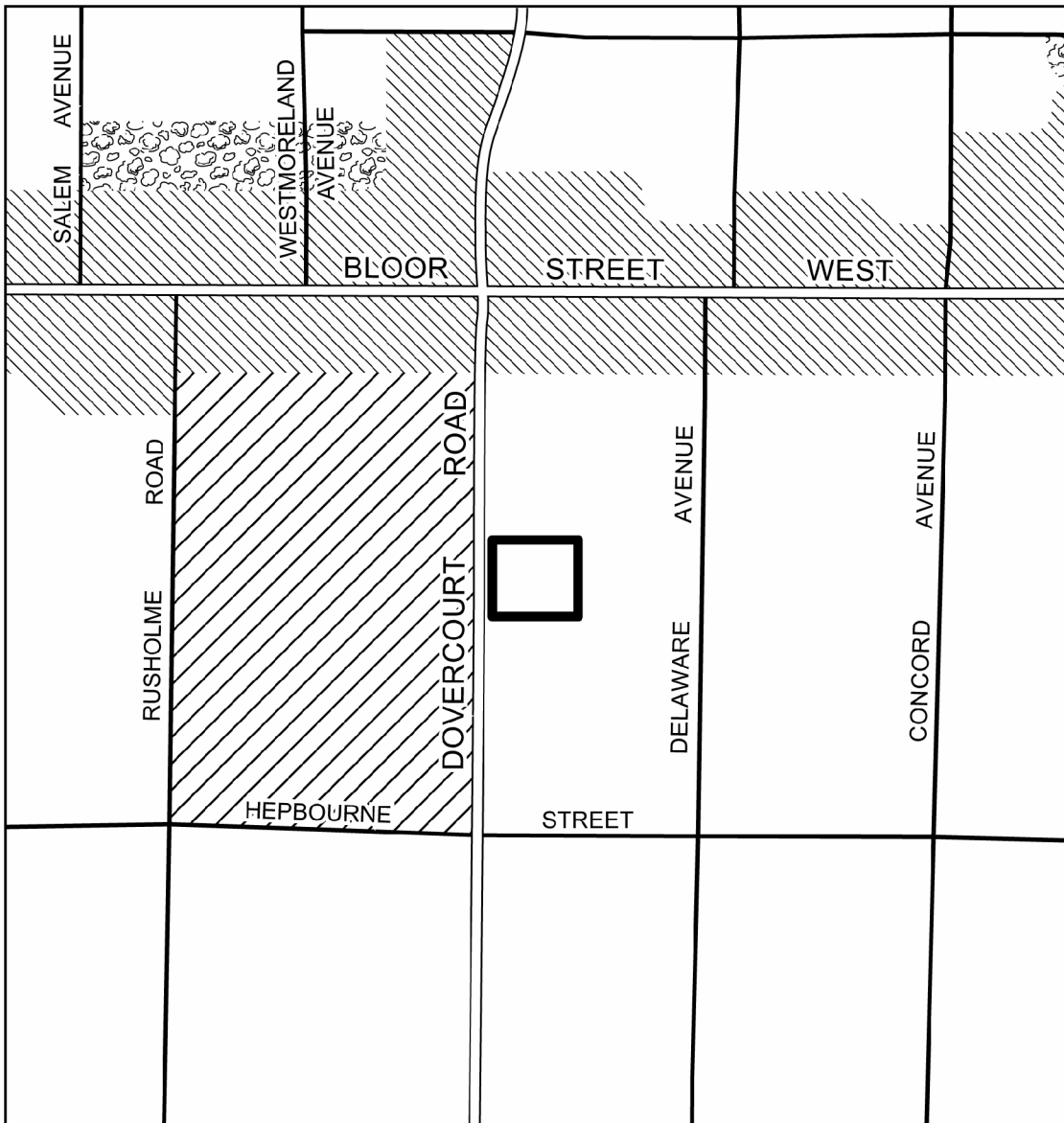
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G Parks District
R2 Residential District
MCR Mixed-Use District



Not to Scale
Zoning By-law 438-86 as amended
Extracted 07/19/07 - DR

Attachment 7: Official Plan



Toronto City Planning
Division
Official Plan

701 & 703 Dovercourt Road

File # 06_198213

-  Site Location
-  Neighbourhoods
-  Apartment Neighbourhoods
-  Mixed Use Areas
-  Parks

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Not to Scale
07/19/07

Attachment 8: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	06 198213 STE 19 OZ
Details	OPA & Rezoning, Standard	Application Date:	December 15, 2006

Municipal Address: 703 DOVERCOURT RD, TORONTO ON M6H 2W7
 Location Description: PL 329 BLK T PT LT16 LTS 13 TO 15 **GRID S1902
 Project Description: Convert existing place of worship (Centennial United Church) to residential building containing 28 dwelling units and below grade garage

Applicant:	Agent:	Architect:	Owner:
Bernard H Watt Architect			2010801 Ontario Limited

PLANNING CONTROLS

Official Plan Designation:	NEIGH	Site Specific Provision:	
Zoning:	R2 Z0.6	Historical Status:	Y
Height Limit (m):	10	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	1150.3	Height:	Storeys:	4
Frontage (m):	28.99		Metres:	22.6
Depth (m):	39.68			
Total Ground Floor Area (sq. m):	981.2			Total
Total Residential GFA (sq. m):	3197		Parking Spaces:	23
Total Non-Residential GFA (sq. m):	0		Loading Docks	0
Total GFA (sq. m):	3197			
Lot Coverage Ratio (%):	85			
Floor Space Index:	2.78			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	3197	0
Bachelor:	0	Retail GFA (sq. m):	0	0
1 Bedroom:	13	Office GFA (sq. m):	0	0
2 Bedroom:	15	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	0
Total Units:	28			

CONTACT: PLANNER NAME: Diane Silver, Assistant Planner
TELEPHONE: (416) 397-4648

Attachment 9: Draft Official Plan Amendment

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-2007

**To adopt an amendment to the Official Plan
for the City of Toronto
respecting the lands municipally known as,
701-703 Dovercourt Road**

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

WHEREAS the Council for 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 text and map annexed hereto as Attachment “A” are hereby adopted as amendments to the Official Plan for the City of Toronto.
- 2.** This is Official Plan Amendment No. 298.

ENACTED AND PASSED this ~ day of ~, A.D. 2004.

DAVID R. MILLER,
Mayor

ULLI S. WATKISS,
City Clerk

(Corporate Seal)

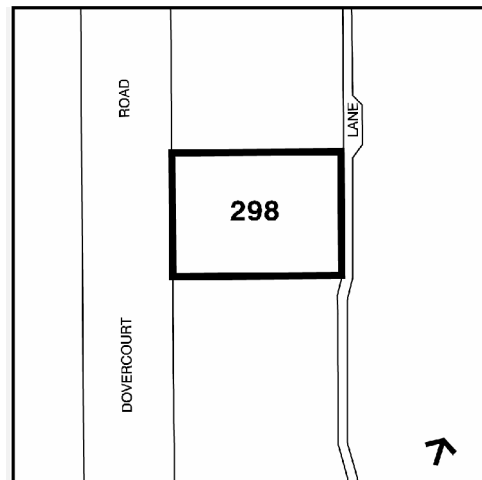
ATTACHMENT “A”

OFFICIAL PLAN AMENDMENT

1. The Official Plan of the City of Toronto is amended to add the following Site and Area Specific Policy to Chapter 7:

“298. 701 and 703 Dovercourt Road

- (a) A building containing a total of 28 dwelling units is permitted.
2. Maps 28 & 29 of the Official Plan of the City of Toronto, key maps showing the location of Site and Area Specific Policies, are modified to indicate Site and Area Specific Policy No. 298 applying to the property at 701 & 703 Dovercourt Road as shown on the map to Policy No. 298.



Attachment 10: Draft Zoning By-law Amendment

Authority: Toronto and East York Community Council Report No. _____ Clause No. _____
as adopted by City of Toronto Council on _____, 2007
Enacted by Council: _____, 2007

CITY OF TORONTO

BY-LAW No. xxx-2007

To amend General Zoning By-law No. 486-38, as amended, with respect to the lands municipally known as, 701 & 703 Dovercourt Road.

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. None of the provisions of Section 2(1) with respect to the definition of an *apartment building*, Section 4(2)(a), Section 4(4)(b), Section 4(4)(c)(ii), Section 4(12), Section 4(16), Section 4(17), Section 6(3) Part I, Section 6(3) Part II 3.F(I)1), Section 6(3) Part II 4 & 5, Section 6(3) Part III of By-law No. 438-86, as amended, being “A By-law to regulate the use of land and the erection, use, bulk, height, spacing of and other matters relating to buildings and structures and to prohibit certain uses of lands and the erection and use of certain buildings and structures and to prohibit certain buildings and structures in various areas of the City of Toronto”, shall apply to prevent the erection and/or use of a residential building, on the lands known municipally in the year 2007 as 701 and 703 Dovercourt Road, provided:
2. No portion of any building or structure to be erected or used on the *lot* shall extend beyond the lines delineating the heavy lines on Map 2 attached to and forming part of this by-law. Notwithstanding, the eaves or cornices shall be permitted to project no more than 0.45 metres beyond the heavy lines.
3. The *height* of the building(s) on the *lot* shall not exceed the maximum *height* permitted as indicated by the letter “H” as shown on Map 2 attached to and forming part of this by-law. Notwithstanding, skylights, fences, safety railings, or privacy screens shall be permitted to project beyond the *height* permitted provided the *height* of the fence, safety railing or privacy fence does not exceed 2.0 metres.
4. Notwithstanding (3), a projection into the height limit for mechanical equipment or access stairs are permitted provided that the following qualifications are met:
 - i) the height of the mechanical equipment or access stairs does not exceed 3.0 metres;

- ii) the total amount of mechanical equipment on the rooftop portion of the building does not exceed 30% of the roof area;
 - iii) the mechanical equipment must be setback a minimum of 4.0metres from the side wall of the portion of the roof on which it is located; and
 - iv) notwithstanding (iii) above, a minimum setback of 3.0 metres is permitted on the north and south sides of the portion of the roof delineated with a height of 18.6 metres on Map 2.
5. The areas on Map 2 labelled with heights of H7.8, H3.5 and H10.7 may be used only for the purposes of balconies, roof terraces and porchways.
 6. A maximum of 28 dwelling units shall be permitted on the *lot*.
 7. The maximum *residential gross floor area* of the building on the *lot* shall not exceed 3200 square meters.
 8. Notwithstanding Section 2(1) with respect to the definition of *parking space*, a minimum of 23 *parking spaces* shall be provided on the *lot* having minimum dimensions in accordance with the following standards:

Number & Type	Width	Length
1 small vehicle <i>parking space</i>	2.4 metres	5.5 metres
1 small vehicle <i>parking space</i>	2.6 metres	5.2 metres
21 vehicles <i>parking spaces</i>	2.6 metres	5.6 metres

9. Ingress and egress to and from the parking facility shall be provided by unobstructed driveways or passageways providing access to a public highway and having a minimum width of 2.4 metres for one-way operation and a minimum width of 4.7 metres for two-way operation.
10. A minimum of 56 square metres of indoor amenity space shall be provided in a multi-purpose room or rooms, one of which contains a kitchen and a washroom.
11. The existing church building shall be maintained in accordance with the provisions of a Heritage Easement Agreement between the City of Toronto and the owner, pursuant to the *Ontario Heritage Act*.
12. No person shall erect or use any mechanical equipment on the rooftop portion of the building unless such equipment is located at a minimum of 4 metres from any adjacent outside wall nor can the mechanical equipment exceed 30% of the rooftop area. This provision shall not apply to any rooftop mechanicals existing prior to the date of this by-law.
13. For the purposes of this by-law all words, terms and phrases appearing italics shall have a the same meaning as they have for the purpose of the aforesaid By-law No. 438-86, as amended, except as herein provided.

ENACTED AND PASSED this ~ day of ~, A.D. 2007.

DAVID R. MILLER,
Mayor

ULLI S. WATKISS,
City Clerk

(Corporate Seal)

