

## Southwest Corner of Sewells Road and Littles Road – Zoning Amendment Application – Final Report

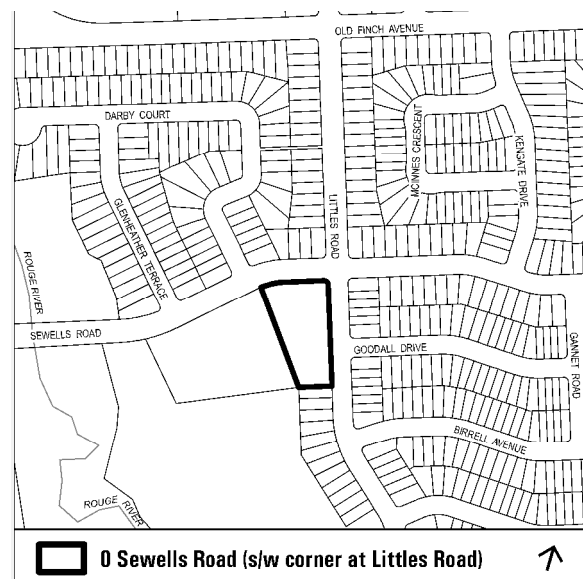
<b>Date:</b>	October 17, 2012
<b>To:</b>	Scarborough Community Council
<b>From:</b>	Director, Community Planning, Scarborough District
<b>Wards:</b>	Ward 42 – Scarborough-Rouge River
<b>Reference Number:</b>	12 185631 ESC 42 OZ

### SUMMARY

This application proposes to rezone land in order to provide for a new facility for the Malvern Family Resource Centre, a non-profit community service organization. The new facility would represent the consolidation of 4 current locations from which the Malvern Family Resource Centre operates. The new facility is proposed to be built on vacant land located at the southwest corner of Sewells Road and Littles Road.

The proposal represents a low-scale institutional use that is provided for within the Neighbourhoods designation in the Official Plan. The subject property is located within a node bounded by Morningside Avenue, Sewells Road, Littles Road and Morningview Trail that contains varied land uses including the Morningside Tributary and Littles Park, as well as 2 schools. The height and massing of the proposed building is appropriate and the anticipated traffic impacts acceptable.

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



## RECOMMENDATIONS

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### **The City Planning Division recommends that:**

1. City Council amend the Malvern Community Zoning By-law No. 14402, for the lands at the southwest corner of Sewells Road and Littles Road, substantially in accordance with the draft zoning by-law amendment attached as Attachment No. 7 to the report (October 17, 2012) from the Director, Community Planning, Scarborough District.
2. City Council 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.

## ISSUE BACKGROUND

### **Proposal**

The proposal provides for a new facility for the Malvern Family Resource Centre, a non-profit community service organization. The Centre, which has served the Malvern area for nearly 30 years, currently operates from approximately 21 locations, 4 of which are leased spaces that are located at: 2041 McCowan Road (McCowan Road, north of Sheppard Avenue East), 31 Tapscott Road (Malvern Town Centre) and 1371 Neilson Road (Neilson Road and McLevin Avenue). At the 1371 Neilson Road location, the Centre operates from 2 suites, one of which is the head office. The proposed 2-storey, 1,848 square metre building would consolidate the operations from the 4 leased locations into one location on the subject property. Operations from the other locations, 12 of which are in schools, would continue.

The proposed building would include an outdoor amenity area that would be open and accessible to the community, an indoor gymnasium, various counselling offices, a computer lab, and multi-purpose rooms. The programs and services offered from this location would be geared towards early aged children, women and seniors, and would also contain administrative offices. The programs and services would operate between 9:00 a.m. to 6:00 p.m., with the occasional evening and weekend use for various Board meetings, annual general meetings, symposiums and community forums. Details of the programs proposed for the new facility and of the current locations of the programs offered by the Centre, as provided by the Malvern Family Resource Centre, are contained in Attachment 5, Malvern Family Resource Centre Programs and Locations.

Ownership of the subject property was transferred from the Province to the Malvern Family Resource Centre earlier this year. The Centre has also secured provincial funding in the form of a one-time grant towards the construction of a new facility. Other funders of the Malvern Family Resource Centre are the United Way, the Province (Ministries of Child and Youth Services, Long-Term Care, Health Promotion, and Culture and Tourism), and the City of Toronto. In addition, the Centre receives income from fundraising, donations, special grants, and registration and membership fees.

According to the Malvern Family Resource Centre, of the approximately 600 homes in the immediate area of the proposed facility, families from 198 of these homes have used the services of the Centre, or approximately 33% of the area families. The Centre anticipates a total number of 46,250 visits/year to the proposed facility, which represents 32% of the total number of participants using the services and programs offered by the Malvern Family Resource Centre.

The proposed development is illustrated on Attachment 1, Site Plan and Attachment 2, Elevations. Specific details for the subject proposal are contained in Attachment 6, Application Data Sheet.

### **Site and Surrounding Area**

The subject corner property is approximately 0.6 hectares (1.5 acres) and is vacant. The property slopes from the western property limit down towards Littles Road. There are approximately 11 street trees within the boulevard. The intersection of Sewells Road and Littles Road is a 4-way stop. Littles Road is served by public transit.

The subject property is located within an area bounded by Morningside Avenue to the west, Sewells Road to the north, Littles Road to the east and Morningview Trail to the south. Within these boundaries are located: a townhouse development and a place of worship on the west side of the Morningside Tributary; and, Littles Park, St. Bede Catholic School, Fleming Public School and 2 pockets of detached dwellings. Beyond this area, are primarily 2-storey detached dwellings to the north, east and south. A place of worship, a small commercial plaza and additional townhouses are located to the south and north, but are on the west side of the Morningside Tributary by Morningside Avenue. The Scarborough Railpath Trail also runs adjacent to Morningside Avenue. West of Morningside Avenue, residential uses occur consisting of single and semi-detached dwellings and townhouses.

The context of the surrounding area is illustrated on Attachment 4, Context Plan.

### **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 subject lands are designated as Neighbourhoods on Map 22, Land Use Plan, which allows various residential uses in lower scale buildings, as well as interspersed walk-up apartments up to 4 storeys. Neighbourhoods also provide for parks, low-scale institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses. Low-scale institutions include uses such as, but not limited to: schools, community centres, libraries, day nurseries, seniors and nursing homes, long term care facilities, and public services and facilities provided by local, provincial and federal governments.

The Built Form policies specify that new development be located and organized to fit with its context and to frame and support adjacent streets, parks and open spaces to improve the safety, pedestrian interest and casual views to these spaces from the development. New developments are to locate and organize vehicular parking, vehicular access and service areas and utilities to minimize their impact on the property and on surrounding properties to improve the safety and attractiveness of adjacent streets.

## **Zoning**

The subject lands are zoned Places of Worship (PW) which permits places of worship and day nurseries.

## **Site Plan Control**

The lands are subject to site plan control and an application has been made.

## **Reasons for Application**

While the proposed use is permitted by the Toronto Official Plan, the zoning by-law only permits places of worship and day nurseries. Therefore, the applicant is seeking to rezone the subject lands to permit the proposed use, and to establish appropriate development standards for the proposal.

## **Community Consultation**

A community consultation meeting was held on September 17, 2012. Expanded notification for this meeting was given to 264 households within 120 metres of the subject lands by mail and, by flyer distribution by the applicant to approximately 300 additional households. The meeting was attended by approximately 86 residents and approximately 20 members of the Malvern Family Resource Centre.

Attendees to the community meeting generally supported the work undertaken by the Malvern Family Resource Centre, however, two major issues raised at the meeting and in subsequent written submissions pertained to the suitability of locating the proposal within the existing neighbourhood and to the increase in traffic. Other issues that were raised included:

- the impact of construction activity on existing dwelling foundations
- future property and building maintenance issues if Centre does not receive sufficient government funding to operate
- the need for more trees
- the impact on the quiet residential neighbourhood from the large number of people who would be attending the Centre
- the safety of children going to the nearby schools from the increase in road traffic
- the need for another community based building with 3 schools and 3 places of worship already existing in the area
- the potential for job opportunities for youth from the neighbourhood if the Centre were built
- 5 seniors indicated that they would be looking forward to using the new facility as current locations are continuously changing which is stressful to them
- a decline in property values

A petition containing 105 signatures opposing the rezoning was submitted by residents. The Malvern Family Resource Centre provided Planning staff with 32 written submissions they received from patrons/residents expressing support of their programs and of the new facility.

### **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**

The PPS makes provision for ensuring that public service facilities are available to meet the current and projected needs of the community. The proposal is consistent with the Provincial Policy Statement.

The Growth Plan encourages the development of complete communities which includes provision of access to local services that fulfills the needs for daily living. The proposal provides for access to a service need. The proposal conforms to and does not conflict with the Growth Plan for the Greater Golden Horseshoe.

## Land Use

The Official Plan provides for Institutional Uses in several land use designations, including Neighbourhoods. The Plan also sets out development criteria so as to ensure proposed developments fit within the surrounding context. Institutional uses provided for in Neighbourhoods are described as low scale uses which include, but are not limited to: schools, community centres, libraries, day nurseries, seniors and nursing homes, long term care facilities, and public services and facilities provided by local, provincial and federal governments. Other uses such as service and office uses and recreational facilities are also provided for within Neighbourhoods.

The proposed 2-storey Malvern Family Resource Centre is considered a low scale institutional use. The proposed facility would provide programs, services and education uses similar to those that could be found in a community centre, school, place of worship or a day nursery and would include ancillary offices.

The subject property is located within a node bounded by Morningside Avenue, Sewells Road, Littles Road and Morningview Trail that contains a townhouse development, a place of worship, the Morningside Tributary, Littles Park, 2 schools and 2 pockets of detached dwellings of 12 dwellings and 8 dwellings. The majority of the lands, however, contain open space and parkland along with 2 schools and are separated from the majority of surrounding residential uses by streets.

One of the locations that the Centre currently operates from at 1321 Neilson Road, is zoned Institutional – Social Welfare (I-SW) and by exception, permits a Neighbourhood Resource Centre. The zoning by-law defines a Neighbourhood Resource Centre as being a facility that provides social support services or welfare services. A similar zoning is proposed for the subject property and would include permission for ancillary recreation to recognize the proposed gymnasium within the building, which provides programs for the patrons. The permission for a place of worship on the subject property is also proposed to be retained.

While the Neighbourhood policies do not provide a height limitation as for walk-up apartments of 4 storeys, the proposed Centre would be 2-storeys, similar to the existing schools and dwellings adjacent to and within the area. The proposed zoning by-law would restrict the height of the building to 2-storeys. The grade difference within the property from west to east would further reduce the appearance of the building's mass and scale.

The proposed building is located at the corner of the property to frame the street, with parking and a service area being located to the rear. A 3 metre landscape strip is being required adjacent to the detached dwelling to the south to provide additional separation from the parking area and the residential property. Other site details such as landscaping would be dealt with through the site plan application.

## **Traffic Impact**

Sewells Road is described as 2-lane collector road from Morningview Trail to Neilson Road where Sewells Road becomes Tapscott Road by the Malvern Town Centre. Littles Road is a 2-lane residential collector that serves the surrounding local residential area. The Sewells Road and Littles Road intersection is a 4-way stop. Goodall Drive, located opposite to the proposed access driveway at Littles Road for the proposed development, is a local road with a stop sign. The proposed driveway would be aligned with Goodall Drive to provide for full movements.

The intersections of Old Finch Avenue, Sewells Road and Morningview Trail at Morningside Avenue, are signalized intersections. The TTC operates bus service along Littles Road, 7 days a week, with bus stops in proximity to the subject property. The bus route passes the Malvern Town Centre and extends to the Scarborough Town Centre. Bus service is also provided on Old Finch Avenue during weekdays to and from the Finch Station.

The traffic study submitted by the applicant was reviewed by Transportation Services staff and was found to be acceptable. Assumptions made by the traffic consultant included that some of the patrons visiting the proposed facility would be pedestrians since the facility would serve residents in the neighbourhood and, for those at a distance some would come by transit. Based on proposed trip generation rates during peak hours, there would be 32 vehicles during the morning peak hours of 7:45 to 8:45 a.m. and 33 vehicles during the afternoon peak hours of 4:45 to 5:45 p.m. The study concluded that the intersections of Sewells Road and Littles Road and Littles Road and Goodall Drive would continue to operate at good overall levels of service.

## **Parking**

The traffic study also provided a parking analysis which was reviewed by Transportation Planning staff. The parking demand for the 1,848 square metre facility, based on statistical data would range between 29 to 146 parking spaces, with the average peak period parking demand being around 76 parking spaces. However, as there are TTC stops located at the Sewells Road and Littles Road intersection and some patrons of the proposed facility would walk from the neighbourhood, the actual peak parking demand would be less. The current proposal provides for 70 parking spaces or a rate of 3.8 spaces per 100 square metres of gross floor area and is within the demand range.

Transportation Planning staff conclude that since the traffic consultant used standards from the Institute of Transportation Engineers handbook based on American experiences, the more appropriate standard to use would be from the City's proposed harmonized zoning by-law based on local experiences. As such, a minimum rate of 3 spaces per 100 square metres of gross floor area or a minimum of 56 parking spaces would be adequate. This rate would be similar to the parking rate for community centres in the proposed harmonized zoning by-law and similar to the parking rate existing for the Neighbourhood Resource Centre use at 1321 Neilson Road from which the Malvern Family Resource Centre currently operates. In so doing, the proposed parking lot could be provided with additional tree planting.

## **Environment**

The proposal would contain an outdoor amenity area that would be open and accessible to the community on the west side of the proposed building. This area would be a landscaped area. Other proposed landscaping along the street frontages, the 3 metre landscaping strip along the south end of the property and the proposed cool roof and other green standards that are part of the Toronto Green Standards (TGS) are proposed for this development. Matters such as landscaping will be secured as part of the site plan application.

## **Parkland**

Some residents were interested in the subject property remaining as open space or becoming parkland. Parks staff were contacted and they indicated that these lands could not be considered as a park addition to Littles Park in that the subject property is not immediately adjacent to the existing park. These lands also could not be programmed in conjunction with Littles Park given its location. Moreover, the subject lands are not located within a parkland acquisition priority area.

## **Toronto Green Standard**

On October 27, 2009 City Council adopted the two-tiered Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Tier 1 is required for new development. Tier 2 is a voluntary, higher level of performance with financial incentives. Achieving the Toronto Green Standard will improve air and water quality, reduce green house gas emissions and enhance the natural environment.

The applicant is required to meet Tier 1 of the TGS.

Performance measures for the Tier 1 development features will be secured through the site plan approval process such as: cycling infrastructure as a clean air alternative, the storage of recyclables and organic waste to reduce solid waste, reducing the urban heat island by roofing and pavement materials to reduce ambient surface temperatures, protect and enhance tree growth and the use of native plant species for encouraging biodiversity, and stormwater retention and water quality measures through the requirement for an acceptable stormwater management report.

## **Conclusion**

The proposed facility for the Malvern Family Resource Centre is consistent with the Neighbourhoods policies of the Official Plan. The proposed zoning by-law proposes to restrict the use on the property to permit a Neighbourhood Resource Centre and a place of worship only. The proposed by-law provides a minimum building setback and a height restriction that is appropriate for the surrounding neighbourhood. The proposal is subject to site plan control which will ensure that the building, site layout design, and landscaping can be appropriately secured to meet the Official Plan built form policies and criteria. It is recommended that the rezoning application be approved.



**CONTACT**

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**SIGNATURE**

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Raymond David, Director  
Community Planning, Scarborough District

**ATTACHMENTS**

Attachment 1: Site Plan

Attachment 2: Elevations

Attachment 3: Zoning

Attachment 4: Context Plan

Attachment 5: Malvern Family Resource Centre Programs and Locations

Attachment 6: Application Data Sheet

Attachment 7: Draft Zoning By-law Amendment

**SEWELLS ROAD**

**LITTLE'S ROAD**

**PROPOSED 2 STOREY NEIGHBOURHOOD RESOURCE CENTRE**

GFA = 1,848 m²  
FFE GROUND FLOOR: 148.9m  
FFE 2ND FLOOR: 151.34m

Block 364

Part 2, Reference Plan 66R-15296

Registered

St. Bede Separate School

Asphalt parking lot

Outdoor recreational space

Retaining wall

Snow pile area

0.30mm PVC watermain

0.30mm PVC stormwater main

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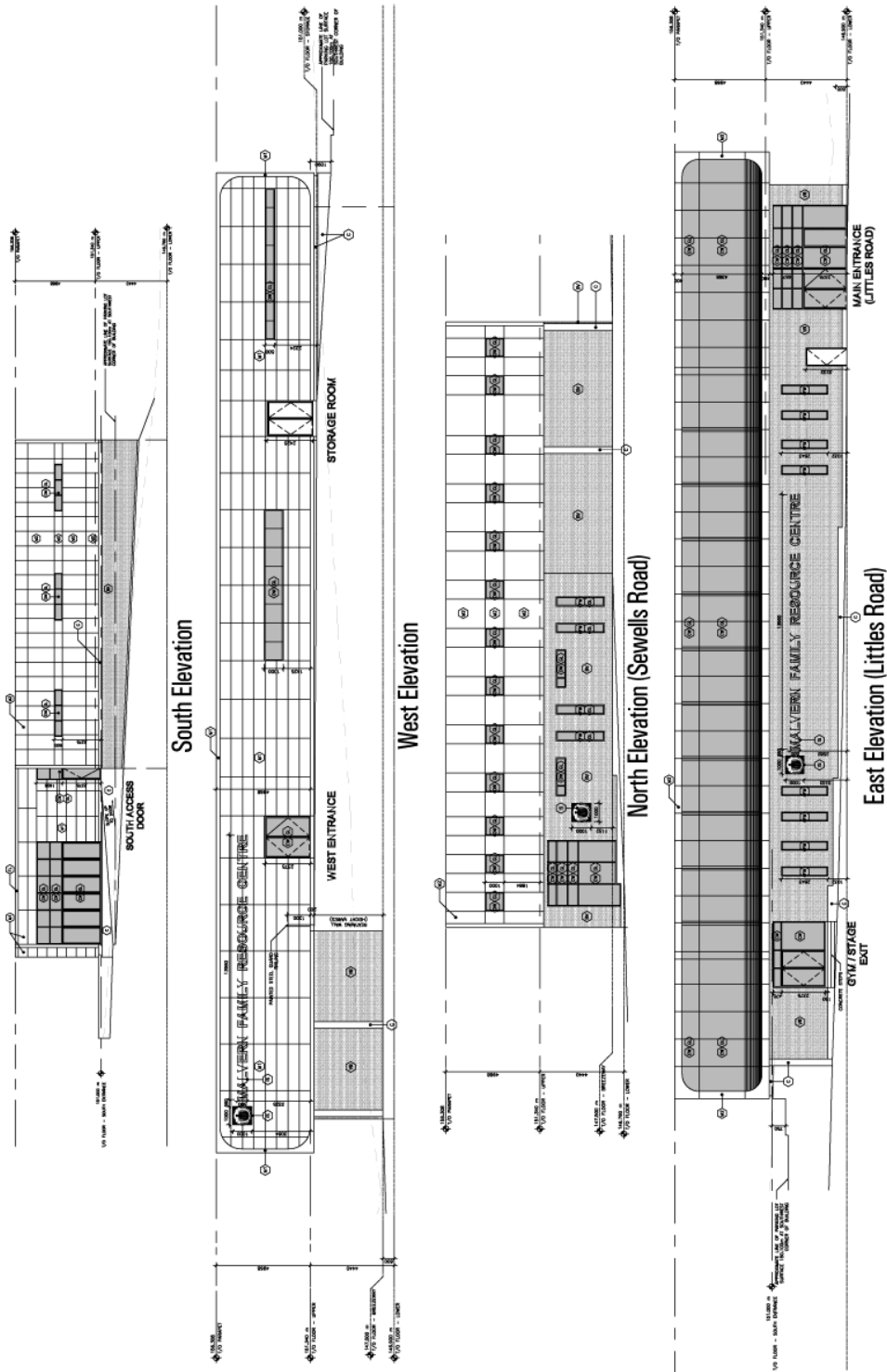
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## File # 12 185631 ESC 42 0Z

## Attachment 2: Elevations



### Elevations

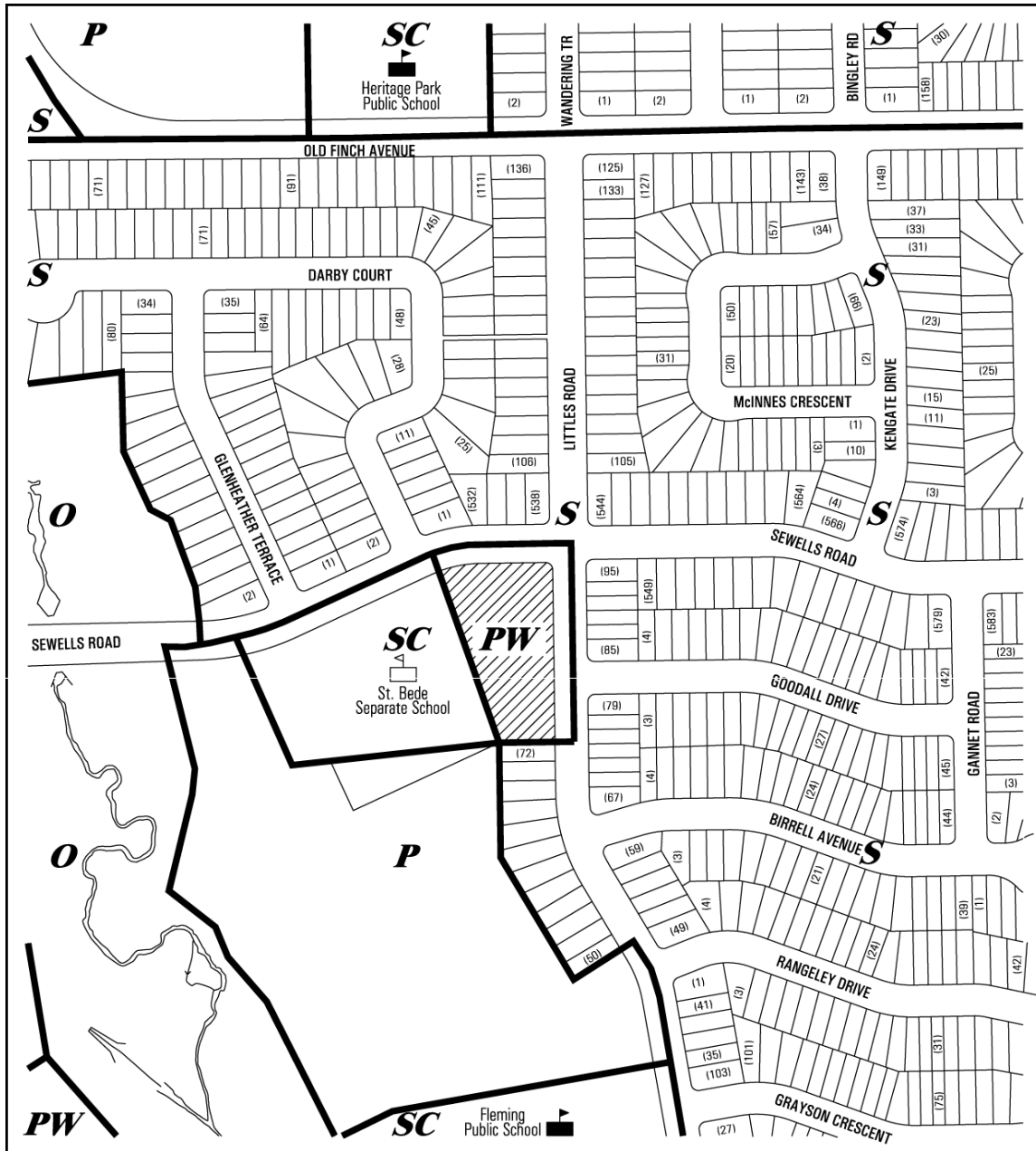
Applicant's Submitted Drawing

Not to Scale  
06/22/12

0 Sewells Road  
(s/w corner at Littles Road)

File # 12 185631 ESC 42 0Z

### Attachment 3: Zoning



**Toronto** City Planning  
**Zoning** Malvern Community

0 Sewells Road (s/w corner at Littles Road)  
 File # 12 185631 ESC 42 0Z

Location of Application

**S** Single-Family Residential

**PW** Place(s) of Worship

**O** Major Open Spaces

**SC** School

**P** Parks

↑  
 Not to Scale  
 06/21/12

## Attachment 4: Context Plan



### South West Corner of Sewells and Littles Road

**Toronto** City Planning Division  
**Context Plan**

File # 12 185631 ESC 42 02

Not to Scale  
10/12/12

 Location of Application

## **Attachment 5: Malvern Family Resource Centre Programs and Locations**

### **Early Year Centre – Children 0 to 6 years**

The Centre provides a variety of Early Learning, and Adult Learning / Parent Involvement programs. Out programs are outcome based, and include math, literacy, school readiness and science programs for children 0-6 years old and their parents. Parent workshops are offered by the Early Years staff, and community agencies that partner with us to provide parents with knowledge, and opportunities to learn/enhance their parenting skills.

### **Seniors Centre – Seniors 55+**

Our current programming focuses primarily on support social and recreational needs of Malvern's diverse population of seniors. Through a host of weekly programs, we are able to increase activation, inspire and support social and community engagement and build new skills among seniors. The volunteering programs are designed to bring volunteering opportunities to seniors and provide the supports and guidance necessary for building great experiences and for "giving back" to their community, while the social engagement programs provide seniors with opportunities to meet, connect, make new friends and feel a part of a group in a safe and supported environment. For some, our social programs help to reduce the impact of isolation or create new support networks where other supports are limited or unavailable.

### **Women's Place – Women 25 to 65 years**

Women's Place is committed to strengthening women so that they can identify and overcome barriers such as family responsibilities, disabilities, language, employment, housing, financial and cultural. The women are able to achieve this through education and advocacy, as well as through support from trained staff at Women's Place. Women's Place is a dedicated space specific for women so that they can achieve full participation in the community. Women's Place is supported by women volunteers who are committed to improving the lives of women and girls they work with. There will be no overnight sheltering for any of the programs.

### **Locations**

**Malvern Community:** 1371 Neilson Road, 31 Tapscott Road, 1321 Neilson Road, Fleming Park Public School (PS), Heritage Park PS, Mary Shadd PS, Alexander Stirling PS, Tom Longboat PS, Emily Carr PS, Grey Owl PS (2 different programs offered), Lester B Pearson Collegiate, Mother Teresa Catholic School, Burrows Hall Community Centre, Neilson House

**Morningside Heights Community:** Thomas Wells PS (2 different programs offered)

**Other Communities:** 2041 McCowan Road, Agnes McPhail PS, Whitehaven PS

## Attachment 6: Application Data Sheet

Application Type	Rezoning	Application Number:	12 185631 ESC 42 OZ
Details	Rezoning, Standard	Application Date:	June 4, 2012

Municipal Address:	0 SEWELLS RD
Location Description:	PLAN 66M-2210 BLK 365 FORM 7 ON FILE **GRID E4207
Project Description:	Proposed 1,848 m2 Malvern family resource centre

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
MICHAEL FORTE			MALVERN FAMILY RESOURCE CENTER

### PLANNING CONTROLS

Official Plan Designation:	Neighbourhoods	Site Specific Provision:	
Zoning:	PW	Historical Status:	
Height Limit (m):		Site Plan Control Area:	Y

### PROJECT INFORMATION

Site Area (sq. m):	5979	Height:	Storeys:	2
Frontage (m):	0		Metres:	0
Depth (m):	0			
Total Ground Floor Area (sq. m):	1,015			<b>Total</b>
Total Residential GFA (sq. m):	0		Parking Spaces:	70
Total Non-Residential GFA (sq. m):	1,848		Loading Docks	0
Total GFA (sq. m):	1,848			
Lot Coverage Ratio (%):	17			
Floor Space Index:	0.31			

### DWELLING UNITS

### FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	0
Bachelor:	0	Retail GFA (sq. m):	0
1 Bedroom:	0	Office GFA (sq. m):	0
2 Bedroom:	0	Industrial GFA (sq. m):	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	1,848
Total Units:	0		0

<b>CONTACT:</b>	<b>PLANNER NAME:</b>	Sylvia Mullaste, Planner
	<b>TELEPHONE:</b>	(416) 396-5244

## Attachment 7: Draft Zoning By-law Amendment

### CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-20~

**To amend the Malvern Community Zoning By-law No. 14402, as amended,  
with respect to the land at the southwest corner of Sewells Road and Littles 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. **SCHEDULE “A”** is amended by replacing the current zoning applying to the lands shown outlined on Schedule ‘1’ as follows:

I-SW – 53 - 132 - 445 - 491 - 678 - 679

2. **SCHEDULE “B” PERFORMANCE STANDARD CHART**, is amended by adding Performance Standard No.’s 678 and 679 as follows:

#### **MISCELLANEOUS**

678. The maximum number of **storeys** is 2.

679. A minimum of 3 parking spaces per 100 m<sup>2</sup> of **gross floor area** shall be provided for a **Neighbourhood Resource Centre**.

3. **SCHEDULE “C” EXCEPTIONS LIST**, is amended by adding Exception 42 to the lands as shown on Schedule ‘2’ as follows:

42. On those lands identified as Exception 42, only the following uses are permitted:

- **Neighbourhood Resource Centre**, with ancillary recreation
- **Place(s) of Worship**

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

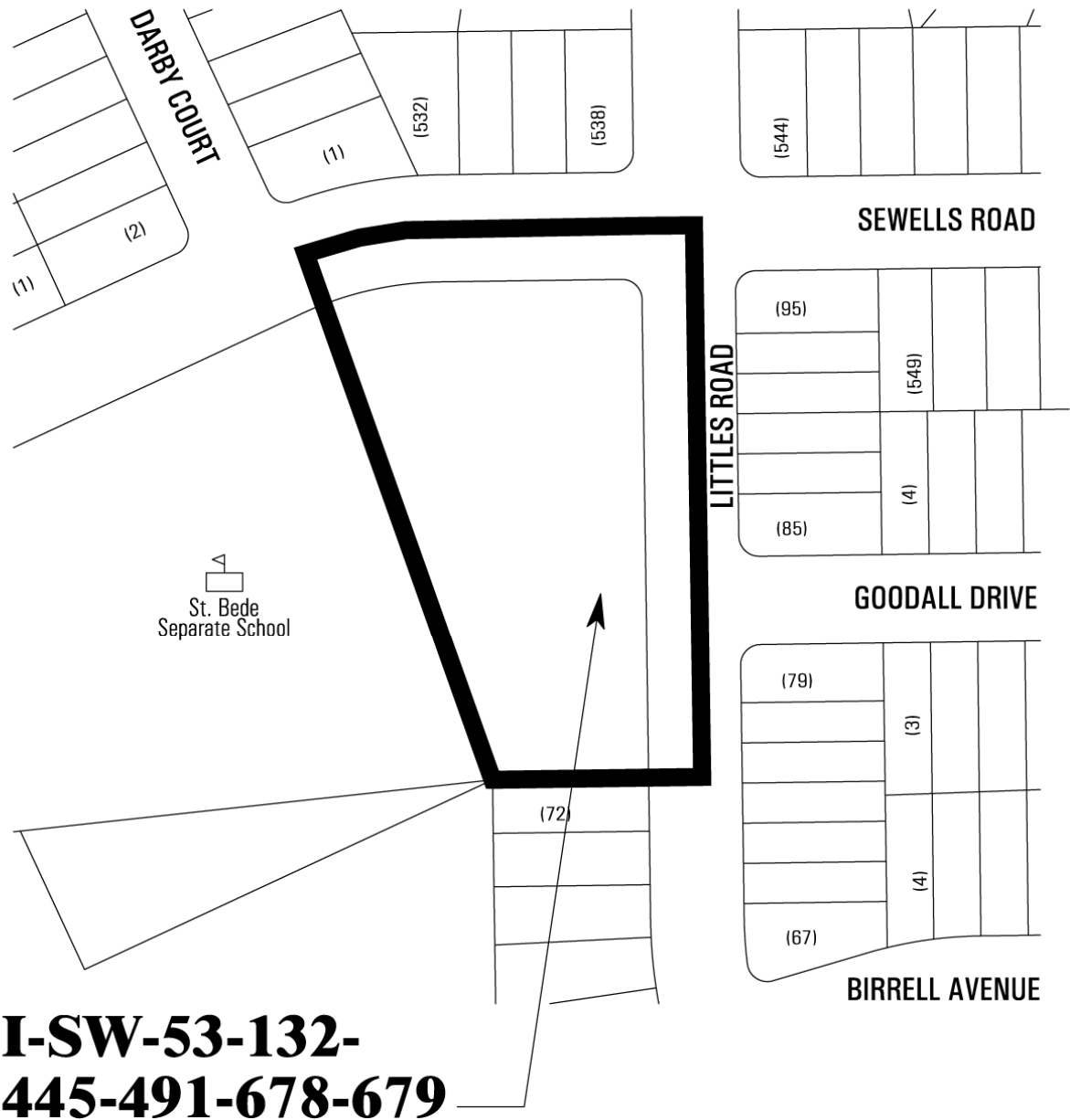
ROB FORD,  
Mayor

ULLI S. WATKISS,  
City Clerk

(Corporate Seal)



## Schedule '1'



### Zoning By-Law Amendment

O Sewells Road (s/w corner at Littles Road)

File # 12 185631 ESC 42 0Z

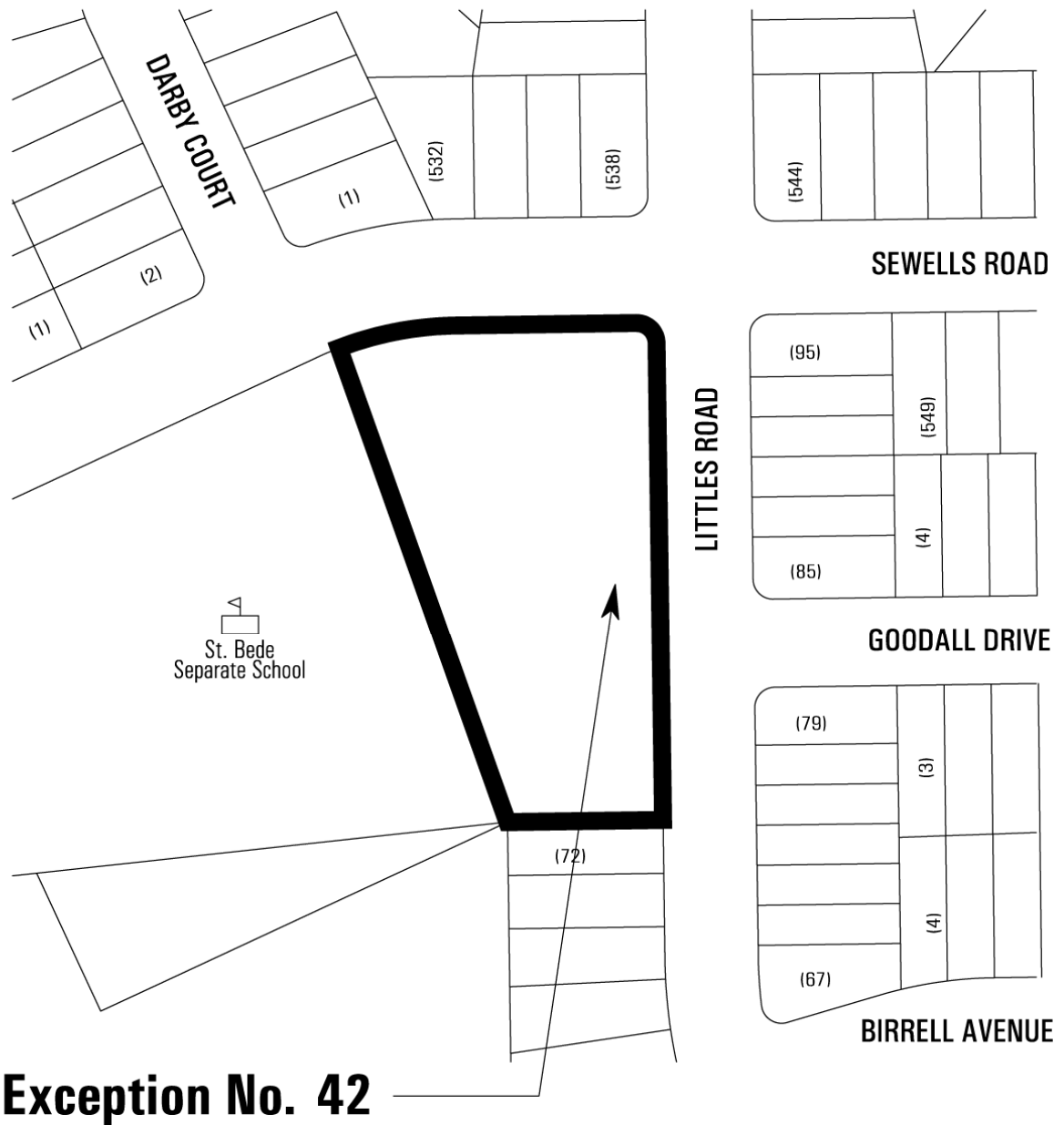


Area Affected By This By-Law

Malvern Community  
Not to Scale  
08/24/12



## Schedule '2'



### Zoning By-Law Amendment

O Sewells Road (s/w corner at Littles Road)

File # 12 185631 ESC 42 0Z



Area Affected By This By-Law

Malvern Community  
Not to Scale  
08/24/12