STAFF REPORT
ACTION REQUIRED

17 Island Road - Zoning Amendment Application – Final Report

Date: August 21, 2013
To: Scarborough Community Council
From: Director, Community Planning, Scarborough District
Wards: Ward 44 – Scarborough East
Reference Number: 12 139597 ESC 44 OZ

SUMMARY

This application proposes to amend Zoning By-law No. 1978 to permit the development of a fifty (50) unit, three-storey stacked townhouse development in two (2) twenty-five (25) unit development blocks having a total gross floor area of 5,395 square metres (58,060 square feet). A total of 65 parking spaces are proposed. The development is to be condominium tenure. The purpose of the zoning by-law amendment is to establish an appropriate residential zoning category and associated performance standards for the development of the lands for the proposed use.

The proposed land use conforms to the Official Plan. The zoning by-law will allow for the appropriate infill development of the site, compatible with the surrounding land uses.

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

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Township of Pickering Zoning By-law No. 1978, and the Centennial Community Zoning By-law No. 12077, as amended for the lands at 17 Island Road substantially in accordance with the draft Zoning By-
law Amendment attached as Attachment No. 4 to the report dated August 21, 2013 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 applicant is proposing a development comprised of 50 three-storey stacked townhouse units having a minimum width of 4.45 metres (14.6 feet) and a height of 12.5 metres (41 feet). The proposed total gross floor area of this development is 5,395 square metres (58,060 square feet) or 0.97 times the area of the lot. The development is proposed to be condominium tenure.

The proposed ‘stacked townhouse’ dwelling units consist of a townhouse style building with dwelling units divided vertically and horizontally. Access is provided either through one or two common front doorways with an internal set of stairs to access the unit(s) on upper floors. The proposed development consists of 2 units contained within each stacked townhouse section, with the first unit occupying the basement and main floor, and the second, accessed via staircase, occupying the 2nd and 3rd floor. Each unit will have independent access at the 1st floor.

Fifty (50) parking spaces are proposed for residents and fifteen (15) spaces for visitors for a total of sixty-five (65) at grade parking spaces all located at the western end of the site. A total of two accessible parking spaces are proposed. Access to the site is proposed from Old Island Road along the north property line.

Site and Surrounding Area
This vacant, triangular shaped site is located south of Highway 401 and east of Port Union Road. The subject site is approximately 0.57 hectares (1.4 acres) in area, with a frontage on the south side of Island Road of 72.2 metres (236.8 feet), a frontage on the north side on Old Island Road (the north leg of Island Road) of 109.6 metres (359.5 feet), and a depth of 78.1 metres (236.8 feet) along the abutting property to the west (1 Island Road).

Abutting uses include:

North and East: No Frills grocery store and Altamont long-term care facility zoned Commercial Uses 'C';

South: Reverse-lotted single-detached dwellings zoned Single Family Residential 'S'; and

West: Fernie House Child and Youth Services group home zoned Commercial Uses 'C'.

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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 property is designated Mixed Use Areas in the Official Plan (Attachment 6: Official Plan). Mixed Use Areas are made up of a broad range of commercial, residential, and institutional uses, in single-use or mixed-use buildings, as well as parks and open spaces and utilities.

Development in Mixed Use Areas will create a balance of high quality commercial, residential, institutional, and open space uses that reduce automobile dependency and meet the needs of the local community. Mixed Use Areas are to provide an attractive, comfortable, and safe pedestrian environment, take advantage of nearby transit services, provide good site access and circulation and an adequate supply of parking for residents and visitors. Buildings should frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks, and open spaces.

Development in Mixed Use Areas will have access to schools, parks, community centres, libraries and childcare and locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences.

Zoning
The subject property is zoned for Commercial Uses (C) in the Township of Pickering By-law Number 1978, as amended (Attachment 5: Zoning). Permitted uses include business, recreational, institutional, and public uses such as neighbourhood stores, theatres, government buildings, schools, parks, public parking areas, and private garages.

City-Wide Zoning By-law No. 569-2013
City Council enacted the City-Wide Zoning By-law No. 569-2013 on May, 9, 2013. The properties are not subject to the new Zoning By-law.

Site Plan Control
The lands are subject to site plan control. The applicant has submitted a site plan control application (File No. 12 139601 ESC 44 SA), which is being reviewed concurrently with the subject rezoning application.
Reasons for Application
The zoning amendment application is required to rezone the subject lands to permit the residential land use and to establish appropriate zoning performance standards to facilitate the development.

Community Consultation
Since the application was submitted in March, 2012, planning staff has received a petition with ninety-six (96) signatures opposing the development and a number of written submissions either opposing the development proposal or raising issues with the development as proposed.

Staff have met with this community three times during the development review process. On June 4, 2012, staff attended a public meeting with the Ward Councillor, the West Rouge Community Association and area residents. On September 26, 2012, as directed by Scarborough Community Council (SCC), a community consultation meeting was held with the Ward Councillor and 38 members of the public attended.

Three hundred forty (340) notices were mailed to all landowners and residents within the expanded notification boundaries (see the following link http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.SC17.32.).

Lastly, on January 26, 2013, City staff from Engineering and Construction Services, (Transportation Services and Development Engineering) and from Community Planning along with the applicants and their consultants attended a public meeting, hosted by the West Rouge Community Association.

The issues raised at the meetings or through correspondence included appropriateness of land use, density and height, the design of the project generally, stormwater management and servicing, adequacy and location of landscaping including tree plantings, parking adequacy, refuse storage, existing traffic volume and future traffic generated on existing road network during peak hours (East Avenue), snow storage, illumination from vehicles exiting the development on existing dwellings, and existing sewage back-up problems and flooding off-site, noise from Highway No. 401, public transit access, amenity space and access to schools.

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 proposal is consistent with the Provincial Policy Statement and conforms to the Growth Plan for the Greater Golden Horseshoe.

Land Use
The Mixed Use Areas land use designation contemplates the provision of residential land use in single use buildings and states Mixed Use Areas will provide for new homes for Toronto's growing population on underutilized lands. The existing land use context includes residential development to the south, a grocery store immediately to the east and to the west is a residential land use. Highway No. 401 is
located north of the site. The proposed change from a commercial to residential zoning to permit 50 new dwelling units is suitable given the existing residential context and is appropriate at this location.

The land use policies state that in Mixed Use Areas development will take advantage of nearby transit service. The site is well served by public transit with a bus stop located at Port Union and Island Road. The Rouge Hill GO station is approximately 2 kilometres away from the site. The proximity and access to nearby transit should contribute to reducing automobile dependency.

The policies indicate that development in Mixed Use Areas will provide an attractive, comfortable and safe pedestrian environment. The development will front both Island Road and Old Island Road and provide at grade access to the dwelling units, will improve the boulevard with shrubs and a double row of tree plantings. The applicant proposes to construct new sidewalks along both street frontages and will construct a sidewalk from the proposed development to Port Union Road in order to improve pedestrian connectivity in this community.

The Mixed Use Areas policies direct that outdoor recreation space should be provided for every significant multi-unit residential development. The two development blocks frame the 535 square metre (5,759 square foot) internal amenity space provided in the centre of the site (see Attachment 1: Site Plan). The development proposal contemplates the provision of outdoor private recreation space for future residents in the form of hard and soft landscaping.

It is staff’s opinion that the proposed development meets the policies within the Mixed Use Areas land use designation.

**Built Form, Compatibility and Height**

The applicant has proposed a built form consisting of residential units separated vertically and horizontally in two roughly rectangular blocks. The development blocks frame the edge of the two streets which they have frontage on. The proposal contemplates the provision of main building entrances that are immediately accessible and visible from the sidewalk.

The site is bound by a public road on all sides with the exception of the western boundary. The predominant built form south and east of the subject site is single detached residential dwellings. Of note, Island Road has a non-uniform, atypical right of way width of approximately 38 metres at the narrowest point in this location. Also, the closest dwelling units are reverse lotted with their rear yards backing onto the south side of Island Road. Staff are of the opinion that a three storey stacked townhouse development at this location is an appropriate, low rise built form compatible with the existing residential dwellings and surrounding land uses.

The applicant proposes reduced setbacks along both Island Road to the south and Old Island Road at the north. The minimum setback proposed is 1.4 metres (4.6 feet) in these locations. The boulevard along the south property line is over 14 metres (46 feet) wide. In staff’s opinion the reduced setback at this location will not have any impact on the surrounding residences and is appropriate given the very large boulevard and the proposed tree plantings on both sides of the new sidewalk.
The existing zoning by-law permissions permit a commercial building height of 14 metres (46 feet). The applicant has requested a maximum height of 3 storeys or 12.5 metres (41 feet). The proposed development will not cast any shadows on the existing homes south of Island Road.

A garbage room is proposed to be located within the building envelope at the westerly end of each of the development blocks and the entire surface parking area is proposed to be well screened. The development locates and organizes vehicular parking access and service areas to minimize the impact on the property and the surrounding properties and to improve the attractiveness of Island Road.

Staff are satisfied that the applicable built form policies have been addressed.

**Community Concerns**

**Unwanted Lighting**
The community had concerns pertaining to the potential of obtrusive illumination resulting from cars exiting the development when an egress on Island Road was contemplated. The egress was subsequently eliminated at the request of staff. The width of the road, the reverse lot orientation of lots to the south, the existing fencing and mature vegetation and the boulevard plantings are sufficient to screen illumination from vehicle headlights.

**Amenity Space**
The community had concerns about the amount of amenity space being provided for the development. The development is less than 1 kilometre away from Rouge National Urban Park and a number of local parks are within close proximity to the site including Fanfare Park, Kirkdene Park and Adams Park. The development is within an area of the City which is in the highest quintile for parkland provision. The applicant has provided in excess of 2 m² per unit of outdoor amenity space which is a typical standard found in the new City-wide Zoning By-law No. 569-2013 for outdoor amenity space for similar type developments. A total of 535 square metres (5,759 square feet) outdoor amenity space is proposed on site to provide exclusive outdoor amenity for the development. Staff are satisfied that the amenity space provided is adequate to serve the needs of the future residents.

**Snow Storage**
The community raised concerns related to snow storage for the proposal. Planning staff are of the opinion that the width of the boulevard and the landscaped edges of the site provide for adequate space for snow storage. The details of how snow storage and removal on site will be discussed as a part of the ongoing site plan application.

**Traffic Impact, Access, Parking**
The community voiced concerns about the adequacy of parking associated with this development, existing traffic volumes and future traffic generated on the existing road network during peak hours. A traffic review was undertaken by Urban & Environmental Management Inc. to assess the access requirements and to identify traffic impacts on the adjacent road system. The findings indicate that the proposed 50 unit development will generate under 30 new two way trips for the weekday a.m. and p.m. periods respectively. The report also finds that the proposed development will increase volumes at the intersection of Island Road and Old Island Road by less than 3% during the weekday a.m. and p.m. peak hours. The traffic consultant notes that contributions less than 5 % are not considered significant. Of
note, the report indicates that there is sufficient capacity on the adjacent road network to adequately accommodate the traffic generated by the proposed development.

The report also recommends that the storage length of the existing left turn lane on Island Road at Old Island Road be extended from 15 metres (50 feet) to 35 metres (115 feet) through restripping and the applicant has indicated that they will carry out the recommended work. Transportation Services staff has reviewed and accepted the report, however, will require a detailed pavement marking plan/functional drawing as a part of the ongoing site plan application process.

The development proposal includes sixty-five (65) surface parking spaces oriented towards the west end of the development. The applicant has proposed 1 space per dwelling unit for a total of fifty (50) resident parking spaces in keeping with the applicable by-law requirements. Visitors parking is provided at a rate slightly in excess of 0.25 spaces per unit for a total of 15 visitors spaces. Staff indicate that the parking rates proposed are appropriate and the total number of parking spaces are sufficient.

The community was concerned with the amount of traffic on East Avenue, and indicated that the City should undertake a traffic study. The 2004 Council-approved Port Union Class Environmental Assessment (EA) recommended that Port Union Road be widened to include a northbound turn lane among other improvements along Port Union Road. The widening has not been undertaken yet, however, Transportation Services has advised City Planning that they are currently working on the implementation phase essentially making minor refinements to the EA in consultation with the Ward Councillor. Transportation Services staff aim to schedule a public meeting in keeping with Council's recommendations within the next twelve months.

**Bicycle Parking**

The applicant is providing 34 long-term, or 'occupant' spaces on site and a 4 short-term, or 'visitor' spaces for a total of 38 bicycle parking spaces. The attached by-law includes these requirements. The bicycle parking rates applied to the development were derived from the new Zoning By-law No. 569-2013. Staff will continue to work with the applicant to ensure appropriate locations are designated for bicycle parking spaces.

**Servicing**

The Functional Servicing Report (FSR) prepared by Skira & Associates Ltd submitted in support of the application that has been reviewed and accepted by Engineering and Construction Services. The report and associated drawings confirm that the water main on Island Road needs to be connected to the water main on Port Union Road to provide adequate water supply to the site. In response to residents' concerns the FSR has provided analysis of the sanitary system south to the trunk sewer on Lawrence Avenue East and concludes that there is sufficient capacity. The proposed development will have negligible impacts on the existing downstream stormwater and sanitary sewer systems. The stormwater management report, servicing and grading plans as well as off-site engineering drawings will continue being reviewed as a part of the concurrent site plan application review process. Engineering and Construction Services staff has advised Community Planning staff that they have no objections to the rezoning of the subject site in accordance with the subject proposal at this time.

**Noise**

The applicant has provided a noise control feasibility study prepared by S.S Wilson & Associates in support of the development application. The report examined all significant sources of noise including
Highway No. 401 and the Highway No. 401 ramp, Island Road, Port Union Road and the grocery store to the east. The report indicates that it is feasible to control noise indoor and outdoor to meet provincial environmental criteria for future residents of the development through the use of central air conditioning units and building acoustic insulation for walls windows and doors. Staff are satisfied that future noise impacts have been investigated and that any further noise concerns will be adequately addressed as a part of the site plan application.

**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.

The applicant has indicated that they intend on reducing urban heat island, addressing stormwater retention requirements and the urban forest requirements regarding the planting and protection of trees. Through the continuing site plan review process, the Tier 1 requirements will be secured.

**CONTACT**

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E-mail: jsincla@toronto.ca

**SIGNATURE**

________________________________________

Raymond David, Director  
Community Planning, Scarborough District

**ATTACHMENTS**

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

Site Plan
17 Island Road

Applicant's Submitted Drawing

Not to Scale

File # 12139597 ESC 44 OZ
Attachment 2: Elevations

Front Elevation

Rear Elevation

17 Island Road

File #: 12 136697 ESC 44 OZ

Aplicant's Submitted Drawing
Net to Date
May 2023

Elevations - Terrace Apartments Block 1
Elevations

Front Elevation

Rear Elevation

17 Island Road

File #: 12138597 ESC 44 oz

Applicant's Submitted Drawing

Net to Date

V.03/12
Attachment 3: Zoning
Attachment 4: Application Data Sheet

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CONTACT:  PLANNER NAME:  Jeffery Sinclair, Planner
TELEPHONE:  416-396-7685
Attachment 4: Draft Zoning By-law Amendment

Authority: Scarborough Community Council Item ~ as adopted by City of Toronto Council on ~, 20~
Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~
BY-LAW No. ~-20~

To amend the Township of Pickering Zoning By-law No. 1978 and the Centennial Community Zoning By-law No. 12077 as amended, with respect to the lands municipally known as 17 Island 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. Amendment to the Township of Pickering By-law No. 1978:

   By-law No. 1978, the Township of Pickering By-law shall no longer apply to the lands shown outlined on Schedule "1".

2. Amendments to the former City of Scarborough, Centennial Community By-law No. 12077 as amended:

   2.1 CLAUSE V - INTERPRETATION, is amended by adding the following definitions to Subsection (f) Definitions:

   Bicycle Parking Space
   means an area used for parking or storing a bicycle.

   Loading Space
   means an area used for the loading or unloading of goods or commodities from a vehicle.

   Amenity Space
   means indoor or outdoor space on a lot that is communal and available for use by the occupants of a building on the lot for recreational or social activities.
2.2 **SCHEDULE "A"** is amended by adding the lands shown outlined on Schedule "1" to this by-law and by adding the following zoning to the lands shown thereon:

M-163-164-165-166-167-168-170-171-172

2.3 **SCHEDULE "B", PERFORMANCE STANDARD CHART**, is amended by adding Performance Standards: 163, 164, 165, 166, 167, 168, 169, 170, 171 and 172:

**MISCELLANEOUS**

163. Minimum building **setback** of 2.0 m from the **front lot line**.

164. Minimum **side yard setback** of 1.4 m from the **side lot line**.

165. Maximum **height** of 12.5 m.

166. A minimum of 1.25 **parking spaces** per **dwelling unit**, to be provided as follows:

   - For Residents: A minimum of 1.0 surface **parking spaces**.
   - For Visitors: A minimum of 0.25 surface **parking spaces**.

167. Minimum of 38 **bicycle parking spaces** required complying with the following dimensions:

   i) Minimum length of 1.8 metres;
   
   ii) Minimum width of 0.6 metres; and
   
   iii) Minimum vertical clearance from the ground of 1.9 metres.

168. Maximum 50 **dwelling units**.

169. One (1) **loading space** shall be required with the following dimensions:

   i) Minimum length of 13 metres;
   
   ii) Minimum width of 4 metres; and
   
   iii) Minimum vertical clearance of 6.1 metres.

170. **Gross floor area** of all buildings shall not exceed 5,535 m$^2$.

171. Maximum **coverage** of all buildings shall not exceed 30% of the lot.
172. A minimum of 535 m² of outdoor amenity space shall be required.

2.4 **SCHEDULE "C" EXCEPTIONS LIST**, is amended by adding Exception No. 40, so that it reads as follows:

40. On those lands identified as Exception No. 40 on the accompanying Schedule "C" map the following provisions shall apply:

(a) Additional Permitted Uses:

- **Apartment Building**

(b) **Apartment Building** shall be defined as a building that has five or more dwelling units, with at least one dwelling unit entirely or partially above another, and each dwelling unit has a separate entrance directly from outside or through a common inside area. A building that was originally constructed as a detached house, semi-detached house or townhouse and has one or more secondary suites is not an apartment building.

2.5 **SCHEDULE "C" EXCEPTION MAP**, is amended by adding Exceptions No. 36 and Exception No. 40 to the property shown outlined on Schedule '2'.
Exception No. 36 & 40

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File # 12 139597 ESC 44 OZ

Area Affected By This By-Law

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