7 Vanauley Street – Zoning Amendment Application – Final Report

**SUMMARY**

This application proposes to allow the existing building at 7 Vanauley Street to be used by the YMCA of Greater Toronto for youth outreach, employment training, housing assistance, transitional housing, and social enterprise. An emergency shelter, which is also part of the YMCA operations, is already permitted by the Municipal Shelter Bylaw at this location.

The services being proposed by the YMCA will be a resource for at-risk youth and contribute to the community services in the vicinity. Since the YMCA operations largely reflect that of the previous occupant (Youthlink) that also provided youth support services since 2003, the proposed rezoning will mainly serve to bring an established use into conformity with the Zoning By-law.

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 Zoning By-law
No. 438-86, for the lands at 7 Vanauley Street substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 5 to report dated March 18, 2013 from the Director, Community Planning, Toronto and East York 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.

DECISION HISTORY
There are no previous planning applications or decisions for the subject property.

ISSUE BACKGROUND

Proposal
The YMCA of Greater Toronto is proposing to relocate its existing facility at 485 Queen Street West to the existing two-storey building on the subject property. The facility includes an emergency shelter for youth typically between the ages of 16 and 24 years old and it also provides youth support services. The emergency shelter, comprising a total of 50-70 beds in a dormitory, will also include the provision of dinner and breakfast, all without any fee to the user. The youth support services, defined as a community resource centre in the proposed rezoning, will include a drop-in centre during the day, housing support services, and employment programs.

Transitional housing is also being proposed through this rezoning, although the YMCA may not implement that use for some time. Transitional housing comprises dwelling rooms or dwelling units for either individuals or families and would be open to residents at all times of day, however, meals would not be provided for those occupants. This use is meant to provide a stepping stone between an emergency shelter and permanent housing.

The YMCA is also proposing to allow social enterprise, defined as a business administered by a non-profit institution and related to employment training assistance programs, which are directly involved in the production and/or selling of goods and services for the dual purpose of generating income and achieving social, cultural, and/or environmental benefits. This use will permit small-scale retail uses if they are associated with a YMCA employment training program.

The proposed rezoning includes five parking spaces. This will substantially reduce the size of the parking area, making it available for other outdoor amenities such as a community garden, which are proposed to be explicitly permitted through the rezoning. The proposed rezoning includes a requirement to provide a minimum 50 square metres of outdoor amenity space.

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Even though the proposed YMCA operations are targeted solely towards youth, the proposed uses do not have any demographic restrictions.

**Site and Surrounding Area**

The existing two-storey building has a floor area of 1,059 square metres, including the basement. The proposed YMCA operations will replace the former Youthlink operations on the ground floor and second floor. The basement is currently used for a sewing shop and may be used by the YMCA for *social enterprise* or as part of its other operations.

The existing parking area has a capacity of 21 parking spaces available to staff and visitors to the YMCA and sewing shop. The YMCA is proposing to eventually reduce the parking area to accommodate only five parking spaces. There is a loading dock for one truck at the rear of the building.

The subject property is 'L'-shaped with a narrow driveway on the north side of the building leading to the parking area that extends further north, occupying approximately half of the site. The parking area may also be accessed from the public lane on the south side of the property. The site has an area of 1,223 square metres (0.12 hectares) with 15.8 metres of frontage on Vanauley Street. The site is flat with very minimal landscaping and one tree at the edge of the parking area.

The site and existing building were used by Youthlink since 2003, which provided youth support services similar to those being proposed by the YMCA, even though that use was never formally permitted by the Zoning By-law.

Prior to 2003 the existing building was used for industrial sewing operations, which involved a second floor addition in 1999. Prior to that use the building was used as a warehouse.

The site is surrounded by a variety of uses, described as follows:

**North:** The adjacent lands are used for a community housing parking lot, which is part of Alexandra Park, a community housing area that also encompasses the Atkinson Housing Co-op and is composed of townhouses and low-rise apartment buildings. Alexandra Park covers a large city block between the subject property and Dundas Street West. City Council recently approved an Official Plan Amendment to redevelop Alexandra Park with an extended public street and park network, higher residential density and the inclusion of market condominiums.

**East:** The on-site parking area backs onto four two-storey semi-detached houses that face Cameron Street, one block east of Vanauley Street. The east side of Cameron Street has two two-storey Victorian townhouses, a three-storey residential apartment building, and a six-storey commercial building used for self-storage, offices, and studios.
South: A laneway runs along the south edge of the subject property and provides rear access to the two-storey commercial/retail buildings fronting onto Queen Street West.

West: Across from the subject property on the west side of Vanauley Street is an eight-storey residential apartment building operated by Toronto Community Housing.

**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 located in the Downtown as per Map 2 – Urban Structure and is designated Neighbourhoods on Map 18 – Land Use Plan. This designation is primarily intended for residential uses, however, low scale local institutions such as a community centre are also explicitly permitted.

There are no Secondary Plans or Area-Specific Policies that apply to the subject property.

The proposed uses comply with the Official Plan.

**Zoning**

The subject property is zoned Residential (R3 Z1.0) with a maximum floor space index (FSI) of 1.0 times the lot area and a maximum height of 12 metres. The permitted uses include a wide range of residential housing types, including a rooming house and residential care facility, as well as a municipal community centre.

The Municipal Shelter By-law, No. 138-2003, defines the proposed emergency shelter as a municipal shelter since it is operated for the City of Toronto and receives funding from the City. This By-law provides a city-wide exemption for municipal shelters by making them "a permitted use in all zones or districts of the City," provided they are within 80
metres of an arterial road and are at least 250 metres from any other lot with a municipal shelter, hostel, or crises care facility.

**Site Plan Control**
The proposed rezoning is exempt from Site Plan Control since the existing building is being maintained without any additions.

**Reasons for Application**
The proposed rezoning is required to allow the proposed youth support services, namely a community resource centre that will include a drop-in centre with social, recreational, and educational activities, housing assistance services, and employment training. The rezoning will also provide the YMCA the option to implement transitional housing, social enterprise, and a community garden.

It is noted that a municipal shelter such as that operated by the YMCA is already permitted by the existing Zoning By-law as per the Municipal Shelter By-law. The proposed rezoning includes emergency shelter as a permitted use in order to allow the YMCA to continue operating a shelter in the event the YMCA is not funded by the City in the future and therefore would technically no longer be a municipal shelter.

**Community Consultation**
A community consultation meeting was held on December 3, 2012. Approximately seven residents attended the meeting to learn more about the proposed rezoning and provide comments. The main concern raised by residents was loitering and drug-related activity in the vicinity of the shelter. YMCA representatives advised that such activity would be controlled through active monitoring. The YMCA and Councillor Vaughan also advised that communication with the local community would be improved by the YMCA providing a phone number that local residents can call with any concerns or complaints they may have. Councillor Vaughan also suggested that a community liaison committee could be set up to further improve communication between the local community and the YMCA.

**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 and definitions of proposed uses.
COMMENTS

Provincial Policy Statement and Provincial Plans

The proposal is consistent with the Provincial Policy Statement (PPS). The proposed municipal shelter and transitional housing will contribute to an appropriate range of housing types to "meet the social, health and well-being requirements of current and future residents, including special needs residents," as per policy 1.4.3(b)1.

The proposal conforms and does not conflict with the Growth Plan for the Greater Golden Horseshoe. The proposed shelter and youth support services address policy 2.2.4.4 that indicates Urban growth centres (i.e. Downtown Toronto) will be planned "as focal areas for investment in institutional and region-wide public services." The YMCA will contribute to a diverse mix of land uses that support vibrant neighbourhoods as supported by policy 2.2.3.7.

Land Use

The proposed YMCA’s operations, which include an emergency shelter, youth support services, social enterprise, and the option for transitional housing, represent residential uses and a low scale local institution, both permitted uses in Neighbourhoods as defined in the Official Plan. These uses are compatible with the surrounding residential uses to the east, north and west, as well as the retail uses to the south on Queen Street West. The proposed uses will be a resource to at-risk youth by providing them with temporary housing, assistance in finding housing opportunities, and employment training.

As mentioned, the existing building had previously been used by Youthlink to provide youth support services since 2003 however that use did not conform with the Zoning Bylaw. Since the proposed YMCA operations are similar to the services provided by Youthlink, the proposed rezoning will largely serve to bring an established use into conformity with the bylaw.

The YMCA previously operated an emergency shelter and drop-in centre for young men at 485 Queen Street West, approximately 60 metres south of 7 Vanauley Street, which relocated to 7 Vanauley Street in mid 2013 with the prospect of expanding its youth services and possibly introducing transitional housing and/or social enterprise. Since the shelter at 485 Queen Street West is no longer operating, there is no net increase in the number of emergency shelters in the vicinity of the subject property.

Official Plan policy 4.1.1 acknowledges that small-scale retail uses exist in neighbourhoods across the City. However this is further qualified under policy 4.1.3 that such retail is only permitted under the Official Plan if they legally existed prior to the approval date of the plan. New retail uses may be considered as part of a rezoning application on a major street as identified on Map 3 in the OP. The existing sewing shop in the basement of 7 Vanauley Street did not legally exist prior to the passage of the OP and is not permitted by the existing zoning. If the shop is to remain it would have to...
operate as an ancillary use to the YMCA facility as part of its youth training services and would then be defined as a *social enterprise* under the Zoning By-law.

**Outdoor Amenity Space**

To address the community's concerns regarding youth loitering in the vicinity of the subject property, City Planning advised the applicant that outdoor amenity space should be provided on-site to allow users of the YMCA facility to remain on the property instead of congregating on Vanauley Street or in the adjacent lane. Staff are satisfied with the applicant's proposal to provide a minimum 50 square metres of outdoor amenity space within the existing parking area. The draft by-law attached to this report includes a provision that requires a minimum 50 square metres of outdoor amenity space.

**Density, Height, Massing**

Since the existing building is being maintained without any additional height or floor area, there are no concerns with respect to density, height, and massing.

**Sun, Shadow, Wind**

The existing two-storey building has a negligible effect on neighbouring properties and rights-of-way in terms of its shadow and wind impact.

**Traffic Impact, Access, Parking**

The proposed uses will generate very little vehicular traffic. The existing parking area provides 21 spaces, which is excessive considering the total anticipated demand for all users of the building is in the range of zero to five spaces. Transportation Services supports the proposed rezoning to reduce the total parking requirement to five spaces.

Access to the parking area is from a driveway leading from Vanauley Street along the northerly edge of the existing building. At such time as the parking area is reduced to five spaces, access to the parking area may be from the lane along the south edge of the property instead of from Vanauley Street. Both access points are acceptable to Transportation Services.

**Servicing**

Since the existing building is being maintained there will be no changes to the existing water supply and sanitary sewer connections. Stormwater management may be marginally improved if permeable landscaped surfaces are introduced in the existing parking area since it will allow more stormwater to be retained on-site instead of directed to the sewer system.

**Economic Impact**

The proposed youth support services will have an indirect economic benefit by helping youth develop the skills needed to contribute to the City's workforce.
Open Space/Parkland
Parkland dedication does not apply to the proposed rezoning because there the existing building will be maintained without any additional density.

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 greenhouse gas emissions and enhance the natural environment.

Since the proposed rezoning does not involve new development and does not require a Site Plan application, the TGS does not apply to the proposed rezoning.

CONTACT
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Fax No. 416-392-1330
E-mail: guens@toronto.ca

SIGNATURE

_______________________________
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS
Attachment 1: Photograph of Existing Building
Attachment 2: Zoning
Attachment 3: Official Plan
Attachment 4: Application Data Sheet
Attachment 5: Draft Zoning By-law Amendment
Attachment 1: Photograph of Existing Building
Attachment 2: Zoning

7 Vanauley Street
File # 12 191262 OZ

Not to Scale
Zoning By-law 438-86 (as amended)
Extracted 08/02/2012

Staff report for action – Final Report – 7 Vanauley Street
V.03/12
Attachment 4: Application Data Sheet

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<th>Application Type</th>
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Municipal Address: 7 VANAULEY ST
Location Description: CON 1 FB PARK PT LOT 16 PLAN 88 LOT 34 **GRID S2010
Project Description: Rezoning application for YMCA to use existing building for emergency housing, youth services, transitional housing, and incidental retail uses.

Applicant: MORLEY ZISCKIND
Agent: Urban Strategies Inc.
Architect: N/A
Owner: MORLEY ZISCKIND

PLANNING CONTROLS

Official Plan Designation: Neighbourhoods
Zoning: R3
Height Limit (m): 12
Site Specific Provision: No
Historical Status: No
Site Plan Control Area: Yes

PROJECT INFORMATION

Site Area (sq. m): 1223.42
Frontage (m): 15.8
Depth (m): 0
Total Ground Floor Area (sq. m): 353
Total Residential GFA (sq. m): 0
Total Non-Residential GFA (sq. m): 1,059
Total GFA (sq. m): 1,059
Lot Coverage Ratio (%): 28.5%
Floor Space Index: 0.87

Floor Space Index: 0.87

DWELLING UNITS

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FLOOR AREA BREAKDOWN (upon project completion)

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CONTACT: PLANNER NAME: Thomas Rees
TELEPHONE: 416-392-0758
Attachment 5: Draft Zoning By-law Amendment

CITY OF TORONTO
BY-LAW No. ________

To amend the General Zoning By-law No. 438-86 of the former City of Toronto with respect to the lands municipally known in the year 2013 as 7 Vanauley Street

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 the Council of the City of Toronto has provided adequate information to the public and has conducted at least one public meeting in accordance with Section 34 of the Planning Act regarding the proposed Zoning By-law amendment;

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

By-law No. 438-86, the General Zoning By-law of the former City of Toronto, as amended, is further amended by adding a new provision in Section 12(1), immediately following the most recently added provision, as follows:

1. The lot comprises those lands shown outlined by heavy lines on “Schedule A” attached to and forming part of this By-law;

2. None of the provisions of Section 2 with respect to ‘crisis care facility’ or ‘residential care facility’, Section 4(5)(b), Section 4(5)(m), Section 4(8), Section 6(3)(Part II)(3). and Section 6(3) (Part III)(1)(a) of Zoning By-law No. 438-86, 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 in various areas of the City of Toronto”, as amended, shall apply on the lot provided that:

   a) In addition to the uses permitted in Section 6(1), the following uses are also permitted on the lot, including:

- Emergency shelter;
- Transitional housing;
- Community resource centre;
- Social enterprise;
- Community garden.

   b) A minimum of five parking spaces shall be provided on the lot, accessory to the permitted uses;
c) A minimum of two bicycle parking spaces shall be provided on the lot, accessory to the permitted uses;

d) A minimum of 50 square metres of outdoor amenity space shall be provided on the lot.

3. Definitions

For the purpose of this By-law, the following definitions shall apply to the terms set forth in italics:

(i) *Emergency Shelter* means a premises in which short-term emergency accommodation and associated support services are provided and supervised, and which is operated by or for the City of Toronto, or an agency of the City of Toronto, or operated by a non-profit institution.

(ii) *Transitional Housing* means dwelling units or dwelling rooms which are operated by a government agency, a charitable institution, or a non-profit institution as a temporary residence for the accommodation of persons or families, who by reason of their financial, emotional, mental, social or physical condition or legal status have or require housing and associated support services before moving on to permanent housing;

(iii) *Community Resource Centre* means premises operated by or on behalf of a government or non-profit organization and used for the purpose of providing community activities, such as arts, crafts, recreational, social, charitable and educational activities, including social support services, employment training assistance and individual counselling. Recreational activities may include indoor or outdoor facilities and equipment.

(iv) *Social Enterprise* means businesses administered by a non-profit institution and related to employment training assistance programs, which are directly involved in the production and/or selling of goods and services for the dual purpose of generating income and achieving social, cultural, and/or environmental benefits.

(v) *Community Garden* means a place where people, groups or organizations grow and maintain various types of plants. A community garden may also contain urban gardening and soil composting.
Schedule A

7 Vanauley Street

Not to Scale