1030 and 1040 Islington Avenue - Zoning By-law Amendment Application - Preliminary Report

Date: February 4, 2014
To: Etobicoke York Community Council
From: Director, Community Planning, Etobicoke York District
Wards: Ward 5 – Etobicoke-Lakeshore
Reference Number: 13 274561 WET 05 OZ

SUMMARY

This application proposes to amend the former Etobicoke Zoning Code and City of Toronto Zoning By-law 569-2013 to permit 176 residential townhouse units on the easterly portion of the site and a 4,024 m², industrial building with 25 units on the westerly portion of the site at 1030 and 1040 Islington Avenue. Also associated with the proposal is a Draft Plan of Subdivision application to create 5 blocks and three new public streets through the residential portion of the site, one of which would provide a new street connection between Islington Avenue and Norseman Street.

This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

A community consultation meeting is recommended to be held in the first quarter of 2014. A statutory public meeting is targeted for the third quarter of 2014 subject to the applicant providing all required information in a timely matter.
RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 1030 and 1040 Islington Avenue together with the Ward Councillor.

2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.

3. Notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.

Financial Impact
The recommendations in this report have no financial impact.

DECISION HISTORY

In 2010, Zoning By-law Amendment (File No. 08 220984 WET 05 OZ) and Draft Plan of Subdivision applications (File No. 10 300716 WET 05 SB) were submitted to permit a 250-unit stacked townhouse development on the eastern portion of the site and a 5,250 m² industrial building on the western portion of the site with a public street separating the residential and industrial uses that would connect Islington Avenue and Norseman Street. The Zoning By-law Amendment application was approved by City Council at its meeting of November 29 and 30, 2011 subject to the owner fulfilling a number of conditions prior to the enactment of the By-law. At the same meeting, the Chief Planner advised of the intention to approve the Draft Plan of Subdivision. However, as the conditions of approval were not satisfied the implementing Zoning By-law was never enacted and approval of the Draft Plan of Subdivision was not issued.

The City Council decision and staff report can be found at:

In February 2013 the site was sold to Tiffany Park Homes (Islington) Ltd., a joint venture between Graywood Developments Ltd. and Tiffany Park Homes. The new landowner has revised the previously approved development concept for the site necessitating the need for the submission of the subject Zoning By-law Amendment application. A revised draft plan of subdivision drawing reflecting the modified development proposal has also been submitted and is being reviewed under the previous Draft Plan of Subdivision application which has remained active.

Pre-Application Consultation
A number of pre-application consultation meetings and discussions were held with the applicant to discuss the modified proposal, the processing of the applications, submission requirements as well as various issues related to the development. These issues included
the provision of public streets versus private streets, site servicing, unit widths, site grading, noise mitigation measures, and unit/block design and orientation to the streets.

**ISSUE BACKGROUND**

**Proposal**
The applicant is proposing to rezone the easterly portion of the site to permit residential uses. For the west portion of the site, the applicant is proposing to retain the industrial zoning and amend the permitted uses and applicable performance standards to permit a 25-unit industrial building.

The revised proposal for the site is generally consistent with the previous development concept approved by City Council in 2011, being townhouse uses on the majority of the site and industrial uses on the west portion of the site with a public street between the two areas providing a connection between Norseman Street and Islington Avenue. Changes proposed in this application include reducing the total number of units from 250 to 176, the elimination of underground parking, the introduction of three new public streets and modifications to the residential unit type and block pattern to facilitate at-grade townhouse units which front onto and are accessed from the proposed public streets (see Attachment 1: Site Plan).

The 176 at-grade residential townhouse units are proposed within 24 building blocks on the east portion of the site. Each building block is proposed to contain between six and nine townhouse units. The proposed site layout would result in all townhouse units fronting a public street, such as Islington Avenue, Norseman Street or one of the three new public streets proposed for the site. All units are proposed to be three-storeys (12.4 m) in height. Approximately 70 units are proposed to be 6 m and 7 m wide with garages located in the front of the units and accessed from one of the new public streets. The remaining 106 units are proposed to be 4.3 m wide with garages located at the rear of the units and accessed from 9 m wide private lanes.

Each unit would contain outdoor amenity space either in the form of rear yards for the 6m wide units or front and/or rear balconies for the 4.3 m and 7 m wide units.

A 4,024 m², 25-unit industrial building is proposed along the rear (west) limit of the site fronting a proposed public street. The building is proposed to be two-storeys (13.5 m) in height and is shaped in an "L" configuration with the easterly portion of the building extending along the south limit of the site. The application proposes to remove industrial uses from the zoning that could have an adverse impact on the proposed residential uses such as noise, traffic, odour and other contaminants. Proposed uses would be limited to light industrial, warehouses and office uses that are compatible with the proposed residential uses to the east. Access to the industrial block is proposed from Norseman Street and the proposed public Street 'L'. Truck access and loading would be located at the rear of the building and vehicle parking is proposed at the front of the building. Landscaped areas are proposed along the Norsemen Street frontage and the parking area adjacent to the proposed Street 'L'.
The development concept proposes three new public streets that would separate the residential and industrial uses and provide street address and access to the proposed residential development blocks. Street '1' is proposed to be 18.5 m in width and would extend from Islington Avenue along the south end of the site up to Norseman Street at the northwest corner of the site, separating the proposed residential and industrial blocks. The proposed alignment for Street '1' is generally consistent with that proposed in the Draft Plan of Subdivision application for the previously approved development. Streets '2' and '3' would be new 16.5 m wide public streets that would define and serve the proposed residential development blocks. These streets would connect to each other and to Street 1 to achieve a connected local street network for the development. The development concept also proposes two private lanes which would be connected to and accessible from either Street 1 or Street 2. These lanes would provide access to those blocks which propose rear garages.

The development has been designed to incorporate a number of noise mitigation measures to acoustically screen the proposed residential uses from the industrial properties to the west and the commercial uses to the south. For example, the industrial building would be a minimum of 13 m in height to buffer noise from the industrial properties to the west. The 7 m wide townhouse units in Buildings 6 and 7 have been designed without windows on the rear (south) façade and are proposed to be located along the southern periphery of the site with a minimal 0.6 m setback to buffer noise from the commercial uses to the south. Building 6 would be connected to the industrial building by a 9 m high noise attenuation wall to further screen the interior of the site from adjacent noises sources.

Site and Surrounding Area

The 5 ha site is rectangular in shape, flat and currently vacant. It is located on the southwest corner of Islington Avenue and Norseman Street but does not include the small commercial site on the corner which is occupied by a one-story bank building with a drive-through. Surrounding land uses include:

North: One-storey industrial buildings many of which have been converted to various commercial uses including a four-storey self-storage facility directly across Norseman Street from the site.

South: Retail, service and commercial uses including a “No Frills” supermarket.

East: A low rise residential neighbourhood comprised of detached residences as well as Norseman School, which is a large Junior / Middle school with an integrated community centre.

West: Industrial uses, including the Polytainers food container manufacturing plant that abuts the western edge of the site.
**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 to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

**Official Plan**

The Official Plan, Map 15 – Land Use Plan designates the property as *Mixed Use Areas* (for the larger approximately 3.6 ha east portion of the property fronting Islington Avenue) and as *Employment Areas* (for the smaller approximately 1.4 ha west portion of the site).

*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. They are intended to absorb most of the anticipated increase in retail, office and service employment in Toronto in the coming decades, as well as much of the new housing.

The Official Plan sets out development criteria for *Mixed Use Areas*. Among other criteria, *Mixed Use Areas* will:

- Provide for new jobs and homes for Toronto's growing population;
- Locate and mass new buildings to provide a transition between areas of different development intensity and scale though means such as providing appropriate setbacks and/or a stepping down of heights, particularly towards lower scale Neighbourhoods;
- Locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets;
- Provide good site access and circulation and an adequate supply of parking for residents and visitors; and
- Provide indoor and outdoor recreation space for existing and future area residents.
The development criteria contained in the *Mixed Use Areas* policies are supplemented by development criteria outlined in the Built Form policies in Section 3.1.2 of the Official Plan. The Built Form policies emphasize the importance of ensuring that new development is located, organized and massed to fit with its existing and/or planned context to improve safety while limiting impacts on neighbouring streets, parks, open spaces and properties.

*Employment Areas* are places of business and economic activity which consist of offices, manufacturing, warehousing, distribution, research and development facilities, utilities, media facilities, parks, hotels, retail outlets ancillary to the preceding uses and restaurants and small-scale stores and services that serve area businesses and workers. The development criteria for *Employment Areas* require that development:

- Support the economic function of the *Employment Areas* and the amenity of adjacent areas;
- Provide adequate parking and on-site loading;
- Mitigate the effects of noise, vibration, dust, odours or particulate matter that will be detrimental to other business or the amenity of neighbouring areas;
- Provide landscaping on the front yard and any flanking yard and adjacent to any public parks and open space to create an attractive streetscape and screen parking, loading and service areas; and
- Treat the boundary between *Employment Areas* and residential lands with landscaping, fencing, or other measures to minimize nuisance impacts.

The Plan also identifies the rear (west) *Employment Areas* designation portion of the site as being within an Employment District on Official Plan Map 2 – Urban Structure. To promote and protect Employment Districts, Policy 2.2.4.6 of the Plan states that "Development adjacent to or nearby Employment Districts will be appropriately designed, buffered and/or separated from industries as necessary to mitigate adverse effects from noise, vibration, traffic, odour and other contaminants, and to promote safety and security". The status of the Employment Districts overlay on the lands is discussed in the Official Plan and Municipal Comprehensive Review section below.

**Official Plan and Municipal Comprehensive Review**

At its meeting of December 16 and 17, 2013, City Council approved amended recommendations to a staff report titled *Official Plan and Municipal Comprehensive Reviews: Amendments to the Official Plan for Economic Health and Employment Lands Policies and Designations and Recommendations on Conversion Requests* (dated November 5, 2013). Among other matters, the approved amended recommendations result in the Official Plan being amended to rename *Employment Districts* as *Employment Areas* and that all lands designated *Employment Areas* be included on Map 2 – Urban Structure. For the subject site, this would result in the *Employment Areas* designated portion of the lands continuing to be included on Map 2 – Urban Structure, under the new *Employment Areas* identifier. It was also recommended that the site be designated *Core Employment Area*, which is one of the two land use designations of *Employment Areas*. 
Zoning
The property is zoned Class 1 Industrial Zone (I.C1) under the former Etobicoke Zoning Code. This zoning permits a mix of light industrial, commercial and recreational uses including medical offices, warehousing, community centres, athletic fields, daycares, professional or administrative offices, restaurants, banks, servicing/repair operations, automobile service stations, car washes, public garages, vehicle sales and rental establishments and manufacturing operations, excluding those involving the use of paint and/or varnish, fuel oil storage-yards, asphalt operations and cement works.

On May 9, 2013 City Council enacted City-wide Zoning By-law 569-2013 currently under appeal to the Ontario Municipal Board. The lands were subject to an active development application at the time of enactment of the new Zoning By-law and therefore, the new Zoning By-law does not apply to the lands. However, as the Zoning By-law Amendment associated with the previous development application was never enacted, this application will include an amendment to the new City-wide Zoning By-law to bring the lands into the new Zoning By-law.

Site Plan Control
The proposed development is subject to Site Plan Control. An application has been submitted and is being reviewed concurrently with the subject application.

Draft Plan of Subdivision
A Draft Plan of Subdivision application was submitted with the previous rezoning application for the lands. Draft Approval was not issued as the Zoning By-law to facilitate the previous development was not enacted. The applicant has submitted a revised draft plan of subdivision drawing that reflects the current proposal and three new public streets including the public street connecting Islington Avenue and Norseman Street proposed in the original Draft Plan application. This application is also being reviewed concurrently with the subject application.

Tree Preservation
City of Toronto By-laws provide for the protection of trees situated on both private and City property. A Tree Inventory and Preservation Plan Report were submitted with the application and are currently under review by City staff. The report indicates that 35 trees located on the site and 13 trees located on the public road right-of-way will need to be removed to facilitate the development. Only 3 trees are recommended to be preserved.

Reasons for the Application
As the new City-wide Zoning By-law 569-2013 is under appeal, amendments to the former City of Etobicoke Zoning Code and new Zoning By-law are required.

An amendment to the former City of Etobicoke Zoning Code is required to permit the proposed residential use on the eastern portion of the site and establish appropriate
development standards. An amendment is also required to amend the permitted uses and applicable performance standards to facilitate the proposed industrial building on the western portion of the site.

An amendment to the new City-wide Zoning By-law 569-2013 is required to bring the lands into the new Zoning by-law and establish appropriate use categories and development standards.

**COMMENTS**

**Application Submission**
The following reports/studies were submitted with the application:

- Planning Rationale Report
- Phase 1 and 2 Environmental Site Assessment
- Summary of Environmental Site Condition
- Geotechnical Investigation
- Functional Servicing Reports
- Environmental Noise Feasibility Study Update
- Toronto Green Standard Checklist
- Tree Inventory and Preservation Plan Report

A Notice of Complete Application was issued on December 5, 2013.

**Issues to be Resolved**
The applicant is proposing to redevelop the lands for residential and industrial uses. The proposed uses, site layout and structure are generally consistent with those of the previously approved development for the site. Many of the Official Plan land use and environmental compatibility considerations were addressed and resolved through the previous development application and have been incorporated into the current proposal. This rezoning application proposes modifications to permit at-grade residential townhouses fronting onto public streets, as well as minor modifications to the proposed industrial use.

On a preliminary basis, the following issues have been identified:

- conformity with the City of Toronto Official Plan policies and applicable provincial legislation as it relates to built form;
- appropriate design and integration of the public and private realm, in particular the streetscape along Islington Avenue and Norseman Street;
- conformity of new roads and private lanes with the City's Development Infrastructure Policy and Standards (DIPS);
- compatibility and fit with the physical character of the area;
• review of the Environmental Noise Feasibility Study Update and any associated mitigation measures required to be incorporated into the development proposal arising from the proximity of adjacent employment and commercial uses;
• building/block design and associated impacts;
• site layout and organization;
• consistency with the City's Design Guidelines for Infill Townhouses;
• a review and evaluation of suitable Section 37 community benefits as applicable and appropriate; and
• review of the TGS Checklist for compliance with the Tier 1 performance standards.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

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SIGNATURE

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Neil Cresswell, MCIP, RPP
Director, Community Planning
Etobicoke York District

ATTACHMENTS
Attachment 1: Site Plan
Attachment 2: Elevations Islington Avenue and Norseman Street
Attachment 3: Elevations – Interior Building 21
Attachment 4: Rendering of Industrial Building
Attachment 5: Zoning
Attachment 6: Application Data Sheet
Attachment 1: Site Plan
Attachment 2: Elevations - Islington Avenue and Norseman Street
Attachment 3: Elevations - Interior Building 21
Attachment 4: Rendering of Industrial Building
## Attachment 6: Application Data Sheet

### APPLICATION DATA SHEET

<table>
<thead>
<tr>
<th>Application Type</th>
<th>Rezoning</th>
<th>Application Number:</th>
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<td>Details</td>
<td>Rezoning, Standard</td>
<td>Application Date:</td>
<td>December 5, 2013</td>
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<td>Municipal Address:</td>
<td>1030 and 1040 ISLINGTON AVENUE</td>
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<td>Location Description:</td>
<td>REG COMP PLAN 9875 PT LOT 133 RP 64R11626 PARTS 1 &amp; 2 **GRID W0507</td>
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<td>Project Description:</td>
<td>Proposed amendments to the Etobicoke Zoning Code and new City-wide Zoning By-law 569-2013 to permit a 4,024 m², 25-unit industrial building on the westerly 1.4 hectare of the subject lands and a 176 unit townhouse development on the remaining 3.6 hectares of the subject lands. Three new municipal roads are also proposed to be constructed.</td>
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### Applicant:
- TIFFANY PARK HOMES (ISLINGTON) LTD

### Agent:
- TIFFANY PARK HOMES (ISLINGTON) LTD

### Architect:
- TIFFANY PARK HOMES (ISLINGTON) LTD

### Owner:
- TIFFANY PARK HOMES (ISLINGTON) LTD

### PLANNING CONTROLS

**Official Plan Designation:** Mixed Use Areas/Employment  Site Specific Provision: n/a

**Zoning:** Class 1 Industrial  Historical Status:

**Height Limit (m):** Site Plan Control Area: Yes

### PROJECT INFORMATION

- **Site Area (sq. m):** 50891  **Height:** Storeys: 3  **Metres:** 12.4
- **Frontage (m):** 191  **Depth (m):** 282
- **Total Ground Floor Area (sq. m):** 17039  **Total Residential GFA (sq. m):** 32543  **Parking Spaces:** 459
- **Total Non-Residential GFA (sq. m):** 4024  **Loading Docks:** 25
- **Total GFA (sq. m):** 36567  **Lot Coverage Ratio (%):** 33.4  **Floor Space Index:** 0.71

### DWELLING UNITS

- **Tenure Type:** Freehold  **Above Grade**  **Below Grade**
- **Rooms:** Not provided  **Residential GFA (sq. m):** 32543  0
- **Bachelor:** 0  **Retail GFA (sq. m):** 0  0
- **1 Bedroom:** 0  **Office GFA (sq. m):** 0  0
- **2 Bedroom:** 0  **Industrial GFA (sq. m):** 4024  0
- **3 + Bedroom:** 176  **Institutional/Other GFA (sq. m):** 0  0
- **Total Units:** 176

### CONTACT:

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