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STAFF REPORT ACTION REQUIRED

Lands Formerly Known as 2277 Sheppard Avenue West, 100 Mainshep Road and 3035 Weston Road – Proposed Zoning By-law Amendments – Final Report

Date:	August 17, 2015	
То:	Etobicoke York Community Council	
From:	Director, Community Planning, Etobicoke York District	
Wards:	Ward 7 – York West	
Reference Number:	15 111548 WET 07 TM	

SUMMARY

At its January 13, 2015 meeting, Etobicoke York Community Council requested staff to review the existing Zoning By-law provisions relating to rear yard decks for the recently developed residential subdivisions on lands at the southeast corner of Weston Road and Sheppard Avenue West (formerly known as 2277 Sheppard Avenue West, 100 Mainshep Road and 3035 Weston Road) with a view to bringing forward a report and recommended Zoning By-law Amendments

to permit larger decks of a reasonable size that would provide privacy protection for side by side abutting properties.

This report recommends approval of Zoning By-law Amendments that would permit larger rear yard decks in the subdivisions as described above.

RECOMMENDATIONS

The City Planning Division recommends that:

 City Council amend former City of North York Zoning By-law No. 7625, for the lands formerly known as 2277 Sheppard Avenue West, 100 Mainshep



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Road and 3035 Weston Road substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 3 to the report of the Director, Community Planning, Etobicoke York District dated August 17, 2015.

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

At its meeting on January 13, 2015, Etobicoke York Community Council directed the Director of Community Planning, Etobicoke York District to:

- Review recent Committee of Adjustment rear yard deck variance applications in the residential subdivisions on the lands formerly known as 2277 Sheppard Avenue West, 100 Mainshep Road and 3035 Weston Road;
- Review existing Zoning By-law provisions relating to rear yard decks for these subdivisions with a view to bringing forward a report and a recommended Zoning By-law Amendment to the earliest possible Etobicoke York Community Council meeting to permit larger decks of a reasonable size that would provide privacy protection for side by side abutting properties; and
- Hold a consultation meeting with the community prior to introducing the report and draft Zoning By-law Amendment.

Community Council's direction can be viewed at the following link: <u>http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EY3.50</u>

A Preliminary Report, which recommended that staff be directed to schedule a community consultation meeting was adopted by Etobicoke York Community Council at its meeting on April 14, 2015. The Preliminary Report can be viewed at the following link: <u>http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EY5.4</u>

ISSUE BACKGROUND

Many of the recently constructed single and semi-detached houses in the residential subdivisions on the subject lands were constructed with small rear yard decks attached to the kitchen and living area on the second level of three-storey homes. The decks were constructed in compliance with the approved site-specific Zoning By-law standards. For the purposes of the Zoning Bylaw, these decks are also termed balconies and platforms.

Several owners and occupants of these houses have enlarged or reconstructed their rear yard decks to provide space for a table and chairs and a barbeque/outdoor cooking area that could not be accommodated on the small decks.

The enlargement and reconstruction of these decks has necessitated that each property owner apply to the Committee of Adjustment for relief from the Zoning By-law standards to permit a larger deck.

The Ward Councillor has received comments and concerns from residents in the subdivisions that the existing Zoning By-law provisions do not permit reasonably sized decks and should be amended to avoid individual owners having to obtain relief from the Zoning By-law by filing a Minor Variance application with the Committee of Adjustment.

The issues related to rear yard decks are limited to the single and semi-detached houses in the subdivisions and do not affect the townhouse blocks. Typically, the townhouse blocks have kitchens with direct access to grade, some have limited rear yard depth between the building and a rear garage, and others abut a rear lane with parking and do not have rear yards.

Staff have been directed to review the zoning regulations for rear yard decks in these subdivisions as a result of over 20 applications for deck variances submitted to the Committee of Adjustment between 2013 and 2015. Numerous residents in the subdivisions enlarged their rear yard decks without the benefit of a building permit and were issued Orders to Comply by Toronto Building staff. To remedy the situation, owners were required to seek Minor Variances from the Zoning By-law to legalize the decks that were constructed without approvals.

Site and Surrounding Area

The subdivision on the lands formerly known as 2277 Sheppard Avenue West and 100 Mainshep Road was registered as Plan 66M-2474 in December 2009 and has been developed with single-detached dwellings, semi-detached dwellings and townhouses. A further phase of development proposes stacked townhouses on two blocks fronting Sheppard Avenue West and retail/commercial uses on a third block fronting Sheppard Avenue West.

The residential subdivision on the lands formerly known as 3035 Weston Road was registered as Plan 66M-2503 in January 2013 and is also being developed with single-detached dwellings, semi-detached dwellings and townhouses with lot frontages and areas similar to the abutting subdivision to the north which abuts Sheppard Avenue West.

The abutting land uses are as follows:

- North: On the north side of Sheppard Avenue West is the Weston Heights residential neighbourhood and to the northwest is the Gulfstream residential neighbourhood. To the northeast, west of the Canadian Pacific Railway (CPR) tracks, there are a number of small scale industrial uses located along both sides of Rivalda Road, a dead end industrial street.
- West: Residential uses form the western boundary of the site, beyond which is Weston Road and the Humber River ravine system. Two apartment buildings, each 18 storeys in height, are located at the southeast corner of Weston Road and Sheppard Avenue West. Single-detached dwellings that front Weston Road are located further south.
- East: The CPR tracks form the eastern boundary of the site, beyond which is a large industrial area and Highway 400.

South: To the immediate south of site is St. Basil-The-Great College School. Further to the south is the Humberlea residential neighbourhood.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcomeoriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. 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 Official Plan designates the lands as *Neighbourhoods*, *Mixed Use Areas*, *Employment Areas*, *Parks*, and *Other Open Spaces*. The Zoning By-law Amendment would only apply to the lands designated *Neighbourhoods*. *Neighbourhoods* are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than four storeys.

The Toronto Official Plan is available on the City's website at: www.toronto.ca/planning/official_plan/introduction.htm

Zoning

Several residential zoning categories under former City of North York Zoning By-law No. 7625 apply to the residential blocks within the subdivision including: RM1(65), RM1(92), RM2(42), RM2(50), RM2(51), RM6(162), RM6(180), R5(9) and R7(18). The RM (Multiple-Family Dwelling) and R (One-Family Detached Dwelling) zone categories have specific exceptions, denoted in brackets, to establish site-specific zoning regulations for the residential dwelling types permitted in the subdivisions. The Zoning By-law map for the subdivisions is attached as Attachment 2. The subdivisions are not subject to City-wide Zoning By-law No. 569-2013 as the Zoning By-law Amendments to permit the development of the subdivisions were approved prior to its enactment.

All dwellings in the subdivisions have been constructed in compliance with the Zoning By-law. Decks located above the ground floor are regulated by performance standards that are found in several sections in the By-law, including the 'General Provisions for All Zones' as well as the 'Exceptions' noted above. In these subdivisions, decks are located in the rear yards.

Of the subject dwellings, the single-detached dwellings are zoned R5(9) and R7(18) and the semi-detached dwellings are zoned RM2(42), RM2(50) and RM2(51). Side yard setback requirements are 1.2 m on one side and 0.6 m on the other side for dwellings in the R5(9) and R7(18) zones, and 1.2 m (0.6 m for parts of the dwelling below 3 m above grade) for dwellings in the RM2(42), RM2(50) and RM2(51) zone. For dwellings located on corner lots, the required flankage yard setback is 2.4 m. The single-detached and semi-detached lots in question require a minimum rear yard setback of either 7.0 m or 7.5 m. The maximum size of all decks located at or above the second floor of a dwelling is 3.8 m².

Proposed Amendments to the Zoning By-law

Existing Zoning By-law performance standards and proposed changes are outlined below:

Performance Standard	Currently Standard	Proposed Standard
Maximum platform size	3.8 m ²	12 m^2
Minimum setback from common lot line between units of a semi- detached dwelling	1.8 m	0.6 m
Maximum second floor platform/deck projection into minimum rear yard setback	1.6 m	2.6 m
Maximum stairway projection into minimum rear yard setback	2.1 m	1.2 m beyond deck into rear yard
Maximum platform width	Half the width of the building	Unchanged
Minimum side yard setback for exterior stairs	0.6 m	Unchanged
Maximum platform/deck projection into minimum rear yard setback	2.1 m	Unchanged
Maximum lot coverage for a platform	5%	Unchanged
Minimum side yard setback for a rear projection	0.6 m	Unchanged
Maximum building length	16.8 m	Unchanged

Community Consultation

A community meeting was held on July 6, 2015 at the Carmine Stefano Community Centre to present the proposed Zoning By-law Amendments to members of the community. Approximately 30 members of the public attended along with members of the Ward Councillor's staff and Planning staff.

A summary of questions/concerns raised by attendees is listed below:

- are staircases to be required;
- setback and projection performance standards for staircases;
- maximum deck sizes;
- special consideration for homes on corner lots;
- enclosing the area below decks;
- privacy screening;
- timing of proposed changes;
- outstanding Orders to Comply from Toronto Building; and
- refunds for homeowners who have already applied to the Committee of Adjustment to legalize decks built without permits.

Agency Circulation

The draft Zoning By-law Amendments were circulated to all appropriate agencies and City divisions. Responses received have been used to assist to formulate appropriate By-law standards.

COMMENTS

Planning staff are of the opinion that the maximum permitted deck size should be increased to allow for more practical use, however the desire for larger decks must be balanced with concerns with respect to privacy, rear yard landscaping and stormwater management.

Planning staff are recommending amendments to four performance standards which regulate rear yard decks. The recommended amendments, as well as feedback received from the community, are discussed below.

Provincial Policy Statement and Provincial Plans

The proposed Zoning By-law Amendment is consistent with the Provincial Policy Statement, 2014, and conforms to and does not conflict with the Growth Plan for the Greater Golden Horseshoe.

Deck Sizes, Setback Requirements, Stairs and Enclosures

Currently, the maximum deck size permitted by the Zoning By-law is 3.8 m^2 . The proposed Zoning By-law Amendment would increase the maximum deck size to 12 m^2 . The size was determined by averaging the size of the decks in the subdivisions that have been approved by the Committee of Adjustment. In order to accommodate the increased overall size, Planning staff are also proposing that the Zoning By-law be amended to increase the maximum projection of a deck from 1.6 metres to 2.6 metres beyond the rear wall of the dwelling. Some residents in attendance at the Community Meeting indicated that they felt that 12 m^2 was an appropriate size,

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while others indicated that it was not large enough. One resident within the notification radius informed Planning staff in advance of the meeting that they opposed the size of the proposed deck, citing privacy concerns. No comments were received with respect to the proposed increased deck projection.

Planning staff are of the opinion that 12 m² is an appropriate deck size in this subdivision because it will ensure that an adequate amount of rear yard space is retained for soft landscaping to allow for appropriate outdoor amenity space and stormwater infiltration. Residents in attendance at the community meeting advised staff that backyard flooding and drainage are issues of concern and it is therefore important to ensure that soft landscaping in backyards is retained to allow for as much stormwater infiltration as possible. Further, the proposed maximum deck size, combined with other provisions discussed below, would also ensure that overlook is minimized and that privacy for side by side neighbours is maintained.

For semi-detached dwellings, the Zoning By-law currently requires that a deck be setback from the common lot line by 1.8 metres. Planning staff are recommending that this requirement be reduced to 0.6 metres, which is the same side yard setback for decks on single-detached dwellings and for the outside wall on semi-detached dwellings. Planning staff are mindful of privacy concerns and are recommending that privacy screening be required to a height of 1.8 metres on the side of any deck which is within 1.2 metres of a side lot line. The issue of privacy screening is discussed in more detail below.

A number of the decks for which Orders to Comply were issued were constructed with staircases. Currently, the Zoning by-law permits exterior stairs to project a maximum of 2.1 metres beyond the rear wall of the dwelling. Planning staff are proposing to delete this requirement, and instead limit the maximum projection of a staircase to 1.2 metres beyond a rear deck. It is the opinion of staff that this increased projection would still ensure an adequate amount of rear yard space is retained as soft landscaping. This would allow homeowners to construct larger decks while still allowing for the construction of a staircase. Notwithstanding the proposed new requirement, a deck can be built without an exterior staircase. Additionally, there is no requirement to construct a staircase.

In the Preliminary Report, Planning staff identified the maximum deck width as a performance standard that was proposed to be amended, due to the number of Minor Variances granted for deck width. However, in further consultation with Toronto Building staff, it appears that this variance was identified in error. The provision for deck width only applies to decks built at the first floor of a dwelling, and would not be applicable to decks located at the second floor. There is no maximum width standard in the Zoning By-law for decks located at the second floor or above and Planning staff are not proposing to change this.

One resident in attendance asked if the area below a rear deck could be enclosed. Any homeowner who proposes to enclose the area below a rear deck should submit a request to Toronto Building staff for a Zoning Review to ensure that the proposal would comply with the provisions of the Zoning by-law because it may be considered as a structure and may necessitate Minor Variances.

Decks on Corner Lots

The Zoning By-law permits one platform per dwelling face. A number of residents with corner lots suggested that if a larger deck is permitted in the rear yard then a larger deck should also be permitted in a side yard, thus allowing for a 'wrap-around' deck. Planning staff are of the opinion that since the decks in this subdivision are already significantly raised above the ground (generally between 2.5 and 3 metres), that allowing a 24 m² deck to wrap around the corner of a dwelling would negatively impact the public realm due to overlook concerns. Therefore, Planning staff are not proposing any changes to performance standards which regulate balconies in side yards and are proposing that the increased size only apply to rear yard decks.

Privacy Screening

Currently, there is no Zoning By-law provision requiring privacy screening on rear yard decks. With regard to previous Minor Variance applications seeking larger decks, Planning staff recommended that if the Committee was inclined to support the variance, the owner be required to construct privacy screening to a height of 1.8-1.9 metres above the surface of the deck to minimize side-to-side overlook. The residents at the community meeting were divided on this issue. The residents opposed to privacy screening did not want to incur the additional costs of construction. Those residents in favour of privacy screening felt that it was an appropriate measure to minimize overlook and privacy concerns. Planning staff concur with this position and are therefore recommending that privacy screening to a height of 1.8 metres of a lot line. This would mitigate overlook into neighbouring yards and provide privacy for those residents who choose to retain their original decks.

Outstanding Orders to Comply

Residents in attendance at the community meeting inquired about the status of outstanding Orders to Comply, which have been issued by Municipal Licensing and Standards staff. Toronto Building staff have advised that these Orders are being held until a decision has been rendered on the proposed Zoning By-law Amendment. If the Zoning By-law Amendment is approved, homeowners with existing Orders to Comply will be required to schedule an inspection with a Building Inspector, and if the deck complies with amended Zoning By-law requirements, the Order to Comply will be deemed to be resolved and the file will be closed. Homeowners with decks that do not comply with the amended provisions of the Zoning By-law will be required to modify their decks to comply, or apply to the Committee of Adjustment for Minor Variance(s).

Committee of Adjustment Fee Refunds

The final issue raised by residents who attended the community meeting was the possibility of securing refunds for homeowners in the subdivisions who have already legalized their decks by way of a Committee of Adjustment application. Current Planning application fees were established to reflect the average amount of work undertaken by City staff on the various types of applications. Planning staff are of the opinion refunds are not appropriate because the application review has been completed and the files in question have been closed.

Conclusion

Planning staff are of the opinion that the maximum permitted deck size should be increased to allow for more practical use. A maximum deck size of 12 m^2 would be appropriate for these subdivisions, subject to other performance standards which regulate setbacks and projections, as

applicable. Planning staff are also of the opinion that a requirement for privacy screening in certain situations is desirable to maintain privacy and to minimize overlook into neighbouring yards. The setback and projection limits also serve to ensure that an adequate amount of rear yard space is maintained as soft landscaping to allow for appropriate outdoor amenity space and stormwater infiltration. As such, staff are recommending that the Zoning By-law Amendment be approved by City Council.

CONTACT

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SIGNATURE

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

ATTACHMENTS

Attachment 1: Official Plan Attachment 2: Zoning Attachment 3: Draft Zoning By-law Amendment



Attachment 2: Zoning



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Attachment 3: Draft Zoning By-law Amendment

Authority: Etobicoke York 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 former City of North York Zoning By-law No. 7625, as amended, with respect to the lands formerly municipally known as 2277 Sheppard Avenue West, 100 Mainshep Road and 3035 Weston Road

Whereas Council of the City of Toronto has the authority to pursuant to 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*; and

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

1. Section 64.14(9) Exception Regulations of By-law No. 7625 of the former City of North York is amended by adding the following subsections:

64.14(9) R5(9)

EXCEPTION REGULATIONS

(m) Rear Yard Balconies and Decks

That notwithstanding the provisions of Section 6(24)(a) and Section 6(24)(c) of By-law 7625, as amended, the following provisions shall apply:

- No balcony, porch or deck located in the rear yard and situated more than 1 metre in height above adjacent grade, or gaining access from the second storey of the dwelling:
 - (A) may exceed 12 square metres in area;
 - (B) may project more than 2.6 metres into the minimum rear yard setback; and
 - (C) No exterior stairway may project more than 1.2 metres beyond the balcony, porch or deck.

- (D) No more than one balcony, porch or deck shall be permitted in a rear yard.
- (E) Privacy screening at a height of 1.8 metres shall be required along any side of a balcony, porch or deck located at or above the second storey or gaining access from the second storey of the dwelling that is located within 1.2 metres of a side lot line.
- **2.** Section 64.14-B(18) Exception Regulation (k) of By-law No. 7625 of the former City of North York is deleted and replaced by the following:

64.14-B(18) R7(18)

EXCEPTION REGULATIONS

(k) Rear Yard Balconies and Decks

That notwithstanding the provisions of Section 6(24) of By-law 7625, as amended, the following additional provisions shall apply:

- No balcony, porch or deck located in the rear yard and situated more than 1 metre in height above adjacent grade, or gaining access from the second storey of the dwelling:
 - (A) may exceed 12 square metres in area;
 - (B) may project more than 2.6 metres into the minimum rear yard setback; and
 - (C) No exterior stairway may project more than 1.2 metres beyond the balcony, porch or deck.
 - (D) No more than one balcony, porch or deck shall be permitted in a rear yard.
 - (E) Privacy screening at a height of 1.8 metres shall be required along any side of a balcony, porch or deck located at or above the second storey or gaining access from the second storey of the dwelling that is located within 1.2 metres of a side lot line.
- **3.** Section 64.17(42) Exception Regulations of By-law No. 7625 of the former City of North York is amended by adding the following subsections:

64.17(42) RM2(42)

EXCEPTION REGULATIONS

(n) Rear Yard Balconies and Decks

That notwithstanding the provisions of Section 6(24) of By-law 7625, as amended, the following additional provisions shall apply:

- No balcony, porch or deck located in the rear yard and situated more than 1 metre in height above adjacent grade, or gaining access from the second storey of the dwelling:
 - (A) may exceed 12 square metres in area;
 - (B) may be located within 0.6 metres from the lot line separating the two units of a semi-detached building;
 - (C) may project more than 2.6 metres into the minimum rear yard setback; and
 - (D) No exterior stairway may project more than 1.2 metres beyond the balcony, porch or deck.
 - (E) No more than one balcony, porch or deck shall be permitted in a rear yard.
 - (F) Privacy screening at a height of 1.8 metres shall be required along any side of a balcony, porch or deck located at or above the second storey or gaining access from the second storey of the dwelling that is located within 1.2 metres of a side lot line.
- **4.** Section 64.17(50) Exception Regulation (o) of By-law No. 7625 of the former City of North York is deleted and replaced by the following:

64.17(50) RM2(50)

EXCEPTION REGULATIONS

(o) Rear Yard Balconies and Decks

That notwithstanding the provisions of Section 6(24) of By-law 7625, as amended, the following additional provisions shall apply:

- No balcony, porch or deck located in the rear yard and situated more than 1 metre in height above adjacent grade, or gaining access from the second storey of the dwelling:
 - (A) may exceed 12 square metres in area;
 - (B) may be located within 0.6 metres from the lot line separating the two units of a semi-detached building;

- (C) may project more than 2.6 metres into the minimum rear yard setback; and
- (D) No exterior stairway may project more than 1.2 metres beyond the balcony, porch or deck.
- (E) No more than one balcony, porch or deck shall be permitted in a rear yard.
- (F) Privacy screening at a height of 1.8 metres shall be required along any side of a balcony, porch or deck located at or above the second storey or gaining access from the second storey of the dwelling that is located within 1.2 metres of a side lot line.
- 5. Section 64.17(51) Exception Regulation (o) of By-law No. 7625 of the former City of North York is deleted and replaced by the following:

64.17(51) RM2(51)

EXCEPTION REGULATIONS

(o) Rear Yard Balconies and Decks

That notwithstanding the provisions of Section 6(24) of By-law 7625, as amended, the following additional provisions shall apply:

- No balcony, porch or deck located in the rear yard and situated more than 1 metre in height above adjacent grade, or gaining access from the second storey of the dwelling:
 - (A) may exceed 12 square metres in area;
 - (B) may be located within 0.6 metres from the lot line separating the two units of a semi-detached building;
 - (C) may project more than 2.6 metres into the minimum rear yard setback; and
 - (D) No exterior stairway may project more than 1.2 metres beyond the balcony, porch or deck.
 - (E) No more than one balcony, porch or deck shall be permitted in a rear yard.
 - (F) Privacy screening at a height of 1.8 metres shall be required along any side of a balcony, porch or deck located at or above the second storey or gaining access from the second storey of the dwelling

that is located within 1.2 metres of a side lot line.

Enacted and passed this ~ day of ~, A.D. ~20~.

JOHN TORY, Mayor Ulli S. Watkiss, City Clerk

(Corporate Seal)