SUMMARY

This application proposes an accessory parking lot to the existing Beach United Church, along with a commercial parking component for adjacent residential and commercial uses at 140 Wineva Avenue. The proposal includes a total of 28 spaces; 12 parking spaces would be for the church, while 16 spaces would be for the commercial parking component.

This report reviews and recommends approval of the applications to amend the Official Plan and Zoning By-law.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Official Plan, for the lands at 140 Wineva Avenue substantially in accordance with the draft Official Plan Amendment attached as Attachment No. 5 to report dated May 26, 2017 from the Director, Community Planning, Toronto and East York District.

2. City Council amend Zoning By-law 438-86, for the lands at 140 Wineva...
Avenue substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 6 to report dated May 26, 2017 from the Director, Community Planning, Toronto and East York District.

3. City Council amend City of Toronto Zoning By-law 569-2013 for the lands at 140 Wineva Avenue substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 7 to report dated May 26, 2017 from the Director, Community Planning, Toronto and East York District.

4. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment and/or draft Zoning By-law Amendment as may be required.

5. Prior to the introduction of bills, City Council require the owner to:

a) Revise the Stormwater Management Brief to the satisfaction of the Executive Director, Engineering and Construction Services;

b) Make satisfactory arrangements with the Executive Director, Engineering and Construction Services to pay for and construct improvements to the municipal infrastructure, should it be determined that upgrades are required to the infrastructure to support this development, in accordance with the functional servicing report accepted by the Executive Director, Engineering and Construction Services; and,

c) Submit applications for the removal of two City trees, and permit to injure one private tree, to the satisfaction of the General Manager, Parks, Forestry and Recreation.

DECISION HISTORY
Toronto and East York Community Council (TEYCC) adopted a Preliminary Report at its meeting of January 17, 2017 recommending that staff schedule a community consultation meeting to discuss the proposal with area residents. The Preliminary Report can be accessed at this link.


ISSUE BACKGROUND

Proposal
The proposed development contemplates an accessory parking lot to the existing Beach United Church along with a commercial parking component for adjacent residential and commercial uses. This parking lot will be a surface parking lot with a total of 28 parking spaces, including one accessible parking space. Of these parking spaces, 12 parking spaces will be dedicated to the church as accessory to this existing use. The remaining 16 parking spaces will be available to the public as privately-owned commercial parking.
There is no physical separation proposed between the church parking spaces and the commercial parking spaces. The proposed development will also provide for enhanced landscaping and lighting for the subject property.

The development initially also proposed a vehicle drop-off area for patrons of the church. The applicant has stated their intent to remove this vehicle drop-off area from the Site Plan Control proposal to address Transportation Services and Planning staff concerns.

Refer to Attachment No. 1 for the Site Plan drawings. Refer to Attachment No. 4 for project data.

On December 22, 2016, the City received an application to amend the Official Plan for 140 Wineva Avenue. The application to amend the Official Plan was processed concurrently with the application to amend the Zoning By-law.

**Site and Surrounding Area**

The site is located north of Queen Street East on the west side of Wineva Avenue. The property is approximately 0.21 hectares (0.53 acres) in size and is rectangular in shape, with a frontage of 57.91 metres and a depth of 37.45 metres.

The Beach United Church is located on the subject property. The church was built in 1912 and does not hold any municipal, provincial or federal heritage designations. The church was renovated in 2012, adding a second storey and removing a rear portion of the building at the southern end of the site. The southern portion of the property is currently vacant and is not paved. There are no trees on the subject property except for bushes located around the lot edges. The lands on which the proposed parking lot is to be located have been graded.

Uses surrounding the site include:

North: Detached and semi-detached residential dwellings, Williamson Road Junior Public School, Glen Ames Senior Public School, Beaches Recreation Centre;

East: Detached and semi-detached residential dwellings, Ivan Forrest Gardens;

South: Retail and restaurant uses along Queen Street East, single- and semi-detached residential dwellings, Kew Gardens; and,

West: Detached and semi-detached residential dwellings.

**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 outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council’s planning decisions are required, by the Planning Act, 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, as the case may be, with the Growth Plan for the Greater Golden Horseshoe.

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

**Official Plan**

The property is designated *Neighbourhoods* in the Official Plan. Refer to Attachment No. 3 for the Official Plan land use designation map. *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. Parks, low scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in *Neighbourhoods*.

Areas designated as *Neighbourhoods* within the Official Plan are generally not intended for redevelopment purposes or intensification; they are intended to be stable areas where redevelopment respects and reinforces the existing built form. A key objective of the Official Plan is to guide new development to respect and reinforce the general physical patterns in a *Neighbourhood*.

Policy 4.1.1 in the Official Plan states: “Low scale local institutions play an important role in the rhythm of daily life in *Neighbourhoods* and include such uses as: schools, places of worship, community centres, libraries, day nurseries and private home daycare, seniors and nursing homes and long-term care facilities, public transit facilities, utility and telecommunications installations, and public services and facilities provided by the local, provincial and federal governments.”

Policy 4.1.3 in the Official Plan states: “Small-scale retail, service and office uses are permitted on properties in *Neighbourhoods* that legally contained such uses prior to the approval date of this Official Plan. New small-scale retail, service and office uses that are incidental to and support *Neighbourhoods* and that are compatible with the area and do not adversely impact adjacent residences may be permitted through an amendment to the Zoning By-law, where required, on major streets shown on Map 3, with the exception of portions of streets which have reversed lot frontages. To maintain the residential amenity of *Neighbourhoods*, new small-scale retail, service and office uses will:
Policy 4.1.5 in the Official Plan states: "Development in established Neighbourhoods will respect and reinforce the existing physical character of the neighbourhood, including in particular:

a) patterns of streets, blocks and lanes, parks and public building sites;
b) size and configuration of lots;
c) heights, massing, scale and dwelling type of nearby residential properties;
d) prevailing building type(s);
e) setbacks of buildings from the street or streets;
f) prevailing patterns of rear and side yard setbacks and landscaped open space;
g) continuation of special landscape or built-form features that contribute to the unique physical character of a neighbourhood; and
h) conservation of heritage buildings, structures and landscapes.

No changes will be made through rezoning, minor variance, consent or other public action that are out of keeping with the physical character of the neighbourhood."

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

**Official Plan Amendment 320**

As part of the City's ongoing Official Plan Five Year Review, City Council adopted Official Plan Amendment No. 320 (OPA 320) on December 10, 2015. OPA 320 strengthens and refines the Healthy Neighbourhoods, Neighbourhoods and Apartment Neighbourhoods policies to support Council’s goals to protect and enhance existing neighbourhoods and to allow limited infill on underutilized apartment sites in Apartment Neighbourhoods.

The Minister of Municipal Affairs approved and modified OPA 320 on July 4, 2016. The Ministry received 57 appeals to OPA 320 and it has been appealed in its entirety. As a result, OPA 320 as approved and modified by the Minister is relevant but not determinative in terms of the Official Plan policy framework.

The site is zoned R2 Z0.6 in the former City of Toronto Zoning By-law 438-86 and R (d0.6) (x771) in the City of Toronto Zoning By-law 569-2013. The zoning permits a variety of residential uses, as well as some small-scale retail and services uses, community services, libraries and municipally owned public parking lots. Refer to Attachment No. 2 for the zoning map.
**Site Plan Control**
The proposed development is subject to Site Plan Control. An application for Site Plan Control (16 216600 STE 32 SA) has been submitted and is being reviewed concurrently with the Official Plan and Zoning Amendment applications.

**Design Guidelines for 'Greening' Surface Parking Lots**
The Design Guidelines for 'Greening' Surface Parking Lots provide specific strategies and measures which developers, designers and reviewers of surface parking lots can apply to help meet Official Plan policies and environmental performance targets of the Toronto Green Standard. The guidelines are designed to deal with common urban design and environmental challenges found within and around surface parking lots. The application has been reviewed against these guidelines.

**Reasons for Application**
An Official Plan Amendment application is required because the proposed development would result in a small-scale service use in the form of commercial parking for nearby residential and commercial uses on a street that is not shown as a Major Street on Map 3 of the Official Plan.

A Zoning By-law Amendment application is required because the proposed development does not comply with provisions of both Zoning By-laws 438-86 and 569-2013, as amended. While parking for the church is a permitted use as-of-right, parking for off-site adjacent residential and commercial uses is not permitted by either Zoning By-law.

**Community Consultation**
Through the direction of Toronto and East York Community Council, Planning staff hosted a Community Consultation Meeting (CCM) at the Beach United Church at 140 Wineva Avenue on January 18, 2017. The meeting was attended by approximately 10 community members and the local Councillor who engaged in a discussion about the Official Plan and Zoning Amendments needed to facilitate the development proposal.

A summary of the various issues raised related to the proposed development at the CCM are as follows:

- Traffic impacts on Wineva Avenue and surrounding streets due to additional cars utilizing the parking lot;
- Operational aspects of the parking lot;
- The loss of open space in front of the existing church; and,
- Impacts on adjacent residential properties on lands designated Neighbourhoods.
Several members of the public also submitted comments via electronic correspondence covering the issues raised above.

**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 Official Plan and By-law standards.

**COMMENTS**

**Provincial Policy Statement and Provincial Plans**

Staff have reviewed the proposal and have determined that it is consistent with the PPS as it redevelops an underutilized site to a form that is consistent with the area context. The proposed development does not conflict with the Growth Plan for the Greater Golden Horseshoe.

**Land Use**

Generally, the Official Plan does not anticipate commercial parking in *Neighbourhoods*. Review of location-specific circumstances through case-by-case review may occasionally result in a proposal that is supportable by City Planning staff and represents good planning.

In this case, the proposal reflects the Official Plan’s objective to provide a small-scale service use that is compatible with permitted uses on the existing site. A parking lot that is ancillary only for the existing church use would be permitted by the Zoning By-law. The site is located immediately adjacent properties designated *Mixed Use Areas* that accommodate active street-related retail and commercial uses along Queen Street East. The existing church building buffers some (though not all) residential uses adjacent to the property.

Allowing 16 of the 28 parking spaces to be used by adjacent residential and commercial properties would provide an amenity for nearby residential and commercial uses in the general vicinity of the subject property where parking is generally in short supply.

Planning staff have evaluated potential negative impacts from both parking lot light standards and vehicular lighting on surrounding residential uses. These potential negative impacts can be mitigated through evaluation of a comprehensive lighting plan and screening features through the landscape plan, which will then be secured through the Site Plan Control application.

**Parking and Access**

Transportation Services has reviewed the parking requirements for the existing church. 28 parking spaces are proposed, where 12 spaces would be allocated for the existing church and 16 parking spaces would be for non-church uses. Transportation Services finds the proposed parking supply for the church acceptable.
Vehicle access to Wineva Avenue is located near the southern limit of the subject property and provides for access from the north and egress to the south due to the one-way nature of Wineva Avenue.

The development initially also proposed a vehicle drop-off area for patrons of the church. The applicant has stated their intent to remove this vehicle drop-off area to address Transportation Services and Planning staff concerns.

There is no physical separation proposed between the church parking spaces and the commercial parking spaces. The commercial parking spaces will be noted with visual signage and pavement markings.

The detailed design of the parking space and access arrangements will be secured through the Site Plan Control application.

**Servicing**

Servicing connections for the subject property have been reviewed by Engineering and Construction Services. Revisions to the submitted Stormwater Management Brief are required in order to evaluate whether the capacity of the storm sewers and sanitary infrastructure are sufficient for the entire site. The submitted brief does not take into account the existing church on the north portion of the site, which had previously been evaluated in 2012 during the renovation of the church. This analysis should be completed prior to the enactment of the bills.

**Open Space/Parkland**

The Official Plan contains policies to ensure that Toronto's system of parks and open spaces are maintained, enhanced and expanded. Map 8B of the Toronto Official Plan shows local parkland provisions across the City. The lands which are the subject of this application are in an area with 0.43 to 0.79 hectares of local parkland per 1,000 people. The site is in the second lowest quintile of current provision of parkland. The site is not in a parkland acquisition priority area, as per Chapter 415, Article III of the Toronto Municipal Code.

The non-residential nature of this application is subject to a 2% parkland dedication. In total, the parkland dedication requirement is 28.4 square metres. In accordance with Chapter 415, Article III of the Toronto Municipal Code, the applicant is required to satisfy the parkland dedication requirement through cash-in-lieu.

The applicant is required to satisfy the parkland dedication requirement through cash-in-lieu. This is appropriate as a dedication of 37 square metres is not of a suitable size to develop a programmable park within the existing context of this development site. The site also does not abut an existing city park which could be expanded through this dedication.

The actual amount of cash-in-lieu to be paid will be determined at the time of issuance of the building permit.
**Toronto Green Standard**

In 2013, City Council updated the two-tiered Toronto Green Standard (TGS) that was adopted by City Council on October 27, 2009. 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.

The applicant is required to meet Tier 1 of the TGS. Toronto Green Standard requirements related to water efficiency, tree canopy, and native species plantings will be secured through drawings submitted for Site Plan Approval. Site Plan review of the proposal is also subject to Council's adopted "Design Guidelines for Greening Surface Parking Lots".

**CONCLUSION**

Planning staff have reviewed the application to amend the Official Plan and Zoning By-laws for 140 Wineva Avenue and are satisfied that the proposed parking lot is appropriate. Planning staff recommends approval of the proposed Official Plan and Zoning amendment applications. Bills should be withheld subject to the applicant satisfying the outstanding matters indicated in this report.

**CONTACT**

Jason Tsang, Assistant Planner  
Tel. No. 416-392-4237  
E-mail: jtsang2@toronto.ca

**SIGNATURE**

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

(P:\2017\Cluster B\pln\TEYCC\15676128017.doc) - smc

**ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: Zoning  
Attachment 3: Official Plan  
Attachment 4: Application Data Sheet  
Attachment 5: Draft Official Plan Amendment  
Attachment 6: Draft Zoning By-law Amendment to By-law 438-86  
Attachment 7: Draft Zoning By-law Amendment to By-law 569-2013
Attachment 3: Official Plan

140 Winewa Avenue

Extract from Official Plan

Site Location
Neighbourhoods
Natural Areas
Mixed Use Areas
Parks

Not to Scale
6/27/2017

16 216570 STE 32 OZ
16 269861 STE 32 OZ

Staff report for action – Final Report – 140 Wineva Avenue
Attachment 4: Application Data Sheet

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<th>Application Type</th>
<th>Official Plan and Zoning Amendments</th>
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<tr>
<td>Details</td>
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<td>Location Description</td>
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<td>Project Description</td>
<td>Rezoning application to construct a surface parking lot providing: 1), accessory parking for an existing place of worship (i.e. - a parking station); and 2) commercial parking as a separate principal use of the lot, with 16 parking spaces available for charge (i.e. a commercial parking lot).</td>
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<td>Applicant</td>
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<td>Agent</td>
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PLANNING CONTROLS

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PROJECT INFORMATION

| Site Area (sq. m):         | 2111          |
| Frontage (m):             | 57.91         |
| Depth (m):                | 37.45         |
| Total Ground Floor Area (sq. m): | 0 | Total |
| Total Residential GFA (sq. m): | 0 | Parking Spaces: | 28 |
| Total Non-Residential GFA (sq. m): | 1374 | Loading Docks | 0 |
| Total GFA (sq. m):        | 1374          |
| Lot Coverage Ratio (%):   | 32.8          |
| Floor Space Index:        | 0.65          |

DWELLING UNITS

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CONTACT: PLANNER NAME: Jason Tsang, Assistant Planner

TELEPHONE: 416-392-4237
Attachment 5: Draft Official Plan Amendment

Authority: Toronto and East 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 adopt an amendment to the Official Plan
for the City of Toronto
respecting the lands known municipally in the year 2016 as
140 Wineva Avenue

WHEREAS authority is given to Council under the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law;

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. The attached Amendment No. ~ to the Official Plan is hereby adopted pursuant to the Planning Act, as amended.

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

JOHN TORY,
Mayor

ULLI S. WATKISS,
City Clerk

(Corporate Seal)
The Official Plan of the City of Toronto is amended as follows:

1. Chapter 7, Site and Area Specific Policies, is amended by adding Site and Area Specific Policy No. 535 for lands known municipally in 2016 as 140 Wineva Avenue, as follows:

   535. Commercial parking is permitted on a maximum of 16 parking spaces in a surface parking lot that is ancillary to a place of worship.

2. Chapter 7, Map 32, Site and Area Specific Policies, is revised to add the lands known municipally in 2016 as 140 Wineva Avenue shown on the map above as Site and Area Specific Policy No. 535.
Attachment 6: Draft Zoning By-law Amendment to By-law 438-86

~The Draft By-law will be made available on or before the June 13, 2017 Toronto and East York Community Council~
Attachment 7: Draft Zoning By-law Amendment to By-law 569-2013

~The Draft By-law will be made available on or before the June 13, 2017 Toronto and East York Community Council~