

2654-2668 Bayview Avenue - Zoning By-law Amendment and Draft Plan of Subdivision Applications – Preliminary Report

Date: October 9, 2020

To: North York Community Council

From: Acting Director, Community Planning, North York District

Wards: Ward 15- Don Valley West

Planning Application Number: 18 140522 NNY 25 OZ and 20 163635 NNY 15 SB

Current Use: Four detached residential dwellings

SUMMARY

A Request for Interim Direction Report for a proposal for 2654-2660 Bayview Avenue was before North York Community Council on July 4, 2018, and was adopted by City Council at its meeting on July 23, 2018. The 2018 proposal was for the development of eight, 3 1/2 storey townhouse units fronting on Bayview Avenue and seven, 2 1/2 storey detached dwelling units accessed from a private street at the rear. The Request for Interim Direction Report responded to an application which had been submitted to the City and was in the early stages of review. Due to the timing of the Zoning By-law Amendment application submission, the proposal would have been able to have been appealed to the Local Planning Appeal Tribunal due to a lack of decision during the election break in Council's meeting schedule (July to December 2018). The report set out the preliminary issues related to the application and made an initial determination as to whether or not the application was consistent with the Provincial Policy Statement (2014) and conformed with the Growth Plan for the Greater Golden Horseshoe (2017). A Community Consultation Meeting for the 2018 proposal was not held as the applicant indicated they were looking to acquire additional properties and revise their proposal.

Since the time of the original submission, the application has been revised to include an additional property at 2668 Bayview Avenue, as well to include an application for Draft Plan of Subdivision. The revised application now proposes twelve, 3-storey townhouse dwelling units fronting onto Bayview Avenue and five, 2 1/2-storey detached dwelling units at the rear of the site accessed via a new public street on the lands municipally known as 2654-2668 Bayview Avenue.

This report provides information and identifies a preliminary set of issues regarding the revised application located at 2654-2668 Bayview Avenue. Staff are currently reviewing the application which has been circulated to all appropriate agencies and City divisions for comment. Staff are targeting a Community Consultation Meeting for Q4 2020.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 2654-2668 Bayview Avenue together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

Adopting this report will have no financial impact beyond what has already been approved in the current year's budget.

DECISION HISTORY

A Request for Interim Direction Report was before North York Community Council on July 4, 2018, and was adopted by City Council at its meeting on July 23, 2018 for a proposal for 2654-2660 Bayview Avenue. A Community Consultation Meeting for the 2018 proposal was not held. The Request for Interim Direction Report is available via the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.NY32.14>

ISSUE BACKGROUND

Application Description

The subject site is an assembly of four lots located on Bayview Avenue, between York Mills Road and Highway 401 that are municipally known as 2654, 2656, 2660 and 2668 Bayview Avenue (see Attachment 2: Location Map).

The subject site is rectangular in shape with a frontage of approximately 98 metres on Bayview Avenue and a varying depth of 63 to 91 metres. The total site area is 0.77 hectares (7,716.5 square metres). The site is currently occupied by four detached dwellings that range in height from 1 to 3-storeys, which are proposed to be demolished as part of this development application.

The application has been revised and now proposes to amend the Zoning By-law for the lands at 2654-2668 Bayview Avenue to permit the construction of twelve, 3-storey townhouse dwelling units fronting onto Bayview Avenue and five, 2 1/2-storey detached dwelling units at the rear of the site that would be accessed via a new public street.

The proposed townhouse units would consist of two blocks of 6 townhouses fronting onto Bayview Avenue bisected by a new public street. The townhouse units are proposed to be three storeys in height, plus a roof access vestibule which provides

access to an exterior amenity space in the form of a roof terrace, oriented towards Bayview Avenue. The overall height of the townhouse units is proposed to be 12 metres (15 metres to top of roof access vestibule), and will have a frontage of approximately 5.9 metres and a depth of 14.5 metres. Two parking spaces are proposed per dwelling unit within a private integral garage.

The proposed detached dwelling units are proposed to be 2 1/2-storeys in height with a maximum height of 10 metres and a maximum density of 0.6 times the lot area. The proposed lot frontages for the detached dwellings range from 14.8 metres to 18.9 metres in width, with lot areas that range from 732 square metres to 1,237 square metres. The applicant has not submitted architectural plans for the detached dwellings at this time.

A new 16.5 metre east-west public street and cul-de-sac is proposed as part of the revised application. The new public street is proposed to provide vehicular access to each townhouse unit via north-south private lanes. Each detached dwelling will have access from the public street via individual driveways.

Detailed project information is found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 5 through 8 of this report, for the site plan drawing, the building elevations, and for a three dimensional representation of the project in context.

POLICY CONSIDERATIONS

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, includes: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. This new growth plan replaces the previous Growth Plan for the Golden Horseshoe, 2019. The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Toronto Official Plan

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The Planning Act of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation.

Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The subject site is designated Neighbourhoods on Map 16 of the Official Plan (see Attachment 3: Official Plan Land Use Map). The Official Plan identifies that Neighbourhoods are 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 Official Plan contains specific development criteria related to lands designated Neighbourhoods. No changes will be made through rezoning that are out of keeping with the physical character of the neighbourhood. Policy 4.1.5 further states that the prevailing building type will be the predominant form of development in the neighbourhood.

Section 2.3.1 - The Healthy Neighbourhoods

The Healthy Neighbourhood policies of the Official Plan state that Neighbourhoods are considered to be physically stable areas. Development within Neighbourhoods will be consistent with this objective and will respect and reinforce the existing physical character of buildings, streetscapes and open space patterns in these areas.

Section 3.1.1 – The Public Realm

The Plan recognizes the importance of good design in the creation of a great city. The policies contained in this section emphasize the need for new development to improve the public realm (streets, sidewalks and open spaces) for pedestrians.

Section 3.1.2 – Built Form

The Official Plan built form policies in Section 3.1.2 require new development to be massed to fit harmoniously into its existing and/or planned context, and limit its impacts on neighbouring streets, parks, open spaces and properties. This can be achieved by creating appropriate transitions in scale to neighbouring existing and/or planned buildings for the purpose of achieving the objective of this Plan, while providing adequate light and privacy, amongst other things.

All other relevant Official Plan policies will be considered in the evaluation of this development proposal. This application will be reviewed against the official plan policies described above as well as the policies of the Toronto Official Plan as a whole.

The Toronto Official Plan can be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/>

Townhouse and Low-rise Apartment Guidelines

At its meeting of March 26, 2018, City Council amended and adopted the recommendation in the report providing a comprehensive update to the City's Infill Townhouse Guidelines. The Infill Townhouse Guidelines provided a framework for site design and built form to achieve good urban design and an appropriate scale and form of development for applications proposing low-rise, grade related residential units constructed in rows or blocks. The updated Townhouse and Low-Rise Apartment Guidelines replaces, and further clarify and expand upon the previous guidelines to reflect current trends and best practices for a broader range of multi-dwelling development up to four storeys in height.

The City Council decision on the Townhouse and Low-Rise Apartment Guidelines can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG27.5>

The Townhouse and Low-Rise Apartment Guidelines (2018) can be viewed at:

<https://www.toronto.ca/legdocs/mmis/2018/pg/bgrd/backgroundfile-112536.pdf>

Bayview Townhouse Design Guidelines

At its meeting of December 18, 2013, City Council directed staff to undertake a study of Bayview Avenue, from Highway 401 to Lawrence Avenue East, to review the appropriate development framework for the lots abutting Bayview Avenue, in terms of townhouse development. At its meeting of December 10, 2015, City Council adopted the final Bayview Townhouse Design Guidelines.

The Guidelines are intended to provide direction for how proposed townhouse developments fronting on Bayview Avenue can be developed to ensure they fit with the existing and planned neighbourhood context. The Guidelines consider matters such as lot size and configuration, building type, location and organization of buildings, built form, massing, access, parking, and servicing and utilities.

The Bayview Townhouse Guidelines are available in three attachments on the City's website at:

<https://www.toronto.ca/legdocs/mmis/2015/ny/bgrd/backgroundfile-85353.pdf>

<https://www.toronto.ca/legdocs/mmis/2015/ny/bgrd/backgroundfile-85354.pdf>

<https://www.toronto.ca/legdocs/mmis/2015/ny/bgrd/backgroundfile-85355.pdf>

Zoning By-laws

The subject site is zoned R2, One-Family Detached Dwelling Second Density Zone in the former City of North York Zoning By-law 7625, as amended (see Attachment 4a: Zoning By-law 7625 Map). In the R2 zone, the minimum required frontage is 21 metres and minimum required lot area is 975 square metres.

The maximum permitted lot coverage is 30% and the maximum building height is 9.5 metres (3-storeys). Townhouses are not permitted in this zone.

The subject site is zoned RD (f30.0; a1850) Residential Detached Zone in Zoning By-law 569-2013, as amended (see Attachment 4b: Zoning By-law 569-2013 Map). Within this area, the minimum required lot frontage is 30 metres, and the minimum required lot area is 1,850 square metres. The maximum permitted lot coverage is 30% and the maximum building height is 11.5 metres (3-storeys). Townhouses are not permitted in the RD zone.

Site Plan Control

The site and development proposal are subject to Site Plan Control. A Site Plan Control application has not been submitted to date.

COMMENTS

Reasons for the Application

The development proposal requires Zoning By-law Amendments to both the former City of North York Zoning By-law 7625, as amended, and to the Toronto Zoning By-law 569-2013, as amended. Amendments are required in order to:

- Allow the townhouse units;
- Allow for reduced lot frontages and lot areas for the proposed detached lots;
- Allow for increased building heights; and
- Allow for increased lot coverage.

Additional site-specific development performance standards such as setbacks, landscaped open space, and parking, would also be required in order to allow the redevelopment on the site.

A Draft Plan of Subdivision has also been submitted to implement the proposal and establish the two blocks of townhouses, the new public street, and the creation of the 5 residential lots for the detached dwellings.

ISSUES TO BE RESOLVED

Agency Circulation

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified.

Provincial Policies and Plans Consistency and Conformity

One of the key policy directions expressed in the PPS is to build strong communities by promoting efficient development and land use patterns. To that end, the PPS contains a number of policies that promote intensification, redevelopment and compact built form, particularly in areas well-served by public transit.

The applicant's proposal is being evaluated against the PPS (2020) to establish the application's consistency with the PPS (2020).

The Growth Plan (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The Growth Plan supports intensification within built-up urban areas, particularly in proximity to transit.

The applicant's proposal is being evaluated against the policies of the Growth Plan (2020) to establish the applications conformity with the Plan.

Official Plan Conformity

Staff will evaluate this planning application to determine its conformity with the Official Plan, including the application's conformity with the Healthy Neighbourhoods policies in Chapter 2, the Built Form and Public Realm policies in Chapter 3 and the Neighbourhoods policies in Chapter 4. The character of Bayview Avenue is evolving as a result of the adoption of the Bayview Townhouse Guidelines (applicable south of Highway 401) and will also be evaluated in this context.

Built Form, Planned and Built Context

The suitability of the proposed height, massing, and other built form issues will be evaluated in terms of the surrounding context and impacts on adjacent properties as well as consistency with the Neighbourhoods policies of the Official Plan, the Provincial Policies, Townhouse and Low Rise Apartment Guidelines, and the Bayview Townhouse Design Guidelines. Staff are concerned that the height of the townhouses in particular may not respond appropriately to the guidelines and context.

The proposed lot frontages and areas, landscaped open space, lot coverage, building setbacks and heights of the proposed detach dwellings will be evaluated against the existing context and the impacts on the adjacent Neighbourhoods. The proposed lot frontages, overall building height, and landscaped open space of the townhouse blocks fronting Bayview Avenue will be evaluated. The detached dwellings, in particular, may not represent appropriate infill in terms of their coverage and lot sizes, but require further evaluation. Staff will review the angular planes in addition to the quality and design of the building facades of both the townhouse blocks and the detached dwellings as part of this application.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). An Arborist Report and Tree Protection Plan have been submitted as part of the Zoning Amendment application and are currently being reviewed by Urban Forestry Staff.

The city's Official Plan has policies that call for an increase in the amount of tree canopy coverage. City Council has adopted the objective of increasing the existing 17 percent tree canopy coverage to between 30 to 40 percent. As such the retention of the existing canopy and planting of large growing shade trees on both public and private lands should be an important objective for all development projects.

The tree inventory documented 118 trees on and within 6 metres of the subject site. The applicant has indicated that they propose to remove 102 trees as part of the development application. Urban Forestry Services has indicated that they do not support the removal of 6 of the trees located on City-owned property. They have indicated that four of the six City-owned trees are outside of the construction area and alternative landscaping including grading, is possible for their retention.

Urban Forestry staff have identified that a redesign of the site plan would provide opportunities such as preserving rear yard trees to maintain the neighbourhood character and established tree canopy. Several of the trees on private property could be retained as part of the development. They have suggested that rear yard setback should be soft landscaped, and that maintaining mature trees along the property lines is important in providing visual buffering and privacy for the established homes.

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 1.57 to 2.99 hectares of local parkland per 1,000 people. The site is in the second highest quintile of current provision of parkland. The site is in a parkland acquisition priority area, as per Chapter 415, Article III, of the Toronto Municipal Code.

This application is for a low-rise residential development consisting of 17 residential units on a site area of 7,716m². 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 residential component of this proposal is subject to a cap of 10% parkland dedication.

The value of the cash-in-lieu of parkland dedication will be appraised through Real Estate Services. The appraisal will be conducted upon the submission of an application for the first above ground building permit and is valid for six months. Payment will be required prior to the issuance of said permit.

Infrastructure/Servicing Capacity

Staff are reviewing the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, etc.) to accommodate the proposed development.

City staff are currently reviewing Servicing and Stormwater Management Reports as part of the application. The review will evaluate the effects of the development on the City's municipal servicing infrastructure and watercourses and identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure necessary to provide for adequate servicing.

Transportation and Roads

The applicant submitted a Transportation Impact Study with their application. The purpose of which is to evaluate the effects of the proposed development on the transportation system, but also to suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development. Staff are reviewing the Transportation Impact Study.

Map 3 of the City's Official Plan identifies Bayview Avenue as having a right-of-way width of 27 metres at the location of the subject site. In accordance with the City's Official Plan requirements, a 0.4 metre road widening along the Bayview Avenue site frontage is required in order to satisfy the Official Plan right-of-way width requirement.

The Draft Plan of Subdivision proposes a new 16.5m wide metre road as part of the application. The proposed new road will terminate in a cul-de-sac and provide driveway connections to the townhouse blocks and detached houses.

Transportation Services will review the applicant's submission and the design of the proposed cul-de-sac against the City's Development Infrastructure Policy & Standards (DIPS).

Streetscape and Public Realm

The Official Plan contains policies that emphasize the need for new development to improve the public realm (streets, sidewalks and open spaces) for pedestrians. Staff will review the proposed sidewalk widths along Bayview Avenue and the new public street, the landscaping proposed for the townhouse blocks, the relationship between the new private laneway and the proposed detached dwellings.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured in the Zoning By-law, on site plan drawings and through a Site Plan Agreements.

The applicant is required to meet Tier 1 of the TGS. Performance measures for the Tier 1 development features will be secured through Zoning By-law standards and on plans secured through the Site Plan Control Application.

Other Matters

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

CONTACT

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SIGNATURE

Giulio Cescato, Acting Director
Community Planning, North York District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: Application Data Sheet
Attachment 2: Location Map
Attachment 3: Official Plan
Attachment 4a: Former North York Zoning By-law 7625
Attachment 4b: City of Toronto Zoning By-law 569-2013
Attachment 5: Site Plan
Attachment 6a: East Elevation (Front) Block 1
Attachment 6b: West Elevation (Rear) Block 1
Attachment 7a: East Elevation (Front) Block 2
Attachment 7b: West Elevation (Rear) Block 2
Attachment 8a: 3D Massing Looking Northwest
Attachment 8b: 3D Massing Looking Southeast

Attachment 1: Application Data Sheet

Municipal Address: 2654-2668 BAYVIEW AVE **Date Received:** April 9, 2018 (OZ)
July 6, 2020 (SB)

Application Number: 18 140522 NNY 25 OZ and 20 163635 NNY 15 SB

Application Type: OPA / Rezoning, Rezoning

Project Description: The application has been revised and now proposes to amend the Zoning By-law for the lands at 2654-2668 Bayview Avenue to permit the construction of twelve, 3-storey townhouse dwelling units fronting onto Bayview Avenue and five, 2 1/2-storey detached dwelling units at the rear of the site that would be accessed via a new public street. The proposed townhouse units would consist of two blocks of 6 townhouses fronting onto Bayview Avenue bisected by a new public street. The overall height of the townhouse units is proposed to be 12 metres (15 metres to top of roof access vestibule), and will have a frontage of approximately 5.9 metres and a depth of 14.5 metres. Two parking spaces are proposed per dwelling unit within a private integral garage. The proposed detached dwelling units are proposed to be 2 1/2-storeys in height with a maximum height of 10 metres and a maximum density of 0.6 times the lot area. The proposed lot frontages for the detached dwellings range from 14.8 metres to 18.9 metres in width, with lot areas that range from 732 square metres to 1,237 square metres.

Applicant
BAYTREE ESTATES INC.

Agent
WND

Architect
Impressions Group and
Z Square Consulting

EXISTING PLANNING CONTROLS

Official Plan Designation: Neighbourhoods

Site Specific Provision: N

Zoning: RD (f30.0; a1850) (x975)

Heritage Designation: N

Height Limit (m): 11.5

Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 7,716 Frontage (m): 97 Depth (m): 92

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	1,213		1,113	1,113
Residential GFA (sq m):	1,258		3,340	3,340
Non-Residential GFA (sq m):				
Total GFA (sq m):	1,258		3,340	3,340
Height - Storeys:	2		3	3
Height - Metres:	12		12	

Lot Coverage Ratio (%): 14.42 Floor Space Index: 0.43

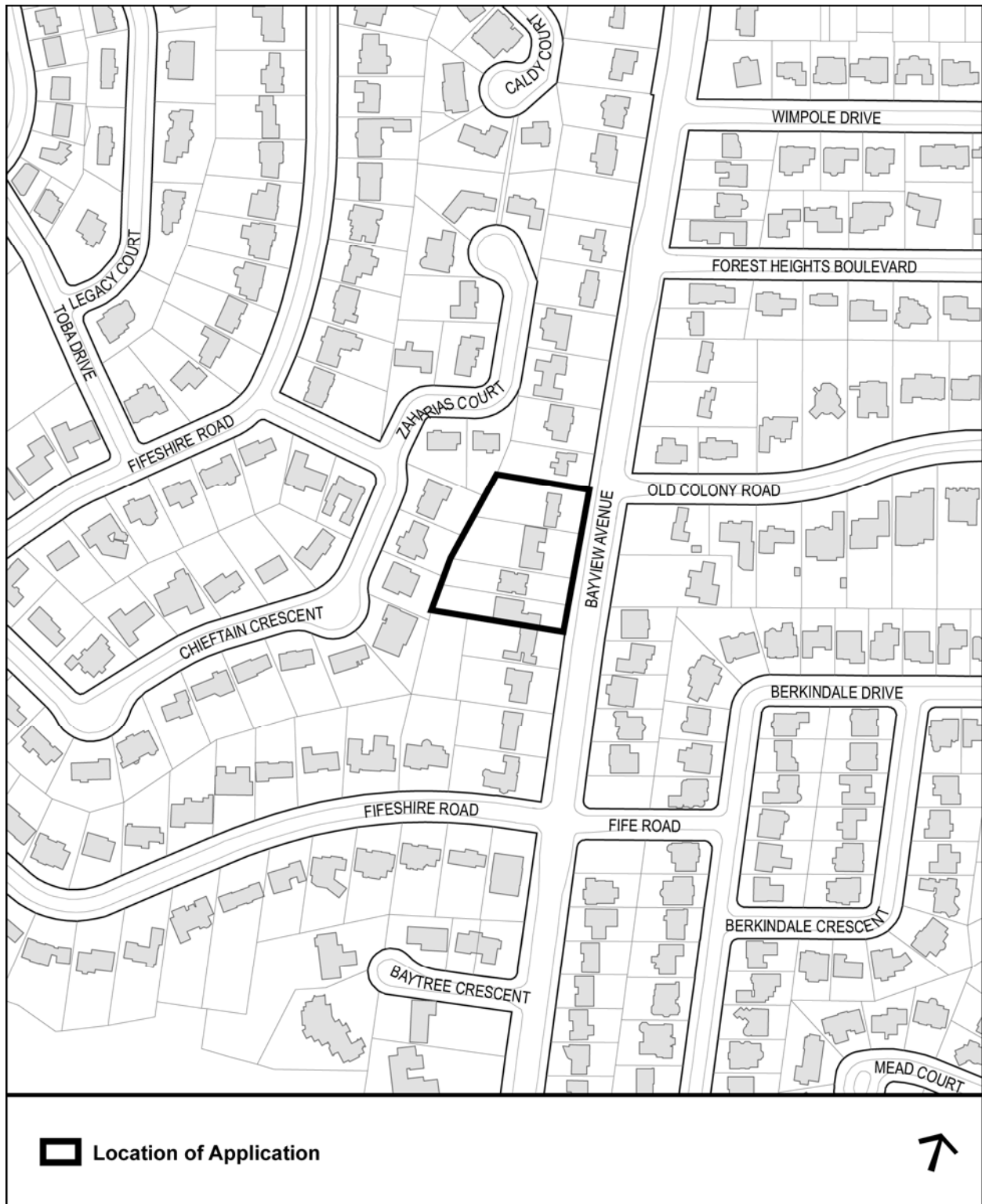
Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	2,718	622
Retail GFA:		
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units				
by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:	4		5	5
Condominium:			12	12
Other:				
Total Units:	4		17	17

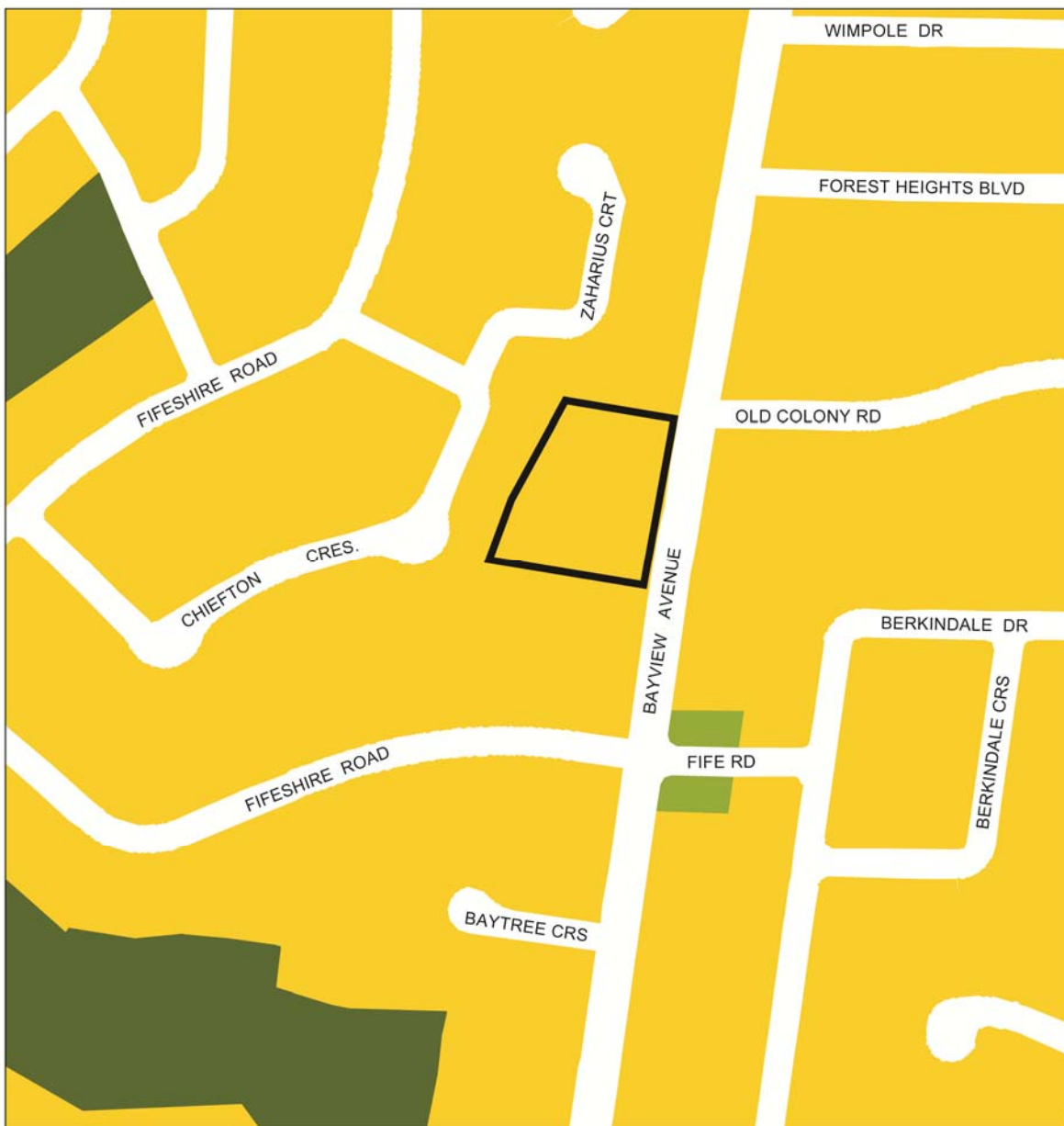
Total Residential Units by Size

Parking and Loading			
Parking Spaces:	17	Bicycle Parking Spaces:	Loading Docks:

Attachment 2: Location Map



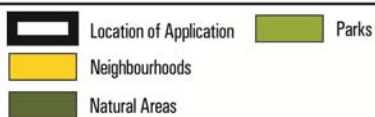
Attachment 3: Official Plan



2654 to 2668 Bayview Avenue

Official Plan Land Use Map #16

File # 18 140552 NNY 25 0Z



Attachment 4a: Former North York Zoning By-law 7625



Zoning By-law 7625

2654-2660 Bayview Avenue

File # 18 140522 NNY 25 02



Location of Application

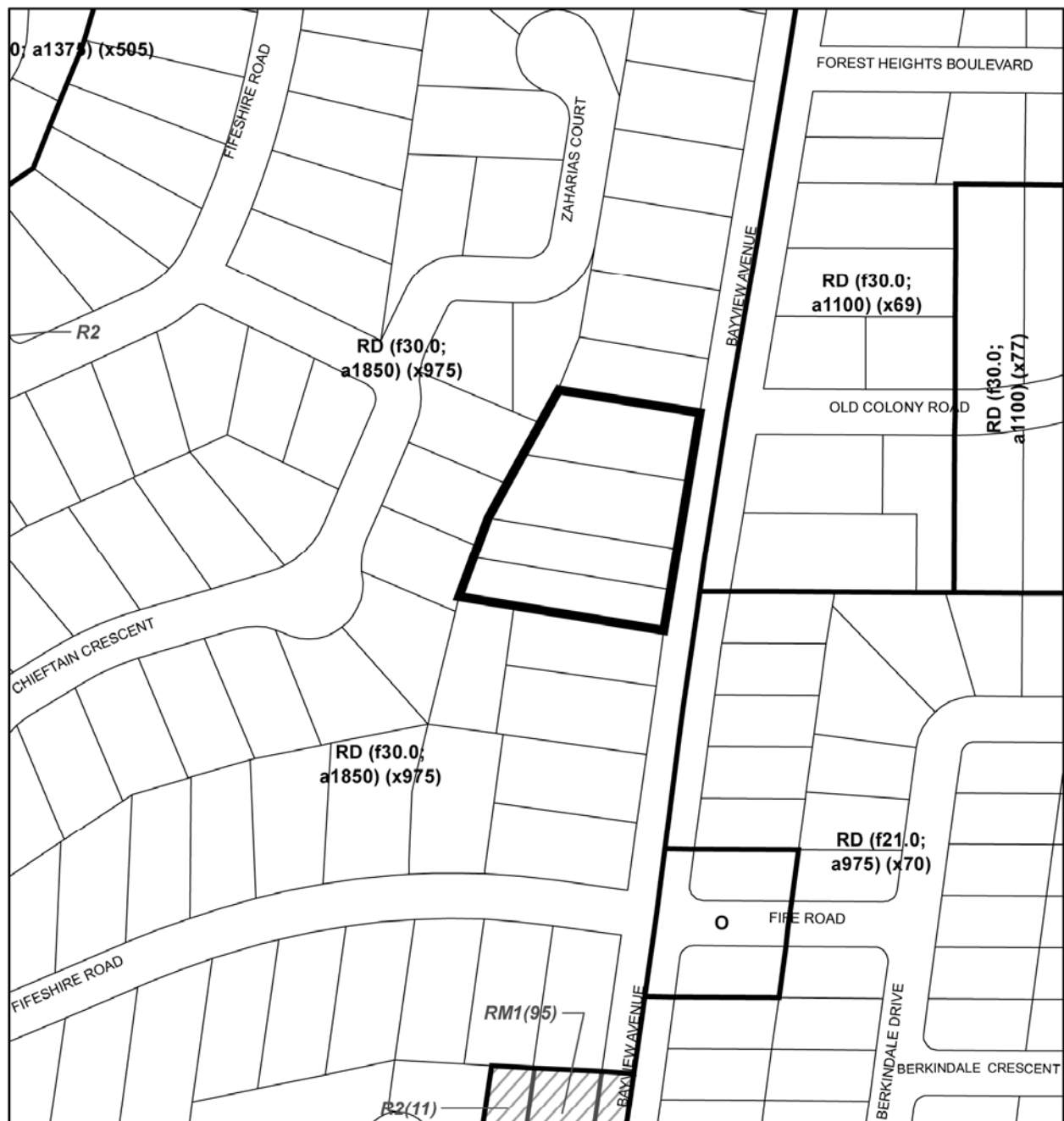
R1 One-Family Detached Dwelling First Density Zone

R2 One-Family Detached Dwelling Second Density Zone
RM1 Multiple-Family Dwellings First Density Zone



Not to Scale
 Extracted: 05/16/2018

Attachment 4b: City of Toronto Zoning By-law 569-2013



Zoning By-law 569-2013

2654 - 2660 Bayview Avenue

File # 18 140522 NNY 25 02



Location of Application

RD Residential Detached

O Open Space



See Former City of North York By-Law No. 7625

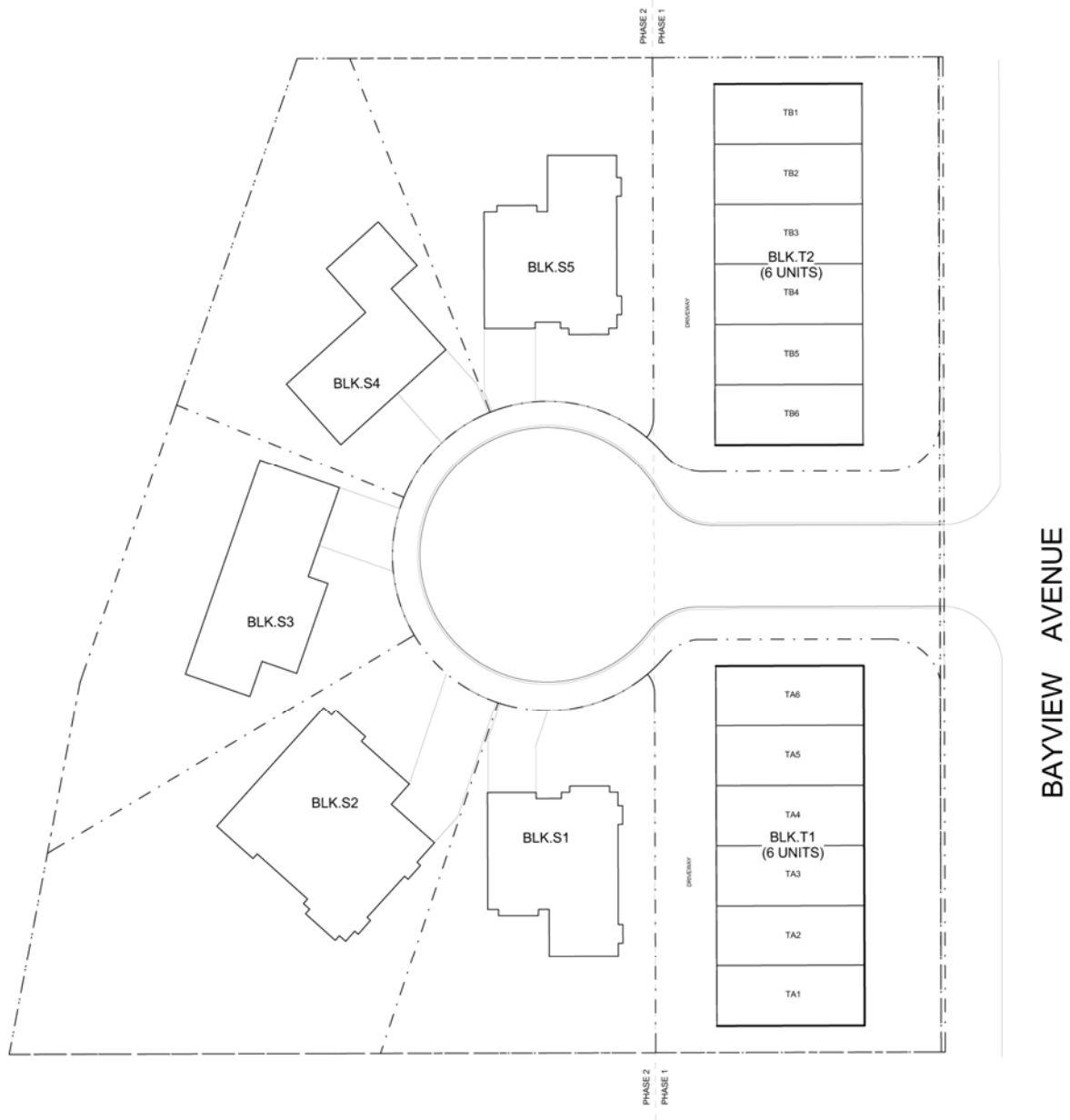
R2 One-Family Detached Dwelling Second Density Zone

RM1 Multiple-Family Dwellings First Density Zone



Not to Scale
Extracted: 05/15/2018

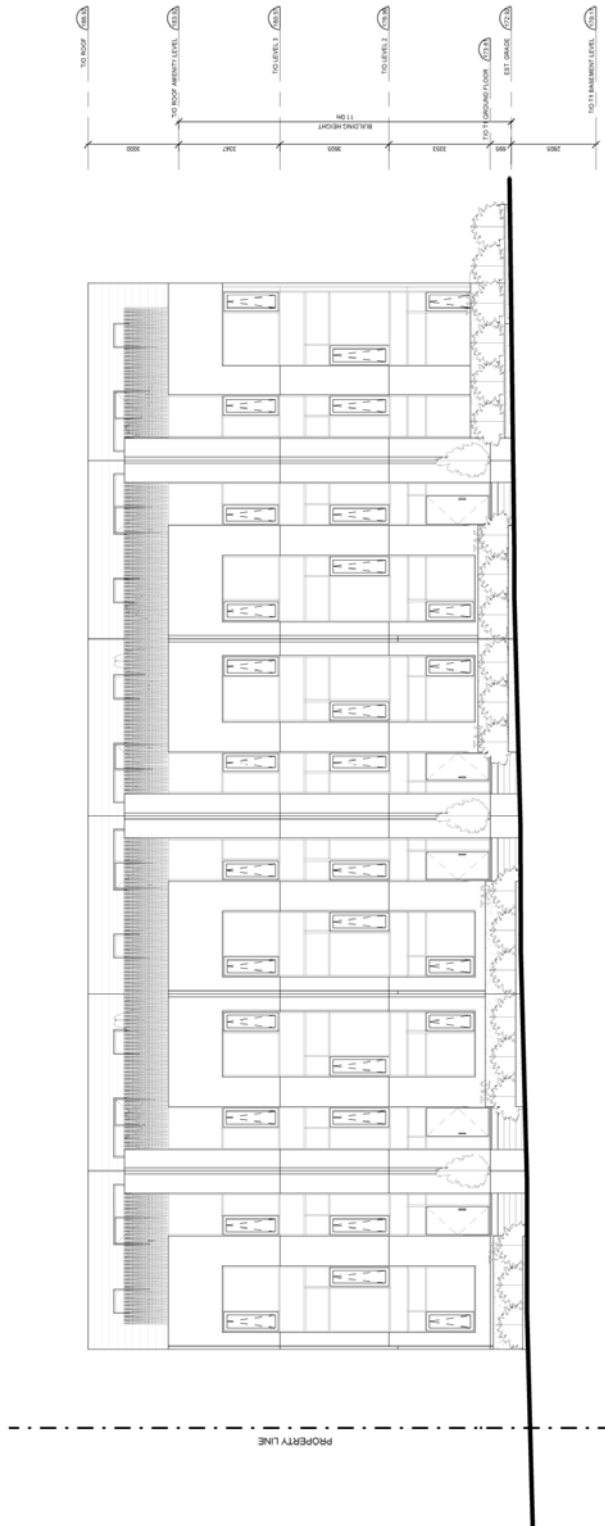
Attachment 5: Site Plan



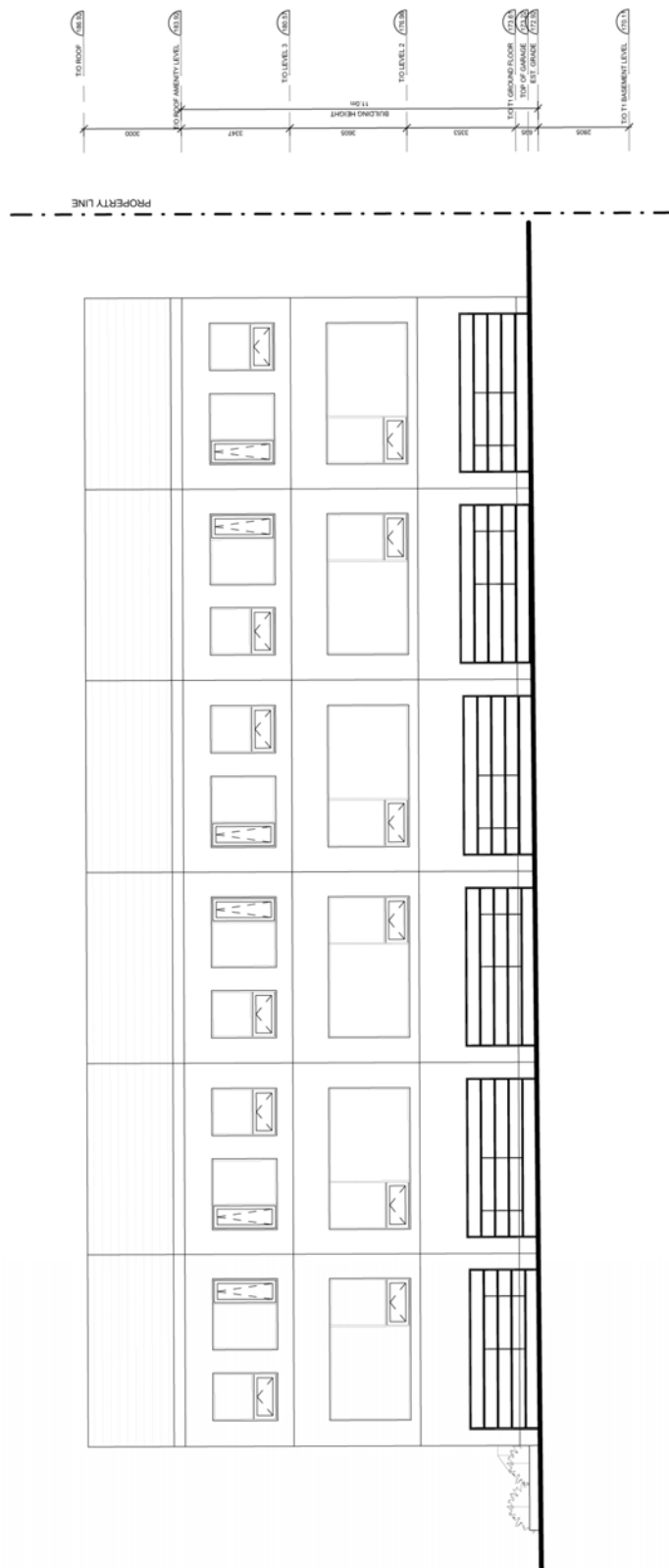
Site Plan



Attachment 6a: East Elevation (Front) Block 1

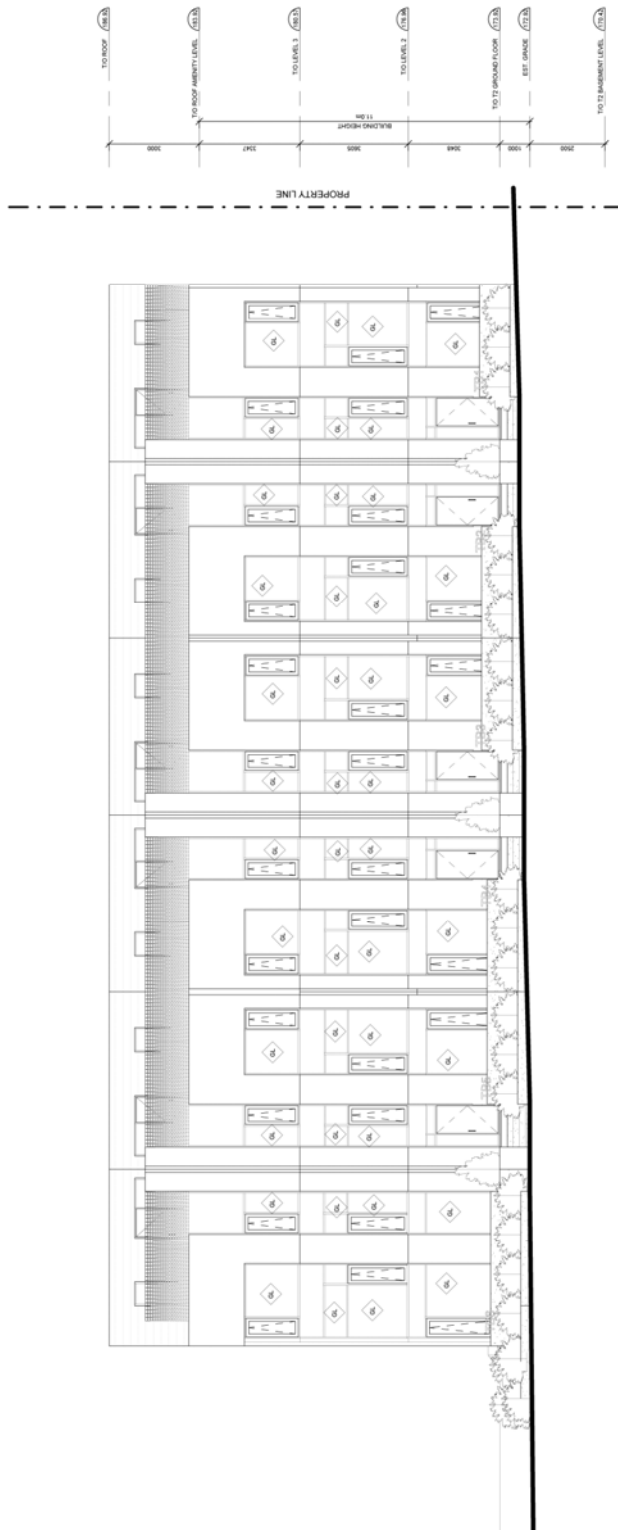


East Elevation (Front) BLK. T1



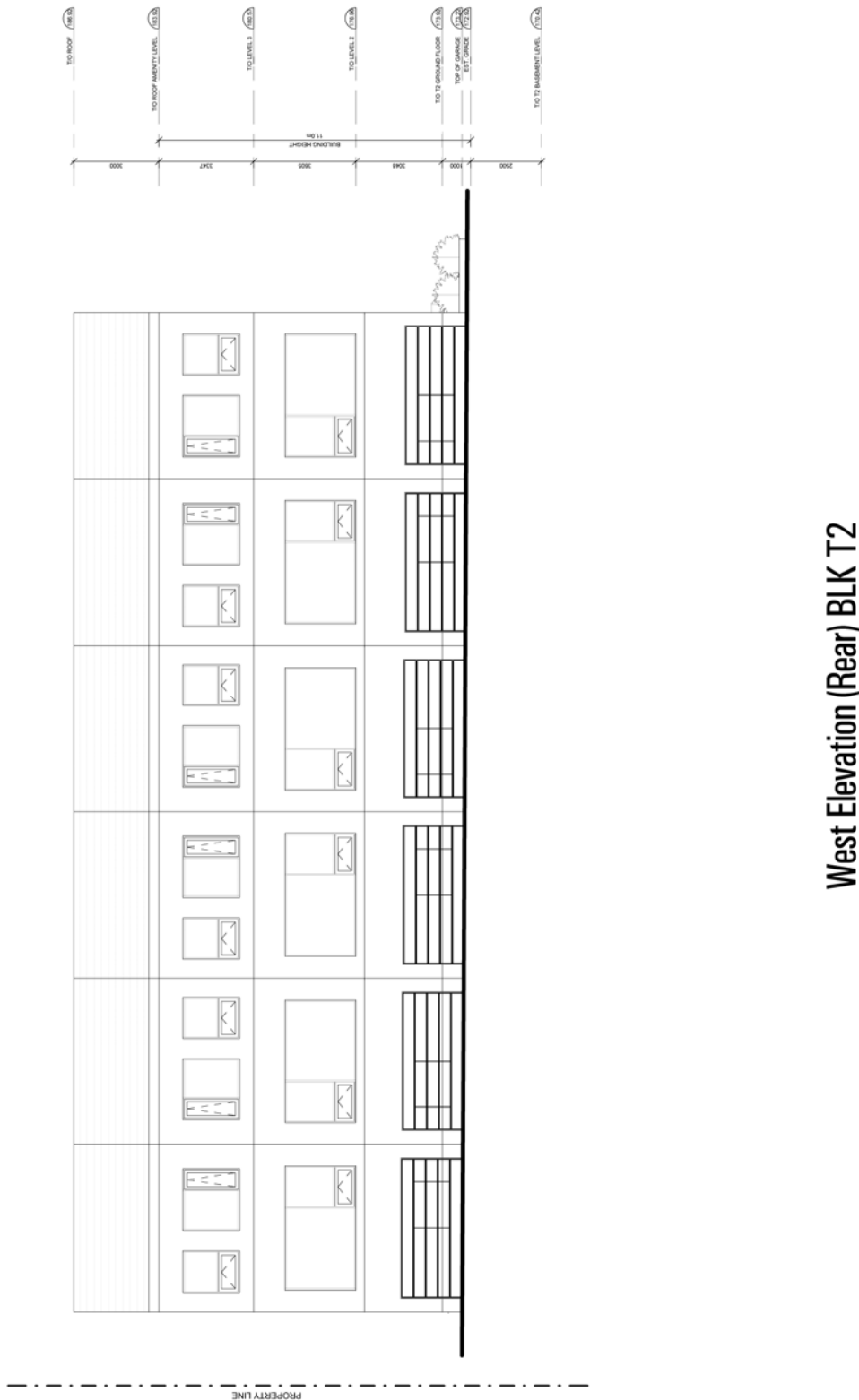
West Elevation (Rear) BLK T1

Attachment 7a: East Elevation (Front) Block 2



East Elevation (Front) BLK T2

Attachment 7b: West Elevation (Rear) Block 2



Attachment 8a: 3D Massing Looking Northwest



Attachment 8b: 3D Massing Looking Southeast

