

## **5, 7, 9, 11, 15 and 19 Cosburn Avenue and 8, 10, 12, 14, 16, 30, 32, 34, 36, 38 and 40 Gowan Avenue - Zoning By-law Amendment and Rental Housing Demolition Applications – Preliminary Report**

Date: March 29, 2021

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward 14 - Toronto-Danforth

**Planning Application Number:** *20 232879 STE 14 OZ*

**Related Applications:** *20 232889 STE 14 RH*

**Notice of Complete Application Issued:** January 18, 2021

**Current Use(s) on Site:** An assembly of low rise single and semi-detached residential buildings.

### **SUMMARY**

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This report provides information and identifies a preliminary set of issues regarding the application at 5, 7, 9, 11, 15 and 19 Cosburn Avenue and 8, 10, 12, 14, 16, 30, 32, 34, 36, 38 and 40 Gowan Avenue. The application proposes the demolition of the existing low rise single and semi-detached residential buildings, which currently contain at least 5 existing rental dwelling units, to facilitate the construction of a residential building facing both Gowan Avenue and Cosburn Avenue. The proposed new building steps up to a height of 15 storeys (48.5 metres, excluding mechanical penthouse). An on-site parkland dedication of approximately 450 square metres is proposed at the north west corner of the site.

Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

An application for Rental Housing Demolition and Conversion under Section 111 of the City of Toronto Act (Chapter 667 of the Municipal Code) has also been submitted and will be reviewed concurrently with the Zoning By-law Amendment application.

## RECOMMENDATIONS

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The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 5, 7, 9, 11, 15 and 19 Cosburn Avenue and 8, 10, 12, 14, 16, 30, 32, 34, 36, 38 and 40 Gowan 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

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The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

## ISSUE BACKGROUND

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### Application Description

This application proposes to amend the Zoning By-law for the properties at 5, 7, 9, 11, 15 and 19 Cosburn Avenue and 8, 10, 12, 14, 16, 30, 32, 34, 36, 38, and 40 Gowan Avenue (the site) to permit the construction of a residential apartment building facing Cosburn Avenue to the north and Gowan Avenue to the south. The proposal is 15 storeys tall (48.5 metres, excluding mechanical penthouse) consisting of 25,950 square metres of residential gross floor area (GFA). A total of 316 residential units are proposed: 207 one-bedroom (66%); 76 two-bedroom (24%); and 33 three-bedroom, including 10 townhouse units facing Gowan Avenue (10%). The floor space index (FSI) of the proposed development is 5.74 times the area of the lot. The proposal also includes an on-site parkland dedication of approximately 450 square metres at the north west corner of the site, with a 3 metre wide pedestrian connection proposed to extend from the public park to Gowan Avenue.

The proposal includes two levels of underground parking. A total of 192 vehicle parking spaces, including 34 visitor and two surface vehicle parking spaces are proposed. A total of 317 bicycle parking spaces are proposed, 257 spaces on the ground floor and 28 spaces on the first underground level. There are 632 square metres of each of indoor and outdoor amenity space proposed.

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 1 and 2 of this report, for a three dimensional representation of the project in context.

## **Provincial Policy Statement and Provincial Plans**

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, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

## **Growth Plan for the Greater Golden Horseshoe (2020)**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2020) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space, and better connected transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

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 policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. In accordance with Section 3 of the Planning Act all decisions of Council in

respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2020).

### **Planning for Major Transit Station Areas**

The Growth Plan (2020) as amended contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10 minute walk. The Growth Plan (2020) requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs are planned for the prescribed densities. The City Planning Division is currently undertaking an MCR and will address requirements for defining an MTSA in this area as part of this work.

### **Toronto Official Plan Policies and Planning Studies**

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 current application is located on lands shown as *Apartment Neighbourhoods* on Map 17 of the Official Plan's Land Use Map. See Attachment #5 of this report.

### **Official Plan Amendment 479 and 480 – Public Realm and Built Form Official Plan Policies**

On September 21, 2020, the Ministry of Municipal Affairs and Housing issued Notices of Decision approving OPA 479 and OPA 480. OPA 479 (Public Realm) and OPA 480 (Built Form) were adopted as part of the Five-Year Official Plan Review. The OPAs replace Sections 3.1.1, 3.1.2 and 3.1.3 of the Official Plan with new and revised policies for the public realm, built form and built form types, which respond to Council's direction to amend the urban design policies of the Official Plan.

The Official Plan Amendment can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH11.4>

## **Official Plan Amendment 343 (Broadview Avenue Planning Study)**

On June 7, 2016, City Council adopted the City-initiated Site and Area Specific Policy (SASP) 509 through Official Plan Amendment 343 for Broadview Avenue, from Danforth Avenue to O'Connor Drive. The Broadview Avenue Planning Study (BAPS) is intended to guide development on Broadview Avenue, between Danforth Avenue and O'Connor Drive.

The SASP was appealed to the Local Planning Appeal Tribunal (LPAT). On August 15, 2018, the LPAT approved SASP 509 except for three site-specific appeals: 995-1005 Broadview Avenue and 2-4 Mortimer Avenue; 1132 Broadview Avenue; and 954-958 Broadview Avenue and 72 Chester Hill Road. All three of these site-specific appeals have site-specific development applications associated with them.

The site is not within the bounds of the BAPS, however the BAPS forms a part of the planned context of the area. The BAPS provides five character areas for Broadview Avenue, each area defined by its attributes in terms of function, built form and character. Character Area E is west of the site and extends along Broadview Avenue from Hillside Drive to O'Connor Drive. Character Area E is described as stable, residential, with single detached houses being the main built form. This is an area where major intensification is not anticipated, and any new development will respect and reinforce the existing physical character.

## **Zoning By-laws**

### **Former Township of East York By-law 6752**

The Former Township of East York Zoning By-law zones the subject site as R3A (High Density Residential Zone). This zone category permits residential uses in an apartment building with a maximum FSI of 2.0, and a maximum coverage of 75%. The minimum setback requirements are: 6.0 metres front yard; 2.4 metre side yard; and 7.5 metre rear yard.

### **Citywide Zoning By-law 569-2013**

The subject site is zoned RA (d2.0) (Residential Apartment). This zone category permits residential uses in an apartment building with a maximum permitted density of 2.0 FSI and a maximum permitted height limit of 24 metres.

The City's Zoning By-law 569-2013 may be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

## **Design Guidelines**

The following design guidelines will be used in the evaluation of this application:

- Tall Building Design Guidelines;

- Avenues and Mid-Rise Buildings Study and Mid-Rise Performance Standards Addendum;
- Bird Friendly Guidelines;
- Growing Up Guidelines; and
- Pet Friendly Guidelines.

The City's Design Guidelines may be found here:

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

## **Site Plan Control**

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

## **Rental Housing Demolition and Conversion By-law**

Section 111 of the City of Toronto Act, 2006 authorizes City Council to regulate the demolition and conversion of residential rental properties in the City. Chapter 667 of the City's Municipal Code, the Rental Housing Demolition By-law, implements Section 111. Chapter 667 prohibits the demolition and conversion of rental housing units on properties containing six or more residential dwelling units, of which at least one is rental, without obtaining a permit from the City and requires a decision by either City Council or, where delegated, the Chief Planner.

City Council may refuse an application, or approve the demolition with conditions that must be satisfied before a demolition permit is issued. These conditions implement the City's Official Plan policies protecting rental housing. Council approval of demolition under Section 33 of the Planning Act may also be required where six or more residential units are proposed for demolition before the Chief Building Official can issue a permit for demolition under the Building Code Act.

Where an application for rezoning triggers an application under Chapter 667 for rental demolition or conversion, City Council typically considers both applications at the same time. Unlike Planning Act applications, decisions made by City Council under By-law 885-2007 are not appealable to the Ontario Municipal Board.

On December 22, 2020, the applicant made an application for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code. A Housing Issues Report has been submitted and is currently under review by City staff.

## **COMMENTS**

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### **Reasons for the Application**

The applicant has submitted a Zoning By-law Amendment application that proposes to amend Zoning By-laws 6752 and 569-2013 to amend performance standards including

Staff Report for Action - Preliminary Report - 5-19 Cosburn Avenue and 8-40 Gowan Avenue

but not limited to the building height, density, setbacks and parking, to permit the construction of the proposal.

The applicant has submitted an application for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code for the demolition of the existing rental housing units, as the subject lands contain six or more residential units, of which at least one is rental.

## **ISSUES TO BE RESOLVED**

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/Conformity**

Staff will review the proposal to ensure consistency with the Provincial Policy Statement (PPS) and conformity with the Growth Plan (2020) as amended, highlighting only those provincial policies relevant in the context of this particular application.

### **Official Plan Conformity**

Staff will continue to evaluate this application to determine conformity with the Official Plan.

### **Built Form, Planned and Built Context**

Staff are assessing the suitability and appropriateness of the proposal based on Provincial policies and the City's Official Plan including: Section 2.3.1 (Healthy Neighbourhoods); Section 3.1.1 (The Public Realm); Section 3.1.2 (Built Form); Section 4.2 (Apartment Neighbourhoods); and Section 4.3 (Parks and Open Space Areas). Staff are also referring to Design Guidelines including the Mid-rise Buildings Study and the Mid-rise Building Performance Standards and Addendum and the Tall Buildings Guidelines.

As part of the review of this application staff will continue to assess the following:

- The suitability of the proposed height and massing, including setbacks and stepbacks, in relation to the area's existing and planned built form character and scale;
- The potential for negative impacts of the proposed building to adjacent properties, including shadow, privacy and overlook;
- An assessment of the streetscape improvements proposed relative to other streetscape initiatives in the area;
- The appropriateness of the proposed access to parking and servicing; and
- The suitability of the proposed size, location and design of the proposed indoor and outdoor amenity spaces.

## **Housing**

A Housing Issues Report is required for Official Plan Amendments, Zoning By-law Amendments and Plans of Condominium that seek to demolish existing rental properties, intensify existing rental sites, and/or convert existing rental housing to condominiums.

A Housing Issues Report has been submitted as part of the applications and is currently under review by City staff. The submitted Housing Issues Report indicates that the existing buildings on the subject site contain 5 rental dwelling units. Further information has been requested from the applicant to confirm the total number of dwelling units on the site, including both owner-occupied and rental dwelling units.

As currently proposed, the 316 new residential units would be composed of 24.1% two-bedroom units and 10.4% three-bedroom units, which supports the unit mix objectives of the Growing Up guidelines, Official Plan housing policies, and the Growth Plan's growth management and housing policies to accommodate within new development a broad range of households, including families with children. City Planning staff will encourage the applicant to provide larger two- and three-bedroom units, to support the unit size objectives of the Growing Up guidelines.

The Rental Housing Demolition application will be assessed against the requirements of the *Planning Act*, the *City of Toronto Act*, Official Plan policies relating to rental housing, and Chapter 667 of the Toronto Municipal Code. A site visit will need to be conducted by staff in order to fully assess the application and to confirm the existing site conditions.

## **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). The applicant has submitted an Arborist Report and a Tree Preservation Plan. Forestry staff are reviewing the Arborist Report and staff will continue to assess the appropriateness of the applicant's proposal and tree replacement plan.

## **Parks and Public Realm**

The applicant has proposed an on-site parkland dedication of approximately 450 square metres, adjacent to Cosburn Avenue at the north-west corner of the site. Staff will assess the appropriateness of the size and location of the parkland dedication.

## **Archaeological Assessment**

The City of Toronto's Archaeological Management Plan identifies lands that have archaeological resource potential. Whether a property has archaeological resource potential can be confirmed at the searchable database TO maps. The subject site has



been identified as an area of archaeological resource potential. A Stage 1 Archaeological Assessment for the subject site has been submitted and is under review by staff.

### **Community Services and Facilities**

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc.

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

Staff will assess the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support the proposed future population.

### **Section 37 Community Benefits**

The Official Plan provides for the use of Section 37 of the Planning Act to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title.

The proposal at its current height and density is subject to Section 37 contributions under the Planning Act should it proceed to approval in some form. Section 37 benefits have not yet been discussed. Potential benefits may include provisions for affordable housing, improvements to parks and the public realm, and improvements to community services and facilities.

### **Infrastructure/Servicing Capacity**

The applicant submitted a Functional Servicing Report, Stormwater Management Report, Hydrogeotechnical Assessment and a Geotechnical Study with the development application. The Functional Servicing Report is intended to evaluate the effects of the development on the City's municipal servicing infrastructure and watercourses and to identify the need for any new infrastructure and upgrades to

existing infrastructure necessary to provide for adequate servicing for the proposed development. Staff are reviewing the application to determine if there is sufficient infrastructure capacity to accommodate the proposed development.

### **Transportation Impacts**

Staff are reviewing the Transportation Impact Study submitted by the applicant, to evaluate the effects of the development on the transportation system, and to suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development.

### **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 intended to advance the City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant has submitted the Toronto Green Standards Checklist and Statistics Template for Tier 1 performances measures. The City is reviewing the submission for compliance, and encouraging the applicant to pursue Tier 2 or higher..

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

### **CONTACT**

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### **SIGNATURE**

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Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA, Director  
Community Planning, Toronto and East York District

## **ATTACHMENTS**

### **City of Toronto Drawings**

Attachment 1: 3D Model of Proposal in Context, looking north-west

Attachment 2: 3D Model of Proposal in Context, looking south-east

Attachment 3: Location Map

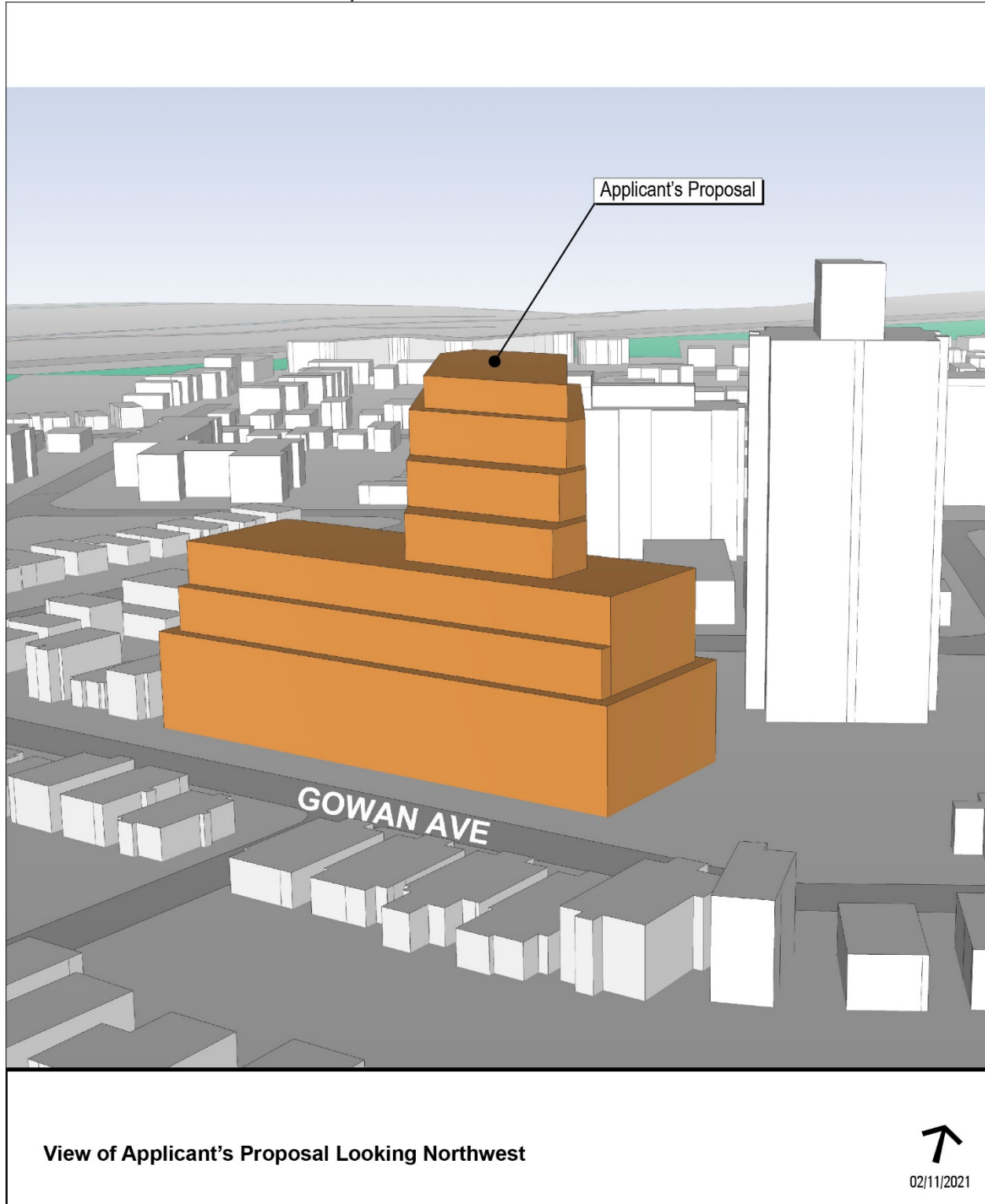
Attachment 4: Site Plan

Attachment 5: Official Plan Map

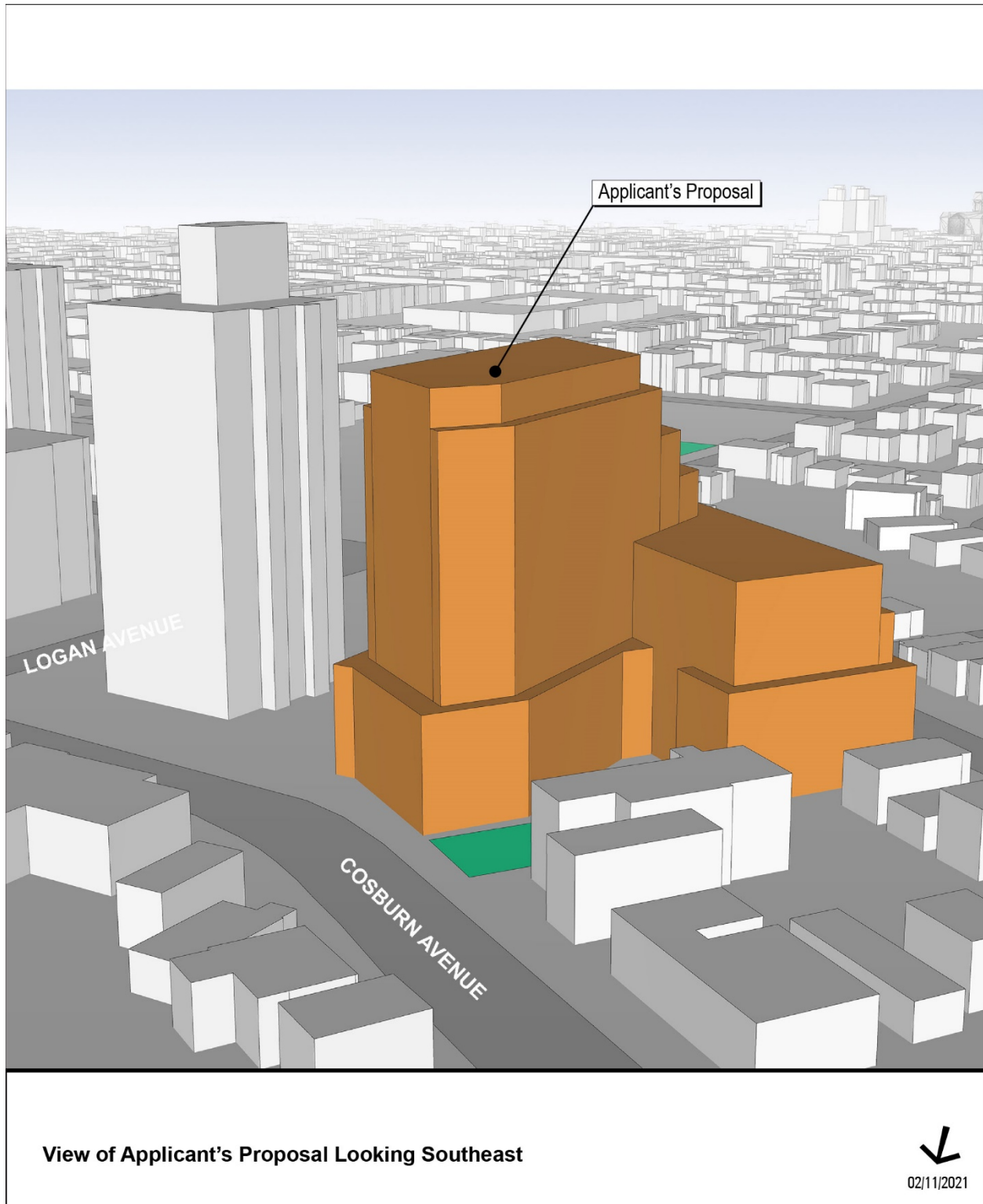
Attachment 6: Zoning By-law Map 569-2013

Attachment 7: Application Data Sheet

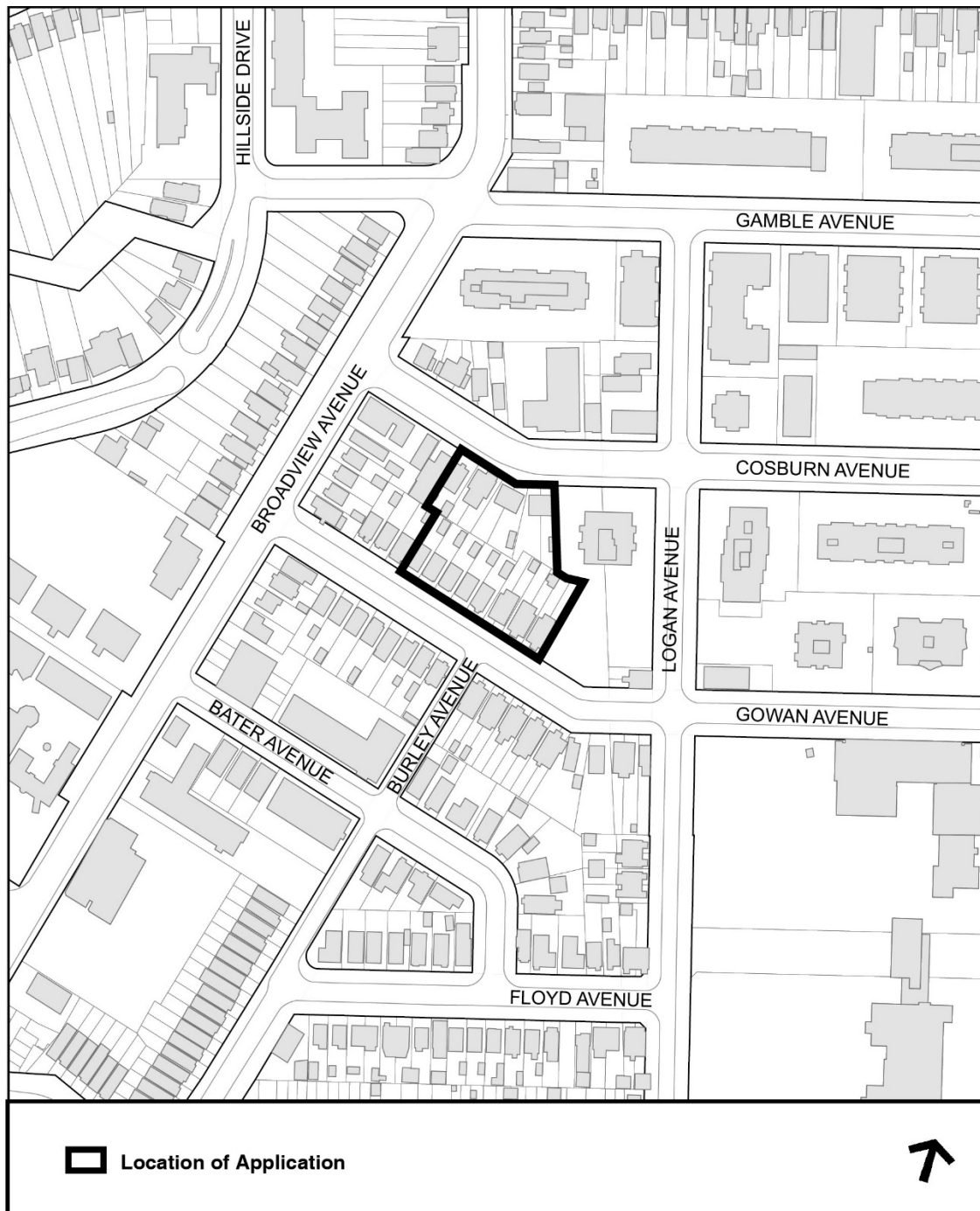
## Attachment 1: 3D Model of Proposal in Context



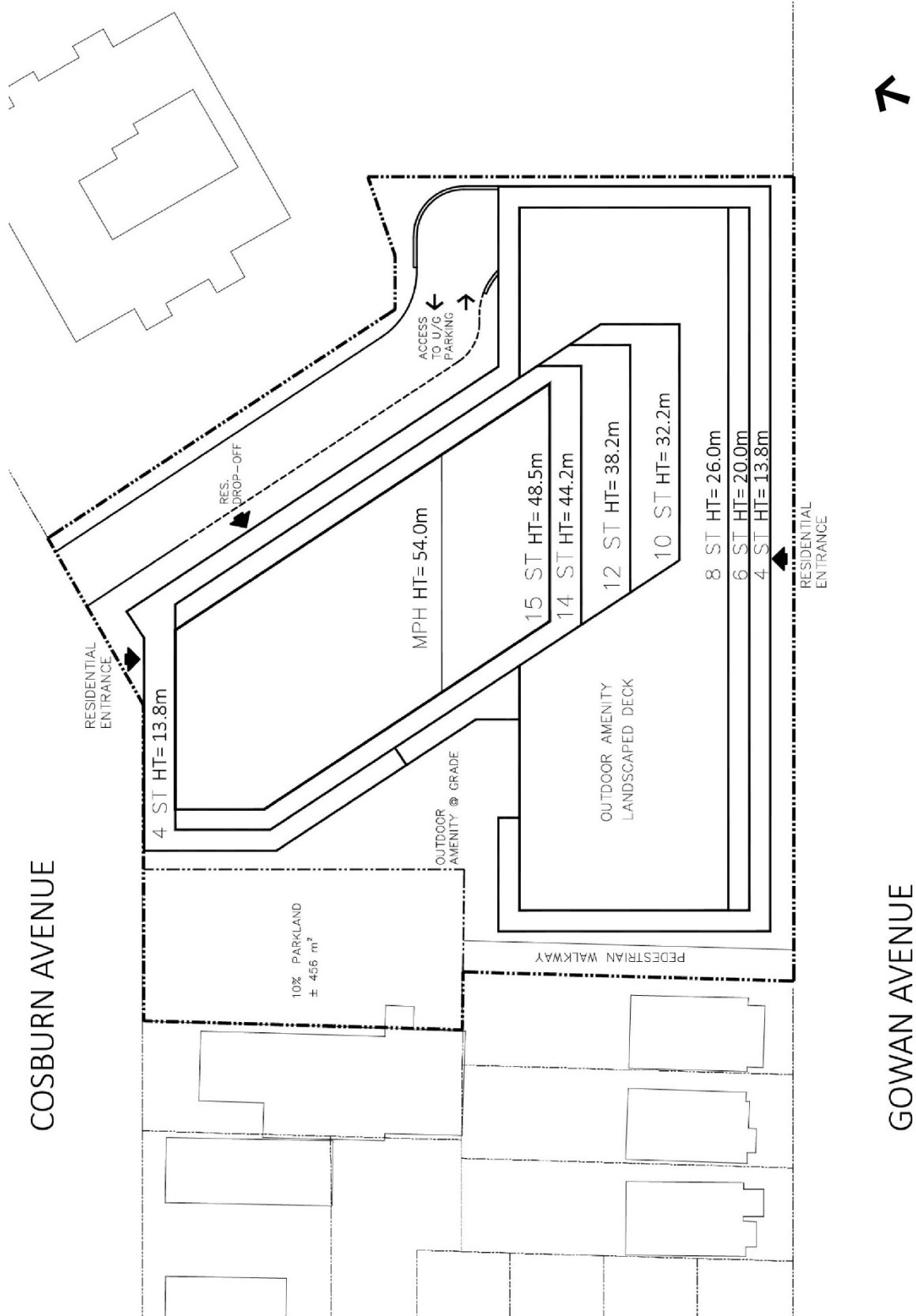
## Attachment 2: 3D Model of Proposal in Context



### Attachment 3: Location Map



# Attachment 4: Site Plan



## Attachment 5: Official Plan Map



Official Plan Land Use Map #17

5-19 Cosburn Avenue and 8-40 Gowan Street

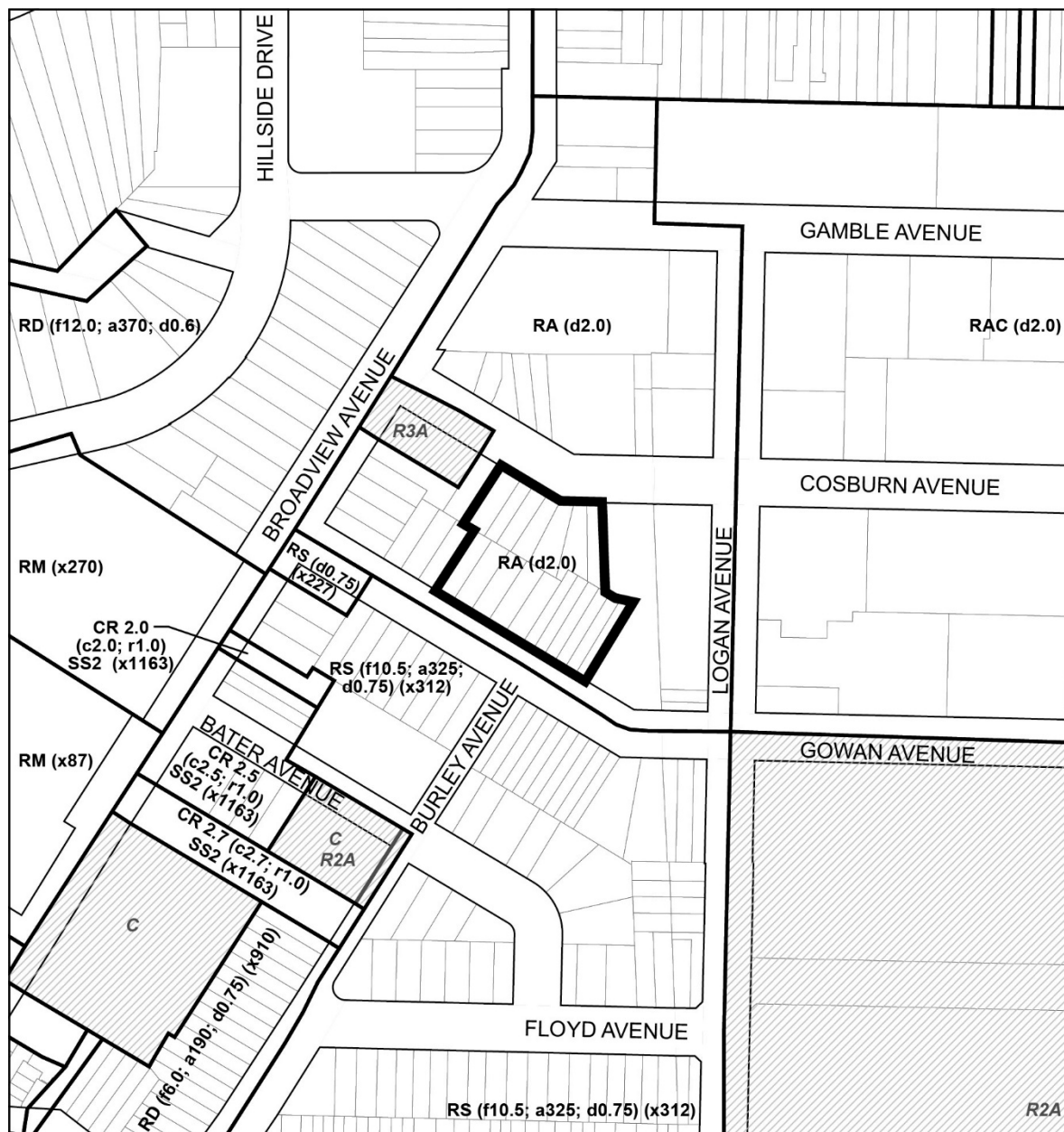
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Not to Scale  
Extracted: 01/28/2021



# Attachment 6: Zoning Map By-law 569-2013



5-19 Cosburn Avenue and 8-40 Gowan Street

Zoning By-law 569-2013

File # 20 232879 STE 14 0Z



Location of Application

RD Residential Detached  
RS Residential Semi-Detached  
RM Residential Multiple  
RA Residential Apartment  
RAC Residential Apartment Commercial  
CR Commercial Residential

O Open Space  
ON Open Space Natural



See Former Borough of East York By-Law 6752

R2A Medium Density Residential  
R3A High Density Residential  
C Commercial



Not to Scale  
Extracted: 01/28/2021

## Attachment 7: Application Data Sheet

Municipal Address: 5-19 COSBURN AVE and 8-40 GOWAN AVENUE Date Received: December 22, 2020

Application Number: 20 232879 STE 14 OZ

Application Type: OPA / Rezoning, Rezoning

Project Description: Proposal for a residential apartment building which steps up to a height of 15-storeys (54 metre, including mechanical penthouse), with ground related housing proposed on Gowan Avenue. A gross floor area of 25,950 square metres and 316 residential dwelling units, and 192 vehicle spaces are proposed. An on-site parkland dedication of approximately 450 square metres is proposed.

Applicant  
TROLLEYBUS  
URBAN  
DEVELOPMENT  
416-366-0088 x124

Architect  
IBI GROUP  
416-596-1930

Owner  
TROLLEYBUS  
URBAN  
DEVELOPMENT

### EXISTING PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhood	Site Specific Provision:	N/A
Zoning:	RA (d2.0)	Heritage Designation:	N
Height Limit (m):	24	Site Plan Control Area:	Y

### PROJECT INFORMATION

Site Area (sq m):	4,517	Frontage (m):	77	Depth (m):	62
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Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	1,140		2,936	2,936
Residential GFA (sq m):	1,906		25,950	25,950
Non-Residential GFA (sq m):				
Total GFA (sq m):	1,906		25,950	25,950
Height - Storeys:	2		15	15
Height - Metres:	6		48.5	48.5

Lot Coverage Ratio (%)	72	Floor Space Index:	5.74
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	22,192	7,758
Retail GFA:		
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:	3			
Freehold:	15			
Condominium:			316	316
Other:				
Total Units:	18		316	316

#### Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			207	76	33
Total Units:			207	76	33

#### Parking and Loading

Parking Spaces:	190	Bicycle Parking Spaces:	317	Loading Docks:	1
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