

640 Lansdowne Avenue – Zoning By-law Amendment Application – Preliminary Report

Date: October 28, 2021

To: Toronto and East York Community Council

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

Ward: 9 – Davenport

Planning Application Number: 21 196612 STE 04 OZ

Current Uses on Site: The redevelopment portion of the larger TTC-owned land located at 640 Lansdowne Avenue is currently vacant. The remainder of the site is currently being used to store construction materials.

SUMMARY

This report provides information, and identifies a preliminary set of issues regarding the development application at 640 Lansdowne Avenue proposing a seven-storey mixed-use building comprised of 57 affordable housing units, 256 long-term care beds, and non-residential uses on the ground floor fronting Lansdowne Avenue. This application has been approved by the Housing Secretariat for the Open Door program to facilitate the provision of affordable housing.

The application has been circulated to all appropriate agencies and City divisions for comment. City Planning staff will proceed to schedule a community consultation meeting for the application in consultation with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Planning staff schedule a community consultation meeting for the development application at 640 Lansdowne 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 covered by the applicant.

FINANCIAL IMPACT

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.

BACKGROUND INFORMATION

At their April 26, 27, and 28, 2017 meeting, City Council adopted the recommendations in the report

for Three Open Door Program Affordable Housing Sites, dated March 8, 2017. 640 Lansdowne Avenue was one of the three sites discussed. The Council decision and report can be found here: [Agenda Item History - 2017.EX24.17 \(toronto.ca\)](#).

On March 27, and 28, 2019, City Council adopted the recommendations in the report and appendices A and B titled, "Creating New Affordable Rental Homes and Long-Term Care For Seniors at 640 Lansdowne Avenue" by the Deputy City Manager, Community and Social Services and Deputy City Manager, Corporate Services, dated March 12, 2019. The report and attachments can be found here:

<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-130787.pdf>.

Also adopted by City Council at their March 27, and 28, 2019 meeting was the report and Appendices 1 and 2 from the Chief Capital Officer, Toronto Transit Commission on 640 Lansdowne Avenue Lease (Affordable Housing) and Licence (Metrolinx), dated February 27, 2019. This report and appendices can be found here:

<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-130788.pdf>.

On June 18, and 19, 2019, City Council adopted motion MM 8.52- 640 Lansdowne Avenue - Directing Lease or Rental Revenue to Support Affordable Housing - by Councillor Ana Bailão, seconded by Councillor Gary Crawford. This motion can be found here:

[Agenda Item History - 2019.MM8.52 \(toronto.ca\)](#).

THE APPLICATION

Complete Application Submission Date

The Zoning By-law Amendment application was submitted on August 11, 2021, and was deemed complete by City Planning staff on October 19, 2021.

Description

This application proposes a seven-storey (26.6 metres, plus a 3 metre mechanical penthouse for an overall height of 29.6 metres) mixed-use building at 640 Lansdowne

Avenue. The building, as proposed, will contain 57 affordable rental dwelling units located on the second and third floors, and 256 long-term care beds located on the upper floors. Retail uses and other non-residential uses are proposed on the ground floor. The proposed gross floor area for the site is 20418.7 square metres, which represents a density of 3.9 times the area of the lot.

There are 646 square metres of indoor amenity space proposed to be located on the first and second floors of the building, and 222 square metres of outdoor amenity space located on the second floor near the south-west end of the building. These amenity spaces are allocated for the use of residents in the rental dwelling units. An outdoor area for the use of the long-term care residents is proposed on the ground floor at the rear of the building. The setback of the building from the south property line will provide for an enhanced landscaped area with seating at the north-west corner of Lansdowne Avenue and Paton Road.

The site will be accessed via two driveways; one located at the north end of the site, and another at the south end of the site. The driveway off of Lansdowne Avenue, located near the north end of the site, will provide access to a Type B loading space and a Type G loading space, as well as providing access to ten surface parking spaces, and 40 long-term indoor bicycle spaces. The driveway accessed from Paton Avenue, located at the south end of the site, will provide access to 22 covered surface parking spaces, 13 short-term outdoor bicycle spaces, 14 long-term indoor bicycle spaces, and an ambulance route. The recessed main entrance to the building fronts Lansdowne Avenue, and is located approximately midway between the north and south ends of the building.

Detailed project information including all plans and reports submitted as part of the application can be found on the City's Application Information Centre at: <http://app.toronto.ca/AIC/index.do?folderRsn=WEggI%2BOoENT%2BHQZwAEo0fA%3D%3D>.

See Attachments 2, 3 and 6 of this report for a three-dimensional representation of the project in context, a site plan of the proposal, and the Application Data Sheet, respectively.

Reason for the Application

The Zoning By-law Amendment proposes to amend former City of Toronto Zoning By-law 438-86, as amended, from its current Industrial zoning classification to Commercial-Residential to allow for the residential and non-residential uses being sought. Performance standards such as building height and floor space index will also require amending to allow for the construction of the seven-storey mixed-use building. Additional amendments to the zoning by-law may be identified as part of the application review. This property is proposed to be introduced into City-Wide Zoning By-law 569-2013 through the Zoning By-law Amendment application review process.

Site Plan Control

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

POLICY CONSIDERATIONS/PLANNING FRAMEWORK

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 to 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) and, where applicable, the Greenbelt Plan (2017). 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") came into effect on August 28, 2020. The Growth Plan 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 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, 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 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 to the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform to the Growth Plan.

Major Transit Station Areas

The Growth Plan, 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 approximately a ten minute walk. The Growth Plan 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 subject site is located approximately 750 metres to the north of the Lansdowne TTC Subway Station.

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.

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) 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 contains policies related to building complete communities, including heritage preservation and environmental stewardship. The Official Plan also 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 of community benefits in the form of capital facilities and local improvements. In the event the applicant provides in-kind benefits pursuant to Section 37 of the *Planning Act*, the City's Fair Wage Policy and Labour Trades Contractual Obligations will apply to such work.

The subject site has two land-use designations indicated on Land Use Map 18 in the Official Plan. The western portion, representing two-thirds of the site is designated *Employment Areas* in the Official Plan. No development is proposed on this portion of

the site. The eastern portion of the site, representing the remaining one-third of the site and located along the Lansdowne Avenue frontage, is designated *Mixed-Use Areas*. The proposed seven-storey mixed-use building falls entirely within the *Mixed-Use* designation portion of the site. See Attachment 4 of this report for the Official Plan Land Use Map.

Toronto Official Plan policies may be found here:

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

Zoning By-laws

As noted above, this property is currently zoned Industrial (Tr D0.6) under City of Toronto Zoning By-law 438-86, as amended, with a maximum permitted height limit of 12 metres, and a maximum permitted density of 0.6 times the area of the lot. This property is not currently subject to the zoning permissions found within City of Toronto Zoning By-law 569-2013. This Zoning By-law Amendment will introduce the subject site into City-wide Zoning By-law 569-2013.

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/>

See Attachment 5 of this report for the Zoning By-law Map.

Urban Forestry/Environment

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).

Design Guidelines

Although not located on a street identified as an *Avenue* in the Official Plan, the City's Mid-rise Design Guidelines will be used in the evaluation of this application.

The City's Design Guidelines can be found here:

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

Toronto Green Standard (Climate Mitigation and Resilience)

Climate change mitigation and resilience are key concerns of the City. On October 2, 2019, City Council declared a Climate Emergency, and set a new goal to achieve net zero greenhouse gas emissions by 2050 or sooner. In 2021, an updated TransformTO Net Zero Strategy will be presented to Council, outlining the necessary climate action to reach net zero GHG emissions community-wide. In June 2019, the Resilience Strategy was published, which set out that new development should be resilient to a changing climate.

The Toronto Green Standard (TGS) sets out the key sustainable performance measures new developments are required to meet to address climate mitigation and resilience. The TGS is a critical component of the City's efforts to achieve zero emissions buildings by 2030, to meet 2050 citywide greenhouse gas reduction targets, and to build a more resilient city. The TGS also supports other City-wide strategies related to environmental sustainability, including TransformTO, the Resilience Strategy, Ravine Strategy, and Biodiversity Strategy.

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 TGS. Tier 1 performance measures are secured on site plan drawings, and through a site plan agreement or registered plan of subdivision. Tiers 2+ are voluntary higher levels of performance with financial incentives (post-construction development charge refunds) intended to facilitate the foregoing objectives. Applicants are strongly encouraged to pursue higher tiers of the TGS wherever possible.

Applications must use the documentation required for the version of the TGS in effect at the time of the initial site plan application. TGS Version 3.0 applies to new applications submitted on or after May 1, 2018. TGS Version 4.0 will apply to all new applications submitted on or after May 1, 2022.

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

COMMENTS

The subject site is located on the west side of Lansdowne Avenue, between Dupont Street to the north and Bloor Street West to the south. The *Mixed-Use* designation includes permissions for mid-rise buildings, and permits both residential and commercial uses. To the north of the site, along the west side of Lansdowne Avenue, the *Mixed-Use* designation continues. The properties located to the northwest, south, and east of the site are residential districts that are designated *Neighbourhoods* in the Official Plan. The western portion of the site, and farther west abutting the rail corridor, the lands are designated *Employment Areas*.

Lansdowne Avenue is defined as a Major Street in the Official Plan with a right-of-way width of 20 metres. When applying the City's Mid Rise Design Guidelines to this site, a seven-storey building with appropriate step backs would generally meet these guidelines including angular planes and overall height. Staff will continue to work with the Applicant to achieve a proposal that fits within its surrounding predominantly low-rise context.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. The following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

Staff will evaluate this application to determine its consistency with the PPS and conformity to the Growth Plan.

Official Plan Conformity

As noted above, the redevelopment portion of the property is designated *Mixed-Use Areas* on Map 18 - Land Use Plan in the Toronto Official Plan. *Mixed-Use Areas* achieve a multitude of planning objectives by combining a broad array of residential uses, offices, retail and services, institutions, entertainment, recreation and cultural activities, and parks and open spaces. Long-term care facilities are a permitted use within lands designated as *Mixed-Use Areas*. Staff will review the application for conformity with the Official Plan.

Built Form, Planned and Built Context

City Planning staff will assess the application including:

- The suitability and appropriateness of the proposed height, massing, setbacks and other built form issues,
- Vertical articulation to break down the perceived length of the building,
- Conformity with the performance standards set out in the Mid-Rise Design Guidelines to ensure an appropriate fit within, and transition to, the predominantly low-scaled surrounding *Neighbourhoods*-designated residential areas,
- Potential shadow impacts, and
- The amount, and location of, indoor and outdoor amenity spaces.

Public Realm

Staff will continue to review the proposed built form in relation to the public realm including:

- The sidewalk width along Lansdowne Avenue, and the ability to accommodate street trees, street furniture and bicycle parking, and
- The proposed seating area at the northwest corner of Lansdowne Avenue and Paton Road.

Infrastructure/Service Capacity

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

In support of the proposed development, the applicant has submitted the following studies and reports for review by Engineering and Construction Services and Transportation Services staff:

- Geotechnical Study
- Hydrogeological Report
- Servicing Report, and
- Transportation Impact Study.

Toronto Green Standard

City Planning staff will review the TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures. Staff will encourage the applicant to pursue Tier 2, 3 or 4 performance standards.

Additional Issues

The application has been circulated to City divisions and public agencies for comment. Additional issues may be identified through the review of the application, agency comments and the community consultation process.

NEXT STEPS

City Planning staff will host a Community Consultation Meeting.

City staff will also work with the applicant to resolve the preliminary issues discussed in this report, and any additional issues that may be identified by staff and the public. City Planning staff will report back at the appropriate time in the review of the application. If a Final Report is prepared, the report will proceed to the Toronto and East York Community Council meeting which will serve as the Statutory Public Meeting as required by the Planning Act, before being considered by City Council for a decision.

CONTACT

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E-mail: Kirk.Hatcher@toronto.ca

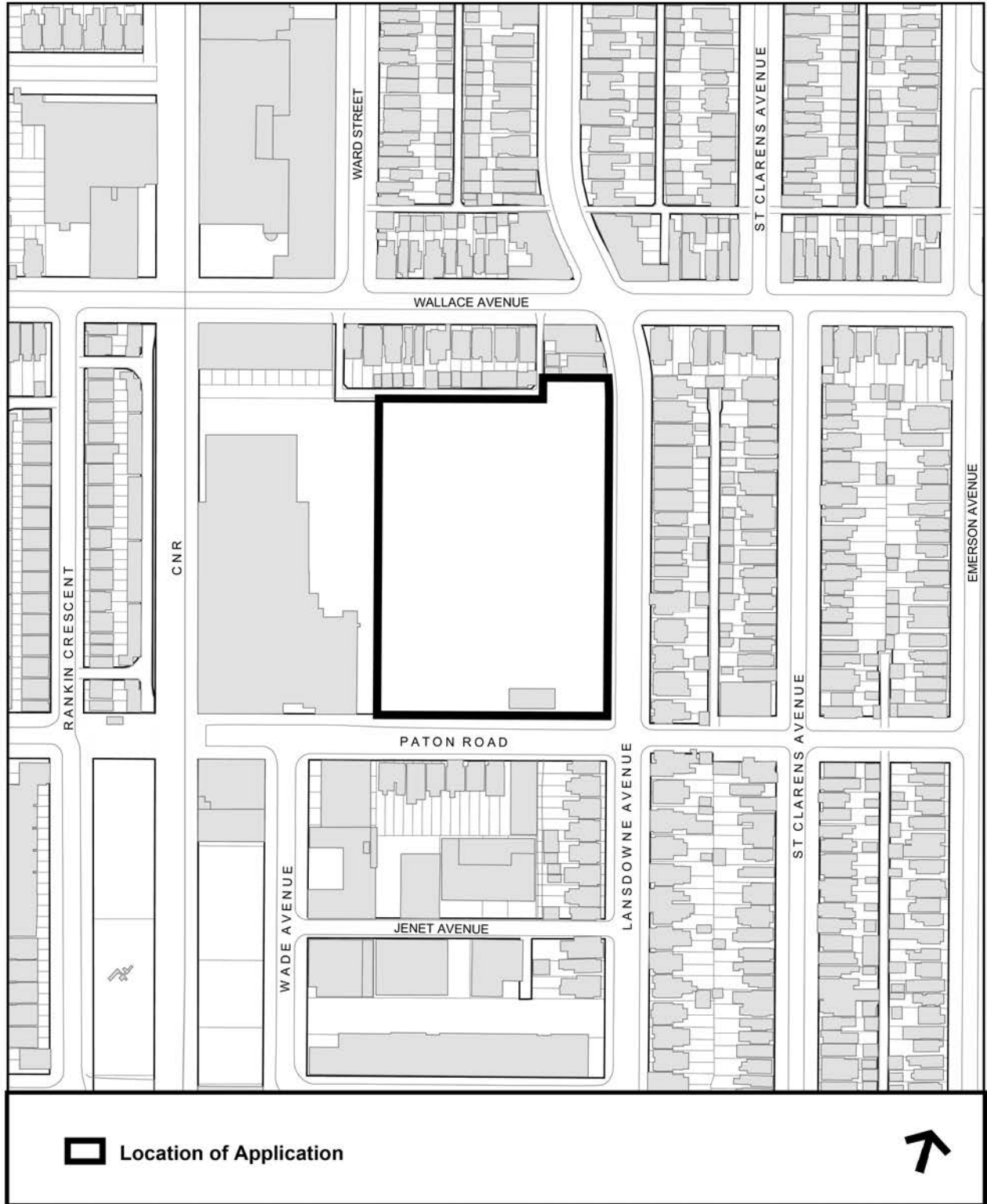
SIGNATURE

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

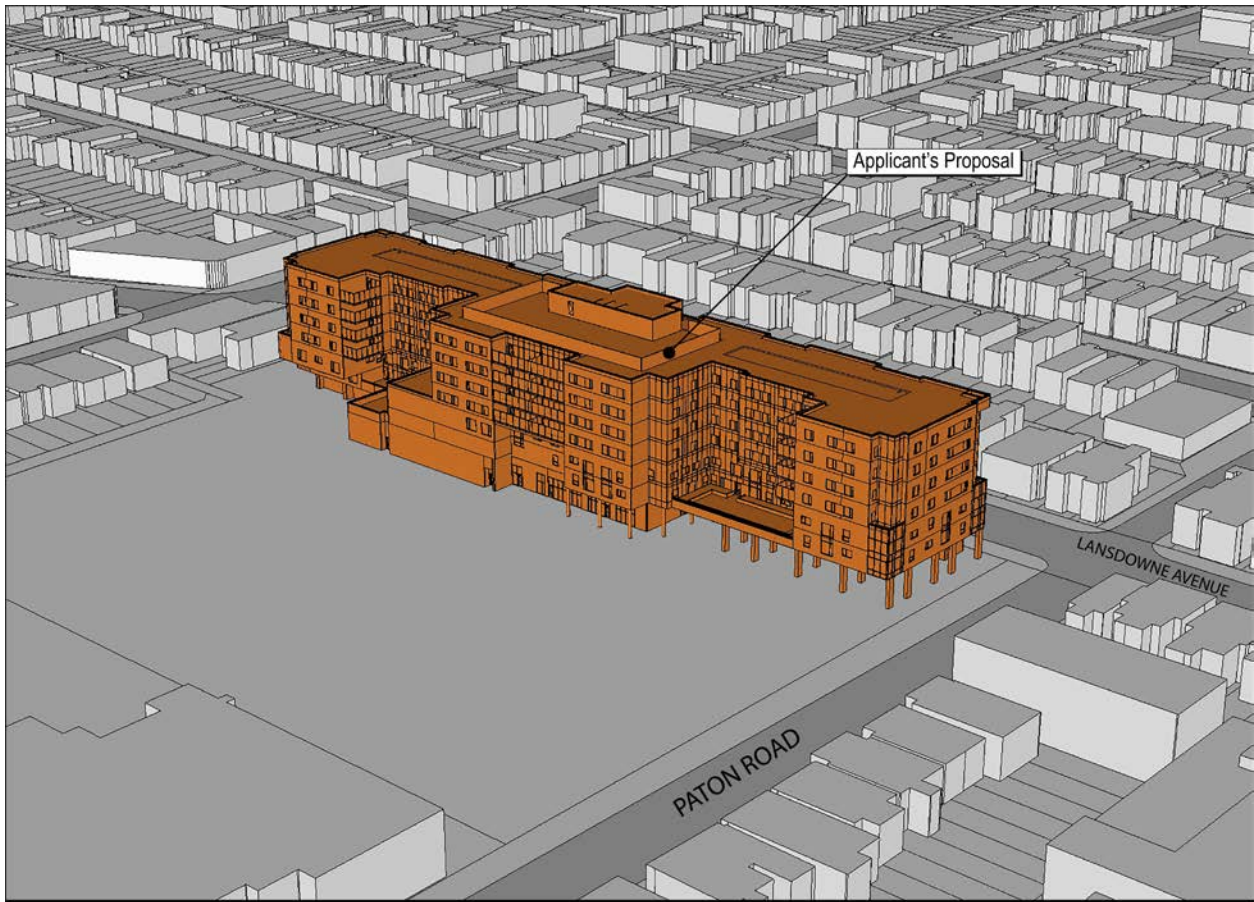
ATTACHMENTS

- Attachment 1: Location Map
- Attachment 2: 3D Model of Proposal in Context
- Attachment 3: Site Plan
- Attachment 4: Official Plan Map
- Attachment 5: Zoning By-law Map
- Attachment 6: Application Data Sheet

Attachment 1: Location Map



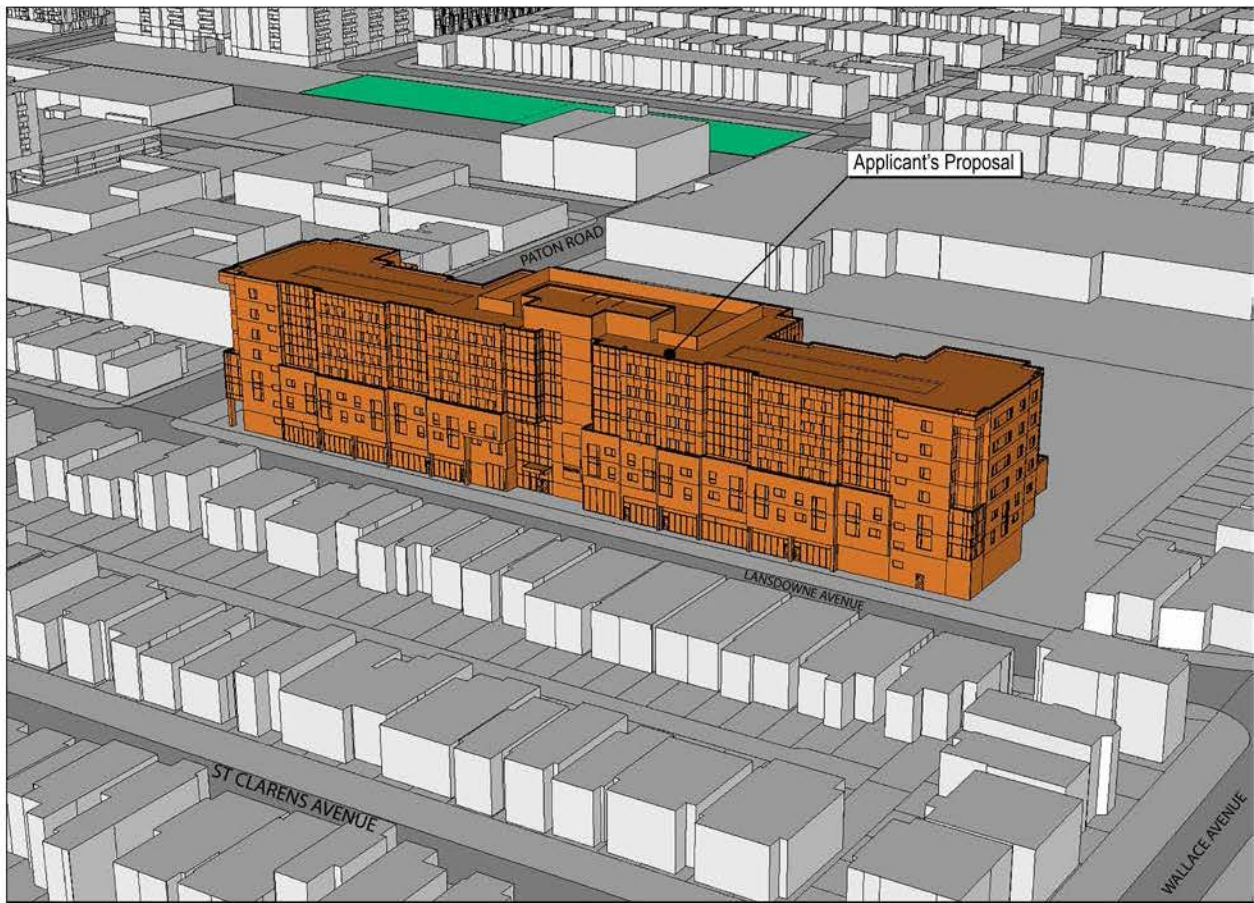
Attachment 2: 3D Model of Proposal in Context



View of Applicant's Proposal Looking Northeast



10/14/2021

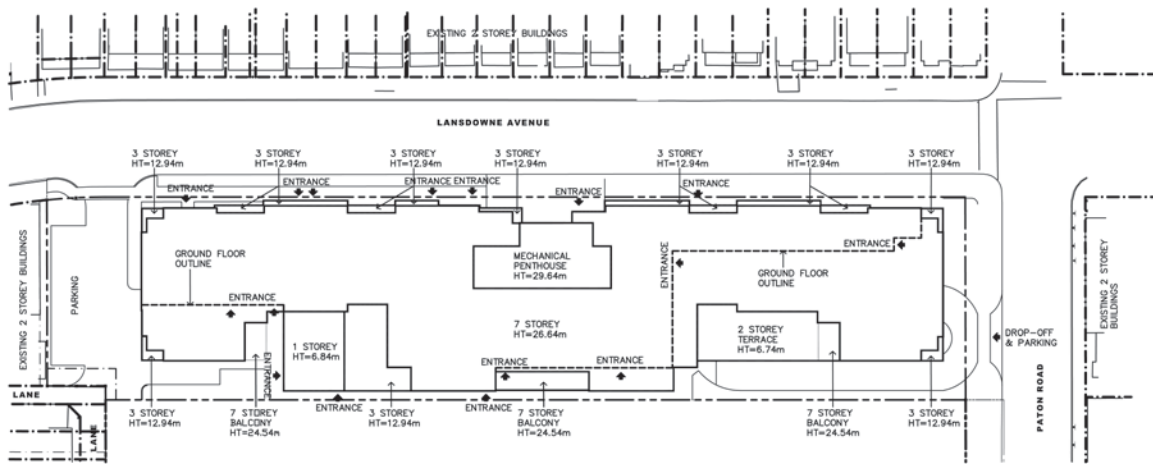


View of Applicant's Proposal Looking Southwest



10/14/2021

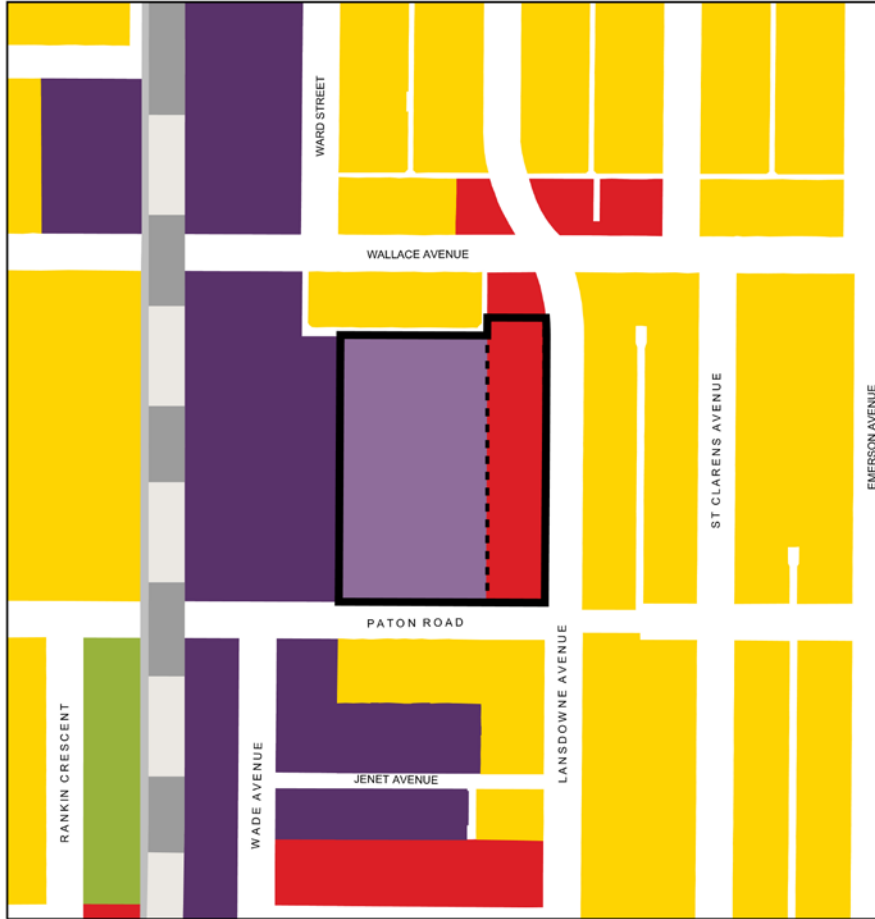
Attachment 3: Site Plan



Site Plan



Attachment 4: Official Plan Map



Official Plan Land Use Map #17

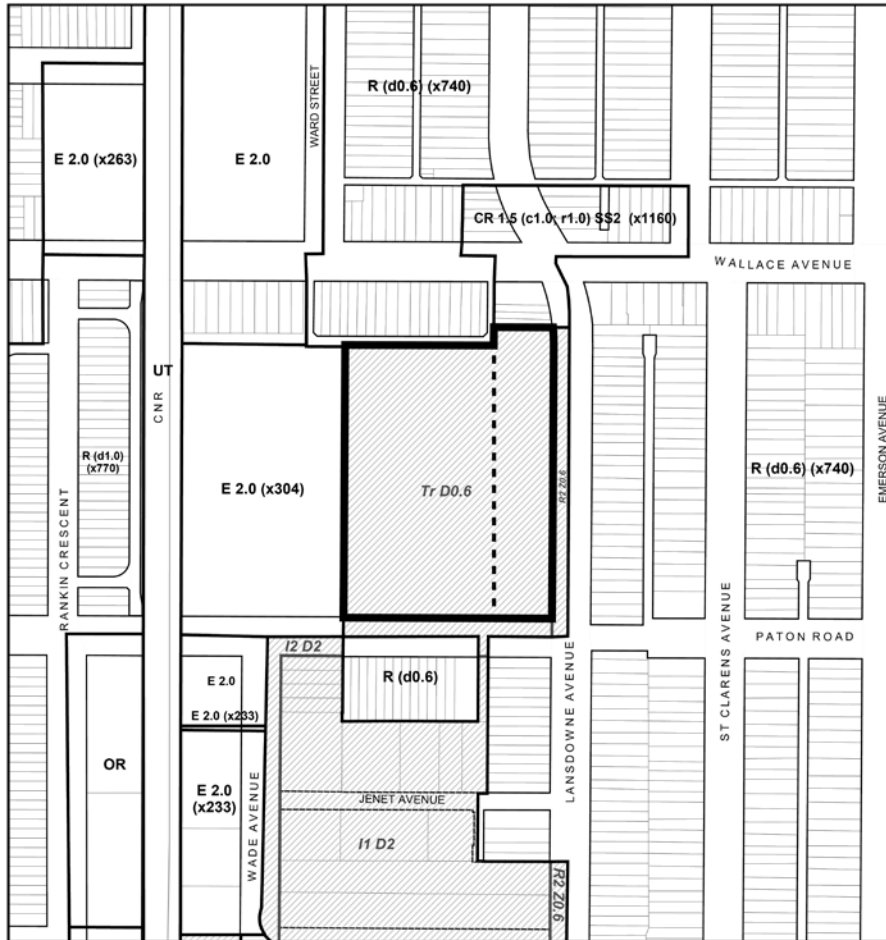
640 Lansdowne Avenue

File # 21 196612 STE 09 0Z



Not to Scale
Extracted: 08/16/2021

Attachment 5: Zoning By-law Map



Zoning By-law 569-2013

640 Lansdowne Avenue

File # 21 196612 STE 09 OZ

 Location of Application (Subject Lands)	 640 Lansdowne Avenue Lands	 See Former City of Toronto By-law No. 438-86
R Residential		R2 Residential District
CR Commercial Residential		Tr Industrial District
E Employment		
OR Open Space Recreation		
UT Utility and Transportation		


 Not to Scale
 Extracted: 08/18/2021

Attachment 6: Application Data Sheet

Municipal Address: 640 LANSDOWNE AVENUE **Date Received:** August 11, 2021

Application Number: 21 196612 STE 09 OZ

Application Type: Rezoning

Project Description: Zoning By-law Amendment Application to facilitate the development of the site for a 7-storey mixed-use building comprised of 57 affordable rental units and 256 long term care beds. The proposed residential gross floor area is 6008.10 square metres, and the proposed non-residential gross floor area is 15,116.10 square metres.

Applicant	Agent	Architect	Owner
MAGELLAN COMMUNITY CHARITIES	BOUSFIELDS INC	MONTGOMERY SISAM ARCHITECTS	TORONTO TRANSIT COMMISSION

EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	N/A
Zoning:	Tr D0.6	Heritage Designation:	N/A
Height Limit (m):	12	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m): 5,205 Frontage (m): 154 Depth (m): 34

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			3,814	3,814
Residential GFA (sq m):			4,500	4,500
Non-Residential GFA (sq m):			14,298	14,298
Total GFA (sq m):			18,798	18,798
Height - Storeys:			7	7
Height - Metres:			27	27

Lot Coverage Ratio (%): 73.29 Floor Space Index: 3.61

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	4,500	
Retail GFA:	200	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:	14,098	

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			57	57
Freehold:				
Condominium:				
Other:				
Total Units:			57	57

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			43	14	
Total Units:			43	14	

Parking and Loading

Parking Spaces: 32 Bicycle Parking Spaces: 67 Loading Docks: 2

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