

Toronto Local Appeal Body

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DECISION AND ORDER

Decision Issue Date Tuesday, July 17, 2018

PROCEEDING COMMENCED UNDER Section 53, subsection 53(19), and Section 45(12), subsection 45(1) of the Planning Act, R.S.O. 1990, c. P.13, as amended (the "Act")

Appellant(s): RUSSELL JOSEPH GOLDENBERG

Applicant: DREW LASZLO ARCHITECT INC

Property Address/Description: 97 HEDDINGTON AVE

Committee of Adjustment Case File Number: 18 106881 NNY 16 MV

TLAB Case File Number: 18 139714 S45 16 TLAB

Motion Hearing date: Tuesday, July 03, 2018

DECISION DELIVERED BY S. Gopikrishna

APPEARANCES

Ms. Meaghan McDermid Lawyer for the Appellants

Mr. Tae Ryuck, Land User Planner for the Appellants

INTRODUCTION AND BACKGROUND

Russell Joseph Goldenberg and Jordanna Platt are the owners of 97 Heddington Ave., located in Ward 16 of the City of Toronto. They applied to the Committee of Adjustment (COA) to construct a two-storey single detached dwelling with an integral garage. On March 22, 2018, the COA considered their application and approved the variances, but modified the FSI variance from 0.81 to 0.7 in its Decision and Order, and imposed standard conditions.

The owners then appealed to the Toronto Local Appeal Body(TLAB), requesting for approval of all variances, including the FSI variance at 0.81. The TLAB scheduled the hearing for August 9, 2018. However, on 18 June, 2018, the Appellants filed a Motion to be heard in person, scheduled for July 3, 2018.

MATTERS IN ISSUE

REQUESTED VARIANCE(S) TO THE ZONING BY-LAW:

1. Chapter 10.5.40.10.(5), By-Law 569-2013

The required minimum area of the first floor within 4.0m of the front wall is 10m².

The proposed area of the first floor within 4.0m of the front wall is 5.16m².

2. Chapter 10.20.40.10.(1)(a), By-Law 569-2013

The permitted maximum height of a building is 9.0m.

The proposed height of the building is 9.46m.

3. Chapter 10.20.40.10.(2)(b)(i), By-Law 569-2013

The permitted maximum height of all side exterior main walls facing a side lot line is 7.0m.

The proposed height of the side exterior main walls facing a side lot line is 8.46m.

4. Chapter 10.20.40.40.(1)(a), By-Law 569-2013

The permitted maximum floor space index is 0.6 times the area of the lot.

The proposed floor space index is 0.81 times the area of the lot.

5. Chapter 10.20.40.70.(3)(b), By-Law 569-2013

The required minimum side yard setback is 0.9m.

The proposed north side yard setback is 0.46m.

6. Chapter 10.5.40.60.(6)(a), By-Law 569-2013

A bay window, or other window projection from the main wall of a building, which increases floor area or enclosed space and does not touch the ground, may encroach into a required front yard setback or rear yard setback a maximum of 0.75m, if the window projections in total do not occupy more than 65% of the width of the front main wall or rear main wall at each storey.

The total window projections occupy 83.4% of the rear main wall width.

7. Chapter 10.5.40.60.(7), By-Law 569-2013

Roof eaves may project a maximum of 0.9m provided that they are no closer than 0.30m to a lot line.

The proposed eaves are 0m from the north lot line.

8. Chapter 10.5.50.10.(1)(b), By-Law 569-2013

A minimum of 50% of the front yard must be landscaping area.

The proposed front yard landscaping area is 47.5%.

9. Chapter 10.5.50.10.(1)(d), By-Law 569-2013

A minimum of 75% of the required front yard landscaping must be soft landscaping.

The proposed front yard soft landscaping area is 46%.

10. Section 6(3) Part I 1, By-Law 438-86

The permitted maximum floor space index is 0.6 times the area of the lot.

The proposed floor space index is 0.81 times the area of the lot.

11. Section 6(3) Part II 3.B(II), By-Law 438-86

The minimum required side lot line setback is 0.9m for that portion of the building not exceeding 17.0m in depth, where the side wall contains openings.

The proposed north side lot line setback is 0.46m.

12. Section 6(3) Part II 3.E(I), By-Law 438-86

The minimum required side lot line setback is 1.2m where the side wall contains openings.

The proposed side lot line is setback 0.46m on the north side.

13. Section 6(3) Part IV 3(II), By-Law 438-86

An integral garage in a building where the floor level of the garage is located below garage and vehicle access to the garage is located in a wall facing the front lot line is not permitted.

The proposed integral garage is below grade.

JURISDICTION

Provincial Policy - S. 3

A decision of the Toronto Local Appeal Body ('TLAB') must be consistent with the 2014 Provincial Policy Statement ('PPS') and conform to the Growth Plan of the Greater Golden Horseshoe for the subject area ('Growth Plan').

Minor Variance – S. 45(1)

In considering the applications for variances form the Zoning By-laws, the TLAB Panel must be satisfied that the applications meet all of the four tests under s. 45(1) of the Act. The tests are whether the variances:

- maintain the general intent and purpose of the Official Plan;
- maintain the general intent and purpose of the Zoning By-laws;
- are desirable for the appropriate development or use of the land; and
- are minor.

EVIDENCE

The Appellants were represented by Ms. Meaghan McDermid, a Lawyer and Mr. Rae Tyuck, a land user planner. As stated earlier, the Motion hearing was scheduled or, and completed on 3 July, 2018. The Appellants, Mr. Goldenberg, and Ms. Platt, were present in addition to their counsel and expert witness; there was nobody in opposition to the Appellants.

The hearing commenced with the Motion hearing. Ms. McDermid explained that the relief sought through the Motion was to request the TLAB to bring forward the hearing to 3 July, 2018. Ms. McDermid explained that at a hearing on 22 March, 2018, the COA Panel approved the application respecting 97 Heddington Ave., but not before reducing the FSI variances under By-laws 569-2013 and 438-86, from 0.81 to 0.7 times the lot area. When asked if the Panel had given reasons orally or in writing, for their reducing the FSI variance, Ms. McDermid replied in the negative. The Appellants then appealed to the TLAB with the intention of having the planned FSI of 0.81x lot area approved. According to Ms. McDermid, nobody indicated an interest in becoming a Party or Participant to this hearing, after Notice was given. Ms. McDermid pointed out that there were no revisions to the Plans as submitted to the COA, and Mr. Tae Ryuck, expert Land Use Planner, had filed his Witness Statement on June 7, 2018. He had further sworn an affidavit on 18 June, 2018, the TLAB's consideration of the evidence, supporting the Motion for hearing the case on 3 July 2018, consideration of the

evidence, and recommending approval of the proposal with conditions. Given that there were no other Parties in the case, Ms. McDiarmid requested the TLAB to hear the case on the 3rd of July itself.

My question to Ms. McDermid was how the public interest was served by bringing forward the hearings for cases where there was no opposition. Ms. McDermid responded by stating that hearing cases in a speedy and time sensitive manner was in the Public interest. I allowed the Motion and informed the Appellants and their representatives that we would proceed to an oral hearing.

Mr. Rae Tyuck, land use planner, was sworn in and then recognized as an Expert Witness after he provided the highlights of his resume and work experience. Mr. Tyuck said that the Study Area he chose was bounded by: Roselawn Avenue to the north, Avenue Road to the east, Eglinton Avenue West to the south, and Latimer Avenue to the west, because is reflective of what local residents would experience daily. He pointed that Heddington Avenue increased in elevation from Eglinton Avenue West northward, cresting at the subject site, and decreased towards Roselawn Avenue.

He described the existing house as a 2-storey single detached dwelling with a mutual driveway facing Heddington Avenue. The Proposal is to construct a new 2 storey single detached dwelling, which will be dimensioned at a total GFA of 205.48 sq. m., proposed building height of 9.45m, proposed building length of 17.0m and a proposed FSI 0.81 times the area of the lot.

Mr. Ryuck described the proposal as being designed to provide a larger home with more living space for the Applicants' family, while recognizing the tight urban characteristics of the neighbourhood and Subject Site. Mr. Ryuck stated that the proposal is to build the new dwelling with no increases to the existing side yard setback on the south and a slight increase in setback on the north side. According to Mr. Ryuck. a variance is required for the north side yard setback, which reflects the existing condition, namely the existing condition of the roof eaves being located at the north lot line, will be maintained in the new dwelling.

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Mr. Ryuck stated that the elevation of the street and the location of the subject site at the crest of the hill, had been duly considered in the design of the proposed house, which was to ensure that the height of the new dwelling approximantes the heights of the adjacent houses. According to Mr. Ryuck, the house to the north is taller than the existing house on the subject site due to its higher elevation. Rather than building from the existing grade and constructing a house that is much taller than its neighbours, the proposal will cut into the slope of the hill to lower the basement of the house in order to achieve a similar height to the adjacent dwellings and maintain consistency of the roofline in the overall streetscape. The proposed integral garage will result in a positive slope from the street, because the elevation of the Subject Site rises from the street eastwards toward the house.

Mr. Ryuck then explained the importance of the Provincial Policy Statement (PPS) and the Growth Plan for the Golden Horseshoe (Growth Plan), through their focus on:

- a. optimizing the efficient use of land, resources and infrastructure, including existing and planned public transportation.
- b. Compact form.
- c. Redevelopment and intensification.
- d. Mixed uses at densities that make efficient use of land, resources and infrastructure and are transit supportive.

Mr. Ryuck said that the Proposal in question provides for modest intensification of the Subject Site to make more efficient use of the existing lot, which is not big but is located in close proximity to transit and other services. According to Mr. Ryuck, the intensification of the subject site is proposed in a manner that is appropriate and does not cause any adverse impacts to the area or neighbouring properties. In his opinion, the proposal did not have issues that specifically rise to the level of provincial concern.

Mr. Ryuck then discussed the compatibility between the proposal and the Official Plan (OP).

Mr. Ryuck noted that the OP directs intensification towards designated growth areas but states that "Neighbourhoods shall be stable but not static". He further quoted Section 2.3.1 of the Official Plan, which states: "A cornerstone policy is to ensure that new development in our neighbourhoods respects the existing physical character of the area, reinforcing the stability of the neighbourhood." He then stated that physical changes to established neighbourhoods must be sensitive, gradual and generally fit the existing physical character. He then discussed the application of Policy Section 4.1.5 to the proposal and stated the significance of 4.1.5(c), related to heights, massing and scale. Mr. Ryuck presented a table of decisions from the COA which demonstrated that many houses had been approved for FSI in excess of the requested 0.8, including some where the FSI exceeded 1.

Mr. Ryuck then reiterated one of the unusual features of the topography of the plot and its impact on the design- the proposal will be cut into the slope of the Subject Site to achieve a consistent roofline and transitioning of heights that rises from south of the Subject Site to the north. He said that from a streetscape perspective, the proposal seamlessly integrates into the neighbourhood and would not create an adverse impact to the streetscape. He also asserted that the proposal is compliant in terms of the prevailing building type, setbacks and prevailing patterns of rear and side yard setbacks. Based on these features, Mr. Ryuck concluded that the proposal complied with the Official Plan.

Mr. Ryuck then discussed the compatibility between the proposal and the Zoning By-Law.

The Subject Site is zoned RD in the City Wide Zoning By-law No. 569- 2013 and R1 in the former Toronto By-law No. 438-86. Mr. Ryuck noted that the general intent of the City zoning by-laws is to:

- a. Ensure compatible built form within an area
- b. Ensure no unacceptable adverse impacts on streetscape or on adjacent properties

Mr. Ryuck also explained how the variances complied with the intent and purpose of the zoning by-law. Variances 4 and 10, which address the FSI, would result in a built form consistent with other houses in the neighbourhood and does not result in a building form that changes the physical character of the neighbourhood, which consists of newer, larger homes exceeding the by-law requirements. Variance 3, related to the side exterior main walls, is the consequence of the placement of the dormers, which are minor projections, and encompass a small portion of the walls. He pointed out that the major portion of the walls are 7.63 metres high when measured to the eaves, consistent with neighbouring buildings, and that the dormers don't have a negative impact on the neighbouring properties, Mr. Ryuck concluded that the variance is consistent with the zoning- bylaw. Discussing variances to the building height, Mr. Ryuck said that the height was a consequence of the fact that the Subject Site is located at the crest of Heddington Avenue, and a variance is needed only under City wide by 569-2013, because the height is measured from "established grade", which is lower than the actual grade in this case. Mr. Ryuck believes this variance to be technical.

Addressing the variances for the side yard setback and eaves projection, Mr. Ryuck stated that the proposed dwelling maintains the side yard setbacks of the existing dwelling on the south side as well as the eaves, and slightly increases the setback on the north side, which would not result in any additional or unknown impacts. Discussing the variances for front yard landscaping, Mr. Ryuck said that there is little front yard area on the subject site that is available for landscaping due to the constraints of the property boundaries, the parking pad and mutual driveway consistent with other properties on the street, and that the resulting difference in landscaping would not be discernable from the street. He also added that the forestry condition of payment in lieu of planting one street tree on the City road allowance would be complied with, and that this was the optimal solution to complying with the landscaping issue.

Mr. Ryuck then asserted that the variances related to the below grade garage are technical in nature. Due to the location of the established "average grade", (from where the measurement of the garage is carried out) being higher than grade, there is a technical variance in order to ensure a positive slope from the house to the property line. Mr Ryuck said that the COA had imposed the need for a minimum of a 2% slope but their proposal had a higher slope because of the topography, and therefore complied with the condition. Mr. Ryuck also voiced his support for the condition of 2% slope to be retained if TLAB was inclined to approve the proposal. Lastly, coming to the rear window projection, Mr. Ryuck said that this was the consequence of the bay windows on the rear main wall, and the impact was no different from what already existed.

Lastly, Mr Ryuck said that Variance 1, related to fist floor area, was no longer needed, because of the OMB decisio, released on March 1, 2018, which ordered the deletion of regulation with respect to minimum area of the first floor within 4m.

He then spoke to the test about the development being desirable and appropriate.

He reiterated that the proposal represents reinvestment and modest intensification of the Subject Site. The proposed 2-storey dwelling is of a size and type that is

within the character of the neighbourhood. Adding that the proposal does not create any additional or excessive shadows or overlook that is uncharacteristic of the existing context, Mr. Ryuck stressed that scale and massing of the proposal has been designed with sensitivity to its relationship to adjacent properties and the neighbourhood.

Lastly, speaking to the test about the variances being minor, Mr. Ryuck said that the test for "minor" is not one of no impact, but whether the impact is considered acceptable. Mr. Ryucak said that he proposed deployment of density on the Subject Site in the form of a 2-storey dwelling is one that does not create adverse impacts in terms of overlook and shadows. The proposal has been carefully designed to be mindful of height in the context of the elevation of the street. He emphasized that the proposal will not destabilize the neighbourhood as the setbacks, massing and height are characteristic of the streetscape and neighbourhood.

Based on the presented analysis, Mr. Ryuck concluded that the proposal complied with all the 4 tests in Section 45(1), as well as higher level provincial policies. He therefore recommended that the proposal be approved subject to the conditions imposed by the COA, which included:

- 1) The proposal be constructed substantially in accordance with the north and south elevations submitted to the Committee of Adjustment, date stamped received by the City Planning Division on March 2, 2018.
- 2) Permeable materials are to be used for the proposed driveway.
- 3) The driveway maintains a minimum 2% positive slope from the street to the entry of the integral garage.
- 4) Where there are no existing street trees, the owner shall provide payment in lieu of planting one street tree on the City road allowance abutting each of the sites involved in the application. The current cost of planting a tree is \$583.

Mr. Ryuck explained that the first two conditions are standard to ensure that the building is constructed to comply with Orders from the COA and the TLAB, while the second condition prevented flooding issues. The third was a consequence of height differences between established grade and the integral garage, while the last addressed the landscaping situation. He said that the Appellants did not have any concerns about complying with the conditions.

I did not have any questions for Mr. Ryuck. I thanked him and stated that I would reserve my decision, and release it in a short period of time. In response to Ms. McDermid's request for issuing a decision from the bench because of the absence of other Parties, I reiterated that I would issue my decision within a short period of time.

ANALYSIS, FINDINGS, REASONS

The Appeal respecting 97 Heddington Ave. is the consequence of the COA's decision to reduce the FSI when it considered this matter in March 2018. The FSI number is not determinative by and of itself, since it represents a ratio between the area of the constructed portion to the area of that plot (land) on which the building stands. As Mr. Ryuck's analysis of COA decisions demonstrated, FSIs of more than 0.8 and up to 1.05 have been granted in the neighbourhood because the lot sizes are relatively small. The need to build a house that responds to the needs of growing families warrants a larger house, resulting in an increased FSI.

Many of the requested variances are impacted by the placement of the house, which is on a crest between Eglinton Ave E and Roselawn Avenue. The uncontroverted evidence of Mr. Ryuck in his capacity as a land use panner, and Expert Witness, is accepted, and the proposal is deemed to comply with all the four tests in Section 45(1) and higher level provincial policies. Given that there no increased impacts as a result of any these variances individually or collectively, there is merit to approving all variances, including the FSI of 0.81 x the lot area.

The suggested conditions to be imposed are standard and are not site-specific. They refer to the Applicant's obligation build in significant compliance with the plans and elevations, paving the driveway with permeable material to prevent flooding, paying a fee in lieu of planting trees. The Appellants expressed no discomfort or concern in complying with the conditions. I however, believe that it would be prudent to include language in the conditions which references the Site Plan drawings submitted to the Committee of Adjustment, prepared by Drew Laszlo, Architect attached to a Surveyor's Real Property Report prepared by A. Aziz Surveyors Inc., of which the latter is dated 6 October, 2017. Since is no other date visible on the Plans, I have to reference the Surveyor's Real Property Sheet, which is not my preferred option. I would strongly encourage the submission of Site Plans that make clear reference to who prepared the document, and when.

Variance 1, relating to the Gross Floor Area, is moot because of the decision of the OMB on March 1, 2018. It is therefore removed from the list of variances to be ruled upon, resulting in the numbering of approved variances starting at 2.

Based on the above reasoning, the requested variances from (2)- (13) are considered approved, subject to the Conditions of approval, as discussed on the previous page.

DECISION AND ORDER

- .1) The Appeal is allowed, and the Decision of the Committee of Adjustment dated 22 March, 2018, is set aside.
- 2) The following variances are approved:
- 2. Chapter 10.20.40.10.(1)(a), By-Law 569-2013

The permitted maximum height of a building is 9.0m.

The proposed height of the building is 9.46m.

3. Chapter 10.20.40.10.(2)(b)(i), By-Law 569-2013

The permitted maximum height of all side exterior main walls facing a side lot line is 7.0m.

The proposed height of the side exterior main walls facing a side lot line is 8.46m.

4. Chapter 10.20.40.40.(1)(a), By-Law 569-2013

The permitted maximum floor space index is 0.6 times the area of the lot.

The proposed floor space index is 0.81 times the area of the lot.

5. Chapter 10.20.40.70.(3)(b), By-Law 569-2013

The required minimum side yard setback is 0.9m.

The proposed north side yard setback is 0.46m.

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A bay window, or other window projection from the main wall of a building, which increases floor area or enclosed space and does not touch the ground, may encroach into a required front yard setback or rear yard setback a maximum of 0.75m, if the window projections in total do not occupy more than 65% of the width of the front main wall or rear main wall at each storey.

The total window projections occupy 83.4% of the rear main wall width.

7. Chapter 10.5.40.60.(7), By-Law 569-2013

Roof eaves may project a maximum of 0.9m provided that they are no closer than 0.30m to a lot line.

The proposed eaves are 0m from the north lot line.

8. Chapter 10.5.50.10.(1)(b), By-Law 569-2013

A minimum of 50% of the front yard must be landscaping area.

The proposed front yard landscaping area is 47.5%.

9. Chapter 10.5.50.10.(1)(d), By-Law 569-2013

A minimum of 75% of the required front yard landscaping must be soft landscaping.

The proposed front yard soft landscaping area is 46%.

10. Section 6(3) Part I 1, By-Law 438-86

The permitted maximum floor space index is 0.6 times the area of the lot.

The proposed floor space index is 0.81 times the area of the lot.

11. Section 6(3) Part II 3.B(II), By-Law 438-86

The minimum required side lot line setback is 0.9m for that portion of the building not exceeding 17.0m in depth, where the side wall contains openings.

The proposed north side lot line setback is 0.46m.

12. Section 6(3) Part II 3.E(I), By-Law 438-86

The minimum required side lot line setback is 1.2m where the side wall contains openings.

The proposed side lot line is setback 0.46m on the north side.

13. Section 6(3) Part IV 3(II), By-Law 438-86

An integral garage in a building where the floor level of the garage is located below garage and vehicle access to the garage is located in a wall facing the front lot line is not permitted. The proposed integral garage is below grade

3. The following conditions are imposed:

- 1) The proposal is to be constructed substantially in accordance with the Site Plans submitted to the Committee of Adjustment, prepared by Drew Laszlo, Architect attached. This document is attached to a Surveyor's Real Property Report prepared by A. Aziz Surveyors Inc., dated 6 October, 2017. These Plans are referenced to, in the file pertaining to 97 Heddington Ave. on the TLAB website, as "CA Plans".
- 2) Permeable materials are to be used for the proposed driveway.
- 3) The driveway maintains a minimum 2% positive slope from the street to the entry of the integral garage.
- 4) Where there are no existing street trees, the owner shall provide payment in lieu of planting one street tree on the City road allowance abutting each of the sites involved in the application. The current cost of planting a tree is \$583

So orders the Toronto Local Appeal Body.

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S. Gopikrishna

Panel Chair, Toronto Local Appeal Body

SITE STATISTICS:

97 HEDDINGTON AVE.
PLAN OF PART OF LOT 149
REGISTERED PLAN M-387
CITY OF TORONTO
(FORMERLY THE CITY OF TORONTO)

<u>PROPOSED</u>

ZONE: RD (F7.0; D0.6)(x1410) LOT AREA: 2,734.12 S.F. [254.00 M2]

LOT FRONTAGE: 25.00' [7.62M]

BUILDING HEIGHT: $\pm 31.00'$ [9.45M] / ± 26.83 [8.18M]

LENGTH OF DWELLING: 55.77' [17.00M]

FRONT 15.58' [4.75M]
REAR 36.28' [11.06M]
SIDE (NORTH) 1.50' [0.45M]
SIDE (SOUTH) 3.50' [1.07M]

GROSS FLOOR AREA:

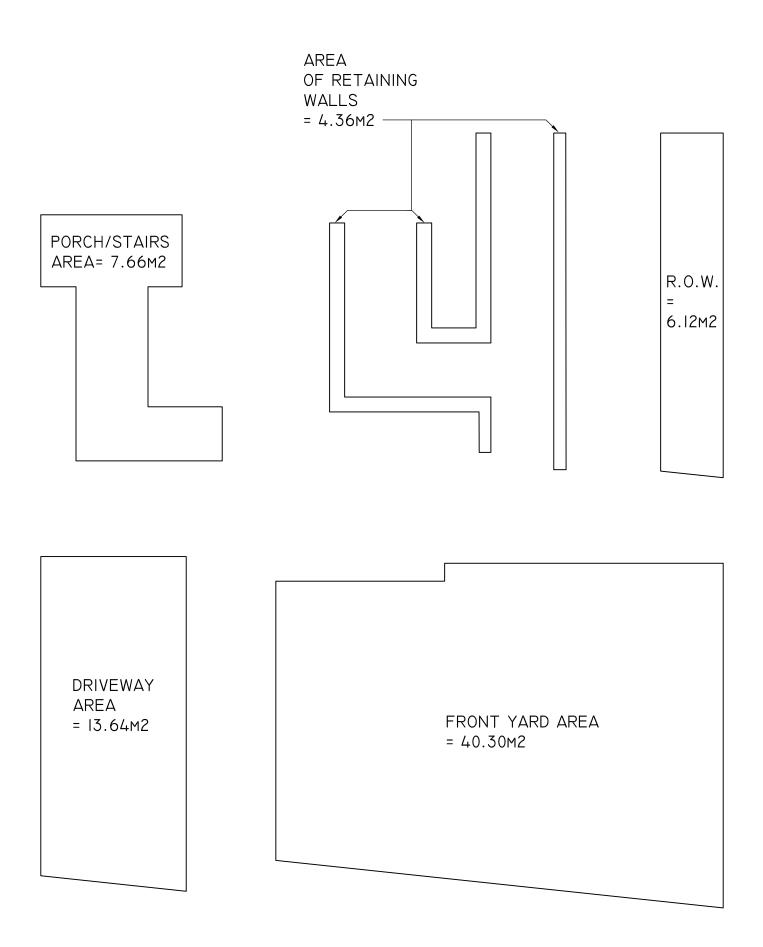
GROUND FLOOR 1,089.98 S.F [101.26 M2] SECOND FLOOR 1,121.86 S.F. [104.22 M2]

TOTAL 2,211.84 S.F. [205.48 M2]

(80.90%)

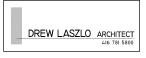
LANDSCAPE OPEN SPACE:

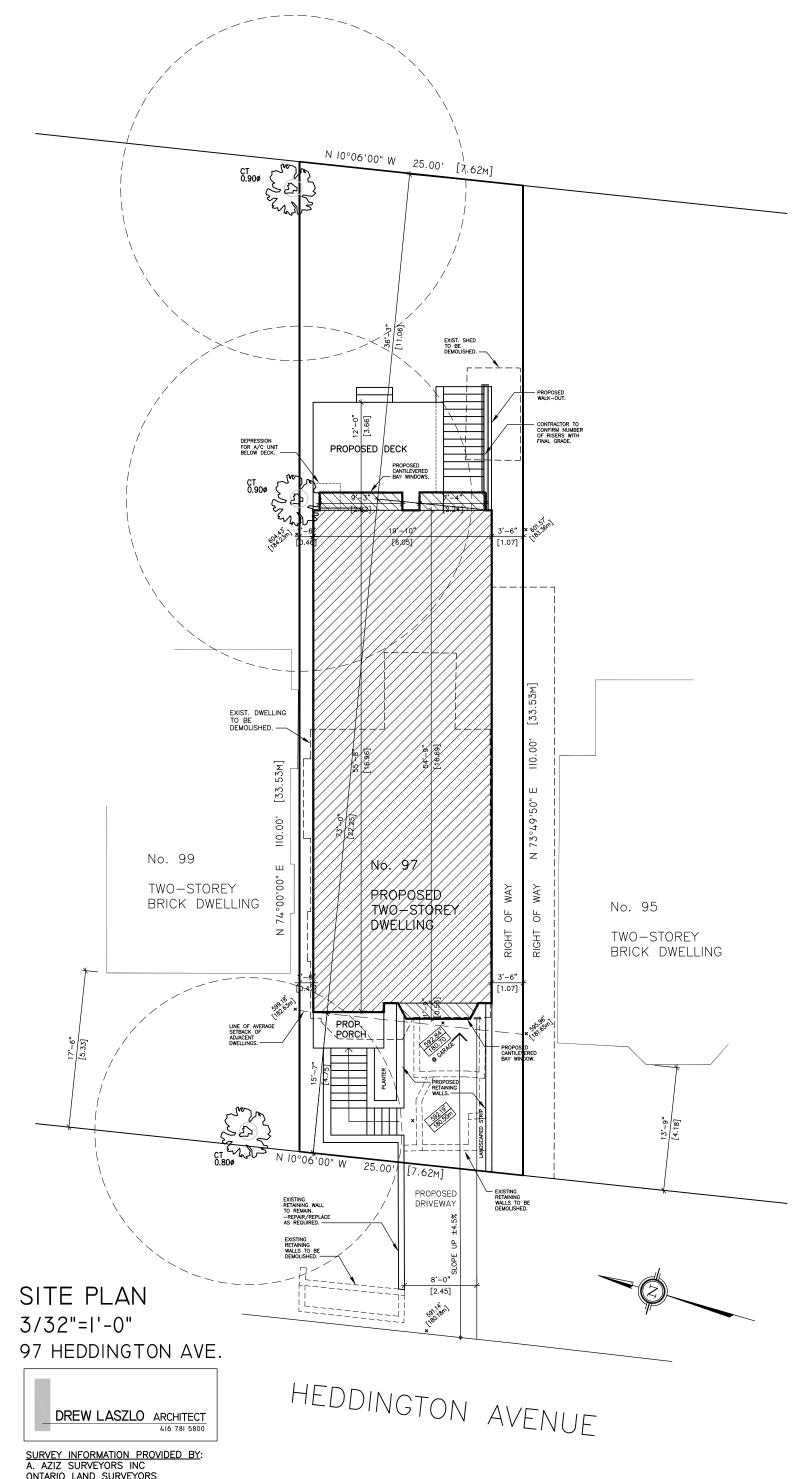
FRONT YARD LANDSCAPING 50.96% FRONT YARD SOFT LANDSCAPING 21.14%



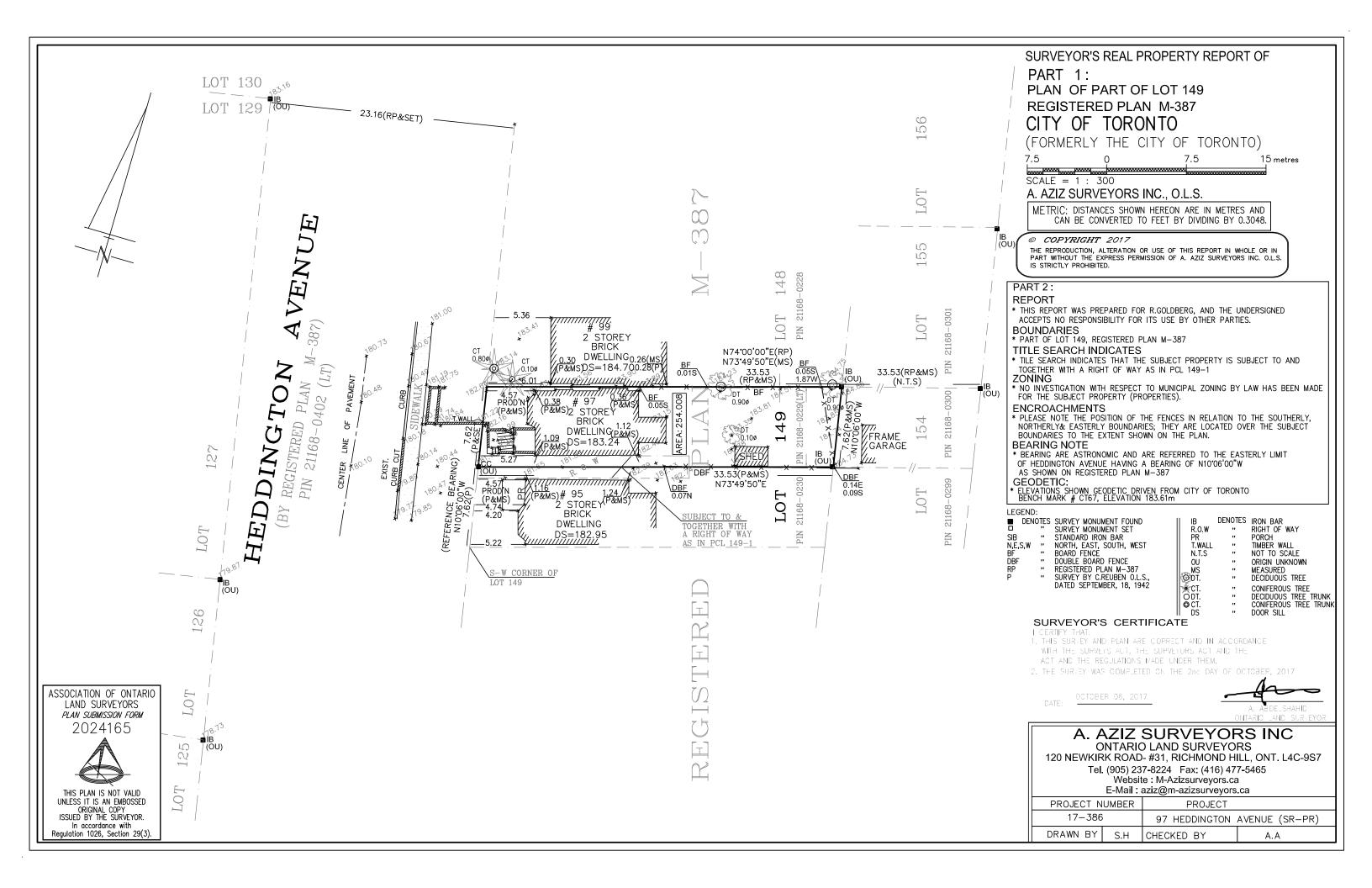
LANDSCAPING 20.54M2 (50.96%) SOFT LANDSCAPING 8.52M2 (21.14%)

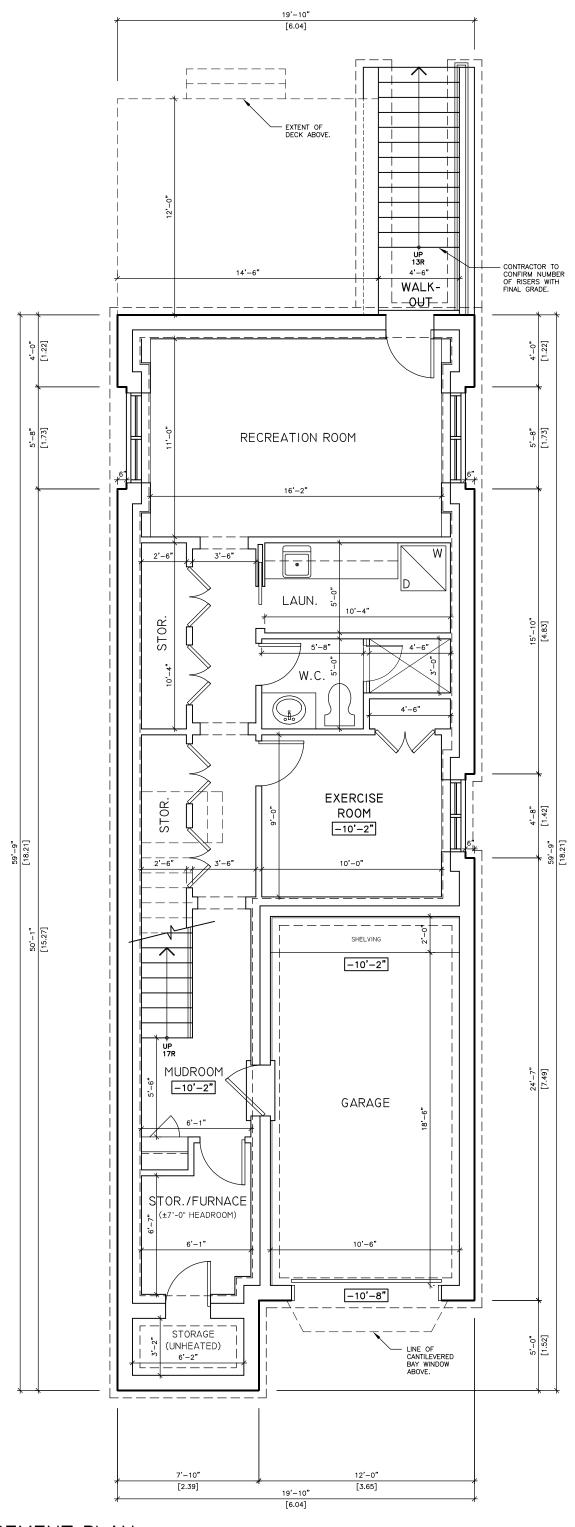
LANDSCAPE AREAS 3/16"=1'-0" 97 HEDDINGTON AVE.



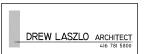


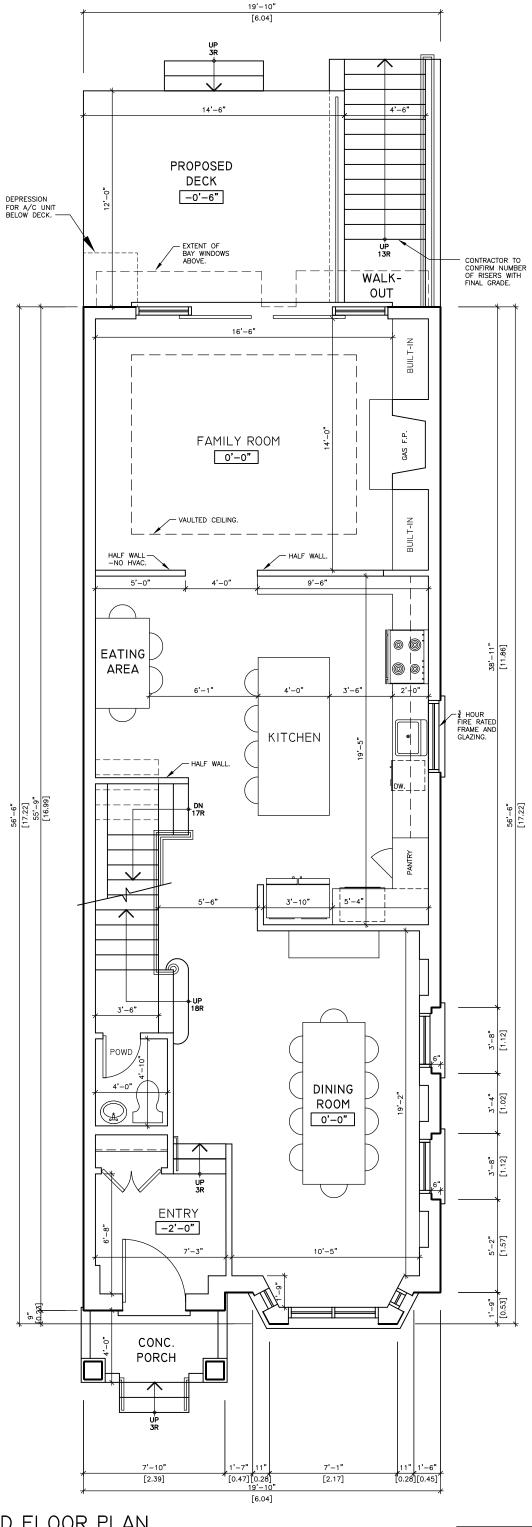
SURVEY INFORMATION PROVIDED BY: A. AZIZ SURVEYORS INC ONTARIO LAND SURVEYORS OCTOBER 2017





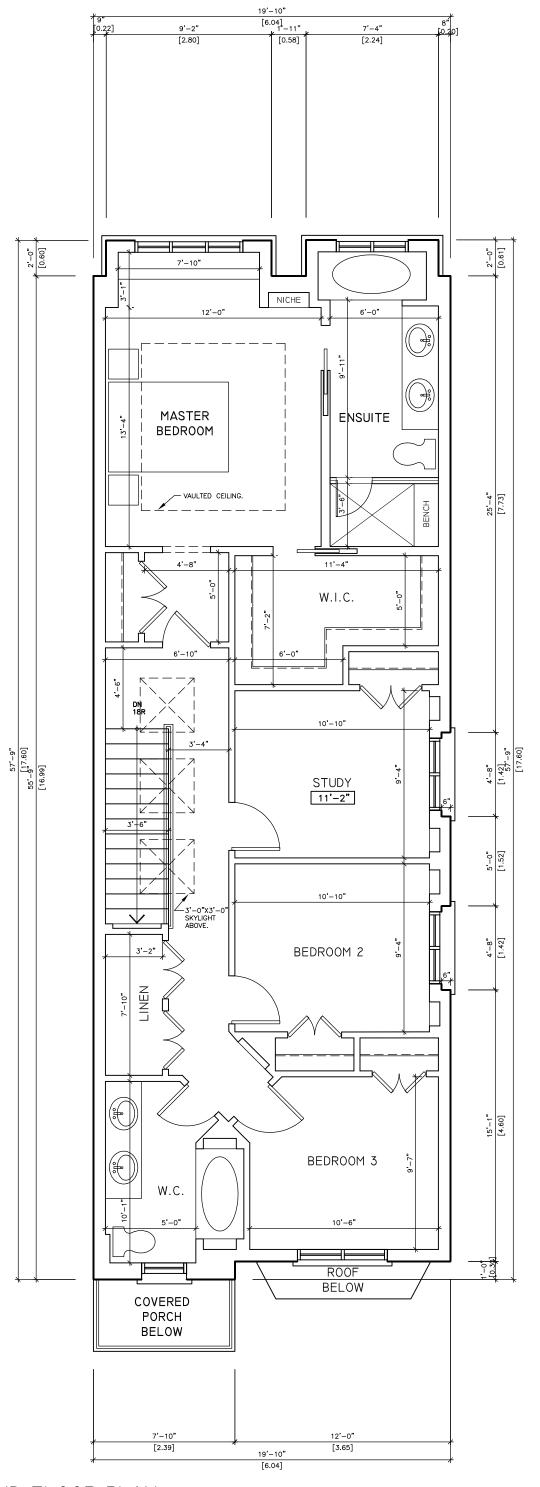
BASEMENT PLAN 3/16"=1'-0" 97 HEDDINGTON AVE.





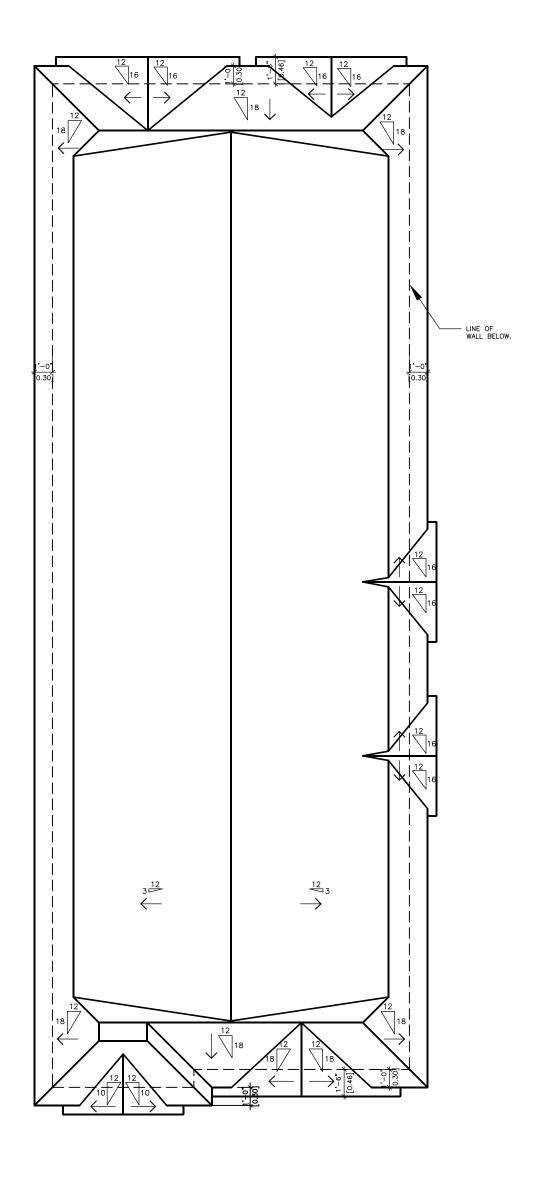
GROUND FLOOR PLAN 3/16"=1'-0" 97 HEDDINGTON AVE.

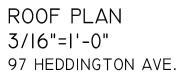


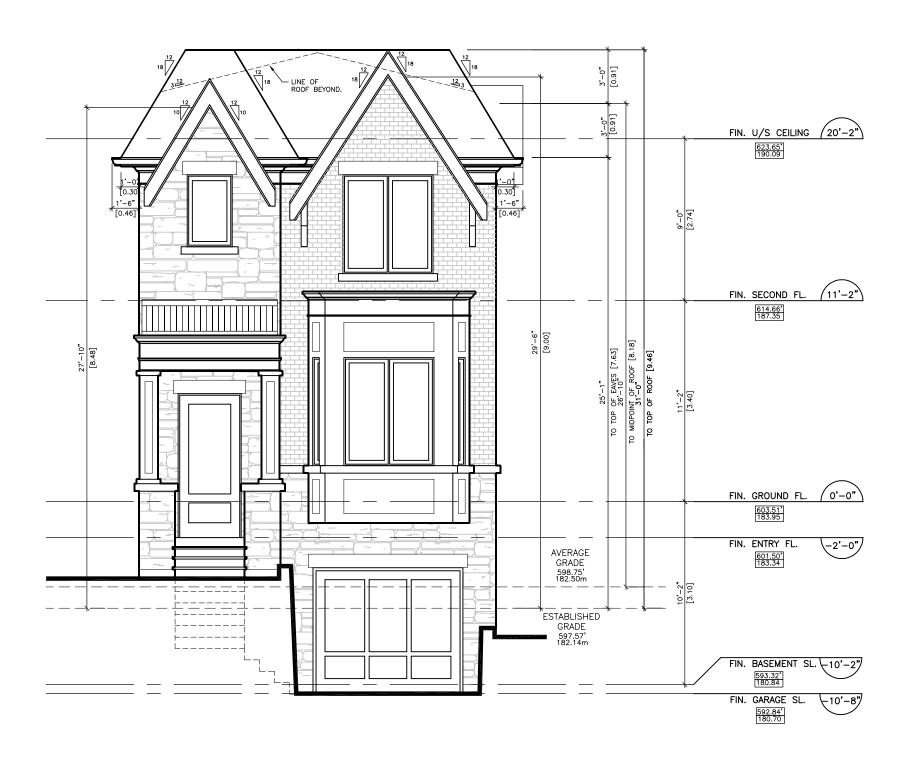


SECOND FLOOR PLAN 3/16"=1'-0" 97 HEDDINGTON AVE.



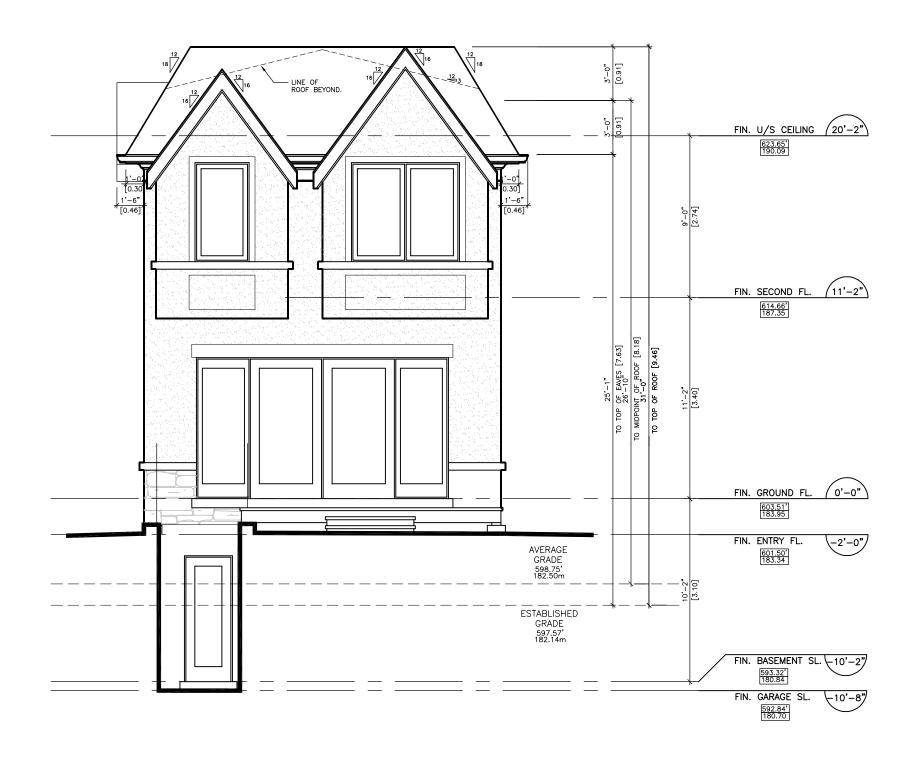






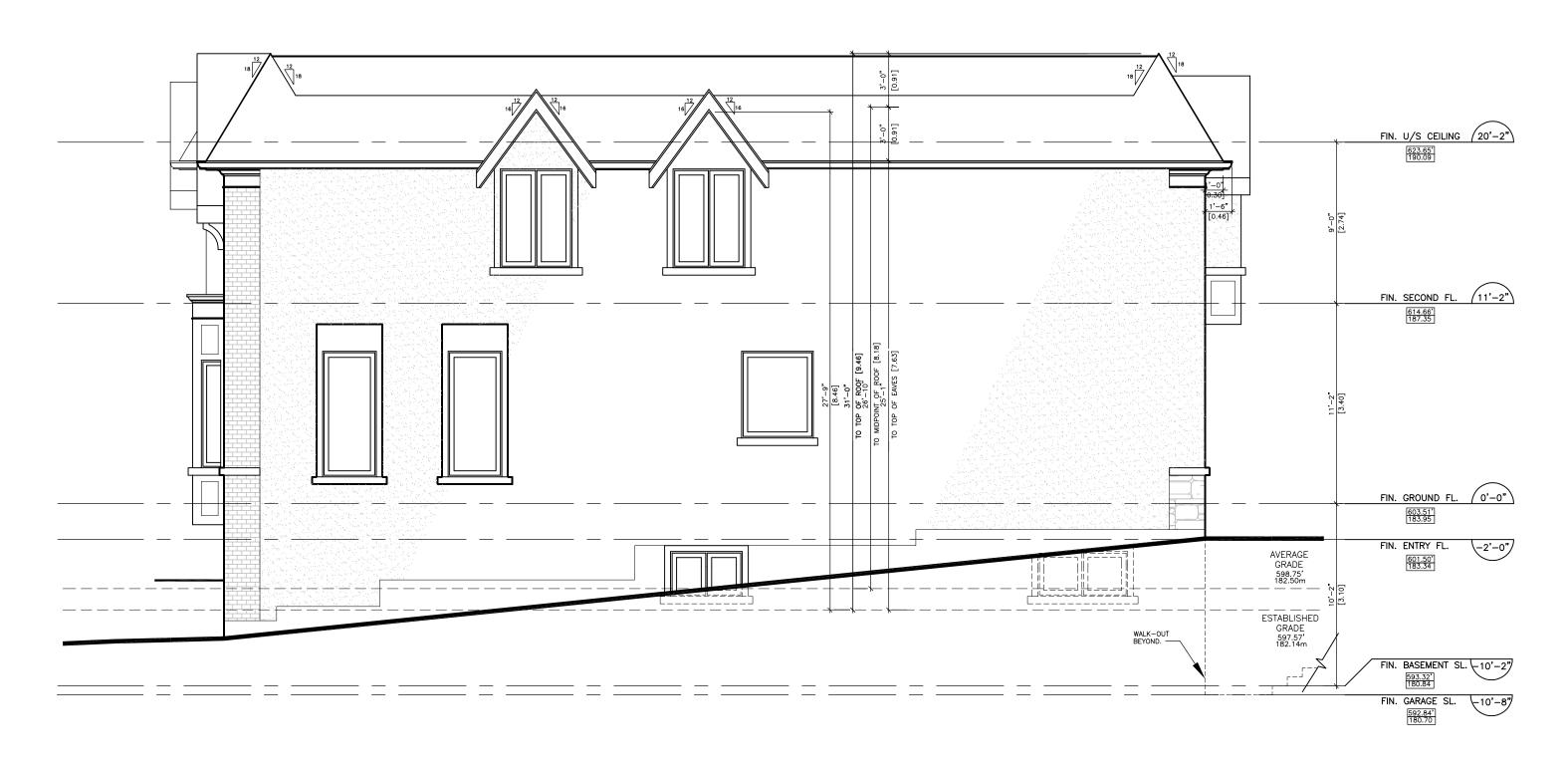
FRONT ELEVATION
3/I6"=1'-0"
97 HEDDINGTON AVE.





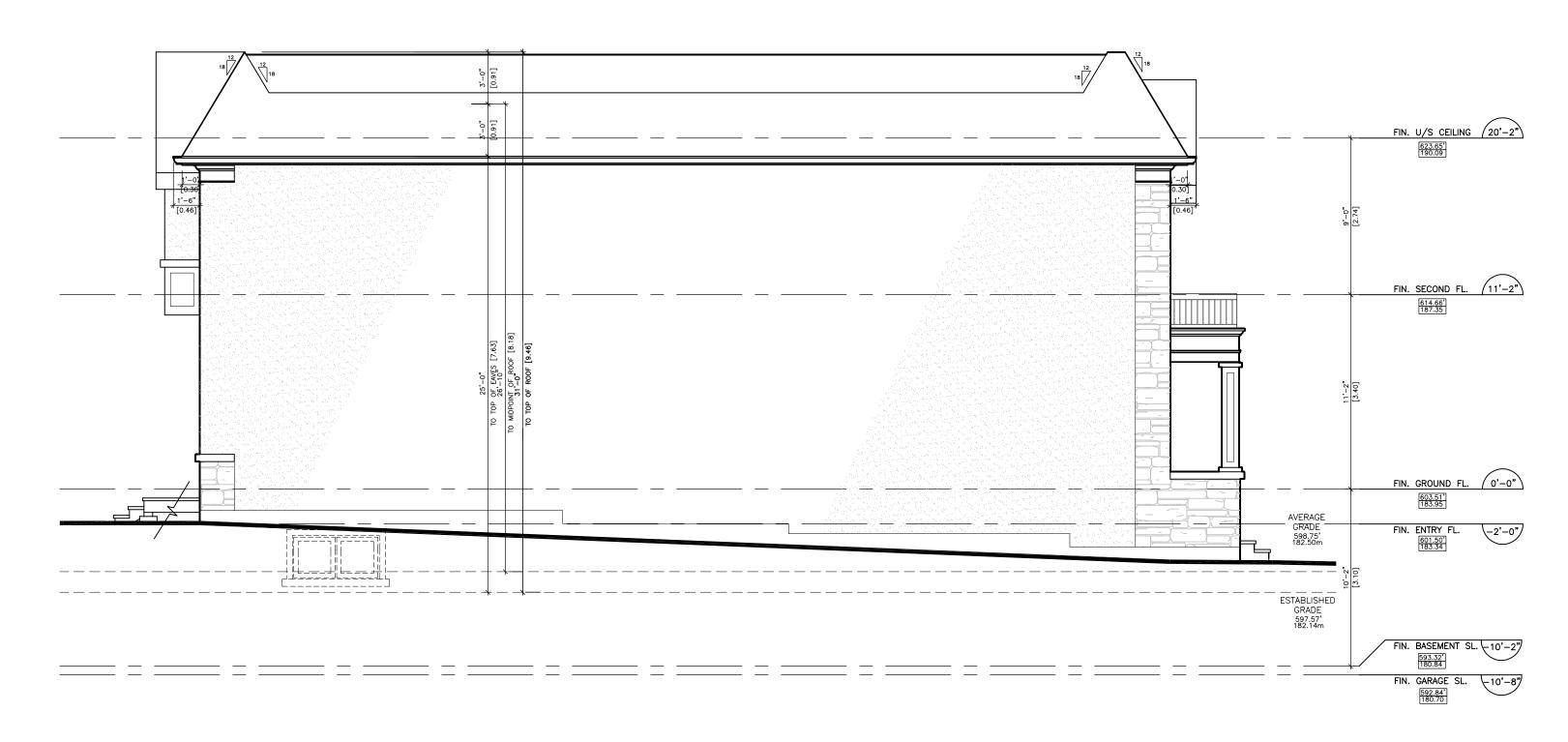
REAR ELEVATION
3/I6"=1'-0"
97 HEDDINGTON AVE.





SIDE (SOUTH) ELEVATION 3/16"=1'-0"
97 HEDDINGTON AVE.





SIDE (NORTH) ELEVATION 3/16"=1'-0"
97 HEDDINGTON AVE.

DREW LASZLO ARCHITECT