

Toronto Local Appeal Body

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DECISION AND ORDER

Decision Issue Date Wednesday, June 26, 2019

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): NAZNIN CHOWDHURY

Applicant: CANTAM GROUP LTD

Property Address/Description: 59 CLETA DR

Committee of Adjustment Case File: 18 140711 ESC 35 CO, 18 140716 ESC 35 MV, 18

140717 ESC 35 MV

TLAB Case File Number: 18 181672 S45 35 TLAB, 18 181676 S45 35 TLAB, 18 181681

S53 35 TLAB

Hearing date: Tuesday, May 14, 2019

DECISION DELIVERED BY G. BURTON

APPEARANCES

NAME ROLE REPRESENTATIVE

NAZNIN CHOWDHURY OWNER/APPELLANT AMBER STEWART

CANTAM GROUP LTD APPLICANT

CITY OF TORONTO PARTY (TLAB) ADERINSOLA ABIMBOLA

KASIA CZAJKOWSKI

BRUNA NIGRO EXPERT WITNESS

INTRODUCTION

This is an appeal by the owner of 59 Cleta Drive in the Kennedy Road – Danforth Ave area of Scarborough, from three decisions of the Committee of Adjustment (COA) dated May 31, 2018. The COA refused his applications for consent to sever the property, and for one variance each for the severed lots. These variances relate only to a reduced frontage from the zoning requirement. The owner appealed the refusals to the Toronto

Local Appeal Body (TLAB).

The subject parcel is located on the east side of Cleta Drive. Cleta Drive is a local north-south road, one street east of Kennedy Road, north-east of the St. Clair Avenue East and Kennedy Road intersection. Danforth Road as well runs on a diagonal to the northeast from this intersection.

The property is designated *Neighborhoods* in the Official Plan (OP), and is zoned Residential Detached RD (f12.0; a464 (x340) under the City-Wide Zoning By-law 569-2013 (as am.), and Single Family Residential (S) under the Kennedy Park Community Zoning By-law 9278 (Kennedy By-law, as am.)

The parcel now contains a detached bungalow and rear detached garage, accessed by a driveway to the north of the parcel.

BACKGROUND

Both applicable Zoning By-laws have a frontage requirement of 12.0 m for residential lots on this street. The subject parcel has a frontage of 17.98 m. The severed lots would each have a frontage of 8.99 m. The deficiency in frontage would be 3.01 m for each lot, if the severance is granted. The City of Toronto (City) objects to this change.

In his Notice of Appeal, the owner had stated that "I am appealing the decisions of above files. The Committee refused the proposal even though severance and minor variance was granted at 0MB for a property on the same street just a few houses down from ours (47 Cleta Dr., 0MB file No - PL160800.)"

At the COA, the City of Toronto Planning Department provided comments objecting to the proposal. Other City departments did not comment: Engineering Construction Services and Urban Forestry. Two letters of opposition were submitted by neighbours.

No other party registered to take part in the TLAB proceedings.

MATTERS IN ISSUE

Should severances be granted on this street, which consists mainly of larger lots frontages? Should the fact that an almost identical severance was granted recently by the (former) OMB, close to the subject property, affect this decision?

JURISDICTION

On an appeal of a consent application, Ms. Abimbola the TLAB must be satisfied that the relevant provisions on subsection 51(24) of the Act are satisfied. Subject to my

editorial deletions of some of the clauses here, few of which apply to this application (based on my assessment of the evidence provided), the subsection reads:

- "(24)... regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality and to,
- (a) the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;
- (b) whether the proposed subdivision is premature or in the public interest;
- (c) whether the plan conforms to the official plan;
- (f) the dimensions and shapes of the proposed lots;.."

Respecting the variance appeals, the TLAB must ensure that each of the variances sought meets the tests in subsection 45(1) of the Act. This involves a reconsideration of the variances considered by the COA in the physical and planning context. The subsection requires a conclusion that each of the variances, individually and cumulatively:

- maintains the general intent and purpose of the official plan;
- maintains the general intent and purpose of the zoning by-law;
- is desirable for the appropriate development or use of the land, building or structure; and
- is minor.

These are usually expressed as the "four tests", and all must be satisfied for each variance.

In addition, TLAB must have regard to matters of provincial interest as set out in section 2 of the Act, and the variances must be consistent with provincial policy statements and conform with provincial plans (s. 3 of the Act). A decision of the TLAB must therefore be consistent with the 2014 Provincial Policy Statement (PPS) and conform to (or not conflict with) any provincial plan such as the Growth Plan for the Greater Golden Horseshoe (2017 Growth Plan) for the subject area.

Under s. 2.1(1) of the Act, TLAB is also to have regard for the earlier Committee decision and the materials that were before that body.

EVIDENCE

The owner's expert planning evidence was provided by Mr. Jonathan Benczkowski, an experienced land use planner qualified often before TLAB. He had been hired, together with Ms. Stewart, too late to file the requisite materials with TLAB under the first Notice of Hearing. An adjournment was granted by TLAB on December 10, 2018, to the dates of the present hearing. All filing dates in the new Notice of Hearing were met.

Mr. Benczkowski chose as his study area for the assessment of the proposal Corvette Avenue to the north, Brenda Crescent/Danforth Road to the south, Kennedy Road to the west, and **Granger Avenue to the East**. (I emphasize the easterly boundary since the City's witness chose a different and more westerly one.) In his view this study area generally reflects what a resident of the area would experience in their day-to-day lives, walking the streets. They experience the 'neighbourhood' as they travel to Corvette Park and Corvette School (north of the subject street), and when walking to the commercial uses to the south-east, south-west and north-east. He also said that he included the eastern portion because of the road patterns here, where Danforth Ave. is on the diagonal, meaning road trips would have to cut through this easterly portion to reach the subject parcel. Although he acknowledged that the eastern segment was in a different zone, requiring only a 9 m frontage for detached residential while the subject was in a 12 m zone, there is no noticeable change on the ground. He also testified that his planning opinion would not differ if this eastern segment were to be deleted from his study area.

He sees sufficient transit options close by, so as to comply with such requirements in the planning instruments. Multiple public transit options are an 8-minute walk away, at the corner of Kennedy Road and St. Clair Avenue East.

In assessing his study area, he noted the great variety in built forms, dwelling types and architectural styles. The neighbourhood contains bungalow as well as semi-detached and detached two storey dwellings, with no consistent built form or architectural style. He concludes that there is an inconsistent and fractured built form throughout. Lot sizes vary greatly within this neighbourhood.

The proposed site plan (Ex. 1, Tab 2) shows the requested lots, almost equal, but one is slightly less in area because of a narrower rear. There are no lot area variances requested, and front and rear yard setbacks are generous. The reduction in side yard setback sought at the COA has been eliminated, thus retaining adequate setbacks on all sides. (The OMB-approved severance at 47 Cleta, discussed below, had been granted side yard setbacks, and these are not present in this application.) In his opinion this limits any adverse impact on adjacent properties.

He explained the proposed designs in detail, given that the chosen built form would comply with all of the requirements in the zone. The two houses would be mirror images, with conventional pitched roofs and access to integral garages via driveways on the outside of the lots. Rear decks were placed to the rear centres of the two lots, to minimize overlook and maintain privacy. It is important to note that the garage is at

grade, with only one functional floor of living space over it. This was not the exaggerated design seen elsewhere, with two floors above an elevated entrance, to which neighbours frequently object. Here, there are only 5 steps to the front door. A small indentation for window glazing, set back 1.2 m from the lot line, had been created midway along the sides, again to maintain privacy. He concluded that the proposed built form was most acceptable, with no adverse impacts on the neighbourhood or the immediate neighbours. None of those nearby had commented.

The only variance required, then, is one for the width of the lot. The By-laws both require a 12 m frontage.

He addressed the criteria for consent approvals, in subsection 51(24) of the Act (seen above). He prepared a Lot Study and Map from the 10 years of data supplied by the City in the normal course following a request. These did not include the recent severance approval at 47 Cleta, discussed below. From these he created four frontage width categories (as seen on a chart in Exhibit 2, and on the coloured map on the next page):

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7.5 to 8.99 m (8.99 m proposed in this application)
9.07 to 12 m (both By-law requirements are for 12 m.)
12.04 to 17.98 m (17.98 is the existing lot frontage)
greater than 17.98 m. (there are many).
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Of the total of 727 lots in his study area, 154 (including 47 Cleta) are in the smallest category. These constitute 20.91 % of the lots there. The next category of 9.07 to 12 m comprise 27.10% of the lot frontages in the area. He found that 349, or 48% of the lots do not comply with the By-law standards. The frontage size variations are very large, even in the largest categories.

The photos in his Book illustrate the great variety in building types (Ex. 2, Photo Book, p. 33). He examined in detail the many differing styles and lot sizes all along Cleta and even over to Granger Ave, the most easterly street in his study area. Many different structures such as two storeys exist beside older bungalows, with varying lot widths.

Mr. Benczkowski testified that the more modern approach to replacement properties is to have an integral garage, and thus no drive aisle and garage at the rear. The existing bungalow is not an appropriate built form, as the new Zoning By-law now encourages landscaped open space and soft landscaping at the rear of residential parcels.

Respecting applicable provincial policy, Mr. Benczkowski found consistency with the applicable policies of the PPS and the Growth Plan. These promote intensification and complete communities, with a mix of housing options (including detached) for households of different sizes. 59 Cleta Drive is located within a built-up area. While he admitted that this is not a major transit station area, he also pointed to policy directions there which prioritize intensification in order to efficiently optimize land, and to utilize existing transit. (Section 1.2.1a). The OP is the vehicle for identifying where infill housing can be accommodated, and he admitted that the obligation to provide a range

of housing is a City-wide one. Still, his opinion is that this satisfies the obligation to provide a range of densities and building types across the municipality. The addition of two dwellings will not alter this stable residential neighbourhood. It would not take away from the physical character of the area.

The Official Plan:

The proposal meets the general intent and purpose of the OP, the first of the tests in subsection 45(1) of the Act. In the Housing Policies (Ex. 1, Tab 18), there is a general recognition that change will occur over time, and 3.2.1.2 anticipates maintenance and replenishment of housing. The Healthy Neigbourhoods policies in 2.3 direct intensity to designated areas. These are to be stable but not static, and by 2.3.1, not frozen in time. The commentary states that some physical change will occur over time as enhancements, additions and infill housing occurs on individual sites. A cornerstone policy is to ensure that new development in neighbourhoods respects the existing physical character of the area, reinforcing the stability of the neighbourhood. Policy 2.3.1.1. says that "Neighbourhoods...are considered to be physically stable areas. Development within Neighbourhoodswill be consistent with this objective and will respect and reinforce the existing physical character of buildings, streetscapes and open space patterns in these areas." (emphasis added).

This is reflected in the Neighbourhoods policies in Policy 4 of the Plan. Policy 4.1 states that Neighbourhoods are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses. The explanatory text for the policies here says that physical changes to stable neighbourhoods must be "sensitive, gradual and generally "fit" the existing physical character. "A key objective of this Plan is that new development respect and reinforce the general physical patterns in a Neighbourhood."

Policy 4.1.5 is the key test, envisaging development criteria in zoning By-laws as the control mechanism:

- "5. Development in established Neighbourhoods will respect and reinforce the existing physical character of the neighbourhood, including in particular:
- a) patterns of streets, blocks and lanes, parks and public building sites;
- b) size and configuration of lots;
- c) heights, massing, scale and dwelling type of nearby residential properties:
- d) prevailing building type(s);
- e) setbacks of buildings from the street or streets;
- f) prevailing patterns of rear and side yard setbacks and landscaped open space;.... No changes will be made through rezoning, minor variance, consent or other public action that are out of keeping with the physical character of the neighbourhood. The prevailing building type will be the predominant form of development in the neighbourhood. Some Neighbourhoods will have more than one prevailing building type. In such cases, a prevailing building type in one neighbourhood will not be considered when determining the prevailing building type in another neighbourhood."

Mr. Benczkowski testified that clauses b), c) and f) were the principal relevant provisions here. While he agreed that the language in the policy is mandatory ("will respect and reinforce", and "no changes...out of keeping"), he finds the varied lot pattern here is found throughout the study area. He would even conclude that the other widest lots in the present few blocks of Cleta could also be good candidates for severance. The present frontage of the subject parcel is among the widest; only 7.15 % are at or above it, while the proposed would be within 20.81% of the neighbourhood frontages. He considers that lot areas proposed here, while not a variance, are important since 58.9% of the lot areas are less than that proposed.

The proposed frontages are in keeping with frontages to the south, north and east of the subject, and so conform to the OP policies as they respect and reinforce its existing physical character. Clause c) refers to height, massing and scale. These proposed dwellings will create built forms similar to those nearby. Massing, he said, is a product of setbacks, height and general appearance of a dwelling. Here there is no contravention of any built form standards, and so the proposed are appropriately massed. There is also no prevailing pattern of open space in this area. In his opinion, the proposed lot frontages and the dwellings would not affect the stability of the neighbourhood, as there is an array of frontages throughout. 116 Cleta, for example, was approved at a 10.5 m frontage, in addition to the present 8.87 m at 74 Cleta. The proposed driveways here will generally fit the physical patterns of the neighbourhood. Thus in his opinion the proposed frontage variances will meet the general intent and purpose of the OP.

Zoning By-laws:

The general intent and purpose of zoning By-laws, he stated, is to ensure a compatible built form within the area, to ensure there is no unacceptable adverse impact on the streetscape or adjacent properties. The goal of a frontage limitation is to create compatibility with existing dwellings and to protect the existing streetscape. The frontage variance requested in the application is indeed minor, in his opinion. He stressed that there are no built form variances requested here (for example, coverage, height, FSI, length, depth, landscaping, lot area or any setback requirement). There had been a side yard setback variance before the COA, but the owner had redesigned the proposed dwellings to eliminate this variance. The fact of no other built form variances is important in assessing the compatibility of the proposal for the OP tests. The only variance needed now is for a reduced frontage for each of the proposed lots.

Minor:

The proposed variance for both lots is minor, as it will have no unacceptable adverse impacts on neighbouring properties or the overall neighbourhood. It is not large numerically, in his opinion. With no built form variances, the dwellings have been appropriately designed and placed on the lots to avoid adverse impacts on adjacent neighbours. They are a built form that is compatible with what is in the area, as well as along Cleta Drive itself.

Most importantly, the requested lot frontage is in keeping with lots in the study area. As mentioned, the general intent and purpose of Zoning By-laws is to ensure compatible

built form within the area, and to ensure that new development does not cause unacceptable adverse impacts. In his opinion, the proposed variances maintain this general intent and purpose.

Desirable for the Appropriate Development or Use of the Land:

Both provincial policies and the Toronto OP stress incremental intensification and rejuvenation of housing stock, on the condition that there be no unacceptable adverse impacts on neighbourhood character. The proposed represents two high quality dwellings as reinvestment in an area with significant existing transit, and where there are many smaller lots. The designs will fit harmoniously within the neighbourhood. The development does not push into over-development and will not create unacceptable impacts on adjacent neighbours. They are not without precedent, as variances have been permitted on similar properties in the neighbourhood. In his opinion, the proposal is desirable for the appropriate development or use of the land.

Mr. Benczkowski then addressed the relevant consent criteria in subsection 51(24) of the Act. Under (a), the provincial interest has been addressed here by modest intensification where public transit is available. Clause (c) speaks of OP conformity, and his lot and photo studies have illustrated conformity with the existing physical character of the neighbourhood. Thus this is acceptable infill housing. Respecting (f), the dimensions and shapes of the proposed lots, there is already significant diversity in existing frontages, and there are no lot area variances here. He finds appropriate regard for the criteria in subsection 51(24).

Mr. Benczkowski agreed in cross examination that the OP does not generally direct growth into Neighbourhoods, but rather to strategic growth areas such as Avenues, Centres and Downtown. Since this area is not one of these, but is rather in the nature of an employment area (Kennedy and Danforth being close), residential growth is not directed here. He chose to include the eastern portion of his study area since one would drive through it to access the subject street, but he admitted access was possible from Kennedy as well. He emphasized his previous testimony that even if the eastern segment (having different zoning, so smaller frontages) is not included, there is great variety in lot sizes in the western part as well. He acknowledged that most of the smaller lots included in his figure of 20.91% (152 of 727) were in the eastern portion. A significant number, possibly 349 lots, do in fact comply with their By-law requirements rather than being below them, as stated.

However, he said that the appropriate test is "how a neighbourhood is in terms of what one sees and feels", rather than mere numbers. While he agreed that most lots close to the subject on Cleta are larger than the By-law requirements of 12 m frontage, he referred to his photos to illustrate the real variety in built forms nearby. Particular examples, resulting from consents, may be seen at 81 and 142 Brenda Crescent. He has shown these together in his photo study. The requirement here is 12 m frontage. One of the frontages is 11.25 m (142), the other 8.87 m (81), yet the built form is very similar. He opined that the 2.7 m difference in frontages would not be perceived from the street.

He was closely questioned as to the inclusion of lots coloured green in his map, as some may be larger than his figures indicate. 61 Brenda Cres, for example, is actually 12 m and so meets the By-law frontage requirement; it is not an example of a smaller frontage. Many examples of frontages on Cleta and on Hart Avenue were discussed, each being just below the required frontage of 12 m. He referred to the exact numbers in the data that he obtained from the City records, found in Exhibit 2 entitled "Selected Property and Structural Characteristics for Selected Properties in the City of Toronto."

The recent approval of OPA 320 was also raised. He denied that it had application here, since the original application for consent and variances preceded its approval. Even so, he stated that OPA 320 does not create a target number for detached dwellings to meet the City's housing goals. It is crucial to acknowledge that the lots created by severance at 47 Cleta are now part of the neighbourhood, and in the immediate vicinity of the subject site.

City of Toronto

The expert planning evidence of the City of Toronto was provided by Ms. Bruna Nigro, Assistant Planner, Scarborough District. Her revised Expert Witness Statement is Exhibit 3. She had authored the Planning Report of May 18, 2018 to the COA, recommending against the proposed severance. (The then-proposed side yard setback was not mentioned in this Report.) She mentioned the two letters of opposition to the COA, one from a resident of Summer Drive to the north, and one from a "resident of the neighbourhood." These objected to the proposed undersized lots.

The COA had refused the application, with one member dissenting. It provided the following reasons in its Minutes:

"In the opinion of the Committee, the application does not satisfy the requirements of Section 51(24) of the Planning Act and is NOT approved for the following reason(s):

- The proposed land division is premature.
- The proposed land division does not conform to the policies of the official plan.
- The suitability of the land for the purposes for which it is to be subdivided has not been demonstrated.
- The suitability of the dimensions and shapes of the proposed lots has not been demonstrated."

To assess the present proposal, Ms. Nigro developed her Study Area consisting of 394 properties. This extended from Corvette Avenue to the north, Brenda Crescent to the east, Brenda Crescent to the south and Kennedy Road to the west. She included the rest (northern portion) of Brenda Crescent, as it is part of the prevailing characteristic of the neighbourhood. She included the east side of Kennedy in her statistics (with certain exceptions), since even on the exterior of her neighbourhood she found no lots with an 8.99 m frontage. She did not include the eastern segment that Mr. Benczkowski did (east of Brenda Crescent), since not only is the zoning different, in her opinion there is a perceptible change in lot patterns. The portion she included is one where spatial

separations of larger lots, generous front yard setbacks, and landscaped open space can be seen and felt. She focused on what one would experience in walking the neighbourhood, rather than driving.

She found a particular character here of the lot fabric, with many lots having large frontages that either meet or exceed the Zoning By-law requirements. All follow a consistent pattern, along a grid-like street network. She created a map of her study area, seen in Ex. 3, p. 29. Her frontage categories differed from Mr. Benczkowski's:

8.87 to 11.99 m (37 in total)

12 to 15.19 m (212)

15.12 to 18.29 m (110) 18.3 or greater. (35)

She found only 37 lot frontages in the smallest category, or 8.5 % of the lots. The vast majority are 12 m or greater, making up 91.5 % of the lots in her area.

Planning Staff had conducted a review of COA decisions on Cleta Drive from 1990 - 2019. There have been only two approvals for frontage less than 12 m on Cleta Drive. One was in 2017, for 10.52 m at 116 Cleta. Although the COA had refused applications for 47 Cleta for a frontage of 8.99 m., the OMB approved it on appeal. The COA refusal, she testified, was intended to protect the consistent pattern of lot frontages along Cleta Drive. The COA had also refused an application for a frontage of 8.91 m at 85 Cleta, but the subsequent appeal was withdrawn.

Ms. Nigro found, as mentioned, that the vast majority of single detached lots within her (smaller) study area have a lot frontage of 12 m or greater. 357 of 394, or 91.5%, of the lots fall within this category. Since they meet or exceed the zoning requirements, a consistent pattern has been created that constitutes the character of the neighbourhood. 47 Cleta Drive and 81 Brenda Crescent are the only lots with the same or similar sizes to the proposed in the neighbourhood. Even within the subject block there are many lots with lot frontages of 12 m or greater, including the subject property. She opined that if these applications are approved, they could be replicated in the neighbourhood. Thus, they would create a negative precedent. This would alter the nature of the streetscape of both the subject street and others where there are lots with frontages of 12 m or greater.

Respecting the severance policies in subsection 51(24) of the Act: Re (f): The dimensions and shapes of the proposed lots, the proposed severance would result in the creation of two undersized lots. Therefore, she testified, they are not consistent with the pattern of detached houses within the neighbourhood. They are not appropriate for the neighbourhood as the severance would disregard the existing physical character of the area, having a negative impact on the Cleta Drive streetscape.

General intent and purpose of the Official Plan

The subject site is designated as Neighbourhoods in the OP. As outlined by Mr. Benczkowski, Policy 2.3.1 recognizes Neighbourhoods as physically stable areas where development is to respect and reinforce the existing physical character of buildings, streetscapes, and open space patterns. By 4.1, physical changes to established

Neighbourhoods must be sensitive, gradual, and generally "fit" the existing physical character. "A key objective of this Plan is that new development respect and reinforce the general physical patterns in a Neighbourhood.". Policy 4.1.5 then states that "development in established neighbourhoods will respect and reinforce the existing physical characteristic of the neighbourhood,"

There are eight criteria, of which the following are relevant here:

- (b) Size and configuration of lots;
- (f) Prevailing patterns of rear and side yard setbacks and landscaped open space.

She found that criteria b) is not met. The applications propose lots with two detached houses, each with a lot frontage of 8.99 m., whereas the requirement is for 12 m. Thus they would not respect and reinforce the existing physical character of the neighbourhood. The frontages on Cleta Drive range from 8.99 m to 20.7 m, and range in lot area from 469.1 square metres to 1140.0 square metres. With the exception of 47 Cleta (having an identical frontage to the proposed) and 116 Cleta (10.52 m), all of the single detached dwellings on Cleta Drive meet or exceed the requirements under the By-laws.

If approved, the proposed lot frontages would alter the physical character of the neighbourhood. Due to the size of the remaining lots on Cleta Drive, the lot pattern of the subject applications could be replicated. Therefore this approval could create a destabilizing effect in this neighbourhood. In Ms. Nigro's opinion, detached houses on lots less than 12 m here would not respect and reinforce the existing physical character of buildings and open space patterns that are characteristic of other lots found within this neighbourhood. Thus the proposed severance does not conform to the policies of the OP.

Ms. Nigro then addressed OPA 320 (which revised the Healthy Neighbourhoods, Neighbourhoods and Apartment Neighbourhoods policies of the OP), as approved by LPAT in December 2018. The intent of these changes is to clarify, strengthen and refine the policies to support the OP's goals to protect and enhance existing neighbourhoods. She set out in detail the changes in OPA 320. In her opinion, since the prevailing building type and physical character in the immediate geographic neighbourhood (a new term) are single detached dwellings with lot frontages of 12 m or greater, this proposal would not meet the intent and purpose of City Council's policy direction for defining neighbourhood character, and for the protection of the evolution within neighbourhoods, as set out in OPA 320.

The Zoning By-laws

One purpose of Zoning By-laws is to achieve a more uniform and consistent built form streetscape by control of lot patterns and fabric, thereby contributing to a more predictable pattern of development. This would reduce impacts on adjacent properties. Minimum lot frontage requirements help to regulate the size of lots within a given neighbourhood. She concludes that the frontages proposed here are not consistent with the minimum requirements under either Zoning By-law. Thus, the lots would not maintain the same development pattern as other lots on Cleta Drive or within the study

area and would have a negative impact on the prevailing lot patterns and on the streetscape. The test for general intent and purpose of the zoning by-laws is not met, since the variances both individually and collectively depart from the zoning permissions.

Desirable for the appropriate development of the land

This test is not met either. The cumulative effect of allowing single detached houses on 8.99 metre lots would not be sensitive, gradual nor generally "fit" the existing physical character of the area. As such, the proposed variances are not desirable for the appropriate development of the land. This pattern of development could set a precedent, be repeated along Cleta Drive and change the neighbourhood character.

Minor

In Ms. Nigro's opinion, the requested variances are not minor. She called them "overwhelmingly uncharacteristic" from the quantitative perspective. Detached houses on lot sizes that differ from the majority of lots within the neighbourhood do not constitute a minor variance. They would create unacceptable adverse impacts on the study area's streetscape. This is not minor as the lots would interrupt its established character, and create a precedent. She also mentioned the areas of the proposed lots, one at 498 square metres and the other at 501.1 square metres, because they would be even smaller than the approved lots at 47 Cleta Drive, and the smallest on Cleta Drive.

Ms. Nigro admitted in cross examination that a gradual evolution of the lot frontages here, over time, is anticipated in the OP policies respecting change. Such gradual change would not destabilize the neighbourhood, unlike the opinion she expressed earlier. She reiterated in redirect that there is really only one pattern on Cleta Drive, one of large lots with significant landscaping. This application would add another driveway to the streetscape. She did admit, however, that severance activity might actually stabilize a neighbourhood if gradual and sensitive and add to the housing supply. The test in the OP is not "close to the zoning standards," but only "respect and reinforce the existing physical character." She reiterated that a narrower lot would not meet this test. However, she agreed that there is a temporal element to this test, since only a great many applications within a short time frame might destabilize the neighbourhood. She also agreed that a built form that requires no variances, as it respects the by-law requirements, is more compatible with its surroundings than one that does need variances. Policy 4.1 in the OP speaks to the general physical character of the neighbourhood, meaning that there need be no exact replication of any element.

ANALYSIS, FINDINGS, REASONS

I accept that the deletion of variances for the side yard setbacks are indeed minor changes to the applications, so that no further notice is required as provided in subsection 45(18.1.1) of the Act.

I agree with Ms. Stewart that this application must be considered as a whole. The fact that there are no built form variances in the application means that the fears of a flood of applications, destabilising the neighbourhood, is a not a realistic one. There were no neighbours objecting in the appeal hearing (or appearing at the COA). The PPS and the Growth Plan analysis is not particularly relevant to this application within a settled residential neighbourhood. While it is clear that intensification is mainly to occur within the areas identified in the OP, lower scale "infill" applications can be approved where they can be accommodated. These applications, for single detached residences on smaller lots, would assist in meeting the provincial goals of a full range of housing, as well as the OP housing policy to maintain and replenish the housing supply. They are not the first of this size on the subject block, and those at 47 Cleta Drive are now part of the existing context.

I find that nothing turns on the fact that Mr. Benczkowski included the eastern portion of his study area here. There are indeed many smaller lot widths within it, where the Bylaws permit single detached dwellings to be 9 m, and semis, 7.5 m in frontage. However, Mr. Benczkowski testified that even eliminating the eastern portion would not change his professional opinion that the severance is an acceptable one in the narrower context chosen by Ms. Nigro. I found it equally subject to challenge that Ms. Nigro included the east side of Kennedy Road in her area for statistical purposes, as this differs substantially from the residential nature of Cleta Drive and streets to the east (Hart Avenue and Brenda Crescent.) This can be seen in the lot overlay in her Statement, Ex. 3.

Similarly, Mr. Benczkowski was accused of failing to mention the severance at 47 Cleta in his statistics. It would have been to his advantage to mention it, so I do not fault him for this, as it was not supplied to him in the City figures. As he testified, the lot frontages granted there by the OMB in 2017, at 8.99 m., are now part of the immediate area of the subject lot. They can certainly be considered in determining the appropriateness and "fit" of the present proposal. This decision might have been different, he said, after OPA 320 came into effect. However, it does not affect the present application, and I think that it should not be applied to it, or govern in any sense. I find that while the changes of focus in OPA 320 to the immediate block does bring renewed concentration for applications following it, it did not apply when this application was made (despite Ms. Abimbola raising it again in argument.)

Equally questionable was the close examination and accusation that the frontages indicated on his Chart were misrepresented as smaller than they are. On the figures provided in his cross examination, most very close to the By-law requirements, they are still in fact below the frontage requirement of 12 m, and were therefore not misrepresented.

It is alleged that the severance and reduced frontages would be a precedent for future applications. In fact, in my view the proposed built form of the dwellings, which requires NO additional variances, will actually discourage future severance applications for smaller lots, because of the difficulty in creating built forms that also require few or no variances. As Ms. Stewart stated, there need be no exact replication of frontages here.

Otherwise, I conclude, the power to obtain a minor variance would be of no value. The way the OP was worded prior to OPA 320 did not include the consideration of the "prevailing" lot sizes and configurations. Thus, there is no need for this severance to match the majority of lot sizes on Cleta Drive, if OPA 320 would in fact require this, which I doubt.

The entire proposal must be evaluated in the regulatory context; it is not just a numbers game. Since there are already lots of the proposed width on the block itself, the proposed frontages can "fit" the existing context. They need only fit within the general character in order to respect and reinforce the neighbourhood character, and need not replicate only one aspect, such as lot frontages. Frontage is not given special emphasis in Policy 4.1.8 of the OP. It is just one component of lot size. There are differing lot sizes throughout Ms. Nigro's study area, often adjacent to each other. Thus, there is no uniformity of lot size here, even though many are similar on Cleta Drive itself.

The neighbourhood has not been destabilized by the severances granted. There is instead a pattern here of wider lots beside narrower ones (one example, of many, is 116 Cleta, 2 lots of 10.75 m, beside 118 Cleta, at 20.4 m, almost double the width). This condition, although created by recent severances, did not destabilize the neighbourhood, and Ms. Nigro agreed. The differing sizes are compatible. Just because larger lots are in the majority on Cleta nearby does not mean that the lot size at number 47 (or others of similar size in the neighbourhood) cannot be a significant factor in assessing this proposal, whether resulting from a severance, or long established. This size of lot frontage is in the minority, but is present throughout the neighbourhood, and is indeed another "pattern" as the OP envisages. Ms. Nigro's lot study shows that each block contains every colour she used to illustrate differing lot frontage size (Ex. 3, p. 28).

It is indeed difficult to understand why the City is opposing this application, when it did not do so for the much earlier proposal for the same frontage, as well as a side yard setback variance at 47 Cleta Drive. I made a lengthy visit to this street and to the surrounding area. Cleta Drive itself is a gracious suburban street, with some variety but significant similarities in layout and green space. I studied the reduced frontage at 47. While only one of the proposed structures has yet been built, the lots did not appear crowded. The lot size is part of the fabric now.

Ms. Stewart referred to earlier TLAB decisions on two applications on Horsham Avenue, numbers 319 and 210. There, a similar neighbourhood situation occurred, with variances for frontage granted where nearby lot sizes varied significantly. Two different study areas had also been selected there, but the analysis was the same. The analysis must be directed to whether the proposal can fit within the surroundings, and not whether it matches its surroundings numerically, or is in the majority. If examples of similar frontages exist nearby, they form part of the context for the assessment of fit. Lot sizes do not have to be uniform in order to achieve compatibility.

In addition, there would be more open space with the proposed severance, as Ms. Stewart pointed out, since there are no side yard setbacks requested for the new dwellings. Meeting the area requirement as this does, and also all other By-law

standards, is also important as this affects the size of the dwellings possible on the lots. The other policy criteria are met in this application.

I am also convinced by Mr. Benczkowski's photos of 81 and 142 Brenda Crescent, where the built forms are very similar but the lot frontages differ significantly. One is 11.25 m and the other 8.87 m. He testified that the size of the lot frontages would not be discernable from the street. Ms. Nigro disagreed, saying that the lot at 81 Brenda has a narrower feel. I do not see this as an objective test.

Ms. Abimbola argued that the proposal satisfied none of the tests in subsection 45(1) of the Act, and also failed to meet the conditions for consent in subsection 51(24). The proposed frontages would be 30% less than the By-laws require. This is a significant departure from the existing physical pattern of the neighbourhood, so that the OP test of respecting and reinforcing this pattern is not met. The language of Policy 4.1.5 is mandatory – there shall be no changes that are out of keeping with the existing physical character. This would destroy the predictable pattern of lots here, where 91.5 % of lot frontages conform to the Bylaws, and create negative impacts for adjacent neighbours. She said that this would be an undesirable precedent leading to a completely new fabric for the lots here; and then in the same sentence, that only one has been approved. I find this to be contradictory, and unconvincing. I see no imminent flood of applications, as this has not occurred in the time following the approval for 47 Cleta. If it had, I am certain that the City would have mentioned it.

Ms. Abimbola also submitted that Mr. Benczkowski's study area did not constitute a proper "neighbourhood", one whose existing physical character is similar. She provided a decision of the TLAB Chair to assist in identifying the appropriate neighbourhood. In his Review Request Order of August 3, 2018 (17 165404 S53 06 TLAB et seq.), he stated at p. 12:

"The purpose of a 'study area' is to determine relative physical character for the purpose of addressing the statutory tests in s. 51(24) and 45(1) of the Planning Act, both in relation to the Official Plan policy criteria and measures of zoning intent, and the tests of 'minor' and 'desirable', expressly. Where so employed, the characteristics identified also become comparative ingredients in the policy directives of the City Official Plan for the Proposal to 'respect and reinforce' (said to be used 12 times), 'fit' and present similarity to proximate properties in defined characteristics identified in s. 4.1.5 of the Official Plan.

The definition of area character is therefore, among other matters, central to the analysis of the policy intent, for the severance (whether the plan <u>conforms</u> to the Official Plan (s. 51(24)(c)) and for the variance approvals (whether the relief sought <u>maintains the intent and purpose</u> of the Official Plan (s.45(1)). (Underlining added from statute)."

(I believe that the Chair meant that he was adding the underlining.)

Since Mr. Benczkowski testified that his professional opinion would not differ even if he had utilized Ms. Nigro's study area instead of his own, I do not think that this objection and submission have any relevance here. He was accused of underrepresenting the size of many lots included in his chart on lot size. If he had used Ms. Nigro's study area,

and was accepting of her figures, yet his opinion did not change, this disposes of this accusation.

Ms. Abimbola also submitted an OMB decision dated May 30, 2017, Rubino (PL 160574) wherein the Board discussed the determination of a "neighbourhood" at para. 20 and 21, for assessing the application's conformity with OP policies. In sum, an aerial map and walking the area can identify the lot patterns, area and streetscape, permitting an assessment of when changes occur. However, a perceived change must be justified based on commonality of elements or features, streets or parts of streets. Specific facts may apply: how residents reside, recreate, go to school, walk, bike, so that some areas are too far afield. There could also be specific divisions, geographic or man-made; or a commonality of features such as an older subdivision. In para. 21(c), the following is stated:

"It can also be an identifiable grouping of lots that are of similar frontage, size and configuration with a common prevailing pattern of setbacks and landscaped open space."

Ms. Abimbola also raised a decision of TLAB for a proposal at 74 Markham Street issued April 29, 2019. There Mr. Benczkowski had given similar testimony where there had not been much severance activity in the neighbourhood. However, the only example of such activity there was located at least 600 m from the subject property. The TLAB concluded that the lot distribution patterns and sizes in that area were practically "frozen in time." It also noted that the lot sizes were not the result of severances. If granted, the application for 74 Markham might "unleash an avalanche of severance applications." This appeal for 59 Cleta is not in the same category. There has been an identical severance, with reduced frontage, 6 properties away, on the same street. It would not be "catastrophic," as the Member termed it there, or fail the test of being in the public interest.

I am satisfied that Mr. Benczkowski's professional opinion, based on many years of practice, would not change should he limit his consideration to the study area chosen by Ms. Nigro. The evidence demonstrated the validity of his claim that lot sizes and built forms vary extensively, and consistently, from Cleta Drive to the east side of the north-south portion of Brenda Crescent. This also distinguishes this neighbourhood from that under scrutiny in the decision at 74 Markham. There is no need here to limit the "neighbourhood" to just the immediate context, as in that decision. I also rely on the fact of the narrower lots at 47 Cleta, now part of the streetscape and neighbourhood fabric. I reject here the conclusion in Markham that because substandard frontages there were not the "norm" in the immediate vicinity, they should be rejected on that ground. To my mind, this is to import the test from OPA 320, when it does not apply to this appeal.

In its decision on 47 Cleta, the OMB found that all of the tests for severance and minor variances were met. Although the applicant's planning evidence was uncontradicted there, I reach a similar conclusion in this appeal.

In para. 11 the Board member said:

... "The proposed variances will maintain the low-density character of the neighbourhood and will not affect the stability of the neighbourhood including the single detached

physical character of the street. The two new single detached dwellings will improve the area, which would be consistent with the Official Plan. The application is also consistent with the Provincial Policy Statement 2014 ("PPS") and is in conformity with the Growth Plan for the Greater Golden Horseshoe."

I adopt this reasoning, and also the conclusions reached in paras. 12 to 18 of the decision. Having considered all of the statutory tests, the Board approved an almost identical application at 47 Cleta Drive. The subject application at 59 is even an improvement over 47, where there was a side yard setback variance. Here, there are no development criteria contravened except the frontage requirement. In the OMB decision of June 2016 for 284 Hounslow Ave. (PL151145), the Board refused a severance because the frontages would be by far the smallest in the neighbourhood. As such they would not respect and reinforce the character of the neighbourhood. The present application is not that case, and the reductions in frontages here are not without precedent as in the Hounslow appeal.

As to the "floodgates" argument, here called a "dramatic change in character" should this application be approved, one has only to look back at the time since the severance at 47 Cleta was approved, and even back over the last 10 or even 20 years of development decisions for Cleta. There have been few severances approved, and so no flood. But there have been some.

DECISION AND ORDER

The appeal is allowed, and the following variances are approved, with the following conditions:

Part 1 -

To permit the proposed 8.99 metres lot frontage; whereas Zoning By-laws No. 569-2013 & By-law No. 9276 require a minimum 12 metres lot frontage.

Part 2 -

To permit the proposed 8.99 metres lot frontage; whereas Zoning By-laws No. 569-2013 & By-law No. 9276 requires a minimum 12 metres lot frontage.

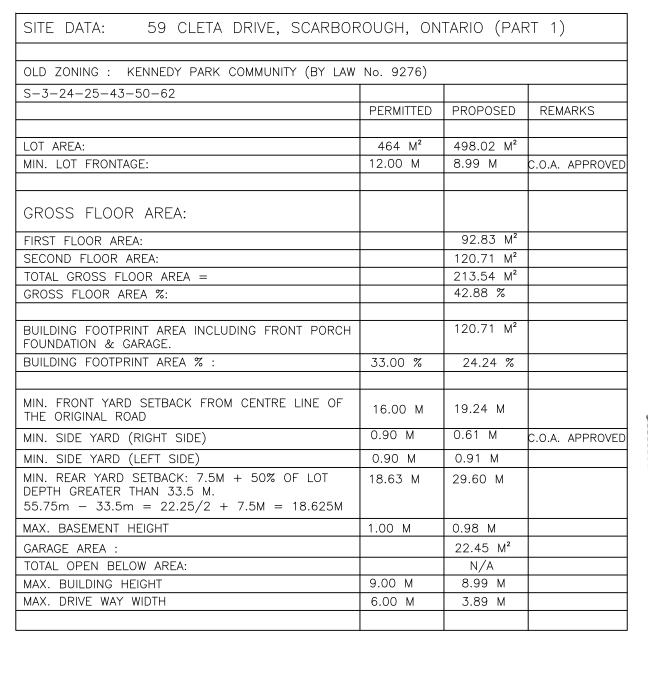
- 1. The dwellings will be constructed substantially in accordance with the Revised Site Plan and Elevations by Cantam Group Ltd., dated 04/06/2018, and numbered A1; A4 and A5; found in ATTACHMENT 1.
- 2. Consent Conditions:
- (1) Confirmation of payment of outstanding taxes to the satisfaction of Revenue Services Division, Finance Department.

- (2) Municipal numbers for the subject lots indicated on the applicable Registered Plan of Survey shall be assigned to the satisfaction of Survey and Mapping Services, Technical Services.
- (3) Prior to the issuance of a building permit, the applicant shall satisfy all conditions concerning City owned trees, to the satisfaction of the Director, Parks, Forestry & Recreation, Urban Forestry Services.
- (4) Where no street trees exist, the owner shall provide payment in an amount to cover the cost of planting a street tree abutting each new lot created, to the satisfaction of the General Manager, Parks, Forestry and Recreation.
- (5) Two copies of the registered reference plan of survey integrated with the Ontario Coordinate System and listing the Parts and their respective areas, shall be filed with City Surveyor, Survey & Mapping, and Technical Services.
- (6) Three copies of the registered reference plan of survey satisfying the requirements of the City Surveyor, shall be filed with the Committee of Adjustment.
- (7) Within ONE YEAR of the date of the giving of this notice of decision, the applicant shall comply with the above-noted conditions and prepare for electronic submission to the Deputy Secretary-Treasurer, the Certificate of Official, Form 2 or 4, O. Reg. 197/96, referencing either subsection 50(3) or (5) or subsection 53(42) of the Planning Act, as it pertains to the conveyed land and/or consent transaction.

ATTACHMENT 1 – PLANS

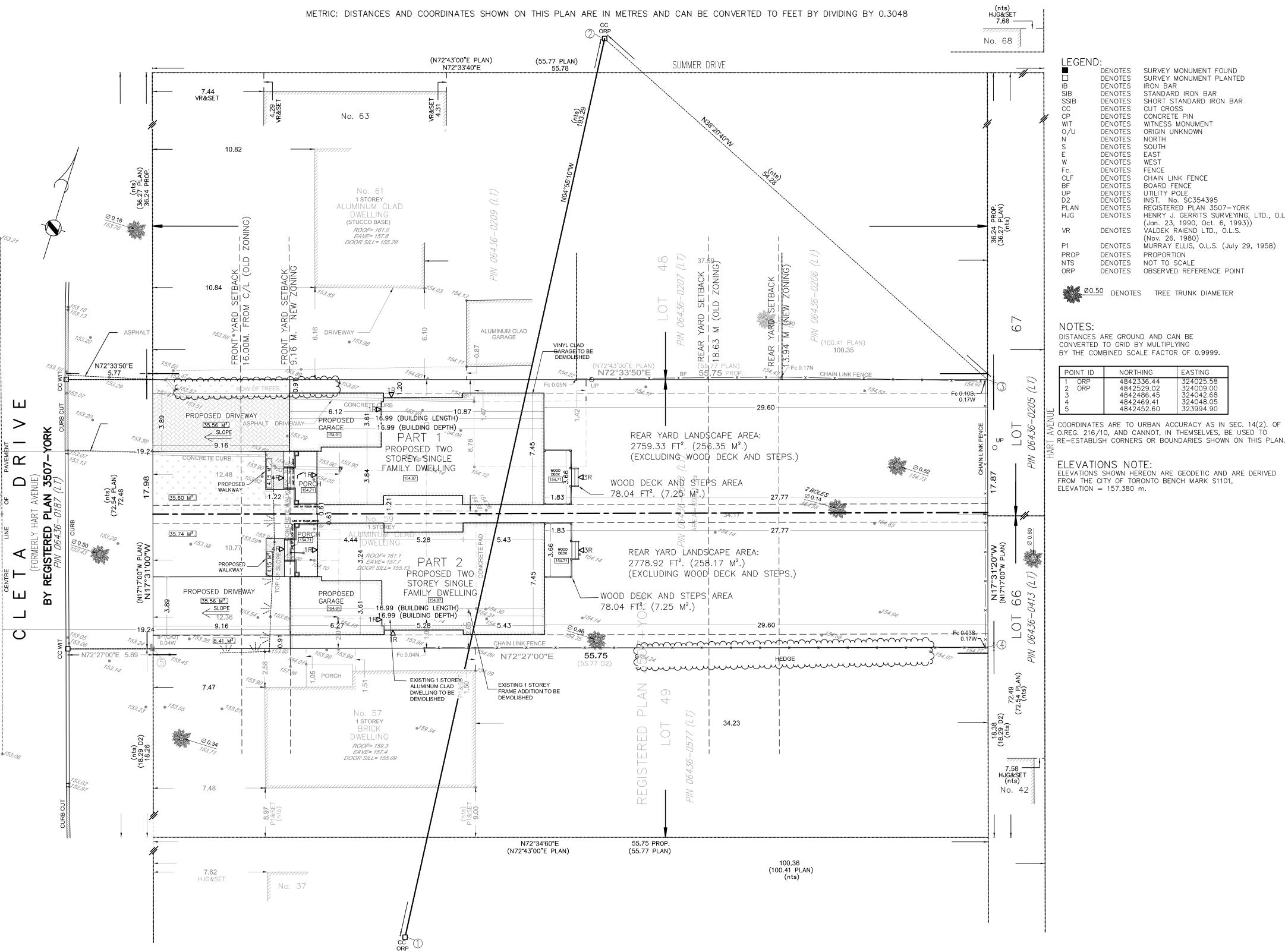
G. Burton

Panel Chair, Toronto Local Appeal Body



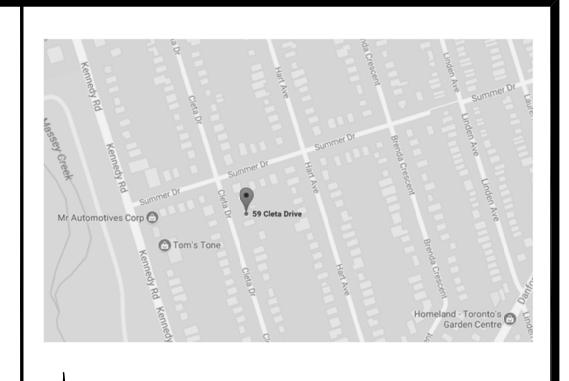
SITE DATA: 59 CLETA DRIVE, SCARBOR	ROUGH, SO	JTHWEST 3	5, ONTARIO
NEW ZONING CITY OF TORONTO : RD (F.	12.0, A. 464)	(X340) /By-lo	uw 569-2013
	PERMITTED	PROPOSED	REMARKS
MIN. LOT AREA:	464 M ²	498.02 M ²	
MIN. LOT FRONTAGE:	12.00 M	8.99 M	C.O.A. APPROVED
GROSS FLOOR AREA:			
FIRST FLOOR AREA:		92.83 M²	
SECOND FLOOR AREA EXCLUDING OPEN BELOW:		120.71 M ²	
TOTAL GROSS FLOOR AREA =		213.54 M ²	
GROSS FLOOR AREA %:		42.88 %	
BUILDING FOOTPRINT AREA INCLUDING FRONT PORCH FOUNDATION & GARAGE.		120.71 M	2
BUILDING FOOTPRINT AREA %:	33.00 %	24.24 %	
MIN. FRONT YARD SETBACK (AVE. (7.47M +10.84M)/2 = 9.155M	9.16 M	9.16 M	
MIN. SIDE YARD (RIGHT SIDE)	0.90 M	0.61 M	C.O.A. APPROVED
MIN. SIDE YARD (LEFT SIDE)	0.90 M	0.91 M	
MIN. REAR YARD SETBACK: 7.50 m OR 25% OF THE LOT DEPTH 55.75M = 13.94M	13.94 M	29.60 M	
MAX. DWELLING UNIT DEPTH FROM FRONT YARD	19.00 M	16.99 M	
SETBACK TO THE REAR MAIN WALL			
MAX. DWELLING UNIT LENGTH	17.00 M	16.99 M	
HEIGHT OF THE FIRST FL. ABOVE EXISTING GRADE	1.20 M	0.98 M	
GARAGE AREA :		22.45 M ²	
MAX. DRIVE WAY WIDTH	6.00 M	3.89 M	
MAXIMUM HEIGHT — FROM ESTABLISHED GRADE TO HIGHEST RIDGE OF SLOPED ROOF: (TWO STOREY)	9.00 M	8.69 M	
MAX. HEIGHT OF CERTAIN MAIN WALL	7.00 M	6.31 M	

	LAND	SCAPE A	REA CAL	CUL	ATION FO	R FRONT '	YARD	
Α	TOTA	L FRONT	YARD	=	906.64	SQ. FT	84.23204	sa. m.
+	1							1 1
В	DRIV	EWAY ARE	Α	=	382.76	SQ. FT	35.56059	sq. m.
С	% OF	TOTAL FF	RONT YAI	RD /	AREA(A) =	42.22	%	
D	TOTA	AL LADSCA	APE AREA	\ \ =	523.88	SQ. FT	48.67145	sq. m.
\perp						57.78	%	
E	SOFT	LANDSC	APE ARE	<u> </u>	479.21	SQ. FT	44.52135	sq. m.
F	HARE) LANDSC	APE ARE	<u> </u> A=	44.67	SQ. FT	4.150098	sq. m.
	(STEPS, WALK WAY)							



SITE PLAN

SCALE: 1:150





DENOTES SURVEY MONUMENT FOUND

DENOTES IRON BAR

DENOTES CONCRETE PIN DENOTES WITNESS MONUMENT DENOTES ORIGIN UNKNOWN

SOUTH

FENCE DENOTES CHAIN LINK FENCE DENOTES BOARD FENCE

DENOTES PROPORTION

NORTHING

4842529.02 4842486.45

4842469.41 4842452.60

SURVEY INFORMATION TAKEN FROM SURVEY BY:

AKSAN PILLER CORPORATION LTD

ONTARIO LAND SURVEYORS
943 MT PLEASANT ROAD, TORONTO, ONTARIO, M4P 2L7
(T) 416-488-1174 (F) 416-488-7843 (E) ap@apsurveys.ca www.apsurveys.ca

DENOTES NOT TO SCALE

DENOTES NORTH

DENOTES EAST DENOTES WEST

DENOTES

DENOTES

DENOTES

DENOTES SURVEY MONUMENT PLANTED

DENOTES SHORT STANDARD IRON BAR

DENOTES UTILITY POLE
DENOTES INST. No. SC354395
DENOTES REGISTERED PLAN 3507—YORK

DENOTES VALDEK RAIEND LTD., O.L.S.

(Nov. 26, 1980)

DENOTES OBSERVED REFERENCE POINT

DENOTES HENRY J. GERRITS SURVEYING, LTD., O.L.S

DENOTES MURRAY ELLIS, O.L.S. (July 29, 1958)

EASTING

324009.00 324042.68

(Jan. 23, 1990, Oct. 6, 1993))

CUT CROSS

STANDARD IRON BAR

2	ISSUED FOR C.O.A.	04 / 06 / 2018
1	ISSUED FOR ZONING CERTIFICATE	01 / 17 / 2018
NO.	REVISIONS	DATE

CONTRACTORS MUST CHECK AND VERIFY ALL DIMENSIONS AND CONDITIONS ON THE PROJECT AND MUST REPORT ANY DISCREPANCIES TO THE DESIGNER BEFORE PROCEEDING WITH CONSTRUCTION.

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PROJECT COORDINATOR:

CANTAM Group Ltd.

PLANNING & BUILDING CONSULTANTS 850 TAPSCOTT RD, UNIT # 51, TORONTO ON M1X 1N4 TEL: 416-335-3353 * FAX: 416-335-7967 * CELL: 416-854-2485

PROJECT:

PROPOSED TWO STOREY RESIDENCE AT 59 CLETA DRIVE (PART 1) SCARBOROUGH, ON

DRAWING:

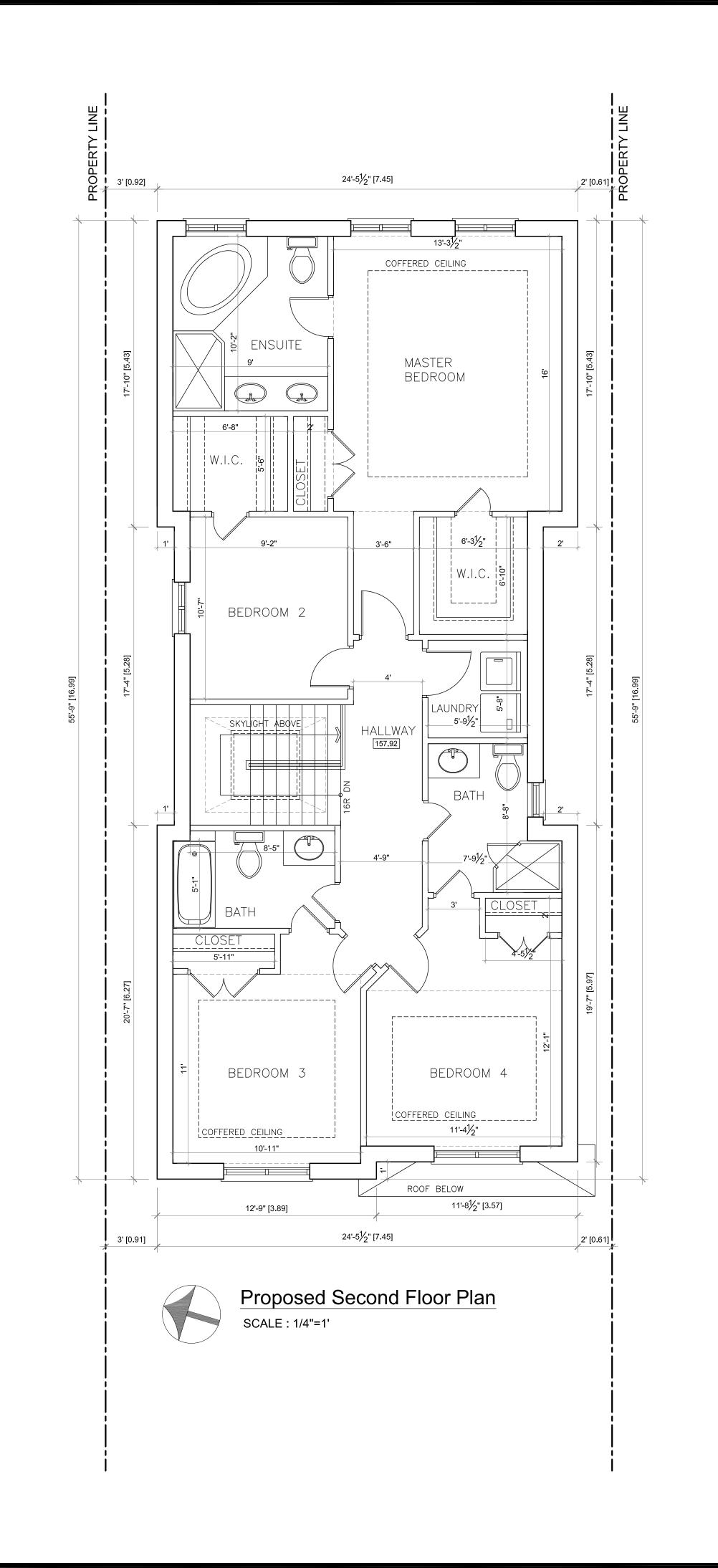
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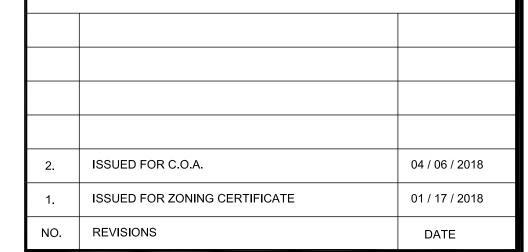
SITE PLAN

DATE: 09 / 14 / 2017 SCALE: AS NOTED

CKD: YASO

DRAWING NO.





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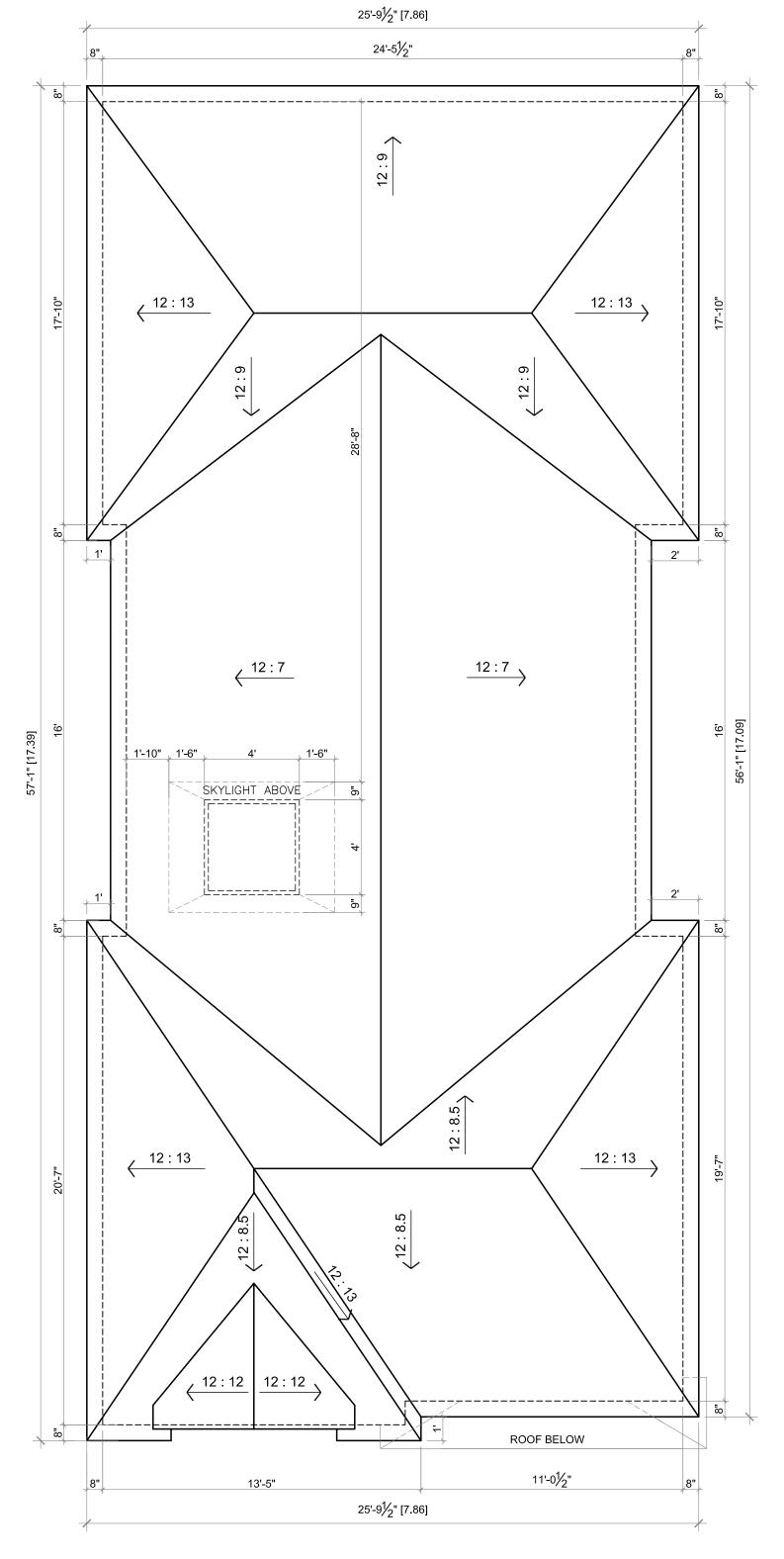
PROJECT:

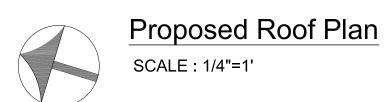
PROPOSED TWO STOREY RESIDENCE AT 59 CLETA DRIVE (PART 1) SCARBOROUGH, ON

DRAWING:

PROPOSED SECOND FLOOR PLAN

DATE: 09 / 14 / 2017 DRAWING NO. SCALE: AS NOTED CKD: YASO





2.	ISSUED FOR C.O.A.	04 / 06 / 2018
1.	ISSUED FOR ZONING CERTIFICATE	01 / 17 / 2018
NO.	REVISIONS	DATE

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PROJECT:

PROPOSED TWO STOREY RESIDENCE AT 59 CLETA DRIVE (PART 1) SCARBOROUGH, ON

DRAWING:

PROPOSED ROOF PLAN

DATE: 09 / 14 / 2	2017	
SCALE: AS NOTE	D	DRAWING NO.
DRN: TA	CKD: YASO	AS