# **ZONING BY-LAW AMENDMENT** WRITING GUIDE



### **Disclaimer**

This writing guide is provided for convenience purposes only and to promote consistent drafting. It is intended to provide preliminary guidance in preparing a zoning by-law amendment and to assist the author in avoiding common errors. Every effort is made to ensure the accuracy of this information, however, for legal and planning application purposes this document is not a substitute for the verification of Official Plan policies, including site and area specific policies, any former general zoning by-law requirements, and any required amendments to By-law 569-2013 that may apply to a development.

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## Introduction

#### **Purpose of this Guide**

Preparing a site-specific zoning by-law amendment is a complex task with many steps involved, some of which include:

- Reviewing a development proposal against the provisions of Zoning By-law 569-2013, as amended (hereafter "By-law 569-2013");
- Ensuring the correct recitals (introductory statements) are in the by-law amendment;
- Updating the zoning overlay maps as required; and
- Preparing the text amendments and preparing the diagrams.

This Guide should be read in conjunction with the appropriate zoning by-law amendment template.

#### How to Use this Guide

This Guide is organized sequentially from preliminary concepts to consider before the actual drafting of a zoning by-law amendment, existing performance standards of By-law 569-2013, and best practices for preparing the by-law text and diagrams.

This document offers preliminary guidance and may be updated as needed. This document is intended to provide preliminary assistance in the development of a zoning by-law amendment, but it is not a replacement for thorough enquiry, verification and proofreading required to develop an accurate zoning by-law amendment that allows for the issuance of a building permit.

## Zoning By-law 569-2013 Basics

#### The Purpose of By-law 569-2013

By-law 569-2013 is a city-wide zoning by-law that implements the objectives and policies of the Official Plan with specific requirements that are legally enforceable (i.e. applicable law) by:

- Dividing the City into different land use zones through detailed maps; and
- Controlling the use of land, buildings and structures through zoning performance standards including:
  - o permitted uses and building types;
  - o where buildings and structures may be located;
  - o setbacks from a lot line;
  - o lot size and dimensions (e.g. lot frontage);
  - parking and loading requirements;
  - o height; and
  - o density.

#### By-law 569-2013 Structure

By-law 569-2013 is organized in the following chapters:



Zoning By-law Structure

## Preliminary Considerations in Drafting a Zoning Bylaw Amendment

#### **Review the Zoning Map and Corresponding Text**

Before drafting any text for the zoning by-law amendment, review the zoning map and take note of the existing zone category. In the regulations for the existing zone category, consider if the proposed building type is allowed in that zone. Consider if the proposed uses are permitted in that zone.

#### Where Lands are Not Included in By-law 569-2013

Where a proposed development is located in an area shaded in grey on the zoning map, it is not currently subject to By-law 569-2013, but rather, is subject to a former general zoning by-law. These lands are often referred to as "holes" within By-law 569-2013. Typically, lands are not included in By-law 569-2013 due to an appeal (either on a site-specific basis or related to a broader topic appeal to By-law 569-2013, such as public schools), or they were excluded during the development of the By-law 569-2013 as a result of a Transition Protocol. The Transition Protocol that applied during the development of By-law 569-2013 enabled zoning regulations to be applied fairly to all properties across the City, and established criteria to determine whether to include a specific property in the new city-wide zoning by-law. Generally, the following categories of properties were excluded from By-law 569-2013:

- Properties where the current zoning did not comply with the Official Plan;
- Sites within Secondary Plan and Official Plan area-based amendment study areas;
- Lands governed by area-based zoning by-laws that are complicated and comprehensive;
- Properties with a complete application for Site Plan Approval submitted before the date of passage of By-law 569-2013, but had not resulted in a building permit; and
- Sites with a complete application for a Zoning By-law Amendment submitted before the date of enactment for which a building permit had not been issued.

Prior to preparation of a draft a zoning by-law amendment for a property not in By-law 569-2013, assigned staff in the Community Planning Section of the City Planning Division will confirm whether the amendment should bring the lands into the city-wide zoning by-law. Community Planning staff will discuss this with staff in the Zoning Section as required. In most circumstances, it is a best practice to bring "holes" into By-law 569-2013, which involves adding the lands to the By-law 569-2013 zoning map and all applicable overlays. There are only select factors which would prevent properties from being brought into By-law 569-2013, and these include:

- Lands which are subject to an active site-specific or topic-related appeal to Bylaw 569-2013;
- Lands subject to a complex, area-based zoning by-law which applies overlapping performance standards to multiple properties; and
- Sites subject to a Secondary Plan or Official Plan Amendment which contain performance standards which conflict with requirements in By-law 569-2013. In these situations, including properties in By-law 569-2013 would bring lands out of conformity with the Official Plan.

When drafting amendments to bring lands into By-law 569-2013, use the appropriate "lands-out" templates to accomplish this (See the "Using the Zoning By-law Amendment Templates" section of this guide). Apply the guidance from the latter sections in this Guide regarding the assignment of an appropriate zone category, performance standards in overlay maps, and assigning a complete zone label. Often, permissions in the former general zoning by-law which applied to the property will inform the appropriate performance standards to apply to these components of the site-specific amendment when bringing lands into By-law 569-2013.

There may also be other considerations in structuring the zoning by-law amendment, including whether any site specific or area specific zoning performance standards which apply from a former general zoning by-law should be carried forward as a prevailing by-law or section, including area-based zoning by-laws which implemented an Avenue Study, Secondary Plan, or other planning study. Assigned staff in the Community Planning Section of the City Planning Division will assist in how site-specific considerations may be best approached when drafting an amendment. Community Planning staff will discuss this with staff in the Zoning Section as required.



The properties at 2211-2229A Dundas Street West are "holes" and not included in By-law 569-2013. These lands are within the Bloor-Dundas Avenue Study area, and the zoning to implement the Avenue study was an amendment to Former City of Toronto By-law 438-86. If a new development is approved, the site-specific zoning amendment should bring these properties into By-law 569-2013.

#### **Review the Land Use Designation in the Official Plan**

As described in Section 1.40 of By-law 569-2013, zone categories are generally a reflection of the land use designations found in the City of Toronto Official Plan. Review Maps 13-23 of the Official Plan and determine the land use designation for the lands on which the development is proposed. It is also important to consider the list of permitted uses for the intended zone. When considering a change from one zoning category to another, consider the appropriateness of the selected zone as described in Section 1.40 of By-law 569-2013. If it is not compatible, then an Official Plan Amendment and/or a Site and Area Specific Policy is also required.



Official Plan Land Use Designations and Zones

#### **Determine the Proposed Zone Category**

After considering Section 1.40 of the By-law 569-2013, and the land use designation as found in the Official Plan, determine which zone will apply to the lands (example: R, RA, RAC, CR, CRE, EO, etc.). Consider the list of permitted uses for that zone against the uses proposed in the development. If the Official Plan land use designation does not contemplate the intended zone, consider applying a different zone. If it is not possible to apply a different zone, then a Site and Area Specific Policy may be required.

#### **Chapter 900 – Exception Numbers**

Chapter 900 of By-law 569-2013, Site Specific Exceptions, are provisions pertaining to lands, or a portion thereof, that have an exception number shown as "x" with a numerical zone label on the zoning map, as shown in the example on the following page:



An example of an exception, in this case, "RM 252"

The site specific exceptions are the prevailing regulations for a specific lot or area. All exception numbers are found in Chapter 900 of By-law 569-2013, and the regulations of a Site Specific Provision in Chapter 900 govern over any inconsistent regulation found in Chapters 5 to 800.

For example, if "Exception CR 577", which means Exception 577 for the Commercial Residential Zone, has a required parking rate that is greater than those rates identified in Chapter 200 (city-wide parking rates), then the parking rate performance standards found in "Exception CR 577" prevail over those found in Chapter 200.

#### Where an Existing Exception Number Applies

While reviewing the zoning map, if there is an existing exception number that applies to the site and the existing zone will not change (for example from "R - Residential" to "CR – Commercial Residential"), consider if the exception number can be re-used or if a new exception number will be required as set out below:

When to request a new exception number: If the proposed development has a different lot boundary than the existing exception number as shown on the zoning map, then a new exception number is required. Exception numbers are issued by staff in the Zoning Section of the City Planning Division.

When to re-use the existing exception number: If the proposed development shares the same boundary as the existing exception number as shown on the zoning map, you may be able re-use that exception number. Be sure to review the regulations in that existing exception number to determine if those regulations should still apply to the proposed development. If they do not, then the zoning by-law amendment will need to address those regulations.

In some cases, one exception number may apply to several properties and re-using the exception number would not be appropriate. This usually becomes apparent by the more general nature of the text in the exception. For example, if an exception states "for all properties abutting Midland Avenue", then using that exception number for a specific development would not be the best solution. Another way to determine this is to look at the boundary of the exception on the zoning map to see if it applies to multiple properties. If there is still uncertainty if an existing exception number should be re-used, assigned staff in the Community Planning Section should contact a member of the Zoning Section for further assistance.

#### **Review the overlay maps**

Using the zoning map, turn off the "zone categories" layer and turn on the various overlay layers found below the zone categories checkbox, such as height, lot coverage, policy area, and rooming house. Review what is displayed in the overlays and consider if a modification is required to accommodate the development proposal. However, the Height Overlay Map should not be changed to reflect the height of the proposed development; instead, the Height Overlay Map should maintain the as-of-right height permissions for the area.



Turning on the overlay layers on the zoning map

#### Height Overlay Map – Determining the Appropriate Height

In most cases, the Height Overlay Map will display the permitted maximum height for the area. But if the proposed development is located in an area that is not part of the Height Overlay Map, and there is a reason to add to the Height Overlay Map (such as bringing a site into By-law 569-2013 that is not currently a part of the by-law), then it will be important to consider the appropriate height that should be assigned. **Do not change the Height Overlay Map to the height of the proposed development.** Instead, consider the appropriate as-of-right height permission for the area. There are several factors to consider in determining the appropriate maximum height when updating the height overlay map:

- The permitted maximum height of nearby lots that are a part of the Height Overlay Map, if the context remains the same;
- A Site and Area Specific Policy for the site or area;
- A Secondary Plan for the area; or
- Other policy documents describing appropriate heights for the area.

#### Lot Coverage Overlay Map – Determining the Appropriate Lot Coverage

In most cases, the Lot Coverage Overlay Map will display the permitted maximum lot coverage for the area. Lot Coverage is a reflection of a former general zoning by-laws that have been carried forward to By-law 569-2013. Lot coverage as a performance standard is generally applied in former Etobicoke, North York, East York, and Scarborough, but is not applied in former York and the former City of Toronto area. There are several factors to consider in determining the appropriate maximum lot coverage when updating the Lot Coverage Overlay Map:

- The permitted maximum lot coverage of nearby lots that are a part of the Lot Coverage Overlay Map, if the context remains the same;
- A Site and Area Specific Policy for the site or area;
- A Secondary Plan for the area; or
- Other policy documents describing appropriate lot coverage for the area.

#### Policy Area Overlay Map - Determining the Appropriate Policy Area

Policy Areas, as found in the Policy Areas Overlay Map, formerly differentiated reduced parking rate performance standards as compared to all other areas in the City. These areas were based on the City's urban structure, as defined in the Official Plan, and proximity to transit. However, City Council enacted By-laws 89-2022 and 125-2022 in 2022, which modified the City's approach to parking requirements in By-law 569-2013. Policy Areas are no longer utilized in the city-wide zoning by-law to regulate parking rates in Table 200.5.10.1. Policy Areas 1 to 4, as shown on the Policy Areas Overlay Map, continue to apply with respect to loading requirements in Chapter 220, regulations in Chapter 40 for the Commercial Residential Zone, and regulations in Chapter 80 for the Institutional Zone.

The Policy Areas are structured as follows:

Policy Area 1: Applies to the downtown area or areas of similar density.

Policy Area 2: Applies to the "Centres" as found on "Map 2- Urban Structure" of Toronto's Official Plan.

Policy Area 3: Is generally applied on lands adjacent to higher-order traffic separated transit lines, including subways or light rail transit.

Policy Area 4: Is generally applied on lands adjacent to high volume surface transit bus and streetcar routes.

In most cases, the appropriate Policy Area label will already be established, and a change to the Policy Areas Overlay Map will not be required.

#### Parking Zone Overlay Map – Determining the Appropriate Parking Zone

As noted above, automobile parking rates in By-law 569-2013 were previously determined based on where developments were located in relation to the four Policy Areas in the Policy Areas Overlay Map. City Council enacted By-laws 89-2022 and 125-2022 in early 2022, which modified the City's approach to parking requirements by eliminating parking minimums and imposed maximums in Table 200.5.10.1, in an effort to reduce auto-dependency through a market-driven approach to parking supplies city-wide. Amendments to By-law 569-2013 include parking rates in Table 200.5.10.1 based on a new Parking Zones Overlay Map, which better reflects the areas of influence of transit. Parking Zones are only applicable to parking regulations and the current Policy Areas will continue to apply for other performance standards in By-law 569-2013. Parking Zone boundaries were generally informed by an analysis of the use of transit mode share and auto ownership rates relative to the distance from transit stations and stops with frequent service. More specifically, Parking Zones in the Parking Zone Overlay Map were assigned based on the following criteria:

Parking Zone A: Is associated with areas that are within a 400 metre walk of frequent higher-order transit (for example, subway and light rail transit) and generally also includes lands within Policy Areas 1, 2 and 3. Areas within 400 metres of Eglinton

Crosstown Light Rail Transit and Finch West Light Rail Transit stations were also included in anticipation of these areas being served by frequent higher-order transit.

*Parking Zone B:* Is associated with areas that are within a 100 metre walk of stops served by frequent surface transit services and generally also includes lands within Policy Area 4.

Areas not captured within Parking Zone A or B are referred to in Table 200.5.10.1 as "all other areas of the City". As minimum parking rates have been removed except for visitor and accessible parking requirements, and the Parking Zones only differ in terms of permitted parking maximums, amendments to the Parking Zones Overlay Map will not be required in most development scenarios.

#### Transition for Parking Regulations for Pre-existing Development Applications

Development applications submitted before February 3, 2022, may meet the transition clauses in Section 200.25 of By-law 569-2013. Applications which meet the transition clauses are regulated by the former parking rates and policy areas which are now specified in Chapter 970 of By-law 569-2013. Zoning By-law amendments for such developments should amend the regulations in Chapter 970, instead of the new performance standards found in Chapter 200.

#### Rooming House Overlay Map - Determining the Appropriate Rooming House Area

A rooming house is only permitted on a lot located within the Rooming House Overlay Map. The Rooming House Overlay is primarily located in the former municipalities of Etobicoke, York and the former City of Toronto, and the performance standards are reflective of their former municipal by-laws. The former municipalities of Scarborough, North York and East York did not recognize rooming houses, and that is why the Rooming House Overlay is not in these areas. The Rooming House Overlay is further divided into the following categories:

Area A1: Primarily located in the former City of Etobicoke;

Areas B1, B2 and B3: Primarily located in the former City of Toronto and

Area C1: Primarily located in the former City of York;

The performance standards for these areas are found in Section 150.25 of By-law 569-2013. It is only recommended to add to the Rooming House Overlay Map when a rooming house is proposed.

## Determine the Modification of By-law 569-2013 Performance Standards that will be required

Determining the modifications to By-law 569-2013 that will apply to a development proposal should be informed by a review of zoning compliance prepared by a Plans Examiner in the Toronto Building Division. The review should include architectural plans and comparison against the regulations for that zone (this could be either the existing or the proposed zone depending on the agreed approach between the Applicant, Toronto Building staff, and City Planning staff) as well as city-wide regulations such as those for vehicle parking, loading, and bicycle parking. It is important that the information provided include details of the proposed uses within the development, as there are zone regulations specifically addressing use conditions.

#### Use the Appropriate Zoning By-law Amendment Template

Using the appropriate zoning by-law amendment template, begin recording the modification of By-law 569-2013 performance standards that are required using the format specified.

#### **Choosing the Appropriate Development Standard Set (SS)**

If the property will not be in a CR-Commercial Residential Zone, then no Development Standard Set will apply.

Regulation 40.5.1.10(4) provides interpretation of Development Standard Sets, which are specific to the CR-Commercial Residential Zone. If a proposed development is in the CR – Commercial Residential Zone, it is important to assign an appropriate development standard set. Guidance to selecting the appropriate Development Standard Set can be found below:

Development Standard Set 1 (SS1): Applies to the downtown area or areas of similar density.



Development Standard Set 1

Development Standard Set 2 (SS2): Applies to the "Avenues" with street-related nonresidential uses which are located outside the downtown area as found on "Map 2-Urban Structure" of Toronto's Official Plan.



Development Standard Set 2

Development Standard Set 3 (SS3): Applies to commercial plazas and malls that are not street related.



Development Standard Set 3

## **Using the Correct By-law Structure**

#### **Correct Numbering and Lettering of Regulations**

Ensure that all regulations are numbered and lettered correctly in accordance with regulation 1.20.1(2) of By-law 569-2013, as excerpted below:

#### 1.20.1(2) Numbering of Regulations

Articles or Clauses may be divided further into bracketed divisions known as Regulations with the following structure:

(25) [bracketed numeral]

- (A) [bracketed upper-case letter]
  - (i) [bracketed lower-case Roman numeral]
    - (a) [bracketed lower-case letter]

#### **Ensure Internal References to Other Provisions Are Correct**

Some amending by-laws will have provisions that make references to other provisions within it. A common example is where one site specific regulation will establish permitted maximum heights, and another establishes that despite the maximum permitted heights, certain elements of a building can project beyond the maximum permitted heights. In finalizing the form of the zoning by-law amendment review and confirm all internal references.

#### Example

"Despite regulation (R) above, the following elements of a **building** are permitted to project above the permitted maximum **building** height:"

In the above example, it is important for the by-law author to ensure that regulation (R) being referenced is the provision that refers to permitted maximum building height. When editing or adding new provisions to the zoning by-law amendment, ensure all internal references remain correct.

## Reference to "Prevailing By-laws and Prevailing Sections" Must be Included in Every Zoning By-law Amendment

Each zoning by-law amendment must include a provision for "Prevailing By-laws and Prevailing Sections" as provided for in the zoning by-law amendment templates. The common application of "Prevailing By-laws" is to apply a by-law or a specific section of a by-law from a former general zoning by-law applicable to the lands subject to the development. One method to determine if a prevailing by-law should continue to apply to a site is to review the By-law 569-2013 map, click on the lot where the development is proposed, and review the exception number for the area. If there are existing prevailing by-laws today, then the performance standards of that by-law should be reviewed to determine if that prevailing by-law, or certain sections of that by-law, should continue to apply to the new development. When bringing lands into By-law 569-2013, it may also be appropriate to carry forward area-based zoning by-laws implementing a Secondary Plan, Official Plan Amendment or other Site and Area Specific Policy resulting from a previous planning study, such as an Avenue Study, as a prevailing bylaw within the exception. Also, City staff in other Divisions, such as Zoning Examiners in the Toronto Building Division, can be a useful resource to determine which former municipal regulations apply to particular lands.

If there are no prevailing by-laws or prevailing sections to be carried forward, then the zoning by-law amendment should state: "Prevailing By-laws and Prevailing Sections: (None Apply)". If there are prevailing by-laws to be carried forward, then they should be stated in that same section.

## Zoning By-law Amendments Should Follow the Sequence Found in By-law 569-2013

For ease of reference, provisions included in a zoning by-law amendment should be placed in the same sequence as they are found in By-law 569-2013. For example, any amendments to Chapter 10 should be listed first, and any amendments to Chapter 600 should be listed last.

There may be some instances where placing the regulations in a different order than they appear in By-law 569-2013 is appropriate.

#### Verifying the Logic

When reading the zoning by-law amendment, compare what is being stated in the amendment, and what is being stated in the By-law 569-2013 regulation that is being referred to. Ensure the By-law 569-2013 performance standard that is being exempted or modified in the zoning by-law amendment aligns with the performance standards stated in the text of By-law 569-2013.

#### Referencing Lot Severance, Temporary Uses, or New Definitions outside the Site-Specific Provisions Section

All text entered under the headings of "Site Specific Provisions" and "Prevailing By-laws and Prevailing Sections" of a zoning by-law amendment will be incorporated into Chapter 900 of the By-law 569-2013, under the exception number assigned.

References to land division, temporary uses, and holding provisions should not appear in Chapter 900 and should therefore not be included under the header of "Site Specific Provisions" or "Prevailing By-laws and Prevailing Sections". Instead, these are appropriately placed in separate numbered sections in the zoning by-law amendment <u>after</u> the sections where any exceptions are created as illustrated in the template example below:



The correct placement of the land severance provision

#### Including Ontario Planning Act References in the Recitals Section

Ensure the appropriate reference to the Ontario Planning Act (the "Planning Act") are included in the recitals, which are introductory provisions of the zoning by-law amendment. Use of a holding symbol must reference Section 34 and 36 and temporary uses must reference Section 39. Consult the zoning by-law amendment template for the appropriate placement and drafting of these references.

CITY OF TORONTO BY-LAW 1-2023 To amend Zoning By-law 569-2013, as amended, with respect to the lands	
Whereas Council of the City of Toronto has the authority pursuant to Section 34 of the Planning Act, R.S.O. 1990, c. P. 13, as amended, to pass this By-law; and Whereas Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act; and	
Whereas pursuant to Section 36 of the Planning Act, as amended, the council of a municipality may, in a by-law passed under Section 34 of the Planning Act, use a holding symbol "(H)" in conjunction with any use designation to specify the use that lands, buildings or structures may be put once Council removes the holding symbol "(H)" by amendment to the by-law; and Whereas the Official Plan for the City of Toronto contains provisions relating to the use of holding symbol "(H)"; and	Section 36 Holding Recital
Whereas pursuant to Section 39 of the Planning Act, as amended, the council of a municipality may, in a by-law passed under Section 34 of the Planning Act, authorize the temporary use of land, buildings or structures for any purpose set out therein that is otherwise prohibited in the by-law; and	Section 39 Temporary Use Recital

Including Ontario Planning Act recitals

#### Reference the Correct Zone Exception in the By-law Text

Ensure that the zoning by-law amendment refers to the correct Article number within Chapter 900. For example, if a development is located in the RA – Residential Apartment Zone and a new exception number for that zone is being added, ensure that the zoning by-law amendment refers to Article 900.7.10. This is the Article that includes all of the RA exceptions. Exceptions for other zones are found in different Articles. For example, CR – Commercial Residential Zone exceptions are found in Article 900.11.10.

#### Assign a Complete Zoning Label

Where a site-specific zoning by-law amends the By-law 569-2013 zoning map, ensure that the full zone label is applied. Instructions on what comprises a full zone label can be found in the text of the zone category itself. For example, regulation 40.5.1.10(3) of By-law 569-2013 describes what is included in a complete label for the CR – Commercial Residential Zone.

#### Example

#### Incorrect Application: CR 3.0 (x403)

The above zone label does not include a breakdown of the permitted maximum non-residential and residential floor-space-index and it does not specify the Development Standard Set. The specification of the Development Standard Set is always required in the CR zone.

#### Correct application: CR 3.0 (c2.0; r2.5) SS1



Explanation of the zone labels

#### **Guidance for Complete Zone Labels**

The regulations for each zone provide guidance for creating a complete zone label. The below list outlines the locations of the regulations describing complete zone labels:

- R, RD, RS, RT and RM Zones regulation 10.5.1.10(3)
- RA and RAC Zones- regulation 15.5.1.10(3)
- CL Zone- regulation 30.4.1.10(3)
- CR Zones- regulation 40.5.1.10(3) and (4)
- CRE Zones- regulation 50.5.1.10(3)
- EL Zone- regulation 60.10.1.10(3)
- E Zone- regulation 60.20.1.10(3)
- EH Zone- regulation 60.30.1.10(3)
- EO Zone- regulation 60.40.1.10(3)

### **Using the Correct Terms and Definitions**

#### Correct Use of "Section, "Article", "Clause" and "Regulation"

The appropriate use of "Section", "Article", "Clause" and "regulation" is described in regulation 1.20.1(1) of the By-law 569-2013. Incorrect applications of these terms can result in errors or ambiguity in interpreting which performance standards apply.

This By-law is divided into parts using a numeric decimal system as follows:

20. Chapter

20.10 Section

20.10.30 Article

20.10.30.15 Clause

Articles and Clauses may be further divided into regulations using a series of bracketed divisions in the following sequencing: (numeral) (capital letter) (lower case Roman numeral) (lower case letter) as described in this Guide under the heading "Correct Numbering and Lettering of Regulations." Example: regulation 20.10.30.15(1)(A)(i).

#### Example

Varying the required minimum loading rate for only <u>dwelling units</u> in a building: Despite regulation 220.5.10.1(2), a minimum of one Type "G" **loading space** is required to be provided for a **building** containing **dwelling units**.

Varying the required minimum loading rate for all uses in a building: Despite Clause 220.5.10.1, a minimum of one Type "G" **loading space** is required to be provided.

#### Matching the Language Used in the By-law 569-2013

When varying a regulation, use consistent language as found in By-law 569-2013.

#### Example

Incorrect and unnecessarily complex building setback application, with language inconsistent with By-law 569-2013: Despite Clause 10.10.40.70, no part of any **building** or **structure** above the average elevation of ground on the **lot** may be located otherwise than wholly within the areas delineated by heavy black lines on Diagram 3 of By-law [Clerks to insert By-law number].

Correct and simplified building setback application, with language that is consistent with By-law 569-2013: Despite Clause 10.10.40.70, the required minimum **building setbacks** are as shown in metres on Diagram 3 of By-law xxxx-2021.

#### Use the Correct Defined Term for the Building Type

Many commonly known building types are captured under a defined term found in Chapter 800 of By-law 569-2013. For example, "stacked townhouses" are defined as "apartment building" in By-law 569-2013, as further described in the following image. An effective way to determine the range of defined building types is to refer to the "permitted building types" section in a more permissive zone, like "CR-Commercial Residential."



The commonly known building typologies of garden court apartment, low-rise apartment, six-plex and stacked townhouses are harmonized as "apartment building" in the Chapter 800 definition in By-law 569-2013

#### **Determining the Correct Building Type**

It is important to determine what type of building is being constructed in accordance with the Chapter 800 definitions instead of their more common references. Several building definitions are included on the following page for ease of reference:

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- "Townhouse" means a building that has three or more dwelling units, and no dwelling unit is entirely or partially above another. A detached house or semidetached house that has one or more secondary suites is not a townhouse;
- "Apartment Building" means a building that has five or more dwelling units, with at least one dwelling unit entirely or partially above another, and each dwelling unit has a separate entrance directly from outside or through a common inside area. A building that was originally constructed as a detached house, semidetached house or townhouse and has one or more secondary suites is not an apartment building.
- "Mixed Use Building" means a building with a dwelling unit and a non-residential use. A residential building is not a mixed use building.

#### **Encroachments versus Projections and their Limitations**

When drafting the text of a zoning by-law amendment, consider the difference between permitted projections beyond the permitted maximum height and encroachments into the minimum required setbacks. Elements can "project" beyond the permitted maximum height and they can "encroach" into a required minimum building setback. Each should be in separate sections in the zoning by-law amendment.

It is also important to state the permitted maximum projection or encroachment (in metres) within the text of the amendment, or those elements will be permitted to encroach or project by an unlimited amount.

Ensure that if the text of the zoning by-law amendment provides for a projection beyond the permitted maximum height shown on a diagram, such as an additional 5.0 metres for a mechanical penthouse, that this projection is not also shown on the diagram itself.



The difference between a setback encroachment and a height projection

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#### **Maintaining Chapter 800 Definitions**

Do not amend defined terms that are found in Chapter 800. Instead, vary the performance standards for those defined terms as required.

#### Introducing New Definitions when Required

Where it is absolutely necessary to introduce a new definition of a word or phrase not found in Chapter 800, then these should be specified as "for the purpose of this exception" and placed in quotation marks and <u>not</u> placed in bold font (<u>only</u> defined terms appearing in Chapter 800 should be placed in bold font). Staff in the Zoning Section of the City Planning Division can provide further assistance in determining when new definitions may be required.

#### Example of a Site-specific Definition and its Application

(B) For the purpose of this exception, "base building" means the portion of the **building** with a height equal to or lesser than 10.0 metres;

(C) The required minimum **building setback** of the "base building" is 3.0 metres from all **lot lines**;

### Land Use Best Practices

#### **Consider and Correctly Specify Non-residential Uses**

Review the list of permitted uses for the zone in which the development is proposed. When bringing properties that were once "holes" into By-law 569-2013, review the list of uses permitted which applied to the site in the former general zoning by-law and consider whether the list of permitted uses within the new zone assigned in By-law 569-2013 requires amendments.

Consider if potential non-residential uses comply with the conditions required for the use to be permitted. Also, make sure that the correct terms for non-residential uses are applied. Most commonly, "retail" or "commercial" are incorrectly used in zoning by-law amendments, and these terms do not have any meaning in By-law 569-2013. Refer to the list of permitted uses within each zone for the correct terms and review the Chapter 800 definition for each of them to confirm that the appropriate use is being referenced.

#### Example

Incorrect application- using "retail" or "commercial" which is not defined in Chapter 800: A minimum of 450 square metres of **interior floor area** is required for retail

Correct application- using a defined Chapter 800 term: A minimum of 450 square metres of **interior floor area** is required for a **retail store**.

#### Adding Additional Permitted Uses and Clarifying that Certain Permitted Uses Already Exist

When adding additional permitted uses beyond those that are already permitted in the zone, ensure to use the word "additional" to clarify that the current permissions for uses in the zone continue to apply.

#### Example:

Incorrect application: In the CR zone, the following uses are permitted: **animal shelter** and **hospital**.

Correct application: In addition to the non-residential uses permitted by Clauses 40.10.20.10 and 40.10.20.20, the following uses are also permitted: **animal shelter** and **hospital**.

#### Use "Home Occupation" instead of "Live/Work Units"

"Live/Work Units" do not have a defined meaning in By-law 569-2013. Instead, use the defined Chapter 800 term of "home occupation". Review Section 150.5 of By-law 569-2013 to determine if any of the performance standards for home occupations, such as those regarding permitted uses, the ability for clients to attend the premises or maximum interior floor area require an amendment.

#### Use of the Holding Symbol "(H)"

Section 36 of the Planning Act authorizes municipalities to make use of the holding symbol "(H)" within a Section 34 zoning by-law in conjunction with any use designation, to specify the use to which lands, buildings or structures may be put once the holding symbol is removed by amendment to the by-law. The use of the holding symbol is only permitted if there is an Official Plan in effect in the municipality that contains provisions relating to the use of the holding symbol.

The application of a holding symbol can be basic to very complex for larger multi block developments. There are numerous reasons why it may be appropriate to impose a holding symbol and will be dependent on factual circumstances of each development. Reasons might include requiring completion of certain reports, completion of roads or other municipal infrastructure and even to address aspects of a phased development. What City Official will have the authority to determine if a requirement is satisfied must also be considered. Uses permitted pending the removal of the holding symbol typically are limited to those uses and buildings existing on the date of passage of the zoning bylaw amendment, and this is reflected in the template drafting. However, there may be limited circumstances where it is appropriate to consider other permissions.

The removal of the (H) holding symbol requires a new zoning by-law amendment application. Generally, an initial assessment for use of a holding symbol will include:

- Consideration as to whether the holding symbol should apply to all the lands subject to the by-law or if it should apply only to part of it based on a particular use designation, area, block or building described;
- What are the requirements for lifting the holding symbol and what City Official makes the determination if those are satisfied;
- Review of the proposal generally to consider if inclusion of permission for a sales office for the sale or lease of units on the lands pending removal of the holding symbol is necessary and if it would be appropriate; and
- Consideration if there are special circumstances that warrant an exception to the restriction that, pending the lifting of the holding symbol, only uses and buildings existing at the time of passage of the zoning by-law amendment are permitted.

Careful consideration is required in determining whether to recommend use of a holding symbol and all aspects of its implementation.

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### **Creating Diagrams for Site-specific By-laws**

#### The Purpose of By-law Diagrams

While the written component of a site-specific zoning by-law amendment describes the performance standards that must apply to a proposed development, the diagrams for a zoning by-law amendment illustrate the performance standards that are more effectively described visually.

#### Amending or Adding to the Zoning Map

When preparing a diagram that amends or adds to the zoning map, ensure the zone boundary is drawn to the centerline of the streets or lanes adjacent to the property where the zone would apply. Include all the zones that apply to a site, for example, RA and ON as shown in the section "Typical Diagram 2 – Modifying or Adding to the Zoning Map".

In the recitals (introductory) text of the zoning by-law amendment, use the word "amending" if the by-law changes the existing zoning map or overlay and use the word "adding" if the by-law adds to the zoning map in instances where the site is shaded in grey on the zoning map (subject to a former municipal zoning by-law) and the site is being brought into By-law 569-2013.

#### Amending or Adding to the Overlay Maps

When preparing a diagram that amends or adds to the Overlay Maps, like height, lot coverage, policy areas, parking zones and rooming houses, draw the boundary to the centerline of the street or lane. In the recitals (introductory text) of the zoning by-law amendment, use the word "amending" if the by-law changes the existing overlay map and use the word "adding" if the by-law adds a property to the overlay map that is currently shaded in grey on the zoning map (subject to a former general zoning by-law) and the site is being brought into By-law 569-2013.

#### Typical Diagram 1 – Establishing the Lands

The intention of Diagram 1 is to establish the lands to which the zoning by-law amendment applies. The intended application of Diagram 1 is to highlight the property with a heavy black line and to include enough surrounding context, such as a nearby intersections, so as to locate the property. Diagram 1 should include the property dimensions from a provided survey.

The following is an example of a typical Diagram 1:



Typical Diagram 1 – Establishing the lands to which the zoning regulations apply

#### Typical Diagram 2 – Modifying or Adding to the Zoning Map

Diagram 2 is intended to show the proposed zoning for the subject lands, by either modifying the existing zone labels on the zoning map, or by adding to the zoning map where the development site is not currently a part of By-law 569-2013 (where it appears in grey on the zoning map).

The zone boundary should extend to the centerline of the street along all street frontages. Irregular lines should contain dimensions to show the accurate placement of that line on the zoning map.

The following is an example of a typical "Diagram 2":



Typical Diagram 2 – Modifying or adding to the zoning map

#### Diagrams which Modify or Add to the Overlay Layer Maps

The typical application of Diagrams 3 to 6 is to modify or add to the overlay maps of Bylaw 569-2013, which include but are not limited to policy areas, height, lot coverage, parking zones and rooming house overlays. Not all applications will require these layers to be amended.

When preparing these diagrams, consider the format in which the values for the overlay maps appear. For example, the Height Overlay Map will always show height to one decimal place, shown for example as "HT 11.0" instead of "HT 11". For consistency, all height specifications on the height diagram in the zoning by-law amendment should be rounded to one decimal place ending in 0 or 5, for example, as "HT 11.5" instead of "HT 11.46".

Another example is the Lot Coverage Overlay Map, where despite the permitted maximum lot coverage being expressed as a percentage in the By-law 569-2013 text, the values on the Lot Coverage Overlay Map do not end with a percentage symbol. The permitted maximum lot coverage of 30 percent should be expressed as "30" on the diagram. In summary, review the existing overlay maps, identify how those maps are labelled, and apply the same labelling in the zoning by-law amendment diagrams.

#### Height and Setback Diagram for the Proposed Development

There is a distinct difference between the Height Overlay Map and a diagram prepared in a zoning by-law amendment that outlines permitted maximum heights and required minimum building setbacks for a proposed development. The Height Overlay Map establishes permitted as-of-right maximum heights for the zone. A diagram prepared for a development does not change the height overlay map, but instead outlines maximum height and minimum setbacks for that specific development.

When preparing a height and setback diagram specific to the development, ensure that all portions of the building specify a permitted maximum height. Ensure all building faces specify a required minimum building setback and are clearly dimensioned, especially where a building has stepbacks or where the angle of the lot line changes. Other considerations when preparing the height and setback diagram for the development include:

- All building setbacks should be drawn to the nearest lot line, projected at a right angle (90 degrees) to the lot line, measured from that lot line and projected to the closest main wall;
- Ensure all text is clearly legible; and
- Ensure permitted maximum building heights are shown on all portions of the building with different heights.

#### Ensure the By-law Diagrams Match the By-law Text

When amending the zoning map through a diagram in a zoning by-law amendment, ensure that the zone labels shown on the diagrams match the text description of the zone labels in the introductory portion of the by-law which amends the Zoning By-law Map in Section 990.10.



Match the text describing the zoning change to the diagram showing the zoning change, and vice versa

## **Correctly Amending the Zoning Map and Height Overlay Map within a Community Benefits Charge Framework**

The previous Section 37 Height and Density benefit provisions of the Planning Act ceased to apply as of August 15, 2022, when City Council enacted a Community Benefits Charge By-law (By-law 1139-2022). Previously, Section 37 of the Planning Act authorized municipalities to grant increases in height and density beyond what was otherwise permitted, in exchange for the provision of community benefits as they relate to facilities, services or other matters. A standard legislated maximum rate of 4 percent of land value now applies to all new eligible developments under the Community

Benefits Charge By-law, to pay for the capital costs of facilities and services required as a result of growth.

Previously, where Section 37 benefits were being secured through a development application, the recommended approach to drafting site-specific zoning by-laws ensured that any changes to the zone label or to the height overlay map did not preclude the Section 37 agreement by modifying the height overlay map to the proposed approved building height or by assigning a density value to the zoning map to the proposed approved building density.

Within a Community Benefits Charge framework, the recommended approach to drafting zoning by-law amendments for development approvals remains the same. The zone label and height overlay maps should include base heights and densities which are permitted if the approval was not granted (or for "as-of-right" developments). The site-specific provisions within the Chapter 900 exception and the height and setbacks diagram for the development contain the performance standards that are permitted if the planning application is approved. Permissions being granted through a development approval should not be reflected in the zone label and overlay maps as these reflect the base built form performance standards which apply on a broader areabasis. Performance standards being approved through a public development review process, including building heights and densities, are subject to setbacks, separation distances, and other built form performance standards which mitigate the impacts of the proposal height and density, and take into consideration the site-specific context of the approval. These performance standards are most appropriately secured through a height and setback diagram referenced in an exception in Chapter 900.

## **Using The Zoning By-law Amendment Templates**

#### Purpose of the Zoning By-law Amendment Templates

The purpose of the zoning by-law amendment templates is to ensure a consistent style and technical approach for all zoning by-law amendments. It is intended to ensure the following important by-law considerations are implemented:

- Include recitals, which are introductory statements in the by-law referencing various sections of the Planning Act;
- Include a recital reference Section 36 of the Planning Act where the placement of an "(H)" holding symbol is considered;
- Include a recital referencing Section 39 of the Planning Act where temporary uses are considered;
- Add amendments in the same order as they appear in By-law 569-2013;
- Add amendments using the same language as found in By-law 569-2013; and
- Ensure consistent structure and language;

#### Templates are written using the most Common Zone

In developing the template, it was determined that referencing the "CR-Commercial Residential Zone" is the optimal approach, as this is the most common zone for proposed developments. Also, it is important to provide a reference to the regulations in the template that can be amended, so that the reader can refer to By-law 569-2013 to and review the performance standard that is being amended. Modifying the template to another zone is easily accomplished as By-law 569-2013 shares the same structure across zones.

#### The Different Types of Templates

There are eight zoning by-law amendment templates, each serving a different purpose:

- "Lands-In Regular" This template is intended for lands that are within By-law 569-2013, and it considers the most common By-law 569-2013 amendments.
- "Lands-In Complex" This template is intended for lands that are within By-law 569-2013, and it considers a more extensive range of zoning considerations for a development.
- "Lands-In OLT" This template is intended for lands that are within By-law 569-2013, and it considers the most common By-law 569-2013 amendments (Lands-In Regular") modified to include Ontario Land Tribunal (OLT) recitals and structure.

- "Lands-In Blank" This template is intended for lands that are within By-law 569-2013, and it is intentionally left blank. This template is included as an additional option where the author would like to have more flexibility, but still retain the document formatting of the other templates;
- "Lands-Out Regular" This template is intended for lands that are <u>not</u> within By-law 569-2013 (they appear shaded in grey on the zoning map). The template provides a format for bringing the lands into By-law 569-2013 and it considers the most common By-law 569-2013 amendments;
- "Lands-Out Complex" This template is intended for lands that are <u>not</u> within By-law 569-2013 (they appear shaded in grey on the zoning map). The template provides a format on bringing the lands into By-law 569-2013 and it considers a wider range of zoning considerations for a development;
- "Lands-Out OLT" This template is intended for lands that are <u>not</u> within Bylaw 569-2013 (they appear shaded in grey on the zoning map). The template provides a format for bringing the lands into By-law 569-2013 and it considers the most common By-law 569-2013 amendments. This template is Lands-Out Regular modified to reference Ontario Land Tribunal (OLT) recitals;
- "Lands-Out Blank" This template is intended for lands that are <u>not</u> within Bylaw 569-2013 (they appear shaded in grey on the zoning map). The template provides guidance on bringing the lands into By-law 569-2013. This template is included as an additional option where the author would like to have more flexibility, but still retain the document formatting of the other templates;

#### **Inserting New Regulations**

All templates provide a range of provisions for consideration and their appropriate placement. But there will still be cases where it is required to insert a new provision, which is further demonstrated below:

#### Step 1

Place the cursor at the end of the regulation just before where a new regulation is intended to be created:

- (C) Despite regulation [-], the height of a **building** or **structure** is the distance between the Canadian Geodetic Datum of [-] metres and elevation of the highest point of the **building** or **structure**;
- (D) Despite regulation [-], a **building** or **structure** may be no closer than [-] metres from the original <u>centreline</u> of a **lane**;

Step 1 of inserting a new regulation

Step 2

Press the enter key, and the new regulation will be created:



Step 2 of inserting a new regulation

#### Using the Paragraph Function and List Level Function to Correctly Position Items

If it is not possible to copy and paste an existing list from the template (which is the easiest approach), the paragraph and list level functions are the functions that correctly position new provisions, as further outlined here:

Step 1

In regulation (E) below, we would like to move (E)(ii) to a new position that is subordinate to E(i):

(E)		dition to the permitted non-residential uses listed in regulation [-], the wing additional uses are permitted:
	(i)	Eating Establishment
	(ii)	provided it does not exceed an interior floor area of 400 square metres;
	(iii)	Use 2
	(iv)	Use 3

Preparing the section for formatting

#### <u>Step 2</u>

First, we will change the "list level" for E(ii), so that instead of it being (ii), it will change to (a). First, locate the "numbered list" icon in the "home" ribbon, and click on "increase indent" button to change (ii) to (a). You can also use the "decrease indent" button to move it up a level:



Finding the increase and decrease indent buttons

#### Inserting the By-law into a Staff Report

The staff report templates maintain their own formatting standards for the purpose of document control and consistency. When copying and pasting the contents of the zoning by-law amendment into the staff report template, proceed with the following steps:

#### Step 1:

From the zoning by-law amendment document, highlight all the text you would like to insert into the staff report document, then right-click on the mouse, and select "copy".

#### <u>Step 2:</u>

In the staff report document, select the area where you would like to paste the contents of your zoning by-law amendment, then select the down arrow below the "paste" button within the "home" ribbon, as shown in the following image:



Next, choose "paste special..." as shown in the following image:



On the options window that appears, please select "unformatted Unicode text," as shown in the following image:

Paste Special				?	$\times$
	soft Word Document 52-bld\BLDDATA\bld\bld\Zoning Bylaw Project\Zonin				
<ul> <li>Paste:</li> <li>Paste link:</li> </ul>	As: Microsoft Word Document Object Formatted Text (RTF) Unformatted Text Picture (Enhanced Metafile) HTML Format Unformatted Unicode Text	<	Display as icc	'n	
Result	nserts the contents of the Clipboard as text without any f	form	OK	Can	icel

When text is copied to the staff report, it will retain the critical components of the zoning by-law amendment, such as section numbers, but it will exclude auto-numbering and coloured fonts, which are not permitted in staff reports. Some minor editing, such as adding line spaces will still be required once the text of the by-law is copied into the more restrictive staff report template.

## **Bringing It All Together**

#### Preliminary Zoning By-law Amendment Considerations

Commencement of the drafting a zoning by-law amendment should include consideration of the following:

- Take note of the existing zone where the proposed development is located;
- Take note of the existing land use designation as found in the Official Plan;
- Consider the land use designation to assist in the determination of the appropriate zone for the development (either maintain the existing zone or change to a different zone); and
- When bringing lands into By-law 569-2013, consider the appropriate zone in the city-wide zoning by-law to be assigned, based on the land use designation in the Official Plan and the existing zone in the former general zoning by-law. Create density labels for the zone and add the lands to the Overlay Maps with appropriate performance standards, including permitted maximum heights, that are appropriate as a base "as-of-right" regulation for the area, instead of for the specific development;

#### Using the Correct By-law Structure

While drafting a zoning by-law amendment, consider the following:

- See regulation 1.20.1(1) in By-law 569-2013 for the correct use of the terms "Chapter", "Section", "Article", and "Clause";
- See regulation 1.20.1(2) in By-law 569-2013 to ensure the correct lettering and numbering of regulations are being used, so that the zoning by-law amendment maintains consistency with the structure found in By-law 569-2013;
- Ensure provisions referencing other provisions in the same zoning by-law amendment are using the correct numerical or lettered regulation applied, including the format style (example "(ii)");
- Every zoning by-law amendment must have a "Prevailing By-laws and Prevailing Sections" Section, which refers to other by-laws outside of By-law 569-2013 which must be considered for zoning compliance (such as former general zoning by-laws of the municipalities). If there are none that apply, then write "Prevailing By-laws and Prevailing Sections: None Apply"; and
- Amendments in the zoning by-law amendment should generally follow the same sequence as the provisions appear in By-law 569-2013.

#### **Creating Descriptive and Useful Diagrams**

When creating zoning by-law amendment diagrams, consider the following:

 When describing the diagrams and their effect at the beginning of the zoning bylaw amendment, use the word "amend" when changing an existing map or layer, and use the words "add" when bringing lands into a By-law 569-2013 map or layer;

- Diagram 1 establishes the lands to which the zoning by-law amendment applies. Ensure enough context is provided, such as a street intersection, so the location can determined. Include the lot dimensions as stated on the property survey;
- Diagram 2 typically modifies or adds to the zoning map. Zones are drawn to the centerlines of the street;
- In the height and setback diagram, heights are labelled as "HT" instead of "H";
- In the height and setback diagram, ensure that all building faces show a required minimum building setback and that all roofs show a permitted maximum building height; and
- Ensure all information on the Diagrams attached to the zoning by-law amendment are accurate, legible and clear, including all numerical references to dimensions and heights. Diagrams are intended to be a useful tool for illustrating and often replacing the descriptive text in the zoning by-law amendment.

#### **Requesting Further Assistance**

If there is a topic that is not addressed in this Guide or the zoning by-law amendment templates, the assigned City staff in the Community Planning Section of the City Planning Division are the first point of contact. Community Planning staff may need to consult staff from other Sections of the City Planning Division including Strategic Initiatives, Policy & Analysis, Transportation Planning, Urban Design, or Zoning. They may also need to consult staff from other City Divisions including the City Clerk's Office, Engineering & Construction Services, Legal Services, or Toronto Building.