

To: Development Services Committee

From: Warren Munro, HBA, RPP, Commissioner,
Development Services Department

Report Number: DS-21-66

Date of Report: April 7, 2021

Date of Meeting: April 12, 2021

Subject: Application to Amend Zoning By-law 60-94, 357 Simcoe Street
South, Refuge Youth Outreach Centre

File: Z-2021-03

1.0 Purpose

The purpose of this Report is to provide background information for the Planning Act public meeting on the application submitted by the Refuge Youth Outreach Centre (the “Applicant”) to amend Zoning By-law 60-94, to permit the conversion of a former separate elementary school building to a residential mixed-use building containing 28 apartment units and a youth outreach centre including offices, washrooms, gymnasium, meeting rooms and storage as additional permitted uses, with site specific conditions to recognize certain existing conditions (e.g. minimum interior side yard) and to permit certain performance standards (e.g. minimum parking) at 357 Simcoe Street South (the “Subject Site”).

The proposed apartment units will be located in the existing two-and-a-half storey portion of the building along Simcoe Street South. The youth outreach centre will be located in the one storey portion at the rear of the building (with the gymnasium component appearing to be two storeys in height due to the height of the internal ceiling).

The Subject Site is currently owned by the Muslim Association of Canada. The Applicant has a conditional offer in place to purchase the Subject Site, with the intention of moving from their current facility at 300 Court Street, which is located at the southwest corner of Court Street and Barrie Avenue directly east of the Michael Starr Trail. The Subject Site is within a short walking distance of the current site of the Refuge Youth Outreach Centre.

Attachment 1 is a map showing the location of the Subject Site and the existing zoning in the area.

Attachment 2 is a copy of the proposed site plan submitted by the Applicant.

Attachment 3 is a copy of the project description and site photos provided by the Applicant.

A notice advertising the public meeting was mailed to all assessed property owners within 120 metres (400 ft.) of the Subject Site and to all required public bodies. In addition, a notice was published in the Oshawa This Week newspaper and a sign giving notice of the application has been posted on the Subject Site. The notice was also posted on the City's website and communicated through its Corporate Twitter and Facebook social media accounts.

Given the current COVID-19 pandemic and pursuant to the direction of Public Health Ontario, members of the public were invited to submit correspondence concerning this matter as in-person delegations are not possible at this time. Electronic delegations will be permitted provided delegates registered their intent to participate by 4:30 p.m. on April 7, 2021.

2.0 Recommendation

That, pursuant to Report DS-21-66 dated April 7, 2021, the application submitted by the Refuge Youth Outreach Centre to amend Zoning By-law 60-94 (File: Z-2021-03) to permit the conversion of a former separate elementary school building at 357 Simcoe Street South to a residential mixed-use building containing 28 apartment units and a youth outreach centre including offices, washrooms, gymnasium, meeting rooms and storage as additional permitted uses, with site specific conditions to recognize certain existing conditions and to permit certain performance standards, be referred back to the Development Services Department for further review and the preparation of a subsequent report and recommendation. This referral does not constitute or imply any form or degree of approval.

3.0 Executive Summary

Not applicable.

4.0 Input from Other Sources

4.1 Other Departments and Agencies

The subject application has been circulated for comment and the identification of issues to a number of departments and agencies. These comments and issues will be considered and reported on, as appropriate, in a subsequent staff report which will provide a recommendation on the application.

5.0 Analysis

5.1 Background

The Subject Site is located on lands municipally known as 357 Simcoe Street South (see Attachment 1).

The Subject Site was originally used by the Durham Catholic District School Board for the Holy Cross Separate Elementary School until the school's closure in 2008. Most recently the building was used as a private school.

The former school building is identified as a Class A property on the Heritage Oshawa Inventory of City of Oshawa Heritage Properties (the “Inventory”). The Inventory identifies properties of cultural heritage value or interest within the City of Oshawa. Class A properties are properties that have been evaluated by Heritage Oshawa and are determined to have the highest potential for designation.

The following is background information concerning the subject application:

Item	Existing	Requested/Proposed
Oshawa Official Plan Designation	Residential (within the Downtown Main Central Area and Central Oshawa Transportation Hub)	No change
Zoning By-law 60-94	R2/CIN (Residential/Community Institutional)	R2/CIN and an appropriate new zone to implement the proposed development with site specific conditions to permit certain existing standards such as, but not limited to, minimum interior side yard depth and maximum lot coverage, as well as to permit certain performance standards such as, but not limited to, minimum landscaped open space and minimum number of parking spaces. The R6-A performance standards for an apartment building are being applied to the proposal.
Use	Vacant former school	Conversion of the former school to a residential mixed-use building containing 28 apartment units and a youth outreach centre

The following land uses are adjacent to the Subject Site:

- **North** A mixed-use building containing offices for the United Way of Durham Region and residential units fronting onto Simcoe Street South and single detached dwellings and a two-unit dwelling fronting onto Olive Avenue
- **South** Holy Cross Roman Catholic Church
- **East** A portion of the parking lot for the Holy Cross Roman Catholic Church, beyond which is Albert Street
- **West** Simcoe Street South, beyond which is a single detached dwelling, an apartment building, commercial uses and a residential mixed-use building

The following are the proposed development details for the Subject Site:

Site Statistics Item	Measurement
Lot Frontage	38.4m (126 ft.)
Lot Area	0.41 ha (1.01 ac.)
Number of Proposed Apartment Units	28 (27 studio apartments and 1 one-bedroom apartment)
Proposed Net Residential Density	68.3 units per hectare (27.7 u/ac.)
Proposed Youth Outreach Centre Gross Floor Area (G.F.A.)	1,302.64 square metres (14,022 sq. ft.)
Parking Spaces Required for Youth Outreach Centre	47 spaces [1.0 spaces for every 28 square metres (301 sq. ft.) of G.F.A.]
Parking Spaces Required for Apartment Units (Rental)	37 spaces (1.0 space per unit for residents plus 0.33 spaces per unit for visitors)
Total Parking Spaces Required for Proposed Uses if New Development	84 parking spaces
Parking Spaces Required for Previous School Use	16 parking spaces
Total Parking Spaces Required (Difference between Total Parking Required for Proposed Use and Previous School Use)	68 parking spaces
Parking Spaces Proposed	21 parking spaces

5.2 Oshawa Official Plan

The Subject Site is designated Residential within the Downtown Main Central Area in the Oshawa Official Plan (O.O.P.). Further, it is located within that portion of the Downtown Main Central Area identified in the O.O.P. as the Central Oshawa Transportation Hub.

The O.O.P. specifies, in part, that areas designated as Residential shall be predominately used for residential dwellings. In addition, subject to the relevant policies of the O.O.P. and the inclusion of appropriate provisions in the zoning by-law, other uses may be permitted in areas designated as Residential, including community uses such as schools, places of worship, nursing homes, homes for the aged, day care centres and libraries, that by nature of their activity, scale and design, are compatible with residential uses. Limited office, retail and personal service uses, convenience stores, home occupation uses, bed and breakfast establishments and group homes are also permitted.

The O.O.P. contains policies which establish various density types and provide general locational criteria for such densities. The proposed residential component of the development at 357 Simcoe Street South would have a net residential density of approximately 68.3 units per hectare (27.7 u/ac.), which falls within the Medium Density II Residential density range. Generally, the type of housing and built form typically

associated with Medium Density II Residential development consists of townhouses and low to medium-rise apartment buildings. The locational criteria for Medium Density II Residential development will be reviewed to assist in the analysis of the proposal.

Table 2, Residential Density Classification, in the O.O.P. is a guideline that indicates that uses in the Medium Density II Residential category, which generally permits 60 to 85 units per net hectare (24 to 34 u/ac.) are subject to general locational criteria as follows:

- (i) Generally located at the periphery of neighbourhoods along arterial roads, or within or at the periphery of the Downtown Oshawa Urban Growth Centre, or in proximity to arterial roads within the Main Central Areas, Sub-Central Areas, Community Central Areas, Local Central Areas or Regional and Local Corridors, or generally located in areas that are undergoing transition, such as neighbourhoods containing a range of land uses, in which higher density residential uses could be developed without generating undue adverse impacts on adjacent land uses.
- (ii) Generally located in such a manner that the scale, form and impacts of this type of housing are generally compatible with adjacent land uses.

Simcoe Street South (Regional Road 2) is designated as a Type 'B' Arterial Road under Schedule "B", Road Network, and as a Regional Transit Spine under Schedule "B-1", Transit Priority Network, of the O.O.P.

The portion of the Downtown Main Central Area corresponding to the Central Oshawa Transportation Hub is intended to function in a complementary capacity but generally at a smaller scale than the Downtown Oshawa Urban Growth Centre, with a reciprocal emphasis on major office, retail, business, personal and administrative services, residential, institutional, recreational, cultural and entertainment uses. Development in this portion of the Downtown Main Central Area shall be planned to support an overall long-term density target of at least 75 residential units per gross hectare (30.35 residential units/gross ac.) and a floor space index of 2.5.

As noted above, the Subject Site is located within the Central Oshawa Transportation Hub, the limits of which are identified on Schedule "B-1" of the O.O.P. The Central Oshawa Transportation Hub is an area of influence surrounding the planned future Central Oshawa GO Station where different modes of transportation, including walking, cycling, and transit, are planned to come together seamlessly and where there will be an intensive concentration of working, living, shopping and/or playing. O.O.P. Policy 2.1.7.1 specifies that development in Transportation Hubs shall consist of a mix of land uses at higher densities, in a compact, intensive urban form, to facilitate the provision and use of transit, where the existing or planned commuter station is served by heavy rail.

The policies and provisions of the O.O.P. will be considered during the further processing of the subject application.

5.3 Zoning By-law 60-94

The Subject Site is currently zoned R2/CIN (Residential/Community Institutional). The R2 Zone permits single detached dwellings, semi-detached dwellings and duplexes.

The CIN Zone permits an assembly hall, children's shelter, church, club (excluding a nightclub), day care centre, elementary school, private school and secondary school.

The Applicant has submitted an application to amend Zoning By-law 60-94 to rezone the Subject Site to permit the conversion of the existing former separate elementary school building to a residential mixed-use building containing 28 apartment units and a youth outreach centre that includes offices, washrooms, gymnasium, meeting rooms and storage as additional permitted uses, with site specific conditions to recognize certain existing conditions such as minimum interior side yard depth and maximum lot coverage and to permit certain performance standards such as, but not limited to, minimum landscaped open space and minimum number of parking spaces. The regulations applicable to apartment buildings in the R6-A Zone are being used to evaluate the proposal.

The existing R2/CIN zoning will be maintained.

The subject application will be reviewed against the provisions of Zoning By-law 60-94 during the further processing of the application.

5.4 Site Design/Land Use Considerations

The Applicant proposes to retain the existing former separate elementary school building with primarily internal alterations to accommodate the proposed uses. The proposed exterior alterations to the Subject Site include the addition of an accessible ramp at the front of the building, additions to the existing landscaping along the Simcoe Street South frontage and line painting in the parking areas (see Attachment 2).

The existing driveway access to Simcoe Street South will be maintained. The issue of securing the appropriate easement to ensure the cross-access over portions of the Holy Cross Roman Catholic Church driveways and parking areas to the south and east will be investigated.

Detailed design matters will be reviewed during the further processing of the application to ensure compliance with the City's Landscaping Design Policies, engineering standards and other policies. This Department will conclude its position on the site design after it has received and assessed comments from the circulated departments, agencies and the public.

Some of the specific matters this Department will be reviewing during the further processing of the subject application include:

- (a) The appropriateness of the proposed land uses at this location;
- (b) Noise attenuation for the proposed new residential use;
- (c) The appropriateness of the proposed zoning regulations including minimum interior side yard depth, maximum lot coverage, minimum landscaped open space and minimum number of parking spaces;

(d) The need to ensure cross-access over driveways and portions of the parking areas for the church property to the south and east is secured via easement for access, refuse pick-up and loading; and,

(e) Landscaping and fencing.

6.0 Financial Implications

There are no financial implications associated with the recommendation in this Report.

7.0 Relationship to the Oshawa Strategic Plan

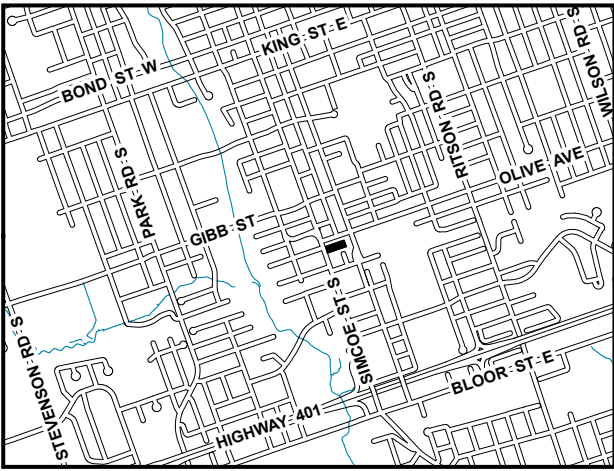
Holding a public meeting on the development application advances the Accountable Leadership Goal of the Oshawa Strategic Plan.



Tom Goodeve, M.SC.PI., MCIP, RPP, Director,
Planning Services



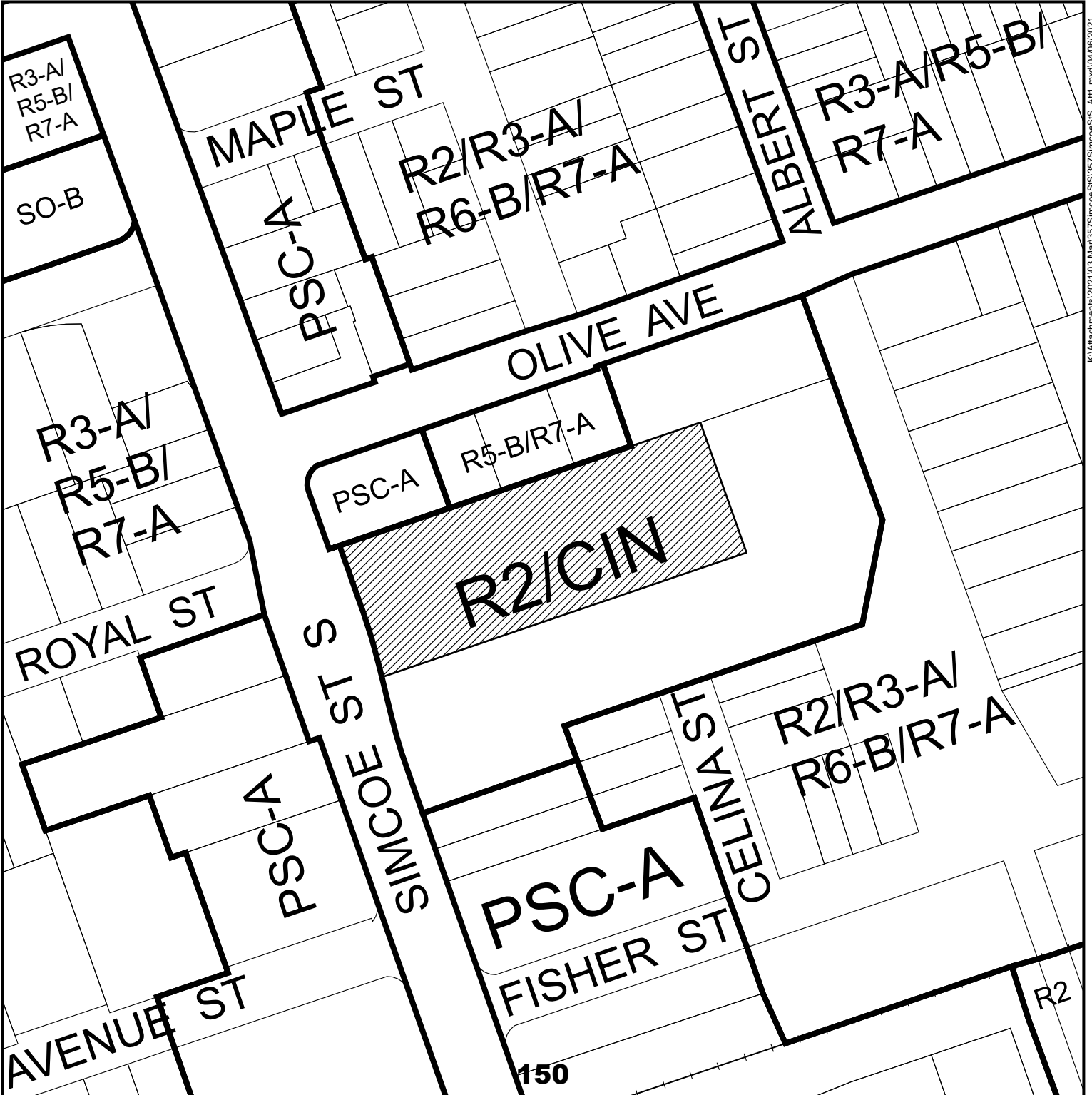
Warren Munro, HBA, RPP, Commissioner,
Development Services Department



Subject: Application to Amend Zoning By-law 60-94
Address: 357 Simcoe Street South,
Refuge Youth Outreach Centre
File: Z-2021-03



Subject Site



357 Simcoe Street South

The Refuge – Zoning Application (Background Information)

The Refuge Outreach Centre has conditionally purchased the building at 357 Simcoe Street for the purpose of expanding their service to the needs of challenged youth.

The building will provide more programming space for The Refuge and social support agencies, which will create a youth hub of support. It will also create much needed affordable housing units targeted towards homeless and struggling youth that will help them make positive changes to their lives and create a hopeful future (27 studio apartments and 1 one bedroom apartment) The project plans to be funded through the Rapid Housing Initiative (RHI) of the Federal Government which requires all projects to be completed within 12 months. As such, time is a critical factor in supporting this project and advancing options for homeless youth in the City of Oshawa.



(Fig 1)

To this extent, the property requires rezoning from R2 to R6 (apartments), and keeping the existing CIN designation (Community Institutional Zone) relative to

the support services and programming functions of The Refuge and other agencies.

The vast majority of improvements to the building will be within the interior. The elevation on Simcoe Street will not change.

Key features of the site include a 3.5m laneway between the church and the former school structure (subject property), which can safely accommodate emergency use. There is a driveway entry from Simcoe Street South to adjacent parking. There is abundant parking with two access driveways from Albert Street for the adjacent church parking and parking spaces on the Refuge property. These access points can be used for the subject property, as additional circulation, the result of discussion with the church.



(Fig 2)

The existing south elevation of the building shows a gymnasium added to the complex in the late 1970's. (below, Fig 3)



(Fig 3)

The north elevation will remain as is, with the exception of adding windows (see Fig 5 and attached elevation in package)



(Fig 4)



(Fig 5) (windows to be added to create residential studio apartments)(part of north elevation)



(Fig 6) Balance of north elevation