STAFF REPORT ACTION REQUIRED

Final Report – York University Secondary Plan Update

Date:	October 20, 2009
To:	North York Community Council
From:	Director, Community Planning, North York District
Wards:	Ward 8 – York West
Reference Number:	05 137971 NPS 00 TM

SUMMARY

The purpose of this report is to recommend adoption of the proposed amendments to the Official Plan, including the proposed York University Secondary Plan, and to the former City of North York Zoning By-law as well as approve the York University Transportation Master Plan. This report also provides additional information on matters that were raised by City Council at its May 2009 meeting and at the September 29, 2009 community consultation meeting and identifies resulting revisions to the proposed Official Plan and Zoning By-law Amendments.

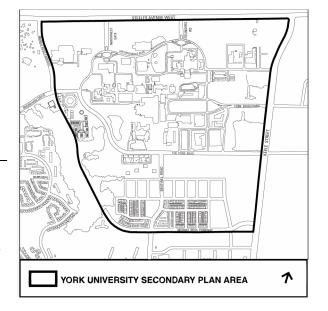
The proposed Secondary Plan is a transit-supportive plan that will foster the

development of complete communities surrounding the University. The proposed Secondary Plan and Zoning Bylaw Amendments, as revised, conform to the Places to Grow Growth Plan and are consistent with the Provincial Policy Statement.

RECOMMENDATIONS

The City Planning Division recommends that City Council:

1. amend the Official Plan substantially in accordance with the proposed Official Plan Amendment attached as Attachment No. 1.



- 2. amend the former City of North-York Zoning By-law 7625 substantially in accordance with the proposed Zoning By-law Amendment attached as Attachment No. 2.
- 3. approve the Transportation Master Plan which satisfies Phases 1 and 2 of the Municipal Class Environmental Assessment process attached as Attachment No. 3.
- 4. direct the City Solicitor to withhold introduction of the necessary Bills to City Council for enactment, pending confirmation that York University has withdrawn its outstanding appeal of the City's Official Plan.
- 5. authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment and/or draft Zoning By-law Amendment as may be required.

Financial Impact

There are no immediate financial implications resulting from the adoption of the recommendations contained in this report. The recommendations in this report may have financial implications in the provision of some community services and facilities in the future. The determination of the actual facilities required, and financial implications to the City, will be determined at the precinct planning stage and as development proceeds within the Secondary Plan area.

DECISION HISTORY

Appeal of the Official Plan

The former City of North York approved the York University Secondary Plan in 1991. The Plan was completed with significant input from the University's Master Plan process, which was completed in 1988, and with extensive consultation with the broader community.

When City Council adopted the new City of Toronto Official Plan in November 2002, the 1991 Secondary Plan was carried forward as a Secondary Plan in Chapter 6 of the Plan. York University appealed the entire Official Plan adopted by City Council. The appeal involves both the general *Institutional Areas* policies as they apply to the York University lands and the York University Secondary Plan.

Given the time elapsed and physical changes that have occurred on campus since the initial adoption of the Secondary Plan in 1991, as well as the transit improvements underway, both the City and York University agreed that an update to the York University Secondary Plan is warranted. The adoption of an updated Secondary Plan is intended to resolve York University's appeal of the City's Official Plan with respect to the Keele Campus lands.

Status Report – York University Secondary Plan Review

An initial status report was presented to City Council at its October 2005 meeting. This report provided background information on the York University Secondary Plan update, directed staff to undertake the review and sought direction on the community consultation process. A supplementary report, responding to the direction of the North York Community Council to report to Council on the nature of York University's appeal of the new Official Plan, was also brought before Council at its October 2005 meeting. The reports can be found at:

http://www.toronto.ca/legdocs/2005/agendas/council/cc051026/ny8rpt/cl017.pdf

Report – York University Secondary Plan Update

A further report was presented to City Council at its May 2009 meeting. This report provided information on the status of the York University Secondary Plan update, presented the findings of the review and the draft amendments to the City of Toronto Official Plan and the former City of North York Zoning By-law. This report also identified outstanding matters to be resolved and the anticipated timing to complete the review. The report can be found at:

http://www.toronto.ca/legdocs/mmis/2009/ny/bgrd/backgroundfile-20804.pdf.

At the May 2009 meeting, City Council requested the Chief Planner and Executive Director, City Planning Division, to report on the following matters in the final report to City Council through the North York Community Council:

- including additional, appropriate development and urban design controls for development located within 500 metres of Black Creek Pioneer Village to complement the unique and historical character of Black Creek Pioneer Village;
- providing additional clarification regarding the proposed parkland strategy for the Secondary Plan area including the provision of parkland versus cash-in-lieu of land;
- whether York University should be required to introduce a Universal Student
 Metropass program and/or other strategies to provide additional incentives for
 students/employees to take public transit prior to allowing further reductions in the
 University's parking requirements as currently contemplated in the draft Secondary
 Plan;
- applying the City's public art policies and guidelines to all university development and to all non-university development greater than 1,000 m²;
- determining if it is appropriate to identify priority sites for public art contributions for university and non-university development at the Secondary Plan stage;
- including provisions in the Secondary Plan that require bicycle parking facilities to be provided at no charge;
- maintaining the bus rapid transit route presently under construction for surface transit routes within the Secondary Plan area;
- removing policy 5.6.1 in the draft Secondary Plan that identifies that Section 37 of the *Planning Act* does not apply to increases in building heights in the Secondary Plan area:

- including additional direction in the Secondary Plan identifying that future modifications to Appendix 1 of the Plan, may only occur without amendment to the Secondary Plan where Community Services and Facilities Strategies are submitted at the precinct planning stage to the satisfaction of the City and where appropriate consultation with the Ward Councillor and local community occurs; and
- including additional direction in the Secondary Plan to address the provision of amenity space in student and university-related housing developments to accommodate the needs of students, visiting professors etc. and identifying potential locations for amenity space.

At this meeting, City Council also:

- requested the appropriate City staff to report to City Council through the North York
 Community Council at the same time as the final report on the York University
 Secondary Plan update on requiring York University to adopt the City-wide
 procedures established for parking enforcement and include any appropriate
 provisions to address this in the Secondary Plan;
- requested the appropriate City staff to report to City Council through the North York
 Community Council at the same time as the final report on the York University
 Secondary Plan update on whether there are any existing water pressure issues in and
 around the Secondary Plan area and whether the development of the Secondary Plan
 area as contemplated in the draft Secondary Plan would have implications for water
 pressure in the surrounding communities and whether any upgrades may be required;
- requested the Director, Policy and Research, City Planning Division, to report to the North York Community Council on "designating" these "listed" buildings: Stong House, Stong Barn, Hoover House and Osgoode House;
- requested the Director, Policy and Research, City Planning Division, to report to the North York Community Council on "listing" other buildings of architectural significance or interest on the City's inventory of heritage properties on the York University Campus;
- requested the General Manager, Parks, Forestry and Recreation, to provide a status report on the development of Fred Young Park, including:
 - a) total amount of donation with interest to date;
 - b) how the donation will be used;
 - c) the timing of the park development; and
 - d) details of what is to be included in the park; and
- directed staff to have regard to the Toronto Walking Strategy in the implementation of the Secondary Plan, including the update.

COMMENTS

This section addresses the matters that were identified by City Council at its May 2009 meeting as well as additional changes that have been made to the draft Secondary Plan and Zoning By-law amendment presented to City Council in May 2009 as a result of continued discussions with York University representatives and other stakeholders and comments received at the September 29th, 2009 community consultation meeting.

Black Creek Pioneer Village

Black Creek Pioneer Village is located to the west of the Secondary Plan area. The Village is bounded by Black Creek Valley to the west, Steeles Avenue West to the north, Murray Ross Parkway to the east and Shoreham Drive to the south. Additional lands are owned by the TRCA on the north side of Steeles Avenue which has Dalziel family buildings dating from 1809 to 1870. Opened in 1960 by the Metropolitan Toronto and Region Conservation Authority, the Village consists of 40 heritage homes, shops and buildings restored to re-create an 1860s Ontario village.

City Planning has examined whether it would be appropriate to provide additional, development and urban design controls for development located within 500 metres of Black Creek Pioneer Village to complement the unique and historical character of the Village. Staff toured Black Creek Pioneer Village, prepared a building typology of the Village, completed additional 3D modelling and investigated viewsheds to assess the need for additional development and urban design controls, as requested by City Council.

The building typology and spatial organization of Black Creek Pioneer Village consists of:

- small scale buildings with small footprints arranged in intimate groupings or small individual complexes such as the Town Hall Green, along Queen Street and the Stong Farm complex;
- buildings are generally low rise and do not exceed two storeys. There are some
 working structures, such as barns and Roblin's Mill, and the Event Pavillion that
 reach the equivalent of three storeys in height;
- buildings are separated by pastures, fields, narrow roads, ponds, farmyards and agricultural working landscapes;
- buildings are constructed of log, wood, brick and natural stone. The buildings are predominantly constructed of local materials;
- the relationships of buildings to the streets vary with their function within the rural continuum. For instance, farmhouses are located away from streets whereas buildings along Queen Street are located close to the street and clustered together;

- landscaped setbacks from streets are generous and include farmyards, orchards, lawns, agricultural fields, woodlots and natural features;
- there are a range of roof forms, including peaked and sloped, gables, cupolas and hipped roofs; and
- human scale elements, such as porches, railings, front doors and windows, brickwork and ornamental stonework and gables, are predominant features of buildings.

The Secondary Plan area is planned as a high density, mixed-use community, with a range of building types in an urban form. Along Steeles Avenue, it is envisioned that mid-rise base buildings will be located along the street edges with point towers stepped back. Additional policy directions have been included in the proposed Secondary Plan to ensure that development in the vicinity of Black Creek Pioneer Village will be sensitive to the Village's sense of place and to protect views from the Village. The policy directions are:

- building heights will be restricted to a scale that minimizes visual obtrusions into the Village. Lower buildings, to a maximum of 6 storeys or 19.5 metres, will be established along the eastern edge of Murray Ross Parkway within 100 metres of the Village with building heights increasing in an easterly direction from the Village. It should be noted that the height of 18 metres identified in the draft Secondary Plan presented to City Council in May 2009 was changed to 19.5 metres to reflect a six storey building with at-grade commercial uses (4.5 metre ground floor height);
- appropriate setbacks, stepbacks, height and massing relationships will be required for new development located in the vicinity of Black Creek Pioneer Village and other heritage resources. Heritage Impact Statements will be required for development adjacent to listed/designated buildings such as those listed on the City's Inventory of Heritage Properties within Black Creek Pioneer Village; and
- at the precinct planning stage, view studies and further detailed height and massing work will be required for development within 300 metres of the Village to determine if other measures such as reduced building heights, setbacks, angular planes, façade treatments and landscaping should be applied to protect views from the Village and to be sensitive to its sense of place.

Parkland Strategy

The Secondary Plan area is located in a Parkland Acquisition Priority Area and is subject to the alternative parkland dedication requirements of the Official Plan. Based on the proposed land use and density permissions provided for in this Secondary Plan, it is estimated that approximately seven hectares of parkland would be required for the projected full build-out of the Secondary Plan area.

Preferred locations for parkland have been identified on Map 10-6. These preferred locations consist of parkland within each of the Edge Precincts as follows:

- Steeles West Precinct: 0.9 ha site;
- Steeles East Precinct: 1.25 ha site;
- Southwest Precinct: a 1.24 ha site adjacent to Black Creek Valley and a 1.79 ha site which has also been identified as a potential site for a community facility/elementary school: and
- South Keele Street Precinct: 2.78 ha site which has also been identified as a potential site for a community facility/elementary school.

Parkland of a sufficient size to accommodate playing fields is required. The preferred parkland site in the Southwest Precinct is ideal for playing fields and would contribute to a larger park/open space network in the area with the City park to the south, Black Creek Valley to the west and the University's Arboretum and Stong Pond to the north.

The City's Official Plan identifies that schools, in addition to being learning institutions, are also socio-culture centres and provide additional community open space. As such, colocation of school facilities and community facilities with parkland in the Secondary Plan area is encouraged. This will provide the opportunity for contiguous open spaces and joint programming for the public. The total land area identified for parks, community facilities and schools is approximately eight hectares.

It is recognized that actual development may vary from the projected full build-out, and as such the precise amount and configuration of parkland to be provided will be determined at the precinct planning stage in accordance with the parkland dedication policies of the Official Plan. Determining the actual location, size and configuration of parkland will involve City Planning and Parks, Forestry and Recreation staff, York University, the public and City Council.

The City requires land in this area for parkland purposes. As a result, cash-in-lieu of parkland will not be accepted until six hectares of land for parkland have been dedicated to the City in the Secondary Plan area. Any required parkland dedication in excess of six hectares may be provided through the dedication of land or as cash-in-lieu of land. Lands required for school facilities are not eligible to contribute towards parkland dedication requirements. The school boards are responsible for the purchase of lands for schools. Arrangements/agreements between the City and the school boards may be required where joint facilities are developed and co-located with City facilities.

A report from the General Manager of Parks, Forestry and Recreation is forthcoming on the status of Fred Young Park as directed by City Council. Parks, Forestry and Recreation staff have advised that they are currently trying to resolve, with Fred Young's family, how and where to use the donation made to the City.

Parking

The proposed Zoning By-law provides a reduced parking requirement for university uses. The By-law proposes that a minimum of 8,915 parking spaces and a maximum of 9,915 parking spaces be required based on the University's current parking demand and supply.

The draft Secondary Plan presented to City Council in May 2009 also established that a further reduction to the University's parking requirements can occur once the Toronto-York Spadina Subway Extension is completed and opened. The parking supply requirements would be reduced to a minimum of 6,000 spaces and a maximum of 8,000 spaces.

City Council requested staff to investigate whether York University should be required introduce a Universal Student Metropass program and/or other strategies to provide additional incentives for students/employees to take public transit prior to allowing further reductions in the University's parking requirements upon completion and opening of the subway.

Staff have reviewed the policies in the proposed Secondary Plan with respect to future parking requirements for university uses and have determined that the appropriate approach to ensuring an adequate parking supply for the University is to monitor and assess the University's parking supply requirements at key milestones and to revise the minimum and maximum parking requirements when warranted. The two key milestones identified in the proposed Secondary Plan are upon completion and opening of the Toronto-York Spadina Subway Extension and when the University reaches 900,000 m² of gross floor area. The University presently has approximately 730,000 m² of gross floor area.

Monitoring and assessing the University's parking supply will be done by the University to the satisfaction of the City. It will involve examining the parking demand within the campus and determining appropriate minimum and maximum parking requirements. This assessment would also take into account other factors that assist in increasing the transit modal split and reduce the use of automobiles such as the introduction of the subway and any additional Transportation Demand Management (TDM) measures introduced by the University. This approach will also provide the opportunity to ensure a logical transition in where and how parking is provided for university uses. The majority of the University's current parking supply is in the form of surface parking lots, many of which are located at the periphery of the campus.

York University representatives have indicated to staff that they are committed to transportation demand management (TDM) measures. The University is a partner with the Smart Commute - North Toronto-Vaughan Transit Management Association and has implemented a number of TDM measures since 1996. TDM measures generally seek to influence travel behaviour (or demand) in ways that result in a better or more effective use of the existing transportation system.

York University representatives have indicated that the University is unable to subsidize the Universal Student Metropass program and are also unable to increase student fees to facilitate the program without a student referendum. However, York University representatives have indicated that the University would be willing to host TDM meetings with the other post secondary institutions in Toronto and with the TTC and other transit service providers in the surrounding region to further discuss a city-wide Universal Student Metropass program for all post-secondary institutions. Currently, discounted VIP metropasses are available to the University's student population. 6,000 VIP passes are provided on a monthly basis for \$96 each.

City Council also directed City staff to report on requiring York University to adopt the City-wide procedures established for parking enforcement and including appropriate provisions in the Secondary Plan. The City Solicitor advises that parking enforcement is more appropriately addressed through the City's licensing powers than in a Secondary Plan policy. A separate report will be submitted by the City Solicitor on this issue.

Public Art

City Council directed staff to report back on applying the City's public art policies and guidelines to all university development and to all non-university development greater than 1,000 m² as well as on whether the Secondary Plan should identify priority sites for public art contributions for university and non-university development.

By way of background, the Official Plan identifies the importance of public art initiatives in contributing to the identity and character of place. The Official Plan encourages the inclusion of public art in all significant private sector developments and public art initiatives on properties under the jurisdiction of the City, its agencies, boards and commissions.

The City's *Percent for Public Art Program Guidelines* provide direction for identifying opportunities and funding strategies for public art located either in publicly accessible visible areas within private lands or on publicly owned (municipal) lands. The guidelines identify the following two approaches for developers to make public art contributions:

- on-site contributions for significant developments exceeding 10,000 m²; and
- off-site contributions for smaller developments.

The guidelines identify that public art contributions can be secured in a number of ways including Section 37 agreements and subdivision agreements. In instances where new neighbourhoods or districts are created or planned, Public Art Master Plans are an approach commonly used to provide more effective results than through the provision of public art on a site-by-site basis. This is the recommended approach for public art provisions in the Secondary Plan.

York University's Campus Art Program is recognized as a considerable asset to the larger community as well as the institution. Since the 1970s, the University has acquired and installed a number of large scale works by prominent sculptors, enabled artists to create new works at locations across the campus as well as commissioned new installations. The

proposed Secondary Plan encourages the University to continue with its public art program as the campus further intensifies. Additional direction has been provided in the proposed Secondary Plan which requires the University to prepare a public art strategy as part of its update to its 1988 Master Plan that will identify locations for public art and provide public art in a coordinated manner as the University further intensifies.

The proposed Secondary Plan requires Edge Precinct Plans to include public art strategies. These strategies will be developed at the precinct planning stage, having regard for applicable guidelines and policies, such as the *Percent for Public Art Program Guidelines*. The public art identified in the strategies will be secured using the legislative tools at the City's disposal as development proceeds in these precincts. This approach enables the City to work with the University and/or developers in providing public art in a coordinated manner in the Edge Precincts that will ensure effective public art installations at key locations within the Secondary Plan area.

Direction has been included in the proposed Secondary Plan with respect to identifying priority sites for public art. The proposed Secondary Plan identifies that public art should be located on sites visible from public streets, intersections, public plazas, parkettes or other civic spaces. Gateway sites are also identified as potential locations for public art. The specific locations for public art will be determined through the precinct planning process.

Bicycle Parking Facilities

City Council directed staff to report back on whether provisions should be included in the Secondary Plan that require bicycle parking facilities to be provided at no charge. The fee structure for bicycle parking in Toronto varies by type (short versus long-term), level of security provided, user group, and the provider (public or private). Short-term or "visitor" bicycle parking, such as the City's ring and post racks, is available for public use and can be sheltered or unsheltered. In all situations, short-term bicycle parking is provided free of charge.

Long-term bicycle parking is intended for use over several hours or overnight. Long-term bicycle parking can consist of either bicycle lockers, cages, rooms or stations. The City does not provide fee structure guidelines or requirements for privately provided bicycle parking on multi-unit residential, office or institutional lands. Many providers, particularly institutions, provide these facilities free of charge; others charge a fee. York University has two bicycle parking stations on campus which are provided free of charge. The City offers a number of long-term bicycle parking facilities. These public bike lockers and bicycle stations are offered at several locations across the City for a fee.

The proposed Zoning By-law includes requirements for both short-term and long-term bicycle parking, outlines the dimensions of bicycle parking spaces and the minimum number of required shower facilities for non-residential uses. The proposed Secondary Plan also provides a density exemption for at-grade secure bicycle facilities provided within a building. Only at-grade facilities are eligible for this exemption. Bicycle parking

facilities provided below-grade in vehicle parking areas, in dwelling units, on a balcony or in storage lockers will not be eligible for density exemptions. The zoning requirements for bicycle parking will ensure there are options for cyclists and some of the bicycle parking, such as the short-term parking, will be provided free of charge.

It should also be noted the City is currently working with the TTC to determine the amount of short-term and long-term, secure bicycle parking to be provided at the new subway stations located within the Secondary Plan area. It has yet to be determined if this bicycle parking will be operated and maintained by the TTC or the City, and whether it will be provided for a fee or free of charge.

Bus-Only Lanes

City Council requested staff to report back on maintaining the bus rapid transit route within the Secondary Plan area that is presently under construction for surface transit routes. The planning work completed for this update to the Secondary Plan envisioned the bus only lanes as a temporary condition within the Secondary Plan area, in part because the completion of the subway would no longer require surface transit priority in this area but also because a legal agreement between the City, the TTC and York University requires the portion of the bus-only lanes within the Secondary Plan area to be removed within 10 years. Given this contractual obligation, it would not be appropriate to include a provision in the Secondary Plan requiring this portion of the bus-only lanes to be maintained as a surface transit route.

City staff consulted with the TTC to determine whether any work has been undertaken on future bus routes for this area and whether the TTC would want provisions for bus-only lanes within the Secondary Plan area. They identified that some preliminary work was underway on proposed bus route changes associated with the subway extension but more detailed analysis and public consultation would occur on future bus routes closer to the date of the subway opening. Based on the preliminary work completed, the TTC identified there would be little need for the section of the busway within the Secondary Plan area, but noted that if significant development occurs in the Secondary Plan area that a local bus only route may be needed in the future.

It should be noted the planning study and work undertaken for the Transportation Master Plan for the Secondary Plan update has focused on providing a public street network which accommodates all modes of travel, including pedestrians, cyclists, transit vehicles and other vehicles, while maximizing the potential for development on adjacent lands to support the significant public investment in the Toronto-York Spadina Subway Extension. The collector and local street network for the Secondary Plan also provides servicing and loading access for development sites. Moreover, the built form vision contemplated for the Secondary Plan area speaks to providing an urban condition within the Edge Precincts by providing continuous street walls with active uses at-grade.

The proposed Secondary Plan encourages surface transit routes to be located within the public street network. Providing a bus-only street in its current location would have

implications on the development parcels to the east of the bus-only lanes as well as hindering the ability to achieve key objectives of the Secondary Plan. Nonetheless, staff recognize the importance of ensuring the efficient operation of transit vehicles and have included additional policy direction in the proposed Secondary Plan regarding the provision of transit priority measures within the public streets and at intersections.

Building Heights and Section 37

The community benefits identified in the proposed Secondary Plan to be secured using Section 37 of the *Planning Act* consist of some of the community services and facilities required to support the planned development levels in the Secondary Plan area and the affordable housing requirements. The policies in the proposed Secondary Plan identify that the use of Section 37 to secure these community benefits applies to development exceeding the minimum density provisions of the proposed Secondary Plan.

The 1991 Secondary Plan provided explicit density limits which are generally in keeping with the minimum density provisions provided for in the proposed Secondary Plan. Height provisions in the 1991 Secondary Plan were more general. For instance, the 1991 Secondary Plan established that taller buildings should be located along Finch Avenue and Keele Street but did not identify a specific height limit.

Nonetheless, the proposed policy in the draft Secondary Plan which stated that building heights will not be used in the consideration of Section 37 of the *Planning Act* has been deleted. There is sufficient direction in the proposed Secondary Plan for the use of Section 37 to move from Secondary Plan policies to implementing zoning at the precinct planning stage. These implementing Zoning By-laws will establish minimum and maximum net site densities and building heights as well as Section 37 requirements. Should a development application be received in the future for a proposal which exceeds the development levels in the respective implementing Zoning By-laws, Section 37 could be utilized by the City as contemplated in the *Planning Act* and the City's Official Plan.

Future Revisions to the Community Services and Facilities Appendix

The appendix attached to the proposed Secondary Plan sets out in more detail the facility and site requirements, location criteria and implementation guidelines for specific community services and facilities and local parks based on the population projections for the Secondary Plan area. The proposed Secondary Plan recognizes that actual community service and facility needs may change depending on the amount and type of development that actually occurs within the Secondary Plan area. As such, the proposed Secondary Plan sets out a framework by which to assess future community service and facility needs through community service and facility strategies and consultation at the precinct planning stage. The proposed Plan also identifies that changes to the appendix will not require an Official Plan amendment.

Standard practice at the City for determining community facility and service needs during the review of development applications for residential intensification and/or through

planning studies and reviews, is to require and/or prepare community service and facility strategies. These strategies are developed in consultation with the Ward Councillor and area residents. This consultation is important to the development of the strategies as it provides insight into local issues and assists in determining the appropriate provision of certain services and/or programs. This practice will continue as development in the Secondary Plan area proceeds and has been reflected in the interpretation policy in the proposed Secondary Plan.

Amenity Space

The City's Official Plan provides policy direction with respect to providing indoor and outdoor amenity space for multi-unit residential housing. These amenity areas provide communal, social and recreation space for these developments. It is appropriate to clarify that indoor and outdoor amenity area requirements also apply to student and university-related housing provided within the Secondary Plan area and the proposed Secondary Plan now includes this clarification. This revision addresses City Council's request to report back on requiring indoor and outdoor amenity areas for student and university-related housing.

Toronto Walking Strategy

The draft Toronto Walking Strategy outlines objectives and goals for making the City a great walking city. It strives to create an environment where walking is an appealing, convenient, safe and stimulating experience in every Toronto neighbourhood. The Strategy recognizes that Secondary Plans, such as the York University Secondary Plan, are key implementation tools for making the City a great walking city as they offer a more detailed planning framework for specific areas of the City. A number of the key "walking strategy actions" identified in the Strategy are addressed in the proposed Secondary Plan, including:

- recognizing that pedestrians, cyclists and transit users receive priority over the personal automobile in the design of public streets;
- the identification of key pedestrian routes, such as within the public collector street network and a potential new connection across Black Creek Valley;
- enhancing pedestrian and cycling connections to subway stations;
- requirements for more detailed pedestrian and cycling plans at the precinct planning stage to provide a more fine-grained, connected pedestrian and cycling environment;
- ensuring pedestrian comfort and safety by providing wayfinding signage and ensuring that pedestrian routes are appropriately lit, maintained and attractive;
- provision of a number of pedestrian-focused polices, such as providing active uses atgrade and using transparent building materials on the ground floor of buildings to make the pedestrian environment more attractive and safe; and
- requiring transportation impact studies submitted at the precinct planning stage to include a more comprehensive study of pedestrian and cyclist movements.

Additional policy direction has been provided in the proposed Secondary Plan that requires the development of Precinct Plans to have regard to the Toronto Walking Strategy.

Water Pressure

The stormwater and servicing analysis completed as part of the planning study indicated that potential non-university development levels can be supported by the existing municipal servicing systems with improvements. Further consultation with Toronto Water has occurred to address:

- whether there are any existing water pressure issues in and around the Secondary Plan area:
- whether the development of the Secondary Plan area would have implications for water pressure in the surrounding communities; and
- if any upgrades may be required.

Toronto Water staff have advised that there are no issues with existing water pressure or future pressures resulting from development in the Secondary Plan area. Toronto Water has recently completed an analysis of water pressures in North York which identifies any deficient areas. There were no issues in the study area. If there are any future water pressure concerns in the area they will be investigated and addressed by Toronto Water staff. Future development applications will be required to complete system field checks and analysis to demonstrate that the current water distribution system can meet proposed demands.

An additional section has been added to the proposed Secondary Plan providing policy direction for municipal servicing and stormwater management (Section 3.10). The policies identify that functional servicing and stormwater management reports are required at the precinct planning stage to identify the servicing and stormwater improvements and local servicing and stormwater management requirements for the precincts. A policy has also been included which will require the City to monitor the trunk services as development proceeds within the Secondary Plan area and other nearby areas on the same trunk services such as the Downsview Secondary Plan area.

Resolution of Outstanding issues

The April 23, 2009 staff report identified the following issues to be resolved with York University prior to bringing forward a final report:

- determining the timing and delivery of the primary (collector) streets and municipal servicing;
- the minimum right-of-way widths for Northwest Gate;
- the bicycle parking standards proposed in the draft Zoning By-law;
- finalizing policies for the provision of Precinct Plans for university development;
- the requirement for a minimum amount of street-related retail and service

- floor areas in key locations of the Secondary Plan area;
- finalizing policies regarding the provision of affordable housing and community services and facilities, including determining whether non-profit student and university-related housing would count towards meeting a portion of the affordable housing requirement; and
- finalizing policies regarding the use of Section 37 and related agreements, specifically the application of the Section 37 contribution towards community services and facilities.

Discussions with York University representatives have satisfactorily resolved these issues and have allowed City staff to propose the attached Official Plan amendments. Prior to enacting the required bills to bring the Official Plan and Zoning By-law amendments into effect, it is recommended that York University be required to withdraw their appeal. It should be noted that in some instances the resolution of the issues resulted in minor wording changes to the policies of the Plan that have not been discussed in detail in this report. These changes maintain the overall direction of the draft Secondary Plan presented to City Council in May 2009.

Primary (Collector) Street Network Implementation

The proposed Secondary Plan provides direction on two key implementation areas for the primary or collector street network. The first relates to the completion of the remaining phases of the Municipal Class Environmental Assessment (EA) process and the second is the determination of how and when particular streets and associated municipal servicing should be constructed and conveyed to the City.

It has been determined that the remaining phases of the Municipal Class EA for the public primary (collector) streets as a Schedule C road project must be undertaken following the adoption of the Secondary Plan and prior to approving an Edge Precinct Plan and associated zoning, with the potential exception of the Southwest Precinct.

The collector streets identified within the Southwest Precinct are existing public collector streets with no new collector streets proposed. It will have to be demonstrated during precinct planning for the Southwest Precinct that sufficient capacity, connectivity and municipal servicing is available within the existing collector streets and servicing to accommodate proposed development levels within this Precinct in the absence of completing the Municipal Class EA process.

The proposed Secondary Plan maintains the implementation framework for the collector streets integrated with the provision of municipal servicing. To address concerns raised by York University, the proposed Secondary Plan also provides for the possibility of staging the implementation of the collector streets and municipal servicing. The proposed Secondary Plan identifies the criteria for determining if a staged implementation framework is feasible.

Street-Related Retail and Service Uses

The key areas of discussion with York University representatives regarding the requirement for a minimum amount of street-related retail and service uses included whether to maintain the area on Keele Street between The Pond Road and Murray Ross Parkway as a prime retail frontage area, and determining the appropriate amount of gross floor area required to be provided as street related retail. It was agreed that removing the portion of Keele Street as a prime retail frontage area could be accommodated. Instead, additional frontage areas have been included along the southern portion of Murray Ross Parkway at Keele Street. Street-related retail will still be encouraged at the precinct planning stage for all areas outside of the prime retail frontage areas.

Additionally, the requirements and direction for street-related retail and service uses within the prime retail frontage areas have been enhanced. The draft Secondary Plan presented to City Council in May 2009 required at-grade, street-related retail and service uses to be provided for 50 per cent of the frontage of a building and also required a minimum floor area for these uses.

The proposed requirement is now that the street-related retail and service uses be provided along the entire frontage of a building to a depth of 15 metres. A review of similar emerging retail strips was undertaken. The 15 metre requirement in the proposed Secondary Plan will provide an adequate floorplate for the local retail and service uses that are needed within this area. This enhanced requirement is also coupled with a proposed density exemption for street-related retail and service uses discussed below.

Additional direction has also been included in the proposed Secondary Plan encouraging narrow frontage retail and services uses. The provision of smaller, narrow retail stores and service uses provides a number of benefits. They assist in enhancing the pedestrian amenity of a street since the typical form of narrow frontage retail and service uses consists of an entrance beside a large display window. Smaller stores with narrow frontages enhance the general feeling of comfort and safety for pedestrians, providing more 'eyes on the street'. They also provide more flexibility in maintaining active uses on a street than is provided with larger stores, as it is often more difficult to find tenants for larger spaces.

Density Exemptions

Through discussions with York University and upon further review of the draft Secondary Plan policies, revisions have been made to provide density exemptions for certain facilities developed within a portion of a building. The draft Secondary Plan proposed density exemptions for at-grade cycling facilities and for transit facilities integrated within a development, such as direct pedestrian connections to transit facilities.

Additional density exemptions have now been included for the provision of street-related retail and service uses along prime retail frontage areas to a depth of 30 metres as well as for not-for-profit social or community facilities such as day care centres. The provision of

these facilities will be secured through Section 37 agreements in exchange for the density exemption.

Throughout the consultation process, retail uses were identified as lacking within the Secondary Plan area. Currently, there is minimal retail or service use space provided within the Secondary Plan area or in its immediate vicinity. Requiring these street-related retail and service uses to a depth of 15 metres along the frontage of a building and providing an incentive by way of a density exemption will ensure these uses are provided in key locations within the Secondary Plan area and will ensure the development of complete communities. Moreover, the density exemption up to a depth of 30 metres will encourage a variety of retail and service uses, and not just smaller, local retail and service uses, in the Secondary Plan area.

The proposed density exemption for not-for-profit social or community facilities was included to recognize that some community facilities, such as day care facilities, should be integrated within buildings.

Affordable Housing

The issues identified with respect to the provision of affordable housing in the Secondary Plan area have been addressed. The proposed Secondary Plan requires that 20 per cent of the residential units developed in an Edge Precinct that exceed the minimum density provisions be affordable housing units as defined in the City's Official Plan. The calculation of the affordable housing requirements will be determined on a precinct wide basis and at least 50 per cent of the affordable housing requirement in a Precinct is required to be provided as affordable rental housing.

It should be noted that the total amount of rental housing required with this target for the projected full-build out of the Secondary Plan area is estimated to be about five per cent of all housing units in the Edge Precincts. The remaining housing units would be ownership housing, with potentially some student housing developed for or by the University.

Current and future residents of the Secondary Plan area must be able to access and maintain adequate, affordable and appropriate housing, which includes purpose built rental housing. The affordable rental housing requirement will ensure that a mix of housing, in terms of form, tenure and affordability, will be provided in the Secondary Plan area. This satisfies Official Plan requirements for building new neighbourhoods, providing a full range of housing in terms of both form and tenure and the development of complete communities.

The proposed Secondary Plan identifies that the 50 per cent affordable rental requirement may be reduced at the discretion of the City. Any reduction of this target will need to be assessed based on whether an appropriate mix of housing, including by tenure, is being achieved within the Secondary Plan area.

New student and university-related housing provided in the Edge Precincts will continue to count towards a portion of the affordable housing requirements as proposed in the draft Secondary Plan presented to City Council in May 2009. Student and university-related housing refers specifically to not-for-profit housing and may include dormitory or congregate living arrangements. Where dormitory style student housing is provided, three residence beds will count towards the achievement of one unit of affordable housing. It should be noted that student and university-related housing may not count towards the affordable rental housing requirements. This is to ensure that a full range of housing, including purpose built rental housing, is provided within the Secondary Plan area.

Monetary Contributions for Community Services and Facilities

The proposed direction in the draft Secondary Plan identifies that community services and facilities to be secured through Section 37 could either be constructed and furnished within the Secondary Plan area or that monetary contributions could be provided to help the City achieve this at preferred locations within the Secondary Plan area. Based on the projected full-build-out, Section 37 will be used to contribute to the provision of the community centre and five to seven child care facilities.

The draft Secondary Plan identified that the monetary contributions would equal the costs of the community facility(s) over and above development charge contributions and would be applied uniformly across all gross floor area developed within the Secondary Plan area to help the City construct and furnish community services and facilities at preferred locations within the Secondary Plan area. The rationale for the uniform contribution was to spread the cost of facilities across all non-university development. The application of the contribution was the matter at issue with York University.

Since Section 37 community benefits are typically secured in return for increased densities and/or heights granted by the City and as a resolution to this issue, it is now proposed that monetary contributions will only be required for any gross floor area that exceeds the minimum density permissions provided for in the proposed Secondary Plan.

The total contribution remains the same – the cost of the required facilities over and above development charge contributions – but the per square metre contribution will be greater than if the cost was distributed across all gross floor area. Actual community services and facilities to be provided within the Secondary Plan area will be determined at the precinct planning stage through community services and facilities strategies and subject to appropriate consultation.

It should be noted, that in the event that development does not exceed the minimum densities or does not achieve the maximum densities provided in the Secondary Plan that some community facilities may have to be funded by the City over and above development charge contributions in the future. Any financial implications to the City will be determined at the precinct planning stage and as development proceeds within a particular precinct.

North-South Street Connections at Steeles Avenue

In addition to resolving these issues with York University, the location of the public streets connecting to Steeles Avenue needed to be co-ordinated with the City of Vaughan. In particular, the conceptual location of a new north-south collector street west of Keele Street needed to be resolved. The location of this street was at issue due to constraints on the north side of Steeles Avenue and the desire of York University and the City to retain the Stong house, barn and associated cultural landscape.

The conceptual location of this street is now shown on the west side of the heritage features, enabling this street to connect with a proposed north-south street on the north side of Steeles Avenue which is planned to connect to Snidercroft Road in the City of Vaughan. This relocation also enables the proposed development on the north side of Steeles Avenue to the west of Keele Street to proceed subject to refining the precise location of the street and minimizing impacts to the cultural heritage landscape associated with the Stong house and barn. This refinement can be achieved through the site plan application currently under review by the City of Vaughan.

Community and Stakeholder Consultation

On September 29, 2009, a fifth community meeting was held at the University City Recreation Centre. The meeting was an open house format and presented the proposed amendments to the City of Toronto Official Plan and former City of North York Zoning By-law. Comment sheets were distributed with the meeting notices as well as at the meeting itself.

Approximately 15 people attended the meeting and were provided copies of the draft amendment documents. Feedback received at the meeting included maintaining the Maloca Community Garden on the western edge of the Secondary Plan area in its current location, ensuring the provision of an urban plaza/community gathering space in the Southwest Precinct and ensuring that where bicycle lanes are provided within the streets that they are separated from vehicle traffic. The draft Secondary Plan provides direction with respect to these comments. It should be noted that the precinct planning approach provides the opportunity to examine these issues in more detail.

Written feedback received primarily related to the recent Tribute development in the south of the Secondary Plan area with respect to the residential area becoming a student rental community, concerns with students parking on the public streets and other municipal licensing and standards concerns. Sufficient, affordable student parking and the construction of bike lanes throughout the community were also noted as issues to be addressed.

A number of the policy directions in the Secondary Plan address these issues. For instance, the Secondary Plan recognizes there can be negative impacts associated with the conversion of housing to student housing and as such requires the University to prepare student housing strategies when the University updates its 1988 Master Plan or at the precinct planning stage. Moreover, proposed revisions to the policies addressing future

parking requirements for university uses also addresses the concerns related to ensuring sufficient student parking for the University.

Additional feedback was also received from the TTC and Bell Canada. Feedback from the TTC revolved around changes to the York University Subway Station design. The original concept had entrances integrated into existing and planned University buildings. The concept for the station now provides entrances to the station from the Commons, rather than from within buildings. The draft Secondary Plan has been revised to account for this recent change. Comments from Bell Canada have also been incorporated into the revised draft Secondary Plan. These comments related to the provision of telecommunication facilities in the Secondary Plan area.

Proposed Zoning By-law Amendment

A draft amendment to the Zoning By-law was presented in the April 23, 2009 report to City Council and at the September 29, 2009 community consultation meeting. The proposed Zoning By-law amendment is provided in Attachment 2 and addresses vehicle parking for university uses and bicycle parking requirements for the Secondary Plan area as a whole.

The proposed Zoning By-law maintains the recommended parking requirement for university uses presented in the April 23, 2009 report. The rates consist of a minimum parking requirement of 8,915 parking spaces and a maximum of 9,915 parking spaces for all existing buildings and for any new university uses.

The bicycle parking requirements proposed in the April 23, 2009 report were similar to those identified in the background work completed for the draft new City-wide Zoning By-law and in the Toronto Green Standard adopted by City Council in December 2008. The draft new City-wide Zoning By-law was released in May 2009 for public comment. Some of the standards utilized in the City-wide By-law had changed from the background work and no standards were included for institutional uses such as Universities.

The proposed Zoning By-law amendment for the Secondary Plan area excludes bicycle parking requirements for university uses. The provision of bicycle parking for university uses will be determined as development proceeds in accordance with the Toronto Green Standard. The remainder of the bicycle parking standards have been revised, where applicable, to conform to the higher standards proposed in the draft City-wide Zoning By-law.

Transportation Master Plan

A Transportation Master Plan (TMP) has been prepared as part of this update to the Secondary Plan (see Attachment 3). The Transportation Master Plan work followed the integrated approach outlined in the Municipal Class Environmental Assessment process, which sets out how to integrate the planning approach and approvals under the *Planning Act* and the *Environmental Assessment Act*. This Master Plan satisfies Phases 1 and 2 of the Municipal Class Environmental Assessment Process.

The Transportation Master Plan is centered on providing an appropriate public street network that recognizes the University while addressing anticipated development in the context of the Toronto-York Spadina Subway Extension. The Transportation Master Plan will be implemented through the Secondary Plan and the remaining phases of the Municipal Class Environmental Assessment process. The remaining phases of the Municipal Class EA for the public primary (collector) streets will be completed as a Schedule C road project.

Conclusion

The proposed Secondary Plan is a transit-supportive plan that will foster the development of complete communities surrounding the University and will support the Toronto-York Spadina Subway Extension.

The revisions made to the proposed Secondary Plan and Zoning By-law Amendments to address City Council directions, comments from the public and discussions with York University representatives conform to the Places to Grow Growth Plan and are consistent with the Provincial Policy Statement. The ongoing discussions with York University representatives throughout the process have allowed the parties to reach a settlement of the University's appeal of the City's Official Plan.

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SIGNATURE

Thomas C. Keefe, Director Community Planning, North York District

ATTACHMENTS

Attachment 1: City of Toronto Official Plan Amendment

Attachment 2: Zoning By-law Amendment Attachment 3: Transportation Master Plan

Attachment 1: Proposed City of Toronto Official Plan Amendment

Authority: North York Community Council Item ~ [or Report No. ~, Clause No. ~]

as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-20~

To adopt Amendment No. 104 to the Official Plan of the City of Toronto respecting the York University Secondary Plan area

WHEREAS authority is given to Council under the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, to pass this By-law; and

WHEREAS the Council for the City of Toronto, at its meeting of ~ 20~, determined to amend the Official Plan for the City of Toronto adopted by By-law No. 1082-2002; 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*.

The Council of the City of Toronto HEREBY ENACTS as follows:

- 1. The text and maps attached hereto are adopted as an amendment to the Official Plan for the City of Toronto.
- 2. This is Official Plan Amendment No. 104.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

DAVID R. MILLER, Mayor ULLI S. WATKISS, City Clerk

(Corporate Seal)

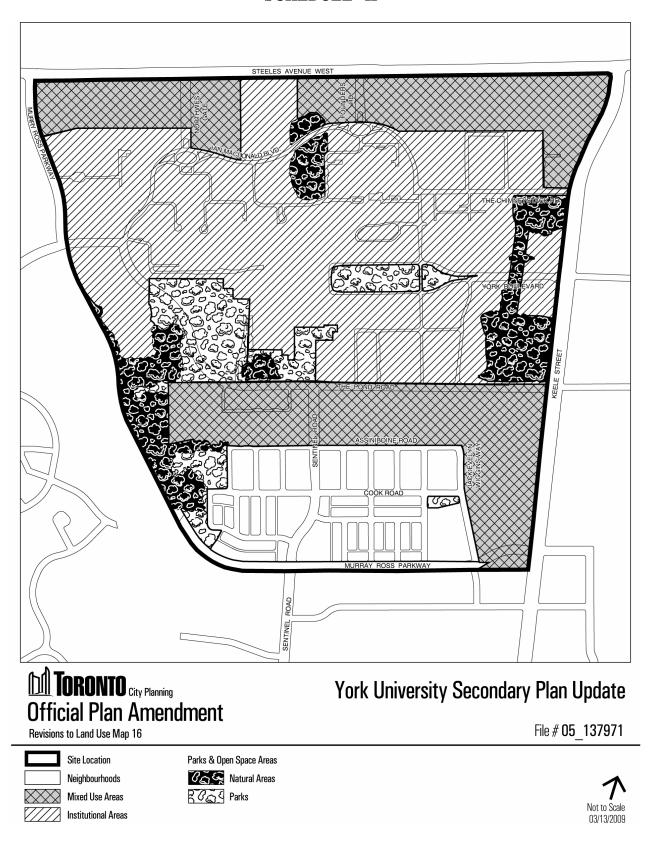
AMENDMENT NO. 104 TO THE OFFICIAL PLAN OF THE CITY OF TORONTO

The Official Plan of the City of Toronto is amended as follows:

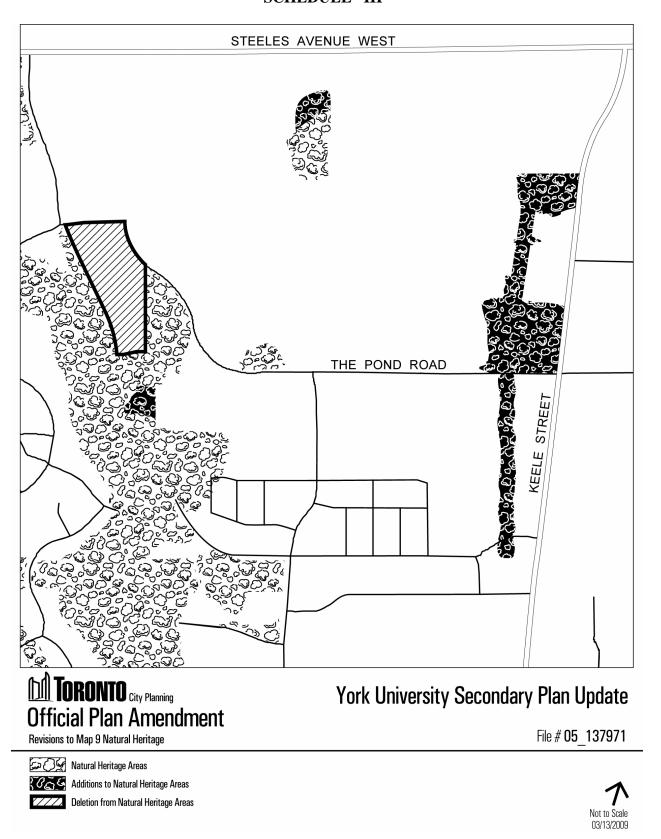
- 1. Chapter 6, Section 10, York University Secondary Plan, is amended by deleting the Secondary Plan in its entirety and replacing it with the York University Secondary Plan shown in attached Schedule I.
- 2. Map 16, Land Use Plan, is amended by re-designating parts of the lands in the York University Secondary Plan area as shown on Schedule II as follows:
 - a. from Institutional Areas to Mixed Use Areas, Parks and Open Spaces Areas (Natural Areas) and Parks and Open Space Areas (Parks);
 - b. from Parks and Open Space Areas (Other Open Space Areas) to Institutional Areas and Parks and Open Spaces Areas (Natural Areas); and
 - c. from Apartment Neighbourhoods to Neighbourhoods, Mixed Use Areas, Parks and Open Space Areas (Natural Areas) and Parks and Open Space Areas (Parks).
- 3. Map 9, Natural Heritage, is amended by expanding the Natural Heritage System onto certain lands within the York University Secondary Plan area while deleting it on the Tennis Canada lands as shown on attached Schedule III.
- 4. Schedule 2, The Designation of Planned but Unbuilt Roads, is amended by adding new planned but unbuilt roads as follows:

STREET NAME	FROM	ТО
Northwest Gate	Ian MacDonald Boulevard	Steeles Avenue West
Founders Road	Ian MacDonald Boulevard	Steeles Avenue West
Ian MacDonald Boulevard	Shoreham Drive	The Chimneystack Drive
The Chimneystack Road	Ian MacDonald Boulevard	Keele Street
New Link	Evelyn Wiggins Drive	The Pond Road
New Link	The Pond Road	The Chimneystack Road
New Link	The Chimneystack Road	Steeles Avenue West

SCHEDULE "II"



SCHEDULE "III"



Attachment 2: Proposed Zoning By-law Amendment

Authority: North York Community Council Item ~ [or Report No. ~, Clause No. ~]

as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-20~

To amend the former City of North York Zoning By-law No. 7625, as amended, with respect to the York University Secondary Plan area

WHEREAS authority is given to Council by 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*;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. Section 6A(12) of By-law 7625 is amended as follows:

Parking and Bicycle Regulations for York Downsview Mixed-Use Zones

a) Parking of vehicles in the York Downsview Mixed-Use Zones shall comply with the following:

Minimum Required Parking Spaces

A minimum of 8,915 parking spaces shall be provided for all buildings and structures that have been lawfully erected or for which a building permit application has been submitted prior to November 30, 2009 and for any new buildings and structures for **university uses** lawfully erected or for which a building permit application has been submitted after November 30, 2009 on all lands zoned YDMU-1, YDMU-2, YDMU-3 and YDMU-4.

Maximum Allowed Parking Spaces

A maximum of 9,915 parking spaces shall be permitted for all buildings and structures that have been lawfully erected or for which a building permit application has been submitted prior to November 30, 2009 and for any new buildings and structures for **university uses** lawfully erected or for which a building permit application has been submitted after November 30, 2009 on all lands zoned YDMU-1, YDMU-2, YDMU-3 and YDMU-4.

b) Parking of vehicles for new buildings and structures for uses other than **university uses** lawfully erected or for which a building permit application has been submitted after November 30, 2009 in the York Downsview Mixed-Use Zones shall comply with the following:

The parking requirement shall be as set out in Section 6A(2).

- c) General Parking Requirements:
 - (i) Parking spaces may be provided in parking structures.
 - (ii) No parking space shall be located closer than 3 metres to any street line.
- **d)** Bicycle parking shall comply with the following:

Minimum Number of Required Off-Street Bicycle Spaces

Use	Long-term Bicycle Parking	Short-term Bicycle Parking
Eating Establishments	0.2 spaces/100 m ² of gross floor area	Greater of 0.3 spaces/100 m ² or 6 spaces
Retail uses	0.2 spaces/100 m ² of gross floor area	Greater of 0.3 spaces/100 m ² or 6 spaces
Multi-unit residential buildings	0.8 spaces/unit	0.2 spaces/unit
Senior citizen's housing with 10 or more dwelling units	0.25 spaces/unit	Equal to 10 per cent of the required long-term bicycle
Office	0.2 spaces/100 m ² of gross floor area	Greater of 0.2 spaces/100 m ² or 6 spaces
Medical Office	0.15 spaces/100m2 of gross floor area	Greater of 0.15 spaces/100 m ² or 6 spaces

- (i) The dimensions of bicycle parking spaces are to be a minimum of 1.9 metres high by 0.6 metres wide and either 1.2 metres deep (vertical parking) or 1.8 metres deep (horizontal parking).
- (ii) Not more than 50 per cent of bicycle parking spaces will be provided as vertical parking.
- (iii) Long-term Bicycle Parking shall be bicycle parking spaces for use by the occupants or tenants of a building and shall be located in a secure enclosed bicycle parking area.
- (iv) Short-term Bicycle Parking shall be bicycle parking spaces for use by visitors to a building and shall be located in an at-grade bicycle parking area.
- (v) A bicycle parking space for a dwelling unit in a multi-unit residential building will not be provided within a dwelling unit, on a balcony or in a storage locker.

- (vi) For retail uses less than 1,000 m², no long-term bicycle parking shall be required.
- (vii) For eating establishments, offices and/or medical offices with a total cumulative gross floor area of less than 150 square meters, no bicycle parking space shall be required.

Minimum Number of Required Shower Facilities for Non-Residential Uses for which a bicycle parking space is required

Required Number of Long-term Bicycle Parking Spaces	Number of Required Shower Stalls Per Gender
0-4	0
5-60	1
61-120	2
121-180	3
Over 180	4

2. Section 2 of By-law 7625 is amended by adding the following definitions:

Bicycle parking space means an area equipped with bicycle racks that is used for the purpose of parking and securing a bicycle.

Change and Shower Facility means a facility within a building that is available for cyclists and contains shower, change and personal locker areas.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

DAVID R. MILLER, Mayor ULLI S. WATKISS, City Clerk

(Corporate Seal)