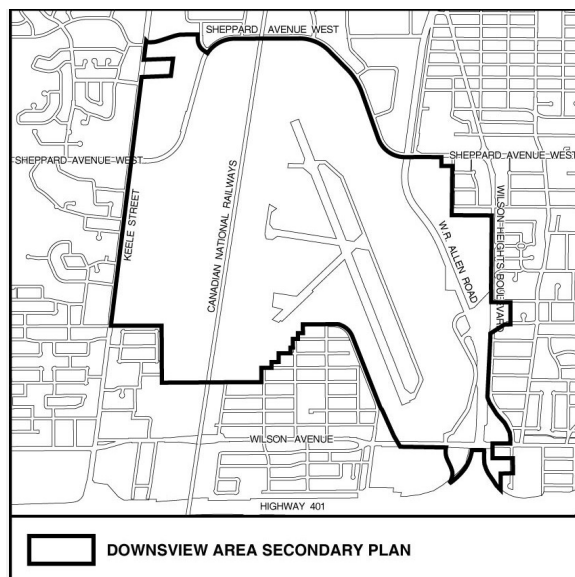


Downsview Area Secondary Plan Review and Build Toronto Official Plan Amendment Application – Supplemental Staff Report

Date:	April 5, 2011
To:	North York Community Council
From:	Director, Community Planning, North York District
Wards:	Ward No. 8 – York West Ward No. 9 – York Centre Ward No. 10 – York Centre
Reference Number:	File No. 08 101113 NPS 00 TM File No. 10 289554 NNY 10 OZ

SUMMARY

At its meeting of March 22, 2011, North York Community Council considered the March 4, 2011 Supplemental Report, the May 31, 2010 Staff Report and the February 17, 2010 Final Report from the Director, Community Planning, North York District on the Downsview Area Secondary Plan Review. These reports recommended adoption of amendments to the Official Plan, including an updated Downsview Area Secondary Plan, to resolve the Ontario Municipal Board appeal by Parc Downsview Park Inc. of its Official Plan Amendment application for an updated Downsview Area Secondary Plan and to address a similar application by Build Toronto Inc. These reports also recommended approval of the Downsview Transportation Master Plan and Servicing and Stormwater Management Master Plan. These reports also responded to directions from North York Community Council from its meetings of June 22, 2010 and March 9, 2010. The March 4, 2011 report also



sought Community Council's directions on the further processing of the Official Plan Amendment application submitted by Build Toronto Inc.

North York Community Council deferred consideration of these reports to its meeting of April 21, 2011 and directed staff to report back on a number of additional matters. This report responds to that direction.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Should City Council wish to increase the maximum density from 0.5 FSI to 0.85 FSI in the *Neighbourhoods* in the Allen District, direct that Recommendation 1 of the March 4, 2011 Supplemental Report from the Director, Community Planning, North York District be amended to add Policy 5.6 as follows: "Notwithstanding Policy 5.1 but subject to all policies of this Secondary Plan, City Council may pass Zoning By-law Amendments to permit a density of up to 0.85 FSI to a maximum of 450 units in the *Neighbourhoods* in the Allen District without an amendment to this Secondary Plan."
2. Should City Council adopt Recommendation 1 in this report, this adoption be subject to Build Toronto Inc. advising that it will withdraw Official Plan Amendment Application 10 289554 NNY 10 OZ for an updated Downsview Area Secondary Plan, to the satisfaction of the City Solicitor.
3. Should City Council wish to maintain the existing configuration of the Allen Road-Wilson Heights Boulevard ramps, direct that Recommendation 1 of the March 4, 2011 Supplemental Report from the Director, Community Planning, North York District be amended as follows:
 - a. Policy 2.3.11 be deleted and replaced with the following: "It is the preference of Council that the current and any future versions of the Downsview Area Secondary Plan preserve and maintain the existing configuration and physical structure of the on and off ramps that move traffic to and from Wilson Heights Boulevard and Allen Road. Should any ramp modifications be considered in the future through the Environmental Assessment process, a direct connection between Wilson Heights Boulevard and Allen Road should be maintained."
 - b. The first paragraph of the unshaded non-policy text in Policy 2.3, Transportation, be amended by adding the word "potential" to the reference to altering the Allen Road-Wilson Heights Boulevard ramps, so the last sentence will read as follows: "Future development will also be supported by street improvements that include the introduction of new municipally and federally-owned streets through the Secondary Plan area, grade separated crossings

across the rail line, and potential alterations to the Allen Road and Wilson Heights Boulevard ramps."

4. City Council adopt Recommendation 1 (as amended by Recommendations 1 to 3 of this report) and Recommendations 2 to 7 of the March 4, 2011 Supplemental Report from the Director, Community Planning, North York District.

Financial Impact

There are no immediate financial implications arising from the adoption of the recommendations contained in this report.

DECISION HISTORY

The complete decision history on these applications is provided in the March 4, 2011 Supplemental Report from the Director, Community Planning, North York District. This report can be found at:

<http://www.toronto.ca/legdocs/mmis/2011/ny/bgrd/backgroundfile-36370.pdf>

Since the preparation of that report, the following has occurred:

On March 2, 2011, Parc Downsview Park Inc. (PDPI) appealed its Zoning By-law Amendment Application for the Stanley Greene District based on the City's failure to adopt the Zoning By-law Amendment application within 120 days of filing a complete application. A hearing date has not yet been scheduled. The PDPI Draft Plan of Subdivision application for the Stanley Greene District is currently under review and has not been appealed.

At its meeting of March 22, 2011 North York Community Council deferred consideration of the February 17, 2010 Final Report, the May 31, 2010 Staff Report and the March 4, 2011 Supplemental Report to its meeting of April 21, 2011 and directed staff to report back on a number of additional matters. This decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.NY5.32>

On March 23, 2011, Build Toronto withdrew its Motion for Directions to the Ontario Municipal Board to declare its Official Plan Amendment application for an updated Downsview Area Secondary Plan complete as of November 2, 2010.

BACKGROUND

Background information on the Downsview Area Secondary Plan Review and the PDPI and Build Toronto applications is provided in the March 4, 2011 Supplemental Report. This report can be found at:

<http://www.toronto.ca/legdocs/mmis/2011/ny/bgrd/backgroundfile-36370.pdf>

COMMENTS

As noted above, North York Community Council at its meeting on March 22, 2011 directed staff to report on a number of motions related to the Downsview Area Secondary Plan Review. This section provides responses to these motions.

Motion #2(a)(i): "City Council require that all capital costs associated with infrastructure related to future Community Services and Facilities (as is noted in the financial impact statement) on federally-owned Parc Downsview Park (PDP) land be assumed by PDP and/or relevant private development firms, including but not limited to: Parks, Community & Recreation Centre(s), Toronto Emergency Medical Services, Toronto Fire Services and Toronto Police Services."

Response: The February 17, 2010 Final Report from the Director, Community Planning, North York District states that its recommendations may have financial implications arising from the provision of some community services and facilities in the future. The specific cost of facilities that may be required will only be determined at the time that development proceeds within the Secondary Plan area. Therefore, the financial implications can only be determined at that time, and the required reporting to Council will be undertaken to seek the appropriate authorities. Currently, there is no provision of funding within the City's 2011-2020 Approved Capital Budget and Plan.

It is recognized that the provision of community facilities and services provided to residents and businesses is necessary for the creation of vibrant neighbourhoods. Such infrastructure should be provided in a timely manner, be cost effective and be within the financial means of the City. The cost of some growth-related services may be borne by the developer(s), while the City may be responsible for financing other costs.

As and when the location, size, scope and cost of the infrastructure requirements are more defined, the City will need to examine appropriate financing approaches. At that time, a full range of tools and policies will be considered to provide a fair and equitable distribution of servicing costs among benefitting landowners in the Secondary Plan area, in accordance with the City's existing practices. Reporting will be undertaken to seek the appropriate Council authorities through the City's planning approval and capital budgeting processes. Furthermore, development may be phased through the potential use of Holding Provisions (H) on the implementing zoning to ensure the timely delivery of community services and facilities to support development levels in the staff-recommended Secondary Plan.

Motion #2(a)(ii): "City Council require that the 2 acres of land required for the new Downsview Toronto Fire Services station be donated by Parc Downsview Park (PDP) to the City of Toronto."

Response: Discussions are underway with PDPI regarding the timely establishment of a fire station to service development in the vicinity of and within the

Secondary Plan area. Matters such as the location, size and configuration of this fire station will be addressed through PDPI's Zoning By-law Amendment and Draft Plan of Subdivision applications for the Stanley Greene District. The land that is ultimately determined to be required, and compensation for that land, will be negotiated between the City and PDPI, in accordance with existing practices.

Motion #2(a)(iii): "City Council direct that all studies and assessments that inform current density recommendations detailed in the Downsview Area Secondary Plan Review be reviewed as part of any District planning submissions to determine whether the density recommendations detailed in the currently proposed Downsview Area Secondary Plan Review are still supportable; and the findings be reported to Council."

Response: Along with studies that may be required at the District Plan and development application stages, the City-initiated studies supporting the density recommendations in the staff-recommended Secondary Plan will be used to evaluate all future District Plans and development applications in the Secondary Plan area. Conformity with approved density permissions will be reported to Council through City Planning reporting on the District Plan and Zoning By-law Amendment applications.

Motions #2(a)(iv) and #2(a)(v): "City Planning staff investigate the reallocation of 400 units from the Stanley Greene District to the Allen West District; conduct the associated studies needed to assess the effects of increased density in the Allen West District and report on the altered FSI designations needed to accommodate this density shift."; and
"City Planning staff investigate the reallocation of 400 units from the William Baker District to the Allen West District; conduct the associated studies needed to assess the effects of increased density in the Allen West District and report on the altered FSI designations needed to accommodate this density shift."

Response to Motions #2(a)(iv) and #2(a)(v): The density permissions in the staff-recommended Secondary Plan anticipate a maximum of approximately 1,360 residential units in the Stanley Greene District. Reallocating 400 units to the Allen West District would result in a maximum of approximately 960 units in the Stanley Greene District.

The density permissions in the staff-recommended Secondary Plan anticipate a maximum of approximately 3,500 residential units in the William Baker District. Reallocating 400 units to the Allen West District would result in a maximum of approximately 3,100 units in the William Baker District.

The density permissions in the staff-recommended Secondary Plan anticipate a maximum of approximately 1,400 units in the Allen West District. Adding a total of 800 units from the Stanley Greene and William Baker Districts to this District would result in a maximum of approximately 2,200 units in the Allen West District.

The reallocation of 800 units to the Allen West District from the Stanley Greene and William Baker Districts would require detailed analysis pertaining to adequacy of

transportation and servicing infrastructure, appropriateness of built form and its impacts on community services and facilities, affordable housing, Section 37 requirements and parks. Given the limited time available to prepare this report, this work has not been completed.

Motion #2(a)(vi): "City Council direct that semi-annual reports be brought forward to City Council which detail any indirect (unforeseen) regional infrastructure, facilities and community services costs incurred by the City of Toronto and not absorbed by the Province of Ontario related to the obligation that the development of Parc Downsview Park (PDP) conform to the Provincial Places to Grow Growth Plan, the Provincial Policy Statement and any other Provincially mandated planning and infrastructure policies."

Response: Pursuant to Provincial legislation, all development applications are reviewed for consistency with the Provincial Policy Statement and conformity with the Growth Plan for the Greater Golden Horseshoe. Should there be any unforeseen regional infrastructure, facilities and community services costs incurred by the City, staff will report accordingly to Council through City Planning reporting on the District Plan and Zoning By-law Amendment applications.

Motion #2(a)(vii): "City Council direct that since the greatest densities proposed in the Downsview Area Secondary Plan are in Ward 9, that the new community centre be located in Ward 9."

Response: An important objective of the proposed Secondary Plan is to ensure that sufficient affordable, accessible, high quality community services and facilities exist for new residents. Parks, Forestry and Recreation staff's review of the community recreation services and facilities required for the Downsview Area Secondary Plan identified the need for a new community recreation centre to support the planned development levels in the Secondary Plan area.

Parks, Forestry and Recreation staff advise that the trend of municipal community recreation centres is towards larger higher quality multi-use facilities that offer a range of programs, services and experiences under one roof and that are cost effective in both capital and operating expenditures. To date opportunities for a shared-use facility with other community and social service providers has not yet been explored. It is therefore prudent that other community service providers who may also be planning/considering projects in this area be consulted to explore opportunities for a shared-use facility.

Development of a Recreation Service Plan by Parks, Forestry and Recreation staff is currently underway. The plan will guide decision-making and investment in the management and delivery of the City's recreation and leisure services. The plan will establish goals and objectives and will set priorities for implementation over a five-year period from 2011 to 2016 and every five years thereafter. The final report is anticipated by year end and its findings will establish priorities for recreation and leisure services for this area.

Parks, Forestry and Recreation staff advise there is no funding currently allocated for the construction of a community centre in the area covered by the Downsview Area Secondary Plan. Funding needs to be identified in the City's Capital and Operating Budgets in advance of any detailed studies and work commencing. Studies will include a feasibility study, comparative site analysis, facility concept and design, and implementation strategy.

Parks, Forestry and Recreation staff advise they are committed to finding a suitable site for the development of a community recreation centre and are prepared to work with the local Councillors to determine the appropriate location once funding has been secured.

Motion #2(b)(i): "City Council adopt the staff recommendations in the Recommendations Section of the report (March 4, 2011) from the Director, Community Planning, North York District, subject to the Downsview Area Secondary Plan being amended to provide the following density on the Build Toronto lands: Neighbourhoods Designation – 0.85 to a maximum of 450 units."

Response: The *Neighbourhoods* land use designation in the staff-recommended Secondary Plan provides for a maximum density of 0.5 FSI in the Allen East District and anticipates a maximum of approximately 250 residential units. Increasing the maximum *Neighbourhoods* density permission in the Allen East District to 0.85 FSI up to a maximum of 450 residential units would represent an increase of approximately 200 units.

The table below outlines differences between the residential densities in the staff-recommended Secondary Plan, the Build Toronto Official Plan Amendment application and the North York Community Council motion for the Build Toronto lands in the Allen District:

Designation of Build Toronto Lands	Staff-Recommended Plan (Max. FSI)	Build Toronto Official Plan Amendment Application (Max. FSI)	March 22, 2011 North York Community Council Motion (Max. FSI)
<i>Mixed Use Areas</i>	1.0	1.5	1.0
<i>Apartment Neighbourhoods</i>	1.5	2.5	1.5
<i>Neighbourhoods</i>	0.5	0.85	0.85
Residential Units	2,530	4,500	2,730

The conceptual development plan submitted by Build Toronto in support of its Official Plan Amendment application provides for a maximum density of 0.85 FSI in the *Neighbourhoods* designation in the Allen East District. This conceptual development plan is included as Attachments 1 and 2.

The conceptual development plan submitted by Build Toronto represents one development option for the Allen District *Neighbourhoods* lands and illustrates how these lands could be developed at 0.85 FSI with:

- Four-storey walk-up apartments along Avenue A;
- Semi-detached dwellings within the interior of the lands;
- Detached dwellings abutting the rear yards of existing detached dwellings on Reimer Road;
- Lane-based townhouses along Wilson Heights Boulevard; and
- A new park and park link.

All the above uses and built forms are provided for in the *Neighbourhoods* land use designation.

A preliminary review of the implications of providing this additional density on the Build Toronto lands was undertaken, including the adequacy of transportation and servicing, the appropriateness of its built form and its impacts on community services and facilities, affordable housing, parks and Section 37 requirements. At a Secondary Plan policy level, this preliminary review indicated the proposed density could be acceptable.

The staff-recommended Secondary Plan also contains policies which identify the potential use of Holding Provisions (H) in the implementing zoning until matters such as transportation, servicing, community services and facilities and affordable housing issues have been addressed and/or provided.

Specific forms of development do not form part of the staff-recommended Secondary Plan. The development of the Build Toronto *Neighbourhoods* lands will be reviewed and ultimately determined through the District Plan and Environmental Assessment processes, which would include consultation with area residents and the Ward Councillor.

Should City Council wish to increase density of the *Neighbourhoods* designation in the Allen District from 0.5 FSI to 0.85 FSI, a new policy to this effect can be added to the Secondary Plan stating that this increased density may be provided for without an amendment to the Secondary Plan. The implementing Zoning By-law Amendments would be reviewed against all of the policies of the Secondary Plan such as transportation and servicing, built form and transition, community services and facilities, affordable housing, parks and Section 37 requirements.

On April 4, 2011, Build Toronto advised they are prepared to withdraw the request for additional residential density on their lands in the *Mixed Use Areas* and *Apartment Neighbourhoods* designations, should City Council grant a density increase from 0.5 FSI to 0.85 FSI in the *Neighbourhoods* designation in the Allen District. Therefore, should City Council grant this additional density and adopt a new policy in this regard, staff recommend this adoption be subject to Build Toronto advising that it will withdraw its Official Plan Amendment application, to the satisfaction of the City Solicitor.

Motion #2(b)(ii): "The current and any future versions of the Downsview Area Secondary Plan preserve and maintain the existing configuration and physical structure of the on and off ramps that move traffic to and from Wilson Heights Boulevard and Allen Road."

Response: The road structure illustrated by Map 7-4, Proposed Street Network, of the staff-recommended Secondary Plan represents one of several road connectivity options between Allen Road, Allen East District (Build Toronto lands) and Wilson Heights Boulevard. The road structure on Map 7-4 represents an urban approach to accommodate vehicular movement along grade-related streets versus the use of ramps, while providing existing and future communities with multiple route choices to access Allen Road from Wilson Heights Boulevard.

Policy 2.3.11 of the staff-recommended Secondary Plan currently reads as follows:

"The reconfiguration of the Wilson Heights Boulevard and Allen Road ramps is supported by this Secondary Plan to achieve a fully integrated at-grade street network."

Should Council wish to maintain the existing configuration of the Allen Road-Wilson Heights Boulevard ramps, Policy 2.3.11 of the staff-recommended Secondary Plan can be deleted and replaced with the following policy:

"It is the preference of Council that the current and any future versions of the Downsview Area Secondary Plan preserve and maintain the existing configuration and physical structure of the on and off ramps that move traffic to and from Wilson Heights Boulevard and Allen Road. Should any ramp modifications be considered in the future through the Environmental Assessment process, a direct connection between Wilson Heights Boulevard and Allen Road should be maintained."

Similarly, the non-policy text of the Transportation section of the staff-recommended Secondary Plan can be amended to indicate the ramp modifications are potential only.

Any modification or re-configuration of the Allen Road-Wilson Heights Boulevard ramps would require further technical analysis and community consultation as part of the Environmental Assessment Process. Any road connection alternatives would be subject to comprehensive review and would include consultation with area residents and the Ward Councillor.

Motion #2(b)(iii): "Any further development plans on the Build Toronto lands situated east of Allen Road, south of Sheppard Avenue West, west of Wilson Heights Boulevard and north of Dresden Road include the construction of a community centre in Ward 10 proper."

Response: This motion is similar to Motion #2(a)(vii). Please see the response to this motion on pages 6 and 7 of this report.

Motion #2(b)(iv): "City Council affirm the view that the density proposed under the Downsview Area Secondary Plan Review can only realistically proceed if an east-west subway system is constructed along Sheppard Avenue West between the Downsview Station and the Sheppard-Yonge Station."

Response: The development levels in the staff-recommended Secondary Plan were not predicated on the construction of the proposed east-west Sheppard Avenue subway system. The analysis supporting the development levels in the staff-recommended Secondary Plan was completed prior to the identification of this infrastructure.

Motion #2(c)(i): "Through the District planning and Environmental Assessment processes for the William Baker District, staff be directed to develop an intersection design/engineering solution that would prohibit westbound vehicular traffic accessing Grandravine Drive across Keele Street."

Response: To support development in the Secondary Plan area and allow for improved traffic flow, the staff-recommended Secondary Plan provides for a comprehensive road structure that links the Secondary Plan's two major north-south arterials, Keele Street and Allen Road, and connects existing and planned development both within and outside the Secondary Plan area.

Staff are of the opinion connecting Grandravine Drive across Keele Street will support development in the Secondary Plan area, allow for improved traffic flow and connect the Secondary Plan area to its surrounding community. This is illustrated as a minor street connection on Map 7-4.

Any extension of Grandravine Drive across Keele Street would require an Environmental Assessment. As such, vehicular connection alternatives will be developed and would be subject to comprehensive review and consultation with area residents and the Ward Councillor. To implement the direction of North York Community Council, an intersection design will be developed that prohibits westbound vehicular traffic accessing Grandravine Drive across Keele Street that will be tested and reviewed through the District Planning and Environmental Assessment processes.

Motion #2(c)(ii): "The densities in the existing Downsview Area Secondary Plan for the William Baker District be maintained, which represents a reduction from the staff recommended Secondary Plan of approximately 2,300 residential units in this District."

Response: The existing Secondary Plan anticipates a maximum of approximately 1,155 residential units within the William Baker District. The staff-recommended Secondary Plan anticipates a maximum of approximately 3,500 residential units within this District.

The William Baker District is bounded by Keele Street and Sheppard Avenue West, both of which are major streets. Keele Street in this location is an Avenue, and development in this District would not be as constrained by airport height restrictions as other lands in the Secondary Plan area. This District is also located near the new TTC/GO Transit hub. These factors support more intensive mixed-use development levels for these lands.

Staff are of the opinion the density permissions in the staff-recommended Secondary Plan for the William Baker District are appropriate. Accordingly, no changes have been made to the recommended density permissions in this Secondary Plan.

Motion #2(c)(iii): "Through the District planning process and the review of development applications in the William Baker District, staff be directed to ensure the existing woodlot is protected."

Response: The existing woodlot and a proposed municipal park would be located adjacent to each other in the William Baker District and are designated *Natural Areas* and *Parks*, respectively. This will support and enhance the integrity and protection of the woodlot. The staff-recommended Secondary Plan also contains Natural Environment policies (Policy 3.7.1 to 3.7.7) with respect to development adjacent to woodlots to ensure the retention and protection of these features is consistent with the City's Official Plan and Ravine Protection By-law.

The protection of the existing woodlot will be subject to comprehensive review and community consultation through the District Plan planning process and measures will be implemented through future development applications in the William Baker District to ensure its protection.

Motion #2(c)(iv): "Through the District planning process and the review of development applications in the William Baker District, staff be directed to examine minimum and maximum vehicular parking standards within 100 metres and 500 metres of a subway station."

Response: Minimum and maximum parking requirements will be examined through the District planning and Environmental Assessment processes for the William Baker District, which will be subject to comprehensive review and consultation with area residents and the Ward Councillor. These matters will be implemented through future Zoning By-law Amendment applications.

CONTACT

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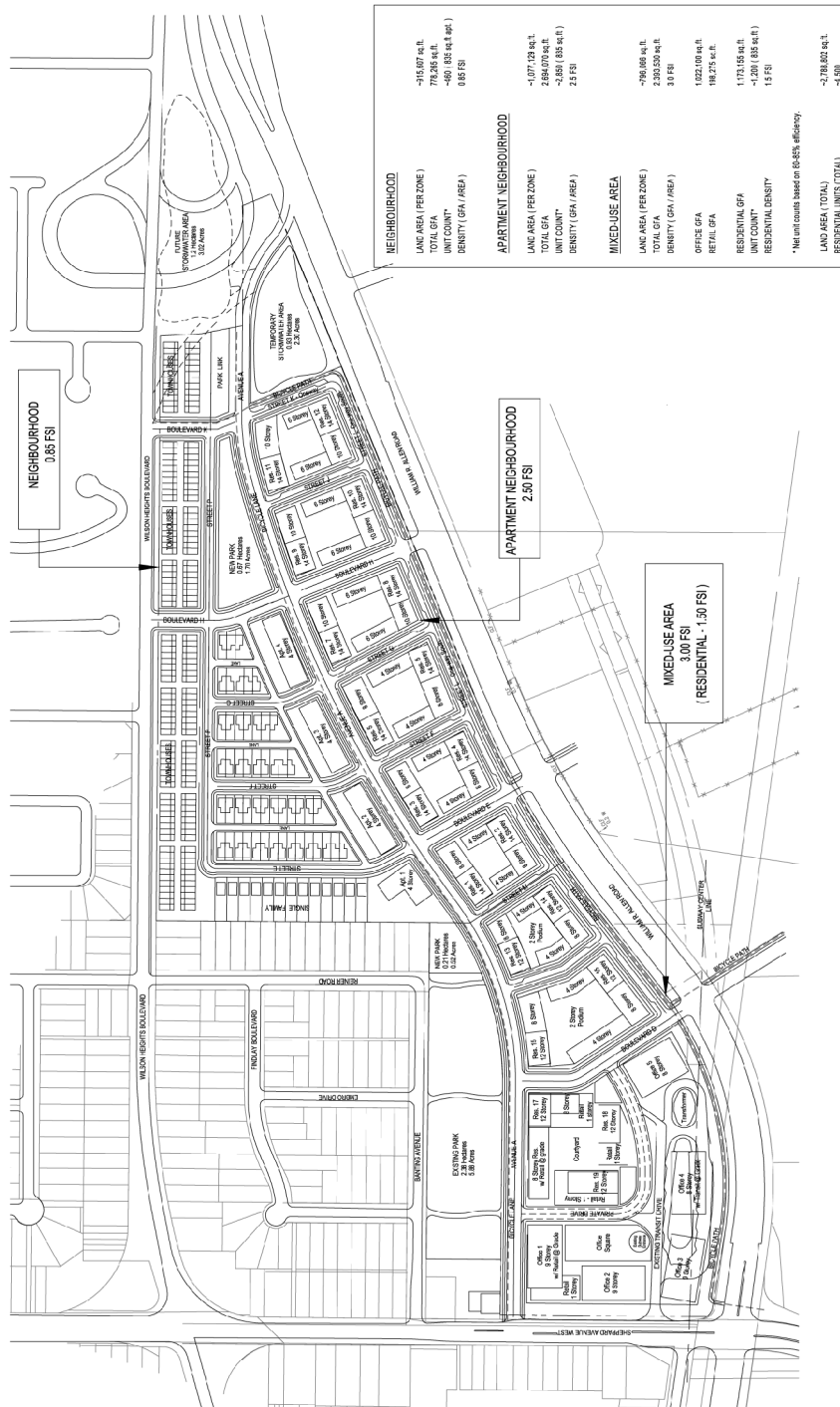
Allen Appleby, Director
Community Planning, North York District

ATTACHMENT

Attachment 1: Conceptual Development Plan – Build Toronto Lands, Allen East District

Attachment 2: Conceptual Development Plan – Build Toronto Lands, Allen East District,
Proposed *Neighbourhoods* Designation

Attachment 1



Conceptual Development Plan - Build Toronto Lands - Allen East District

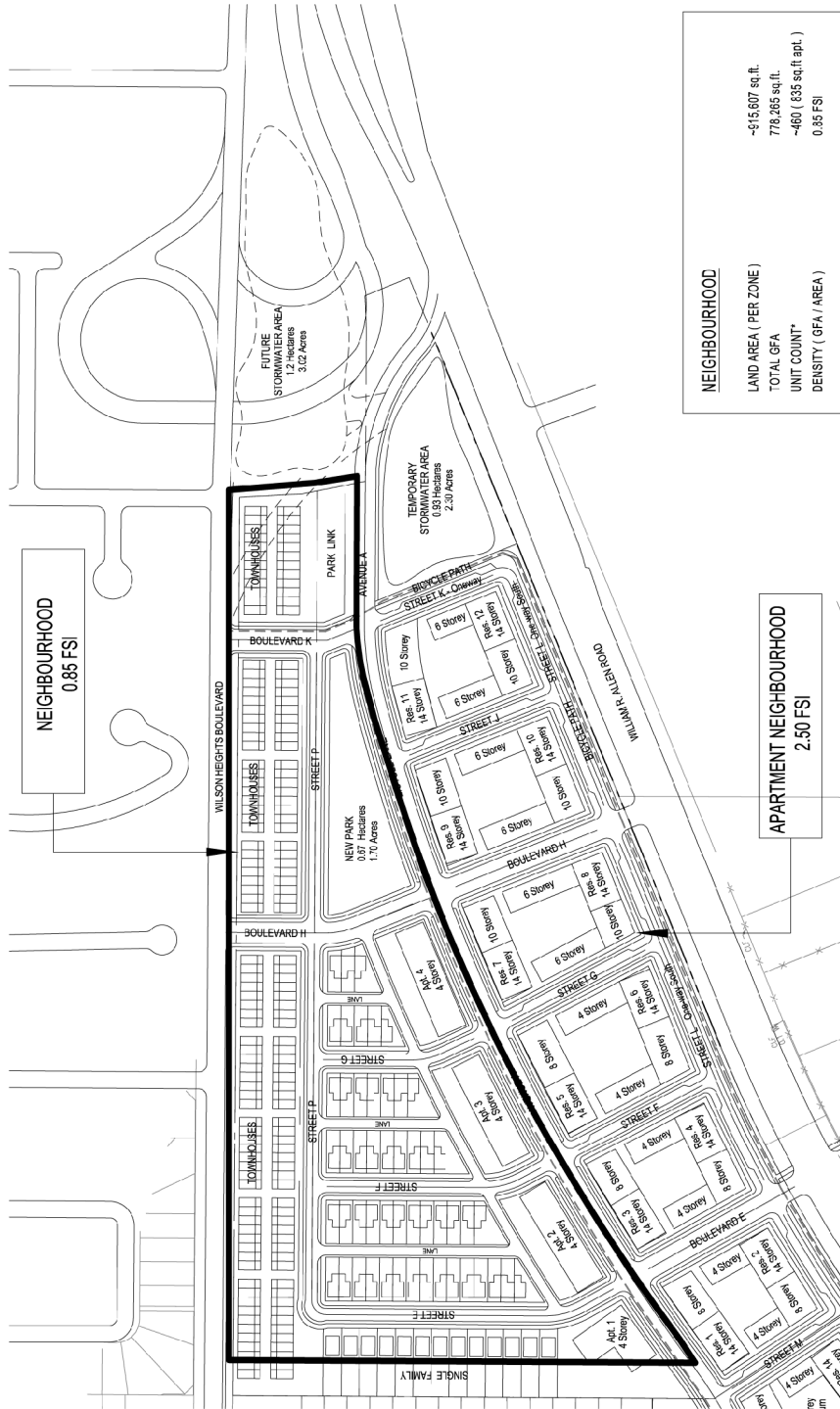
Downsview Area Secondary Plan

Applicant's Submitted Drawing

Not to Scale
03/29/2011

File # 08_101113

Attachment 2



Downsview Area Secondary Plan

Conceptual Development Plan - Build Toronto Lands - Allen East District
Proposed Neighbourhoods Designation
Applicant's Submitted Drawing

Not to Scale
03/29/2011

File # 08_101113