

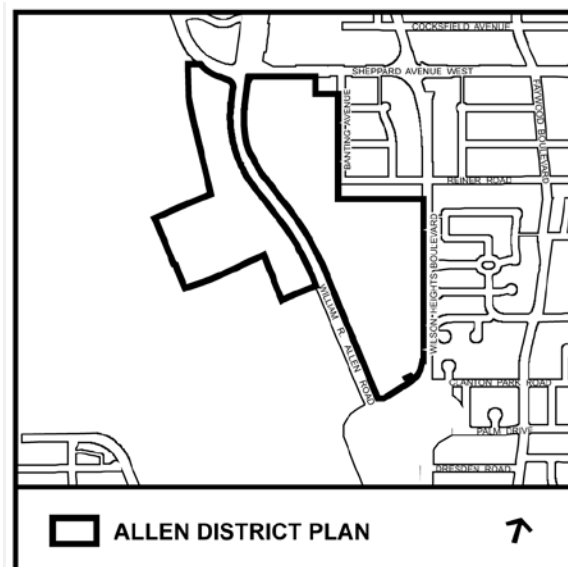
Allen District Plan - Preliminary Report

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| Date: | December 15, 2014 |
| To: | North York Community Council |
| From: | Director, Community Planning, North York District |
| Wards: | Wards 9 and 10 – York Centre |
| Reference Number: | 14 228615 NNY 10 TM |

SUMMARY

Build Toronto has submitted a District Plan for the Allen District, which is located within the Downsview Area Secondary Plan area. The Allen District is generally located south of Sheppard Avenue West, on either side of Allen Road. The Downsview Area Secondary Plan requires the completion of a District Plan to the satisfaction of the City prior to any development proceeding in a District. The purpose of the District Plan is to set out a finer grain level of detail for the development of the area. The District Plan is where streets and blocks are laid out with detailed information on land use, built form, massing and treatment of the public realm. It is also where a Public Art Strategy, Community Services and Facilities Strategy and Affordable Housing Strategy are refined to reflect a cohesive framework from which to draw from as development occurs. The District Plan is also important in setting out a Phasing Plan for the growth of the District.

This report provides preliminary information on the Allen District Plan and seeks Community Council's directions on further processing of the District Plan and on the community consultation process.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands within the Allen District together with the Ward Councillors.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. Notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

The original Downsview Area Secondary Plan was approved in 1999. Council initiated a review in May 2008 and a final report went before Council in February 2010 which was deferred. An appeal was made to the Ontario Municipal Board and on August 17, 2011 the Board approved the updated Downsview Area Secondary Plan and related amendments to the City's Official Plan. The Secondary Plan can be found at: <http://www.omb.gov.on.ca/e-decisions/pl110098-Aug-17-2011.pdf>

Pre-Application Consultation

Pre-application consultation meetings were held with the applicant and related parties to discuss submission requirements for the Allen District Plan as well as the planning process for the District Plan. As a result of these meetings the District Plan submission was prepared and includes specific requirements consistent with Policy 7.1.3, 7.1.4 and 7.1.5 of the Secondary Plan. The submission includes:

- Urban Design Guidelines;
- Community Services and Facilities Study;
- Public Art Strategies;
- Affordable Housing Strategy;
- Community Energy Plan;
- Functional Servicing Reports;
- Stormwater Management Reports; and
- Transportation Impact Studies.

However, the submission is not complete. Outstanding information, studies and reports include:

- Stormwater, grading and servicing reports and associated plans; and
- Information relating to the development of the west side of Allen Road (Canada Lands Company lands).

ISSUE BACKGROUND

Proposal

Land Use and Built Form

The draft Allen District Plan was prepared by Urban Strategies on behalf of the two land owners of the Allen District; Build Toronto and Canada Lands Company. The draft District Plan includes the design vision and guiding principles which set out a framework for land uses and built form, streets and street connections, public realm, pedestrian access and parks and open space. The Downsview Area Secondary Plan requires the completion of a District Plan, to the satisfaction of the City, prior to any development proceeding in a District.

The District Plan Vision is supported by seven guiding principles:

- "Civilize" Allen Road
- Create Gateways
- Provide Sensitive/Appropriate Transitions to Adjacent Uses
- Create a Vibrant, interconnected Parks and Open Space System
- Ensure that a Mix of Land Uses is Provided
- Promote "Greening" Opportunities
- Introduce High-Quality Built Form and Design

The District Plan proposes a variety of land uses and built forms. On the east side of Allen Road, the District Plan provides for a number of sub-areas. The characteristics of these areas is summarized below (see Attachment 1):

- *Mixed Use Area* (area 3) south of Sheppard Avenue West is configured in 3 blocks, including the Downsview Subway Station block. The density range in the *Mixed Use Areas* (area 3) ranges from 2.0 FSI to 3.0 FSI, with 1.0 FSI for residential. The *Mixed Use* area contains proposed residential units in the form of townhouses, and modified mid-rise buildings, as well as office and commercial uses in modified mid-rise buildings. The *Mixed Use* area also proposes a potential retail street which would serve as a pedestrian thoroughfare with at-grade retail and would go between the subway station plaza and the retail residential block in the *Neighbourhood* area. Portions of this street are proposed to be privately owned.

- A public park (Banting Park – area 6) south of Sheppard Avenue West and adjacent to the *Mixed Use Area*. Banting Park at the north end of the District is proposed to be redeveloped. It is currently 2.6 hectares in size and proposed is a 1.5 hectare addition to the south end. The District Plan proposes to locate structured parking beneath Banting Park. On the west side of Allen Road, West Park is proposed to be split on either side of the Transit Road extension. The proposed overall size would be 2.0 hectares with 1.67 hectares being proposed for a cricket pitch.
- *Apartment Neighbourhoods* (area 2) fronting Allen Road and configured in 3 blocks with 3 road connections across Allen Road. These areas are located on either side of Allen Road and provide a density range between 1.0 FSI and 1.5 FSI, as outlined in the Secondary Plan. The built form proposed includes low-rise apartments, modified mid-rise apartments and townhouses. Proposed heights reach a maximum of 43-45 metres. At the north end of the *Apartment* area a "retail/residential block" is proposed. The intent is to link the subway station plaza at the north end of the District to the *Apartment* area. The block is proposed to accommodate an urban style, mid-sized, retail use with a residential component. The retail component would be a maximum of 2-storeys.
- *Neighbourhoods* (area 1) located between the *Apartment Neighbourhood* and the existing residential community. The street and block pattern is shown in a finer grain of detail in this area and include private mews and pedestrian links (area 8) and a greenway (area 7). The *Neighbourhoods* area proposes low-rise dwellings in the form of semi-detached, townhouses, stacked and/or back-to-back townhouses that are primarily lane-based with heights between 2.5 and 4-storeys. The maximum density, as set out in the Secondary Plan, is 0.85 FSI.
- *Parks and Open Space* (South Park - area 6) to the south of the *Neighbourhood Area* and adjacent to the *Apartment Neighbourhood Area* and the existing residential area as well as a stormwater management facility (area 9). South Park is proposed to be 1.4 hectares in size. A 0.279 hectare greenway is proposed to connect Banting Park to South Park along Street A, which would accommodate a 3.5 metre wide bike and pedestrian path and 1.0 to 1.5 metre landscaped areas on either side.
- An Institutional block (area 5) is also proposed abutting Allen Road and adjacent to the park.

On the west side of Allen Road, the District Plan provides for (see Attachment 1):

- *Mixed Use Area* (area 3) south of Sheppard Avenue West configured in 2 blocks and adjacent to Department of National Defence lands to the west. The *Mixed Use Area* on the west side of Allen Road maintains the same characteristics as the *Mixed Use Area* east of Allen Road.

- *Apartment Neighbourhoods* (area 2) fronting Allen Road showing two proposed road connections across Allen Road. The *Apartment Neighbourhood* on the west side of Allen Road maintains the same characteristics as the *Apartment Neighbourhood* east of Allen Road.
- *Parks and Open Space* (West Park - area 6) to the west of the *Apartment Neighbourhood* on either side of the proposed Transit Road extension. West Park is proposed to be split on either side of the Transit Road extension. The proposed overall size would be 2.0 hectares with 1.67 hectares being proposed for a cricket pitch.
- *Employment* land (area 4) located adjacent to the park and Bombardier's site to the west.

Street and Block Plan

The District Plan proposes "Street A", a 27 metre north-south street, which would run from Sheppard Avenue West, between the park and the *Mixed Use Area*, continuing between the *Apartment Neighbourhood Area* and the *Neighbourhood Area*, turning westbound and terminating at Allen Road.

On the west side of Allen Road Transit Road is proposed to extend north to Sheppard Avenue West and would be considered a 27 metre Minor Arterial Road. The exact alignment is currently being reviewed as part of the Downsview Major Roads EA.

Two of the three 20 metre east-west Collector Roads are proposed to run between Street A and the extension of Transit Road. The third Collector Road is also proposed to run east-west between Street A, but connects to an unnamed north-south street on the west side of Allen Road adjacent to DND lands. The District Plan also proposes a 20 metre north-south Collector Road to be used as a retail based main street in the *Mixed Use Area* on the east side of Allen Road (see Attachment 1).

Also proposed are a series of 18.5 metre Local Roads located in the *Neighbourhood Area* and one 17 metre Local Road that would abut the east side of the Greenway.

Site and Surrounding Area

The Allen District is located within the Downsview Area Secondary Plan area. The area is more particularly described as the lands immediately to the east and west of William R. Allen Road (Allen Road), adjacent to the existing Downsview Subway station. The area is bounded by Sheppard Avenue West to the north, Wilson Heights Boulevard to the east, Transit Road to the south and Department of National Defence, Bombardier and TTC lands to the west. The site is approximately 45 hectares in area with approximately 29 hectares on the east side of Allen Road and approximately 16 hectares on the west side of Allen Road. The eastern portion of the Allen District is owned by Build Toronto and the western portion of the area is owned by Canada Lands Company (CLC).

Included in the area, on the east side of Allen Road, is the existing Banting Park, which is 2.4 hectares in size.

Surrounding uses include:

North: On the north-west corner of Allen Road and Sheppard Avenue West are 14 to 17- storey apartment buildings located in a *Mixed-Use Area*. On the north side of Sheppard Avenue West, east of Allen Road, is a 9-storey mid-rise apartment building, a small number of detached dwellings, 3-storey buildings, a commercial parking lot and the secondary entrance to Downsview Subway station, all of which are located in a *Mixed-Use Area*. A Zoning By-law Amendment application (file # 13 225608 NNY 10 OZ) at 1050 Sheppard Avenue West, proposes a 15-storey building and it is currently under review. Further north are detached dwellings on Allen Road, designated *Mixed-Use Areas*, a school and detached dwellings in a *Neighbourhoods* designation.

East: To the east, between Banting Park, Sheppard Avenue West and Wilson Heights Boulevard are a 9-storey mid-rise building, a one storey fire station, a 2-storey place of worship and 2-storey detached dwellings. On the east side of Wilson Heights Boulevard are two-storey detached dwellings. Banting Park and the lots on the south side of Sheppard Avenue West are designated as *Mixed-Use Areas*, the lands on either side of Wilson Heights Boulevard are designated as *Neighbourhoods*.

South: To the south of the Allen District are the ramps to the Allen Road are the TTC Wilson Yard facility and the Wilson Subway station. Farther to the south are the Wilson Avenue and Allen Road/Transit Road intersections which are designated as *Employment Areas* and house a variety of parking and TTC functions.

West: The western boundary contains the TTC Wilson Yard, Bombardier (including the runway), and the Department of National Defence, which are located in *Employment Areas*. On the south-west side of Allen Road, the land directly abutting Allen Road is designated *Mixed-Use Areas*.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required to be consistent with the PPS.

The PPS also requires municipalities to provide for a range and mix of housing types, and to address affordable housing needs.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The Toronto Official Plan contains policies and objectives that guide future growth and development in the City. The Official Plan contains a number of city-building priorities such as directing growth to areas well served by transit and creating viable and complete communities. The Official Plan also contains policies that require development to be considered as part of a broader approach to community building to ensure that all residents have access to housing, parks and community services.

Downsview Area Secondary Plan

The vision for the Downsview Area Secondary Plan is to provide a land use and development framework that supports the significant public investment in rapid transit infrastructure and the National Urban Park, and achieves a mix of transit-supportive land uses of a high quality of urban design.

The Secondary Plan also sets out major goals that are reflected in specific policies. These goals speak to achieving connected parks and open spaces, a mix of land uses that are supportive of the existing and planned transit investments, connecting the Secondary Plan Area lands to the surrounding city, demonstrating a high quality of urban design and supporting sustainable development. The Secondary Plan outlines minimum and maximum densities across the District as well as maximum heights.

The Secondary Plan outlines seven districts that reflect different physical locations, characteristics and development expectations. The districts are the National Urban Park, Bombardier/DND/TTC, Stanley Greene, William Baker, Sheppard-Chesswood, Allen and Wilson. These districts encompass a variety of land uses, functions and each have specific goals and objectives.

The Allen District is to develop as a mixed-use District with non-residential development near the Downsview Subway Station and residential development to the south. At-grade street connections across Allen Road will be established to connect and link the west and east sides of the District. Three local parks will be provided, one on the west side of Allen Road and two on the east side of Allen Road which will be linked by a greenway.

District Plans are required to be completed to the satisfaction of the City prior to any development proceeding. There are certain criteria for what should be included in a District Plan:

- A description of the intended character and key elements of the District;
- Structure and block plans;
- Context plan showing how the public road and parks and open space network will be integrated with surrounding lands, including pedestrian and bicycle connections;
- The land use mix;
- Conceptual building locations and massing;
- How elements of the Secondary Plan's Structure Plan are being addressed; and
- Phasing.

There are a number of studies and reports that may be required as part of a District Plan submission:

- Public art strategy;
- Provisions for securing the conservation of heritage buildings and resources;
- Stage 2 Archaeological Assessment;
- Community services and facilities strategy;
- Affordable housing strategy;
- Natural heritage impact study;
- Urban design guidelines;
- Sustainability strategy (Community Energy Plan);
- Functional servicing reports;
- Stormwater management reports; and
- Transportation impact studies.

The Secondary Plan further expands on the urban design guidelines and what they should include. Built form will also be incorporated as part of the Urban Design Guidelines, with clear specifications for height and scale of built form.

Transportation policies of the Secondary Plan speak to the Transportation Master Plan, which laid out the potential future streets and connections. The specific location and design of minor and major streets, which are shown in the Secondary Plan, are subject to the *Environmental Assessment Act*. A well connected network of cycling and pedestrian routes will also be provided, clearly identified and well-designed.

The Secondary Plan outlines key components to establishing an urban park-like character and identity. The layout, organization and design of the public realm and the relationships between new buildings and the public realm are among these.

Mid-rise buildings are to be the predominant scale of built form on public streets. Low-rise will be located in *Neighbourhoods* and special attention will be paid to sites that form the terminus or frame of a view corridor.

The minimum and maximum densities set out in the Secondary Plan range from 0.85 FSI and 3.0 FSI, depending on the block, the use composition and residential cap in *Mixed Use Areas*. The minimum height for buildings fronting Sheppard Avenue and Allen Road are 13.5 metres, or four-storeys, and 10.5 metres, or 3-storeys, on other major streets, and 6 metres, or 2-storeys, on minor streets. The ground floor heights of multi-storey mixed-use or non-residential buildings will be a minimum of 4.5 metres.

The Secondary Plan provides direction for the provision of public art to contribute to a strong sense of place and to strengthen local identity and image.

New neighbourhoods within the Downsview Secondary Plan Area are to contain a mix of housing that includes type, tenure and affordability. A minimum of 30 percent of new housing units in each District will be in forms other than single-detached and semi-detached houses and should include housing with 3 or more bedrooms. Additionally, the affordable housing units in each District will be provided generally in the same proportion and mix as the residential units that are not affordable housing. Within this, at least 50 percent of all affordable housing units will be affordable rental housing. Affordable housing strategies are required as part of the District plan and require certain strategies such as targets and order of development.

The Secondary Plan sets out policies, and an appendix, which sets out detailed criteria, facility and site requirements and implementation guidelines for specific community services and facilities.

Servicing capacity is of critical importance throughout the District Plan area and it is vital that there is sufficient municipal servicing capacity to accommodate the anticipated growth. Stormwater and wet weather flow will management will recognize that upstream water conditions and its treatment may have downstream impacts.

The Secondary Plan provides direction for implementation of zoning, by way of District Plans, with development controls such as Plan of Subdivision and Site Plan Control. Setting out the framework for implementation provides for an orderly development of the Secondary Plan Area.

Development charges, Holding Provisions and Section 37 of the *Planning Act* as a result of increases in densities and residential permissions, are financial and planning tools that can be used to secure eligible growth-related facilities, parkland, appropriate infrastructure, affordable housing and community facilities, to help the City achieve the objectives of the Secondary Plan applied to all new developments.

Transportation Master Plan

A Transportation Master Plan (TMP) was approved as part of the Downsview Area Secondary Plan Review. The TMP recommends a transportation network that supports the land use and development envisioned in the Secondary Plan. The TMP also recommends an internal pedestrian and bicycle network to be integrated with the other existing and planned modes of transportation in the surrounding area. The TMP also sets out recommended phasing and future environment assessment work that is required to proceed with introducing infrastructure.

Key elements of the TMP within the Allen District are as follows:

- Three east-west Major Streets crossing Allen Road, which would include sidewalks;
- A north-south Minor Street from Sheppard Avenue West to terminate at Transit Road, which would include a multi-use path for pedestrians and bicycles;
- The realignment of Transit Road.

The Downsview Major Roads Class Environmental Assessment (EA) commenced in Spring 2013. The purpose of the study is to carry out Phases 3 & 4 of the Municipal Class EA process for the major roads that were identified as part of the Downsview Area Secondary Plan and the TMP.

Through this process the EA will examine the extension and realignment of Transit Road, the National Urban Park Ring Road and the grade separated crossings associated with this.

Servicing and Stormwater Master Plan

The Secondary Plan Review also included the preparation of a Servicing and Stormwater Management Master Plan which fulfills the requirements of Phases 1 & 2 of the Municipal Class Environmental Assessment process. Development within the Secondary Plan area, and subsequent Districts, will require the introduction of public services in new municipal right-of-ways that connect the City's servicing infrastructure.

Zoning

The site is within the Former City of North York By-law 7625 and is zoned A – Airport Hazard Area and R4 – Residential One-Family Detached Dwelling Zone.

The Airport Hazard Area encompasses the majority of the Allen District Area. The Airport Hazard Area permits uses that are in zones directly across the street from, or to the nearest zone. The nearest zones are C4(1) on the south side of Sheppard Avenue; R4 abutting Wilson Heights Boulevard and around the exit ramps at the south end of the District.

A Zoning By-law Amendment Application has not been submitted at this time.

Plan of Subdivision

A Plan of Subdivision application is required to provide for the division of the lands into development blocks, the construction of public streets and servicing of the lands, and the conveyance of public parks. A Plan of Subdivision will need to include detailed information on new municipal infrastructure, the creation of any easements for municipal services, and the timing and conveyance of public streets and parkland to the City.

A Plan of Subdivision Application has not been submitted at this time.

Site Plan Control

The site is subject to Site Plan Control, but no applications have been submitted at this time.

Reasons for the Application

The Downsview Area Secondary Plan sets out a framework for new development in the Districts. In order to proceed with any kind of development, a District Plan needs to be submitted to the satisfaction of the City.

COMMENTS

Application Submission

The following reports/studies were submitted with the draft District Plan:

- Urban Design Guidelines
- Affordable Housing Strategy
- Community Services and Facilities Strategy
- Public Art Strategy
- LEED ND Feasibility Study (Sustainability Report)
- Traffic Impact Study.

The City is working with Build Toronto to scope the servicing and stormwater management reports and they will subsequently be submitted.

Issues to be Resolved

On a preliminary basis, the following issues have been identified:

- Conformity with the Official Plan and the Downsview Area Secondary Plan, with specific respect to affordable housing, Section 37 of the *Planning Act*, community services and facilities, transportation, density, development of new neighbourhoods, public art, built form, public realm and implementation.
- Assessment of Urban Design Guidelines, with specific respect to building heights, spatial relationships between buildings, building types and conformity with

Council approved Mid-rise Building Design Guidelines and Infill Townhouse Guidelines.

- Conformity of the Allen District Plan with the Transportation Master Plan;
- Conformity of the proposed streets with the currently underway Downsview Major Roads Class Environmental Assessment;
- Appropriateness of privately owned streets within the District;
- The proposed pedestrian and cycling network and connectivity with the existing and planned pedestrian and cycling network;
- Road and block pattern and appropriateness of the size, configuration and building orientation of proposed blocks to support the Built Form and Public Realm objectives of the Secondary Plan;
- Conformity of the Allen District Plan with the Infrastructure Master Plan and related site servicing, grading, and stormwater management and appropriateness of proposed servicing infrastructure improvements;
- Location and configuration of stormwater management facility;
- Phasing of the Allen District Plan;
- The protection and creation of view corridors as it relates to the Secondary Plan;
- Appropriateness of the location, size, configuration and programming of the proposed parks with specific respect to parking structures beneath Banting Park;
- The provision and phasing of affordable housing;
- Site and area circulation; and
- The provision of the appropriate community services and facilities to be sought under Section 37 of the *Planning Act* and compliance with the Downsview Area Secondary Plan Community Services, Facilities policies with any future application.

Additional issues may be identified through the review of the District Plan, agency comments and the community consultation process.

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SIGNATURE

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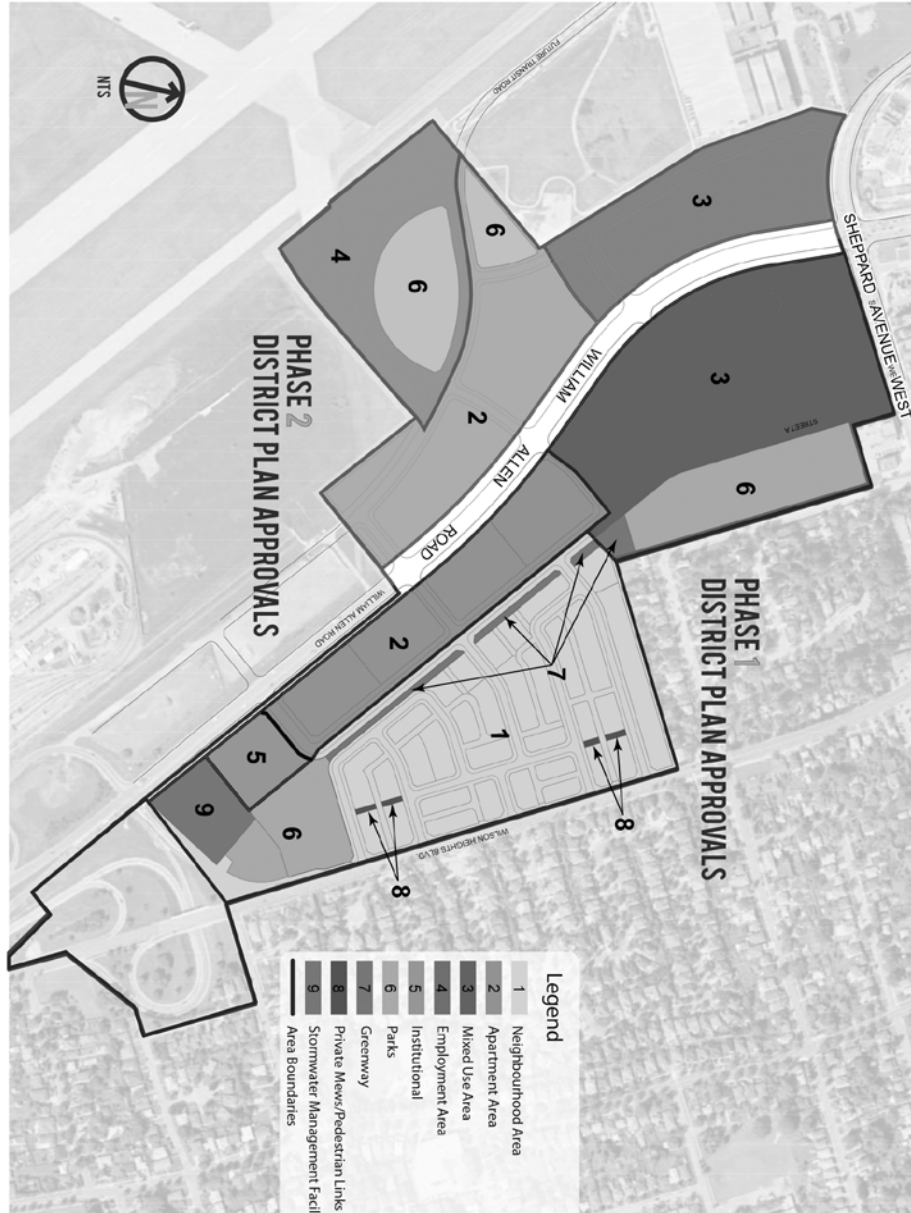
ATTACHMENTS

Attachment 1: District Plan

Attachment 2: Phasing Plan

Attachment 3: Zoning

Attachment 1: District Plan



District Plan

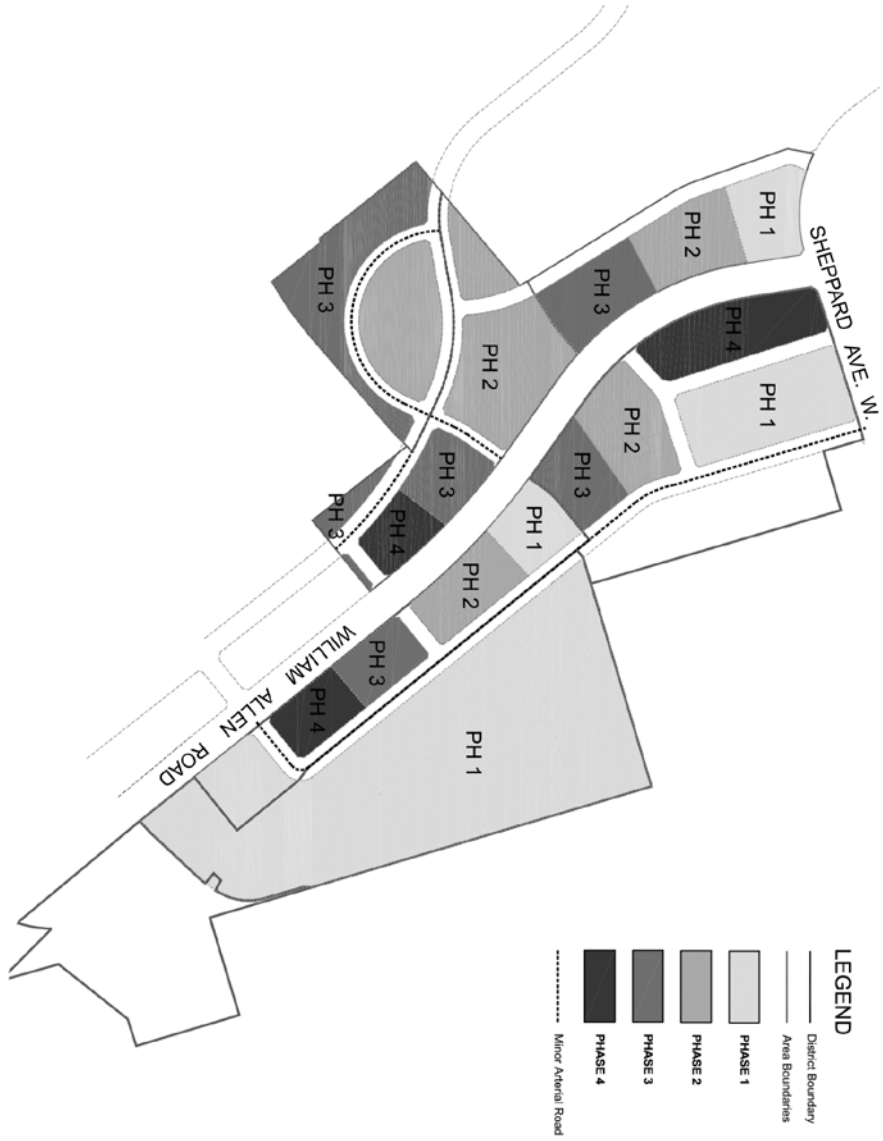
Applicant's Submitted Drawing

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12/08/2014

Allen District Plan

File # 14 228611 NNV 10 TM

Attachment 2: Phasing Plan



Phasing Plan

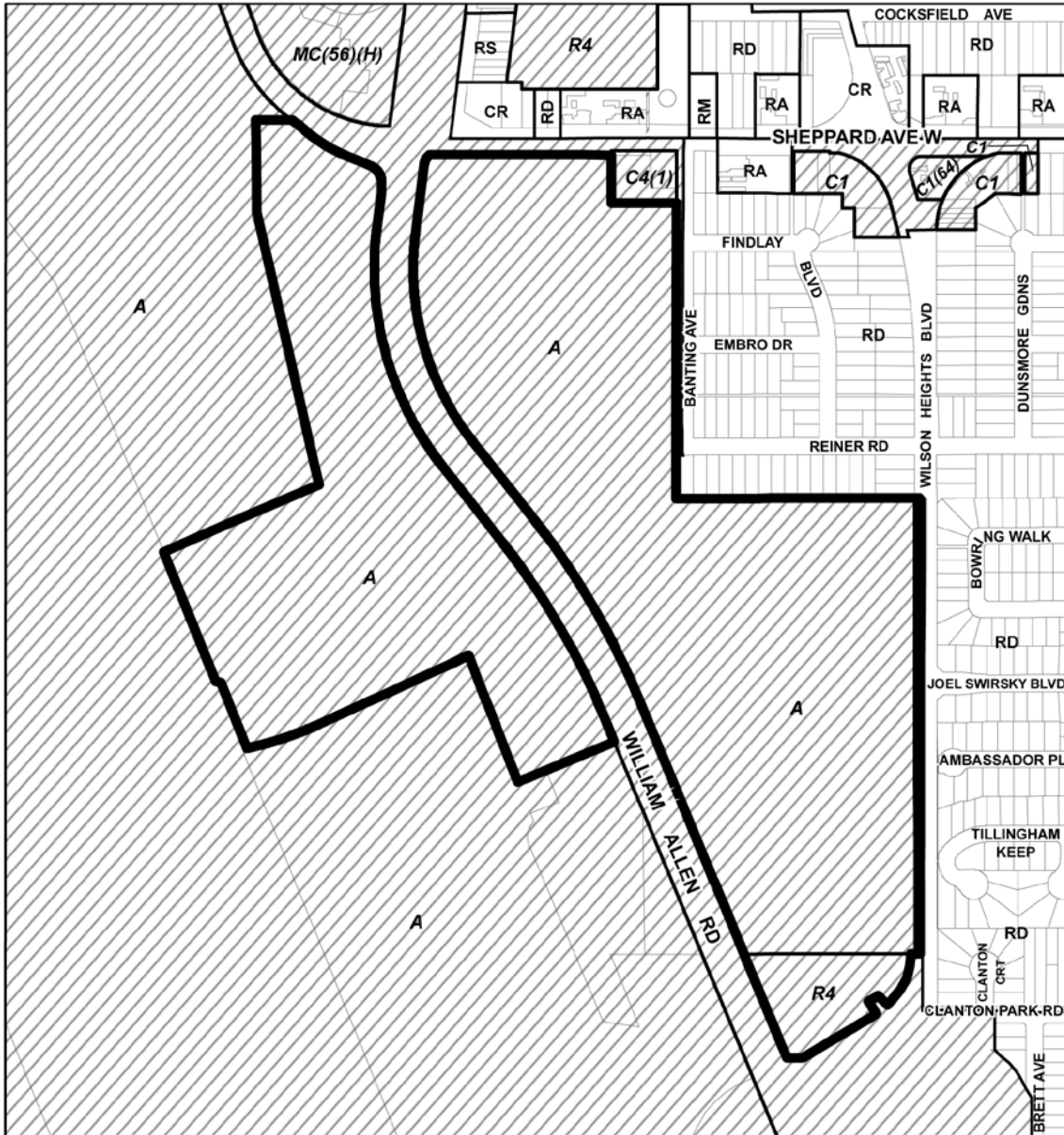
Applicant's Submitted Drawing

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12/08/2014

Allen District Plan

File # 14 228611 NMY 10 TM

Attachment 3: Zoning



Zoning By-law 569-2013

Allen District Plan

File # 14 228611 NNY 10 TM

- Location of Application
- RD** Residential Detached
- RS** Residential Semi-Detached
- RM** Residential Multiple
- RA** Residential Apartment
- CR** Commercial Residential

- See Former City of North York Bylaw No. 7625
- R4** One-Family Detached Dwelling Fourth Density Zone
- RM6** Multiple-Family Dwellings Sixth Density Zone
- MC** Industrial-Commercial Zone
- A** Airport Hazard Area Zone

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