

Consolidated Clause in North York Community Council Report 3, which was considered by City Council on April 12, 13 and 14, 2005.

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**Final Report - Context Plan for Bayview Avenue/Sheppard Avenue East - Northwest Quadrant ("Clairtrell Area Context Plan")
04 200060 TM (Ward 23 - Willowdale)**

City Council on April 12, 13 and 14, 2005, adopted this Clause without amendment.

The North York Community Council recommends that City Council:

- (1) adopt the staff recommendation in the Recommendations Section of the report (March 10, 2005) from the Director, Community Planning, North District, Urban Development Services; and
- (2) adopt a further recommendation as follows:

“that townhouse developments within this planning area be designed to permit curbside garbage collection by City vehicles.”

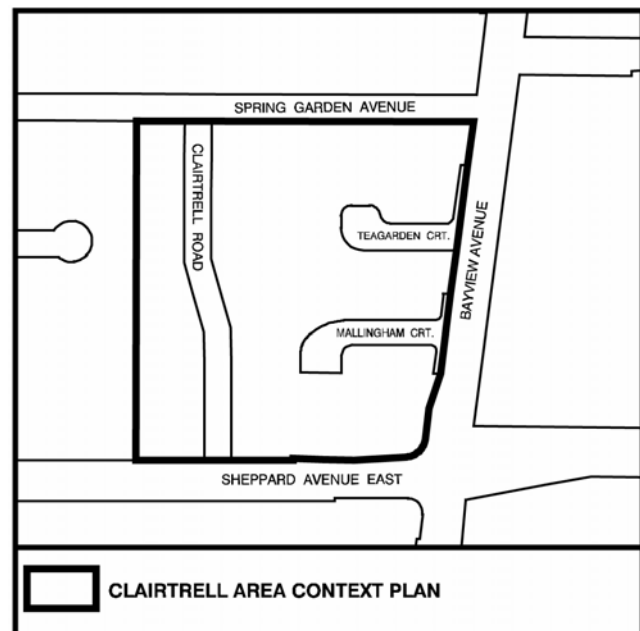
The North York Community Council submits the following report (March 10, 2005) from the Director, Community Planning, North District, Urban Development Services:

Purpose:

This report recommends Council’s adoption of a Context Plan for the Northwest Bayview Avenue and Sheppard Avenue East quadrant, to guide consideration of development proposals and City initiated improvements within the Context Plan area.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.



Recommendations:

It is recommended that City Council:

- (1) adopt the Context Plan attached as Attachment 6 as an implementation tool to guide the review of development applications and City improvement initiatives for the lands included within the Context Plan area.

Background:

The subject lands are located within the Sheppard East Subway Corridor Secondary Plan (OPA 392) area. The Secondary Plan covers an area generally along the Sheppard Avenue corridor from west of Bayview Avenue to Highway 404 (see Attachment 1). The Secondary Plan is intended to manage and direct future development in the Sheppard Corridor, by promoting a balance of new development to support the large public investment in the new subway line while creating compatible relationships with surrounding residential areas.

The Secondary Plan identifies development nodes in the vicinity of each of the four subway stations along the Sheppard East Subway Corridor. Within each of the nodes key development areas and specific policies for those areas are also identified. The development in the key development areas is to reflect the nature and character of the communities around its respective subway station or “node” area.

The Secondary Plan provides that in key development areas, Context Plans may be required as part of rezoning applications. The City has received and is currently processing a zoning amendment and site plan approval application for 17 townhouses at 9 and 11 Clairtrell Road, on the east side of Clairtrell Road. This development application has triggered the need for preparation of the Context Plan. The general purpose of the Context Plan (described in more detail in the following section) is to provide a development framework and guidelines for co-ordinated development, based on the provisions of the Secondary Plan, to assist in the City’s evaluation of development proposals within the Context Plan area. The Context Plan addresses matters including built form, open space, streetscape and transportation issues.

Through OPA 517, which was endorsed by City Council and approved by the Ontario Municipal Board in May, 2002, the lands generally bounded by Sheppard Avenue East to the south, Bayview Avenue to the east, Spring Garden Avenue to the north, and properties fronting on the west side of Clairtrell Road were added as a key development node (see Attachment 3).

At its meeting of June 22, 23 and 24, 2004, City Council, in considering the Preliminary Report for the 9 and 11 Clairtrell Road development application, directed that the Context Plan be brought forward to Council for consideration in advance of or together with the 9 and 11 Clairtrell Road proposal.

Context Plan

The recommended Context Plan (Attachment 6) is intended to provide an implementation framework to accomplish the following objectives of the Secondary Plan:

- to provide a context for co-ordinated incremental development by showing proposed development in relation to relevant adjacent conditions in the area surrounding a development site;
- to assist Council in evaluating the conformity of the proposed development with the relevant provisions of the Secondary Plan, including the conceptual parks plan; and
- to provide a framework within which streetscape initiatives of the City will be developed and implementation mechanisms identified.

The Context Plan builds on the policies of OPA 517, and provides general development guidelines for the Clairtrell Area's potential redevelopment. The Context Plan includes development, urban design, transportation and open space guidelines and diagrams. The Context Plan is intended to be used in conjunction with Official Plan policies to guide the City's review of zoning amendment and site plan applications in the area, and to guide public improvement initiatives. The Context Plan is intended to provide landowners, the development community, and residents in the surrounding area with general development guidelines as to how this area could ultimately be redeveloped.

History

OPA 517 resulted from a local area planning study undertaken by the City for the subject lands, in response to separate development applications submitted by Elk Island and All Souls' Church in 2001. The study considered Official Plan options for potential development in the northwest Bayview/Sheppard quadrant. OPA 517 added area-specific development policies under section 4.2.2.1 of the Secondary Plan, i.e. "Teagarden Court/ Mallingham Court/ Clairtrell Road Area" (see Attachment 3).

The May 13, 2002 Decision/Order 0558 regarding OPA 517 sets out that for the subject lands (with the exception of the lands on the west side of Clairtrell Road), the City will require the proponent to prepare a "Context Plan" illustrating how the policies of the Sheppard East Subway Corridor Secondary Plan are to be implemented.

OPA 517 provides for mixed use development along Bayview Avenue, Sheppard Avenue, and a portion of Spring Garden Avenue, and residential development on the east and west sides of Clairtrell Road. Permitted densities in the OPA 517 area range from 1.4 FSI to 3.0 FSI.

Site and Surrounding Area

The lands within the Context Plan area are currently developed with a range of uses, including:

- the Bayview Subway station at the corner of Bayview and Sheppard Avenues, and an adjacent landscaped open space area;
- detached houses (Spring Garden Avenue, Teagarden Court, and portions of Clairtrell Road);

- townhouses (Mallingham Court and portions of Clairtrell Road);
- residential condominium apartments (northeast and northwest corners of Clairtrell Road/Sheppard Avenue), with townhouses on Clairtrell Road;
- 3 storey commercial building (corner of Bayview and Sheppard Avenues); and
- the All Souls' Church (recently renamed the Church of the Incarnation), which occupies a large site with frontage on both Bayview Avenue and Clairtrell Road, and also includes a residential apartment building on Bayview Avenue.

The Context Plan area generally slopes upward from south to north, and from west to east, with some properties within the area having relatively large changes in elevation.

To the north of the Context Plan area, across Spring Garden Avenue, are St. Gabriel's elementary school (at Bayview Avenue), and single detached houses. To the south of the Context Plan area across Sheppard Avenue is a low-rise residential neighbourhood consisting of single detached houses and multiple unit buildings and a gas station at the southwest corner of Bayview and Sheppard. To the east across Bayview Avenue is the Bayview Village shopping centre, with a new Loblaws addition under construction, and two approved (but not built) 15-storey residential buildings, one on Bayview Avenue and one on Sheppard Avenue close to the northeast Bayview/Sheppard corner. To the west are St. Elizabeth's Church (fronting Sheppard Avenue) and single detached houses on Greenfield Avenue and Spring Garden Avenue.

Official Plan

Section 4.2.2.1 of the Sheppard East Subway Corridor Secondary Plan contains the area-specific development policies for the northwest Bayview/Sheppard quadrant, which were added through OPA 517. This area is to be developed primarily with residential uses, in keeping with the characteristics of the Bayview Node. The Secondary Plan assigns a range of residential designations, and provides for higher density, mixed uses closest to the arterial roads. The land use designations are as follows (see Attachments 2, 3 and 4):

- the lands along Bayview Avenue and at the corner of Bayview and Sheppard Avenues are designated Mixed Use, with a density of 3.0 FSI and permission for a variety of uses including residential, commercial, institutional and other uses;
- a small parcel of land right at the northwest corner of Bayview and Sheppard Avenues is designated Local Open Space;
- the lands on the east side of Clairtrell Road are designated RD5, with a density of 2.0 FSI, and intended for medium-rise multiple unit housing; and
- the lands on the west side of Clairtrell Road are designated RD2 (with 1.4 FSI) and RD4 (with 1.5 FSI density), for low rise ground-oriented housing, including multiple attached housing.

The properties at the northeast and northwest corners of Sheppard Avenue and Clairtrell Road, which are developed with 14-storey residential buildings and townhouses along Clairtrell Road, are designated Mixed Use. These properties are part of this Context Plan area due to their proximity to the OPA 517 lands, however those lands were not part of OPA 517 as they were considered through separate development applications.

New Official Plan

At its meeting of November 26-28, 2002, City Council adopted the new Official Plan for the City of Toronto. The Minister of Municipal Affairs and Housing approved the new Plan, in part, with modifications. The Minister's decision has been appealed in its entirety. The Official Plan is now before the Ontario Municipal Board and prehearing conferences are taking place.

Once the new Official Plan comes into full force and effect, it will designate the lands within the Context Plan area Mixed Use (the majority of lands in the area), Apartment Neighbourhood (west side of Clairtrell Road), and Parks (northwest corner of Bayview/Sheppard). The Sheppard East Subway Corridor Secondary Plan has been carried forward into the new Official Plan (renamed the Sheppard Subway Secondary Plan), with the same uses and permissions as the existing Secondary Plan.

Zoning By-law 7625

The lands within the Context Plan area are currently zoned as follows (see Attachment 5):

- R3 – lands on east and west sides of Clairtrell Road (including the All Souls' Church property, which extends to Bayview Avenue), and lands on the south side of Spring Garden Avenue;
- R4 – lands fronting on Teagarden Court;
- RM1 – lands fronting on Mallingham Court;
- RM1(57) – townhouse lands on the west side of Clairtrell Road, north of the corner development;
- RM6(108) – lands at the northeast and northwest corners of Sheppard Avenue and Clairtrell Road;
- C1 Commercial – lands at the northwest corner of Bayview and Sheppard Avenues;
- O1 Open Space – publicly owned lands at the northwest corner of Bayview and Sheppard Avenues.

Community Consultation

A Community Consultation Meeting was held on January 10, 2005, for the purpose of discussing both the Context Plan (first part of the meeting) and the townhouse development application at

9 and 11 Clairtrell Road (second part of the meeting). The purpose of the meeting on the Context Plan was to discuss the requirement for the Context Plan, its process and principles, in light of Secondary Plan objectives, and any general or specific questions or comments of meeting participants.

Approximately 40 members of the public attended, along with the Ward Councillor, staff from City Planning and Parks Policy and Development, and the applicant for 9 and 11 Clairtrell Road. Written comments have also been provided to staff. The comments provided by area landowners and residents with respect to the northwest Bayview/Sheppard quadrant, which have been considered in preparation of the Context Plan, are generally related to the following matters:

- density of development in the area;
- the provision of parkland to serve the local area, and how to ensure that cash-in-lieu of parkland funds are allocated to the local area;
- streetscape treatment, including the desire for additional green space and tree plantings on both public and private properties;
- the types of commercial uses that would be permitted in the Mixed Use areas;
- the desire of All Souls' Church to cater to all members of the community, and the needs of the "North Yorkers for the Disabled" residential use within the community;
- location of the future proposed east/west pedestrian walkway connecting Clairtrell Road and Bayview Avenue;
- traffic congestion in the Bayview/ Sheppard area, including the desire for dual southbound left turn lanes from Bayview Avenue eastbound onto Sheppard Avenue;
- location of vehicular access to new development;
- parking standards for new development in the quadrant, including visitor parking, and parking for the All Souls' Church;
- concerns regarding commuter parking on local streets; and
- permitted density transfers and incentives in the quadrant.

Comments:

Objectives for the Context Plan Area

The Context Plan provides a framework which, along with the Official Plan, attempts to achieve a balance between transit supportive development and development that provides an appropriate transition to the stable residential areas to the north and west of the Context Plan area. The Context Plan responds to the Official Plan's direction that this is primarily a residential area, but

with provision for higher density, mixed uses along the Bayview and Sheppard Avenue frontages, and medium densities and residential uses permitted on the east and west sides of Clairtrell Road and along the south side of Spring Garden Avenue.

The Context Plan includes diagrams, illustrations and guidelines intended to provide direction for the form and type of development desired in the area, and to establish the types of public realm improvements and appropriate relationships with the surrounding area. The overall layout and built form objectives of the Context Plan are expressed in the Public Realm Diagram and the Building Height and Structure Diagram.

Public Realm

The Public Realm Diagram illustrates the layout of streets and blocks in the area. Existing public streets are to remain, and will have tree-lined boulevards with sidewalks that form the principal pedestrian network in the area. An east-west, mid-block pedestrian link between Clairtrell Road and Bayview Avenue is also proposed, approximately in line with Teagarden Court. The Structure Diagram highlights other key features of the Context Plan, including the existing Bayview subway station, the gateway building, public art opportunity, and proposed Urban Transit Square at the northwest corner of Bayview and Sheppard Avenues.

Section 2.0 of the Context Plan, Development Structure, provides guidelines aimed at ensuring a high quality streetscape, pedestrian amenity, and public “people” places, as the organizing elements for the neighbourhood, backdrop to the desired built form, and expression of the particular features of the area including the Bayview subway station.

Building Height and Structure

Interpreting the density permissions and other requirements of the Secondary Plan, the Building Height and Structure Diagram expresses the desired built form scenario in terms of generalized building types and heights. As an overall concept, the more intensive development is permitted along Bayview Avenue and Sheppard Avenue, including a “gateway” building at the northwest corner of Bayview and Sheppard. The Building Height and Structure Diagram provides a transition to grade-related or mid-rise buildings on the east side of Clairtrell Road and on the south side of Spring Garden Avenue east of Clairtrell Road, and finally to exclusively grade-related units on the west side of Clairtrell Road adjacent to the stable low density residential area. The range of generalized heights is expressed in storeys and in metres, consistent with the Secondary Plan densities and the desired built form expressed in the Context Plan.

The proposed Building Height and Structure, together with the Built Form and Massing guidelines found in section 3.0 of the Context Plan, provides for a range of types and scales of buildings within the Context Plan area, in accordance with Secondary Plan densities. The Secondary Plan’s objectives for mixed use buildings to be provided along the Bayview and Sheppard Avenue frontages is also further articulated in these guidelines, through the provision of matters including active at-grade uses.

The diagram expresses general desired building heights in both storeys and metres. Three and 4 storey, grade-related buildings (11.0 m) are proposed on the west side of Clairtrell Road.

Grade-related to mid-rise buildings ranging from 6-8 storeys (20 m, 26 m) are proposed on the east side of Clairtrell Road. The base building form on the south side of Spring Garden Avenue west of Bayview Avenue would be in the range of 3-6 storeys (11 – 20 m). Mid-rise buildings along the easternmost edge of the Context Plan area, where permitted densities are 3.0 FSI, would be in the range of 12 – 14 storeys (38 – 44 m). The Context Plan provides for a building in the range of 14-15 storeys at the corner of Bayview and Sheppard Avenues, with a height limit of 42.5 m. As part of its consideration of OPA 517, City Council had specifically directed the 42.5 m height limit for the site at the corner of Bayview and Sheppard Avenue.

Throughout the Context Plan area, there is a desire for pedestrian scale buildings along street frontages, with adequate setbacks to ensure adequate opportunities for landscaping to be provided on private lands, consistent with adjacent public streetscape treatment. Along Bayview and Sheppard Avenues and where mid-rise buildings are permitted, a pedestrian scale base building should be provided, with appropriate setbacks of higher storeys, as indicated in the guidelines.

In addition to the redevelopment guidelines for mid-rise and Bayview and Sheppard buildings, the Context Plan also recognizes the existing All Souls' Church on one of the larger sites within the area, which has frontage on both Clairtrell Road and Bayview Avenue. Additional guidelines are provided for institutional-type buildings in the Context Plan area (section 3.5).

Parks and Open Space

Section 2.2 of the Context Plan provides guidelines for parks and open space, which include a proposed Urban Transit Square, private open space, and an east-west pedestrian link. It has been determined through review and consultation with the Economic Development, Culture and Tourism Department that a new public park of a viable size cannot be achieved within the Context Plan area from the expected parkland contributions from the area's development parcels. Economic Development, Culture and Tourism staff have therefore recommended that required parkland dedications be provided in the form of cash-in-lieu, to be directed to acquiring parkland that will service the local area. Parks staff have advised that the City is currently in the process of assembling new parkland three blocks west of Clairtrell Road at Longmore Street and Greenfield Avenue.

The existing public open space at the northwest corner of Bayview Avenue and Sheppard Avenue should be retained and enhanced. This open space is envisioned as an "Urban Transit Square" and its design should reflect its immediate proximity to the Bayview subway station, and should complement a proposed gateway building at this intersection. The guidelines in section 2.2.1.1 of the Context Plan provide additional direction for this public open space, including the provision of a public art feature.

The Context Plan encourages the provision of private outdoor open space which, where possible, would also be accessible to the public and co-ordinated to provide a network of private outdoor open spaces in conjunction with public sidewalks and walkways (see section 2.2.2). Private open space provides recreational opportunities and visual amenity, and may take the form of features including courtyards, plazas, walkways, urban gardens and patios, incorporated into redevelopment projects and co-ordinated where possible.

An east-west pedestrian link is proposed as part of the open space network of the Context Plan (section 2.2.3). The link would provide a mid-block pedestrian connection between Clairtrell Road and Bayview Avenue, providing a pleasant and convenient route to the Bayview subway station and the Bayview Village Mall. The link would generally follow the Teagarden Court alignment, and would take advantage of the future signalization of this street at Bayview Avenue. Additional guidelines for the form and features of the pedestrian link are provided in the guidelines.

Parking and Servicing

Guidelines related to parking and servicing are found in section 4.0 of the Context Plan. Sufficient parking and servicing facilities should be provided to serve new development, and should be provided in a way that minimizes physical and visual impacts on public streets and open spaces. Parking is to be transit supportive, and minimum and maximum parking standards may be used to help achieve this objective. The guidelines provide for other matters including the co-ordination and consolidation of access and servicing areas where possible, and appropriate location and screening of parking and service areas and utilities.

Transportation Monitoring

As the Context Plan area is designated as a key development area in OPA 392, the transportation monitoring policies apply. This monitoring will include periodic traffic counts to determine the extent of traffic infiltration into the stable residential area to the north and west, and identify potential mitigating measures if required.

Implementation

This Context Plan is intended to guide the preparation of future regulatory planning mechanisms, including zoning by-laws and site plan approvals. The Context Plan sets out specific guidelines and approaches that fulfill the overall objectives of the Secondary Plan.

Innovative, high quality development, designed to respect the adjacent community, streets and open spaces and buildings within the block will be encouraged. Each development application will be evaluated on its own merits to address site-specific conditions. To achieve the density objectives of the Secondary Plan and to implement the Context Plan guidelines, comprehensive developments are encouraged, where possible.

Conclusions:

The Clairtrell Area Context Plan builds on the Sheppard East Subway Corridor Secondary Plan policies, as well as the site-specific Secondary Plan policies arising from OPA 517 for the Teagarden Court/Mallingham Court/Clairtrell Road Area. The Context Plan provides an overall public realm and development structure to guide the review of planning applications in the area, as well as City-initiated improvements. It is recommended that City Council approve the Clairtrell Area Context Plan found in Attachment 6.

Contact:

Catherine Cieply, Senior Planner

Telephone: 416 395 7109; Fax: 416 395 7155; E-mail: ccieply@toronto.ca

List of Attachments:

Attachment 1: Sheppard East Subway Corridor Secondary Plan, Map D.15.1

Attachment 2: Sheppard East Subway Corridor Secondary Plan, Map D.15.2

Attachment 3: Sheppard East Subway Corridor Secondary Plan, Map D.15.3

Attachment 4: Existing Official Plan

Attachment 5: Existing Zoning

Attachment 6: Clairtrell Area Context Plan

(Attachments 1 – 6 referred to in the foregoing report were forwarded to all Members of the North York Community Council; with the agenda for its meeting on March 30, 2005; and copies are on file in the City Clerk's Office, North York Civic Centre)

(Attachment 6 – Clairtrell Area Context Plan was forwarded under separate cover to all Members of City Council for its meeting on April 12, 13 & 14, 2005)

A staff presentation was made by Catherine Cieply, Senior Planner, North District, Urban Development Services.

A recorded vote on the Recommendations, moved by Councillor Fillion, Ward 23 – Willowdale was as follows:

FOR: Councillors Minnan-Wong, Li Preti, Augimeri, Fillion, Jenkins, Carroll, Pitfield

AGAINST: Councillors Shiner, Stintz

ABSENT: Moscoe, Feldman

Carried.