STAFF REPORT
ACTION REQUIRED

55 Antibes Drive
Zoning By-law Amendment and Subdivision Applications – Final Report

Date: December 15, 2011
To: North York Community Council
From: Director, Community Planning, North York District
Wards: Ward 10 – York Centre
Reference Number: 10 227202 NNY 10 OZ & 11 181715 NNY SB

SUMMARY

The Zoning By-law Amendment proposes to amend the zoning for the vacant lands at 55 Antibes Drive to permit a development of 203 condominium townhouse units comprised of 41 freehold units and 162 condominium units. The subdivision application would establish a public road through the site and create a number of development blocks for residential buildings.

The proposal would result in a compact low-rise residential development containing a variety of unit sizes, thus making efficient use of land and existing infrastructure, including public services and facilities, parks and open spaces and recreation facilities.

This report reviews and recommends approval of the application to amend Zoning By-law No. 7625 of the former City of North York.

This report also advises that the Chief Planner intends to approve the Draft Plan of Subdivision.
RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend Zoning By-law No. 7625 of the former City of North York, for the lands at 55 Antibes Drive substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 7 to this report.

2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

3. Before introducing the necessary Bills to City Council for enactment, require the Owner to enter into an Agreement pursuant to Section 37 of the Planning Act as follows:
   a. The community benefit recommended to be secured in the Section 37 Agreement is as follows:
      i. A $250,000 cash payment to be used for capital improvements to Antibes Park, to be paid prior to the issuance of the first above-grade building permit for the development, with such amount to be indexed upwardly in accordance with the Statistics Canada Non-residential Construction Price Index for Toronto, calculated from the date of the Section 37 Agreement to the date of payment.

4. Before introducing the necessary Bills to City Council for enactment, the City’s Notice of Approval Conditions is to be issued under Section 41(16) of the Planning Act and Section 114 of the City of Toronto Act.

5. In accordance with the delegated approval under by-law 229-2000, as amended, City Council be advised that the Chief Planner intends to approve the draft plan of subdivision as generally illustrated on Attachment 2 to this report subject to:
   a. the conditions as generally listed in Attachment 8 to this report, which except as otherwise noted must be fulfilled prior to the release of the plan of subdivision for registration; and
   b. any such revisions to the proposed subdivision plan or any such additional modified conditions as the Chief Planner may deem to be appropriate to address matters arising from the on-going technical review of this proposal.

Financial Impact
The recommendations in this report have no financial impact.
DECISION HISTORY
The application for Zoning By-law Amendment was submitted on July 23, 2010 and a preliminary report for this application was considered by North York Community Council at its January 18, 2010 meeting. The report provided background information on the proposal and recommended that a community consultation meeting be scheduled with the Ward Councillor and that notice for the public meeting be given according to the regulations of the Planning Act.

North York Community Council adopted the staff recommendations and directed that the notice area for the community consultation meeting be expanded. In addition, Community Council directed staff “to address infrastructure, environmental, zoning and other matters related to this development” at the community consultation meeting.

The Preliminary Report is available at:


The application for draft plan of subdivision was submitted on May 18, 2011 and is being reported on concurrently with this application for Zoning By-law Amendment.

ISSUE BACKGROUND
Proposal
These applications propose a development of 203 townhouse units and a variety of townhouse types and sizes are proposed. The northern portion of the site would contain 41 freehold townhouses with a height of 3 storeys (11 metres). Access to the freehold townhouses would be from Antibes Drive and the proposed “Street A” and each townhouse unit would be provided with integral single car garages and a second parking space being provided on the driveway in front of the garage. These townhouses would also have curb-side garbage pickup.

The southern portion of the site would contain 96 stacked condominium townhouses and 66 back-to-back condominium townhouse units. The back-to-back units are proposed to be 3 storeys (11 metres) in height and the stacked townhouse units are proposed to be 4 storeys in height (12 metres). Parking for the stacked townhouses and back-to-back townhouses would be provided in a single storey below-grade parking structure containing 240 parking spaces. Access to the underground garage would be provided by a driveway from the proposed “Street A”.

A community room and outdoor swimming pool are proposed in the southwest corner of the site for use by residents. A garbage room and loading area is proposed adjacent to the drive aisle to the underground parking garage. Additional garbage and recycling rooms are provided in the underground parking structure.
The development would have a total gross floor area of 24,269m$^2$ representing a gross Floor Space Index (FSI) of 1.0. With the proposed public road removed from the calculation, the net Floor Space Index would become 1.1.

The application for draft plan of subdivision proposes 6 development blocks. Blocks 1 to 5 would accommodate the proposed freehold townhouse units and Block 6 would accommodate both the stacked and back-to-back condominium townhouses, with a separate parcel proposed to accommodate the proposed public road.

Additional statistics are provided on the Application Data Sheet (Attachment No. 6).

**Site and Surrounding Area**

The site is located on the south side of Antibes Drive west of Bathurst Street. It has an area of 2.43 hectares, a frontage of 173 metres on Antibes Drive and a lot depth of approximately 124 metres. The site is undeveloped and is a generally flat field with a few trees scattered sparsely along Antibes Drive and the easterly and southerly portions of the site.

Land uses surrounding the site are as follows:

**North:** Directly north across Antibes Drive is a condominium development comprising 95 semi-detached dwellings (Coach Liteway and Candle Liteway). To the east of the semi-detached dwelling are two 28-storey condominium apartment buildings (80 and 100 Antibes Drive).

**South:** Immediately south of the site is the Westminster Cemetery and Mausoleum accessed via a private driveway from Bathurst Street which abuts the site’s southerly limit. The Beth Tzedec Memorial Park and Cemetery is located to the south of the driveway, beyond which are the Hydro Corridor and Soccer Fields, Esther Shiner Stadium, North York Centennial Arena and Northview Heights Secondary School.

**East:** Antibes Park is located immediately east of the site, and further east are two condominium apartment buildings, 12- and 26-storeys in height, which abut Bathurst Street (115 and 135 Antibes Drive).

**West:** To the west of the site, at the southeast corner of Antibes Drive and Torresdale Avenue, is a two-tower condominium development (Hemisphere), consisting of a 22-storey building at 131 Torresdale Avenue and a 25-storey building at 133 Torresdale Avenue.

**Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and protecting

Staff report for action – Final Report – 55 Antibes Drive
public health and safety. City Council’s planning decisions are required to be consistent with the PPS.

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 by the Planning Act, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

**Official Plan**
The Official Plan designates the subject site *Apartment Neighbourhoods*. *Apartment Neighbourhoods* are made up of apartment buildings and parks, local institutions, cultural and recreational facilities and small-scale retail, service and office uses that serve the needs of area residents. Townhouses and other low-rise residential built-forms are provided for in *Apartment Neighbourhoods*.

*Apartment Neighbourhoods* are considered physically stable areas where significant growth is generally not anticipated. New development within *Apartment Neighbourhoods* is required to maintain the stability of the surrounding area and to reinforce the existing physical character of the buildings, streetscapes and open space patterns.

Policy 4.2.2 of the Plan establishes development criteria in *Apartment Neighbourhoods*, including:

- Locating and massing new buildings to frame the edges of streets and parks with good proportion;
- The provision of sufficient off-street motor vehicle and bicycle parking for residents and visitors;
- Locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and
- Providing recreation space for residents in multi-unit residential development.

The Official Plan provides for the use of Section 37 of the Planning Act to secure the provision of community benefits in return for an increase in height and/or density of a development.

**Zoning**
The site is zoned “R4” (One-Family Detached Dwelling Fourth Density) Zone in the former City of North York Zoning By-law No. 7625. The “R4” zone permits single detached dwellings and accessory uses. A limited number of institutional and recreational uses as well as home occupations are also permitted.
Draft Plan of Subdivision
An application for Draft Plan of Subdivision was submitted to the City on May 18, 2011 to establish the public road through the site and create development blocks for the townhouse buildings.

Site Plan Control
An application for Site Plan Control Approval will be required but has not yet been submitted.

Draft Plan of Condominium
An application for Draft Plan of Condominium will be required for the creation of the condominium units but has yet to be submitted.

Reasons for Application
The proposal requires an amendment to the North York Zoning By-law to permit the proposed townhouses and to establish appropriate standards for gross floor area, height, setbacks, parking, landscaped open space and other matters.

The application for Draft Plan of Subdivision is required to establish the public road through the site, and to create development blocks lots for the townhouse buildings.

Community Consultation
A Community Consultation meeting was held on March 28, 2011 in the Northview Heights Secondary School Auditorium. The meeting attracted approximately 160 residents from the community.

The following issues were raised:

- The volume of existing traffic in the area, on nearby arterial roads as well as on the local street network;
- The anticipated increase in traffic in the area generated by the new development;
- The ability of the existing sanitary and storm infrastructure to handle effluent/runoff from additional dwelling units in this neighbourhood;
- The appropriateness of the site for a townhouse development; and
- Concern that the city did not purchase the development site for City park purposes when the opportunity arose.

Agency Circulation
The applications were circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the applications and to formulate appropriate by-law standards and conditions of Draft Plan Approval.
COMMENTS

Provincial Policy Statement and Growth Plan

The Provincial Policy Statement (2005) (PPS) includes policies to manage and direct land use to achieve efficient development and land use patterns. Municipal planning decisions are required to be “consistent with” the PPS. The PPS requires that a range of land uses be provided and that intensification and redevelopment opportunities are identified and promoted.

The PPS promotes intensification and redevelopment opportunities through a more compact building form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities. The proposal is consistent with the PPS in this regard. The proposed land use and density provides a compact built form that supports an efficient use of land and existing transit infrastructure.

The proposal also conforms to the Growth Plan for the Greater Golden Horseshoe which states that population growth will be accommodated by directing new growth to the built up areas of the community through intensification. As this site is located in a built up area designated for growth in the City’s Official Plan, and the proposal is intensifying the use of land for housing, the proposal conforms to the Growth Plan.

Land Use

The site is designated Apartment Neighbourhoods in the Official Plan. Apartment Neighbourhoods are made up of apartment buildings and parks, local institutions, cultural and recreational facilities, and small-scale retail, service and office uses that serve the needs of the area residents. All land uses provided for in the Neighbourhoods designation are also permitted in Apartment Neighbourhoods including townhouses. The proposed townhouse project meets the criteria for development in an Apartment Neighbourhood, and is compatible with the physical character of the surrounding neighbourhood which is comprised of high rise apartments and semi-detached dwellings.

Density, Height and Massing

The applicant is proposing 203 townhouse units configured within 13 building blocks. The proposed total gross floor area is 24,269m² resulting in an overall gross density of 1.0. The exclusion of the proposed public road from the calculation results in a net density of 1.1 times the lot area which is an appropriate density for this townhouse development.

The freehold townhouses and the back-to-back condominium townhouses have a proposed height of 3 storeys and eleven (11) metres while the stacked townhouse blocks have a proposed height of 4 storeys and twelve (12) metres with the lowest floor being partially below grade. The site is in a neighbourhood which contains apartment buildings with considerable height – 22, 25, and 28 storey buildings are located in close proximity to the site. A condominium development of two-storey semi-detached dwellings is located across Antibes Drive. The low-rise, grade-related proposal containing 3- and 4-
storey townhouses on the subject site would provide an appropriate interface with Antibes Park to the east, the two storey semi-detached dwellings to the north and surrounding apartment buildings with greater height to the west and the north-east. As a result, the proposal is compatible with the character of the broader residential community.

**Infill Townhouse Guidelines**

The Infill Townhouse Guidelines, adopted by Council, include criteria to ensure that low-rise infill townhouse developments are compatible within existing residential neighbourhoods. The proposal has regard for these guidelines by:

- Orienting the main facades of the freehold townhouses towards Antibes Drive and the proposed public “Street A”, thus creating an animated streetscape appropriate for pedestrians along the public sidewalk;
- Providing a minimum unit frontage of at least 6 metres;
- Minimizing the height of the front entrance to individual units from the street;
- Supporting the public realm objectives by constructing buildings to define the edge of, and face onto, Antibes Park in order to frame, and provide overlook into, the park;
- Garbage and recycling is consolidated in a single building at the southwest corner of the site and in additional rooms in the underground parking structure to minimize its impact on public streets and open spaces;
- The development provides adequate sunlight and skyviews from public streets or open adjacent parks;
- The front facades of the blocks fronting onto the public streets and park are attractive and well proportioned; and
- The development provides adequate light, views out and privacy conditions by achieving adequate separation distances between buildings.

The proposed Zoning By-law Amendment (Attachment 7) implements the built-form and urban design objectives of the Official Plan.

**Streetscape**

The layout of the proposal would result in a landscaped pedestrian street-edge along Antibes Drive in a location that has never been developed. Eleven of the freehold townhouse units will front Antibes Drive with each unit having a driveway and front door on this street. The proposed building setback would create a defined street edge that delineates the street and offers a comfortable pedestrian environment.

Additionally, 3 townhouse blocks that are situated perpendicular to Antibes Drive would be architecturally designed so that the end units adjacent Antibes Drive would have front doors facing the public road to further provide overlook and animation.

The proposed internal public road would have a right-of-way width of 18.5 metres. Sidewalks with a width of 1.7 metres are proposed along both sides of the proposed road.
Units would front directly onto the new public road or the end units of blocks would be designed with main entrances fronting directly onto the new road.

**Sun and Shadow**

The applicant has submitted a Shadow Study for the proposal that demonstrates the shadow impacts of the project on adjacent streets and properties. The shadow study has been reviewed by City staff and is acceptable.

**Traffic Impact, Access and Parking**

The applicant submitted a Traffic Impact Study dated July 2010 and a Traffic Impact Study Update, dated April 11, 2011, prepared by LEA Consulting Ltd. to support the proposed development. Transportation Services staff have accepted the results of the Traffic Impact Study and advise that the traffic associated with the proposed development can be accommodated on the existing road network with an acceptable level of service at all signalized intersections within the study area. Transportation Services staff advise the proposed parking supply meets the residential parking requirements in the Zoning By-law.

Vehicular access to the site would be provided by a new public road internal to the site with two full movement accesses from Antibes Drive.

The site circulation and parking garage layout have been reviewed and accepted by Transportation Services Staff.

At the Community Consultation Meeting it was suggested that the applicant be required to provide a secondary egress/access for site-generated traffic. It was envisioned that site traffic could use an existing driveway located immediately to the south of the site to access Bathurst Street, thus providing relief to Antibes Drive. Staff investigated the idea. However, the driveway is privately owned and is very narrow, much less than the 20 metres required for a public road. The use of a private driveway, owned by a third party, as a public access to the development site would not be permitted or endorsed by the City. It is City staff’s opinion that the site functions appropriately without the need for a secondary access/egress.

**Bicycle Parking**

The Official Plan contains policies that encourage reduced automobile dependency as well as promoting alternative modes of transportation. The policies contained within the Plan attempt to increase the opportunities for better walking and cycling conditions for residents of the City. Policy 2.4.7 states, “Policies, programs and infrastructure will be introduced to create a safe, comfortable, and bicycle friendly environment that encourages people of all ages to cycle for every day transportation and enjoyment including the provision of bicycle parking facilities in new developments”.

Transportation Services staff are recommending the following bicycle parking rates:

**Residential:**
• Long term – 0.7 spaces per dwelling unit; and
• Short term – 0.08 spaces per dwelling.

It is acknowledged that bicycle parking for the freehold units will occur within the dwelling, the integral garage or within the lot. The applicant has not proposed any bicycle storage facilities on the site for the stacked or back-to-back condominium units. The applicant has been advised that secure bicycle storage facilities will be required for the occupants of the stacked and back-to-back townhouse units. The proposed Zoning By-law incorporates the above-noted bicycle parking rates as a minimum performance standard for both the back-to-back and stacked units. The provision of secure bicycle parking storage areas will be required at the Site Plan Approval stage. A minimum of 125 bicycle parking spaces will be required for the back-to-back and stacked units.

**Servicing**

The applicant provided a Functional Servicing Report, revised dated September 2011, by R. V. Anderson Associates indicating the proposal would meet the City’s Storm Water Management and Overland Water Flow guidelines. The policies are intended to ensure that grading provides for positive overland stormwater flow over the site. The assessment confirms the existing municipal infrastructure is adequate to service the proposed development. Technical Services staff have reviewed the servicing assessment and have requested revisions. Finalizing these site servicing issues can be addressed at the Site Plan approval stage.

**Open Space/Parkland**

The Official Plan contains policies to ensure that Toronto’s system of parks and open spaces are maintained, enhanced and expanded. Map 8B of the Toronto Official Plan shows the local parkland provisions across the City. The lands which are the subject of this application are in an area with 3.0 + hectares of local parkland per 1,000 people. The site is in the highest quintile of local parkland provision. The site is not in a parkland priority area.

As the site is not located within a Parkland Acquisition Priority Area it is therefore subject to the 5% residential rate for parkland dedication. The required parkland dedication will be 0.11 hectares.

The applicant proposes to satisfy the parkland dedication requirement by cash-in-lieu and Parks, Forestry and Recreation staff advise this is acceptable because an addition to Antibes Park would not add to its functionality. The actual amount of cash-in-lieu to be paid will be determined at the time of issuance of the building permit.

**Toronto Green Standard**

On October 27, 2009 City Council adopted the two-tiered Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Tier 1 is required for new development. Tier 2 is a voluntary, higher level of performance with financial incentives. Achieving the Toronto Green Standard will improve air and water
quality, reduce greenhouse gas emissions and enhance the natural environment.

The applicant is required to meet Tier 1 of the TGS. The site specific zoning by-law will secure performance measures for the following Tier 1 development features: provision of the minimum number of parking spaces and securing weather protected bicycle parking spaces on site.

Performance measures for the Tier 1 development features will be secured through the Subdivision Approval process including stormwater management/retention measures.

Other applicable TGS performance measures will be secured through the Site Plan Approval process including green roofing techniques to reduce the urban heat island effect; the provision of high-albedo surface material at-grade; and, the incorporation of landscaped areas planted with native plants and/or water-efficient plants.

Section 37

Community benefits are typically acquired through the application of Section 37 policies which have been incorporated into the Official Plan. The city’s opportunity to utilize Section 37 is through an implementing Zoning By-law permitting a height and/or density increase for a specific development.

It is staff’s opinion the proposed development constitutes good planning. It is consistent with the objectives and policies of the Official Plan, addresses the built form policies of the Plan and fulfils the municipal objectives of appropriate urban design as expressed in the Infill Townhouse Guidelines. The applicant has agreed to a Section 37 benefit contribution of $250,000 if the contribution is used to make improvements to Antibes Park which is located to the east of the subject site.

Antibes Park currently has a small play area with some benches scattered throughout the park. The park could be enhanced with a pathway system, additional play structures, lighting, and more planting areas. City Planning staff can recommend this monetary contribution to be secured in the Section 37 agreement as follows:

1. A $250,000 cash payment to be used for capital improvements to Antibes Park, to be paid prior to the issuance of the first above-grade building permit for the development, with such amount to be indexed upwardly in accordance with the Statistics Canada Non-residential Construction Price Index for Toronto, calculated from the date of the Section 37 Agreement to the date of payment.

Tenure

The applicant advises that 41 of the proposed townhouses will be freehold while the 162 stacked and back-to-back townhouse units will be part of one or more condominium corporations.
Development Charges

It is estimated that the development charges for this project will be approximately $1.8 million. This is an estimate. The actual charge is assessed and collected upon issuance of the building permit.

Conclusion

This is an application to amend the Zoning By-law to permit a 203-unit development consisting of 41 freehold townhouse units and 162 condominium units comprising 96 stacked unit and 66 back-to-back units with buildings ranging in height between 3 and 4 storeys (11 to 12 metres) at a total gross density of 1.0 FSI.

This infill proposal is appropriate for a vacant lot designated Apartment Neighbourhoods in an area comprised mainly of high-rise apartment buildings and semi-detached dwellings. The proposal also conforms to the general development criteria in the Official Plan for infill development in an Apartment Neighbourhoods area. The proposal is consistent with the policies and provisions of the Provincial Policy Statement and is in conformity with the Greater Golden Horseshoe Growth Plan.

The proposed zoning by-law will limit the number of units and the maximum gross floor area and provide appropriate standards for yard setbacks, distances between buildings and building height.

A Draft Plan of Subdivision Application has been submitted to establish a public road through the site and create blocks for the townhouse buildings. The subdivision design is acceptable.

In conclusion, the proposed development is appropriate for the site and it is recommended that the application be approved.

CONTACT

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Fax No.  (416) 395-7155
E-mail:  cfergus@toronto.ca

SIGNATURE

_____________________________
Allen Appleby, Director
Community Planning, North York District
ATTACHMENTS
Attachment 1: Site Plan
Attachment 2: Draft Plan of Subdivision
Attachment 3a: Back to Back Townhouses – Blocks BT1, BT2 & BT3 Elevations
Attachment 3b: Back to Back Townhouses – Blocks BT4 & BT5 Elevations
Attachment 3c: Stacked Townhouses - Block ST1 Elevations
Attachment 3d: Stacked Townhouses – Blocks ST2 & ST3 Elevations
Attachment 3e: Freehold Townhouses - Block RT1 Elevations
Attachment 3f: Freehold Townhouses – Blocks RT2 & RT5 Elevations
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Attachment 4: Zoning
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Attachment 6: Application Data Sheet
Attachment 7: Draft Zoning By-law Amendment
Attachment 8: Conditions of Draft Plan of Subdivision
Attachment 1: Site Plan
Attachment 2: Draft Plan of Subdivision
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Attachment 3c: Stacked Townhouses – Block ST1 Elevations
Attachment 3d: Stacked Townhouses – Blocks ST2 & ST3 Elevations
Attachment 3f: Freehold Townhouses – Blocks RT2 & RT5 Elevations
Attachment 3g: Freehold Townhouses – Blocks RT3 & RT4 Elevations
Attachment 4: Zoning

55 Antibes Drive

File # 10_227202

NOT TO SCALE
Zoning By-law 7625
Extracted 11/29/2011

NOTE: Numbers in brackets denote exceptions to the Zoning Category
Attachment 5: Official Plan

55 Antibes Drive

File # 10_227202

Not to Scale
11/29/2011
**Attachment 6: Application Data Sheet**

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<td>MINKES ANTIBES HOLDINGS INC</td>
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**PLANNING CONTROLS**

| Official Plan Designation: | Apartment Neighbourhood | Site Specific Provision: | |
|---------------------------|-------------------------|-------------------------|
| Zoning: | R4 | Historical Status: | |
| Height Limit (m): | 8.8 | Site Plan Control Area: | N |

**PROJECT INFORMATION**

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**DWELLING UNITS**

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