

**Dufferin Street Avenue Study – Status Report**

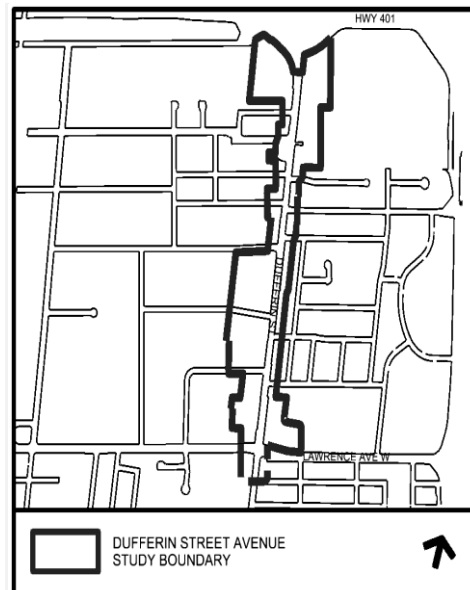
<b>Date:</b>	July 21, 2014
<b>To:</b>	North York Community Council
<b>From:</b>	Director, Community Planning, North York District
<b>Wards:</b>	Ward No. 15 - Eglinton-Lawrence
<b>Reference Number:</b>	File No. 13 147576 NPS 00 TM

**SUMMARY**

This report provides a summary of the Dufferin Street Avenue Study (DSAS) for the portion of Dufferin Street from Highway 401 to just south of Lawrence Avenue West. City staff, the Ward Councillor, the City's consultants, and members of the local community have worked together to develop a vision and framework for new development and the improvement of the public realm on this portion of Dufferin Street. Following from the Study's findings, the report outlines key issues and recommendations, as well as next steps in preparing draft amendments to the Official Plan and Zoning By-law.

The implementation of this study will include a site and area specific Official Plan policy, a new zoning regime suited to this Avenue segment, Urban Design Guidelines to guide development on this portion of Dufferin Street, a Parks and Open Space Strategy, a Community Services and Facilities Strategy, and a Transportation and Infrastructure Master Plan.

This report recommends that Council authorize staff to use the recommendations contained in this report and the consultant's Final Report as a guide to draft Official Plan policies and other appropriate planning tools, forming part of staff's final report to Council, and further community consultation in the second quarter of 2015.



## **Financial Impact**

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

## **RECOMMENDATIONS:**

The City Planning Division recommends that City Council:

1. Direct Staff and the consultant to finalize the Transportation and Infrastructure Master Plans and that Staff provide notification for public review and comment upon completion of the Master Plans in accordance with the Municipal Class Environmental Assessment Process.
2. Direct Staff to use the recommendations contained in this report and the DSAS Final Report as a guide for drafting the Official Plan Amendment and Zoning By-law to create site and area specific policies and new zoning provisions suited to this Avenue segment, and any other appropriate planning tools, that address the matters identified in this report, including, but not limited to: the appropriate mix of residential and non-residential uses; new streets and blocks, standards regulating built form, height, building setbacks and stepbacks, appropriate separation distances, appropriate transition in scale to *Neighbourhoods* and *Employment Areas*, angular planes, parking and bicycle and other performance measures for the segment; the community improvements that are needed to support growth and community benefits to be sought under Section 37 of the *Planning Act*; and the phasing of growth with transportation and servicing improvements.
3. Direct Staff to conduct community consultation on a draft Official Plan Amendment, amendments to the Zoning By-laws, and other planning tools and necessary Implementation Strategies prior to bringing forward these planning tools and strategies to North York Community Council's consideration.

## **DECISION HISTORY**

At the September 13, 2012 meeting of the Planning and Growth Management Committee a public meeting was held under the *Planning Act* on the recommendations to initiate the Dufferin Street Avenue Study as outlined in the August 10, 2012 staff report.

<http://www.toronto.ca/legdocs/mmis/2012/pg/bgrd/backgroundfile-49687.pdf>.

## **ISSUE BACKGROUND**

The City's Official Plan identifies selected corridors along major streets as '*Avenues*' where re-urbanization, supported by a multimodal transportation network, can create jobs

and housing while improving local streetscapes, infrastructure and amenities. Section 2.2.3 of the Official Plan establishes the policy objectives of Avenue studies. Among these policy objectives the Plan directs that both a vision and implementation plan be developed to demonstrate how the streetscape and pedestrian environment can be improved; where new public parks and open spaces can be created, and how the use of the road allowance can be optimized and enhance transit service.

The framework for redevelopment of the *Avenues* will be established with new site and area specific policies and zoning by-law, urban design guidelines, community services and facilities and parks and open space strategies, together with Transportation and Infrastructure Master Plans. These planning tools implement the vision for the corridor created in consultation with the local community. These studies seek to create opportunities for growth and redevelopment supported by high quality transit services, along with urban design and traffic engineering practices that promote a street that is safe, comfortable and attractive for pedestrians and cyclists.

The Dufferin Street Avenue Study was initiated by City Council on October 12, 2012. The stretch of Dufferin Street between Highway 401 to just south of Lawrence Avenue West was selected on the basis that it is comprised of a number of vacant and underutilized lands. The properties fronting onto Dufferin Street are all designated as *Mixed Use Areas* and have the potential for redevelopment, the area is in need of streetscape improvements and a market exists for redevelopment in the area.

## **Study Area**

The Study Area is approximately 1.5 kilometres long and is bound by Highway 401 to the north and extends just south of Lawrence Avenue West, as shown on Attachment 1. Dufferin Street is a major arterial road that provides various connections to the City's transportation network, and carries relatively high volumes of vehicular traffic and transit users daily. The north end of the study area includes Yorkdale Mall a regional shopping destination.

The Avenue Study also examined the lands within the broader community to provide a context for the review. Lands surrounding the Study Area include established residential communities and employment areas and are designated *Employment Areas* and *Neighbourhoods* in the Official Plan.

## **Recent Redevelopment Approvals and Proposals**

In 2008, a development application for the north-east corner of Lawrence Avenue West ('Treviso') was submitted and approved by the Ontario Municipal Board, for 26, 21 and 15 storey residential buildings with grade related retail, with 1,488 condominium units, which included a park, new public road and a daycare facility. These buildings are currently under construction.

In 2010 a development application for a 9-storey 87-unit mid-rise residential building with retail at grade, and 3-storey townhouse units, approved at Dufferin Street and McAdam Avenue. This building is currently under construction.

In 2012 a mixed use development at 3130 Dufferin Street was submitted for 374 residential dwelling units and 1,379m<sup>2</sup> of retail floor space. The application proposes a 12-storey building abutting Dufferin Street, a 6-storey building abutting Apex Road, a 24-storey tower situated internally to the site (in the southwest corner) and a 6-storey base building connecting the 24-storey and 12-storey towers. With 45,814m<sup>2</sup> of gross floor area, the application proposes a Floor Space Index of 5.84.

There is also an active Site Plan Control amendment application for site improvements to 3200-3222 Dufferin Street.

Villa Charities has advised the City that it would like to undertake a campus planning exercise for the Columbus Centre lands at the southwest corner of Dufferin Street and Lawrence Avenue West. There have also been pre-application consultations on a number of other sites in the study area.

## **Provincial Policy Statement**

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.

Policy areas relevant to the Avenue study review include:

- land use patterns that are based on densities and a mix of land uses which efficiently use land and resources, infrastructure and public service facilities, and minimize negative impacts to air quality and climate change;
- identification of opportunities for intensification in appropriate locations, taking into account the existing building stock and the availability of suitable infrastructure and public service facilities;
- planning public streets, spaces and facilities to be safe, meet the needs of pedestrians and facilitate both pedestrian and non-motorized movement;
- planning and protecting for corridors and rights-of-way for transportation, transit and infrastructure facilities;
- supporting energy efficiency and improved air quality by planning for compact urban form, promoting public transit and promoting design and orientation which maximizes the use of alternative/renewable energy;

- as part of a multi-modal transportation system, connectivity within and among transportation systems and modes should be maintained and, where possible, improved, including connections which cross jurisdictional boundaries; and
- land use patterns, densities and a mix of land uses that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.

## **Places to Grow Growth Plan**

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. It also clarifies and strengthens the application of the Provincial Policy Statement. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Policy areas of the Growth Plan of relevance to the Dufferin Street Avenue Study include:

- providing for a range and mix of housing, a diverse and compatible mix of land uses, and high quality public open spaces in intensification areas;
- reducing automobile dependency through the development of mixed-use, transit supportive, pedestrian friendly urban environments;
- providing for multi-modal transportation systems that integrate pedestrian and bicycle networks; and
- providing for public infrastructure such as transportation and community infrastructure.

## **City of Toronto 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. Key Official Plan objectives and policies which have guided the Dufferin Street Avenue Study include:

- Recognizing the role of *Avenues* in providing for reurbanization to support new housing and job opportunities and improving the pedestrian environment and the look of the street, and recognizing the importance of protecting *Employment Districts* to nurture and support the City's economy and provide for job growth;
- Integrating land use and transportation planning, including supporting targeted growth areas with good transit services, concentrating jobs and people in areas well served by transit, promoting mixed use development to increase

opportunities for living close to work, and ensuring that streets provide access for vehicles, pedestrians and bicycles, space for utilities and services, building address, view corridors and sight lines;

- Recognizing the importance of good urban design in building a successful city and the importance of achieving a high quality public realm that is characterized by attractive, comfortable, safe and accessible streets, parks, open spaces and buildings;
- Providing a comprehensive planning framework to direct the building of new neighbourhoods to achieve complete communities that include streets and open spaces that have good connections to the surrounding streets and open spaces, are supported by infrastructure and community services, provide for uses and building scales that are compatible with surrounding development, and include a full range of housing in terms of type, tenure and affordability; and
- Using a variety of tools to implement and achieve the objectives of the Plan, including implementing zoning, urban design guidelines, and Section 37 and holding provisions as part of the development application approvals process.

Dufferin Street is also identified on Map 5 as a Transit Priority Expansion Segment in the Official Plan. The area to the east of Dufferin Street has been the subject of City initiatives to provide for redevelopment and reinvestment in the area as part of the Lawrence-Allen Secondary Plan.

## **Community Consultation**

The communications strategy for the Dufferin Street Avenue Study involved regular public and local advisory committee meetings. These meetings generally began with a presentation from the consultant team and followed with focus questions to the participants. Information panels and a physical model assisted in graphically communicating the study area existing conditions. Invitations to the public meetings were posted online, delivered by mail to study area residents, and posted in three high-traffic locations in the area.

A study webpage was established on the City's web-site at <http://toronto.ca/planning/dufferin/index.htm>. Materials were posted on the website as the Study progressed. A Local Advisory Committee and Technical Advisory Committee were established and Study updates regularly provided to these two groups. Consultant reports and memorandums were issued by the consulting team throughout the review and executive summaries of the reports were posted on the City's project web site. This website also contains all of the community meeting presentations and graphics, a summary of community meeting notes and comments received, meeting notices as well as the Final Consultant Report.

The community consultation initiatives that were undertaken as part of the review include:

- Three public open houses (November 6, 2013; February 26, 2014; April 23, 2014);
- A Design Charrette (December 11, 2013);
- Four Local Advisory Committee Meetings (October 23, 2013; November 20, 2013; February 12<sup>th</sup>; March 26, 2014); and
- An Employment Area Business Owners Meeting (December 4<sup>th</sup>, 2013).

## **Design Review Panel**

On November 14, 2013 the consultant and City staff team presented to the Design Review Panel (DRP) the area context, history and area policy priorities as well as the draft strategies for the Avenue Study. The DRP's comments included exploring the following:

- Improving transition and variety of the use and spaces along Dufferin Street, transition to the *Neighbourhoods* and *Employment Areas* east and west of the study area;
- Reconsidering traditions of street development, and examining the creation of a true mixed use balance, using asymmetrical built form and land use, and atypical transportation strategies;
- Creating a gateway to the study area and to the City of Toronto;
- Strengthening east-west connectivity; and
- The notion of a linear park extending along the shallow lots on the east side of Dufferin Street and transferring density to the west side of the street, considering precedents such as the Rail Trail and Scarborough Town Centre redevelopment for lessons learned that may be applicable to the Dufferin Street Avenue Study.

On March 18, 2014 the consultant and City staff team met with the DRP a second time, and presented the emerging Preferred Option. The DRP's comments included improving transition and variety of uses and spaces along Dufferin Street, including transition between areas east and west of the study area, and transition to, and potential destabilization of, existing employment over time. The DRP's feedback also included introducing high quality community parks/squares along Dufferin Street, and reducing the quantity of required retail at grade.

## **Study Process**

In August 2013 the City Planning Division retained the firm of DuToit Allsopp Hillier (DTAH) as the lead consultant for the Dufferin Street Avenue Study, supported by the firms of R.E. Millward Associates, NBLC, Swerhun Facilitation, ARUP and Fabian Papa & Partners. These teams had combined experience in land use planning, urban design, transportation, servicing, real estate and facilitation.

Following the retention of the consultant team, the Study was conducted in four phases:

Phase One: Background Review, Identification of Opportunities and Challenges

Phase Two: Identification, Evaluation and Testing of Options

Phase Three: Identification of a Preferred Option

Phase Four: Recommended Plan and Planning Framework

The consulting team and staff evaluated the land use, built form, parks and open space, transportation and servicing options, and prepared an emerging Preferred Option for further community input at a third and final public open house on April 23, 2014.

The Study is currently in Phase Four, 'Recommended Plan and Planning Framework'. During Phase Four, the study team refined the Recommended Plan based on feedback from the third public open house. The remainder of Phase Four will focus on completing the review and preparing the final documents, including a recommended planning framework, and completing the Transportation and Infrastructure Master Plans.

This staff report summarizes the Preferred Option and consultant's recommendations, and recommends bringing forward the implementing amendments, the Transportation and Infrastructure Master Plans, in the second quarter of 2015.

## **Developing a Vision for Dufferin Street**

A Design Charrette was held on December 11<sup>th</sup>, 2013, where participants spent the day discussing opportunities and generating a vision for Dufferin Street. At the end of the design charrette, they presented their visions for the study area, from which three initial options were developed. The options were informed by a set of guiding principles established from the first public open house and in concert with the consultant and City staff team.

The Guiding Principles are:

1. Make Dufferin Street a Place
2. Protect the Adjoining Neighbourhoods and Employment Areas.
3. Redevelop with Appropriate Land Uses and Densities
4. Integrate Land Use and Redevelopment with Supporting Infrastructure
5. Improve Mobility and Balance Movement Priorities
6. Create a Green, Safe and Attractive Place
7. Create Quality Public Spaces and Parks
8. Encourage a Rich and Varied Urban Built Form
9. Improve Community Services and Facilities through Redevelopment

A draft planning framework was established through a series of Strategies, under the headings of Streets and Blocks, Parks and Open Spaces, and Land Use. A Transportation strategy was also developed, entitled 'Mobility'. In combination, these strategies provided



high level guidance for land uses, the hierarchy of existing and new streets, blocks, vehicular and transit goals and linkages, pedestrian and cycling networks, streetscape enhancements and plazas, as well as parks and open spaces.

The Strategies are:

1. **Streets and Blocks Strategy:** The deep blocks within the Study Area should be subdivided by a fine grain of new local public streets to facilitate movement and accessibility in either fixed or flexible locations. Rear laneways are recommended for most of the shallow blocks.
2. **Parks and Open Space 'Greening' Strategy:** calls for the greening of all streets in the Study area, as well as the creation of new parks, landscaped setbacks, urban plazas and courtyards, and landmark landscape gateways.
3. **Land Use Strategy:** provides block-specific land use recommendations, including retail requirements where recommended, to support the *Mixed Use Areas* designation of the Study Area, and responds to the policies in place to mitigate potential impact of development on adjacent *Employment Areas* and *Neighbourhoods*.
4. **Mobility Strategy:** identifies a number of goals for vehicle, transit, pedestrian and bicycle linkages.

These strategies, including consultation with the community, informed the modelling and assessment of options as part of Phase Two. Sites in the Study Area were analyzed in order to assess the range of possible future land uses, built form, parks and open space and public realm improvements. The initial design options developed in concert with the community through the Design Charrette process included:

1. The 'Treviso' model which takes the precedent of the Treviso mixed use development at the corner of Dufferin Street and Lawrence Avenue West, and applies it to all of the large blocks within the Study Area. This approach is characterized by a mix of mid-rise buildings and tall building tower forms.
2. The 'McAdam' model which is based on the recently approved development at the corner of Dufferin Street and McAdam Avenue and is comprised of mid-rise buildings consistent with the width of the right-of-way (30m) and in keeping with the City of Toronto's Mid-Rise Guidelines for the *Avenues*. Tall buildings are proposed at the north and south nodes.
3. The 'Queen and Portland' model which places greater emphasis on commercial uses. It mixes mid-rise buildings with urban-format big box retail, similar to the complex at the corner of Queen Street West and Portland Street. In contrast to suburban format big box operations, parking would be located either below or above grade, with building entrances closer to Dufferin Street.

Two modified design options were later added by the consultant and City staff team as part of the Phase Three iterative cycle of testing and refinement to develop an appropriate planning framework for the Study Area. This analysis included refining the urban design, built form and transportation and servicing network modelling and analysis to determine appropriate land use designations and densities. The two modified options include:

1. The 'McAdam Reduced' model which maintains the mid-rise and primarily residential mixed use character of the initial McAdam model, but reduces its built form and density throughout. The result is an option with greater flexibility, wider range of building types, and a lower projected population and employment count that would have a lesser transportation impact.
2. The 'Mid-rise or Big Box' model which modifies the 'McAdam Reduced' to include a large big box development on one of the blocks. This option was tested to explore the possibility of development which anticipated an *Avenues built form*, while also including a mix of as-of-right, commercial density.

These five options formed the basis for evaluating the implications of future development and potential impact on adjacent *Neighbourhoods*, *Employment Areas*, conformity with the Official Plan's land use, transportation, servicing, community services and facilities, parks and open spaces and public realm and built form policies, and the DSAS guiding principles, and fit with existing scale and context. This evaluation resulted in the identification of the Preferred Option as part of Phase Three.

## **The Preferred Option**

The Study has identified areas that are appropriate for redevelopment and within the study area, the suitable location and design for tall, mid-rise and/or low-scale built forms. The location and design of new buildings includes the appropriate transition to adjacent stable low-density neighbourhoods and to protect employment lands. The Preferred Option builds upon the project guiding principles, existing policy, community and stakeholder consultation and vision that evolved through the public process.

## **Streets and Blocks Strategy**

The deep blocks within the Study Area are proposed to be subdivided by a network of new local public streets to facilitate movement and accessibility (Attachment 2). The proposed new framework of streets/lanes and blocks are intended to:

- Provide a public realm framework for organizing and giving address to new development;
- Create and enhance the public realm;
- Establish a safe and comfortable pedestrian and cycling network;
- Provide on-street parking on internal road systems that could support new and existing retail; and
- Improve vehicular, pedestrian and cycling connectivity throughout the study area.

Rear laneways or shared private driveways are also recommended for typical *Avenues* blocks, or shallow blocks, in an effort to reduce the number of driveways with access to Dufferin Street and minimizing interruptions to the pedestrian and cycling realm. Servicing and parking is proposed to gain access from new local public streets.

### **Parks and Open Space 'Greening' Strategy**

The Preferred Option envisions an interconnected network of public and private open spaces along the corridor consisting of new public parks, gateways, urban plazas and an enhanced public realm (Attachment 3). These public and private open spaces are further identified in the Greening Strategy of the consultant's report.

The study area is identified as a Parkland Acquisition Priority Area in Map 8B/C of the Official Plan. Parks are proposed adjacent to public roads and are included as part of future redevelopment of the deep blocks on the west side of Dufferin Street. A public park is also proposed by removing the McAdam turning loop which is currently on City owned land. On smaller lots, where the size or configuration of the required parkland conveyance would prove unsuitable or undesirable, cash-in-lieu is recommended to contribute toward the enhancement of existing parks and development of new proposed parks outlined in this study.

A landmark landscape gateway area is proposed near Highway 401, on the green spaces between the 401 ramps, extending to the Yorkdale Mall and Holiday Inn frontages, which could include special planted features, landmark signage, and public art.

Additional to these spaces, the Greening Strategy proposes enhanced streetscaping in the form of new tree plantings in the public boulevard of all existing and proposed streets within the study area. A double row of trees and landscaped setbacks are proposed both within the building setback and the public boulevard as part of the deeper lots on the west side of Dufferin Street.

Privately-owned, publicly accessible urban plazas (POPUPs) are proposed at key nodes where pedestrian and retail activity is anticipated, on the Yorkdale Mall Dufferin Street frontage, at the south-west corner of the Dufferin Street and Orfus Road intersection, and at the north-west corner of Dufferin Street and Lawrence Avenue West. Courtyards facing Dufferin Street are also encouraged as part of new development, contributing to the hierarchy of private open space types.

### **Land Use Strategy**

The Preferred Option encourages mainly residential mixed-use in the study area, with the exception of Yorkdale Mall, with street-related retail at grade, which is consistent with the corridor's current *Mixed Use Area* designation in the Official Plan. The 'Grade-Related Uses' map illustrates where retail at-grade will be considered mandatory as part

of a development application (Yorkdale Mall, at the intersections of Dufferin Street with Orfus Road and Lawrence Avenue West), and where it will be strongly encouraged.

Auto-oriented and large format retail uses are generally discouraged in keeping with the Official Plan policies for the *Avenues* which encourage pedestrian-oriented retail at grade, with the exception of Yorkdale Mall. Compatibility with *Neighbourhoods* and *Employment Areas* has also been considered, as well as appropriate separation distances from *Employment Lands* consistent with the Ontario Ministry of the Environment's Land Use Compatibility (Schedule D) Guidelines.

Toronto City Council has recently adopted clear policy directions which prioritize the protection of existing *Employment Areas*. Transition areas, which are further described in the subsection entitled, 'Separation Distances', of this report, provide minimum separation distances from sensitive uses to the existing *Employment Area* and to mitigate potential residential 'creep' beyond the existing *Mixed Use Area* designation. Additionally, the guidelines refer to the Ministry of the Environment's Land Use Compatibility Guidelines and satisfaction of minimum separation distances required for uses that abut *Employment Areas* outlined in the MOE's guidelines.

Sensitive uses, including residential development, parks and community facilities are anticipated to result from redevelopment of the Study Area and will be required to be designed and constructed to mitigate noise, traffic, odours or other contaminants from nearby industry.

### Built Form and Height

The Preferred Option uses Dufferin Street as the central organizing 'spine' of the area. Mid-rise buildings, consistent with the intent of the *Avenues*, are recommended as the dominant built form for new buildings within the entire Study Area, with the exception of the Yorkdale Mall lands and Tall Building locations (Attachment 6). The maximum height of mid-rise buildings would vary depending on the width of the right-of-way upon which they face. On Dufferin Street, north of Lawrence Avenue West, 30m heights (or 9 storeys) is recommended based on a 1:1 relationship of building height to right-of-way, and to maintain sunlight and sky view for pedestrians, streets and open spaces, consistent with the City of Toronto's *Avenues and Mid-rise Buildings Study*.

The highest heights are recommended at the 'nodes', or gateway locations, in the northern end of the study area adjacent to Highway 401 (14 storeys or 45m), and at the south end, at Lawrence Avenue West (20 storeys or 65m), to the west of the existing 'Treviso' tall-building development (Attachment 7). Base buildings of tall buildings are recommended to be no more than 6-storeys or 20m in height. The minimum height for buildings fronting Dufferin Street would be 10.5m and approximately 3 storeys.

The implementation of angular plane provisions on shallower blocks on the east side of Dufferin Street, to allow for transition to adjacent *Neighbourhoods* properties, will mean these blocks will be unable to reach the full permitted height, some sites reaching no

more than 5 or 6 storeys. For buildings fronting onto existing or new local streets, 20m, or a maximum of 6 storeys, is recommended, consistent with the 1:1 ratio of building height to the right-of-way width, modified to improve sunlight and sky view on the pedestrian realm. These angular plane provisions are further identified in the consultant's report which can be found on the study webpage (Attachment 11).

Any future proposed building will be evaluated against the City's Tall Building Guidelines and Mid-Rise Buildings Study. A 15.24m height limit remains on the Yorkdale Mall lands which is consistent with existing zoning, the height limits in the North York Zoning By-law's Airport Hazard Map, as it relates to the approach flight paths of the Downsview Airport, and with the height of the existing mall. Maximum building heights for the rest of the study area are generally in accordance with height limits in the Airport Hazard Map. Staff will refine the height limits as part of the next steps in preparing draft amendments to the Official Plan and Zoning By-law

Townhouses or street-related units are also encouraged at the rear/west of the large blocks to provide transition from the midrise and taller building types to lower scale *Neighbourhoods* with appropriate separation distances and transition to *Employment Areas*.

### Density

The study area includes 3,033 existing residents and 1,149 existing jobs. The recommended Preferred Option provides for a future density of approximately 2.5 (Floor Space Index) across the study area. If every site were to redevelop, this density would represent an increase in development permission of approximately 5,850 residential units. A total of 73,785m<sup>2</sup> of non-residential gross floor area, and 528,542 m<sup>2</sup> in total development could be constructed at full build out which could be over a 20-year time horizon.

Maximum densities were developed based on testing and analysis of appropriate land use and built form, the hierarchy of built form anticipated within the *Avenues* and other Official Plan growth areas, traffic, existing precedents, airport height restrictions and context. The maximum density permissions recommended, including the north and south nodes where tall buildings will be permitted, reflect this analysis.

In addition to density provisions, front and rear setbacks, maximum heights and the use of angular planes are recommended to create site-specific building envelopes that define the area within which development may proceed. Approved density provisions of existing development, such as Treviso and the McAdam 'Dreams' condominiums, will remain the same.

The implementing Zoning By-law will set out base densities as well as higher densities to the Preferred Option maximum. These maximum densities would be considered based on an assessment of context, site-specific impacts and design. Such applications would trigger consideration of community benefits pursuant to Section 37 of the Planning Act

and in keeping with the Community Services and Facilities Strategy of this Avenue Study.

### Setbacks

The Avenue Study recommendations include a setback strategy for existing and proposed local streets (Attachment 5). This strategy is consistent with Official Plan policies for designing safe, attractive, interesting and comfortable spaces for pedestrians (3.1.1: The Public Realm) and with Guiding Principle number 6, 'Create a Green, Safe and Attractive Place'. The Setback Strategy includes the following requirements and is further illustrated in the consultant report:

- A 3.0m setback on both the east and west sides of Dufferin Street, including new and existing local streets into *Neighbourhoods*;
- A 5.0m setback on all deep blocks fronting on Dufferin Street (excluding Blocks 1 and 14) and on most east-west streets into the *Employment Areas*.
- 7.0 metre setbacks on Dufferin Street to create a landscaped gateway in the northern end of the Study Area.
- A 14 m setback on all Ministry of Transportation Ramps to Highway 401.

The proposed setbacks would serve a civic role in improving the quality of the pedestrian experience on Dufferin Street and in establishing a new streetscape character. The setbacks are intended to accommodate amenities such as a second row of trees on the deeper lots, retail amenity space, amenity and transition to at-grade residential uses, including other co-ordinated landscape elements with the proposed streetscape strategy. Amenities should be appropriate to the adjacent uses in order to enhance retail and commercial uses and buffer residential uses at grade from activities on the street.

### Angular Planes

To minimize overlook and privacy impacts on adjacent stable *Neighbourhoods*, and to ensure appropriate heights and transition to the *Neighbourhoods*, staff recommend the application of rear angular planes to new development as outlined in the Avenues and Mid-Rise Buildings Study and Tall Buildings Guidelines. Angular planes applied to some of the shallower sites limit building height to 20m. Front angular planes along Dufferin Street also provide for good street proportion and appropriate sunlight on sidewalks at midday and at the September 21<sup>st</sup> and March 21<sup>st</sup> equinoxes.

### Separation Distances and Transition Areas

The study area contains large lots with significant lot depths and frontages. Public north-south and east-west streets are introduced as part of the Study's Mobility Strategy to break up the lots into smaller blocks. Separation distances within the blocks and between buildings allow for features such as courtyards and pedestrian pathways with good sun exposure, adequate landscaping and pedestrian amenities.

Provincial guidelines require minimum separation distances between industrial and sensitive uses to minimize conflicts that may affect industrial operation and reduce the impact of these operations on residents. The Study recommends a minimum 20m separation distance from development of sensitive uses in the *Mixed-Use Areas* to any *Employment Areas* to ensure the continued function of existing and future employment uses in the City's *Employment Area* and ensure new development does not affect any Environmental Compliance Certificates of industries and their renewal, and to minimize complaints of adverse effects that could potentially change industrial operations or restrict operating hours.

The 20m separation distance is proposed as a minimum dimension and could include roads, open spaces, parking lots, laneways and private driveways. The implementation of the Ministry of the Environment 'D' series guidelines for compatibility between sensitive uses and industry, and any successor guidelines, may require greater separation distances.

#### Base Buildings on Dufferin Street

A minimum 20m consistent streetwall height (approximately six storeys) is proposed as part of the Preferred Option to ensure that new development fits with the existing scale of buildings on Dufferin Street. A setback would be required at 16m (80 percent of the right-of-way width) for development fronting 20m local roads, consistent with the performance standards in the *Avenues and Mid-Rise Buildings* study.

### **Dufferin Streetscape Strategy**

The Official Plan encourages balancing the spatial needs of existing and future users within the available public right-of-way, including pedestrians, people with mobility aids, transit, bicycles, automobiles, utilities and landscaping.

The City's Bike Plan (2001), Pedestrian Charter (2002) and Walking Strategy (2009) were reviewed, as well as the Complete Streets initiative and Healthy Toronto by Design. The Study's Guiding principles speak to creating a safe and green corridor that supports walking, cycling and social activities, that brands Dufferin Street as a destination, while improving mobility and balancing movement priorities.

The Pedestrian Amenities and Streetscape Strategy (Attachment 8) is further outlined in the consultant report and includes the following:

#### Dufferin Street:

- 30 metre planned public right-of-way;
- 2 travel lanes and a centre planted median;
- Street trees planted with open planter details;
- 2.0 metre dedicated off-street bicycle lanes on the east and west side of Dufferin Street;
- New street lighting and furnishings, roadway and pedestrian level luminaries; and

- Below grade utilities to ensure proper tree growth and reduce visual clutter.

For existing collector and local streets the following streetscape guidelines are recommended:

- 20m public right-of-way;
- 2 travel lanes;
- Dedicated bike lane on each side of the street (Orfus Road);
- Street trees planted with trench or concrete bridge details;
- New street lighting and furnishings; and
- Below grade utilities to ensure proper tree growth and reduce visual clutter.

For new local streets the following streetscape guidelines are recommended:

- 20m public right-of-way;
- 2 travel lanes with on-street parking permitted;
- Street trees planted with open planter details;
- New street lighting and furnishings; and
- Below grade utilities to ensure proper tree growth and reduce visual clutter.

## **Community Services and Facilities**

An Area Profile was completed by Strategic Initiatives, Policy and Analysis (SIPA), City Planning Division, as part of the Phase 1 Community Services and Facilities (CS&F) Profile in preparation for the Dufferin Street Avenue Study to provide information related to demographics, employment statistics, parks and open space, community services and facilities and the public realm. This background information was collected in consultation with other City divisions, School Boards, and the Toronto Public Library, as well as Community Agencies, and assisted in determining community services and facilities requirements that would result from future development.

The Dufferin Street Avenue Study 'Context Area' for the CS&F profile consisted of properties within the immediate study area, as well as a larger study area bound by the Allen Road to the east, Highway 401 to the north Stayner and Wingold Avenues to the south, and the CNR Rail line to the west. The Lawrence Allen Secondary Plan area was also included, encompassing the results of the recently completed CS&F Needs Assessment prepared by the City Planning Division in October 2011 as part of that plan, and to further understand the implication of new development on community services and facilities in the broader neighbourhood. Finally, this broader area included the recent planning and revitalization initiatives for the Lawrence Heights neighbourhood.

The purpose of the review was to identify the range of available community resources that should be considered when planning for growth within the study area. The review identified that there are a few deficiencies in childcare spaces, programming space for human services, potential expansion to recreation facilities (to the Glen Long Community



Centre), and to existing library facilities. Further information can be found in Appendix 10 and in the DSAS Final Report which can be found on the Study webpage (Appendix 11).

## **Transportation Master Plan 'Mobility Strategy'**

A Transportation Master Plan (TMP) is being finalized as part of the Dufferin Street Avenue Study and this work will satisfy Phase 1 and 2 of the Municipal Class Environmental Assessment (MCEA) Master Plan process. The TMP addresses opportunities for improving mobility for all users to facilitate sustainable travel behaviour along the Dufferin Street corridor between Lawrence Avenue West and Highway 401. The TMP will define and develop the appropriate transportation planning framework and recommendations that will support the land use and development envisioned in the Study Area.

The existing land-use on Dufferin Street results in an auto-dominated environment creating busy operations for vehicles and buses with limited mobility balance in the existing corridor. Mobility barriers such as the CNR/GO Rail Line to the west, Highway 401 to the north, and Allen Road to the East, place additional strain on Dufferin Street for all modes of transportation. Regional travel patterns and the regional attraction of Yorkdale Mall also constrain automobile capacity on Dufferin Street.

The key principle of the future mobility strategy for Dufferin Street focuses on balancing all modes of transportation, particularly walking and cycling, comprehensively using the roadway infrastructure in the existing right-of-way. Additional travel options and connectivity will provide better local circulation for all modes. There are also opportunities to improve the transit experience and provide localized transit operation improvements within the existing Dufferin Street right-of-way.

The transportation analysis was undertaken iteratively with the land use and density analysis to inform the ultimate recommended mix of land uses and densities and to develop a comprehensive transportation framework. Future trips generated by both the Study Area redevelopment and other planned growth informed the land-use and transportation mix. Planned transportation infrastructure improvements (e.g. Toronto-York Spadina Subway Extension to Vaughan Corporate Centre, and the Eglinton Crosstown project) were also considered as part of the analysis.

Other local improvements include road resurfacing along Dufferin Street with the potential for localized curb adjustments, signal retiming program for operational improvements and reconfiguration of the intersection at Dufferin Street/Bridgeland Avenue/Yorkdale Road.

Based on the preferred land use option, a number of alternative transportation planning options were developed and tested for their ability to address the outstanding transportation planning issues that were identified in the existing conditions analysis. Four planning solutions were developed for testing: 'Do Nothing', in which no changes

would be made; 'Quick Wins,' in which improvements achievable in the short term would be made; 'Upgrade', in which the Dufferin Street cross-section would be comprehensively reconfigured; and 'Additional', in which the right-of-way is widened, permitting transit lanes.

The alternative transportation planning options were evaluated against eleven criteria including: conformance with City adopted policies, enhancement of operations, improvement in east-west connections across the study area, improvements to north-south connections, local access, creating a vibrant public realm, the cultural environment, the natural environment, feasibility of implementation, 'fit' in the available right-of-way space, and most importantly, support of the recommended preferred land use scenario. A Preferred Option emerged through this evaluation process that would have the most potential to complement the preferred land use and built form scenario.

The 'Upgrade' option was identified as the best performing solution because it performed better and successfully balanced functional and aesthetic goals with policy directions and implementation feasibility. The 'Additional' option was generally not supported by existing policy and implementation difficulty.

Once the TMP is finalized, an implementation plan will provide the Class EA schedule and phasing for each component to guide future actions and environmental assessments to support the vision for the Dufferin Street. Future phases of environmental assessment will investigate alternative design for the preferred solutions. The City will issue Notice of Completion and file the Project File for the TMP in the public record for 30 days in accordance with the requirements of the Municipal Class Environmental Assessment.

### Parking

The study recommends providing parking to support retail and other commercial uses below grade, and either to the rear or side of new development. The study also recommends providing parking on all existing and new local streets through the large blocks as a result of redevelopment, and engaging the Toronto Parking authority to explore opportunities for shared parking arrangements through surface parking or within new development.

## **Infrastructure and Stormwater Master Plan**

The Infrastructure and Stormwater Management Master Plan (ISMP) is being finalized. The review of the ISMP included the preparation of an Infrastructure and Stormwater Management Master Plan which fulfills the requirements of Phases 1 and 2 of the Municipal Class Environmental Assessment. The ISMP is concerned with identifying municipal servicing infrastructure needs to support future development within the Study Area, particularly considering water supply, sanitary sewage and storm drainage.

At the time this report was written, the ISMP was near completion of Phase 2 of the Class EA process. Additional processing is required to satisfy the Class EA process for this

Infrastructure Master Plan, including the collection of comments from the public, City departments and other affected stakeholders. The Draft ISMP will be made available for public review and comment prior to finalization of the Master Plan.

In terms of implementation and management of future development, the following matters will be considered as a result of the findings of the study:

### Water Supply

No concerns with respect to water supply in the study area were found and it is recommended that the City continue its current practice of requiring hydrant flow tests for each new development application to:

- Confirm the available capacity with respect to the specific development application being made; and
- Continually monitor the behaviour and performance of the local distribution system.

### Stormwater Management

The draft ISMP recommendations include direction for the City to continue its current practice of requiring each new development application in the study area to conform to the Wet Weather Flow Management Guidelines (WWFMG), subject to the modified allowable release rate of 75 L/s/ha.

### Sanitary Sewerage

Several upgrades have been identified in terms of sanitary sewer infrastructure, which include in-line storage elements to attenuate peak wet weather flows, as well as increased pipe sizes in selected locations.

Specific locations are recommended (as a minimum) for additional flow monitoring and model verification/calibration. In terms of processing development applications, it is recommended that the development proponent undertake a specific hydraulic analysis with the verified/calibrated InfoWorks model with relevant monitoring information for the receiving sewer in question (as noted above). These analyses should consider the improvement works that will be in place as at the time that development proceeds, noting that this study is based on the premise that all improvement works identified in the Area 16 and 17 Basement Flooding Study Area Class EAs are in place.

The Final report in 2015 will contain policies which identify the potential use of holding provisions on development until servicing issues have been satisfactorily addressed.

## **Next Steps**

This report recommends finalizing the Transportation and Infrastructure and Stormwater Master Plans, and for Staff to provide notification for public review and comment in accordance with the Municipal Class Environmental Assessment Process. This report also recommends implementing the recommendations contained in this report, the DSAS Final report, and the Master Plans, through the full range of planning tools provided for by the *Planning Act* and the City's Official Plan, including a Site and Area Specific Policy in Chapter Seven of the Official Plan, a new zoning by-law appropriate to the study area findings and Urban Design Guidelines for the corridor. The Implementation Section of the Final Staff Report will address a range of matters related to development including but limited to: transportation monitoring, implementing zoning, the use of holding provisions, and the use of Section 37 of the *Planning Act* to secure community benefits.

This report also recommends that City Council direct the Chief Planner and Executive Director, City Planning Division to conduct consultation with the community on the draft Official Plan Amendment, amendments to the Zoning By-laws, and other planning tools and necessary Implementation Strategies, prior to bringing forward these documents to North York Community Council.

## **CONTACT**

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## **SIGNATURE**

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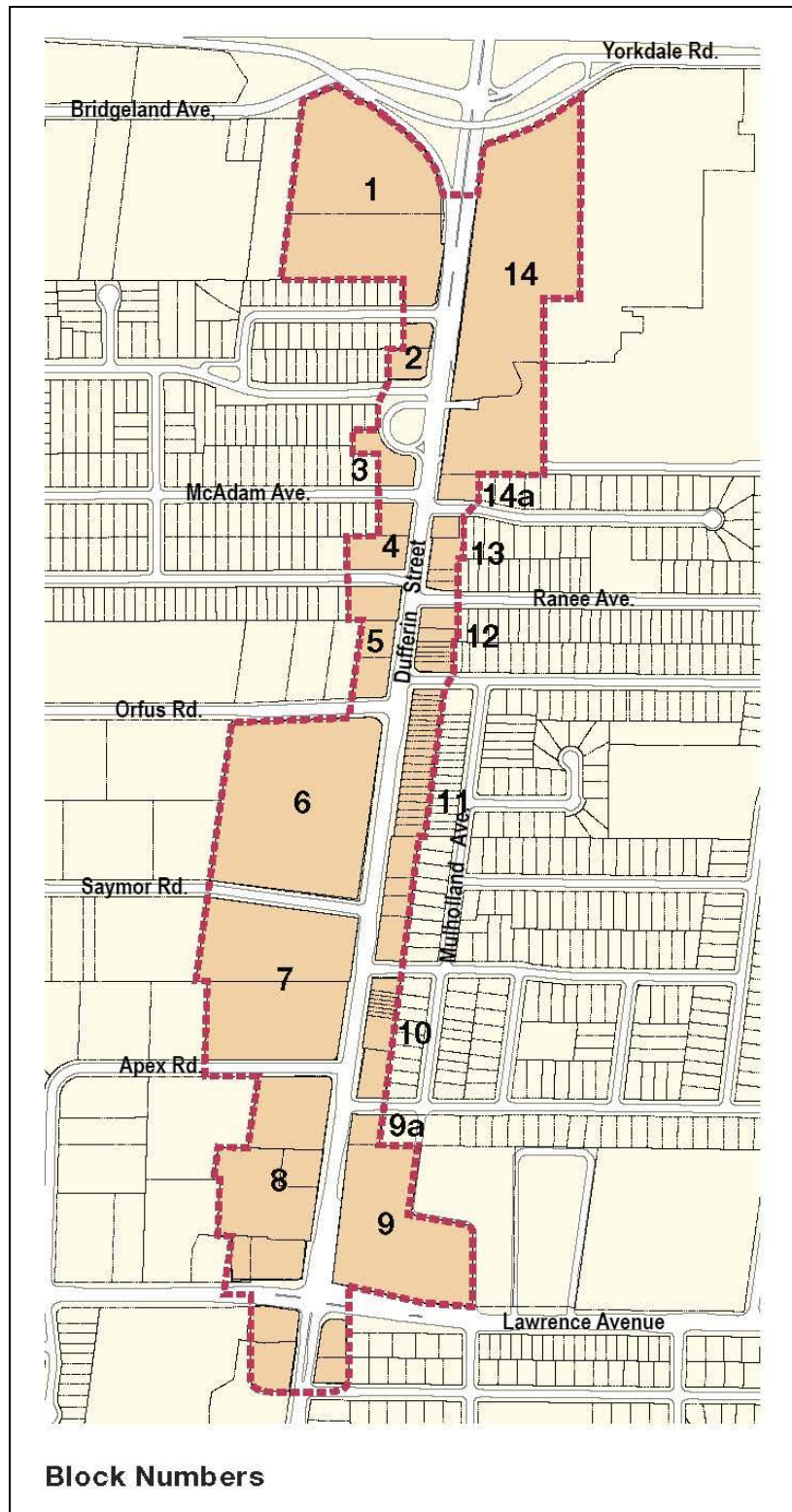
Allen Appleby, Director  
Community Planning, North York District

## **ATTACHMENTS**

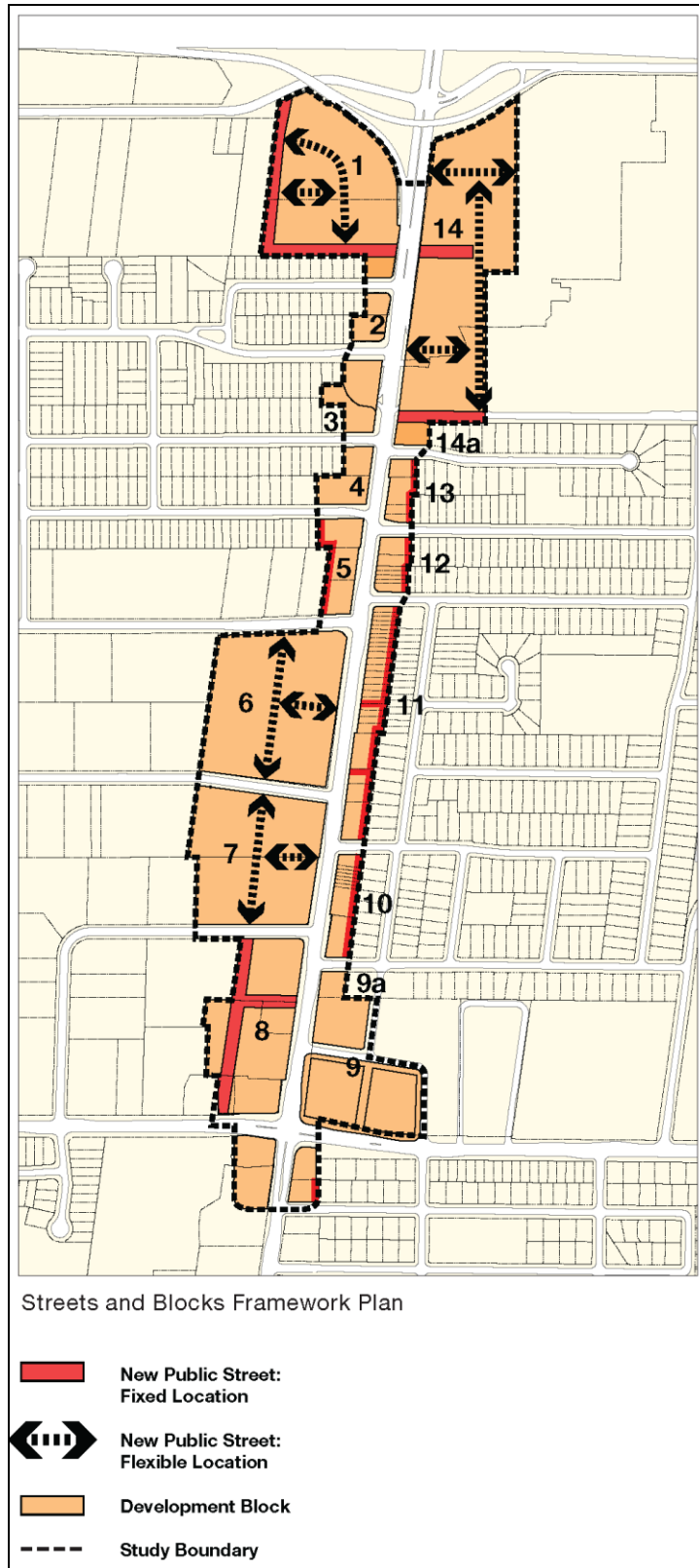
Attachment 1: Block Numbers  
Attachment 2: Streets and Blocks Strategy  
Attachment 3: Greening Strategy  
Attachment 4: Grade Related Uses Strategy  
Attachment 5: Setback Strategy

- Attachment 6: Maximum Mid-Rise and Base Building Heights
- Attachment 7: Tall Building Locations
- Attachment 8: Recommended Streetscape Cross Section for Dufferin Street
- Attachment 9: Structure Plan
- Attachment 10: Community Services and Facilities Summary
- Attachment 11: Weblink to the DSAS Webpage and Final Consultant Report

**Attachment 1: Block Numbers**

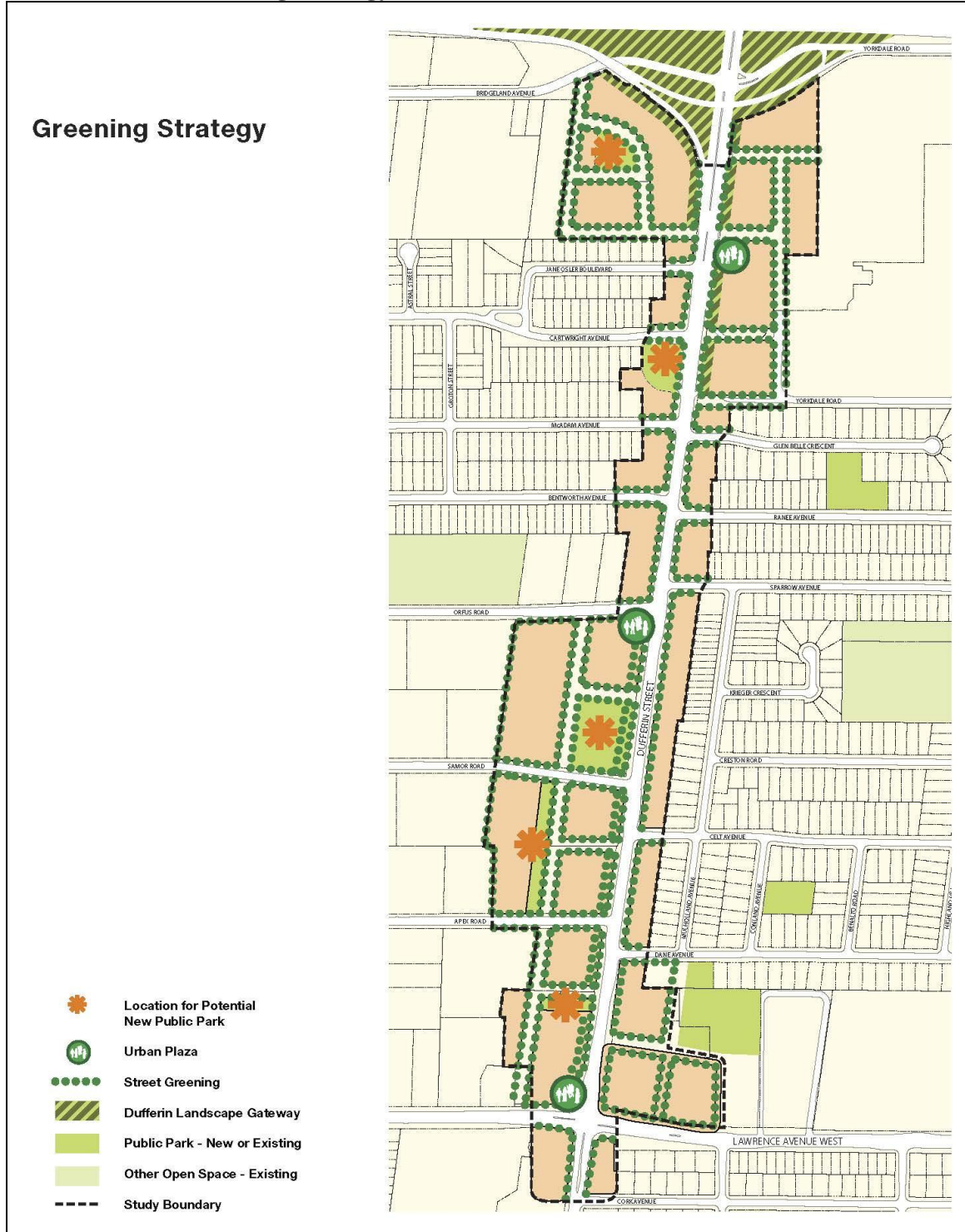


## Attachment 2: Streets and Blocks Strategy



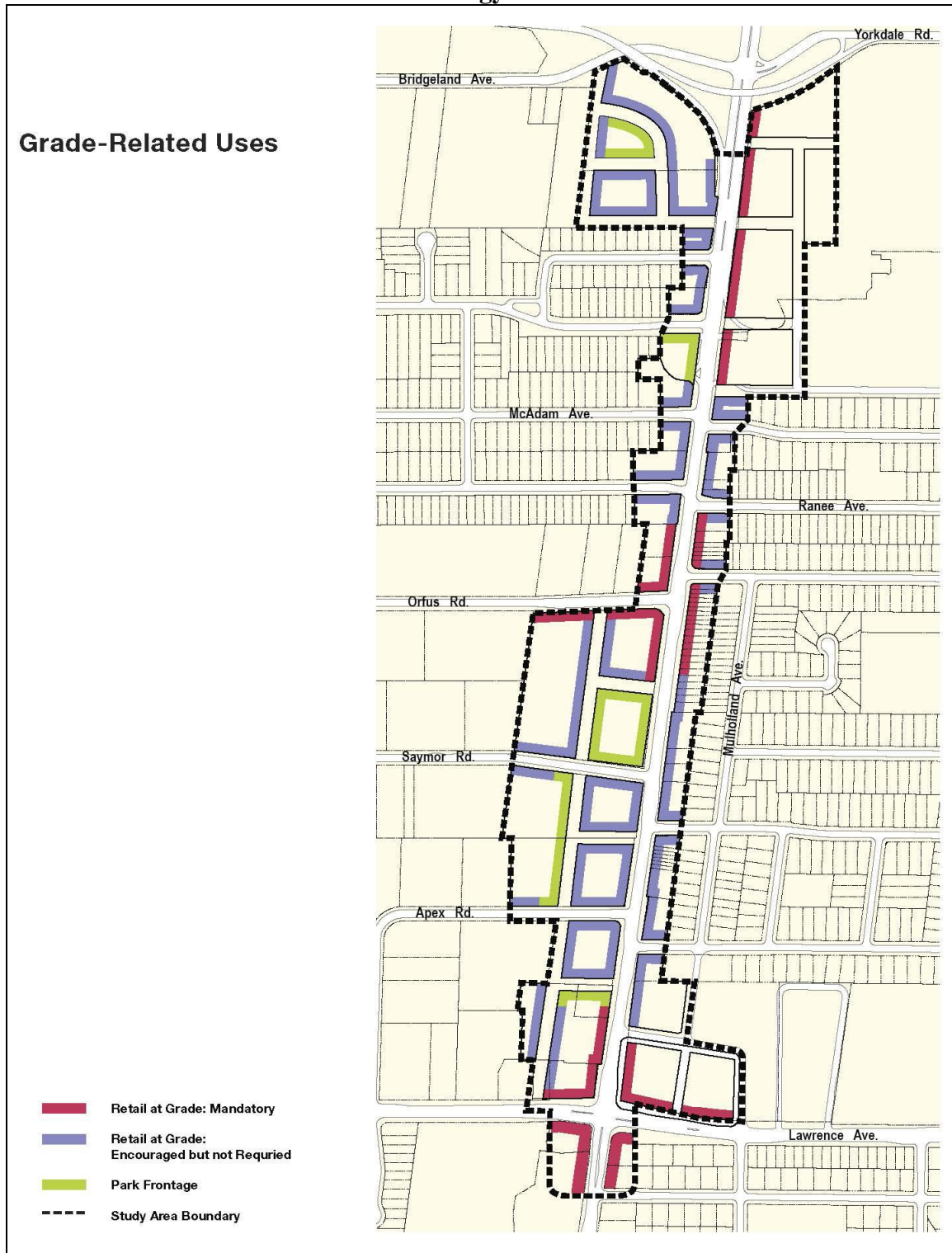


### Attachment 3: Greening Strategy

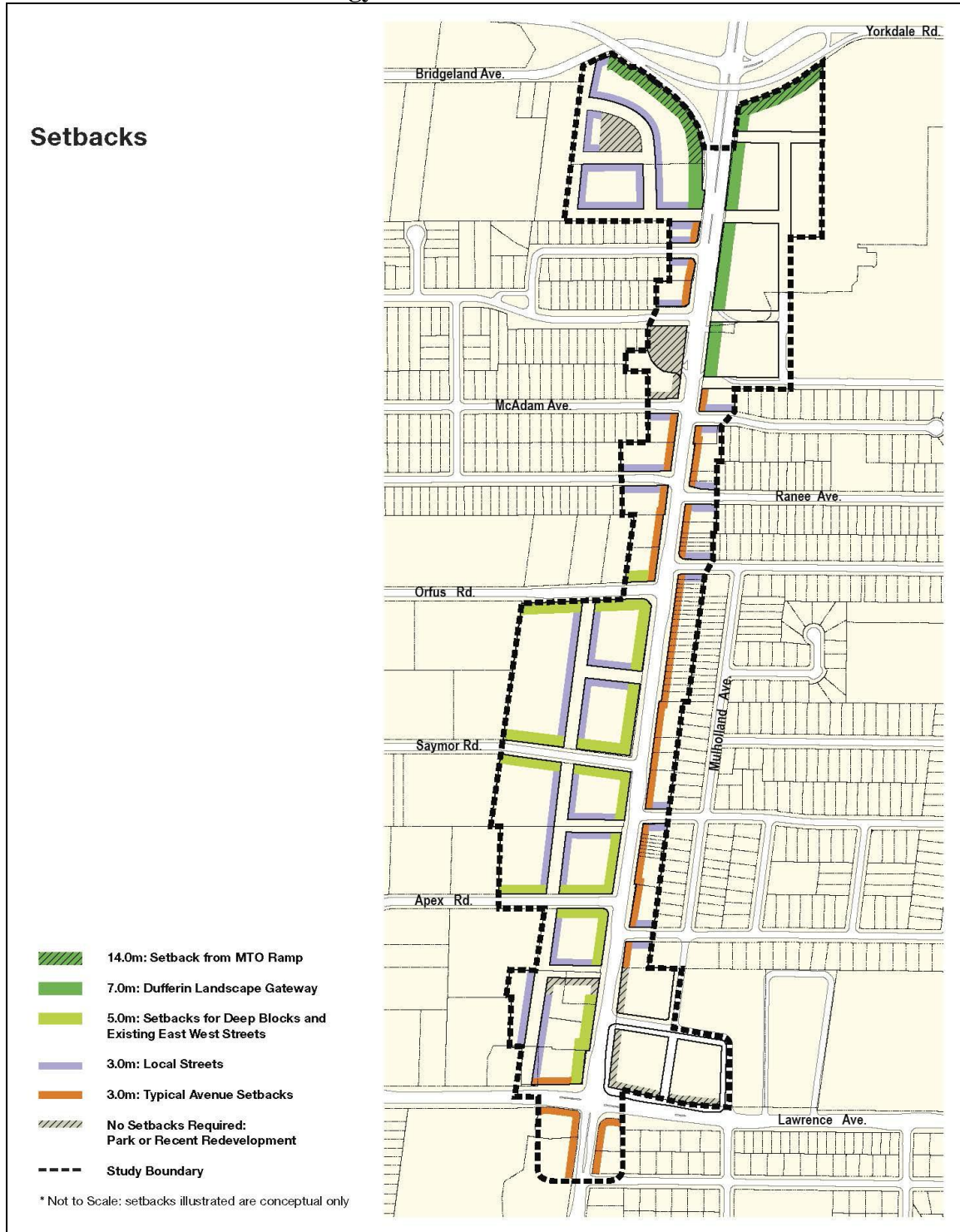




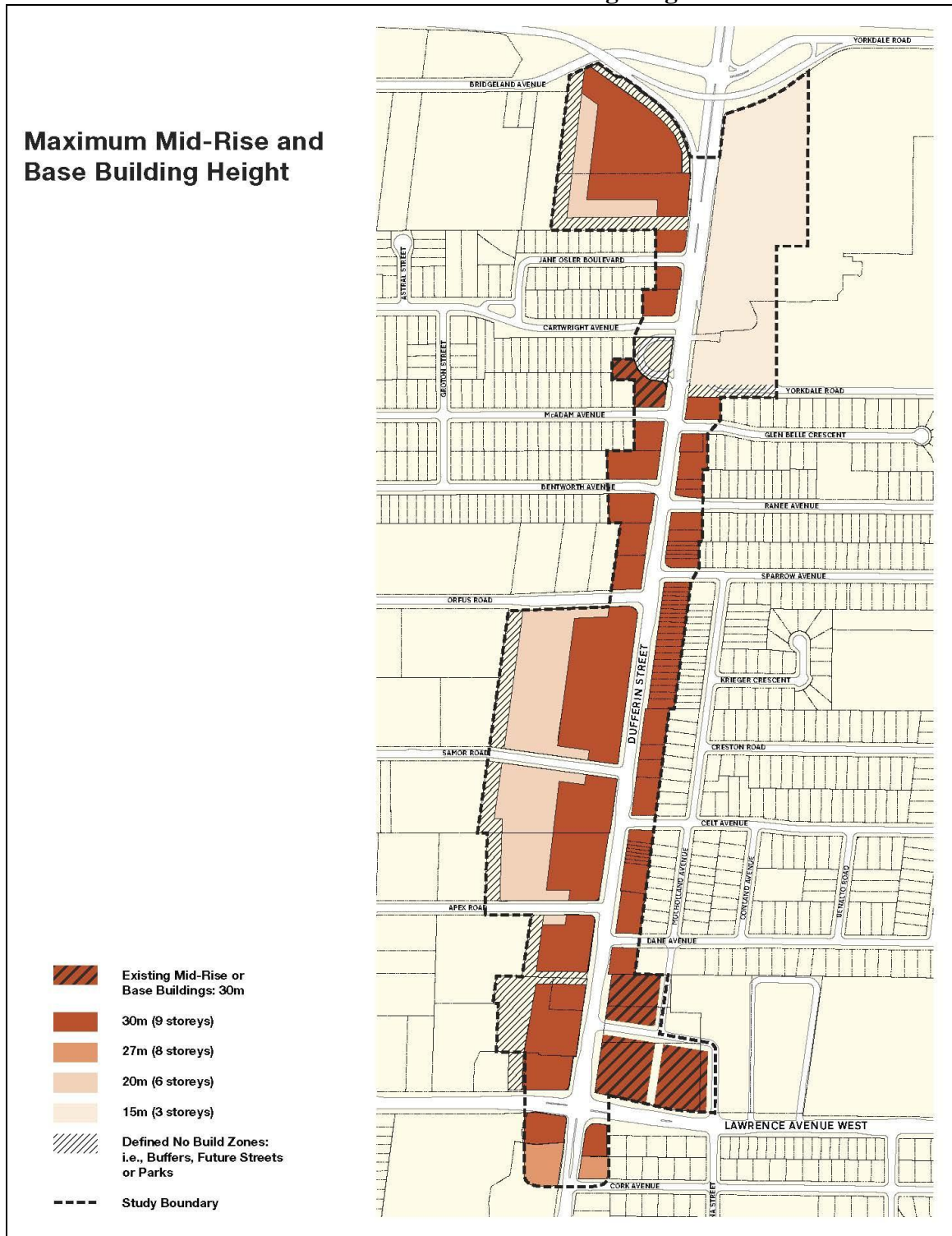
## Attachment 4: Grade Related Uses Strategy



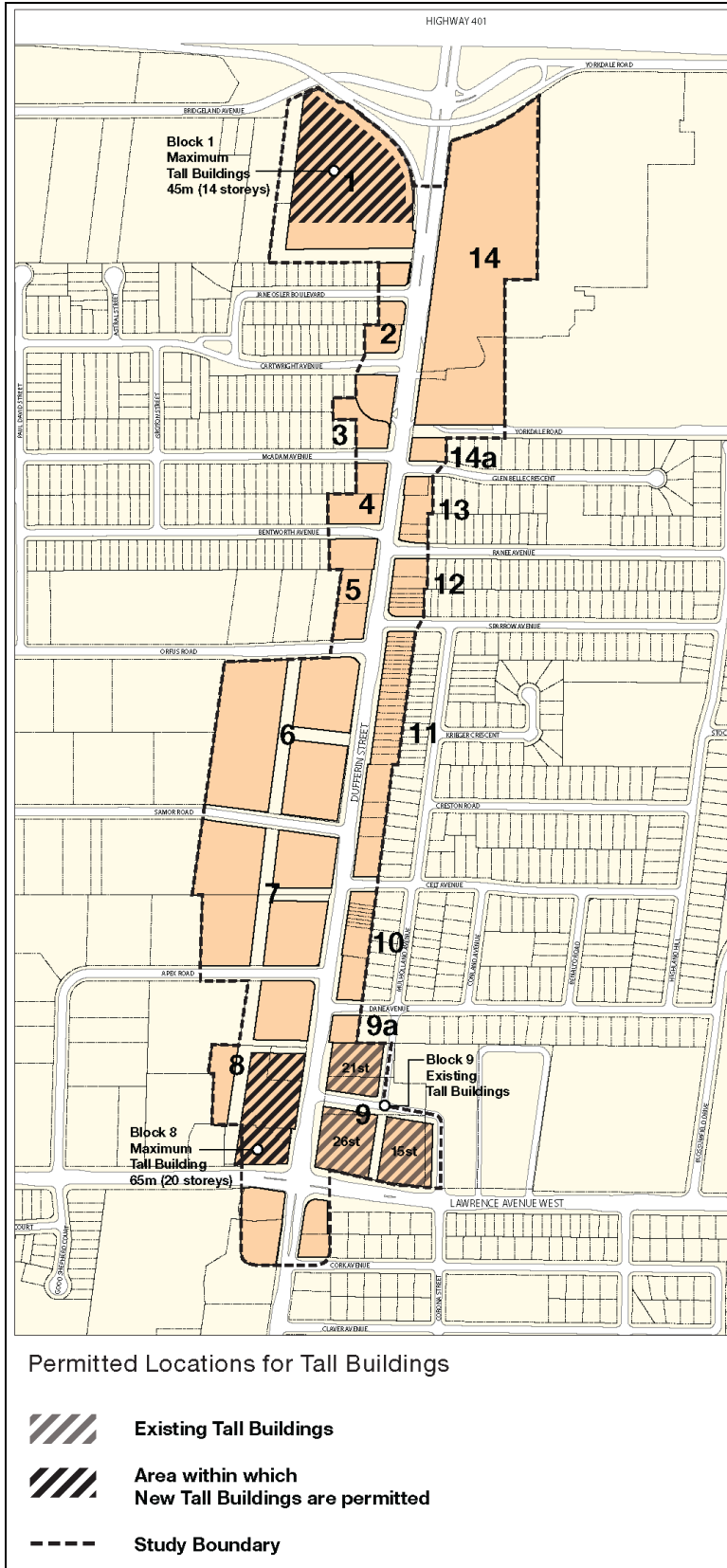
## Attachment 5: Setback Strategy



## Attachment 6: Maximum Mid-Rise and Base Building Height

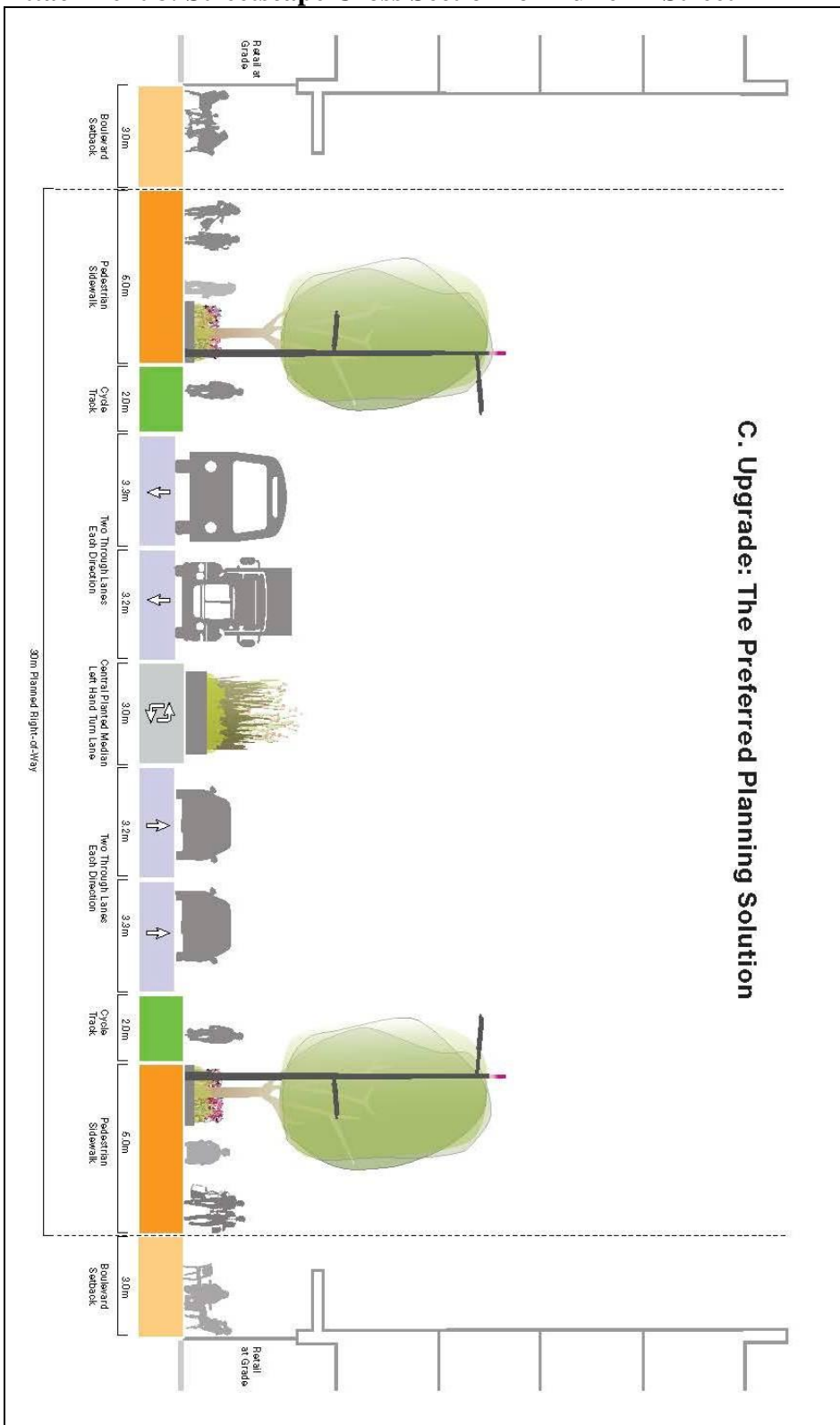


## Attachment 7: Tall Building Locations

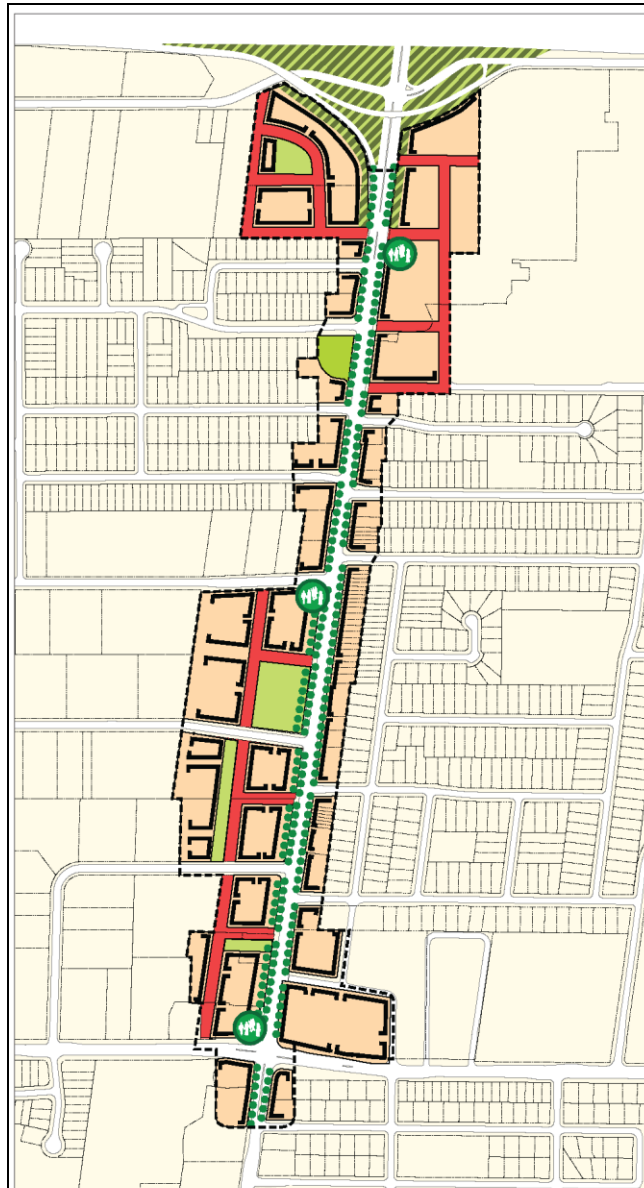





# Attachment 8: Streetscape Cross Section for Dufferin Street



## Attachment 9 – Structure Plan



Structure Plan

-  Possible Building Edge
-  New Public Streets
-  Public Park
-  Urban Plazas
-  Dufferin Gateway
-  Dufferin Promenade
-  Development Block
-  Property Line
-  Study Boundary

## **Attachment 10 – Community Services and Facilities Summary**

Based on the land use mix and projected development levels of the preferred development option, the following CS&F are recommended:

### Schools

- Explore opportunities to provide visible and accessible pedestrian/cycling links and pathways within the Study Area to encourage active transportation and reduce school-related vehicular movements as growth proceeds.
- The construction and completion of the Dante Alighieri Academy replacement facility (in concert with Villa Charities) to address current enrolment pressures by consolidating secondary students in one location with shared access to arts and recreation facilities. The current secondary school site will be refurbished to house Regina Mundi elementary school.

### Childcare

- As growth progresses, 2-3 child care centres (each with 72 spaces) will be needed to serve development within the Study Area. As the preschool age group transitions to Full-Day Kindergarten, priority should be placed on the accommodation of infant care spaces.
- The need for a new child care centre is triggered with each 2,250 new occupied units. Ongoing monitoring of unit counts as development occurs throughout the Study Area can assist in the assessment of future child care needs.
- Child care facilities should be located at grade at highly visible and accessible locations with sufficient dedicated outdoor play space, safe access for pickup and drop-off, and consideration for sun/shade, wind, noise air/soil quality impacts.
- Facilities should be integrated within base buildings of new development and/or co-located in collaboration with other agencies providing early learning services provided they meet the above-noted location and design criteria.

### Libraries

- There is potential for the Barbara Frum Branch to expand by incorporating the lower level of the building (which currently houses a community recreation centre to be relocated in the Lawrence Heights area). The introduction of KidsStop early literacy centre at this branch is also recommended.
- Relocating and/or consolidating the Evelyn Gregory Branch to a site in the Dufferin Street segment with better visibility from major streets. A new stand-alone or joint facility that would allow for 10,000-15,000 sq. ft. neighbourhood branch standard to be met would service existing and new populations and local business development.
- Enhancements to the Maria A. Shchuka Branch's 'Teen Zone Space' and signage at the street frontage to market programs and events

- Improvements to public service space, hours and location of all branches to optimize service delivery to the existing population. Additional program capacity should be considered in response to existing and new community demand. An Innovation Hub to support expanded capacity for programs and services.

### Parks and Open Spaces

- Small scale improvements for larger existing parks in the Study Area, including:
  - Improved naturalized areas, drainage, new bleachers and lighting for Caledonia Park;
  - New park signage and entrance features for Conlands Park; and
  - Improved Pathways, lighting, sightlines and park signage for Yorkdale Park;
- New parks should be developed on large parcels of developable land;
- Cash-in-lieu for parkland dedication on smaller sites to acquire new public parkland and improving existing parks;
- Privately owned public spaces (POPS); and
- Mid-block connections and landscaped setbacks with seating areas to enhance the public realm.

### Community Recreation Centres

- Evaluate the recreation needs of the community relative to capacity of the existing Glen Long Community Centre and potential expansion.

### Human Services/Community Agencies

- Sustainable funding for the Lawrence Heights Inter-Organization Network Coordinator position to ensure service integration in the area.
- Creation of shared use facilities for families, newcomer families with children under 14 and young adults 15 to 29 years of age as well as a Community Service Hub Space.

It is recognized that actual development may vary from what is provided for in the Avenue Study and over a long period of time. Community Services and Facilities strategies will be requested at the development application stage to inform decisions regarding the provision of community services and facilities in support of the Community Services and Facilities and Building New Neighbourhoods policies of the Official Plan.



**Appendix 11: Weblink to the DSAS Webpage and Final Consultant Report**

**<http://toronto.ca/planning/dufferin/index.htm>**