STAFF REPORT
ACTION REQUIRED

Official Plan Policies for Implementing a Development Permit System - Final Report and Statutory Public Meeting

Date: May 28, 2014

To: Planning and Growth Management Committee

From: Chief Planner & Executive Director, City Planning Division

Wards: All

Reference Number: P:\2014\Cluster B\PLN\PGMC\PG14080

SUMMARY

Attached to this report is a draft Official Plan Amendment which introduces the policies necessary to implement a development permit system for the City of Toronto. The amendment includes changes to Schedule 3 of the Official Plan to provide for complete application requirements for development permit approvals. A new Schedule 3A is also proposed outlining the requirements for a complete application request to amend a development permit by-law. One additional policy was added stating Council's intent to establish methods by which public notification will be given and means by which Council will confer with the public on applications for a development permit approval.

The report recommends four areas for the initial consideration of development permit by-laws – Etobicoke Centre Secondary Plan area, the Scarborough Centre Secondary Plan area, the North Yonge Secondary Plan area, and the Yonge Eglinton Centre area. It is important to start with areas where growth expectations have a foundation of existing detailed policies that will help guide the creation of development permit by-law standards and criteria. Establishing a framework for the process involved in the by-law development, the structure and components of the by-law, and the internal review procedures will help future development permit by-laws.

It is anticipated that creating development permit by-laws will be an outcome of the current program of area-based study and review, such as the Avenue studies work program. Consultants will be retained to help prepare the necessary background studies. Funding will also include retention of the consultants as expert witnesses, should an Ontario Municipal Board hearing occur with respect to any development permit by-law.
RECOMMENDATIONS

The Chief Planner & Executive Director, City Planning Division recommends that:

1. City Council amend the Official Plan by introducing policies that allow for the implementation of a development permit system substantially in accordance with the draft Official Plan Amendment appended as Attachment 1.

2. City Council authorize the City Solicitor to make any technical or stylistic changes to the draft Official Plan Amendment as may be required.

3. The Planning and Growth Management Committee direct the Chief Planner and Executive Director of the City Planning Division to examine the potential for the application of a development permit by-law in the Etobicoke Centre area, the Scarborough Centre area, the North Yonge Secondary Plan area, the Yonge Eglinton Centre area and the King Spadina Planning District.

Financial Impact
The adoption of the recommendations in this report will have no financial impact beyond what has already been approved in the current year’s budget.

DECISION HISTORY

At its meeting held on December 4, 2013, the Planning and Growth Management Committee in dealing with a report on the draft Official Plan policies for implementing a development permit system requested the Chief Planner and Executive Director, City Planning to consult with the public and key stakeholders on the matter of implementing a development permit system based on the draft Official Plan policies appended as Attachment 1 to the report (November 6, 2013) from the Chief Planner and Executive Director, City Planning.


At its meeting held on April 10, 2014, the Planning and Growth Management Committee:

1. Directed that the proposed Official Plan Amendment that would allow for the implementation of a Development Permit System in the City, appended to the report (March 26, 2014) from the Chief Planner and Executive Director, City Planning as Attachment 1, be used as the basis for consultation at an open house scheduled for June 9, 2014.

2. Requested the Chief Planner and Executive Director, City Planning to report back on how Community Planning Boards may be included in the implementation of Development Permit System as they are established.
3. Requested the Chief Planner and Executive Director, City Planning to identify, in the Final Report, a strategy to ensure City Planning staff are fully resourced, including outside counsel and expert witnesses as necessary, to defend Development Permit By-laws, once they have been adopted by the City.

4. Directed the Chief Planner and Executive Director, City Planning to submit a Final Report, with a proposed Official Plan Amendment containing policies, that would allow for the implementation of a Development Permit System to a statutory Public Meeting of the Planning and Growth Management Committee on June 19, 2014.

5. Directed the Chief Planner and Executive Director, City Planning to submit a report listing the areas of the City suitable for initial implementation of the Development Permit System based on the criteria outlined in the report (March 26, 2014) from the Chief Planner and Executive Director, City Planning.

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG32.10

COMMENTS

Proposed Official Plan Policies

Attached to this report is a draft Official Plan Amendment which introduces the policies necessary to implement a development permit system. These are procedural policies; they describe how the development permit system will operate in the City of Toronto and are required by Ontario Regulation 608/06 (the Regulation). Taken together these Official Plan policies describe the operational features of the Development Permit System (DPS) for the City of Toronto.

The amendment also includes changes to Schedule 3 of the Official Plan, which sets out the submission requirements for various development applications. The Schedule is being amended by adding a column indicating the material that must accompany an application for Development Permit approval. The requirements are the same as for Site Plan Control approval. The amendment also includes the addition of a new Schedule 3A which indicates the material that must accompany an application to amend a development permit by-law. Authority for requiring the material is found in the Regulation governing the development permit system.

The Official Plan policies remain unchanged from the draft presented to the Committee at its April 10 meeting except for the addition of one new policy and some formatting changes. The new policy addresses the matter of public notification and involvement in development permit applications. At the April meeting of the Committee, questions were raised about the opportunities for public engagement when a development permit application is submitted to the city for approval.
The Regulation) allows, but does not require, Council to confer with any member of the public or outside agencies in making its decision to approve a development permit application. This was noted by staff at the previous Committee meeting and at the public consultation sessions. However, at that time the draft Official Plan Amendment did not include an explicit policy stating that it is Council's intention to consider public involvement. For this reason, it is recommended that an additional policy be added to the Official Plan Amendment that anticipates public notice and the opportunity for public involvement within development permit by-laws. The new policy states:

**Public Involvement in Development Permit Applications**

13. Development permit by-laws will establish the extent and methods of public notification and the means by which Council will confer with the public on applications for a development permit.

Such a policy brings greater certainty to Council's intent to involve the public in development permit applications as permitted by the regulation. The amount and type of involvement may vary from by-law to by-law. However, a consistent city-wide framework for public involvement in development permit applications should also be considered.

**Areas of Initial Implementation**

Creating the initial development permit by-laws will likely be challenging because of the lack of familiarity with drafting such by-laws and the need to establish internal review procedures. For this reason, the choice of initial areas for the application of a development permit by-law is quite important. The staff report, dated March 26, 2014, sent to the April meeting of the Committee discussed the criteria that should be considered in priority setting for the initial development permit by-law areas. It is recommended that Council consider areas of growth where up-to-date secondary plans exist or are under development. Because such areas will have a foundation of detailed policies related to growth expectations, more time and resources can be devoted to the actual crafting of the by-law regulations that will ensure the planned outcomes anticipated by such policies.

Four areas of the City are recommended for consideration for the initial establishment of development permit by-laws, in addition to the King-Spadina Planning District, previously recommended by the Committee at its December 4, 2013 meeting. The four areas are: the Etobicoke Centre Secondary Plan area, the Scarborough Centre Secondary Plan area, the North Yonge Secondary Plan area, and the Yonge Eglinton Centre area. These are areas where growth is expected to be accommodated but where the interface and compatibility with surrounding uses and built form is particularly important. It should be noted, some of these secondary plans cover a large area. As such, the development permit by-laws coming out of the application of the DPS, may not necessarily apply to the entire area.
Even with the back-drop of secondary plan policies guiding the formation of the development permit by-law, appropriateness of the DPS in any area will depend on what is contemplated on being achieved. A development permit by-law will ensure more predictable outcomes through hard standards and criteria. Nevertheless, once in place, the development permit by-law will allow for as-of-right development provided the proposal complies with all the standards and criteria. This may not be suitable or desired in every area. Should the use of DPS in any of these areas be deemed inappropriate, a staff report will be prepared advising the Committee and recommending other suitable areas of the City for the consideration of the DPS.

**Models for Community Involvement**

At its April 2014 meeting, the Committee requested a report on how community planning boards may be included in the implementation of the DPS. Community engagement in the planning process is being considered as part of a separate exercise requested by the Committee. At its December 4, 2013 meeting, the Committee adopted a report recommending that staff consult with residents and representatives of key stakeholder groups to discuss engagement opportunities around community planning. Engagement opportunities in the implementation of the DPS will be considered in the context of that report.


**Resources to Support Development Permit By-laws**

At its April 2014 meeting, the Committee requested a strategy to ensure City Planning staff are fully resourced, including outside counsel and expert witnesses, as necessary, to defend development permit by-laws at the OMB. It is important to note that development permit by-laws should not be considered part of an additional work program but rather the outcome of the existing practice of area-based studies. In other words, where area-based planning work has been approved as part of the Division’s work program, the DPS should be viewed is an alternative tool to zoning for the purposes of implementation.

One of the biggest challenges the City Planning Division has faced is maintaining a full complement of staff. As part of the development of the Division's Strategic Plan, a process and procedures for attaining a full complement of staff has been made a priority. Having a full staff complement will support work associated with development permit by-laws as currently proposed.

In addition to staff resources, the creation of development permit by-laws will follow City Planning’s approach to the Avenue studies work program. Consultants will be retained to help deliver studies for the area with funding allocations being included in City Planning's annual budget. Funding for these studies will include resources to defend Council’s adoption of the given development permit by-laws, including retaining the study consultants to provide expert witness testimony, as necessary.
CONCLUSION

In response to the Committee's previous requests, this report addresses areas for initial implementation of the Development Permit System, opportunities for community engagement as anticipated by the Official Plan, and staff resourcing strategies to enable implementation of development permit by-laws. The report also seeks Council approval to introduce Official Plan policies that would allow for the implementation of the Development Permit System in the City. To this end, these policies, shown in Attachment 1, will be used as the basis for consultation at an open house scheduled for June 9, 2014 and the statutory Public Meeting on June 19, 2014.

CONTACT

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Zoning By-law and Environmental Planning
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SIGNATURE

Jennifer Keesmaat, MES, MCIP, RPP
Chief Planner and Executive Director
City Planning Division

ATTACHMENTS
Attachment 1: Draft Official Plan Amendment

[P:\2014\Cluster B\PLN\PGMC\PG14080]
Attachment 1: Draft Official Plan Amendment

BY-LAW No. -2014

To adopt Amendment No. 258 to the Official Plan of the City of Toronto with respect to the Policies for the Implementation of a Development Permit System.

WHEREAS authority is given to Council under the Planning Act, R.S.O. 1990, c.P.13, as amended, to pass this By-law; and

WHEREAS Council of the City of Toronto has provided information to the public and held both an open house and a public meeting in accordance with Section 17 of the Planning;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. The attached Amendment No.258 to the Official Plan of the City of Toronto is hereby adopted.

ENACTED AND PASSED on , 2014

FRANCES NUNZIATA             ULLI S. WATKISS
Speaker                      City Clerk
Official Plan Amendment No. 258

1. Section 5.2.3 and Policy 5.2.3.1 are deleted and replaced with the following:

5.2.3 Development Permit System

The Development Permit System provides the City with a land use regulatory power that is an alternative to zoning for the purposes of implementing the Official Plan. The Development Permit System is applied area by area at a neighbourhood scale. The Development Permit System addresses local planning issues and reflects local character and distinctiveness through the creation of a comprehensive vision for a particular area. The Development Permit System ensures predictable planned outcomes and consistency with a planned vision for the area to which it applies.

A Development permit by-law will include a list of permitted uses and development standards similar to zoning by-laws. However, in addition to complying with permitted uses and any minimum or maximum standards, development permits may be issued only if the proposed development meets specified evaluation criteria and conditions of approval. Development standards, evaluation criteria and conditions of approval included in a Development permit by-law will apply to the entire area subject to the by-law or, to an identified sub-area in order to account for differences in context, character and permitted uses within the by-law area.

The entire City of Toronto is identified by this policy as a development permit area. The Development Permit System will be implemented by by-law in selected areas of the City. This area by area approach will:

- reaffirm and support implementation of the Official Plan’s vision, principles and policies;
- promote strategic, integrated and long-term neighbourhood-based planning for selected areas within the City; and
- provide certainty, transparency and accountability when implementing the planned vision for a subject area

When a Development permit by-law comes into force, a development permit will be required for all development within the subject area prior to the issuance of a building permit, unless the proposed use and development is expressly exempted from the permit requirement by the Development permit by-law.
Sidebar - Evaluating Development using a Development Permit By-law

Proposed development is measured against a set of standards and criteria. The standards establish hard minimum and maximum limits for development. The criteria work together with the standards to determine the extent of permissible development within these defined limits. The standards and criteria, in combination, achieve optimal building siting, massing and design and relationship to the adjacent public realm that respects and reinforces the surrounding built environment, context and desired character of development in the area.

Policies

1. The goals of the Development Permit System are to:
   a) implement the vision, principles and policies of the Official Plan;
   b) engage the community in the creation of the planned vision for subject areas;
   c) establish a comprehensive planning framework that facilitates and shapes development appropriate for subject areas; and
   d) secure predictable outcomes by ensuring that all approved development is consistent with the planned vision and the comprehensive planning framework for subject areas.

2. The objective of the Development Permit System is to provide for an alternative land use regulatory framework that implements the Official Plan and achieves the Goals stated above.

3. The entire City of Toronto is identified by this policy as a development permit area.

Permit Required

4. If a Development permit by-law is enacted for an area, any use or development of land must comply with the permissible uses, standards and criteria set out in the Development permit by-law, as evidenced by the issuance of a development permit, unless the proposed use or development is expressly exempted from the permit requirement by the Development permit by-law.

Development Permit By-laws

5. Development permit by-laws will set out permissible uses and development standards with specified minimum or maximum limits.
6. Development permit by-laws may include criteria for determining whether a proposed use or development of land may be permitted.

7. The types of criteria included in a development permit by-law may evaluate the use and development of land in terms of:
   a) the built environment, such as, patterns of streets and blocks, the mix and location of land uses, the public realm, built form, and heritage resources;
   b) the human environment, such as, housing, community and recreation services and facilities, parks and open spaces;
   c) protection, restoration and enhancement of the natural environment;
   d) Toronto's economic health, competiveness and cultural capital;
   e) transportation and municipal infrastructure and servicing; and
   f) the appropriate phasing of development to address the criteria set out above.

**Amendments**

8. A City-initiated amendment or an application to amend a development permit by-law must be considered in the context of all lands within the area subject to the by-law.

9. A City-initiated amendment or an application to amend development standards, criteria or conditions in a development permit by-law must be supported by a comprehensive planning rationale within the context of the entire subject area that will include:
   a) area studies and information;
   b) a public engagement and consultation strategy involving the City and the community affected by the development permit by-law area; and
   c) a demonstration of the changes to the subject area that have occurred since the enactment of the development permit by-law so as to support an amendment to the by-law including a review of the matters listed in Policy 7 as they pertain to the subject area.

10. A City-initiated amendment or an application to amend the development standards, criteria or conditions in a development permit by-law will be considered by Council only after the comprehensive planning rationale Policy 9 has been submitted and the public engagement and consultation strategy completed as required by Policy 9 and Schedule 3A.
Complete Applications

11. Applications for a development permit will comply with the complete application submission requirements for a development permit identified in both Schedule 3 of this Plan and Schedule 1 of Ontario Regulation 608/06.

12. Applications for an amendment to a development permit by-law will comply with the complete application submission requirements for a Development permit by-law Amendment identified in Schedule 3A of this Plan and the requirements listed in Policy 9.

Public Involvement in Development Permit Applications

13. Development permit by-laws will establish the extent and the method of public notification and the means by which Council will confer with the public on applications for a development permit.

Delegation

14. Where a development permit by-law has been enacted, Council may delegate its decision making authority respecting development permit applications and its authority to execute, amend and release development permit agreements to a Committee or body appointed by Council or an employee of the City of Toronto.

Conditions

Agreements

15. The development permit by-law may require an applicant to enter into and register on title an agreement with the City, enforceable against current and future owners, dealing with some or all of the conditions imposed on a development permit.

Financial Security

16. The development permit by-law may require the applicant to provide financial security to ensure the satisfaction of any condition imposed on the permit and/or the completion and/or maintenance of the development.

Provision of Community Benefits

17. A development permit by-law may include a requirement for the provision of community benefits, or cash contribution in lieu thereof, proportionate to and in exchange for, the height or density that is sought.
18. The community benefits provided in accordance with Policy 15 may include conditions for the provision of the following:

   a) the conservation of heritage resources that are designated and/or listed on the City of Toronto Inventory of Heritage Properties;
   b) fully furnished and equipped non-profit child care facilities, including start-up funding;
   c) public art;
   d) other non-profit arts, cultural, community or institutional facilities;
   e) parkland, and/or park improvements;
   f) public access to ravines and valleys;
   g) streetscape improvements on the public boulevard in proximity to but not abutting the site;
   h) purpose built rental housing with mid-range or affordable rents, land for affordable housing, or, cash-in-lieu of affordable rental units or land;
   i) local improvements to transit facilities including rapid and surface transit and pedestrian connections to transit facilities;
   j) land for other municipal purposes;
   k) substantial contributions to the urban forest on public lands; and
   l) other local improvements identified through Community Improvement Plans, Secondary Plans, Avenue Studies, Development permit by-laws, environmental strategies, sustainable energy strategies, the capital budget, community service and facility strategies, or other implementation plans or studies.

19. The development permit by-law may establish a minimum size of development for the purposes of requiring community benefits or cash contribution in lieu thereof.

Other conditions

20. The development permit by-law may also include any condition or requirement that:

   a) may be imposed pursuant to sections 34, 40, 41 and 42 of the Planning Act;
   b) may be imposed pursuant to sections 113 and 114 of the City of Toronto Act, 2006; and
   c) any condition may require:

   (i) the provision of sustainable design features;

   (ii) specified use of building materials, architectural details, window details and colours;
(iii) site alteration, including but not limited to, the alteration or restoration of the grade of land and the placing or dumping of fill on the lands;

(iv) the conveyance of land to the City, at no expense to the City for a public transit right of way, a new laneway or the widening of highways or lanes that abut on the land;

(v) the protection, maintenance and enhancement of existing trees and other vegetation, and the removal, restoration or replacement of vegetation;

(vi) the monitoring of the use of lands, provided the monitoring is necessary for the protection of public health and safety or the protection of the natural environment;

(vii) the implementation and maintenance of measures that address impacts related to air quality, water quality and supply, sewer supply, groundwater protection, storm water management, natural heritage features and functions, energy conservation, transportation infrastructure, noise, vibration, and construction phase environmental impacts;

(viii) the applicant to obtain or provide easements for the purposes of shared parking or access to other parking lots in the specified area;

(ix) with respect to land described in paragraph 3, 3.1 or 3.2 of subsection 34 (1) of the Planning Act, a condition that is related to matters that would otherwise be prohibited under those paragraphs;

(x) the securing of existing rental housing or the replacement of rental housing in accordance with the housing policies of the Official Plan;

(xii) that multiple phase development be built out in a specified sequence;

(xii) the granting of public access easements to the City;

(xiv) the dedication of parking spaces for use of car sharing, bicycle sharing or alternative transportation opportunities;

(xv) streetscape improvements on the public boulevard abutting the site; and
(xv) an applicant to enter into an agreement with the City requiring that the development be built-out in accordance with all plans and drawings, submitted in accordance with the Complete Application requirements, and finally approved by the City.

2. Schedule 3 is amended by adding an additional column entitled "Development Permit Approval" so that it appears as follows:

## APPLICATION REQUIREMENTS

<table>
<thead>
<tr>
<th>REQUIREMENTS of the CITY OF TORONTO ACT, PLANNING ACT and/or Regulations</th>
<th>Official Plan</th>
<th>Zoning By-law</th>
<th>Plan of Subdivision</th>
<th>Plan of Condominium</th>
<th>Consent to Sever</th>
<th>Site Plan Control Approval</th>
<th>Development Permit Approval</th>
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<tbody>
<tr>
<td>ADDITIONAL REQUIREMENTS of the OFFICIAL PLAN</td>
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In addition to the prescribed requirements of the Planning Act, the following non-prescribed information will also be required to evaluate a planning application, unless it is determined that certain studies, plans, drawings and reports are not applicable.

Provision of the additional information indicated under the Official Plan, Zoning By-law, Plan of Subdivision, Plan of Condominium and Consent to Sever headings is mandatory under the Planning Act and this Official Plan.

Provision of the additional information indicated under the Site Plan Control Approval heading is not mandatory but may be requested by the City in order to enable a site plan control application to be evaluated.

**Completed Application Form** – including Permission to Reproduce and Provision of Requisite Copies. Applicants are required to (a) grant the City permission to reproduce, in whole or in part, any document submitted as part of a complete application for internal use, inclusion in staff reports or distribution to the public for the purpose of application review, and (b) provide a reasonable number of copies of any such document, or parts thereof, in paper and/or electronic form, to the City for internal use and distribution to the public for the purpose of application review.
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<tr>
<th>Requirement</th>
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<td><strong>Boundary Survey</strong> – showing and quantifying the area(s) of all land parcel(s) relevant to the development proposal.</td>
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<td><strong>Appropriate Plans and Drawings</strong></td>
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<td><strong>Planning Rationale</strong> – containing a description of pre-application consultation, including any community outreach, public meeting(s) and interested persons contact list created by the applicant in accordance with City standards.</td>
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<td><strong>Avenue Segment Review</strong> – when required by the provisions of Section 2.2.3.</td>
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<td><strong>Building Mass Model</strong> – physical or computer generated.</td>
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<td><strong>Pedestrian Level Wind Study</strong> – for buildings over six storeys/20 metres in height.</td>
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<td><strong>Housing Issues Report</strong> – for applications that seek to demolish existing rental properties, intensify existing rental sites, convert existing rental housing to condominiums or that propose residential development in excess of five hectares.</td>
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<tr>
<td>Geotechnical Study – hydrological review to be included where warranted.</td>
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<td>Servicing and Stormwater Management Report(s)</td>
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<tr>
<td>Transportation Impact Study</td>
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<td>Parking Study – when proposal does not comply with City by-law standards.</td>
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<td>Loading Study – when proposal does not comply with City by-law standards.</td>
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<td>Traffic Operations Assessment – when warranted by the scale or nature of the proposed development.</td>
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<tr>
<td>Draft Amendments</td>
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</table>
3. Schedule 3 is further amended by adding a new Schedule 3A as follows:

**SCHEDULE 3A**

**DEVELOPMENT PERMIT BY-LAW AMENDMENT REQUIREMENTS**

<table>
<thead>
<tr>
<th>REQUIREMENTS of the CITY OF TORONTO ACT, PLANNING ACT and/or Regulations</th>
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</thead>
<tbody>
<tr>
<td>ADDITIONAL REQUIREMENTS of the OFFICIAL PLAN</td>
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</tbody>
</table>

In addition to the prescribed requirements of the Planning Act, the following non-prescribed information will also be required to evaluate a Development permit by-law amendment application, unless it is determined that certain studies, plans, drawings and reports are not applicable. In addition, other information or studies may be required if the information or study was provided at the time the Development permit by-law was first enacted.

- Completed Application Form – including Permission to Reproduce and Provision of Requisite Copies. Applicants are required to (a) grant the City permission to reproduce, in whole or in part, any document submitted as part of a complete application for internal use, inclusion in staff reports or distribution to the public for the purpose of application review, and (b) provide a reasonable number of copies of any such document, or parts thereof, in paper and/or electronic form, to the City for internal use and distribution to the public for the purpose of application review.

- Comprehensive Planning Rationale – as described in Policy 5.2.3.9

- Appropriate Plans and Drawings – to support Comprehensive Planning Rationale.

- Topographical Survey – showing the area of all land parcel(s) relevant to the Development permit by-law area.

- Massing Model – physical or computer generated for the area.

- Pedestrian Level Wind Study

- Sun/Shadow Study

- Community Services/Facilities Study

- Housing Study – determine how the range of housing envisioned by the by-law is maintained or replaced in terms of form, tenure and affordability.

- Natural Heritage Impact Study – if the proposed amendment is likely to have impacts on
Environmental Impact Study – if the proposed amendment is likely to have impacts on aspects of the environment not adequately assessed in the Natural Heritage Impact Study.

Archaeological Assessment – for properties in the City’s database of lands containing archaeological potential within the area.

Heritage Impact Statement/Conservation Strategy – for properties in the City’s Inventory of Heritage Properties, whether listed or designated, within the area where new development could have an impact on a heritage property.

Noise Impact Study

Vibration Study

Geotechnical Study – hydrological review to be included where warranted.

Servicing Capacity Review

Transportation Impact Studies

Stormwater Management Plan

District-based Energy Plan