

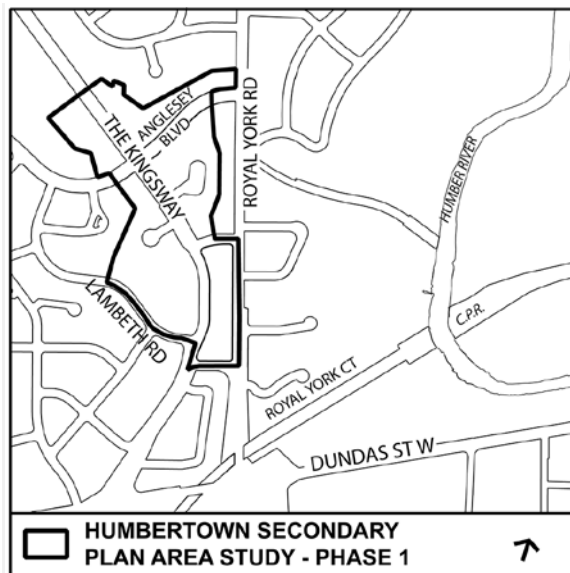
**City Initiated Humbertown Secondary Plan Study -  
Phase 1 Status Report**

<b>Date:</b>	July 24, 2014
<b>To:</b>	Etobicoke York Community Council
<b>From:</b>	Director, Community Planning, Etobicoke York District
<b>Wards:</b>	Ward 4 – Etobicoke Centre
<b>Reference Number:</b>	13 224536 WET 04 OZ

**SUMMARY**

This report presents the findings of the first phase of the Humbertown Secondary Plan Study (Study). Phase 1 of the Study included the review of the existing and planned context for the Study Area as well as the identification and evaluation of opportunities and constraints relative to existing Official Plan policy, in order to develop specific recommendations regarding the future direction and scope of work for Phase 2 of the Study.

The final report prepared by IBI Group, the planning consultant hired to conduct Phase 1 of the Study, summarizes the process undertaken by the consultant and the findings of the background review. The report concludes that a Secondary Plan should not be pursued for the Study Area and the appropriate method to enhance the existing policy framework is to advance to a second phase of the Study for the purpose of creating a Site and Area Specific Policy (SASP). The primary reason for this recommended approach is to provide greater clarity on how the Official Plan is to be interpreted for the *Apartment Neighbourhoods* designated lands within the Study Area.



Planning staff have provided two recommendations for the consideration of City Council and are recommending that City Council adopt Recommendation A of this report.

## **RECOMMENDATIONS**

---

**The City Planning Division recommends that City Council adopt Recommendation A from the following:**

- A. City Council determine that the Phase 1 work is sufficient to meet its October 2013 direction to undertake a comprehensive review of the potential Humbertown Secondary Plan Area and Planning staff be directed to:**
1. Prepare a Site and Area Specific Policy for the *Apartment Neighbourhoods* designated lands within the Study Area as described in this report and bring forward a City initiated Official Plan Amendment to implement the Site and Area Specific Policy for a Public Meeting under the *Planning Act*.
  2. Report back to Etobicoke York Community Council on the results of the work done by City staff by the first quarter of 2015.
  3. Prior to the preparation and introduction of the Site and Area Specific Policy, Planning staff undertake a public consultation program comprised of local residents, landowners, community associations and the Ward Councillor(s).

OR

- B. City Council determine that a second phase of work is required to meet its October 2013 direction to undertake a comprehensive review of the potential Humbertown Secondary Plan Area and Planning staff be directed to:**
1. Prepare and issue a Request for Proposals (RFP) to select an external consulting team to undertake the second phase of the review and to prepare a Site and Area Specific Policy for the *Apartment Neighbourhoods* designated lands within the Study Area.
  2. Lead the Humbertown land use review, in consultation with the external consultant, and to establish the respective roles and responsibilities for the land use review including the scope of the review, financing, administration, deliverables and timing.
  3. Include a public consultation program comprised of both broad community wide forums and smaller working groups, to include area residents and businesses, local community associations, property owners within the

potential Humbertown land use review area, the Ward Councillor(s), representatives of City Divisions and external agencies, as appropriate.

4. Include the cost of the second phase of work in City Planning's 2015 budget.
5. Report back to Etobicoke York Community Council on the results of the second phase of work by the third quarter of 2015.

### **Financial Impact**

Adoption of Recommendation A would have no financial implications as the remainder of the work on the Study would be conducted by City staff.

Adoption of Recommendation B would result in the continuation of expenditures on an external consulting team that was previously authorized by City Council in October, 2013.

### **DECISION HISTORY**

At its meeting of October 11, 2013, City Council directed Planning staff to prepare and issue a Request for Proposals (RFP) to select an external consulting team to undertake a comprehensive review of the potential Humbertown Secondary Plan Area (Study). As directed by City Council, the Study was to be conducted in phases with Phase 1 consisting of the background review, identification of issues and the direction for the entire review.

The Study was initiated by City Council to examine the future of the Humbertown area with respect to potential redevelopment, as a result of the Humbertown Shopping Centre redevelopment application for commercial and residential uses. It was anticipated the Study would develop a policy mechanism to create a stronger policy framework providing clarity for any development of the *Apartment Neighbourhoods* designated lands north of the Humbertown Shopping Centre. IBI Group, the Study consultant, was retained by the City through the RFP process to conduct the Study.

IBI Group was tasked to undertake public consultation and to review background information, existing neighbourhood characteristics, planning policies and planning tools to determine if additional policy direction is required for the Study Area and depending on their findings, recommend appropriate direction for future phases of the review.

### **Humbertown Shopping Centre Redevelopment Application**

The Humbertown Shopping Centre currently contains 13,750 m<sup>2</sup> of retail and office uses in 1 and 2 storey buildings, with a large component of the 3.6 ha site being devoted to surface parking and has served the surrounding community since the 1950s.

The application to redevelop the Humbertown Shopping Centre created significant community interest and concern regarding both the amount and form of development

proposed for the shopping centre site, as well as the impacts the development could have on the surrounding established residential community.

The chronology of the application resulting in Council's direction to undertake this Study is summarized as follows:

A Preliminary Report on the redevelopment application was considered by Etobicoke York Community Council (EYCC) in March 2012. EYCC directed Planning staff to review the application and schedule a community consultation meeting and that Notice for the community consultation meeting be given to landowners and residents within 120 m of the site, and expanded in consultation with the Councillors for Wards 4 and 5, with the additional cost to be borne by the applicant. Planning staff were also directed to report to the May 15, 2012, EYCC meeting on the feasibility of conducting a Secondary Plan review or area specific zoning by-law or policy to be created for the Humbertown Shopping Centre expansion, including the existing apartment neighbourhood area immediately north of Humbertown, as well as the northerly portion of Dundas Street West. The Preliminary Report and EYCC direction can be found at the following link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EY14.3>

In May 2012 Planning staff submitted a report to EYCC, noting that after a thorough assessment of existing Official Plan policies, staff were of the opinion that a Secondary Plan review was not required. EYCC directed Planning staff to include in their review of the Humbertown application, a thorough examination of the contextual surroundings of the Humbertown Shopping Centre, considering all potential impacts on the community character, as well as the need to preserve the unique character and long-term stability of the residential communities that surround the site. EYCC further requested that as part of this review, potential alternative development concepts be considered that could provide a more compatible relationship between the development and the surrounding communities in terms of height, density, land use mix, traffic impact and overall urban design. The staff report and EYCC direction can be found at the following link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EY16.2>

In May 2013 Planning staff submitted a Final Report to EYCC recommending approval of the Zoning By-law Amendment application for the Humbertown Shopping Centre to permit the development of 21,800 m<sup>2</sup> commercial space, 28 townhouse units, and 576 apartment units in three buildings of 3, 10 and 12 storeys. EYCC did not support the recommendations of Planning staff and recommended the application be refused. The Final Report and EYCC direction can be found at the following link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EY24.1>

Based on Community Council's recommendation, the applicant appealed the application to the Ontario Municipal Board (OMB) in May 2013.

At its meeting of June 11, 2013 City Council refused the application to amend the Zoning By-law and directed the City Solicitor to oppose the appeal with the assistance of outside consultants. City Council directed the Chief Planner and Executive Director, City

Planning, to initiate a Secondary Plan process covering all of the *Mixed Use Areas* and *Apartment Neighbourhoods* designated lands in the vicinity of the Humbertown Shopping Centre, and report to the September 10, 2013 EYCC meeting setting out a work plan, budget, and schedule for completing such a review. City Council's decision and direction can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EY26.7>

EYCC at its September 2013 meeting, after considering the staff report from the Director of Community Planning, Etobicoke York District, directed Planning staff to prepare and issue a Request for Proposals (RFP) to select an external consulting team to undertake a comprehensive review of the potential Humbertown Secondary Plan Area. The Secondary Plan review was to include a public consultation program comprised of both broad community wide forums and smaller working groups, and to include area residents and businesses, local community associations, property owners within the potential Humbertown Secondary Plan Area, the Ward Councillor(s) and representatives of City Divisions and external agencies, as appropriate. The staff report and EYCC direction can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EY26.11>

In October 2013 City Council endorsed the above noted directions from EYCC.

As a result of OMB led mediation sessions in October and November 2013, City Council at its meeting of December 16, 17 and 18, 2013 considered a Settlement Report from the City Solicitor on the Humbertown redevelopment application which resulted in a Settlement Agreement between the parties. An OMB Hearing was held on January 23, 2014, where the Settlement Agreement endorsed by City Council was finalized and approved by the OMB. The City Solicitor report and City Council direction can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.CC45.5>

### **St. Stevens Court Redevelopment Proposal**

On May 7, 2013, Zoning By-law Amendment and Rental Housing Demolition applications were submitted for the lands directly north of the Humbertown Shopping Centre at 1, 3, 5 and 7 St. Stevens Court and 289 to 291 The Kingsway. These applications propose to replace five existing 3.5 storey rental apartment buildings on the lands with six new apartment buildings ranging from 4 to 16 storeys in height, containing 603 residential units, and the retention of the 17 storey, 73 unit rental building at 289 The Kingsway.

A Preliminary Report on these applications was submitted to the September 10, 2013 meeting of EYCC recommending that Planning staff review the applications concurrently and in the context of the City Council directed Humbertown Secondary Plan Area Study. On November 19, 2013, EYCC directed that community consultations for these applications (as per Recommendation 3 of EY 26.11) not go forward until the

Humbertown Secondary Plan Study is complete. The Preliminary Report and EYCC direction can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EY26.11>

## **BACKGROUND**

### **Request for Proposals**

As directed by City Council, Planning staff issued a Request for Proposals (RFP) in March 2014 to select an external multi-disciplinary consulting team to carry out Phase 1 of the Study. The objective of this phase of the Study was to undertake public consultation, to review the existing and planned context for the area and to identify and evaluate opportunities and constraints relative to Official Plan policy, so that specific recommendations regarding the future direction and scope of work for Phase 2 of the Study could be established in consultation with all interested stakeholders.

The Study was to be conducted as a comprehensive and an integrated planning study. It was approached as a thorough examination of the contextual surroundings of the Humbertown Shopping Centre, in terms of height, density, land use mix, traffic volumes and overall urban design. Consideration was to be given to all potential impacts on the community character, as well as the need to preserve the unique character and long-term stability of the residential communities that surround the Study Area. The findings, conclusions and recommendations of the Study were to be consolidated into an overall study document.

The anticipated outcome of the Study was a summary of existing policies and background of the Study Area, including an analysis of the mix of uses and level of existing and future development, the transportation network, community services and facilities, and built form/urban design.

### **Study Area**

The Study Area directed by City Council comprises approximately 15.6 ha. The character of the Study Area is that of an established residential neighbourhood of primarily low-rise (3 and 4 storey walk-up) apartment buildings generally located along The Kingsway and adjacent to the Humbertown Shopping Centre. A 17 storey, 73 unit rental apartment building exists at 289 The Kingsway. The primary character of the area surrounding the Study Area is that of single detached houses on large lots. The Humbertown Shopping Centre, approximately 3.6 ha in size, is also located in the Study Area and its approved redevelopment provided contextual considerations for the lands to the north.

### **Official Plan**

Toronto's Official Plan is based on themes of diversity and opportunity, beauty, connectivity, stewardship and leadership. Decision making in the context of these themes

is intended to achieve a sustainable City that reflects a balance of environmental, social and economic considerations, an attractive and safe city with vibrant neighbourhoods and streets, a comprehensive transit system, a connected green space network, housing choices, diverse employment areas and high quality architecture and urban design.

The lands within the Study Area are designated *Apartment Neighbourhoods* and *Mixed Use Areas* (the Humbertown Shopping Centre lands) with a small component designated *Parks*. The majority of the lands surrounding the Study Area are designated *Neighbourhoods*. The Official Plan establishes that *Neighbourhoods* and *Apartment Neighbourhoods* are not growth designations. Physical change in *Neighbourhoods* is to be sensitive, gradual and generally 'fit' the existing physical character, with new development respecting and reinforcing the general physical patterns in a neighbourhood.

*Apartment Neighbourhoods* are distinguished from *Neighbourhoods* because a greater scale of buildings is permitted with different scale-related criteria to guide development. Built-up *Apartment Neighbourhoods* are considered to be stable areas of the City where significant growth is generally not anticipated. Opportunities for development on underutilized sites are subject to development criteria in the Official Plan.

*Mixed Use Areas* are a growth designation in the Official Plan. Lands within this designation are intended for redevelopment and revitalization with a mix of land uses at a scale or intensity that is contextually appropriate and which can be accommodated by transportation and servicing infrastructure.

### **Healthy Neighbourhoods**

The Healthy Neighbourhoods policies in Chapter 2 of the Official Plan have provisions to ensure that new developments are directed towards growth areas and where permitted, are well integrated within established neighbourhoods.

### **Built Form**

Chapter 3 of the Official Plan contains built form policies that emphasize the importance of ensuring that new development fits within its existing and/or planned context, while limiting impacts on neighbouring streets, parks and open spaces. These policies ensure that new buildings are designed to provide appropriate massing and transition in scale that will respect the character of the surrounding area.

### **Secondary Plans**

Chapter 5, Section 5.2.1 of the Official Plan provides policy direction for the preparation of Secondary Plans. This section identifies that Secondary Plans establish local development policies to guide growth and change in a defined area of the City. Secondary Plans will not be prepared for stable areas of the City, where major physical change is not expected or desired. Secondary Plans are intended to establish policies that adapt and implement the objectives and policies of the Official Plan to fit local contexts.

Section 5.2.1.2 of the Official Plan identifies that "Secondary Plans will generally be prepared, in consultation with the community, for areas demonstrating one or more of the following characteristics:

- a) Large areas of vacant or underutilized land which would benefit from comprehensive planning to enable suitable development or redevelopment;
- b) Areas targeted for major public or private investment;
- c) Areas where development is occurring, or proposed, at a scale, intensity or character which necessitates reconsideration or reconfiguration of local streets, block plans, public works, open space or other public services and facilities; and
- d) Other growth areas identified in provisions of this Plan, such as *Centres*, selected *Avenues* identified by Committees of Council and *Regeneration Areas*."

### **Site and Area Specific Policies**

Chapter 7 of the Official Plan contains Site and Area Specific Policies (SASPs). SASPs are for sites and areas throughout the City where policies are required that vary from one or more provisions of the Official Plan. These policies generally reflect the unique historical conditions for approval that must be recognized for specific development sites, or provide a further layer of local policy direction for an area.

## **COMMUNITY CONSULTATION PROCESS**

Phase 1 of the Study included 6 consultations comprised of 2 large open house format meetings, 3 working group meetings and 1 landowner (landowners within the study boundary) meeting.

The following presents a synopsis of the various community consultation meetings held. A more detailed summary of each Working Group meeting is presented in Attachment 2 to this report.

### **June 5, 2014 - Open House/Community Meeting #1**

The initial Open House/Information Session was hosted by Planning staff and held at Richview Collegiate Institute. The event was attended by approximately 120 area residents and community stakeholders. The purpose of the event was to provide information and encourage public discussion and feedback on the Secondary Plan Study. A working group was also created from this meeting comprising approximately 25 area residents, property owners and members of the local community associations. The purpose of the working group was to provide insight to the study team on the planning concerns and interests of residents and other stakeholders within and around the Study Area.



To ensure more focused discussions, the three working group meetings were thematically organized. The themes were: land use; transportation and community and facility services; and planning policy Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis.

### **June 11, 2014 - Working Group Meeting #1**

This meeting was focused on identifying issues and concerns residents had related to planning matters in the Study Area. The meeting was organized to provide working group members with a recap of the purpose of the Phase 1 component of the Study and reiterate that the findings from this component would be used to inform future decisions by staff and City Council. Additionally, the meeting provided background on the provincial and municipal planning framework.

The key issues raised by the working group included the following:

- ensuring the Study Area would not experience the same development styles as Dundas Street West
- development applications seeking greater height/density than is permitted along Dundas Street West are not appropriate
- capacity issues at local schools
- traffic and parking concerns
- the neighbourhood character; a desire to maintain the "village feel"
- the height of recent development approvals is too high
- capacity issues related to parks and open spaces in the community
- transition between heights and densities in the neighbourhood
- sun/shadow impacts
- desire for improved architectural design
- impacts of the Humbertown Shopping Centre redevelopment when built out

### **June 16, 2014 - Working Group Meeting #2**

The second working group meeting was focused on transportation and community services and facilities. The meeting was organized to provide working group members with an introduction of the transportation aspects of the Study. A summary of the transportation issues in the area was also provided based on the concerns raised in the first working group meeting.

The key issues raised by the working group included the following:

- traffic generated by local area schools
- current street configuration and access within the community
- capacity of current transportation infrastructure and limited options to address traffic congestion
- impact of buses on current road operations

- the need for a comprehensive area transportation study
- desire to maintain current road sizes and not widen local roads

The planning consultant also provided a preliminary summary of the existing community services and facilities in the community. The key issues raised by the working group regarding these elements included the following:

- capacity of local area schools
- bussing of local students
- appropriateness, size, type and age of community facilities in the area

### **June 19, 2014 - Landowners Meeting**

The Landowners Meeting was attended by three owners of existing rental buildings in the Study Area. These owners indicated they were not interested in redeveloping their sites at this time and noted that the City's strict requirement for rental housing replacement was a hindrance. They also noted other landowners are not interested in redeveloping their sites at this time. One of the landowners indicated if they were to redevelop their site they would likely increase building heights up to 6 or 7 storeys from the current 3 to 4 storeys subject to a more flexible rental housing policy. The owners generally identified the current rental protection policies of the City are too restrictive to allow redevelopment to occur.

### **June 19, 2014 - Working Group Meeting #3**

The third working group meeting was focused on additional planning issues/matters the working group had related to the Study, provided a summary of the Study, summarized the discussion with the landowners group and presented the consultant's draft recommendations.

A Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis was provided by the consultant on the various planning tools that are available to the City for regulating land use, density, massing and context. The key issues raised by the working group included the following:

- clarification is required on what the "vision" for the Study Area is intended to be
- opinion that a SASP should have been previously prepared for the area
- discussions on other site-specific exceptions for *Apartment Neighbourhoods* lands that allowed greater heights and densities
- opinion that the planning tools presented do not accurately articulate what the community desires for the *Apartment Neighbourhoods* area

The working group summarized its position respecting the selection criteria for the appropriate planning tool to be:

- site-specific

- as close as possible to being legally binding (ie. has the best chance of not being overturned the OMB)
- sets standards not just guidelines
- reflects "evolutionary" reality (ie. provides landowners with a fair, but not excessive, return on their investment based on current interest rates and the level of risk)
- best meets the issues raised by the working group

## **June 26, 2014 - Community Consultation Meeting #2**

A status update meeting with an open question and answer period was held at the Anglesey Church Auditorium with approximately 100 members of the public in attendance. The meeting provided an opportunity for City staff and the consultant team to summarize the work to date, to outline the proposed recommendation that Phase 2 of the Study be conducted and that a Site and Area Specific Policy (SASP) was the most appropriate planning tool for the Study Area.

## **IBI GROUP FINAL REPORT**

The final report prepared by IBI Group, the planning consultant hired to conduct Phase 1 of the Study, was submitted to Planning staff on July 17, 2014. The report can be found at the following link: [www.toronto.ca/humbertown](http://www.toronto.ca/humbertown)

The report summarizes the process undertaken by the consultant and the findings of the background review. The report concludes that a Secondary Plan is not an appropriate planning tool for the Study Area.

The report recommendations identify the appropriate method to enhance the existing policy framework is to undertake the second phase of the Study for the purpose of creating a Site and Area Specific Policy (SASP). The rationale for this recommendation is "the vague definitions and less prescriptive policies of the Official Plan are subject to differing interpretations". Additionally, the report notes the current Official Plan policies for *Apartment Neighbourhoods* pertain mostly to infill development, whereas the contextual analysis reveals that little opportunity exists within the Study Area for infill development. As such, the report recommends the introduction of a localized policy through a SASP, which would appropriately recognize the unique characteristics of the Study Area and would provide further clarity on how the Official Plan would apply to potential redevelopment of *Apartment Neighbourhoods* lands within the Study Area.

The key conclusions and findings of the report are as follows:

- the Study Area is dominated by lower scale walk-up apartment buildings ranging in height from 3.5 to 4 storeys, with the exception of one existing 17 storey building;
- there has been a minimal population increase within the Study Area and surrounding area;

- with the exception of the Humbertown redevelopment and the St. James Club apartment building, there has been minimal redevelopment within the Study Area;
- the current policies in Chapter 4 of the Official Plan note *Apartment Neighbourhoods* are intended to maintain and protect established residential areas and to ensure that new development fits well within the existing surrounding urban context and supports the Official Plan vision for diversity of Toronto's residential communities;
- the direction from City Council and the results of the community consultation process indicate there is a desire to strengthen and clarify the existing policies that protect the character and scale the *Apartment Neighbourhoods* lands within the Study Area; and
- The recent City Planning report - "Official Plan Review: Draft Policies for Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods*" suggests the City has experience with the Plan policies for lands designated *Apartment Neighbourhoods* and indicates which policies work well, which need to be changed and where there is a need for more clarity. Generally, the Plan policies respecting residential communities have been successful, and as a result the contemplated revisions seek to strengthen and clarify the policy framework for *Neighbourhoods* and *Apartment Neighbourhoods*.

## COMMENTS

### Secondary Plan

As noted previously, Planning staff at the May 2012 EYCC meeting advised that a Secondary Plan review was not required for the lands to the north of the proposed Humbertown Shopping Centre redevelopment. This advice was based on the policy framework of Section 5.2.1 of the Official Plan which states that "Secondary Plans will not be prepared for stable areas of the City, where major physical change is not expected or desired". The intent of Secondary Plan policies is largely to encourage growth and redevelopment of a specific area. It is staff's understanding that the intent of City Council when directing this Study was not to encourage the large scale redevelopment of the Study Area but rather to maintain the stable character of the area. The study consultant, after the consultation process and review of the City's existing planning tools, also concluded that a Secondary Plan is not the appropriate planning tool for the Study Area. The consultant has concluded, however, that the Study Area can benefit from an updated, localized and clearer planning framework to guide potential future development.

### Official Plan

On June 19, 2014 Planning and Growth Management Committee considered a report entitled "Official Plan Review: Draft Policies for Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods*" (Item PG34.18). This report was approved by City Council on July 8, 2014. The staff report can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG34.18>

The report presented draft policies with respect to the Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods* sections of the Official Plan for the purpose of public consultation as part of the Five Year Review of the Official Plan. The draft policies are intended to strengthen and clarify existing policies that protect the character and scale of existing established residential communities within *Neighbourhoods* and *Apartment Neighbourhoods*. The draft policies are also intended to provide further clarity to the policy framework as it pertains to a number of areas including limited infill development on sites with an existing apartment building(s) in *Neighbourhoods* and *Apartment Neighbourhoods* where there is sufficient surplus space to accommodate additional development while preserving amenities for residents of existing apartment buildings.

The consultant's identification of the need for a clearer framework for the Study Area is consistent with the City's direction to add clarity to the overall policy framework for *Neighbourhoods* and *Apartment Neighbourhoods* as part of the Five Year Official Plan Review.

Section 4.2 of the Official Plan sets out the criteria for infill development on *Apartment Neighbourhoods* lands that have an existing apartment building(s). The existing policy provides that compatible infill development may be permitted on a site containing an existing apartment that has sufficient underutilized space to accommodate infill development while providing a good quality of life for new and existing residents.

Policy 3 of Section 4.2 sets out the criteria to be considered when an infill development proposal is being assessed on a site with an existing apartment building(s). The Five Year Official Plan Review is recommending this policy also apply to additions to existing apartment building(s) on these sites as well as new buildings. This policy direction would be particularly applicable to the Study Area.

An important new criterion being recommended through the Five Year Official Plan Review would require that the new infill building(s) and additions on *Apartment Neighbourhoods* designated lands respect the scale, including height and massing, of the existing apartment building(s) on the site. This recommended policy change also would be particularly applicable to the Study Area.

Given that the City is contemplating revising and updating the overall Official Plan policies for *Neighbourhoods* and *Apartment Neighbourhoods*, through the Five Year Official Plan Review, Planning staff concur with the consultant's conclusions that clearer policies are needed for the *Apartment Neighbourhoods* designated lands within the Study Area.

## **CONCLUSIONS**

The final report prepared by IBI Group concludes that a Secondary Plan is not the appropriate planning tool for the Study Area. It goes on to recommend that the

appropriate method to enhance the existing policy framework is to advance to a second phase of the Study for the purpose of creating a Site and Area Specific Policy (SASP) for the Study Area. Planning staff concur with this conclusion.

Consistent with the City's direction to strengthen and clarify the overall policy framework for *Apartment Neighbourhoods*, the consultant's recommendation seeks to undertake additional analysis to explore how to appropriately address and set parameters for future redevelopment within the Study Area. Given there is little opportunity for infill development within the Study Area due to its physical character, it is anticipated that any future large scale development would be in the form of replacement of the existing apartment buildings. As such, it is necessary to establish appropriate local measures to govern this level of potential future activity in the Study Area.

This report provides City Council with two options respecting this Study. The first option would have City Council determine that the work undertaken for the first phase of the Study is sufficient to meet its direction to undertake a comprehensive review of the Study Area. Council would then direct Planning staff to prepare a Site and Area Specific Policy for the lands designated *Apartment Neighbourhoods*. This approach differs from the consultant's recommended approach of conducting further analysis to arrive at a SASP for the Study Area. The rationale for this approach is twofold.

Firstly, the preamble of Section 4.2 of the Official Plan notes "Built up *Apartment Neighbourhoods* are stable areas of the City where significant growth is generally not anticipated". Additionally, Policy 4.2.3 of the Official Plan states "Significant growth is generally not intended within developed *Apartment Neighbourhoods*. However, compatible infill development may be permitted on a site containing an existing apartment that has sufficient underutilized space to accommodate one or more new buildings."

Chapter 3 of the Official Plan contains built form policies that emphasize the importance of ensuring that new development fits within its existing and/or planned context, while limiting impacts on neighbouring streets, parks and open spaces.

Based on these components of the Official Plan, staff's opinion is that there is policy guidance on the expected type of infill development within the *Apartment Neighbourhoods* designation which can be further expanded and clarified to fit the local context of the Study Area.

Secondly, the consultant's findings have identified there are very few properties within the Study Area that have large surface parking lots, underutilized lots or vacant land. The findings also indicate there is only one vacant parcel of land within the Study Area. The predominant built form within the Study Area is 3 to 4 storey apartment buildings. Based on this physical makeup, little opportunity exists within the Study Area for significant infill development. Although the City is currently looking to clarify and strengthen the Official Plan policies for *Neighbourhoods* and *Apartment Neighbourhoods*, a more localized policy update for the Study Area which recognizes its

unique character can be undertaken by Planning staff utilizing the work undertaken to date in the first phase of the Study. Should this approach be taken, it is anticipated staff would report to Etobicoke York Community Council in the first quarter of 2015.

Based on the foregoing, this approach is recommended by Planning staff.

Alternatively, City Council could determine that the consultant's recommended approach of conducting further analysis as part of a second phase of the Study is required to meet its direction to undertake a comprehensive review of the Study Area. For this approach, City Council would direct staff to prepare and issue a Request for Proposals (RFP) to select an external consulting team to undertake the second phase of the land use review.

Similar to the first phase, this would require Planning staff to lead the review, in conjunction with the external consultant, as well as include a significant public consultation program. The second phase would require a more fulsome review and analysis related to transportation and traffic issues, community services and facilities, servicing and built form issues to determine appropriate levels of redevelopment in the Study Area. Should this approach be taken, it is anticipated staff would report to Etobicoke York Community Council in the third quarter of 2015.

Funds in an amount yet to be determined would need to be allocated in the 2015 City Planning budget for the cost of the second phase of the Humbertown land use review, if an outside consultant is to be retained.

## **CONTACT**

Cynthia Owusu-Gyimah, Planner  
Tel. No. (416) 394-2608  
Fax No. (416) 394-6063  
E-mail: [cowusug@toronto.ca](mailto:cowusug@toronto.ca)

Bill Kiru, Manager  
Tel. No. (416) 394-8216  
Fax No. (416) 394-6063  
E-mail: [bkiru@toronto.ca](mailto:bkiru@toronto.ca)

## **SIGNATURE**

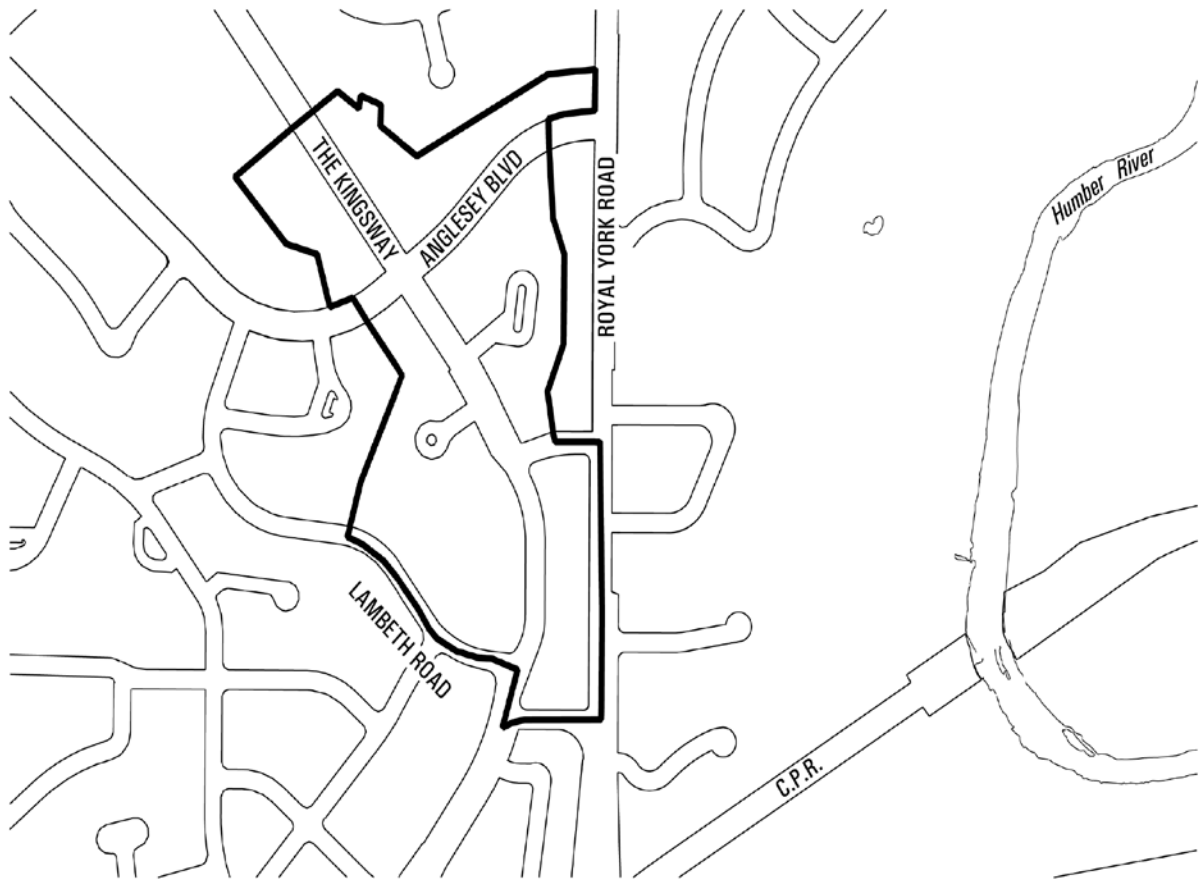
---

Neil Cresswell, MCIP, RPP  
Director, Community Planning  
Etobicoke York District

## **ATTACHMENTS**

Attachment 1: Study Area Map  
Attachment 2: Summary of Working Group Meetings

# Attachment 1: Study Area Map



## Humbertown Secondary Plan Area Study

MAP 2 Boundary Map

— Secondary Plan Study Boundary

Not to Scale 

January 2014



## Attachment 2: Summary of Working Group Meetings



IBI GROUP  
5th Floor – 230 Richmond Street West  
Toronto ON M5V 1V6 Canada  
tel 416 596 1930 fax 416 596 0644  
ibigroup.com

### Working Group Meeting #1 Summary

**To/Attention** Cynthia Owusu-Gyimah **Date** June 17, 2014  
**From** Amy Shepherd **Project No** 36476  
**Subject** Humbertown Secondary Plan Area Study - Phase 1: Working Group Meeting #1, June 11, 2014 (7:00 to 9:30 pm), Etobicoke Civic Centre  
**Present** **IBI Group:** Jay Claggett, Amy Shepherd, Stephen Albanese, Todd Smith  
**City of Toronto:** Bill Kiru, Cynthia Owusu-Gyimah, Jack Krubnik  
**Working Group Members:** Rob Davis, Jordan Morassutti, Taylor Morassutti, Jeremy Skinner, Heather Gordon, Don Kennedy, Scott Crichton, Jean Warra, Theresa Keates, Victoria Russell, Joanne Pickard, Katja Huismans, Lori Litwin, Anne Anderson, Dave Williamson, John Campbell, Cathy Brett, Anne Cahill, David Cox, Patricia Forbes, Ian Ihnatowycz, Andrea Pearson, Susan Harris  
**Councillor's Office:** Jim Burnett  
**Observer:** Sean Hill

#### Item Discussed

##### 1 Introductions

- Cynthia Owusu-Gyimah welcomed everyone, thanking the members for their participation in the Working Group. She reiterated that the purpose of the Phase 1 Humbertown Secondary Plan Area Study is to determine whether or not a Secondary Plan or other site-specific policies or regulations are required to guide future development in the area. She explained how Council's direction that a study be undertaken stemmed from concerns related to the Humbertown plaza redevelopment.
- Participants were asked to introduce themselves and describe their interest in the Study (e.g. they are a local resident, member of the Humber Valley Residents Association, property owner/developer, tenant, etc.).

##### 2 Review of Study Scope

- Amy Shepherd provided a brief recap of the scope of the Phase 1 Study. She reiterated that the Study is not intended to evaluate or comment on the recent settlement for Humbertown plaza or the redevelopment proposal for St. Stevens Court, but that the properties and plans/proposals would only be considered as part of the contextual review.

The following questions were raised by members of the Working Group:

**Q:** Will the Phase 1 Study affect the St. Steven's Court redevelopment application?

**A:** City staff explained that the findings of the Phase 1 Study will be used to inform future decisions of City staff and Council, but reminded the group that specific recommendations pertaining to height, density, built form, etc., will not be made as part of the first phase of the Study. City staff also clarified that the applications were submitted to the City prior to the Study initiation.

IBI is a group of firms providing professional services and is affiliated with IBI Group Architects

Item Discussed
----------------

**Q:** Will there be a separate meeting for landowners?

**A:** IBI Group explained that landowners had been invited to attend a meeting on June 19<sup>th</sup> and that at the request of Councillor Lindsay Luby one or two members of the Working Group would be invited to observe the meeting.

### 3 Overview of Planning Tools

- IBI Group walked the group through a handout that provided an overview of the:
  - Provincial Growth Plan;
  - Toronto Official Plan (e.g. existing land use designations within and surrounding the Study Area, applicable policies and the purpose and parameters of Secondary Plans and Site and Area Specific Policies);
  - City of Toronto Zoning By-law;
  - Examples of City of Toronto Guidelines and Standards;
  - Development Application Requirements (i.e. supporting studies/information); and
  - Site Plan Control.

**\*See the attached handout of the planning information that was presented.**

The following questions were raised by members of the Working Group:

**Q:** Policy #3 on Page 4-6 states that 'significant growth is generally not intended within developed *apartment neighbourhoods*'. What is qualified as significant growth?

**A:** City staff explained how the Official Plan does not have prescriptive numbers and that it is the Zoning By-law that generally regulates what level of growth is permitted. It was noted how City staff and Council evaluate each development application individually, on a site-specific basis, taking all factors into account including, policy provisions, surrounding context, servicing capacities, transit and transportation capacities and public input.

Further information was provided on how the Official Plan is a document which sets out the provisions for how the City is supposed to grow; whereas the Zoning By-law is the tool that implements the policies of the Official Plan that provides more detailed direction in terms of how much growth and what type is permitted. *Provision: Official Plan vs. Precision: Zoning*

**Q:** Given that the lands southeast of Humbertown (The James Club) are designated as an *apartment neighbourhood*, is it expected that the *apartment neighbourhood* in the Study Area will experience similar growth, height and density)?

**A:** IBI Group and the City explained how what happens on one property/area does not necessarily mean that same type of development is appropriate on another, even if it has the same land use designation. The different circumstances/attributes of the Royal York Court site were discussed (e.g. adjacent to an existing 10 storey building, train tracks, utility lines and a City-designated *avenue*).

Item Discussed
----------------

<p><b>Q:</b> How can we ensure that Humbertown will not experience the same development styles as seen along the Dundas Street corridor, if the zoning is the same?</p>
---

<p><b>A:</b> City staff explained how an <i>avenue</i> study had been completed for Dundas Street West which resulted in amendments to the Zoning By-law.</p>
---

<p><b>Q:</b> How can the redevelopment application for St. Steven's Court ask for a greater height/density than what is permitted along the Dundas Street West corridor (the portion that underwent the <i>avenue study</i>)?</p>
---

<p><b>A:</b> IBI Group explained that the Planning Act grants any landowner the ability to ask for a change in land use designation or zoning but then it is the applicant's responsibility to demonstrate to City staff and Council, any other decision makers, that the change is justified by submitting a series of plans, studies and background information. IBI Group provided a high-level overview of how a development application is reviewed and processed, from consideration to provincial plans down to Site Plan approval.</p>
--

<p><b>Q:</b> Do zoning provisions carry any weight, since they can be changed?</p>
--

<p><b>A:</b> IBI Group and City staff explained that Zoning By-laws do carry weight, more so newer, recently enacted zoning provisions such as those for the Dundas Avenue Corridor tend to carry more weight with decision-makers. IBI Group explained that this is one of the benefits of reviewing the current policy framework and considering updated zoning provisions.</p>
---

<p><b>Q:</b> Why is the Ontario Municipal Board (OMB) the final decision-maker, when they are guided by the least prescriptive (provincial) policy?</p>
---

<p><b>A:</b> IBI Group and City staff clarified that the OMB's decisions do take into consideration municipal policy and regulations. IBI Group pointed out that the Phase 1 Study is not intended to evaluate or debate the role of the OMB.</p>
---

<p><b>Q:</b> Are the technical background studies and agency comments available for public review?</p>
--

<p><b>A:</b> The City explained that members of the public can view development applications and the supporting studies at the City's' planning offices, and that arrangements can be made to have a member of City staff sit in on the viewing to help explain the materials or answer questions.</p>
--

Item Discussed
----------------

<p><b>4 Brainstorming and Open Discussion of Issues</b></p> <p>The following issues pertaining to land use and built form were raised by members of the Working Group:</p> <ul style="list-style-type: none"> <li>• Affordable housing and loss of rental stock</li> <li>• Capacity of schools (JK-12, both public and catholic school boards)</li> <li>• Redevelopment viability</li> <li>• Setbacks from the street, other buildings and their surroundings</li> <li>• On-street parking availability</li> <li>• Parking capacity</li> <li>• Density</li> <li>• Maintain neighbourhood character - “village” feel</li> <li>• Height</li> <li>• Sense of community</li> <li>• Land use compatibility</li> <li>• Private amenity space and connectivity</li> <li>• Maintenance of public realm</li> <li>• Parks and open space capacity</li> <li>• Wildlife (e.g. deer)</li> <li>• Planting and maintenance of legacy trees</li> <li>• Housing mix (variety of types and size)</li> <li>• Family neighbourhood</li> <li>• Distance from subway</li> <li>• Overwatch/privacy issues</li> <li>• The ability to ‘age in place’</li> <li>• Transition between heights and densities</li> <li>• Shadow/sun impacts</li> <li>• View corridors</li> <li>• Best practices of architectural design</li> <li>• Emergency services and response times</li> <li>• Connectivity throughout the neighbourhood</li> <li>• Transparency of development application processes</li> <li>• Groundwater impacts</li> <li>• Humber River impacts</li> <li>• Stormwater management and flooding</li> <li>• Architectural finishes</li> <li>• Crime</li> <li>• Suburban vs. urban</li> <li>• Impacts of Humbertown plaza development build-out</li> <li>• Construction management planning</li> <li>• Changing contexts</li> <li>• Rental regeneration and maintenance</li> <li>• Developer experience / track records</li> <li>• Real estate market</li> </ul> <p><i>*Note: The issues are listed in the order in which they were raised at the Working Group Meeting, and do not represent the priority or rank.</i></p>
---

**Item Discussed****5 Other Comments**

The following additional comments were raised by members of the Working Group:

- There should be a better way of presenting a development proposal to City staff, Council and the OMB than renderings and plans – e.g. computer models and simulation.
- Changes to policies are required to facilitate replacement of older rental buildings.
- Purchasers of new residential units can be asked as part of their purchase agreement to acknowledge capacity issues with local schools.

**6 Future Working Group Meetings**

The group was reminded that the next Working Group Meeting dates were June 16<sup>th</sup> and June 19<sup>th</sup> and advised agendas with details on location would be emailed out.

***Working Group Members are asked to notify Cynthia Owusu-Gyimah, Planner, Etobicoke York District of any errors or omissions to these draft minutes:***

**Tel: (416) 394-2608    Email: [cowusug@toronto.ca](mailto:cowusug@toronto.ca)**



**IBI GROUP**  
5th Floor – 230 Richmond Street West  
Toronto ON M5V 1V6 Canada  
tel 416 596 1930 fax 416 596 0644  
ibigroup.com

## Working Group Meeting #2 Summary

**To/Attention** Cynthia Owusu-Gyimah **Date** June 19, 2014  
**From** Amy Shepherd **Project No** 36476  
**Subject** Humbertown Secondary Plan Area Study - Phase 1: Working Group Meeting #2, June 16, 2014 (7:00 to 9:30 pm), Etobicoke Civic Centre  
**Present** **IBI Group:** Amy Shepherd, Stephen Albanese, Brian Hollingworth, Mateen Mahboubi  
**City of Toronto:** Bill Kiru, Cynthia Owusu-Gyimah, Garvin Tom  
**Working Group Members:** Jeremy Skinner, Heather Gordon, Don Kennedy, Scott Crichton, Jean Warren, Theresa Keates, Joanne Pickard, Katja Huismans, Anne Anderson, David Williamson, John Campbell, David Cox, Patricia Forbes, Ian Ilnatowycz, Andrea Pearson, Sue Harrison, Steve Black  
**Councillor's Office:** Jim Burnett

### Item Discussed

#### 1 Introductions

- Cynthia Owusu-Gyimah welcomed everyone, thanking the members for their continued participation in the Working Group. She explained that the notices for the June 26<sup>th</sup> Open House have been sent out, and residents should be receiving them shortly.
- Amy Shepherd provided a brief summary of Working Group #1 and reviewed some of the issues that were heard during that evening (which had been distributed by email). No errors or omissions to the list of land use and built form issues were identified. She also provided clarification on the boundaries of the surrounding areas being considered for context (i.e. the study RFP provided a defined area of Islington Avenue to the Humber River and from Eglinton to Bloor for the transportation and how the area extended to Kipling in the west for the review of existing community services and facilities).
- Amy introduced the IBI Group Study Team members who are undertaking the transportation component; Brian Hollingworth and Mateen Mahboubi.

#### 2 Overview of Transportation Tools

- Brian Hollingworth introduced the purpose of the transportation aspect of the study. Speaking to a handout that was distributed to the group (attached), he presented a preliminary list of key transportation issues that have been heard to-date, and invited members of the Working Group to provide their input.

The Working Group agreed with the preliminary list of issues (e.g. volume of traffic, lack of pedestrian crossings and sidewalks, speeding and cut through traffic) and raised the following additional issues:

IBI is a group of firms providing professional services and is affiliated with IBI Group Architects

Item Discussed
<ul style="list-style-type: none"> <li>• Traffic generated by schools</li> <li>• Number of taxis that use The Kingsway</li> <li>• Lack of fully designated bicycle path on Royal York</li> <li>• Need for proactive mitigation</li> <li>• Street configuration</li> <li>• Royal York bus terminal</li> <li>• Capacity of transportation infrastructure and limited options to address</li> <li>• Accidents</li> <li>• Dangerous crosswalks</li> <li>• Capacity on Bloor-Danforth Line (all hours)</li> <li>• Capacity of buses (peak hours)</li> <li>• Impact of buses on traffic (no indents/pullovers for drop-offs and pick-ups)</li> <li>• Impact of residential approved north and west of the Study Area (not yet built)</li> <li>• Need for comprehensive area transportation study</li> <li>• Do not want to widen roads</li> <li>• Yield signs and other signage</li> </ul> <p><i>*Note: The issues are listed in the order in which they were raised at the Working Group Meeting, and do not represent the priority or rank.</i></p> <ul style="list-style-type: none"> <li>• Brian provided the Working Group with a summary of tools which guide transportation planning, explaining how the various tools currently affect or potentially can affect traffic/transportation in the Study Area:             <ul style="list-style-type: none"> <li>• Official Plan</li> <li>• Transportation Master Plan</li> <li>• Transportation Corridor Study or Environmental Assessment</li> <li>• Neighbourhood Traffic Management Plan</li> <li>• Transportation Study for a Secondary Plan</li> <li>• Traffic Impact Study.</li> </ul> </li> </ul> <p>The following questions were raised by members of the Working Group:</p> <p><b>Q:</b> How is traffic measured? How was it measured for the Humbertown Plaza Redevelopment Application Transportation Impact Study?</p> <p><b>A:</b> IBI Group directed the Working Group to the <i>Definitions</i> page of the handout and explained how traffic is measured using a ranking system as defined by the Highway Capacity Manual and the American Association of State Highway and Transportation Officials (AASHTO). It was also explained that typically traffic volumes for transportation impact studies are measured during peak and off-peak periods.</p> <p><b>Q:</b> What are the traffic volume figures for Royal York Road?</p> <p><b>A: Action: City to find numbers and pass along the information to the Working Group.</b></p>

Item Discussed
----------------

**Q:** Do transportation impact studies that stem from development applications examine current conditions and proposed future conditions?

**A:** IBI Group and City Staff advised that both current conditions and proposed future conditions are taken into account when a transportation impact study is completed.

**Q:** Could a signal be installed at Dundas and Wimbleton, or is clearance an issue?

**A:** IBI Group noted how volumes and crossings will determine whether or not a signal is warranted, along with safety (e.g. grading challenges).

**Q:** Can a traffic report override other arguments supporting a development at the Ontario Municipal Board (OMB)?

**A:** IBI Group explained that arguments at the OMB have to come back to the Planning Act and that transportation documents can be difficult to defend at the OMB because they are one-dimensional and not tied to other background information. IBI Group explained how when a transportation study is completed, it should include multiple indicators to capture a wide-ranging view of the transportation system in an area.

**Q:** What are IBI Group's recommendations going to be regarding future growth and development based on the transportation analysis?

**A:** IBI Group reminded the Working Group that the Phase 1 Study is not intended to make recommendations regarding future growth and development but to evaluate whether or not existing policies and regulations are sufficient or if additional local policies or tools are required.

**Q:** Can a new GO train station be built in the area?

**A:** IBI Group explained the significant land requirements for accommodate a GO train station (and parking) and minimum distance requirements between stations to allow the trains to build up necessary speed.

**Q:** How do you measure capacity and determine what is the maximum amount of development that can occur in our area?

**A:** IBI Group explained that there is no 'hard wall' that determines how much traffic an area can accommodate because there are a variety of mitigation measures, people start to take different routes, etc.

**Q:** Will the draft report and draft recommendations be made available for the public?

**A: Action: City Staff to confirm.**

**Note:** at the June 19<sup>th</sup> Working Group Meeting the members were advised they would be provided with a draft summary of the findings prior to the June 26<sup>th</sup> Open House, and that the IBI Group report and the City's recommendation report to Council would be available for public review by around July 31<sup>st</sup>.



Item Discussed
<p><b>3 Overview of Community Services and Facilities</b></p> <ul style="list-style-type: none"> <li>• IBI Group presented some preliminary observations regarding Community Services and Facilities.</li> </ul> <p>The following issues pertaining to transportation were raised by members of the Working Group:</p> <ul style="list-style-type: none"> <li>• Capacity of schools</li> <li>• Busing of students</li> <li>• Home purchase/rental agreements directing children to specific schools</li> <li>• Variations (size, type, age, etc.) in community facilities.</li> </ul> <ul style="list-style-type: none"> <li>• <b>Action:</b> IBI Group to try and obtain more information on the school boards policies for busing students.</li> </ul>
<p><b>4 Other Comments</b></p> <p>The following additional comments/questions were raised by members of the Working Group:</p> <ul style="list-style-type: none"> <li>• The Working Group requested IBI Group and City Staff to look into the James Club redevelopment application and report back on how it was approved.</li> <li>• <b>Action:</b> IBI Group and City Staff to review this application to provide context to the Working Group.</li> </ul> <p><b>Note:</b> IBI Group reviewed past City Planning and Council reports and to summarize, in 2002 a rezoning application for the James Club lands was submitted to the City. At the time, the former City of Etobicoke Official Plan designated the site as High Density Residential. The existing 10-storey rental apartment building opposite the site was also designated High Density Residential. The original development proposal for the James Club was for a 21 storey building and the height was reduced to 17 storeys. Rezoning of the lands was required because the lands were originally anticipated for parking and accessory uses for the existing apartment building. Several site-specific provisions were already in place as a result of the previous apartment development.</p>
<p><b>5 Future Working Group Meetings</b></p> <p>The group was reminded that the next Working Group Meeting date is June 19<sup>th</sup> and advised that an agenda with details would be emailed out.</p> <p><b><i>Working Group Members are asked to notify Cynthia Owusu-Gyimah, Planner, Etobicoke York District of any errors or omissions to these draft minutes:</i></b></p> <p><b>Tel: (416) 394-2608    Email: cowusug@toronto.ca</b></p>



**IBI GROUP**  
 5th Floor – 230 Richmond Street West  
 Toronto ON M5V 1V6 Canada  
 tel 416 596 1930 fax 416 596 0644  
 ibigroup.com

## Working Group Meeting #3 Summary

**To/Attention** Cynthia Owusu-Gyimah **Date** July 23, 2014  
**From** Amy Shepherd **Project No** 36476  
**Subject** Humbertown Secondary Plan Area Study - Phase 1: Working Group Meeting #3, June 19, 2014 (7:00 to 9:30 pm), Etobicoke Civic Centre  
**Present** **IBI Group:** Jay Claggett, Amy Shepherd, Stephen Albanese  
**City of Toronto:** Bill Kiru, Cynthia Owusu-Gyimah  
**Working Group Members:** Andrea Pearson, Lori Litwin, Jean Warren, Scott Crichton, Joanne Pickard, Sue Harrison, Cathy Brett, Rob Davis, David Cox, Theresa Keates, Dave Williamson, Anne Anderson, John Campbell, Jeremy Skinner, Ian Ihnatowycz, Victoria Russell

### Item Discussed

#### 1 Introductions and Recap

- Cynthia Owusu-Gyimah welcomed everyone, thanking the members for their continued participation in the Working Group.
- IBI Group explained that an invitation had been sent to all landowners within the Study Area to attend a meeting at 3:00 pm on June 19<sup>th</sup> and that three landowners (representing approximately 10 of the apartment buildings within the study area) had participated. The meeting was observed by the President of the Humber Valley Village Residents Association (HVVRA) and another HVVRA board member. IBI Group is preparing minutes.
- IBI Group provided a very brief recap of what it heard at the Landowners Meeting:
  - With the exception of two large rental properties located at the south end of the Study Area (i.e. St. Stevens Court and Bexhill Court), the *Apartment Neighbourhood* is generally comprised of smaller, individually owned properties.
  - The landowners feel that existing provincial and municipal rental policies (e.g. requirements for 1:1 replacement, maintaining rental rates and tenant relocation plans), make it challenging to redevelop. They suggested that a lot of land or heights and density are required to make rental replacement financially feasible.
  - One of the landowners indicated that they are not currently interested in redeveloping at this time because they recently put money into upgrading their buildings. They also noted other land owners to whom they spoke with also indicated they were not interested in developing their sites at this time.
  - Other landowners did express an interest in modest redevelopment and suggested that incentives/changes to existing rental policies are required to facilitate rental replacement.
  - The landowners suggested that, in their opinion, the planning and development mechanisms currently in place are appropriate (e.g. Official Plan, Zoning By-law and development application process).

**Action:** IBI Group to compile and post minutes from the Landowners Meeting.

**Q:** Can a recap of the landowners meeting be provided at the June 26, 2014 Open House?

**Action:** IBI Group and City Staff agreed and will provide a brief recap.

IBI is a group of firms providing professional services and is affiliated with IBI Group Architects

Item Discussed
----------------

## 2 Overview of Planning Tools

- Speaking to a handout (attached), IBI Group provided a recap of the existing tools which currently govern land use and development in the Study Area (i.e. (Official Plan, Zoning By-law, Guidelines, Site Plan Control and other Development Application Requirements) as well as other types of tools and controls (e.g. Secondary Plan, Site and Area Specific Policies and localized studies and by-laws).
- IBI Group explained the purpose and format of the Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis was to determine which planning tools could best help achieve a vision for the Humbertown Study Area and guide the review of future development applications.

**Q:** What is meant by the 'vision' for the Study Area?

**A:** IBI Group clarified that the Toronto Official Plan does identify a vision for the Study Area through its policies on *apartment neighbourhoods*, but a more detailed vision could be established by the City, local residents and landowners as part of a Phase 2 study.

- IBI Group explained that an Official Plan review is undertaken every 5 years. The City of Toronto commenced this exercise last year and as part of the overall process the City is reviewing the Neighbourhood policies. At the present time the City has released draft policy changes pertaining to *neighbourhoods* and *apartment neighbourhoods*. The process involves an extensive amount of public consultation such as neighbourhood open houses. The draft policies will ultimately need to return to City Council for adoption.

**Action:** IBI Group to send out City of Toronto URL link to May 20<sup>th</sup>, 2014.

*Link provided:* <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG34.18>

**Q:** Is this the same as the open houses being held for the DPS Development Permit System (DPS)?

**A:** The City clarified that the open houses being held for the DPS is something different. The DPS is a new land use planning tool being considered as an alternative to the use of zoning to implement Toronto's Official Plan. It could be applied area by area at a neighbourhood scale to reflect local neighbourhood character and distinctiveness. The City explained that the DPS could not be applied to the Study Area at this time, because it is still developed and then will need go through a pilot/testing process.

- IBI Group walked the Working Group through examples of the strengths, weaknesses, opportunities and threats of the various planning tools. They stressed that any identified weaknesses are not intended to suggest that the City's policies or controls are weak and need to be changed, just that those particular tools may be less helpful in helping articulate the vision for the Study Area. Highlights from pages 5, 6 and 7 of the handout include:
  - An Official Plan has the most 'teeth', as it is a legally binding document.
  - Secondary Plans and Site and Area Specific Policies (SASPs) are extensions of the Toronto Official Plan. Secondary Plans are intended for areas where major physical change is expected or desired. SASPs can recognize the unique characteristics of an area and generally focus on land use issues.
  - A Zoning By-law is also a legally binding document.
  - While guidelines do not have same 'teeth' as the Official Plan and Zoning By-law, they still inform Staff recommendations and Council decisions. They also set a standard for development which applications must strive to achieve.

Item Discussed
<p><b>Q:</b> Why hasn't a SASP already been prepared for the Study Area?</p> <p><b>A:</b> IBI Group advised that generally a SASP is created for areas that are under redevelopment pressure. Until the recent Humbertown and St. Steven Court applications this particular neighbourhood has been relatively stable. However, as a result of these applications, City Council did request the initiation of a Secondary Plan Study.</p> <p><b>Q:</b> Are there any other areas of the City where Official Plan policies have helped protect Apartment Neighbourhoods and Neighbourhoods?</p> <p><b>A:</b> IBI Group and the City advised yes that there are neighbourhoods all over Toronto where the policies of the Official Plan have either helped dissuade applicants from submitting inappropriate development requests or helped support the City's position (refusal) at the OMB. The example Neil Cresswell provided at the Open House was reiterated (e.g. where the OMB rejected an application for a 25-storey high rise in a designated <i>Neighbourhood</i> near Yonge and Eglinton) and an example of where an application in the Beach was trimmed back to 6 storeys through before it was approved by the City. It was noted that more moderate development proposals that do not make it to the OMB, and are dealt with at the City, often are not as well publicised.</p> <p><b>Action:</b> City staff said they would look for additional examples (to be included in the City Planning Staff's report being prepared for Phase 1 of the Humbertown Secondary Plan Area Study).</p> <p><b>Note:</b> City Staff are looking into this and will update the group with examples.</p> <p><b>Q:</b> Why does the handout suggest that the Zoning By-law is not current when it was approved by Council in May 2013?</p> <p><b>A:</b> IBI Group explained that the City's process for consolidating the many Zoning By-laws of the former municipalities was generally to take the pre-existing zoning unless there was something significantly different since the previous zoning was adopted. The consolidation process did not include a site-by-site analysis for most of the City, including the Study Area, and as such it could be considered old and less defensible at the OMB.</p> <p><b>Q:</b> Why, given amalgamation occurred in 1998 are City of Etobicoke zoning regulations still in effect?</p> <p><b>A:</b> City Staff explained how in many cases the former zoning still represented the existing land uses and how the City primarily focused on updating zoning within those areas where new growth was expected to occur (e.g. Secondary Plan Areas and Avenues). It was further explained that during the consolidation process, if there was a use that did not fit in with the general context of the area (e.g. The 17-storey apartment at 289 The Kingsway), a site-specific exception was included in the new By-law.</p> <p><b>Q:</b> Other than 289 The Kingsway, are there any other site-specific exceptions for the Apartment Neighbourhood that allow greater height or density?</p> <p><b>A:</b> City Staff confirmed there are no other site-specific exceptions in the Apartment Neighbourhood.</p>

**Q:** Why hasn't a SASP already been prepared for the Study Area?

**A:** IBI Group advised that generally a SASP is created for areas that are under redevelopment pressure. Until the recent Humbertown and St. Steven Court applications this particular neighbourhood has been relatively stable. However, as a result of these applications, City Council did request the initiation of a Secondary Plan Study.

**Q:** Are there any other areas of the City where Official Plan policies have helped protect Apartment Neighbourhoods and Neighbourhoods?

**A:** IBI Group and the City advised yes that there are neighbourhoods all over Toronto where the policies of the Official Plan have either helped dissuade applicants from submitting inappropriate development requests or helped support the City's position (refusal) at the OMB. The example Neil Cresswell provided at the Open House was reiterated (e.g. where the OMB rejected an application for a 25-storey high rise in a designated *Neighbourhood* near Yonge and Eglinton) and an example of where an application in the Beach was trimmed back to 6 storeys through before it was approved by the City. It was noted that more moderate development proposals that do not make it to the OMB, and are dealt with at the City, often are not as well publicised.

**Action:** City staff said they would look for additional examples (to be included in the City Planning Staff's report being prepared for Phase 1 of the Humbertown Secondary Plan Area Study).

**Note:** City Staff are looking into this and will update the group with examples.

**Q:** Why does the handout suggest that the Zoning By-law is not current when it was approved by Council in May 2013?

**A:** IBI Group explained that the City's process for consolidating the many Zoning By-laws of the former municipalities was generally to take the pre-existing zoning unless there was something significantly different since the previous zoning was adopted. The consolidation process did not include a site-by-site analysis for most of the City, including the Study Area, and as such it could be considered old and less defensible at the OMB.

**Q:** Why, given amalgamation occurred in 1998 are City of Etobicoke zoning regulations still in effect?

**A:** City Staff explained how in many cases the former zoning still represented the existing land uses and how the City primarily focused on updating zoning within those areas where new growth was expected to occur (e.g. Secondary Plan Areas and Avenues). It was further explained that during the consolidation process, if there was a use that did not fit in with the general context of the area (e.g. The 17-storey apartment at 289 The Kingsway), a site-specific exception was included in the new By-law.

**Q:** Other than 289 The Kingsway, are there any other site-specific exceptions for the Apartment Neighbourhood that allow greater height or density?

**A:** City Staff confirmed there are no other site-specific exceptions in the Apartment Neighbourhood.

Item Discussed
----------------

### 3 Issues Raised To-Date

- IBI Group reviewed the issues raised to date, noting that some of the issues in the handout had been grouped or summarized, and were slightly different from those generated at the past two Working Group meetings.

**Action:** IBI Group to show the more detailed list of issues raised in the meeting minutes and at the Public Open House #2.

**Q:** It doesn't seem like any of the tools presented successfully articulate what is desired for the Humbertown Apartment Neighbourhood area.

**A:** IBI Group and City Staff explained that there are many stakeholders that must be involved in the creation of a vision and ultimately implementation of appropriate planning tools. In addition, that one single tool is likely not the answer but rather a series of tools that are layered to properly capture the vision and articulate it into policy.

- A Working Group member suggested that the tool selection criteria for the Study Area be:
  1. Site-specific;
  2. As close as possible to being legally binding (i.e. has the best chance of not being overturned by the OMB);
  3. Sets standards not just guidelines;
  4. Reflects "evolutionary" reality (e.g. provides the developers with a fair, but not excessive, return on their investment based on current interest rates and the level of risk); and
  5. Best meets the issues raised by this working committee.

### 4 Next Steps

- IBI Group outlined the next steps of the Phase 1 Study:
  - IBI Group will compile and send out to the Working Group a draft summary of their findings prior to the June 26<sup>th</sup> Public Open House meeting.
  - At the June 26<sup>th</sup> Public Open House meeting, IBI Group will present their preliminary findings and draft recommendations.
  - Members of the public will be able to submit comments on IBI Group's presentation and report to City Staff and provide comments on the City's report through the Etobicoke York Community Council (EYCC) – either to the clerk or by way of deposition at the August 12<sup>th</sup> meeting.

*Further details on how members of the public could provide input was given at the Open House (see below):*

**Item Discussed**

**July 3, 2014:** Last day for submitting comments to the City on the IBI Group presentation of *Preliminary Findings and Draft Recommendations*.

Please either complete a comment sheet tonight (drop-box available) or submit your comments to:  
 Cynthia Owusu-Gyimah & Bill Kiru, Community Planning, Etobicoke York District  
 Tel: (416) 394-2608 Fax: (416) 394-6063 Emails: [cowusug@toronto.ca](mailto:cowusug@toronto.ca) & [bkiru@toronto.ca](mailto:bkiru@toronto.ca)  
 Mail: Planner at Etobicoke York District, 2 Civic Centre Crt., Floor 3, Toronto, ON, M9C 5A3.

**July 16, 2014:** IBI Group *Phase 1 Study Report* to be submitted to the City

The IBI Group Phase 1 Study Report will be uploaded on the City's website as soon after submission as possible

**July 22, 2014:** Last day for submitting comments to Cynthia Owusu-Gyimah at the City on the IBI Group *Phase 1 Study Report* (for input to the City's Report).

The City Planning Staff Report will be uploaded on the City's website before the EYCC Meeting – with the posting of the Agenda.

After July 22 comments on the Phase 1 Study Reports should be directed to: [etcc@toronto.ca](mailto:etcc@toronto.ca)

**August 12, 2014:** Etobicoke York Community Council (EYCC) Meeting

Etobicoke Civic Centre, agenda/timing of City presentation to be confirmed (AM).

Council will provide a recommendation on how to proceed and timing.



IBI Group  
 Humbertown Secondary Plan Area Study – Phase 1

Public Open House #2: Summary of Preliminary Findings  
 June 26, 2014

16

- At the request of a Working Group member, IBI Group and the City agreed they would provide handouts the Public Open House #2.
- IBI Group asked the Working Group members to provide any comments on the meeting #1 minutes as soon as possible, so they could be finalized and posted on the City's website. IBI Group noted minutes from the other meetings would be issued shortly in draft for their review and comment too.
- IBI Group and City Staff thanked all the Working Group members for participating in the process and for providing such valuable input.

Working Group Members are asked to notify Cynthia Owusu-Gyimah and Bill Kiru at Community Planning, Etobicoke York District of any errors or omissions to these draft minutes:

**Mail:** Planner at Etobicoke York District, 2 Civic Centre Crt., Floor 3, Toronto, ON, M9C 5A3

**Tel:** (416) 394-2608 **Email:** [cowusug@toronto.ca](mailto:cowusug@toronto.ca) & [bkiru@toronto.ca](mailto:bkiru@toronto.ca)