

**Raglan Avenue/Vaughan Road Area - Official Plan Policy Review - Directions Report**

<b>Date:</b>	May 27, 2015
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 21 – St. Paul's
<b>Reference Number:</b>	15 125200 STE 21 OZ

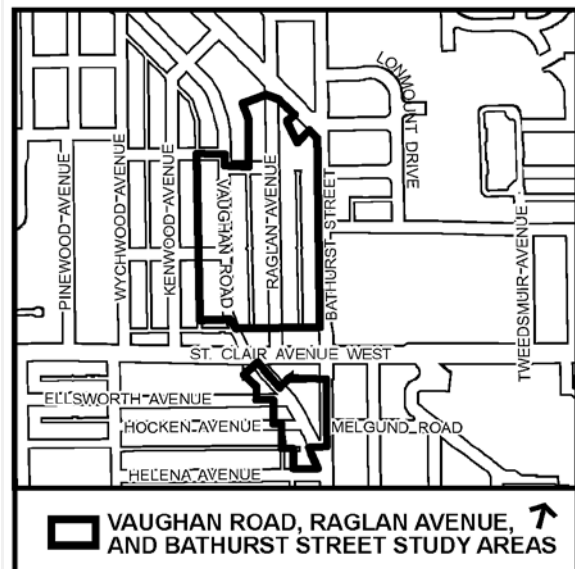
**SUMMARY**

This study will review and recommend refinements to existing Official Plan policies that apply to new development in the Raglan Avenue/Vaughan Road area.

The study area includes two areas on the north and south sides of St. Clair Avenue, west of Bathurst Street. The north area extends up to Claxton Boulevard and to west of Vaughan Road. The south area goes south along Vaughan Road to near Helena Avenue.

Planning staff will recommend possible area-specific amendments to Official Plan policies with respect to height, density, built form, public lanes, community benefits under Section 37, and other matters related to new development.

This report provides preliminary information on the policy review and seeks Community Council's directions on the community consultation process. It recommends that the review of any new development in the study area should consider the emerging policy directions of the Raglan/Vaughan Policy Review.



## RECOMMENDATIONS

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### The City Planning Division recommends that:

1. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the study area.
2. Notice for the public meeting under the *Planning Act* be given according to the regulations of the *Planning Act*.
3. City Council request the Chief Planner and Executive Director, City Planning to consider the emerging policy directions in this report (dated May 27, 2015) as part of the review of any new development applications within the study area.

### Financial Impact

The recommendations in this report have no financial impact.

## DECISION HISTORY

At its meeting of July 8, 2014, City Council requested the Director, Community Planning, Toronto and East York District, to initiate a review of Official Plan policies for the lands along both sides of Raglan Avenue between St. Clair Avenue West and Claxton Boulevard, lands on the west side of Bathurst Street between Vaughan Road and Claxton Boulevard, and the lands along Vaughan Road between Bathurst and Maplewood Avenue, and report to Toronto and East York Community Council in 2015, providing recommended amendments with respect to height, density, built form, public lanes, community benefits under Section 37, and any other related matters pertaining to the evaluation of new development.

## Background

The study area has gone through a number of phases of redevelopment over the past century. The neighbourhood was originally low-rise detached and semi-detached homes built in the early 1900's. In the late 1920's and early 1930's, a large number of 3 and 4-storey walk-up apartment buildings were constructed.

The next major phase of redevelopment occurred during the 1960's when taller apartment buildings ranging from 6 to 24 storeys were introduced. They are concentrated along Raglan Avenue, although some were also developed on the west side of Vaughan Road and on Bathurst Street. In the 1970's and 1980's, two more apartment buildings were constructed - a 13-storey building just north of St. Clair Avenue on Bathurst Street and a 23-storey building south of St. Clair on Vaughan Road. Another two apartment buildings of 11 and 12 storeys were built on the east side of Vaughan Road in the 1990's.

The most recent phase of redevelopment was in the past decade when two 19 and 23-storey towers were built on the north side of St. Clair Avenue between Bathurst Street

and Raglan Avenue. Other new developments recently approved in the study area, but not constructed yet, include:

1486 Bathurst Street - An 18-storey (61 metres) mixed use building containing 93 residential units and commercial at grade, approved by the OMB on July 2, 2014.

120 Raglan Avenue - A 3-storey apartment building with 16 residential units. The Site Plan application was approved in May 2014.

109 Vaughan Road - A 9-storey apartment building containing 51 dwelling units (27 one-bedroom, 22 two-bedroom, and 2 three-bedroom units) approved by the Committee of Adjustment on October 22, 2014.

Further properties in the study area may be redeveloped in the future as the historic housing fabric is assembled. These sites are located primarily on Raglan Avenue and Vaughan Road, and are occupied by a mix of two and three-storey dwellings. Greater height and density on these lands is permitted by existing zoning, but land assembly would be required.

## **AREA PROFILE**

### **Study Area**

The study area comprises the properties fronting on Raglan Avenue between St. Clair Avenue West and Claxton Boulevard, on the west side of Bathurst Street between Vaughan Road and Claxton Boulevard, and on Vaughan Road between Bathurst Street and Maplewood Avenue.

Properties fronting on St. Clair Avenue West are not included in the study area as they were part of the St. Clair Avenue West Avenue Study. The Avenue Study resulted in greater density and height permissions on the St. Clair Avenue frontage. Additional information regarding the St. Clair Avenue West Avenue Study is available at <http://www.toronto.ca/legdocs/mmis/2009/pg/bgrd/backgroundfile-21310.pdf>

### **Existing Land Uses and Built Form**

Residential use is the predominant land use in the study area north of St. Clair Avenue. The buildings are generally low to moderate in height, ranging from 2 to 13 storeys. A 24-storey apartment building is located at the north end of the study area on Raglan Avenue.

The portion of the study area located south of St. Clair Avenue has a mix of residential and commercial land uses. Buildings are mostly 1 to 3 storeys in height, although a 23-storey apartment building is situated in the triangle between Bathurst Street and Vaughan Road.

### **Raglan Avenue**

The existing context along Raglan Avenue between St. Clair Avenue West and Claxton Boulevard is a mix of residential buildings including low-rise detached houses, 4-storey walk-up apartment buildings and taller buildings ranging from 6 storeys to a 24-storey apartment building. Most of the buildings are low to moderate in height and approximately 25% of the length of the street is occupied by low-rise house form buildings. Buildings on Raglan Avenue generally have a large setback from the street providing for ample front yard landscaping.

### **Bathurst Street**

The west side of Bathurst Street north of St. Clair Avenue West is characterized by uniform low-scale walk-up apartment buildings generally of 4 storeys in height. The buildings provide a modest front yard setback for landscaping. Closer to St. Clair Avenue West, the height of the buildings increases to 23 storeys at the northwest corner of St. Clair Avenue West and Bathurst Street.

South of St. Clair Avenue and west from Bathurst Street to Vaughan Road is a 1-storey base building containing commercial uses, with a 23-storey residential tower above.

### **Vaughan Road**

Along Vaughan Road north of St. Clair Avenue West is a mix of residential buildings ranging from 2-storey detached houses to a 12-storey apartment building. The west side of Vaughan Road has lower heights, while its east side has taller apartment buildings. The modest front yard setbacks generally allow for front yard landscaping.

South of St. Clair Avenue West, Vaughan Road is a mix of commercial and residential buildings with no front yard setback. The buildings on the west side of the street range from 1 to 3 storeys. On the east side of the street is a 1-storey base building containing commercial uses with a 23-storey residential tower above. The building also fronts onto Bathurst Street.

### **St. Clair Avenue West**

Properties fronting onto St. Clair Avenue West are not in the study area. They have a mix of commercial and residential buildings ranging from 2 storeys to a 23-storey building at the northwest corner of St. Clair Avenue and Bathurst Street.

### **Parks**

No parks are located in the study area. Map 8B of the Toronto Official Plan shows the study area is located in an area with 0 to 0.42 hectares of local parkland per 1,000 people, which is in the lowest quintile of current provision of parkland.

The area surrounding the study area has a number of parks. To the west is Humewood Park, to the east is Wells Hill Park, and to the north is Cedarvale Ravine.

## **Transit**

The area is well served by transit with access to the Yonge-University subway line, the St. Clair streetcar, and bus routes.

The main and north entrances to the St. Clair West Subway Station are less than 300 metres east of the study area on the north side of St. Clair Avenue West and on Heath Street, respectively.

The St. Clair streetcar can be accessed at the St. Clair West subway station, or at street level on St. Clair Avenue West at its intersections with Bathurst Street and Vaughan Road.

Bus routes run along Vaughan Road between the Eglinton Avenue West and St. Clair West subway stations and along Bathurst Street between Steeles Avenue West and the Bloor-Danforth subway line.

## **Community Services**

There are a number of elementary, intermediate, and secondary schools that service the area. Wychwood Library, located south of St. Clair Avenue West on the east side of Bathurst Street, is currently planning a large addition to better serve the local community.

Many of the community services including schools, community centres, public libraries, and parks are located outside of the study area. City Planning staff will review the availability of, and access to, the existing community services that serve the study area and the surrounding community.

## **EXISTING PLANNING FRAMEWORK**

### **Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

## Official Plan

Most of the study area located north of St. Clair Avenue West is designated *Apartment Neighbourhoods* on Map 17- Land Use Plan of the Official Plan (see Attachment 1). *Apartment Neighbourhoods* are made up of apartment buildings and parks, local institutions, cultural and recreational facilities and small-scale retail, service and office uses that serve the needs of area residents.

*Apartment Neighbourhoods* are stable areas of the City where significant growth is not anticipated, however compatible infill development is permitted. The Official Plan distinguishes *Apartment Neighbourhoods* from low-rise *Neighbourhoods* because a greater scale of buildings is permitted and different scale-related criteria are needed to guide development. New development in *Apartment Neighbourhoods* is subject to criteria respecting: location; massing; transition; streetscapes; and shadow impacts, among others. New buildings are required to be located and massed to provide: transition between areas of different development intensity and scale; to limit shadow impacts in adjacent *Neighbourhoods*; and to frame the edge of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks, and open spaces.

The portion of the study area south of St. Clair Avenue West is designated *Mixed Use Areas* on Map 17- Land Use of the Official Plan (see Attachment 2). As well, the first two properties north of St. Clair Avenue West fronting on Bathurst Street are designated *Mixed Use Areas*. The *Mixed Use Areas* designation in the Official Plan provides for a broad range of commercial, residential and institutional uses, in single-use or mixed-use buildings, as well as parks and open spaces and utilities.

Development in *Mixed Use Areas* is subject to a number of development criteria. Developments will: locate and mass new buildings to provide a transition between areas of different development intensity and scale; provide appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*; locate and mass new buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods* particularly during the spring and fall equinoxes; provide good site access and circulation and an adequate supply of parking for residents and visitors; provide an attractive, comfortable and safe pedestrian environment; locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and, provide indoor and outdoor recreation space for building residents in every significant multi-unit residential development.

Map 3 in the Official Plan shows that the anticipated Right-of-Way width of Vaughan Road and Bathurst Street is 20 metres. This segment of Bathurst Street is also identified as a Transit Priority Segment on Map 5, Surface Transit Priority Network.

## **Site and Area Specific Policies**

A number of Site and Area Specific Policies of the Official Plan apply to lands within the study area (see Attachment 2).

### **Site and Area Specific Policy 38**

This policy applies to properties fronting onto Raglan Avenue. It states that land assembly will be required to allow for development of more intensive buildings.

### **Site and Area Specific Policy 264**

This policy applies to lands located south of St. Clair Avenue West. It requires that new development protects the distinctive characteristics and maintains the views to and from the Nordheimer Ravine and the Lake Iroquois Escarpment.

### **Site and Area Specific Policy 308**

This policy applies to the property at 114 Vaughan Road, and regulates the conversion of the apartment building to condominium.

### **Site and Area Specific Policy 326**

This policy applies to the properties fronting onto St. Clair Avenue West. It implements the findings and recommendations of the St. Clair Avenue Study and encourages intensification and a transit-oriented urban environment.

## **Zoning**

### **Zoning By-law 569-2013**

The properties within the study area located north of St. Clair Avenue West are zoned for residential use in Zoning By-law 569-2013. The properties fronting onto Vaughan Road, Raglan Avenue and a portion of the Bathurst Street are zoned Residential Apartment (RA) under Zoning By-law 569-2013. This zoning permits dwelling units within apartment buildings. The remainder of Bathurst Street, north of St. Clair Avenue West, is zoned Residential Multiple (RM), which permits dwelling units in a variety of building types including detached dwellings, townhouses, and apartment buildings.

The maximum permitted height is generally 8 storeys (24 metres), however the west side of Vaughan Road has a maximum height of 6 storeys (18 metres) and the west side of Bathurst Street has a maximum permitted height of 5 storeys (16 metres). A number of existing taller buildings have older height permissions that exceed the general provisions of the Zoning By-law.

Properties within the study area south of St. Clair Avenue West are zoned Commercial Residential (CR) under Zoning By-law 569-2013. This mixed-use zone permits both residential and non-residential uses. The maximum permitted height is 16 metres on the west side of Vaughan Road and 18 metres on the east side of Vaughan Road.

### **Zoning By-law 1-83**

Under the former City of York Zoning By-law 1-83, the properties along Vaughan Road, Raglan Avenue and Bathurst Street are zoned Residential Multiple (RM2), which permits a variety of residential types including townhouses and apartment buildings. The maximum permitted heights are the same as in Zoning By-law 569-2013.

### **Zoning By-law 438-86**

Under the former City of Toronto Zoning By-law 438-86, properties in the study area south of St. Clair Avenue West are zoned MCR. This is a mixed-use zone which permits both residential and non-residential uses, including mixed-use buildings. The maximum permitted heights are the same as in Zoning By-law 569-2013.

The zoning map is included as Attachment 3.

### **City-Wide Tall Building Design Guidelines**

In 2013, City Council adopted the updated city-wide Tall Building Design Guidelines and directed Planning staff to use them in the evaluation of tall building applications. The Guidelines establish a unified set of performance measures for tall building proposals to ensure they fit within their context and minimize their local impacts. The Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

### **Mid-rise Building Design Guidelines**

The Mid-rise Guidelines, adopted by City Council in 2010, do not apply to the study area but their performance standards for mid-rise buildings will be considered during the study process.

### **Oakwood-Vaughan Design Guidelines**

The Oakwood-Vaughan Urban Design Guidelines apply to most of the study area north of St. Clair Avenue West. The guidelines provide direction for new development along Vaughan Road, Raglan Avenue and Bathurst Street. Applicable sections of the guidelines are included as Attachment 5.

#### **Vaughan Road (Section 3.1)**

On Vaughan Road, the guidelines aim to create an attractive medium and higher density residential area which is compatible with and complements the existing land uses and building forms in the adjacent neighbourhood, as well as provide for additional public open space and community recreation opportunities within the area, where possible.

The guidelines allow for a maximum height of 6 storeys on the west side of Vaughan Road and 8 storeys on the east side. A streetwall height of 4 storeys is to be maintained to provide a unifying design element. Properties backing onto low-rise neighbourhoods are required to provide a 45 degree rear angular plane.



#### **Raglan Avenue (Section 4)**

On Raglan Avenue, the guidelines aim to create an attractive higher density residential street designed to respect the established pattern of adjacent higher density on Bathurst Street and Vaughan Road.

A maximum height of 10 storeys (30 metres) is permitted by the guidelines provided that the building has a 5 metre front yard setback. A 45 degree angular plane measured from the opposite street line is also required at the front of the building, as well as an 8 metre rear yard setback.

#### **Bathurst Street (Section 5)**

On Bathurst Street, the guidelines recognize the uniformity of the height and configuration of the buildings and seek to maintain the low-rise residential character of the street.

A maximum height of 5 storeys (15 metres) is permitted by the guidelines. A 5 metre front yard setback is to be provided.

### **PRELIMINARY ANALYSIS**

#### **Vision**

Planning staff will consult with the public on a proposed vision for a livable community with an improved pedestrian environment, parks, and public realm, with greater clarity to guide future development. New development should fit into the existing and planned physical character comprised of several character areas with key elements to be protected. This approach has been used increasingly in area specific Official Plan amendments to provide an appropriate planning framework.

#### **Character Areas**

Planning staff have explored the character of the streets within the study area and looked at the land use, streetscape and landscaped setbacks, heights and existing and planned built form to determine if there is an existing character or emerging character.

Based on staff's preliminary analysis, staff are of the opinion that each of the streets within the study area displays a distinctive character. Planning staff have identified 5 character areas to be further reviewed as part of the study process (see Attachment 4).

#### **Character Area 1 - Vaughan Road (North of St. Clair)**

Vaughan Road north of St. Clair Avenue West is a neighbourhood of apartment buildings. The west side of Vaughan Road is characterized by lower heights transitioning down to the *Neighbourhood* to the west, while the east side of the street has some taller existing and planned apartment buildings. The lower heights along Vaughan Road provide a character element identified in the Oakwood-Vaughan Urban Design Guidelines, a 4-storey 'base' providing a unifying element (see Attachment 5). The overall heights of the buildings allow for sunlight and sky view in the public realm.

The existing buildings on Vaughan Road provide a modest front yard setback allowing for front yard landscaping. The landscaping helps to create a residential character for the area.

### **Character Area 2 - Raglan Avenue**

The existing context along Raglan Avenue between St. Clair Avenue West and Claxton Boulevard is a mix of residential buildings including low-rise detached houses, 4-storey walk-up apartment buildings, and taller buildings ranging from 6 storeys to one 24-storey apartment building.

The predominant character of Raglan Avenue is of buildings with low to modest heights. While a significant portion of the street is currently made up of low-rise house form buildings, the planned context for the street allows for modest heights of 8 to 10 storeys. Raglan Avenue is not characterised by tall towers.

The buildings along Raglan Avenue generally have a large setback from the street allowing for ample on-site soft landscaping. The landscaping is a character element that should be maintained and enhanced as part of future development.

### **Character Areas 3 and 4 - Bathurst Street (North of St. Clair)**

There are two separate character areas along the west side of Bathurst Street north of St. Clair Avenue West.

The first character area (**Character Area 3**) includes three properties along Bathurst Street north of St. Clair that provide a transition in height from the 23-storey building located at the northwest corner of St. Clair Avenue West. An existing 13-storey residential building with commercial at grade located at 1500 Bathurst Street is the north limit of this small transition area. Directly south of 1500 Bathurst Street is an 18-storey residential building with commercial at grade recently approved by the OMB at 1486 Bathurst Street. A 4-storey commercial building is located at the south end of this transition area on a property that cannot accommodate a tall building.

The second character area (**Character Area 4**) is made up of the properties north of the transition area and is characterized by uniform low-scale walk-up apartment buildings generally of 4 storeys in height. The buildings have a modest front yard setback for landscaping which helps maintain a residential character while fronting on a major street.

### **Character Area 5 - Vaughan Road and Bathurst Street (South of St. Clair)**

The properties fronting on Vaughan Road and Bathurst Street south of St. Clair Avenue West are a mix of commercial and residential uses. The buildings have little or no setback from the street creating a commercial character for the area.

Buildings on the west side of Vaughan Road are currently no more than 3 storeys, however the existing zoning permits mid-rise buildings of approximately 5 storeys (16

metres). On the east side of the Vaughan Road is a 1-storey base building containing commercial uses with a 23-storey residential building above. The building also fronts onto Bathurst Street.

## **Issues**

### **Height**

Planning staff are reviewing the appropriate building heights for new development within the study area. Each street within the study area has its own existing and planned context that will be considered as part of the study process.

Vaughan Road, north of St. Clair Avenue West, is characterised by lower building heights which provide transition from the taller buildings on Raglan Avenue to the low-rise *Neighbourhood* to the west. The transition in heights on Vaughan Road should be maintained as it implements the general intent of the land use policies of the Official Plan.

The properties on the west side of Vaughan Road tend to be lower in height and have existing height permissions of 6 storeys. Planning staff do not support an increase to the permitted height of 6 storeys on the west side of Vaughan Road.

On the east side of Vaughan Road, most of the buildings are lower in height, however there are a number of existing and approved buildings that are taller than the permitted height of 8 storeys. The building heights on the east side of Vaughan Road should provide transition between the higher existing and planned heights on Raglan Avenue and the 6-storey height limit on the west side of the street.

Raglan Avenue currently has a mix of buildings with most being low to mid-rise in height. Planning staff will review the appropriate height for new development and ensure that it respects and reinforces the existing character of the area, improves the public realm, limits shadowing on the street, protects for sky view, and limits the impact on adjacent streets and properties.

Bathurst Street, north of St. Clair Avenue West (see character area "3" on Attachment 4), has a uniform character of 4-storey walk-up apartments which should be protected. Planning staff do not anticipate an increase in height beyond the existing maximum height of 5 storeys permitted by the zoning by-law.

Planning staff generally do not anticipate significant increases to the heights permitted in the applicable Zoning By-laws and/or Urban Design Guidelines. Within *Apartment Neighbourhoods*, the Official Plan states that significant growth is generally not anticipated. However, there may be opportunities for sensitive infill development.

## **Built Form**

Planning staff will continue to determine the appropriate built form for the various streets within the study area and will review a number of built form aspects as part of the study. These include but are not limited to, appropriate street wall heights, sky view, shadowing, separation distances, setbacks, appropriate transitions in scale and density within the study area and to adjacent *Neighbourhoods*, and impacts on adjacent low-rise *Neighbourhoods*.

For the portions of the study area designated *Apartment Neighbourhoods*, new development will need to comply with the development criteria set out in the Official Plan for areas which are not designated for growth, as well as the Public Realm policies. The development criteria are described in the *Apartment Neighbourhood* policies in section 4.2, the Built Form policies in Section 3.1.2, and the Healthy Neighbourhoods policies in Section 2.3.1.

A cornerstone policy of the Healthy Neighbourhoods section of the Official Plan is to ensure that new development in neighbourhoods respects the existing physical character of the area, reinforcing the stability of the neighbourhood. The Built Form policies guide new development to be located and organized to fit with within its existing and/or planned context and limit its impacts on neighbouring streets, parks, open spaces and properties. The *Apartment Neighbourhood* policies provide further guidance for new development in terms of location, massing, transition to lower scale *Neighbourhoods* and areas of different development intensity, as well as maintaining sunlight on adjacent streets.

The appropriate street wall height will vary for each of the streets within the study area. On Vaughan Road, the existing design guidelines require that a 4-storey streetwall height be maintained. The existing context along Raglan Avenue does not have a consistent streetwall height. The planned context sets a streetwall height of approximately 25 metres, as defined by a 45 degree angular plane drawn from the opposite side of the street. The streetwall is important as it helps to define the character of an area and allows for a more comfortable scale for pedestrians.

A moderate to large front yard setback, providing for soft landscaping, makes up an important part of the existing context for the streets north of St. Clair Avenue West. Planning staff will review the appropriate setbacks for new development in order to protect front yard landscaping and enhance the streetscape.

The appropriate setbacks for new developments will be reviewed as this impacts privacy, separation distances, building rhythm and sky view from the street. A number of existing buildings in the study area provide no setback from the rear and/or side property lines. Staff will review how new development will impact the existing buildings and the need for additional setbacks in order to mitigate shadowing and privacy concerns.

### **Shadowing on Streets**

The Official Plan identifies City streets as significant public open spaces that serve pedestrians and vehicles and provide amenities such as view corridors, sky view and sunlight, and public gathering places. The Official Plan contains built form policies for new development directing that massing impact will be limited by, among other things, minimizing additional shadowing on neighbouring streets, properties and open spaces.

Planning staff will review the shadow impact of new development on the streetscapes within, and adjacent to, the study area. In particular, the existing and future conditions along Raglan Avenue will be reviewed as there are currently two older slab-style apartment buildings that have significant shadow impacts on the street. Planning staff will look at preserving access to sunlight where appropriate within the public realm.

### **Shadowing on *Neighbourhoods***

To the west of Vaughan Road, north of St. Clair Avenue West, is a low-rise residential *Neighbourhood*. Any new development along Vaughan Road will have to mitigate shadowing impacts and maintain sunlight on the adjacent *Neighbourhood*.

### **Streetscapes**

The Official Plan states that new development will provide amenity for adjacent streets and open spaces to make these areas attractive, interesting, comfortable, and functional. This is done by improving the boulevard and sidewalks with design elements such as trees, plantings, street furniture, lighting, bicycle parking, permeable paving materials, and providing landscaped open space within the development site.

Planning staff will review the existing streetscapes within the study area and provide recommendations on aspects such as setbacks, landscaping, and sidewalk widths. The existing sidewalks along Raglan Avenue are very narrow and will need to be widened where possible as part of any future development on the street or through capital upgrades to the public realm infrastructure.

The existing buildings fronting onto Vaughan Road and Bathurst Street provide a modest front yard setback allowing for soft landscaping. On Raglan Avenue a larger setback is provided allowing for more landscaping and creating a different character from the other streets within the study area. The landscaping helps to create a residential character along the streets and should be preserved as part of new development applications. Planning staff will determine the appropriate setbacks for new development and will create new policies to protect the setbacks and on-site soft landscaping.

### **Public Lanes**

Planning staff, along with Transportation Planning and Development Engineering staff, are reviewing the existing laneway system and will address any concerns with regard to functionality and connectivity. In particular, the laneway running north-south between Bathurst Street and Raglan Avenue is substandard with a single access point at the south end. Staff are reviewing the need to secure an extension at the north end of the laneway

so that it can connect with Raglan Avenue. The laneway extension would be protected for as part of a Site and Area Specific Policy and secured as part of any new development proposal on the east side of Raglan Avenue.

### **Pedestrian Connections**

On Raglan Avenue between St. Clair Avenue West and Claxton Boulevard there is no pedestrian connection to Bathurst Street. A mid-block pedestrian connection would allow for greater connectivity between the neighbourhood to the west and the St. Clair West subway station entrance located on Heath Street West. This would greatly increase the population within a 500 metre walking distance of the St. Clair West subway station.

Planning staff will look at securing a mid-block pedestrian connection, between Raglan Avenue and Bathurst Street in the vicinity of the intersection of Tichester Road and Bathurst Street, as part of any new development along the west side of Raglan Avenue.

Planning staff will also look into the opportunity for a pedestrian connection between Raglan Avenue and Vaughan Road near the intersection of Louise Avenue and Vaughan Road. This would create further pedestrian connections within the neighbourhood and allow better access to the St. Clair West subway station.

### **Parks**

As the study area is within the lowest quintile of current provision of parkland in the City, there is a need to acquire new parkland. For new development within the study area, particularly along Raglan Avenue, staff will review the need for on-site parkland dedication in order to provide new parkland locally.

### **Rental Housing**

A large number of rental apartment buildings are within the study area. The Official Plan states that development proposals involving the demolition of 6 or more units of rental housing shall not be approved by Council unless all of the rental housing units have rents that exceed mid-range rents at the time of application. Approvals should provide for the replacement of units that do not exceed mid-range rents, with at least the same number, size and type of rental housing units. The rental housing is to be maintained as rental housing with no condominium registration, with rents similar to those in effect at the time the application is made, for a period of at least 10 years. An acceptable tenant relocation and assistance plan is required, addressing: the right to return to occupy one of the replacement units at similar rents; the provision of alternative accommodation; and other assistance to lessen hardship.

Staff will consider whether any area-specific strategies are needed to protect and possibly increase the supply of rental housing in the study area.

## **Section 37**

As significant growth is not anticipated within the study area, the existing Section 37 policies of the Official Plan will continue to apply, ensuring that where appropriate, the policies may be applied to new development proposals. Staff may require a Community Services and Facilities Study as part of a development application in order to assist in setting priorities for community benefits, although other priorities may also be secured as appropriate.

Additional issues may be identified as result of the policy review, agency comments and the community consultation process.

## **Policy Framework**

As part of its preliminary analysis of the policy framework in the Raglan/Vaughan Road area, Planning staff has identified several areas where existing policies could be refined to clarify the intent of the Official Plan.

Planning staff will recommend possible area-specific amendments to Official Plan policies with respect to height, density, built form, public lanes, community benefits under Section 37, and other matters related to new development. Urban design guidelines that support the area-specific Official Plan policies will also be prepared. Amendments to the Zoning By-law may also be considered.

Policy issues to be addressed in these documents include, but are not limited to:

- Massing and scale of new development to fit the existing and/or planned context;
- Within *Apartment Neighbourhoods*, ensuring that new development respects and reinforces the existing physical character of the neighbourhood;
- Ensuring that new development provides transition in scale and density to adjacent planned or existing buildings, and providing adequate transition to adjacent *Neighbourhoods*;
- Expansion and upgrading of existing laneways to improve access to parking via laneways;
- Mitigation of shadow impacts on the public realm, adjacent properties and *Neighbourhoods*;
- Design of sidewalks and boulevards to provide safe, attractive, interesting and comfortable spaces for pedestrians;
- Pedestrian connections to improve access to transit and reduce auto dependency;
- Expansion and acquisition of parkland as the area has low parkland provision;
- Regard for emerging *Neighbourhoods* and *Apartment Neighbourhoods* policies as part of the ongoing review of the Official Plan.

## **Work Program**

Community Planning staff, with support from Urban Design, Transportation Planning, Development Engineering, Parks, Forestry and Recreation, and Strategic Initiatives Policy and Analysis staff, are undertaking the following work program.

<b>Action</b>	<b>Timing</b>
Review of issues and existing policy framework	Q3, 2015
Draft amendments to policies, guidelines, zoning	Q4, 2015
Community consultation meeting	Q4, 2015
Revise and finalize amendments to policies, guidelines, zoning	Q1, 2016
Additional community consultation meeting if necessary	Q1, 2016
Final report to Community Council and statutory meeting	Q2, 2016

## **CONCLUSION**

Planning staff are reviewing the existing planning policies that guide new development in the Raglan Avenue/Vaughan Road area. The intent is to protect desirable characteristics of the area and improve its pedestrian environment, parks and public realm.

Staff have explored the character of the streets within the study area and looked at the land use, streetscape and landscaped setbacks, heights and existing and planned built form. Planning staff have identified 5 separate character areas to be further reviewed as part of the study process and in consultation with the community.

Staff will prepare draft amendments to the Official Plan, Site and Area Specific Policies, and Urban Design Guidelines as needed, to address the issues and policy directions identified.

In the interim, the review of all new development applications in the study area should include consideration of the emerging policy directions of the Policy Review.

## **CONTACT**

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## **SIGNATURE**

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Gregg Lintern, MCIP, RPP  
 Director, Community Planning  
 Toronto and East York District

(P:\2015\Cluster B\pln\TEYCC\8849883059.doc) - smc



## **ATTACHMENTS**

Attachment 1: Official Plan

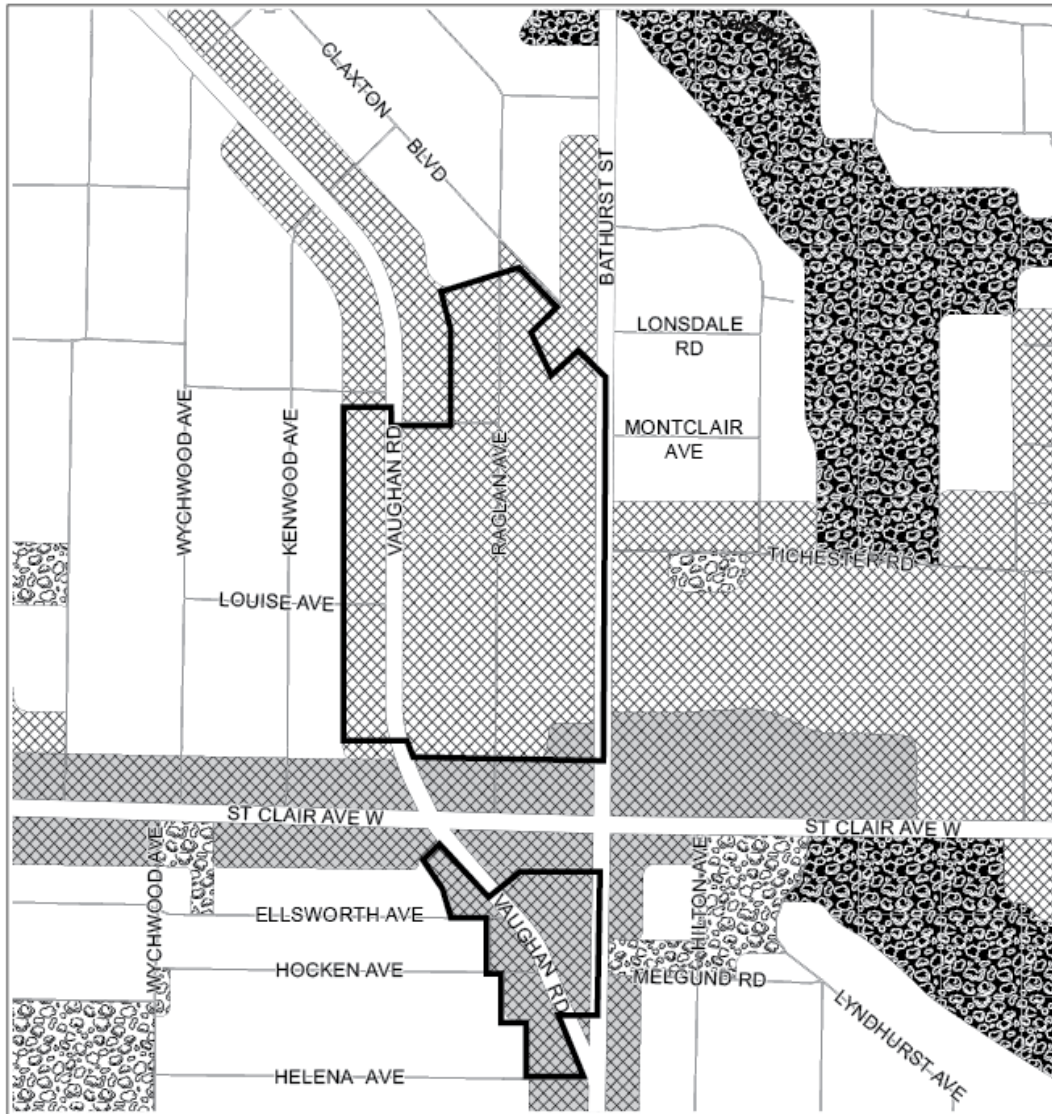
Attachment 2: Site and Area Specific Policies

Attachment 3: Zoning

Attachment 4: Character Areas

Attachment 5: Oakwood-Vaughan Urban Design Guidelines

# Attachment 1: Official Plan



**Toronto** City Planning  
**Official Plan**

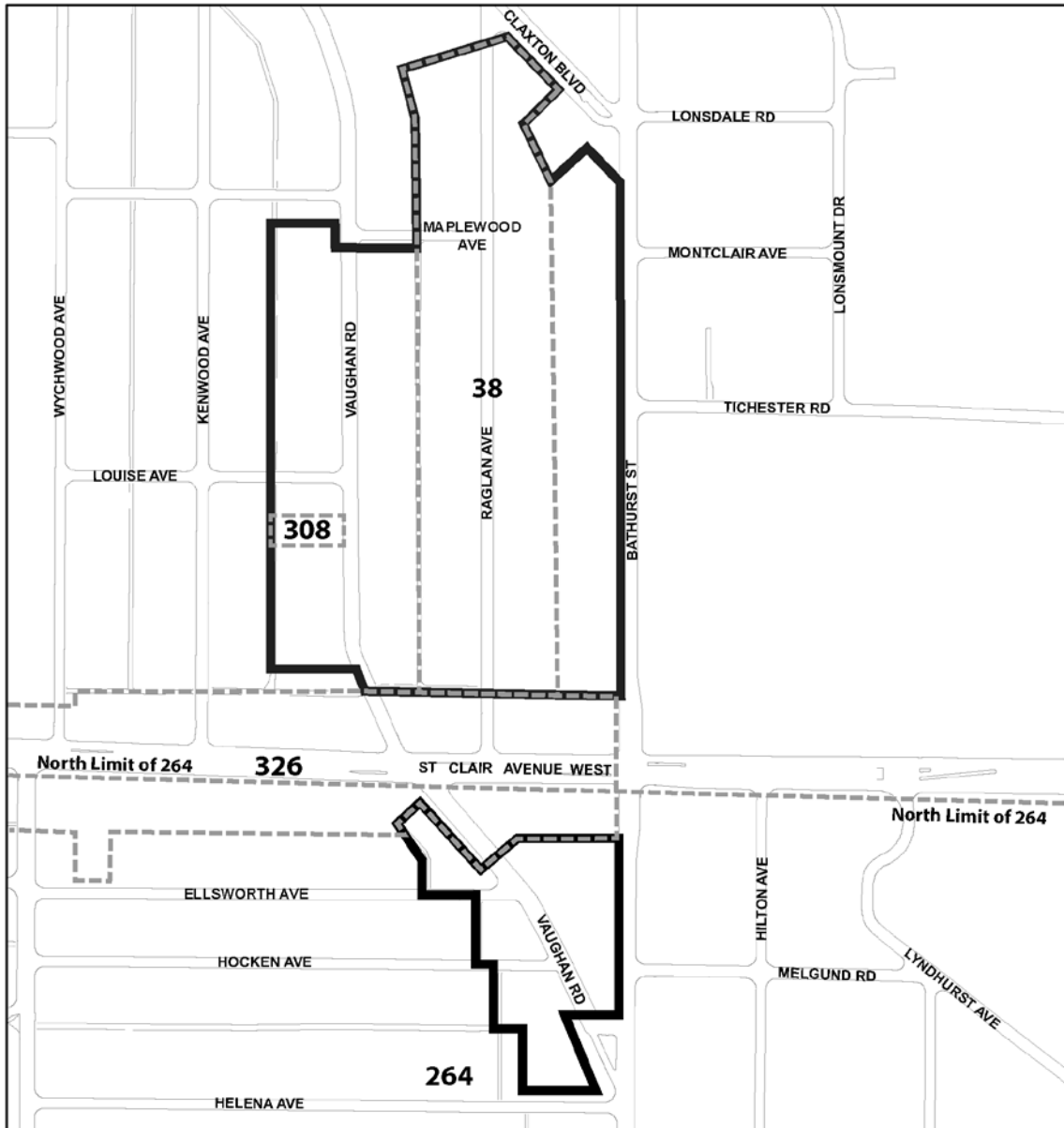
**Vaughan Road, Raglan Avenue,  
 and Bathurst Street Study Areas**

File # 15 125200 STE 21 0Z

- |                          |                          |
|--------------------------|--------------------------|
| Study Areas              | Parks & Open Space Areas |
| Neighbourhoods           | Natural Areas            |
| Apartment Neighbourhoods | Parks                    |
| Mixed Use Areas          |                          |

↑  
 Not to Scale  
 05/16/2015

## Attachment 2: Site and Area Specific Policies



### Site and Area Specific Policies Map

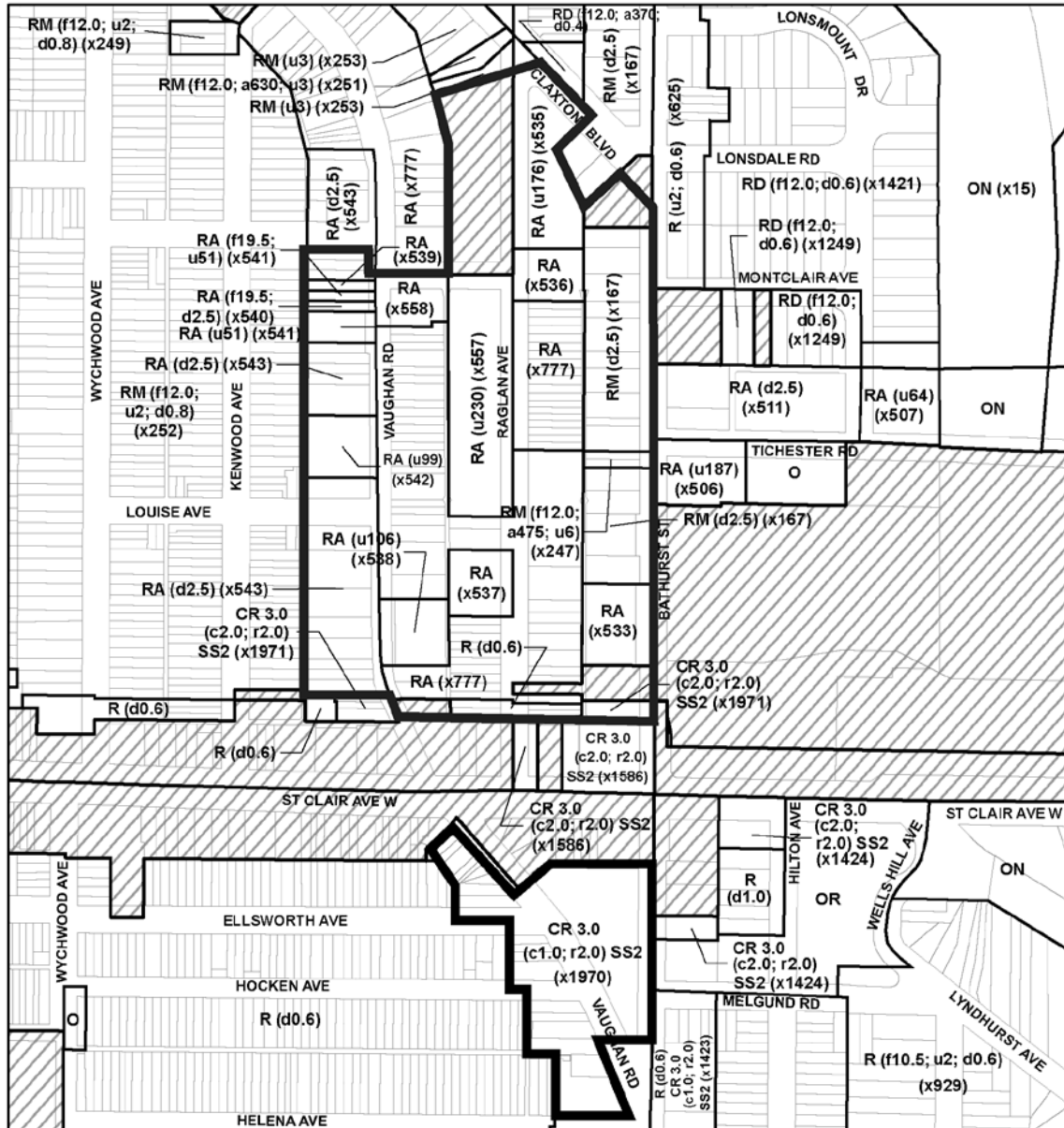
### Vaughan Road, Raglan Avenue, and Bathurst Street Study Areas

File # 15 125200 STE 21 OZ

- Study Areas
- Areas Specific Policies 38, 264, 308, 326

Not to Scale  
 Extracted: 05/22/15

### Attachment 3: Zoning



### Zoning By-law 569-2013

Vaughan Road, Raglan Avenue,  
and Bathurst Street Study Areas  
File # 15 12200 STE 21 OZ



Study Areas



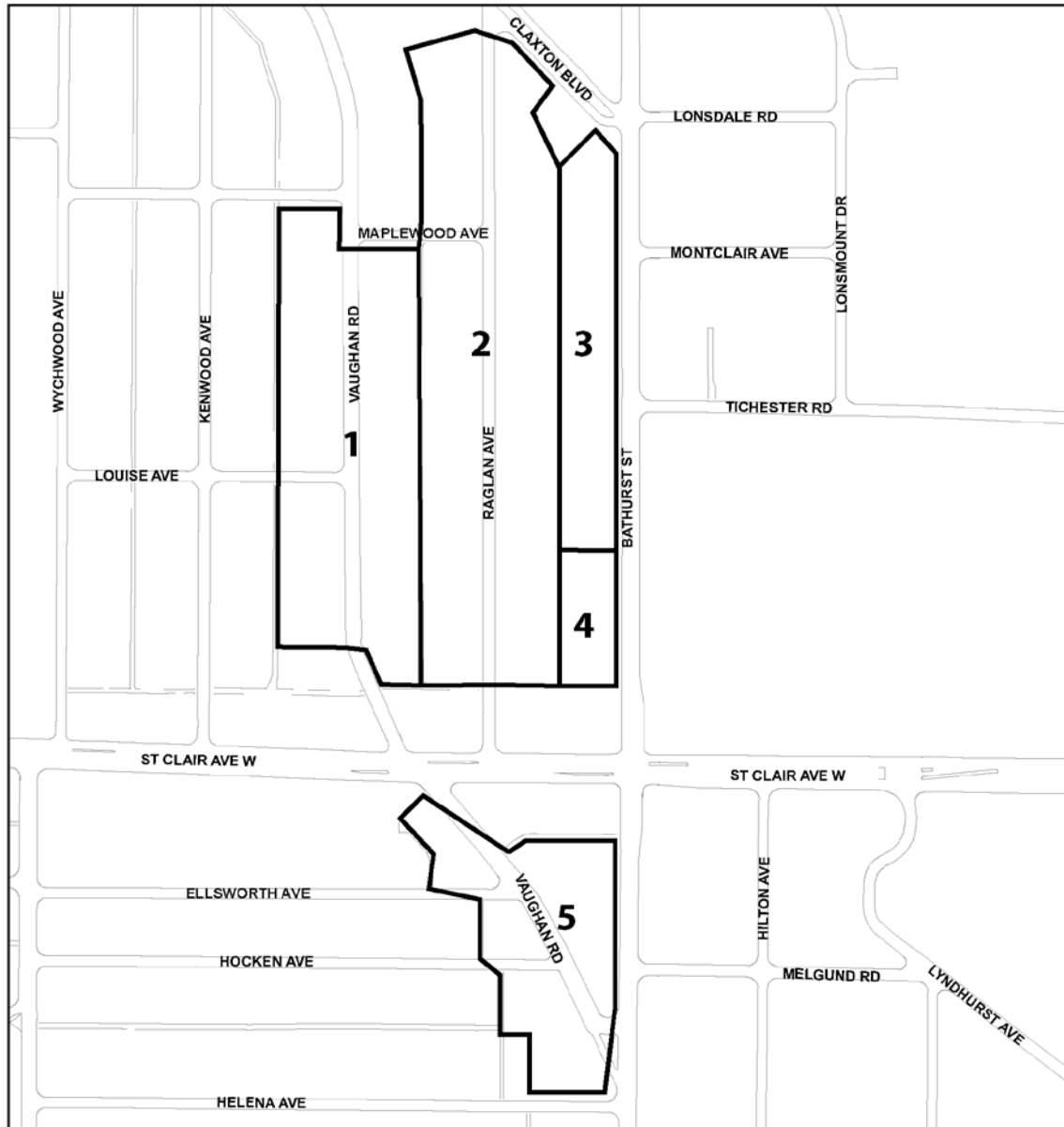
See Former City of Toronto Bylaw No. 438-86

- |                                     |                                  |
|-------------------------------------|----------------------------------|
| <b>R</b> Residential                | <b>CR</b> Commercial Residential |
| <b>RD</b> Residential Detached      | <b>O</b> Open Space              |
| <b>RS</b> Residential Semi-Detached | <b>ON</b> Open Space Natural     |
| <b>RM</b> Residential Multiple      | <b>OR</b> Open Space Recreation  |



Not to Scale  
Extracted: 04/10/2015


## Attachment 4: Character Areas




 **Toronto** City Planning  
Character Area Map

Vaughan Road, Raglan Avenue,  
and Bathurst Street Study Areas

File # 15 125200 STE 21 0Z

 Character Areas 1 to 5

  
Not to Scale  
Extracted: 05/14/2015

## Attachment 5: Oakwood-Vaughan Urban Design Guidelines

### OAKWOOD-VAUGHAN

#### 3. VAUGHAN ROAD

These guidelines correspond to the Site Specific Policies #37 and #54 in Chapter 7 of the Official Plan.

##### 3.1 Vaughan Road South

###### Description

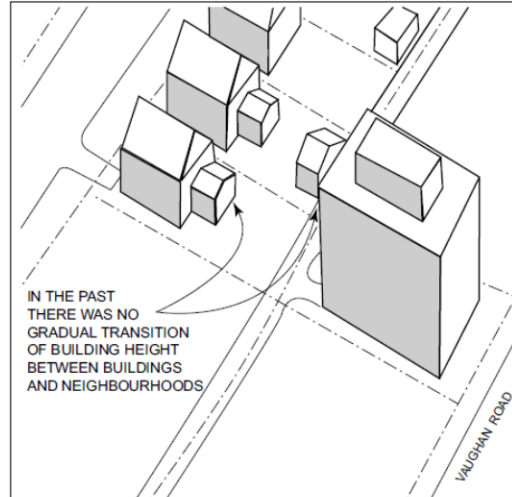
Vaughan Road from St. Clair Avenue to Connaught Circle to the north is a transition between the apartment form buildings and the lower scaled residential areas further north (Map A, Sub-area 3.1).

###### Objectives

- To create an attractive medium and higher density residential area which is compatible with and complements the existing land uses and building forms in the adjacent neighbourhood (Figures K and L).
- To provide for additional public open space and community recreation opportunities within the area, where possible.

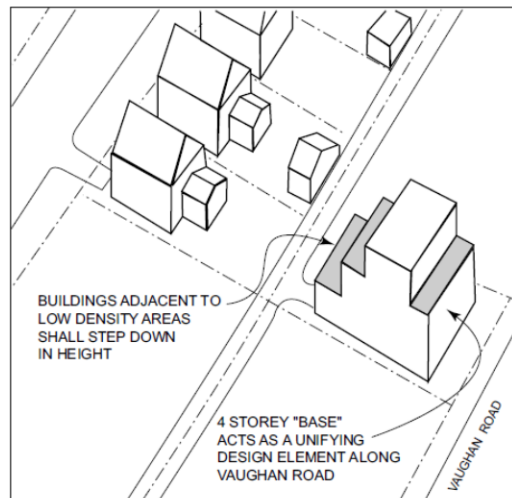
###### Built Form

- Land assembly of properties for redevelopment in this area is appropriate.
- A continuous four storey "base" element will be established in any new buildings in order to provide a unifying design element along Vaughan Road (Figure L).
- Buildings will be oriented to Vaughan Road rather than side streets, and the primary entrances to any new buildings will front that street.



Gradual Transitions

figure K

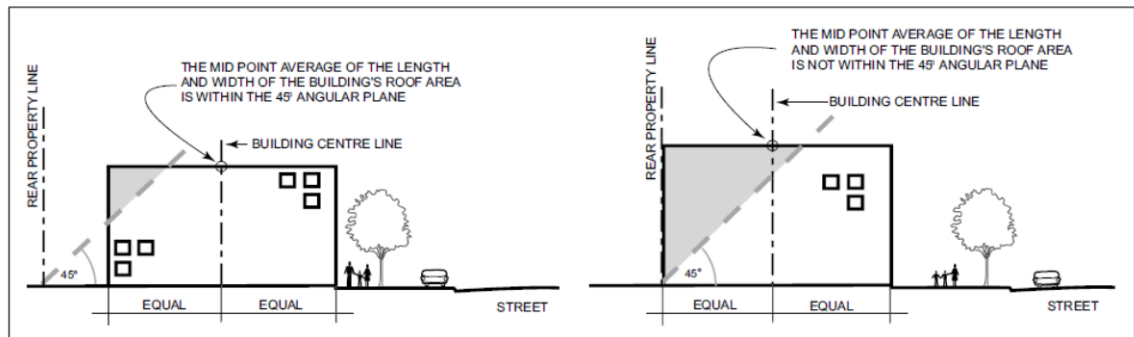


Unifying Design Elements

figure L

Height, Setbacks and Angular Planes

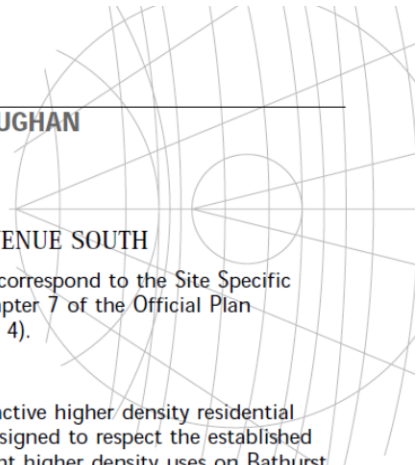
- The maximum height of all buildings between St. Clair Avenue and Kenwood Avenue on the west side of Vaughan Road will be six storeys or 18 metres.
- The maximum height of all buildings between St. Clair Avenue and Kenwood Avenue on the east side of Vaughan Road will be eight storeys or 24 metres.
- The maximum height of all buildings between Kenwood Avenue and Connaught Circle will be five storeys or 16 metres.
- Subject to the maximum height and angular plane restrictions, all buildings will be set back 5 metres from the front lot line.
- Ramps leading to below grade parking will be setback a minimum of 5 metres from the front lot line.
- Those portions of buildings which exceed 12 metres in height will be setback 7.5 metres from the front lot line at a 12 metre elevation.
- The buildings on the west side of Vaughan Road adjacent to the lower density residential areas will have a 45 degree angular plane measured from the rear lot line where no lane exists, or from the far side of the lane opposite the rear lot line. The mid-point average of the intersection of the length and width of roof areas of all buildings will be within the 45 degree angular plane established. (Figure M).



Rear yard angular planes

figure M

OAKWOOD-VAUGHAN



Raglan Avenue South Map O

4 RAGLAN AVENUE SOUTH

These guidelines correspond to the Site Specific Policy #38 in Chapter 7 of the Official Plan (Map A, Sub-area 4).

Objective

To create an attractive higher density residential street which is designed to respect the established pattern of adjacent higher density uses on Bathurst Street and Vaughan Road (Map O).

Built Form

- Land assembly of properties for redevelopment is appropriate.
- Buildings will be aligned to front Raglan Avenue with the primary access from that street.

Height, Setbacks and Angular Plane

- The maximum heights of all buildings will be ten storeys or 30 metres.
- All buildings will be set back a minimum of five metres from the front lot line.
- All buildings will be set back within a 45 degree angular plane measured from the street line opposite and parallel to the front lot line (Figure P).
- The minimum rear yard setback will be a minimum of eight metres.

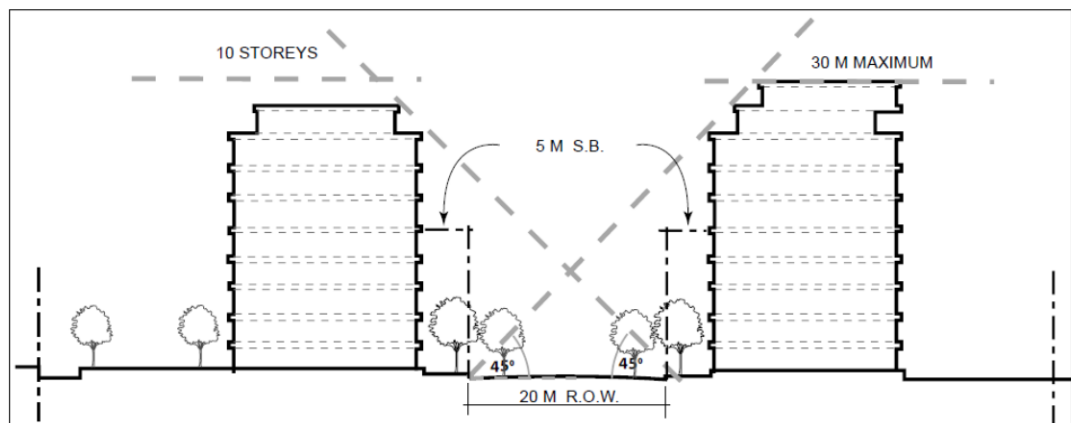


figure P



5. BATHURST STREET

Development along Bathurst Street from St. Clair Avenue to Heathdale Road will have regard for the following urban design guidelines (Map A, Sub-area 5).

Description

Bathurst Street, shows a remarkable uniformity in building type and building heights. Although there are some taller buildings south of Tichester, the majority of the street is comprised of four storey, "I" shaped apartments which are placed perpendicular to the street. As on Vaughan Road, these buildings help to provide a reasonable transition between the apartment area and the adjacent Neighbourhood areas.

Some of these buildings back onto the Raglan Avenue apartment area, and others back onto stable low scale neighbourhoods, and this distinction affects future development opportunities.

Objective

To maintain the low rise (4-5 storeys) residential character of the existing street (Map Q).

Streetscape and Open Space

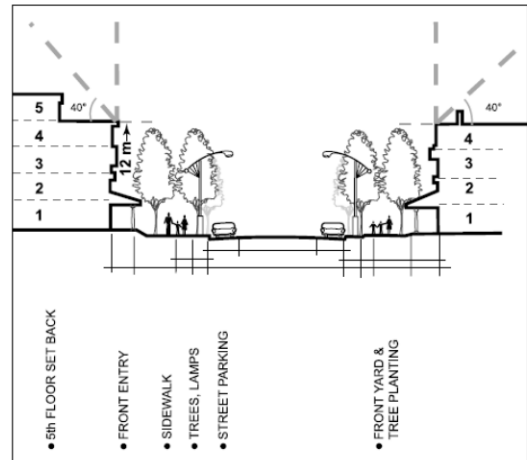
Wherever possible landscaped side yards will be maintained or provided in order to maximize the light and improve views for residents of the existing buildings.

Built Form

Where new development is proposed it will reflect the character of existing buildings in terms of height (4-5 storeys) and proportions.

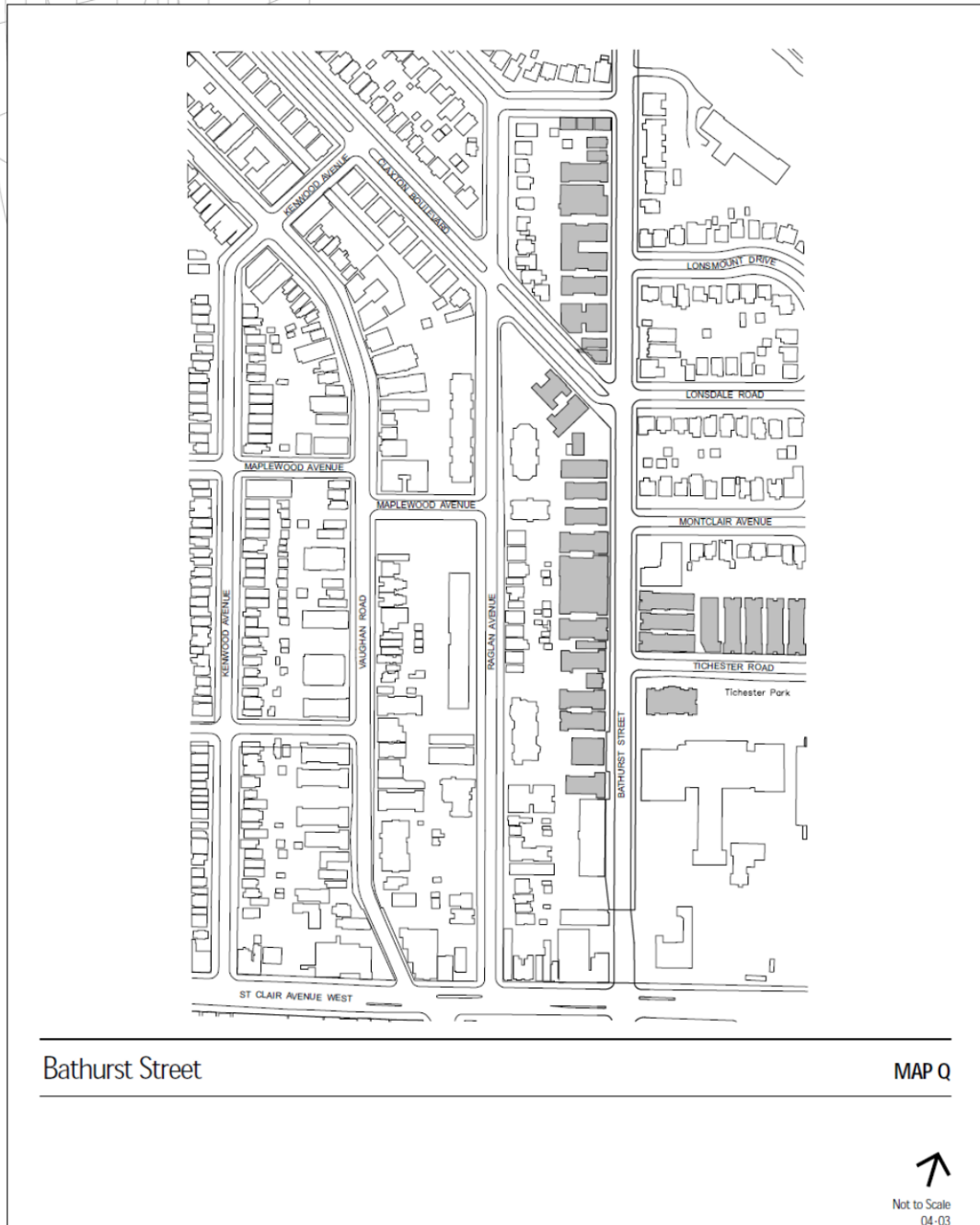
Height, Setbacks and Angular Planes

- The maximum height of all buildings will be five storeys or 15 metres.
- All buildings will be set back a minimum of five metres from the front lot line.
- Those portions of buildings which exceed 12 metres in height will be set back at a 40 degree angular plane measured from the front setback line at a 12 metre elevation. (Figure R)
- All buildings will be guided by a 45 degree angular plane measured from the rear lot line where no lane exists, or from the far side of the lane opposite the rear lot line, when the rear of the lot abuts a low density residential area. The mid-point average of the intersection of the length and width of roof areas of all buildings shall be within the 45 degree angular plane. (Figure M)



Buildings which exceed 12 metres in height figure R

OAKWOOD-VAUGHAN



Bathurst Street

MAP Q



Not to Scale  
04-03

June 2004

TORONTO  
URBAN DESIGN GUIDELINES