



14 November 2016

Etobicoke York Community Council  
399 The West Mall  
Toronto ON, M9C 2Y2

**Attention: Members of Etobicoke-York Community Council**

Dear Members of Community Council,

**RE: Item EY 18.8  
City-Initiated Sherway Area Study – Directions Report  
Input on Behalf of Cadillac Fairview Corp  
Our Project 13.623**

WND Associates Limited (“WND”) has been retained by Cadillac Fairview Corp (“CF”) to provide planning consulting services with respect to the Sherway Area Study (“SAS”). CF is the owner of Sherway Gardens, which occupies the largest parcel of land in the study area, which also is the most significant retail development in the study area (“the Sherway site”).

CF has been actively involved in the SAS over the past two years through attending Stakeholder Advisory Group sessions and Community Consultation meetings, as well as providing written feedback to the SAS team comprised of City staff and its consultants. The most recent correspondence relative to the final iteration of the SAS is attached herein for reference.

We have reviewed the Directions Report dated October 27, 2016, which recommends that staff be authorized to commence work related to the implementation of the SAS. Given the recent release of the report, CF’s team has not yet had a chance to fully analyze and consider the significance of the findings. That being said, CF continues to have significant interest in ensuring that its comments are incorporated into the proposed Secondary Plan and Urban Design Guidelines for the Sherway Area in a manner that provides clarity and will help to facilitate its ongoing development to achieve its optimal potential which is integral to the success of the area as a whole. To that end we look forward to continuing to work with staff as it undertakes the forthcoming implementation exercise and ask to be included on all future communications.

We thank you for the opportunity to participate in this exciting study. Should you have any questions in the interim, please do not hesitate to contact the undersigned.

Yours very truly,

**WND associates**  
**planning + urban design**

A handwritten signature in blue ink, appearing to read 'A. Ferancik'.

Andrew Ferancik MCIP, RPP  
Principal

cc: Mr. Finley McEwen, Cadillac Fairview Corp.  
Mr. Sebastian Greenall, Cadillac Fairview Corp.  
Mr. Anthony B. Yates, BA Group  
Mr. Peter R. Walker, Special Consultant, WND Associates Limited

17 May 2016

Etobicoke York District  
2 Civic Centre Court, 3<sup>rd</sup> Floor,  
Toronto ON, M9C 5A3

**Attention:**           **Natasha Laing, Senior Planner**

Dear Ms. Laing,

**RE:**                   **Sherway Gardens Shopping Centre**  
                          **Input With Respect to the Sherway Area Study Phase 4**  
                          **Consultation Presentation**  
                          Our Project 13.623

WND Associates Limited (“WND”) has been retained by Cadillac Fairview Corp (“CF”) to provide planning consulting services with respect to the Sherway Area Study (“SAS”) which the City is presently commencing. CF is the owner of Sherway Gardens, which occupies the largest parcel of land in the study area (“the Sherway site”).

The purpose of this letter is to provide you and the SAS consulting team feedback with respect to the recommendations that are emerging from the fourth SAS presentation which CF attended on May 3, 2016, which was also attended by other area stakeholders. WND, on behalf of CF, had previously provided detailed comments to the City and its consultants in a letter dated June 23, 2014, which is attached herein for convenience.

As you are aware, Sherway Gardens is the largest property and most significant retail development in the study area. It is centrally located, well connected to the area street and highway network, and has the greatest potential for accommodating future development; accordingly, we assume that the City considers CF’s participation and input to be integral components of the study process which we believe provides an important opportunity to carefully revisit the policies contained in Site and Area Specific Policies 13 and 19 which currently apply to the site.

While we were encouraged with the general direction of the SAS process, notably the recognition that the area requires a new and more flexible planning framework, there are a number of concerns arising from the emerging recommendations of the City’s consulting team which we understand will inform future implementation by way of a new Secondary Plan or Areas Specific Policy framework. The key concerns are as follows:

- 1) The presentation identifies the private driveways at Sherway as “Realigned Streets”. As CF has noted throughout the SAS study process, there are no existing “streets” within the Sherway site other than the portion of Sherway Gardens Road extending from Evans Avenue to The

Queensway (which is appropriately excluded from the “Realigned Streets” category which is shown in a purple colour). Throughout the consultation period, CF has advised that it plans to develop the Sherway site with a mix of uses based on a private street network that will evolve over time from the current driveway system. The rationale for this approach has been articulated in previous correspondence and at all consultation meetings. Accordingly, we ask that the “Realigned Streets” be deleted and instead identified as “Private Streets” on all maps, as illustrated in the attachment to this letter, in order to recognize their continued private nature.

- 2) There is a new street identified as “New Street: Fixed Location” within the Sherway site connecting to the purple “Realigned Street” which is the current driveway and in the future will become part of the internal private street system. We request that this street be deleted given that a public street cannot connect solely to a private street.
- 3) A number of towers previously shown have been removed from the plan in favour of a greater focus on mid rise buildings. In our opinion the proposed recommendations should consider additional tower opportunities on the Sherway site, as shown on the attachment to this letter. This would more appropriately reflect the existing tower character established by development on the south side of the Sherway site, and facilitate the development of the Sherway site in a manner that is more consistent with its long term plans.
- 4) The maximum street wall height category of 5-7 storeys (16.5m-22.5m) should in our opinion be increased to, at a minimum, reflect the right of way width of the adjacent streets (The Queensway is 36 metres wide, and Evans Avenue is 27 metres wide). This would be consistent with the approach taken for the City’s Avenues, and would provide more appropriate street enclosure along these wide streets.
- 5) On the Grade Related Uses plan, we recommend that the “street related uses mandatory” category should be revised to “street related uses encouraged” in order to provide greater flexibility where retail uses may not be appropriate for a variety of reasons upon undertaking more detailed design and programming considerations.

In addition to the above noted comments, there are important aspects of the SAS study process that do not appear to have been directly addressed by the study team, in particular with respect to how the existing development caps will be dealt with, and what (if any) new development caps will be incorporated. Our previous correspondence had provided more detailed commentary in this regard, which remains valid.

We thank you for the opportunity to provide these comments on the emerging recommendations and trust that the City will consider them carefully as it prepares its own recommendations to Council, and prepares the implementing instruments which CF looks forward to reviewing.

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Should you have any questions in the interim, please do not hesitate to contact the undersigned.

Yours very truly,

**WND associates**  
**planning + urban design**

A handwritten signature in blue ink, appearing to read "A. Ferancik", is positioned above the printed name.

Andrew Ferancik MCIP, RPP  
Principal

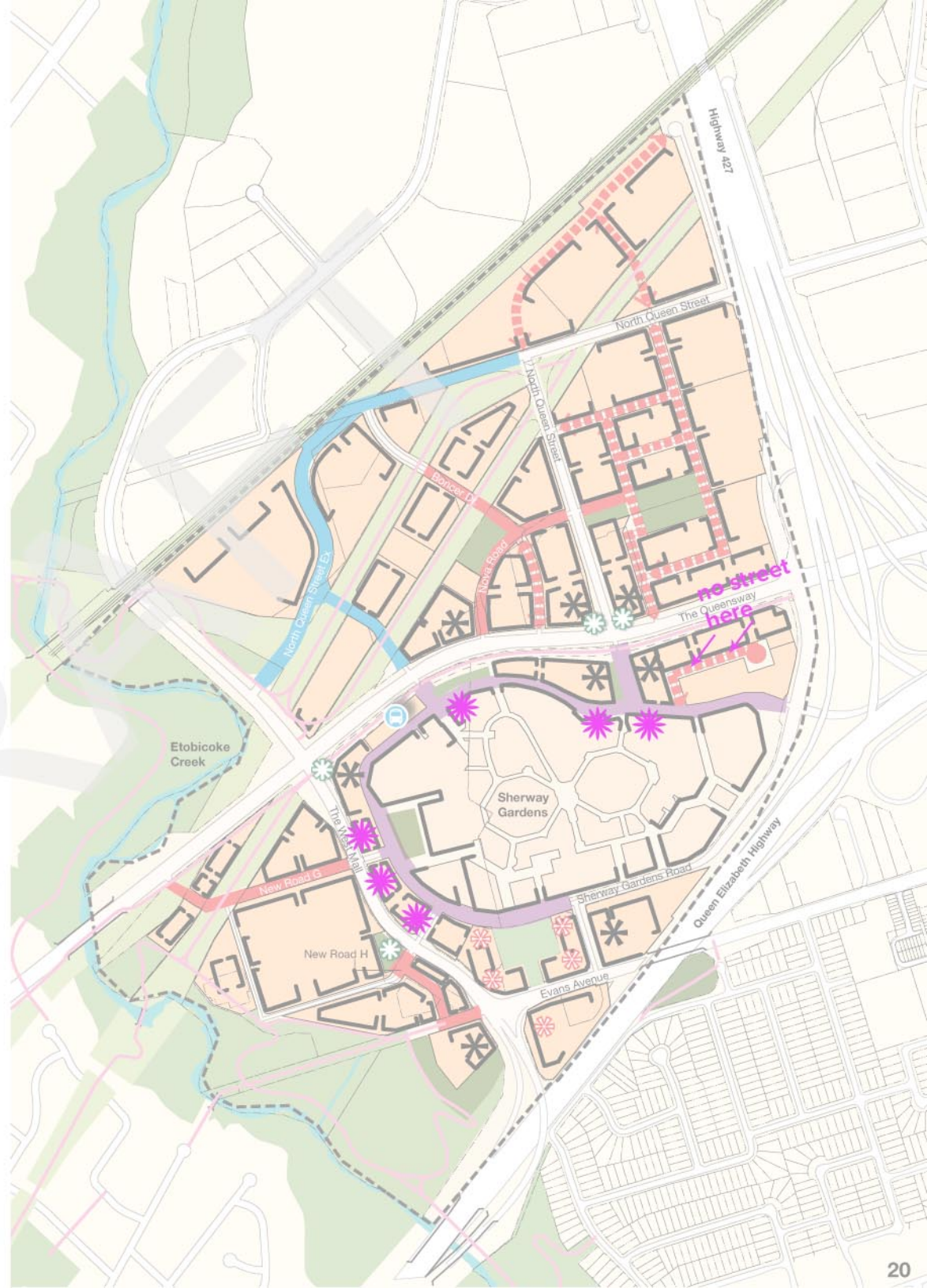
cc: Mr. Finley McEwen, Cadillac Fairview Corp.  
Mr. Sebastian Greenall, Cadillac Fairview Corp.  
Mr. Anthony B. Yates, BA Group  
Mr. Peter R. Walker, Special Consultant, WND Associates Limited

# Urban Structure

Comments by CF  
16th May 2016

✳ = additional tall building

- Urban Structure
- New Street: Fixed Location
  - North Queen Street Extension EA
  - ~~Realigned Street~~ Private Street
  - New Street: Flexible Location
  - Development Block
  - Sherway Gardens
  - Built Form Edge
  - Potential New Park Space
  - Urban Plaza
  - Existing Open Spaces
  - Hydro Corridor Easement
  - Trail
  - Study Boundary
  - Tall buildings Locations
  - Existing Tall Buildings
  - Potential TTC Transit Hub



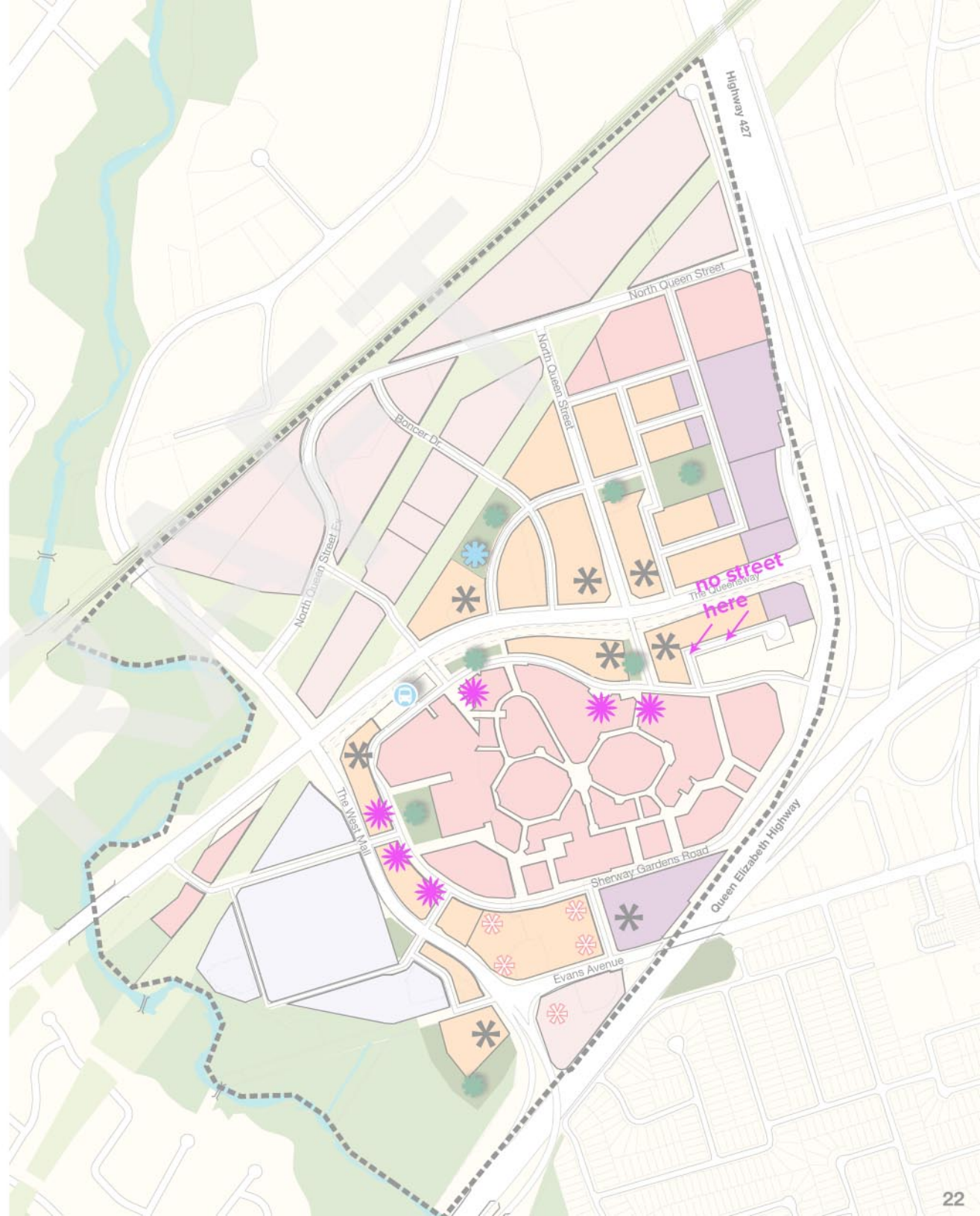
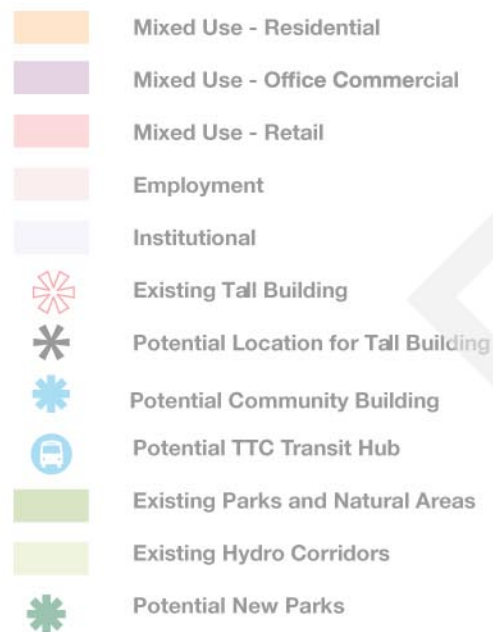


## Land Use

## Comments by CF








16th May 2016

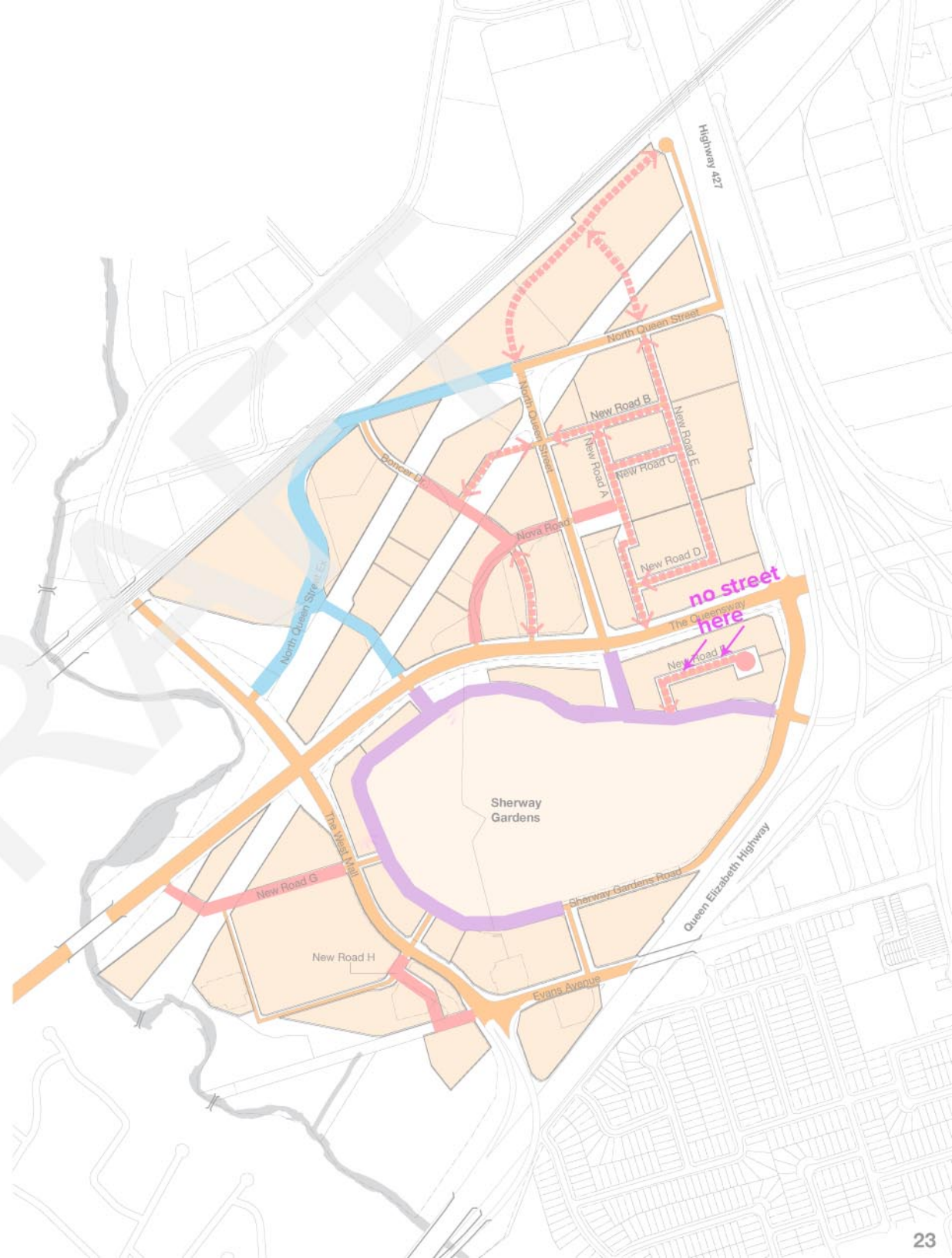
✱ = additional tall building



# Streets and Blocks

Comments by CF  
16th May 2016

-  New Street: Fixed Location
-  North Queen Street Extension EA
-  ~~Realigned Street~~ Private Road
-  New Street: Flexible Location
-  Development Block
-  Sherway Gardens
-  Study Boundary





	Location for Potential New Public Park
	Existing Publically Accessible privately owned open space
	Urban Plaza
	Landscape Gateways Areas
	Street Greening
	Open Space
	Hydro Corridor
	Trails
	Study Boundary

no street here  
The Queensway

Sherway Gardens

Evans Avenue

Queen Elizabeth Highway

Etobicoke Creek

North Queens Road

The Queensway

# Built Form Strategy

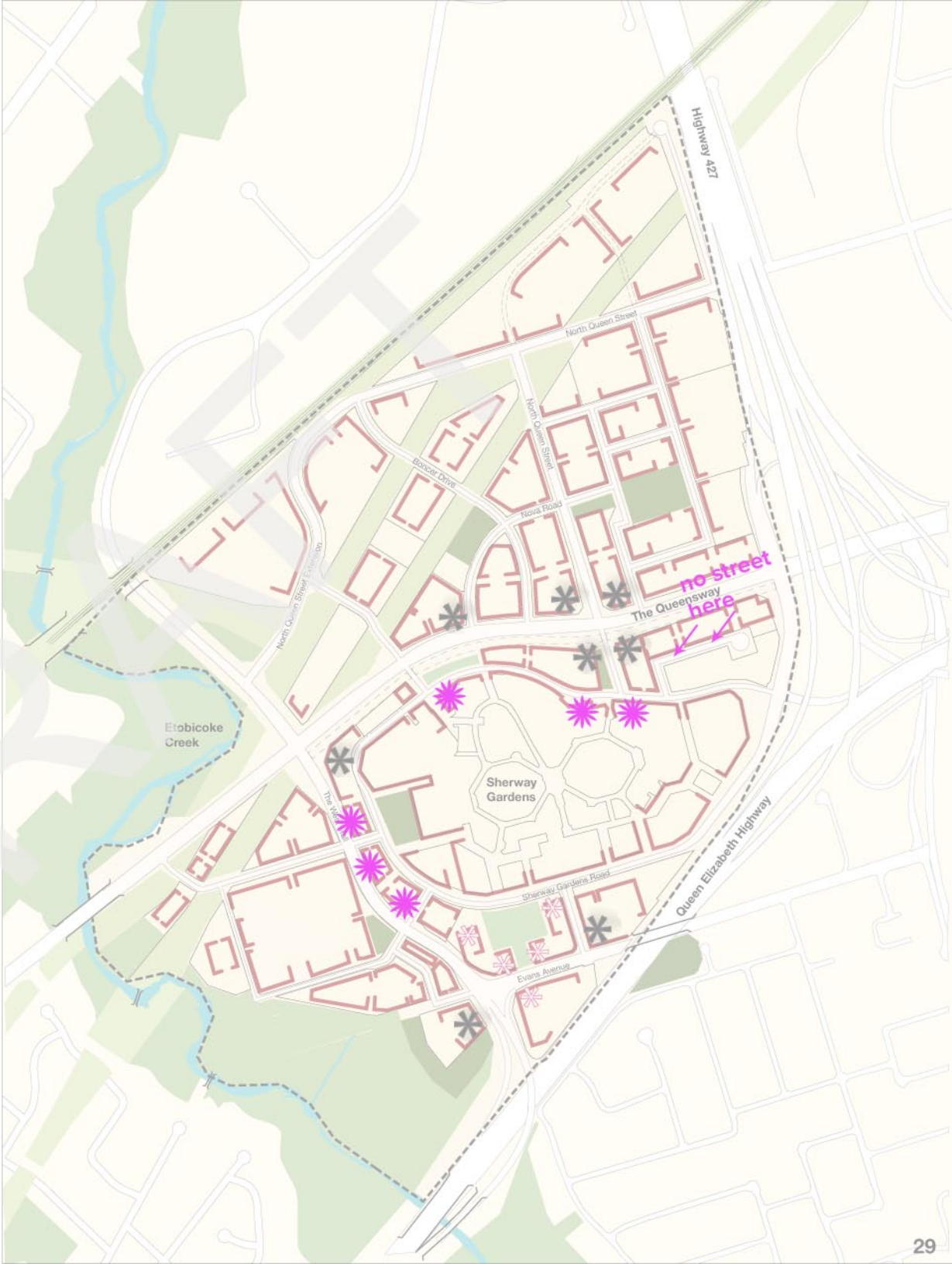
## Comments by CF

16th May 2016

✱ = additional tall building



- Built form edge
- Existing tall buildings
- Potential Tall building locations



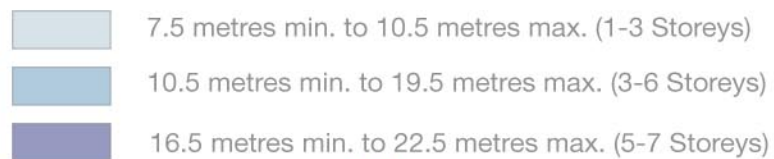


# Street Wall and Building Heights

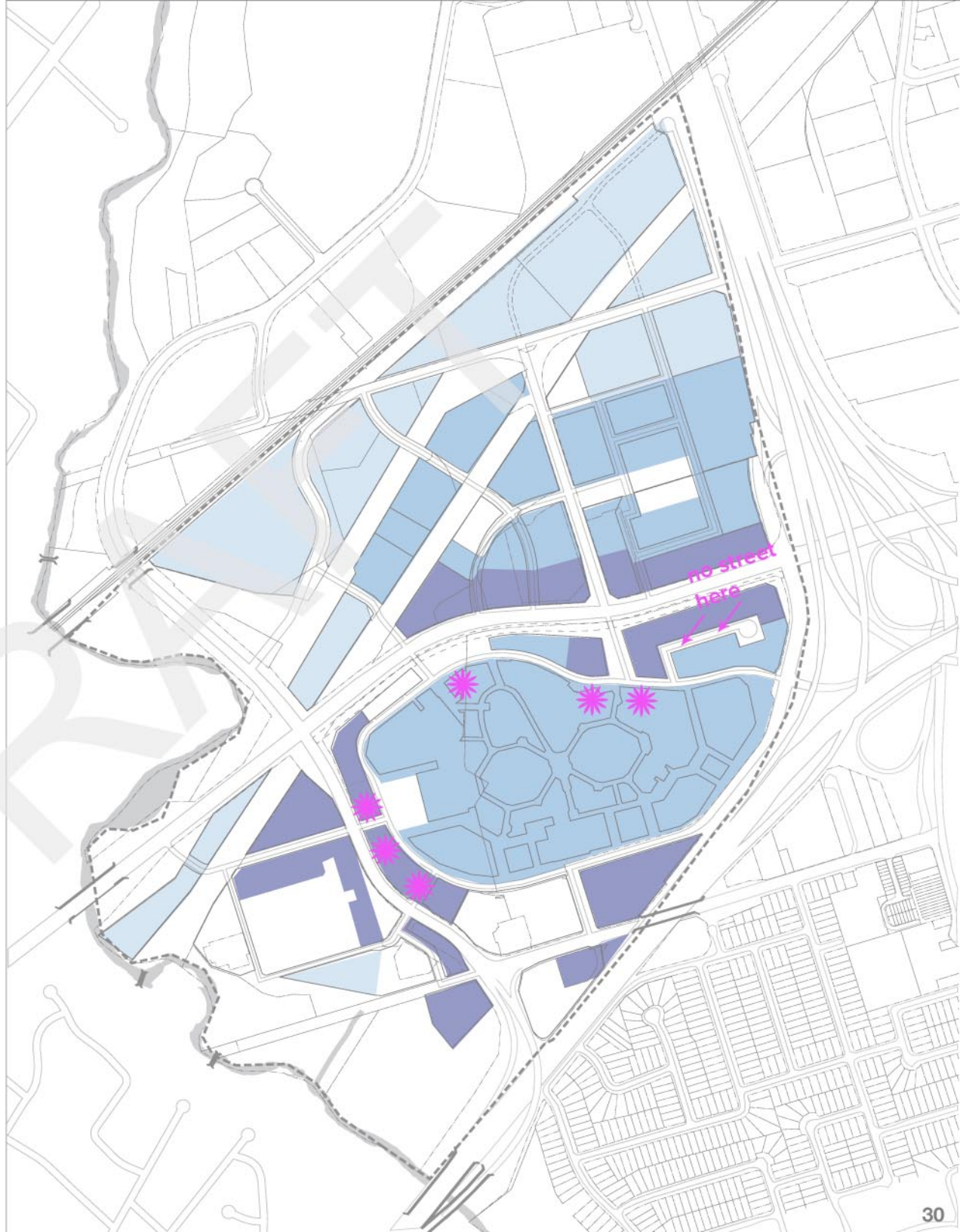
## Comments by CF

16th May 2016

✱ = additional tall building







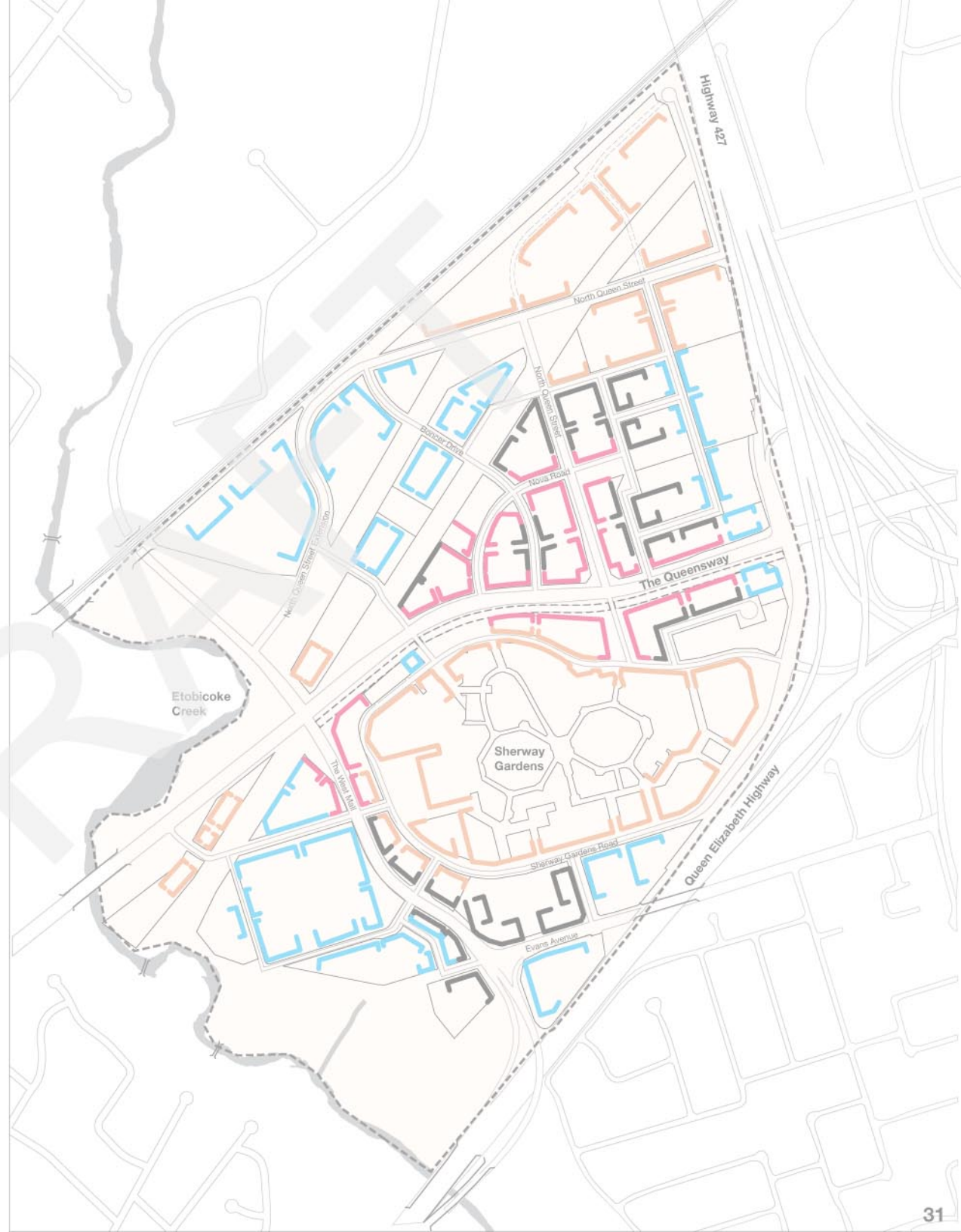
✱ this category should surely be taller



# Grade Related Uses

Comments by CF  
16th May 2016

-  Retail at Grade: ~~Mandatory~~ Encouraged
-  Retail or Pedestrian at Grade Use Encouraged
-  Residential Grade related frontage
-  Institutional or Office Grade Frontage



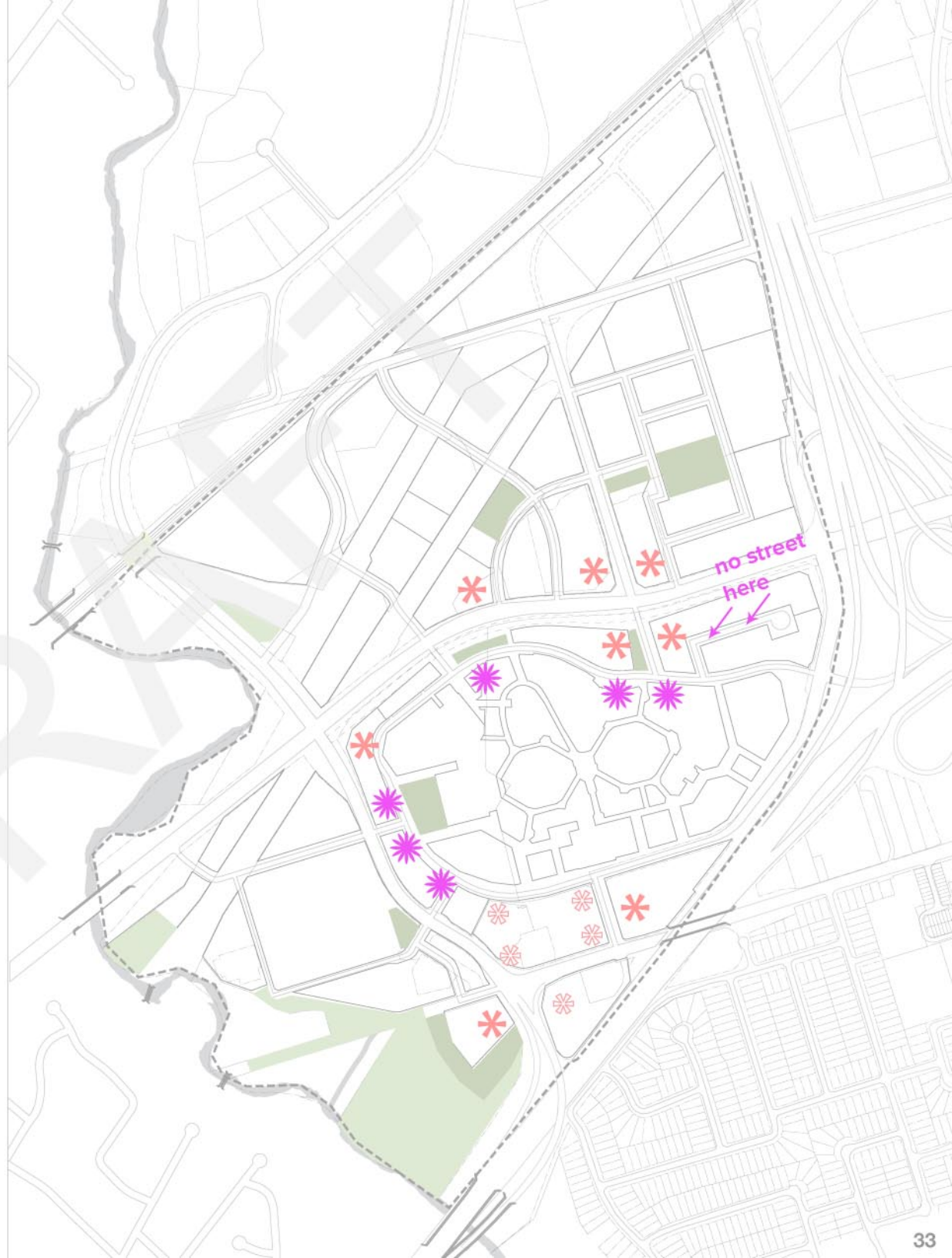


# Tall Building Locations

## Comments by CF

16th May 2016

✱ = additional tall building



Existing tall building



Potential Tall building location  
(Maximum 30 Storeys)

23 June 2014

Etobicoke York District  
2 Civic Centre Court, 3<sup>rd</sup> Floor,  
Toronto ON, M9C 5A3

**Attention:** Luisa Galli, MCIP, RPP, Senior Planner

Dear Ms. Galli

**RE:** Sherway Gardens Shopping Centre  
Preliminary Input Regarding the Sherway Area Study  
Our Project 13.623

WND Associates Limited ("WND") has been retained by Cadillac Fairview Corp ("CF") to provide planning consulting services with respect to the Sherway Area Study ("SAS") which the City is presently commencing. CF is the owner of Sherway Gardens, which occupies the largest parcel of land in the study area. The purpose of this letter is to provide you with information with respect to CF's current and future plans for Sherway Gardens, and to provide preliminary input with respect to the specific policy amendments that CF will be asking staff, and its consulting team, to consider as part of the SAS.

### **Background and Context**

Sherway Gardens opened on February 24, 1971. At the time, with 850,000 square feet of leasable area and 127 stores, Sherway Gardens was one of the largest shopping centres in North America. Over the decades, the centre continued to expand with added retail space. In fall 2000, Sherway Gardens was acquired by CF and now contains 972,540 square feet of leasable space, has 215 shops and services, and continues to be home to many influential retailers.

Sherway Gardens is presently undergoing a substantial \$500+ million expansion and renovation which includes the following components:

- A 'north' expansion that will provide an additional 210,000 square feet of retail space bringing the total size of Sherway Gardens to 1.3 million square feet, with 245 stores;
- A new relocated food court in the north expansion;
- Four new full service restaurants, each with a unique dining experience;
- A 19,000 square foot Harry Rosen store;
- A new Sporting Life located in the north expansion;
- A Saks Fifth Avenue store opening in 2016;
- A Nordstrom store opening in 2017;
- Three new multi-storey parkades; and
- A realigned ring road to facilitate easier navigation;

Additionally 90,000 square feet of existing space will be renovated to include:

- A complete replacement of the ceiling;
- New lighting installed throughout;
- A restoration of the existing floor, made of high quality French limestone;
- New comfort zones; and
- Restoration of the iconic white tent roof structure.

Based on the foregoing, it is clear that Sherway Gardens is currently undergoing substantial investment that will significantly improve upon its existing strengths as a top-tier retail destination, and as a major asset to the City of Toronto – in particular the surrounding area.

### **Future Expansion Plans**

In addition to the substantial investments that CF is currently undertaking at Sherway Gardens, CF is also in the midst of planning for the longer term future of the site. CF has retained Dialog to prepare a comprehensive long term concept master plan that contemplates the potential for developing the peripheral surface parking areas with new retail, office, hotel and residential uses in a mix of low, mid and high-rise buildings. The concept envisages approximately 1.3 million square feet of additional development which would essentially double the existing floor space, and create a new urban edge for The Queensway, The West Mall, and Sherway Gardens Road that will contribute to the evolution of this area into a complete, mixed use, urban community.

### **Sherway Area Study**

We have reviewed the terms of reference for the SAS, the related staff report, and the public meeting notice for the upcoming Community Consultation to be held on June 25, 2014, which summarizes the purpose of the study as follows:

“The purpose of the Study is to review and update the existing planning policy framework for the area to guide future growth and development. The Study will include a comprehensive analysis of the area to identify the appropriate land use mix; density levels; built form; preferred road network and block plan; public realm and streetscape improvements; parks and open space linkages; and servicing and community infrastructure requirements and phasing needed to support a complete community.”

Sherway Gardens is the largest property and most significant retail development in the study area. It is centrally located, well connected to the area street and highway network, and has the greatest potential for accommodating future development; accordingly, we assume that the City will consider CF's participation and input to be integral components of the study process. That being said, and commensurate with the above noted description of the purpose of the SAS, we believe that this study provides an important opportunity to carefully revisit the policies contained in Site and Area Specific Policies 13 and 19, in particular those that relate to the following:

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With respect to Site and Area Specific Policy 13 (“SASP 13”):

- Section b) which contains a policy that “development will require a new public network of local streets”;
- Section c) as it pertains to gross leasable area, which is currently capped at 246,865 square metres (2,657,319 square feet) pre-subway, and 365,000 square metres (3,928,956 square feet) post-subway;
- Section d) as it pertains to gross density, which is currently capped at 1.0 times the area of the lot for the area identified as “Shopping Centre”, with no provisions for density on the peripheral areas.

With respect to Site and Area Specific Policy 19 (“SASP 19”):

- Section c) as it pertains to maximum gross office and residential densities;
- Section d) as it pertains to policies requiring “a new public network of local streets [to] divide the area into a more urban pattern of streets and blocks, providing a framework for reorganizing and intensifying existing uses and accommodating new uses and forms of development.”; and
- Map 2 as it pertains to the conceptual illustration of new public streets through the subject site generally along the path of the existing private driveways on the subject site.

#### Density, GLA Caps and Location of Development

It is our opinion that the SAS provides an opportunity to realize a more comprehensive, progressive, and inclusive approach to development on the subject site. The current policy framework essentially precludes the development of the peripheral surface parking areas for anything other than parking for the shopping centre, and restricts the central portion for the subject site to a very low density, which does not respond to the general intent of the City’s Official Plan for Mixed Use Areas (which does not contain any prescribed density or GLA limits).

Consistent with the underlying Mixed Use Areas designation, and the Official Plan’s urban design policies, the SAS should provide the opportunity to study the potential of developing the peripheral surface parking lots for an intense mix of uses, including retail, office, entertainment and residential, which would contribute to creating a more “complete community” in the Sherway Area and facilitate increased walking and cycling, enhanced live/work relationships, and decreased automobile use.

Providing for a more dynamic mix of uses would also help to “make the case” for future transit improvements, including an extension of the Bloor-Danforth subway to the Sherway Area.

#### New Public Streets

It is our opinion that the SAS also provides an appropriate and timely opportunity to re-examine the existing policies in SASP 13 and 19 for the creation of new *public* streets through the subject site.

Previously, lands were dedicated for the creation of Sherway Gardens Road at the eastern periphery of the subject site. This previous dedication provided a logical link between The Queensway and Evans Avenue and served as the terminus for the newly built westbound Gardiner off-ramp.

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The creation of new public streets that would bisect portions of the subject site generally along the path of the existing driveways, however, would be inappropriate and would limit the potential to develop a fine grained urban vision for the subject site. Accordingly, through the course of the SAS, we will be recommending that the policies in SASP 13 and 19, and Map 2 in SASP 19, be modified by deleting all reference to the need to provide *public* streets in lieu of providing for *privately owned*, but *publicly accessible* streets.

In order to assist you, the following is our preliminary rationale for these amendments which we will be asking staff and its consulting team to consider:

- Privately owned streets provide greater flexibility for creating streets that have narrower widths, more diverse paving materials, more diverse typologies (such as “curbless streets” or “woonerfs”), and streets with partial or full above grade enclosures (such as colonnades, gallerias and arcades). We note, based on past experience, that the City’s own Engineering requirements and standards for public streets are sometimes at odds with the goals of the Urban Design and Planning Departments;
- Privately owned streets off-load the responsibilities associated with maintenance onto the private sector, while providing for at least the same level of amenity as public streets in terms of facilitating access, creating an intimate and attractive urban environment, and programming;
- Privately owned streets facilitate greater levels of efficiency by maintaining more of a site for development, including below grade areas that would otherwise be unusable if public;
- There are numerous examples of highly successful privately owned streets in the City of Toronto, and throughout the world. Locally, one well known example includes the Distillery District, where privately owned streets have facilitated the creation of a highly animated and desirable setting for local business, residents, and visitors - including tourists. Another example is the recently redeveloped Shops at Don Mills, which contains a fine grained network of private streets that provide the look and feel of public streets, including facilitating access, parking, sidewalk patios, and public uses (for the commercial and residential uses). We would provide additional examples as necessary to illustrate the potential for using private streets to create these types of environments at the Sherway Gardens site;
- The current development that is occurring on the subject site, in particular the north expansion, has brought the building significantly closer to The Queensway. The creation of a new public street through the remaining area between the expansion and The Queensway would create a very shallow block for future development, and result in two very closely spaced parallel streets;
- The City has recently released its Guidelines for Privately Owned Publicly Accessible Spaces, which provides a framework for creating private spaces that complement and achieve the intent and objectives of public spaces;

We hope that the above noted information can serve as a useful foundation upon which the SAS can proceed. CF, through its consulting team, will be taking part in the study on the basis of the foregoing,

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and looks forward to this opportunity to set the stage for the next phase of development and investment for the subject site. Should you have any questions in the interim, please do not hesitate to contact the undersigned.

Yours very truly,

**WND associates**

planning + urban design

A handwritten signature in black ink, appearing to read 'P. Walker', with a stylized, flowing script.

Peter R Walker, FCIP, RPP  
Special Consultant