40 Moccasin Trail and 50 Green Belt Drive - Official Plan Amendment, Zoning By-law Amendment and Rental Housing Demolition Applications - Request for Direction Report

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<th>Date:</th>
<th>May 27, 2016</th>
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<td>To:</td>
<td>North York Community Council</td>
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<td>From:</td>
<td>Director, Community Planning, North York District</td>
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<td>Wards:</td>
<td>Ward 34 – Don Valley East</td>
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<td>Reference Number:</td>
<td>13 173059 NNY 34 OZ &amp; 13 173075 NNY 34 RH</td>
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**SUMMARY**

The applicant has appealed the Official Plan Amendment and Zoning By-law Amendment applications to the Ontario Municipal Board (OMB) due to Council's failure to make a decision on the applications within the time prescribed by the *Planning Act*.

The application proposes to amend the Official Plan and Zoning By-law to demolish the existing 3 three storey rental residential buildings containing 83 affordable rental housing units and replace them with three residential buildings of 10, 4 and 4 storeys with a total of 325 residential units (257 condominium units and 68 rental replacement units) with a total density of 2.42 FSI. A Rental Housing Demolition and Conversion application under Section 111 of the City of Toronto Act 2006 (Chapter 667 of the Municipal Code) has been submitted to demolish the existing three residential rental buildings containing 83 affordable rental housing units to facilitate the redevelopment of the site.

This report recommends withholding the decision on the application under Chapter
667 of the Municipal Code pursuant to Section 111 of the City of Toronto Act, 2006 pending a decision of the OMB on the related Official Plan and Zoning By-law Amendment applications.

This report recommends that the City Solicitor, together with City Planning staff, attend the OMB hearing in opposition to the current proposal. It also recommends that staff continue to work with the applicant in an attempt to resolve the outstanding issues.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council direct the City Solicitor, together with City Planning staff and other appropriate staff, to attend the Ontario Municipal Board hearing to oppose the Official Plan amendment and zoning by-law amendment applications respecting application 13 173059 NNY 34 OZ in their current form.

2. City Council withhold a decision on the application No. 13 173075 NNY 34 RH under Chapter 667 of the Toronto Municipal Code pursuant to Section 111 of the City of Toronto Act to demolish rental housing units at 40 Moccasin Trail, and 50 Green Belt Drive pending an OMB decision on the related Official Plan and Zoning By-law Amendment applications:

3. In the event that the Ontario Municipal Board approve the applications in whole or in part, City Council authorize the City Solicitor to request that the OMB withholds its Order(s) approving the applications until such time as:

   a. The Board has been advised by the City Solicitor that the proposed Official Plan amendment and zoning by-law amendments are in a form satisfactory to the Chief Planner and City Solicitor, and that they, amongst other matters, provide for the securing of the rental housing matters, including amongst other matters, rental housing replacement, securing of rents and tenant assistance, together with other appropriate matters.

   b. The City Solicitor confirms the satisfactory execution and registration of a Section 37 Agreement satisfactory to the Chief Planner to secure the Section 37 matters; and

   c. City Planning has issued Notice of Approval Conditions for site plan approval, and the City Solicitor confirms that all pre-approval conditions for such site plan approval have been met.

4. Should the Ontario Municipal Board approve the applications, City Council direct the City Solicitor to advise the Board that the Official Plan amendment and zoning by-laws should not be approved without the provision of such services, facilities or matters pursuant to Section 37 of the Planning Act, as may be
considered appropriate by the Chief Planner in consultation with the applicant and the ward councillor.

5. The City Solicitor and appropriate staff be authorized to continue discussions with the applicant to address the issues outlined in this report and to report back to City Council on the outcome, including proposed Section 37 contributions relating to any revised proposal, as appropriate.

**Financial Impact**
There are no financial implications resulting from the adoption of this report.

**DECISION HISTORY**

The current applications were received on May 23, 2013 and on October 17, 2013 North York Community Council adopted a Preliminary Report on the application.

The Preliminary Report is available at:

**ISSUE BACKGROUND**

**Original Proposal**
The original Official Plan amendment, rezoning by-law amendment, site plan and rental housing demolition applications submitted on May 23, 2013 were to demolish the existing 3 residential rental buildings and redevelop the lands with three residential buildings of 10, 4 and 4 storeys with 324 residential units (263 condominium units in two buildings and 61 rental replacement units in one rental replacement building) with a total density of 3.24 FSI. The development site consists of two parcels or blocks with frontage on Green Belt Drive and Moccasin Trail, which are separated by Nob Lane, a public street. The existing rental buildings on these parcels are proposed to be replaced in one 4 storey rental building on the west block. The Official Plan Amendment is to redesignate the east parcel from Neighbourhoods to Apartment Neighbourhoods and to permit a different total number and dwelling unit mix to replace the existing 83 rental units. The originally submitted proposal included the following:

**East Block – 50 Green Belt Drive**

- A 10 storey residential condominium building with 240 units. The proposed T-shaped building included an 8 storey portion along Green Belt Drive and would scale down to 4 storeys along Moccasin Trail and Nob Lane.
- The 10 storey portion was oriented to the rear of the site, stepping down to 8 and finally 4 storeys at the corner of Moccasin Trail and Nob Lane. An 8 storey portion was fronting on Green Belt Drive, stepping down to 4 storeys at the corner of Green Belt Drive and Nob Lane.
- Driveway access from Green Belt Drive and Nob Lane.
• Proposed density of 4.03 FSI on the east block.
• 329 parking spaces (275 resident and 48 visitor spaces, 1 car share and 5 visitor spaces for the west parcel condominium building) were proposed in 4 levels of underground parking. These numbers include 1 visitor and the 1 car share space above ground.

West Block - 40 Moccasin Trail

• Two residential buildings with 84 residential units comprised of:
  o a 4 storey condominium building with 23 units; and
  o a 4 storey rental replacement building with 61 rental replacement units comprised of 16, 1-bedroom units, 17, 2-bedroom units and 28, 3-bedroom units.
• Driveway access from Green Belt Drive and a separate service access driveway was proposed on Moccasin Trail and Green Belt Drive.
• Proposed density of 2.16 FSI on the west block.
• 23 resident parking spaces were proposed for the condominium building in 1 level of underground parking. 5 visitor parking spaces were proposed to be provided in the east block.
• For the rental replacement building 76 parking spaces (62 resident and 13 visitor and 1 car share spaces) were proposed in 1 level of underground parking.

Revised Proposal

The applications were resubmitted in June 2015, although some supporting studies associated with the resubmission were not received until November, 2015. The revised applications involved an Official Plan amendment, rezoning, site plan and rental housing demolition applications to demolish the existing 3 residential buildings containing 83 affordable residential rental units and redevelop the lands with three residential buildings of 10, 4 and 4 storeys with 325 residential units (257 condominium units and 68 rental replacement units) with a density of 2.65 FSI. The revised proposal includes the following:

East Block – 50 Green Belt Drive

• A 10 storey residential condominium building with 234 units. The proposed U-shaped building includes a 10 storey portion along the rear stepping down to 9 and 7 storeys at Green Belt Drive and a 7 storey portion along Nob Lane with a 4 storey element at the corner of Nob Lane and Moccasin Trail.
• Driveway access would be off of Green Belt Drive only.
• Proposed density of 3.17 on the east block.
• 283 parking spaces (236 resident and 47 visitor spaces) are proposed in 4 levels of underground parking. Two surface visitor parking spaces are included in the above figures.
West Block - 40 Moccasin Trail

- Two residential buildings with 91 residential units comprised of:
  - a 4 storey condominium building with 23 units; and
  - a 4 storey rental replacement building with 68 rental replacement units comprised of 16, 1-bedroom units, 41, 2-bedroom units and 11, 3-bedroom units.
- Driveway access is off of Green Belt Drive and a separate service access driveway is proposed on Moccasin Trail and Green Belt Drive.
- Proposed density of 1.95 FSI.
- 32 parking spaces including 27 resident parking spaces and 5 visitor parking spaces are proposed for the condominium building in 2 levels of underground parking.
- For the rental replacement building 84 parking spaces (70 resident and 14 visitor spaces) are proposed in 1 level of underground parking. Two surface visitor parking spaces are included in the above numbers.

Site and Surrounding Area

The site is located east of Don Mills Road on the north side of Green Belt Drive. The subject lands are comprised of two parcels of land with a total area of 1.22 hectares separated by a public street (Nob Lane). The east parcel or block known as 50 Green Belt Drive is 0.75 hectares in size and the west block known as 40 Moccasin Trail is 0.47 hectares in size. There are 3 existing buildings with 83 rental apartment units on the lands.

East Block – 50 Green Belt Drive

The east block contains two unoccupied 3 storey rental apartment buildings with 49 units. The easterly building was damaged by a fire in 2008 and has been unoccupied for some time, while the westerly building, which was served by the heating plant in the easterly building, was closed down in approximately 2011. Remaining tenants were offered the opportunity to relocate to the Moccasin Trail apartment building on the west block. The units are comprised of studio, junior, 1 bedroom and 2 bedroom units for a total of 49 dwelling units. There are 21 ground floor units and 28 two-storey units (2nd and 3rd floor) in the existing buildings. Vehicular access to the existing buildings is from a driveway from Green Belt Drive. There are 42 surface parking spaces and 26 spaces within two garage structures.

West Block – 40 Moccasin Trail

The west block contains a 3 storey rental apartment building with 34 rental units, comprised of studio, junior, 1 bedroom and 2 bedroom units. There are 14 ground floor units and 20 two storey units (2nd and 3rd floor) in the building. Driveway access is provided from Green Belt Drive. There are 32 surface parking spaces.
Land uses surrounding the site are as follows:

North: On the north side of Moccasin Trail are 1 and 2 storey detached and semi-detached homes. Moccasin Trail Park and valley lands are located to the north and east of the east development parcel.

South: At the east end is Moccasin Trail Park. At the corner of Green Belt Drive and Dallimore Circle is an 8 storey apartment building. Along the south side of Green Belt Drive are 4 storey townhouses and further west are industrial and office buildings.

East: Moccasin Trail Park and valley lands.

West: Residential lots with single detached homes.

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. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong healthy communities; providing an appropriate range of housing types and affordability to meet projected requirements of current and future residents; 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.

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; providing housing options to meet the needs of people at any age; 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 be consistent with the PPS and to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe. Staff have reviewed the proposal for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The site is designated Neighbourhoods in the Official Plan. The Official Plan indicates that Neighbourhoods are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than four storeys. Parks, low scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in Neighbourhoods.
Policy 4.1 of the Official Plan contains specific development criteria related to lands designated Neighbourhoods. Policy 4.1.5 states that development in established Neighbourhoods will respect and reinforce the existing physical character of the neighbourhood, including the heights, massing, scale and dwelling type of nearby residential properties, the prevailing building types, and setbacks of buildings from the street. The policy indicates that no changes will be made through rezoning that are out of keeping with the physical character of the neighbourhood.

A small portion of the site at the far east end of the site adjacent to the valley is designated Natural Areas. Natural Areas are to be maintained primarily in a natural state.

Small portions of the site adjacent to the valley are also identified in the Official Plan as being part of the Natural Heritage System. The objectives of the Natural Heritage System policies are to protect, enhance and to reduce impacts of development on the natural environment. Development is generally not permitted in the natural heritage system and is to be set back from the top-of-bank of valleys. Policy 3.4.3 requires that a study be provided to assess the proposed development’s impact on the natural environment. A small portion of the east parcel is located below the top-of-bank. The Official Plan indicates that lands below the top-of-bank may not be used to calculate density or used to satisfy parkland dedication requirements.

The applicant has applied to amend the Official Plan to redesignate the east parcel to Apartment Neighbourhoods. This land use designation provides for a greater scale of buildings. The Official Plan sets out development criteria in Apartment Neighbourhoods which include:

- locate and mass new buildings to provide a transition between areas of different development intensity and scale, such as providing setbacks from and stepping down of heights towards, lower-scale Neighbourhoods;
- locate and mass new buildings so as to adequately limit shadow impacts on properties in adjacent lower-scale Neighbourhoods; and
- locate and mass new buildings 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.

Policy 2.3.1.1 of the Official Plan states that Neighbourhoods and Apartment Neighbourhoods are considered to be physically stable areas. Development within Neighbourhoods and Apartment Neighbourhoods will be consistent with this objective and will respect and reinforce the existing physical character of buildings, streetscapes and open space patterns in these areas.

Policy 2.3.1.2. of the Official Plan requires that development in Apartment Neighbourhoods that are adjacent or close to Neighbourhoods will amongst other matters, provide a gradual transition of scale and density as necessary to achieve the objectives of the Plan through the stepping down of buildings towards and setback from those
Neighbourhoods and will maintain adequate light and privacy for residents in those Neighbourhoods.

Development within Apartment Neighbourhoods is intended to provide sufficient off-street motor vehicle and bicycle parking for residents and visitors; locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; provide indoor and outdoor recreation space for building residents; and provide ground floor uses that enhance the safety, amenity and animation of adjacent streets and open spaces.

OPA 320

As part of the City's ongoing Official Plan Five Year Review, City Council adopted Official Plan Amendment No. 320 on December 10, 2015. OPA 320 strengthens and refines the Healthy Neighbourhood, Neighbourhoods and Apartment Neighbourhoods policies to support Council's goals in the Official Plan to protect and enhance existing neighbourhoods and to allow limited infill on underutilised apartment sites in Apartment Neighbourhoods. In December 2015, the City submitted OPA 320 to the Minister of Municipal Affairs and Housing for approval. While OPA 320 is City Council's adopted policy, it is not yet in force.

Central Don Mills Centre Secondary Plan

The site is governed by the Central Don Mills Secondary Plan. The Secondary Plan contains policies that are area specific and more detailed than those in the general Official Plan. The Secondary Plan sets out policies to guide land use in the area bounded by Leslie Street to the west, York Mills Road to the north, the Don Valley to the east and the CP and CN Rail lines to the south.

The goal of the Secondary Plan is to manage change in the community in a manner that retains and enhances the existing character of the area. In order to achieve this goal a number of objectives are defined including: strengthening the function of the Don Mills Centre as a community centre; preserving the scale, height and built form relationships originally provided for in the development concept for Don Mills; preserving and protecting stable residential neighbourhoods; and reaffirming and extending into the future the basic elements of the concept of Don Mills.

The basic elements of the concept of Don Mills are described in Section 1.1.0 of the Plan. Essentially these elements speak to: higher density residential development within the ring road (“The Donways”) with four discrete low density residential neighbourhoods outside the ring road; an open space network comprised of parks and walkways that provide pedestrian and cycling links between the neighbourhoods and the community centre (Don Mills Centre site); a sense of scale and consistency in design; the arrangement of built form and open spaces in a sympathetic, mutually supportive manner; and design and landscaping that reflect the garden city concept.
Housing

Section 3.2.1 of the Official Plan sets out policies for the provision of a full range of housing, in terms of form, tenure and affordability, including the protection of rental housing units. Policy 3.2.1.6 provides that new development that would result in the loss of six or more rental housing units will not be approved unless:

a) all of the rental housing units have rents that exceed mid-range rents at the time of application, or

b) the following are secured:

   i) at least the same number, size and type of rental housing units are replaced and maintained with rents similar to those in effect at the time the redevelopment application is made;
   
   ii) for a period of at least 10 years, rents for replacement units will be the rent at first occupancy increased annually by not more than the Provincial Rent Increase Guideline or a similar guideline as Council may approve from time to time; and
   
   iii) an acceptable tenant relocation and assistance plan addressing the right to return to occupy one of the replacement units at similar rents, the provision of alternative accommodation at similar rents, and other assistance to lessen hardship, or

   c) in Council's opinion, the supply and availability of rental housing in the City has returned to a healthy state and is able to meet the housing requirements of current and future residents.

The applicant has applied to amend policy 3.2.1.6 of the Official Plan for this site to permit a development with fewer replacement rental housing units than the Plan requires, 68 instead of the required 83, and to permit a different unit mix than the existing rental housing; eliminating bachelor units and reducing the number of one and two-bedroom apartments, and in their place, adding three-bedroom units some of which would include interior bedrooms as part of the proposed new unit mix (i.e. bedrooms with no exterior windows whereas all existing bedrooms have windows on an exterior wall).

Public Realm and Built Form

The Official Plan also includes policies dealing with public realm and built form. Section 3.1.1 of the Official Plan comprises policies addressing the public realm. These policies encourage development that improves the public realm (streets, sidewalks and open spaces).
Section 3.1.2 of the Official Plan sets out policies addressing the location of new development to fit with its existing and/or planned context. These policies also provide direction on the massing of new buildings to limit their impact on streets, open spaces and neighbouring properties, as well as the relationship of new buildings to streets and sidewalks, and the location and organization of vehicle parking, access and servicing. Every significant new multi-unit residential development should also include indoor and outdoor amenity space for residents as part of these policies.

Zoning
Under former City of North York Zoning By-law 7625 the lands are zoned RM5 Multiple Family Dwellings Fifth Density Zone which permits an apartment house dwelling, duplex, double duplex, multiple attached dwelling, single family dwelling, semi-detached dwelling, hospital, nursing home and religious institution as well as City park, playground and community centre, and school and place of worship. The maximum permitted gross floor area is 100% of the lot area and the maximum building height is 11.5 metres.

On May 9, 2013 City Council enacted the new City wide Zoning By-law No. 569-2013. The By-law has been appealed. Under By-law 569-2013 the lands are zoned Residential Multiple Dwelling Zone RM (f21.0; a835; d1.0) which permits a residential dwelling unit, park and other uses including a nursing home, place of worship and retirement home. Permitted building types include detached house, semi-detached house, duplex, triplex, fourplex and apartment building. The maximum permitted floor space index is 1.0 times the lot area and the maximum building height is 12 metres.

Reasons for the Application
The proposal for a 10 storey apartment building does not conform with the Official Plan Neighbourhoods land use designation. In addition, an Official Plan amendment is required as the same number and type of rental units are not being replaced. An amendment to the Central Don Mills Secondary Plan is also required. An amendment to the zoning by-law is required as the proposal does not comply with the development regulations of the zoning applying to the subject lands including height and floor space index.

The proposal is to redesignate the east parcel to Apartment Neighbourhoods, to amend the Don Mills Secondary Plan to allow the proposal, and to rezone this parcel to permit the proposed apartment building, and to set out zoning regulations for both the east and west parcels. In addition, a permit is required under the City's Municipal Code c. 667 to demolish the existing rental apartment buildings.

Community Consultation
The formal community consultation meeting was held on November 21, 2013. The meeting was organized in consultation with the Deputy Mayor and was attended by City Planning, and Transportation Services staff. Approximately 80 members of the public attended the meeting. Comments provided generally related to the following:
• height, scale and massing of the proposed buildings;

• traffic congestion and restrictions on Green Belt Drive, Nob Lane and Moccasin Trail;

• impact of the proposal on the valley lands; and

• shadow impacts

At the conclusion of the meeting the local councillor recommended a working group process to facilitate discussion on the application and invited interested residents in attendance to sign up.

The purpose of the working group process was to assemble area stakeholders to facilitate community input on the application. A working group was formed which was made up of residents from the area, the applicant, the Deputy Mayor, and appropriate City staff. The working group met on March 17, 2014, April 28, 2014, and again on October 22, 2015.

The first working group session on March 17, 2014 focussed primarily on built form issues, and was attended by the Deputy Mayor, City Planning, and approximately 8 members of the public. Discussions were focussed on the proposed height and massing of the buildings, with particular discussion on the proposed 10 storey building on the east block. The group provided a list of suggestions to address concerns with the height and massing. These suggestions included among others, reducing the height of all buildings, the use of better building materials, providing better access to the adjacent valley lands, and the desire to push taller building elements away from the neighbourhood lands to the north. The proposed height and massing of the building on the east block and its relationship to the adjacent properties, street and valley lands generated the most discussion.

The second working group session was attended by the Deputy Mayor, City Planning, Transportation Services staff as well as approximately 8 members of the public. Discussions were focussed on but not limited to the following: existing traffic conditions, traffic at key intersections, turn restrictions in the vicinity, proposed driveway access, and sidewalks. The potential closing of Nob Lane as part of this application was raised as an issue by the residents.

A revised proposal from the applicant for the eastern block of the site was presented and discussed at this meeting that included heights of 9 and 10 storeys along the valley portion of the property and 7 storeys along Nob Lane stepping down to 4 storeys at the corner of Nob Lane and Moccasin Trail. This proposal was similar to the revised submission received in July, 2015.

The third working group session was attended by the Deputy Mayor, City Planning, Transportation Services Staff, and approximately 12 members of the public.
The proposed height and massing of the eastern block of the site continued to generate the most discussion. Concern continued to be expressed about the height, and potential impacts of shadows and overlook on abutting residential properties. Concern continued to be expressed about the potential for increased traffic in the vicinity.

City Planning staff also received numerous written comments on the application. Despite a desire for redevelopment of the existing housing stock which is in poor repair, there were many letters of concerns related to the height of the buildings, traffic, building setbacks, relationship to the open space, shadow and overlook and the precedent the development would set for the area.

**Site Plan Control**

A site plan control application has been submitted. It has been circulated to appropriate City departments and agencies as part of the overall review process. The site plan application has not been appealed to the Ontario Municipal Board.

**Rental Housing Demolition and Conversion By-law**

Section 111 of the *City of Toronto Act, 2006* authorizes Council to regulate the demolition and conversion of residential rental properties in the City where there are 6 or more dwelling units on the site of a related group of buildings, of which at least one unit comprises rental housing.

Implementing Section 111, the Rental Housing Demolition and Conversion By-law, Chapter 667 of the City's Municipal Code, prohibits the demolition or conversion of rental housing units in buildings or a related group of buildings containing six or more dwelling units of which at least one unit comprises rental housing, without first obtaining a permit from the City and requires a decision by City Council. Council may refuse an application, or approve the demolition with conditions that must be satisfied before a demolition permit is issued. These conditions assist with implementing the City’s Official Plan policies protecting rental housing. Council approval of residential demolition under Section 33 of the *Planning Act* may also be required where six or more residential units are proposed for demolition before the Chief Building Official can issue a permit for demolition under the *Building Code Act*. The Chapter 667 Bylaw provides for the coordination of all the required approvals needed for the demolition of the rental housing.

Where an application for rezoning triggers an application under Chapter 667 for rental demolition or conversion, City Council typically considers both applications at the same time. Unlike *Planning Act* applications, decisions made by City Council under By-law 885-2007 are not appealable to the Ontario Municipal Board and so, when a decision on the *Planning Act* applications is made at the Board, Council will then decide on the approval or refusal of the Section 111.

The applicant has submitted an application for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code for the demolition of the existing 83 rental
units. A notification of complete application, with the required tenant notification by the owner, was issued on July 16, 2013.

COMMENTS

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014 and the Growth Plan for the Greater Golden Horseshoe are high-level and broad reaching documents. The City is a development area and infill is encouraged under these policies. However, the tenor of both the PPS and the Growth Plan is that planning authorities are responsible for identifying appropriate locations for growth. Intensification and redevelopment is to be provided in areas that take into account the existing building stock or area, and availability of infrastructure and public service facilities that meet projected needs.

Within this framework, the PPS recognizes that the Official Plan is the most important vehicle for implementing PPS requirements and that comprehensive, integrated and long term planning is best achieved through municipal official plans. The City's Official Plan meets the requirements of the PPS.

The proposal does not conform to the Official Plan designation of Neighbourhoods among others and is not consistent with the way in which the Official Plan implements the Provincial Policy Statement. The proposal, therefore, is not consistent with the PPS and cannot be supported in its current form.

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. The Growth Plan for the Greater Golden Horseshoe (The Growth Plan) strives, among other things, to direct growth to areas of urban intensification. It requires municipalities to set clear targets for population and employment growth. The Growth Plan also directs growth to urban growth centres, intensification corridors, major transit station areas, brownfield sites and greyfields to provide as a key focus for transit and infrastructure investments to support future growth. This is not an area where the scale of intensification and built form proposed, is anticipated or appropriate. The proposal is not consistent with the way in which the Official Plan implements the Growth Plan for the Greater Golden Horseshoe. Based on this, the proposal does not conform to, and conflicts with, the Growth Plan for the Greater Golden Horseshoe.

Areas Designated for Growth

The Provincial Policy Statement indicates that the municipal Official Plan is to direct development to suitable areas. Intensification and redevelopment is to be provided in areas that take into account the existing building stock or areas, and availability of infrastructure and public services facilities that meet projected needs. The City of Toronto Official Plan includes policies which support many of the objectives of the PPS.
The Official Plan identifies a land use structure of areas where intensification is appropriate and directs growth to certain areas of the City. The areas which can best accommodate growth are shown on Map 2, Urban Structure of the Official Plan. The growth areas are identified as the Downtown, Centres, Avenues and Employment Districts. The proposed development is not in one of those areas.

The subject site is located in a Neighbourhoods designation where growth is not anticipated. The stability of Toronto's Neighbourhoods physical character is one of the keys to the City's success. Physical changes to established Neighbourhoods must be sensitive, gradual and generally fit the existing physical character.

The applicant's proposal for a 10-storey building on the east block in a Neighbourhood designation is not in an area intended for growth and is not supported by staff.

**Land Use**

The applicant proposes that the Official Plan be amended to change the land use designation from “Neighbourhoods” to “Apartment Neighbourhoods” on the eastern block of the site to permit reinvestment in the subject site in the form of a new and a more intense residential development than currently exists on the site.

The site is designated Neighbourhoods in the Official Plan. Toronto's Neighbourhoods contain a range of residential uses within lower scale buildings, as well as parks, schools, local institutions and small-scale stores and shops serving the needs of local residents. Low scale residential buildings consist of detached and semi-detached houses, duplexes, triplexes and townhouses as well as interspersed walk-up apartment buildings generally 4 storeys or less.

The site is adjacent to lands designated Neighbourhoods to the north and south and not on a major road. While investment in Neighbourhood Areas is encouraged, new development must respect the character of the neighbourhood and serve to reinforce the stability of the neighbourhood. The applicant's proposal for a 10, and 7 storey apartment building in this stable neighbourhood does not respect the character of this Neighbourhoods area.

Policy 2.3.1.2. of the Official Plan requires that development in Apartment Neighbourhoods that are adjacent or close to Neighbourhoods will amongst other matters, provide a gradual transition of scale and density as necessary to achieve the objectives of the Plan through the stepping down of buildings towards and setback from those Neighbourhoods and will maintain adequate light and privacy for residents in those Neighbourhoods.

The proposed redevelopment on the east block involves building heights of 7 storeys along the Nob Lane frontage, 9 storeys stepping up to 10 storeys at the corner of Nob Lane and Moccasin Trail and 10 storeys along the valley lands stepping down to 9 and 7 storeys at the corner of Green Belt Drive and Dallimore Circle. These heights and
building massing represents a significant intensification and overdevelopment of the lands. The location of the 7 storey portion along Nob Lane in particular does not provide for an appropriate geometry of transition between areas of different development intensity and scale, and does not respond well to the low scale character of the Neighbourhoods to the north, south and west.

**East Block Setbacks and Site Organization**

To take advantage of south facing views and sunlight, open space on the east block has been reorganized from the original submission to provide for a large, south facing landscaped forecourt located along Green Belt Drive.

The ramp and loading on the east block requires consolidation, and the parking ramp should be enclosed within the building mass to minimize its impacts on adjacent units and allow the forecourt to be fully landscaped.

Primary building facades and setbacks along Nob Lane would be appropriate at a minimum of 3 metres as proposed. Balconies proposed to project into the 3 metre setback on the east block along the Nob Lane frontage should be pulled back.

In the second submission, the building has been pulled back from the corner of Moccasin Trail and Nob Lane in order to preserve some mature trees, and provide a public view to Moccasin Trail Park from the Neighbourhood to the south. Similarly, the building has been pulled back from the terminus of Green Belt Drive to provide a landscaped view corridor into the park.

**West Block Setbacks and Site Organization**

To take advantage of south facing views and sunlight, open space on the west block could be reorganized to provide for a south facing landscaped forecourt located along Green Belt Drive. This would be appropriate to reflect the garden city character of Don Mills, which has in Don Mills shown a high degree of landscaping.

The main entrance for the west block condominium building should be from Green Belt Drive, and not from Nob Lane as proposed. It should be connected to the public sidewalk with a direct, well defined pedestrian walkway.

The building façade along Moccasin Trail should address the adjacent neighbourhood, with a façade alignment and setback to remain consistent with the buildings along Moccasin Trail.

Primary building facades along Nob Lane are appropriate at a minimum of 3 metres as proposed. However, no projections should be provided with the 3 metre setback. Balconies proposed to project into the 3 metre setback on the east block along the Nob Lane frontage should be pulled back.

The proposal should provide appropriate spacing and screening from neighbouring properties to provide privacy and mitigate overlook to the Neighbourhood to the west.
Balconies and windows are proposed on the three storey portion of the rental building within 8 metres of the property at 38 Moccasin Trail and the properties at 20 and 22 North Hills Terrace. Overlook and privacy impacts should be minimized by providing appropriate screening and site design.

Service vehicles and visitors are proposed to have access from Moccasin Trail with a one way lane with a controlled access gate proposed along the western portion of the site connecting with Green Belt Drive so that service vehicles enter from Moccasin Trail and exit onto Green Belt Drive. This driveway also provides access to two at-grade visitor parking spaces. Another driveway provides access from Green Belt Drive, which provides vehicle access to the shared underground garage for both buildings.

Access for the proposed development should be consolidated and provided from Green Belt Drive to reduce the impacts on the adjacent neighbourhood. The at-grade visitor parking should also be relocated away from the public realm and street yard setback on Moccasin Trail.

Ramps to underground parking garages and loading and servicing functions should be provided within the building mass and consolidated. The proposed service lane on the western portion of the site should be designed with minimal impact to the established neighbourhood to the west.

**Height and Massing**

The site is designated *Neighbourhoods* in the Official Plan where lower scale buildings including townhouses and walk-up apartments up to a maximum of 4 storeys are permitted. Policy 2.3.1.1 of the Official Plan states that Neighbourhoods are considered to be physically stable areas. Development within Neighbourhoods will be consistent with this objective and will respect and reinforce the existing physical character of buildings in the neighbourhood. The Plan indicates that no changes will be made through rezoning that are out of keeping with the physical character of the neighbourhood.

The proposed 4 storey buildings on the west parcel are appropriate within the *Neighbourhoods* designation. However, the applicant has applied to amend the Official Plan to redesignate the east block to *Apartment Neighbourhoods*. This land use designation provides for a greater scale of buildings, above the 4 storey height limit. The Official Plan sets out development criteria in *Apartment Neighbourhoods* which include:

- locate and mass new buildings to provide a transition between areas of different development intensity and scale, such as providing setbacks from and stepping down of heights towards, lower-scale Neighbourhoods;
- locate and mass new buildings so as to adequately limit shadow impacts on properties in adjacent lower-scale Neighbourhoods; and
- locate and mass new buildings 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 Built Form policies of the Official Plan also provide direction on the massing of buildings. Policy 3.1.2.3 states that new development should be massed to fit harmoniously into its existing and/or planned context. The policies further state that buildings should be massed to frame adjacent streets and open spaces in a way that respects the existing and/or street proportion, and that appropriate transitions in scale to neighbouring existing and/or planned buildings. Adequate light and privacy should also be maintained and shadows should be limited on neighbouring streets, properties and open spaces, including parks.

The existing development on the west block is a 3 storey apartment form, proposed to be replaced by a four storey rental replacement apartment building and a 4 storey condominium building. Aside from some issues discussed above under Site Organization, the proposed 4 storey buildings on the western block provides for a similar building type and similar building heights compared with the existing built form on site.

The proposed redevelopment on the east block proposes building heights of 7 storeys along the Nob Lane frontage, 9 storeys stepping up to 10 storeys at the corner of Nob Lane and Moccasin Trail and 10 storeys along the valley lands stepping down to 9 and 7 storeys at the corner of Green Belt Drive and Dallimore Circle. These heights and building massing represents significant intensification and overdevelopment of the lands. The location of the 7 storey portion along Nob Lane does not provide for appropriate geometry of transition between areas of different development intensity and scale, and does not respond well to the low scale character of the Neighbourhoods to the north, south and west. The 9 and 10 storey portions along the valley do not provide appropriate transition in scale to the surrounding Neighbourhoods to the north and south.

While re-investment in this area is desirable, any redevelopment of the site must be carefully considered within the existing and planned context of the surrounding area.

The proposed building on the east block should be lower in height in order to respect its context, location and street proportion. By applying appropriate setbacks, building massing and transition that address Official Plan policies in providing an appropriate fit within the context, the height and density of the building can be reduced to result in a proposal that responds appropriately to the site and minimizes impacts on surrounding uses.

New development on this site must fit into the context of the existing neighbourhood. A residential development with a height and density closer in scale to other residential buildings in the neighbourhood would be more in keeping with the Official Plan goal of ensuring compatibility with the existing neighbourhood context.

**Shadows**

The applicant has applied to amend the Official Plan to redesignate the east parcel to Apartment Neighbourhoods. The Official Plan sets out development criteria in Apartment Neighbourhoods as discussed above which includes locating and massing new
buildings so as to adequately limit shadow impacts on properties in adjacent lower-scale Neighbourhoods. The Built Form policies in Section 3 of the Official Plan provide further direction on the massing of any new building. These policies state that new development should be massed and designed to fit into the existing and/or planned context, by limiting any resulting shadowing on neighbouring streets, properties and open spaces and minimizing shadowing on neighbouring parks. The applicant has submitted a shadow study as part of the application requirements. The current proposal would cast unacceptable shadows on the residential properties within the Neighborhoods designation on Moccasin Trail located to the north of the subject eastern block.

The proposed building on the east block would also create shadowing impacts on the abutting parkland and public street which are not appropriate.

City staff continues to have concern about the shadow impacts of this proposal. Although some intensification on the east block may be appropriate, the current height and massing of the buildings does not adequately limit shadowing on neighbouring streets, properties and open spaces.

Servicing

The applicant has submitted engineering reports, however Engineering and Construction Services have requested additional information and have concerns respecting a number of issues. This includes the sanitary sewer analysis which has provided figures that do not match City records. Further information is required on the flow test and water distribution analysis to confirm that water pressures and flows are adequate to service this development. Further information is required respecting the buildings’ expected sanitary demand and domestic water demand. The applicant must also demonstrate how foundation drains and groundwater will be addressed.

Traffic Impact

The Working Group process generated a number of questions about existing traffic conditions in the vicinity, as well as the traffic impact of the proposed development.
Concern was expressed about the traffic volumes in the vicinity of the site, particularly during rush hour. The possibility of closing Nob Lane as part of this proposal was a question raised during the Working Group process.

A Transportation Review prepared by Dionne Bacchus and Associates has been reviewed by Transportation Services Staff, dated June 2015, including an addendum with the additional information request by staff and an analysis based on the revised proposal. It was concluded that the proposed development would have a minimal traffic impact to the surrounding area during the a.m. and p.m. peak hours. Transportation Services staff agree that the small increase in traffic levels that will result from the proposal is acceptable.

Parking

The applicant is proposing a total of 394 parking spaces on site, of which 66 would be designated for visitors. The site is located within Policy Area 4 of Zoning By-law No. 568-2013, which requires a total of 371 parking space, including 63 for visitors.

The applicant is proposing 283 spaces on the eastern block, including 47 visitor spaces whereas a total of 265 spaces and 46 visitor spaces are required.

The applicant is proposing a total of 111 parking spaces on the western block, of which 19 would be designated for visitors.

The condominium building on the western block requires 25 parking spaces, including 4 for visitors. The applicant is proposing 27 parking spaces including 5 for visitors.

The rental building on the western portion requires 81 parking spaces, including 13 visitor spaces. The applicant is proposing 84 parking spaces, including 14 visitor spaces.

The parking supply and location has been found to be acceptable to Transportation Services staff. City Planning has asked for the relocation of the visitor parking on the west parcel.

Corner Roundings

Engineering and Construction Services requires a 5.0 metre corner rounding at the Moccasin Trail and Nob Lane Intersection on both the southwest and southeast corners. Also required is a 5.0 metre corner rounding at the northwest and northeast corners of Green Belt Drive and Nob Lane. Engineering and Construction Services also requires a 0.40 metre widening along the entire Green Belt Drive frontage. All of these requirements have not been included in site plan drawings, and their incorporation may change building siting, location and setbacks.
Parkland

Map 8B of the Toronto Official Plan shows local parkland provisions across the City. The lands which are the subject of this application are in an area with 0.43 to 0.79 hectares of local parkland per 1,000 people. The site is in the second lowest quintile of current provision of parkland. The site is in a parkland acquisition priority area, as per Chapter 415, Article III of the Toronto Municipal Code.

The application proposes 257 residential condominium units with a gross floor area of 29,400 square metres on a site area of 12,217 square metres. The 68 rental replacement units are considered exempt from parkland dedication. At the alternative rate of 0.4 hectares per 300 units specified in By-law 1020-2010, the parkland dedication requirement is 4,333 square metres or 35% of the site area. However, for sites that are greater than 1 hectare and less than 5 hectares in size, a cap of 15% is applied to the residential uses. In total, the parkland dedication requirement is 1,833 square metres. The applicant is required to satisfy the parkland dedication requirement by providing cash-in-lieu and this is appropriate as the proposed site is adjacent to Moccasin Trail Park, a 15 hectare park with bicycle trails and walking paths through a naturalized ravine forest.

Amenity Space - East Block

Approximately 468 square metres of indoor amenity space is proposed on the eastern block, including 408 square metres on the ground floor.

Approximately 468 square metres of outdoor amenity space is proposed on the eastern block, including 400 square metres of rooftop terrace.

Opportunities for more at grade outdoor amenity space should be pursued.

Amenity Space – West Block

The rental building on the west block proposes to provide 136 square metres of indoor amenity space on the ground floor, and 300 square metres of outdoor amenity space, primarily in the playground area. This is acceptable.

The condominium building on the western block proposes to provide 46 square metres of indoor amenity space but no outdoor amenity space. Although all units have private outdoor areas such as patios or balconies, this is not appropriate. Opportunities for common outdoor amenity space on the condominium site should be pursued.

Toronto and Region Conservation Authority

The eastern block of the subject property is partially located within an area regulated by the Toronto and Region Conservation Authority. In accordance with Ontario Regulation 166/06, a permit is required from the TRCA prior to any development taking place, if in...
the opinion of the authority, the control of flooding, erosion, dynamic beaches or pollution or the conservation of land may be affected by the development.

On the east block, the proposal provides for a 10 metre setback (environmental buffer) measured from the long term stable top of bank. In addition, the proposed building maintains a varied setback from the 10 metre buffer. Staff were concerned with the with the minimal building setback provided in the first submission particularly where the proposed rear building setback was 1 metre from the 10 metre buffer area. The TRCA asked that the building be setback further to allow for future building maintenance that includes vehicular access all the way around the building. The TRCA asked that the rear building setback be no less than 3 metres from the 10 metre setback line.

The current submission of the eastern block shows an increased rear building setback from 10 metre buffer. This setback varies from 2.5 to 4.5 metres, and was found to be acceptable to the TRCA. Opportunities for a pedestrian walkway at the rear of the building will be pursued during the site plan process should the Official Plan and Zoning be approved.

The TRCA will have approval requirements at site plan stage. The building location is generally acceptable to the TRCA.

**Housing**

Section 3.2.1 of the Official Plan addresses the need for the city to provide for a full range of housing in terms of form, tenure and affordability within neighbourhoods. This full range includes affordable rental housing to meet current and future needs of residents. Section 3.2.1.6 provides that when six or more residential rental units are proposed to be demolished, that if any of the units are affordable or mid-range, that all of the units must be replaced with rental units of at least the same size and type and with rents similar to those in effect at the time of the redevelopment application.

The applicant has applied to amend Section 3.2.1.6 to permit the replacement of 68 units instead of the existing 83 units, and to modify the mix of unit types the effect of which would be to eliminate bachelor units in lieu of providing more two and three bedroom units. Some of the two and three bedroom replacement units proposed would include one interior bedroom, resulting in 15 units each with a bedroom that would not have a window on an exterior wall, whereas currently all bedrooms in the 83 existing units have a window on an exterior wall. The existing and proposed units and unit mix for the proposed four storey replacement building are summarized in the table below.

**Housing Table 1: Existing vs. Proposed Rental Unit Mix**

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<tr>
<th>Unit type</th>
<th>Existing</th>
<th>Proposed</th>
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<tr>
<td>Bachelor</td>
<td>18</td>
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<tr>
<td>1-Bdrm</td>
<td>17</td>
<td>16</td>
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<tr>
<td>2-Bdrm</td>
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<td>29</td>
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<td></td>
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<td>Average ft²</td>
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<td>1-Bdrm</td>
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<tr>
<td>2-Bdrm</td>
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Provided the built form aspects of the proposed development could be addressed satisfactorily, an Official Plan amendment to the Housing policies of 3.2.1.6, and implementing zoning by-laws dealing with this aspect of the proposal could, in concept, be considered, given the unusual circumstances of the two buildings' vacancies, as supporting a greater choice of unit types at affordable rents after redevelopment.

The reduction in the number of rental units proposed to be replaced from the existing 83 units to 68 replacement units is supportable. The proposed 68 replacement units provide for an increase in the total number of bedrooms than what currently exists, and provides for a number of larger three bedroom units for families where none currently exist.

It is recommended that the decision on the rental housing matters under Section 111 and the conditions of any residential rental demolition permit be withheld until such time as a final decision has been made regarding the change of use, height, density and massing under the Planning Act at the OMB.

**Section 37**

The Official Plan contains policies pertaining to the provision of community benefits in exchange for an increase in height and/or density pursuant to Section 37 of the Planning Act. As the application is seeking a significant increase in height and density, a Section 37 contribution would be warranted if this application were approved.

To date, staff have not had any discussions with the applicant or Deputy Mayor regarding a Section 37 contribution due to the outstanding issues discussed above. In the event that the OMB considers granting additional density and/or height beyond that which is permitted by the by-law, the City will request that the OMB withhold any order to allow the owner and the City an opportunity to discuss and settle on an appropriate Section 37 contribution and appropriate provisions for any zoning by-law amendment and to allow a Section 37 agreement to be entered into and registered. City staff recommend that the Board not approve any official plan or zoning by-law amendment without the provision of Section 37 community benefits as are appropriate in the opinion of the Chief Planner in consultation with the applicant and the Deputy Mayor.
Conclusion

The proposal, in its current form, represents an over development of the site and is not consistent with the Official Plan policies. The current proposal's proposed height and scale, setbacks and site organization are not appropriate, particularly the height for the eastern block. The proposed built form does not adequately address the existing and planned context and does not provide an appropriate relationship to the abutting neighbourhoods to the north, south and west of the proposal.

While a residential development is a permissible use for these lands, the desire to achieve residential intensification through redevelopment on the site must be balanced with a respect for the built form and character of the community in the surrounding area.

These applications do not represent an appropriate redevelopment of the site and do not represent good planning for the reasons outlined in this report, including that the proposed development is not in an area designated for growth.

It is recommended that City Council authorize the City Solicitor and appropriate staff to attend any Ontario Municipal Board hearing in opposition to the current proposal. It is also recommended that City Council direct staff to continue discussions with the applicant to address the issues raised in this report including an appropriate Section 37 contribution for a revised proposal.

CONTACT

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Fax No. (416) 395-7155    Fax. No. (416) 397-4980
E-mail: jlyon@toronto.ca    Email: ljohnst@toronto.ca

SIGNATURE

_______________________________
Joe Nanos, Director
Community Planning, North York District
ATTACHMENTS
Attachment 1: Site Plan – East Site
Attachment 2: Site Plan – West Site
Attachment 3: East Elevation – Rental Building – West Site
Attachment 4: East Elevation (Nob Lane) West Site
Attachment 5: Elevation 1 (Nob Lane) – East Site
Attachment 6: Elevations 2a, 2b and 2c – East Site
Attachment 7: Elevations 3a, 3b, 3c – East Site
Attachment 8: Elevations 4 and 5 – East Site
Attachment 9: North Elevation (Moccasin Trail) – West Site
Attachment 10: South Elevation (Green Belt Drive) – West Site
Attachment 11: West Elevation (Rental Building) West Site
Attachment 12: West Elevation (small condo) – West Site
Attachment 13: Zoning By-law No. 569-2013
Attachment 14: Zoning By-law No. 7625
Attachment 15: Official Plan
Attachment 16: Application Data Sheet
Attachment 8: Elevations 4 and 5 – East Site
South Elevation (Green Belt Dr.) - West Site

40 Moccasin Trail & 50 Green Belt Drive

 Applicant’s Submitted Drawing
Not to Scale
01/05/2018

File #: 13 173059 NNY 34 OZ
Attachment 16: Application Data Sheet

**Application Type**
Official Plan Amendment & Rezoning

**Application Number:** 13 173059 NNY 34 OZ

**Details**
OPA & Rezoning, Standard

**Application Date:** May 23, 2013

**Municipal Address:** 40 Moccasin TRL

**Location Description:** PLAN 4639 BLOCK C & D **GRID N3405

**Project Description:** Proposal is to demolish the existing rental buildings and replace them with 3 new residential buildings - a 10 storey condo building, 4 storey condo building and 4 storey rental replacement building. Total of 324 residential dwelling units (263 condo units and 61 rental replacement units).

**Applicant:** WOOD BULL LLP

**Agent:** H-M APARTMENT

**Architect:** MOCCASIN INC

**Owner:**

**Official Plan Designation:** Neighbourhoods

**Zoning:** RM5/RM

**Height Limit (m):** 12

**Site Plan Control Area:** Y

**PROJECT INFORMATION**

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<th>Site Area (sq. m):</th>
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<td>Total Non-Residential GFA (sq. m):</td>
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<td>Lot Coverage Ratio (%):</td>
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<tr>
<td>Floor Space Index:</td>
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**Total**

| Parking Spaces: | 399 |
| Loading Docks | 2 |

**FLOOR AREA BREAKDOWN** (upon project completion)

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<th>Tenure Type</th>
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<td>3+ Bedroom:</td>
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<td>Institutional/Other GFA (sq. m):</td>
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<td>Total Units:</td>
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**CONTACT:**

**PLANNER NAME:** John Lyon, Senior Planner

**TELEPHONE:** (416) 395-7095

Staff report for action – Request for Direction - 40 Moccasin TRL and 50 Green Belt Drive