REPORT FOR ACTION

3401 Dufferin Street and 1 Yorkdale Road –
Yorkdale Shopping Centre - Official Plan and
Zoning By-law Amendment Applications –
Request for Interim Directions Report

Date: July 25, 2018
To: City Council
From: Chief Planner and Executive Director, City Planning
Wards: Ward 15 – Eglinton-Lawrence

SUMMARY

This report responds to Official Plan and Zoning By-law Amendment applications for 3401 Dufferin Street and 1 Yorkdale Road. Staff are currently not in a position to provide a Final Report to Council, but the Applicant could appeal to the Local Planning Appeal Tribunal due to a lack of decision during the break in Council’s meeting schedule (July to December 2018).

The report sets out outstanding issues related to the application and makes an initial determination that the applications in their current form are not consistent with the Provincial Policy Statement (2014) and do not conform with the Growth Plan for the Greater Golden Horseshoe (2017).

These applications propose to amend the Official Plan and Zoning By-laws to allow for a long-term, mixed use plan for the entire Yorkdale Shopping Centre site at 3401 Dufferin Street and 1 Yorkdale Road. The applications include three conceptual block master plan options that comprise of a range of retail, office, hotel and residential uses with a maximum proposed gross floor area of 682,670 square metres and 2.29 Floor Space Index, and an internal private above and below grade street network. The proposed development is intended to occur in a phased manner over the next 20+ years.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning recommends that:

1. City Council direct the appropriate City Staff to continue to review the application and to work with the Applicant to resolve any outstanding issues detailed in this report.
2. City Council direct the City Solicitor and the appropriate City Staff to attend and oppose the application in its current form, should the application be appealed to the Local Planning Appeal Tribunal (the "LPAT") on the basis of Council's failure to make a decision on the application within the statutory timeframe of the Planning Act.

**FINANCIAL IMPACT**

The recommendations in this report have no financial impact.

**DECISION HISTORY**

**Lawrence-Allen Secondary Plan**
On November 30, 2011, City Council approved the Lawrence-Allen Secondary Plan, adopting Amendment No.162 to the City of Toronto Official Plan, to allow the revitalization of Lawrence Heights to proceed. At the same meeting, City Council adopted the Lawrence-Allen Community Services and Facilities Strategy, Transportation Master Plan, Urban Design Guidelines and Financial Strategy and endorsed the Infrastructure Master Plan.


**Dufferin Street Secondary Plan**
The Dufferin Street Secondary Plan Official Plan Amendment (OPA 294) and Urban Design Guidelines, and the City staff report with recommendations was considered at the November 10th, 2015 meeting of North York Community Council and recommended to City Council with amendments.


A copy of By-law 1351-2015 can be found here: [http://www.toronto.ca/legdocs/bylaws/2015/law1351.pdf](http://www.toronto.ca/legdocs/bylaws/2015/law1351.pdf)

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The Dufferin Street Secondary Plan (DSSP) By-law 1351-2015 was appealed to the former Ontario Municipal Board (now the Local Planning Appeal Tribunal (LPAT)). Oxford Properties Group is one of 7 appellants of the Dufferin Street Secondary Plan and By-law 1351-2015. Mediation at the LPAT of the appeals to the Dufferin Street Secondary Plan commenced in the fall of 2017 and is ongoing.

Yorkdale Shopping Centre
Since its opening in 1964, Yorkdale Shopping Centre has altered its exterior and interior layout through multiple renovations and expansions. This includes recent Site Plan Amendment application approvals for the East expansion (Nordstrom) (Application No. 13 156857 NNY 15 SA) and West expansion (Restoration Hardware) (Application No. 15 125487 NNY 15 SA).

Pre-Application Consultation
A pre-application consultation meeting was held with the applicant on February 22, 2016 to discuss the proposal and submission of a Block Master Plan for Yorkdale Shopping Centre. In October 2016, the applicant requested that City staff provide further clarification with regard to complete application submission requirements. These submission requirements were provided to the applicant on November 15, 2016.

ISSUE BACKGROUND

For further information on the Issue Background please see the Preliminary Report entitled "3401 Dufferin Street and 1 Yorkdale Road – Yorkdale Shopping Centre Block Master Plan – Official Plan and Zoning By-law Amendment Applications" dated September 28, 2017, for more information.

North York Community Council adopted the recommendations within the report which includes that City Planning staff initiate a public engagement work plan in consultation with the area Councillor and applicant, that City Planning staff give notice for an initial and future consultation meetings and direction for a study of the Yorkdale lands to be undertaken concurrently with the review of the file.

A copy of the Preliminary Report presented at Community Council on October 17, 2017 can be found here:


The Preliminary Report contains background information including Provincial Land Use and Official Plan policies pertaining to the lands.
Site Plan Control
An application for Site Plan Control is required. A Site Plan control application has not been submitted.

Draft Plan of Subdivision
A Draft Plan of Subdivision application has not been submitted.

Yorkdale Comprehensive Block Master Plan
As per the preliminary report, the submitted applications present a challenge in their proposal for additional density and a variety of uses on the entirety of the Yorkdale Shopping Centre lands not studied in the scope of the Dufferin Street Secondary Plan. At this time, the impacts of the proposed scale of development on the site as well as the greater area are being reviewed.

In order to better understand the context area and the impacts of the proposed scale of development planning staff in collaboration with the applicant are undertaking a Comprehensive Block Master Plan process in conjunction with the review of the submitted Official Plan and Re-zoning applications, as per the direction of North York Community Council.

The study includes 4 phases. Each phase will be complemented by public engagement components, including but not limited to: public open houses, formal community consultations, a Yorkdale Shopping Centre redevelopment information kiosk, a city planning website, Planners in Public Spaces events, Local Advisory and Technical Advisory Meetings, presentations to the Design Review Panel and other public events as required. Staff are currently undertaking Phase 1 of the Comprehensive Block Master Plan process.

Agency Circulation
The application together with the submitted reports, have been circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application thus far.

Community Consultation
A Community Consultation meeting for the applications and Comprehensive Master Plan process was held on November 30, 2017. In attendance at the meeting were approximately 53 members of the public, city staff, the applicant's consultant team and the local Councillor. The meeting was conducted in an Open House format and presentation boards were displayed by Planning staff and the applicant. Residents were invited to leave commentary on the presentation boards, write comments on comment cards and discuss any issues with Planning Staff. Also 3D models of all 3 submitted conceptual block master plans for the site were available for viewing by the public.

The purpose of the meeting was to introduce the submitted Official Plan and Zoning By-law Amendment applications as well as the Comprehensive Master
Plan study process. Further community consultation meetings will be held as part of the Block Master Plan study process.

At the meeting several general concerns were raised by residents with regard to:

- The importance of maintaining a sense of community for existing residents by integrating development within the existing community.
- The provision for on-site parkland dedication and useable green space.
- Concern with the shopping centre expansion being located too close to Dufferin Street.
- Implications to those business owners south of the Yorkdale Shopping Centre on Dufferin Street.
- Concerns that there should be appropriate parking and public transportation.
- Consideration of providing new structures towards the northern area of Shopping Centre parking lot only.
- Severe vehicular congestion problems in and around the site that must be resolved before permitting additional development on the Yorkdale site.
- The need for additional ingress and egress access points to the Shopping Centre.
- Need for a grocery store on site.
- Density and its effects on sewer capacity to nearby residential streets.

The meeting also provided an opportunity for residents to comment a number of questions. The questions and summary of responses can be found in Attachment 8: Community Consultation Question Summary, of this report.

**COMMENTS**

**Planning Act**

The *Planning Act*, Section 2, lists matters of provincial interest, to which planning authorities must have regard, such as:

- (h) the orderly development of safe and healthy communities;
- (j) the adequate provision of a full range of housing, including affordable housing;
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- (r) the promotion of built form that:
  - (i) is well-designed,
  - (ii) encourages a sense of place, and
  - (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

The proposed development does not, in its current form, have regard to some of these matters of provincial interest. The Yorkdale Lands are located in an area...
where growth is currently encouraged by two Secondary Plans and the *Mixed Use Areas* designation under the Official Plan. While the proposed three conceptual block master plans endeavour to provide elements of a complete community, they do not sufficiently explore to a greater extent the integration of the Yorkdale Shopping Centre lands with its surrounding community, the inclusion of on-site parks and open spaces, options to improve the Yorkdale multi-modal transit hub or options for a full range of housing on site and community facilities that make up a complete community. Through the Comprehensive Block Master Plan process, staff are collaboratively working with the applicant to integrate these key elements into the Block Master Plan for the Yorkdale Lands.

**Provincial Policy Statement and Provincial Plans**

The applications have been reviewed and evaluated against the PPS (2014) and the Growth Plan (2017).

While the proposed three conceptual block master plan options are consistent with portions of the Provincial Policy Statement (2014) (PPS), they are currently not consistent with the document in several policy areas. The proposed development is aligned with the high-level policies regarding intensification near transit where public infrastructure is already in place.

However, the proposed level of intensification is not consistent with the PPS when read as a whole, as it does not sufficiently address Policy 1.5.1 with regard to the promotion of healthy active communities, planning of public streets, spaces and facilities that meet the needs of pedestrians and facilitate active transportation and community connectivity and providing for a full range of publicly-accessible built and natural settings for recreation. The proposed 3 conceptual development options are not consistent with Policy 1.5.1 as they currently only propose private streets and Privately-Owned Publicly Accessible space on site and do not contemplate public internal streets, public parks or community facilities on site that would aid in the integration of this site with the surrounding community and facilitate better active transportation in and around the site.

The proposed 3 concept plans are also not consistent with Section 1.6.7 with regard to efficient use of existing and planned infrastructure including the use of transportation demand management strategies and connectivity within and among transportation systems and modes. The Yorkdale lands contain a TTC subway station and GO bus terminal on site as well as TTC and York Region bus service. Given the importance of this transit hub, staff are looking to improve the overall site connectivity and usability of these transit services. The submitted Transportation Impact Study provides a basis of information for further improvements to the Yorkdale lands. Further study through the City led Transportation Master Plan will provide options for future improvements of
vehicular, transit, cycling and pedestrian movement on site and therefore, greater consistency with Section 1.6.7 of the PPS in this regard.

As per the Official Plan discussion below, the three conceptual block master plan options are not consistent with Section 4.7 with regard to the role and importance of official plan policies. This is echoed in Policy 5.2.5.6 of the Growth Plan which states that municipalities are to develop and implement urban design and site design Official Plan policies and other supporting documents that direct the development of a high quality public realm and compact built form. In its current form, the proposed block master plans do not conform to the policies of the Official Plan with respect to Healthy Neighbourhoods, Built Form, Public Realm, Mixed Use Areas and the Lawrence-Allen and Dufferin Street Secondary Plans. Further study and review of the site is required through the Comprehensive Block Master Plan process to achieve City Building objectives as per the Official Plan.

Similarly to the PPS, the proposed three conceptual block master plan options conform to portions of the Growth Plan (2017) but do not currently conform to the document in several policy areas. The proposed development is aligned with high-level policies such as Policy 2.2.2.4 regarding intensification targets, Policy 2.2.5.3 with regard to retail and offices uses being directed in locations that support active transportation or have existing transit and Policy 2.2.5.4 with regard to minimization of surface parking and development of active transportation networks and transit-supportive built form when planning for employment.

However, the three proposed block master plan options do not conform to the Growth Plan as they do not sufficiently address Policy 2.2.4.9 (a) by planning for a diverse mix of uses, including affordable housing to support existing and planned transit service levels and Policy 2.2.6.3. to support the achievement of complete communities through incorporation of a mix of unit sizes to accommodate a diverse range of household sizes and incomes. The three proposed conceptual block master plan options do not propose a mix in affordability of residential uses or community services and facilities on site that are part of a complete community and would support existing and planned transit service accessible on site. Inclusion of various housing affordability and unit sizes should be reviewed throughout the Comprehensive Block Master Plan process.

The three proposed block master plan options also do not conform with Policy 2.2.4.10 with regard to lands adjacent or near to existing and planned frequent transit being planned to be transit-supportive and supportive of active transportation and a range and mix of uses and activities, and Policy 2.2.4.11 with regard to identifying and protecting lands that may be needed for future enhancement or expansion when located adjacent or near higher order transit corridors and facilities. In evaluating the redevelopment of these lands it is important to understand how to improve multi-modal access on the Yorkdale.
lands and further use of available transit options on site. Further evaluation including possible improvements for movement of vehicles, bicycles and pedestrians as well as conformity with policies 2.2.4.10 and 2.2.4.11 will be undertaken through the Transportation Master Plan study of the Yorkdale lands.

At this time, the applicant has not demonstrated to the City's satisfaction that the proposed application is consistent with the PPS and conforms with the Growth Plan. The proposed concept block master plans submitted require further refinement and revisions in order for the Yorkdale Lands to function as a complete community and be integrated with the surrounding area. A complete community includes the provision of various types of housing on site, strengthening the existing transit hub at the Yorkdale Shopping Centre, and by providing on-site community facilities, parks and open spaces for future residents and the surrounding community.

The review of the applications is well underway as well as the Comprehensive Master Plan study. A Transportation Master Plan study will commence shortly. Through the application review, staff will further assess consistency with the PPS and conformity to the Growth Plan and continue to work with the applicant to achieve the integration of the Yorkdale Lands with the surrounding community, an appropriate organization of land uses on site, appropriate built form including appropriate heights and densities, improved multi-modal access in and around the site, a range of parkland, public spaces and open spaces and adequate site servicing.

**Land Use**

The Yorkdale lands are designated *Mixed Use Areas* in the Official Plan.

The applicant has proposes 3 conceptual development options to redevelop the site over the next 20 years. Each option includes a variation of retail, office, and rental residential proposed to be developed on the surface parking surrounding the Shopping Centre.

In conjunction with the review of the submitted applications for Official Plan and Zoning By-law amendment, staff are evaluating proposed development of the Yorkdale Shopping Centre lands through a Comprehensive Master Plan process which will address the planning objectives outlined in the Lawrence-Allen Secondary Plan and Dufferin Street Secondary Plan.

As stated in the Preliminary Report, the scope of the Comprehensive Master Plan process includes review of all submission items as well as the development of the following strategies and plans:

- A Land Use Strategy for the subject site;
- A Structure Plan for the subject site;

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A Streets and Blocks Strategy (including pedestrian and cycling connections) for the subject site;
A Greening Strategy (including parks, open space and public realm) for the subject site;
A Development Phasing Plan;
A Public Engagement Strategy;
Transportation Master Plan Study; and
Stormwater, Groundwater and Servicing Infrastructure Plans and Studies.

The outcome of the Comprehensive Master Plan process will address the organization of future uses on site including parks and open spaces, development of streets and blocks on site, future transportation improvements, stormwater, groundwater and servicing of the site, and a phasing plan to implement the Comprehensive Master Plan over the long term. Staff have identified the following high level issues on site which include:

- the organization of land uses;
- built form placement;
- appropriate massing and heights;
- location of on-site parkland and open spaces;
- proposed housing mix;
- determination of a functional street network on site (preferably public) and block pattern;
- improved permeability on and surrounding the site through transportation improvements for all modes; and
- adequate stormwater, groundwater and servicing on site.

These high level issues remain to be addressed to the satisfaction of City Staff. Through the development application review and Comprehensive Master Plan process City staff are examining these issues in collaboration with the applicant, City commenting Divisions and external agencies.

**Site Organization**
The Official Plan speaks to site organization in Section 3.1.1 Public Realm specifically in Policy 15, 16, 17, 18 and 19.

Similar to the Public Realm Policies in Section 3.1.1, the Built Form Policies in Section 3.1.2, of the Official Plan, specifically Policies 1, 3, 4 and 5 speak to the organization of new development and its fit within the existing and/or planned context.

In Section 3.1.1 Public Realm, Policy 15, of the Official Plan, interior shopping malls, underground concourses, plaza walkways, and private mid-block connections will be designed to complement and extend, but not replace, the role of the street as the main place for pedestrian activity. They should be accessible,
comfortable, safe and integrated into the local pattern of pedestrian movement with direct, universal physical and visual access from the public sidewalk and clear path-finding within. Additional infrastructure needed for the building of new communities will be laid out and organized to reinforce the importance of public streets and open space as the structural framework that supports high quality city living.

Further in Section 3.1.1 Public Realm, Policy 16, in the Official Plan states that new streets will be designed to:
   a) provide connections with adjacent neighbourhoods;
   b) promote a connected grid of streets that offers safe and convenient travel options;
   c) extend sight lines and view corridors;
   d) divide larger sites into smaller development blocks;
   e) provide access and addresses for new development;
   f) allow the public to freely enter without obstruction;
   g) implement the Complete Streets approach to develop a street network that balances the needs and priorities of the various users and uses within the right-of-way;
   h) improve the visibility, access and prominence of unique natural and human-made features; and
   i) provide access for emergency vehicles.

Section 3.1.1 Public Realm, Policy 17, also states that new streets should be public streets. Private streets, where they are appropriate, should be designed to integrate into the public realm and meet the design objectives for new streets.

Section 3.1.1 Public Realm, Policy 18, in the Official Plan, states that new city blocks and development lots within them will be designed to:

   a) have an appropriate size and configuration for the proposed land use, scale of development and intended form of buildings and open space;
   b) promote street-oriented development with buildings fronting onto street and park edges;
   c) provide adequate room within the block for parking and servicing needs; and
   d) allow for incremental, phased development.

Within the same Section, Policy 19 states that new parks and open spaces will be located and designed to:

   a) connect and extend, wherever possible, to existing parks, natural areas, and other open spaces such as school yards;
   b) provide a comfortable setting for community events as well as individual use;
c) provide appropriate space and layout for recreational needs, including forms of productive recreation such as community gardening; and

d) emphasize and improve unique aspects of the community’s natural and human-made heritage.

The policies noted above are important in understanding the organization of built form on site and its integration within the surrounding area. The applicant has submitted 3 conceptual block master plan options for the redevelopment of the Yorkdale Shopping Centre lands. The proposed internal private road network proposed is similar in all three options however the building placement and heights differ in each model.

The contemplated private internal roads on site as per the 3 concept plans are proposed to perform as public streets. These private roads would divide the massing into blocks on site and provide permeability through the site. Below the private roads would be an underground parking network also serviced by private driveways.

City staff are not satisfied with the provision of only private streets on site. Through the Comprehensive Block Master Plan process and Transportation Master Plan, staff are working with the applicant to determine where public or private streets are appropriate on site to increase permeability for all modes of transportation including walking and cycling on site and surrounding the site.

In order to obtain a better understanding of the built form organization on site and its integration within the existing and planned context staff are evaluating the proposed site organization through a Comprehensive Master Plan process. The site organization including the formation of blocks within the site, organization of uses and built form types as presented in the three conceptual models is not appropriate in its current form and in need of further study to reflect policies within the Official Plan including the Public Realm and Built Form sections in the Official Plan.

**Height, Massing and Density**

Section 2.3.1, Healthy Neighbourhoods, in the Official Plan includes policies for development in *Mixed Use Areas* adjacent to *Neighbourhoods*. In particular, Policy 2 in this section states that development in *Mixed Use Areas*, *Regeneration Areas* and *Apartment Neighbourhoods* that are adjacent or close to *Neighbourhoods* will:

- a) be compatible with those *Neighbourhoods*;
- b) provide a gradual transition of scale and density, as necessary to achieve the objectives of this Plan through the stepping down of buildings towards and setbacks from those *Neighbourhoods*;
- c) maintain adequate light and privacy for residents in those *Neighbourhoods*; and
d) attenuate resulting traffic and parking impacts on adjacent neighbourhood streets so as not to significantly diminish the residential amenity of those Neighbourhoods.

The three submitted block plan concepts propose a similar configuration of development along the Dufferin Street frontage. Each option differs in the manner in which proposed residential, office, hotel and retail development address Yorkdale Road to the north of the site.

In all three options buildings range from 4 to 30 floors. The tallest buildings (ranging from 21-30 floors) are proposed at the north west corner of the site. Midrise Buildings are also proposed on site between 4 and 8 floors.

Section 3.1.3 Tall Buildings, Policy 2, in the Official Plan states that tall building proposals will address key urban design considerations, including:

a) meeting the built form principles of this Plan;
b) demonstrating how the proposed building and site design will contribute to and reinforce the overall City structure;
c) demonstrating how the proposed building and site design relate to the existing and/or planned context;
d) taking into account the relationship of the site to topography and other tall buildings;
e) providing high quality, comfortable and usable publicly accessible open space areas; and
f) meeting the other goals and objectives of this Plan.

In addition to addressing key urban design considerations for tall buildings in accordance with the Official Plan, building heights on site are also limited by By-law 7625 in the Schedule "D" Airport Hazard Map. These height limits are related to the Downsview Airport (Bombardier) where development is limited to predominately low-scale buildings with a maximum structure height of 15.24 metres.

The location, massing and heights of proposed buildings as presented in all three options require further evaluation through the Comprehensive Master Plan process. This review is assessing the proposed built form for conformity with the policies in the Healthy Neighbourhoods, Public Realm, Built Form and Tall Building sections of the Official Plan against the Tall Buildings and Midrise Performance Standards and Midrise Performance Standards Addendum.

The applicant is seeking an overall density of the entire site of 2.5 times the area of the lot.

The impacts of the proposed development heights and proposed density are currently under study. The proposed density requires further testing through the Comprehensive Master Plan process and Transportation Master Plan process to
understand the impacts of the increased density on the site and its impacts on the Dufferin Street corridor and surrounding Neighbourhoods in accordance with the Healthy Neighbourhood, Built Form and Mixed Use Areas policies in the Official Plan.

**Sun, Shadow**
Section 3.1.2 Built Form, Policy 3, in the Official Plan, states that new development will be massed and its exterior façade will be designed to fit harmoniously into its existing and/or planned context, and will limit its impact on neighbouring streets, parks, open spaces and properties by:
- d) providing for adequate light and privacy;
- e) adequately limiting any resulting shadowing of, and uncomfortable wind conditions on, neighbouring streets, properties and open spaces, having regard for the varied nature of such areas; and
- f) minimizing any additional shadowing and uncomfortable wind conditions on neighbouring parks as necessary to preserve their utility.

As staff are currently reviewing the three submitted conceptual block master plans and conducting a Comprehensive Block Master Plan of the Yorkdale Lands, it is premature to evaluate the impacts of sun and shadow on the site and surrounding lands.

Staff will evaluate sun and shadow impacts on site through built form testing throughout the Comprehensive Block Master Plan process as per Section 3.1.2, Policy 3 of the Official Plan.

**Noise and Wind**
The applicant has submitted an Environmental Noise and Vibration Feasibility Study dated May 18, 2017 and a Qualitative Pedestrian Level Wind Assessment dated May 9, 2017. Planning staff have indicated to the applicant that these studies require a Peer Review at the cost of the applicant. Staff are currently undertaking a Peer Review in collaboration with the applicant. Any issues will be identified through the Peer Review.

**Revisions Proposed to Dufferin Street Secondary Plan**
The submitted applications propose amendments to the Dufferin Street Secondary Plan (DSSP) which, at a high level, include:

- The inclusion of the entirety of the Yorkdale Lands as part of the DSSP,
- Establishing a network of private internal roads on site,
- Reconfiguring the existing McAdam loop to include an intersection with full pedestrian crossings and public park at grade, and
- Prescribing increased density on the western frontage of the site.
As the applications are still under review, it is premature at this time to conclude on the merits of such amendments until the Comprehensive Master Plan study process is completed.

**Housing**

Section 3.2.1 Housing, Policy 9, in the Official Plan, states that large residential developments provide an opportunity to achieve a mix of housing in terms of types and affordability. On large sites, generally greater than 5 hectares in size:

- a) a minimum of 30 per cent of the new housing units will be in forms other than single-detached and semi-detached houses, such as row housing, triplexes and multi-unit residential buildings; and
- b) in accordance with and subject to Section 5.1.1 of this Plan where an increase in height and/or density is sought, the first priority community benefit will be the provision of 20 per cent of the additional residential units as affordable housing. This affordable housing contribution may take the form of affordable housing constructed on-site or the conveyance of land in the development to the City for the purpose of affordable housing, or, at the discretion of the City:
  - i. with the agreement of the developer, affordable housing units constructed near the development site or elsewhere in the City;
  - ii. the conveyance of land to the City for the purpose of affordable housing near the proposed development site; or
  - iii. cash in lieu for the purpose of constructing affordable housing in or near the proposed development site.

Furthermore, the Growing Up: Planning for Children in New Vertical Communities Guidelines, seeks to address how new multi-unit residential buildings can accommodate the needs of children and youth. The Guidelines expand on previous City Planning work and recognizes that the design of the unit, building and neighbourhood are as important as policy requirements that focus on the number of bedrooms. The study investigates how to comprehensively accommodate families in our growing vertical communities.

The conceptual block master plans propose residential housing on site in the form of rental units. The current proposal does not propose any affordable housing. Through the Comprehensive Block Master Plan process and review of the development applications, Planning staff will discuss with the applicant provisions for providing affordable housing on site and incorporating family sized units.

**Heritage Preservation**

The applications have been circulated to Heritage Preservation Services staff. Comments on the applications have not been received to date.
Traffic Impact, Access, Parking
The following transportation constraints have been identified on site, amongst others:

- Lack of permeability and limited access/circulation for multi-modal movement through the site (through public and or private roads) and limited linkages to the surrounding area,
- Vehicular constraints accessing to and from Highway 401 ramps,
- Limited connections/pedestrian access to the GO Bus Terminal, TTC subway and buses and York Region Transit buses,
- The Allen Road boundary to the east which impedes connection to Baycrest Park and beyond,
- The proposal for private streets on site, and
- The preservation of the McAdam loop.

Planning and Transportation Services staff have reviewed the submitted "Transportation Master Plan: Yorkdale Shopping Centre" and Transportation Demand Management Plan, dated May 2017.

The Transportation Master Plan (TMP) submitted with the applications provides a general review of the existing transportation conditions, Dufferin Street Secondary Plan (DSSP), and components of the Dufferin Street TMP. It also provides a summary of the proposed on-site transportation network, parking requirements, loading requirements, TDM components, and potential future vehicular conditions. However further in-depth transportation analysis is required for a TMP given the nature and scope of the applications.

A TMP is required to be conducted by City Staff as part of the Comprehensive Block Master Plan process to provide an in-depth understanding of the long range transportation plan and transportation improvements required to accommodate future growth on the Yorkdale lands. The proposed Transportation Master Plan would update the findings of the Dufferin Street Secondary Plan Transportation Master Plan, using the assumption that the entirety of the Yorkdale Lands will be included in the Dufferin Street Secondary Plan.

A TMP for the Yorkdale Shopping Centre lands would identify an optimum long-range plan to accommodate future growth. The TMP would define existing problems/opportunities, consider and evaluate solutions, and would be supported by an extensive consultation strategy with local stakeholders and members of the public.

A TMP would also review all issues and opportunities for the transportation network and outline a policy framework and implementation strategies by recommending specific transportation infrastructure improvements in the study area to support the levels of development proposed in the Dufferin Street Secondary Plan.
The TMP is required to comply with the Environment Assessment Act and should be conducted in accordance with Phase 1 and 2 of the Municipal Class Environmental Assessment (MCEA) Process.

The City initiated TMP for the Yorkdale Lands will commence in early Fall 2018 and will review transportation constraints on site including those cited above.

**Servicing**

Development Engineering and Construction Services staff have reviewed the Functional Servicing and Stormwater Management Report submitted with the Official Plan and Zoning By-law Amendment Applications.

Staff suggest that based on the site-specific servicing needs identified for future plans for the Yorkdale Shopping Centre site through the Comprehensive Block Master Plan Process, the Dufferin Street Infrastructure Master Plan (IMP) should be revised and updated to identify servicing constraints and required infrastructure upgrades required for the Yorkdale Shopping Centre lands in the impacted sewer sheds for the entire build out of the lands.

The IMP should address the financial implications of infrastructure expansion and upgrades. A revised IMP may potentially provide a basis for a cost-sharing mechanism between developers to ensure adequate infrastructure is implemented as development proceeds in the Dufferin Street corridor.

The applicant will work with City staff to update the IMP for the Yorkdale Shopping Centre Lands in conjunction with the Comprehensive Master Plan process.

**Open Space/Parkland**

The Official Plan contains policies to ensure that Toronto's system of parks and open spaces are maintained, enhanced and expanded. 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 0.80 to 1.56 hectares of local parkland per 1,000 people. The site is in the middle 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 Development Applications Unit of the Parks, Forestry and Recreation Division has reviewed the Master Plan development options and have advised the following:

The McAdam loop is proposed to be reconfigured to create an at-grade park within the loop with frontage on Dufferin Street and a new signalized intersection with pedestrian crossings. If this right-of-way remains functional, it would not be an ideal location for a park due to safety and access concerns.

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Since the McAdam loop right-of-way is City-owned land, any public park created within the loop would be as a result of a jurisdictional transfer between City divisions, rather than as a parkland dedication from the applicant. Further discussion with regard to the future of the McAdam loop is required through the Comprehensive Block Master Plan process.

Each of the three development options contains areas of green landscaping fronting onto Dufferin Street and on the northern portion of the site on the south side of Yorkdale Road. Staff encourage the applicant to convey these spaces to contribute to satisfying the on-site parkland dedication requirement.

Through the Comprehensive Block Master Plan process locations and designs for an on-site parkland dedication should be identified through consultation with the local Councillor and community through the Comprehensive Block Master Plan process and be designed in conformity with Section 3.1.1, Policy 19 in the Official Plan above.

Parkland Dedication Requirements

The parkland dedication requirements are as follows for each submitted conceptual block master plan:

- **Option 1:** At the alternative rate of 0.4 hectares per 300 units specified in Chapter 415, Article III, of the Toronto Municipal Code, the parkland dedication requirement is 18,347 m². However, for sites that are greater than 5 hectares, a cap of 20% of the development site is applied to the residential use, while the non-residential use is subject to a 2% parkland dedication. In total, the parkland dedication requirement is 17,292 m².

- **Option 2:** At the alternative rate of 0.4 hectares per 300 units specified in Chapter 415, Article III, of the Toronto Municipal Code, the parkland dedication requirement is 12,933 m². However, for sites that are greater than 5 hectares, a cap of 20% of the development site is applied to the residential use, while the non-residential use is subject to a 2% parkland dedication. In total, the parkland dedication requirement is 12,152 m².

- **Option 3:** At the alternative rate of 0.4 hectares per 300 units specified in Chapter 415, Article III, of the Toronto Municipal Code, the parkland dedication requirement is 11,200 m². However, for sites that are greater than 5 hectares, a cap of 20% of the development site is applied to the residential use, while the non-residential use is subject to a 2% parkland dedication. In total, the parkland dedication requirement is 11,306 m².

Proposal for Dedication of Parkland
The applicant is required to satisfy the full parkland dedication requirement through an on-site dedication. The applicant's plans show an under dedication of parkland in each option.

- **Option 1:** The parkland dedication requirement is 17,292 m²
- **Option 2:** The parkland dedication requirement is 12,152 m².
- **Option 3:** The parkland dedication requirement is 11,306 m².

Further discussion is required pertaining to the specific configuration and location of the on-site parkland dedication. The land to be conveyed should meet the following requirements as set out in Policy 8 of Section 3.2.3 of the City of Toronto Official Plan:

(8) The location and configuration of land to be conveyed should:

   a) be free of encumbrances unless approved by Council;
   b) be sufficiently visible and accessible from adjacent public streets to promote the safe use of the park;
   c) be of a usable shape, topography and size that reflects its intended use;
   d) be consolidated or linked with an existing or proposed park or green space or natural heritage system where possible; and
   e) meet applicable Provincial soil regulations and/or guidelines for residential/parkland uses.

As stated above, further examination would need to be sought through the Comprehensive Block Master Plan as to where open spaces and on site parkland dedication can be accommodated on site.

**Toronto Green Standard**

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant is required to meet Tier 1 of the TGS. Performance measures for the Tier 1 development features that may be secured through the zoning by-law process include: Automobile Infrastructure, Cycling Infrastructure, Storage and Collection of Recycling and Organic Waste. Performance measures for Tier 1 development features that may be secured through the Subdivision Approval process include: Construction Activity and Stormwater Retention.
Community Services Assessment

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions, such as recreation, libraries, childcare, schools, public health, human services, cultural services and employment services.

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

Section 3.2.1 Housing, Policy 3.2.2.1, of the Official Plan, emphasizes the need to ensure that an appropriate range of community services and facilities and local institutions are provided in areas of major or incremental physical growth. This policy also recognizes the need to preserve, improve and expand CS&F and local institutions in established neighbourhoods that are under served.

Section 3.2.2 Community Services and Facilities, Policies 3.2.2.5 and 3.2.2.7, of the Official Plan, direct that CS&F Strategies be developed for large sites that are experiencing major growth or change, along with the submission of a funding strategy that CS&F be integrated as a part of private development.

The implementation of community facilities is identified in Chapter 5, Implementation: Making Things Happen in the Official Plan, Policies 5.1.1, 5.1.2, and 5.1.3 of the Official Plan which state that the City has tools to create new parks, open space and community infrastructure for additional residents and workers that growth brings. These tools include: alternative parkland dedication standards; height and density incentive policies secured through Section 37; and holding provisions to ensure that community infrastructure is in place prior to development or conditions are met.

The site falls within the Lawrence-Allen Secondary Plan. The CS&F priorities are identified under Policy 5.3 of the Lawrence Allen Secondary Plan Area and include but are not limited to; a community centre with an indoor swimming pool, non-profit childcare facilities, library renovations, non-profit community space, new and renovated public elementary and secondary schools as well as a hierarchy of new and renovated parks and open spaces that will serve the community as focal points.
The site also partially falls within the Dufferin Street Secondary Plan. Priorities for the study are identified under Policy 10.3 and include: flexible multi-purpose space, two to three new child care facilities, capital improvements to the Glen Long Community Centre and potential expansion, capital improvements to library branches servicing the lands subject to the proposed Dufferin Street Secondary Plan, and small scale improvements to large existing parks in the vicinity.

The Parks and Recreation Facilities Master Plan (FMP) 2019-2038 was adopted by City Council on November 9, 2017. Section 3.3 and Recommendation no. 3 of the Council approved FMP indicates that the City will pursue the development of 17 new community recreation centres over the next twenty years, including one at Lawrence Heights. Renewing and upgrading existing facilities is another key strategic goal of the FMP.

The policies noted above and the initiatives underway have been considered by City staff in the review of this application given the major growth in this area, the need for new facilities to be coordinated with this growth, and the contribution the proposed development has upon that level of growth.

The submitted Community Services and Facilities study finds the recommendations in the Dufferin Street Secondary Plan, Community Services and Facilities Study as well as those referenced by Policy 10.3.1 of the Dufferin Street Secondary Plan remain valid. The report recommends that given the long-term nature of the proposed redevelopment, that updates be done at the time of immediate development proposals to confirm if there are adequate facilities to support the development phases via a Holding provision.

City staff request that the applicant provide further information as to how the identified needs for community services and facilities in this area will be addressed as part of this application.

**School Capacity**

The Toronto District School Board (TDSB) has indicated that it is currently engaged in a process to unlock additional student capacity in the area by re-opening a previously closed secondary school, Sir Sandford Fleming Academy, as an operating elementary school. This measure would provide much needed accommodation for future students generated by this, and other nearby residential development projects.

As such, the status of local school accommodation should be conveyed to potential purchasers as well as communicated to the existing community to inform them that children from the new development will not displace existing students at local schools by maintaining signs at the points of egress and ingress on site. In addition, alternative arrangements will be identified consistent with optimizing enrolment levels across the TDSB. The applicant will also be required to provide warning clauses in all offers of rental, purchase or sale of residential
uses to specify that sufficient accommodation may not be locally available for all students anticipated from the development area and that students may be accommodated in facilities outside the area, and further, that students may be later transferred. Furthermore, if busing is provided by the TDSB in accordance with the Board's policy, students will not be bused home to school, but will meet the bus at designated locations in or outside of the area.

TDSB staff will be engaged as part of the Comprehensive Master Plan process to determine school accommodation needs for the proposal.

Section 37
The Official Plan contains policies pertaining to the provision of community benefits in exchange for increases in height and/or density pursuant to Section 37 of the Planning Act. The 3 conceptual development options proposed exceed the height and density limits of the existing Zoning By-law.

Any finalized Comprehensive Block Master Plan would need to be evaluated to determine provisions for community benefits as a result of increased density and/or height proposed on site.

Planning staff have identified some possible CS&F priorities which may be considered appropriate Section 37 community benefits should they be considered as part of the evaluation of the subject application which include:

1. To secure a licensed non-profit child care facility within the proposed development (minimum 62 spaces with adjoining outdoor space and located on the ground floor); and

2. To secure financial contributions towards capital improvements to local community centres and/or to the Barbara Frum Library Branch that serve the proposed development.

Conclusion
Staff are currently working collaboratively with the applicant to develop an appropriate Comprehensive Block Master Plan and review the submitted Official Plan Amendment and Zoning By-law Amendment applications for development of the Yorkdale Shopping Centre Lands over the next 20+ years.

The conceptual block master plans and redevelopment of the site are being reviewed against the policies of the PPS (2014), the Growth Plan (2017), and the Toronto Official Plan, Dufferin Street Secondary Plan and Lawrence-Allen Secondary Plan. Staff are of the opinion that, in its current form, the proposal is not consistent with the Provincial Policy Statement and does not conform with the Growth Plan as well as the Official Plan and related Secondary Plans.
Issues outstanding include: the site organization, appropriate massing and heights, location of on-site parkland and open spaces, proposed housing mix, determination of a street network (preferably public) and block pattern, improved permeability on and surrounding the site, required transportation infrastructure and improvements for all modes, and adequate stormwater, groundwater and servicing on site, amongst other issues.

Staff recommend that City Council direct City Staff to continue to work with the applicant to resolve the outstanding issues detailed in this report through the review of the submitted applications and Comprehensive Master Plan Process. Staff further recommend that City Council direct the City Solicitor, and appropriate City Staff, to attend and oppose the application in its current form should the application be appealed to the Local Planning Appeal Tribunal on the basis of Council's failure to make a decision on the application within the statutory timeframe.

CONTACT

Vanessa Covello, MCIP, RPP, Senior Planner, Tel. No. 416-395-7104, Fax No. 416-394-6063, E-mail: Vanessa.Covello@toronto.ca

SIGNATURE

Gregg Lintern, MCIP, RPP
Chief Planner and Executive Director
City Planning

ATTACHMENTS

**City of Toronto Data/Drawings**
- Attachment 1: Application Data Sheet
- Attachment 2: Location Map
- Attachment 3: Official Plan Land Use Map
- Attachment 4: Zoning By-law 7625
- Attachment 5: Zoning By-law 569-2013
- Attachment 6: Dufferin Street Secondary Plan, Map 36-2, Specific Block Policies Plan
- Attachment 7: Lawrence Allen Secondary Plan, Map 32-1, Secondary Plan
- Attachment 8: Community Consultation Question Summary

**Applicant Submitted Drawings**
- Attachment 9: Conceptual Site Plan – Option 1

Request for Interim Directions Report - 3401 Dufferin Street and 1 Yorkdale Road
Page 22 of 41
Attachment 10: Conceptual Site Plan – Option 2
Attachment 11: Conceptual Site Plan – Option 3
Attachment 12: Option 2– 3D South Perspective
Attachment 13: Option 2– 3D East Perspective
Attachment 14: Option 2– 3D West Perspective
Attachment 15: Artistic Representation of Dufferin Street Frontage
Attachment 1: Application Data Sheet

Municipal Address: 3401 Dufferin Street and 1 Yorkdale Road – Yorkdale Block Master Plan
Application Number: 17 168973 NNY 15 OZ
Application Type: OPA & Rezoning, Standard

Project Description: The Official Plan Amendment (OPA) proposes to amend the Dufferin Street Secondary Plan (OPA 294 under appeal at the Ontario Municipal Board) boundary to include redevelopment of the entire Yorkdale Shopping Centre lands through a Block Master Plan with a mix of uses including residential, retail, and office uses, a Privately Owned Publicly Accessible Space (POPS) fronting onto Dufferin Street and reconfiguring the existing McAdam Avenue loop to include an intersection with a pedestrian crossing and a public park at grade.

The applications include 3 Block Master Plan concepts for the future of the Yorkdale lands.

Option 1 (Residential) proposes an additional 320,338 m² of development on site comprised of 90,986 m² of retail space, an 8 storey hotel with a gross floor area of 11,891 m² (240 rooms) facing Dufferin Street, 6 office buildings with a total gross floor area of 57,189 m² which will contain ground floor retail space and 7 residential buildings with a total gross floor area of 160,271 m² (1,496 units). Proposed buildings range in height from 25m to 120m.

Option 2 (Office) proposes an additional 416,545 m² of development on site comprised of 90,949 m² of retail space, an 8 storey hotel with a gross floor area of 10,108 m² (208 rooms), 6 office buildings with a total gross floor area of 197,004 m², and 7 residential buildings with a total gross floor area of 118,485 m² (738 units). Proposed buildings range in height from 25m to 120m.

Option 3 (Northern Mall Expansion) proposes an additional 371,108 m² of development on site comprised of 88,543 m² of retail space, an 8 storey hotel with a gross floor area of 10,108 m² (208 rooms), 6 office buildings with a total gross floor area of 170,527 m² and 7 residential buildings with a total gross floor area of 101,930 m² (962 units). Proposed buildings range in height from 25m to 120m.

(*Note statistics below are based on full build out, Option 2)
EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas
Site Specific Provision: Lawrence-Allen Secondary Plan and Dufferin Street Secondary Plan

Zoning: 7625 C3 (2) EX. 64.25(2)
Heritage Designation: N
Height Limit (m): 11
Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m): 297,450
Frontage (m): 2,218
Depth (m): 687

Building Data

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Lot Coverage Ratio (%): 67
Floor Space Index: 2.29

Floor Area Breakdown

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CONTACT:
Vanessa Covello, Senior Planner
(416) 395-7104
Vanessa.Covello@toronto.ca
Attachment 6: Dufferin Street Secondary Plan, Map 36-2, Specific Block Policies Plan
Attachment 7: Lawrence Allen Secondary Plan, Map 32-1, Secondary Plan
Attachment 8: Community Consultation Question Responses

Below is a summary of questions that were provided to residents for comment at the Community Consultation (Open House) for the applications and Comprehensive Block Master Plan process held on November 30, 2017.

1. What is working well or not working well at the Yorkdale site?

Responses on what is working well included:
- Current parking supply aligns well with the density on site
- Re-design of Yorkdale Park is working well
- New underground parking works well and contains adequate lighting and heating.

Responses on what is not working well included:
- Too much queuing of vehicular traffic getting into the south side of the mall
- Too much traffic congestion surrounding the site
- Shoppers parking in residential neighbourhoods surrounding the site
- Lack of trees/parks and gardens on site
- South Service Road is congested and requires a turning lane
- Traffic on Dufferin Street and at the underpass to Highway 401.

2. How can the Yorkdale site be improved?

Responses included the following:
- Improved access to Yorkdale for vehicles
- Control congestion in and around the site
- Improve signage visibility and directions
- Provide more lanes to access underground parking
- Skybridge from TTC subway station to the shopping centre requires improvements, currently poorly maintained
- Need a grocery store
- Need greenspaces on site
- Need integration with the community
- More crosswalks are required along the South Service Road.

3. What do you like or dislike about the 3 concept plans?

Responses with regard to likes included:
- More options to consider however hard to evaluate without more detail.

Responses with regard to dislikes included:
- Increased traffic
- Smog and pollution impacts
- Proposal is too dense
• Preference for development on the north side of the site
• Not enough points of ingress or egress
• Sewers and flooding on site
• Reduced views.

4. What Community Services and Facilities could be added to the Yorkdale lands to support new residents and the surrounding community?

Responses included:
• A senior hangout spot
• Fitness centre or recreational use (swimming pool)
• More lights along the South Service Road to the subway
• A library,
• An on-site park, greenspace or playground
• Maker space
• Accessible subway entrance into the shopping centre
• Dog park
• Art Centre.

5. How can the Yorkdale site be redeveloped to encourage walking, cycling and transit use?

Responses included:
• More roads to connect Yorkdale to Baycrest Hospital
• Restaurants and cafes along Dufferin Street to animate the street
• More greenspace
• Bike lanes.