49 Cranfield Road - Zoning Amendment Application - Request for Direction Report

Date: June 18, 2018

To: Toronto and East York Community Council

From: Acting Director, Community Planning, Toronto and East York District

Wards: Ward 31 – Beaches-East York

Reference Number: 16 271211 STE 31 OZ

SUMMARY

A revised proposal for a Zoning By-law Amendment application has been submitted for 49 Cranfield Road, to permit a 4-storey 11,013 m² industrial building with 118 on-site parking spaces. The site is located behind and will share access with the existing industrial building at 45 Cranfield Road.

On April 4, 2017, Toronto and East York Community Council (TEYCC) adopted a preliminary report that directed staff to conduct a community consultation meeting.

On December 5, 2017 the applicant appealed the application to the Local Planning Appeal Tribunal (LPAT) due to Council's failure to make a decision on their request for a Zoning By-law Amendment application.

This report recommends that City Council direct the City Solicitor and City staff, as appropriate, to attend the LPAT to support the application based on the applicant's revised plans dated December 19, 2017, subject to the resolution of outstanding issues to the satisfaction of the Chief Engineer & Executive Director, Engineering and Construction Services Division.
RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council authorize the City Solicitor and appropriate staff to attend the Local Planning Appeal Tribunal hearing to support a Zoning By-law Amendment application for 49 Cranfield Road based on the applicant’s revised plans dated December 19, 2017, subject to any final revisions to the satisfaction of the Chief Planner and Executive Director, City Planning.

2. City Council direct City Planning staff, in the event that the Local Planning Appeal Tribunal allows the appeal in whole or in part, to request that the Local Planning Appeal Tribunal withhold its Order(s) approving the applications until such time as the Local Planning Appeal Tribunal has been advised by the City Solicitor that:

   a. The owner has revised the Functional Servicing Report to address the treatment of external areas as per the requirements of the Wet Weather Flow Requirements to the satisfaction of the Chief Engineer & Executive Director, Engineering and Construction Services Division;

   b. The owner has completed the Servicing Report Groundwater Review Form and the Hydrogeological Review Form which are attached and confirmed how groundwater is to be addressed and whether a treatment system is being proposed for this development, all to the satisfaction of the Chief Engineer & Executive Director, Engineering and Construction Services Division;

   c. The owner has provided the downstream sanitary sewer analysis that is referenced in the Functional Servicing Report to the satisfaction of the Chief Engineer & Executive Director, Engineering and Construction Services Division; and

   d. The proposed Zoning By-law Amendment is in a form satisfactory to the Chief Planner and Executive Director, City Planning and the City Solicitor.

Financial Impact
The recommendations in this report have no financial impact.

Decision History
The current application was submitted on December 28, 2016 and deemed complete.

A Preliminary Report on the application was adopted by Toronto and East York Community Council (TEYCC) on April 4, 2017 authorizing staff to conduct a community consultation meeting. Below is a link to the Preliminary Report:

ISSUE BACKGROUND

Proposal

The subject site at 49 Cranfield Road has frontage and access in front of the existing 1-storey industrial building at 45 Cranfield Road. 45 Cranfield Road has its own access at the northwest corner of its property. The proposal is for a 4-storey 11,013 m$^2$ industrial building with 118 on-site parking spaces.

45 Cranfield Road and 49 Cranfield Road will share mutual access to form a circular driveway for both developments. Attachment 1: Site Plan shows both 45 and 49 Cranfield Road. The heavy line outlines the subject site at 49 Cranfield Road and the directional arrows show the proposed ingress and egress routes for both the properties.

Original Application Submission

The original application submitted on December 28, 2016, proposed amendments to the Zoning By-law to permit the development of a 4-storey, 11,124 m$^2$ industrial building. The proposed height of the building was 19.5 metres. A total of 118 parking spaces were proposed in two levels of below-grade parking with access from the south end of the site. The development was to have twelve type C loading spaces and two type G loading spaces to be shared with the adjacent development at 45 Cranfield Road.

Current Application

The current plans, dated December 19, 2017, have been revised from the original submission. The current proposal consists of a 4-storey (19.9m) 11,013 m$^2$ industrial building with two levels of underground parking containing 118 parking spaces. Access to underground parking will be from the south end of the site. The development will have ten type C loading spaces and two type G loading spaces to be shared with the adjacent development at 45 Cranfield Road. The application proposes no changes to the use permissions of the existing Employment Industrial zone, which include contractor's establishment, financial institution, manufacturing use, and wholesaling, among other uses.

Additional information is provided in Attachment 4 - Application Data Sheet.

Site and Surrounding Area

The subject property is located south of Northline Road on the east side of Cranfield Road behind the existing 1-storey industrial building at 45 Cranfield Road. The property has a 23.85 metre frontage on Cranfield Road. The access is 7.16 metres wide. The total size of the site is 5,340 m$^2$. 45 Cranfield Road and 49 Cranfield Road will share access over their respective driveways for a circular in and out accesses to Cranfield Road. The site at 49 Cranfield Road is currently vacant.

North: The area to the north is heavily treed with an increasing grade to the north. North of the trees are industrial properties fronting onto Northline Road.
East: The area to the east is heavily treed with an increasing grade to the east. A residential neighbourhood consisting of semi-detached dwellings is east of the trees.

West: There is a 1-storey industrial condominium building at 45 Cranfield Road. 49 Cranfield Road will share driveway access with the proposed development.

South: There is a Tim Hortons restaurant and a pharmacy fronting onto O'Connor Drive.

Ontario Municipal Board Appeal (now Local Planning Appeal Tribunal)
On December 19, 2017, the City Clerk’s Office received notification that the applicant filed an appeal of the Zoning By-law Amendment application to the Ontario Municipal Board (now Local Planning Appeal Tribunal), citing Council’s failure to make a decision on the application within the prescribed timelines of the Planning Act. At the time of writing this report no pre-hearing conference has been held and no hearing date had been set.

The Planning Act
Section 2 of the Planning Act sets out matters of provincial interest which City Council shall have regard to in carrying out its responsibilities, including: the orderly development of safe and healthy communities; the conservation of features of significant architectural, cultural and historical interest; the promotion of built form that is well designed and encourages a sense of place; and the appropriate location of growth and development.

Provincial Policy Statement (the "PPS") and Growth Plan for the Greater Golden Horseshoe (the "GP")
The Provincial Policy Statement, 2014 (PPS) provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. The PPS includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;

- Protection of the natural and built environment;

- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;

- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and

- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.
The City of Toronto uses the PPS to guide its Official Plan and to inform decisions on other planning and development matters, including land use studies. The PPS is issued under Section 3 of the Planning Act and all decisions of Council affecting land use planning matters "shall be consistent with" the PPS. Policy 4.7 further states that the Official Plan is the most important vehicle for implementing the PPS.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;

- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;

- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;

- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;

- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure;

- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas; and,

- The conservation of cultural heritage resources.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the PPS (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by City Council affecting land use planning matters are required by the Planning Act, to conform, or not conflict, as the case may be, with the Growth Plan.

Staff have reviewed the proposed development for consistency with the PPS and for conformity with the Growth Plan.
Official Plan
The Official Plan implements the policies of the PPS and the GP for the City of Toronto. Map 2 – Urban Structures, identifies areas where growth is encouraged in the City. The subject site is identified as being in an Employment Areas on the Urban Structures map where growth is encouraged. The following sections identify the sections in the Official Plan that are applicable to the subject application.

Public Realm (3.1.1)
Section 3.1.1 contains policies that help guide the development of streets, sidewalks, boulevards, and other aspects of the public realm.

Built Form (3.1.2)
Section 3.1.2 of the Official Plan includes policies for the City’s Built Form and requires that new development be located and organized to fit within an area’s existing and/or planned context.

Development Criteria (4.6.6)
Section 4.6.6 of the Official Plan provides development criteria for Employment Areas. Development will contribute to the creation of competitive, attractive, highly functional Employment Areas by:

a) supporting the economic function of the Employment Areas and the amenity of adjacent areas;
b) encourage the establishment of key clusters of economic activity with significant value-added employment and assessment;
c) avoid excessive car and truck traffic on the road system within Employment Areas and adjacent areas;
d) provide adequate parking and loading on-site;
e) sharing driveways and parking areas wherever possible;
f) mitigate the effects of noise, vibration, dust, odours or particulate matter that will be detrimental to other businesses or the amenity of neighbouring areas;
g) provide landscaping on the front or flanking yard and adjacent to any public sparks and open space to create an attractive streetscape and screening parking, loading and service areas;
h) treating the boundary between Employment Areas and residential lands with landscaping, fencing, or other measures to minimize nuisance impacts; and
i) ensuring that outside storage and outside processing is:
   i) limited in extent;
   ii) generally located at the rear of the property;
   iii) well screened by fencing and landscaping where view from adjacent street, highways, parks and neighbouring land uses; and
   iv) not detrimental to neighbouring land uses in terms of dust, noise and odours.
Official Plan Amendment 231
Official Plan Amendment 231 (OPA 231) was adopted by Council in December 2013, approved by the Minister of Municipal Affairs and Housing in July 2014 and portions of the amendment are under appeal at the Local Planning Appeal Tribunal. The land-use maps in OPA 231 are in force but the development criteria policies are under appeal. The subject lands are designated Core Employment Areas.

Uses permitted in Core Employment Areas are set out in Policy 4.6.1 and include all types of manufacturing, processing, warehousing, wholesaling, distribution, storage, transportation facilities, vehicle repair and services, offices, research and development facilities, utilities, waste management systems and vertical agriculture.

Additional uses including small-scale restaurants, catering facilities, courier services, banks and copy shops are permitted provided they are ancillary to and intended to serve the Core Employment Area in which they are located. Small scale retail uses that are ancillary to and on the same lot as the principal use are also permitted.

Zoning
The site is zoned HPI-(H) in former East York Zoning By-law 6752 and E 1.0(x229) in the new City-wide Zoning By-law 569-2013. Both Employment Industrial zones permit contractor's establishment, financial institution, manufacturing use, and wholesaling among other uses up to a maximum density of 1.0 times the lot area and a maximum height of 15 metres.

Reasons for the Application
A Zoning By-law amendment is required because the proposed development does not comply with the provisions of the HPI-(H) zone in former East York Zoning By-law 6752, and the E 1.0(x229) zone in the City wide Zoning By-law 569-2013. The proposed development will be 19.9 metres high and have a density of 2.1 times the lot area whereas the Zoning By-laws permit a maximum height of 15 metres and a maximum density of 1.0 times the lot area.

Site Plan Control
The site is subject to Site Plan Control. A site plan control application has been submitted and is being processed concurrently with the Zoning By-law amendment application. The Site Plan Control application was not appealed to the OMB.

Agency Circulation
The application has been circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to evaluate the appropriateness of the Zoning By-law amendment.

Community Consultation
A community consultation meeting took place on May 9, 2017, at Stan Wadlow Clubhouse with approximately 60 members of the community in attendance. Some of the key comments
identified at that meeting included concerns with the property boundaries of 45 Cranfield Road and 49 Cranfield Road, vehicular access, impact on loading for 45 Cranfield Road, sufficient parking and loading for the proposed development, and on-site traffic congestion.

**COMMENTS**

**Provincial Policy Statement (2014)**

The PPS provides policy direction on matters of provincial interest related to land use planning and development. City Council’s planning decisions are required to be consistent with the PPS.

Policy 1.3.1 states that planning authorities shall promote economic development and competitiveness by promoting an appropriate mix and range of employment uses, opportunities for a diversified economic base, a wide range of economic activities and ancillary uses.

Policy 1.6.7.4 promotes a land use pattern, density and mix of uses that minimizes the length and number of vehicle trips and supports current and future use of transit and active transportation.

Policy 4.7 recognizes the Official Plan as the most important vehicle for implementation of the PPS.

Policy 4.8 requires that planning authorities shall keep their zoning by-laws up-to-date with their Official Plans and the Provincial Policy Statement.

The proposed development is consistent with the above policies and other relevant policies of the PPS. The proposal provides for a range of new employment uses and supporting ancillary uses to help support and grow and diversify the City’s economic base. The proposal is close to transit and active transportation options, both of which help minimize the need for, and length of, automobile trips. The recommended Zoning By-law amendment implements the Official Plan and Provincial Policy.

**Growth Plan for the Greater Golden Horseshoe (2017)**

The Growth Plan provides a framework for managing growth in the Greater Golden Horseshoe. The site is an *Intensification Area* as defined by the Growth Plan.

Section 1.2.1 of the Growth Plan notes that the policies of the plan are intended to provide flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries, including resource-based sectors.

Section 2.2.1.4 of the Growth Plan directs that complete communities will feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities.

Section 2.2.5 of the Growth Plan directs that economic development and competitiveness will be promoted by making more efficient use of existing employment areas and vacant and...
underutilized employment lands; increasing employment densities; and integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.

The proposed development is consistent with the above section and other relevant sections of the Growth Plan. The proposal provides for a range of employment uses and supporting ancillary uses to help support and grow and diversify the City’s economic base. The proposal is close to transit and active transportation options. The proposed development conforms to the Growth Plan.

**Built Form**
The proposed development was reviewed against the Official Plan Built Form policies, primarily contained within Chapter 3 of the Plan. These policies seek to ensure appropriate form and scale of new development within their surrounding contexts, including transition to areas of lower scale, appropriate relationship to adjacent streets, and the limiting of light, view and privacy impacts on the surrounding properties, streets and open spaces.

When evaluating the proposed development against Official Plan policies staff considered the physicality of the site, the location of the site, and the context relative to surrounding properties.

The subject site is irregular, primarily located behind an existing one-storey industrial development with limited frontage onto the public right-of-way. The physical dimensions of the site and the location places the proposed development behind an existing industrial building (45 Cranfield Road). This location limits exposure to the public realm and minimizes impact on adjacent properties.

The surrounding context includes one-storey industrial buildings with frontage on either Cranfield Road or Northline Road. The rear yard of 89 Northline Road abuts the subject site and there is a low density Neighbourhoods approximately 48 metres to the east. There is a significant change in elevation and dense vegetation in the rear of 89 Northline Road which separates the subject site from the Neighbourhoods.

Given the physicality of the site, the location of the site, and the context relative to surrounding properties the proposed 4-storey industrial building is an appropriate massing that will have limited impact on the public realm and transition to the planned context.

**Streetscape Improvements**
Section 3.1.1 of the Official Plan directs that high quality architectural, landscape and urban design, and construction will be promoted within new developments to enhance the quality of the public realm, and that sidewalks and boulevards will be designed to provide safe,
attractive, interesting and comfortable spaces through the provision of landscaping, lighting, and street furnishings. Again, given the physicality of the site and the location, the proposed 4-storey industrial building will have limited exposure to the public realm. Staff will endeavour to make improvements to the public realm wherever possible through the site plan approval process.

**Existing and Planned Context**

Official Plan Policy 3.1.2 requires that new development be massed and located to fit within the existing and planned context, and create an appropriate transition in scale to neighbouring existing or planned buildings.

Policy 3.1.2 further states that new development will limit its impact on neighbouring streets, parks, open spaces and properties by massing new buildings to frame adjacent streets and open spaces in a way that respects the existing and/or planned street proportion; provides for adequate light and privacy; adequately limits any resulting shadowing of, and uncomfortable wind conditions on, neighboring streets and properties, among other measures. The dimension and location of the site behind an existing one-storey industrial buildings does not permit the development to frame the street.

The existing context is of one-storey industrial buildings, but the planned context permits an as-of-right height of 15 metres in both applicable Zoning By-laws. The application proposes a building height of 19.9 metres which is generally consistent with the scale of recently approved industrial developments in the Bermondsey Employment area. Given the planned context and recent height approvals in the locale, the proposed building height is appropriate.

In summary, the proposed development scale and massing relates appropriately to its surrounding existing and planned context, and limits its impact on surrounding properties and streets. To the extent possible the proposed development is consistent with the Built Form policies of the Official Plan.

**Employment Uses**

Section 4.6.1 of OPA 231 is in force and states that Core Employment Areas are places of business and economic activities. The proposed development maintains the same uses that are in the base HPI-(H) and E zones in the respective Zoning By-laws. These uses are contemplated in Policy 4.6.1. The proposed development complies with Section 4.6.1 of the OPA 231 regarding development in Core Employment Areas.

**Development Criteria**

As previously indicated, Section 4.6.5 of OPA 231 is appealed so the applicable development criteria is Section 4.6.6 of the Official Plan. The proposed 4-storey industrial development complies with the development criteria of Section 4.6.6 of the Official Plan. Policies g) to h) in Section 4.6.6 will be implemented via the site plan approval process that is not part of the appeal to LPAT.

Policy f) speaks to nuisances that may result from employment activity in the proposed development. The employment operations in the proposed development may be subject to
provincial regulation including a Comprehensive Certificate of Approval from the Ministry of Environment and Climate Change.

The proposed development complies with the applicable development policies identified in Section 4.6.6 of the Official Plan.

Parking and Loading
The proposed development includes a total of 118 commercial parking spaces to be located in two levels of underground parking. The current By-law requires a total of 333 parking spaces.

The applicant submitted a Site Circulation study prepared by WSP Canada Inc., in support of the development. The study concludes that the proposed parking supply will satisfy the anticipated parking demand generated by the development. Transportation Services has reviewed the study and determined that the proposed parking supply is acceptable.

The minimum loading requirement for an industrial building of the proposed size is three Type A loading spaces. The proposed development includes a total of 10 type C loading spaces, and an additional two Type G loading space be shared with the adjacent industrial condominium at 45 Cranfield Road. All of the loading spaces are located at grade. The applicant submitted a Site Circulation study prepared by WSP Canada Inc. that concludes the proposed loading supply will satisfy the loading demand. Transportation Services has reviewed the study and determined that the proposed loading supply is acceptable.

Servicing
Engineering and Construction Services has requested revisions to the Functional Servicing plans and requires confirmation that groundwater will be satisfactorily managed. It is recommended that the Functional Servicing Report received by City Planning on February 13, 2018, be amended, to the satisfaction of the Chief Engineer & Executive Director, Engineering and Construction Services, prior to issuance of a Local Planning Appeal Tribunal order, in the event the Local Planning Appeal Tribunal approves the application.

Summary of the Proposed Zoning By-law Amendment
The proposed amendments to Zoning By-laws 6752 and 569-2013, as amended, includes the following:

- Increasing the permitted building height from 15 metres to 19.9 metres inclusive of mechanical equipment;
- Permitting a maximum of 11,100 square meters of non-residential floor space;
- Maintaining all uses that are currently permitted in HPI-(H) in former East York Zoning By-law 6752 and E 1.0(x229) in the new City wide Zoning By-law 569-2013;
- Mapping to delineate permitted setbacks, step backs, and other dimensions being secured related to building massing; and,

- Requiring the provision of vehicle and bike parking spaces and loading areas.

**Toronto Green Standard**

On October 27, 2009, City Council adopted the two-tiered Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Tier 1 is required for new development. Tier 2 is a voluntary, higher level of performance with financial incentives. Achieving the Toronto Green Standard will improve air and water quality, reduce green house gas emissions and enhance the natural environment.

The applicant is required to meet Tier 1 of the TGS. A Zoning By-law amendment will secure Tier 1 performance measures related to Automobile Infrastructure and Cycling Infrastructure. Other applicable TGS performance measures will be secured through the Site Plan Approval process.

**Conclusion**

The development of a 4-storey, 11,013 square metre industrial building at 49 Cranfield Road will introduce a substantial amount of new employment space into an area the City has targeted for employment growth. The proposal will have acceptable impact on the surrounding area due to the location behind the existing industrial building at 45 Cranfield Road. The proposed development fits within the existing and planned context and strengthens the City's employment base.

**CONTACT**

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**SIGNATURE**

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Lynda H. Macdonald
Acting Director, Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: North Elevation
Attachment 3: East Elevation
Attachment 4: South Elevation
Attachment 5: West Elevation
Attachment 6: Zoning
Attachment 7: Application Data Sheet
Attachment 1: Site Plan
Attachment 3: East Elevation
Attachment 5: West Elevation
## Attachment 7: APPLICATION DATA SHEET

### Application Details
- **Application Type:** Rezoning
- **Application Number:** 16 271211 STE 31 OZ
- **Details:** Rezoning, Standard
- **Application Date:** December 28, 2016

### Municipal Address
- **49 CRANFIELD ROAD**

### Location Description
- **PLAN 3683 PT BLK D NOW RP 66R19367 PARTS 4 5 6 **GRID S3103**

### Project Description
- Zoning By-law Amendment to permit the construction of a new 4-storey industrial building (11,013.0 square metres of non-residential gross floor area)

### Applicant
- **WALKER NOTT DRAGICEVIC ASSOC LTD**

### Agent
- **A & Architects Inc.**

### Architect
- **G C JAIN INVESTMENTS LIMITED**

### Owner
- **G C JAIN INVESTMENTS LIMITED**

### Official Plan Designation
- Employment Areas

### Site Specific Provision
- Site Plan Control Area

### PLANNING CONTROLS
- **Zoning:** E 1.0 (x229)
- **Height Limit (m):** 15

### PROJECT INFORMATION
- **Site Area (sq. m):** 5340
- **Frontage (m):** 30
- **Depth (m):** 160
- **Total Ground Floor Area (sq. m):** 2485
- **Total Residential GFA (sq. m):** 0
- **Total Non-Residential GFA (sq. m):** 11013
- **Total GFA (sq. m):** 11013
- **Lot Coverage Ratio (%):** 49
- **Floor Space Index:** 2.1

### DWELLING UNITS
- **Rooms:** 0
- **Bachelor:** 0
- **1 Bedroom:** 0
- **2 Bedroom:** 0
- **3 + Bedroom:** 0
- **Total Units:** 0

### FLOOR AREA BREAKDOWN (upon project completion)

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### CONTACT
- **PLANNER NAME:** Derrick Wong, Planner
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