



REPORT FOR ACTION

Sherway Area Secondary Plan – Supplementary Report

Date: October 28, 2019

To: City Council

From: Chief Planner and Executive Director, City Planning

Ward: 3 - Etobicoke Lakeshore

SUMMARY

At its meeting of October 10, 2019, Etobicoke York Community Council (EYCC) held a statutory public meeting to consider the proposed Sherway Area Secondary Plan (OPA 469). EYCC unanimously adopted staff recommendations to amend the Official Plan to bring forward an updated planning framework for the Sherway Area. Public submissions were made to the Committee, and Planning staff have considered the issues raised in those submissions and have prepared this Supplementary Report with further recommendations.

This Supplementary Report summarizes amendments to the Secondary Plan recommended by staff following further consideration of the submissions and deputations. The proposed revisions are described in the Comments section and itemized in the Recommendations of this report. For clarity, the full text of the policies and the maps as amended are provided in Attachments 1 and 2 to this report.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend Official Plan Amendment 469, Sherway Area Secondary Plan, included as Attachment 1 to the Supplementary Report (October 9, 2019) from the Director, Community Planning, Etobicoke York District, as follows:
 - a. Add the words "and other sensitive land uses" after the words "including residential" to Policy 5.2;
 - b. Add the words "incrementally over time" after the word "development" to Policies 10.19 and 10.32;
 - c. Add the policy references "7.12" after "7.11", and "7.14" after "7.13"; and the words ", and building heights" after the word "stepbacks" to Policy 10.21;

- d. Add the words "within the Precinct" after the words "adjacent lands" to Policy 11.11;
 - e. Add the words "and their associated existing gross density" after the word "Uses"; and the word "or" to separate subsections 11.18.1 and 11.18.2, to Policy 11.18; and
 - f. Add the existing private roads within the Trillium Precinct to Maps 43-5, 43-6 and 43-7.
2. City Council amend Official Plan Amendment 469, Sherway Area Secondary Plan, included as Attachment 1 to the Supplementary Report (October 9, 2019) from the Director, Community Planning, Etobicoke York District, as follows:
- a. Delete the words "generally as shown on Map 43-3" from Policy 10.17;
 - b. Add the words "In recognition of the institutional use, and to meet the objective of Policy 10.17," to the beginning of Policy 10.19;
 - c. Delete Policy 10.19.1 and replace it with the following: "be planned to protect for a future public street designed to City standards and in accordance with an approved campus plan.";
 - d. Delete Policy 10.19.3 and replace it with the following: "be conveyed to the City as a public street, including sections of the street already constructed to City standards, in accordance with the phasing specified in an approved campus plan."
 - e. Delete Policy 10.22 and replace it with the following: "Open spaces such as courtyards, plazas and rooftop terraces will continue to be provided through hospital development in the Trillium Precinct to create an environment conducive to healing. These spaces will be designed to be publicly accessible wherever feasible and may be relocated as necessary to respond to program or operational requirements.";
 - f. Delete the notation of "New Street – Flexible Location" from the northerly connection depicted within the Trillium Precinct on Maps 43-2 and 43-3;
 - g. Delete the symbol denoting a "New Park – Preferred Location" from the west side of The West Mall, north of Sherway Drive, within the Trillium Precinct on Maps 43-2, 43-4 and 43-6; and
 - h. Amend the delineation of the 14 metre (MTO) setback at the southeast corner of The West Mall and Evans Avenue on Map 43-6.
3. City Council amend the Draft Sherway Area Urban Design and Streetscape Guidelines, included as Attachment 3 to the Final Report from the Director, Community Planning, Etobicoke York District (September 23, 2019) as follows:

- a. Delete the second paragraph under the heading "Existing Character" in Section 1.2 and replace it with the following: "South of the shopping centre are low-rise, mid-rise and tall buildings containing office, retail and residential uses."; and
- b. Add a new Guideline 2.1.2 which reads: "Institutional development will strive to meet the City's urban design objectives wherever feasible, subject to the institution's unique programmatic needs."

COMMENTS

At its meeting of October 10, 2019, Etobicoke York Community Council (EYCC) held a statutory public meeting to consider the Sherway Area Secondary Plan (OPA 469) (the "Secondary Plan"). The Secondary Plan will implement the recommendations of the Sherway Area Study, as adopted by City Council at its meeting of December 13, 2016. The draft Official Plan Amendment was released for public viewing on September 20, 2019.

EYCC unanimously adopted staff recommendations to amend the Official Plan to bring forward an updated planning framework for the Sherway Area. Public submissions were made to the Committee, and Planning staff have considered the issues raised in those submissions and have prepared this Supplementary Report with further recommendations.

Upon further review and consideration of the oral and written submissions to EYCC, staff have determined that certain policies within the Secondary Plan, detailed below, could be revised to clarify their intent and address certain issues raised. It is staff's opinion that the recommended amendments described in this report are appropriate and continue to support the overall vision and guiding principles of the Sherway Area Secondary Plan. These revisions also continue to maintain the intent of the Secondary Plan adopted by EYCC, conform to *A Place to Grow: Growth Plan for the Greater Golden Horseshoe* (2019), are consistent with the Provincial Policy Statement (2014) and conform to the City's Official Plan.

Secondary Plan Policy Amendments

Policy 5.2 lists the range of land uses permitted in the *Mixed Use Areas 'A' – Residential* designation. Staff recommend the addition of the words "and other sensitive land uses" to the list of permitted uses to be clear that such uses as community services and facilities which may include child care facilities, schools, senior facilities; as well as hotel uses are encouraged within this land use designation. These uses are important to support the creation of a complete community within the Sherway Area.

Policies 10.19 and 10.32 address the intention of the Secondary Plan that certain private roads within the Trillium Precinct and the Sherway Gardens Precinct, respectively, will become public streets over time, through incremental, phased development. It is recognized that full public conveyance of new streets may not be feasible in the short to medium term, but the ability for the City to assume these

connections should be secured as part of a long-term redevelopment strategy. In order to clarify this intention, staff recommend the addition of the words “incrementally over time” to these two policies, consistent with the Phasing and Precinct policies of the Secondary Plan. Further discussion of amended policies with particular reference to the Trillium Precinct is provided below.

Policy 10.21 allows for built form flexibility for *Institutional* lands within the Trillium Precinct to respond to programmatic and funding requirements, pursuant to Official Plan Policy 4.8. To further clarify that the built form policies of the Secondary Plan are not intended to unduly constrain future development of the health care facility, staff recommend the policy be amended to allow the City to also consider alternative building heights and massing for new development, provided the intent of the Plan to create an urbanized, pedestrian-friendly and green environment is satisfied.

Policy 11.11 outlines the process by which Precinct Plans will be endorsed by City Council to guide future development on adjacent lands within the respective Precinct. To avoid misinterpretation of the applicability of endorsed Precinct Plans on adjacent parcels that may be outside the Precinct, staff recommend adding the words “within the Precinct” for clarity.

Policies 11.17 and 11.18 recognize that existing uses within the Sherway Area may continue for the foreseeable future and provides a framework for the review of proposed expansion of those uses in the short term. This framework does not restrict the limits of such expansion, rather, it requires any application to expand existing uses beyond 10% of the existing gross floor area to be accompanied by an Interim Development Strategy demonstrating that it will not preclude the ultimate vision and objectives for the Sherway Area in the fullness of time. Existing uses that currently exceed the density limits outlined in the Secondary Plan are permitted to continue. To ensure clarity of this intention, staff recommend the addition of the words “and their associated existing gross density” after the word “Uses” to the policy; and the word “or” to distinguish the two potential interim development scenarios. Future development applications to increase density on these sites, beyond the density that currently exists, will be required to demonstrate conformity with the Secondary Plan.

For consistency in graphic representation throughout all the Secondary Plan Maps, the existing private road network within the Trillium Precinct will be added to Maps 43-5, 43-6 and 43-7.

In its submission, Trillium Health Partners stated that while the provision of a variety of open spaces remains an important element of creating a healing environment as well as enhancing the public realm, the use of the site needs to remain flexible as long-term hospital development unfolds in multiple phases. Typically, public institutional uses such as hospitals, universities and government facilities are exempted from the requirement to convey land for parkland purposes. Given this, staff are recommending that Policy 10.22 regarding the provision of a specifically located public open space be deleted and replaced with wording to reflect the intention for publicly accessible open spaces to be provided within the hospital grounds to meet both health-related and City-building objectives. The corresponding symbol indicating “New Park – Preferred Location” on the

Institutional lands is recommended to be deleted from this location in the Secondary Plan mapping.

The Secondary Plan is largely premised on the creation of new streets and blocks to establish a more human-scaled, urban environment with greatly improved connectivity from today. The provision of a new public street connecting The Queensway and The West Mall through the Trillium Precinct is an important link in the ultimate public street network and is included in the in-force Site and Area Specific policy pertaining to this site. Staff have reviewed Trillium's submission and have determined that the identification of a private road through the hospital site to become public over time is sufficient to satisfy the intent of this policy, and therefore recommend the removal of the notation "Fixed Street – Flexible Location" from the northerly leg on the property, as well as the map reference to this location contained in Policy 10.17. Staff are of the opinion that the submission of a Campus Plan as part of a development application pursuant to Official Plan Policy 4.8.5 will provide sufficient flexibility to address the ultimate timing, phasing and location of a public street through the Precinct. Changes to the wording of Policies 10.19 are recommended to clarify this objective.

Through the written submissions to EYCC, it was brought to staff's attention that the required 14 metre setbacks shown on Map 43-6, pursuant to Ministry of Transportation requirements on lands adjacent to transportation corridors and confirmed by MTO staff, should be revised to adjust the mapping at the southeast corner of The West Mall and Evans Avenue. Staff recommend the necessary revision to Map 43-6 to clarify the extent of the setback while ensuring the provincial interest is protected.

The Sherway Area Urban Design and Streetscape Guidelines are intended to illustrate the intended built form, public realm, streetscape and overall emerging character of the Secondary Plan area, as a tool to help guide City staff and proponents in the consideration of future development applications and capital improvements. To more accurately reflect existing conditions currently present in the area, staff are proposing minor revisions to the descriptive wording in Section 1.2. In addition, a new Guideline 2.1.2 is recommended to be introduced to clarify that institutional development should strive to meet the City's urban design objectives for the Sherway Area, subject to unique programmatic requirements, for added flexibility.

CONCLUSION

The recommended policy, mapping and guideline revisions outlined in this report are consistent with the overall goals and objectives of the Sherway Area Secondary Plan, as recommended for adoption by Etobicoke York Community Council at its meeting of October 10, 2019. Following careful consideration of all submissions to EYCC, staff advise that the documents as amended will provide clarity of intent and consistency in interpretation as the Secondary Plan is implemented in the future.

Staff recommend that City Council adopt the above-noted amendments to Official Plan Amendment 469 and the Sherway Area Urban Design and Streetscape Guidelines.

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SIGNATURE

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Attachment 1: Full Text of Secondary Plan Policies Recommended to be Amended
Attachment 2: Secondary Plan Maps Recommended to be Amended

Attachment 1: Full Text of Secondary Plan Policies Recommended to be Amended

The following provides the full text of the Sherway Area Secondary Plan policies, as proposed to be amended through adoption of this report's recommendations. Text to be added is underlined. This list is provided for convenience and ease of reference and does not constitute the entirety of OPA 469.

1. Policy 5.2 will be amended to read:
"*Mixed Use Areas 'A' – Residential* are primarily residential areas where new neighbourhoods will be focused. A limited range of uses, including residential and other sensitive land uses, institutional, parks and open spaces, public transit facilities, retail and office uses are encouraged that will serve the local community and contribute to the vibrancy of the public realm."
2. Policy 10.17 will be amended to read:
"A new public street through the Precinct will connect the Queensway to The West Mall."
3. Policy 10.19 will be amended to read:
"In recognition of the institutional use, and to meet the objective of Policy 10.17, the private street currently functioning as a service road to access the Trillium Health Partners hospital campus will, through future development incrementally over time:
 - 10.19.1 be planned to protect for a future public street designed to City standards in accordance with an approved campus plan;
 - 10.19.2 be designed to create a sense of place within the hospital campus;
and
 - 10.19.3 be conveyed to the City as a public street, including sections of the street already constructed to City standards, in accordance with the phasing specified in an approved campus plan."
4. Policy 10.21 will be amended to read:
"Notwithstanding Policies 7.6, 7.10, 7.11, 7.12, 7.13, 7.14 and 7.18, on lands designated *Institutional Areas*, the City may consider alternative setbacks, streetwall heights and stepbacks, and building heights for new development provided the intent of Policy 10.20 is met."
5. Policy 10.22 will be deleted in its entirety and replaced with the following to read:
"Open spaces such as courtyards, plazas and rooftop terraces will continue to be provided through hospital development in the Trillium Precinct to create an environment conducive to healing. These spaces will be designed to be publicly accessible wherever feasible and may be relocated as necessary to respond to program or operational requirements."

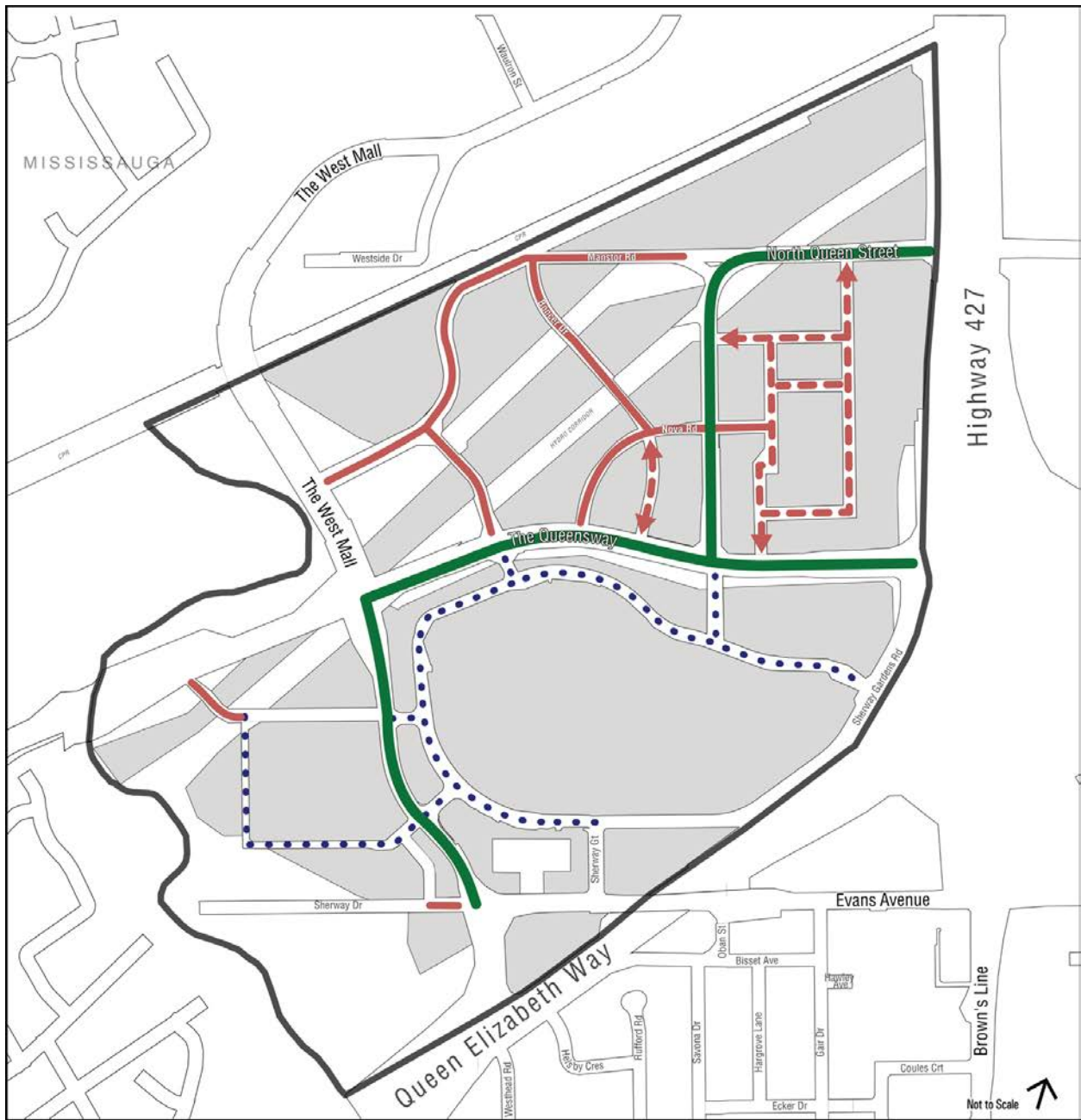
6. Policy 10.32 will be amended to read:
"The Sherway Gardens ring road currently functions as a private service road to access the Sherway Gardens Shopping Centre. Through development incrementally over time, the Sherway Ring Road will:
- 10.32.1 be designed to City standards and dedicated as a public street;
 - 10.32.2 provide access to new mixed-use development; and
 - 10.32.3 be fronted with development that addresses the street edge, minimizing vehicular service and access areas and screening them from view.
7. Policy 11.11 will be amended to read:
"An acceptable Precinct Plan will be endorsed by City Council concurrent with the adoption of an implementing Zoning By-law for the development application. The endorsed Precinct Plan will guide future development on adjacent lands within the Precinct, or inform applications for Site Plan Approval for development located within the Precinct."
8. Policy 11.18 will be amended to read:
"Uses and their associated existing gross density that are legally existing as of the date of adoption of this Plan will be permitted, provided:
- 11.18.1 Any renovation, addition or expansion of the use does not exceed 10 per cent of the gross floor area existing on the date of adoption of this plan; or
 - 11.18.2 Any renovation, addition or expansion of the use that exceeds 10 per cent of the gross floor area existing on the date of adoption of this plan will require the submission of an Interim Development Strategy as part of a complete application for any proposal requiring a Zoning By-law Amendment or Site Plan Approval application for the interim use.

Attachment 2: Secondary Plan Maps Recommended to be Amended



Sherway Area Secondary Plan
MAP 43 - 2 Structure Plan

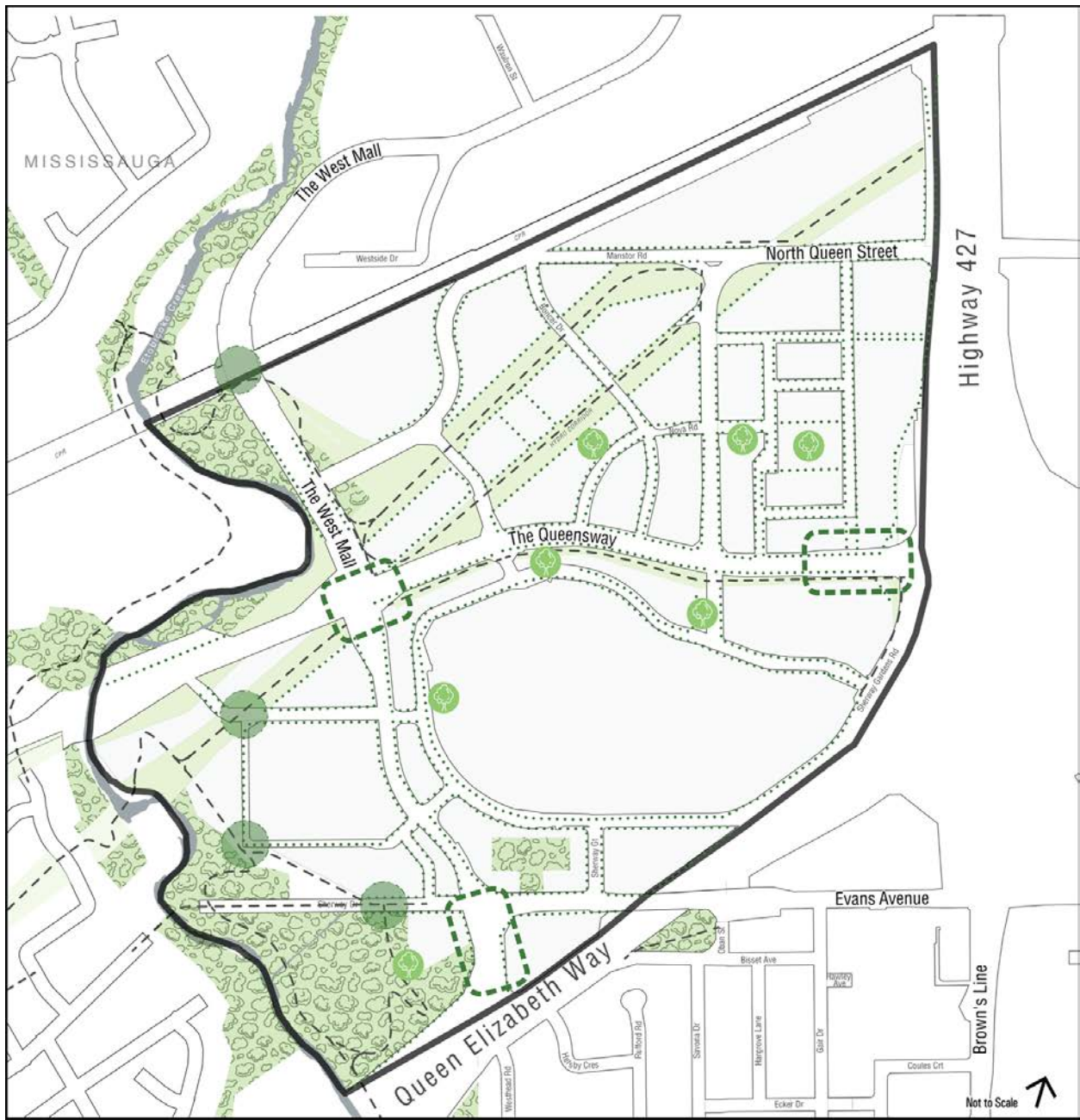
- Sherway Area Secondary Plan Boundary
- Mid-block Pedestrian Connection
- New Street: Fixed Location
- New Street: Flexible Location
- T Potential TTC Transit Hub
- P New Park - Preferred Location
- Trail
- Landscaped Points of Entry
- Utility Corridor
- Existing Parks and Open Spaces



Sherway Area Secondary Plan

MAP 43 - 3 Streets and Block Plan

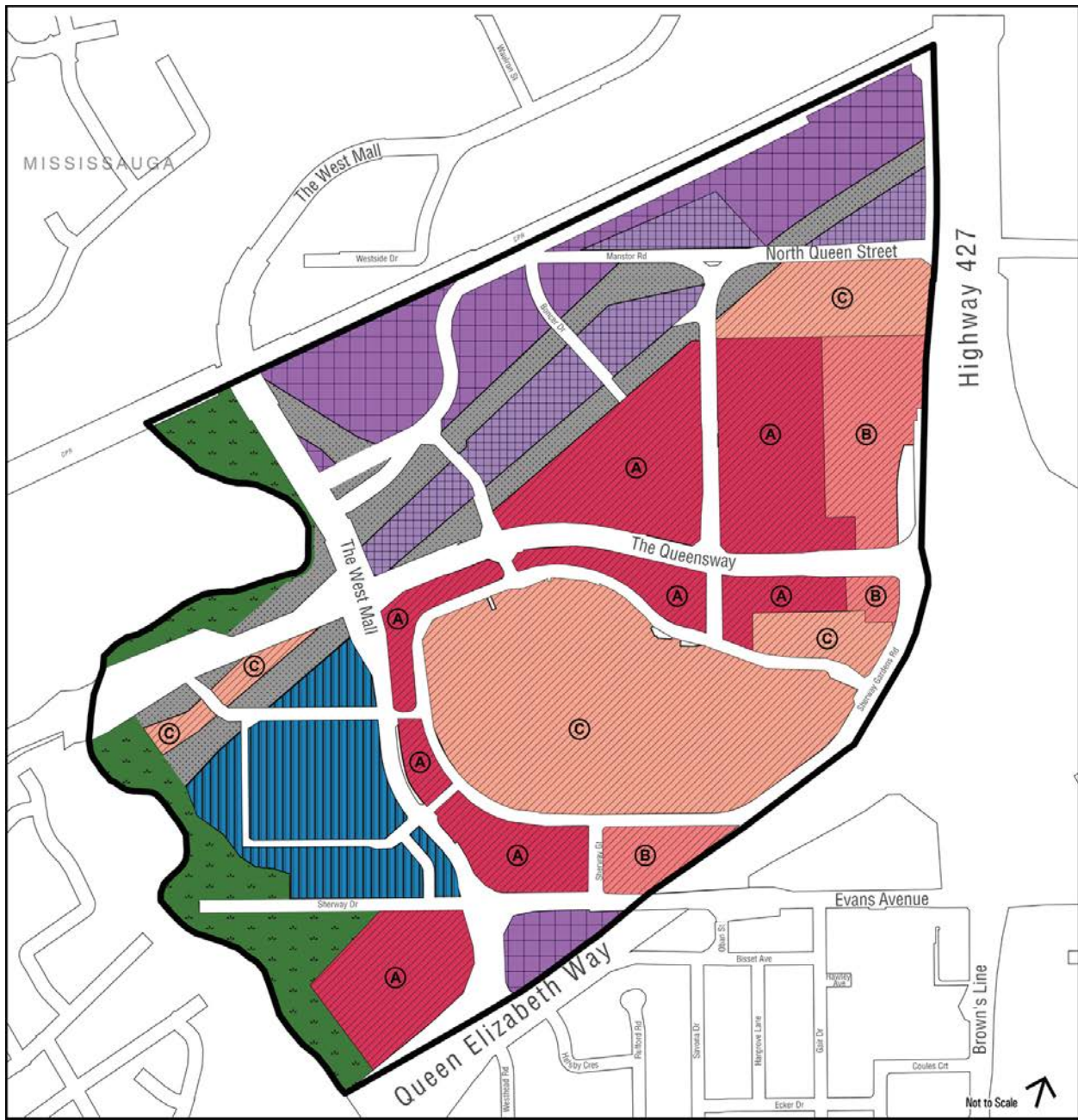
- Sherway Area Secondary Plan Boundary
- New Street: Fixed Location
- New Street: Flexible Location
- Main Street
- Private Street - to become Public (Flexible Location)



Sherway Area Secondary Plan

MAP 43 - 4 Greening Strategy

- | | | |
|--------------------------------------|-----------------------------------|----------------------------|
| Sherway Area Secondary Plan Boundary | Streetscaping/Tree Planting | Landscaped Points of Entry |
| Existing Parks and Open Spaces | Potential Ravine/Trail Connection | Utility Corridor |
| New Park - Preferred Location | Trail | |







Sherway Area Secondary Plan

MAP 43 - 5 Land Use Plan

— Sherway Area Secondary Plan Boundary

-  Mixed Use Areas A - Residential
-  Mixed Use Areas B - Office Commercial
-  Mixed Use Areas C - Retail
-  Natural Areas

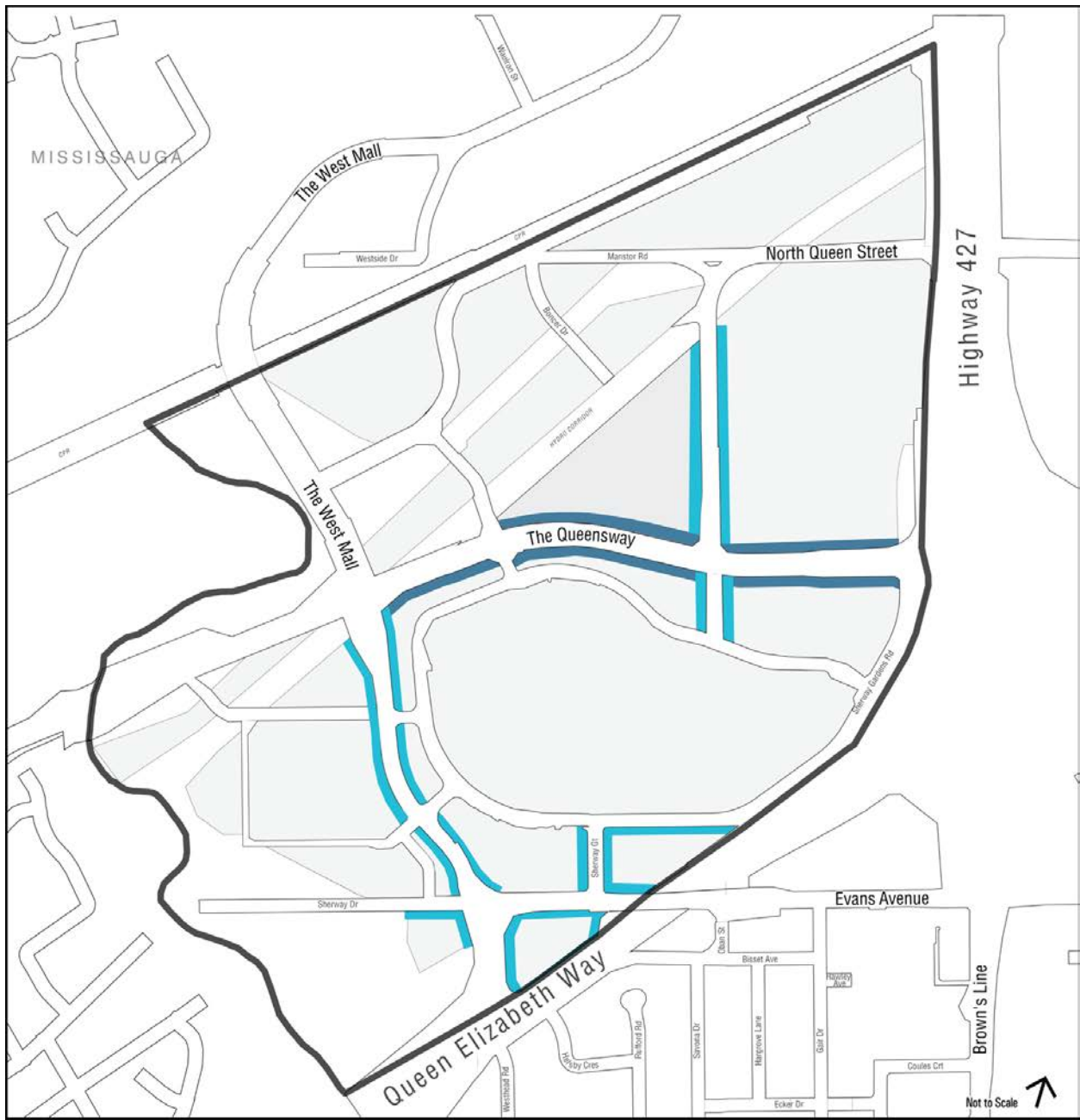
-  Institutional Areas
-  Core Employment Areas
-  General Employment Areas
-  Utility Corridors



Sherway Area Secondary Plan



MAP 43 - 6 Building Setback Plan

- Sherway Area Secondary Plan Boundary
- 5.0m Setback
- 14m: Ministry of Transportation of Ontario Setback
- Setback From Top of Bank as Required
- Enbridge Easement Location: Min. 3.0m Setback from South Limit of Easement
- 30m: CP Rail Corridor Setback
- Preferred Park Location - 5.0m Setback Required from Park



Sherway Area Secondary Plan

MAP 43 - 7 Streetwall Height Plan

-  Sherway Area Secondary Plan Boundary
-  3 - 6 Storey Streetwall
-  5 - 7 Storey Streetwall