

## **5415-5481, 5485 & 5487 Dundas Street West and 15 & 25 Shorncliffe Road – Zoning By-law Amendment Application – Preliminary Report**

Date: April 29, 2019

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 03 - Etobicoke-Lakeshore

**Planning Application Number:** 18 272108 WET 03 OZ

**Notice of Incomplete Application Issued:** January 28, 2019

**Current Use(s) on Site:** The site is currently occupied by a range of uses including light industrial uses along the southwest edge of the site and a number of eating establishments, retail and commercial uses along the Dundas Street West frontage. There is an existing 26.10 m wide TTC reserve and a 9.14 m sewer easement that runs along the south property line.

### **SUMMARY**

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This report provides information and identifies a preliminary set of issues regarding the application to amend the Zoning By-law for the properties at 5415-5481, 5485 & 5487 Dundas Street West and 15 & 25 Shorncliffe Road to permit an eight tower mixed-use development containing over 16,000 m<sup>2</sup> of office and retail space and 2,864 residential units. The towers would range in height from 25 to 43 storeys. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

The applicant has been advised a Draft Plan of Subdivision application is required to be submitted in order to create, convey and secure the proposed public road network and a public park, as well as to secure other appropriate servicing and municipal infrastructure. To date, the applicant has not submitted a Draft Plan of Subdivision application.

### **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 5415-5481, 5485 & 5487 Dundas Street West and 15 & 25 Shorncliffe Road together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

## **FINANCIAL IMPACT**

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The recommendations in this report have no financial impact.

## **DECISION HISTORY**

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At its meeting on November 29 to December 1, 2011, City Council adopted a report from City Planning recommending approval of development applications on two adjacent sites: Dunshorn Holdings Inc. at 5415, 5421-5429, 5435, 5475 and 5481 Dundas Street West and 15 and 25 Shorncliffe Road; and Alder Place at 5485 and 5487 Dundas Street West. The approval was for a mixed-use development consisting of 8 tall buildings, a new 0.4 hectare public park and a new publicly-accessible private road network. Section 37 benefits were secured, including a total of \$1,500,000 for above base park improvements at a new on-site public park or improvements at Cloverdale Park.

City Council's decision can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.EY11.5>

At its meeting on July 12-15, 2016, City Council enacted Site Specific Zoning By-law No. 769-2016 to permit a mixed use development at 5415-5481 Dundas Street West and 15 and 25 Shorncliffe Road having a total gross floor area of 182,500 m<sup>2</sup>, including a combined minimum of 8,355 m<sup>2</sup> of non-residential gross floor area. The Zoning By-law permits 7 tall buildings with heights ranging from 20 storeys (63 m) to 30 storeys (93 m), a new public park (approximately 3,680 m<sup>2</sup>), and publically-accessible private roads. Holding provisions were applied to the site, to prevent any development prior to ensuring that all water mains and sanitary sewers, including off-site improvements, are installed and operational, a private road is constructed to minimum standards, as necessary for phased development, and a public access easement is registered on title.

Also its meeting on July 12-15, 2016, City Council enacted Site Specific Zoning By-law No. 1100-2016 to permit a mixed use development at 5485 and 5487 Dundas Street West having a total gross floor area of 33,488 m<sup>2</sup> in total, including a minimum of 1,380 m<sup>2</sup> of non-residential gross floor area. The Zoning By-law permits a 27-storey building (81 m), with two-level base building having maximum heights of 8 storeys (27 m) along the Dundas Street West frontage and 4 storeys (15 m) along the new private road.

Shortly after the two Zoning By-laws were enacted, the two sites were purchased by the same owner that has submitted the current application. In November 2018, a Notice of Approval Conditions were issued for the Phase 1 Site Plan Control application.

## **ISSUE BACKGROUND**

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### **Application Description**

This application proposes to amend the Former of Etobicoke Zoning Code and Site Specific Zoning By-law Nos. 769-2016 and 1100-2016, for the property at 5415-5481, 5485 & 5487 Dundas Street West and 15 & 25 Shorncliffe Road to develop a four building, eight tower mixed-use development with commercial and office uses at-grade and in the base building levels, and residential above. The application is also proposing a 3,908 m<sup>2</sup> public park fronting Dundas Street West, an L-shaped public road that would be accessible from both Shorncliffe Road and Dundas Street West and a private road running east from the proposed public road that would terminate at the eastern property line. It is anticipated this private road would connect through to the adjacent development in the future.

As proposed, the application consists of three buildings and 6 tower components located along the south of the site (Buildings 2, 3 and 4) and one building with 2 tower components (Building 6) at the northwest corner of the site. Buildings 2, 3 and 4 would have a 6-storey base building that would stepback above the fourth storey, and tower components that would range in height from 30 to 39 storeys, resulting in overall heights ranging between 34 to 43 storeys (104.9 - 132.2 m in height, excluding the mechanical equipment). The proposed building at the corner of Shorncliffe Road and Dundas Street West would have an 8-storey base building that would stepback above the third storey, and would consist of both a 17 and 19-storey tower component, resulting in overall heights of 25 and 27-storeys (80.2 and 86.1 m in height, excluding mechanical equipment). The tower floor plates would be a maximum of 750 m<sup>2</sup>, with tower separation distances ranging between 25.2 m to 38.1 m. Buildings 2, 3 and 4 would be setback approximately 33.02 m from the south property line, which is adjacent to the Canadian Pacific Railway corridor.

The application is proposing a total gross floor area of 237,588 m<sup>2</sup> of which 5,010 m<sup>2</sup> would be for retail use and 11,030 m<sup>2</sup> would be for office use. A total of 2,864 residential units are proposed, of which only 0.24% would be 3-bedroom or larger units. Approximately 5,728 m<sup>2</sup> of indoor amenity space (2 m<sup>2</sup> per unit) and 3,255 m<sup>2</sup> of outdoor amenity space (1.1 m<sup>2</sup> per unit) is proposed within the base building levels of the buildings.

Vehicular access to the development would be provided from both Dundas Street West and Shorncliffe Road by way of a new two-way L-shaped public road. Five levels of underground parking are proposed containing 3,487 vehicular parking spaces. A total of 2,911 parking spaces are proposed for residents, 256 spaces for residential visitors, 100 spaces for retail uses and 220 for office uses. In addition, 3,389 bicycle parking spaces would be provided within the underground garage and first storey. A total of 5

Type 'G' loading spaces would be provided, one space in each of Buildings 2, 3 and 4 and 2 spaces in Building 6.

A chart comparing the proposal with the existing approvals is provided in Attachment 7.

Detailed project information is found on the City's Application Information Centre at: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>

### **Provincial Policy Statement and Provincial Plans**

Land use planning in the Province of Ontario is a policy led system. Any decision of City Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, includes the Growth Plan for the Greater Golden Horseshoe (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

### **Toronto Official Plan Policies and Planning Studies**

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location and built form compatibility of different land uses, and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act* of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The application is located on lands within a *Centre* and designated *Mixed Use Areas* as shown on Land Use Map 15 of the Official Plan.

The subject site is also designated *Mixed Use Area A* as shown on Land Use Map 12- 5 of the Etobicoke Centre Secondary Plan and is subject to the policies of the Etobicoke Centre Secondary Plan.

### **Zoning By-laws**

The site is zoned Etobicoke Centre 2 (EC2) in the former City of Etobicoke Zoning Code which permits the proposed mix of uses and residential apartment buildings.

The site is subject to two Site-Specific Zoning By-laws, being Nos. 769-2016 and 1100-2016. Site-Specific Zoning By-law No. 1100-2016 permits a total gross floor area of 33,488 m<sup>2</sup>, a minimum of 1,380 m<sup>2</sup> of non-residential gross floor area on the ground floor of the building and a maximum building height of 81 m.

Site-Specific Zoning By-law No. 769-2016 permits a total gross floor area of 182,500 m<sup>2</sup> including a minimum of 8,355 m<sup>2</sup> of non-residential gross floor area. The Zoning By-law permits 7 tall buildings with maximum building heights ranging from 63 m to 93 m, a 3,680 m<sup>2</sup> public park and publically-accessible private roads. There are holding provisions in the By-law to ensure that all water mains and sanitary sewers, including off-site improvements, necessary to service the development are installed and operational.

The site is not subject to City of Toronto Zoning By-law No. 569-2013, which excludes all lands within the Etobicoke Centre Secondary Plan area.

## **Design Guidelines**

The following design guideline(s) will be used in the evaluation of this application:

- Tall Building Urban Design Guidelines;
- Etobicoke Centre Urban Design Guidelines;
- Etobicoke Centre Public Space and Streetscape Plan;
- Metrolinx Adjacent Development Guidelines;
- Growing Up: Planning for Children in New Vertical Communities;
- Bird Friendly Development Guidelines; and
- Percent for Public Art.

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

## **Site Plan Control**

A Site Plan Control application has been submitted for the Phase 2 lands only and is currently under review by staff. Staff have advised the applicant that the Phase 2 Site Plan Control application cannot be finalized until a Draft Plan of Subdivision application is submitted and approved to create, convey and secure the proposed public road network and the public park.

## **COMMENTS**

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### **Reasons for the Application**

An application to amend the former City of Etobicoke Zoning Code and Site Specific Zoning By-law Nos. 769-2016 and 1106-2016 is required to permit the proposed building heights and density, as well as establish appropriate zoning standards to facilitate the revised proposal. It is anticipated the current holding provisions would be removed upon the completion of the review of the required Plan of Subdivision application.

## ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

### Approval Process

A Draft Plan of Subdivision application is required to create, convey and secure the new public road network and the new public park, as well as to secure other appropriate servicing and municipal infrastructure.

### Provincial Policies and Plans Consistency/Conformity

The application will be evaluated against the *Planning Act* and applicable Provincial Plans to establish the application's consistency with the PPS and conformity with the Growth Plan.

Section 2 of the *Planning Act* sets out matters of provincial interest that City Council shall have regard to in making any decision under the *Planning Act*. Relevant matters of provincial interest are: (j) the adequate provision of a full range of housing, including affordable housing; (p) the appropriate location of growth and development; (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and (r) the promotion of built form that is well designed, encourages a sense of place and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

The Provincial Policy Statement (PPS) contains policies related to managing and directing development. It requires that sufficient lands be made available for intensification and redevelopment, that planning authorities identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account, among other things, the existing building stocks or areas. While the PPS encourages intensification and efficient development, it recognizes that local context is important and that well-designed built form contributes to overall long-term economic prosperity. The PPS indicates that the Official Plan is the most important vehicle for implementing the PPS and planning authorities shall identify appropriate locations for intensification and redevelopment. Policy 4.8 states that zoning and development permit by-laws are important for implementation of the PPS and that planning authorities shall keep their zoning and development permit by-laws up-to-date with their Official Plan and the PPS.

The Growth Plan for the Greater Golden Horseshoe emphasizes the importance of complete communities where a range of housing options are to be provided, and that new development should provide high quality compact built form and an attractive and vibrant public realm. The Growth Plan provides municipalities the authority to define the location and nature of growth that will occur in intensification areas in a flexible manner suitable to the local context, while still meeting the overriding objectives of the Growth Plan.

The application will be evaluated against the policies and objectives of the *Planning Act*, Provincial Policy Statement and Growth Plan, especially in regards to the promotion of well-designed built form, housing options, the conservation of features of significant archaeological interest and whether the proposal complies with the municipal direction for growth.

### **Official Plan Conformity**

The property is designated *Mixed Use Areas* in the City of Toronto Official Plan. The *Mixed Use Areas* designation provides for a broad range of commercial, residential and institutional uses, in single-use or mixed-use buildings, as well as parks and open spaces and utilities. The policies of this land use designation includes development criteria which direct, in part, that new development:

- Create a balance of high quality commercial, residential, institutional and open space uses that reduce automobile dependency and meet the needs of the local community;
- Locate and mass new buildings to provide a transition between areas of different development intensity and scale by providing appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*;
- Locate and mass new buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods*;
- Locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces; and
- Provide an attractive, comfortable and safe pedestrian environment.

The Etobicoke Centre Secondary Plan designates the subject site as *Mixed Use Area A*. Lands within this designation are to consist of a broad range of commercial, residential and institutional uses in single use or mixed-use buildings, which have access to schools, parks, community centres, libraries and childcare.

The proposal will be reviewed for its conformity with the policies of both the Official Plan and the Etobicoke Centre Secondary Plan.

### **Built Form, Planned and Built Context**

The suitability of the proposed height, density, massing and other built form issues will be assessed based on Section 2 (q) and (r) of the *Planning Act*, Section 2.2.1.4(e) of the Growth Plan (2017), the City's Official Plan, the Etobicoke Centre Secondary Plan and Council adopted Urban Design Guidelines. An evaluation will be made to determine whether the proposal fits within its planned and built context and whether sufficient building setbacks are provided from both adjacent buildings and property lines. Staff will also be evaluating:

- Whether the location and organization of the buildings relative to the streets and open space are appropriate;
- Appropriateness of the proposed base buildings height, massing, setbacks and stepbacks;
- Potential for a Privately Owned Publically-Accessible Open Space, in addition to the proposed new public park;
- The provision of an appropriate mix of dwelling units and adequate amenity space;
- The mix of uses, in particular the proportion of non-residential uses, given the site's proximity to the Kipling subway and GO stations;
- The potential wind impacts of the development and any appropriate mitigation measures; and
- Public art for the development and the applicant's participation in the Percent for Public Art Program and its Guidelines.

### **Tree Preservation**

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The applicant is proposing to remove a total of 18 protected private trees.

Urban Forestry staff have advised that a detailed Landscape/Planting Plans and Details is required for review. Urban Forestry staff are not in a position to support the proposed Zoning By-law Amendment application at this time until all required materials have been submitted and reviewed.

### **Rail Corridor**

The subject site is adjacent to the Canadian Pacific Railway (CP Rail) immediately to the south of the site. The proposed setback from the corridor, as well as other safety mitigation features, has been reviewed against the City's Guidelines for Development Close to Rail Corridors and Yards, Metrolinx Adjacent Development Guidelines and the provincial standards.

CP Rail staff have reviewed the application and have the following comments:

- A crash wall must be designed to mitigate against railway impacts;
- An update to the Environmental Noise Assessment Report prepared by RWDI dated December 18, 2018 must be submitted; and



- A 1.83 m high chain-link fence must be constructed and maintained along the south property line.

The TTC has also reviewed the application as the subject site is adjacent to a 30 m TTC easement to the south. The existing TTC easement secures land for a potential future rail extension.

### **Community Services and Facilities**

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc. 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 a City that is healthy, safe, liveable and accessible. 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.

The Etobicoke Centre Secondary Plan policies speak to meeting the needs of a growing and dynamic population. A highly functioning and liveable community must provide a wide array of services and facilities to meet the needs of existing and future residents. Integration in the planning for social services, parks, recreation, schools, housing and transportation is key to the creation of a liveable community. The impact of the proposed development and local development activity on the community services and facilities, including an assessment of the existing capacity to support the proposed future population, will be evaluated through the application review process. The applicant submitted a Community Services and Facilities Study which is currently being reviewed.

### **Section 37 Community Benefits**

The Official Plan provides for the use of Section 37 of the *Planning Act* to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title where a project meets the minimum size threshold of 10,000 m<sup>2</sup>. This proposal meets this threshold. Should the application be recommended for approval, Section 37 contributions could be secured towards specific community benefits within the vicinity of the proposal.

## **Infrastructure/Servicing Capacity**

The application will be reviewed to determine if there is sufficient infrastructure capacity (road, transit, water, sewage, hydro, etc.) to accommodate the proposed development.

The applicant has submitted a Functional Servicing and Stormwater Management Report prepared by The Municipal Infrastructure Group Ltd, dated December 2018 and a Hydrogeological Report prepared by Terraprobe Consultants dated June 1, 2016. The purpose of these reports is to evaluate the effects of the proposed development on the City's municipal servicing infrastructure and watercourses and identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure, necessary to provide for the adequate servicing of the proposed development. The reports are currently under review by Engineering and Construction Services staff.

Engineering and Construction Services staff have advised that a Draft Plan of Subdivision application is required and must be submitted for review. This application is required to create, convey and secure the new public road network and the new public park, as well as to secure appropriate servicing and municipal infrastructure.

## **Traffic Impact, Access and Parking**

The applicant has also submitted a Traffic Impact Study prepared by WSP dated December 2018, the purpose of which is to evaluate the effects of the development on the transportation system, and also to identify any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development. This assessment is currently under review by Transportation Services and Transportation Planning staff.

Staff are also reviewing the appropriateness of the proposed vehicular and bicycle parking supply and the suitability, adequacy and location of the proposed loading spaces. The design and location of the proposed public and private roads, driveways and vehicle access locations are also being reviewed.

## **Toronto Green Standard**

City 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 Amendment, 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.

The application and submitted TGS Checklist is being reviewed for compliance with the Tier 1 performance measures.

## **Other Matters**

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

## **CONTACT**

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## **SIGNATURE**

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Neil Cresswell, MCIP, RPP  
Director of Community Planning  
Etobicoke York District

## **ATTACHMENTS**

### **City of Toronto Drawings**

Attachment 1: Location Map

Attachment 2: Official Plan Map

Attachment 3: Zoning Map

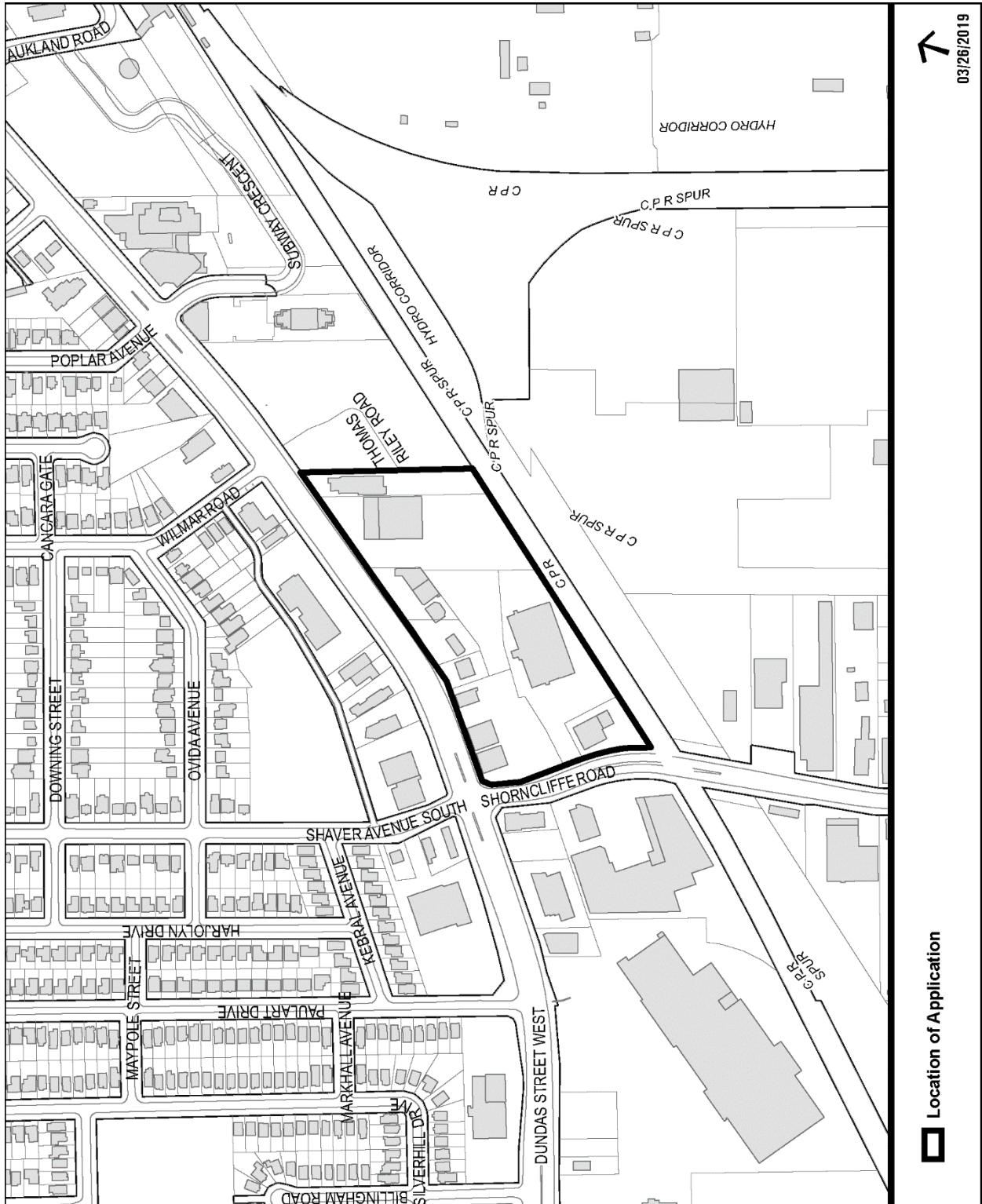
Attachment 4: Site Plan

Attachment 5: South 3-D Massing Elevation

Attachment 6: North 3-D Massing Elevation

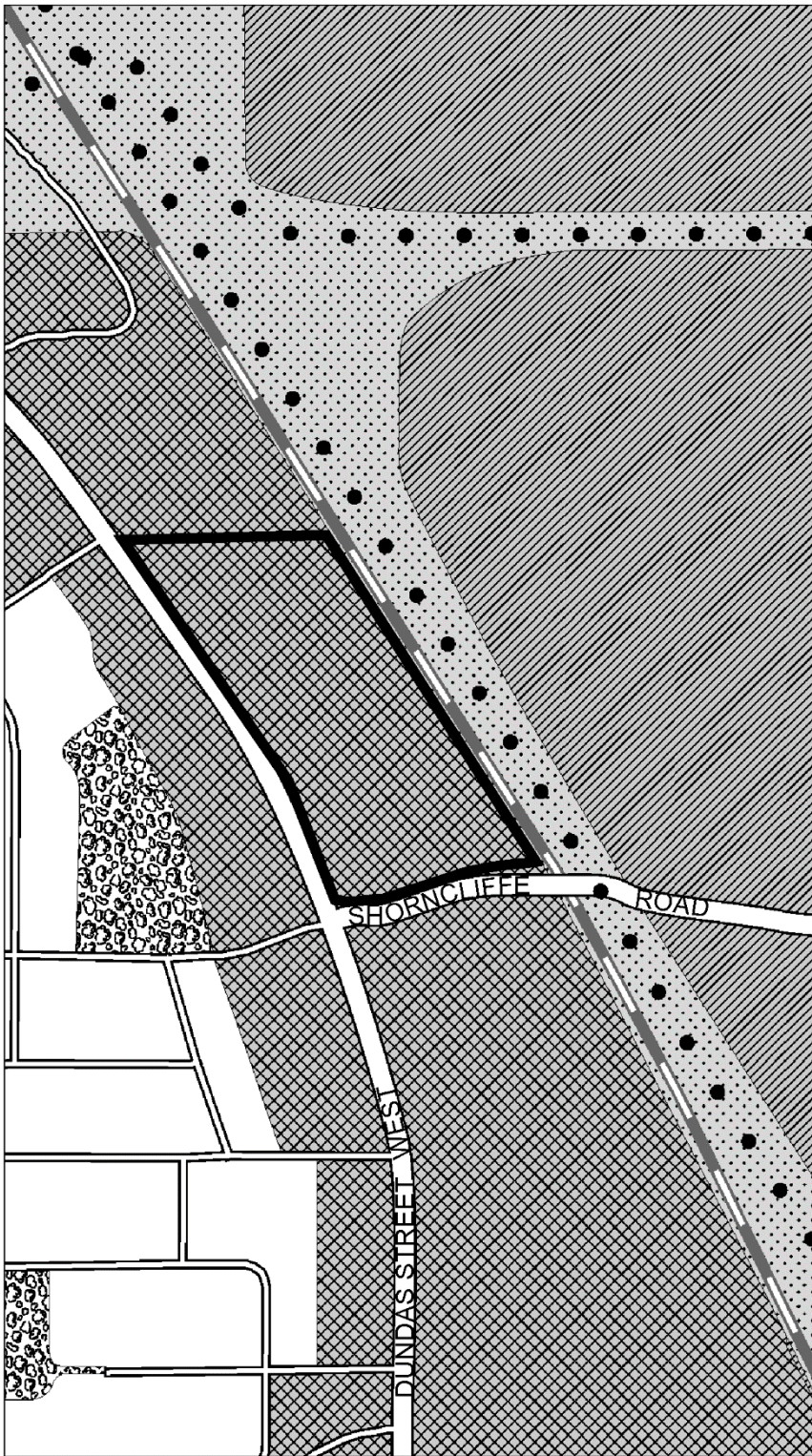
Attachment 7: Comparison Chart of Proposal and Existing Approvals

Attachment 1: Location Map





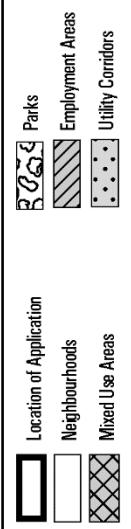
Attachment 2: Official Plan Map



**Toronto**  
Official Plan Land Use Map #15

5415-5481, 5485 and 5487 Dundas Street West and  
15 and 25 Shorncliffe Road

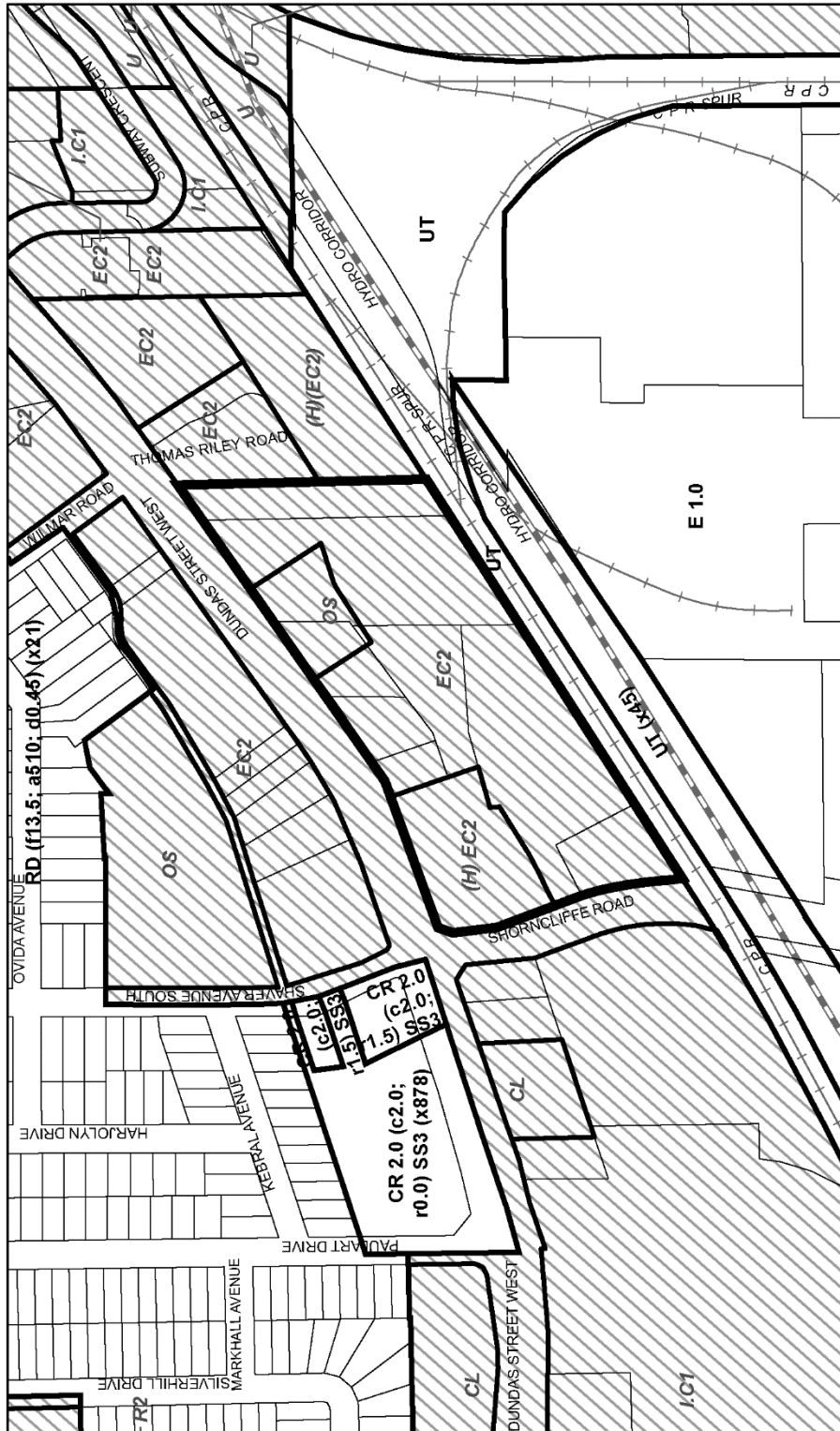
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Not to Scale  
03/26/2019



Attachment 3: Zoning Map

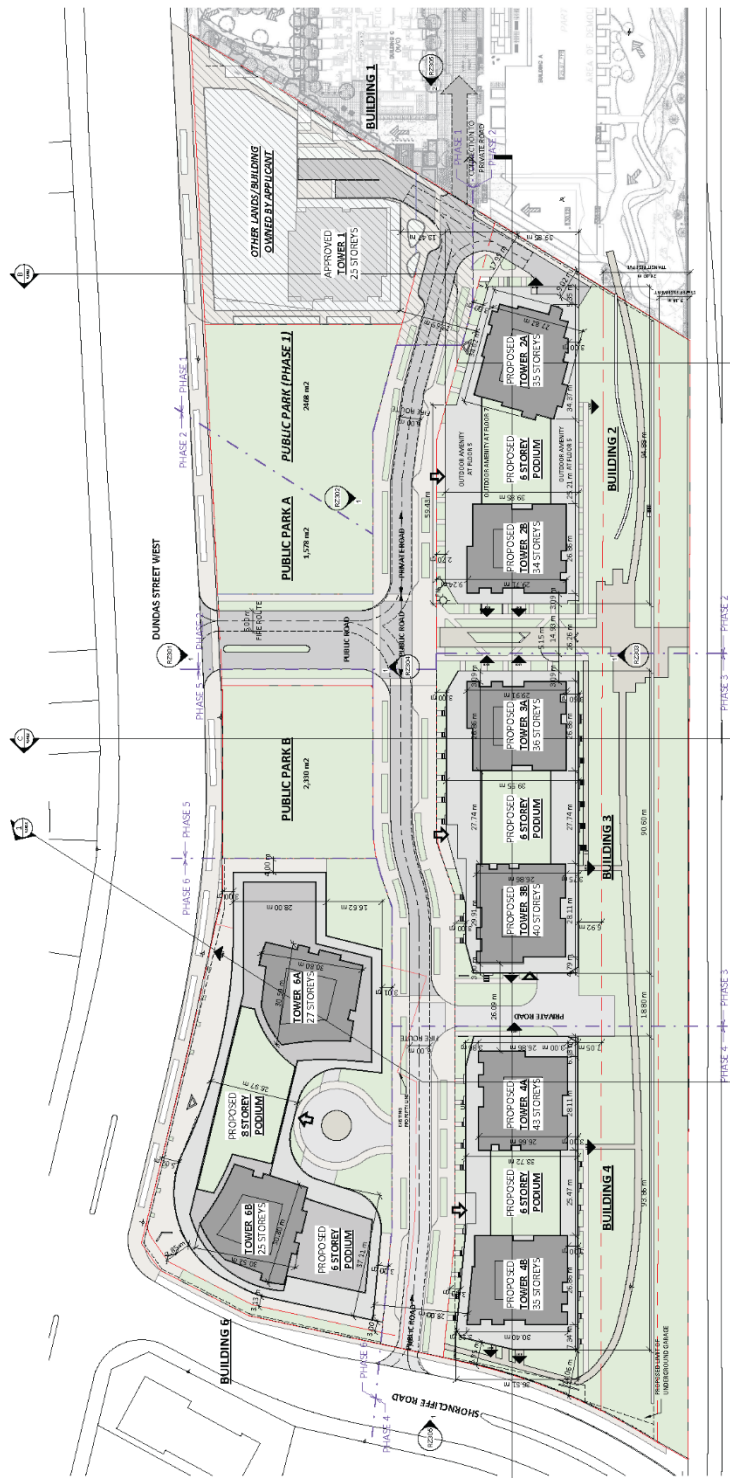


**Toronto**  
**Zoning By-law 569-2013**  
**5415-5481, 5485 and 5487 Dundas Street West and 15 and 25 Shorncliffe Road**  
 File # 18 272108 WET 03 02

- See Former City of Etobicoke By-Law No. 11,737
- Location of Application
  - Residential Detached
  - Commercial Residential
  - Employment Industrial
  - Utility and Transportation
  - Second Density Residential Zone
  - Public Open Space Zone
  - Class 1 Industrial Zone
  - Limited Commercial Zone
  - Etobicoke Centre 2
  - Utilities Zone

Not to Scale  
 Extracted: 03/26/2019

Attachment 4: Site Plan



5415-5481, 5485 and 5487 Dundas Street West and  
15 and 25 Shornciffe Road

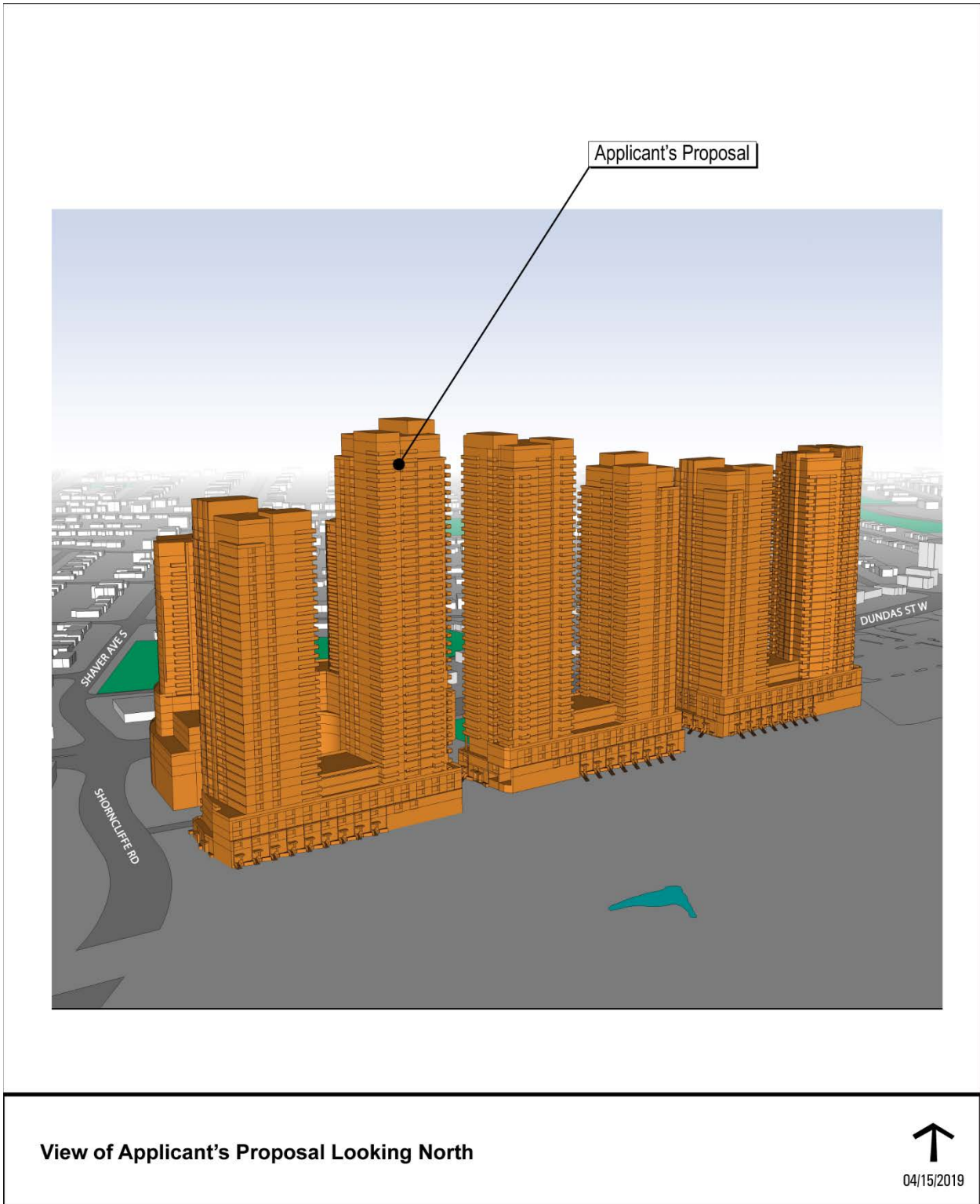
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**Site Plan**  
Applicant's Submitted Drawing

Not to Scale  
26/03/2019

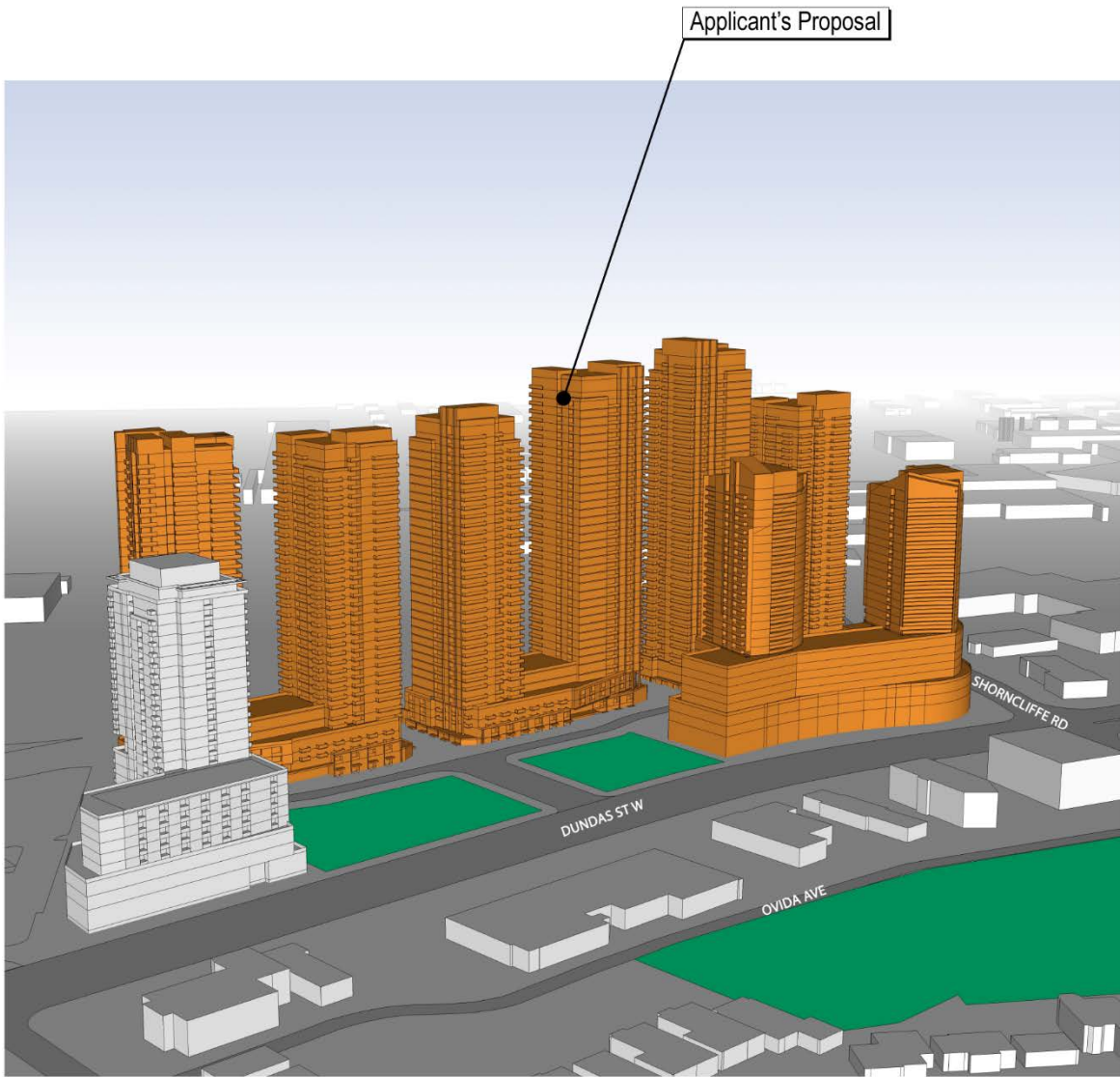


Attachment 5: South 3-D Massing Elevation





Attachment 6: North 3-D Massing Elevation



View of Applicant's Proposal Looking South



04/15/2019

Attachment 7: Comparison Chart of Proposal and Existing Approvals

	Existing Approval 5415-5481 Dundas Street West and 15 & 25 Shorncliffe Road (Zoning By-law No. 769- 2016)	Existing Approval 5484 and 5487 Dundas Street West (Zoning By-law No. 1100-2016)	Current Proposal 5415-5481, 5485 & 5487 Dundas Street West and 15 & 25 Shorncliffe Road
No. of Buildings	5	1	4
No. of Towers	7	1	8
Base Building Heights	4 to 8 storeys/ 15 m to 28 m	8 storeys 15 m to 27 m	6 to 8 storeys 20.5 m to 28.25 m
Tower Heights	20 to 30 storeys/ 63 m to 93 m	27-storeys/ 81 m	25 to 43 storeys/ 80.2 m to 132.2 m
Tower Floor Plate Size	750 m <sup>2</sup>	750 m <sup>2</sup>	750 m <sup>2</sup>
Total Gross Floor Area	182,500 m <sup>2</sup>	33,488 m <sup>2</sup>	237,588 m <sup>2</sup>
Residential Gross Floor Area	174,145 m <sup>2</sup>	32,108 m <sup>2</sup>	221,548 m <sup>2</sup>
Non-Residential Gross Floor Area	8,355 m <sup>2</sup>	1,380 m <sup>2</sup>	16,040 m <sup>2</sup>
No. of Residential Units	1,957	354	2,864
Public Park Area	0.4 hectares		0.4 hectares