

## **379 - 381 Wilson Avenue - Zoning Amendment Application - Preliminary Report**

Date: September 18, 2020

To: North York Community Council

From: Acting Director, Community Planning, North York District

Wards: Ward 6 - York Centre

**Planning Application Number:** 20 150912 NNY 06 OZ

**Current Use on Site:** The site is an L-shaped, 0.42 hectare (1.03 acre) parcel. It was the former site of an LCBO retail store from 1963-2004 and the site has since been vacant.

### **SUMMARY**

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This report provides information and identifies a preliminary set of issues regarding the application located at 379-381 Wilson Avenue to amend the zoning by-law to permit a 13-storey residential care home. 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.

### **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 379-381 Wilson Avenue 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 City Planning Division confirms that there are no financial implications resulting from the recommendations included in the report in the current budget year or in future years.

## DECISION HISTORY

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On October 23, 2007, the Wilson Avenue Avenue Study was approved by City Council and brought forward new policies, regulations and implementation strategies to achieve, over time, the revitalization of Wilson Avenue. The goal of the study is to encourage a street-oriented, mixed use pattern of development that promotes transit and pedestrian use and streetscape improvements to Wilson Avenue.

The study resulted in an amendment to the City's Official Plan, an amendment to the former City of North York Zoning By-law, and an accompanying Wilson Avenue Streetscape Study Final Design Report.

As a result of the study, a determination was made that the currently required maximum 36 metre wide right-of-way for Wilson Avenue had significant implications for redevelopment potential. An Official Plan Amendment was required to recognize that for some segments of Wilson Avenue, a maximum 33 metre wide right-of-way was sufficient.

An amendment to the former City of North York Official Plan proposed a "Mixed Use" designation on specific properties at the intersections of Bathurst Street and Keele Street with Wilson Avenue to permit redevelopment of up to a maximum of 2.5 FSI and 10 storeys to recognize these significant intersections. For the remainder of the study area, the North York Official Plan designation is "Arterial Corridor Area" (ACA) which provides for mixed use development and development densities of 2.0 FSI subject to confirmation of infrastructure capacity, minimum lot frontage, urban design criteria and site plan control approval.

Amendments to the City of North York Zoning By-law No. 7625 were also required to: redefine uses; create building envelopes that are close to the Wilson Avenue right-of-way; establish maximum building heights of 3, 6, 8 and 10 storeys along the Avenue; establish development densities that are consistent with the Avenues vision; reduce parking requirements for residential uses; and, incorporate provisions to protect adjacent residential zones.

The Streetscape Study addressed more than four kilometres of public right-of-way within the study area, including the roadway and the sidewalks, boulevard and curbs on either side. It established streetscape and design elements that will enhance the visual quality of the street, pedestrian amenities and the liveability of neighbourhoods along Wilson Avenue. The implementation of the recommended streetscape and design elements will also establish Wilson Avenue as an important edge street to Parc Downsview Park and a principal route for access to the Park.

The Study was undertaken in three parts: a review of past studies; a block by block inventory of existing conditions and identification of potential solutions; and a block by block recommended streetscape condition, with an illustrated interim condition and a target condition.

A transportation analysis was completed by iTrans Consulting for the Wilson Avenue Study, which focused on modelling the operational impacts of increased development along Wilson Avenue to isolate key areas of impact. Where impacts were identified, the analysis recommends mitigation options within the existing right-of-way, including the introduction of traffic signals, changes to signal timing and the introduction of dedicated turn lanes at major intersections. The analysis also examined zoning scenarios that would represent development to 2.0 Floor Space Index (FSI) along Wilson Avenue, increasing to 2.5 FSI at the intersections of Keele Street, Ancaster Road and Bathurst Street.

City staff used this transportation analysis in part to assist in the evaluation of the existing and designated right-of-way width of Wilson Avenue between Keele Street and Bathurst Street to determine an appropriate width for Wilson Avenue. The city's goals for intensification, efficient traffic movements and urban design for main streets all impact the right-of-way width evaluation.

The vision for Wilson Avenue was completed after extensive study that included an Official Plan Amendment, a Zoning By-law Amendment, a Streetscape Study and a Transportation Analysis.

The Council decision and links to various reports can be viewed at the following link: <https://www.toronto.ca/legdocs/mmis/2007/cc/decisions/2007-10-22-cc13-dd.pdf>

## ISSUE BACKGROUND

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### Application Description

This application proposes to amend the zoning by-law for the property at 379-381 Wilson Avenue to permit a 13-storey (41.8 metres in height not including roof top mechanical) mixed use residential care home with 278 units. The units would be comprised of 34 memory care units, 34 assisted living units, 147 independent supportive living and 63 seniors apartments. The proposed unit mix size breaks down as follows:

Suite Type	Units	Percentage
Studio	66	24%
One Bedroom	142	51%
One Bedroom & Den	15	5%
Two Bedroom	55	20%
Total	278	

The proposed building would have a total gross floor area of 21,630.7 square metres (232,831 square feet) and would have a total Floor Space Index (FSI) of 5.78 (prior to a required right-of-way widening) and a total FSI of 5.97 (post widening) based on the definition in former City of North York Zoning By-law No. 7625.

The proposed building would be a U-shaped building with the highest height along the Highway 401 off-ramp. The proposed building would have a 1 metre setback and a 9-storey street wall along Wilson Avenue. The proposed building would then step back at each storey until 13th storey. The proposed building would be setback 7 metres from the Highway 401 off-ramp and would rise to 13 storeys along the east side of the site. Along Cadillac Avenue, the proposed building would be setback 4.18 metres and would also rise to 9-storeys before stepping back at each storey until the 13th storey. The west lot line is irregular resulting in setbacks that would range from 4.6 metres to 6.5 metres. See Attachments 1 and 2 of this report, for a three dimensional representation of the project in context.

Two levels of underground parking are proposed providing a total of 153 parking spaces including 28 visitor parking spaces. A total of 40 bicycle parking spaces are proposed with 20 short-term bicycle parking spaces at grade, and 20 long-term bicycle parking spaces in the first level of the underground garage for residents. The entrance to the underground parking will be accessible off of Wilson Avenue via the internal driveway and ramp located on the south-west corner of the subject site.

The proposed development is located adjacent to a Highway 401 off-ramp for which the Ministry of Transportation (MTO) is requiring a 7 metre setback for the future widening of this off-ramp. No access from the off-ramp is proposed. The primary vehicular access for residents and visitors is proposed on Wilson Avenue at the north-west corner of the subject lands. A second access is proposed on Cadillac Avenue, designed primarily to be used by waste management vehicles to service the building. A 2 metre wide pedestrian walkway is proposed along the eastern facade of the proposed building under a one storey colonnade. This pedestrian path would offer a weather-protected, continuous walkway which would connect Wilson Avenue to Cadillac Avenue, serving as a mid-block connection or a Privately-Owned Publicly-Accessible Open Space (POPS) for the broader community.

The proposed building would also include 1,7318.8 square metres (18,641 square feet) of indoor amenity space in the form of, but not limited to, an indoor pool, a golf simulator, dog station, library, salon, pub and bar, fitness room, etc. The proposal also includes 528.7 square metres (5,690.8 square feet) of outdoor amenity space in the form of at-grade patios and rooftop terraces for passive recreation purposes.

Detailed project information is found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 3, 4 and 6 for a location map, site plan and the application data sheet.

## **Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans**

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

### **The Provincial Policy Statement (2020)**

The Provincial Policy Statement (2020) (the "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. It includes policies on key issues that affect communities, such as:

- The efficient use and management of land and infrastructure;
- Ensuring the sufficient provision of housing to meet changing needs including affordable housing;
- Ensuring opportunities for job creation;
- Ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- Protecting people, property and community resources by directing development away from natural or human-made hazards.

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the Planning Act and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

## **Provincial Plans**

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

## **A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2020) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan (2020), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of employment areas, and others. The Growth Plan (2020) may be found here: <https://www.ontario.ca/document/place-grow-growth-plan-greater-golden-horseshoe>

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH

region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2020).

### **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 current application is located on lands shown as *Mixed Use Areas* on Map 16 of the Official Plan (see Attachment 5).

The Mixed Use Areas designation permits a broad range of commercial, residential and institutional uses, in single or mixed use buildings, as well as parks and open spaces. Mixed Use Areas will absorb most of the anticipated increase in retail, office and service employment in the coming decades and provide much of the new housing.

### **Zoning By-laws**

The subject site is zoned Avenues Mixed Use (AV-MU) Zone under the former City of North York Zoning By-law No. 7625. This zoning permits a variety of residential, commercial and institutional uses including apartment house dwellings, live work units, retail uses, service shops and a community centre. The maximum permitted height is 8 storeys and 24 metres and the maximum permitted density is 2 times the site area. The zoning also requires all buildings and structures to maintain a 45 degree angular plane from any lot line abutting an R – Residential zone.

This site is not subject to City-wide Zoning By-law No. 569-2013.

### **Design Guidelines**

The following design guidelines will be used in the evaluation of this application:

- Mid-Rise Buildings Performance Standards;
- Pet Friendly Design Guidelines and Best Practices for New Multi-Unit Buildings; and
- Bird Friendly Guidelines.

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**

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

## **COMMENTS**

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### **Reasons for the Application**

A Zoning By-law amendment is required as the application proposes to exceed the maximum building height and density permitted by the existing Zoning By-law. The application is also required to establish new development standards related, but not limited to: building setbacks, parking, and loading.

### **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:

### **Provincial Policies and Plans Consistency/Conformity**

Planning staff will continue to evaluate the application to determine its consistency with the PPS (2020) and conformity with A Place to Grow (2020).

Given the recognition in Provincial Policy of the importance of official plans and long term planning, conformity with the PPS and A Place to Grow will be informed by conformity with the City's Official Plan.

### **Official Plan Conformity**

Staff will continue to evaluate this planning application to determine its conformity with the Official Plan, including the application's conformity with the Avenues and Healthy Neighbourhoods policies in Chapter 2, the Built Form policies in Chapter 3 and the Mixed Use Areas policies in Chapter 4.

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

Staff are assessing the suitability of the proposed density, height, massing, site organization, building placement and setbacks, stepbacks and transition based on the City's Official Plan including Avenues: Reurbanizing Arterial Corridors Section 2.2.3, Healthy Neighbourhoods Section 2.3.1, Public Realm Section 3.1.1, Built Form Section 3.1.2, and Mixed Use Areas Section 4.5. Staff will also be assessing the proposal against the Mid-Rise Building Performance Standards and Addendum.

On a preliminary basis, issues of concern include:



- The proposed development and the amount of density proposed does not appropriately align with the Wilson Avenue Study and the existing and planned context;
- Demonstrating how the proposed building height and massing relate to the existing and/or planned context;
- The proposal's transition to the adjacent *Neighbourhoods* designated areas to the south and west;
- The lack of onsite parkland dedication, its location and size;
- The proposed location and size of the Privately-Owned, Publicly-Accessible Spaces (POPS);
- Incorporating retail uses along Wilson Avenue;
- Appropriateness of the proposed building setbacks; and
- Review of the proposed public and private landscaping.

The applicant has submitted a Sun/Shadow Study and a Pedestrian Level Wind Study in support of the application that are currently being reviewed by City staff.

### **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 has submitted a Tree Inventory and Preservation Plan which are currently under review by City staff.

The report concludes that there are a total of 30 trees on and within six metres of the subject property. The removal of 8 trees is required to accommodate the proposed development.

Staff will assess the appropriateness of the applicant's proposal and tree protection and replacement measures.

### **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 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.

A Community Services and Facilities study has been submitted with the application and is currently under review.

## **Section 37 Community Benefits**

The Official Plan authorizes the City to apply Section 37 of the Planning Act to pass by-laws to allow for increases in height and/or density that are 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 for projects that meet the development thresholds identified in the Official Plan.

Further discussion with the Ward Councillor, City staff, residents and the applicant will be required to determine the extent and nature of the Section 37 community benefits that the Applicant would be required to provide, should the proposal proceed to approval in some form.

## **Infrastructure/Servicing Capacity**

The applicant has submitted a Functional Servicing and Stormwater Management Report, a Geotechnical Report, and a Hydrogeological Investigation. These reports will allow City staff to review and evaluate the effects of the proposed development on the City's municipal servicing infrastructure. It will also identify and provide the rationale for whether the City requires the applicant to provide new infrastructure and/or upgrades to the existing infrastructure in order to accommodate the proposed development. These reports are currently under review by Engineering and Construction Services staff.

A Transportation Impact Study prepared by BA Group was also submitted by the applicant to evaluate the effects of the development on the transportation system, and to suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development. This report is currently under review by Transportation Services and Transportation Planning staff.

## **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.

Staff are reviewing the TGS checklist submitted by the applicant for compliance with the Tier 1 performance measures.

Additional information on the Toronto Green Standard may be found here:  
<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/>

## **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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Tel. No. (416) 395-7110  
E-mail: Perry.Korouyenis@toronto.ca

## **SIGNATURE**

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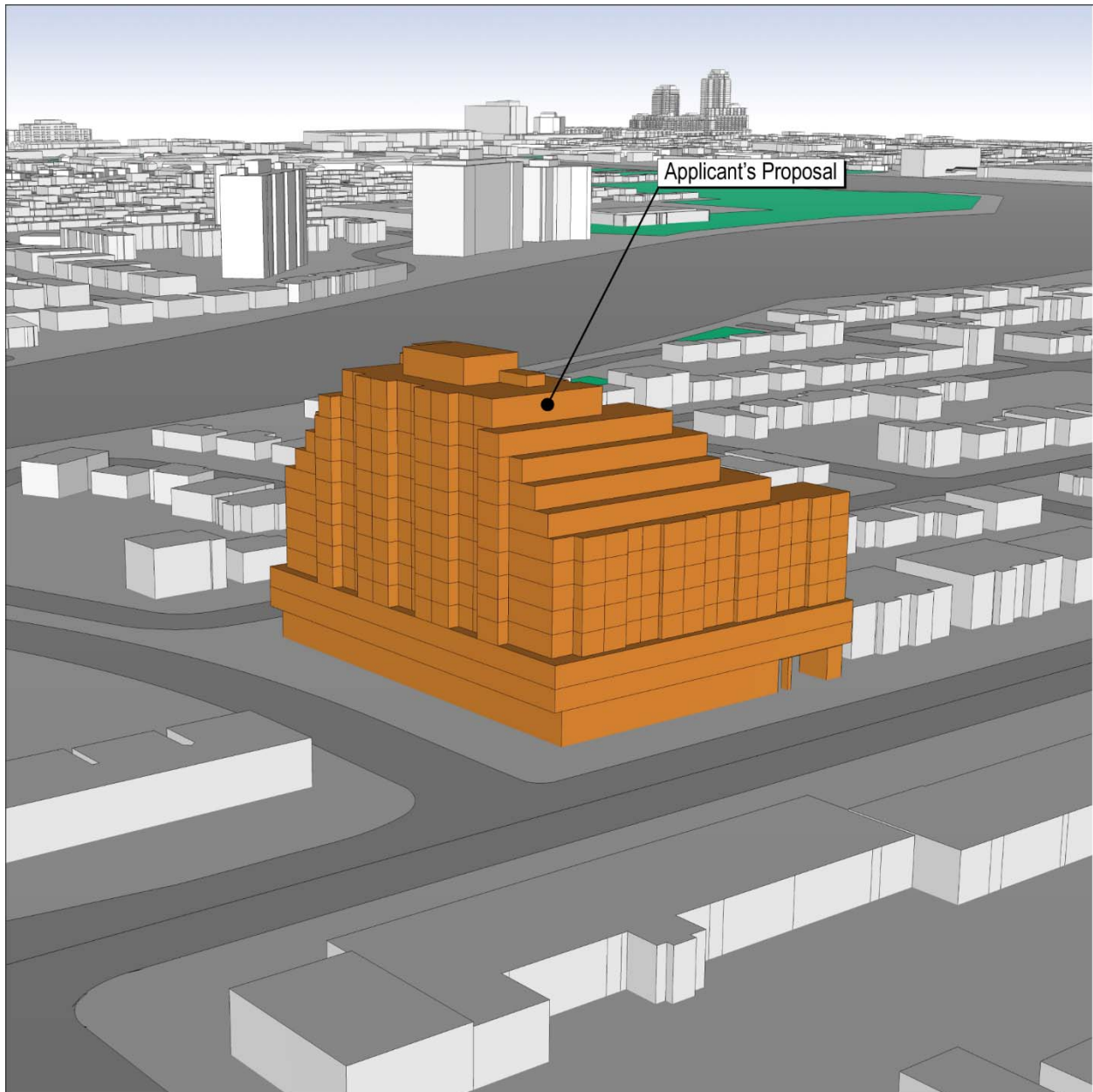
Al Rezoski, Acting Director  
Community Planning, North York District

## **ATTACHMENTS**

### **City of Toronto Drawings**

Attachment 1: 3D Model of Proposal in Context (South-West)  
Attachment 2: 3D Model of Proposal in Context (North-East)  
Attachment 3: Location Map  
Attachment 4: Site Plan  
Attachment 5: Official Plan Map  
Attachment 6: Application Data Sheet

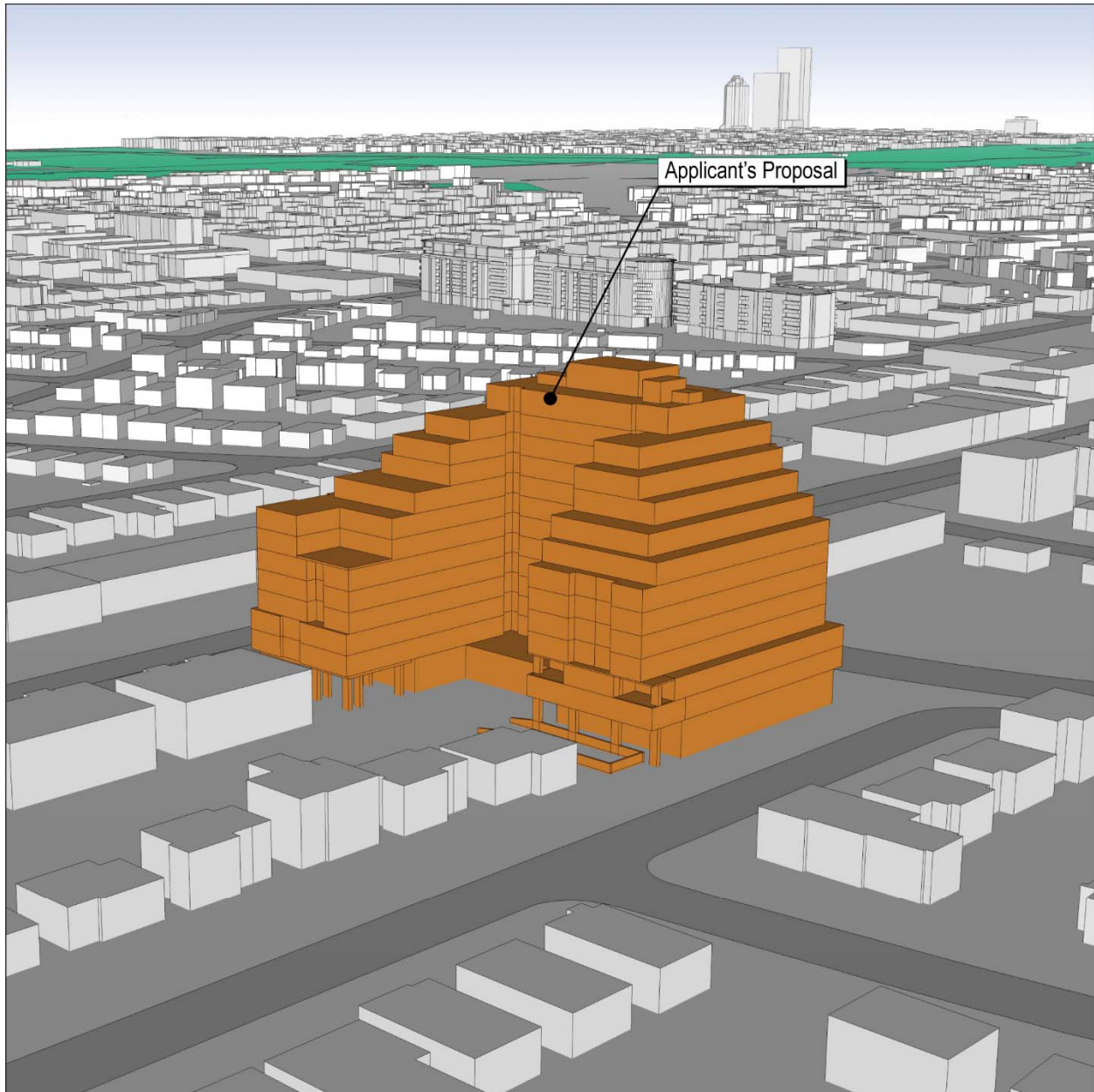
## Attachment 1: 3D Model of Proposal in Context (South-West)



**View of Applicant's Proposal Looking Southwest**

MO/DA/2019

## Attachment 2: 3D Model of Proposal in Context (North-East)

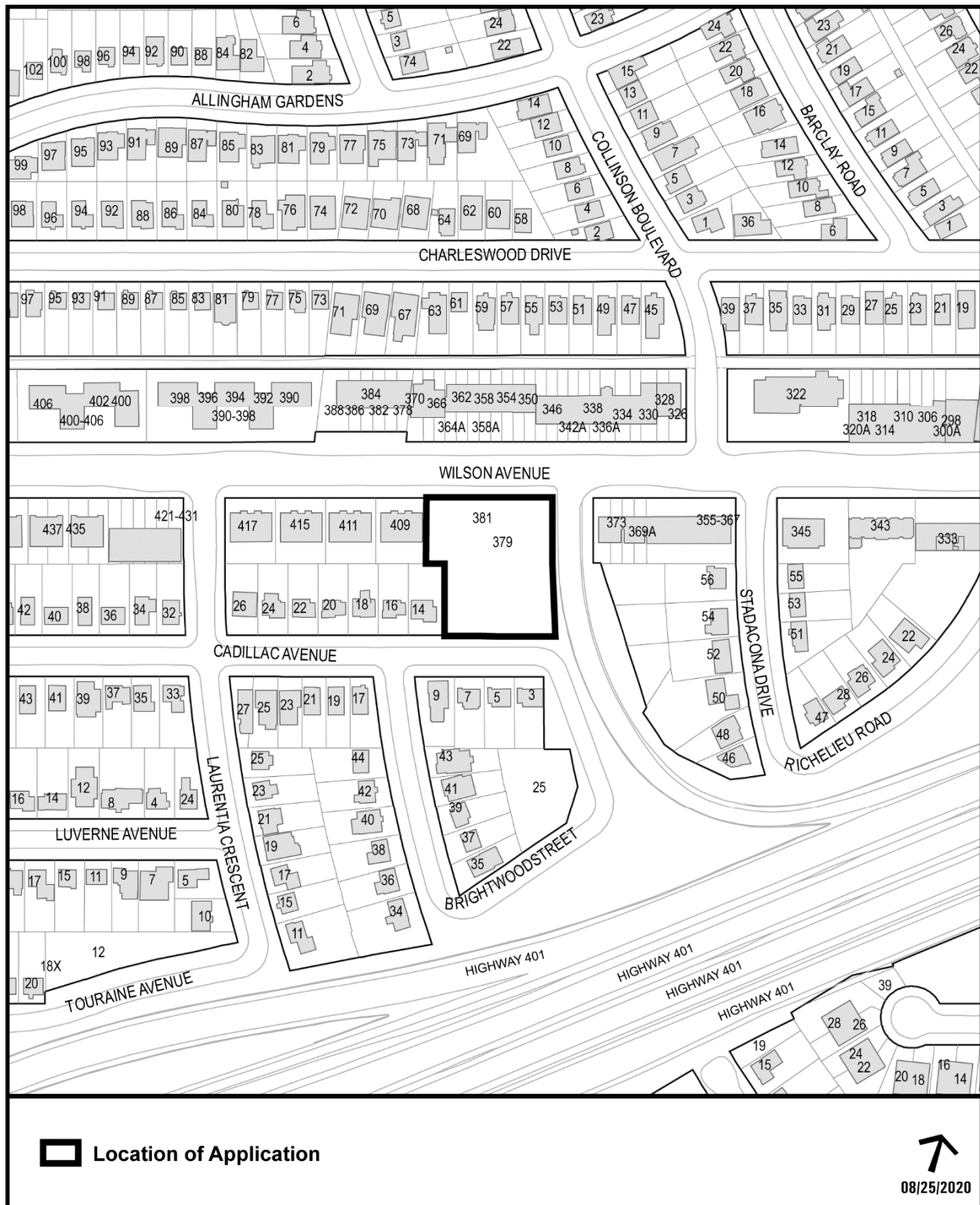


**View of Applicant's Proposal Looking Northeast**



MO/DA/2019

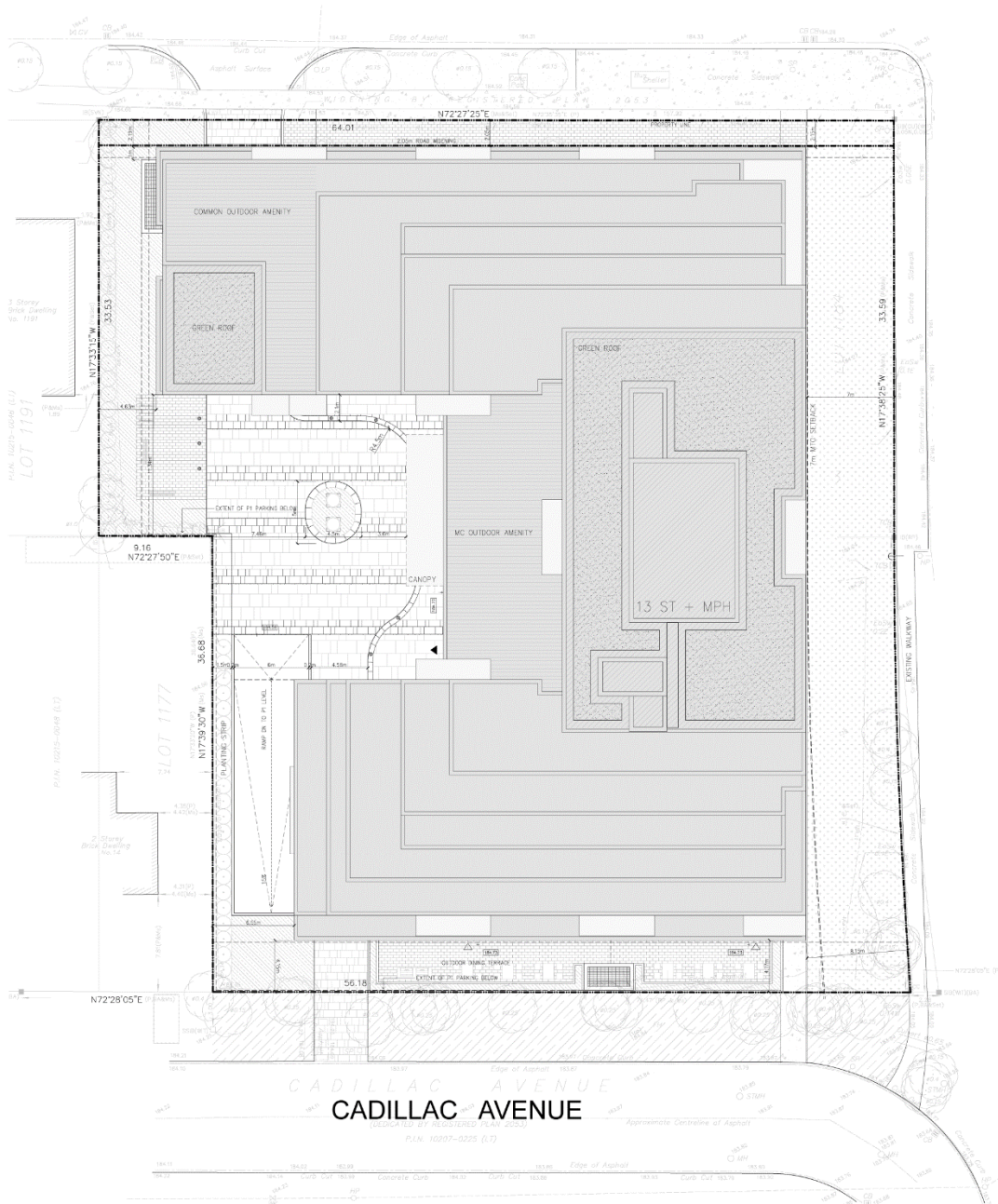
### Attachment 3: Location Map





## Attachment 4: Site Plan

### WILSON AVENUE



Site Plan



## Attachment 5: Official Plan Map



381 Wilson Avenue

### Official Plan Land Use Map #16

File # 20 150912 NNY 06 02



↑  
Not to Scale  
08/25/2020



## Attachment 6: Application Data Sheet

Municipal Address: 379-381 WILSON AVE      Date Received:      June 1, 2020

Application Number:      20 150912 NNY 06 OZ

Application Type:      Rezoning

Project Description: Zoning By-law Amendment application to permit a 13-storey retirement residence with a total of 278 units and an FSI of 5.78.

Applicant	Agent	Architect	Owner
Smart Centres	MHBC	Global Architect	Good Spirits Dev Ltd
3200 Highway 7	7050 Weston Rd	6 Leswyn Rd	3200 Highway 7
Vaughan, ON	Suite 230	Toronto, ON	Vaughan, ON
L4K 5Z5	Woodbridge, ON	M6A 1K2	L4K 5Z5
	L4L 8G7		

### EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas      Site Specific Provision:      N

Zoning:      AV-MU      Heritage Designation:      N

Height Limit: 8 storeys      Site Plan Control Area:      Y

### PROJECT INFORMATION

Site Area (sq m):      4,179      Frontage (m):      64      Depth (m):      70

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			2,634	2,634
Residential GFA (sq m):			21,631	21,631
Non-Residential GFA (sq m):				
Total GFA (sq m):			21,631	21,631
Height - Storeys:			13	13
Height - Metres:			42	42

Lot Coverage Ratio (%):      63.03      Floor Space Index:      5.78

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	20,826	805
Retail GFA:		
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units				
by Tenure	Existing	Retained	Proposed	Total
Rental:			278	278
Freehold:				
Condominium:				
Other:				
Total Units:			278	278

#### Total Residential Units by Size

Rooms	Studio	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:				
Proposed:	66	157	55	
Total Units:	66	157	55	

#### Parking and Loading

Parking Spaces:	153	Bicycle Parking Spaces:	40	Loading Docks:	1
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