

20 Castlefield Avenue, 565 Duplex Avenue and 567 Duplex Avenue - City-Initiated Official Plan Amendment Application– Final Report

Date: August 18, 2021

To: North York Community Council

From: Acting Director, Community Planning, North York District

Ward: 8 - Eglinton-Lawrence

Planning Application Number: 21 147901 NNY 08 OZ

SUMMARY

This application proposes to amend the City of Toronto Official Plan and Map 21-8 of the Yonge-Eglinton Secondary Plan to redesignate the lands at 20 Castlefield Avenue, 565 Duplex Avenue and 567 Duplex Avenue from Neighbourhoods to Parks and Open Space. The subject lands are currently being operated as a surface pay-parking lot by the Toronto Parking Authority (TPA) and contains 163 pay parking spaces.

The proposed development is consistent with the Provincial Policy Statement (2020), conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) and is consistent with the general intent of the Official Plan and Yonge Eglinton Secondary Plan

This report reviews and recommends approval of the application to amend the Official Plan and the Yonge Eglinton Secondary Plan. This is aligned with the direction given by City Council in January 2020 to redesignate the subject lands to Parks and Open Space Areas. The redesignation of the subject lands to Parks and Open Space Areas will provide the Yonge-Eglinton Area with additional park and open space.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Official Plan, for the lands at 20 Castlefield Avenue, 565 Duplex Avenue and 567 Duplex Avenue substantially in accordance with the draft Official Plan Amendment attached as Attachment No. 6 to this report.
2. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment as may be required.

FINANCIAL IMPACT

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

DECISION HISTORY

Official Plan Amendment and Zoning Amendment Applications - 2490-2514 Yonge Street, 10-12 Castlefield Avenue, and portions of 20 Castlefield Avenue and 567 Duplex Avenue

In June 2018, the City of Toronto received a proposal from 2500 Yonge Street Limited (the "Purchaser") for a 21-storey mixed-use development and to purchase the City owned lands at 20 Castlefield Avenue and 567 Duplex Avenue. The Purchaser was the owner of the adjacent property located at 2490-2506 Yonge Street and 12 Castlefield Avenue. On July 2018, City Council did not approve the Agreement of Purchase and Sale of the TPA lands.

In November 2018, City staff received a revised resubmission of the development application that proposed a 14 storey mixed use building containing 150 dwelling units and retail uses at grade along Yonge Street. The proposal had a gross floor area of 18,675 square metres of which approximately 1,403 square metres was retail at grade.

In the revised submission, the proposal included a proposed land exchange with the City, where approximately 650 square metres of TPA lands with frontage on Castlefield Avenue would be acquired by the applicant to be incorporated in the proposed development in exchange for an equivalent area of land with frontage on Duplex Avenue to be conveyed to the City (see Attachment 1). See attached link to the preliminary report:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.NY8.5>

As part of the final approval of this development, City Council directed City Staff to redesignate the reconfigured TPA lands to Parks and Open Space in the Official Plan. See attached link to the final report:

<https://www.toronto.ca/legdocs/mmis/2020/ny/bgrd/backgroundfile-146447.pdf>

PROPOSAL

Site Description

The subject site is located at 20 Castlefield Avenue, 565 Duplex Avenue and 567 Duplex Avenue. These properties are owned by the City of Toronto and are proposed to be redesignated from *Neighbourhoods* to *Parks and Open Space*. The site is approximately 3700 square metres in size. With a frontage of approximately 75 metres on Castlefield and approximately 50 metres on Duplex Avenue. The site currently has access of Castlefield Avenue. The current use on the subject properties is a TPA surface parking lot with 163 surface parking spaces.

Reasons for Application

An Official Plan Amendment is required to redesignate the lands at 20 Castlefield Avenue, 565 Duplex Avenue and 567 Duplex Avenue from *Neighbourhoods* to *Parks and Open Space Areas*. This redesignation was directed by City Council to create more parkland in the Yonge-Eglinton area.

APPLICATION BACKGROUND

Agency Circulation Outcomes

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 formulate appropriate Official Plan amendments.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have been given had an opportunity to view the oral submissions made at the statutory public meeting held by the North York Community Council for this application, as these submissions are broadcast live over the internet and recorded for review

POLICY CONSIDERATIONS

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.

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 4.6 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 to 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 to 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) came into effect on August 28, 2020. This was an amendment to the 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.

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 a 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, and better connected 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

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing growth, land uses and allocation 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, managing growth and the allocation of municipal infrastructure may be applicable to any application. The City of Toronto Official Plan can be found here: [Official Plan – City of Toronto](#)

This application has been reviewed against the policies of the City of Toronto Official Plan as follows:

Chapter 3 - Building a Successful City

Section 3 of the Official Plan contains policies that guide growth by integrating social, economic and environmental perspectives in decision making to create an attractive Toronto with a strong economy and complete communities. The policies focus on the built environment, the human environment, the natural environment, economic health and new neighbourhoods. All applications for development are to be evaluated against the policies and criteria in the Chapter to ensure the best possible development choices are made.

Section 3.1.1: The Public Realm

Section 3.1.1 of the Official Plan includes policies on the public realm. The policies encourage development that improves the public realm (streets, sidewalks and open spaces) for pedestrians. This section speaks to the importance of views from the public

realm to prominent, buildings, structures, landscapes and natural features. Parks and open spaces will be located and designed to connect and extend, wherever possible, to existing parks, natural areas and other open spaces.

Policy 3.1.1.18 of the Official Plan states that new parks and open spaces should be well connected to the surrounding neighbourhood and provide spaces for a variety of active and passive recreation. Furthermore, these new park spaces should emphasize and improve unique aspects of the community's character.

Policy 3.1.1.19 of the Official Plan states that parks and publicly accessible open spaces should be made prominent, visible, functional and accessible by ensuring that a) they are located on appropriate public street frontages to establish visual and physical access and b) that they promote buildings that face parks, allowing for active uses along the frontages.

Section 3.2.3: Parks and Open Spaces

Policy 3.2.3 of the Official Plan speaks to maintaining and enhancing Toronto's system of parks and open spaces and states that Toronto's system of parks and open spaces will continue to be a necessary element of city-building as the City grows and changes. Maintaining, enhancing and expanding the system requires adding new parks and amenities, particularly in growth areas and maintaining, improving and expanding existing parks.

Chapter 4 - Land Use Designations

Section 4.1: Neighbourhoods

The subject lands are currently designated *Neighbourhoods* on Map 17 of the Official Plan. *Neighbourhoods* are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than four storeys. New development within this designation will maintain the existing physical character. Parks, low scale institutions, home occupations, cultural and recreational facilities, and small-scale retail, service and office uses are also provided for in *Neighbourhoods*.

Section 4.3: Parks and Open Spaces

The application proposes to amend the land use designation in the Official Plan from *Neighbourhoods* to *Parks and Open Space Areas - Parks* to reflect the site's intended use as a public park.

Development is generally prohibited within *Parks and Open Space Areas* except for recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities where supported by appropriate assessment.

Yonge-Eglinton Secondary Plan

The site is within the Yonge-Eglinton Secondary Plan Area (see Attachment 4). The Yonge-Eglinton Secondary Plan sets out a long-term vision for Midtown that emphasizes the importance of complete communities and the diversity of Midtown's character areas. It envisions Midtown as a green, resilient, connected and prosperous place, and where growth is directed near transit. The Secondary Plan provides guidance on the appropriate scale and location of future growth and links growth with the provision of infrastructure.

The Secondary Plan defers to the underlying Official Plan Land Use Designation for the subject site. Per Policy 2.1.3 of the Yonge-Eglinton Secondary Plan, development will be generally in accordance with the Official Plan's development criteria for *Neighbourhoods*, while encouraging for compatible intensification where appropriate.

Section 3 - Parks and Public Realm

The public realm in Midtown is to support a vibrant mixed-use community with a green landscaped character. Primary public realm objectives of the Secondary Plan are to maintain and enhance the green, landscaped character of the area, improve and expand the network of parks, open spaces and create a high-quality public realm and streetscapes to ensure the continued vitality and quality of life in the area.

This section is supportive of parkland expansion in the Yonge-Eglinton Secondary Plan Area. Policy 3.1.10 states that City-initiated civic improvements will consider improving and expanding existing public parks and creating new parks and open spaces. Parkland priority improvements for the Secondary Plan area include but are not limited to dedications and acquisitions that create new parks.

Zoning

Zoning By-law 569-2013, as amended, zones the subject properties as R (f7.5; u2; d0.6) (x949). The permitted uses with this zone include residential dwelling, municipal shelter, and parks.

The City's Zoning By-law 569-2013 may be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

Zoning By-law 438-86, as amended, zones the subject properties as R4A Z1.0 and permits a range of residential uses in a variety of forms and public parks. The maximum density permitted is 1.0 times the lot area with a maximum permitted height of 9.0 metres.

A Zoning By-law Amendment is not required, as the current zoning permits a public park.

COMMENTS

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2020) and the Growth Plan (2020). Both of these policy documents provide for the development of complete communities which include good quality parks and open spaces that support the Official Plan public realm policies. Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan (2020).

Section 1.5 of the PPS outlines policies for developing public spaces, recreation, parks and trails and open spaces. Policy 1.5.1 b) states that cities should plan and provide for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, and trails and linkages. Section 2.2.1.4. of the Growth Plan speaks to how the policies within the Plan will support municipalities in developing complete communities. Specifically, 2.2.1.4.d iii) states that municipalities should expand access and create an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities. The provision of parkland in the Yonge Eglinton area will ensure that future residents of this neighbourhood will have access to park space that will promote healthy, active communities.

Land Use

This application has been reviewed against the Official Plan policies and Secondary Plan policies described in the Policy Consideration Section of the Report as well as the policies of the Toronto Official Plan as a whole. It has been determined through the review of these policies that the proposed redesignation is appropriate for the planned and existing context for the surrounding area. Further the redesignation of *Neighbourhood "A"*, which is a designation that permits parks, to *Parks* in the Secondary Plan area would align with the direction given to City Staff from City Council.

The proposal adds to the public realm of Yonge and Eglinton with a new public park. The lands being redesignated as Park are appropriately located and connected to the surrounding neighbourhood, and are in proximity to Yonge Street which will create a public space that is prominent and visible to the public. City Staff are in support of change in designation.

Community Consultation

The statutory community consultation meeting was held for this application on June 17, 2021 in coordination with the Councillor's office. This consultation was held virtually. Approximately 25 individuals attended this meeting. Overall, comments heard at this meeting were overwhelmingly positive. Residents expressed various positive comments indicating that they are happy to see the creation of new park space in the Yonge Eglinton neighbourhood. Many of the questions directed at City staff were regarding timelines and the design of the park. These questions were answered more broadly as this application does not deal with park design. However, as part of the approval of the preliminary report, Councillor Colle moved a motion to create a working group with

various City departments to coordinate park design. This working group will play an important role in the park design consultation process and will begin to meet once Parks and Forestry initiates the park design process.

Conclusion

The proposal has been reviewed against the policies of the PPS (2020), the Growth Plan (2020), the Toronto Official Plan and the Yonge Eglinton Secondary Plan. Staff are of the opinion that the proposal is consistent with the PPS (2020) and does not conflict with the Growth Plan (2020). Furthermore, the proposal is in keeping with the intent of the Toronto Official Plan and the Yonge Eglinton Secondary Plan, particularly as it relates to parks and public realm policies. Staff recommend that Council support approval of the application.

CONTACT

Hiba Hussain, Planner, Community Planning
Tel. No. (416) 396-5575
E-mail: Hiba.Hussain@toronto.ca

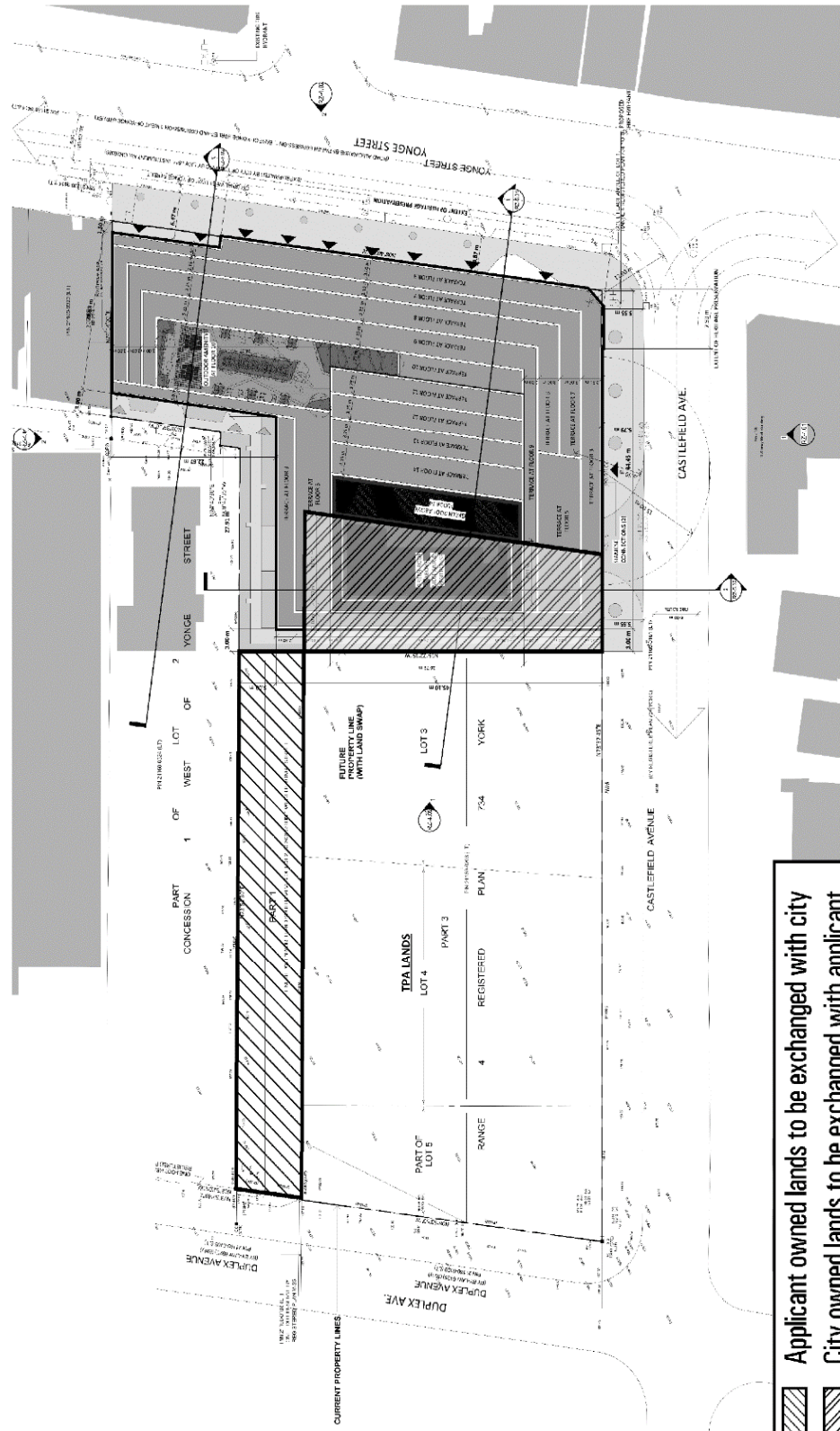
SIGNATURE



John Andreevski, Acting Director
Community Planning, North York District

ATTACHMENTS

City of Toronto Data/Drawings

- Attachment 1: Land Exchange Map Attachment
- Attachment 2: Location Map
- Attachment 3: Official Plan Land Use Map
- Attachment 4: Yonge Eglinton Secondary Plan Map 21-4
- Attachment 5: Existing Zoning By-law Map
- Attachment 6: Draft Official Plan Amendment



 Applicant owned lands to be exchanged with city
 City owned lands to be exchanged with applicant

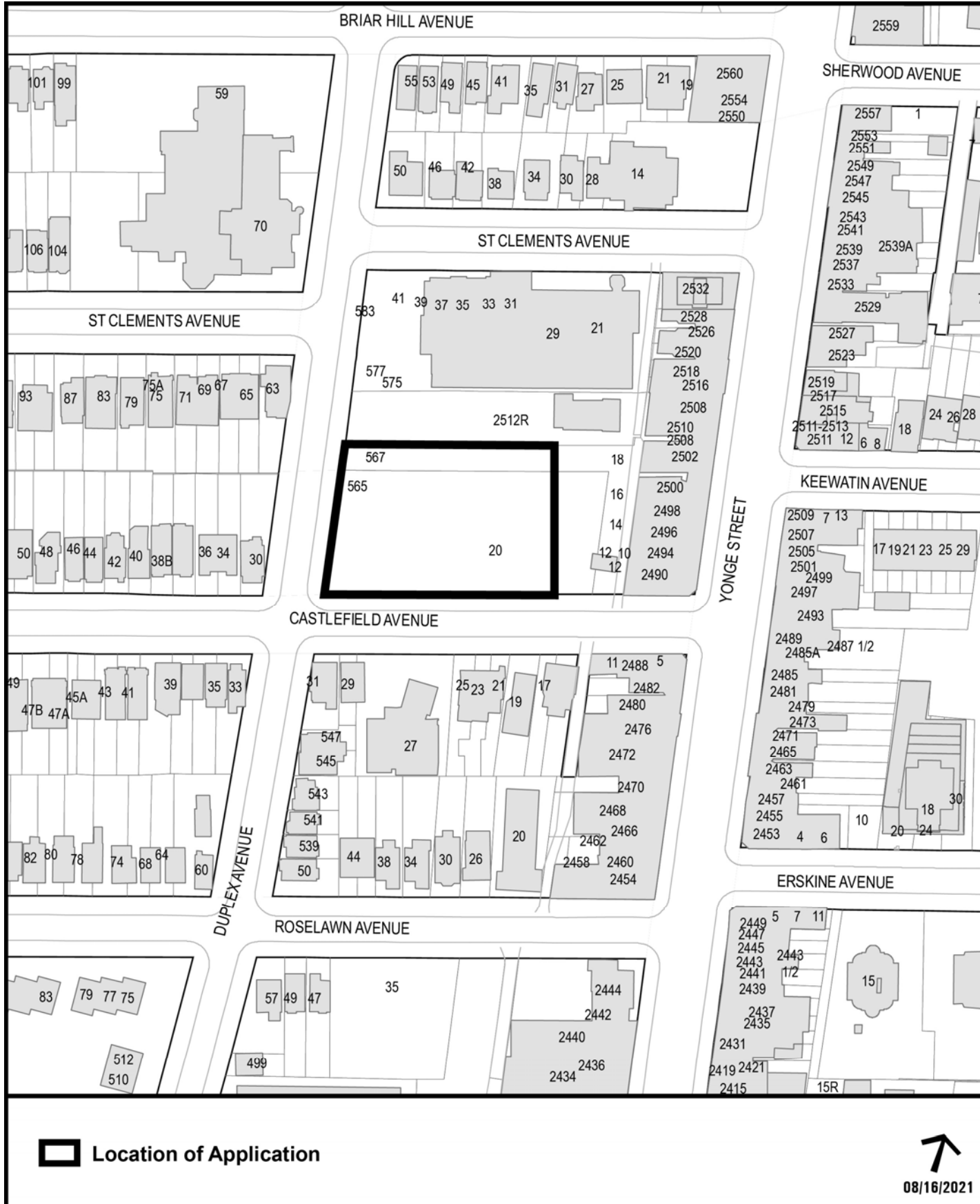
Site Plan 2490-2514 Yonge Street, 10-12 Castlefield Avenues and portions of
 20 Castlefield Avenue and 567 Duplex Avenue

Applicant's Submitted Drawing

Not to Scale
 08/28/2019

File # 18 186858 NNY 16 0Z

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



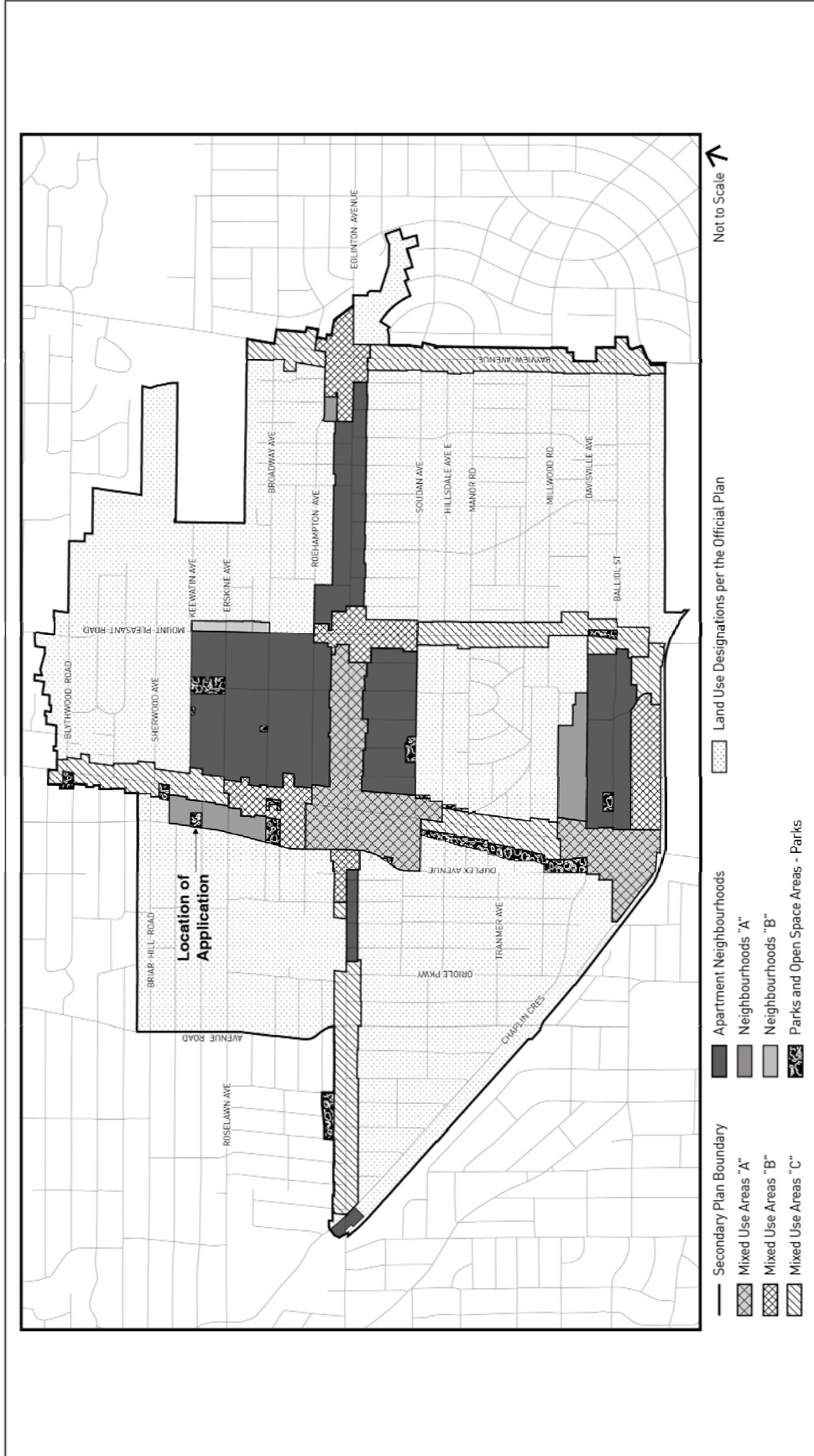
Official Plan Land Use Map #17

20 Castlefield Avenue, 565 Duplex Avenue
& 567 Duplex Avenue
File # 21 147901 NNY 08 0Z

-  Location of Application
-  Neighbourhoods
-  Apartment Neighbourhoods
-  Mixed Use Areas
-  Parks



Not to Scale
Extracted: 04/30/2021

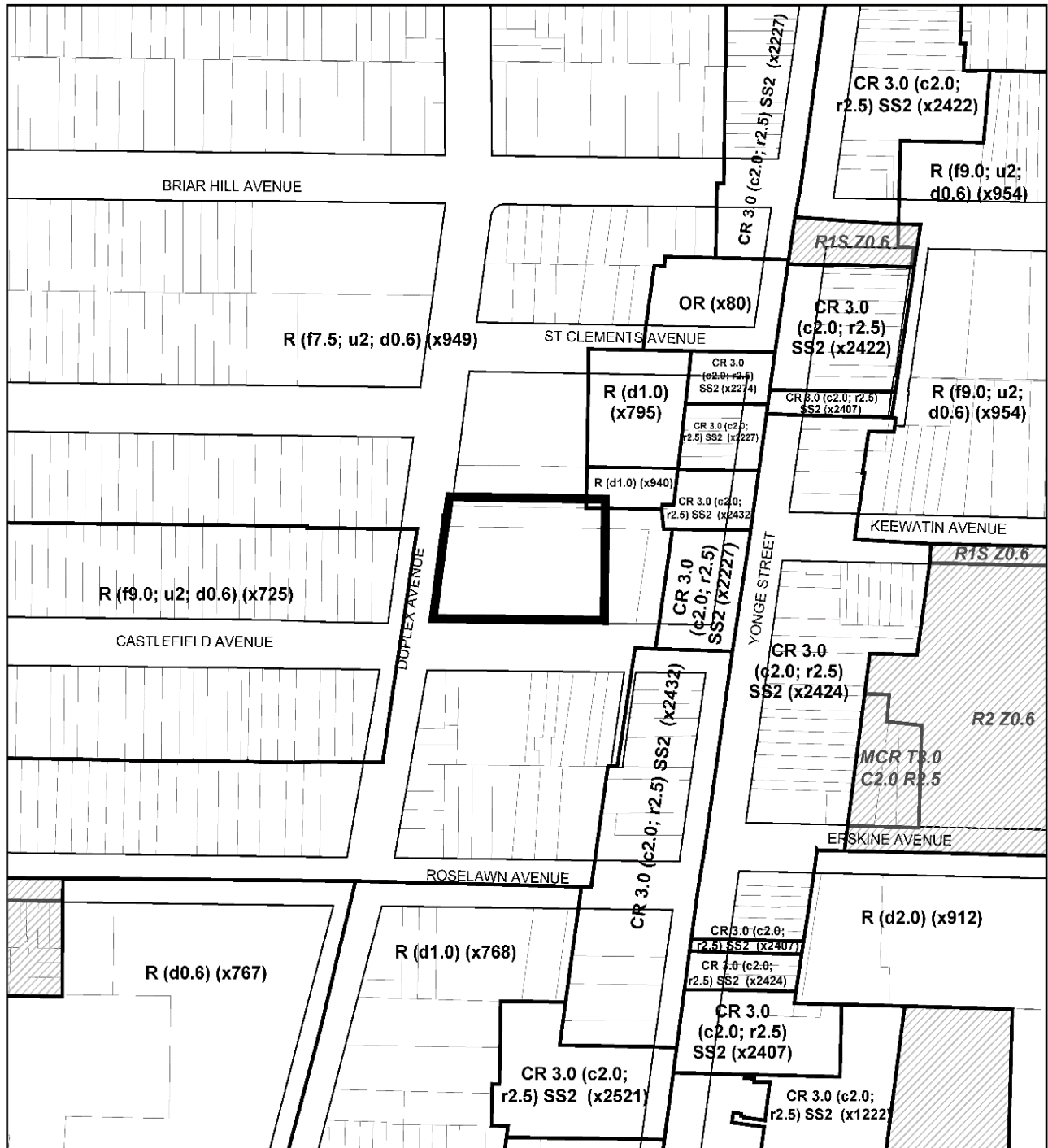


TORONTO
Yonge-Eglinton Secondary Plan – Map 21-4
20 Castlefield Avenue, 565 Duplex Avenue & 567 Duplex Avenue

File # 21 147901 NNY 08 0Z

Not to Scale
 05/11/2021

Attachment 5: Existing Zoning By-law Map



20 Castlefield Avenue, 565 Duplex Avenue & 567 Duplex Avenue

Zoning By-law 569-2013

File # 21 147901 NNY 08 0Z

-  Location of Application
- R** Residential
- CR** Commercial Residential
- OR** Open Space Recreation

-  See Former City of Toronto By-law No. 438-86
- R2** Residential District
- MCR** Mixed-Use District



Not to Scale
Extracted: 04/30/2021

Attachment 6: Draft Official Plan Amendment

Authority: North York Community Council Item ~ as adopted by City of Toronto Council on ~, 2021

Enacted by Council: ~, 2021

CITY OF TORONTO
Bill XXX
BY-LAW XXX

To adopt an amendment to the Official Plan for the City of Toronto respecting the lands known municipally in the year 2021, as 20 Castlefield Avenue, 565 Duplex Avenue and 567 Duplex Avenue

Whereas authority is given to Council under the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law;

Whereas Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;

The Council of the City of Toronto enacts:

1. The attached Amendment No. 533 to the Official Plan is hereby adopted pursuant to the Planning Act, as amended.

Enacted and Passed this ~ day of ~, A.D. 20~.

Frances Nunziata, ULLI S. WATKISS,
Speaker City Clerk

(Seal of the City)

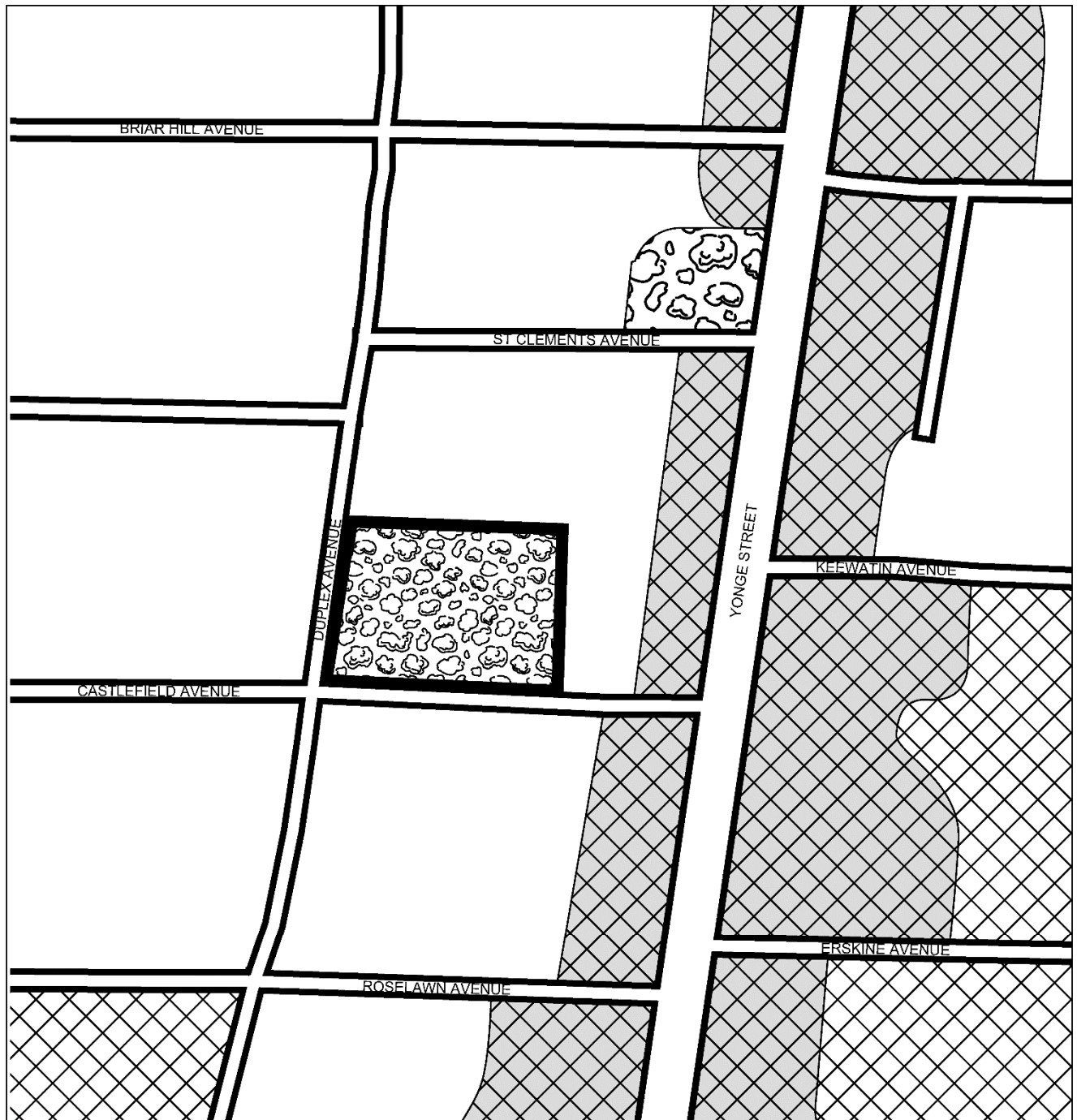
AMENDMENT NO. 533 TO THE OFFICIAL PLAN

LANDS MUNICIPALLY KNOWN IN THE YEAR 2021 AS
20 Castlefield Avenue, 565 Duplex Avenue and 567 Duplex Avenue

The Official Plan of the City of Toronto is amended as follows:

1. Map 17, Land Use Plan, is amended by re-designating the lands known municipally as 20 Castlefield Avenue, 565 Duplex Avenue and 567 Duplex Avenue from *Neighbourhoods* to *Parks and Open Space Areas*, as shown on the attached Schedule 1.

2. Map 21-4, Yonge Eglinton Secondary Plan, Land Use Plan, is amended to show the lands known municipally in 2021 as 20 Castlefield Avenue, 565 Duplex Avenue and 567 Duplex Avenue from *Neighbourhoods "A"* to *Parks and Open Space Areas - Parks*, as shown on the attached Schedule 2.



Toronto
Schedule 1

**20 Castlefield Avenue, 565 Duplex Avenue
 & 567 Duplex Avenue**

Revisions to Land Use Map 17 to Redesignate lands from Neighbourhoods to Parks and Open Space Areas

File # 21 147901 NNY 08 OZ

- | | | | |
|---|--------------------------|---|--------------------------|
|  | Location of Application |  | Parks & Open Space Areas |
|  | Neighbourhoods |  | Parks |
|  | Apartment Neighbourhoods | | |
|  | Mixed Use Areas | | |

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 Not to Scale
 04/30/2021



Toronto
Yonge-Eglinton Secondary Plan - Schedule 2
20 Castlefield Avenue, 565 Duplex Avenue & 567 Duplex Avenue

File # 21 147901 NNY 08 0Z