

## **1 Greenbriar Road and 635 Sheppard Avenue East – Official Plan Amendment and Zoning Amendment Applications – Preliminary Report**

Date: October 25, 2021

To: North York Community Council

From: Director, Community Planning, North York District

Ward 17 - Don Valley North

**Planning Application Number:** 21 204643 NNY 17 OZ

**Notice of Complete Application Issued:** September 7, 2021

**Current Use(s) on Site:** Two detached residential dwellings.

### **SUMMARY**

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This report provides information and identifies a preliminary set of issues regarding the application located at 1 Greenbriar Road and 635 Sheppard Avenue East. The application proposes to demolish the two existing detached residential dwellings on the site and redevelop the lands with an 11 storey (36.26 metres, excluding the mechanical penthouse) mixed use building containing 134 residential units and 445 square metres of commercial space. 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 1 Greenbriar Road and 635 Sheppard Avenue East 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.
3. Staff review the application concurrently with the Sheppard Avenue East (Bayview to Leslie) Focused Planning Review.

## FINANCIAL IMPACT

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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

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### Sheppard Avenue East (Bayview to Leslie) Focused Planning Review

On June 26 - 29, 2018, City Council passed a motion directing City Planning, in consultation with appropriate City Divisions to review the existing policies contained within the Sheppard East Subway Corridor Secondary Plan and analyse the existing and planned built form context to clarify, refine, and/or strengthen the appropriate density and height limitations and other planning and built form policies for the *Mixed Use Areas* and *Institutional Areas* located to the north and south of Sheppard Avenue East between the east side of Bayview Avenue and the east side of Leslie Street. The subject site falls within this study area.

This Council motion also directed staff to evaluate whether there is potential for appropriate, grade-related, low-rise intensification opportunities on existing older two storey and three-storey townhouse and apartment building sites in the vicinity of Talara Drive and Highway 401 that are designated *Neighbourhoods* and *Apartment Neighbourhoods* in the Official Plan.

Link to Council motion can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.NY31.8>

Link to the study webpage can be found here: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/sheppard-avenue-east-study/>

## ISSUE BACKGROUND

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### Application Description

This application proposes to amend the Sheppard Avenue East Subway Corridor Secondary Plan and to amend the former City of North York Zoning By-law No. 7625 and City-wide Zoning By-law 569-2013 for the properties at 1 Greenbriar Road and 635 Sheppard Avenue East to permit an 11-storey (36.26 metre) mixed-use building, excluding the mechanical penthouse. The gross floor area of the proposed building is 10,231.6 square metres, including 445 square metres of retail space on the ground level fronting onto Sheppard Avenue East. The development is proposed to contain a total of 134 residential units. A total of 284.1 square metres of indoor amenity space is proposed, located on the ground and 6th floor and a total of 340.9 square metres of outdoor amenity is proposed. The proposed Floor Space Index (the "FSI") is 5.13 times the lot area of the site.

The proposal contains 80 vehicle parking spaces, provided within a 2 level underground parking garage. A total of 108 bicycle parking spaces are proposed as part of this development.

The following table provides the proposal statistics:

	August 2021 drawings
Lot area	1,995 square metres
Proposed Residential Gross Floor Area	9,777 square metres
Proposed Density	5.13 time the lot area
Proposed Unit Breakdown	
1 Bedroom Unit	75 units (56%)
2 Bedroom Unit	45 units (34%)
3 Bedroom Unit	14 units (10%)
Total Number of Dwelling Units	134 dwelling units (100%)
Residential Parking Spaces	67 residential parking spaces
Visitor Parking Spaces	13 visitor parking spaces
Bicycle Parking Spaces - long term	93 bicycle parking spaces
Bicycle Parking Spaces - short term	15 bicycle parking spaces
Indoor Amenity Area	284 square metres
Outdoor Amenity Area	340 square metres

Detailed project information is found on the City's Application Information Centre at: <http://app.toronto.ca/AIC/index.do?folderRsn=Qq1zjQVlcKPEoN9zMviyag%3D%3D>

See Attachment 1 of this report, for a three dimensional representation of the project in context.

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

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). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

## **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.

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 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.

The current application is located on lands shown as *Avenues* on Urban Structure Map 2 of the Official Plan and is designated *Mixed Use Areas* on Land Use Map 19. *Mixed Use Areas* are made up a broad range of residential, commercial and institutional uses, in single use or mixed use buildings, as well as parks and open spaces and utilities. The Official Plan directs new development to fit harmoniously into its existing and/or planned context by creating appropriate transitions in scale to existing and/or planned buildings. Further, development in *Mixed Use Areas* will locate and mass new buildings to provide appropriate transition towards areas of different intensity and scale. Sheppard Avenue East is identified as a Major Street on Map 3 with a planned right-of-way width of 36 metres.

The Built Form policies of the Official Plan identify the importance of urban design as a fundamental element of city building and contains built form policies intended to minimize the impacts of new development and guide the form of new buildings to fit within the context of the neighbourhood and the City. These policies guide new development to be located and organized to fit within its existing and/or planned context; and to frame and support adjacent streets, parks and open spaces to improve the safety, pedestrian interest and casual view to these spaces. The Built Form policies of the Official Plan require new development to be located and organized to fit with its existing and/or planned context. Buildings should generally be located parallel to the street and locate main building entrances so that they are clearly visible and directly accessible from the public sidewalk. Vehicular parking, access and service areas should be located and screened to minimize their impact and provide parking underground when possible. Mid-rise buildings are to provide good transition in scale that has predictable impacts on adjacent low-scale uses.

Toronto Official Plan policies may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

### **Sheppard East Subway Corridor Secondary Plan**

The site is located within the Bessarion Node in the Secondary Plan, and is identified as a Key Development Site. The Bessarion Node policies are contained within Section 4.2.B. of the Secondary Plan. The Secondary Plan identifies that the Bessarion subway station will be a walk-in community station primarily serving the nearby designated stable residential community, with limited development opportunities on the large surplus former industrial blocks, and on some properties fronting on Sheppard Avenue East. No new *Mixed Use Areas* designations will be permitted on residential lands north of Sheppard Avenue East.

The urban design principles of Section 4.4 identify that there will be compatible transitions in density, height, and scale between development nodes and stable residential areas. Generally the highest densities and building heights should be promoted closest to the subway stations, and to a lesser extent along the arterial roads. They also recognize that new buildings should be sufficiently set back from the

Sheppard Avenue East road allowance to accommodate the planned widening of Sheppard Avenue East to 36 metres and any streetscape initiatives of the City, such as the installation of cycle tracks planned for this area in 2022. Also, along the Sheppard Avenue frontage, buildings should generally be designed with a maximum height of a 1:1 height to street width ratio. This key development area currently has a maximum density of 2.0 times the lot area.

All other relevant Secondary Plan policies will also be considered in the evaluation of this development proposal.

The Sheppard East Subway Corridor Secondary Plan can be found here: <https://www.toronto.ca/wp-content/uploads/2017/11/9805-cp-official-plan-SP-9-SheppardEast.pdf>

### **Zoning By-laws**

The lands are zoned R4 (One Family Detached Dwelling Fourth Density Zone) in former City of North York Zoning By-law No. 7625. The zone permits single detached dwellings and accessory buildings as well as a wide range of recreational and institutional uses. The zone allows for a maximum height of 2 storeys and 8.8 metres and a maximum lot coverage of 33%.

The site is also zoned Residential Detached Zone (RD) in City of Toronto Zoning By-law 569-2013. Again, the zoning permits single detached dwellings and accessory buildings as well as a wide range of recreational and institutional uses. The zone allows for a maximum height of 2 storeys and 10.0 metres and a maximum lot coverage of 33%. 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/>

### **Design Guidelines**

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

- Mid-Rise Buildings Design Guidelines and Addendum
- Bird Friendly Guidelines
- Growing Up: Planning for Children in New Vertical Communities
- Pet Friendly Design Guidelines for High Density Communities

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

An amendment to the Sheppard East Subway Corridor Secondary Plan is being sought to increase the maximum permitted density on the lands to 5.13 times the area of the lands, whereas the Secondary Plan permits a maximum density of 2.0 times the area of the lands.

The proposed development also requires amendments to City of Toronto Zoning Bylaw 569-2013 and the former City of North York Zoning By-law 7625 to permit the proposed density and height. Additionally, appropriate development standards regarding gross floor area, setbacks, indoor and outdoor amenity space, parking and other matters would be established through a site specific exception, should the proposal be recommended for approval.

### 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

Given the recognition in Provincial Policy of the importance of official plans and long term planning, conformity with the PPS and the Growth Plan (2020) will be informed by conformity with the City's Official Plan. Planning staff will evaluate the application to determine its consistency with the PPS (2020) and conformity with the Growth Plan (2020).

### Official Plan Conformity

Staff will evaluate this planning application to determine its conformity with the Official Plan, including its conformity with the *Mixed Use Areas* and the Sheppard East Subway Corridor Secondary Plan policies. In particular, staff will review how this proposal fits within and contributes to the existing and planned context of the area with regards to building location, massing, and transition to the surrounding *Neighbourhoods* and *Apartment Neighbourhoods*. The Secondary Plan stipulates that the greatest density, height, and mass of new buildings will be along Highway 401, at the major intersections, and at locations with the greatest accessibility to public transit. At a proposed density of 5.13 times the area of the site, the proposed application represents one of the highest densities for a site within the Secondary Plan area that is not located at a major intersection, at a subway station, or part of a large comprehensive development. Staff are reviewing the appropriateness of the proposed Official Plan amendment.

### Built Form, Planned and Built Context

Staff are assessing the suitability of the proposed site organization, building placement and setbacks, height and massing, based on the City's Official Plan policies and the City's Design Guidelines including the built form policies in Section 3.1.2 and 3.1.3, the

public realm policies in Section 3.1.1, the built form policies in the Sheppard Avenue East Subway Secondary Plan and the City's Design Guidelines listed above.

The Secondary Plan policies regarding height state that there is a desire to relate the height and mass of development to a pedestrian scale while framing the street edge at a scale that balances the street width. Policy 4.4.2 (f) stipulates that along those parts of the Sheppard Avenue frontage not in proximity to subway stations, the maximum height will generally be six storeys, and one and two storey podiums are encouraged. The applicant is proposing an eleven storey building for a height of 36.2 metres (41.8 metres to the top of the mechanical penthouse). While the Secondary Plan recognizes that exceptions to the six storey height standard may be accommodated through treatment of bulk and mass of buildings, the proposal would represent one of the tallest existing or approved buildings in the immediate area fronting onto Sheppard Avenue East, which typically range in height from 6 - 10 storeys. Staff will be reviewing the proposed height and massing of the building for conformity to Policy 4.4.2 (f).

Staff are also reviewing the appropriateness of the proposed building setbacks, both along Sheppard Avenue East and Greenbriar Road as well as the east side yard setback and the rear yard setback. Staff are also assessing the proposal against the Mid-Rise Building Performance Standards and Addendum, including guidelines related to height, streetwall, buildings setbacks and stepbacks, front angular planes and rear angular planes and providing transition towards the stable residential neighbourhood.

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.

### **Sheppard Avenue East (Bayview to Leslie) Focused Review**

As noted above in the Decision History section of this report, City staff are undertaking a focused review of this segment of Sheppard Avenue East, between the east side of Bayview Avenue and the east side of Leslie Street, with a particular focus on built form, transportation, and servicing issues. Staff recommend that this application be reviewed concurrently with the focused review, so that the cumulative impacts of such a proposed increase in density and height on transportation and servicing infrastructure and other remaining soft sites in the area can be better understood. The proposed height is also much taller than the buildings in the immediate area, and staff need to review and assess what the implications of such a change in built form may have on other sites in this segment of Sheppard Avenue East.

### **Infrastructure**

The applicant submitted a number of technical reports including a Functional Servicing and Stormwater Management Report, a Hydrogeological Report, and a Geotechnical Report for review by City Divisions.

The Functional Servicing Report is intended to evaluate the effects of the development on the City's municipal servicing infrastructure and watercourses and to identify the need for any new infrastructure and upgrades to existing infrastructure necessary to



provide for adequate servicing for the proposed development. Staff are aware that there are significant servicing constraints in the area, and downstream capital improvements may be required before this application can proceed.

The Transportation Impact Study submitted by the applicant, is currently being reviewed by Transportation Services and Transportation Planning staff, the purpose of which is to evaluate the effects of the development on the transportation system, and also to suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development. Staff are also evaluating the appropriateness of the suggested Transportation Demand Management (TDM) measures.

### **Holding Symbol**

Should the Functional Servicing Report identify upgrades and/or new services are required, those upgrades and/or services will be secured by appropriate agreements, and constructed prior to the issuance of any building permits for any development of the subject site. Staff will determine if the use of a Holding Symbol (H), in accordance with Section 36 of the Planning Act is required for the subject site as part of the review of this application.

### **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 an Arborist Report which is currently under review by City Divisions.

### **Parkland**

The City of Toronto Parkland Strategy is a 20-year strategic city-wide plan that guides long-term planning for new parks, park expansions and improvements, and improved access to existing parks. The Strategy includes a new methodology to measure and assess parkland provision, using the baseline of residential population against the area of parkland available across the city. According to the Strategy's methodology, the development site is currently in an area with 4 to 12 square metres of parkland per person, which is below the city-wide average provision of 28 square metres of parkland per person in 2016.

The applicant is proposing to satisfy the parkland dedication requirement through a cash-in-lieu payment. Staff are reviewing the proposal and whether or not this is appropriate or an on-site dedication is more appropriate.

### **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 intended to advance the

City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner. Staff are reviewing the TGS Checklist submitted by the applicant 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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E-mail: [Sarah.Ovens@toronto.ca](mailto:Sarah.Ovens@toronto.ca)

### **SIGNATURE**

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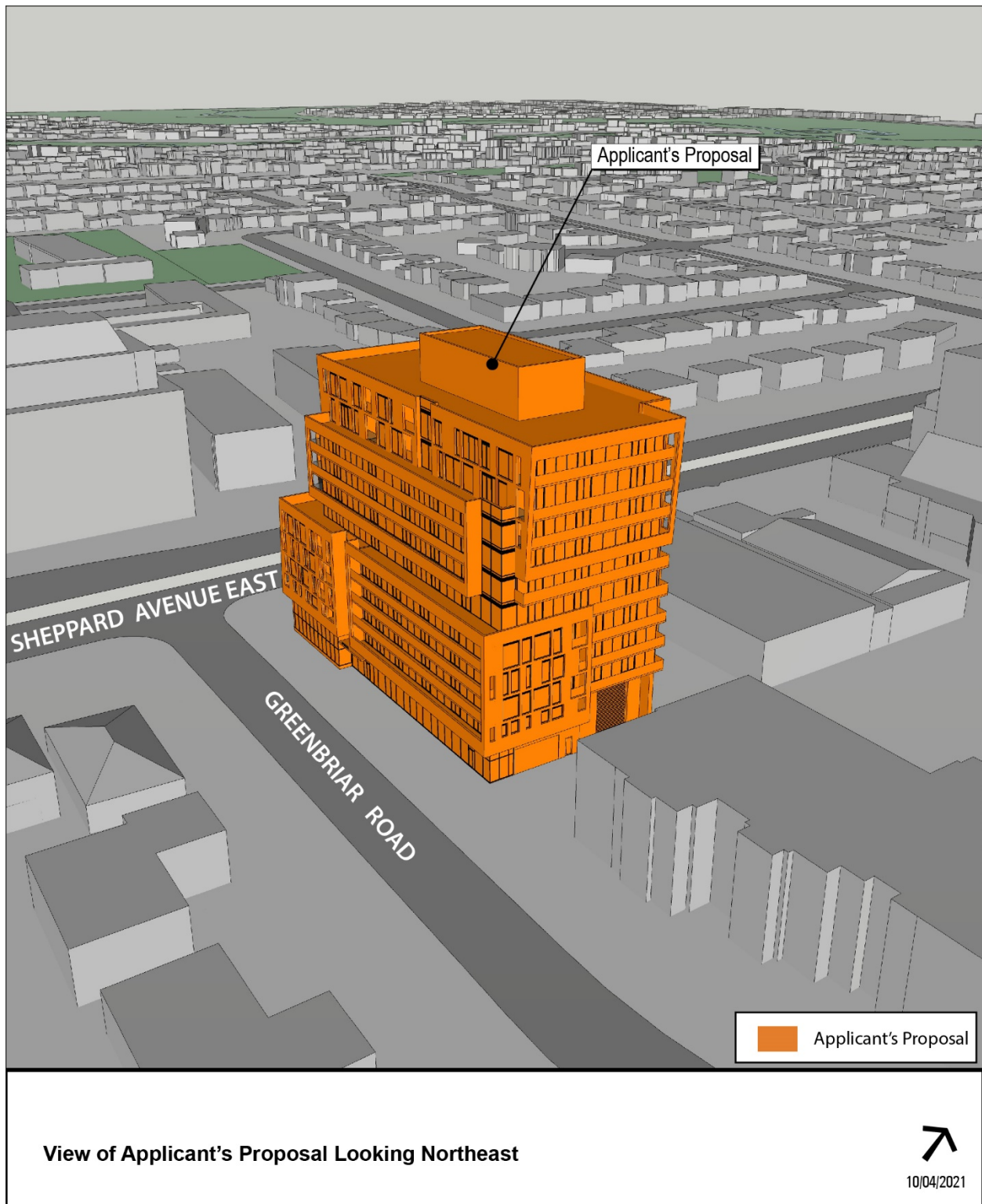
David Sit, MCIP, RPP  
Director, Community Planning, North York District

### **ATTACHMENTS**

#### **City of Toronto Drawings**

Attachment 1: 3D Models of Proposal in Context  
Attachment 2: Location Map  
Attachment 3: Site Plan  
Attachment 4: Official Plan Map

## Attachment 1: 3D Models of Proposal in Contexts



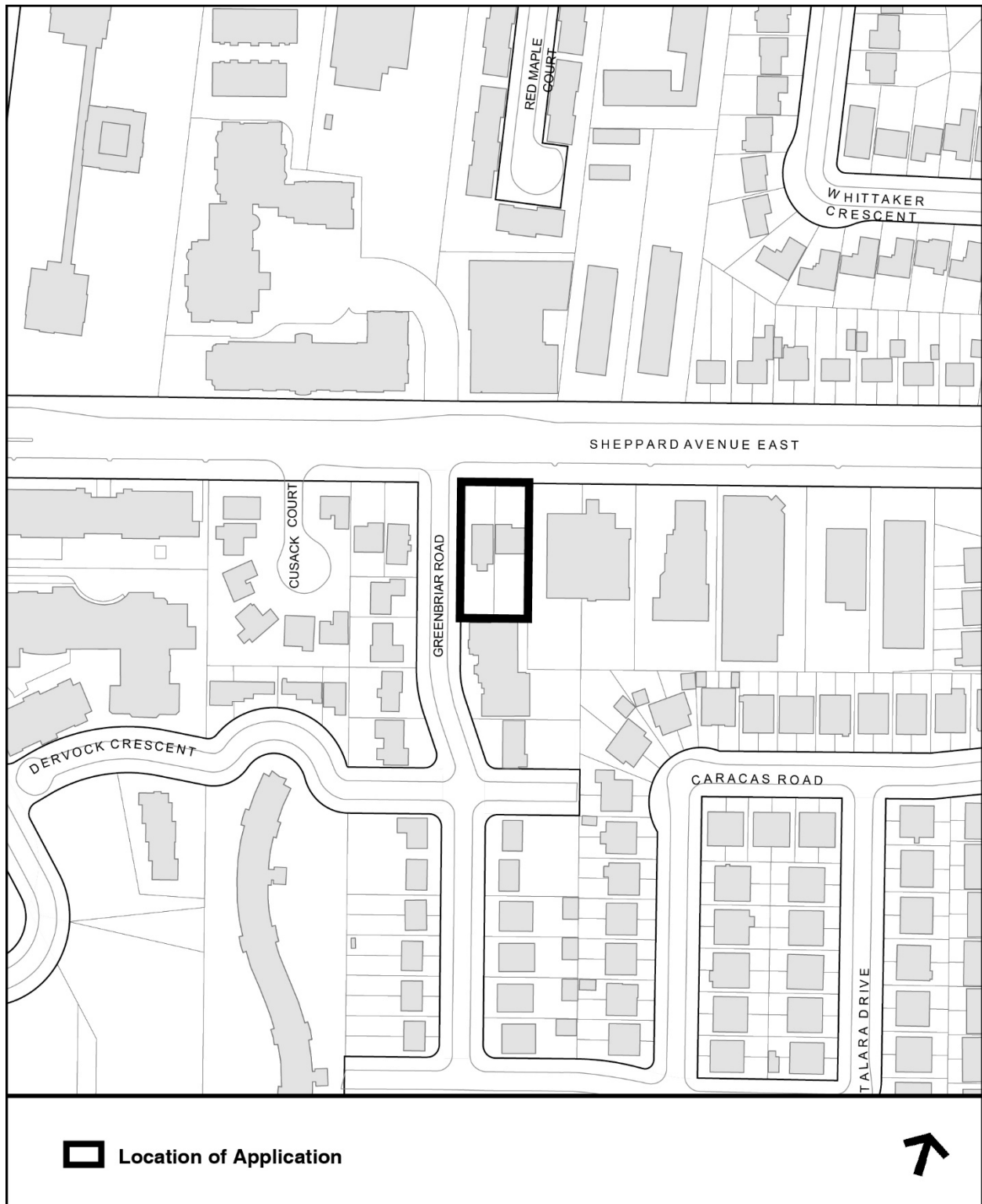


**View of Applicant's Proposal Looking Southwest**

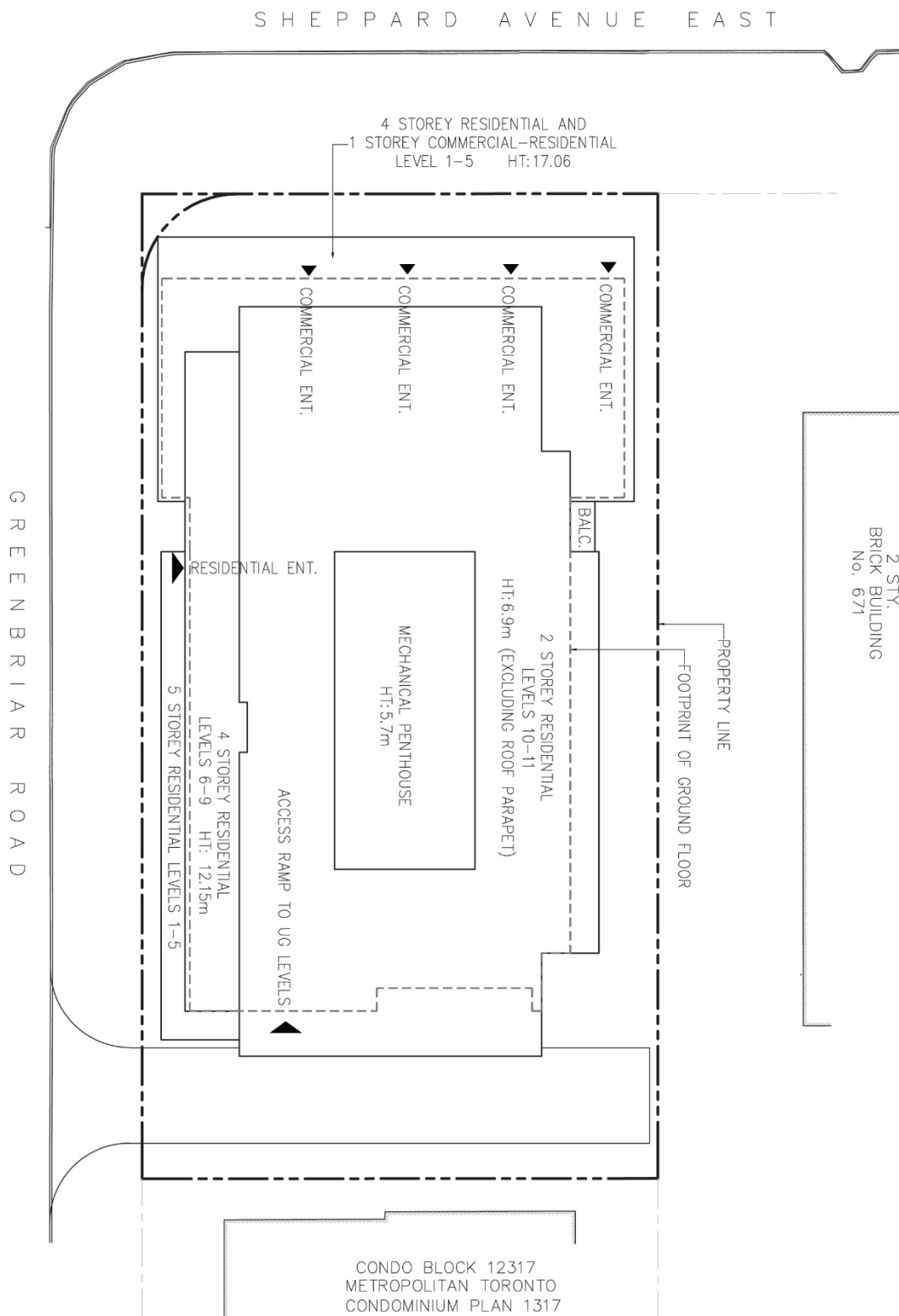


10/04/2021

## Attachment 2: Location Map



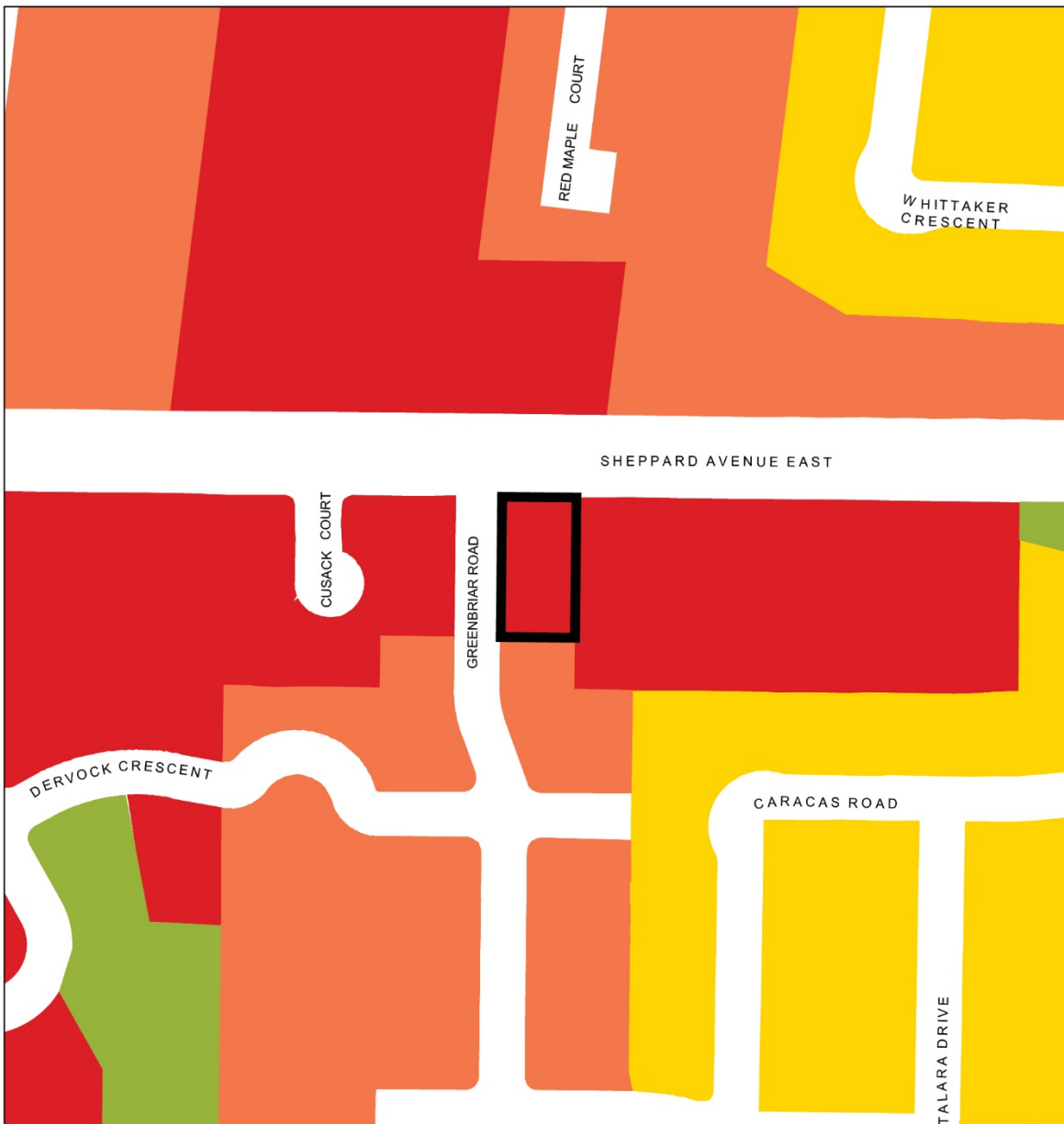
## Attachment 3: Site Plan



Site Plan



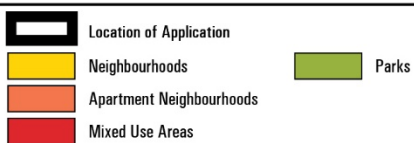
## Attachment 4: Official Plan Map



Official Plan Land Use Map #19

1 Greenbriar Road & 635 Sheppard Avenue East

File # 21 204643 NNY 17 02



↑  
Not to Scale  
Extracted: 08/30/2021