

## **Danforth Avenue Planning Study (Segment 2 - Don Valley to Coxwell Avenue) – City-Initiated Official Plan Amendment and Urban Design Guidelines – Supplementary Report**

Date: March 4, 2022

To: City Council

From: Chief Planner and Executive Director, City Planning

Ward: Ward 14 Toronto-Danforth

**Planning Application Number:** 19 116448 SPS 00 OZ

### **SUMMARY**

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On February 16, 2022, Toronto and East York Community Council considered item TE31.12, Danforth Avenue Planning Study (Segment 2 - Don Valley to Coxwell Avenue) – City-Initiated Official Plan Amendment and Urban Design Guidelines – Final Report dated January 31, 2022. The Final Report recommends that City Council adopt the Site and Area Specific Policy (SASP) and accompanying urban design guidelines.

Toronto and East York Community Council submitted the item to City Council without recommendations. A number of questions were raised at the meeting of Toronto and East York Community Council about how the SASP will accommodate and encourage affordable housing. This supplementary report provides additional information for City Council's consideration, particularly on how Inclusionary Zoning (IZ) could be implemented in the recommended planning framework for the Danforth – both the current segment under consideration (Segment 2) and the portion from Coxwell Avenue to Victoria Park Avenue, for which the planning study has already been completed and the policy is in force (Segment 1).

This report supplements the recommendations in the Final Report dated January 31, 2022 from the Director, Community Planning, Toronto and East York District, to provide further clarity on the development approach as it relates to securing affordable housing. It attaches the final versions of the recommended SASP and urban design guidelines.

### **RECOMMENDATIONS**

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The Chief Planner and Executive Director, City Planning, recommends that:

1. City Council adopt the Official Plan Amendment for the Danforth Avenue (Don Valley to Coxwell Avenue) Site and Area Specific Policy 772, attached as Attachment 1 to this supplementary report.
2. City Council adopt the Official Plan Amendment for the Danforth Avenue (Don Valley to Coxwell Avenue) Urban Design Guidelines, attached as Attachment 2 to this supplementary report.
3. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment as may be required.
4. City Council direct the Chief Planner and Executive Director, City Planning to review the two interchange stations at Broadview and Pape with a greater focus on providing affordable housing and affordable retail space, and to report back to Council in the first quarter of 2023 on further policies related to the Protected Major Transit Station Areas, following their formal identification.
5. City Council direct the Chief Planner and Executive Director, City Planning, to use the Site and Area Specific Policies, together with the Urban Design Guidelines, Complete Streets Study and Economic Analysis and Retail Study described in the Final Report dated January 31, 2022 and in this report, to inform the evaluation of current and future development applications along the Danforth Avenue (Don Valley to Coxwell Avenue) Segment 2.

## **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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On February 16, 2022, Toronto and East York Community Council considered item TE31.12, Danforth Avenue Planning Study (Segment 2 - Don Valley to Coxwell Avenue) – City-Initiated Official Plan Amendment and Urban Design Guidelines – Final Report dated January 31, 2022.

Toronto and East York Community Council forwarded the item to City Council without recommendations.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.TE31.12>

## COMMENTS

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This Supplementary Report is to be read in tandem with the Final Report dated January 31, 2022. The recommended SASP and urban design guidelines have been prepared with due consideration of Provincial and municipal policy considerations and are consistent with the PPS and conform to the Growth Plan.

### **PMTSAs - Prerequisite for Inclusionary Zoning**

The City's ability to implement IZ is limited to Protected Major Transit Station Areas (PMTSAs) or areas where the Minister has ordered a Development Permit System. In November 2021, City Council adopted a new Inclusionary Zoning policy framework ([Item PH28.1](#)). IZ will apply to developments located in both an IZ Market Area and a Protected Major Transit Station Area (PMTSA) proposing 100+ units or 8,000+ square metres of residential gross floor area, helping to create opportunities for low and moderate income individuals and families to access affordable housing across the city. The framework is intended to support the creation of mixed-income, complete and equitable communities in accordance with Provincial Plans and policies.

The Danforth Study area will fall within PMTSA boundaries (although not presently delineated), and is located in IZ Market Area 2, which will require condominium developments to set aside either 6% of the residential GFA as affordable rental housing or 8% as affordable ownership housing. IZ will be implemented on the date that is the later of September 18, 2022 and the date of the Minister's approval of a PMTSA. IZ requirements for purpose-built rental developments will not apply until 2026.

### **Sites along the Danforth**

The Danforth is a historic main street with approximately 37% of the existing buildings having heritage potential. The majority of lots along this segment of the Danforth are narrow and approximately 30 metres deep.

The development approach enabled by the proposed SASP and design guidelines supports up to eight storeys along the Danforth, provides additional opportunities for growth within the Neighbourhoods (up to five storeys in Policy Area B), and suggests that two nodes at Broadview and Pape be studied for additional growth opportunities.

The development approach (which does not presently include the nodes) is anticipated to support a future population of approximately 11,900-16,100 residents where there were approximately 3,500 residents in 2016.

### **Existing and Pipeline Developments**

There are a number of existing and ongoing developments along the Danforth Segments 1 and 2 that exceed the 100-unit or 8,000 square metre threshold for IZ.

There are no applications currently under consideration that were submitted subsequent to the IZ policy being Council adopted. There are, however, six applications under

review within both Segments of the Danforth Avenue Planning Study that would have met the threshold for triggering IZ requirements in this area:

- 682-742 Broadview Avenue, a 35-storey mixed-use development located within the proposed Broadview node in Segment 2, currently proposes 503 units.
- 1095-1111 Danforth Avenue, an 8-storey mixed-use development in Segment 2 which considers the principles emerging within the SASP and urban design guidelines and currently proposes 228 units.
- 985 Woodbine Avenue, a 15 and 9-storey mixed-use development located within Segment 1 currently proposes 402 new units.
- 2301 Danforth Avenue, an 8-storey mixed-use built development located in Segment 1 currently proposes 156 units.
- 2721 Danforth Avenue, a mixed-use development within the Main Street Study Area through Segment 1 which includes two towers at 35 and 55-storeys and currently proposes 1139 units.
- 286 Main Street, a 27-storey development within the Main Street Study Area through Segment 1 which currently proposes 371 units.

### **Affordable Housing Opportunities within the Danforth Study Area (Policy Areas A, B, C, D, and E)**

The SASP promotes the inclusion of affordable housing, and anticipates that Inclusionary Zoning will be used to deliver affordable units in future.

As discussed in detail within the Final Report dated January 31, 2022, the proposed SASP and urban design guidelines modify the standard approach to mid-rise development within the City of Toronto., The 45 degree angular plane which is typically applied at the rear of properties has been removed and replaced with a stepback strategy. Numerical standards for maximum heights, streetwall heights, setbacks and stepbacks for each Policy Area form the comprehensive design strategy where, together, the five Policy Areas work to support growth along the Danforth.

Respecting height permissions, when sites within Policy Area A are less than 42 metres in depth, and/or are not accompanied with developments in Policy Areas B, D, or E, the height of mid-rise development using the new criteria is capped at 7 storeys (excluding mechanical penthouse equipment). Otherwise, the height of mid-rise development using the new criteria is capped at 8 storeys excluding mechanical equipment).

This report demonstrates that the SASP and urban design guidelines have the potential to deliver affordable housing units through IZ in the future. Staff looked at two scenarios, considering 7- and 8-storey heights as alternatives in each case:

- The total GFA required to support a 100-unit development using the recommended unit mix and sizes in the Growing Up: Planning for Children in New Vertical Communities (Growing Up) Guidelines which calls for 15% two-bedroom units and 10% three-bedroom units; and
- The total GFA required to support a 100-unit development using the market average for unit sizes while still applying the ratios within the Growing Up Guidelines.

Within the first scenario, staff modelled 7 storey and 8 storey developments using for reference 25 studio units (at 50 sq. m.), 50 one-bedroom units (at 55 sq. m.), 15 two-bedroom units (at 90 sq. m.), and 10 three-bedroom units (at 106 sq. m.) in addition to 200 square metres of indoor amenity space. Based on this criteria, the residential gross floor area (GFA) required to provide 100 dwelling units in accordance with the Growing Up Guidelines is approximately 6,620 square metres. When modelled:

- At 7 storeys, a frontage of 60 metres along the Danforth would exceed the 100 unit threshold with a total GFA of 7,460 square metres.
- At 8 storeys, a frontage of 40 metres along the Danforth and a depth of 53 metres (30 metres in Policy Area A and 23 metres in Policy Area B) would exceed the 100 unit threshold with a total GFA of 7,140 square metres.

Within the second scenario, staff modelled 7 storey and 8 storey developments using the same unit mix but smaller unit sizes: 30 sq. m. for a studio, 50 sq. m. for a one-bedroom, 70 sq. m. for a two-bedroom and 80 sq. m. for a three-bedroom. 200 square metres of indoor amenity space continued to be assumed in addition. These smaller unit sizes represent the average unit sizes generally being provided in the Toronto market.

Based on this criteria, residential gross floor area (GFA) required to provide 100 dwelling units based on market average for unit sizes is approximately 5,300 square metres.

Using the GFA above as a baseline, staff remodelled the 7- and 8-storey height options:

- For 7-storeys, 48 metres along the Danforth with a lot depth of 30 metres would exceed the 100 unit threshold with a total GFA of 5,900 square metres.
- For 8-storeys, 28 metres along the Danforth and a depth of 53 metres (30 metres in Policy Area A and 23 metres in Policy Area B) would exceed the 100 unit threshold with a total GFA of 6,075 square metres.

## **Affordable Housing Opportunities within the Potential Nodes**

The above focuses on the mid-rise development approach, the SASP however, identifies two potential nodes at the Broadview Avenue and Pape Avenue subway interchange stations. Subject to further study, these nodes could provide further opportunities for growth beyond the mid-rise approach, which would provide for additional housing and employment, and community services and facilities to support growth within the Segment 2 area.

## **Other Affordable Housing Opportunities**

The City of Toronto also has the ability to deliver affordable housing on public and private lands in partnership with non-profit organizations and private developers through housing programs like the Open Door Affordable Housing Program and Housing Now.

The City owns a number of properties along the Danforth that might serve as additional affordable housing opportunities in future.

## **Conclusion**

Development along the Danforth in many cases will require land assembly based on the size and configuration of existing lots. The SASP and urban design guidelines provide for greater growth potential along the Danforth without compromising the historic integrity or the robust public realm of the area.

Affordable housing is key to creating complete and inclusive communities, and the analysis within this Supplementary Report demonstrates that mid-rise developments along the Danforth have the potential to trigger the 100-unit or 8,000 square metre residential GFA threshold for IZ to apply. There will be greater potential for growth at the Broadview and Pape subway interchange nodes, including additional affordable housing opportunities.

There are other factors, such as unit and GFA thresholds which are influenced by unit sizes and unit mix, transition provisions and tenure of residential units which will influence whether or not IZ requirements will apply to projects in future. Notwithstanding the above, City Planning will continue to prioritize affordable housing to ensure that Toronto continues to evolve as a City for all.

## **CONTACT**

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## **SIGNATURE**

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Gregg Lintern, MCIP, RPP  
Chief Planner and Executive Director  
City Planning Division

## **ATTACHMENTS**

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### **City of Toronto Data/Drawings**

Attachment 1: Site and Area Specific Area Policy No. 772

Attachment 2: Urban Design Guidelines