

Yonge Street North Planning Study – Official Plan Amendment – Supplementary Report

Date: July 18, 2022

To: City Council

From: Chief Planner and Executive Director, City Planning

Wards: Ward 18 - Willowdale

Planning Application Number: 11 191325 NPS 00 TM

SUMMARY

At its meeting on July 8, 2022, North York Community Council held a statutory public meeting for the Yonge Street North Planning Study and adopted staff recommendations, with amendments, to amend the Official Plan to establish a new planning framework for the Yonge Street North area.

North York Community Council further directed the Chief Planner and Executive Director, City Planning review all verbal and written submissions on the Yonge Street North Planning Study and report directly to the July 19 and 20, 2022 meeting of City Council with any proposed changes.

This report summarizes staff's review of the written and verbal submissions and outlines minor refinements to the recommended Secondary Plan that have emerged as a result of staff's review. The proposed changes to the Secondary Plan are described in this report and further outlined in Attachment 1. These changes, in addition to the amendments directed by North York Community Council, are fully incorporated into the revised Secondary Plan found in Attachment 2.

RECOMMENDATIONS

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

1. City Council delete recommendations 1 and 2 from North York Community Council and replace with the following:

1. City Council adopt Official Plan Amendment 615, Yonge Street North Secondary Plan, in accordance with Attachment 2 to the July 18, 2022 report from the Chief Planner and Executive Director, City Planning.

2. City Council determine that the changes to the Official Plan are minor in nature and no further public notice is required in respect of the proposed amendment.

FINANCIAL IMPACT

The recommendations in this report have no immediate financial impact. The financial implications to the City will be determined as development proceeds and City capital projects are advanced within the Secondary Plan area. Due to the long-term nature of the Secondary Plan and unpredictability of development applications, monitoring of the area as part of the development review process will be required.

Much of the infrastructure, such as the identified local streets, laneways, and other connections, required to provide a more fine-grained street network and to provide access and address for developments in the Secondary Plan area will be secured through the development application review process. This includes zoning by-law amendments, Plans of Subdivision, Consent and Site Plan Control applications which will be realized as the area redevelops.

Growth-related City infrastructure to support the area's transformation includes improvements to existing major streets, such as Yonge Street and Steeles Avenue, new and/or extended capacity streets, improvements to existing parks and above base park conditions for new parks. Such matters will be reviewed in accordance with applicable legislation. No municipal servicing upgrades have been identified at this time. Functional Servicing Reports will continue to be required as part of complete applications to ensure adequate servicing. Growth-related City infrastructure identified in the Secondary Plan area will be subject to prioritization against other City-wide capital priorities and operating impacts both funded and unfunded. The City's financial and resource capacity to deliver additional infrastructure works will inform and guide the future Capital and Operating Budget processes and the delivery of infrastructure in the Secondary Plan area.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting on July 8, 2022, North York Community Council held a statutory meeting for the Yonge Street North Planning Study where they considered the Official Plan Amendment staff recommended for adoption and the Yonge Street North Transportation Master Plan staff recommended for endorsement. In addition, Community Council considered 15 written submissions and two verbal submissions. North York Community Council adopted staff's recommendations, with amendments, and directed the Chief Planner and Executive Director, City Planning to review written and verbal submissions and report directly to the July 19 and 20, 2022 meeting of City Council with any proposed changes. North York Community Council's decision can be found at the following

link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.NY34.5>.

BACKGROUND

The extension of the Toronto Transit Commission's Line 1 into York Region and the resulting development pressures provided an opportunity and need to study Yonge Street North and the surrounding area to ensure future growth occurs in a well-planned and coordinated manner. The extension, including a subway station and associated bus infrastructure at Yonge Street and Steeles Avenue, will attract new residents to the area, where growth and the provision of hard and soft public infrastructure and services will need to be balanced, in order to create a complete community that is supportive of higher order transit.

Initially launched in 2011, the Yonge Street North Planning Study was a land use planning study, prepared in consultation with the community, which was intended to provide guidance on both active and anticipated development applications and set the stage for managing growth. In November of 2013, City Council received the consultant's report which was to be used as a guide for drafting Official Plan policies and other appropriate planning tools. City Council directed that the report from the consultant be used for information only and directed staff to conduct further consultation.

The study was re-launched in 2019 which has resulted in Official Plan Amendment 615, included as Attachment 2 to this report, which establishes a new Secondary Plan for the area and includes policies to guide growth and a complete community, including but not limited to policies related to the area structure, public realm, parks and open spaces, transportation and mobility, housing, community services and facilities, built form, and implementation.

Leading up to the statutory public meeting held by North York Community Council, City Planning staff held a number of community consultation meetings and participated in a number of discussions with various stakeholders. Staff also met with stakeholders between the statutory public meeting and the drafting of this report to further address comments and concerns.

COMMENTS

Review of Written and Verbal Submissions

In addition to the 15 written submissions and two verbal submissions that were submitted as part of the statutory public meeting, staff also reviewed and considered correspondence that was submitted directly to staff, via email in advance of the statutory public meeting.

Staff's review of these submissions found that most issues raised were related to the prescriptive nature of the proposed policies. Many of the submissions opined that the policies were overly restrictive in relation to building types along Yonge Street, setbacks and cantilevering, requirements for street-related retail at-grade, requirements for the

new and modified lane east of Yonge Street, requirements for residential units, built form requirements, and sustainability requirements.

Many of the submissions incorporated suggested revisions to the proposed policies and in most cases, the suggested revisions added words such "generally, up to, and where feasible". Staff opine that these suggested revisions to the proposed policies could have the effect of softening the policy direction, impacting the quality of the future built form and public realm, which could compromise the Plan's vision and objectives. The Secondary Plan does not prescribe density limits through a maximum floor space index, it instead relies on the built form and public realm direction to achieve appropriate levels of intensification within the desired form. No further revisions are recommended.

Many of the submissions also commented on the boundaries of the proposed Steeles Transit Station Area and how it is different from the staff recommended boundaries of the Yonge-Steeles Protected Major Transit Station Area (the "PMTSA") as delineated in Official Plan Amendment 570. The boundaries of the PMTSA are not delineated by the Secondary Plan and will be established through a stand-alone Site and Area Specific Policy in Chapter 7 of the Official Plan. These boundaries do not need to align as the Secondary Plan directs for how growth should occur within its boundaries while the policies for the PMTSA set minimum densities requirements and minimum population and employment targets, and can apply to a larger area than the Secondary Plan area boundary. Lands within the Secondary Plan and within the PMTSA will largely be guided by the Secondary Plan policies, while the lands that are outside of the Secondary Plan area and within the PMTSA will be guided by the existing policies of the Official Plan. The policies implemented together will aim to achieve the proposed PMTSA targets and minimum densities that are proposed. No further revisions are recommended

Lastly, several submissions were made regarding the proposed permissions for mid-rise built form along the east side of Yonge Street near Steeles Avenue East. While staff had originally modelled tall buildings within this area of the Secondary Plan, it was contingent on the infrastructure within the existing public laneway being relocated. However, further analysis of the infrastructure within the laneway found that the infrastructure cannot be relocated resulting in the lane being maintained and widened in its current location. Based on the depth of the Yonge Street properties, mid-rise buildings were determined to be the appropriate built form as tall buildings cannot be accommodated while adhering to the other built form and public realm policies of the draft Secondary Plan. No further revisions are recommended.

Recommended Refinements to the Secondary Plan

Staff's review of the written and verbal submissions has resulted in a number of minor wording changes to Official Plan Amendment 615, Yonge Street North Secondary Plan. These refinements are summarized below and further outlined in Attachment 1.

Heights of Buildings at the Yonge Street and Steeles Avenue Intersection

Due to the existing infrastructure located within the laneway to the east of Yonge Street and south of Steeles Avenue, tall buildings with the required setbacks, stepbacks, and separation distances cannot be accommodated within the Steeles Transit Station Area

on the east side of Yonge Street. As a result, policies 2.6 and 8.17 were refined to clarify that the greatest heights and densities would be located at the southwest corner of the Yonge Street and Steeles Avenue intersection.

Street-Related Uses At-Grade

The Secondary Plan directs that buildings within the Prime Pedestrian Area incorporate street-related retail uses at-grade with street-related retail comprising at least 75 percent of the building's street frontage. The Plan also encourages buildings on Yonge Street, Steeles Avenue, Cummer Avenue, and Drewry Avenue to have retail and other active uses on the ground floor that also wrap onto side streets with entrances at-grade. Refinements were made to policies 3.21, 3.22, and 3.24 to permit and encourage community-related uses at-grade. The policies as previously drafted focussed on the provision of retail uses to animate and activate the public realm, however, staff recognize that community-related uses, such as, but not limited to, day-cares and community agency spaces could have the same positive effect to the public realm.

Expansion of the Transportation Network

Policy 9.10 outlines how the expansion of the transportation network within the Plan area is expected to occur. A refinement was made to section c) of Policy 9.10 for clarification purposes to replace "in place" with "secured," which more appropriately identifies the required off-site improvements.

CONCLUSION

In response to Community Council's direction to review and consider the written and verbal submissions made in response to the proposed Official Plan Amendment, staff are proposing the aforementioned policy refinements to the Yonge Street North Secondary Plan. These refinements provide additional clarity to the recommended policy framework and have been incorporated into a revised Official Plan Amendment found in Attachment 2 and is recommended for approval by City Council.

CONTACT

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SIGNATURE

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

ATTACHMENTS

Attachment 1: Refinements to Official Plan Amendment 615, Yonge Street North Secondary Plan
 Attachment 2: Draft Official Plan Amendment 615, Yonge Street North Secondary Plan

Attachment 1: Refinements to Official Plan Amendment 615, Yonge Street North Secondary Plan

Policy Reference	Original Wording	Suggested Refinements (new text bolded)
Policy 2.6	<p>The Steeles Transit Station Area will redevelop with tall, mid-rise and low-rise buildings, with the greatest heights and densities at the intersection of Yonge Street and Steeles Avenue. Heights and densities will generally step down as development moves further away from the intersection and transition in scale to the south, east and west to areas of different heights and intensity in the Steeles Transit Station Area. Heights and densities along the furthest edges of the Plan area will be compatible with the heights outside the Plan area.</p>	<p>The Steeles Transit Station Area will redevelop with tall, mid-rise and low-rise buildings, with the greatest heights and densities at the southwest corner of the intersection of Yonge Street and Steeles Avenue intersection. Heights and densities will generally step down as development moves further away from the southwest corner of the Yonge Street and Steeles Avenue intersection and transition in scale to the south, east and west to areas of different heights and intensity in the Steeles Transit Station Area. Heights and densities along the furthest edges of the Plan area will be compatible with the heights outside the Plan area.</p>
Policy 3.21	<p>All buildings within the Prime Pedestrian Area along Yonge Street as shown on Retail Activity Map 49-6 will incorporate street-related retail at grade. Street-related retail will front at least 75 percent of the building's street frontage.</p>	<p>All buildings within the Prime Pedestrian Area along Yonge Street as shown on Retail Activity Map 49-6 will incorporate street-related retail and community-related uses at grade. Street-related retail These at-grade uses will front at least 75 percent of the building's street frontage.</p>

3.22	On Yonge Street, Steeles Avenue, Cummer Avenues and Drewry Avenue all buildings are encouraged to have retail and other active uses on the ground floor with entrances at grade and windows allowing for views of and from the street. The ground floor of buildings will have uses such as retail stores that will further support and enhance the pedestrian environment with doors, windows and canopies connected directly onto the enhanced and tree-lined streetscape.	On Yonge Street, Steeles Avenue, Cummer Avenues and Drewry Avenue all buildings are encouraged to have retail, community-related uses , and other active uses on the ground floor with entrances at grade and windows allowing for views of and from the street. The ground floor of buildings will have uses such as retail stores that will further support and enhance the pedestrian environment with doors, windows and canopies connected directly onto the enhanced and tree-lined streetscape.
3.24	Retail or service commercial uses are encouraged to wrap around onto side streets and maintain their grade related orientation.	Retail, community-related , or service commercial uses are encouraged to wrap around onto side streets and maintain their grade related orientation.
8.17	The tallest building within the Steeles Transit Station Area will be 50-storeys, located at the intersection. Tall buildings will step down in height by an approximate 5 storey difference away from the intersection to provide a visible distinction in height.	The tallest building within the Steeles Transit Station Area will be 50-storeys, located at the southwest corner of the Yonge Street and Steeles Avenue intersection. Tall buildings will step down in height by an approximate 5 storey difference away from the intersection to provide a visible distinction in height.
9.10	In the Plan Area, the expansion of the transportation network will occur incrementally with development as follows: a) Required streets, lanes, and multi-use trails identified in Map 49-11 Transportation Implementation Plan that form part of the site under application for redevelopment, and traffic signals adjacent to the site, will be secured and/or constructed prior to development proceeding;	In the Plan Area, the expansion of the transportation network will occur incrementally with development as follows: a) Required streets, lanes, and multi-use trails identified in Map 49-11 Transportation Implementation Plan that form part of the site under application for redevelopment, and traffic signals adjacent to the site, will be secured and/or constructed

	<p>b) For required improvements in Map 49-11 within the Development Area but not part of a site under application for redevelopment, the application proponent will make best efforts to coordinate the required improvements with other landowners in the Plan Area; and</p> <p>c) If the off-site required improvements within the Development Area are not in place or constructed, development proponents must demonstrate to the satisfaction of City Council that the transportation network will function appropriately with adequate capacity until the required improvements have been implemented.</p>	<p>prior to development proceeding;</p> <p>b) For required improvements in Map 49-11 within the Development Area but not part of a site under application for redevelopment, the application proponent will make best efforts to coordinate the required improvements with other landowners in the Plan Area; and</p> <p>c) If the off-site required improvements within the Development Area are not in place in secured or constructed, development proponents must demonstrate to the satisfaction of City Council that the transportation network will function appropriately with adequate capacity until the required improvements have been implemented.</p>
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Attachment 2: Draft Official Plan Amendment 615, Yonge Street North Secondary Plan