DATORONTO

REPORT FOR ACTION

15, 19, 21 & 23 Toryork Drive – Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision Applications – Preliminary Report

Date: November 26, 2021 To: Etobicoke York Community Council From: Director, Community Planning, Etobicoke York District Ward: 7 - Humber River-Black Creek

Planning Application Numbers: 21 211444 WET 07 OZ, 21 211446 WET 07 SB

Notice of Complete Application Issued: September 17, 2021

Current Uses on Site: Two vacant buildings of two storeys

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the combined application to amend the Emery Village Secondary Plan, the former City of North York Zoning By-law 7623 (as amended) and city-wide Zoning By-law 569-2013 for the lands located at 15, 19, 21 & 23 Toryork Drive. The proposal would permit one residential building with a height of 29 storeys, and three mixed-use buildings with heights of 27, 36 and 38 storeys. The proposal would result in a total gross floor area of 97,000 square metres consisting of 1,177 residential units and 870 square metres of non-residential gross floor area. An on-site parkland dedication of 1,630 square metres and a privately-owned publicly accessible space of 613 square metres are also proposed.

In addition to the Official Plan and Zoning By-law amendment application, a Draft Plan of Subdivision application has been submitted to create four blocks and to establish a public road to implement the proposal.

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

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 15, 19, 21 & 23 Toryork Drive 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

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

In November 2002, City Council adopted the Emery Village Secondary Plan as Official Plan Amendment No. 499 to the former City of North York Official Plan. The intent of the Secondary Plan is to provide parameters for incremental mixed-use development that promotes transit use and pedestrian activity. In May 2003, City Council adopted the associated Emery Village Zoning By-law 422-2003 to amend the former City of North York Zoning By-law 7625. Zoning By-law 422-2003 establishes performance standards to implement the Secondary Plan, along with holding provisions that limit development pending appropriate studies are submitted to the satisfaction of the City to ensure there is adequate infrastructure services to accommodate the planned mixed-use developments.

On June 26, 2003, City Council adopted Zoning By-law amendment for the subject site to permit residential buildings ranging in heights from two to 18 storeys with a Floor Space Index of 2.97 times the area of the lot, enacted as Zoning By-law 518-2003.

On December 16, 2003, the Committee of Adjustment approved a minor variance application to permit eight residential buildings and a mixed-use building resulting in a Floor Space Area of 5.8 times the area of the lot (file A239/03NY). As part of the decision, a Section 37 Agreement was to be entered into to secure a flagpole, an outdoor ice rink and a public road that would connect Toryork Drive and Finch Avenue West north of the site (Emery Village Road 2A). The Section 37 Agreement was never executed and registered on title.

On March 7, 2013, the Committee of Adjustment approved a minor variance application to revise the conditions imposed by the 2003 minor variance decision (file A81/13EYK). Specifically, the decision modified the condition requiring the owner to enter into a Section 37 Agreement to secure the items noted above and instead required the owner to enter into a Section 45 Agreement to secure a cash contribution of \$5,200,000 to be paid in installments, and to be used towards: the Emery Village Heritage and Cultural Plan; community facilities; the construction of a pedestrian bridge over Finch Avenue West in the vicinity of the site; and the construction of Emery Village Road 2A. The Section 45 Agreement was never executed or registered on title.

ISSUE BACKGROUND

Pre-Application Consultation

On February 16, 2021, a pre-application consultation meeting was held with the applicant to discuss complete application submission requirements and to identify issues with the proposed development. Staff raised concerns regarding the tower floor plates, the location of the proposed on-site parkland dedication, the proposed site layout including the configuration of the public road, and the impact of the proposed increase in overall density above the existing permissions. Further informal discussions between the applicant and City staff occurred between February and April of 2021.

Application Description

This application proposes to amend the Emery Village Secondary Plan, the former City of North York Zoning By-law 7623, as amended, and city-wide Zoning By-law 569-2013 for the lands located at 15, 19, 21 & 23 Toryork Drive. The application proposes to permit four buildings with heights of 27, 29, 36 and 38 storeys (91.5 metres, 97.3 metres, 118.5 metres and 124.9 metres including the mechanical penthouse respectively), consisting of 1,177 residential units and 870 square metres of non-residential gross floor area, resulting in a total gross floor area of 97,000 square metres. A total of 1,068 vehicular parking spaces and 941 bicycle parking spaces are proposed to be contained within three four-level underground parking garages.

Of the proposed 1,177 residential units, 677 (58 percent) are one bedrooms, 342 (29 percent) are two bedrooms, and 158 (13 percent) are three bedrooms. A total of 2,381 square metres of indoor amenity space and 2,399 square metres outdoor amenity space are proposed at-grade, and on the second, third, sixth and seventh storeys.

The site would also result in a L-shaped public road which runs south from Toryork Drive and then west through the centre of the site connecting to the future Emery Village Road 2A to the west of the subject lands as part of the Draft Plan of Subdivision. A parkland dedication of 1,630 square metres is also proposed on the south portion of the site, and a privately-owned publicly accessible space (POPS) of 613 square metres is proposed on the north portion of the site.

Detailed project information is found on the City's Application Information Centre at: <u>www.toronto.ca/15ToryorkDr</u>

See Attachments 1 and 2 of this report, for a three dimensional representation of the project in context, and Attachment 4 for the proposed site plan drawing.

Site and Surrounding Area

The subject site is located near the northwest corner of Weston Road and Finch Avenue West. The site is an irregular shaped parcel with an area of 15,688 square metres fronting on Toryork Drive and is currently occupied by two vacant commercial buildings.

Surrounding land uses include:

- North: At the northeast corner of Toryork Drive and Weston Road is a bank and a storage lot for shipping containers. Extending further north is a CN Rail corridor as well as industrial buildings between one and two storeys.
- East: Immediately to the east are a series of low-rise buildings occupied by a variety of commercial and employment uses, as well as a gas station. Extending further east, across Weston Road are five one storey commercial buildings and the CN Rail corridor.
- South: Abutting the subject site are a number of commercial buildings as well as a five storey mixed-use building, all of which front onto Finch Avenue West. The site at 2370 Finch Avenue West is currently subject to an Official Plan and Zoning By-law amendment application for a six and 11 storey mixed-use building. Extending further south, on the opposite side of Finch Avenue West are a series of high-rise apartment buildings, high-rise mixed-use buildings and low-rise commercial buildings. Beyond that is Lindylou Park, a utility corridor, one to two storey semi-detached residential dwellings, and the Humber River.
- West: Immediately to the west of the subject site is the Emery Parks Yard with a one storey building. A tributary of the Humber River passes through the yard lands. Further west is a fire station and a mixture of commercial and industrial buildings between one and two storeys.

See Attachment 3 for the location map.

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) as amended contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan (2020) requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs are planned for the prescribed densities.

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 designated *Mixed Use Areas* on Map 13 - Land Use of the Official Plan. See Attachment 5 for the land use designation of the Official Plan. The application is also located within the Emery Village Secondary Plan (EVSP) and is designated *Mixed Use Area* 'C1' in the Secondary Plan. See attachment 6 for the land use designation of the Secondary Plan.

Zoning By-laws

The subject site is zoned "Mixed Use Commercial" C5 with a (H1) Holding symbol in the former City of North York Zoning By-law 7625, as amended by Zoning By-laws 422-2003 and 518-2003. The zoning permits residential uses and a range of non-residential uses. A maximum Floor Space Index of 5.8 times the area of the lot is permitted. In terms of building heights, the site allows for nine buildings with heights of 18 storeys.

The (H1) Holding symbol on the site prohibits the construction of buildings and land uses permitted under the C5 zone until the symbol is lifted. In order to lift the holding symbol, various conditions need to be fulfilled to the satisfaction of the City, including the submission of: a traffic impact study and traffic certification report; a soil investigation report; an environmental assessment report; an engineering and servicing report; a noise and vibration study; and a development plan. The holding symbol will need to be lifted to permit development as proposed.

The subject site is also zoned "Commercial Residential" and has a label of CR 2.5 (c1.0; r2.5) SS2 (x211) under city-wide Zoning By-law 569-2013. The CR zone permits a range of commercial and residential uses. Site specific exception 211 places the provisions of Zoning By-law 7625, as amended, as prevailing by-laws.

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

See Attachment 7 for the applicable zoning category of the site.

Design Guidelines

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

- City-wide Tall Building Guidelines;
- Retail Design Manual;
- Growing Up: Planning for Children in New Vertical Communities;
- Privately-Owned Publicly Accessible Spaces (POPS) Urban Design Guidelines;
- Pet Friendly Design Guidelines for High Density Communities;
- Toronto Green Standard; and
- Bird-Friendly Development Guidelines.

The City's Design Guidelines may be found here: <u>https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/</u>

Site Plan Control

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

COMMENTS

Reasons for the Application

The proposal requires an amendment to the Emery Village Secondary Plan as the building heights and overall density exceed the permissions outlined in the Secondary Plan to encourage a balanced mixed-use community. The proposal is seeking heights ranging from 27 to 38 storeys, whereas *Mixed Use Area 'C1'* permits heights ranging from two to 18 storeys. The proposal is also seeking a Floor Space Index of 6.31 times the area of the lot, whereas *Mixed Use Area 'C1'* permits a maximum Floor Space Index of 5.8 times the area of the lot.

The proposal also requires amendments to the former City of North York Zoning By-law 7625 and city-wide Zoning By-law 569-2013 in order to vary several performance standards as they relate to density, height, setbacks and parking spaces, among others.

See Attachment 8 for a summary chart of the proposed amendments.

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

The application will be evaluated against the policies and objectives of the *Planning Act*, PPS and the Growth Plan (2020). In particular, the proposal will be evaluated in regards to the promotion of well-designed built form, providing for a range of housing options and mixture of uses that is compatible with surrounding industrial uses, and whether the proposal complies with the municipal direction for growth.

Official Plan Conformity

The Official Plan states that *Mixed Use Areas* will absorb most of the anticipated increase in retail, office and service employment in Toronto in the coming decades, as well as much of the new housing. However, not all *Mixed Use Areas* will experience the same scale or intensity of development.

Staff are reviewing the application to determine its conformity to the Official Plan. Key Official Plan policies that will be used to evaluate this application include, but are not limited to: the Public Realm, Built Form, Housing and Parks and Open Spaces policies in Chapter 3; and the development criteria for *Mixed Use Areas* in Chapter 4.

Emery Village Secondary Plan (EVSP)

The application is located within the EVSP area. The Secondary Plan provides a framework for development that builds on the Emery Village community's historic function as a centre that serves residents in the immediate and surrounding areas. The EVSP encourages compact, street-oriented, mixed-use development, establishes building heights and development densities, promotes transit use and pedestrian connectivity, and encourages the improvement of the public realm.

The site is designated *Mixed Use Area 'C1'* where new building heights are to be generally in the range of eight to 12 storeys with a Floor Space Index of 2.5 times area of the lot.

Staff will be reviewing whether the proposed Official Plan Amendment to increase the building heights and the Floor Space Index maintains the general intent of the EVSP.

Built Form, Planned and Built Context

The suitability of the proposed built form will be assessed based on Section 2 (j), (p), and (r) of the *Planning Act*, the PPS and the Growth Plan (2020). The proposed built form will also be assessed based on the City's Official Plan policies, the EVSP policies, and Urban Design Guidelines. An evaluation will be made to confirm whether the proposal is contextually appropriate and fits within its planned and built context. In particular, staff will be evaluating:

- The appropriate siting, mass, and heights of the proposed buildings;
- The appropriate separation distances between the tall building components on site and the existing and planned buildings surrounding the site;
- The massing of buildings that would ensure residential uses are adequately mitigated from the adverse impacts of nearby industrial uses, while ensuring such massing is based on good urban design principles;
- The appropriate site layout including the configuration of the public street, pedestrian walkways and connectivity to existing and future transit stops;
- Incremental shadow impacts to the existing and proposed public realm; and
- The appropriate size, placement and dimensions of the proposed parkland and POPS.

Residential Unit Mix

On July 28, 2020, City Council adopted the Growing Up: Planning for Children in New Vertical Communities Urban Design Guidelines ("Growing Up Guidelines"). The objective of the Guidelines is to steer the delivery of multi-unit tall building proposals that increases liveability for larger households, including families with children at the neighbourhood, building and unit scale. In particular, the Growing Up Guidelines direct development to provide a minimum of 25 percent of its total residential unit count towards large units, with a minimum of 10 percent being three-bedroom units. The Guidelines also direct two-bedroom units be in the range of 87 to 90 square metres and three-bedrooms be in the range of 100 to 106 square metres. The application currently proposes 342 (29.1 percent) two-bedroom units, and 158 (13.4 percent) three-bedroom units. Staff will continue to review the proposal against applicable policies and guidelines in supporting a broad range of households.

Infrastructure/Servicing Capacity

The application will be reviewed to determine if there is sufficient infrastructure capacity to accommodate the proposed development. The applicant submitted a Functional Servicing and Stormwater Management Report prepared by Fabian Papa & Partners, and Geotechnical and Hydrogeological Studies prepared by EXP Services Inc. The purpose of these reports is to evaluate existing subsurface conditions and the effects of the development on the City's municipal servicing infrastructure and watercourses, and to identify and provide the rationale for any new infrastructure or upgrades to existing infrastructure necessary to adequately service the proposed development. The studies were reviewed by City staff and revisions are required.

Traffic Impact, Vehicular Access and Parking

The applicant submitted a Transportation Impact Study prepared by Nextrans. The purpose of the study is to evaluate the effects of a development or re-development on the transportation system, and also to identify transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development. The study is being reviewed by City staff.

Emery Village Road 2A

The subject site is southeast of the preferred design of the public road that is to connect Toryork Drive and Finch Avenue West. The purpose of the road, termed Road 2A, is to alleviate congestion at the Finch Avenue West/Weston Road intersection and provide improved access for freight traffic. Staff will review the proposal against the preferred design for Road 2A.

Land Use Compatibility

The subject site is within proximity to various industrial operations on lands designated *Employment Areas* in the Official Plan to the north and east. The applicant submitted a Compatibility & Mitigation Study prepared by SLR. The purpose of this report is to: identify land use compatibility issues (traffic, noise, vibration, and air emission) between facilities within *Employment Areas* and the proposed sensitive land uses; and evaluate and recommend measures to eliminate or mitigate the adverse effects.

A separate Environmental Noise Study prepared by SLR was submitted to identify and evaluate the transportation, stationary, and potential on-site noise sources that may adversely impact the proposed sensitive uses on the site.

An Environmental Vibration Assessment by SLR was also submitted to evaluate the impact of vibration generated by the existing environment on the proposed development.

The Land Use Compatibility Assessment, the Noise Feasibility Study, and the Environmental Vibration Assessment will require peer reviews be conducted on behalf of the City by a third party consultant(s) at the applicant's expense.

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 submitted an Arborist Report and Landscape Plans prepared by Strybos Barron King. The documents indicate the proposal would result in the removal of five trees, and the planting of 24 new trees on the site. The submitted documentation is being reviewed by staff.

Archaeological Assessment

An archaeological resource assessment identifies and evaluates the presence of archaeological resources also known as archaeological sites. A Stage 1 Archaeological Assessment prepared by ASI was submitted and is under review.

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.

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as hard services like sewers, 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.

The applicant submitted a Community Services Facilities Study prepared by Bousfields Inc. as an appendix to the Planning Rationale Report. The study is currently being reviewed by City 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 intended to advance the City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant has submitted the TGS Checklist indicating they are pursuing Tier 1 performance measures. Staff are reviewing the TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures. Planning staff will

encourage the applicant to pursue Tier 2 or higher performance measures through the application review process.

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the *Planning Act* to pass by-laws for increases in height and/or density 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.

City staff will request the previous conditions that were to be secured in a Section 45 Agreement as part of the approval of the minor variance applications be secured as part of a Section 37 Agreement, should this application be approved in some form.

The proposal at its current height and density may be subject to additional Section 37 contributions under the *Planning Act*. Additional Section 37 benefits have not yet been discussed. In the event the applicant provides in-kind benefits pursuant to Section 37 of the *Planning Act*, the City's Fair Wage Policy and Labour Trades Contractual Obligations will apply to such work.

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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SIGNATURE

Michael Mizzi, MCIP, RPP Director, Community Planning Etobicoke York District

ATTACHMENTS

Attachment 1: 3D Model of Proposal in Context Looking Northwest

Attachment 2: 3D Model of Proposal in Context Looking Southeast

Attachment 3: Location Map

Attachment 4: Site Plan

Attachment 5: Official Plan Land Use Map

Attachment 6: Emery Village Secondary Plan Land Use Map

Attachment 7: Zoning Map

Attachment 8: Summary Chart of Proposed Amendments

Attachment 1: 3D Model of Proposal in Context Looking Northwest





Attachment 2: 3D Model of Proposal in Context Looking Southeast

Attachment 3: Location Map





TOR OR ORINE WESTON ROAD FINCH AVENUE WEST WESTON ROAD **DA TORONTO** 15, 19, 21, & 23 Toryork Drive Official Plan Land Use Map #13 File # 21 211444 WET 07 0Z Location of Application Apartment Neighbourhoods Natural Areas **Utility Corridors**

General Employment Areas

Core Employment Areas

Attachment 5: Official Plan Land Use Map

Parks

Mixed Use Areas

Not to Scale Extracted: 09/22/2021







Attachment 8: Summary Chart of Proposed Amendments

	Permitted	Proposed
Floor Space Index (FSI)	2.5 (3.0 with incentives)	6.31
Maximum Storeys	8 to 12 storeys (18 with incentives)	27, 29, 36 and 38 storeys

Proposed amendments to the Emery Village Secondary Plan

Proposed amendments to former City of North York Zoning By-law No. 7625, as amended by By-laws 422-2003 and 513-2003, and Committee of Adjustment Decisions

	Permitted	Proposed
Floor Space Index (FSI)	5.8	6.31
Maximum Number of Tall Buildings	9	4
Maximum Storeys	18 storeys	27, 29, 36 and 38 storeys
Maximum Height (metres)	Undefined	91,5, 97.3, 118.5 and 124.9

Other areas of non-compliance may be identified through the review of the application.