

20 Broadoaks Drive and 11 Catford Road – Official Plan Amendment and Zoning By-law Amendment Application – Request for Direction Report

Date: January 4, 2023

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 7 - Humber River-Black Creek

Planning Application Numbers: 21 235816 WET 07 OZ, 21 235856 WET 07 CD

Related Application: 22 194884 WET 07 SA

SUMMARY

On November 9, 2021, an application was submitted to amend the Official Plan, the former City of North York Zoning By-law 7623, and city-wide Zoning By-law 569-2013 for the lands known municipally as 20 Broadoaks Drive and 11 Catford Road. The development proposal, set within an existing context of apartment buildings, proposes to permit an infill development consisting of two four-storey residential townhouse blocks at the corner of Catford Road and Derrydown Drive, a 12-storey mixed use building fronting onto Keele Street, and 18 and 30-storey residential towers connected by a six-storey base building located in the middle of the development site.

The proposed development would result in 946 new residential units, 722 square metres of retail gross floor area, and 67,058 square metres of new residential gross floor area. An on-site parkland dedication of 1,600 square metres and a privately-owned publicly accessible space ("POPS") of 3,600 square metres are also proposed.

In addition to the Official Plan and Zoning By-law amendment application, a Draft Plan of Condominium application has been submitted to establish a phased condominium corporation for the proposed development.

On May 12, 2022, the combined Official Plan and Zoning By-law amendment application and the Draft Plan of Condominium application were appealed to the Ontario Land Tribunal by the applicant pursuant to Sections 22(7), 34(11) and 51(34) of the *Planning Act*, citing City Council's failure to make a decision within the prescribed timelines after the applications were deemed complete. The first Case Management

Conference for the appeal was conducted on September 9, 2022 (OLT Case No. OLT-22-003827). A 10-day hearing has been scheduled to start on October 23, 2023.

This report recommends that City Council direct the City Solicitor, together with appropriate City staff, to oppose the current proposal at the Ontario Land Tribunal and to continue discussions with the applicant to resolve outstanding issues.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council direct the City Solicitor and appropriate City staff to attend the Ontario Land Tribunal hearing to oppose the appeal respecting the Official Plan Amendment and Zoning By-law Amendment application (File 21 235816 WET 07 OZ; 21 235856 WET 07 CD) as proposed for the lands at 20 Broadoaks Drive and 11 Catford Road in the current form.
2. City Council authorize City staff to continue discussions with the applicant to negotiate an appropriate development proposal for the lands at 20 Broadoaks Drive and 11 Catford Road which addresses the issues set out in this report.
3. In the event that the Ontario Land Tribunal allows the appeals, in whole or in part, City Council direct that the full on-site parkland dedication required pursuant to Section 42 of the *Planning Act* be provided on-site, and be conveyed and constructed to base park condition at no cost to the City, all to the satisfaction of the General Manager, Parks, Forestry and Recreation.
4. In the event that the Ontario Land Tribunal allows the appeal, in whole or in part, and the owner elects to design and construct Above Base Park Improvements, City Council approve a development charge credit against the Parks and Recreation component of the Development Charges for the design and construction by the owner of the Above Base Park Improvements to the satisfaction of the General Manager, Parks, Forestry and Recreation, and the development charge credit shall be in an amount that is the lesser of the cost to the owner for designing and constructing the Above Base Park Improvements, as approved by the General Manager, Parks, Forestry and Recreation, and the Parks and Recreation component of development charges payable for the development in accordance with the City's Development Charges Bylaw, as may be amended from time-to-time.
5. In the event that the Ontario Land Tribunal allows the appeals, in whole or in part, City Council direct the City Solicitor to request that the issuance of any final Order(s) be withheld until such time as the City Solicitor advises the Ontario Land Tribunal that:

- a. The final form and content of the Official Plan Amendment is satisfactory to the Chief Planner and Executive Director, City Planning, and the City Solicitor;
- b. The final form and content of the Zoning By-law Amendment is satisfactory to the Chief Planner and Executive Director, City Planning, and the City Solicitor;
- c. The owner has provided a revised Functional Servicing Report, a revised Stormwater Management Report, a revised Hydrological Report and a revised Geotechnical Study, such reports to be reviewed to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services;
- d. The owner has made satisfactory arrangements and entered into appropriate agreements with the City for the design and construction of any improvements to municipal infrastructure, should it be determined that upgrades are required to the infrastructure to support this development, according to the Functional Servicing Report accepted by the Chief Engineer and Executive Director, Engineering and Construction Services;
- e. The owner has provided a revised Parking Study, a revised Loading Study, a revised Traffic Operations Assessment, and a revised Transportation Impact Study, to be reviewed to the satisfaction of the General Manager, Transportation Services;
- f. The owner has provided a revised Pedestrian Wind Study, such report to be reviewed with recommendations implemented as part of the amending Official Plan policies and Zoning By-laws and/or secured in a development agreement, to the satisfaction of the Chief Planner and Executive Director, City Planning;
- g. The owner has provided an acceptable Land Use Compatibility Study, Noise Impact Study, and Vibration Study, such reports to be peer reviewed by a third-party consultant on behalf of the City and at the owner's expense, with recommendations to be implemented as part of the amending Official Plan policies and Zoning By-laws and/or secured in a development agreement, to the satisfaction of the Chief Planner and Executive Director, City Planning;
- h. The owner has made satisfactory arrangements with the City and has entered into the appropriate agreements for the design and construction of any improvements to municipal infrastructure, should it be determined that upgrades are required to the infrastructure to support the development, according to the accepted Functional Servicing Report, Stormwater Management Report, Geotechnical Report and Traffic Impact Study accepted by the Chief Engineer and Executive Director, Engineering and Construction Services and the General Manager, Transportation Services;

i. The owner has provided a revised Tree Preservation Plan and a revised Landscape Concept Plan to the satisfaction of the General Manager of Parks, Forestry and Recreation; and,

j. The owner has made satisfactory arrangements and has entered into an appropriate agreement to secure the rental tenure of the 399 retained rental housing units for 20 years, as well as needed improvements to the existing rental property without pass-through costs to tenants, and a Construction Mitigation and Tenant Communication Plan, all to the satisfaction of the Chief Planner and Executive Director, City Planning.

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 1985, the former North York Planning Advisory Committee deferred an Official Plan and Zoning By-law amendment application for a third building on the subject site. At the time, the applicant had proposed the development of a new nine-storey apartment building. Eight years later, the same Official Plan and Zoning By-law amendment application for the nine-storey apartment building was again submitted to the City of North York. The application was subsequently withdrawn due to inactivity and no decision was made by the former North York City Council.

On December 16, 2020, City Council adopted the Keele Finch Secondary Plan ("KFSP") as Official Plan Amendment ("OPA") 483 to the Toronto Official Plan. The KFSP is the product of the Keele Finch Plus study to examine parameters for leveraging transit investments to achieve compatible growth, place-making interventions, and community building for the area around Keele Street and Finch Avenue West. Although the OPA was adopted by City Council, enactment of the Bill to bring the KFSP into full force and effect has been withheld until the Minister of Municipal Affairs and Housing makes a decision related to the delineation of a Major Transit Station Area ("MTSA") around Finch West Station through OPA 482, which remains before the Province for approval.

Concurrent with the adoption of the KFSP, City Council adopted Official Plan Amendment 482 – the delineated Protected Major Transit Station Area ("PMTSA") for the Finch West Transit Station area as Site and Area Specific Policy 584 (SASP 584). OPA 482 was completed in accordance with Section 16(15) of the *Planning Act* and was developed to complement the KFSP in advance of the completion of the City's Municipal Comprehensive Review ("MCR"). OPA 482 provides a comprehensive Official Plan framework for the Keele Finch area and supports the City in advancing its requirement to delineate MTSA's. The inclusion and delineation of the PMTSA for the

Finch West Transit Station in the Official Plan identifies minimum density targets, and enables inclusionary zoning to be implemented in this area when such a framework is in effect.

On February 24, 2022, the Etobicoke York Community Council adopted the Preliminary Report on the subject applications, authorizing staff to conduct a Community Consultation Meeting. The decision document can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.EY30.4>.

SITE AND SURROUNDING AREA

The subject site has frontage on Keele Street to the east, Broadoaks Drive to the south, Derrydown Road to the west, and Catford Road to the north. The site currently consists of two nine-storey rental apartment buildings with a total of 399 residential units, associated surface parking lots, and landscaped open spaces.

Surrounding land uses include:

- East: Across Keele Street are a mixture of one- and two-storey commercial buildings with associated surface parking lots. Further east are predominately one- and two-storey industrial buildings in the DUKE Heights employment area.
- South: Across Broadoaks Drive is a gas station, and two 10-storey apartment buildings with surface parking lots.
- West: Across Derrydown Road are detached and semi-detached residential dwellings.
- North: Across Catford Road are detached and semi-detached residential dwellings. Northwest of the site is the two-storey Derrydown Public School with surface parking and a playing field.

See Attachment 2 for the location map.

PROPOSAL

Description

This application proposes to amend the Toronto Official Plan, the former City of North York Zoning By-law 7623, and city-wide Zoning By-law 569-2013.

The proposal is set within an existing context of apartment buildings and proposes to permit an infill development consisting of two four-storey residential townhouse blocks at the corner of Catford Road and Derrydown Drive, a 12-storey mixed use building fronting onto Keele Street, and 18- and 30-storey tall buildings connected by a six-storey base building located in the middle of the development site. The proposed

development would accommodate a total of 946 new residential units, 722 square metres of retail gross floor area, and 67,058 square metres of residential gross floor area. An on-site parkland dedication of 1,600 square metres and 3,600 square metres of POPS between Buildings A and B and 11 Catford Road. The POPS would serve as a pedestrian mid-block connection between Keele Street and Derrydown Road.

Of the proposed 946 residential units, 4 (0.004 percent) are bachelors, 563 (59.5 percent) are one-bedrooms, 319 (33.7 percent) are two-bedrooms, and 60 (6.3 percent) are three-bedrooms. A total of 1,892 square metres of indoor amenity space and 1,892 square metres of outdoor amenity space are proposed at-grade. The proposed development will include 697 parking spaces, 705 bicycle parking spaces, and 5 loading areas.

Refer to Table 1 for a summary of the key statistics pertaining to each proposed building.

Table 1 - Key Statistics of Each Proposed Building

	Building A	Building B	Townhouses	Total
Gross Floor Area (sq.m.)				
Residential	19,528 m2	43,500 m2	4,030 m2	67,058 m2
Retail	722 m2	0 m2	0 m2	722 m2
Total	20,250 m2	43,500 m2	4,030 m2	67,780 m2
Residential Amenity (sq.m.)				
Indoor	584 m2	1,308 m2	0 m2	1,892 m2
Outdoor	584 m2	1,308 m2	0 m2	1,892 m2
Residential Units				
Studio	4 (1.4%)	0 (0%)	0 (0%)	4 (0.4 %)
1 Bedroom	208 (71.2%)	339 (55.9%)	16 (33.3%)	563 (59.5%)
2 Bedroom	73 (25%)	222 (36.6%)	24 (50%)	319 (33.7%)
3 Bedroom	7 (2.4%)	45 (7%)	8 (16.7%)	60 (6.3%)
Total	292	606	48	946
Building Height (Storeys)	45.6 m (12)	101.2 m (30) 65.5 m (18)	14 m (4)	14 m (4)

See Attachment 1 for the Application Data Sheet, Attachments 3 and 4 for a three dimensional representation of the project in context, Attachment 5 for the proposed site plan drawing, and Attachments 9 to 16 for the proposed elevations.

Detailed project information is found on the City's Application Information Centre at: www.toronto.ca/11CatfordRd.

Reasons for the Application

The proposal requires an amendment to the Official Plan to amend Land Use Map 16 by redesignating the lands fronting onto Keele Street as *Mixed Use Areas*, and redesignating part of the lands currently designated as *Other Open Space Areas* as *Apartment Neighbourhoods*. The applicant is also requesting the establishment of a site and area specific policy to recognize the proposed building heights.

Site specific amendments are also proposed to both 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 including but not limited to density, height, setbacks, unit types and parking spaces.

Site Plan Control

The proposal is subject to Site Plan Control. A Site Plan Control application has been submitted to City Planning for review under file number 22 194884 WET 07 SA.

POLICY CONSIDERATIONS

The Growth Plan (2020) contains policies pertaining to population and employment densities that should be planned for in MTSA's along priority transit corridors or subway lines. MTSA's 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 MTSA's plan for the prescribed densities. PMTSA's will become a subset of the MTSA's in the City. Policy 2.2.4.5 of the Growth Plan (2020) states that the City may delineate MTSA's before the MCR is completed, provided the delineation is for a PMTSA in accordance with Section 16(15) of the *Planning Act*. The site is within the proposed PMTSA for Finch West Station, currently under review by the Minister of Municipal Affairs and Housing.

The site is designated *Apartment Neighbourhoods* and *Other Open Space Areas* on Map 16 - Land Use of the Official Plan. In the Council endorsed, but not yet enacted KFSP, the site is designated *Mixed Use Areas A*, *Apartment Neighbourhoods*, and *Other Open Space Areas*.

The site is zoned "Multiple-Family Dwellings Sixth Density" (RM6) and "Open Space" (O1) in the former City of North York By-law 7625. The RM6 zone permits a range of residential dwelling types including apartment buildings, with a maximum height of 11 metres with permission for increased height dependent on the building's setback from the property line. The gross floor area of a building shall not exceed 150 percent of the area of the lot. The O1 zone permits a public park, playground and play lot. The site is also subject to Schedule "D" – The Airport Hazard Map, which permits maximum building heights of 15.24 and 30.48 metres.

In the city-wide Zoning By-law 569-2013, the site is zoned "Residential Apartment Commercial" (RAC) (f30.0; a1375; d1.5) (x122) and "Open Space" (O).

The standards of the former City of North York By-law 7625 are carried forward into Zoning By-law 569-2013.

Urban Design Guidelines that are relevant to the proposal include the Avenues and Mid-rise Buildings Study and Performance Standards ("Mid-rise Performance Standards"), Townhouse & Low-Rise Apartment Guidelines, City-Wide Tall Building Design Guidelines ("Tall Building Guidelines"), Privately Owned Publically-Accessible Space (POPS) Urban Design Guidelines, Growing Up: Planning for Children in New Vertical Communities ("Growing Up Guidelines"), Retail Design Manual, Toronto Green Standards, and the Pet Friendly Design Guidelines and Best Practices for New Multi-Unit Buildings ("Pet Friendly Guidelines").

See Attachment 17 for the policy considerations summary applicable to the subject proposal.

COMMUNITY CONSULTATION

A virtual community consultation meeting was held on June 14, 2022 using the Webex video-conferencing platform. An in-person meeting, led by the Ward Councillor's office, was also held on July 28, 2022. The meetings were attended by residents, interested citizens, the applicant, City staff, and the Ward Councillor. Comments and issues raised at the virtual meeting, and through telephone and written correspondence relate to:

Built Form

- The design of the proposal does not align with the context of the area.

Density

- Too much density proposed in an area that is already dealing with issues related to construction and congestion.
- The density is appropriate since the area is accessible by the Line 1 subway, Finch West LRT, and has sufficient water, stormwater and sewer capacity.
- The project is an overdevelopment considering the lack of amenities and services in the area to support the existing residents.

Amenities

- The proposed development would remove important and vital greenspace located between 20 Broadoaks Drive and 11 Catford Road.
- Lack of amenity areas to support existing residents.

Construction Management

- Concerns with methods undertaken by the owners to remove amenities and affect livability of current residents.
- Concerns with construction impacts, including noise and dust.

Community Services and Facilities

- There is an insufficient amount of community services and facilities in the area (e.g. libraries, community centres).

Housing

- There is a need to provide affordable housing units.
- There is a need for more multi-family units than what is proposed.

Land Use

- The proposed mixed-use development is not compatible with the surrounding area, which is primarily made up of employment and industrial uses.
- There is insufficient retail food stores in the area (e.g. grocery stores).

Servicing

- Insufficient sewer, water and electrical capacity to serve the proposal.

Transportation

- Increased vehicular traffic to the area will worsen traffic congestion in an area that is already experiencing congestion.
- Increased street parking on Catford Road.

COMMENTS

The proposal has been reviewed against the *Planning Act*, the Provincial Policy Statement ("PPS"), A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) ("Growth Plan"), Official Plan, Secondary Plan policies and design guidelines as outlined in the Policy Considerations section and Attachment 17 of this report.

Staff have determined that the proposal is not consistent with the PPS (2020) and does not conform with the Growth Plan (2020) for the reasons outlined below.

Planning Act

City Planning staff have reviewed the application with regard to the relevant matters of provincial interest set out under Section 2 of the *Planning Act*.

The Provincial Policy Statement

City Planning staff have reviewed the current proposal against the policies of the PPS, as described in Attachment 17: Policy Considerations section in this report.

The PPS directs that intensification within settlement areas provide a mix of residential and retail uses in an area identified in the Official Plan for intensification and a varied mix of land uses. From a built form perspective, the PPS indicates that long-term economic prosperity should be supported by encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes. These are achieved through appropriate development standards being promoted to facilitate intensification and a compact form. Development standards are established in the Official Plan as well as the KFSP. Supporting documents in the form of urban design guidelines further implement the Official Plan direction.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

City Planning staff have reviewed the current proposal against the policies of the the Growth Plan, as described in Attachment 17: Policy Considerations. The Growth Plan states that applying the policies of the plan will support the achievement of complete communities that feature a diverse mix of land uses, including residential and employment uses; provide a diverse range and mix of housing options to accommodate people at all stages of life, and accommodate the needs of all household sizes and incomes; and provide for a more compact built form and a vibrant public realm. Growth Plan guiding principles include support for a range and mix of housing options, including additional residential units and affordable housing, to serve all sizes, incomes, and ages of households.

Land Use

The site is designated *Apartment Neighbourhoods* and *Other Open Space Areas* in the Official Plan. Policy 4.5.3 of the Official Plan states that although significant growth is not intended within developed *Apartment Neighbourhoods*, compatible infill development may be permitted on a site within a developed *Apartment Neighbourhood* with one or more existing apartment buildings which improves the existing site conditions. The *Other Open Space Areas* designation capture uses beyond parks and natural areas associated with other specialized uses and facilities (Policy 4.3.5.).

The site is also within *Mixed Use Areas A*, *Apartment Neighbourhoods*, and *Other Open Spaces* in the KFSP. Most significantly, in an effort to create an active environment that fosters a rich pedestrian experience and animate the public realm, permitted uses in *Mixed Use Areas A* include residential uses, office uses, hotels, retail and service uses, institutional uses, media uses such as production studios, cultural, recreational and entertainment uses, and parks and open spaces. Locations that are ideal for active ground floor uses are identified on Map 4 as "Retail Required" areas.

The KFSP indicates that a diversity of building types will accommodate a range of housing types and tenures and employment opportunities, contributing to the livability of the Keele Finch Area. As per the KFSP, the location of the development site is planned for well-proportioned mid-rise buildings and low-rise buildings. Mid-rise buildings, between four and 11 storeys, are effective at delivering transit-supportive densities while supporting active retail streets at a comfortable proportion that relates to the width of adjacent streets and required setbacks. Low-rise buildings, up to four storeys, may include duplexes, townhouses, walk-up apartments, small main-street type buildings with retail and service uses at grade, can help ensure effective transition to existing low-rise areas.

The proposed development provides a mix of residential and non-residential uses along with a mix of building types. The proposed development also proposes a mix of housing types at varying intensities: townhouses, a mid-rise building, and tall buildings. Staff are generally supportive of efforts to provide a mix of housing options on larger development blocks, where they meet the intent of the scale of development envisioned in the Council-approved KFSP, which is primarily mid-rise and low-rise development.

Density

The proposal results in a Floor Space Index (FSI) of 3.38 times the area of the lot. The proposed Floor Space Index meets the minimum requirement of 1.5 FSI as stipulated in SASP 584 for the proposed PMTSA. Although the proposed FSI meets the minimum 1.5 FSI contemplated in SASP 584, staff have concerns with the proposed massing and height of the proposed buildings, which result in the total FSI of 3.38 times. Additional comments on the proposal's mass and building heights are discussed in the Built Form section of this report.

Building Heights

City Planning staff have reviewed the proposed built form, including height, massing and transition, against the policies of the Official Plan, Urban Design Guidelines, as well as other relevant guidelines.

The KFSP organizes building heights in a hierarchy. The tallest building heights are organized around Nodes at Finch West Station and the future Finch West LRT stop at Sentinel Road. Area-wide, the KFSP seeks to achieve transit-supportive densities, provide progressive transitions between taller- and lower-scale areas, and establish a unique public realm and character for each of the Nodes, Corridors, and Neighbourhood Districts that comprise the plan area. Outside of the Nodes, Corridors offer a lower scale of intensity, providing transition to the low-scale Neighbourhood Districts (Policy 3.2.1.). The subject site is located in the Keele South Corridor.

Development along the Corridors is intended to have a consistent low- or mid-rise character. Map 9 states that the maximum building heights for the subject site will be 28

metres along the Keele Street frontage and 25 metres within the interior of the site. Building A, with a height of 45.6 metres (12 storeys), is in a taller mid-rise form. This exceeds the maximum building height permissions in the KFSP and does not conform to Policy 3.1.3.4 of the Official Plan that requires mid-rise buildings to generally be no greater than the adjacent street's right-of-way of 36 metres in the case of Keele Street. Meanwhile, Building B's two towers, which are located within the interior of the site, are 101.2 metres (30 storeys) and 65.5 metres (18 storeys) and mark a significant departure from the existing and planned context.

The proposed building heights need to be reduced and have regard for the hierarchy of building heights established in the KFSP.

Built Form

The Official Plan and the KFSP, along with the applicable City guidelines, provide principles for the location, organization, massing, and design of development that define and contribute to the quality of the city.

Both the Official Plan and KFSP call for new development to be located and organized to fit within its existing and planned context by locating buildings parallel to the street with consistent front yard setbacks. The policy direction seeks to ensure buildings are aligned along public street frontages to create a consistent pattern of buildings that reinforces the character of particular areas.

The proposed front yard setbacks for the mid-rise building and do not align with the consistent building patterns along Keele Street and Derrydown Drive. The proposed front yard setback of the mid-rise building is only two metres. Meanwhile, the existing buildings are setback approximately 23 and 27 metres, respectively. The townhouses are setback three metres from Derrydown Drive, while the low-rise buildings to the north with frontage on Derrydown Drive are typically setback approximately seven metres.

New buildings are also expected to locate main building entrances on the prominent building facades so they front onto a public street, park or open spaces, and are clearly visible and accessible from a public street. Building orientation should support active frontages adjacent to public streets, mid-block connections, and other public spaces. Despite this policy direction, the tall building component is organized and oriented towards a driveway access from Derrydown Drive rather than a public street, park, or open space.

As stated above, the KFSP envisions strategically-located and modestly-scaled tall buildings in the Nodes to lend prominence to these areas and reinforce their role within the broader Area Structure. Where proposed, tall building are expected to avoid big, boxy, dominant massing, and large, elongated, or slab-like floor plates more commonly found in older, more established *Apartment Neighbourhoods*. Slender building proportions are not to have floor plates greater than 750 square metres for residential

buildings, to enable sunlight to reach the public realm around the building and ensure fast moving shadows. The proposed development is not located within one of the Nodes in the structure plan and should be revised with a built form that is more consistent with the scale of development envisioned in the Council-approved KFSP. At floor plates of 800 square metres, the tall buildings provide a bulky massing. As stated below, the proposed built form contributes to avoidable shadow impacts on the public realm.

Mid-rise buildings, as contemplated in the KFSP, are generally to be up to 11 storeys, with setbacks and stepbacks to help reduce the impression of height and mass, and provide transition to lower-scaled areas. Any built form elements taller than a mid-rise building should ensure a compact urban form that includes taller elements set back from base buildings with slender proportions that frame the public realm, reduce the impression of mass and height, and allow for sunlight access and a comfortable pedestrian experience at-grade.

The application, as proposed, does not conform to the built form policies of the Official Plan and the KFSP and do not have appropriate regard for the various applicable guidelines.

Sun/Shadow Impact

The Official Plan, the KFSP, and the Tall Building and Mid-rise Performance Standards call for new buildings to be designed to limit shadow impacts on the public realm. The policies seek to maintain access to sunlight for surrounding streets, parks, and open spaces.

Shadow Studies were submitted in support of the application, showing net new shadows cast on March 21, June 21, September 21, and December 21. In the morning, shadows are cast north onto the POPS. During the spring and fall equinoxes, most of the 3,600 square metre POPS is in constant shadow between 9:18 a.m. and 1:18 p.m., with shadow impacts reduced during the summer months. As the sun moves west, shadows cast eastward. As a result of the proposed massing, the west side of Keele Street adjacent will have constant shadows cast from the proposed development between 1:18 p.m. and 6:18 p.m. during the spring and fall equinoxes. During the summer months, shadow impacts on the west side of Keele Street would continue to shadow the sidewalk from 2:18 p.m. and 6:18 p.m..

The shadow impacts are a direct result of the built form and massing. The applicant is requested to continue to work with staff to significantly reduce the shadow impacts to preserve the comfort and utility of the surrounding public realm.

Pedestrian Wind Impact

A Preliminary Pedestrian Wind Study was submitted in support of the application. The study concludes that the development proposal would mostly result in comfortable wind

conditions with the exception to the northeast corner of the 18-storey tall building adjacent to the POPS. The winter months are expected to cause increased wind speeds. Wind mitigation measures, in tandem with changes to built-form and massing, are the most effective strategy to create comfortable wind conditions and should be implemented in the amending Zoning By-law(s) and secured in a development agreement. Additional wind mitigation measures such as landscaping solutions can be secured through Site Plan Control.

Streetscape

Policy 3.1.1.13 of the Official Plan states that sidewalks will be designed to provide safe, attractive, interesting and comfortable spaces for all users, and Policy 3.1.2.10 states that development will provide amenity for pedestrians by including sustainable design elements and landscape improvements, among other measures. Policy 5.4.1 and Map 5 of the KFSP identifies this section of Keele Street, along with Broadoaks Drive between Keele Street and Derrydown Drive, as an area for streetscape improvements with wider sidewalks, enhanced plantings, bioswales and/or other green street initiatives, street furniture, and pedestrian amenity. Policy 7.1.11 of the KFSP states that new infill development on the subject site shall be setback to match and reinforce the existing building setbacks on Keele Street.

The mid-rise building provides a building setback of approximately two metres from the property line along Keele Street, resulting in a boulevard width of approximately 8.5 metres from the proposed building face to the curb along Keele Street. Currently, two new outdoor amenity spaces are proposed in front of the existing apartment buildings along the Keele Street frontage.

Streetscape improvements are required to be provided. Interventions include, among other things, animating features such as POPS, street furniture, tree plantings, and landscaping. In addition, the policy direction related to streetscaping seeks to support retail and service uses at grade by providing space for patios, spill-out, and additional space for pedestrians, complemented by on-site servicing, green infrastructure, and landscaping. The above-mentioned outdoor amenity spaces, which are shown in plan to be closed in from the public realm by heavy landscaping, do not support the creation of an active public realm along the Keele Street frontage.

Streetscape improvements are not to be limited to Keele Street alone. New 2.1-metre wide sidewalks, along with context-sensitive landscaping and tree plantings are to be provided on all site frontages.

City staff will continue to work with the applicant in increasing the proposed building setbacks and the overall streetscape treatment on this section of Keele Street, in an effort to create an active public realm.

Parkland

The City of Toronto Parkland Strategy is a 20-year strategic city-wide plan that guides long-term planning of 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 in an area with more than 28 square metres of parkland per person, which is comparable to the city-wide average.

The applicant is currently satisfying the full parkland dedication on-site with the proposed park frontage on Derrydown Road. The current size, location and configuration is generally satisfactory to staff.

Privately-Owned Publicly Accessible Open Space

A 3,600 square metre POPS is proposed to offer a mid-block connection through the development site. The POPS is proposed to be located between the proposed Buildings A and B and 11 Catford Road. The POPS offers a pedestrian connection through the block between Keele Street and Derrydown Road.

Policy 3.1.1.20 of the Official Plan states that POPS provided through development will be sited in highly visible locations, integrated with the broader public realm, and be informed by the City's Urban Design Guidelines. Policy 5.3.10 of the KFSP states that POPS may complement the area's public parks and open space network. On Map 5 of the KFSP, a conceptual trail connection is identified overtop a Park and Open Space occupying the centre of the subject site.

Staff supports the principle of providing a POPS that serves as a pedestrian mid-block connection as part of redevelopment of the lands. As proposed, the POPS is well-integrated with the 1,600 square metre park proposed on the Derrydown Road frontage. In its current form, the mid-block connection's pathway is circuitous, is not designed in a manner that clearly delineates itself as a truly publicly accessible open space, and is in constant shadow between 9:18 a.m. and 1:18 p.m..

City staff will continue to advocate for a more direct and sunlit pedestrian mid-block connection designed to be welcoming to the public. Should the application be approved in some form, the location of the POPS will be secured in the amending zoning by-law(s) and in a development agreement, with its final design to be secured through the Site Plan Control approval process.

Unit Mix and Size

The Growth Plan recognizes the importance of planning for a range and mix of units on lands near existing and planned frequent transit, including secondary units and

affordable housing to support existing and planned transit service levels. No affordable housing units are being proposed.

The development proposal provides for a total of 946 new residential units, consisting of: four (0.4 percent) bachelor units; 563 (59.5 percent) one-bedroom units; 319 (33.7 percent) two-bedroom units; and 60 (6.3 percent) three-bedroom units. The two existing rental buildings, which contain 399 rental units, would be retained in their present form. Combined, the proposed and existing development on the subject site would contain a total of 1,345 dwelling units of varying tenure.

The provision of 319 two-bedroom units and 60 three-bedroom units do not adequately support the unit mix objectives of the Growing Up Guidelines, Official Plan housing policies, and the Growth Plan's growth management and housing policies to accommodate a broad range of households types and sizes within new development. The policy direction is re-enforced in Policy 8.3.5. of the KFSP, which directs that 25 percent of the total unit mix shall be two-bedroom units, and 10 percent of the total number of units contain at least three bedrooms. In addition to the unit mix, staff noted concerns with the size of the three-bedroom units. A minimum of 10 percent of the three-bedroom units are required to be 100 square metres or larger in order to better accommodate a broad range of households, including families with children.

Staff will continue to work with the applicant to encourage a greater proportion of two- and three-bedroom units at sizes that meet the objectives of the above-mentioned guidelines and plans. The percentage of two- and three-bedroom units of the total unit count will be secured in the site-specific zoning by-law, should this application be approved in some form.

Housing

Policies 3.2.1.5 and 4.2.3. of the Official Plan states that compatible infill development that improves the existing site conditions and livability for existing residents may be permitted on a site containing existing rental buildings. The policies contemplate securing the rental tenure of the existing rental units, securing needed improvements and renovations to extend the life of the buildings that are to remain, contributing to improved quality of life and revitalization efforts, and promoting environmental sustainability.

The Housing Issues Report submitted by WND Associates Limited dated November 2021 does not demonstrate that Policy 3.2.1.5 b) is being satisfied by the proposed development. The proposal is required to identify any needed improvements and renovations to the existing rental housing without pass-through costs to tenants.

Once proposed improvements and renovations have been identified, a tenant survey should be undertaken in coordination with City Planning staff to prioritize the various improvements. In addition, staff will seek opportunities for existing residents to access

amenities proposed as part of the new development. A Construction Mitigation and Tenant Communication Plan should also be submitted prior to the issuance of any building permits for the new building in order to identify and mitigate construction impacts on existing tenants.

Residential Amenity Space

Policy 3.1.2.11 of the Official Plan indicates that amenity spaces are encouraged to be of a high-quality and well-designed. Policy 3.1.2.13 states that outdoor amenity spaces should have access to daylight and direct sunlight, and have comfortable wind, shadow, and noise conditions, and promote use in all seasons. Guideline 2.3 of the Growing Up Guidelines indicates that development should locate and protect amenity spaces from shadow and wind impacts. Guideline 4.1.1 of the Pet Friendly Guidelines indicates 10 percent of amenity space be allocated as pet-friendly spaces, including pet relief areas, wash stations and off-leash areas.

The proposal provides for a total of 1,168 square metres of indoor amenity space, and 2,616 square metres of outdoor amenity space. The distribution of amenity space exceeds the Zoning By-law's ratio of two square metres for outdoor amenity space per unit. However, the proposal is deficient with respect to the Zoning By-law's standard for indoor amenity spaces; and the selected of outdoor amenity spaces along Keele Street is currently not satisfactory. Staff will continue to work with the applicant on the location and functionality of the amenity spaces for each of the proposed buildings. The minimum ratio of amenity space per unit will be secured in the amending Zoning By-laws, should this application be approved in some form.

Tree Preservation

City of Toronto by-laws provide for the protection of trees situated on both private and City property. 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, a Tree Preservation Plan and a Landscape Concept Plan in support of the application. The Arborist Report proposes to remove two City-owned trees and 46 by-law protected trees to accommodate the proposed development. The Landscape Concept Plan shows the planting of 140 new trees surrounding the site. 48 new trees are proposed in the municipal road allowance and 92 new trees are proposed on private property. Staff reviewed the documentation and requested revisions to the proposed development to show greater consideration for the protection of otherwise healthy trees, and provide appropriated replacement on private property where required.

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. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

Should this application be approved in some form, the applicant is required to meet Tier 1 of the TGS. The applicant will also be encouraged to achieve Tier 2 or higher to advance the City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner.

Public Art

Official Plan Section 3.1.4 Public Art encourages the inclusion of public art in all significant private sector developments across the city. City Planning staff encourage the provision of public art on this site.

Servicing and Stormwater Management

A Functional Servicing and Stormwater Management Report was submitted in support of the application. Buildings A and B are proposed to be serviced by four water connections on the west side of Keele Street (300 millimetre) and by one supplementary fire connection on the east side of Derrydown Road (300 millimetre). The two townhouse blocks are proposed to be serviced by one connection to the existing watermain located on the north side of Catford Road (300 millimetre). Sanitary sewage is proposed to be connected to sanitary sewers under Derrydown Road (250 millimetre) and under Catford Road (250 millimetre). Stormwater would drain into the sewers on Derrydown Road (375 millimetre) and Catford Road (675 millimetre).

City staff have identified a number of revisions to the Functional Servicing Report, Stormwater Management Report, and Geotechnical Report. All revisions must be made to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services. In particular, flow test brought to light low water pressure. The applicant will be required to address any forthcoming comments from Toronto Water.

In the event that the OLT allows the Zoning By-law Amendment appeal, in whole or in part, the final Order should be withheld pending the confirmation that all revisions required to submission materials related to site servicing have been made to the satisfaction of staff. Should it be determined that any improvements are required to the municipal infrastructure, the owner must make satisfactory arrangements and enter into the appropriate agreement with the City for the design and construction of any improvements.

Traffic Impact, Access, Parking, and Loading

A consolidated transportation study was submitted in support of the application. The study assessed loading, parking, traffic, and transportation impacts resulting from the proposed development.

Transportation Services identified a series of revisions to be made to the submitted plans and studies. These include providing parking and loading spaces that are in accordance with the minimum requirements of the City of Toronto Zoning By-law 569-2013, consolidating driveway accesses and reducing existing accesses from Broadoaks Drive, restricting access off of Keele Street through a 0.3-metre reserve, and complying with the Toronto Green Standard's requirements for electric vehicle and bicycle parking spaces.

In the event that the application is approved in principle at the OLT, Transportation Services recommends that the City request that the OLT withhold its final Order until the Transportation Impact Study and Architectural Plans are revised to the satisfaction of the General Manager of Transportation Services.

Community Services Assessment

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions, such as 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 sewer, 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.

A Community Services and Facilities Report was submitted in support of the application. Staff have reviewed the report in conjunction with the Keele Finch CS&F Profile as part of the Keele Finch Plus Study on community CS&F needs. Should the application be approved in some form, staff recommend the following CS&F contributions may be considered as community benefits and secured in a development agreement:

- Securing a non-profit child care facility in the base of the proposed development as per the City's Child Care Development Guideline or financial contribution towards the provision of a new child care in the vicinity;

- Securing a minimum of 464.5 square metres of new community agency space on the ground floor of the proposed development for delivery under the City's Community Space Tenancy policy; and/or
- Securing financial contributions towards improvements to recreation facilities in the vicinity of the subject site, as identified through the implementation of the City's Parks and Recreation Facilities Master Plan.

School Boards

The Toronto Catholic District School Board has advised that the projected accommodation levels at its local schools as a result of this development will require warning clauses in the future offers of residential purchase and rental agreements, and the posting of signs on the site to advise residents that students may be accommodated in schools outside of the immediate area. The obligations to erect signs and include warning clauses in future purchase agreements will be secured, should this application be approved in some form.

The Toronto District School Board ("TDSB") advised that a significant impact is not anticipated on its local schools. Due to the proximity of the development site to Derrydown Public School (120 Derrydown Road), TDSB requested detailed construction management, hazard/risk assessments, and mitigation plans from the applicant so that there are no risks to the health and safety of students or staff as a result of construction and demolition activity.

Land Use Compatibility

The site is within proximity to various industrial operations east of Keele Street. As part of the Keele Finch Plus Study, a Noise, Air and Safety Study was undertaken to inform the land use policy direction for the KFSP to ensure compatibility in regards to air emissions, noise quality, and safety impacts to sensitive land uses. It is anticipated that development applications proposing sensitive land uses within the Keele Finch study area will require site-specific studies to identify the potential impacts and site-specific mitigation strategies.

A Land Use Compatibility/Mitigation study was submitted in support of the application. Any mitigation measures that are recommended through a future peer review will need to be secured as part of the proposal, should the application be approved in some form.

Draft Plan of Condominium Application

There is a related draft Plan of Condominium appeal associated with the Official Plan and Zoning By-law Amendment application. Should the application be approved in some form, City staff will request that the OLT's final Order be withheld until final draft plan of condominium conditions are received to the satisfaction of the Chief Planner and Executive Director, City Planning.

Conclusion

The application has been reviewed against the policies of the PPS (2020), the Growth Plan (2020), and the Official Plan, as well as applicable City guidelines intended to implement Official Plan policies. The proposal, in its current form, is too intense and would be an over-development of the site.

Staff recommend continued discussions with the applicant to consider revisions to the proposal which addresses the issues set out in this report. Should discussions not result in a satisfactory outcome, this report also recommends that the City Solicitor, with appropriate staff, attend the OLT hearing in opposition to the application.

CONTACT

Daniel Hahn, Planner, Community Planning
Tel. No.: 416-394-8071
E-mail: Daniel.Hahn2@toronto.ca

SIGNATURE

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

ATTACHMENTS

Attachment 1: Application Data Sheet
Attachment 2: Location Map
Attachment 3: 3D Model of Proposal in Context (Looking Northwest)
Attachment 4: 3D Model of Proposal in Context (Looking Southeast)
Attachment 5: Site Plan
Attachment 6: Official Plan Land Use Map
Attachment 7: Keele Finch Secondary Plan Land Use Map
Attachment 8: Zoning By-law Map
Attachment 9: East Elevation (Building A)
Attachment 10: South Elevation (Building A)
Attachment 11: West Elevation (Building A)
Attachment 12: North Elevation (Building A)
Attachment 13: East Elevation (Building B)
Attachment 14: South Elevation (Building B)
Attachment 15: West Elevation (Building B)
Attachment 16: North Elevation (Building B)
Attachment 17: Policy Considerations

Attachment 1: Application Data Sheet

Municipal Address: 20 Broadoaks Drive Date Received: November 9, 2021
11 Catford Road

Application Number: 21 235816 WET 07 OZ, 21 235856 WET 07 CD

Application Type: OPA / Rezoning, Condominium Approval

Project Description: Official Plan and Zoning By-law Amendment application to permit the redevelopment of the site with two four-storey residential townhouse blocks, a 12-storey mixed use building, and 18- and 30-storey residential towers connected by a six-storey base building. The existing apartment buildings located at 11 Catford Road and 20 Broadoaks Drive would be maintained.

Applicant	Agent	Architect	Owner
Walker, Knott, Dragicevic Associates Limited		Graziani and Corazza Architects	Northview Heights Developments Limited

EXISTING PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhood	Site Specific Provision:	No
Zoning:	RM6	Heritage Designation:	No
Height Limit (m):	15.24 and 30.48	Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq m): 31,805 Frontage (m): 206 Depth (m): 141

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	4,700	4,700	5,700	10,400
Residential GFA (sq m):	39,734	39,734	67,058	106,792
Non-Residential GFA (sq m):	0	0	722	722
Total GFA (sq m):	39,734	39,734	68,502	109,190
Height - Storeys:	9	9	4, 12, 18, 30	
Height - Metres:			14, 46.6, 64.6, 101.2	

Lot Coverage Ratio
(%): 32.7

Floor Space Index: 3.25

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	107,514	0
Retail GFA:	722	0
Office GFA:	0	0
Industrial GFA:	0	0
Institutional/Other GFA:	0	0

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:	399	399	0	399
Freehold:	0	0	0	0
Condominium:	0	0	946	946
Other:	0	0	0	0
Total Units:	399	399	946	1,345

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:			111	251	37
Proposed:	4		563	319	60
Total Units:	4		674	570	97

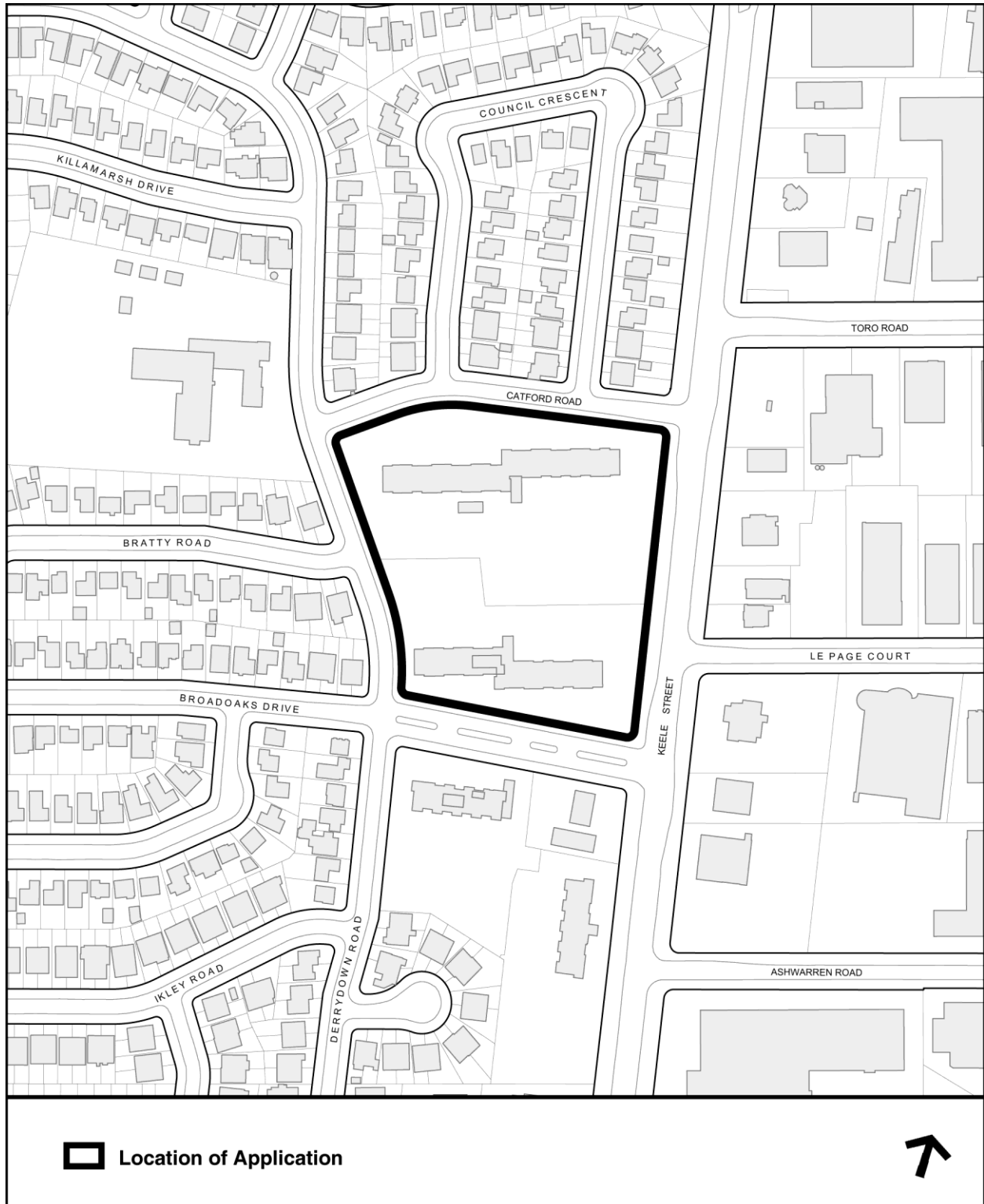
Parking and Loading

Parking Spaces: 697 Bicycle Parking Spaces: 705 Loading Docks: 5

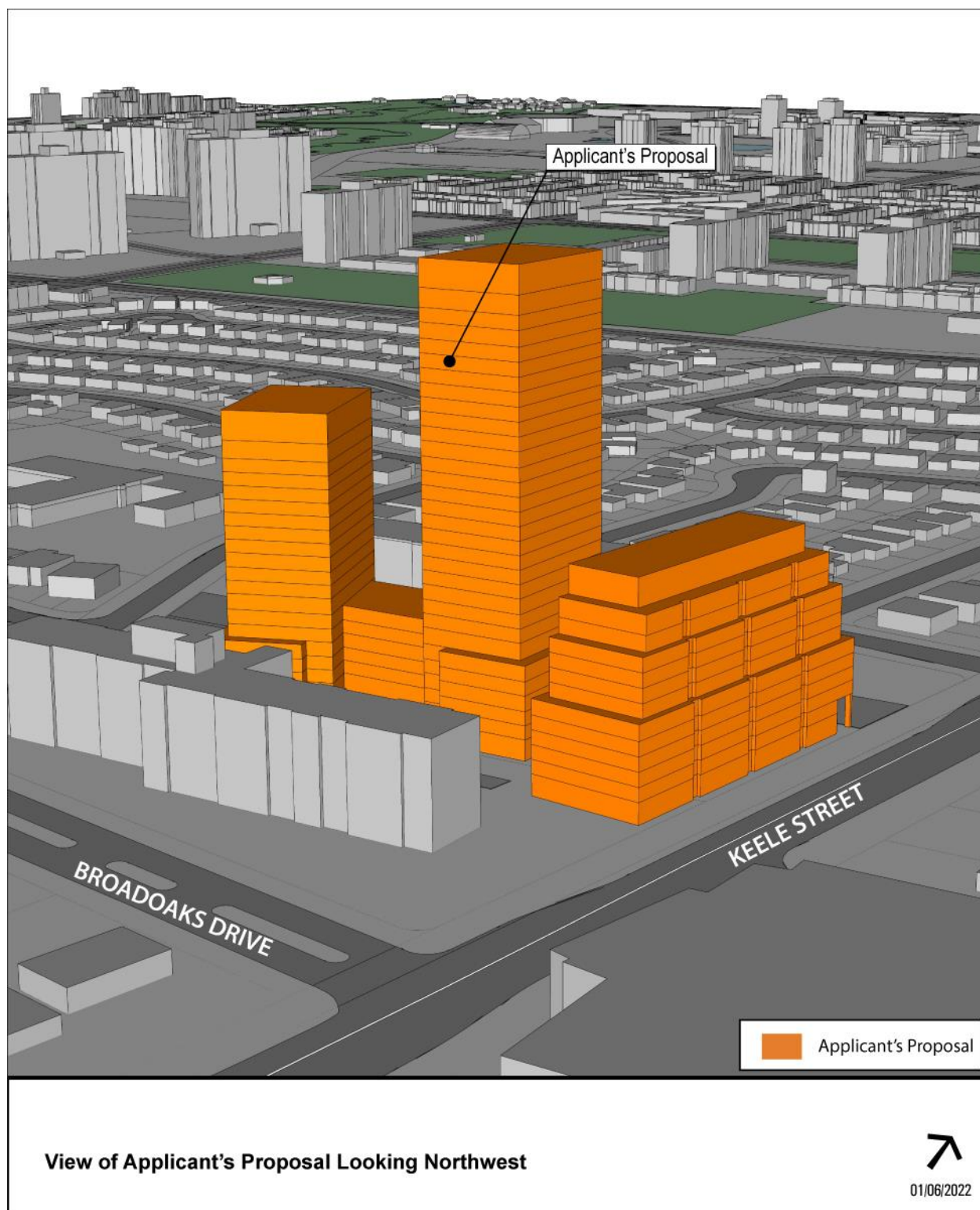
CONTACT:

Daniel Hahn, Planner
416-394-8071
Daniel.Hahn2@toronto.ca

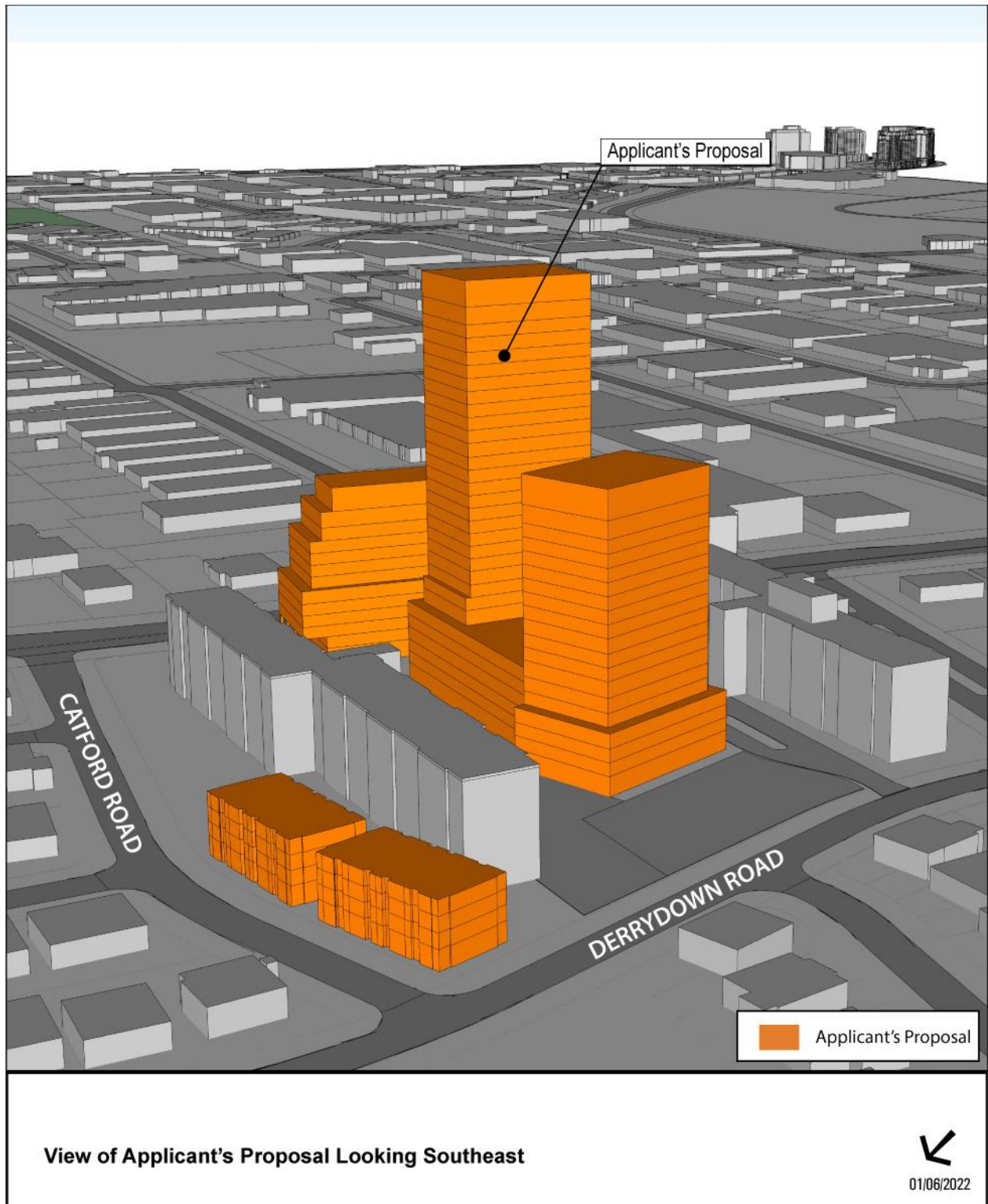
Attachment 2: Location Map



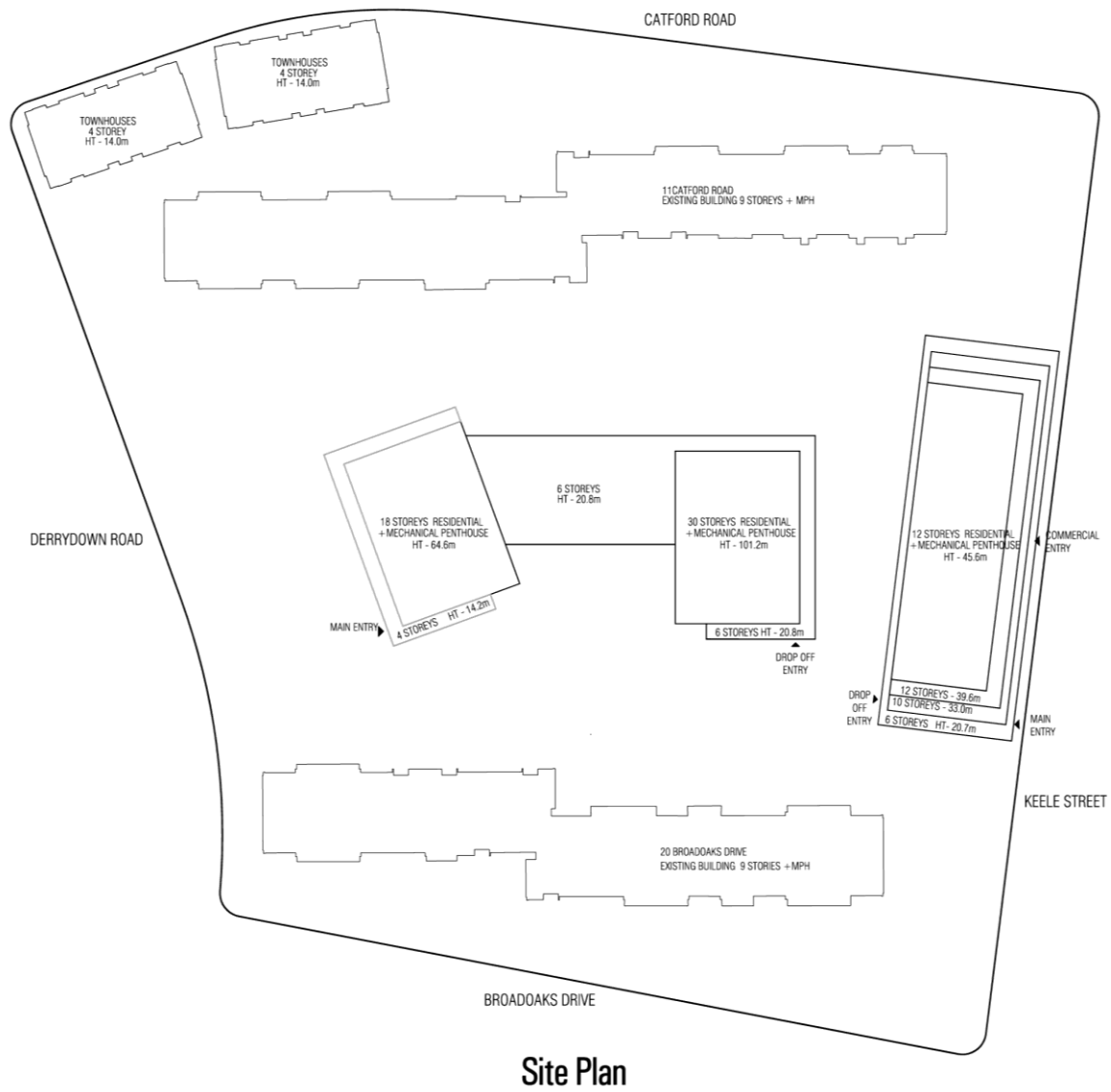
Attachment 3: 3D Model of Proposal in Context (Looking Northwest)



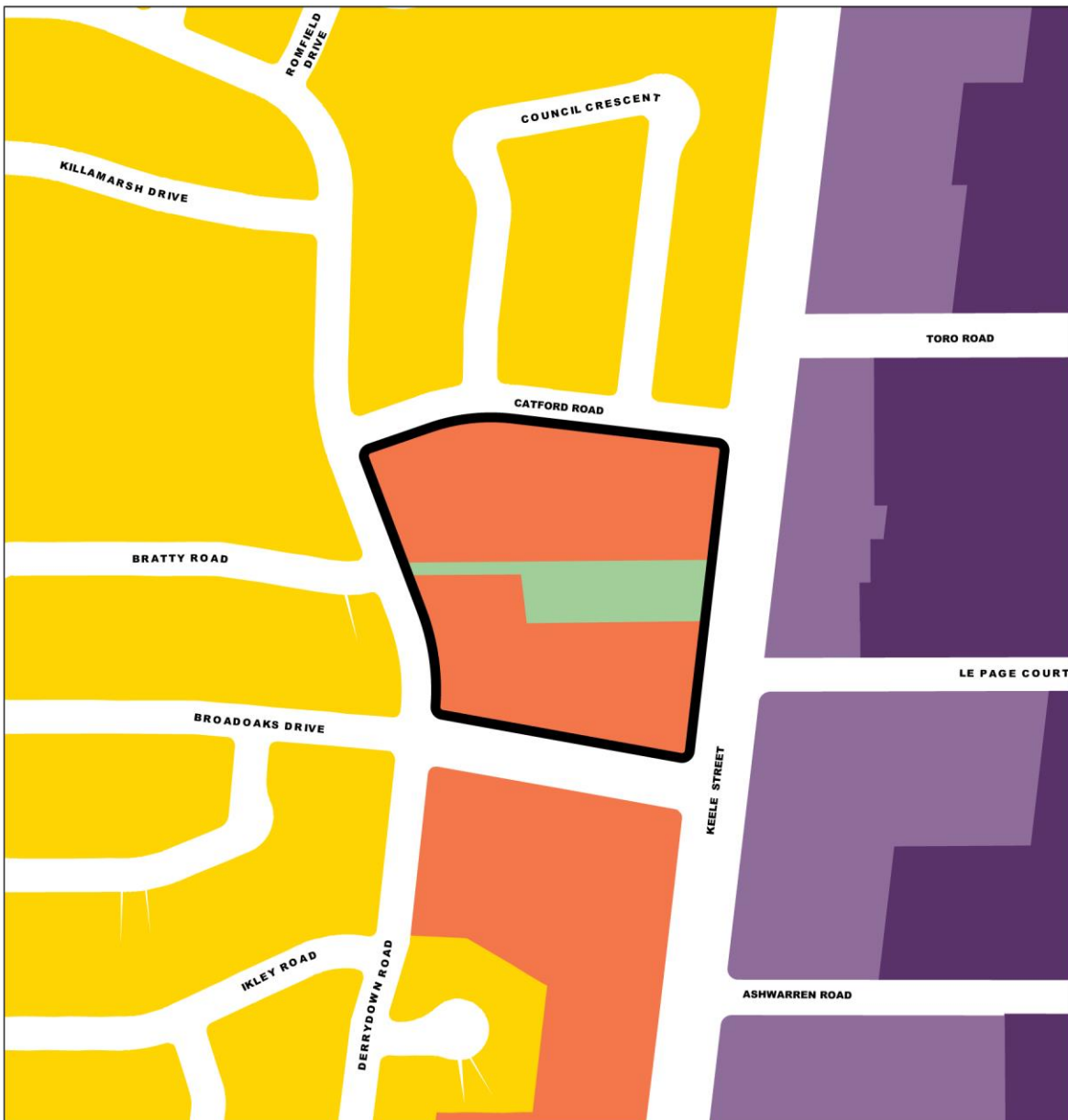
Attachment 4: 3D Model of Proposal in Context (Looking Southeast)



Attachment 5: Site Plan



Attachment 6: Official Plan Land Use Map



Official Plan Land Use Map #16

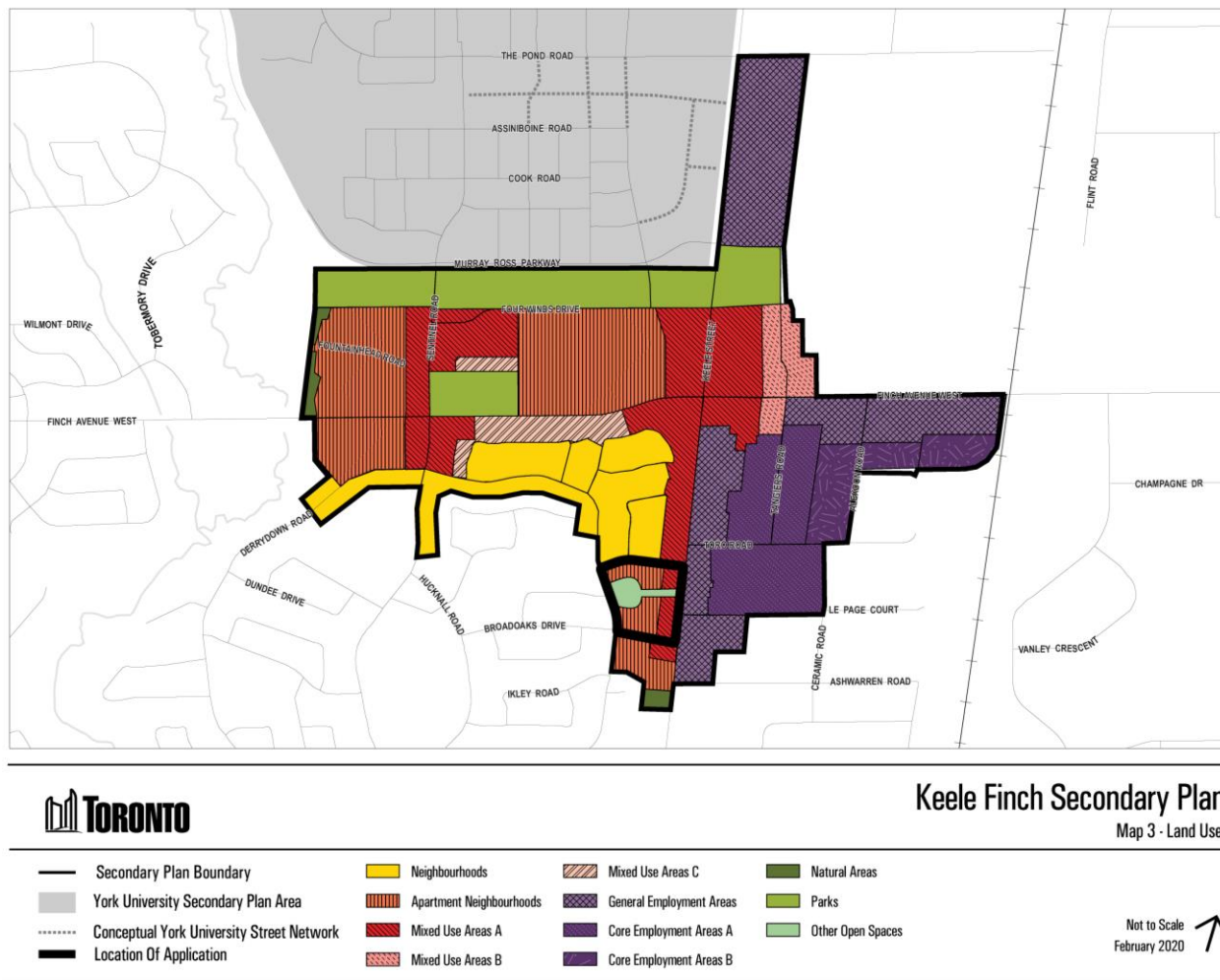
11 Catford Road & 20 Broadoaks Drive

File # 21 235816 WET 07 0Z

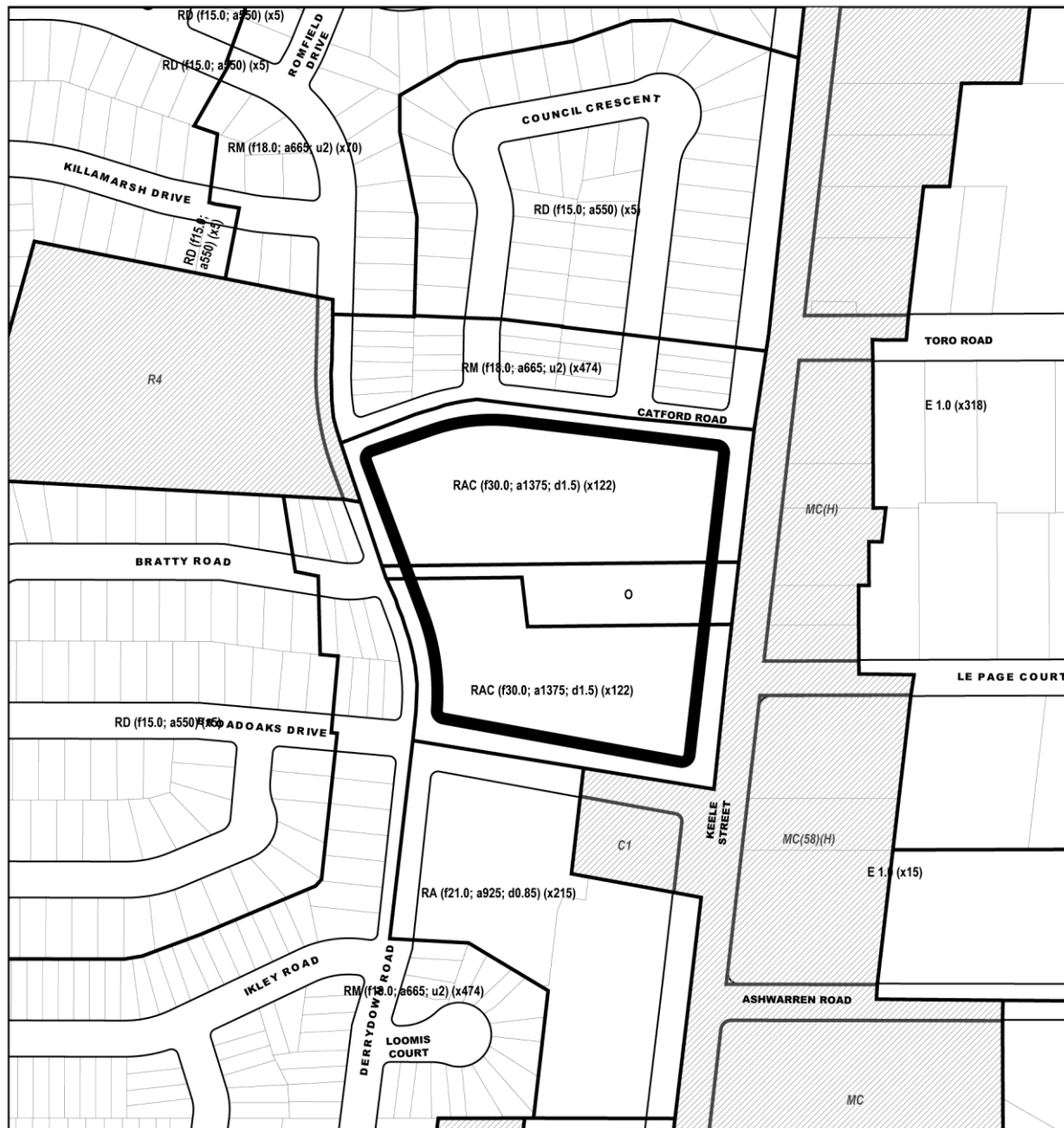



 Not to Scale
 Extracted: 01/09/2022

Attachment 7: Keele Finch Secondary Plan Land Use Map



Attachment 8: Zoning By-law Map



Zoning By-law 569-2013

11 Catford Road & 20 Broadoaks Drive

File # 21 235816 WET 07 0Z



Location of Application

RD Residential Detached
RM Residential Multiple
RA Residential Apartment
RAC Residential Apartment Commercial
E Employment Industrial

OR Open Space Recreation
O Open Space



See Former City of North York By-law No. 7625

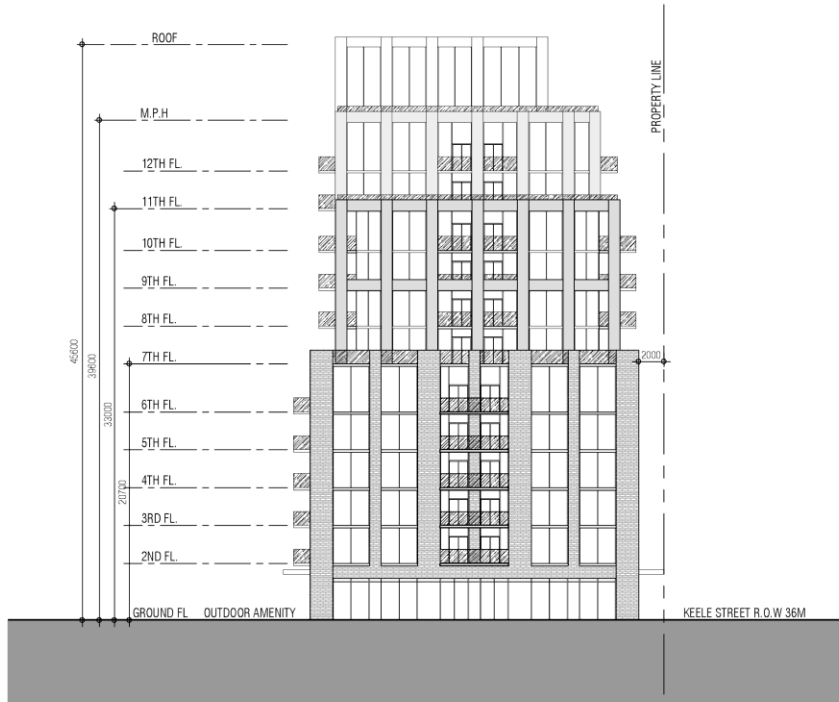
R4 One-Family Detached Dwelling Fourth Density Zone
RM1 Multiple-Family Dwellings First Density Zone
C1 General Commercial Zone
MC Industrial-Commercial Zone



Not to Scale
Extracted: 01/09/2022

Request for Directions Report - 20 Broadoaks Drive and 11 Catford Road

Attachment 10: South Elevation (Building A)



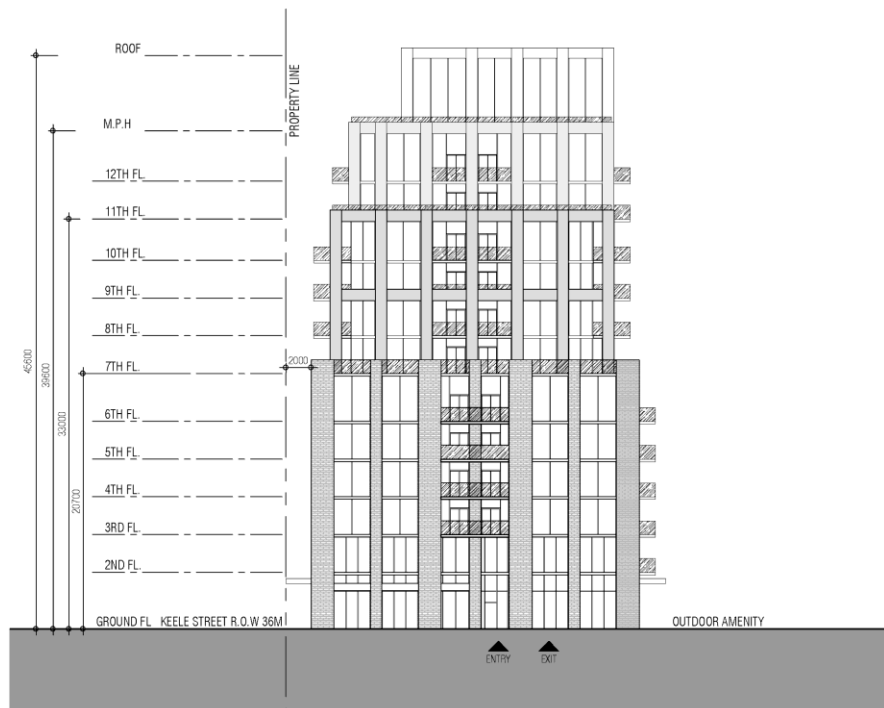
Building A South Elevation

Attachment 11: West Elevation (Building A)



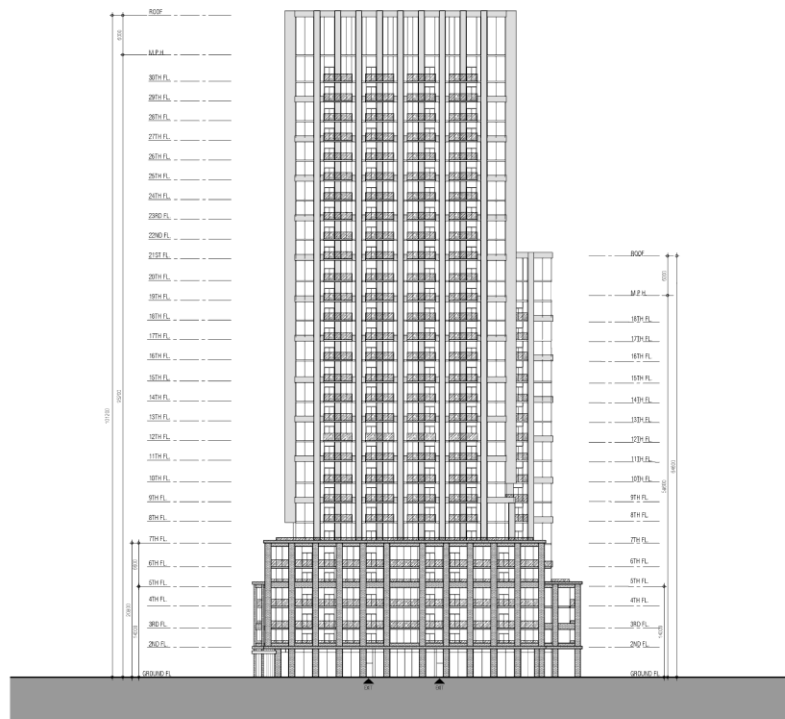
Building A West Elevation

Attachment 12: North Elevation (Building A)



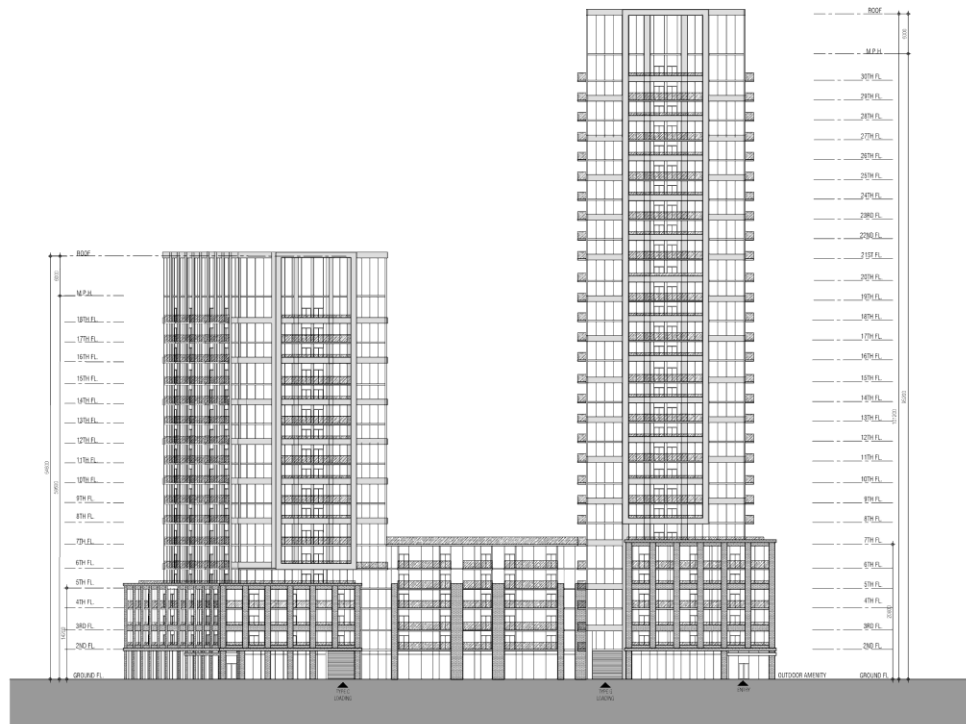
Building A North Elevation

Attachment 13: East Elevation (Building B)



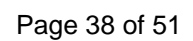
Building B East Elevation

Attachment 14: South Elevation (Building B)



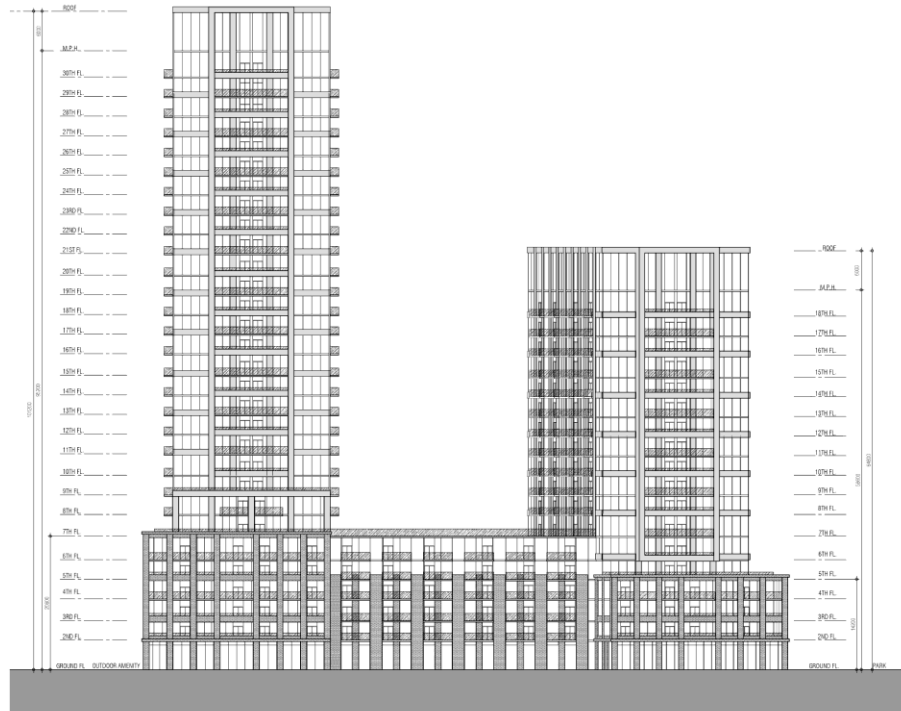
Building B South Elevation

Request for Directions Report - 20 Broadoaks Drive and 11 Catford Road



Building B West Elevation

Attachment 16: North Elevation (Building B)



Building B North Elevation

Planning Act

Section 2 of the *Planning Act* sets out matters of provincial interest which City Council shall have regard to in carrying out its responsibilities, including, but not limited to: the orderly development of safe and healthy communities; the adequate provision of employment opportunities; the appropriate location of growth and development; the promotion of development that is designed to be sustainable, support public transit and oriented to pedestrians; and the promotion of a built form that is well designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

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 plan control reviews.

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 with 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 with provincial 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."

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) ("Growth Plan (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) 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).

Toronto Official Plan

The 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.

The PPS recognizes the Official Plan as the most important document for its implementation. The 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 as *Apartment Neighbourhoods* on Map 16 – Land Use Plan of the Official Plan (see Attachment 5: Official Plan Land Use Map).

Chapter 2 – Shaping the City

Section 2.2 section states the Plan protects the integrity of the city's transportation network, and steers future growth to areas that are well served by transit. The integration of transportation and land use planning is critical in achieving the overall aim of increasing accessibility throughout the city.

Policy 2.3.2 states *Apartment Neighbourhoods* are residential areas with taller buildings and higher density than *Neighbourhoods* and are considered to be physically stable. Development in *Apartment Neighbourhoods* will be consistent with this objective and will respect the criteria contained in Section 4.2.2 and other relevant sections of the Official Plan. While *Apartment Neighbourhoods* are not areas of significant growth on a city-wide basis, compatible infill development may take place where there is sufficient space on a site to accommodate additional buildings or building additions while providing a good quality of life for both new and existing residents and improving site conditions by maintaining or substantially replacing and improving indoor and outdoor amenity space; improving landscaped open space; maintaining adequate sunlight and privacy for residential units; and adequately limiting shadowing on outdoor amenity space and landscaped open space.

Policy 2.3.1 of the Official Plan provides that developments in *Apartment Neighbourhoods* that are adjacent or close to *Neighbourhoods* will:

- be compatible with those *Neighbourhoods*;
- provide a gradual transition of scale and density, as necessary to achieve the objectives of this Plan through the stepping down of buildings towards and setbacks from those *Neighbourhoods*;
- maintain adequate light and privacy for residents in those *Neighbourhoods*;
- orient and screen lighting and amenity areas so as to minimize impacts on adjacent land in those *Neighbourhoods*;
- locate and screen service areas, any surface parking and access to underground and structured parking so as to minimize impacts on adjacent land in those *Neighbourhoods*, and enclose service and access areas where distancing and screening do not sufficiently mitigate visual, noise and odour impacts upon adjacent land in those *Neighbourhoods*; and,
- attenuate resulting traffic and parking impacts on adjacent neighbourhood streets so as not to significantly diminish the residential amenity of those *Neighbourhoods*.

Chapter 3 – Building a Successful City

City Official Plan Amendments ("OPA") 479 (Public Realm) and 480 (Built Form) were adopted as part of the Five-Year Official Plan Review. On September 21, 2020 the Minister of Municipal Affairs and Housing issued Notices of Decision approving OPA 479 and OPA 480. The OPAs replace Sections 3.1.1, 3.1.2, and 3.1.3 of the Official Plan with new and revised policies for the public realm, built form, and built form types. While not in force at the time the application was submitted, understanding this continuing evolution of urban design principles is relevant to the review of the application.

The Public Realm

Section 3.1.1, The Public Realm, states that the public realm is the fundamental organizing element of the city and its neighbourhoods and plays an important role in supporting population and employment growth, health, liveability, social equity and overall quality of life. Policy 3.1.1.1 identifies that the public realm is comprised of all public and private spaces to which the public has access including streets and lanes, parks and open spaces, and the parts of private and public buildings that the public is invited into.

Policy 3.1.1.2 requires the public realm to provide the organizing framework and setting for development; foster complete, well-connected walkable communities and employment areas that meet the daily needs of people and support a mix of activities; support active transportation and public transit use; provide a comfortable, attractive and vibrant, safe and accessible setting for civic life and daily social interaction; contribute to the identity and physical character of the city and its neighbourhoods; provide opportunities for passive and active recreation; be functional and fit within a larger network; and contribute to the city's climate resilience.

Policy 3.1.1.3 provides that the City, together with its partners, will seek opportunities to expand and enhance the public realm.

Policy 3.1.11 states private shared driveways, where deemed to be appropriate by the City, will be publicly accessible, designed as part of the broader public street and lane network, and meet the design objectives for public lanes.

Policy 3.1.1.13 requires sidewalks to be designed to provide safe, attractive, interesting and comfortable spaces for users of all ages and abilities. Further, Policy 3.1.1.14 requires that design measures which promote pedestrian safety and security will be applied to streetscapes, lanes, parks, other public and private open spaces, and all new and renovated buildings.

Policy 3.1.1.16 states the preservation, long-term growth and increase in the amount of healthy trees will be a priority for all development. Development proposals will demonstrate how the protection, provision and maintenance of trees and their growing spaces above and below ground will be achieved.

Policy 3.1.1.18 requires new open spaces to be located and designed to: connect and extend, wherever possible, to existing parks, natural areas, and other open spaces such as school yards; consider opportunities for future expansion of the park or open space onto adjacent sites with redevelopment potential; provide a comfortable setting with wind and sunlight conditions that promote use and enjoyment of the space for community events and by users of all ages and abilities; provide appropriate spaces for a variety of active and passive recreation, as well as productive recreation such as community gardening; and emphasize and improve unique aspects of the community's identity and character, including natural and human-made heritage.

Policy 3.1.1.20. states Privately Owned Publicly-Accessible Spaces (POPS) are spaces that contribute to the public realm but remain privately owned and maintained. POPS do not replace but complement new public parks and open spaces. POPS provided

through development will be: publicly accessible and may include temporary commercial uses which animate the POPS; be designed and programed for users of a variety of ages and abilities to serve the local population; be sited in highly visible locations; be sited and designed to be seamlessly integrated and connected into the broader public realm; include new trees, seating, public art, landscaping and integration of stormwater capture where appropriate; include the City's POPS signage identifying the space as being publicly accessible; and, be informed by the City's Urban Design Guidelines for Privately Owned Publicly-Accessible Spaces.

Built Form

Policy 3.1.1.1 requires development be located and organized to fit with its existing and planned context. Development is to frame and support adjacent streets, lanes, parks and open spaces to promote civic life and the use of the public realm, and to improve the safety, pedestrian comfort, interest and experience, and casual views to these spaces from the development.

Policy 3.1.3.2 prioritizes the provision of accessible open space in locations that have access to direct sunlight and daylight and Policy 3.1.3.3 requires development to protect privacy within adjacent buildings by providing setbacks and separation distances from neighbouring properties and adjacent building walls containing windows.

Policy 3.1.3.4 requires that development locate and organize vehicle parking and vehicular access, servicing, storage areas and utilities to minimize their impact and improve the safety and attractiveness of the public realm, the site and surrounding properties.

Policy 3.1.3.5 requires development to be located and massed to fit within the existing and planned context, define and frame the edges of the public realm with good street proportion, fit with the character, and ensure access to direct sunlight and daylight on the public realm by providing streetwall heights and setbacks that fit harmoniously with the existing and/or planned context; and stepping back building mass and reducing building foot-prints above the streetwall height.

Policy 3.1.3.6 requires development to provide good transition in scale between areas of different building heights and/or intensity of use in consideration of both the existing and planned contexts of neighbouring properties and the public realm.

Policies 3.1.3.7 and 3.1.3.8 require transition in scale to be provided within the development site and be measured from shared and adjacent properties lines and where development includes, or is adjacent to, a park or open space, the buildings should be designed to provide good transition in scale to the parks or open spaces to provide access to direct sunlight or daylight.

Policies 3.1.3.9 and 3.1.3.10 require the design of new building facades visible from the public realm to consider the scale, proportion, materiality and rhythm of the façade and development to promote civic life and provide amenity for pedestrians in the public realm to make areas adjacent to streets, parks and open spaces attractive, interesting, comfortable and functional.

Policies 3.1.3.11, 3.1.3.12 and 3.1.3.13 encourage new indoor and outdoor amenity spaces be provided in multi-unit residential development, and that it be high quality, well designed and consider the needs of all ages and abilities over time and throughout the year. Outdoor amenity spaces should be located above grade, have access to daylight, direct access to sunlight, provide comfortable wind, shadow and noise conditions, be located away from and physically separated from loading and servicing areas, have generous well designed landscaped areas to offer privacy and an interface with the public realm, accommodate mature trees and promote use in all seasons.

Section 3.1.4 states that there are three scales of building types. The built form relationships and design of these building types is informed by citywide urban design guidelines that help to ensure the appropriate form and fit with the existing and planned context.

Policy 3.1.4.2. states that townhouse and low-rise apartment buildings are generally no taller than four storeys in height. Policy 3.1.4.3. states townhouse and low-rise apartment buildings will be designed to: provide unit and building entrances that have direct access to and are visible from public streets, pedestrian mews and walkways; integrate with existing grades at the property line; and allow for daylight and privacy on occupied ground floor units by providing appropriate facing distances, building heights, angular planes and step-backs.

Policy 3.1.4.4. classifies mid-rise building to be designed to have heights generally no greater than the width of the right-of-way that it fronts onto. The policy continues by directing mid-rise building to maintain street proportion and open views of the sky from the public realm by stepping back building massing generally at a height equivalent to 80 percent of the adjacent right-of-way width; and, allow for daylight and privacy on occupied ground floor units by providing appropriate facing distances, building heights, angular planes and step-backs. At the same time, policy 3.1.4.6. states mid-rise buildings on deep sites should be designed to provide and frame accessible and well-proportioned open spaces that have access to sunlight and daylight.

Policy 3.1.4.7. and 3.1.4.8. classifies tall buildings as being generally greater in height than the width of the adjacent right-of-way and consisting of a three parts – a base, a tower, and a top – integrated into a single whole.

Policy 3.1.4.9. states that the base portion of tall buildings should respect and reinforce good street proportion and pedestrian scale and be lined with active, grade-related uses.

Policy 3.1.4.10. and 3.1.4.11. states that the tower portion of a tall building should be designed to: reduce the physical and visual impacts of the tower onto the public realm; limit shadow impacts on the public realm and surrounding properties; maximize access to sunlight and open views of the sky from the public realm; limit and mitigate pedestrian level wind impacts; and, provide access to daylight and protect privacy in interior spaces within the tower.

Policy 3.1.4.12. states that the top portion of a tall building should be designed to integrate roof top mechanical systems into the building design, contribute to the surrounding skyline identity and character, and avoid up-lighting and excessive lighting.

Housing

Policy 3.2.1.1 states that a full range of housing in terms of form, tenure and affordability, across the city and within neighbourhoods, will be provided and maintained to meet the current and future needs of residents.

Policy 3.2.1.2. encourages the maintenance, improvement, and replenishment of the existing stock of housing. City policies encourages the renovation and retrofitting of older residential apartment buildings.

Policy 3.2.1.5 states that significant new development on sites containing six or more rental units, where the existing rental units will be kept in the new development, will secure as rental housing, the existing rental housing units which have affordable and mid-range rents, and should secure needed improvements and renovations to the existing rental housing without pass-through of such costs to tenants.

Chapter 4 – Land Use Designations

Section 4.2 of the Official Plan indicates that the *Apartment Neighbourhoods* designation provides for a range of rental apartment and condominium buildings uses and provides criteria to direct the form and quality of development. The Official Plan states that "*Apartment Neighbourhoods* are distinguished from low-rise *Neighbourhoods* because a greater scale of buildings is permitted and different scale-related criteria are needed to guide development. While built up *Apartment Neighbourhoods* are stable areas of the City where significant growth is not anticipated on a city-wide basis, opportunities exist for additional townhouses or apartments on underutilized sites, including new rental housing." On larger sites, infill opportunities in *Apartment Neighbourhoods* may require planning for new and extended public realm including new streets or shared driveways, and may require preserving significant existing landscape and recreation features as part of integrating older apartments with new development in a manner that improves the quality of life for all.

Policy 4.2.2 includes criterion that directs the form and quality of development in this land use designation. It is the intent that development in *Apartment Neighbourhoods* will:

- locating and massing new buildings to provide a transition between areas of different development intensity and scale, as necessary to achieve the objectives of this Plan, through means such as providing setbacks from, and/or a stepping down of heights towards, lower-scale *Neighbourhoods*;
- locating and massing new buildings so as to adequately limit shadow impacts on properties in adjacent lower-scale *Neighbourhoods*, particularly during the spring and fall equinoxes;

- locating and massing new buildings to frame the edge of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
- including sufficient off-street motor vehicle and bicycle parking for residents and visitors;
- locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences;
- providing indoor and outdoor recreation space for building residents in every significant multi-unit residential development;
- providing ground floor uses that enhance the safety, amenity and animation of adjacent streets and open spaces; and,
- providing buildings that conform to the principles of universal design, and wherever possible contain units that are accessible or adaptable for persons with physical disabilities.

Complementing the general development criteria, policy 4.2.3. states that compatible infill development may be permitted on a site within a developed *Apartment Neighbourhood* with one or more existing apartment buildings which improves the existing site conditions by means such as:

- meeting the development criteria set out in Section 4.2.2;
- being compatible with the scale, including height and massing, of the existing apartment building(s) on and adjacent to the site;
- providing separation distances between buildings on and adjacent to the site so as to achieve adequate sunlight and privacy;
- maintaining or replacing and improving indoor and outdoor residential amenities on the site, including, where achievable, equipping and managing indoor and outdoor amenity space to encourage use by residents;
- improving upon the quality of landscaped open space and outdoor amenity space for new and existing residents, including the preservation or replacement of significant landscape features and walkways and creating such features where they did not previously exist;
- providing adequate on-site structured shared vehicular parking for both new and existing development;
- consolidating and where achievable, relocating parking and servicing areas where they are not visible from streets, parks and landscaped open spaces;
- placing parking ramps within the building where achievable;
- providing all residents, including existing residents with access to the community benefits where additional height and/ or density is permitted and community benefits are provided pursuant to Section 5.1.1 of this Plan;
- providing privacy and areas of landscaped open space, and maintaining adequate sunlight to units, outdoor amenity spaces and open spaces, for both new and existing residents;
- organizing development on the site to frame streets, parks and open spaces at good proportion, providing adequate skyviews from the public realm, and creating safe and comfortable open spaces;
- promoting grade-related dwellings at the edge of public streets, parks and landscaped open spaces where achievable, that front onto and provide pedestrian

entrances from those public spaces, and provide a generous pedestrian realm adjacent to public streets;

- promoting, on the lower floors of mid-rise and tall apartment buildings, grade-related units with front gardens, stoops and porches that take direct access from public sidewalks, accessible open spaces and park edges;
- improving pedestrian access to the buildings from public sidewalks and through the site;
- minimizing curb cuts;
- improving waste storage and waste diversion facilities including enclosure of outdoor waste storage areas and enclosed waste storage facilities within a building where achievable;
- providing needed improvements, renovations and retrofits to the existing rental housing to extend the life of the existing building(s) that are to remain; and,
- encouraging improved energy and water efficiency in existing buildings through renovations, retrofits and changes to management practices.

Chapter 5 – Implementation: Making Things Happen

Policy 1 in Section 5.3.2 in Implementation Plans and Strategies for City-Building, states that design guidelines will be adopted to advance the vision, objectives and policies of the Plan. Applicable Design Guidelines are discussed further in this report.

Keele Finch Secondary Plan and Site and Area Specific Policy 585

The application is located within the Council adopted Keele Finch Secondary Plan ("KFSP") area and once in full force and effect would designate the property *Mixed Use Areas A, Apartment Neighbourhoods, and Other Open Spaces* in the Secondary Plan on Map 3. The KFSP policy direction for the subject site allows for a mix of land uses with a maximum building height of 28 and 25 metres in order to achieve a desired public realm and character, ensure transit supportive densities are achieved, and ensure buildings do not impede on the operations of the Downsview Airport.

See Attachment 7 for the land use designation of the KFSP.

The site is also within an area identified to achieve a minimum Floor Space Index of 1.5 times the area of the block delineated in SASP 585.

The Province is the approval authority on delineated PMTSAs, and Council's decision on SASP 585 has been sent to the Ministry of Municipal Affairs for approval. Council also withheld the introduction of the Bill to enact the KFSP Official Plan amendment until such time as the Ministry makes a decision on SASP 585. The decision document can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH19.1>.

The KFSP represents City Council's most current vision and policy direction for the site and surrounding area.

The outcome of staff analysis and review of relevant Official Plan policies and designations, Secondary Plan policies and designations, and SASPs noted above are summarized in the Comments section of the report.

Zoning By-laws

The site is zoned "Multiple-Family Dwellings Sixth Density" RM6 and "Open Space" O1 in the former City of North York By-law 7625. The RM6 zone permits a range of residential dwelling types including apartment buildings, with a maximum height of 11 metres with permission for increased height dependent on the building's setback from the property line. The gross floor area of a building shall not exceed 150 percent of the area of the lot. The O1 zone permits a public park, playground and play lot. The site is also subject to Schedule "D" – The Airport Hazard Map which permits maximum building heights of 15.24 and 30.48 metres.

In the city-wide Zoning By-law 569-2013, the site is zoned "Residential Apartment Commercial" RAC (f30.0; a1375; d1.5) (x122) and "Open Space" O. The standards of the former City of North York By-law 7625 are carried forward into Zoning By-law 569-2013.

Design Guidelines

Part III of the PPS 2020 under the section titled "Guidance Material" states that guidance material and technical criteria may be issued from time to time to assist planning authorities and decision-makers with implementing the policies of the Plan. Policy 5.2.5.6 of the Growth Plan (2020) indicates supporting documents, such as design guidelines, will direct the development of a high quality public realm and compact built form in achieving minimum intensification and density targets of the Plan. Policy 5.3.2.1 of the Official Plan states guidelines will be adopted to advance the vision, objectives, and policies of the Plan. Urban design guidelines specifically are intended to provide a more detailed framework for built form and public realm improvements in growth areas. The following design guidelines were used in the evaluation of this application.

City-Wide Tall Building Design Guidelines

City Council has adopted city-wide the Tall Building Design Guidelines ("Tall Building Guidelines") and directed City Planning staff to use these Guidelines in the evaluation of tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The link to the guidelines can be found here: <https://www.toronto.ca/legdocs/mmis/2013/pg/bgrd/backgroundfile-57177.pdf>.

Avenues and Mid-rise Buildings Study and Performance Standards

City Council adopted the Avenues and Mid-rise Buildings Study and an addendum ("Mid-rise Performance Standards") containing performance standards for mid-rise buildings. They identify a list of best practices and establish a set of performance

standards for new mid-rise buildings. Key issues addressed include maximum allowable building heights, setbacks and step backs, sunlight and skyview, pedestrian realm conditions, transition to Neighbourhoods and Parks and Open Space Areas and corner sites. The link to the guidelines can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/mid-rise-buildings/>.

The Mid-Rise Building Performance Standards Addendum are to be used together with the 2010 approved Mid-Rise Building Performance Standards in the preparation of area studies or during the evaluation of development applications, where mid-rise buildings are proposed and Performance Standards are applicable, until such time as City Council adopts updated Mid-Rise Building Design Guidelines. Council's decision is here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.7> and <http://www.toronto.ca/legdocs/mmis/2016/pg/bgrd/backgroundfile-92537.pdf>.

Townhouse & Low-Rise Apartment Guidelines

City Council has adopted city-wide Townhouse & Low-Rise Apartment Guidelines and directed City Planning staff to use these Guidelines in the evaluation of new low-rise, multi-unit building developments that are four storeys or less. Key issues addressed include building design, fit and transition within the existing and planned context, streetscaping, landscaping, indoor and outdoor amenities, and site servicing. The link to the guidelines can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/townhouse-and-low-rise-apartments/>.

Privately-Owned Publicly Accessible Space (POPS) Urban Design Guidelines

In July 2014, Toronto City Council adopted the Draft Urban Design Guidelines for Privately Owned Publicly-Accessible Spaces ("POPS") and directed City Planning staff to apply these guidelines in evaluating locations, programming, and designs of POPS in order to effectively contribute to the City's overall open space network in a meaningful way. The purpose of the Guidelines is to provide direction for the provision of POPS and facilitate collaborative discussions between City staff, local residents, and the development community around the location and design of new publicly-accessible spaces and the revitalization of existing POPS. The guidelines can be found here: <https://www.toronto.ca/legdocs/mmis/2014/pg/bgrd/backgroundfile-70177.pdf>.

Growing Up: Planning for Children in New Vertical Communities

On July 28, 2020, City Council adopted the Growing Up Urban Design Guidelines ("Growing Up Guidelines") and directed City Planning staff to apply the Guidelines in the evaluation of new multi-unit residential development proposals. The objective of the Growing Up Guidelines is for developments to increase liveability for larger households - including families with children - living in vertical communities. Among other things, the guidelines indicate that a building should provide a minimum 25 percent large units of which 10 percent should be three-bedroom units, and 15 percent should be two-bedroom units. The guidelines can be found here: <https://www.toronto.ca/legdocs/mmis/2020/ph/bgrd/backgroundfile-148362.pdf>.

Retail Design Manual

City Council adopted the Retail Design Manual on October 27, 2020. The Retail Design Manual is a collection of best practices and is intended to provide guidance on developing successful ground floor retail spaces. The intent is to provide aspirational retail design best practices to inform, guide, inspire, and educate those involved in the design and development of retail uses. The best practices apply city-wide to all new development that includes retail uses, with a focus on retail uses that interface with the public realm. The manual can be found here: <https://www.toronto.ca/wp-content/uploads/2020/01/960d-Toronto-Retail-Design-Manual-December-2019.pdf>.

Pet Friendly Design Guidelines and Best Practices for New Multi-Unit Buildings

City Council adopted the Pet Friendly Design Guidelines and Best Practices for New Multi-Unit Buildings ("Pet Friendly Guidelines"). The purpose of the Pet Friendly Guidelines is to guide new developments in a direction that is more supportive of a growing pet population, considering opportunities to reduce the current burden on the public realm, and provide needed pet amenities for high density residential communities. The guidelines can be found here: <https://www.toronto.ca/wp-content/uploads/2019/12/94d3-CityPlanning-Pet-Friendly-Guidelines.pdf>.