

**Walker, Nott, Dragicevic
Associates Limited**
Planning
Urban Design

Planning Rationale Report

**Zoning By-law Amendment
Application**

2359 Danforth Avenue

City of Toronto

Prepared for
Rockland Estates Inc.

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1.0 INTRODUCTION

Walker, Nott, Dragicevic Associates Limited was retained by Rockland Estates Inc. to assist in the application approval process relative to the proposed development of a 10-storey mixed-use building comprised of residential uses, and retail uses at grade. The subject site is located on the south side of Danforth Avenue, west of Main Street, and is municipally known as 2359 Danforth Avenue.

The proposed development consists of 139 residential units and 474 square metres of non-residential gross floor area for a total gross floor area of 10,471 square metres and a density of 5.61 FSI. A total of 73 vehicular parking spaces are proposed.

This report, along with other supporting studies, is being prepared in support of an application for Zoning By-law Amendment. The purpose of the report is to review the proposed development with respect to its consistency and/or conformity with the Growth Plan for the Greater Golden Horseshoe, the Provincial Policy Statement 2005, the Big Move: Transforming Transportation in the Greater Toronto and Hamilton Area, and the City of Toronto Official Plan. It also provides an analysis of how the proposed development responds to the City's Mid Rise Buildings Guidelines.

2.0 SITE AND AREA DESCRIPTION

The following sections of this report provide an overview of the subject site and the surrounding area context.

2.1 General Context

The subject site is located at the on the south side of Danforth Avenue approximately 350 metres east of Main Street, between Morton Road and Westlake Avenue (Figure 1 and 2).

Danforth Avenue is a major vehicular thoroughfare and subway route and functions as a main shopping district for the local area. In the vicinity of the subject site, the street is characterized by a mixture of “main street” type development with retail and service uses at grade and residential or office uses above, and automobile-related retail uses with large surface parking areas. Heights in the immediate vicinity range between one- to three-storeys, except for a cluster of three large apartment towers on the southeast corner of Danforth Avenue and Main Street that rise up to 28-storeys.

The area is served by frequent public transit service. The Bloor-Danforth subway line runs parallel to Danforth Avenue, with Main Street station located approximately 375 metres east of the subject site (approximately 450 metres actual walking distance), and Woodbine Station located approximately 525 metres west of the subject site (approximately 625 metres actual walking distance). Woodbine Avenue and Main Street are also north-south bus routes. Additionally, the Danforth GO Station is located southeast of Danforth Avenue and Main Street, approximately 500 metres from the subject site (approximately 600 metres actual walking distance).

The subject site is well served by community services and facilities. There are several community centres, parks, daycares, schools and places of worship within walking distance (approximately 500 metres). A Community Services Study has been prepared, and is included as Appendix A to this report.

In summary, the subject site is located within a vibrant mixed use community containing a wide range of residential, commercial, and employment uses, subway access, a relatively pedestrian-focussed built form, and desirable community amenities such as schools, places of worship and public and private open spaces.

2.2 The Subject Site

The subject site is municipally known as 2359 Danforth Avenue. It is rectangular in shape with approximately 30.5 metres of frontage on Danforth Avenue, and a depth of 61.3 metres. The total area of the subject site is 1,868 square metres. The subject site is relatively flat and contains a vacant single storey brick commercial building fronting onto Danforth Avenue; the balance of the site is vacant. It contains no significant forms of vegetation. A rear laneway extends east from Morton Road, providing vehicular access to the subject site.

2.3 Adjacent Uses

Land uses in the immediate vicinity of the subject site include:

North: on the north side of Danforth Avenue, a one- and two-storey “main street” type commercial development and an auto repair shop;

South: A public laneway, south of which are semi-detached dwellings along Stephenson Avenue;

East: Two- and three-storey rental apartment buildings.

West: A two-storey Toronto Hydro building which is Listed in the City’s Heritage inventory;

3.0 PROPOSED DEVELOPMENT

The proposed development consists of a terraced, mid-rise, mixed use building with an overall height of ten storeys (inclusive of mechanical, which would be “wrapped” by units on the tenth floor).

A total of 139 residential units are proposed, four of which would be townhouse-like units located on the ground floor and oriented to the east. Additionally, 474 square metres of retail space is proposed on the ground floor, fronting onto Danforth Avenue. The proposed total gross floor area is 10,471 square metres, which would result in a floor space index of 5.61 times the area of the lot. A total of 73 vehicular parking spaces are proposed in two underground levels (comprised of 66 resident and 7 visitor spaces). In addition, 148 bicycle parking spaces are proposed (comprised of 108 resident, 28 visitor, and 12 retail bicycle parking spaces).

The proposed development is appropriately oriented along and addresses the Danforth Avenue frontage with zero setback conditions to the north, east and west property lines to provide a continuous and consistent street wall. A 5.5 metre setback is proposed for the southern portion of the building where units face east and west. A 1.4 - 1.7 metre setback is proposed along the south (rear) property line to the limit of the existing public lane.

As noted, the proposed development includes significant stepbacks as the building rises. Along Danforth Avenue, the building steps back at the eighth storey, creating a visual differentiation between the lower and upper elements. At the rear, the building steps back starting at the fourth storey, with subsequent stepbacks on each floor to the top of the building. The overall effect of this design feature is to achieve a terraced built form that progressively steps down in height toward the low rise residential neighbourhood to the south.

The residential lobby and retail uses would be accessed directly from Danforth Avenue. Vehicular access for the proposed development would be from the public laneway that runs east from Morton Road, which would provide access to the two level underground parking garage and a Type G loading space. Garbage is proposed to be stored in an enclosed garbage room at grade level.

A total of 100 square metres of indoor amenity space is proposed, with direct access to a 70 square metre outdoor amenity space. Private balconies or terraces would provide additional outdoor amenity for residents.

4.0 PLANNING POLICY FRAMEWORK

The subject site is subject to provincial and municipal planning policies and regulations contained in the following documents:

- Provincial Policy Statement (2005);
- Places to Grow – Growth Plan for the Greater Golden Horseshoe (2006);
- The Big Move: Transforming Transportation in the Greater Toronto and Hamilton Area;
- City of Toronto Official Plan;
- Former City of Toronto Zoning By-law 438-86.

The relevant policies and regulations are described in the following section of the report with commentary relative to how the proposed development responds to the policies and regulations.

4.1 Provincial Policy Statement

The Provincial Policy Statement, 2005, (“PPS”) came into effect March 1, 2005, and is meant to provide direction on matters of Provincial interest related to land use planning and development. The document, through the Planning Act, directs that decisions affecting planning matters “shall be consistent with” the policy statement.

The PPS supports intensification, and contains policies that encourage a mixing of uses, especially where redevelopment occurs within existing urban areas, and where services and infrastructure already exist to support growth. The following policy directives in the PPS are relevant in considering the appropriateness of the proposed development:

Part IV, paragraph 3, notes that “The Provincial Policy Statement focuses growth within settlement areas and away from significant or sensitive resources and areas which may pose risk to public health and safety.”

Part V, Section 1.1.1, provides that “Healthy, liveable and safe communities are sustained by:

- a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) Accommodating an appropriate range and mix of residential, employment (including industrial, commercial and institutional uses), recreational and open space uses to meet long-term needs;
- e) Promoting cost-effective development standards to minimize land consumption and servicing costs;
- f) Improving accessibility for persons with disabilities and the elderly by removing and/or preventing land use barriers which restrict their full participation in society.”

Part V, Section 1.1.2, provides that “Sufficient land shall be made available through *intensification* and *redevelopment* ... to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon of up to 20 years.”

Part V, Section 1.1.3.2a), provides that “Land use patterns within settlement areas shall be based on:

- a) densities and a mix of land uses which:
 - 1. efficiently use land and resources, and minimize negative impacts to air quality and climate change and promote energy efficiency; and
- b) a range of uses and opportunities for *intensification* and *redevelopment* in accordance with criteria in policy 1.1.3.3.”

Part V, Section 1.1.3.3, provides that “Planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas.”

Part V, Section 1.1.3.4, provides that “Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while maintaining appropriate levels of public health and safety.”

Part V, Section 1.1.3.5, provides that “Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas. However, where provincial targets are established through provincial plans, the provincial target shall represent the minimum target for affected areas.”

Part V, Section 1.4.3, provides that “Planning authorities shall provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents of the regional market area by:

- b) permitting and facilitating:
 - 1. all forms of housing required to meet the social, health and well-being requirements of current and future residents, including special needs requirements; and
 - 2. all forms of residential intensification and redevelopment in accordance with policy 1.1.3.3.”
- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of alternative transportation modes and public transit in areas where it exists or is to be developed;
- e) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.”

Part V, Section 1.6.2, provides that “The use of existing infrastructure and public service facilities should be optimized, wherever feasible, before consideration is given to developing new infrastructure and public service facilities.”

Part V, Section 1.6.5.4, provides that “a land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support the development of viable choices and plans for public transit and other alternative transportation modes, including commuter rail and bus.”

The proposed development represents intensification within a *Settlement Area* and represents an efficient use of land and resources in this mature urban area where servicing is already in place. No significant or sensitive resources will be impacted.

The proposed development will broaden the range of housing types available in this area while also providing for employment opportunities within the grade-related retail space.

The density and design of the proposed development at this location will contribute to the increased use of the existing transportation system, which includes the Bloor-Danforth subway and an extensive grid-based street system available to vehicles, bicycles and pedestrians.

The proposed development is consistent with the policies of the PPS.

4.2 Places to Grow – Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (“Growth Plan”), prepared by the Ministry of Public Infrastructure Renewal, took effect on June 16, 2006, and was established under the Places to Grow Act, 2005, for municipalities within the Greater Golden Horseshoe. The Growth Plan contains a set of policies to manage growth to the year 2031 and is to be read in conjunction with the PPS¹. Notwithstanding, the Growth Plan prevails where there is a conflict with the PPS.

The cornerstone of the Growth Plan relates to its vision for the region as it could be in 2031. Broadly, the Growth Plan envisages the Greater Golden Horseshoe as being “a great place to live”, offering “a wide variety of choices for living” in “thriving, liveable, vibrant and productive urban and rural areas”. These broad-brush goals are contingent upon the implementation of, and adherence to, a set of core guiding principles. Chief among these guiding principles is the development of “compact, vibrant and complete communities”, and “optimiz[ing] the use of existing and new infrastructure to support growth in a compact, efficient form”.

Schedule 2, the Places to Grow Concept, identifies the subject site as being within the *built-up area*. The subject site is also located within an *intensification corridor* and *major transit station area* which are two of the *intensification areas* defined by the Growth Plan.

4.2.1 Managing Growth and General Intensification

Section 2.2.2, Managing Growth, identifies where and how growth should occur. Section 2.2.2.1 directs that “population and employment growth will be accommodated by (in particular):

- (a) directing a significant portion of new growth to the *built-up areas* of the community through *intensification*;
- (b) focusing *intensification* in *intensification areas*;

¹ Proposed Amendment 2 to the GGH Plan would increase the planning horizon of the GGH Plan from 2031 to 2041; however, at present it is not yet in force and effect and therefore 2031 is the planning horizon referenced for the purposes of this report.

- (d) reducing dependence on the automobile through the development of mixed use, transit-supportive, pedestrian-friendly urban environments;
- (e) providing convenient access to intra- and inter-city transit;
- (g) planning and investing for a balance of jobs and housing in communities across the GGH to reduce the need for long distance commuting and to increase the modal share for transit, walking and cycling;
- (h) encouraging cities and towns to develop as *complete communities* with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open space and easy access to local stores and services; and,
- (i) directing development to *settlement areas...*”

Section 2.2.3, General Intensification, notes that “by the year 2015 and for each year thereafter, a minimum of 40 per cent of all residential development occurring annually within each upper and single-tier municipality will be within the *built-up area*.”

Section 2.2.3.6 lists the policies and strategies with which municipalities are to implement their intensification targets. In particular, subsection (e) recognizes “*urban growth centres, intensification corridors and major transit station areas* as a key focus for development to accommodate *intensification*”. Other relevant policies in Section 2.2.3.6 with respect to intensification include the following:

- “b) encourage *intensification* generally throughout the *built-up area*;
- f) facilitate and promote *intensification*;
- g) identify the appropriate type and scale of development in *intensification areas*;
- h) include *density targets* for *urban growth centres* where applicable, and minimum density targets for other *intensification areas* consistent with the planned transit service levels, and any *transit-supportive* land-use guidelines established by the Government of Ontario;
- i) plan for a range and mix of housing taking into account *affordable* housing needs.”

Section 2.2.3.7 notes that “all *intensification areas* will be planned and designed to:

- a) cumulatively attract a significant portion of population and employment growth;
- b) provide a diverse and compatible mix of land uses, including residential and employment uses, to support vibrant neighbourhoods;
- c) provide high quality public open spaces with site design and urban design standards that create attractive and vibrant places;
- d) support transit, walking and cycling for everyday activities;

- e) generally achieve higher densities than the surrounding areas;
- f) achieve an appropriate transition of built form to adjacent areas.”

The proposed development conforms to the growth management and general intensification policies of the Growth Plan. The proposed development represents higher density, mixed-use *intensification* within an *intensification area*. It will provide for new housing for this community, as well as employment opportunities, in a built form that will achieve transition to the adjacent low rise areas. It will support transit ridership, allowing for reduced automobile dependency, and support walking and cycling as viable transportation options. The proposed development will contribute to the ongoing development of a vibrant, *complete community*, in this area.

4.2.2 Major Transit Station Areas and Intensification Corridors

Intensification corridors are defined as “intensification areas along major roads, arterial or higher order transit corridors that have the potential to provide a focus for higher density mixed-use development consistent with planned transit service levels.” Danforth Avenue is a major street within the City of Toronto, and is also designated as an *Avenue* in the Official Plan; as such, the subject site is located within an *intensification corridor* in accordance with this definition.

Major transit station areas are defined as “the area including and around any existing or planned higher order transit station within a settlement area ... Station areas generally are defined as the area within an approximate 500 metre radius of a transit station, representing about a 10-minute walk.” The subject site is located within 375 metres of Main Street Station, and within 525 metres of Woodbine Station on the Bloor-Danforth subway, which provides service from Kipling Avenue to Kennedy Road, with connections to the Yonge-University-Spadina subway and Scarborough RT. By 2020 it will also connect to the Eglinton-Scarborough Crosstown LRT line at Kennedy Station which will provide rapid transit service along Eglinton Avenue and the existing Scarborough RT corridor, providing service between Jane Street and Scarborough Centre. In this context, the subject site is within two *major transit station areas*.

Section 2.2.5.1 provides that “*Major transit station areas and intensification corridors* will be designated in official plans and planned to achieve –

- a) increased residential and employment densities that support and ensure the viability of existing and planned transit service levels;
- b) a mix of residential, office, institutional, and commercial development wherever appropriate.

The mixed use form and density of the proposed development will serve to bolster transit ridership in this area and help to enhance the vitality of this *intensification corridor*, and these two *major transit station areas*.

In summary, the proposed development represents the type of development that the Growth Plan encourages, especially within *intensification areas*. Accordingly, the proposed development conforms to the policies of the GGH Plan.

4.3 The Big Move: Transforming Transportation in the Greater Toronto and Hamilton Area

The document entitled *The Big Move: Transforming Transportation in the Greater Toronto and Hamilton Area* (“The Big Move”) is a regional transportation plan that pertains to the Greater Toronto and Hamilton Area (“GTAH”). It is a statutory provincial policy document prepared under the Metrolinx Act (2008) that contains action items to create a common vision to develop and implement a multi-modal transportation plan for the GTAH.

The Big Move identifies a comprehensive rapid transit development plan for the GTAH consisting of 60 different rapid transit lines providing connectivity throughout the region. It also identifies 51 Anchor and Gateway Mobility Hubs throughout the GTAH. These Mobility Hubs coincide with the Urban Growth Centres and significant Major Transit Station Areas and are generally defined in the RTP as “places of connectivity between regional rapid transit services, and also places where different modes of transportation, from walking to high-speed rail, come together seamlessly.” The RTP considers the area within an 800-metre radius of the transit station at the heart of a Mobility Hub as part of the Mobility Hub and these areas are to achieve a minimum density of approximately 10,000 people and jobs.

The Bloor-Danforth subway line is identified on both Schedule 1 and 2 of the Big Move as an existing subway line. In addition, Schedules 1 and 2 identify a Gateway Mobility Hub associated with the Main Street subway station given its proximity to the Danforth GO Station. As noted previously, the subject site is within 375 metres of Main Street station, putting it well within that Mobility Hub.

Section 7.10 notes that “the regional rapid transit and highway network in Schedules 1 and 2 shall be incorporated into all Municipal Official Plans, and these planned transit services shall be used as the basis for determining appropriate land uses and densities in conformity with the Growth Plan for the Greater Golden Horseshoe”. Furthermore, Section 7.14 notes that “Gateway hubs and anchor hubs identified in Schedules 1 and 2 of the RTP shall be identified and incorporated into municipal Official Plans and Transportation Master Plans.”

The Main Street Anchor Mobility Hub is not yet shown within the City’s Official Plan; however, the Official Plan is currently undergoing its statutory 5-year review. It is anticipated that the Official Plan will be brought into conformity with the Big Move as part of the statutory review, which should result in the Main Street Anchor Mobility Hub being included in the amended Official Plan.

Section 7.15 contains policies relative to the preparation of master plans for Mobility Hubs. These master plans are intended to, at a minimum:

- set out policies and an anticipated schedule for their achievement, to conform with and implement the Growth Plan for the Greater Golden Horseshoe’s policies for major transit station areas and, where applicable, urban growth centres;
- establish minimum density targets that conform to the Growth Plan for the Greater Golden Horseshoe and are based on the planned transit service levels of the RTP;
- optimize transit-oriented development potential, and identify and implement incentives to promote transit-oriented development, such as streamlined planning and building approvals and reduced development application fees;

- provide for a range of amenities for travellers such as retail uses, restrooms, community spaces and tourism information, where appropriate;
- optimize the trip-generation benefit of the mobility hub;
- set target modal splits for transit usage, single occupancy vehicle trips and active transportation for each mobility hub, and an anticipated schedule for their achievement;
- establish a surface parking reduction strategy in consultation with transit agencies, that is based on site-specific redevelopment opportunities and the existing or planned availability of alternative modes of access to the mobility hub, and that includes a scheduled transition from free surface parking to a limited supply of fairly priced, structured parking, and policies to set aside reserved parking spaces for carpool and car-sharing vehicles;
- include design policies that help achieve environmental sustainability objectives, such as LEED Gold or equivalent standards, for any new transit-related buildings;
- improve the travelling experience through the use of public art, landscaping and architectural excellence;
- minimize distances between transit stations, and between transit stations and key destinations, within the mobility hub;
- give priority to transit, pedestrian and bicycle access over all other modes, and identify a zone around mobility hubs that provides priority measures for these modes on access roads;
- establish a pedestrian-focused internal movement plan that integrates public and private spaces through well-designed, human-scaled spaces;
- provide secure, conveniently located, weather-protected bicycle storage facilities and integrate bike-sharing where available; and
- address issues related to the comfort and convenience of transit users, including policies that provide for customer service amenities, such as a plentiful supply of clean, safe, comfortable, weather-protected waiting areas, way-finding, and access for users with special needs.

The proposed development will provide for a level of density and mix of uses that would be appropriate within this Mobility Hub, and which would contribute to and support transit ridership potential. It will also contribute to a streetscape that is conducive to walking, improving connections within the Mobility Hub.

Section 7.13 notes that “Municipal parking and zoning by-laws shall be updated to ... decrease minimum parking requirements where appropriate [and to] permit off-street, on-site and shared parking capacity to be counted towards meeting parking requirements.”

The proposed development provides for a site-specific parking standard that is appropriate to a location with a high level of transit and nearby services and amenities that are currently available in this area, and which will likely improve and increase in the future.

In summary, the proposed development conforms to and will help implement the Big Move, and in particular, represents appropriate development within a Gateway Mobility Hub.

4.4 City of Toronto Official Plan

The City of Toronto Official Plan (OP) was substantially approved by Ontario Municipal Board Order 1928 on July 6, 2006, and is now fully in-force relative to all planning applications in the City of Toronto. The following designations and identifications are relevant to the subject site and proposed development:

- The subject site is designated *Avenues* on Map 2 – Urban Structure (Figure 3);
- Danforth Avenue is identified as having a right-of-way width of 27 metres on Map 3 – Right-of-Way Widths Associated with Existing Major Streets (Figure 4);
- Danforth Avenue is identified as a “TTC Subway line” on Map 4 – Higher Order Transit Corridors (Figure 5); and,
- The subject site is designated *Mixed Use Areas* on Map 21 – Land Use Plan (Figure 6);

The following sections describe the policy framework relative to these designations.

4.4.1 Avenues Designation

Avenues are described in the OP as “important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents.”

Section 2.2.3.1 indicates that “reurbanizing the *Avenues* will be achieved through the preparation of Avenue Studies for strategic Mixed Use segments.” There is currently no City-initiated *Avenue* Study underway for this section of Danforth Avenue.

Despite the absence of an *Avenue* Study for this section of Danforth Avenue, Section 2.2.3.3a) indicates that “... development may be permitted on the *Avenues* prior to an *Avenue* Study and will be considered on the basis of all the policies of this Plan ... and will implement the policies of the Plan for the relevant designation area(s).” As noted, the subject site is designated *Mixed Use Areas* on Map 21 of the OP.

Section 2.2.3.3b) notes that “development in *Mixed Use Areas* on *Avenues*, prior to an *Avenue* Study has the potential to set a precedent for the form and scale of reurbanization along the *Avenue* [and that] in addition to the policies of the Plan for *Mixed Use Areas*, proponents of such proposals will also address the larger context and examine the implications for the segment of the *Avenue* in which the proposed development is located.”

Such a review requires “an assessment of the impacts of the incremental development of the entire *Avenue* segment at a similar form, scale and intensity, appropriately allowing for distinguishing circumstances”; considers “whether incremental development of the entire

Avenue segment would adversely impact any adjacent *Neighbourhoods*"; and, considers "whether the proposed development is supportable by available infrastructure".

In keeping with the policy direction of the OP, an *Avenue* Segment Study has been prepared and is being submitted to the City along with the Rezoning application package. The Segment Study identifies six "soft sites" along this segment of Danforth Avenue, which could redevelop in the medium term with a form and density similar to that of the proposed development.

Section 2.2.3.3c) further indicates that "in addition to satisfying all other policies of this Plan, including in particular the neighbourhood protection policies, development in *Mixed Use Areas* on an *Avenue* that precedes the completion of an *Avenue* Study will:

- Support and promote the use of transit;
- Contribute to the creation of a range of housing options in the community;
- Contribute to an attractive, safe and comfortable pedestrian environment that encourages walking and strengthens local retailing;
- Provide universal physical access to all publicly accessible spaces and buildings;
- Conserve heritage properties;
- Be served by adequate parks, community services, water and sewers, and transportation facilities;
- Be encouraged to incorporate environmentally sustainable building design and construction practices that:
 - Reduce stormwater flows;
 - Reduce the use of water;
 - Reduce waste and promote recycling;
 - Use renewable energy systems and energy efficient technologies; and
 - Create innovative green spaces such as green roofs and designs that reduce the urban heat island effect."

The proposed development conforms to and is highly responsive to the above-noted policies relative to development in *Mixed Use Areas* on an *Avenue*. The proposed development will support and promote transit use by providing for 139 new housing units along an established transit route, and providing for pedestrian-oriented retail space. It will contribute to a more attractive, safe and comfortable pedestrian environment along Danforth Avenue by providing a consistent building façade that addresses the street and provides for active grade level uses.

Additionally, the City of Toronto has developed urban design guidelines specific to mid-rise buildings along *Avenues*. The proposed development has been designed to satisfy many of the guidelines, as will be discussed in a subsequent section of this report.

4.4.2 Mixed Use Areas Designation

The *Mixed Use Areas* designation is intended to combine a “broad array of residential uses, offices, retail and services, institutions, entertainment, recreation and cultural activities, and parks and open spaces” so that residents can “live, work and shop in the same area, or even the same building, giving people an opportunity to depend less on their cars”. A further intent of *Mixed Use Areas* is “to create districts along transit routes that are animated, attractive and safe at all hours of the day and night.”

Mixed Use Areas are not exclusive to *Avenues*; however, when located along *Avenues*, their role becomes even more pronounced, in that the central role for *Avenues* is to facilitate the development of new housing and job opportunities along important major streets while improving the pedestrian realm.

Section 4.5.1 notes that “*Mixed use Areas* are made up of a broad range of commercial, residential and institutional uses, in single or mixed use buildings, as well as parks and open spaces and utilities.”

Section 4.5.2 notes that “*In Mixed Use Areas* development will:

- a) create a balance of high quality commercial, residential, institutional and open space uses that reduce automobile dependency, and meet the needs of the local community;
- b) provide for new jobs and homes for Toronto’s growing population on underutilized lands in ... *Avenues* ... creating and sustaining well-paid, stable, safe and fulfilling employment opportunities for all Torontonians;
- c) locate and mass 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 appropriate setbacks and/or a stepping down of heights, particularly towards lower scale *Neighbourhoods*;
- d) locate and mass new buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods*, particularly during the spring and fall equinoxes;
- e) locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
- f) provide an attractive, comfortable and safe pedestrian environment;
- g) take advantage of nearby transit services;

- i) provide good site access and circulation and an adequate supply of parking for residents and visitors;
- j) locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and
- k) provide indoor and outdoor recreation space for building residents in every significant multi-unit residential development.

With respect to a), b), and g), the proposed development will provide new residential accommodation and ground related retail uses that will provide new living and working opportunities in this community, in a format that will contribute to reduced automobile dependency and facilitate walking, biking and use of transit for daily needs.

With respect to c), the proposed development will be set back a minimum of 1.4 metres from the south property line which, together with the width of the laneway, will provide a 7.7 metre separation from the nearest residential property line. In addition, the massing will incorporate various stepbacks that will achieve a gradual transition in height from the *Neighbourhood* to the south and reduce the appearance of building mass from the street frontages.

With respect to d), the proposed development will not cast shadows on the adjacent *Neighbourhood* to the south during any period shown on the shadow studies included with the application.

With respect to e) and f), the proposed development will frame the edges of Danforth Avenue with good proportion, providing a seven-storey (22.95 metre) façade that will step back at the eighth storey. The height of the ground floor will be 4.5 metres in order to create a more attractive and functional retail environment, and will include glazing that will facilitate passive surveillance which will contribute to enhanced pedestrian safety.

With respect to i), vehicular access will be from the public laneway extending east from Morton Road at the southern end of the subject site, allowing for development of an uninterrupted pedestrian-friendly streetscape along Danforth Avenue. All parking will be provided in a below grade garage.

With respect to j), parking and service areas will be accessed from the laneway where they will be completely screened from street views.

With respect to k), the proposed development will provide for both indoor and outdoor recreation space for residents. A 100 square metre indoor amenity space will be provided in the building. Additionally, 70 square metres of outdoor amenity space will be provided adjacent to the indoor amenity area.

The proposed development conforms to the *Mixed Use Areas* designation.

4.4.3 Transportation

Section 2.2 of the Official Plan seeks to integrate land use and transportation planning to ensure that growth in the City of Toronto is directed to areas that are well-served by public transit and offers alternatives to automobile use. As noted, the subject site is on the Bloor-Danforth subway line.

Section 2.4.3 notes that “in targeted growth areas, planning for new development will be undertaken in the context of reducing auto dependency and the transportation demands and impacts of such new development assessed in terms of the broader social and environmental objectives of the Plan’s reurbanization strategy.”

The proposed development is within a “targeted growth area”. It is highly transit-oriented, and will contribute to reducing auto dependency along this corridor.

Section 2.4.8 notes that “an urban environment and infrastructure will be created that encourages and supports walking through the City through policies and practices that ensure safe, direct, comfortable, attractive and convenient pedestrian conditions, including safe walking routes to schools, recreation areas and transit.”

The proposed development will provide for an active and attractive streetscape environment that will encourage walking along Danforth Avenue and help to improve safety through passive surveillance opportunities.

4.4.4 Building a Successful City

Section 3 of the Official Plan, entitled “Building a Successful City”, contains policies to guide growth by integrating social, economic and environmental perspectives in decision making to create an attractive city with a strong economy and complete communities.

The Built Environment

Section 3.1 of the OP relates outlines policies established to promote attractive and effective architecture and urban design.

Section 3.1.1 includes policies specific to the “public realm”. Section 3.1.1.1 provides that “Quality architectural, landscape and urban design and construction will be promoted by [among other things]:

- d) ensuring new development enhances the quality of the public realm;”

The proposed development is well designed architecturally, and will incorporate attractive and appropriate urban design principles that will enhance the quality of the Danforth Avenue public realm.

Section 3.1.2 outlines policies related to the built form of new developments. Section 3.1.2.1 provides that “new development will be located and organized to fit with its existing and/or planned context. It will frame and support adjacent streets, parks and open spaces to improve the safety, pedestrian interest and casual views to these spaces from the development by:

- a) generally locating buildings parallel to the street or along the edge of a park or open space with a consistent front yard setback. On a corner site, the development should be located along both adjacent street frontages and give prominence to the corner.”
- b) Locating main building entrances so that they are clearly visible and directly accessible from the public sidewalk;

- c) Providing ground floor uses that have views into and, where possible, access to, adjacent streets, parks and open spaces.”

The proposed development is highly street oriented. The retail space and lobby will provide windows that will enhance permeability between the street and building. Entrances will be provided directly from Danforth Avenue.

Section 3.2.1.2 provides that “new development will locate and organize vehicle parking, vehicular access, service areas and utilities to minimize their impact on the property and on surrounding properties and to improve the safety and attractiveness of adjacent streets, parks and open spaces by:

- a) Using shared service areas where possible within development blocks including public and private lanes, driveways and service courts;
- b) Consolidating and minimizing the width of driveways and curb cuts across the public sidewalk;
- c) Integrating services and utility functions within buildings where possible;
- d) Providing underground parking where appropriate;
- e) Limiting surface parking between the front face of a building and the public street or sidewalk;”

The proposed development responds to all of these policies. Vehicular access will be from the rear laneway, which will preclude the need for any curb cuts across the public sidewalk. The servicing and utility functions will be incorporated into the building. Parking, as noted, will be below grade, keeping it out of view. No surface parking will be located between the front face of the building and the public street.

Section 3.1.2.3 provides that “new development will be massed and its exterior façade will be designed to fit harmoniously into its existing and/or planned context, and will limit its impact on neighbouring streets, parks and open spaces by:

- a) massing new buildings to frame adjacent streets and open spaces in a way that respects the existing and/or planned street proportion;
- b) incorporating exterior design elements, their form, scale, proportion, pattern and materials, and their sustainable design, to influence the character, scale and appearance of the development;
- c) creating appropriate transitions in scale to neighbouring existing and/or planned buildings for the purpose of achieving the objectives of this Plan;
- d) providing for adequate light and privacy;
- e) adequately limiting any resulting shadowing of, and uncomfortable wind conditions on, neighbouring streets, properties and open spaces having regard for the varied nature of such areas; and,

- f) minimizing any additional shadowing and uncomfortable wind conditions on neighbouring parks as necessary to preserve their utility.”

In response to a) and b), the proposed mid-rise building will frame Danforth Avenue and with good proportion, and employ setbacks and stepbacks to achieve an appropriate character, scale and appearance. The facades will be highly glazed and articulated to create visual interest.

With respect to c), d), e) and f), the proposed stepbacks will achieve a gradual transition of height from the neighbourhood to the south of the subject site to Danforth Avenue, which is intended to develop with mid-rise, mixed use buildings along its length. No shadowing will occur on any portion of the surrounding *Neighbourhoods* or parks. Wind impacts will be limited given the midrise form of the development, and further mitigated by the stepbacks, and the balcony overhangs which will provide shelter from wind for pedestrians.

Section 3.1.2.4 states that “new development will be massed to define the edges of streets, parks and open spaces at good proportion.” As noted, the proposed development will define the edges of both street frontages, with good proportion. The existing site, which is partially vacant, provides minimal street enclosure and a poor pedestrian environment.

Section 3.1.2.6 notes that both indoor and outdoor amenity space is to be provided within all new developments. The proposed development includes 70 square metres of outdoor and 100 square metres of indoor amenity space for use by residents.

Housing

Section 3.2.1 contains policies relative to Housing. Section 3.2.1.1 encourages a “full range of housing in terms of form, tenure and affordability, across the City and within neighbourhoods”. The proposed development will provide 139 new residential units, which will broaden the range of housing opportunities in the area.

Section 3.2.1.2 notes that “new housing supply will be encouraged through intensification and infill that is consistent with this Plan”. The proposed development represents the creation of new housing through infill intensification along this designated *Avenue* in a manner that is consistent with the OP.

Community Services and Facilities

Section 3.2.2.1c) provides that “adequate and equitable access to community services and local institutions will be encouraged by ensuring that an appropriate range of community services and facilities and local institutions are provided in areas of major or incremental physical growth.” A Community Services and Facilities Study has been undertaken and is included as Appendix A to this report.

Parks and Open Space

Section 3.2.3 stresses the importance of parks and green spaces in maintaining Toronto’s health and liveability. The subject site is well positioned in relation to City parkland and natural areas as illustrated in the Community Services and Facilities Study. Notably, Stephenson Park is located one block to the southeast. The East Toronto Athletic Field is located approximately 600 metres to the southeast along Main Street, and includes large outdoor playing fields and the Ted Reeves Arena, an indoor ice rink facility with multi-purpose room.

Retailing

Section 3.5.3 of the Official Plan relates to retail uses within the City of Toronto. The policies in this section promote a diverse retail sector, and the establishment of retail uses on the *Avenues* that promote a high quality pedestrian environment. The proposed development is designed to allow for retail and commercial uses on the ground floor that will increase the retail and commercial options in the area. The retail uses will also provide for 'eyes on the street', which will enhance area safety.

4.4.5 Avenues and Mid-rise Guidelines

In October 2008, the City hired a consulting team to study ways of encouraging mid-rise development on the *Avenues* to address the issues raised at the 2005 Mid-rise Buildings Symposium relating to the slow rate of development along *Avenues* compared to other areas of the City.

Toronto City Council adopted the Avenue and Mid-rise Buildings Study on July 8, 2010 ("the Mid-rise Study"). The performance standards within the Study are intended to supplement and elaborate on the *Avenue* policies of the Official Plan with respect to the form and massing of development along *Avenues* (Section 2.2.3); however, the recommendations and performance standards in the Mid-rise Study are not policies of the Official Plan.

The Study provides the City's most current thinking regarding the appropriate form of buildings for intensification on the *Avenues*. The proposed development responds to many of the key performance standards outlined in the Mid-rise Study; specifically:

- The overall height, at 32.9 metres, generally responds to performance standard 1 and 13, which provides for a height of 27 metres (reflective of the 27 metre width of the Danforth right-of-way), with the allowance for an additional 5 metres of height for a mechanical penthouse. In this case, the design of the tenth level includes units to "wrap" the mechanical penthouse. The overall effect of the design and massing will therefore be similar to a nine storey building with a 5 metre mechanical penthouse.
- The proposed development will provide a minimum ground floor height of 4.5 metres as recommended by performance standard 3.
- The front façade of the building will align with Danforth Avenue, as recommended by performance standard 4C.
- The building will be set back 7.7 metres from the residential property to the south of the laneway, which would slightly exceed the minimum 7.5 metres as recommended by performance standard 5B. The building envelope will be contained within a 45 degree angular plane taken from 10 metres above a 7.5 metre setback, which would meet the "shallow lot" recommendations in standard 5B.
- In line with recommendation 8B, windows will be provided on the entirety of the west façade, and the majority of the east façade, with the only blank wall located on a shallow 7-storey portion of the east façade. A 5.5 metre setback will be provided where windows are proposed, except in the case of a portion of the west façade, which will contain

secondary windows at the lot line facing into the front yard setback area of the heritage property to the west, which is an unlikely development site.

- As recommended by performance standard 15, the proposed development is designed to support the public and commercial function of the *Avenue* through a well-articulated and appropriately scaled façade which will provide for an animated pedestrian environment.
- As recommended by performance standards 16A and 17, the parking and loading access will be from the laneway as opposed to Danforth Avenue (the *Avenue*).

In summary, the proposed development has appropriate regard to the Mid-rise Study, notwithstanding that it is not policy of the Official Plan.

4.4.6 Official Plan Conformity Conclusions

The proposed development conforms to all of the policies of the Official Plan for development within the *Mixed Use Areas* and *Avenues* designation. No amendment to the Official Plan is required in order to implement the proposed development.

5.0 ZONING BY-LAW

5.1 City of Toronto Zoning By-law 438-86

The subject site is zoned MCR T3.0 C2.0 R2.5 in the former City of Toronto Zoning By-law 438-86, as amended. The height permissions are 14 metres along the Danforth Avenue frontage to a depth of 30.5 metres, and 12 metres for the balance of the subject site (Figures 7 and 8).

The present zoning permits mixed residential and commercial buildings at a total density of 3.0 FSI, with an approximate height of four storeys along Danforth Avenue, and three storeys along the rear. A total of 83 parking spaces would be required for the proposed development under the current requirements.

An amendment to the Zoning By-law is required to accommodate the proposed development, particularly to recognize the proposed density, height and parking standard. A draft zoning by-law amendment is included as part of the application package.

5.2 Comprehensive Zoning By-law

The subject site is zoned CR 3.0 (c2.0; r2.5) SS2 (x2219) in the recently adopted comprehensive zoning by-law with height permissions of 14 metres along Danforth Avenue (to a depth of 30.5 metres), and 12 metres for the southerly portion of the subject site.

The comprehensive zoning by-law maintains the same general use permissions and development standards with respect to density, setbacks and height as By-law 438-86, however the by-law contains the angular plane standards from the Mid-rise study.

It is anticipated that the comprehensive zoning by-law will be subject to appeals; however, an amendment to the new comprehensive zoning by-law also would be required and should be dealt with in conjunction with an amendment to Zoning By-law 438-86.

6.0 SUPPORTING STUDIES

In support of the proposed development, an Avenue Segment Study, Community Services and Facilities Study, Traffic Impact Study, Functional Servicing Report, Heritage Opinion Letter, and Shadow Study have been prepared. The relevant findings from these studies are discussed below.

6.1 Avenue Segment Study

Walker, Nott, Dragicevic Associates Limited was retained to prepare an Avenue Segment Study in support of the proposed development.

The study identified six soft sites that could redevelop in the near to long term with mid-rise buildings. The study finds that the incremental development of the study area soft sites at a similar scale to the proposed development would not result in any undesirable impacts on this Avenue Segment or the surrounding neighbourhoods; as such, the proposed development is appropriate for this Avenue Segment in advance of a City-initiated Avenue Study being completed.

6.2 Community Services Study

Walker, Nott, Dragicevic Associates Limited was retained to prepare a Community Services and Facilities Study in support of the proposed development.

The study notes that the population in the area has remained relatively stable with a negligible amount of growth between 2006 and 2011. The proposed development will result in approximately 222 new residents to the area.

The findings of the study indicate that the area is well served by community facilities and services, and that the proposed development can be accommodated by the existing facilities and services, with no undue strain anticipated. As such, it is anticipated that no new facilities beyond those that exist will be required as a result of the proposed development.

The study is included as Appendix A to this report.

6.3 Traffic Impact and Parking Study

Cole Engineering was retained to prepare a Traffic Impact and Parking Study in support of the proposed development.

The study notes that the proposed development will have minimal impact on the adjacent roadway network. Further, the proposed parking supply will be adequate to accommodate the parking demands of the proposed development.

More specifically, the study's findings indicate the following:

- Both intersections, Danforth Avenue / Morton Road and Keystone Avenue/Morton Road /Public Laneway, operate below capacity in the existing and future background traffic conditions.
- The proposed development is expected to generate 27 two (2)-way trips during the weekday a.m. peak hour and 32 two (2)-way trips during the weekday p.m. peak hour.

- The proposed development has minimal impacts on the adjacent roadway network. Future total traffic conditions operate similarly to future background traffic conditions.
- Based on the current City of Toronto Zoning By-Law No. 438-86, the proposed development of 139 residential units will require 83 parking spaces. The proposed parking supply of 73 spaces results in a technical shortfall of ten (10) spaces.
- Based on the recently approved City of Toronto Draft Zoning By-Law, the proposed development of 139 residential units will require 114 parking spaces. The proposed parking supply of 73 spaces results in a technical shortfall of 41 spaces.
- By unbundling residential units and parking spaces, and applying the average vehicle ownership rate of 0.44, 68 parking spaces are required, resulting in a surplus of 5 spaces.

In conclusion, the proposed development can be accommodated from a transportation planning perspective.

6.4 Functional Servicing Report

Condeland Engineering Limited was retained to prepare a Functional Servicing Report in support of the proposed development.

The report notes that the existing municipal water supply can adequately meet the peak domestic and fire flow demand of the proposed development.

In terms of sanitary drainage, the report notes that the existing downstream sanitary sewer system has sufficient capacity to provide a sanitary drainage outlet for the proposed development. The capacity has been verified downstream to the combined 1050 x 750mm brick sub-trunk on Danforth Avenue.

In terms of storm drainage, the report notes that adequate storm drainage and storm water management facilities for quantity control, quality control and water balance in accordance with WWFMP guidelines can be provided within the subject development area to neutralize the impact of urbanized runoff.

In conclusion, the proposed development can be accommodated from a site servicing perspective.

6.5 Heritage Opinion Letter

E.R.A. Architects Inc. was retained to prepare a Heritage Opinion Letter to assess the possible effects of the proposed development on the adjacent heritage Listed property at 2357 Danforth Avenue, which is a two storey Toronto Hydro electric utility building dating to 1929.

The letter finds that the proposed development involves no alterations or change of use to the heritage site; the proposed development appropriately responds to the character and setting of the heritage building through architectural design; and, the proposed development will not isolate the heritage features or block significant views of the heritage building.

In conclusion, the proposed development can be accommodated from a heritage perspective.

6.6 Shadow Study

A shadow study was prepared by RAW Architects in support of the proposed development for the spring/fall equinoxes (March/September 21), and the summer solstices (June/December 21). The shadow study confirms that the proposed development will not create any negative shadow impacts on any *Neighbourhood* designated lands, or parks. It will also maintain five hours of sunlight on Danforth Avenue in the spring/fall equinox period in the post 1:18pm period.

In conclusion, the proposed development can be accommodated from a shadow impact perspective.

7.0 CONCLUSIONS

The proposed development of the subject site with an 10-storey, mid-rise, mixed-use building comprised of residential units, and retail uses at grade, is appropriate for the subject site and surrounding area and represents good planning.

The proposed development implements the in-force Provincial and Municipal policies. It is consistent with the PPS, and conforms to and will help to implement the intensification and transit-supportive objectives of the Growth Plan and the Big Move. It conforms with the City's Official Plan with respect to development within *Mixed Use Areas* and *Avenues*, and conforms to the Official Plan's built form, housing, and transportation policies. The proposed development also responds to many of the performance standards in the City's Mid-Rise Buildings guidelines.

More specifically, the proposed development:

- Represents intensification within an existing *settlement area* in a manner that will efficiently utilize existing infrastructure and support transit, consistent with the PPS;
- Represents intensification along an *intensification corridor* and within two major transit station areas, in conformity with the Growth Plan;
- Represents appropriate intensification within the Main Street Mobility Hub, as identified in the Big Move;
- Conforms to the *Avenue* and *Mixed Use Areas* designations in the Toronto OP, and responds to performance standards in the Mid-Rise Guidelines;
- Is of high architectural quality with massing that steps back at upper levels, providing for transition to the adjacent lower scale neighbourhood;
- Provides for an animated, pedestrian friendly urban streetscape that will create passive surveillance opportunities that will enhance safety;
- Supports transit use along a well-established subway line;
- Can be accommodated on the existing road network and provides for an appropriate amount of parking;
- Can be accommodated with the existing servicing infrastructure;
- Will not cast shadows on low rise neighbourhoods during the spring equinox and summer solstice test periods.

In summary, the proposed Zoning By-law Amendment to implement the proposed development represent good planning and warrants the support of staff and Council.

Respectfully submitted,

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