

DECEMBER
2019

 **BOUSFIELDS INC.**
PLANNING | DESIGN | ENGAGEMENT

 **PLANNING
& URBAN
DESIGN
RATIONALE**

466-468 DOVERCOURT ROAD
CITY OF TORONTO

PREPARED FOR:
466DCR URBAN PROPERTIES INC.





Job Number - 19353

BOUSFIELDS INC.

PLANNING | DESIGN | ENGAGEMENT

3 Church Street, Suite 200
Toronto ON
M5E 1M2

T 416.947.9744
F 416.947.0781

www.bousfields.ca

TABLE OF CONTENTS

[1.0] INTRODUCTION	1
[2.0] SITE & SURROUNDINGS	4
2.1 THE SITE	5
2.2 AREA CONTEXT	6
2.3 IMMEDIATE SURROUNDINGS	7
2.4 TRANSPORTATION CONTEXT	11
[3.0] PROPOSAL	12
3.1 DESCRIPTION OF PROPOSAL	13
3.2 KEY STATISTICS	18
3.3 REQUIRED APPROVALS	19
[4.0] POLICY & REGULATORY CONTEXT	20
4.1 OVERVIEW	21
4.2 PROVINCIAL POLICY STATEMENT (2014)	21
4.3 GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE (GGH)	22
4.4 CITY OF TORONTO OFFICIAL PLAN	24
4.5 ZONING	29
4.6 AVENUES AND MID-RISE BUILDINGS STUDY	31
[5.0] PLANNING & URBAN DESIGN ANALYSIS	32
5.1 INTENSIFICATION	33
5.2 LAND USE AND OFFICIAL PLAN RE-DESIGNATION	33
5.3 HEIGHT, MASSING AND DENSITY	35
5.4 BUILT FORM IMPACTS	39
5.5 URBAN DESIGN	40
5.6 TRANSPORTATION CONSIDERATIONS	42
5.7 PRELIMINARY CULTURAL HERITAGE EVALUATION REPORT	42
[6.0] CONCLUSION	43

TOC

[1.01]

INTRODUCTION

2 668 700
0 76 319
809 870
121 000
421 045

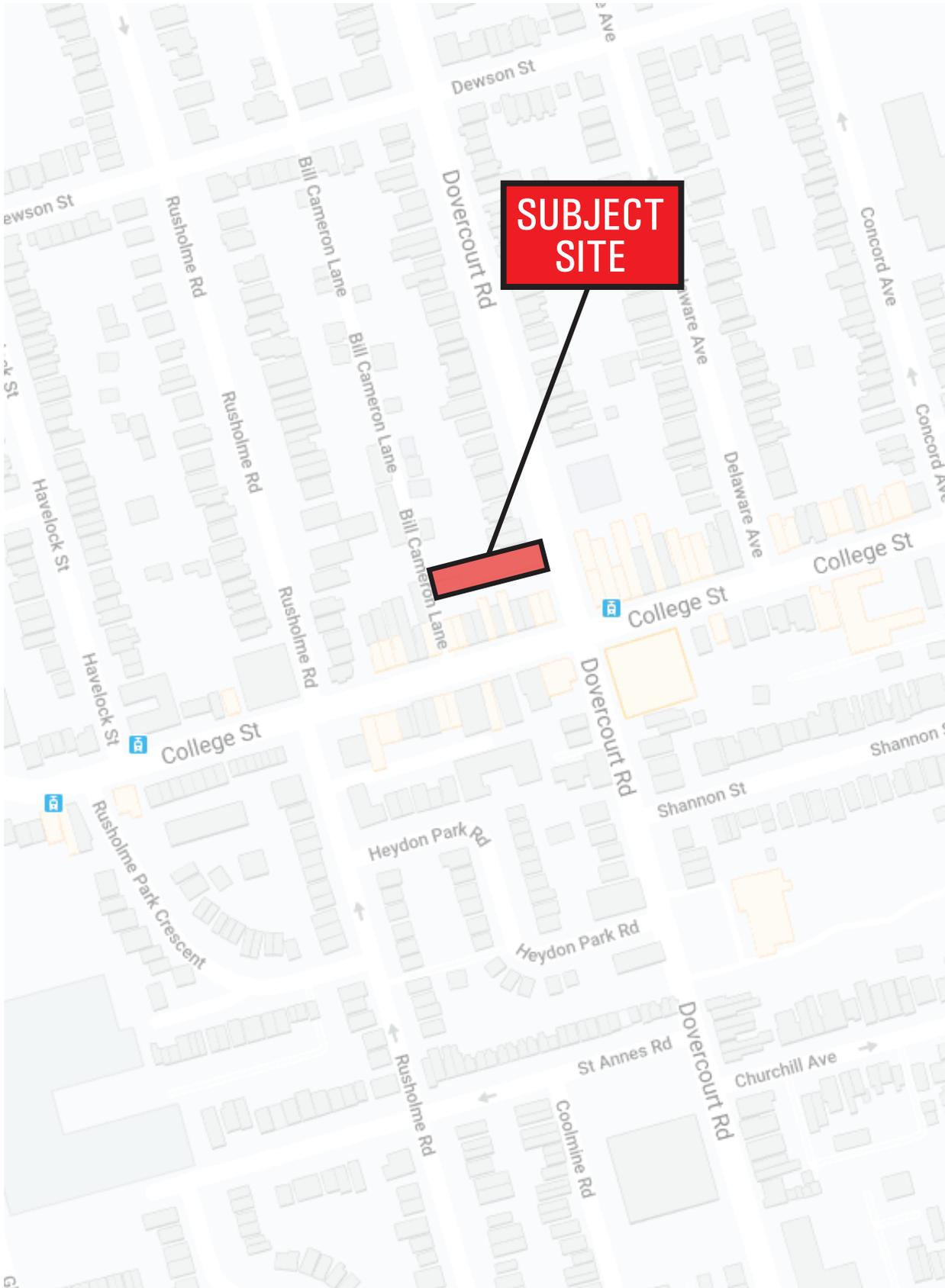


Figure 1 - Site Area

This Planning and Urban Design Rationale report has been prepared in support of an application by 466DCR Urban Properties Inc. (the "applicant") to amend the former City of Toronto Zoning By-law 438-86, as amended, the City of Toronto Consolidated Zoning By-law 569-2013, as amended and the Toronto Official Plan for the property located on the west side of Dovercourt Road, just north of College Street, municipally known as 466-468 Dovercourt Road (the "subject site").

The subject site is located within the Dufferin Grove Neighbourhood, a mature urban neighbourhood located in downtown Toronto. The neighbourhood features a range of amenities including a popular community park, shopping centre, schools and convenient access to public transit.

The proposal involves the demolition of the existing 2-storey commercial building and its replacement with a 6-storey mixed-use building containing 30 residential units and having a total residential gross floor area of 2,525.5 square metre (27,184 square feet). The proposal also includes retail/commercial space at grade and below grade having a total non-residential gross floor area of 1,133.0 square metres (12,196 square feet). Recognizing the former use of the building as the Matador Dancehall, the proposal will integrate associative values such as the Matador exterior signage, the wood panelled artist signature wall and the spatial experience of the interior space.

This report concludes that the modest level of intensification of the subject site is consistent with the policy directions articulated in the Provincial Policy Statement 2014 (the "PPS"), A Place to Grow, the Growth Plan for the Greater Golden Horseshoe 2019 (the "Growth Plan") and the City of Toronto Official Plan, all of which support intensification on underutilized sites well served by municipal infrastructure and community facilities and services.

The height and density provisions in the former City of Toronto Zoning By-law 438-86, as amended predate the PPS, Growth Plan, Official Plan and the Avenues and Mid-rise Building Study, and as such, it is our opinion that it is appropriate to support a higher level of intensification than would be permitted by the current zoning for the subject site, provided for in a satisfactory built form.

From a built form perspective, the subject site is a contextually appropriate location for a lower mid-rise building given its transitional location between lands fronting onto a designated *Avenue* where there is an emerging pattern of taller mid-rise buildings and lower scaled *Neighbourhoods* properties to the north.

Given the underlying Commercial Residential (CR) zoning of the subject site, the historical use of the property and the boundaries of abutting *Mixed Use Areas*, it is our opinion that a site-specific Official Plan Amendment to re-designate from *Neighbourhoods* to *Mixed Use Areas* represents good planning.

The proposal conforms to the built form policies set out in the Official Plan. It will enhance the public realm along Dovercourt Road by introducing a building with a high-quality design that provides a contemporary interpretation of the design and scale of the neighbourhood and is complimentary to its immediate surroundings.

Accordingly, this Planning and Urban Design Rationale report concludes that the proposal is appropriate and desirable, and the proposed Official Plan Amendment and Rezoning application should be approved.



12.01

SITE & SURROUNDINGS

2.1 THE SITE

The subject site, is located on the west side of the Dovercourt Road, just north of College Street (see **Figure 1** – Aerial photo). The subject site is rectangular in shape and has a total area of approximately 724.9 square metres, (7,803 square feet) with a frontage of 12.2 metres along Dovercourt Road and a depth of 59.47 metres. There are no trees or vegetation on the subject site and the topography is generally flat with a slight slope from east to west of approximately 0.5 metre.

The subject site is currently occupied by a two-storey brick building that covers the majority of the site area. A single-storey garage is located at the rear (west) of the building with abutting surface parking and loading areas accessed from Bill Cameron Lane. The existing building features a flat roof, and a duplex-style front façade with a double height bay window pattern.

The building has been vacant since the closing of the Matador Ballroom, a live music venue open between 1964 and 2007. The Matador was associated with the musical careers of several well-known Canadian performers including Joni Mitchell, Stompin' Tom Connors and Leonard Cohen. ERA Architects have prepared a preliminary cultural heritage evaluation report cataloguing the history of the subject site and outlining recommendations for interpreting its associative value.

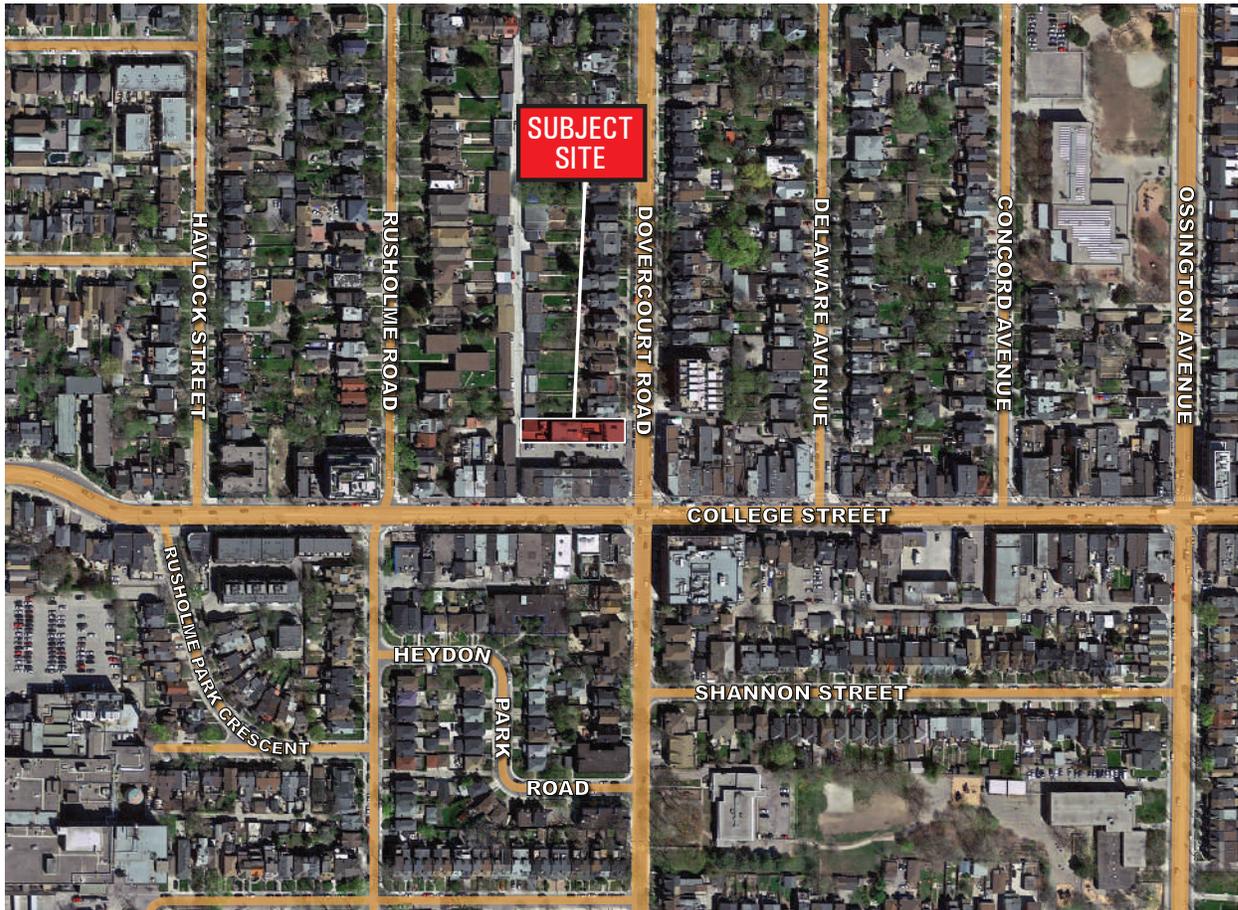


Figure 2 - Aerial Photo



looking west towards subject site



looking northwest towards south wall of subject site



looking south towards north wall of subject site

2.2 AREA CONTEXT

The subject site is located within the Dufferin Grove Neighbourhood, a mature urban neighbourhood located in downtown Toronto. It features a range of amenities including a popular community park, shopping centre, schools and convenient access to public transit. The main streets of the neighbourhood are Bloor, College, Dovercourt, Dufferin and Ossington. The residential areas of the neighbourhood are comprised of predominately two or three-storey detached and semi-detached homes of Victorian or Edwardian vintage, dating to the late 19th century or early 20th century.

This stretch of Dovercourt Road, between College and Bloor now features predominately 2- and 3-storey original detached and semi-detached dwellings built in the 1950s and setback from the road with front porches and landscaped front lawns. These dwellings are built on deep narrow lots, often with rear garages accessed by public lane. Historically, in the early 1900, a commercial and recreational hub formed at the corner of College Street and Dovercourt Road including a YMCA, Theatre and amusements. Based on research conducted by ERA architects, the subject site has historically been used for a range of commercial and recreation uses including a dance hall, chiropodist, hairdresser, chiropractor and bowling alley.

Dufferin Grove Park has received attention in the past few years for its pivotal role in revitalizing the Dufferin Grove Neighbourhood and creating a strong sense of community among residents. The park is 5.3 hectares in size and is located on Dufferin Street just south of Bloor Street West. The park features a multipurpose sports field, basketball court, picnic area, wading pool and children's playground. At the north end of the park is the Dufferin Grove Park Artificial Ice Rink and Clubhouse. Recently, the City of Toronto identified an opportunity to improve the clubhouse and northwest corner of the park and are working with the community to create a vision that retains the existing and provides new opportunities for community programs. The revitalization project will include a new addition or replacement of the following: a new commercial kitchen/baking area, a multi-purpose room, a refrigeration facility for the outdoor ice

rink, public washrooms, a snack bar and a skating rental booth. Construction is scheduled to begin February 2020 with an estimated completion by December 2021.

2.3 IMMEDIATE SURROUNDINGS

On the west side of Dovercourt Road, immediate north of the subject site is a 3-storey multi-unit residential semi-detached house (470-472 Dovercourt Road) with a single storey garage accessed from Bill Cameron Lane. Further north is a residential area characterised by detached and semi-detached residential buildings reflecting a general red brick Victorian style of 2-3 storeys.



view southwest on Dovercourt Road towards 470-472 Dovercourt Road



west side of Dovercourt Road (474-476 Dovercourt Road)



west side of Dovercourt Road (484-488 Dovercourt Road)

Immediately south of the subject site at the northwest corner of Dovercourt Road and College Street is a 3-storey mixed-use building which extends from Dovercourt Road to Bill Cameron Lane (940-960 College Street) and features small scale retail and commercial uses at grade with residential units on above. This mixed use building is currently setback approximately 14.55 metres from its north property line, shared with the subject site. A surface parking area occupies the majority of this setback area.



view west from Dovercourt Road (940-960 College Street)



surface parking area

Further south, on the south side of College Street are a series of main street buildings of 1-2 storeys containing a variety of commercial uses. To the south interspersed within the residential neighbourhood is a popular daycare centre – West End Parents Daycare (375 Dovercourt Road) offering a variety of programs for children aged 18 months to 12 years old. Just south of that is the Toronto Police Service 14 Division (350 Dovercourt Road).



West End Parents Daycare (375 Dovercourt Road)



455 Dovercourt Road



Toronto Police Service 14 Division (350 Dovercourt Road)



441 – 449 Dovercourt Road and 938 College Street

Immediately east of the subject site, across from Dovercourt Road is a recently constructed 4-storey (20.24 metres) mixed-use building (455 Dovercourt Road). The redevelopment included an application for an Official Plan Amendment and Zoning By-Law amendment which permitted the now constructed mixed-use building with commercial uses below grade and on the ground and second floors and residential condominium units above. A total of 12 residential units were created and 25 parking spaces. Vehicular access is provided by an existing driveway to the south of the site. South of that development is a 3-storey mixed-use building with commercial uses at grade and residential units above which wraps around the block and has frontages on both Dovercourt Road and College Street. Commercial uses include a dry cleaner, a popular variety store – Shorty’s Variety (443 Dovercourt Road), and small scale restaurants – Brass Taps Pizza Pub (934 College Street) and Via Nortre Restaurant (938 College Street).

At the southeast corner of Dovercourt Road and College Street, just 80 metres south of the subject site is the West End YMCA (931 College Street). The YMCA is open every day and features childcare, camp, community programs, and health and fitness services. Recreational facilities include a swimming pool, squash courts, conditioning room, cycle studio, exercise studio, indoor track and gymnasium.



YMCA (931 College Street)

Further east, along College Street are a mix of "main street" commercial and mixed-use buildings which service the residential neighbourhood. This segment of College Street is famously known as a live music hub in Toronto. Approximately 600 metres east of the subject site at College Street and Shaw Street are a collection of popular live music venues including the Mod Club (722 College Street) and Revival Bar and Events Venue (783 College Street).



Mixed-use "main street" buildings along north side of College Street



Mod Club (722 College Street)

Immediately west of the subject site is Bill Cameron Lane which runs from College Street, north to Hepbourne Street and provides vehicular access to dwellings facing Dovercourt Road and Rusholme Road. West of Bill Cameron Lane is a continuation of the well-established Dufferin Grove residential neighbourhood comprised predominately of detached and semi-detached 2- to 3-storey dwellings. At the northwest corner of College Street and Rusholme Road is a recently constructed 7-storey (25 metres) mixed-use building (998 College Street). This development features a total of 54 residential units and 408 square metres of non-residential space on the ground floor.



Entrance to Bill Cameron Lane from College Street



View north from the entrance of Bill Cameron Lane

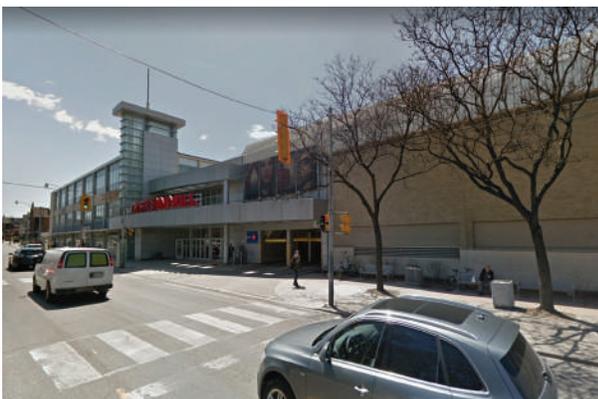


west (rear) of subject site from Bill Cameron Lane



998 College Street

Northwest of the subject site, approximately 800 metres away or 10 minutes walking distance from the subject site is the Dufferin Grove Park (875 Dufferin Street) and Dufferin Mall (900 Dufferin Street). The Dufferin Grove Park is over 5.3 hectares in size and features a multipurpose sports field, basketball court, picnic area, wading pool, ice rink and children's playground. Dufferin Mall was originally home to the Dufferin Park Racetrack from 1907 to 1955 when it was sold for development and became the Dufferin Plaza Shopping Centre in 1956. Only a year later the plaza was converted to the enclosed 576,000 square foot shopping centre it is today. Dufferin Mall has over 120 shops and services including two department stores, big-box retailers, a food court and a restaurant. In July 2019, Primaris the owners of Dufferin Mall submitted a Rezoning and Official Plan Amendment application to the City of Toronto to redevelop the north end of the mall. The proposal includes a new street and public park, as well as four mixed-use towers ranging in height from 14- to 39-stories. The application is currently under review.



Dufferin Mall (image taken from Google)



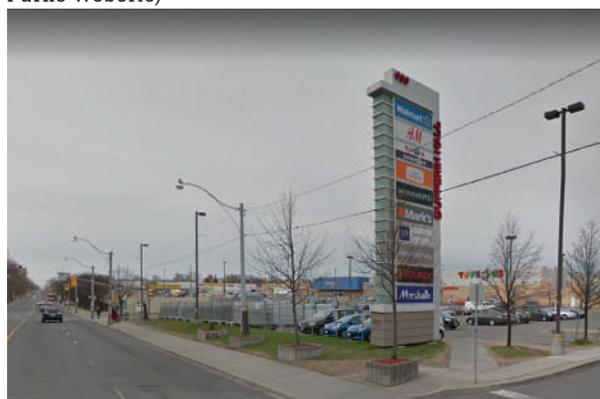
Dufferin Grove Park (image taken from City of Toronto)



Dufferin Grove Park (image taken from City of Toronto Parks Website)



Dufferin Grove Park (image taken from City of Toronto Parks Website)



Dufferin Mall (image taken from Google)

2.4 TRANSPORTATION CONTEXT

The following provides a brief description of the surrounding road network.

College Street is an east-west oriented major arterial road which extends from Dundas Street West to the west and Yonge Street to the east where it becomes Carlton Street. Within the vicinity of the subject site, College Street has a 4-lane cross section with streetcar tracks contained within the centre lanes and posted speed limit of 40 km/hr. This stretch of College Street has an approximate right-of-way width of 19.3 metres. On-street public parking is provided east and west along the curb lanes Monday to Friday from 10:00 a.m. to 6:00 p.m. and Saturday 8:00 a.m. to 6:00 p.m. Stop is prohibited Monday to Friday from 7:00 a.m. to 10:00 a.m.

Dovercourt Road is a north-south oriented minor arterial road within the City's road classification system which extends from Sudbury Street to the south to Davenport Road to the north. Within the vicinity of the subject site, Dovercourt Road has a 4-lane cross section and posted speed limit of 40 km/hr and an approximate right-of-way of 21.5 metres. On-street permit parking is provided north and south along the curb lanes and signed as no parking from 12:01 a.m. to 7:00 a.m. except by permit.

Bill Cameron Lane is a north-south oriented public lane that extends from College Street to the south to Hepbourne Street to the north and has an existing substandard right-of-way of 4.36 metres. Bill Cameron Lane is utilized primarily as a service lane providing access to residential garages and for garbage collection.

The following provides a brief description of the existing transit services in the area.

506 Carlton Streetcar route is located adjacent to the subject site and operates generally in an east-west direction between the High Park Loop to the west and Main Subway Station to the east. Night service is provided along this route as the 306 Carlton and extends from Dundas West Subway Station to the West to Main Subway Station to the east. Typical weekday peak hour headways are in the order of 5 to 5 ½ minutes between streetcars and is part of the 10-minute

network, which operates every 10 minutes or better, all day, every day. Streetcar stops are located at the intersection with Dovercourt Road, approximately 40 metres south of the subject site.

Line 2 Bloor-Danforth Subway Line is located approximately 1.3 km (15-minute walk) from the subject site and can be accessed at the Dufferin and Ossington Stations. This line has 31 stations and operates in an east-west direction between Kipling Station in the west and Kennedy Station in the east. Line 2 connects with TTC Line 1 (Yonge-University) at three stations (Bloor-Yonge, St. George, and Spadina stations). Typical weekday peak hour headway are in the order of 2 ½ minutes between trains.

In terms of cycling infrastructure, there are painted bike lanes on College Street which extend easterly until Bay Street.

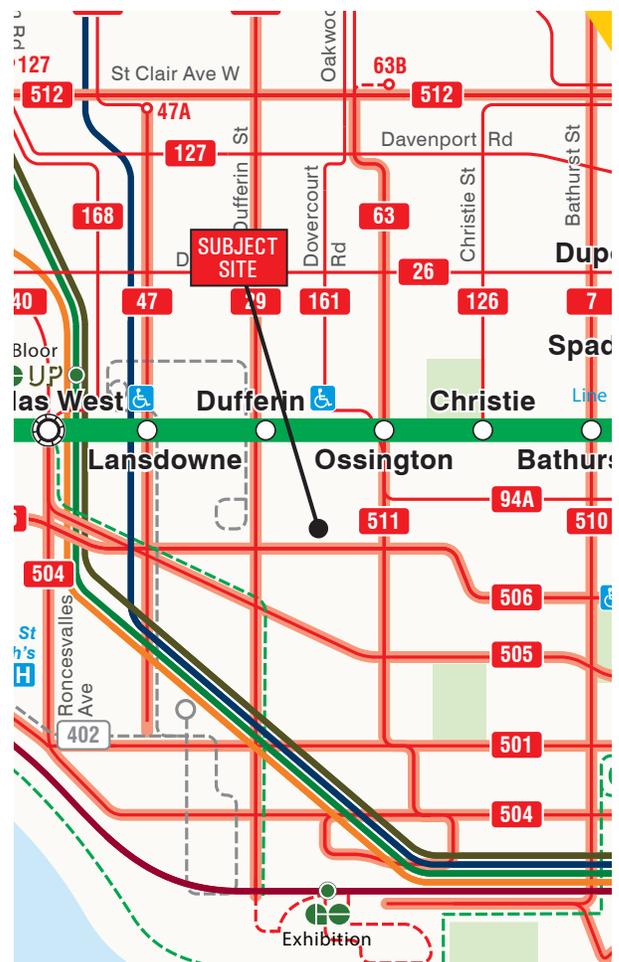
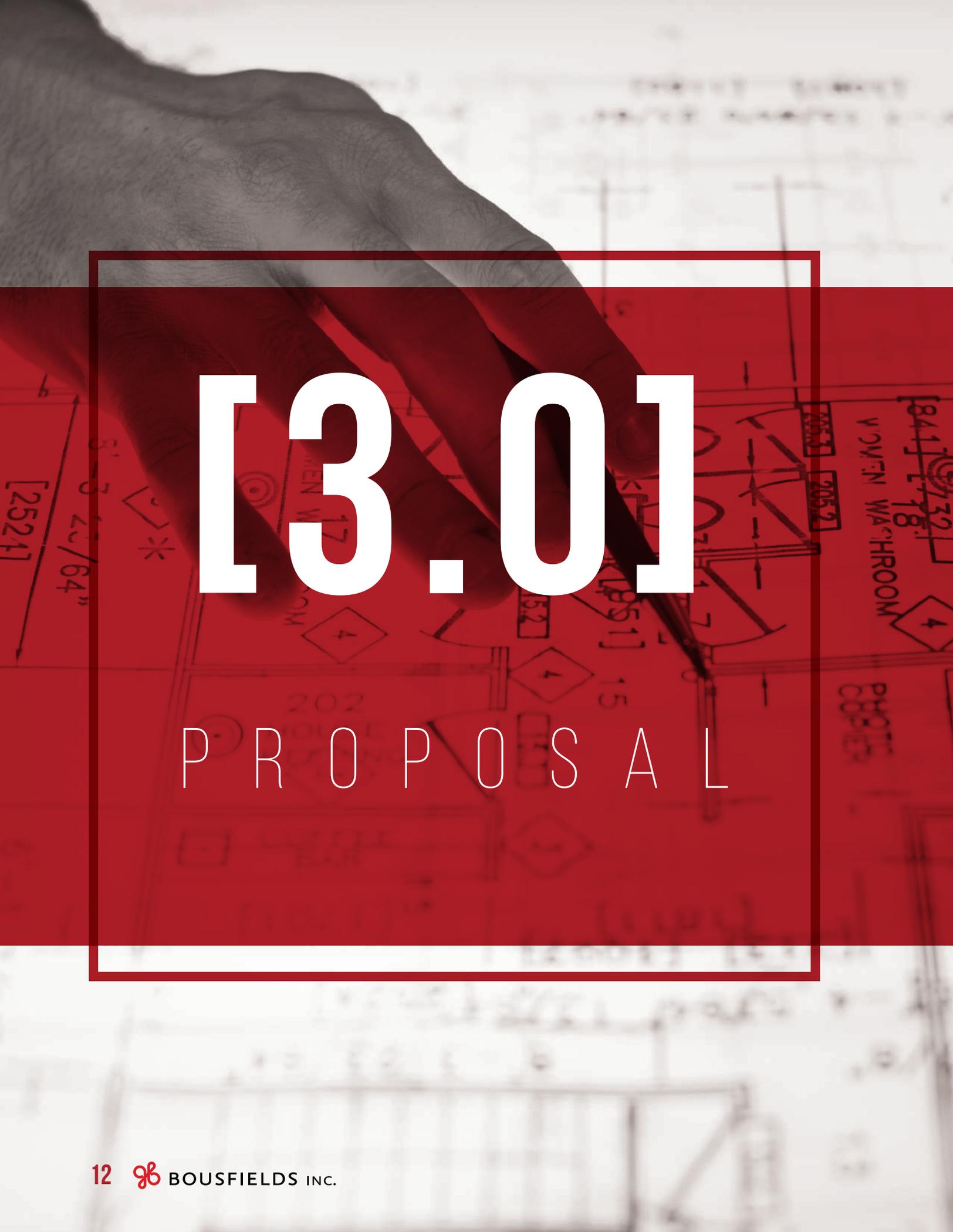


Figure 3 - TTC Map

A hand holding a pen is shown in the upper left, pointing towards the center. The background is a blurred architectural drawing with various lines, dimensions, and labels like 'MEN WASHROOM', 'WOMEN WASHROOM', and 'PHOTO COPIES'. A large red rectangular area is overlaid on the center, containing the text '[3.01]' and 'PROPOSAL' below it.

[3.01]

PROPOSAL

3.1 DESCRIPTION OF PROPOSAL

The proposal involves the demolition of the existing building and its replacement with a 6-storey mixed-use building with 30 residential units and commercial and retail uses integrated into the ground floor, mezzanine and basement levels of the new building. The proposal will have a total above grade gross floor area of 3,167.5 square metre (34,095.0 square feet), which equates to a density of 4.37 times the area of the lot (see **Figure 4 – Site Plan**).

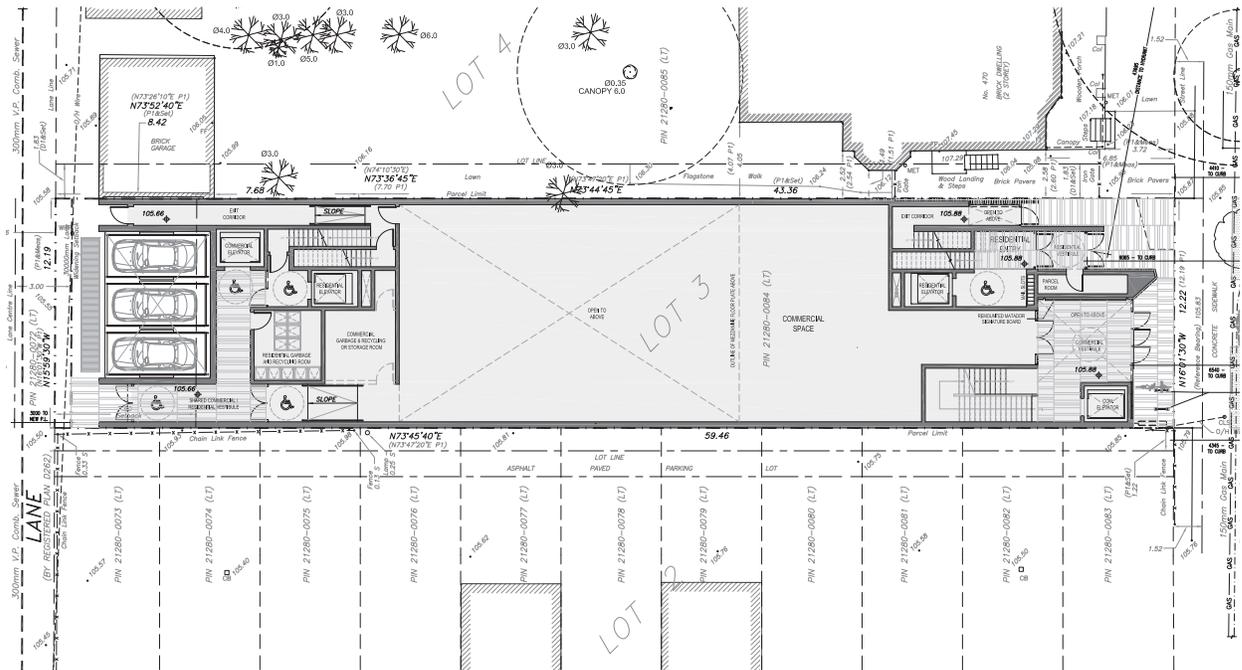


Figure 4 - Site Plan



The proposed building will have a total height of 20.7 metres to the top of the main roof level, and 22.9 metres to the top of the mechanical penthouse roof (see **Figure 5** – South Elevation). The proposal adopts a contextual approach to massing that divides the building into two distinct blocks on the east and west part of the subject site, sitting atop a commercial base. A distinct angle is introduced to both blocks which creates clear view corridors to the southeast and northwest, in a way that maintains the best access to natural light and air, and maintains maximum privacy between the residential units and adjacent lots. The 2nd floor of the development is where the 2 blocks are connected by a public corridor which bisects the commercial roofscape and its skylights to below.

The ground floor portion of the building is built to its north and south property lines. The east (front) property line fronting Dovercourt Road has varying setbacks between 0.86 metres and 8.1 metres at its deepest. There is an existing enlarged pedestrian sidewalk approximately 3.5 metres in width, which will contribute further to providing the opportunity of street animation and enhancing the public realm.

At the western edge of the property a 0.86 metre conveyance is proposed to allow for a 3.0 metre property setback from the centreline of the laneway.

The basement floor portion of the building, as shown on **Figure 6** – Basement Floor Plan includes a large commercial space and mechanical rooms. In addition to the commercial space, the basement floor includes a row of three stacked parking spaces on a staking system that goes up to the mezzanine level providing 9 long-term residential vehicular parking spaces.

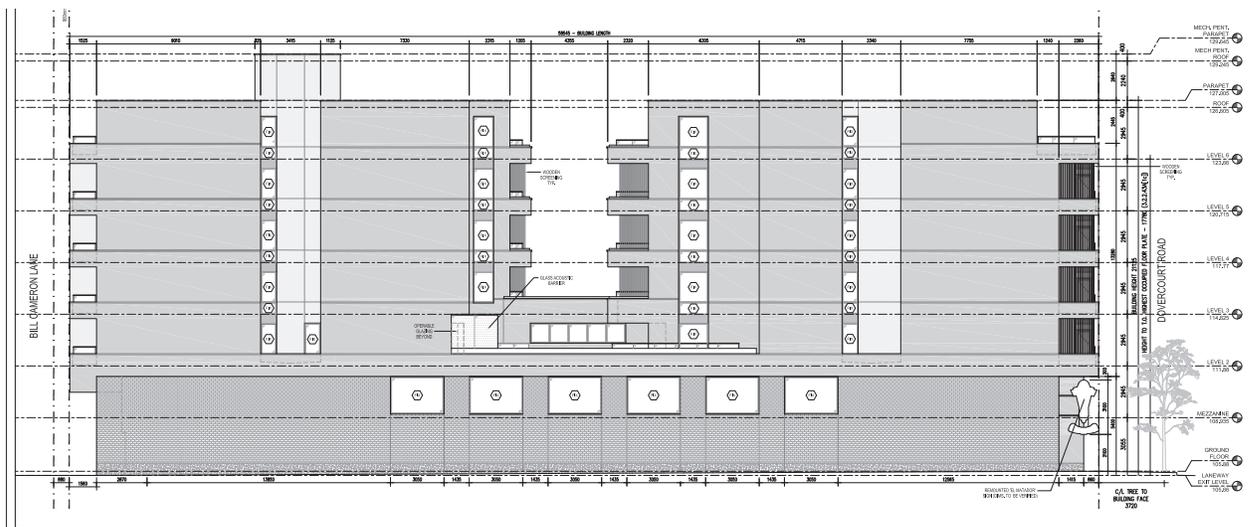


Figure 5 - South Elevation

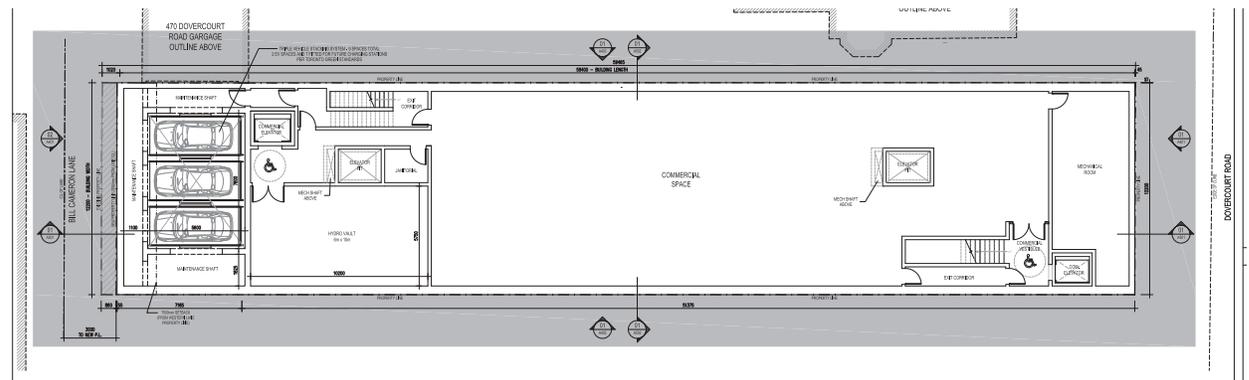


Figure 6 - Basement Floor Plan

The ground floor portion of the building, as shown on **Figure 7** – Ground Floor Plan includes commercial and retail uses. At street level, the approach to the building is characterized by the restored Matador sign, placed close to its existing location at the southeast corner of the subject site, and visible from the intersection of College & Dovercourt. A material palette of tan-coloured brick is predominant, and provides texture and familiarity on a street characterized by elaborated brick homes. Wood and metal accents complement the brick in a way that is timeless and harmonious.

The approach from College St. provides a dramatic double-height and sculptural commercial entry which offers a clear view into the public lobby and space beyond. Within the lobby, the restored and relocated ‘signature wall’ of the Matador is on display for the public, memorializing a key fragment of the site’s history as a venue for many music dignitaries. From the lobby to the main ground floor commercial space, the experience of the old venue is emulated, with a compressed space upon entry leading to the expansive volume of the double height space beyond.

Just to the north of the commercial entry, the residential entry is recessed further away from the street, aligning it to the residential frontage to its north. A clear identity is offered to the residential entry, in a way that respects the scale, character, and materiality of the surrounding community.

The ground floor provides 4 short-term bicycle parking spaces outside the commercial entrance of the building. In addition to commercial space, residential and commercial entries, the ground floor plan includes residential and commercial waste storage.

The mezzanine plan, shown on **Figure 8**, includes the mezzanine levels for the commercial units facing Dovercourt Road as well as access to 27 long-term residential bicycle parking spaces and access to residential storage lockers. Elevator access from the ground level to the mezzanine level is provided at the commercial lobby. Elevator access from the ground level to the residential upper floors of the building is provided from both the residential lobby and the western side of the building near the residential parking.

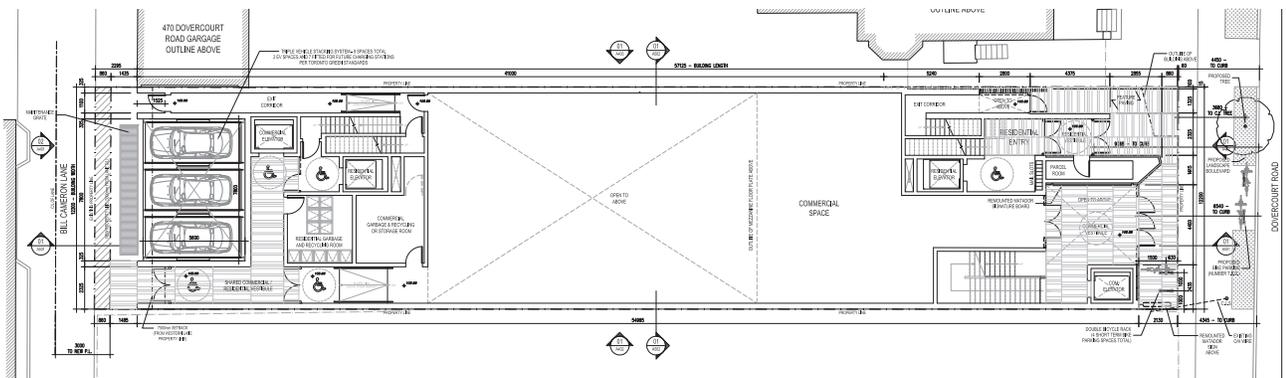


Figure 7 - Ground Floor Plan

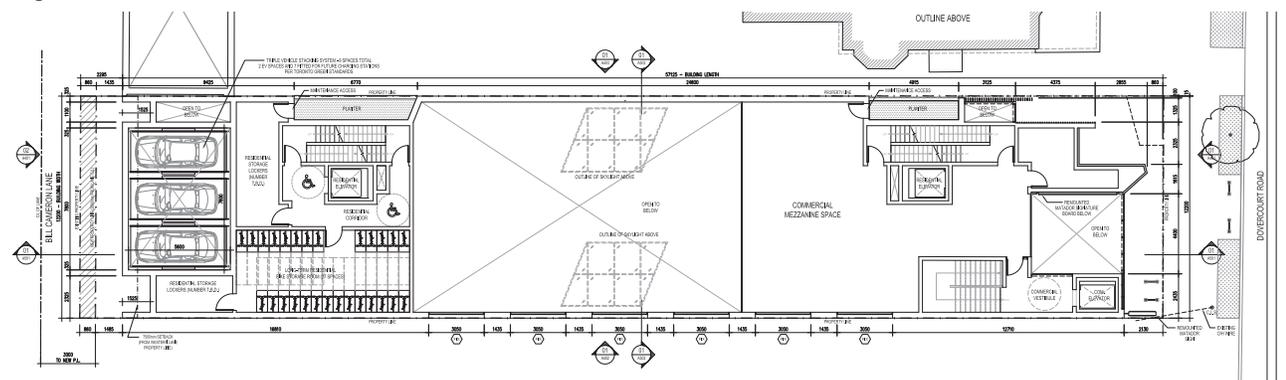


Figure 8 - Mezzanine Plan

The second floor plan, shown on **Figure 9**, introduces the two residential blocks of the building that are carefully designed to provide views within and through the site in a manner that maximizes access to sunlight and privacy. The windows and terraces of the central units are angled to provide views north and south and do not directly face one another. Indoor residential amenity space is provided on the second floor. Planters are provided on the outdoor terraces to mitigate overlook.

At the third to sixth levels, as shown on **Figures 10-13**, the building continues as two separate blocks. The façade fronting onto Dovercourt Road has been massed to provide a stepping down of height of 5 storeys at the southerly portion and 4 storeys on the northerly portion closest to the residential property to the north. The sixth floor above is setback 2.75 metres to establish a defined streetwall and to frame Dovercourt. Additional recesses within and setback of the north façade articulate the volume on the two blocks increasing separation to the residential dwelling to the north.

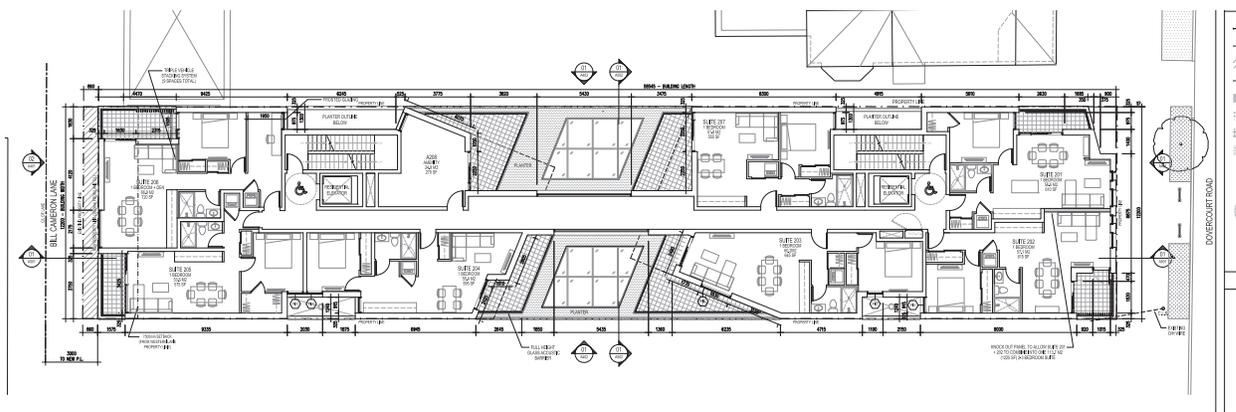


Figure 9 - Second Floor Plan

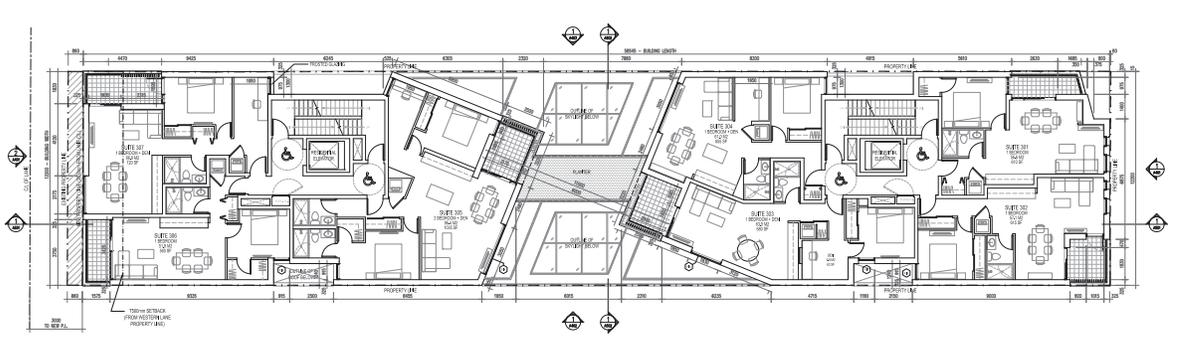


Figure 10 - Third Floor Plan

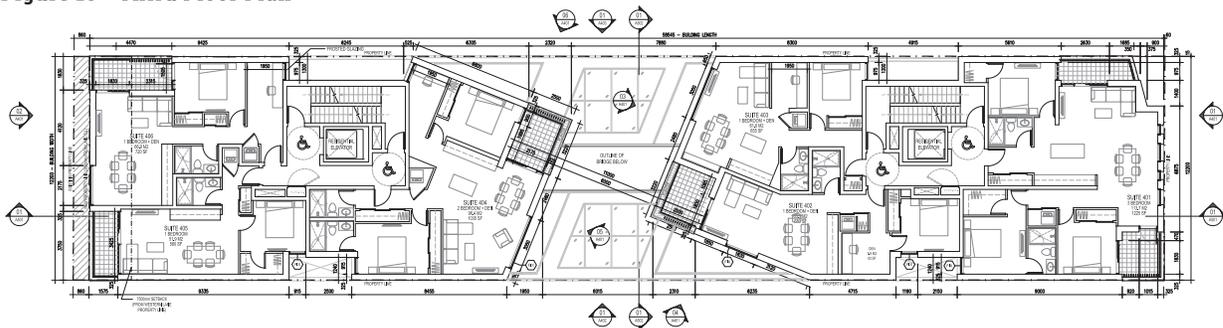


Figure 11 - Forth Floor Plan

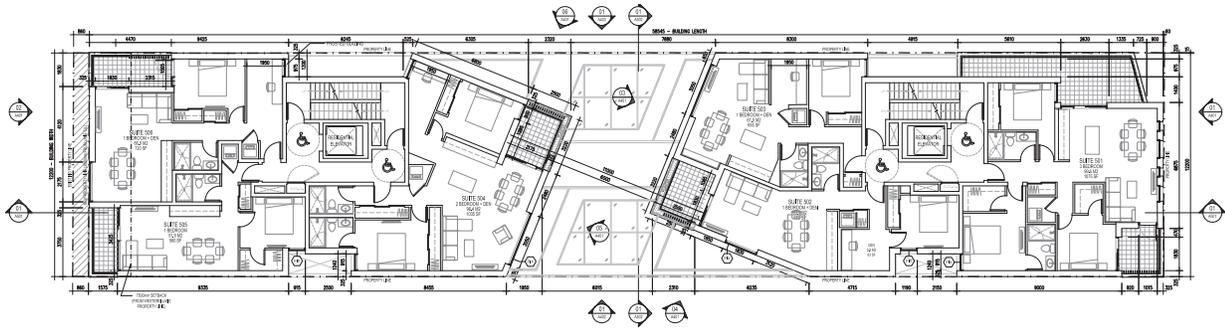


Figure 12 - Fifth Floor Plan

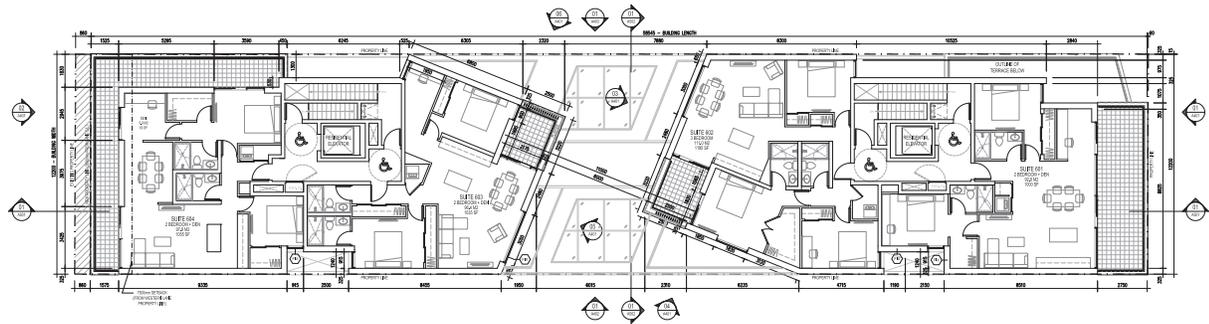


Figure 13 - Sixth Floor Plan

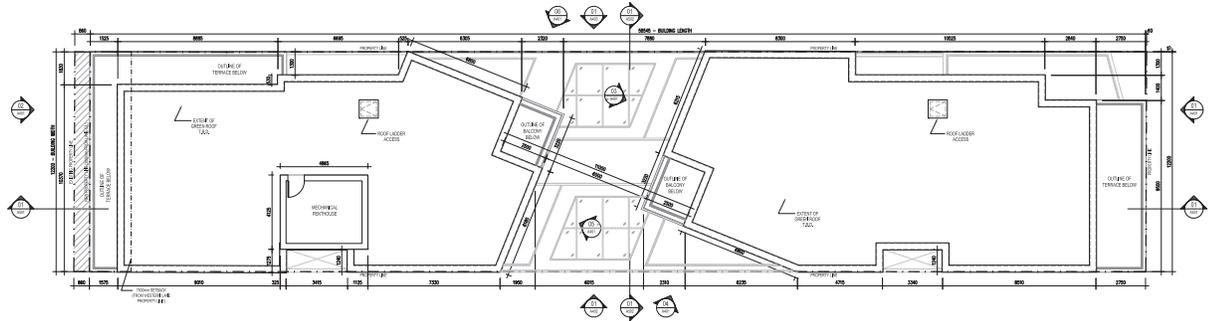


Figure 14 - Mechanical Penthouse Plan

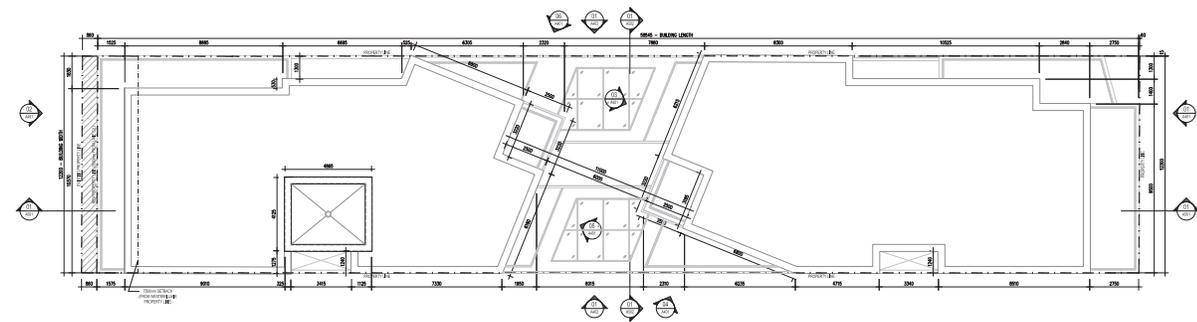


Figure 15 - Roof Plan

UNIT DISTRIBUTION AND AMENITY SPACE

The proposed building will include a total of 30 dwelling units which includes 21 one-bedroom units (70%), 6 two-bedroom units (20%), and 3 three-bedroom units (10%).

With regard to amenity space, the proposed development includes 24.9 square metres of interior residential amenity space and 16.7 metres of exterior residential amenity space.

PARKING AND LOADING

The building proposes a total of 9 long-term, residential parking spaces, on a three level parking stacker accessed from the public laneway. Waste and recycling rooms are provided along the rear (west) of the building on the ground level.

A total of 31 bicycle parking spaces are proposed on the ground floor and mezzanine level of the building with 27 long-term residential bicycle parking spaces indoors and 4 short-term bicycle parking spaces outdoors.

ACCESS

As stated above, independent entrances to the commercial and residential units will be provided from Dovercourt Road. Access to the residential units is provided from the ground floor residential lobby and rear parking entrance where elevator and stair access is provided.

3.2 KEY STATISTICS

A summary of the proposed development is set out in the table below:

Site Area	724.9 m ²
Total Gross Floor Area	3,658.5 m ²
Residential Gross Floor Area	2,525.5 m ²
Commercial Gross Floor Area	1,133.0 m ²
Floor Space Index	5.05
Total Residential Units	30
1 Bedroom Units	21

2 Bedroom Units	6
3 Bedroom Units	3
Total Parking Spaces	9 residential
Total Bicycle Parking Spaces	27 long-term 4 short-term
Interior Amenity Space	24.9 m ²
Exterior Amenity Space	16.7 m ²

3.3 REQUIRED APPROVALS

Given the underlying Commercial Residential (CR) zoning of the property, the historical use of the property and the boundaries of abutting *Mixed Use Areas*, it is our opinion that an Official Plan Amendment to re-designate from *Neighbourhoods* to *Mixed Use Areas* represents good planning.

Further, the proposal requires an amendment to City of Toronto Zoning By-law 438-86, as amended, and Zoning By-law 569-2013, as amended, in order to increase the permitted height and density and to revise other development regulations as necessary to accommodate the proposal. An application for Site Plan Approval will be filed at a later date, following the receipt of circulation comments and further input from the city through the rezoning process.

[4.01

POLICY &
REGULATORY
CONTEXT

4.1 OVERVIEW

As set out below, the proposed development is supportive of numerous policy directions set out in the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe, and the City of Toronto Official Plan, all of which support the efficient use of land and infrastructure within built-up areas.

4.2 PROVINCIAL POLICY STATEMENT (2014)

The Provincial Policy Statement (PPS) came into effect as of April 30, 2014 and provides policy direction on matters of provincial interest related to land use planning and development. In accordance with Section 3(5) of the Planning Act, all land use planning decisions are required to be consistent with the PPS. In this regard, Policy 4.4 provides that the PPS "shall be read in its entirety and all relevant policies are to be applied to each situation".

One of the key policy directions expressed in the PPS is to build strong communities by promoting efficient development and land use patterns. To that end, the PPS contains a number of policies that promote intensification, redevelopment and compact built form, particularly in areas well-served by public transit.

In particular, Policy 1.1.1(e) provides that healthy, liveable and safe communities are to be sustained by promoting efficient development and land use patterns and accommodating an appropriate range and mix of residential, employment, institutional, recreation, park and open space, and other uses.

Policy 1.1.3.2 of the PPS promotes densities and a mix of land uses which efficiently use land, resources, infrastructure and public service facilities and are transit-supportive, where transit is planned, exists or may be developed. Policy 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 and the availability of suitable existing or planned infrastructure and public service facilities. In addition, Policy 1.1.3.4 promotes appropriate development standards

which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.

In addition, Policies 1.1.3.5 and 1.1.3.6 require planning authorities to establish and implement minimum targets for intensification and redevelopment in built-up urban areas and phasing policies to ensure those targets are achieved prior to, or concurrent with, the outward expansion of the urban area.

With respect to housing, Policy 1.4.3 requires provision to be made for an appropriate range of housing types and densities to meet projected requirements of current and future residents by, among other matters, facilitating all forms of residential intensification and redevelopment and promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities and support the use of active transportation and transit.

The efficient use of infrastructure, particularly public transit, is a key element of provincial policy (Sections 1.6.3, 1.6.5 and 1.6.7). With respect to transportation systems, Policy 1.6.7.4 promotes a land use pattern, density and mix of uses that minimize the length and number of vehicle trips and support the current and future use of transit and active transportation.

Policy 1.7.1 of the PPS states that long-term prosperity should be supported by optimizing the use of land, resources, infrastructure and public service facilities, maintaining and enhancing the vitality and viability of downtowns and mainstreets, and encouraging a sense of place by promoting well-designed built form and cultural planning.

With respect to energy conservation, air quality and climate change, Policy 1.8.1 requires that planning authorities support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and climate change adaptation through land use and development patterns which: promote compact form and a structure of nodes and corridors; promote the use of active transportation and transit in and between residential, employment and other areas; and improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion.

For the reasons set out in Section 5.1 of this report, it is our opinion that the proposal and, more particularly, the requested Official Plan and Zoning By-law Amendments are consistent with the Provincial Policy Statement and, in particular, the policies relating to residential intensification and the efficient use of land and infrastructure.

4.3 Growth Plan for the Greater Golden Horseshoe (GGH)

On May 16, 2019, a new Growth Plan (A Place to Grow: The Growth Plan for the Greater Golden Horseshoe) came into effect, replacing the Growth Plan for the Greater Golden Horseshoe, 2017. All decisions made on or after this date in respect of the exercise of any authority that affects a planning matter are required to conform with the 2019 Growth Plan, subject to any legislative or regulatory provisions providing otherwise. Section 1.2.3 provides that the Growth Plan is to be read in its entirety and the relevant policies are to be applied to each situation.

The Guiding Principles which are important for the successful realization of the Growth Plan are set out in Section 1.2.1. Key principles relevant to the proposal include:

- supporting the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime;
- prioritizing intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability; and
- supporting a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes and ages of households.

The Growth Plan policies emphasize the importance of integrating land use and infrastructure planning, and the need to optimize the use of the land supply and infrastructure. It includes objectives that support the development of complete communities and promotes transit-supportive development in proximity to higher-order transit. As noted in Section 2.1 of the Plan:

"To support the achievement of complete communities that are healthier, safer, and more equitable, choices about where and how growth occurs in the GGH need to be made

carefully. Better use of land and infrastructure can be made by directing growth to settlement areas and prioritizing intensification, with a focus on strategic growth areas, including urban growth centres and major transit station areas, as well as brownfield sites and greyfields. Concentrating new development in these areas provides a focus for investments in transit as well as other types of infrastructure and public service facilities to support forecasted growth, while also supporting a more diverse range and mix of housing options... It is important that we maximize the benefits of land use planning as well as existing and future investments in infrastructure so that our communities are well-positioned to leverage economic change."

Section 2.1 of the Growth Plan goes on to further emphasize the importance of optimizing land use in urban areas:

"This Plan's emphasis on optimizing the use of the existing urban land supply represents an intensification first approach to development and city-building, one which focuses on making better use of our existing infrastructure and public service facilities, and less on continuously expanding the urban area."

Policy 2.2.1(2)(c) provides that, within settlement areas, growth will be focused in delineated built-up areas, strategic growth areas, locations with existing or planned transit (with a priority on higher order transit where it exists or is planned), and areas with existing or planned public service facilities. Policy 2.2.1(3)(c) directs municipalities to undertake integrated planning to manage forecasted growth to the horizon of this Plan, which will, among other things, provide direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form.

In this respect, Schedule 3 of the Growth Plan forecasts a population of 3,190,000 and 1,660,000 jobs for the City of Toronto by 2031, increasing to 3,400,000 and 1,720,000, respectively, by 2041. The 2016 Census indicates that population growth in Toronto is continuing to fall short of the Growth Plan forecasts. At a point that is now midway through the 2001-2031 forecast period,

the 2016 population of 2,822,902 (adjusted for net Census under coverage) is only 38.8% of the way toward achieving the population forecast of 3,190,000 by 2031.

Policy 2.2.1(4) states that applying the policies of the Growth Plan will support the achievement of complete communities that, among other things, feature a diverse mix of land uses including residential and employment uses, provide a diverse range and mix of housing options, expand convenient access to a range of transportation options, provide for a more compact built form and a vibrant public realm, mitigate and adapt to climate change impacts, and contribute to environmental sustainability.

Policy 2.2.2(3) requires municipalities to develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will, among other things, identify strategic growth areas to support achievement of the target and recognize them as a key focus for development, identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas, and ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities.

Section 2.2.6 of the Growth Plan deals with housing. Policy 2.2.6(1) requires municipalities to support housing choice through, among other matters, the achievement of the minimum intensification and density targets in the Growth Plan by identifying a diverse range and mix of housing options and densities to meet projected needs of current and future residents, including establishing targets for affordable ownership and rental housing. Notwithstanding Policy 1.4.1 of the PPS, Policy 2.2.6(2) states that, in implementing Policy 2.2.6(1), municipalities will support the achievement of complete communities by: planning to accommodate forecasted growth; planning to achieve the minimum intensification and density targets; considering the range and mix of housing options and densities of the existing housing stock; and planning to diversify the overall housing stock across the municipality.

Generally, the infrastructure policies set out in Chapter 3 place an emphasis on the need to integrate land use planning and investment in

both infrastructure and transportation. The introductory text in Section 3.1 states that:

“The infrastructure framework in this Plan requires that municipalities undertake an integrated approach to land use planning, infrastructure investments, and environmental protection to achieve the outcomes of the Plan. Co-ordination of these different dimensions of planning allows municipalities to identify the most cost-effective options for sustainably accommodating forecasted growth to the horizon of this Plan to support the achievement of complete communities. It is estimated that over 30 per cent of infrastructure capital costs, and 15 per cent of operating costs, could be saved by moving from unmanaged growth to a more compact built form. This Plan is aligned with the Province’s approach to long-term infrastructure planning as enshrined in the Infrastructure for Jobs and Prosperity Act, 2015, which established mechanisms to encourage principled, evidence-based and strategic long-term infrastructure planning.”

Policies 3.2.3(1) and 3.2.3(2) state that public transit will be the first priority for transportation infrastructure planning and major transportation investments, and that decisions on transit planning and investment will be made according to a number of criteria including prioritizing areas with existing or planned higher residential or employment densities to optimize return on investment and the efficiency and viability of existing and planned transit service levels, and increasing the capacity of existing transit systems to support strategic growth areas.

Policy 5.2.5(6) addresses targets and states that, in planning to achieve the minimum intensification and density targets in this Plan, municipalities are to develop and implement urban design and site design official plan policies and other supporting documents that direct the development of a high-quality public realm and compact built form.

For the reasons set out in Section 5.1 of this report, it is our opinion that the proposed development conforms with the 2019 Growth Plan and, in particular, the policies that seek to optimize the use of land and infrastructure.

4.4 CITY OF TORONTO OFFICIAL PLAN

The Official Plan for the amalgamated City of Toronto was adopted on November 26, 2002 and was approved by the Ontario Municipal Board on July 6, 2006. Numerous amendments to the Official Plan have subsequently been approved, including amendments arising out of the Official Plan Review initiated in 2011.

GROWTH MANAGEMENT POLICIES

Chapter 2 (Shaping the City) outlines the City's growth management strategy. It recognizes that:

"Toronto's future is one of growth, of rebuilding, of reurbanizing and of regenerating the City within an existing urban structure that is not easy to change. Population growth is needed to support economic growth and social development within the City and to contribute to a better future for the Greater Toronto Area (GTA). A healthier Toronto will grow from a successful strategy to attract more residents and more jobs to the City."

To that end, Policy 2.1(3), as amended by Official Plan Amendment No. 231, provides that Toronto is forecast to accommodate 3.19 million residents and 1.66 million jobs by the year 2031. The marginal note regarding Toronto's growth prospects makes it clear that the population and employment figures are neither targets nor maximums; they are minimums:

"The Greater Toronto Area ... is forecast to grow by 2.7 million residents and 1.8 million jobs by the year 2031. The forecast allocates to Toronto 20 percent of the increase in population (537,000 additional residents) and 30 percent of the employment growth (544,000 additional jobs) ... This Plan takes the current GTA forecast as a minimum expectation, especially in terms of population growth. The policy framework found here prepares the City to realize this growth, or even more, depending on the success of this Plan in creating dynamic transit oriented mixed use centres and corridors." (Our emphasis.)

The growth management policies of the Official Plan direct growth to identified areas on Map 2, which include *Centres, Avenues, Employment Districts* and the *Downtown and Central Waterfront*, where transit services and other infrastructure are available. On Map 2 (Urban Structure), the subject site is identified as abutting an *Avenue* (see **Figure 16 – Urban Structure**, Map 2).

In Chapter 2 (Shaping the City), one of the key policy directions is Integrating Land Use and Transportation (Section 2.2). The Plan states that:

"... future growth within Toronto will be steered to areas which are well served by transit, the existing road network and which have a number of properties with redevelopment potential. Generally, the growth areas are locations where good transit access can be provided along bus and streetcar routes and at rapid transit stations. Areas that can best accommodate this growth are shown on Map 2: Downtown, including the Central Waterfront, the Centres, the Avenues and the Employment Areas. A vibrant mix of residential and employment growth is seen for the Downtown and the Centres ..." (our emphasis).

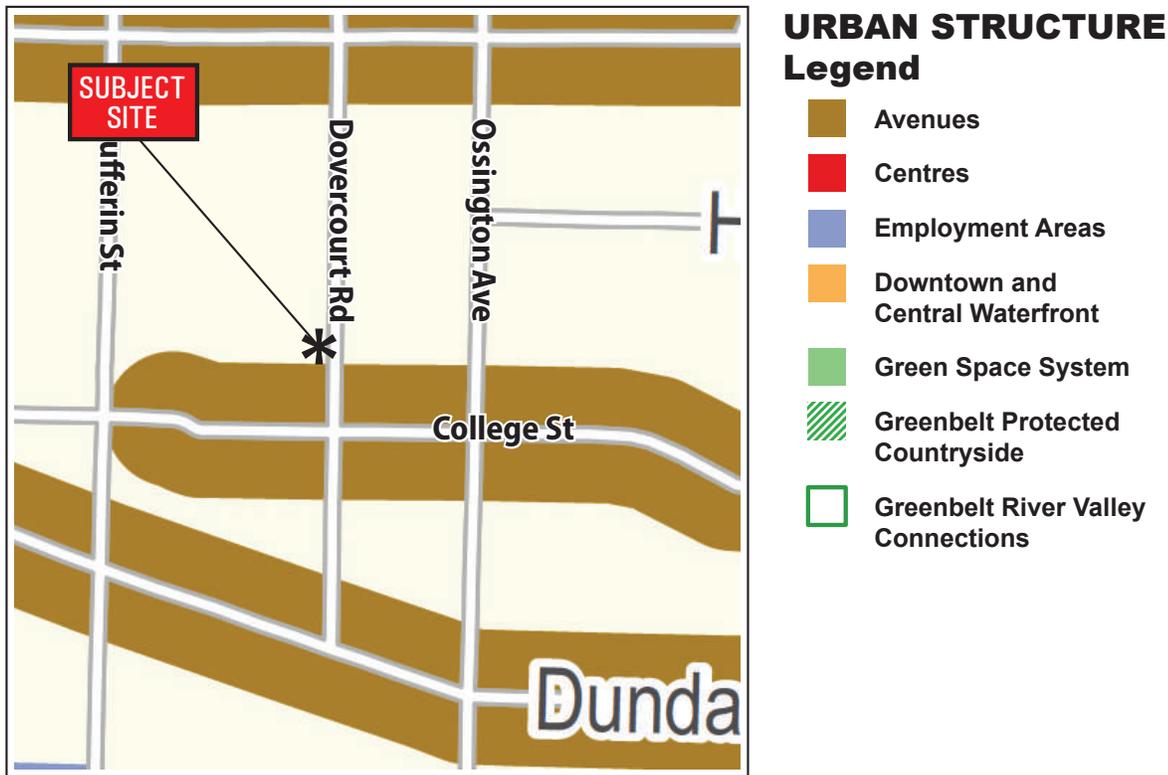


Figure 16 - Urban Structure – Official Plan Map 2

Policy 2.2(2) provides that "growth will be directed to the Centres, Avenues, Employment Areas and the Downtown as shown on Map 2" and sets out a number of objectives that can be met by this strategy, including:

- using municipal land, infrastructure, and services efficiently;
- concentrating jobs and people in areas well served by surface transit and rapid transit stations;
- promoting mixed use development to increase opportunities for living close to work and to encourage walking and cycling for local trips;
- facilitating social interaction, public safety and cultural and economic activity;
- improving air quality and energy efficiency and reducing greenhouse gas emissions; and
- protecting neighbourhoods and green spaces from the effects of nearby development.

The preamble to Section 2.2.3 ("Avenues: Reurbanizing Arterial Corridors") discusses the City's Avenues 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. Further, the preamble provides

that each Avenue is different in terms of lot sizes and configuration, street width, existing uses, neighbouring uses, transit service and streetscape potential.

In addition, Section 2.4 "Bringing the City Together: A Progressive Agenda of Transportation

Change" notes that:

"The transportation policies, maps and schedules of the Plan make provision for the protection and development of the City's road, rapid transit and inter-regional rail networks. The Plan provides complementary policies to make more efficient use of this infrastructure and to increase opportunities for walking, cycling, and transit use and support the goal of reducing car dependency throughout the City."

Following therefrom, Policy 2.4(4) states as follows: "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."

LAND USE DESIGNATION POLICIES

The Land Use Plan (Map 18) designates the subject site as *Neighbourhoods* (See **Figure 17**). The adjacent lands to the north are designated as *Neighbourhoods*. The lands to the south, east and west are designated *Mixed Use Areas*. The *Mixed Use Areas* designations to the east and west extend further north than the subject site.

Neighbourhoods are considered physically stable areas made up of residential uses in lower scale buildings, such as detached houses, semi-detached houses, duplexes, triplexes, townhouses and walk-up apartments no higher than four storeys, as well as parks, schools, local institutions and small-scale stores and shops serving the needs of area residents (4.1.1).

With respect to development criteria for *Neighbourhoods*, Section 4.1 provides that physical changes to established *Neighbourhoods* must be sensitive, gradual and generally "fit" the existing physical character. The objective is for new development to respect and reinforce the general physical patterns in the *Neighbourhood*.

Policy 4.1.5 provides that development in established *Neighbourhoods* will respect and reinforce the existing physical character of the neighbourhood, including in particular:

- patterns of streets, blocks and lanes;
- prevailing size and configuration of lots;
- prevailing heights, massing, scale, density and dwelling type of nearby residential properties;
- prevailing building type;
- prevailing setbacks of buildings from the street or streets; and,
- prevailing patterns of rear and side yard setbacks and landscape open space; and
- conservation of heritage buildings, structures and landscapes.

Dovercourt Road is identified as a major street on Map 3 of the Official Plan. Lots fronting onto a major street on Map 3 and designated *Neighbourhoods* "are to be distinguished from lots in the interior of the block adjacent to that street accordance with Policy 4.1.6 in order to recognize the potential for a more intense form of development along major streets to the extent permitted by this Plan".

The Official Plan recognizes that "scattered throughout many *Neighbourhoods* are properties that differ from the prevailing patterns of lot size, configuration and orientation. Typically, these lots are sites of former non-residential uses such as an industry, institution, retail stores, or lots that were passed over in the first wave of urbanization."

Given the underlying Commercial Residential (CR) zoning of the property, the historical use of the property and the boundaries of abutting *Mixed Use Areas*, it is our opinion that an Official Plan Amendment to re-designate from *Neighbourhoods* to *Mixed Use Areas* is appropriate for the subject site.

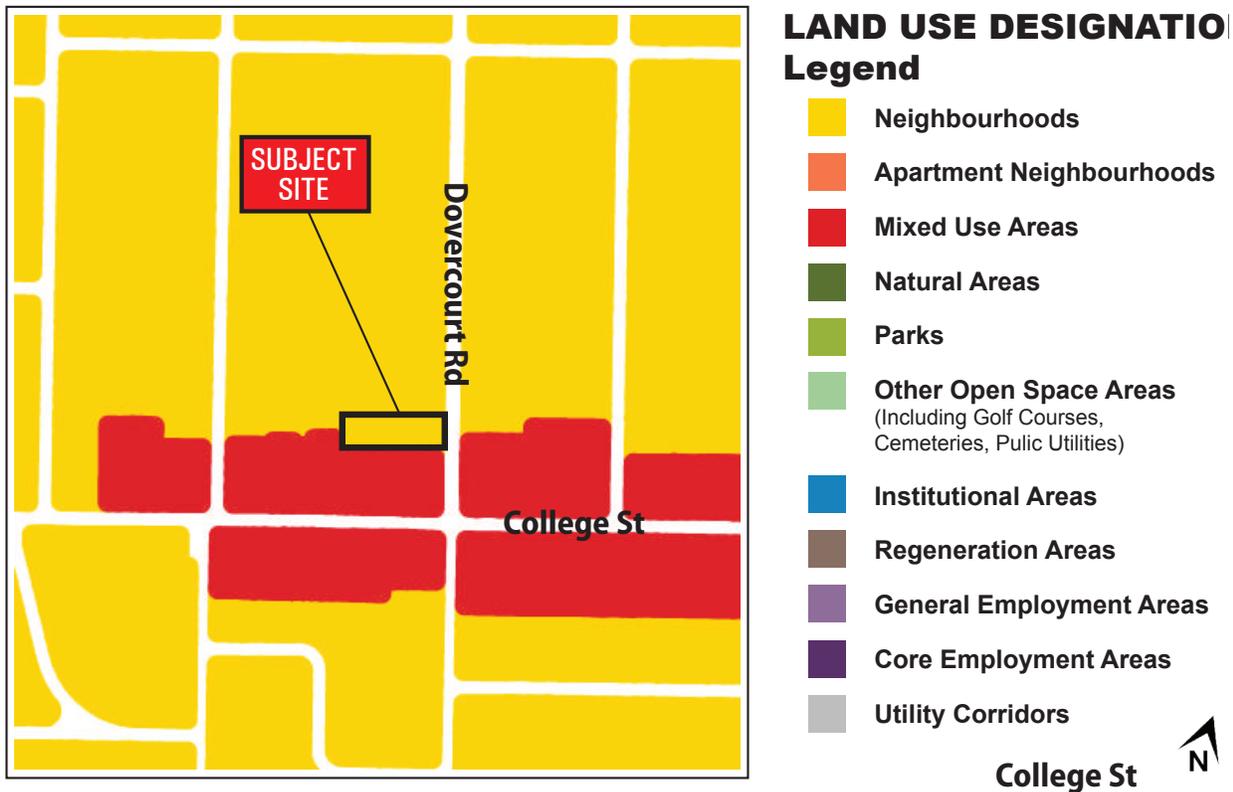


Figure 17 - Land Use Plan – Official Plan Map 18

The Mixed Use Areas designation permits a broad range of commercial, residential and institutional uses, in single or mixed use buildings. The introductory text in Section 4.5 states that the intent of the designation is to achieve a multitude of planning objectives by combining a broad array of residential uses, offices, retail and services, institutions, entertainment, recreation and cultural activities, and parks and open spaces. In particular, the intent is that:

“Torontonians will be able to live, work, and shop in the same area, or even the same building, giving people an opportunity to depend less on their cars, and create districts along transit routes that are animated, attractive and safe at all hours of the day and night.”

Policy 4.5(2) sets out a number of criteria for development within the *Mixed Use Areas* designation, including:

- creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
 - providing new jobs and homes for Toronto’s growing population on underutilized lands in the Avenues and elsewhere, creating and sustaining employment opportunities for all Torontonians;
 - locating and massing new buildings to provide a transition between areas of different development intensity and scale as necessary to achieve the objectives of the Plan, through means such as providing setbacks and/or a stepping down of heights, particularly towards lower scale *Neighbourhoods*;
 - locating and massing new buildings to adequately limit shadows on adjacent *Neighbourhoods*, particularly during the spring and fall equinoxes;
 - locating and massing new buildings to frame the edges of streets and parks with good proportion and to maintain sunlight and comfortable wind conditions for pedestrians;
 - providing an attractive, comfortable and safe pedestrian environment;
 - taking advantage of nearby transit services; and
 - providing good site access and circulation and an adequate supply of parking for residents and visitors.
- In addition, Policy 2.3.1(2) requires that developments in *Mixed Use Areas* that are adjacent or close to *Neighbourhoods*:

- be compatible with those *Neighbourhoods*;
 - provide a gradual transition of scale and density, as necessary to achieve the objectives of the Official Plan through the stepping down of buildings towards and setbacks from those *Neighbourhoods*;
 - maintain adequate light and privacy for residents 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*.
- using shared service areas where possible within development block(s) including public and private lanes, driveways and service courts;
 - consolidating and minimizing the width of driveways and curb cuts across the public sidewalk;
 - integrating services and utility functions within buildings where possible;
 - providing underground parking where appropriate; and
 - limiting surface parking between the front face of a building and the public street or sidewalk.

BUILT FORM POLICIES

Section 3.1.2 of the Official Plan recognizes the importance of good urban design, not just as an aesthetic overlay, but also as an essential ingredient of city-building. It demands high quality architecture, landscape architecture and urban design, both within the public realm and within the privately-developed built form. The Plan recognizes that, as intensification occurs throughout the City, there is an extraordinary opportunity to build the next generation of buildings and to create an image of Toronto that matches its status as one of the great cities of North America.

In putting forward policies to guide built form, the Plan notes that developments must be conceived not only in terms of the individual building site and program, but also in terms of how that building and site fit within the context of the neighbourhood and the City.

Policy 3.1.2(1) provides that new development will be located and organized to fit with its existing and/or planned context. Relevant criteria include:

- generally locating buildings parallel to the street with a consistent front yard setback;
- locating corner sites along both adjacent street frontages, giving prominence to the corner;
- locating main building entrances so that they are visible and directly accessible from the public sidewalk; and
- providing ground floor uses that have views into and, where possible, access to adjacent streets.

Policy 3.1.2(2) requires that new development locate and organize vehicle parking, vehicular access, service areas and utilities to minimize their impact on the property and on surrounding properties by, among other things:

Policy 3.1.2(3) sets out policies to ensure 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, open spaces and properties by:

- massing new buildings to frame adjacent streets and open spaces in a way that respects the existing and/or planned street proportion;
- 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;
- creating appropriate transitions in scale to neighbouring existing and/or planned buildings;
- providing for adequate light and privacy;
- 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
- minimizing any additional shadowing and uncomfortable wind conditions on neighbouring parks as necessary to preserve their utility.

Policy 3.1.2(4) provides that new development will be massed to define the edges of streets, parks and open spaces at good proportion.

Policy 3.1.2(5) requires that new development will provide amenity for adjacent streets and open spaces to make these areas attractive, interesting, comfortable and functional for pedestrians by providing:

- improvements to adjacent boulevards and sidewalks respecting sustainable design elements, including trees, shrubs, hedges, plantings or other ground cover, permeable paving materials, street furniture, curb ramps, waste and recycling containers, lighting and bicycle parking facilities;
- co-ordinated landscape improvements in setbacks to create attractive transitions from the private to public realms;
- weather protection such as canopies and awnings; and

- landscaped open space within the development site.

Policy 3.1.2(6) provides that every single new multi-unit residential development will provide indoor and outdoor amenity space for residents of the new development. Each resident of such development will have access to outdoor amenity spaces such as balconies, terraces, courtyards, rooftop gardens and other types of outdoor spaces.

HOUSING POLICIES

The Plan’s housing policies support a full range of housing in terms of form, tenure and affordability, across the City and within neighbourhoods, to meet the current and future needs of residents (Policy 3.2.1(1)). Policy 3.2.1(2) provides that new housing supply will be encouraged through intensification and infill that is consistent with the Plan.

IMPLEMENTATION POLICIES

Policy 5.3.2(1) of the City of Toronto Official Plan provides that, while guidelines and plans express Council policy, they are not part of the Plan unless the Plan has been specifically amended to include them, and do not have the status of policies in the Official Plan adopted under the *Planning Act*.

Given that the proposal involves an Official Plan Amendment, Policy 5.3.1(3) is applicable. It provides that amendments to the Plan that are not consistent with its general intent will be discouraged. It also directs that Council will be satisfied that any development permitted under an amendment to the Plan is “compatible with its physical context and will not affect nearby *Neighbourhoods* or *Apartment Neighbourhoods* in a manner contrary to the neighbourhood protection policies of this Plan”. Finally, it provides that when considering a site specific amendment to the Plan, at the earliest point in the process, the planning review will examine whether the application should be considered within the immediate planning context or whether a broader review and possible area specific policy or general policy change are appropriate.

4.5 ZONING

The in-force Zoning By-law applying to the subject site is former City of Toronto Zoning By-law 438-86, as amended. The new City-wide Zoning By-law 569-2013 was enacted by City Council on May 9, 2013, however, it is subject to numerous appeals to the Ontario Municipal Board and is therefore not yet fully in force.

Zoning By-law 438-86

Under the former City of Toronto By-law 438-86, as amended, the subject site is zoned MCR T3.0 C1.0 R2.5, with a maximum permitted height of 16.0 metres (see **Figures 18 and 19**).

The MCR (Mainstreets Commercial Residential) zone category permits a full range of residential uses and a wide range of non-residential uses, including retail stores, offices, and restaurants. The MCR T3.0 C1.0 R2.5 zoning provision permits a maximum gross floor area of 3.0 times the area of the lot for a combination of residential and non-residential uses, a maximum gross floor area of 1.0 times the area of the lot for non-residential uses and 2.5 times the area of the lot for residential uses.

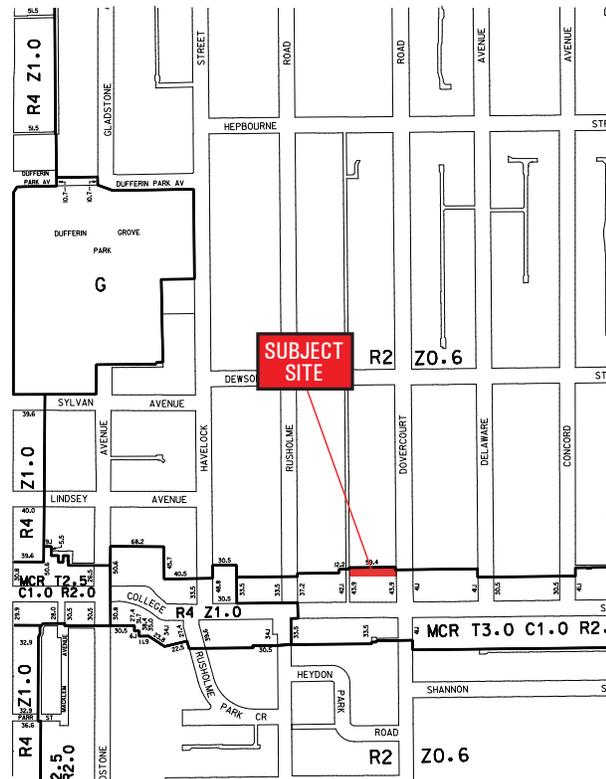


Figure 18 - Zoning By-law 438-86 – Zoning Map

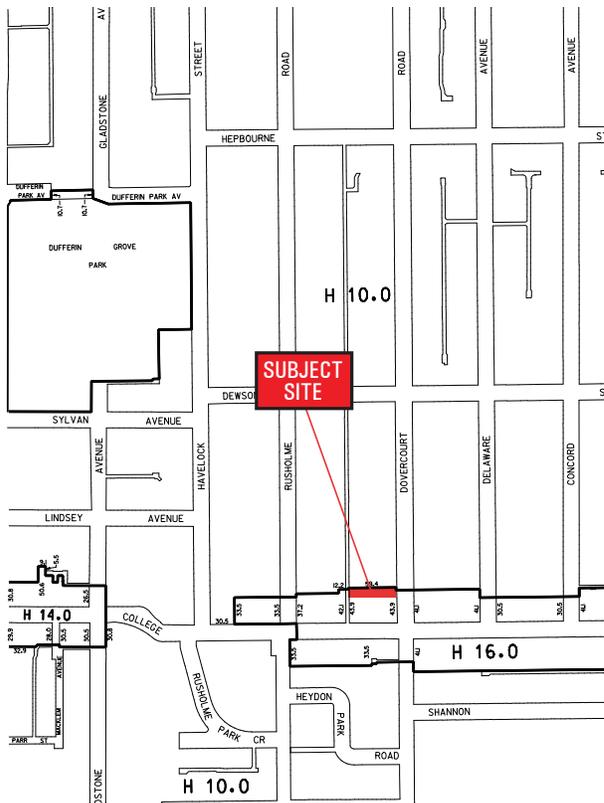


Figure 19 - Zoning By-law 438-86 – Height Map

NEW CITY-WIDE ZONING BY-LAW 569-2013

The City-wide Zoning By-law 569-2013, as amended, proposes to zone the subject site CR (Commercial Residential) 3.0 (c1.0; r2.5) SS2 (x1571), with a height limit of 16.0 metres.

Similar to the in-force Zoning By-law 438-86, the maximum permitted gross floor area is 3.0 times the area of the lot, including a commercial FSI of 1.0 and a residential FSI of 2.5.

A range of commercial uses is permitted in the CR zone including offices, personal service shops, retail stores, eating establishments, and take-out eating establishments. Residential uses in the form of dwelling units in an apartment building and a mixed-use building, as well as residential care homes and retirement homes, are also permitted on the subject site.

With respect to building setbacks, the SS2 (Development Standard Set 2) provisions specify that at least 75% of the main wall of the building facing a front lot line must be at or between the front lot line and a maximum of 3.0 metres

from the front lot line. Where the main wall of a building has windows or openings, the main wall must be set back at least 5.5 metres from a lot line that is not adjacent to a street or lane. Where the main wall of a building does not have windows or openings, the main wall must be set back at least 3.0 metres from a side lot line or a rear lot line abutting a lot line in an R zone or an RA zone. Otherwise, no building setback is required.

Exception CR 1572 states that lands, or a portion thereof as noted below, are subject to the following Site Specific Provisions, Prevailing By-laws and Prevailing Sections:

Site Specific Provisions:

- a. These **premises** must comply with Exception 900.11.10(2)

Prevailing By-laws and Prevailing Sections:

- a. Section 12(2) 68 of former City of Toronto by-law 438-86; and
- b. Section 12(2) 270(a) of former City of Toronto By-law 438-86.

Exception 900.11.10(2) provides site specific provisions relating to parking requirements. Whereby if a building has more than 12 dwelling units, or is located on a lot that has a lot frontage greater than 12.5 metres, then parking spaces must be provided at a minimum rate of:

- I. 0.5 for each bachelor and one-bedroom dwelling unit;
- II. 0.75 for each dwelling unit with two or more bedrooms; and
- III. 0.06 for each dwelling unit and used for visitor parking.

Exception 12(2) 68 of the former City of Toronto by-law 438-86 provides that no person shall erect or use a building or structure for the purpose of a *rooming house* on land abutting Dovercourt Road between Bloor Street West and College Street.

Exception (12)(2) 270(a) of the former City of Toronto by-law 438-86 provides that no person shall, on any lot in any CR, MCR, RA, I or IC district, erect or use any building or construct an addition to an existing building, for any purpose permitted in sections 8(1)(f)(b)(iv) or 9(1)(f)(b)(iv) and (xi), where the total non-residential gross floor area used for such purpose is:

- I. Greater than the amount which existed on the lot in July 20, 1993, plus an additional 1,800 square metres; and

- II. Provided the total *non-residential gross floor area* is not greater than the amount permitted on the lot by sections 8(3) PART 12 and 9(3) PART 1 2 and 3, and
- III. Provided no single retail or service use, unless existing on August 29, 1994 shall exceed a *non-residential gross floor area* of 8,000 square metres.

The rear angular plane requirements of the zoning are taken from the west side of Bill Cameron Lane. There are no angular plane requirements from the north property line.

4.6 Avenues and Mid-Rise Buildings Study

The Avenues and Mid-Rise Building Study includes Performance Standards for mid-rise buildings on Avenues, which were adopted on an interim basis by City Council in July 2010. On April 20, 2016 City Council approved an Addendum to the Mid-Rise Building Performance Standards. The Addendum includes a chart of comments and recommended actions to address issues raised at Committee and Council. The addendum is intended to be used by City staff together with the 2010 approved Mid-Rise Buildings Performance Standards where the Performance Standards are deemed applicable to the review of mid-rise developments or preparation of area studies and policies involving mid-rise buildings until such time as Council considers and adopts updated Mid-Rise Building Design Guidelines in the fourth quarter of 2017.

Section 3 of the Mid-Rise Building Guidelines provides a series of Performance Standards that are intended to influence the design of mid-rise buildings along *Avenues*. The Performance Standards are designed to ensure that *Avenues* are developed in an appropriate and context-sensitive manner. Accordingly, they are guided by the objective to create healthy, liveable and vibrant main streets while protecting the stability and integrity of adjacent neighbourhoods. The Guidelines' key provisions include the following:

- Buildings are moderate in height and should be no taller than the width of the *Avenue* right-of-way;
- The minimum ground floor height should be 4.5 metres to facilitate retail uses at grade;
- Building should provide an appropriate transition in scale to adjacent neighbourhoods, taking into account a 45-degree angular plane;
- Building frontages exceeding 60 metres should be articulated to ensure that facades are not overly long;
- Buildings should reflect design excellence and green building innovation, utilizing high-quality materials; and
- Sidewalks should be wide enough to include and support trees, generate a lively pedestrian culture and ensure accessibility for all.

The Performance Standards recognize that exceptions may sometimes be warranted and that at times a project that strives for excellence in design can demonstrate that a specific guideline is not appropriate in that instance.

[15.01]

PLANNING &
URBAN DESIGN
ANALYSIS

5.1 Intensification

In our opinion, the proposal represents a modest level of mixed use intensification. Intensification on the subject site is supportive of policy directions articulated in the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe and the City of Toronto Official Plan, all of which promote intensification on sites well served by municipal infrastructure including public transit.

Strong policy support is expressed in the Official Plan for mixed-use intensification along the *Avenues*, in a form that is intended to make efficient use of existing infrastructure. The *Mixed Use Areas* designation proposed for the subject site is one of four land use designations intended to accommodate most of the increased job and population anticipated by the Official Plan's growth strategy. *Mixed Use Areas* are to provide for new jobs and homes for Toronto's growing population on underutilized lands on *Avenues*. From a housing perspective, the proposal will support Provincial and City policy to provide housing choices by expanding the range of housing types and densities through residential intensification.

At 30-units, the proposal is modest in scale and contextually appropriate for a site that fronts onto a major street such as Dovercourt Road. The proposal offers a scale of multi-residential housing that differs from the intensity that is found on typical midrise sites fronting onto avenues. It is more typical of a smaller scale apartment building that can be found on the edge of neighbourhoods or along major streets within neighbourhoods.

In the non-policy sidebar within Section 2.1 of the Official Plan, it is noted that by making better use of the existing urban infrastructure and services, before introducing new ones on the urban fringe, reurbanization helps to reduce demands on nature and improves the livability of the urban region by: reducing the pace at which the countryside is urbanized; preserving high quality agricultural lands; reducing reliance on the private automobile; reducing greenhouse gas emissions; and reducing consumption of non-renewable resources.

The subject site is underutilized given its current use, frontage on a major street and location abutting an *Avenue*. Furthermore, the existing zoning applying to the subject site has not been updated to be consistent with the Provincial Policy Statement's direction to "optimize" the use of land and public investment in infrastructure and public service facilities. In this regard, "optimization" means making something "as fully perfect, functional, or effective as possible". In our opinion, the existing zoning does not make use of land and infrastructure in a way that is efficient or as effective as possible.

5.2 Land Use and Official Plan Re-designation

The proposal, comprised of residential units in a lower mid-rise mixed-use building, including commercial uses, is consistent with the uses permitted within the proposed *Mixed Use Areas* designation and the existing underlying CR (Commercial Residential) zoning. The Official Plan states that *Mixed Use Areas* will create a balance of high quality commercial, residential, institutional and open space uses.

Policy 4.5(2) sets out development criteria for the consideration of development proposals in *Mixed Use Areas*. In our opinion, the proposal conforms to the development criteria as the proposal will:

- provide space for new jobs and new homes on an underutilized site;
- locate and mass the new building to provide a transition between areas of different development intensity and scale;
- locate and mass the new building to adequately limit shadows on adjacent *Neighbourhoods*;
- frame the edge of Dovercourt Road with good proportion and to maintain sunlight and comfortable wind conditions for pedestrians;
- provide an attractive, comfortable and safe pedestrian environment;
- take advantage of nearby transit services; and
- provide good site access and circulation and adequate supply of parking for residents and visitors.

The objective of the Official Plan in intensifying *Mixed Use Areas* is that of re-urbanization. It is anticipated that residents will be able to live, work and shop in the same area, giving people

an opportunity to depend less on their cars and creating districts along transit routes that are animated, attractive and safe during the day and at night. The proposed residential units will add population, which will promote transit ridership and support retail and service commercial facilities in the vicinity of the subject site. The proposed unit breakdown (including 10% three-bedroom units) will contribute to a mix of housing options in the neighbourhood. In terms of the overall building program, the non-residential component represents approximately 31% of the overall total gross floor area. In this regard, the proposal contains a greater percentage of employment related floor space than a typical mixed use, mid-rise building.

The subject site has historically been used for commercial uses and the underlying zoning is commercial residential (CR). The geographic depth (from College Street) of this CR zoning category is consistent with the depth of the zoning located on the east side of Dovercourt Road and on the west side of Bill Cameron Lane. However, notwithstanding the zoning and abutting context, the subject site is designated as *Neighbourhoods* in the Official Plan. This designation limits development of the subject site to "no more than four storeys" and would regulate the scale of the non-residential uses. In our opinion, the existing *Neighbourhoods* designation does not allow the subject site to be optimized in accordance with its underlying zoning. This may have been an oversight at the time of the adoption of the Official Plan. Regardless, the proposed re-designation to *Mixed Use Areas*, would establish a consistent *Mixed Use Areas* delineation that recognizing underlying zoning on the block.

In accordance with Policy 5.3.1(3) it is our opinion that the re-designation is consistent with the general intent of the Official Plan and that the proposal is "compatible with its physical context and will not affect nearby *Neighbourhoods* in a manner contrary to the neighbourhood protection policies of this Plan". Given the context of the block and the scale of the proposal, it is appropriate for the Official Plan amendment application to be considered within its immediate planning context rather than a broader review.

In July 2019, a motion by Mayor Tory requested that Chief Planner and Executive Director, City

Planning report to the Planning and Housing Committee in the fourth quarter of 2019 on options and a timeline to increase housing options and planning permissions in areas of Toronto designated as *Neighbourhoods* in Toronto's Official Plan. The background to the motion states that "to allow residents to age in their communities, and to accommodate more people in their underused houses and to provide alternative forms of housing, we must examine the means by which we can expand permissions to construct the so called 'Missing Middle' housing form. The Missing Middle refers to housing forms that range from duplexes to low-rise walk-up apartments many of which can be found in a number of Toronto's neighbourhoods today".

The proposal represents a lower mid-rise building that provides a transition in scale between the more intensive development along College Street and the less intensive context along Dovercourt. In our opinion, the proposal would contribute towards the same objectives outlined in the context of the 'missing middle' and/or would be compatible with any intensification of the *Neighbourhoods* lands to the north of the subject site.

5.3 Height, Massing and Density

In our opinion, and as noted in Section 5.1 above, the subject site is an appropriate location for intensification in land use policy terms. From a built form perspective, the subject site is a contextually appropriate location for a lower mid-rise building given its transitional location between lands fronting onto a designated *Avenue* where there is an emerging pattern of taller mid-rise buildings and lower scaled *Neighbourhoods* properties.

The proposed mid-rise height and massing are based on a number of contextual and urban design considerations including:

- The subject site's as-of-right zoning which permits a height of 16 metres (5-storey equivalent);
- The subject site's location along Dovercourt Road, a major street on Map 3 of the Official Plan;
- The 21.5 metre right-of-way width of Dovercourt Road;
- The surrounding built form and land use context;
- Proximity to transit services;
- Separation distances from, and transition to, properties designated as *Neighbourhoods*; and
- Potential shadow impacts on *Neighbourhoods* areas to the north when compared to as-of-right shadow impacts;

The proposed 6-storey building has an overall building height to the top of the main roof is approximately 20.7 metres, which increases in isolated locations to 22.9 metres to the top of the mechanical penthouse. The as-of-right CR zoning for the subject site permits a building height of 16 metres plus an additional 5.5 metres for a total 21.5 metres to the top of a mechanical penthouse. In our opinion the proposed height of the building is appropriate for the subject site given that:

- it represents a minor increase when compared to the as-of-right height in the zoning;
- the height is below a 1:1 ratio with the existing 21.5 metre right-of-way of Dovercourt Road;
- the mixed use building at 455 Dovercourt Road, located further north along Dovercourt Road was approved for 20.25 metres notwithstanding its underlying 10 metre height permission; and
- the emerging context of midrise buildings in this segment of College Street which includes the 7-storey (25 metres including mechanical penthouse) building at 998 College Street;

5 Storey Streetwall

6th Floor Setback

4 Storey element



Relocated Matador Signage

Double Height Commercial Lobby

Recessed Residential Entrance

Retained Matador Signage

Residential Entrance



Commercial Entrance

Artist Signature Panel

Streetscapes Improvements

Conceptual Midrise Massing

West Block



Recessed Entrance

East Block

The proposal employs a contextually responsive building mass with two distinct residential blocks located above a commercial base. A distinct angle is introduced to both blocks which creates clear view corridors to the southeast and northwest, in a way that maintains access to natural light and air, and maintains privacy between the residential units and adjacent lots to the north and south.

The two blocks are carefully massed and articulated to provide a massing transition between the more intensive *Mixed Use Areas* block to the south and the less intensive *Neighbourhoods* designated lands to the north. The massing transition is considered in the context of as-of-right zoning permissions for the subject site, which does not require the building to be massed within an angular plane. The façade fronting onto Dovercourt Road has been massed to provide a stepping down of height of 5 storeys at the southerly portion and 4 storeys on the northerly portion closest to the residential property to the north. The sixth floor above is setback 2.75 metres to establish a defined streetwall and to frame Dovercourt with good proportion. Additional recesses within and setback of the north façade articulate the volume on the two blocks to provide increased separation to the residential dwelling to the north and to minimize the visual perspective of the additional height (over as-of-right).

The ground floor provides separate entrances to the commercial space and residential units. The commercial entrance has a dramatic double-height and sculptural entry offering clear views into the public lobby and space beyond. The commercial lobby is setback X metres from the curb providing for a generous public realm. Just to the north of the commercial lobby, is the residential entry which is recessed further away from the street, aligned to the residential frontage to its north. A clear identity is provided to the residential entry, in a way that respects the scale, character, and materiality of the abutting residential uses and surrounding context.

The proposed density is appropriate and desirable. Firstly, it is important and appropriate from a planning policy perspective to optimize density on the subject site given its frontage on a major street, its location relative to transit service, the surrounding built form context and proximity to community services and facilities.

Secondly, it is noted that the Official Plan does not generally include density limitations and specifically does not do so in the case of the subject site. The Official Plan provides that land use designations are generalized, leaving it to the Zoning Bylaw to "prescribe the precise numerical figures and land use permissions that will reflect the tremendous variety of communities across the City". Accordingly, it is reasonable to establish an appropriate density for the site based on specific built form design, context and urban structure considerations, rather than on the basis of density numbers.

5.4 Built Form Impacts

LIGHT, VIEW AND PRIVACY IMPACTS

Light, View and Privacy (LVP) impacts are generally dealt with through a combination of spatial separation, orientation and mitigating measures between buildings. The accepted standard for LVP impacts is based on the underlying MCR zoning in Zoning By-law 438-86, which specifies a minimum setback of 5.5 metres from main windows of dwelling units to property lines that are not street lines, and a minimum separation distance of 11 metres between facing main windows of dwelling units on the same site. Within the CR zoning in By-law 569-2013, the zoning specifies that, where the main wall of a building has windows or openings, the main wall must be set back at least 5.5 metres from a side lot line that is not adjacent to a street or a lane.

In our opinion, the proposal will have no unacceptable built form impacts on surrounding streets or properties. With respect to the residentially zoned property to the north, the proposal has been designed such that the majority of the north elevation contains no windows or openings that have direct perpendicular views to the north. There are some north facing windows located in the northeast corner of the building that are setback between 1.4 to 2.7 from the north property line. However, these windows are located above the roof line of the residential dwelling to the north and would not create and view or privacy impacts. The balcony locations are designed with planters and screens as required to minimize overlook opportunities.

With respect to any residential uses to the east, west and south of the subject site, it is our opinion that the right-of-way of Dovercourt Road to the east, Bill Cameron Lane to the west and the surface parking lot to the south provide sufficient horizontal separation to minimize any potential overlook and privacy impacts.

SHADOW IMPACT

In order to assess shadow impacts, a sun/shadow study was completed by Axia Design Associates for the proposal at March/September 21st and June 21st for each hour between 9:18 a.m. and 6:18 p.m. The study illustrates shadows created by the existing building, shadows that would be created by an as-of-right building envelope and the shadow impacts of the proposal. In some cases, there are incremental shadow impacts over as-of-right (illustrated in yellow) and in others there are reduced impacts when compared to as-of-right (illustrated in green).

Official Plan Policy 3.1.2(3) provides that new development be massed to adequately limit any resulting shadowing of neighbouring streets, properties and open spaces, having regard for the varied nature of such areas, and to minimize any additional shadowing on neighbouring parks as necessary to preserve their utility. The policies specific to *Mixed Use Areas* provide that new buildings will adequately limit shadow impacts on adjacent *Neighbourhoods*, particularly during the spring and fall equinoxes (Policy 4.5(2)(d)). The closest *Neighbourhoods* designated lands are those located immediately north of the subject site.

On March / September 21st, there is one additional *Neighbourhoods* designated property (No. 474 Dovercourt Road) that would experience incremental shadow impact over as-of-right shadow conditions through the day (9:18 a.m. to 6:18 p.m). The properties at 470 and 472 Dovercourt Road would experience varying shadow impacts throughout the day under as-of-right shadow conditions. The shadows from the proposal would create additional shadow impacts on these two properties when compared to the as-of-right conditions, however the impact is minor and in the timeframe from 10:18 a.m. to after 12:18 p.m. provide reduced shadow impact when compared to as-of-right.

On June 21st, the incremental shadow over as-of-right is experienced exclusively by the abutting property at 470 Dovercourt Road.

Based on the foregoing and given the relatively limited number of properties that would experience incremental shadows, it is our opinion that the shadow impacts are adequately limited on low rise residential areas in accordance with Official Plan policies.

5.5 Urban Design

In our opinion, the proposed building design conforms with the criteria for development in *Mixed Use Areas* and the general built form policies as set out in the Official Plan, in particular Policies 3.1.2(1), 3.1.2(2), 3.1.2(3), 3.1.2(4), 3.1.2(5) and 3.1.2(6). In this regard, the proposal will:

- locate the building parallel to its street frontage, with prominence given to its location through a high-quality commercial double-entrance entrance;
- locate the building entrances so that are clearly visible and directly accessible from the public sidewalk;
- have ground floor design that has views into adjacent streets, giving public viewing opportunities for key historical items such as the Matador signage and the artist signature wall;
- incorporate upgrades to public realm along Dovercourt Road;
- incorporate a service and utility area at the rear of the building accessed from the laneway;
- provide sufficient parking spaces in at-grade enclosed area;
- frame adjacent streets in a way that respects existing and planned street proportions;
- create appropriate transitions in scale to existing and planned buildings;
- provide for adequate light and privacy and adequately limit any resulting shadowing (see Section 5.4);
- ensure adequate access to sky view for the proposed and future use of the areas;
- provide landscaping and coordinated public realm improvements to make the streetscape more attractive, interesting, comfortable and functional for pedestrians; and
- provide indoor and outdoor amenity space for residents in the new development.

As per Policy 5.3.2(1) of the Official Plan, the Avenues and Mid-Rise Buildings Study is not policy and accordingly exceptions may sometimes be

warranted to the guidelines. It is our opinion that the proposed lower mid-rise building is in general alignment with the key performance standards, including:

- Maximum overall height (Performance Standard #1): the maximum allowable height of buildings on the Avenues will be no taller than the width of the Avenue right-of-way, up to a maximum mid-rise height of 11 storeys (36 metres), excluding a wrapped mechanical penthouse.
- The existing right-of-way width of Dovercourt Road is 21.5 metres. The height to the top of the main roof of the proposed building is 20.7 metres (excluding mechanical penthouse) which is below a 1:1 ratio with the right of way.
- Minimum Ground Floor Height (Performance Standard #3): *The minimum floor-to-floor height of the ground floor should be 4.5 metres to facilitate retail uses at grade.*
- The proposal meets this guideline by providing a 6.25 metre double height ground floor that includes a mezzanine floor that emulates the height and interior scale of the existing Matador dancehall space.
- Front Façade Angular Plane (Performance Standard #4): *The building envelope should allow for a minimum of 5 hours of sunlight onto the Avenue sidewalks from March 21 to September 21 by limiting the street wall height to 80% of the right-of-way width and stepping back upper storeys within the 45-degree angular plane.*
- A street wall height of approximately 17.8 metres to the top of the 5th floor and 14.8 metres to the top of the 4th floor provides for a varied streetwall height that is consistent with 80% of the Dovercourt Road right-of-way (17.2 metres)
- Front façade- alignment (Performance Standard #4C): The front street wall of the mid-rise buildings should be built to the front property lines or applicable setback lines.
- The proposal meets this guideline with the majority of the front façade constructed to the east property line (floors 2-5).
- Rear transition to Neighbourhoods – Shallow Properties (Performance Standard #5B): The transition between a shallow Avenue property and areas designated Neighbourhoods, Parks and Open Space Areas and Natural Areas to the rear should be created through setback and angular plane provisions.
- The subject site shares a side yard condition to a *Neighbourhoods* designated property. In this site-specific circumstance, transition objectives should be balanced and considered in the context of the as-of-right zoning permissions on the subject site. The intent of using setbacks and angular plane provisions is to limit overlook and shadow impacts on abutting residential properties. In this

case, the building has been carefully massed and setback to minimize shadow impacts to the north, while window and balcony design and placement minimizes opportunities for direct overlook.

- Minimum Sidewalk Zones (Performance Standard #7A): Mid-rise buildings may be required to be set back at grade to provide a minimum sidewalk zone.
- In this case, a sidewalk dimension of approximately 5.3 metres from the curb to the building face is proposed.
- Streetscapes (Performance Standard #7B): Avenue streetscapes should provide the highest level of urban design treatment to create beautiful, safe and accessible pedestrian environments and great places to shop, work and live.
- The proposal provides for pavement treatment along Dovercourt Road which contributes to a pleasant pedestrian environment. The treatment emphasises the commercial and residential setbacks and entrances.
- Balconies and Projections (Performance Standard #12): balconies and other projection building elements should not negatively impact the public realm.
- There are no projecting balconies into the public realm
- Roof & Roofscapes (Performance Standard #13): mechanical penthouses may exceed the maximum height limit of 5.0 metres but may not penetrate any angular planes.
- The proposal meets this guideline by providing a mechanical penthouse of 2.6 metres.
- Loading & Servicing (Performance Standard #17): loading, servicing and other vehicular related functions should not detract from use or attractiveness of the pedestrian realm.
- The proposed design satisfies this guideline by integrating the garbage, loading, parking, servicing and utility functions within the rear of the building accessed from Bill Cameron Lane.

Based on the foregoing, it is our opinion that the proposed building is in general conformance with the applicable policies and guidelines related to urban design.

5.6 Transportation Considerations

A Transportation Impact Study has been prepared by BA Consulting Group Ltd. to assess the traffic, vehicle operations, and parking and loading provision of the proposal. Their study finds that:

- A reduced parking provision on the site is appropriate on the basis of its location and proximity to transit, a general decrease in parking demands in the area, and the availability of on-street parking;
- The proposed bicycle parking supply will acceptably accommodate the needs of the site and its residents;
- No designated loading space is required or proposed for the site;
- Refuse and recycling stored in totes will be placed curbside on Bill Cameron Lane for collection by City of Toronto truck, consistent with existing operations along the lane; and
- Based on the negligible increase in traffic anticipated by the site, the site-related traffic can be acceptably accommodated within the area roadway network.

5.7 Preliminary Cultural Heritage Evaluation Report

A preliminary Cultural Heritage Evaluation Report has been prepared by ERA Architects to evaluate the heritage value of the subject site. Their study finds that:

- The site carries associative value in its connection with the Matador Ballroom, including its exterior signage and signature wall;
- The conservation strategy for the site should be to interpret its associative value; and
- Further clarification from Heritage Staff regarding how best to secure an interpretation strategy for the site is needed.



16.01

CONCLUSION

From a land use perspective, the proposed redevelopment would support the achievement of numerous policy directions promoting intensification and redevelopment of underutilized sites within the built-up urban area, particularly in locations which are well-served by municipal infrastructure, including public transit. The proposal will appropriately intensify an underutilized site with a contextually sensitive mixed-use development. The modest density increase on the subject site is consistent with both good planning practice and overarching Provincial and City policy direction, subject to achieving appropriate built-form relationships with existing and planned built form context.

From an urban design perspective, the redevelopment of the subject site presents an opportunity to introduce a new building of

quality design that will transition to the abutting neighbourhood, contribute to the vitality of the area, and commemorate the associative values of the former Matador Dancehall. The proposed mid-rise building conforms to the built form and urban design policies of the Official Plan and responds appropriately to the Avenue and Mid Rise Building Study. The proposed building has been massed in a manner that provides appropriate transition in scale to the adjacent *Neighbourhoods*. There will be minimal and acceptable built form impacts on adjacent uses.

For the reasons set out in this report, it is our opinion that the proposed development is appropriate and desirable and therefore the associated Official Plan and Zoning Bylaw Amendment applications should be approved.



BOUSFIELDS INC.