



Staff Report for Council Public Meeting

Date of Meeting: January 22, 2020

Report Number: SRPRS.20.002

Department: Planning and Regulatory Services

Division: Development Planning

Subject: **SRPRS.20.002 – Request for Comments –
Official Plan and Zoning By-law Amendment
Applications – Dogliola Developments Ltd. and
Campo Ridge Home Corp. – City Files D01-
19003 and D02-19016**

Owners:

Dogliola Developments Ltd.
1-1681 Langstaff Road
Vaughan, Ontario
L4K 5T3

Campo Ridge Home Corp.
8700 Dufferin Street
Vaughan, Ontario
L4K 4S6

Agent:

Malone Given Parsons Ltd.
140 Renfrew Drive, Suite 201
Markham, Ontario
L3R 6B3

Location:

Legal Description: Part of Lots 51 and 52, Concession 1, W.Y.S.
Municipal Addresses: 10898, 10922, 10944 and 10956 Yonge Street

Purpose:

A request for comments concerning proposed Official Plan Amendment and Zoning By-law Amendment applications to permit the construction of a high density, mixed-use residential/commercial development on the subject lands.

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Recommendation:

- a) That Staff Report SRPRS.20.002 with respect to the Official Plan Amendment and Zoning By-law Amendment applications submitted by Dogliola Developments Ltd. and Campo Ridge Home Corp., for the lands known as Part of Lots 51 and 52, Concession 1, W.Y.S. (Municipal Addresses: 10898, 10922, 10944 and 10956 Yonge Street), Files D01-19003 and D02-19016, be received for information purposes only and that all comments be referred back to staff.

Contact Person:

Kaitlyn Graham, Senior Planner – Site Plans, phone number 905-771-2459 and/or Denis Beaulieu, Manager of Development, Subdivisions, phone number 905-771-2540

Report Approval:

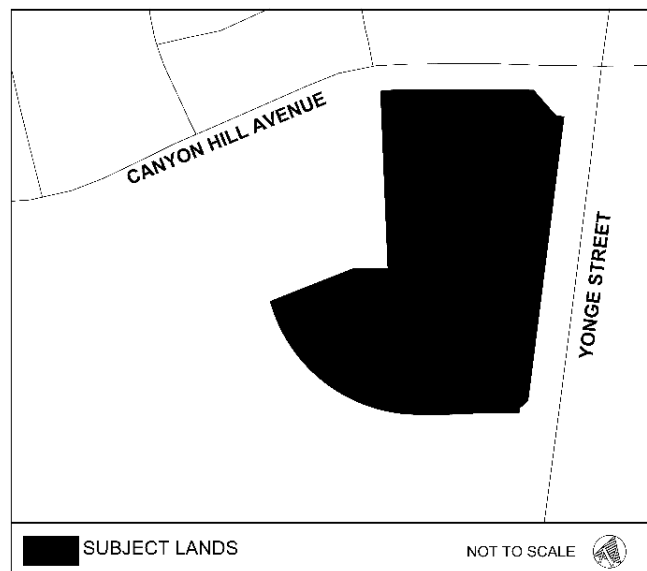
Submitted by: Kelvin Kwan, Commissioner of Planning and Regulatory Services

Approved by: Neil Garbe, City Manager

All reports are electronically reviewed and/or approved by the Division Director, Treasurer (as required), City Solicitor (as required), Commissioner and City Manager. Details of the reports approval are attached.

Location Map:

Below is a map displaying the property location. Should you require an alternative format call person listed under the “Contact Person” above.



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Background Information:

The subject Official Plan Amendment and Zoning By-law Amendment applications were received by the City on October 18, 2019 and deemed complete on October 30, 2019 following the submission of outstanding materials, including applicable fees and reports. The applications and supporting materials were subsequently circulated to relevant City departments and external agencies for review and comment. A Neighbourhood Residents Information Meeting was hosted by the local Ward Councillor on January 13, 2020 regarding the subject applications.

The purpose of this report is to seek comments from Council and the public with respect to the subject applications, pursuant to the statutory Public Meeting and associated notice requirements of the *Planning Act*.

Summary Analysis:

Site Location and Adjacent Uses

The subject lands are located at the southwest corner of Canyon Hill Avenue and Yonge Street (refer to Map 1). The lands have a frontage of approximately 179 metres (587.27 feet) along Yonge Street, a frontage of 85 metres (278.87 feet) along Canyon Hill Avenue, and a lot area of 2.18 hectares (5.38 acres). Uses surrounding the subject lands include low density residential and commercial uses to the north, commercial uses to the south and east, and an approved townhouse development and German Mills Creek to the west (refer to Maps 1 and 2).

Development Proposal

The applicant is seeking Council's approval of its Official Plan Amendment and Zoning By-law Amendment applications to permit a high density, mixed-use residential/commercial development on its land holdings. The following is a summary outlining the relevant statistics of the applicant's development proposal based on the plans and drawings submitted to the City (refer to Maps 6 and 7):

- **Lot Area:** 2.18 hectares (5.38 acres)
- **Lot Frontage (Yonge):** 179 metres (587.27 feet)
- **Lot Frontage (Canyon Hill):** 85 metres (278.87 feet)
- **Total Gross Floor Area:** 107,853 square metres (1,160,920 square feet)
 - **Residential Gross Floor Area:** 106,762 square metres (1,149,177 square feet)
 - **Commercial Gross Floor Area:** 1,091 square metres (11,743 square feet)
- **Floor Space Index (FSI):** 4.96
- **Building Heights**
 - **Tower A:** 29 storeys (98.1 metres or 322 feet)
 - **Tower B:** 28 Storeys (95.2 metres or 312 feet)
 - **Tower C:** 29 storeys (98.1 metres or 322 feet)
 - **Tower D:** 25 storeys (86.3 metres or 283 feet)
- **Tower Floor Plate Size:** 800 square metres (8,611 square feet)

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- **Residential Units:** 1,160
- **Parking Spaces:** 1,307
- **Bicycle Parking Spaces:** 754
- **Loading Spaces:** 2

Supporting Documentation/Reports

The applicant has submitted the following documents/information in support of its development proposal:

- Planning Justification Report;
- Draft Official Plan Amendment;
- Draft Zoning By-law Amendment;
- Survey;
- Concept Plan and Site Plan;
- Adjacent Property Plan;
- Elevation Plans and Perspective Drawings;
- Tree Preservation and Removals Plan and Tree Inventory and Arborist Report;
- Transportation Impact Study, including Parking Analysis, Onsite Circulation Study, Access Study, and Transportation Demand Management;
- Sunshadow Study;
- Servicing Brief;
- Hydrogeological Report;
- Environmental Noise Assessment; and,
- Sustainability Metrics.

Official Plan Amendment Application

The subject lands are located within the **Settlement Area** of the Oak Ridges Moraine, as defined in accordance with the *Oak Ridges Moraine Conservation Plan* (ORMCP) and are designated **Key Development Area** in Land Use – Schedule A2 of the City's Official Plan (the Plan) (refer to Map 3). The lands are further located on a **Regional Corridor** as identified in the City's Urban Structure and fall within the area of the Council approved Yonge and Bernard Key Development Area Secondary Plan, which is currently under appeal to the Local Planning Appeal Tribunal (LPAT). The applicant has submitted an Official Plan Amendment application that proposes to amend policies under the parent Plan through the creation of a site specific exception as follows:

- an increase to the maximum permitted density of a development block within the **Key Development Area** from 3.0 to 5.0 FSI;
- an increase to the maximum permitted building height from 15 storeys to 29 storeys; and,
- that **Policy 3.4.1.55** with respect to built form compatibility and transition of building heights to adjacent low density residential and medium density residential areas not apply to the subject development (including the 45 degree angular view plane).

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Zoning By-law Amendment Application

The subject lands are zoned **Multiple Family Four (Hold-Multiple Family Six) (RM4 (H-RM6)) Zone, Hold-Multiple Family Six (H-RM6) Zone, and Multiple Family Six (RM6) Zone** under By-law 190-87, as amended (refer to Map 5). The **RM4 Zone** and **RM6 Zone** permit a variety of residential uses, including apartment dwellings, as well as limited institutional and retail uses with specific development standards. Additionally, portions of the lands are subject to a Holding Symbol that requires the submission and acceptance of a Traffic Impact report justifying increased density and the completion of an extension to Canyon Hill Avenue prior to removal to allow for development.

It should also be noted that the lands are subject to Interim Control By-law 100-16, as well as the Yonge and Bernard Key Development Area Secondary Plan Zoning By-law 111-17, which are currently under appeal to the LPAT.

The applicant has submitted a Zoning By-law Amendment application to permit site specific development standards relating to setbacks, density, building heights, and parking standards to facilitate its development proposal. The applicant has also requested approval to remove the subject lands from the area to which Interim Control By-law 100-16 applies. Outlined below is a comparison of the proposed development standards relative to those of the associated parent zone category, with requested and required site specific exceptions in bold:

Development Standard	RM4 Zone Standards, By-law 190-87, as amended	RM6 Zone Standards, By-law 190-87, as amended	Proposed Site Specific RM6 Zone Standards
Minimum Lot Frontage	30 metres (98.43 feet)	30 metres (98.43 feet)	30 metres (98.43 feet)
Minimum Lot Area	5,000m ² (53,819.55 square feet)	5,000m ² (53,819.55 square feet)	500m² (5,381.96 square feet)
Maximum Lot Coverage	50%	50%	N/A
Minimum Front Yard Setback (Yonge Street)	7.5 metres (24.60 feet)	7.5 metres (24.60 feet)	5.0 metres (16.40 feet)
Minimum Side Yard Setback (North)	7.5 metres (24.60 feet)	7.5 metres (24.60 feet)	10.0 metres (32.80 feet)
Minimum Side Yard Setback (South)	7.5 metres (24.60 feet)	7.5 metres (24.60 feet)	2.0 metres (6.56 feet)
Minimum Rear Yard Setback	7.5 metres (24.60 feet)	7.5 metres (24.60 feet)	4.0 metres (13.12 feet)
Maximum Height	10 storeys	10 storeys	99 metres (324.80 feet)
Maximum Floor Area Ratio (%)	100%	150%	500%

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Maximum Units/Hectare	100 (40 units/acre)	150 (60 units/acre)	540 (101 units/acre)
Minimum Residential Parking Spaces <ul style="list-style-type: none"> • Apartment Dwelling (1 Bedroom) • Apartment Dwelling (2 Bedroom) • Apartment Dwelling (3+ Bedroom) • Minimum Visitor Parking Spaces 	1.5 spaces/unit (inclusive of 20% visitor parking)	1.5 spaces/unit (inclusive of 20% visitor parking)	0.9 spaces/unit 1.0 spaces/unit 1.2 spaces/unit 0.15 spaces/unit

The draft Zoning By-law submitted in support of the development proposal is currently under review. The site specific provisions and exceptions sought through the amendment shall be considered and refined in conjunction with revisions made to the subject applications through the detailed review process.

Planning Analysis:

Staff has undertaken a preliminary review of the applicant’s development proposal based on the policy framework contained within the *Provincial Policy Statement 2014* (PPS), the *Growth Plan for the Greater Golden Horseshoe 2019* (Growth Plan), the *Regional Official Plan 2010* (ROP), and the *City’s Official Plan 2010* (Plan).

Staff notes that the City’s in-force Plan is consistent with the PPS, and conforms to the Growth Plan, the Greenbelt Plan and the ROP that were in-force at the time of approval. Since the Plan’s approval, the PPS was updated in 2014, the Greenbelt Plan was updated in 2017, and the Growth Plan and was updated in 2019. Below is a more detailed outline of the proposal relative to the ROP and the Plan.

York Region Official Plan

The subject lands are designated **Urban Area** and are located on a **Regional Corridor** in accordance with Map 1 (Regional Structure) of the ROP. Lands designated **Urban Area** support a wide range and mix of uses and are intended to accommodate a significant portion of planned growth within the Region. **Regional Corridors**, together with **Regional Centres**, are identified as the primary locations for the most intensive and greatest mix of development within the Region. These areas are identified as focal points of economic and cultural activity and are to be developed in a sustainable and compact manner in accordance with intensification strategies identified at the local level. The applications will be reviewed in the context of the applicable policies in the ROP and will form part of a future recommendation report to Council.

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City of Richmond Hill Official Plan

The subject lands are located within the **Settlement Area** as identified in the ORMCP, and are designated **Key Development Area** in accordance with Schedule A2 (Land Use Plan) and located on a **Regional Corridor** in accordance with Schedule A1 (Urban Structure) in the Plan (refer to Map 3).

In accordance with the policies under **Section 4.4.1** of the Plan, the **Key Development Area** designation provides for mixed-use, transit-oriented development with requirements for base podium buildings and retail uses at grade fronting Yonge Street. The Plan intends for Secondary Plans to be undertaken for those lands designated **Key Development Area** to guide future development and intensification in these areas. The Plan affirms that until such time as Council has approved a Secondary Plan for the **Key Development Areas**, development applications are required to include a concept plan demonstrating that a proposal meets the land use and design policies of the Plan. As previously mentioned in this report, the Yonge and Bernard Key Development Area Secondary Plan was approved by Council in 2017, however, the Secondary Plan is currently under appeal before the LPAT and is not in force at this time.

In the absence of an in force Secondary Plan, **Policy 4.4.1.6** sets out that a development block within a **Key Development Area** is required to achieve a minimum density of 2.5 FSI and is limited to a maximum density of 3.0 FSI. In accordance with **Policy 4.4.1.9**, development within the Yonge and Bernard **Key Development Area** is required to achieve a minimum building height of 3 storeys, permitted to a maximum building height of 15 storeys with the largest buildings directed toward the intersection of Yonge Street and Bernard Avenue. Further, **Policy 4.4.1.10** requires that where development within a **Key Development Area** abuts low rise development within the **Neighbourhood** designation, it be additionally limited to a maximum height of three storeys, subject to providing for an angular view plane in accordance with **Policy 3.4.1.55** of the Plan to address built form compatibility and transition of building heights.

Development within the **Key Development Areas** is also subject to the design policies under **Section 4.4.2** of the Plan which speak to building a strong, vibrant identity and character as well as providing for walkable streets and people places. Additionally, all development is subject to the design criteria set out under **Section 3.4.1** of the Plan, which includes policies specific to high-rise residential buildings. Where proposed, high-rise buildings shall be designed to provide for appropriate separation of approximately 25 metres between towers, shall generally have a slender floorplate of approximately 750 square metres, and shall introduce step backs for tower elements proposed above base buildings to limit shadow and wind impacts and loss of skyview, as well as to create a defined street wall.

Regional Corridors are intended to function as key connections between centres in York Region and across the Greater Toronto Area. Lands located along **Regional Corridors** are anticipated to experience intensification to provide for a range and mix of

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land uses in a compact, pedestrian and transit oriented manner to support this form and function.

Pursuant to **Policy 3.2.1.1.18** of the Plan, all uses are permitted within the **Settlement Area**, including the creation of new lots which are otherwise permitted under the Plan, subject to the requirements of Section 19(3) and 31(4) of the ORMCP and **Section 3.2.1.1** of the Plan. It should also be noted that the subject lands are located within an Area of High Aquifer Vulnerability, in accordance with Schedule A5 (ORM Areas of High Aquifer Vulnerability and Wellhead Protection Areas) of the Plan (refer to Map 4). Areas of High Aquifer Vulnerability are susceptible to contamination. Certain uses that may cause contamination or negatively impact water quality, as described in **Policy 3.2.1.1.37**, are prohibited in these areas. The residential and commercial uses proposed do not conflict with these policies and are permitted.

Yonge and Bernard Key Development Area Secondary Plan

The Yonge and Bernard Key Development Area Secondary Plan (Secondary Plan) and implementing Zoning By-law 111-17 were approved by Council on November 20, 2017. The Secondary Plan was prepared in accordance with **Sections 5.1.5 and 5.1.10** of the Plan, to implement a vision, principles, and development concept for the Yonge and Bernard Key Development Area. By-law 111-17 was prepared with specific development standards and provisions intended to implement the Secondary Plan. Subsequent to adoption, both the Secondary Plan and By-law 111-17 were appealed to the OMB, now the LPAT.

The Secondary Plan sets out a vision for the Yonge and Bernard Key Development Area as a mixed-use area with a fine grained street network and a range of building types and forms, including townhouses, mid-rise and high-rise street related buildings, directing the highest buildings toward Yonge Street. The majority of the subject lands fall within the Corridor Character Area identified in the Secondary Plan, which is to host the tallest buildings and most dense forms of development to create a strong Yonge Street Corridor with main street character. To achieve this vision, the Secondary Plan sets out a maximum height of 15 storeys and a maximum density of 4.0 FSI for the subject lands. The southwest portion of the lands fall within the Interior Character Area, which is to serve as a built form transition between the higher density Corridor and Neighbourhood Edge. Development within the Interior Character Area is permitted to a maximum height of 10 storeys and a maximum FSI of 2.0. Where the site abuts low density development, the lands are identified as part of the Neighbourhood Edge, which is intended to provide a built form transition and is further limited to a maximum height of three storeys.

At its meeting on April 16, 2019, Council adopted a resolution proposing changes to the Secondary Plan and Zoning By-law that were later rescinded at its meeting on May 14, 2019, where Council also directed staff to seek an adjournment of the LPAT hearing and for staff to undertake further consultation with landowners and the community regarding the Secondary Plan and Zoning By-law for the KDA. City staff held a public

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consultation meeting on December 10, 2019 to seek comments on possible changes to the adopted Secondary Plan and implementing Zoning By-law, as well as the broader planning framework for the City and York Region.

It should be noted that the applicant is listed as an appellant to the Council adopted Secondary Plan and related Zoning By-law (By-law 111-17). A three week LPAT hearing has been scheduled for June 22, 2020 with respect to the appeals related to the Yonge and Bernard Key Development Area Secondary Plan and By-law 111-17 (LPAT Case Number PL180073).

Department and External Agency Comments:

The subject Official Plan Amendment and Zoning By-law Amendment applications, in addition to the associated background studies and reports submitted in support of these applications have been circulated to various departments and external agencies for their review and comment. The following is a summary of the comments received as of the time of writing of this report.

Urban Design Section

The City's Urban Design Section has identified concerns with the density, height, and number of towers proposed by the applicant and have provided high level comments relating to the overall site layout, design, and massing of the proposal. Specific concerns include the lack of transition proposed to adjacent low density and medium density residential areas and lack of achievement of the required 45 degree angular view plane; the treatment of the Yonge Street frontage and the surface parking proposed; and, the size and massing of the towers and the podium buildings and their impact on limiting site linkages and connections. Staff has suggested reviewing opportunities to relocate surface and structured parking below grade to reduce the coverage of the podium buildings and provide for an active public realm along Yonge Street. Staff has also recommended recessing buildings along Yonge Street, reducing tower floor plate sizes to 750 square metres, and providing visual and spatial breaks in the proposed podium structures to address massing and improve connectivity throughout the site (refer to Appendix A).

Development Planning Division

In consideration of the policies of the Plan which are relevant to the evaluation of the proposed development, staff provides the following preliminary comments:

- the mixed-use building format proposed for portions of the development proposal comprised of high density residential with commercial and retail uses at grade is permitted and encouraged within the **Key Development Area** designation fronting Yonge Street;
- the applicant shall be required to provide commercial/retail uses at grade in all buildings fronting Yonge Street in accordance with **Policy 4.4.1.5**;

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- the proposed tower heights of 25, 28, 29 and 29 storeys exceed the maximum height of 15 storeys permitted within the Yonge and Bernard **Key Development Area** as set out in **Policy 4.4.1.9**;
- the proposed density of 5.0 FSI exceeds the maximum density of 3.0 FSI permitted for a development block within a **Key Development Area** as set out in **Policy 4.4.1.6**;
- additional review is required to determine the appropriateness of the request to amend the policies of the Official Plan with respect to height and density, to be informed by the ongoing review of a future Site Plan application;
- additional review is required to determine the appropriateness of the site specific development standards proposed that request relief from the Zoning By-law, including the proposed height, setbacks, lot coverage, and density of the development;
- the applicant shall be required to demonstrate built form compatibility and transition of building heights in the development proposal including the provision of an angular plane to abutting low and medium density development within the **Neighbourhood** designation;
- the applicant will be required to demonstrate conformity with the high-rise urban design policies of the Plan;
- the applicant will be required to demonstrate that surface parking has been minimized and that where provided, is located at the sides or rear of buildings;
- additional review is required to determine the suitability of the proposed parking rates, as well as the proposed Transportation Demand Management measures;
- additional review is required to determine how the development proposal fits within the approval process of the Yonge and Bernard Key Development Area Secondary Plan;
- the applicant must satisfactorily address issues and requirements identified by City departments and external agencies that have been requested to review the applicant's development proposal. In this regard, it should be noted that a number of comments from the City departments and external agencies remain outstanding at the time of writing of this report; and,
- staff will continue to work with the applicant through the review of the form, content and appropriateness of the draft Official Plan and Zoning By-law Amendments.

Other City Department and External Agency Comments

Comments have also been received from Alectra Utilities, Canada Post, Hydro One, Rogers, the York Region District School Board and the York Catholic District School Board, in addition to the City's Building Services Division – Zoning Section, Community Services Department, Fire and Emergency Services Division, and Financial Services Division. These City Departments and external agencies have no objections to the applications and/or have provided comments to be considered by the applicant during the more detailed implementation stage of the approval process.

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Outstanding City Department and External Agency Comments

As of the writing of this report, comments remain outstanding from the City's Development Engineering Division, Park and Natural Heritage Planning Section, and the Building Services Division, as well as the Regional Municipality of York and the Toronto and Region Conservation Authority.

Financial/Staffing/Other Implications:

The recommendation of this report does not have any financial, staffing or other implications.

Relationship to the Strategic Plan:

The recommendation of this report does not have any direct implications with respect to the City's Strategic Plan. An overview of how the subject applications are aligned with the Strategic Plan will be included in a future recommendation report to Council following a comprehensive review and evaluation of the applicant's development proposal.

Conclusion:

The applicant is seeking Council's approval of its Official Plan Amendment and Zoning By-law Amendment applications to permit a high density mixed-use residential/commercial development on the subject lands. The purpose of this report is to provide Council and the public with an overview of the development proposal and to discuss the regulatory regime governing the evaluation of these planning applications. This report has been structured for information purposes only, with a recommendation that all comments be referred back to staff for consideration.

Appendix Contents and Maps:

The following attached documents may include scanned images of appendixes, maps and photographs. If you require an alternative format, please call the contact person listed in this document.

- Map 1 Aerial Photograph
- Map 2 Neighbourhood Context
- Map 3 Official Plan – Land Use Designation
- Map 4 Official Plan – ORM Areas of High Aquifer Vulnerability and Wellhead Protection Areas
- Map 5 Zoning
- Map 6 Proposed Site Plan
- Map 7 Proposed Perspective View (Northwest)
- Appendix A – Email from the Urban Design Section dated December 13, 2019

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Report Approval Details

Document Title:	Request for Comments - Official Plan and Zoning By-law Amendment - 10898, 10922, 10944 and 10956 Yonge Street.docx
Attachments:	- SRPRS.20.002_MAP_1_AERIAL_PHOTOGRAPH.pdf - SRPRS.20.002_MAP_2_NEIGHBOURHOOD_CONTEXT.pdf - SRPRS.20.002_MAP_3_OFFICIAL_PLAN_LAND_USE_DESIGNATION.pdf - SRPRS.20.002_MAP_4 ORM AREA OF HIGH_AQUIFER_VULNERABILITY.pdf - SRPRS.20.002_MAP_5_ZONING.pdf - SRPRS.20.002_MAP_6_PROPOSED_SITE_PLAN.pdf - SRPRS.20.002_MAP_7_PERSPECTIVE_VIEW_LOOKING.pdf - SRPRS.20.002_Appendix A.pdf
Final Approval Date:	Jan 7, 2020

This report and all of its attachments were approved and signed as outlined below:

Gus Galanis - Jan 7, 2020 - 12:28 PM

Kelvin Kwan - Jan 7, 2020 - 12:40 PM

Neil Garbe - Jan 7, 2020 - 1:43 PM