

STAFF REPORT ACTION REQUIRED

571 Dundas Street West, 20 Vanauley Street and 91 Augusta Avenue – Official Plan and Zoning Amendment Applications – Preliminary Report

Date:	March 21, 2011
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina
Reference Number:	11-143142 STE 20 OZ

SUMMARY

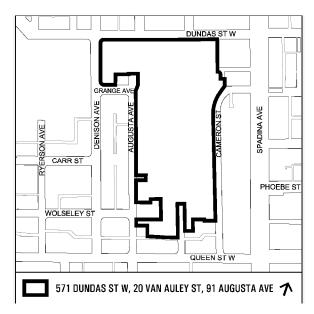
This application was made after January 1, 2007 and is subject to the new provisions of the *Planning Act* and the *City of Toronto Act*, 2006.

The applications propose the revitalization of the Atkinson Housing Co-operative and the Alexandra Park Apartments with zero displacement of the existing tenants. The master plan proposes to demolish and replace 333 townhouse and apartment units, renovate and retain 473 apartment units, and to add

1,540 market condominium and townhouse units, and to include retail at grade in appropriate locations. The master plan also proposes an extended public street network, a series of public parks, and private and shared outdoor amenity spaces.

The replacement and market townhouse units are proposed to be 3 storeys in height, while the replacement rental apartment building and market condominiums range in height from 5 to 19 storeys.

This report provides preliminary information on the above-noted applications and seeks Community Council's directions on further processing



of the applications and on the community consultation process.

At least one community consultation meeting with the existing tenants and the broader community will be scheduled in consultation with the Ward Councillor. Toronto Community Housing Corporation (TCHC) submitted a separate application for permission to demolish rental housing under Section 111 of the *City of Toronto Act*, which will be reviewed concurrently with the subject applications. TCHC will need to submit an application for Plan of Subdivision approval under Section 51 of the *Planning Act* and it is intended that all necessary approvals will be reported on and considered at the same Public Meeting under the *Planning Act* and *City of Toronto Act* in first half of 2012.

RECOMMENDATIONS

The City Planning Division recommends that:

- 1. Staff be directed to schedule a community consultation meeting for the lands at 571 Dundas Street West, 20 Vanauley Street and 91 Augusta Avenue together with the Ward Councillor.
- 2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
- 3. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.
- 4. City Council authorize and direct the Chief Planner and Executive Director, City Planning Division, to defer payment of all planning application fees, exclusive of base fees, until such time as the amount of gross floor area in each phase of development to be comprised of non-profit housing is known and the fees for the market housing can be determined.
- 5. City Council authorize City Solicitor to enter into an agreement with Toronto Community Housing Corporation setting out the terms and conditions of the deferral, acceptable to the Chief Planner and Executive Director, City Planning Division and in a form acceptable to the City Solicitor.

Financial Impact

The recommendations in this report have no financial impact.

Pre-Application Consultation

Toronto Community Housing Corporation (TCHC) hosted a pre-application community consultation meeting with existing tenants on February 12, 2011. The proposal presented to the community resembles the application submitted to the City. The tenants in attendance did not raise any issues that would require substantial changes to the proposed master plan.

ISSUE BACKGROUND

Proposal

TCHC engaged the existing tenants in an extensive community visioning process and one of the outcomes of the process was the following ten guiding principles:

- 1. Zero displacement;
- 2. Providing good housing;
- 3. Providing more than housing;
- 4. Planning together first;
- 5. Minimizing disruption;
- 6. Protecting tenant rights;
- 7. Developing connections
- 8. Ensuring participation;
- 9. Nurturing a green, clean and beautiful community; and
- 10. Enhancing opportunities.

These guiding principles have directed the work of TCHC's planning and design consultants –Urban Strategies, Inc. – in devising the proposed master plan.

The master plan proposes to demolish and replace 333 Atkinson Housing Co-operative ("Atkinson Co-op") units, of which 263 are townhouses and 70 are apartment units, while introducing approximately 1,540 market units (1,531 condominium and 9 townhouses). The replacement and market townhouse units are proposed to be three storeys in height, while the replacement rental apartment building and market condominiums range in height from 5 to 19 storeys. Three existing buildings (73-75 Augusta, 91 Augusta and 20 Vanauley) will be retained and are proposed to be renovated. The table below outlines the proposed breakdown of units.

Proposed Number of Units (Total = 2,346 units)								
Atkinson Co-op			TCHC		Market			
Replacement Townhouse	Replacement Apartment	73-75 Augusta Avenue (retained)	Alexandra Park Seniors' Apartment (retained)	Queen Vanauley (retained)	Condominium (new)	Townhouse (new)		
183	150	77	257	139	1,531	9		
Total: 410			Total: 396		Total: 1,540			

The proposed extended street network is intended to improve connectivity through the site, while at the same time discouraging auto-infiltration into the neighbourhood. The proposal includes two new public streets (Grange Court and Carr Street), two extensions of existing public streets (Augusta Avenue and Vanauley Street) and the realignment of

Cameron Street. Carr Street is designed as a "Woonerf" street, with a narrow right-ofway to give priority to pedestrians and cyclists.

The master plan proposes an open space system centred on a continuous green spine that runs north-south through the site. Connected to the proposed green spine are three new public parks. Outdoor private space is also proposed throughout the site and will allow tenants and residents to have access to and share outdoor amenity space.

Staff created a webpage to offer members of the public access to application materials and updates on the progress of the development review process. The link is http://www.toronto.ca/planning/alexpark.htm.

History and Governance

Ontario Housing Corporation (Metro Toronto Housing and the Metro Toronto Housing Company Limited) developed the residential neighbourhood, Alexandra Park in 1968 and in 1986 CityHome constructed the Queen Vanauley apartment building. In 2003, Alexandra Park became the Atkinson Housing Co-operative Inc., the first public housing project in Canada to convert to a non-profit housing co-operative.

Today, the Atkinson Co-op manages a majority of the site, while TCHC manages the Alexandra Park Apartments and Queen Vanauley apartments. A breakdown of the existing units is provided in the Site and Surrounding Area section of this report. Atkinson Co-op and TCHC entered into a long term lease and operating agreement for the management of 410 townhouse and apartment units. The residents of these units are not TCHC tenants. The operating agreement expires in December 2013 and the lease in 2023.

Site and Surrounding Area

The site is located in downtown Toronto and is situated between Queen Street West to the south, Spadina Avenue to the east, Dundas Street West to the north and Augusta Avenue to the west. The site is approximately 7 hectares (18 acres) in size and has a population of approximately 2,500 residents housed in 806 existing rental units. With the exception of 81 market-rental units in the Queen Vanauley building, the remaining rental units are rent-geared-to-income. The existing units are spread throughout the site in townhouse and apartment form. The table below outlines the type and number of units by management.

Existing Number of Units (Total = 806 units)						
Atkinson Co-op			TCHC			
Townhouse	Apartment 170 Vanauley 73-75 Augusta Walk Avenue		Alexandra Park Seniors Apartment	Queen Vanauley		
263	70	77	257	139*		
Total: 410			Total: 39	6		

^{*81} units have market rent levels

The Alexandra Park Community Centre is located at the north-east end of the site and offers programs and services to Alexandra Park residents and the surrounding community. TCHC's planning consultants identified the community centre as being one of the buildings within the site in most need of repair and many spaces are inadequate for meeting program requirements.

Other non-residential uses on the site include the City-operated Alexandra Park Child Care Centre at 75 Augusta Avenue and a small general store within the same building. CareFirst provides support services to seniors in the Alexandra Park Seniors Apartment.

The site features approximately 403 trees of varying size and species, which provides an extensive green canopy above the site in the spring and summer months.

The site has approximately 245 parking spaces, most of which are located in surface lots at the edges of the site, while the Queen Vanauley building has one level of underground parking. Vehicular access into the interior of the site is limited to emergency vehicles. There exists a network of pedestrian pathways through the site to accommodate access.

To the north and across Dundas Street West are one to three-storey buildings with retail at the ground level with a Dundas frontage. Directly east and across Cameron Street are retail and residential buildings with frontage on Spadina Avenue, ranging in height between 3 to 10 storeys. To the south are mixed residential/commercial buildings with frontage on the Queen Street West Heritage Conservation District. To the west of the site and across Augusta Avenue are low-rise residential dwellings. Across Denison Street at the north end of the site is Ryerson School and the Scadding Court Community Centre.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The Official Plan (OP) Urban Structure Map 2 identifies the subject site as part of the Downtown and Central Waterfront. The subject site is designated as *Neighbourhoods* in the OP.

The OP contemplates that the *Downtown* will see new development to house residents and jobs. The advantage of developing residential units in the *Downtown* is that it offsets the need for in-bound commuting each day by creating "accessibility through proximity". The *Downtown* policies provide that a full range of housing opportunities be encouraged through sensitive infill within the *Downtown Neighbourhoods* (Policy 2.2.1.4.b).

The stability of the physical character *Neighbourhoods* is a key theme of the OP. Any physical changes to established *Neighbourhoods* must be sensitive, gradual and generally "fit" the existing physical character. *Neighbourhoods* are considered to be physically stable areas and the related policies require new development to respect and reinforce the existing pattern of streets and open space, built form, height, massing and scale of nearby residential developments.

Healthy Neighbourhoods Policy 2.3.1.3 requires intensification of lands adjacent to *Neighbourhoods* to be carefully controlled so that neighbourhoods are protected from negative impact. This policy also provides for City Council to determine at an early point in the process whether a Secondary Plan, area specific zoning or policy is required whenever significant intensification is proposed for lands adjacent to a *Neighbourhood*.

Building New Neighbourhoods (OP Chapter 3.3) provides policies to help guide a comprehensive planning framework in the development of new neighbourhoods where new infrastructure, streets, parks and local services are needed to support new development and connect them with the surrounding fabric of the City. The policies state that new neighbourhoods will:

- have a comprehensive planning framework that reflects the OPs city-wide goals as well as the local context (Policy 3.3.1);
- be viable as communities (Policy 3.3.2); and
- be carefully integrated into the surrounding fabric of the City (Policy 3.3.3).

The OP provides Public Realm policies that help guide the development of streets, sidewalks and boulevards. Policy 3.1.1.6 sets out parameters that the design of sidewalks and boulevards provide safe, attractive, interesting and comfortable spaces for pedestrians. Policy 3.1.1.14 outlines design considerations for new streets, including providing connections between adjacent neighbourhoods, dividing larger sites into smaller development blocks, providing access and addresses for new developments, allowing the public to freely enter without obstruction, creating adequate space for pedestrians, bicycles and landscaping, and providing access for emergency vehicles. Policy 3.1.1.15 states that all new streets should be public streets and where appropriate, private streets should be designed to integrate into the public realm and meet the design objectives for new streets. The Public Realm policies provides further guidance on the development of new city blocks and development lots (Policy 3.1.1.16) and new parks and open spaces (Policy 3.1.1.17), both of which are applicable to the subject applications.

The Housing section of the Official Plan (3.2.1) sets out policies concerning the provision of a full range of housing, and maintaining and replenishing the housing stock within the City. In particular, Policy 3.2.1.7 addresses the redevelopment of social housing properties and requires that proposals which seek to remove social housing units, will secure:

- a) full replacement of the social housing units;
- b) replacement social housing units at rents similar to those at the time of the application, including the provision of a similar number of units with rents geared to household income; and
- c) an acceptable tenant relocation and assistance plan addressing provision of alternative accommodation for tenants at similar rents, including rent-geared-to-income subsidies, right-of-first-refusal to occupy one of the replacement units and other assistance to mitigate hardship.

Zoning

On August 27, 2010, City Council enacted a new city-wide Zoning By-law for the City of Toronto. By-law 1156-2010 has been appealed in its entirety and is now before the Ontario Municipal Board. No hearing dates have been set. While the By-law is under appeal, the provisions of both the former zoning by-laws and the new zoning by-law are in effect for sites that are subject to By-law 1156-2010.

Under By-law 1156-2010, the subject site is zoned R (d1.0) (x853) which permits a range of residential uses, while non-residential uses are limited to small scale retail stores, community centres, libraries and private-home day cares. The maximum permitted density is 1.0 times coverage with a building height limit of 12.0 metres. An excerpt from the zoning map in By-law 1156-2010, as it relates to the subject property, is shown on Attachment 3.

The former City of Toronto Zoning By-law (438-86) zones the site R3 Z1.0 with a maximum building height of 12.0 metres. A range of housing forms are permitted, including apartments, to a maximum density of 1.0 times the area of the lot. The By-law permits a limited scope of non-residential uses permitted in an R3 zone, including parks, playgrounds, community centres, and others. An excerpt from the zoning map in By-law 438-86, as it relates to the subject property, is shown on Attachment 4.

Site Plan Control

The proposal is subject to Site Plan Control; however the applicant has yet to submit their applications for site plan approval at the time of writing this report. It is anticipated that TCHC will make separate site plan approval applications for each phase of development.

Plan of Subdivision

Given that the master plan proposes to convey new streets and extension of existing streets to the City, as well as conveying parkland to the City, an application for Plan of Subdivision is required. The plans of subdivision will also include detailed information on new municipal infrastructure, lot and block patterns and the creation of easements for municipal services. TCHC has yet to submit their application for draft plan of subdivision at the time of writing this report.

Tree Preservation

The site features approximately 400 trees, 44 of which are trees within the City's road allowance. The City Street Tree By-law (Municipal Code Chapter 813, Trees, Article II, 'Trees on City Streets') and the Private Tree By-law (Municipal Code Chapter 813, Trees, Article III, 'Private Tree Protection') will both apply to the submitted applications. TCHC submitted a Tree Preservation Report in support of their applications for removal and replacement of trees, which City staff will review.

Rental Housing

The proposal involves the replacement of 333 Atkinson Co-op units through the demolition of all existing Atkinson Co-op townhomes and the apartment building located at 170 Vanauley Walk (70 apartment units). Policy 3.2.1.6 of the Official Plan states that new development that would result in the loss of six or more rental housing units will not be approved unless at least the same number, size and type of rental housing units are replaced and maintained with rents similar to those when the development application is made. Chapter 667 of the City of Toronto Municipal Code prohibits the demolition of rental housing without a permit issued under Section 111 of the *City of Toronto Act*.

TCHC submitted a housing issues report in support of their application and staff will review the report against the housing policies of Chapter 3.2.1 of the OP, in particular policy 3.2.1.7 (cited above in Official Plan section of this report). TCHC also submitted an application under Section 111 of the *City of Toronto Act* which staff will evaluate concurrently with the related *Planning Act* applications.

Community Services and Facilities

The OP policies in Chapter 3.2.2 provide for the provision of an adequate and equitable range of community services and facilities, particularly in areas of major or incremental physical growth. Policy 3.2.2.5 provides for the development of community service strategies to provide new social infrastructure and facilities in under-serviced areas. The OP requires these strategies and implementation mechanisms to be provided for residential and mixed use sites generally greater than five hectares.

TCHC's planning consultant is working with students from Ryerson University's School of Urban and Regional Planning to prepare the required Community Services and Facilities Study.

Transportation

The master plan proposes a network of new public streets, a system of laneways and a series of driveways leading into underground parking garages. In support of their applications, TCHC submitted a Transportation Considerations Report, which includes a Transportation Impact Study, Traffic Operations Assessment and Parking and Loading studies.

Parks and Open Space

The OP directs new parks to provide appropriate space and layout for recreational needs and to front onto streets for good visibility, access and safety. The master plan proposes approximately 1 hectare (2.5 acres) of new parkland and a series of courtyards providing outdoor amenity space.

Cultural Heritage

There are no buildings within the site which are listed or designated under the *Ontario Heritage Act*. Upon review of the application, Heritage Preservation Services staff may require an archaeological assessment of the site.

Reasons for the Application

An application to amend the Official Plan is required as the proposed high- and mid-rise apartment forms are not contemplated by the existing *Neighbourhoods* designation on the site. An Official Plan Amendment is also required as the redevelopment proposes a new pattern of streets, built form and open space that intensifies land uses on and in proximity to lands designated *Neighbourhoods*.

An application to amend the Zoning By-law is required to permit the height, densities and mix of uses proposed on the site, as well as to establish appropriate performance standards to facilitate the proposal.

Staff will also concurrently review the proposed application to demolish and replace rental housing under Section 111 of the *City of Toronto Act*.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Rationale;
- Sun/Shadow Study;
- Housing Issues Report;
- Green Development Checklist;
- Tree Preservation Report;
- Transportation Considerations Report (includes Transportation Impact Study, Traffic Operations Assessment and Parking and Loading studies);
- Functional Servicing Report; and
- Geotechnical Study.

A Notification of Incomplete Application issued on March 16, 2011 identifies the outstanding material required for a complete application submission as follows: Community Services and Facilities Study, Pedestrian Level Wind Study and Urban Design Guidelines.

Toronto Green Standard

The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and support green industry.

The TGS Checklist has been submitted by the applicant and is currently under review by City staff for compliance with the Tier 1 performance measures.

Issues to be Resolved

On a preliminary basis, staff have identified the following issues. Additional issues may be identified through the review of the application, agency comments and the community consultation process.

Appropriate Building Heights, Densities and Massing

Staff will review the proposed master plan against the OP's Built Form policies along with the City's Mid-Rise Building Study, Infill Townhouse Design Guidelines, and the Tall Buildings Guidelines.

Setbacks, Separation, Privacy

Staff will review the proposed built form to ensure that appropriate mitigation measures are provided with respect to building setbacks and separation to limit negative impacts created by an intense and compact development.

Rental Housing

Staff will assess the submitted Housing Issues Report and the proposed tenant relocation and assistance plans and adequacy of construction mitigation strategies to be implemented during construction.

Tree Preservation

In order to facilitate the development of the proposal, a number of mature trees will need to be removed. Staff will review the proposed removal of existing trees against the replanting plan to ensure that as many trees can be saved, while not negatively impacting the redevelopment plans.

Access, Parking

Staff will assess the appropriateness of the overall site organization and how the proposed new buildings are integrated into the proposed public street network and laneway system.

New Parkland

In reviewing the proposed master plan, staff will review the appropriateness of the proposed new public parks.

New Streets

Staff will review the proposed new street and laneway network against the OP's Public Realm policies and the City's Development Infrastructure Policy and Standards (DIPS), which City Council adopted on December 5, 6, 7, 2005. DIPS recommends criteria for the approval and design of both new public and private streets and reflects the City's design objectives for new streets and include policies generated through consultation between various City divisions, the public and members of the development community.

Implementation

The Alexandra Park master plan proposes a comprehensive development with an expected phased build-out within 15-years. Staff will apply regulatory planning tools to ensure Alexandra Park master plan's vision is secured for the long-term. Some of the tools are provided through the legislative authority of the *Planning Act* and *City of Toronto Act*, some are guidelines and strategies to be adopted by City Council, and others are actions to be taken by the City to achieve Alexandra Park's revitalization. Staff will work closely with TCHC in devising this regulatory planning framework.

Deferral of Planning Application Fees

The master plan proposes the initial breakdown of non-profit housing and market housing, which has not been finalized by TCHC. Staff anticipate that the breakdown will be finalized by the time Site Plan Approval is sought. At this time, staff cannot calculate accurate planning applications fees, given that fees are calculated by proposed gross floor area (GFA), in addition to required base fees. In 2000, City Council exempted non-profit housing from planning applications fees, building permit fees and parkland dedication requirements. As such, the additional fees based on GFA will be based on the proposed market housing GFA.

At the time of submission, TCHC paid the base fees for the applications to amend the Official Plan and Zoning By-law. Recommendations number 4 and 5 of this report direct and authorize the Chief Planner to defer the additional planning application fees (excluding base fees) until such time as the GFA for market and non-profit housing is known. Staff will set out the terms and conditions of the fee deferral through a Memorandum of Understanding between the City and TCHC. Staff have applied similar practices in the cases of the Regent Park and Lawrence Heights.

CONTACT

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SIGNATURE

Gregg Lintern, MCIP, RPP Director, Community Planning, Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan

Attachment 2: Proposed Master Plan

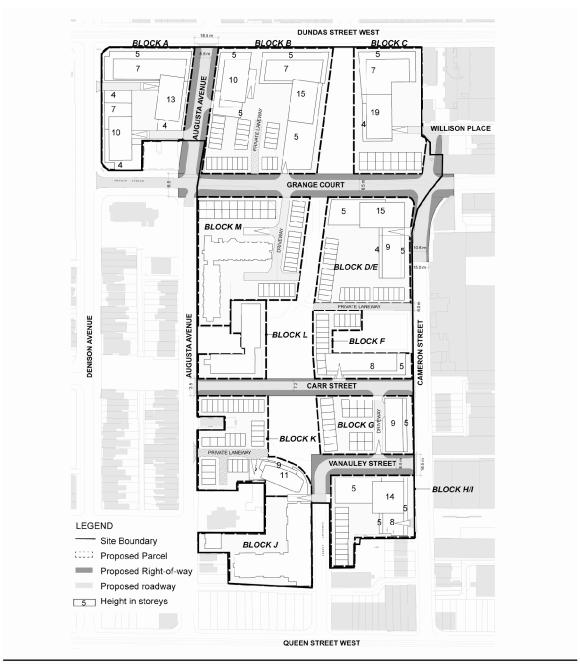
Attachment 3: Zoning (City of Toronto By-law 1156-2010)

Attachment 4: Zoning (for the former City of Toronto By-law 438-86)

Attachment 5: Official Plan

Attachment 6: Application Data Sheet

Attachment 1: Site Plan



Site Plan

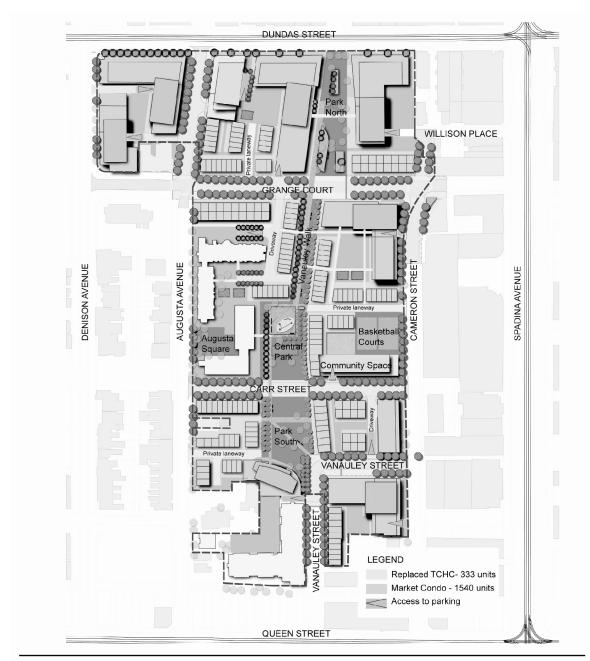
Applicant's Submitted Drawing

Not to Scale 03/23/11

Not to Scale 1/12

File # 11_143142

Attachment 2: Proposed Master Plan



Master Site Plan

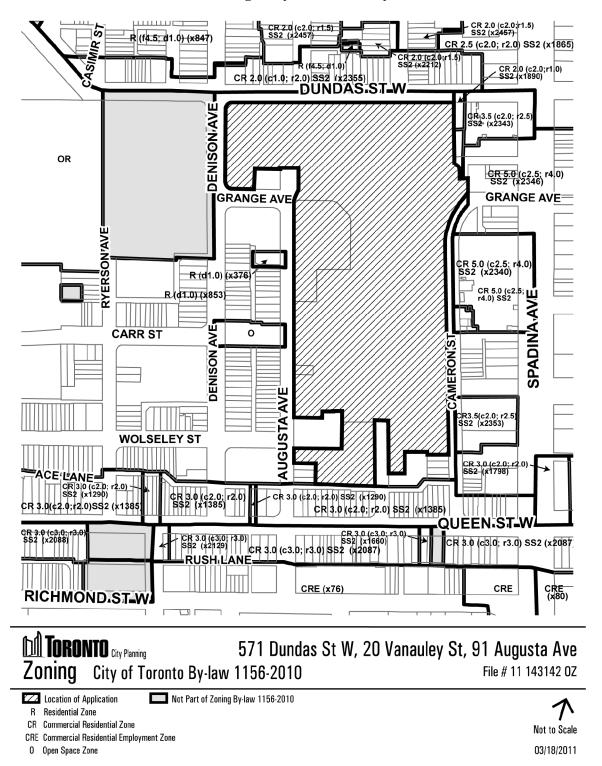
Applicant's Submitted Drawing

Not to Scale 03/23/2011 1

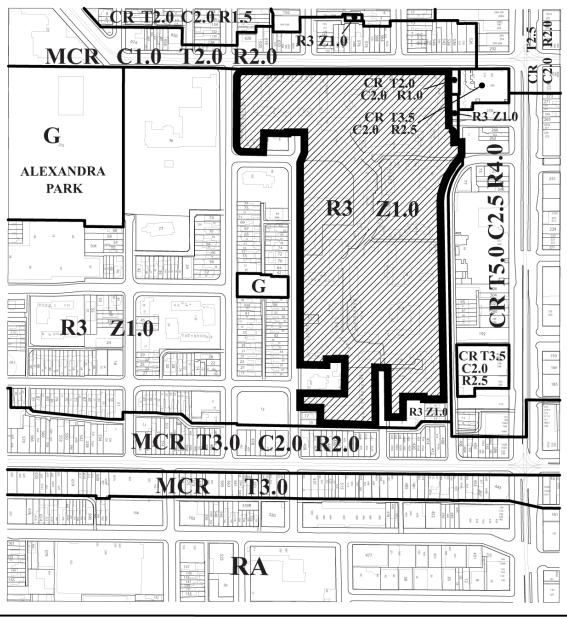
571 Dundas Street West 20 Vanauley Street and 91 Augusta Avenue

File # 11 143142

Attachment 3: Zoning (City of Toronto By-law 1156-2010)



Attachment 4: Zoning (for the former City of Toronto By-law 438-86)



TORONTO City Planning
Zoning City of Toronto By-law 438-86

571 Dundas Street West 20 Vanauley Street and 91 Augusta Avenue File # 11 143142

G Parks District

R3 Residential District

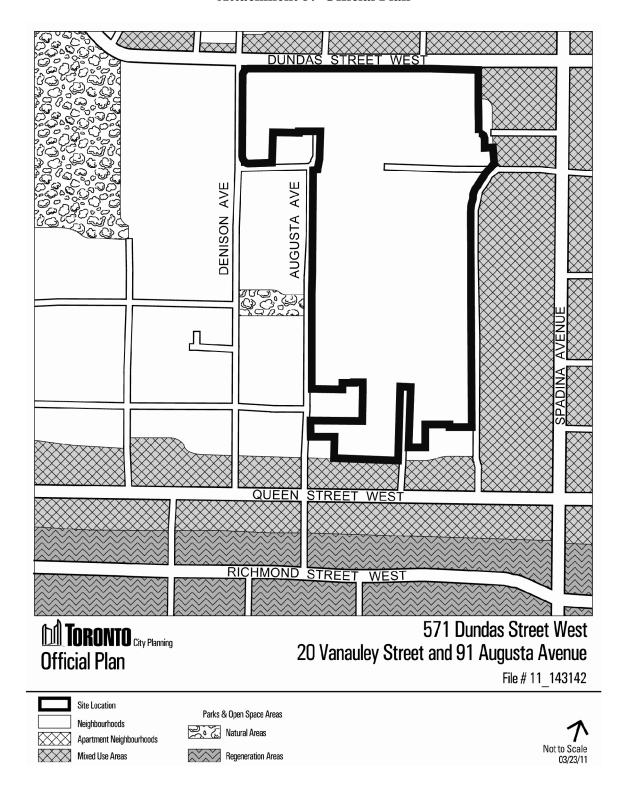
CR Mixed-Use District

MCR Mixed-Use District



Not to Scale Zoning By-law 438-86 as amended Extracted 03/23/2011

Attachment 5: Official Plan



Attachment 6: Application Data Sheet

Application Type Official Plan Amendment & Rezoning Application Number: 11 143142 STE 20 OZ

Details OPA & Rezoning, Standard Application Date: March 11, 2011

571 DUNDAS ST W, 20 VANAULEY ST, 91 AUGUSTA AVE Municipal Addresses:

PLAN 88 LOTS 10 TO 33 CLSD LANE PLAN 333 LOTS 1 TO LOT 25 PLAN D94 LOTS 1 Location Description:

TO 4 CLSD GRANGE **GRID S2010

Project Description: Official Plan Amendment and Rezoning applications are to permit the revitalization and

> redevelopment of Alexandra Park and Atkinson Housing Co-op. The master plan proposes to demolish and replace 333 townhouse and apartment units, renovate and retain 473 apartment units, and incorporate 1,540 market condominium and townhouse units. The master plan also proposes an extended public street network, a series of public parks, and private and shared

outdoor amenity spaces.

Applicant: Architect: Agent: Owner:

URBAN STRATEGIES TORONTO COMMUNITY HOUSING CORPORATION

INC

PLANNING CONTROLS

Neighbourhoods Site Specific Provision: Official Plan Designation:

Zoning: R3 Z1.0 **Historical Status:**

Height Limit (m): 12 Site Plan Control Area:

PROJECT INFORMATION

Site Area (sq. m): 73843 Height: Storeys: 19 Frontage (m): 253 Metres: 57

270 Depth (m):

Total Ground Floor Area (sq. m): 31950 **Total**

Total Residential GFA (sq. m): 198360 Parking Spaces: 1035 7 Total Non-Residential GFA (sq. m): 2739 **Loading Docks**

Total GFA (sq. m): 201099 43.3 Lot Coverage Ratio (%): Floor Space Index: 2.72

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Rental, Condo		Above Grade	Below Grade
Bedrooms (Type N/A):	2013	Residential GFA (sq. m):	198360	0
Bachelor:	0	Retail GFA (sq. m):	1660	0
1 Bedroom:	14	Office GFA (sq. m):	0	0
2 Bedroom:	56	Industrial GFA (sq. m):	0	0
3 + Bedroom:	263	Institutional/Other GFA (sq. m):	1079	0
Total Units:	2346			

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