

89-109 Niagara Street - Zoning Amendment Application - Preliminary Report

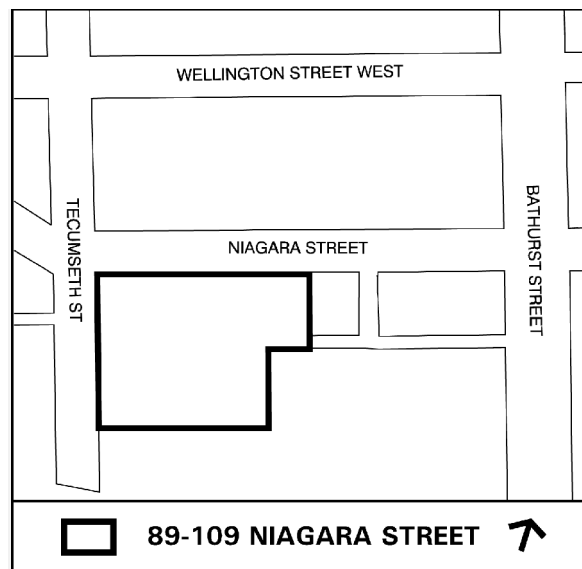
Date:	April 23, 2012
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 19 – Trinity-Spadina
Reference Number:	12 130868 STE 19 OZ

SUMMARY

This application proposes the redevelopment of the lands at 89-109 Niagara Street for a new mixed-use development which includes the retention and reuse of the existing heritage buildings on the site and the addition of two residential towers 15 and 19 stories in height. The proposed uses include two ground floor commercial units and 359 residential dwellings, 27 of which are live/work units.

This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

Staff recommend that a Community Consultation Meeting be scheduled for June 2012. Staff anticipate submitting a final report on the application to Community Council in the fourth quarter of 2012. These target dates assume that the applicant will provide all required information in a timely manner.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 89-109 Niagara Street 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.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

There are no previous planning applications or decisions for the subject property.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant in August 2011 to discuss complete application submission requirements.

Staff supported the retention of the heritage buildings fronting Niagara Street. The applicant was advised that the subject site is not suitable for tall buildings considering the surrounding low-rise residential community and that any proposed development should generally adhere to the mid-rise building design guidelines.

ISSUE BACKGROUND

Proposal

The proposed mixed-use development entails the retention and restoration of the existing heritage buildings fronting onto Niagara Street. Two new residential towers of 15 storeys (46 metres) and 19 storeys (58 metres) are proposed south of the heritage buildings, rising from a two-storey podium containing townhouse units. The total site area is 6,497 square metres and the total gross floor area of the development is 30,535 square metres, providing a floor space index (density) of 4.7 times the lot area.

The heritage buildings are proposed to have two commercial units, both with a ground floor and basement level, with a combined floor area of 1,037 square metres. Additional commercial/industrial floor space will be potentially available in 27 live/work units that have a combined floor area of 2,169 square metres. The remainder of the heritage buildings will include 69 residential units. The new residential towers will have 263 residential units, including 20 townhouses at grade with direct exterior access. Overall, there will be a total of 359 residential units including the live/work units.

Staff report for action – Preliminary Report - 89-109 Niagara St

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Indoor amenity space for the residential towers shall be primarily located on the third floor of both towers, as well as small components on the ground level, for a total of 567 square metres. The existing heritage buildings will have a total of 151 square metres of indoor amenity space, primarily on the basement level. Outdoor amenity space will comprise the balconies on the proposed towers, the townhouse patios, a pool deck on top of the podium between the two towers, and the courtyard space at the centre of the site. The shared outdoor amenity space has a total area of 963 square metres.

A total of 271 parking spaces are proposed, composed of six residential visitor spaces at ground level, 16 residential visitor spaces underground on P1, ten commercial spaces on P1, two car-share spaces on P1, and 231 residential spaces throughout P1, P2, and P3.

Bicycle storage will be primarily located on P1, P2 and P3 in 153 individual lockers, each behind a residential parking space. A bicycle storage room for 14 bicycles is proposed at ground level at the base of the 15-storey building. Outdoor bicycle parking for 46 bicycles will be located both in front and behind the heritage buildings in six separate locations.

The entire site will have a centralized loading and garbage/recycling facility with one loading space located at the rear of the corner heritage building that faces both Niagara Street and Tecumseth Street.

The only vehicular point of ingress will be from Tecumseth Street. Vehicles may exit the site via the same route or through a one-way breezeway through the heritage building to Niagara Street. There is some evidence that the proposed breezeway was once open to vehicles through a currently sealed archway.

The proposed development is illustrated on Attachments 1 through 3. Further statistical information regarding the proposed development is provided on Attachment 5: Application Data Sheet.

Site and Surrounding Area

The site, located at the southeast corner of Niagara Street and Tecumseth Street, has a total area of 6,497 square metres (0.65 hectares) with 98.5 metres of frontage on Niagara Street and 74.1 metres of frontage on Tecumseth Street. The site depth is fairly uniform, ranging from 74.1 metres to 74.6 metres, except for the most easterly portion, recognized as 89-91 Niagara Street, where the depth is only 30.6 metres. The site slopes downwards from north to south.

In the early 1800s the site was located on the east side of the Garrison Creek ravine, which generally ran parallel with Niagara Street and encompassed the old Garrison, otherwise known as Fort York, at the mouth of the ravine. The first building constructed on the site was the Garrison Hospital in 1835. After the construction of the railway corridor located just south of the site in 1855 the hospital was converted to industrial and

commercial uses. Garrison Creek was rechanneled through a brick sewer and buried in the late 1880s.

The Garrison Hospital was demolished by the early 1880s to allow for more intensive industrial development with a private railway siding. The existing heritage buildings, ranging from three to five storeys in height, were all constructed between 1883 and 1887. The buildings were all originally designed as factories producing felt hats, doors, window sashes and blinds, carriage parts, pianos and furniture. By 1906 the National Casket Company had replaced most of the original uses and consolidated the site. Additional one and two-storey workshops were then constructed behind the heritage buildings. Casket manufacturing was the principle use of the site until 1973, which explains the common reference to the buildings as the "coffin factory."

The existing buildings are currently occupied by approximately 70 commercial and industrial tenants, including a range of artists' studios and workshops. The total gross floor area is 8,350 square metres. All existing buildings fronting onto Niagara Street have been listed in the City's Inventory of Heritage Properties since 2005.

The site is surrounded by a variety of uses, described as follows:

North: Facing the site on the north side of Niagara Street there are two one-storey commercial buildings, one of which may be redeveloped as a five-storey residential building pending the decision of the Ontario Municipal Board (OMB) which will be released in the near future. Two-storey townhouses surround the two existing commercial buildings.

East: Towards Bathurst Street on the north side of Niagara Street there are two residential condominium buildings with heights of six-storeys and eleven-storeys and on the south side of Niagara Street there are several two-storey townhouses, a city-owned daycare centre behind the townhouses, and a three-storey city-owned transitional housing building next to the daycare centre.

South: Adjacent to the site is a vacant property owned by the City, followed by the CN/CP rail corridor, Historic Fort York, and the high-rise Fort York neighbourhood.

West: There is a large abattoir on the west side of Tecumseth Street, a small restaurant at the southwest corner of Tecumseth Street and Niagara Street, several 2½-storey townhouses further west on the south side of Niagara Street and a few detached houses on the north side of Niagara Street.

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 subject site and adjacent lands are designated *Employment Districts* on Map 2 – Urban Structure, which under policy 2.2.4.1 are to "be protected and promoted exclusively for economic activity in order to: (b) attract new and expand existing employment clusters that are key to Toronto's competitive advantage."

The subject site is designated *Employment Areas* on Map 18 – Land Use Plan, as illustrated on Attachment 5: Official Plan. Typically *Employment Areas* do not permit residential uses, however the subject site is within Area 2 of the Garrison Common North Secondary Plan, which allows residential uses as per the following policy:

- 14.10.2 On the lands shown as 2 on Map 14-1 a mix of employment and residential uses is permitted provided that employment uses are restricted to those compatible with adjacent and neighbouring residential uses in terms of emissions, odour, noise and generation of traffic.

Other relevant policies of the Garrison Common North Secondary Plan indicate that new development:

- will provide for "a range of housing types in terms of size, type, affordability and tenure;"
- "be sensitive to and protect industrial" uses;
- design "new buildings...to easily adapt to conversion, with a particular focus on street level spaces" to "promote future flexibility in use;" and
- "will provide for a range of dwelling types, with an emphasis on grade related units that are suitable for households with children."

Section 3.1.2.3 deals with built form and indicates that "new development will be massed to fit harmoniously into its existing and/or planned context, and will limit its impacts on neighbouring street and properties by: b) creating appropriate transitions in scale to neighbouring existing and/or planned buildings."

Zoning

The northerly portion of the site that includes all the heritage buildings is zoned *Residential (R3 Z1.5)* with a maximum floor space of 1.5 times the lot area. This zone permits a range of housing types including apartment buildings. Live/work units for certain service uses are permitted if the business is accessory to a dwelling unit.

The remaining southerly portion of the site that includes the one and two-storey workshops is zoned *Industrial (I1 D3)* with a maximum floor space of three times the lot area. This zone permits a variety of workshops and studios, service shops and wholesaling establishments but not retail stores or restaurants.

The current zoning map is illustrated on Attachment 4: Zoning.

Site Plan Control

The proposed development will require an application for Site Plan Control, which has not yet been submitted.

Tree Preservation

There is one tree on Niagara Street in the public right-of-way that will not be impacted by the proposed development.

There are two trees on private property that are regulated by the Private Tree Bylaw. Both of these trees will need to be removed to allow the proposed development.

Reasons for the Application

The re-zoning application is necessary to allow residential uses on the southern portion of the site, as well as to allow the proposed increase in density and height.

Further review of the proposal may identify other issues of zoning non-conformity.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Heritage Impact Assessment
- Planning Rationale and Community Services Study
- Traffic Impact Study
- Sun/Shadow Study
- Environmental Noise & Vibration Study
- Functional Servicing Report
- Stormwater Management Report

- Phase II Environmental Assessment
- Arborist Report
- Toronto Green Development Standard Checklist

A Notification of Complete Application was issued on March 30, 2012. Planning staff will determine, as part of the review, whether an Official Plan Amendment is required to allow the proposed development without a significant employment / non-residential component.

Issues to be Resolved

The following issues and concerns have been identified by City Planning:

- Appropriateness of height and overall massing of proposed residential buildings.
- Protection of existing employment uses and inclusion of sufficient, appropriate additional non-residential uses.
- Protection and restoration of heritage buildings and appropriateness of the proposed built form in relation to the heritage buildings.
- Traffic impact of proposed development.
- Compatibility with neighbouring industry including mitigation of any noise and odour impacts from the industry.
- Mitigation of noise impacts from rail corridor.
- Relationship to potential development of vacant lands south of subject site.
- Connectivity with public lane located east of subject site.
- Requirement for an Archaeological Assessment.
- Adequacy and location of bicycle parking.
- Adequacy of outdoor amenity space.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

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

Section 37 the Planning Act

Should the application proceed to approval, Planning staff will work with the Ward Councillor to identify an appropriate contribution to community services and facilities under Section 37 of the Planning Act.

CONTACT

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SIGNATURE

Raymond David, Director
Community Planning, Toronto and East York District

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ATTACHMENTS

Attachment 1: Perspective Rendering
Attachment 2: Site Plan
Attachment 3a: North and South Elevations
Attachment 3b: East and West Elevations
Attachment 4: Zoning
Attachment 5: Official Plan
Attachment 6: Application Data Sheet

Attachment 1: Perspective Rendering



Perspective - View Looking Southeast

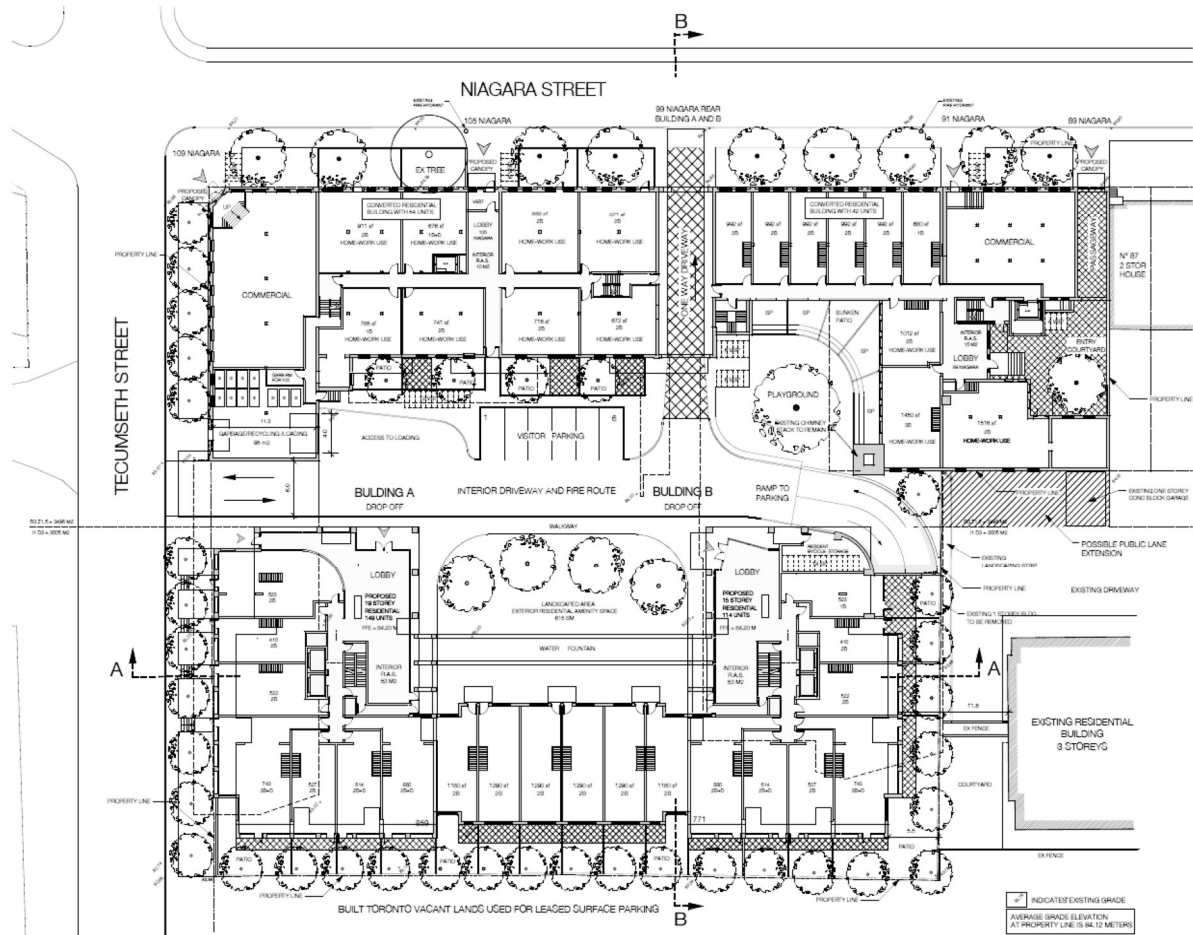
89-109 Niagara Street

Applicant's Submitted Drawing

Not to Scale
04/02/2012

File # 12_130868_OZ

Attachment 2: Site Plan



Site Plan Details / Ground Floor Plan

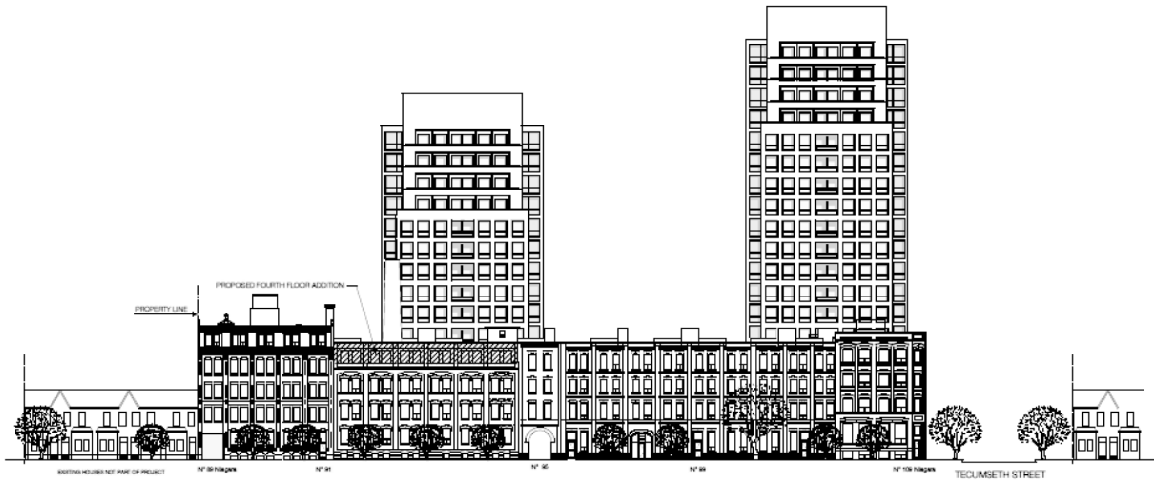
89-109 Niagara Street

Applicant's Submitted Drawing

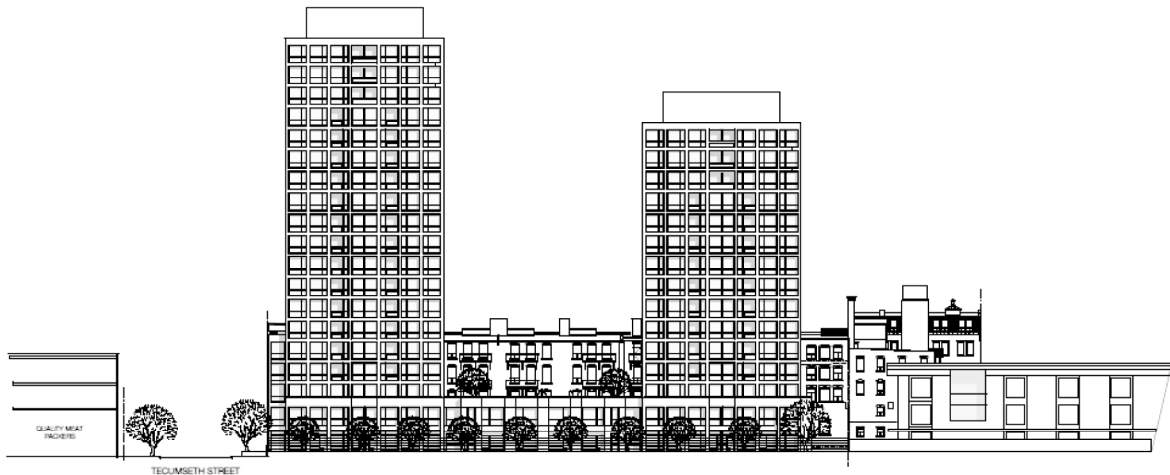
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Attachment 3a: North and South Elevations



NORTH ELEVATION - Facing Niagara Street



SOUTH ELEVATION

North and South Elevations

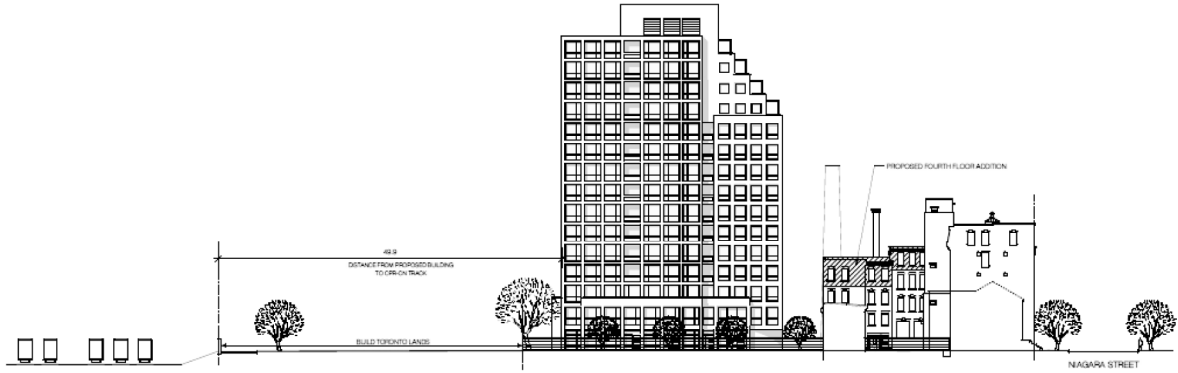
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Applicant's Submitted Drawing

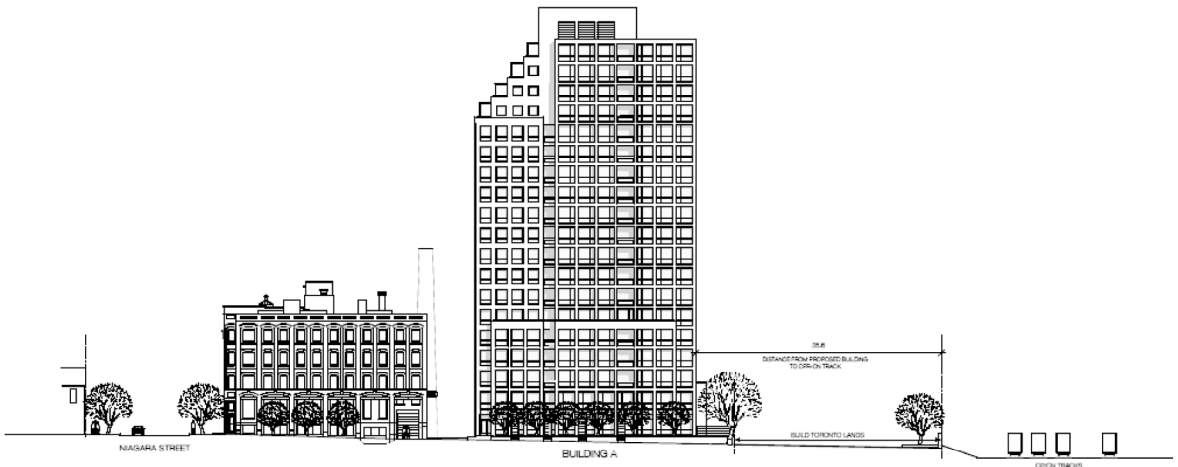
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Attachment 3b: East and West Elevations



EAST ELEVATION



WEST ELEVATION - Facing Tecumseth Street

East and West Elevations

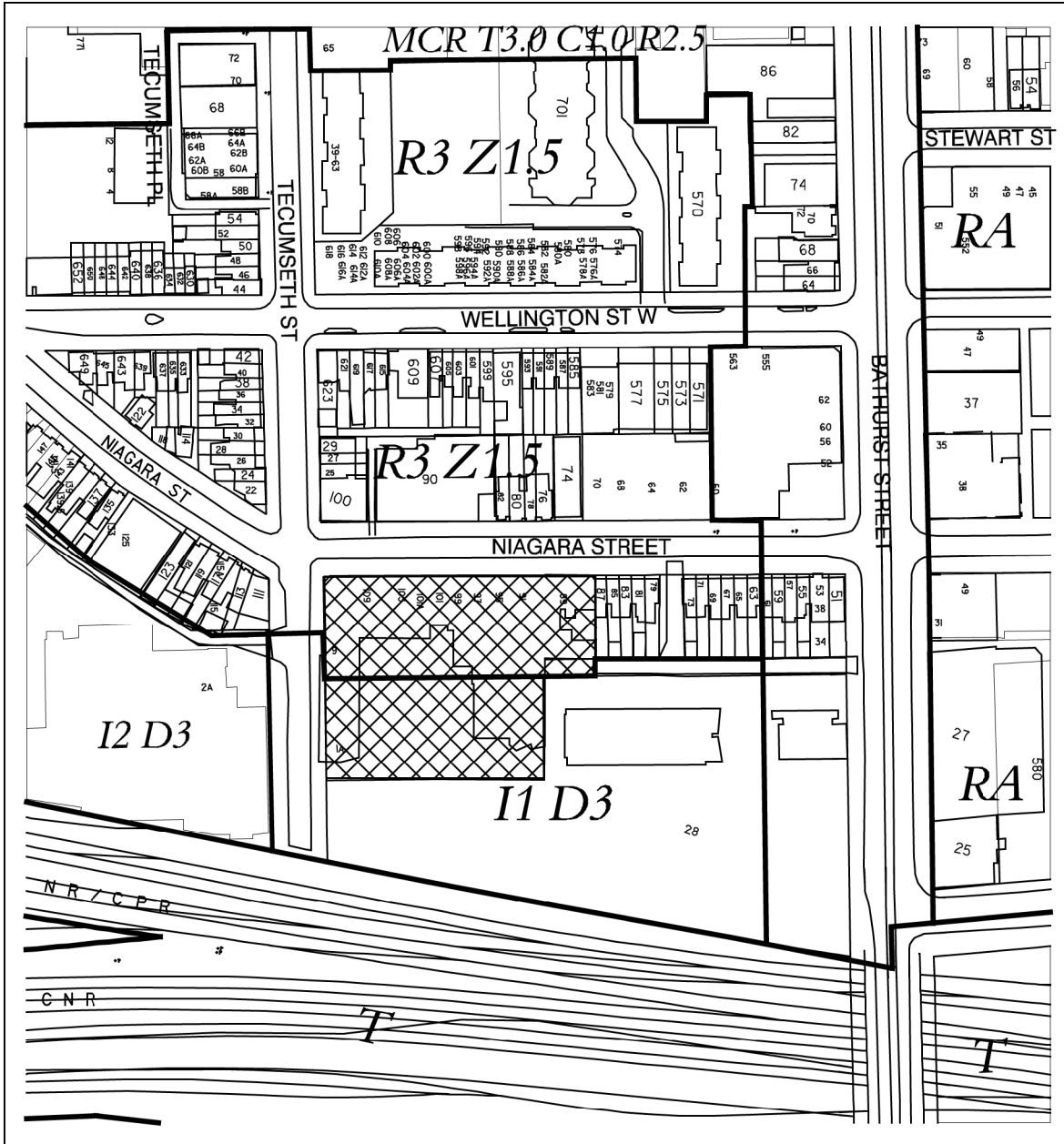
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File # 12_130868_0Z

Attachment 4: Zoning



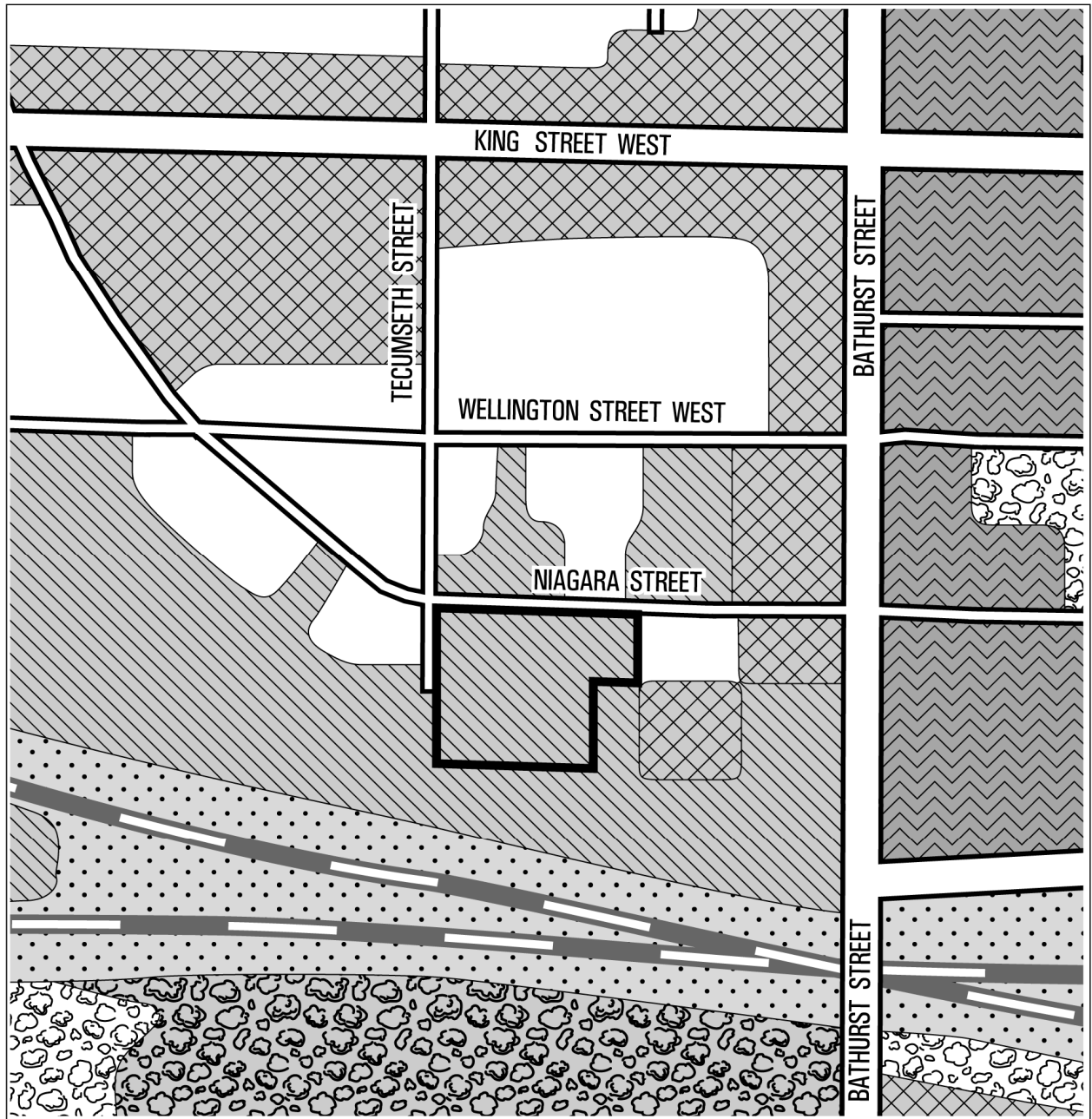
89 - 109 Niagara Street
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R3 Residential District	I1 Industrial District
MCR Mixed-Use District	I2 Industrial District
CR Mixed-Use District	T Industrial District
RA Mixed-Use District	



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Zoning By-law 438-86 as amended
Extracted 03/30/2012

Attachment 5: Official Plan



TORONTO City Planning Division
Official Plan

89 - 109 Niagara Street

File # 12_130868_0Z

Site Location	Parks & Open Space Areas	Institutional Areas	Utility Corridors
Neighbourhoods	Natural Areas	Regeneration Areas	
Apartment Neighbourhoods	Parks	Employment Areas	
Mixed Use Areas	Other Open Space Areas		



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Attachment 6: Application Data Sheet

Application Type	Rezoning	Application Number:	12 130868 STE 19 OZ
Details	Rezoning, Standard	Application Date:	March 2, 2012
Municipal Address:	89-109 NIAGARA ST		
Location Description:	<< STRUCTURE ADDRESS FOR 89 NIAGARA ST **GRID S1909		
Project Description:	Rezoning application to permit the redevelopment of the lands for a new mixed use development which includes the retention and reuse of the existing heritage buildings on the site and the addition of two residential towers 15 and 19 stories in height. Proposal includes a total gross floor area of approximately 30535m2		

Applicant:	Agent:	Architect:	Owner:
Bernard H Watt Architect		Bernard H Watt Architect	Shimcor Investments Ltd

PLANNING CONTROLS

Official Plan Designation:	Employment Areas	Site Specific Provision:
Zoning:	R3 Z1.5 I1 D3	Historical Status:
Height Limit (m):		Site Plan Control Area:

PROJECT INFORMATION

Site Area (sq. m):	6497	Height:	Storeys:	19
Frontage (m):	98.9		Metres:	57.8
Depth (m):	74.1			
Total Ground Floor Area (sq. m):	3459			Total
Total Residential GFA (sq. m):	29498		Parking Spaces:	271
Total Non-Residential GFA (sq. m):	1037		Loading Docks	1
Total GFA (sq. m):	30535			
Lot Coverage Ratio (%):	53			
Floor Space Index:	4.7			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	29498	0
Bachelor:	0	Retail GFA (sq. m):	1037	0
1 Bedroom:	149	Office GFA (sq. m):	0	0
2 Bedroom:	196	Industrial GFA (sq. m):	0	0
3 + Bedroom:	14	Institutional/Other GFA (sq. m):	0	0
Total Units:	359			

CONTACT: Planner Name: Thomas Rees, Planner
Telephone: 416-392-0758