

592 Sherbourne Street –Zoning Amendment Application- Preliminary Report

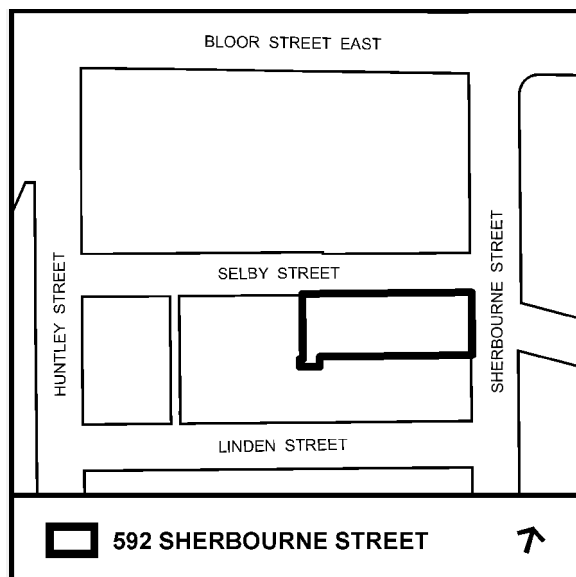
Date:	August 10, 2012
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 27 – Toronto Centre-Rosedale
Reference Number:	12 193918 STE 27 OZ

SUMMARY

An application to amend the former City of Toronto Zoning By-law No. 438-86 has been submitted for the Clarion Hotel & Selby Suites property located at the southwest corner of Sherbourne Street and Selby Street, one block south of Bloor Street East. The application is to permit a 52-storey (179.6 metre) tall residential tower including a 3-storey podium with grade related units for a total of 499 dwelling units. A total of 229 parking spaces are proposed in a 6-level underground parking garage. The front portion of the Gooderham Mansion Heritage House on the site would be relocated closer to Sherbourne Street with the residential tower to be located behind the house. The retained portion of the heritage house would be redesigned to contain 230 square metres of retail space on the ground floor and 386 square metres of indoor residential amenity space on the second and third floors.

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

It is recommended that a community consultation meeting be scheduled by staff, in consultation with the Ward Councillor. A Final Report and public meeting under the *Planning Act* to consider the application



is targeted for early 2013, provided that the issues raised in this report and through the review of the application are satisfactorily resolved, and that any requested information and revised application is submitted by the applicant 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 592 Sherbourne 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.

Pre-Application Consultation

Pre-application meetings were held with the applicant on October 28, 2011, November 8, 2011, January 3, 2012 and June 11, 2012. Staff raised significant concerns related to building height, tower placement in context of the adjacent lower scale designated *Neighbourhood* to the west, the adjacent tower to the south and the existing heritage building on the site. Preservation of the entire heritage building was raised as an issue. Many of the issues previously identified by City staff have not been addressed in the current submission.

ISSUE BACKGROUND

Proposal

A zoning by-law amendment application has been submitted to permit the redevelopment of the Clarion Hotel & Selby Suites property located at the southwest corner of Sherbourne Street and Selby Road, one block south of Bloor Street East.

The proposal is for a 52-storey residential building including a 3-storey base building located behind the Charles H. Gooderham House that would be retained and relocated closer to Sherbourne Street to align with the James Cooper House located at 582 Sherbourne Street. The heritage house would be redesigned to include ground floor retail space and indoor amenity space on the upper two floors.

The proposed tower is positioned on the westerly portion of the site and includes 494 units in the tower and 5 grade-related townhouse units. The main entrance of the building would be off Selby Street.

The base building would be built to the north and south lot lines, with a 1.5 metre setback from the west lot line adjacent to a single detached dwelling lot.

The tower portion would be built to the north lot line to provide a minimum 10.1 metre setback to the James Copper Mansion Tower property to the south. The proposed minimum separation distance between the two towers would be approximately 15 metres, with a separation distance of approximately 20 metres at the front (east) portions of the towers facing Sherbourne Street from Levels 4 to 37, resulting from a 5.1 metre deep notch of the proposed tower. The tower would have a setback of 17.4 metres from Sherbourne Street and 11.6 metres from the single detached dwelling lot to the west.

The main vehicular access would be from a two-way 6.9 metre wide private driveway off of Selby Street located between the relocated Charles H. Gooderham House and the proposed tower. A total of 229 parking spaces are proposed to be located in a 6-level underground parking garage. A total of 500 bicycle parking spaces are proposed with 450 on the ground floor and 50 on the P1 level.

For a summary of the proposal see Attachment 8: Application Data Sheet.

Heritage

The site is designated by By-law 312-89 under Part IV of the Ontario Heritage Act, and is included on the City of Toronto Inventory of Heritage Properties. The site is also subject to a Heritage Easement Agreement, registered on title.

The existing heritage building on the site is described as a 3-storey former residential building completed in 1884 for Henry Gooderham, and designed by architect David Roberts Jr. Over the years, the uses on the site have changed and there have been later additions to the building.

A Heritage Impact Assessment prepared by E.R.A. Architects Inc., dated June 13, 2012, has been submitted for City staff's review. The purpose of this Heritage Impact Assessment is to provide information on the heritage resources that will be affected by the proposed redevelopment of the subject property.

The following strategy is being proposed to the heritage building in the Heritage Impact Assessment to accommodate the development proposal:

- Removal of the rear wing and U-shaped addition;
- Reconstruction of the rear (west) wall; and
- Relocation of the remaining structure in its entirety to a point further east and north.

Site and Surrounding Area

The property at 592 Sherbourne Street is currently occupied by the 4-storey Clarion Hotel & Selby Suites building. As noted earlier, there is a heritage building on the site. The property is located at the southwest corner of Sherbourne Street and Selby Street, one

block south of Bloor Street East and the Sherbourne TTC subway station. The site is generally rectangular in shape with an area of 2,236 sq.m.

Surrounding Uses:

North: Selby Street is to the north of the site. Directly across on the north side of Selby Street are surface parking lots. West of the parking lot is the above-grade structured parking garage. An 8-storey medical office building is at the northwest corner of Selby Street and Sherbourne Street. At the southwest corner of the Bloor Street and Sherbourne street is a 16-storey mixed-use commercial retail and residential building.

Just west of Sherbourne Street, on the south side of Bloor Street the properties municipally known as 395, 401 and 403 Bloor Street East are subject to a Zoning By-law Amendment application to permit a 42-storey mixed-use development (File 10 181604 STE 27 OZ). The properties currently contain two-storey and low-rise commercial retail buildings and a heritage house, which are proposed to be demolished.

A 26-storey residential building, 20-storey commercial office tower and 6-storey mixed used retail/residential building are also located on the south side of Bloor Street East, just west of Sherbourne Street towards Jarvis Street.

South: Directly to the south of the site is the James Cooper Heritage Mansion and 32-storey residential tower development. Linden Street, the next street south of 592 Sherbourne Street is a designated *Neighbourhood* that primarily consists of low rise house form dwellings. A child care facility is also located on the street. There is a 7-storey hotel just south of Linden Street on Sherbourne Street.

West: Directly west of the site is a designated *Neighbourhood* with low rise 2 to 3-storey house form dwellings. Some of the dwellings have been converted to bed and breakfast houses. Further west on Jarvis Street there are existing and recently approved residential towers ranging from 27 to 49-storeys in height.

East: Sherbourne Street is to the east of the site. Across from the site on the east side of Sherbourne Street are low rise mixed-use commercial retail and residential uses, heritage rowhouses at 603 to 607 Sherbourne Street, St. James Town West Park and Trinity Evangelical Lutheran Church. Northeast of the site, at the southeast corner of Bloor Street East and Sherbourne Street is an office building with a height of approximately 10-storeys and the Sherbourne Subway Station. Further northeast is the Rosedale Valley ravine.

Within the blocks bounded by Bloor Street East, Sherbourne Street, Howard Street and Parliament Street an application to amend the Official Plan and Zoning By-law has been submitted (file 10 2477063 STE 28 OZ).

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. The PPS also includes policies regarding the conservation of significant built heritage resources and significant cultural heritage landscapes. 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 places the site within the Downtown and Central Waterfront on Map 2 "Urban Structure". The site is designated "*Mixed Use Areas*" on Map 18 – Land Use Plan in the Official Plan. This designation permits a range of residential, commercial and institutional uses. The Plan includes criteria that directs the form and quality of development in this land use designation. The criteria state that: new buildings provide a transition between areas of different intensity and scale, including appropriate setbacks and/or a stepping down of heights towards lower scale *Neighbourhoods*; shadow impacts be minimized; and an attractive, safe and comfortable pedestrian environment be provided, among other criteria. Generally, it is the intent that development will:

- create a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- provide for new jobs and homes for Toronto's growing population on underutilized lands;
- locate and mass 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 appropriate setbacks and/or a stepping down of heights, particularly towards lower scale *Neighbourhoods*;
- locate and mass buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods*, particularly during the spring and fall equinoxes;
- locate and mass buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
- provide an attractive, comfortable and safe pedestrian environment;
- have access to schools, parks, community centres, libraries, and childcare;
- take advantage of nearby transit services;

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

The City's Design Criteria for Review of Tall Buildings Proposals outlines built form principles that are applied to the location and design of such buildings. The criteria seeks to reduce impacts with the adjacent development and encourage excellence in design. The Official Plan policies regarding heritage resources set out directions for conserving our heritage through listing properties, designating them and entering into conservation agreements. Once a property is listed on the City's *Inventory of Heritage Properties* it is to be conserved and any development proposal on a heritage property requires a Heritage Impact Statement. Development adjacent to properties on the City's *Inventory of Heritage Properties* will respect the scale, character and form of heritage buildings and landscapes.

Section 3.2.2 of the Official Plan addresses the provision community services and facilities in areas experiencing major or incremental growth. Strategies for providing new infrastructure or improving existing facilities will be developed for areas that are inadequately served or experiencing major growth.

The proposed application will also be reviewed within the context of the Bloor-Yorkville/North Midtown (BYNM) Urban Design Guidelines, which recommend height transitions from a peak at Yonge Street and Bloor Street, to height ridges which extend east from the Yonge/Bloor Street intersection. While not within the guidelines boundary, the subject site is immediately adjacent to the area subject to the guidelines and many of the conclusions on heights, transitions and protection of the Rosedale Valley Ravine from shadow impacts are relevant for the site.

Compliance with these and other relevant policies of the Official Plan including built form, heritage conservation, environment and transportation, will be addressed in Staff's Final Report.

Downtown Tall Buildings Vision and Performance Standards Design Guidelines

In July of 2012, Toronto City Council adopted the Downtown Tall Buildings Vision and Performance Standards Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development proposals falling within the Guideline boundaries. The Guidelines identify where tall buildings belong Downtown and establish a framework to regulate their height, form and relationship to their surroundings. They focus on enhancing the pedestrian environment; minimizing shadowing of sidewalks, parks and public squares; protecting landmark views and heritage resources and improving the quality of life (access to natural light, sky views and privacy) for people living and working Downtown. The Guidelines include a

vision statement for downtown tall buildings; maps which identify "High Street" and "Secondary High Street" locations, recommended heights and building typologies for these streets; and twenty-three Performance Standards relating to the base conditions or tower portions of tall buildings or to their contextual fit within the Guideline area. Guideline details are available at <http://www.toronto.ca/planning/tallbuildingstudy.htm>.

The subject property is located on Sherbourne Street which is identified as a High Street on Map 1. This portion of Sherbourne Street falls within the 25-storey to 45-storey height range on Map 2, is identified as Tower Podium on Map 3 and is not identified as a Retail Street on Map 4. The proposed development at 52-storeys exceeds the maximum 45 storeys for this portion of Sherbourne Street.

Based on the preliminary review of the proposal, it appears that a number of Performance Standards have not been addressed, as follows:

- minimum 4.8 metre sidewalk width required on Sherbourne Street;
- continuous pedestrian weather protection abutting Sherbourne Street;
- maximum floor plate size of 750 metres (797 sq.m. floor plate is proposed at the upper floors);
- minimum 3 metre tower step back required above the podium;
- minimum 12.5 metre tower setback along its side property line (minimum 10 metres proposed);
- minimum 20 metre tower setback, excluding balconies, abutting the lower scale neighbourhood to the west (minimum 11.6 metres proposed); and
- "Natural Heritage Impact Study" is required for any new tall building that casts shadow on natural areas.

The Downtown Tall Buildings Vision and Performance Standards are being presented as "guidelines". As such, these guidelines are intended to provide a degree of certainty and clarity of common interpretation, however, as guidelines they should also be afforded some flexibility in application, particularly when looked at cumulatively.

Zoning

The subject property is in the former City of Toronto Zoning By-law No. 438-86. The front (east) portion of the site is zoned R3 Z2.0, which permits a range of residential uses and gross floor up to two times the area of the lot area. The maximum height permission for this portion of the site is 23 metres.

The rear 8 metres of the site approximately is zoned R3 Z1.0, which permits a range of residential uses and gross floor area up to one time the area of the lot. The maximum height permission for this portion of the site is 12 metres.

Site Plan Control

The proposed development is subject to Site Plan Control approval. The Site Plan application has not been submitted.

Tree Preservation

Urban Forestry staff are reviewing the development plans to determine the impact on any existing mature trees. The owner will be required to obtain the necessary permits prior to removing any trees.

Reasons for the Application

The Zoning By-law Amendment has been submitted to establish uses and the development standards for the proposed development related to, among other matters, maximum density and height, commercial and residential floor area, number and mix of residential units, parking and loading requirements, building envelopes and required landscape and amenity space.

All areas of non-compliance with Zoning By-law No. 438-86 will be identified through the circulation and review process.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Rationale Report prepared by Bousfields Inc., dated June 2012;
- Arborist Report prepared by Bruce-Irvine & Associates dated June 14, 2012;
- Stage 1 Archaeological Assessment prepared by A.M. Archaeological Associates dated June 7, 2012;
- Pedestrian Wind Conditions Letter of Opinion prepared by RWDI dated June 12, 2012;
- Sun/Shadow Study prepared by Rafael & Bigauskas Architects, dated June 15, 2012;
- Heritage Impact Statement, prepared by ERA Architects Inc., dated June 13, 2012;
- Transportation Impact Study, prepared by BA Group dated June 14, 2012;
- Reliance letter for the Environmental Assessment prepared by S2S Environmental Inc., dated June 13, 2012;
- Functional Servicing and Stormwater Report, prepared by Odan Detech Group dated June 15, 2012; and
- Green Development Standards Checklist prepared by Diamond Corp.

A Notification of Complete Application was issued on July 17, 2012.

Issues to be Resolved

A number of significant issues have been identified that will need to be addressed. There are concerns with the following:

- consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
- conformity with Official Plan policies, including heritage conservation, built form and the provision of appropriate transition measures between the proposed development towards the lower scale Neighbourhood to the rear of the site;
- conformity with the Design Criteria for Review of Tall Building Proposals, namely the sections on transition in scale, heritage buildings, tower massing, pedestrian realm and sustainable design;
- compliance with the performance standards in the new Council approved "Downtown Tall Buildings Vision and Performance Standards Design Guidelines";
- shadow impacts on the *Neighbourhoods* designation to the west, St. James Town West Park to the east and Rosedale Valley ravine to the northeast;
- heritage impacts, including the proposed demolition of portion of the existing heritage building or its incorporation into the proposed built form of the proposed residential tower;
- conformity with Parks Canada's "Standards and Guidelines for the Conservation of Historic Places in Canada", approved by City Council as the official document guiding planning, stewardship and conservation approach for all listed and designated heritage resources within the City (March 3, 4, and 5, 2008);
- vehicle and truck access to the subject property;
- mix of unit sizes and lack of family-sized units;
- appropriate servicing to accommodate the proposed development;
- provision of required indoor and outdoor amenity space and adherence to the City's Toronto Green Standard and Green Roof By-law that came into affect January 31, 2010; and
- identification and securing of public benefits pursuant to Section 37 of the *Planning Act* should the proposal be recommended for approval.

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

CONTACT

Mark Chlon, MCIP RPP
Senior Planner, Community Planning,
Toronto and East York District
Tel. No. 416-397-1761
Fax No. 416-392-1330
E-mail: mchlon@toronto.ca

SIGNATURE

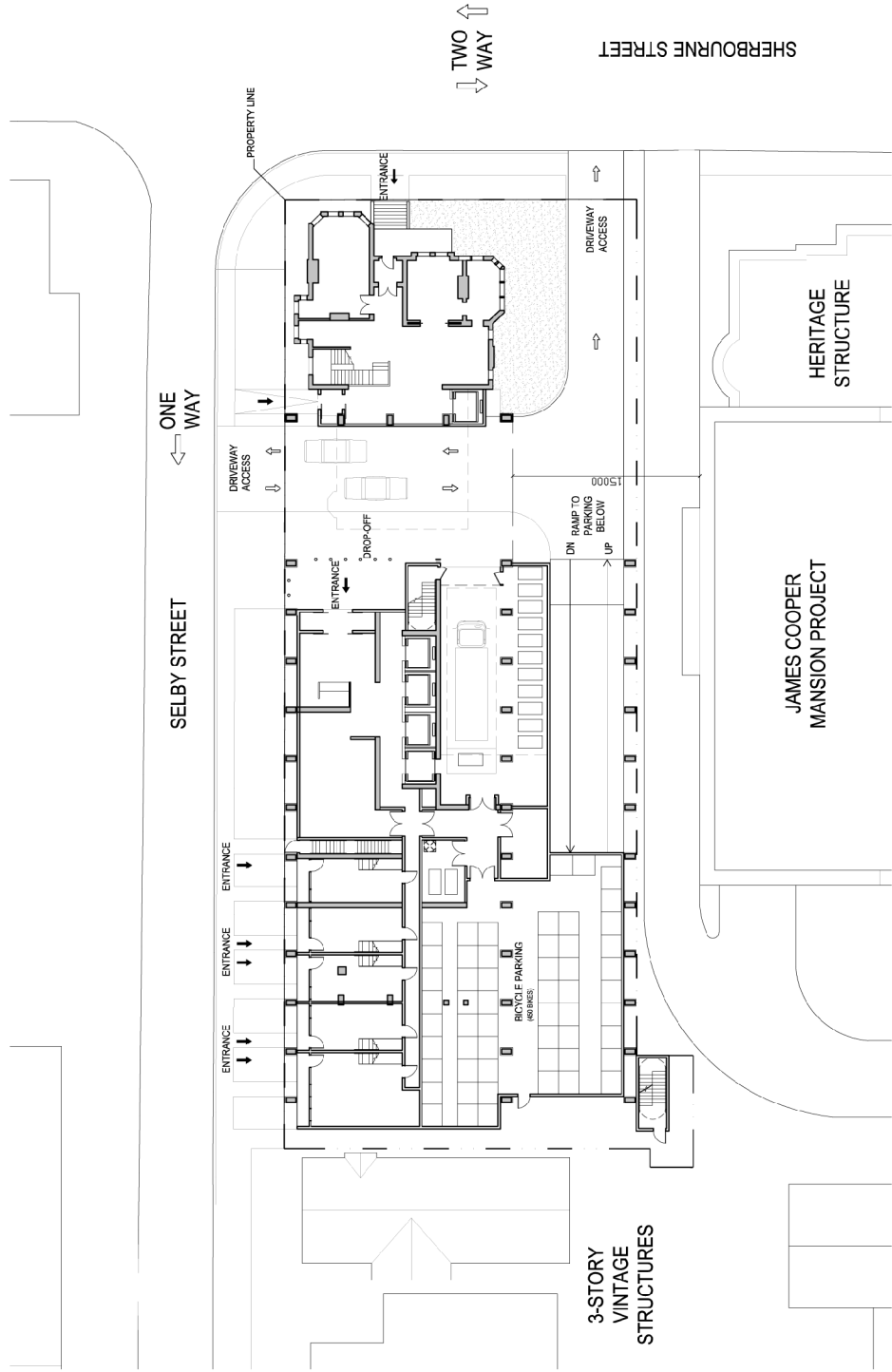
Raymond M. David, Director
Community Planning, Toronto and East York District

(p:\2012\Cluster B\pin\teycc22347331019) - vc

ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Roof Plan
Attachment 3: Elevations
Attachment 4: Elevations
Attachment 5: Existing Zoning
Attachment 6: Existing Official Plan
Attachment 7: Aerial View Rendering
Attachment 8: Application Data Sheet

Attachment 1: Site Plan



592 Sherbourne Street

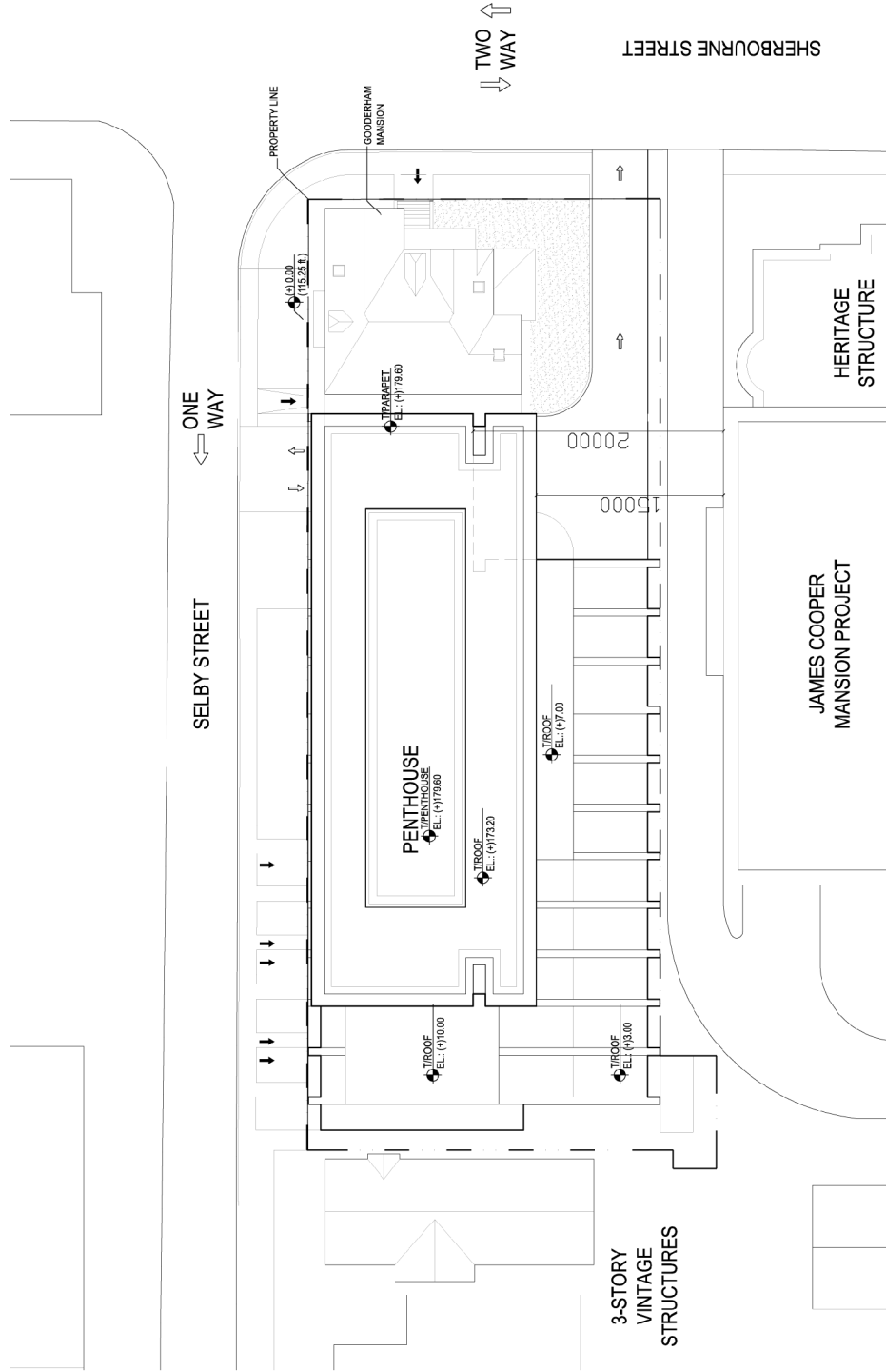
Site Plan

Applicant's Submitted Drawing

Not to Scale
07/23/2012

File # 12 193918 0Z

Attachment 2: Roof Plan



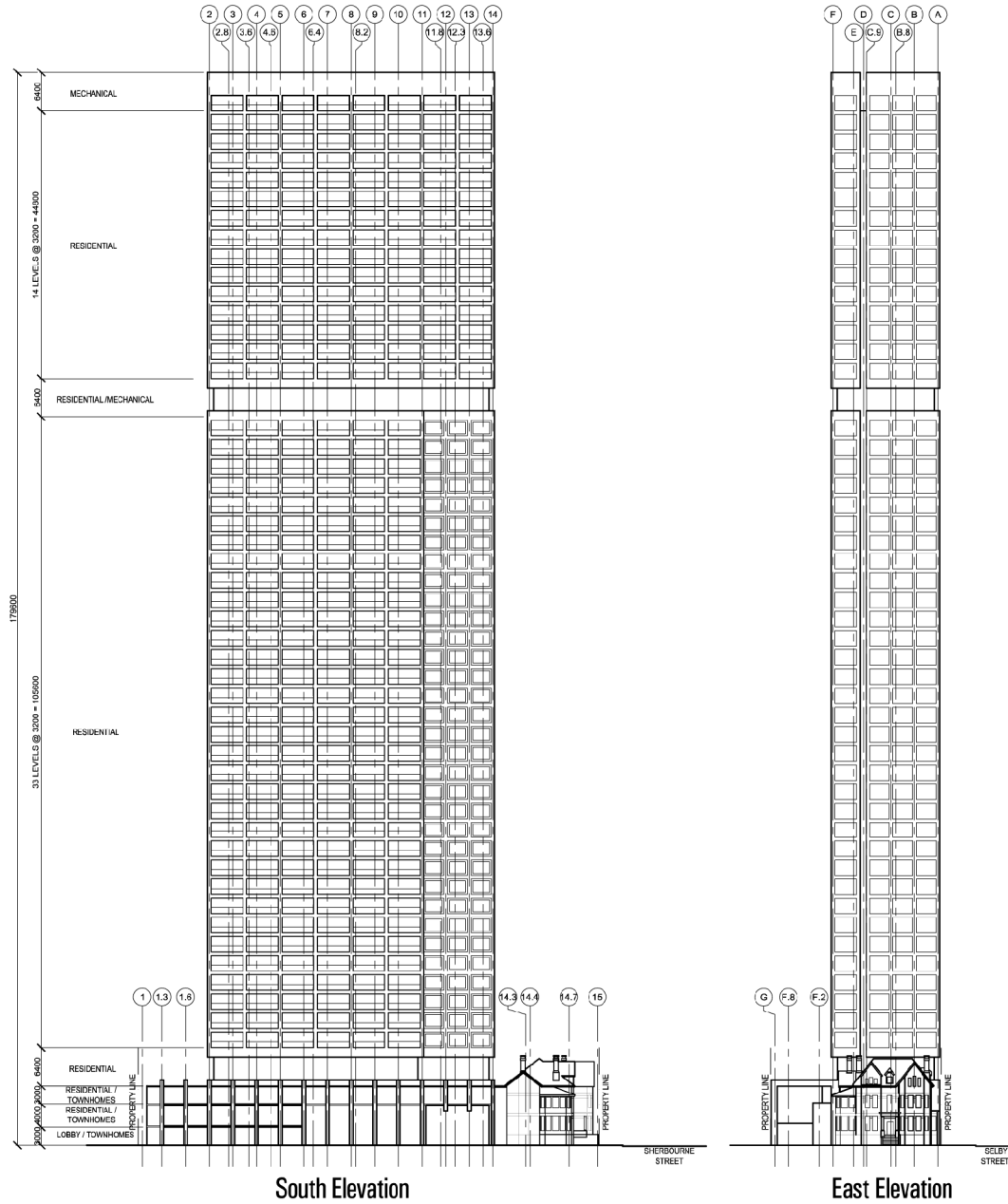
592 Sherbourne Street

Roof Plan
 Applicant's Submitted Drawing

Not to Scale
 07/23/2012

File # 12 193918 0Z

Attachment 3: Elevations



Elevation

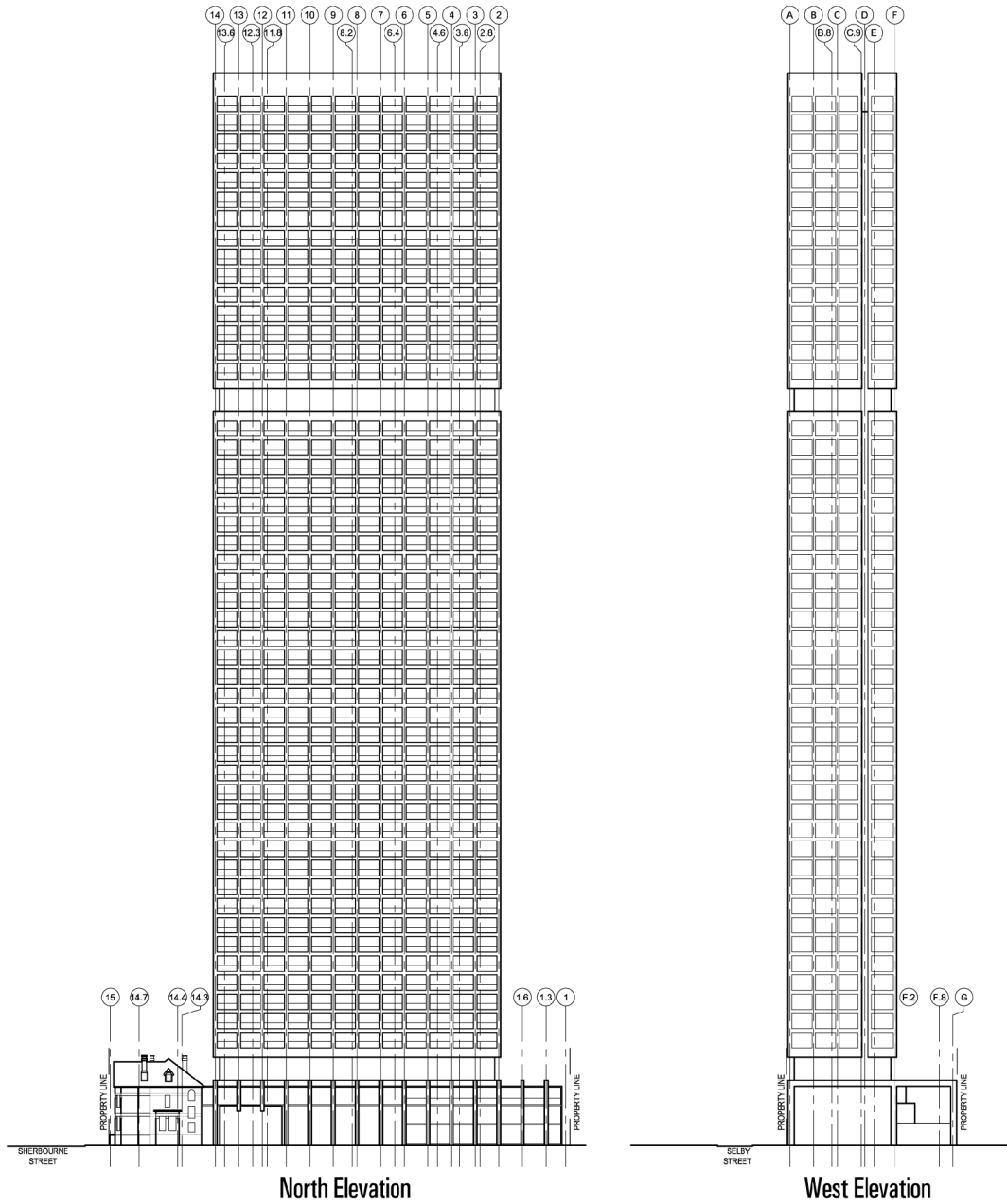
Applicant's Submitted Drawing

Not to Scale
08/13/2012

592 Sherbourne Street

File # 12 193918 0Z

Attachment 4: Elevations



Elevation

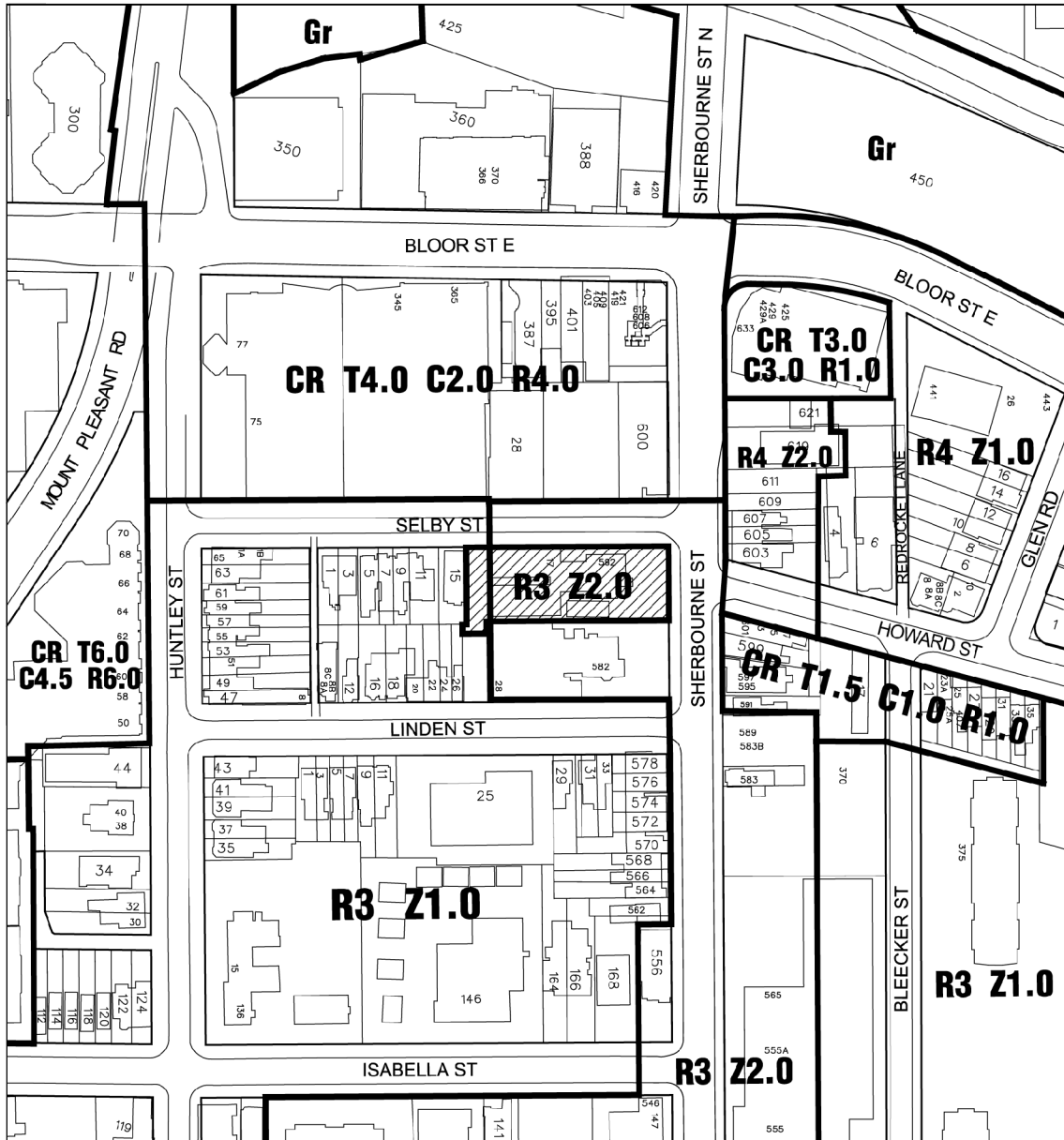
Applicant's Submitted Drawing

Not to Scale
08/13/2012

592 Sherbourne Street

File # 12 193918 OZ

Attachment 5: Existing Zoning




Toronto City Planning
Zoning

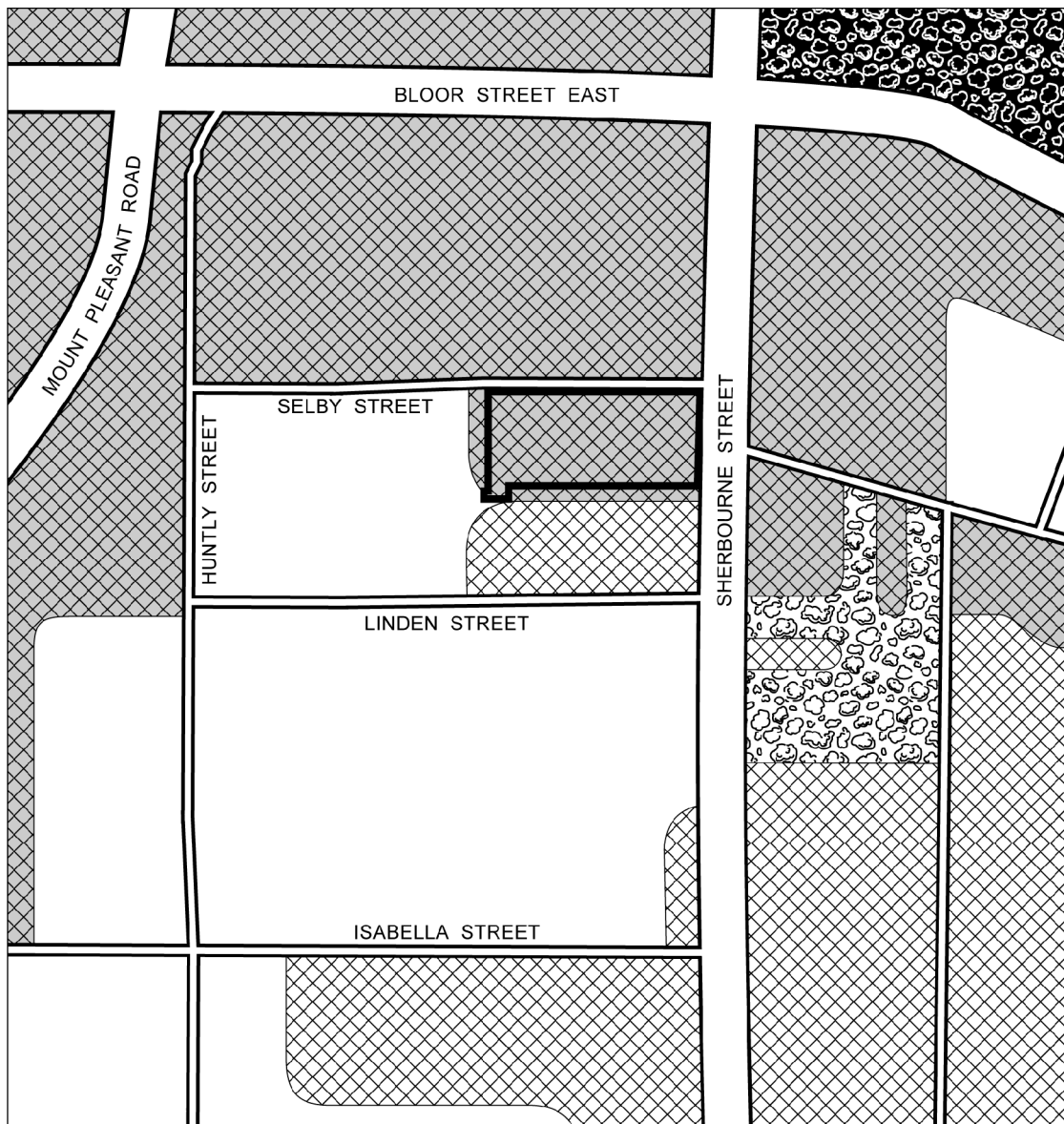
592 Sherbourne Street

File # 12 193918 0Z

- R3 Residential District
- R4 Residential District
- CR Mixed-Use District
- Gr Parks District


 Not to Scale
 Zoning By-law 438-86 (as amended)
 Extracted 07/23/2012








Attachment 6: Existing Official Plan



TORONTO City Planning
Official Plan

592 Sherbourne Street

File # 12 193918 0Z

- | | |
|--|--|
|  Site Location |  Parks & Open Space Areas |
|  Neighbourhoods |  Natural Areas |
|  Apartment Neighbourhoods |  Parks |
|  Mixed Use Areas | |


 Not to Scale
 07/23/2012

**Attachment 7:
Aerial View Rendering
Note: Taller building is 592 Sherbourne Street**



Aerial View Rendering

592 Sherbourne Street

Applicant's Submitted Drawing

Not to Scale 
07/23/2012

File # 12 193918 0Z

Attachment 8: Application Data Sheet

Application Type	Rezoning	Application Number:	12 193918 STE 27 OZ
Details	Rezoning, Standard	Application Date:	June 15, 2012
Municipal Address:	592 SHERBOURNE STREET		
Location Description:	PLAN 132A PT LOTS 23 24 26 & 27 **GRID S2708		
Project Description:	Proposed 52-storey (179.6 metre) tall residential tower including a 3-storey podium with grade related units for a total of 499 dwelling units. A total of 229 parking spaces are proposed in a 6-level underground parking garage. The Gooderham mansion heritage building on the site would be relocated closer to Sherbourne Street with the residential tower to be located west of the heritage building.		

Applicant:	Agent:	Architect:	Owner:
DIAMONDCORP 22 St. Clair Avenue East Suite 1010 Toronto, ON M4T 2S3	Same as applicant	bKL Architects 225 N Columbus Drive Suite 100 Chicago, IL 60601	Selby Developments Ltd. 22 St. Clair Avenue East Suite 1010 Toronto, ON M4T 2S3

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	N
Zoning:	R3 Z2.0 & R3 Z1.0	Historical Status:	Y
Height Limit (m):	23 and 12 metres	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	2236	Height:	Storeys:	52
Frontage (m):	28.5		Metres:	179.6
Depth (m):	76.9			
Total Ground Floor Area (sq. m):	0			Total
Total Residential GFA (sq. m):	38 715 (excluding heritage bldng)	Parking Spaces:		229
Total Non-Residential GFA (sq. m):	230 (retail in heritage bldng)	Loading Docks		1
Total GFA (sq. m):	38 715 (excluding heritage bldng)			
Floor Space Index:	17.3			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Tenure Type:	Condo		
Rooms:	0	Residential GFA (sq. m):	38715
Bachelor:	0	Retail GFA (sq. m):	230
1 Bedroom:	388 (78 %)	Office GFA (sq. m):	0
2 Bedroom:	111 (22 %)	Industrial GFA (sq. m):	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0
Total Units:	499		

CONTACT: **Mark Chlon, Senior Planner** mchlon@toronto.ca (416) 397-1761