

325 Gerrard Street East – Regent Park - Official Plan Amendment, Zoning Amendment Applications - Preliminary Report

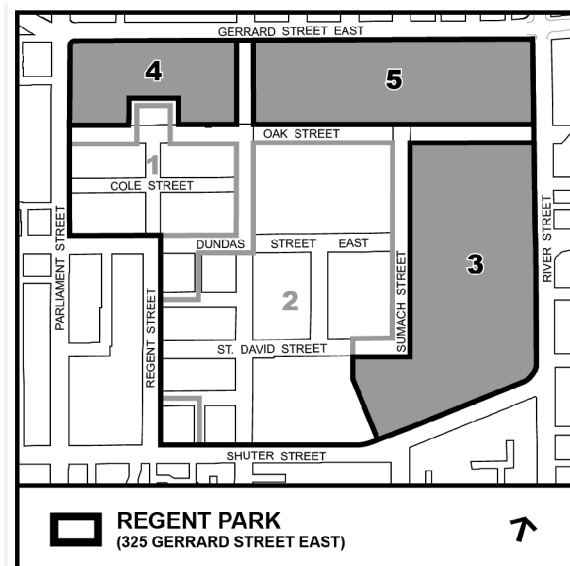
Date:	April 22, 2013
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale
Reference Number:	13 127808 STE 28 OZ

SUMMARY

Toronto Community Housing Corporation has made application to amend the previous development permissions for the Regent Park revitalization area. This application proposes several changes to the Secondary Plan and zoning bylaw which include amendments to the locations of parkland, heights and tower locations for the future phases 3 through 5. The application also proposed the lifting of the Holding Symbol (h) on phase 3 lands.

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.

The next step is to undertake a community consultation meeting to enable the public to review the applicant's submission and ask questions of City staff and the applicant.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the future phases of redevelopment at Regent Park (325 Gerrard Street East) 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

City Council has previously endorsed the redevelopment of Regent Park by Toronto Community Housing Corporation (TCHC) and has taken a number of actions with respect to planning approvals for the redevelopment.

- At its meeting of July 22-24, 2003, City Council directed that the interdepartmental review of the redevelopment proposal be undertaken as a priority.
- At its meeting of February 1-3, 2005, City Council adopted a report (dated January 4, 2005) from City Planning recommending approval of the Regent Park Secondary Plan and an area-specific zoning by-law, subject to Holding provisions. The Secondary Plan and zoning were appealed to the Ontario Municipal Board (OMB). The OMB issued an order on June 30, 2005 approving the Secondary Plan and a slightly revised zoning by-law, endorsing a settlement agreed upon between the appellant, the City and the TCHC.
- At its meeting of April 12-14, 2005, City Council considered a City Planning report (dated March 16, 2005) regarding a Draft Plan of Subdivision for Regent Park. The City approved a Draft Plan of Subdivision for the Regent Park redevelopment on May 31, 2005.
- At its meeting of September 28-30, 2005 City Council removed the Holding Symbol from the Zoning By-law for the first phase of the redevelopment and adopted a Community Facilities Strategy for Regent Park.
- At its meeting of October 23, 2007 City Council removed the Holding Symbol for a parcel of land in Regent Park for the construction of an indoor swimming pool on the central park lands for the neighbourhood.

- At its meeting of October 1, 2009, City Council approved amendments to the area-specific zoning by-law, subject to Holding provisions. These changes were requested by TCHC, in part, due to lessons learned in the implementation of Phase 1 of the redevelopment.
- At its meeting of February 22 - 23, 2010, City Council approved the demolition of 71 social housing units located in a part of the Phase 2 area in advance of considering the removal of the Holding Symbol (h) for Phase 2 in order to facilitate the preparation of lands for parkland and for the Arts and Cultural Centre that had received federal and provincial infrastructure funding.
- At its meeting of August 25-27 2010, City Council removed the Holding Symbol from the Zoning By-law for the second phase of the redevelopment.

In addition, at the site plan approval stage for various buildings there have been several instances where minor variances with respect to locations of visitor bicycle parking, setbacks, heights and permissions for commercial parking garages in CR zones to the zoning by-law were granted by the Committee of Adjustment.

Pre-Application Consultation

Several pre-application consultation meetings were held with the applicant and various City divisions to brief them and discuss the revisions to the Regent Park redevelopment plan at a preliminary level.

ISSUE BACKGROUND

Site and Surrounding Area

TCHC, the City-owned, non-profit housing corporation, is undertaking the phased redevelopment of Regent Park. The redevelopment is central to the revitalization of one of Canada's largest and oldest public housing developments to result in a mixed-use, mixed-income neighbourhood. Regent Park comprises approximately 28 hectares (70 acres) of land on the eastern edge of downtown Toronto.

The original development was made up of two "mega-blocks." North Regent Park is bounded by Dundas Street East, River Street, Gerrard Street East, and Parliament Street and is primarily developed with three-storey and six-storey apartment buildings fitting one of two standard designs, along with some townhouses. South Regent Park is bounded by Dundas Street East, River Street, Shuter Street, and Regent Street and developed with a mix of modernist high-rise apartment buildings and town houses. In 2005, Regent Park contained 2,083 rent-geared-to-income dwelling units owned and operated by the Toronto Community Housing Corporation.

Redevelopment was expected to take place in six (or fewer) phases. The plan for redevelopment was intended to support a mix of approximately 5,400 rental and ownership housing units. This involves the demolition of the existing residential units and replacing them with a mixed-use neighbourhood. The redevelopment will reintroduce the

grid street network, incorporate green technologies, provide a full range of community services and facilities, create new parks and open spaces as well as new employment and commercial opportunities to help better integrate the site with the surrounding neighbourhoods.

Surrounding neighbourhoods accommodate a number of built-forms and mixes of land use. To the north lies Cabbagetown, a late 19th century residential neighbourhood that has undergone substantial reinvestment in recent decades. Queen-River lies to the east, an area of mixed light industrial, commercial and residential uses and is currently undergoing a planning study. Trefann Court lies to south containing primarily a mix of non-profit and market housing, along with commercial development lining Queen Street East. King-Parliament and the West Don Lands lie further to the south and they are areas undergoing significant reinvestment and redevelopment. The South of Carlton area, or South Cabbagetown, to the west of Regent Park, is a residential area with a mix of commercial and residential uses lining Dundas Street East and Gerrard Street East.

Status Update on Regent Park Redevelopment – Phases 1 & 2

TCHC working with its current development partner, the Daniels Corporation have completed Phase 1 and Phase 2 is currently under construction.

	Existing Social Housing Units Demolished within Regent Park	Units completed or under development	
		Replacement Social Housing	Market Housing
Phase 1	418	705*	521
Phase 2	499	445	1,289
Totals	917	1,150	1,810

* includes 300 replacement units constructed off-site in the East Downtown

In addition to the rental housing replacement and new market housing construction, there have been several other achievements in Regent Park. In Phase 1, successful local employment efforts in the new Parliament Street retail spaces include the FreshCo. by Sobeys grocery store, Rogers, Tim Horton's and a Royal Bank of Canada branch which marked the first new bank in Regent Park in 60 years. In addition to the 40 Regent Street Children and Youth hub with a daycare and space for the local agencies including Focus and Parents for Better Beginnings, there is also the new daycare facility with a licensed capacity of 62 children aged 0 to 5 years, in the TCHC One Oak rental building.

In Phase 2 there has been significant investments in community facilities such as the recently opened City of Toronto Aquatic Centre and the future daycare and community centre adjacent to the recently renovated Nelson Mandel TDSB elementary school. The Regent Park Arts and Cultural Centre, now named the Daniels Spectrum is a 5,574 square metre (60,000 square foot) office and performance space building for local organizations with café space connected to the new Paintbox Restaurant next door.

Proposal

An application to amend the Official Plan and the Zoning By-law has been made by Toronto Community Housing Corporation. Proposed changes to the plan include:

- A revised phasing plan which reduces the number of phases from six to five (see Attachments: 1 and 2).
- A total increase from 5,400 to 7,500 of both social and market housing units and as a result it is expected to increase the projected population from 12,500 to approximately 17,000 at the completion of all phases. This additional density is proposed to be achieved through several built form changes to the plan including:
 - two additional 88 metre high towers on Dundas Street East;
 - The addition of a new tower type (120 metres) to be located on Parliament Street;
 - an increase in height to 50 metres for several mid-rise sites on the north side of the central park which are currently permitted at 22 metres & 30 metres;
 - an increase from 15 metres to 22 metres for two sites mid block on Sackville and Sumach Streets, south of Gerrard Street East;
 - additional height along Gerrard Street East from Sumach Street to River Street from 22 metres to 30 metres;
 - increase in height from 30 metres to 50 metres for a site on River Street, north of Dundas Street East and south of the future Oak Street extension; and
 - a slight increase from 30 metres to 35 metres at the corner of Dundas Street East and River Street, as well as a slight reduction just south from 22 metres to 15 metres (details of these changes can be seen in Attachments: 3-10).
- The proposed demolition of the listed heritage building (14 Blevins Place) and proposal for a 60 metre tower on this block.
- Removal of two small proposed parkettes but the creation of new larger park/sports field and adjustment to permitted land use designations, blocks and streets proposed to reflect reconfigurations of park spaces.
- Addition of commercial parking garage as a permitted use in the CR zones. This variance has been permitted through Committee of Adjustment in four buildings in CR zones to date.

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 and Zoning

The development is located within the "Downtown and Central Waterfront" area on Map 2 – Urban Structure and includes lands designated as "Apartment Neighbourhoods," "Mixed Use Areas" and "Parks" on Map 18 – Land Use Plan.

At its meeting of February 1-3, 2005, Council adopted a report (dated January 4, 2005) from the Director of Community Planning, South District, recommending approval of the Regent Park Secondary Plan and an area-specific zoning by-law, subject to Holding provisions. The Secondary Plan and zoning were appealed to the Ontario Municipal Board (OMB). The OMB issued an order on June 30, 2005 approving the Secondary Plan and a slightly revised zoning by-law, endorsing a settlement agreed upon between the appellant, the City and the TCHC.

The Secondary Plan sets out objectives for the redevelopment of the Regent Park neighbourhood and redesignates the lands in the neighbourhood. It sets policies respecting neighbourhood structure, form and amenity, land use, urban design, housing, community services, transportation and other matters.

The area-specific Zoning By-law No.141-2005 is subject to holding (Holding Symbol (h)) provisions pursuant to Section 36 of the Planning Act. Lands are designated R4A(h), a residential designation which also includes permission for certain non-residential uses, CR(h) mixed commercial-residential and G(h) parks. The by-law does not limit density of development, but does set height limits for the area.

Lifting of the "H"

The Holding Symbol is an important strategy to ensure that necessary infrastructure and facilities are in place prior to redevelopment of each phase and that important matters of public interest are being achieved as redevelopment proceeds. Policy 4.1.4 of the Regent Park Secondary Plan sets out the conditions that must be met prior to the removal of the holding symbol:

"4.1.4 The holding symbol may be removed incrementally or in phases, upon application by the owner to the City and only as the following plans and studies have been provided and appropriate conditions secured through an agreement or agreements binding on the owner entered into pursuant to Section 37, 41, 51 or 53 of the Planning Act:

- a. Housing Issues Update;
- b. Urban Design Guidelines Update;
- c. Community Facilities Strategy and Update;
- d. Archaeology Assessment and Heritage Impact Statement;
- e. Arborist/Tree Preservation Report;
- f. Transportation Impact Study and Update, including appropriate consideration of parking, loading, traffic operations and transit improvements;
- g. Servicing and Stormwater Management Report;
- h. Tenant Relocation and Assistance Plan; and
- i. Consideration of financial implications and the timing of the provision of municipal infrastructure and services set out above.”

As many of the above noted reports were required as part of the official plan and zoning bylaw amendment applications, it was discussed with City staff that as part of this application, staff would review the proposed amendments and if changes to the zoning bylaw could be supported, the Holding Symbol (h) for phase 3 lands only would also be lifted. It is expected that TCHC will make future applications to lift the Holding Symbol (h) for Phase 4 and 5 of the Regent Park redevelopment after Council’s decision as required to move the revitalization process forward.

Site Plan Control

Application for Site Plan Control is required and has not been submitted. It will proceed once the Holding Symbol (h) for each future phase has been lifted.

Reasons for the Application

Toronto Community Housing Corporation has made application to amend the previous development permissions for the Regent Park revitalization area. As discussed above, this application proposes several changes to the Secondary Plan and zoning bylaw which are a departure from the original plan for Regent Park revitalization.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Phasing Plan
- Planning Report
- Development Context Plan
- Heritage Impact Assessment
- Housing Issues Report
- Transportation Impact Study
- Pedestrian Level Wind Study
- Stormwater Management Plan
- Functional Servicing Report

- Computerized massing model
- Boundary Plan of Survey

A Notification of Incomplete Application issued on April 10, 2013 identified the outstanding material required for a complete application submission as follows:

- A completed Development Approval Application form; and
- Toronto Green Standard Checklist.

These outstanding materials were submitted on April 15, 2013 and a Notification of Complete Application was subsequently issued on April 22, 2013.

Fees

The application base fees for this official plan amendment and the zoning bylaw amendment were paid by TCHC when the applications were submitted. However, as described in Council Motion J(13) July 20, 2004: Regent Park – Deferral of Planning Application Fees for TCHC, the GFA portion of the fees have been deferred until such time as the percentage of the neighbourhood to be comprised of non-profit housing is known and the fees for the market housing can be calculated. As a matter of practice TCHC has been paying these fees at the time of site plan application approval.

Heritage Preservation

There were five modernist high-rise apartment buildings in South Regent Park, designed by noted Toronto architect Peter Dickenson. In 2005, City Council listed 14 Blevins Place on Toronto Inventory of Heritage Properties. Retention of 14 Blevins Place would provide a physical example of the history of social housing development in Regent Park and commemorate the architectural merit of the Dickenson buildings. As discussed above the application TCHC proposes the demolition of 14 Blevins Place. On May 31, 2005, Council approved a Draft Plan of Subdivision for the Regent Park redevelopment. In it, condition 44 requires that a Heritage Impact Statement be submitted to the satisfaction of the Manager, Heritage Preservation Services which sets out plans for the preservation and re-use of 14 Blevins Place or which identifies a compelling reason why the building cannot be saved. If Council approves the demolition of the heritage building, the site shall be retained for open space and may be required to be conveyed to the City for parkland purposes. The applications as submitted by TCHC do not propose open space for this site but instead propose the construction of a 60 metre tower on the site.

Issues to be Resolved

The following issues identified by staff will need to be reviewed and addressed, and include:

- the ability to meet the intent and spirit of the Regent Park Secondary Plan and other applicable planning policies including the Provincial Policy Statement;
- appropriateness of the 3 additional tower locations and heights;

- shadow impacts of proposed towers and additional heights;
- other building form and massing issues, including but not limited to appropriate stepbacks, views, skyviews, light penetration, privacy, wind mitigation and pedestrian realm weather protection;
- the overall influence of further changes to the Regent Park plan on surrounding areas in terms of infrastructure, built form and other impacts;
- assessment of traffic and transportation impacts due to additional density projections and the proposed revisions to the road network;
- appropriateness of the proposed demolition of 14 Blevins Place was listed by City Council in 2005 on Toronto Inventory of Heritage Properties;
- impact on existing and planned for community services and facilities including open space and parkland from the proposed increase in units and population; and
- appropriate measures to implement plan amendments as provided for in the Secondary Plan.

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

CONTACT

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SIGNATURE

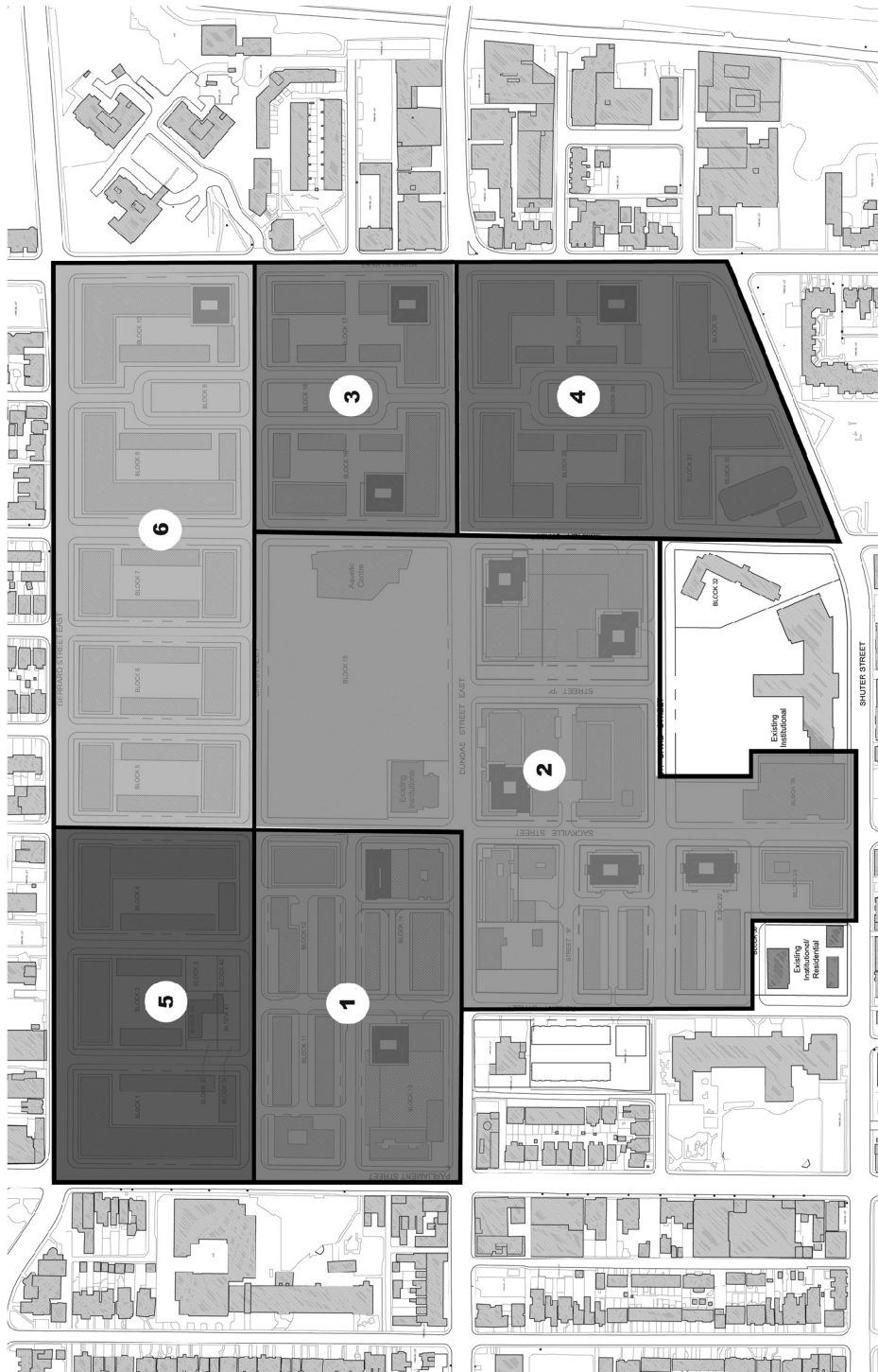
Gregg Lintern, MCIP, RPP
 Director, Community Planning
 Toronto and East York District

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ATTACHMENTS

- Attachment 1: Phasing Plan – Existing
- Attachment 2: Phasing Plan – Proposed
- Attachment 3: Official Plan – Existing
- Attachment 4: Official Plan – Proposed
- Attachment 5: Zoning – Land Use – Existing
- Attachment 6: Zoning – Land Use – Proposed
- Attachment 7: Zoning – Heights – Existing
- Attachment 8: Zoning – Heights – Proposed
- Attachment 9: Zoning – Tower Locations – Existing
- Attachment 10: Zoning – Tower Locations – Proposed
- Attachment 11: Application Data Sheet

Attachment 1: Phasing Plan – Existing



Phasing Plan - Existing

Applicant's Submitted Drawing

Not to Scale
04/18/2013

Regent Park (325 Gerrard Street East)

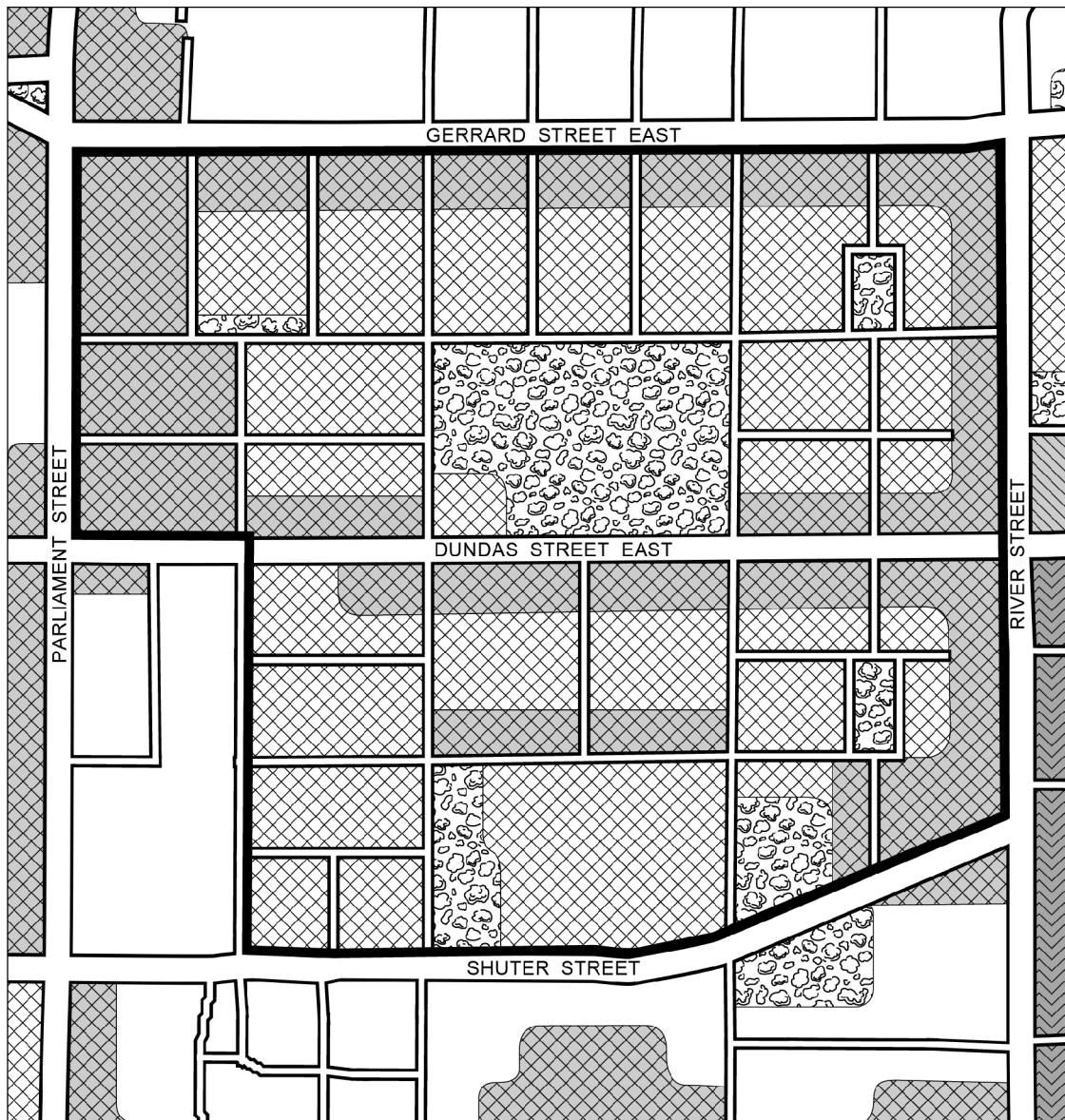
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Regent Park (325 Gerrard Street East)

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Attachment 3: Official Plan – Existing



TORONTO City Planning
Official Plan

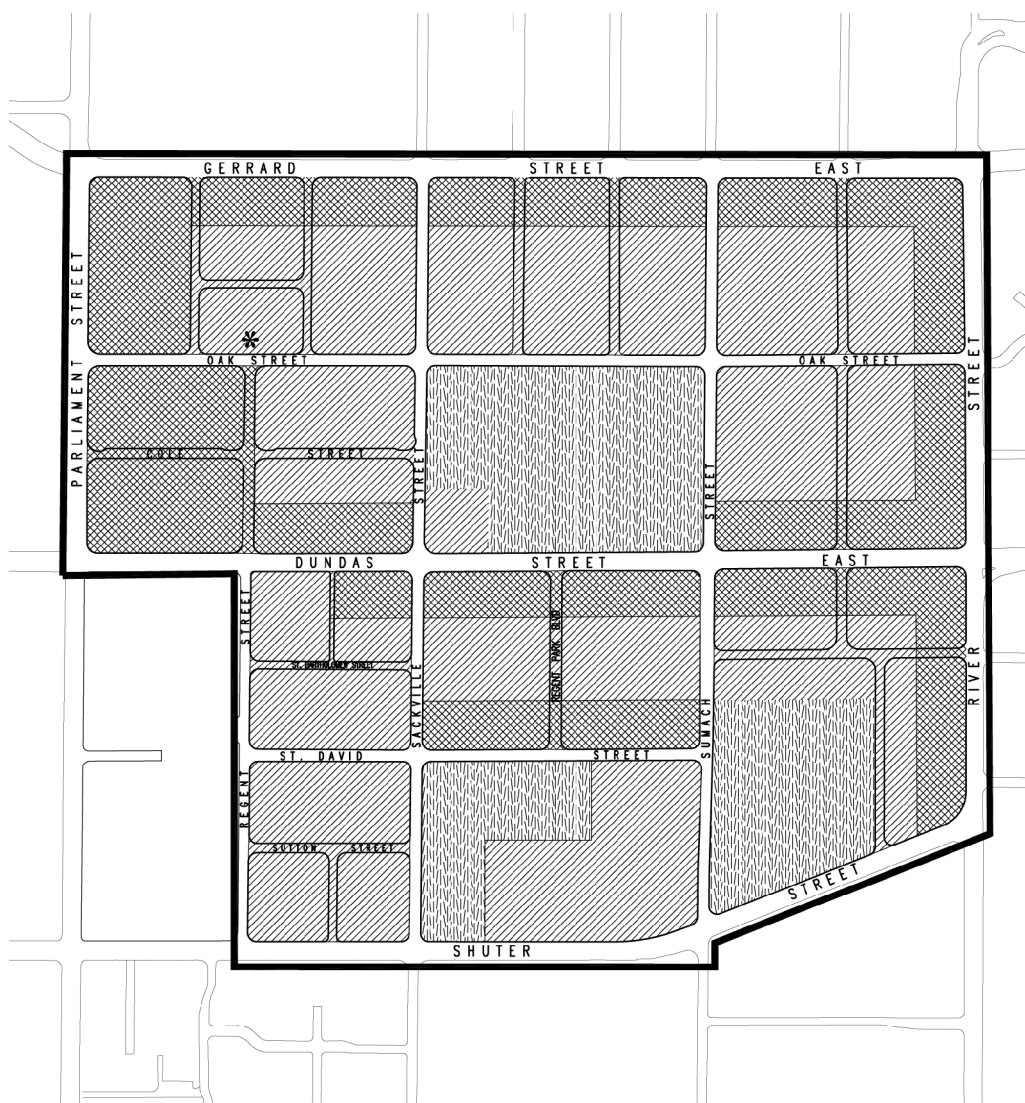
Regent Park (325 Gerrard Street East)






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Attachment 4: Official Plan – Proposed



-  SECONDARY PLAN AREA BOUNDARY
-  APARTMENT NEIGHBOURHOOD
-  MIXED-USE AREAS
-  PARKS & OPEN SPACE AREAS - PARKS
-  DENOTES LOCAL PARKETTE

Land Use (Official Plan) Map - Proposed

Regent Park (325 Gerrard Street East)

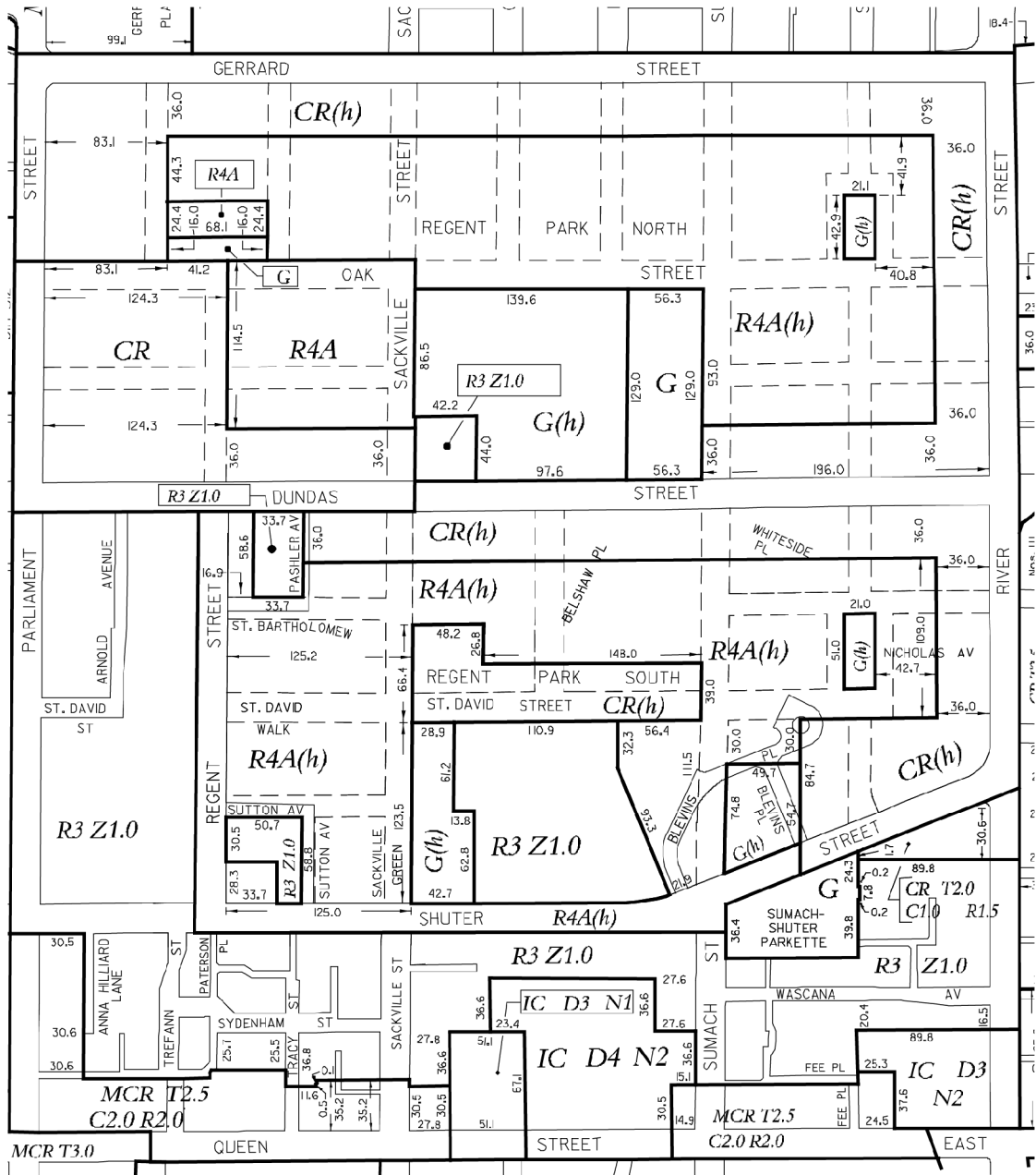
Applicant's Submitted Drawing

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Attachment 5: Zoning – Land Use – Existing



Land Use (Zoning) Map - Existing

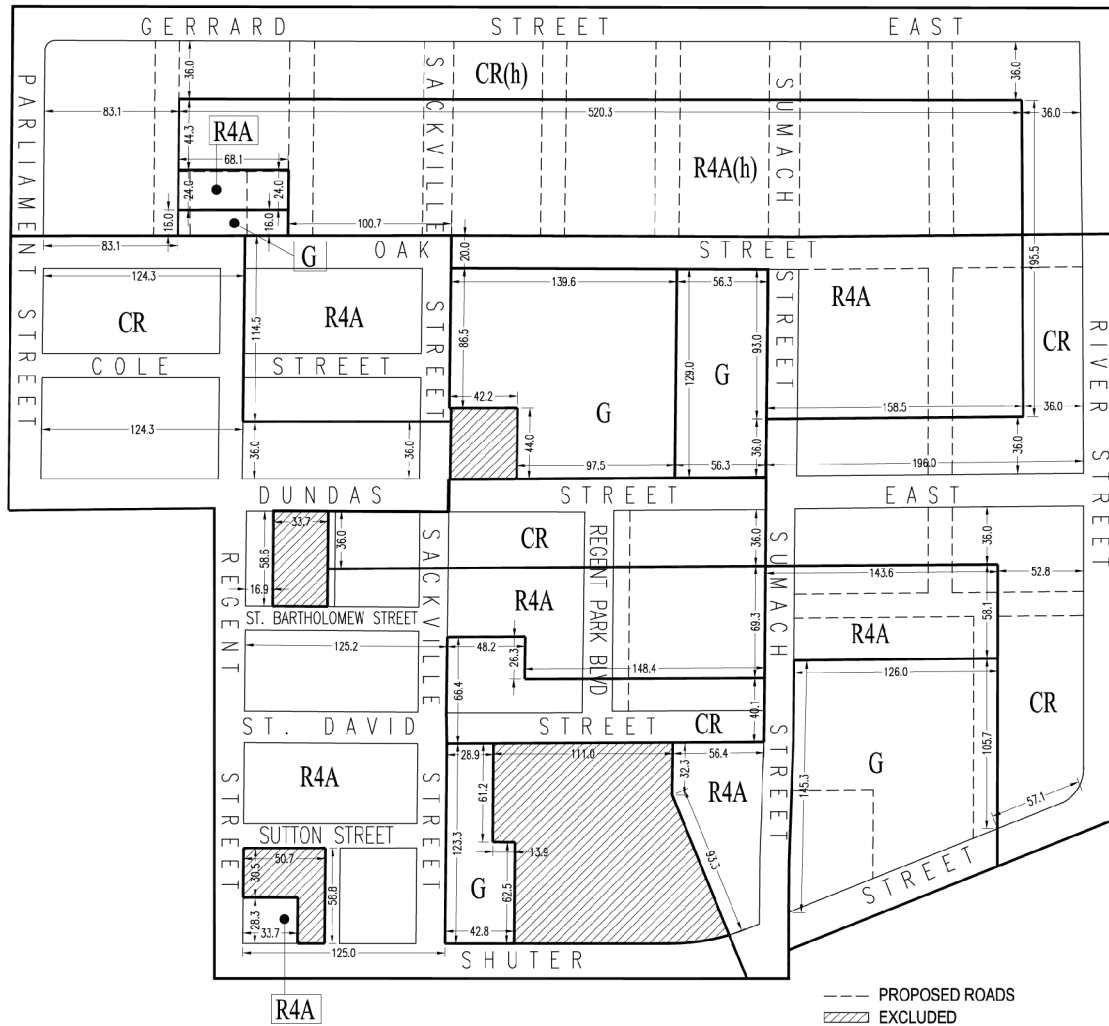
Regent Park (325 Gerrard Street East)

Applicant's Submitted Drawing

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Attachment 6: Zoning – Land Use – Proposed



Land Use (Zoning) Map - Proposed

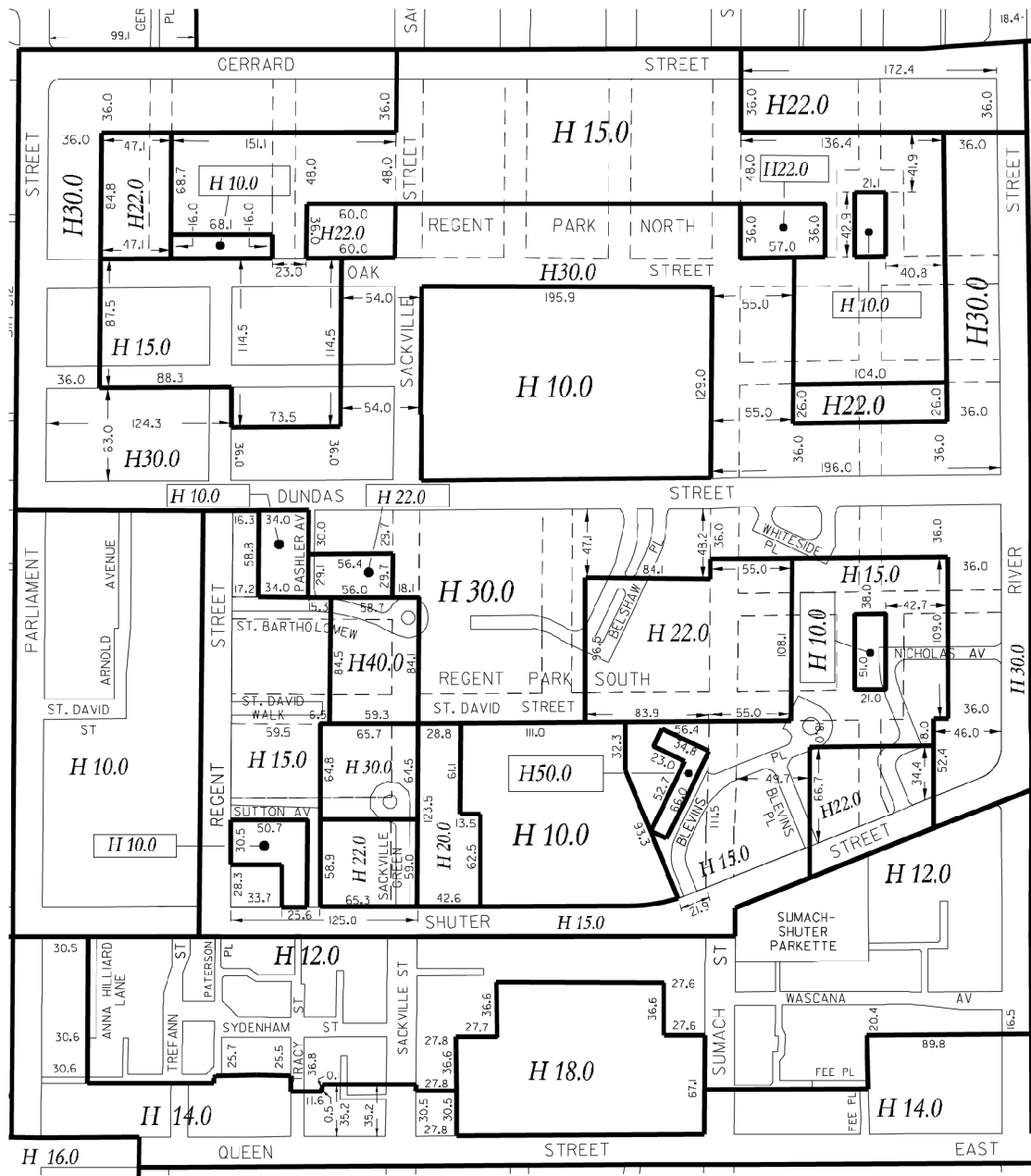
Regent Park (325 Gerrard Street East)

Applicant's Submitted Drawing

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Attachment 7: Zoning – Heights – Existing



Height Map - Existing

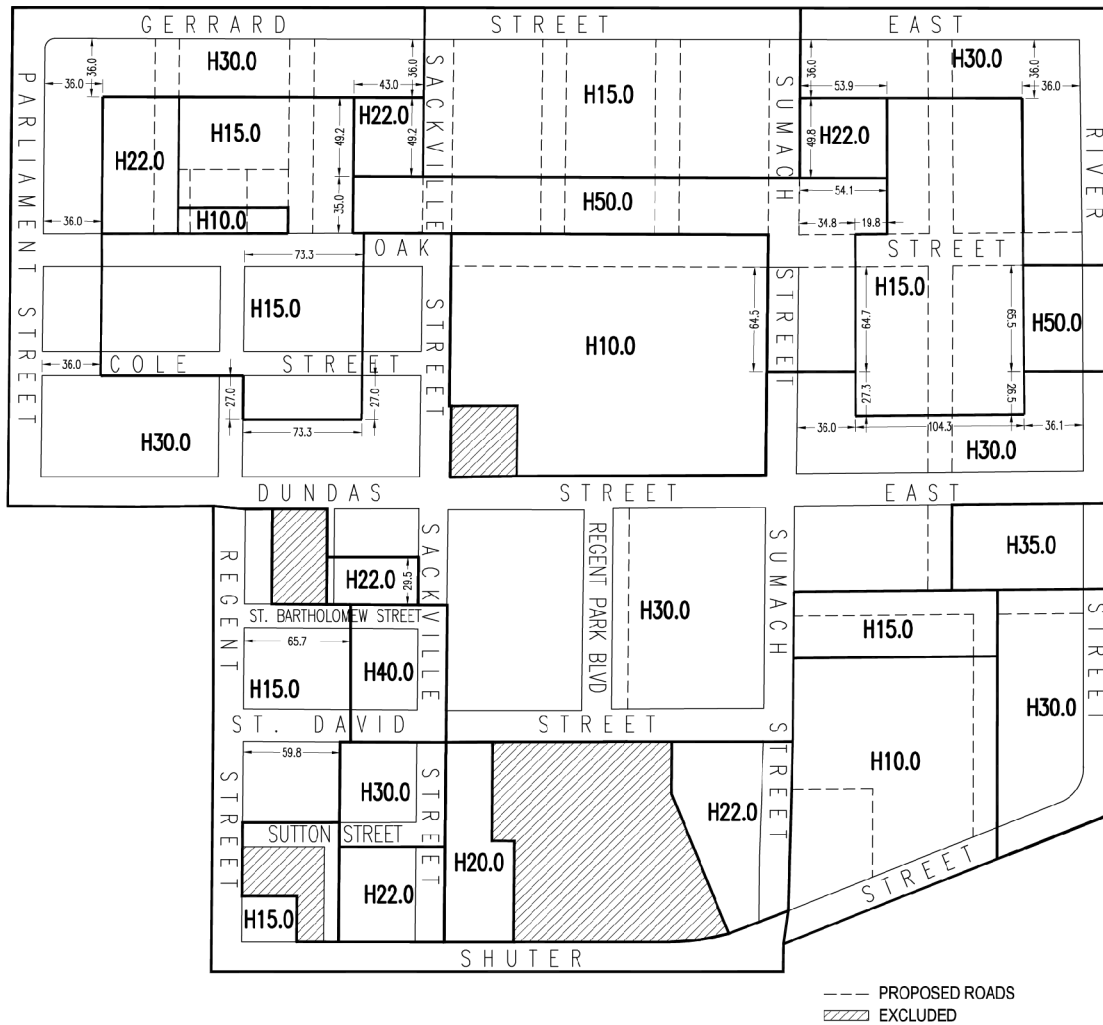
Regent Park (325 Gerrard Street East)

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Attachment 8: Zoning – Heights – Proposed



Height Map - Proposed

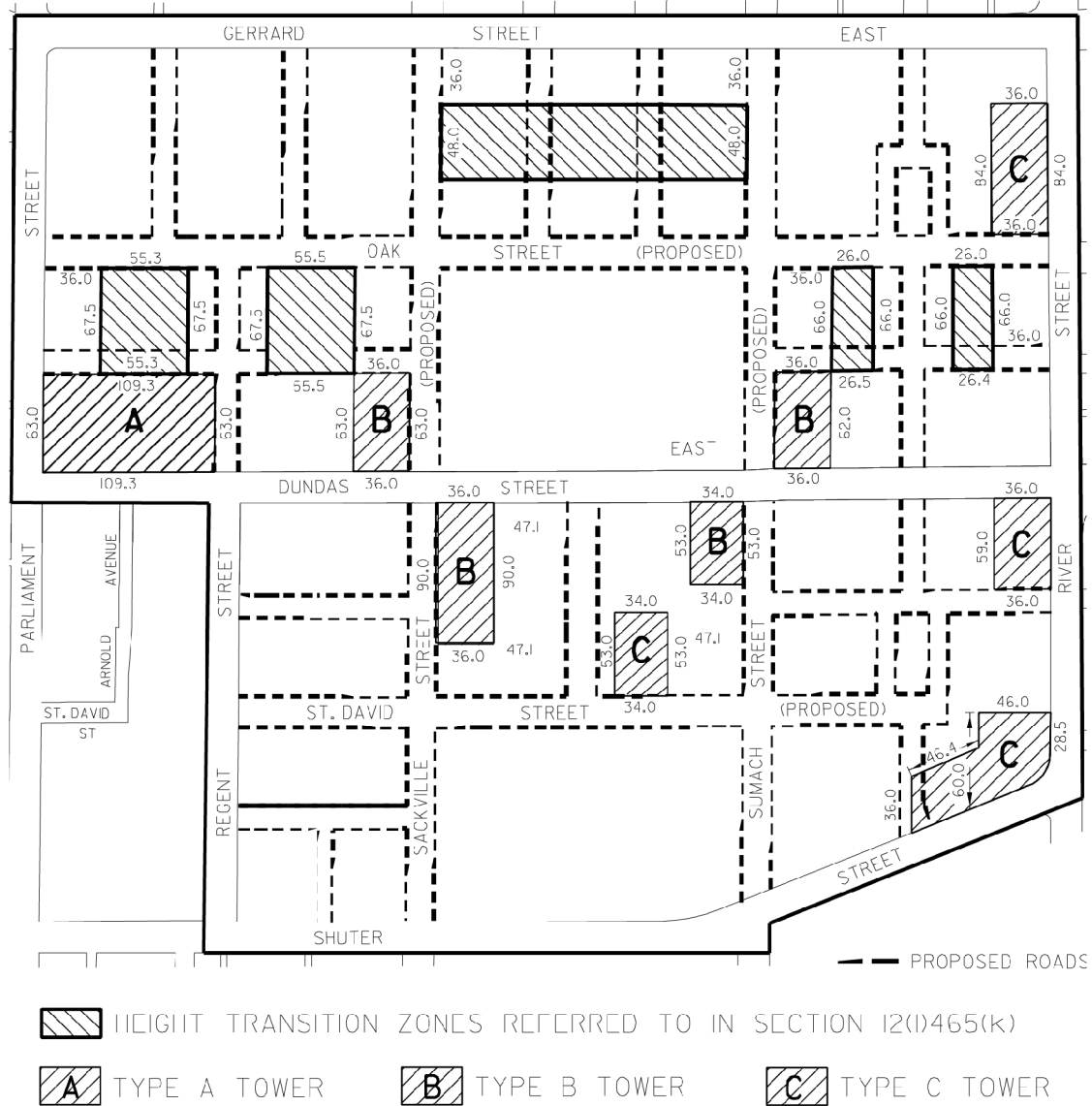
Regent Park (325 Gerrard Street East)

Applicant's Submitted Drawing

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Attachment 9: Zoning -Tower Locations - Existing



Tower Location Map - Existing

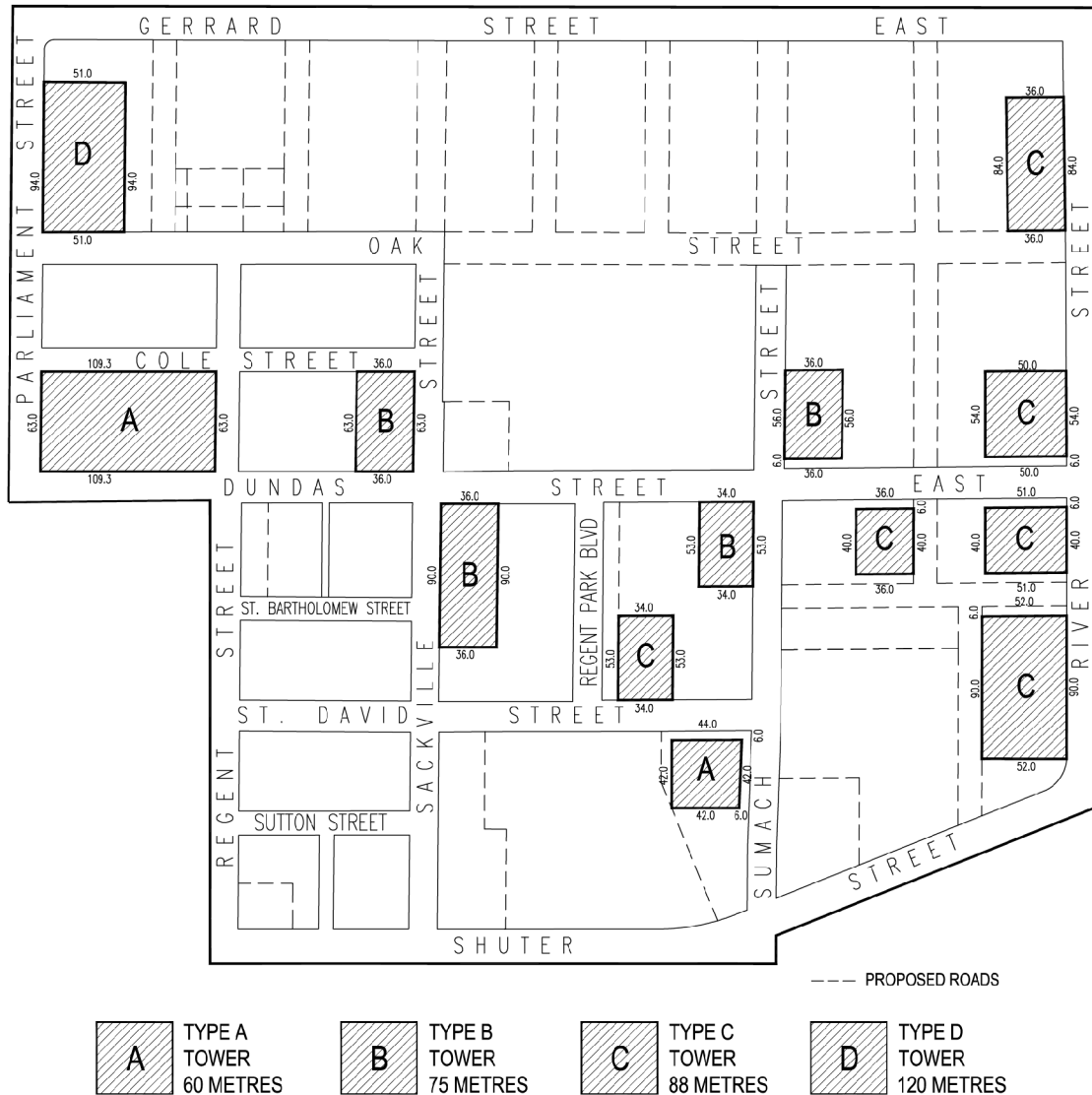
Regent Park (325 Gerrard Street East)

Applicant's Submitted Drawing

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File # 13 127808 02

Attachment 10: Zoning -Tower Locations - Proposed



Tower Location Map - Proposed

Regent Park (325 Gerrard Street East)

Applicant's Submitted Drawing

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04/18/2013



File # 13 127808 0Z

Attachment 11: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	13 127808 STE 28 OZ
Details	OPA & Rezoning, Standard	Application Date:	March 4, 2013
Municipal Address:	325 GERRARD STREET EAST		
Location Description:	PLAN 768E BLKS A TO C PLAN 784E BLK B PT BLK A PL 781E BLK B PT BLKS A C AND E RP 66R21923 PARTS 2 TO 4 8 TO 10 12 14 TO 16 PT << ENTRANCE ADDRESS FOR 620 DUNDAS ST E **GRID S2805		
Project Description:	REGENT PARK - Phase 3 - TCHC joint application for Official Plan Amendment/Rezoning for the remaining phases of Regent Park. This application is also to lift the Holding symbol from the Phase 3 redevelopment.		
Applicant:	Agent:	Architect:	Owner:
TORONTO COMMUNITY HOUSING CORPORATION 931 Yonge Street, 7 th Floor Toronto, ON M4W 2H2			TORONTO COMMUNITY HOUSING 931 Yonge Street, 7 th Floor Toronto, ON M4W 2H2

PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhood	Site Specific Provision:	438-86 12(1)
Zoning:	R4A (h), G(h), CR(h)	Historical Status:	Listed (14 Blevins Place)
Height Limit (m):	88	Site Plan Control Area:	Y

PROJECT INFORMATION: Proposed for Phases 3-5

Site Area (sq. m):	147,515.94	Height:	Storeys:	Ranges from 3 to 38
Frontage (m):	0		Metres:	Ranges from 15 to 120
Depth (m):	0			
Total Ground Floor Area (sq. m):	52,959			Total
Total Residential GFA (sq. m):	463,968		Parking Spaces:	3860
Total Non-Residential GFA (sq. m):	10,291		Loading Docks	0
Total GFA (sq. m):	474,259			
Lot Coverage Ratio (%):	35.9			
Floor Space Index:	3.2			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Rental and Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	463,968	0
Bachelor:	0	Retail GFA (sq. m):	10,291	0
1 Bedroom:	0	Office GFA (sq. m):	0	0
2 Bedroom:	0	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	0
Total Units:	4,706			

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