



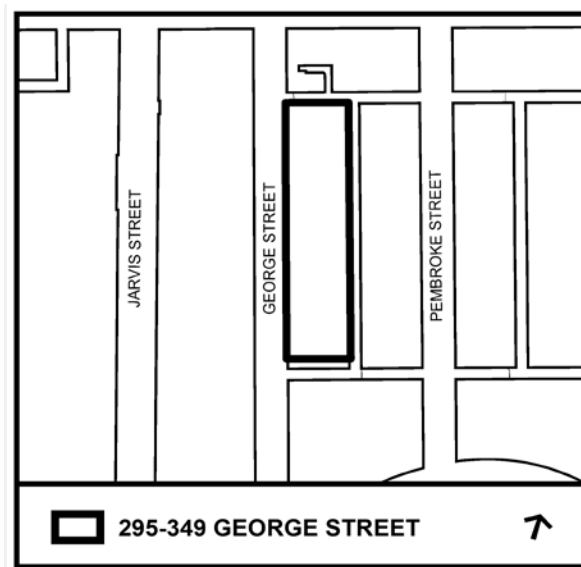
**STAFF REPORT  
ACTION REQUIRED  
295-349 George Street - Official Plan Amendment,  
Zoning Amendment Applications - Preliminary Report**

<b>Date:</b>	March 15, 2016
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 27 – Toronto Centre-Rosedale
<b>Reference Number:</b>	16 111311 STE 27 OZ

**SUMMARY**

This application proposes to redevelop the site at 295-349 George Street. The application proposes to demolish the existing Seaton House, a 634 bed men's shelter, and construct a new 9-storey institutional building that will provide 378 long term care beds, 130 transitional assisted living beds, 100 emergency shelter beds, 21 affordable housing units and a 4,000 m<sup>2</sup> community service hub. The proposed building would have a height of 35 metres including the mechanical penthouse. The proposal also includes 2 levels of underground parking containing 160 parking spaces.

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. It is anticipated that a Community Consultation meeting will be held in the second quarter of 2016. Staff anticipate submitting a final report on the application to Community Council in the fourth quarter of 2016. This target date assumes that the applicant will provide all required information in a timely manner.



## RECOMMENDATIONS

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### **The City Planning Division recommends that:**

1. Staff be directed to schedule a community consultation meeting for the lands at 295-349 George 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 of the Planning Act.

### **DECISION HISTORY**

On July 16, 2013, as part of a broader initiative to revitalize the Downtown East neighbourhood and address outdated service delivery and aging infrastructure at the Seaton House (a 634 bed men's shelter), Toronto City Council adopted an initiative to redevelop the Seaton House.

<http://www.toronto.ca/legdocs/mmis/2013/ex/bgrd/backgroundfile-59666.pdf>

The proposed development and related Official Plan and Zoning By-law amendments are based on a project scope for the George Street Revitalisation and the Seaton House transition plan which was adopted by City Council on November 3-4, 2015. This scope identified the proposed development including built form considerations and programming requirements.

<http://www.toronto.ca/legdocs/mmis/2015/ex/bgrd/backgroundfile-84497.pdf>

In addition to decisions related to the Seaton House, City Council made a number of decisions concerning heritage matters. More specifically, at its meeting of February 3, and 4, 2016 Toronto City Council stated its Intention to Designate 349 George Street under Part IV of the Ontario Heritage Act.

<http://www.toronto.ca/legdocs/mmis/2016/te/bgrd/backgroundfile-86286.pdf>

At its meeting of April 10 and 11, 2012 Toronto City Council stated its Intention to Designate the properties located at 297, 303, 301A, 309, and 311 George Street Under Part IV of the Ontario Heritage Act.

<http://www.toronto.ca/legdocs/mmis/2012/te/bgrd/backgroundfile-45632.pdf>

<http://www.toronto.ca/legdocs/mmis/2012/te/bgrd/backgroundfile-45618.pdf>

At its meeting of November 29, 30 and December 1, 2011 Toronto City Council stated its Intention to Designate the property located at 295 George Street under Part IV of the Ontario Heritage Act.

<http://www.toronto.ca/legdocs/mmis/2011/cc/bgrd/backgroundfile-42573.pdf>

## **Pre-Application Consultation**

A number of pre-application meetings were held with Shelter, Support and Administration and Long Term Care Homes and Services Divisions and the project's architects during which issues of built form, massing and heritage preservation issues were discussed. Modifications were made to the built form and advanced discussions were held concerning appropriate setbacks and stepbacks to address heritage adjacency issues. Discussions were also held concerning process and application submission requirements.

## **ISSUE BACKGROUND**

### **Proposal**

The development proposal entails the demolition of the existing Seaton House and its replacement with a new 9-storey institutional building that will provide 378 long term care beds, 130 transitional assisted living beds, 100 emergency shelter beds, 21 affordable housing units and a 4,000 m<sup>2</sup> community service hub. These uses represent distinct programs which will be located in separate parts of the building but integrated in a comprehensively designed project.

The development would be a mid-rise form incorporating but preserving 5 separate heritage buildings into the development (one additional heritage building would be demolished). The total floor area would be 57,795 m<sup>2</sup>; this equates to a gross floor area of 44,193 m<sup>2</sup> under Zoning By-law 569-2013 and a Floor Space Index of 5.7.

The proposed building features multiple and varied setbacks and stepbacks which vary throughout the buildings length. Elements of the building are setback 0 metres from all of the lot lines. In some cases this represents existing setbacks from the existing heritage buildings. Some of these setbacks and stepbacks are at a scale intended to address heritage adjacency issues. Some exterior balconies are also proposed to encroach into the municipal right-of-way.

The proposed building has been designed with an internal corridor running almost the entire length of the building at grade. This corridor will offer a public route which would connect the program spaces for Long Term Care, the Shelter Program, Assisted Living and the Community Service Hub. There would be multiple entrances along George Street connecting to the various program uses. In addition to indoor amenity space located throughout the building, outdoor amenity space is proposed: internal to the development in the form of courtyards; in gardens adjacent to the building exterior; and in various outdoor terraces and decks located throughout the building.

Parking and Loading is located within the building either at grade or below grade and would be accessed from the adjacent lane. A total of 160 parking spaces, 157 bicycle parking spaces and 5 loading spaces are proposed. A vehicular drop-off area is proposed within the municipal right-of-way.

Other details of the proposal are shown in Attachment 5.

## Site and Surrounding Area

The development site has an area of 7,788 m<sup>2</sup> with 184.34 metres of frontage on George Street and a depth of 42.55 metres. The site is surrounded on three sides by laneways and on the fourth side by George Street. The north laneway is named Glenholme Place. There are seven distinct existing buildings on site:

295 George Street	2 storey former residence (Fegan Boys Home)	Designated under Part IV of the Ontario Heritage Act
297 George Street	2 storey semi-detached	Designated under Part IV of the Ontario Heritage Act
301 A-303 George Street	2 storey row house	Designated under Part IV of the Ontario Heritage Act
305 George Street	2 storey single detached	Designated under Part IV of the Ontario Heritage Act
309-311 George Street	3 storey semi-detached	Designated under Part IV of the Ontario Heritage Act
315-339 George Street	4 storey, 634 bed emergency shelter (Seaton House)	
349 George Street	2 ½ storey former school being used as a shelter	Subject to an Intention to Designate under Part IV of the Ontario Heritage Act

The surrounding uses are as follows:

North: Public laneway and further north, 3-storey residential buildings.

South: Public laneway and further south, 3 to 5-storey residential buildings.

West: Range of housing types from 2 to 3-storey residential buildings to a 9-storey apartment building. Also, the York Detention Centre which connects to the Ontario Court of Justice is immediately across the street.

East: Public laneway at the rear of the property and further east, 2 to 3-storey residential buildings (78 Pembroke Street is a listed heritage property) and one 11-storey apartment building fronting Pembroke Street.

## Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014, provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. Policy 1.4.3 b) refers to providing for an appropriate range and mix of housing types by among other things permitting and facilitating all forms of housing to meet social, health and well being requirements including special

needs requirements (as a defined term this would include the existing and proposed Seaton House). Policy 2.6.1 requires that the City conserve its built cultural heritage resources. Policy 2.6.3 requires that planning authorities not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved. 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 urban structure area. This application will be reviewed against the policies in the Official Plan including those in the "Downtown", "Public Realm", and "Built Form" sections of the Plan as well as those "Healthy Neighbourhoods" policies that refer to development adjacent to *Neighbourhoods* designated lands.

The site is designated "*Neighbourhoods*" on Map 18 – Land Use Plan in the Official Plan. *Neighbourhoods* are considered physically stable areas made up of residential uses in lower scale buildings. Parks, low scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for. Low scale local institutions would include long-term care facilities and public services and facilities provided by local governments.

The proposed development is a public service provided by the City and hence a permitted use, however, the scale and built form of the project does not comply with the relevant Development Criteria for *Neighbourhoods*. Consequently an application to amend the Official Plan has been submitted to re-designate the site to *Institutional Areas* in order to better recognize the existing and proposed use, being an institutional residence and community use facility.

Other key policies that are applicable to this development are: Policy 2.2.1.3 d) which refers to preserving and strengthening the range of community services and local institutions *Downtown*; Policy 3.2.1.1 which refers to the provision of a full range of housing including supportive, emergency and transitional housing; and Policy 3.2.2.1 which refers to provision of local community service facilities and institutions across the City.

Section 3.1.5 of the City Official Plan provides direction on the conservation of Toronto's significant cultural heritage resources (there are six separate heritage buildings on site, five would be retained and one demolished). Key policies include: Policy 3.1.5.4 Heritage Properties will conserved, consistent with *the Standards and Guidelines for the Conservation of Historic Places in Canada*; Policy 3.1.5.2 when a City-owned property on the Heritage Register is no longer required for its current use, the City will demonstrate excellence in the conservation, maintenance and compatible adaptive reuse; Policy 3.1.5.6 new construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact; and Policy 3.1.4.27 where it is supported by the cultural heritage values and attributes the conservation of whole or substantial portions of buildings, is desirable and encouraged.

### **Official Plan Amendment 82 – Downtown East Planning Study**

The site is subject to Official Plan Amendment 82 – Downtown East Planning Study which was approved by City Council March 31, 2015 and subsequently appealed to the Ontario Municipal Board. The purpose of OPA 82 is to set the framework for new growth and development in the area while protecting those areas that should continue to remain stable.

OPA 82 would re-designate the subject lands from *Neighbourhoods* to *Apartment Neighbourhoods*. Objective 2.2 and 2.3 of OPA 82 specifically refer to Seaton House continuing to play a role in the district and to optimizing the delivery of community and social services. Development Performance Standards provide a framework for evaluating built form; in many cases these standards are not applicable or appropriate to an institutional building in a mid rise form.

As part of its approval of OPA82, City Council directed that OPA82 be considered for amendment if required in order to implement the Council Approved redevelopment of Seaton House. An application to amend the Official Plan has been submitted and is the subject of this Report.

### **Garden District Heritage Conservation District**

The site is within the boundaries of the Garden District Heritage Conservation District currently in the Plan phase. An extensive community consultation process and background research has been undertaken in formulating a draft plan for the district. To date, work continues and a final recommendation to City Council on the Plan has not been scheduled. The draft Plan includes policies and guidelines concerning both the conservation of existing heritage structures and, where permitted, how sensitive infill can be accommodated. The proposed development will be reviewed in the context of the draft policies and guidelines.

## **Zoning**

The site is currently subject to City-wide Zoning By-laws 438-86 and 569-2013. The site is zoned R3 Z1.0 H12.0 under By-law 438-86 and zoned R (d1.0) (x865) under By-law 569-2013. Both by-laws permit a range of residential uses including apartments and limited non-residential uses. Although By-law 438-86 permits Residential Care Facilities, it does not permit a Crisis Care Facility which is the present use of the existing Seaton House. Under By-law 438-86 the existing Seaton House may be a legal non-conforming use.

By-law 569-2013 permits a Municipal Shelter, it is assumed the existing Seaton House and proposed redevelopment would be defined as a Municipal Shelter, and hence a permitted use. Under By-law 569-2013 the site is subject to site specific exception 865 which references a number of site specific provisions, Prevailing By-laws and Prevailing Sections.

## **Site Plan Control**

The subject site and proposed development are subject to Site Plan Control. An application has not yet been submitted.

## **TOcore**

On May 13, 2014, the Toronto and East York Community Council (TEYCC) considered a Staff Report regarding *TOcore: Planning Toronto's Downtown*, along with a related background document entitled *Trends and Issues in the Intensification of Downtown*.

Both reports are available at:

<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=222101f2e9745410VgnVCM10000071d60f89RCRD>.

TOcore is looking at how Toronto's Downtown should grow, with both a renewed planning framework and the necessary infrastructure to remain a great place to live, work, learn and play. TOcore is in its initial 'taking stock' phase, which involves an analysis of existing conditions, growth trends and priority issues in the Downtown. The results of Phase One and the priorities for Phase Two, "Planning and Analysis" were the subject of an October 23, 2015 report adopted by City Council on December 9/10, 2015. The review of this application will be informed by the issues being considered under TOcore.

## **Reasons for the Application**

The proposal requires an amendment to the Official Plan and Zoning By-law in order to permit the proposed use and to permit the proposed density and height. Additional areas of non-compliance may be identified through the circulation and review process.

## **COMMENTS**

### **Application Submission**

The following reports/studies were submitted with the application:

- Planning Rationale Report
- Community Services and Facilities Study
- Functional Servicing Report
- Stormwater Management Report
- Transportation Considerations
- Pedestrian Wind Conditions
- Shadow Studies
- Preliminary Geotechnical Investigation Report
- Phase I and Phase II Environmental Site Assessment 319-339 & 349 George Street
- Phase I Environmental Site Assessment 295-301A & 305 George Street
- Heritage Impact Assessment
- Housing Issues Report
- Draft Official Plan Amendment and Zoning By-law Amendments (438-86 and 569-2013)
- Toronto Green Standard Checklist
- Arborist Report
- Massing Model

A Notification of Complete Application was issued on February 25, 2016; the date of complete application was February 4, 2016.

### **Issues to be Resolved**

The following issues will need further review and will need to be addressed by the applicant:

- Consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
- The appropriateness of the proposed draft Official Plan Amendment which would re-designate the lands to *Institutional*;
- Confirmation and clarification as to whether an Official Plan Amendment is required to address the loss of rental housing units that previously existed on site;
- Conformity to the policies within OPA 82 where relevant;



- Confirmation that any shadowing on *Neighbourhoods* and *Parks* designated lands has been minimized in conformity with Official Plan policies and design guidelines;
- Built form compatibility and relationship to adjacent *Neighbourhoods* designated low rise buildings on George Street and Pembroke Street;
- Treatment of the ground floor of the building and its relationship to the public realm;
- Confirmation that the building height and any projections including construction cranes do not intrude into either the St. Michael's Hospital or Sick Kid's Hospital helicopter flight paths;
- Confirmation that the proposed development appropriately conserves the heritage properties in accordance with the City's Official Plan heritage policies including issues such as setbacks and stepbacks, the conservation of whole or substantial portions of whole buildings, excellence in conservation, and the proposed demolition of one of the designated heritage houses;
- Confirmation that the proposed development has sufficient regard for the in-progress Garden District Heritage Conservation District Plan
- Confirmation that the existing laneway is sufficient to enable vehicles to safely access and egress the site and confirmation that a laneway widening is not required;
- Confirmation that proposed servicing is sufficient to accommodate the development; and
- Identification and securing of public benefits, if warranted given this is a City project which is conceived as being a public benefit, pursuant to Section 37 of the *Planning Act* should the proposal be recommended for approval.

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.

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

## **CONTACT**

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Tel. No. 416-392-0412  
E-mail: dwaltho@toronto.ca

## **SIGNATURE**

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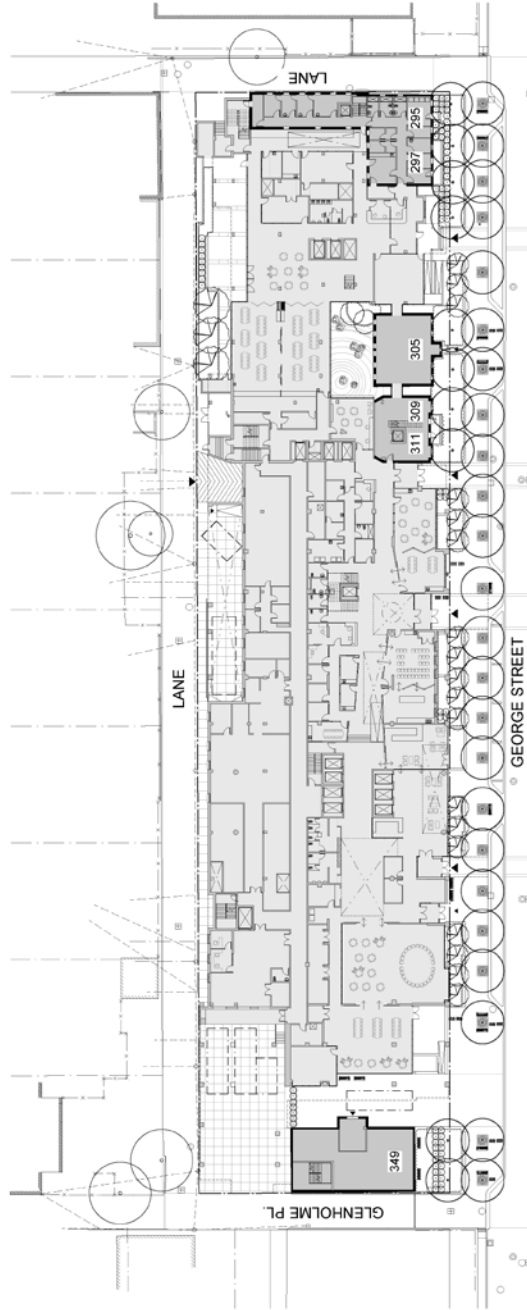
Gregg Lintern, MCIP, RPP  
Director Community Planning  
Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Site Plan/Subdivision Plan  
Attachment 2: Elevations  
Attachment 3: Zoning  
Attachment 4: Official Plan  
Attachment 5: Application Data Sheet

**Attachment 1: Site Plan**



**Site Plan**

Applicant's Submitted Drawing

Not to Scale  
02/10/2016



**295-349 George Street**

File # 16 111311 27 0Z

**Attachment 2: Elevations**



**West Elevation**

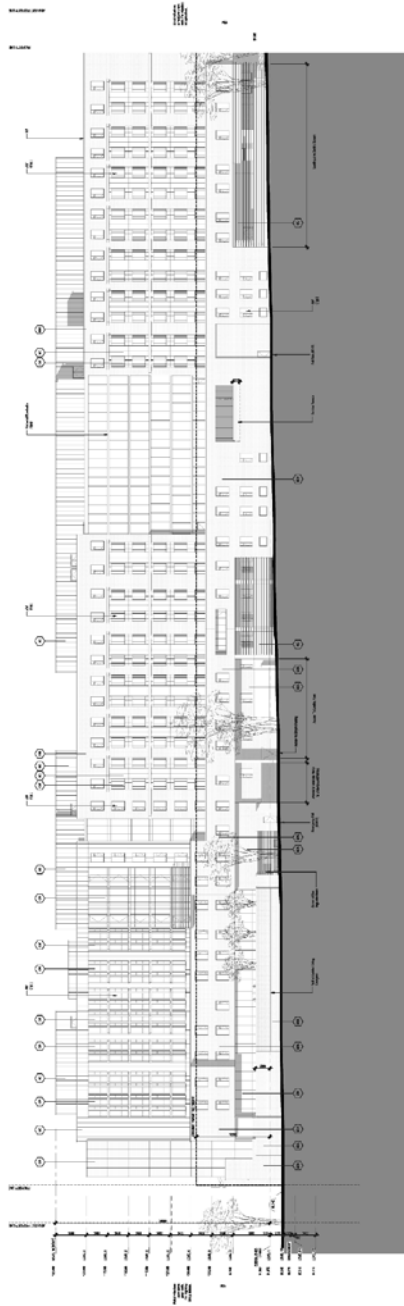
**295-349 George Steet**

File# 16 111311 STE 27 0Z

**Elevations**

Applicant's Submitted Drawing

Not to Scale  
02/09/2016



East Elevation

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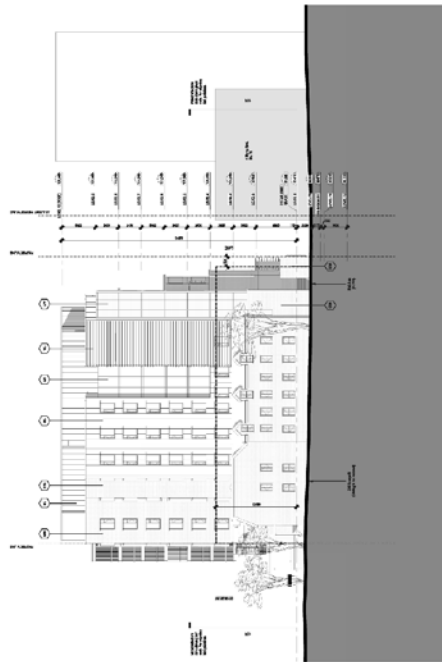
**Elevations**

Applicant's Submitted Drawing

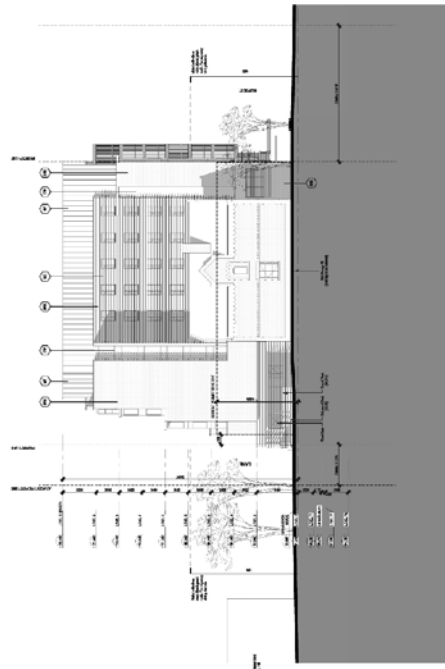
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**295-349 George Street**

File # 16 111311 STE 27 02



South Elevation



North Elevation

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## Elevations

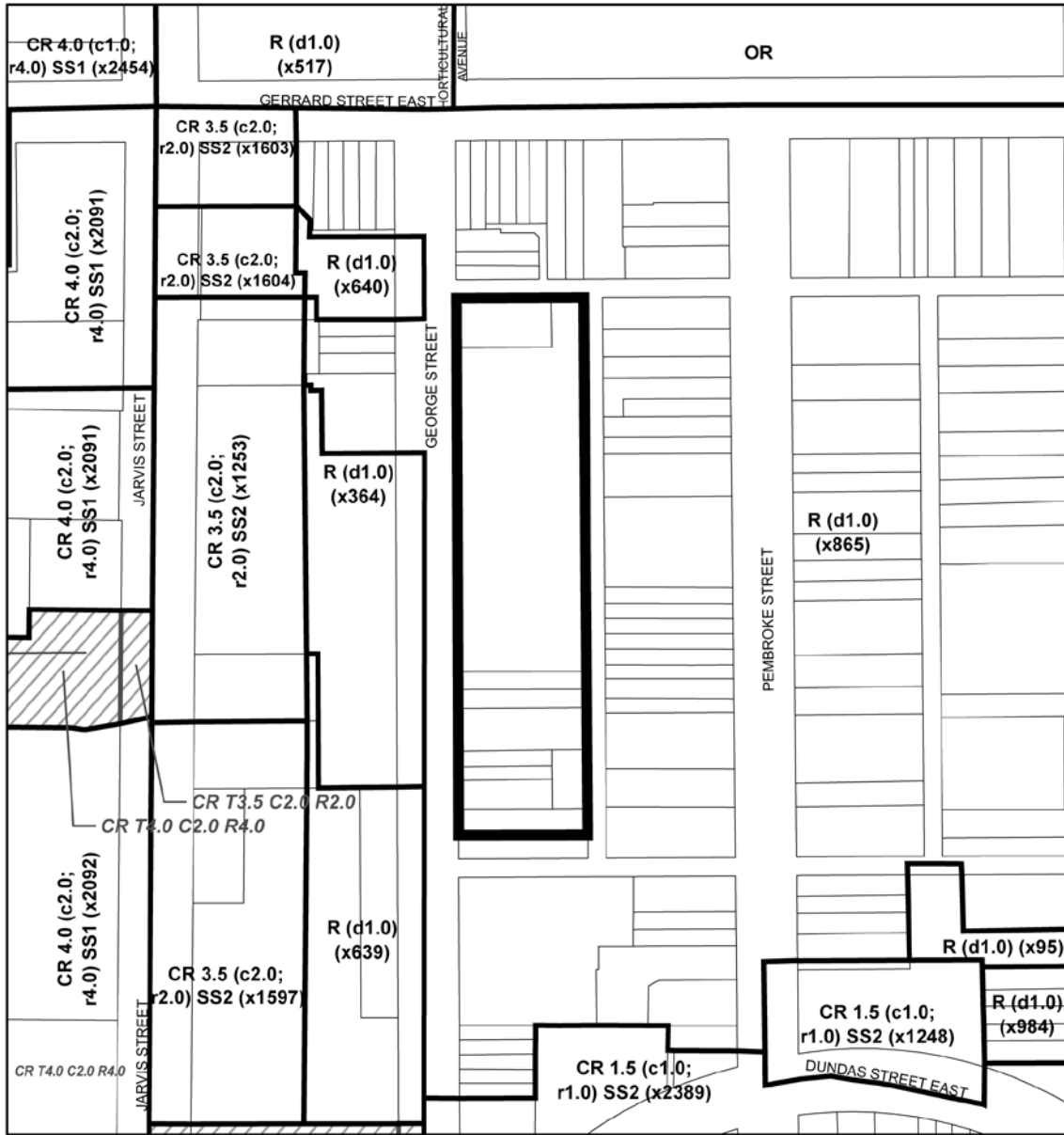
Applicant's Submitted Drawing

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295-349 George Street

File # 16 111311 STE 27 0Z

### Attachment 3: Zoning



Zoning By-Law No. 569-2013

295-349 GEORGE STREET

16 111311 STE 27 0Z

Location of Application

See Former City of Toronto By-Law No. 438-86

R Residential

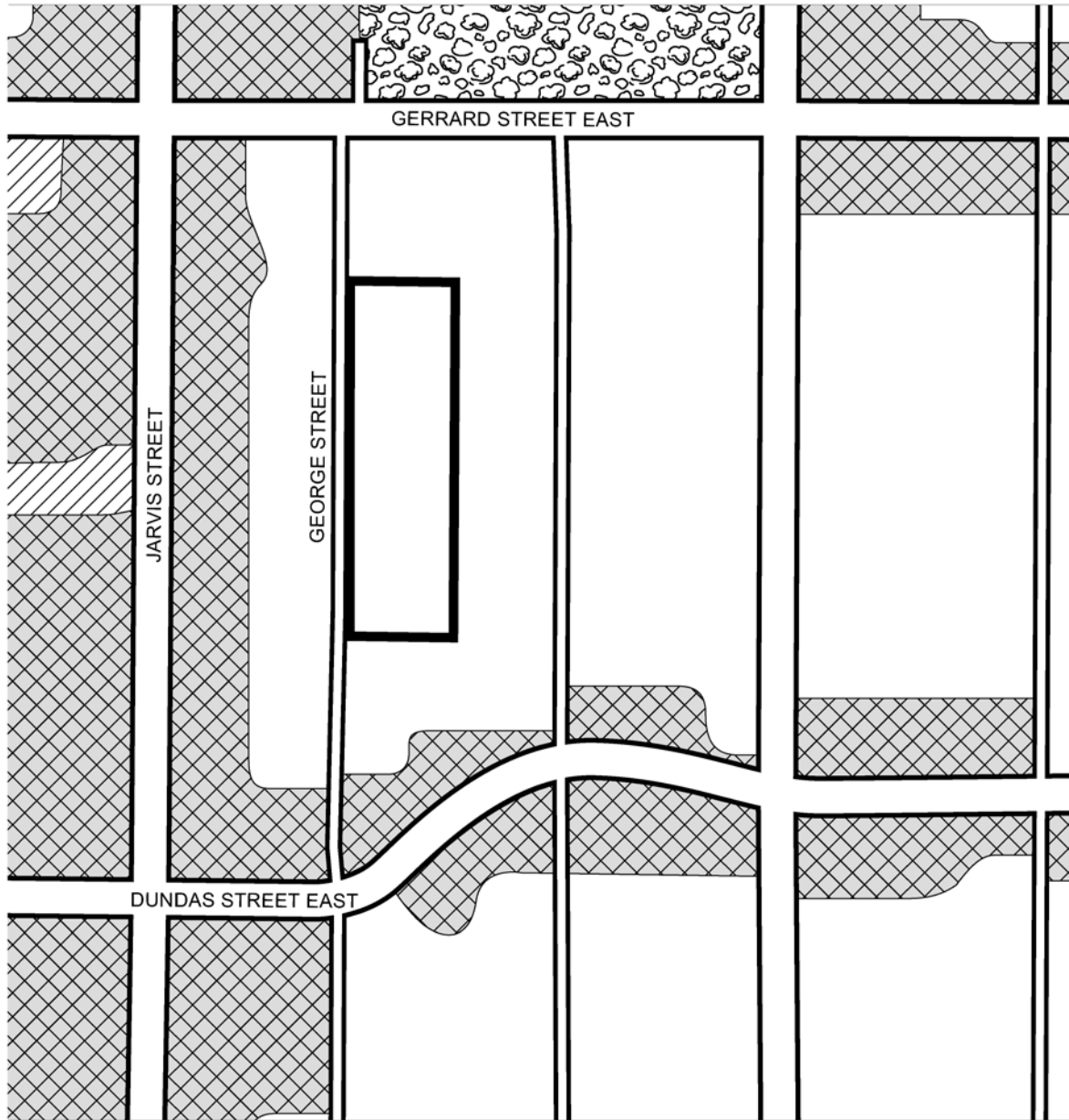
CR Commercial Residential  
OR Open Space Recreation

CR Mixed-Use District



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Extracted: 02/10/2016

Attachment 4: Official Plan



**TORONTO** City Planning  
 Extract from Official Plan

295-349 George Street

File # 16 111311 STE 27 0Z

- |  |  |
|--|--|
|  Site Location                                  |  Parks & Open Space Areas |
|  Low Density Mixed Commercial-Residential Areas |  Parks                    |
|  Mixed Use Areas                                |  |

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 02/09/2016



## Attachment 5: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	16 111311 STE 27 OZ
Details	OPA & Rezoning, Standard	Application Date:	February 1, 2016

Municipal Address: 295-349 GEORGE ST  
 Location Description: PLAN 150 PT LOT 19 \*\*GRID S2712  
 Project Description: Proposal for an Official Plan and Rezoning Amendment to permit a 9 storey institutional building that will provide 378 bed long-term care, 130 bed transitional assisted living, 100 bed emergency shelter, and 21 units of affordable housing along with a 4,000 sq m community service hub

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
MONTGOMERY SISAM ARCHITECTS INC		MONTGOMERY SISAM ARCHITECTS INC	CITY OF TORONTO

### PLANNING CONTROLS

Official Plan Designation:	Neighbourhoods	Site Specific Provision:	
Zoning:	R (d1.0)(x865)	Historical Status:	6 Buildings designated
Height Limit (m):		Site Plan Control Area:	

### PROJECT INFORMATION

Site Area (sq. m):	7788	Height:	Storeys:	9
Frontage (m):	184.3		Metres:	35
Depth (m):	42.55			
Total Ground Floor Area (sq. m):	4336			<b>Total</b>
Total Residential GFA (sq. m):	1194		Parking Spaces:	160
Total Non-Residential GFA (sq. m):	42999		Loading Docks	5
Total GFA (sq. m):	44193			
Lot Coverage Ratio (%):	55.7			
Floor Space Index:	5.7			

### DWELLING UNITS

Tenure Type:	Rental
Rooms:	0
Bachelor:	19
1 Bedroom:	2
2 Bedroom:	0
3 + Bedroom:	0
Total Units:	21

### FLOOR AREA BREAKDOWN (upon project completion)

	Above Grade	Below Grade
Residential GFA (sq. m):	1194	0
Retail GFA (sq. m):	100	0
Office GFA (sq. m):	100	0
Industrial GFA (sq. m):	0	0
Institutional/Other GFA (sq. m):	42799	0

**CONTACT: PLANNER NAME: Derek Waltho, Planner**  
**TELEPHONE: 416-392-0412**