

871-899 College Street - Zoning Amendment Application and Rental Housing Demolition Application - Preliminary Report

Date:	October 26, 2017
To:	Toronto and East York Community Council
From:	Acting Director, Community Planning, Toronto and East York District
Wards:	Ward 19 – Trinity-Spadina
Reference Number:	17 196947 STE 19 OZ and 17 196947 STE 19 RH

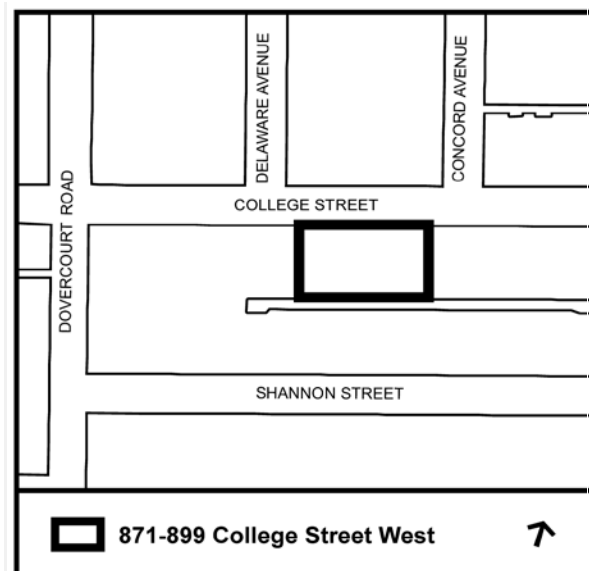
SUMMARY

This application proposes an eight-storey building with 1,746 square metres of non-residential space at-grade and 131 residential units above the ground-floor at 871-899 College Street. A total of 57 parking spaces and 180 bicycle parking spaces are to be accommodated within a one-level underground garage accessed from the rear lane. The proposed building would have a density of 4.67 times the area of the lot.

An application for Rental Housing Demolition and Conversion per Chapter 667 of the Municipal Code has also been filed to permit the demolition of at least 13 existing rental dwelling units.

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.

This report recommends that a community consultation meeting be held, in consultation with the ward councillor, to present the proposal to the public and obtain public input. The community



consultation meeting is targeted for the first quarter of 2018.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 871-899 College 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.

Financial Impact

The recommendations in this report have no financial impact.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant to discuss complete application submission requirements as well as to provide feedback on the proposal.

ISSUE BACKGROUND

Proposal

This application proposes an eight-storey mixed-use building with a total gross floor area of 13,010 square metres and a density of 4.67 times the area of the lot. The overall height is 25 metres, inclusive of all mechanical equipment.

The ground floor will contain 1,746 square metres of non-residential space fronting on College Street, an entrance and a lobby to the residential units above, and access to the loading and the underground parking off the rear lane. A total of 131 residential units are contained within the seven floors above the ground floor. It is proposed that the tenure be comprised of 23 condominium suites, and 108 rental apartment units. The unit mix for the rental apartment units consists of 77 one-bedroom units, 17 two-bedroom units, and 14 three-bedroom units. The rental mix for the condominium suites consists of 18 one-bedroom, 2 two-bedroom and 3 three-bedroom units.

The building is to be located at the limits of the property boundaries along College Street West and the rear lane. The building steps back 2.7 metres from the front façade for the majority of the fifth storey. At the seventh floor, the building steps back 5 metres from the College Street property line, and 7 metres on the eighth floor from the property line. At the rear, the building terraces with stepbacks progressively getting larger from the 3.2 metres stepback on the second storey, to the 20.6 metres stepback on the eighth storey. Rear balconies are proposed on the second storey, as well as on storeys five through

eight. The building is proposed to be built to the east property line, and 5.4 metres from the first storey of the west property line to accommodate a private one-way driveway connecting the rear laneway to College Street. The above storeys will cantilever over the driveway at a setback of 1.23 metres from the west property line.

Indoor and outdoor amenity space, totalling 228 square metres and 87 square metres respectively, will be provided on the second storey. A total of 57 vehicular parking spaces will be provided in a one-level below-grade parking garage and will include ten shared spaces. A total of 180 bicycle parking spaces (152 long-term and 28 short-term spaces) are to be provided at-grade and within the below-grade parking garage. Vehicular access, including loading, will be off the rear laneway.

Rental Housing

The Rental Housing Demolition application proposes to demolish at least 13 rental dwelling units. The final number is yet to be confirmed. The replacement of 13 rental dwelling units is proposed by the application. The replacement rental units are proposed to occupy the second storey of the new building. All existing rental units have affordable or mid-range affordable rents. The applicant would secure the rental tenancy status for at least 20 years and the associated rents for at least 10 years in accordance with the corresponding Policy and By-law.

For further statistical information, refer to the Application Data Sheet found as Attachment 7 of this report.

Site and Surrounding Area

The site is located on the south side of College Street, just west of Ossington Avenue. The site has an overall site area of 2,783 square metres. The site has a frontage of 67 metres along College Street, a depth of 41 metres, and consists of five consolidated lots. The existing uses and buildings on the lots consist of a 3-storey apartment building at 871 College Street, automotive sales and repair buildings at 877-895 College Street, a semi-detached residential dwelling at 897 College Street, and a 3-storey mixed use building with retail at-grade and residential units above at 899 College Street. At the rear property line, the site fronts onto a public laneway that leads to Ossington Avenue. There is a private right-of-way for a driveway that straddles 899 College Street and 901 College Street and provides access to the rear of both properties.

At least 13 rental units are present within the subject lands. Nine rental dwelling units are located at 871 College Street. Four rental units are located at 899 College Street. All 13 rental units have affordable or mid-range affordable rents. All 13 rental units were occupied at the time the rental housing application was made. The units have the bedroom type and rent classifications (according to information provided by the applicant) as follows:

Rental Unit Bedroom Type		Rent Category	
Studio / bachelor	2	Affordable rents	2
One-bedroom	5	Affordable rents	4
		Mid-range rents	1
Two-bedroom	5	Affordable rents	5
Three-bedroom	1	Affordable rents	1

The surrounding development and land uses are as follows:

North: On the north side of College Street are 3-storey mixed-use buildings, as well as 2½-storey house form buildings, with retail at grade and residential units above.

East: To the east of the site are mostly 3-storey mixed-use buildings with retail at-grade and residential units above.

South: To the south of the site is a residential neighbourhood, comprised of detached and semi-detached houses.

West: Immediately west of the site are 2½-storey detached and semi-detached buildings with a mix of retail and residential at-grade, and residential above. Further west, at the south-east corner of Dovercourt Road and College Street, is a 4-storey YMCA building.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (2014) provides policy direction Province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing types and affordability to meet projected requirements of current and future residents;
- Recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and

- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The City of Toronto uses the PPS to guide its Official Plan and to inform decisions on other planning and development matters. The PPS is issued under Section 3 of the *Planning Act* and all decisions of Council affecting land use planning matters "shall be consistent with" the Provincial Policy Statement.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan.

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 is designated “*Mixed Use Areas*” in the City of Toronto Official Plan. This designation permits a broad range of commercial, residential and institutional uses and includes policies and development criteria to guide development and its transition between areas of different development intensity and scale.

The development criteria in “*Mixed Use Areas*” include, but are not limited to:

- creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- providing for new jobs and homes for Toronto’s growing population on underutilized lands;
- locating and massing new buildings to provide a transition between areas of different development intensity and scale;
- locating and massing new buildings to frame the edges of streets and parks;
- providing an attractive, comfortable and safe pedestrian environment;
- providing good site access and circulation and an adequate supply of parking for residents and visitors;
- locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and
- providing indoor and outdoor recreation space for building residents in every significant multi-residential development.

The Healthy Neighbourhoods Section of the Official Plan (Section 2.3.1) identifies that the intensification of land adjacent to neighbourhoods will be carefully controlled so that neighbourhoods are protected from negative impact. The plan also states that developments in *Mixed Use Areas* that are adjacent or close to *Neighbourhoods* will, among other matters, be compatible with those *Neighbourhoods*, provide a gradual transition of scale and density and maintain adequate light and privacy for residents in those *Neighbourhoods*.

In addition to the specific land use policies, and the Healthy Neighbourhood Policies, Section 3.1.2 of the Official Plan contains Built Form Policies. This section of the Plan identifies that our enjoyment of streets and open spaces largely depends upon the visual quality, activity, comfortable environment, and perceived safety of these spaces. These qualities are largely influenced by the built form of adjacent buildings. The Built Form section of the Plan also identifies that the majority of new growth will take place in the areas of the City where intensification is appropriate. These areas include the *Downtown*, *Centres*, and along *Avenues*.

The Plan identifies that developments must be conceived not only in terms of the individual building site, but how that site, building and facades fit within the existing and/or planned context of the neighbourhood and the City. Policy 3.1.2.3 (a) states that new development will be massed to fit harmoniously within its existing and/or planned context, and will limit its impacts on neighbouring streets, parks, and open spaces by massing buildings to frame adjacent streets and open spaces in a way that respects the existing and/or planned street proportions. In addition, Policy 4 identifies that new development will be massed to define the edges of streets, parks, and open spaces at good proportion.

College Street is identified as an "*Avenues*" on Map 2 – Urban Structure of the Plan with a right-of-way of 20 metres. *Avenues* are important corridors along major streets where reurbanization is anticipated and encouraged to create new residential and employment opportunities while improving the pedestrian environment, streetscapes, retail opportunities and transit service for residents of the community.

The framework for new development on each *Avenue* will be established through an *Avenue* Study, resulting in appropriate zoning and design guidelines created in consultation with the local community. Development applications which proceed in advance of an *Avenue* Study are required to complete a study, called an *Avenue* Segment Study, which will address the impacts of the incremental development of the entire *Avenue* segment at a similar form, scale and intensity. Related considerations include appropriate built form and massing necessary to protect adjacent Neighbourhoods and the adequacy of supporting community facilities and infrastructure.

At present, there is no *Avenue* Study for this segment of College Street. However, an *Avenue* Segment Study was prepared by Armstrong Hunter & Associates in 2012, in support of a 7-storey mixed use building located at 998 College Street. The *Avenue* segment Study identifies three redevelopment sites along the segment that may be appropriate for redevelopment at heights and densities that are similar to 998 College Street. Amongst the potential redevelopment sites was 877-893 College Street, the existing automotive sales and repair buildings, which was identified to have potential for a 6-7 storey building containing 50-60 units.

Section 3.2.1 Housing

Section 3.2.1 of the Official Plan includes policies that encourage the provision of a full range of housing, in terms of form, tenure and affordability, and the protection of rental housing units.

Rental replacement Policy 3.2.1.6 states that new development that would result in the loss of six or more rental housing units will not be approved unless all of rental housing units have rents that exceed mid-range rents at the time of application, or in cases where planning approvals other than site plan are sought, the following secured:

- at least the same number, size and type of rental housing units are replaced and maintained with similar rents to those in effect at the time the redevelopment application was made;
- for a period of at least 10 years, rents for replacement units will be the rent at first occupancy, increased annually by not more than the Provincial Rent Increase Guideline or a similar guideline as Council may approve from time to time; and
- An acceptable tenant relocation and assistance plan addressing the right to return to occupy one of the replacement rental units at similar rent, the provision of alternative accommodation at similar rents and other assistance to lessen the hardship of relocation.

This proposal has been reviewed against the policies described above as well as the policies of the Official Plan as a whole.

Avenues and Mid-Rise Buildings Study

Toronto City Council, in July 2010, adopted the recommendations contained in the staff report prepared by City Planning entitled "Avenues and Mid-Rise Buildings Study", with modifications, and directed staff to use the Performance Standards for Mid-Rise Buildings in reviewing all new and current mid-rise development proposals on the *Avenues*.

Map 2 – Urban Structure of the Official Plan identifies College Street as an *Avenues* at this location.

The Avenues and Mid-Rise Buildings Study identifies a list of best practices, categorizes the *Avenues* based on historic, cultural and built form characteristics, establishes a set of performance standards for new mid-rise buildings and identifies areas where the performance standards should be applied. Key issues addressed by the Study include maximum allowable building heights, setbacks and step-backs, sunlight and sky view, pedestrian realm conditions, transition to *Neighbourhoods* and *Parks and Open Space Areas* and corner sites.

The Performance Standards are intended to be used as tools to implement both the Official Plan's *Avenues* and *Neighbourhood* policies, maintaining a balance between reurbanization and stability and ensuring quality and comfortable streetscapes along the *Avenues*. *Avenues* are to be framed and defined by buildings that allow for a minimum of 5 hours of sunlight on the sidewalks from March 21 to September 21, pedestrian perception step-backs above the podium which mitigate the pedestrian perception of building height along the *Avenues* and an acceptable relationship between mid-rise buildings and the adjacent *Neighbourhoods* and *Parks and Open Space*. The Official Plan policies are explicit in the intent to protect these appropriate transitions. The Performance Standards give guidance about the size, shape and quality of mid-rise buildings and are intended to respect Section 2.3.1 of the Official Plan.

The 2010 study has been used to identify portions of *Avenues* where there is an existing character that should be considered in the development of new mid-rise buildings. These Character Areas have characteristics that require additional consideration of the existing context in terms of architectural and urban design. Along the *Avenues*, and especially within Character Areas, the diversity of building typologies, heritage buildings, streetscapes and existing city fabric requires that each new building consider and respond to the surrounding context. Within Character Areas, it will be especially important that new buildings recognize and reflect the important elements that define the existing context.

The July 2010 report identifies 871-899 College Street as being located within the, "Dufferin Grove Character Area", which contains a mix of detached and semi-detached houses, walk up apartment buildings and fine grain retail.

In June 2016, City Council approved the Mid-Rise Building Performance Standards Addendum (April 20, 2016). The Addendum is to be used by City staff together with the 2010 approved Mid-Rise Building Performance Standards during the evaluation of development applications where mid-rise buildings are proposed and the Performance Standards are applicable. The Performance Standards and Addendum may also be used to help inform the preparation or review of area studies and policies involving mid-rise buildings. The Addendum is approved as an interim supplement to the 2010 Performance Standards until such time as Council considers and adopts updated Mid-Rise Building Design Guidelines.

The application will be reviewed against the performance standards contained within the *Avenues and Mid-Rise Buildings Study* and the *Mid-Rise Building Performance Standards Addendum*.

Rental Housing Demolition By-law

Section 111 of the *City of Toronto Act, 2006* authorizes Council to regulate the demolition and conversion of residential rental properties in the City. Chapter 667 of the City's Municipal Code, the Rental Housing Demolition and Conversion By-law, implements Section 111. The By-law prohibits the demolition or conversion of rental housing units in buildings containing six or more residential units, of which at least one unit is rental, without obtaining a permit from the City and requires a decision by either City Council or the Chief Planner.

Council may refuse an application, or approve the demolition with conditions that must be satisfied before a demolition permit is issued. These conditions implement the City's Official Plan policies protecting rental housing. Council approval of demolition under Section 33 of the *Planning Act* may also be required where six or more residential units are proposed for demolition before the Chief Building Official can issue a permit for demolition under the *Building Code Act*.

Where an application for rezoning triggers an application under Chapter 667 for rental demolition or conversion, City Council typically considers both applications at the same time. Unlike *Planning Act* applications, decisions made by City Council under By-law 885-2007 are not appealable to the Ontario Municipal Board.

On July 12, 2017, an application was received for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code to demolish 13 rental housing units. A Housing Issues Report has been submitted with the required application and is currently under review for consistency with the Official Plan.

As per Chapter 667-14, a tenant consultation meeting shall be held to review the impact of the proposal on tenants of the residential rental property and matters under Section 111.

Zoning

The subject properties are zoned 'MCR T3.0 C1.0 R2.5' – Mixed use by By-law No. 438-86, as amended. The 'MCR' zone permits a broad range of residential and commercial uses. The maximum permitted building height is 16.0 metres, while the maximum permitted density is 3 times the site area.

The subject sites are zoned 'CR 3.0 (c1.0; r2.5) x1571' – Commercial-Residential by Zoning By-law 569-2013. Zoning By-law 569-2013 permits generally the same uses, height and density on the subject site as By-law 438-86.

Site Plan Control

A Site Plan application has been filed and is being reviewed concurrently with the Zoning Amendment application.

Reasons for the Application

Amendments to both the former City of Toronto Zoning By-law No. 438-86, as amended and the City-Wide Zoning By-law No. 569-2013, as amended, are required to implement the required performance standards to regulate the development, such as height (from 16 metres to 25 metres), density (from 2.5 to 4.67 times the lot area), setbacks, parking, building step-backs and amenity space provisions, amongst other matters.

The applicant has also submitted an application for a Rental Housing Demolition and Conversion permit pursuant to Chapter 667 of the City of Toronto Municipal Code for the demolition of the existing rental housing units as the subject lands contain six or more residential dwelling units, of which at least one is rental.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Rationale
- Draft Zoning By-law Amendments
- Community Services and Facilities Report
- Public Consultation Plan
- Architectural and Landscape Plans
- Building Massing Model
- Functional Servicing and Storm Water Management Report
- Engineering Plans
- Arborist Report
- Sun/Shadow Study
- Pedestrian Level Wind Study
- Energy Performance Report
- Transportation Impact Study
- Hydrogeological Study
- Toronto Green Development Standards Checklist
- Geotechnical Study
- Traffic Impact Study prepared
- Housing Issues Report
- Rental Screening Form

A Notification of Complete Application was issued on August 14, 2017.

Issues to be Resolved

The following issues, identified through the review of the application to date, will need to be addressed:

1. Conformity with the *Mixed Uses Areas* policies of the Official Plan, including the requirement that development will result in a built form and massing which provides for a transition to areas of different development intensity and scale;
2. Consideration of the Avenues and Mid-Rise Buildings Study design criteria;
3. Appropriateness of additional building height, density, massing, building separation distances, proposed setbacks and building step-backs;
4. Provisions for larger residential dwelling units suitable for a broader range of households, including families with children, to support a full range of housing and affordability including an increase in the number of two bedroom units;
5. Appropriateness of the proposed College Street streetscape improvements;
6. Traffic, parking, site access and servicing, as well as impacts on the pedestrian realm that may result from the intensity and scale of the proposed development;
7. Location and amount of indoor and outdoor amenity spaces;
8. Adequacy of municipal infrastructure and identification of required improvements, if any, to support the proposed residential density;

9. Tree removal and preservation measures;
10. Compliance with the Green Roof By-law No. 583-2009, as amended;
11. Confirming the total number of rental dwelling units across the subject lands;
12. Rental unit replacement issues including unit layout, the development of a tenant assistance and relocation plan and tenant communication and consultation; and
13. Securing existing rental tenure and rental replacement units by tenure and rents.

The Toronto Green Standards Checklist has been submitted by the applicant and is currently under review by City staff for compliance with the Tier 2 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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SIGNATURE

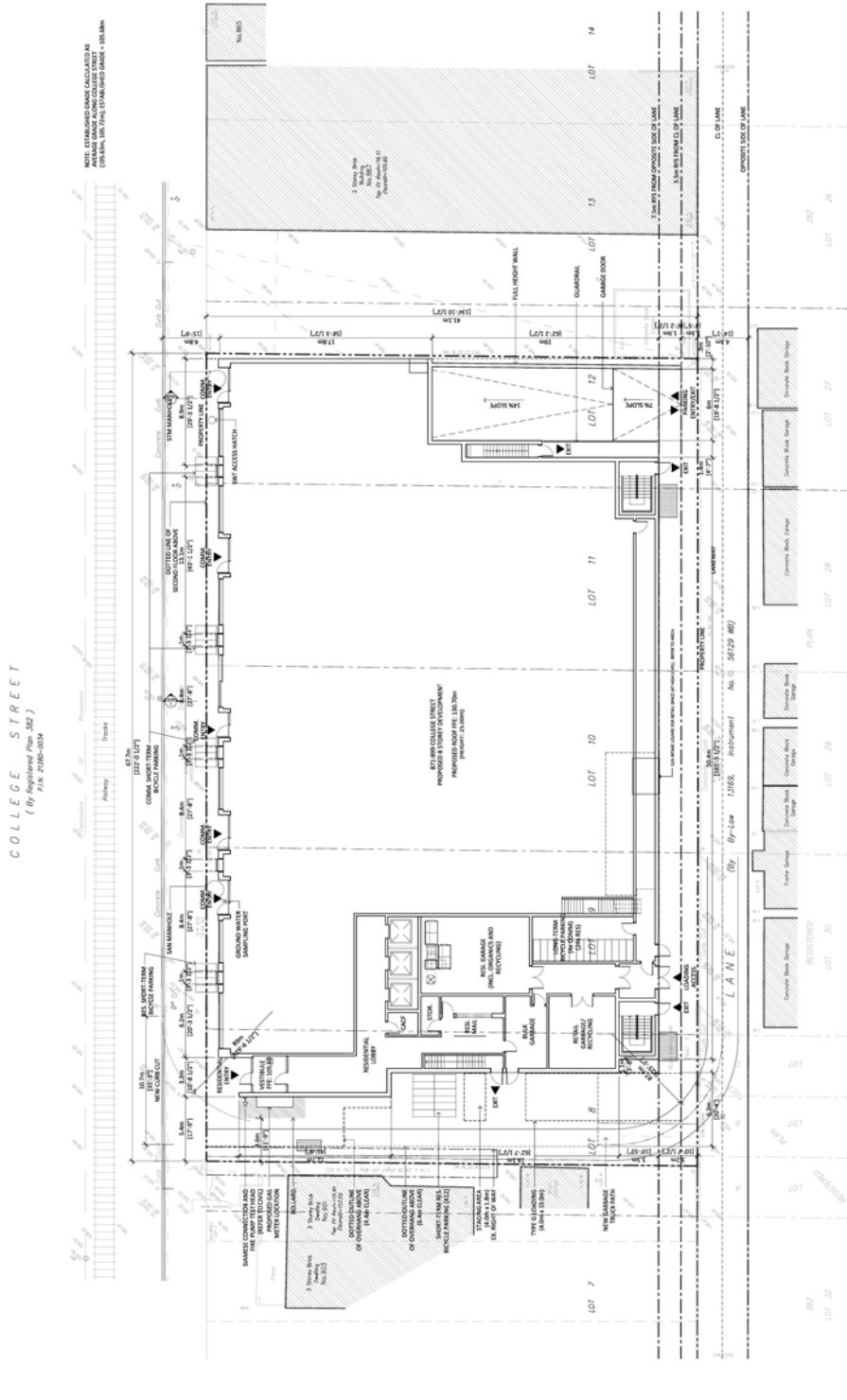
Lynda H. Macdonald
Acting Director, Community Planning
Toronto and East York District

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ATTACHMENTS

- Attachment 1: Site Plan
- Attachment 2: East Elevation
- Attachment 3: West Elevation
- Attachment 4: South Elevation
- Attachment 5: North Elevation
- Attachment 6: Zoning
- Attachment 7: Application Data Sheet

Attachment 1: Site Plan



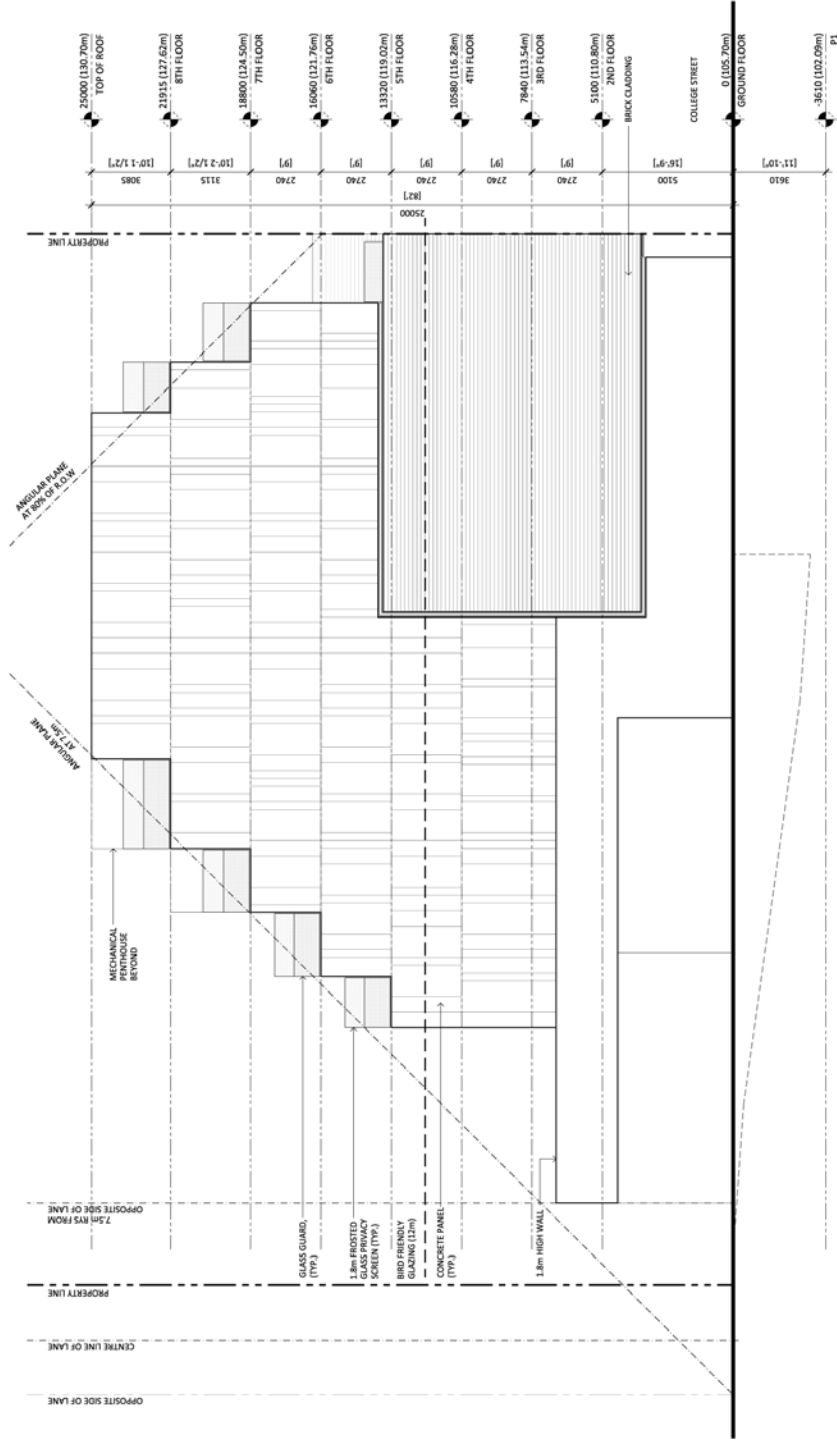
Site Plan
871 - 899 College Street West

Applicant's Submitted Drawing

Not to Scale
 10/10/2017

File # 17 196947 STE 19 0Z

Attachment 2: East Elevation



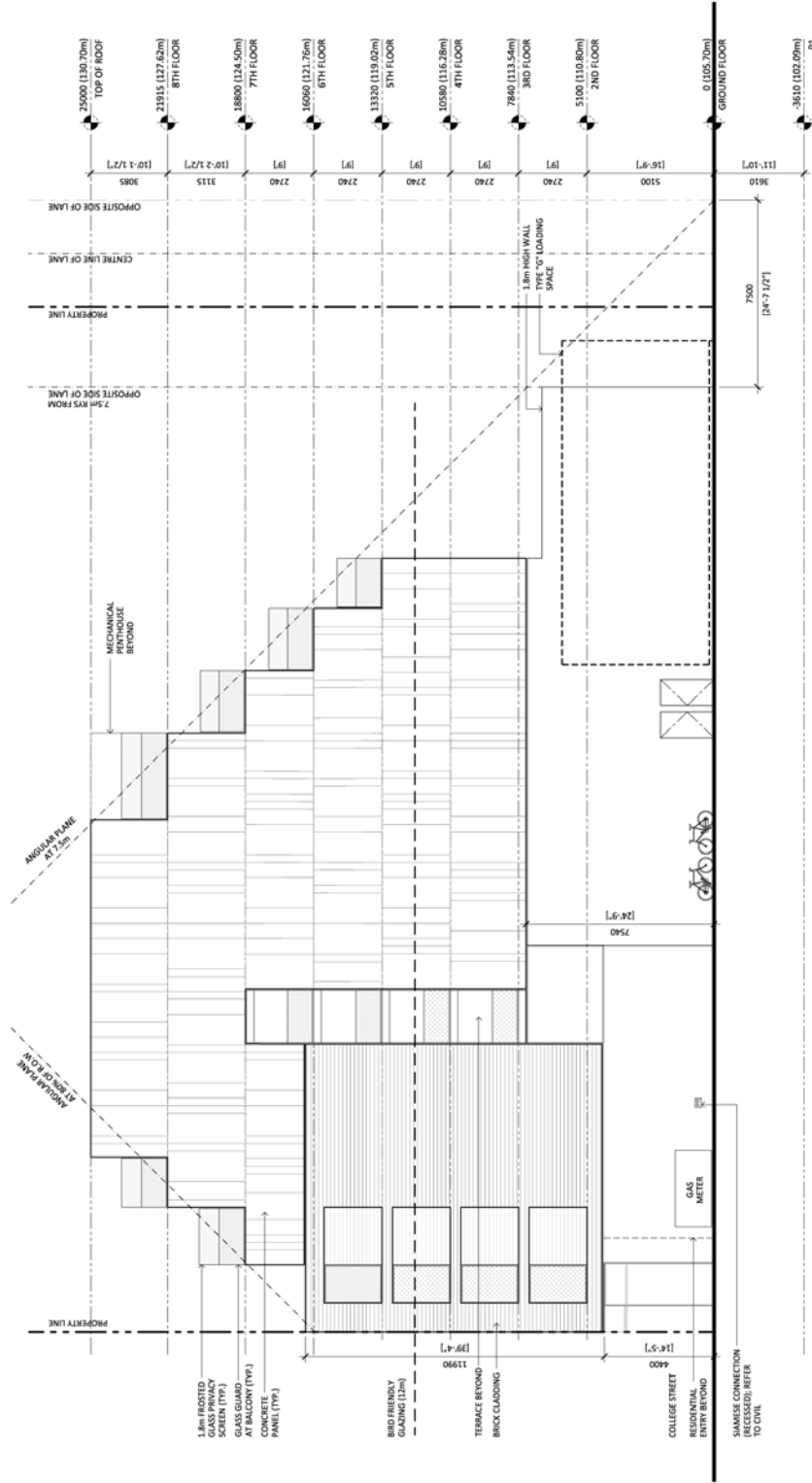
871 - 899 College Street West

East Elevation
Applicant's Submitted Drawing

Not to Scale
10/10/2017

File # 17 196947 STE 19 0Z

Attachment 3: West Elevation

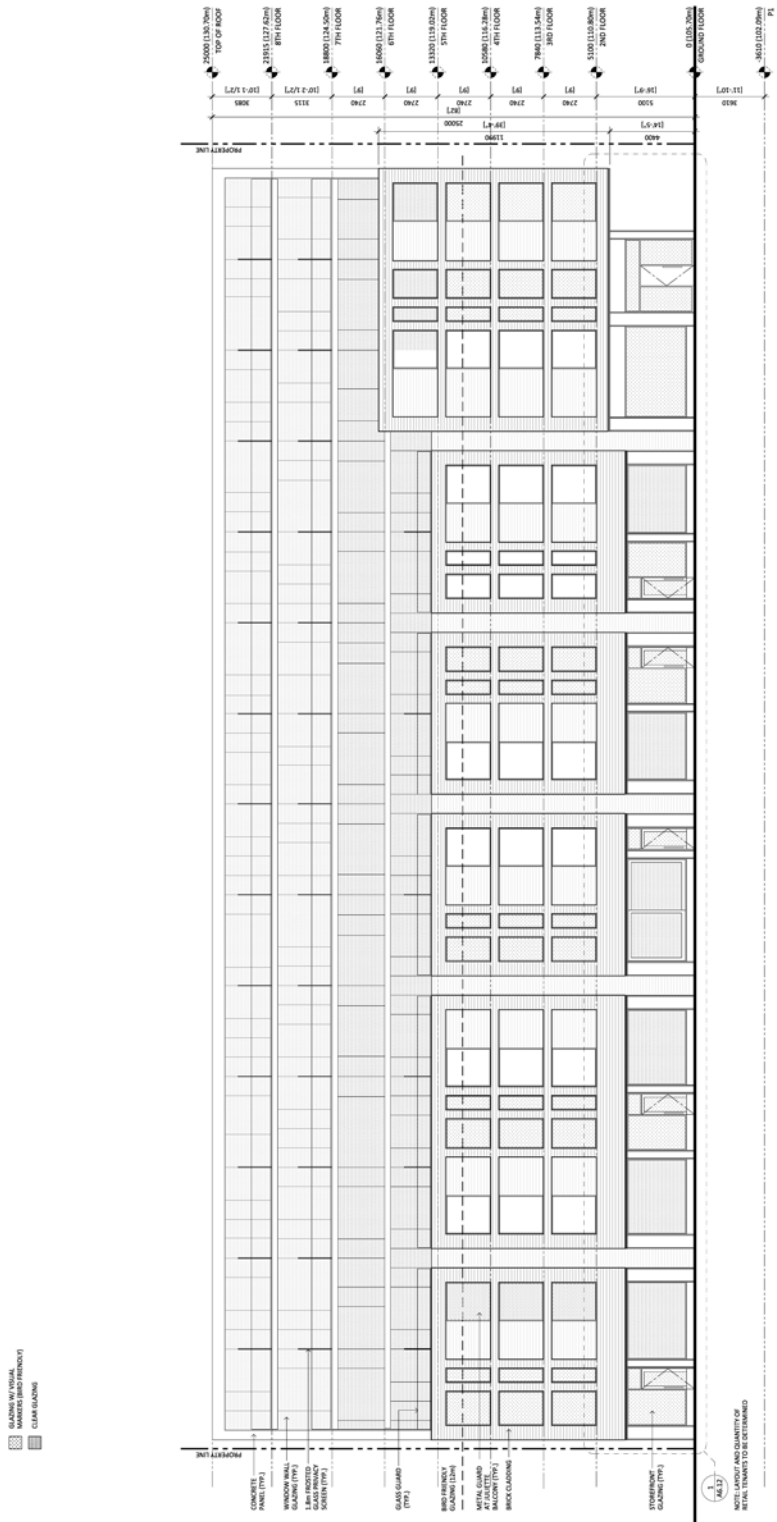


871 - 899 College Street West

West Elevation
 Applicant's Submitted Drawing
 Not to Scale
 10/10/2017

File # 17 196947 STE 19 0Z

Attachment 5: North Elevation

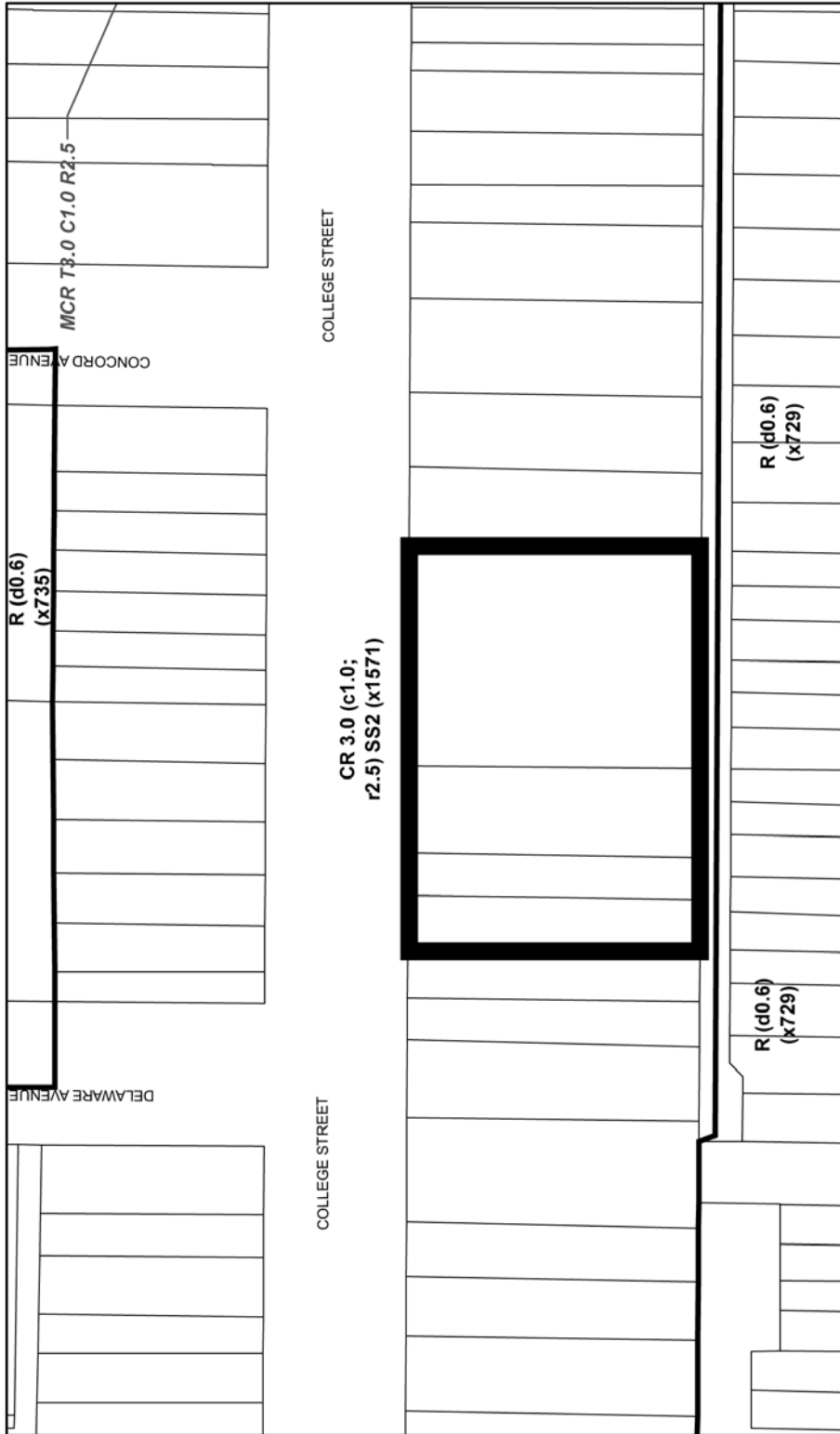


871 - 899 College Street West

North Elevation
 Applicant's Submitted Drawing
 Not to Scale
 10/10/2017

File # 17 196947 STE 19 0Z

Attachment 6: Zoning



Zoning By-Law No. 569-2013

871-899 College Street West

File # 17 196947 STE 19 0Z



R Residential CR Commercial Residential



Not to Scale
Extracted: 10/12/2017

Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	17 196947 STE 19 OZ
Details	Rezoning, Standard	Application Date:	July 12, 2017
Municipal Address:	877 COLLEGE ST		
Location Description:	PLAN 382 LOT 10 LOT 11 **GRID S1904		
Project Description:	Zoning By-law Amendment to facilitate redevelopment of the site with a new 8-storey mid-rise mixed-use building. The base of the building includes about 1,746 m2 of retail space and a residential lobby along College Street.. The proposal includes 11,264 m2 of residential gross floor area and 131 units. Of these, 23 are condominium suites and 108 are rental apartments of which 13 replace the existing rental apartments on the Site. The rental replacement units are located on the 2nd floor. The 13 rental replacement units consist of 7 one-bedroom units, 5 two-bedroom units and 1 three-bedroom unit.		

Applicant:	Agent:	Architect:	Owner:
GOWLING WLG	Ben Larson	Studio JCI	877-893 COLLEGE STREET PROPERTY INC.

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	N
Zoning:	CR 3.0 (c1.0; r2.5) SS2 (x1571)	Historical Status:	N
Height Limit (m):	16	Site Plan Control Area:	

PROJECT INFORMATION

Site Area (sq. m):	2783	Height:	Storeys:	8	
Frontage (m):	67.68		Metres:	25	
Depth (m):	41.13				
Total Ground Floor Area (sq. m):	2065.8				Total
Total Residential GFA (sq. m):	10993.3		Parking Spaces:	57	
Total Non-Residential GFA (sq. m):	1746		Loading Docks	1	
Total GFA (sq. m):	12739.3				
Lot Coverage Ratio (%):	74.2				
Floor Space Index:	4.6				

DWELLING UNITS

Tenure Type:	Rental, Condo
Rooms:	0
Bachelor:	0
1 Bedroom:	95
2 Bedroom:	19
3 + Bedroom:	17
Total Units:	131

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	10993.3	10993.3	0
Retail GFA (sq. m):	1746	1746	0
Office GFA (sq. m):	0	0	0
Industrial GFA (sq. m):	0	0	0
Institutional/Other GFA (sq. m):	0	0	0

CONTACT:	PLANNER NAME:	Mladen Kukic, Assistant Planner
	TELEPHONE:	416-392-9434