

9-21 Grenville Street - Zoning Amendment Application - Preliminary Report

Date:	January 18, 2011
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 27 – Toronto Centre-Rosedale
Reference Number:	10 313898 STE 27 OZ

SUMMARY

This application was made after January 1, 2007 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

The applicant proposes to redevelop the site with a 52-storey mixed use residential condominium building with 438 residential units, and five levels of underground parking. This application further proposes to retain a portion of 21 Grenville Street, a historical listed building.

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

The next step is to conduct a community consultation meeting to allow the public to review the application and provide feedback.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a



- community consultation meeting 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 – Committee of Adjustment

On February 19 and May 6 of 2010, City staff held pre-application meetings with the applicant to discuss the development proposal and the planning process. Planning staff strongly recommended that the applicant submit a rezoning application as the requested height, density, reduced outdoor amenity space and reduction in loading spaces were not issues that were considered minor in nature and were more appropriately considered through the rezoning process. The applicant proceeded with a Committee of Adjustment application.

On September 22, 2010 the Committee of Adjustment reviewed a request (file A0657/10 TEY) by Lifetime Developments to permit a proposed 149.7 metre high (by-law permits 46 metres) 49-storey mixed-use residential condominium with a total non-residential and residential gross floor area of 30,878 square metres (by-law permits 10,498.8 square metres), 21.83 times the area of the lot (by-law permits 7.8 times the area of the lot), no common outdoor amenity space (2 square metres per unit is required) and no Type "B" and "C" loading spaces (both Type "B" and "C" are required). The Committee of Adjustment refused the variance request and determined that the variances were not considered minor in nature. The Committee refused the application. The applicant appealed the refusal to the Ontario Municipal Board.

Pre-Application Consultation - Rezoning

As a result of the Committee's refusal, the City held several pre-application meetings (October 5, 2010, October 26, 2010, November 1, 2010 and November 15, 2010) to discuss the potential for the submission of a rezoning application, details of the development proposal as well as the potential appeal of the refusal decision to the Ontario Municipal Board (OMB). The applicant appealed the refusal decision by the Committee of Adjustment in November 2010 and the OMB file remains open. The applicant has since decided not to pursue the Ontario Municipal Board hearing but to proceed with the submission of a rezoning application.

During these pre-application meetings, staff expressed concerns over the heritage conservation strategy for the listed heritage building (21 Grenville Street), height and density of the proposed building, setbacks from adjacent buildings and the heritage

building, the proposed built form and massing, as well as complete application submission requirements.

ISSUE BACKGROUND

Proposal

The applicant is proposing to develop on an existing parking lot, 9 Grenville Street and listed heritage building, 21 Grenville Street, a 52-storey residential building with a 3-storey podium. The total height to the top of the mechanical penthouse is 167.2 metres. A total of 438 residential units are proposed. These residential units are made up of 49 bachelor units (11%), 242 one-bedroom units (55%), and 147 two-bedroom units (34%). No three-bedroom units are being proposed.

The applicant proposes a residential gross floor area of 30,843 square metres and a non-residential gross floor area of 120 square metres of retail floor space to be located within the existing listed heritage building at 21 Grenville Street for a total of 30,963 square metres of gross floor area. This equates to a floor space index of 23.0 times the lot area. As noted earlier, 21 Grenville Street is a listed building and is proposed to be retained.

The applicant proposes five levels of underground parking for total of 129 parking spaces (which include 1 handicap and 17 visitor spaces). Access to the parking garage is proposed to be located along the existing north-south city owned St. Luke Lane. Access to the loading (one Type "G" space) and service area will also be provided off this laneway.

A total of 337 bicycle parking spaces are being proposed. Forty visitor bicycle parking spaces are proposed on the ground level with six indoor spaces and 34 outdoor spaces located along St. Luke Lane and at the front entrance to this proposed residential condominium along Grenville Street. A total of 297 bicycle parking spaces are proposed on the P1 to P5 levels.

A total of 876 square metres of indoor amenity space is proposed on floors two, three and four and 383 square metres of outdoor amenity space is proposed on the ground floor at the front entrance to the proposed residential condominium.

The proposed tower is generally square in shape and slightly off-set to the west side to accommodate the conservation of the heritage building (21 Grenville Street) with a proposed floorplate of 650 square metres.

The proposed tower setbacks are as follows (all numbers are minimums and from the property line):

	Ground Floor to 3rd Floor	4th Floor	5th to 25th Floors	26th to 52nd Floors
North Setback (Grenville Street)	Approximately 3.5 metres to existing heritage building, 10.16 metres to proposed building	Approximately 3.5 metres to existing heritage building, 10.16 metres to proposed building	10.16 metres to proposed building (with 1.5 metre balcony projections)	10.16 metres to proposed building (with 1.5 metre balcony projections)
South Setback	Ground Floor setback is 1.4 metres to a building portion located on the west side of the property. The average setback is 4 metres to the tower wall. 2nd and 3rd Floors The setback is 3.2 metres	2.0 metres	2.0 metres (with 1.5 metre balcony projections)	2.0 metres (with 1.5 metre balcony projections)
East Setback (St. Luke Lane)	3 metres	6 metres	6 metres (with 1.5 metre balcony projections)	6 metres (with 1.5 metre balcony projections)
West Setback	Zero	Zero	Zero	Zero

Pedestrian access to the residential condominium and retail portion of the development is proposed through an entrance on Grenville Street.

Attachments 1-2 show the proposed site plan and elevations for the project. For a summary of the application details, please refer to the Application Data Sheet in Attachment 4.

Site and Surrounding Area

The site is located at the northeast corner of Grenville Street and St. Luke Lane. The site is square in shape and is approximately 1,346 square metres in area.

The property is currently occupied by a parking lot and a three-storey office building currently listed as a heritage building (constructed in 1873). The building's proposed function is to be retained with internal changes for a new residential lobby and retail space.

South: a mix of low and mid-rise buildings fronting onto College Street, generally including retail and service commercial uses at-grade with office or institutional uses above.

East: a two-storey building fronting onto Yonge Street which includes a bank and several commercial establishments. Above these commercial establishments is office space with windows primarily facing onto Yonge Street.

North: west of St. Luke Lane is the 16-storey Peregrine Co-op residential building, with the Ontario Civil Service Credit Union on the first two floors (18 Grenville Street). Just west of this building is the one-storey Chief Coroner office building at 26 Grenville Street followed by the 11-storey F.J Harz Company Factory Building, now a residential co-op at 32 Grenville Street. At the northwest corner of Grenville Street and Yonge Street is a one-storey McDonald's restaurant that faces onto Yonge Street (470 Yonge Street).

West: 25 Grenville Street, a 27-storey residential condominium with windows facing north and south with no balconies.

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

This application will be reviewed against the policies in the Official Plan (www.toronto.ca/planning/official_plan/introduction.htm).

The Official Plan places the site within the Downtown and Central Waterfront urban structure area. 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 direct 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 a stepping down of heights towards lower scale neighbourhood; shadow impacts be minimized and an attractive, safe and comfortable pedestrian environment be provided.

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.

Compliance with other relevant policies of the new Official Plan including the environment and transportation will also be addressed.

Zoning

The site is zoned CR T7.8 C2.0 R7.8 under Zoning By-law 438-86. This zoning designation permits a variety of mixed uses including residential. The maximum permitted density is 7.8 times the lot area, with 2.0 times the lot area for commercial uses and 7.8 times the lot area for residential uses. The maximum height permitted is 46 metres.

At its meeting of August 25 - 27, 2010, City Council adopted a new city-wide Zoning By-law for the City of Toronto. By-law 1156-2010 has been appealed in its entirety and is now before the Ontario Municipal Board. No hearing dates have been set. While the appeals are ongoing, the provisions of both the former zoning by-laws and the new zoning by-law are in effect for sites that are subject to By-law 1156-2010.

Under the new City of Toronto Zoning By-law 1156-2010 (under appeal), the majority of the site is zoned CR T7.8 C2.0 R7.8 SS1(X2358), a mixed-use area district, which permits a number of residential uses, as well as other complementary non-residential uses. The site has a total density permission limit of 7.8 times the lot area, 2.0 times the lot area for commercial uses and 7.8 times the lot area for residential uses. The maximum height permission is 46 metres. A small portion of the site, namely 9 Grenville Street, is identified as 'Not Part of This By-law'. Should this application result in a zoning

by-law amendment, this portion of the site will be brought into Zoning By-law 1156-2010 at that time. As such, this application will be reviewed for compliance with the new Zoning By-law.

Attachment 3 provides excerpts of the zoning maps for the site and immediate area.

Tall Building Guidelines

Toronto City Council approved the use of the document, “Design Criteria for Review of Tall Building Proposals” in June, 2006 and in April, 2010 extended authorization of its use. A tall building is generally defined as a building that is taller than the road right-of-way adjacent to the site. In this case, the right-of-way for Grenville Street between Bay Street and Yonge Street is 20 metres wide, and as such, the proposed building at 167.2 metres in height is considered a tall building. The Design Criteria provide policy recommendations for tall buildings on issues of building placement and orientation, entrances, heritage conservation, massing of base buildings, tower floorplates, separation distances, pedestrian realm considerations, sustainable design and transition. This document will be used to assess the proposed building.

The City’s “Design Criteria for Review of Tall Building Proposals” can be found on the City’s website at: <http://www.toronto.ca/planning/urbdesign/index.htm>.

Site Plan Control

The proposed development is subject to site plan control. An application for Site Plan Approval has been submitted (10-196552 STE 27 SA).

Tree Preservation

There are a total of 2 trees on this site subject to the City’s Private Tree By-law or Public Street Tree By-law. One of these trees must be removed in order to accommodate the proposed development. The applicant has submitted an arborist report and a tree preservation plan which will be reviewed by Urban Forestry staff.

Heritage

The three storey office building at 21 Grenville Street is on the west side of the property and abuts 23 Grenville Street. The subject property is a listed building under the City of Toronto Inventory of Heritage properties. The applicant intends to retain the front portion of the building and incorporate it into the proposed residential tower.

The applicant has submitted a Heritage Impact Statement, dated June 8, 2010 (revised December 13, 2010), prepared by E.R.A. Architects Inc., which has been circulated to City staff for their review. The purpose of this Heritage Impact Statement (HIS) is to provide information on the heritage resources that may be affected by the proposed redevelopment of 21 Grenville Street. The HIS proposes an overall approach to the conservation of the cultural heritage value of the property and its heritage attributes.

Reasons for the Application

The proposed height and density do not comply with Zoning By-law 1156-2010 and Zoning By-law 438-86.

Variances to the Zoning By-laws include but are not limited to the following:

- a total parking of 129 is being provided while the by-law requires 309 spaces;
- the total permitted density of 7.8 times the area of the lot is exceeded by approximately 15 times the area of the lot;
- the building height of 167.2 metres significantly exceeds the permitted height of 46 metres;
- a total of 220 bicycle parking spaces is being provided while the by-law requires 444 spaces; and
- a proposed outdoor amenity space of 383 square metres is provided while the by-law requires 876 square metres.

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 Justification Report, Arborist Report, Traffic Impact Study, Preliminary Wind Study, Shadow Analysis, Toronto Green Standard Checklist, Heritage Impact Statement, Stormwater Management Report and Functional Servicing Report.

City staff issued a notice of completion on December 14, 2010.

Issues to be Resolved

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

1. consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
2. conformity with Official Plan policies, particularly with respect to the sections on built form, heritage and housing;
3. conformity with the Design Criteria for Review of Tall Building Proposals, including the sections on transition in scale, adjacency issues to heritage buildings, pedestrian realm and sustainable design;
4. height and density of proposal;

5. other built form and massing issues including, but not limited to: sky view, light penetration, shadowing on adjacent parks and open spaces, privacy and wind mitigation;
6. 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);
7. heritage impacts, including the proposed demolition of part of the existing 3-storey listed heritage building and its incorporation into the proposed built form of the proposed residential tower;
8. provision for reduced on-site parking including impacts on the supply of on-street parking in the area;
9. mix of unit sizes and lack of family-sized units;
10. appropriate servicing to accommodate the proposed development;
11. assessment of traffic and transportation impacts;
12. commitment to providing resident and visitor bicycle parking and a bike share program given the site's proximity to the Wellesley Street and College Street bike lanes;
13. treatment of the ground floor of the building and its relationship to the streetscape and the provision of pedestrian realm weather protection;
14. the application's adherence to the City's Toronto Green Standard and Green Roof By-law that came into affect January 31, 2010; and
15. 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.

Toronto Green Standard

The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and support green industry.

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.

The Toronto Green Standard guidelines and checklist can be found on the City's website at: <http://www.toronto.ca/planning/environment/greendevlopment.htm>.

Staff will encourage the applicant to review the Bird-Friendly Development Guidelines, adopted by City Council in January, 2006. They provide guidance on how to mitigate bird-related issues through window design and treatment, as well as interior and exterior lighting. The guidelines can be found on the City's website at: <http://www.toronto.ca/lightsout/guidelines.htm>

CONTACT

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SIGNATURE

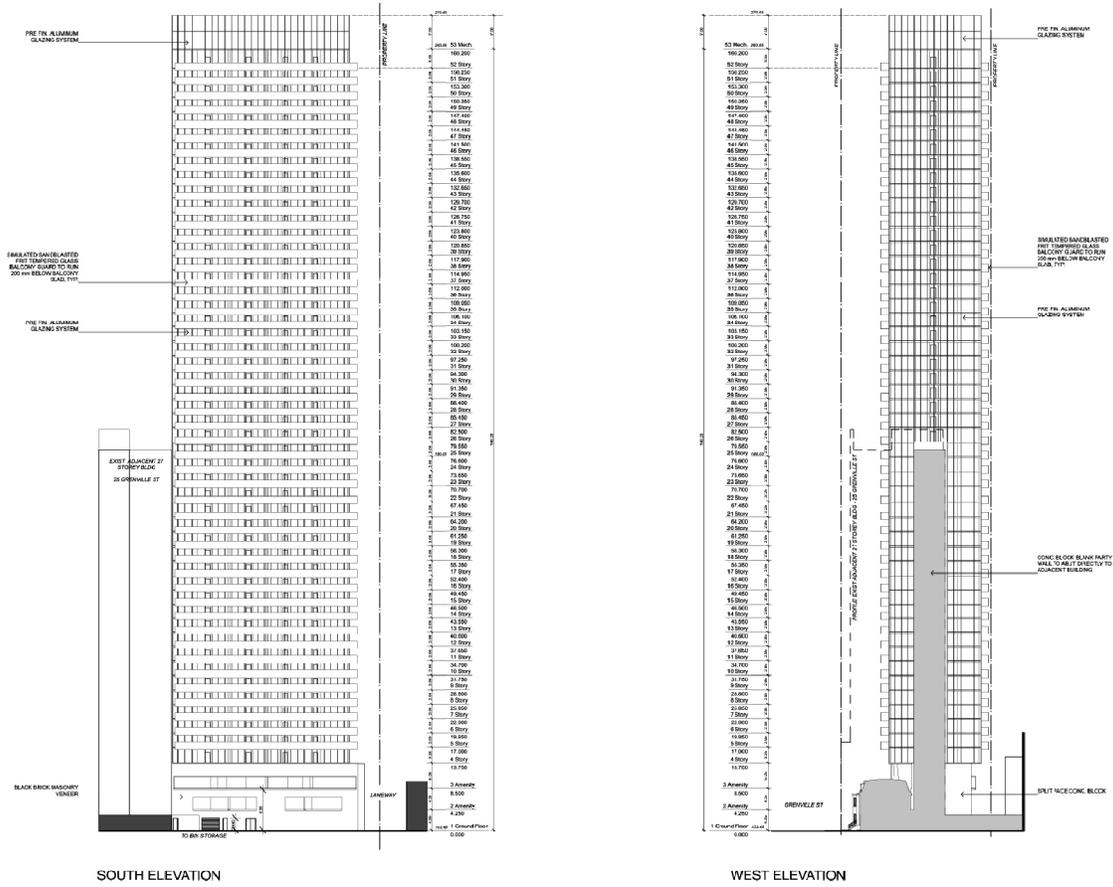
Gregg Lintern, MCIP, RPP
Director, Community Planning, Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2a: North and East Elevations
Attachment 2b: South and West Elevations
Attachment 3a: Zoning By-law 1156-2010
Attachment 3b: Zoning By-law 438-86
Attachment 4: Application Data Sheet

Attachment 2b: South and West Elevations



South and West Elevations

Elevations

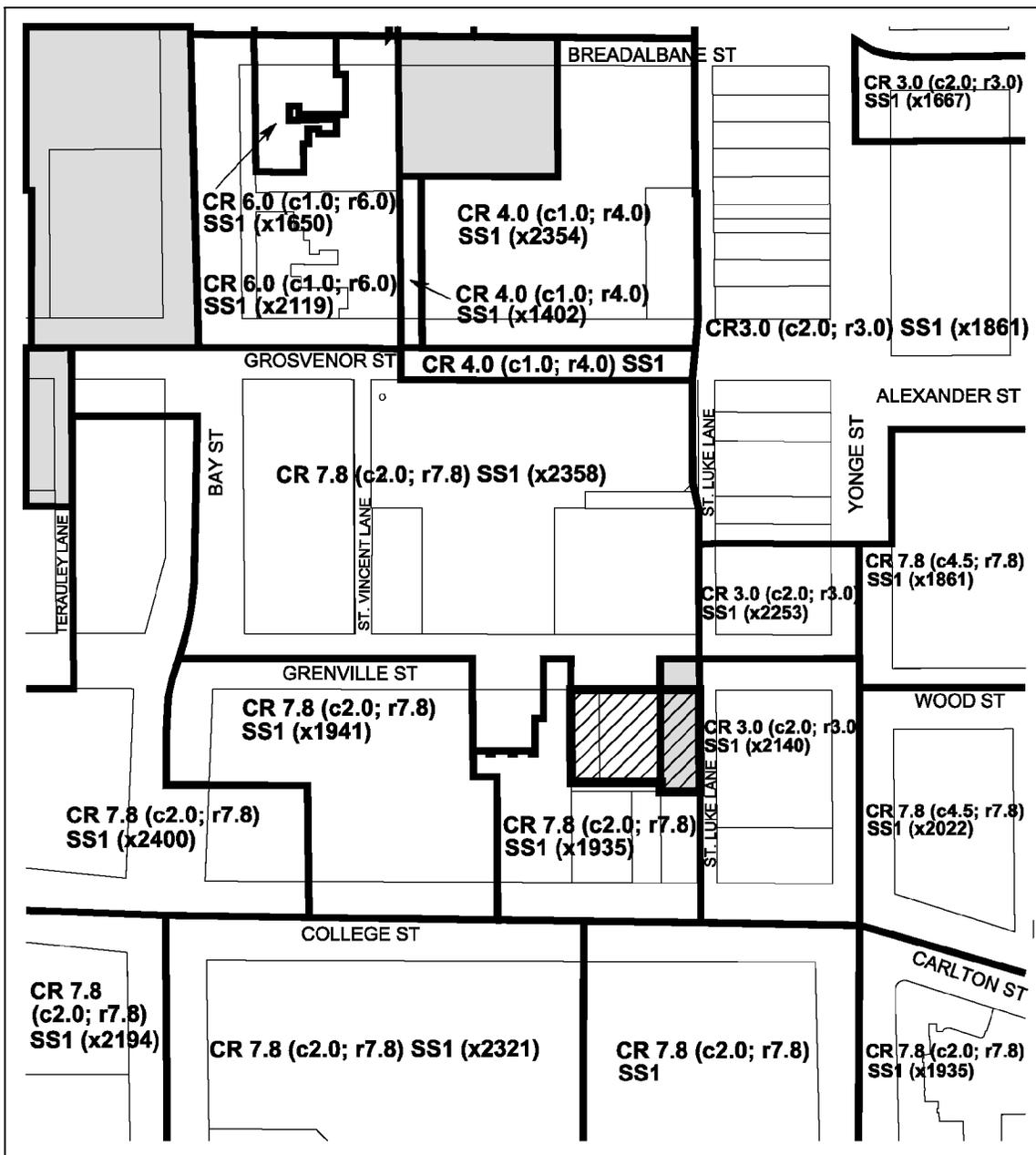
Applicant's Submitted Drawing

Not to Scale
01/05/11

9-21 Grenville Street

File # 10_313898

Attachment 3a: Zoning By-law 1156-2010



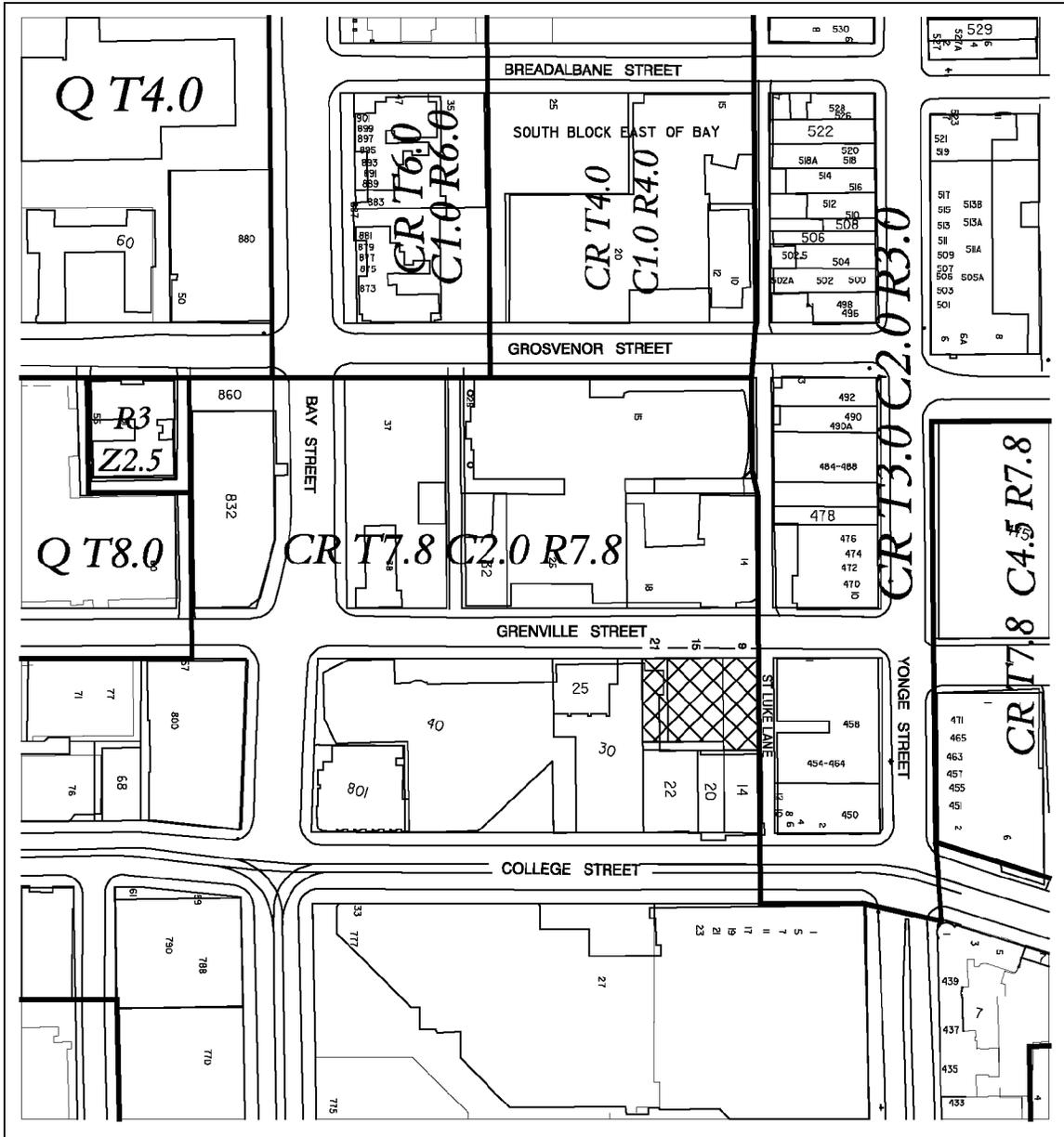
Zoning-City of Toronto By-law 1156-2010

9-21 Grenville Street
File # 10 313898 OZ

Not Part of By-Law 1156-2010
 Location of Application
 CR Commercial Residential

Not to Scale
 12/29/10

Attachment 3b: Zoning By-law 438-86



9-21 Grenville Street
File # 10_313898

CR Mixed-Use District
Q Mixed-Use District



Not to Scale
Zoning By-law 438-86 as amended
Extracted 12/22/10

Attachment 4: Application Data Sheet

Application Type	Rezoning	Application Number:	10 313898 STE 27 OZ
Details	Rezoning, Standard	Application Date:	December 14, 2010
Municipal Address:	9-21 Grenville Street		
Location Description:	PLAN 159 PT LOT 106 RP 63R963 PARTS 1 2 & 3 SUBJ TO ROW OVER PARTS 2 & 3 **GRID S2709		
Project Description:	Rezoning application to permit a 52-storey mixed use building with 5-levels of below grade parking, 438 residential units and retail on the ground level to be located in the existing heritage building (21 Grenville Street).		

Applicant:	Agent:	Architect:	Owner:
Sherman, Brown, Dryer, Karol 5075 Yonge Street, Suite 900 Toronto, ON M2N 6C6	Sherman, Brown, Dryer, Karol 5075 Yonge Street, Suite 900 Toronto, ON M2N 6C6	Architect Alliance 205-317 Adelaide Street W Toronto, ON, M5V 1P9	7338520 Canada Inc. 270 Drumlin Circle, Unit 5 Concord ON, L4K 3B2

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	
Zoning:	CR 3.0 C2.0 R7.8 (1156-2010) CR T7.8 C2.0 R7.8 (438-86)	Historical Status:	Yes
Height Limit (m):	61	Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq. m):	1346	Height:	Storeys:	52
Frontage (m):	42.63		Metres:	160.2 (top of roof)
Depth (m):	30.6 (east side) 33.77 (west side)			
Total Ground Floor Area (sq. m):	671			Total
Total Residential GFA (sq. m):	30843		Parking Spaces:	129
Total Non-Residential GFA (sq. m):	120		Loading Docks	1
Total GFA (sq. m):	30963			
Lot Coverage Ratio (%):	49.9			
Floor Space Index:	23			

DWELLING UNITS

Tenure Type:	Condo
Rooms:	0
Bachelor:	49
1 Bedroom:	242
2 Bedroom:	147
3 + Bedroom:	0
Total Units:	438

FLOOR AREA BREAKDOWN (upon project completion)

	Above Grade	Below Grade
Residential GFA (sq. m):	30843	0
Retail GFA (sq. m):	120	0
Office GFA (sq. m):	0	0
Industrial GFA (sq. m):	0	0
Institutional/Other GFA (sq. m):	0	0

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