

625, 629 and 637 Yonge Street and 1, 3, 5, 7 and 9 Isabella Street – Zoning By-law Amendment - Preliminary Report

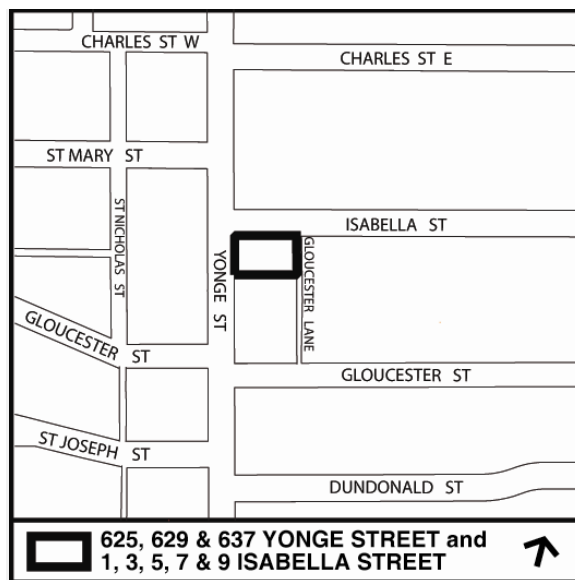
Date:	December 5, 2012
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 27 – Toronto Centre-Rosedale
Reference Number:	12 260124 STE 27 OZ

SUMMARY

This application proposes to amend the Zoning By-law to permit a mixed-use development consisting of a 40-storey building, including a 4-storey podium. There would be a total gross floor area of approximately 25,965 sq.m. with 326 residential units on the upper thirty six floors and 1,400 sq.m. of retail space and 1,630 sq.m. of office space within the podium portion.

The tower proposal as submitted is not supportable. Among other matters, staff recommend that additional lands to the south be incorporated into the proposal to permit tall building performance standards to be met. This can be achieved by acquiring additional lands or submitting a joint zoning by-law amendment application.

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



The next step is to conduct a community consultation meeting for the public to review the application and provide feedback. The subject site is also within the study area for the North Downtown Yonge Street Planning Framework which will be reported out in the first quarter of 2013. A Final Report on the application is targeted for the third quarter of 2013, provided that the issues raised in this report and through the review of the application are satisfactorily resolved, and that any requested information and revised application is submitted by the applicant in a timely manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 625, 629 and 637 Yonge Street and 1, 3, 5, 7 and 9 Isabella Street together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant on August 8, 2012. At the meeting the applicant presented plans for a 39-storey tower including a 5-storey podium.

Staff advised the applicant at the meeting that the development parcel was not large enough to support the proposal and did not meet the minimum lot area for a corner lot in the Downtown Tall Buildings Vision and Performance Standards Design Guidelines. Staff recommended that additional lands to the south be incorporated into the proposal to permit tall building performance standards to be met, and allow for the block along this portion of Yonge Street to be developed comprehensively.

Staff also raised concerns on a preliminary basis about shadow impacts on the park space to the east and nearby low-rise neighbourhood area southeast of the site, appropriate building setbacks, including setbacks for the tower portion, configuration of the loading area, among other matters.

Proposal

The applicant is proposing to construct a 40-storey (135.9 metres including mechanical penthouse and architectural top, 127.85 metres excluding mechanical penthouse and architectural top) residential building with a 4-storey mixed use podium. The existing buildings on the site would be demolished.

Residential pedestrian access is proposed from a lobby off Isabella Street, while a pedestrian access to the upper level commercial space is proposed from Yonge Street. Street related retail would be accessible from both streets.

The proposal contains a total of 326 residential units including, 240 one bedroom units (74%), 69 two bedroom units (21%), and 17 three bedroom units (5%).

The proposal provides four levels of underground parking for a total of 107 parking spaces that includes 88 residential parking spaces and 19 visitor parking spaces, which includes care share spaces. Access to the parking garage and the proposed Type G loading space is to be from Gloucester Lane at the rear of the site. A total of 243 bicycle parking spaces are proposed, with 7 spaces located on the ground floor and the remainder of the spaces located on the mezzanine floor. The breakdown of the bicycle parking is as follows: 216 residential bicycle spaces, 20 visitor bicycle spaces, and 7 commercial bicycle spaces.

The applicant proposes a residential gross floor area of approximately 22,935 square metres, a retail gross floor area of approximately 1,400 square metres, and an office gross floor area of approximately 1,630 square metres. The total gross floor area would be 25,965 square metres on a site area of approximately 1,291 square metres, which calculates to a floor space index of approximately 20 times the area of the lot.

The applicant proposes 676 square metres of indoor amenity space and 706 square metres of outdoor amenity space. The indoor amenity spaces would be located on the 5th floor and 40th floor. The outdoor amenity spaces would be located on the roof of the 4th and 39th floors. The proposed 4-storey podium would be built up to the property line at all edges. No sidewalk widenings are proposed on Yonge Street or Isabella Street. The podium has a street wall of 3 storeys on Yonge Street with a step back of 3 metres at the fourth floor level.

The tower has a typical floor plate of approximately 652 square metres. The tower is setback from the north property line by 3 metres; from the south property line by 5.5 metres; from the west property line (Yonge Street) by 10 metres. A 0.72 metre lane widening is proposed on the east side of the site and the tower is proposed to be built to the new property line along this east edge. Additional west and east yard setbacks are proposed for the 40th floor. Balconies are included along the extent of west tower face on Floors 8-39, and along the extent of the east tower face on Floors 5-39.

Site and Surrounding Area

The site is located on the east side of Yonge Street, at the southeast corner of Yonge Street and Isabella Street. The subject site is 1,290.9 square metres in size with a frontage of 28 metres on Yonge Street, 46 metres on Isabella Street. The site is located within the North Downtown Yonge Street Planning Framework area, the Historic Yonge Business Improvement Area (BIA), and the area under consideration of a potential Yonge Street Heritage Conservation District (College/Carlton Streets to Davenport Road or part thereof).

Three commercial buildings are currently on the site, ranging in heights from 2-storeys on Isabella Street and 3-storeys on Yonge Street. None of the buildings are designated or listed on the City of Toronto's Heritage Inventory.

The surrounding uses are as follows:

South: commercial buildings ranging from 2 to 5-storeys in height; a development application has been submitted for 2 to 8 Gloucester Street and 601 to 613 Yonge Street at the south end of the street block to permit a 34-storey mixed use residential tower with retail uses at grade (File 11 216486 STE 27 OZ); and James Canning Gardens.

East: Gloucester Lane and Norman Jewison Park; a low rise residential neighbourhood area is located southeast of the subject site on Gloucester Street.

North: Isabella Street and beyond are commercial buildings ranging from 2 to 4-storeys in height, some of which are listed on the City of Toronto Heritage Inventory (639-659 Yonge Street and 657 Yonge Street); and George Hislop Park.

West: Yonge Street; on the west side of Yonge Street are commercial buildings ranging from 2 to 8-storeys in height including two office buildings.

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. 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 neighbourhoods; minimize shadow impacts and provision of an attractive, safe and comfortable pedestrian environment.

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. (www.toronto.ca/planning/official_plan/introduction.htm). Compliance with other relevant policies of the Official Plan including the environment and transportation will also be addressed.

Downtown Tall Buildings Vision and Performance Standards Design Guidelines

In July of 2012, Toronto City Council adopted the Downtown Tall Buildings Vision and Performance Standards Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development proposals falling within the Guideline boundaries. The Guidelines identify where tall buildings belong Downtown and establish a framework to regulate their height, form and relationship to their surroundings. They focus on enhancing the pedestrian environment; minimizing shadowing of sidewalks, parks and public squares; protecting landmark views and heritage resources and improving the quality of life (access to natural light, sky views and privacy) for people living and working Downtown. The Guidelines include a vision statement for downtown tall buildings; maps which identify "High Street" and "Secondary High Street" locations, recommended heights and building typologies for these streets; and twenty-three Performance Standards relating to the base conditions or tower portions of tall buildings or to their contextual fit within the Guideline area.

Guideline details are available at: <http://www.toronto.ca/planning/tallbuildingstudy.htm>. The subject property is located on Yonge Street, between Gloucester Street and Dundonald Street and is located within the Downtown Tall Buildings Vision and Performance Standards Design Guideline boundaries. The Guidelines will therefore be used to evaluate this proposal.

Yonge Street is identified as a "Special Character Street" through Maps 1 to 3, and is identified as a "Priority Retail Street" on Map 4. As a Special Character Street, Yonge Street is recognized for its overall heritage value and iconic stature but also its accommodation for differing redevelopment potential along specific segments of the street. Specific heights of the tower portion of a tall building proposal on Yonge Street will be determined on a site-by-site basis, taking into account the heights of adjacent buildings; heights proposed along adjacent High Streets and Secondary High Streets; and the possible negative impacts of tall building development on adjacent open space and parks, landmark views and heritage resources. A tower set back of 20 metres (when heritage resources are present) and 10 metres (where there are no heritage resources) should apply for all tall building development sites or blocks located within the Yonge Street Special Character Street.

North Downtown Yonge Street Planning Framework

The area of Yonge Street between College Street/Carlton Street to Bloor Street is changing. Contrary to several other areas within the Downtown and Central Waterfront Area, this part of Yonge Street is not subject to a Secondary Plan or Special Policy Area. A better understanding of the evolving neighbourhood and planned context of this area of Yonge Street is required prior to making any decisions on this and other recently received development applications. Planning staff have started the North Downtown Yonge Street Planning Framework process which has involved extensive community and stakeholder consultation and a charrette. The North Downtown Yonge Street Planning Framework includes in the study process a review of the built form of the area, special places and streets, pedestrian improvements, open space, heritage, view terminus and the Green Development Standards among other considerations. The review provided through this process will take into consideration other ongoing work that is currently underway within the City and particularly the downtown area including the Tall Buildings Vision and Performance Standards Design Guidelines.

The study process will result in the preparation of an area specific Official Plan Amendment and urban design guidelines for the North Downtown Yonge Street neighbourhood generally bounded by Charles Street, Bay Street, Church Street and College/Carlton Street. Consultation has included the Downtown Yonge Neighbourhood Business Improvement Area, and representatives from the Bloor East Neighbourhood Association, Greater Yorkville Residents Association, Bay Cloverhill Community Association and Church Wellesley Neighbourhood Association. Where possible these guidelines should compliment and be coordinated with other City and community heritage, economic and social development/revitalization initiatives. A final report on the study process and the Official Plan Amendment is anticipated in the first quarter of 2013.

Further updates to the North Downtown Yonge Street Planning Framework may be found on the City's website at:

<http://www.toronto.ca/planning/northyongeplanningframework.htm>

Zoning

The site is zoned CR T3.0 C2.0 R3.0 under By-law 438-86, with a height limit of 18 metres. There is an angular plane of 16 metres and then 44 degrees along Yonge Street. The CR zone permits a wide range of residential and non-residential uses including apartment buildings, retail stores, offices and hotels. The zoning permits a maximum non-residential density of 2.0 times the area of the lot and a maximum residential density of 3.0 times the area of the lot. Attachment 4 shows the zoning for the site and surrounding area.

Site Plan Control

The proposed development is subject to site plan control. An application for Site Plan Approval has not been submitted but will be required.

Tree Preservation

The applicant has submitted a Tree Inventory and Preservation Plan Report and a Landscape Plan which will be reviewed by Urban Forestry Staff.

Reasons for the Application

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

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

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Arborist Report and Tree Preservation Plan
- Shadow Studies
- Stage 1 Archaeological Background Study
- Traffic Impact and Parking Study
- Planning and Urban Design Rationale Report

- Pedestrian Level Wind Preliminary Assessment
- Heritage Impact Assessment
- Functional Servicing Report
- Preliminary Geotechnical Study
- Noise and Vibration Study
- Draft Zoning By-law Amendment
- Toronto Green Standard Checklist

City issued a Notification of Complete Application on November 9, 2012.

Issues to be Resolved

Planning staff cannot support this application in its current form. Among the issues of considerable concern to staff are the height of the tower and inadequate building setbacks/stepbacks. Staff recommend that additional lands to the south be acquired and incorporated into the proposal or a joint zoning by-law amendment application be submitted. However, the further processing of the application and a public consultation process are recommended in order to help determine the nature and extent of changes to the application that will be required. Planning staff will also require the resolution of the issues listed below.

1. Consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
2. Conformity with the Official Plan policies, particularly with respect to the sections on built form;
3. Conformity with the Downtown Tall Buildings Vision and Performance Standards Design Guidelines. Built form concerns including: site size, height and density of the proposal, separation distance from surrounding buildings, shadow impacts on surrounding properties, open space and massing issues including, but not limited to: setbacks, step-backs, views, sky view, light penetration, privacy, wind mitigation and pedestrian realm weather protection;
4. Comprehensive development scenario that includes the mid- block properties that will provide an opportunity to review the build out potential of the block and create larger development parcels with a development proposal that will more likely be able to meet the City's requirements, including, among others, those policies and guidelines referenced in Items 1, 2 and 3.

5. Integration with the existing heritage context in the area;
6. Retail unit size and ability to animate Yonge Street;
7. Provision of replacement commercial floor area as the property is located on the Yonge Street in a commercial/retail area;
8. Mix of unit sizes particularly the provision of family sized units;
9. Assessment of traffic generation, access and transportation impacts;
10. 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 and proposed Bay Street bike lanes;
11. Treatment of the ground floor of the building and its relationship to the streetscape, the width of the sidewalk and the provision of continuous pedestrian realm weather protection;
12. Adequacy of community services and parkland in the area;
13. Determination of the appropriate design review panel process for the project; and
14. Identification and securing of public benefits pursuant to Section 37 of the *Planning Act* should a proposal be approved.

15. Compliance with the Toronto Green Standard (TGS) to encourage green development, and 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.

CONTACT

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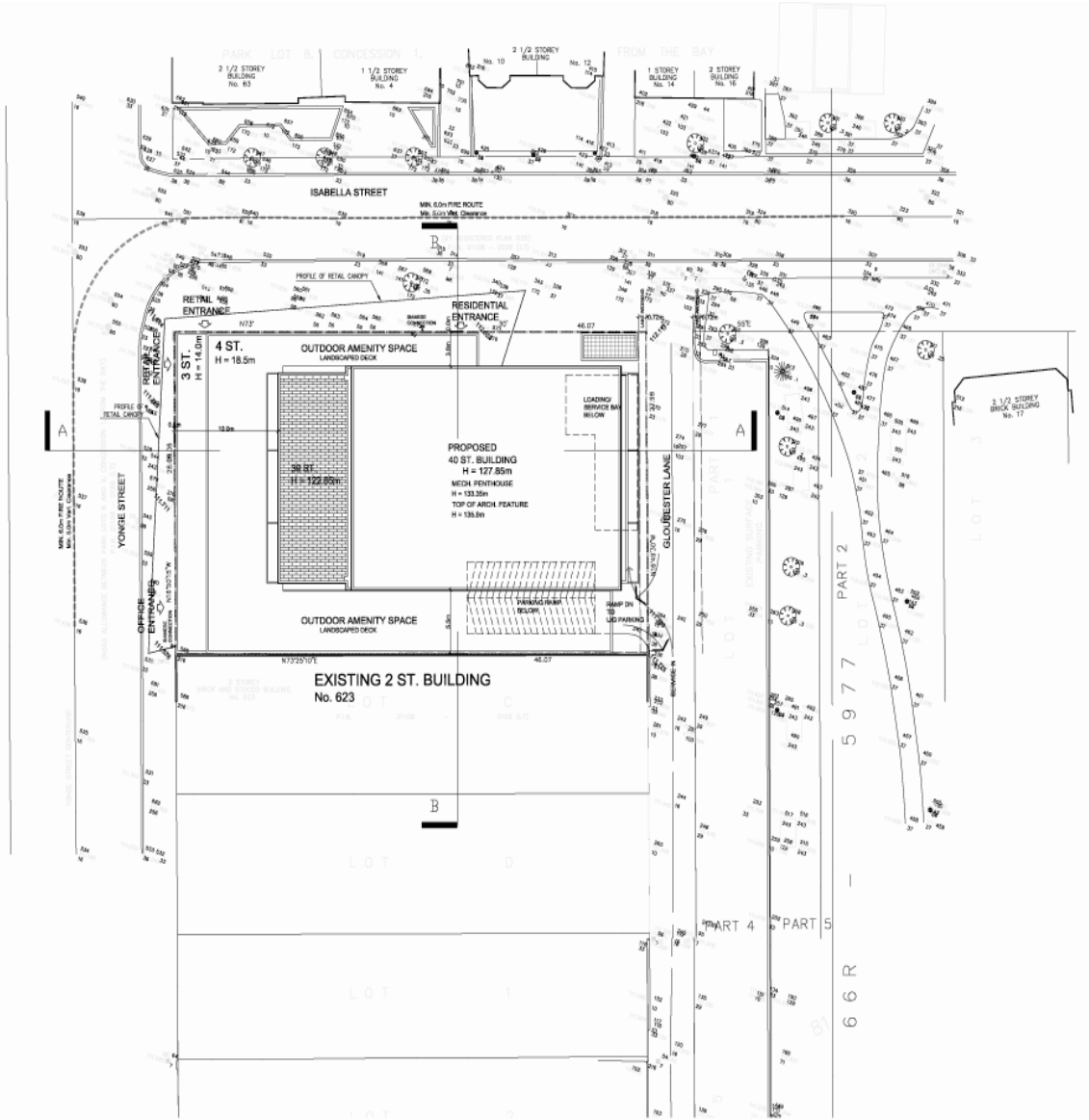
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: North and West Elevation
Attachment 3: South and East Elevation
Attachment 4: Existing Zoning
Attachment 5: Application Data Sheet

Attachment 1: Site Plan



Site Plan

Applicant's Submitted Drawing

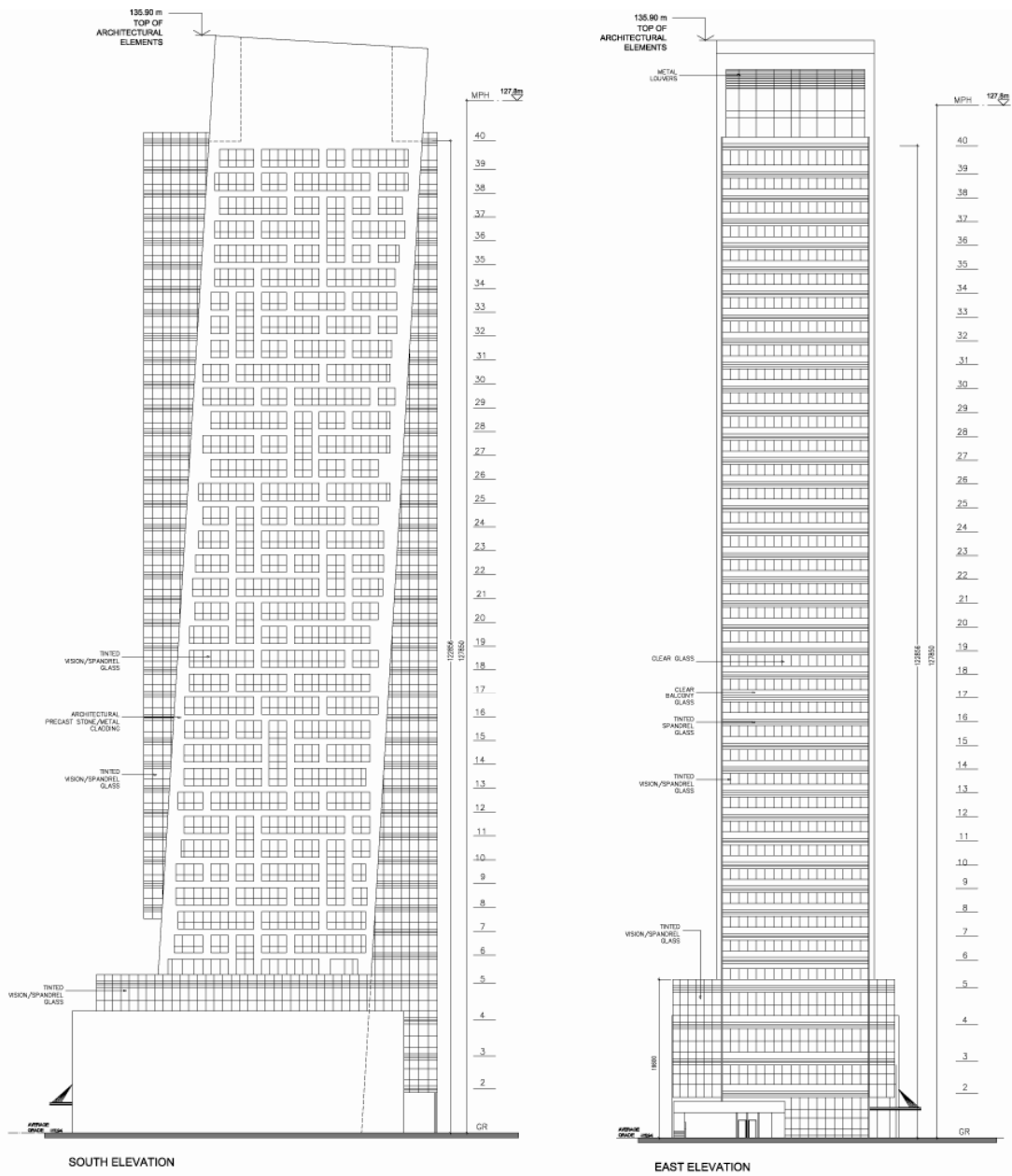
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11/21/2012

625, 629 & 637 Yonge Street
and 1, 3, 5, 7 & 9 Isabella Street

File # 12_260124

Attachment 3: South and East Elevation



Elevations

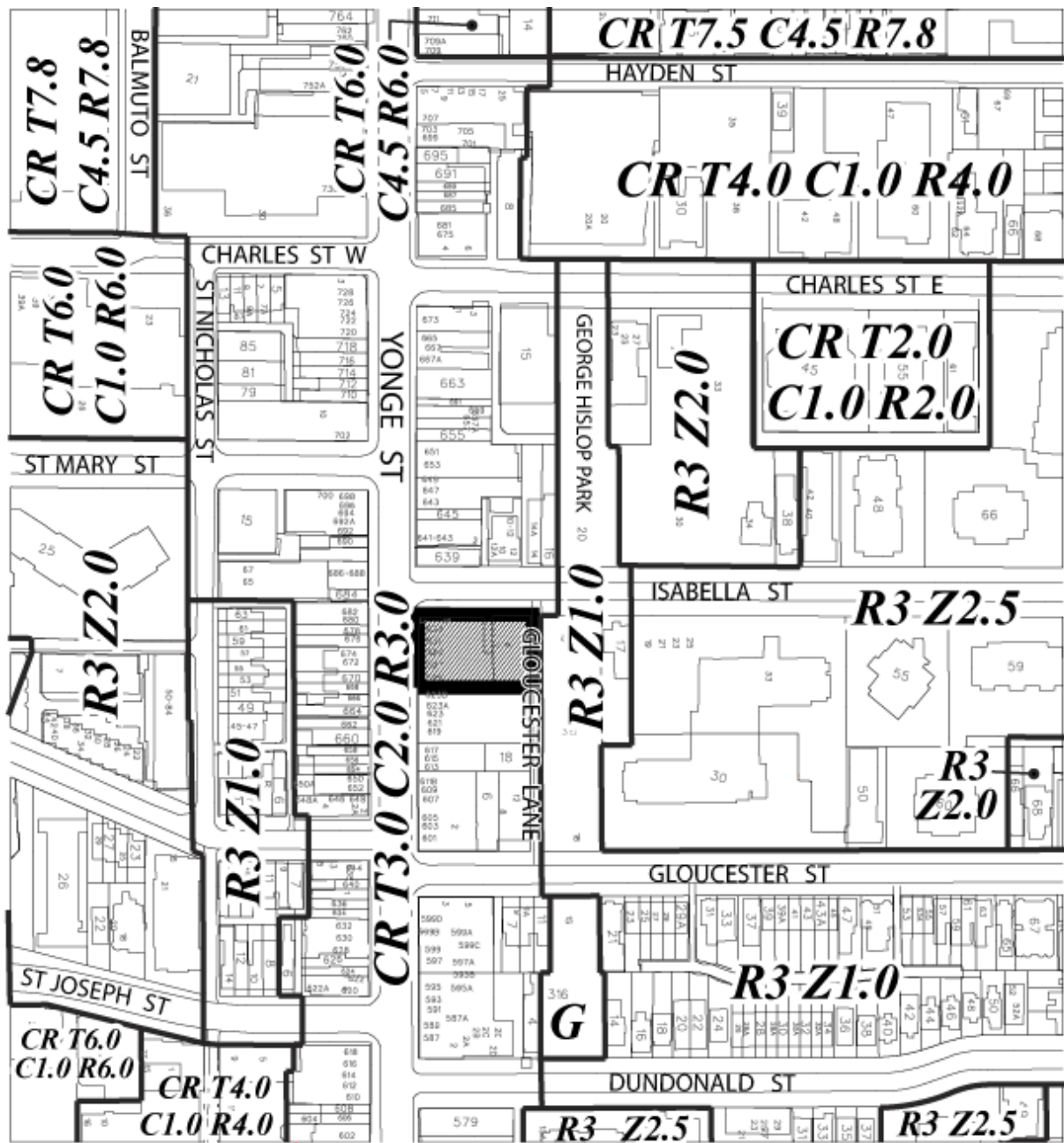
Applicant's Submitted Drawing

Not to Scale
11/21/2012

625, 629 & 637 Yonge Street
and 1, 3, 5, 7 & 9 Isabella Street

File # 12_260124

Attachment 4: Existing Zoning



625, 629 & 637 Yonge Street
 1, 3, 5, 7 & 9 Isabella Street
 File # 12_260124_0Z

- G Parks District
- R3 Residential District
- CR Mixed Use District



Not to Scale
 Zoning By-law 438-86 as amended
 Extracted 11/26/2012

Attachment 5: Application Data Sheet

Application Type: Rezoning Application Number: 12 260124 STE 27 OZ
 Details: Rezoning, Standard Application Date: October 9, 2012
 Municipal Address: 625, 629 and 637 Yonge Street and 1, 3, 5, 7 and 9 Isabella Street
 Location Description: PLAN D35 PT LOTS A & B **GRID S2708
 Project Description: Zoning By-law to permit a mixed-use development consisting of a 40-storey building, including a 4-storey podium. There would be a total gross floor area of approximately 25,964 sq.m. with 326 residential units on the upper thirty six floors and 1,400 sq.m. of retail space and 1,630 sq.m. of office space within the podium portion.

Applicant:

Fraser Milner Casgrain LLP.
 77 King St West, Suite 400
 Toronto-Dominion Centre
 Toronto, ON M5K OA1

Architect:

Page + Steele IBI Group
 95 St. Clair West, Suite 200
 Toronto, ON M4V 1N6

Owner:

Rml 9 Isabella Street
 Limited and Rml 625 Yonge
 Street Limited,
 260 Brunel Road
 Mississauga, On L4Z 0A1

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	N
Zoning:	CR T3.0 C2.0 R3.0	Historical Status:	N
Height Limit (m):	18	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	1290	Height:	Storeys:	40
Frontage (m):	28.06		Metres:	135.9 (to architectural top)
Depth (m):	46.07			
Total Ground Floor Area (sq. m):	1150			Total
Total Residential GFA (sq. m):	22935		Parking Spaces:	107
Total Non-Residential GFA (sq. m):	3030		Loading Docks	1
Total GFA (sq. m):	25965			
Lot Coverage Ratio (%):	89.1			
Floor Space Index:	20.1			

DWELLING UNITS

Tenure Type:	Condo
Rooms:	0
Bachelor:	0
1 Bedroom:	240 (74%)
2 Bedroom:	69 (21%)
3 + Bedroom:	17 (5%)
Total Units:	326

FLOOR AREA BREAKDOWN (upon project completion)

	Above Grade	Below Grade
Residential GFA (sq. m):	22935	0
Retail GFA (sq. m):	1400	0
Office GFA (sq. m):	1630	0
Industrial GFA (sq. m):	0	0
Institutional/Other GFA (sq. m):	0	0

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