

STAFF REPORT ACTION REQUIRED

231-237 College Street, and 177-189 Huron Street - Official Plan and Zoning Amendment Applications - Preliminary Report

Date:	May17, 2013		
To:	Toronto and East York Community Council		
From:	Director, Community Planning, Toronto and East York District		
Wards:	Ward 20 – Trinity-Spadina		
Reference Number:	13 142125 STE 20 OZ & 13 142127 STE 20 RH		

SUMMARY

This application proposes to amend the Official Plan and Zoning By-law to permit the development of a 19-storey building containing 158 dwelling units, and retail space at grade at 231-237 College Street, and 177-189 Huron Street.

An application has been filed under Chapter 667 of the Municipal Code to permit the demolition of the existing 15 residential rental units at the above addresses.

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.

A community consultation meeting is targeted for the fall of 2013, with a Final Report and Statutory Public meeting anticipated for the second quarter of 2014. The target dates assume that applicant will provide all required information in a timely manner.



RECOMMENDATIONS

The City Planning Division recommends that:

- Staff be directed to schedule a community consultation meeting for the lands at 231-237 College Street, and 177-189 Huron 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 on December 4, 2012, with the applicant to discuss complete application submission requirements.

ISSUE BACKGROUND

Decision History

On February 14, 2012 Toronto and East York Community Council requested the Director, Community Planning, Toronto and East York District, to review the policy context for Spadina Avenue generally from Front Street West to Bloor Street West and College Street generally from University Avenue to Bathurst Street, as outlined below, and report back to Toronto and East York Community Council on preliminary findings for both reviews along with recommendations for a community consultation process.

For Spadina Avenue, in order to reinforce the character and scale of the street, the review will address: heritage, including the appropriateness of a Heritage Conservation District; building scale and height; public realm, including special places and pedestrian improvements; and views, vistas and view termini.

For College Street, in order to support the institutional character of the area, the study will address: land use and how to support the inclusion of institutional uses within mixed-use buildings; building scale and height in relation to College Street and transition to adjacent *Neighbourhoods*; and public realm, including special places and pedestrian improvements.

Proposal

The applicant proposes to demolish two multi-unit rental buildings with retail uses at grade. The buildings at 183 and 189 Huron Street contain 6 and 5 rental units respectively, and 4 rental units exist at 233 and 235 College Street.

The applicant proposes to develop the site with a 19-storey mixed use building consisting of an 8-storey podium with a tower above. The overall building height proposed is approximately 58 metres, plus mechanical penthouse. The applicant proposes a total gross floor area of 13, 190 square metres, of which 12,805 square metres would be residential gross floor area, with the remaining 386 square metres devoted to non-residential gross floor area. A total of 158 residential dwelling units are proposed as part of this development.

The applicant proposes to replace the existing 15 rental units on site in the new development with the same number of units. The applicant proposes to replace the rental units with units of a similar size and type. In addition, the applicant proposed to maintain the replacement rental units at similar rent levels for a specific period of time.

Site and Surrounding Area

The subject site is located at the southeast corner of Huron and College Streets. The site is rectangular in shape, and is comprised of three properties. The site has a total area of 1,385 square metres, with frontages of 30 metres along College Street and 46 metres along Huron Street.

The site is currently occupied by two, 3-storey mixed use building containing non-residential uses at grade, and 15 residential units above. There is also a surface parking lot located at the eastern and southern portions of the site.

Development in the vicinity is as follows:

North: The north side of College Street forms part of the University of Toronto,

St. George Campus and includes a mix of buildings ranging in height from

4-storeys to 13-storeys.

South: The area immediately south of the site is comprised of low density

residential uses.

East: To the east of the site are a number of mixed use buildings ranging in

height from 3 to 5-storeys. Further east are office and institutional

buildings ranging in height from 4-storeys to 14-storeys.

West: To the immediate west of the subject site, there are a number of mixed use

buildings ranging in height from 3 to 5-storeys, and the Lillian Smith

Library.

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

Map 2 of the Official Plan identifies that the subject site is located Downtown. The Official Plan identifies that the Downtown will continue to evolve as a healthy and attractive place to live and work, as new development that supports the reurbanization strategy and the goals for Downtown, is attracted to the area. In particular, Section 2.2.1.1 of the Plan identifies that the Downtown policies of the Plan will shape the City's future by accommodating development that:

- builds on the strength of *Downtown* as the premier employment centre in the GTA; and
- provides a full range of housing opportunities for *Downtown* workers and reduces the demand for in-bound commuting.

Although the Plan identifies that the *Downtown* as one of the areas which can accommodate growth, Section 3.1.3 identifies that tall buildings are desirable in the right places, but also acknowledges that they are not appropriate in all locations. When tall buildings are poorly located or designed, they can physically and visually overwhelm adjacent streets, parks and neighbourhoods. The Plan acknowledges that tall buildings are also only one form of intensification. Most of the proposed intensification is anticipated to be achieved with street-oriented, grade related or mid-rise type buildings.

The Healthy Neighbourhoods Section of the Official Plan 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*.

The majority of the site is designated *Mixed Use Areas* in the 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.

A portion of the site is designated *Neighbourhoods* within the Official Plan. *Neighbourhoods* are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than 4-storeys. Parks, low scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in *Neighbourhoods*. The Plan identifies these established areas as physically stable in which development will respect and reinforce the existing physical character of the neighbourhood. Particular aspects of physical character are identified including: patterns of streets, blocks and lanes; lot size; heights, massing, scale and dwelling type of nearby residential properties; prevailing building types, or predominant forms of development in the neighbourhood; and, prevailing patterns of rear and side yard setbacks and landscaped open space.

The Built Form policies, contained within section 3.1.2 of the Official Plan emphasise the importance of ensuring that new development fits within its existing and/or planned context, while limiting impacts on neighbouring streets, parks and open spaces. New buildings are required to provide appropriate massing and transition in scale that will respect the character of the surrounding area.

The Plan also contains policies regarding tall buildings in the city. Tall buildings are identified as those whose height is typically greater than the width of the adjacent road allowance. The Plan also limits these buildings to parts of the *Downtown*, *Centres*, and other areas of the city where they are specifically permitted by a Secondary Plan or Zoning By-law. The Official Plan also sets out key urban design considerations when considering a tall building proposal.

Section 3.2.1 of the Official Plan includes housing 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. Policy 6 indicates that new development that will result in the loss of six or more rental housing units will not be approved unless:

- (a) all the rental housing units have rents that exceed mid-range rents; or
- (b) the following are secured:
 - (i) at least the same number, size and type of rental housing units are replaced and maintained with rents similar to those at the time the redevelopment application is made;
 - (ii) for at least 10 years, rents for replacement units will be the rent at first occupancy with annual increases subject to specific limits; and
 - (iii) an acceptable tenant relocation and assistance plan addressing the right to return to occupy one of the replacement units at similar rents, the provision of alternative accommodation at similar rents, and other assistance to lessen hardship; or
- (c) in Council's opinion, the supply and availability of rental housing in the City has returned to a healthy state.

The proposal will be reviewed against the policies described above as well as all of the policies of the Official Plan as a whole. To review these and all sections of the Toronto Official Plan refer to the City's website at:

www.toronto.ca/planning/official_plan/introduction.htm.

Zoning

The majority of the subject site is zoned MCR T3.0 C2.0 R2.5 in the former City of Toronto Zoning By-law 438-86, as amended. The MCR zone permits a range of residential and commercial uses within this zoning category to a maximum height of 16.0 metres.

The Huron Street properties are zoned R3 Z1.0 in the former City of Toronto Zoning Bylaw 438-86, as amended. The R3 zone permits a range of residential uses to a maximum height of 12.0 metres.

Rental Housing Demolition and Conversion By-law

The Rental Housing Demolition and Conversion By –law (885-2007) is one of the tools to implement the City's Official Plan policies protecting rental housing. The By-law prohibits demolition or conversion of rental housing units without obtaining a permit from the City issued under Section 111 of the *City of Toronto Act*.

Application under Section 111 of the City of Toronto Act (Chapter 667 of the Municipal Code) is required to permit the demolition of the existing buildings which contains a total of 15 rental dwelling units.

An application for Rental Housing Demolition and Conversion, and the required supporting documentation, have been submitted as part of the development application and are currently under review by the City. Where an application for a rezoning triggers an application under Chapter 667, City Council typically considers both applications at the same time, the decision on Section 111 is not appealable to the OMB.

Site Plan Control

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

Tall Buildings Design Guidelines

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure that they fit within their context and minimize their local impacts. The city-wide Guidelines are available at http://www.toronto.ca/planning/tallbuildingdesign.htm

This project is located within an area that is also subject to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (adopted by City Council in July 2012 and consolidated with the city-wide Tall Building Design Guidelines May 2013). This document identifies where tall buildings belong Downtown, and establishes a framework to regulate their height, form and contextual relationship to their surroundings. The Downtown Vision and Supplementary Design Guidelines should be used together with the city-wide Tall Building Design Guidelines to evaluate new and current Downtown tall building proposals. The Downtown Tall Buildings Guidelines are available at http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines

The subject property is located on College Street which is identified as a Special Study Street on Map 1. The portion of College Street between McCaul Street and Bathurst Street is not intended as a "High Street". The north side of this segment of College Street is exempt from the Downtown Tall Buildings Vision and Performance Standards Design Guidelines as it comprises the University of Toronto Secondary Plan Area and is subject to its own set of guidelines. However, due to the strong institutional presence found on the street, City Planning staff will be conducting a study in the future for both sides of

College Street, generally from University Avenue to Bathurst Street, to address: land uses and the inclusion of institutional uses within mixed-use buildings; building scale and height; and public realm design including streetscape improvements.

Reasons for the Application

An Official Plan Amendment application is required to redesignate the portion of the site designated *Neighbourhoods* to *Mixed Use Areas*.

The proposed construction of a 19-storey mixed use building at a density of 9.5 times the lot area exceeds the 3.0 times the lot area density permitted by the former City of Toronto By-law 438-86, as amended.

At 19-storeys or 58 metres in height, the proposed mixed commercial-residential building will require an amendment to the former City of Toronto By-law 438-86, as amended, to exceed the permitted height of 16 metres.

Other areas of non-compliance requiring zoning amendments to permit the proposed mixed-use development will be identified through the processing of this application.

A Rental Housing Demolition and Conversion Application under Section 111 of the City of Toronto Act (Chapter 667 of the Municipal Code) is required to permit the demolition of the existing buildings which contains a total of 15 rental dwelling units at affordable and mid-range rents.

COMMENTS

Application Submission

The following plans were submitted with the application:

- Boundary and Topographical Survey;
- Architectural Plans, including site plan, floor plans, and elevations;
- Landscape Plans;
- 3D Perspective Views;
- Water Servicing Plan;
- Sanitary Servicing Plan; and
- Storm Servicing Plan.

The following reports/studies were submitted with the application:

- Planning Rationale (including Housing Issues Report and Community Services and Facilities Inventory);
- Draft Official Plan Amendment and Draft Zoning By-law Amendment;
- Toronto Green Development Standards Checklist;
- Sun/Shadow Study;
- Arborist Report/Tree Preservation Report;

- Wind Letter of Opinion;
- Functional Servicing Report;
- Stormwater Management Report; and
- Transportation Considerations.

A Notification of Complete Application was issued on May 7, 2013.

Issues to be Resolved

On a preliminary basis, the following issues have been identified. Other issues may be identified through the community consultation process and the processing of this application.

College Street Study

Council directed City Planning staff to study College Street, generally from University Avenue to Bathurst Street. The proposal will be evaluated within the context of this Study.

Land Use

The applicant is proposing to redesignate a portion of the site from *Neighbourhoods* to *Mixed Use Areas*, and rezone the subject site to allow for the increase in height and density as proposed. The appropriateness of the proposed amendments will be considered within the existing context and character of the surrounding area and will be evaluated against the relevant Official Plan policies.

Height and Density

The Official Plan identifies that tall buildings are desirable in the right places, but also acknowledges that they are not appropriate in all locations. The proposed height and density exceeds the maximums as prescribed by the Zoning By-law for the site, and thus, the appropriateness of the proposed height and density needs to be evaluated in terms of the surrounding context, impacts on adjacent properties, land uses, and the relevant Official Plan policies.

Building Siting and Massing

The Official Plan Built Form policies stress the importance of new development fitting harmoniously into its existing and/or planned context and limiting its impacts on neighbouring streets, parks, open spaces and properties. The Official Plan identifies that developments may be considered not only in terms of the individual building and site, but also in terms of how that building and site fit within the context of the neighbourhood and the City. New development within *Mixed Use Areas* is required to locate and mass new buildings to frame the edge of the streets, maintain sunlight and comfortable wind conditions, and locate and mass new buildings to provide a transition between areas of different development intensity and scale.

The proposed building siting and massing will be reviewed in terms of the building's proximity to the existing residential dwellings directly to the south, the proposals

relationship to College Street, and it's compliance with the development criteria for *Mixed Use Areas*.

Surrounding Context

Intensification on land adjacent to *Neighbourhoods* is required to be carefully controlled so that neighbourhoods are protected from negative impact by locating and organizing to fit with its existing and/or planned context while ensuring that negative impacts are limited and adequately mitigated. The proposal seeks to introduce a built form and density that are greater than what exists in the area. The variation between the height of the proposed buildings and the height of the adjacent neighbourhood requires review and analysis.

Tall Buildings

The Official Plan identifies a tall building as a building which has a height greater than the width of the adjacent right-of-way. In this case, the overall building height is greater than the College Street right-of-way, and thus is considered a tall building. Staff will review the appropriateness of the proposed scale and massing in terms of overall heights proposed, built form arrangements on the site, building floor plate sizes, setbacks from lot lines, as well as the compatibility and relationship with the surrounding context.

Parking and Vehicular Access

The amount of parking provided and the location of the parking, in addition to the design and access, must be reviewed in relation to the demand generated by the proposal, and in context of the developments proximity to public transit. A Transportation Study has been submitted and is currently under review by the City's Engineering and Construction Services Division.

Amenity Space

Section 3.1.2.6 of the Official Plan states that every significant new multi-unit residential development will provide indoor and outdoor amenity space for residents of the new development, in addition to identifying that each resident will have access to outdoor amenity spaces. The proposal includes 371 square metres of indoor and 343 square metres of outdoor amenity space for the residential component of the development. The adequacy of the amenity space proposed will be considered through the review of the application.

Rental Housing

Section 3.2.1.6 of the Official Plan specifies that as part of any new development that would have the effect of removing six or more rental housing units in all or part of a private building or related group of buildings, where rents are affordable or mid-range, staff will secure the replacement of at least the same number, size and type of rental housing units for 20 years and maintain similar rents for a period of at least 10 years. The Plan requires that an acceptable tenant relocation and assistance plan shall also be implemented.

The applicant proposes to demolish two multi-unit rental buildings at 183 and 189 Huron Street containing 6 and 5 units respectively, as well as 4 units at 233 and 235 College Street. The unit mix is listed as being 1 bachelor unit, 3 one bedroom units and 11 two bedroom units within the related group of buildings. Based on the City of Toronto's Rental Housing and Demolition and Conversion Application definition of mid-range and affordable rents, 11 of units would be classified as having mid-range rents, with the remaining 4 units being classified as affordable.

The applicant has proposed that they will be replacing the existing rental units, with units of similar size and type, as part of this development proposal. A Housing Issues Report has been submitted, and is currently under review by the appropriate City Divisions to evaluate if the proposal adequately addresses the policies contained within the Official Plan. Staff will convene a tenant meeting under Chapter 667 to discuss rental matters with the tenants and work with the applicant on a suitable replacement plan and an acceptable tenant relocation and assistance plan.

Full Range of Housing

The Official Plan provides direction to provide a full range of housing in terms of form, tenure and affordability. The provision of this range of housing across the City and within neighbourhoods is important to achieving the diversity required to meet current and future needs of residents. Staff will work with the applicant in effort to provide family sized units within the development.

Section 37 of the Planning Act

The application in its current form will be subject to Section 37 contributions under the *Planning Act*. Should a redevelopment be recommended, Staff in consultation with the Ward Councillor, will identify and secure public benefits pursuant to Section 37 of the *Planning Act* which address local priorities.

Parkland

The *Planning Act* enables the municipality under Section 42 to require, as a condition of development or redevelopment of land, a conveyance of land and/or cash-in-lieu of land for park or other public recreational purposes. For residential uses, the site is subject to 5%, or if the site is located within a Parkland Acquisition Priority Area, the amount of conveyance is determined by the overall site size. The subject site is located within a Parkland Acquisition Priority Area as outlined in the Alternative Parkland Dedication By-law 1420-2007.

Toronto Green Standard

Staff will be encouraging the applicant to review sustainable development opportunities by utilizing the Toronto Green Standard, adopted by City Council in July 2006. 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.

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.

CONCLUSION

A community meeting is anticipated to be held in the fall of 2013. Provided that the applicant provides all required information and addresses any issues raised without delay, a Statutory Public Meeting is targeted for the second quarter of 2014.

The College Street study will be advanced prior to concluding the application review for this development proposal.

CONTACT

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SIGNATURE

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

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ATTACHMENTS

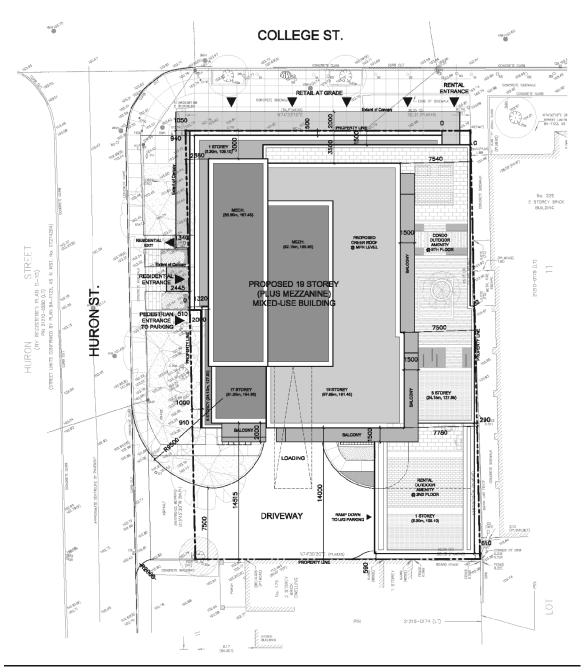
Attachment 1: Site Plan

Attachment 2: South Elevation Attachment 3: North Elevations Attachment 4: West Elevations Attachment 5: East Elevations

Attachment 6: Zoning Attachment 7: Official Plan

Attachment 8: Application Data Sheet

Attachment 1: Site Plan



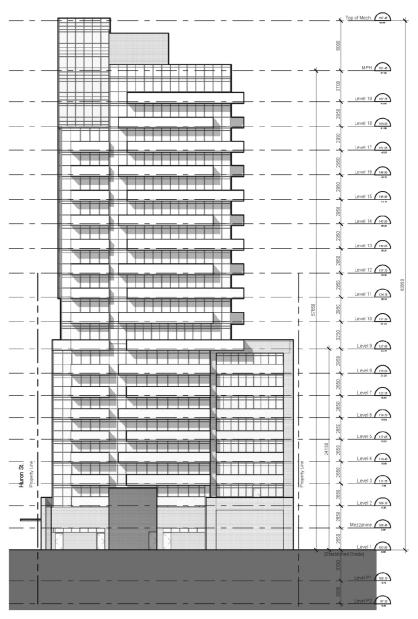
Site Plan

Applicant's Submitted Drawing

Not to Scale 05/16/2013

231-237 College Street and 177-189 Huron Street

Attachment 2: South Elevation



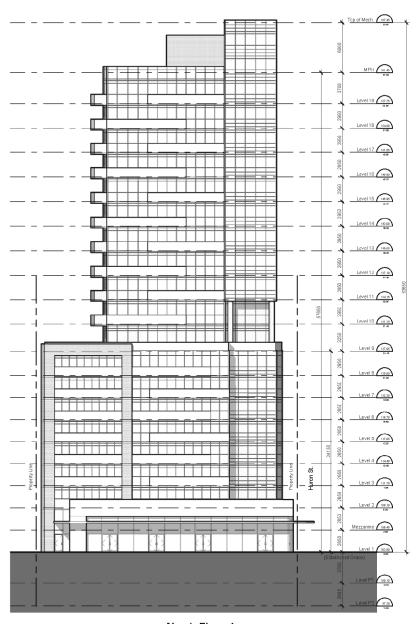
South Elevation

Elevations

Applicant's Submitted Drawing

Not to Scale 05/16/2013 231-237 College Street and 177-189 Huron Street

Attachment 3: North Elevation



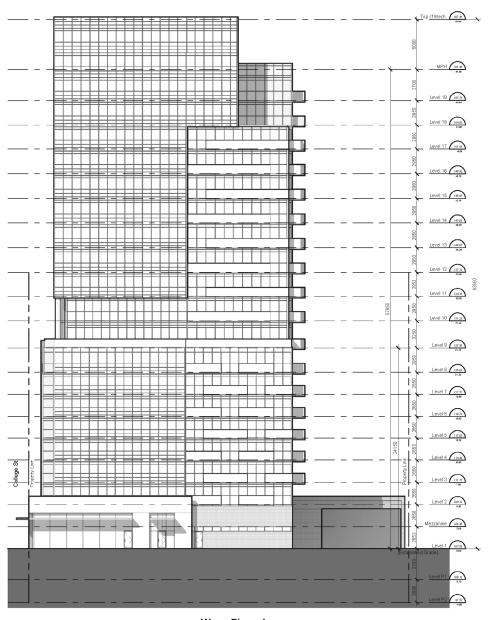
North Elevation

Elevations

Applicant's Submitted Drawing

Not to Scale 05/16/2013 231-237 College Street and 177-189 Huron Street

Attachment 4: West Elevation



West Elevation

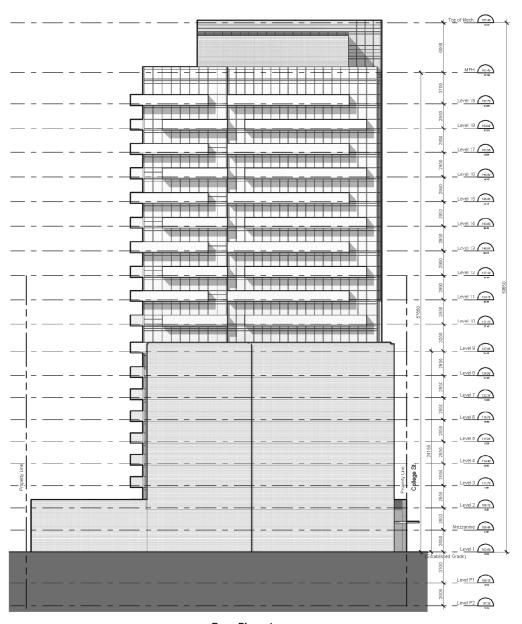
Elevations

Applicant's Submitted Drawing

Not to Scale 05/16/2013

231-237 College Street and 177-189 Huron Street

Attachment 5: East Elevation



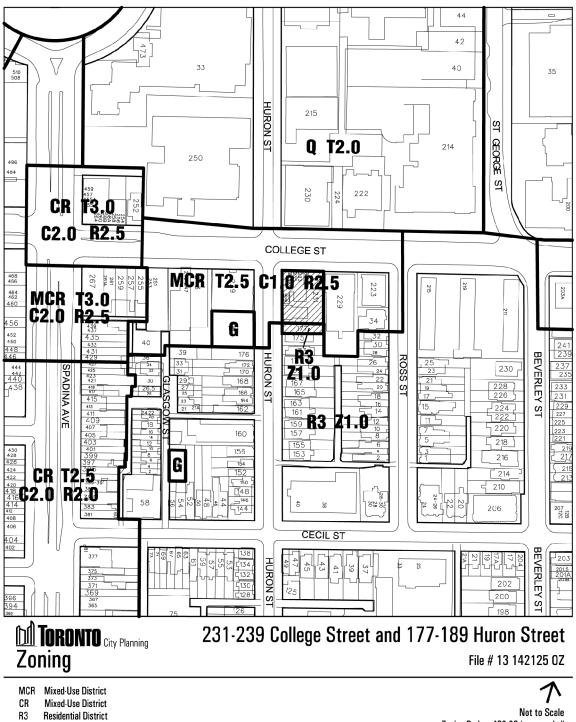
East Elevation

Elevations

Applicant's Submitted Drawing

Not to Scale 05/16/2013 231-237 College Street and 177-189 Huron Street

Attachment 6: Zoning

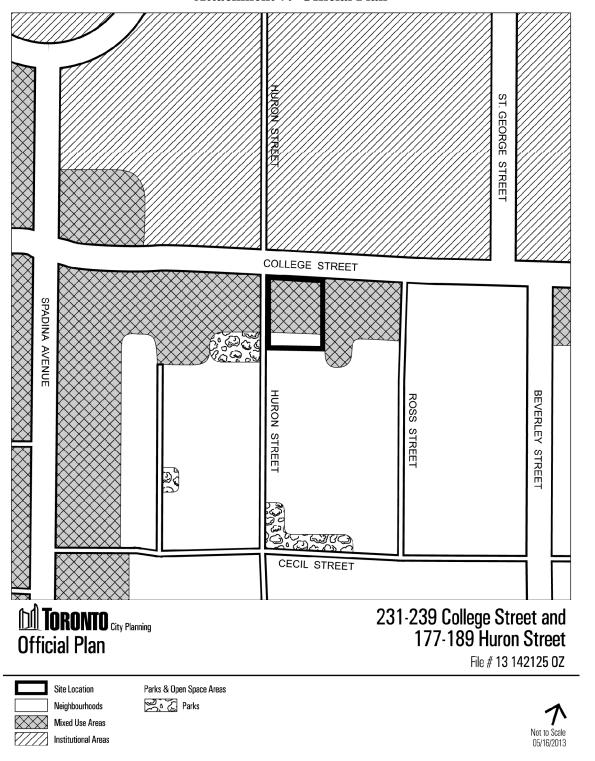


Q Mixed-Use District

G Parks District

Not to Scale Zoning By-law 438-86 (as amended) Extracted 05/16/2013

Attachment 7: Official Plan



Attachment 8: Application Data Sheet

Application Type Official Plan Amendment & **Application Number:** 13 142125 STE 20 OZ

Rezoning

Details OPA & Rezoning, Standard **Application Date:** March 28, 2013

Municipal Address: 231-237 College Street, and 177-189 Huron Street

Location Description: PLAN D286 PT LOT 10 **GRID S2009

Project Description: Official Plan Amendment and Rezoning for a proposed 19 storey mixed use building (plus

> mezzanine) containing an 8-storey podium with outdoor amenity space. A total of 158 residential units including 26 rental apartment units with two levels of below grade parking (53 spaces). A total of 165 bicycle parking spaces are also proposed on the P1, ground and

mezzanine floor levels. See related Rental Housing Application: File No. 13-142127.

Applicant: Agent: Architect: Owner:

SHIUPONG (231 KIRKOR Architects

COLLEGE) LIMITED

PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas and Site Specific Provision: 202

Neighbourhoods

MCR T2.5 C1.0 R2.5 and Historical Status: N Zoning:

R3 Z1.0

Height Limit (m): 16 metres and 12 metres Site Plan Control Area: Y

PROJECT INFORMATION

19 Site Area (sq. m): 1384.8 Height: Storeys: Frontage (m): 30.3 Metres: 63.65

Depth (m): 45.72

1050 **Total** Total Ground Floor Area (sq. m):

Total Residential GFA (sq. m): 12804.6 Parking Spaces: 53 Total Non-Residential GFA (sq. m): 386 Loading Docks 1

Total GFA (sq. m): 13190.6 76 Lot Coverage Ratio (%): 9.5 Floor Space Index:

DWELLING UNITS FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Rental, Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	12804.6	0
Bachelor:	4	Retail GFA (sq. m):	386	0
1 Bedroom:	112	Office GFA (sq. m):	0	0
2 Bedroom:	42	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	0
Total Units:	158			

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