

22 Balliol Street Zoning Amendment Application - Preliminary Report

Date:	April 22, 2016
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 22 – St. Paul's
Reference Number:	16 119794 STE 22 OZ

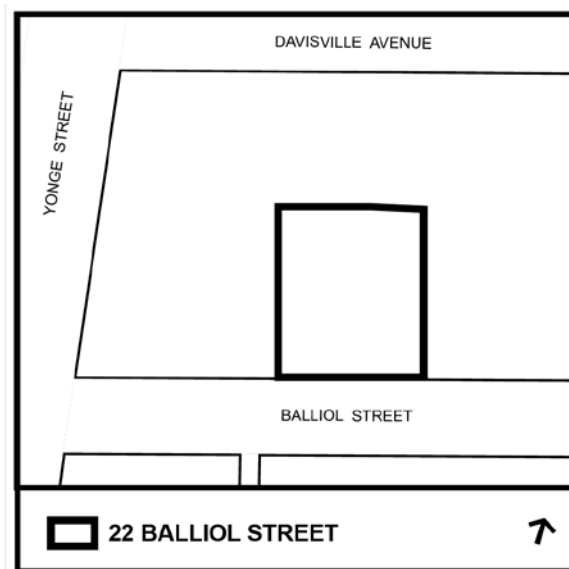
SUMMARY

This application proposes a 38-storey mixed-use (retail and residential) rental building at 22 Balliol Street. The proposed tower is in the southeast corner of the site. The rest of the site is to be occupied by a 3-storey base building which rises to 8 storeys at the southwest corner of the site.

The proposed building contains 429 residential units with 26,742.3 square metres of residential Gross Floor Area ("GFA"). Retail uses are proposed on the ground floor totalling 1,882.4 square metres. The total proposed GFA is 28,624.6 square metres with a Floor Space Index is 16.7.

The property is small for a mid-block tower site. Staff are concerned about the fit of the proposed building in relation to adjacent properties. The proposal, in its current form and with unresolved adjacency issues, constitutes overdevelopment.

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



Next steps include a community consultation meeting which has yet to be scheduled. A final report is targeted for the 1st quarter of 2017, provided that the applicant provides all required information in a timely manner and issues identified in this report are resolved.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 22 Balliol 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.

DECISION HISTORY

There are no previous planning decisions for the subject property.

Pre-Application Consultation

At a pre-application consultation meeting on December 17, 2015, Staff raised concerns with the proposed size of the floor plate, the proximity to the east property line, the height of the base building, the treatment of the building at grade and the height of the development. At a subsequent meeting of February 22, 2016, Staff reiterated its concerns.

ISSUE BACKGROUND

Proposal

This application proposes a 38-storey mixed-use (retail and residential) rental building. The proposed tower is pushed to the southeast corner of the site. The rest of the site is proposed to be occupied by a 3-storey base building which rises to 8-storeys at the southwest corner of the site.

The building is proposed to contain 429 residential units with 26,742.3 square metres of residential Gross Floor Area ("GFA"). Retail uses are proposed on the ground floor totalling 1,882.4 square metres. The total proposed GFA is 28,624.6 square metres with a Floor Space Index is 16.7. 155 car parking spaces are proposed in an underground garage.

For more information, including key statistics, see the table below as well as attachments 1-5 and 9 of this report.

Category	First Submission February 23, 2016
Site Area	1,892 square metres (2,205 square metres, ideal midblock tower site)
Proposed Tower Setbacks (from lot lines)	
Balliol Street	0 m to 3.01m (east to west)
North Property Line	16 m to 15 m (east to west)
East Property Line	0.77 to 0.88 m (north to south)
West Property Line	12.8 metres
Proposed Base Setback on Ground Floor (from lot lines)	
Balliol Street	4 metres
Tower Floor Plate	813 square metres
Gross Floor Area	
Total Residential	26,742.3 square metres
Non-Residential	1,882.4 square metres
Total	28,624.6 square metres
Floor Space Index	16.7
Number of Units	
Studio	35 (8%)
1 Bedroom	315 (74%)
2 Bedroom	70 (17%)
3 Bedroom	5 (1%)
Total	425
Ground Floor Height	6 metres
Sidewalk width Balliol Street (1.5 m to 3 m existing)	6.5 m (partially on private property)
Proposed Vehicular Parking (residential:visitor:non-residential)	(108:28:19) (155 total)
Proposed Bicycle Parking (Long Term:Short Term)	(459:51) (510 total)
Loading Spaces	
Description	1 Type G, 1 Type B and 1 Type C
Amenity Space	
Interior Residential	878 square metres (850 required)
Exterior Residential	1,066 square metres (850 required)
Total	1,943.8 square metres (1,700 required)
Building Height	125.25 metres (including mechanical)

Site and Surrounding Area

The site is located on the north side of Balliol Street just east of Yonge Street. It is approximately square in shape with an area of 1,892 square metres. The site is currently occupied by a single-storey food store and a boxing gym located underground.

North: Apartment towers on the south side of Davisville Avenue, a mix of uses on Yonge Street and single and semi-detached houses on the non-arterial roads. On the north side of Davisville Avenue is the play area of Davisville Junior Public School. Davisville Junior Public School is the site of a proposed new replacement school as well as the creation of a community hub.

East: A 3.5 storey apartment building at 44 Balliol Street, a site of approximately 1,143.12 square metres. Continuing east is a 0.22 acre privately-owned park (Balliol Parkette) leased by the City of Toronto. The park provides a pedestrian connection between Davisville Avenue and Balliol Street. Continuing east are rental apartment towers of 14 storeys (99 Davisville Avenue) to 30 storeys (77 Davisville Avenue and 118 Balliol Street). A variety of rental apartment buildings from 20 to 25 storeys are on the north side of Balliol Street.

South: Balliol Street and a mix of high-rise, mid-rise and townhouse buildings. Directly south of the buildings is an 18-storey residential building at 45 Balliol Street. Southeast of the site is a 2-storey townhouse complex. Further southeast is an 18-storey residential building at 155 Balliol Street. To the southwest, is a cluster of commercial and mixed-use buildings. Continuing south on Yonge Street is a 9-storey commercial building, an 8-storey mixed-use building, an 11-storey mixed-use building and a recently completed 24-storey apartment building at 1815 Yonge Street. South of it is the Kay Gardner Beltline Trail and Mount Pleasant Cemetery.

West: A service lane and then a 7-storey mixed-use building at 1881 Yonge Street. Continuing west is the Davisville Subway Station which includes the TTC headquarters. West of the rail yard are single-detached and semi-detached houses as well as apartment towers.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources and protecting public health and safety. The PPS recognizes that local context and character is important. 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 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. The Growth Plan encourages intensification and envisions increased density in the Urban Growth Centres.

The Yonge Eglinton Centre is a designated Urban Growth Centre in the Growth Plan. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe. The site is located within the Yonge-Eglinton Secondary Plan Area but not the Urban Growth Centre

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 City of Toronto Official Plan contains a number of policies that apply to the proposed development. A link to the Official Plan can be found here: http://www1.toronto.ca/static_files/CityPlanning/PDF/chapters1_5_dec2010.pdf

Chapter 3 – Built Form

Section 3.1.2 Built Form

The Official Plan states that architects and developers have a civic responsibility to create buildings that not only meet the needs of their clients, tenants and customers, but also the needs of the people who live and work in the area who will encounter the building in their daily lives. New development in Toronto will be located and organized to fit with its existing and/or planned context. It will do this by: generally locating buildings parallel to the street or along the edge of a park or open space, having a consistent front yard setback, acknowledging the prominence of corner sites, locating entrances so they are clearly visible and providing ground floor uses that have views into and access from streets. New development will also locate and organize vehicle parking and vehicular access to minimize their impacts on the public realm. Furthermore, new development will create appropriate transitions in scale to neighbouring existing and/or planned buildings, limit shadowing on streets, properties and open spaces and minimize any additional shadowing and uncomfortable wind conditions on neighbouring parks to preserve their utility.

New development will be massed to define the edges of streets, parks and open spaces to ensure adequate access to sky view for the proposed and future uses. New development will also provide public amenity, enhance the public realm through streetscape improvements and ensure that significant new multi-unit residential development provides indoor and outdoor amenity space for residents of the new development.

Section 3.1.3 Built Form – Tall Buildings

The applicant is proposing to construct a tall building. Policy 3.1.3 states that tall buildings come with larger civic responsibilities than buildings of a smaller scale. In addition to specific built form characteristics, the policy states that proposals for tall buildings should clearly demonstrate how they relate to the existing and planned context, take into account their relationship with the topography and other tall buildings and how they meet the other objectives of the Official Plan.

Chapter 4 – Land Use Designations

Section 4.2 Apartment Neighbourhoods

The proposed development is located in an *Apartment Neighbourhoods* designated area. *Apartment Neighbourhoods* are made up of apartment buildings, parks, local institutions, cultural and recreation facilities, small scale retail service and office uses. *Apartment Neighbourhoods* are generally not intended for significant growth. Compatible infill, however, is contemplated on sites containing existing apartment buildings that have underutilized land.

New and infill development will improve the quality of life for both new and existing residents. New and infill development in *Apartment Neighbourhoods* will contribute to the quality of life by massing new buildings to transition between areas of different development intensity and scale. In particular, *Neighbourhoods* will be protected through setbacks and/or stepping down of heights. New and infill development will also frame the edges of streets and parks, screen service areas, limit shadow and mitigate wind on parks and open spaces as well as *Neighbourhoods*. It will also enhance the safety, amenity and animation of adjacent streets and open spaces.

Infill development will also maintain an appropriate residential amenity on site, provide existing residents with access to community benefits, maintain adequate sunlight, privacy and areas of landscaped open space, front onto public streets and provide pedestrian entrances from adjacent public streets. Furthermore, infill development in *Apartment Neighbourhoods* will provide adequate on-site, below grade, shared vehicular parking for both new and existing development, screen surface parking, preserve important landscape features and walkways, consolidate loading, servicing and delivery facilities and preserve or provide adequate alternative on-site recreational space for residents.

Yonge-Eglinton Secondary Plan

The site is located in the Yonge-Eglinton Secondary Plan Area. A primary objective of the Yonge-Eglinton Secondary Plan is to maintain and reinforce the stability of *Neighbourhoods* and to minimize conflicts among *Mixed Use Areas*, *Apartment Neighbourhoods*, *Neighbourhoods* and *Parks and Open Space Areas* in terms of land use, scale and vehicular movement. The Secondary Plan also requires that a full range of housing options (form, tenure) be provided in the Yonge-Eglinton Area that is suitable for family and other households in that manner that is: "contextually appropriate and compatible with existing residential uses and residential built form."

The *Mixed Use Areas* in the Official Plan contain a mix of retail, service commercial, office and residential uses with the highest concentration at Yonge Street and Eglinton Avenue and a smaller concentration at the Yonge/Davisville subway station (see Attachment 8).

Commercial development will be strengthened in the Yonge-Eglinton Area, specifically, the following will be supported:

- street related retail and service uses in the *Mixed Use Areas* except Area 'E';
- office commercial uses in the *Mixed Use Areas* 'A', 'B', 'C'; and 'D'; and
- restricted retail uses in *Mixed Use Area* 'E'.

New development in the Yonge-Eglinton Secondary Plan Area will protect the scale of development in *Neighbourhoods* while minimizing impacts (shadowing, overlook, loss of skyview) on lower scale built form in *Neighbourhoods*. New development will transition in height and scale from developments in *Mixed Use Areas* and *Apartment Neighbourhoods* to *Neighbourhoods*, particularly when higher density designations about a *Neighbourhood*.

The Yonge-Eglinton Secondary Plan states that the highest densities will be located in *Mixed Use Area* 'A', with developments of a lesser scale located in *Mixed Use Areas* 'B', 'C' and 'D'. Higher density development is permitted in *Apartment Neighbourhoods* with nearby subway station access. Reduced parking requirements are permitted in the Yonge-Eglinton Secondary Plan Area where it can be demonstrated that projected travel can be accommodated by means other than the automobile. Bicycle linkages, facilities and new pedestrian connections will also be encouraged.

New development will promote architectural excellence while also providing for improvements in the public realm. New, flexible, community service facilities and social infrastructure will be provided in a timely manner in the Secondary Plan Area. New parks and open spaces will also be secured in the Yonge-Eglinton Secondary Plan Area along with improvements to the existing parks and open spaces as well as the public realm.

Development within the Yonge-Eglinton Secondary Plan Area will satisfy the requirements of the Growth Plan for the Greater Golden Horseshoe, transition down in height from Yonge Street and Eglinton Avenue east towards Mount Pleasant Avenue, be compatible with the character of existing *Neighbourhoods* and maintain a high quality of residential amenity. Investment in public transit infrastructure will be a priority in the Yonge-Eglinton *Centre*.

The application is adjacent to, but not within the *Mixed Use Area* 'D' designation in the Yonge-Eglinton Secondary Plan. *Mixed Use Area* 'D' will be regarded as a commercial focal point for the southern portion of the Yonge-Eglinton Secondary Plan area centered on the Yonge-Davisville subway station. It is intended to develop as a primarily commercial area, but residential uses are permitted within it. Prior to any large-scale redevelopment on the TTC open rail corridor and yards site, development criteria and guidelines will be developed in consultation with the local community.

Tall Building Design Guidelines

In May 2013, City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning Staff to use them in the evaluation of tall building development applications.

The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The Guidelines are available at:
<http://www.toronto.ca/planning/tallbuildingdesign.htm>

Official Plan Amendment 320

On December 10, 2015 City Council approved Official Plan Amendment 320 to revise the Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods* policies of the Plan. The intent of these changes is to clarify, strengthen and refine the policies within these sections to support the Plan's goals to protect and enhance existing neighbourhoods and allow limited infill on underutilized apartment sites in *Apartment Neighbourhoods*. As well, OPA 320 implements the City's Tower Renewal Program by promoting the renewal and retrofitting of older apartment buildings and encouraging small scale retail, institutional uses and community facilities at grade in apartment buildings to better serve residents.

The amendment is now Council policy and has been submitted to the Minister of Municipal Affairs and Housing for approval.

<http://www.toronto.ca/legdocs/mmis/2015/pg/bgrd/backgroundfile-84819.pdf>

Yonge-Eglinton Secondary Plan Review

The City Planning Division is leading an inter-divisional review of growth, built form and infrastructure issues in the Yonge-Eglinton area. The Growth, Built Form and Infrastructure Review will inform the development of up-to-date policy that will guide growth in the area and, in combination with necessary capital upgrades identified through the review, support the vitality and quality of Midtown Toronto.

The review began in mid-2015 and has three key activities:

1. Growth Analysis which includes completing a demographic and economic profile of the area, undertaking an evaluation of growth trends, and completing an analysis of potential near, medium and longer term growth estimates.

2. Built Form Study which will analyse built form character, trends and impacts and develop a built form vision to guide the area's evolution. In addition, a Cultural Heritage Resource Assessment is being undertaken which will identify properties of cultural heritage value or interest and outline recommendations for further study, conservation, listings and designations.

3. Infrastructure Review of the performance and capacity of key infrastructure – community services and facilities, transportation, water, wastewater and stormwater – and a gap analysis informed by the growth estimates to identify emerging infrastructure priorities.

City staff anticipates reporting to City Council in 2016 with a Proposals Report that identifies key findings and emerging directions from the study. Following a Council decision on the Proposals Report, further consultation will occur on recommended directions and proposed amendments to the Yonge-Eglinton Secondary Plan.

Zoning

The application is zoned R2 Z0.6 in Zoning by-law 438-86, as amended. There is a permitted height of 38.0 metres. The site is subject to site specific by-law 798-85 which permits commercial uses on the site. The R2 zoning permits a variety of residential uses. The site is also zoned R (d0.6) (x913) in Zoning By-law 569-2013, as amended. The permissions are largely the same in 569-2013 as in 438-86.

Site Plan Control

A site plan application is required for the proposal but has not been submitted.

Reasons for the Application

A zoning by-law amendment is required because the proposed development, among other matters, exceeds the height and density permissions in the in-force zoning by-law.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Architectural Plans;
- Boundary Plan of Survey;
- Topographic Survey;
- Landscape Plans;
- Civil and Utilities Plans;
- Draft Zoning By-law Amendments;
- Toronto Green Standard Checklist;
- Planning Rationale;
- Sun-Shadow Study;
- Arborist Report;
- Pedestrian Level Wind Study;
- Transportation Impact Study;
- Functional Servicing & Stormwater Management Report;
- Phase one Environmental Assessment; and
- Geotechnical Report.

A notification of incomplete application was issued on March 23, 2016. The applicant is required to submit a section drawing, missing from their original submission, and a phase one archaeological assessment.

Issues to be Resolved

The site is slightly smaller than the minimum recommended site area for a tall building located on a mid-block site. The applicant should revise its proposal to better reflect the requirements for a tall building on the site. Issues to be resolved, although not exhaustive, include:

- **Compliance with the Tall Building Design Guidelines:** The application indicates that the tower floor plate is 750 square metres, but staff's calculation is approximately 813 square metres based on the drawings submitted. Slimming the floor plate to 750 square metres would help the tower meet more of the performance standards in the Tall Building Guidelines. Of particular concern is the minimal setback from the east property line. At 0.88 metres, it does not meet the in-force zoning standard of 5.5 metres nor the Tall Building recommended setback of 12.5 metres. Although the site to the east is too small for a tall building, Staff will work with the applicant and the adjacent property owner to attempt to resolve this issue in a manner that meets the intent of the performance standards.
- **Overall Scale of the Development:** The proposed FSI of 16.3 times the lot area for a site in Davisville; rather than in the Yonge-Eglinton Centre, requires further analysis to determine if it is contextually appropriate.
- **Height of the Development:** The proposed tower would be the tallest building in the Yonge and Davisville area; there is no current contextual or policy basis for this height and Staff are recommending that it be lowered.
- **Possible provision of community infrastructure within the proposal in order to address the ongoing shortfall within the Yonge-Eglinton Centre.**
- **Servicing:** The amount of parking provided, functional servicing, hydro-geological, site organization and other issues.
- **Shadowing on Davisville Junior Public School and any future impacts on the proposed new school and community hub arising from this development.**

City Planning Staff will also review the application for appropriate Section 37 benefits in the event that Staff is able to support a revised project. Additional issues may be identified through the review of the application, agency comments and the community consultation process.

CONTACT

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E-mail: gcescat@toronto.ca

SIGNATURE

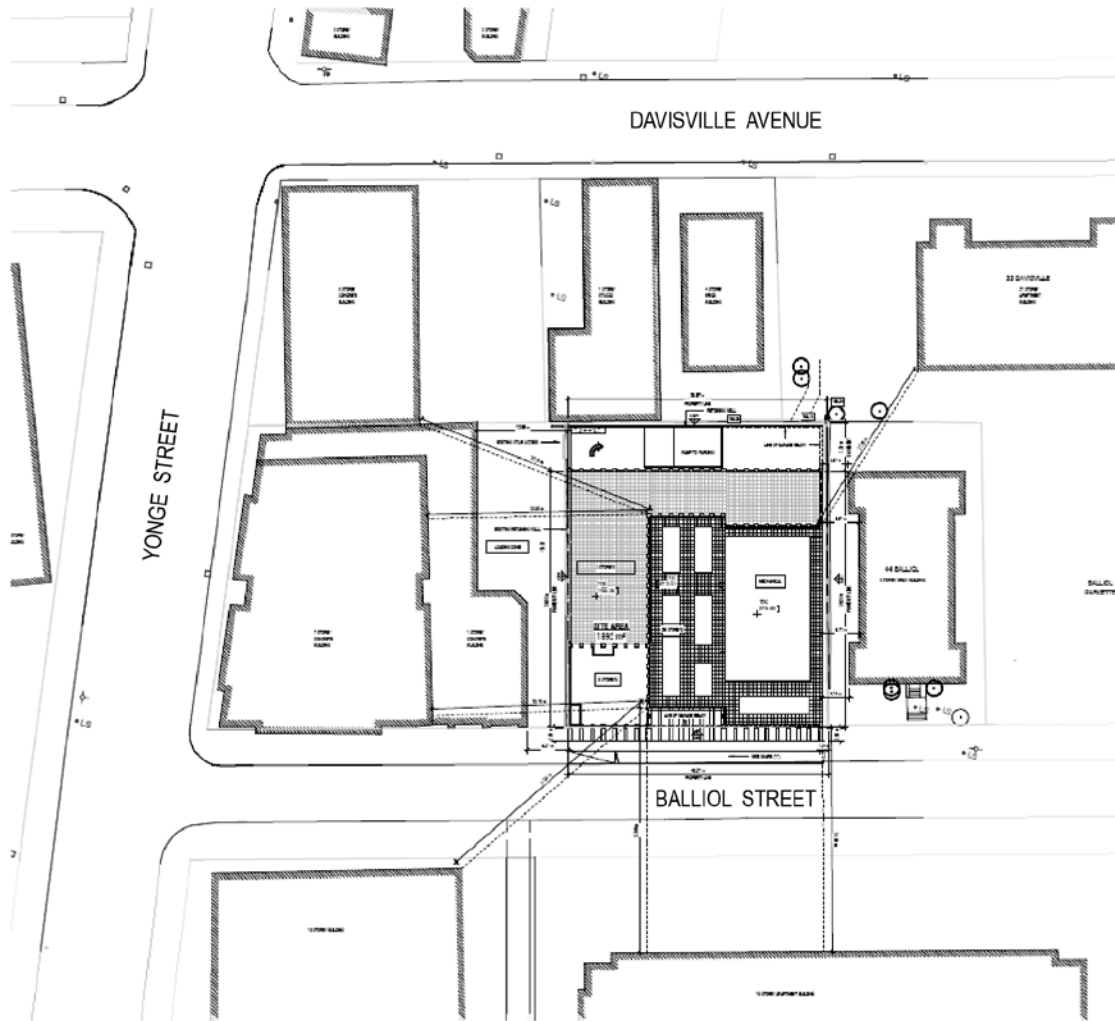
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: North Elevation
Attachment 3: East Elevation
Attachment 4: South Elevation
Attachment 5: West Elevation
Attachment 6: Zoning
Attachment 7: Official Plan
Attachment 8: Yonge-Eglinton Secondary Plan
Attachment 9: Application Data Sheet

Attachment 1: Site Plan



Site Plan

Applicant's Submitted Drawing

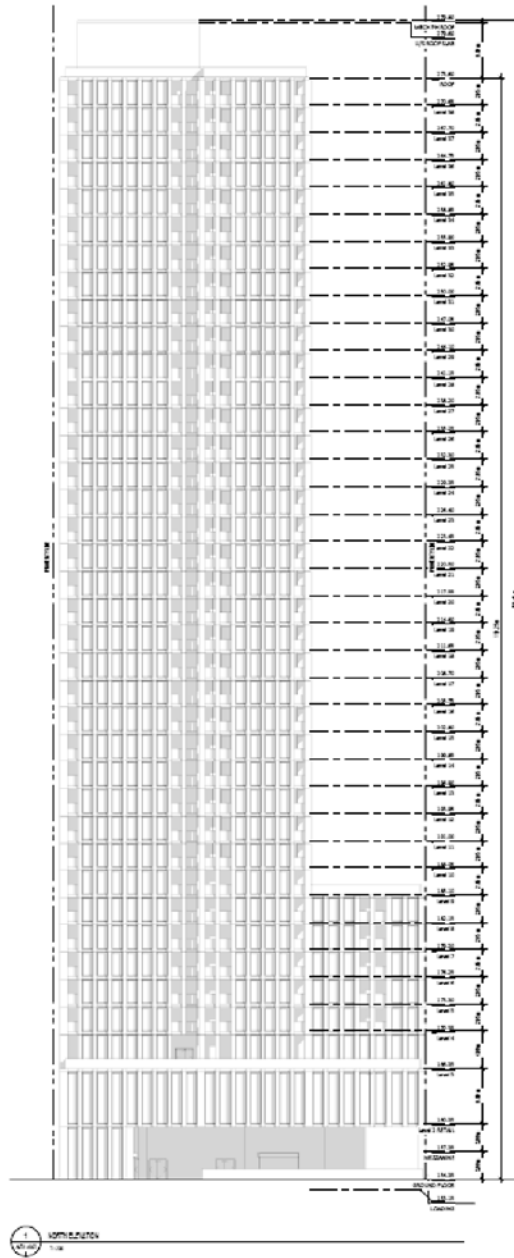
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22 Balliol Street

File # 16_119794_STE 22 OZ

Attachment 2: North Elevation



North Elevation

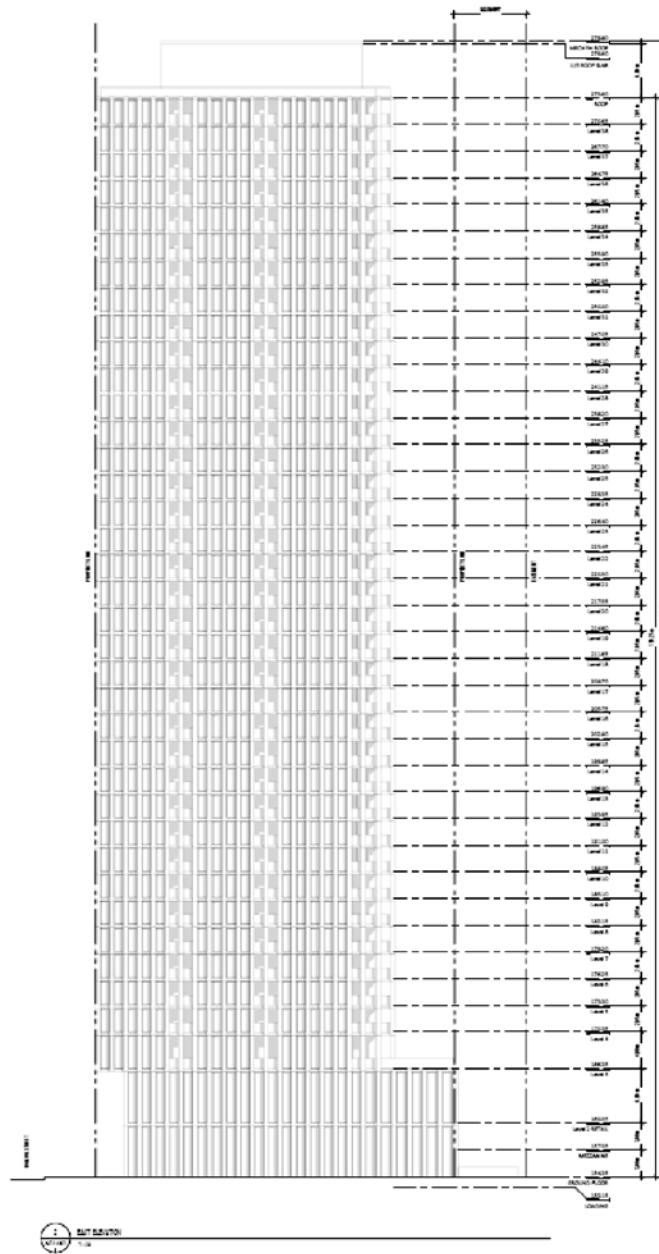
Applicant's Submitted Drawing

Not to Scale
03/14/2016

22 Balliol Street

File # 16_119794_STE 22 OZ

Attachment 3: East Elevation



East Elevation

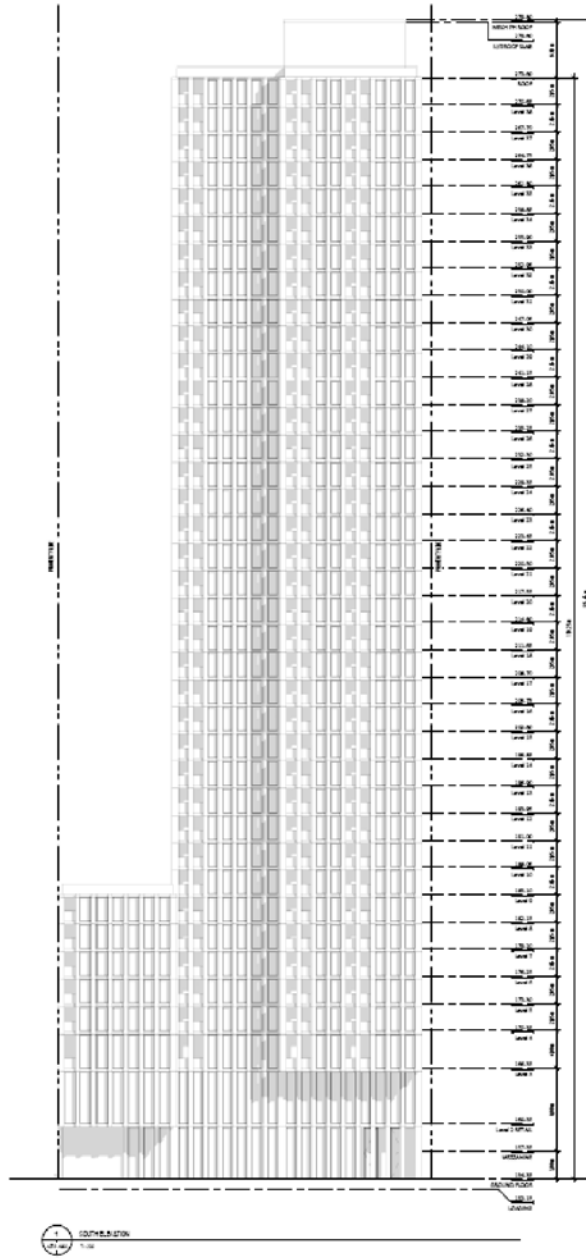
Applicant's Submitted Drawing

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22 Balliol Street

File # 16_119794_STE 22 OZ

Attachment 4: South Elevation



South Elevation

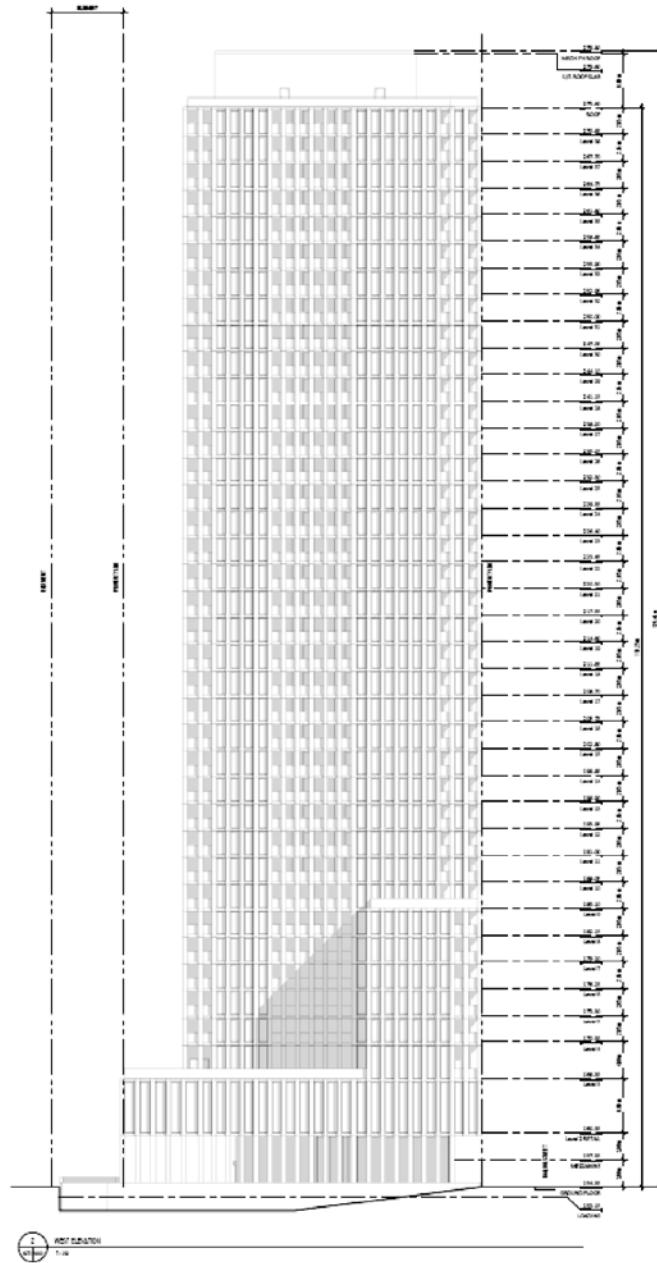
Applicant's Submitted Drawing

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22 Balliol Street

File # 16_119794_STE 22 OZ

Attachment 5: West Elevation



West Elevation

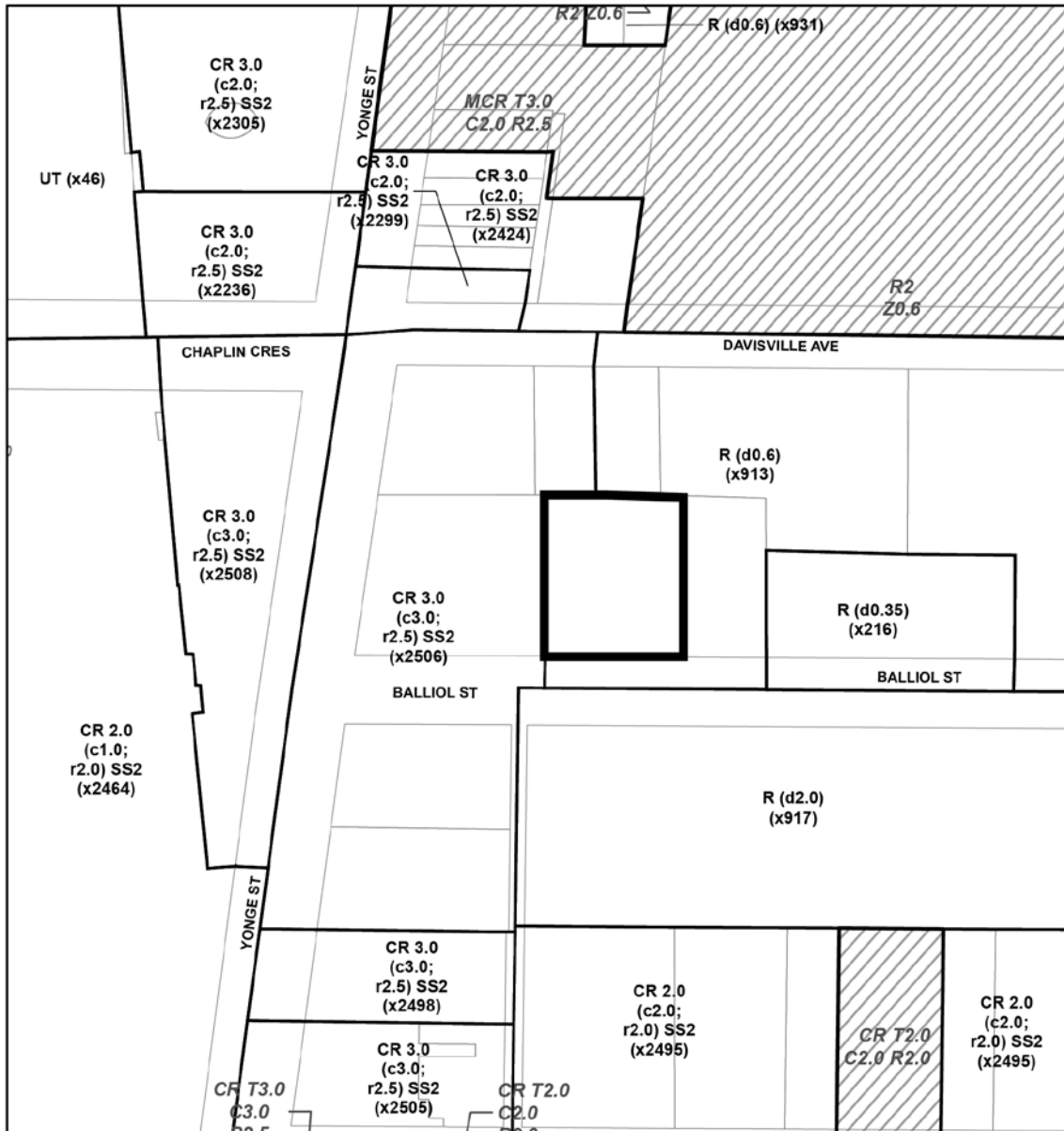
Applicant's Submitted Drawing

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22 Balliol Street

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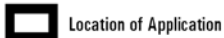
Attachment 6: Zoning



Zoning By-law 569-2013

22 Balliol Street

File # 16_119794 STE 22 OZ



R Residential
CR Commercial Residential

UT Utility and Transportation



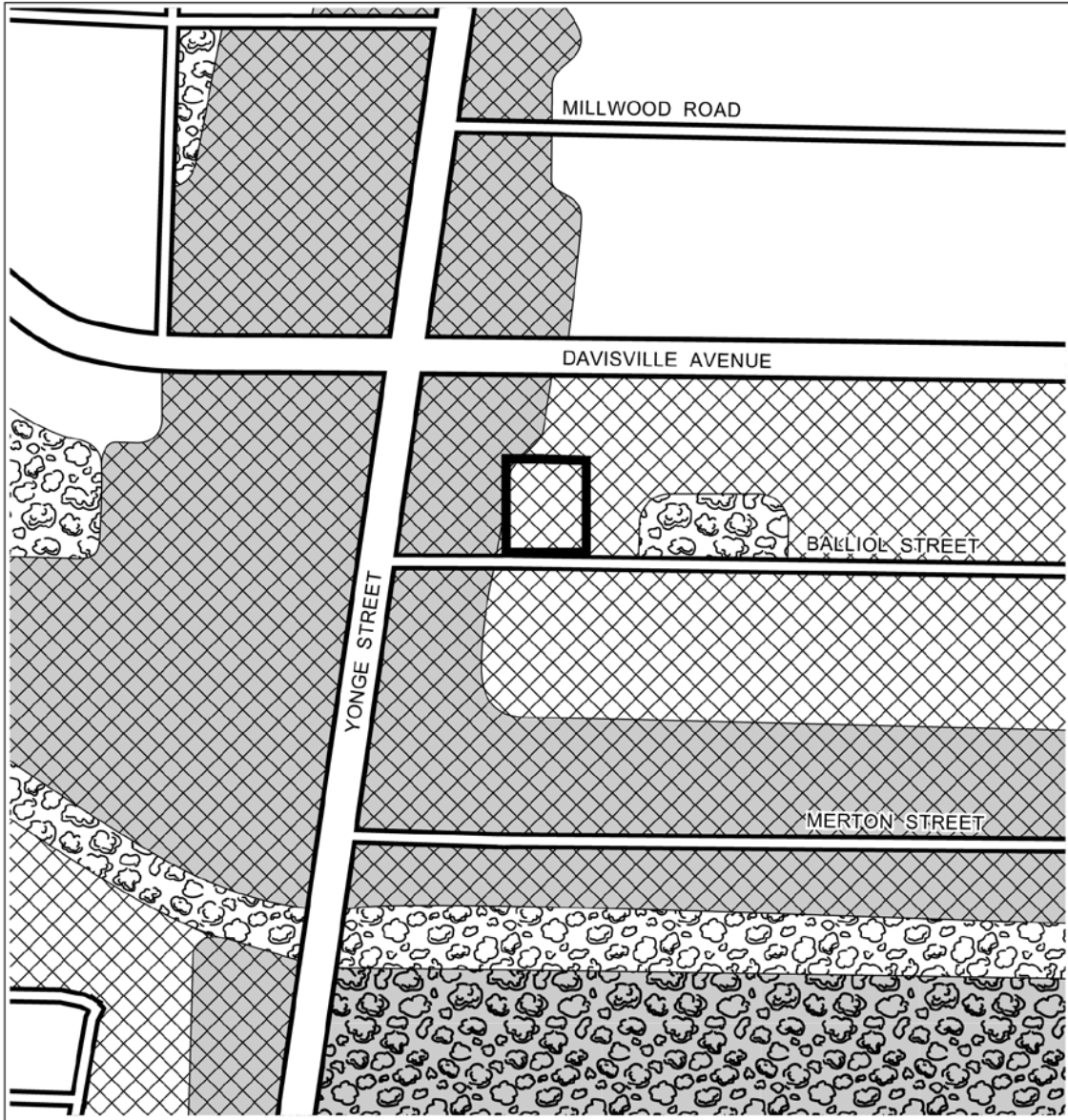
See Former City of Toronto Bylaw No. 438-86

CR Mixed-Use District
MCR Mixed-Use District
R2 Residential District



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Extracted: 03/14/2016

Attachment 7: Official Plan



22 Balliol Street

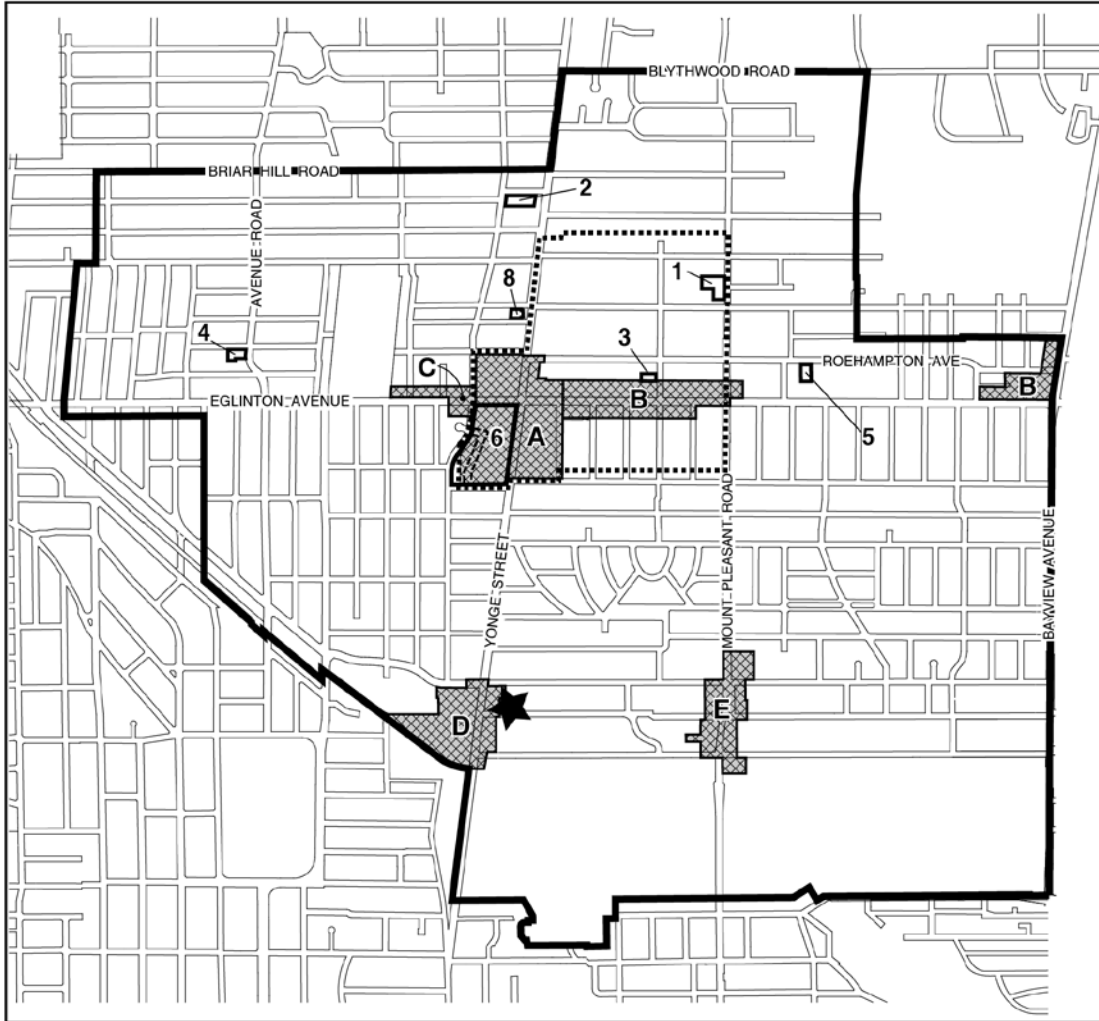
Official Plan

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Attachment 8: Yonge-Eglinton Secondary Plan



Yonge-Eglinton Secondary Plan

MAP 21-1 Land Use Plan
July 2014

- SUBJECT SITE - 22 BALLIOL STREET
- Secondary Plan Boundary
- Yonge-Eglinton Centre
- Mixed Use Areas
- Site and Area Specific Policies
- Proposed Road

Yonge Eglinton Secondary Plan

22 Balliol Street

Applicant's Submitted Drawing

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File # 16_119794_STE 22 0Z

Attachment 9: Application Data Sheet

Application Type	Rezoning	Application Number:	16 119794 STE 22 OZ
Details	Rezoning, Standard	Application Date:	February 23, 2016
Municipal Address:	22 BALLIOL STREET		
Location Description:	PLAN 1187 LOTS 3 TO 6 W PT LOT 3 PLAN 830E PT LOT 3 PLAN 284E PT LOTS 18 & 19 RP 63R3448 PART 4 **GRID S2208		
Project Description:	38-storey mixed use building with 425 residential rental units and retail on the ground floor. 155 parking spaces are proposed underground.		

Applicant:	Agent:	Architect:	Owner:
Shiplake Properties 20 Eglinton Ave. W. Ste. 1700 Toronto, ON M4R 1K8	Bousfields Incorporated 3 Church Street, Ste. 200 Toronto, ON M5E 1M2	Gh3 Architects 55 Ossington Ave, Ste. 100 Toronto, ON M6J 2Y9	Melco Realty Group 19 Lesmill Rd. Ste. 100 Toronto, ON M3B 2T3

PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhoods	Site Specific Provision:	N
Zoning:	R (d0.35)(x216)	Historical Status:	Y (archaeology)
Height Limit (m):	38 metres	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	1892	Height:	Storeys:	38
Frontage (m):	40.21		Metres:	119.25
Depth (m):	40.15			
Total Ground Floor Area (sq. m):	1216.5			Total
Total Residential GFA (sq. m):	26742.3		Parking Spaces:	155
Total Non-Residential GFA (sq. m):	1882.3		Loading Docks	3
Total GFA (sq. m):	28264.6			
Lot Coverage Ratio (%):	64.3			
Floor Space Index:	15.13			

DWELLING UNITS

Tenure Type:	Rental
Rooms:	0
Bachelor:	35 (8%)
1 Bedroom:	315 (74%)
2 Bedroom:	70 (16%)
3 + Bedroom:	5 (2%)
Total Units:	425

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):		26742.3	0
Retail GFA (sq. m):		1882.3	0
Office GFA (sq. m):		0	0
Industrial GFA (sq. m):		0	0
Institutional/Other GFA (sq. m):		0	0

CONTACT:	PLANNER NAME:	Giulio Cescato, Senior Planner
	TELEPHONE:	416-392-0459
	EMAIL:	gcescat@toronto.ca