



STAFF REPORT ACTION REQUIRED

227 Gerrard Street East - Zoning Amendment Application - Preliminary Report

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|--------------------------|--|
| Date: | March 9, 2017 |
| To: | Toronto and East York Community Council |
| From: | Director, Community Planning, Toronto and East York District |
| Wards: | Ward 28 – Toronto Centre-Rosedale |
| Reference Number: | 16 270189 STE 28 OZ |

SUMMARY

This application proposes a new eight-storey mixed-use building with ground floor retail and 99 dwelling units at 227 Gerrard Street East, which is currently occupied by a Beer Store.

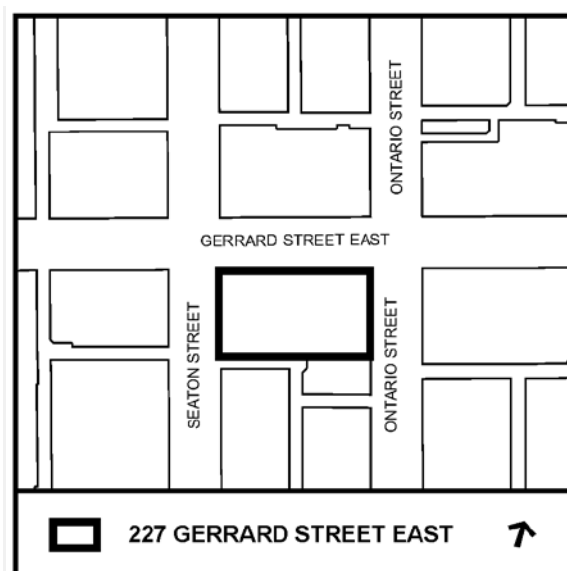
This report provides preliminary information on the above-noted application and seeks Community Council's direction on further processing of the application and on the community consultation process.

A Community Consultation Meeting was held on March 8, 2017. Staff anticipate submitting a Final Report on the application to Community Council in the third or fourth quarter of 2017. These target dates assume that the applicant will provide all required information in a timely manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. 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

City Council authorized a study for a potential Heritage Conservation District (HCD) for the Cabbagetown Southwest area that includes the subject property on March 31, April 1 and April 2, 2015. The City Council decision is available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG2.8>

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant on August 11, 2016, to discuss a development concept for an eight-storey mixed-use building and to determine the application submission requirements.

ISSUE BACKGROUND

Proposal

The proposed development is an eight-storey mixed-use building with ground floor retail space and 99 dwelling units. The total height is primarily 27.4 metres, including a 0.6-metre parapet. The mechanical penthouse is incorporated into the eight floor on the westerly portion of the building where the height rises to 28.65 metres including a 0.6-metre parapet.

The proposed building has a gross floor area of 9,274 square metres with 715 square metres of retail space on the ground floor. The density (floor space index) is 4.04 times the lot area. The retail space, which is expected to be occupied by a Beer Store, spans most of the frontage along both Gerrard Street East and Ontario Street with the main entrance at the northeast corner of the building. The residential lobby is at the northwest corner facing Gerrard Street East and Seaton Street. There are three ground floor dwelling units that also face Seaton Street. The dwelling unit breakdown is 6 bachelor units, 3 one-bedroom units, 43 one-bedroom plus den units, 2 two-bedroom units, 34 two-bedroom plus den units, and 11 three-bedroom units.

Residential amenity space is proposed on the second, third and fourth floors at the southeast corner of the building. On each floor, the indoor amenity space provides direct access to outdoor amenity space that faces south and east. The largest outdoor space is on the fourth floor, which also faces west. A total of 289 square metres (2.92 square metres per unit) of indoor amenity space and 178 square metres (1.80 square metres per unit) of outdoor amenity space is proposed.

A 1.5-metre setback is proposed from Gerrard Street East, which provides for a 4.8-metre wide sidewalk. There are no proposed setbacks from the Seaton Street and Ontario Street property lines. The combined width of a sidewalk and boulevard on Seaton Street is approximately 6.4 metres and on Ontario Street it is approximately 6.3 metres. On the south side of the property, the proposed building abuts a public lane on the west side and abuts the property line on the east side.

The proposed building has two front step-backs from Gerrard Street East: the first is in the range of 1.8 to 2.3 metres above the third or fourth floor and the second is in the range of 2.5 to 3.5 metres above the sixth floor. The building has a series of rear step-backs that differ between the east and west sides of the building. Generally they consist of one 8.2 to 9.9-metre step-back above the third floor and three more step-backs from the fifth to eighth floor that range from 1.5 to 3 metres each. There are side step-backs of approximately 2 metres above the third floor facing both Seaton Street and Ontario Street and another step-back of approximately 3.5 metres above the seventh floor facing Ontario Street.

Vehicular access is proposed from Ontario Street via a breezeway through the building near the south property line and from Seaton Street via Hagen Lane, which is a public lane proposed to be widened to 6 metres. There are two loading spaces: one Type 'B' space with a length of 11 metres and one Type 'G' space with a length of the 13 metres. The loading spaces are located outdoors on the south side of the building and accessed from Hagan Lane with an egress through the breezeway to Ontario Street. The ramp to the underground parking area is close to the Ontario Street breezeway. Underground parking is on two levels and contains 46 residential occupant spaces including 2 car share spaces, 9 residential visitor spaces and 7 retail visitor spaces.

A total of 131 bicycle parking spaces are proposed, comprising 114 residential occupant spaces located on P1 and 17 visitor spaces located at surface level on or near Gerrard Street East. All of the residential occupant spaces are vertical position spaces located in one room and accessed via the vehicular ramp or elevators.

Site and Surrounding Area

The subject property has an area 2,297 square metres and is rectangular in shape. The site is located on the south side of Gerrard Street East, spanning the entire block from Seaton Street to Ontario Street, with 62.73 metres of frontage along Gerrard Street East, 36.44 metres along Seaton Street and 36.85 metres along Ontario Street. The site slopes very gently downwards from north to south. There is one existing one-storey building on the site that is occupied by a Beer Store. The remainder of the site is a surface parking lot for the Beer Store.

The first development on the subject property occurred in the late 1860s when one building was constructed on the centre of the site for a "Girls Home and Public Nursery". In 1947 the building was repurposed for a men's hostel. The building was demolished between 1960 and 1962 and the site was vacant until 1966 when the existing Beer Store building was constructed. There has been little change to the building or site since then.

The following uses surround the subject property:

North: The north side of Gerrard Street East has a row of primarily two-storey townhouses with commercial uses including lawyer's offices and a recording studio on the ground floor of some of the properties. Further north along Seaton Street and Ontario Street, there are two-storey and three-storey houses.

East: There is a three-storey building at the southeast corner of Ontario Street and Gerrard Street East with a convenience store on the ground floor that is listed in City's inventory of heritage buildings. Further south along the east side of Ontario Street there are two-storey semi-detached houses and townhouses. Further east along Gerrard Street East are three-storey townhouses on both sides of the street with retail/service uses on the ground floor on the south side.

South: On Ontario Street adjacent to the south side of the subject property, there is a large three-storey house-form building that has a history of both residential and non-residential uses. Further south along Ontario Street, there is a public lane followed by a row of three-storey townhouses and semi-detached houses. To the south along Seaton Street, the site is adjacent to a public lane known as Hagen Lane. There is a three-storey detached house on the south side of the lane, followed by a pair of one-storey semi-detached houses and a row of two-storey townhouses.

West: On the southwest corner of Seaton Street and Gerrard Street East, there is a one-storey auto repair centre. At the northwest corner there is a pair of three-storey semi-detached houses with a video store and convenience store on the ground floor. Further west on both sides of Gerrard Street East are three-storey houses and one vacant commercial/automotive building on the north side of the street.

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. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required, by the *Planning Act*, 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, as the case may be, 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

The subject property is within the *Downtown* as shown on Map 2—Urban Structure. Policy 2.2(2) directs growth to the *Downtown, Centres, Avenues, and Employment Areas* in order to efficiently use existing infrastructure, create a concentration of jobs and people in areas well served by transit, and facilitate cultural and economic activity. Policy 2.2.1(1) provides a minimum density target of 400 jobs and residents per hectare for the *Downtown*, which

represents the highest density target in the City. New development is to build "on the strength of the *Downtown* as the premier employment centre in the GTA" as per policy 2.2.1(1)(b).

The site is designated *Mixed Use Areas* on Map 18—Land Use Plan. "*Mixed Use Areas* are made up of a broad range of commercial, residential and institutional uses, in single use or mixed use buildings" as stated in policy 4.5(1).

The adjacent lands to the south along Seaton Street and Ontario Street that generally comprise two-storey and three-storey semi-detached houses and townhouses are designated *Neighbourhoods*. Policy 4.5(2) provides development criteria for *Mixed Use Areas* which specifies that new development will "locate and mass new buildings to provide a transition between areas of different development intensity and scale, as necessary to achieve the objectives of this Plan, through means such as providing appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*." The policy also requires new development to "locate and mass new buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods*."

General direction for built form is provided in Section 3.1.2, which includes policies stating that "new development will be located and organized to fit with its existing and/or planned context," will located and organize vehicle parking, vehicular access and service areas to minimize their impact on adjacent streets and properties, will be massed and "designed to fit harmoniously into its existing and/or planned context, and will limit its impact on neighbouring street and properties."

Section 3.1.5 provides policies regarding heritage conservation, which were recently updated through Official Plan Amendment No. 199 that is now in force and effect. Policy 3.1.5(5) states that proposed development "on or *adjacent* to, a property on the Heritage Register will ensure that the *integrity* of the heritage property's cultural heritage value and attributes will be retained." Policy 3.1.5(26) requires that "new construction on, or *adjacent* to, a property on the Heritage Register will be designed to *conserve* the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it.

Zoning

The subject property is zoned *Commercial-Residential (CR 1.5 (c1.0; r1.0) SS2 (x1906)* by the city-wide Zoning By-law 569-2013. The *CR* zone allows for a broad range of residential and commercial uses including the residential and retail uses being proposed. The maximum density is 1.5 times the lot area and the maximum height is 12 metres.

An area-specific exception (*x1906*) applies to both sides of Gerrard Street East between Sherbourne Street and Parliament Street, including the subject property, which specifies that any part of a building above the ground floor must be used for residential purposes.

A 45-degree angular plane applies to the rear yard and is measured from the rear lot line at a height of 7.5 metres. 45-degree angular planes also apply along all three adjacent streets and are measured from the property line at a height of 16 metres.

Site Plan Control

The proposed development is subject to Site Plan Control. A Site Plan application has not yet been submitted.

Avenues and Mid-rise Buildings Study

The Avenues and Mid-rise Buildings Study provides design guidelines for new mid-rise buildings. As per an addendum to the study dated April 20, 2016, which was adopted by City Council in June 2016, the guidelines apply to the subject property because it is designated *Mixed Use Areas* in the Official Plan and fronts onto a *Major Street* (i.e. Gerrard Street East) with a right-of-way width of at least 20 metres.

The guidelines specify that the height of a mid-rise building should not exceed the width of the adjacent rights-of-way, which in this case are all 20 metres. The building façades that face Gerrard Street East, Seaton Street and Ontario Street are all considered front façades that are subject to a front 45-degree angular plane measured from the property line at a height of 16 metres in order to mitigate shadow impact on the sidewalks on the far side of the adjacent streets.

To provide a transition to the adjacent lands to the south that are designated *Neighbourhoods*, a rear 45-degree angular plane applies to the south side of the building. The guidelines provide two different standards for a rear yard angular plane depending on whether the site is defined as a shallow lot with a depth of less than 32.6 metres or an ideal lot with a depth of more than 32.6 metres. The subject site is a deep lot as it has an average depth of 36.65 metres. The rear angular plane is therefore measured from the south property line at ground level on the east half of the site and measured from the south side of Hagan Lane at ground level on the west half of the site.

TOcore: Planning Toronto's Downtown

TOcore: Planning Downtown is a three-year, inter-divisional study, led by City Planning. Building on Downtown's existing planning framework, TOcore's purpose is to ensure growth positively contributes to Toronto's Downtown as a great place to live, work, learn, play and invest by determining: a) how future growth will be accommodated and shaped, and b) what physical and social infrastructure will be needed, where it will go and how it will be secured.

The new Secondary Plan will update the Downtown planning framework to shape future growth and link growth to the provision of needed infrastructure investments to achieve the city-building vision and policies of the Official Plan. A series of infrastructure strategies for office, transportation, parks and public realm, community services and facilities, and energy are in development as part of this review, along with a water infrastructure assessment.

City Council adopted the TOcore Proposals Report on December 15, 2016. The Proposals Report provides a vision for Downtown to 2041, five guiding principles and 128 policy directions that will inform the development of the Downtown Secondary Plan. The accompanying staff report also provides updates on the Phase 2 public consultations, population growth projections for Downtown and the status of infrastructure strategies underway that will support the

implementation of the new Downtown Secondary Plan. A draft Secondary Plan will be presented to City Council in Q3 2017.

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal) which provide the detailed performance standards for portions of buildings above 24 metre in height.

Heritage

There is one adjacent building, a three-storey building with a convenience store on the ground floor and residential dwellings on the upper floors, located at the southeast corner of Ontario Street and Gerrard Street (237 Gerrard Street East) that is listed in the City's inventory of heritage properties.

The subject property is within the planned study area for a Cabbagetown Southwest Heritage Conservation District (HCD), which includes most of the lands bounded by Carlton Street, Parliament Street, Shuter Street and Sherbourne Street. The HCD Study is expected to commence in 2017.

Tree Preservation

There are six existing street trees, three along Seaton Street and three along Ontario Street, that are proposed to be retained. There is one existing tree just south of the south property line at the east end of Hagan Lane that is proposed to be removed.

Reasons for the Application

The proposed development requires a rezoning application primarily because the proposed height and density substantially exceed the maximum height and density permitted by the existing zoning by-law. Other issues of zoning compliance include a proposed reduction in the rear yard setback, penetration of the front and rear angular planes, and a reduction in the minimum parking requirement.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning & Urban Design Rationale
- Shadow Study
- Arborist Report
- Toronto Green Standard Checklist
- Transportation Impact Study
- Functional Servicing & Stormwater Management Report
- Heritage Impact Assessment

- Hydrogeological Assessment
- Phase I Environmental Site Assessment
- Phase II Environmental Site Assessment

A Notification of Complete Application was issued on January 19, 2017, that indicated the rezoning application was deemed complete as of December 22, 2016.

The Toronto Green Standard (TGS) Checklist has been submitted by the applicant and is currently under review by City staff for compliance with the Tier 1 performance measures.

Community Consultation Meeting

A Community Consultation Meeting was held on March 8, 2017, at the Central Neighbourhood House at 349 Ontario Street. At least 105 local residents attended the meeting, many of whom raised concerns and objections to the development proposal. The most prevalent objection was with regard to the height of the proposed building and the impact it would have on the character of the neighbourhood. Many residents suggested that a suitable building height would be in the range of four to six storeys.

The existing Beer Store was viewed unfavourably by many of the local residents who expressed a desire to prevent the Beer Store from occupying the proposed retail space in the new building, or at least minimize the space occupied by the Beer Store by dividing the retail space into multiple units.

Other issues and concerns included:

- massing that is not in keeping with the scale of the surrounding buildings;
- architecture that does not sufficiently respond to the character of the neighbourhood;
- non-compliance with the mid-rise building design guidelines;
- insufficient rear yard setback with regard to the neighbouring house at 386 Ontario Street;
- increase in population density;
- shadow impact on Gerrard Street East and the houses on the north side of Gerrard Street East;
- overlook onto existing rear yards of the houses to the south;
- impact on short-term on-street parking;
- the use of Hagan Lane to access the subject site;
- traffic impact on Seaton Street and Ontario Street; and

- noise impact from the loading area, mechanical penthouse and outdoor amenity spaces.

Issues to be Resolved

The following issues and concerns have been identified by City staff:

- height of the proposed building with regard for impact on the adjacent *Neighbourhood* to the south, shadow impact on the north sidewalk on Gerrard Street East and the overall character of the area;
- rear yard setback and rear angular plane with regard for transition to the existing *Neighbourhood* to the south;
- front angular plane with regard to shadow impact on the north side of Gerrard Street East;
- conformance with the guidelines provided in the Avenues and Mid-Rise Buildings Study;
- sidewalk width along Gerrard Street East;
- noise and light impact from loading spaces on the existing houses to the south;
- number of parking spaces and potential impact on on-street parking;
- traffic infiltration on Seaton Street and Ontario Street; and
- applicability of Section 37 provisions under the Planning Act.

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: trees2@toronto.ca

SIGNATURE

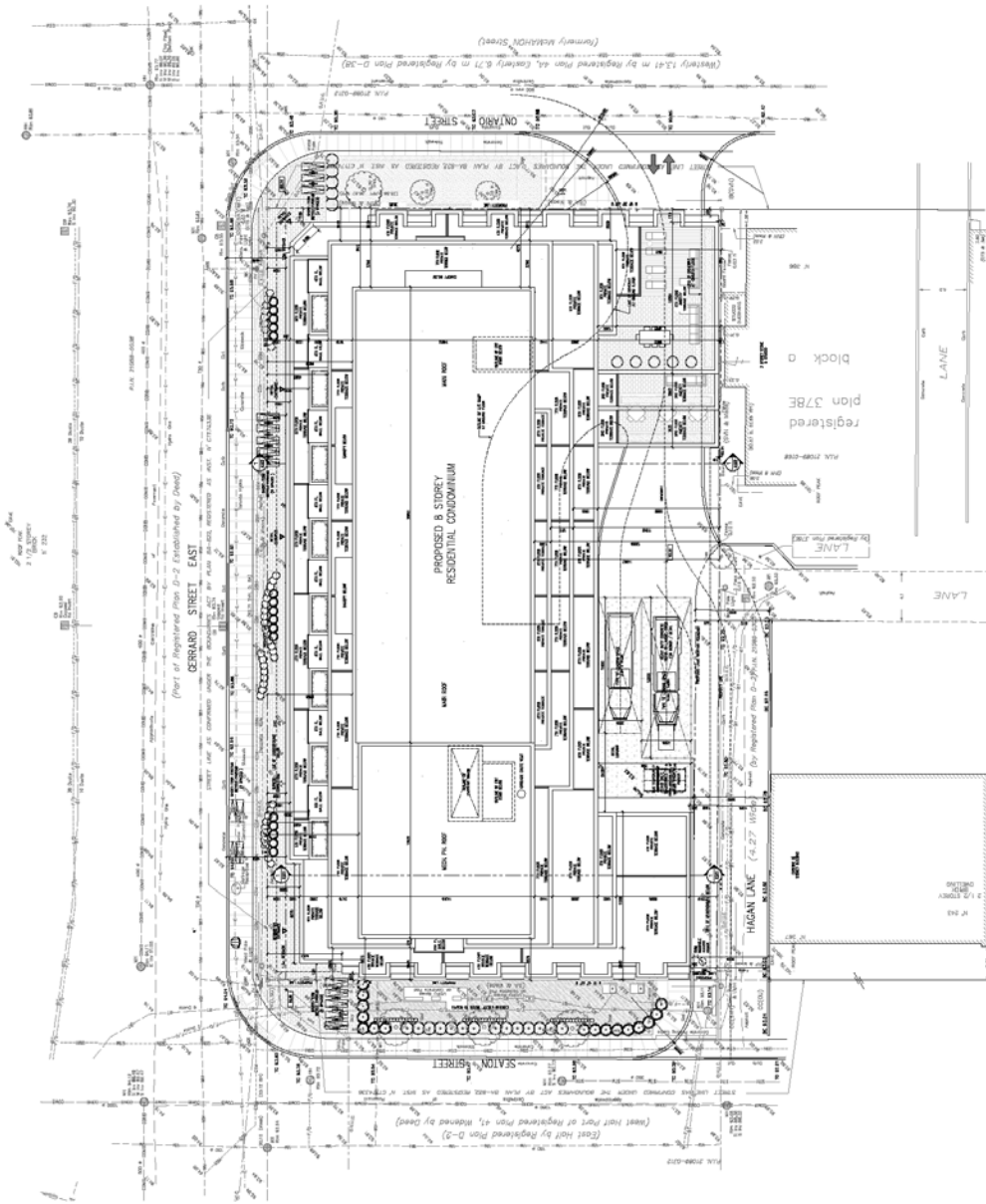
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

| | |
|-------------------|--|
| Attachment 1: | Site Plan |
| Attachments 2a-d: | Elevations |
| Attachment 3: | Rendering – Looking Southeast from Gerrard Street East |
| Attachment 4: | Zoning |
| Attachment 5: | Official Plan |
| Attachment 6: | Application Data Sheet |

Attachment 1: Site Plan



Site Plan

Applicant's Submitted Drawing

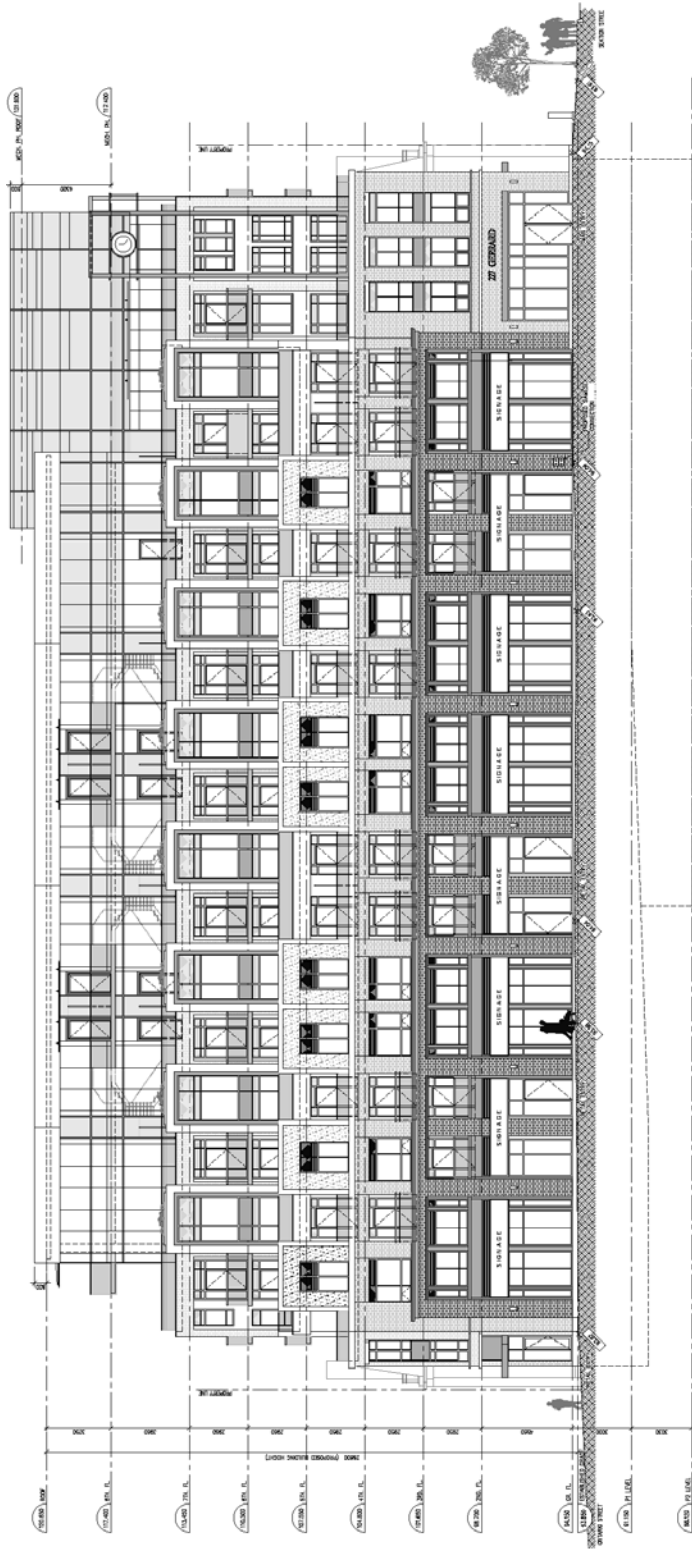
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02/03/2017



227 Gerrard Street East

File # 16_270189_STE 28.0Z

Attachment 2a: North Elevation



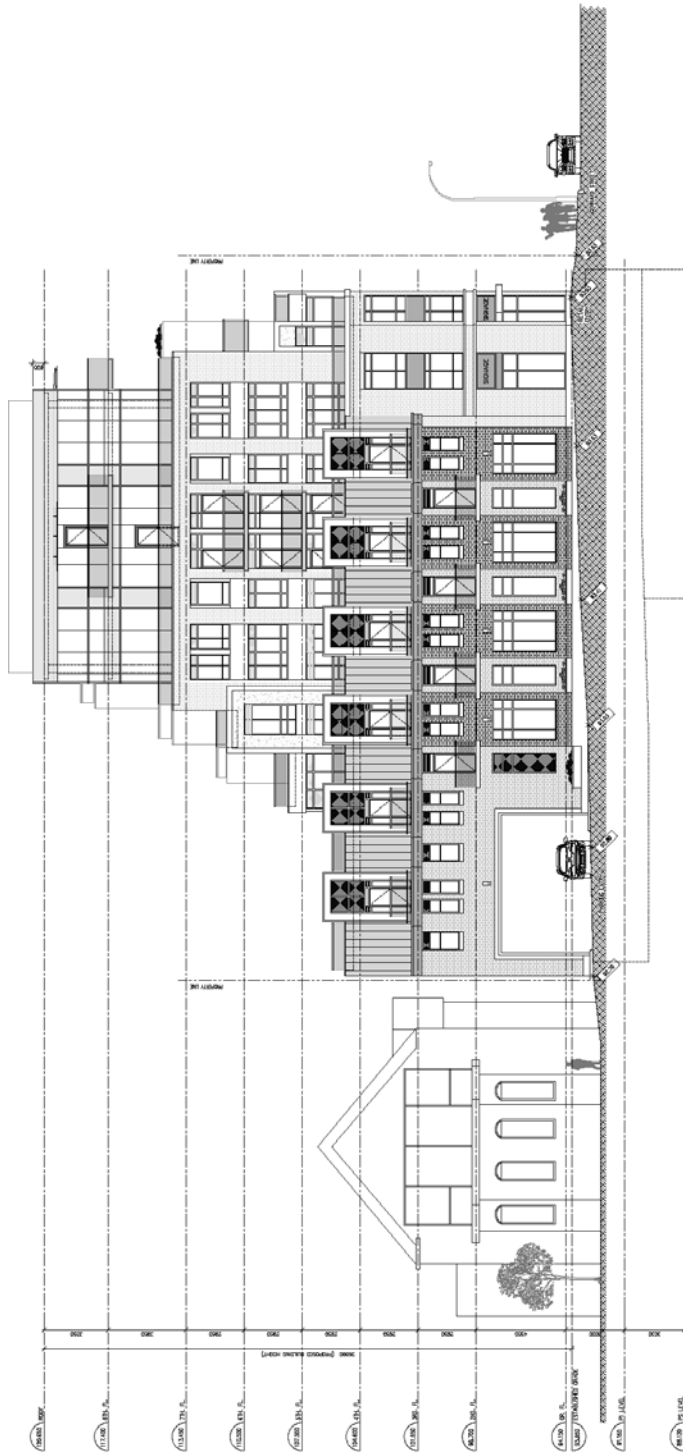
North Elevation

Applicant's Submitted Drawing
Not to Scale
02/03/2017

227 Gerrard Street East

File # 16_270189_STE 28 0Z

Attachment 2b: East Elevation



East Elevations

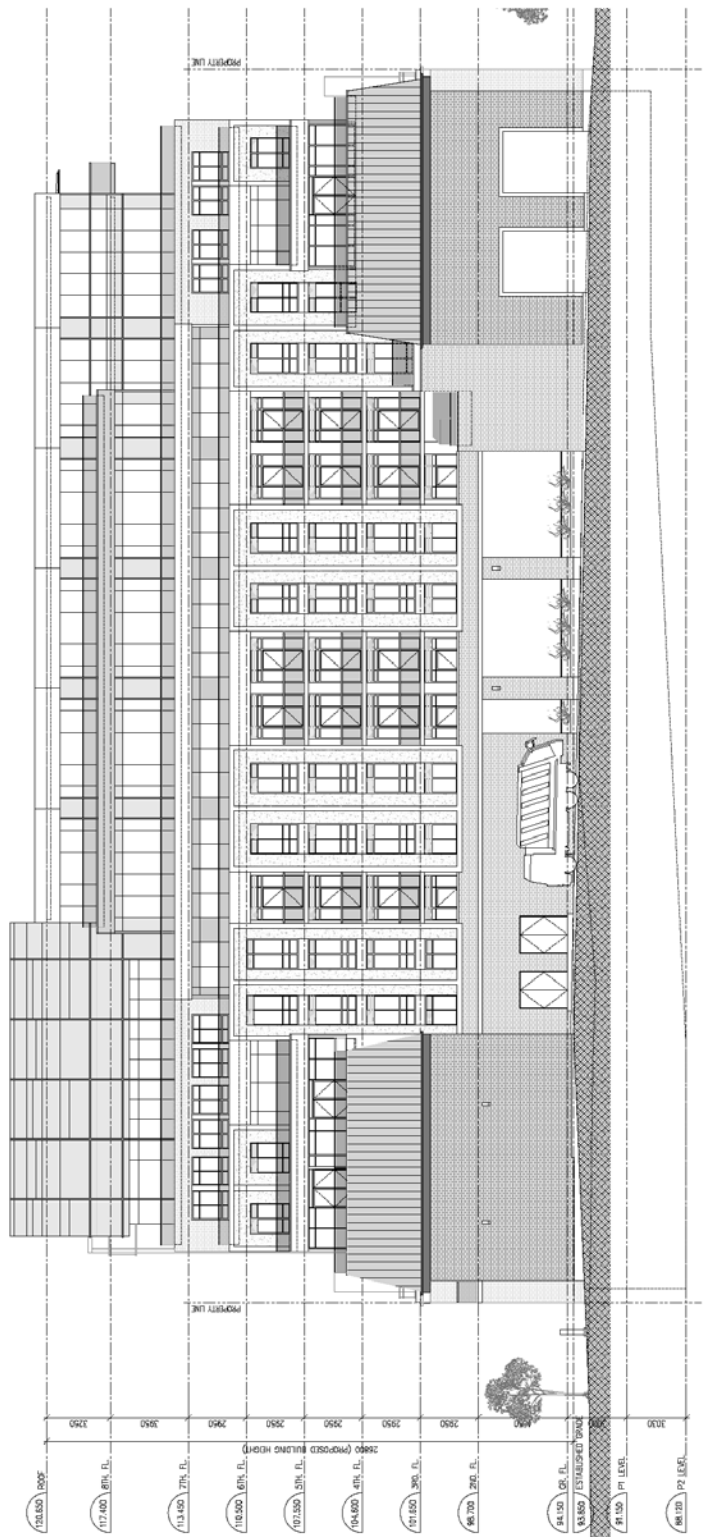
Applicant's Submitted Drawing

Not to Scale
02/03/2017

227 Gerrard Street East

File # 16_270189_STE 28 0Z

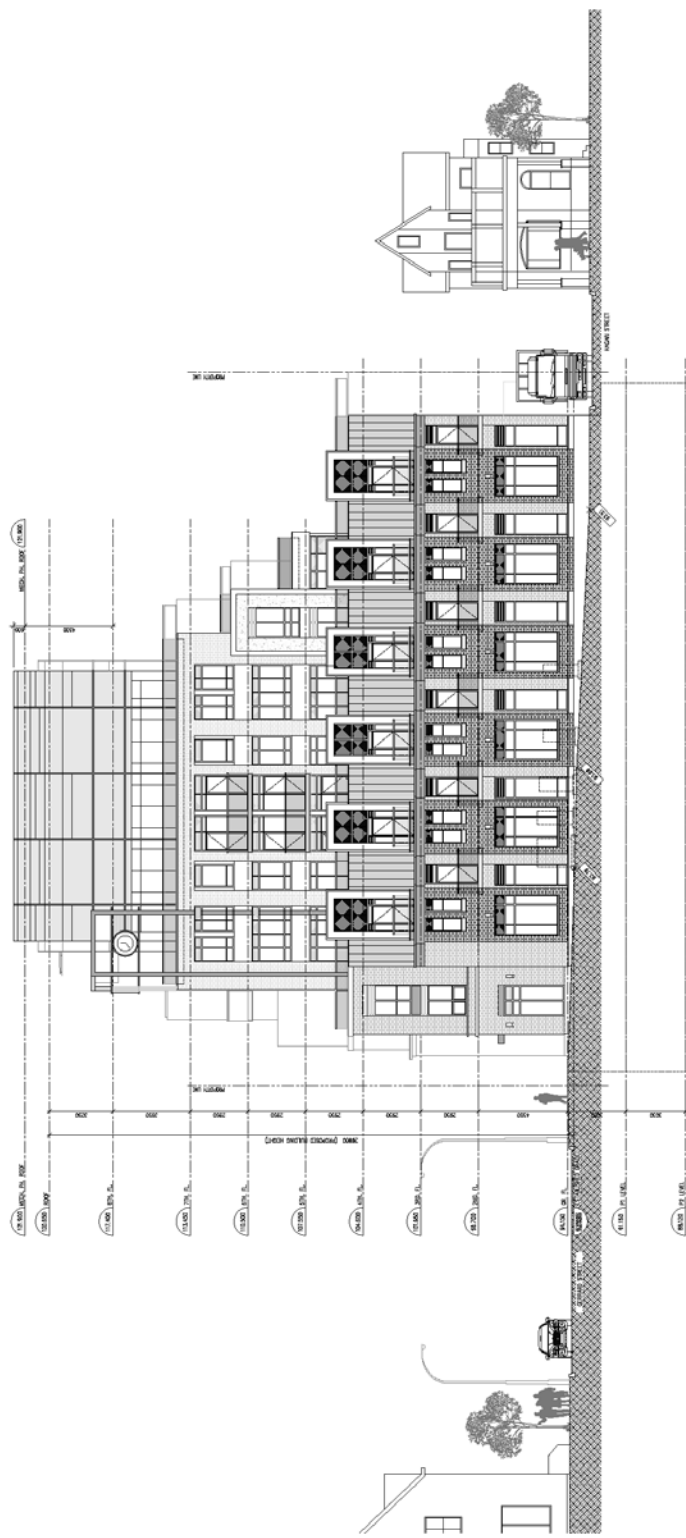
Attachment 2c: South Elevation



South Elevation
Applicant's Submitted Drawing
Not to Scale
02/03/2017

227 Gerrard Street East
File # 16_270189_STE 28.0Z

Attachment 2d: West Elevation



West Elevation
Applicant's Submitted Drawing
Not to Scale
02/03/2017

227 Gerrard Street East
File # 16_270189_STE 28 0Z

Attachment 3: Rendering – Looking southeast from Gerrard Street East



Rendering

Applicant's Submitted Drawing

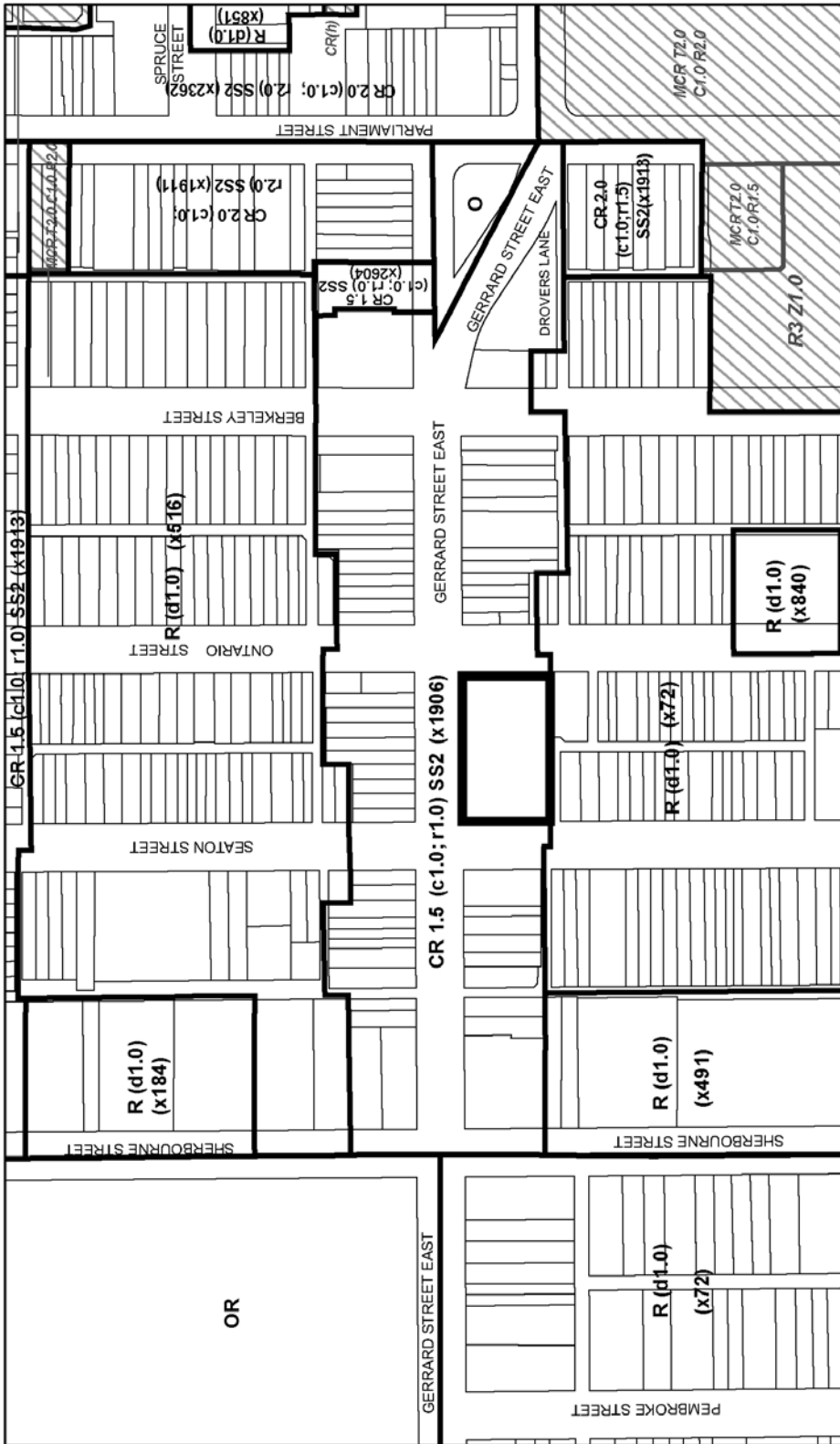
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227 Gerrard Street East

File # 16_270189_STE 28 0Z

Attachment 4: Zoning



227 Gerrard Street East

File # 16 270189 STE 28 0Z

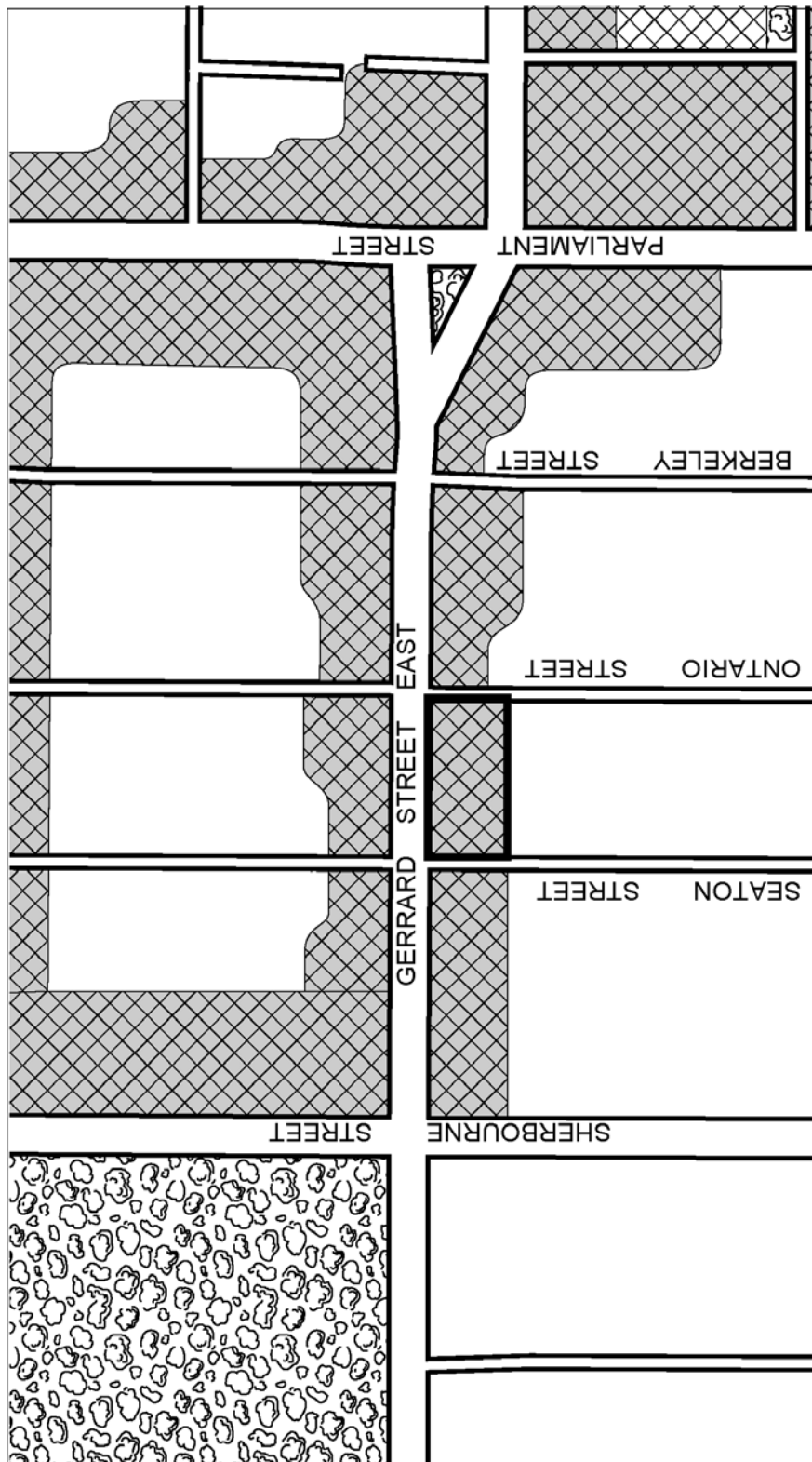
Toronto City Planning
Zoning By-Law No. 569-2013

Location of Application
 R Residential
 CR Commercial Residential
 OR Open Space
 O Open Space
 OR Open Space Recreation
 See Former City of Toronto By-Law No. 438-86
 R3 Residential District
 CR Mixed-Use District
 MCR Mixed-Use District



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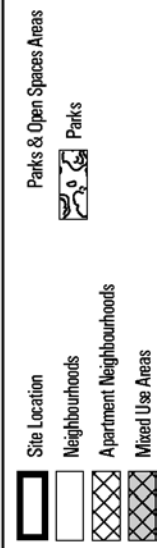
Attachment 5: Official Plan – Land Use Map



Toronto City Planning
Official Plan

227 Gerrard Street East

File # 16_270189 STE 28 0Z



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02/03/17

Attachment 6: Application Data Sheet

| | | | |
|-----------------------|--|---------------------|---------------------|
| Application Type | Rezoning | Application Number: | 16 270189 STE 28 OZ |
| Details | Rezoning, Standard | Application Date: | December 22, 2016 |
| Municipal Address: | 227 GERRARD STREET EAST | | |
| Location Description: | PLAN D2 PT BLK 2 **GRID S2804 | | |
| Project Description: | OPA and Zoning By-law Amendment to permit an 8-storey mixed-use building with a total gross floor area (GFA) of approximately 9,274 square metres, including approximately 715 square metres of retail space on the ground floor and 99 residential units. A total of 62 vehicular parking spaces and 131 bicycle spaces are proposed. | | |

| | | | |
|-------------------|---------------|-----------------------|---|
| Applicant: | Agent: | Architect: | Owner: |
| STEVE THOMPSON | | Architecture Unfolded | ROSEWATER 227 GERRARD EAST HOLDINGS LIMITED |

PLANNING CONTROLS

| | | | |
|----------------------------|---------------------|--------------------------|------------|
| Official Plan Designation: | Mixed Use Areas | Site Specific Provision: | SS2 (1906) |
| Zoning: | CR 1.5 (c1.0; r1.0) | Historical Status: | N |
| Height Limit (m): | 12 | Site Plan Control Area: | Y |

PROJECT INFORMATION

| | | | | | |
|------------------------------------|---------|---------|-----------------|------|--------------|
| Site Area (sq. m): | 2297.23 | Height: | Storeys: | 8 | |
| Frontage (m): | 62.73 | | Metres: | 26.5 | |
| Depth (m): | 36.85 | | | | |
| Total Ground Floor Area (sq. m): | 1723 | | | | Total |
| Total Residential GFA (sq. m): | 8559 | | Parking Spaces: | 62 | |
| Total Non-Residential GFA (sq. m): | 715 | | Loading Docks | 2 | |
| Total GFA (sq. m): | 9274 | | | | |
| Lot Coverage Ratio (%): | 75 | | | | |
| Floor Space Index: | 4.04 | | | | |

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

| | | | | |
|--------------|-------|----------------------------------|--------------------|--------------------|
| Tenure Type: | Condo | | Above Grade | Below Grade |
| Rooms: | 0 | Residential GFA (sq. m): | 8559 | 0 |
| Bachelor: | 6 | Retail GFA (sq. m): | 715 | 0 |
| 1 Bedroom: | 46 | Office GFA (sq. m): | 0 | 0 |
| 2 Bedroom: | 36 | Industrial GFA (sq. m): | 0 | 0 |
| 3 + Bedroom: | 11 | Institutional/Other GFA (sq. m): | 0 | 0 |
| Total Units: | 99 | | | |

| | | |
|-----------------|----------------------|-----------------------------|
| CONTACT: | PLANNER NAME: | Thomas Rees, Planner |
| | TELEPHONE: | 416-392-1791 |