

18-32 Eastern Avenue, 1 Gilead Place & 2 Sackville Street - Official Plan Amendment and Zoning Amendment Applications - Preliminary Report

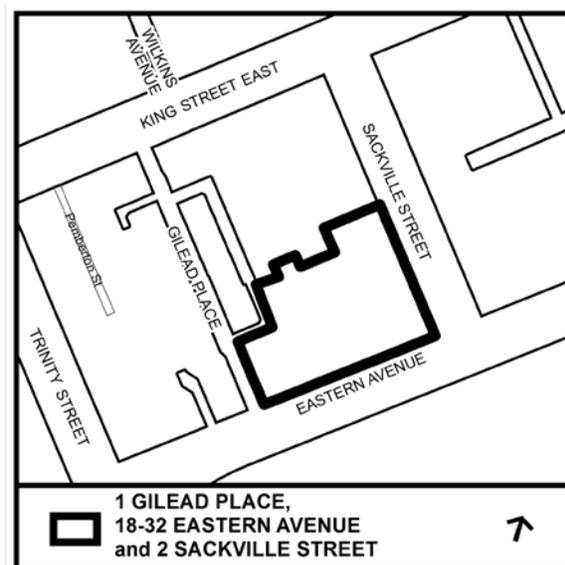
Date:	November 15, 2016
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale [or All]
Reference Number:	16 216777 STE 28 OZ

SUMMARY

This application proposes a 13-storey mixed-use building containing 381 residential units, including 14 grade-related townhouses fronting onto Sackville Street, Gilead Place and Corktown Lane. The overall proposed building height is 49.6 metres, including mechanical equipment. The development will have a total of 29,768 square metres of gross floor area, including 1,553 square metres located at-grade and on the mezzanine level, resulting in a density of 8.21 times the lot area. Proposed are 2-levels of underground parking containing 143 vehicular parking spaces.

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.

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



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 18-32 Eastern Avenue, 1 Gilead Place and 2 Sackville 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

Pre-Application Consultation

Pre-application meetings with the applicant began in the beginning of 2016, to discuss complete application submission requirements and to identify issues with the proposal.

ISSUE BACKGROUND

Proposal

The applicant is proposing the redevelopment of the lands to permit a 13-storey mixed-use building containing 381 residential units and 1,553 square metres of retail space located at-grade and on the mezzanine level. Proposed are 14 grade-related townhouses along Sackville Street, Gilead Place and Corktown Lane and 367 dwelling units above. The applicant is proposing 4% of all units to be three-bedroom units. The proposed unit mix is as followed:

Unit Type	Total
One-Bedroom	255
Two- Bedroom	110
Three-Bedroom	16

The applicant proposes a total of 143 vehicular parking spaces on 2 levels below grade with access from the northeast corner of the site along Sackville Street. The applicant is proposing 1 Type G and 1 Type B loading space at the rear of the building. Also proposed are 394 bicycle parking spaces located at-grade, on the mezzanine level and within the below-grade parking garage. A lane widening of Corktown Lane is required as part of the application.

The proposed height is 49.6 metres, including the mechanical equipment. The residential gross floor area is proposed at 28,215 square metres and the non-residential gross floor area is proposed at 1,533 square metres, resulting in a density of 8.21 times the lot area. The residential lobby is accessible from Sackville Street and the retail entrances are accessible from Eastern Avenue.

The proposal includes 873 square metres of indoor amenity space and 786 square metres of outdoor amenity space.

The rear portion of the building resembles a U-shape configuration with 16 metres separation between the building faces and 12 metres separation between balconies. The proposed at-grade setbacks of the building are as followed:

Property Line	Proposed Setback
Eastern Avenue	2 m
Sackville Road	1 m – 2.4 m
Gilead Place	2 m

The proposed setbacks from the 2nd storey are as follows:

Property Line	Proposed Setback
Eastern Avenue	2 m
Sackville Road	2 m
Gilead Place	0 – 2 m
North Property Line	0 – 5 m

The remaining building setbacks are as follows:

Property Line	3 rd – 6 th storeys	7 th – 10 th storeys	11 th – 12 th storeys	13 th storey
Eastern Avenue	2 m	3 m	4 m	4 m
Sackville Road	2 m	4 m	4 m – 6 m	6 m – 8 m
Gilead Place	2 m – 4.5 m	2 m – 3.4 m	2 m – 3.4 m	4 m – 18.5 m
North Property Line	0 m – 4.5 m	2 m – 9.5 m	8 m – 14.7 m	11 m – 18 m

Site and Surrounding Area

The site is located on the north side of Eastern Avenue between Sackville Road and Gilead Place. The site is uniquely shaped and is approximately 3,628 square metres in size with 76 metres of frontage along Eastern Avenue; 59 metres along Sackville Street; 28 metres along Gilead Place; and 15 metres along Corktown Lane. The subject site currently consists of three commercial buildings ranging in height from 1-3 storeys and a surface level parking lot.

North: along Gilead Place there is a 3-storey mixed-use building, beyond are eight 3-storey townhouses, and located on Corktown Lane are 3-storey townhouses.

South: At the southeast corner of Eastern Avenue and Cherry Street is a vacant parcel of land owned by the City of Toronto. Directly south of the site is a 4-storey Honda dealership building and further west is a vacant 2-storey commercial building.

West: directly west of the site is a 2-storey commercial building.

East: directly east along Sackville Street is Inlenook Community High School, which is a listed heritage property, and further north along Sackville Street are 2-storey residential row houses.

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 located within the Downtown and Central Waterfront area on Map 2 – Urban Structure in the Official Plan. This site is designated as Mixed Use Areas on Map 18 – Land Use Plan in the Official Plan. Mixed Use Areas are made up of a broad array of residential uses, offices, retail and services as well as institutional, entertainment, recreational and cultural activities in addition to parks and open spaces. Mixed Use Areas are intended to be areas for new retail, office and services employment and new housing. The Plan includes criteria that direct the form and quality of development for the Mixed Use Areas designation. The criteria state that new buildings must provide a transition between areas of different intensity and scale, including stepping down of heights towards lower scale neighbourhoods, minimize shadow impacts and provide an attractive, safe and comfortable pedestrian environment. The application will be reviewed against policies in the Official Plan including those in the "Downtown",

"Public Realm", and "Built Form" and "Heritage" sections of the Plan. Compliance with the other relevant policies of the Official Plan will also be reviewed.

King-Parliament Secondary Plan

The site is within the boundary of the King-Parliament Secondary Plan. The main objective of the Secondary Plan is to encourage reinvestment in the area for a mixture of uses that reinforces the historic built form and public realm, while ensuring development is compatible and complementary to the existing built form character and scale of the area. The site is designated Mixed Use Area "A" (Corktown). New development within the Mixed Use Area "A" (Corktown) will consist primarily of small scale infill development and building conversions that are sensitive to the existing character and form of the community.

The built form policies of the Official Plan are further refined in Section 3 – “Urban Structure and Built Form” of the King-Parliament Secondary Plan, where it indicates:

- New buildings for any use will be sited and massed to provide adequate light, view and privacy for neighbouring properties;
- New buildings will achieve a compatible relationship with their built form context through consideration of such matters as building height, massing, scale, setbacks, roof line and profile architectural character and expression;
- Buildings adjacent to streets, parks or open spaces will be massed to provide appropriate proportional relationships and will be designed to minimize the wind and shadowing impacts on the streets, parks or open spaces; and
- New development will provide comprehensive, high quality, co-ordinated streetscape and open space improvements to promote greening, landscape enhancement, access, orientation and confidence of personal safety within King-Parliament.

The subject site is also within the Corktown Area of Special Identity on Map 15-3 – Areas of Special Identity.

This application will be reviewed against all policies of the Secondary Plan. The King-Parliament Secondary Plan is available at:http://www1.toronto.ca/static_files/CityPlanning/PDF/15_king_parliament_dec2010.pdf

Zoning

The site is subject to Zoning By-law No. 438-86 and is zoned I1 D3, which permits a restricted range of light industrial, commercial and institutional uses. The zoning permits a building height of 12 metres and a density of 3 times the area of the lot.

By-law No. 21930 is a site-specific zoning by-law that applies to 28-34 Eastern Avenue and permits the extension of a metal wares business.

Heritage

A Heritage Impact Assessment (HIA) has been submitted, prepared by Goldsmith Borgal & Company Ltd. Architects with an issue date of August 31, 2016.

The proposal is adjacent to the Inglewood Community High School at 19 Sackville Street. The school was listed on the Heritage Register on March 15, 1974. It was built in 1887 on the northwest corner of Eastern Avenue and Sackville Street. Originally known as the Sackville Street Public School, Toronto's oldest school building in continuous use, the school has substantially retained its original character.

The school is a 2 ½ storey brick building with punched windows and a hipped roof with projecting gable roofed bays. The main façade of the school faces south with a generous setback from Eastern Avenue. The west façade has a modest setback from Sackville Street.

Heritage Preservation Services will be considering the development proposal with respect to its adjacency to the heritage property at 19 Sackville Street.

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.

City-Wide Tall Building 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 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 application will be reviewed against the City-Wide Tall Building Design Guidelines, including sections on transition in scale, sunlight and skyview, views from public realm, floor plate size and shape, site servicing and access and pedestrian realm.

Tree Preservation

Urban Forestry staff are reviewing the development plans to determine the impact on any existing mature trees. The owner will be required to obtain the necessary permits prior to removing any trees.

Reasons for the Application

This proposal requires both an Official Plan and Zoning By-law amendment. The King-Parliament Secondary Plan states that a change of use on a lot from industrial or light industrial to residential use is permitted within the *Mixed Use Area "A" (Corktown)*, so long as the new development does not exceed the permitted height limit. The permitted height limit for the site is 12 metres and the proposed height is 49.6 metres, therefore an Official Plan amendment is required.

The proposal proposes a mixed-use building with a height of 49.6 metres (including the mechanical equipment) and an overall density of 8.21 times the area of the lot. The proposed building height and density exceeds the permissions set in the Zoning By-law. Furthermore, the proposed residential and retail uses are not permitted under the sites current zoning. Therefore, a Zoning By-law amendment is required. Through the review of the application, staff may identify additional areas of non-compliance with the Zoning By-law.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Arborist Report
- Archaeological Study
- Architectural Plans
- Civil and Utilities Plan
- Geotechnical Study
- Heritage Impact Study
- Planning Rationale
- Landscape and Lighting Plan
- Pedestrian Level Wind Study
- Toronto Green Standard Checklist
- Transportation Impact Study
- Servicing Report
- Servicing Report
- Sun and Shadow Studies
- Public Consultation Strategy

A Notification of Incomplete Application issued on September 22, 2016, identified that a Geotechnical Report was outstanding and is required as part of a Complete Application submission. The outstanding information was submitted and a Notification of Complete Application was issued on October 20, 2016.

Issues to be Resolved

Prior to presenting a Final Report to Toronto and East York Community Council, the following issues, as well as any other identified by staff and the public, will need to be reviewed and addressed:

1. consistency with the Provincial Policy Statement and conformity to the Growth plan for the Greater Golden Horseshoe;
2. determining whether the proposed Official Plan Amendment is appropriate;
3. conformity with the Official Plan policies including, development criteria for Mixed Use Areas and policies within the King-Parliament Secondary Plan;
4. conformity with the Tall Buildings Guidelines and the Downtown Tall Buildings: Vision and Supplementary Design Guidelines;
5. built form and massing issues including, but not limited to: height; density; setbacks; stepbacks, pedestrian realm; wind mitigation; and privacy issues;
6. the proposed facing distances;
7. review the proposal against recent approvals within the immediate context;
8. provision of high-quality public realm, landscaping design and appropriate sidewalk widths;
9. provision of parking, loading and bicycle parking;
10. heritage adjacency issues;
11. proposed mix of unit sizes and lack of family-sized units;
12. mitigation of potential wind conditions are created by the proposed development;
13. shadow impacts associated with the proposed development;
14. compliance with the Tier 1 performance measures of the Toronto Green Standards; and
15. the capacity of existing servicing to accommodate the proposed development.

Section 37

Section 37 of the Planning Act allows the City to enter into an agreement with an applicant to grant a height and/or density increase for a particular project that is greater than the zoning by-law would otherwise permit in return for community benefits. Details of a Section 37 Agreement between the applicant and the City will be considered, in Staff consultation with the Ward Councillor, if the project is ultimately considered to be good planning and recommended for approval.

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: North Elevation

Attachment 3: South Elevation

Attachment 4: West Elevation

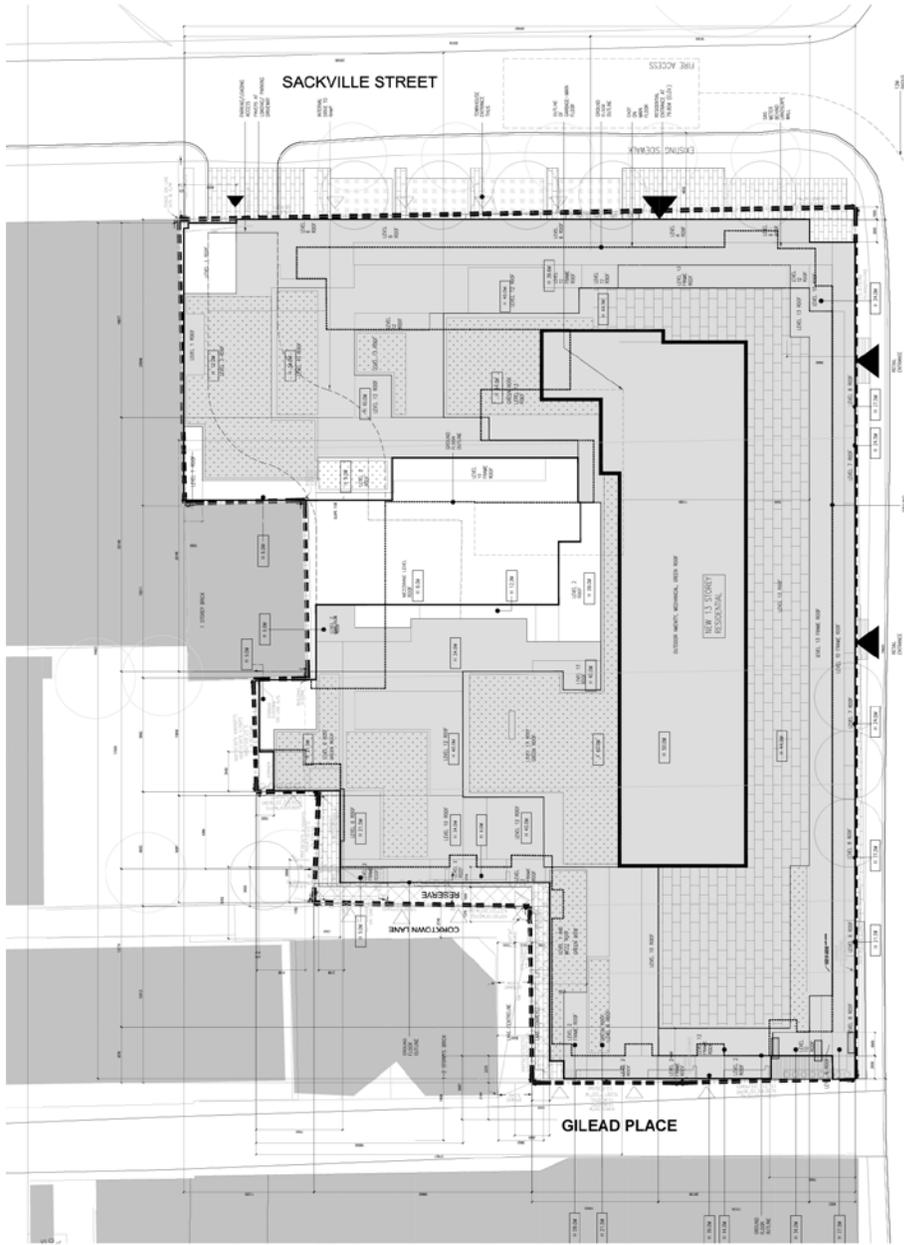
Attachment 5: East Elevation

Attachment 6: Zoning

Attachment 7: Official Plan

Attachment 8: Application Data Sheet

Attachment 1: Site Plan



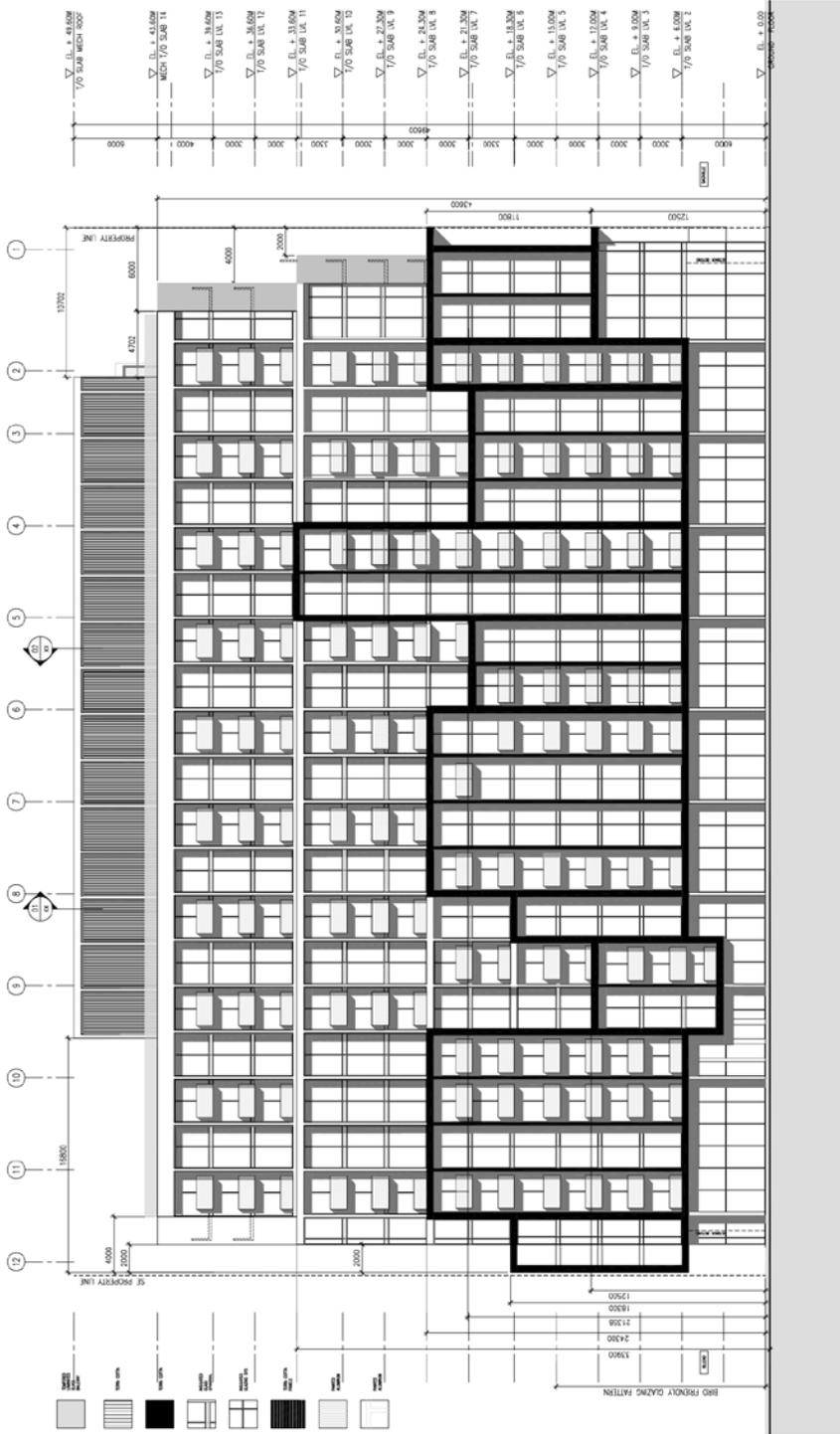
Site Plan
Applicant's Submitted Drawing
Not to Scale
11/21/2016

1 Gilead Place, 18-32 Eastern Avenue and 2 Sackville Street
File # 16 216777 STE 28 0Z

Attachment 2: North Elevation



Attachment 3: South Elevation



South Elevation

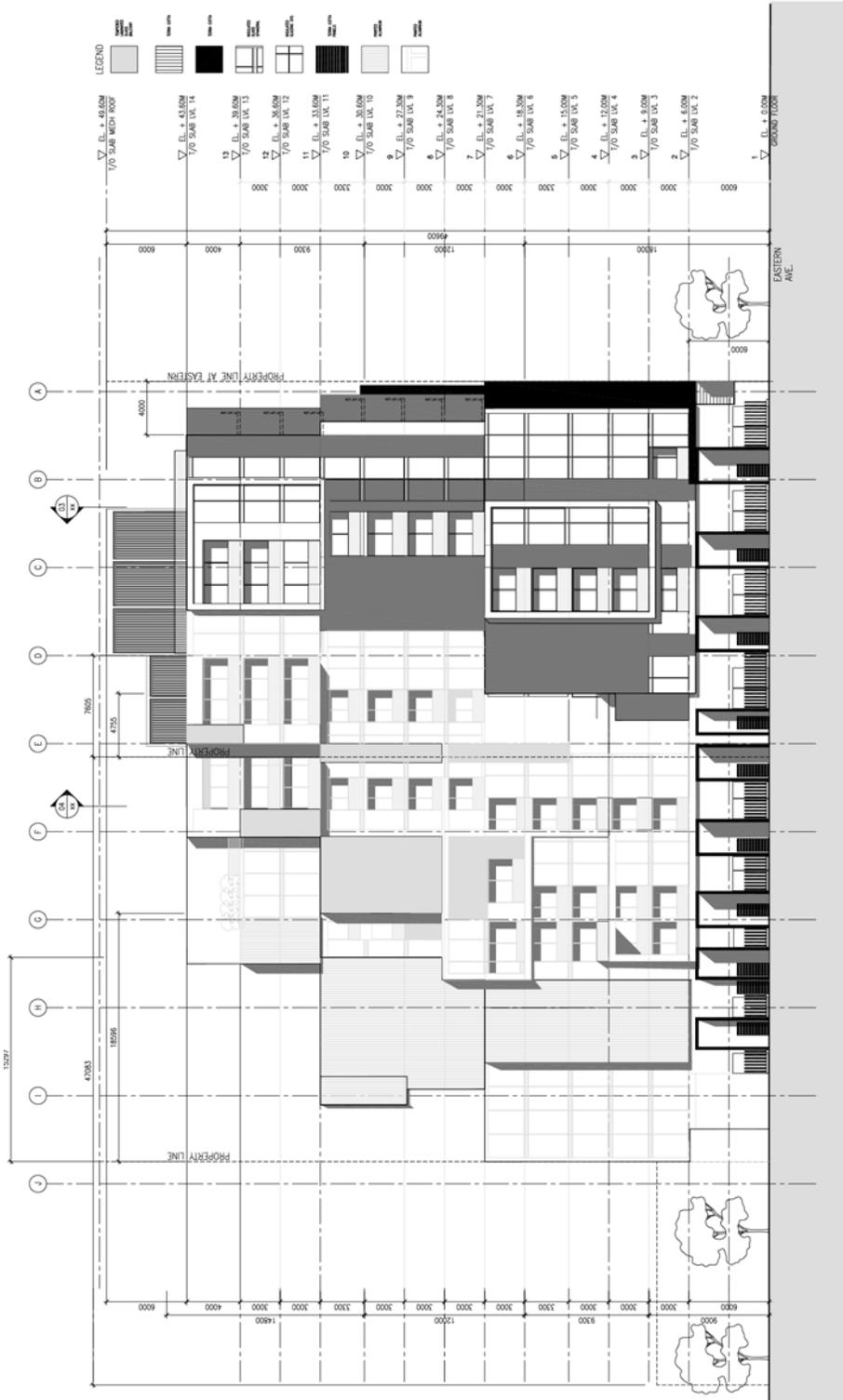
Applicant's Submitted Drawing

Not to Scale
11/21/2016

1 Gilead Place, 18-32 Eastern Avenue and 2 Sackville Street

File # 16 216777 STE 28 0Z

Attachment 4: West Elevation



West Elevation

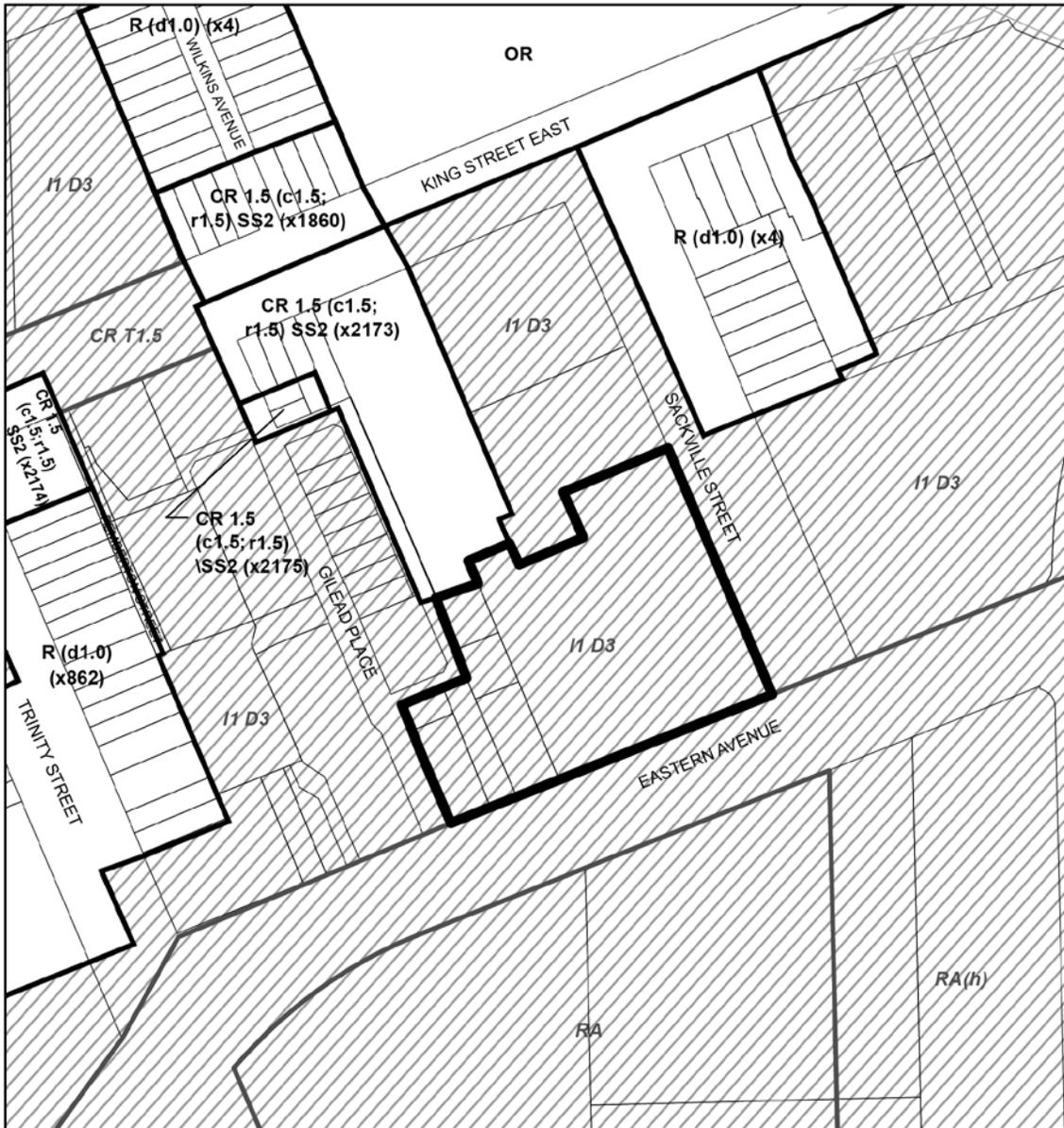
Applicant's Submitted Drawing

Not to Scale
11/21/2016

1 Gilead Place, 18-32 Eastern Avenue and 2 Sackville Street

File # 16 216777 STE 28 0Z

Attachment 6: Zoning



Zoning By-Law No. 569-2013

**1 Gilead Place,
18-32 Eastern Avenue and 2 Sackville Street
File # 16 216777 STE 28 OZ**



Location of Application

R Residential

CR Commercial Residential
OR Open Space Recreation



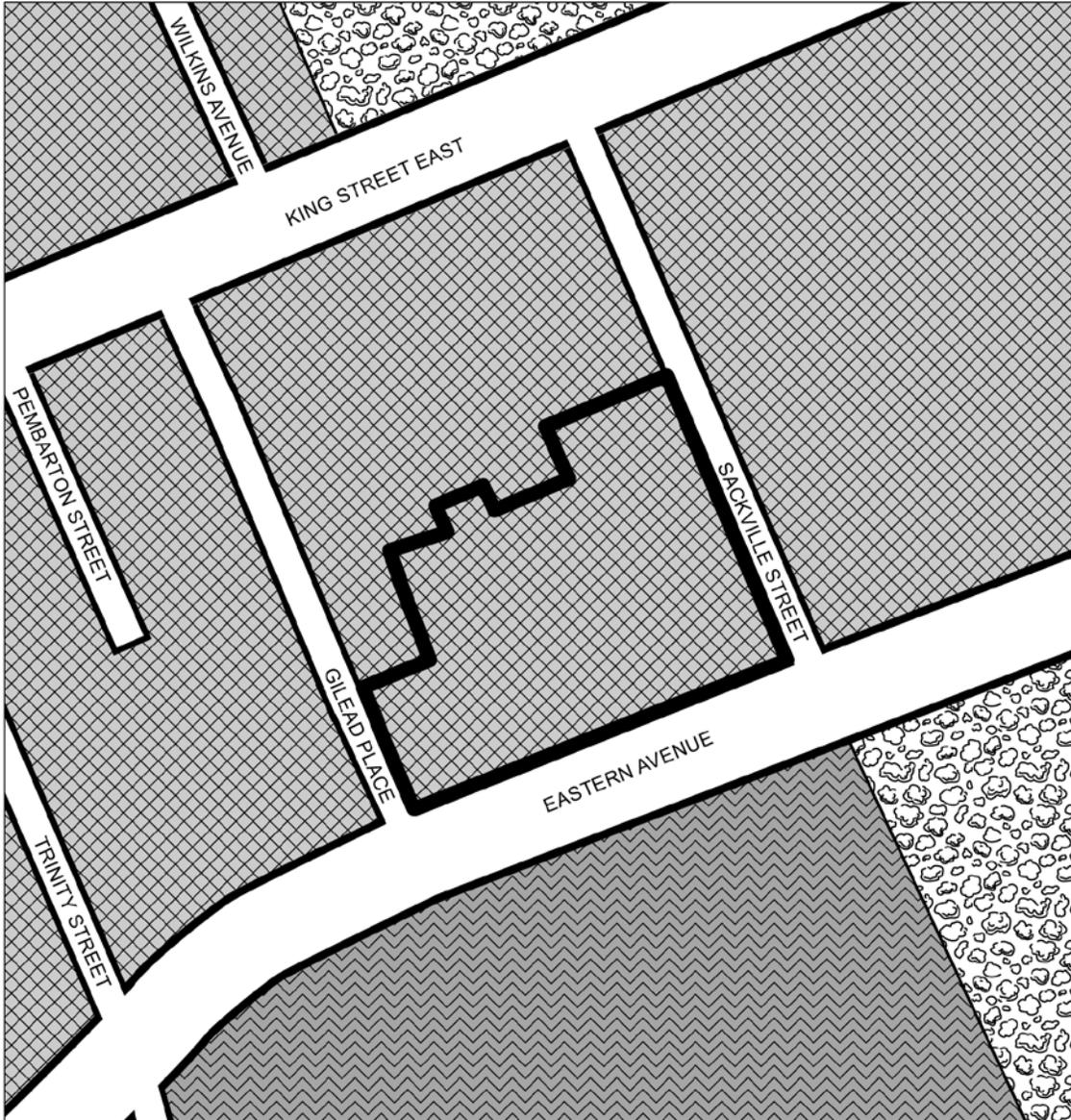
See Former City of Toronto By-Law No. 438-86

R3 Residential District
CR Mixed-Use District
RA Mixed-Use District
I1 Industrial District



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Extracted: 11/18/2016

Attachment 7: Official Plan



TORONTO
 Extract from Official Plan

1 Gilead Place,
 18-32 Eastern Avenue and 2 Sackville Street

File # 16 216777 STE 28 0Z



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 11/18/2016

Attachment 8: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	16 216777 STE 28 OZ
Details	OPA & Rezoning, Standard	Application Date:	September 1, 2016
Municipal Address:	1 Gilead Place, 18 – 32 Eastern Aveune & 2 Sackville Street		
Location Description:	PLAN 242E PT LOT 20 **GRID S2813		
Project Description:	<p>Proposal for a 13-storey mixed-use building onto Eastern Ave. The building will have a total gross floor area of approximately 29,768 square metres, including 1,553 square metres of retail space on teh ground floor and mezzanine, rresuling in a density of 8.21 FSI. A total of 381 residential units are proposed, including 14 grade-related townhouses until and 367 units on the upper floors. A total of 143 vehicular parking spaces and 394 bicycle spaces are proposed. A lane widening is also proposed along Corktown Lane.</p>		

Applicant:

BOUSFIELDS INC
3 Church Street, Suite 200
Toronto, Ontario
M5E 1M2

Architect:

Teepie Architects
5 Camden Street
Toronto, Ontario
M5V 1V2

Owner:

ALTERA - FINER
920 Yonge Street, Suite 1000
Toronto, Ontario
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PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	By-law 21930
Zoning:	EL 3.0(x83)	Historical Status:	N
Height Limit (m):	12	Site Plan Control Area:	Required

PROJECT INFORMATION

Site Area (sq. m):	3628	Height:	Storeys:	13	
Frontage (m):	76		Metres:	43.6	
Depth (m):	59				
Total Ground Floor Area (sq. m):	2410				Total
Total Residential GFA (sq. m):	28215		Parking Spaces:	143	
Total Non-Residential GFA (sq. m):	28858		Loading Docks	2	
Total GFA (sq. m):	29768				
Lot Coverage Ratio (%):	66				
Floor Space Index:	8.21				

DWELLING UNITS

Tenure Type:	Condo
Rooms:	0
Bachelor:	0
1 Bedroom:	255
2 Bedroom:	110
3 + Bedroom:	16
Total Units:	381

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	28215	28215	0
Retail GFA (sq. m):	1553	1553	0
Office GFA (sq. m):	0	0	0
Industrial GFA (sq. m):	0	0	0
Institutional/Other GFA (sq. m):	0	0	0