

STAFF REPORT ACTION REQUIRED

1467 Bathurst St - Zoning Amendment Application -Preliminary Report

Date:	January 29, 2018
То:	Toronto and East York Community Council
From:	Acting Director, Community Planning, Toronto and East York District
Wards:	Ward 21 – St. Paul's
Reference Number:	17 278700 STE 21 OZ

SUMMARY

This application proposes three 30-storey buildings of 103.5 metres in height (including mechanical penthouse) containing 944 residential units and 2,264 m² of commercial space at grade at 1467 Bathurst Street. The proposed 3-level underground parking garage contains 531 vehicular parking spaces and 960 bicycle parking spaces. The total Gross Floor Area is 84,479 m² and the FSI is 10.94 times the lot area.

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

A community consultation meeting is anticipated to be held in the first quarter of 2018. A final report is targeted for the first quarter of 2019, assuming the applicant provides all required information in a timely manner.



RECOMMENDATIONS

The City Planning Division recommends that:

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

An application was submitted in the early 1990s for the lands on the north side of St. Clair Avenue West between Bathurst Street to the west and Holy Rosary Church to the east. The first phase of the proposal was a large format retail store (Loblaws) and the second phase was two 25-storey buildings and a 7-storey base building. The application was settled at the OMB in 1998 which resulted in a site specific By-law. The second phase of development was not constructed. The subject site of the current application comprises a portion of the lands in the second phase of the previous proposal at the western end of the site.

Pre-Application Consultation

A pre-application consultation meeting was held on April 10, 2017 with the applicant to discuss complete application submission requirements.

A pre-application community consultation meeting was hosted by the applicant on May 29, 2017. A proposal for three 30-storey towers with a 7-storey base building, an on-site park and grade-related retail was presented at the meeting. Issues and concerns raised by the public included traffic issues (existing and proposed), the size of the retail units (concerns about big box format), the density, affordability of units and unit mix, and community services (e.g. daycare). The applicant indicated that it would hold working group meetings to seek further input.

ISSUE BACKGROUND

Proposal

The application proposes three 30-storey buildings connected by a 7-storey, S-shaped base building. The east and west tower buildings sit closer to St. Clair Avenue West while the central building is set back significantly from St. Clair Avenue West. The three

tower buildings would contain a total of 944 residential units, and are proposed to be rental. Also proposed is a public park of $831m^2$, located between the central and east buildings.

The base building would be 28.5 metres in height and contain 2,264 m^2 of commercial space along the St. Clair Avenue West and Bathurst Street frontages. Three residential lobbies are proposed- one lobby along Bathurst Street, and two lobbies on the east and west sides of the proposed park, accessed via pedestrian walkways.

There is an existing driveway at the east end of the site, to be widened to 8.5 metres, with right-in/right-out access and one Type B loading space. The driveway off Bathurst Street would be widened to 8 metres and continue to service St. Michael's College as well as the future development. Its main loading area would have one Type G and two Type B loading spaces. A passenger pick-up and drop-off area would be located at the north-east corner of the site within the base building.

Inbound vehicular access to the underground garage would be from the north driveway. The exit from the garage is at the east driveway. Three levels of underground parking would contain a total of 531 spaces: 302 residential occupant spaces; 117 residential short-term/commercial paid parking; 2 car-share spaces; and, 110 spaces for use by St. Michael's College. A total of 960 bicycle parking spaces (850 long-term/occupant and 95 short-term) is proposed on the P1, ground and mezzanine levels. 15 bicycle spaces for retail use are proposed at grade.

Three 30-storey towers are proposed on the site. Five two-storey townhouses are proposed along the north driveway and integrated into the base building.

The east and west towers would be located approximately 4.5 metres north of St Clair Avenue West while the central tower is approximately 19 metres north of St. Clair Avenue West. The west tower is located approximately 2.7 metres east of Bathurst Street and the east tower is approximately 4.5 metres west of the east property line. The central tower is set back 5.5 metres south of the north property line.

The three towers have a separation distance of 24 metres and floorplates of approximately 820 m^2 . The overall height of each tower is 103.5 metres, including a 7 metre mechanical penthouse.

Setbacks	Ground Floor	Base Building (Floor 2-8)	West Tower	Central Tower	East Tower
North Setback	2.3m-5.4m	2.3 m – 5.4m	20.9m	5.47m-6.5m	20.7m
East Setback	3m-5m	3.4m-4.7m			4.5m-5.3m
South Setback	2.5m	0.5m-3m	4.5m	19.2m	4.5m

West Setback	3m-3.7m	1.5m-3.15m	2.7m-5.9m		
Height	8.6m-11.3m	28.5m	103.5m	103.5m	103.5m

The 3 towers and the 5 townhouse units would have a total of 944 residential units. See the chart below for a breakdown.

Unit Mix	Base Building	West Tower	Central Tower	East Tower	Total
1-bed	178 (65%)	134 (59%)	131 (60%)	135 (59%)	578 (61%)
2-bed	64 (23%)	68 (30%)	64 (29%)	69 (30%)	265 (28%)
3-bed	31 (11%)	24 (11%)	22 (10%)	24 (11%)	101 (11%)
Total	273	226	217	228	944
GFA (m2)	Non-Res: 2,264m ²	18,946m ²	18,972m ²	18,946m ²	84,497m ²
	Residential: 443m ²				

The majority of the indoor amenity areas would be located within the base building and the majority of outdoor amenity would be located on the roof levels $(2^{nd} \text{ and } 7^{th})$ of the base building. A total of 600 m² each of indoor and outdoor amenity space is proposed at the 2^{nd} floor, between the west and central towers and central and east towers. An additional 600 m², 200 m² and 198 m² of indoor amenity is located at the 4th, 6th and 7th floors, respectively. At the 7th floor, 945 m² of outdoor amenity is located between the west and central towers and includes an outdoor pool. The 30th floor of the central tower has the remaining indoor and outdoor amenity space.

	Base Building	West Tower	Central Tower	East Tower	Total
	(Floor 2-8)		(30 th floor)		
Indoor	$1,598m^2$	-	290m ²	-	$1,888m^2$
Amenity					
Outdoor	$1,564m^2$	-	$324m^2$	-	$1,888m^2$
Amenity					

The application proposes an 831 m^2 public park between the central and east towers, with an approximately 18 metre frontage on St. Clair Avenue West. The underground garage is proposed under the public park, which would encumber the park. There would be a north/south, privately owned, publicly accessible connection from the park to the rear of the site and St. Michael's College.

See Attachment 8, for the Application Data Sheet.

Site and Surrounding Area

The site is located at the north-east corner of Bathurst Street and St. Clair Avenue West. It is 0.77 hectares in size and irregular-shaped, with a frontage of approximately 119 metres on St. Clair Avenue West and a depth of 66 metres at Bathurst Street. The site is surplus to St. Michael's College, which lies to the north. A portion of the site was formerly occupied by a gas station which has been demolished. The rest of the site is occupied by a surface parking lot.

Surrounding uses include:

North: a variety of walk-up and high-rise apartment buildings, detached dwellings and the Cedarvale Ravine.

East: directly east is a grocery store (Loblaws) and a one -storey retail store (Joe Fresh) and the entrance to the St. Clair West TTC station. Farther east is a church and walk-up and high-rise apartment buildings.

South: Wells Hill Park, located on the south side of St. Clair Avenue West, followed by a low rise residential neighbourhood.

West: Holy Rosary Church and a cluster of high-rise residential buildings. Farther west is a low-rise residential area.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (2014) provides policy direction Province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The City of Toronto uses the PPS to guide its official plan and to inform decisions on other planning and development matters. Policy 4.7 states that the Official Plan is the most important vehicle for implementing the PPS. The PPS is issued under Section 3 of the Planning Act and all decisions of Council affecting land use planning matters "shall be consistent with" the Provincial Policy Statement.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the Planning Act, to conform, or not conflict, as the case may be, with the Growth Plan.

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 site is located on the north side of St. Clair Avenue West which is identified as an *Avenue*, as shown on the Official Plan's Map 2 – "Urban Structure". The site is also subject to Site and Area Specific Policy 226.

Section 2.2.3 – "Avenues: Reurbanizing Arterial Corridors" states that *Avenues* are considered important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities while improving the pedestrian environment, retail, and transit service for community residents. The Plan recognizes that the *Avenues* will be transformed incrementally, and that each is different and there is no one size fits all approach to reurbanizing them. Reurbanization of the Staff report for action – Preliminary Report - 1467 Bathurst St V.03/13

Avenues is subject to the policies of the Official Plan, including in particular the neighbourhood protection policies.

Section 5.3.1 – "The Official Plan Guides City Action" states in Policy 3 that when considering a site specific amendment to this Plan, at the earliest point in the process the planning review will examine whether the application should be considered within the immediate planning context or whether a broader review and possible area specific policy or general policy change are appropriate.

Map 3 – "Right-of-Way Widths Associated with Existing Major Streets" of the City's Official Plan identifies St. Clair Avenue as a major street with a right-of-way width of 30 metres.

The site is designated *Mixed Use Areas* on Map 17 – "Land Use Plan" of the City's Official Plan. Section 4.5 – "*Mixed Use Areas*" identifies that *Mixed Use Areas* are intended to combine a broad array of residential uses, offices, retail and services, institutions, entertainment, recreation and cultural activities, and parks and open spaces.

Policy 2 states that development in Mixed Use Areas will:

- create a balance of high quality commercial, residential, institutional, and open space uses that reduce automobile dependency and meet the needs of the local community;
- provide for new jobs and homes for Toronto's growing population;
- 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*;
- locate and mass new buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods*, particularly during the spring and fall equinoxes;
- locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks, and open spaces;
- provide an attractive, safe, and comfortable pedestrian environment;
- have access to schools, parks, community centres, libraries, and childcare;
- take advantage of nearby transit services;
- provide good site access and circulation and an adequate supply of parking for residents and visitors;
- locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and
- provide indoor and outdoor recreation space for building residents in every significant multi-unit residential development.

Chapter Three – **''Building a Successful City''** identifies that most of the City's future development will be infill and redevelopment and, as such, will need to fit in, respect and

improve the character of the surrounding area. **Section 3.1.2** – "Built Form" indicates that development will be located, organized and massed to fit harmoniously with the existing and/or planned context. Policy 3 states that new development will be massed and its exterior façade of the building will be designed to fit harmoniously into its existing and/or planned context, and will limit its impact on neighbouring streets, parks, open spaces and properties by:

- massing new buildings to frame adjacent streets and open spaces that respects the existing and/or planned street proportion;
- incorporating exterior design elements, their form, scale, proportion, pattern and materials, and their sustainable design, to influence the character, scale and appearance of the development;
- creating appropriate transitions in scale to neighbouring existing and/or planned buildings for the purpose of achieving the objectives of the Plan;
- providing adequate light and privacy; and
- adequately limiting any resulting shadowing of, and uncomfortable wind conditions on, neighbouring streets, properties and open spaces, having regard for the varied nature of such areas.

Section 5.6 – "Interpretation" provides guidance to understand and interpret the Official Plan. Policy 1 indicates the Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making. Further, **Section 1.5** – "How to Read the Plan" indicates the Official Plan is a comprehensive and cohesive whole. This proposal will be reviewed against the policies described above as well as the policies of the Official Plan as a whole.

The Official Plan can be accessed at: www1.toronto.ca/static_files/CityPlanning/PDF/chapters1_5_dec2010.pdf

See Attachment No. 4 for the Official Plan map.

Site and Area Specific Policy and Urban Design Guidelines

Site and Area Specific Policy 226

SASP 226 of the Official Plan permits educational, commercial and apartment residential uses. Key aspects of the SASP include:

- a pedestrian walkway and landscape feature to establish a physical link between the Nordheimer and Cedarvale Ravines and a mid-block pedestrian connection between Tichester Road and St. Clair Avenue West;
- expansion of Tichester Park with any new east-west street connecting to Bathurst Street in the development block; and
- a retail component along St. Clair Avenue West that frames the street and encourages pedestrian activity.

These policies stem from the previous development proposal on the site for two 25-storey residential buildings and a 7-storey base building that were not constructed.

Bathurst – St. Clair Urban Design Guidelines

The guidelines speak to public realm, massing and site organization. Specifically:

- Establish an overall building massing arrangement that is lower in height at the edges of the site and next to Cedarvale Ravine, and which steps up in height to the southerly property boundaries;
- Provide for a mix of residential, institutional, recreational and commercial uses in a low to high rise form;
- Encourage the stepping of buildings and roof terraces, where possible; and
- Establish an overall open space network which includes a variety of usable public exterior spaces connecting into Cedarvale Ravine to the north and through to St. Clair Avenue to the south.

Zoning

The site has dual zoning in both former City of Toronto By-law 438-86 and former City of York By-law 1-83.

Former City of Toronto By-law 438-86 applies to a strip of land approximately 20m in depth along the north side of St. Clair Avenue West. This portion of the site is zoned MCR T3.0 C2.0 R2.0 which permits a mix of residential and non-residential uses with a total density of 3 times the lot area.

Site specific By-law 358-1998 was approved at the OMB for the portion of the site related to the Loblaws grocery store. The By-law contains provisions for two areas: the east parcel (Area B), dealing specifically with the location and size of the Loblaws; and, the west portion (Area A) where it permits a total GFA of 18,000 m² of which 17,000 m² is residential and 2,500 m2 is commercial, and a total of 127 residential units. The maximum building height is 27.5 metres. The west portion includes the existing Joe Fresh retail store.

The rear portion of the site falls under the former City of York By-law 1-83 and is zoned MCR with site specific exemption #333. The By-law permits a building north-east of Bathurst Street and St. Clair Avenue West with a maximum height of 7 storeys, with two 25-storey towers to the east. One of the 25-storey towers is located outside the property line of the subject application. An overall maximum GFA of 4 times the lot area is permitted along with a maximum residential GFA of 74,500 m². A maximum of 570 residential units is permitted, of which 25% shall be "affordable housing units". In addition to these site specific building provisions, the By-law requires a Record of Site Condition and Consent agreement for a building permit beyond a foundation permit.

Site Plan Control

The site is subject to Site Plan Control. An application has not been submitted. Staff report for action – Preliminary Report - 1467 Bathurst St V.03/13

Tall Building Design Guidelines

In 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 applications. The Guidelines establish a unified set of performance measures for tall buildings to ensure they fit within their context and minimize their local impacts.

Policy 1 in Section 5.3.2 Implementation Plans and Strategies for City-Building, the Official Plan states that Guidelines will be adopted to advance the vision, objectives and policies of the Plan. Urban design guidelines specifically are intended "to provide a more detailed framework for built form and public improvements in growth areas."

The Tall Building Design Guidelines serve this policy intent, helping to implement Chapter 3.1 - "The Built Environment" and other policies within the Plan related to the design and development of tall buildings in Toronto.

The city-wide Guidelines are available at <u>http://www.toronto.ca/planning/tallbuildingdesign.htm</u>

Reasons for the Application

The proposed heights and densities of the three buildings exceed the permissions set out in Zoning By-law 438-86, site specific By-law 358-1998 (OMB) and Zoning By-law 1-83. A Zoning By-law Amendment application is required.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Rationale;
- Sun/Shadow Study;
- Pedestrian Level Wind Study;
- Urban Transportation Considerations;
- Functional Servicing Report;
- Hydrogeological Investigation;
- Phase II Environmental Site Assessment;
- Energy Strategy;
- Public Consultation Strategy;
- Community Services and Facilities Study.

City staff are reviewing the application for completeness.

Issues to be Resolved

Based on a preliminary review of the application, the issues to be resolved include, but are not necessarily limited to:

Policy and Guidelines

- Consistency with the Provincial Policy Statement and conformity to the Growth Plan for the Greater Golden Horseshoe;
- Conformity with the Official Plan; and
- Consistency with the performance standards identified in the Site and Area Specific Policy 226 and the Bathurst-St. Clair Area Urban Design Guidelines.

Built Form and Massing

- The appropriateness, compatibility and fit of the proposed buildings' height, density, massing, and scale for the subject site and within the existing and planned context;
- The appropriateness of the setbacks and stepbacks of the proposed buildings;
- The appropriateness of the separation distance between the proposed and adjacent buildings; and
- The appropriateness of any shadow, privacy, and wind impacts associated with the proposed development.

Public Realm and Streetscape

- The adequacy of the public realm, open spaces, pedestrian connections and proposed park;
- The appropriateness of the location and amount of retail space; and
- The appropriateness of the proposed site access and servicing.

Section 37

- The details of a Section 37 Agreement, under the Planning Act, between the applicant and the City to be worked out, in consultation with the Ward Councillor, if the project is ultimately considered to be good planning and recommended for approval.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

CONTACT

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SIGNATURE

Lynda H. Macdonald, Acting Director Community Planning, Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan/Subdivision Plan Attachment 2: South Elevation Attachment 3: East Elevation

Attachment 4: North Elevation

Attachment 5: West Elevation

Attachment 6: Zoning

Attachment 7: Official Plan

Attachment 8: Application Data Sheet



Attachment 1: Site Plan



Attachment 2: South Elevation



Attachment 3: East Elevation

File # 17 278700 STE 21

East Elevation Applicant's Submitted Drawing Not to Scale 01/16/2018



Attachment 4: North Elevation

Staff report for action – Preliminary Report - 1467 Bathurst St V.03/13



Applicant's Submitted Drawing West Elevation Not to Scale 01/16//2018





Application Type	Attachm Rezoning	nent 8: Applicati		heet lication Numb	er: 17 278	3700 STE 21 OZ	
Details	Rezoning,	, Standard	App	lication Date:	Decen	nber 22, 2017	
Municipal Address: 1467 BATHURST ST							
Location Description:	PLAN 1153 PT LOT A RP 64R15141 PARTS 5 & 9 **GRID S2109						
Project Description:	Three 30-storey residential buildings integrated with a 7-storey base building. The proposal consists of 944 residential units and 2,264 m2 of retail space on the ground floor, and includes 3 levels of underground parking for residents, visitors, retail and St. Michael's College (531 parking spaces).						
Applicant:	Agent:		Architect:		Owner:		
1467 BATHURST INC 5075 Yonge Street, Suite 900 Toronto, ON	1467 BATHURST INC 5075 Yonge Street, Suite 900 Toronto, ON		Quadrangle Architects Ltd 901 King Street W., Suite 701 Toronto, ON			1467 BATHURST HOLDINGS INC	
PLANNING CONTROLS							
Official Plan Designation:	Mixed Use	e Areas	Site Spec	ific Provision:	SASP 22	SASP 226	
Zoning:	MCR T3.0	0 C2.0 R2.0	Historical Status:		N/A	N/A	
Height Limit (m):			Site Plan	Site Plan Control Area:		Y	
PROJECT INFORMATION							
Site Area (sq. m):		7723	Height:	Storeys:	30		
Frontage (m):		175		Metres:	96.5		
Depth (m):		66					
Total Ground Floor Area (sq. n	n):	5843			То	tal	
Total Residential GFA (sq. m):		82215		Parking Sp	aces: 53	1	
Total Non-Residential GFA (so	ą. m):	2264		Loading D	ocks 4		
Total GFA (sq. m):		84479					
Lot Coverage Ratio (%):		76					
Floor Space Index:		10.94					
DWELLING UNITS FLOOR AREA BREAKDOWN (upon project completion)							
Tenure Type:	Rental			A	Above Grade	Below Grade	
Rooms:	0	Residential G	FA (sq. m):	8	32215	0	
Bachelor:	0	Retail GFA (s	sq. m):	2	2264	0	
1 Bedroom:	578	Office GFA (sq. m):	C)	0	
2 Bedroom:	265	Industrial GF	A (sq. m):	0)	0	
3 + Bedroom:	101	Institutional/O	Other GFA (sq. m): 0)	0	
Total Units:	944						
CONTACT: PLANNE TELEPHO		Emily Rossini 416-397-4648	, Planner	EMAIL: En	nily.Rossini@1	toronto.ca	