

2494 Danforth Avenue - Official Plan Amendment and Zoning Amendment Application - Preliminary Report

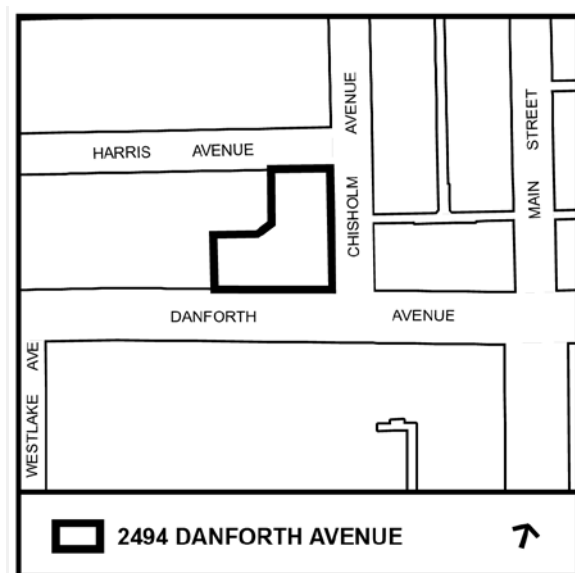
Date:	March 15, 2018
To:	Toronto and East York Community Council
From:	Acting Director, Community Planning, South District
Wards:	Ward 31 – Beaches – East York
Reference Number:	17 278384 STE 31 OZ

SUMMARY

Official Plan and Zoning By-law amendment applications have been submitted for 2494 Danforth Avenue, to permit a 10-storey mixed use building and a 4-storey rental apartment building. The site is located on the north side of Danforth Avenue west of Main Street. The existing Shoppers Drug Mart store and associated medical building at 2494 Danforth Avenue is proposed to be demolished.

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.

It is intended that a community consultation meeting be scheduled in consultation with the Ward Councillor. A Final Report and Public Meeting under the *Planning Act* is targeted for the 1st quarter of 2019 provided all required information is submitted by the applicant 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 2494 Danforth Avenue 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.

Pre-Application Consultation

A pre-application meeting was held on May 2, 2017 which included discussions on complete application submission requirements. Staff raised concerns related to matters such as the height of the proposed buildings, density, setbacks, stepbacks, transition and impact on adjacent *Neighbourhoods*.

ISSUE BACKGROUND

Proposal

The proposal consists of a 10-storey mixed use building and a 4-storey apartment building. The 10-storey mixed use building will have 1,108 m² of non-residential gross floor area (GFA) on the first two floors and seniors' assisted living above. The 4-storey apartment building is proposed to be rental tenure and may qualify for the City's Doors Open initiative.

The total residential GFA is 11,904 m² resulting in a density of 4.35 times the lot area. A total of 74 vehicle parking spaces are proposed in two levels of underground parking. Access to the underground garage will be from Crisholm Avenue. The proposal would require the demolition of the existing 2-storey drug store and associated medical building.

Principle access for residential and commercial uses to the 10-storey building will be from Danforth Avenue. Residential access for the 4-storey apartment building will be from Harris Avenue. Access to below-grade vehicular parking will be from Crisholm Avenue and bicycle parking will be both at and below grade.

Additional information is provided in Attachment 5 - Application Data Sheet.

Site and Surrounding Area

The L-shaped property is located on the north side of Danforth Avenue west of Main Street. The property has a 61 metre frontage on Danforth Avenue, a 64.9 metre frontage on Crisholm Avenue, and a 30.5 metre frontage on Harris Avenue. The topography of the 2,290 m² site is relatively level along Danforth Avenue. The grade increases northward on Crisholm Avenue. The site has an existing 2-storey drug store (Shoppers Drug Mart) and associated medical offices.

Land uses and form of development surrounding the property include the following:

North: There is a stable residential neighbourhood to the north of the site that is characterized by 1.5 to 2.5 storey detached and semi-detached dwellings.

East: There is a 1-storey stand-alone take-out restaurant on the opposite side of Crisholm Avenue.

West: There are 2-storey main street type buildings fronting onto Danforth Avenue. The Harris Avenue frontage is a stable residential neighbourhood characterized by 2-storey semi-detached dwellings.

South: There is a stand-alone Sobeys grocery store and surface parking on the south side of Danforth Avenue.

Provincial Policy Statement (the "PPS") and Growth Plan for the Greater Golden Horseshoe (the "GP")

Under the *Planning Act*, Section 2 sets out matters of Provincial interest that shall be had regard to. These include:

- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- (r) the promotion of built form that,
 - (i) is well designed;
 - (ii) encourages a sense of place; and
 - (iii) provides for public spaces that are of high quality, safe, accessible, attractive, and vibrant.

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;
- Provide an appropriate range of housing types and affordability to meet projected requirements of current and future residents;
- 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. 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 PPS. The PPS states that the Official Plan is the most important vehicle for its implementation.

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 GP builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the GP 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 GP.

Official Plan

Avenues are “important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities, while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents”, according to Section 2.2.3 of the Plan.

The Avenues will be transformed incrementally. They will change building-by-building over a number of years. The framework for new development on each Avenue will be established through an Avenue Study, resulting in appropriate zoning and design guidelines created in consultation with the local community. The zoning by-law will set out the mix of uses, heights, densities, setbacks, and other zoning standards.

Section 2.2.3 Avenues: Reurbanizing Arterial Corridors (Policy 3.a) states that development may be permitted on the Avenues prior to an Avenue Study and will be considered on the basis of all of the policies of the Official Plan.

The Official Plan policies in the Built Form and Public Realm and Healthy Neighbourhood sections state that new development will:

- be massed and its exterior façade designed to fit harmoniously into its existing and/or planned context and limit its impact on neighbouring streets, parks, open spaces, and properties;
- provide space for public utilities and services, trees and landscaping, building access, amenities such as view corridors, sky view and sunlight, and public gathering places;
- provide gradual transition of scale and density;
- provide for adequate light and privacy;

- preserve existing mature trees and incorporate them into landscaping designs; and
- attenuate resulting traffic and parking impacts.

Section 3.2.1 of the Official Plan includes policies that encourage the provision of a full range of housing, in terms of form, tenure, and affordability, and the protection of rental housing units.

The Official Plan designates the southern portion of the property *Mixed Use Areas*, which are made up of a broad range of commercial, residential and institutional uses, in single use or mixed use buildings, as well as parks and open spaces and utilities. The Plan provides development criteria for *Mixed Use Areas* that include:

- 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;
- provide good site access and circulation and an adequate supply of parking for residents and visitors;
- provide an attractive, comfortable and safe pedestrian environment;
- 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.

The northerly portion of the site is designated *Neighbourhoods* in the Official Plan. *Neighbourhoods* are considered to be physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes, townhouses and apartments that are no higher than four storeys.

Section 4.1.5 of the Plan requires new development to respect and reinforce the existing physical character of the neighbourhood, with specific regard for size and configuration of lots, heights, massing, scale and dwelling type, prevailing building type(s), setbacks from the street, prevailing rear and side yard setbacks and landscaped open space, and conservation of heritage buildings, structures and landscapes.

Section 5.3.1 of the Official Plan states that it is a statutory document and amendments to the Plan that are not consistent with its general intent will be discouraged and that Council will be satisfied that any development permitted under a Plan amendment will be compatible with its physical context and will not affect nearby *Neighbourhoods* or *Apartment Neighbourhoods* in a manner contrary to the neighbourhood protection policies in the Plan. 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.

Section 5.6 of the Official Plan states that the Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making.

The Toronto Official Plan is available on the City's website at:

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

Zoning

The site has split zoning in both applicable Zoning By-laws. The former City of Toronto By-law 438-86 zones the northerly portion of the site R2 Z0.6 and the southerly portion as MCR T3.0 C2.0 R2.5. The new City wide By-law 569-2013 zones the northly portion of the site R (d0.6)(x298) and the southerly portion as CR 3.0 (c2.0; r2.5) SS2 (x2219).

The residential zones at the northerly portion of the site in both By-laws permit detached, semi-detached and townhouse dwellings up to a maximum floor space index of 0.6 times the lot area and a height limit of 10 metres. The commercial/residential zones at the southerly portion of the site in both By-laws permit residential and non-residential uses up to a maximum floor space index of 3.0 times the lot area and the height limit of 14 metres.

Site Plan Control

The proposed development is subject to Site Plan Control. At the time of writing this report a site plan control application was not submitted.

Avenues and Mid-Rise Buildings Design Guidelines

In July 2010, Toronto City Council adopted the Avenues and Mid Rise Design Study and directed City Planning staff to monitor implementation. The site is located on an *Avenue* as identified on Map 2 - Urban Structure of the Official Plan, the Avenues and Mid Rise Design Study provides a set of performance measures for evaluating mid rise developments to ensure they fit within their context and minimize their local impacts. As such, they are a useful tool to assist in the evaluation of this proposal; however, consistency with the guidelines is not alone sufficient to determine whether the proposed building type and built form are appropriate for the site.

In June 2016, City Council approved the Mid-Rise Building Performance Standards Addendum (April 20, 2016). The Addendum is to be used by City Staff together with the 2010 approved Mid-Rise Building Performance Standards during the evaluation of development applications where mid-rise buildings are proposed and the Performance Standards are applicable. The Performance Standards and Addendum may also be used to help inform the preparation or review of area studies and policies involving mid-rise buildings. The Addendum is approved as an interim supplement to the 2010 Performance Standards. City Council adopted updated Mid-Rise Building Design Guidelines in 2017:

<https://www.toronto.ca/wp-content/uploads/2017/08/96be-Mid-Rise-Building-Performance-Standards-Addendum.pdf>

Danforth Avenue Planning Study (Coxwell Avenue to Victoria Park Avenue)

In July 2014, City Council requested the City Planning Division to undertake a study of Danforth Avenue. The study will be completed in two segments, between the Don River and Coxwell Avenue and between Coxwell Avenue and Victoria Park Avenue.

The Danforth Avenue Planning Study (Segment 1, between Coxwell Avenue and Victoria Park Avenue) is a multi-disciplinary review conducted as a comprehensive and integrated planning study. The study is underway and is reviewing the character, placemaking, built form, public realm, retail vitality, community services and facilities, and heritage of Danforth Avenue in the context of the various surrounding neighbourhoods. The Danforth Avenue Planning Study is currently in progress; review of this application will be coordinated with the emerging outcomes of the study.

For more information on the Danforth Avenue Planning Study, please see the study's website at:

<http://www.toronto.ca/danforthstudy>.

Main Street Planning Study (Danforth Avenue to Gerrard Street East)

In November 2017, City Council requested the City Planning Division to initiate a study focusing on development potential, built form and public realm in proximity to the Main Street subway station and Danforth GO station. The subject site may be located within the Main Street Planning Study area. Review of the application will be coordinated with the on-going Main Street Planning Study.

The Main Street Planning Study recognizes the proximity to the transit stations and the different lot sizes and characteristics which may support additional growth and intensification in achieving complete communities. The study will review the potential for tall buildings, the implementation of a mix of land uses including residential, retail, employment, and community services, and the appropriate locations for new parkland and public realm improvements to support intensification.

The Main Street Planning Study will function as an addendum to the Danforth Avenue Planning Study, by specifically looking at relating tall buildings to the mid-rise planned context of Danforth Avenue and supporting a policy objective of intensification around TTC and GO transit stations.

For more information on the Main Street Planning Study, please see the study's website at: <http://www.toronto.ca/danforthstudy>.

Avenue Segment Review (ASR)

Development applications on Avenues in Mixed Use Area prior to an Avenue Study are required to be accompanied by an Avenue Segment Review (ASR), which discusses the potential implications of the proposed development on the remaining segment of the Avenue and whether the proposed development would be setting a negative precedent for future development of the remainder of the Avenue. ASRs were submitted as part of the review process for the mixed-use developments at 2055 and 2057 Danforth Avenue (Carmelina Condos), and 2359 Danforth Avenue. The lands that are subject to the current development application were captured in both of the ASRs.

Reasons for the Application

The application proposes a 10-storey mixed use building and a 4-storey apartment building. The development is linked at and below grade by common vehicular access, parking, and servicing area. The entire site is considered a mixed use development. An Official Plan amendment is required because the proposed development does not comply with the existing *Mixed Use Areas* and *Neighbourhoods* designations.

Neighbourhoods permits apartment buildings up to four stories and small-scale retail, service, and office uses that are incidental to *Neighbourhoods*. The *Neighbourhood* policies also stipulate that the prevailing building type will be the predominant form of development in the neighbourhood. The 4-storey apartment building fronting on Harris Avenue does not reflect the prevailing building type.

A Zoning By-law amendment is required because the 4-storey apartment and the 10-storey mixed-use building with a common underground parking garage does not comply with the R2 Z0.6 and MCR T3.0 C2.0 R2.5 zones in the former City of Toronto Zoning By-law 438-86. Similarly the 4-storey apartment and the 10-storey mixed-use building with a common underground parking garage does not comply with the R (d0.6)(x298) and CR 3.0 (c2.0; r2.5) SS2 (x2219) zones in the new City wide Zoning By-law 569-2013. The proposal requires a Zoning By-law amendment to permit a full range of retail uses, a 24.78 metre tall building, a density of 4.35 times the lot area, and other zoning standards.

COMMENTS

The following reports/studies were submitted with the application:

- Planning Rationale prepared by Urban Strategies Inc.;
- Draft Official Plan amendment;
- Draft Zoning By-law amendments for 438-86 and 569-2013;
- Urban Transportation Considerations report prepared by BA Group;
- Sun/Shadow study prepared by Sweeny & CO Architects Inc.;
- Vibration Study prepared by Valcoustics Canada Inc.;
- Functional Servicing Report and Stormwater Management Report prepared by Counterpoint Engineering;
- Landscape plans prepared by Strybos Barron King;
- Tree Inventory and Preservation plans prepared by Strybos Barron King;
- Arborist report prepared by Strybos Barron King;
- Hydrogeological Investigation prepared by Pinchin;
- Phase 1 and 2 Environmental Site Assessment prepared by Pinchin; and
- Digital Mass Model prepared by Sweeny & CO Architects Inc.

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

A Notification of Complete Application was issued on January 11, 2018.

Issues to be Resolved

Issues to be addressed include, but are not necessarily limited to:

Uses and Context

The proposed 10-storey mixed use building includes a full range of non-residential uses. The uses and the location of the uses will be evaluated.

The northerly portion of the existing site is located in a *Neighbourhoods* designation, adjacent to an existing stable residential neighbourhood. The appropriateness of a plan amendment to change the designation from *Neighbourhoods* to *Mixed Use Areas* will be evaluated.

Impacts on *Neighbourhood*

The proposal will be assessed under the neighbourhood protection policies of the Official Plan and reviewed to determine if it is compatible with its physical context and if it affects the surrounding *Neighbourhood*. The proposal will also be assessed under Section 5.3.1 of the Official Plan which states that any development permitted under an amendment to the Official Plan must be compatible with its physical context and will not affect nearby *Neighbourhoods* in a manner contrary to the neighbourhood protection policies of the Official Plan.

Massing

City Planning will examine the appropriateness of the proposed massing, setbacks, and stepbacks taking into account the existing planning context. Planning will also review appropriate built-form, transitions, and impact on neighbouring land uses. A sun/shadow impact study has been submitted in support of the development. Acceptability of the sun/shadow impacts will be reviewed.

Density

The proposed floor space index of 4.35 times the lot area exceeds the densities of 0.6 and 3.0 permitted in the Zoning By-laws on the respective portions of the site. Planning staff will examine the appropriateness of the requested density.

Height and Built Form

The proposal will be assessed under policies of the Official Plan including those for Built Form, Public Realm and *Neighbourhoods*, with respect to matters such as height, setbacks, stepbacks, massing, siting, and overall fit within the existing and planned context.

Public Realm

There are existing sidewalks along the Danforth Avenue, Chisholm Avenue, and Harris Avenue frontages. City Planning staff will review the appropriateness of the proposed treatment on Danforth Avenue, Chisholm Avenue, and Harris Avenue frontages and other features of the public realm, including dimensions and pedestrian connections.

Servicing and Loading

Access to the parking garage will be from Chisholm Avenue. Servicing will also be from Chisholm Avenue. Staff will review the access, servicing, loading, and parking layout to determine appropriateness and impact on neighbouring land uses.

Parking

The development proposes 74 vehicular parking spaces and 60 bicycle parking spaces. Staff will examine the adequacy of both vehicular and bicycle parking.

Toronto Green Standards

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

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

CONTACT

Derrick Wong, Planner
Tel. No. (416) 392-0776
E-mail: derrick.wong@toronto.ca

SIGNATURE

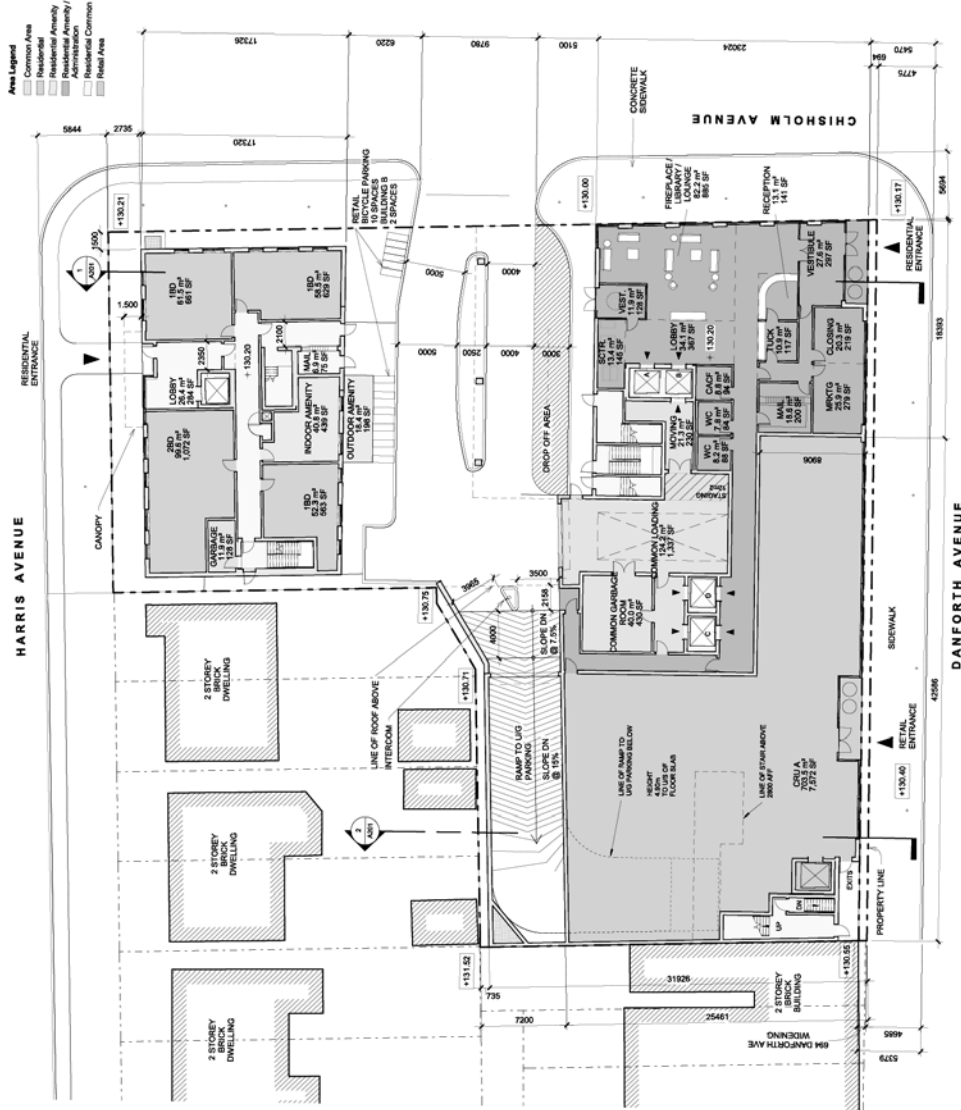
Lynda H. Macdonald
Acting Director, Community Planning
Toronto and East York District

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ATTACHMENTS

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

Attachment 1: Site Plan



2494 Danforth Avenue

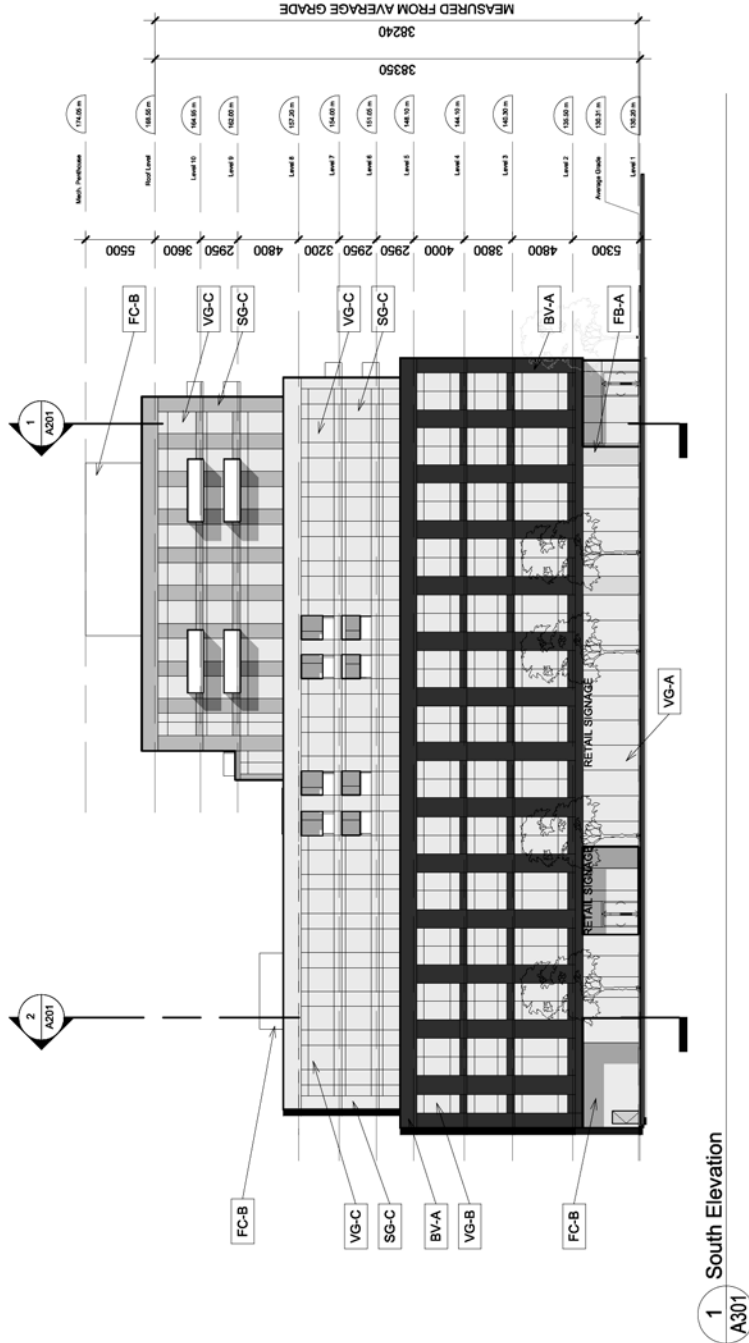
Site Plan

Applicant's Submitted Drawing

Not to Scale
02/01/2018

File # 17 278384 STE 31 0Z

Attachment 2: South Elevation



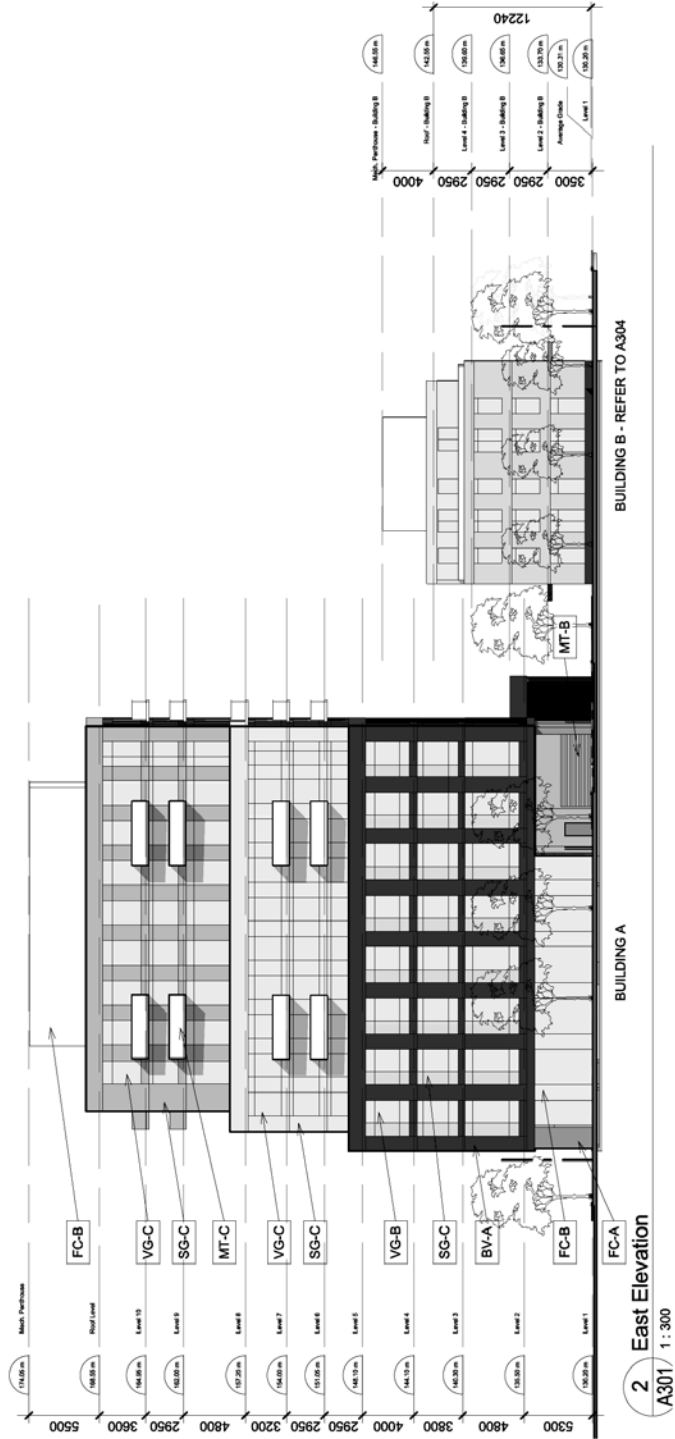
South Elevations

Applicant's Submitted Drawing

Not to Scale
02/01/2018

File # 17 278384 STE 31 0Z

Attachment 3: East Elevation



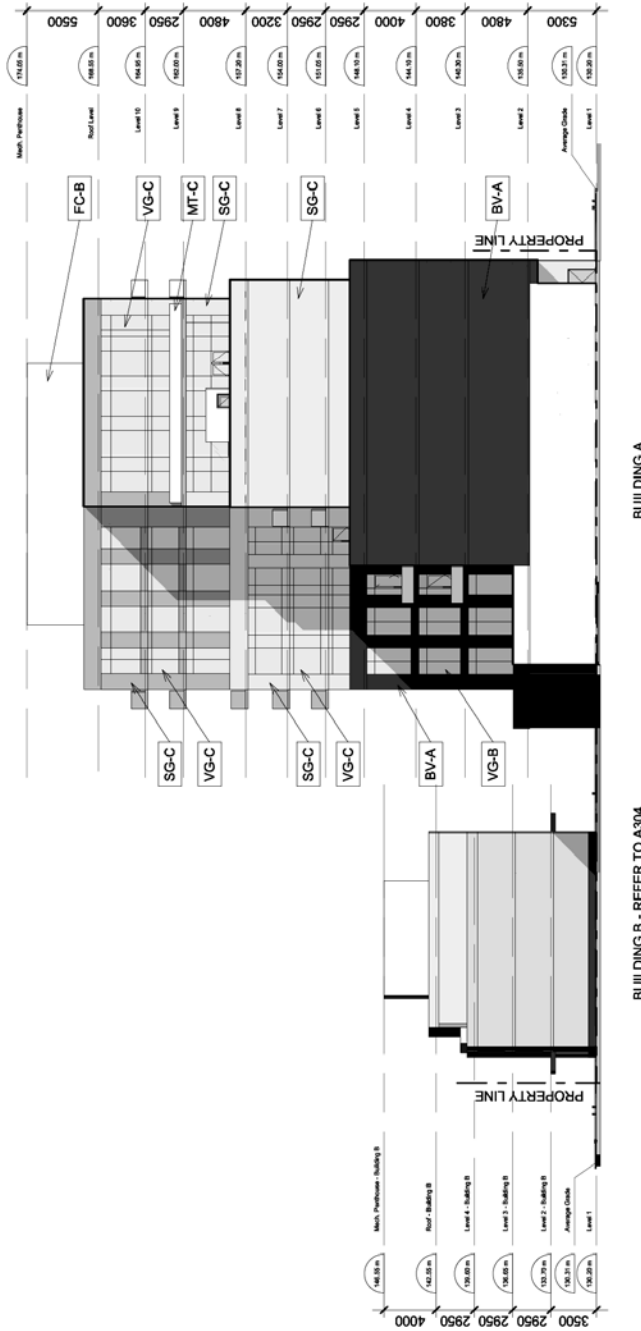
2494 Danforth Avenue

East Elevations
 Applicant's Submitted Drawing

Not to Scale
 02/01/2018

File # 17 278384 STE 31 0Z

Attachment 4: West Elevation



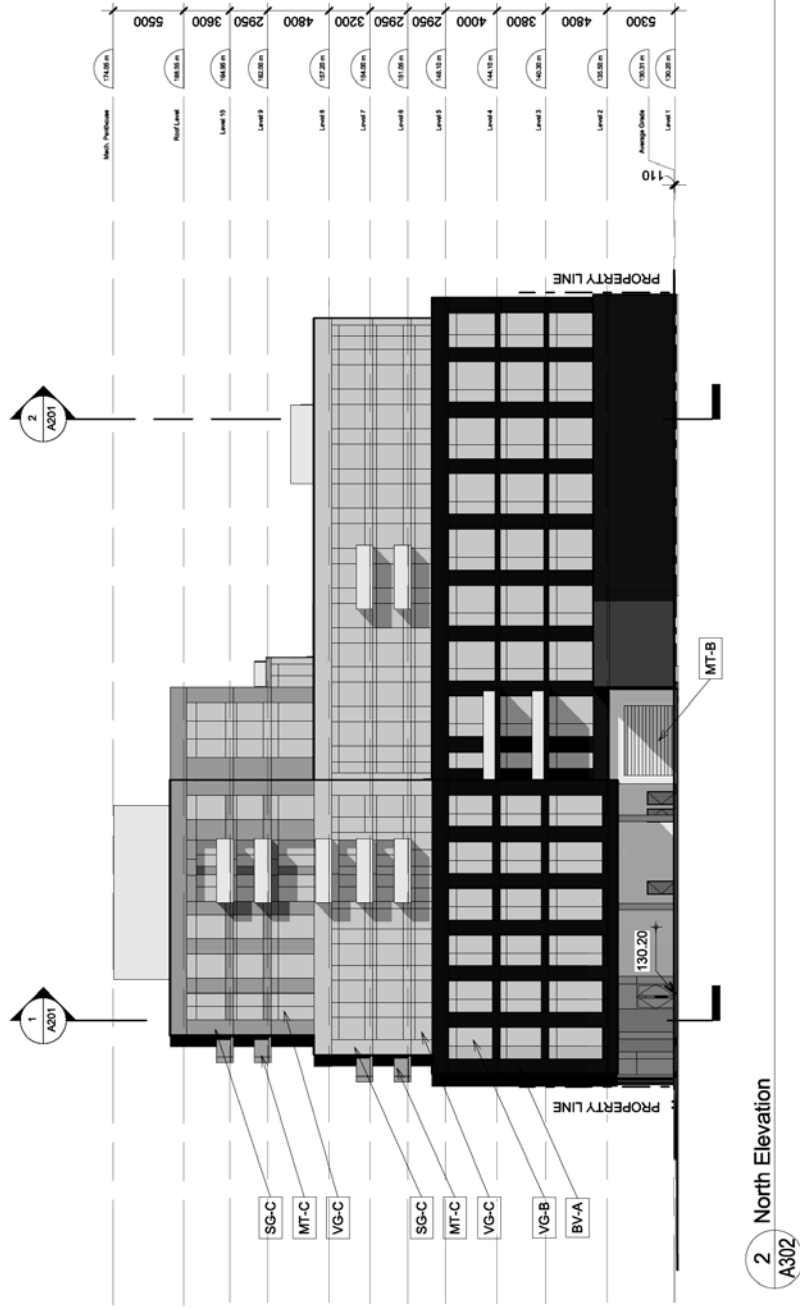
1 West Elevation
A302

2494 Danforth Avenue

West Elevations
Applicant's Submitted Drawing
Not to Scale
02/01/2018

File # 17 278384 STE 31 0Z

Attachment 5: North Elevation



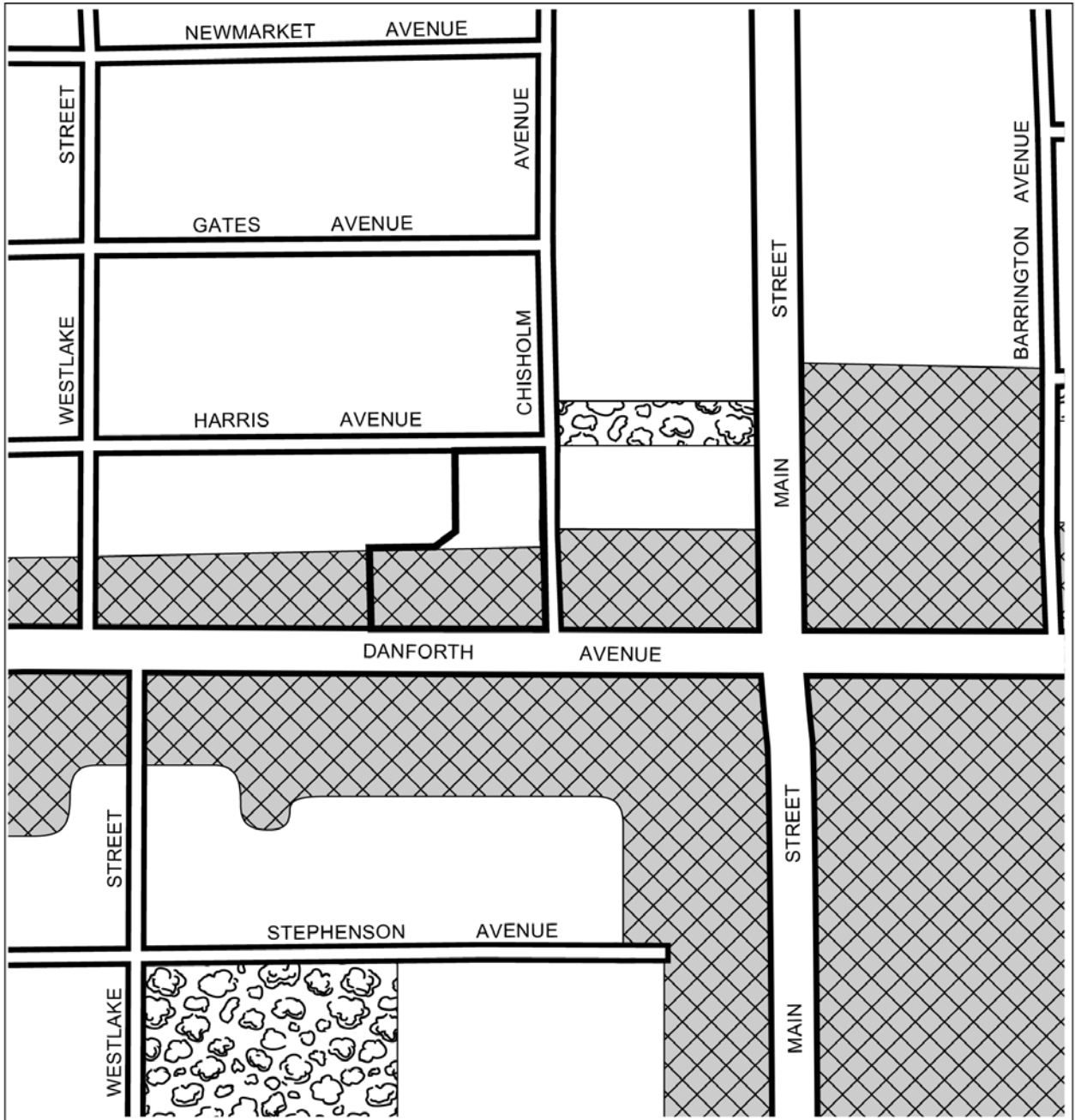
File # 17 278384 STE 31 0Z

North Elevations

Applicant's Submitted Drawing

Not to Scale
02/01/2018

Attachment 6: Official Plan



Extract from Official Plan

2494 Danforth Avenue

File # 17 278384 STE 31 OZ



Site Location



Neighbourhoods



Mixed Use Areas

Parks & Open Space Areas

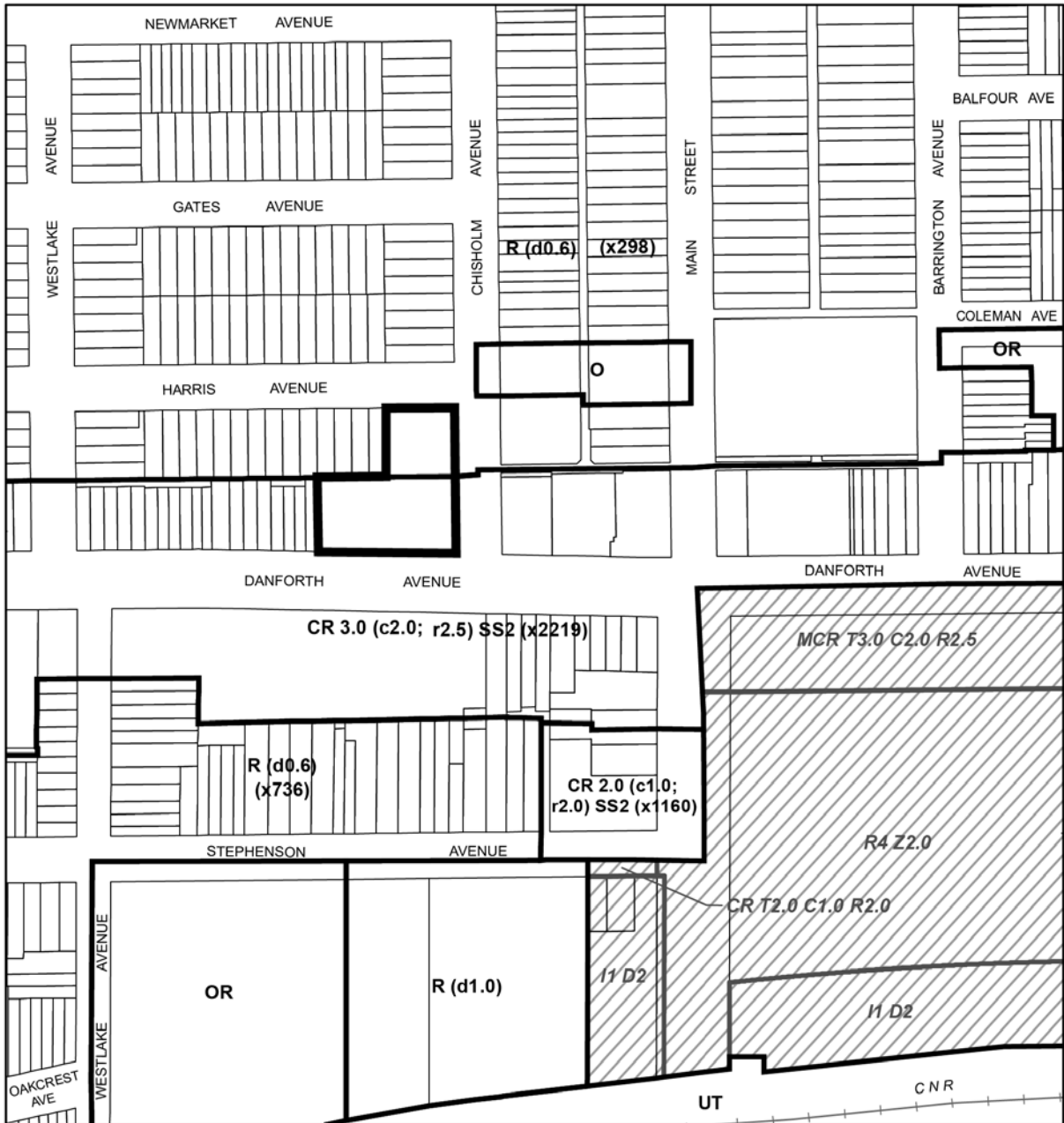


Parks



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01/26/2018

Attachment 6: Zoning



Zoning By-Law No. 569-2013

2494 Danforth Avenue

File # 17 278384 STE 31 0Z

Location of Application

R Residential
CR Commercial Residential
O Open Space
OR Open Space Recreation
UT Utility and Transportation

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

R4 Residential District
CR Mixed-Use District
MCR Mixed-Use District
I1 Industrial District



Not to Scale
Extracted: 01/26/2018

Attachment 8: Application Data sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	17 278384 STE 31 OZ
Details	OPA & Rezoning, Standard	Application Date:	December 21, 2017

Municipal Address: 2494 DANFORTH AVENUE
 Location Description: PLAN 456E LOTS 21 TO 27 **GRID S3108
 Project Description: Official Plan and Zoning By-law Amendment application to construct a 10-storey assisted care building with non-residential uses on the first and second floors, and a 4-storey rental apartment building

Applicant:	Agent:	Architect:	Owner:
URBAN STRATEGIES INC.		SWEENY & CO ARCHITECTS	TAWSE REALCO INC

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas and Neighbourhoods	Site Specific Provision:
Zoning:	CR 3.0 (c2.0; r2.5) SS2 (x2219)	Historical Status:
Height Limit (m):	14; 10	Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m):	2990	Height:	Storeys:	10
Frontage (m):	61		Metres:	38.2
Depth (m):	64.9			
Total Ground Floor Area (sq. m):	1947			Total
Total Residential GFA (sq. m):	11904		Parking Spaces:	74
Total Non-Residential GFA (sq. m):	1108		Loading Docks	1
Total GFA (sq. m):	13012			
Lot Coverage Ratio (%):	53.5			
Floor Space Index:	4.35			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Tenure Type:	Rental, Condo, Other		
Rooms:	Residential GFA (sq. m):	11904	0
Bachelor:	Retail GFA (sq. m):	1108	0
1 Bedroom:	Office GFA (sq. m):	0	0
2 Bedroom:	Industrial GFA (sq. m):	0	0
3 + Bedroom:	Institutional/Other GFA (sq. m):	0	0
Total Units:	160		

CONTACT: PLANNER NAME: Derrick Wong, Planner
TELEPHONE: (416) 392-0776