

**286-294 Main Street - Zoning Amendment Application – Request for Direction Report**

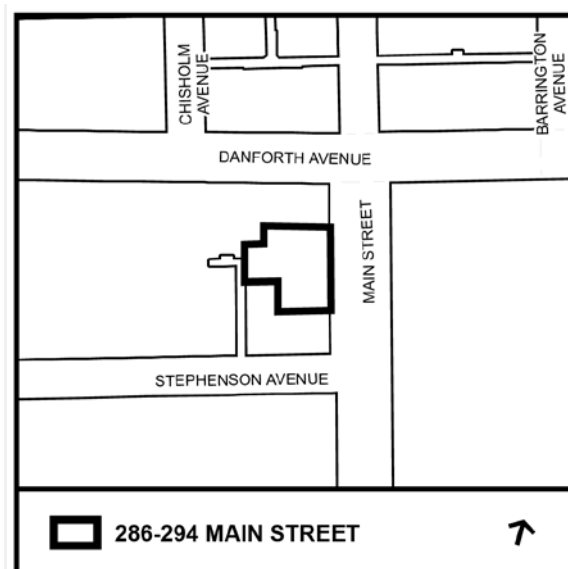
<b>Date:</b>	April 16, 2018
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Acting Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 32 – Beaches-East York
<b>Reference Number:</b>	17-190765 STE 32 OZ

**SUMMARY**

The applicant proposes to construct a 30-storey (93.3 metres plus a 5 metre mechanical penthouse) mixed-use building which would contain 301 residential units at 286-294 Main Street. A total of 114 vehicular parking spaces are proposed in a 3-level below grade parking garage and 377 bicycle parking spaces would be located on the first floor and mezzanine level. The proposed gross floor area is 22,444.8 square metres (20,908 square metres of residential; 110.3 square metres of retail; and 1,426.5 square metres of office). The density of the proposed development is 12.57 times the area of the lot.

The owner of the site at 286-294 Main Street appealed its Zoning By-law Amendment application to the Local Planning Appeal Tribunal citing Council's failure to make a decision within the time required by the *Planning Act*. A hearing has not yet been scheduled. A prehearing conference has been scheduled for June 12, 2018.

The proposal is not supportable in its current form. The application is not consistent with the Provincial Policy Statement and does not conform to the Growth Plan for the Greater Golden Horseshoe, and does not meet Official Plan policy, the vehicle used to implement



provincial policy. Specifically, the building does not meet Official Plan policy in terms of height and density as well as compatibility and transition with the low-rise neighbourhood immediately to the west of the site. Further issues include a substandard sidewalk width for a tall building, a lack of three-bedroom units, inappropriate shadow impacts to *Neighbourhood* properties to the north, among others.

The purpose of this report is to seek City Council's direction for the City Solicitor and appropriate City Staff to attend the Local Planning Appeal Tribunal hearing in opposition to the applicant's development proposal and appeal. Staff also are seeking direction to continue discussions with the applicant in order to come to an agreement.

## **RECOMMENDATIONS**

---

### **The City Planning Division recommends that:**

1. City Council direct the City Solicitor and City staff, as appropriate, to attend the Local Planning Appeal Tribunal, and to oppose the Zoning By-law Amendment application for 286-294 Main Street in its present form for reasons set out in the report (April 16, 2018) from the Acting Director, Community Planning, Toronto and East York District.
2. Council authorize the City Solicitor and appropriate staff to continue negotiations with the applicant to address the issues outlined in this report, including but not limited to appropriate heights, massing, setbacks, transition, sidewalk widths for this site and appropriate public benefits to be secured pursuant to Section 37 of the *Planning Act*.
3. In the event that the Ontario Municipal Board allows the appeal in whole or in part, City Council directs the City Solicitor to request that the Local Planning Appeal Tribunal withhold the issuance of any Order on the Zoning By-law Amendment for the subject lands until such time as:
  - a) the final form of the Zoning By-law amendments are to the satisfaction of the Acting Director, Community Planning, Toronto East York District and the City Solicitor;
  - b) the owner addresses the outstanding items outlined in the memorandum from Engineering and Construction Services dated March 26, 2018, to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services.
  - c) community benefits and other matters in support of the development as are determined appropriate are secured in a Section 37 Agreement executed by the owner and registered on title to the satisfaction of the Acting Director Community Planning, Toronto and East York District and the City Solicitor.

4. City Council authorize the City Solicitor and any other City staff to take such actions as necessary to give effect to the recommendations of this report.

### **Financial Impact**

The recommendations in this report have no financial impact.

## **DECISION HISTORY**

### **Pre-Application Consultation**

A pre-application consultation meeting was held with the applicant to discuss complete application submission requirements. During the meeting, staff raised issues with regard to the overall context and the proposal's built form in terms of height and scale and transition to abutting low rise neighbourhoods.

### **Preliminary Report**

At its meeting of November 7, 8, and 9, 2017, City Council adopted a preliminary report, dated September 29, 2017. In addition to the direction to hold a community consultation meeting on the application, City Council requested the Chief Planner and Executive Director, City Planning, to initiate a study focusing on development potential, which will include an analysis of built form, the public realm, and transportation improvements, within proximity of the Main Street subway station and Danforth GO station, the ultimate study area to be established after further analysis with a report back to Toronto and East York Community Council in the second quarter of 2018.

In addition, Council directed City Planning to work with the Ward Councillor to establish a community consultation process for this study and to not complete the review of the 286-294 Main Street application until the study is completed.

The direction can be access through the link below:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE27.42>

## **ISSUE BACKGROUND**

### **Proposal**

The applicant proposes to construct a 30-storey (93.3 metres plus a 5 metre mechanical penthouse) mixed-use building which would contain 301 residential units. A total of 114 vehicular parking spaces are proposed in a 3-level below grade parking garage and 377 bicycle parking spaces would be located on the first floor and mezzanine level. The proposed gross floor area is 22,444.8 square metres (20,908 square metres of residential; 110.3 square metres of retail; and 1,426.5 square metres of office). The density of the proposed development is 12.57 times the area of the lot.

The proposed tower setbacks are: 3 metres from the east (front) property line, facing Main Street; 7.5 metres from the north (side) property line; and 5 metres from the south (side) property line. The rear property line has varied tower setbacks due to the

irregularly shaped lot. At the rear, the property line is pinched inward at the north and south corners, resulting in tower setbacks of 5.8 metres, 16.6 metres, and 5.5 metres.

The proposed tower floor plate is approximate 703 square metres from the 4<sup>th</sup> to 5<sup>th</sup> floors, 744 square metres from the 6<sup>th</sup> to 23<sup>rd</sup> floors, and 697 square metres from 24<sup>th</sup> to 30<sup>th</sup> floor. Balconies project on the north, west and east sides of the tower.

The base of the development is 2-storeys (12 metres). The ground floor is 7.5 metres in height and includes a mezzanine level. The ground floor, along the Main Street frontage, includes a retail store and the lobby entrance to the residential building and a separate lobby entrance to the office building. The second floor is comprised entirely of office space.

The sidewalk width along Main Street is proposed at a range of 3.3 metres to 5.9 metres. This variation is due to the fact that the existing Main Street sidewalk in this location tapers the further south one travels from Danforth Avenue and is also a result of the adjacent embankment for the Main Street bridge over the rail corridor.

The proposed building would include 301 residential units. The proposed residential unit breakdown is as follows:

<b>Unit Type</b>	<b>Number of Units</b>	<b>Percentage</b>
1-Bedroom	106	35.2%
2-Bedroom	195	64.8%
3-Bedroom	0	0%
<b>Total</b>	<b>301</b>	<b>100%</b>

The applicant is proposing a total of 451 square metres of indoor amenity space on the third floor and 522 square metres of outdoor amenity space also on the third floor. The proposal is less than the Zoning By-law standard for indoor and outdoor amenity space, which is 2 square metres per dwelling unit or 602 square metres of indoor and 602 square metres of outdoor amenity space.

A total of 114 vehicular parking spaces would be provided in a 3-level underground parking garage accessible from a north-south public lane off Stephenson Avenue. Of those 114 vehicular parking spaces, 82 spaces would be for residential; 30 spaces would be for visitors; and 2 spaces would be for car share. A total of 377 bicycle parking spaces would be provided on the first and mezzanine levels. Of these 377 bicycling parking spaces, 326 spaces would be for residents; 37 spaces would be for residential visitors; 1 space would be for retail; 4 spaces would be for retail visitors; 3 spaces would be for office; and 6 spaces would be for office visitors.

Service vehicles would access the site via the north-south public lane proposed to be widened. An enclosed Type G loading space is proposed.

See Attachment No. 10 for the application data sheet and Attachment Nos. 1-7 for the site plan, elevations and renderings of the proposal.

## **Site and Surrounding Area**

The subject site is located mid block on the west side of Main Street, one property south of Danforth Avenue. The site is irregularly shaped and is approximately 1,785 square metres. Four existing buildings occupy the site: a 1-storey building with retail at grade at 286 Main Street; a 2-storey building with retail at grade and a residential unit above at 288-290 Main Street; a 2-storey building with a medical office at 292 Main Street; and a 5-storey medical office building with retail at grade at 294 Main Street. Surface parking is also present on site and a public laneway is located at the rear.

Uses surrounding the site include:

**North:** Immediately to the north are 2 and 3 storey mixed-use buildings fronting on Danforth Avenue. The building immediately north of the subject site, currently occupied by an optical store, is a building with heritage value and is currently being reviewed through the Danforth Avenue Planning Study. This building contributes to the character of Danforth and Main. On the north side of Danforth Avenue is the Hope United Church, a building with heritage value currently under review through the Danforth Avenue Planning Study, and a 7-storey seniors residence. Further northeast is the TTC Main Street subway station (approximately 150 metres from the proposal). To the north is also an application to amend the Zoning By-law for a 10-storey building at 2494 Danforth Avenue (an existing Shoppers Drug Mart store). This application (file no. 17 278384 STE 31 OZ) is currently under review.

**South:** Immediately to the south is a 1-storey building with a partial second floor addition. To the rear of this building is a surface parking lot. Further south is Stephenson Avenue, on the south side of which is a 1-storey non-residential building, a 2-storey detached house, a 2-storey Toronto Community Housing townhouse complex, and a hydro transformer station.

**East:** Immediately to the east is the embankment of the Main Street bridge over the rail corridor. Across Main Street is the Main Square complex comprising the following buildings: a 29-storey apartment building with retail at grade; a 22-storey apartment building with retail at grade; a 24-storey apartment building; and a 9-storey apartment building. To the south of the complex is the 2-storey Main Square Community Recreation Centre. In addition, two new buildings (a 15-storey building at the corner of Main and Danforth and a 32-storey building at the southeast corner of the site), previously approved in 2006, are undergoing site plan review (file no. 06 157044 STE 32 SA). The Danforth GO Station is also located to the southeast, on the east side of Main Street and south of Stephenson Avenue. Currently, Metrolinx is undertaking a connectivity study which is examining how to improve the station's functionality from a user perspective to connect more easily with the wider community.

West: Immediately to the west is a public laneway to be widened to City standard. Across the laneway, on the southwest side are 1-2-storey residential homes fronting on Stephenson Avenue. To the northwest side are 1-3-storey mixed-use buildings fronting on Danforth Avenue.

## **Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (2014) (the "PPS") 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. 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 recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

The Growth Plan for the Greater Golden Horseshoe (2017) (the "Growth Plan") 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, such as rapid transit, 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 builds upon the policy foundation provided by the PPS 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 of Council affecting land use planning matters are required by the *Planning Act*, to conform to the Growth Plan.

### **Official Plan**

The Official Plan designates the property as *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.

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. Development will limit its impacts on neighbouring properties and the public realm by respecting street proportions, creating appropriate transitions in scale, providing for adequate light and privacy, limiting impacts of servicing and vehicular access on the property and neighbouring properties; and limiting shadow and wind impacts.

Section 3.2.1 – "Housing" indicates that a full range of housing, in terms of form, tenure and affordability will be provided and maintained to meet the current and future needs of residents. The Official Plan also includes policies encouraging the increase in new housing through intensification and infill that is consistent with the Official Plan.

### **Adjacent Land Use Designations**

The properties directly to the north front on Danforth Avenue, which is also a *Mixed Use Areas* designation and within an Avenue in Map 2 – Urban Structure of the 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. Danforth Avenue, from Victoria Park to Coxwell Avenue, is currently undergoing a planning study (further discussed below).

The properties directly to the west are designated *Neighbourhoods* in the Official Plan, which are considered to be physically stable areas. Policy 2 of Section 2.3.1 – "Healthy Neighbourhoods" states that developments in *Mixed Use Areas* that are adjacent or close to *Neighbourhoods* will:

- Be compatible with those *Neighbourhoods*;
- Provide a gradual transition of scale and density through the stepping down of buildings towards and setbacks from those *Neighbourhoods*;



- Maintain adequate light and privacy for residents in those *Neighbourhoods*; and
- Attenuate resulting traffic and parking impacts on adjacent neighbourhood streets so as not to significantly diminish the residential amenity of those *Neighbourhoods*;

As part of the ongoing Official Plan Review, City Council approved Official Plan Amendment 320 on December 10, 2015 to revise the Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods* policies of the Plan. The intent of these revisions is to clarify, strengthen, and refine the policies within these sections to support the Plan's goals to protect and enhance existing neighbourhoods. The Minister of Municipal Affairs approved Official Plan Amendment 320 on July 4, 2016 with a minor modification. Official Plan Amendment 320 is currently under appeal at the Local Planning Appeal Tribunal. For more information, please see Council's decision below: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG8.5>

### **Growing-Up: Planning for Children in New Vertical Communities**

In July 2017, Toronto City Council adopted the Growing-Up Draft Urban Design Guidelines, and directed City Planning staff to apply the "Growing-Up Guidelines" in the evaluation of new and under review multi-unit residential development proposals. The objective of the Growing-Up Draft Urban Design Guidelines is that developments deliver tangible outcomes to increase liveability for larger households, including families with children, at the neighbourhood, building and unit scale. The Growing-Up Draft Urban Design Guidelines were considered in the review of this proposal.

The Council decision and draft guidelines are available on the City's website at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG21.3>

### **Danforth Avenue Planning Study**

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

The Danforth Avenue Planning Study 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, heritage and historic character of Danforth Avenue in the context of the various surrounding neighbourhoods.

The subject site is adjacent to but not part of the Danforth Avenue Planning Study. Given the adjacency, findings in the Planning Study will help inform the review of this development application.

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

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

On November 7, 2017, City Council requested the City Planning Division to undertake further study of development potential within proximity of the Main Street subway station and the Danforth GO station. The proposed study area will encompass properties designated as *Mixed Use Areas* along Danforth Avenue, generally within 500 metres of Main Street subway station, Main Street, Dawes Road, and the intersection of Gerrard Street East and Main Street.

This 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 provincial and municipal policy objectives of intensification, both jobs and people, in areas well served by surface transit and rapid transit stations. Official Plan policy 2.2.1(a) states the Plan will create a better urban environment, a competitive local economy and a more socially cohesive and equitable city through the integration and coordination of transportation planning and land use planning by attracting more people and jobs to targeted growth areas in the City that are supported by good and affordable transit services and other infrastructure.

An update on the Main Street (Danforth Avenue to Gerrard Street East) Planning Study is targeted for July 2018 meeting of Toronto and East York Community Council.

## **Zoning**

### **Former City of Toronto Zoning By-law 438-86**

The site is split into two zoning categories. The properties at 292-294 Main Street are zoned MCR T3.0 C2.0 R2.5, which permits a maximum density of 3 times the area of the lot and a maximum height of 14 metres. The properties at 286-290 Main Street are zoned CR T2.0 C1.0 R2.0, which permits a maximum density of 2 times the area of the lot and a maximum height of 14 metres. Both zoning categories permit a wide range of residential and non-residential uses including apartment buildings, triplexes, row houses, live-work units, retail stores, restaurants, offices, and institutional and community services.

### **Citywide Zoning By-law 569-2013**

As with Zoning By-law 438-86, the site is split into two zoning categories. The properties at 292-294 Main Street are zoned CR 3.0 (c2.0; r2.5) SS2 (x2219), which permits a maximum density of 3 times the area of the lot and a maximum height of 14 metres. The properties at 286-290 Main Street are zoned CR 2.0 (c1.0; r2.0) SS2 (x1160), which permits a maximum density of 2 times the area of the lot and a maximum height of 14 metres. Both zoning categories permit a wide range of residential and non-residential uses including apartment buildings, triplexes, row houses, live-work units, retail stores, restaurants, offices, and institutional and community services. Additionally, both zoning categories apply Development Standard Set 2, which sets out provisions with regard to building setbacks, encroachments, landscaping, and parking, among others.

## **Site Plan Control**

The proposal is subject to Site Plan Control. An application (file no. 17 10-775 STE 32 SA) for Site Plan Control has been submitted in conjunction with the zoning by-law amendment application.

## **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>

## **Reasons for the Application**

The proposed 30-storey mixed-use building is situated into two zoning categories. The properties at 292-294 Main Street are within a commercial-residential zone with a maximum permitted density of 3 times the area of the lot and a height limit of 14 metres. The properties at 286-290 Main Street are within a commercial-residential zone with a maximum permitted density of 2 times the area of the lot and a height limit of 14 metres.

The proposed density is 12.57 times the area of the lot and the proposed height is 93.3 metres (excluding mechanical). The proposed density and height exceed the maximum permitted density and height in both Zoning By-law 438-86 and 569-2013. A zoning by-law amendment is therefore required.

## **Community Consultation**

City Planning staff, in consultation with the Ward Councillor, hosted a community consultation meeting on January 9, 2018 to discuss the development application at 286-294 Main Street. City Planning staff presented the policy framework and gave an overview of the application. The applicant provided further details with respect to the proposal.

Following the presentations, City staff and the applicant responded to comments, questions and concerns from the community and online. The community feedback is summarized below:

- The intersection at Main and Danforth and at Main and Stephenson both need to be studied further from a traffic safety perspective and to improve the overall public realm and pedestrian experience;
- Some residents voiced concerns with the proposed height and density, while others voiced support for height and density in this area close to two major transit stations
- Concerns were raised with regard to capacity at schools and other community, childcare, and recreational facilities;

- Residents wanted the existing medical offices that currently exist on the subject site to be replaced if and when the proposal is constructed;
- The proposal should include three bedroom units and meet the intent of the Growing Up Guidelines;
- The base building should have regard for the pedestrian scale and relate to the public realm;
- Parking should be provided for the commercial uses; and
- The design of the building should be sensitive to migratory birds, using materials that are friendly to birds.

The above noted issues were considered in the formulation of this report.

In addition to consulting on the 286-294 Main Street application, Staff introduced the Main Street (Danforth Avenue to Gerrard Street East) Planning Study to the attendees, explaining the purpose and goals of the study. Further consultation on the study will continue in 2018.

### **Agency Circulation**

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application.

## **COMMENTS**

### **Provincial Plans**

The Provincial Policy Statement (PPS) 2014, and in particular policy 1.1.3.3, encourages intensification and efficient development and redevelopment, recognizing the importance of local context and the availability of infrastructure and public service facilities to meet projected needs. Accordingly, the City of Toronto Official Plan identifies areas for intensification and provides a policy framework that encourages intensification in those areas, provided that it is respectful of the existing and planned local context.

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) 2017 provides a framework for managing growth including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. It requires municipalities to set clear targets for population and employment growth and directs growth to areas of urban intensification including designated urban growth centres, intensification corridors, Major Transit Station Areas, brownfield sites and greyfields.

Major transit station areas are generally identified as the area within an approximate 500 metre radius of a transit station, representing about a 10 minute walk. The area is required to be defined through a Municipal Comprehensive Review process and approved by the Minister of Municipal Affairs. The Growth Plan (2017) establishes minimum density targets for major transit station areas on priority transit corridors and subway lines, as well as provisions for establishing alternative density targets, where appropriate. The Growth Plan states that municipalities will develop a strategy to achieve the minimum

intensification targets (including the application of alternative targets) identified in the Growth Plan through implementing official plan policy and zoning by-laws. The City is required to conform to the Growth Plan by 2022.

The Growth Plan (2017) also contains policies related to setting minimum intensification targets throughout delineated built-up areas (Section 2.2.2.4). However, the proposed development, in its current form, does not conform with Section 2.2.2.4.b) of the Growth Plan as it does not represent an appropriate scale of development for the surrounding area and does not appropriately transition to adjacent properties, particularly to the low-rise neighbourhood to the west.

The current proposal is not consistent with the PPS (2014) or conform to the Growth Plan (2017) in its current form. The proposal's scale, mass and height does not recognize and respect the local context, both existing and planned.

## **Land Use**

The subject property is designated *Mixed Use Areas* in the Official Plan, which allows for a broad range of uses. The Zoning By-law also allows for both residential and non-residential uses. The proposal is for a mixed-use building with residential, office, and retail. The office component of the building will fully replace the existing office space on the site. Planning staff support the mix of uses.

At the community consultation meeting, residents were concerned with the loss of medical office space currently on site. Should the applicant include the medical offices within the proposal. Staff would be supportive of this specific use.

## **Built Form**

The Zoning By-law permits a density of 3 times the area of the lot on 292-294 Main Street and a density of 2 times the area of the lot on 286-290 Main Street. The applicant proposes a density of 12.57 times the area of the lots comprising 286-294 Main Street. By comparison, the Main Square building complex to the east of the subject site, which has six approved tall buildings, has an approved density of 4.5 times the area of the lot.

Policy 2 of Section 2.3.1 – Healthy Neighbourhoods in the Official Plan states that developments in *Mixed Use Areas* that are adjacent or close to *Neighbourhoods* will be compatible with those *Neighbourhoods* and provide a gradual transition in scale and density. A 30-storey tower adjacent to one- and two-storey residential buildings is not a compatible built form relationship and does not represent gradual transition in scale and density. A midrise building with a height equal to the width of Main Street (approximately 32 metres or 11 storeys) would be considered appropriate. However, given the province's intensification mandate through provincial plans, the area's immediate context of high and low rise buildings, surrounding Official Plan land use designations, parcel fabric, and proximity to rapid transit, additional density and height may be warranted. The provision of additional height and density in this local area is the subject of the Main Street (Danforth Avenue to Gerrard Street East) Planning Study. The

applicant has expressed a desire to continue conversations with City Planning and the community on finding an appropriate balance.

The proposed 30-storey building has a height of 93.3 metres. There is one property in the area that provides an existing and planned context for tall buildings. Main Square is located to the east of the subject site and is a complex with four existing tall buildings and two additional approved tall buildings. These six tall buildings have heights ranging from as low as 46.5 metres (15 storeys) to 87.7 metres (32 storeys). At a proposed height of 93.3 metres, the proposal at 286-294 Main Street would be the tallest building in the area on a site which is only 6.3% the size of the Main Square site.

The majority of buildings in the existing surrounding context are in the range of one- and two-storeys for the low rise neighbourhood to the west and in the range of one- to four-storeys along the mixed-use area of Danforth Avenue. In 2016, City Council approved an 8-storey (24.3 metres) mixed-use building at 2301 and 2315 Danforth Avenue, approximately 450 metres from the subject site. In 2014, City Council approved a 10-storey (32.5 metres) mixed-use building at 2359 Danforth Avenue, approximately 330 metres from the subject site. Lastly, in 2010, City Council approved a 12-storey (38.5 metres) mixed-use building at 2055 and 2057 Danforth Avenue, approximately 910 metres from the subject site. Given the existing context and the approved buildings along Danforth Avenue, all of which, like the subject site, abut a low rise neighbourhood, a building of 30-storeys (93.3 metres) is inappropriate for the surrounding context.

This issue of height is also of concern with respect to transition and compatibility with adjacent low-rise residential buildings designated *Neighbourhoods*. Policy 4.5.2(c) of the Official Plan states that new buildings in *Mixed-Use Areas* should be massed to provide a transition between areas of different development intensity and scale through means such as providing appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*. The proposal has a *Mixed-Use Area* designation and is immediately adjacent to a *Neighbourhoods* designation to the west. Properties in the area generally have a height of two storeys. It is staff's opinion that a 30-storey proposal adjacent to these properties does not adequately transition in intensity and scale to these lower scale buildings in accordance with Official Plan policy 4.5.2(c).

In terms of building setbacks, the Zoning By-law requires buildings to have a setback of 5.5 metres for building walls with windows from a property line that does not abut a street or public lane and a setback of 7.5 metres from the centreline of a public laneway. The applicant is providing the 7.5 metre setback from the centreline of the public laneway and is providing 5.5 metres on all property lines where the building wall has windows except for the south property line which has a 5.0 metres setback instead of a 5.5 metre setback. These setback standards are designed to create a building envelope that fits within its lot and is compatible with buildings on adjacent lots. It should be noted, however, that the 5.5 metre setback is in relation to the Zoning By-law maximum height of 14 metres. Given that the proposal is a tall building greatly exceeding the maximum 14 metre height, setbacks for the tower portion of the building will be required to be more in keeping with the Tall Building Design Guidelines.

In terms of tower setbacks, the proposed tower does not meet the minimum separation distances from the property lines as recommended in the Tall Building Design Guidelines with respect to the north and south (side) property lines and a portion of the west (rear) property line. The tower setbacks recommended in the Tall Building Design Guidelines is 12.5 metres whereas the development proposes a 7.5 metre tower setback from the north, 5 metre tower setback from the south, and a varied west tower setback of 5.8, 5.5 and 16.6 metres. With the exception of the 16.6 metre tower setback, which is only half of the tower from the west property line, the tall building is generally less than half the recommended 12.5 metre distance from the property lines.

The sites to the north and south of the subject site are not large enough to accommodate a tall building with a feasible floor plate. The Tall Building Guidelines are set to provide adequate skyviews to and sunlight on the public realm and provide light, view and privacy for building occupants. Permitting tower setbacks that do not meet the Tall Building Guidelines will set a context for future tall building proposals which is not harmonious with the surrounding area and would compromise facing distances for nearby taller mid-rise developments.

Lastly, in addition to building setbacks, Zoning By-law 569-2013 includes an angular plane provision under Development Standard Set 2, which the proposed building is subject to. The Zoning By-law provision states that when a lot abuts a residential zone category, a 45 degree angular plane applies. For the proposed building, the 45 degree angular plane would apply along the entire rear yard setback starting at a height of 10.5 metres above the average elevation of the ground along the rear lot line for a shallow lot (a lot with a depth less than 48.2 metres). The purpose of this 45 degree angular plane is to incorporate a series of setbacks into the building envelope with the intention of providing an appropriate transition between new developments on mixed use properties that abut properties in the residential zoning category. The proposed building penetrates this angular plane, which is supported by and conforms to Official Plan policies in terms of compatibility and transition from low-rise residential neighbourhoods.

## **Shadow**

The Official Plan requires that new development will adequately limit any resulting shadowing of neighbouring streets, properties and open spaces, having regard for the varied nature of such areas. The applicant has provided a shadow study, illustrating that during the fall and spring equinoxes properties designated *Neighbourhoods* would be shadowed from 9:18 AM to 11:18 AM. The properties that would be shadowed are one block north of Danforth Avenue. This shadow impact is due to the height of the building, which, if reduced, could eliminate shadow impacts to the *Neighbourhoods* completely. This shadow impact is not acceptable to staff.

## **Streetscape**

The proposal provides a varied setback from the curb of Main Street that ranges from 5.9 metres to the north to 3.3 metres to the south. The Tall Building Design Guidelines provide for a minimum 6 metre wide sidewalk from the face of the building to the curb of

the street. This 6 metre setback is in line with Official Plan Policy 5 of Section 3.1.1 for providing space for trees, landscaping, green infrastructure, snow and stormwater management, utilities and services, patios and street furniture.

## **Unit Mix**

Policy 3.2.1.1 of the Official Plan states that a full range of housing, in terms of form, tenure and affordability will be provided and maintained to meet the current and future needs of residents. A full range of housing includes ownership and rental housing, affordable and mid-range rental and ownership housing, social housing, shared and/or congregate-living housing arrangements, supportive housing, emergency and transitional housing for homeless people and at-risk groups, housing that meets the needs of people with physical disabilities and housing that makes more efficient use of the existing housing stock. Under Policy 3.2.1.2, the Official Plan states that the existing stock of housing will be maintained and replenished and new housing supply will be encouraged through intensification and infill that is consistent with the Plan. By being consistent with the Plan, intensification and infill must meet the policies regarding the built form and public realm, among others.

On July 4, 2017, City Council adopted the Growing Up: Planning for Children in New Vertical Community guidelines and directed City Planning staff to apply the guidelines in the evaluation of new and under review multi-unit residential development proposals. The guidelines recommend that multi-unit developments should provide a minimum of 10% three bedroom units. In addition, the ideal size of two-bedroom units should be between 87-90 square metres and 100-106 square metres for three-bedroom units. Lastly, the guidelines also stipulate that these larger, family-sized units should be clustered in the lower floors of the building in order to build a sense of community among families living in the same building.

The proposal includes 106 one-bedroom units, 195 two-bedroom units and zero three-bedroom units. Staff support the number of two-bedroom units, but do not support the lack of three-bedroom units. As well, the proposal's average unit size is approximately 62 square metres, and should be increased for the two and three-bedroom units to more closely meet the ideal sizes. Lastly, the proposal does not include affordable housing units.

## **Heritage**

Heritage Preservation Services have reviewed the site and its surroundings for heritage potential. Heritage Staff consider the subject site to have heritage potential, particularly the property at 292 Main Street. As well, the property at 2547 Danforth Avenue has been identified as having heritage potential in the Danforth Avenue Cultural Heritage Resource Assessment, resulting in adjacency issues with the proposal. Heritage Preservation staff request that a Heritage Impact Assessment be submitted for review of all properties on the subject site for their heritage potential, as well as how the proposal fits in with the adjacent building to the north.



## **Traffic Impact, Access, Parking**

Transportation Services have reviewed the plans and studies submitted by the applicant from a transportation perspective. A widening is required for lanes that abut the subject site as well as a 0.7 metre widening on Main Street. The widened lanes and roadways are required as part of the Official Plan, and will need to be shown on the architectural plans. Currently only one widening, along the laneway abutting the west property line, is shown on the plans.

Transportation Services reviewed the allocation of parking spaces. The proposal includes a reduced number of residential parking spaces (eight space reduction) from what is required in the Zoning By-law. Transportation Services consider the reduction acceptable; however, there is an oversupply of non-residential parking spaces which may be allocated to residential parking spaces to satisfy the Zoning By-law requirements. As well, Transportation Services have requested one Type G, one Type B and one Type C loading space. Transportation Services is willing to accept a shared Type G and Type B loading space, but require a separate Type C loading space.

## **Servicing, Water Capacity & Solid Waste**

Engineering & Construction Services as well as Toronto Water have reviewed the application and have concerns with the proposal. Engineering & Construction Services and Toronto Water staff have requested changes and amendments to the plans and studies provided. Of particular concern to staff is that the groundwater quality does not meet the City's by-law limits for storm sewer or sanitary sewer use.

Solid Waste staff have reviewed the drawings and studies provided by the applicant and have concerns with the truck movement diagram. The diagram shows a truck reversing into the public lane, which Solid Waste does not support. Solid Waste requests that drawings be revised to indicate that the collection vehicle can enter and exit the site in a forward motion with no more than a three-point turn and without the need to reverse into the public lane.

## **Open Space/Parkland**

The Official Plan contains policies to ensure that Toronto's system of parks and open spaces are maintained, enhanced and expanded. Map 8B of the Toronto Official Plan shows local parkland provisions across the City. The subject lands of this application are in an area with 0 to 0.42 hectares of local parkland per 1,000 people. The site is in the lowest quintile of current provision of parkland. The site is in a parkland acquisition priority area, as per Chapter 415, Article III of the Toronto Municipal Code.

At the alternative rate of 0.4 hectares per 300 units, specified in Chapter 415, Article III of the Toronto Municipal Code, the parkland dedication requirement is 4,013.3 square metres or 241% of the site area. However, for sites that are less than 1 hectare in size, a cap of 10% of the development site is applied to the residential use while the non-residential use is subject to a 2% parkland dedication. In total, the parkland dedication requirement is 169 square meters.

The applicant is required to satisfy the parkland dedication requirement through an on-site parkland dedication of 168 square metres. The park is to be unencumbered, uniform in shape and topography, with visibility and accessibility from public roads.

### **Tree Preservation**

The application's tree assessment and removal plan identifies six trees on site which are proposed to be removed to facilitate the development of the proposal. One tree is located on an adjacent property and is also proposed to be removed. Urban Forestry staff have concerns with the provision of trees. The proposal currently does not show any private trees and does not meet tree planting requirements under the Toronto Green Standard.

### **Section 37**

Section 37 of the Planning Act allows the City to require community benefits in situations where increased density and/or height are permitted. Community benefits are specific capital facilities (or cash contributions for specific capital facilities) and can include: parkland and/or park improvements above and beyond the parkland dedication, public art; streetscape improvements on the public boulevard not abutting the site; Heritage Conservation District studies identified in the Official Plan; and other works detailed in Section 5.1.1.6 of the Official Plan. Section 37 may also be used as may otherwise be agreed upon, subject to the policies contained in Chapter 5 of the Official Plan.

The community benefits must bear a reasonable planning relationship to the proposed development including, at a minimum, an appropriate geographic relationship and may relate to planning issues associated with the development (e.g. local shortage of parkland).

Following the submission of the development application, City staff determined it is not appropriate to discuss Section 37 benefits at this time, as the proposed development is not considered to be good planning.

Should a redevelopment of some form be approved through a Local Planning Appeal Tribunal, staff will be seeking a Section 37 contribution.

## **Conclusion**

The current proposed height, massing, transition and compatibility are not appropriate and are not consistent with the Provincial Policy Statement and do not conform to the Growth Plan. Municipally, the proposal does not meet the policies of the Official Plan or meet Council-approved guidelines such as the Tall Building Design Guidelines and Growing Up guidelines. Planning staff cannot support this development in its current form. City Planning staff recommend continued discussions with the applicant in an effort to revise the proposal in a manner that addresses the issues set out in this report.

## **CONTACT**

Daniel Woolfson, Senior Planner  
Tel. No. 416-392-7574  
E-mail: daniel.woolfson@toronto.ca

George Pantazis, Planner  
Tel. No. 416-392-3566  
E-mail: george.pantazis@toronto.ca

## **SIGNATURE**

---

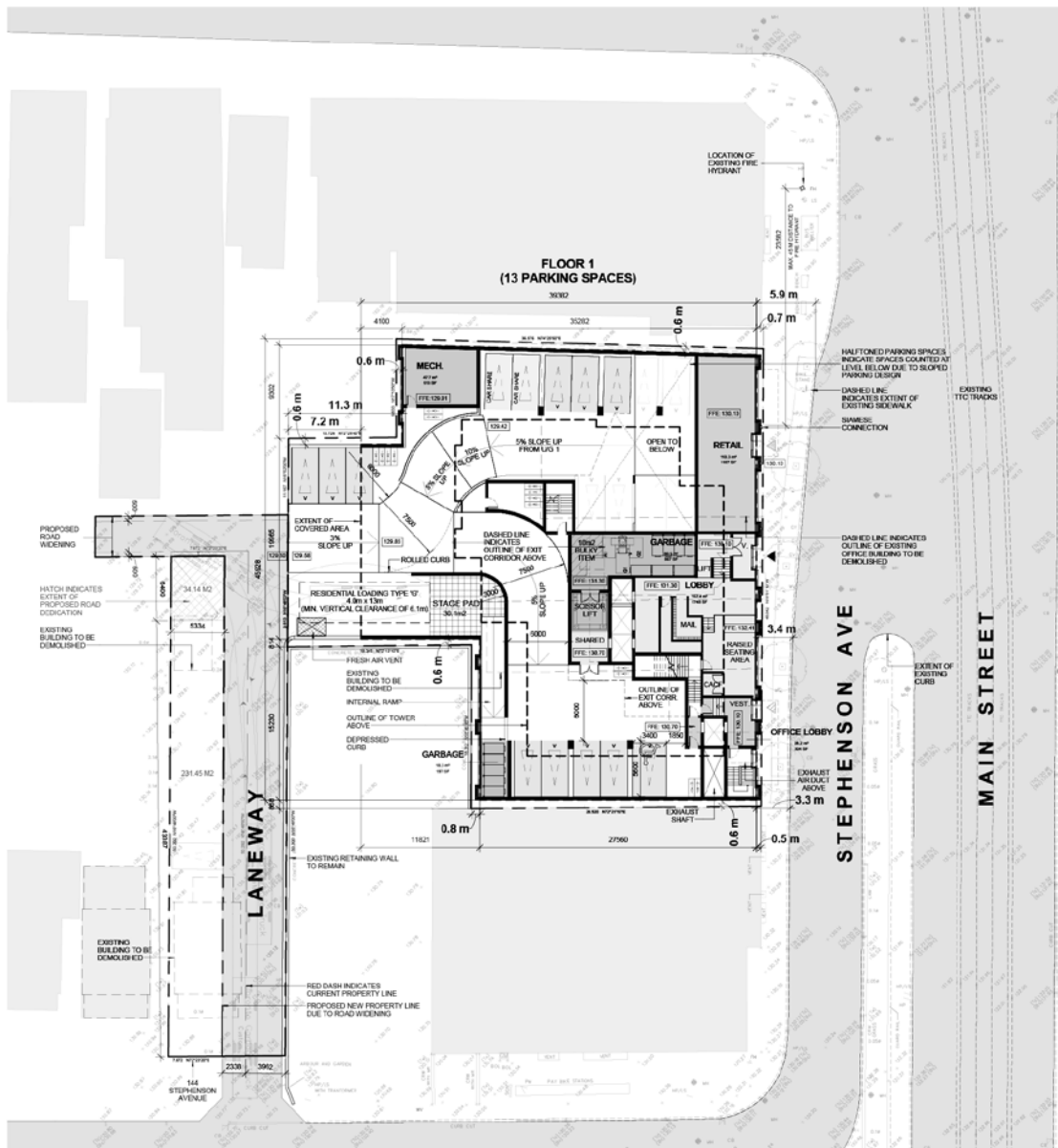
Lynda H. Macdonald  
Acting Director, Community Planning  
Toronto and East York District

(P:\2018\Cluster B\pln\TEYCC\9302951017.doc) – ca

## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: East Elevation  
Attachment 3: North Elevation  
Attachment 4: South Elevation  
Attachment 5: West Elevation  
Attachment 6: Rendering Tower  
Attachment 7: Rendering Base Building  
Attachment 8: Official Plan Land Use Designation  
Attachment 9: Zoning By-law 569-2013  
Attachment 10: Application Data Sheet

# Attachment 1: Site Plan



## Site Plan

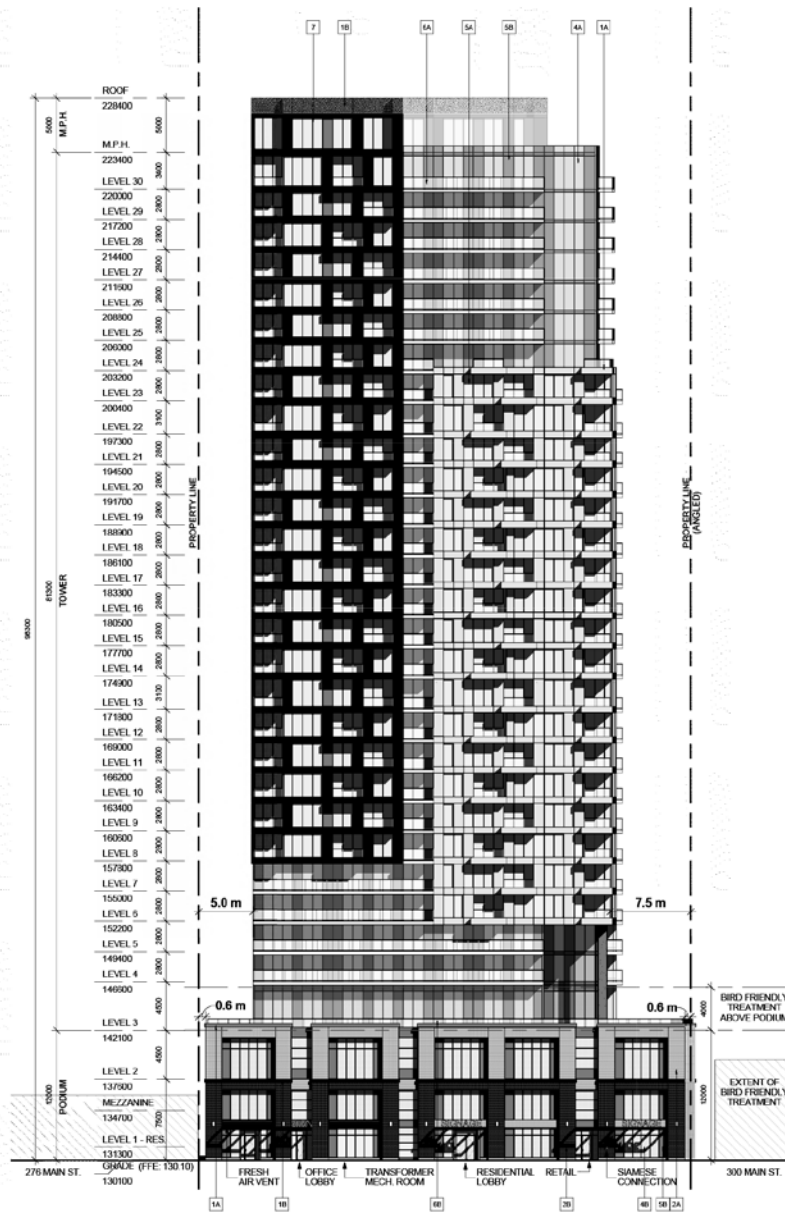
Applicant's Submitted Drawing

Not to Scale   
08/10/2017

286-294 Main Street

File # 17 190765 STE 32 OZ

## Attachment 2: East Elevation



### East Elevation

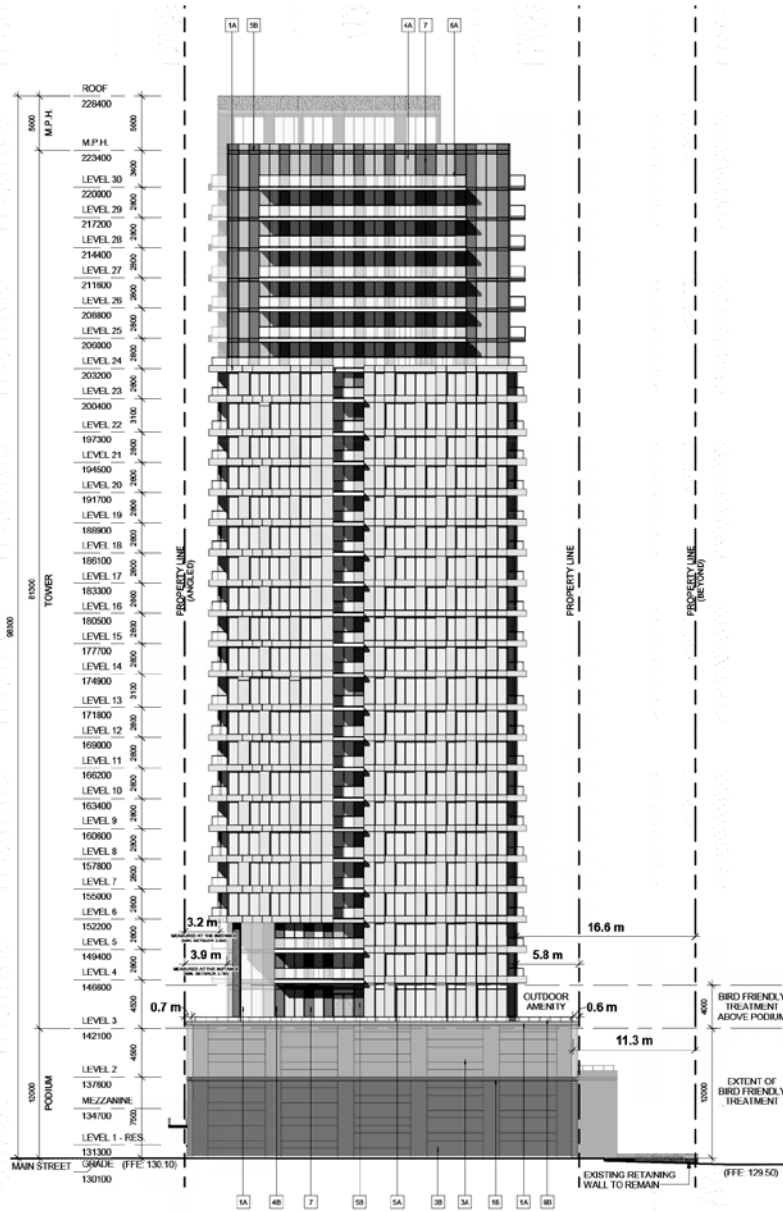
Applicant's Submitted Drawing

Not to Scale  
08/10/2017

### 286-294 Main Street

File # 17 190765 STE 32 OZ

# Attachment 3: North Elevation



## North Elevation

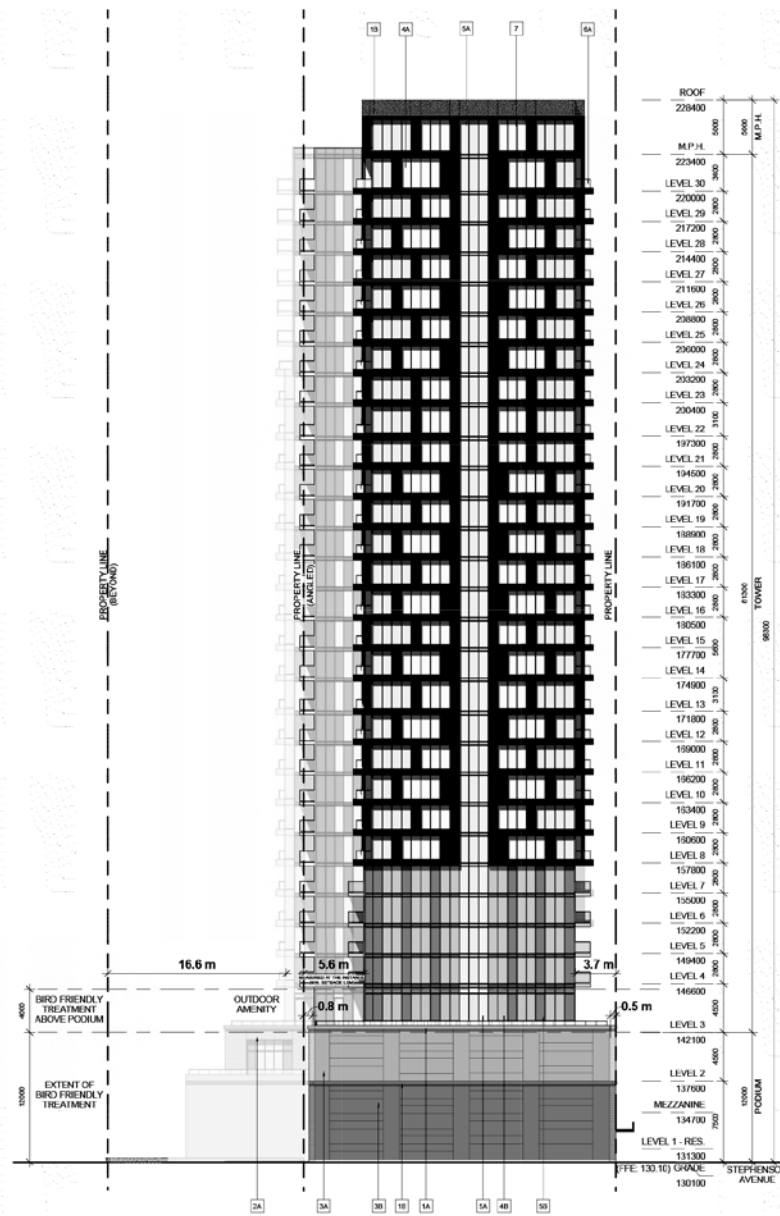
Applicant's Submitted Drawing

Not to Scale  
08/10/2017

## 286-294 Main Street

File # 17 190765 STE 32 OZ

# Attachment 4: South Elevation



## South Elevation

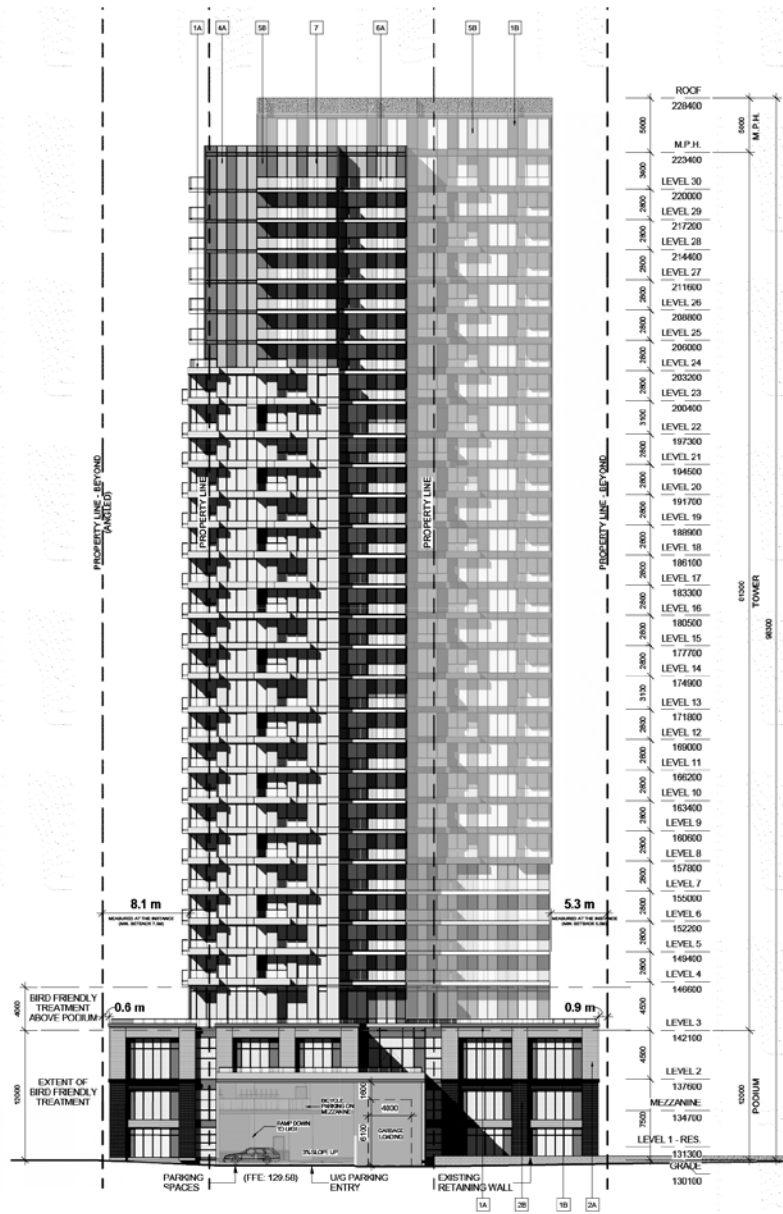
Applicant's Submitted Drawing

Not to Scale  
08/10/2017

## 286-294 Main Street

File # 17 190765 STE 32 OZ

# Attachment 5: West Elevation



## West Elevation

Applicant's Submitted Drawing

Not to Scale  
08/10/2017

286-294 Main Street

File # 17 190765 STE 32 OZ



**Attachment 6: Rendering Tower**



**3D Perspective - View on Danforth Avenue looking South-west**

**286-294 Main Street**

Applicant's Submitted Drawing

Not to Scale  
08/10/2017

File # 17 190765 STE 32 0Z

**Attachment 7: Rendering Base Building**



**3D Perspective - View on Main Street looking North-west**

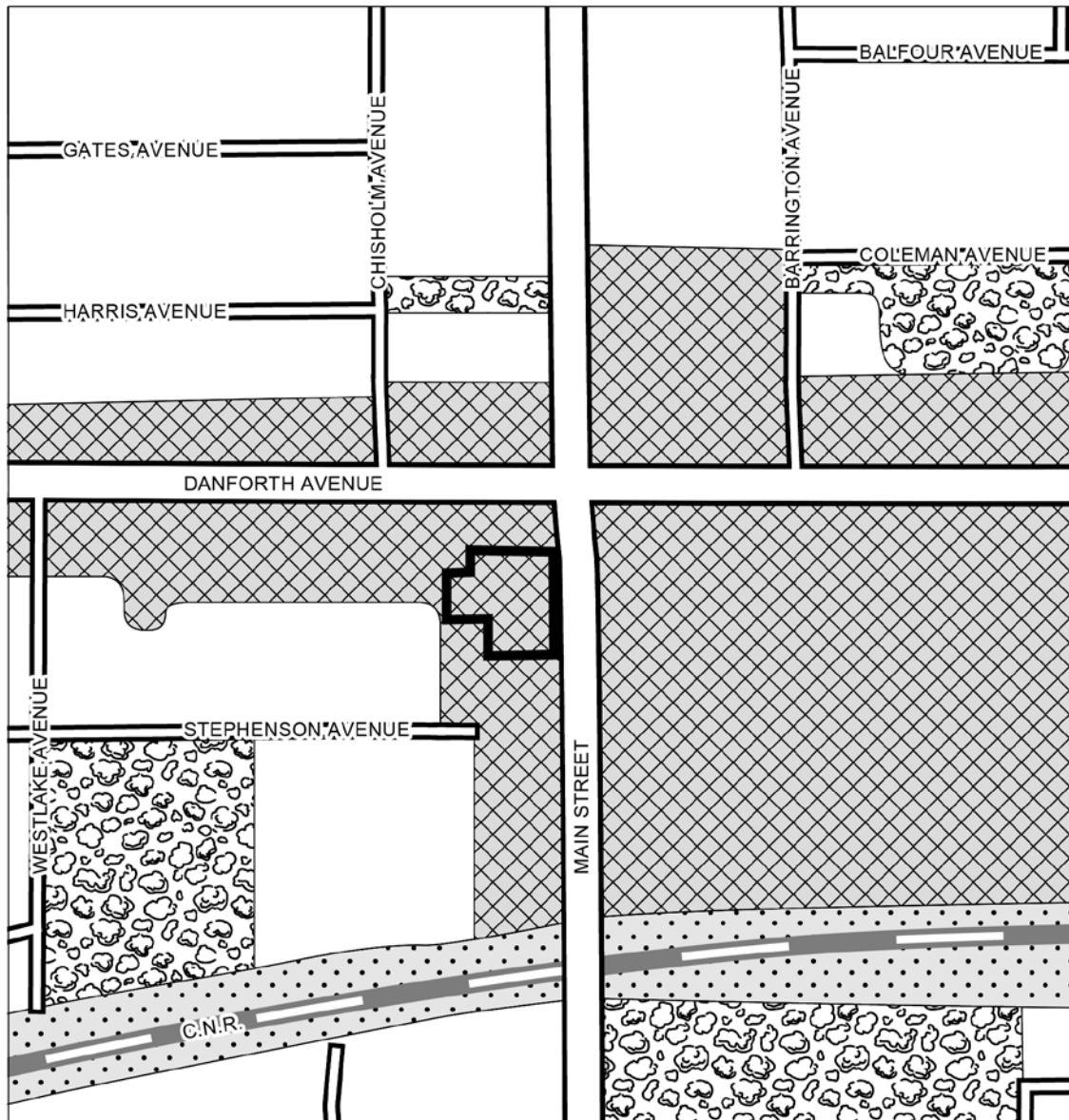
**286-294 Main Street**

Applicant's Submitted Drawing

Not to Scale  
08/10/2017

File # 17 190765 STE 32 0Z

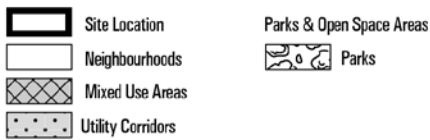
## Attachment 8: Official Plan Land Use Designation



**TORONTO**  
 Extract from Official Plan

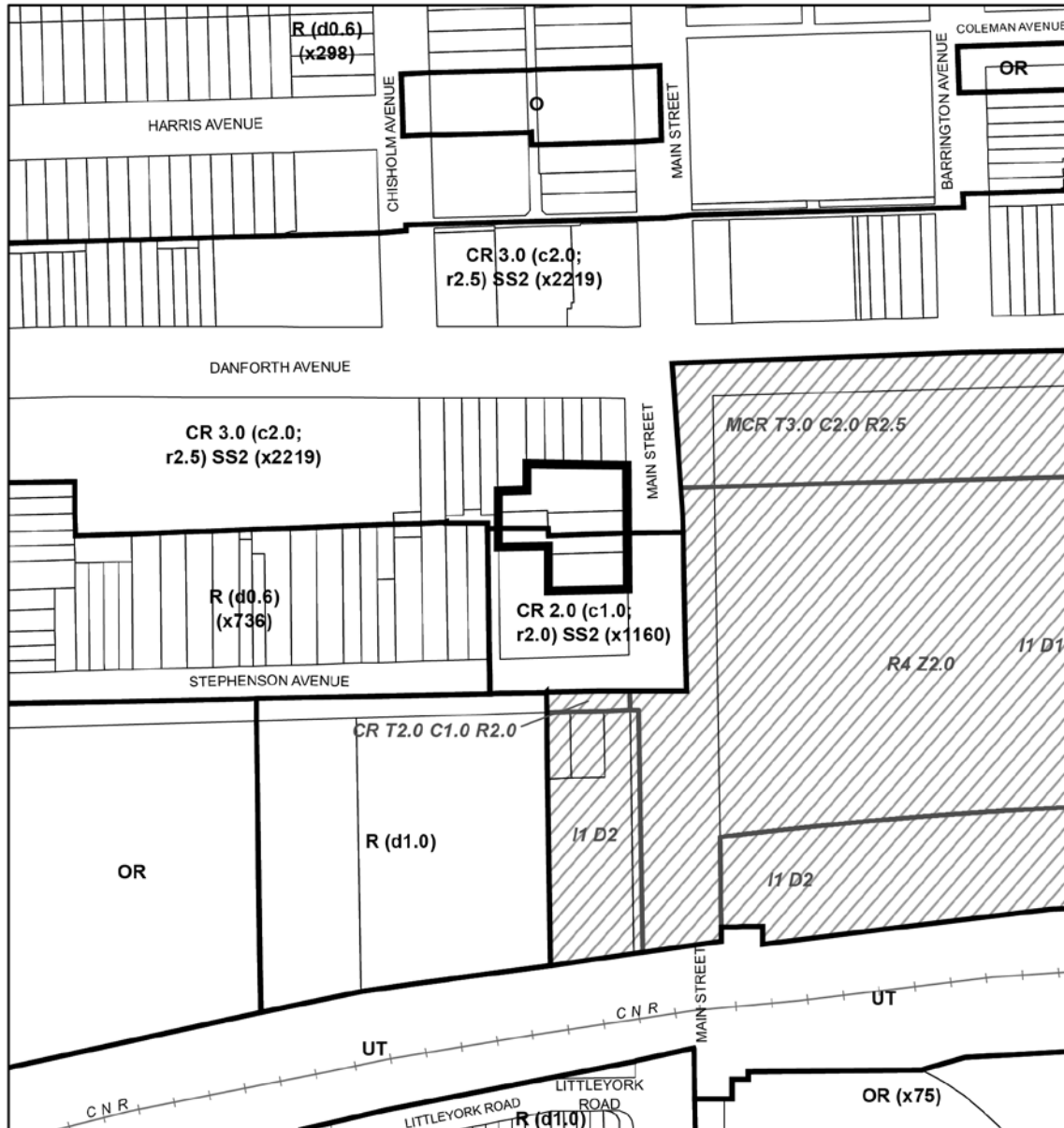
286-294 Main Street

File # 17 190765 STE 32 02



  
 Not to Scale  
 08/10/2017

## Attachment 9: Zoning By-law 569-2013



**Zoning By-Law No. 569-2013**

**286-294 Main Street**

**File # 17 190765 STE 32 02**

- 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: 08/09/2017

**Attachment 10: Application Data Sheet**

Application Type: Rezoning  
 Details: Rezoning, Standard  
 Application Number: 17 190765 STE 32 OZ  
 Application Date: June 30, 2017  
 Municipal Address: 286-294 MAIN STREET  
 Location Description: PLAN 580 PT LOT 1 \*\*GRID S3202  
 Project Description: The applicant proposes to construct a 30-storey (93.3 metres plus a 5 metre mechanical penthouse) mixed-use building which would contain 301 residential units. A total of 114 vehicular parking spaces are proposed in a 3-level below grade parking garage and 377 bicycle parking spaces would be located on the first floor and mezzanine level. The proposed gross floor area is 22,444.8 square metres (20,908 square metres of residential; 110.3 square metres of retail; and 1,426.5 square metres of office). The density of the proposed development is 12.57 times the area of the lot.

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
Tribute Communities	WND Associates	Turner Fleischer	Tribute Communities
Unit 1, 1815 Ironstone	90 Eglinton Avenue East	Architects Inc.	Unit 1, 1815 Ironstone
Manor	Toronto ON M4P 1A6	67 Lesmil Road	Manor
Pickering ON L1W 3W9		Toronto ON M3B 2T8	Pickering ON L1W 3W9

**PLANNING CONTROLS**

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	N/A
Zoning:	CR 3.0 (c2.0; r2.5) SS2 (x2219)	Historical Status:	N/A
Height Limit (m):	14	Site Plan Control Area:	Yes

**PROJECT INFORMATION**

Site Area (sq. m):	1,785.6	Height:	Storeys:	30
Frontage (m):	45.5		Metres:	98.3 metres (incls. mech)
Depth (m):	47.3			
Total Ground Floor Area (sq. m):	1,538.1			<b>Total</b>
Total Residential GFA (sq. m):	20,908		Parking Spaces:	114
Total Non-Residential GFA (sq. m):	1,536.8		Loading Docks	1
Total GFA (sq. m):	22,444.8			
Lot Coverage Ratio (%):	86			
Floor Space Index:	12.6			

**DWELLING UNITS**

Tenure Type:	Condo
Rooms:	0
Bachelor:	0
1 Bedroom:	106
2 Bedroom:	195
3 + Bedroom:	0
Total Units:	301

**FLOOR AREA BREAKDOWN (upon project completion)**

	Above Grade	Below Grade
Residential GFA (sq. m):	20,908	0
Retail GFA (sq. m):	110.3	0
Office GFA (sq. m):	1,426.5	0
Industrial GFA (sq. m):	0	0
Institutional/Other GFA (sq. m):	0	0

**CONTACT: PLANNER NAME: Daniel Woolfson, Senior Planner**  
**CONTACT: Tel: 416-392-7574**  
**Email: daniel.woolfson@toronto.ca**