

## **2577 - 2581 Yonge Street – Zoning By-Law Amendment Application – Preliminary Report**

Date: June 4, 2019

To: North York Community Council

From: Director, Community Planning, North York District

Wards: Ward 15 - Don Valley West

**Planning Application Number:** 19 142481 NNY 15 OZ

**Notice of Complete Application Issued:** May 17, 2019

**Listed Heritage Building(s) on Site:** Yes

**Current Use(s) on Site:** Two 3-storey and one 2-storey commercial buildings

### **SUMMARY**

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This report provides information and identifies a preliminary set of issues regarding the application located at 2577 - 2581 Yonge Street. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

### **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 2577 - 2581 Yonge Street together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

### **FINANCIAL IMPACT**

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The recommendations in this report have no financial impact.

## ISSUE BACKGROUND

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### Application Description

This application proposes to amend City of Toronto By-law 438-86, as amended, and Zoning By-law 569-2013 for the property at 2577 - 2581 Yonge Street to permit a 9-storey (34.09 metre) mixed-use building with two ground floor commercial retail units, 13 dwelling units including two 2-bedroom units (15%) and eleven 3-bedroom units (85%). The proposal includes 23 bicycle parking spaces and 29 parking spaces with two spaces provided at-grade, and the other 27 located within a two-level underground parking garage accessed by two car elevators. Vehicular access to the site is proposed from an existing private right-of-way from Sheldrake Boulevard to the north, granting access over the rear of abutting properties to the north. The floor space index (FSI) for the proposed development is 4.8 times the area of the site. The proposed development includes the demolition of the majority of the existing buildings at 2577-2581 Yonge Street, although the front façade of 2581 Yonge Street would be maintained and incorporated into the design of the building as it is listed in the City of Toronto Heritage Registry.

Detailed project information is found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachment 1 of this report, for a three dimensional representation of the project in context.

### Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan (2019)") and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

The Growth Plan (2019) came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan, 2019 establishes policies that require implementation through a Municipal Comprehensive Review (a "MCR"), which is a requirement pursuant to Section 26 of the *Planning Act* that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- 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.

The Growth Plan (2019) 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 (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2019). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2019).

### **Toronto Official Plan Policies and Planning Studies**

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The Planning Act of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The subject application is located on lands shown as *Avenues* on Map 2 of the Official Plan and *Mixed Use Areas* on Map 17 of the Official Plan. *Mixed Use Areas* are made up of a broad range of commercial, residential, and institutional uses, in single use or mixed use buildings.

The site is also located within the in force Yonge-Eglinton Secondary Plan area. The site is outside the designated *Mixed Use Areas* in the Secondary Plan and is therefore subject to the land use designations identified in the underlying Official Plan Map 17, being *Mixed Use Areas*. The policies of *Mixed Use Areas* require new development to provide a transition between areas of different development intensity and scale, particularly towards lower scale *Neighbourhoods*.

On July 23, 2018, City Council adopted Official Plan Amendment 405 (OPA 405 / Midtown in Focus) which replaced in its entirety the Yonge-Eglinton Secondary Plan. OPA 405 is currently under review by the Ministry of Municipal Affairs and Housing. The land use designation was changed to *Mixed Use Areas "C"* in OPA 405. *Mixed Use Areas "C"* include commercial main streets characterized by continuous at-grade narrow-frontage retail, service and institutional uses with office, other commercial and residential areas above. Map 21-11 in OPA 405 permits a maximum height of 8-storeys on the subject site. OPA 405 (Midtown in Focus) and Council's decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG31.7>

### **Zoning By-laws**

The site is zoned MCR T3.0 C2.0 R2.5 (Mixed Commercial Residential District) under Zoning By-law 438-86, as amended, and CR 3.0 (c2.0; r2.0; 2.5) SS2 (x2422) (Commercial Residential) under Zoning By-law 569-2013. These zones permit a wide range of commercial and residential uses including offices, retail stores, restaurants, apartment buildings, duplexes, and detached houses. Both By-laws permit a maximum building height of 16.0 metres and a gross floor area and floor space index of 3.0 times the area of the lot.

The City's Zoning By-law 569-2013 may be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

### **Design Guidelines**

The following design guideline(s) will be used in the evaluation of this application:

- Avenues and Mid-Rise Buildings Study and Mid-rise Performance Standards Addendum;
- Bird Friendly Design Guidelines; and
- Growing Up: Planning for Children in New Vertical Communities.

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

## **Site Plan Control**

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

## **COMMENTS**

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### **Reasons for the Application**

A Zoning By-law Amendment application is required in order to permit the proposed 9-storey mixed-use building. The amendment is required in order to implement site-specific development standards to regulate the proposal for items such as but not limited to: height, density, and parking.

### **ISSUES TO BE RESOLVED**

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

### **Provincial Policies and Plans Consistency/Conformity**

Staff are evaluating this application for consistency with the PPS (2014) and conformity with the A Place to Grow Plan (2019) which came into effect on May 16, 2019.

Given the explicit link between Provincial Policy and the Official Plan, consistency and conformity with the PPS (2014), and A Place to Grow Plan (2019) will be largely determined by conformity with the Official Plan.

### **Official Plan Conformity**

The Official Plan designates the site as *Mixed Use Areas* as shown on Land Use Map 17. *Mixed Use Areas* encourage developments with a range of uses while providing built form criteria to protect the existing planned and built context and providing proper transitions to the lower scale *Neighbourhoods* designation.

Planning staff are reviewing the application for conformity with the Official Plan policies including the Yonge-Eglinton Secondary Plan and the policies of OPA 405 (Midtown in Focus).

### **Built Form, Planned and Built Context**

Staff are assessing the suitability of the proposed height, density, and massing and other built form criteria based on Section 2 q. and r. of the *Planning Act*; the A Place to Grow Plan (2019); the City's Official Plan policies; and Design Guidelines, including the Avenues and Midrise Buildings Study, and the Mid-Rise Building Performance Standards and Addendum.

The following issues have been identified:

- The appropriateness of the proposed midrise building's height and massing, including stepbacks, rear angular plane adherence and front angular plane guidelines;
- Appropriate relationships to adjacent properties, including rear and side yard setbacks and the resulting separation distance from adjacent buildings;
- Providing proper transition in scale and limiting negative impacts to the adjacent *Neighbourhoods* to the east;
- Appropriateness of the proposed north facing 9-storey blank wall above the sixth storey, and south facing 9-storey wall containing windows;
- Requirement for sun/shadow studies which differentiate between March and September 21st in order to better assess shadowing impacts of the proposed built form;
- Suitability of the proposed 2 ground floor retail units, including meeting minimum floor-to-ceiling heights of 4.5 metres, sufficient area and depth, prominence and visibility;
- Rhythm of entrances and retail units;
- Integration of existing heritage building into the proposed development; and
- Yonge Street public realm improvements including setbacks and streetscaping.

### **Tree Preservation**

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The applicant has submitted a Tree Inventory and Preservation Plan which are currently under review by City staff. The report concludes that both trees on and within 6 metres of the subject site can be saved provided appropriate tree protection measures are installed prior to development. No new street trees are proposed. Staff will assess the appropriateness of the applicant's proposal and tree protection measures.

### **Amenity Space/Unit Mix and Housing**

Staff are evaluating the proposal against current amenity space requirements and council direction with respect to a full range of housing types including the proposed outdoor amenity space in terms of amount and suitable location, and the proposed sizes of units to allow for a broad range of households, including families with children.

### **Archaeological Assessment**

An archaeological resource assessment identifies and evaluates the presence of archaeological resources also known as archaeological sites. An Archaeological Assessment was submitted and is currently under review by City staff.

### **Heritage Impact & Conservation**

The northern portion of the site is comprised of 2581 Yonge Street which is a three-storey building, erected in the early 1920's, currently within the City of Toronto's

Heritage Register. The site is also adjacent to 2583 Yonge Street to the north which is listed within the Heritage Register and part of the continuous building fabric that is shared with 2581 Yonge Street.

Staff are reviewing the Heritage Impact Assessment (HIA) Report submitted with the application and evaluating whether the application will have an impact on cultural heritage resources and whether the proposed conservation strategy is appropriate, including retention of a continuous building fabric along Yonge Street.

### **Infrastructure/Servicing Capacity**

Staff are reviewing the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, community services and facilities, etc.) to accommodate the proposed development.

The applicant has submitted a Functional Servicing and Stormwater Management Report, a Hydrogeological Report, and a Geotechnical Report, to evaluate the effects of the development on the City's municipal servicing infrastructure and identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure, necessary to provide for adequate servicing to the proposed development. These studies are currently under review by staff.

A Transportation Impact Study was submitted by the applicant to evaluate the effects of the development on the transportation system, and to suggest any transportation improvements if necessary, to accommodate the travel demands and impacts generated by the development. The study is currently under review by staff.

Staff will assess the appropriateness of the proposed loading/garbage storage facilities.

### **Toronto Green Standard**

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through Zoning By-law Amendments, Site Plan Agreements or Registered Plan of Subdivision.

Staff are reviewing the TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures.

## **Other Matters**

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

## **CONTACT**

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## **SIGNATURE**

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Joe Nanos, Director  
Community Planning, North York District

## **ATTACHMENTS**

### **City of Toronto Drawings**

- Attachment 1: 3D Model of Proposal in Context (North East View)
- Attachment 2: 3D Model of Proposal in Context (South West View)
- Attachment 3: Location Map
- Attachment 4: Site Plan
- Attachment 5: Official Plan Map
- Attachment 6: Secondary Plan Map (Yonge-Eglinton Secondary Plan)
- Attachment 7: Secondary Plan Map (OPA 405)
- Attachment 8: Application Data Sheet



Attachment 1: 3D Model of Proposal in Context (North East View)

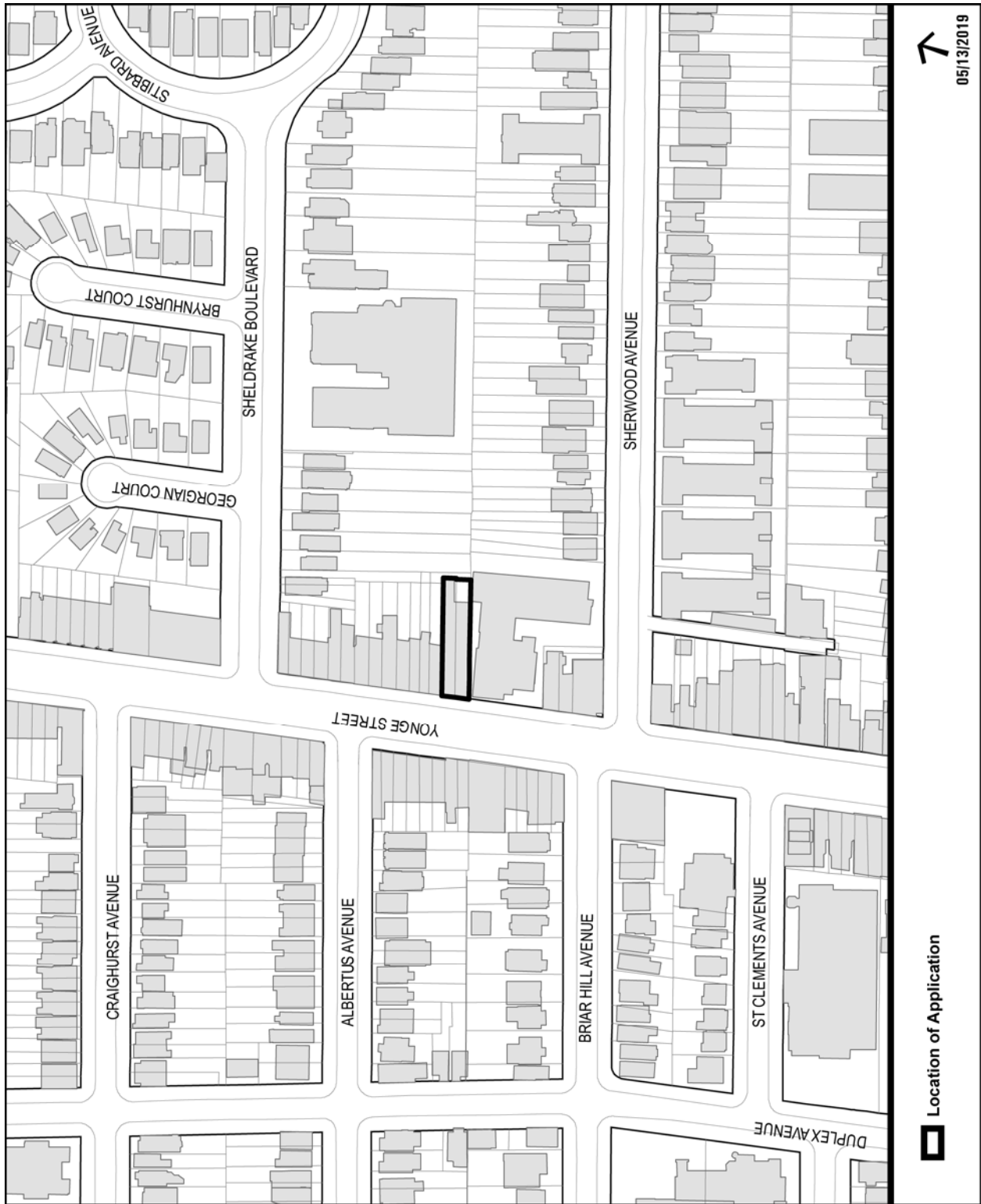


View of Applicant's Proposal Looking Northeast

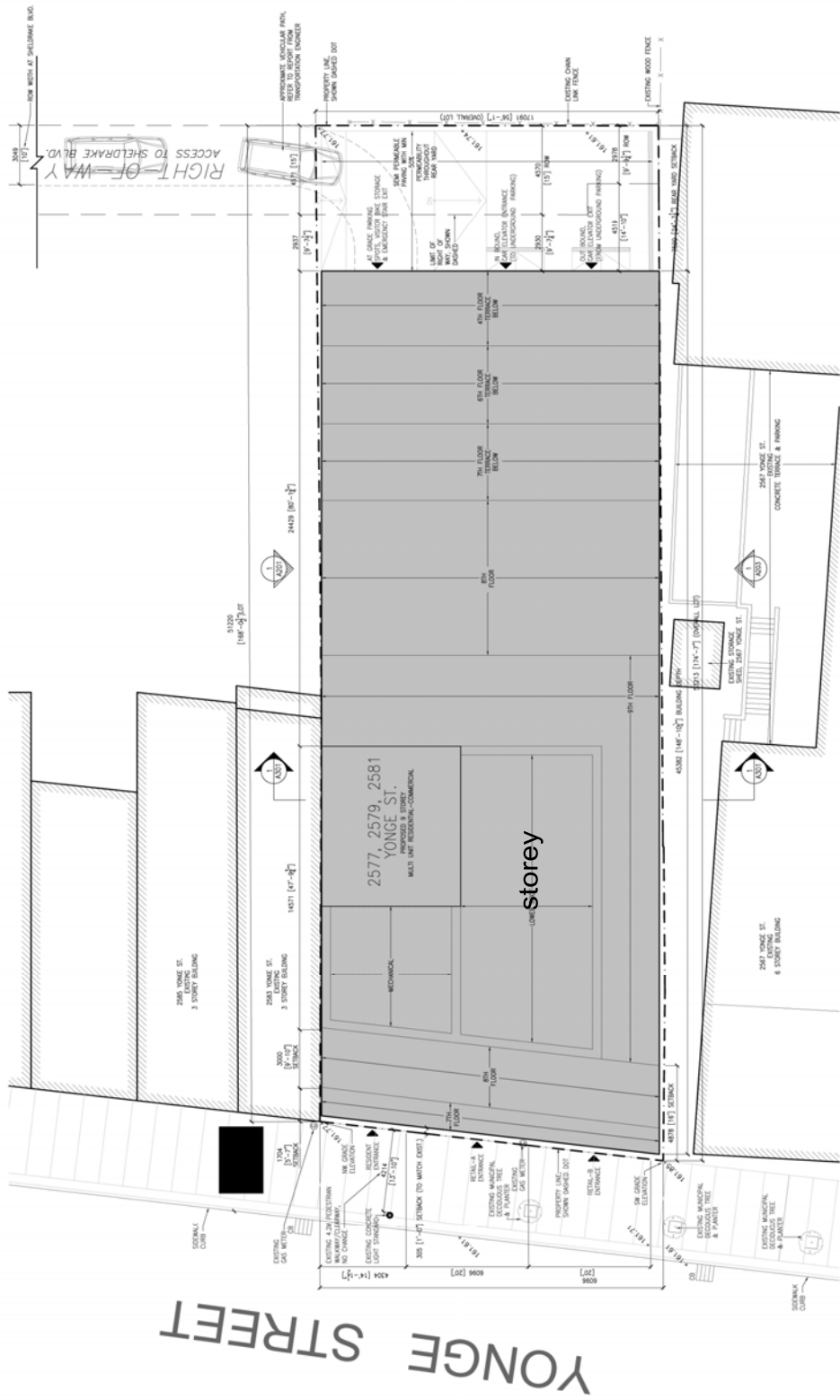
Attachment 2: 3D Model of Proposal in Context (South West View)



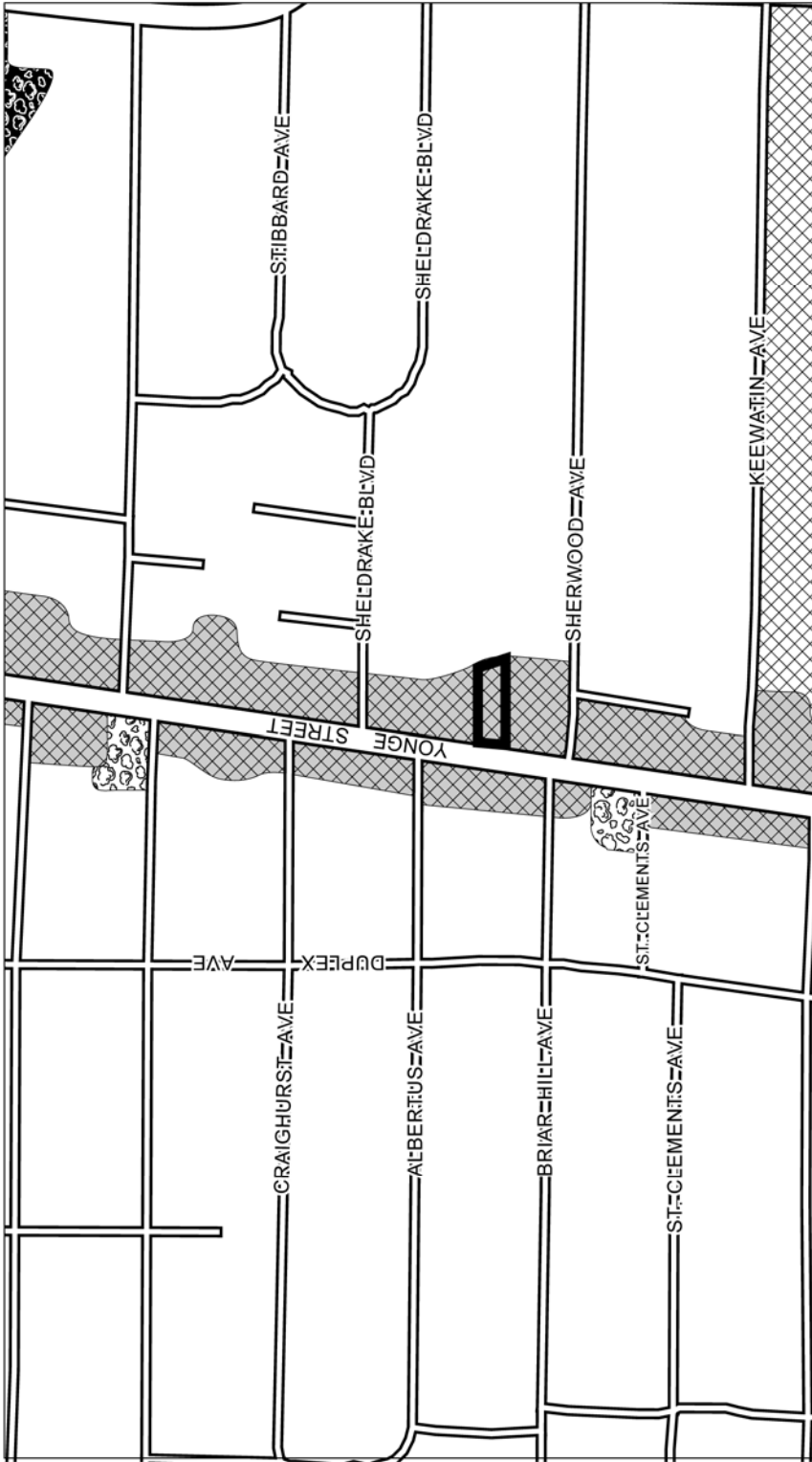
Attachment 3: Location Map



# Attachment 4: Site Plan



Site Plan



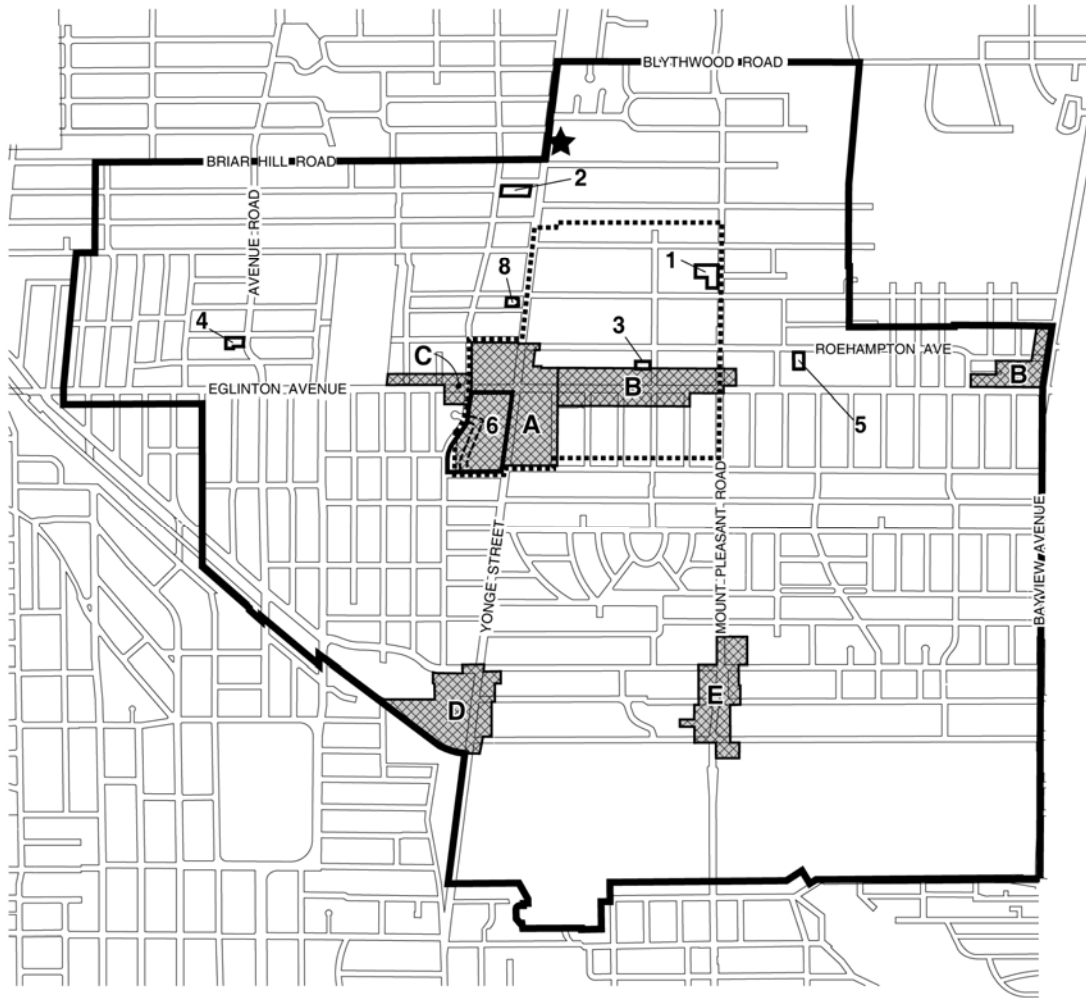
**Toronto**  
**Official Plan Land Use Map #17**  
**2577 - 2581 Yonge Street**

File # 19 142481 MNY 15 0Z

- Location of Application
- Neighbourhoods
- Apartment Neighbourhoods
- Mixed Use Areas
- Parks & Open Space Areas
- Natural Areas
- Parks

↑  
 Not to Scale  
 05/14/2019

Attachment 6: Secondary Plan Map (Yonge-Eglinton Secondary Plan)



Not to Scale 



Yonge-Eglinton Secondary Plan

MAP 21-1 Land Use Plan

-  Site
-  Secondary Plan Boundary
-  Yonge-Eglinton Centre
-  Mixed Use Areas
-  Site and Area Specific Policies
-  Proposed Road

July 2014

Attachment 7: Secondary Plan Map (OPA 405)



**Toronto** Yonge-Eglinton Secondary Plan  
MAP 21-4 Land Use Plan

Not to Scale ↗

Secondary Plan Boundary	Mixed Use Areas "C"	Parks and Open Space Areas - Parks
Site	Apartment Neighbourhoods	Land Use Designations per the Official Plan
Mixed Use Areas "A"	Neighbourhoods "A"	
Mixed Use Areas "B"	Neighbourhoods "B"	

## Attachment 8: Application Data Sheet

Municipal Address: 2577 YONGE ST Date Received: April 18, 2019

Application Number: 19 142481 NNY 15 OZ

Application Type: OPA / Rezoning, Rezoning

Project Description: 9 storey mixed use building with residential apartment units and accessory amenity space in the second to ninth levels and two commercial retail units in the first level fronting onto Yonge St.

Applicant	Agent	Architect	Owner
WND Associates Ltd.	WND Associates Ltd.	Paul Raff Studio	2376052 Ontario Inc.

### EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision:

Zoning: CR 3.0 (c2.0; r2.5) SS2 (x2422) Heritage Designation: Yes

Height Limit (m): 16 Site Plan Control Area: Yes

### PROJECT INFORMATION

Site Area (sq m): 891 Frontage (m): 17 Depth (m): 52

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	590		652	652
Residential GFA (sq m):			4,095	4,095
Non-Residential GFA (sq m):	1,250		189	189
Total GFA (sq m):	1,250		4,284	4,284
Height - Storeys:	3		9	9
Height - Metres:	11		34	34

Lot Coverage Ratio (%): 73.15 Floor Space Index: 4.81



Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	4,095	
Retail GFA:	189	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			13	13
Other:				
Total Units:			13	13

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:				2	11
Total Units:				2	11

Parking and Loading

Parking Spaces:	29	Bicycle Parking Spaces:	23	Loading Docks:	0
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