

985 Woodbine Avenue and 2078, 2086, 2100, 2102 and 2106 Danforth Avenue – Official Plan and Zoning Amendment Applications – Preliminary Report

Date: April 4, 2019

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward 19 - Beaches-East York

Planning Application Number: 19 122810 STE 19 OZ

Notice of Complete Application Issued: April 1, 2019

Anticipated City Council Meeting Date: October 2, 2019

Current Use(s) on Site: 2078 Danforth Avenue is a 2-storey building with non-residential uses; 2086 Danforth Avenue is a 2-storey building with non-residential uses; 2100 Danforth Avenue and 985 Woodbine Avenue include a one-storey building with non-residential uses (grocery store) and residential units on a second floor; 2102-2104 Danforth Avenue is a 2-storey building with non-residential uses on the ground floor and residential uses on the second floor; and 2106 Danforth Avenue is a 3-storey building with non-residential uses on the ground floor and residential uses on the second and third floors.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for a mixed-use development located at 985 Woodbine Avenue and 2078, 2086, 2100, 2102 and 2106 Danforth. 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

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 985 Woodbine Avenue and 2078, 2086, 2100, 2102 and 2106 Danforth 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

The recommendations in this report have no financial impact.

ISSUE BACKGROUND

Application Description

This application proposes to amend the Official Plan and the Zoning By-law for the property at 985 Woodbine Avenue and 2078, 2086, 2100, 2102 and 2106 to permit two buildings. Building A is a 15 storey (48.5 metres including mechanical penthouse) mixed-use building with retail at grade and residential units above, fronting on Danforth Avenue and Woodbine Avenue. Building B is a 9 storey (32 metres, excluding mechanical penthouse) residential building with frontage on Strathmore Boulevard and Cedarvale Avenue. Together, a total of 402 residential units are proposed: 58 studio (14.4%), 223 one-bedroom (55.5%), 107 two-bedroom (26.6%), and 14 three-bedroom (3.5%). The proposal has a total gross floor area (GFA) of 33,155.9 square metres (31,057 square metres of residential GFA and 2,098.9 square metres of non-residential GFA). The floor space index (FSI) of the proposed development is 4.88 times the area of the lot.

The proposal also includes two levels of underground parking. A total of 264 vehicular parking spaces are proposed (126 residential parking spaces for Building A, 64 residential parking spaces for Building B, and 67 retail parking spaces). A total of 418 bicycle parking spaces are proposed, 363 spaces for residents, 40 spaces for visitors and 15 spaces for the retail uses. In terms of amenity space, Building A proposes 524 square metres of indoor amenity space and 527 square metres of outdoor amenity space and Building B proposes 557 square metres of indoor amenity space and zero square metres of outdoor amenity space.

A total of 14 rental dwelling units currently exist on the subject site and would be demolished. One 2-bedroom unit exists at 2100 Danforth Avenue; one 2-bedroom exists at 2102 Danforth Avenue; and twelve 1-bedroom units exist at 2106 Danforth Avenue.

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 and Attachments 4-8 for the site plan and elevations.

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: the Growth Plan for the Greater Golden Horseshoe (2017) 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.

Toronto Official Plan Policies

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 current application is located on lands shown as *Mixed Use Areas* on Map 20 of the Official Plan.

Official Plan Amendment 420 (Danforth Avenue Planning Study)

Site and Area Specific Policy 552 (SASP 552) under Official Plan Amendment 420 (OPA 420) was the result of the Danforth Avenue Planning Study. The subject site falls within the boundaries of OPA 420.

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. On July 23, 2018, City Council adopted Official Plan Amendment 420 with respect to Phase 1 of the Danforth Avenue Planning Study, applying to Danforth Avenue from Coxwell Avenue to Victoria Park Avenue. City Council's decision can be accessed online at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE34.22>

The Danforth Avenue Planning Study was a multi-disciplinary review conducted as a comprehensive and integrated planning study. The study reviewed 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.

SASP 552 includes site-specific development criteria for lands adjacent to the Woodbine TTC station, which would apply to the subject site. The site-specific development criteria call for a mix of residential and non-residential gross floor area, a public open space, wider sidewalks, a midblock connection and that maximum building height would be determined through a comprehensive development review process.

At its meeting on July 23, 2018, City Council adopted OPA 420. However, OPA 420 was appealed to the Local Planning Appeal Tribunal. The applicant is one of two appellants on OPA 420. While not yet in-force, OPA 420 is Council-adopted and was the result of a lengthy planning study and public consultation.

Zoning By-laws

Former City of Toronto Zoning By-law 438-86

The site is split into two zoning categories. The properties at 985 Woodbine Avenue and 2078 to 2106 Danforth Avenue are zoned MCR (Main Streets Commercial Residential) T3.0 C2.0 R2.5 under Zoning By-law 438-86, which permits a maximum density of 3 times the area of the lot and a maximum height of 14 metres. This zoning category permits 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. The southeastern portion of 985 Woodbine Avenue shares this zoning category; however, the northeastern portion of 985 Woodbine Avenue, where an existing surface parking lot is located, is zoned R2 Z0.6 under Zoning By-law 438-86, which permits a maximum density of 0.6 times the area of the lot and a maximum height of 10 metres. This zoning category permits a wide range of residential uses such as apartment buildings, detached and semi-detached dwellings, row houses, duplexes and triplexes.

Citywide Zoning By-law 569-2013

As with Zoning By-law 438-86, the site is split into two zoning categories. The properties at 985 Woodbine Avenue and 2078-2106 Danforth Avenue are zoned CR (Commercial Residential) 3.0 (c2.0; r2.5) SS2 (x2219) under Zoning By-law 569-2013, which permits a maximum density of 3 times the area of the lot and a maximum height of 14 metres. This zoning category permits 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. The southeastern portion of 985 Woodbine Avenue shares this zoning category; however, the northeastern portion of 985 Woodbine Avenue, where an existing surface parking lot is located, is zoned R (d0.6)(x322) under Zoning By-law 569-2013, which permits a maximum density of 0.6 times the area of the lot and a maximum height of 10 metres. This zoning category permits a wide range of residential uses such as apartment buildings, detached and semi-detached dwellings, row houses, duplexes and triplexes.

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
- Tall Building Design Guidelines

- Growing Up: Planning for Children in New Vertical Communities
- Danforth Avenue Urban Design Guidelines (currently in draft)

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.

Rental Housing Demolition and Conversion By-law

The applicant has submitted an application for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code for the demolition of the existing rental housing units, as the lands subject to the application contain six or more residential units, of which at least one is rental. As per Chapter 667-14, a tenant consultation meeting will be held to review the impact of the proposal on tenants of the residential rental property and matters under Section 111.

The proposal includes 14 existing rental units which are proposed to be demolished and replaced in the new development (12 one-bedroom units and 2 two-bedroom units). The applicant provided a Housing Issues Report.

COMMENTS

Reasons for the Application

The applicant has submitted an Official Plan Amendment that seeks to amend the site-specific development criteria that apply to sites adjacent to the Woodbine TTC station in SASP 552. Currently the proposal does not meet the following site-specific criteria laid out in SASP 552 for this site:

- the development will include a minimum land-use mix of 80% residential gross floor area and 20% non-residential (commercial and office) gross floor area;
- the development will include a Privately-Owned Publicly Accessible Space (POPS); and
- the development will provide a mid-block pedestrian connection within the site to provide convenient pedestrian access to Woodbine TTC station from Danforth Avenue.

The applicant's planning rationale states that this Official Plan Amendment is filed "out of an abundance of caution" and sets out a set of new site-specific development criteria that would permit the development proposal.

The Zoning Amendment application proposes to amend Zoning By-laws 438-86 and 569-2013 to vary performance standards including: building height, density, setbacks, and parking, amongst other areas of non-compliance. For example, Building A proposes Staff Report for Action - Preliminary Report - 985 Woodbine Avenue and 2078, 2086, 2100, 2102 and 2106 Danforth Avenue

a height of 48.5 metres and a density of 3.06 times the area of the lot whereas the maximum height allowed in the zoning by-law would be 14 metres and the maximum density in the zoning by-law would be 3 times the area of the lot. Building B proposes a height of 32 metres and a density of 1.51 times the area of the lot whereas the maximum height allowed in the zoning by-law would be 10 metres and the maximum density in the zoning by-law would be 0.6 metres the area of the lot.

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

The PPS requires that provisions be made for an appropriate mix and range of employment opportunities to provide a diversified economic base. This policy also encourages intensification and redevelopment opportunities through a more compact building form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

The Growth Plan (2017) establishes minimum density targets within strategic growth 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.

The development proposal is within 500 metres of Woodbine TTC station. The Growth Plan 2017 contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

Staff are evaluating this application for consistency with the PPS (2014) and conformity with the Growth Plan (2017). Given the explicit link between Provincial Policy and the Official Plan, consistency and conformity with the PPS (2014) and Growth Plan (2017) will be large determined by conformity with the Official Plan.

Official Plan Conformity

Staff will evaluate this application against the policies of the Official Plan to determine the application's conformity to the Official Plan, including the Danforth Avenue Site and Area Specific Policy 552, which is not yet in force, but has been adopted by Council. A key aspect of this review will include the mix of land uses as well as the appropriateness of the applied for Official Plan Amendment.

Built Form, Planned and Built Context

Staff will assess the suitability of the proposed height, massing and other built form issues based on Section 2 d), h), i), j), p), q), and r) of the Planning Act; the PPS (2014) and Growth Plan (2017); and the City's Official Plan policies and relevant urban design guidelines.

The current proposal utilizes angular planes and setbacks to limit shadow impacts and provide for a transition to lower-scaled buildings that are designated *Neighbourhoods*. The shadow impacts and angular planes will be assessed as part of the review of this application. However, the current proposal distributes the height and density in a manner that does not properly frame the street and its exterior façade is not massed or designed to fit harmoniously into the existing and/or planned context (Official Plan Section 3.1.2 Policies 1 and 3). In its current massing and design, the proposal is not supportable and will require significant revisions to achieve a better design.

Staff will assess:

- the appropriate building height and massing given the existing and planned context and the direction of SASP 552;
- appropriate height, mass and scale of the base buildings and the floors above;
- the appropriate relationship of the proposed buildings with the low-rise residential neighbourhood to the north, including an evaluation of angular planes;
- shadowing and wind impacts;
- potential for negative light, view and privacy impacts to adjacent and nearby properties as well as impacts to the public realm;
- the provision of adequate amenity space, particularly outdoor amenity space, and publicly accessible open space;
- the location and orientation of the buildings in relation to the existing and planned context as well as the public realm (such as appropriate sidewalk width);
- the appropriateness and suitability of the proposed setbacks and setbacks to the potential heritage resources; and
- the appropriateness of integrating new development with the Woodbine TTC station.
- Additional issues may be identified through the review of the application including further review from City divisions and agencies and the public consultation process.

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 an Arborist Report and a Tree inventory and Preservation Plan. There are 19 trees on private property and 7 public trees on public lands. The applicant proposed to remove the 19 private trees and 7 public trees through a tree removal permit. There is one private tree on an adjacent property that will be protected. Forestry staff are reviewing the Arborist Report submitted with the application. Staff will continue to assess the appropriateness of the applicant's proposal and tree replacement plan.

Housing

A Housing Issues Report is required for Official Plan and Zoning By-law Amendment applications that seek to demolish existing rental properties, intensify existing rental sites, convert existing rental housing to condominiums or that propose residential development in excess of five hectares. Staff are assessing the Housing Issues Report and will conduct the appropriate site inspections.

The proposal includes 14 three bedroom units, which is only 3.5% of the total unit mix. The Growing Up Guidelines recommend that new development should provide a minimum of 10% three-bedroom units. Staff will review the application's current unit mix against the Growing Up Guidelines.

The application has been circulated to the Affordable Housing Office to review the appropriateness of providing affordable units on this site.

Heritage Impact & Conservation

Currently, none of the properties on the subject site are on the City's Heritage Register as either listed or designated heritage properties. However, through the Danforth Avenue Planning Study, the final report (dated June 15, 2018) identified 2078 Danforth Avenue and 2086 Danforth Avenue as potential heritage properties. In response to these potential heritage properties, the applicant has provided a Heritage Impact Assessment, which Heritage Preservation Services are reviewing.

Community Services and Facilities

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services.

The timely provision of community services and facilities is as important to the liveability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth is a responsibility shared by the City, public agencies and the development community.

A CS&F Study was submitted with the application and is currently under review. Staff will assess the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support the proposed future population.

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the Planning Act to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title.

The proposal at its current height and density is subject to Section 37 contributions under the Planning Act, should it proceed to approval in some form. Section 37 benefits have not yet been discussed. Potential benefits may include provisions for affordable housing, improvements to parks and the public realm, and improvements to community services and facilities.

Infrastructure/Servicing Capacity

Staff are reviewing the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro) to accommodate the proposed development. The applicant has submitted the following studies and reports which are reviewed by Engineering and Construction Services: Urban Transportation Considerations, Functional Servicing and Stormwater Management Report, Hydrological Review, Geotechnical Investigation Report, Phase One Environmental Site Assessment and Preliminary Contaminant Site Assessment. The reports submitted in support of the development application evaluate the impacts of the proposal on the City's municipal infrastructure.

Proximity to Woodbine TTC Station

The proposal is adjacent to the Woodbine TTC Station. Staff have received correspondence from local residents that City staff, together with the TTC and the applicant, should be exploring opportunities to incorporate and/or integrate the Woodbine TTC Station into the proposed development application. This integration could include proposing additional height and density atop the station or incorporating the entrance of the station with the development proposal. The application has been circulated to the TTC for review and City staff will be exploring this opportunity as part of the review of this application.

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 a Site Plan Agreement or Registered Plan of Subdivision.

The applicant has submitted the Toronto Green Standards Checklist and Statistics Template for Tier 1 performance measures. Staff are reviewing this submission for compliance.

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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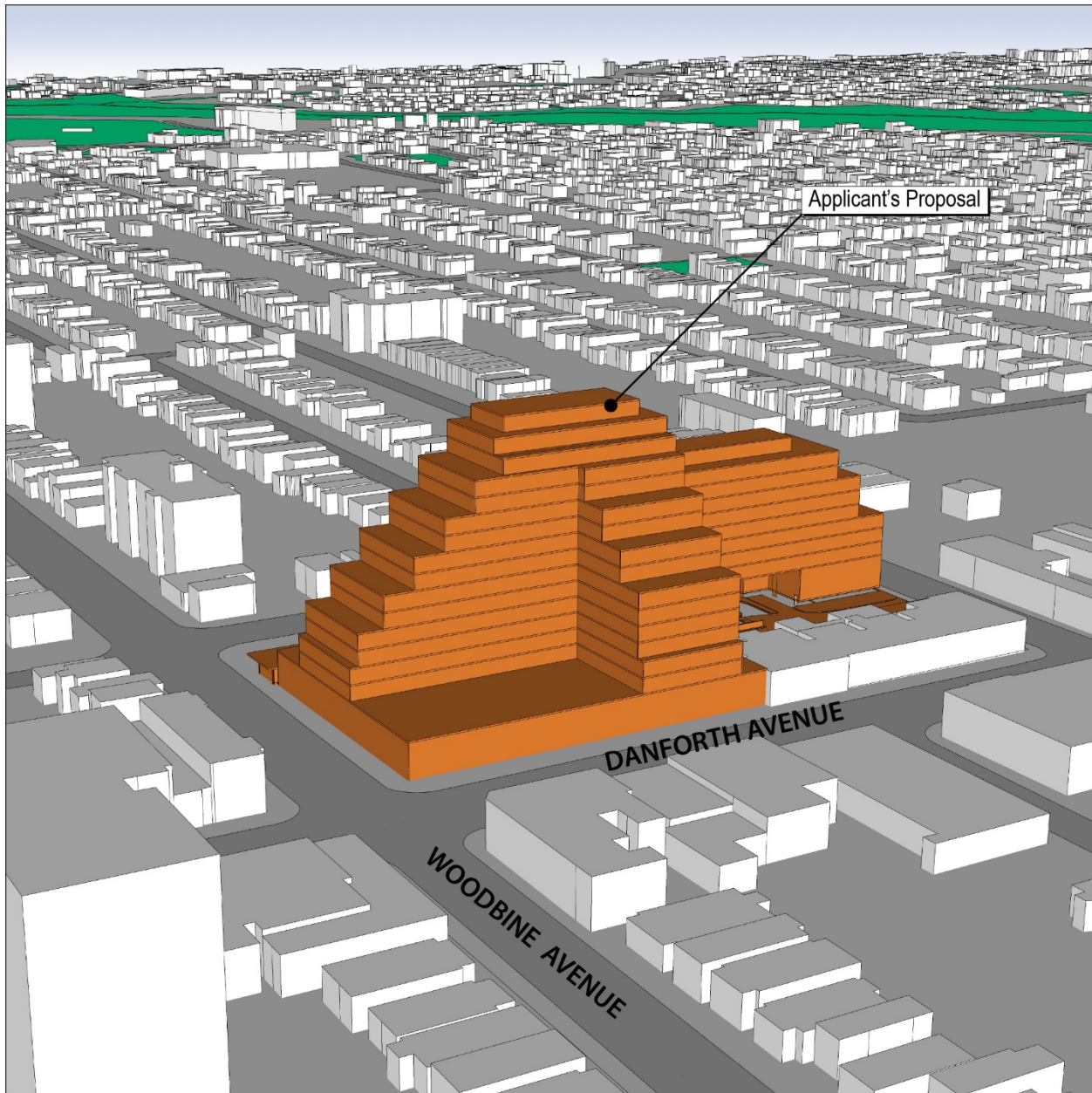
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Lynda H Macdonald, MCIP, RPP, OALA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

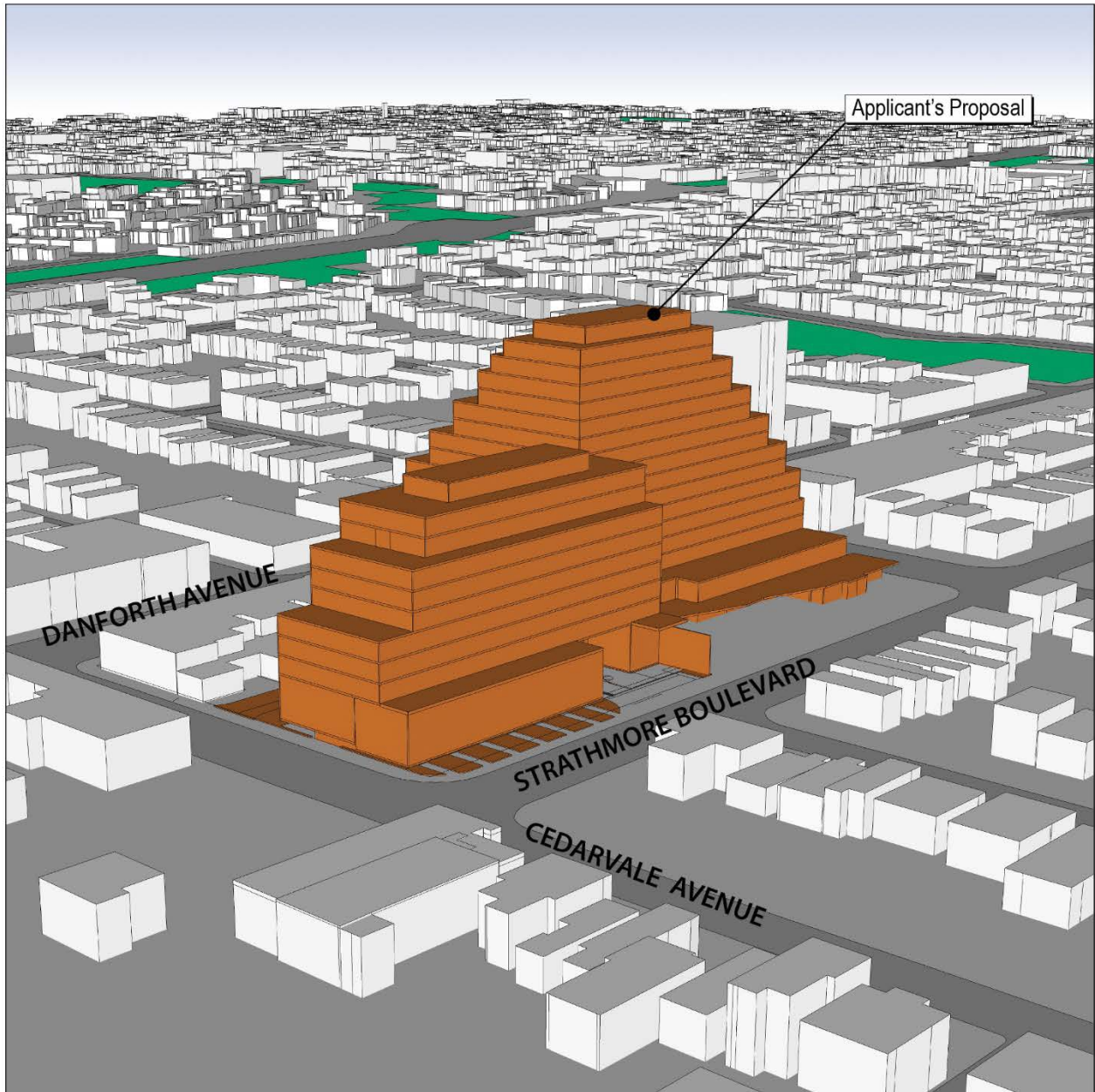
Attachment 1: 3D Model of Proposal in Context
Attachment 2: Location Map
Attachment 3: Official Plan Map
Attachment 4: Site Plan
Attachment 5: North Elevation
Attachment 6: South Elevation
Attachment 7: East Elevation
Attachment 8: West Elevation
Attachment 9: Application Data Sheet

Attachment 1: 3D Model of Proposal in Context



View of Applicant's Proposal Looking Northeast



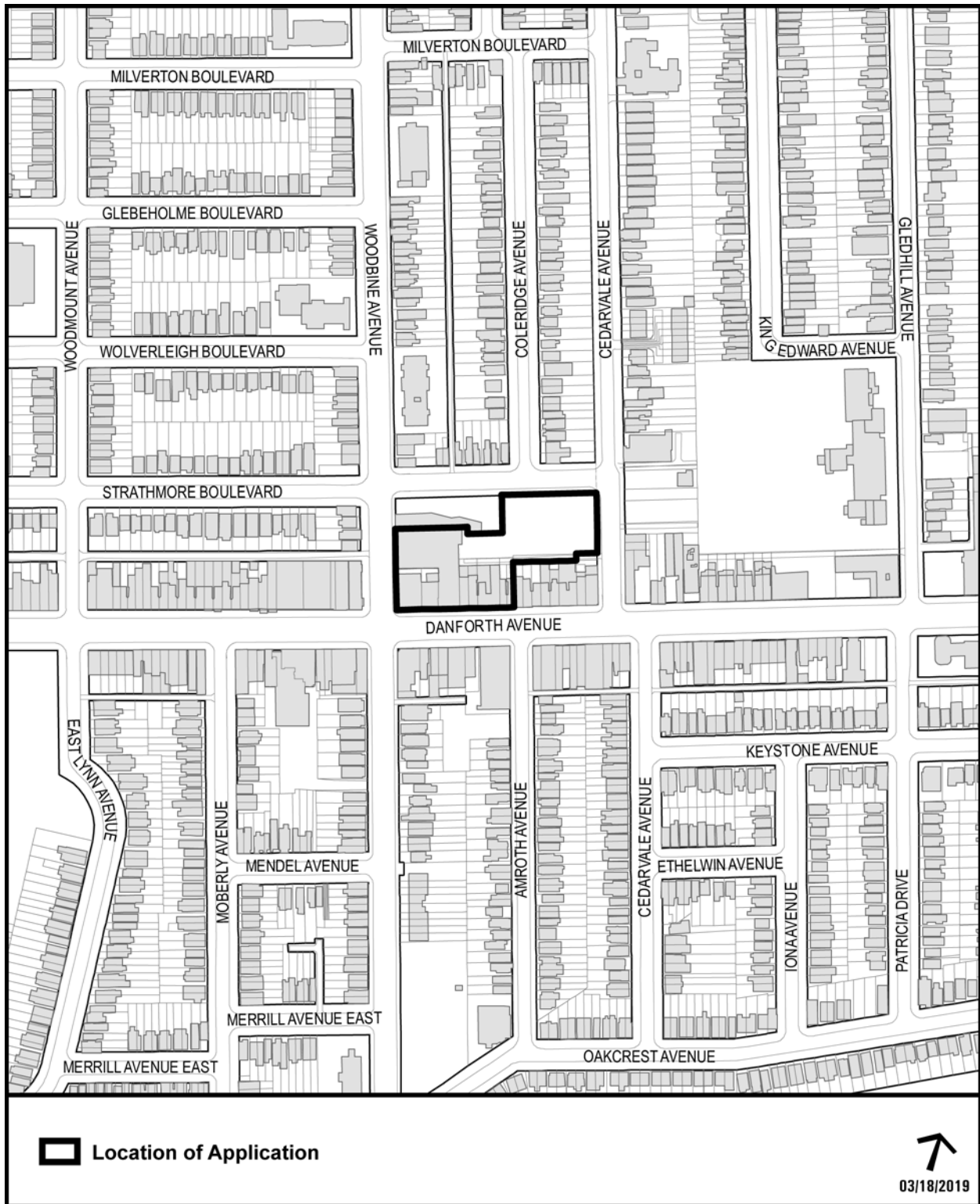


View of Applicant's Proposal Looking Southwest

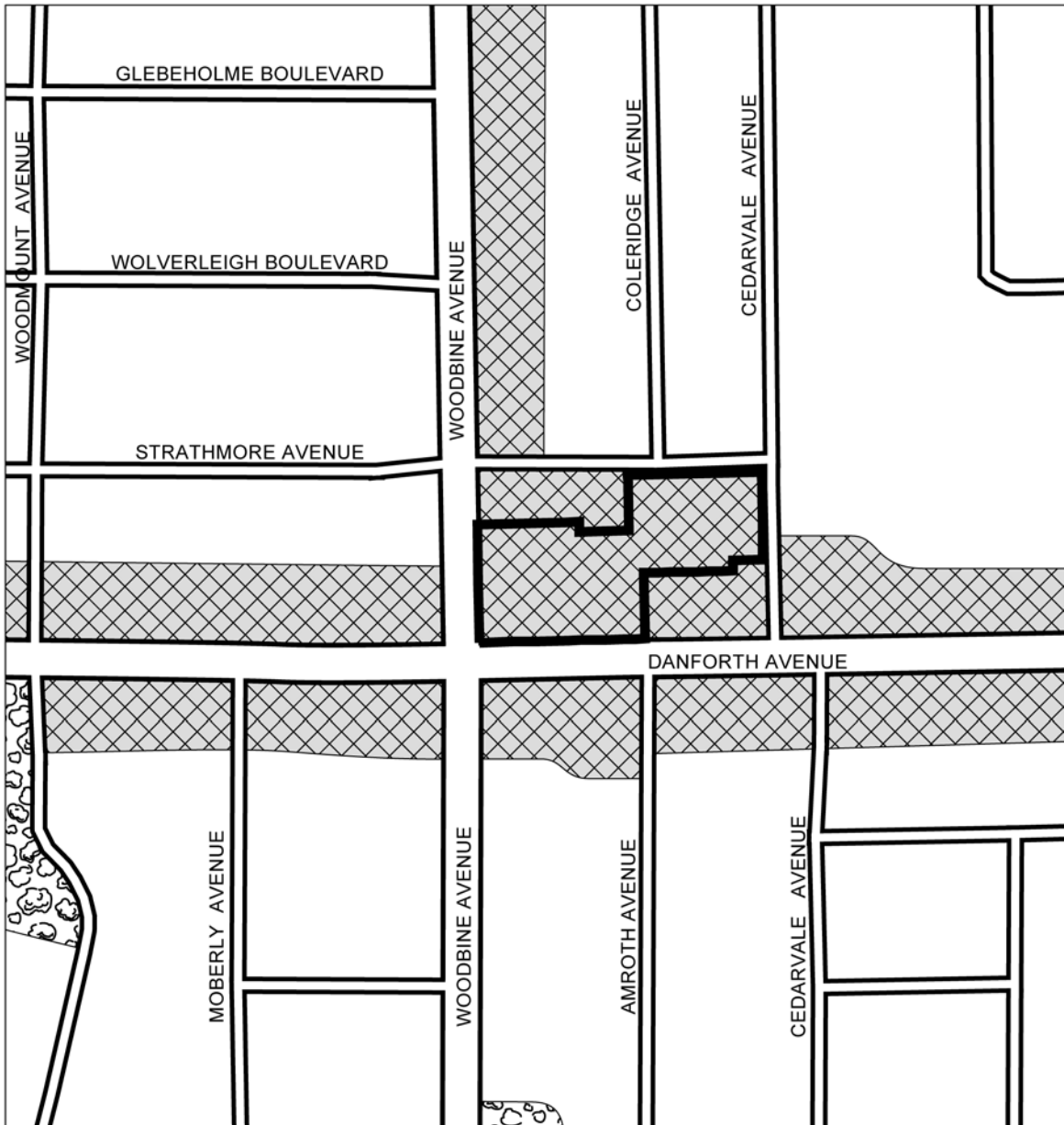


03/21/2019

Attachment 2: Location Map








Attachment 3: Official Plan Map



Official Plan Land Use Map #20

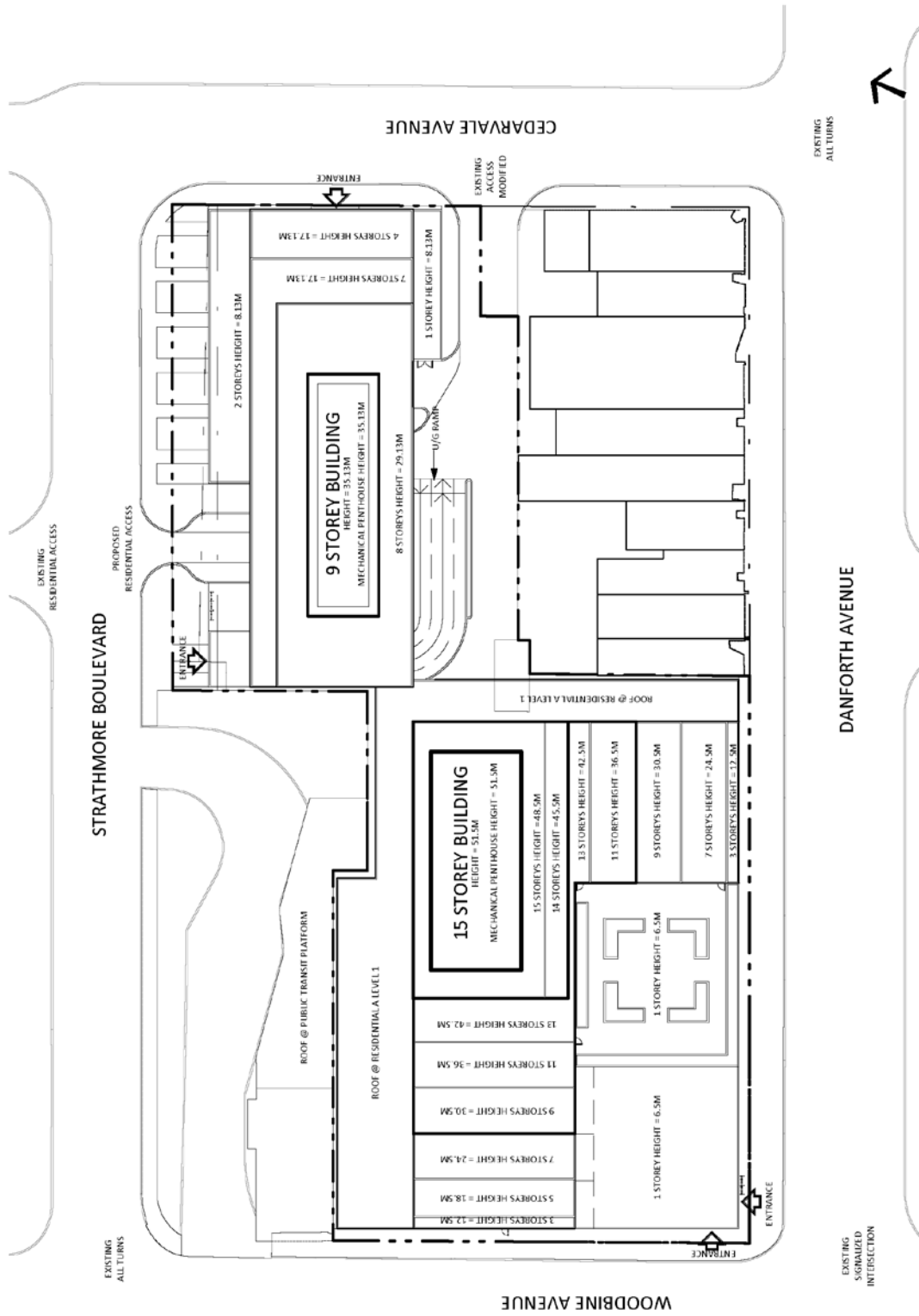
985 Woodbine Avenue

File # 19 122810 STE 19 0Z

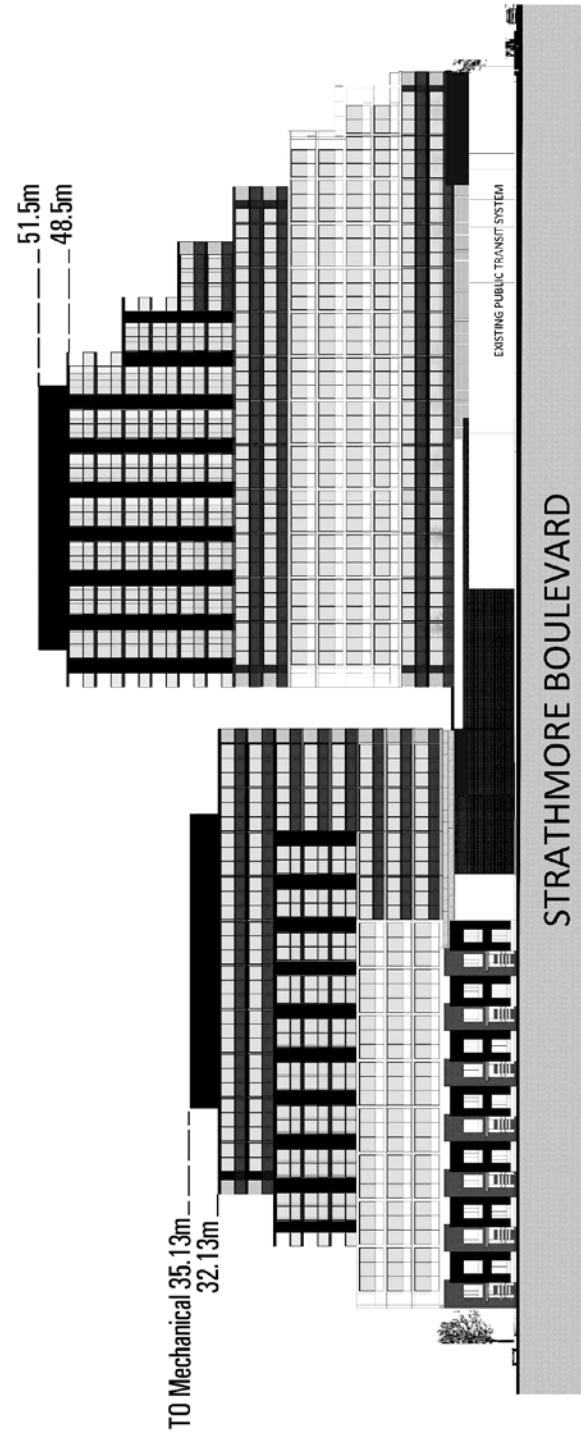
-  Location of Application
-  Neighbourhoods
-  Mixed Use Areas
-  Parks & Open Space Areas
-  Parks

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Not to Scale
03/18/2019

Attachment 4: Site Plan

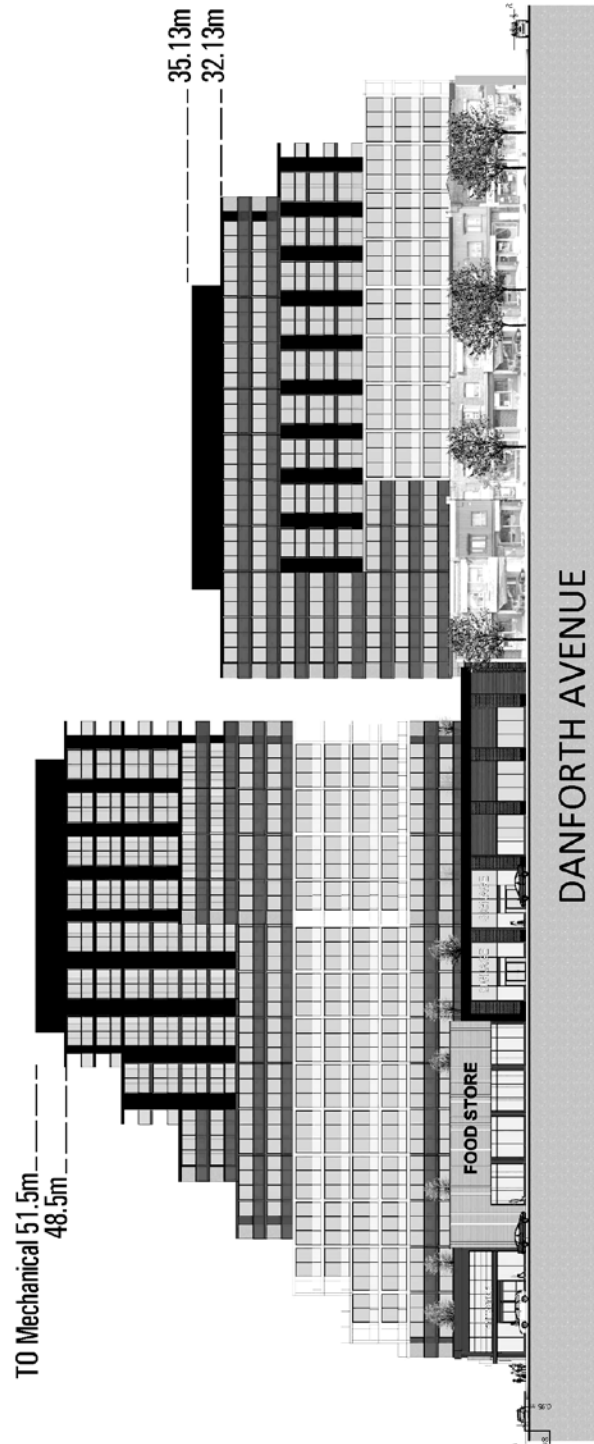


Attachment 5: North Elevation



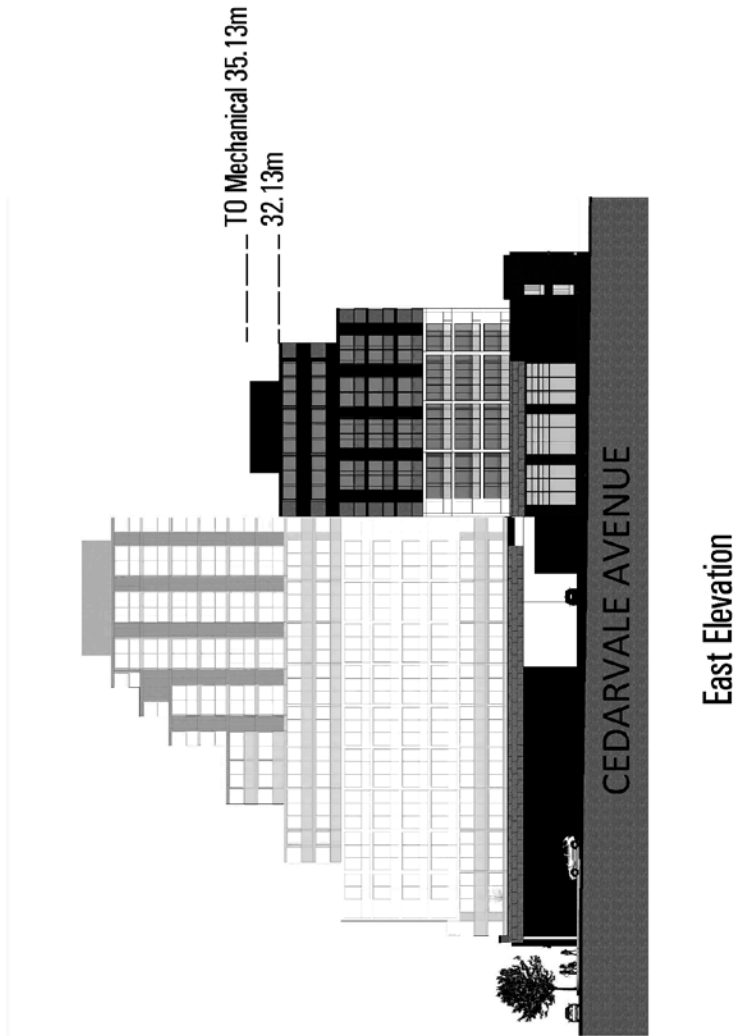
North Elevation

Attachment 6: South Elevation

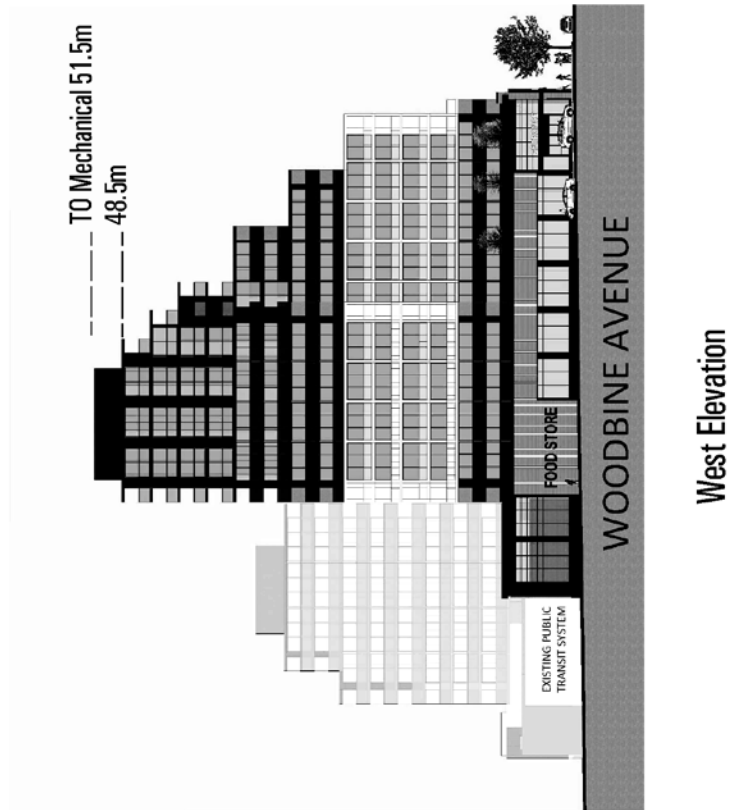


South Elevation

Attachment 7: East Elevation



Attachment 8: West Elevation



Attachment 9: Application Data Sheet

Municipal Address: 985 Woodbine Avenue Date Received: March 7, 2019

Application Number: 19 122810 STE 19 OZ

Application Type: OPA / Rezoning, OPA & Rezoning

Project Description: Official Plan and Zoning By-Law Amendments to permit the redevelopment of the site for a 15-storey (Building A) residential mixed-use building along Danforth Avenue and a 9-storey (Building B) residential building along Strathmore Boulevard, containing approximately 31,057 square metres of residential gross floor area and 2,099 square metres of non-residential gross floor area.

Applicant	Agent	Architect	Owner
2132397 ONTARIO LIMITED	BOUSFIELDS INC.	TURNER FLEISCHER ARCHITECTS INC.	LOBLAW PROPERTIES LIMITED

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: OPA 343

Zoning: MCR T3.0 C2.0 R2.5 Heritage Designation: Potential

Height Limit (m): 11 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 6,800 Frontage (m): 136 Depth (m): 76

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	2,410		3,886	3,886
Residential GFA (sq m):	1,120		31,057	31,057
Non-Residential GFA (sq m):	2,934		2,099	2,099
Total GFA (sq m):	4,054		33,156	33,156
Height - Storeys:	3		14	14
Height - Metres:			49	49

Lot Coverage Ratio (%): 57.15 Floor Space Index: 4.88

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	31,057	
Retail GFA:	2,099	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:	14			
Freehold:				
Condominium:			402	402
Other:				
Total Units:	14		402	402

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		58	223	107	14
Total Units:		58	223	107	14

Parking and Loading

Parking Spaces:	264	Bicycle Parking Spaces:	418	Loading Docks:	4
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