

27 Grosvenor Street and 26 Grenville Street – Zoning Amendment Application – Preliminary Report

Date: April 25, 2019

To: Toronto and East York Community Council

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

Ward 13 - Toronto Centre

Planning Application Number: 19 127586 STE 13 OZ

Related Applications: 19 127591 STE 13 SA

Notice of Complete Application Issued: April 22, 2019

Current Use(s) on Site: At 26 Grenville Street, a 2-storey institutional building that formerly housed the Ontario Coroner's Office. At 27 Grosvenor Street, a 3-storey above-ground parking garage.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 27 Grosvenor Street and 26 Grenville Street for two 35- and 50-storey towers connected by an 11-storey podium. 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 27 Grosvenor Street and 26 Grenville 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

The recommendations in this report have no financial impact.

DECISION HISTORY

City Council on October 2, 2017 adopted EX27.15 "Creating 600 Affordable Rental Homes at the West Don Lands and 27 Grosvenor/26 Grenville Sites" authorizing that the affordable housing to be constructed on the lands known as Blocks 8/20 and Blocks 3W, 4W and 7W in the West Don Lands and 27 Grosvenor/26 Grenville Streets, be approved for Open Door incentives including exemption from the payment of development charges, building, planning and parkland dedication fees and charges, and property taxes for the affordability period. The City Council Decision is available here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX27.15>

An application for consent to sever the lands at 27 Grosvenor Street and 26 Grenville Street from the retained lands at 15-25 Grosvenor Street and 32 Grenville Street and create new easements and rights of way was approved by the Committee of Adjustment at its meeting of October 24, 2018, subject to conditions. The owner subsequently appealed certain conditions to the Toronto Local Appeal Board (TLAB). The TLAB Decision and Order (TLAB Case File Number: 18 258367 S53 27 TLAB) issued on March 14, 2019 approved the consent application subject to revised conditions.

ISSUE BACKGROUND

Application Description

This application proposes to amend the Zoning By-law for the property at 27 Grosvenor Street and 26 Grenville Street to permit a new mixed-use building consisting of two residential towers that are 35 and 50 storeys in height (111.5 metres and 159.0 metres, respectively, not including mechanical penthouses) connected by an 11-storey podium (39.0 metres in height). The existing institutional building and parking garage would be demolished.

The building will contain ground-floor retail (395 square metres), daycare space (697 square metres), and 844 residential units (61,483 square metres) for a total density of 16.27 times the area of the lot. The proposed development has 587 market rate and 257 affordable rental units, with the unit mix as follows:

Unit Type	Market Rental Units	Affordable Rental Units	Total Units
Bachelor	14 (1.7%)	N/A	14 (1.7%)
One-Bedroom	237 (28.1%)	99 (11.7%)	336 (39.8%)
Two-Bedroom	275 (32.6%)	103 (12.2%)	378 (44.8%)

Unit Type	Market Rental Units	Affordable Rental Units	Total Units
Three-Bedroom	61 (7.2%)	55 (6.5%)	116 (13.7%)
Total	587 (69.5%)	257 (30.5%)	844 (100%)

A total of 215 parking spaces (112 residential and 103 commercial) in three underground levels and 845 bicycle parking spaces are proposed to support the new development.

See Attachment 1 of this report for a three dimensional representation of the project in context, Attachment 2 for the location map, Attachment 3 for the proposed site plan, and Attachment 5 for the Application Data Sheet.

Detailed project information is found on the City's Application Information Centre at: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>

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 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 current application is located on lands shown within the Downtown and Central Waterfront on Map 2 of the Official Plan and designated Mixed Use Areas on Map 18. See Attachment 4 of this report for the Official Plan map.

Official Plan Amendment 183 - North Downtown Yonge

City Council adopted the North Downtown Yonge Area Specific Policy 382, known as Official Plan Amendment (OPA) 183 at its meeting on November 13, 2013. Parts of

OPA 183 were adopted by the OMB in a Phase I hearing and are in full force and effect, including the majority of the Bay Street Character Area policies and the area-wide policies. Other parts of OPA 183, including the policies related to the Historic Yonge Street HCD, remain under appeal and will be addressed through a Phase II hearing, which is not yet scheduled. The site is located within the Bay Street Character Area.

TOcore: Planning Downtown

City Council adopted the Downtown Plan Official Plan Amendment (OPA 406), as amended, at its meeting of May 22-24, 2018. The Council decision is available here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG29.4>

Further, City Council authorized the City Planning Division to seek provincial approval of the OPA under Section 26 of the Planning Act, and enacted By-law 1111-2018 on July 27, 2018. The By-law is available here: <https://www.toronto.ca/legdocs/bills/2018/bill1109.pdf>

Council has directed staff to use the policies contained within the Downtown Plan to inform evaluation of current and future development applications in the Downtown Plan area while the OPA is under consideration by the Minister. The site is designated Mixed Use Areas 1.

Official Plan Amendment 352 – Updating Tall Building Setbacks Downtown

On October 5-7, 2016, City Council adopted OPA 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal), which provide the detailed performance standards for portions of buildings above 24 metres in height.

Zoning By-laws

The site is zoned CR T7.8 C2.0 R7.8 by the former City of Toronto Zoning By-law 438-86, which permits a wide range of commercial and residential uses with a maximum density of 7.8 times the lot area and a maximum height of 61 metres.

The site is also zoned CR 7.8 (c2.0; r7.8) SS1 (x2358) with a maximum height of 61.0 metres by the City of Toronto Zoning By-law 569-2013.

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 guidelines will be used in the evaluation of this application:

- City-wide Tall Building Design Guidelines;
- Downtown Tall Buildings Vision and Supplementary Design Guidelines;

- North Downtown Yonge Urban Design Guidelines; and
- Draft Growing Up Urban Design Guidelines.

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 been submitted and is currently under review.

COMMENTS

Reasons for the Application

The Zoning Amendment Application has been submitted in order to permit an increase in the overall height and density on the site and to modify various performance standards including the minimum tall building setbacks and tower separation distances and parking standards.

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

Section 2 of the *Planning Act* requires municipalities to have regard for matters of provincial interest, including: the protection of ecological systems, including natural areas, features and functions; conservation of features of significant architectural, cultural, historical, archaeological or scientific interest; the appropriate location of growth and development; the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and the promotion of a built form that is well designed, encourages a sense of place, and provides for public spaces that area of high quality, safe and accessible, attractive and vibrant.

The application will be evaluated against the PPS and the Growth Plan to establish the application's consistency with the PPS and conformity to the Growth Plan, including but not limited to whether: the proposal makes efficient use of land and resources, infrastructure and public facilities; the proposal is directed at an appropriate location; appropriate development standards are promoted which facilitate compact form; the proposal adequately conserves significant built heritage resources and cultural heritage landscapes; and the proposal represents an appropriate type and scale of development and transition of built form to adjacent areas.

Official Plan Conformity

The Official Plan designates the site as Mixed Use Areas in the Official Plan and locates it within the Bay Street Character Area of SASP 382 for North Downtown Yonge. The Mixed Use Areas designation permits a range of residential, commercial, office and institutional uses, which are subject to development criteria to ensure an appropriate built form is achieved. SASP 382 also contains area-wide policies in related to parks and open space and the public realm that will be considered when reviewing this application.

- Planning staff are reviewing the application for conformity with the Official Plan policies.

Built Form, Planned and Built Context

Staff are reviewing the suitability and appropriateness of the proposed height and massing and other built form criteria based on Section 2(d), (j), (q) and (r) of the *Planning Act*; the PPS (2014); the Growth Plan (2017); the City's Official Plan policies; and Design Guidelines.

Staff have identified the following issues that require further assessment:

- The proposed north tower setbacks of 0.3 metres and 9.0 metres from the eastern and western property lines, respectively; and the proposed south tower setbacks of 7.2 metres and 7.1 metres from the eastern and western property lines, respectively. A minimum tower setback of 12.5 metres from the property line is set out in the City's Tall Building Guidelines and OPA 352 and the associated zoning by-laws.
- The tower separation distances between the proposed north tower and the existing buildings at 25 Grosvenor Street (to the east) and 37 Grosvenor Street (to the west); and the separation distances between the proposed south tower and the existing buildings at 18 Grenville Street (to the east) and 32 Grenville Street (to the west).
- The appropriateness of an 11-storey podium in relation to the surrounding existing and planned context.
- The proposed setbacks and stepbacks to the adjacent Part IV designated property at 32 Grenville Street.
- The appropriateness of balconies projecting within the tower stepback areas.
- The proposed design of the daycare facility.
- The provision of adequate outdoor amenity space.
- The potential shadow impacts on Opera Place Park, Breadalbane Park, and Dr. Lillian McGregor Park. A Shadow Study was submitted and is currently under review by City staff.
- Official Plan policies protect views from the public realm to prominent buildings, structures, landscapes and natural features, including the silhouette views of City Hall, Old City Hall, and St. James Cathedral. A City-initiated Official Plan Amendment is underway to clarify the view protection policies. The most recent status report related to this study contains draft policies and mapping which

includes 27 Grosvenor and 26 Grenville Street among the properties which could potentially be affected by the enhanced view protection policies for Old City Hall. The status report is available online:

<https://www.toronto.ca/legdocs/mmis/2018/te/bgrd/backgroundfile-118130.pdf>

- Appropriate streetscape design including minimum sidewalk widths, landscaping and overall design along Grosvenor Street, Grenville Street, and St. Vincent Lane as informed by the North Downtown Yonge Urban Design Guidelines and existing streetscape plans.
- Wind conditions along adjacent and nearby streets, as well as the proposed amenity spaces of the building and impacts on surrounding properties. A Pedestrian Wind Assessment was submitted and is currently under review by City staff.

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). There are 6 trees within 6 metres of the subject property. The applicant is proposing to protect and preserve the existing trees.

- An Arborist Report, Tree Preservation Plan and Landscape Plans were submitted and are currently under review.

Heritage Impact & Conservation

The subject site is adjacent to three properties designated under Part IV of the *Ontario Heritage Act*: 21 Grenville Street, 23-25 Grenville Street, and 32 Grenville Street.

- A Heritage Impact Assessment was submitted and is currently under review by City staff.

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, etc.

The timely provision of community services and facilities is as important to the livability 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 and is currently under review by City staff. 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.

Infrastructure/Servicing Capacity

The proposed development is to be serviced by connections to the existing watermain and sanitary sewers on Grosvenor Street and Grenville Street. The proposed development will need to meet the requirements of the City of Toronto's Wet Weather Flow Management Guidelines.

The proposed development will need to ensure the discharging of groundwater to the City's sewer system can be adequately supported.

- A Functional Servicing and Stormwater Management Report, Geotechnical Investigation Report, and Hydrogeological Review were submitted and are currently under review by City staff.

Transportation Impacts

A three level underground garage that provides 215 vehicular parking spaces for the development is proposed to be accessed from St. Vincent Lane. Five ground-level loading spaces are also proposed to be accessed from St. Vincent Lane.

- A Transportation Impact Study has been submitted and is under review.

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 is required to meet Tier 1 of the TGS. Performance measures for the Tier 1 development features to be secured through the zoning by-law process include: automobile infrastructure; cycling infrastructure; and storage and collection of recycling and organic waste.

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 will be subject to Section 37 contributions under the *Planning Act*. Section 37 benefits have not yet been discussed. City staff intends to apply Section 37 provisions of the *Planning Act* should the proposal be approved in some form.

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

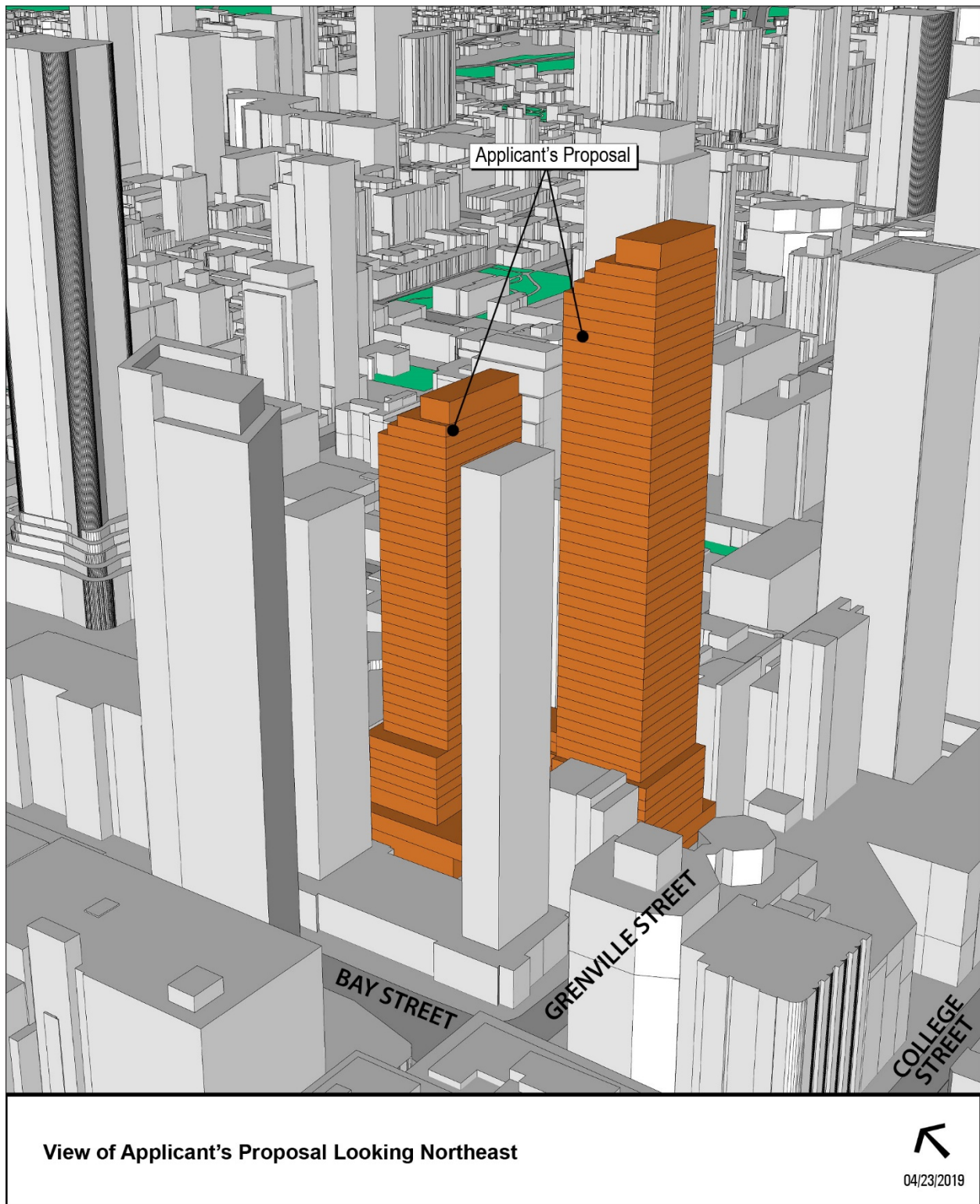
Lynda H Macdonald, MCIP, RPP, OALA,
Director, Community Planning
Toronto and East York District

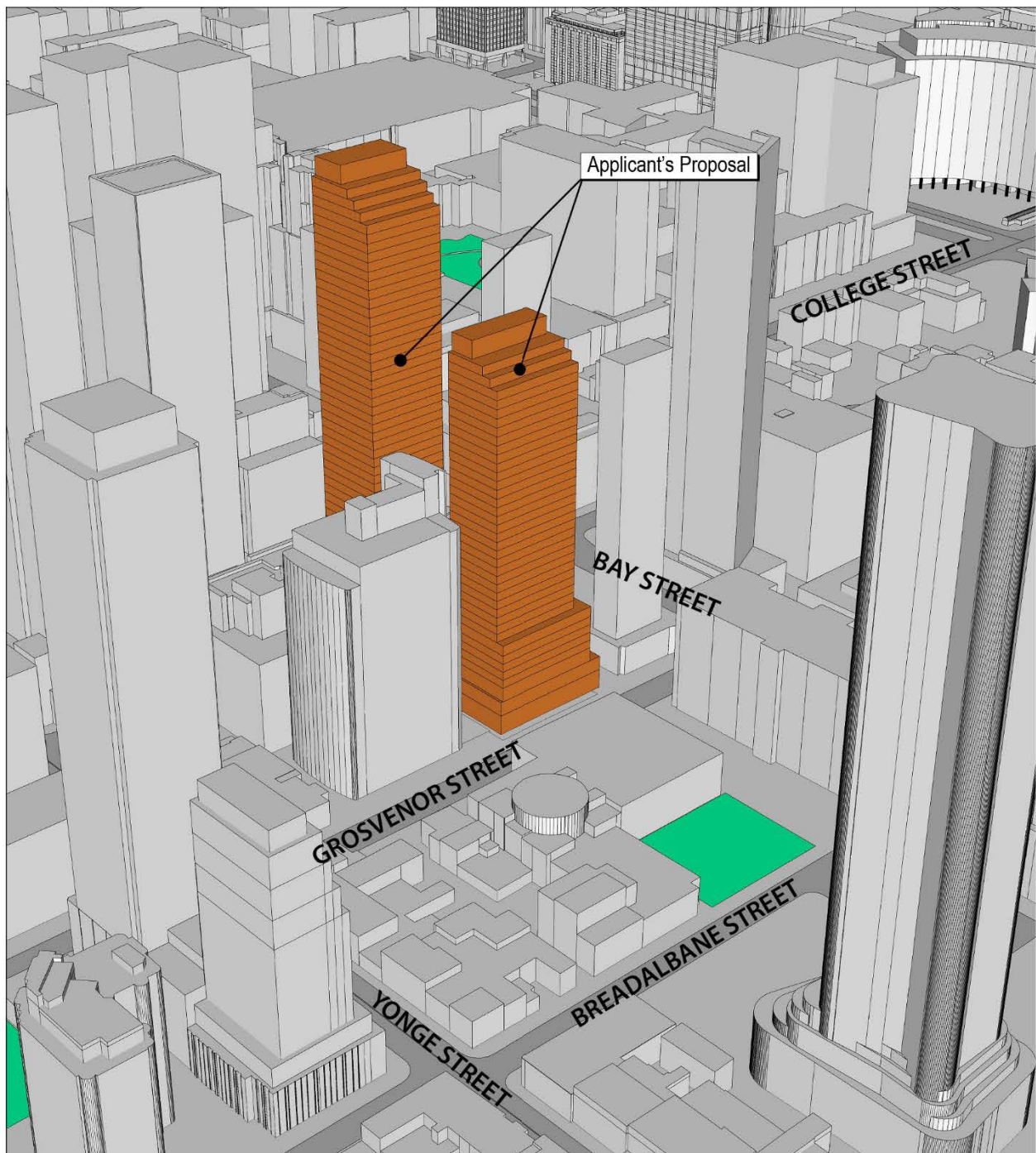
ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context
Attachment 2: Location Map
Attachment 3: Site Plan
Attachment 4: Official Plan Map
Attachment 5: Application Data Sheet

Attachment 1: 3D Model of Proposal in Context



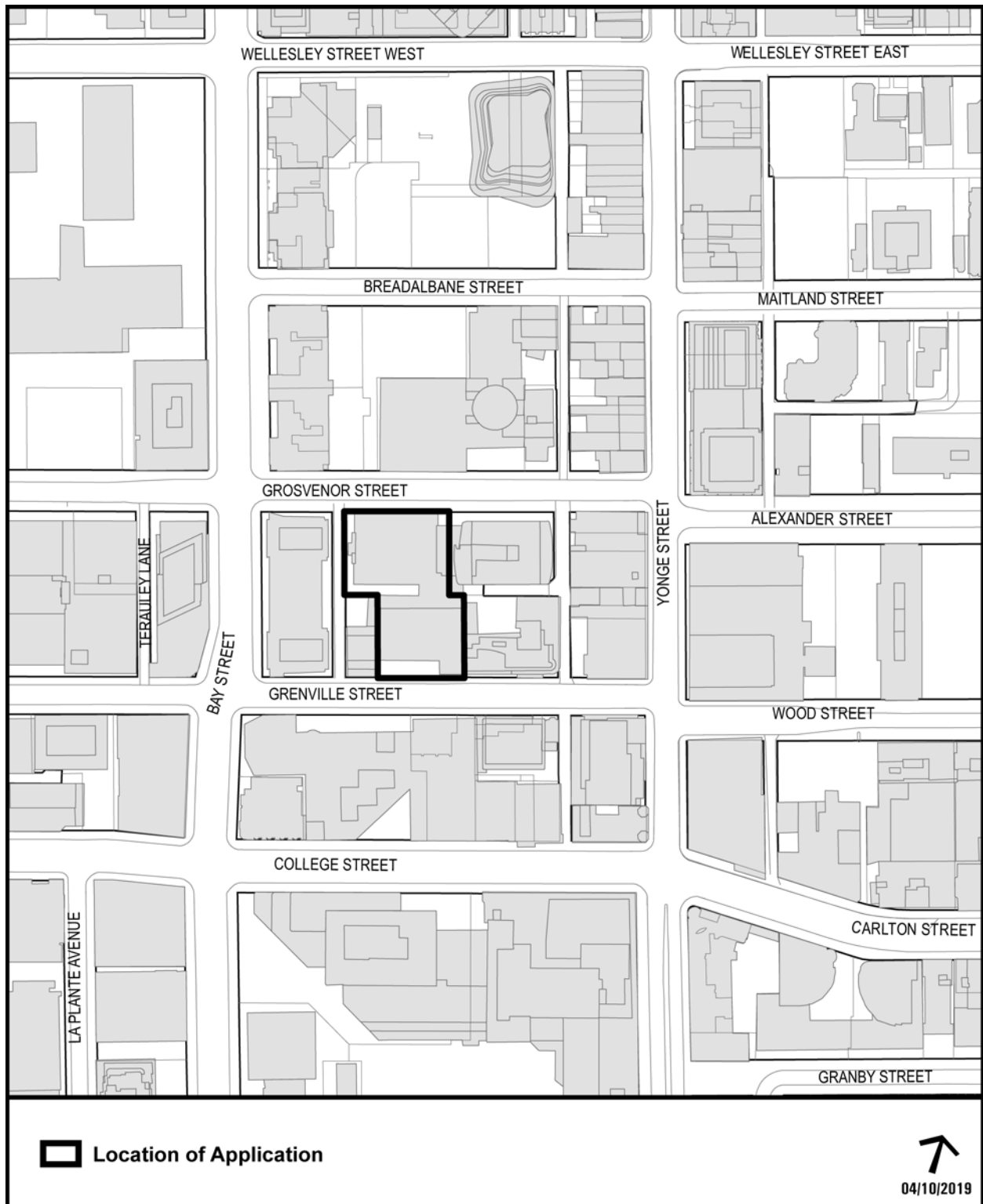


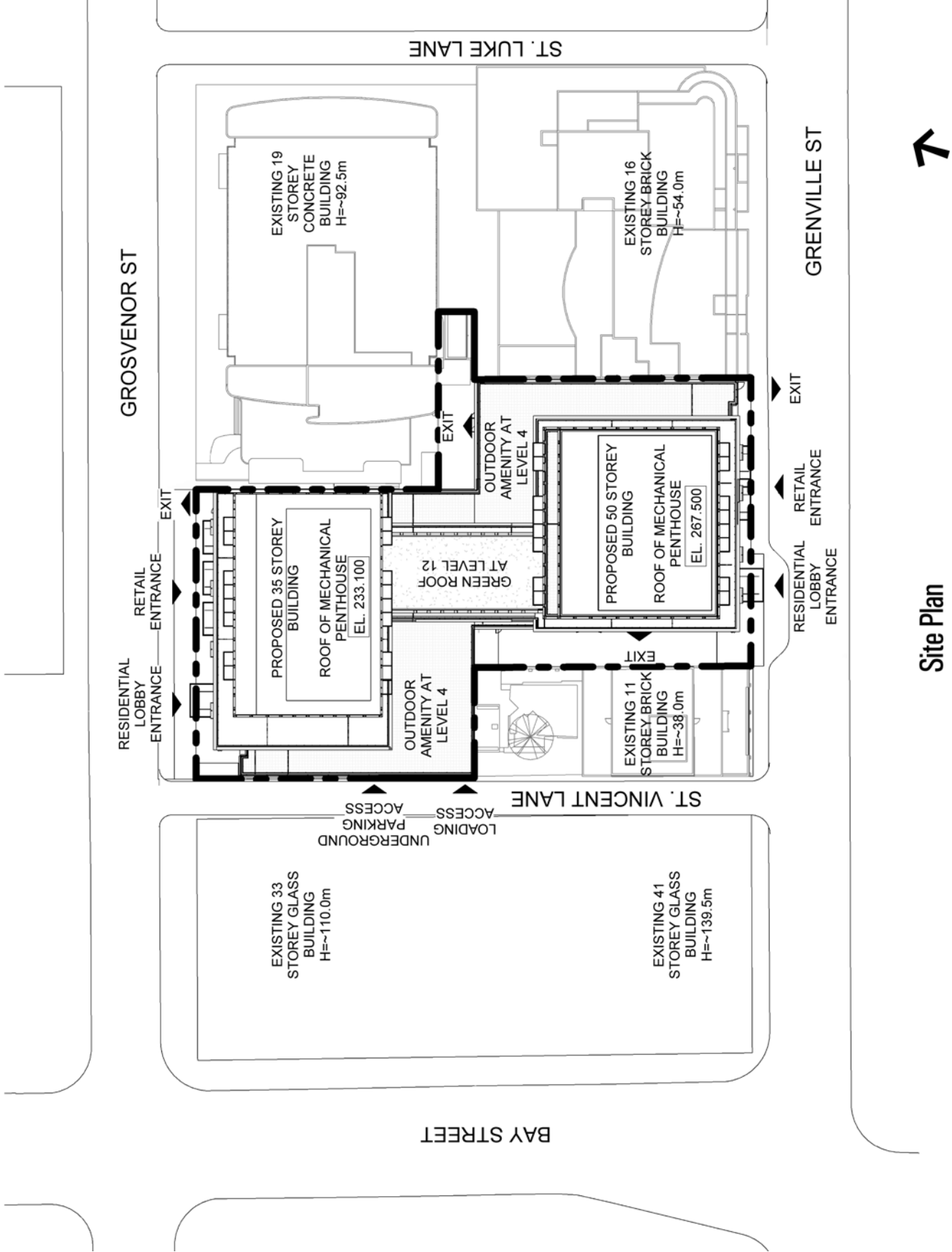
View of Applicant's Proposal Looking Southwest



04/23/2019

Attachment 2: Location Map





Attachment 4: Official Plan Map



Official Plan Land Use Map #18

25 Grosvenor Street

File # 19 127586 STE 13 02

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

↑
Not to Scale
04/23/2019

Attachment 5: Application Data Sheet

Municipal Address: 27 GROSVENOR ST Date Received: March 19, 2019

Application Number: 19 127586 STE 13 OZ

Application Type: OPA / Rezoning, Rezoning

Project Description: Zoning By-Law Amendment and Site Plan Control applications to permit a mixed-use building with two towers, 35 and 50 storeys (111.5 metres and 159.0 metres) in height, connected by a 11-storey (39.0 metres) podium. The existing buildings on the site would be demolished. The proposed development includes 844 rental units (of which 257 will be affordable), a new daycare, and ground level retail (395 square metres).

Applicant	Agent	Architect	Owner
GREENWIN HOLDINGS INC		SWEENEY & CO ARCHITECTS	MANAGEMENT BOARD SECRETARIAT

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision:

Zoning: CR 7.87 (c2.0;
r7.8) SS1 Heritage Designation:
(x2358)

Height Limit (m): 61.0 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m):	3,846	Frontage (m):	Depth (m):	
Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	2,456		1,053	1,053
Residential GFA (sq m):			61,483	61,483
Non-Residential GFA (sq m):	6,425		1,091	1,091
Total GFA (sq m):	6,425		62,575	62,575
Height - Storeys:	2		50	50
Height - Metres:	13		156	156
Lot Coverage Ratio (%)	27.38	Floor Space Index:	16.27	

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	61,483	
Retail GFA:	395	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:	696	

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			844	844
Freehold:				
Condominium:				
Other:				
Total Units:			844	844

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		14	336	378	116
Total Units:		14	336	378	116

Parking and Loading

Parking Spaces:	215	Bicycle Parking Spaces:	845	Loading Docks:	5
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