

17 St. Andrew Street – Zoning Amendment Application – Preliminary Report

Date: November 14, 2019

To: Toronto and East York Community Council

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

Ward 11 - University-Rosedale

Planning Application Number: 19 232278 STE 11 OZ

Notice of Complete Application Issued: October 29, 2019

Current Uses on Site: Surface parking lot and vacant 2-storey building.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for a 5-storey mixed-use building located at 17 St. Andrew Street. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. It is City Planning staff's opinion that the proposed building is not supportable in its current form due to its height and massing and will continue to work with the applicant to address the issues identified in this report. 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 17 St. Andrew 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.

ISSUE BACKGROUND

Application Description

This application proposes a 5-storey mixed-use building with a total gross floor area of 3,455 square metres and a density of 2.86 times the area of the lot. The overall proposed height is 16.5 metres, exclusive of the mechanical penthouse and rooftop amenity space, and 21 metres, inclusive of the mechanical penthouse and rooftop amenity space.

The ground floor would contain 130 square metres of retail space, a pedestrian entrance and a lobby to the residential units above. A total of 77 rental residential units are proposed within the four floors above the ground floor. The unit mix is comprised of 46 studio units (59%), 16 one-bedroom units (20%), 14 two-bedroom units (19%), and 1 three-bedroom units (2%).

The building is proposed to be set back approximately 3 metres from the St. Andrew Street property line along the eastern portion, tapering off to 1.2 metres along the western portion of the frontage. The building is proposed to be built to the east and south property lines, while a 6.2 metre setback from the west property line is proposed to accommodate the private driveway. At the southeast corner of the lot, a courtyard of approximately 140 square metres is also proposed.

On the fourth floor the building would provide a stepback of 3.8 metres from the St. Andrew Street property line, 3 metres from the east property line, and 1.5 metres from the proposed driveway on the west side. On the fifth floor, a 1.5 metre step back from the rear property line is proposed. The mechanical penthouse and indoor rooftop amenity space are proposed to be setback 6.9 metres from St. Andrew Street, 9.2 metres from the east property line, 3 metres from the south property line, and 9.1 metres from the west property line.

A total of 159 square metres (2.06 square metres per unit) of indoor and 162 square metres (2.1 square metres per unit) of outdoor amenity space is proposed. No vehicular parking spaces are proposed to be provided on the site, while a total of 151 bicycle parking spaces are to be provided on the ground and basement floors. The loading dock is proposed to be located within the building, and accessed off a private driveway from St. Andrew Street.

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 Attachments 1, 2, 4 and 6 of this report for a three dimensional representation of the project in context, the proposed site plan and application data, respectively.

Provincial Policy Statement

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"). The PPS may be found on the Ministry of Municipal Affairs and Housing website.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (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 (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 Greater

Golden Horseshoe 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. Comments, submissions or advice affecting planning matters that are provided by Council shall also conform with the Growth Plan.

The Growth Plan (2019) 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 to 800 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.

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 site is identified on Map 2 of the Official Plan as being within the *Downtown and Central Waterfront* and is designated *Mixed Use Areas* on Map 18 of the Land Use Map (see Attachment 5).

The application is also subject to Site and Area Specific Policy 197 (SASP 197). This policy requires that any new development should be consistent with the special characteristics of Kensington Market, including:

- Low scale buildings with retail at grade;
- Minimal setbacks; and
- Open air display of goods on the boulevard.

The Downtown Plan

Official Plan Amendment 406 (the Downtown Plan) is now in-force and effect. OPA 406 includes amendments to Section 2.2.1 and Map 6 of the Official Plan, as well as a new Downtown Plan. It applies to all applications deemed complete after June 5, 2019. The Plan – in conjunction with the associated infrastructure strategies that address water, energy, mobility, parks and public realm, and community services and facilities –

provides a comprehensive and integrated policy framework to shape growth in Toronto's fast-growing Downtown over the next 25 years. It provides the City with a blueprint to align growth management with the provision of infrastructure, sustain liveability, achieve complete communities and ensure there is space for the economy to grow. The Plan area is generally bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north and the Don River to the east.

Map 41-3-D of the Downtown Plan designates the site as *Mixed Use Areas 4 - Local*. Policy 6.26 of the Downtown Secondary Plan details that development will contain residential, small-scale office, institutional, service and retail uses that generally serve the needs of the local community, and be of a low-rise scale, generally four storeys or less in height.

The in-force Downtown Plan can be found here:

<https://www.toronto.ca/legdocs/mmis/2019/cc/bgrd/backgroundfile-135953.pdf>

Heritage Conservation District Plan

The Heritage Conservation District (HCD) Plan, currently in the process of being created, looks to maintain the heritage attributes defined by the HCD Study. These include maintaining the low-rise nature of the market, the narrow facades of buildings, and the open air quality of marketing displays. A Final Report is anticipated to be completed in Q2 of 2020.

Zoning By-laws

The subject site is zoned 'CR 2.0 (c2.0; r1.5) SS2 x2457 by Zoning By-law 569-2013. The 'CR' zone permits a broad range of residential and commercial uses. The maximum permitted building height is 12 metres, while the maximum permitted density is two times the site area.

The subject property is zoned 'CR T2.0 C2.0 R1.5' by By-law No. 438-86, as amended. Zoning By-law 438-86 permits generally the same uses, height and density on the subject site as By-law 569-2013.

Design Guidelines

The Growing Up: Planning for Children in New Vertical Communities 2017 guidelines will be used in the evaluation of this application:

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 yet been submitted.

COMMENTS

Reasons for the Application

The Zoning By-law Amendment application seeks to obtain relief from the development criteria in Zoning By-law 569-2013 and Zoning By-law 438-86, as amended, including those related to height, density, setbacks and minimum parking requirements. Additional deviations from the Zoning By-law may be identified as part of the application review.

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 will continue to evaluate this planning application against the PPS (2014) and the Growth Plan (2019) to establish the application's consistency with the PPS (2014) and conformity with the Growth Plan (2019).

Given the explicit link between Provincial Policy and the Official Plan, conformity with the PPS and the Growth Plan will be largely determined by conformity with the Official Plan.

Official Plan Conformity

Staff will continue to evaluate this planning application to determine the application's conformity to the Official Plan, SASP 197 and the Downtown Secondary Plan.

Built Form, Planned and Built Context

Through initial assessment of the application, staff have identified the following issues:

- The suitability of the proposed building height and massing, including setbacks and stepbacks in relation to the existing and planned context;
- The configuration and scale of the proposed ground floor retail units;
- The suitability of the proposed transition to the low-scale *Neighbourhoods* to the southeast; and
- The proposed 2- and 3-bedroom unit mix.

Landscape/Streetscape

The application is proposing street furniture and street trees along the frontage, and a courtyard at the southeast corner of the lot. City Planning staff will review and evaluate

the suitability of the proposed streetscape plan and quantity and quality of the soft landscaped areas of the proposal.

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 Protection Plan. Staff will assess the appropriateness of the applicant's Protection Plan, which currently proposes the removal of 3 existing trees on the site, and the introduction of 3 new trees along St. Andrew Street and 4 new trees in the courtyard.

Heritage Impact & Conservation

The development site is located within the Kensington Market National Historic Site and the Kensington Market Heritage Conservation District Study area. As such, a Heritage Impact Assessment has been submitted as part of the application, and is currently under review by City staff.

Infrastructure/Service Capacity

Staff are reviewing the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, etc.) to accommodate the proposed development. The applicant has submitted the following studies and reports which are being reviewed by Engineering and Construction Services: a Functional Servicing and Stormwater Management Report; Hydrogeological Investigation; Geotechnical Investigation; and a Traffic Impact and Parking Study.

Staff will continue to assess:

- The Servicing Report provided by the applicant, 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 adequate servicing to the proposed development.
- The Transportation Impact and Parking Study submitted by the applicant, to evaluate the effects of the development on the transportation and parking systems, and to identify any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development; and
- The appropriateness of the proposed loading, the non-provision of vehicular parking and bicycle parking facilities.

Revisions and additional details may be requested of the applicant by Engineering Construction and Services staff.

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 and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement. The applicant has submitted the required Toronto Green Standards Checklist for Mid to High Rise Non-Residential Development. The checklist is being reviewed for conformity with Tier 1 requirements and full compliance will be required prior to approval of the requested applications. Staff will encourage the applicant to pursue the enhanced Tier 2 performance measures.

Conclusion

On a preliminary basis, City Planning staff have identified concerns with the proposed height and massing. As such, the application is not supportable in its current form. 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, FCSLA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context Looking Northwest

Attachment 2: 3D Model of Proposal in Context Looking Southeast

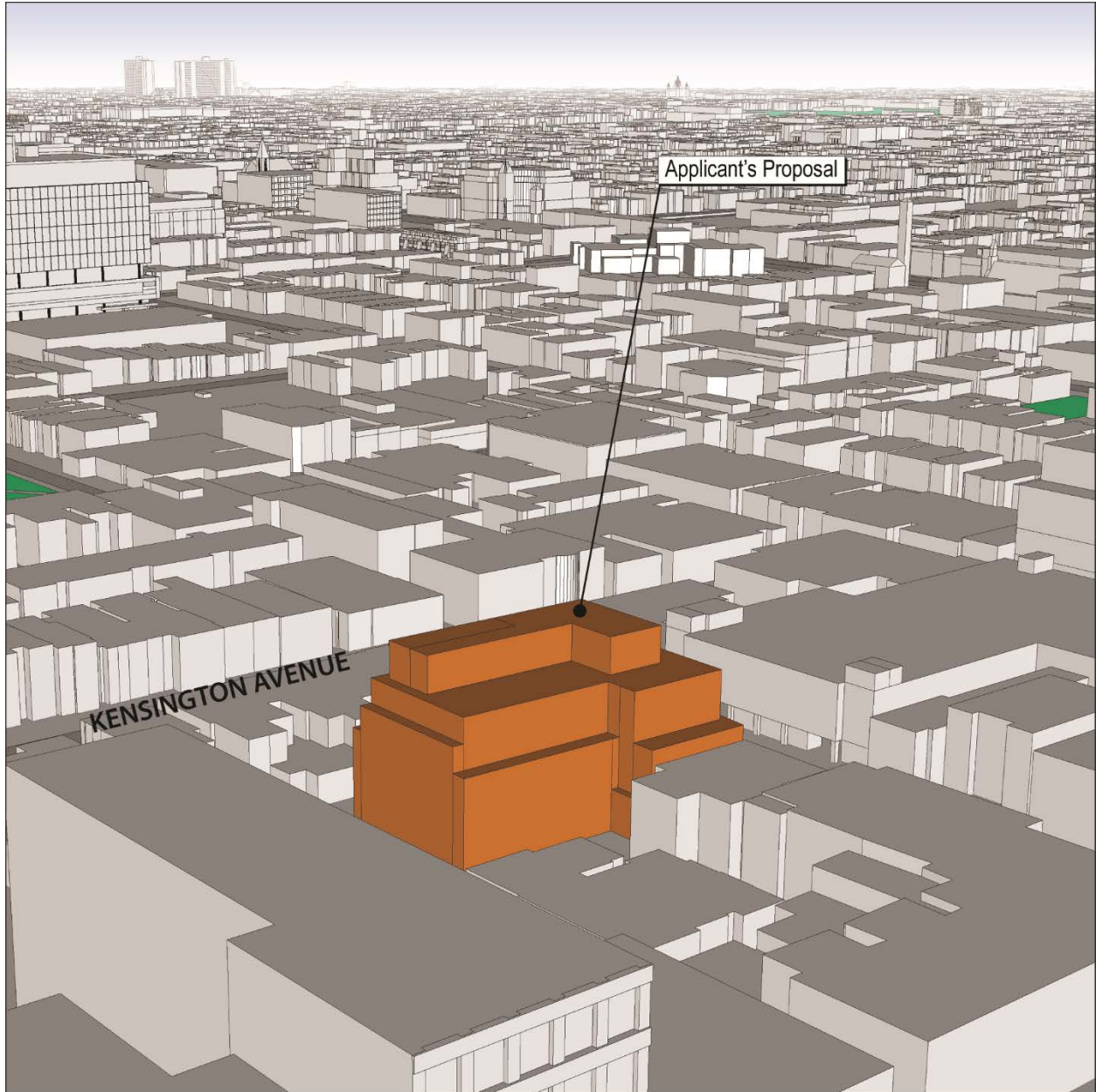
Attachment 3: Location Map

Attachment 4: Site Plan

Attachment 5: Official Plan Map

Attachment 6: Application Data Sheet

Attachment 1: 3D Model of Proposal in Context Looking Northwest

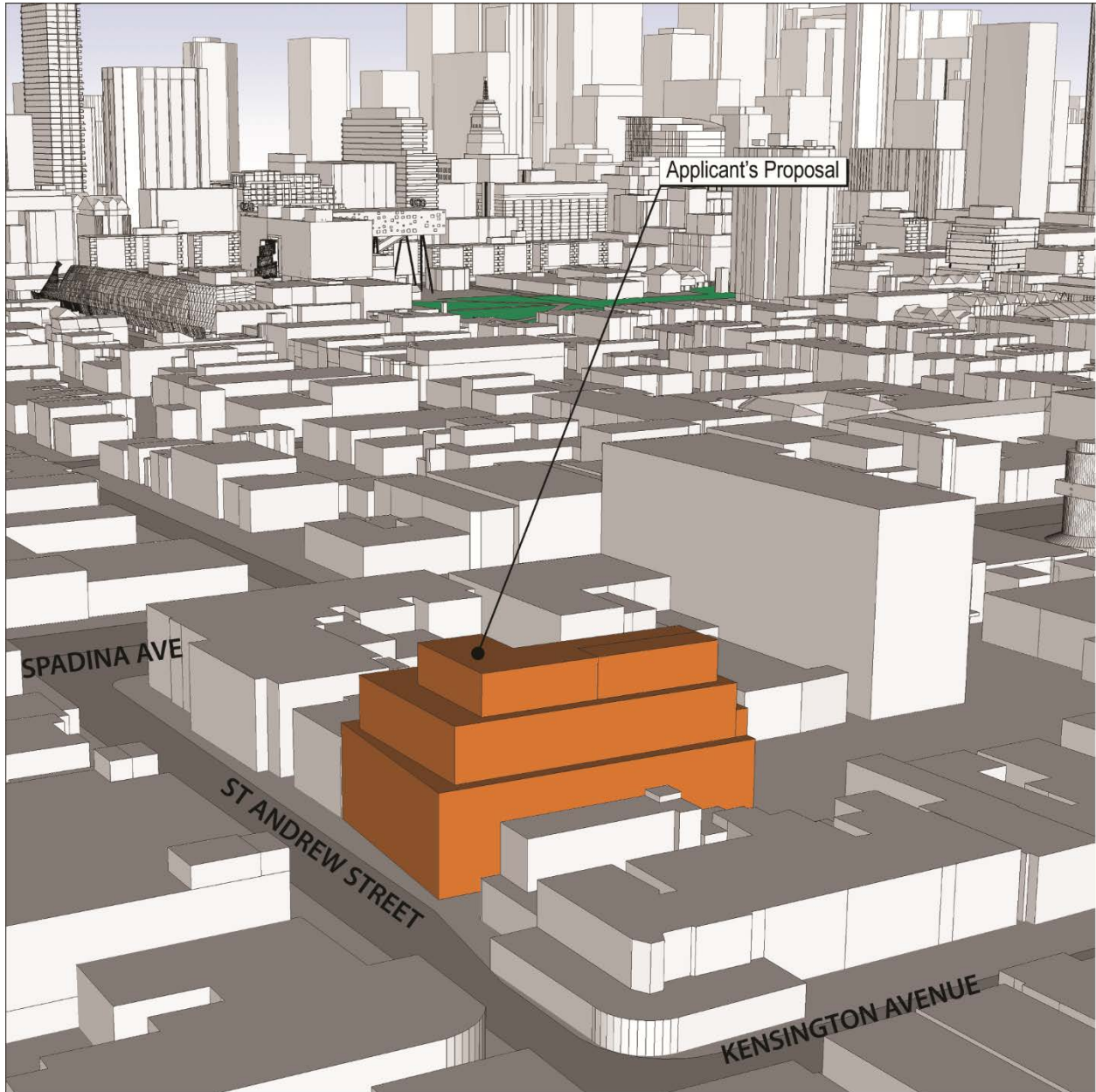


View of Applicant's Proposal Looking Northwest



11/05/2019

Attachment 2: 3D Model of Proposal in Context Looking Southeast

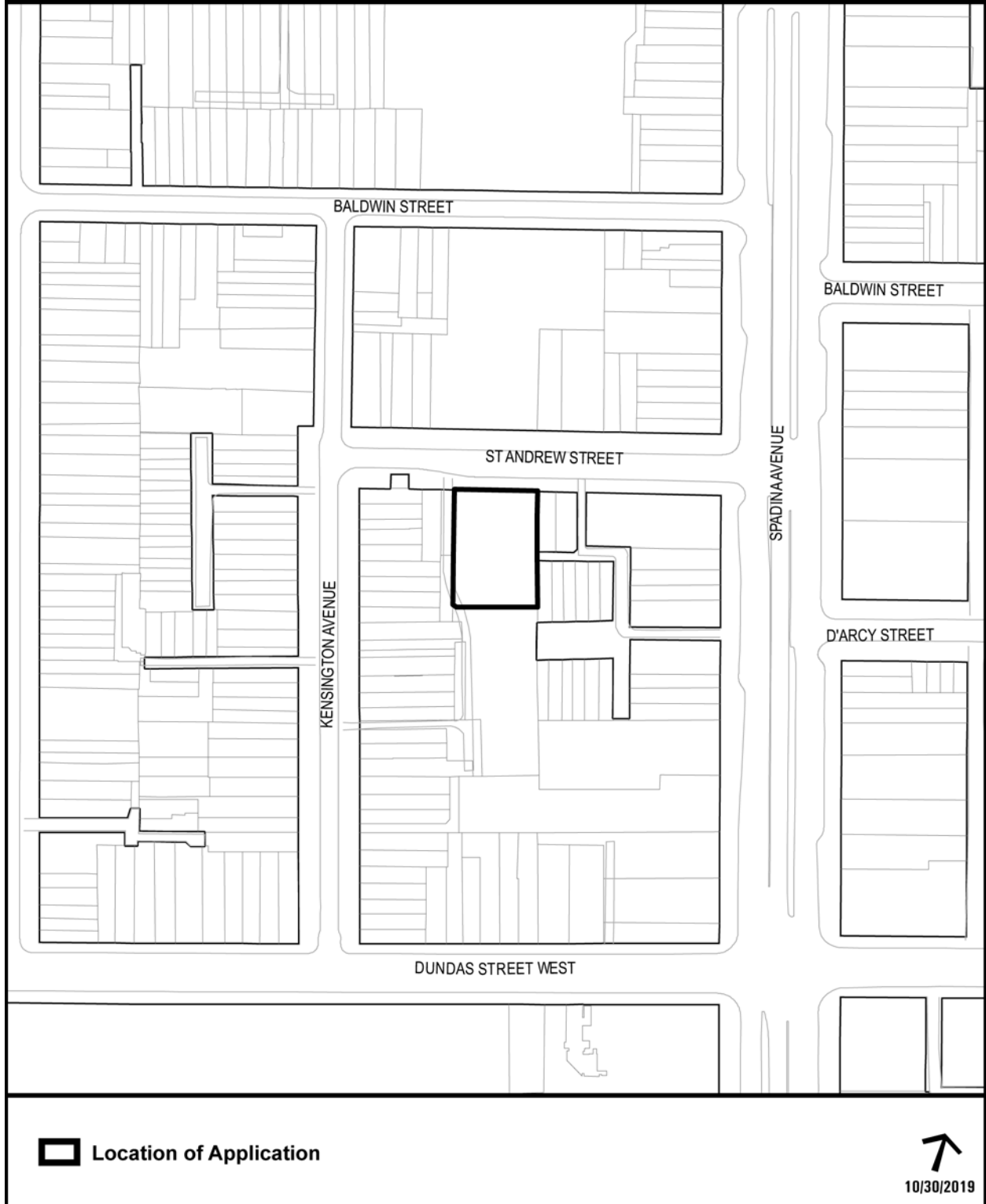


View of Applicant's Proposal Looking Southeast

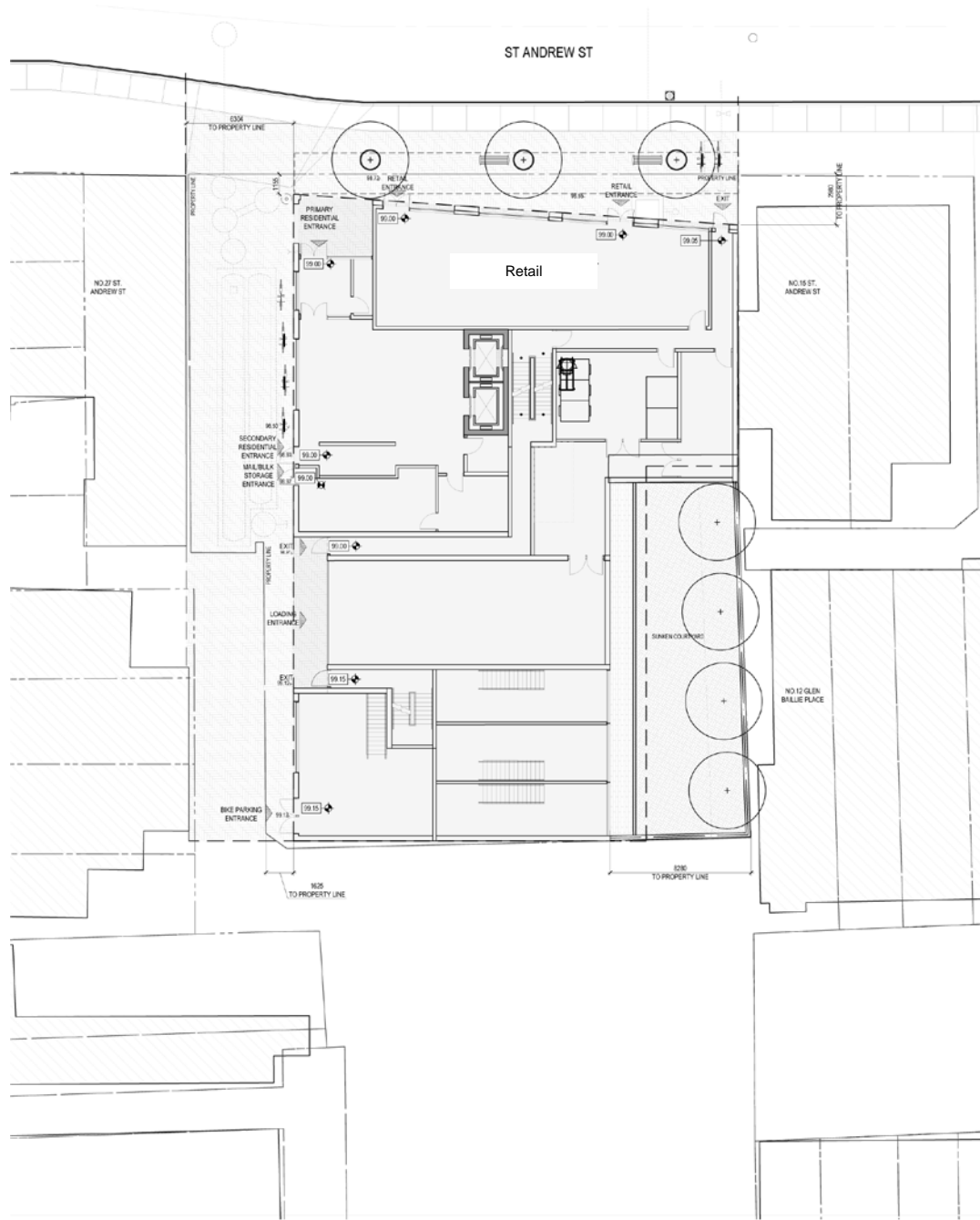


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Attachment 3: Location Map



Attachment 4: Site Plan



Site Plan



Attachment 5: Official Plan Map



Toronto
Official Plan Land Use Map

17 St Andrew Street

File # 19 232278 STE 11 0Z

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


 Not to Scale
 10/30/2019

Attachment 6: Application Data Sheet

Municipal Address: 17 ST ANDREW ST **Date Received:** October 4, 2019

Application Number: 19 232278 STE 11 OZ

Application Type: OPA / Rezoning, Rezoning

Project Description: Zoning By-law Amendment seeking the development of a 5-storey mixed-use building (plus mechanical penthouse) with an overall height of 21 metres. A total of 77 residential units and 171.5 square metres of retail floor area is proposed for the ground floor.

Applicant	Agent	Architect	Owner
BOUSFIELDS INC	BOUSFIELDS INC	SvN	2636676 ONTARIO INC

EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	Y (SASP 197)
Zoning:	CR (C2.0; R1.5) SS2 (x2457)	Heritage Designation:	Y
Height Limit (m):	12	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m): 1,208 Frontage (m): 36 Depth (m): 40

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	531		772	772
Residential GFA (sq m):	311		3,283	3,283
Non-Residential GFA (sq m):	935		172	172
Total GFA (sq m):	1,246		3,455	3,455
Height - Storeys:	2		5	5
Height - Metres:			21	21

Lot Coverage Ratio (%): 63.91 Floor Space Index: 2.86

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	2,957	326
Retail GFA:	172	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			77	77
Freehold:				
Condominium:				
Other:				
Total Units:			77	77

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		46	16	14	1
Total Units:		46	16	14	1

Parking and Loading

Parking Spaces: 0 Bicycle Parking Spaces: 156 Loading Docks: 1

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