

6150 - 6160 Yonge Street, 9 - 11 Pleasant Avenue & 18 Goulding Avenue – Official Plan Amendment and Zoning By-law Amendment Applications – Preliminary Report

Date: December 11, 2019

To: North York Community Council

From: Director, Community Planning, North York District

Wards: Ward 18 - Willowdale

Planning Application Number: 19 243755 NNY 18 OZ

Related Applications: 19 243760 NNY 18 SA

Notice of Complete Application Issued: November 20, 2019

Current Use(s) on Site: Two storey funeral home and parking lot along Yonge Street and **three** detached dwellings, two on Pleasant Avenue and one on Goulding Avenue

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 6150-6160 Yonge Street, 9-11 Pleasant Avenue and 18 Goulding Avenue. 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 6150-6160 Yonge Street, 9-11 Pleasant Avenue and 18 Goulding Avenue 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

In June 2011, North York Community Council adopted a report summarizing and initiating the 'Yonge Street North Planning Study' in the context of increasing development pressures and the appropriateness of current and potential future amendments to Official Plan policies and designations. The subject lands are within the study area for the Yonge Street North Planning Study.

In November 2013, Council received for information the consultant's final report on the Study and directed City Planning staff to undertake further work. This work included consulting with the community on an implementation plan for the study area including parkland acquisition, transportation improvements, density and streetscape improvements. Staff was also directed to provide historical data on congestion and traffic volumes and to present alternate built forms consisting of low- and mid-rise buildings.

Council's direction can be found at

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.NY27.28>

On May 28, 2014, City Planning held a community consultation meeting to consult with residents on a draft implementation plan for the Yonge Street North Planning Study. Additional information on the study and draft implementation plan is available on the study website: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/yonge-street-north-planning-study/>.

A final implementation plan for the Yonge Street North Planning Study has not yet been prepared for Community Council's consideration.

ISSUE BACKGROUND

Application Description

This application proposes to amend the Official Plan and Zoning By-laws 7625 and 569-2013 for the property at 6150-6160 Yonge Street, 9-11 Pleasant Avenue and 18 Goulding Avenue to permit a fourteen-storey residential building (45.69 metres to the roof, 50.69 metres to the top of the mechanical) with retail uses on the ground floor. A total of 521 dwelling units are proposed and 326 parking spaces. Overall, the proposal has a gross floor area of approximately 42,700 square metres and a Floor Space Index (a "FSI") of 5.55 times the area of the lot.

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 Attachment 3 for the proposed site plan.

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") 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 PPS provides policy direction province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The provincial policy-led planning system recognizes and addresses the complex interrelationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the Planning Act and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

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

The current Growth Plan came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan 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 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, 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;
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas;

The Growth Plan builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

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 a planning matter that are provided by Council shall also conform with the Growth Plan.

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 as an *Avenue* on Map 2 of the Official Plan. These are important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and employment opportunities. Development on *Avenues* are subject to the policies of the Official Plan, "including in particular the neighbourhood protection policies". Yonge Street along this segment has a planned right-of-way width of thirty-three metres.

On Map 16 - Land Use Plan the site is designated both *Mixed Use Areas* and *Neighbourhoods* along the west portions of the site on Pleasant and Goulding Avenues. *Mixed Use Areas* permit and are expected to absorb most of the increase in retail, office and service employment as well as much of the new housing while *Neighbourhoods* permit residential in lower scale buildings such as detached houses, semi-detached houses and walk-up apartments no higher than four storeys. Also permitted are small-scale retail and institutional uses and *Neighbourhoods* are expected to remain stable with gradual and sensitive physical changes occurring over time.

Yonge Street North Planning Study

In 2014 City Planning staff issued a draft implementation plan for the Yonge Street North Planning Study for public review. The draft policies outline a vision for the study area in anticipation of the extension of the TTC's Line 1 into York Region.

The draft policies proposed to designate 6150 and 6160 Yonge Street as "Mixed Use Area B - Avenue and Transit Station Transition Areas" with a maximum a FSI of 3.0 and a maximum height of thirty-three metres. The FSI may be increased by up to thirty-three percent to 4.0 provided the development provides facilities in accordance with the policies. The lots on Pleasant and Goulding Avenues were proposed to be designated "Mixed Use Area C - Grade Related Transition Areas" with a maximum FSI of 1.5 and a maximum height of eleven metres.

The draft Implementation Plan has not been adopted by City Council and has no formal status.

More information on the study is available at <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/yonge-street-north-planning-study/>

Zoning By-laws

The site has several zoning designations under former City of North York Zoning By-law 7625. The lots on Yonge Street are zoned General Commercial Zone (C1) which allows for a range of commercial and institutional uses. It also permits residential uses which are permitted in the R5 and RM5 zones, including apartments, provided they meet the requirements of that zone. However, the only use permitted on the lands known as 6150 Yonge Street are a funeral establishment under site specific exception C1(78) (By-laws 28158 and 33016).

The site is also subject to City of Toronto Zoning By-law 569-2013 which zones the Yonge Street lands as Commercial Residential: CR 0.6 (c0.6; r0.0) SS3 and 6150 Yonge Street is subject to exception CR 248. This zoning does not permit residential on the site and carries forward By-law 28158 which permits only a funeral establishment on 6150 Yonge Street.

The lots on Pleasant and Goulding Avenues are zoned One-Family Detached Dwelling Fourth Density (R4) under By-law 7625 and RD under By-law 569-2013. Detached dwellings and some institutional uses are the only uses permitted in these zones.

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:

- Mid-Rise Buildings
- Bird Friendly Guidelines
- Accessible Design
- 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 been submitted (application no. 19 243760 NNY 18 SA) and is being reviewed concurrently with the application to amend the zoning by-law.

COMMENTS

Reasons for the Application

The application for an Official Plan amendment is required for the portion of the proposed building located within the *Neighbourhoods* designation. Within the *Neighbourhoods* designation the applicant is proposing underground parking, a vehicular access driveway and portions of the building which are four storeys. Four storey walk-up apartment buildings are permitted in *Neighbourhoods* but only when they meet the criteria in Policy 4.1.5.

The application to amend the zoning by-laws is required to allow the mixed use residential land uses proposed as well as to amend certain performance standards to permit the proposed building including the proposed height and density.

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:

Official Plan Conformity

The portion of the subject site on Pleasant and Goulding Avenues are currently designated *Neighbourhoods* in the Official Plan and the applicant is proposing to amend the Official Plan to permit four storey portions of the building, a vehicular access driveway and underground parking associated with the proposed mixed use residential building on these lands. Four storey walk-up apartments are currently permitted within the *Neighbourhoods* designation but only in geographic neighbourhoods where they are the prevailing building type.

Staff will review the proposal and whether or not the proposed Official Plan amendment in the *Neighbourhoods* designated portion of the site is appropriate. Staff will also review the proposal against the Healthy Neighbourhoods policies of the Official Plan.

Avenue Segment Study

As part of the submitted application materials, the applicant has completed an Avenue Segment Study between Wedgewood Drive and Athabaska Avenue. The study concludes that there are thirteen sites within the study area which have potential for redevelopment (often referred to as "soft sites"). According to the report, development of these sites would generate a total of 3300 new residential units in buildings which range between eight and forty-one storeys in height with densities ranging between 3.0 and 10.5 FSI.

Staff are reviewing the submitted Avenue Segment Study, to determine whether the appropriate "soft sites" have been identified and whether the content and conclusions are acceptable, including the proposed heights and densities proposed for the Avenue Segment.

Built Form, Planned and Built Context

As illustrated in Attachment 4 - Cross Section, the proposed building currently extends into the front angular plane contemplated in the Mid-Rise Guidelines. The cross section illustrates two angular planes on the submitted cross section at the rear (see Attachment 4); one from the west property line of 18 Goulding Avenue and one from the rear property line of 6150 Yonge Street. The angular plane is normally measured from the boundary between the *Mixed Use Areas* designation and the *Neighbourhoods* designation. Staff will review what the appropriate location to measure the angular plane from to ensure an appropriate transition is provided to the existing adjacent neighbourhood.

The proposed building spans the entire city block along Yonge Street and also spans a segment of Goulding Avenue, west of Yonge Street and staff will consider whether this length of building mass is appropriate. Staff are reviewing the proposed massing, including how the proposal meets the intent of the City's Mid-Rise Guidelines.

The proposed building steps down towards the neighbourhood, provides landscaping along the rear property lines of varying widths and contains a four-storey element within the *Neighbourhoods* designation. Staff are evaluating whether this provides sufficient transition to the neighbourhood and whether the proposed four-storey element is appropriate within the *Neighbourhoods* designated portion of the site.

In order to ensure the scale of the proposed building is minimized and an appropriate public realm is provided, staff are currently reviewing the proposed building setbacks, stepbacks and projecting balconies.

A Sun/Shadow Study has been submitted with the application identifying the extent of the shadows which would be created by the proposed building. Staff will review the report to ensure that minimal shadowing impacts occur.

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 is proposing to remove the majority of the existing trees on the site, with the exception of a number of trees where the site abuts the rear lot line of 19 Pleasant Avenue. The applicant has submitted an Arborist Report and Tree Preservation Plan which are currently under review by City staff.

Housing

The applicant is proposing to provide a unit mix as follows:

- 249 1-bedroom units (47.8%)
- 250 2-bedroom units (48.0%)
- 22 3-bedroom units (4.2%)

The Growing Up Guidelines suggest a minimum of ten percent of the units should be 3-bedroom and recommend unit sizes for each unit type. Staff will review the proposed unit types and unit sizes against the Growing Up Guidelines.

Archaeological Assessment

As part of the application the applicant has completed a Stage 1-2 Archaeological Potential study and submitted a report as part of the application. The report states that no archaeological resources were encountered and concludes that no further archaeological assessment of the site is required. Staff are reviewing the report and its conclusions.

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.

Staff have recently completed a review of community services and facilities in the area generally bounded by Steeles Avenue to the north, Bayview Avenue to the east, Highway 401 to the south and Bathurst Street to the west. The report identifies a number of existing and emerging needs including improvements to local Toronto Public Library branches, replacing/expanding community agency space along the Yonge corridor and monitoring the demand for licensed child care spaces. In addition, the submitted Planning and Urban Design Rationale contains a Community Services and Facilities analysis which is currently under review by staff.

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 when a proposed development meets the thresholds identified in the Official Plan.

As the proposal is more than 10,000 square metres and exceeds the density permissions in the zoning by-law by more than 1500 square metres, the proposal is subject to Section 37 of the *Planning Act*.

Infrastructure/Servicing Capacity

As part of the application, a Functional Servicing Report was submitted. The report concludes that the existing watermain and sanitary sewer system are sufficient to support the proposed development. City staff are reviewing the submitted report and its conclusions.

The applicant is proposing a reduced parking rate while meeting the required bicycling parking requirements. The applicant has submitted a Urban Transportation Considerations report which concludes that "the proposed parking standard and supply are appropriate and will accommodate the parking needs of the site". Staff are reviewing the submitted report and the proposed site circulation and loading.

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 in zoning by-law amendments, on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant has indicated that they plan to achieve Tier 1 of the Performance Levels. Staff are reviewing the submitted checklist and materials for compliance with Tier 1 performance standards of the TGS.

Parkland Dedication

The proposal currently shows open space along Goulding Avenue which may be used as a public parkland dedication or as private open space. Staff are reviewing whether an on-site parkland dedication is appropriate or whether other options for parkland are more appropriate.

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

CONTACT

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SIGNATURE

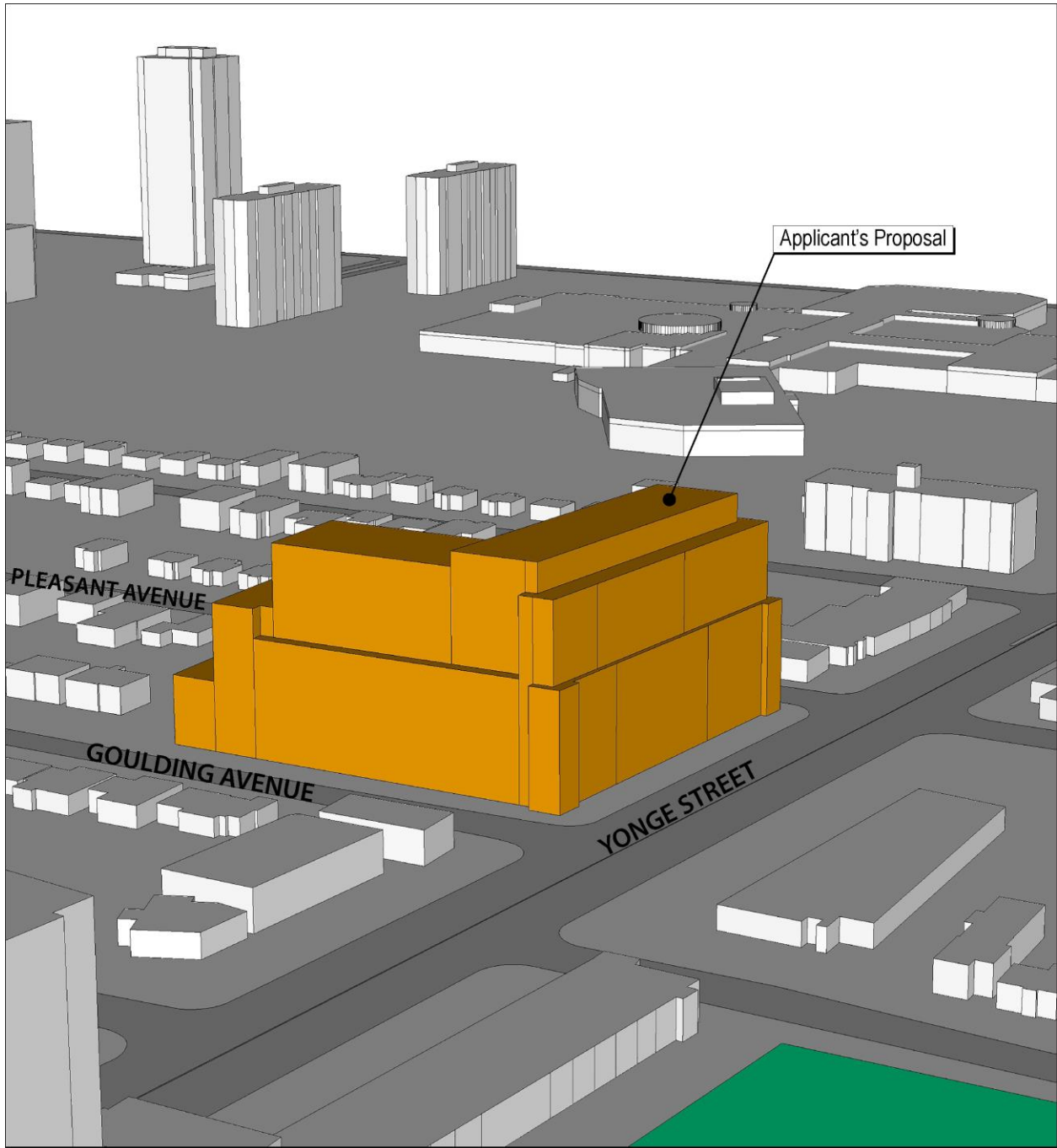
Joe Nanos , Director
Community Planning, North York District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context
Attachment 2: Location Map
Attachment 3: Site Plan
Attachment 4: Cross Section
Attachment 5: Official Plan Map

Attachment 1: 3D Model of Proposal in Context



View of Applicant's Proposal Looking Northwest



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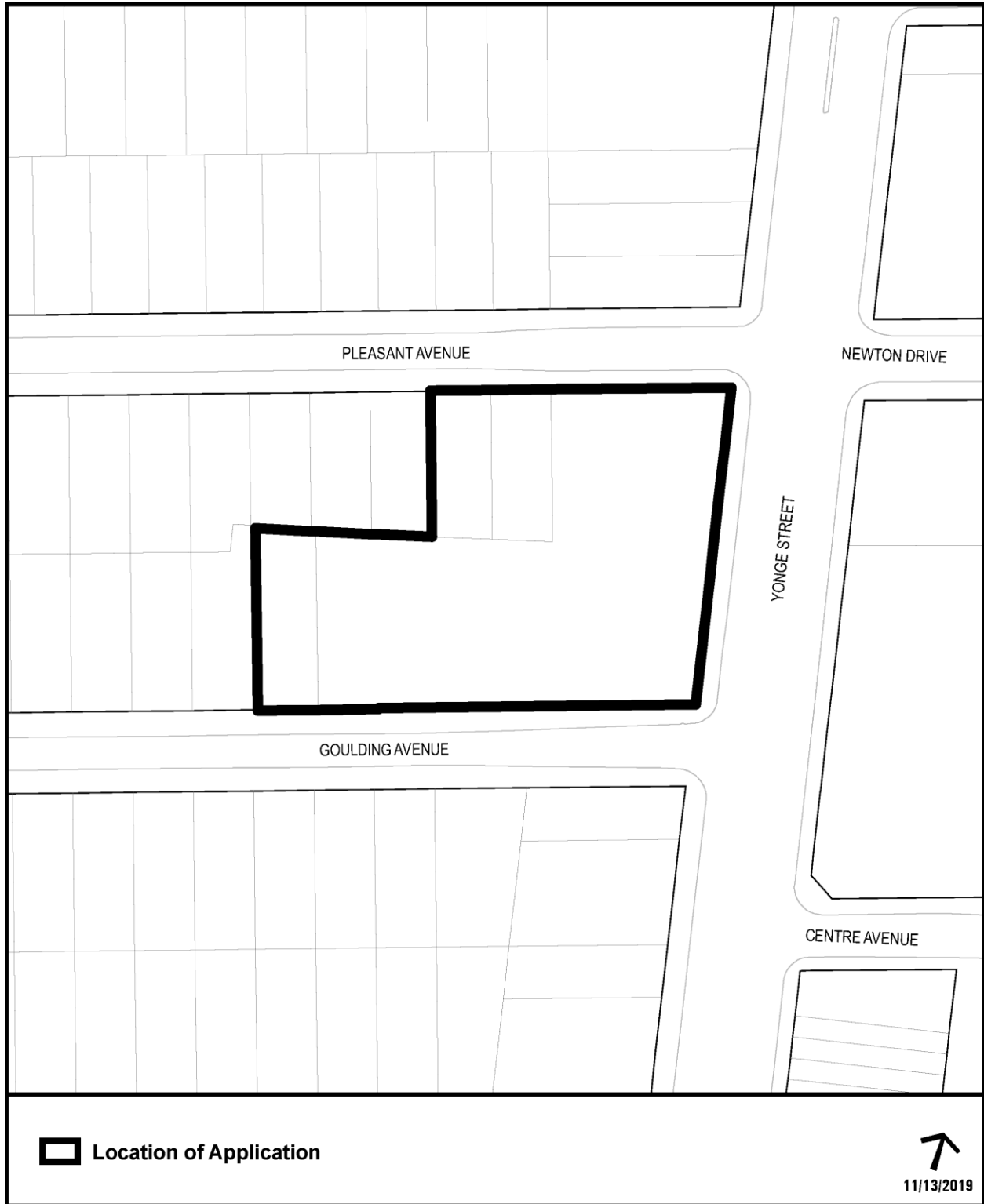


View of Applicant's Proposal Looking Southwest

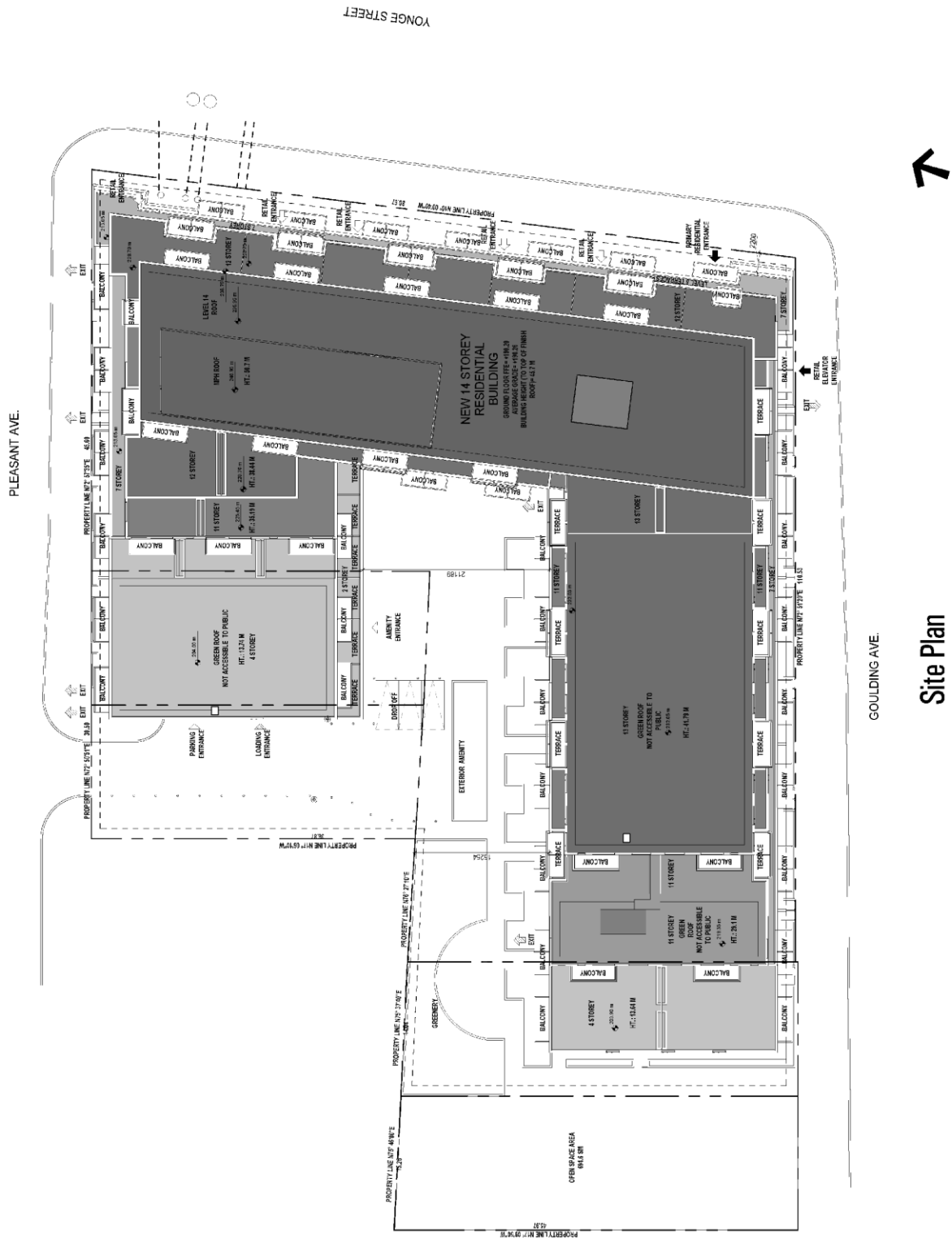


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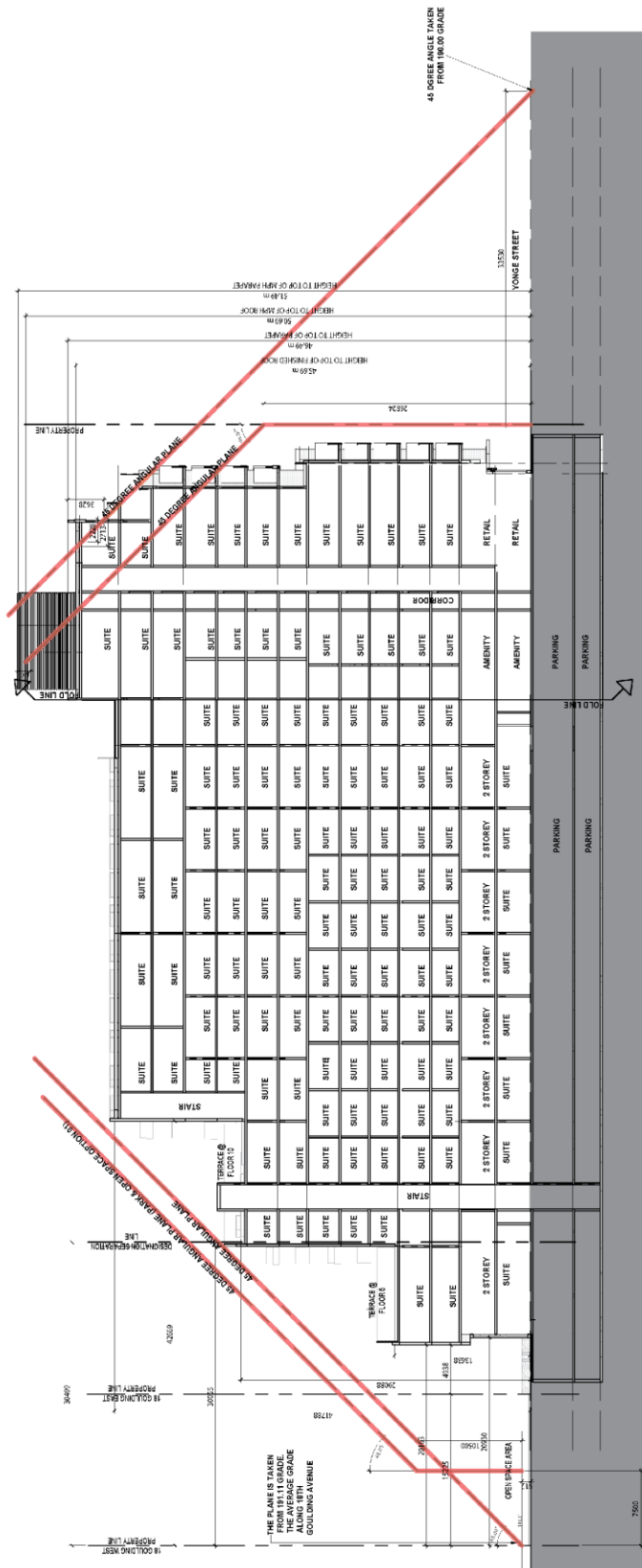
Attachment 2: Location Map



Attachment 3: Site Plan

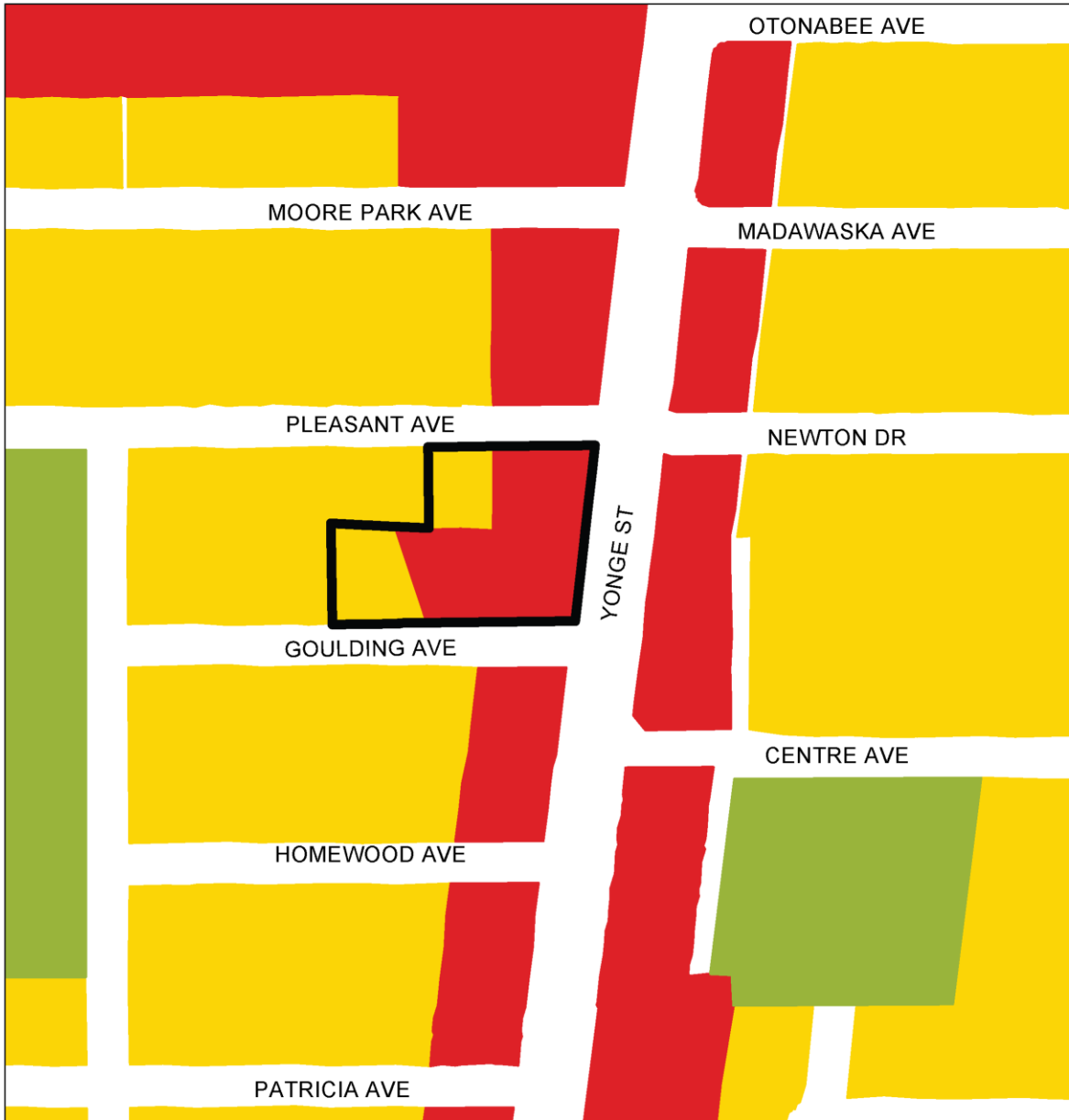


Attachment 4: Cross Section



Cross Section






Attachment 5: Official Plan Map



6150 - 6160 Yonge Street, 9 - 11 Pleasant Avenue
& 18 Goulding Avenue

Official Plan Land Use Map #16

File # 19 243755 NNY 18 02

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


Not to Scale
11/13/2019