

24 - 26 Imperial Street – Zoning Amendment Application – Preliminary Report

Date: December 5, 2019

To: Toronto and East York Community Council

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

Ward: 12 - Toronto-St. Paul's

Planning Application Number: 19 238226 STE 12 OZ

Application Deemed Complete as of: October 18, 2019

Current Use(s) on Site: At 24 Imperial Street, there is a 2½-storey detached dwelling. At 26 Imperial Street, there is a 2½-storey house form with office uses. The northern portions of both properties contain a surface parking area for approximately 12 vehicles that is accessed by a public laneway to the east.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for a 9-storey residential building located at 24 – 26 Imperial Street. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 24 – 26 Imperial 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 to demolish the 2½-storey detached buildings at 24 – 26 Imperial Street and replace them with a new 9-storey residential building with 30 dwelling units comprised of 4 one-bedroom units, 14 two-bedroom units, and 12 three-bedroom units. The proposed building has a total residential gross floor area of 3,635.4 square metres and a floor space index (FSI) of 4.77 times the area of the lot. Two levels of underground parking are proposed to accommodate 21 vehicular parking spaces accessed by two car elevators.

Along the Imperial Street frontage, a 1.55 metre setback will be provided, with direct access to two ground-related townhouse units along a four storey street wall. An existing public laneway abutting the east property line will provide vehicular access to the proposed building and which is shared by several properties with frontage along Yonge Street. Pedestrian access to the main building entrance is proposed along a linear walkway abutting the public laneway. A total of 31 bicycle parking spaces are being provided on the ground floor and P1 parking level. Proposed is a total of 325.5 square metres of amenity space, including 118.3 square metres indoors, and 207.2 square metres outdoors.

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

<http://app.toronto.ca/AIC/index.do?folderRsn=TwbrO216A7a6DAmqqCZ%2BZw%3D%3D>

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

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2019). The PPS and all Provincial Plans 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

10minute 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 MTSA's achieve appropriate densities.

The site is located within approximately 200 metres of the Davisville subway station.

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 *Mixed Use Areas* on Map 17 of the Official Plan as depicted in Attachment #4 of this report.

The *Mixed Use Areas* designation (Section 4.5) in the Official Plan provides for a broad range of commercial, residential and institutional uses, in single-use or Mixed Use buildings, as well as parks and open spaces and utilities.

Development in *Mixed Use Areas* is subject to development criteria to: locate and mass new buildings to provide a transition between areas of different development intensity and scale; provide appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*; locate and mass new buildings to adequately limit shadow impacts on adjacent *Neighbourhoods* particularly during the spring and fall equinoxes; provide good site access and circulation and an adequate supply of parking for residents and visitors; provide an attractive, comfortable and safe pedestrian environment; locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and, provide indoor and outdoor recreation space for residents in multi-unit residential buildings.

The Built Form policies (Section 3.1.2) of the Official Plan require that new development provide appropriate proportion between the building and the street right-of-way. The Built Form policies require that new buildings be located parallel to the street, be massed to define the street edge at good proportion and on corner sites giving prominence to the corner. *Mixed Use Areas* policy 2(e) reinforces the requirement that new buildings be massed to frame the edge of streets and parks with good proportion.

The Healthy Neighbourhoods policies (Section 2.3.1) of the Official Plan require that development in *Mixed Use Areas* provide a transition of scale and density through setbacks from adjacent *Neighbourhoods*. The Built Form policies also require that new development create appropriate transitions in scale to neighbouring existing and planned buildings. In addition, *Mixed Use Areas* policy 2(c) states that new development

is to locate and mass new buildings to provide transition between areas of different development intensity and scale, through means such as setbacks, and stepping down of heights towards lower-scale *Neighbourhoods*.

The site is located within the Yonge-Eglinton Secondary Plan area. On July 23, 2018, City Council adopted Official Plan Amendment 405 (OPA 405 / the Yonge-Eglinton Secondary Plan) to replace in its entirety the former Yonge-Eglinton Secondary Plan. The Minister of Municipal Affairs and Housing modified and approved OPA 405 on June 5, 2019.

The Secondary Plan designates the site as *Mixed Use Areas "C"* and is located within the *Yonge Street South Village Character Area* and *Secondary Zone* of the Transit Node associated with the Davisville Subway Station.

Mixed Use Areas "C" include commercial main street characterized by continuous at-grade narrow-frontage retail, service and institutional uses with office, other commercial and residential uses above. A mix of residential, retail and service, office, institutional, entertainment and cultural uses are permitted.

The Secondary Plan outlines several character areas that further articulate the planned character of the section of Yonge Street, generally located between Davisville Avenue and Eglinton Avenue. The *Yonge Street South Village Character Area* is planned to have an anticipated height range of 8 to 15 storeys. The *Secondary Zone* to Davisville Subway Station ensures that transit-supportive development in a compact urban form and mix of uses are included on all sites within 250-500 metres of Midtown Transit Stations.

Zoning By-laws

The site is zoned CR 3.0 (c2.0; r2.5) SS2 (x2430) under Zoning By-law 569-2013 and MCR (T3.0 C2.0 R2.5) under Zoning By-law 438-86; both of which permit a maximum combined density of 3.0 times the area of the lot and a maximum building height of 16.0 metres.

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:

- Mid-Rise Design Guidelines
- Mid-Rise Building Performance Standards Addendum
- Growing Up: Planning for Children in New Vertical Communities

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

Site Plan Control

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

Rental Housing Demolition and Conversion By-law

Staff in Strategic Initiatives, Policy & Analysis are currently reviewing the application and are seeking additional information from the Applicant to confirm if any existing Rental Units or Dwelling Rooms would be lost due to the proposed development. Staff have requested that a Rental Housing Declaration of Use and Screening form be submitted to confirm the number of existing Rental Units or Dwelling Rooms.

COMMENTS

Reason for the Application

The application proposes to amend Zoning By-law 438-86 and Zoning By-law 569-2013 for the property at 24 – 26 Imperial Street to vary performance standards including: building height, floor space index, parking supply, loading space requirements and bicycle parking requirements.

Additional amendments to 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

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

Staff will evaluate:

- The application's consistency with the PPS (2014) and conformity with the Growth Plan (2019).

Official Plan Conformity

Staff will evaluate:

- The application's conformity to the Official Plan, in particular to the *Mixed Use Areas* policies.
- The application's conformity to the Yonge-Eglinton Secondary Plan (OPA 405), in particular the *Mixed Use Areas "C"*, *Yonge Street South Village Character Area* and *Secondary Zone* of the Davisville Subway Station policies.

Built Form, Planned and Built Context

Staff will evaluate the proposal for a 9-storey building along a local street within a *Mixed Use Area* and located approximately 40 metres to the east of lands designated *Neighbourhoods*. Staff will determine the suitability of the proposed massing, built form, building setbacks, and site access and circulation based in Section 2 q), and r) of the Planning Act, the PPS (2014) and the Growth Plan (2019), the City's Official Plan and Secondary Plan policies and the City's Design Guidelines including the Mid-Rise Building Guidelines and the Growing up Guidelines.

Staff will evaluate:

- The appropriateness of the proposed built form and massing within the existing and planned context;
- The appropriateness of the proposed building setbacks within the existing and planned context, including the approved 9-storey building to the east at 1982-1984 Yonge Street.
- The potential for shadow and privacy impacts of the proposed building on adjacent properties and the existing low rise residential buildings to the west;
- The appropriateness of the proposed transition to adjacent *Neighbourhoods* designated properties to the west;
- The suitability of the proposed site circulation for pedestrian and vehicular access;
- The location of the main building entrance from the public laneway versus Imperial Street;
- The appropriateness of the proposed floor plate layout which contemplates a blank wall along the western façade of the building;
- The potential noise and vibration impacts from the TTC Line 1 subway tracks to the west;

Additional built form issues may be identified through the review of the application including further review from City divisions and agencies and the public consultation process.

Sun, Shadow

The Official Plan requires development to limit shadowing on streets, properties and open spaces and minimize any additional shadowing and uncomfortable wind conditions on neighbouring parks to preserve their utility. It also requires new development to maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces.

Shadow studies were prepared in support of the proposal which show the extent of the shadow from the proposed building on March 21 and September 21.

Staff will evaluate:

- The potential for shadow and privacy impacts of the proposed building on adjacent properties and the existing low rise residential buildings to the west;

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 Preservation/Landscape Plan which are currently under review by Urban Forestry.

Staff will evaluate:

- The applicant's proposal to preserve two privately-owned trees at 1982-1984 Yonge Street to the east and 28 Imperial Street to the west.
- The appropriateness of the applicant's proposal to remove one City-owned tree along Imperial Street to accommodate the development;
- The appropriateness of the applicant's proposal to remove three privately-owned trees at 28 Imperial Street to the west to accommodate the development;
- The appropriateness of the applicant's proposal to plant two new replacement trees on private property along Imperial Street.

Archaeological Assessment

An archaeological resource assessment identifies and evaluates the presence of archaeological resources also known as archaeological sites. Whether a property has archaeological resource potential can be confirmed at the searchable database TO maps. An archaeological assessment may also be required if a property is identified on the City of Toronto's Inventory of Heritage Properties as part of the Heritage Impact Assessment process.

The subject site is located in an area that has archaeological resource potential.

Staff will evaluate:

- The Stage 1 Archaeological Assessment that was submitted by the applicant.

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.

The applicant has submitted a Community Services and Facilities Study which provides an analysis within the area bounded by the Yonge-Eglinton Secondary Plan and is currently under review.

Staff will evaluate:

- 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 applicant has submitted the following studies and reports which are being reviewed by Engineering and Construction Services staff: A Transportation Impact Assessment; Stormwater Management Report; Hydrogeological Investigation; and Functional Servicing Report.

Staff will evaluate:

- If there is sufficient infrastructure capacity (roads, water, sewage hydro etc.) to accommodate the proposed development.
- The effects of the development on the City's infrastructure, including the transportation system, and determine if improvements to the existing infrastructure are required.

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.

The applicant has submitted the required Toronto Green Standard Version 3 Checklist for Mid to High Rise Residential.

Staff will evaluate:

- The TGS Checklist submitted by the applicant for compliance with Tier 1 performance measures.

Other Matters

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

CONTACT

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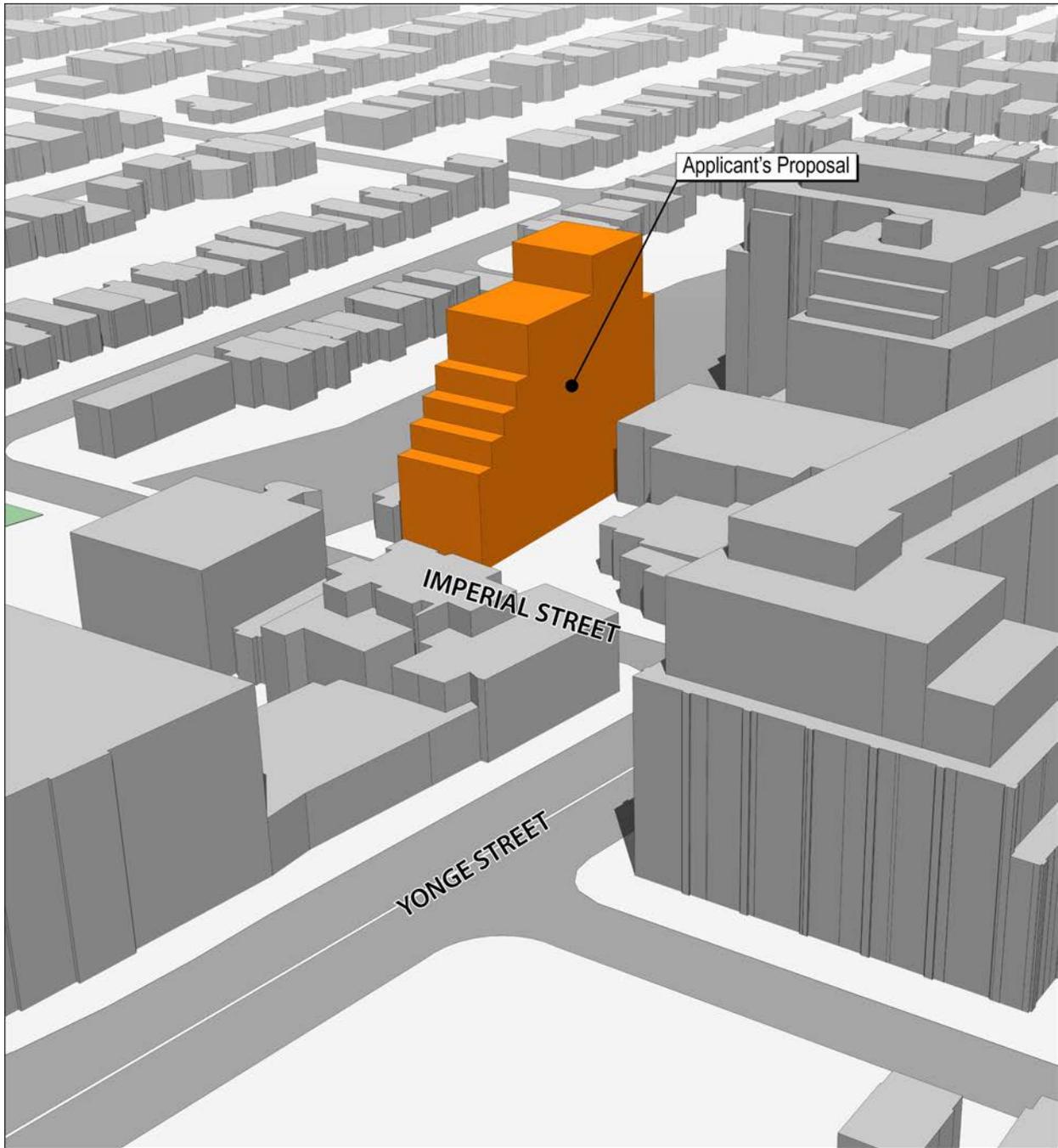
SIGNATURE

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

ATTACHMENTS

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

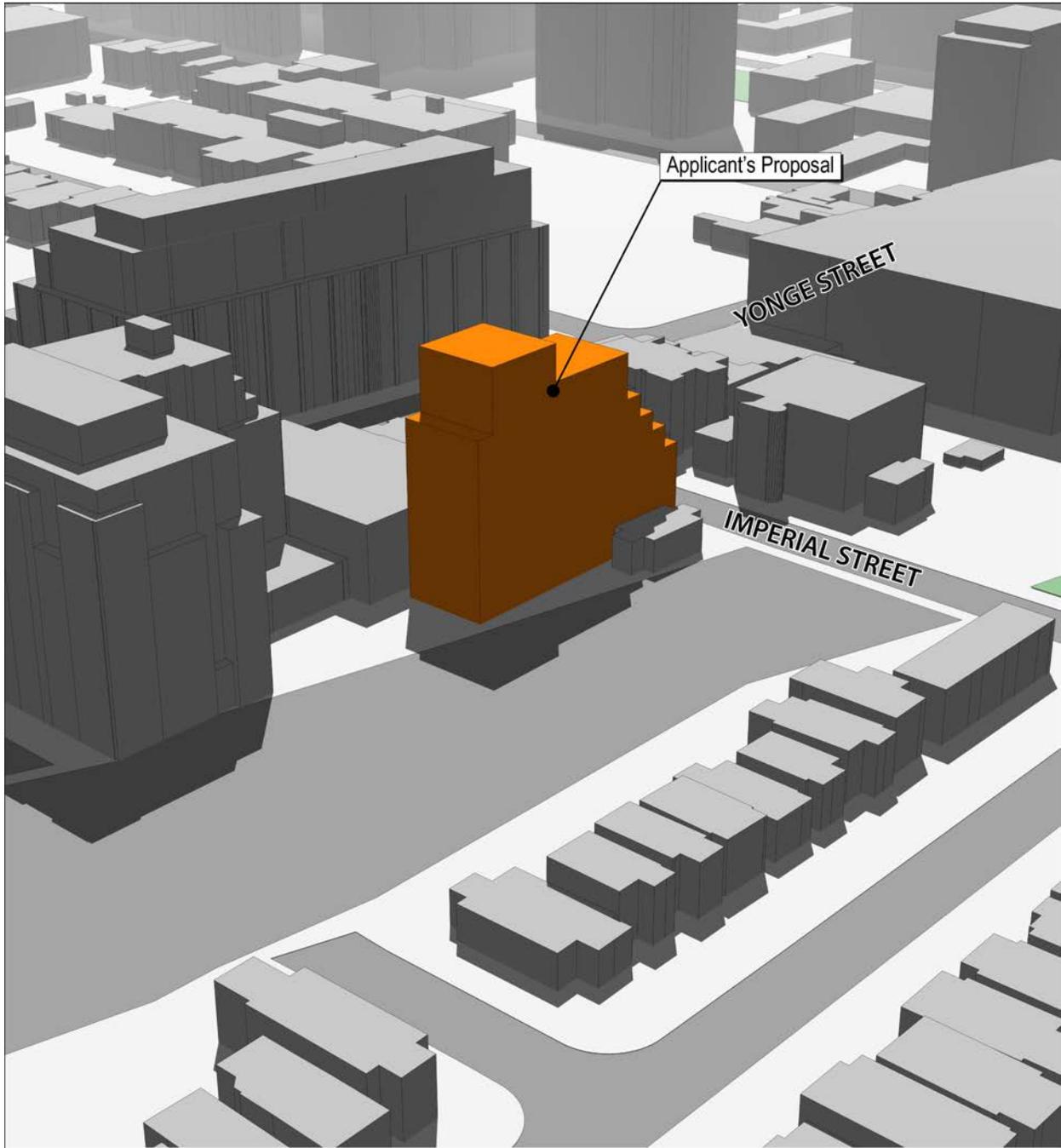
Attachment 1: 3D Models of Proposal in Context



View of Applicant's Proposal Looking Northwest



12/03/2019

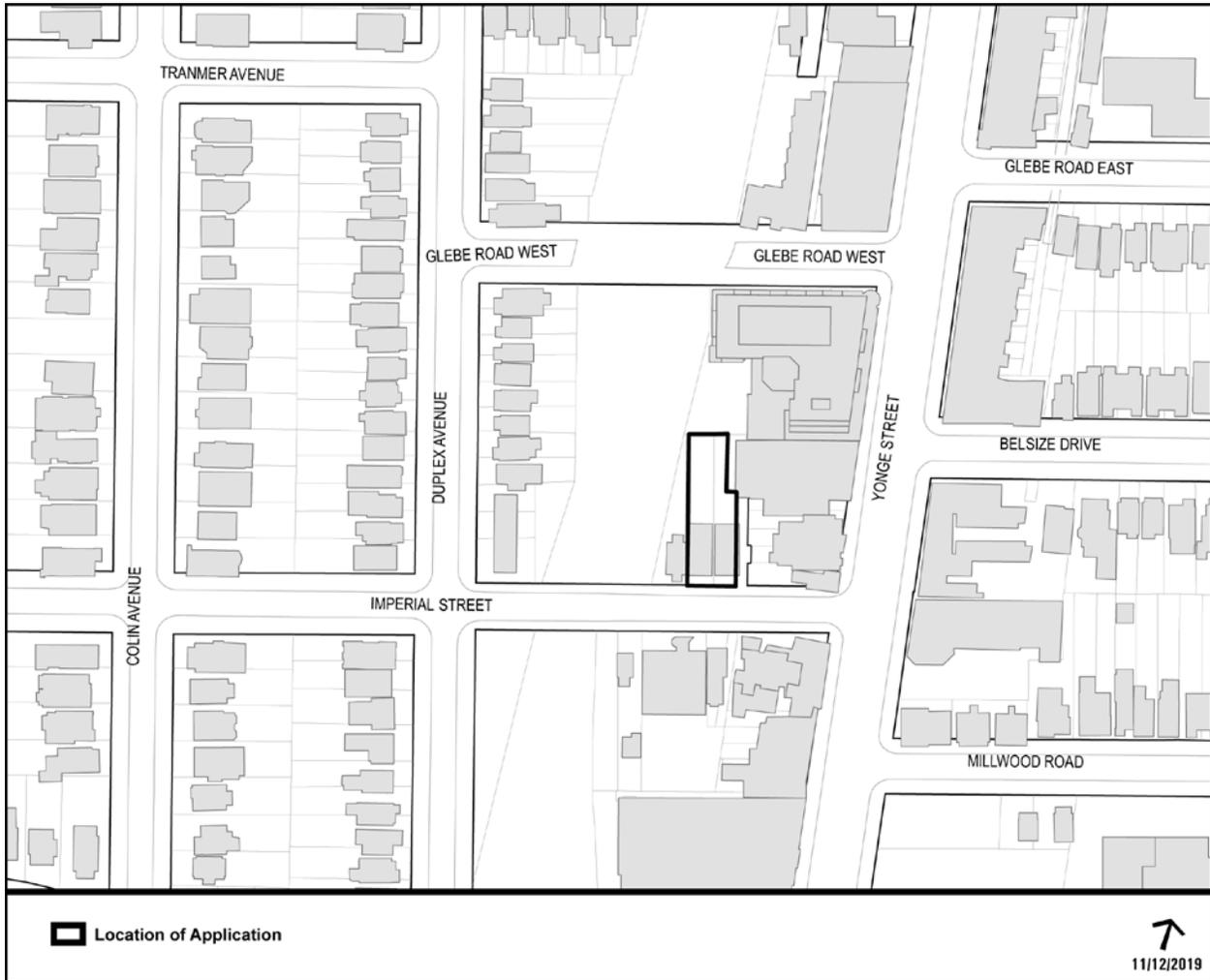


View of Applicant's Proposal Looking Southeast

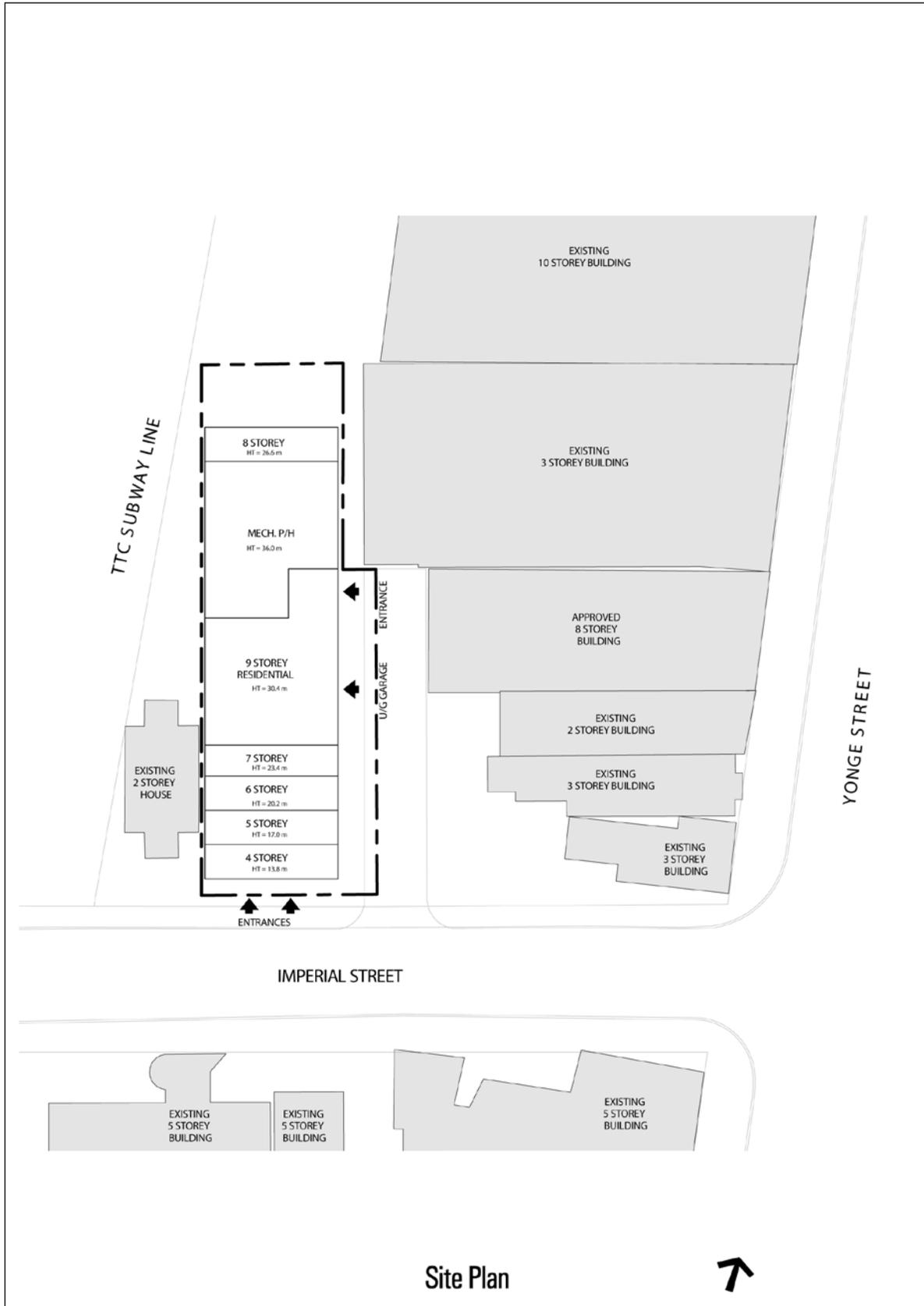


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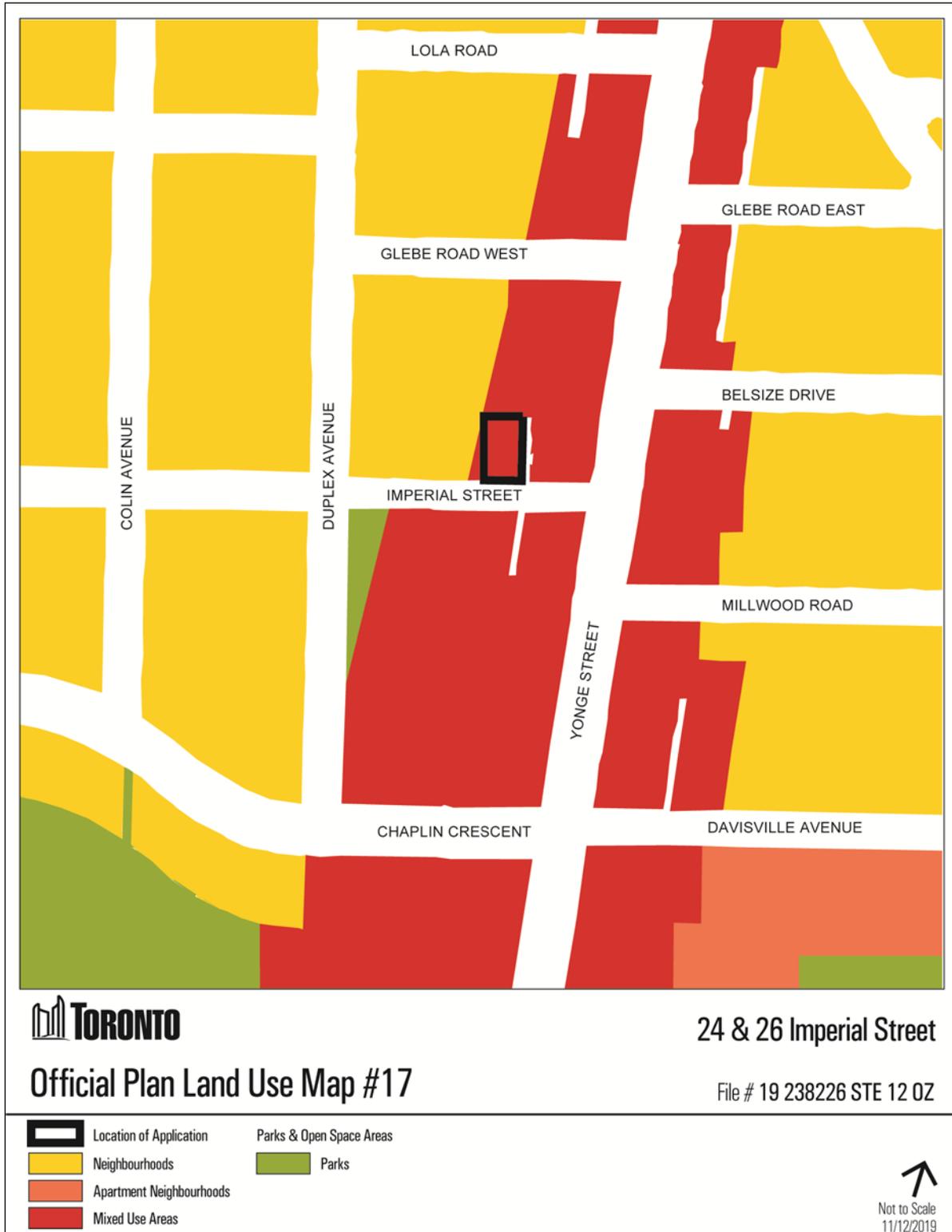
Attachment 2: Location Map



Attachment 3: Site Plan



Attachment 4: Official Plan Map



Attachment 5: Application Data Sheet

Municipal Address: 24 - 26 Imperial Street **Date Received:** October 18, 2019

Application Number: 19 238226 STE 12 OZ

Application Type: Rezoning

Project Description: A 9-storey residential building containing 30 residential dwelling units and approximately 3636.4 square metres of residential floor area.

Applicant/Agent

Walker Nott
Dragicevic Associates
Ltd.

Architect

Turner Fleischer
Architects Inc.

Owner

Howard
Freeman

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: N

Zoning: MCR (T3.0; C2.0; R2.5) & CR 3.0 (c2.0; r2.5) SS2 (x2430) Heritage Designation: N

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

PROJECT INFORMATION

Site Area (sq m): 799 Frontage (m): 17 Depth (m): 51

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	281		449	449
Residential GFA (sq m):			3,635	3,635
Non-Residential GFA (sq m):				
Total GFA (sq m):			3,635	3,635
Height - Storeys:	3		9	9
Height - Metres:			30	30

Lot Coverage Ratio (%): 56.2 Floor Space Index: 4.55

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	3,635	
Retail GFA:		
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			30	30
Other:				
Total Units:			30	30

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			4	16	10
Total Units:			4	16	10

Parking and Loading

Parking Spaces: 21 Bicycle Parking Spaces: 31 Loading Docks: 0