

6 Dawes Road – Zoning Amendment Application – Preliminary Report

Date: January 20, 2020

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District
Ward 19 - Beaches-East York

Planning Application Number: 19 253476 STE 19 OZ

Notice of Complete Application Issued: November 25, 2019

Current Use(s) on Site: A self-storage facility that consists of 14 single-storey, self storage warehouse buildings and an ancillary office located along the Dawes Road frontage

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for three residential towers (49, 46, and 40 storeys respectively) located at 6 Dawes Road. 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 6 Dawes Road together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

ISSUE BACKGROUND

Application Description

This application proposes to amend the Zoning By-law for the property at 6 Dawes Road to permit three mixed-use tall buildings, an integrated Metrolinx station and a community centre. The tall buildings would be 49 storeys (153 metres, excluding mechanical penthouse), 46 storeys (144 metres, excluding mechanical penthouse) and 40 storeys (126 metres, excluding mechanical penthouse). In addition to residential dwelling units, the proposal would also include: a new integrated entrance to the existing Danforth GO transit station; a 6-storey community centre (approximately 4,865 square metres or 50,000 square feet); and a privately-owned publicly accessible open space (737.68 square metres).

Between the three tall buildings, a total of 1,425 units are proposed: 33 bachelor units (2.3%); 912 one-bedroom units (63.5%); 342 two-bedroom units (24%); and 138 three-bedroom units (9.7%). The proposal has a total gross floor area (GFA) of 123,652 square metres (118,418 square metres of residential GFA and 5,234 square metres of non-residential GFA). The floor space index (FSI) of the proposed development is 9.37 times the area of the lot.

The proposal includes above grade vehicular parking in the first six floors of the development. A total of 401 vehicular parking spaces are proposed (300 residential parking spaces; 84 visitor parking spaces; 3 spaces for non-residential uses; and 14 car-share spaces). A total of 1,491 bicycle parking spaces are proposed (1,283 spaces for residents, 144 spaces for visitors, and 64 spaces for non-residential uses). Two Type G and three Type B or C loading spaces are proposed and are located within the building.

A total of 2,215 square metres of indoor amenity space is proposed and a total of 2,215 square metres of outdoor amenity space.

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

See Attachment 3 of this report, for a three dimensional representation of the project in context and Attachments 4-8 for the site plan and elevations.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) 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 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 current application is located on lands shown as *Mixed Use Areas* on Map 21 of the Official Plan.

Main Street Planning Study

On November 7, 2017, City Council requested that the City Planning Division undertake further study of development potential within proximity of the Main Street subway station and the Danforth GO station. The study area encompasses properties designated as Mixed Use Areas along Danforth Avenue, generally within 500 metres of Main Street subway station, Main Street, Dawes Road, and the intersection of Gerrard Street East and Main Street. At its meeting on December 17-18, 2019, City Council adopted Official Plan Amendment 478 (OPA 478).

The Main Street Planning Study was a multi-disciplinary review of the character, built form, public realm, community services and facilities, and heritage and historic character of the study area. The study also looked at where tall buildings could be accommodated and how those tall buildings could relate to the midrise planned context of Danforth Avenue. The results of the Main Street Planning Study showed that the lots south of Danforth Avenue, west of Main Street, and north of the rail corridor, could support taller buildings as this area is characterized by larger lots and would be within walking distance of higher order public transit. However, the Main Street Planning Study also concluded that in order to unlock the potential for intensification and growth within this area, a new public road network, new public parks, and new community services and facilities would need to be provided.

OPA 478 includes policies that target intensification in the form of tall buildings in Character Area C, which is generally bounded by Danforth Avenue to the north, the Lakeshore GO East Rail Corridor to the south, Dawes Avenue to the west, and Main

Street to the east. Area specific policies apply to this Character Area recognizing its existing/planned tall building context and requiring that new tall buildings transition down in building height as new development is proposed north towards Danforth Avenue and east towards Trent Avenue. A height peak is also provided which is located in the southwest quadrant of Character Area C. The proposal is located within this height peak and policies state that the tallest buildings may be located in this area, provided the building heights fit contextually, and that the required rail safety standards are met. The application will be reviewed against these Council-adopted policies.

The intensification and growth anticipated through the Main Street Planning Study supports provincial and municipal policy objectives of intensification, of both jobs and people, in areas well served by surface transit and rapid transit stations. Official Plan policy 2.2.1(a) states the Plan will create a better urban environment, a competitive local economy and a more socially cohesive and equitable city through the integration and coordination of transportation planning and land use planning by attracting more people and jobs to targeted growth areas in the City that are supported by good and affordable transit services and other infrastructure.

The final report for the Main Street Planning Study can be found here:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE34.91>

Zoning By-laws

The subject site is zoned I1 D2 (Industrial) under Zoning By-law 438-86, which permits a maximum density of 2 times the area of the lot and a maximum height of 14 metres. This zoning category permits a range of non-residential uses, including community services, retail and service shops, workshops and studios, offices, automobile related uses, warehousing and other light industrial uses.

The Citywide Zoning By-law 569-2013 does not currently apply to this site. This is due to the fact that the uses permitted under 438-86 are industrial, which do not align with the *Mixed Use Area* designation of the property in the Official Plan. Should the application be approved, the property will be brought into 569-2013 by way of a site specific zoning by-law.

Design Guidelines

The following design guideline(s) will be used in the evaluation of this application:

- Tall Building Design Guidelines
- Midrise Design Guidelines
- Growing Up: Planning for Children in New Vertical Communities
- Privately-Owned Publicly Accessible Spaces

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.

COMMENTS

Reasons for the Application

The Zoning Amendment application proposes to amend Zoning By-laws 438-86 and 569-2013 to address areas of non-compliance related to performance standards respecting the site including building height, density, setbacks, land use and parking. It will also bring the site into Zoning By-law 569-2013.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

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

A Place to Grow Plan (2019) establishes minimum density targets within strategic growth areas and related policies, directing municipalities to make more efficient use of land, resources, and infrastructure to reduce sprawl, cultivate a culture of conservation, and promote compact built form and better-designed communities with high quality built form, and an attractive and vibrant public realm established through site design and urban design standards.

The development proposal is within 500 metres of the Danforth GO station and Main Street TTC station. A Place to Grow 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 metre radius of a transit station, representing about a 10-minute walk. A Place to Grow requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

Staff are evaluating this application for consistency with the PPS (2014) and conformity with A Place to Grow Plan (2019). Given the explicit link between Provincial Policy and the Official Plan, consistency and conformity with the PPS (2014) and A Place to Grow Plan (2019) will be largely determined by conformity with the Official Plan.

Official Plan Conformity

Staff will evaluate this application against the policies of the Official Plan to determine the application's conformity to the Official Plan.

Land Use

Staff will assess the appropriateness of the land uses proposed for this development site. A key policy in OPA 478 is the provision of non-residential uses in areas known as Employment Priority Areas, which the subject site is located within. Non-residential uses could include, but are not limited to, retail, office, community services and facilities, creative industries and medical uses. The proposal includes a community centre as well as an integrated transit station, both of which are considered positive attributes to this application. However, the opportunity to include additional non-residential space, particularly since this proposal directly connects to the Danforth GO station, will be further explored. The policy in OPA 478 that requires non-residential uses conforms to A Place to Grow Plan (2019) which seeks to direct both residential and employment growth to areas of the City that are well served by transit.

Built Form, Planned and Built Context

Staff will assess the suitability of the proposed height, massing and other built form considerations based on Section 2 h), i), j), p), q), and r) of the Planning Act; the PPS (2014) and A Place to Grow Plan (2019); and the City's Official Plan policies and relevant urban design guidelines.

The height of the three towers proposed on this site - at 49, 46 and 40 storeys - is of significant concern. The building heights do not fit harmoniously with the existing or planned context nor transition appropriate to areas of lower scale and would be considered out of context and out of character with the surrounding area. While a tall building character has been established through existing and approved tall buildings to the north of the site, the tallest of these buildings is 32 storeys. OPA 478 does direct the tallest buildings in the location where the proposal is located; however, it is envisioned that the building heights would generally be consistent with existing and/or approved buildings heights within that area. There are no tall buildings within the area that are 40 storeys and above, and OPA 478 does not envision building heights of this magnitude.

In addition to the above, staff also note the following preliminary concerns with the current proposal:

- Appropriate height, mass, scale and density of the base buildings and the towers;
- Consistency with the City's Tall Building Guidelines, including tower separation and floor plate size;
- Appropriate transition in height towards buildings of different scale and intensity;
- Shadowing and wind impacts, particularly on proposed new parkland;
- Potential for negative light, view and privacy impacts to nearby properties as well as impacts to the public realm;

- The provision of adequate amenity space and publicly accessible open space;
- Location and orientation of proposed buildings in relation to the existing and planned context as well as the public realm (such as appropriate sidewalk width) and road network; and
- Appropriate mix of dwelling units, and lack of on-site affordable housing.

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

Public Realm

Staff will assess the enhancements to the public realm including sidewalk spaces, open spaces, and midblock connections. Currently, the site proposes a private-owned publicly accessible open space at 737.68 square metres. Further enhancements may be identified through the review of the application.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The applicant has submitted an Arborist Report and a Tree Inventory and Preservation Plan. Forestry staff are reviewing the Arborist Report submitted with the application. Staff will continue to assess the appropriateness of the applicant's proposal and tree replacement plan.

Housing

OPA 478 requires that new development provide a minimum of 10% three-bedroom units and 25% two-bedroom units. Similarly, the Growing Up Guidelines recommend providing 10% three-bedroom units and 15% two-bedroom units. The proposal includes a mix of bachelor, one-bedroom, two-bedroom and three-bedroom units. The application will be assessed in accordance with OPA 478 and the Growing Up Guidelines. Appropriate unit sizes will also be explored as part of the application review.

Affordable housing units have not been proposed for this site; however, the application has been circulated to the Affordable Housing Office and the provision of affordable housing units will be expected on site.

Heritage Impact & Conservation

Currently, none of the properties on the subject site are on the City's Heritage Register as either listed or designated heritage properties. However, through the Danforth Avenue Planning Study, the final report (dated June 15, 2018) identified 10 Dawes Road as a potential heritage property. In response to this heritage potential and the adjacency issues related to that potential heritage building, the applicant has provided a Heritage Impact Assessment, which Heritage Preservation Services staff are reviewing.

Community Services and Facilities

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

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan recognizes that community services and facilities support 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 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. The proposal would also include a 6-storey (4,865 square metres) community centre. If the application is approved, this community centre would be owned and operated by the City.

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 would be subject to Section 37 contributions under the Planning Act, should it proceed to approval in some form. Section 37 benefits have not yet been discussed. Potential benefits may include provisions for affordable housing, improvements to parks and the public realm, and community services and facilities.

Infrastructure/Servicing Capacity

Staff are reviewing the application to determine if there is sufficient infrastructure capacity (such as roads, transit, water, sewage, hydro) to accommodate the proposed development. The applicant has submitted the following studies and reports which are being reviewed by Engineering and Construction Services: Transportation Impact Study, Functional Servicing Report, Stormwater Management Report, Geohydrology Assessment and Geotechnical Report. The reports submitted in support of the development application evaluate the impacts of the proposal on the City's municipal infrastructure.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant has submitted the Toronto Green Standards Checklist and Statistics Template. The City is reviewing this submission for compliance. The applicant will be encouraged to target Tiers 2, 3 or 4 of the TGS.

GO Transit Integration

The proposal includes an integrated entrance to the existing Danforth GO station. City staff, along with Metrolinx, will review this integrated station for safety, visibility and accessibility.

Rail Safety, Noise and Vibration

The proposed three towers and the community centre abut the Lakeshore GO East Rail Corridor, operated by Metrolinx for commuter rail service. The operation of rail corridors is under Federal jurisdiction. The City, however, has the authority under the *Planning Act* to regulate land use on the properties adjacent to the rail corridor. As well, Policy 21 of Section 3.4 of the Official Plan states:

"Major facilities such as airports, transportation/rail infrastructure, corridors and yards, waste management facilities and industries and sensitive land uses such as residences and educational and health facilities will be appropriately designed, buffered and/or separated from each other to prevent adverse effects from noise, vibration, odour and other contaminants, and to promote safety. To assist in identifying impacts and mitigative measures, the proponent may be required to prepare studies in accordance with guidelines established for this purpose. The proponent will be responsible for implementing any required mitigative measures."

This policy in the Official Plan requires buffering and separation between sensitive uses and the rail corridor and requires that the obligation for implementing any required mitigative measures will be the responsibility of the proponent. Generally, new development in proximity to a rail corridor must be set back a minimum of 30 metres from the rail corridor and protected by an earthen berm. This standard is recognized in the Federation of Canadian Municipalities (FMC) and the Railway Association of Canada's (RAC) Proximity Guidelines.

OPA 478 also includes policies regarding noise and vibration impacts and rail safety. These policies require that mitigation strategies and safety measures are implemented and that studies and reports are provided and reviewed for acceptance to ensure the strategies and measures are appropriate.

In support of the application, the applicant submitted a vibration and noise impact study, as well as a rail safety report. This study and report will be peer reviewed at the owner's expense.

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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E-mail: George.Pantazis@toronto.ca

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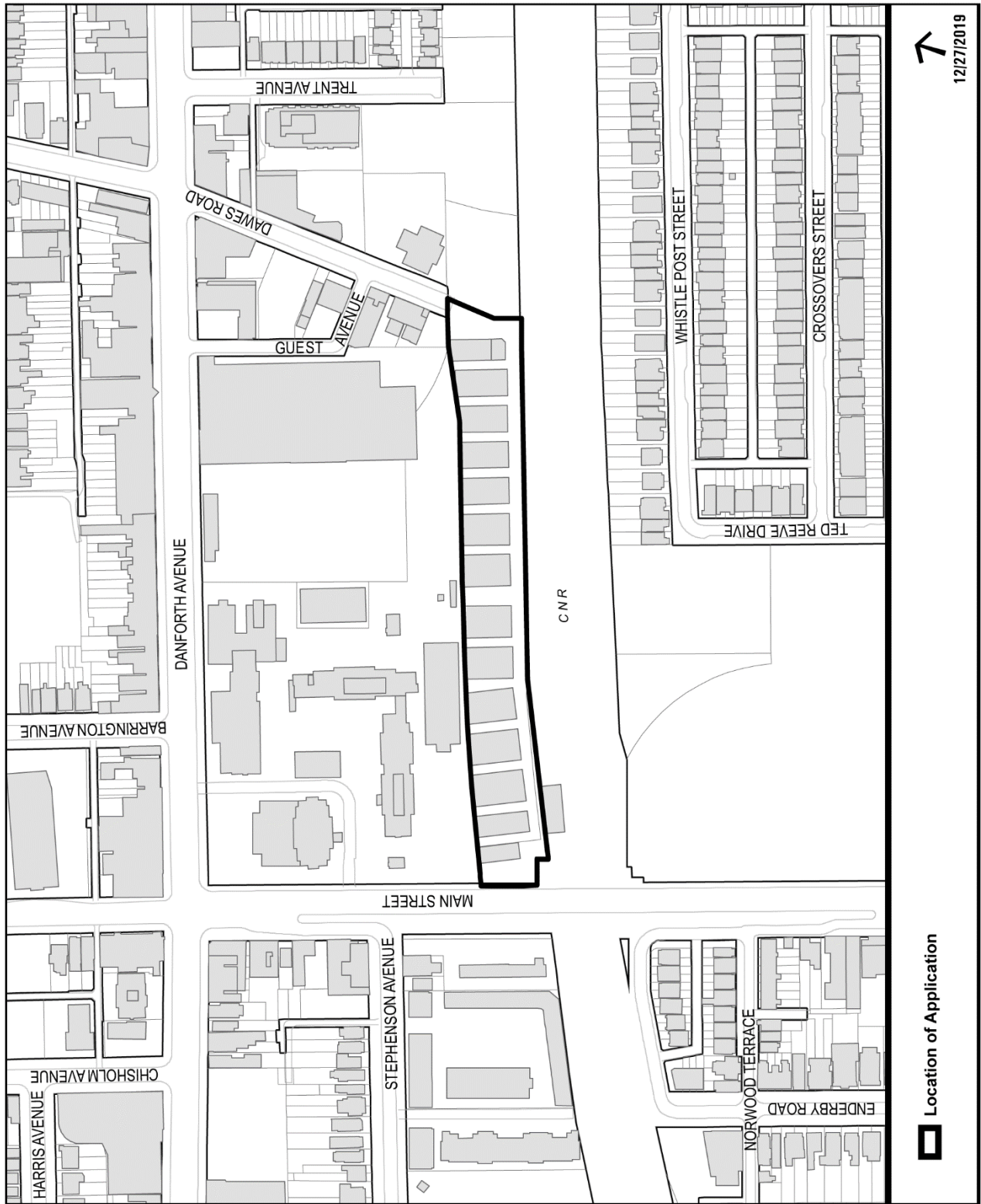
Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

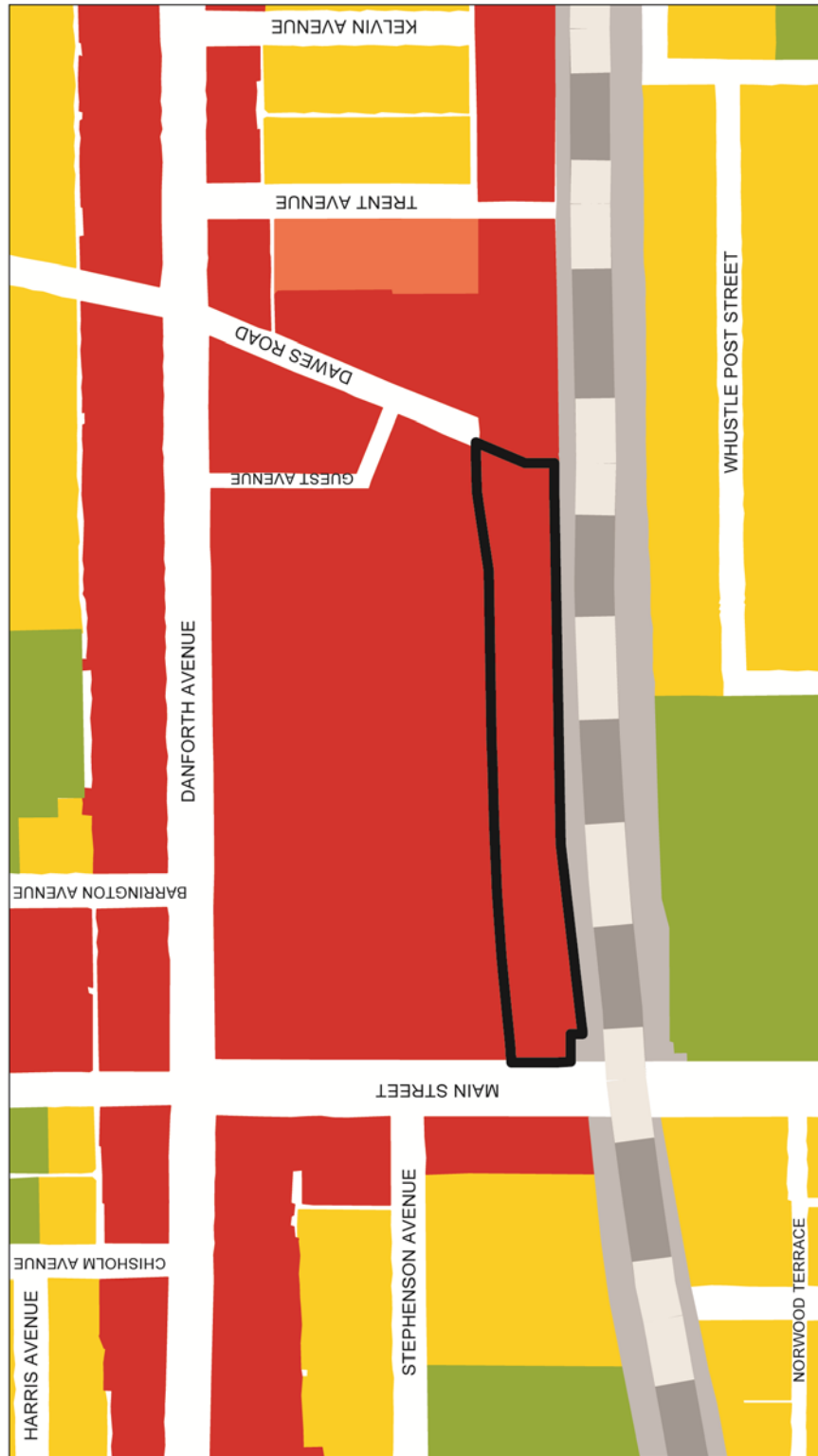
City of Toronto Drawings

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

Attachment 1: Location Map



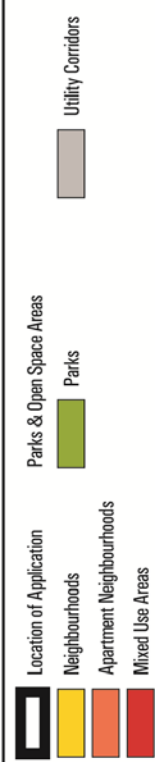
Attachment 2: Official Plan - Land Use Designation Map



6 Dawes Road

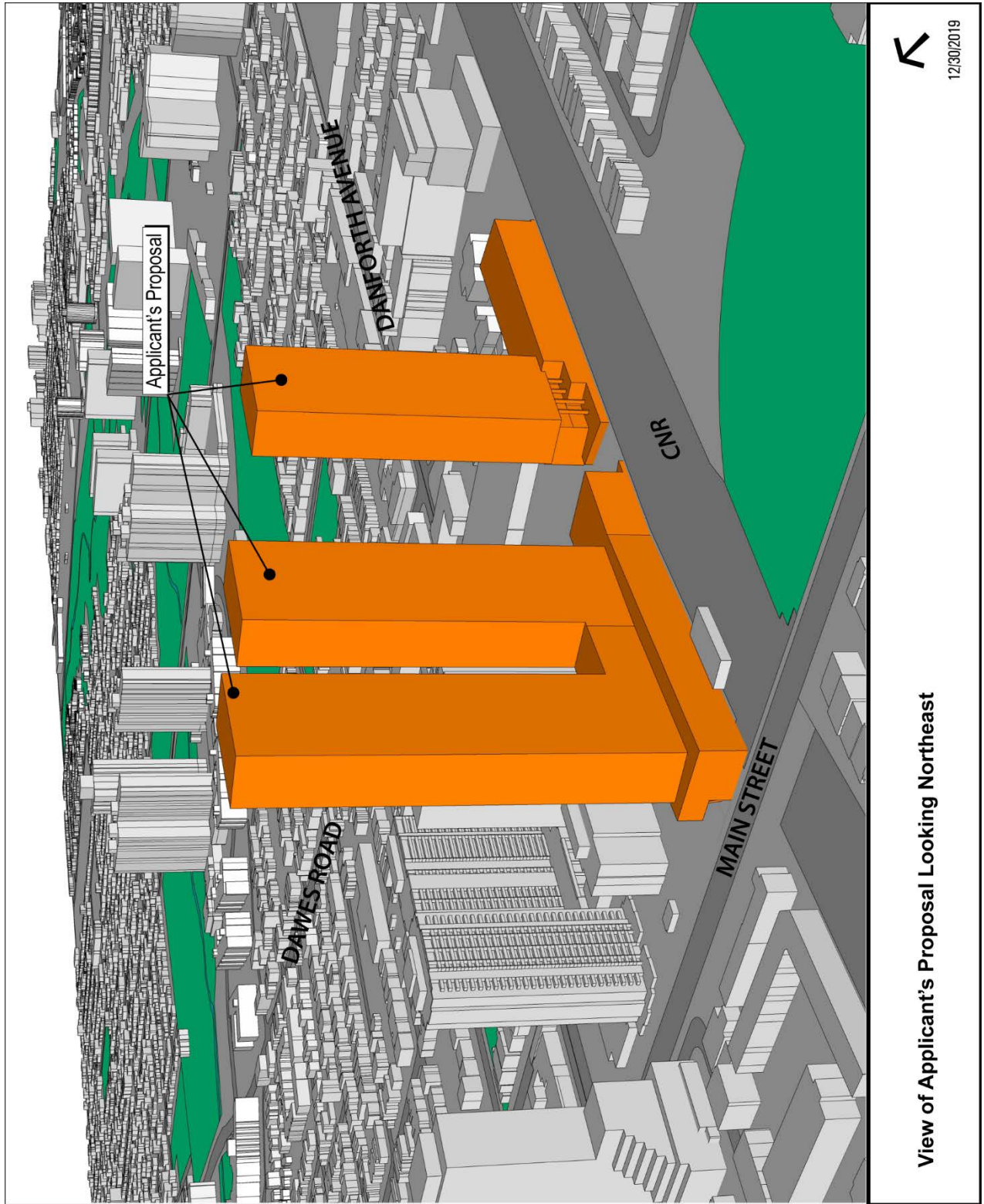
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 Official Plan Land Use Map #21

File # 19 253476 STE 19 0Z

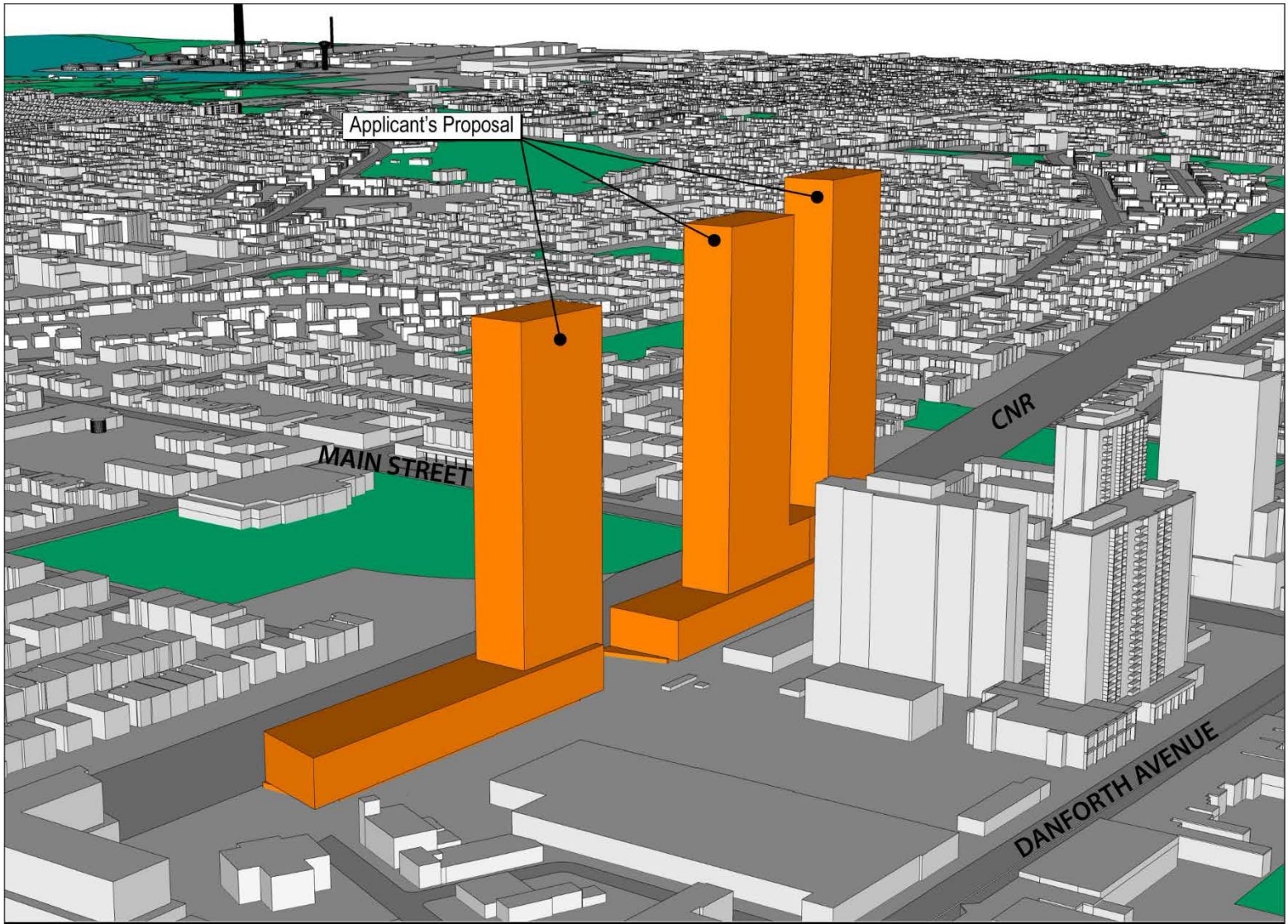


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 Not to Scale
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Attachment 3: 3D Models of Proposal in Context



View of Applicant's Proposal Looking Northeast

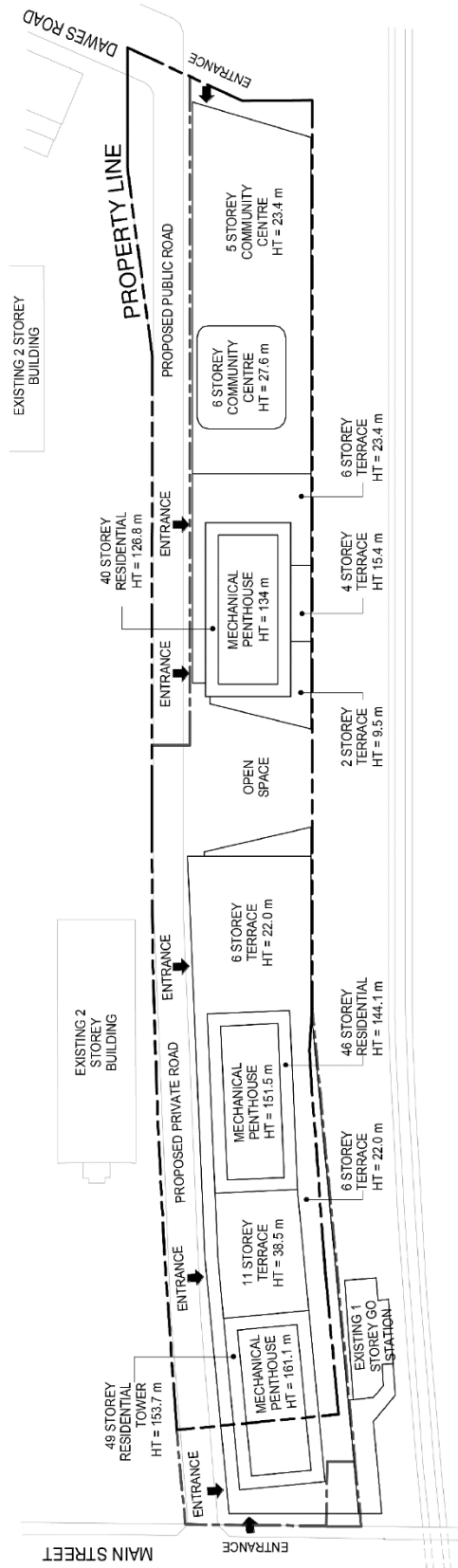


View of Applicant's Proposal Looking Southwest



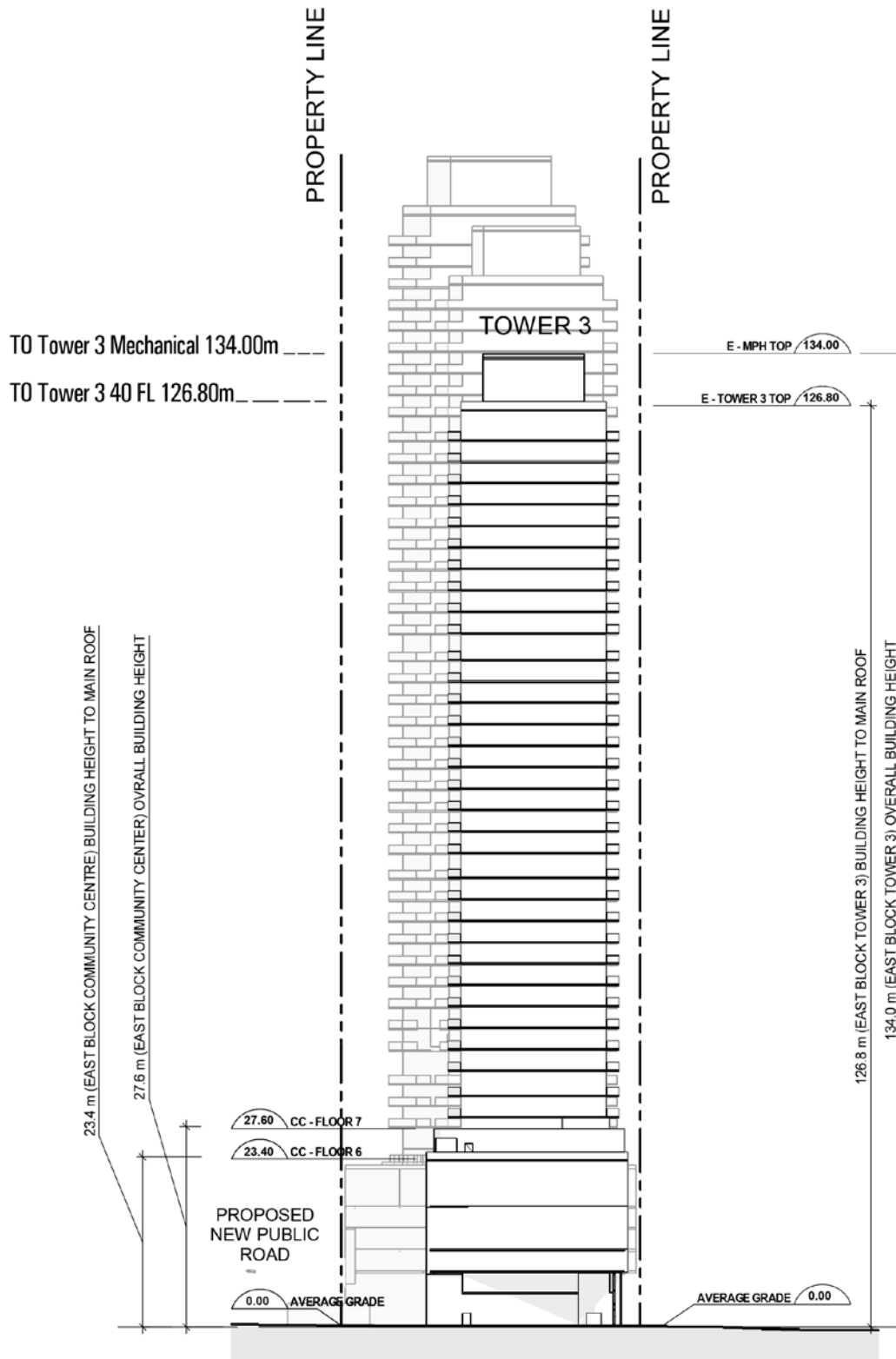
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Attachment 4: Site Plan



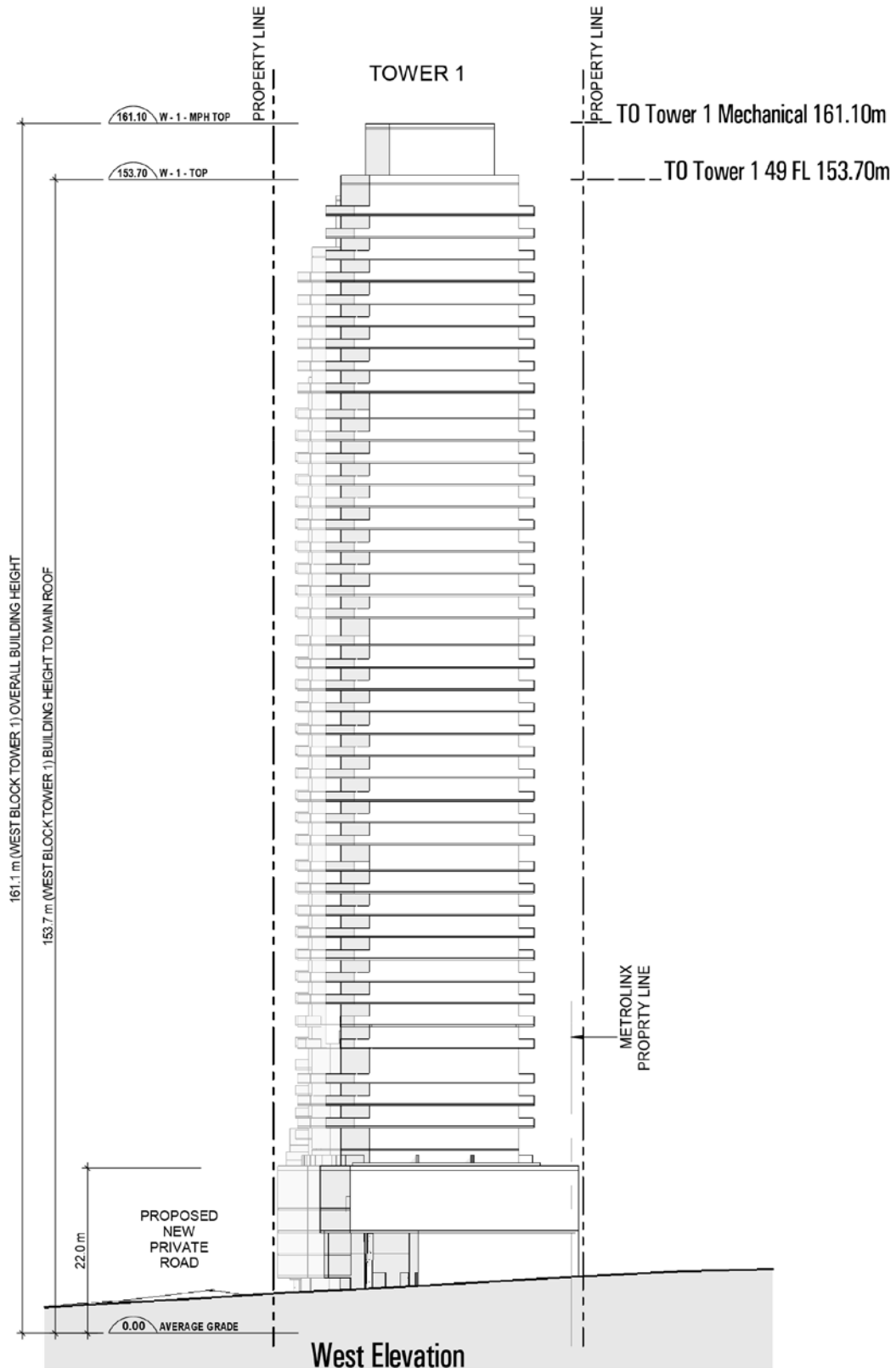
Site Plan

Attachment 5: East Elevation

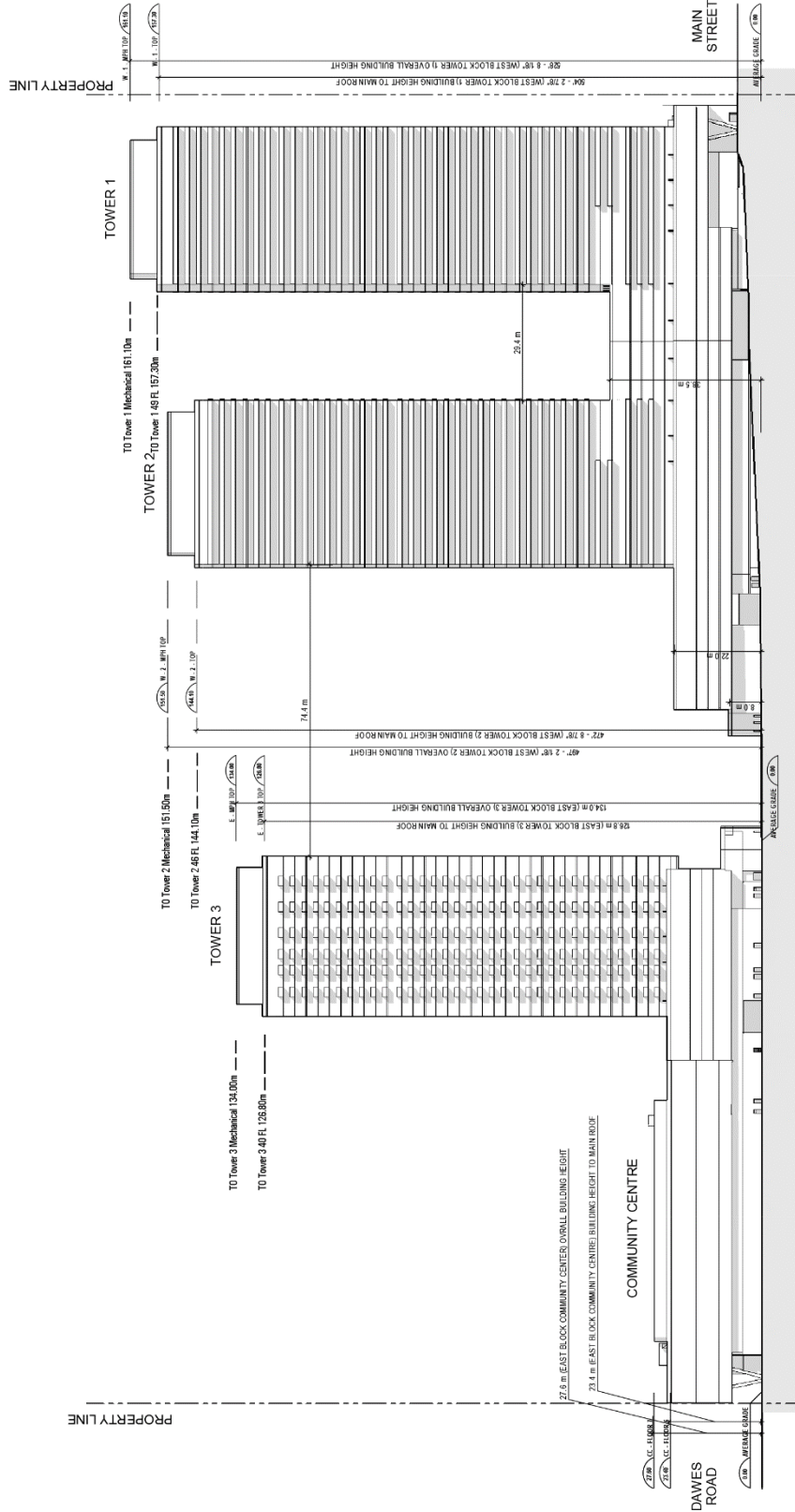


East Elevation

Attachment 6: West Elevation

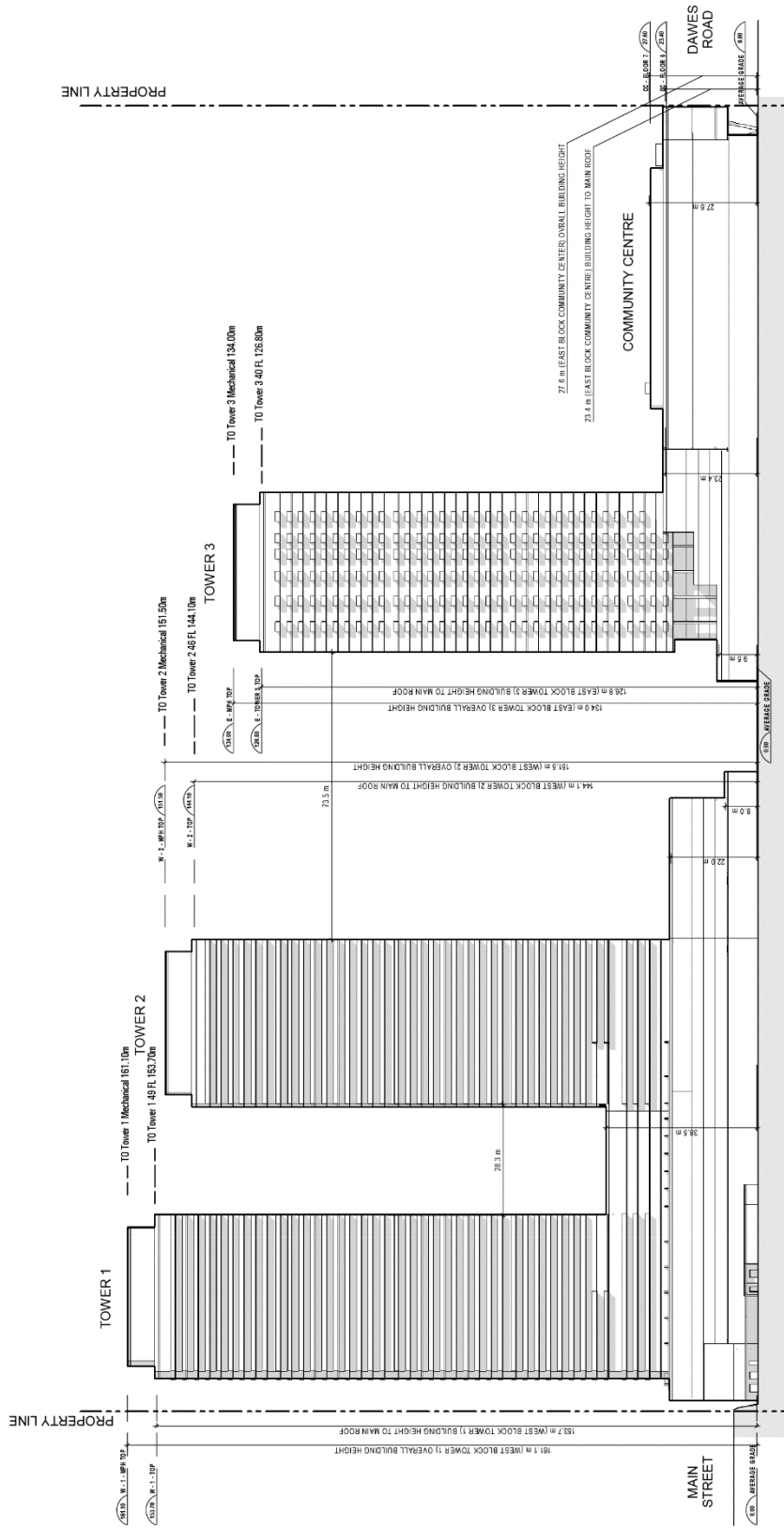


Attachment 7: North Elevation



North Elevation

Attachment 8: South Elevation



South Elevation

Attachment 9: Application Data Sheet

Municipal Address: 6 DAWES RD Date Received: November 25, 2019

Application Number: 19 253476 STE 19 OZ

Application Type: OPA / Rezoning, Rezoning

Project Description: A Zoning By-law Amendment application for the property at 6 Dawes Road to permit three mixed-use tall buildings, an integrated Metrolinx station and a community centre.

Applicant	Agent	Architect	Owner
BOUSFIELDS INC.	BOUSFIELDS INC.	QUADRANGLE ARCHITECTS	6 DAWES DANFORTH INC.

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision:

Zoning: I1 D2 Heritage Designation:

Height Limit (m): 14 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 13,196 Frontage (m): 346 Depth (m): 43

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	6,501		8,336	8,336
Residential GFA (sq m):			118,418	118,418
Non-Residential GFA (sq m):	6,501		5,234	5,234
Total GFA (sq m):	6,501		123,652	123,652
Height - Storeys:	2		49	49
Height - Metres:	6		154	154

Lot Coverage Ratio (%): 63.17 Floor Space Index: 9.37

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Residential GFA: 118,418

Retail GFA:

Office GFA:

Industrial GFA:

Institutional/Other GFA: 5,234

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			392	392
Freehold:				
Condominium:			1,033	1,033
Other:				
Total Units:			1,425	1,425

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		33	912	342	138
Total Units:		33	912	342	138

Parking and Loading

Parking Spaces:	401	Bicycle Parking Spaces:	1,491	Loading Docks:	5
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