

10-32 Raglan Avenue - Zoning Amendment Application - Preliminary Report

Date: August 21, 2020

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: 20 155716 STE 12 OZ

Current Use on Site: Six pairs of semi-detached residential buildings.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for a 28-storey residential building located at 10-32 Raglan 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 10-32 Raglan 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 City Planning Division confirms that there are no financial implications resulting from the recommendations included in the report in the current budget year or in future years.

DECISION HISTORY

On January 30 and 31, 2019, City Council directed the Chief Planner and Executive Director, City Planning to modify the Official Plan Policy review for the Raglan Avenue/Vaughan Road area, initiated in a staff report dated May 27, 2015 and adopted by City Council on July 7, 8 and 9, 2015, by expanding the study boundary and focusing on built form, land use and community services.

The motion is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.MM2.13>

The final staff report was adopted by City Council on July 16, 2019 and directs staff to apply the St. Clair Avenue West and Bathurst Street Planning Framework during the review of current and future development applications. The Council decision is available here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.TE7.60>

CONSULTATION WITH APPLICANT

A pre-application meeting was held on January 27, 2020. The focus of discussion at the meeting was concerns related to height, massing, scale, density, vehicular circulation, and public realm, and opportunities for animation of the lane and a pedestrian mid-block connection. Staff also advised the applicant of built form principles and the public realm plans within the St. Clair Avenue West and Bathurst Street Planning Framework.

An application was submitted on June 12, 2020.

ISSUE BACKGROUND

Site Description

The subject site is located on the west side of Raglan Avenue. The rectangular-shaped site is 2,728 square metres in size, has a frontage of approximately 73 metres along Raglan Avenue, and a depth of approximately 37 metres.

Public lanes run along the west (rear) and south (side) lot lines and service properties along Raglan Avenue and Vaughan Road, and St. Clair Avenue West respectively. Both public lanes have an existing width of approximately 3.05 metres.

Application Description

The application proposes a 28-storey (100.2 metres including mechanical penthouse) residential building with a gross floor area of 27,928 square metres representing a density of 10.24 times the lot area. The proposed building consists of 399 dwelling units comprising 14 grade-related townhouse units (3.5%), 22 bachelor units (5.5%), 182 one-bedroom units (45.6%), 130 two-bedroom units (32.6%), and 51 three-bedroom units (12.8%). The proposal includes 647 square metres of indoor amenity space, 949 square metres of outdoor amenity space, 399 bicycle parking spaces, 1 Type G loading space, and 148 vehicle parking spaces within a 2-storey below ground garage. Access

to the garage would be from both the north-south public lane as well as a driveway from Raglan Avenue.

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 Nos.1-5 of this report, for Application Data Sheet, Location Map, a three dimensional representation of the project in context, Site Plan and Elevations.

Application Submission Requirements

The following reports/studies were submitted in support of the application:

- Survey Plan;
- Architectural Plans, Elevations and Sections;
- Landscape Plan;
- Tree Preservation Plan;
- Civil Plans;
- Shadow Study;
- Planning Rationale Report;
- Public Consultation Strategy Report;
- Community Facilities & Services Study;
- Heritage Impact Assessment;
- Pedestrian Wind Study;
- Transportation Impact Report;
- Functional Servicing and Stormwater Management Report;
- Hydrogeological Review Summary and Report;
- Energy Modelling Report;
- Noise and Vibration Feasibility Study;
- Arborist Report;
- Draft Zoning By-law Amendments;
- Toronto Green Development Standards Checklist; and
- Digital copy of the Building Massing Model.

All submission materials can be found at the following link: aic.to/32Raglan

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 (2020) ("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.

Major Transit Station Areas

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

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/official-plan/>

The site is located on lands designated *Apartment Neighbourhoods* on Map 17 of the Official Plan.

The application is subject to Site and Area Specific Policy 38 which applies to lands along Raglan Avenue, south of Claxton Boulevard and north of St. Clair Avenue West. This policy states that land assembly will be required to allow for the development of more intensive buildings.

See Attachment No. 6: Official Plan Map.

St. Clair Avenue West and Bathurst Street Planning Framework

The subject site is within the St. Clair Avenue West and Bathurst Street Area Planning Framework study area boundary.

St. Clair Avenue West and Bathurst Street Planning Framework places this site within the Raglan Transition Zone and identifies special public realm features that apply to this site.

Zoning By-laws

The southerly portion of the site (10-12 Raglan Avenue) was formerly within the City of Toronto and is subject to Zoning By-law 438-86 of the former City of Toronto, as amended. The northerly portion of the site (14-32 Raglan Avenue) was formerly within the City of York and is subject to Zoning By-law 1-83 of the former City of York, as amended.

Zoning By-law 569-2013

The properties at 10-12 Raglan Avenue are zoned R (d0.6) which permits a maximum height of 12.0 metres and a maximum floor space index of 0.6. The properties at 14-32 Raglan Avenue are zoned RA (x777) which permits a maximum height of 24.0 metres or 8-storeys. Both the R (Residential) and RA (Residential Apartment) zones permit a variety of uses, including dwelling units within an apartment building. Exception 777 restricts the permitted residential building types to detached houses, semi-detached houses, townhouses, duplexes, triplexes and apartment buildings. This exception generally carries forward the height, density and setback provisions of the RM2 zoning in By-law 1-83. In particular, for an apartment building, it requires a maximum height of 24.0 metres (and 8-storeys) and a maximum FSI of 2.5.

Former City of Toronto Zoning Bylaw 438-86

The properties at 10-12 Raglan Avenue are subject to By-law 438-86, as amended, of the former City of Toronto, which zones those properties R2 Z0.6, with a maximum height of 12.0 metres and a maximum density of 0.6 times the lot area. The R2 zone permits a full range of residential building types, including apartment buildings.

Former City of York Zoning By-law 1-83

The properties at 14-32 Raglan Avenue are zoned Residential Multiple RM2 in Zoning By-law 1-83 of the former City of York with no site-specific exceptions. The RM2 zone permits a wide variety of residential uses including apartment buildings and townhouses as well as non-residential uses including day nurseries, retail stores and offices. For an apartment building, the RM2 zone permits a maximum height of 8 storeys or 24 metres and a maximum FSI of 2.5. An additional regulation restricts the maximum height of any portion of a building to a 45-degree angular plane measured from the street line across the street from the lot line.

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/>

See Attachment No. 7: Existing Zoning By-law Map.

Design Guidelines

The following design guidelines will be used in the evaluation of this application:

- Oakwood-Vaughan Urban Design Guidelines;
- Tall Building Design Guidelines;
- Growing Up: Planning for Children in New Vertical Communities; and
- Pet-Friendly Design Guidelines.

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

Site Plan Control

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

Rental Housing Demolition and Conversion By-law

The applicant is required to submit an application for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code for the demolition of the existing rental housing units, as the lands subject to the application contain six or more residential units, of which at least one is rental. As per Chapter 667-14, a tenant consultation meeting will be held to review the impact of the proposal on tenants of the residential rental property and matters under Section 111.

COMMENTS

Reasons for the Application

The application proposes to amend Zoning By-laws 438-86, 1-83 and 569-2013 for the site at 10-32 Raglan Avenue to vary performance standards including: building height; density; and building setbacks. Through the review of the application, staff may identify additional areas of non-compliance with the Zoning By-laws.

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 for consistency with the PPS (2020) and conformity with the Growth Plan (2019).

Official Plan Conformity

Staff will continue to evaluate this planning application against the Official Plan to determine the application's conformity to the Official Plan.

Built Form, Planned and Built Context

Staff will continue to assess the suitability of the proposed height, massing, and other built form issues based on Provincial policies, the City's Official Plan policies, and the City's Design Guidelines including the Tall Building, Growing Up, and Pet-Friendly Design Guidelines.

Staff will continue to assess:

- the proposed building's height, density, and massing, in relation to the area's existing and planned built form character and scale;
- the tower setbacks and separation distances;
- the transition to lower-scale residential properties adjacent to and near the development site;
- the potential impacts associated with the proposed massing, including but not limited to privacy, wind, and incremental shadowing of *Neighbourhoods*, the public realm and open spaces;
- the proposed public realm including mid-block connection, building setback, alignment with adjacent properties, the public lanes and treatment of the public right-of-way;
- the mix and size of dwelling units;
- the location and amount of proposed indoor and outdoor amenity space; and,
- the provision of high quality building materials and landscape.

Heritage Preservation

A Heritage Impact Statement has been submitted. Staff have determined that none of the existing properties warrant consideration for heritage designation.

Housing

A Housing Issues Report is required for Zoning By-law Amendments for applications that seek to demolish existing rental properties, intensify existing rental sites, convert existing rental housing to condominiums or that propose residential development in excess of five hectares. A Housing Issues Report has been submitted and is being reviewed by staff.

Staff will evaluate:

- the suitability of the tenant relocation and assistance strategy for the affected tenants; and,
- whether the provision of larger residential dwelling units is suitable for a broad range of households, including families with children.

Infrastructure/Service Capacity

Staff and commenting agencies are reviewing the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, community services and facilities, etc.) to accommodate the proposed development.

The applicant has submitted the following studies and reports which are being reviewed by Engineering and Construction Services staff: a Functional Servicing and Stormwater Management Report; Hydrogeological Review Summary and Report; and Transportation Impact Report.

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; and
- the Transportation Impact Study submitted by the applicant, to evaluate the effects of the development on the transportation system, and to identify any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development.

Affordable Housing

Affordable Housing and Smart Urban Growth are key Strategic Actions for the City of Toronto. Section 3.2.1 of the City's Official Plan states that a full range of housing will be provided and maintained to meet the needs of current and future residents. The Growth Plan (2019) also contains policies 2.2.1.4, 2.2.4.9 and 2.2.6.4 to support the development of affordable housing and a range of housing to accommodate the needs of all household sizes and incomes.

Further discussions with the applicant, the Ward Councillor and City staff will be required to determine opportunities for the provision of on-site or nearby off-site affordable housing.

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 will continue to 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.

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.

Staff will continue to assess:

- the appropriateness of the applicant's tree replacement plan which proposes the removal of 10 City-owned trees, removal or injury of 8 privately-owned subject site tree and 1 privately-owned boundary/neighbouring tree having a trunk diameter of 30 cm or greater, to accommodate the development.
- A Tree Inventory and Preservation Plan is required for staff review.

Toronto Green Standard

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

Staff will continue to assess:

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

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 will be subject to Section 37 contributions under the *Planning Act*. Further discussion with the Ward Councillor, City staff, residents, and the applicant will be required to determine the extent and nature of the required Section 37 community benefits should the application be approved in some form.

Other Matters

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

CONTACT

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SIGNATURE

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

ATTACHMENTS

City of Toronto Drawings

Attachment 1: Application Data Sheet
Attachment 2: Location Map
Attachment 3: 3D Model of Proposal in Context
Attachment 4: Site Plan
Attachment 5: Elevations
Attachment 6: Official Plan Map
Attachment 7: Zoning By-law Map

Attachment 1: Application Data Sheet

Municipal Address: 10-32 Raglan Avenue **Date Received:** June 12, 2020

Application Number: 20 155716 STE 12 OZ

Project Description: 28-storey (95.2 metres excluding mechanical penthouse) residential building with 27,927.8 square metres of residential gfa, 399 units including 14 townhouses at grade, and a below grade parking garage.

Applicant

Madison Group

Architect

SuperKul Inc.

Owner

Madison Raglan Limited

EXISTING PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhood	Site Specific Provision:	SASP 38
Zoning:	RA and R (d0.6)	Heritage Designation:	N
Height Limit (m):	24 and 12	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m):	2,728	Frontage (m):	73	Depth (m):	37
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Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			1,387	1,387
Residential GFA (sq m):			27,928	27,928
Non-Residential GFA (sq m):				
Total GFA (sq m):			27,928	27,928
Height - Storeys:	3		28	28
Height - Metres:			95	95

Lot Coverage Ratio (%)	50.84	Floor Space Index:	10.24
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	27,928	
Retail GFA:		
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:	4			
Freehold:	8			
Condominium:			399	399
Other:				
Total Units:	12		399	399

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:	22	182	144	51	
Total Units:	22	182	144	51	

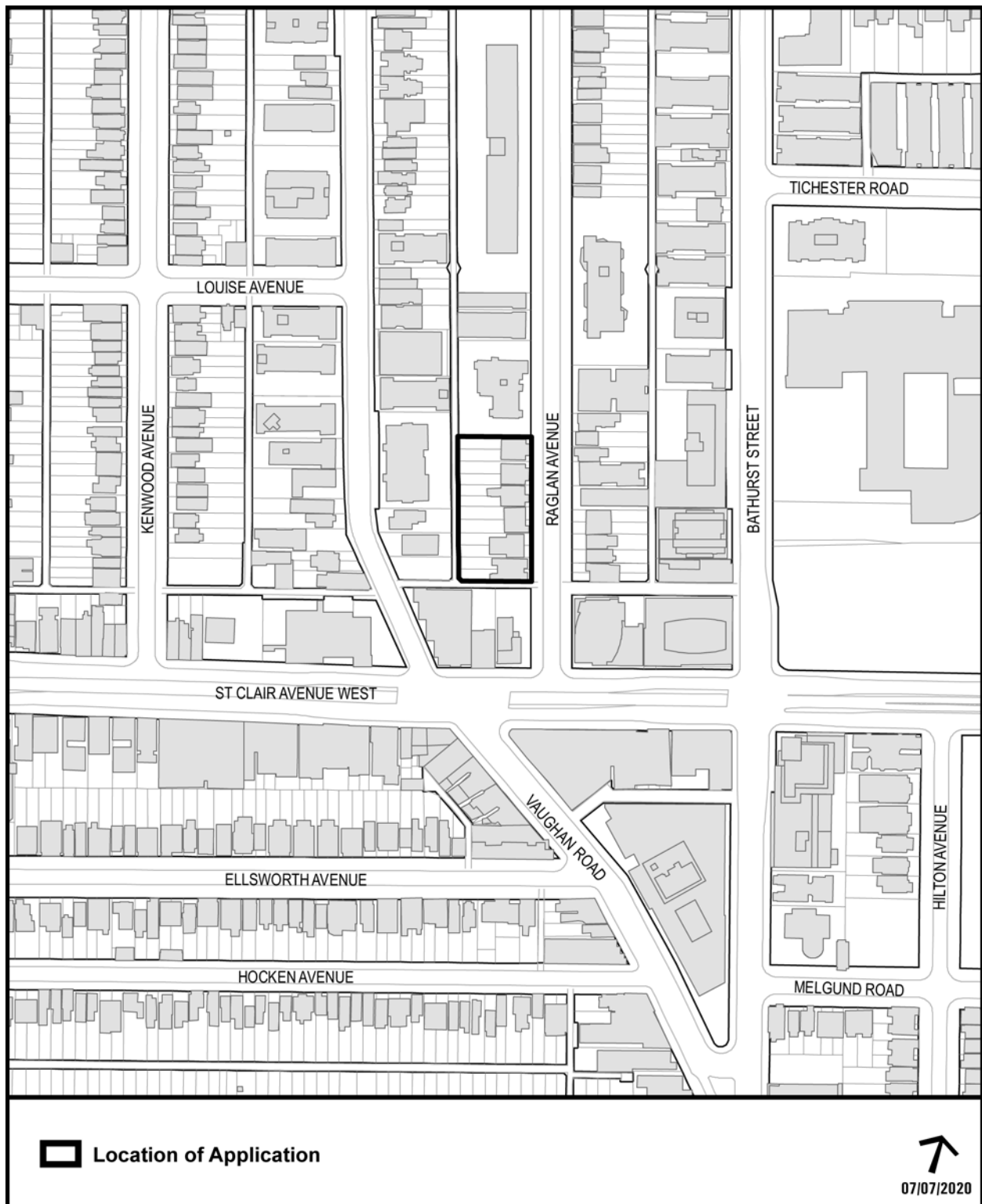
Parking and Loading

Parking Spaces:	148	Bicycle Parking Spaces:	400	Loading Docks:	1
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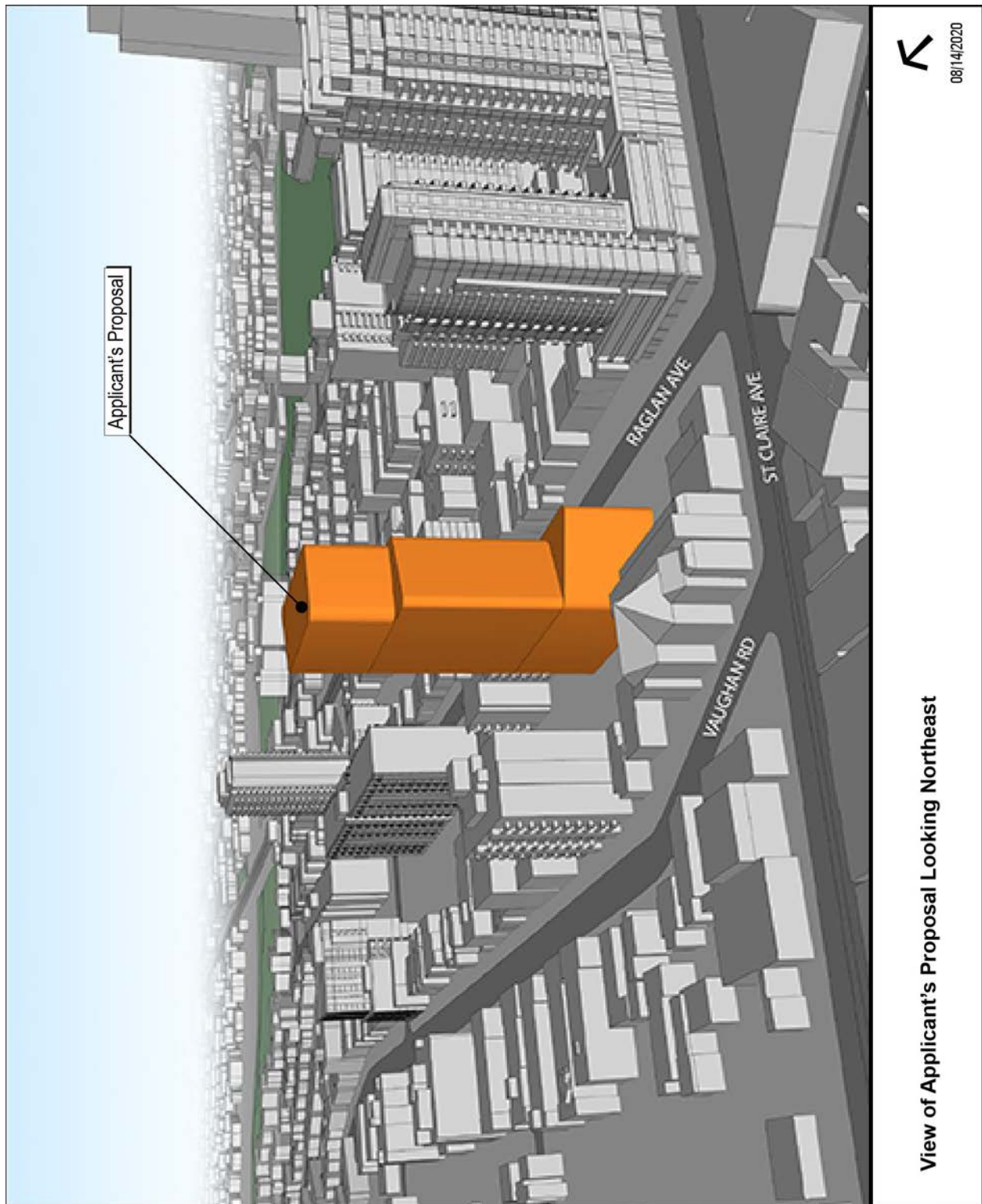
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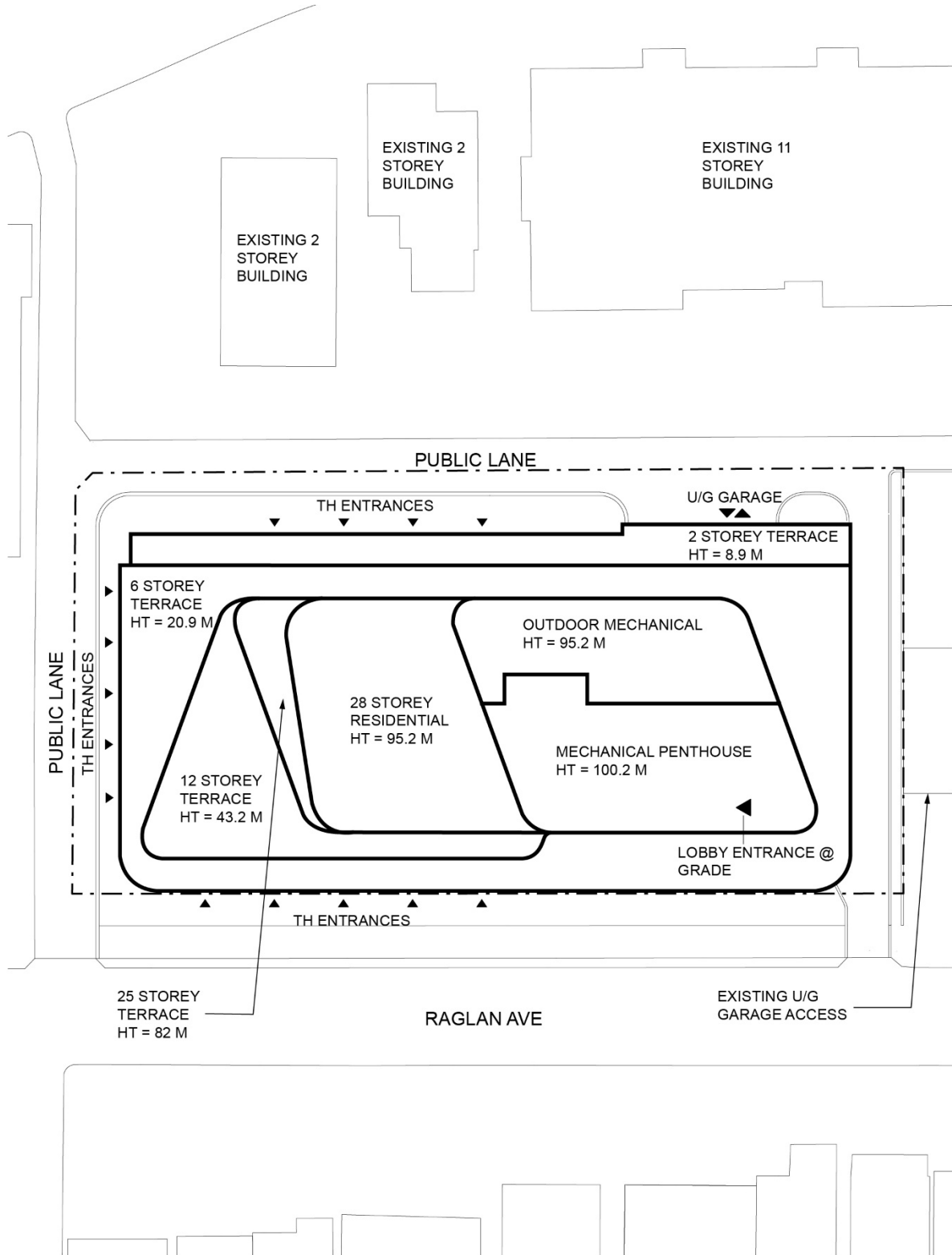
Attachment 2: Location Map



Attachment 3: 3D Model of Proposal in Context



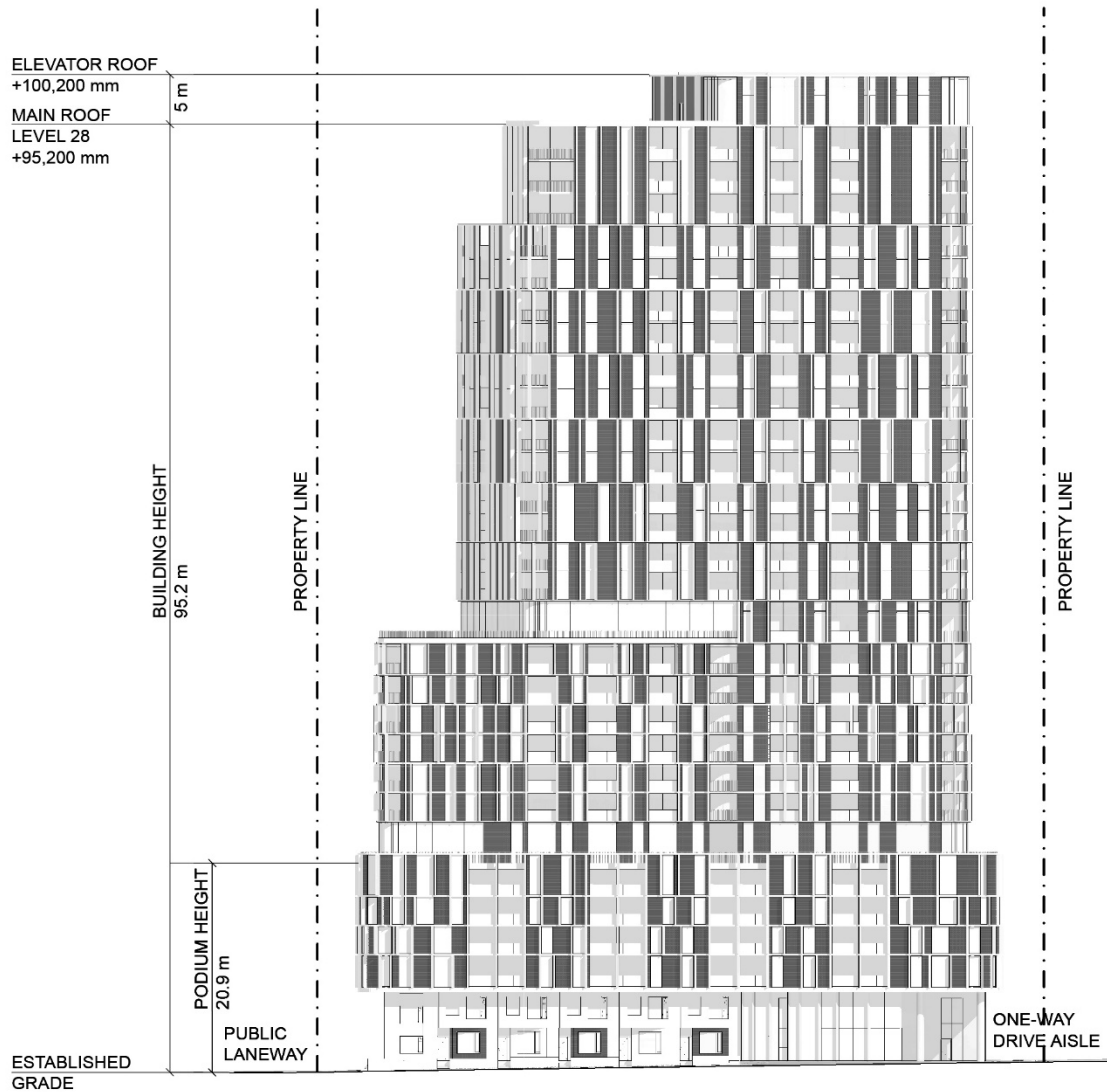
Attachment 4: Site Plan



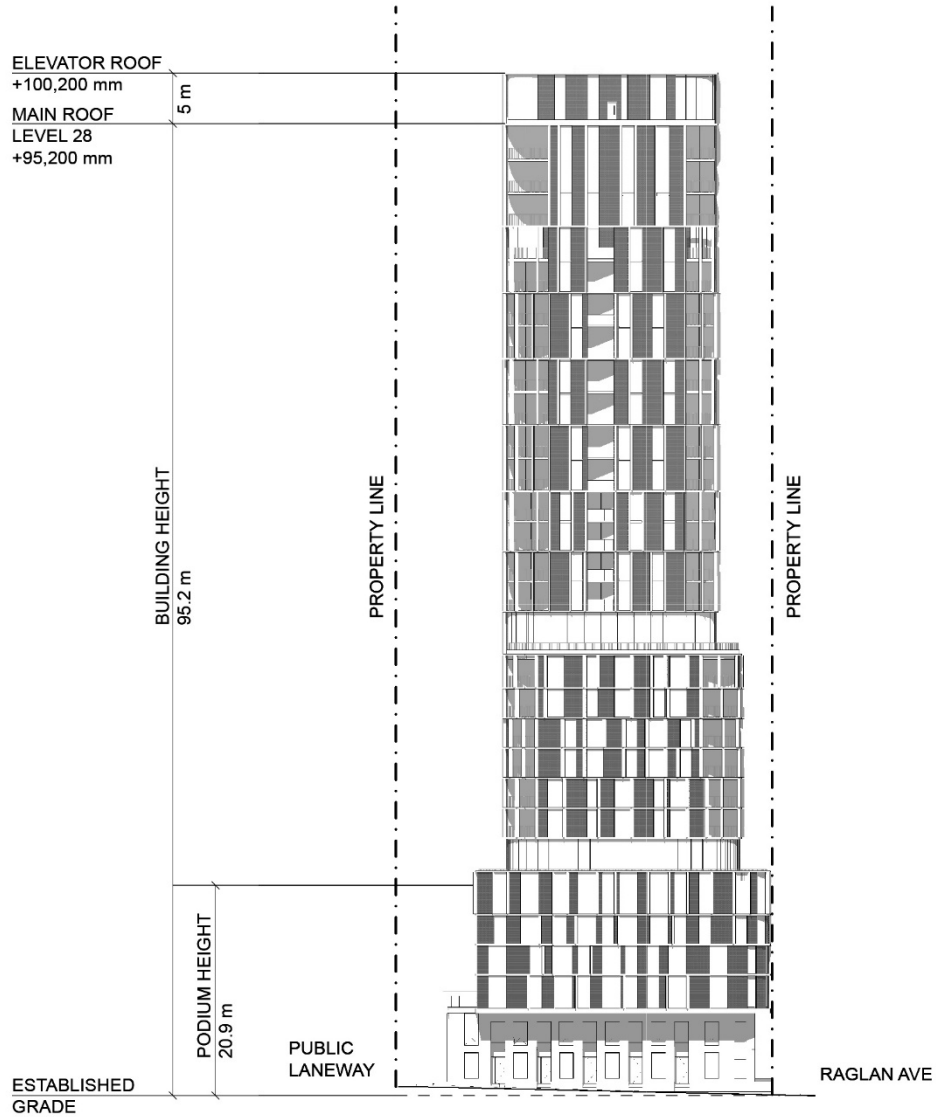
Site Plan



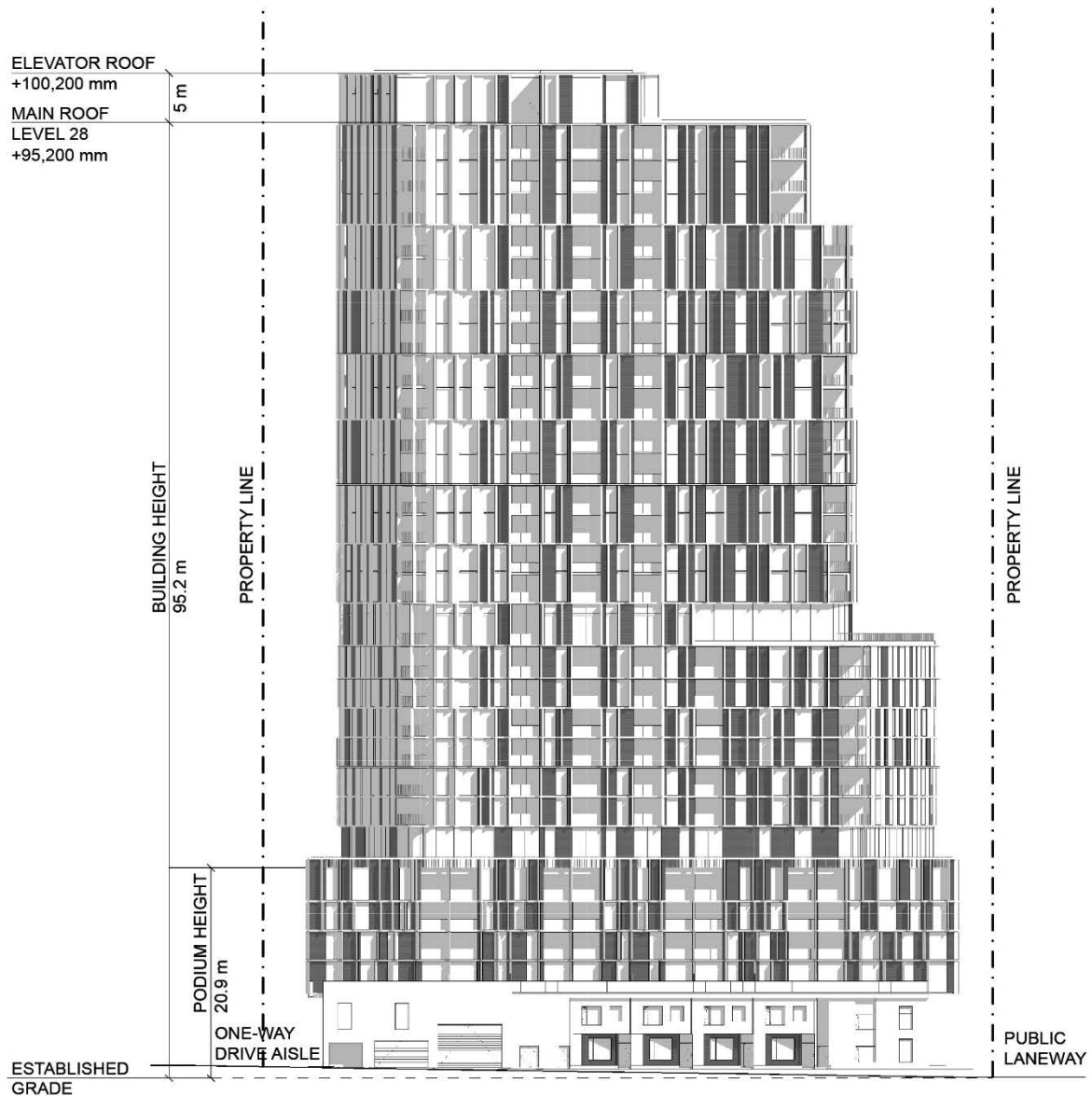
Attachment 5: Elevations



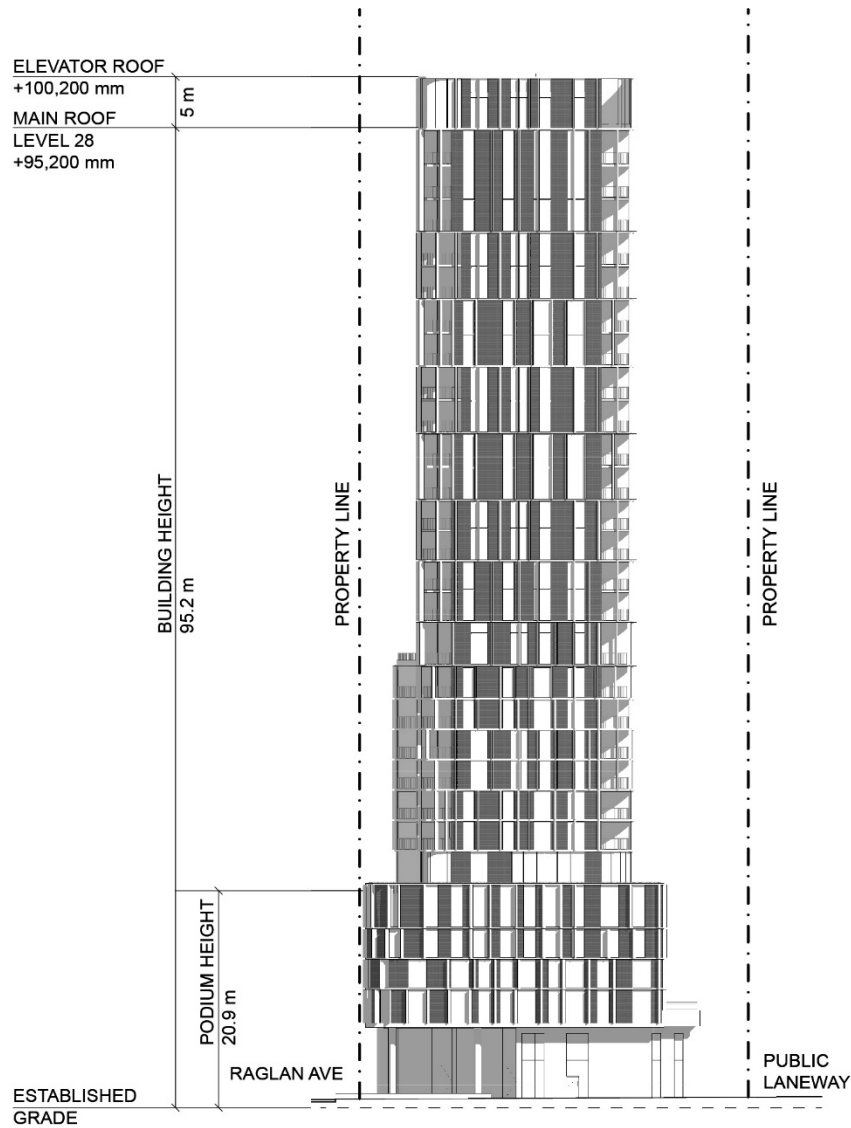
East Elevation



South Elevation

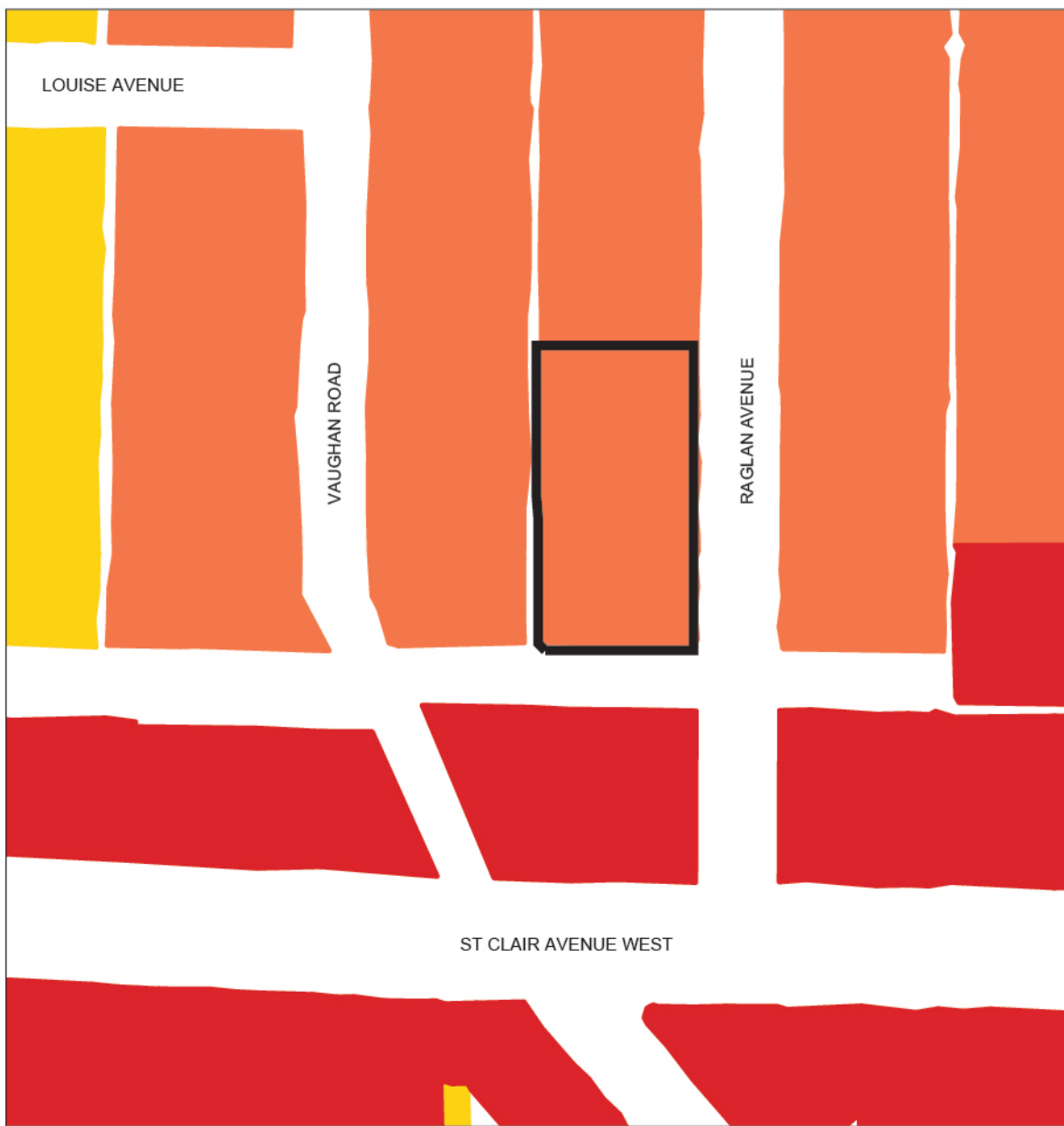


West Elevation



North Elevation

Attachment 6: Official Plan Map

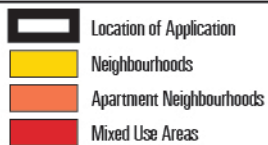


 **TORONTO**

10-32 Raglan Avenue

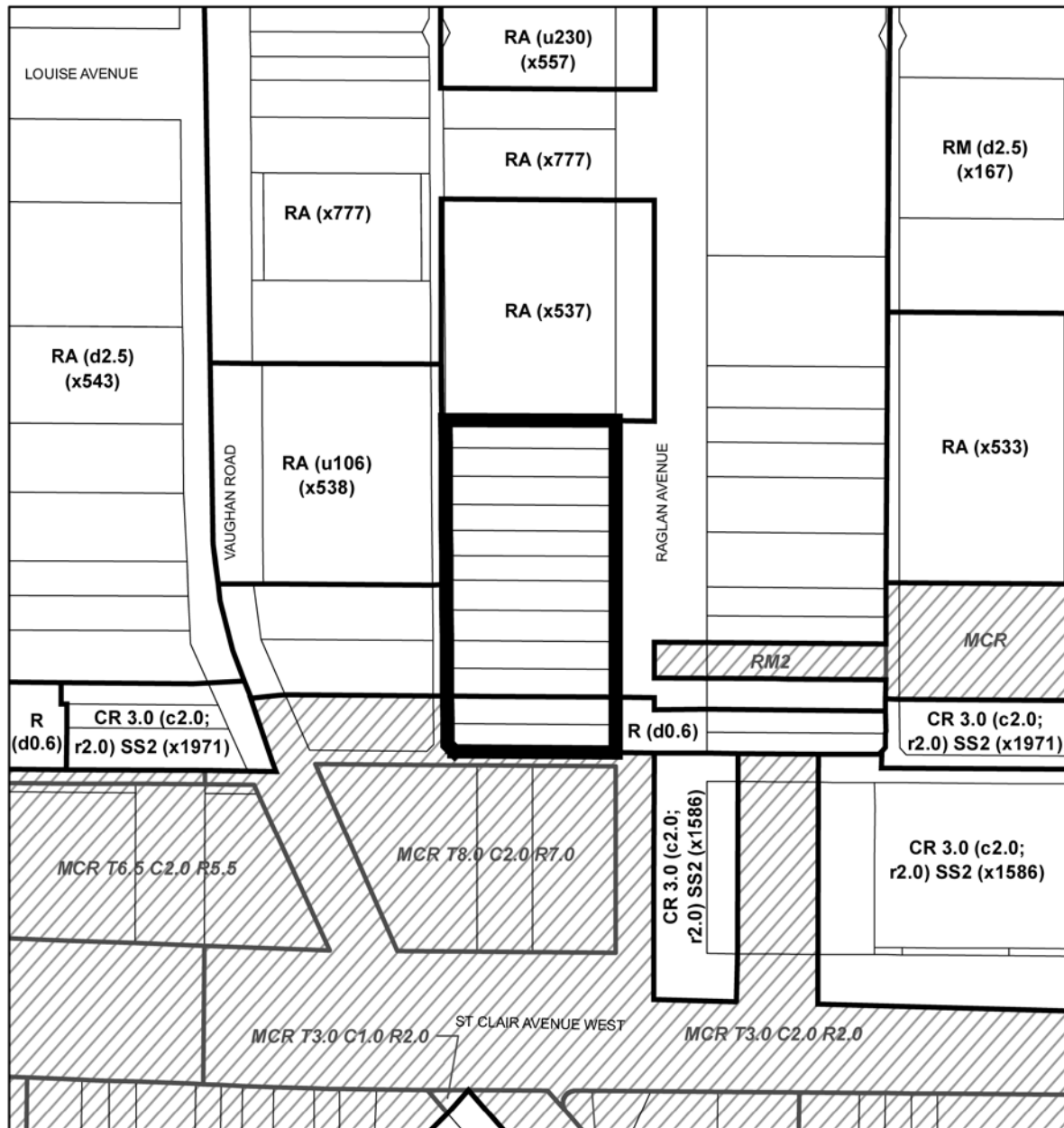
Official Plan Land Use Map #17

File # 20 155716 STE 12 0Z




Not to Scale
07/09/2020

Attachment 7: Zoning By-law Map



Zoning By-law 569-2013

10-32 Raglan Avenue

File # 20 155716 STE 12 02



Location of Application

R Residential
RM Residential Multiple

RA Residential Apartment
CR Commercial Residential



See Former City of Toronto By-law No. 438-86

MCR Mixed-Use District

See Former City of York By-law No. 1-83

RM2 Residential Multiple Zone

MCR Mixed Commercial Residential Zone



Not to Scale
Extracted: 07/08/2020