

419-431 College Street - Official Plan Amendment and Zoning Amendment Applications – Preliminary Report

Date: October 19, 2020

To: Toronto and East York Community Council

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

Ward: 11 - University-Rosedale

Planning Application Number: 20 190121 STE 11 OZ

Complete Application Date: September 23, 2020

Heritage: The site is within the Kensington Market Heritage Conservation Study Area. There are a number of listed and designated heritage properties across from the site on the north side of College Street.

Current Uses on Site: The 1 and 2 storey mixed-use commercial buildings on the site are occupied by restaurants, a bank and 3 live music venues including Sneaky Dee's, the Hideout, and The Nest. There are also 2 residential rental dwellings on the site.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the Official Plan Amendment and Zoning By-law Amendment applications for 419-431 College Street. These applications propose to redevelop the site with a 13-storey mixed-use building. 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 419-431 College 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 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.

ISSUE BACKGROUND

Application Description

The application proposes to amend the Official Plan and Zoning By-law for the properties at 419-431 College Street to permit a 13-storey mixed-use building. The building would have a height of 43.15 metres including the mechanical penthouse. Ground floor retail uses are proposed with 169 residential units above. In addition, a 27 square metre Privately-Owned Publicly-Accessible Space (POPS) is proposed at the southeast corner of College Street and Bathurst Street.

The proposed building sits on the lot line along College Street and the east side lot line, and would be setback 2.1 metres from the Bathurst Street lot line and 3.8 metres from the rear lot line to help accommodate the widening of the rear laneway. A portion of both the ground floor and 2nd storey would be setback approximately 8.8 metres from the rear lot line to accommodate a Type G loading space. A 5 metre by 10 metre POPS is proposed to be located at the corner of College Street and Bathurst Street.

A sidewalk zone of approximately 4.6 metres is proposed along Bathurst Street and College Street. Retail units are proposed along College Street and Bathurst Street, ranging from 159 to 252 square metres. One of the retail units is proposed to be a potential live music venue with a possible stage area. The entrances to all 3 retail units would front onto College Street. The entrance to the residential lobby would be from Bathurst Street, at the south-west corner of the site.

The building steps back 3.7 metres at the 4th storey on the south side. The College Street and Bathurst Street frontages would have a series of 3 metre notched stepbacks from the 5th to the 7th floors. At the rear of the building, the 5th storey is proposed to step back 3.2 metres. The 6th and 7th floors would be setback 10.3 metres from the rear lot line. The 5th, 6th and 7th stories would be on the east side lot line.

From the 8th to the 12th floor, the building would step back 5.5 metres from the College Street lot line, approximately 5 metres from the Bathurst Street side lot line, and approximately 5.5 metres from the east side lot line. In addition, these floors would be setback 10.3 metres from the rear lot line.

The 13th storey would step back 6 metres from the 12th storey along College Street and 3 metres along Bathurst Street. In addition, the 13th storey would step back 3 metres from the 12th storey along the eastern portion of the building.

Private terraces are proposed within some of the stepbacks.

The total proposed Gross Floor Area is approximately 13,009 square metres (12,308.36 square metres residential and 700.76 square metres retail), with a proposed Floor Space Index (FSI) of 6.64.

The proposed building would include 102 one-bedroom units (60%), 44 two-bedroom units (26%) and 23 three-bedroom units (14%). A total of 358 square metres of indoor amenity space and 250 square metres of outdoor amenity space is proposed. The outdoor amenity space is proposed on the 13th floor within the stepback along College Street and a portion of the eastern stepback.

In addition, there are 62 vehicle parking spaces proposed in a 2-level underground parking garage. The proposal includes 186 bicycle parking spaces (162 long-term residential spaces, 2 long-term commercial spaces, 17 residential visitor spaces and 5 short-term commercial spaces) located in the 1st level of the underground garage, the ground floor, and the 2nd floor.

The subject site is adjacent to a number of heritage properties located on the north side of College Street: 422-426 and 430-432 College Street (listed), 440 College Street (Part IV designated) and 452 College Street (Part IV designated).

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 - 4 and 7 of this report for a 3-dimensional representation of the project in context, a Location Map, a Site Plan and an Application Data Sheet.

Application Submission Requirements

The following materials were submitted in support of the application:

- Survey Plan;
- Architectural Plans, Elevations and Sections;
- Landscape Plans;
- Heritage Impact Statement;
- Arborist Report;
- Tree Preservation Plan;
- Sun/Shadow Study;
- Planning Rationale Report;
- Community Services and Facilities Study;
- Public Consultation Strategy Report;
- Pedestrian Level Wind Study;
- Transportation Impact Study;
- Functional Servicing and Stormwater Management Report;
- Geotechnical Report;
- Hydrogeological Report;

- Energy Strategy Report;
- Draft Official Plan and Zoning By-law Amendments;
- Toronto Green Development Standards Checklist; and
- Digital copy of the Building Massing Model.

The application was deemed complete as of September 23, 2020.

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) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, includes the Growth Plan 2020. The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

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 conservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies can be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

The site is located in the Downtown and Central Waterfront on Map 2 of the Official Plan and designated Mixed Use Areas on Map 18, as shown on Attachment 5.

The Downtown Plan

City Council adopted OPA 406 on May 22, 2018. OPA 406 included amendments to the Downtown section of the Official Plan and Map 6 of the Official Plan and brought forward a new Secondary Plan for the entire Downtown area. The Ministry of Municipal Affairs and Housing approved OPA 406 with modifications on June 5, 2019.

The site is designated Mixed Use Areas 3 - Main Street on Map 41-3 C of the Downtown Secondary Plan. Development in Mixed Use Areas 3 will have a main street character and include a diversity of uses such as retail, services, restaurants and small shops at grade with residential and commercial uses above. These areas are generally along surface transit corridors, often contain a large number of heritage properties and are mostly located adjacent to Downtown's low-rise neighbourhoods. The planned context will include buildings up to a mid-rise scale with good access to mid-day sunlight in the spring and fall to support a comfortable public realm.

The Downtown Plan identifies College Street as a Great Street, Priority Retail Street and a Priority Cycling Route.

The Downtown Plan can be found here:

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

Official Plan Amendment 246

City Council adopted Official Plan Amendment 246 (Site and Area Specific Policy 465 "SASP 465") on August 25, 2014, which impacts lands along Bathurst Street between Queen Street West and Dupont Street. The purpose of the SASP is to define the existing elements of Bathurst Street that should be reinforced and enhanced, along with direction for areas of the street that can accommodate change.

Part of the subject site (429 and 431 College Street) is subject to SASP 465. This portion of the site is within the Bathurst-College Character Area in SASP 465. Within this character area, new buildings will have a maximum height of 9 storeys with a maximum street wall height of 5 storeys. Dwelling units are not permitted on the ground level of any new building.

Official Plan Amendment 246 was appealed to the Local Planning Appeal Tribunal and the policies are therefore, not yet in-effect.

Official Plan Amendment 246 (SASP 465) can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE34.8>

Official Plan Amendment 379

On May 24, 2017, City Council adopted Official Plan Amendment 379 (Site and Area Specific Policy 533 "SASP 533"), which impacts lands along College Street, between Bathurst Street and McCaul Street. The purpose of the SASP is to clarify expectations about the built form for new developments that is appropriate for the different character areas within the SASP, as well as, address land use, building scale and height, and public realm improvements, including special places and pedestrian improvements along College Street.

The entirety of the subject site is within SASP 533 area and is within Character Area B. Character Area B contains diverse uses and building typologies. This area represents the northern boundary of the Kensington Market Neighbourhood. The policies in the SASP direct that new buildings in Character Area B will have a maximum height of 30 metres, excluding the mechanical penthouse. The policies also direct that a minimum of 60 percent of the College Street frontage of any development will be street related retail and service uses.

In addition, Official Plan Amendment 379 added the view along College Street of the Toronto Fire Station 315 Clock Tower as a protected view in Map 7B of the City's Official Plan. This protected view is from the southwest corner of College Street and Robert Street and the southeast corner of College Street and Bathurst Street. The subject site is within this protected view corridor.

Official Plan Amendment 379 was appealed to the Local Planning Appeal Tribunal on a site-specific basis by the applicant. As such, the policies are relevant but not determinative as they relate to the subject site.

Official Plan Amendment 379 (SASP 533) can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE24.3>

Zoning By-laws

The subject site is zoned MCR (Mixed Use Commercial Residential) in former City of Toronto Zoning By-law 438-86 and CR (Commercial Residential) in Zoning By-law 569-2013. These zones permit a range of residential and commercial uses, including retail and office uses. The maximum height permitted is 16 metres and the maximum density permitted is 3.0 times the area of the site.

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 Building Performance Standards
- College Street Urban Design Guidelines
- The Growing Up Guidelines
- Pet Friendly Guidelines for High Density Neighbourhoods

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

COMMENTS

Reasons for the Application

The application proposes to amend the Official Plan and Zoning By-laws 438-86 and 569-2013 for the properties at 419-431 College Street to vary performance standards including but not limited to: building height; density; parking standards, and building setbacks. Through the review of the application, staff may identify additional areas of non-compliance with the Official Plan and 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 are evaluating this application against the PPS (2020) and the applicable Provincial Plans to establish the application's consistency with the PPS (2020) and conformity with the Growth Plan (2020).

Official Plan Conformity

Staff will continue to evaluate this planning application to determine its conformity to the Official Plan, and the Downtown Plan, and meets the intent of SASP 465 and SASP 533.

Built Form, Planned and Built Context

Staff are assessing the suitability of the proposed height, massing, and other built form issues based on Provincial policies, the City's Official Plan and SASPs, and Design Guidelines.

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As part of the review of this application, staff will continue to assess:

- the proposed height, density and massing;
- the design of the proposed Privately-Owned Publicly Accessible Open Space (POPS) at the south-east corner of College Street and Bathurst Street;
- the provision of indoor and outdoor amenity space;
- pedestrian-level wind conditions along nearby streets, surrounding properties, and open spaces;
- shadow impacts on College Street;
- the relationship to adjacent heritage properties;
- the proposed replacement of the existing live music venue space;
- the location and number of bicycle parking spaces;
- the number of vehicle parking spaces; and
- the location of the proposed loading space.

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 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.

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.

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

Infrastructure/Service Capacity

The applicant has submitted the following studies and reports which are being reviewed by Engineering and Construction Services staff: a Functional Servicing & Stormwater Management Report, Geotechnical Report, Transportation Impact Study and a Hydrogeological report. Staff will continue to review 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.

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.

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: Janani.Mahendran@toronto.ca

SIGNATURE

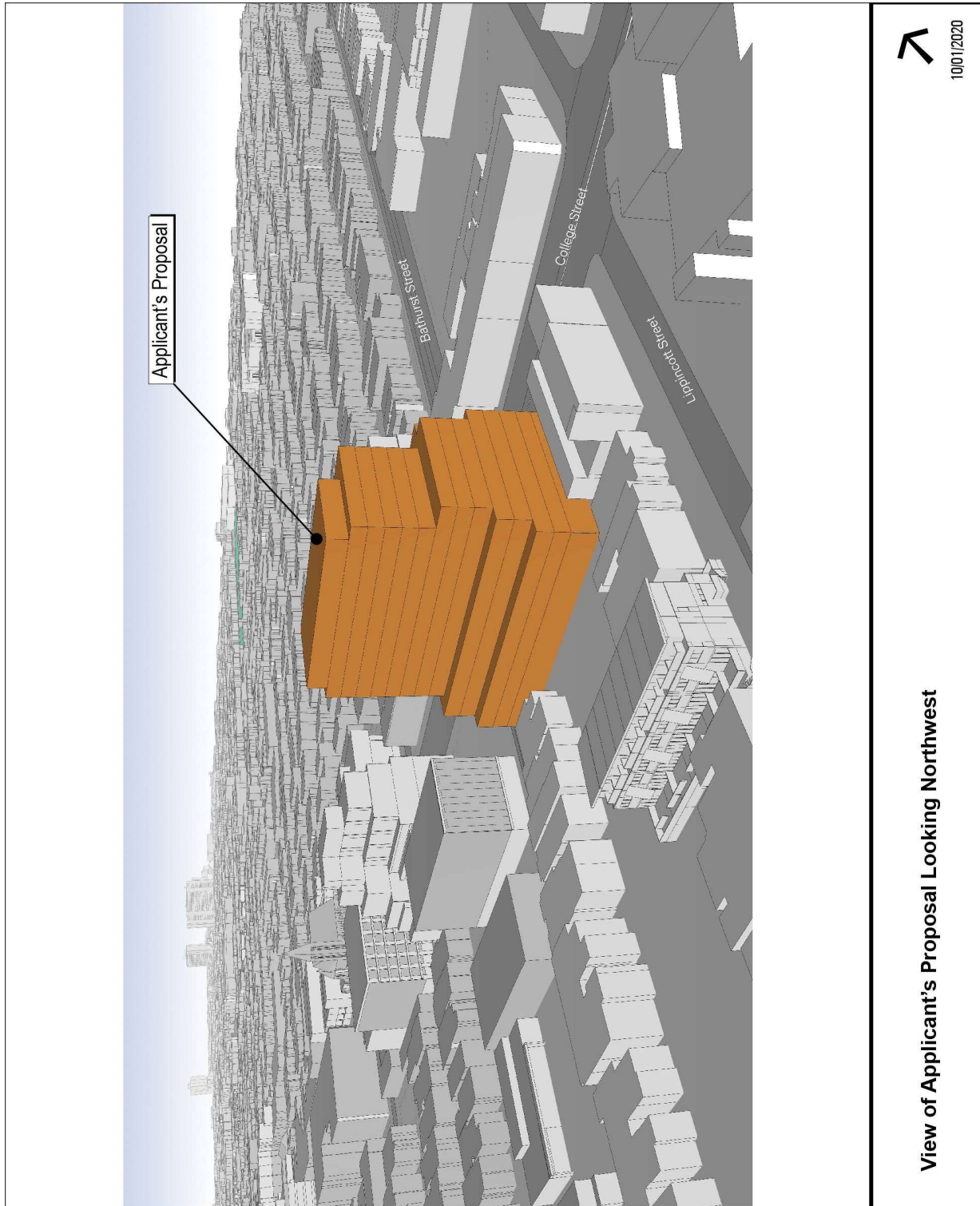
Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA
Director, Community Planning, Toronto and East York District

ATTACHMENTS

City of Toronto Drawings

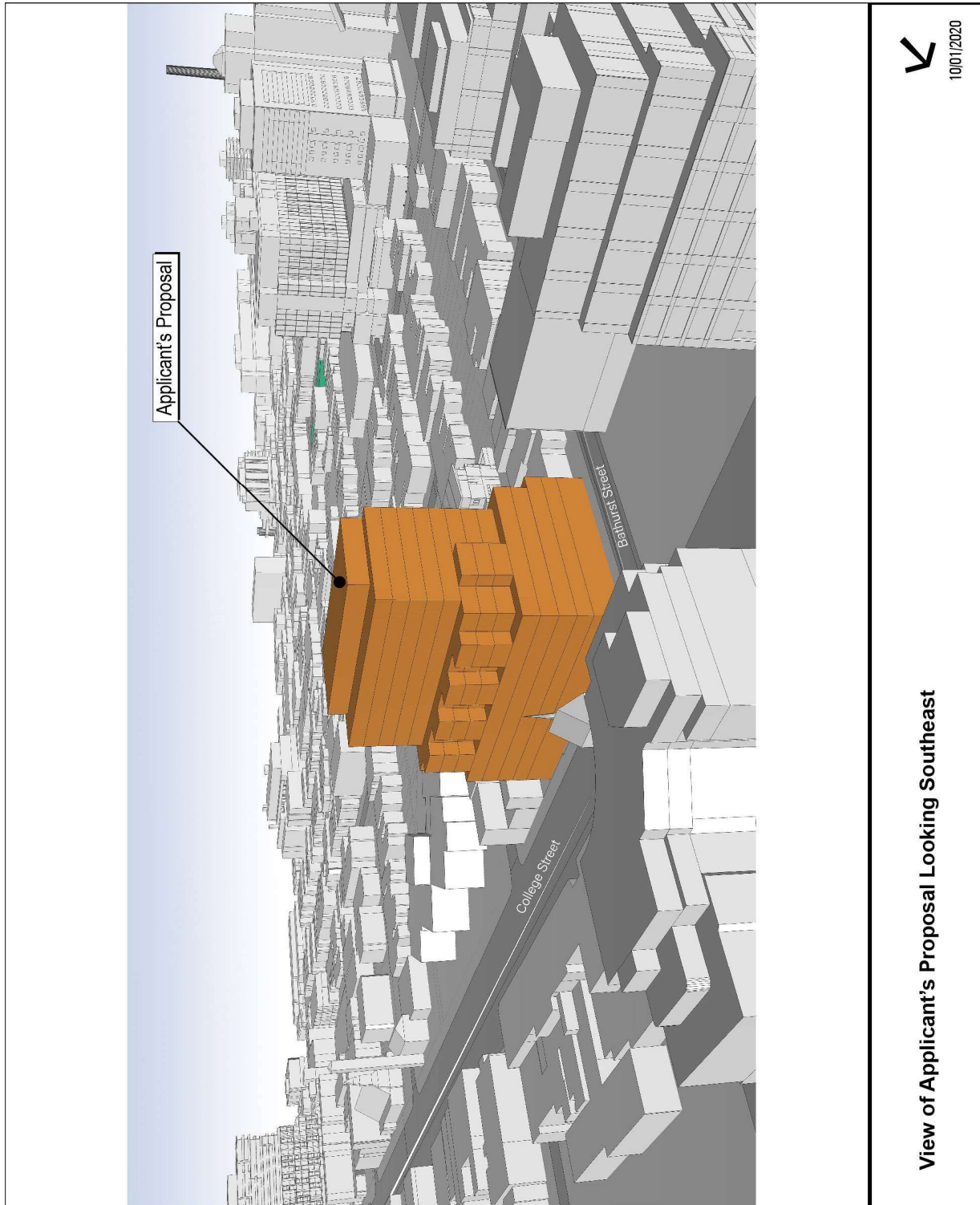
- Attachment 1: 3D Massing Model (North-West View)
- Attachment 2: 3D Massing Model (South-East View)
- Attachment 3: Location
- Attachment 4: Site Plan
- Attachment 5: Official Plan
- Attachment 6: Zoning
- Attachment 7: Application Data Sheet

Attachment 1: 3D Massing Model (Northwest View)



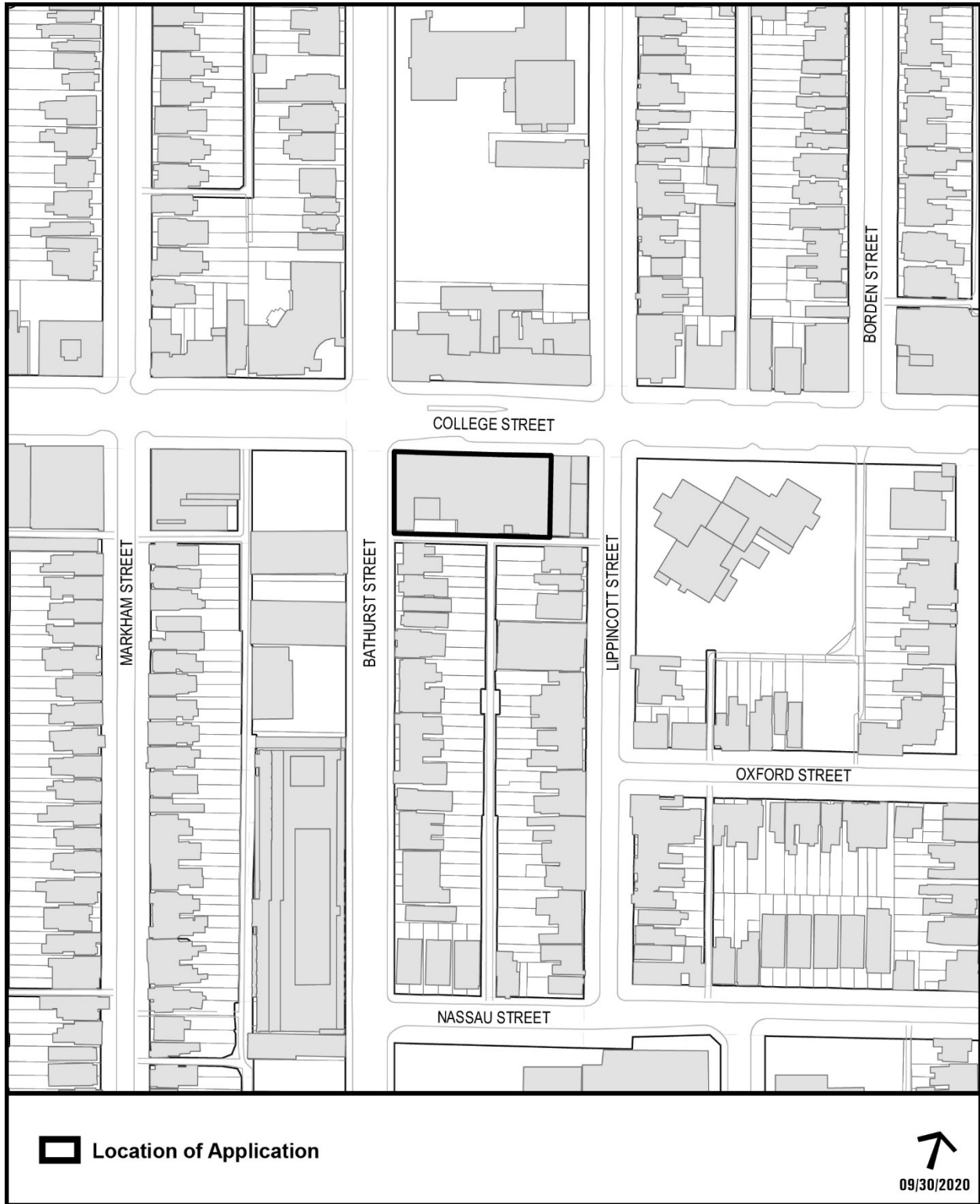
View of Applicant's Proposal Looking Northwest

Attachment 2: 3D Massing Model (Southeast View)

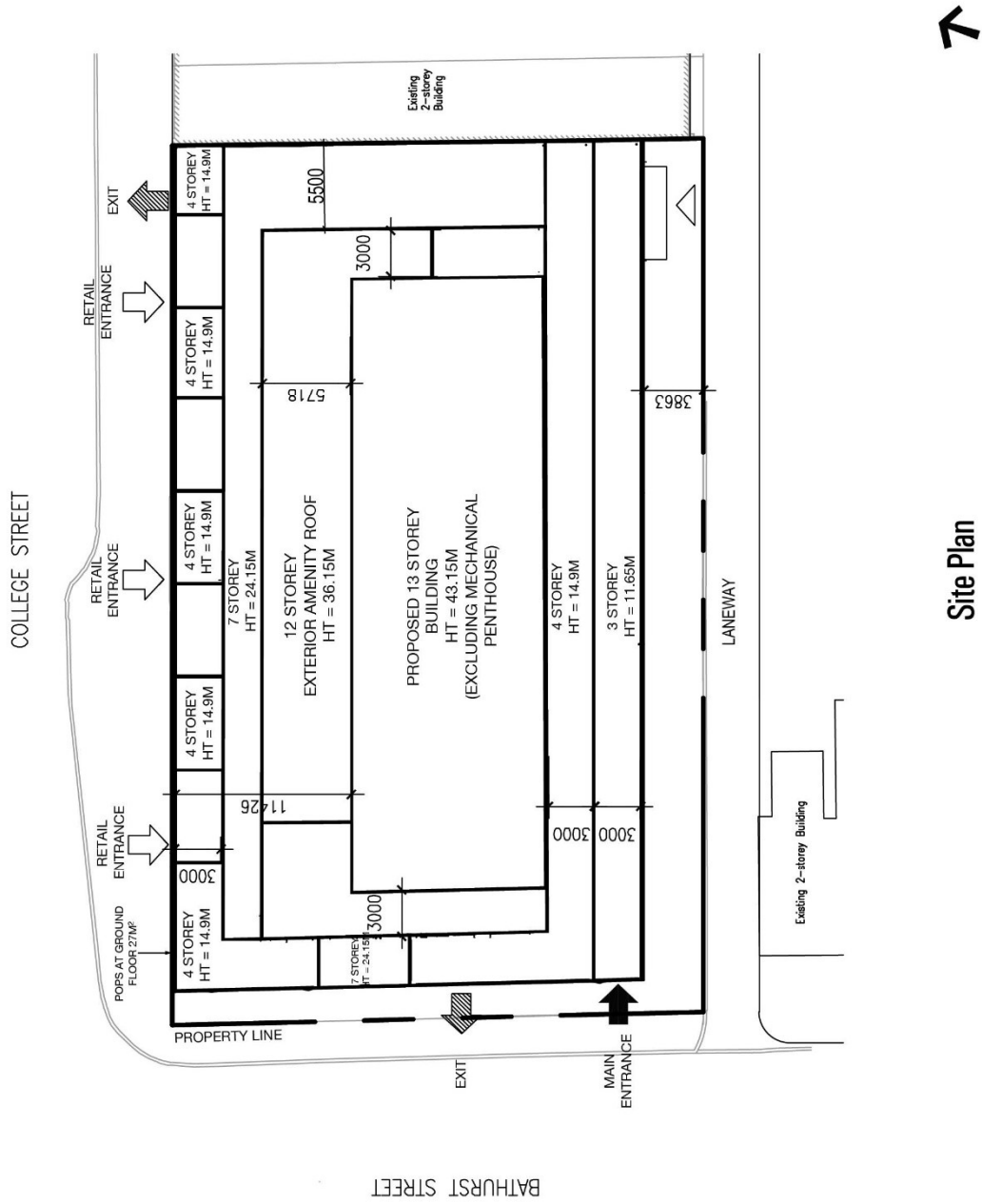


View of Applicant's Proposal Looking Southeast

Attachment 3: Location



Attachment 4: Site Plan



Site Plan

Attachment 5: Official Plan



419-431 College Street

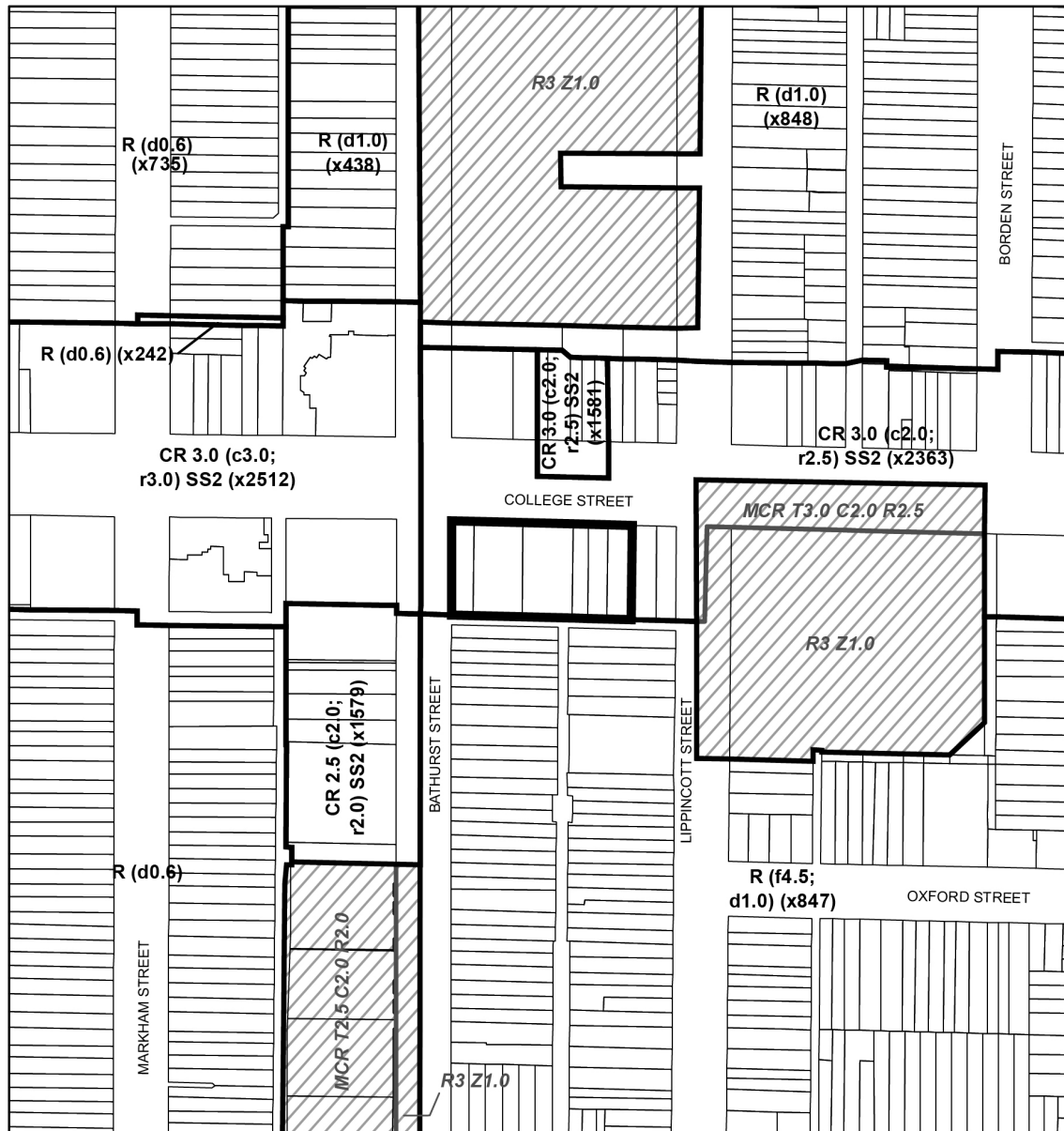
Official Plan Land Use Map #18

File # 20 190121 STE 11 OZ

-  Location of Application
-  Neighbourhoods
-  Mixed Use Areas


Not to Scale
09/30/2020

Attachment 6: Zoning



Zoning By-law 569-2013

419-431 College Street

File # 20 190121 STE 11 OZ



Location of Application

R Residential CR Commercial Residential



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

R3 Residential District
MCR Mixed-Use District



Not to Scale
Extracted: 09/30/2020

Attachment 7: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 419-431 COLLEGE ST
Date Received: September 4, 2020
Application Number: 20 190121 STE 11 OZ
Application Type: OPA & Rezoning

Project Description: Proposal for a 13-storey mixed-use building with retail/commercial at grade. The proposal consists of a total of 169 dwelling units and 13,009.1 square metres of combined residential and non-residential gross floor area, resulting in a FSI of 6.64 times the lot area.

Applicant	Agent	Architect	Owner
GOLDBERG GROUP	423 COLLEGE STREET LIMITED PARTNERSHIP/ IRONWOOD BAY	QUADRANGLE ARCHITECTS	1175874 ONTARIO LIMITED

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas
Site Specific Provision: SASP 465 & 533
Zoning: CR 3.0 (c2.0; r2.5) SS2 (x2363)
Heritage Designation: No
Height Limit (m): 16
Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 1,960 **Frontage (m):** 57 **Depth (m):** 34

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			1,699	1,699
Residential GFA (sq m):			12,308	12,308
Non-Residential GFA (sq m):			701	701
Total GFA (sq m):			13,009	13,009
Height - Storeys:			12	12
Height - Metres:			44	44

Lot Coverage Ratio 86.65 Floor Space Index: 6.64
 (%):

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

Residential GFA: 12,308
 Retail GFA: 701
 Office GFA:
 Industrial GFA:
 Institutional/Other GFA:

Residential Units by Tenure Existing Retained Proposed Total

Rental:
 Freehold:
 Condominium: 169 169
 Other:
Total Units: 169 169

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			102	44	23
Total Units:			102	44	23

Parking and Loading

Parking Spaces: 62 Bicycle Parking Spaces: 186 Loading Docks: 1

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