

## **25 Imperial Street – Zoning By-law Amendment Application – Preliminary Report**

Date: March 30, 2021

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:** 21 115800 STE 12 OZ

**Current Use on Site:** A 5-storey commercial office building with surface parking. The surface parking area is accessed by a private lane located to the east of the subject site.

### **SUMMARY**

---

This report provides information and identifies a preliminary set of issues regarding the development application for 25 Imperial Street. The application proposes a 14-storey (53.6 metres including mechanical) residential building with 144 dwelling units including 14 live/work units.

The application has been circulated to all appropriate agencies and City divisions for comment. City Planning staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

### **RECOMMENDATIONS**

---

The City Planning Division recommends that:

1. City Planning staff schedule a community consultation meeting for the development application for 25 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 City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year, or in future years.

## THE APPLICATION

---

### **Complete Application Submission Date:**

February 17, 2021

### **Description**

The application proposes a 14-storey (53.6 metres including mechanical) residential building with 144 dwelling units including 14 live/work units amounting to an overall density of 9.48 times the area of the lot. The 1,018 square metre site is an irregular rectangular shaped parcel with a frontage of 21.98 metres on Imperial Street and an approximate depth of 49.41 metres. A total of 18 vehicular parking spaces are proposed within a vehicle stacking system at ground level with access from an internal driveway on Imperial Street. Proposed is a total of 494 square metres of indoor amenity space and 155 square metres of outdoor amenity space. 157 bicycle parking spaces will be provided within the basement level.

Detailed project information including all plans and reports submitted as part of the application can be found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 2, 3 and 6 of this report, for a three dimensional representation of the project in context, a site plan of the proposal, and the Application Data Sheet, respectively. The Application Data Sheet contains additional details on the proposal including: site area and dimensions; floor area; unit breakdowns; and parking counts.

### **Reason for the Application**

The Zoning By-law Amendment Application proposes to amend Zoning By-laws 438-86 and 569- 2013 to vary performance standards including: building height; building setbacks; floor space index; amenity space and parking space requirements. Additional amendments to the Zoning By-law may be identified as part of the application review.

## POLICY CONSIDERATIONS/PLANNING FRAMEWORK

---

### **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, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan"). The PPS and all provincial plans may be found on the Ministry of Municipal Affairs and Housing website.

## Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan") came into effect on August 28, 2020. The Growth Plan continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan establishes policies that require implementation through a Municipal Comprehensive Review ("MCR"), which is a requirement pursuant to Section 26 of the *Planning Act*.

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, and better connected 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 builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

## Planning for Major Transit Station Areas

The Growth Plan as amended 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 MCR, the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs are planned for the prescribed densities.

### **Toronto Official Plan Policies and Planning Studies**

The City of Toronto Official Plan (the "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 "Planning Act"). The PPS recognizes the Official Plan as the most important document for its implementation.

The Official Plan contains policies related to building complete communities, heritage preservation, community services, transportation, and environmental stewardship.

The Official Plan also provides for the use of Section 37 of the Planning Act to pass bylaws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision of community benefits in the form of capital facilities and local improvements.

The site is located on lands designated *Mixed Use Areas* on Map 17 of the Official Plan.

See Attachment 4 of this report for the Official Plan Land Use Map.

The Toronto Official Plan can be found here:

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

### **Yonge-Eglinton Official Plan Amendment (OPA 405)**

The site is located within the Yonge-Eglinton Secondary Plan area. On July 23, 2018, City Council adopted Official Plan Amendment ("OPA 405") 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.

The Yonge-Eglinton Secondary Plan (OPA 405) can be found here:

[https://www.toronto.ca/wp-content/uploads/2019/07/96a5-CityPlanning\\_OPA405.pdf](https://www.toronto.ca/wp-content/uploads/2019/07/96a5-CityPlanning_OPA405.pdf)

## **Official Plan Amendment 479 and 480 – Public Realm and Built Form Official Plan Policies**

On September 21, 2020, the Ministry of Municipal Affairs and Housing issued Notices of Decision approving OPA 479 and OPA 480. OPA 479 (Public Realm) and OPA 480 (Built Form) were adopted as part of the Five-Year Official Plan Review. The OPAs replace Sections 3.1.1, 3.1.2 and 3.1.3 of the Official Plan with new and revised policies for the public realm, built form and built form types, which respond to Council's direction to amend the urban design policies of the Official Plan.

The Official Plan Amendment can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH11.4>

## **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. See Attachment 5 of this report for the existing Zoning By-law Map.

The City's Zoning By-law 569-2013 can be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

## **Midtown Zoning Review**

As part of the approval of The Yonge-Eglinton Secondary Plan (OPA 405), City Planning staff was directed by Council to initiate a zoning review for the 22 defined Character Areas to implement the directions of the Secondary Plan. The intent of the zoning review is to establish specific heights in the Zoning By-law as set out in Policy 5.4.3 of the Secondary Plan. It will also provide clarity on the location, scale and form of appropriate development within each Character Area and implement other policy directions within the approved Secondary Plan.

Such a review, as provided for in Policy 2.3.1.4 of the Official Plan, will be used to create an area specific zoning by-law. It is to be determined whether the area specific zoning by-law will apply to this block or a broader geography.

## **Urban Forestry/Environment**

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).

## **Design Guidelines**

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

- Tall Building Design Guidelines
- Growing Up Guidelines Planning for Children in New Vertical Communities
- Pet Friendly Design Guidelines; and
- Bird Friendly Guidelines

The City's Design Guidelines can be found here:

<https://www.toronto.ca/citygovernment/planning-development/official-plan-guidelines/design-guidelines/>

## **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 intended to advance the City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner.

Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

Applications must use the documentation required for the version of the TGS in effect at the time of the initial application. TGS Version 3.0 applies new applications submitted on or after May 1, 2018. The TGS can be found here: <https://www.toronto.ca/city-government/planningdevelopment/official-plan-guidelines/toronto-green-standard/tier-1-planning-applicationrequirements/>

## **Site Plan Control**

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

## **COMMENTS**

---

### **ISSUES TO BE RESOLVED**

City Planning staff have identified a number of preliminary issues with the proposed development and will work with the applicant to address these concerns and achieve a proposal which is more compatible with its surrounding context.

### **Consistency/Conformity with Provincial Policies and Plans**

Revisions may be required to ensure that the proposed development conforms with the Official Plan, conforms with the Growth Plan, and is consistent with the PPS.

### **Built Form, Planned and Built Context**

Staff will assess the suitability and appropriateness of the proposed height, massing, transition, and other built form issues based on Section 2 (d), (p), (q) and (r) of the *Planning Act*, the PPS; the Growth Plan; the City's Official Plan policies; and the City's Design Guidelines.

The following preliminary issues have been identified:

- Suitability of the proposed density and massing, including setbacks and step backs, in relation to the existing and potential built form and scale of adjacent properties;
- Appropriateness of the proposed tall building on a mid-block site and tower setbacks to adjacent property lines;
- Suitability of the tower dimensions, including the tower floorplate of 846 square metres;
- The massing of the tower with no defined podium or stepbacks on Imperial Street;
- The appropriateness of the proposed floor plate layout which contemplates blank walls along portions of the eastern and western façades of the building;
- The transition in scale to the low-rise Neighbourhood to the west;
- The appropriateness of the proposed 14 live/work units without frontage or direct access to street level;
- The provision of minimal on site open space or landscaping;
- The potential noise and vibration impacts from the TTC Line 1 subway tracks to the west;
- Pedestrian level wind conditions along adjacent street frontages.

### **Shadow**

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. The proposal casts shadows on Fiona Nelson Parkette and the adjacent low rise residential neighbourhood

to the west. Staff will continue to evaluate the potential shadow impacts of the proposed building.

### **Parking and Loading**

The proposal provides 18 vehicular parking spaces within a vehicle stacker, and no visitor parking spaces for the 144 proposed dwelling units. Staff will review whether the supply is adequate. The proposed loading space is located internally within the ground floor driveway and loading area. City staff will review the proposed internal parking and loading configuration to determine if the circulation is appropriate.

### **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.

### **Toronto Green Standard**

City Planning staff will review the TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures. Staff will encourage the applicant to pursue Tier 2, 3 or 4.

### **Additional Issues**

The application has been circulated to City divisions and public agencies for comment. Additional issues may be identified through the review of the application, agency comments and the community consultation process.

### **NEXT STEPS**

City Planning staff will host a Community Consultation Meeting.

City staff will work to resolve the issues raised in this report and additional issues that may be identified by staff and the public. Staff will report back at the appropriate time in the review of the application. If a Final Report is prepared, then the report will proceed to the Toronto and East York Community Council meeting which will serve as the Statutory Public Meeting as required by the Planning Act before being considered at City Council for a decision.



## **CONTACT**

---

Robert Ursini, Planner  
Tel. No. 416-338-2575  
E-mail: Robert.Ursini@toronto.ca

## **SIGNATURE**

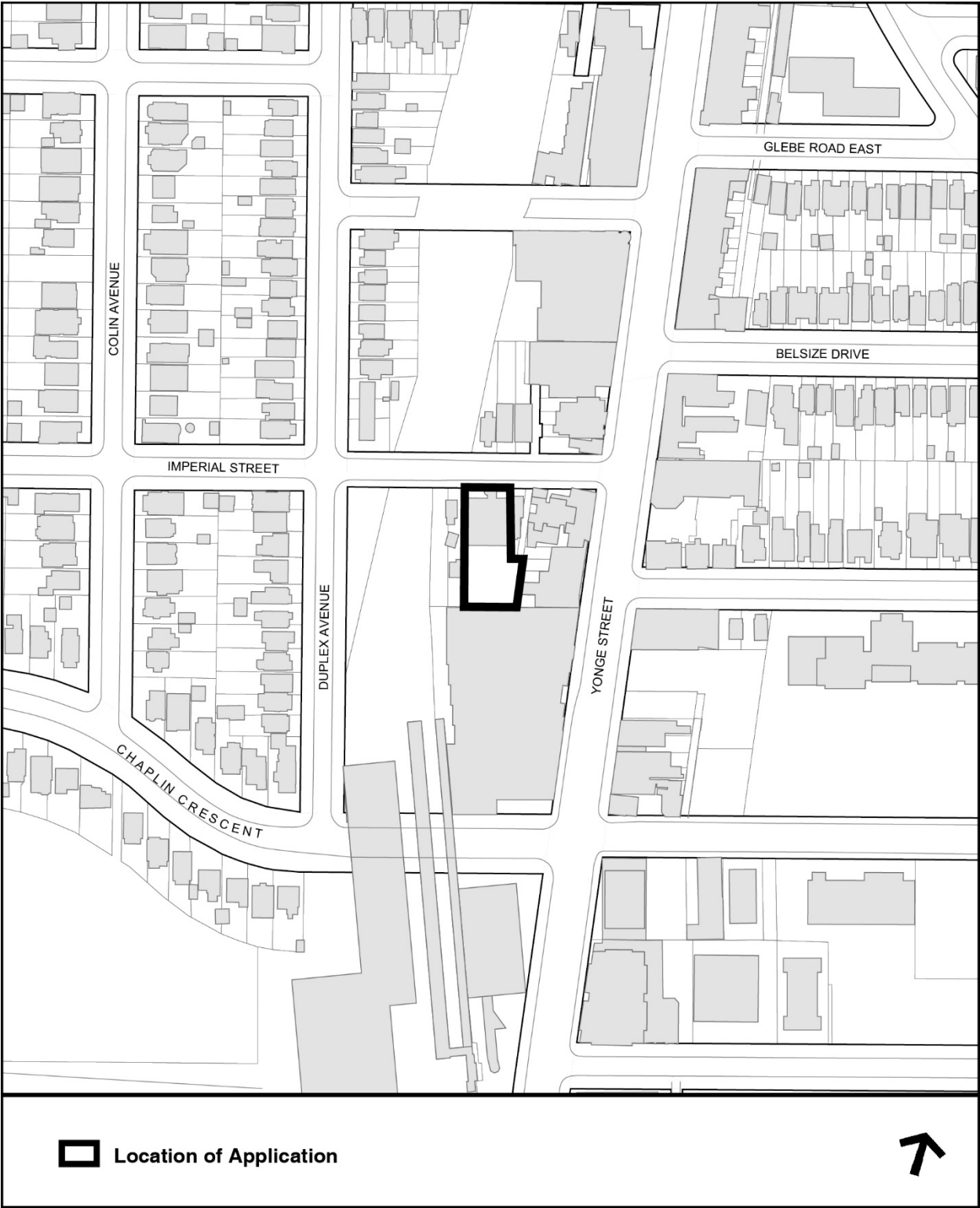
---

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

## **ATTACHMENTS**

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

Attachment 1: Location Map



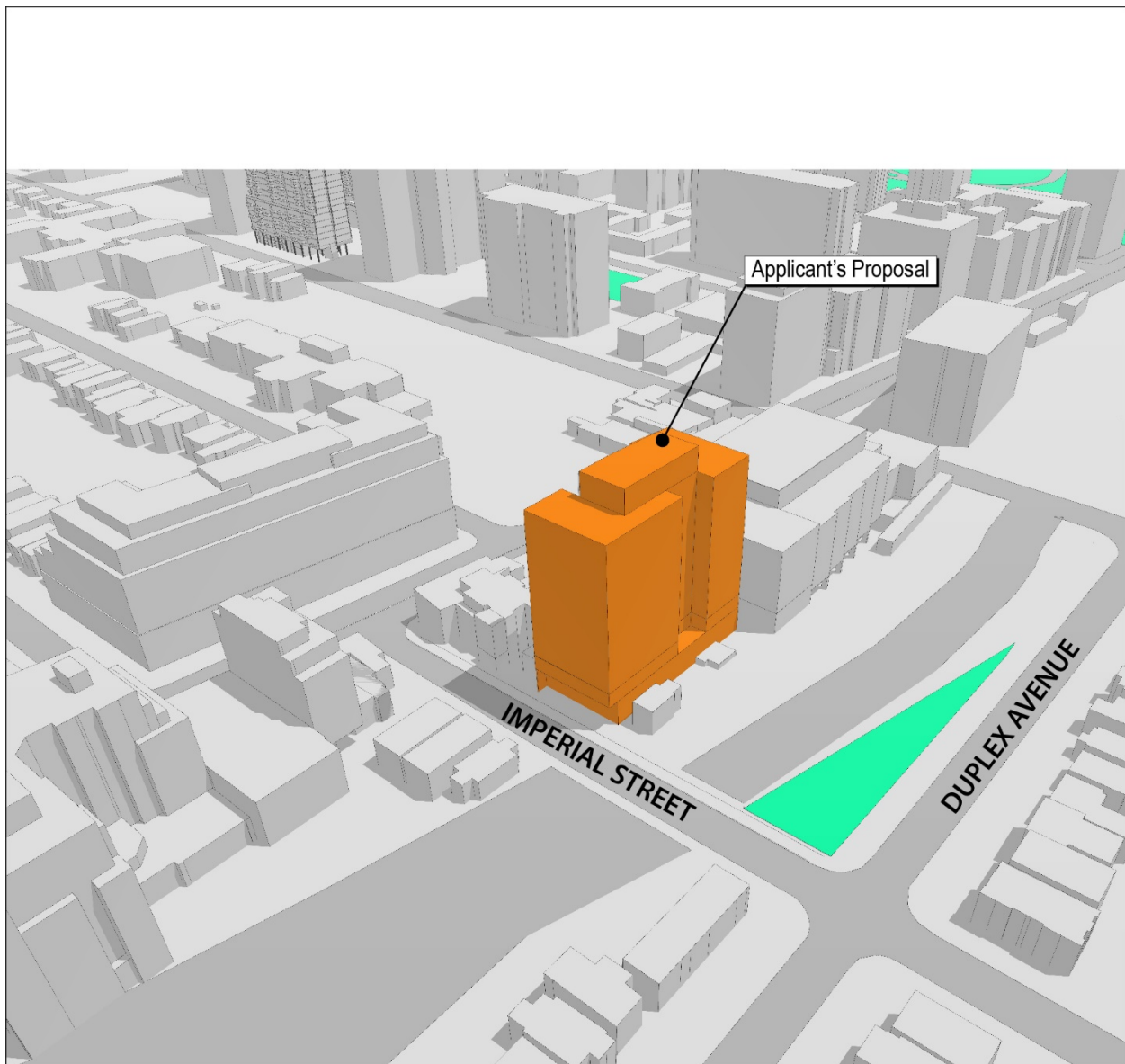
## Attachment 2: 3D Models of Proposal in Context



**View of Applicant's Proposal Looking Northwest**



03/05/2021

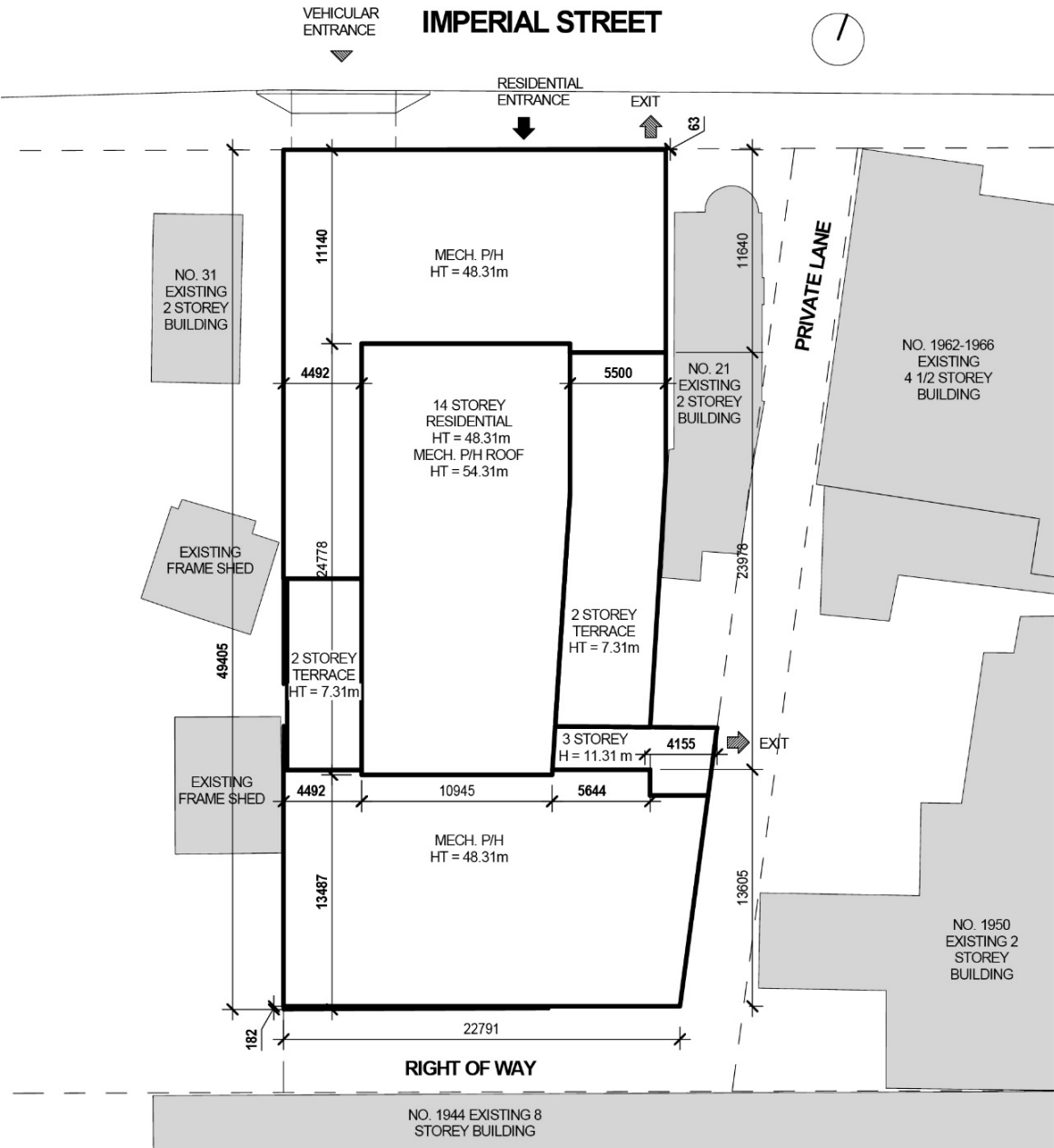


**View of Applicant's Proposal Looking Southeast**



03/05/2021

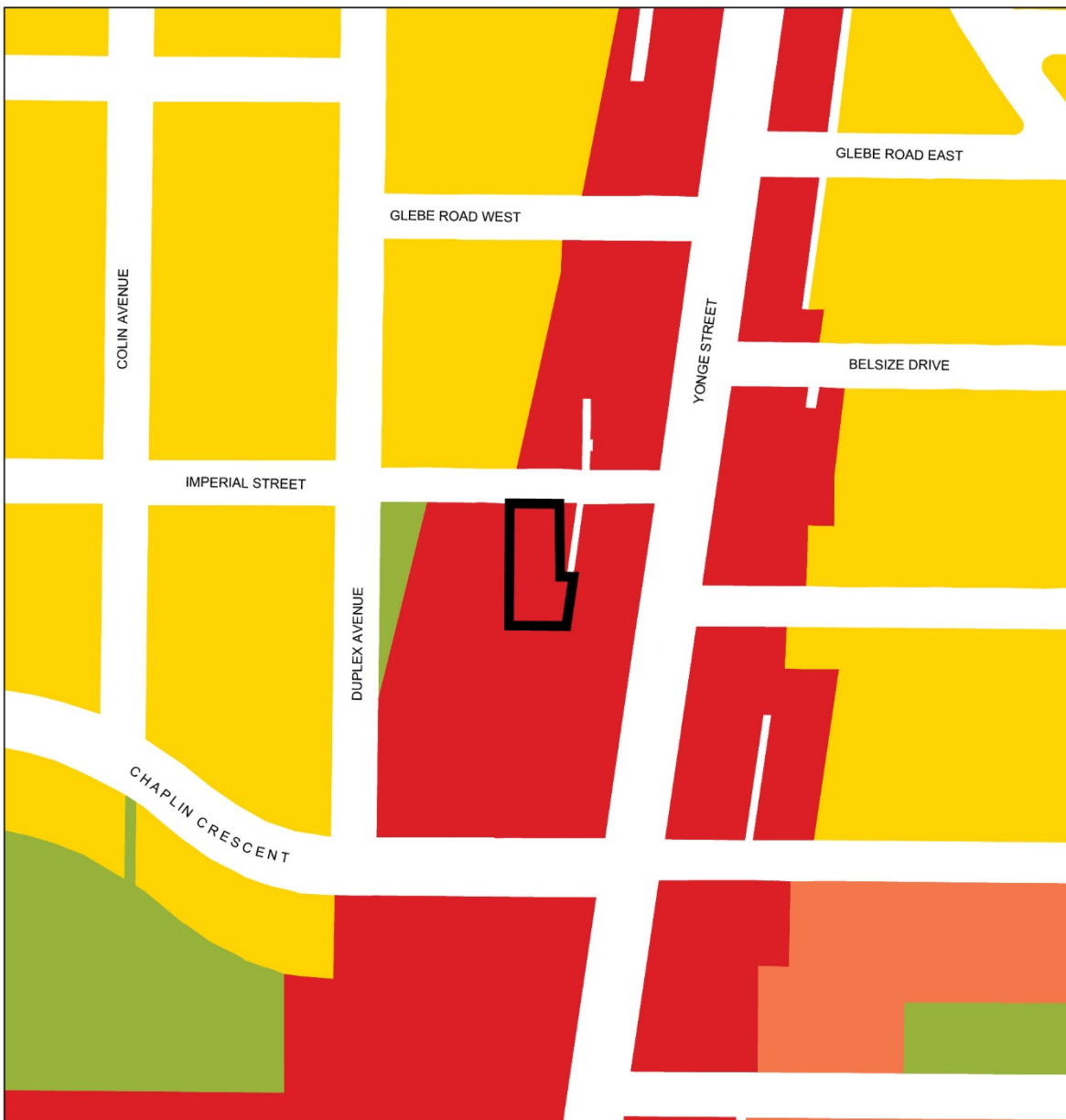
# Attachment 3: Site Plan



Site Plan



## Attachment 4: Official Plan Map



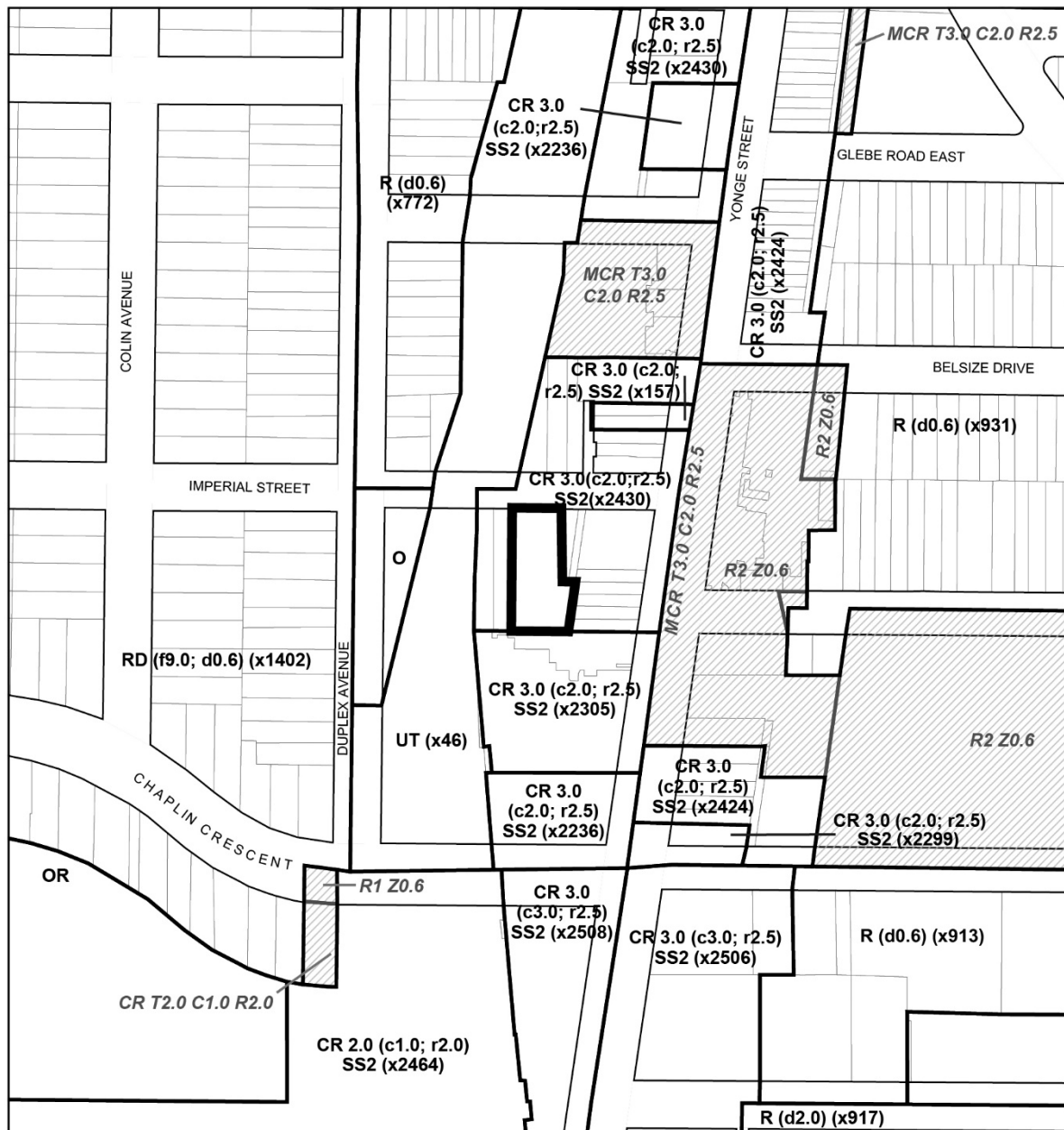
Official Plan Land Use Map #17

25 Imperial Street  
File # 21 115800 STE 12 02



↑  
Not to Scale  
Extracted: 02/16/2021

## Attachment 5: Zoning By-law Map



Zoning By-law 569-2013

25 Imperial Street

File # 21 115800 STE 12 02

**Location of Application**

**R** Residential  
**RD** Residential Detached  
**CR** Commercial Residential  
**O** Open Space  
**OR** Open Space Recreation  
**UT** Utility and Transportation

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

**R2** Residential District  
**CR** Mixed-Use District

**↑**

Not to Scale  
 Extracted: 02/16/2021

## Attachment 6: Application Data Sheet

Municipal Address: 25 Imperial St.      Date Received: February 12, 2021  
 Application Number: 21 115800 STE 12 OZ  
 Application Type: Rezoning

Project Description: A 14-storey residential building containing 144 residential units, 18 vehicular parking spaces and 157 Bicycle Parking Spaces. 14 residential units are proposed as live/work units.

Applicant	Architect	Owner
Goldberg Group	Quadrangle Architects	25 Imperial Street Incorporated

### Existing Planning Controls:

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	N/A
Zoning:	CR3.0 (C2.0; R2.5) SS2 (x2430)	Heritage Designation:	No
Height Limit (m):	16.0	Site Plan Control Area:	Y

### Project Information

Site Area (sq. m):	1,109	Frontage (m):	22	Depth (m):	49
--------------------	-------	---------------	----	------------	----

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq. m):			1,034	1,034
Residential GFA (sq. m):			10,905	10,905
Non-Residential GFA (sq. m):				
Total GFA (sq. m):			10,905	10,905
Height - Storeys:	5		14	14
Height - Metres:			48	48

Lot Coverage Ratio (%)	93.26	Floor Space Index:	9.84
------------------------	-------	--------------------	------



Floor Area Breakdown	Above Grade (sq. m)	Below Grade (sq. m)
Residential GFA:	10,905	
Retail GFA:		
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			130	130
Other:			14	14
Total Units:			144	144

#### Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:	14		93	22	15
Total Units:	14		93	22	15

#### Parking and Loading

Parking Spaces:	18	Bicycle Parking Spaces:	157	Loading Docks:	1
--------------------	----	-------------------------	-----	----------------	---

#### CONTACT:

Robert Ursini, Planner  
416-338-2575  
Robert.Ursini@toronto.ca