

91-101 Raglan Avenue – Zoning By-law Amendment and Rental Housing Demolition Application – Preliminary Report

Date: September 23, 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 Numbers: 21 199866 STE 12 OZ and 21 199875 STE 12 RH

Current Uses on Site: three pairs of semi-detached dwellings.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the development application for 91-101 Raglan Avenue, for a 26-storey residential building, with a 6-storey base building, containing 224 dwelling units. A total of 109 vehicular parking spaces are proposed in five levels of underground parking.

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 in consultation 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 91-101 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 this report in the current budget year, or in future years.

THE APPLICATION

Complete Application Submission Date: Not determined at the date of this report.

Description

The application proposes a 26-storey (89.14 metres including mechanical) residential building with 224 dwelling units amounting to an overall density of 12.83 times the area of the lot. The 1,432 square metre site is a rectangular shaped parcel with a frontage of 36.5 metres along Raglan Avenue and an approximate depth of 39 metres. East of the site is a public lane which operates in a north/south direction from the rear of 500 St. Clair West and terminates north of the subject site with a dead-end. A total of 109 vehicular parking spaces are proposed within a 5-level underground garage. Proposed is a total of approximately 360 square metres of indoor amenity space and 160 square metres of outdoor amenity space. 256 bicycle parking spaces will be provided within the underground garage and at ground-level.

See Attachments 1, 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.

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/>

Reason for the Application

The Zoning By-law Amendment proposes to amend City-wide Zoning By-law 569-2013, and former City of York Zoning By-law 1-83, to vary performance standards including: building height; building setbacks; floor space index; and vehicular parking space requirements. Additional amendments to the Zoning By-law may be identified as part of the application review.

The applicant submitted a Rental Housing Demolition 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.

Site Plan Control

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

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) ("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) ("Growth Plan") 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.

Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) ("Growth Plan") came into effect on August 28, 2020. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) 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.

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 MTSAs boundaries and demonstrate how the MTSAs are planned for the prescribed densities.

Toronto Official Plan Policies and Planning Studies

The site is located on lands designated *Apartment Neighbourhoods* on Map 17 of the Official Plan. See Attachment 4 of this report for the Official Plan Land Use Map.

Site and Area Specific Policy 38 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.

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*. The PPS recognizes the Official Plan as the most important document for its implementation.

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) 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 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 by-laws 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. In the event the applicant provides in-kind benefits pursuant to Section 37 of the *Planning Act*, the City's Fair Wage Policy and Labour Trades Contractual Obligations will apply to such work.

The Toronto Official Plan can be found here:

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

St. Clair Avenue West and Bathurst Street Planning Framework

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

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

Zoning By-laws

The site is within a Residential Apartment Zone (RA (x777) under the City of Toronto Zoning By-law 569-2013. For apartment buildings, the maximum permitted height is 8-storesys or 24 metres, the maximum floor space index is 2.5

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/>

The site is zoned Residential Multiple (RM2) under the former City of York Zoning By-law 1-83.

Rental Housing Demolition and Conversion By-law

The applicant submitted an application on August 17, 2021, 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.

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;
- Oakwood-Vaughan Design Guidelines;
- Growing Up Guidelines Planning for Children in New Vertical Communities;
- Pet Friendly Design Guidelines and Best Practices for New Multi-Unit Buildings;
- Best Practices for Bird-Friendly Glass;
- Best Practices for Effective Lighting; and
- Toronto Accessibility Design 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 (Climate Mitigation and Resilience)

Climate change mitigation and resilience are key concerns of the City. On October 2, 2019, City Council declared a Climate Emergency and set a new goal to achieve net zero greenhouse gas emissions by 2050 or sooner. In 2021, an updated TransformTO Net Zero Strategy will be presented to Council, outlining the necessary climate action to reach net zero GHG emissions community-wide. In June 2019, the Resilience Strategy was published, which set out that new development should be resilient to a changing climate.

The Toronto Green Standard (the "TGS") sets out the key sustainable performance measures new developments are required to meet to address climate mitigation and resilience. The TGS is a critical component of the City's efforts to achieve zero emissions buildings by 2030, to meet 2050 citywide greenhouse gas reduction targets,

and to build a more resilient city. The TGS also supports other City-wide strategies related to environmental sustainability, including TransformTO, the Resilience Strategy, Ravine Strategy and Biodiversity Strategy.

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 TGS. Tier 1 performance measures are secured on site plan drawings and through a site plan agreement or registered plan of subdivision. Tiers 2+ are voluntary higher levels of performance with financial incentives (post-construction development charge refunds) intended to facilitate the foregoing objectives. Applicants are strongly encouraged to pursue higher tiers of the TGS wherever possible.

Applications must use the documentation required for the version of the TGS in effect at the time of the initial site plan application. TGS Version 3.0 applies to new applications submitted on or after May 1, 2018. TGS Version 4.0 will apply to all new applications submitted on or after May 1, 2022.

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

COMMENTS

As anticipated by the St. Clair Avenue West and Bathurst Street Planning Framework, the neighbourhoods around this intersection continue to experience an influx of development interest and applications. The Raglan Transition Zone character area details that new development will respect and reinforce the area's prevailing physical character including building separation, landscaped setbacks and distinguishing green qualities of the street. A key built form objective within this character area is locating tall buildings on appropriately-sized sites, as determined by the City's Tall Building Guidelines.

There are currently three active Zoning Amendment applications on Raglan Avenue - 65-83 Raglan Avenue (approved); 10-32 Raglan Avenue (appealed); and 40 Raglan Avenue (newly submitted). A number of other sites are in the preliminary consultation phase with the City.

On November 28, 2020, City Council approved a 28-storey (87 metres) residential building proposed by the same applicant at 65-83 Raglan Avenue, which is located 3 properties to the south of the site. A new 479 square metre off-site public park and a 215.9 square metres privately owned publically-accessible space (POPS) was part of the approved proposal. The applicant was required to enter into a Limiting Distance Agreement with the owner at 85 Raglan Avenue and the City to achieve a 12.5 metre tower setback between the north property line of 85 Raglan Avenue and the proposed tower.

ISSUES TO BE RESOLVED

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

Provincial Policies and Plans

City Planning staff will continue to evaluate this planning application for consistency with the PPS and conformity with the Growth Plan. Revisions may be required to ensure that the proposed development conforms with the Growth Plan, and is consistent with the PPS.

Official Plan

City Planning staff will review and assess the application for conformity with the Official Plan policies.

Built Form, Planned and Built Context

Staff will assess the suitability and appropriateness of the proposed height, massing, and other built form issues based on applicable Provincial policies; the City's Official Plan policies; the St. Clair Avenue West and Bathurst Street Planning Framework; and the City's Design Guidelines.

The following preliminary issues have been identified:

- Suitability of the site to accommodate a tower with appropriate setbacks and separation distances from surrounding buildings;
- Appropriate density and massing, including setbacks and step-backs in relation to the area's existing and planned built form and scale, reflective of the *Apartment Neighbourhoods* designation of the site;
- Provision of a base building as per the Tall Building Guidelines;
- Provision of an appropriate streetwall height that fits harmoniously with the existing and planned context;
- The design of the vehicular driveway and access to the public laneway;
- The provision of affordable housing;
- The provision of landscaped open space;
- Pedestrian level wind conditions along Raglan Avenue, and surrounding properties; and,
- The amount and location of amenity space.

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

Privacy and Overlook

Staff will assess the proposed development for any potential adverse privacy and overlook issues with adjacent residential properties, and ensure that they are mitigated.

Parking and Loading

Staff will review whether the vehicular parking supply of 109 spaces is adequate. City staff will review the proposed internal parking and loading configuration to determine if the circulation is appropriate. Staff will also review the proposed amount, location and size of accessible vehicular parking spaces.

Bicycle Parking

Staff will review whether the location of the proposed bicycle parking is appropriate.

Housing

A Housing Issues Report has been submitted in support of the development proposal and is being reviewed by staff.

Staff will evaluate:

- the suitability of the tenant relocation and assistance strategy for the affected tenants; and,
- the appropriateness of the rental housing replacement proposal, including the size, unit design and associated amenities for the proposed replacement housing.
- whether the provision of larger residential dwelling units is suitable for a broad range of households, including families with children.

Section 37 Community Benefits

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.

Infrastructure/Servicing 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. The proposed vehicular access and circulation through the site, including the proposed public access to the public laneway to the east, will also be reviewed.

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 with the applicant to resolve the preliminary issues discussed in this report and any 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, 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 by City Council for a decision.

CONTACT

Sipo Maphangoh, Senior Planner
Telephone: 416-338-2478
E-mail: Sipo.Maphangoh@toronto.ca

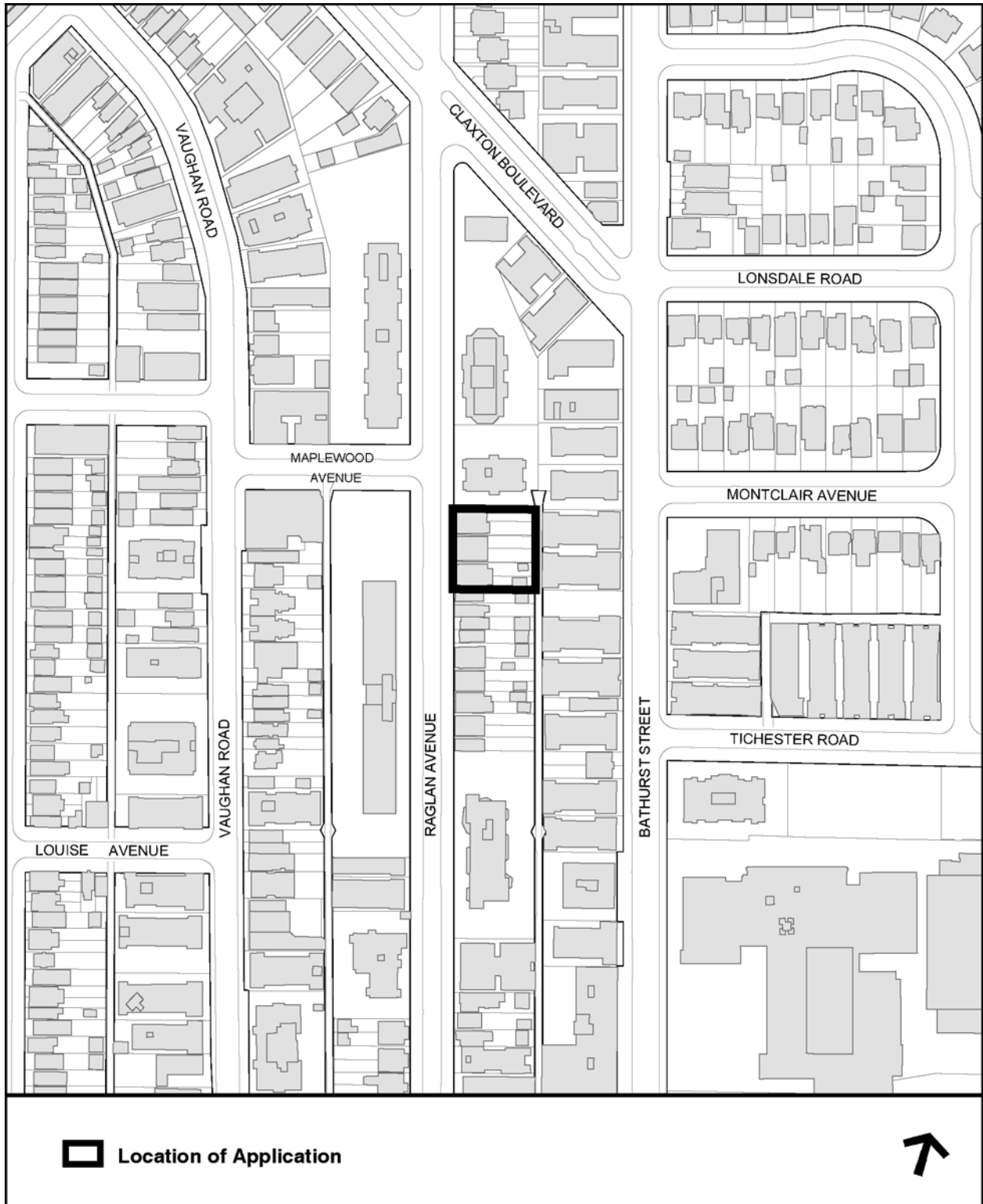
SIGNATURE

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

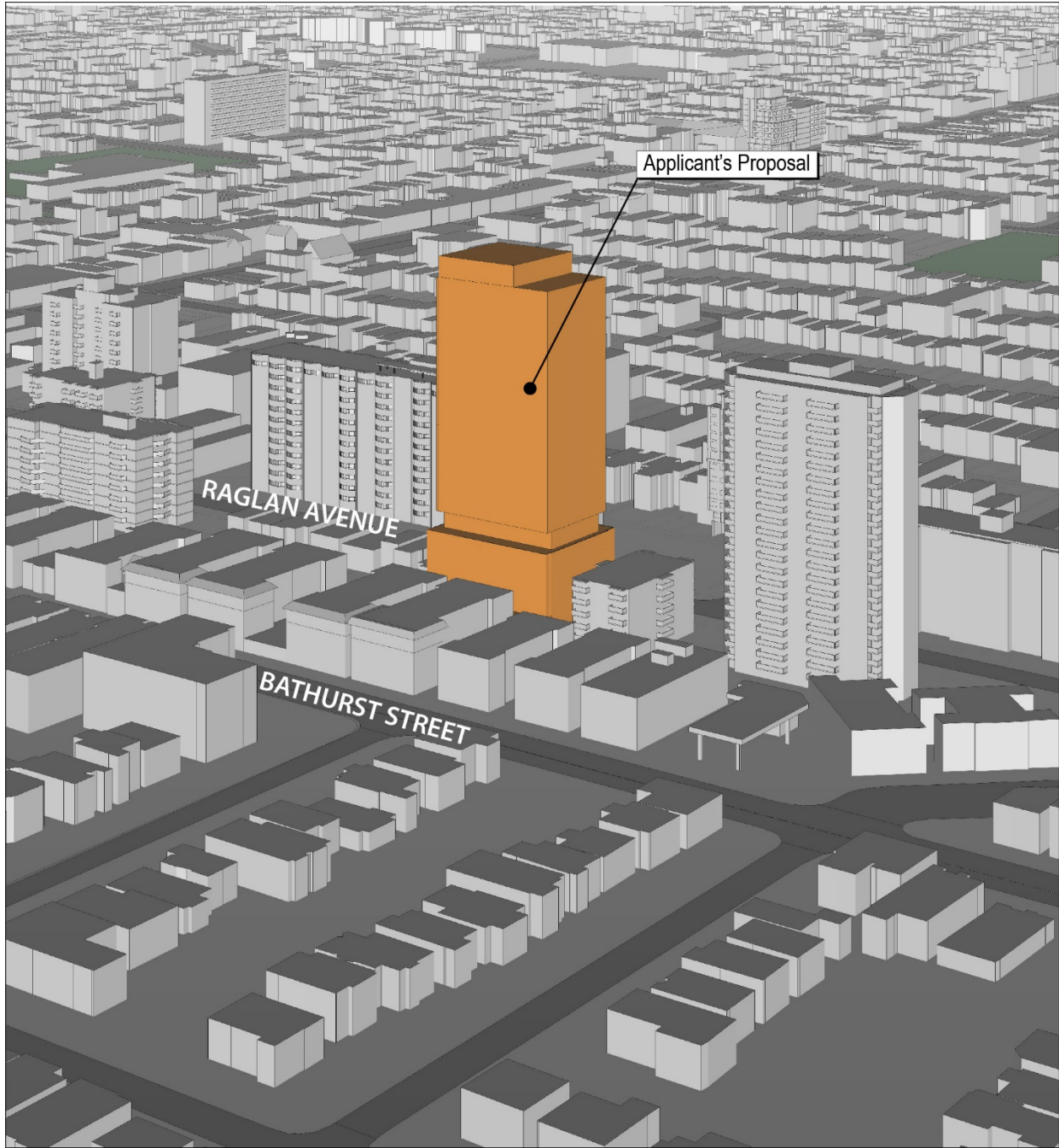
ATTACHMENTS

Attachment 1: Location Map
Attachment 2: 3D Model 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



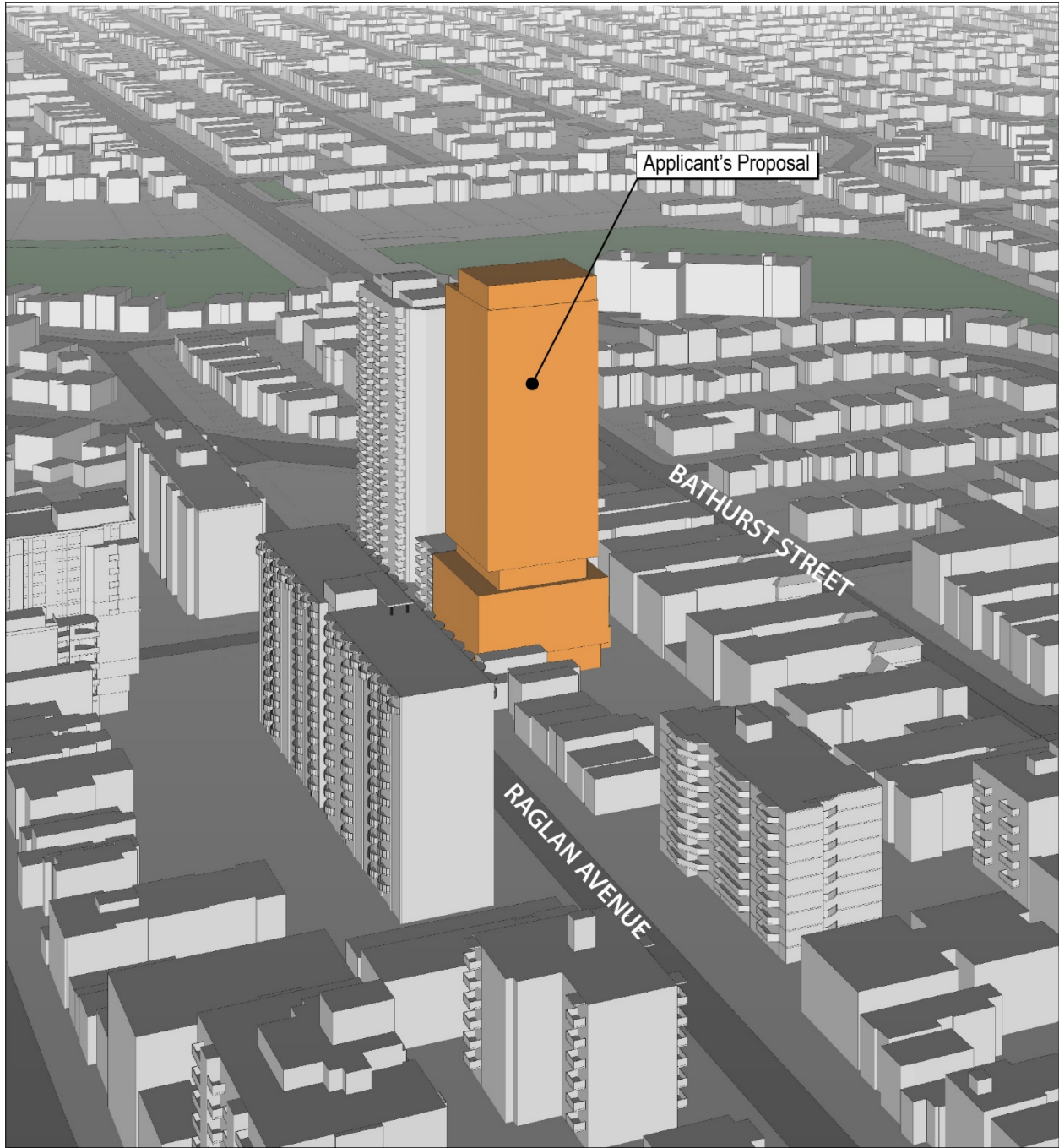
Attachment 2: 3D Models of Proposal in Context



View of Applicant's Proposal Looking Southwest



09/07/2021

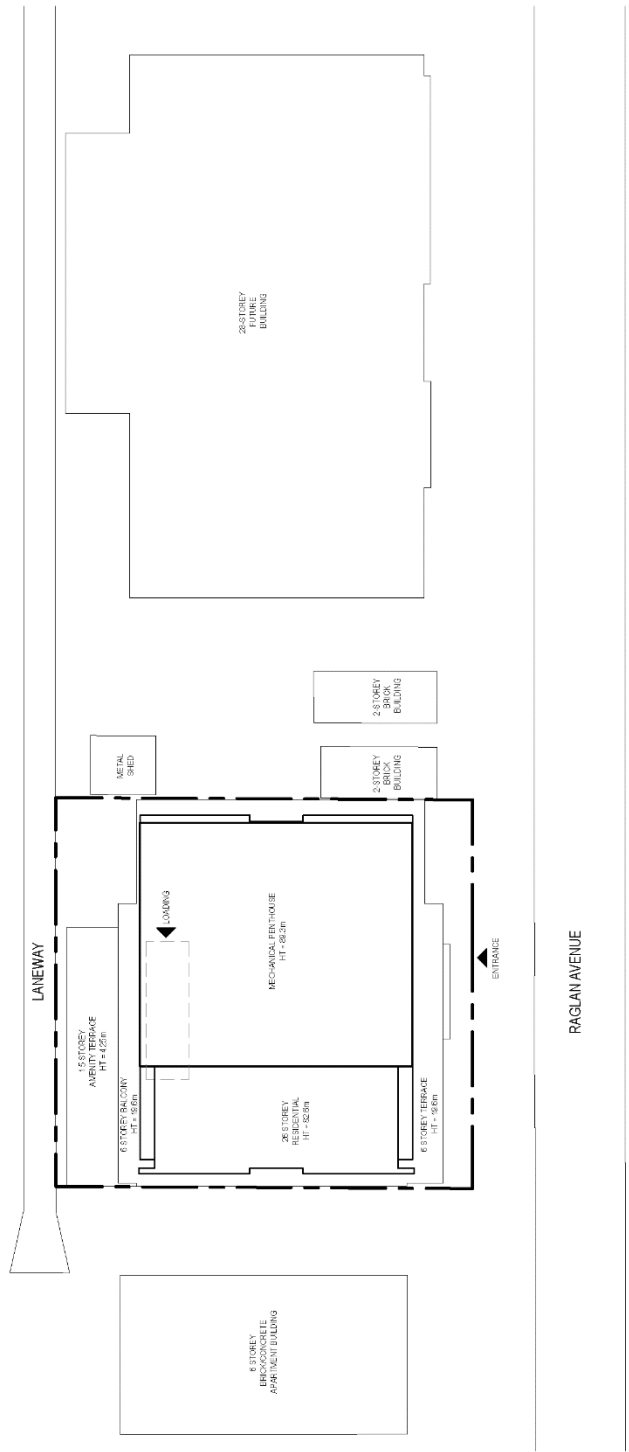


View of Applicant's Proposal Looking Northeast



09/07/2021

Attachment 3: Site Plan



Site Plan

Attachment 4: Official Plan Map




Official Plan Land Use Map #17

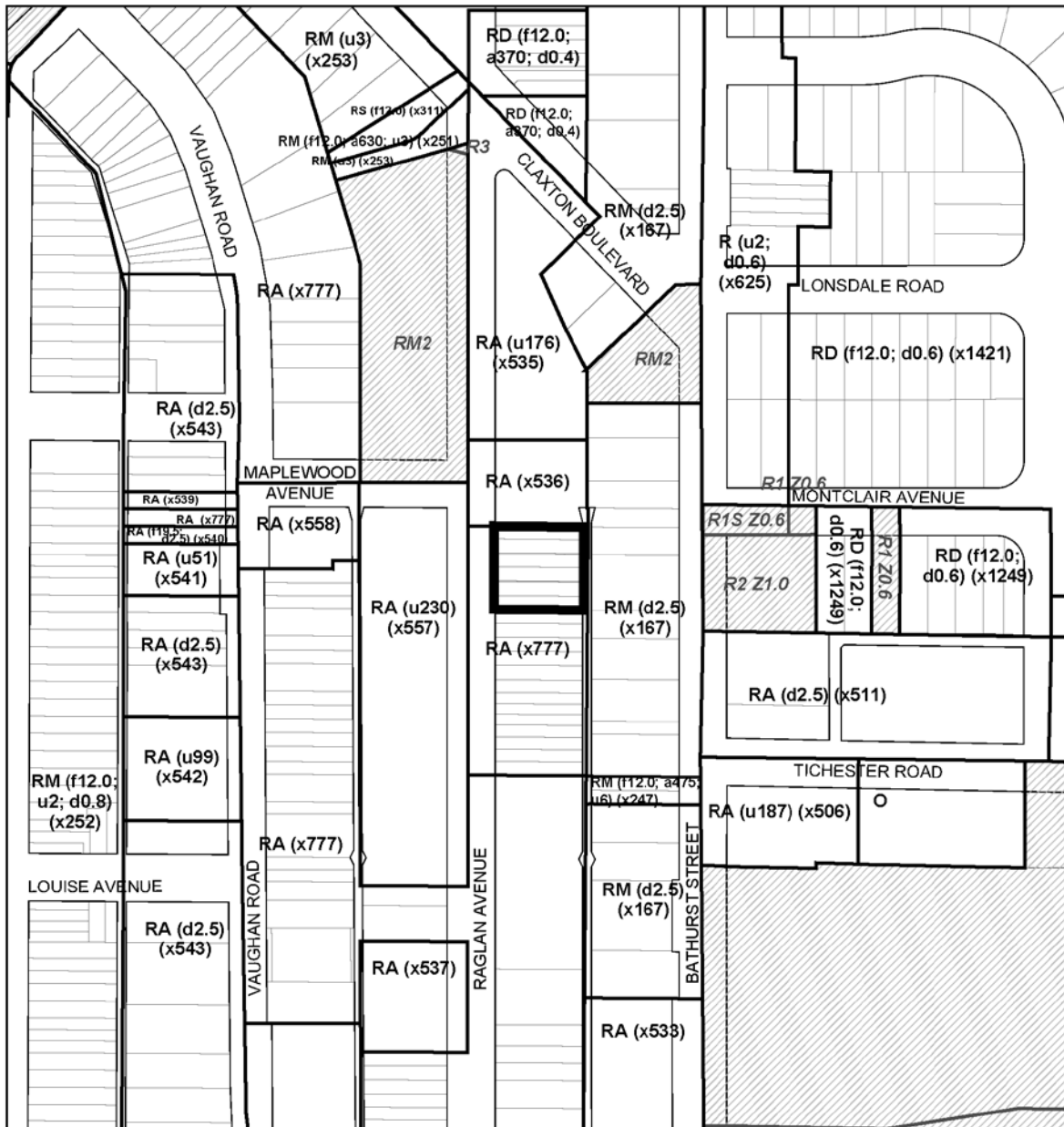
91-101 Raglan Avenue

File # 21 199866 STE 12 0Z




 Not to Scale
 Extracted: 08/24/2021

Attachment 5: Zoning By-law Map



Zoning By-law 569-2013

91-101 Raglan Avenue

File # 21 199866 STE 12 0Z

Location of Application

- R** Residential
- RD** Residential Detached
- RS** Residential Semi-Detached
- RM** Residential Multiple
- RA** Residential Apartment
- CR** Commercial Residential

- O** Open Space
- ON** Open Space Natural



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

- R2** Residential District
- MCR** Mixed-Use District
- R3** Residential
- RM2** Residential Multiple Zone
- MCR** Mixed Commercial Residential



Not to Scale
Extracted: 08/24/2021

Attachment 6: Application Data Sheet

Municipal Address: 91-101 Raglan Ave **Date Received:** August 20, 2021
Application Number: 21 199866 STE 12 OZ **Application Type:** Rezoning

Project Description: A 26-storey residential building that has a residential gross floor area of 23,403 square metres, and contains 224 residential dwelling units.

Applicant: Claxton Building Group Inc.; **Owner:** Claxton Gates Holdings Two Inc.
Architect: onespace unlimited inc.

EXISTING PLANNING CONTROLS

Official Plan Designation: Apartment Neighbourhood;
Site Specific Provision: SASP 38
Zoning: R2; **Height Limit (m):** 11
Site Plan Control Area: Y; **Heritage Designation:** N

PROJECT INFORMATION

Site Area (sq m): 1,432; **Frontage (m):** 37; **Depth (m):** 39

Building Data	Proposed	Total
Ground Floor Area (sq m):	1,189	1,189
Residential GFA (sq m):	19,794	19,794
Non-Residential GFA (sq m):	0	0
Total GFA (sq m):	19,794	19,794
Height - Storeys:	26	26
Height - Metres:	89	89

Lot Coverage Ratio (%): 83 **Floor Space Index:** 13.82

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	19,794	0

Residential Units by Tenure

	Existing	Retained	Proposed	Total
Rental:	3		0	0
Freehold:	7			
Condominium:			224	224
Total Units:	10		224	224

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		23	139	47	15
Total Units:		23	139	47	15

Parking and Loading

Parking Spaces: 109

Bicycle Parking Spaces: 256

Loading Docks: 1

CONTACT:

Sipo Maphangoh, Senior Planner

416-338-2478

Sipo.Maphangoh@toronto.ca