TORONTO

REPORT FOR ACTION

353-355 Sherbourne Street and 157 Carlton Street – Official Plan and Zoning Amendment Application – Final Report

Date:June 13, 2022To:Toronto and East York Community CouncilFrom:Director, Community Planning, Toronto and East York DistrictWard:13 - Toronto Centre

Planning Application Number: 21 175955 STE 13 OZ

SUMMARY

This application proposes a 12-storey (42-metre) mixed-use building at 353-355 Sherbourne Street and 157 Carlton Street. The building would contain 100 rental residential units (7,942 square metres of residential gross floor area), of which 30%, or 31 dwelling units, would be affordable housing, as well as 3,087 square metres of community space. The proposal entails the removal of two components of the existing heritage-designated St. Luke's United Church (the narthex and gymnasium) while retaining the rest of the building. A 250-square metre Privately Owned Publicly Accessible Space (POPS) is proposed on the Sherbourne Street frontage.

The proposed development is consistent with the Provincial Policy Statement (2020) and conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). This report recommends approval of the application to amend the Official Plan and Zoning By-law. The report also recommends approval of Open Door Affordable Rental Housing Program incentives for 31 new affordable rental homes in the development.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Official Plan for the lands at 353-355 Sherbourne Street and 157 Carlton Street substantially in accordance with the draft Official Plan Amendment attached as Attachment No. 5 to the report (June 13, 2022) from the Director, Community Planning, Toronto and East York District.

2. City Council amend City of Toronto Zoning By-law 569-2013 for the lands at 353-355 Sherbourne Street and 157 Carlton Street, substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 6 to the report (June 13, 2022) from the Director, Community Planning, Toronto and East York District.

3. City Council authorize the City Solicitor to submit the necessary bill(s) to implement the foregoing recommendation(s) provided the City Solicitor is satisfied that the appropriate legal mechanisms are in place to ensure that no building permit will issue until such time as the Section 37 Agreement and the Heritage Easement Agreement is/are executed and registered.

4. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment and draft Zoning By-law Amendment as may be required.

5. City Council require the owner to enter into an Agreement pursuant to Section 37 of the Planning Act as follows:

a) The owner shall construct, provide, and maintain a privately owned publiclyaccessible open space on the lands, having a minimum size of 250 square metres along the Sherbourne Street and Carleton Street frontages of the site to the satisfaction of the Chief Planner and Executive Director, City Planning. The owner shall convey to the City, for nominal consideration, easement(s) along the surface of the lands, to the satisfaction of the City Solicitor, which shall constitute the privately owned publicly accessible open space and any required public access easements to connect the privately owned publicly accessible open space to adjacent privately owned publicly accessible open space and/or public rights-of-way, where necessary. The owner shall own, operate, maintain and repair the privately owned publicly accessible open space and install and maintain a sign, at its own expense, stating that members of the public shall be entitled to use the privately owned publicly accessible open space at all times of the day and night, 365 days of the year. The specific location, configuration, design and timing of conveyance of the privately owned publicly accessible open space shall be determined in the context of site plan approval pursuant to Section 114 of the City of Toronto Act, 2006, and secured in a Site Plan Agreement with the City;

b) The owner shall provide and maintain thirty-one (31) new affordable rental dwelling units on the lands at 353-355 Sherbourne Street and 157 Carlton Street (the "Affordable Housing Units"), all to the satisfaction of the Chief Planner and Executive Director, City Planning, in consultation with the Executive Director, Housing Secretariat, in accordance with the following:

i. Three (3) of the Affordable Housing Units shall be three-bedroom rental units with an average unit size that is no smaller than the average unit size of a non-affordable three-bedroom dwelling unit within the development; ii. Nine (9) of the Affordable Housing Units shall be two-bedroom rental units with an average unit size that is no smaller than the average unit size of a non-affordable two-bedroom dwelling unit within the development;

iii. Eleven (11) of the Affordable Housing Units shall be one-bedroom rental units with an average unit size that is no smaller than the average unit size of a non-affordable one-bedroom dwelling unit within the development;

iv. The remaining eight (8) Affordable Housing Units shall be studio rental units with an average unit size that is no smaller than the average unit size of a non-affordable studio dwelling unit within the development;

v. The location and layouts of the Affordable Housing Units within the development shall be to the satisfaction of the Chief Planner and Executive Director, City Planning and the Executive Director, Housing Secretariat;

vi. The owner shall provide and maintain the Affordable Housing Units as secured rental housing for a minimum period of 40 years beginning from the date that each such unit is first occupied (the "Affordability Period"). During the Affordability Period, no Affordable Housing Unit shall be registered as a condominium or any other form of ownership housing that provides a right to exclusive possession of a dwelling unit, including life lease or co-ownership, and no application shall be made to demolish any Affordable Housing Unit or to convert any Affordable Housing Unit to a non-residential rental purpose. Upon the expiration of the Affordability Period, the owner shall continue to provide and maintain the units as rental dwelling units, unless and until such time as the owner has applied for, and obtained, all approvals necessary to do otherwise;

vii. the owner shall provide and maintain the Affordable Housing Units with affordable rents for the Affordability Period. The initial rent (inclusive of utilities) charged to the first tenants of any Affordable Housing Units shall not exceed 100% of the average rent for the same bedroom type in the City of Toronto, as reported by Canada Mortgage and Housing Corporation in its most recent annual Rental Market Report;

viii. if an Affordable Housing Unit becomes vacant and is re-rented to a new tenant during the Affordability Period, the initial rent (inclusive of utilities) charged to the new tenant shall not exceed 100% of the average rent for the same bedroom type in the City of Toronto, as reported by Canada Mortgage and Housing Corporation in its most recent annual Rental Market Report;

ix. after the first year of occupancy of any Affordable Housing Units, the rent (inclusive of utilities) charged to the first tenants or new tenants occupying such unit may be escalated annually by not more than the annual provincial rent guideline, regardless of whether such guideline is

applicable to the units under the Residential Tenancies Act or any successor legislation governing residential tenancies in Ontario, until the tenancy ends;

x. notwithstanding the annual rent increases permitted in x. above, the rent (inclusive of utilities) charged to any first tenants or new tenants occupying an Affordable Housing Unit shall not be increased to an amount that exceeds 100% of the average rent for the same unit type in the City of Toronto, as reported by Canada Mortgage and Housing Corporation in its most recent annual Rental Market Report;

xi. at least six months in advance of any new Affordable Housing Units being made available for rent to the general public, the owner shall develop and implement a Tenant Access Plan to ensure units are rented to eligible households in consultation with, and to the satisfaction of, the Executive Director, Housing Secretariat;

xii. the new Affordable Housing Units shall be made ready and available for occupancy no later than the date by which seventy percent (70%) of the new dwelling units erected within the development are available and ready for occupancy, or to the satisfaction of, the Chief Planner and Executive Director, City Planning and the Executive Director, Housing Secretariat.

xiii. the owner shall provide all tenants of the Affordable Housing Units with access to, and use of, all indoor and outdoor amenities in the development at no extra charge and on the same terms and conditions as any other resident of the mixed use building, without the need to pre-book or pay a fee, unless specifically required as a customary practice for private bookings;

xiv. the owner shall provide all tenants of the Affordable Housing Units with laundry facilities and air conditioning at no extra charge;

xv. the owner shall provide all tenants of the Affordable Housing Units with access to permanent and visitor bicycle parking/bicycle lockers on the same terms and conditions as any other resident of the building in which the Affordable Housing Units are located, and in accordance with the Zoning By-law;

c) The owner shall construct and maintain the development of the site in accordance with Tier 3 of the Toronto Green Standard Version 4.0, or the equivalent in the Toronto Green Standard version applicable at the time of the site plan application for each building on the site;

d) As a pre-approval condition to site plan approval, the owner shall convey lands to widen the existing Central Hospital Lane by 0.87 metres through a conveyance to the City along the east limit of the lands; and e) Prior to the issuance of the first building permit for a residential use on any part of the site, including permits for excavation and shoring, the owner shall enter into a municipal housing facility agreement with the City ("Contribution Agreement"), for the Affordable Housing Units that are approved for Open Door incentives, on terms satisfactory to the Executive Director, Housing Secretariat and in a form satisfactory to the City Solicitor. The owner shall provide such Affordable Housing Units in accordance with such agreement(s);

6. City Council authorize the Executive Director, Housing Secretariat, to negotiate and execute a municipal housing facility agreement (Contribution Agreement) with the owner for the provision of Open Door Incentives, for 31 affordable rental dwelling units at 353-355 Sherbourne Street and 157 Carlton Street to secure rents at or below 100% of the average rent by bedroom type in the City of Toronto, as reported by Canada Mortgage and Housing Corporation in its most recent annual Rental Market Report, for a minimum period of 40 years, on terms and conditions acceptable to the Executive Director, Housing Secretariat, in a form satisfactory to the City Solicitor.

7. City Council approve the provision of financial incentives pursuant to the City's Open Door Affordable Housing Program in relation to the Affordable Housing Units as follows:

a) City Council exempt the 31 affordable rental dwelling units at 353-355 Sherbourne Street and 157 Carlton Street from taxation for municipal and school purposes for the 40-year term of the municipal housing facility agreement; and

b) City Council authorize the 31 new affordable rental dwelling units at 353-355 Sherbourne Street and 157 Carlton Street to be eligible for waivers of fees for planning applications, building permits and parkland dedication, and for development charges exemptions, unless already paid.

8. City Council authorize the Executive Director, Housing Secretariat, on behalf of the City, to execute any security or financing documents, or any other documents required to facilitate the delivery of the affordable rental housing dwelling units, including any documents required by the owner to complete pre-development activities, construction and secure conventional financing, where required, including any postponement, confirmation of status, discharge or consent documents where and when required during the term of the municipal housing facility agreement, as required by normal business practices, and provided that such documents do not give rise to financial obligations on the part of the City that have not been previously approved by Council.

9. City Council authorize the Controller to cancel or refund any taxes paid pursuant to the by-law exempting the property from taxation if authority is given for an exemption from taxation as set out in Recommendation 7 above.

10. City Council authorize the City Solicitor and appropriate City staff to take such actions as are required to implement City Council's decision, including the execution and implementation of appropriate agreements.

Affordable Housing

The financial implications associated with the City's Open Door Affordable Rental Housing Program contributions for this site have been previously approved by City Council through Decision Item PH21.5, which may be found here: http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2021.PH21.5.

Through item PH21.5 City Council provided Open Door Program support for up to 500 affordable rental housing units proposed by the United Property Resource Corporation ("UPRC") across seven sites in the city. The UPRC is a partnership between the United Church of Canada and the Canada Mortgage and Housing Corporation, created to help communities of faith of all denominations and other non-profit organizations unlock the value of their real estate assets. Staff were directed to report on site-specific Open Door contributions to the seven UPRC sites and 353-355 Sherbourne Street and 157 Carlton Street is the first such site recommended for planning approvals.

This report recommends City Council approval of financial incentives under the Open Door Affordable Housing Program of approximately \$2,826,863 for 31 affordable rental dwelling units to be created at 353-355 Sherbourne Street and 157 Carlton Street.

Were the City to accept the proposed affordable housing units solely as a Section 37 contribution, the anticipated affordability period would have been only 15 years. However, in exchange for receiving Open Door Program incentives for these affordable rental units, the applicant has agreed to extend the affordable rental period to 40 years. This extended affordability period reflects the value of these incentives.

The proposed incentives through the Open Door Affordable Housing Program include exemptions from development charges, planning and building permit fees, and property taxes for 40 years. Based on applicable fees, charges, and tax exemption estimates, the average of these incentives is \$91,189 per unit, for a total investment of approximately \$2,826,863 in City incentives as outlined in Table 1 below.

These incentives are not a direct capital payment from the City but rather foregone revenues that the City waives or forgives under the Open Door Affordable Housing Program. Values are based on 2022 tax rates, 2022 AMR rates, November 2021 development charge rates, 2022 building permit fees and 2022 planning fees.

Affordable Rental Homes	e Estimated Affordablity Period	Estimated Development Charges	velopment Planning Value of		Estimated Total Value of Incentives
31	40	\$1,342,434	\$760,750	\$723,678	\$2,826,863

Table 1: Breakdown of Value of Open Door Program Incentives

At current 2022 rates, the value of the annual property tax exemption is estimated at \$31,308. The net present value of this tax relief over the 40-year term that the incentives would be in effect is estimated at \$723,678, as summarized in Table 2 below.

A tax exemption would have no net present impact to the City for the educational portion of taxes remitted to the Province.

Property Tax	Annual	NPV: 40 Years		
City	\$ 23,387	\$ 540,585		
Education	\$ 7,580	\$ 175,213		
City Building	\$ 341	\$ 7,880		
Total	\$ 31,308	\$ 723,678		

 Table 2: Value of Property Tax Exemption

The City Planning Division confirms that there are no additional financial implications resulting from the recommendations included in this report in the current budget year or in future years.

The Chief Financial Officer and Treasurer have reviewed this report and agree with the information as presented in the Financial Impact Section.

DECISION HISTORY

There are no previous development applications on record at the subject property.

At its meeting on March 10, 2021, City Council authorized the Executive Director, Housing Secretariat to negotiate and enter into, on behalf of the City, a Memorandum of Understanding with the UPRC (the "MOU") on terms and conditions satisfactory to the Executive Director, Housing Secretariat, and in a form approved by the City Solicitor, to enable the development of up to 500 affordable rental housing units across seven sites in the city with financial support from the Open Door Affordable Rental Housing Program. For details, see:

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2021.PH21.5.

A formal pre-application meeting was held with the applicant team on December 3, 2020. The current application was submitted on June 29, 2021 and deemed complete on July 29, 2021. A preliminary report on the application was adopted by Toronto and East York Community Council on November 24, 2021, authorizing staff to conduct a community consultation meeting. To view the preliminary report and Council direction on the preliminary report, see

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.TE29.30

At its meeting on May 26, 2022, Toronto and East York Community Council adopted Item 2022.TE33.12 without amendment, in which the Senior Manager, Heritage Planning, Urban Design, City Planning recommended alterations to the designated heritage property at 353-355 Sherbourne Street and 157 Carlton Street be approved in accordance with Section 42 of the Ontario Heritage Act. Item 2022.TE33.12 will be considered by City Council on June 15, 2022. To view the alterations report and Council direction, see

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.TE33.12.

SITE AND SURROUNDING AREA

Description: The property is located on the southeast corner of Sherbourne Street and Carlton Street, across from Allan Gardens. It is currently occupied by St. Luke's United Church, which is used as a religious institution along with community services. The property is generally flat, and is rectangular in shape, with a lot area of approximately 2,418 square metres. It has approximately 44.2 metres of frontage along Sherbourne Street and approximately 54.7 metres of frontage along Carlton Street. To the east, the subject property abuts Central Hospital Lane, a public lane, which generally has a width of approximately 4.27 metres. The access to Central Hospital Lane is narrower, at 3.43 metres in width, due to the existing configuration of the church.

Heritage: The subject property is located within the Cabbagetown Northwest Heritage Conservation District (HCD), designated under Part V of the Ontario Heritage Act by Bylaw No. 325-2008, enacted April 29, 2008.

Official Plan Designation: The subject property is designated Mixed Use Areas by Map 18 (Land Use) of the Official Plan. It is also located within the Downtown Secondary Plan (the "Downtown Plan") area, where it is designated "Mixed Use Areas 3", and is subject to Site and Area Specific Policy 461 ("SASP 461"), which provides policy direction for the "Garden District".

Zoning: The subject property is zoned CR 1.5 (c1.0; r1.0) SS2 (x1913) with a maximum height of 12 metres under Zoning By-law 569-2013. The total maximum permitted density is 1.5 times the lot area, with a maximum of 1.0 times the lot area for commercial uses and 1.0 times the lot area for residential uses.

Surrounding Land Uses

The subject property is generally bounded by the following:

• North: Carlton Street and the Paroisse du Sacre-Coeur church to the direct north. Further north, Sherbourne Street is characterized by a variety of primarily residential Apartment Neighbourhoods-designated built forms, ranging from detached houses to low- to high-rise apartment buildings.

- **South:** a four-storey long-term care home (the Rekai Centre) to the direct south. Primarily residential and institutional buildings up to six storeys in height toward Gerrard Street East, designated Mixed Use Areas. South of the Rekai Centre is the Sherbourne Health centre, a 6-storey health care facility.
- East: Central Hospital Lane, a public lane, to the direct east. Further east, threestorey rowhouses line the south side of Carlton Street; the north side of Carlton Street has a mixed character, and is predominantly lined with two-to three-storey mixed-use buildings. A mix of Neighbourhoods-designated low-rise residential dwellings and a six-storey apartment building are located beyond the lane to the east, south of the rowhouses.
- West: Sherbourne Street and Allan Gardens to the direct west. The park is designated Parks and Open Space in the Official Plan, and is a Sun-Protected Park and Open Space in the Downtown Plan.

THE APPLICATION

Description: A 12-storey (42-metre) mixed-use building. A 250-square metre privately owned publicly accessible space (the "POPS") is proposed on the Sherbourne Street frontage and would lead to the community uses on the ground floor. A café with a small patio seating area will also be provided. The proposal would retain the original 1887 church building as well as a portion of the "Sunday School" addition from 1912, and remove two components of St. Luke's United Church entirely (the narthex and gymnasium, added to the church in 1929 and 1962, respectively), presently occupying roughly the south half of the property.

The proposal is part of a broader initiative by the United Property Resource Corporation (the "UPRC") to redevelop numerous United Church of Canada and other properties across the City of Toronto, with the aim of providing affordable housing with community and cultural spaces, while achieving high degrees of environmental sustainability.

Density: Total proposed gross floor area for the site is 11,029 square metres, which represents a density of 4.6 times the area of the lot. Of this amount, 7,942 square metres is residential gross floor area, and 3,087 square metres gross floor area is for community uses.

Dwelling Units and Amenity Space: 100 rental residential units comprised of 14 studios (14%), 43 one-bedrooms (43%), 23 two-bedrooms (23%) and 20 three bedrooms (20%). 30% of the units provided are intended to be affordable, as detailed in the March 2021 Council direction regarding the UPRC sites.

224 square metres of indoor amenity space (2.4 square metres per dwelling unit) on Level 3, and 178 square metres of outdoor amenity space (1.8 square metres per dwelling unit) provided on Levels 3 and 10.

Access, Parking and Loading: Pedestrian access to the non-residential uses on the ground floor is proposed from Sherbourne Street, while pedestrian access to the residential lobby is proposed from Carlton Street. No short- or long-term vehicular parking spaces are proposed to serve the development. The proposal will be required to provide an "accessible loading zone" comprised of two spaces along Carlton Street. 148 short- and long-term bicycle parking spaces and one Type "G" loading space are proposed.

At the rear, the Central Hospital Lane will be widened by 0.87 metres through a conveyance to the City along the east limit of the subject property.

Additional Information

See Attachment 1 to this report for a location map, Attachment No. 2 for the existing Downtown Plan land use map and Garden District area, Attachment No. 3 for the existing Zoning By-law map, Attachment 4 for the application data sheet, Attachment 7 for the proposed site plan, Attachment No. 8 for elevations, and Attachment No. 9 for simplified 3D renderings of the proposal in context. Detailed project information can be found on the City's Application Information Centre at: www.toronto.ca/355SherbourneSt.

The proposal that was originally circulated in July 2021 incorporated feedback provided by the City at the pre-application consultation meeting. It also reflected extensive community engagement that had been conducted by the applicant prior to the community consultation meeting hosted by the City. The current proposal incorporates further revisions since the original July 2021 application, as summarized below:

- The building mass and cantilever along the Carlton Street frontage has further been set back behind the ridge of the Sunday School roof for improved visual compatibility with the retained church form;
- Design efforts have been made to improve the at-grade pedestrian experience along Central Hospital Lane to respond to public feedback; and
- Two accessible parking spaces were secured along Carlton Street, which shall require the removal of the two on-street pay and display parking spaces operated by the Toronto Parking Authority.

Overall height, density, unit count/mix and parking space count have been generally maintained over the course of review.

Reasons for Application

An Official Plan amendment application is required to enable a 12-storey building on the subject property. "Tall buildings" are defined in SASP 461 as any building taller than the right-of-way of the street on which they have frontage. Both Sherbourne and Carlton Streets have planned right-of-way widths of 20 metres, whereas the proposed building is 42 metres high.

The zoning by-law amendment application seeks to amend various performance standards under Zoning By-law 569-2013 to enable the development, including, among

others, building height, angular plane penetration, setbacks, floor space index, platform location, number of parking and loading spaces, and vehicle access location.

See Attachment 5 for the draft Official Plan amendment and Attachment 6 for the draft Zoning By-law amendment.

Site Plan Control

The proposal is subject to site plan control. A site plan control application has not yet been submitted.

Provincial Land Use Policies

The application has been reviewed to determine its consistency with the Provincial Policy Statement (2020) ("PPS"), conformity with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) ("Growth Plan"), and conformity to the City's Official Plan. The PPS provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. 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 Greater Golden Horseshoe region.

Agency Circulation

The application together with the report/studies submitted in support of the application have been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate Official Plan amendments and Zoning By-law standards.

COMMUNITY CONSULTATION

Feedback has been provided via email and phone directly to Community Planning, and a virtual community consultation meeting was held on December 14, 2021. At the meeting, City staff and the applicant team gave presentations on the site and surrounding area, existing planning framework, and the proposed development. Following presentations, City staff led a "question and answer"-style format meeting.

Comments and questions provided by the public include:

- Support and enthusiasm for the project, and desire that community services would continue to be provided out of St. Luke's Church;
- The relationship of the east side of the proposed development to the adjacent rowhouses fronting onto Central Hospital Lane, and opportunities to animate the lane;
- Possibility of public realm improvements along the Carlton Street frontage, such as sidewalk widenings and bump-outs;
- Requests for additional consultation with specific local community groups; and
- Suggestions to install a carport at the front of the building

Detailed building design (including issues such as building materiality, lighting and landscaping, among other matters) will be addressed through the Site Plan Control application process.

The applicant engaged with numerous community groups in advance of submitting an application, as well as follow-up engagement as detailed in the submitted Public Consultation Strategy in the Planning Rationale.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have been given had an opportunity to view the oral submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS and the Growth Plan. Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan.

Land Use

The Official Plan states that lands designated as Mixed Use Areas are made up of a range of commercial, residential and institutional uses, and are intended to absorb the majority of new development. The property is also located within Mixed Use Area 3 in the Downtown Plan, which is a designation where growth and a diversity of uses are encouraged. SASP 461 similarly envisions growth for the Garden District, and provides direction to ensure future development further strengthens the Garden District as a distinct, vibrant mixed use community in the Downtown. Staff are satisfied that the proposed mix of residential, community and café uses is consistent with the land use provisions of the Official Plan, Downtown Plan and SASP 461.

Density

The Official Plan land use designation of the site permits intensification. The application proposes a density of 4.6 times the lot area and employs a series of setbacks and stepbacks to articulate the massing and scale to ensure that the development fits the site and its context.

Built Form

City Planning staff find that the proposal maintains the intent of the Official Plan policies with respect to built form, massing and transition to adjacent Neighbourhoods, as well as with relevant built form policies in the Downtown Plan.

The proposal includes a new building constructed in a U-shaped plan and situated on the north, east and south portions of the property, and cantilevers over the Carlton Street elevation of the church and Sunday School. The proposal additionally entails the removal of the narthex, gymnasium and a rear lane-facing portion of the Sunday School, while retaining the original church building from 1887 and the portion of the Sunday School along the Carlton Street frontage.

Although the proposal penetrates the prescribed angular planes and the building exceeds the height generally envisioned for lots outside of defined Character Areas in the Garden District, City staff have carefully considered the intent of the applicable policies and consider the proposed height and massing to be compatible with the lot and surrounding context. The proposed height of 12 storeys, or 42 metres (plus mechanical penthouse), falls within the range of approved and existing heights in the surrounding area. The applicant team and City staff participated in numerous design workshops to arrive at a massing that will achieve key objectives for development sites in the Garden District, including avoiding net new shadow onto Allan Gardens and adjacent Neighbourhoods, reducing visual encroachment on the conserved heritage resource, and ensuring a pleasant and functional pedestrian experience, particularly along Sherbourne Street. Staff have additionally considered other key policy objectives being achieved in this proposal, such as the provision of new affordable rental housing and expanded community services, and targeting a high degree of building performance (Tier 4 of the TGS, Version 3.0, which is now Tier 3 of TGS, Version 4.0).

Privacy and overlook to adjacent Neighbourhoods to the southeast will be mitigated by separation provided by public lanes, deep residential lot conditions, and a generous tree canopy at the rear of these residential lots that will limit overlook in warmer seasons when rear yards are most likely to be used by occupants. Moreover, the rear of many of these properties consists of hard landscaping utilized for the storage of private vehicles, accessed off Central Hospital Lane.

Adequate separation is provided to the Rekai Centre to the south. At grade, the proposed building is separated by a minimum 4.2 metre-wide private driveway providing loading access off Sherbourne Street. The portions of Level 2 that do not have openings are set back 1.5 metres from the south property line in order to accommodate community space. Beyond this bumped-out portion of Level 2, a 3.0-metre setback and 5.5-metre separation distance are otherwise provided to the south lot line and to the Rekai Centre's north main wall from Levels 2 to 10, respectively. Portions of the south main wall from Levels 3-10 that feature openings provide increased setbacks of 5.5 metres from the south lot line to ensure adequate facing distances between neighbouring buildings and in contemplation of future potential redevelopment. Levels 11-12 are also set back 5.5 metres from the south property line.

Finally, the built form takes into consideration and provides adequate space for new tree planting on the subject property.

Heritage

The subject property is a designated property on the City of Toronto Heritage Register. Further, the property is located within the Cabbagetown Northwest Heritage Conservation District (HCD) and, as such, is designated under Part V of the OHA.

Heritage Planning has been extensively involved in the review of this application. An alterations report recommending that City Council approve the alterations proposed for the subject property was considered by the Toronto Preservation Board on May 10, 2022 and by Toronto and East York Community Council on May 26, 2022, where the recommendations in the report were adopted without amendment. The alterations report will be considered by City Council on June 15, 2022.

Shadow Impact

The submitted shadow study illustrates that the proposal will not cast net new shadows onto Allan Gardens on March 21st and September 21st from 10:00 a.m. to 6:00 p.m., in conformity with SASP 461 and Downtown Plan policies. Similarly, the proposal will not cast net new shadows onto adjacent Neighbourhoods on March 21st and September 21st from 10:00 a.m. to 6:00 p.m.

Wind Impact

The wind study submitted for the project indicates that conditions along the Sherbourne and Carlton Street frontages are expected to be generally comfortable for sitting, standing and strolling during the spring and summer months. In the fall and winter months, existing uncomfortable wind conditions at the southeast corner of Sherbourne and Carlton Streets are expected to be exacerbated, and will need to be addressed through wind control measures. Wind conditions around the proposed POPS are predicted to be comfortable for sitting or standing in all four seasons. Higher than optimal wind speeds are expected for the Level 10 outdoor amenity area (conditions generally suitable for strolling and walking, rather than sitting and standing), and will also need to be addressed through wind control measures.

Wind control measures, such as guardrails, screens, landscaping, trellises and canopies, will be explored and secured through the site plan control application review process.

Unit Mix

A total of 100 residential dwelling units are proposed, consisting of 18 studios (18%), 42 one-bedrooms (42%), 20 two-bedrooms (20%), and 20 three-bedrooms (20%). The total residential gross floor area is approximately 7,942 square metres.

The proposed unit mix satisfies the unit mix objectives of the Growing Up: Planning for Children in New Vertical Communities Urban Design Guidelines (the "Growing Up Guidelines"), and is consistent with Official Plan and Downtown Plan policy direction to provide a full range of housing.

Amenity Space

The proposal provides 178 square metres of outdoor amenity space (1.8 square metres per unit), with 70 square metres provided on a terrace on Level 3 and 108 square metres provided on a terrace on Level 10. An additional 224 square metres of indoor amenity space (2.2 square metres per unit) are provided on Level 3 and connect to the outdoor terrace.

Detailed design of the amenity space, including design for households with children (Growing Up Guidelines) and pets (Pet Friendly Design Guidelines) will be reviewed and secured through the site plan control application.

Public Realm

A key objective of SASP 461 is to protect and enhance the public realm in the Garden District. A privately owned publicly-accessible open space ("POPS") of approximately 250 square meters is being proposed. The POPS would take the form of a forecourt on the west side of the property that will be accessed by stairs off Sherbourne Street and an accessible ramp off Carlton Street. The POPS would provide an open area that frames the retained church building, will feature outdoor seating areas and trees, and will lead to entrances to the church, a café and the community spaces. A separate patio area with seating is also proposed directly in front of the café, but will not form part of the POPS.

Staff consider the proposed POPS to be a positive element of the proposal that will enhance the public realm along Sherbourne Street. Staff recommend that the POPS be secured in the Section 37 agreement and that detailed design of the POPS be determined through the site plan control review process.

City staff are satisfied that the proposal is consistent with applicable public realm policies of the Official Plan.

Parkland

The <u>City of Toronto Parkland Strategy</u> is a 20-year strategic city-wide plan that guides long-term planning for new parks, park expansions and improvements, and improved access to existing parks. The Strategy includes a new methodology to measure and assess parkland provision, using the baseline of residential population against the area of parkland available across the city. According to the Strategy's methodology, the development site is currently in an area with 0-4 m2 of parkland per person, which is well below the city-wide average provision of 28 m2 of parkland per person (2016).

In accordance with Chapter 415, Article III of the Toronto Municipal Code, the applicant is required to satisfy the parkland dedication requirement through a cash-in-lieu payment. The non-residential component of this proposal is subject to a 2% parkland dedication while the residential component is subject to a cap of 10% parkland dedication.

The value of the cash-in-lieu of parkland dedication will be appraised through Real Estate Services. The appraisal will be conducted upon the submission of an application for the first above ground building permit and is valid for six months. Payment will be required prior to the issuance of said permit.

Tree Preservation

The applicant submitted an arborist declaration in support of the application indicating that there are no existing trees on private or City property which meet the criteria under the City's tree protection by-laws.

Road Widening

No road widenings are proposed or required along Sherbourne Street or Carlton Street.

A 0.87 metre lane widening is required along the east limit of the subject property to satisfy the requirement of a 6 metre-wide lane right-of-way. Central Hospital Lane has an approximate width of 4.27 metres. Taking into consideration that the heritage-designated church is being retained on the site and currently encroaches onto the public lane, the 0.87 metre lane widening is only being sought where the heritage façade has been set back/removed from within Central Hospital Lane. The widening will be conveyed to the City through the site plan control application.

Traffic Impact, Access, Parking and Loading

Vehicular access to the subject property is proposed off a 6-metre-wide two-way private driveway from Sherbourne Street, located approximately 50 metres south of the Carlton Street and Sherbourne Street intersection. The driveway will provide access to the site's loading facilities (1 Type G loading space). No connection will be provided from this private driveway onto Central Hospital Lane.

No parking spaces are proposed for the residential and non-residential uses. The applicant's transportation consultant provided a parking study which describes challenges in incorporating parking facilities given site limitations, and the heritage properties of the application being retained. Additionally, the parking study observed availability of nearby area public parking facilities. This is consistent with SASP 461 policies that acknowledge the Garden District's proximity to the core, public transit and bicycle lanes, and that contemplate reduced parking rates where the impacts can be demonstrated to be sufficiently mitigated.

Staff concurred with the justification provided, but will require the implementation of an "accessible loading zone" on the south side of Carlton Street, immediately north of the development. The accessible loading zone will serve as a pick-up/drop-off area for visitors to the subject property with accessibility needs. Creation of this zone will entail the permanent removal of the two on-street pay-and-display spaces parking spaces operated by Toronto Parking Authority. The applicant will be responsible for coordinating the removal of these two on-street parking spaces and for all costs associated with creating the accessible loading zone.

Zoning By-law 569-2013 requires 120 bicycle parking spaces be provided for residential units on the subject property (none are required under the Zoning By-law for the non-residential, i.e. community and café uses). The proposal will provide 132 residential bicycle parking spaces (120 long-term spaces in a dedicated room in the basement, and 12 short-term spaces in a dedicated room on the ground floor) and 16 community use bicycle parking spaces (in a dedicated room in the basement), for a total of 148 on-site bicycle parking spaces. An additional 8 spaces will be provided via 4 bicycle rings in the public right-of-way along Sherbourne Street.

Additional detailed comments related to site access, site circulation and layout, design of the proposed private driveway, and cycling infrastructure will be provided through the review of the site plan control application. The accessible loading zone will also be secured through the site plan control application.

Servicing and Stormwater Management

Engineering and Construction Services staff have reviewed the functional servicing report provided by the applicant, and have no further concerns requiring addressing prior to rezoning approval.

Housing Issues

As explained in the "The Application" section above, the proposal is part of a broader initiative by the UPRC to redevelop numerous United Church of Canada and other properties across the City of Toronto, with the aim of providing affordable housing with community and cultural spaces, while achieving high degrees of environmental sustainability. This is particularly relevant to SASP 461, which identifies the provision of additional affordable housing in new developments in the Garden District as a key policy objective.

The owner's proposal to provide affordable rental housing within the development has been approved for financial incentives through the City's Open Door Affordable Rental Housing Program. The Open Door incentives provide exemptions from development charges, planning and building permit fees, and property taxes for the 31 affordable units.

The 31 new affordable rental units would be comprised of eight (8) studio units, eleven (11) one-bedroom units, nine (9) two-bedroom units, and three (3) three-bedroom units. The minimum average unit size for an affordable rental unit would be the average unit size of a rental unit of the corresponding bedroom type within the development as a whole. Rents would be secured at affordable rents, as currently defined in the Official Plan (no more than the average market rent (AMR) by bedroom type for the City of Toronto), for 40 years, beginning from the date each unit is first occupied. The owner will be required to enter into a municipal housing facility agreement (Contribution Agreement) which will include detailed requirements respecting the provision of the affordable rental housing.

Toronto Green Standard

Climate change mitigation and resilience are key concerns of the City. In June 2019, the Resilience Strategy was published, which set out that new development should be resilient to a changing climate. On October 2, 2019, City Council declared a Climate Emergency and set a goal to achieve net zero greenhouse gas emissions by 2050 or sooner. In 2021, an updated TransformTO Net Zero Strategy was adopted by Council, outlining new and accelerated actions to reach net zero GHG emissions community-wide by 2040.

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 2028, to meet 2040 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 and higher 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 applied to new applications submitted on or after May 1, 2018. TGS Version 4.0 applies to all new applications submitted on or after May 1, 2022.

Visit <u>https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/tier-1-planning-application-requirements/</u>.

The application is targeting Tier 4 of the TGS Version 3.0 (which is now Tier 3 of the TGS Version 4.0), and will be eligible for a post-construction development charge refund. Among other features, the application meets the TGS requirements for tree planting and soil volume on the site. Some performance measures for the higher-tier development features will be secured through both the zoning by-law and Official Plan amendment process (e.g. cycling infrastructure). Other measures will be secured through the site plan control process.

Community Services Assessment

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

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible. 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.

SASP 461 highlights the value and importance of CS&F in its overall objectives for the Garden District. It identifies publicly operated institutional uses as playing an important role in the Garden District, by delivering services and supporting the current and future needs of residents. It also identifies a need to optimize the delivery of community and social services, improve community safety, pursue local housing initiatives, and stimulate local economic development. The Downtown Plan additionally sets out the requirements for a Complete Community Assessment, which considers, among other matters, CS&F. The applicant provided a Complete Community Assessment within their Planning Rationale.

The proposal would retain the existing sanctuary in the church, which will continue to function as a place of worship. A new community outreach space, large community hall, and community support space that will collectively support a wide variety of programming are incorporated into the first two storeys of the development.

Section 37

The Official Plan contains policies pertaining to the provision of community benefits in exchange for increases in height and/or density pursuant to Section 37 of the Planning Act. While the proposed development exceeds the height and density limits of the existing Zoning By-law, the application is consistent with the objectives and policies of the Official Plan, and constitutes good planning.

The following matters are recommended to be secured in the Section 37 Agreement as a legal convenience to support development:

1. A minimum 250-square metre POPS, with specific design details to be secured through the site plan control process;

2. The provision of a minimum of 30% of all new dwelling units as affordable rental dwelling units for a minimum period of 40 years. The affordable rental units will also be supported by incentives through the City's Open Door Program;

3. Entering into a municipal housing facility agreement in association with the Open Door Program incentives; and

4. Construction and maintenance of the development of the site in accordance with Tier 3 of Toronto Green Standard Version 4.0, or the equivalent in the TGS version in force at the time that a site plan control application for development on the subject property is submitted.

Draft Official Plan Amendment

The draft Official Plan amendment (the "OPA") proposes to remove the subject property from the Garden District and to apply a new Site and Area Specific Policy in its place.

The proposal is compatible with numerous key policy objectives set out in SASP 461, such as provision of affordable housing and community services, enhancing the public realm, and avoiding shadowing on Allan Gardens between the hours of 10:00am and 6:00pm on March 21 and September 21. The built form policies of SASP 461 applicable to this site do not account for the conservation of the significant heritage resource on the property.

The proposal has been massed to preserve views to distinguishing heritage features at the subject property, such as the church tower and a north-facing gable. It has also been massed to avoid net-new shadows onto Allan Gardens Park and adjacent Neighbourhoods. As described earlier in the report, staff have comprehensively considered the broad range of policy objectives applicable to the proposal, related not only to built form, but also to provision of affordable housing, sustainability, heritage preservation, and public realm enhancement, among others. Staff are satisfied that the proposed built form reflects an appropriate response to providing new affordable housing and community services on a site with a significant retained heritage resource, while targeting higher levels of environmental performance through Tier 3, Version 4.0 of the TGS.

The subject property is located at the northeasternmost corner on the periphery of SASP 461's boundaries. The removal of these lands from SASP 461 will not impact the policies or objectives of SASP 461. The proposed OPA ensures that key elements of SASP 461 will be carried forward and that the character, context and stability of the Garden District will be maintained, while also securing key project-specific features and allowing for a built form solution tailored to the site-specific context.

The proposed development has been sensitively designed to significantly incorporate and restore the existing heritage building on the property and avoid shadowing of nearby sensitive areas, while providing new affordable rental housing units, a privately owned community space which will add to the community resources serving the area, and significant enhancements to the public realm along Sherbourne Street.

No amendment is proposed to the Downtown Plan, which contemplates that tall buildings may be permitted in Mixed Use Areas 3, based on compatibility.

Conclusion

The proposal has been reviewed against the policies of the PPS, the Growth Plan and the Official Plan. Staff are of the opinion that the proposal is consistent with the PPS and conforms to the Growth Plan. The proposed OPA is consistent with the general intent of the Official Plan. The Zoning By-law amendment conforms to the Official Plan, as amended by the new proposed SASP for the site. Furthermore, the proposal is in keeping with the intent of the Toronto Official Plan, particularly as it relates to the provision of new affordable housing, sustainable development, preservation of and compatibility with heritage resources, and minimizing the impact of new development on adjacent parks and Neighbourhoods. Staff worked with the applicant and the community to address and resolve key concerns related to shadowing, heritage conservation and provision of necessary vehicular parking. The proposal will revitalize the southeast corner of Sherbourne and Carlton Streets while providing new affordable housing and facilities to serve the local community and achieving a commendable degree of environmental performance. Staff recommend that Council support approval of the application.

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 Data/Drawings

Attachment 1:	Location Map
Attachment 2:	Existing Land Use Maps
Attachment 3:	Existing Zoning By-law Map
Attachment 4:	Application Data Sheet
Attachment 5:	Draft Official Plan Amendment
Attachment 6:	Draft Zoning By-law Amendment

Applicant-Submitted Drawings

Attachment 7:	Site Plan
Attachment 8:	Elevations
Attachment 9:	3D Models

Attachment 1: Location Map



Attachment 2: Existing Land Use Maps









06/08/2022

Attachment 3: Existing Zoning By-law Map



Not to Scale Extracted: 06/28/2021

Attachment 4: Application Data Sheet

APPLICATION DATA SHEET

		55 Date Received: BOURNE ST, ARLTON ST		ved:	June 2	25, 2021
Application Number:	21 175955 STE 13 OZ					
Application Type:	OPA / Rezoning, OPA & Rezoning					
Project Description:	Official Plan and Zoning By-law amendment for a 12-storey (42- metre) mixed-use building that would be integrated into retained portions of the existing place of worship on the lot. 3087 square metres of community space are proposed, and 100 rental residential dwelling units (7942 square metres of residential floor area) are proposed.					
Applicant Agen		t 3 Architects			Owner	
David Constable, KPMB Architects	NPIVIE	S Architects	KPMB Architects Trustees of St Luke's			
EXISTING PLANNING CONTROLS						
Official Plan Designation	n: Mi	ixed Use Areas	ed Use Areas Site Specific Provision: SASP 46			ASP 461
		R 1.5 (c1.0; .0) SS2 (x1913				
		2 metres	•			
PROJECT INFORMATION						
Site Area (sq m): 2,4	Frontage (m): 44			Depth (m): 55		
Building Data		Existing	Retained	Propo	sed	Total
Ground Floor Area (sq m):		2,181	916	515		1,430
Residential GFA (sq m			7,942		7,942	
Non-Residential GFA (3,837	1,629 1,45			3,087	
Total GFA (sq m):		3,837	1,629	9,400		11,029
Height - Storeys:		2	2	10		12
Height - Metres:		31	31	11		42
Lot Coverage Ratio (%):	59.1	14	Floor Space	e Index	: 4.56	

Floor Area Breako Residential GFA: Retail GFA: Office GFA: Industrial GFA:	down	Above Grade 7,842	(sq m)	Belov 100	w Grade (sq m)		
Institutional/Other	GFA:	2,406		681			
Residential Units by Tenure		Existing	Retained		Proposed	Total	
Rental: Freehold:					100	100	
Condominium: Other:							
Total Units:					100	100	
Total Residential Units by Size							
	ooms	Bachelor	1 Bed	room	2 Bedroom	3+ Bedroom	
Retained:		10	42		20	20	
Proposed: Total Units:		18 18	42 42		20 20	20 20	
		10	72		20	20	
Parking and Load	ing						
Parking Spaces:	0	Bicycle Parl	king Space	es: 1	48 Loading [Docks: 1 type G	
CONTACT:							
Kasia Kmiec, Planner (416) 392-0674							
Kasia.Kmiec@tor	onto.ca						

Attachment 5: Draft Official Plan Amendment

Authority: Toronto and East York Community Council Item [*], as adopted by City of Toronto Council on [*], 2022.

CITY OF TORONTO

BY-LAW [*]

To adopt Amendment No. 607 to the Official Plan of the City of Toronto with respect to the lands municipally known in the year 2021 as 353-355 Sherbourne Street and 157 Carlton Street.

Whereas authority is given to Council under the Planning Act, R.S.O. 1990, c. P.13, as amended, to pass this By-law; and

Whereas Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;

The Council of the City of Toronto enacts:

1. The attached Amendment No. 607 to the Official Plan is adopted pursuant to the Planning Act, as amended.

Enacted and passed on [date], 2022.

Frances Nunziata, Speaker John Elvidge, City Clerk

(Seal of the City)

AMENDMENT NO. 607 TO THE OFFICIAL PLAN

LANDS MUNICIPALLY KNOWN IN THE YEAR 2021 AS 353-355 SHERBOURNE STREET AND 157 CARLTON STREET

The Official Plan of the City of Toronto is amended as follows:

1. Chapter 7, Site and Area Specific Policies, Policy 461, including associated maps, is amended by removing the lands municipally known in the year 2021 as 353-355 Sherbourne Street and 157 Carlton Street.

2. Chapter 7, Site and Area Specific Policies, is amended by adding Site and Area Specific Policy 778 for the lands known municipally in the year 2021 as 353-355 Sherbourne Street and 157 Carlton Street as follows:





1. New development with a height greater than the Sherbourne Street and Carlton Street right-of-way widths (whichever is lesser) may be permitted, provided the overall building height generally does not exceed 42 metres, excluding mechanical penthouse. 2. The heritage buildings located on the lands are retained in situ and conserved in any new development in accordance with an agreement, or an amending agreement registered on the lands and entered into by the owner of such lands with the City, to the City's satisfaction, pursuant to Section 37 of the Ontario Heritage Act.

3. New buildings and additions to buildings on all or any portion of the lands will be designed to integrate with the heritage buildings.

4. No net new shadows are permitted on Allan Gardens as measured on March 21 and September 21 from 10 a.m. to 6 p.m.

5. No net new shadows are permitted on conservatory buildings in Allan Gardens or any significant permanent structures that exist or are planned at the time of the development application, as measured on March 21, September 21, June 21 and December 21 at all times of the day.

6. New development on the lands shall provide a minimum 30% of all new dwelling units as affordable rental housing on-site to contribute toward a full range of housing, in terms of form, tenure and affordability.

7. New development on the lands will protect and enhance the public realm, including through the provision of privately owned public space along the Sherbourne Street frontage.

8. New development on the lands will meet or exceed the highest performance level of the Toronto Green Standard, including the achievement of net-zero emissions.

9. No new surface parking lots, above-grade parking structures or boulevard parking spaces are permitted on the lands.

10. Publicly operated institutional uses delivering services and supporting the current and future needs of residents will be encouraged on the lands.

11. For purposes of Site and Area Specific Policy 778, "net new shadow" means shadow cast by a proposed development in excess of the shadow already cast by existing buildings and structures, including those permitted by in-force Zoning By-laws as of the day prior to the passing of this amendment.

3. Map 29 in Chapter 7 of the City of Toronto Official Plan, entitled Site and Area Specific Policies, is amended by adding the lands shown above to the "Areas affected by the Site and Area Specific Policies" as Policy No. 778.

Attachment 6: Draft Zoning By-law Amendment

The draft Zoning By-law Amendment will be made available on or before the June 29 and 30, 2022 Toronto and East York Community Council Meeting.

Attachment 7: Site Plan



Site Plan

Attachment 8: Elevations







East Elevation



AVERAGE GRADE

Attachment 9: 3D Models



