

11 Pleasant Boulevard – Zoning By-law Amendment Application – Appeal Report

Date: April 11, 2025

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 117518 STE 12 OZ

SUMMARY

On February 18, 2021, a Zoning By-law Amendment application was submitted to permit a 53.40-metre (14 storeys including mechanical penthouse) mixed-use building containing 72 dwelling units and 65 square metres of retail space on the ground floor.

On July 4, 2024, the applicant submitted a revised application to permit a 62.75-metre (17 storeys including the mechanical penthouse) residential building with 87 dwelling units.

On October 30, 2024, the applicant appealed the Zoning By-law Amendment application to the Ontario Land Tribunal ("OLT") due to Council not making a decision within the time frame in the Planning Act.

This report recommends that the City Solicitor and appropriate City staff attend the OLT hearing to oppose the application in its current form and continue discussions with the applicant to resolve outstanding issues.

RECOMMENDATIONS

The Director, Community Planning, Toronto and East York District, recommends that:

1. City Council direct the City Solicitor and appropriate City staff to attend the Ontario Land Tribunal in opposition to the current application regarding the Zoning By-law Amendment appeal for the lands at 11 Pleasant Boulevard.
2. City Council direct the City Solicitor and appropriate City staff to continue discussions with the applicant in an attempt to resolve outstanding issues.

3. In the event that the Ontario Land Tribunal allows the Zoning By-law Amendment appeal in whole or in part, City Council authorize the City Solicitor to request that the issuance of any final Order(s) be withheld until such time as the City Solicitor advises that:

a. the final form and content of the draft Zoning By-law is to the satisfaction of the City Solicitor and the Executive Director, Development Review;

b. the owner has at their sole cost and expense:

1. submitted a revised Functional Servicing and Stormwater Management Report, to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services; and

2. entered into a Municipal Infrastructure Agreement to financially secure the construction of any improvements to the municipal infrastructure in connection with the accepted Functional Servicing Report by the Chief Engineer and Executive Director, Engineering and Construction Services, should it be determined that improvements to such infrastructure are required;

c. the owner is required to work with TTC Staff to accommodate lands for transit infrastructure associated with a potential mid-tunnel fire ventilation fan room within the development at 11 Pleasant Boulevard, as part of the TTC's Fire Ventilation Upgrade and Line 1 Capacity Review Project, to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services, the General Manager, Development Review, City of Toronto, and the Head, Property, Planning and Development, TTC;

d. the owner shall prepare and submit an updated Pedestrian Level Wind Study to the satisfaction of the Executive Director, Development Review, should it be determined that changes to height and massing are required;

e. the owner shall prepare all required documents and convey to the City, for nominal consideration, a 1.17 metre wide strip of land to the full extent of the site abutting the east limit of the north-south lane (west site frontage), such lands to be free and clear of all obstructions and encumbrances and subject to a right-of-way for access purposes in favour of the Grantor until such time as the said lands have been laid out and dedicated as a public laneway, all to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services and the City Solicitor; and

f. the owner shall prepare a revised Transportation Impact Study to the satisfaction of the General Manager, Transportation Services, should it be determined that changes to the development are required.

4. City Council authorizes the City Solicitor and City staff to take any necessary steps to implement City Council's decision.

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 SITE

Description: The site is located on the south side of Pleasant Boulevard and is approximately 50 metres east of Yonge Street. The secondary entrance to the St. Clair TTC Subway station is directly across Pleasant Boulevard and approximately 150 metres away from the Yonge Street and St. Clair Avenue intersection. The site is generally rectangular in shape and has an approximate area of 525.4 square metres, with a frontage of 15.3 metres on Pleasant Boulevard and a depth of 34.5 metres, which is adjacent to a north-south public lane to the west. See Attachment 1 for the Location Map.

Existing Uses: The site is occupied by a one-storey "Circle K" convenience store with vehicular parking fronting Pleasant Boulevard.

Surrounding Context: West of the site and separated by a public lane, is a small block of retail uses that extend to Yonge Street and connects with retail buildings that front Yonge Street. South of the retail uses on Yonge Street is an approved 50-storey mixed-use building at 1365-1375 Yonge Street that extends to Rosehill Avenue.

To the east of the site is a 6-storey Toronto Parking Authority (TPA) Garage that extends south to Rosehill Avenue. To the south of the site, separated by a public lane, is the Linden School, which fronts Rosehill Avenue. Both these sites have been assembled for City-led redevelopment and housing delivery. To the east of the TPA garage is an approved 50-storey residential building at 29 Pleasant Boulevard.

North of the site, across Pleasant Boulevard, is a secondary entrance to the St. Clair TTC subway station. There is no pedestrian crossing directly to the secondary entrance, and pedestrians are to use the crosswalk at the Pleasant Boulevard and Yonge Street intersection.

The TTC subway platform and tracks run directly under the current Toronto Parking Authority Garage, which is adjacent to 11 Pleasant Boulevard.

THE APPLICATION

Description: The applicant is proposing a 62.75-metre (17 storeys including the mechanical penthouse) residential building with 87 dwelling units. The proposed building includes a mezzanine and a mechanical penthouse wrapped with indoor amenity space. The ground level would accommodate a residential lobby, indoor amenity space and one Type "G" loading space which would be accessed from the intersection of the north-south and east-west public laneway.

Density: Approximately 5,817 square metres of gross floor area is proposed, resulting in a floor space index of 11.07 times the area of the lot.

Dwelling Units: The proposal contains 87 dwelling units, comprised of 7 (8.0%) bachelor, 50 (57.5%) one-bedroom, 21 (24.1%) two-bedroom, and 9 (10.3%) three-bedroom units.

Amenity Space: The proposal contains 358 square metres of amenity space (4.11 square metres per unit), consisting of 275 square metres of indoor amenity space (3.16 square metres per unit) and 83 square metres of outdoor amenity space (0.95 square metres per unit). The indoor amenity space would be provided on the ground, mezzanine and mechanical penthouse levels, with the outdoor amenity space provided on the mechanical penthouse level.

Access, Parking and Loading: The primary pedestrian access for the proposed building is from Pleasant Boulevard and vehicular access is proposed from the intersection of two public lanes at the southwest corner of the site. One Type-G loading space is proposed. There are no vehicle parking spaces proposed. A total of 134 bicycle parking spaces (124 long-term spaces and 12 short-term spaces) are proposed on the Ground and P1 levels.

Additional Information: See Attachments 2, 3 & 4 of this report for the application data sheet, 3D models of proposal in context and a site plan respectively. Detailed project information, including all plans and reports submitted as part of the application, can be found on the City's Application Information Centre.

Reasons for Application:

The Zoning By-law Amendment Application proposes to amend former City of Toronto Zoning By-laws 438-86 and 569-2013 to vary performance standards, including gross floor area, building height, setbacks and amenity space, to establish appropriate standards to regulate the built form on the site.

This Zoning By-law Amendment will bring the subject site into City-wide Zoning By-law 569-2013.

POLICY CONSIDERATIONS

Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affects planning matters shall be consistent with the Provincial Planning Statement (2024) and shall conform to provincial plans.

Official Plan

The site is designated Apartment Neighbourhoods on Land Use Map 17. The lands to the immediate west are designated Mixed Use Areas. See Attachment 5 of this report for the Official Plan Land Use Map.

Yonge-St. Clair Secondary Plan

The site is subject to the Yonge-St. Clair Secondary Plan, but outside of the Mixed Use Areas designated in the Secondary Plan (Map 6-3). The site land use designation remains Apartment Neighbourhoods per the Official Plan Land Use Map 17.

Site and Area Specific Policy

Site and Area Specific Policy (SASP) 721, adopted by Council but awaiting Ministerial approval, delineates the St. Clair Protected Major Transit Station Area, and determines the minimum population and employment target per hectare and minimum densities.

Existing and permitted development within the Protected Major Transit Station Area – St Clair Station is planned for a minimum population and employment target of 300 residents and jobs combined per hectare.

Zoning

The site is zoned CR T4.25 C2.0 R3.0 in the former City of Toronto Zoning By-law No. 483-86. This mixed-use zone allows for a wide range of residential, retail and office uses. The maximum permitted height is 30.0 metres. The total maximum permitted density is 4.25 times the lot area, with a maximum of 2.0 times the lot area for commercial uses and 3.0 times the lot area for residential uses.

The site is not currently subject to City-wide Zoning By-law Zoning By-law 569-2013.

See Attachment 6 of this report for the existing Zoning By-law Map.

Design Guidelines

The following design guidelines have been used in the evaluation of this application:

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

Toronto Green Standard

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.

COMMUNITY CONSULTATION

A Virtual Community Consultation Meeting was hosted by City staff on October 6, 2021. The meeting was attended by approximately 27 members of the local community, as well as the Ward Councillor and the applicant. At the meeting, City staff and the applicant's team gave presentations and answered questions from participants. The following comments were provided by participants at the meeting:

- Concerns related to the overall scale and massing, specifically the height;
- Concerns with an increase to vehicular and pedestrian traffic along Pleasant Boulevard;
- Concerns with the setbacks from the adjacent sites, specifically the setbacks to the east and south not being set back far enough;
- Concerns with the proposed vehicular and waste collection access to the site from the adjacent public lane;
- Concerns with food delivery services, taxis, and ride-shares stopping in front the proposed development on Pleasant Boulevard;
- Comments on incorporating green space to the proposal; and
- Questions regarding the project contributions to the community.

The issues raised through community consultation have been considered through the review of the application.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have an opportunity to consider submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application. The Community Council meeting is broadcasted live over the internet and recorded for review.

COMMENTS

Provincial Planning Statement and Provincial Plans

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the Planning Act. Staff have reviewed the current proposal for consistency with the recent provincial policy direction and provincial plans.

Built Form

Staff have reviewed the proposed built form, including the scale and massing, against the policies of the Official Plan, as well as the relevant design guidelines. While the proposed height is consistent with the height context for the Yonge-St. Clair area, as well as along Pleasant Boulevard, staff cannot support the development of a 62.75 metres (17-storey excluding the mechanical penthouse) building in its current form.

At ground level, as well as the mezzanine elements of the proposed building are setback 2.0 metres from the north lot line, 2.1 metres from the future west lot line (achieved through a laneway widening conveyance), 1.2 metres from the south lot line, and 3.1 metres from the centre line of the east-west lane.

The proposed building has a number of stepbacks incorporated into the design. At levels 2 to 6, the building will step back 1.6 metres from the north property line, 1.1 metres from the west lot line and 2.1 metre from the south lot line. At level 7, an additional stepback of 1.5 metres in proposed.

The entire building is setback 0.0 metres from the east lot line. The proposed zero lot line setback would create a blank wall condition along the entire height of the east building wall. Staff have indicated that the appropriateness of this condition requires further discussion.

The size and configuration of the lot is insufficient to support the proposed building at a height of 56.5 metres. The application has not demonstrated that the proposed building can provide appropriate setbacks and separation distances from the neighbouring properties. Staff are unable to support the proposal in its current form.

Public Realm

The ground level would accommodate a residential lobby, indoor amenity space and one Type "G" loading space which would be accessed from the intersection of the north-south and east-west public laneway.

The proposed building is setback 2.0 metres from the north property line (along Pleasant Boulevard), 2.1 metres from the future west lot line, which will be achieved through a conveyance of approximately 1.17 metres for a laneway widening of the existing north-south public laneway, 1.2 metres from the south property line and the proposed building would be constructed to the east lot line.

The setbacks as currently proposed are insufficient, and staff are unable to support the proposal in its current form. The setbacks to the north and west should be increased to provide for further landscaping and public realm improvements.

TTC Requirements

The TTC has reviewed the revised proposal as the subject lands are located within the Development Review Zone of TTC's Line 1 Subway and are also located within the limits of TTC's Fire Ventilation Upgrade and Line 1 Capacity Review Project, which involves the construction of new infrastructure essential for ongoing Line 1 operations.

The site in 2024 was identified by the TTC, during their review of the resubmission, to potentially accommodate a mid-tunnel fire ventilation fan room and associated infrastructure, including a stratified land conveyance of the space to the TTC. The fan room and associated infrastructure would be located on the ground floor and P1, which may impact the design of the proposed development. Given the substantial area required for these elements on the ground and P1 levels, staff would need to understand how the proposed built form and massing would be impacted and if it would be feasible to relocate the proposed ground floor and below ground components.

Prior to the issuance of any building permit for any demolition or below grade works, the TTC requires the owner to submit a complete TTC Technical Review for the proposed development and pay all associated fees and receive written confirmation that this condition has been fulfilled to the satisfaction of TTC's Property and Development Department.

Noise and Vibration

A Noise and Vibration Study was submitted in support of the application. The study recommends installation of central air-conditioning, to allow for all windows to remain closed and upgraded suite window glazing with sound isolation performance of STC 35 or higher. The report also recommends the inclusion of noise warning clauses related to transportation sound levels and proximity to commercial facilities. The warning clauses are recommended to be included in all development agreements, offers of purchase

and agreements of purchase, sale or lease. These items would be reviewed in further detail as part of Site Plan Control.

The potential for vibration influences on site due to the proximity to the TTC subway and streetcar on St. Clair Avenue were evaluated and measured levels of vibration were below the applicable limits, so no mitigation measures for vibration are recommended at this time. The implementation of these recommendations will ensure that the applicable sound level criteria is met and will be secured as part of Site Plan Control.

Tree Preservation

The application has not demonstrated that adequate provisions would be made to ensure there are no conflicts between the proposed building and the existing and proposed street trees. Urban Forestry staff also requested the applicant provide additional information to confirm there are no conflicts with existing/planned utilities.

Shadow Impact

The shadow impact of the proposal is acceptable. The proposal would limit shadow impacts on the public realm, particularly during the spring and fall equinoxes.

Wind Impact

The Pedestrian Level Wind Study concludes that most ground-level areas within and surrounding the development site, including sidewalks, walkways and main entrances, as well as the outdoor amenity areas, would experience wind conditions acceptable for the intended uses on a seasonal basis.

Staff have reviewed the Pedestrian Level Wind Study and are satisfied with the assessment, conclusions, and recommendations contained within the study. A revised Wind Tunnel Study may be required if further changes are made to the massing.

Unit Mix

Staff are satisfied with the proposed unit mix. The proposed development would meet or exceed the requirements in the Growing Up Guidelines. The residential unit mix would consist of a minimum of 15% two-bedroom, and 10% three-bedroom units which would be secured in the site-specific zoning by-law.

Amenity Space

The proposal contains 358 square metres of amenity space (4.11 square metres per unit), consisting of 275 square metres of indoor amenity space (3.16 square metres per unit) and 83 square metres of outdoor amenity space (0.95 square metres per unit). The indoor amenity space would be provided on the ground, mezzanine and mechanical penthouse levels, with the outdoor amenity space provided on the mechanical penthouse level. Staff will continue discussions with the applicant on size and location

of amenity space to ensure both minimum indoor and outdoor amenity space is achieved.

Parkland

In accordance with Section 42 of the Planning Act, the owner would be required to satisfy the parkland dedication requirement through cash-in-lieu. As per Toronto Municipal Code Chapter 415-29, the appraisal of the cash-in-lieu would be determined under the direction of the Executive Director, Corporate Real Estate Management. Additionally, the Toronto Municipal Code Chapter 415-28, requires that the payment be made prior to the issuance of the first above-ground building permit for the land to be developed.

Traffic Impact, Access, Parking

While the proposed parking rate, loading spaces, and traffic impact assessment are generally acceptable, the location of the proposed driveway may be impacted by redevelopment at 21 Pleasant Boulevard, and the entire ground floor, P1 levels and loading space may be impacted by required new TTC infrastructure.

Road Widening and Conveyance

The site abuts a 3.66-metre-wide lane along the rear (south side) of the property. A 1.17-metre lane widening is required to satisfy the requirement of a 6.0 metre wide right-of-way. In addition, the site also abuts a 3.66-metre-wide lane along the westerly portion of the property. A 1.17 metre lane widening is required to satisfy the requirement of a 6.0-metre-wide right-of-way.

Servicing

Engineering and Construction Services staff have reviewed the Functional Servicing and Stormwater Management Report and associated plans and require further revisions to the reports and drawings.

In the event the Ontario Land Tribunal allows the Zoning By-law Amendment appeal in whole or in part, the final Order should be withheld pending the provision of a satisfactory set of engineering reports that provide confirmation of water, sanitary, and stormwater capacity from the Chief Engineer and Executive Director, Engineering and Construction Services, including implementation of any required upgrades which may be secured through the use of holding provisions.

Toronto Green Standard

The applicant is required to meet Tier 1 of the TGS. The site-specific zoning by-law, and future site plan agreement, will secure performance measures for various development features. The applicant is encouraged to achieve Tier 2 or higher to advance the objectives of the City for resilience and to achieve net-zero emissions by 2040 or sooner.

Community Services and Facilities

The Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Community services and facilities are the building blocks of our neighbourhoods and include matters such as recreation, libraries, childcare, local schools, public health, and human and cultural services. Providing for a full range of community services and facilities in areas that are inadequately serviced or experiencing growth is a shared responsibility.

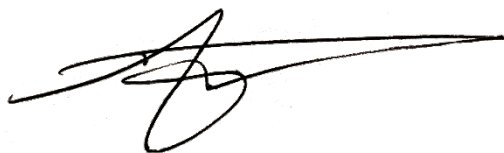
Further Issues

Staff continue to receive additional information regarding this application as the result of ongoing review by City commenting divisions, materials submitted in support of the proposal, and through deputations made by members of the public to Community Council. Planning staff may also be required to evaluate supplementary or revised plans and supporting materials submitted by the applicant after the date of this report. As a result, Community Planning staff may continue to identify further issues or supplement the information provided in this report.

CONTACT

Cameron Williamson, Planner, Community Planning
Tel. No. 416-338-7241
E-mail: Cameron.Williamson@toronto.ca

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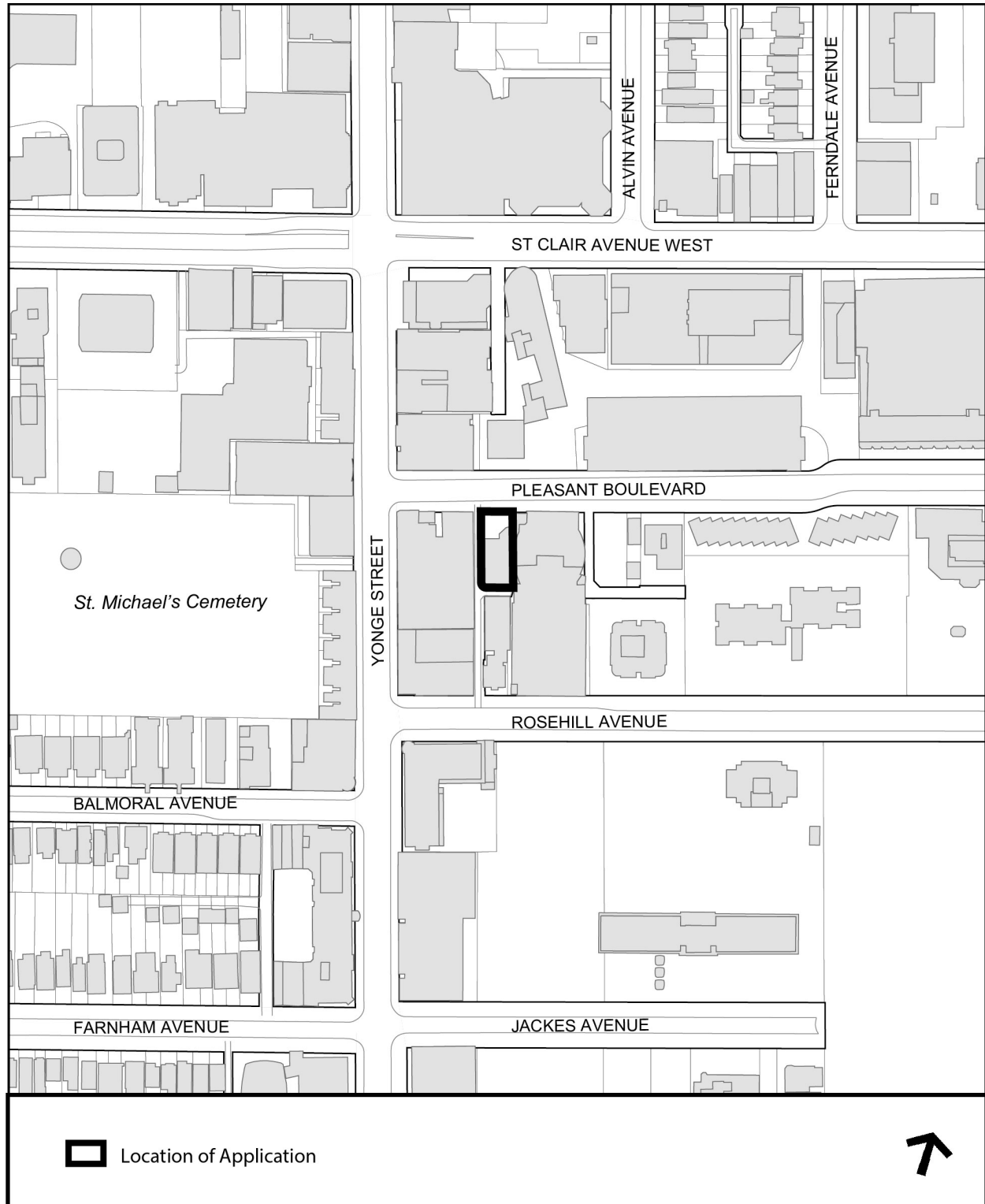
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Alex Teixeira , Acting Director
Community Planning, Toronto and East York District

ATTACHMENTS

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

Attachment 1: Location Map



Attachment 2: Application Data Sheet

Municipal Address: 11 Pleasant Boulevard
Application Number: 21 117518 STE 12 OZ
Application Type: Rezoning
Project Description: Proposal for a 17-storey residential building containing 87 dwelling units.

Applicant	Architect	Owner
Bousfields Inc.	Quadrangle Architects Limited	11 Pleasant Boulevard Limited

EXISTING PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhoods		
Zoning:	CR T4.25 C2.0 R3.0		
Height Limit (m):	30	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m):	525.4	Frontage (m):	15.3	Depth (m):	34.5
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Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			363	363
Residential GFA (sq m):			5,817	5,817
Non-Residential GFA (sq m):	528			
Total GFA (sq m):	528		5,817	5,817
Height - Storeys:	1		17	17
Height - Metres:			56.75	56.75

Lot Coverage Ratio (%):	76.1	Floor Space Index:	11.07
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	5,817	

Residential Units by Tenure	Proposed	Total
Rental:		
Freehold:		
Condominium:	87	87
Other		
Total Units:	87	87

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:	7	50	21	9	
Total Units:	7	50	21	9	

Parking and Loading

Parking Spaces:	0	Bicycle Parking Spaces:	134	Loading Docks:	1
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CONTACT:

Cameron Williamson, Planner
416-338-7241
Cameron.Williamson@toronto.ca

Attachment 3: 3D Models of Proposal in Context

Applicant to provide updated 3D Models of the Proposal in Context.

Attachment 4: Site Plan

Applicant to provide updated Simplified Site Plan

Attachment 5: Official Plan Map



Official Plan Land Use Map #17

11 Pleasant Boulevard

File # 21 117518 STE 12 OZ



Location of Application

Neighbourhoods

Apartment Neighbourhoods

Mixed Use Areas

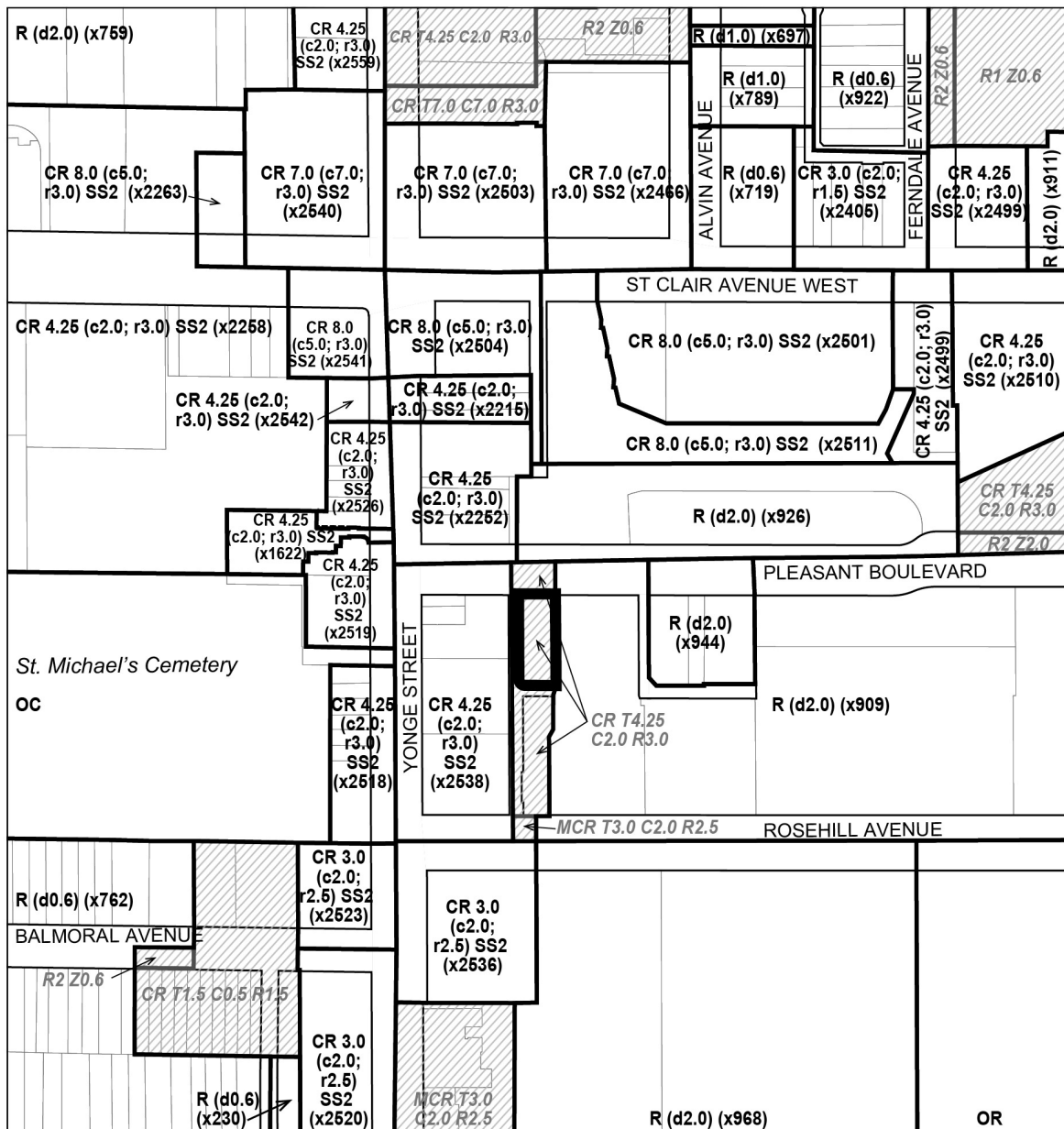
Parks

Other Open Space Areas



Not to Scale
Extracted: 02/22/2021

Attachment 6: Zoning By-law Map



Zoning By-law 569-2013

11 Pleasant Boulevard

File # 21 117518 STE 12 0Z



Location of Application

R Residential
CR Commercial Residential
ON Open Space Natural
OR Open Space Recreation
OC Open Space Cemetery



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

R2 Residential District
MCR Mixed-Use District



Not to Scale
Extracted: 02/22/2021