

**545, 555 and 565 Sherbourne Street - Rezoning
Application - Preliminary Report**

Date:	March 9, 2009
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale
Reference Number:	08 231178 STE 28 OZ

SUMMARY

This application was made on or after January 1, 2007 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

The site is located in St. James Town. This application proposes the redevelopment of the existing commercial podium at 545, 555 and 565 Sherbourne Street and the addition of a 38-storey residential tower and 3-storey street-level townhouses along Blecker Street with a total of 408 new rental units. The existing podium over Earl Street between Sherbourne Street and Blecker Street is proposed to be demolished.

This report provides preliminary information on the above-noted application and seeks Community Council's direction on further processing of the applications and on the community consultation process.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

Council adopted site-specific By-law 1044-2006 to amend By-law 258-71, which allowed for the development of the existing podium and apartment buildings on site. By-law 1044-2006 permitted an addition to the existing mixed used development and allowed for the construction of one-storey retail development on the north end of the subject site. The retail occupant is currently Shoppers Drug Mart. Four existing rental units were lost as part of that redevelopment and Section 37 benefits were provided, part of which included a provision to rehabilitate the terrace amenity space that is utilized by the residential towers on the site as well as provide a lease, at subsidize rates, for a minimum of period of 5 years for non-profit arts organization.

The site is also governed by other site-specific zoning By-laws including by-law 693-80 which adjusted parking requirements on the site and By-law 1994-0612 which expanded the list of non-residential uses permitted on the site to include most of those permitted in CR zones (commercial-residential) in the City.

Pre-Application Consultation

No formal pre-application consultation meeting was held with Planning staff to discuss complete application submission requirements. Planning staff attended several meetings with the applicant, at the request of the Councillor and discussed some of the initial issues with the proposal, including massing of the tower and separation distances to adjacent buildings.

ISSUE BACKGROUND

Proposal

The applicant, Bousfields Inc. on behalf of Medallion Properties Inc., is proposing to redevelop a portion of the parcel of land at 545, 555, 565 Sherbourne Street within St. James Town. The lands are currently occupied by a mixed-use development comprising

three rental apartment towers and street-related retail uses. In total there are currently 1,116 units on the site. Outdoor amenity space is located on an above-grade landscaped podium, which crosses over Earl Street to the southern portion of the site.

The proposal involves the construction of a fourth tower on the site, to the south of the building at 565 Sherbourne Street and to the north of the building at 555 Sherbourne Street. The proposed tower would be a 38-storey, 106-metre high (excluding the mechanical penthouse) residential tower with 408 rental units. The dimensions of the tower are approximately 20 meters by 40 metres. The separation distance between the new tower and the site's most northern building (565 Sherbourne Street) is 7.5 metres and between the new tower and the building to the south (555 Sherbourne Street) is approximately 27 metres. The residential entrance and lobby for the proposed new tower are located on Sherbourne Street.

The first two storeys of this development would be a 2-storey podium incorporating commercial uses. The tower is topped by a mechanical penthouse proposed to be approximately 5.5 metres in height. In addition, the tower would incorporate four above-grade landscaped "sky-gardens" which, while physically attached to the existing tower at 565 Sherbourne Street, to the north, it will serve as amenity space for the new tower. Drawings submitted by the applicant indicate that there is currently 161 square metres of amenity space and an additional 1,119 square metres is proposed.

In addition, the proposal includes the demolition and redevelopment of part of the existing podium, to allow for expanded commercial uses along Sherbourne Street (located at the base of the proposed tower) and 3-storey townhouse units along Bleecker Street and Earl Street. The new commercial space brings the retail frontage along Sherbourne in line with the recently constructed Shoppers Drug Mart development on the north end of the site. The portion of the podium that extends over Earl Street is proposed to be demolished and the streetscape would be improved at the gateway to St. James Town.

The current underground parking garage contains 1,034 spaces on 3 levels. It extends under Earl Street and under St. James Town West Park. The City owns strata title to these lands. The applicant has proposed no additional parking as they maintain there is currently low demand. All vehicular access to the parking garage and retail loading would be provided off Bleecker Street.

Attachments 1 through 5 show the proposed development's site plan and elevations.

The proposal also involves the demolition of 11 rental units, to be replaced in the new development. A total of 408 additional rental units will be constructed of which 217 will be 1-bedrooms and 191 2-bedrooms.

Overall, the proposal has a total gross floor area of approximately 111, 413 square metres of which 105,983 square metres is residential space and 5,430 square metres is commercial space. This would provide an overall density of 5.89 times the area of the lot.

Attachment 7: Application Data Sheet contains further detailed information about the proposal.

Site and Surrounding Area

The site is a long rectangular site between Sherbourne Street and Bleecker Street. While the existing development faces Sherbourne Street, the site occupies the full width of this narrow block with a total frontage of 244 metres. The site area is approximately 19,000 square metres and Earl Street bisects the site at grade near its southern end.

The site is occupied by a large rental apartment building complex, completed in 1979 as part of St. James Town. The building contains approximately 78,000 square metres of residential gross floor area with 1,116 rental apartment units consisting of the following unit types:

Unit Type	Number of Units
Bachelor	312
1-bedroom	483
2-bedroom	266
3-bedroom	55

The building also includes approximately 6,010 square metres of retail gross floor area at grade, occupied by a supermarket and other retail and service uses.

The existing three high-rise towers are joined at grade by a podium and below-grade by the underground parking garage. The podium is a dominant feature of the building and is occupied by the existing retail uses. The roof of the podium forms a landscaped terrace, which completely extends over Earl Street. The landscaped terrace was constructed to be accessible from grade at various points around the site and in part satisfies the site-specific zoning requirement for landscaped open space. However, the podium has suffered from maintenance and safety issues. Access is now restricted and the terrace is poorly used.

The underground parking garage lies under the whole of the subject site and also extends under Earl Street and under St. James Town West Park. (The City owns strata title to these lands.) The parking garage contains 1,034 parking spaces, including 646 spaces for residents and residential visitors and 50 spaces to serve the retail uses in the building. Levels P1 and P2 are utilized by hourly public parking, monthly public parking permit users and residential permit holders from the existing apartment buildings at 545-565 Sherbourne Street. Level P3, with 338 parking spaces is used as employee parking for a Rogers corporate office in the vicinity of the site. The applicant has indicated that this arrangement is proposed to continue.

The existing development was built prior to zoning requirements for bicycle parking, however, By-law 1044-2006 which permitted the construction of the Shoppers Drug Mart

required 60 bicycle parking spaces to be provided in a secured bicycle parking area. Additional bicycle parking is not proposed.

The site lies on the western edge of the St. James Town neighbourhood. The following uses surround the site:

North: adjacent to the north side of the site is St. James Town West Park. The park is the only City-operated park in St. James Town;

South: the two-storey Wellesley Community Centre, located at 495 Sherbourne Street, is adjacent to the south side of the site. The building opened in 2004 and includes recreation facilities, multi-purpose rooms, a public library branch, and a daycare centre (a swimming pool is also planned for this site);

East: Bleecker Street abuts the east side of the site and the east side of Bleecker Street is lined with four high-rise, “tower in the park” apartment buildings up to 24 storeys tall; and

West: across Sherbourne Street, to the west side of the site, is primarily occupied by residential uses in a mix of building types; other uses include: the Isabella Hotel, located in a listed heritage building at 556 Sherbourne Street; Our Lady of Lourdes Church at 520 Sherbourne Street, designated under the Ontario Heritage Act and a Hydro transmission station at 546 Sherbourne Street.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council’s planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council’s planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

This site is designated as Apartment Neighbourhoods on Map 18 – Land Use Plan in the Official Plan. Apartment Neighbourhoods are made up of apartment buildings and parks, local institutions, cultural and recreational facilities, and small-scale retail, service and office uses that serve the needs of area residents. This designation does not anticipate

significant growth within its areas, however compatible infill development may be permitted on a site containing an existing apartment that has sufficient underutilized space to accommodate one or more new buildings while providing good quality of life for both new and existing residents. The Plan includes criteria that direct the form and quality of development in this land use designation.

Development criteria in Apartment Neighbourhoods include but are not limited to the following:

- meet the development criteria set out in Section 4.2.2 for apartments;
- maintain an appropriate level of residential amenity on the site;
- maintain adequate sunlight, privacy and areas of landscaped open space for both new and existing residents;
- organize development on the site to frame streets, parks and open spaces in good proportion, provide adequate sky views from the public realm, and create safe and comfortable open spaces;
- front onto and provide pedestrian entrances from an adjacent public street wherever possible;
- provide adequate on-site, below grade, shared vehicular parking for both new and existing development, with any surface parking appropriately screened;
- preserve and/or replace important landscape features and walkways and create such features where they did not previously exist;
- consolidate loading, servicing and delivery facilities; and
- preserve or provide adequate alternative on-site recreational space for residents.

Zoning

The City's Zoning By-law 438-86, as amended, designates the western half of the site R3 Z2.0, which permits a range of residential uses at a density of 2.0 times the area of the lot. The eastern half of the site is designated R3 Z1.0, which permits a similar range of residential uses at a density of 1.0 times the area of the lot. Attachment 6: Zoning provides an excerpt of the zoning map for the site and immediate area.

As discussed earlier, the site is also governed by several site-specific zoning by-laws. By-law 258-71 permits the apartment buildings that exist on the site, along with a specific list of permitted non-residential uses. By-law 693-80 adjusted parking requirements on the site. By-law 1994-0612 expanded the list of non-residential uses permitted on the site to include most of those permitted CR zones (commercial-residential) in the City, and most recently By-law 1044-2006 which amended By-law 258-71 and allowed for the additional retail space at the north end of the site.

Other By-laws

A Rental Housing Demolition and Conversion application under Section 111 of the City of Toronto Act (Chapter 667 of the Municipal Code) was filed by the applicant. This application is required as this redevelopment proposes the demolition 11 rental units and the addition of 408 new rental units.

Council adopted By-law 213-2003 on April 16, 2003 designating the area known as St. James Town (bounded by Bloor Street East, Parliament Street, Wellesley Street East, and Sherbourne Street) as a Community Improvement Project Area pursuant to Section 28 of the Planning Act. The site is located within the Project Area. A Community Improvement Plan for the area has not yet been prepared. Staff anticipate that the plan will be submitted to City Council by the end of 2009.

Site Plan Control

An application for site plan control is required and has not yet been submitted.

Tree Preservation

Currently the proposal requires the removal of approximately 10 trees within private property of the subject site. An arborist report has been submitted.

Reasons for the Application

A Rezoning application is required to permit the scale and density proposed by the applicant. Additional areas of non-compliance with the Zoning By-law will be assessed as the review of the application advances.

As the proposal indicates that 11 existing rental units will be demolished, a Rental Housing Demolition and Conversion application under Section 111 of the City of Toronto Act (Chapter 667 of the Municipal Code) was filed by the applicant.

Provided the proposed development is found to be in compliance with the development criteria for "*Apartment Neighbourhood*" an Official Plan amendment will not be required.

COMMENTS

Application Submission

A Notification of Complete Application was issued on February 11, 2009. The following reports/studies were submitted with the application:

- Planning Rationale
- Functional Servicing Report
- Traffic Impact Study
- Housing Issues Report
- Arborist Report
- Shadow Studies
- Green Development Standard Checklist.

In addition, the applicant has been requested to submit a Community Services and Facilities Study.

Issues to be Resolved

Of considerable concern to staff, is the appropriateness of the proposal's significant scale and massing and the minimal separation distance between the new tower and the existing building at 565 Sherbourne Street. The proposed separation distance of 7.5 metres is well below the acceptable range that is outlined the City's Design Criteria for the Review of Tall Building Proposals.

In addition, the following issues also identified by staff will need to be reviewed and addressed and include:

- conformity with Official Plan policies and development criteria for "*Apartment Neighbourhoods*"
- Design Criteria for the Review of Tall Building Proposals and the appropriateness of the proposal's significant scale and massing in terms of the overall height and built form arrangement on the site, the tower diameter, as well as, the compatibility and relationship with the surrounding context;
- impacts on existing buildings, including shadow, overlook and privacy;
- treatment of the ground floor of the building and its relationship to streetscapes;
- proposed development impacts on neighbouring Parks;
- location and suitability of proposed amenity space;
- appropriateness of the proposed "sky-gardens";
- pedestrian and vehicular access to, from and movement on the site;
- proposed unit sizes, mix of unit types and units suitable for families;
- assessment of traffic and transportation impacts,
- incorporation of a suitable amount and appropriate location and design of bicycle parking;
- identification and security of community benefits under Section 37 of the *Planning Act* should the proposed development, or some variation thereof advance; and
- ability to meet the intent and spirit of the Official Plan, Council policies and other applicable planning policies, including the Provincial Policy Statement, and to represent good planning and community building.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

Staff will also be encouraging the applicant to review sustainable development opportunities by utilizing the Toronto Green Standard, adopted by City Council in July 2006.

CONTACT

Angela Stea, Planner
Tel. No. 416-392-7215
Fax No. 416-392-1300
E-mail: astea@toronto.ca

SIGNATURE

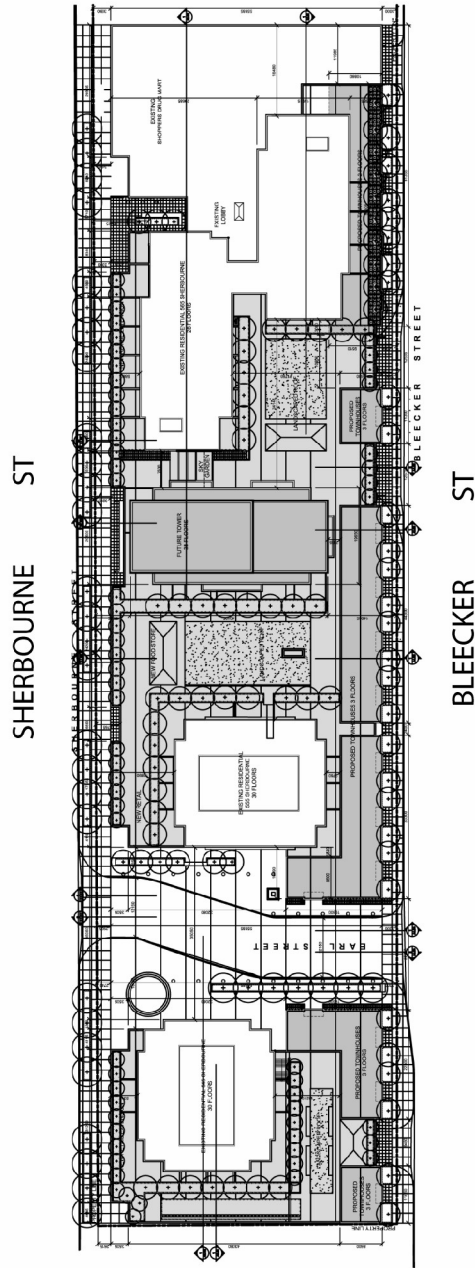
Raymond David, Director
Community Planning, Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Sherbourne Street Elevation
Attachment 3: Bleecker Street Elevation
Attachment 4: Earl Street Elevation
Attachment 5: North and South Tower (New) Elevations
Attachment 6: Zoning
Attachment 7: Application Data Sheet

Attachment 1: Site Plan



Site Plan

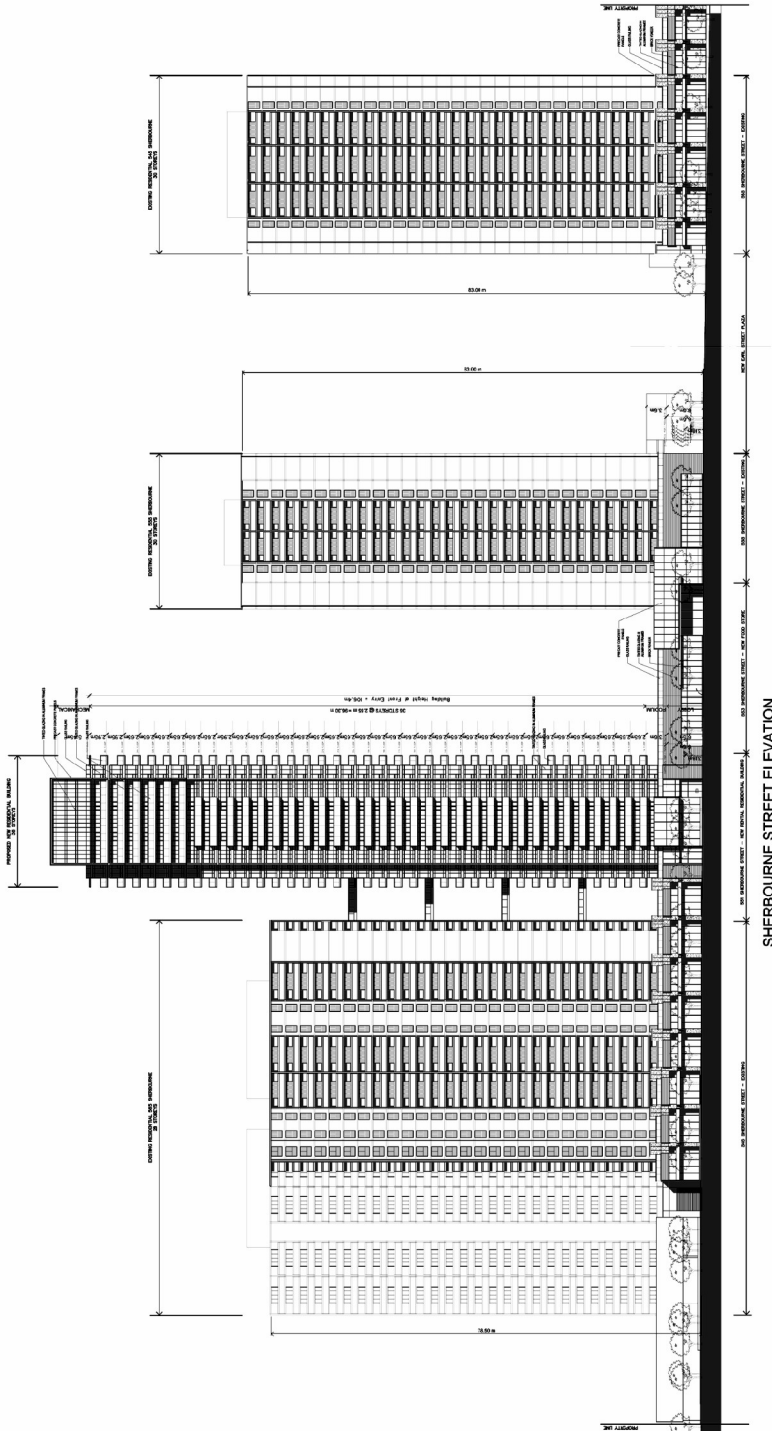
Applicant's Submitted Drawing

Not to Scale 

545 - 565 Sherbourne Street

File # 08_231178

Attachment 2: Sherbourne Elevation



545 - 565 Sherbourne Street

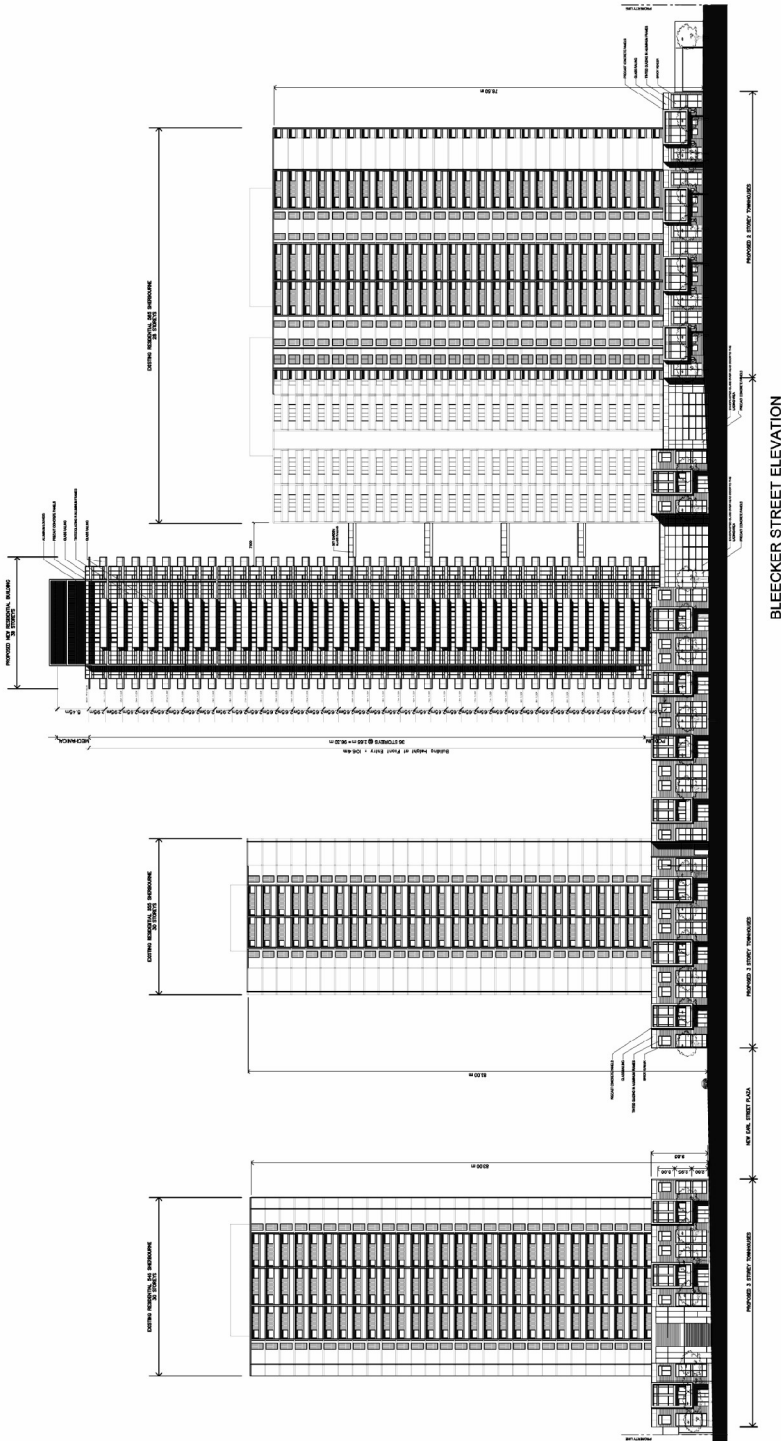
Sherbourne Street Elevation

Applicant's Submitted Drawing

Not to Scale
02/12/09

File # 08_231178

Attachment 3: Bleeker Street Elevation



545 - 565 Sherbourne Street

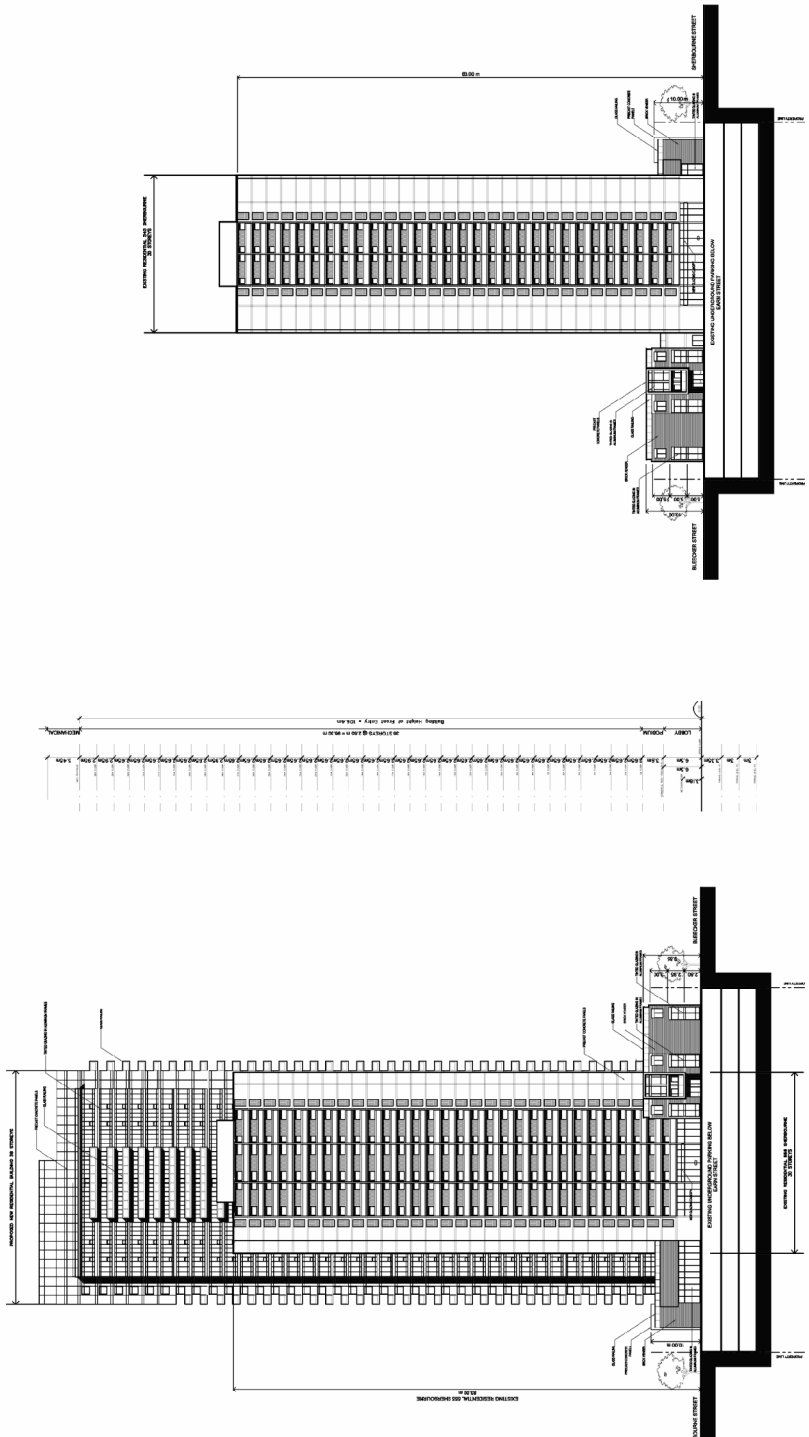
Bleeker Street Elevation

Applicant's Submitted Drawing

Not to Scale
02/12/09

File # 08_231178

Attachment 4: Earl Street Elevation

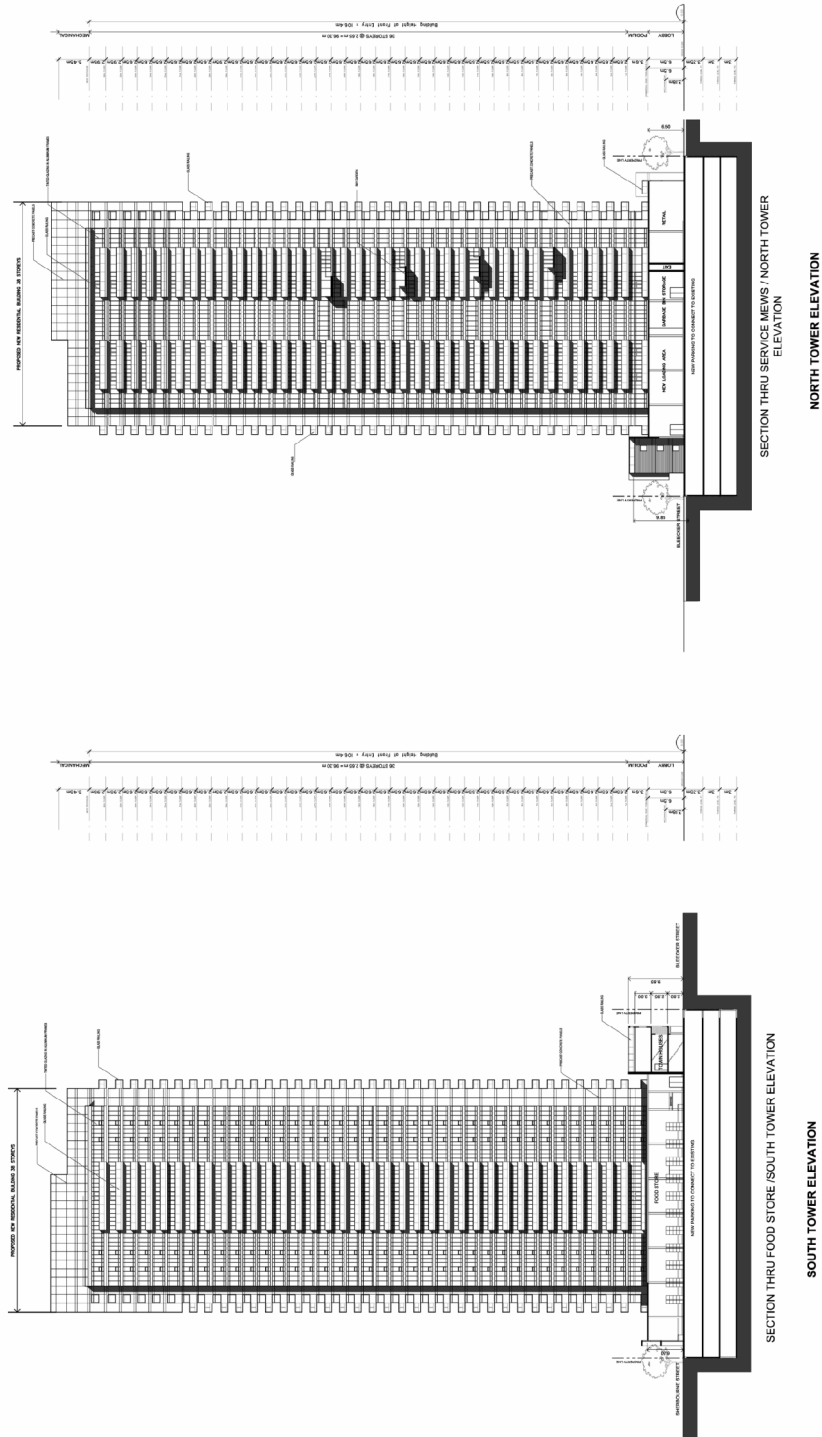


EARL STREET ELEVATIONS

Earl Street Elevations
 Applicant's Submitted Drawing
 Not to Scale
 02/12/09

545 - 565 Sherbourne Street
 File # 08_231178

Attachment 5: North and South Tower (New) Elevations



545 - 565 Sherbourne Street

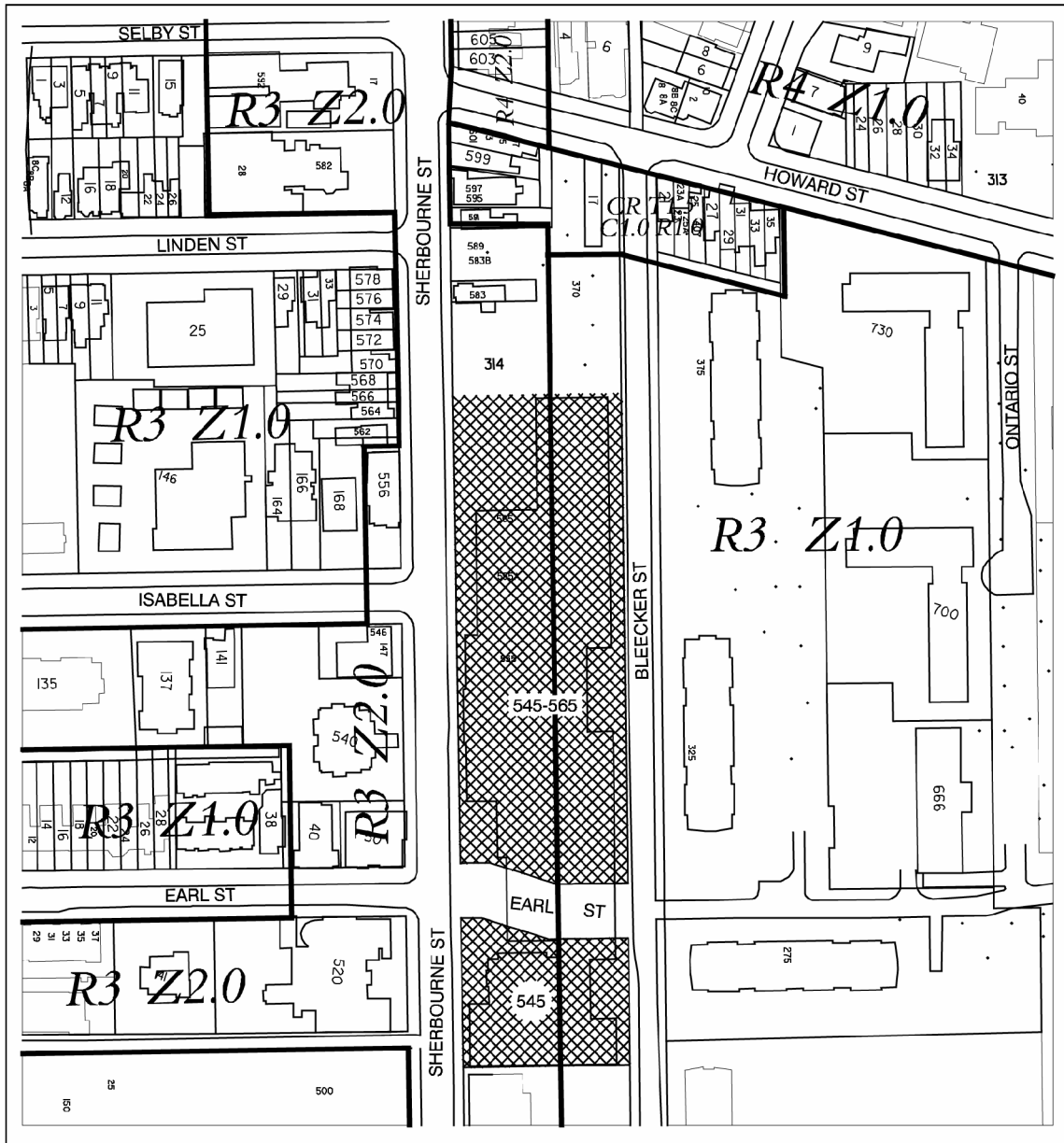
North & South Tower Elevations

Applicant's Submitted Drawing

Not to Scale
02/12/09

File # 08_231178

Attachment 6: Zoning



545 - 565 Sherbourne Street

File # 08_231178

- R3 Residential District
- R4 Residential District
- CR Mixed-Use District



Not to Scale
Zoning By-law 438-86 as amended
Extracted 02/16/09 - DR

Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	08 231178 STE 28 OZ
Details	Rezoning, Standard	Application Date:	December 19, 2008
Municipal Address:	545-565 SHERBOURNE ST		
Location Description:	PL D58 LTS 8 & 9 PT LTS 1, 2 & 3 PL E175 LTS A TO G & LANE RP63R324 PTS 1,2,3,5 TO 11 **GRID S2801		
Project Description:	Rezoning application on the whole of the lands for the redevelopment of existing one storey commercial component with same, additional commercial street frontage development along Sherbourne Street, and the addition of an 38-storey apartment building with 408 additional units including street front 3-storey townhouse units along Bleecker Street. The podium over Earl Street and eleven (11) rental units to be demolished.		

Applicant:	Agent:	Architect:	Owner:
BOUSFIELDS INC. 3 CHURCH ST SUITE 200 TORONTO, ON M5E 1M2		PAGE + STEELE INC. 95 ST.CLAIR W. SUITE 200 TORONTO,ON M4V 1N6	712953 ONTARIO LIMITED C/O MEDALLION PROPERTIES INC. 970 LAWRENCE AVE W SUITE 304 TORONTO, ON M6A 3B6

PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhood	Site Specific Provision:	
Zoning:	R3 Z2.0 (West) & R3 Z1.0 (East)	Historical Status:	N
Height Limit (m):		Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	18923	Height:	Storeys:	38	
Frontage (m):	279		Metres:	106.35	
Depth (m):	61				
Total Ground Floor Area (sq. m):	7935				Total
Total Residential GFA (sq. m):	105983		Parking Spaces:	1036	
Total Non-Residential GFA (sq. m):	5430		Loading Docks	5	
Total GFA (sq. m):	111413				
Lot Coverage Ratio (%):	42				
Floor Space Index:	5.89				

DWELLING UNITS

Tenure Type:	New Rental
Rooms:	0
Bachelor:	0
1 Bedroom:	217
2 Bedroom:	191
3 + Bedroom:	0
Total Units:	408

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	105983	0	0
Retail GFA (sq. m):	5430	0	0
Office GFA (sq. m):	0	0	0
Industrial GFA (sq. m):	0	0	0
Institutional/Other GFA (sq. m):	0	0	0

CONTACT:	PLANNER NAME:	Angela Stea, Planner (astea@toronto.ca)
	TELEPHONE:	416-392-7215