

**60-70 Colborne Street and 101 King Street East -
Rezoning Application - Directions Report**

Date:	June 18, 2008
To:	Toronto and East York Community Council
From:	Acting Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale
Reference Number:	08 122255 STE 28 OZ

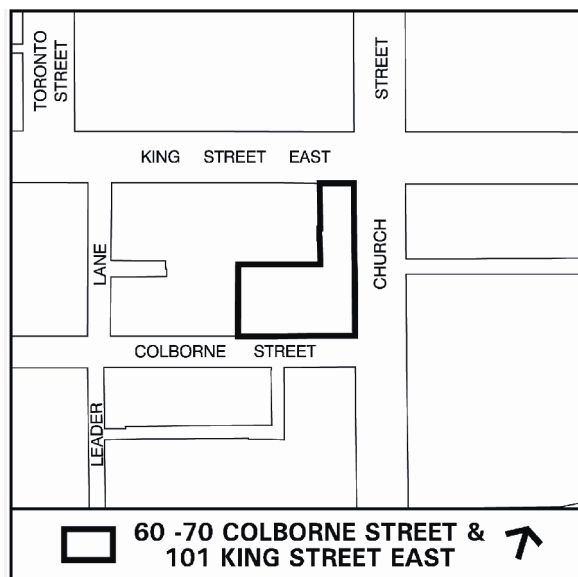
SUMMARY

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

This application proposes a 39-storey residential condominium tower including a 7-storey base and retail uses at the street level.

This report provides preliminary information on the application and seeks Community Council's directions on further processing and on the community consultation process.

If the application is revised in accordance with staff recommendations, the next step would be to undertake a community consultation meeting to enable the public to review the applicant's submission, and ask questions of City staff and the applicant. Further, a working group process is being recommended with representation from the local Councillor's office, applicant's team, community representatives and City staff.



RECOMMENDATIONS

The City Planning Division recommends that:

1. The applicant revise the application, as discussed in this report, to address the following design-related issues and comments:
 - a. increasing the setback above the podium on Colborne Street in accordance with the Design Criteria for Review of Tall Building Proposals and St. Lawrence Neighbourhood Focused Area Urban Design Guidelines;
 - b. decreasing the height of the proposal to minimize the shadow impact on St. James Cathedral and grounds and St. James Park, and be more in keeping with other buildings in the height sensitive area of the St. Lawrence neighbourhood;
 - c. decreasing the floorplate in accordance with the Design Criteria for Review of Tall Building Proposals; and
 - d. revising the podium in accordance with the Design Criteria for Review of Tall Building Proposals and St. Lawrence Neighbourhood Focused Area Urban Design Guidelines, and be consistent in height with surrounding buildings and respond appropriately to the lower scale of Colborne Street.
2. Upon receipt of a revised application in accordance with Recommendation 1, that staff be directed to schedule a community consultation meeting together with the Ward Councillor.
3. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
4. Staff be directed to develop terms of reference for a working group on the application and schedule meetings with the local Councillor's office, applicant's team, community representatives and City staff, with receipt of a revised application in accordance with Recommendation 1.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

In 1994 City Council approved site specific by-law 1994-0653 which permitted a mixed use development on the property with a maximum height of 26 metres and gross floor area of 10,241 square metres.

City Council adopted new Community Improvement Plan policies for the St. Lawrence Neighbourhood Community Improvement Project Area at its meeting on January 29 and 30, 2008. The policies form a Public Realm Strategy for the southwest quadrant of the St. Lawrence Neighbourhood.

City Council also previously adopted St. Lawrence Neighbourhood Focused Area Urban Design Guidelines at its meeting of July 19, 20, 21 and July 26, 2005. The property is located in this study area. The guidelines set out planning and urban design objectives for enhancement of areas of special character and for the improvement and enhancement of the public realm.

Council identified the St. Lawrence Heritage Conservation District Study Area on September 28-30, 2005 for an area with similar boundaries to the Community Improvement Project Area. The study area for the Heritage Conservation District has been termed “Phase 1”, as it is possible that other areas in the neighbourhood will be designated and studied in the future.

ISSUE BACKGROUND

Proposal

Great Gulf Urban Properties Inc., the applicant, is proposing to construct a 39-storey, 131-metre high (including an 8-metre mechanical) mixed-use building with retail uses at grade and 392 residential dwelling units above. The proposal’s massing consists of two parts:

1. a 7-storey, 23.6-metre high podium building, with a ground floor area of 1,102 square metres, which includes construction over the east-west private lane between King Street East and Colborne Street; and
2. a 39-storey tower with a 790 square metre floor plate on the southerly portion of the site, with a total height of 131.4 metres (including an 8-metre high mechanical penthouse).

The podium would be terraced on the 5th, 6th and 7th floors along Church Street and would meet the angular plane of 44 degrees (measured up 16 metres in height from the sidewalk at the Church Street property line).

The applicant proposes to locate the tower so that it would have a separation distance of a minimum of 6 metres from the western property line along Colborne Street. The tower would have no stepback on Colborne Street (1 metre to tower windows), 3.5 metres along Church Street and 2.5 metres to the north limit of the property (zero to the abutting lane which is subject to an easement). The tower would be located approximately 34 metres from King Street East.

The unit mix proposed is 290 1-bedroom units (74%) and 102 2-bedroom units (26%).

A total of 826 square metres is proposed for the grade-related retail along the King Street East, Church Street and Colborne Street frontages. The residential lobby is proposed on the westerly end of the building along Colborne Street.

The applicant proposes discontinuous weather protection (canopies) with a minimum width of 1 metre along Church Street and Colborne Street, and continuous weather protection (canopy/colonnade) with a minimum width of 0.35 metres along King Street East. The proposed sidewalk width is 4.5 metres on King Street East, 3.5 metres on Church Street and 2.5 metres on Colborne Street.

Indoor and outdoor amenity space is provided on the 8th floor. A total of 589 square metres of indoor space is proposed, while the amount of outdoor space on the 8th floor is not indicated on the project statistics. The Zoning By-law requires 784 square metres of both indoor and outdoor residential amenity space.

The proposal provides a total of 193 residential automobile parking spaces, 19 of which are proposed to be visitor parking spaces. No bicycle (residential or commercial) parking spaces are shown on the plans. The parking spaces are in a 6-level underground garage.

The applicant is proposing that vehicular access will be off of the existing private lane, from where the ramp leading to the underground parking garage is located. One loading space (Type G) is proposed to be accessed off of the private laneway and is located within the western portion of the site. The private lane would be 6 metres wide near Church Street and 4.5 metres wide at the western part of the site.

Overall, the proposal has a total gross floor area of 33,651 square metres with a density of 19.6 times the area of the lot.

For a summary of the application, please refer to Attachment 7: Application Data Sheet. Attachments 1-5 show the application's site plan and elevations.

Subsequent to the receipt of the application, the applicant has had several meetings with staff to discuss issues raised by the community, based on the posted sign advising that an application has been received, and staff concerns. The applicant has provided draft schematics showing a possible revised proposal with some decrease in the height of the tower and an increase in the height of the podium.

Site and Surrounding Area

The site is an L-shaped lot with a 13-metre frontage on King Street East, approximately 60 metres on Church Street and approximately 46 metres on Colborne Street. The site area is approximately 1,720 square metres. Currently, the site is used as commercial surface parking. An existing private laneway divides the site.

Within the immediate context, the following uses surround the site:

North: across King Street East to the north of the site is a 17-storey mixed-use building, which steps down to 8 storeys at the corner of Church Street and King Street East.

West: directly adjacent to the west of the site is a 5-storey commercial building with retail at grade located at 95 King Street East. On the south side of the private lane, with frontage on Colborne Street, are a surface parking lot and a 3-storey commercial building at 17 Leader Lane. Further west is an 18-storey hotel building (Le Royal Meridian King Edward).

East: across Church Street to the east of the site is a parking lot and beyond which are 3-storey commercial buildings. To the south of the King Street commercial buildings are 8-storey mixed use buildings and courtyard comprising the Market Square development (35 Church Street and 80 Front Street East).

South: across Colborne Street to the south of the site are 4-storey heritage buildings and a 9-storey mixed use building, with retail at grade at the southwest corner of Church and Colborne Streets (30 Church 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

The Official Plan places the subject site within the Downtown and Central Waterfront urban structure area. The site is designated "Mixed Use Area" on Map 18 – Land Use Plan in the Official Plan. This designation permits a range of residential, commercial and institutional uses. The Plan includes criteria that direct the form and quality of development in this land use designation. The criteria state that new buildings provide a transition between areas of different intensity and scale including a stepping down of heights towards lower scale neighbourhoods; that shadow impacts be minimized; that an attractive safe and comfortable pedestrian environment is provided; and that transit services are in close proximity and accessible to the site.

The proposal will also be reviewed for conformity with the Design Criteria for Review of Tall Building Proposal guidelines which outline built form principles that are applied to the sitting and design of such buildings, and the St. Lawrence Focused Area Urban Design Guidelines. Amongst other criteria, these guidelines seek to reduce impacts with adjacent development and encourage excellence in design.

Compliance with other relevant policies of the new Official Plan including the environment and transportation will be addressed.

The Toronto Official Plan is available at the City's website at:

www.toronto.ca/planning/official_plan/introduction.htm

The City's Design Criteria for Review of Tall Building Proposals study is also available on the City's website at: www.toronto.ca/planning/urbdesign/index.htm

Zoning

The former City of Toronto's Zoning By-law, 438-86, zones the site as Mixed Use (CR T4.0 C3.0 R4.0). This allows for a density of 4 times the lot area. A maximum height of 23 metres is permitted. There is a 44-degree angular plane measured from 16 metres above the Church Street property line. The zoning does not have angular plane provisions for the King Street East and Colborne Street frontages.

Site-specific by-law 1994-0653, which was approved by City Council on September 27, 1994, permits mixed use development on the site on a site-specific basis. The by-law permits a residential gross floor area of 9,612 square metres, non-residential gross floor area of 7,413 square metres and a combined gross floor area excluding residential amenity area of 10,241 square metres. The resulting density would be 5.95 times the lot area. This by-law permits a height of 26 metres and requires a setback of 0.9 metres on Colborne Street.

Site Plan Control

An application for Site Plan Approval has not been filed at this time, but will be required.

Reasons for the Application

The proposed height and density greatly exceed the limits of the Zoning By-law. The proposed height is 131 metres, including mechanical, which exceeds the permitted height of 23 metres. The proposed density of 19.6 times the lot area exceeds the permitted density of 4 times the lot area.

The proposal also requires an amendment because the proposed height of 131 metres penetrates the 44-degree angular plane measured from 16 metres above the Church Street property line.

The proposal also does not comply with the site-specific by-law 1994-0653, which permits mixed use development on the site, but in a prescribed built-form. The proposal

is in a built-form that does not fit within the building envelopes permitted by the site-specific by-law.

Building Division staff will provide a complete zoning review of the proposal identifying any other zoning provisions that the proposal does not comply with.

COMMENTS

Post Application Receipt Discussions

The applicant recently showed staff a possible revised proposal which decreased the building height and increased the podium height. Staff have modelled development on the site with different tower heights. Even a building with a height in the high 20s, in terms of storeys, would present impacts, including shadowing on St. James Cathedral and site, and St. James Park at key measured dates and times (March and September 21st from 1:18 p.m. to 4:18 p.m.). Further the podium should respond appropriately and be consistent with the lower scale of buildings along Colborne Street and the building context to the east and north. The scale of the proposal, unless significantly revised and greatly reduced in height and density will, in the opinion of staff, overwhelm the site and area, and greatly exceed acceptable limits for redevelopment in this portion of the St. Lawrence neighbourhood. The applicant has shown a willingness to revise the proposal, which is a positive step. At this time, staff recommend that the application not be further processed until satisfactory revisions are formally submitted which meaningfully reduce the size and scale of the project, and respond better to area guidelines and context.

Issues to be Resolved

After the receipt of a revised application, the following issues, some significant, as well as any other issues that may be identified by staff and the public, will need to be addressed and reviewed:

- (a) conformity with Official Plan policies and Design Criteria for Review of Tall Building Proposals;
- (b) conformity with the St. Lawrence Neighbourhood Focused Area Urban Design Guidelines;
- (c) conformity with the Community Improvement Plan's Public Realm Strategy policies for the southwest quadrant of the St. Lawrence Neighbourhood;
- (d) appropriate overall height, density, massing, setbacks and stepbacks of the proposal and mitigation of physical and visual impacts on the surrounding buildings, open space, and uses including but not limited to light, view, privacy, sunlight penetration, shadow, sky views and weather and wind protection;
- (e) massing and scale of the tower on Colborne Street in relation to the narrow (13-metre) width of the street and heritage character;

- (f) massing and scale of the proposal on Church Street in light of the 44-degree angular plane provision;
- (g) massing, scale and siting of the proposal and its relationship to potential development on the parking lot to the west;
- (h) treatment of the ground floor of the building and its relationship to the streetscapes, in particular, weather protection;
- (i) inclusion of a green roof and implementation of green development standards;
- (j) identification and security of public benefits pursuant to Section 37 of the Planning Act and public art;
- (k) assessment of the amount and location of bicycle parking given the future bicycle lanes on Yonge Street, Bay Street, Wellington Street, Front Street, Adelaide Street and Richmond Street;
- (l) provision of adequate indoor and outdoor amenity space;
- (m) assessment of the adequacy of the width of the private lane; and
- (n) assessment of the provision of family sized units, knock-out panels between residential units, and indoor and outdoor amenities to support families.

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

Subject to the submission of revised plans, this report recommends that a working group process be initiated to assess the primary urban design issues with a cross section of stakeholders, in light of the proposed scale of this project, and in relation to the context and planning for the St. Lawrence neighbourhood.

The proposal is located in the St. Lawrence neighbourhood which is subject to the City's Design Review Panel pilot project, and a revised proposal would be expected to be scheduled for presentation to the panel.

The proposal in its current form is not acceptable. Recommendation 1 attempts to outline changes necessary to begin a full review process. Should a revised application be submitted, the recommendations of this report do not preclude requirements for further changes to the revised proposal as part of the normal review process.

CONTACT

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SIGNATURE

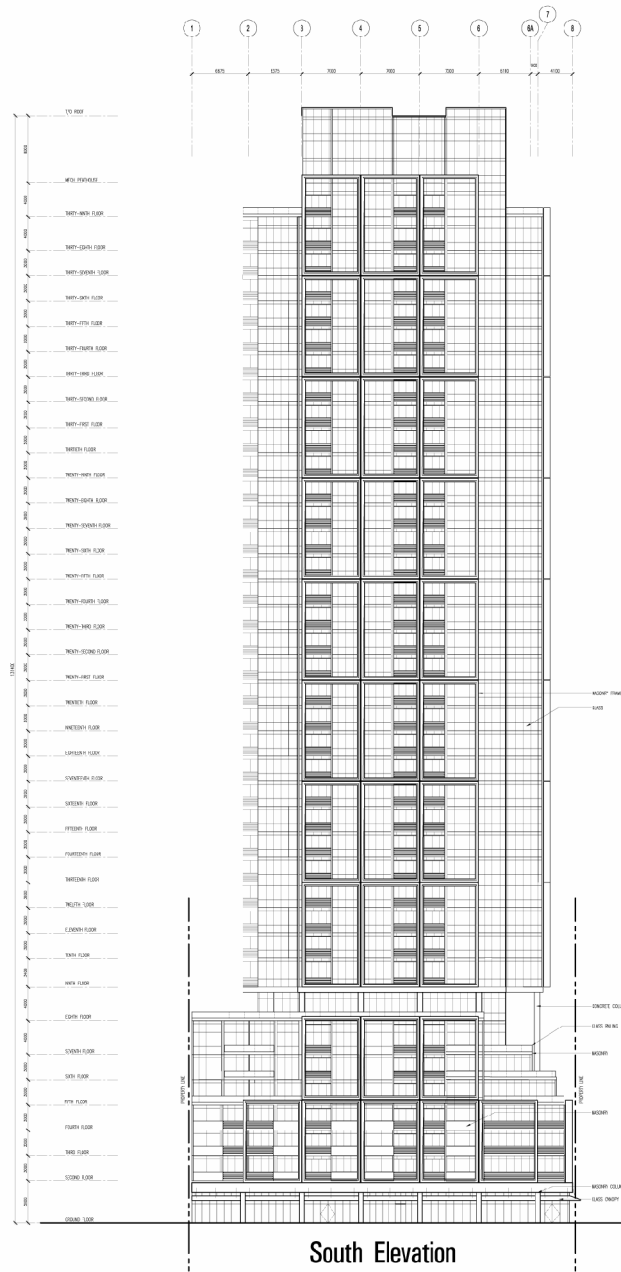
Raymond David, Acting Director
Community Planning, Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Colborne Street (South) Elevation [as provided by applicant]
Attachment 3: Church Street (East) Elevation [as provided by applicant]
Attachment 4: Side (West) Elevation [as provided by applicant]
Attachment 5: King Street and Laneway (North) Elevation [as provided by applicant]
Attachment 6: Zoning
Attachment 7: Application Data Sheet

Attachment 2: Colborne Street (South) Elevation



South Elevation

Elevations

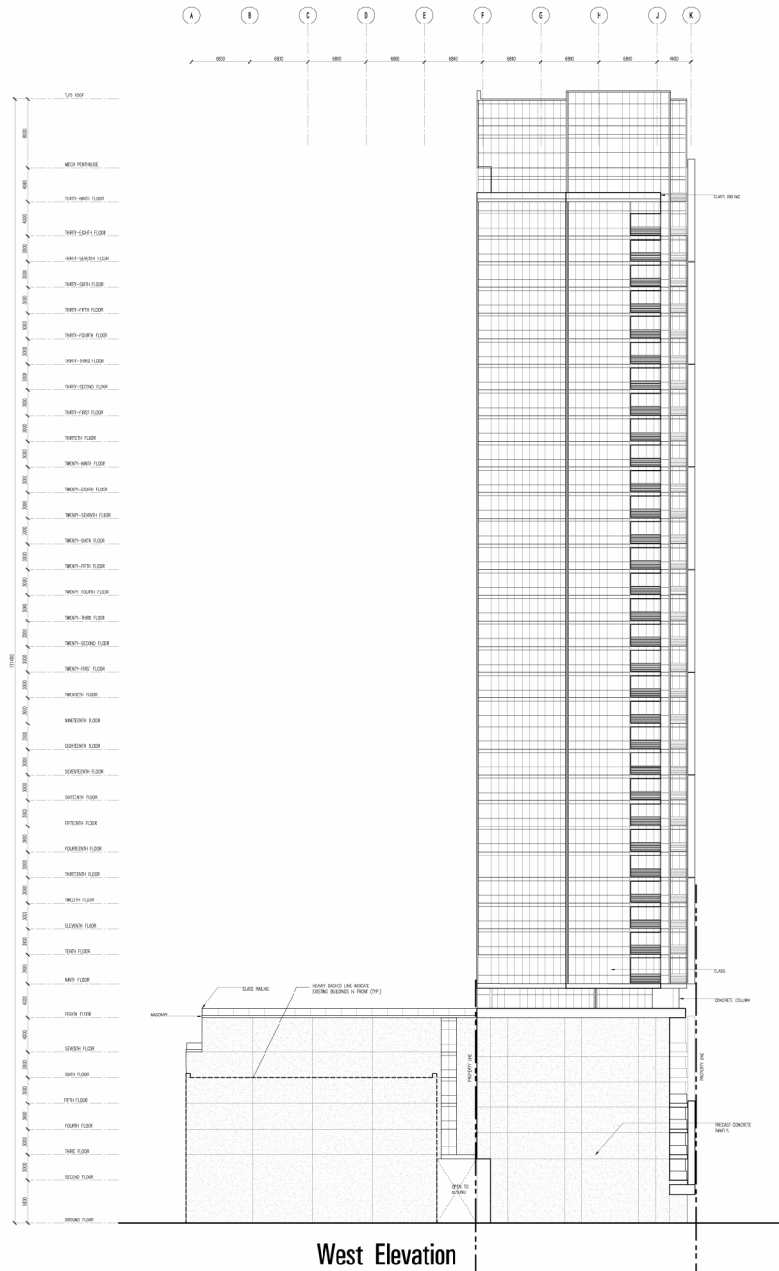
Applicant's Submitted Drawing

Not to Scale
04/02/08

60 - 70 Colborne Street & 101 King Street East

File # 08_122255

Attachment 4: Side (West) Elevation



Elevations

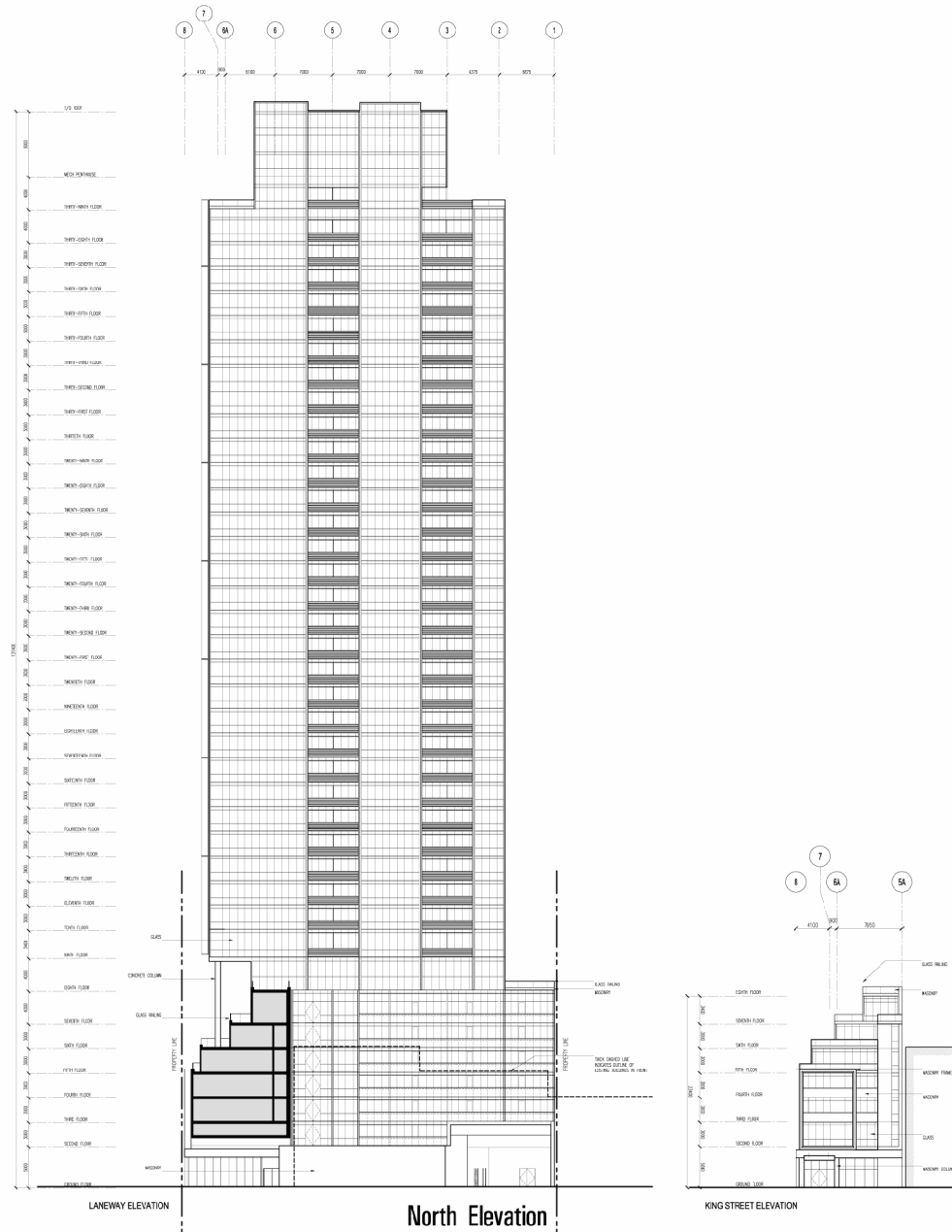
Applicant's Submitted Drawing

Not to Scale
04/02/08

60 - 70 Colborne Street & 101 King Street East

File # 08_122255

Attachment 5: King Street and Laneway (North) Elevation



Elevations

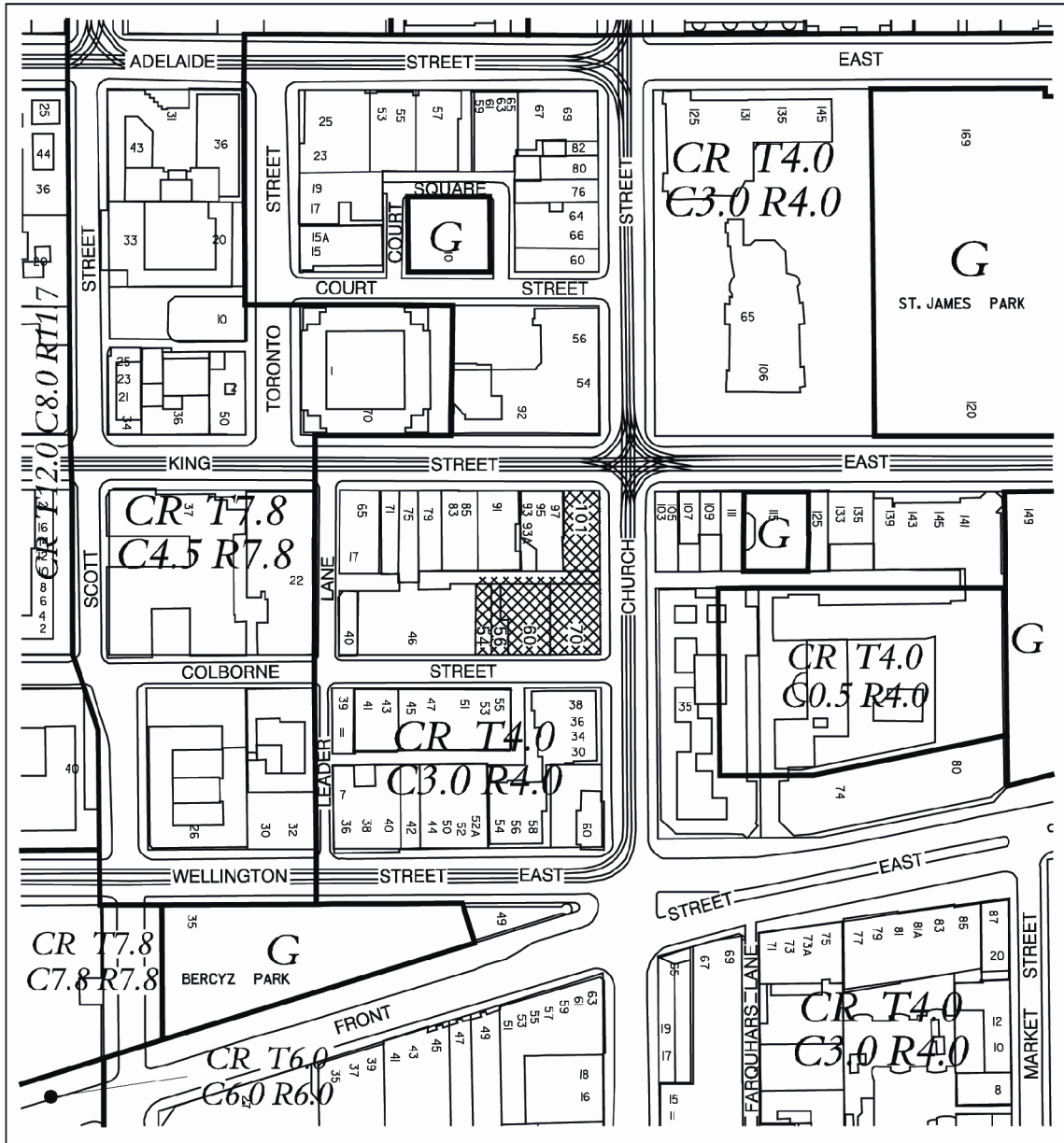
Applicant's Submitted Drawing

Not to Scale
04/02/08

60 - 70 Colborne Street & 101 King Street East

File # 08_122255

Attachment 6: Zoning



60 - 70 Colborne Street & 101 King Street East

File # 08_122255

CR Mixed-Use District
G Parks District



Not to Scale
Zoning By-law 438-86 as amended
Extracted 04/02/08 - TA

Attachment 7: Data Sheet

Application Type	Rezoning	Application Number:	08 122255 STE 28 OZ
Details	Rezoning, Standard	Application Date:	March 27, 2008
Municipal Address:	60 COLBORNE STREET		
Location Description:	PL TOWN OF YORK PT LT A **GRID S2810		
Project Description:	Proposed development of a new mixed use building located in 39 stories above grade containing 32,852 m2 of residential gross floor area, 825 m2 of commercial gross floor area, 392 dwelling units, and 6 levels of below grade parking.		

Applicant:	Agent:	Architect:	Owner:
Diamond and Schmitt Architects 300-384 Adler Street West Toronto, ON M5V 1R7		Diamond and Schmitt Architects 300-384 Adler Street West Toronto, ON M5V 1R7	Great Gulf Urban Properties Inc. 3751 Victoria Park Avenue Toronto, ON M1W 3Z4

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	94-0653
Zoning:	CR T4.0 C3.0 R4.0	Historical Status:	N
Height Limit (m):	23	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	1720	Height:	Storeys:	39
Frontage (m):	119.08		Metres:	131.4 (includes mech.)
Depth (m):	28.1			
Total Ground Floor Area (sq. m):	1102			Total
Total Residential GFA (sq. m):	32825		Parking Spaces:	193
Total Non-Residential GFA (sq. m):	826		Loading Docks:	1
Total GFA (sq. m):	33651			
Lot Coverage Ratio (%):	64			
Floor Space Index:	19.56			

DWELLING UNITS

Tenure Type:	Condo
Rooms:	0
Bachelor:	0
1 Bedroom:	290
2 Bedroom:	102
3 + Bedroom:	0
Total Units:	392

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	32825		0
Retail GFA (sq. m):	826		0
Office GFA (sq. m):	0		0
Industrial GFA (sq. m):	0		0
Institutional/Other GFA (sq. m):	0		0

CONTACT:	PLANNER NAME:	Al Rezoski, Senior Planner, arezosk@toronto.ca
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