

424 – 460 Adelaide Street East - Rezoning Application - Preliminary Report

Date:	July 16, 2010
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale
Reference Number:	10-215620 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 application proposes a two-tower residential condominium of 19 and 17 storeys, joined by a common podium ranging from one to nine storeys, at 424 – 460 Adelaide Street East. A total of 480 units are proposed with three levels of underground parking.

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

The next step is to conduct a community consultation meeting, to enable the public to review and provide input on the application. This meeting is expected to take place in late 2010 or early 2011.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 424-460 Adelaide Street East 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

The subject property was a component of an office/retail development scheme, known as Innovation Square, approved in October 2002, for the properties at 381-411 Richmond Street East and 424-460 Adelaide Street East. The approval consisted of three phases:

- Phase 1 - a 15-storey (64 metre) tower at 381 Richmond Street and the retention of the designated 3-storey heritage warehouse building at 411 Richmond Street East;
- Phase 2 - an 11-storey (47 metre) tower on the vacant parcel at 460 Adelaide Street East; and
- Phase 3 - a 13-storey (56 metres) tower to replace the existing two-storey building at 424 Adelaide Street East.

The proposal also had several unique architectural features, including gallerias, solar sails and skylights, permitting additional heights up to 81, 58 and 73 metres for each phase respectively.

Given the underlying permitted height in the zoning bylaw (both then and now) of 26 metres, the higher building height approvals for this development were granted using the rationale that this application introduced employment uses to the area. These uses were seen as an important catalyst to the re-development of the King-Parliament neighbourhood and the idea of creating a complete, mixed-use community.

None of the Innovation Square approvals have moved forward to construction. The current application involves the conversion of the Phase 2 and 3 lands from employment to residential uses. Approvals for Phase 1 of Innovation Square would remain in place if new approvals are recommended as part of this application.

Pre-Application Consultation

This application has been the subject of several pre-application consultation meetings over the last two and a half years. In December 2007 the applicant and their previous architect presented a 19-storey tower scheme on an eight storey podium, with the tower sited on the east side of the property. Staff raised concerns about the proposal's impact on the transition contemplated with the permitted heights in the zoning bylaw whereby buildings are intended to scale down from west to east in King-Parliament from Jarvis Street towards Parliament Street and into the Corktown neighbourhood. Another concern raised was the potential loss of the pedestrian linkage between this property and the approved Phase 1 of Innovation Square to the north, as well as the impact of construction on the laneway to the north which provides access to multiple parcels.

A second meeting was held with the applicant's and city's solicitors in September 2008 to discuss the issue of the existing site-specific zoning bylaw and Section 37 Agreement for Innovation Square. It was agreed at this meeting that if and when a redevelopment scheme was approved for the subject property, a new zoning bylaw would be brought forward consisting of the previous approval parameters for the Innovation Square Phase 1 lands and the new approvals for the subject property (Innovation Square Phase 2/3 lands). It was agreed that two Section 37 Agreements would be drafted- one for Phase 1 and one for the subject property.

The applicant requested a meeting with the local Councillor in February 2009 to discuss the potential for a two-tower scheme, as a result of their seeking to phase the development to offset economic uncertainties. Staff expressed concerns about tower separation distances both on-site and from adjacent properties. Other issues raised centred on built form and massing, including the west to east transition, height, density, tower and podium design, streetscape enhancements, the relationship to Phase 1 of Innovation Square, and adherence to the new Toronto Green Standard.

A fourth meeting was held in May 2009 in which the applicant and a new architect brought forward a scheme with two 19-storey towers on a two to eight-storey podium. Staff had issues with the building design and its lack of adherence to the contextual references in both the King-Parliament Secondary Plan and King-Parliament Urban Design Guidelines. Staff identified issues with the substantial massing and tower floorplate size, as well as the lack of pedestrian connection to the Phase 1 Galleria. Staff encouraged the applicant to submit an application.

Another pre-application meeting was held in August 2009 in which staff presented several alternative massing scenarios that were more in-keeping with the existing built form of the King-Parliament area. Other items of discussion included the conversion of the employment permissions to residential, tower separation, building heights, transition (both on-site and contextual), sky view, Section 37 community benefit possibilities, bike parking, open space, servicing, relationship to the adjacent heritage building and the requirements of the Design Review Panel to which this project would be presented.

The applicant opted to proceed to the Design Review Panel in October 2009 with the aim of receiving their feedback prior to the submission of an application. They presented a revised scheme with two towers of 21 and 17 storeys. The Panel expressed significant concerns with the height and overall density of the project, its built form and material relationship with the surrounding area, the relationship of the ground floor uses with the street, and the design of the proposed open space.

At the request of staff, the proposal was brought forward to the St. Lawrence Neighbourhood Association's Development Committee in January 2010 for their feedback. The members of the committee expressed support for the re-development scheme, but still had issues with the proposal's lack of retail at-grade, inadequate open space at the southeast corner of the property, relationship to the heritage building to the north, and materiality relative to the surrounding brick and masonry context. They also encouraged the developer to pursue LEED silver certification or TGS Tier Two targets.

ISSUE BACKGROUND

Proposal

Larino Holdings Corp., a subsidiary of Greenpark, is the owner of the subject property at 424-460 Adelaide Street East. They are proposing a residential condominium development consisting of two towers (19 and 17 storeys), above a podium ranging in height from one to nine storeys. Both towers are slab-like in form, each oriented in a north-south direction on either edge of the property. The west tower is proposed at 19 storeys or 67 metres (71.4 metres with the mechanical penthouse) and a floorplate of 886 square metres above the 7th floor. It is setback 3.5 metres from the front (south) and west property lines and 18 metres from the rear (north). There is a two metre stepback above the 17th storey. The east tower is proposed at 17 storeys or 61 metres (65.1 metres with mechanical), with a floorplate above the 9th floor of 767 square meters and is setback 15.5 metres from the south, 4.4 metres from the east and 5.5 metres from the north property lines. It has a four metre stepback above the 15th storey. The podium component of the building is one storey between the two towers, seven to nine storeys at the rear of the site and 6 storeys along the Adelaide Street East frontage adjacent to the west tower.

Overall, the project is proposing 34,289 square meters of residential gross floor area, which equates to a floor space index of 7.95 times the lot area. A total of 480 units are proposed, with a mix of 59 bachelor (12%), 357 one-bedroom (75%) and 64 two-bedroom (13%) units. Eight loft units are proposed along the eastern edge of the property, with direct pedestrian access to Ontario Street. Proposed amenity space consists of 960 square meters of indoor space and 532 square meters on the ground and second floors.

An open space courtyard area with a public art piece is proposed for the southeast corner of the property at the corner of Adelaide Street East and Ontario Street. Pedestrian access to the building would occur through this courtyard into a central residential lobby in the one-storey podium building. This lobby would also be accessed from the mid-point of a

pedestrian walkway along the west side of the property, as well as from the rear of the site, accessed from Ontario Street to the east.

A total of 384 bicycle parking spaces are proposed, 103 at grade and weather protected for both residents and visitors and the remainder in the underground parking areas. There is an existing public laneway to the rear of the property, running in an east-west direction, accessed from Ontario Street. The vehicular access to the building is proposed from this lane to a drop-off facility at the rear of the building, a type G loading space and a ramp to the three levels of underground parking. A total of 273 vehicular parking spaces are proposed, comprised of 29 spaces for visitors and 244 for residents.

The applicant has indicated that the project has the potential for phasing, depending on market conditions. If phasing were to occur, phase one would consist of the entire underground parking area, the podium and the west tower. Phase two would be the east tower.

Attachments 1-7 show the proposed site plan, elevations and two of the applicant's renderings for the project. For a summary of the application details, please refer to the Application Data Sheet in Attachment 10.

Site and Surrounding Area

Site

The subject property is flat and essentially rectangular in shape, oriented in an east-west direction, located at the northwest corner of Adelaide Street East and Ontario Street. It is 0.43 hectares (1.06 acres) in size with approximate dimensions of 72 metres along Adelaide Street East and 60 metres along Ontario Street.

At present, the western half of the site is occupied by a two-storey, yellow-brick warehouse building housing a post-production film company. The eastern half of the site is a surface parking lot. There are 12 existing trees in the vicinity of the property, six smaller trees on the property and six within the City's landscaped right-of-way along the Ontario Street frontage.

Surrounding Area

The property is contained within the larger block bounded by Richmond Street East to the north, Sherbourne Street to the west, Adelaide Street to the south and Ontario Street to the east. The block is in the centre of the King-Parliament area, a district characterized by historic red-brick buildings, retrofitted former warehouses used for commercial, office and institutional uses, contemporary residential buildings and several vacant parcels used as surface parking areas. Within the immediate context, the following uses surround the site:

North: directly north is a six metre wide public laneway accessed from Ontario

Street, which also provides vehicular access to properties at 406 Adelaide Street East, 313 and 323 Richmond Street East, and 381-411 Richmond Street East (it does not extend through the block to Sherbourne Street); north of the lane is the three-storey, red-brick designated heritage building at 411 Richmond Street East and a two-storey, red-brick building, both of which are used as office/production spaces; further west, on the south side of Richmond Street East is a fourteen storey residential building (the 'Richmond' at 323 Richmond Street East) with retail at-grade, which was originally designed for office uses;

West: adjacent to the subject property at 406 Adelaide Street East is a surface parking lot with recently issued site plan approvals in place for a 19-storey residential building with retail and an open space courtyard at-grade fronting Adelaide Street East (file numbers 06-163120 STE 28 OZ and 07-275041 STE 28 SA); west of the parking lot is a five-storey red-brick heritage building (formerly the Montreal Bistro), currently used as an office, with expired site plan approvals for a five storey office addition to the rear (file number 07-287281 STE 28 SA);

South: the south side of Richmond Street East contains a mix of two to five storey warehouse-type buildings, currently used as office, studio and production spaces; and

East: across Ontario Street from the subject property, abutting Adelaide Street East are two and four-storey buildings containing a restaurant and production studio, respectively; further north on the east side of Ontario Street is a seven-storey building with office uses, a four storey commercial building, and two Victorian house-form building with residential/commercial uses.

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 subject property is located within the “Downtown and Central Waterfront” area on Map 2 – Urban Structure in the Official Plan and is designated “Regeneration Area” on Map 18 – Land Use Plan. This structure and designation anticipates re-development in the area, permits a range of residential, commercial, employment and institutional uses, and provides criteria to direct the form and quality of development.

Built form policies in the Official Plan state that new buildings should: be massed to fit harmoniously into their existing context; acknowledge the prominence of corner and terminus sites; create appropriate transitions in scale to neighbouring buildings; ensure adequate access to sky view; provide attractive and comfortable pedestrian amenities; and create interesting and functional open spaces.

The proposal will be reviewed in more detail for compliance with other relevant policies within the Official Plan.

The Toronto Official Plan is available on the City’s website at:
www.toronto.ca/planning/official_plan/introduction.htm

King-Parliament Secondary Plan and King-Parliament Community Improvement Plan

The proposed development is also subject to the criteria contained within the King-Parliament Secondary Plan, which identifies the site as being part of the ‘Jarvis-Parliament Regeneration Area’. Policies within the plan speak to new development: providing adequate light, view and privacy for neighbouring properties; achieving a compatible relationship with their built form context through consideration of height, massing, scale, setback and stepbacks, roof line and profile, and architectural character and expression; creating inviting open spaces and streetscapes which meet high standards of urban design and promote greening, landscape enhancement, access, orientation and confidence of personal safety for residents, visitors and area workers.

The King-Parliament Secondary Plan is available on the City’s website at:
www.toronto.ca/planning/official_plan/pdf_secondary/15_king_parliament_aug2007.pdf

The King-Parliament Community Improvement Plan provides several themes for redevelopment within the King-Parliament area, particularly with respect to improving physical identity and pedestrian amenity through improved paving materials and lighting. This Plan will be reviewed as part of the assessment of this application.

Design Guidelines

New development in this area should be consistent with the King-Parliament Urban Design Guidelines, which provide more detailed built form criteria for re-development. The subject property is adjacent the Old Town of York ‘Area of Special Identity’, an area bounded by George Street to the west, Front Street East to the south, Berkeley Street to the east and Adelaide Street East to the north, the area considered to be the original 10

blocks of the City of Toronto. Specifically, the guidelines speak to new development respecting the historical and urban design significance of the area, reinforcing the scale and continuity of street wall enclosure along the street and acknowledging potential view termini.

The King-Parliament Urban Design Guidelines are available on the City's website at: www.toronto.ca/planning/urbdesign/pdf/14kingparliament.pdf

The proposal will also be reviewed for conformity with the Design Criteria for Review of Tall Building Proposals, a set of Council-approved guidelines which outline built form principles for the siting and design of buildings higher than the adjacent street's right of way width. Among other goals, these guidelines seek to reduce the impacts of tall building proposals on adjacent development, while encouraging design excellence. Assessment using these guidelines is based on issues such as height transition, building orientation, servicing, amenity space, massing, light and privacy, landscaping, weather protection and shadow impacts.

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

Zoning

Under the former City of Toronto Zoning By-law 438-86, as amended, the site is zoned RA (Reinvestment Area), which permits a wide array of commercial, light industrial, institutional and residential uses. This underlying zoning specifies a maximum height of 26 metres across the entire subject property. The RA zone does not have provisions for permitted density. Site-specific Zoning By-law 927-2002 was enacted by Council in October 2002, permitting a three-phase office development consisting of building heights ranging from 11 to 15 storeys (47 to 64 metres, with additional height allowances up to 81 metres for design features and mechanical equipment).

Section 12(2) 246 of Bylaw 428-86 contains requirements for buildings in the King-Parliament area with regard to upper level setbacks, building depth, parking and loading. A three metre upper level setback from the property line abutting a street is required for that portion of a building exceeding 20 metres in height. In addition, a building is not permitted to exceed 50 metres in depth.

Attachments 8 and 9 provide excerpts of the zoning and permitted height maps for the site and vicinity.

Site Plan Control

The proposed development is subject to site plan control. An application for site plan control has not yet been submitted, but is anticipated before the end of 2010.

Tree Preservation

The applicant has provided a Tree Inventory and Preservation Plan Report, which identifies all of the existing trees on site, including their species and condition. As mentioned previously there are 12 trees in the vicinity of the site, six on the subject property and six on the City's right of way along Ontario Street. Four of the trees on the subject property are proposed to be removed, each of which is not covered by the City's Private Tree Bylaw, as their size is under 30cm in diameter at breast height. The remaining eight trees are proposed to be retained.

Reasons for the Application

The applicant seeks to amend the City's Zoning Bylaw 438-86, as amended, because the use (from office to residential) and building envelope are proposed to be changed from the site-specific permissions approved in 2002.

Additional areas of non-compliance with the Zoning Bylaw may be identified through further review of the application.

COMMENTS

Application Submission

The following reports/studies were submitted with the application: planning rationale and community services and facilities study, sun/shadow study, green development standards checklist and statistics, tree inventory and preservation plan report, proposed zoning bylaw amendment, heritage impact assessment, stage 1 archaeological assessment report, phase 1 environmental site assessment, phase 2 environmental site assessment, supplementary subsurface environmental investigation, traffic impact study (including parking/loading assessment), stormwater management and servicing report, and pedestrian level wind study.

City staff deemed the application complete on July 13, 2010.

Issues to be Resolved

Prior to presenting a Final Report to Toronto and East York Community Council, the following issues, as well as any others identified by staff and the public, will need to be reviewed and addressed:

1. consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
2. conformity with Official Plan policies, particularly with respect to the sections on built form, built form for tall buildings and regeneration areas;
3. conformity with the Design Criteria for Review of Tall Building Proposals, namely sections on transition in scale, prominent sites, open space, heritage buildings, scale of the base building, tall building floor plates, spatial separation,

- streetscape and landscape, weather protection, sun, shadow and sky view, and pedestrian level wind effects;
4. conformity with the King-Parliament Secondary Plan, specifically policies within the sections on urban structure and built form, heritage and community improvement, pedestrian environment, environment, and community services and facilities;
 5. conformity with the King-Parliament Urban Design Guidelines, including the criteria for the Old Town of York ‘Area of Special Identity’;
 6. conformity with the King-Parliament Community Improvement Plan’s recommendations for improving physical identity and pedestrian amenity;
 7. project phasing;
 8. the corner and terminus treatment of the east tower;
 9. assessment of landscaping treatments, especially the proposed courtyard at the southeast corner of the subject property;
 10. impacts on the adjacent designated heritage building;
 11. mix of unit types and lack of family-sized units;
 12. location and size of the proposed amenity space, particularly the ground floor area and its interaction with the public realm;
 13. lack of retail space;
 14. sustainability approach including TGS Tier Two targets;
 15. type, location and supply of resident and visitor bike parking facilities;
 16. the provision of spaces for a car-sharing facility;
 17. pedestrian connection to the galleria in Phase One of Innovation Square to the north;
 18. assessment of the public art contribution;
 19. identification and securing of public benefits pursuant to Section 37 of the Planning Act should the proposal be recommended for approval.

Toronto Green Standard

The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and support green industry.

The TGS Checklist has been submitted by the applicant and is currently under review by City staff for compliance with the Tier 1 performance measures. In pre-application consultation meetings, the applicant verbally expressed their intention to pursue LEED silver certification and TGS Tier Two enhanced performance measures, the latter of which can enable the applicant to be eligible for a 20% reduction in development charges. Staff expect to discuss this issue more thoroughly upon submission of the site plan application.

Further Information

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

CONTACT

Willie Macrae, Planner
Tel. No. 416-392-7572
Fax No. 416-392-1330
E-mail: wmacrae@toronto.ca

SIGNATURE

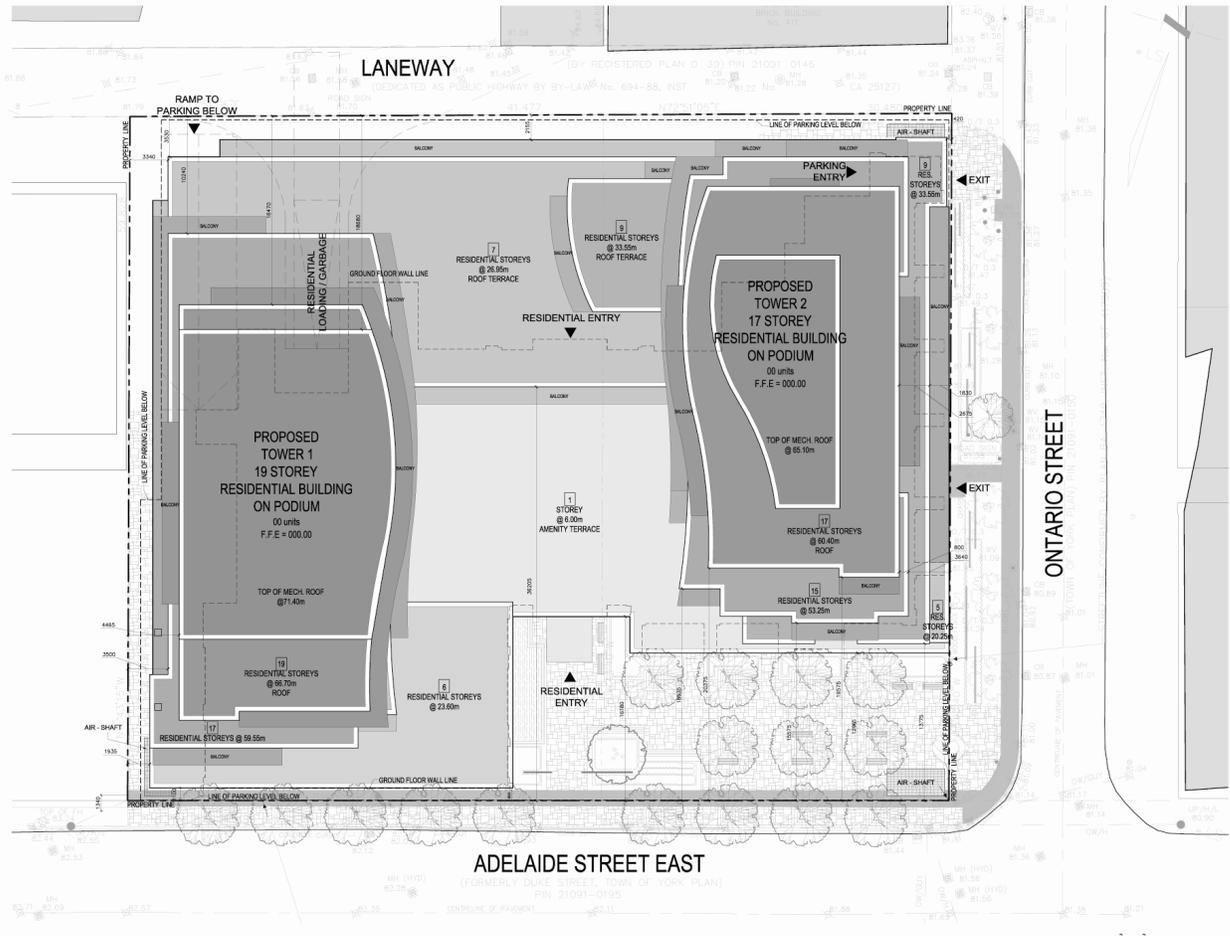
Raymond David, Director
Community Planning, Toronto and East York District

(P:\2010\Cluster B\pln\teycc19580235003.doc) - smc

ATTACHMENTS

Attachment 1: Site Plan
Attachments 2-5: Elevations
Attachments 6-7: Renderings
Attachment 8: Zoning
Attachment 9: Zoning Permitted Heights
Attachment 10: Application Data Sheet

Attachment 1: Site Plan



Site Plan

424 - 460 Adelaide Street East

Applicant's Submitted Drawing

Not to Scale
07/20/10



File # 10_215620

Attachment 2: South Elevation



SOUTH Elevation

Elevations

Applicant's Submitted Drawing

Not to Scale
07/20/10

424 - 460 Adelaide Street East

File # 10_215620

Attachment 3: West Elevation



WEST Elevation

Elevations

Applicant's Submitted Drawing

Not to Scale
07/20/10

424 - 460 Adelaide Street East

File # 10_215620

Attachment 4: North Elevation



NORTH Elevation

Elevations

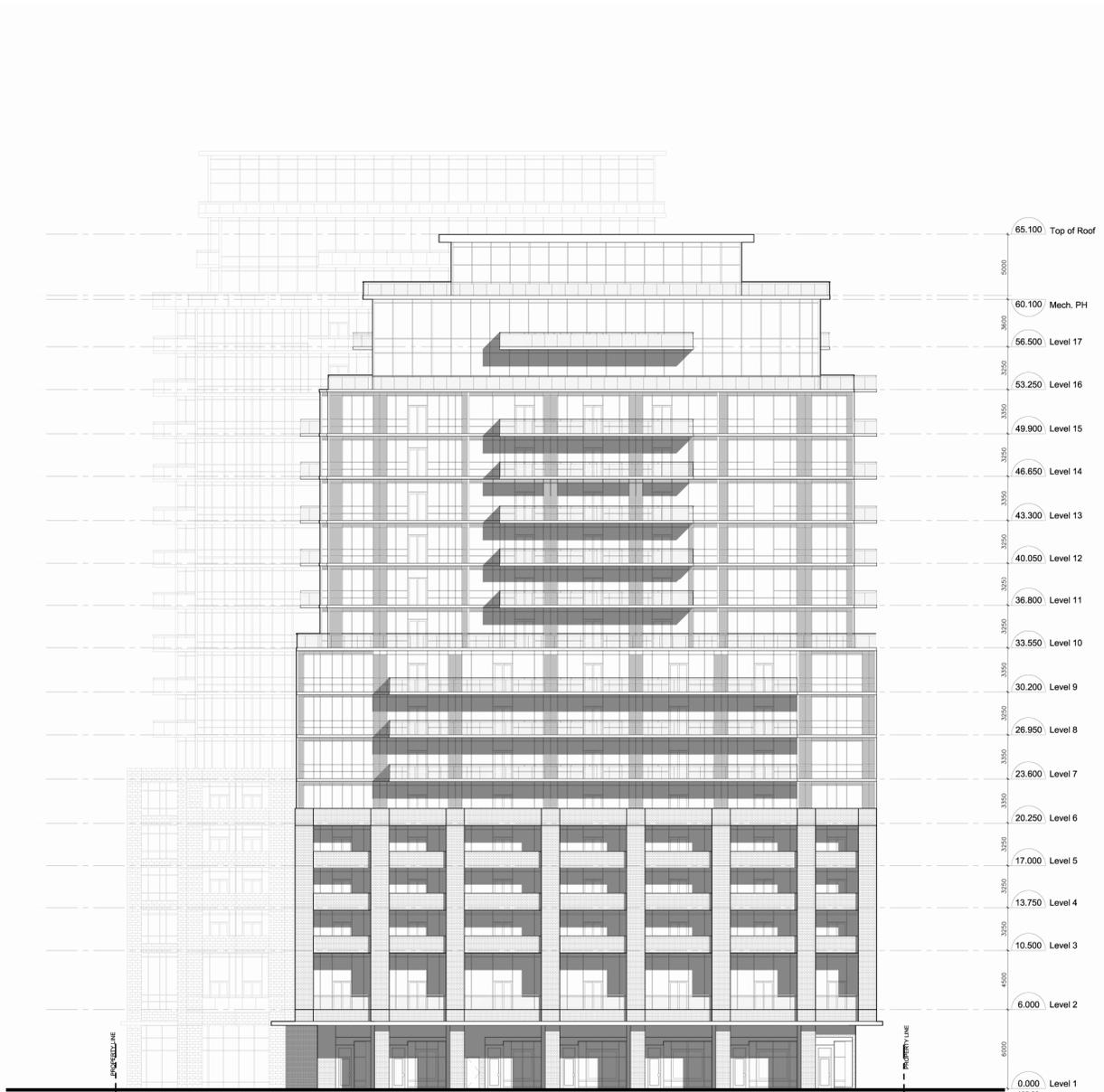
Applicant's Submitted Drawing

Not to Scale
07/20/10

424 - 460 Adelaide Street East

File # 10_215620

Attachment 5: East Elevation



EAST Elevation

Elevations

Applicant's Submitted Drawing

Not to Scale
07/20/10

424 - 460 Adelaide Street East

File # 10_215620

Attachment 6: Applicant Rendering from the Southeast



Applicant's Renderings

Applicant's Submitted Drawing

Not to Scale
07/20/10

424 - 460 Adelaide Street East

File # 10_215620

Attachment 7: Applicant Rendering from the East



Applicant's Renderings

Applicant's Submitted Drawing

Not to Scale 
07/20/10

424 - 460 Adelaide Street East

File # 10_215620

Attachment 8: Zoning



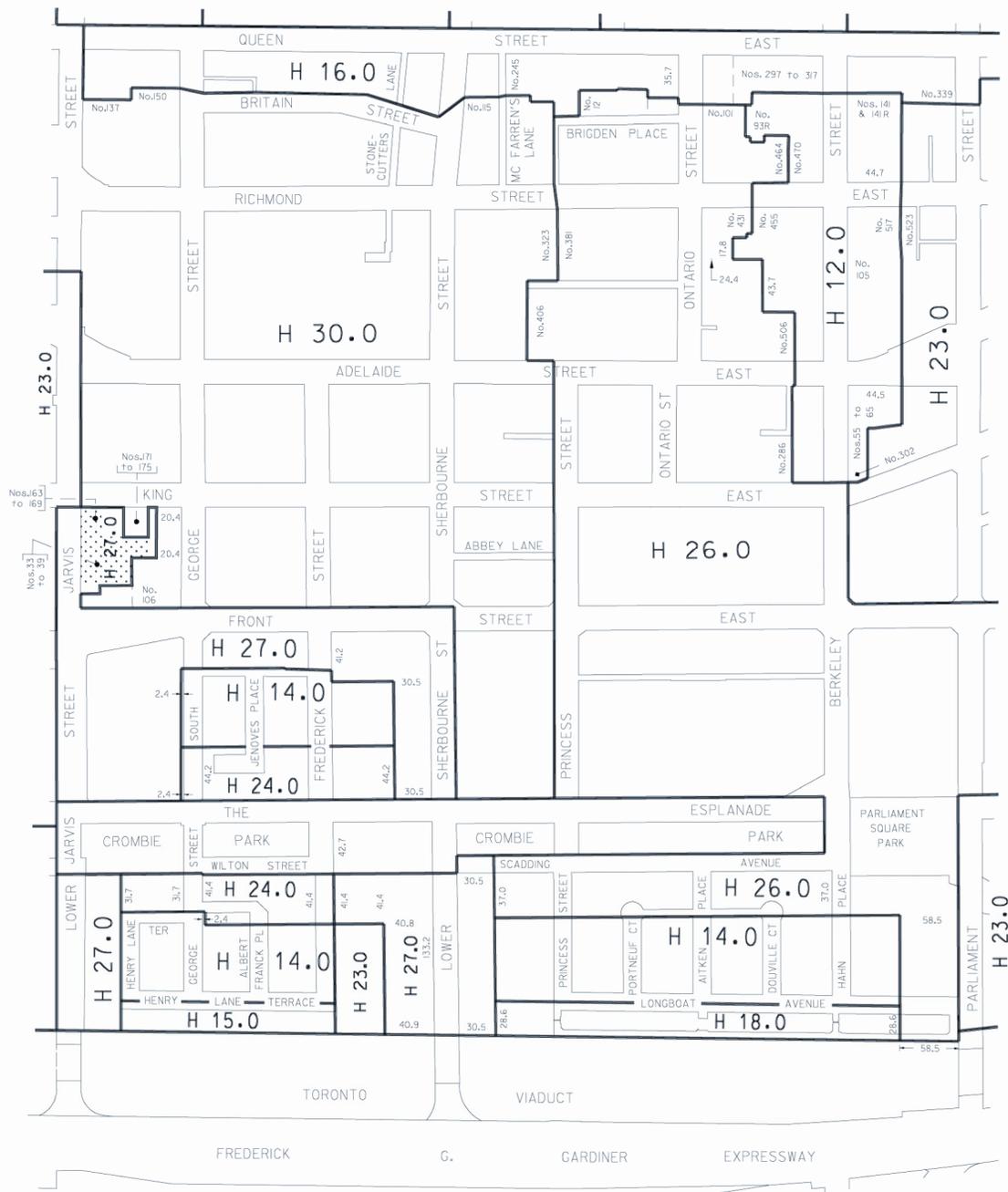
424 - 460 Adelaide

File # 10_215620

-  Site Location
- RA** Mixed-Use District

↑
Not to Scale
Zoning By-law 438-86 as amended
07/21/10 - MH

Attachment 9: Zoning Permitted Heights



Zoning Permitted Heights

424 - 460 Adelaide Street East

Applicant's Submitted Drawing

Not to Scale
07/20/10

File # 10_215620

Attachment 10: Application Data Sheet

Application Type	Rezoning	Application Number:	10 215620 STE 28 OZ
Details	Rezoning, Standard	Application Date:	July 8, 2010
Municipal Address:	424 – 460 ADELAIDE STREET EAST		
Legal Description:	PLAN D39 PT BLK A NOW 66R19444 PART 1 **GRID S2808		
Location Description:	NW corner of Adelaide Street East and Ontario Street; between Sherbourne and Parliament Streets		
Project Description:	Rezoning application to construct new 2 tower condo - 17 and 19 stories; 480 residential dwelling units - 3 levels below grade parking - 273 residential parking spaces.		

Applicant:	Agent:	Architect:	Owner:
Aird & Berlis LLP, Suite 1800, Brookfield Place, 181 Bay St, Tor, On M5J 2T9		Kirkor Architects & Planners	Larino Holdings Corp.

PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:	By-law 927-2002
Zoning:	RA	Historical Status:	Adjacent to Heritage Designated Building at 411 Richmond St E
Height Limit (m):	26	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	4313	Height:	Storeys:	19
	.67		Metres:	66.4
Frontage (m):	71.97			
Depth (m):	60.1			
Total Ground Floor Area (sq. m):	2063			Total
Total Residential GFA (sq. m):	34290		Parking Spaces:	273
Total Non-Residential GFA (sq. m):	0		Loading Docks	1
Total GFA (sq. m):	34290			
Lot Coverage Ratio (%):	47.8			
Floor Space Index:	7.95			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	34290	0
Bachelor:	59 (12%)	Retail GFA (sq. m):	0	0

1 Bedroom:	357 (75%)	Office GFA (sq. m):	0	0
2 Bedroom:	64 (13%)	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	0
Total Units:	480			

CONTACT: **PLANNER NAME:** Willie Macrae, Planner
TELEPHONE/E-
MAIL: 416-392-7572; wmacrae@toronto.ca