



**STAFF REPORT  
ACTION REQUIRED**

**19 Duncan Street and 219-223 Adelaide Street West  
Zoning Amendment Application - Preliminary Report**

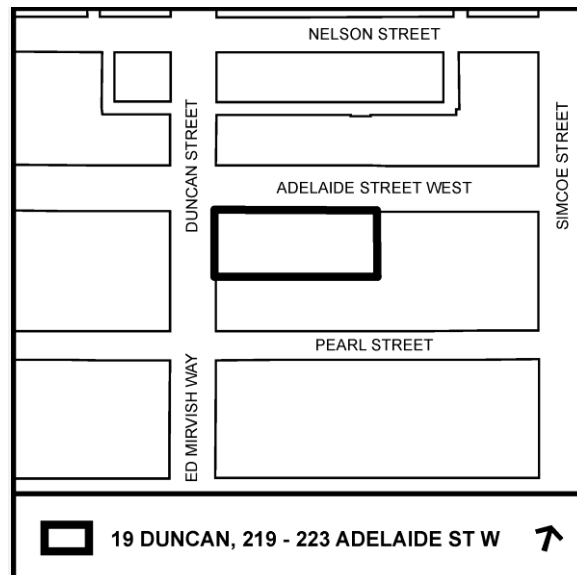
|                          |  |
|--------------------------|--|
| <b>Date:</b>             | August 14, 2015  |
| <b>To:</b>               | Toronto and East York Community Council                      |
| <b>From:</b>             | Director, Community Planning, Toronto and East York District |
| <b>Wards:</b>            | Ward 20 – Trinity-Spadina                                    |
| <b>Reference Number:</b> | 15 164825 STE 20 OZ  |

**SUMMARY**

This application proposes to redevelop the site at 19 Duncan Street and 219-223 Adelaide Street West with a 57-storey mixed-use building including an eight-storey podium containing retail and office uses and 460 residential rental units in the tower above. A total of 124 parking spaces and 523 bicycle parking spaces will be located in the below-grade parking garage. The existing heritage building will be largely retained.

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

A community consultation meeting is anticipated the fourth quarter of 2015. The final report is targeted for the first quarter of 2016, subject to any required information being provided by the applicant in a timely manner.



## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. Staff be directed to schedule a community consultation meeting for the lands at 19 Duncan and 219-223 Adelaide Street West 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 of the Planning Act.

### **Financial Impact**

The recommendations in this report have no financial impact.

### **Pre-Application Consultation**

A number of pre-application consultation meetings were held between October 2014 and March 2015 with the applicant to discuss the proposal and complete application submission requirements.

A pre-application community consultation meeting was held on April 7, 2015. The proposal presented at the meeting was similar to the application submitted to the City and described in this Preliminary Report. Some issues raised at the meeting related to concerns regarding limited parking supply in the neighbourhood, construction staging occupying Adelaide Street and the number of three bedroom units provided. In response, the applicant indicated that it is their intent to provide some commercial parking which can then be utilized by residents, people working in the commercial and office components of the development and visitors to the building during all times of the day and night, every day of the week. A construction management plan will be submitted to ensure minimal disruption on adjacent public streets and the provision of at least 10% three bedroom units will be considered. The unit breakdown in the application submitted includes 10% three bedroom units.

## **ISSUE BACKGROUND**

### **Proposal**

The applicant proposes to redevelop the site containing the Southam Press Building, a five-storey listed heritage building, constructed in 1908, as well as a small one-storey parking garage and surface parking lot containing 30 parking spaces just to the east of the building. The proposal is for a 57-storey mixed-use building including an eight-storey plus mezzanine podium containing retail and office uses and residential rental units in the tower above. The building will have a height of 179.48 metres (190.58 metres including the mechanical penthouse and parapet above). A total of 124 parking spaces and 523 bicycle parking spaces will be located in the below-grade

parking garage. The existing heritage building, having a height of approximately 23 metres, will be largely incorporated into the base building of the proposed development. Three additional storeys plus a mezzanine will be constructed above the existing building to create an eight-storey plus mezzanine base building with an overall height of 31.18 metres. This addition will be recessed from the original heritage building 3.1 metres along the Adelaide Street façade and 2.3 metres along the Duncan Street façade. The remainder of the base building will cantilever over this to generally line up with the original heritage building. The eight storey base building will also extend eastwards to fill in the remainder of the site and will contain a health club and restaurant within the basement and ground floor levels and office uses on levels two through eight.

The tower portion will be setback 26.5 metres from Duncan Street along the west side, thereby, only a small portion of the tower will actually sit atop the existing heritage building, and will be stepped back approximately 1.8 metres from heritage building façade along Adelaide Street. The remainder of the tower will come straight down to the ground without any stepbacks from the base building below, however, this portion of the building will be set back in its entirety from the Adelaide Street right-of-way by approximately two metres. The tower will also be setback 12.3 metres from the east side property line and 10 metres from the south side property line.

Indoor amenity space is proposed within the basement level and both indoor and outdoor amenity space will also be located on levels eight and the eighth floor mezzanine. These are to be shared between the residential and office components of the development. Levels 8 and the 8<sup>th</sup> floor mezzanine will also contain the first few residential units, with the remainder of the residential units contained within the tower above. The approximate unit breakdown will include the following: 153 studio (33%), 161 one bedroom and one bedroom plus den (35%), 102 two bedroom and two bedroom plus den (22%) and 45 three bedroom (10%).

A porte-cochere containing a right-in, right-out driveway leading to the parking garage ramp at the rear of the building will be located at the eastern most limit of the site. The residential entrance will be situated just to the west of the driveway facing the atrium and access to the office lobby will utilize an existing entrance within the heritage building along the Adelaide Street frontage.

Sidewalk widths of approximately 3.6 metres and 5.6 metres are proposed along Adelaide Street West and Duncan Street respectively. An outdoor patio space in conjunction with an adjacent restaurant is proposed on Duncan Street. Additionally, a mid-block pedestrian connection will be located along the southern and eastern limits of the site measuring approximately 1.9 metres to 3.5 metres in width.

## **Site and Surrounding Area**

The subject site is approximately 2,300 square metres in size and has a frontage of about 76 metres along Adelaide Street West and 57 metres along Duncan Street. The site is currently occupied by a five-storey heritage building at the south-east corner of Adelaide and Duncan Streets occupying close to 60 percent of the site. Adjacent to this towards the east is a one-storey parking garage and to the east of this is a surface parking lot.

North: The block to the immediate north of the subject site contains a restaurant and night club and a number of three to five-storey commercial buildings, including a historically designated building at 200 Adelaide Street West. Completion of the King-Spadina Heritage Conservation District study may identify other buildings within the immediate vicinity as contributing.

East: Adjacent to the subject site on the east side, at 217 Adelaide Street West, is a surface parking lot occupying the full depth of the site to Pearl Street which is subject to zoning amendment application No. 15-177189 STE 20 OZ for a 56-storey residential building. Just east of this is a five-storey above-grade parking garage and a five and half-storey brick building at 211 Adelaide Street West which also occupies the entire depth of the block to Pearl Street. Further east, on the opposite side of Simcoe Street is the four-storey Enwave building, a surface parking lot and a 12-storey brick commercial building. On the north side of Adelaide Street, east of Simcoe Street is a three-storey designated heritage building and the 66-storey Shangri La hotel and condominium at 180 University Avenue.

South: Immediately south of the site is a four-storey brick building located at 15 Duncan Street containing commercial uses. East of this is another brick building of the same height, occupied by the Registered Nurses of Ontario, the surface parking lot that is subject to zoning amendment application No. 15-177189 STE 20 OZ as noted above and the building fronting 211 Adelaide Street West. Further south, fronting King Street West is the site of the recently approved Mirvish/Ghery proposal for an 85 and 95-storey mixed-use building.

West: To the west of the site, on the south-east corner of Adelaide Street and Duncan Street is a three-storey listed heritage building followed by a development proposal at 263 Adelaide Street West for a 42-storey mixed-use building (file No. 12-1 52660 STE 20 OZ) and another development proposal at 283 Adelaide Street West for a 48-storey mixed-use building (file No. 12- 107447 STE 20 OZ), both of which are currently under review.

## **Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. 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 locates the subject site within the *Downtown*. Chapter Two – Shaping the City, identifies that the downtown area offers opportunities for substantial employment and residential growth, but that this growth is not anticipated to be uniform. Rather, it is expected that the physical setting of many areas will remain unchanged and that design guidelines specific to districts of historic or distinct character will be implemented to ensure new development fits into the context of existing built form, streets, setbacks, heights and relationship to landmark buildings.

Within the *Downtown*, the site is designated *Regeneration Area* in the Official Plan which is one of the key areas expected to accommodate growth. The *Regeneration Area* designation permits a wide range of uses, including the proposed residential and commercial uses. In order to achieve a broad mix of commercial, residential, light industrial and live/work uses, the Official Plan contains policies related to *Regeneration Areas* encouraging the restoration, re-use and retention of existing buildings that are economically adaptable for re-use as well as the revitalization of areas of the City that are vacant or underused.

Chapter Three – Building a Successful City, identifies that most of the City's future development will be infill and redevelopment, and as such, will need to fit in, respect and improve the character of the surrounding area. Section 3.1.2 Built Form provides policies that are aimed at ensuring that new development fits within and supports its surrounding context. Policies 3.1.2.1 to 3.1.2.4 seek to ensure that development is located, organized and massed to fit harmoniously with existing and/or planned context; frames and appropriately defines streets, parks and open spaces at good proportion; and limits impacts of servicing and vehicular access on the property and neighbouring properties. Meeting these objectives requires creating consistent setbacks from the street, massing new buildings to frame adjacent streets and open spaces in a way that respects the existing and /or planned street proportion, creating appropriate transitions in scale to neighbouring existing and/or planned buildings, and limiting shadow impacts on streets, open spaces and parks.

## **King-Spadina Secondary Plan**

The subject site is situated within the King-Spadina Secondary Plan found in Chapter 6.16 of the Official Plan. The King-Spadina Secondary Plan emphasizes reinforcement of the characteristics and qualities of the area through special attention to built form and the public realm. The policies of Section 3 - Built Form and in particular the policies of Section 3.6 – General Built Form Principles, specify that:

- buildings are to be located along the front property line to define edges along streets and lower levels are to provide public uses accessed from the street;
- servicing and parking are encouraged to be accessed from lanes rather than streets and minimize pedestrian/vehicular conflicts;
- new buildings will be sited for adequate light, view, privacy and compatibility with the built form context;
- appropriate proportional relationships to streets and open spaces will be provided; and wind and shadow impacts will be minimized on streets and open spaces;
- streetscape and open space improvements will be coordinated in new development; and
- high quality open spaces will be provided.

## **Zoning**

The site is zoned Reinvestment Area (RA) by Zoning By-law 438-86, as amended. As part of the RA zoning controls, density standards were replaced by built form objectives expressed through height limits and setbacks.

The By-law permits a maximum height of 30 metres for the property at 19 Duncan and 219-223 Adelaide Street West. A three metre stepback must be provided from the main wall of the building for any portion of the building above a height of 20 metres. The By-law also contains a number of requirements related to building setbacks from the side and rear lot lines.

The RA zone allows a range of uses including commercial, office, retail and residential. The requested uses are permitted under the By-law.

## **Zoning By-law 569-2013**

In May 2013, the City passed and enacted a new harmonized Zoning By-law 569-2013. The zoning that applies to the subject lands is substantially the same with regard to use, density, and height as zoning By-law 438-86.

The lands fronting 19 Duncan Street and 219-223 Adelaide Street are zoned CRE (x74) (Commercial Residential Employment). The maximum height permitted remains unchanged at 30.0 metres (see Attachment 6).

## **King-Spadina Secondary Plan Review and King-Spadina East Precinct Built Form Study**

The subject site falls within the East Precinct as identified within the King-Spadina East Precinct Built Form Study. At its meetings on August 25, 2014 and July 7, 2015 City Council endorsed a number of directions for the King-Spadina East Precinct to be used in reviewing current and future development applications including a downward gradation of tower heights from east to west from University Avenue towards Spadina Avenue, employing the city-wide Tall Buildings Guidelines to evaluate towers, particularly with regard to tower spacing and tower floor plates and protecting the network of mid-block connections and laneways as a defining feature of the public realm, and expanding these connections to further the pedestrian network. At its meeting on July 7, 2015, City Council also expanded the boundary of the King-Spadina East Precinct Built Form Study to include the Spadina Precinct. A final staff report on the Built Form Study and the King-Spadina Heritage Conservation District Study, as noted below, is expected in the fourth quarter of 2015 or the first quarter of 2016.

## **King-Spadina Heritage Conservation District Study**

The King-Spadina Secondary Plan area contains many listed and designated heritage buildings. At its meeting on August 16, 2013 Toronto City Council directed Heritage Preservation Services staff to undertake Heritage Conservation District (HCD) studies in five priority areas. One of these areas is the King-Spadina Secondary Plan area. A team lead by Taylor-Hazell Architects is undertaking the study.

The first phase of the study involved the identification of potential heritage conservation districts. The interim recommendations of the HCD Study were released at a public meeting held on March 18, 2014. The draft study findings were presented at the May 23, 2014 meeting of the Toronto Preservation Board. The development of an HCD Plan and the designation under Part V of the *Ontario Heritage Act* of one or more identified HCDs will follow the second phase of the study.

The consultants have now moved onto the second phase of the study, which will involve the development of two Heritage Conservation District Plans. Heritage Preservation Services staff will present the final version of the Plans and a recommendation for designation under Part V of the *Ontario Heritage Act* in the fourth quarter of 2015 or the first quarter of 2016. Details on the King-Spadina HCD study are available at:

[http://www.toronto.ca/heritage-preservation/heritage\\_districts.htm](http://www.toronto.ca/heritage-preservation/heritage_districts.htm)

## **City-Wide Tall Building Design Guidelines**

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

## **TOcore: Planning Toronto's Downtown**

On May 13, 2014, Toronto and East York Community Council considered a staff report regarding 'TOcore: Planning Toronto's Downtown', along with a related background document entitled 'Trends and Issues in the Intensification of Downtown'. These reports along with additional information are available on the study website at: [www.toronto.ca/tocore](http://www.toronto.ca/tocore)

TOcore is looking at how Toronto's Downtown should grow, with both a renewed planning framework and the necessary infrastructure to remain a great place to live, work, learn and play. TOcore is in its initial 'taking stock' phase, which involves an analysis of existing conditions, growth trends and priority issues in the Downtown. The study team will be reporting back to TEYCC by the end of 2015 on the results of Phase One and the priorities for Phase Two, "Planning and Analysis". The review of this application will be informed by the issues being considered under TOcore.

## **Reasons for the Application**

The applicant has submitted a Zoning By-law Amendment application to permit a building that exceeds the permitted maximum building height of 30 metres by approximately 149.48 metres (160.58 metres to the top of the mechanical penthouse), resulting in a proposed building height of 179.48 metres (190.58 metres including the mechanical penthouse). In addition, the proposed building does not comply with other restrictions that are in effect on the lands.

## **Site Plan Control**

The subject site and development is subject to Site Plan Control. A site plan application has not been submitted at this time.

## **COMMENTS**

### **Application Submission**

The following reports/studies were submitted with the application:

- Urban design and Planning Rationale
- Boundary and Topographical Survey
- Architectural drawings
- Landscape drawings
- Draft Zoning By-law Amendment
- Heritage Impact Assessment
- Stage 1 Archeological Resource Assessment
- Shadow Impact Study
- Qualitative Pedestrian Wind Level Assessment
- Arborist Report
- Functional Servicing Report
- Site Servicing Assessment
- Transportation Impact Study



- Toronto Green Standard Checklist

A Notification of Complete Application was issued on June 18, 2015.

### **Issues to be Resolved**

The following are identified as a preliminary list of issues to be addressed in the review of the current development proposal:

- 1) Conformity with the existing Urban Structure and Built form policies of the King-Spadina Secondary Plan which envisions a reduction in height moving west from University Avenue towards Spadina Avenue and does not permit any new shadow on the north sidewalk of Queen Street West within the Queen Street Heritage Conservation District.
- 2) Interface between the proposed building and the retained heritage building to ensure that the complete three-dimensional volume of the heritage building is appreciated and that the scale, articulation and materiality of the proposed building complements the on-site heritage building and the historic character of the King-Spadina east precinct.
- 3) Consideration of the appropriate tower setback from the base building along the Adelaide Street façade to reduce the impact of the development on the public realm and the heritage building below.
- 4) Consideration of potential tower separation distance conflicts with other future and currently proposed development proposals within the block bounded by Duncan Street, Adelaide Street West, Simcoe Street and Pearl Street.
- 5) Consideration of how the articulation and scale of the base building contributes towards the public realm, including the proposed location of the residential entrance which faces away from Adelaide Street towards the internal atrium.
- 6) Consideration of the appropriateness of any proposed designs of the adjacent public realm, including a proposed restaurant patio space on Duncan Street, and ensuring that a minimum pedestrian clearway of 2.1 metres is being provided.
- 7) Consideration of the King-Spadina Heritage Conservation District Study, currently under way.
- 8) Ensuring that the mid-block connection along the southern and eastern limits of the site remains as part of the proposal and is designed with appropriate CPTED considerations, such as lighting, to be available for access by the public at all times.
- 9) Consideration of the proposed traffic impacts, site servicing, vehicular site access and impacts on the pedestrian realm.

- 10) Consideration of the location, size and programming of the indoor and outdoor amenity space which appears to be shared between the residential and office components of the building.
- 11) Consideration of the adequacy of the proposed vehicular parking.

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.

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

## **CONTACT**

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Tel. No. 416-392-7216  
E-mail: jkimont@toronto.ca

## **SIGNATURE**

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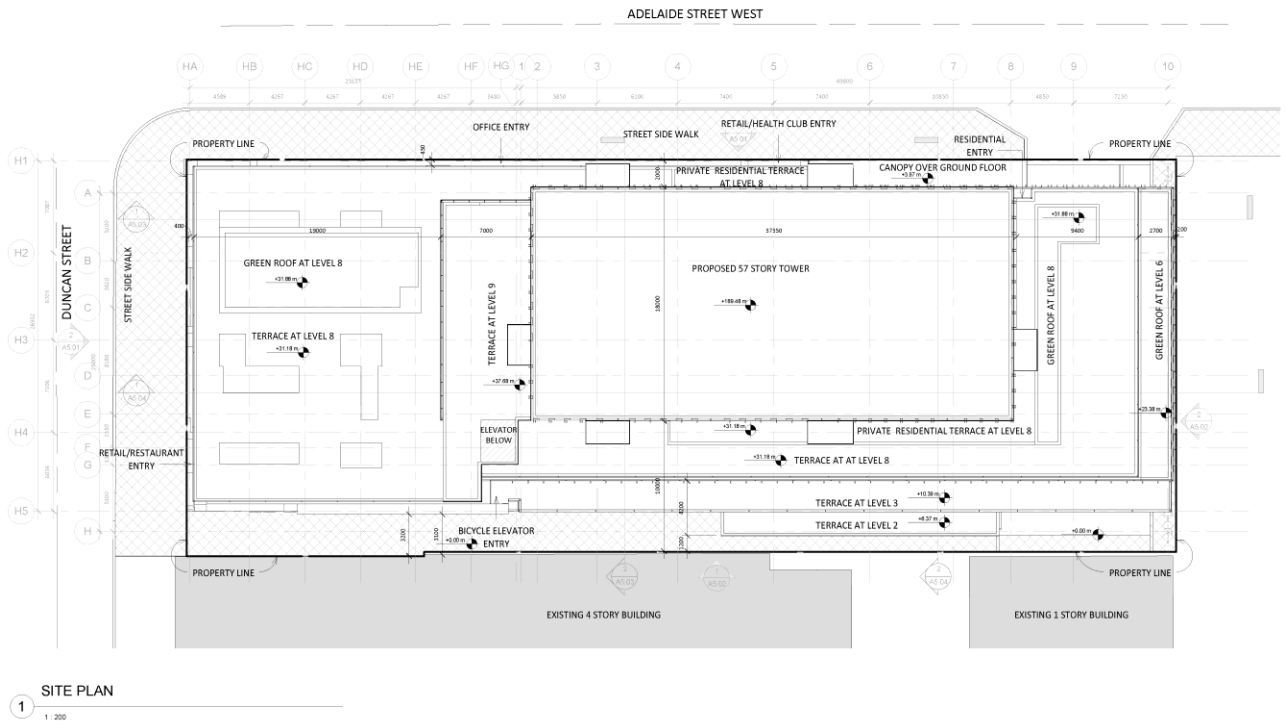
Gregg Lintern, MCIP, RPP  
Director, Community Planning  
Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: North Elevation  
Attachment 3: West Elevation  
Attachment 4: East Elevation  
Attachment 5: South Elevation  
Attachment 6: Zoning  
Attachment 7: Application Data Sheet

# Attachment 1: Site Plan



## Site Plan

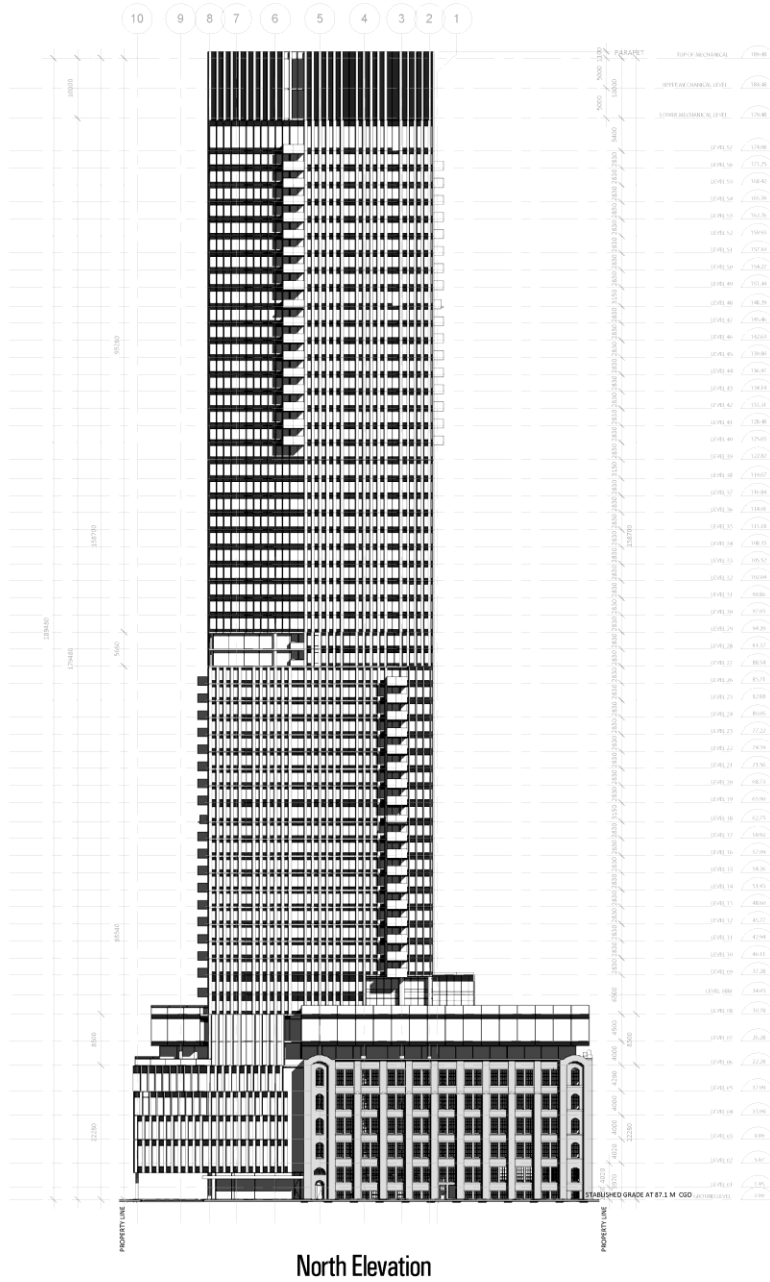
Applicant's Submitted Drawing

Not to Scale  
06/18/2015

19 Duncan, 219 - 223 Adelaide Street West

File # 15 164825 STE 20 0Z

## Attachment 2: North Elevation



### Elevations

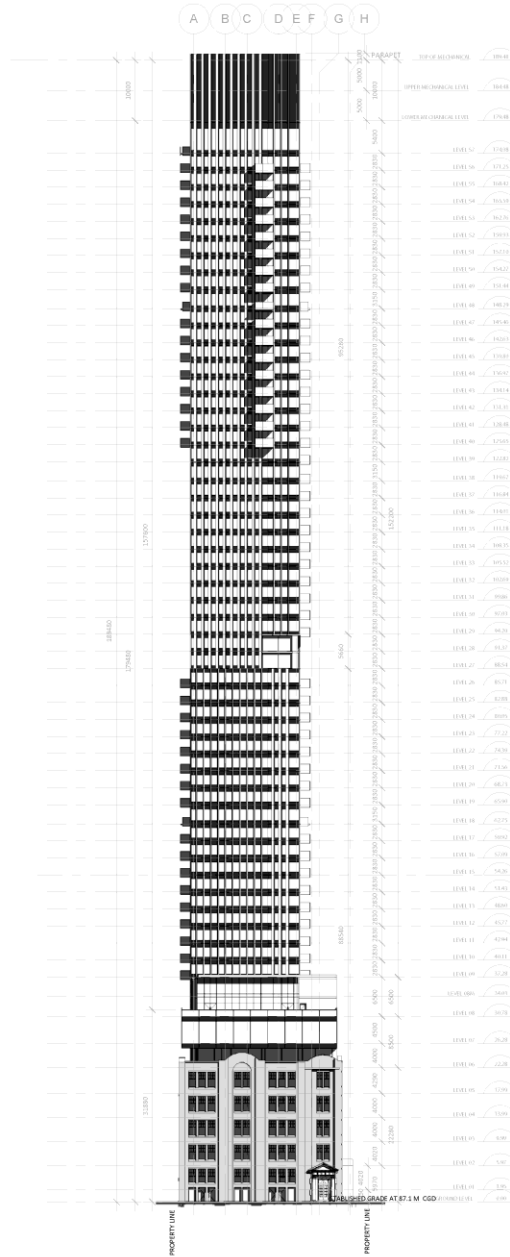
### 19 Duncan, 219 - 223 Adelaide Street West

Applicant's Submitted Drawing

Not to Scale  
06/18/2015

File # 15 164825 STE 20 OZ

### Attachment 3: West Elevation



West Elevation

## Elevations

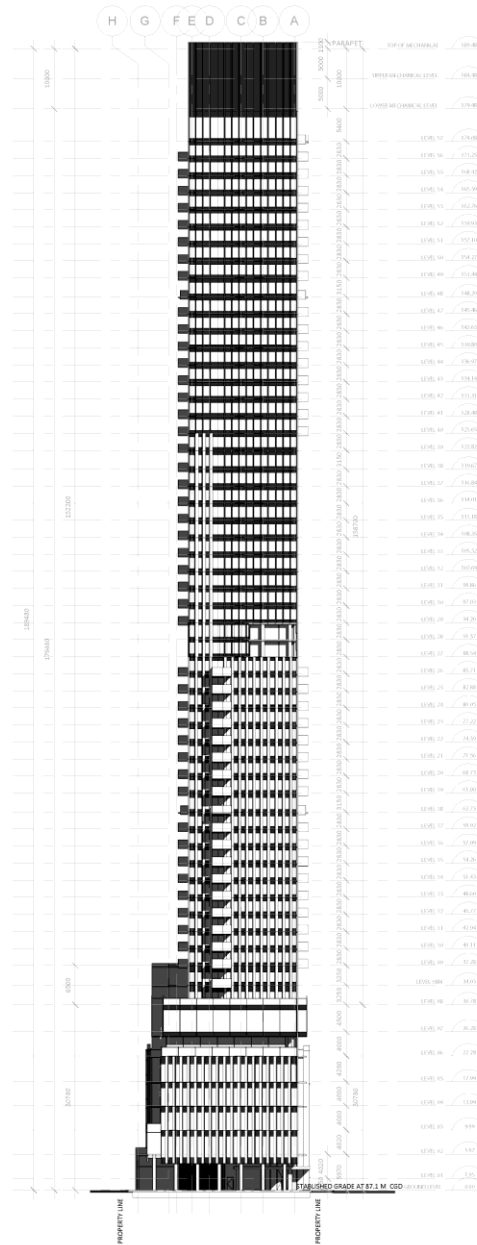
## 19 Duncan, 219 - 223 Adelaide Street West

Applicant's Submitted Drawing

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06/18/2015

File # 15 164825 STE 20 OZ

## Attachment 4: East Elevation



East Elevation

### Elevations

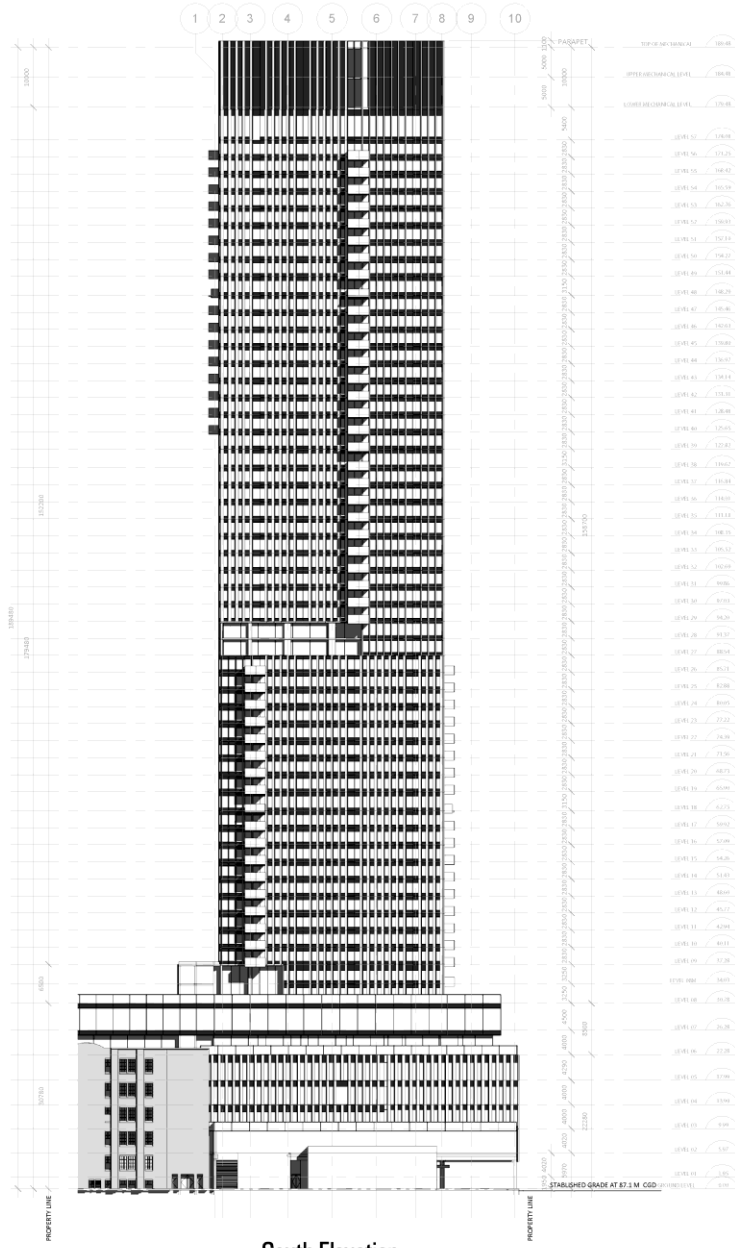
### 19 Duncan, 219 - 223 Adelaide Street West

Applicant's Submitted Drawing

Not to Scale  
06/18/2015

File # 15 164825 STE 20 OZ

# Attachment 5: South Elevation



## Elevations

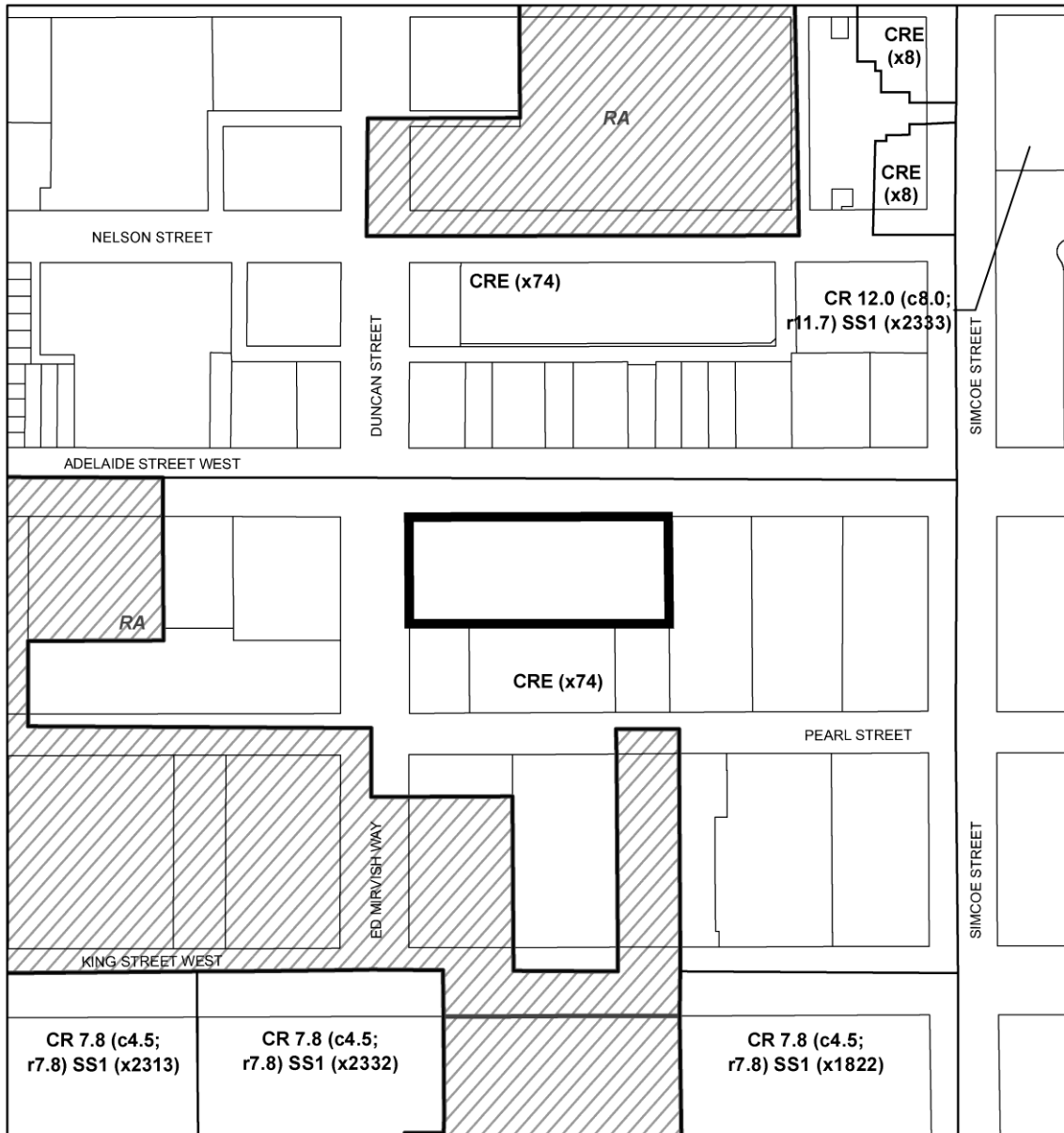
## 19 Duncan, 219 - 223 Adelaide Street West

Applicant's Submitted Drawing

Not to Scale  
06/18/2015

File # 15 164825 STE 20 OZ

## Attachment 6: Zoning



**Zoning By-Law No. 569-2013**

**19 Duncan, 219 - 223 Adelaide Street West**

**File # 15 164825 STE 20 0Z**

- Location of Application
- CR** Commercial Residential
- CRE** Commercial Residential Employment

- See Former City of Toronto By-Law No. 438-86
- CR** Mixed-Use District
- RA** Mixed-Use District

Not to Scale  
 Extracted: 06/18/2015



## Attachment 7: Application Data Sheet

|                       |  |                     |                     |
|-----------------------|--|---------------------|---------------------|
| Application Type      | Rezoning   | Application Number: | 15 164825 STE 20 OZ |
| Details               | Rezoning, Standard   | Application Date:   | May 28, 2015        |
| Municipal Address:    | 19 DUNCAN ST   |                     |                     |
| Location Description: | PLAN 223E PT BLK C WITH ROW **GRID S2015   |                     |                     |
| Project Description:  | Proposal to redevelop the site with a 57-storey mixed-use development including an eight-storey podium containing retail and office uses with residential units in the tower portion. A total of 124 parking spaces and 523 bicycle parking spaces are located in a below grade parking garage. The existing heritage building will be largely retained. |                     |                     |

|  |                          |                                |   |
|--|--------------------------|--------------------------------|---|
| <b>Applicant:</b>                          | <b>Agent:</b>            | <b>Architect:</b>              | <b>Owner:</b>   |
| PETER VENETAS<br>WESTBANK PROJECTS<br>CORP | URBAN STRATEGIES<br>INC. | HARIRI PONTARINI<br>ARCHITECTS | WESTBANK PROJECTS<br>CORP & ALLIED<br>PROPERTIES REIT |

### PLANNING CONTROLS

|                            |                    |                          |   |
|----------------------------|--------------------|--------------------------|---|
| Official Plan Designation: | Regeneration Areas | Site Specific Provision: |   |
| Zoning:                    | CRE (x74)          | Historical Status:       | Y |
| Height Limit (m):          | 30                 | Site Plan Control Area:  | Y |

### PROJECT INFORMATION

|                                    |         |         |                 |              |
|------------------------------------|---------|---------|-----------------|--------------|
| Site Area (sq. m):                 | 2304.29 | Height: | Storeys:        | 57           |
| Frontage (m):                      | 76.2    |         | Metres:         | 189.48       |
| Depth (m):                         | 30.5    |         |                 |              |
| Total Ground Floor Area (sq. m):   | 1141.8  |         |                 | <b>Total</b> |
| Total Residential GFA (sq. m):     | 31434.4 |         | Parking Spaces: | 124          |
| Total Non-Residential GFA (sq. m): | 11486.4 |         | Loading Docks   | 3            |
| Total GFA (sq. m):                 | 42920.8 |         |                 |              |
| Lot Coverage Ratio (%):            | 49.6    |         |                 |              |
| Floor Space Index:                 | 18.63   |         |                 |              |

### DWELLING UNITS

### FLOOR AREA BREAKDOWN (upon project completion)

|              | Rental |                                  | Above Grade | Below Grade |
|--------------|--------|----------------------------------|-------------|-------------|
| Tenure Type: |        | Residential GFA (sq. m):         | 31434.4     | 0           |
| Rooms:       | 0      | Retail GFA (sq. m):              | 1692.3      | 0           |
| Bachelor:    | 153    | Office GFA (sq. m):              | 9794.1      | 0           |
| 1 Bedroom:   | 161    | Industrial GFA (sq. m):          | 0           | 0           |
| 2 Bedroom:   | 102    | Institutional/Other GFA (sq. m): | 0           | 0           |
| 3 + Bedroom: | 45     |                                  |             |             |
| Total Units: | 461    |                                  |             |             |

|                 |                      |                               |
|-----------------|----------------------|-------------------------------|
| <b>CONTACT:</b> | <b>PLANNER NAME:</b> | <b>Joanna Kimont, Planner</b> |
|                 | <b>TELEPHONE:</b>    | <b>416-392-7216</b>           |