

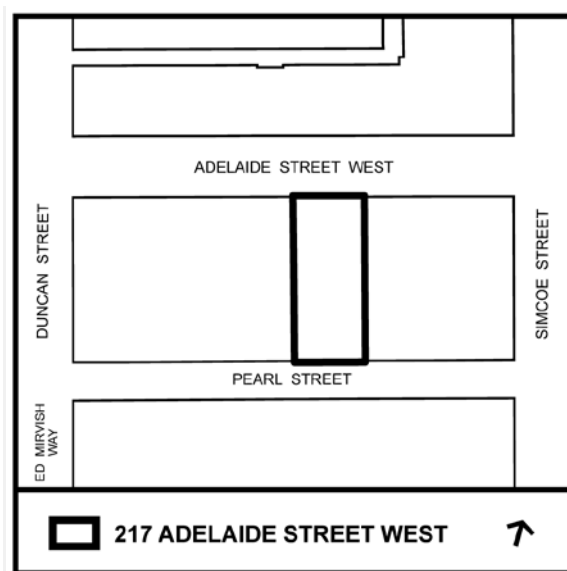
217 Adelaide Street West – Zoning Amendment – Refusal Report

Date:	October 22, 2015
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina
Reference Number:	15-177189 STE 20 OZ

SUMMARY

This application proposes to redevelop the site at 217 Adelaide Street West containing a surface parking lot with a 56-storey residential building containing 410 residential units. Parking, totalling 153 spaces, is proposed within four levels of a below-grade garage as well as within levels three to seven of the podium.

The proposed development is located on a mid-block site that is too small to accommodate a tall building. This represents over-development and sets a negative precedent. The site, measuring approximately 24 metres in width, cannot provide space for appropriate tower setbacks of a minimum of 12.5 metres on the east and west sides and the 56-storey tower is proposed to essentially come up to the east and west property lines. Such a proposal will have a negative impact on the surrounding King-Spadina East Precinct neighbourhood as it does not meet basic built form principles and guidelines that apply to tall building development including: maintaining adequate skyview, light, privacy and tower separation distance. The density proposed for this small site also creates technical difficulties in providing the appropriate amount of parking. In an attempt to address this, the applicant proposes four-levels of below-



grade parking and an additional four levels of above-grade parking. Above grade parking in this proposal results in blank walls which do little to contribute to the public realm.

The proposal does not fully address the policies of the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe. It also does not comply with the Official Plan, including the King-Spadina Secondary Plan and does not maintain the intent of relevant Council approved guidelines such as the Tall Building Design Guidelines which support the Official Plan. It is also not consistent with Council endorsed directions of the East Precinct Built Form Study and the Secondary Plan Review. As such, the proposed development is not good planning and is not in the public interest.

This report reviews and recommends refusal of the application to amend the Zoning By-law.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council refuse the application for Zoning By-law Amendment at 217 Adelaide Street West for the following reasons:
 - a. the proposal does not conform with and/or maintain the intent of the Official Plan, including the King-Spadina Secondary Plan;
 - b. the proposal is inconsistent with the Council-approved Tall Building Design Guidelines and Council endorsed directions of the East Precinct Built Form Study and the Secondary Plan Review; and,
 - c. the proposal constitutes overdevelopment of the site.
2. City Council authorize the City Solicitor, together with appropriate staff, to appear before the Ontario Municipal Board in support of City Council's decision to refuse the application, in the event that the application is appealed to the Ontario Municipal Board.
3. City Council authorize City Planning, in consultation with the Ward Councillor, to secure services, facilities or matters pursuant to Section 37 of the Planning Act, as may be required by the Chief Planner and Executive Director, City Planning, should the proposal be approved in some form by the Ontario Municipal Board.

Financial Impact

The recommendations in this report have no financial impact.

ISSUE BACKGROUND

Proposal

The proposal is for a 56-storey residential building measuring 171.6 metres (179.6 metres to the top of the mechanical penthouse) containing 410 residential units, 147 parking spaces and 423 bicycle parking spaces. Vehicular parking is proposed to be provided in a four-level below grade parking garage as well as levels three to seven of the seven-storey podium. Levels one to three of the podium will contain the loading space, garbage and recycling room and both short and long term bicycle parking.

The proposed seven-storey podium will have a height of 23.4 metres. A series of setbacks, increasing in size from 0.57 metres to 5.5 metres, will be provided from the Adelaide Street West property line between the ground floor and the seventh storey. Additionally, the north-western most corner of the podium will be setback 5.5 metres from Adelaide Street West for a width of approximately 12 metres, creating a forecourt which will accommodate the residential entrance located at the ground floor. The remainder of the podium will be located lot-line to lot-line on the east, west and south sides of the property.

The tower will be slightly irregular in shape with articulated floorplates ranging in size from 604 to 691 square metres and will setback from Adelaide Street West between 8.0 metres to 9.5 metres at its eastern end and between 10.0 metres and 12.0 metres at its western end. At the rear, the tower will be setback from Pearl Street approximately 9.5 metres to 12.5 metres and 12.0 metres to 15.0 metres moving east to west. Along the sides, the tower will be located on the eastern property line with the exception of a 1.28 metre deep inset in the centre of the façade. This inset will accommodate two columns of windows providing light for internal corridors. The remainder of the façade will have a blank wall condition. Along the west side, setbacks ranging from 1.0 metre to 3.0 metres will be provided on alternating floorplates. This façade will contain residential windows associated with corner units.

A total of 1,598 square metres of indoor residential amenity space will be provided on levels 8 and 9 and also on the mechanical penthouse level at a ratio of approximately 3.9 square metres per unit. A total of 386 square metres of outdoor amenity space is proposed along an eighth floor patio at the front and rear of the building as well as on the mezzanine level at a ratio of approximately 0.94 square metres per unit.

The proposed 410 residential units will have the following approximate breakdown: 66 bachelor units (16%), 211 one-bedroom units (52%), 112 two-bedroom units (27%) and 21 three-bedroom units (5%).

For further details, please refer to Attachment No.7.

Site and Surrounding Area

The site is located mid-block and has a width of approximately 24 metres and a depth of approximately 57 metres, with a total lot area of 1,383 square metres.

- 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: The adjacent site to the east contains a five-storey above-grade parking garage and a five and half-storey brick building at 211 Adelaide Street West, occupying 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: South of the site, fronting King Street West on the east and west sides of Ed Mirvish Way is the site of the recently approved Official Plan Amendment for the Mirvish/Ghery proposal for 85 and 95-storey mixed-use buildings. The TIFF building is located on the north-west corner of King Street West and John Street. Just to the east of the Mirvish/Ghery proposal is the Royal Alexandra Theatre and the 47-storey mixed-use Theatre Park building, currently under construction.
- West: Adjacent to the subject site on the west side, at 19 Duncan Street and 219-223 Adelaide Street West, is a site containing a small parking structure and five-storey heritage building subject to zoning amendment application No. 15-164825 STE 20 OZ for a 57-storey mixed-use building. Further west, at the south-east corner of Adelaide Street and Duncan Street is a three-storey listed heritage building east of 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 by the *Planning Act*, to conform, or not conflict, 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.

Additionally, Section 3.1.3 Built Form – Tall Buildings provides policies related to the development of tall buildings. Policy 3.1.3 states that tall buildings come with larger civic responsibilities than buildings of a smaller scale. This policy states that proposals for tall buildings should clearly demonstrate how they relate to the existing and planned context, take into account their relationship with the topography and other tall buildings and how they meet other objectives of the Official Plan. This policy also states that when poorly located and designed tall buildings can physically and visually overwhelm

adjacent streets, parks and neighbourhoods. They can block sunlight, views of the sky and create uncomfortable wind conditions.

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 achieve a compatible relationship with their built form context through consideration of such matters of building height, massing, scale, setbacks, stepbacks, roof line and profile and architectural character and expression;
- 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 By-law 438-86

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 217 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. This By-law remains under appeal. The zoning for the subject lands under Zoning By-law 569-2013 is substantially the same with regard to use, density, and height as for Zoning By-law 438-86.

The lands fronting 217 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 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* are now under way as part of the second phase of the study. Two additional public meetings were held in April 2015 to present an update on the development of the HCD Plan.

Heritage Preservation Services staff will present the final version of the Plan(s) and a recommendation for designation under Part V of the *Ontario Heritage Act* in the first quarter of 2016. Details on the King-Spadina HCD study are available at: 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>.

In Policy 1 in Section 5.3.2 - Implementation Plans and Strategies for City-Building, the Official Plan states that Guidelines will be adopted to advance the vision, objectives, and policies of the Plan. Urban Design guidelines specifically are intended "to provide a more detailed framework for built form and public improvements in growth areas." The Tall Building Design Guidelines serve this policy intent, helping to implement Chapter 3.1 The Built Environment and other policies within the Plan related to the design and development of tall buildings in Toronto.

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.

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.

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.

Reasons for 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 141.6 metres (149.6 metres to the top of the mechanical penthouse), resulting in a proposed building height of 171.6 metres (179.6 metres including the mechanical penthouse). In addition, the proposed building does not comply with other restrictions that are in effect on the lands.

Community Consultation

A community consultation meeting was held on October 5, 2015 and was attended by approximately 60 members of the community. At the meeting, staff made clear that the application as proposed is not supportable. Staff explained that, due to the limited width of the site, it is not possible to provide adequate tower setbacks to achieve the appropriate tower separation distances between the subject property and adjacent properties. Staff noted that the applicant has made an effort to reach out to adjacent property owners in an attempt to arrive at a compromise that would allow the required tower separation distances to be provided for the most part on adjacent lands. It is staff's understanding that an agreement has not been arrived at.

Comments made at the community meeting included the impact on Adelaide Street should the adjacent property to the east develop in a similar fashion and abut right against its west property line, questions regarding the proposed height of almost 180 metres when only 30 metres is permitted as-of-right, impact on the three heritage buildings located on the north and south sides of Adelaide Street West between Duncan Street and Pearl Street, concern regarding traffic impact on Adelaide Street West and concern that a portion of Adelaide Street will be encumbered during construction.

Letters of objection have also been received from the adjacent property owner to the east at 19 Duncan Street / 219-223 Adelaide Street West and from the adjacent property owner to the west at 211 Adelaide Street West. In both instances, the letters cite tower separation distances as the key concerns leading to the objections.

Agency Circulation

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to arrive at the conclusion that the proposed development cannot be supported in its current form.

COMMENTS

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) contains policies related to managing and directing development. It requires that sufficient land be made available for intensification and redevelopment, that planning authorities identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account, among other things, the existing building stock and areas, and that they establish and implement minimum targets for intensification and redevelopment within built up areas. Policy 4.7 indicates that the Official Plan is the most important vehicle for implementing the PPS. Further, policy 1.1.3.3 indicates planning authorities shall identify appropriate locations for intensification and redevelopment. In this context, the Official Plan further implements the direction of the PPS to require appropriate built form to fit harmoniously into its existing and planned context.

The City's Official Plan that includes the King-Spadina Secondary Plan, meets the requirements of the PPS. It contains clear, reasonable and attainable policies that protect provincial interests and directs development to suitable areas while taking into account the existing building stock, including numerous heritage buildings, and protects the character of the area consistent with the direction of the PPS. In this context, although the project does represent intensification, it is not consistent with other objectives of the Official Plan and therefore the PPS in that it does not fit harmoniously into its existing and planned context and it represents overdevelopment of the site.

The site is within the urban growth centre of the built-up area boundary as delineated in the Growth Plan for the Greater Golden Horseshoe (GPGGH), where a significant share of population and employment growth is anticipated. In conjunction of the direction for intensification within the urban growth area, Section 2.2.3.6 of the GPGGH directs the City's Official Plan and supporting documents, such as Design Guidelines, to establish policies to identify appropriate scale of development. Further, section 2.2.3.7 of the GPGGH directs development within intensification areas to provide an appropriate transition of built form to adjacent areas. In this context, the Official Plan, the King-Spadina Secondary Plan, the King-Spadina East Precinct Built Form Study, the King-Spadina Heritage Conservation District Study, the Tall Buildings Design Guidelines and the Zoning By-law provide direction on the appropriate height and separation distances between buildings within the King-Spadina area. This proposal has not addressed the policy direction of the Official Plan and its supporting documents and therefore challenges the Growth Plan for the Greater Golden Horseshoe in terms of appropriate scale and transition.

Conformity with the Planning Framework for King-Spadina

The application has been assessed in the context of the planning framework for King-Spadina which includes the Official Plan, the King-Spadina Secondary Plan currently being refined, the on-going King-Spadina East Precinct Built Form Study and King-Spadina Heritage Conservation District study and the Tall Building Design Guidelines. As outlined below, the proposal does not meet the objectives of the King-Spadina planning framework. The site, which is not suitable for tall building development, does not allow the enough room to provide adequate light, view, privacy and compatibility with the existing and planned built form context.

Land Use

The proposed development is located in the *Downtown* and *Regeneration Areas* of the Official Plan and is in an appropriate location for development that supports growth. New development however, must conform to the City's growth management strategy along with the objectives and policies that support it. The King Spadina Area is characterized by a dynamic mix of uses including residential, entertainment, institutional and office which is anchored by a high concentration of creative and cultural uses. The City's new Employment policies focus on the need to retain and grow employment in the City while advocating for the replacement of existing office space on any redevelopment site.

While the proposal regenerates an underutilized site containing a surface parking lot as encouraged by the King-Spadina Secondary Plan and the proposed residential uses are permitted in this area of the *Downtown*, there is a lost opportunity to provide a true mix of uses which are the cornerstone of *Regeneration Areas*. Although this property does not house existing employment uses, given the constraints on the site and its context, it provides an opportunity for redevelopment with a new purpose built, mid-rise office building as has been approved elsewhere in King Spadina and which is implemented by the City's new Employment policies.

Density, Height and Separation Distances

The King Spadina Secondary Plan sets out the desired type and form of physical development that may occur in this area and the resultant built form. Policy 3.6 of the Secondary Plan protects the character of King-Spadina by requiring consideration of matters such as building height, massing, scale, setbacks and stepbacks and by minimizing the wind and shadow impacts on streets, parks and open spaces. Within this framework, density, height and massing are all concerns with the application, but, in particular, given the small size and mid-block location of the lot, the siting of the tower right on the east property line and very close to the west property line, is a key concern.

Density

The Zoning By-law does not provide density limits for areas zoned Commercial Residential. Rather, the built form is determined by other performance standards such as height, setbacks and stepbacks and compliance with the King-Spadina policy framework. The proposed height of 171.6 metres (179.6 metres to the top of the mechanical penthouse) and limited setbacks result in a very high density of 28.32 times the area of the lot. In comparison, the zoning amendment application currently under review at the adjacent site to the west (19 Duncan Street/219-223 Adelaide Street West) proposes a density of 18.63 times the area of the lot. As well, despite the significant height of the Mirvish-Gehry proposal of 85 and 95 storeys, the approved density is approximately 18.1 times the area of the lot achieved comprehensively through an Official Plan Amendment that secures heritage and cultural resources. The proposed density of 28.32 times the area of the lot, which is a symptom of excessive massing and the constrained size of the site, is not supportable.

Height

Due to the limited opportunity to provide adequate tower separation distances, a tall building of any height is considered too tall for the subject site. However, even if there were adequate tower separation distances, there are general concerns with the proposed height of close to 180 metres. The emerging planning analysis coming out of the King-Spadina East Precinct Built Form Study is that heights should follow a downward gradation moving east to west from University Avenue towards Spadina Avenue and that they generally should be no taller than the TIFF Bell Lightbox building at 157 metres. The proposal exceeds this by a little over 20 metres. More importantly, there is also an expectation that, the taller the building, the greater the tower separation distances required above the minimum 25 metre requirement.

Separation Distances

As noted above, the proposed tower setbacks of 0.0 meters on the east side and 1.0 metres to 3.0 metres on the west side are a key concern with the application. Guideline 3.2.3 - Separation Distances of the City Wide Tall Building Design Guidelines requires that tall building towers setback 12.5 metres or more from the side and rear property lines or the centre line of an abutting lane in order to limit negative impact on sunlight, sky view, privacy and daylighting. As is the case with the subject site, the Guidelines acknowledge that some sites are simply too small to accommodate tall building development as it is not possible to provide the required separation distances on these. Development of tall buildings on such sites results in negative impacts on the quality of the public realm, neighbouring properties, the living and working conditions for building occupants and the overall liveability of the City.

The Guidelines also recognize that when a tall building is proposed adjacent to an existing tall building or a potential tall building development site, a cumulative impact of clustered towers occurs and therefore, in addition to a 25 metre tower separation distance, towers should be further shaped, placed and articulated to increase the actual and perceived distances between adjacent buildings.

There is already a development proposed at the adjacent site to the west located at 19 Duncan Street / 219-223 Adelaide Street West which includes a 12.5 metre setback from its east property line and therefore meets the separation standards required by the Tall Building Design Guidelines on its own site. There have been instances in the King-Spadina East Precinct where 20 metres, to the face of the tower, has been accepted given particular circumstances. However, should the development on the subject site be allowed as proposed, this would result in a tower separation distance ranging from 12.5 to 15.5 metres to the west, falling well short of the minimum 25 metre requirement.

The block bounded by Adelaide Street West, Duncan Street, Simcoe Street and Pearl Street includes five properties under separate ownership. Two parcels, one at the east (subject to a Zoning Amendment application as noted above) and one at the west, are large enough to accommodate a tall building on their own lot and meet the Tall Building Design Guidelines along with other policies of the King Spadina Secondary Plan. The remaining blocks are smaller and cannot accommodate tall buildings within their own property lines and comply with the King-Spadina East Precinct Policy Framework. The Tall Building Design Guidelines recommend a tower floorplate size of no more than 750 square metres. Due to the small sizes, even with proposed floorplates of less than this, tall buildings on these sites would face other technical challenges. The property at 217 Adelaide Street is one of these small sites.

The proposed development does not meet the overall intent and purpose of the City-wide Tall Building Guidelines, particularly, as has been seen above, with respect to Guideline 3.2.3 - Separation Distances.

Above Grade Parking

Above-grade parking is discouraged because it results in blank walls and poor building animation. The City Wide Tall Building Design Guidelines identify the difficulty that small sites have in providing required amounts of underground parking as minimum lot depths are necessary to achieve setbacks and to allow for typical below-grade parking layouts. As a result, street level façades can be compromised when above-grade parking garages are introduced on sites with inadequate conditions to allow for below-grade parking.

As noted previously, this site is too small to accommodate the appropriate amounts of below grade parking and some of the parking is proposed above-grade within levels three to seven of the podium. The remainder of the podium therefore is occupied by on-site circulation and loading activities, the residential entrance, bicycle parking and vehicular parking, leaving no room for commercial or retail uses which help to animate the street.

While attempts have been made to contribute positively toward Adelaide Street West and Pearl Street with the use of a series of setbacks and stepbacks including a residential forecourt at the north-west corner of the building, the presence of above-grade parking and lack of grade-related commercial uses results in mostly blank walls that do little to animate the street and diminish the built form contributions gained along the street frontages.

Traffic Impact, Access, Parking and Servicing

Engineering and Construction Services staff have reviewed the application. Staff have concerns about the proposed reduction in parking, on-site loading truck movements, groundwater pumping and discharging strategy and the proposed sanitary connection. Engineering and Construction Services requires further revisions to the plans, compliance with the zoning by-law regarding parking, and amendments allowing loading trucks to enter and exit the Type-G loading space in a forward motion.

Open Space/Parkland

The Official Plan contains policies to ensure that Toronto's system of parks and open spaces are maintained, enhanced and expanded. Map 8B of the Toronto Official Plan shows local parkland provisions across the City. The lands which are the subject of this application are in an area with 3.00 + hectares of local parkland per 1,000 people. The site is in the highest quintile of current provision of parkland. The site is in a parkland acquisition priority area, as per Chapter 415, Article III of the Toronto Municipal Code.

The application is for the construction of one new residential building with 410 units. At the alternative rate of 0.4 hectares per 300 units specified in Chapter 415, Article III of the Toronto Municipal Code, the parkland dedication requirement is 5,467 m² or 395% of the site area. However, for sites that are less than 1 hectare in size, a cap of 10% of the development site is applied to the residential use. In total, the parkland dedication requirement is 138 m².

If the proposed development were to proceed, the applicant would be required to satisfy the parkland dedication requirement through cash-in-lieu. This is appropriate dedication would not be large enough to be a functional park space. The actual amount of cash-in-lieu to be paid will be determined at the time of issuance of the building permit.

Mid-block Connection

Through the King-Spadina East Precinct Public Realm Strategy, this site has been identified as a potential location for a mid-block connection to connect Adelaide Street to Pearl Street. Development on this property should be required to implement this strategy.

Block Planning

There has been one instance in the King-Spadina East Precinct where a number of tower applications were submitted at the same time within a single block and the applicants entered into a joint block planning exercise as none of the proposed development sites on the block was able to meet required tower separation distances within their own property. The report from the Director, Toronto and East York District dated August 5, 2014 updating Council on the status of the King-Spadina East Precinct Built Form Study generally encouraged planning in King-Spadina to occur on a block-by-block rather than on a site-by-site basis in order to avoid situations where the first tower application on a block attempts to export facing distance constraints to other properties resulting in too many towers on one block and a poor relationship of new buildings to their context.

In pre-application meetings with the applicant as well as at the pre-application community consultation meeting, staff acknowledged the possibility of a potential block plan exercise on this block. The applicant has also expressed a strong interest in entering into a block plan exercise with adjacent neighbours. Since then, staff have looked at the entire block and spoken to the various land owners and determined that there are at least two other sites within the block which can redevelop with a tall building within their own property limits without requiring any agreements from adjacent properties. The zoning amendment application at 19 Duncan Street / 219-223 Adelaide Street West, which was received approximately one month prior to the subject application, proposes a 12.5 metre and 10.0 metre separation distance from its east and south property lines respectively. The property on the eastern edge of the block, 211 Adelaide Street West, also has the appropriate size and configuration to redevelop with a potential future tall building within its own property limits. Based on these reasons, staff have concluded that this block can reasonably accommodate two towers and that there is no need to export separation requirements to other owners.

Toronto Green Standard

On October 27, 2009 City Council adopted the two-tiered Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Tier 1 is required for new development. Tier 2 is a voluntary, higher level of performance with financial incentives. Achieving the Toronto Green Standard will improve air and water quality, reduce green house gas emissions and enhance the natural environment.

The applicant is required to meet Tier 1 of the TGS. Should a redevelopment be approved, the applicant will be required to submit a site plan that brings their proposal into compliance with these standards.

Provision of Family-sized Units

The applicant is proposing to supply 21 three-bedroom units which equals five percent of the total unit count. A minimum ten percent of all units as three-bedroom or greater to broaden the range of housing is recommended. The proposed ratio does not meet this objective.

Section 37

Section 37 of the Planning Act allows the City to require community benefits in situations where increased density and/or height are permitted. Community benefits are specific capital facilities (or cash contributions for specific capital facilities) and can include: parkland and/or park improvements above and beyond the parkland dedication, public art; streetscape improvements on the public boulevard not abutting the site; Heritage Conservation District studies identified in the Official Plan; and other works detailed in Section 5.1.1.6 of the Official Plan. Section 37 may also be used as may otherwise be agreed upon, subject to the policies contained in Chapter 5 of the Official Plan.

The community benefits must bear a reasonable planning relationship to the proposed development including, at a minimum, an appropriate geographic relationship and may relate to planning issues associated with the development (e.g. local shortage of parkland).

Following the submission of the development application, City staff determined it was not appropriate to discuss Section 37 benefits as the proposed development was not deemed to be 'good planning'.

Should a redevelopment of some form be approved through an Ontario Municipal Board Hearing, staff will be requesting a Section 37 contribution.

Conclusion

Staff have reviewed the application submitted by the applicant for 217 Adelaide Street West on June 19, 2015 and determined that the proposal does not fully address some of the policies of the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe. It is not consistent with the Official Plan, including the King-Spadina Secondary Plan, as well as with the intent of Council approved guidelines such as the Tall Building Design Guidelines which support the Official Plan. It is also not consistent with Council endorsed directions of the East Precinct Built Form Study and the Secondary Plan Review.

A detailed written response from Planning staff was provided to the applicant on August 10, 2015 outlining the principle concerns with the application, namely tower separation distances, height and above-grade parking. Staff have also had a number of

conversations with the applicant regarding their request to initiate a block plan exercise and relayed reasons why such an exercise is not required to allow the block to appropriately redevelop with tall building developments while maintaining a built form that is consistent with the King-Spadina East Precinct Policy Framework. City Planning staff have indicated to the applicant that, given the constraints of the site, a midrise building would be much more supportable. It is the opinion of City Planning that the subject tall building application constitutes overdevelopment of the site, is not good planning, and is not in the public interest. As such, City staff recommend refusal of the application.

CONTACT

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SIGNATURE

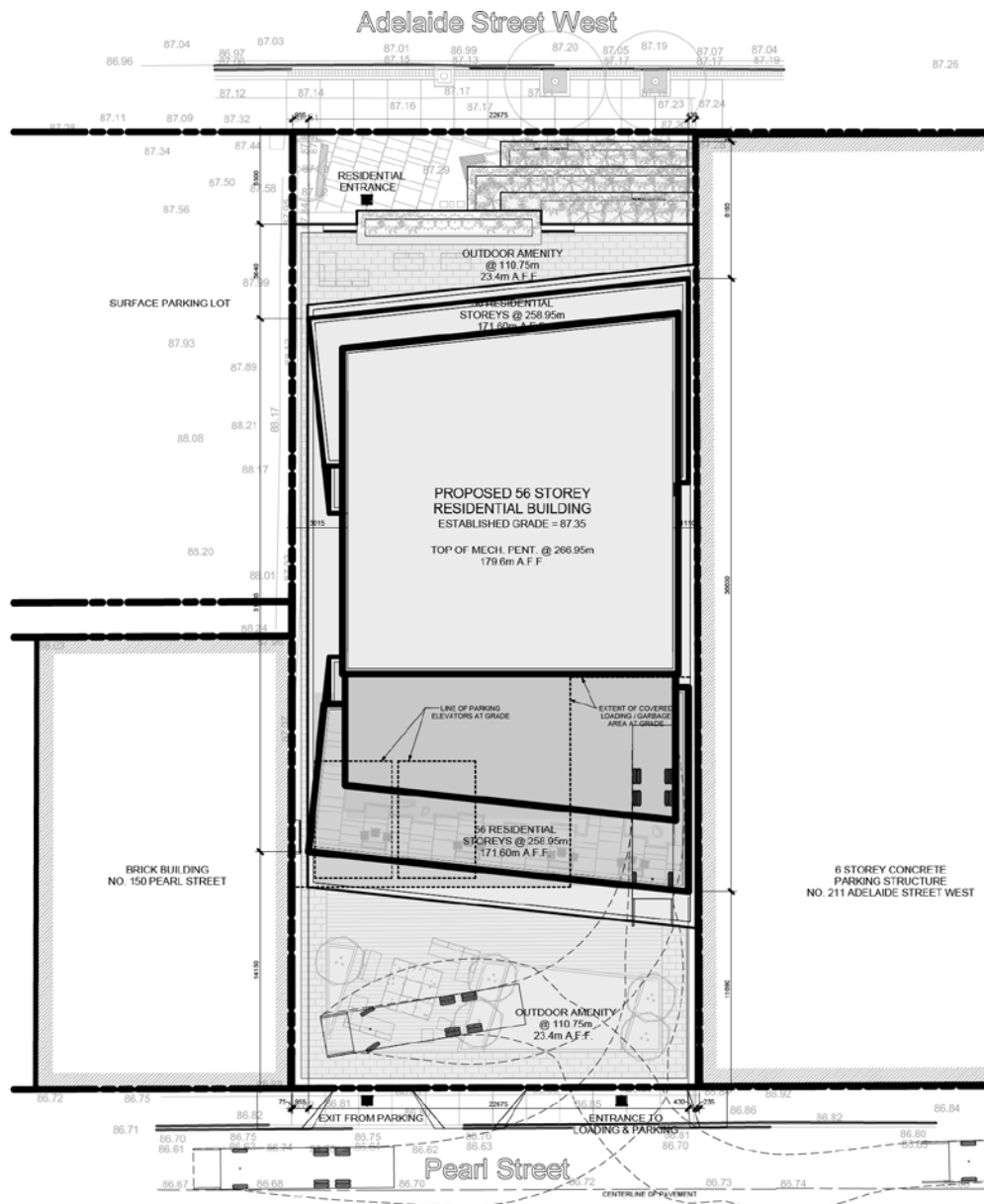
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

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

Attachment 1: Site Plan



Site Plan

217 Adelaide Street West

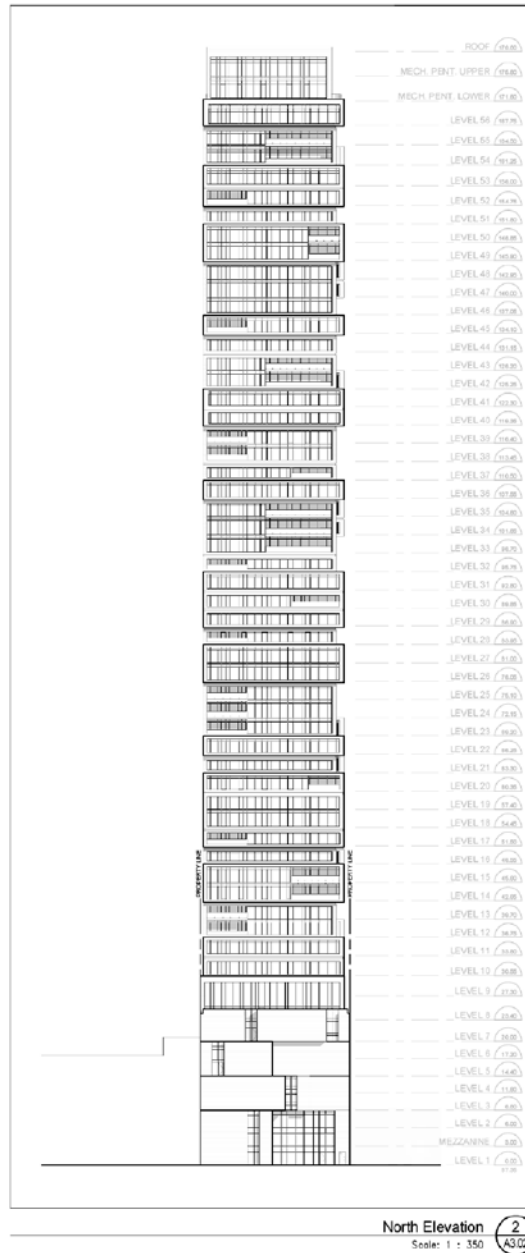
Applicant's Submitted Drawing

Not to Scale
09/30/2015



File # 15_177189 STE 20 02

Attachment 2: North Elevation



North Elevation

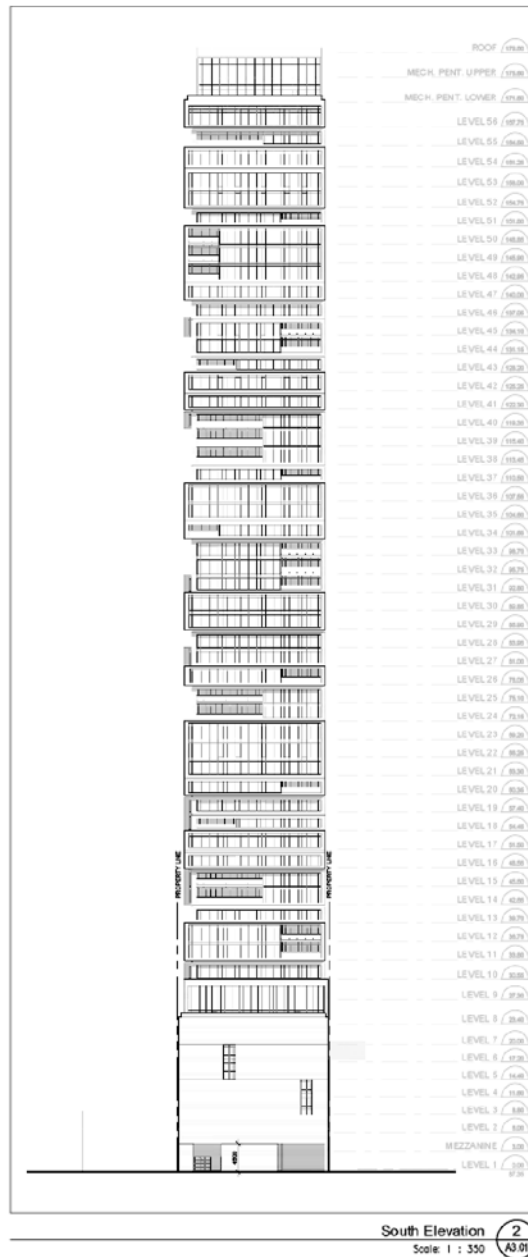
Applicant's Submitted Drawing

Not to Scale
09/30/2015

217 Adelaide Street West

File # 15_177189 STE 20 02

Attachment 3: South Elevation



South Elevation

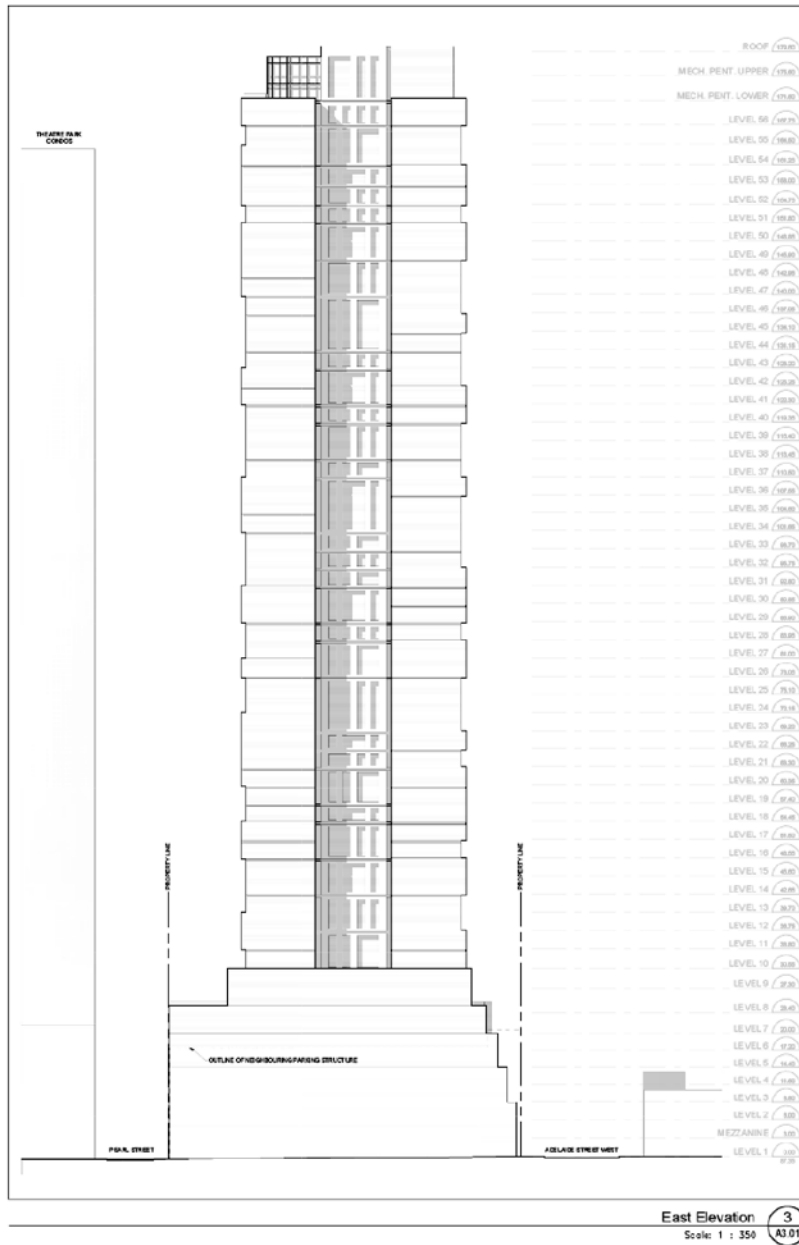
Applicant's Submitted Drawing

Not to Scale
09/30/2015

217 Adelaide Street West

File # 15_177189 STE 20 02

Attachment 4: East Elevation



East Elevation

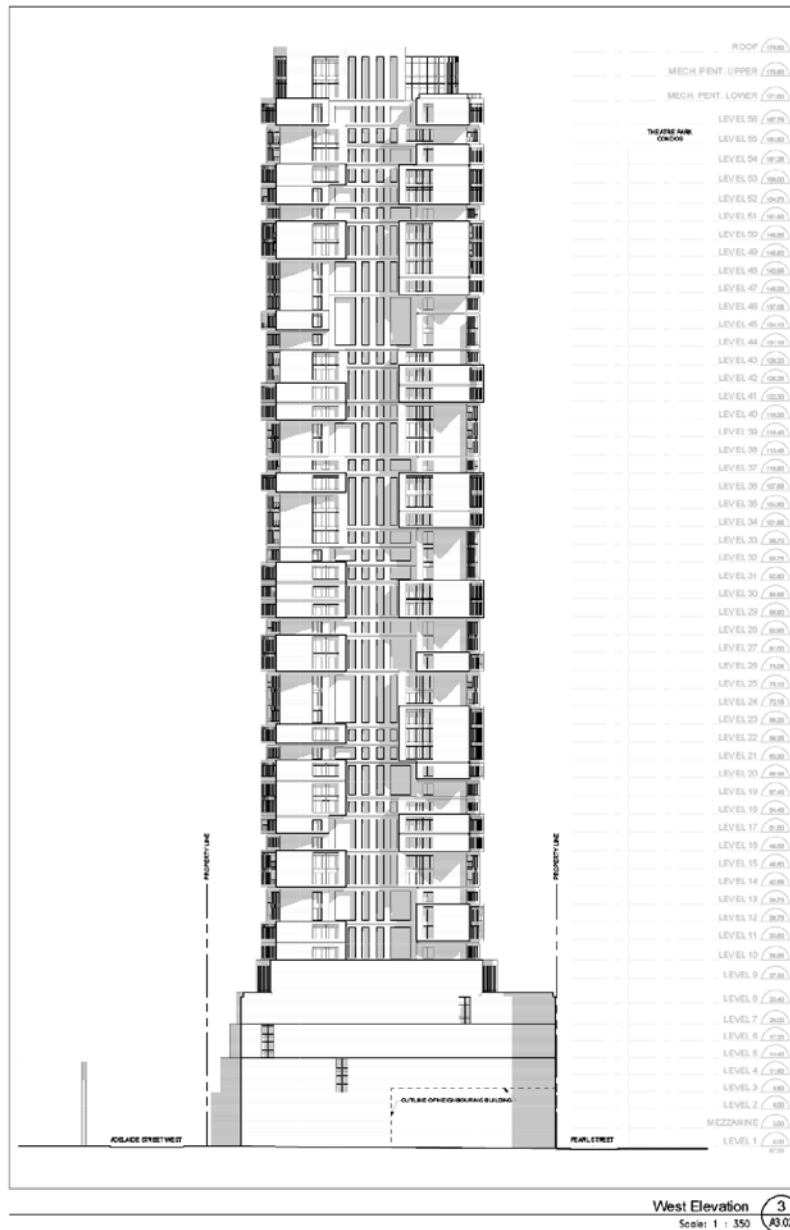
Applicant's Submitted Drawing

Not to Scale
09/30/2015

217 Adelaide Street West

File # 15_177189 STE 20 02

Attachment 5: West Elevation



West Elevation

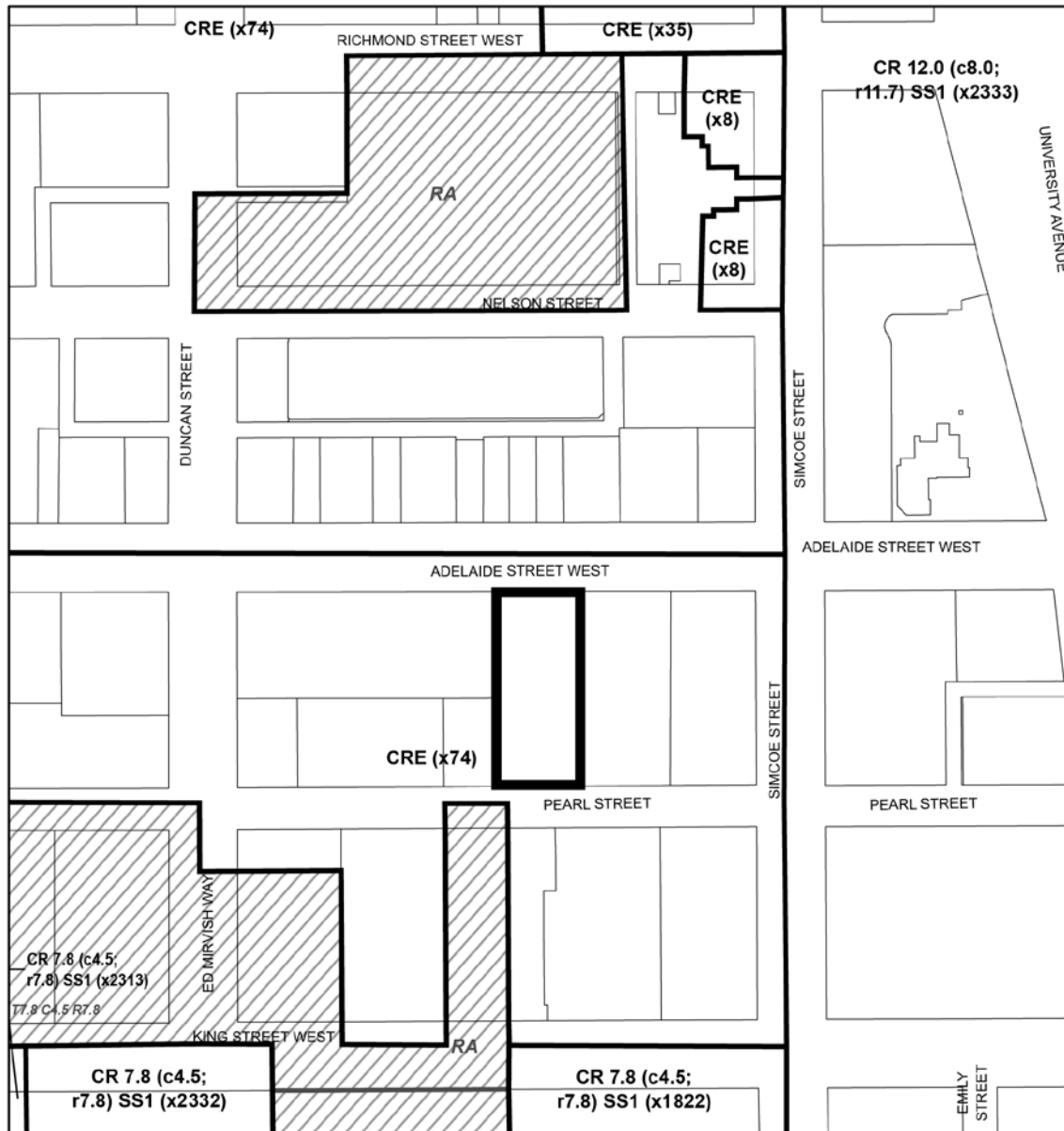
Applicant's Submitted Drawing

Not to Scale
09/30/2015

217 Adelaide Street West

File # 15_177189 STE 20 0Z

Attachment 6: Zoning



Zoning By-Law No. 569-2013

217 Adelaide Street West

File # 15_177189 STE 20 02

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: 09/30/2015

Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number: 15 177189 STE 20 OZ
Details	Rezoning, Standard	Application Date: June 19, 2015
Municipal Address:	217 ADELAIDE STREET WEST	
Location Description:	PLAN 223E PT BLK C **GRID S2015	
Project Description:	Zoning Amendment application to redevelop the site with a 56-storey residential building, including a seven-storey podium, and a total of 410 residential units. Vehicular parking will be located below grade as well as within levels three to seven of the above grade podium, and include 153 spaces.	

Applicant:	Agent:	Architect:	Owner:
Peter Smith, Bousfields Inc		David Butterworth, Kirkor Architects + Planners	217 Adelaide Holdings Limited

PLANNING CONTROLS

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

PROJECT INFORMATION

Site Area (sq. m):	1382.81	Height:	Storeys:	56
Frontage (m):	24.1		Metres:	179.6
Depth (m):	57.1			
Total Ground Floor Area (sq. m):	1307.3			Total
Total Residential GFA (sq. m):	39166.56		Parking Spaces:	147
Total Non-Residential GFA (sq. m):	0		Loading Docks	1
Total GFA (sq. m):	39166.56			
Lot Coverage Ratio (%):	94.5			
Floor Space Index:	28.32			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	39166.56	0
Bachelor:	66	Retail GFA (sq. m):	0	0
1 Bedroom:	211	Office GFA (sq. m):	0	0
2 Bedroom:	112	Industrial GFA (sq. m):	0	0
3 + Bedroom:	21	Institutional/Other GFA (sq. m):	0	0
Total Units:	410			

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