

11 Centre Ave - Zoning Amendment Application - Preliminary Report

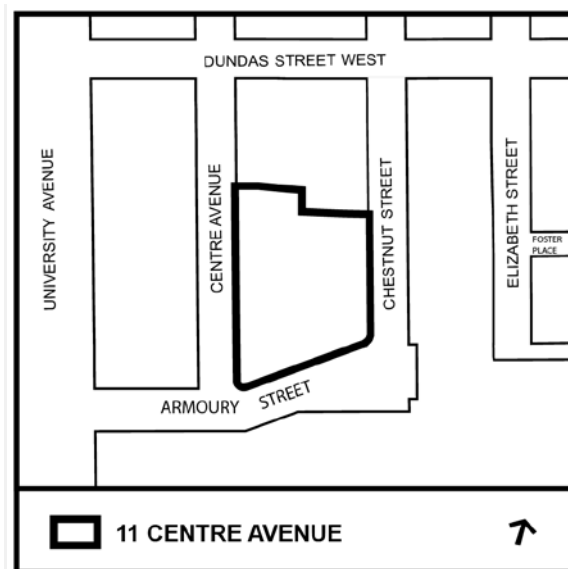
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|--------------------------|--|
| Date: | December 15, 2015 |
| To: | Toronto and East York Community Council |
| From: | Director, Community Planning, Toronto and East York District |
| Wards: | Ward 27 – Toronto Centre-Rosedale |
| Reference Number: | 15 244771 STE 27 OZ |

SUMMARY

The New Toronto Courthouse is proposed to be constructed on the site located at the northwest corner of Armoury Street and Chestnut Street, immediately northwest of City Hall. The new building would include a number of courtrooms and associated courthouse operations, as well as ancillary office and café space. The current zoning by-law amendment application has been submitted primarily to establish the building envelope and height of the proposed building. The proposed maximum height of the building is 135 m on the western portion of the site and a height of 95 m on the eastern portion. A total of 100 private parking spaces would be located in an underground parking garage.

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.

At the time of writing this report, it is anticipated that a Community Consultation meeting will be held in the first quarter of 2016. Staff anticipate submitting a Final Report on the application to Community Council in the second or third quarter of 2016. This target date assumes that the applicant will provide all required information and address all comments and issues in a timely manner.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 11 Centre Avenue 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

In the past year, City staff have had a number of meetings with the consulting team and various Provincial Ministries, including Infrastructure Ontario, regarding the proposed courthouse to help inform the development approval process from both the City and Provincial perspective, including the required submission materials for the subject application.

Given the proximity of the site to City Hall, there were pre-application discussions regarding the importance of protecting views of the City Hall buildings. Various massing models were developed to evaluate any view impacts. Attachment 10 of this report illustrates the massing of the current proposal. Views to City Hall have been included in the submitted Urban Design Guidelines and developed to establish development principles for the proposed courthouse building, including building image, built form considerations, materials, ground floor and public realm and its relationship to its surroundings.

ISSUE BACKGROUND

Proposal

The details of the proposed courthouse are still being developed, but at this time certain elements are known, including: some of the intended uses within the building, number of private parking spaces required for the courthouse; and potential building envelope and height.

The proposed high-rise courthouse building would include a number of courtrooms and associated courthouse operations, as well as ancillary office and a café, with a potential overall gross floor area of 73,531 square metres.

The proposed zoning envelope includes a maximum building height of 135 metres on the western portion of the site and a maximum building height of 95 metres on the eastern portion. The tower portion of the courthouse would have a 12.5 metre minimum setback to the northern property line and minimum side yard setbacks of 3.2 metre and 4.7 metre minimum from Centre Avenue and Chestnut Street respectively.

Security requirements will play a major role in the design and accessibility of the site and building. No public parking underground or on-street would be permitted due to security requirements.

The main pedestrian entrance will be accessed via a civic plaza along Armoury Street. To enhance the existing pedestrian realm it is proposed that the sidewalk be extended into portions of the existing Armoury Street right-of-way by removing the existing curb lane (currently used as a temporary on-street motorcoach parking zone and previously used for City of Toronto pay and display parking). The large plaza area would consist of a variety of hard and soft landscaping, as well as a mix of landscape security features, including bollards and seat planters.

A minimum of 100 parking spaces are being provided to pre-authorized courthouse staff. Vehicular access/egress for pre-authorized staff is proposed on the northern edge of the site along Centre Avenue. In-custody transport and loading would each access from Centre Avenue, while vehicular egress is conversely located on Chestnut Street. Staff vehicular access, in-custody transport and loading access are not intended to be shared for security reasons.

Pick up/drop-off space is proposed on Centre Avenue, adjacent to the courthouse's short-term bike parking. A Wheel-Trans pick up/drop-off is proposed to be located on Chestnut Street.

Site and Surrounding Area

The subject site is located directly northwest of City Hall at the northwest corner of Chestnut Street and Armoury Street. The site area is 6,600 sq.m. (71,300 sq.ft. or 1.63 acres). It has three frontages with a frontage of 100 metres on Centre Avenue, 70 metres on Chestnut Street and 75 metres on Armoury Street.

As referenced in the Stage 1 Archaeological Assessment prepared by Timmins Martelle Heritage Consultants Inc., the subject site rests north of the former Toronto Armouries complex and Osgoode Hall, in the historic St. John's Ward. This was an area of early black settlement and both 19th and 20th century ethnic enclaves associated with first generation Irish, Italian, Jewish and Chinese settlement in Toronto. While there has been a surface parking lot on the site for many years, the subject property once contained both permanent and tenant housing, as well as a number of religious buildings (including the British Methodist Episcopal Church, Russian Congregation Synagogue and Centre Avenue Mission) and factories.

South: To the south is the Superior Court of Justice building and Osgoode Hall.
Southeast of the site is City Hall.

- East: To the east of the site is Chestnut Residence (89 Chestnut Street), a University of Toronto undergraduate and graduate student residence, and a 15-storey Toronto Community Housing apartment building (111 Chestnut Street).
- West: To the west are a number of government and office buildings with frontage on University Avenue.
- North: To the north of the site is the DoubleTree by Hilton Hotel (108 Chestnut Street), and a condominium tower (55 Centre Avenue).

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 subject property is located within the Downtown and Central Waterfront area on Map 2 – Urban Structure in the Official Plan and is designated as *Mixed Use Areas* on Map 18 – Land Use Plan in the Official Plan.

Mixed Use Areas are made up of a broad array of residential uses, offices, retail and services as well as institutional, entertainment, recreational and cultural activities in addition to parks and open spaces. *Mixed Use Areas* are intended to be areas for new retail, office, and service employment and new housing.

The Plan includes criteria that direct the form and quality of development for the *Mixed Uses Areas* designation. The criteria state that new buildings are to provide a transition between areas of different intensity and scale, including stepping down of heights towards lower scale neighbourhoods; minimize shadow impacts and provide an attractive, safe and comfortable pedestrian environment.

The application will be reviewed against all policies in the Official Plan including those in the "Downtown", "Public Realm", and "Built Form" sections of the Plan. Compliance with other relevant policies of the Official Plan will also be addressed. Consideration must also be given to Official Plan Amendment 199 which was recently approved by the Ontario Municipal Board in 2015. Official Plan Amendment 199 establishes new policies to identify, evaluate and conserve cultural heritage resources: individual heritage properties, heritage conservation districts, cultural heritage landscapes, archaeological sites, and important views to landmark buildings, natural features and the city skyline. The new policies include the protection of the views of City Hall.

Zoning

In By-law 569-2013 the subject lands are zoned CR 7.8 (c 4.5, r 7.8) SS1 (x2309) and the maximum permitted height of 61 metres. The CR zoning permits a variety of commercial and residential uses including: retail, commercial, offices, and courts of law. The site's current zoning permits a maximum non-residential density of 4.5 times the lot area, a total GFA of approximately 31,776 square metres (342,000 square feet), and residential density of 51,636 square metres (555,800 square feet).

In the former City of Toronto By-law 438-86, the subject lands are zoned CR T7.8 C4.5 R7.8 with a maximum height of 61 metres.

Site Plan Control

The proposed development is subject to Site Plan Control approval. A Site Plan Application has not yet been submitted.

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. On a site-specific basis where adequate tower separation, setbacks, and stepbacks are achieved, flexibility in the maximum floor plate size of 750 sq.m. may be considered for the tower, or a portion thereof, to make the interior layout of commercial-only buildings, economically viable.

The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

Downtown Tall Buildings: Vision and Supplementary Design Guidelines

This project is located within an area that is also subject to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (adopted by City Council in July 2012 and consolidated with the city-wide Tall Building Design Guidelines May 2013). This document identifies where tall buildings belong Downtown, and establishes a framework to regulate their height, form and contextual relationship to their surroundings. The Downtown Vision and Supplementary Design Guidelines should be used together with the city-wide Tall Building Design Guidelines to evaluate new and current Downtown tall building proposals. The Downtown Tall Buildings Guidelines are available at

<http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines>

TOcore: Planning Toronto's Downtown

On December 9, 2015, City Council adopted a staff report entitled 'TOcore: Planning Toronto's Downtown – Phase 1 – Summary Report and Phase 2 Directions'. The report outlined the deliverables of TOcore which will be a renewed planning framework through a Downtown Secondary Plan and a series of infrastructure strategies. The work for TOcore began on May 13, 2014 when Toronto and East York Community Council adopted 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 and the project website is www.toronto.ca/tocore.

TOcore is looking at how Toronto's Downtown should grow, with both a renewed planning framework and the necessary physical and social infrastructure to remain a great place to live, work, learn, play and invest. TOcore is in its second 'planning and analysis' phase, which involves drafting policies, plans and strategies. A report back to TEYCC is targeted by the end of 2016 on the results of Phase 2 and next steps on implementation. The review of this application will be informed by the issues being considered under TOcore.

Reasons for the Application

A rezoning application is required to permit the proposed height, density and building setbacks. Additional areas of non-compliance with the Zoning By-law will be assessed as the review of the application advances.

Application Submission

The following reports/studies were submitted with the application:

- Toronto Green Standards Checklist
- Planning Rationale
- Urban Design Guidelines
- Shadow Study
- Wind Study
- Stage 1 Archaeological Assessment
- Transportation Impact Study, including Loading, Parking and Traffic Operations
- Stormwater Management and Servicing Report

A Notification of Complete Application was issued on December 1, 2015.

This proposed courthouse is an Infrastructure Ontario project and is to be built under the Design, Build, Finance and Maintain Model and the Alternative Financing and Procurement (AFP) process established by the Province. A collaboration framework with the City has been established which includes a Planning Phase, Request for Proposals Phase (RFP) and Evaluation Phase. The zoning application has been submitted as part of the Planning Phase to establish the basic zoning permissions including building envelope, height and density. The final design of the building will be determined as part of the selection process, once a successful proponent has been selected and the site plan has been finalized.

Design Review Panel

The submitted Urban Design Guidelines were presented to the Design Review Panel on December 15, 2015. There were a number of comments related to building materiality, public realm, pedestrian and vehicular circulation, among other matters, that will be addressed as part of the development review process and the Project Specific Output Specs (PSOS).

COMMENTS

Issues to be Resolved

- Consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
- Consistency with the Official Plan policies, particularly with respect to Built Form, including the policies in Official Plan Amendment 199;
- Conformity with the Design Criteria for the Review of Tall Building Proposals and the Downtown Tall Buildings: Vision and Supplementary Design Guidelines;
- Appropriateness and impact of additional height, massing and character in relation to its existing and planned context, including City Hall and the surrounding buildings;
- Further Archaeological Assessment, and strategies for protecting and/or interpreting heritage resources;
- Provision, location and access of vehicular and bicycle parking and loading;
- Traffic impacts and access and circulation; and
- Shadow impacts.

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

CONTACT

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E-mail: mchlon@toronto.ca

SIGNATURE

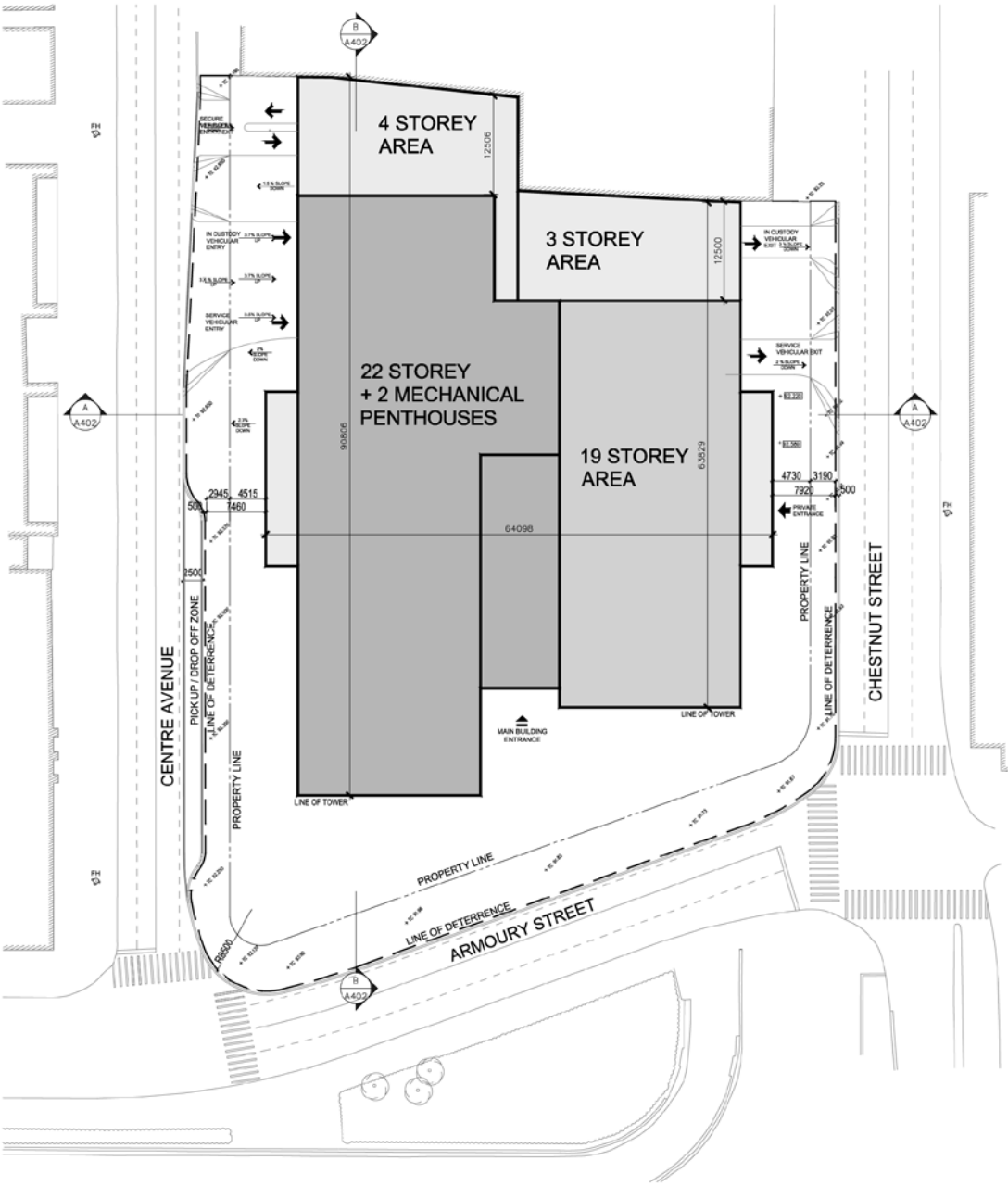
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan [as provided by applicant]
Attachment 2: South Elevation [as provided by applicant]
Attachment 3: East Elevation [as provided by applicant]
Attachment 4: West Elevation [as provided by applicant]
Attachment 5: North Elevation [as provided by applicant]
Attachment 6: Existing Official Plan
Attachment 7: Existing Zoning
Attachment 8: Ground Floor Plan [as provided by applicant]
Attachment 9: Landscape Plan [as provided by applicant]
Attachment 10: Mass Model [as provided by applicant]
Attachment 11: Application Data Sheet

Attachment 1: Site Plan [as provided by applicant]



Site Plan

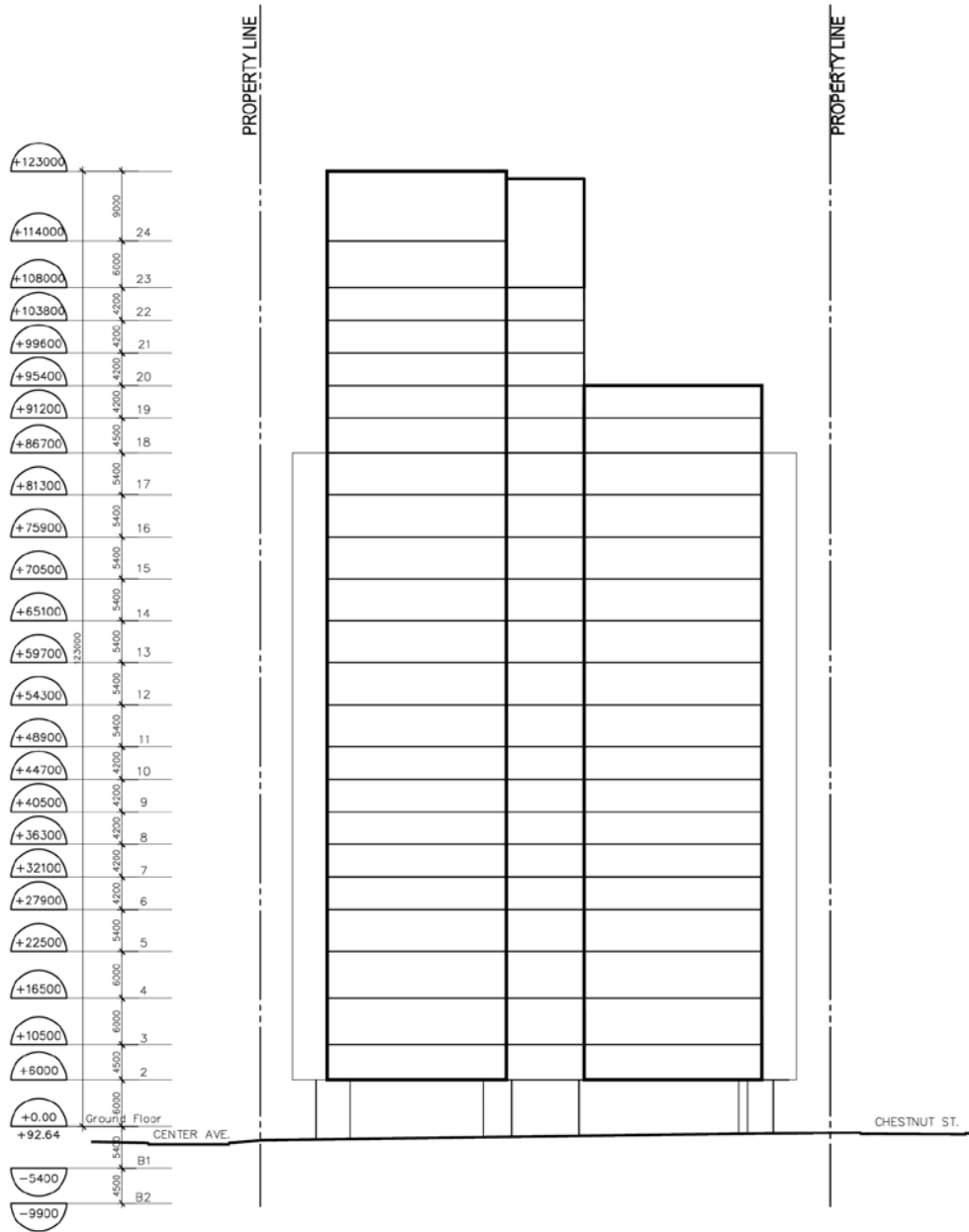
11 Centre Avenue

Applicant's Submitted Drawing

Not to Scale 

File # 15_244771 STE 27 0Z

Attachment 2: South Elevation [as provided by applicant]



South Elevation

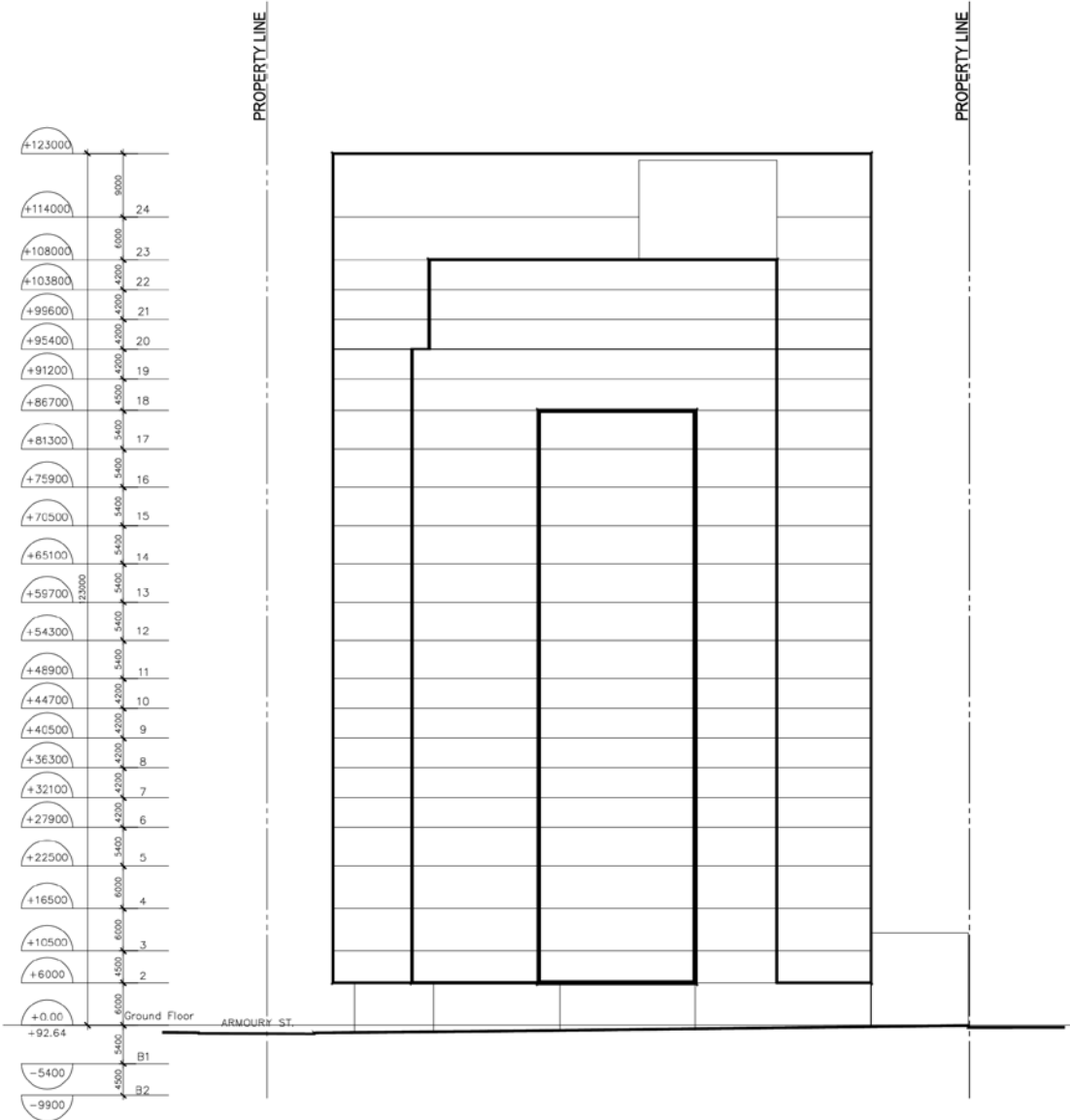
Applicant's Submitted Drawing

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11/26/2015

11 Centre Avenue

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Attachment 3: East Elevation [as provided by applicant]



East Elevation

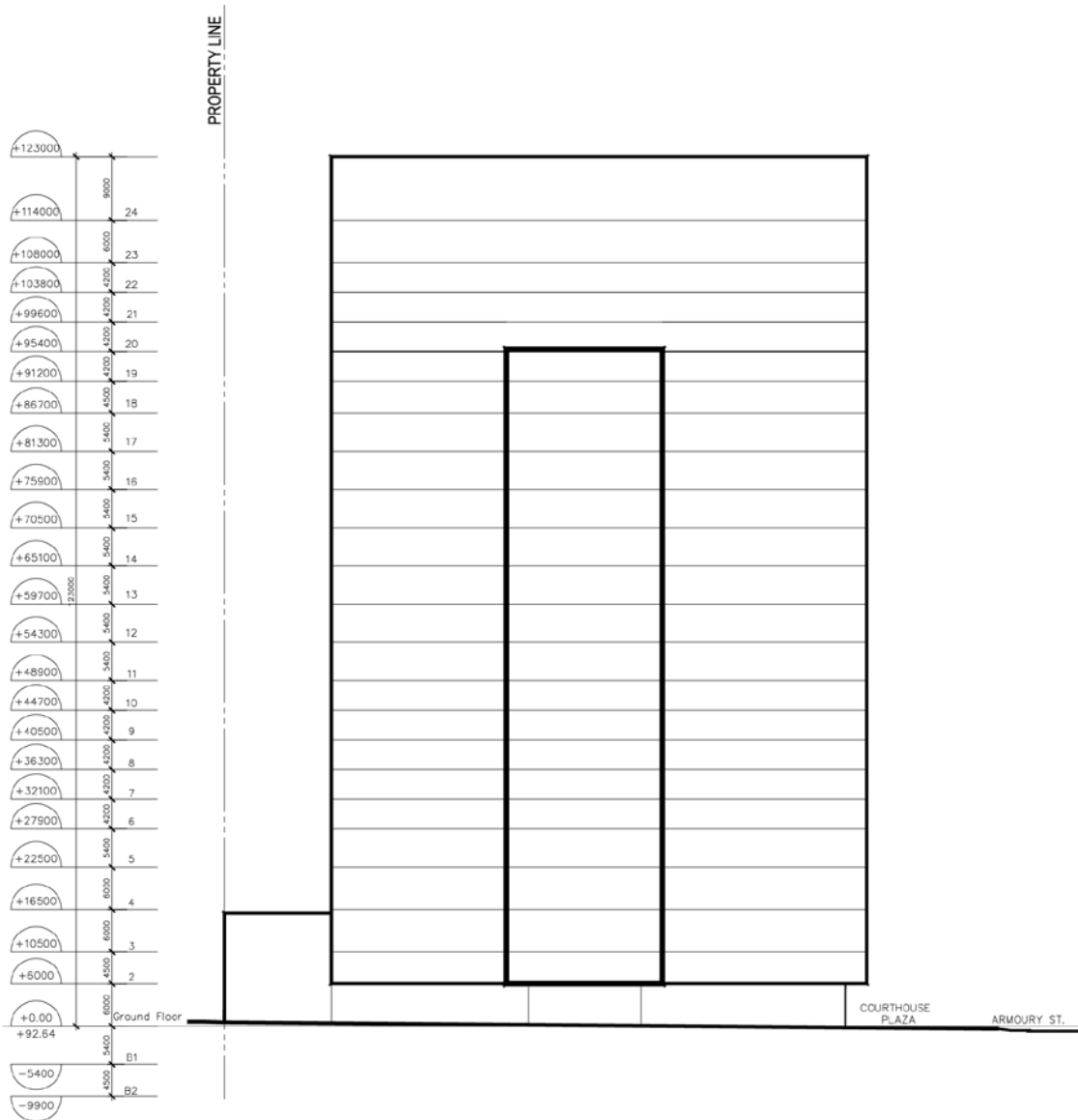
11 Centre Avenue

Applicant's Submitted Drawing

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11/26/2015

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Attachment 4: West Elevation [as provided by applicant]



West Elevation

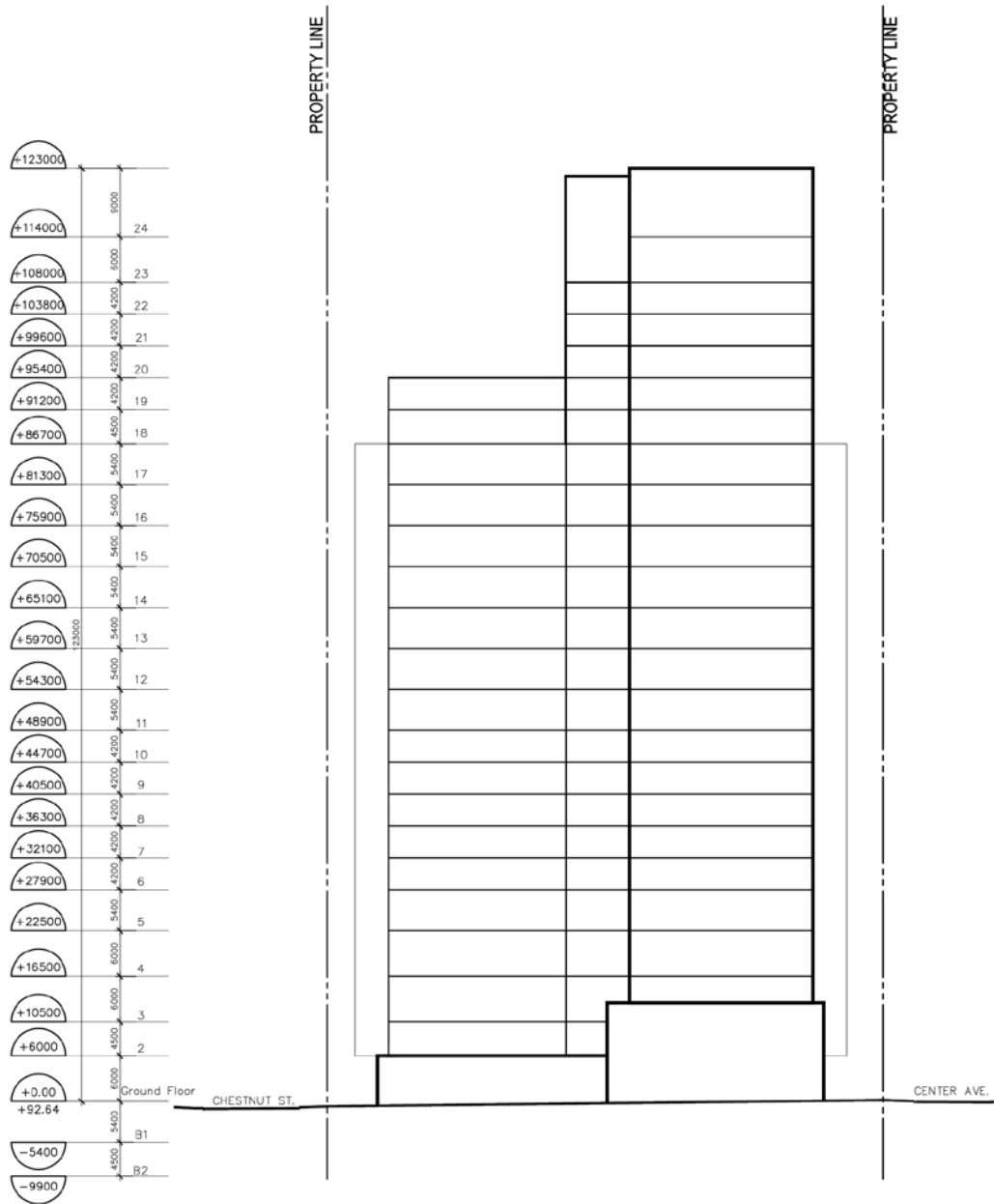
11 Centre Avenue

Applicant's Submitted Drawing

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Attachment 5: North Elevation [as provided by applicant]



North Elevation

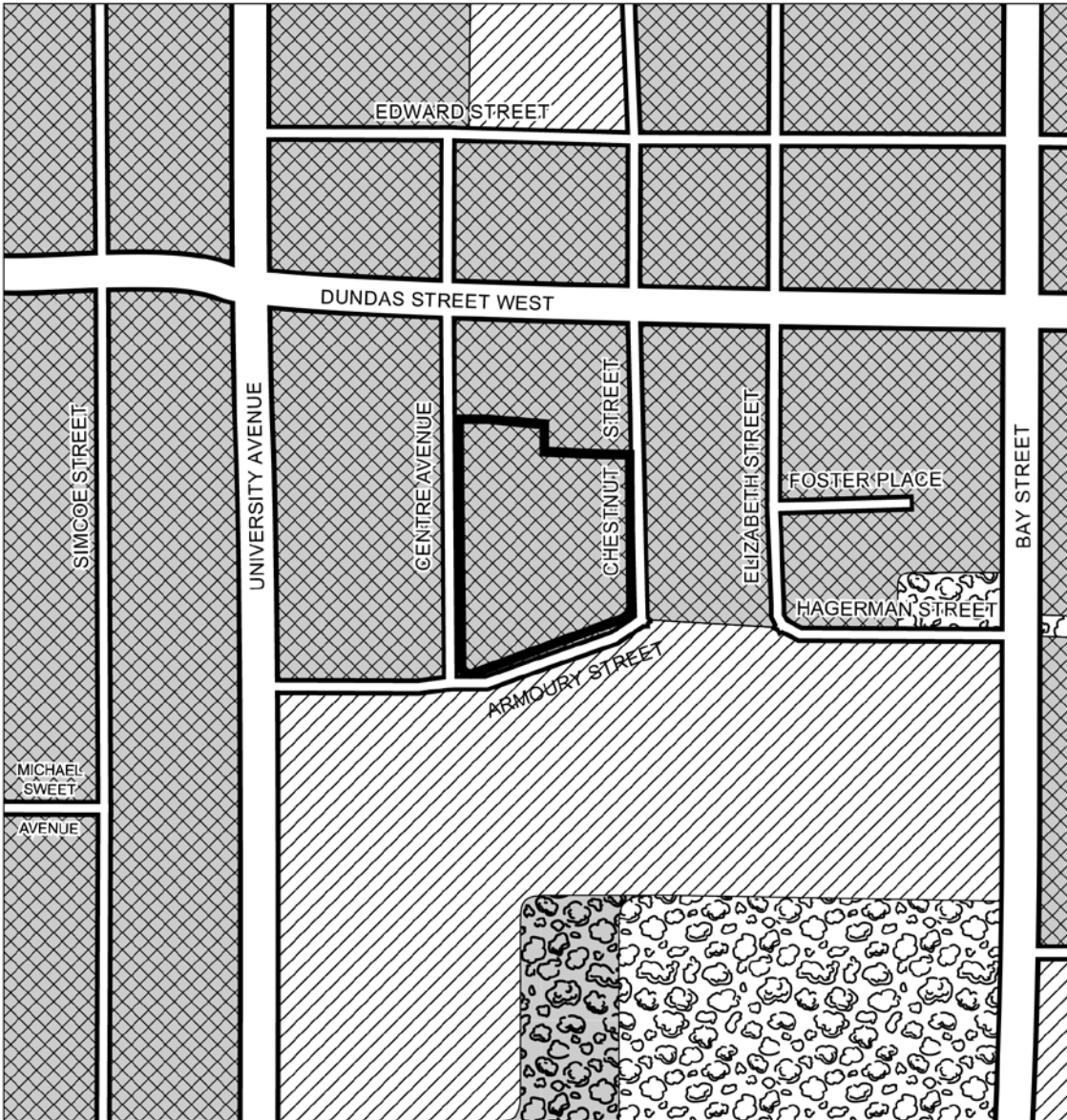
11 Centre Avenue

Applicant's Submitted Drawing

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File # 15_244771 STE 27 OZ

Attachment 6: Existing Official Plan



Toronto City Planning
Extract from Official Plan

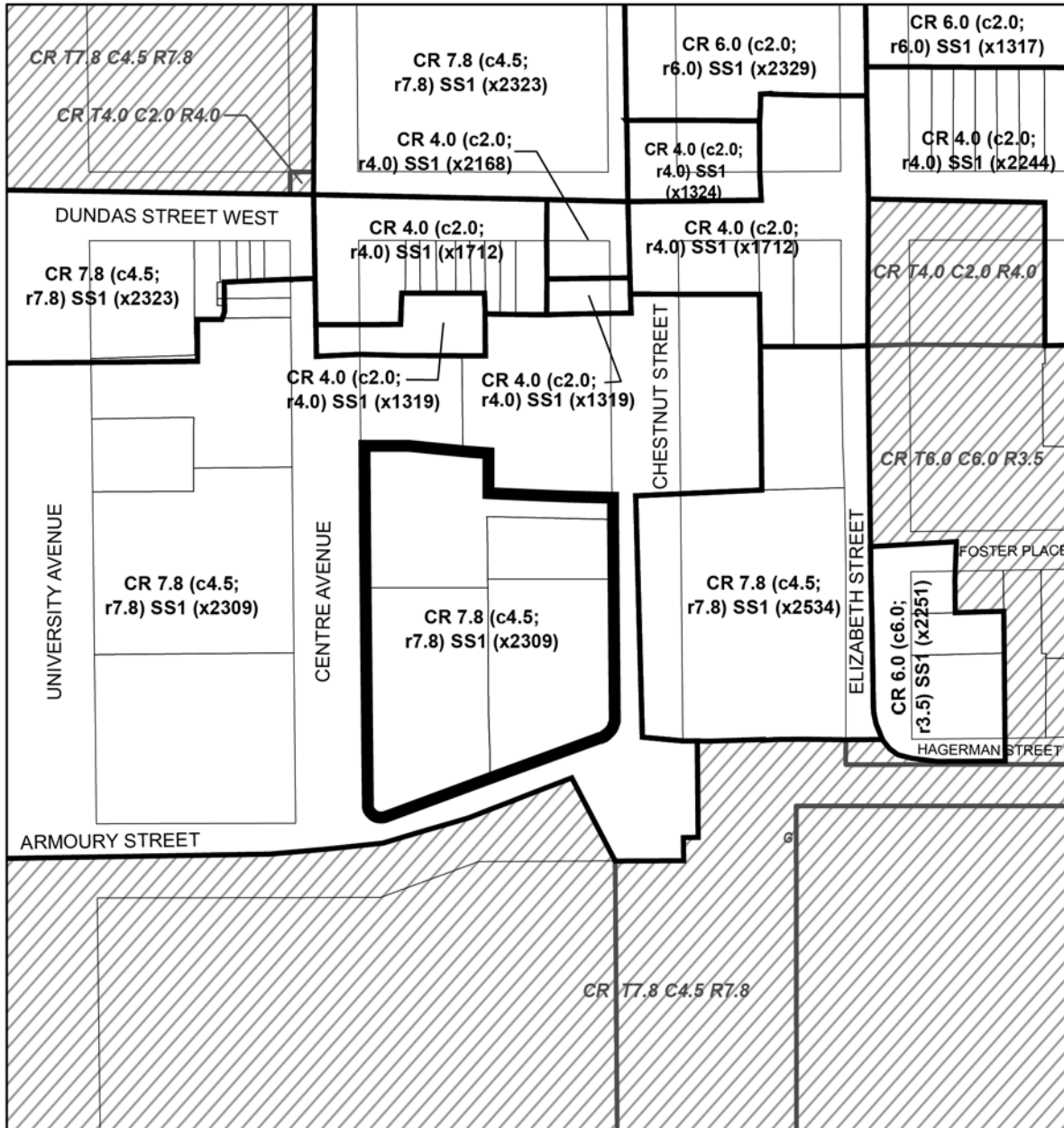
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Attachment 7: Existing Zoning



Zoning By-Law No. 569-2013

11 Centre Avenue

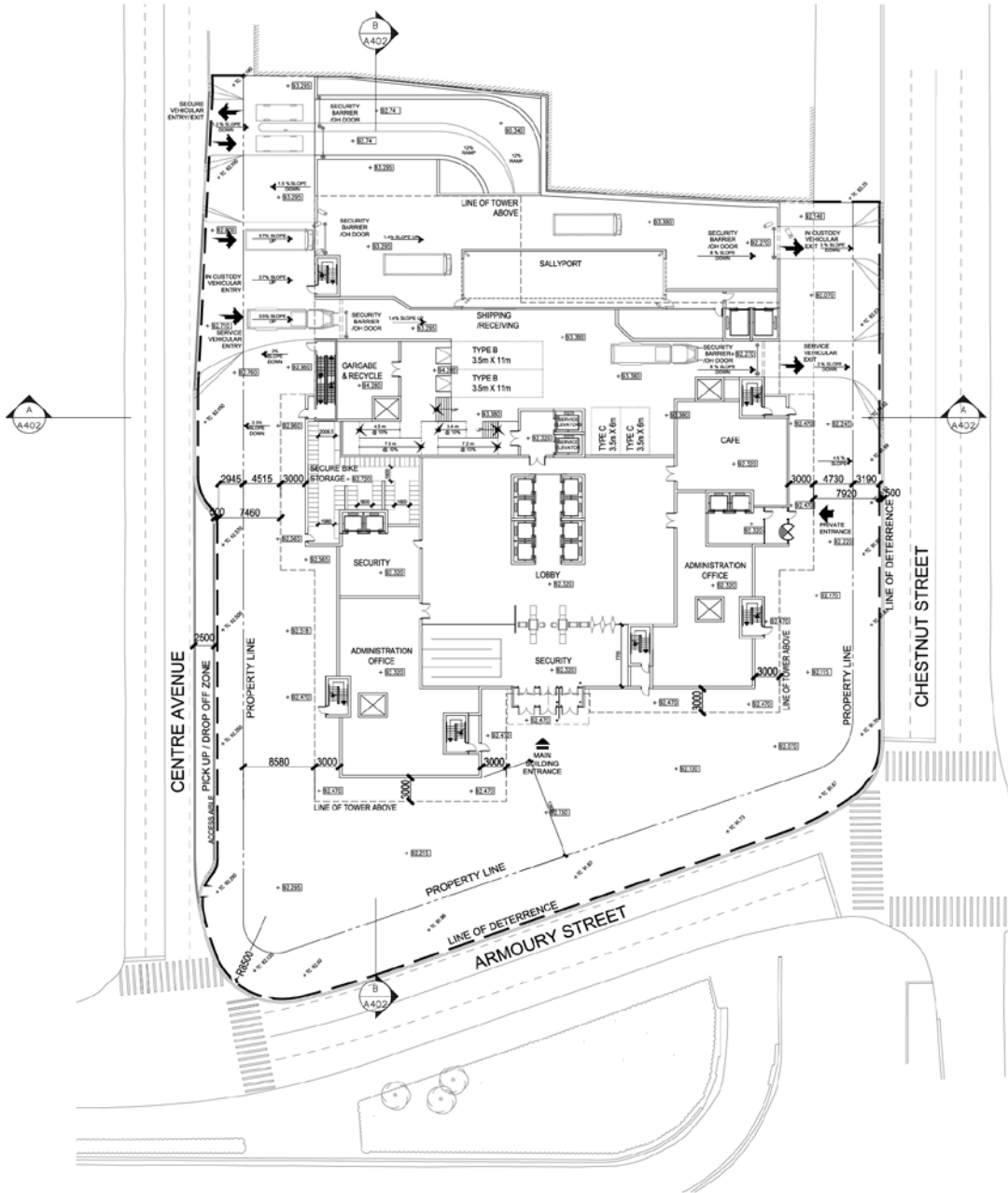
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Location of Application
CR Commercial Residential

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

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 Extracted: 11/26/2015

Attachment 8: Ground Floor Plan [as provided by applicant]



Ground Floor Plan

11 Centre Avenue

Applicant's Submitted Drawing

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11/26/2015

File # 15_244771 STE 27 OZ

Attachment 9: Landscape Plan [as provided by applicant]

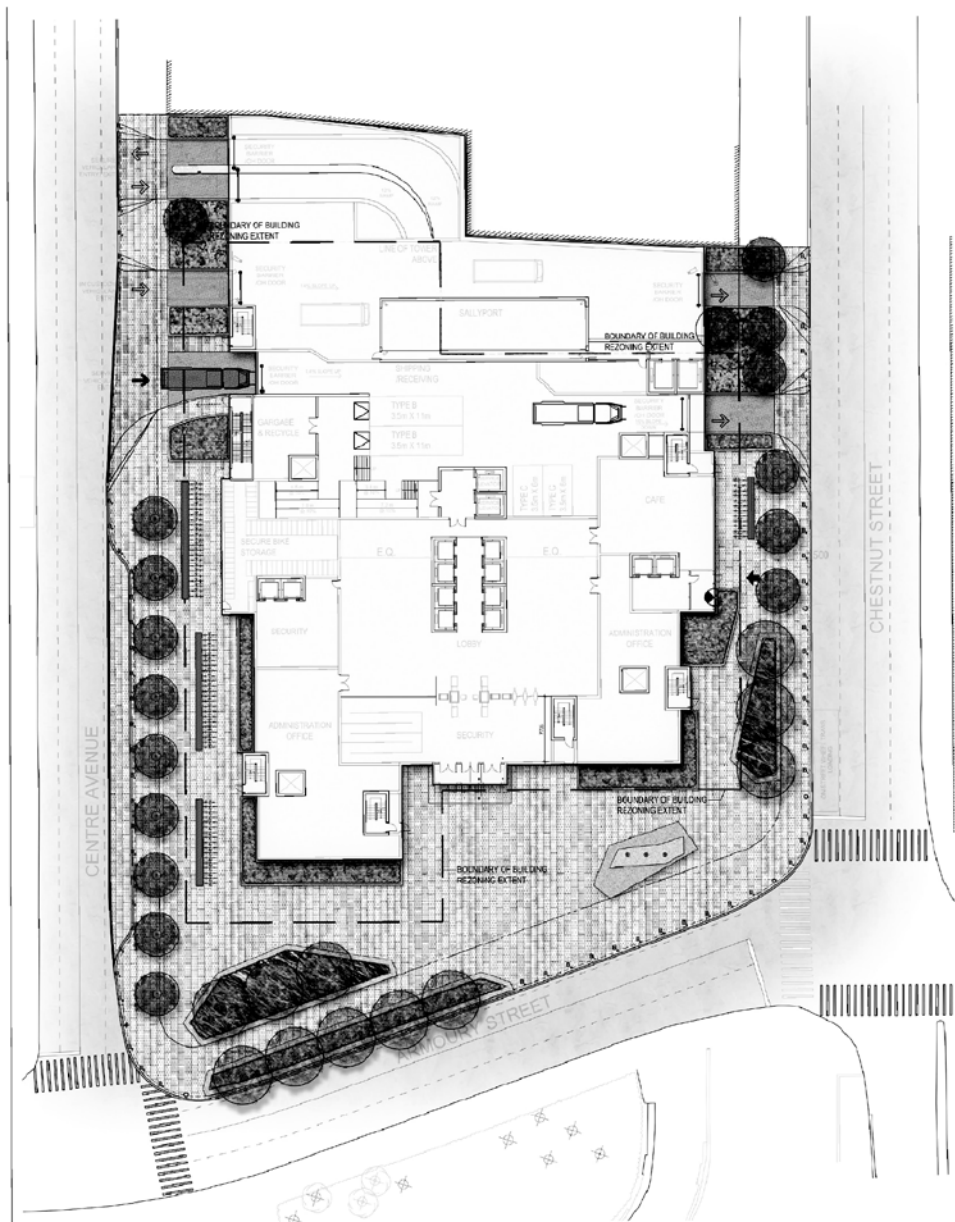


Figure 4-15: Conceptual Landscape Plan Source: MBTW

Landscape Plan

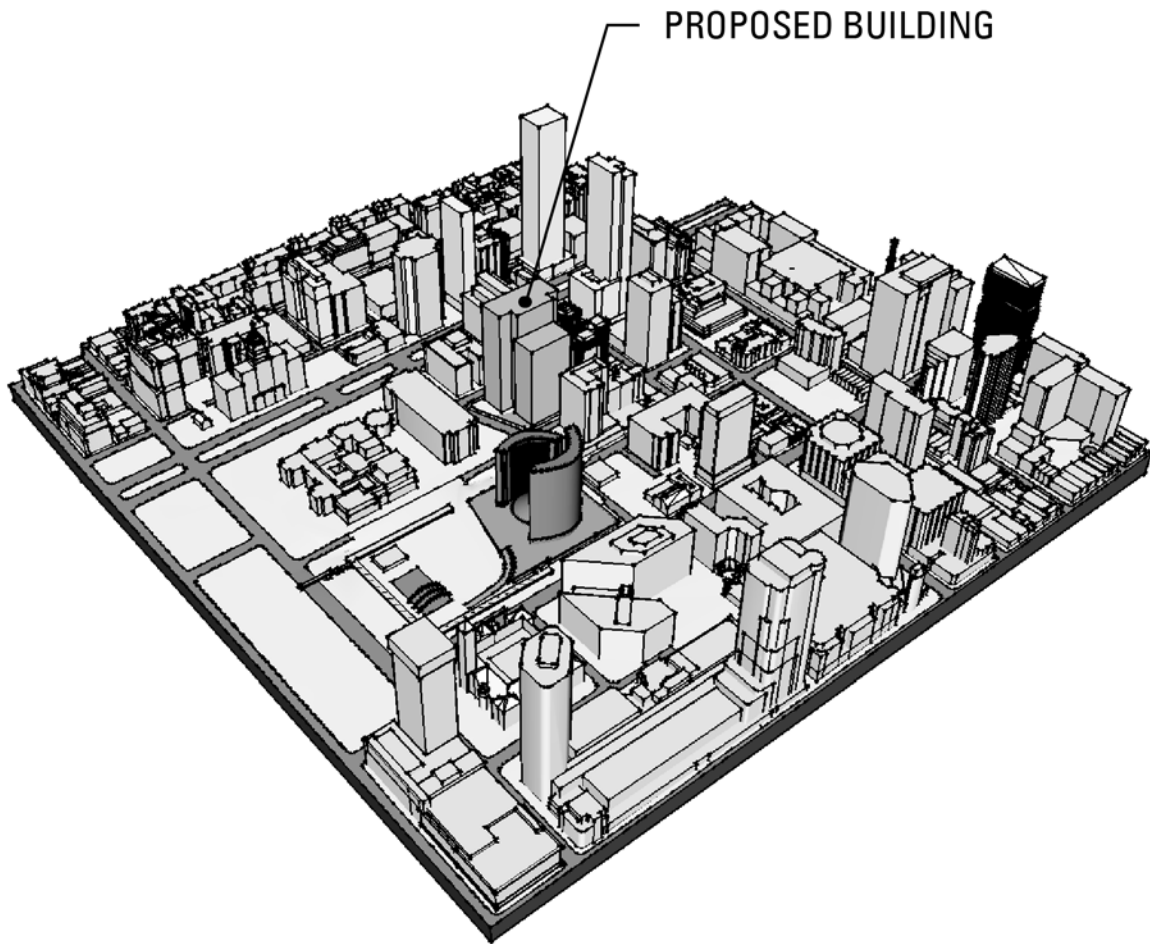
Applicant's Submitted Drawing

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11 Centre Avenue

File # 15_244771 STE 27 0Z

Attachment 10: Mass Model [as provided by applicant]



Mass Modeling

Applicant's Submitted Drawing

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11/26/2015

11 Centre Avenue

File # 15_244771 STE 27 0Z

Attachment 11: Application Data Sheet

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|-----------------------|--|---------------------|---------------------|
| Application Type | Rezoning | Application Number: | 15 244771 STE 27 OZ |
| Details | Rezoning, Standard | Application Date: | October 29, 2015 |
| Municipal Address: | 11 CENTRE AVE | | |
| Location Description: | PLAN 147 LOTS 7 TO 10 PT LOTS 6 & 11 RP 63R859 PART 1 **GRID S2713 | | |
| Project Description: | The proposed development of the subject site consists of a new highrise courthouse. The courthouse includes a number of courtrooms and associated courthouse operations, as well as some of their ancillary office and eating establishment space. The proposed development's maximum zoning envelope includes a height of 135m on the western portion of the site and a height of 95m on the eastern portion. | | |

| | | |
|---------------------------------------|-------------------|--|
| Applicant: | Architect: | Owner: |
| Urban Strategies c/o Eric Turcotte | WZMH Architects | Ontario Realty Corporation Infrastructure Ontario |

PLANNING CONTROLS

| | | | |
|----------------------------|--|--------------------------|---|
| Official Plan Designation: | Mixed Use Areas | Site Specific Provision: | |
| Zoning: | By-law 569-2013: Cr 7.8(c4.5,r7.8) SS19x2309 By-law 438-86: CR T7.8 C4.5 R7.8 | Historical Status: | |
| Height Limit (m): | 61 | Site Plan Control Area: | Y |

PROJECT INFORMATION

| | | | | |
|------------------------------------|---------|---------|-----------------|--------------------------|
| Site Area (sq. m): | 6615.59 | Height: | Storeys: | 22 + 2 mechanical floors |
| Frontage (m): | 75 | | Metres: | 135 metres |
| Depth (m): | 109.81 | | | |
| | | | | Total |
| Total Residential GFA (sq. m): | 0 | | Parking Spaces: | 100 |
| Total Non-Residential GFA (sq. m): | 73531 | | Loading Docks | 4 |
| Total GFA (sq. m): | 73531 | | | |
| Lot Coverage Ratio (%): | 60 | | | |
| Floor Space Index: | 11.1 | | | |

FLOOR AREA BREAKDOWN (upon project completion)

| | Above Grade | Below Grade |
|----------------------------------|--------------------|--------------------|
| Residential GFA (sq. m): | 0 | 0 |
| Retail GFA (sq. m): | 0 | 0 |
| Office GFA (sq. m): | 24006 | 0 |
| Industrial GFA (sq. m): | 0 | 0 |
| Institutional/Other GFA (sq. m): | 45173 | 4351 |

CONTACT: PLANNER NAME: Mark Chlon, Senior Planner
TELEPHONE: 416-397-1761