

**485-489 Wellington Street West - Zoning Amendment
Application - Preliminary Report**

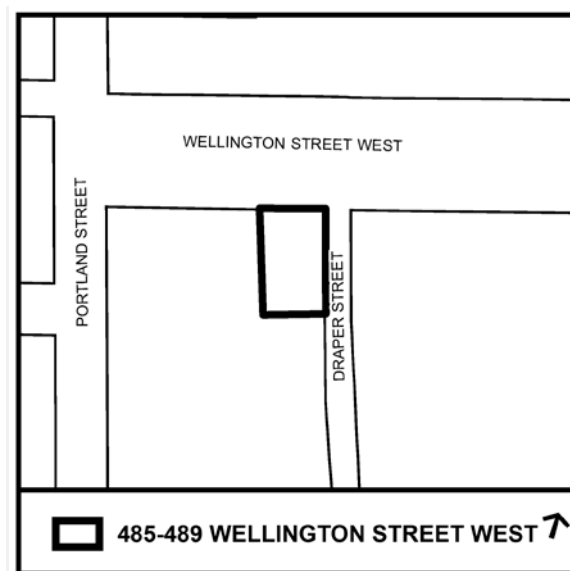
Date:	September 26, 2016
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina
Reference Number:	16-114472 STE 20 OZ

SUMMARY

This application proposes to amend the former City of Toronto Zoning By-law 438-86 and comprehensive Zoning By-law No. 569-2013 to permit the development of a 16-storey mixed-use building with retail uses at grade and 136 residential units. Thirty-four parking spaces in two below-grade levels are proposed.

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

Staff have raised concerns with the applicant about the appropriateness of the proposed height and massing of the building in the context of the West Precinct of King-Spadina. The further processing of the application and public consultation process are recommended in order to give the applicant the opportunity to work with City staff, the community and the Ward Councillor to address these issues and others that may arise through further review of the application.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 485-489 Wellington 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 under the *Planning Act*.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

Pre-Application Consultation

Pre-application consultation meetings were held with the applicant on April 17, 2015 and May 20, 2015. Written comments were provided to the applicant on May 28, 2015 based upon the 15-storey building which had been the subject of discussions with staff.

ISSUE BACKGROUND

Proposal

The proposal is for a 16-storey mixed-use building with a height of 55.3 metres (including mechanical penthouse) and 51.3 metres to the top of the roof slab of the 16th floor. The building steps back from the Wellington Street West frontage at the 5th floor with a one metre stepback and steps back again at the 12th floor with a stepback of 3 metres. The setbacks on Wellington Street accommodate a 45 degree angular plane measured from a height of 35.32 metres, or approximately 80% of the width of the right-of-way of Wellington Street West. The building incorporates a stepback of 6 metres at the 5th floor on the west side of the building. On the south side, the proposed building would step back 2.5 metres at the fifth floor and three metres at the 9th floor, although this latter stepback has balcony encroachments. The east side of the building would not incorporate any stepbacks on Draper Street.

At grade the proposed building is set back 1.2 metres from the lot line on Wellington Street and 1.8 metres to 2.2 metres on Draper Street.

The proposed gross floor area (GFA) of the building is 9,714 m², with 9,173 m² dedicated to residential uses and 541 m² dedicated to retail uses on the ground floor and second floor. The proposed floor-space index is 8.4 times the area of the lot.

The proposal includes 136 residential units. The unit breakdown is: 67 one- bedroom units (49.3%); 10 one-bedroom plus den units (7.3%); 28 two-bedroom units (20.6%); 31 three-bedroom units (22.8%). Amenity space consists of 380 m² of indoor amenity space and 164 m² of outdoor amenity space on the second floor of the building.

The proposed vehicular access is off Draper Street on the south end of the site. The driveway would be on private property and would provide access for service vehicles and for passenger vehicles accessing the underground parking by way of a ramp. One shared Type G and Type B loading space is proposed. A total of 34 parking spaces would be provided in a two level below-grade parking garage. The proposal is for 25 resident parking spaces, 8 visitor parking spaces and one retail parking space.

Site and Surrounding Area

The site is located at the south-west corner of Wellington Street West and Draper Street. The site is rectangular in shape with a frontage of approximately 25.4 metres on Wellington Street West and approximately 41.2 metres on Draper Street. The property has an area of approximately 1,153 square metres. The site is currently occupied by a single-storey brick office/warehouse building with surface parking at the front (north) and rear (south).

North: Wellington Street West is located immediately north of the subject site. The street has a right-of-way of 45 metres. The development on the north side of Wellington Street West is predominantly older industrial buildings two to six storeys in height, which have been converted to office uses with some commercial uses at grade, and new residential buildings. The tallest building constructed on the north side of Wellington Street West is the 12-storey building at 400 Wellington Street West. There was an approval granted through the Committee of Adjustment at 456 Wellington Street West for a 12-storey building, but that building has not been constructed. The buildings at 422, 432, 436, 462, 468, 482 and 488 Wellington Street West are designated under Part IV of the *Ontario Heritage Act*.

West: The lands to the west of the site are occupied by three and four storey brick office buildings (495-517 Wellington Street West). These buildings are designated under Part IV of the *Ontario Heritage Act* by By-law No. 758-79. Further to the west to the west side of Portland Street is Victoria Memorial Square, which includes the Garrison Cemetery.

South: To the south of the site is the Draper Street Heritage Conservation District, a series of one and a half to two and a half storey brick homes which date back to the late 19th century. These lands are designated as *Neighbourhoods* in the City's Official Plan.

East: The property at 467-479 Wellington Street West, across the street from the subject site to the east, has been identified in the King-Spadina Heritage Conservation District study as a 'contributing' property. Further to the east is the Globe and Mail property, a 7.7 acre parcel which is proposed to be comprehensively redeveloped as a mixed-use development with seven buildings featuring residential, office and retail uses (file no.14 116571 STE 20 OZ). The proposed buildings on the site with frontages on Wellington Street West range in heights from east to west as follows:

- 15-storeys and 61.9 metres including mechanicals (55.9 metres excluding mechanical elements) for buildings one and two adjacent the listed heritage building at 49 Spadina Avenue and 401 Wellington Street West.
- 13-storeys and 55.3 metres (49.3 metres excluding mechanicals) for building three, at the west end of the sit closer to the subject site.

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, by the *Planning Act*, 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, as the case may be, 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 [if applicable: and the Greenbelt Plan].

Official Plan

The site is designated Regeneration Area in the City of Toronto Official Plan which permits the proposed residential and commercial uses. Chapter 6.16 of the new Official Plan contains the King-Spadina Secondary Plan. The King-Spadina Secondary Plan emphasizes the reinforcement of the characteristics and qualities of the area through special attention to built form and the public realm. In particular the policies of Section 3 – Built Form specify that new buildings will achieve a compatible relationship with their built form context through consideration of such matters as

building height, massing, scale, setbacks, stepbacks, roof line and profile and architectural character and expression. Buildings in the King-Spadina area shall also be sited and massed to provide adequate light, view and privacy for neighbouring properties. The King-Spadina Urban Design Guidelines (2006) will also be referenced in reviewing this application.

King-Spadina Secondary Plan

The proposed development is subject to the King-Spadina Secondary Plan found in Chapter 6.16 of the Official Plan. Major objectives of the King-Spadina Secondary Plan are as follows:

- New investment is to be attracted to the King-Spadina Area;
- The King-Spadina Area will provide for a mixture of compatible land uses with the flexibility to evolve as the neighbourhood matures;
- The King-Spadina Area is an important employment area. Accordingly, the retention and promotion of commercial and light industrial uses including media, design and fashion businesses within the area is a priority;
- Commercial activity, including the retail service industry, which supports the changing demands of the King-Spadina Area will be provided for, to ensure the necessary services for the new residents and businesses of the area; and
- Heritage buildings and other important buildings within the King-Spadina Area, will be retained, restored, and re-used.

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 and Section 4 Heritage, specify that:

- the lower levels of new buildings will be sited and organized to enhance the public nature of streets, open spaces, and pedestrian routes;
- servicing and parking are encouraged to be accessed from lanes rather than streets;
- new development will be designed to minimize pedestrian/vehicular conflicts;
- new buildings will be sited for adequate light, view, privacy and compatibility with the built form context;
- new buildings will achieve a compatible relationship with their built form context through consideration of such matters as height, massing, scale, setbacks, stepbacks, roof line and profile and architectural character and expression;

- appropriate proportional relationships to streets and open spaces will be achieved and wind and shadow impacts will be minimized on streets and open spaces;
- streetscape and open space improvements will be coordinated in new development;

Section 4 Heritage policies require the City to seek retention, conservation, rehabilitation, re-use and restoration of heritage buildings.

A primary objective of this plan is to use the historic fabric of the area to assess new development. The particular scale, massing and street relationships of the existing heritage buildings along King Street form the basis for new development in this part of the King-Spadina Secondary Plan area. Moreover, the applicable plan area guidelines articulate that new development should maintain and reinforce the existing building heights of the area in conjunction with the relationships of buildings to one another along the street and the design of buildings at the street level.

The Wellington Street context is a particularly sensitive one given the importance of Wellington Street and the improvements anticipated to this important street through the redevelopment of the Globe and Mail site to the east. The King Spadina secondary plan identifies Wellington Street as a 'Area of Special Identity'. The following policy is included with reference to Wellington Street.

The portion of Wellington Street West between Clarence Square and Victoria Square maintains important characteristics that reflect the historic role of the area. The historic industrial buildings with large setbacks should be maintained and reused and act as a model for any redevelopment of the south side of the street.

King-Spadina Secondary Plan Review

King Spadina is one of the highest growth areas in the downtown and it has a strongly influential heritage character. The in-force King-Spadina Secondary Plan emphasizes reinforcement of the area's existing characteristics and qualities through special attention to built form, heritage areas of identity, and the public realm. The Secondary Plan is currently under view and a final report on the whole Secondary Plan area is anticipated in the final quarter of 2016. An estimated 50,000 people will live in King Spadina and the area will accommodate space for an estimated 50,000 jobs. The review recognizes that the Secondary Plan area has evolved from an area of employment (non-residential uses) into an area with a range of uses including residential. The updated Secondary Plan will recognize that while the area will continue to grow and change, it must do so in a way that positively contributes to liveability, is better supported by hard infrastructure and community infrastructure, and more carefully responds to the strong heritage and character of the area.

King-Spadina Heritage Conservation District Study

The King-Spadina area is identified as a potential Heritage Conservation District (HCD) in Map 39 – Site and Area Specific Policy 305 in the Official Plan. The subject site is within the boundary of the study area. On August 16, 2012, City Council authorized the King-Spadina HCD Study, encompassing an area generally bounded by Queen Street West to the north, Bathurst Street to the west, Wellington Street and King Street West to the south, and University Avenue to the east. The initial findings of the study were presented and endorsed at the May 23, 2014 meeting of the Toronto Preservation Board.

The study process will result in the preparation of an HCD plan(s) and an HCD by-law to protect the historical and cultural significance of the study area. Details on the King-Spadina HCD study are available here: http://www.toronto.ca/heritage-preservation/heritage_districts.htm. 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 late 2016.

Zoning

The site is zoned Reinvestment Area (RA) by Zoning By-law 438-86, as amended (see Attachment 6). The RA Zone permits a range of residential uses, as well as commercial, institutional and limited industrial uses. As part of the RA zoning controls, density standards were replaced with built form objectives expressed through height limits and setbacks. The Zoning By-law permits a maximum building height of 23 metres for this site if a 3 metre setback at 20 metres is provided. An additional 5 metres is permitted for rooftop mechanical elements. The Zoning By-law requires a 7.5 metre setback from the side and rear lot lines for areas over 25 metres from the street lot line. The site is also subject to the new City-wide comprehensive Zoning By-law 569-2013. The By-law was passed by City Council on May 5, 2013 and is subject to numerous appeals and is not yet in force. By-law 569-2013 zones the property as Commercial Residential Employment (CRE). The CRE zone includes the main performance standards as the RA zone in By-law 438-86, including the overall height limit of 23 metres.

Site Plan Control

The proposed development is subject to site plan approval. An application for Site Plan Control has not been submitted.

TOcore

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'.

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 phase, which involves drafting policies, plans and strategies. Reports to Toronto and East York Community Council are targeted by the end 2016 on the results of the second phase and the next steps of implementation.

On September 7, 2016, Toronto and East York Community Council recommended approval for Official Plan Amendment 352 – Downtown Tall Building Setback Area, with a motion to continue discussions with the development industry, to City Council. The purpose of OPA 352 is to establish the policy

context for tall building setbacks and separation distances between tower portions of a tall building in the Downtown which would be implemented through an area specific Zoning By-law. The intent is that these policies would ensure that future growth positively contributes to the liveability, sustainability and health of Toronto's Downtown. More specifically, the draft policy establishes the reasoning for tower setbacks, recognizes that not all sites can accommodate tall buildings, and addresses base building heights.

Tree Preservation

There is one City-owned tree located on the City boulevard adjacent the subject site. The applicants Arborist Report recommends the removal of this tree. Urban Forestry staff have recommended detailed landscape and planting plans and a composite utility plan be provided through the site plan process to allow plan for boulevard tree planting to be evaluated based on City standards.

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 23 metres by approximately 28 metres, resulting in a proposed building height of 51.3 metres, (55.3 metres inclusive of the mechanical penthouse). In addition, the proposed building does not comply with other restrictions that are in effect on the lands.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Plan of Survey
- Site Plan and Statistics
- Architectural Plans, Elevations and Sections
- Grading and Servicing Plan
- 3-D Massing Model
- Arborist / Tree Preservation Report
- Stage 1 - Archaeological Assessment
- Heritage Impact Statement
- Concept Site and Landscape Plan
- Planning Rationale
- Sun/Shadow Study
- Pedestrian Level Wind Study
- Functional Servicing and Stormwater Management Report
- Transportation Impact Study (addressing traffic, parking and loading issues)
- Toronto Green Standards Checklist

A Notification of Complete Application was issued on May 18, 2016.

Issues to be Resolved

This development application at the proposed height and density is not supportable. Planning staff will work with the applicant to resolve the outstanding issues to reduce the scale of development and achieve an acceptable built form and density. Issues to be addressed include:

- Conformity with the existing Urban Structure and Built Form policies of the King-Spadina Secondary Plan, including the requirement that development result in a height, built form and massing which is complementary to the historic physical fabric of the area.
- Determination of appropriate relationships (including transition) to the adjacent Draper Street Heritage Conservation District and heritage buildings to the west, north and east.
- An appropriate built form relationship with the grade-related homes within the *Neighbourhood* designation on Draper Street.
- Impacts on the pedestrian realm, (including appropriate streetscape treatments and sidewalk widths) that may result from the intensity and scale of the proposed development.
- Resulting shadows which would be cast on Wellington Street West.
- Traffic, parking, site servicing and loading issues raised by Engineering and Construction Services and Transportation Services staff.
- The absence of adequate residential outdoor amenity space.
- Additional information is required to allow for the completion of the review of the Functional Servicing and Stormwater Management Report.
- securing of appropriate Section 37 contributions should the project proceed to approval.

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 the review of the application, agency comments and the community consultation process.

CONTACT

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SIGNATURE

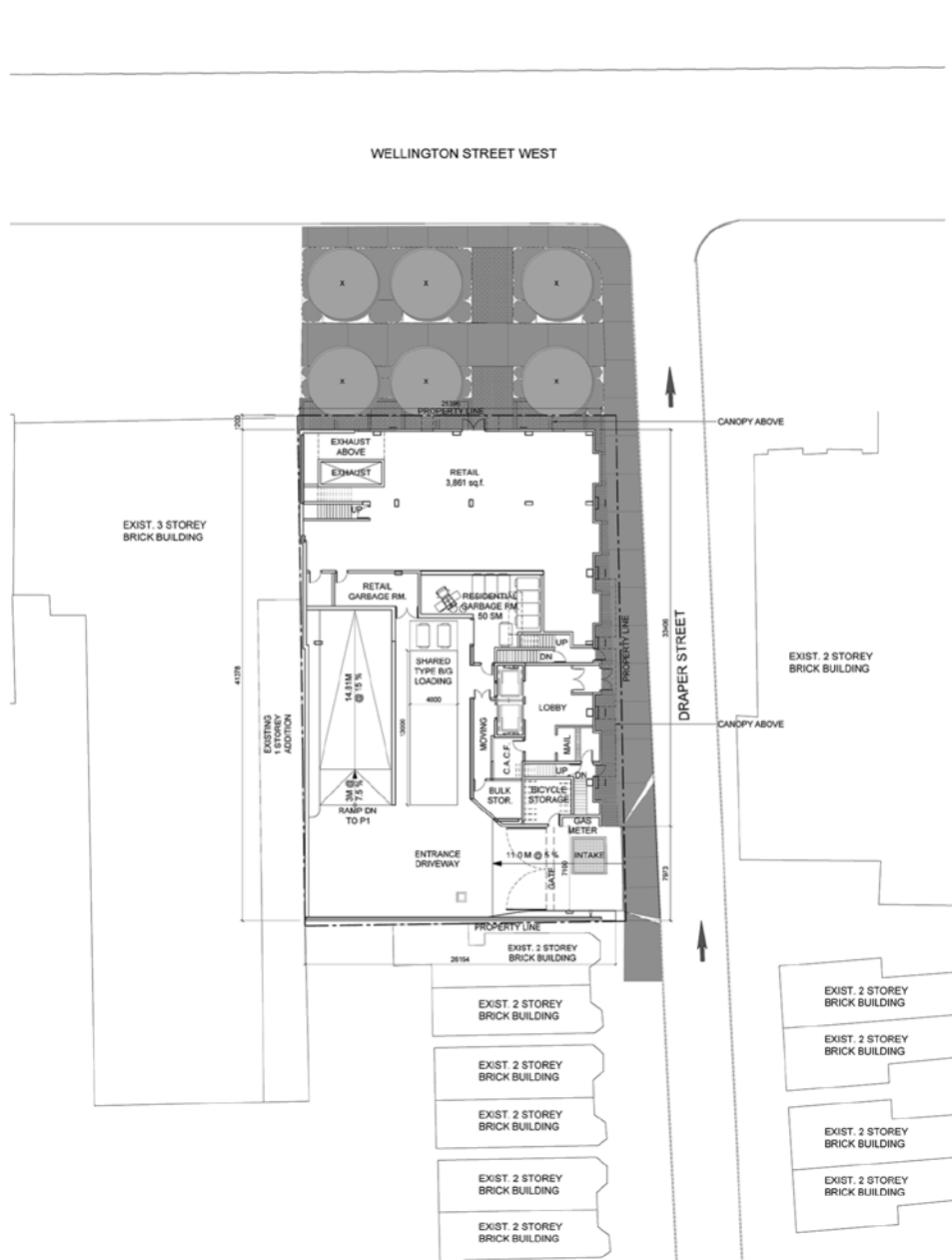
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

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


Attachment 1: Site Plan



Site Plan

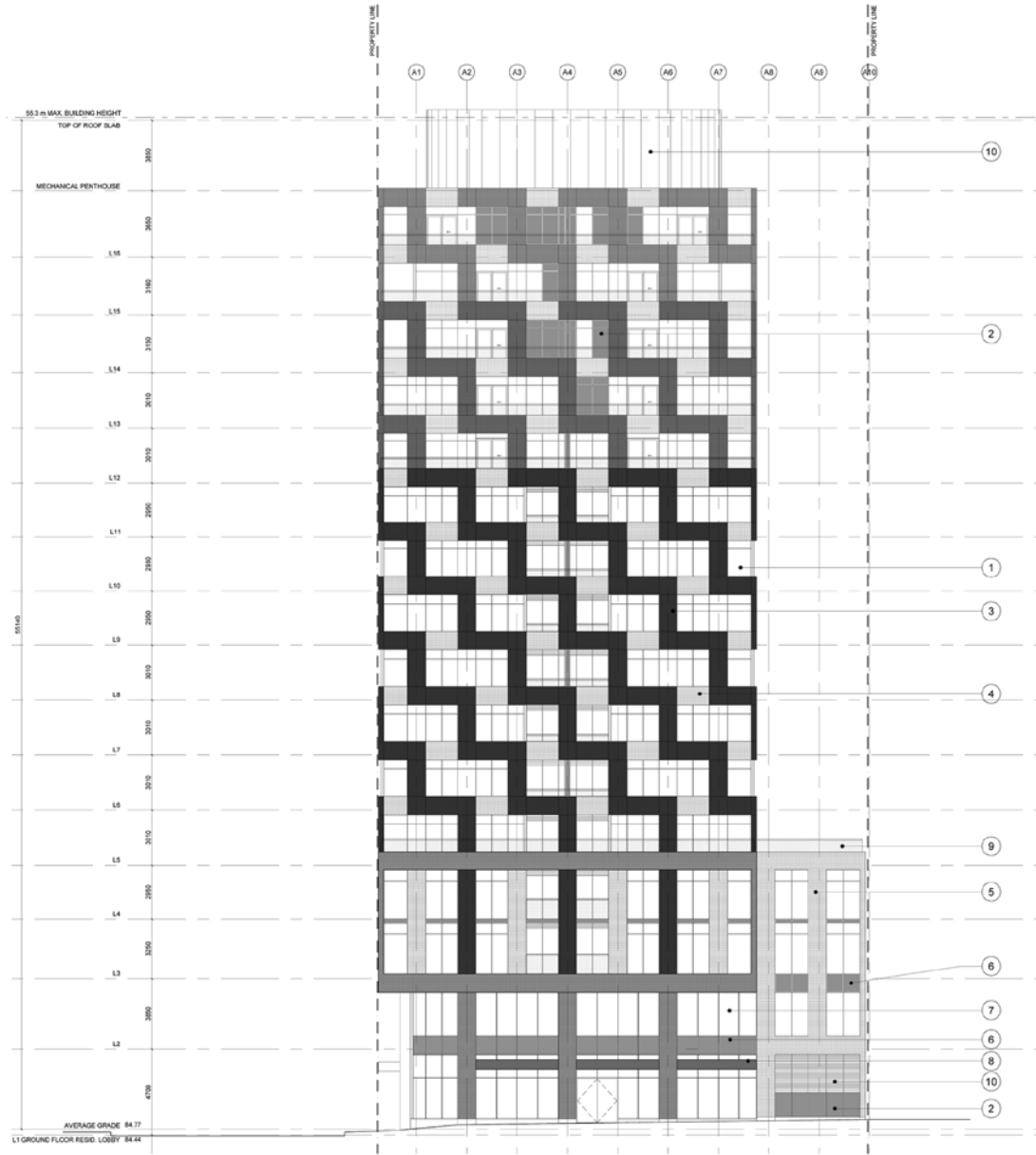
485-489 Wellington Street West

Applicant's Submitted Drawing

Not to Scale 
05/05/2016

File # 16 114472 STE 20 0Z

Attachment 2: North Elevation



North Elevation

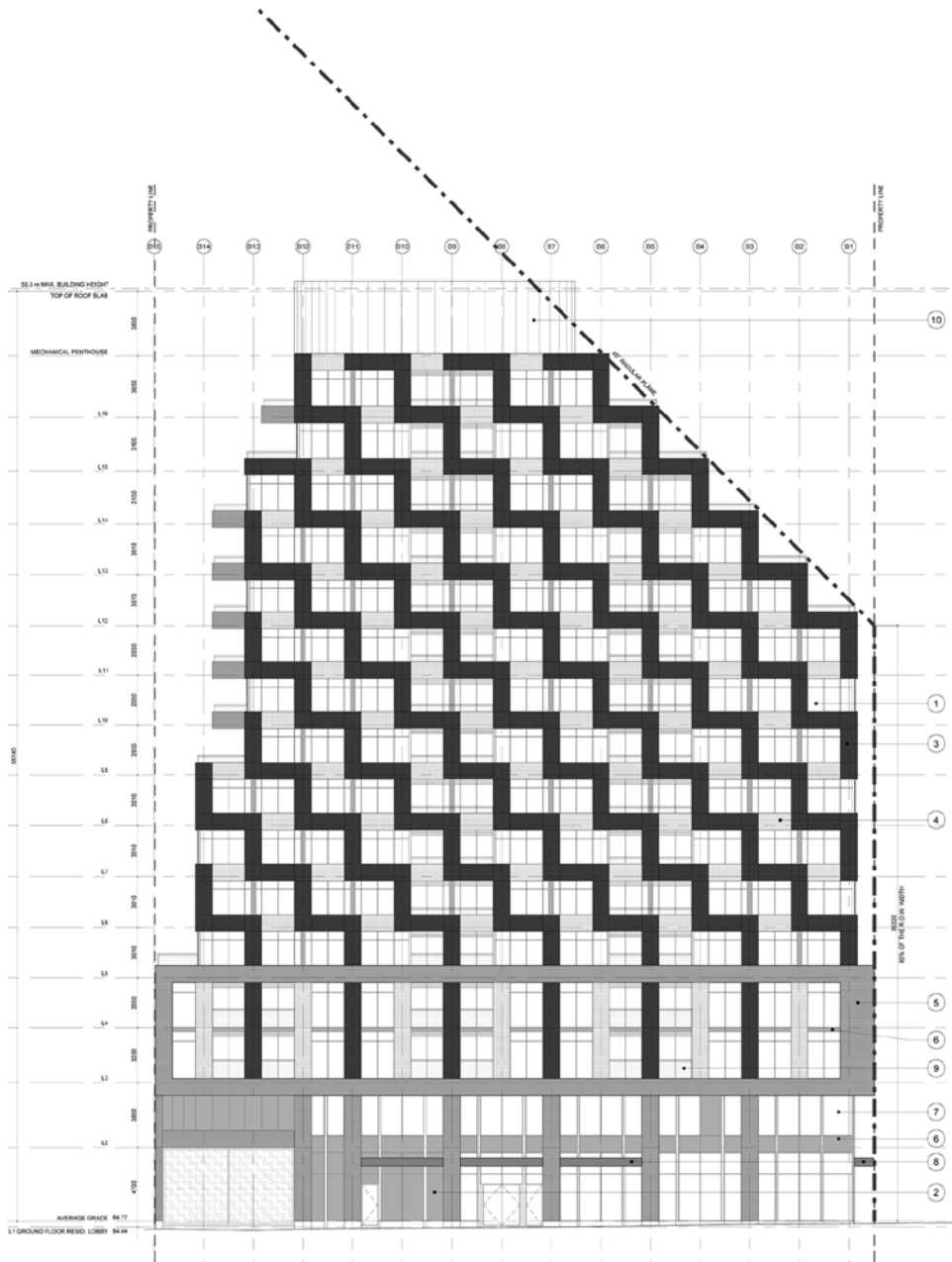
485-489 Wellington Street West

Applicant's Submitted Drawing

Not to Scale
 05/05/2016

File # 16 114472 STE 20 0Z

Attachment 3: East Elevation



East Elevation

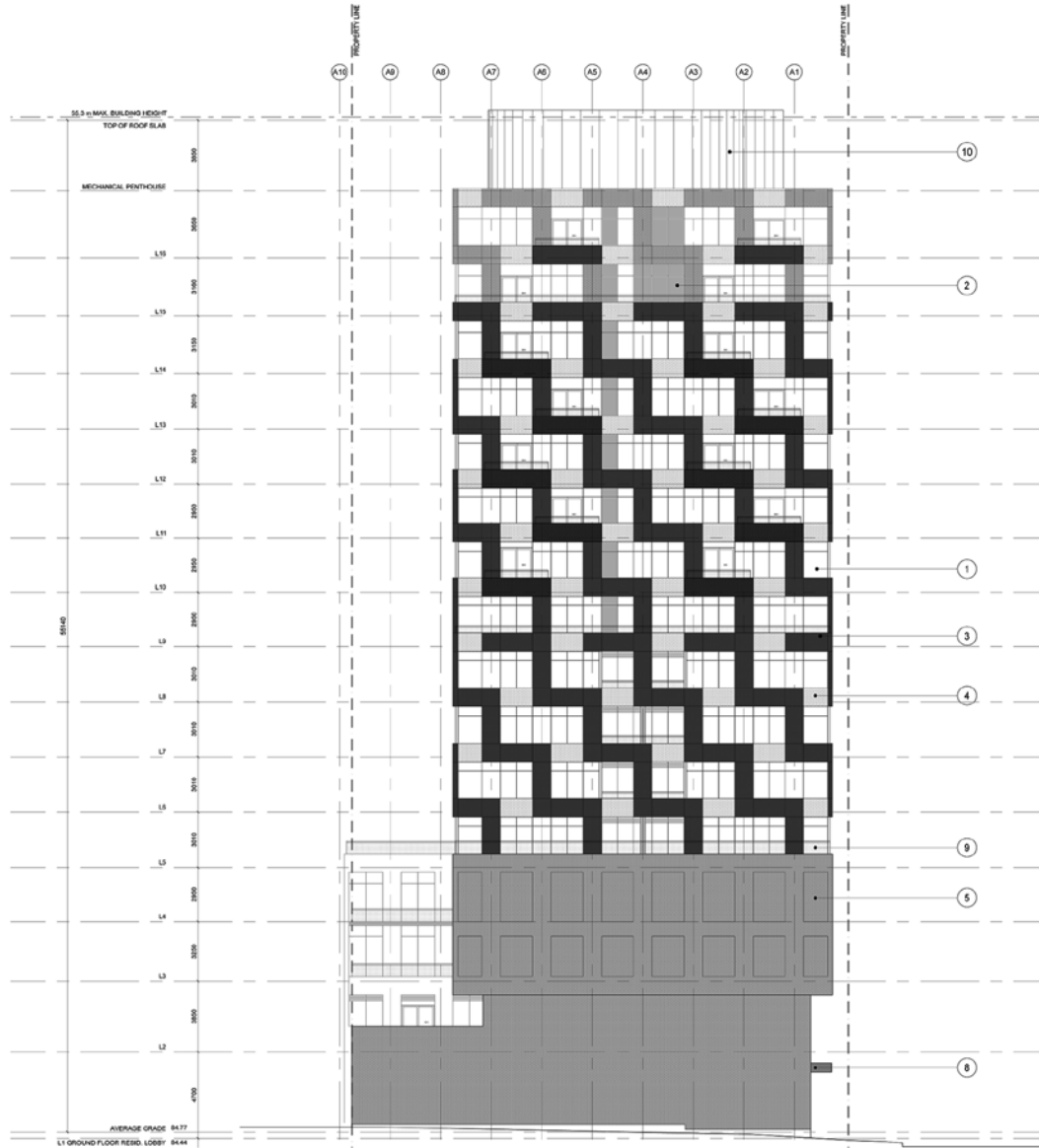
485-489 Wellington Street West

Applicant's Submitted Drawing

Not to Scale 
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File # 16 114472 STE 20 0Z

Attachment 4: South Elevation



South Elevation

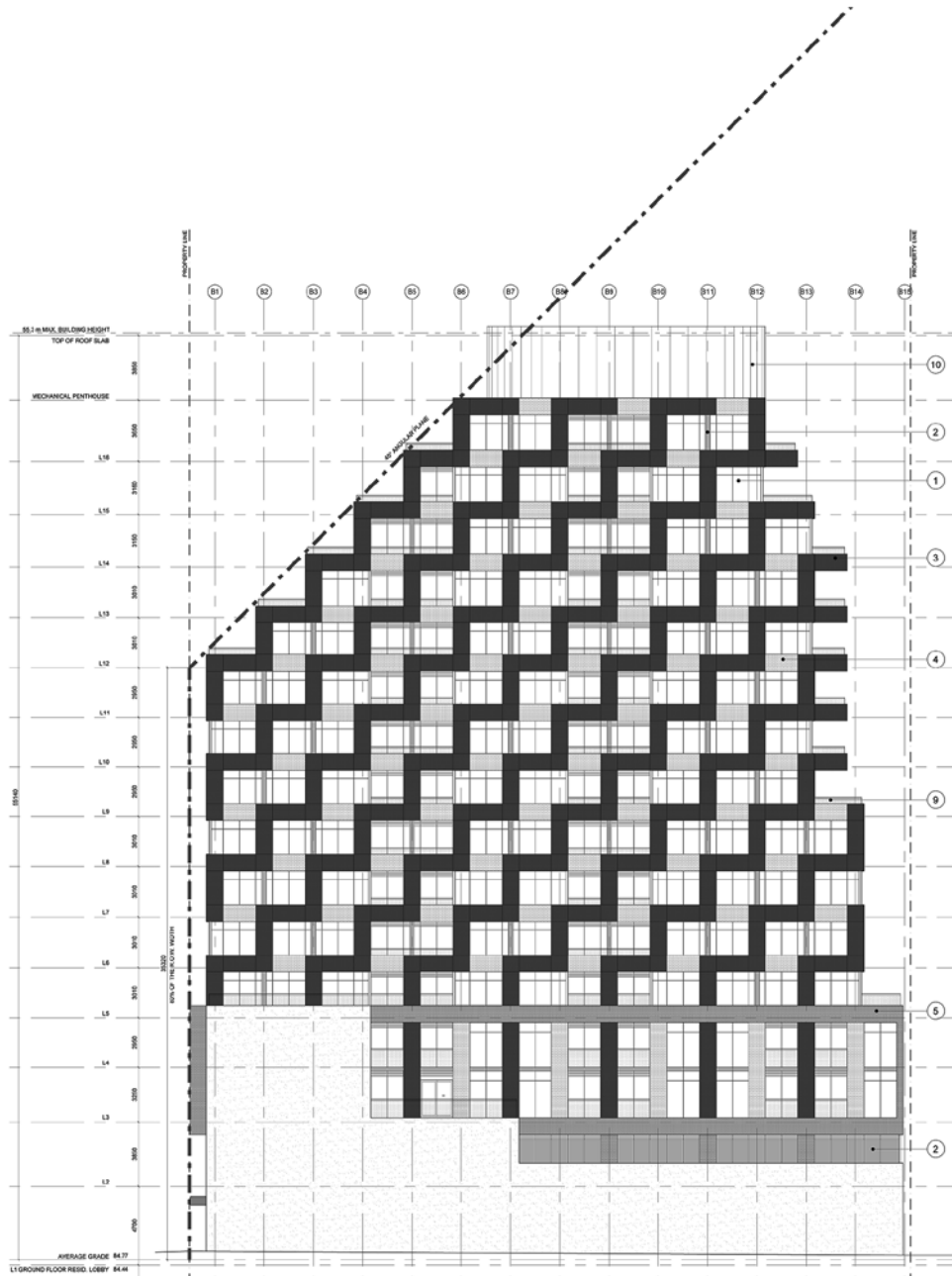
485-489 Wellington Street West

Applicant's Submitted Drawing

Not to Scale 
05/05/2016

File # 16 114472 STE 20 0Z


Attachment 5: West Elevation



West Elevation

485-489 Wellington Street West

Applicant's Submitted Drawing

Not to Scale 
05/05/2016

File # 16 114472 STE 20 0Z

Attachment 6: Zoning



Zoning By-Law No. 569-2013

485-489 Wellington Street West

File # 16 114472 STE 20 0Z

Location of Application

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

R Residential

CRE Commercial Residential Employment
O Open Space



Not to Scale
Extracted: 05/06/2016

Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	16 114472 STE 20 OZ
Details	Rezoning, Standard	Application Date:	February 9, 2016
Municipal Address:	489 WELLINGTON ST W		
Location Description:	PLAN D166 LOT 1 PT LOT 2 PT LANE **GRID S2014		
Project Description:	Proposal for Zoning By-law Amendment to permit a 16 storey mixed use building with 136 residential units and 541 metres of retail space with one level of underground parking. Site is Adjacent to the Draper Street Heritage Conservation District and lands designated as 'Neighbourhoods' in the Official Plan.		

Applicant:	Agent:	Architect:	Owner:
Lifetime Developments		Wallman Architects	Lifetime Wellington Street West Inc

PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:
Zoning:	CRE(x1)	Historical Status:
Height Limit (m):		Site Plan Control Area:

PROJECT INFORMATION

Site Area (sq. m):	1153	Height: Storeys:	16
Frontage (m):	26.81	Metres:	55.3
Depth (m):	42.81		
Total Ground Floor Area (sq. m):	989.9		Total
Total Residential GFA (sq. m):	9172.6	Parking Spaces:	34
Total Non-Residential GFA (sq. m):	541.5	Loading Docks	1
Total GFA (sq. m):	9714.1		
Lot Coverage Ratio (%):	85.9		
Floor Space Index:	0.44		

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo	Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	9172.6
Bachelor:	0	Retail GFA (sq. m):	541.5
1 Bedroom:	77	Office GFA (sq. m):	0
2 Bedroom:	28	Industrial GFA (sq. m):	0
3 + Bedroom:	31	Institutional/Other GFA (sq. m):	0
Total Units:	136		

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