

5 to 25 Wellesley Street West and 14 to 26 Breadalbane Street - Zoning Amendment Application - Preliminary Report

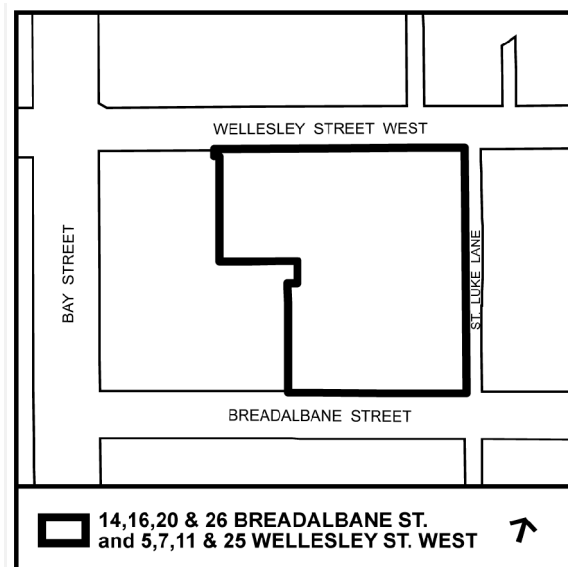
Date:	May 16, 2013
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 27 – Toronto Centre-Rosedale
Reference Number:	13 138607 STE 27 OZ

SUMMARY

This application proposes to redevelop the subject site with a mixed use development consisting of two residential towers at 45 (146 metres including mechanical penthouse) and 54 (172 metres including mechanical penthouse) storeys including a 9-storey and 10-storey inverted L-shaped base that connects the two towers. The development proposes a total of 1,304 dwellings units located both within the towers and in the base above a 1 storey street-related retail space. The development will also incorporate, expand and frame the existing park.

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.

The next step is to conduct a community consultation meeting to allow the public to review the application and provide feedback. A Final Report is targeted for the first quarter of 2014 assuming the applicant has provided all required information 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 5 to 25 Wellesley Street West and 14 to 26 Breadalbane Street together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. Notice for the public meeting under the *Planning Act* be given according to the regulations under the *Planning Act*.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

The subject site is part of a previous City Council approval in 1998 known as the "East of Bay Lands". The original East of Bay Lands included the area bounded generally by St. Luke Lane, Bay Street, Wellesley Street and Grosvenor Street, all of which were owned by the Province of Ontario. The East of Bay Lands were to be developed in six phases. The subject lands, identified as phases 5 and 6 in the Agreement, remain as the last property that has yet to be developed. There is a site specific Zoning By-law that is described later in this report as well as a Master Plan Agreement and a Section 37 Agreement that included provisions and requirements as each of the phases was developed.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant on March 19, 2013. At that meeting, the proponent outlined the proposal for a mixed use development with two residential towers including a 45-storey (146 metre) tower fronting onto Wellesley Street West and a 54-storey tower (172 metres) fronting onto Breadalbane Street linked by an inverted L-shaped base of 9-storeys and 10-storeys. Vehicular access was proposed off of St. Luke Lane in two locations. The proposal presented at the pre-application meeting is exactly the same proposal as submitted to the City with this application.

During the meeting, staff raised concerns over the provisions of the existing agreements that pertain to the site, the existing site specific zoning, the provision of parkland and consistency with the existing Master Plan Agreement, the height of the residential towers in relation to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines, lay-bys on St. Luke Lane, the number of proposed vehicular access points to

St. Luke Lane, lack of family sized units, lack of non-residential space, reduction in bicycle parking, the strata park ownership proposed, provision of an internalized taxi stand in accordance with the Official Plan requirements, and provision of amenity space (internal and external).

ISSUE BACKGROUND

Proposal

The applicant is proposing to redevelop the subject site to construct two residential towers of 45 (146 metres including mechanical penthouse) and 54 (172 metres including mechanical penthouse) storeys including a 9-storey and 10-storey inverted L-shaped base that connects the two towers. The development proposes a total of 1,304 dwellings units located both within the towers and the base consisting of: 1,012 one bedroom units (77.6%); 196 two bedroom units (15%); and 96 three bedroom units (7.4%). The development will have a total gross floor area of 90,700 square metres, with 89,650 square metres of residential gross floor area and 1,050 square metres of retail gross floor area. The proposed density is 10.7 times the lot area.

Indoor amenity space is proposed to be both on the ground level and 10th floor of the base with outdoor amenity space proposed on the 10th floor on the roof of the base. There are 2,608 square metres each of indoor and outdoor amenity space proposed.

Each of the two residential towers is proposed to have an approximate floor plate area of 750 square metres. The 45-storey tower has a setback of 5 metres from the Wellesley Street West edge of the base, and a setback of 5.5 metres from St. Luke Lane. The 54-storey tower has a setback of 5.5 metres from Breadalbane Street and a setback of 5.5 metres from St. Luke Lane. A separation distance of 25 metres between the two towers is proposed.

The sidewalk width is proposed to be widened by 3 metres, along with a setback of 2 metres and a colonade of slightly less than 5 metres along the frontage of Wellesley Street West. Also, a 0.5 lane widening is proposed on St. Luke Lane.

The lobbies for the residential towers are located on Wellesley Street West for the north tower and Breadalbane Street for the south tower. A covered pedestrian walkway through the base is proposed running diagonally from the northeast corner of the site, connecting Wellesley Street West to the proposed extension of Breadalbane Park.

There are two vehicular and service accesses proposed from St. Luke Lane. The proposal includes a 4-level below-grade garage that accommodates 532 resident and 78 visitor parking spaces. Two Type G/B loading spaces and one Type B loading space is proposed to service both the residential and retail uses. Bicycle parking is proposed on the ground level and the first level below-grade to accommodate 321 resident and 80 visitor bicycle spaces.

The development will also incorporate, expand and frame the existing Breadalbane Park (previously known as Opera Place Park North).

Site and Surrounding Area

The site is bordered by Wellesley Street West to the north, St. Luke Lane to the east, Breadalbane Street to the south, and Breadalbane Park and 909-925 Bay Street to the west. The site is 0.91 hectares in area with frontage of 100.6 metres along Wellesley Street West and approximately 73.4 metres along Breadalbane Street. The site is currently a vacant gravel lot with a below-grade garage on the northwest portion of the lands that is used by residents of 909-925 Bay Street.

The surrounding uses are as follows:

South: on the south side of Breadalbane Street is the Opera Place Park South and the YMCA which runs through to Grosvenor Street, two-storey buildings on the east side of St. Luke Lane and the residential condominium buildings that front onto Bay Street. Further south on Grosvenor Street is Fire Station 314.

East: St. Luke Lane and beyond is a row of commercial buildings between 1 to 2-storeys fronting onto Yonge Street. The buildings are used for retail, offices and other mixed uses. The majority of the buildings along this stretch of Yonge Street are included on the City of Toronto Inventory of Heritage Properties.

North: on the north side of Wellesley Street West is 24 Wellesley Street West, a 29-storey residential condominium building with various retail uses at grade. West of 24 Wellesley West is 951 Bay Street, a 32-storey building that is formerly the Sutton Place Hotel and which is currently subject to an Official Plan and Zoning By-law amendment (file: 12 133688 STE 27 OZ). The proposal for the Sutton Place Hotel includes an addition of 9 floors to the 32-storey building, and the demolition/conversion of the existing purpose-built rental units for a total of 649 residential condominium units and 78 rental units.

West: 909-925 Bay Street, two 27-storey residential condominium buildings with retail at grade and Breadalbane Park.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to

grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

This application will be reviewed against the policies of the Official Plan. The Official Plan places the site within the Downtown and Central Waterfront urban structure area. The majority of the site is designated "Mixed Use Areas", with the southwest portion of the site designated "Parks" on Map 18 – Land Use Plan in the Official Plan. The "Mixed Use Areas" designation permits a range of residential, commercial and institutional uses. The Plan includes criteria that direct the form and quality of development in this land use designation. The criteria state that new buildings provide a transition between areas of different intensity and scale, including stepping down of heights towards lower scale neighbourhoods; minimize shadow impacts and provision of an attractive, safe and comfortable pedestrian environment. The "Parks" designation primarily permits public parks and recreational opportunities within the Downtown and Central waterfront urban structure area. The Plan includes criteria for development of the Parks designation such as: protect, enhance or restore natural features; preserve, or improve public visibility and access; maintain, and create linkages between parks and open spaces; maintain, or expand the size and improve the usability of publicly owned "Parks" lands for public parks; and provide comfortable and safe pedestrian conditions.

This application will be reviewed against all the policies of the Official Plan including those in the "Downtown", "Public Realm", "Built Form" and "Parks and Open Space" sections of the Plan. The Official Plan is available at:

http://www.toronto.ca/planning/official_plan/introduction/htm.

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 that they fit within their context and minimize their local impacts. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

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>

The subject site fronts on Wellesley Street West, which is identified as a High Street on Map 1, within a height range of 62 metres to 107 metres (20 storeys to 35 storeys) on Map 2, and with a Tower Podium Form Typology on Map 3.

North Downtown Yonge Street Planning Framework

The area of Yonge Street between College Street/Carlton Street and Bloor Street is changing. Contrary to several other areas within the Downtown and Central Waterfront Area, this part of Yonge Street is not subject to a Secondary Plan or Special Policy Area. A better understanding of the evolving neighbourhood and planned context of this area of Yonge Street is required prior to making any decisions on this and other recently received development applications. Planning staff have been working through the study process for the North Downtown Yonge Street Planning Framework including a detailed community consultation process. The North Downtown Yonge Street Planning Framework includes in the study process a review of the built form of the area, special places and streets, pedestrian improvements, open space, heritage, view termini and the Green Development Standards among other considerations. The review provided through this process will take into consideration work completed on the Downtown Tall Buildings Vision and Performance Standards Design Guidelines.

The study process will result in the preparation of an area specific official plan amendment and urban design guidelines for the North Downtown Yonge Street Planning Area generally bounded by Charles Street, fronting properties on Bay Street and Church Street, and College/Carlton Street. Consultation has included the Downtown Yonge Business Improvement Area, Bloor Yorkville Business Improvement Area, Bloor East Neighbourhood Association, Greater Yorkville Residents Association, Bay Cloverhill Community Association and Church Wellesley Neighbourhood Association.

Staff have prepared a report that is also on the June 18, 2013 Toronto and East York Community Council Agenda. The report provides an overview of the process to date and a draft of the urban design guidelines. A final report and public meeting is anticipated in the fall of 2013. Where possible these guidelines will compliment and be coordinated with other City and community heritage, economic and social development/revitalization initiatives. Further information on the North Downtown Yonge Street Planning Framework may be found on the City's website at: <http://www.toronto.ca/planning/northyongeplanningframework.htm>

Zoning

The majority of the site is zoned CR T4.0 C1.0 R4.0 and CR T4.0 C1.0 R6.0 under Zoning By-law 438-86, with a height limit of 30 metres and 46 metres. The zoning designation permits a variety of mixed uses including residential. The zoning permits a

maximum non-residential density of 1 times the area of the lot, and a maximum residential density of 4 times and 6 times the area of the lot. Attachment 3 shows the zoning for the site and surrounding area.

The site is also subject to By-law 463-1998, the prevailing site specific Zoning By-law that is applicable to the East of Bay Lands with a height limit of 30 metres. As By-463-1998 was enacted based on a previous development proposal, the requirements on gross floor area, amount of parking spaces, height requirements and provisions for entering into an agreement under Section 37 will need to be assessed against the current application.

Site Plan Control

The proposed development is subject to site plan control. An application for Site Plan Approval has not been submitted but will be required.

Tree Preservation

Urban Forestry staff is reviewing the Tree Survey and development plans submitted by the applicant to determine the impact on any existing trees within and surrounding the site. The owner will be required to obtain the necessary permits prior to removing any trees.

Reasons for the Application

The proposal requires an amendment to the Zoning By-law for an increase in density and height, reduction in parking and building setbacks, and other development standards that will require site-specific zoning provisions.

Additional areas of non-compliance may be identified through the circulation and review process.

COMMENTS

Application Submission

The following plans/reports/studies were submitted with the application:

- Topographical Survey
- Context Plan
- Site Plan
- Landscaping Plan
- Floor Plans
- Schematic Sections
- Elevation Plans
- Massing Model
- Planning Rationale Report (including a Community Services and Facilities Study, and a Shadow Study)
- Transportation Impact Study (including a Parking and Loading Study)

- Pedestrian Level Wind Assessment
- Site Servicing Report
- Tree Survey
- Toronto Green Development Standard Checklist
- Draft Zoning By-law Amendment

A Notification of Complete Application was issued on May 21, 2013.

Issues to be Resolved

The following issues will need further review and will need to be addressed by the applicant:

1. consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
2. conformity with Official Plan policies, particularly with respect to the sections on “Public Realm”, “Built Form” and “Parks and Open Spaces”.
3. conformity with the city-wide Tall Buildings Design Guidelines and the Downtown Tall Buildings: Vision and Supplementary Design Guidelines, including the sections on transition in scale, adjacency issues to heritage buildings, tower floorplate and separation distance, pedestrian realm and sustainable design;
4. compliance with the Agreements registered on title or amendments required to support a revised proposal;
5. height and density of the proposal;
6. other built form and massing issues including, but not limited to: sky view, light penetration, shadowing, heritage adjacency, continuous weather protection around the site and wind mitigation;
7. provision for reduced on-site vehicular and bicycle parking including impacts on the supply of on-street parking in the area;
8. mix of unit sizes particularly the provision of family size units;
9. appropriate servicing to accommodate the proposed development;
10. assessment of traffic generation, access and transportation impacts;
11. commitment to providing resident and visitor bicycle parking and bike share program;

12. adequacy of community services and parkland in the area including size and configuration of adjacent park;
13. provision of required indoor and outdoor amenity space and adherence to the City's Toronto Green Standard and Green Roof By-law;
16. treatment of the ground floor of the building and its relationship to both the street, the park and the laneway; and
17. Identification and securing of public benefits pursuant to Section 37 of the *Planning Act* should the proposal be recommended for approval.

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

CONTACT

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SIGNATURE

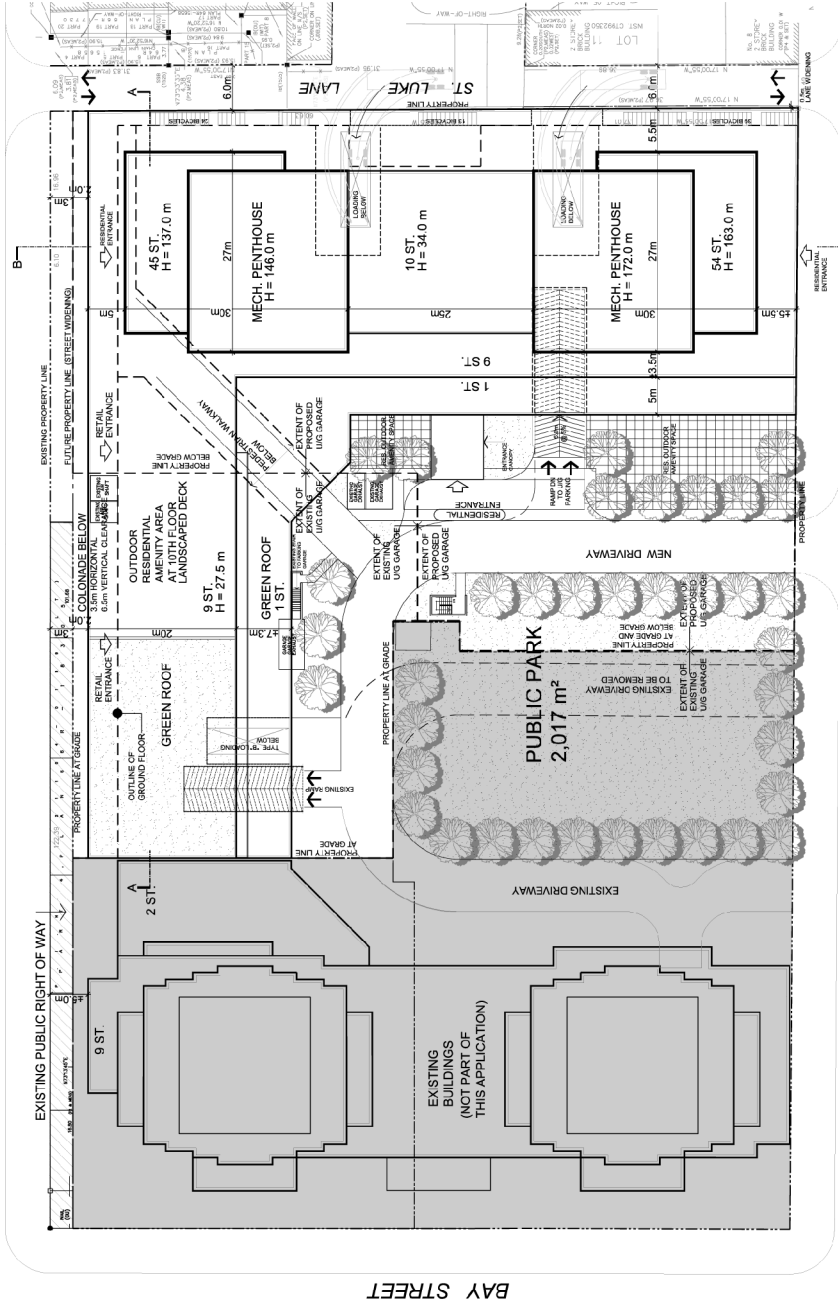
Gregg Lintern, MCIP RPP
Director Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2a: North Elevation
Attachment 2b: East Elevation
Attachment 2c: South Elevation
Attachment 3: Zoning
Attachment 4: Application Data Sheet

Attachment 1: Site Plan



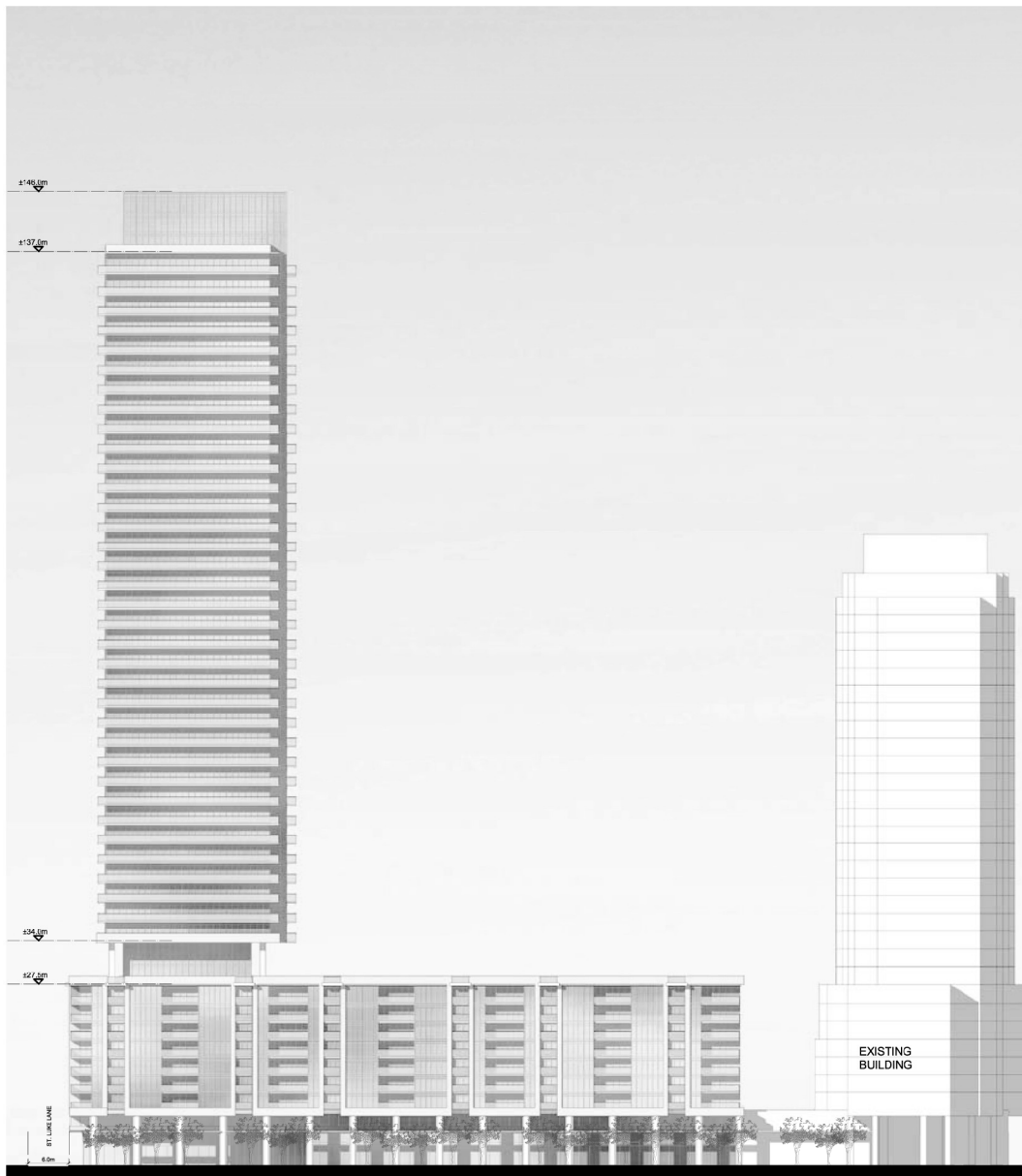
Site Plan
14, 16, 20 & 26 Breadalbane Street and
5, 7, 11 & 25 Wellesley Street West

Applicant's Submitted Drawing

Not to Scale
 05/22/2013

File # 13 138607 0Z

Attachment 2a: North Elevation



North Elevation

Elevations

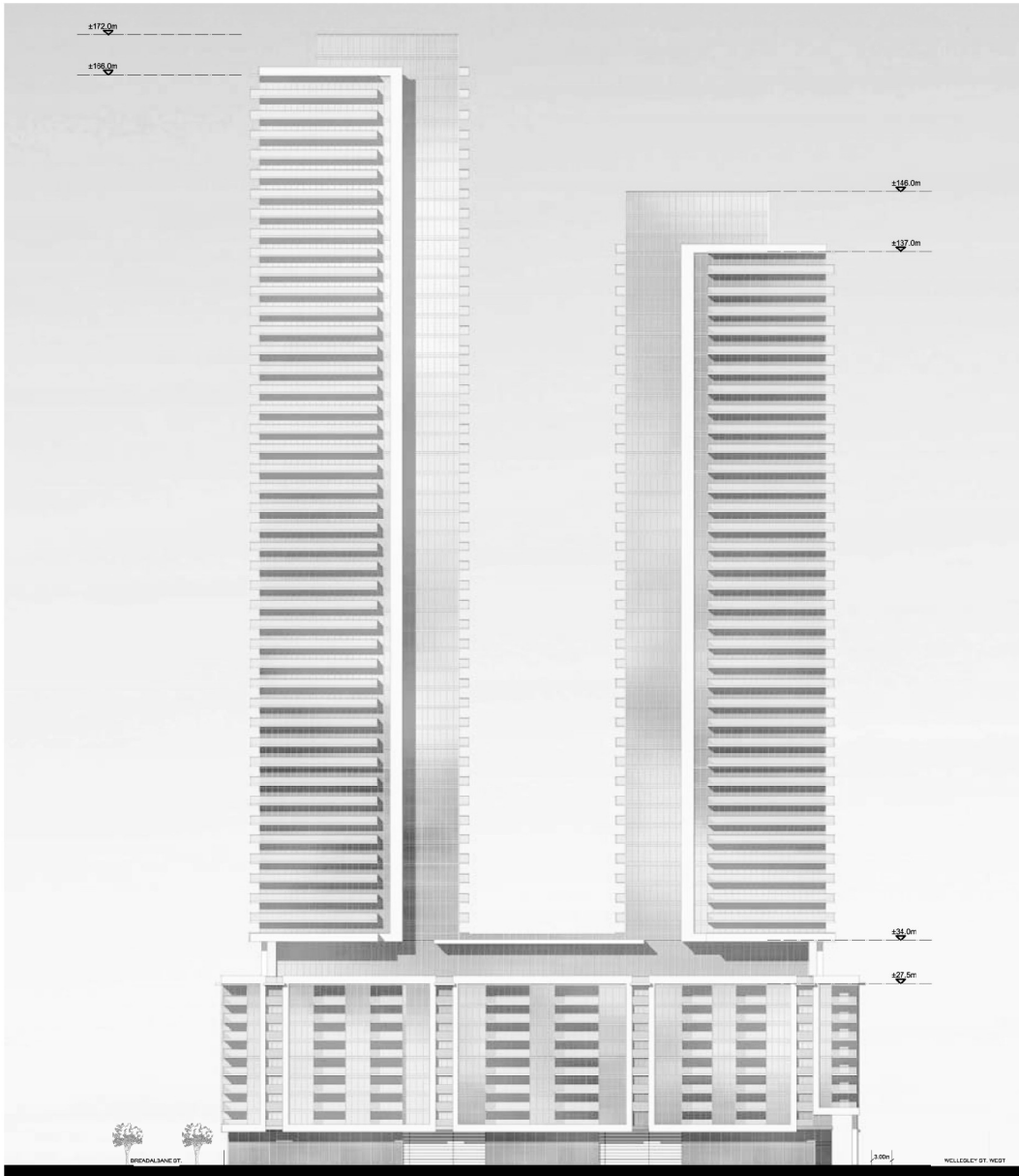
Applicant's Submitted Drawing

Not to Scale
05/22/2013

14, 16, 20 & 26 Breadalbane Street and
5, 7, 11 & 25 Wellesley Street West

File # 13 138607 02

Attachment 2b: East Elevation



East Elevation

Elevations

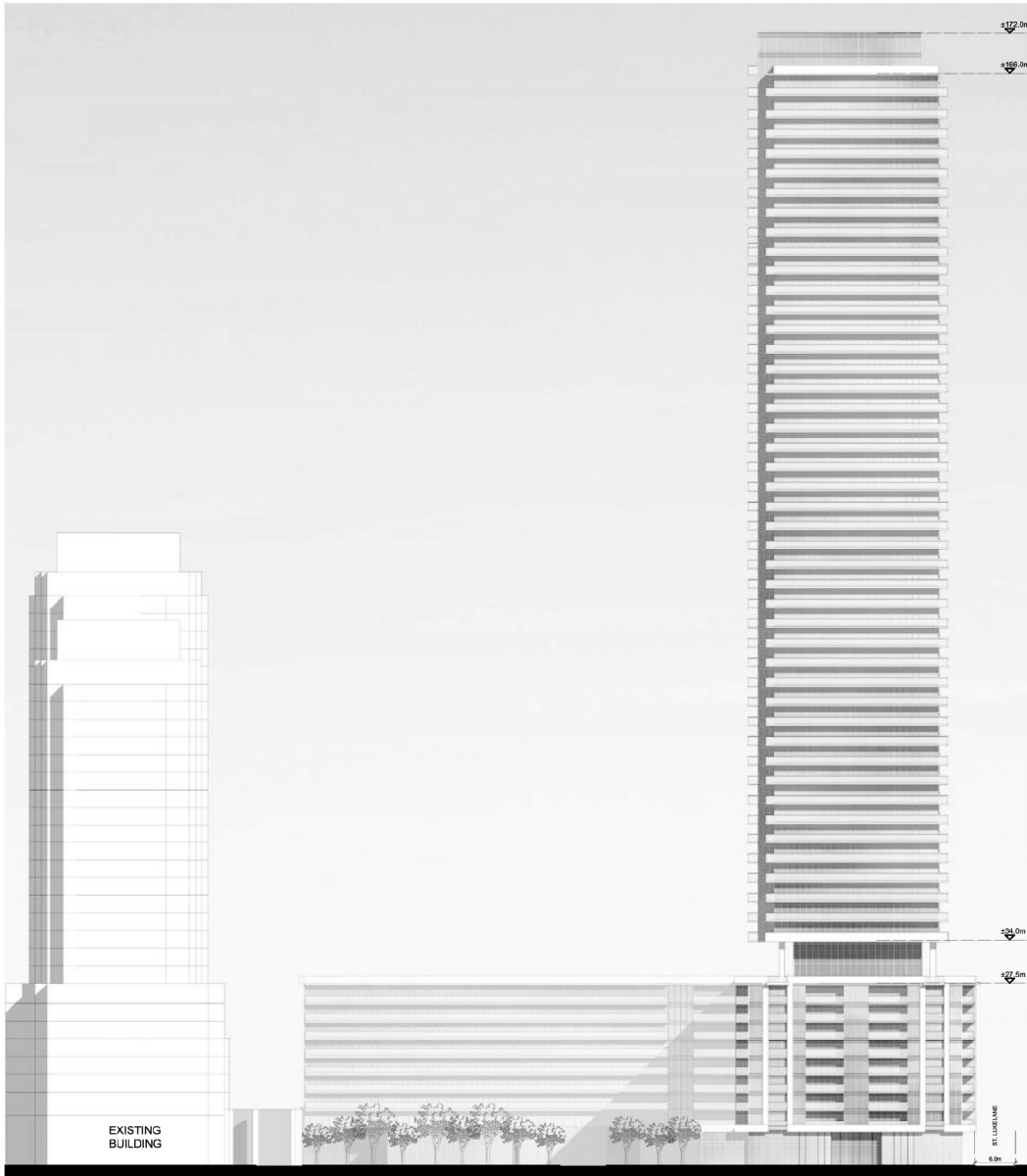
Applicant's Submitted Drawing

Not to Scale
05/22/2013

14, 16, 20 & 26 Breadalbane Street and
5, 7, 11 & 25 Wellesley Street West

File # 13 138607 0Z

Attachment 2c: South Elevation



South Elevation

Elevations

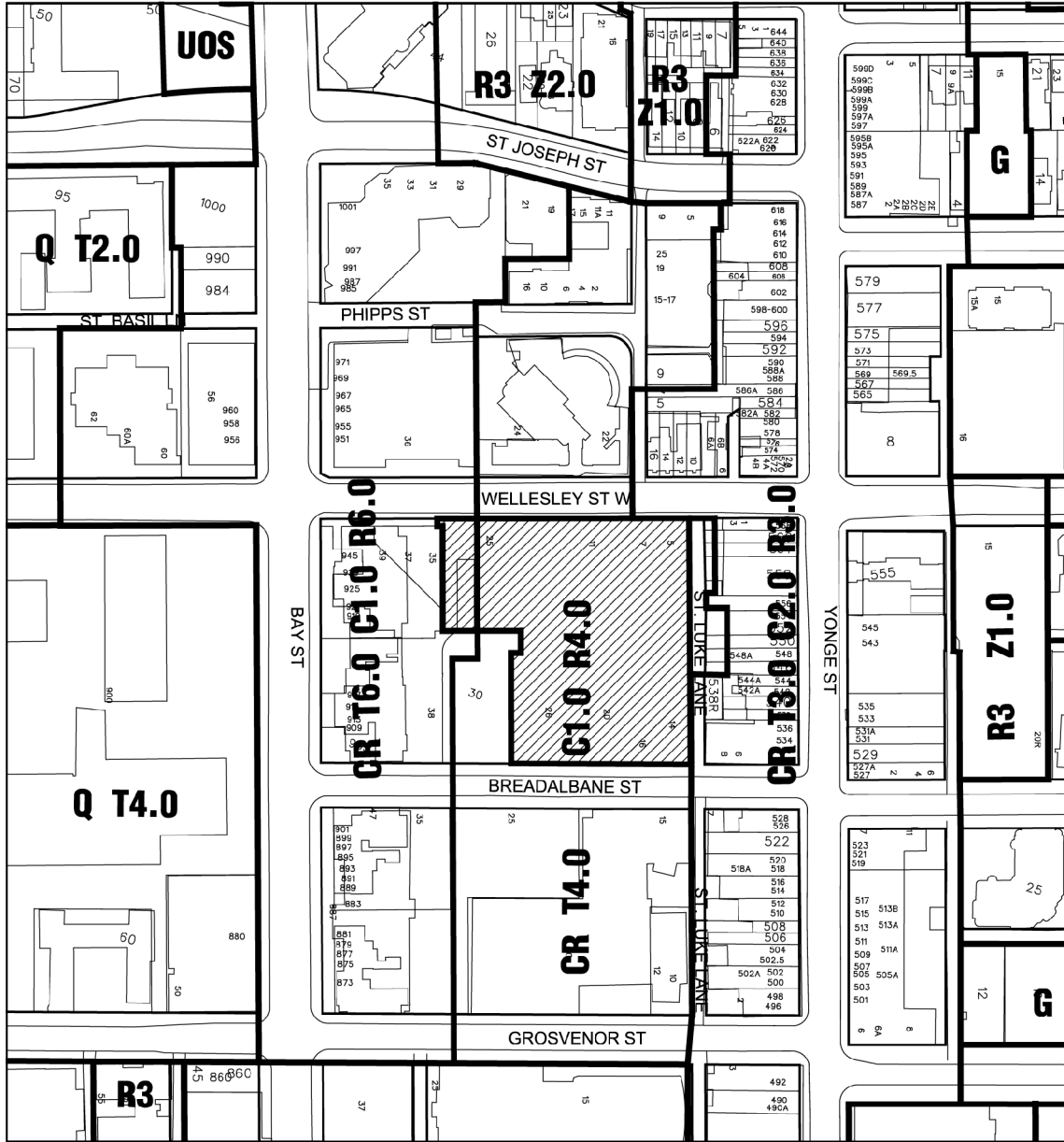
Applicant's Submitted Drawing

Not to Scale
05/22/2013

14, 16, 20 & 26 Breadalbane Street and
5, 7, 11 & 25 Wellesley Street West

File # 13 138607 0Z

Attachment 3: Zoning



TORONTO City Planning
Zoning

14, 16, 20 & 26 Bredalbane Street and
5, 7, 11 & 25 Wellesley Street West
File # 13 138607 0Z

- CR Mixed-Use District
- R3 Residential District
- Q Mixed-Use District
- G Parks District

↑
Not to Scale
Zoning By-law 438-86 (as amended)
Extracted 05/22/2013

Attachment 4: Application Data Sheet

Application Type	Rezoning	Application Number:	13 138607 STE 27 OZ
Details	Rezoning, Standard	Application Date:	March 21, 2013

Municipal Address: 5 to 25 Wellesley Street West and 14 to 26 Breadalbane Street

Location Description: PLAN D3 LOT 29 & PT LOT 30 **GRID S2709

Project Description: Rezoning application to permit a mixed-use development consisting of two residential towers at 45 and 54 storeys in height with a 9-10 storey podium. The development will have a total gross floor area of 90,700 square metres and will feature 1,304 dwelling units above a 1 storey street-related retail space. The development will expand, incorporate and frame the public park.

Applicant:	Agent:	Architect:	Owner:
AIRD AND BERLIS 181 Bay Street, Suite 1600 Toronto, Ontario, M5J 2T9		PAGE + STEELE/IBI GROUP ARCHITECTS 95 St. Clair Avenue West, Suite 200 Toronto, Ontario, M4V 1N6	LANTERRA DEVELOPMENTS (BAY WELLESLEY) LTD. 3625 Dufferin Street, Suite 500 Toronto, Ontario M3K 1N4

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas and Parks	Site Specific Provision:	No
Zoning:	CR T4.0 C1.0 R4.0, CR T4.0 C1.0 R6.0	Historical Status:	No
Height Limit (m):	30, 46	Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq. m):	8,448.4	Height:	Storeys:	45 and 54
Frontage (m):	73.4		Metres:	146 and 172
Depth (m):	66.64			
Total Ground Floor Area (sq. m):	5,435			Total
Total Residential GFA (sq. m):	89,650		Parking Spaces:	610
Total Non-Residential GFA (sq. m):	1,050		Loading Docks	3
Total GFA (sq. m):	90,700			
Lot Coverage Ratio (%):	64			
Floor Space Index:	10.7			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

			Above Grade	Below Grade
Tenure Type:	Condo			
Rooms:	0 (0%)	Residential GFA (sq. m):	89,650	0
Bachelor:	0 (0%)	Retail GFA (sq. m):	1,050	0
1 Bedroom:	1,012 (77.6%)	Office GFA (sq. m):	0	0
2 Bedroom:	196 (15%)	Industrial GFA (sq. m):	0	0
3 + Bedroom:	96 (7.4%)	Institutional/Other GFA (sq. m):	0	0
Total Units:	1,304 (100%)			

CONTACT:	PLANNER NAME:	Sarah Henstock, Senior Planner
	TELEPHONE:	416-392-7196
	E-MAIL:	shensto@toronto.ca

Staff report for action – Preliminary Report – 5-25 Wellesley Street West and 14-26 Breadalbane Street