

49 to 51 Camden St - Zoning Amendment Application - Preliminary Report

Date:	October 23, 2015
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina
Reference Number:	15-209675 STE 20 OZ

SUMMARY

This application proposes to amend the City of Toronto Zoning By-law 438-86 and 569-2013 to permit a 13-storey hotel development at 49 and 51 Camden Street. The proposal would consist of 130 hotel suites, a lower-level restaurant, a gymnasium, a ground floor hotel lobby and various hotel-related meeting rooms for a total gross floor area of 7,918 square metres.

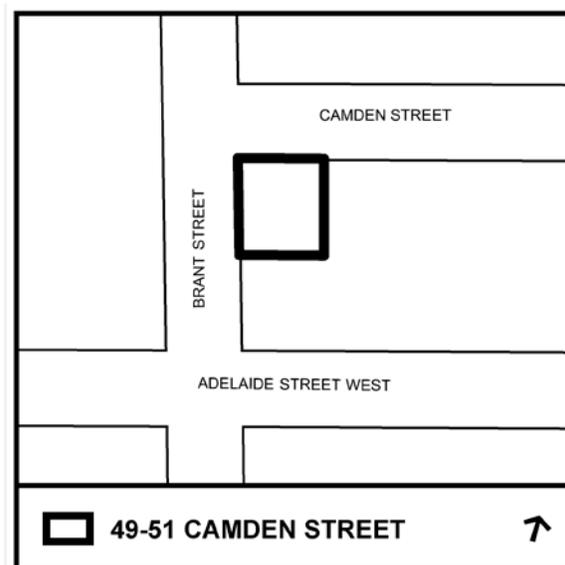
This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

A community consultation meeting is targeted for late 2015, and a Final Report is targeted for the second quarter of 2016. The target dates assume that applicant will provide 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 49 to 51 Camden 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 of the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

There have been no recent development applications filed on the subject properties.

Pre-Application Consultation

Pre-application meetings were held with the applicant on July 21, 2014, February 27, 2015 and May 11, 2015 to discuss the proposal and complete application submission requirements. The massing that was first presented to Staff was substantially lower in height at approximately 10 storeys. Subsequently, the proposal evolved into its current form of approximately 13 storeys or 45 metres in height. At the latter pre-application meetings with the applicant, Staff raised concerns with the proposed height, the lack of stepbacks and, potential for shadow impacts on St. Andrews Playground.

A pre-application community consultation meeting was organized by Councillor Cressy's office and held on April 7, 2015. At this meeting, the current proposal was presented to the public, and some concerns were raised regarding the height, built form, shadow impacts, traffic and parking. No revisions were made to the development proposal shown prior to filling the application.

ISSUE BACKGROUND

Proposal

The site is located north of Adelaide Street West, at the southeast corner of Brant Street and Camden Street. The applicant proposes to construct a 13-storey hotel with 130 suites, a ground floor reception and lobby, meeting rooms, and a penthouse lounge and outdoor terrace. The proposal contains three basement levels, which will include a restaurant, a gymnasium, a meeting room, storage spaces as well as back of house offices and facilities.

The height of the proposed development is 45 metres plus an additional 4.8 metres mechanical penthouse which is partially integrated into the 13th floor, for a total height of 49.8 metres.

Vehicular access to the site for the purposes of loading will be provided from Brant Street via a private laneway immediately south of the site. Brant Street is proposed to be widened by 0.89 metres along the east side in order to incorporate pick-up and drop-off for the hotel. The proposal does not contain any vehicle parking spaces. A total of 7 long-term bike parking spaces are proposed in the basement (level -2) and 16 short-term bike parking spaces are proposed along Camden Street in the way of 8 posts and rings.

Site and Surrounding Area

The subject site is located north of Adelaide Street West on the southeast corner of Brant Street and Camden Street. The site consists of 49 and 51 Camden Street and is square in shape with frontage of approximately 23.3 metres along Camden Street and 25.1 metres along Brant Street. The site is approximately 620 square metres in size.

The site is surrounded by the following uses:

North: North of the site along Camden Street are residential condominium buildings varying in height from 7 to 9 storeys. The latter of which provides a step back along Camden Street at the eight floor and further back at the ninth floor.

South: Immediately south of the site is a 1.09 metre wide private laneway that is comprised of a number of different easements in favour of 45, 47, 49 and 51 Camden Street as well as 438-442 Adelaide Street West. South of the laneway is a new residential condominium building known as Brant Park which is approximately 11-storeys at 36.5 metres to the top of the roof.

West: On the west side of Brant Street is St. Andrew's Playground which is a designated heritage site and is considered an Area of Special Identity in the King-Spadina Secondary Plan.

East: To the east of the site are two-storey commercial buildings.

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 City of Toronto Official Plan Map 2-Urban Structure identifies that the subject site is located in the *Downtown and Central Waterfront*. The Official Plan identifies that the *Downtown* will continue to evolve as a healthy and attractive place to live and work, as new development that supports the reurbanization strategy and the goals for *Downtown*, is attracted to the area. The quality of the *Downtown* will be improved by:

- a) developing programs and activities to maintain and upgrade public amenities and infrastructure;
- b) recognizing the high maintenance needs of streets, open spaces and City services in this heavy demand area;
- c) enhancing existing parks and acquiring new parkland where feasible; and
- d) preserving and strengthening the range and quality of the social, health, community services and local institutions located 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. Chapter 2 contains a policy that states that large commercial and office buildings and hotels will make provision for taxi stands on private property.

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. Development will be located, organized and massed to fit harmoniously with the existing and/or planned context. Development will limit its impacts on neighbouring properties

and the public realm by respecting street proportions, creating appropriate transitions in scale, providing for adequate light and privacy, limiting impacts of servicing and vehicular access on the property and neighbouring properties; and limiting shadow and wind impacts. This section of the Plan also contains specific policies on tall buildings and built form principles to be applied to the location and design of tall buildings, including locating buildings parallel to the street, with clearly visible entrances and ground floor uses with views to the street; locating and organizing parking and servicing to minimize impacts; providing an appropriate scale for adjacent streets; minimizing shadowing, loss of sky view and wind impacts; and fitting within the local context.

Section 3.15 of the Plan addresses the conservation of heritage resources and includes policies that state that Heritage Impact Assessments will evaluate the impact of a proposed alteration to a property on the Heritage Register, and/or to properties adjacent to a property on the Heritage Register, to the satisfaction of the City. In addition OPA 199 states that new construction on or adjacent to a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it.

The site is designated as a Regeneration Area, which permits the proposed non-residential uses.

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;
- minimize pedestrian/ vehicular conflicts;
- new buildings will be sited for adequate light, view, privacy and compatibility with the built form context;

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

Zoning

The in-force Zoning By-law applying to the subject site is former City of Toronto Zoning By-law 438-86. The subject site is also included within the new City-wide Zoning By-law 569-2013, which was enacted by City Council on May 9, 2013. This By-law is subject to appeals at the OMB and therefore is not in force.

The subject site is zoned Reinvestment Area (RA) as per Zoning By-law 438-86, (refer to Attachment 5 – Zoning Map, By-law No. 438-86). The permitted uses within the RA Zone range from residential uses, to commercial, institutional and limited industrial uses. As part of the RA zoning provisions, density standards were replaced by built form objectives through height and setbacks. 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 and the maximum permitted height is 23 metres. The By-law also contains a number of requirements related to building setbacks from the side and rear lot lines.

City-wide Zoning By-law 569-2013 (refer to Attachment 6 – Zoning Map, By-law No. 569-2013) zones the subject site CRE (x76), with a maximum height of 23.0 metres with an additional 5.0 metres for mechanical elements. The CRE (Commercial Residential Employment) zone permits a wide range of non-residential uses including hotels, offices, retail stores, financial institutions and eating establishments.

King-Spadina Heritage Conservation District

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>

TOcore: Planning Toronto's Downtown

On May 13, 2014, the Toronto and East York Community Council (TEYCC) 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. Both reports are available at: <http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=222101f2e9745410VgnVCM10000071d60f89RCRD>

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 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 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 22 metres resulting in a proposed building height of 45 metres to the top of the roof (49.8 metres including 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:

- Draft Zoning By-law 438-86 Amendment
- Draft Zoning By-law 569-2013 Amendment
- Boundary and Topography Survey
- Building Massing Model
- Sun/Shadow Study
- Toronto Green Development Standards Checklist
- Noise Feasibility Study
- Stage 1 Archaeological Resource Assessment
- Planning Rationale Report
- Pedestrian Wind Conditions
- Heritage Impact Statement
- Urban Considerations Report (includes Parking and Loading Study, Traffic Operations Assessment and Transportation Impact Study)
- Preliminary Geotechnical Investigation Report,
- Functional Servicing and Stormwater Management Report
- Arborist Letter
- Waste Management Report

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

Issues to be Resolved

Following is a preliminary list of issues to be addressed in the review of the current development proposal:

1. King-Spadina West Precinct:

Conformity with the existing Urban Structure and Built form policies of the King-Spadina Secondary Plan which envisions the West Precinct as a midrise neighbourhood.

2. Land Use

The proposed hotel use is permitted in both the Official Plan and the Zoning By-law. Servicing, parking, taxis and other hotel impacts will be reviewed as part of the application.

3. Height and Density:

The proposal exceeds the 20 metre right-of-way widths of Brant Street and Camden Street, and thus is considered a tall building. In addition, the

proposed height exceeds the maximum as prescribed by the Zoning By-law for the site. The appropriateness of the proposed height and density will be evaluated in terms of the surrounding context, impacts on adjacent properties including heritage properties, and the relevant Official Plan policies.

4. Siting and Massing:

These will be evaluated to assess the impacts on the public realm. The proposed building provides an atypical stepback at the 13th storey along Brant Street of approximately 5 metres. The stepback allows for an exterior terrace the length of the Brant Street façade. The exterior structure of the building goes up to the top of the roof, hence the terrace is open yet enclosed within the structure. So while the floor plate of the building stepbacks 5 metres, the exterior structure reads as a continuous façade.

The review of the proposed massing will also examine separation distances to the property lines to provide separation from adjacent sites, sky views and sunlight on the public realm. The building siting and massing will also be reviewed in terms of the building's proximity to the existing heritage resources such as St. Andrew's Playground located directly to the west of the site as well as the existing residential condominium south of the site.

5. Shadow and Wind

The applicant submitted Sun/Shadow Studies as well as a Wind Study as part of the application. A key part of the review will be to study any potential shadows on St. Andrew's Playground.

6. Heritage:

St. Andrew's Playground is located on the west side of Brant Street directly across from the proposed development. The park is designated under Part IV of the Ontario Heritage Act (By-law 1350-2013), along with the former Waterworks Building (1932) municipally known as 497 Richmond Street West. The proximity of the development site to St. Andrew's Playground meets the definition of *adjacent* according to the recently updated Heritage Conservation Policies of the Official Plan.

The applicant has submitted a Heritage Impact Statement evaluating the proposal in relation to the heritage property. Heritage Staff are reviewing the document and the potential impacts of a development at this scale on the integrity of the heritage property's cultural heritage value and attributes as well as the location of the proposal within the King-Spadina Heritage Conservation District Study that is currently under way.

7. Traffic, Parking and Loading:

The proposal does not contain any vehicle parking and the location of passenger pick-up and drop-off is on Brant Street which requires a widening of the street. This will result in a sidewalk that is approximately 0.9 metres more narrow, and may impact the pedestrian clearance and is in proximity to the corner. Loading is proposed off a private laneway approximately 3 metres wide (with additional right-of-way agreements on either side for a total width of 5.5 metres) to the south. Hence, the lack of parking, pick-up/drop-off and loading must be reviewed in relation to the demand generated by the proposal, and in the context of the development's proximity to public transit.

The hotel proposes a total of 7 long-term bike parking spaces in the basement level -2 and 16 short-term bike parking spaces (in the form of 8 post and rings) along Camden Street. Location of bicycle parking will be reviewed by staff.

8. Section 37

Should the application proceed to approval in any form, it will be subject to Section 37 contributions under the *Planning Act* and will be assessed in accordance with Section 5.1 and 7.2 of the King-Spadina Secondary Plan.

9. Parkland

The Planning Act enables the municipality under Section 42 to require, as a condition of development or redevelopment of land, a conveyance of land and/or cash-in-lieu of land for park or other public recreational purposes. All new non-residential uses are subject to 2% parkland dedication or if the site is located within a Parkland Acquisition Priority Area, the amount of conveyance is determined by the overall site size. The subject site is located within a Parkland Acquisition Priority Area as outlined in the Alternative Parkland Dedication By-law 1420-2007. The applicant will be required to satisfy the parkland dedication requirement through cash-in-lieu.

10. Toronto Green Standard

Staff will be encouraging the applicant to review sustainable development opportunities by utilizing the Toronto Green Standard, adopted by City Council in July 2006. The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved

stormwater management, water and energy efficiency, and waste reduction and recycling.

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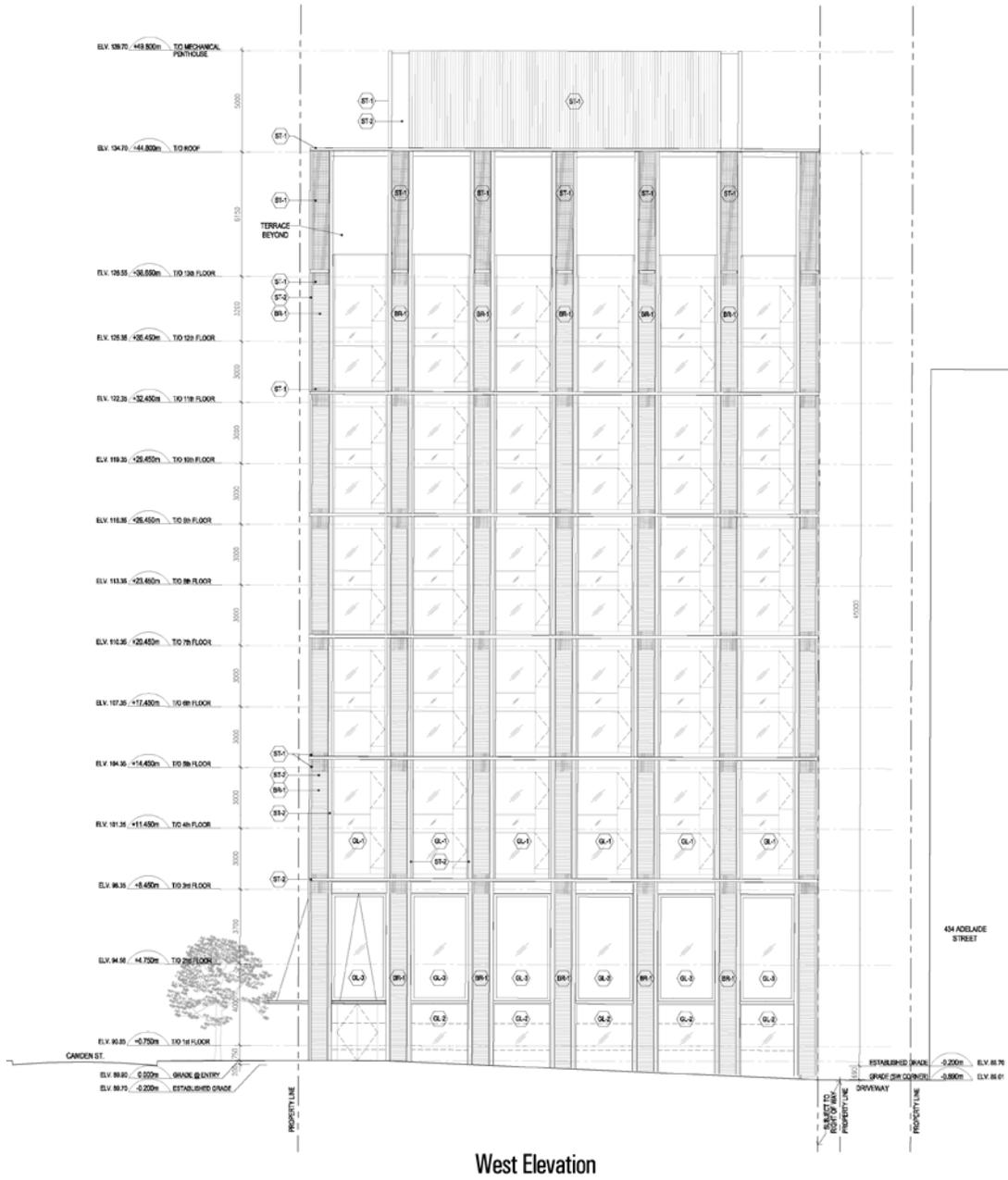
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan/Subdivision Plan
Attachment 2A: West Elevation
Attachment 2B: South Elevation
Attachment 2C: North Elevation
Attachment 2D: East Elevation
Attachment 3: Zoning By-law 569-2013
Attachment 4: Application Data Sheet

Attachment 2A: West Elevation



West Elevation

Elevations

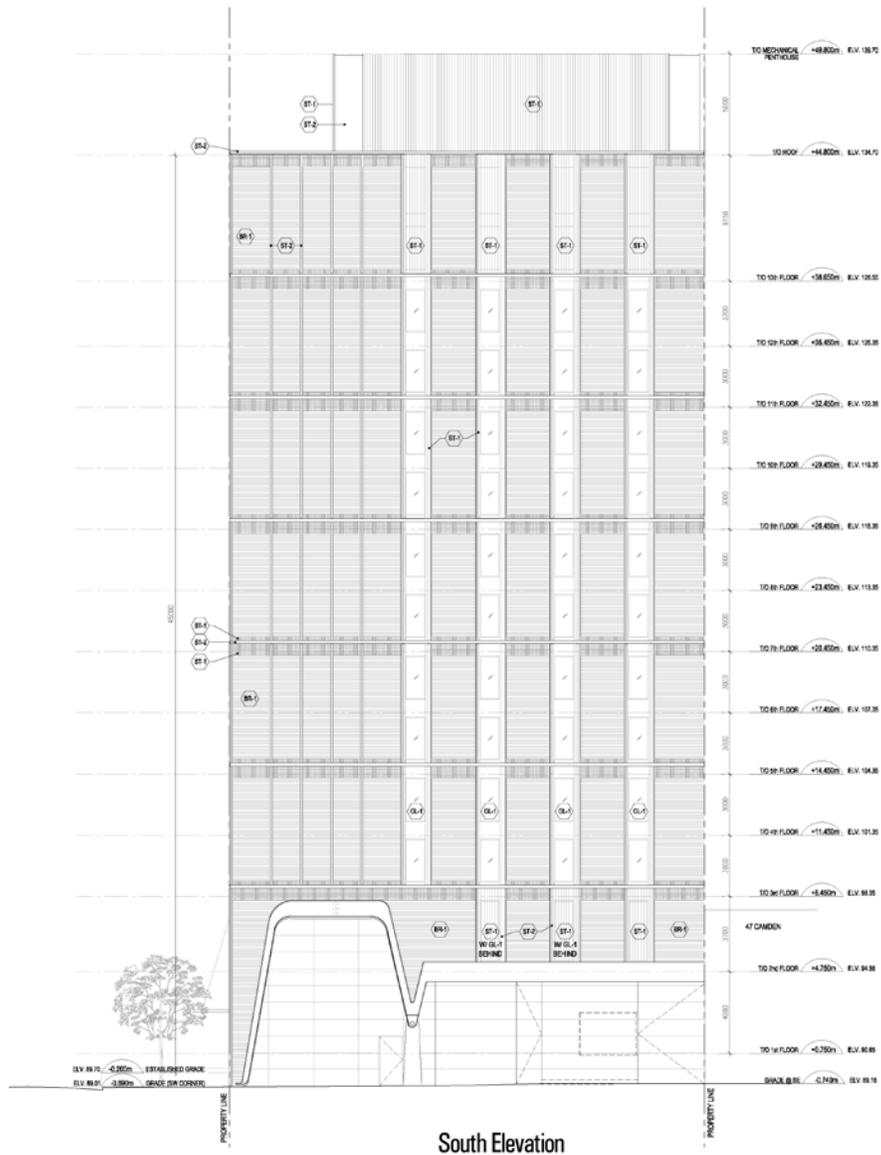
Applicant's Submitted Drawing

Not to Scale
10/01/2015

49-51 Camden Street

File # 15 209675 STE 20 0Z

Attachment 2B: South Elevation



Elevations

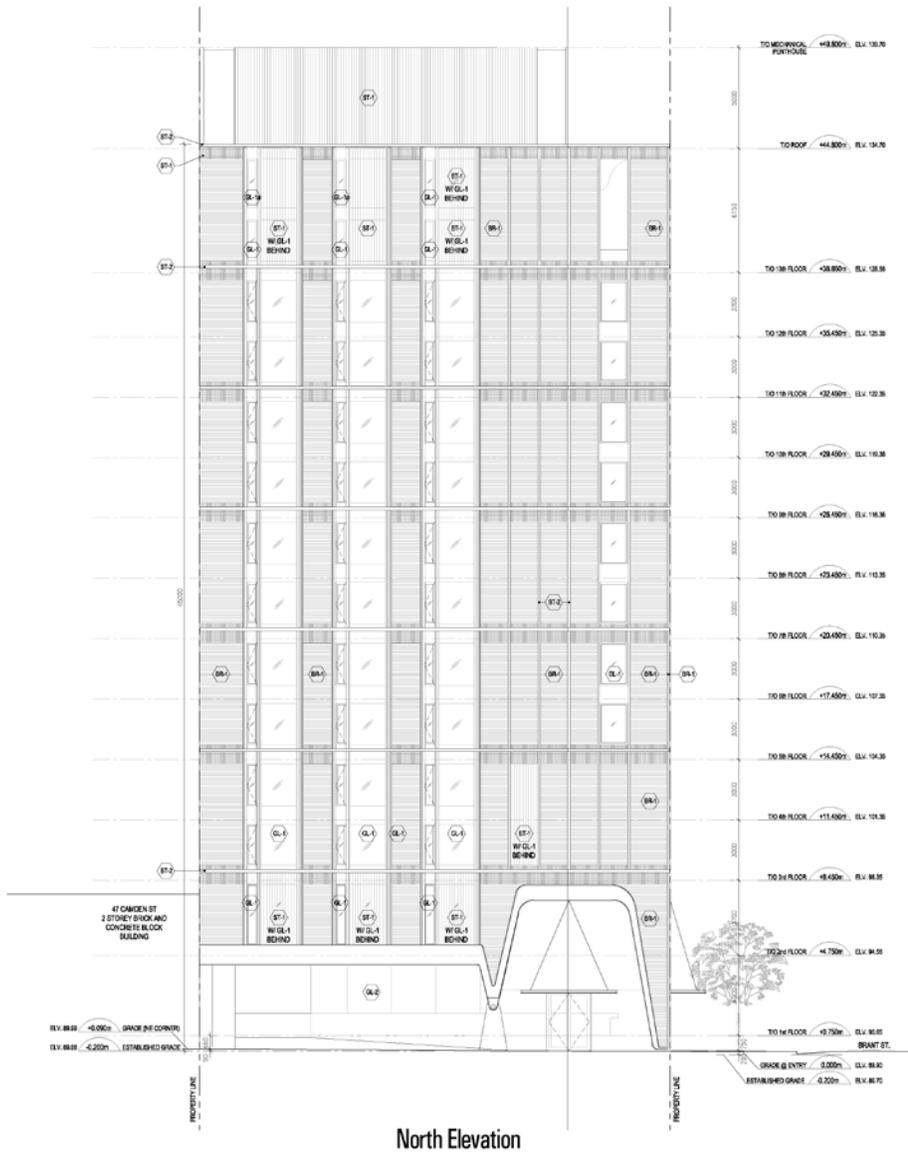
Applicant's Submitted Drawing

Not to Scale
10/01/2015

49-51 Camden Street

File # 15 209675 STE 20 0Z

Attachment 2C: North Elevation



Elevations

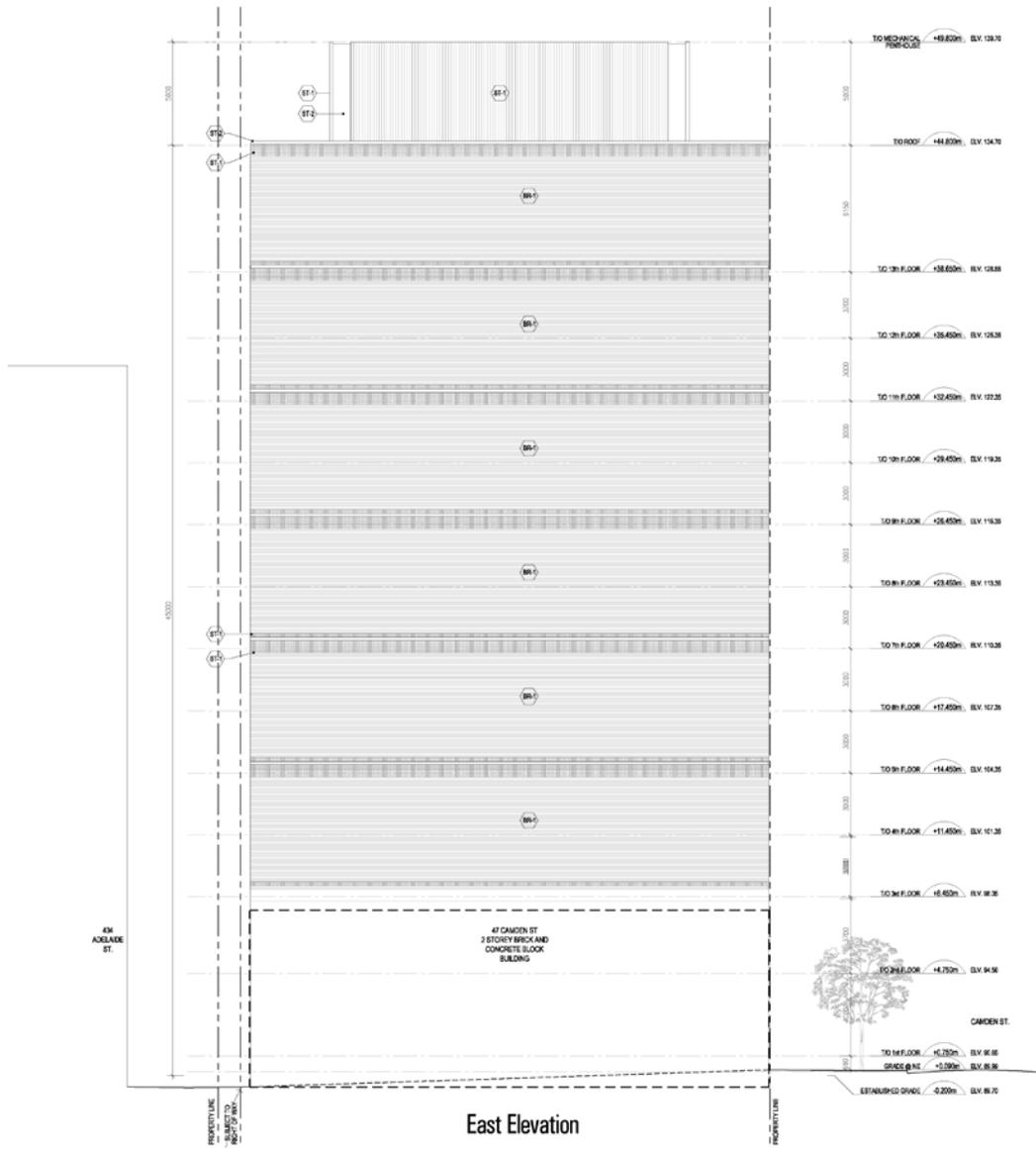
Applicant's Submitted Drawing

Not to Scale
10/01/2015

49-51 Camden Street

File # 15 209675 STE 20 0Z

Attachment 2D: East Elevation



Elevations

Applicant's Submitted Drawing

Not to Scale
10/01/2015

49-51 Camden Street

File # 15 209675 STE 20 OZ

Attachment 3: Zoning By-Law No. 569-2013



Zoning By-Law No. 569-2013

49-51 Camden Street

File # 15 209675 STE 20 OZ

Location of Application

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

CRE Commercial Residential Employment OR Open Space Recreation



Not to Scale
Extracted: 10/01/2015

Attachment 4: Application Data Sheet

Application Type	Rezoning	Application Number:	15 209675 STE 20 OZ
Details	Rezoning, Standard	Application Date:	August 19, 2015
Municipal Address:	49 CAMDEN ST		
Location Description:	PLAN D46 PT LOTS 3 & 4 **GRID S2012		
Project Description:	Redevelopment of a 620 square metre (0.15 acre) property located on the southeast corner of Camden Street and Brant Street, municipally known as 49 and 51 Camden Street (the subject site), for a 13-storey hotel with 130 hotel suites and a partially integrated mechanical penthouse. A total gross floor area of 7,918 square metres is proposed.		

Applicant:	Agent:	Architect:	Owner:
51 Camden Street Holdings Ltd	Stikeman Elliott	Shim Sutcliffe	49 Camden Street Holdings Limited

PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:	King-Spadina West Precinct
Zoning:	CRE (x76)	Historical Status:	
Height Limit (m):	23	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	620	Height:	Storeys:	13
Frontage (m):	23.316		Metres:	50
Depth (m):	26.633			
Total Ground Floor Area (sq. m):	537.6			Total
Total Residential GFA (sq. m):	0		Parking Spaces:	0
Total Non-Residential GFA (sq. m):	7918		Loading Docks	1
Total GFA (sq. m):	7918			
Lot Coverage Ratio (%):	86.7			
Floor Space Index:	12.77			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

			Above Grade	Below Grade
Tenure Type:				
Rooms:	0	Residential GFA (sq. m):	0	0
Bachelor:	0	Non-Residential GFA (sq. m):	6887	1231
1 Bedroom:	0	Office GFA (sq. m):	0	0
2 Bedroom:	0	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	0
Total Units:	0			

CONTACT: PLANNER NAME: Avery Carr, Planner
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