

**422-424 Wellington Street West - Zoning Amendment
Application - Preliminary Report**

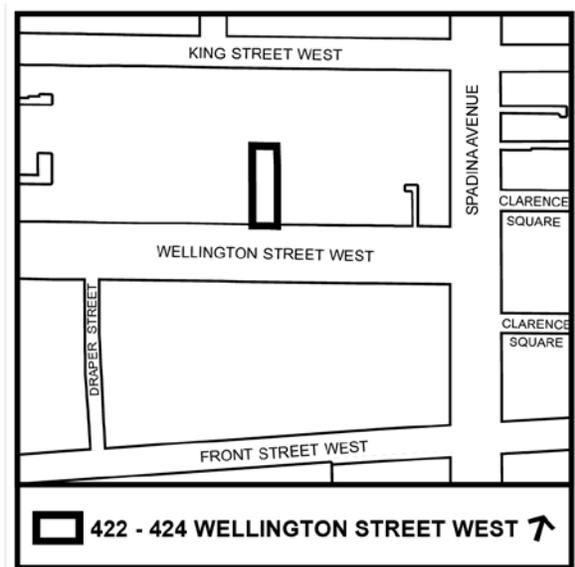
Date:	October 25, 2016
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina
Reference Number:	16 213925 STE 20 OZ

SUMMARY

This application proposes a 23-storey building with 1,428 square metres of office and/or other commercial space on the first four storeys and 129 residential units above at 422-424 Wellington Street West.

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.

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, among other matters. 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 and other issues that may arise through further review of the application. The proposal, as submitted, is not supportable by Planning Staff.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 422-424 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 of the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

Pre-Application Consultation

In July 2016, a pre-application consultation meeting was held with the applicant to discuss complete application submission requirements and to identify preliminary issues with the proposal. Staff identified a number of issues including the appropriateness of the proposed built form for the site, the treatment of the listed heritage building, the proposed building height and consistency with the character of the surrounding area and policies of the King-Spadina Secondary Plan and the Official Plan more broadly.

ISSUE BACKGROUND

Proposal

This application proposes the development of a 23-storey mixed-use building that would integrate the existing listed heritage building into the base of the proposed building. The overall height would be approximately 79.7 metres, including the mechanical penthouse. The proposal consists of 12,095 square metres of gross floor area, of which 1,428 square metres would be non-residential uses and 10,667 square metres would be residential uses.

The proposal includes the relocation of the existing listed heritage three-storey semi-detached houseform building to the south and east of its current location, resulting in a minimum setback of 0.4 metres from both the south (Wellington Street West) and east lot lines. A four-storey base building (plus mezzanine) with a height of approximately 18.9 metres would connect to the rear of the listed heritage building at the first, mezzanine and second floors of the new building. The new base building would be set back approximately 0.3 metres from both the east and north (rear) lot lines.

Floors five through 17 would cantilever over the listed heritage building by approximately 11 metres, supported by columns that would extend down through the relocated heritage building. This portion of the new building would be set back a minimum of approximately 5.9 metres from the south (Wellington Street West) lot line. Floors 18 through 23 would be set back a minimum of approximately 16.4 metres from

the south lot line. The portion of the building above the fourth storey would be set back approximately 5.4 metres from the north lot line, 5.6 metres from the east lot line and 5.5 metres from the west lot line. The side walls of the building facing east and west would include windows for the residential units.

Vehicular access to the site would be provided via a driveway from Wellington Street West along the western boundary of the property. Pedestrian access to the non-residential uses in the listed heritage building would be provided from the Wellington Street front door and access to all other building components would be provided from the driveway. Space for garbage and loading activities would be provided within the building, accessed from the driveway. Seventy-two vehicle parking spaces are proposed for residents in three underground levels, accessed by two car elevators via the driveway. One hundred twenty-nine bicycle parking spaces would be provided, of which 116 would be for residents and 13 for visitors, and would be located on the ground floor and spread across all three underground levels.

The proposed non-residential uses would be contained in the first four storeys of the building, including the listed heritage building, generally in the southern portion of the building fronting Wellington Street West. Residential amenity space would be contained on the mezzanine level. Three live-work units are proposed on each of the second, third and fourth storeys at the northern (rear) portion of the building. Floors five through 23 would contain 120 residential units, for a total of 129 units on the site. A terrace associated with the commercial uses would be located on the roof of the listed heritage building, connected by a pedestrian bridge to the new base building.

The proposed residential unit breakdown is as follows:

Type of Residential Unit	Number of Units	Percentage of Total
One-Bedroom	79	61.2
Two-Bedroom	49	38.0
Three-Bedroom	1	0.8
Total	129	100

Residential amenity space would be provided on the mezzanine level of the building, with 20 square metres located outdoors on a recessed patio at the east side of the building (0.16 square metres per unit) and 252 square metres located indoors (1.9 square metres per unit).

For additional details, see Attachment 1: Site Plan, Attachments 2-5: Elevations and Attachment 7: Application Data Sheet.

Site and Surrounding Area

The site is located west of Spadina Avenue on the north side of Wellington Street West. The rectangular-shaped site has an area of approximately 1,360 square metres with frontage on Wellington Street West of approximately 21 metres and a depth of approximately 68 metres.

The site currently contains a three-storey semi-detached houseform building. The building, referred to as the McLeish-Powell Houses, was constructed in 1888 and was listed on the City of Toronto Heritage Register in May 2005. A newer two-storey addition was constructed at the rear of the listed building, which also abuts the building to the east of the site. The listed heritage building and two-storey addition were formerly used as a banquet facility and event space and are currently vacant.

The setback from the front lot line along Wellington Street West to the front of the listed heritage building ranges from approximately 11 to 12 metres. Surface parking is provided in both the front and rear yard areas on the site and in the right-of-way along Wellington Street West.

Surrounding uses include:

North: The area north of the site has a predominantly mid-rise character. Most buildings are less than 35 metres in height, with significant setbacks to the taller portions of these buildings from the street. The area includes many three- to six-storey brick and beam former warehouse buildings converted to office uses as well as newer predominantly residential buildings. The lands at 485-539 King Street West are the subject of an application for residential, office and restaurant/retail uses in a single building form of varying heights framing a large publicly accessible courtyard. The form of the building rises and falls, and includes five building 'peaks', of which the tallest are 16 storeys (File No. 16 159483 STE 20 OZ). A number of properties to the north of the site are either listed on the City of Toronto Heritage Register or designated under Part IV of the *Ontario Heritage Act*.

East: A three-storey brick warehouse building immediately east of the site at 420 Wellington Street West is currently used for office, retail and nightclub uses. Farther east along the north side of the street is a recently constructed 12-storey residential building, a two-storey warehouse-style building containing office uses, a three-storey converted semi-detached houseform building and a gas station at the northwest corner of Wellington Street West and Spadina Avenue. North of the gas station is an approved development for 11-storey and 19-storey residential buildings with ground floor commercial uses at 46-62 Spadina Avenue (File No. 05 109350 STE 20 OZ).

South: Wellington Street West is located immediately south of the subject site. The street has a right-of-way width of 45 metres. The property on the south side of the site currently contains the Globe and Mail facility. This 7.7 acre parcel is proposed to be comprehensively redeveloped as a mixed-use development with seven buildings featuring residential, office and retail uses. The proposed buildings that would front Wellington Street West are two 15-storey buildings, which step back from the street, adjacent to a five-storey listed heritage warehouse building containing office uses at the southwest corner of Wellington Street West and Spadina Avenue, and one 13-storey building, which steps back

from the street at the west end of the site (File No. 14 116571 STE 20 OZ). Immediately west of this proposed building, at the southeast corner of Draper Street and Wellington Street West, is a two-storey brick office building. To the south of this building 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, designated under Part V of the *Ontario Heritage Act*. The southwest corner of Draper Street and Wellington Street West is subject of an application for a 16-storey building, which would include retail and residential uses (File No. 16 114472 STE 20 OZ).

West: A two-storey brick warehouse building immediately west of the site at 432 Wellington Street West is currently used as a restaurant. Farther west of the site on the north side of the street is a mix of predominantly older industrial buildings two to six storeys in height, which have been converted to residential and office uses, with some commercial uses at grade. Two recently constructed 10- and 11-storey residential buildings are also west of the site. A number of properties to the west of the site are either listed on the City of Toronto Heritage Register or designated under Part IV of the *Ontario Heritage Act*.

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.

Official Plan

The site is identified as part of the *Downtown and Central Waterfront* on Map 2 of the Official Plan. The Official Plan states that *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. While *Downtown* is identified as an area offering opportunities for substantial employment and residential growth, this growth is not anticipated to be uniform. Design guidelines

specific to districts of historic or distinct character will be implemented to ensure new development respects the context of such districts in terms of the development's fit with existing streets, setbacks, heights and relationship to landmark buildings.

Chapter Three of the Official Plan identifies that most of the City's future development will be infill and redevelopment and, as such, will need to fit in, respect and improve the character of the surrounding area. Section 3.1.2 contains Built Form policies, which indicate that 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.

Section 3.1.5 of the Official 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. Policy 3.1.5.26 identifies 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 impacts on it. Policy 3.1.5.27 requires that where it is supported by the cultural heritage values and attributes of a property on the Heritage Register, the conservation of whole or substantial portions of buildings, structures, and landscapes on those properties is desirable and encouraged.

The site is designated *Regeneration Areas* on Map 18 of the Official Plan, which are intended to provide for a broad mix of commercial, residential, light industrial, parks and open space, institutional, live/work and utility uses in an urban form. This designation is intended to revitalize areas. The framework for new development in these areas is set out in a Secondary Plan, which for the subject site is the King-Spadina Secondary Plan.

King-Spadina Secondary Plan

Chapter 6.16 of the Official Plan contains the King-Spadina Secondary Plan. The Secondary Plan emphasizes the reinforcement of the characteristics and qualities of the area through special attention to built form and the public realm. The King-Spadina Urban Design Guidelines (2006) will also be referenced in reviewing this application.

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, among other matters, 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 and massed to provide 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; and
- retain, conserve, rehabilitate, re-use and restore heritage buildings.

A primary objective of the 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 should form the basis for new development in this part of the King-Spadina Secondary Plan area. 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 West context is a particularly sensitive one given the importance of Wellington Street West and the improvements anticipated to the street through the future redevelopment of the Globe and Mail site to the south. The King-Spadina Secondary Plan identifies Wellington Street West as an 'Area of Special Identity'. 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 north 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 review and a final report on the whole Secondary Plan area is anticipated in early 2017. 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 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 led by Taylor-Hazell Architects developed the study, and was subsequently retained to complete the plan.

The first phase of the study involved the identification of potential heritage conservation districts. In May 2014, the Toronto Preservation Board endorsed and HCD Study for King-Spadina, along with City staff recommendations to proceed with two HCD plans for King-Spadina, divided along Peter Street. Through the development of policies for the districts and the community consultation process, the project team has determined that a single HCD for the entire district is more appropriate due to its consistent architectural character and development history.

The project team is currently preparing draft policies and guidelines for the HCD, in order to seek feedback and input from the community.

Heritage Preservation Services staff will present the final version of the Plan and a recommendation for designation under Part V of the *Ontario Heritage Act* in the fourth quarter of 2016. Details on the King-Spadina HCD study and progress to date on the plan are available at:

http://www.toronto.ca/heritage-preservation/heritage_districts.htm

The listed heritage building on the site has been identified as a 'contributing' building in the King-Spadina HCD study.

Zoning

The site is zoned Reinvestment Area (RA) in former City of Toronto Zoning By-law No. 438-86. This zoning category permits a range of residential, commercial, institutional and limited industrial uses. The current zoning permits a maximum building height of 23 metres for this site if a three metre stepback at 20 metres is provided. An additional five metres is permitted for rooftop mechanical elements. A 7.5 metre setback from both the side and rear lot lines for areas located farther than 25 metres from the street lot line is required.

The site is excluded from City of Toronto Zoning By-law 569-2013. As part of the subject application, the property is proposed to be brought into City of Toronto Zoning By-law 569-2013.

See Attachment 6: Zoning for additional details.

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.

Official Plan Amendment 352 – Updating Tall Building Setbacks Downtown

On October 6, 2016, City Council approved Official Plan Amendment 352 – Downtown Tall Building Setback Area. 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 policies establish the reasoning for tower setbacks, recognizing that not all sites can accommodate tall buildings and addresses base building heights. Coupled with OPA 352 is an area specific Zoning By-law with performance standards for tall buildings to provide setbacks for the portion of the building that is at or above 24 metres.

Tree Preservation

The Arborist Report and Tree Preservation Plan submitted in support of the application indicate there are three trees within and immediately adjacent to the subject site that qualify for protection under the City's Tree Protection By-law. Of these, one City-owned tree is proposed to be protected and a second City-owned tree and one privately-owned tree are proposed to be removed.

Reasons for the Application

The Zoning By-law Amendment application is required to increase the permitted building height and revise other development regulations as necessary to accommodate the proposal.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Rationale
- 3-D Massing Model
- Heritage Impact Statement
- Sun/Shadow Study
- Pedestrian Level Wind Study
- Arborist Report
- Toronto Green Standard Checklist
- Functional Servicing Report
- Geotechnical Report
- Geohydrology Assessment
- Phase One Environmental Site Assessment
- Transportation Impact Study

A Notification of Complete Application was issued on October 24, 2016.

Issues to be Resolved

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

- Consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe.
- 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 that is complementary to the historic physical fabric of the area.
- Consistency with the emerging policies of the King-Spadina Secondary Plan Review, the King-Spadina Heritage Conservation District Study and the TOcore initiatives.
- Whether the proposed impacts on and conservation of the listed heritage building is appropriate.
- Determination of appropriate relationships to the adjacent properties, including side yard setbacks.
- Impacts on the pedestrian realm (including appropriate streetscape treatments and sidewalk widths) that may result from the intensity and scale of the proposed development and the relationship of the building at grade.
- Evaluation of the wind and shadow impacts created by the proposal on the site and surrounding area.
- Traffic, parking, site servicing and loading issues raised by Engineering and Construction Services and Transportation Services staff.
- Adequacy and suitability of the proposed amount and location of indoor and outdoor amenity spaces, and the lack of residential outdoor amenity space in particular.
- Desirability of the proposed unit mix, with emphasis on the number of larger units suitable for a broader range of households including families with children.
- Evaluation of tree protection and injury mitigation measures as a result of the proposal and opportunities for new tree planting on the site.
- Compliance with the Tier 1 performance measures of the Toronto Green Standard.

- Securing appropriate Section 37 contributions should the project proceed to approval.

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

CONTACT

Dan Nicholson, Senior Planner

Tel. No. 416-397-4077

Fax No. 416-392-1330

E-mail: dnichol2@toronto.ca

Paul Johnson, Planner

Tel. No. 416-397-0259

Fax No. 416-392-1330

E-mail: pjohnso3@toronto.ca

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

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ATTACHMENTS

Attachment 1: Site Plan

Attachment 2: South Elevation

Attachment 3: East Elevation

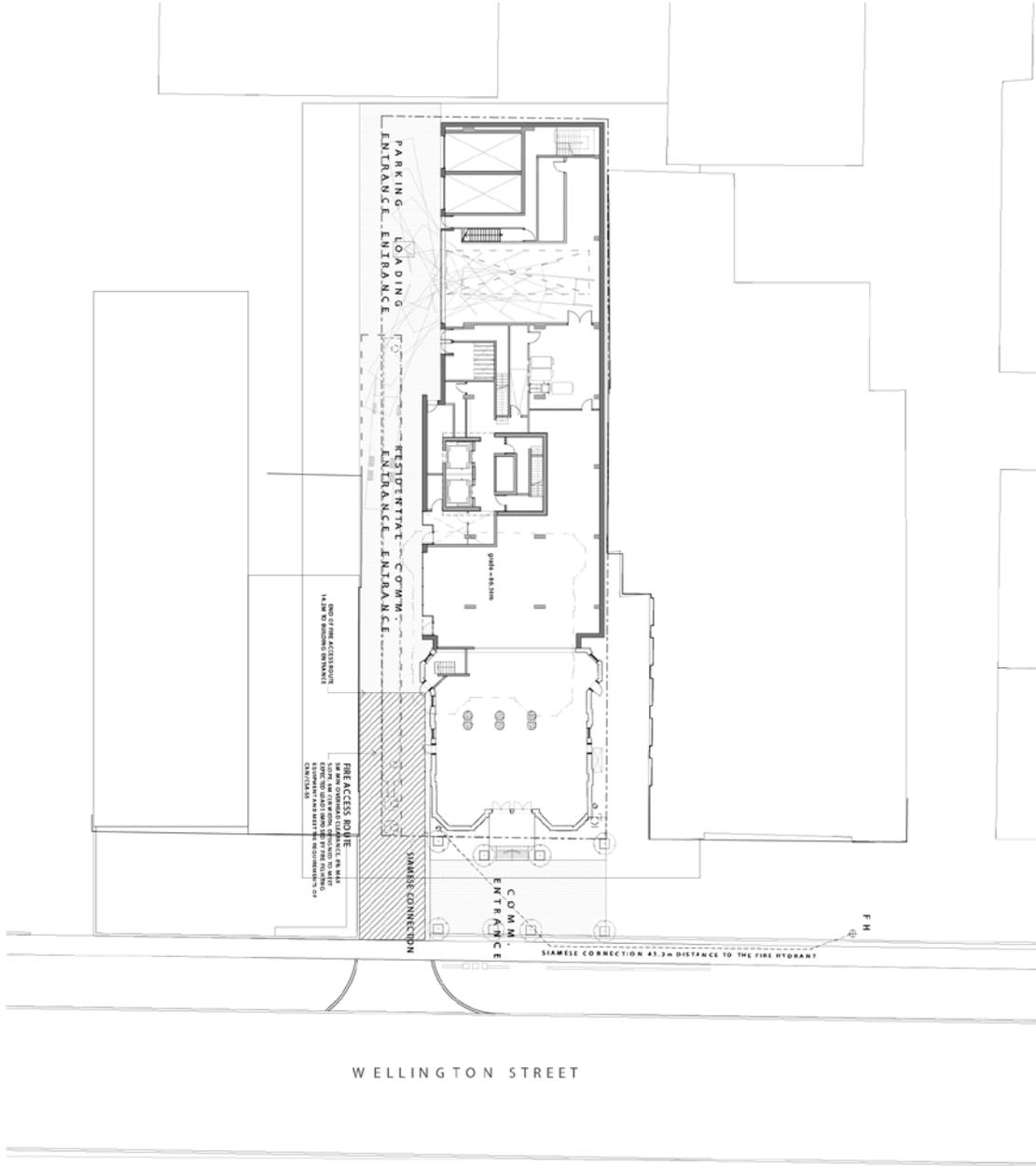
Attachment 4: North Elevation

Attachment 5: West Elevation

Attachment 6: Zoning

Attachment 7: Application Data Sheet

Attachment 1: Site Plan



Site Plan

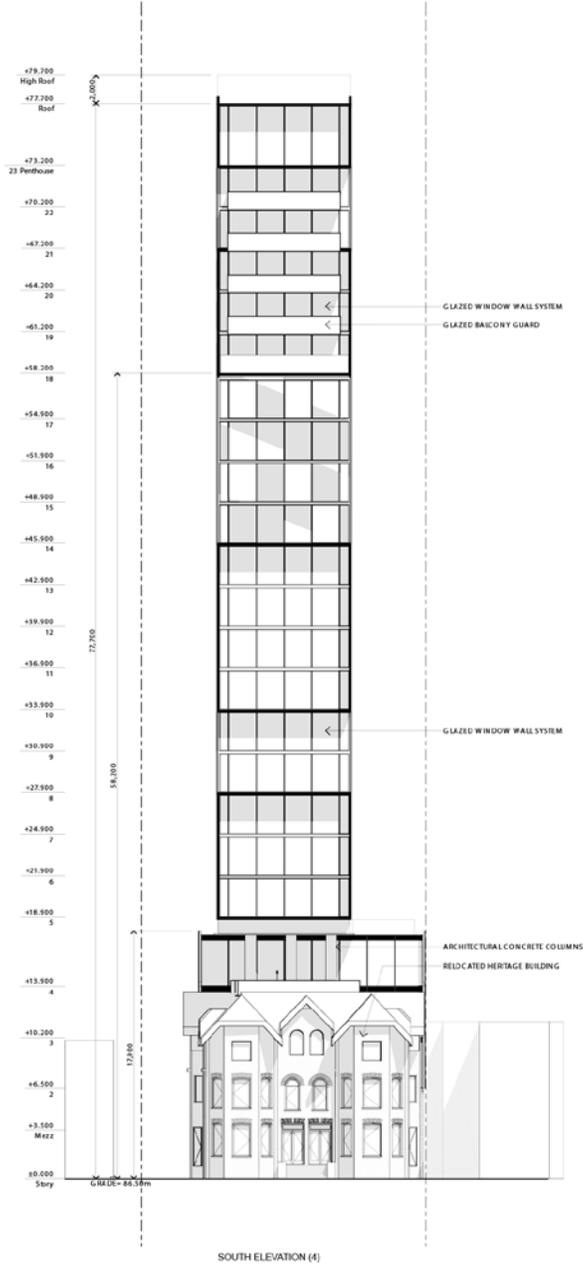
422-424 Wellington Street West

Applicant's Submitted Drawing

Not to Scale 
10/13/2016

File # 16 213925 STE 20 0Z

Attachment 2: South Elevation



South Elevation

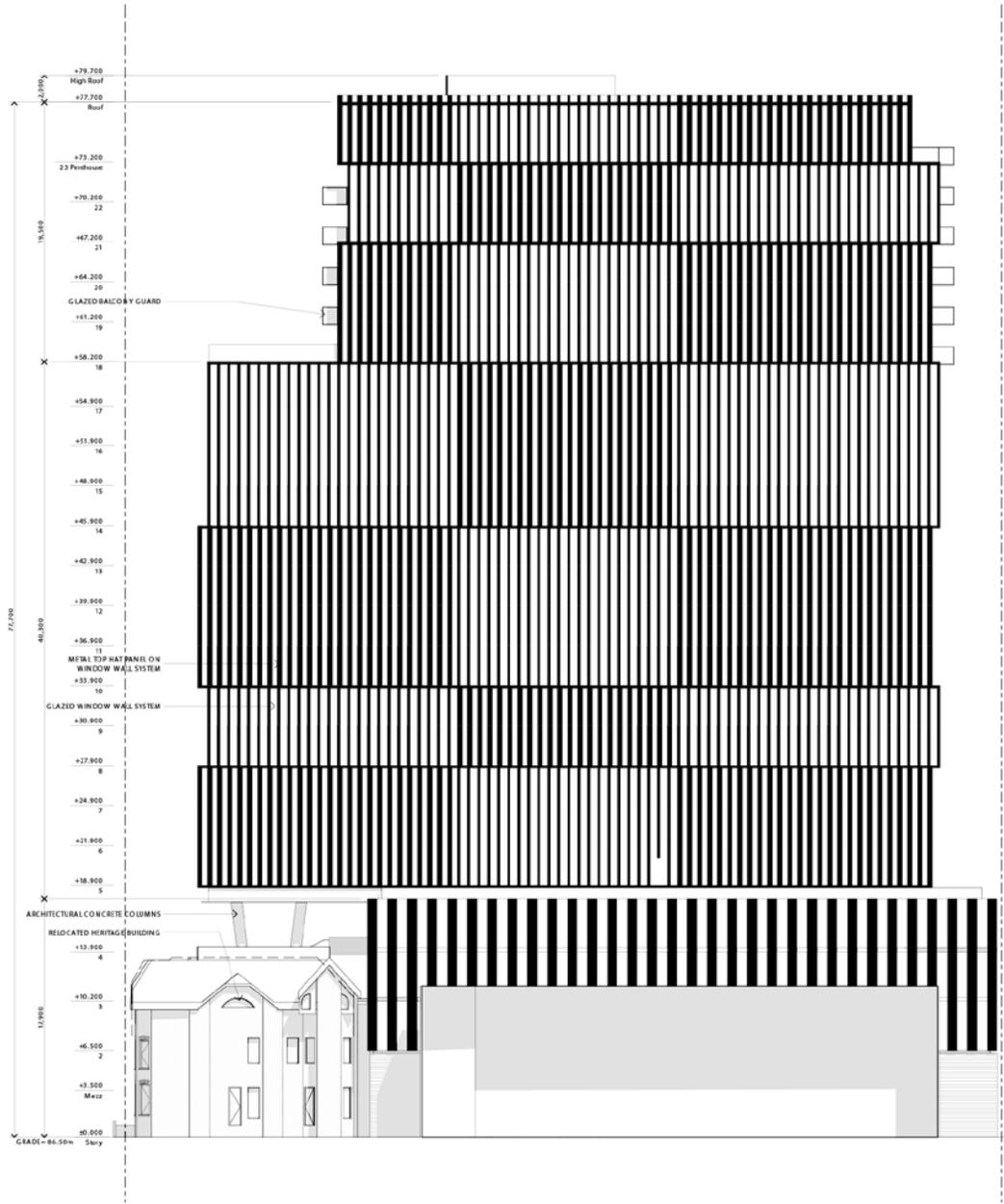
Applicant's Submitted Drawing

Not to Scale
10/13/2016

422-424 Wellington Street West

File # 16 213925 STE 20 OZ

Attachment 3: East Elevation



East Elevation

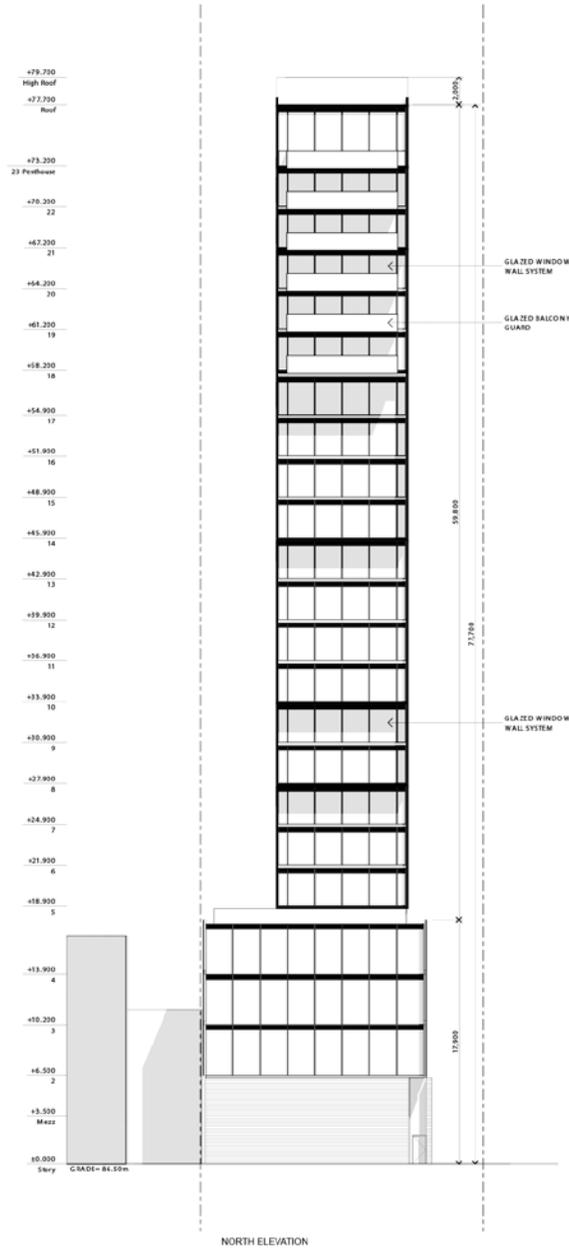
422-424 Wellington Street West

Applicant's Submitted Drawing

Not to Scale
10/13/2016

File # 16 213925 STE 20 0Z

Attachment 4: North Elevation



North Elevation

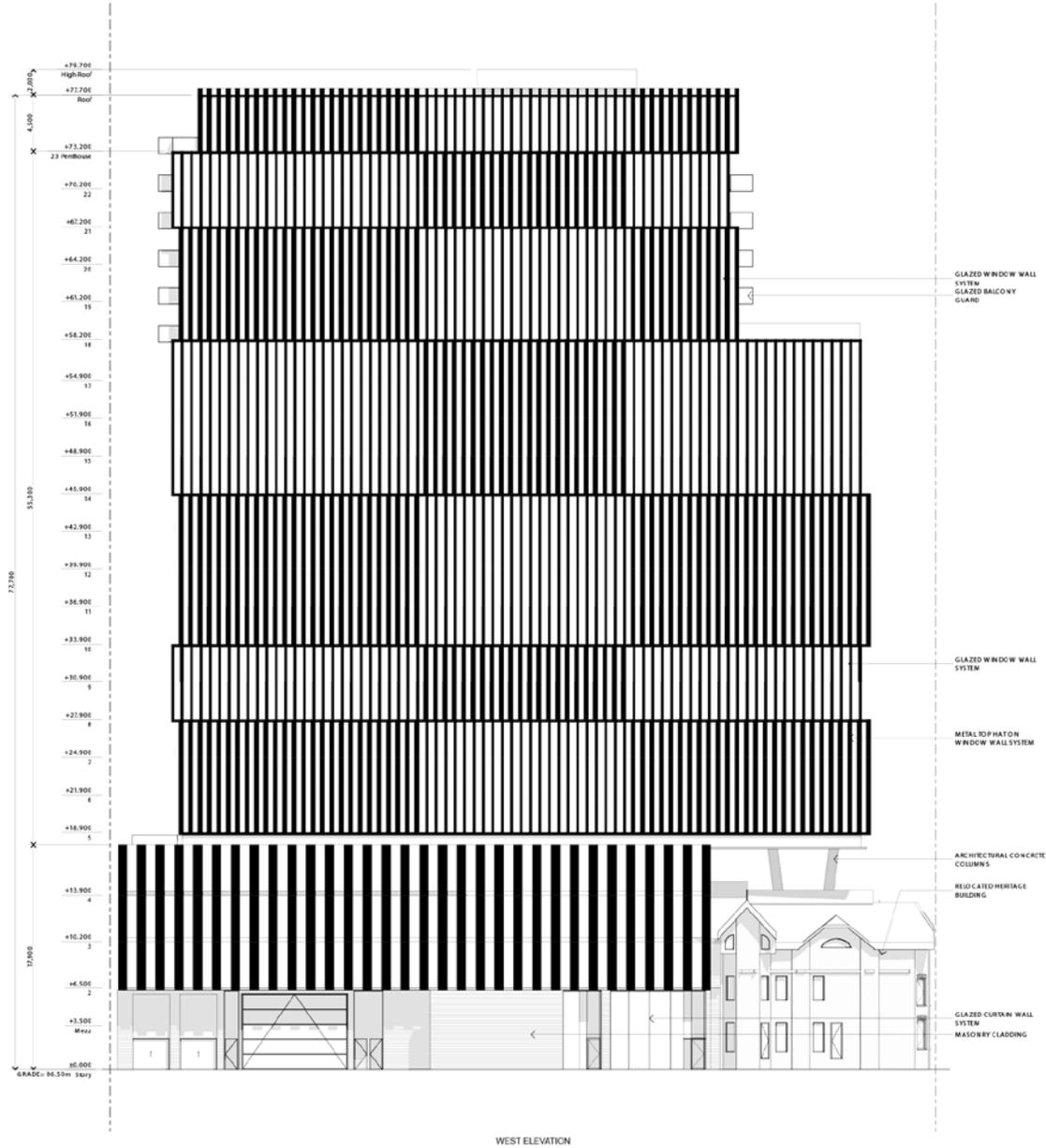
Applicant's Submitted Drawing

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422-424 Wellington Street West

File # 16 213925 STE 20 OZ

Attachment 5: West Elevation



West Elevation

422-424 Wellington Street West

Applicant's Submitted Drawing

Not to Scale
10/13/2016

File # 16 213925 STE 20 OZ

Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	16 213925 STE 20 OZ
Details	Rezoning, Standard	Application Date:	August 26, 2016

Municipal Address: 422 WELLINGTON ST W

Location Description: PLAN RESERVE PT BLK F PT LOT 18 **GRID S2014

Project Description: The application proposes a 23-storey mixed use buildign with 4 levels of non-residential use. The existing heritage buildings are proposed to be incorporated into the design. Three levels of underground parking are proposed.

Applicant:	Agent:	Architect:	Owner:
Bousfields Inc		architectsAlliance	Wellington House Inc

PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:
Zoning:	CRE (x54)	Historical Status: Y
Height Limit (m):	23	Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m):	1359.5	Height:	Storeys:	23
Frontage (m):	20.55		Metres:	77.7
Depth (m):	67.5			
Total Ground Floor Area (sq. m):	990			Total
Total Residential GFA (sq. m):	10667		Parking Spaces:	72
Total Non-Residential GFA (sq. m):	1428		Loading Docks	1
Total GFA (sq. m):	12095			
Lot Coverage Ratio (%):	72.8			
Floor Space Index:	8.9			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo, Other		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	10667	0
Bachelor:	0	Retail GFA (sq. m):	707	0
1 Bedroom:	70	Office GFA (sq. m):	721	0
2 Bedroom:	49	Industrial GFA (sq. m):	0	0
3 + Bedroom:	1	Institutional/Other GFA (sq. m):	0	0
Total Units:	120			

CONTACT: PLANNER NAME: Dan Nicholson, Planner
TELEPHONE: (416) 397-4077