



STAFF REPORT ACTION REQUIRED

187-193 Parliament Street Official Plan and Zoning Amendment Application - Preliminary Report

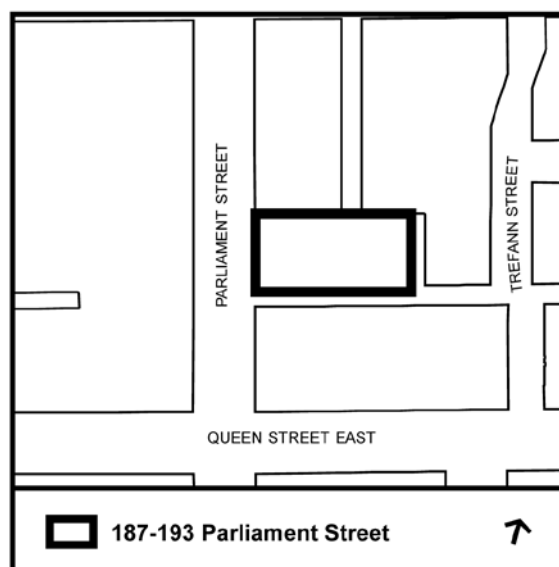
Date:	March 31, 2017
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale
Reference Number:	16 268586 STE 28 OZ

SUMMARY

This application proposes to amend the Zoning By-laws to permit a 12-storey mixed-use building (42 metres plus a 5-metre mechanical penthouse) at 187-193 Parliament Street. The proposal would include retail and office uses on Levels 1-5 and 30 work-live units above. A total of 40 vehicle parking spaces are proposed in a 2-level below-grade parking garage.

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.

The next step is to hold a community meeting in the second quarter of 2017, where the community can review the application, provide comments, and ask questions of City staff and the applicant.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 187-193 Parliament 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.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant on December 21, 2015, to discuss a proposal for a 17-storey mixed-use building with office/retail uses on Levels 1-4 and residential units above. A second pre-application consultation meeting was held with the applicant and Ward Councillor on February 25, 2016, to discuss a revised proposal for a 13-storey mixed-use building with office/retail uses on Levels 1-4 and residential units above.

The applicant was advised of the complete application submission requirements and issues were raised with regard to the suitability of a tall building on the site; proposed use within the *Neighbourhoods* designation at the rear of the property; front and rear setbacks; unit mix; and streetscape improvements.

ISSUE BACKGROUND

Proposal

A new 12-storey (42 metres plus 5-metre mechanical penthouse) mixed-use building is proposed with retail and office uses on Levels 1-5 and 30 work-live units above. The existing buildings would be demolished.

The applicant is proposing 254 square metres of retail uses at grade and a total of 4,604 square metres of office uses, of which 247 square metres would be located at grade (rear portion of the building). The density of the proposed development is 6.4 times the area of the lot. Refer to Attachment No. 8 Application Data Sheet for project data.

The proposed 12-storey building would be set back 1.9 metres from Parliament Street (front) and 0.6 metres from the east (rear) property lines. The north façade would be set back 0.0 metres from the property at 205 Parliament Street. With regard to the south façade, the front portion would be set back 1.9-2.1 metres and the rear portion would be set back 0.0 metres from the public laneway (after conveyance).

With regard to setbacks, the Parliament Street façade would include a 2.0-metre setback at the 5th storey. There are no proposed setbacks for the north and south façades. The proposed rear setbacks are as follows:

Table 1: Proposed Rear Setbacks

Levels	Rear Setback
2	1.9 m
3	3.6 m
4	3.9 m
5-7	9.3 m
8	3.2 m
9	3.0 m
10	3.0 m
11-12	3.0 m

The application proposes 30 work-live units, which would be located on Levels 6-12. The work live-units would be one-bedroom units that range in size from 437-765 square metres. The application proposes a flexible site-specific zoning by-law to permit work-live units of varying sizes, with more emphasis on the work component of the unit rather than as an ancillary use to a residential dwelling unit. The applicant is also proposing to permit a range of work-live uses in addition to those currently permitted for live-work/home occupations in the Zoning By-laws.

The application proposes 0 square metres of indoor amenity space for residents and approximately 233 square metres of outdoor amenity space for office uses.

A total of 40 vehicular parking spaces are proposed (18 resident, 3 visitor, 3 retail and 6 office) in 2 levels of underground parking. Access to the parking garage would be from Anna Hilliard Lane, which extends south of Shuter Street. A total of 58 bicycle parking spaces are proposed (38 long-term and 20 short-term). Two enclosed Type "B" loading spaces are proposed on the Level 1 and 2 Type "C" loading spaces are proposed on Level P1, which would gain access from Anna Hilliard Lane.

The proposed building would be set back 1.9 metres from the Parliament Street property line and would include an easement in favour of the City to create a 4.8-metre wide pedestrian sidewalk. A 1.0-metre lane widening is proposed along the south property line. The front portion of the ground floor would be setback 1.9-2.1 metres from the south property line/laneway (as widened) to create colonnade that would extend 26.5 metres to the office entrance (rear portion of the building). A setback of 0.6 metres is proposed from the rear/east property line, which would result in a 7.5-metre setback from the residential lots fronting onto Trefann Street.

Site and Surrounding Area

The subject site is located on the east side of Parliament Street, north of Queen Street East. The site consists of two properties: 187 Parliament Street (a three-storey non-residential building with a rear one-storey addition that extends to the rear property line); and 191 Parliament Street (a two-storey non-residential building with a rear one-storey addition).

191 Parliament Street was recently operated as a Thrifty Car Rental location, with vehicles parked within the building. There are two parking garage doors on the front façade of the existing building. Vehicular access to the building is also provided via Anna Hilliard Lane to the north.

The rectangular site has an area of 1,428 square metres, a frontage of 26.3 metres along, and a depth of 54.5 metres. The right-of-way width is approximately 20 metres along Parliament Street.

Uses and structures near the site include:

North: 7-storey June Callwood Centre for Young Women at 205 Parliament Street. Further north are 2-3 storey mixed-use buildings.

Anna Hilliard Lane (6.0-metre width) extends south of Shuter Street and generally abuts the middle portion of the north property line. East side of Anna Hilliard Lane are low-rise residential buildings and a private open space that has pedestrian access from Shuter and Trefann Streets.

South: Beyond the 4.5-metre wide public laneway are generally 2-3 storey mixed-use buildings with frontage onto Queen Street E and St. Paul's Basilica (83 Power Street). Further south is the Corktown neighbourhood.

East: A 3.6-metre wide under-utilized dead-end public lane and an extension of the open space lands that are generally northeast of the site. Further east area 2-3 storey residential buildings fronting onto Trefann Street and a 5-storey mixed use building at 8 Trefann Street.

West: Three 15-storey residential buildings on the west side of Parliament Street, which are well set back from the street and are part of the Moss Park development.

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 subject site is located within the *Downtown and Central Waterfront* on Map 2 – Urban Structure of the Official Plan. The front portion of the site is designated *Mixed Use Areas* and the rear portion (generally beginning in line with the rear property line of 205 Parliament Street to the north) is designated *Neighbourhoods*.

The Built Form policies in section 3.1.2 of the Official Plan state that new development will be located and organized to fit with its existing and/or planned context.

The *Mixed Use Areas* designation in the Official Plan provides for a broad range of commercial, residential and institutional uses, in single-use or mixed-use buildings. Development in *Mixed Use Areas* is subject to development criteria to: locate and mass new buildings to provide a transition between areas of different development intensity and scale; provide appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*; locate and mass new buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods* particularly during the spring and fall equinoxes; provide good site access and circulation and an adequate supply of parking for residents and visitors; provide an attractive, comfortable and safe pedestrian environment; locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and, provide indoor and outdoor recreation space for building residents in every significant multi-unit residential development.

Neighbourhoods are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than 4-storeys (Policy 4.1.1). Parks, low scale institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in *Neighbourhoods*. The Plan identifies these established areas as physically stable in which development will respect and reinforce the existing physical character of the *Neighbourhood*. Policy 4.1.5 provides a series of development criteria for development in established *Neighbourhoods*.

Section 5.3.1 of the Official Plan provides direction for the review of proposals, including the redesignation of lands. Policy 5.1.3(3) states that when considering a site-specific amendment to the Official Plan, the planning review should consider whether the application should be considered within the immediate context or whether a broader review and study are required. In this case, the applicant is proposing to redesignate the rear portion of the 54.5-metre deep site from *Neighbourhoods* to *Mixed Use Areas* in order to permit a mixed-use building on the subject site that would exceed the height permitted in the *Neighbourhoods* policies in section 4.1 of the Official Plan. During the preliminary review of the proposal and site context, staff have determined that this application will be reviewed within the immediate context and does not require a study of the broader area. The subject site is the only lot that extends into the *Neighbourhoods* designation from Parliament Street.

This application will be reviewed for its conformity with the Official Plan policies, including the appropriateness of redesignating the *Neighbourhoods* portion of the site to *Mixed Use Areas*.

Zoning

On May 9, 2013, City Council enacted city-wide Zoning By-law 569-2013, which is currently under appeal at the Ontario Municipal Board. Therefore, both Zoning By-law 569-2013 and the former City of Toronto Zoning By-law 438-86, as amended, currently apply to the site.

Under Zoning By-law 438-86, as amended, the front/western portion of the site is zoned MCR T2.5 C2.0 R2.0 and the rear/eastern portion of the site is zoned R3 Z1.0. The maximum permitted density is 2.5 times the area of the lot (front portion) and 1.0 times the area of the lot (rear portion). The maximum permitted height is 14 metres (front portion) and 12 metres (rear portion). The mixed-use portion of the site permits residential and commercial uses including apartment buildings, retail, office and other commercial uses. The residential portion of the site permits a range of residential uses including home occupations.

Under Zoning By-law 569-2013, the front/western portion of the subject site is zoned CR 2.5 (c.2.0; r2.0) SS2 (x2283) and the rear/eastern portion of the site is zoned R (d1.0) (x850). The density and height permissions are the same as Zoning By-law 438-86.

Tall Buildings 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 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>.

The subject site is located within an area that is 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), which identifies where tall buildings belong Downtown, and establishes a framework to regulate their height, form and contextual relationship to their surroundings.

The Downtown Tall Buildings Guidelines are available at:
<http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines>.

Although the site is within the Downtown Tall Buildings area, the site is not located on Map 1 (Heights) or Map 3 (High Streets Typologies) of the Guidelines, and thus has not been identified as a site for a tall building.

Mid-Rise Building Design Guidelines

In July 2010, Council directed staff to use the Mid-Rise Buildings Performance Standards in the evaluation of mid-rise building development proposals on the *Avenues*. The vision for the

Avenues is one of animated sidewalks and buildings that frame the street, with heights that are proportionate to the right-of-way widths and transition to *Neighbourhoods*. The Mid-Rise Guidelines set performance standards that are guided by the objective to create healthy, liveable and vibrant main streets while protecting the stability and integrity of adjacent neighbourhoods. In November 2013, Council adopted an extended monitoring period in order to measure the effectiveness of the Standards.

In June 2016, City Council approved the Mid-Rise Building Performance Standards Addendum (April 20, 2016). The Addendum is to be used by City Staff together with the Mid-Rise Building Performance Standards (2010) during the evaluation of development applications where mid-rise buildings are proposed and the Performance Standards are applicable. The Addendum is approved as an interim supplement to the 2010 Performance Standards until such time as Council considers and adopts updated Mid-Rise Building Design Guidelines, which is targeted for the fourth quarter of 2017.

The Council-approved Addendum to the study states that the guidelines apply to sites that are designated *Mixed Use Areas* in the Official Plan and have frontage onto a major street (as shown on Map 3) with a planned right-of-way width of at least 20 metres. The front portion of the site is designated *Mixed Use Areas* and Parliament Street is identified as a major street on Map 3 with an existing right-of-way width of 20 metres. As such, the Mid-Rise Guidelines apply to the subject site.

The guidelines specify that the height of a mid-rise building should not exceed the width of the adjacent right-of-way, which in this case is 20 metres. The Parliament Street façade is subject to a front 45-degree angular plane measured from the property line at a height of 16 metres in order to mitigate shadow impact on the sidewalks on the west side of Parliament Street.

To provide a transition to the adjacent lands to the east that are designated *Neighbourhoods*, a rear 45-degree angular plane applies to the rear/east portion of the building. The guidelines provide two different standards for a rear yard angular plane: one standard for a shallow lot with a depth of less than 32.6 metres; and another standard for a deep lot with a depth of more than 32.6 metres. The subject site is a deep lot with a depth of 54.5 metres. The rear angular plane is therefore measured from the east property line at ground level.

More information regarding Council's Decision is available at:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.7>.

The Mid-Rise Building Performance Standards Addendum is available at:
<http://www.toronto.ca/legdocs/mmis/2016/pg/bgrd/backgroundfile-92537.pdf>.

TOcore: Planning Downtown

TOcore: Planning Downtown is a three-year, inter-divisional study, led by City Planning. Building on Downtown's existing planning framework, TOcore's purpose is to ensure growth positively contributes to Toronto's Downtown as a great place to live, work, learn, play and

invest by determining: a) how future growth will be accommodated and shaped, and b) what physical and social infrastructure will be needed, where it will go and how it will be secured.

The new Secondary Plan will update the Downtown planning framework to shape future growth and link growth to the provision of needed infrastructure investments to achieve the city-building vision and policies of Toronto's Official Plan. A series of infrastructure strategies for office, transportation, parks and public realm, community services and facilities, and energy are in development as part of this review, along with a water infrastructure assessment.

City Council adopted the TOcore Proposals Report on December 15, 2016. The Proposals Report provides a vision for Downtown to 2041, five guiding principles and 128 policy directions that will inform the development of the Downtown Secondary Plan. The accompanying staff report also provides updates on the Phase 2 public consultations, population growth projections for Downtown and the status of infrastructure strategies underway that will support the implementation of the new Downtown Secondary Plan. A draft Secondary Plan will be presented to City Council in Q3 2017.

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal) which provide the detailed performance standards for portions of buildings above 24 metre in height.

The TOcore website is www.toronto.ca/tocore.

Site Plan Control

The proposal is subject to Site Plan Control, which is being processed concurrently with the subject application.

Reasons for the Application

The application proposes a mixed-use building with a height of 47 metres (including mechanical penthouse) and a density of 6.4 times the area of the lot. Within the *Mixed Use Areas* portion of the site, the Zoning By-laws permit a maximum height and density of 2.5 times the area of the lot and 14 metres, respectively. Within the *Neighbourhoods* portion of the site to the rear, the Zoning By-laws permit a maximum height and density of 1.0 times the area of the lot and 12 metres, respectively. A Zoning By-law amendment is therefore required. Through the review of the application, staff may identify additional areas of non-compliance with the Zoning By-laws, including parking and setback requirements.

The proposed 12-storey mixed-use building would include rear setbacks at the 2nd- 4th and 8th - 11th storeys. A portion of the building located within in the *Neighbourhoods* designation is taller than the four storey limit in the Official Plan. The height, massing and use of the proposed development does not comply with the *Neighbourhoods* policies of the Official Plan, thus an Official Plan Amendment is required. Through the review of the application, staff may identify

additional areas of non-compliance with the Official Plan and determine whether an Official Plan Amendment to redesignate the *Neighbourhoods* lands to *Mixed Use Areas* is supportable.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Architectural Plans (including Landscape Plans, Lighting Plan and Survey)
- Sun/Shadow Study
- Arborist Report
- Planning and Urban Design Rationale, including Community Services & Facilities
- Draft Official Plan Amendment
- Draft Zoning By-law Amendments (By-laws 438-86 and 569-2013)
- Phase 1 Environmental Site Assessment
- Preliminary Pedestrian Level Wind Study
- Transportation Impact Study (including Bicycle Parking and Loading Studies)
- Functional Servicing Report (including Stormwater Management Report)
- Toronto Green Standard Checklist

A Notification of Incomplete Application issued on January 9, 2017 identifies the outstanding material required for a complete application submission as follows: Geotechnical or Hydrogeological Report. The outstanding material was submitted on January 25, 2017 and a Notification of Complete Application was subsequently issued on February 2, 2017.

Issues to be Resolved

This application has been circulated to City divisions and external agencies, where appropriate, for comment. Planning staff have identified a number of preliminary issues with this proposal, including:

- Consistency with the PPS;
- Conformity with the Official Plan policies including the sections regarding the Downtown, Built Form, Public Realm, Healthy Neighbourhoods, *Mixed Use Areas* and *Neighbourhoods* policies, and policy 5.3.1(3) regarding amendments to the Official Plan;
- Appropriateness of office uses within the portion of the site currently designated *Neighbourhoods* and zoned residential;
- Overall height and massing of the building in relation to the 20-metre right-of-way width along Parliament Street, the 7-storey mixed-use building to the north at 205 Parliament Street and surrounding residential properties;
- Adequacy of indoor and outdoor amenity areas;

- Assessment of proposed traffic generation, access and potential impacts on the existing transportation network, including Anna Hilliard Lane to the north;
- Public realm improvements including the widening of the laneways to the south and east/rear of the site;
- Potential impact on the private open space northeast of the site;
- The location of the bicycle parking spaces;
- Compliance with the Toronto Green Standard; and
- Notwithstanding the size of the proposal, 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

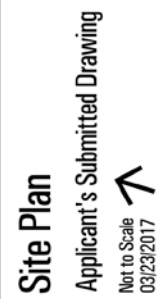
Gregg Lintern, MCIP, RPP
 Director, Community Planning
 Toronto and East York District

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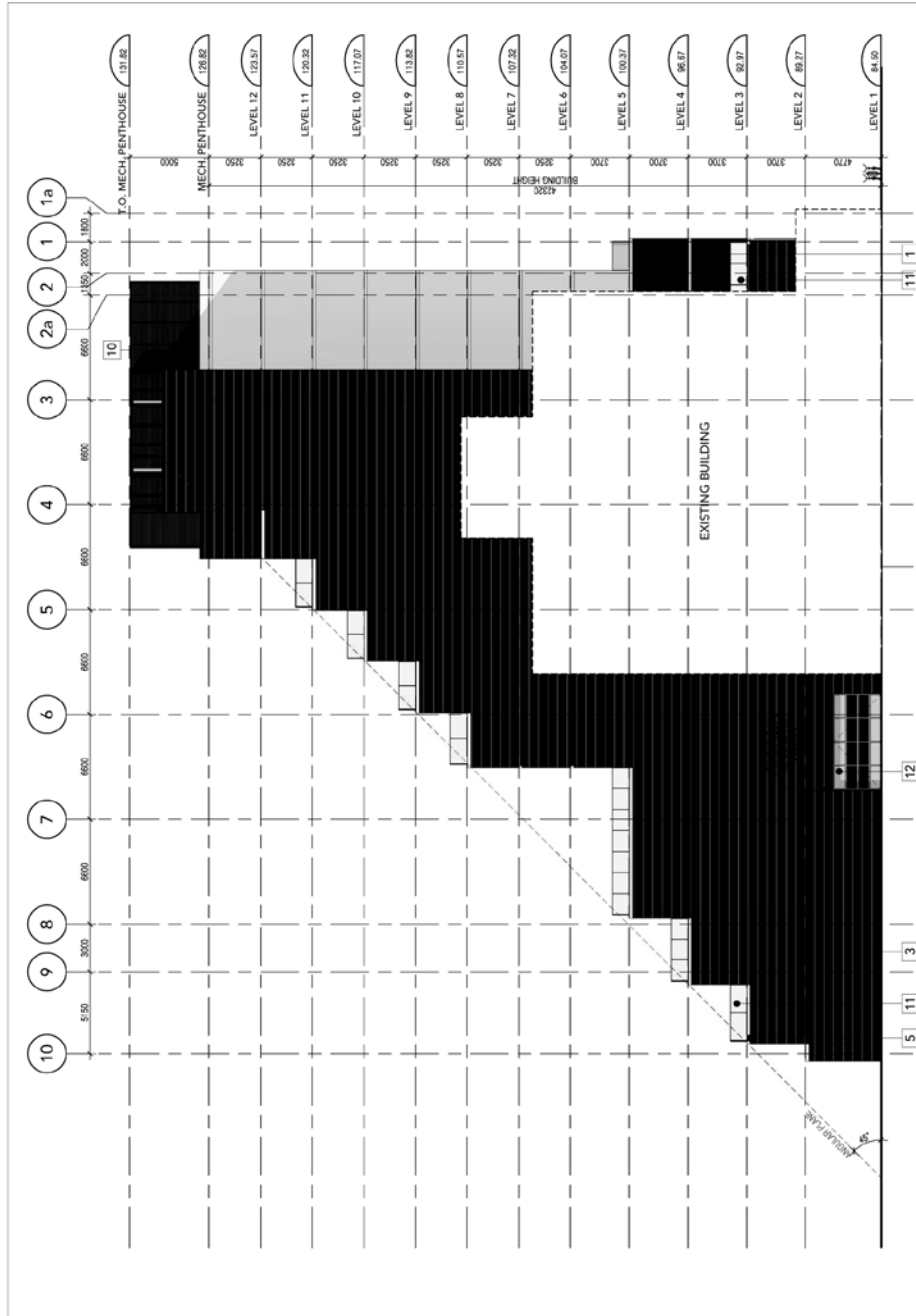
ATTACHMENTS

Attachment 1: Site Plan
 Attachment 2: North Elevation
 Attachment 3: South Elevation
 Attachment 4: East Elevation
 Attachment 5: West Elevation
 Attachment 6: Zoning
 Attachment 7: Official Plan
 Attachment 8: Application Data Sheet

File # 16 268586 STE 28 0Z



Attachment 2: North Elevation



North Elevation

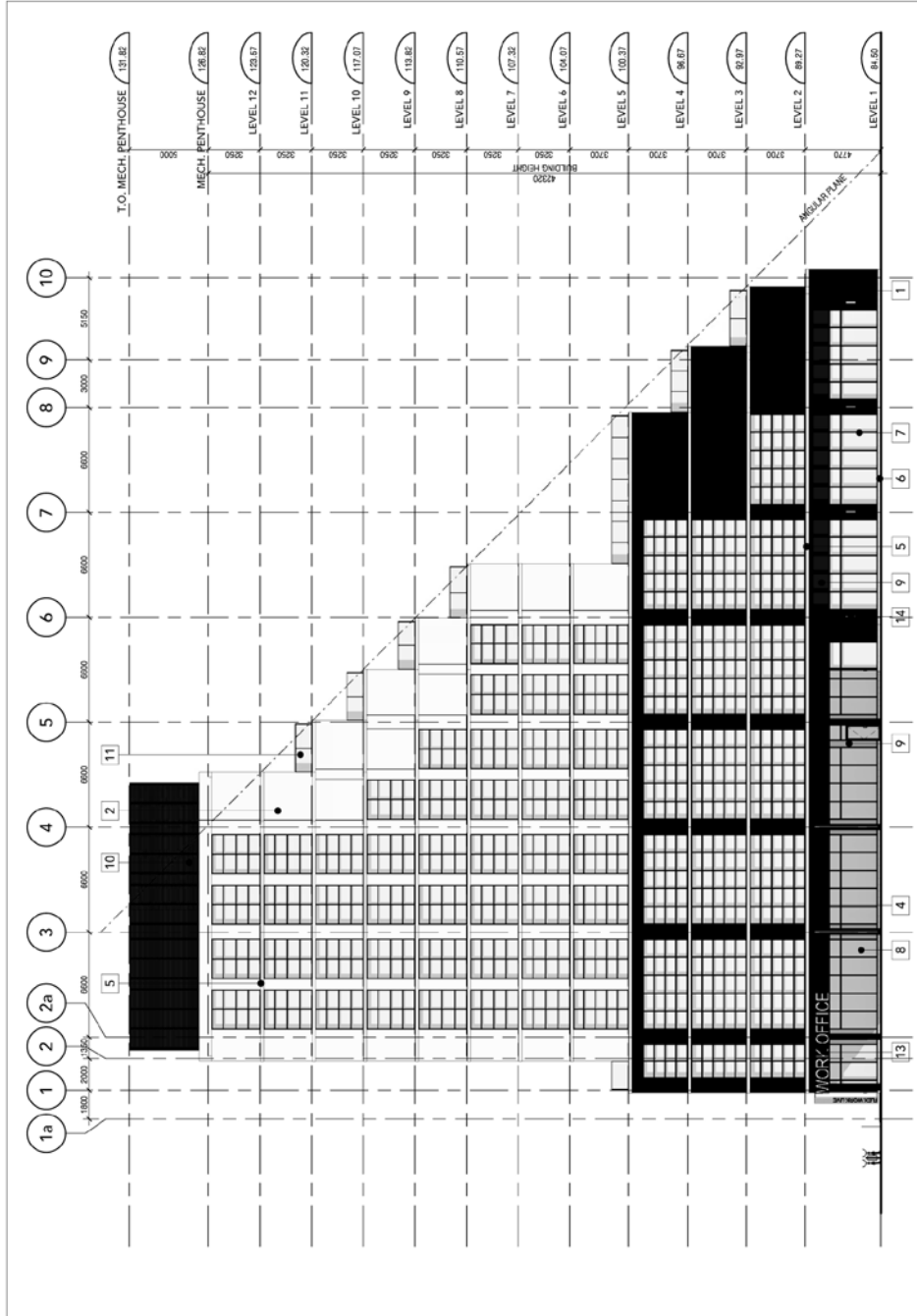
187-193 Parliament Street

Applicant's Submitted Drawing

Not to Scale
03/23/2017

File # 16 268586 STE 28 0Z

Attachment 3: South Elevation



South Elevation

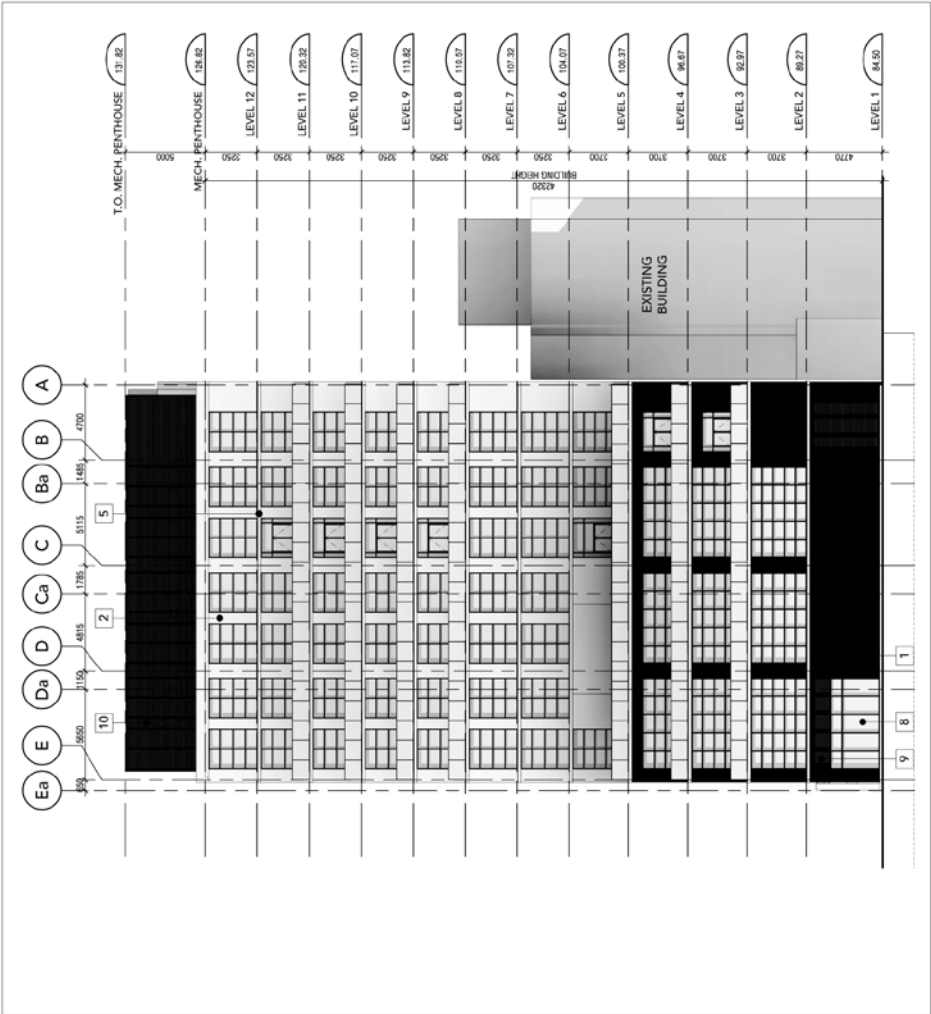
187-193 Parliament Street

Applicant's Submitted Drawing

Not to Scale
03/23/2017

File # 16 268586 STE 28 0Z

Attachment 4: East Elevation

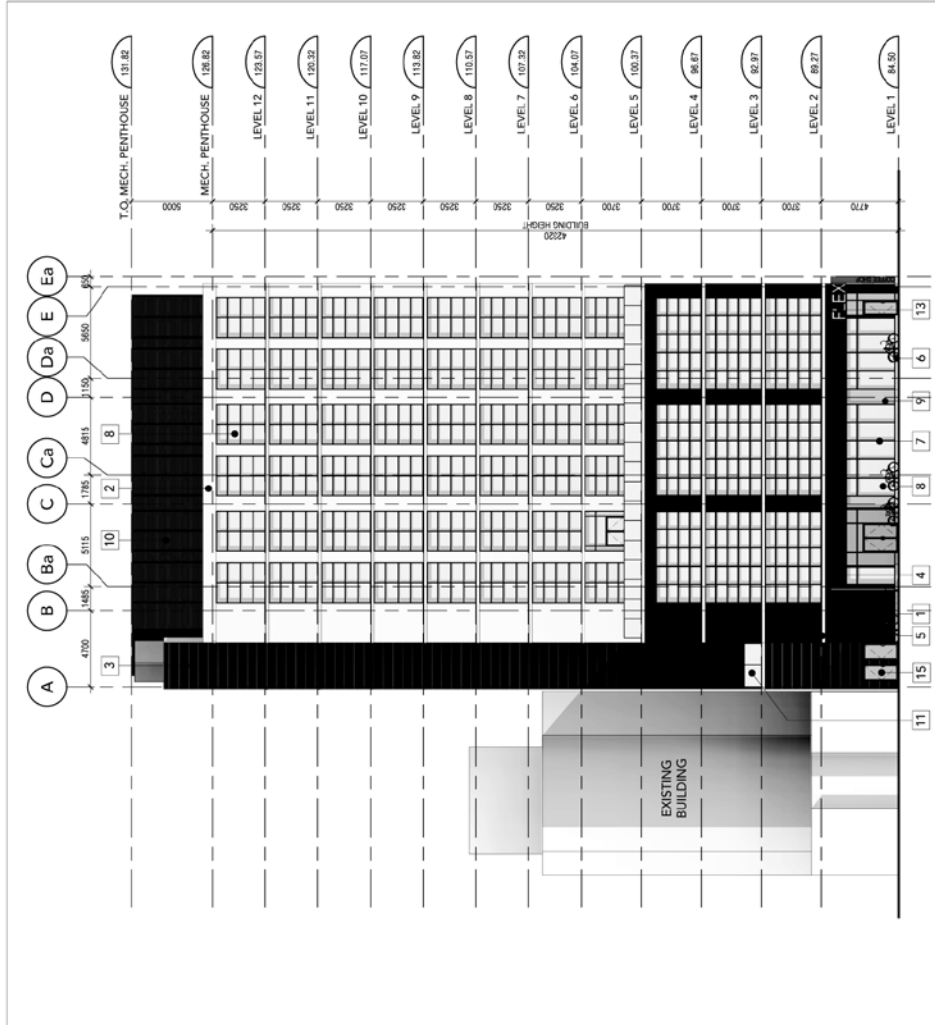


East Elevation
Applicant's Submitted Drawing
Not to Scale
03/23/2017

187-193 Parliament Street

File # 16 268586 STE 28 0Z

Attachment 5: West Elevation



187-193 Parliament Street

West Elevation

Applicant's Submitted Drawing

Not to Scale
03/23/2017

File # 16 268586 STE 28 0Z

187-193 Parliament Street

Zoning By-Law No. 569-2013

File # 16 268586 STE 28 0Z



Location of Application

See Former City of Toronto By-Law No. 438-86

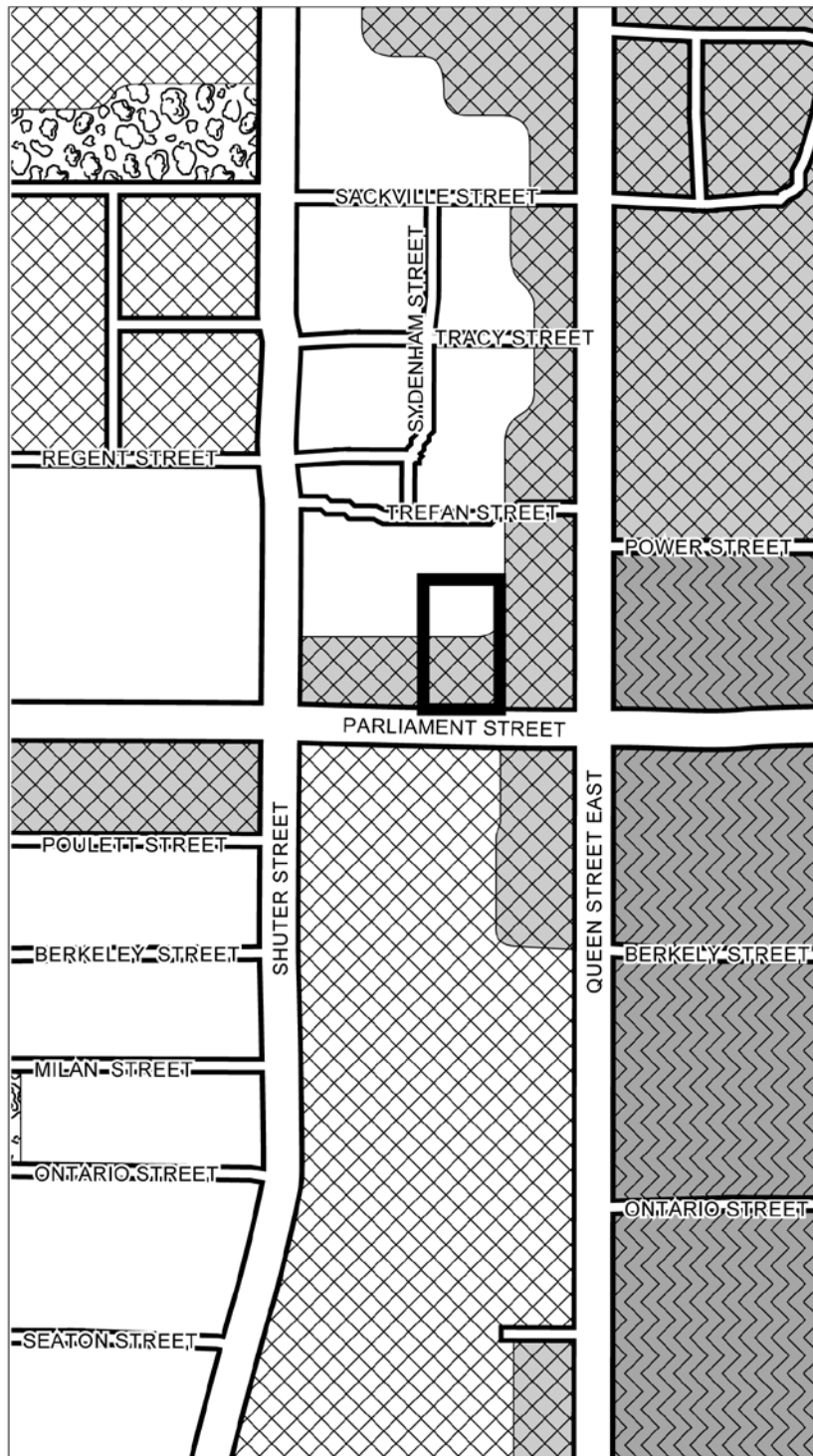
R3 Residential District
R4A Residential District
MCR Mixed-Use District

R	Residential	CR	Commercial Residential
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4	1	1	1
5	1	1	1
6	1	1	1
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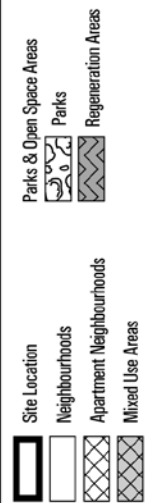
Attachment 7: Official Plan



187-193 Parliament Street

Toronto
Extract from Official Plan

File # 16 268586 STE 28 02



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03/23/2017

Attachment 8: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	16 268586 STE 28 OZ
Details	OPA & Rezoning, Standard	Application Date:	December 19, 2016
Municipal Address:	187-193 PARLIAMENT ST		
Location Description:	PLAN D101 LOT F **GRID S2805		
Project Description:	12-storey mixed-use building (42.3 metres plus 5.0-metre mechanical penthouse) with 4,858 square metres of non-residential uses on Levels 1-5 and 30 work-live units above.		

Applicant:	Agent:	Architect:	Owner:
BOUSFIELDS INC	LINDSAY DALE-HARRIS	KOHN PARTNERSHIP ARCHITECTS INC	DOWNING STREET (187 PARLIAMENT ST) INC

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	SS2 x2283
Zoning:	CR 2.5 (c2.0; r2.0)	Historical Status:	
Height Limit (m):	14	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	1,428.4	Height:	Storeys:	12
Frontage (m):	26.31		Metres:	42.32
Depth (m):	54.5			
Total Ground Floor Area (sq. m):	1,269			Total
Total Residential GFA (sq. m):	4,363		Parking Spaces:	40
Total Non-Residential GFA (sq. m):	4,858		Loading Docks	4
Total GFA (sq. m):	9,220			
Lot Coverage Ratio (%):	89			
Floor Space Index:	6.45			

DWELLING UNITS

Tenure Type:	Other
Rooms:	0
Bachelor:	0
1 Bedroom:	30
2 Bedroom:	0
3 + Bedroom:	0
Total Units:	30

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	4,363		0
Retail GFA (sq. m):	254		0
Office GFA (sq. m):	4,604		0
Industrial GFA (sq. m):	0		0
Institutional/Other GFA (sq. m):	0		0

CONTACT:	PLANNER NAME:	Emily Caldwell, Acting Planner
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