

**2 Carlton Street - Zoning Amendment Application - Preliminary Report**

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|--------------------------|---|
| <b>Date:</b>             | February 2, 2018  |
| <b>To:</b>               | Toronto and East York Community Council                             |
| <b>From:</b>             | Acting Director, Community Planning, Toronto and East York District |
| <b>Wards:</b>            | Ward 27 – Toronto Centre-Rosedale                                   |
| <b>Reference Number:</b> | 16 232828 STE 27 OZ   |

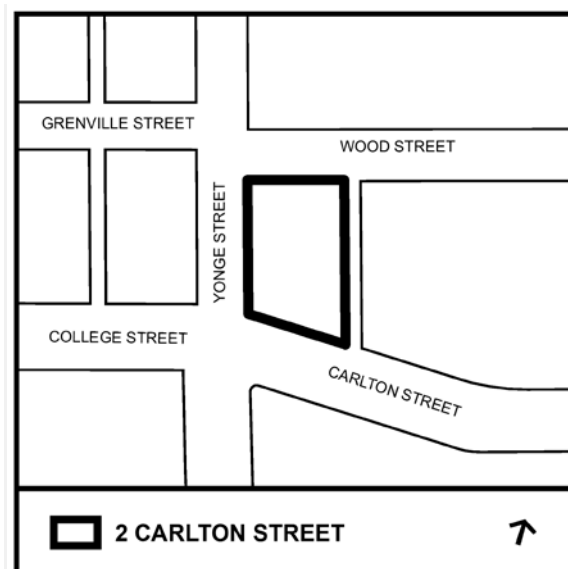
**SUMMARY**

This application proposes to construct a 73-storey (251.6 metres, including mechanical penthouse) mixed-use building at 2 Carlton Street. The proposed building consists of a tower atop a 6-storey base building containing retail uses on the first and second floors, offices uses on the third and fourth floors, and residential uses above. A total of 1,046 residential units are proposed with a total gross floor area of 76,100 square metres. A total of 162 parking spaces are proposed in five underground levels accessed from Wood Street.

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.

Planning staff have identified a number of preliminary issues and determined that the application is not acceptable in its current form. The following issues will need further review and will need to be addressed by the applicant. Staff will work with the applicant to address these issues identified in this report, and others that may come up as part of the review process to arrive at an acceptable proposal.

A final report and public meeting under the



Planning Act is anticipated for the first quarter of 2019, provided the applicant submits all the required information in a timely manner.

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. Staff be directed to schedule a community consultation meeting for the lands at 2 Carlton 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 are no previous decisions affecting the subject property.

### **Pre-Application Consultation**

A pre-application consultation meeting was not held with the applicant to discuss the proposal and complete application submission requirements prior to the original submission.

## **ISSUE BACKGROUND**

### **Original Proposal**

The application was initially submitted on October 4, 2016 and contained a proposal for two 72-storey towers atop a 7-storey podium. Upon receipt of the application, the applicant was advised that the proposed development was unacceptable and that staff would be recommending refusal. Two informal meetings were held with the applicant on a revised submission May 30, 2017, and October 5, 2017, to discuss the revised proposal. The revised submission was received on November 2, 2017.

The revised proposal incorporates numerous revisions from the initial application as summarized below:

- number of towers reduced from 2 to 1;
- height of the proposal increased from 72-storeys (235 metres) to 73-storeys (251.6 metres);
- decrease in the overall gross floor area from 89,500 square metres to 76,100 square metres;

- decrease in the overall density from 41.3 to 31.5 times the area of the lot;
- decrease in the overall amenity area from 3,731 square metres to 3,331 square metres;
- decrease in the number of residential units from 1,100 to 1,046;
- introduction of 4,100 square metres of office uses (floors 3 & 4);
- increased tower setback from Yonge Street from 4 metres to 9 metres; and
- parkland dedication of 250 square metres.

## Revised Proposal

The revised proposal is to develop a new 73-storey (251.6 metres, including mechanical penthouse) mixed-use building with retail uses on the first and second floors, offices uses on the third and fourth floors, and residential uses above.

A residential lobby is proposed to front onto Wood Street, while the lobby for office uses would front onto Carlton Street. Access to the retail uses is proposed from Yonge Street. A 250 square metre park is proposed along the Carlton Street frontage in a triangular shape. The applicant also proposes that the 3.0 to 4.2 metre setback between the new park and the face of the building fronting Carlton Street be secured as a Privately-Owned Publicly Accessible Open Space (POPS).

The proposed base building has a street wall height of 6 storeys (27.7 metres) along the Carlton Street, Yonge Street, Wood Street, and Reverend Porter Lane frontages. Above the 6<sup>th</sup> storey the 67-storey tower is setback from the street wall on Yonge Street by 10 metres at the 7<sup>th</sup> and 8<sup>th</sup> floor, and 9.0 metres for the remainder of the tower. The corresponding tower setbacks on the Carlton Street frontage are 3.4 metres at the 7<sup>th</sup> and 8<sup>th</sup> floor and 1.0 metre for the tower above, 3.0 metres at the 7<sup>th</sup> and 8<sup>th</sup> floor and 1.0 metre for the tower above on the Wood Street frontage, and 9.5 metres at the 7<sup>th</sup> and 8<sup>th</sup> floor and 7.5 metres for the tower above on the Reverend Porter Lane frontage.

The proposal provides 2,192 square metres of indoor amenity space and 1,139 square metres of outdoor amenity space. The outdoor amenity space is located on the roof of the 6-storey base building.

A total of 162 parking spaces are proposed in five underground levels accessed from Wood Street, as well as 1,148 bicycle parking spaces located throughout the underground parking garage. Three (3) loading spaces would be accessed from Reverend Porter Lane.

The following chart summarizes the development statistics. See Attachment 11: Application Data Sheet for more information.

| Category        | Proposed Development                            |
|-----------------|---|
| Site Area       | 2,416.9 square metres                           |
| Building Height | 73 storeys (251.6 metres, including mechanical) |

| <b>Category</b>  | <b>Proposed Development</b>   |
|--|---|
| Gross Floor Area <ul style="list-style-type: none"> <li>- Residential</li> <li>- Non-residential</li> <li>- Total</li> </ul>   | 69,200 square metres<br>6,900 square metres<br>76,100 square metres   |
| Floor Space Index  | 31.5  |
| Tower Area Ratio   | 45.4%   |
| Number of Dwelling Units <ul style="list-style-type: none"> <li>- Bachelor</li> <li>- 1-bedroom</li> <li>- 2-bedroom</li> <li>- 3-bedroom</li> <li>- Total</li> </ul>                  | 181 (17.3%)<br>403 (38.5%)<br>314 (30.1%)<br>148 (14.1%)<br>1,046   |
| Base Building Height   | 6-storeys (27.7 metres)   |
| Base Building Setbacks <ul style="list-style-type: none"> <li>- North (Wood St)</li> <li>- South (Carlton St)</li> <li>- East (Rev. Porter Lane)</li> <li>- West (Yonge St)</li> </ul> | varies 0-1.3 metres<br>3.0 metres (to proposed property line)<br>0.0 metres<br>2.5 metres   |
| Tower Stepbacks <ul style="list-style-type: none"> <li>- North (Wood St)</li> <li>- South (Carlton St)</li> <li>- East (Rev Porter Lane)</li> <li>- West (Yonge St)</li> </ul>         | 3.0 metres at levels 7&8, and 1.0 metre above<br>3.4 metres at levels 7&8, and 1.0 metre above<br>9.5 metres at levels 7&8, and 7.5 metres above<br>10.0 metres at levels 7&8, and 9.0 metres above |
| Sidewalk Widths <ul style="list-style-type: none"> <li>- Carlton Street</li> <li>- Yonge Street</li> <li>- Wood Street</li> </ul>  | 4.9 metres<br>6 metres<br>varies 2.5-4 metres   |
| Vehicle Parking <ul style="list-style-type: none"> <li>- Residential</li> <li>- Residential visitor</li> <li>- Retail</li> <li>- Office</li> <li>-Total</li> </ul>                     | 123<br>12<br>13<br>14<br>162  |
| Loading Spaces   | 1-Type B<br>1-Type C<br>1-Type G  |
| Bicycle Parking <ul style="list-style-type: none"> <li>- Residential</li> <li>- Retail and Office</li> <li>- Visitor</li> <li>- Total</li> </ul>                                       | 988<br>16<br>144<br>1,148   |

| <b>Category</b>                              | <b>Proposed Development</b>  |
|--|--|
| Residential Amenity<br>- Indoor<br>- Outdoor | 2,192 square metres (2.00 square metres per unit)<br>1,139 square metres (1.08 square metres per unit) |
| On-site Parkland Dedication                  | 250 square metres (unencumbered)   |
| POPS   | 115 square metres  |

## Site and Surrounding Area

The subject site, municipally known as 2 Carlton Street, is located on the northeast corner of Carlton Street and Yonge Street. The site is irregular in shape and has a total area of 2,164.5 square metres with a frontage of 41.7 metres on Carlton Street, 54.8 metres on Yonge Street, 39.6 metres on Wood Street, and 67.5 metres on Reverend Porter Lane. It is currently occupied by an 18-storey mixed-use building containing retail stores, offices, and a parking garage.

A TTC bus shelter and an entrance stairwell to College subway station are located within the Carlton Street right-of-way adjacent to the site.

The surrounding uses are as follows:

**North:** Immediately to the north of the site is the existing 9 and 16-storey Courtyard Marriott Hotel at 475 Yonge Street. City Council recently approved a development application (File No. 16 125715 STE 27 OZ) on this property for a two-tower development at 48-storeys and 58-storeys. Further north, across Alexander Street, is a recently approved, under construction, mixed-use residential development with a 52-storey tower (at Yonge Street and Alexander Street) and a 25-storey tower (at Yonge Street and Maitland Street). North of Wood Street, east of Yonge Street, there are other mid and high-rise residential buildings.

**South:** At the southeast corner of Yonge Street and Carlton Street, at 7 Carlton Street, is an 18-storey mixed-use building known as Ellington Condos with commercial uses at grade. Further south, on the east side of Yonge Street, at 423 Yonge Street is a 19-storey rental apartment building with commercial uses at grade. Further south, the property at 415 Yonge Street, is subject to a recent development application to add 42-storeys atop of the existing 19-storey office building (File No. 17 278848 STE 27 OZ). To the east of these sites, is the McGill-Granby neighbourhood, characterized by low-rise development. At the southwest corner of Yonge Street, at 444 Yonge Street, are the College Park Shops, which is a designated under Part IV of the Ontario Heritage Act. Further south, at the intersection of Yonge Street and Gerrard Street is 'Aura', a 78-storey mixed-use condominium development and College Park.

**East:** To the immediate east of the site is Reverend Porter Lane, a public lane running one-way north from Carlton Street. The lane separates the site from the 9-storey Part IV heritage designated property occupied by Toronto Hydro Corporation (14 Carlton

Street) which includes a surface parking area at the rear along the Wood Street frontage. Further east are a 16-storey mixed-use building primarily containing rental apartments (20 Carlton Street and 25 Wood Street) and a 23-storey Holiday Inn Hotel at 30 Carlton Street. On the south side of Carlton Street, are the Met Condos at 43 and 33-storeys at 21 and 25 Carlton Street, respectively.

West: On the northwest corner of Yonge Street and College Street is Oddfellows' Hall, a 4-storey Part IV heritage designated property at 450 Yonge Street. To the north, at the corner of Yonge Street and Grenville Street is 'YC Condos' an approved 60-storey building under construction. To the west on College Street is a 6-storey listed heritage property at 14 College Street. At 9 Grenville Street, is a 52-storey mixed-use building currently under construction, which incorporates a 2-storey heritage designated property.

The site is located in the Yonge Street Community Improvement Plan Area, the Downtown Yonge Business Improvement Area (BIA), is Part of the Historic Yonge Street Heritage Conservation District Study Area Designation approved by City Council on February 11, 2015 and within the boundaries of the Church Wellesley Neighbourhood Association.

### **Planning Act, Provincial Policy Statement and Provincial Plans**

The *Planning Act* guides development in the Province. Under the *Planning Act*, Section 2 sets out matters of Provincial interest that Council shall have regard to in making decisions under such Act, including among other matters, the conservation of features of significant architectural, cultural, historical, archaeological and scientific interest; and the promotion of built form that is: well designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

The Provincial Policy Statement (2014) provides policy direction Province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The City of Toronto uses the PPS to guide its Official Plan and to inform decisions on other planning and development matters. The PPS is issued under Section 3 of the *Planning Act* and all decisions of Council affecting land use planning matters "shall be consistent with" the Provincial Policy Statement.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan.

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 Official Plan designates the subject site as *Mixed-use Areas* and locates it within the *Downtown and Central Waterfront*, as shown on Map 2, the Urban Structure map of the Official Plan. The *Mixed-use Areas* designation provides for a broad range of commercial, residential

and institutional uses, in single or mixed-use buildings, as well as parks and open spaces and utilities.

Development in *Mixed-use Areas* is subject to a number of development criteria including: locate and mass new buildings to provide a transition between areas of different development intensity and scale; 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.

The Built Form policies in the Official Plan (3.1.2) state that new development will be located and organized to fit with its existing and/or planned context. The Built Form Tall Building Policies (3.1.3) state that tall buildings come with larger civic responsibilities and obligations than other buildings. To ensure that tall buildings fit within their existing and/or planned context and limit local impacts, built form principles will be applied to the location and design of tall buildings. Proposals will demonstrate how the building and site design will contribute to and reinforce the overall City structure and relate to the existing and/or planned context.

Section 3.1.5 provides policies regarding heritage conservation, which were recently updated through Official Plan Amendment No. 199 that is now in force and effect. Policy 3.1.5(5) states that proposed development "on or adjacent to, a property on the Heritage Register will ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained." Policy 3.1.5(26) requires 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. Similarly, with regard to Heritage Conservation Districts (HCDs), Policy 3.1.5(32) states that the impact of new development within or adjacent to HCDs is to be "assessed to ensure that the integrity of the district's heritage values, attributes, and character are conserved." The site is located within the Historic Yonge Street HCD Plan.

This application will be reviewed against the policies in the Official Plan as a whole including those in the Downtown, Built Form, Public Realm, and Heritage sections of the Plan. Compliance with other relevant policies of the Official Plan will also be addressed. The City of Toronto's Official Plan is available on the City's website at:  
[http://www.toronto.ca/planning/official\\_plan/introduction.htm](http://www.toronto.ca/planning/official_plan/introduction.htm)

### **Official Plan Amendment 231**

At its meeting of December 16, 17 and 18, 2013, City Council adopted amendments to the Official Plan (OPA 231) to implement the results of the Official Plan and Municipal Comprehensive Review for Economic Health and Employment Lands Policies and Designations and Recommendations of Conversion Requests. Among other matters, OPA 231 introduced amendments aimed to stimulate the growth of new office space and maintain current concentrations of office space in the downtown and near rapid transit. The report and Council direction is available on the City's website at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?Item=2013.PG28.2>



OPA 231 was approved by the Minister of Municipal Affairs and Housing in July 2014. Portions of the amendment are under appeal at the Ontario Municipal Board. Although not in full force and effect, OPA 231 represents Council's long-term land use planning direction.

OPA 231 promotes new office development in transit rich areas of the City and includes a policy requiring the replacement of office space in certain circumstances. Specifically, Policy 3.1.5.9 requires the replacement and increase of office space on properties that have more than 1,000 square metres of existing office space; the new development includes a residential component; and the property is located in a *Mixed-use Area* or *Regeneration Area* within the *Downtown and Central Waterfront*, a *Centre*, or within 500 metres of a subway, LRT, or GO Train Station. This policy is under appeal to the OMB. Therefore, it is relevant but not determinative in terms of the Official Plan policy framework. The owner of 2 Carlton Street was granted party status to the on-going OPA 231 proceeding in a pre-hearing conference decision delivered by the Board on October 22, 2015.

### **North Downtown Yonge Site Specific Policy 382 and North Downtown Yonge Street Urban Design Guidelines**

At its meeting of October 8-9, 2013, City Council adopted Official Plan Amendment 183 also known as the North Downtown Yonge Area Specific Policy 382 ("SASP 382"). Council also approved the North Downtown Yonge Urban Design Guidelines for the area generally bounded by Charles Street, Bay Street, Church Street and College/Carlton Street.

SASP 382 provides direction in how development should respond to its historic main street context, reinforcing a pedestrian friendly micro-climate and retail uses along the street. SASP 382 represents the most recent thinking and examination of the planning framework and principles for the area. It should be noted that parts of SASP 382 remain under appeal at the OMB and that the Phase II hearing, which is not scheduled, will deal with outstanding matters and will follow the hearing for the Historic Yonge Street HCD By-law hearing.

The site is located within the College/Carlton Street Character Area which runs east-west along the north side of College/Carlton Street from the west side of Bay Street to the east side of Church Street. The Character Area is made up of existing *Mixed-use Areas* designated lands.

Section 5.8, College/Carlton Street Character Area, as identified in SASP 382, states that the area is a mature area with a diverse mix of office, residential, retail and institutional uses, and that the area includes a number of designated heritage properties.

A 'Height Peak Area' is located between the intersection of Yonge Street and College/Carlton Street and Grenville Street and Wood Street. Policy 5.8.1 states that the maximum height within the 'Height Peak Area' in the College/Carlton Street Character Area will be in the range of 55 storeys or 190 metres in height.

Development/redevelopment applications for these maximum heights in the 'Height Peak Area' may only be considered for approval if the following potential impacts of height have been satisfactorily addressed, as part of the development/redevelopment application review process:

- a. the potential impacts on heritage properties located on or adjacent to the development site;
- b. the potential impacts on sunlight in parks and open spaces in proximity to the development site; and
- c. the potential impacts on views of prominent and heritage properties, structures and landscapes on or adjacent to the development site. (under appeal)

Policy 5.8.4 states that development/redevelopment must have:

- a. a minimum setback of 20 metres from the Yonge Street frontage property line to the tower portion of any tall building development where heritage properties are present on site; and
- b. a minimum setback of 10 metres from the Yonge Street frontage property line to the tower portion of any tall building development where there is no on-site heritage. (under appeal)

Policy 5.8.2 states that it is the objective of Council for development/redevelopment to provide building setbacks to secure a sidewalk zone (measured curb to building face) of at least 6 metres wide, or greater where established by the existing context or at corners, transit nodes, PATH access points, or other locations with significant pedestrian use. The sidewalk zone may consist entirely of public property or a combination of public and private property.

Policy 6.2.8 states that development/redevelopment will minimize shadows by location and massing to preserve or improve the utility of public parks in both a functional and qualitative sense. Furthermore, Policy 6.2.9 states that it is the objective of Council to ensure that development/redevelopment will not cast any new net shadow on the new public park (Dr. Lillian McGregor Park) for a period of 6 hours generally between the hours of 10:00 a.m. to 4:00 p.m. on March 21<sup>st</sup> and September 21<sup>st</sup>.

Within the Area Wide Policies of SASP 382, Policy 6.2.1 states that "it is an objective of Council to create new parks and open space wherever possible through innovative parkland acquisition and through privately owned publically accessible open space." Specifically for the area east of Yonge Street, between Charles Street East and Carlton Street, Policy 6.2.6 states that "it is the objective of Council to expand the existing parks network through off-site and on-site dedications and/or acquisitions that form part of the development/redevelopment application review process."

### **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>

### **Downtown Tall Buildings: Vision and Supplementary Design Guidelines**

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>

On Map 1 - High Streets Map - Carlton Street is shown as a High Street, Yonge Street is shown as a Special Character Street, and Wood Street is indicated as a Secondary High Street.

On Map 2 - Downtown Vision Height Map - a height range of 62-107 metres (20-35 storeys) is applied to Carlton Street. Within the Yonge Street Special Character Street area tower heights of current/new tall building proposals will be determined on a site-by-site basis.

On Map 3 - High Streets Typologies Map - applies a Canyon Form to Carlton Street and a Tower-Base Form or a Residential Landscaped Setback Form on Wood Street. Within the Yonge Street Special Character Street area appropriate building typologies for current/new tall building proposals will be determined on a site-by-site basis.

On Map 4 - Yonge Street and Carlton Street are identified as a Priority Retail Streets.

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

### **Official Plan Amendment No. 352**

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 m in height. Both By-laws bring forward the following setback requirements for taller buildings, which is reflective of the current Tall Building Guidelines:

The minimum required tower setbacks from a lot line that abuts a street, a public lane or a neighbouring lot include:

- a. 3.0 m to a lot line that abuts a street, other than a public lane;
- b. 12.5 m to the centre line of an abutting street, other than a public lane;

- c. 12.5 m to a lot line which neither abuts a street, nor a public lane; and;
- d. 12.5 m to the centre line of a public lane, where the lot abuts a lane.

Policy B(i) of OPA 352 indicates that tall building development will provide setbacks from the lot line to the building face of the tower. The tower setbacks will ensure that individual tall buildings within a block and the cumulative effect of multiple tall buildings within a block contribute to building strong and healthy communities by fitting in with the existing and/or planned context.

### **Historic Yonge Street Heritage Conservation District (HCD)**

The Ontario Heritage Act (OHA) is the key provincial legislation that enables municipalities to conserve, protect, and manage heritage properties and areas. Part IV enables a municipality to designate individual properties that are of cultural heritage value and Part V enables a municipality to designate groups of properties or landscapes that demonstrate cultural heritage value. Part V of the OHA enables a municipality to designate by by-law all, or any part of, a municipality as an HCD (Section 41.(1)).

The OHA enables municipalities to study an area for the purposes of designating it as an HCD (Section 40.(1)). The OHA also enables a municipality to formally designate an area of the municipality as an HCD study area by by-law (Section 40.1(1)). Where a by-law is passed under the OHA designating an area as an HCD, a Plan for that area is also required (Section 41.1(1)).

The OHA states that where an HCD Plan is in effect, by-laws shall not be passed by the municipality for any purpose that is contrary to the objectives set out in the HCD Plan and that public works undertaken by the municipality must also not be contradictory to the objectives of the HCD Plan (Section 41.2(1)). In the event of a conflict between an HCD Plan and a municipal by-law, the HCD Plan prevails to the extent of the conflict.

On October 2, 3 and 4, 2012, City Council directed staff to initiate the Historic Yonge Street Heritage Conservation District study as a result of the application of prioritization criteria.  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG17.12>

On July 28, 2015, the Toronto Preservation Board endorsed the Historic Yonge Street Heritage Conservation District Study area and confirmed that the area qualifies for designation under Part V of the Ontario Heritage Act as a Heritage Conservation District: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PB6.1>

On March 10, 2016, City Council enacted By-law 235-2016 which designates the Historic Yonge Street Heritage Conservation District under Part V of the Ontario Heritage Act. The By-law also adopts the "Historic Yonge Street Heritage Conservation District Plan", dated January 2016 as the district plan. Currently the District Plan is under appeal and not in force:  
<http://www.toronto.ca/legdocs/bylaws/2016/law0235.pdf>

The proposed development site is considered a non-contributing site within the HCD and is adjacent to heritage properties on the City's heritage register including 480 and 484 Yonge Street (both listed properties) and 14 Carlton Street (designated under Part IV of the Ontario Heritage

Act). This application will be reviewed against the enacted, but not yet in force (currently under appeal) HCD.

## **TOcore: Planning Downtown**

TOcore: Planning Downtown is an inter-divisional study, led by City Planning, which is updating the planning framework for Downtown and developing a series of infrastructure strategies to support implementation. TOcore is a response to the rapid intensification of Downtown that is placing pressure on physical and social infrastructure assets and occurring in a pattern and at an intensity that threatens to jeopardize the quality of life in the city centre and the economic role that the Downtown plays for the entire city. 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 study area is bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north, and the Don River the east.

Building on Downtown's existing planning framework and drawing on best practices within City Planning Division, the Downtown Plan is being developed to serve as a blueprint for future growth and infrastructure in the heart of Toronto over the next 25 years. It will provide detailed direction on the appropriate scale and location of future growth. It will also link this growth with infrastructure provision to ensure the creation of 'Complete Communities', addressing the requirements under the Provincial Policy Statement (2014) and the Growth Plan for the Greater Golden Horseshoe (2017). A series of infrastructure strategies for transportation, parks and public realm, community services and facilities, water and energy are in development as part of this review.

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 metres in height.

At its meeting on October 2-4, 2017, City Council considered the Proposed Downtown Plan and directed Staff to undertake stakeholder and public consultation on that document and its proposed policies, leading to a recommendations report and an amendment to Toronto's Official Plan in the second quarter of 2018. Additionally, Council directed Staff to consider the policies contained within the Proposed Downtown Plan in the review of all development applications within the Downtown going forward:

6. City Council request City Planning staff to consider the Proposed Downtown Plan policies, in Attachment 1 to the report (August 18, 2017) from the Chief Planner and Executive Director, City Planning, during the evaluation of current and future development applications in the Downtown Plan area and continue to refine the policies in consultation with stakeholders and the community.

Map 11-C of the new Proposed Downtown Plan designates this site as Mixed-Use Area (MUA) 1 – Growth. MUA 1 is to contain the greatest and largest proportion of non-residential use and will include a diverse range of building typologies including tall buildings, with height, scale and massing dependent on the site characteristics. To encourage a high proportion of non-residential uses, residential development will be limited to floors above the 4<sup>th</sup> floor.

Section 6, 'Shaping Built Form', of the Plan contains detailed built form policies to shape new development to ensure it fits with the existing and planned context.

Policy 6.5 states that "tall buildings will generally have floorplates no larger than 750 square metres, unless for institutional and commercial uses and where it can be demonstrated to the satisfaction of the City that the impacts of a larger floorplate can sufficiently mitigated and that the increase in intensity of the development is appropriate."

More information on Council direction pertaining to TOcore can be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG22.1>. Further background information can be found at [www.toronto.ca/tocore](http://www.toronto.ca/tocore).

## **Growing Up Draft Urban Design Guidelines**

In July 2017, Toronto City Council adopted the Growing Up Draft Urban Design Guidelines, and directed City Planning staff to apply the "Growing Up Guidelines" in the evaluation of new and under review multi-unit residential development proposals. The objective of the Growing Up Draft Urban Design Guidelines is that developments deliver tangible outcomes to increase liveability for larger households, including families with children at the neighbourhood, building and unit scale.

The Growing Up Draft Urban Design Guidelines will be considered in the review of this proposal. The Guidelines are available at <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/growing-up-planning-for-children-in-new-vertical-communities/>

## **Zoning**

The site is zoned CR T7.8 C4.5 R7.8 in Zoning By-law 438-86, which permits a mix of commercial and residential uses with a maximum permitted height of 61.0 metres and a total permitted density of 7.8 times the area of the lot.

On May 9, 2013, City Council enacted city-wide Zoning By-law 569-2013. The site is zoned CR 7.8 (c4.5; r7.8) SS1 (x2022) in Zoning By-law 569-2013 (refer to Attachment 12 – Zoning Map). The CR zone permits a range of uses similar to the former designation under Zoning By-law 438-86. The site specific permissions and exceptions have been carried over from Zoning By-law 438-86.

On October 5-7, 2016, City Council adopted area-specific Zoning By-laws 1106-2016 and 1107-2016 (currently under appeal) which provide the detailed performance standards for portions of buildings above 24 metres in height. Specifically, every tower must be set back at least 3.0

metres from a lot line that abuts a street, 12.5 metres from the centre line of an abutting lane, and 12.5 metres from a lot line having no abutting street or lane.

### **Site Plan Control**

The proposed development is subject to Site Plan Control. An application for Site Plan approval has yet to be submitted.

### **Reasons for the Application**

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

## **COMMENTS**

### **Application Submission**

The following reports/studies were submitted with the application:

- Architectural Plans
- Landscape Plans
- Public Consultation Strategy
- Toronto Green Standard
- Sun/Shadow Study
- Planning Rationale Addendum
- Heritage Impact Assessment
- Preliminary Geohydrology Assessment
- Functional Servicing and Stormwater Management Report
- Energy Strategy Report
- Draft Zoning By-law Amendments
- Survey Plan
- Block Plan
- Arborist/Tree Preservation Plan
- Traffic Impact Study
- Pedestrian Level Wind Study
- Noise Impact Study

A Notification of Incomplete Application issued on November 2, 2016, identifying that the following outstanding material was required for a complete application submission:

- Public Consultation Plan
- Heritage Impact Assessment
- Energy Strategy
- Arborist Report

The outstanding material was submitted with the revised application on November 3, 2017 and a Notification of Complete Application was subsequently issued on January 10, 2018.

## **Issues to be Resolved**

Planning staff have identified a number of preliminary issues and determined that the application is not acceptable in its current form. The following issues will need further review and will need to be addressed by the applicant. Staff will work with the applicant to address these issues identified in this report, and others that may come up as part of the review process to arrive at an acceptable proposal.

### **Built Form**

While the development is proposed within the 'Height Peak Area' of SASP 382, the proposed height at 73-storeys exceeds the maximum height permission of 55-storeys or 190 metres, as outlined in Policy 5.8.1 (under appeal). The proposed height should be reduced to meet the objectives of the policy direction in SASP 382. A proposal for the maximum height of 55-storeys will only be considered if the criteria under Policy 5.8.1 are met.

Currently the proposed base building is 6-storeys or 27.7 metres in height. The base building height should be reduced to a maximum height of 18 metres to match the existing street wall context.

Policy 5.8.5 (b) of SASP 382 (under appeal), states that "development/redevelopment must have: a minimum setback of 10 metres from the Yonge Street frontage property line to the tower portion of any tall building development where there is no on-site heritage." The current setback proposed from Yonge Street is 9 metres.

The proposed tower floorplate varies in size but ranges from 844 square metres to 1,113.8 square metres, with some inset and some projecting balconies. Section 3.2.1 of the Tall Building Guidelines states that the floorplate of tall building proposals should be limited to 750 square metres or less per floor. The proposed floorplates are too large causing negative impacts on sky views from surrounding streets and an overall scale of the building that is too large.

The Tall Building Guidelines indicate that a tower should have a minimum stepback of 3 metres or more from the base building in order to define the street wall. The majority of the tower has a 1-metre stepback on both Wood Street and Carlton Street, which are deficient and should be increased.

### **Streetscaping, Public Realm and Park**

Policy 5.8.2 of SASP 382 states that it is the objective of Council for development/redevelopment to provide building setbacks to secure a sidewalk zone (measured curb to building face) of at least 6 metres wide, or greater where established by the existing context or at corners, transit nodes, PATH access points, or other locations with significant pedestrian use. The sidewalk zone may consist entirely of public property or a combination of public and private property. Currently the sidewalk widths along Carlton Street and Yonge Street are 4.9 metres and 6 metres, respectively.

In order to balance the safe and efficient movement of pedestrians, a minimum pedestrian clearway of 2.1 metres is required and is not being met along Wood Street or adjacent to the proposed park. The plans will have to be revised to reflect the required pedestrian clearway.



Additionally, within the sidewalk along Carlton Street, there is an existing TTC stairway accessing the College subway station. Staff request that the applicant internalize this entrance to the subway within the proposed building to improve pedestrian circulation at this major intersection and provide a safe and accessible entrance to the subway station.

The development proposes a 250 square metre park located on the south-east corner of the site in a triangle shape that widens towards the east, creating a view terminus looking east on College Street. Parks, Forestry and Recreation staff will continue to work with the applicant on the appropriate design and programming of the proposed park.

### **Office Replacement**

The existing use of the 18-storey building is parking, office and commercial uses at grade. It is estimated that there is approximately 27,000 square metres of office space in the existing building. The revised proposal includes office on the third and fourth floor totalling 3,860.3 square metres. Official Plan Policy 3.5.1(9) requires new development on the subject property to increase the existing amount of office space. The policy was adopted by City Council in December 2013 as part of Official Plan Amendment 231, approved by the Minister of Municipal Affairs and Housing in July of 2014 and is currently under appeal to the Ontario Municipal Board. Although the policy is not yet technically in force, the concept of ensuring that office employment remain in downtown Toronto is a sound planning policy that should still be applied to the proposed development. The applicant is requested to increase the office space in the proposal.

### **Shadow Impacts**

The proposed new net shadows are unacceptable. Policy 6.2.9 of SASP 382, states that “it is an objective of Council to ensure that development/redevelopment will not cast any new net shadow on Opera Place Park between 12 Noon and 2:00 PM on March 21<sup>st</sup> and September 21<sup>st</sup> and will not cast any new net shadow on the new public park (Dr. Lillian McGregor Park) for a period of 6 hours generally between the hours of 10:00 AM to 4:00 PM on March 21<sup>st</sup> and September 21<sup>st</sup>.” As proposed, the proposed development casts new incremental shadows on Opera Place Park and Dr. Lillian McGregor Park between the hours of 10:18 AM and 11:35 AM, which is unacceptable and does not meet the policies of SASP 382.

### **Unit Sizes**

Currently the proposal does not meet the objectives of the Growing Up Draft Urban Design Guidelines. The Guidelines mandate a minimum unit size and percentage of 2 and 3-bedroom units. None of the 2-bedrooms and only 10 of the 148 provided 3-bedrooms comply with the minimum size requirements. The proposed unit sizes should be revised to reflect the Draft Guidelines.

### **Amenity Space**

Official Plan Policy 3.1.2(6) requires that development provide indoor and outdoor recreation space for building residents in every significant multi-unit residential development. Presently, the standard Zoning By-law requirement for indoor and outdoor residential amenity space is 2 square metres of each indoor and outdoor space per unit. The proposal proposes a total of 2 square metres per unit of residential indoor amenity space and 1.08 square metres per unit of

outdoor amenity space. Opportunities to provide additional outdoor amenity space should be explored by the applicant.

### **Heritage**

The proposed development is adjacent to three Part IV designated heritage properties on the City's Heritage Register: the Toronto Hydro Building at 14 Carlton Street, Odd Fellows' Hall at 450 Yonge Street and the Eaton's College Street Store at 444 Yonge Street. Heritage Preservation Services (HPS) has reviewed the architectural drawings and Heritage Impact Assessment prepared by GBCA Architects dated October 26, 2017. The proposed development site is located within the Historic Yonge Street Heritage Conservation District (HYHCD) (under appeal). HPS has reviewed the application against this District Plan.

All properties within the HYHCD are designated under Part V of the Ontario Heritage Act and the properties were determined to be contributing if they met at least two of the criteria established. In this case, the property at 2 Carlton Street, referenced as 451-471 Yonge Street in the District Plan, is considered to be a 'non-contributing' site.

Similarly to the policies contained in SASP 382, Policy 6.4.3 of the HCD states that new developments taller than 16 metres in height of non-contributing properties must step back a minimum of 10 metres from Yonge Street.

### **Parking supply**

Official Plan Policy 4.5.2 i) for *Mixed-use* areas states that development will provide an adequate supply of parking for residents and visitors. A total of 162 parking spaces are being provided consisting of 123 residential parking spaces, 12 residential visitor parking spaces, 13 retail spaces and 14 office spaces. The parking requirements for the site are governed by the Zoning By-law 569-2013 (Policy Area PA-1) and require a minimum of 783 parking spaces (654 residential parking spaces, 104 visitor parking spaces and 25 retail spaces). A revised Traffic Impact Study Update was submitted to the City on December 22, 2017. Staff will review this study to determine whether the proposed parking supply and rationale is acceptable.

### **Section 37**

Section 37 of the *Planning Act* allows the City to enter into an agreement with an applicant to grant a height and/or density increase for a particular project that is greater than the zoning by-law would otherwise permit in return for community benefits. Since the proposal, in its current form, does not represent good planning, no discussion was had regarding details of a Section 37 Agreement. Should the proposal proceed to an approval, a Section 37 contribution will be secured.

### **Toronto Green Standard**

The Toronto Green Standard (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**

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

## **CONTACT**

Kate Goslett, Planner

Tel. No. 416-395-7105

E-mail: Kate.Goslett@toronto.ca

## **SIGNATURE**

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Lynda H. Macdonald  
Acting Director, Community Planning  
Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Site Plan

Attachment 2: East Elevation

Attachment 3: North Elevation

Attachment 4: South Elevation

Attachment 5: West Elevation

Attachment 6: Official Plan

Attachment 7: Official Plan Amendment No. 183 – Map 1: Character Areas

Attachment 8: Official Plan Amendment No. 183 – Map 2: Open Space Network & Height  
Areas

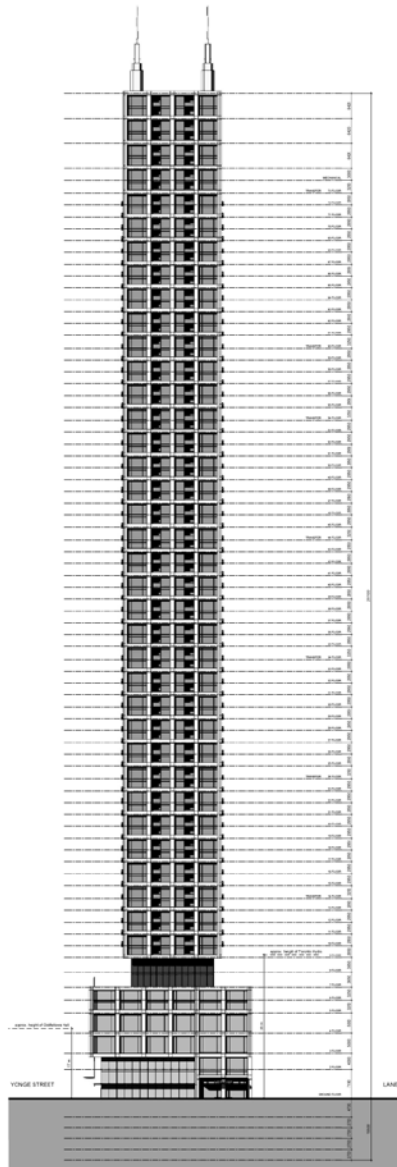
Attachment 9: Historic Yonge Street Heritage Conservation District

Attachment 10: Zoning

Attachment 11: Application Data Sheet



## Attachment 2: East Elevation



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### South Elevation

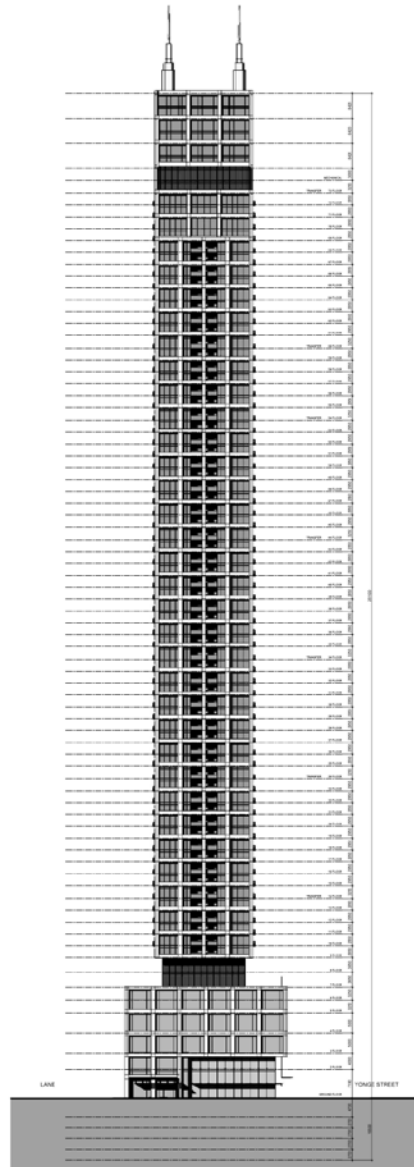
Applicant's Submitted Drawing

Not to Scale  
11/13/2016

### 2 Carlton Street

File # 16 232828 STE 27 OZ

### Attachment 3: North Elevation



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## North Elevation

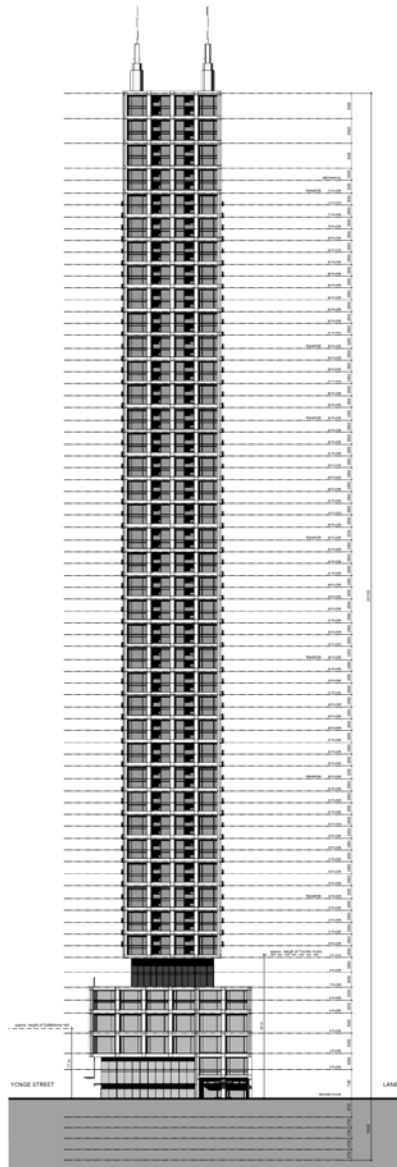
Applicant's Submitted Drawing

Not to Scale  
11/13/2016

2 Carlton Street

File # 16 232828 STE 27 0Z

## Attachment 4: South Elevation



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### South Elevation

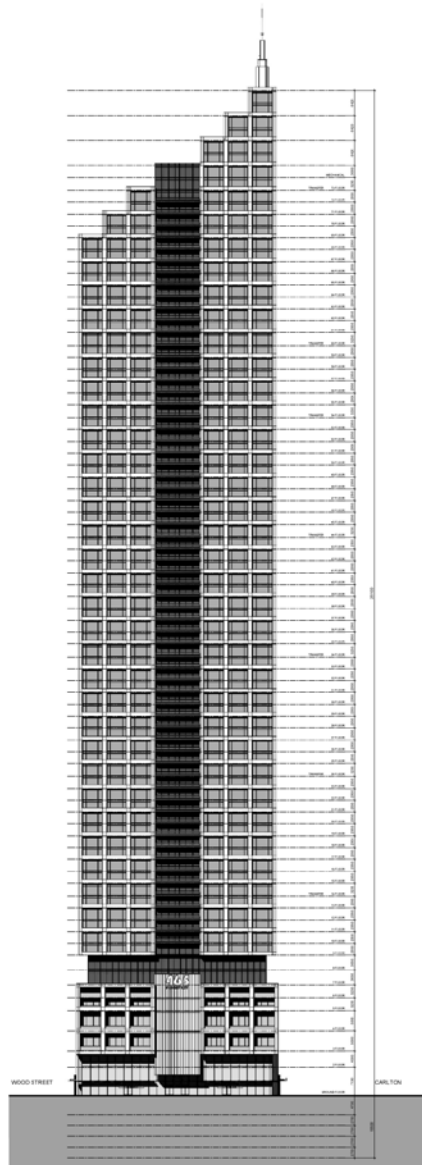
Applicant's Submitted Drawing

Not to Scale  
11/13/2016

2 Carlton Street

File # 16 232828 STE 27 OZ

**Attachment 5: West Elevation**



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**West Elevation**

Applicant's Submitted Drawing

Not to Scale  
11/13/2016

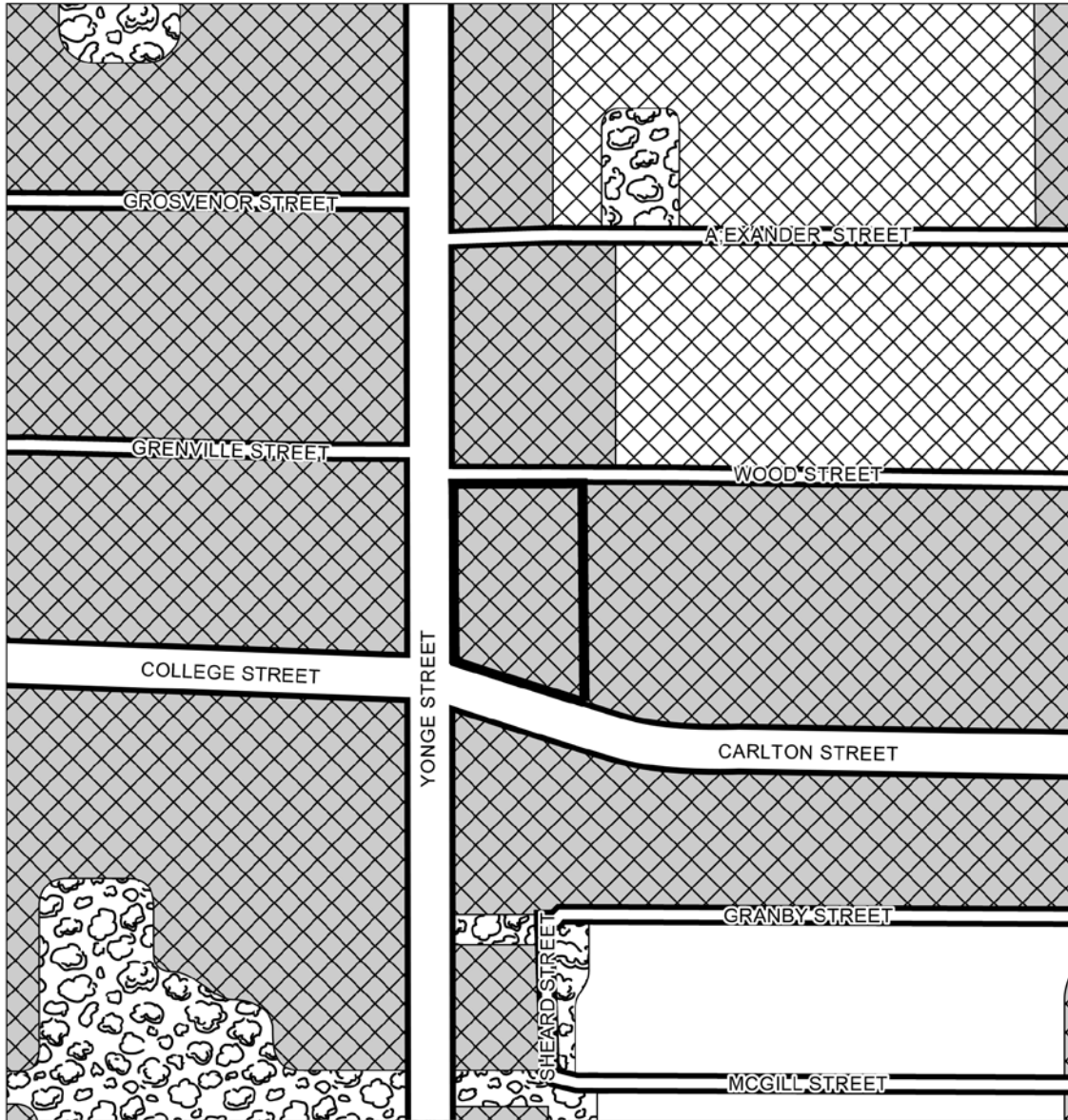
**2 Carlton Street**

File # 16 232828 STE 27 OZ

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## Attachment 6: Official Plan



**TORONTO**  
 Extract from Official Plan

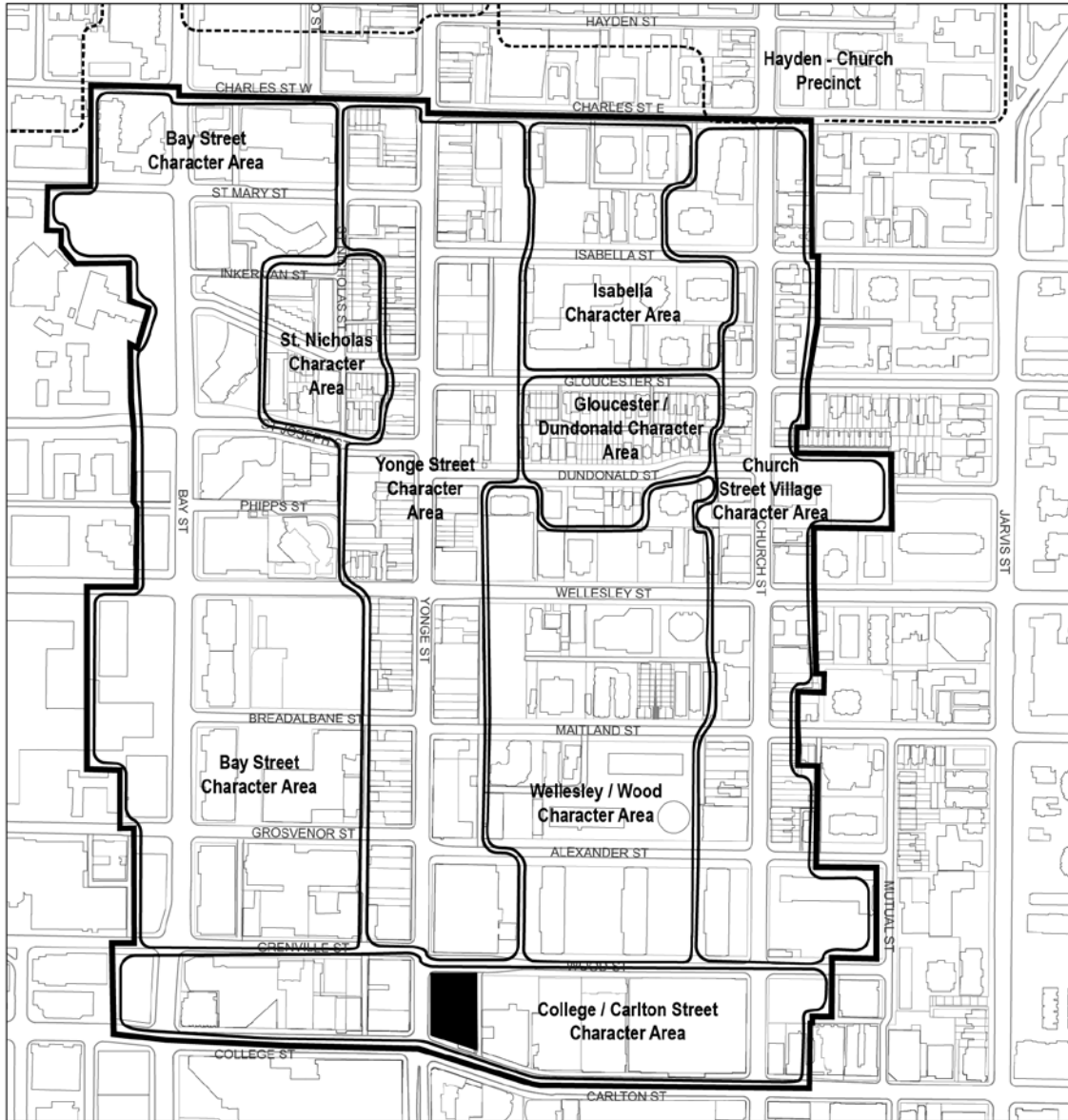
2 Carlton Street

File # 16\_232828 STE 27 0Z

- |  |  |
|--|--|
|  Site Location            |  Parks & Open Space Areas |
|  Neighbourhoods           |  Parks                    |
|  Apartment Neighbourhoods |  |
|  Mixed Use Areas          |  |

  
 Not to Scale  
 11/07/2016

**Attachment 7: Official Plan Amendment No. 183 – Map 1: Character Areas**



North Downtown Yonge, Planning Framework Study  
 Official Plan Amendment #183, Map 1: Character Areas

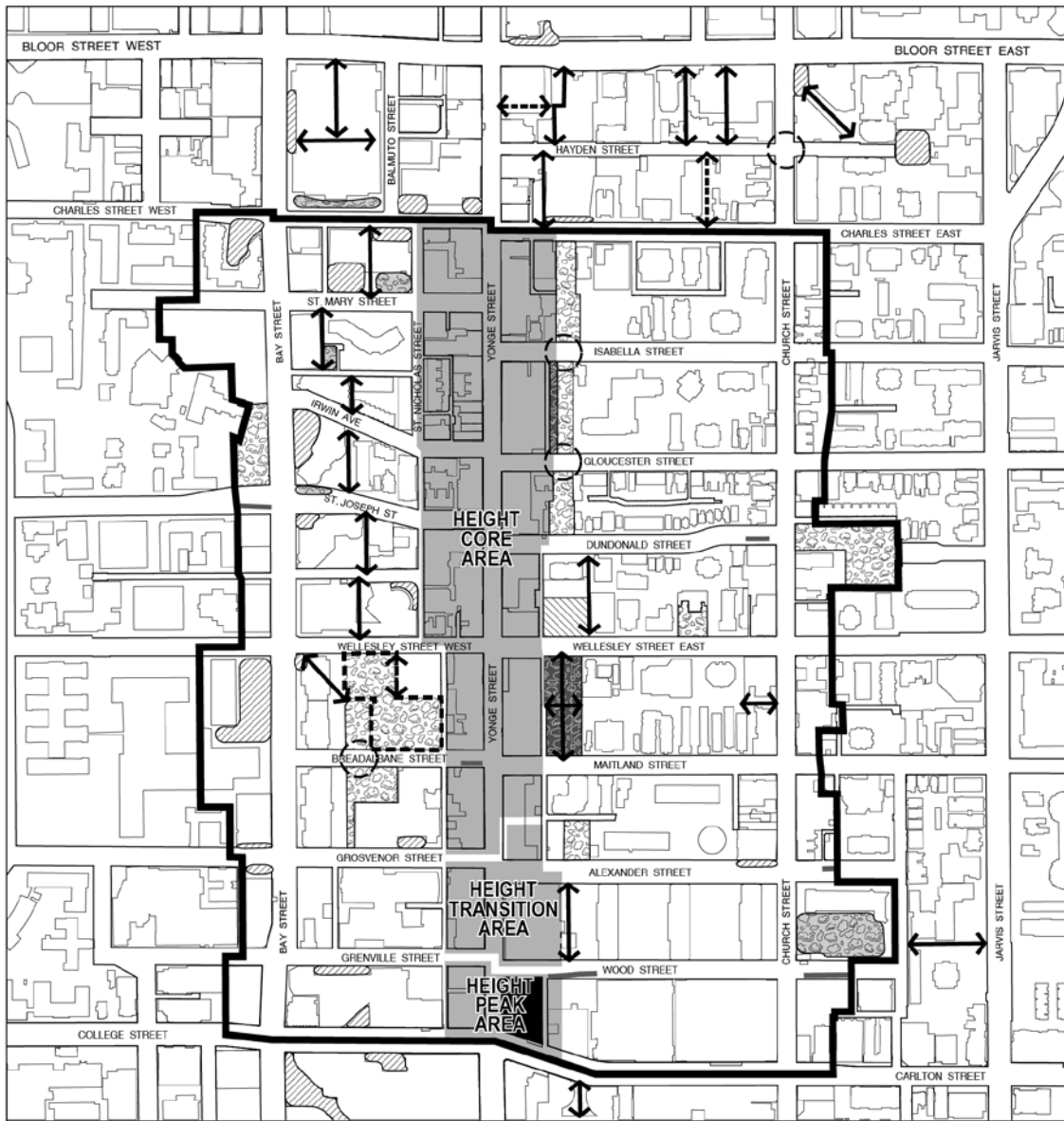
**2 Carlton Street**

File # 16 232828 STE 27 0Z

- Site Location
- Character Areas

↑  
 Not to Scale  
 11/07/2016

# Attachment 8: Official Plan Amendment No. 183 – Map 2: Open Space Network and Height Areas



North Downtown Yonge, Planning Framework Study  
 Official Plan Amendment #183, Map 2: Open Space Network and Height Areas

2 Carlton Street

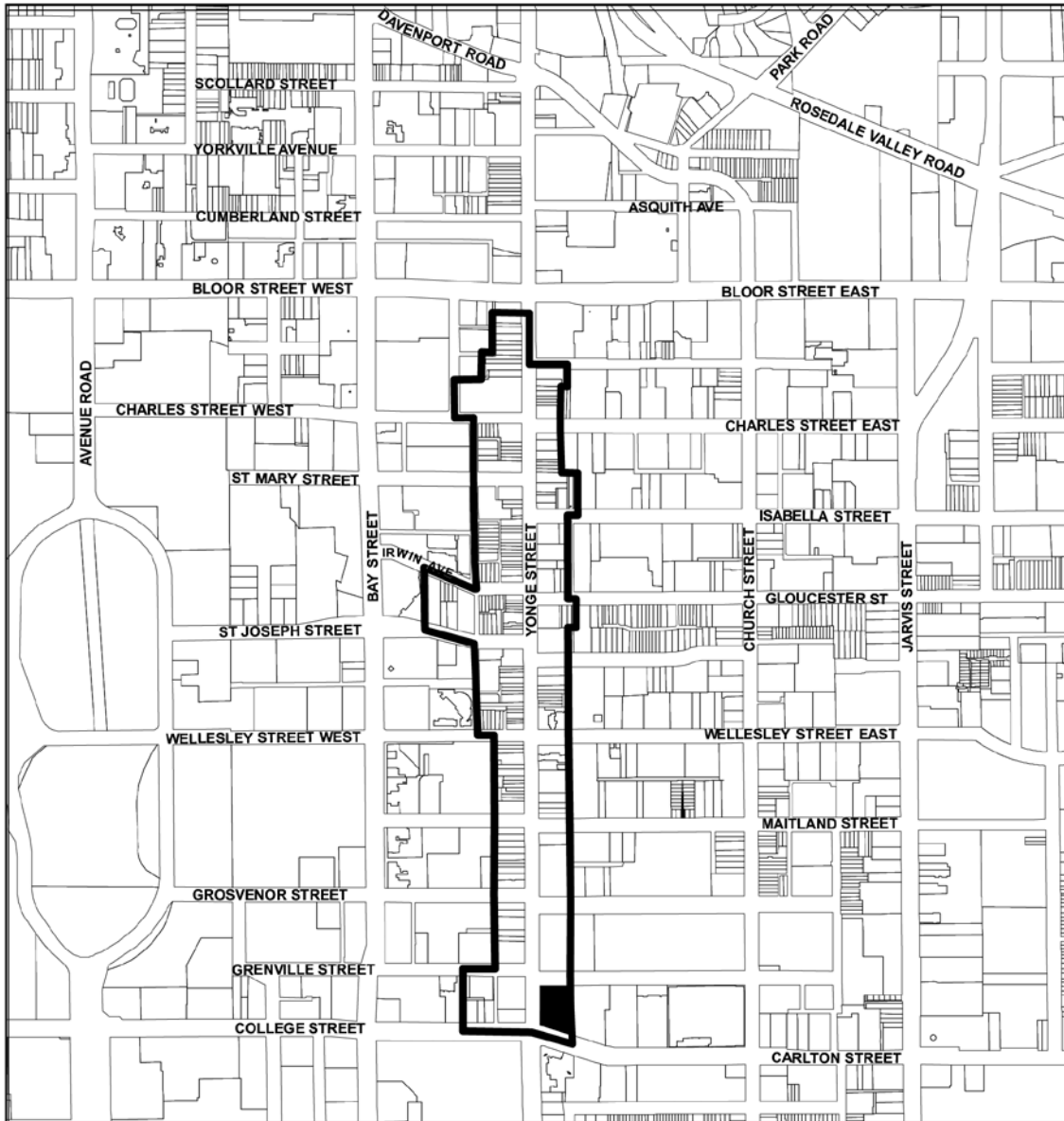
File # 16 232828 STE 27 0Z

|                      |                                    |                                  |  |
|----------------------|------------------------------------|----------------------------------|--|
| <b>Site Location</b> | Public Park                        | Potential Open Space Opportunity | Pedestrian Mid-block Connections       |
|                      | New Public Park                    | Publicly Accessible Green Roof   | Proposed Future Pedestrian Connections |
|                      | Green Open Space                   | Park Connections                 | Boulevard Parking Transformation       |
|                      | Courtyards, Forecourts and Squares |                                  |  |

Revised by Ontario Municipal Board Order to remove the lands known in 2015 as 81 Wellesley Street East

Not to Scale  
 11/07/2016

## Attachment 9: Historic Yonge Street Heritage Conservation District



**TORONTO**  
**Historic Yonge Street**  
**Heritage Conservation District**

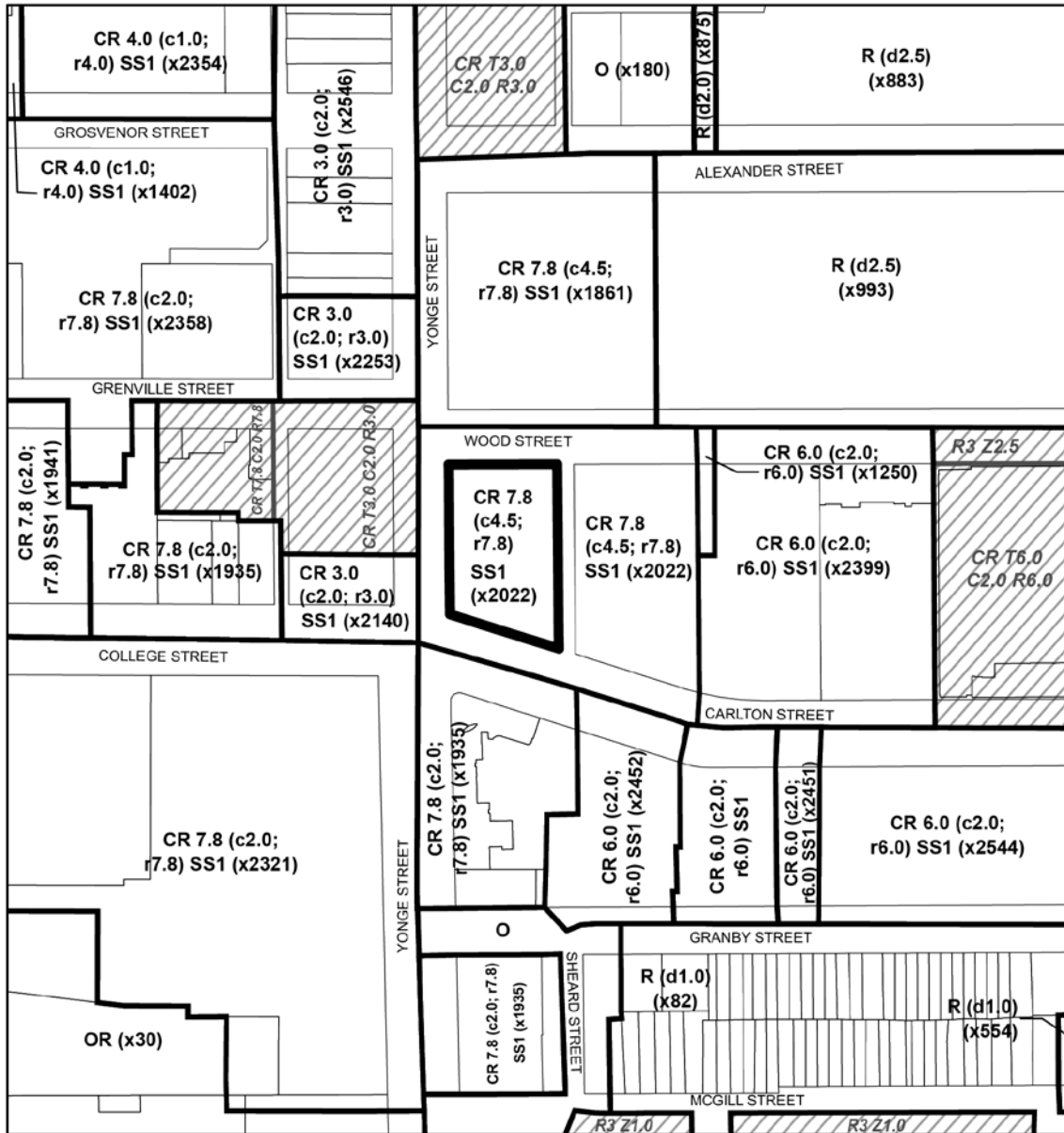
2 Carlton Street

File # 16\_232828 STE 27 0Z

-  Site Location
-  HCD Recommended Boundary

  
 Not to Scale  
 11/07/2016

## Attachment 10: Zoning



**Zoning By-Law No. 569-2013**

**2 Carlton Street**

File # 16 232828 STE 27 OZ

- Location of Application
- R** Residential
- CR** Commercial Residential
- O** Open Space
- OR** Open Space Recreation

- See Former City of Toronto By-Law No. 438-86
- R3** Residential District
- CR** Mixed-Use District

Not to Scale
   
 Extracted: 11/07/2016

## Attachment 11: Application Data Sheet

|                       |  |                     |                     |
|-----------------------|--|---------------------|---------------------|
| Application Type      | Rezoning   | Application Number: | 16 232828 STE 27 OZ |
| Details               | Rezoning, Standard   | Application Date:   | October 4, 2016     |
| Municipal Address:    | 2 CARLTON ST   |                     |                     |
| Location Description: | PLAN 34 LOTS 1 TO 5 PLAN 203 PT LOTS 2 & 3 RP 66R12474 PARTS 1 TO 5 **GRID S2710   |                     |                     |
| Project Description:  | The proposal is to develop a 73-storey mixed-use building tower with a 6-storey base building. The base building includes retail uses on the first and second floors, office uses on the third and fourth floors and residential units above. A total of 1,046 residential units are proposed with a total gross floor area of 74,435.7 square metres. A total of 162 vehicle and 1,148 bicycle parking spaces are proposed. |                     |                     |

|                       |                            |                   |                       |
|-----------------------|----------------------------|-------------------|-----------------------|
| <b>Applicant:</b>     | <b>Agent:</b>              | <b>Architect:</b> | <b>Owner:</b>         |
| CARLTON TOWER LIMITED | SHERMAN BROWN (ADAM BROWN) | IBI GROUP         | CARLTON TOWER LIMITED |

### PLANNING CONTROLS

|                            |                     |                          |             |
|----------------------------|---------------------|--------------------------|-------------|
| Official Plan Designation: | Mixed-use Areas     | Site Specific Provision: | SS1 (x2022) |
| Zoning:                    | CR 7.8 (c4.5; r7.8) | Historical Status:       |             |
| Height Limit (m):          | 61                  | Site Plan Control Area:  |             |

### PROJECT INFORMATION

|                                    |         |         |                 |              |
|------------------------------------|---------|---------|-----------------|--------------|
| Site Area (sq. m):                 | 2,164.5 | Height: | Storeys:        | 73           |
| Frontage (m):                      | 54.5    |         | Metres:         | 251.6        |
| Depth (m):                         | 39.6    |         |                 |              |
| Total Ground Floor Area (sq. m):   | 1,857   |         |                 | <b>Total</b> |
| Total Residential GFA (sq. m):     | 69,200  |         | Parking Spaces: | 162          |
| Total Non-Residential GFA (sq. m): | 6,900   |         | Loading Docks   | 3            |
| Total GFA (sq. m):                 | 76,100  |         |                 |              |
| Lot Coverage Ratio (%):            | 0       |         |                 |              |
| Floor Space Index:                 | 31.5    |         |                 |              |

### DWELLING UNITS

|              |       |
|--------------|-------|
| Tenure Type: | Condo |
| Rooms:       | 0     |
| Bachelor:    | 181   |
| 1 Bedroom:   | 403   |
| 2 Bedroom:   | 314   |
| 3 + Bedroom: | 148   |
| Total Units: | 1046  |

### FLOOR AREA BREAKDOWN (upon project completion)

|                                  |         | Above Grade | Below Grade |
|----------------------------------|---------|-------------|-------------|
| Residential GFA (sq. m):         | 69,200  |             | 0           |
| Retail GFA (sq. m):              | 3,039.7 |             | 0           |
| Office GFA (sq. m):              | 3,860.3 |             | 0           |
| Industrial GFA (sq. m):          | 0       |             | 0           |
| Institutional/Other GFA (sq. m): | 0       |             | 0           |

|                 |                      |                              |
|-----------------|----------------------|------------------------------|
| <b>CONTACT:</b> | <b>PLANNER NAME:</b> | <b>Kate Goslett, Planner</b> |
|                 | <b>TELEPHONE:</b>    | <b>416-395-7105</b>          |

