

**238-280 Wellesley Street East and 650 Parliament Street  
– Official Plan Amendment, Zoning Amendment and  
Rental Housing Demolition Applications – Preliminary  
Report**

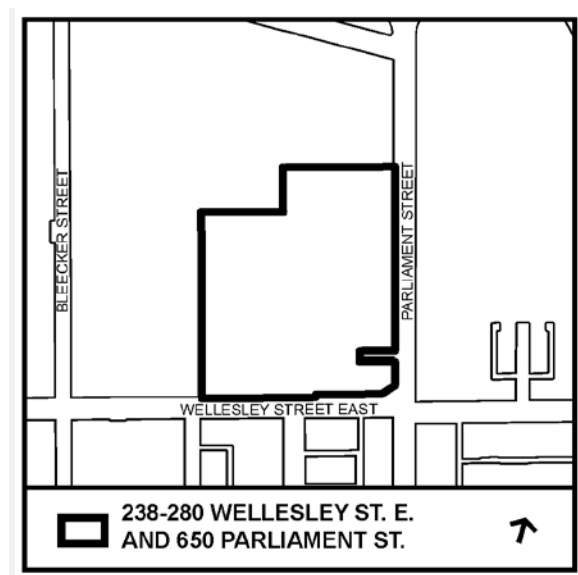
<b>Date:</b>	June 7, 2018
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Acting Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 28 – Toronto Centre-Rosedale
<b>Reference Number:</b>	18 148195 STE 28 OZ

**SUMMARY**

This report provides preliminary information and an early opportunity to raise issues with regard to the applications. It seeks Community Council's direction on the community consultation process and indicates the expected timing for a Final Report to City Council. The applications have been circulated to all appropriate agencies and City divisions for comment and a staff review of the applications is underway.

A notice of complete application has not been issued with regard to the application because the applicant wished to submit an incomplete application in order to initiate the municipal review and public consultation processes while the outstanding materials are being prepared. This Preliminary Report serves to inform Community Council and the public of the proposed development and public consultation process.

The application for an Official Plan Amendment and rezoning proposes a comprehensive revitalization plan for Wellesley Parliament Square, located



within St. James Town, at 238-280 Wellesley Street East and 650 Parliament Street. The proposal involves a reconfigured network of streets and open spaces, a redesigned ground floor of all existing buildings, the development of a new 51-storey mixed-use point tower, a 10-storey residential rental mid-rise building, four 3-storey townhouse blocks, a 5-storey non-residential building for retail, office, and community facilities, and a new public park. The development proposal includes a proposed new public street that will not be encumbered by any underground parking once the existing underground parking garage is reconfigured.

An application for Rental Housing Demolition and Conversion under Section 111 of the City of Toronto Act (Chapter 667 of the Municipal Code) was also submitted. The application proposes to demolish and replace 18 existing rental dwelling units located at 238-240 Wellesley Street East.

A Community Consultation Meeting is anticipated to be held on July 10, 2018. A series of other public consultation initiatives are planned for the second half of 2018 and early 2019. A Final Report will be submitted for Council's consideration following community consultation and the holding of a statutory Public Meeting under the Planning Act. The Final Report is tentatively scheduled for Q2 2019, depending on when the outstanding materials to deem the application complete are submitted.

City Planning staff have identified several issues and concerns with the proposal as described in this Report, including built form impact, indoor and outdoor amenity spaces for existing residents, location and size of new parks and open spaces, traffic impact, parking, and demolition and replacement of existing rental dwelling units. There may be additional issues and matters that arise through the development review process that will be addressed in a Final Report to City Council should they not be resolved.

## **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 238-280 Wellesley Street East and 650 Parliament Street together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within an area bounded by Bloor Street East, Sumach Street, Gerrard Street East and Sherbourne Street, as determined through consultation with the Ward Councillor.
3. Notice for the statutory public meeting under the Planning Act be given according to the regulations of the Planning Act.

4. Staff be directed to proceed with a community consultation strategy as described in the staff report entitled 238-280 Wellesley Street East and 650 Parliament Street – Official Plan Amendment, Zoning Amendment, Rental Housing Demolition Applications – Preliminary Report (June 7, 2018), from the Acting Director, Community Planning, Toronto and East York District.

### **Financial Impact**

The recommendations in this report have no financial impact.

### **DECISION HISTORY**

There are no previous development applications on record for the subject site.

### **Pre-Application Consultation**

Several pre-application consultation meetings have been held with the applicant since early 2017. An application checklist was provided in July 2017. The development proposal was brought forward to the Design Review Panel on March 23, 2018, for initial comments and feedback. In March and April 2018, prior to submission of the applications, the applicant held two public open houses to inform the local community of the proposed development and get their feedback.

### **ISSUE BACKGROUND**

#### **Proposal**

The proposed development involves a reconfigured network of streets and open spaces, a new 51-storey residential tower with a mixed-use base building, a new 10-storey residential rental building, four new 3-storey townhouse blocks, a new 5-storey non-residential building, and a new public park. There are four existing residential apartment buildings that will be maintained with modifications to the ground floor uses and layout. Existing outdoor parking lots will be eliminated and waste enclosure areas are proposed to be relocated below grade. The proposed development is illustrated on Attachment 1: Site Plan.

The proposed development includes 887 new dwelling units in addition to 2,227 existing rental dwelling units that would be maintained. In total, 3,114 dwelling units would be accommodated on the subject site. Of the proposed 887 dwelling units, there are 626 one-bedroom units (71%), 145 two-bedroom units (16%), and 116 three-bedroom units (13%).

The proposal includes 9,685 square metres of non-residential space, including 2,490 sq. metres of existing non-residential space that will be renovated or replaced. The floor space index is proposed to be increased from 3.71 to 5.49 times the lot area. There are approximately 1,555 existing parking spaces and an additional 29 proposed parking spaces. The proposed public park has an area of 1,210 square metres.

The proposed 51-storey tower has a base building that ranges from 4 to 10- storeys that will be incorporated into the base building at 238-240 Wellesley Street East. The existing Food Basics supermarket will be replaced with an enlarged retail space for a supermarket and new small scale retail units on the ground floor. A new commercial fitness centre is proposed above the retail space. The retail/commercial gross floor area in the base building will increase from 2,490 square metres to 6,100 square metres. The proposed additional residential gross floor area is 45,090 square metres. Modifications to the ground floor of 238-240 Wellesley Street East will require the demolition and replacement of 18 existing rental dwelling units. A conceptual rendering of the 51-storey tower and modified base building is provided in Attachment: 2 Perspective Rendering Looking Northeast - Proposed 51-storey Tower.

The proposed 10-storey mid-rise building contains primarily residential rental dwelling units including several ground floor dwelling units with exterior entrances. Indoor amenity space and one small retail unit is also located on the ground floor. The proposed gross floor area is 6,100 square metres. A massing model of this building is provided in Attachment 3: Massing Model Looking South – Proposed 10-storey Building.

The four proposed blocks of 3-storey townhouses contain a total of 45 dwelling units. One block of back-to-back townhouses is located at the southwest corner of Ontario Street and St. James Avenue with west-facing units along Ontario Street and east-oriented units facing 260 Wellesley Street East. The other three townhouse blocks are located along Parliament Street with one block located at the southwest corner of Parliament Street and St. James Avenue in front of 650 Parliament Street. The other two blocks are located south of 650 Parliament Street on the north and south sides of a proposed private road that runs between Parliament Street and Rose Avenue.

The proposed 5-storey non-residential building is located at the northwest corner of Parliament Street and Wellesley Street East and is attached to the existing residential building at 280 Wellesley Street. The proposed uses include retail space, office space, and community facilities. The gross floor area is 3,585 square metres.

The existing network of driveways and asphalt areas is proposed to be redesigned by eliminating surface parking lots, relocating existing waste enclosures to two consolidated areas located below grade, and replacing existing driveways with new public and private streets. A new north-south 15-metre wide public right-of-way that will be a northerly extension of Rose Avenue is proposed, creating new public street frontage through the middle of the site. St. James Avenue is proposed to be realigned where it will intersect with the Rose Avenue extension. A new private road will run east-west on the north side of 280 Wellesley Street East between Parliament Street and the Rose Avenue extension and function as a public street. Two new private shared streets (woonerfs) will provide proximate access to the lobbies of 240 and 260 Wellesley Street East and 650 Parliament Street for pick-up and drop-off.

A small portion of the subject site located on the north side of St. James Avenue is located within the schoolyard of Rose Avenue Public School. The proposed development shows an adjustment to the southerly limit of the schoolyard to provide for a new vehicular lay-by on the north side of St. James Avenue.

The proposed new public park is located in front of 280 Wellesley Street East at the northeast corner of Wellesley Street East and the Rose Avenue extension, which is where an existing cul-de-sac driveway is located. In addition to the public park, there are four other proposed open spaces that would all be privately-owned, publicly accessible open spaces (POPS). One is identified as an "urban square", located on the south side of 260 Wellesley Street East and the east side of 240 Wellesley Street East. Two are located on the west side of 650 Parliament Street, identified as a "POPS" and a "tot lot" (playground), and are directly connected. The last POPS is located on the north side of 280 Wellesley Street East and on the east side of the Rose Avenue extension.

Vehicular access to the parking and loading areas, including the proposed underground waste management areas, is consolidated into two access points. The first point of access is located just north of Wellesley Street East on the west side of the Rose Avenue extension at the base of the proposed 51-storey tower. The driveway leads to an at-grade loading area for the retail uses and a ramp to the underground parking garage that serves the existing and proposed buildings on the west half of the site. The other point of access is located on the north side of the proposed east-west private road on the east side of the proposed 10-storey mid-rise building. This driveway leads to an at-grade loading area and a ramp to the underground parking garage that serves the east half of the site.

There are approximately 1,555 existing parking spaces, including both above and below-grade parking areas, composed of approximately 1,440 residential occupant spaces and approximately 115 visitor spaces. The proposed reconfiguration of the surface level and below grade parking areas will result in 1,336 spaces for residential occupants and 248 visitor spaces, which is an overall increase of 29 parking spaces.

For more details on the site and development statistics, refer to Attachment 6: Application Data Sheet.

## **Site and Surrounding Area**

The subject site, known as Wellesley Parliament Square, is an integral part of the St. James Town neighbourhood. The site has an area of 4.3 hectares with 200 metres of frontage along Wellesley Street East and 237 metres of frontage along Parliament Street. The site is irregular in shape and slopes very gently downward from north to south. The site is bound by Wellesley Street East to the south, Parliament Street to the west, St. James Avenue to the north, and Ontario Street to the east. St. James Avenue is a private street that functions as a public street and is part of the subject site. Ontario Street is a pedestrian-only street that is owned by Toronto Community Housing, which also owns much of the lands west of Ontario Street.

There are four existing purpose built rental apartment buildings on-site ranging in height from 18 to 32 storeys. The building at 238-240 Wellesley Street East has ground floor retail uses including a Food Basics supermarket on Wellesley Street East, a row of small-scale retail units oriented west toward Ontario Street and a few more small retail units facing east. The ground floor of 260 Wellesley Street East contains some community services. The two buildings at 280 Wellesley Street East and 650 Parliament Street are almost entirely residential.

The rental dwelling units have the following bedroom type mix and rent classifications as defined by the Canadian Mortgage Housing Corporation:

<b>Bedroom type</b>	<b>Affordable Units</b>	<b>Mid-range Units</b>	<b>Total</b>
<b>Bachelor / studio</b>	56	15	71
<b>One-bedroom</b>	1163	258	1421
<b>Two-bedroom</b>	381	226	607
<b>Three-bedroom</b>	74	54	128
<b>Total</b>	1674	553	2227

*Source: Housing Issues Report submitted with the application*

The existing buildings were constructed in the 1960s as part of a large urban renewal project that involved the demolition of low-rise housing and the elimination of local roads to create a "towers in the park" style of development.

The subject site is primarily serviced by two transit routes that are adjacent to the subject site: the 94 Wellesley bus and the 65 Parliament bus. Within a 10 minute walk are the 75 Sherbourne bus, the 506 Carlton streetcar, Sherbourne subway station and Castle Frank subway station.

The following uses surround the subject site:

**North:** Rose Avenue Public School is located on the north side of St. James Avenue, across the street from 260 Wellesley Street East. On the east side of the school is a north-south pedestrian path leading up to Howard Street that is part of the subject property but not included in the Official Plan Amendment and rezoning application. East of the pedestrian path there are two 15-storey apartment buildings on the north side of St. James Avenue. Further north are two more high-rise apartment buildings along the south side of Howard Street.

- East: On the west side of Parliament Street adjacent to the east side of 280 Wellesley Street East is a two-storey mixed-use building with a laundromat on the ground floor. St. James Cemetery occupies most of the lands on the east side of Parliament Street. South of the cemetery along the east side of Parliament Street are 4 three-storey semi-detached houses, one of which has a restaurant on the ground floor. Further east along both sides of Wellesley Street East is the low-rise residential neighbourhood of Cabbagetown.
- South: The south side of Wellesley Street East is lined with low-rise houses that are mostly 3 storeys in height, a few of which contain retail/commercial uses on the ground floor. Further south is the low-rise neighbourhood of Cabbagetown. Parliament Street south of Wellesley Street East is a retail area with small scale shops in two and three-storey buildings.
- West: Ontario Street is a north-south pedestrian promenade owned by Toronto Community Housing that is sometimes used informally for the sale of second hand goods. On the west side of Ontario Street facing Wellesley Street East there is a 3-storey mixed-use building with a fruits and vegetables shop on the ground floor. Further west is a mix of low, mid and high-rise residential rental buildings.

### **Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement, 2014 (PPS) provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. The PPS 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, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes.

The City of Toronto uses the PPS to guide its Official Plan and to inform decisions on other planning and development matters, including land use studies. 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 PPS. Policy 4.7 further states that the Official Plan is the most important vehicle for implementing the PPS.

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;
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas; and,
- The conservation of cultural heritage resources.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the PPS (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 City 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 Zoning By-law Amendment for consistency with the PPS and for conformity with the Growth Plan.



## Official Plan

The subject site is located within the *Downtown* as shown on Map 2 – Urban Structure. Policy 2.2(2) directs growth to the *Downtown, Centres, Avenues, and Employment Areas* in order to efficiently use existing infrastructure, create a concentration of jobs and people in areas well served by transit, and facilitate cultural and economic activity. A key goal of the *Downtown* as specified in Policy 2.2.1(1)(c) is to provide "a full range of housing opportunities for *Downtown* workers and reduce the demand for in-bound commuting." Policy 2.2.1(4)(b) encourages a full range of housing opportunities through sensitive infill within *Downtown Apartment Neighbourhoods*.

The subject site is designated *Apartment Neighbourhoods* on Map 18 – Land Use Plan (See Attachment 4: Official Plan Land Use Map). *Apartment Neighbourhoods* are characterized as primarily residential areas with buildings heights generally greater than 4 storeys and may also include parks, local institutions, cultural and recreational facilities, and small-scale retail, service, and office uses that serve the needs of area residents. Significant growth is generally not anticipated but there may be opportunities for additional residential development on underutilized sites. Policy 4.2(3) provides the following criteria for new development on a site containing an existing apartment building:

- Provide transition to areas of different intensity and scale;
- Locate and mass new buildings to limit shadow impact in adjacent lower scale *Neighbourhoods*, particularly during the spring and fall equinoxes;
- Frame the edge of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians;
- Provide sufficient off-street automobile and bicycle parking for residents and visitors;
- Locate and screen service areas, ramps, and garbage storage;
- Provide indoor and outdoor recreation space for building residents;
- Provide ground floor uses that enhance the safety, amenity, and animation of adjacent streets and open spaces;
- Conform to principles of universal design and accessibility;
- Maintain an appropriate level of residential amenity;
- Provide existing residents with access to community benefits secured through Section 37 of the Planning Act;
- Maintain adequate sunlight, privacy and landscaped open space for both new and existing residents;
- Provide adequate sky views from the public realm;
- Create safe and comfortable open spaces;
- Front onto public streets and provide pedestrian entrances facing public streets;
- Preserve and/or replace important landscape features and walkways and create such features where they did not previously exist;
- Consolidate loading, servicing and delivery facilities; and
- Preserve or provide adequate alternative on-site recreational space for residents.

Section 3.1.1 provides direction for improving the public realm. Policies 16 to 20 in this section provide specific criteria for the design of new streets, city blocks, development sites, and new parks and open spaces. These policies generally emphasize the need for connectivity, accessibility, visibility and seamless integration.

General direction for built form is provided in Section 3.1.2, which includes policies stating that "new development will be located and organized to fit with its existing and/or planned context," will locate and organize vehicle parking, vehicular access and service areas to minimize their impact on adjacent streets and properties, will be massed and "designed to fit harmoniously into its existing and/or planned context, and will limit its impact on neighbouring streets and properties."

Section 3.1.3 provides further built form direction specifically applicable to tall buildings. The policy preamble states that "tall buildings come with larger civic responsibilities and obligations than other buildings." Policy 3.1.3(1) provides design requirements and considerations for the three components of a tall building, namely the base building, middle (shaft), and top.

Section 3.2.1 of the Official Plan includes policies that encourage the provision of a full range of housing, in terms of form, tenure and affordability, and the protection of rental housing units.

Rental housing intensification policy 3.2.1(5) states that significant new development on sites containing six or more rental units, where existing rental units will be kept in the new development:

- will secure as rental housing, the existing rental housing units which have affordable rents and mid-range rents; and
- may secure any needed improvements and renovations to the existing rental housing, in accordance with and subject to Section 5.1.1 of the Plan, without pass-through of such costs in the rents to tenants.

Rental replacement Policy 3.2.1(6) states that new development that would result in the loss of six or more rental housing units will not be approved unless all of rental housing units have rents that exceed mid-range rents at the time of application, or in cases where planning approvals other than site plan are sought, the following secured:

- at least the same number, size and type of rental housing units are replaced and maintained with similar rents to those in effect at the time the redevelopment application was made;
- for a period of at least 10 years, rents for replacement units will be the rent at first occupancy, increased annually by not more than the Provincial Rent Increase Guideline or a similar guideline as Council may approve from time to time; and

- an acceptable tenant relocation and assistance plan addressing the right to return to occupy one of the replacement rental units at similar rent, the provision of alternative accommodation at similar rents and other assistance to lessen the hardship of relocation.

Policy 3.2.1(9) requires that large residential developments provide an opportunity to achieve a mix of housing in terms of types and affordability. On large sites, generally greater than 5 hectares in size where an increase in height and/or density is sought, the first priority community benefit will be the provision of 20 per cent of the additional residential units as affordable housing. This affordable housing contribution may be provided on-site or elsewhere in the City. Alternatively, the conveyance of land or cash-in-lieu to the City for future construction of affordable housing may be acceptable.

Policy 3.2.3(5)(c) specifies a maximum parkland dedication requirement of 15 percent of the development site, net any conveyance for public road purposes, for sites in the range of 1 to 5 hectares. For sites greater than 1 hectare in size, on-site parkland dedication is especially preferable to cash-in-lieu, as stated in Policy 3.2.3(5)(g). Map 8B/C shows the subject site is located in an area with less than 0.42 hectares of parkland per 1000 people, which represents the lowest quintile of parkland provision in the city.

#### Official Plan Amendment 320

As part of the City's ongoing Official Plan Five Year Review, Council adopted Official Plan Amendment No. 320 (OPA 320) on December 10, 2015 to strengthen and refine the Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods* policies to support Council's goals to protect and enhance existing neighbourhoods, allow limited infill on underutilized *Apartment Neighbourhood* sites and implement the City's Tower Renewal Program.

The Minister of Municipal Affairs approved and modified OPA 320 on July 4, 2016, and this decision has been appealed in part. On December 13, 2017 the OMB issued an Order partially approving OPA 320 and brought into force new Policies 10 and 12 in Section 2.3.1, Healthy Neighbourhoods and Site and Area Specific Policy No. 464 in Chapter 7. Other portions of OPA 320 remain under appeal, and these appealed policies as approved and modified by the Minister are relevant and represent Council's policy decisions, but they are not in effect. More information regarding OPA 320 can be found here: [www.toronto.ca/OPreview/neighbourhoods](http://www.toronto.ca/OPreview/neighbourhoods).

In addition, OPA 320 adds new criteria to existing Healthy Neighbourhoods Policy 2.3.1(2) in order to improve the compatibility of new developments located adjacent and close to *Neighbourhoods* and in *Mixed Use Areas*, *Apartment Neighbourhoods* and *Regeneration Areas*. The new criteria address aspects in new development such as amenity and service areas, lighting and parking.

## **TOcore: Planning Downtown**

### OPA 406 – Downtown Plan

At its May 1, 2018 meeting, Planning and Growth Management (PGM) Committee held a Special Public Meeting pursuant to Section 26 of the *Planning Act* and adopted a staff report entitled 'TOcore: Downtown Plan Official Plan Amendment', as amended, that recommended adoption of the Downtown Plan Official Plan Amendment (OPA 406). OPA 406 includes amendments to Section 2.2.1 and Map 6 of the Official Plan, as well as a new Downtown Plan. Future amendments to existing Secondary Plans and Site and Area Specific Policies located within the Downtown area are recommended to be implemented once OPA 406 comes into force and effect.

At its May 22-24, 2018 meeting, City Council adopted OPA 406, as amended. The Council decision is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG29.4>

Pursuant to Section 26 of the *Planning Act*, the Downtown Plan will be forwarded to the Minister of Municipal Affairs for approval. Council has directed Staff to use the policies contained with the Downtown Plan to inform evaluation of current and future development applications in the Downtown Plan area while the OPA is under consideration by the Minister.

The OPA – in conjunction with the associated infrastructure strategies that address water, energy, mobility, parks and public realm and community services and facilities – is the result of a four-year study called TOcore: Planning Downtown. The TOcore study area is generally 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 to the east.

This OPA brings forward a comprehensive and integrated policy framework to shape growth in Toronto's fast-growing Downtown over the next 25 years. It provides the City with a blueprint to align growth management with the provision of infrastructure, sustain liveability, achieve complete communities and ensure there is space for the economy to grow.

As part of the City of Toronto's Five Year Official Plan Review under Section 26 of the *Planning Act*, OPA 406 is a component of the work program to bring the Official Plan into conformity with the Growth Plan. City Council declared that OPA 406 is consistent with the Provincial Policy Statement (2014), conforms with the Growth Plan and has regard to matters of provincial interest under Section 2 of the Planning Act.

## OPA 352 – Downtown Tall Building Setback Area

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 the Downtown Plan Official Plan Amendment. Further background information can be found at [www.toronto.ca/tocore](http://www.toronto.ca/tocore).

### **Design Guidelines**

Official Plan Policy 5.3.2(1) states that Guidelines will be adopted to advance the vision, objectives, and policies of the Plan. Urban Design guidelines specifically are intended "to provide a more detailed framework for built form and public improvements in growth areas." The following guidelines apply to the proposed development and serve this policy intent, helping to implement Chapter 3.1 The Built Environment and other policies within the Plan related to the design and development of new buildings in Toronto.

### Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these guidelines in the evaluation of all new and current tall building development applications. The guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure that they fit within their context and minimize their local impacts. The Tall Building Design Guidelines are available at: <https://www.toronto.ca/wp-content/uploads/2018/01/96ea-cityplanning-tall-buildings-may2013-final-AODA.pdf>

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

The subject site 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). This document identifies suitable locations for tall buildings in the Downtown and further 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: <https://www.toronto.ca/wp-content/uploads/2018/03/9712-City-Planning-Downtown-Tall-Building-Web.pdf>

Section 3 of the Mid-Rise Building Design Guidelines provides a series of Performance Standards that are intended to guide the design of mid-rise buildings along Avenues. Where appropriate, the Mid-Rise Building Performance Standards will be considered in the review of the proposal.

#### Townhouse & Low-Rise Apartment Guidelines

The Townhouse & Low-Rise Apartment Guidelines apply to various low-rise building types including townhouses, stacked townhouses, back-to-back townhouses, stacked back-to-back townhouses, low-rise apartments and low-rise hybrid buildings. The guidelines provide direction regarding site context, site organization, building types, building massing, and strategies to enhance the quality of the pedestrian realm. The Townhouse & Low-Rise Apartment Guidelines are available at:  
<https://www.toronto.ca/wp-content/uploads/2018/05/7f47-city-planning-townhouse-low-rise-apartment-guidelines-2018.pdf>

#### Growing Up: Planning for Children in New Vertical Communities

In July 2017, 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 Staff report for action – Preliminary Report - 15 Martha Eaton Way 8 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 Growing Up: Planning for Children in New Vertical Communities Guidelines are available at:  
<https://www.toronto.ca/legdocs/mmis/2017/pg/bgrd/backgroundfile-103920.pdf>

The application will be reviewed by staff against the guidelines described above.

### **Zoning**

The subject site is primarily zoned *Residential (R (d1.0)(x888))* by the city-wide Zoning By-law 569-2013. This zone allows for dwelling units in a wide range of residential building types including apartment buildings and townhouses. A retail store and a wide range of municipal and institutional uses are also permitted. The maximum height is 10 metres, however the height of all the existing buildings is considered the lawful height for that lawfully existing building.

Exception R 888 (x888) includes site-specific provisions that allow for an apartment building provided the floor space index does not exceed 3.5, the building lot coverage does not exceed 50%, the building setback to the side lot lines is no less than 3.0 metres, the building setback to the front lot line is no less than 6.0 metres, and the minimum parking supply is 1.0 parking spaces for every two dwelling units.

A small portion of the subject site located on the north side of St. James Avenue that is located within the schoolyard of Rose Avenue Public School is zoned *Residential (R3 ZI.0)* by the former City of Toronto Zoning By-law 438-86. This zone permits a wide range of residential uses and some institutional uses included a *public school*.

See Attachment 5: Zoning By-law Map.

### **Site Plan Control**

The proposed development is subject to Site Plan Control. A Site Plan application has not yet been submitted.

### **Rental Housing Demolition and Conversion By-law**

The proposed development involves the demolition and replacement of 18 rental dwelling units located on the ground floor of 238-240 Wellesley Street East. Other existing rental dwelling units may also be affected as the proposed development is refined. The applicant has submitted a Rental Housing Demolition application that is currently under review by staff.

Section 111 of the *City of Toronto Act, 2006* authorizes Council to regulate the demolition and conversion of residential rental properties in the City. Chapter 667 of the City's Municipal Code, the Rental Housing Demolition and Conversion By-law, implements Section 111. The By-law prohibits the demolition or conversion of rental housing units in buildings containing six or more residential units, of which at least one unit is rental, without obtaining a permit from the City and requires a decision by either City Council or the Chief Planner.

City Council may refuse an application or approve the demolition with conditions that must be satisfied before a demolition permit is issued. These conditions implement the City's Official Plan policies protecting rental housing. City Council approval of demolition under Section 33 of the *Planning Act* may also be required where six or more residential units are proposed for demolition before the Chief Building Official can issue a permit for demolition under the *Building Code Act*.

Where an application for rezoning triggers an application under Chapter 667 for rental demolition or conversion, City Council typically considers both applications at the same time. Unlike Planning Act applications, decisions made by City Council under By-law 885-2007 are not appealable to the Local Planning Appeals Tribunal.

On April 24, 2018, the applicant made an application for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code. As per Chapter 667-14, a tenant consultation meeting will be held to review the impact of the proposal on tenants of the residential rental property and matters under Section 111. City staff will be reviewing the submitted materials, including the Housing Issues Report, to evaluate the appropriateness of the rental replacement strategy and measures to mitigate hardship for tenants.

## **Reasons for the Application**

The proposed Official Plan Amendment is required because substantial change and growth is being proposed to a property that is designated *Apartment Neighbourhoods* in the Official Plan, which is an area generally not intended for significant growth.

The proposed Zoning By-law Amendment is required to allow for substantial additional height and density beyond what is permitted by the existing zoning, as well as to address other zoning requirements.

The applicant has submitted an application for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code for the demolition of existing rental housing units as the subject lands contain six or more residential units, of which at least one is rental.

## **Complete Application Submission**

A Notification of Incomplete Application was issued on May 22, 2018, identifying the outstanding material required for a complete application submission as follows:

- TGS Checklist
- Stage 1 Archaeological Assessment
- Energy Strategy
- Heritage Impact Statement
- Massing model
- Pedestrian Level Wind Study
- Hydrogeological Review
- Phase 1 Environmental Site Assessment
- Parking Study
- Loading Study
- Roof Plan
- Site and Building Elevations
- Site and Building Sections

To date, the following reports/studies have been submitted with the application:

- Planning and Urban Design Rationale Report (including Housing Issues Report and Community Services and Facilities Study)
- Shadow Study
- Public Consultation Strategy
- Urban Transportation Considerations Report,
- Functional Servicing and Stormwater Management Report
- Arborist Report
- 3D Massing Model.



The above materials, as well as architectural plans and draft by-laws for the proposed Official Plan Amendment and Zoning Bylaw Amendment, are available online through the Application Information Centre at <https://www.toronto.ca/city-government/planning-development/application-information-centre/>.

## **Community Consultation**

Community consultation helps to inform City Council to make a decision with regard to the planning application. This Report seeks Community Council's direction on the community consultation process.

The applicant submitted a Public Consultation Strategy Report as part of the complete application submission requirements. Staff have reviewed the report, which helped inform the following community consultation strategy being proposed by staff.

1. Community Consultation Meeting No. 1 – July 10, 2018
2. Planners in Public Spaces (PIPS) – 2 days in July-August 2018
3. Planning Review Panel – September 15, 2018
4. Stakeholder meetings – September to December 2018
  - a. St. James Town Service Providers Network and Community Matters
  - b. Cabbagetown Business Improvement Area
  - c. Cabbagetown Residents' Association and Winchester Park Residents' Association
  - d. Rose Avenue Public School: principal, facilities, planning staff
  - e. Rose Avenue Public School Parent Council
5. Tenant Consultation Meeting – November / December 2018
6. Design Review Panel No. 2 – January / February 2019
7. Community Consultation Meeting No. 2 – February 2019

## **ISSUES TO BE RESOLVED**

The proposed development raises several issues and concerns given its complexity and potential impact on existing residents. The following issues have been identified so far based on staff's initial review and feedback received from the Design Review Panel and from local residents at the applicant's pre-application open houses.

### **Provincial Policies and Plans Consistency/Conformity Issue:**

- Consistency with the Provincial Policy Statement (2014) (PPS) and conformity with the Growth Plan (2017). PPS policy considerations include those related to healthy, livable and safe communities as per Policy 1.1.1, economic development requirements as per Policies 1.3.1 and 1.7.1, housing requirements as specified in Section 1.4, and Policy 1.5.1 regarding public streets and open spaces. Relevant Growth Plan policies include those related to complete communities as per Policies 2.2.1(4) and 2.2.6(2) & (3), and Urban Growth Centres as specified in Policy 2.2.3(1).

**Official Plan Conformity Issues:**

- Conformity with the Official Plan with respect to policies regarding criteria for new development in Apartment Neighbourhoods, general built form policies, design criteria for new streets parks and open spaces, rental housing replacement policies, applicability of affordable housing requirements, and the Council-approved Downtown Plan. Adherence to the built form policies will be evaluated with regard for the applicable design guidelines, including the Tall Building Design Guidelines, Downtown Tall Buildings: Vision and Supplementary Design Guidelines, the Avenues and Mid-Rise Buildings Study, the Townhouse & Low-Rise Apartment Guidelines, and the draft guidelines entitled Growing Up: Planning for Children in New Vertical Communities.

**Housing Issues:**

- Determining an appropriate minimum supply of two and three-bedroom dwelling units.
- Determining an appropriate size of two and three-bedroom units to meet the needs of larger households and families with children.
- Determining the number of existing rental units that may need to be relocated and evaluating the appropriateness of the rental housing replacement proposal, including the size, unit design and associated amenities for the proposed replacement housing.
- Evaluating the suitability of the tenant relocation and assistance plan for the affected tenants.
- Evaluating the need to provide additional affordable housing, including ownership, as a community benefit to be secured under Section 37 of the Planning Act.

**Archaeological Assessment Issue:**

- Evaluating if the subject site to determine if it has archaeological resource potential.

**Heritage Impact & Conservation Strategy Issues:**

- Evaluating the impact the proposed development will have on adjacent heritage properties and Heritage Conservation Districts (HCDs), including St. James Cemetery and the Cabbagetown Northwest HCD, and determining whether a conservation strategy will need to be implemented. The applicant has not yet submitted a Heritage Impact Assessment, which is required as part of a complete application. The proposed development will need to comply with Official Plan Policies 3.1.5(24) and 3.1.5(32) that require a Heritage Impact Assessment to evaluate the impact on heritage value of adjacent heritage properties and adjacent Heritage Conservation Districts.

**Community Services Assessment Issues:**

- Evaluating the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support proposed future population.
- Reviewing the Community Services & Facilities Study that was submitted with the application to determine whether any capital improvements or expansion of

facilities opportunities were identified by the applicant or by staff and follow up on any Study deficiencies that need to be addressed.

#### **Residential Amenity Space Issue:**

- Determining and evaluating the existing and proposed supply of indoor and outdoor amenity space.
- Determining the most beneficial types and locations for indoor and outdoor amenity space to serve existing and future residents on the subject site, including facilities for pets.

#### **Tower Renewal Issue:**

- Identifying, prioritizing, and securing repairs and/or improvements to the existing apartment buildings.

#### **Section 37 Community Benefits Issue:**

- If the proposed the development is determined to constitute good planning, be consistent with the objectives and policies of this Plan, and comply with the built form policies and all applicable neighbourhood protection polices, there will need to be an identification of the appropriate community benefits to be secured under Section 37 of the Planning Act.

#### **Infrastructure/Service Capacity to Support Application Issues:**

- Determining if there is sufficient infrastructure (roads, transit, water, sewage, hydro, community services and facilities, etc.) capacity to accommodate the proposed development. A Functional Servicing Report and Stormwater Management Plan has been submitted by the applicant and is under review by staff.
- Determining if the potential cumulative impact of all proposed applications in the area of this application should also be reviewed/or is being reviewed by staff.
- Reviewing the Transportation Impact Study submitted by the applicant, the purpose of which is to evaluate the effects of a development on the transportation system, but also to suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development.

#### **Built Form Impacts Issues:**

- Developing a vision and character for the subject site to support an evolution from a "towers in the park" design typology to a more urban condition.
- Suitability of the proposed height of the 51-storey tower, and 10-storey mid-rise building.
- Suitability of the proposed base buildings in terms of height, step-backs and setbacks.
- Suitability of the proposed building placement and building separations with regard for privacy and sky view.
- Suitability of the proposed shadow and sky view impact on existing and proposed parks, open spaces, streets, existing buildings, and the adjacent Neighbourhood.
- Suitability of proposed transition to adjacent areas in terms of height, scale, massing, step-backs and setbacks.

- Evaluating the pedestrian level wind impact. The applicant has not yet submitted a Pedestrian Level Wind Study, which is required as part of a complete application.
- Evaluating the design and architecture of the proposed buildings. The applicant has not yet submitted building elevations or building sections, which are required as part of a complete application.
- Determining appropriate uses and design for the ground floor of existing and proposed buildings that will help animate the public realm.

#### **Retail Strategy Issue:**

- Developing a strategy for new and/or improved retail spaces in terms of unit sizes, locations and types of retail to best meet the needs of the local community.

#### **Street Network Issues:**

- Creating an efficient, safe and inviting layout and hierarchy of streets that provides for the needs of pedestrians, cyclists and motorists.
- Determining a suitable design for the proposed public right-of-way, which is the Rose Avenue extension, including consideration for snow storage.
- Determining the suitability of the proposed re-alignment of St. James Avenue and new intersection with the Rose Avenue extension.
- Suitability of the proposed private road connections.

#### **Parking and Loading Issues:**

- Determining an appropriate provision and location of parking to meet the needs of existing and future residents, existing and future residential visitors, and existing and future retail uses. The applicant has not yet submitted a Parking Study, which is a requirement for a complete application.
- Determining an appropriate design for the loading areas to meet the needs of the proposed commercial/retail uses, residential moving days, waste management, and building maintenance.

#### **Parkland and Open Space Issues:**

- Determining a suitable size, configuration, and location(s) for on-site parkland dedication.
- Creating a network of distinct but connected open spaces that are animated, safe, inviting and accessible.
- Coordinating connections between the proposed parks and open spaces and other existing and proposed parks and open spaces on surrounding lands.
- Determining the needs of the local community to inform the design and programming of outdoor open spaces.

#### **Energy Strategy Issue:**

- Identifying opportunities to integrate local energy solutions that are efficient, low carbon, and resilient. The applicant has not yet submitted an Energy Strategy, which is a requirement for a complete application.

**Tree Preservation Issue:**

- Suitability of proposed removal and/or injury to several private trees and injury to some City-owned street trees.

**Toronto Green Standard:**

- Council has adopted a new four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision. The applicant has not yet submitted a TGS Checklist or a Roof Plan, which are required as part of a complete application.

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

**CONTACT**

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Jym Clark, Planner

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**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: Perspective Rendering Looking Northeast - Proposed 51-storey Tower

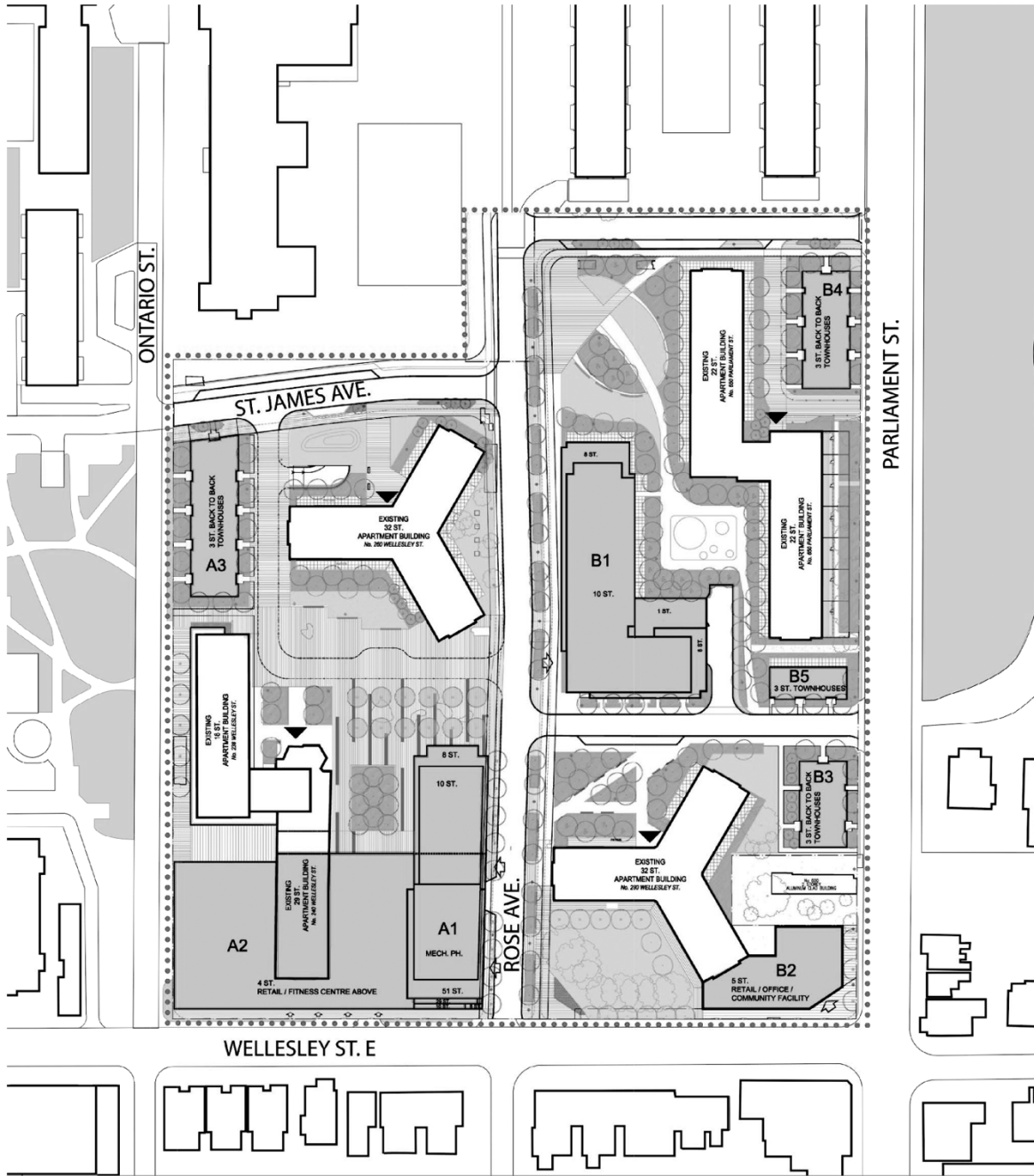
Attachment 3: Massing Model Looking South – Proposed 10-storey Building

Attachment 4: Official Plan Land Use Map

Attachment 5: Zoning By-law Map

Attachment 6: Application Data Sheet

# Attachment 1: Site Plan



## Site Plan

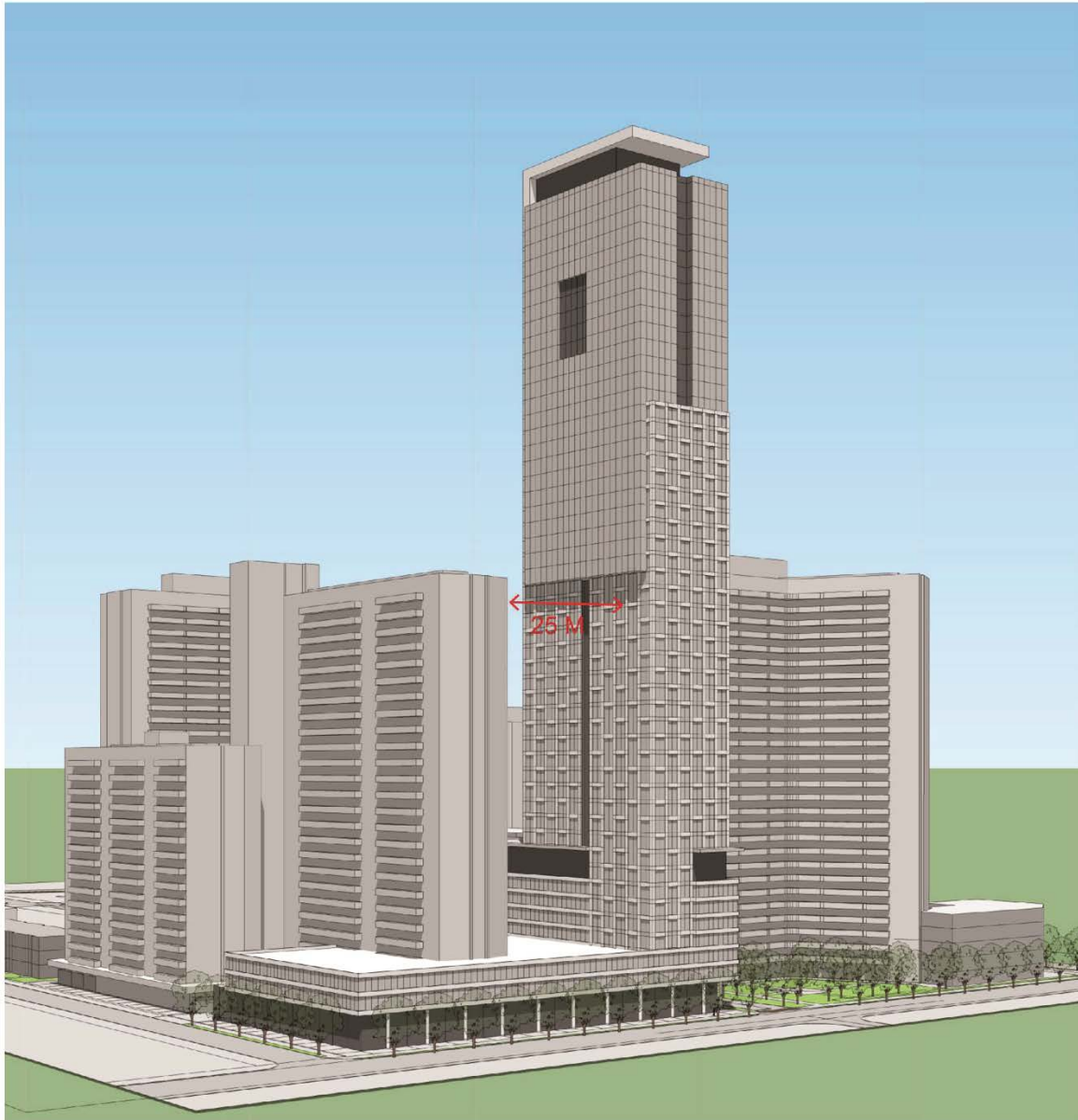
## 238-280 Wellesley Street East and 650 Parliament Street

Applicant's Submitted Drawing

Not to Scale   
05/24/2018

File # 18 148195 STE 28 0Z

**Attachment 2: Perspective Rendering Looking Northeast - Proposed 51-storey Tower**



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**Block A1 & A2 Aerial View**

**238-280 Wellesley St E and 650 Parliament St**

Applicant's Submitted Drawing

Not to Scale  
05/22/2018

File # 18 148195 STE 28 OZ

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**Attachment 3: Massing Model Looking South – Proposed 10-storey Building**



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**Block B1 Aerial View**

**238-280 Wellesley St E and 650 Parliament St**

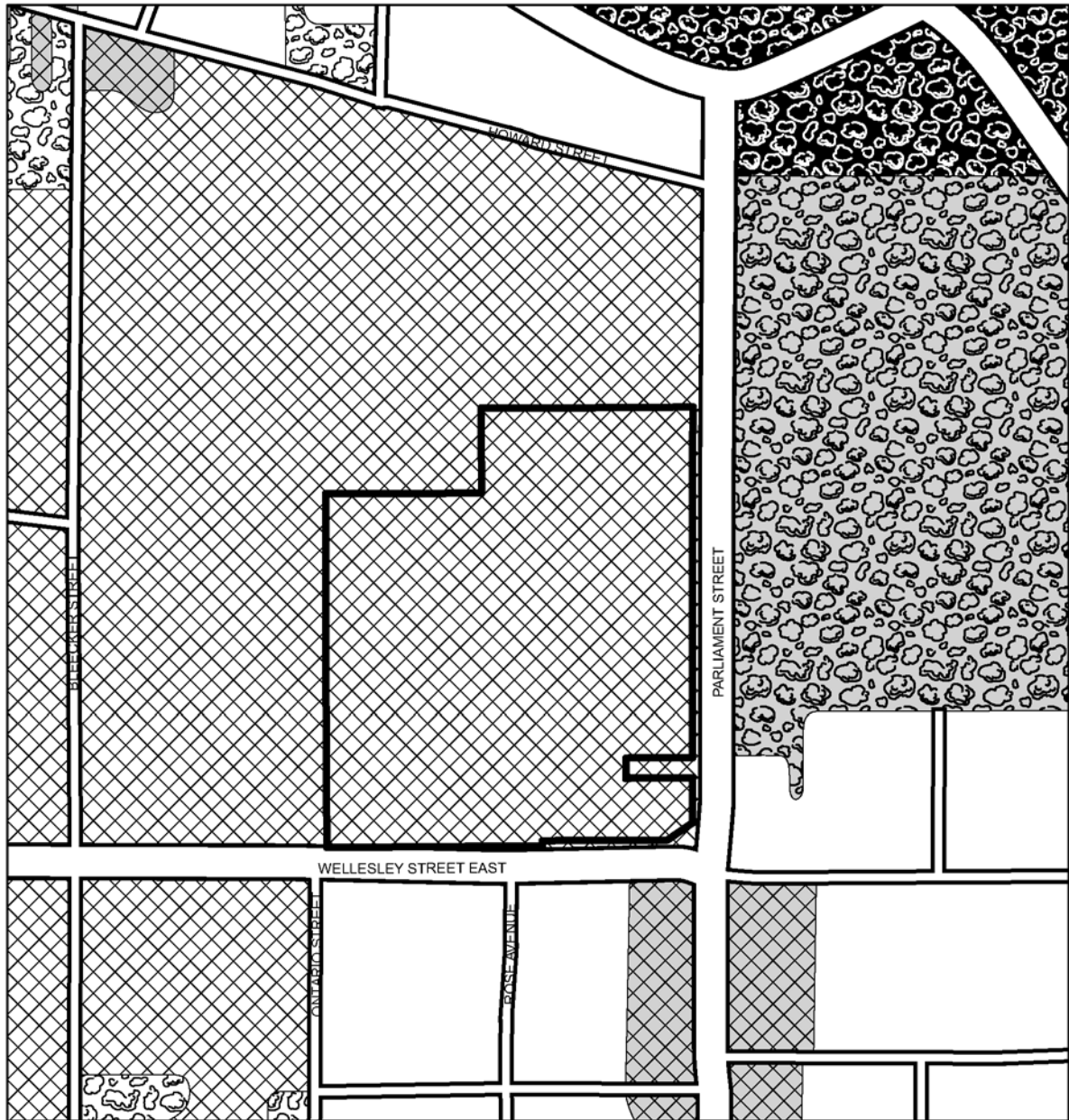
Applicant's Submitted Drawing

Not to Scale  
05/22/2018

File # 18 148195 STE 28 0Z



### Attachment 4: Official Plan Land Use Map



**TORONTO**  
Official Plan

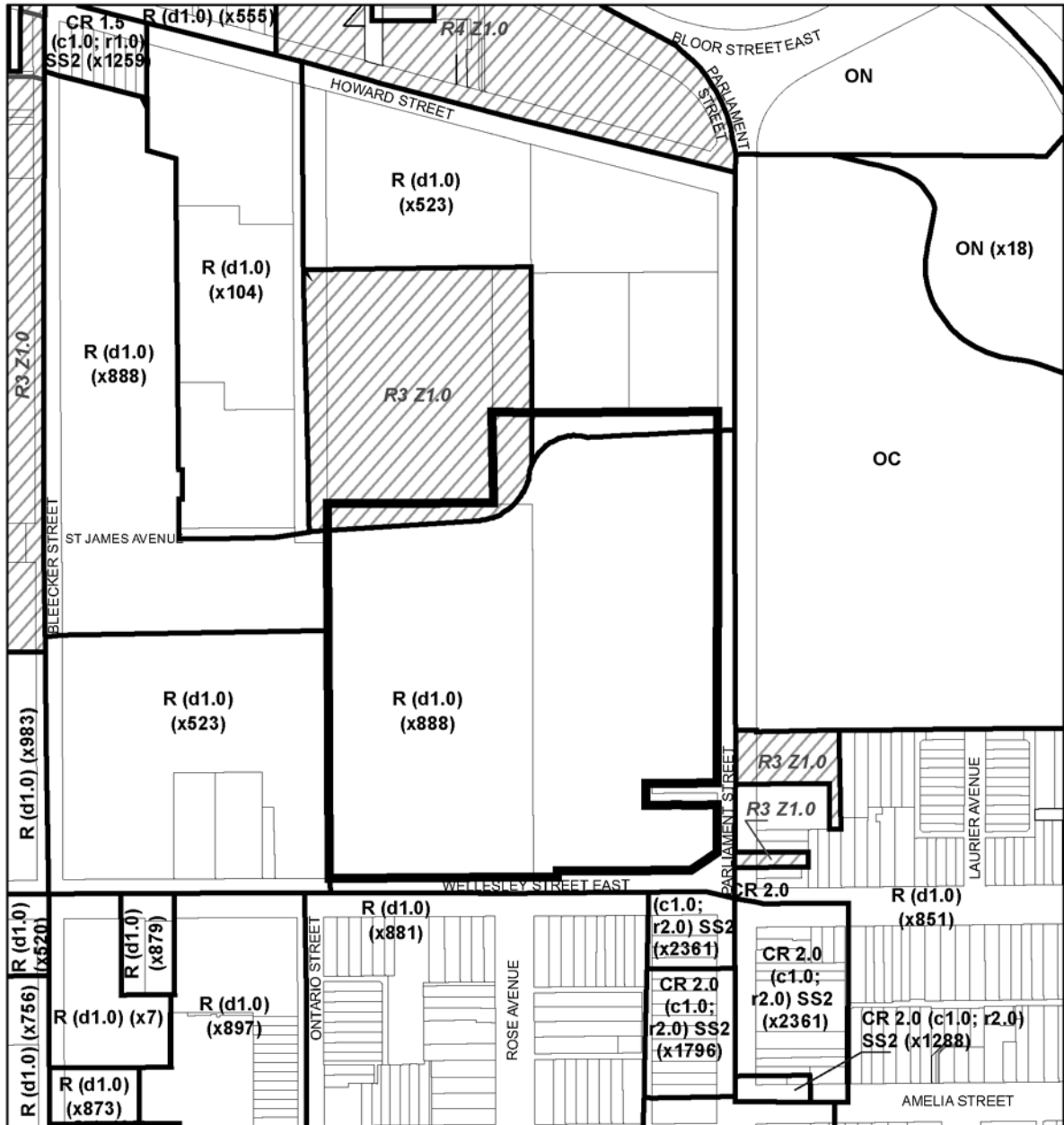
238-280 Wellesley St. E. and 650 Parliament St.

File # 18 148195 STE 28 0Z

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

↑  
Not to Scale  
Extracted: 05/16/2018

## Attachment 5: Zoning By-law Map



238-280 Wellesley St. E. and 650 Parliament St.

Zoning By-law 569-2013

File # 18 148195 STE 28 0Z

Location of Application

R	Residential	O	Open Space
CR	Commercial Residential	ON	Open Space Natural
		OC	Open Space Cemetery

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

R3	Residential District
R4	Residential District
CR	Mixed-Use District



Not to Scale  
Extracted: 05/18/2018

## Attachment 6: Application Data Sheet

**Municipal Address:** 238-280 WELLESLEY ST E and 650 PARLIAMENT STREET  
**Date Received:** April 24, 2018

**Application Number:** 18 148195 STE 28 OZ

**Application Type:** OPA & Rezoning

**Project Description:** Official Plan and Zoning By-law Amendments to facilitate the revitalization of a large rental apartment building complex known as Wellesley-Parliament Square (located within St. James Town).

<b>Applicant</b>	<b>Agent</b>	<b>Architect</b>	<b>Owner</b>
BOUSFIELDS INC		IBI Group	GREATWISE DEVELOPMENTS CORPORATION

### EXISTING PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhoods	Site Specific Provision:
Zoning:		Heritage Designation: N/A
Height Limit (m):		Site Plan Control Area: Yes

### PROJECT INFORMATION

Site Area (sq m):	42,836	Frontage (m):	200 metres	Depth (m):	237 metres
<b>Building Data</b>	<b>Existing</b>	<b>Retained</b>	<b>Proposed</b>	<b>Total</b>	
Ground Floor Area (sq m):					
Residential GFA (sq m):	156,471	156,471	69,081	<b>225,552</b>	
Non-Residential GFA (sq m):	2,490		9,685	<b>9,685</b>	
<b>Total GFA (sq m):</b>	<b>158,961</b>	<b>156,471</b>	<b>78,766</b>	<b>235,237</b>	
Height - Storeys:					<b>51</b>
Height - Metres:					
Lot Coverage Ratio (%):		Floor Space Index:	5.49		

<b>Floor Area Breakdown</b>	<b>Above Grade</b> (sq m)	<b>Below Grade</b> (sq m)
Residential GFA:	69,081	
Retail GFA:	9,685	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

<b>Residential Units by Tenure</b>	<b>Existing</b>	<b>Retained</b>	<b>Proposed</b>	<b>Total</b>
Rental:	2,227	2,227		
Freehold:				
Condominium:				3,114
Other:				
<b>Total Units:</b>	<b>2,227</b>	<b>2,227</b>	<b>887 (rental, freehold, and condo)</b>	<b>3,114</b>

#### **Total Residential Units by Size**

	<b>Rooms</b>	<b>Bachelor</b>	<b>1 Bedroom</b>	<b>2 Bedroom</b>	<b>3+ Bedroom</b>
Retained:		71	1,419	607	127
Proposed:			626	145	116
<b>Total Units:</b>		<b>71</b>	<b>2,045</b>	<b>752</b>	<b>243</b>

#### **Parking and Loading**

Parking Spaces: 1,584      Bicycle Parking Spaces:      Loading Docks:

#### **CONTACT:**

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Thomas.Rees@toronto.ca