

462 Wellington Street West – Zoning Amendment – Preliminary Report

Date: September 23, 2019

To: Toronto and East York Community Council

From Director, Community Planning, Toronto and East York District

Ward 10: Spadina-Fort York

Planning Application Number: 19 133227 STE 10 OZ

Notice of Complete Application Issued: June 18, 2019

Anticipated Community Council Meeting Date: October 10, 2019

Listed Heritage Building(s) on Site: Northrop and Lyman Company Manufacturing Building also known as the Houlding Knitwear Building at 462 Wellington Street West.

Current Use(s) on Site: Five-storey heritage listed office building with a gross floor area of 4,570 square metres and an associated surface parking lot with 47 parking spaces.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for a 17-storey mixed use building located at 462 Wellington Street West. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 462 Wellington Street West together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

ISSUE BACKGROUND

Application Description

This application proposes to amend the zoning by-law provisions for the property at 462 Wellington Street West to permit a 17-storey (63.0 metres, including the mechanical penthouse) mixed-use building with a total gross floor area of 24,080 square metres, of which 16,299 square metres is allotted to residential space. The proposed building would contain retail, office and retirement residential uses, including independent, assisted living and memory care units. The proposed development would conserve the existing heritage building. The resulting floor space index is 10.3 times the lot area.

Detailed project information is found on the City's Application Information Centre at: <http://app.toronto.ca/AIC/index.do?folderRsn=UAb6Kx8Jn0oYpISO9bimQ%3D%3D>

See Attachment 1, for three dimensional representations of the project in context, Attachment 2, for the site location, and Attachment 3, for the site plan.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2019). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan (2019)") came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan, 2019 establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- 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.

The Growth Plan (2019) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting planning matters that are provided by Council shall also conform with the Growth Plan.

The Growth Plan (2019) contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

The site is within 500 metres of the planned Spadina-Front Smart Track/GO Transit station.

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The Planning Act of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan/guidelines/official-plan/>

The application is located on lands shown as Downtown and Central Waterfront on Map 2 of the Official Plan. The site is designated Regeneration Areas on Map 18, as shown on Attachment 4.

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

The Downtown Plan

City Council adopted OPA 406 on July 27, 2018. OPA 406 included amendments to the Downtown section of the Official Plan and Map 6 of the Official Plan and brought forward a new Secondary Plan for the entire Downtown area.

On August 9, 2018 the City's application under Section 26 of the Planning Act was sent to the Minister of Municipal Affairs and Housing (MMAH) for approval. The Ministry issued its decision regarding OPA 406 on June 5, 2019.

As part of the decision the Ministry revised the Plan to add the following transition policy: "This Plan does not apply to applications for official plan amendment, zoning by-law amendment, draft plan of subdivision or condominium approval, site plan approval, consent or minor variance which were complete prior to the approval of this Plan and which are not withdrawn. In-force site-specific official plan and/or zoning by-law amendments shall be deemed to conform with this Plan." Given that this application was complete prior to June 5, 2019, OPA 406, the new Downtown Secondary Plan, does not apply to this application.

King-Spadina Secondary Plan

A primary objective of the King-Spadina Secondary Plan is to use the historic fabric of the area to assess new development. The particular scale, massing and street relationships of the existing heritage buildings should form the basis for new development in this part of the King Spadina Secondary Plan area. The applicable planning area policies articulate that new development should maintain and reinforce the existing building heights of the area in conjunction with the relationships of buildings to one another along the street and the design of buildings at the street level.

The King-Spadina Secondary Plan identifies Wellington Street West as an 'Area of Special Identity'. The portion of Wellington Street West between Clarence Square and Victoria Square maintains important characteristics that reflect the historic role of the area. The historic industrial buildings with large setbacks should be maintained and reused and act as a model for any redevelopment of the north side of the street.

King-Spadina Secondary Plan Review

King-Spadina is one of the highest growth areas in the downtown and also has a strong heritage character. The in-force King-Spadina Secondary Plan emphasizes reinforcement of the area's existing characteristics and qualities through special attention to built form, heritage areas of identity and the public realm. The Secondary Plan is currently under review and draft policies were released in late 2018 for public consultation.

Zoning By-laws

The former City of Toronto Zoning By-law 438-86 applies to the subject site and currently zones the site as RA (Reinvestment Area). This zoning category permits a range of residential, commercial, institutional and limited industrial uses. The current zoning permits a maximum building height of 23 metres for this site if a three metre stepback at 20 metres is provided. An additional five metres is permitted for rooftop mechanical elements. A 7.5 metre setback from both the side and rear lot lines for areas located farther than 25 metres from the street lot line is required.

The site is excluded from City of Toronto Zoning By-law 569-2013.

Design Guidelines

The following design guideline(s) will be used in the evaluation of this application:

- Tall Buildings Design Guidelines
- Mid-Rise Design Guidelines
- King-Spadina Urban Design Guidelines

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

Site Plan Control

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

COMMENTS

Reasons for the Application

The Zoning By-law Amendment application seeks to obtain relief from the development criteria in Zoning By-law 438-86, as amended, including those related to height, setbacks and parking requirements. Additional deviations from the Zoning By-law may be identified as part of the application review.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

Section 2 of the Planning Act requires municipalities to have regard for matters of provincial interest, including the conservation of features of significant architectural, cultural, historical, archeological or scientific interest, the adequate provision of employment opportunities, and the promotion of a 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 Growth Plan (2019) establishes minimum density targets within strategic growth 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.

The application will be reviewed for consistency with the PPS and conformity with the Growth Plan (2019).

Official Plan Conformity

Chapter Three of the Official Plan identifies that most of the City's future development will be infill and redevelopment and, as such, will need to fit in, respect and improve the character of the surrounding area. Section 3.1.2 indicates that development will be located, organized and massed to fit harmoniously with the existing and/or planned context. The policies direct that development will limit its impacts on neighbouring properties and the public realm by respecting street proportions, creating appropriate transitions in scale, providing for adequate light and privacy, limiting impacts of servicing and vehicular access on the property and neighbouring properties and limiting shadow and wind impacts.

The King-Spadina Urban Design Guidelines states that the setbacks and heights of surrounding historic buildings should act as a model for any redevelopment of the north side of Wellington Street West.

Built Form, Planned and Built Context

The surrounding built form context is varied and contains a range of uses and buildings, including, low to high rise buildings with office, residential and commercial uses. The north side of Wellington Street West is characterised by heritage office/industrial buildings and contemporary infill projects that have built upon the heritage character of the area. Along Wellington Street West, there are a number of mixed-use office, residential and ground floor commercial uses in 5-12 storey buildings, many of which are listed on the City's Heritage Registry. Immediately east of the site is the location of a planned park, as identified in the Downtown Plan and the draft King Spadina Secondary Plan.

The area surrounding the site is undergoing significant change through large redevelopment projects that are proposed and approved. To the north of the site is the proposed development at 485-539 King Street West (King Toronto). To the south of the site is The Well development, which proposes a large mixed-use development that incorporates office, residential and commercial uses in 14 to 44 storey buildings.

On a preliminary basis, the following issues have been identified:

- The suitability of the proposed building height and massing, including setbacks and stepbacks in relation to the existing and planned context;
- The impact of the proposed shadows on the existing and planned public realm;
- The appropriateness of the proposed vehicle entrance off Wellington Street West that is adjacent to the planned park to the east of the site; and
- The adequacy and suitability of the proposed amount and location of indoor and outdoor amenity spaces, particularly the location of the below-grade amenity space.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The applicant has submitted an Arborist Report, which outlines that five trees are proposed to be removed, and six trees are proposed to be preserved. A permit to remove trees would be required. The application has been circulated to Urban Forestry for review and comment.

Heritage Impact & Conservation

Section 3.1.5 of the Official Plan addresses the conservation of heritage resources and includes policies that state that Heritage Impact Assessments will evaluate the impact of a proposed alteration to a property on the Heritage Register and/or to properties

adjacent to a property on the Heritage Register, to the satisfaction of the City. Policy 3.1.5.26 identifies that new construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impacts on it.

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

The King-Spadina Urban Design Guidelines identifies 462 Wellington Street West as an important heritage building that contributes to the character of the street. In addition the existing office building on the site is identified as a listed heritage property on the City of Toronto's Registry of Heritage Properties. The site is also located within the King-Spadina Heritage Conservation District area. As such, a Heritage Impact Assessment has been submitted as part of the application, and is currently under review by City staff.

On a preliminary basis, issues have been identified with regard to the appropriateness of the proposed setbacks from the listed heritage building on the site to confirm with the applicable policies in the Official Plan.

Infrastructure/Servicing Capacity

The applicant has submitted a Functional Servicing Report, a Hydrological Investigation Report, a Geotechnical Investigation Report, and an Urban Transportation Considerations report, which will be reviewed in detail by Engineering and Construction Services to ensure that there is sufficient infrastructure capacity to accommodate the proposed development.

In particular, the proposed parking, site servicing and loading areas will be reviewed by staff to determine if they are appropriate. Further revisions and details may be required in order for these studies to be accepted by staff.

Toronto Green Standard

Council has adopted the 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 Application is being reviewed by Staff for compliance with Tier 1 performance standards. Staff will encourage the applicant to pursue Tier 2 performance measures.

Other Matters

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

CONTACT

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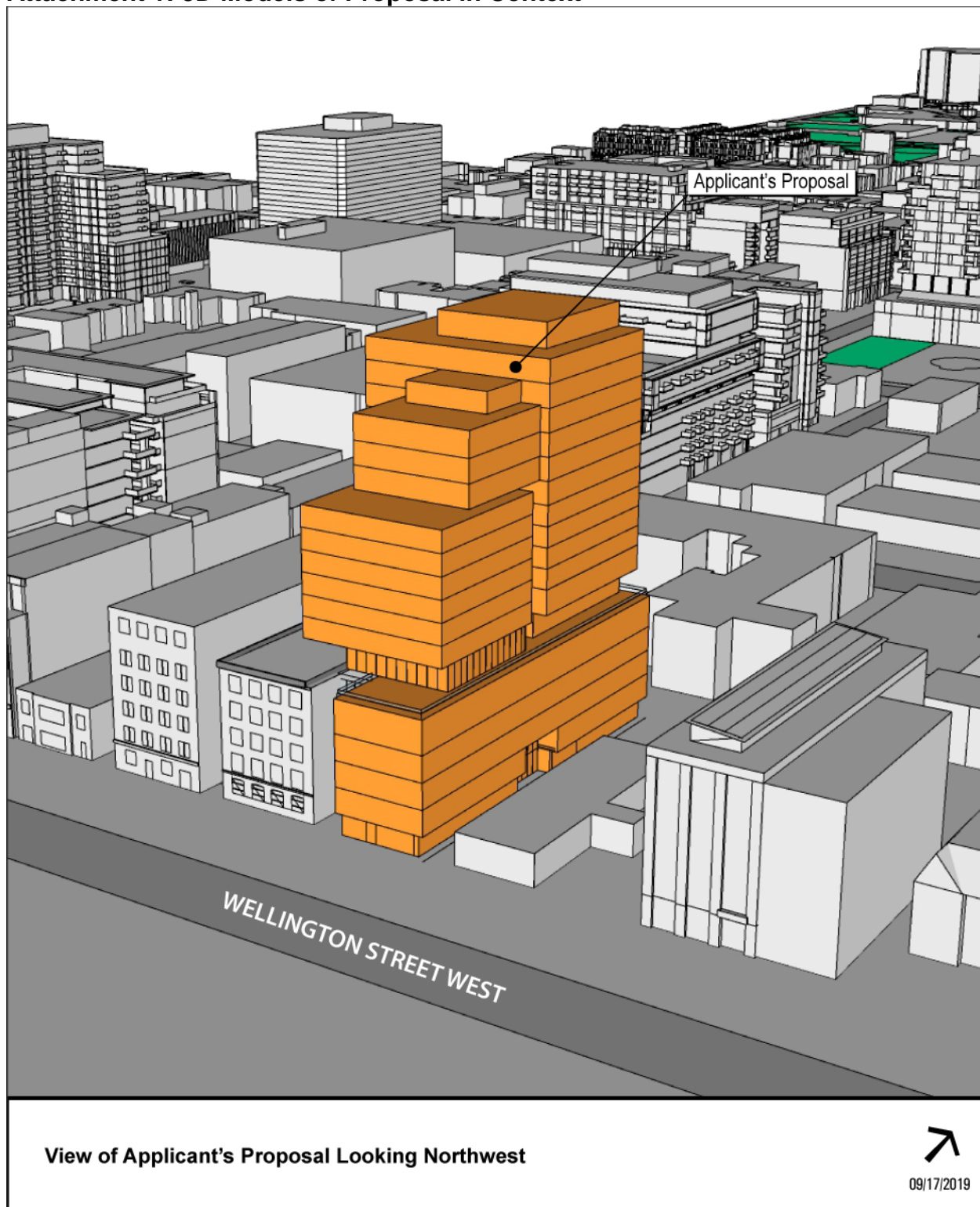
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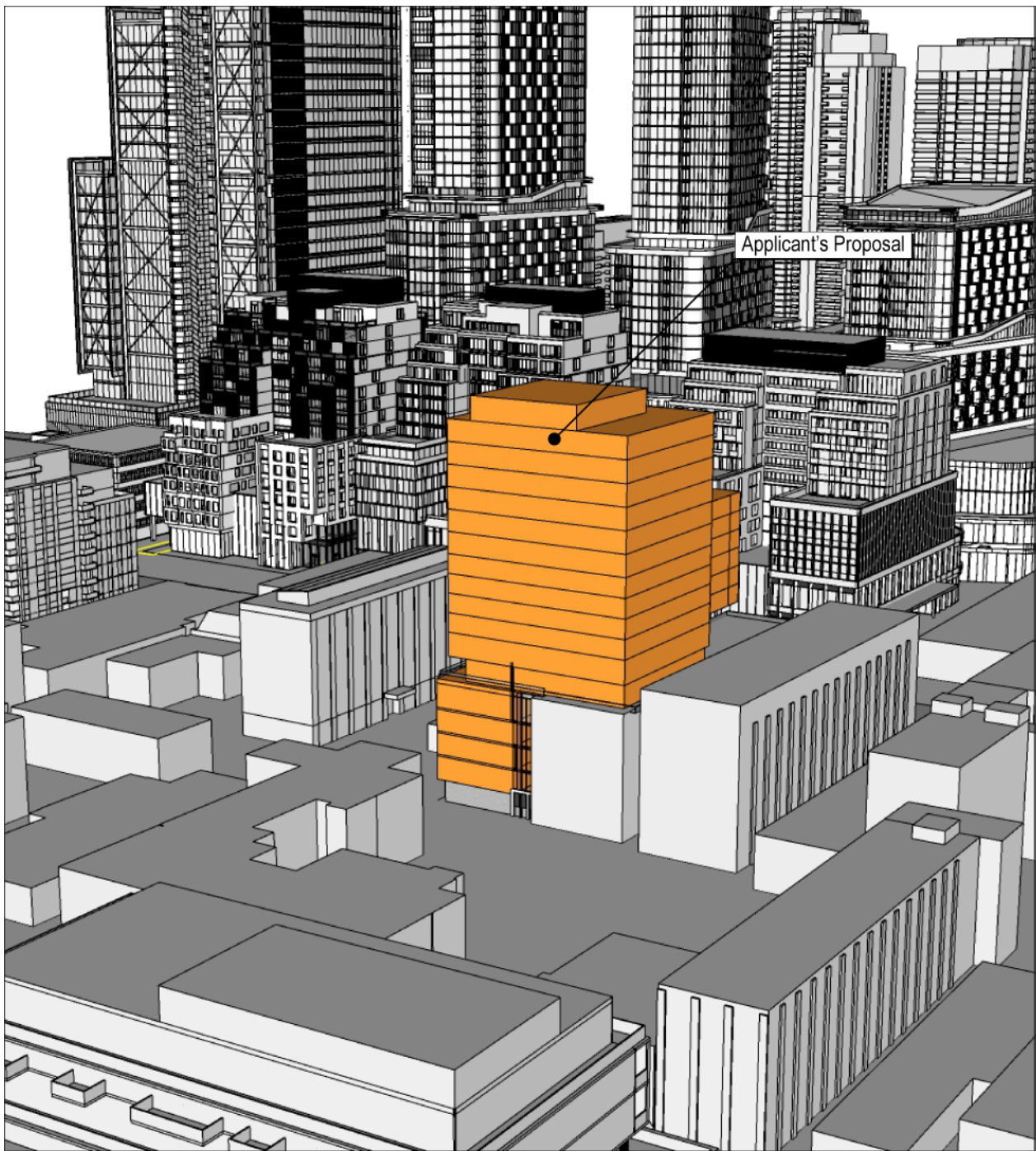
Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Drawings
Attachment 1: 3D Model of Proposal in Context
Attachment 2: Location Map
Attachment 3: Site Plan
Attachment 4: Official Plan Map

Attachment 1: 3D Models of Proposal in Context





Applicant's Proposal

View of Applicant's Proposal Looking Southeast

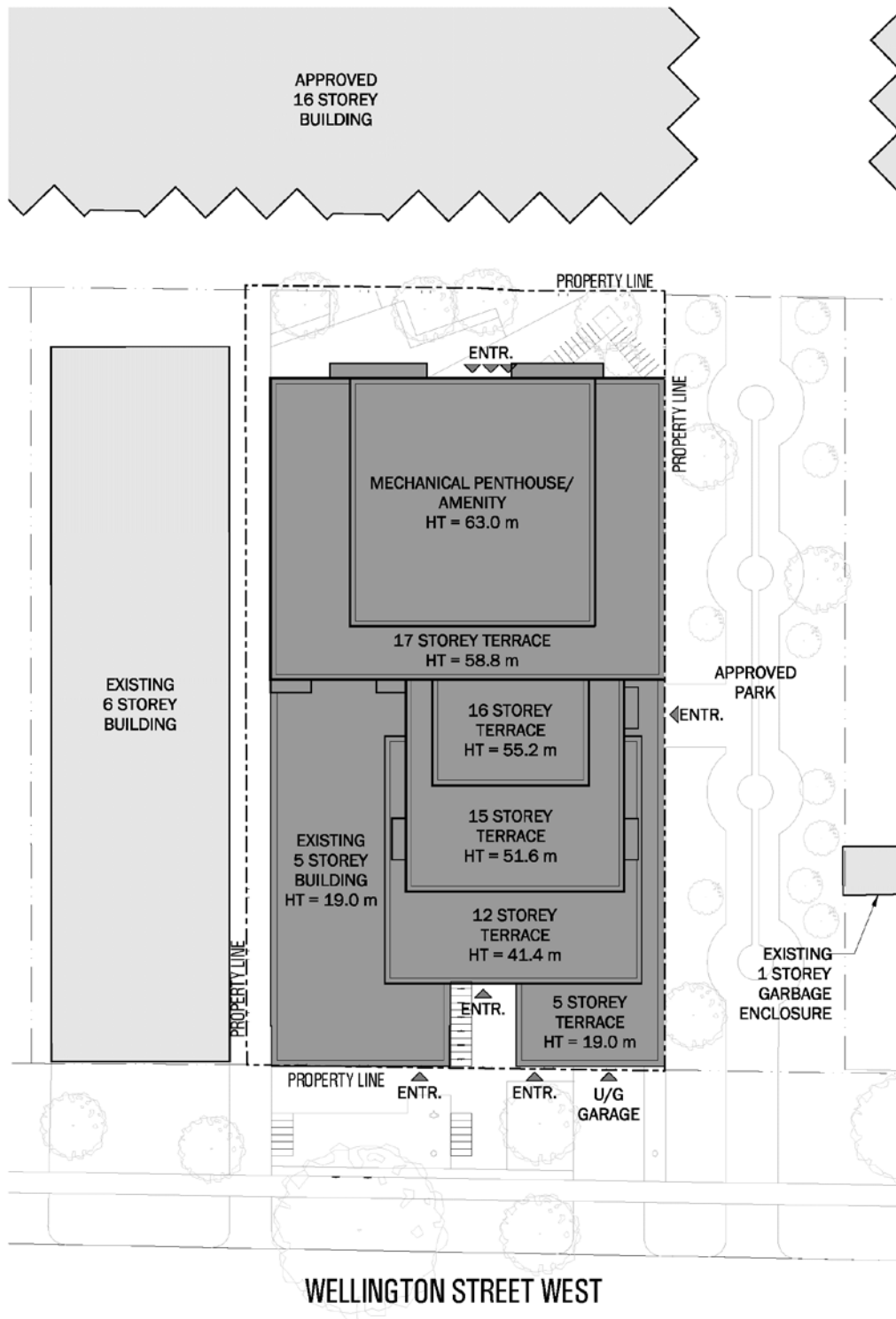


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Attachment 2: Location Map



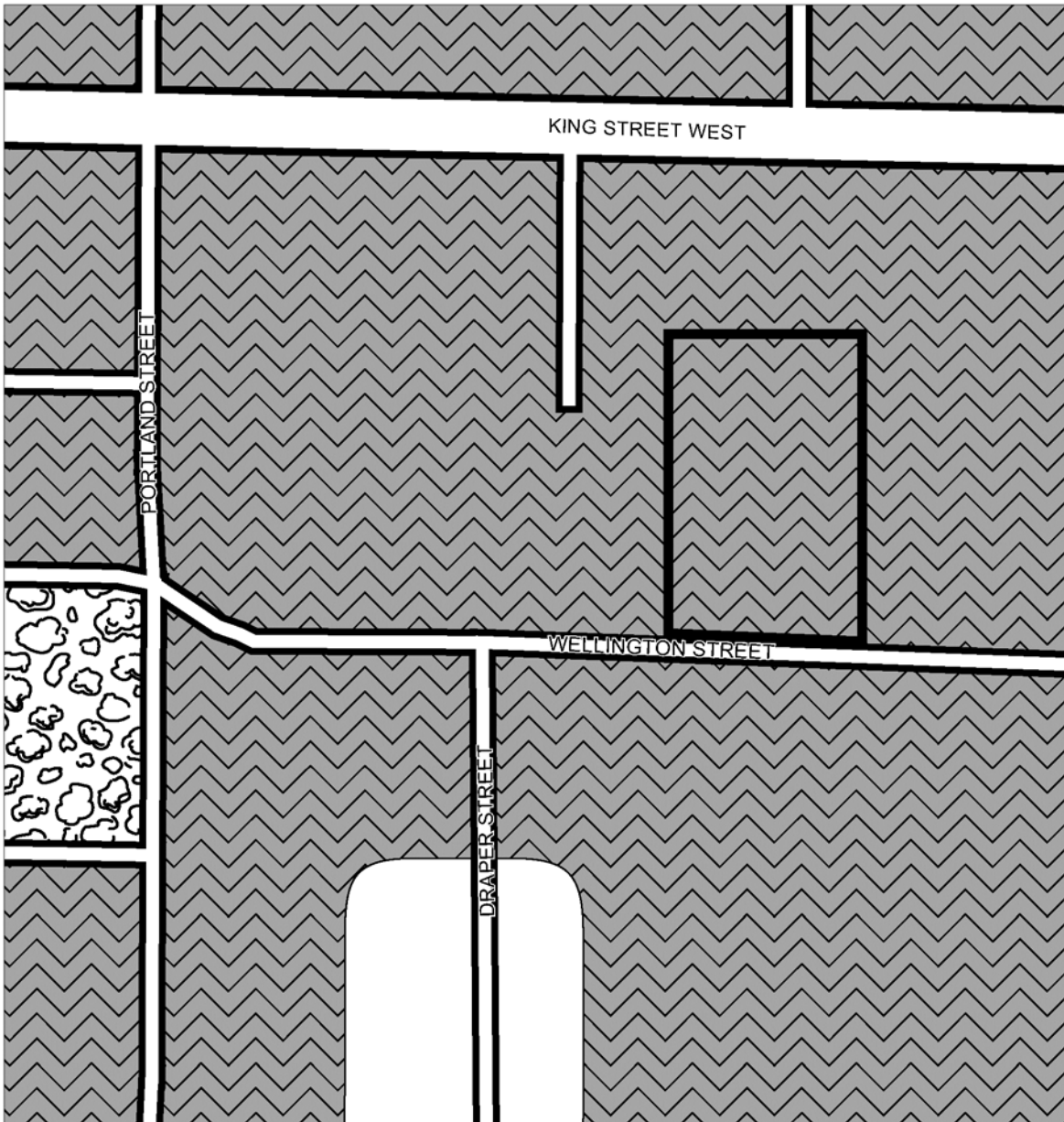
Attachment 3: Site Plan



Site Plan



Attachment 4: Official Plan Map



Official Plan Land Use Map #18

462 Wellington Street

File # 19 133227 STE 10 02



Location of Application

Parks & Open Space Areas



Parks



Regeneration Areas



Not to Scale
05/17/2019