

25 Ontario Street - Zoning Amendment Application - Preliminary Report

Date:	January 6, 2012
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale
Reference Number:	11 327900 STE 28 OZ & 11 327912 STE 28 SA

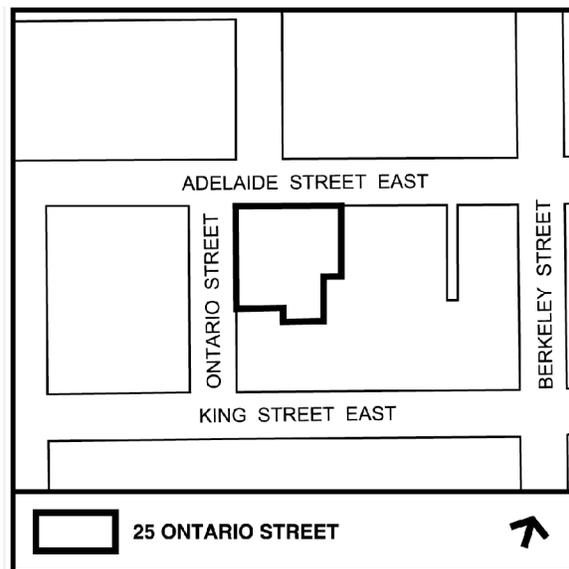
SUMMARY

This application proposes the re-development of the property at 25 Ontario Street with a 21-storey mixed-use building with commercial uses on the ground floor and a residential condominium above. The proposal includes the retention of the north and west walls of the existing listed heritage building. A total of 239 dwelling units and 205 vehicular parking spaces in five levels of below-grade parking are proposed.

This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the applications and on the community consultation process.

Staff recommend that a community consultation meeting be held in the first quarter of 2012, as an opportunity for the public to review the applicant's submission, ask questions of City staff and the applicant, and provide feedback on the application. Also proposed is a presentation before the City's Design Review Panel in the first quarter of 2012.

It is anticipated that a final report on the application will be submitted to Community Council for consideration in the third quarter of 2012. These target dates assume that the applicant will provide



all required information in a timely manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 25 Ontario 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 under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

Pre-Application Consultation

The applicant introduced a rough idea for redevelopment of the subject property at a meeting in February 2011, although no plans were presented. Several potential areas of concern for a development proposal on this site were highlighted, including heritage retention, podium/tower heights, setbacks and stepbacks, separation distances from adjacent buildings, the need for ground level animation and streetscape improvements, and contextual architectural considerations in terms of massing, built form and materials. The requirements for the submission of a complete application were also provided.

A conceptual scheme for a 27-storey (81 metre) mixed-use building was presented at a meeting in April 2011. Staff were concerned with the overall height and massing being proposed, the approach to heritage retention, the adequacy of proposed stepbacks above the retained heritage building and the proposed ground floor uses adjacent to Ontario Street and Adelaide Street East. Vehicle parking, bike parking and loading issues were also discussed.

In July 2011, the architect presented the latest iteration of the proposal at a meeting of the St. Lawrence Neighbourhood Association Development Committee. The SLNA expressed their appreciation for the approach to heritage retention, but raised the following as issues worthy of further consideration: the lack of family-sized units, the overall height and density of the proposal, and the lack of street-related animation.

ISSUE BACKGROUND

Proposal

Torli Office Limited Partnership, a subsidiary of Euromart Group, is the owner of the property at 25 Ontario Street. They have submitted rezoning and site plan applications seeking permission for the construction of a 21-storey mixed-use building with restaurant and retail uses at grade and a residential condominium above. The project would incorporate the north and west walls of the existing two-storey, listed heritage building, incorporating it as a base building to the proposed tower.

To the east of the existing building (which is built to the north and west lot lines) along the Adelaide Street East frontage, the new building is proposed to be setback between three and four metres from the north lot line. The tower portion has a proposed stepback from the heritage building (and the north and west lot lines) of 4 to 4.5 metres. There is a further podium expression proposed above the 11th floor, in which the building is stepped back 12 to 18 metres from the property line to the south and nine metres from the property line to the east. The total height of the proposed tower at 21 storeys is 66.5 metres to the top of the roof, 72 metres including the mechanical penthouse.

The applicant has provided two options for unit mixes. The first proposal is for 239 total units, consisting of 135 one-bedrooms (56%) and 104 two-bedrooms (44%). The second option for 225 units is designed for larger, family-sized suites. It proposes 107 one-bedrooms (48%), 104 two-bedrooms (46%) and 14 three-bedrooms (6%). The proposed gross floor area for the entire project is approximately 20,000 square meters, with 19,500 square metres of residential space and the remaining approximately 500 square meters dedicated to restaurant/retail uses. This creates a proposed density of approximately ten times the area of the lot.

Amenity space for condominium residents is proposed on the ground floor, along the southern portion of the Ontario Street frontage, as well as indoor/outdoor space on the 11th floor. A total of 567 square meters of indoor space and 415 square meters of outdoor space are proposed.

Pedestrian access to the residential component of the development is proposed through the original heritage building entrance along the Ontario Street frontage. Access to the proposed restaurant and retail space is proposed at Adelaide Street East. Vehicular access for parking and loading is proposed at the north east corner of the site at Adelaide Street East. This access would be right-in, right-out only and is not possible at Ontario Street due to the constraints of the existing heritage building.

A total of 205 parking spaces on five levels of below-grade parking and one type B/G loading space at the southeast corner of the site are proposed. Bike parking is proposed to be allocated as follows: 55 spaces for visitors/commercial users and 20 for residents on the ground floor and 181 spaces for residents on the P1 level for a total of 256 spaces.

Attachments 1-6 show the applicant's site plan, proposed rendering and elevations for the project. Additional site and development statistics are included in the application data sheet, Attachment 12.

Site and Surrounding Area

Site

The subject property, at the southeast corner of Adelaide Street East and Ontario Street, is flat and essentially square in shape. The land area is approximately 2,000 square meters with 44.5 metres of frontage along Ontario Street and 45.3 metres on Adelaide Street East. At present, the majority of the site is occupied with a two-storey red-brick and limestone building, with the eastern portion of the site serving as ancillary surface parking.

The first floor of the existing building was constructed in 1942, with a second storey added in 1946. The building was designed by Margison and Babcock Consulting, an engineering firm also responsible for the first headquarters of Metro Toronto at the southwest corner of Adelaide Street East and Church Street. It was originally designed for and occupied by the Drug Trading Company (precursor to I.D.A.) until the late 1980s when it was renovated for other commercial users, the most recent being SunTV. The building was listed on the City's Inventory of heritage properties in 1974.

There are five city-owned trees in the City's boulevard along the Ontario Street frontage of the property, with no other trees on the Adelaide Street East frontage or anywhere on the subject property.

Surrounding Area

The property is within the original ten blocks of the Town of York, bounded by Duke Street (now Adelaide Street East) to the north, Berkeley Street to the east, Front Street East to the south and George Street to the west. Originally surveyed in 1791, this was the first area of Toronto to be laid out with a grid of streets and blocks. It is now considered part of the King-Parliament area, a district characterized by historic red-brick buildings, retrofitted former warehouses used for commercial, office and institutional uses, contemporary residential buildings and several vacant parcels used as surface parking areas. Within the immediate context, the following uses surround the site:

North: across from the subject property at the northeast corner of Adelaide Street East and Ontario Street are two and four-storey buildings containing a bar/restaurant and production studio, respectively; at the northwest corner of Adelaide Street East and Ontario Street is a surface parking lot and two-storey post-production studio which is the subject of a recent rezoning application proposing a mixed-use building of two towers (17 and 19 storeys), with an open space courtyard at the corner; immediately west of this property at 406 Adelaide Street East is a surface parking lot, which has an approved scheme for a 19-storey mixed use building

with an open space courtyard fronting Adelaide Street East (currently being marketed as "Ivory");

West: on the west side of Ontario Street adjacent is a five-storey, red-brick, former warehouse building (built for and previously occupied by The Drug Trading Company, the same original occupants of the subject property's heritage building); this building is currently used as office, studio and production spaces;

South: immediately south of the subject property is an eight-storey office building, known as the SAS building, constructed in 2007 and certified as a LEED Gold commercial building, highlighting the sustainability initiatives involved in its design, construction and maintenance; this building contains retail on the ground floor, fronting on King Street East; and

East: abutting the site to the east is a 14-storey masonry and charcoal-brick residential building; finished in 2009, this building has a central courtyard on the west side with at-grade retail, fronting on King Street East.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The subject property is located within the "Downtown and Central Waterfront" area on Map 2 – Urban Structure in the Official Plan and is designated "Regeneration Area" on Map 18 – Land Use Plan. This structure and designation anticipates re-development in the area, permits a range of residential, commercial, employment and institutional uses, and provides criteria to direct the form and quality of development.

Built form policies in the Official Plan state that new buildings should: be massed to fit harmoniously into their existing context; acknowledge the prominence of corner and terminus sites; create appropriate transitions in scale to neighbouring existing or planned buildings; ensure adequate access to sky view; and provide attractive and comfortable

pedestrian amenities. Heritage Resources policies require buildings listed on the City's Inventory of Heritage Properties to be conserved and new development to respect the scale, character and form of the heritage resources.

The proposal will be reviewed in more detail for compliance with these and other relevant policies within the Official Plan. Attachment 7 provides an excerpt of the Official Plan designation for the site and vicinity. The Toronto Official Plan is available on the City's website at: www.toronto.ca/planning/official_plan/introduction.htm

King-Parliament Secondary Plan and King-Parliament Community Improvement Plan

The proposed development is also subject to the criteria contained within the King-Parliament Secondary Plan, which identifies the site as being part of the 'Jarvis-Parliament Regeneration Area'. Policies within the plan speak to new development: providing adequate light, view and privacy for neighbouring properties; achieving a compatible relationship with their built form context through consideration of height, massing, scale, setback and setbacks, roof line and profile, and architectural character and expression; creating inviting streetscapes which meet high standards of urban design and promote greening, landscape enhancement, access, orientation and confidence of personal safety for residents, visitors and area workers.

Attachments 8 and 9 provide excerpts of the Secondary Plan maps for the site and vicinity. The King-Parliament Secondary Plan is available on the City's website at: www.toronto.ca/planning/official_plan/pdf_secondary/15_king_parliament_dec2010.pdf

The King-Parliament Community Improvement Plan provides several themes for redevelopment within the King-Parliament area, particularly with respect to improving physical identity and pedestrian amenity through improved paving materials and lighting. This Plan will be reviewed as part of the assessment of this application.

Design Guidelines

New development in this area should be consistent with the King-Parliament Urban Design Guidelines, which provide more detailed built form criteria for re-development. The subject property is within the Old Town of York 'Area of Special Identity', the area considered to be the original 10 blocks of the City of Toronto. Specifically, the guidelines speak to new development respecting the historical and urban design significance of the area, reinforcing the scale and continuity of street wall enclosure along the street and acknowledging potential view termini.

The King-Parliament Urban Design Guidelines are available on the City's website at: www.toronto.ca/planning/urbdesign/pdf/14kingparliament.pdf

The proposal will also be reviewed for conformity with the Design Criteria for Review of Tall Building Proposals, a set of Council-approved guidelines which outline built form principles for the siting and design of buildings higher than the adjacent street's right-of-way width. Among other goals, these guidelines seek to reduce the impacts of tall

building proposals on adjacent development, while encouraging design excellence. Assessment using these guidelines is based on issues such as height transition, building orientation, servicing, amenity space, massing, light and privacy, landscaping, weather protection and shadow impacts.

The City's Design Criteria for Review of Tall Building Proposals is available on the City's website at: www.toronto.ca/planning/urbdesign/index.htm
http://www.toronto.ca/planning/pdf/tallbuildings_udg_aug17_final.pdf

Zoning

Under the former City of Toronto Zoning By-law 438-86, as amended, the site is zoned RA (Reinvestment Area) District, which permits a wide array of commercial, light industrial, institutional, recreational and residential uses. This zoning specifies a maximum height of 26 metres, plus an additional five metres for a mechanical penthouse.

Section 12(2) 246 of By-law 428-86 contains provisions for buildings in the King-Parliament area with respect to upper level setbacks, building depth, parking and loading. A three metre upper level setback from the property line abutting a street is required for that portion of a building exceeding 20 metres in height. The zoning by-law also has requirements for minimum indoor and outdoor amenity space.

Attachments 10 and 11 provide excerpts of the zoning and permitted height maps for the site and vicinity.

Site Plan Control

The proposed development is subject to site plan control. A site plan control application has been submitted and is being reviewed concurrently with the rezoning application (file: 11 327912 STE 28 SA).

Heritage Preservation

A Heritage Impact Assessment prepared by E.R.A. Architects Inc., dated December 12, 2011, has been submitted with the application. The purpose of this Heritage Impact Assessment (HIA) is to provide information on the heritage resources that may be affected by the proposed redevelopment. The HIS proposes an overall approach to the conservation of the cultural heritage value of the property and its heritage attributes and is under review by staff in Heritage Preservation Services.

Tree Preservation

The applicant has provided an arborist report, which identifies all of the existing trees on or adjacent to the site, including their species and condition. As mentioned previously, the only trees associated with this property are five trees adjacent to the site, all on the City's boulevard along Ontario Street. Two of these trees are identified as being in poor condition and are proposed to be removed. The remaining three trees are proposed to be retained. The arborist report and landscape plans will be reviewed in more detail by staff in Urban Forestry.

Reasons for the Application

The proposed building, at 66.5 metres to the roof line, exceeds the maximum height of 26 metres permitted in the zoning by-law. Other areas of non-compliance with the zoning bylaw identified to date include: exceeding the permitted mechanical penthouse height, inadequate outdoor amenity space and reduced setbacks from the side and rear lot lines for portions of the building beyond 25 metres in depth.

Additional areas of non-compliance with the Zoning Bylaw may be identified through further review of the application.

COMMENTS

Application Submission

The following reports/studies were submitted with the application: planning rationale, 3D building mass model, sun/shadow study, heritage impact assessment, stage 1 archaeological resource assessment, arborist report, transportation impact study, geotechnical study, functional servicing report, pedestrian level wind study, environmental site assessment, energy efficiency report and Toronto Green Standard checklist and template.

City staff have advised the applicant that the application has been deemed complete.

Issues to be Resolved

1. Consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
2. conformity with Official Plan policies, particularly with respect to the sections on heritage, built form and built form for tall buildings;
3. conformity with the King-Parliament Secondary Plan, specifically policies within the sections on urban structure and built form, heritage and community improvement, pedestrian environment, and environment;
4. compliance with the King-Parliament Urban Design Guidelines, including the criteria for the Old Town of York 'Area of Special Identity';
5. adherence to the King-Parliament Community Improvement Plan's recommendations for improving physical identity and pedestrian amenity;
6. compliance with the Design Criteria for Review of Tall Building Proposals, namely the sections on transition in scale, prominent sites, views and vistas, heritage buildings, spatial separation, and pedestrian realm;
7. height and density of the proposal, and separation distances from abutting properties to the south and east;

8. treatment of the north building façade at the southern view terminus of Ontario Street;
9. other built form and massing issues including, but not limited to: setbacks, stepbacks, sky view, light penetration, privacy, wind mitigation and pedestrian realm weather protection;
10. conformity with Parks Canada’s “Standards and Guidelines for the Conservation of Historic Places in Canada”, approved by City Council as the official document guiding planning, stewardship and conservation approach for all listed and designated heritage resources within the City (March 3, 4, and 5, 2008);
11. sensitivity of the proposed built form and materiality of the tower element to the existing heritage building;
12. assessment of traffic and parking impacts generated by the proposed commercial and residential uses;
13. location and size of the proposed amenity space, particularly the ground floor area and its interaction with the public realm;
14. unit mix, including the proposed option for provision of family-sized units;
15. the proposed sustainability strategy for the project, including the lack of green roof or car-share services and the potential for the applicant to pursue Tier Two of the Toronto Green Standard; and
16. identification and securing of public benefits pursuant to Section 37 of the Planning Act should there be recommendations for approval.

Toronto Green Standard

The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and support green industry.

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

CONTACT

Willie Macrae, Planner
Tel. No. 416-392-7572
Fax No. 416-392-1330
E-mail: wmacrae@toronto.ca

SIGNATURE

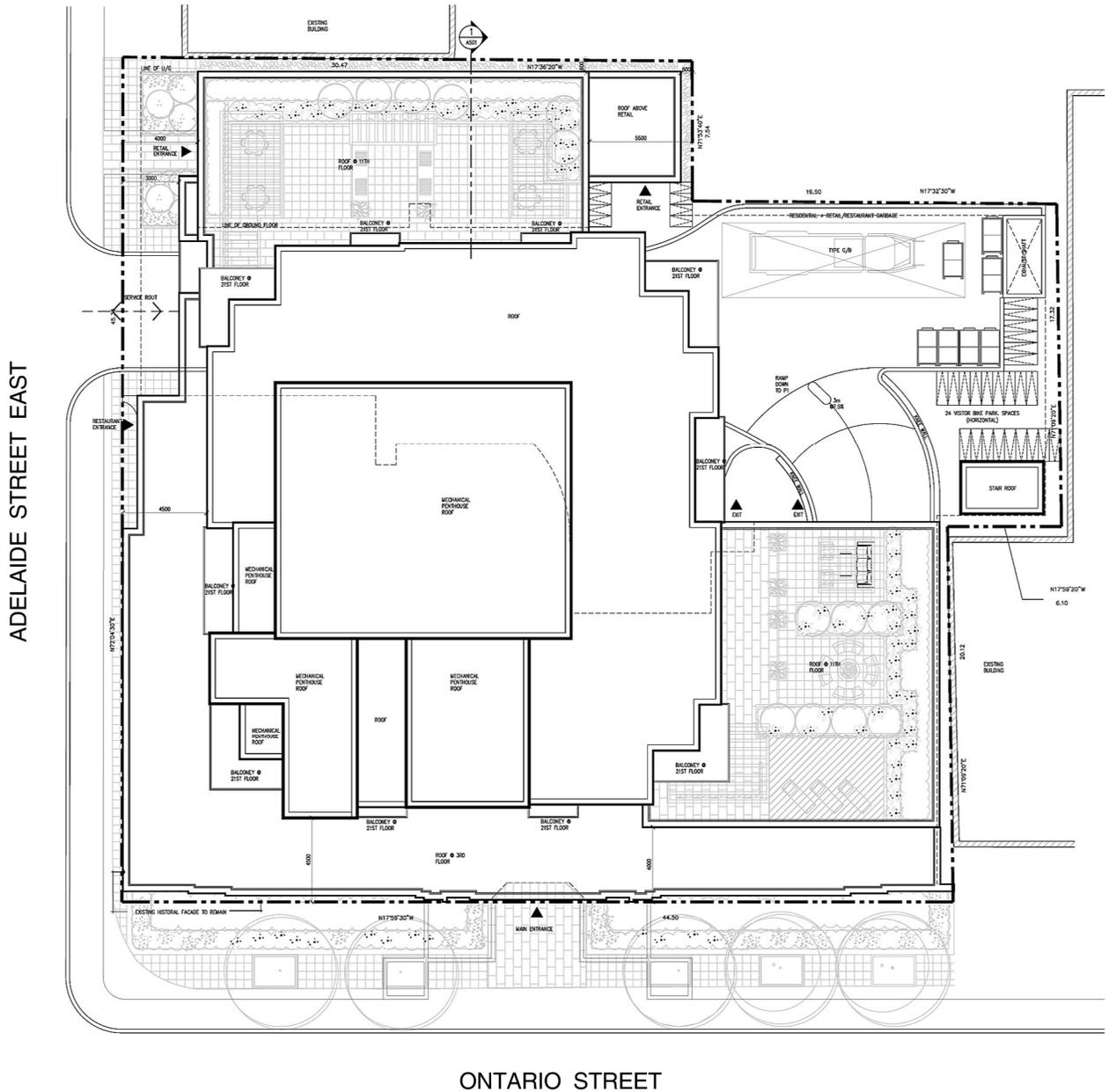
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Applicant's Rendering
Attachment 3: West Elevation
Attachment 4: North Elevation
Attachment 5: East Elevation
Attachment 6: South Elevation
Attachment 7: Official Plan
Attachment 8: Secondary Plan Map 15-2
Attachment 9: Secondary Plan Map 15-3
Attachment 10: Zoning
Attachment 11: Permitted Heights
Attachment 12: Application Data Sheet

Attachment 1: Site Plan



Site Plan

Applicant's Submitted Drawing

Not to Scale

25 Ontario Street

File # 11 327900 02

Attachment 2: Applicant's Proposed Rendering



Perspective

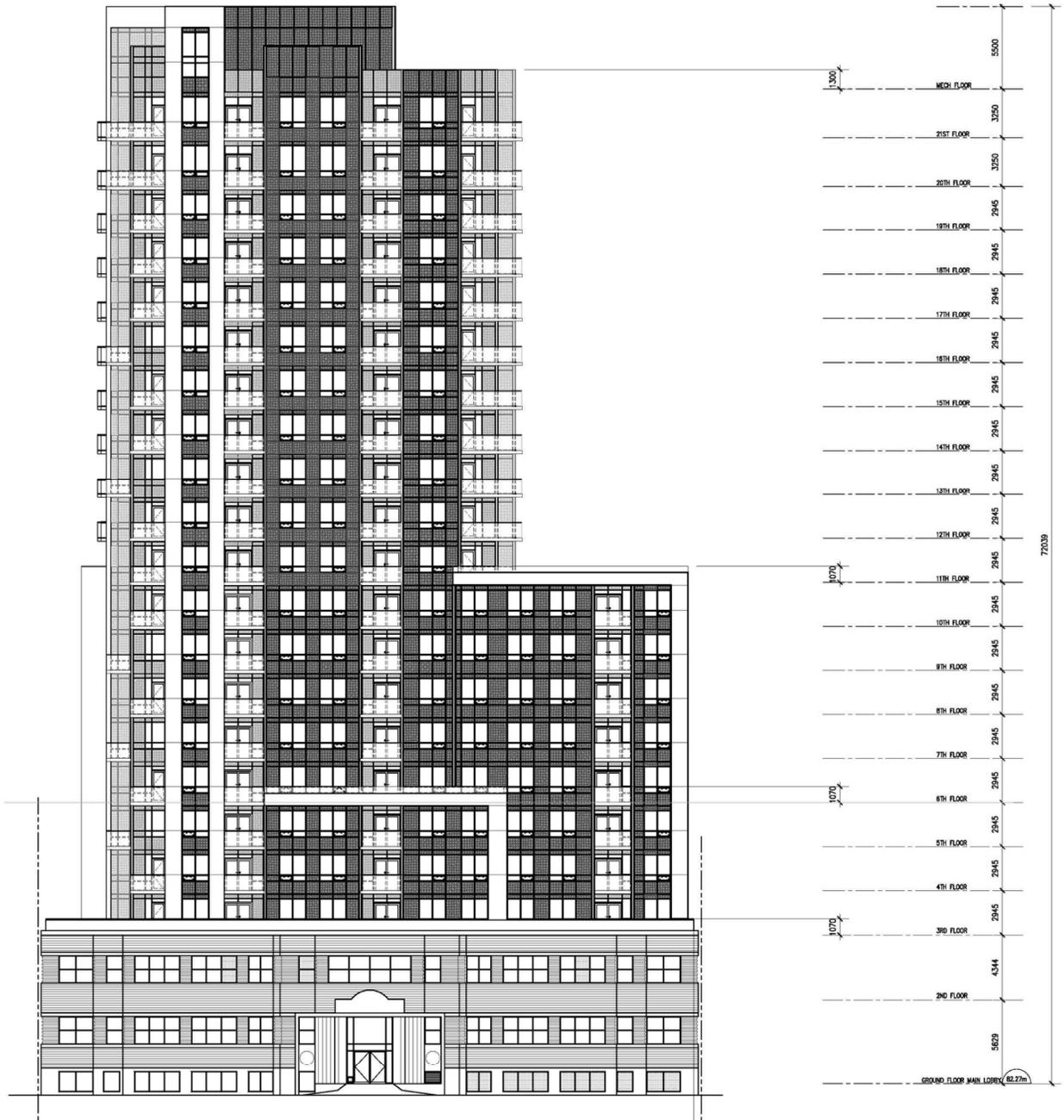
25 Ontario Street

Applicant's Submitted Drawing

Not to Scale
01/09/2012

File # 11 327900 0Z

Attachment 3: West Elevation



West Elevation

Elevations

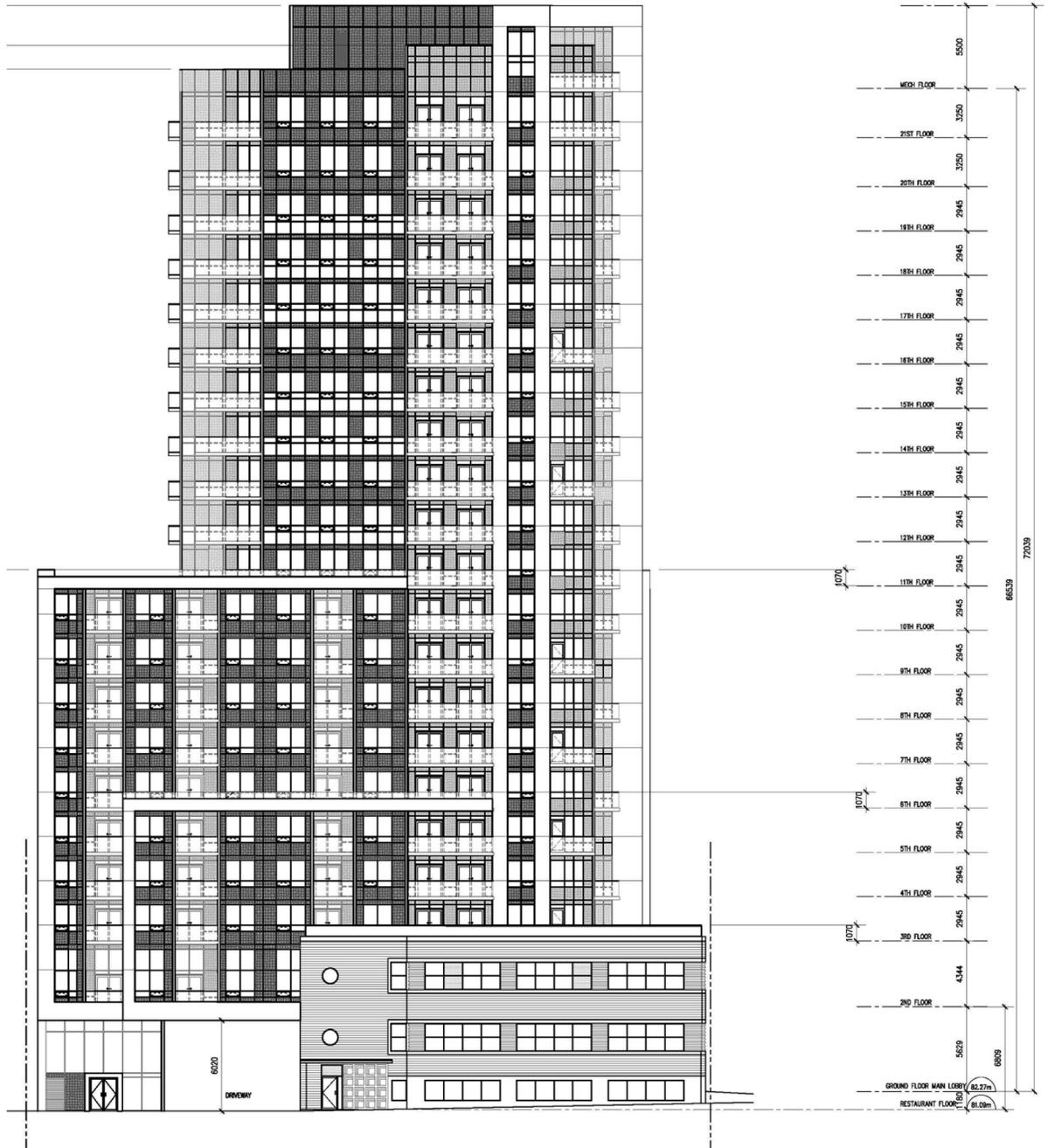
Applicant's Submitted Drawing

Not to Scale
01/09/2012

25 Ontario Street

File # 11 327900 0Z

Attachment 4: North Elevation



North Elevation

Elevations

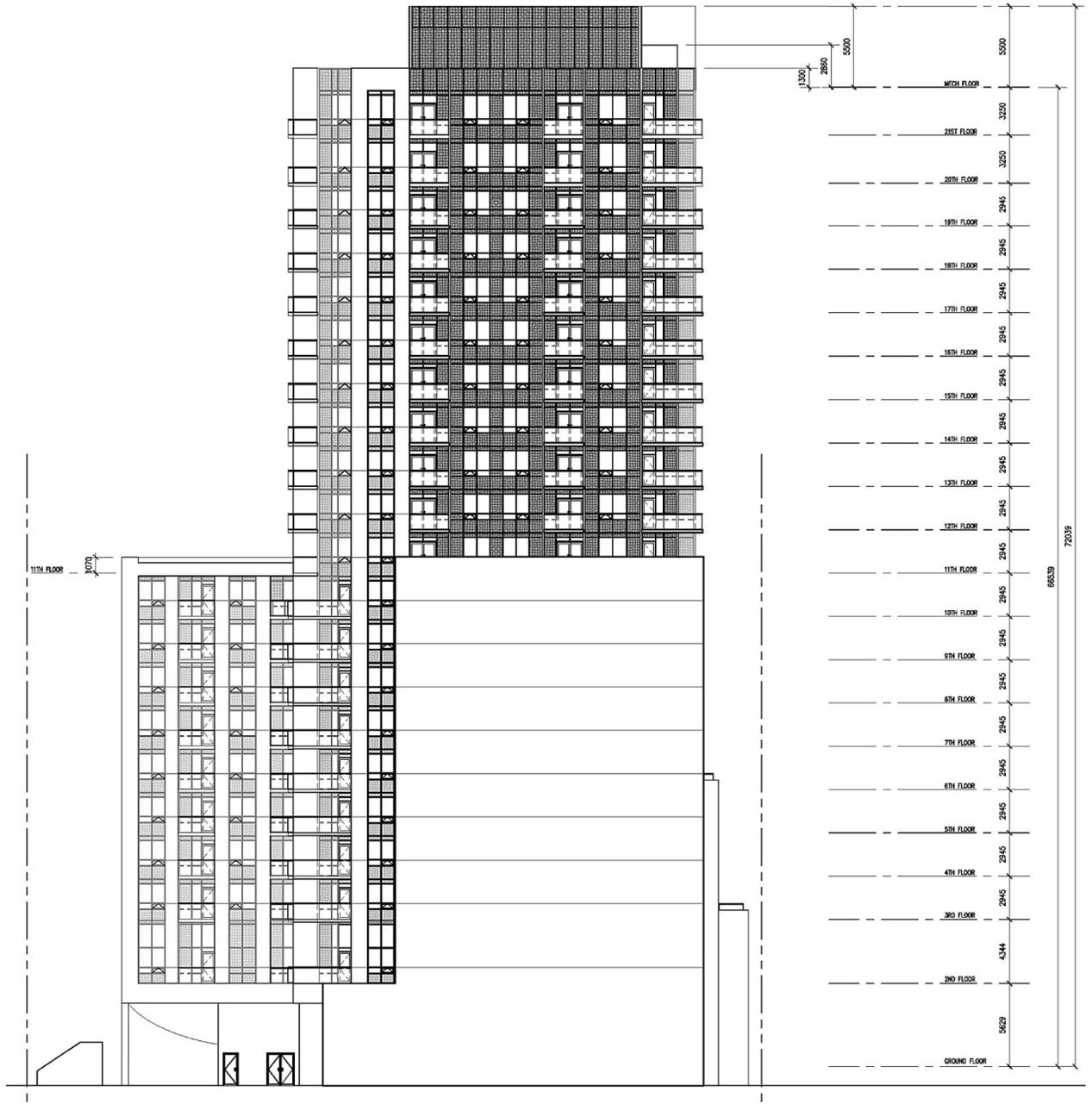
Applicant's Submitted Drawing

Not to Scale
01/09/2012

25 Ontario Street

File # 11 327900 0Z

Attachment 5: East Elevation



East Elevation

Elevations

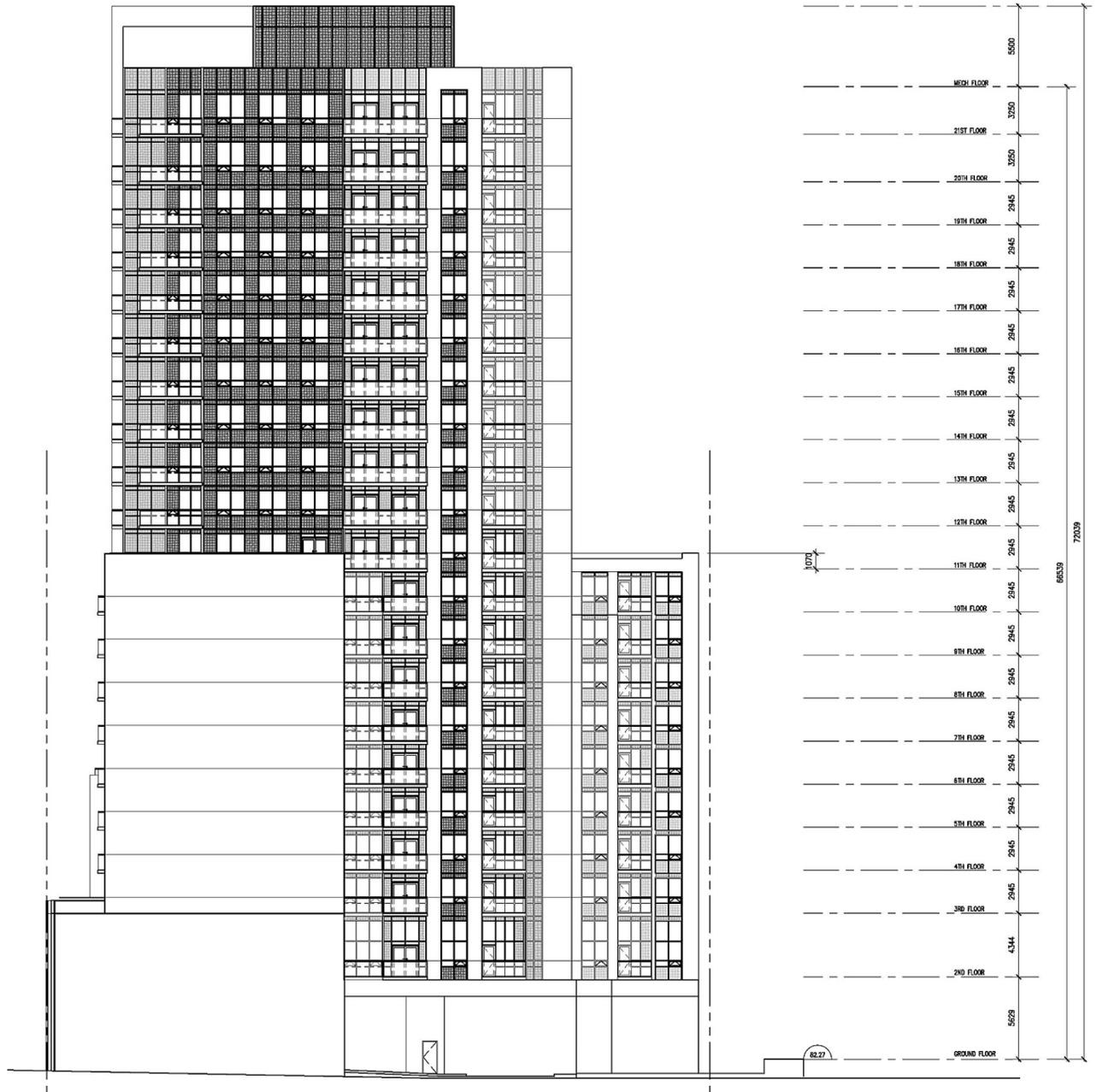
Applicant's Submitted Drawing

Not to Scale
01/09/2012

25 Ontario Street

File # 11 327900 OZ

Attachment 6: South Elevation



South Elevation

Elevations

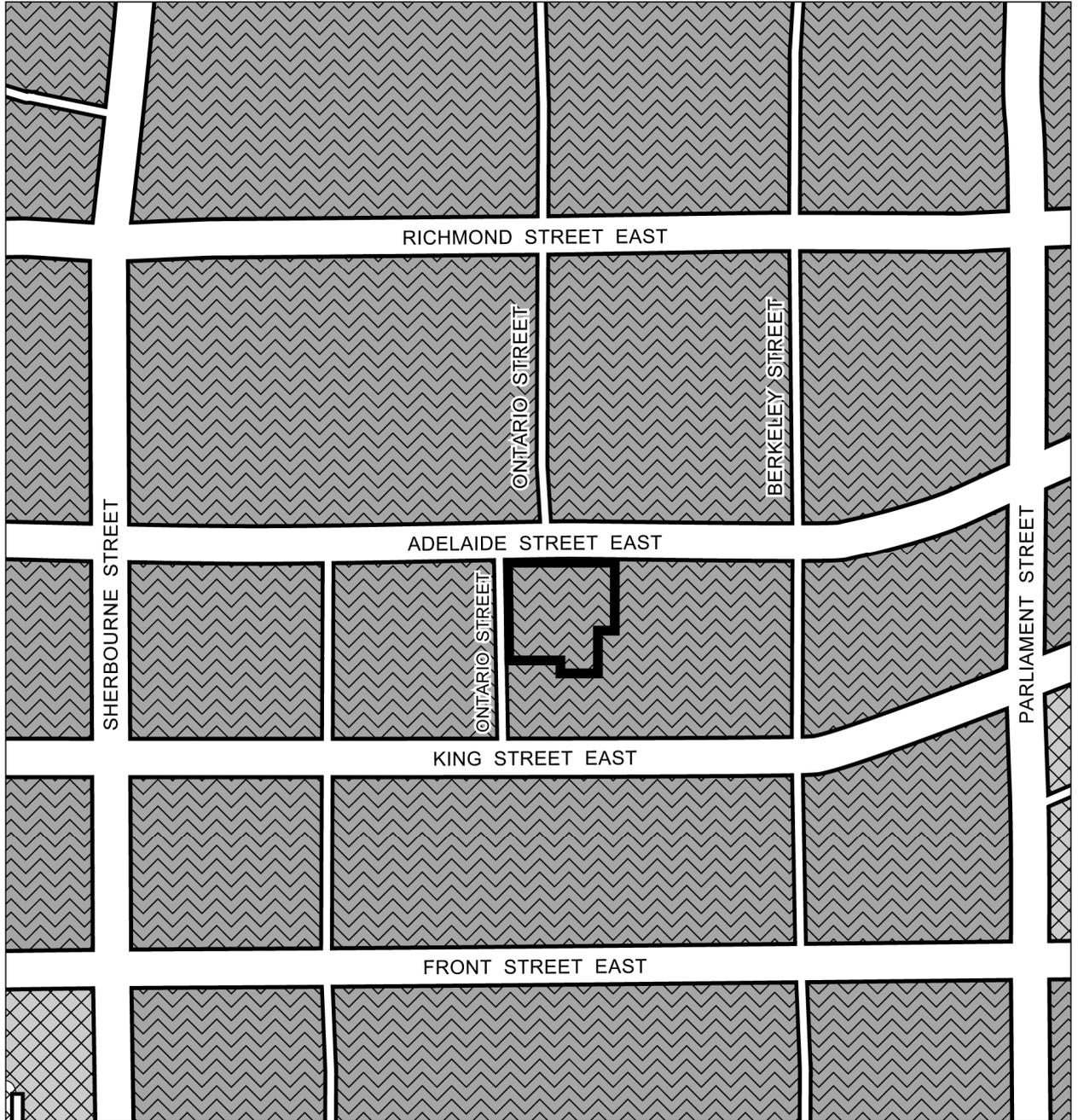
Applicant's Submitted Drawing

Not to Scale
01/09/2012

25 Ontario Street

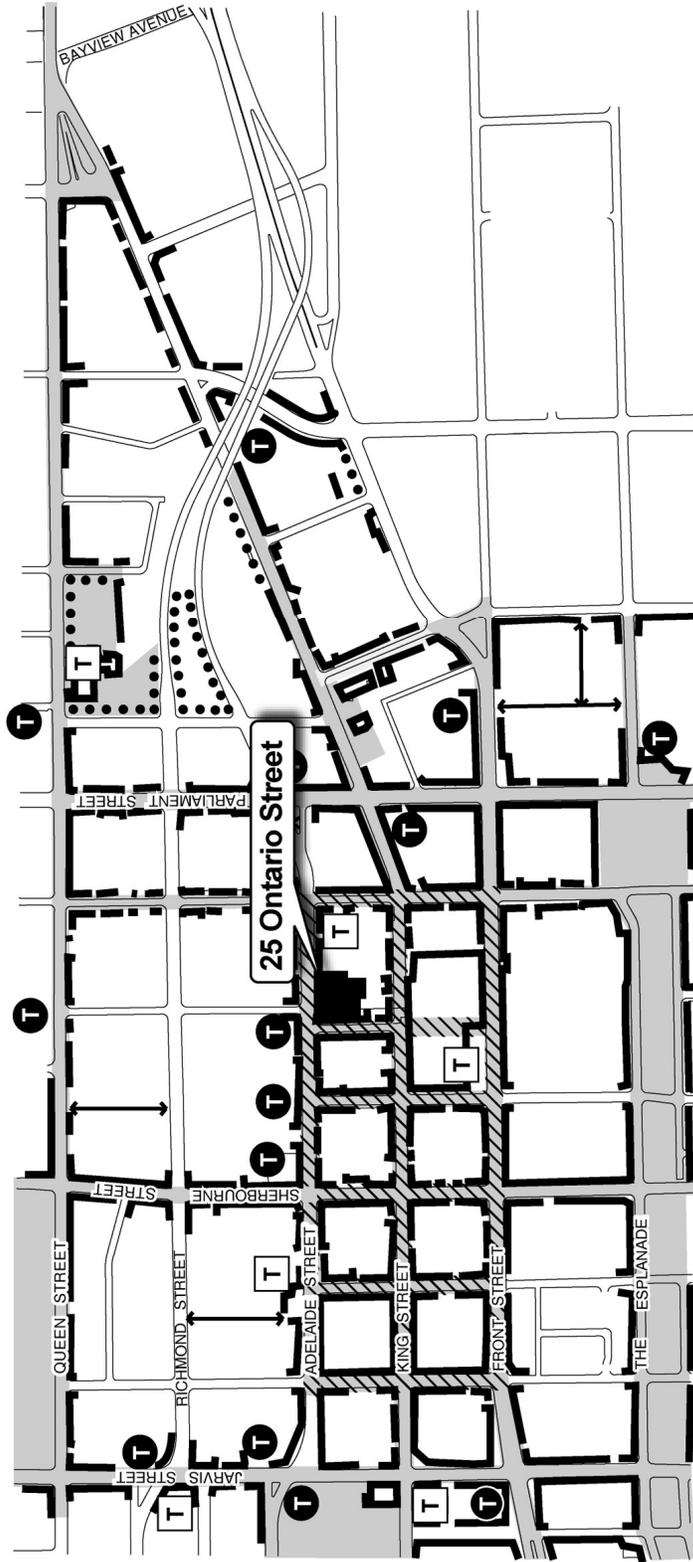
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Attachment 7: Official Plan



-  Site Location
-  Regeneration Areas
-  Mixed Use Areas

Attachment 8: King-Parliament Secondary Plan Map 2



Not to Scale

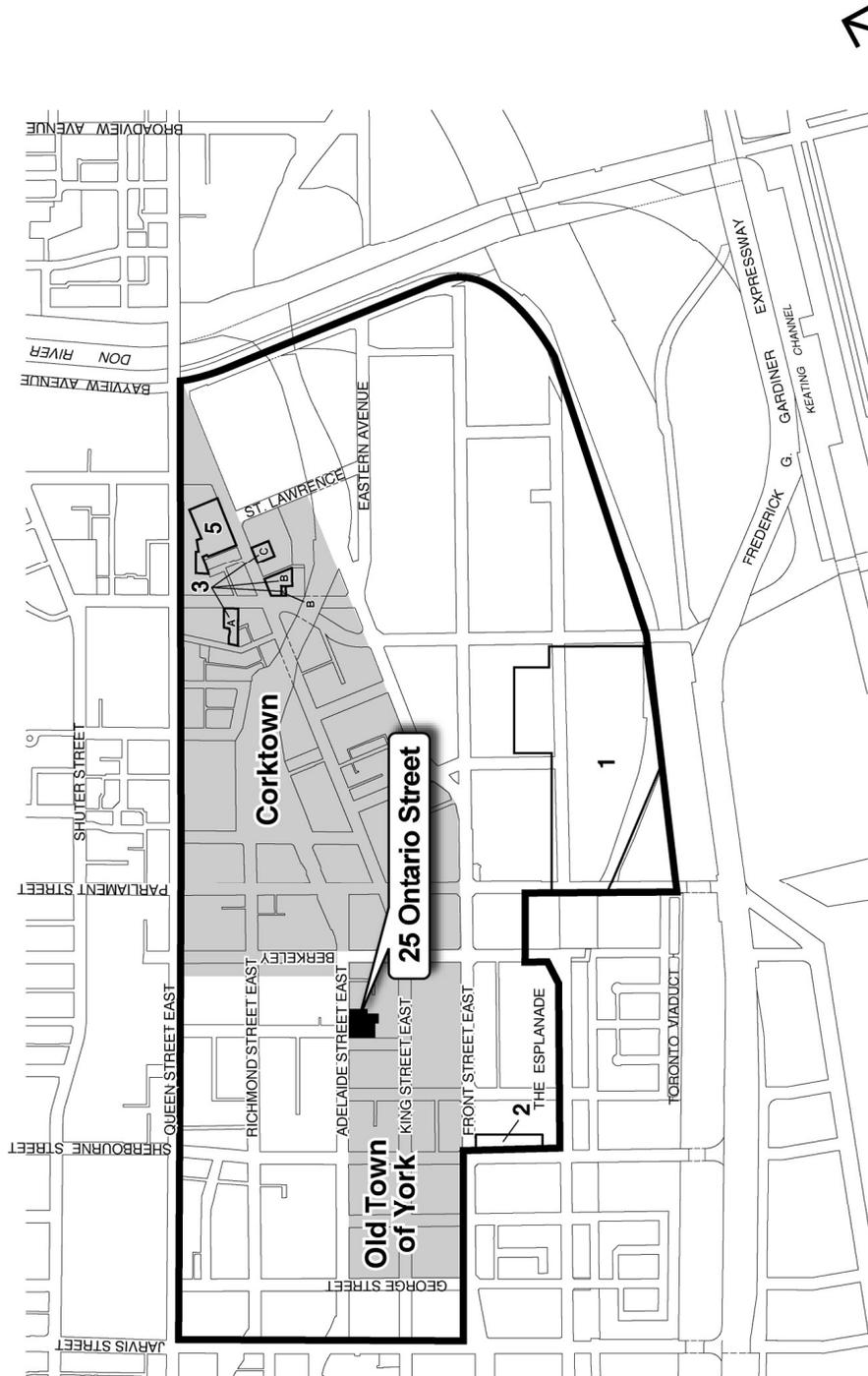
King-Parliament Secondary Plan MAP 15-2 Urban Structure



- Potential View Terminus
- Existing View Terminus
- Landscape Edge
- 10 Original City Blocks
- Existing and Potential Building Edge
- Area for Streetscape Improvement
- Potential Mid-block Connections
- Significant Street and Open Space

October 2009

Attachment 9: King-Parliament Secondary Plan Map 3



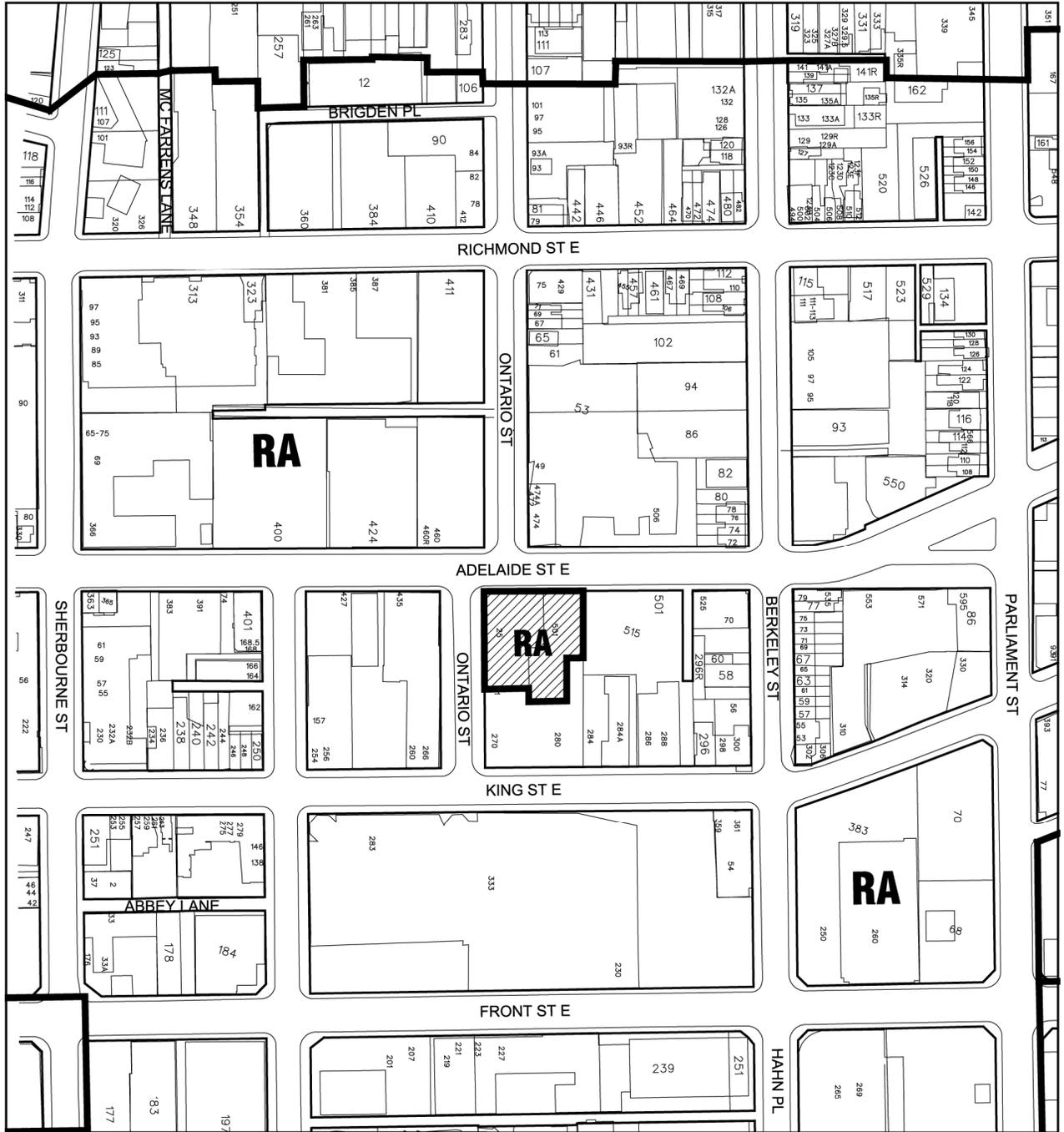
King-Parliament Secondary Plan
MAP 15-3 Areas of Special Identity



-  Secondary Plan Boundary
-  Areas of Special Identity
-  Site and Area Specific Policies

October 2009

Attachment 10: Zoning



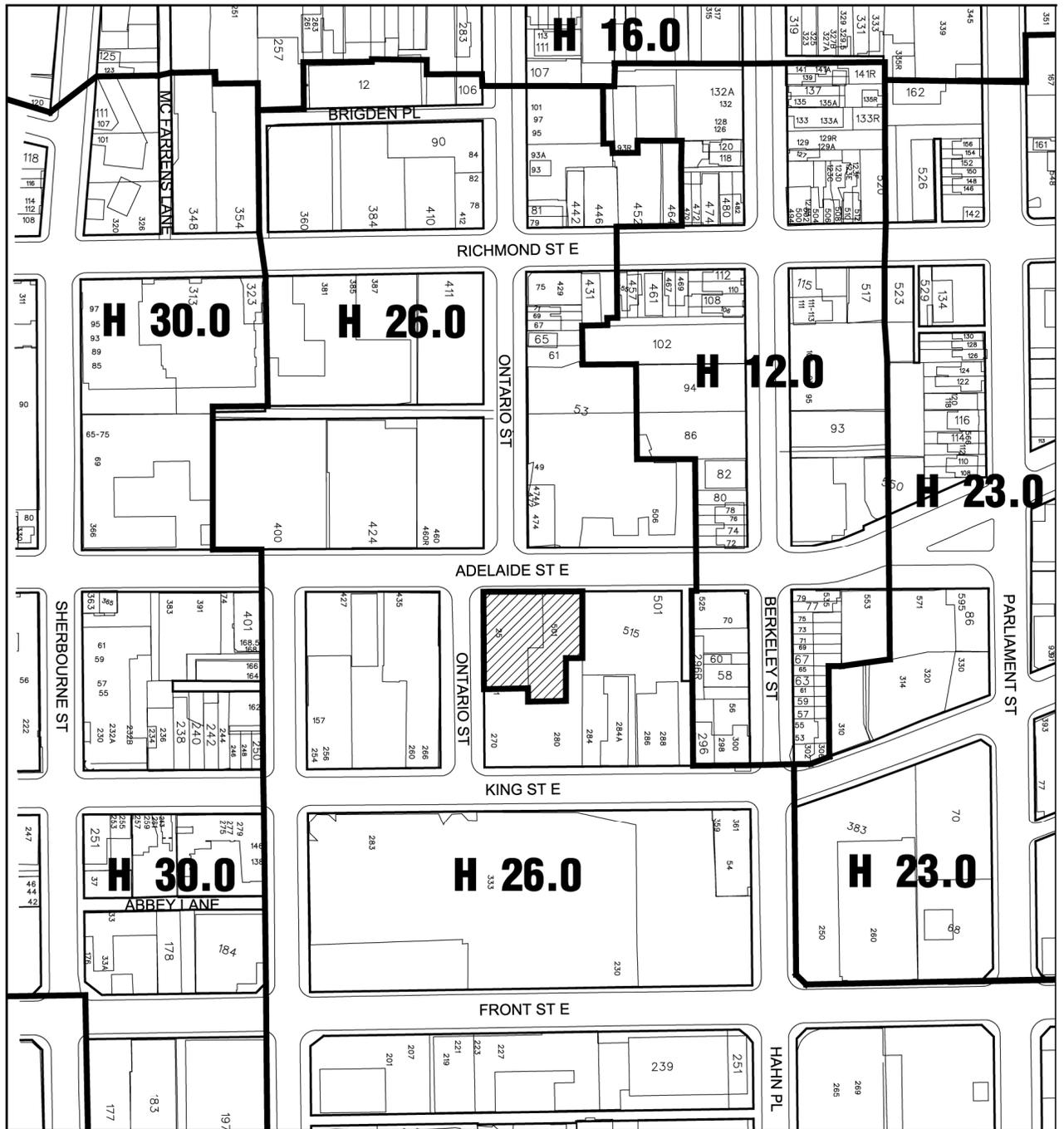
25 Ontario Street
File # 11 327900 0Z

RA Mixed-Use District



Not to Scale
Zoning By-law 438-86 (as amended)
Extracted 01/09/2012

Attachment 11: Permitted Heights



25 Ontario Street
File # 11 327900 0Z

RA Mixed-Use District



Not to Scale
Zoning By-law 438-86 (as amended)
Extracted 01/18/2012

Attachment 12: Application Data Sheet

Application Type	Rezoning	Application Number:	11 327900 STE 28 OZ & 11 327912 STE 28 SA
Details	Rezoning, Standard	Application Date:	December 19, 2011

Municipal Address: 25 ONTARIO STREET

Location Description: PLAN 136E PT LOTS B TO D TOWN LOT 5 PT TOWN LOTS 3 & 4 S/S ADELAIDE ST PT TOWN LOTS 4 & 5 RP 63R3762 PART 2 **GRID S2808

Project Description: Rezoning application to permit the re-development of the lands, involving the retention of the west and northerly facades of the listed building on the site and a new 21-storey mixed-use building with commercial uses at grade and residential condominium above. Included in the proposal are 239 dwelling units and 205 parking spaces in five levels of below-grade parking.

Applicant:	Agent:	Architect:	Owner:
Urban Strategies 197 Spadina Ave, Suite 600 Toronto, ON M5T 2C8		Burka Architects Inc. 4800 Dufferin Street, Ste 201 Toronto, ON M3H 5S9	Torli Office Limited Partnership 121 Richmond St. W. Toronto, ON M5H 2K1

PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:	No
Zoning:	RA	Historical Status:	Heritage Listed
Height Limit (m):	26	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	1999	Height:	Storeys:	21
Frontage (m):	44.5		Metres:	66.5
Depth (m):	44.3			
Total Ground Floor Area (sq. m):	1058			Total
Total Residential GFA (sq. m):	19490		Parking Spaces:	205
Total Non-Residential GFA (sq. m):	593		Loading Docks	1
Total GFA (sq. m):	20083			
Lot Coverage Ratio (%):	52.9			
Floor Space Index:	10.1			

DWELLING UNITS

Tenure Type:	Condo
Rooms:	0
Bachelor:	0
1 Bedroom:	135 (56%)
2 Bedroom:	104 (44%)
3 + Bedroom:	0
Total Units:	239

FLOOR AREA BREAKDOWN (upon project completion)

	Above Grade	Below Grade
Residential GFA (sq. m):	19490	0
Retail GFA (sq. m):	593	0
Office GFA (sq. m):	0	0
Industrial GFA (sq. m):	0	0
Institutional/Other GFA (sq. m):	0	0

CONTACT: **PLANNER NAME:** Willie Macrae, Planner, wmacrae@toronto.ca
TELEPHONE: 416-392-7572