

**481 University Avenue, 210 Dundas Street West, 70
Centre Avenue and 137 Edward Street- Zoning
Amendment Application - Preliminary Report**

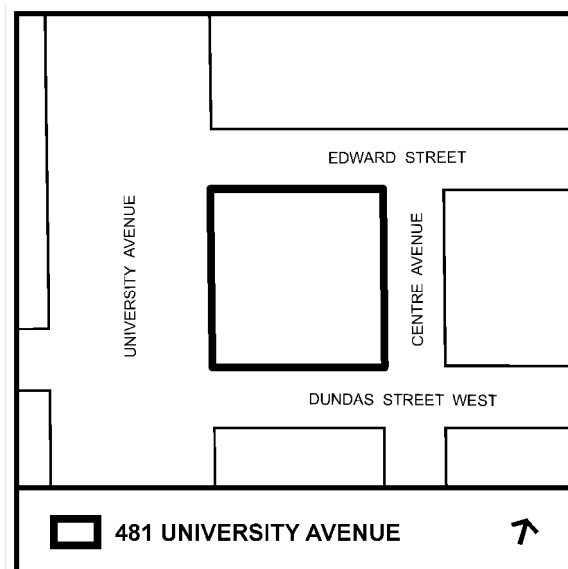
Date:	February 27, 2013
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 27 – Toronto Centre-Rosedale
Reference Number:	13 123864 STE 27 OZ

SUMMARY

This application proposes to construct a 55-storey residential tower including a 10-storey commercial office/retail base at 481 University Avenue, 210 Dundas Street West, 70 Centre Avenue and 137 Edward Street.

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

Next steps include a community consultation meeting scheduled for April 15, 2013. A final report is targeted for the third quarter of 2013. The target date assumes 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 481 University Avenue, 210 Dundas Street West, 70 Centre Avenue and 137 Edward 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

At its meeting of June 26, 2007 Toronto City Council repealed By-law No. 13409, "a By-law to impose certain restrictions on the use of land fronting or abutting on University Avenue." By-law 13409 was enacted in 1928 when the City was granted authority to extend University Avenue from its then terminus of Queen Street West to Fleet Street. The *University Avenue Extension Act* simultaneously allowed the City of Toronto to regulate building materials and signage along University Avenue as well. While By-law No. 13409 was repealed, it was replaced with revised sign by-law provisions. Building materials can be regulated through Section 114 of the *City of Toronto Act*.

On June 9, 1976 the building at 481 University Avenue was listed on the City's inventory of Heritage Properties by City Council.

At its meeting of October 2, 3 and 4, 2013, Toronto City Council adopted the recommendations of the report from the Director, Toronto and East York Community Council that amended the Official Plan to protect the views of the Legislative Assembly of Ontario. The Official Plan Amendments were subsequently appealed to the Ontario Municipal Board.

On September 12, 2011, Toronto and East York Community Council directed the City Planning Division "to report back to the Toronto and East York Community Council with a preliminary report detailing steps for protecting views to Old City Hall and City Hall from the south that are significant from a heritage and urban design perspective".

Pre-Application Consultation

Pre-application consultation meetings were held on March 12, 2012 and July 25, 2012 with the applicant to discuss complete application submission requirements and concerns with the proposal. Staff raised concerns about the impact of the height of the building as

it relates to the view corridor of City Hall and the proposed alterations to the heritage building. Staff also raised concerns with respect to tower height, tower floorplate and stepbacks, PATH connections and knockout panel to the east, retention of employment uses on site and unit mix.

ISSUE BACKGROUND

Proposal

The applicant is proposing a 55-storey mixed-use building (173.75 metres), including a 10-storey commercial office/retail base (36.5 metres) at the addresses known municipally as 481 University Avenue, 210 Dundas Street West, 70 Centre Avenue and 137 Edward Street. The total gross floor area of the proposed development is 75,257 m² (49,858 m² residential, 3,192 m² retail and 22,207 m² office), for a floor space index of 21 times the lot area of 3,593 m².

The proposed base of the building will retain the facades of both 481 University Avenue and 210 Dundas Street West, both of which are listed heritage properties.

The application is proposing a total of 748 residential units (134 bachelor, 328 one-bedroom, 219 two-bedroom and 67 three-bedroom) and 378 parking spaces in a five-level below grade parking structure (290 residential, 29 residential visitor, 19 retail and 40 office). The applicant is also proposing to provide 855 bicycle parking spaces (748 resident, 90 commercial and 17 retail) located at grade and on the P1 parking mezzanine level.

The main residential entry to the building is proposed to be located on Centre Avenue. Retail and office entry is proposed on both University Avenue and Dundas Street West, and access to the loading area would be located on Edward Street. The number and type of loading spaces in the proposed building will be resolved through the standard circulation process. Access to the parking garage and the long term bicycle parking area is proposed on Centre Avenue.

The tower portion of the building is proposed to be a rectangular shape with an east-west orientation and be located on the northeast portion of the site. The typical floor plate would be approximately 1,020.2 square metres. A total of 1,555.8 square metres of indoor amenity space and 1,481 m² of outdoor amenity space are proposed indoor and outdoor amenity space is proposed to be located on both the 14th and 38th floors, and indoor and outdoor amenity space is adjacent on both these floors.

The proposed base of the building is designed to extend to the property line on all four sides and would occupy the entire city block. The width of the sidewalk would be approximately 3 metres on Edward Street, 3 metres on Dundas Street West (8 metres including colonnade), 8 metres on Centre Avenue and 10 metres on University Avenue.

Above the base, the main body of the tower (from the 11th to 55th floors) would be set back 2.8 metres along the east side, 4 metres along the north side, from 10.2 metres to 13.8 metres along the west side and 28 metres along the south side.

The applicant proposes to internalize the TTC St. Patrick subway station stairway that is located at the northeast corner of University Avenue and Dundas Street West. The proposed building would be directly connected to the subway station and PATH. The below grade PATH would have retail establishments. The proposed PATH connection includes knockout panels on the eastern edge of the P1 level. In the eventuality of further development to the east along Dundas Street West, a connection to the PATH would be achieved.

Site and Surrounding Area

The subject site is located at the northeast corner of Dundas Street West and University Avenue. The site encompasses a full city block with a frontage of 61 metres along University Avenue, 59 metres along Dundas Street West, 61 metres along Centre Avenue and 59 metres along Edward Street, for a total area of 3,593 square metres. There are currently four adjoining buildings on the site, which contain a variety of commercial offices, as well as retail uses at grade. The building at 481 University Avenue is 10-storeys in height, the building at 210 Dundas Street West is 9-storeys in height, and the remaining two buildings are each 4-storeys in height. The four buildings currently on the site are heritage buildings, with all being listed heritage properties except the Printing Plant addition building on Edward Street.

North: To the north of the site, across Edward Street, is a 20-storey office building (505 University Avenue and 136 Edward Street) whose main entrances face University Avenue. The side wall of this building faces the subject site. There are windows on each floor across the width of this wall.

East: To the east of the site, across Centre Avenue, is a 6-storey above grade parking garage, which occupies the south portion of the block. The north portion of the block consists of a 15-storey office building (123 Edward Street). The building has no residential units and a density of approximately 10.1. The western wall of this building, facing the development site, has windows along the front and back edges of the building.

South: To the south of the site, across Dundas Street West, is a 2-storey retail building along the east side of the block and a 5-storey office building along the west side of the block. The side walls of these buildings face the subject site. There are windows on each floor across the width of these walls.

West: To the west of the site, across University Avenue, is an 18-storey office building (480 University Avenue). The site is currently the subject of rezoning application to permit construction of 37 storeys of residential above the existing office building (file no. 12 236896 STE 20 OZ). The front wall of the existing building

and proposed residential above, have windows on each floor across the width of the wall, facing the development site.

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

Chapter 2 – Shaping the City

Section 2.2.1 Downtown: The Heart of Toronto

The proposed development is located in the *Downtown* area as defined by Map 2 of the City of Toronto Official Plan. Section 2.2.1 outlines the policies for development within the *Downtown*. The downtown is where most of the growth in the City of Toronto is expected to occur. The *Downtown* will continue to evolve as the premier employment area of the City of Toronto and provide a range of housing for those working in the area. The City will also explore opportunities to maintain and improve the public realm.

Transportation within the *Downtown* is expected to be accommodated by transit. Priority will be given to transit improvements in the *Downtown* and transit vehicles will be given priority on streets within the *Downtown* particularly those with streetcars. A program of improvements will be implemented to enhance the pedestrian environment and efforts made to improve the safety of walking and cycling *Downtown*.

Chapter 3 – Built Form

Section 3.1.3 Built Form – Tall Buildings

The applicant is proposing to construct a Tall Building. Policy 3.1.3 states that Tall Buildings come with larger civic responsibilities than buildings of a smaller scale. In addition to speaking about specific built form characteristics, the policy states that proposals for Tall Buildings clearly demonstrate how they relate to the existing and

planned context, take into account their relationship with the topography and other tall buildings and how they meet the other objectives of the Official Plan.

Section 3.1.5 Heritage Resources

The site of the proposed development contains four heritage buildings, with three of the four being listed heritage properties by the City of Toronto. Policy 3.1.5 of the Official Plan requires that significant heritage resources be conserved by listing, designating and entering into conservation agreements with owners. The Plan also offers incentives for the preservation of heritage resources, allowing additional density to be granted in exchange for the preservation of a heritage resource providing it does not exceed the gross floor area of said heritage resource.

Section 3.2.3 Parks and Open Spaces

To the south-east of the proposed development is Nathan Phillips Square. Policy 3.2.3 of the Official Plan speaks to maintaining and enhancing Toronto's system of parks and open spaces and states that the effects of development from adjacent properties (shadows, wind, etc.) will be minimized to preserve their utility. It outlines a parkland acquisition strategy, grants authority to levy a parkland dedication or alternative cash-in-lieu and calls for the expansion of the existing network of parks and open spaces.

Chapter 4 – Land Use Designations

Section 4.5 Mixed Use Areas

The site of the proposed development is in an area designated *Mixed Use Areas* in the Official Plan. *Mixed Use Areas* are intended to provide a broad range of commercial, residential and institutional uses in single-use or mixed-use buildings.

Development within *Mixed Use Areas* should provide for new jobs and homes on underutilized lands, while locating and massing new buildings to provide a transition between areas of different development intensity and scale.

Furthermore, development in *Mixed Use Areas* should be located and massed to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces.

Development in *Mixed Use Areas* should also provide attractive, comfortable and safe pedestrian environments; have access to schools, parks and community centres as well as libraries and childcare. It should also take advantage of nearby transit services; provide good site access and circulation as well as an adequate supply of both visitor and resident parking. In addition, service areas should be located to minimize impacts on adjacent streets, and any new multi-unit residential development should provide indoor and outdoor amenity space for residents.

Compliance with other relevant policies of the Official Plan including the environment and transportation will also be addressed.

Zoning

The property is zoned CR T7.8 C4.5 R7.8 in the City of Toronto By-law 438-86. This zoning permits a wide variety of residential, retail and commercial uses. The maximum permitted height on the site is 76 metres.

Site Plan Control

The proposed development will be subject to site plan control. A site plan control application has not been submitted to date.

Downtown Tall Buildings Vision and Performance Standards Design Guidelines

In July of 2012, Toronto City Council adopted the Downtown Tall Buildings Vision and Performance Standards Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development proposals falling within the Guideline boundaries. The Guidelines identify where tall buildings belong Downtown and establish a framework to regulate their height, form and relationship to their surroundings. They focus on enhancing the pedestrian environment; minimizing shadowing of sidewalks, parks and public squares; protecting landmark views and heritage resources and improving the quality of life (access to natural light, sky views and privacy) for people living and working Downtown. The Guidelines include a vision statement for downtown tall buildings; maps which identify "High Street" and "Secondary High Street" locations, recommended heights and building typologies for these streets; and twenty-three Performance Standards relating to the base conditions or tower portions of tall buildings or to their contextual fit within the Guideline area.

The site abuts both University Avenue and Dundas Street West. Both of these streets are identified as a "High Street" with a Tower and Base typology. The height range identified for the abutting section of University Avenue is 25 storeys to 45 storeys (77 metres to 137 metres). The height range for the abutting section of Dundas Street West is 20 storeys to 35 storeys (62 metres to 107 metres).

Guideline details are available at:

<http://www.toronto.ca/planning/tallbuildingstudy.htm>

Tree Preservation

The tree inventory identifies four trees, all of which are located within the City road allowance. All four of these trees are located on the west side of the property, along University Avenue. The four trees are proposed to be removed as they are in conflict with the proposed development, and pursuant to the City's Street Tree By-law, the

applicant will need to submit an application to remove the four trees. City of Toronto Urban Forestry staff will review the applicant's arborist report.

Reasons for the Application

The height of the project exceeds the maximum permitted height in the zoning by-law by 98 metres, and the proposed density is approximately three times higher than that permitted in the zoning by-law. The applicant is also seeking a smaller than permitted parking ratio, among other potential areas of zoning relief.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Arborist Report
- Community Services and Facilities Report
- Environmental Noise Analysis
- Heritage Impact Assessment
- Pedestrian Wind Study
- Planning Rationale and Urban Design Analysis
- Stormwater Management and Functional Servicing Report
- Subway and Streetcar Vibration Analysis
- Sun/Shadow Study
- Toronto Green Standard Checklist
- Tree Protection Plan
- Urban Transportation Consideration.

City staff are reviewing the application for completeness.

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 public realm, heritage, built form and built form for tall buildings;
3. Conformity with the *Downtown Tall Buildings Vision and Performance Standards Design Guidelines*;
4. Built form concerns including: height and density of the proposal, shadow impacts on surrounding properties, open space, the public realm and impacts on the view corridors for City Hall and the Ontario Legislative Assembly Building;

5. Other built form and massing issues including, but not limited to: tower floorplate size, setbacks, stepbacks, views, sky view, light penetration, privacy, wind mitigation, and pedestrian realm improvements including continuous weather protection;
6. Retention of on-site employment;
7. Mix of unit sizes and provision of family-sized units;
8. Sustainability approach including compliance with the TGS;
9. Provision of PATH connections and knockout panels in compliance with the PATH Master Plan;
10. The provision of spaces for a car-sharing facility, traffic and neighbourhood parking impacts (considering the sub-standard parking supply) as well as provision of visitor bike parking spaces at grade; and
11. Identification and securing of public benefits pursuant to Section 37 of the Planning Act should the proposal be recommended for approval.

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

CONTACT

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SIGNATURE

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

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ATTACHMENTS

Attachment 1: Site Plan

Attachment 2: North Elevation

Attachment 3: East Elevation

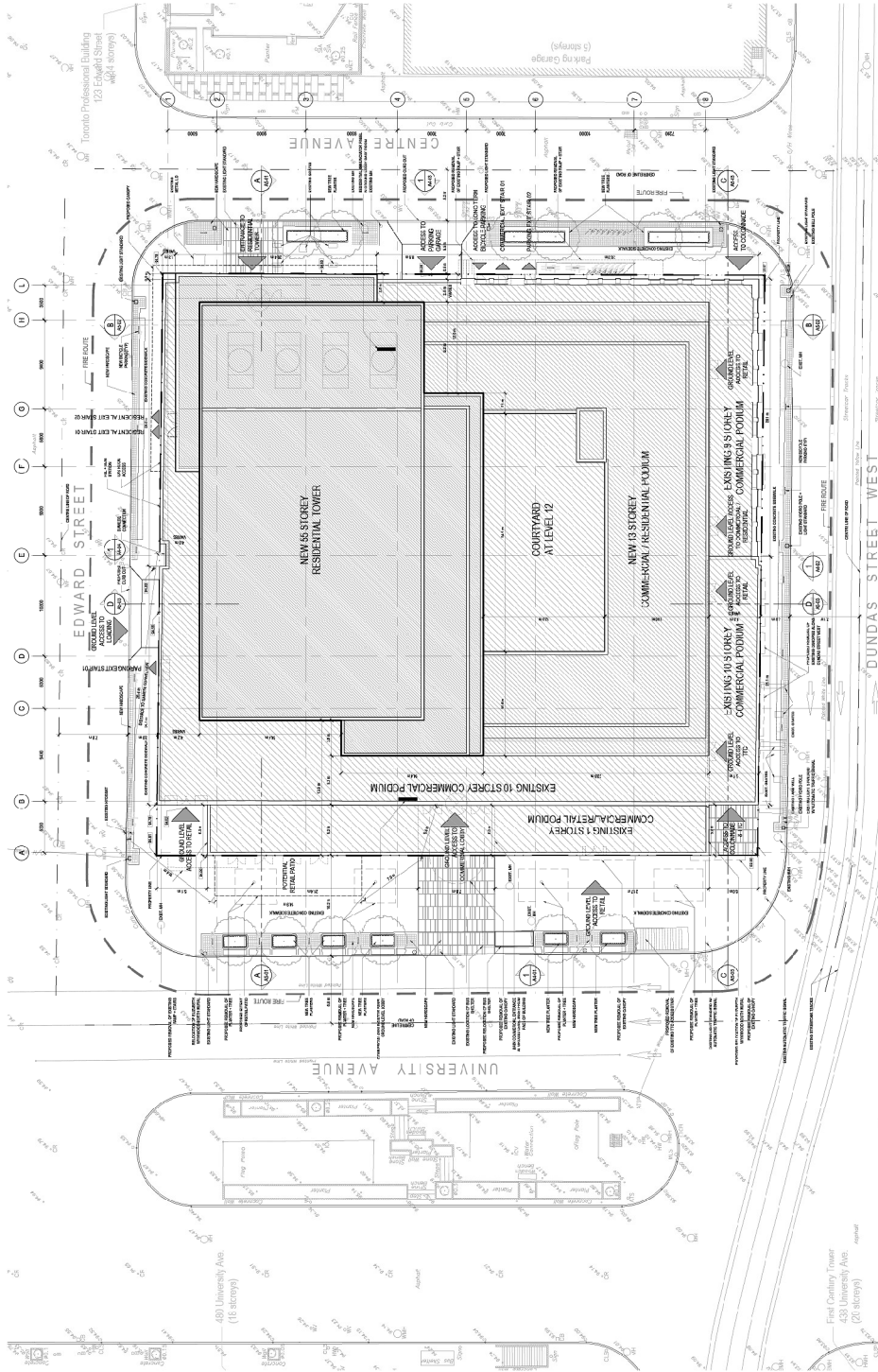
Attachment 4: South Elevation

Attachment 5: West Elevation

Attachment 6: Zoning

Attachment 7: Application Data Sheet

Attachment 1: Site Plan



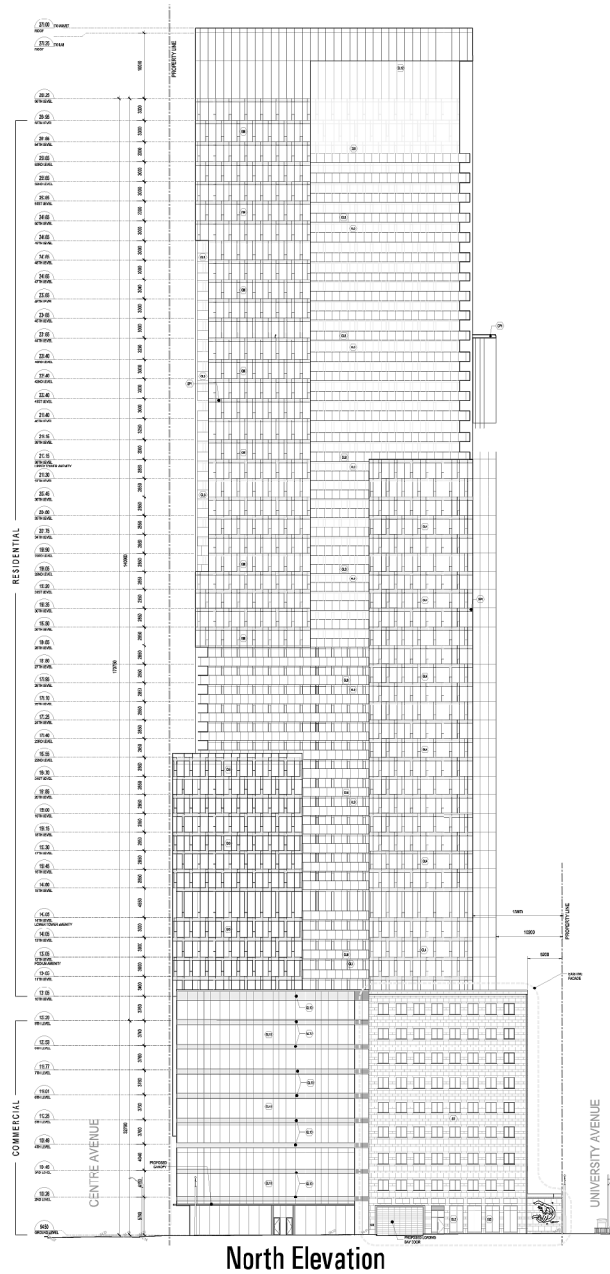
481 University Avenue

Site Plan
 Applicant's Submitted Drawing

File # 13 123864-02

Not to Scale
 03/08/2013

Attachment 2: North Elevation



Elevations

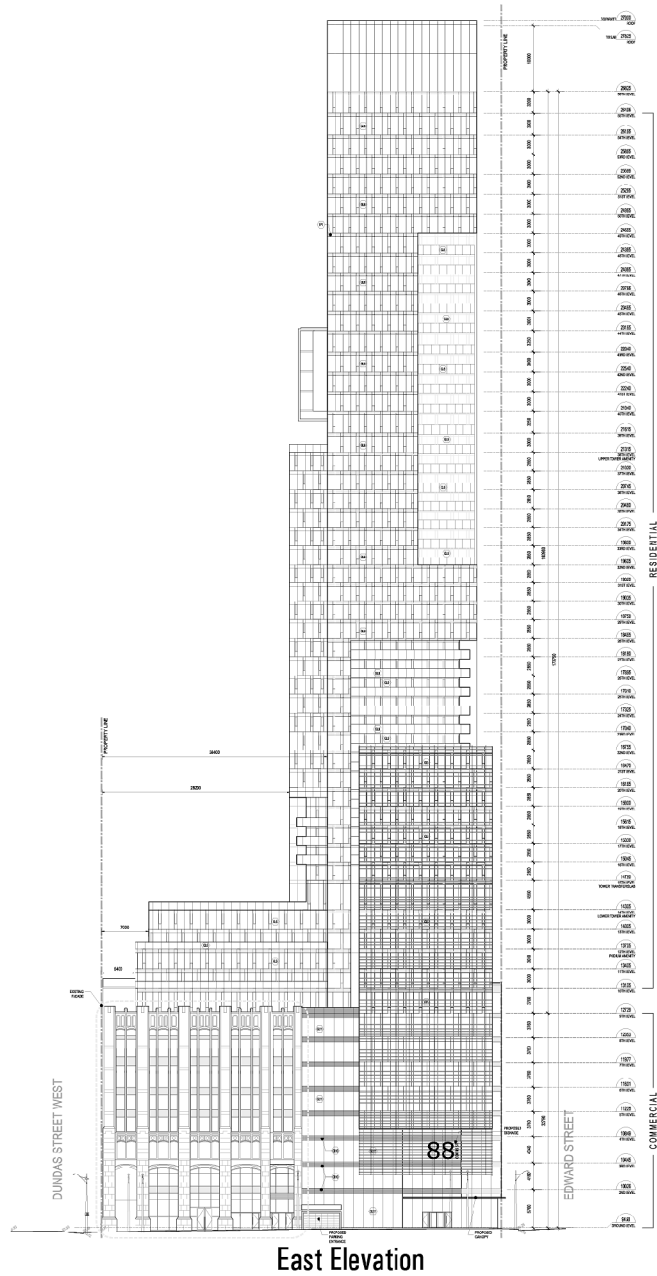
Applicant's Submitted Drawing

Not to Scale
03/08/2013

481 University Avenue

File # 13 123864 0Z

Attachment 3: East Elevation



Elevations

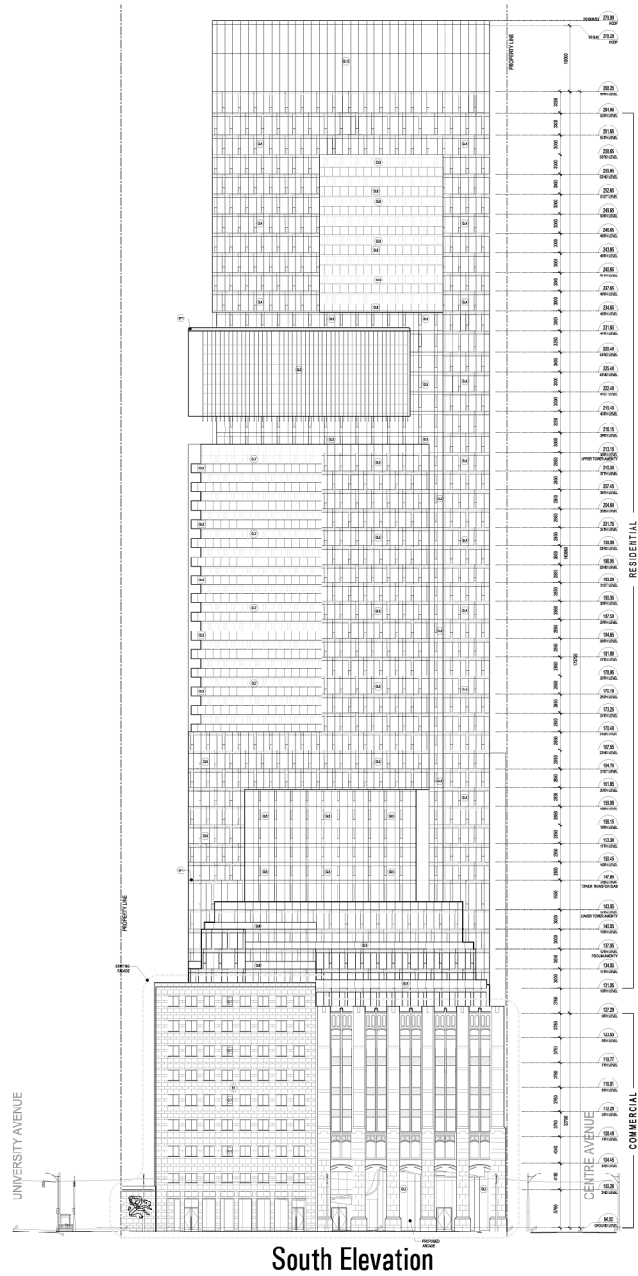
Applicant's Submitted Drawing

Not to Scale
03/08/2013

481 University Avenue

File # 13 123864 OZ

Attachment 4: South Elevation



Elevations

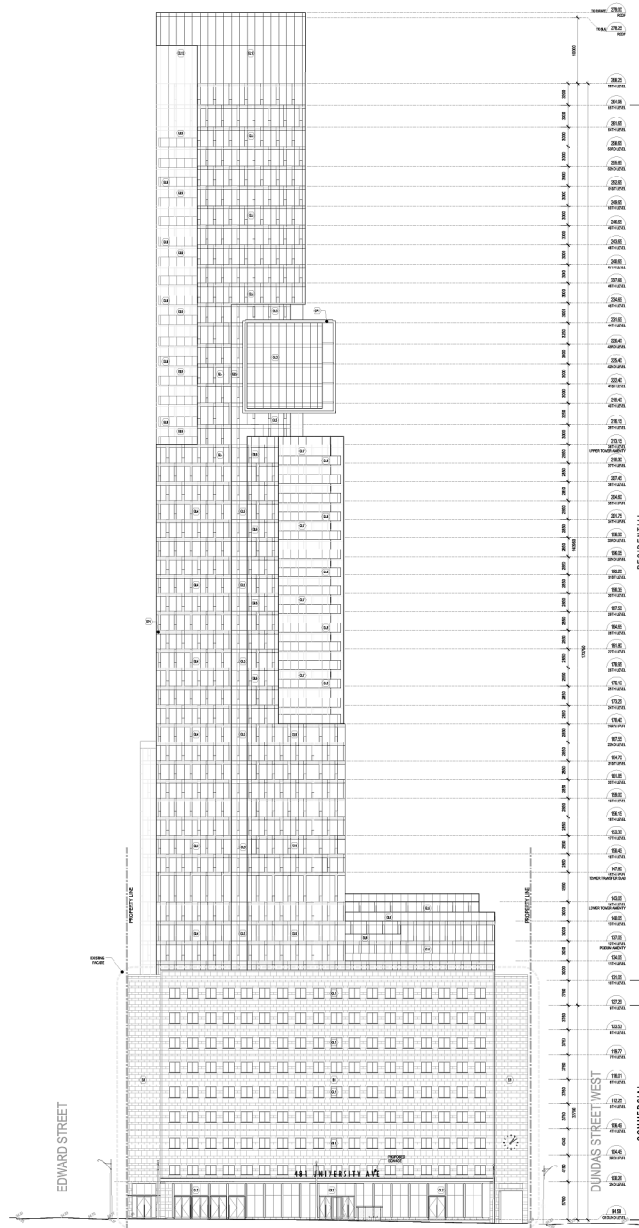
Applicant's Submitted Drawing

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03/08/2013

481 University Avenue

File # 13 123864 0Z

Attachment 5: West Elevation



West Elevation

Elevations

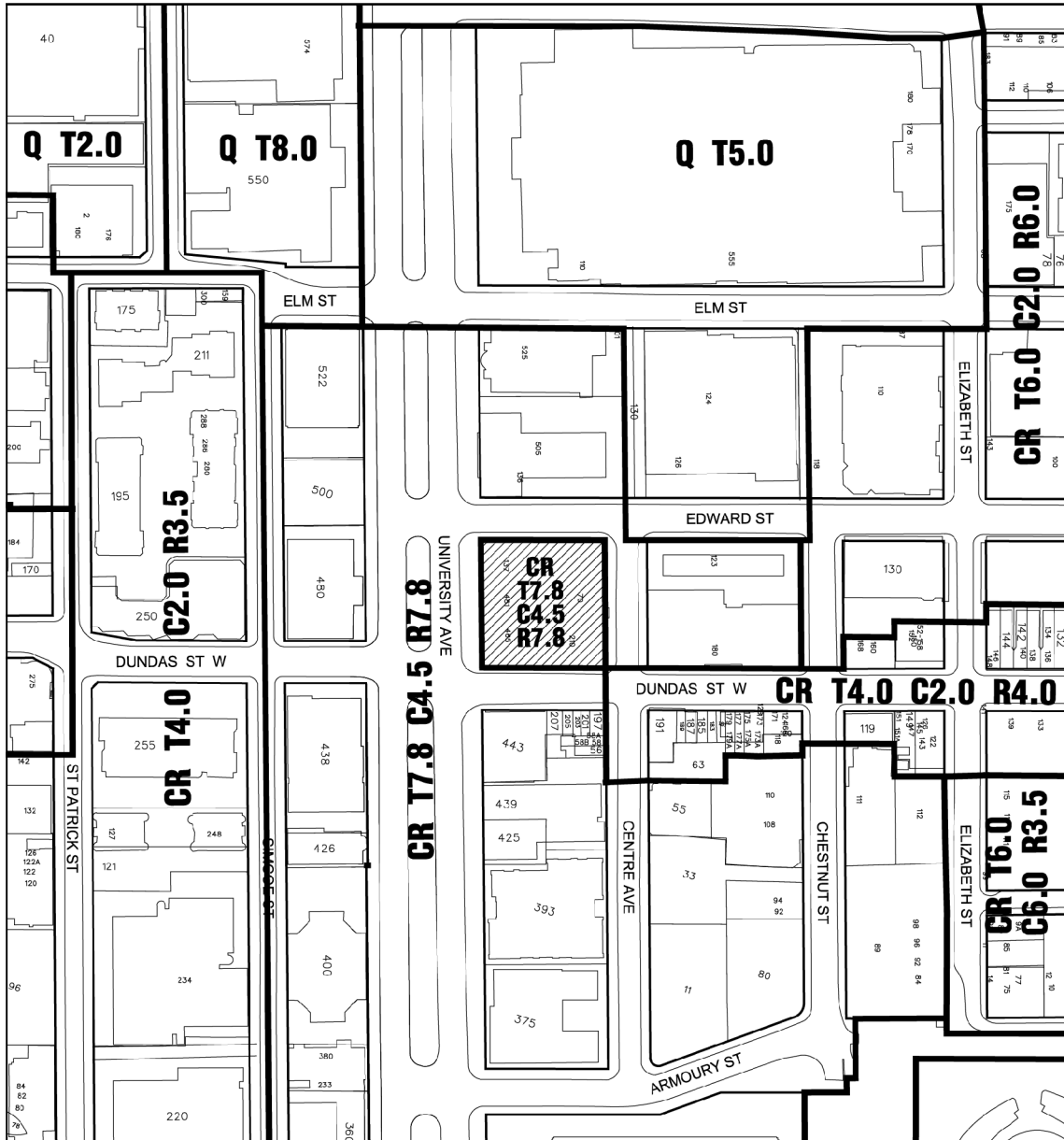
Applicant's Submitted Drawing

Not to Scale
03/08/2013

481 University Avenue

File # 13 123864 0Z

Attachment 6: Zoning



TORONTO City Planning
Zoning

481 University Avenue

File # 13 123864 0Z

CR Mixed-Use District
 Q Mixed-Use District



Not to Scale
 Zoning By-law 438-86 (as amended)
 Extracted 03/08/2013

Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	13 123864 STE 27 OZ
Details	Rezoning, Standard	Application Date:	February 22, 2013
Municipal Address:	481 UNIVERSITY AVENUE, 210 DUNDAS STREET WEST, 70 CENTRE AVENUE AND 137 EDWARD STREET		
Location Description:	PLAN 147 LOTS 16 TO 20 E/S UNIVERSITY AVE AND LOTS 16 TO 20 W/S CENTRE AVE **GRID S2711		
Project Description:	Rezoning application to permit the re-development of the lands for the purposes of a new mixed use building, 55 stories in height complete with 49,858m ² (748 units) of residential space, 3,192m ² of retail space and 22,207m ² of office space. This proposal includes a total of 378 parking spaces all of which are below grade.		

Applicant:	Agent:	Architect:	Owner:
Urban Strategies Inc. 197 Spadina Avenue, Toronto, ON M5T 2C8	Urban Strategies Inc. 197 Spadina Avenue, Toronto, ON M5T 2C8	B+H Architects 481 University Ave. Ste. 300 Toronto, ON M5G 2P3	481 Uni Investments Inc. 4576 Yonge St. Ste. 700 Toronto, ON M2N 6N4

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision: No
Zoning:	CR T7.8 C4.5 R7.8	Historical Status: Yes
Height Limit (m):	76	Site Plan Control Area: Yes

PROJECT INFORMATION

Site Area (sq. m):	3593	Height:	Storeys:	55
Frontage (m):	61		Metres:	173.75
Depth (m):	59			
Total Ground Floor Area (sq. m):	3129			Total
Total Residential GFA (sq. m):	49858		Parking Spaces:	378
Total Non-Residential GFA (sq. m):	25399		Loading Docks	4
Total GFA (sq. m):	75257			
Lot Coverage Ratio (%):	87.1			
Floor Space Index:	21			

DWELLING UNITS

Tenure Type:	Condo
Rooms:	0
Bachelor:	134 (18%)
1 Bedroom:	328 (44%)
2 Bedroom:	219 (29%)
3 + Bedroom:	67 (9%)
Total Units:	748

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):		49,858	0
Retail GFA (sq. m):		3,192	0
Office GFA (sq. m):		22,207	0
Industrial GFA (sq. m):		0	0
Institutional/Other GFA (sq. m):		0	0

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