

**Downtown Tall Buildings Project - Consultant's Study, Public Consultation and Implementation**

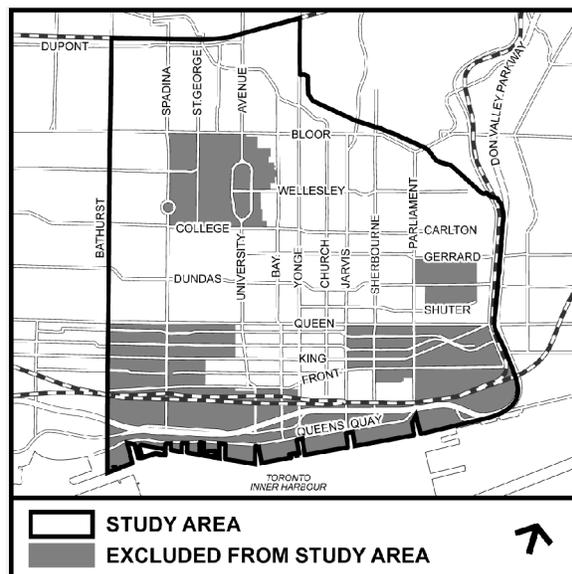
<b>Date:</b>	January 27, 2012
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District Director, Urban Design
<b>Wards:</b>	Ward Numbers 20, 27 and 28
<b>Reference Number:</b>	File No. 10 134830 CPS OO TM

**SUMMARY**

The purpose of this report is to inform City Council of the “Tall Buildings, Inviting Change in Downtown Toronto” Consultant’s Study, including public consultation outcomes, and to seek City Council adoption of a set of Vision, Height and Typology Criteria and Performance Standards to guide Downtown Tall Buildings development. The report also identifies further implementation options for the criteria and performance standards noted above.

City Planning Division commissioned Urban Strategies Incorporated to complete a study within Downtown Toronto that identifies where tall buildings should be located, how high they should be and how they should behave towards each other and the public streets and spaces around them.

The “Tall Buildings, Inviting Change in Downtown Toronto” Consultant’s Study follows previously completed planning studies which looked at the behaviour of tall buildings, but not their appropriate location, building upon pre-existing citywide tall building design guidelines known as the “Design Criteria for Review of Tall Building Proposals”.



In addition to addressing the issue of appropriate site location for Downtown tall buildings, the Consultant's Study also provides performance standards to be applied in the assessment and approval of Downtown tall building development. These performance standards relate to the design, spacing, placement and orientation of tall buildings. They have been derived from a detailed on-the-ground assessment of local conditions within Downtown Toronto, through selective testing of chosen sites and through an assessment of best practices relating to tall building development in cities from across North America.

The Consultant's Study area is bounded by Bathurst Street on the west, the rail corridor north of Dupont Street on the north, the Don Valley Parkway on the east and the Toronto Harbour on the south. Secondary Planning Areas falling within this Study area boundary do not form part of the Consultant's Study recommendations.

The Consultant's Study recommendations with regard to Downtown tall building locations, heights, typologies and performance standards have been revised by staff following public consultation and further staff assessment, as will be detailed in this report. It is staff's intention to consolidate the citywide tall building design guidelines with the Downtown tall building design guidelines into one comprehensive document which is able to accommodate locational criteria and performance standards relating to unique challenges faced by tall building development in the Downtown in the Second Quarter of 2012.

## **RECOMMENDATIONS**

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

1. City Council adopt the "Downtown Tall Buildings Vision and Performance Standards Design Guidelines", attached to this report as Attachments 1 through 7 from the Director, Community Planning, Toronto and East York District, City Planning Division and the Director, Urban Design, City Planning Division, dated January 27, 2012.
2. City Council direct staff to use the Downtown Tall Buildings Vision and Performance Standards Design Guidelines in the evaluation of all new and current tall building development proposals falling within the Guideline boundaries.
3. City Council direct the Chief Planner and Executive Director, City Planning to consolidate the Downtown Tall Buildings Vision and Performance Standards Design Guidelines with the citywide tall building guidelines entitled "Design Criteria for the Review of Tall Building Proposals" when these citywide guidelines are further revised and modified in the Second Quarter of 2012.
4. City Council direct the Chief Planner and Executive Director, City Planning to bring forward a staff report identifying future implementation options for the Downtown Tall Buildings Vision and Performance Standards, which include, but

are not limited to amendments to the City's Official Plan, Zoning By-law and use of other planning tools.

5. City Council approve the addition of a new "Downtown Design Review District" and add Tall Building site plan and zoning amendment applications located in the Downtown to the City's Design Review Panel process for those applications that contain "significant public realm impacts" as a result of their location, scale, form or architectural quality.

### **Financial Impact**

There are no financial implications.

## **BACKGROUND**

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During the past decade residential and mixed-use development in Downtown Toronto has increased dramatically, mainly through buildings which are much taller than the City's current Zoning By-law maximum height limits anticipated. The style and character of tall buildings has also changed from one with shorter and bulkier or longer slab floor plates to taller "point" towers with smaller floor plate sizes. Today, tall buildings are being sited closer to each other and to the edges of established mid and low-rise areas. The smaller lot sizes in the Downtown and the fragmented nature of lot ownership which makes land assembly more difficult, the somewhat irregular laneway system that causes challenges for servicing of multi-storey buildings and an important and sensitive historic context, has resulted in special locational challenges for assessing and reviewing tall building development in Downtown Toronto.

These conditions created a need to further study the Downtown. The Downtown Tall Buildings Project was commenced in two phases:

### **Phase 1: Designing Tall Buildings**

In 2003, City Planning Division commissioned a consultant's study entitled "Design Criteria for the Review of Tall Building Proposals". City Council adopted the report and the citywide tall buildings design guidelines in 2006. These guidelines have undergone a period of testing and stakeholder consultation, and are being used by staff to evaluate tall building development proposals across the City.

### **Phase 2: Locating Tall Buildings**

Subsequent to the release of the citywide tall building design guidelines, City Planning staff undertook a comprehensive tall buildings visioning, mapping and 3D modeling exercise, specifically for the Downtown. The purpose of the "Downtown Tall Buildings Project" was to provide a more fine grained analysis of areas within the Downtown that were experiencing development pressures and to determine their degree of suitability for tall building development. In 2007, funds were approved to undertake a consultant's study focusing on "Intensification and Tall Building Location Analysis" for the

Downtown. The City issued an RFP, selecting planning firms Urban Strategies Inc. and Hariri Pontarini Architects to complete the study, the purpose of which, as defined by the RFP was to:

- Implement the strategic direction set by the City's Official Plan, and in particular Chapter Three: Building A Successful City;
- Improve the quality of the built environment and public realm in the Downtown and define its sense of place;
- Engage the public by providing an opportunity for a local "visioning" exercise;
- Increase public confidence by improving the predictability and transparency of the tall buildings evaluation and development approvals process; and
- Reduce the number of tall building development proposals being adjudicated by the Ontario Municipal Board and the variability of Board decisions with regard to these proposals.

The Consultant's Study was to create a vision for Downtown tall buildings - identifying the framework of Downtown streets that tall buildings should be located on, the general height for tall buildings located along these streets and their generic built form typology. Together this vision along with performance standards for the tall buildings were intended to add a greater level of clarity and detail in the review of Downtown tall building applications.

The draft Consultant's Study was submitted to City Planning staff in the summer of 2009. Additional work followed, with the final Study document being submitted in April of 2010. After the municipal elections in the spring of 2011, City Planning Division, in association with Urban Strategies Inc., held open houses/community meetings in each of the wards affected by the Study area (Wards 20, 27 and 28), to introduce the vision and objectives of the Study, its findings and recommendations. Meetings also took place with the following professional and industry based associations: the Urban Land Institute (ULI); the Building Industry and Land Development Association (BILD); the Toronto Society of Architect (TSA); the City of Toronto Design Review Panel (DPR) and the Ontario Professional Planners Institute (OPPI). The summary of questions and comments received during and after the public consultation meetings are found in Attachment 8 of this report.

The "Tall Buildings, Inviting Change in Downtown Toronto" Study is available on the City Planning Division's website. <http://www.toronto.ca/planning/tallbuildingstudy.htm>. Also available on the site is a video produced by Leslieville Productions in cooperation with Urban Strategies Inc. and City Planning. This video provides an overview of the Consultant's Study and was prepared for the public consultation process that followed its release.

## **ORGANIZATION OF THIS REPORT**

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This report consists of three parts as follows:

**Part 1:** The first part sets the Downtown Tall Building Project into its broader provincial and municipal growth management perspective. It also provides an overview of the key issues addressed in the Consultant's Study and the public's commentary regarding these issues. The first part of the report consists of the following sections:

- 1) High Streets Vision
- 2) Heights Along High Streets
- 3) Tall Building Typologies
- 4) Tall Building Podiums
- 5) Street Level Conditions
- 6) Tall Buildings on Small Sites
- 7) Sidewalk Widths
- 8) Tall Buildings Design Excellence
- 9) Sustainable Tall Building Design
- 10) Heritage Conservation and Tall Buildings

**Part 2:** The second part of the report focuses on establishing Performance Standards for new Downtown tall building development. The 23 Performance Standards described in Section 11 of this report originate with the Consultant's Study but have been further revised City Planning staff.

**Part 3:** The final part of the report consists of the conclusion and recommended next steps as well as the Maps and other Attachments. The Maps originated with the Consultant's Study but have also been further revised by staff. Maps and other Attachments to the report include the following:

**Attachment 1:**

**High Streets Map** - Shows the location of the High Streets and Secondary High Streets. "High Streets" are those parts of major Downtown streets on which tall buildings are considered to be an appropriate form of development. Secondary High Streets are streets that run between and adjacent to High Streets and are mostly lined with residential apartment buildings on which tall buildings are an appropriate form of development.

**Attachment 2:**

**Downtown Vision Height Map** - Shows height ranges proposed along the High Streets.

**Attachment 3:**

**High Streets Typologies Map** - Shows the built form typologies assigned to High Streets and Secondary High Streets. Typologies include the following generic forms: Along High Streets - Tower-Podium, Canyon, and Landscaped Setback forms; and

along Secondary High Streets - Residential Landscaped Setback, Tower-Podium and Canyon forms.

**Attachment 4:**

**Priority Retail Streets Map** - Shows the location of streets identified as "Priority Retail Streets".

**Attachment 5:**

**Downtown Tall Building Vision and Performance Standards Design Guidelines** - Includes the vision statement and complete set of performance standards for Downtown tall buildings.

**Attachment 6:**

**Prototype Diagram of Tower-Podium Form Tall Building** - Provides a diagram of a prototypical tall building applying key performance standards.

**Attachment 7:**

**Heritage Conservation Principles** - Provides guidance for achieving good heritage conservation as directed by Performance Standard 22, described in the report.

**Attachments 1 through 7 together form the Downtown Tall Building Vision and Performance Standards Design Guidelines.**

**Attachment 8:**

**Community Consultation Summary** - Summarizes community and stakeholder feedback with regard to the Consultant's Study.

**Attachment 9:**

**Downtown Tall Buildings Vision and Performance Standards - Future Implementation Options** - Provides a chart listing further implementation options for each of the performance standards described in the report.

**Guidelines Consolidation:** As noted previously in this report, staff intends to consolidate the Downtown tall buildings design guidelines into one comprehensive document with the citywide tall building design guidelines in a manner that continues to recognize the unique characteristics and challenges faced by Downtown tall building development. When completed, this consolidated guideline will supersede the two previous documents.

**Guidelines Harmonization:** The Consultant's Study uses the term "podium" to describe "base building" conditions. This terminology has been carried forward into the report. However, because the Official Plan and the citywide guidelines use the term "base building", future consolidation of the Downtown design guidelines with the citywide guidelines will provide an opportunity to revise podium references to those of "base building" for citywide consistency regarding this term.

## COMMENTS

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### Part 1

#### Understanding the Broader Policy Direction - Provincial / Municipal Interface

##### *Provincial Policy Statement (PPS), 2005*

The PPS provides policy direction on matters of provincial interest related to land use planning and development. The key objectives of the PPS include building strong communities, wise use and management of resources and protecting health and safety. The PPS includes policies directing municipalities to manage and direct the use of land to achieve efficient development patterns. Policy 1.1.3.3 states that Planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas and the availability of suitable existing or planning infrastructure and public service facilities required to accommodate projected needs. The PPS recognizes that municipalities, through their Official Plans, will implement policies that direct growth that are consistent with the PPS.

Within the Downtown core, the promotion of intensification and redevelopment must also be reconciled with regard to other matters of provincial interest, including the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest.

Policies of particular relevance for the conservation of heritage features are contained in Section 2 of the PPS, *Wise Use and Management of Resources*, in which the preamble states that "Ontario's long-term prosperity, environmental health, and social well-being depend on protecting natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources for their economic, environmental and social benefits."

Accordingly, subsection 2.6, "Cultural Heritage and Archaeological Resources" states that significant built heritage resources and significant cultural heritage landscapes shall be conserved and that development and site alteration shall only be permitted on lands containing archaeological resources or areas of archaeological potential if the significant archaeological resources have been conserved by removal and documentation, or by preservation on site. It also states that where significant archaeological resources must be preserved on site, only development and site alteration which maintain the heritage integrity of the site may be permitted. Finally, it also notes that development and site alteration may be permitted on adjacent lands to protected heritage property where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved and where mitigative measures and/or alternative development approaches may be required in order to conserve the heritage attributes of the protected heritage property affected by the adjacent development or site alteration.

### ***Growth Plan for the Greater Golden Horseshoe, 2006***

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth. It contains policies to direct where and how growth should occur, what infrastructure is required to support growth and what policies are needed to protect natural systems and cultivate a culture of conservation. The *Planning Act* requires that City Council's planning decisions conform to the *Growth Plan for the Greater Golden Horseshoe*.

Downtown Toronto is identified as an urban growth centre in the Growth Plan, which will accommodate a significant share of population and employment growth. Section 2.2.3 of the Growth Plan clearly states that municipalities will facilitate and promote intensification, but also identify the appropriate type and scale of development in intensification areas, provide high quality public open spaces with site design and urban design standards that create attractive and vibrant places; support transit, walking and cycling for everyday activities; and (amongst other matters), achieve appropriate transition of built form to adjacent areas.

In addition, the Growth Plan states in Section 4.2.4 that municipalities will develop and implement Official Plan policies and other strategies in support of cultural heritage conservation, including conservation of cultural heritage and archaeological resources where feasible, as built-up areas are intensified. Part 4 of the *Growth Plan* makes reference to "irreplaceable cultural heritage sites...that are essential for the long-term economic prosperity, quality of life....These valuable assets must be wisely protected and managed as part of planning or future growth," and directs that a balanced approach to the wise use and management of all resources will be implemented.

### ***City of Toronto Official Plan***

The City of Toronto Official Plan through its growth strategy and land use designations supports and compliments the PPS and the Growth Plan. It provides a comprehensive policy framework to direct and manage physical, social and economic change. The Official Plan encourages population and employment growth, recognizing that directing growth to appropriate areas is critical to Toronto's future. Chapter Two sets out the growth management strategy to guide reurbanization and direct job and population growth to certain "growth" areas including the *Downtown and Central Waterfront*, the *Centres*, the *Avenues* and *Employment Districts* - shown on Map 2, Urban Structure. The Official Plan indicates that tall buildings are appropriate in the *Downtown*, but not all areas of the *Downtown*.

Official Plan Policies 3.1.2 Built Form and 3.1.3 Built Form – Tall Buildings, underscore the importance of locating and organizing new development to fit with the "existing" and the "planned" context of a given area, including the Downtown. The existing context refers to what is there now. The planned context refers to what is intended in the future. In stable areas, such as *Neighbourhoods* and *Apartment Neighbourhoods*, development

will be massed to fit the existing and/or planned context. In growth areas, such as the *Downtown*, the *Centres* and the *Avenues*, the planned context anticipates change.

The intensity of growth in each of the land use designations depends on where they are located in the City. For example, *Mixed Use Areas* in the *Downtown and Central Waterfront* have the most intense urban form in terms of densities and built form. The Official Plan also contains policies for development in *Mixed Use Areas* that are adjacent to or close to *Neighbourhoods*. Section 2.3.1, Healthy Neighbourhoods, states that development in *Mixed Uses Areas* that are adjacent or close to *Neighbourhoods* will be compatible with those *Neighbourhoods*; provide a gradual transition in scale and density, as necessary to achieve the objectives of this Plan through the stepping down of buildings towards and setbacks from the *Neighbourhoods*; and other matters.

The Official Plan also contains a number of policies in Section 3.1.5 with respect to the protection of heritage resources. Specifically, heritage resources will be conserved through listing properties of architectural and/or historic interest on the City's Inventory of Heritage Properties, designating them and entering into conservation agreements with owners of such properties. Areas with a concentration of heritage properties will be designated as Heritage Conservation Districts and design guidelines will be adopted to maintain them and improve their character (3.1.5.1). The Official Plan also requires that heritage resources on properties listed on the City's Heritage Inventory will be conserved and that a Heritage Impact Statement will be required where the development entails an amendment to the Official Plan and/or Zoning By-law. Further, development adjacent to properties on the Heritage Inventory will respect the scale, character and form of the heritage buildings and landscapes.

Other Official Plan principles and policies relating to prerequisites required for successful Downtown living and working are captured in Policy 2.2.1 Downtown: the Heart of Toronto.

### **Planned Context - Identifying Appropriate Types and Scale of Tall Building Development in Downtown Toronto**

Toronto's Downtown area is designated as a growth area in the City's Official Plan. Since the Official Plan was adopted, growth has been largely happening in places as directed in the Official Plan, including the Downtown (for more information on Downtown growth trends refer to [http://www.toronto.ca/planning/pdf/grow\\_jun2011.pdf](http://www.toronto.ca/planning/pdf/grow_jun2011.pdf)). While the City's Official Plan has provided direction on the intensity and nature of this growth outside the Downtown and in areas of the Downtown subject to Secondary Plans, Official Plan policies have not provided a vision and a framework within which to address the specific issue of appropriate locations for the redeployment of height within these other areas of the Downtown.

Where there are no height and density limits in the Official Plan, the Plan directs that height and density aspects of the planned context be determined on the basis of an area review. The Consultant's Study provides this area review for parts of the Downtown not

covered by Secondary Plans or area specific Official Plan policies by addressing where within the "Mixed Use Areas" of the Downtown, tall building development should be specifically directed (the planned context) and in what manner and at what scale - in order to achieve compatibility with other buildings; public spaces; streets; transitional areas and existing lower scale neighbourhoods.

## **CONSULTANT'S STUDY DETAILS AND STAFF COMMENTS:**

This section of the report provides information with regard to the status of the Consultant's Study, including consultation outcomes, City Planning staff comments and options for next steps to further implement Study recommendations. A summary of the Consultant's Study recommendations, and an identification of the issues and potential solutions being examined in response to recommendations and issues raised, is found under the following headings below: High Streets Vision; Heights Along High Streets; Tall Building Typologies; Tall Building Podiums; Street Level Conditions; Tall Building Lots; Sidewalk Widths; Tall Buildings Design Excellence; Sustainable Tall Building Design; Heritage Conservation and Tall Buildings and Tall Buildings Performance Standards.

### **1) High Streets Vision**

The Study identifies parts of major Downtown streets where tall buildings are considered to be appropriate and calls them "High Streets". The Study's High Streets Vision is a street related height framework that reinforces and speaks to the future structure of Toronto's downtown skyline, its height peaks, ridges, transitional and height sensitive streets. Included are streets such as Bay, Bloor, College, King and others. The Study also creates a category of streets referred to as "Secondary High Streets". These are streets that run between and adjacent to High Streets and are mostly lined with residential apartment buildings on which tall buildings are also an appropriate form of development.

Heights proposed along these High Streets and Secondary High Streets reflect heights that in some cases are similar to the City's existing zoned heights, and in other cases are not. Detailed comparisons of existing, zoned and proposed heights form part of the Consultant's Study findings. The proposed heights are informed by their proximity to parks, view corridors, heritage resources and subway stations. They are shown on Attachment 1 - High Streets Map and Attachment 2 - Downtown Vision Height Map. Revisions to the Consultant's Study Maps have been made by staff further to public and stakeholder consultation.

Revisions to maps include adding or deleting the "High Street" designation along portions of streets originally identified as High Streets by the Consultant's Study; revising height range limits for certain streets; removing reference to greater height permission at all subway nodes and the height peak shown at the intersection of Yonge Street and Bloor Street. Revisions to maps have been made to be consistent with pre-existing Council adopted urban design guidelines in the Consultant's Study area, such as the St. Lawrence Neighbourhood Focused Area Urban Design Guidelines (July 2005); the Bloor

Corridor Visioning Study: Avenue Road to Bathurst Street (November 2009); and Bloor Yorkville/North Midtown Urban Design Guidelines (June 2004) and Official Plan Site and Area Specific Policy 211 (Bloor Yorkville/North Midtown Area). Revisions have also been made to delete certain street portions from the High Streets designation, where staff has determined that a High Street designation would have the effect of diminishing the heritage character and value of buildings along those portions of the street.

High and Secondary High Street designations as per the Consultant's Study recommendations have been revised as follows, all as shown on Attachment 1 - High Streets Map, of this report:

### **North-South High Streets**

- That portion of University Avenue shown as a High Street on both sides of the street between Queen Street West and Armoury Street (on the east side) and the northern boundary of the Canada Life property on the west side (municipally known as 330 University Avenue) - removed;
- That portion of Church Street shown as a High Street on the north side of the street between Park Road and Reynolds Street - removed;
- That portion of Church Street shown as a High Street on both sides of the street between Hayden Street and half a block south of Charles Street - removed;
- That portion of Church Street shown as a High Street on both sides of the street between Alexander Street and Wood Street - removed;
- That portion of Church Street shown as a High Street on both sides of the street between Dundas Street East and Queen Street East - removed;
- That portion of Jarvis Street shown as a High Street on both sides of the street between Shuter Street and Queen Street East - removed; and
- That portion of Sherbourne Street north of Wellesley Street to Bloor Street East on both sides of the street - added as a High Street;
- That portion on the north-west corner of Yonge Street and Davenport Road shown as a High Street - removed.

### **Yonge Street: Special Character Street**

Creating a new guideline designation that applies from the north side of Front Street to the south side of Davenport Road as follows:

- Those portions of Yonge Street, shown as a High Street on both sides of the street between the north side of Front Street and the south side of Davenport Road - removed and replaced with a new designation entitled "Yonge Street - Special Character Street"; and
- Those portions of Yonge Street not designated as a High Street, located between Dundas Street and Gerrard Street and between Grenville/Wood Streets and Hayden Street - added to the "Yonge Street - Special Character Street".

### **East-West High Streets:**

- That portion of Wellesley Street East on both sides of the street between Homewood Avenue and Sherbourne Street – added as a High Street;
- That portion of Dundas Street West shown as a High Street on both sides of the street between McCaul Street and St. Patrick Street - removed;
- That portion of Queen Street West shown as a High Street on the north side of the street between Bay Street and James Street - removed;
- That portion of King Street West shown as a High Street on the south side of the street between John Street and Simcoe Street - removed; and
- That portion of Queen Street East shown as a High Street on the north side of the street between Bond Street and Church Street - removed;
- That portion of Queen Street East shown as a High Street on the south side of the street between 89 Queen Street East and Jarvis Street - removed;
- That portion of King Street East shown as a High Street on both sides of the street between Toronto Street (north side of King) /Leader Lane (south side of King) and Church Street - removed;
- That portion of Richmond Street East shown as a High Street on both sides of the street between the east side of Church Street and Jarvis Street - removed;
- That portion on the north side of Adelaide Street East shown as a High Street between the east side of Church Street and Jarvis Street - removed;
- That portion of Wellington Street East shown as a High Street on the north side of the street between Scott Street and Jarvis Street - removed.

### **Secondary High Streets**

- That portion of Yorkville Avenue shown as a Secondary High Street on both sides of the street between Bay Street and Yonge Street - removed;
- That portion of St. Nicholas Street shown as a Secondary High Street between Charles and St. Mary Street and between St. Joseph and Wellesley Street West - removed;
- That portion of Asquith Avenue shown as a Secondary High Street between Park Road and Church Street - removed;
- That portion of Park Road shown as a Secondary High Street between Asquith Avenue and Church Street - removed;
- That portion of Court Street shown as a Secondary High Street between Toronto Street and Church Street - removed; and
- That portion of Colborne Street shown as a Secondary High Street between Leader Lane and Church Street - removed.

### ***Church Street and Yonge Street Visions***

Much discussion ensued at the consultation meetings with regard to those portions of Yonge Street and Church Street that were excluded as "High Streets" from the Consultant's Study, given that both streets, but in particular Yonge Street, form such a

pivotal part of the City's Downtown built form history and identity. Some members of the public felt that the intentional exclusion of sections of Yonge Street from a "High Streets" designation did not pro-actively confront the issue of the type of development that is appropriate along this street, especially in light of recent tall building development application activity in the area. In response to these concerns, staff has made further recommendations with regard to both these streets as outlined below:

### ***Church Street Vision***

During the public consultation process, suggestions were made to include that portion of Church Street between Wood Street to just south of Charles Street as a "High Street", based on emerging development pressure in the area. However, like Yonge Street, Church Street is defined in the Consultant's Study by a series of height peaks and low-rise areas, while maintaining its character as a pedestrian street. The consultants wrote: "The heart of Church Street, from Wood Street to just south of Charles Street, is the City's original gay village, characterized by its predominant low-rise historic main street form. Tall buildings are not appropriate along this segment of Church Street, and it has therefore not been assigned a High Street designation".

Staff concur with the this assessment and are of the opinion that an existing 44 degree angular plane in Zoning By-law 438-86, measured 16 metres up from the Church Street property lines between Hayden Street and Gerrard Street and the existing height limits in the Zoning By-law for properties fronting along the portion of the street between Alexander and Hayden Street, of 12 to 18 to 30 metres, are appropriate and should remain in place. Staff also recommend that the boundaries of the Church Street area excluded by the consultant from the High Street designation should be revised at its northerly and southerly boundaries as follows: Those portions of Church Street shown as a High Street on both sides of the street between Hayden Street and half a block south of Charles Street and between Alexander Street and Wood Street, should be removed from the High Street designation. The 30 and 46 metre height limit currently in the Zoning By-law for the area between Wood Street and Alexander Street continues to be appropriate.

Lastly, staff has determined that the Church Street blocks shown as a High Street on both sides of the street between Dundas Street East and Queen Street East should be removed due to the high concentration of heritage properties along the street. This includes the Metropolitan United Church, as well as building fabric that contextually support these heritage properties.

### ***Yonge Street Vision***

There has been much discussion with regard to the future of Yonge Street and its overall suitability as a "High Street" within the context of the Consultant's Study. Yonge Street area resident associations and Yonge Street business owners have expressed the opinion that the street is under siege from activity relating to perceived levels of "untapped" tall building development potential and that this threatens Yonge Street's future economic stability and historical authenticity. These stakeholders would prefer to see Yonge

Street's significance acknowledged in a more coherent fashion and individual development proposals guided by a set of consistent principles and standards.

Yonge Street is Toronto's original main street and is paramount in its historic significance. It has played many roles in the development of the City. Today, it is an important cultural corridor and subway line, and an active street for shoppers, pedestrian commuters and visitors to the Downtown core. Throughout the Downtown, Yonge Street displays a narrow rhythm of retail frontages that respect the street's historic character. Much of the portion of Yonge Street between Queen Street and Bloor Street is characterized by a predominantly low rise main street building typology that has a prevailing street wall height of 2 to 4 storeys, narrow retail frontages of around 16 metres in width and shallow lot depths of between 18 to 25 to 30 metres deep.

The success and attraction of Yonge Street as a pedestrian oriented public corridor lies in the sensitivity of new built form to the prevailing context. From Edward Street to the south side of Gerrard Street, and from Grenville/Wood Streets to Hayden Street, Yonge Street displays a low-rise street character that reflects its historic role as a traditional main street, making tall buildings generally inappropriate along such segments. South of Queen Street, a canyon of tall buildings marks Yonge Street's passage through the eastern edge of the City's Financial District. North of Queen Street, it forms a series of height peaks and low-rise areas. Height peaks occur at Bloor Street, between Queen Street and Edward Street, between Gerrard Street and Grenville/Wood Streets, and between Hayden Street and Davenport Road. The west side of Yonge Street, north of Bloor, between Cumberland and Yorkville Streets also reflects a city block that has retained its traditional heritage character.

There are two additional Planning studies currently under way related to portions of Yonge Street. The first is a Toronto and East York Community Council directed study undertaken by City Planning staff, referred to as the "North Downtown Yonge Street Planning Framework Study" which focuses on Yonge Street between Bloor Street and College/Carlton Street. The second is the "Yonge Street Planning" study by KPMB/Greenberg Consultants, commissioned by Councillor Kristyn Wong-Tam, which looks at ways of revitalizing Yonge Street from Dundas to Gerrard Street and which is under review by City Planning staff. There is also a discussion underway to consider studying the area of Yonge Street bounded by College/Carlton Street to Davenport Road, as a potential Heritage Conservation District.

As this further planning work emerges, there is immediate merit in unifying Yonge Street's iconic Downtown stature by identifying the entire street, within the boundaries of the Downtown Tall Buildings Project area, as a Special Character Street. The purpose of a "Yonge Street: Special Character Street" is to:

- Provide for one designation along Yonge Street that recognizes its overall heritage value and iconic stature but accommodates its differing re-development potential along specific segments of the street (this entails removing the "High Street" designation proposed by the Consultant's Study and replacing it with the

"Special Character Street" designation, and incorporating the "white areas" along Yonge Street into this new designation);

- Provide a place marker to better guide development along the street until such time as further planning work has been completed and incorporated into the Downtown tall building design guidelines; and
- Signal to the development community that tall building development along Yonge Street may be appropriate along limited portions of the street but subject to special setbacks (outlined below) and to Downtown tall building Performance Standards described in Section 11 of this report.

It is recognized that there are some sites along portions of Yonge Street where tall building development may be possible, as lot size, depth and specific location can physically accommodate a tall building and its service requirements, and where there are no heritage resource considerations to be had that would be irrevocably compromised through tall building development. In these instances, the Downtown Tall Buildings Vision and Performance Standards Design Guidelines (Attachments 1 to 7) would apply, but with a specific requirement that the tower portions of the tall building be appropriately stepped back from Yonge Street to preserve, retain or replicate the low-rise main street, traditional retail character of the existing buildings along the street; preserve sunlight on the sidewalks and provide for an unobstructed vista up and down the street that would be further compromised by tall building towers being positioned too close to the street's edge. Street wall heights for new tall building development along Yonge Street should be consistent with the prevailing heights of adjacent heritage buildings. For corner sites, appropriate setbacks should be considered along both frontages with the specific conditions of the site being taken into account.

Staff recommends that the Consultant's Study map boundaries be revised to remove reference to specific height ranges along portions of Yonge Street and that the specific heights of the tower portions of any tall building development sites be determined on a site-by-site basis, taking into account the heights of adjacent buildings; heights proposed along adjacent High Streets and Secondary High Streets and the possible negative impacts of tall building development on adjacent open space and parks, landmark views and heritage resources, as follows:

#### **Yonge Street: Special Character Street (Height)**

- Height along that portion of Yonge Street on both sides of the street between Front Street and the south side of Queen Street, forming part of the Yonge Street Special Character Street designation - remains at 107 m to 182 m;
- Height along that portion of Yonge Street on both sides of the street between the north side of Queen Street and Edward Street (on the west side) and Gould Street (on the east side) - removed;
- Height along that portion of Yonge Street on both sides of the street between Gerrard Street and Grenville Street - removed;
- Height along that portion of Yonge Street on both sides of the street between Hayden Street and Bloor Street - remains at 62 m to 107 m; and

- Height along that portion of Yonge Street on both sides of the street between the north side of Bloor Street and the south side of Davenport Road - remains at 62 m to 107 m.

These points are also described below in Section 2 of this report and are shown on Attachment 1- High Streets Map and Attachment 2 - Downtown Vision Height Map.

### **Yonge Street: Special Character Street (Typology)**

- That portion of Yonge Street between Cumberland Street and Yorkville Avenue previously identified as having a Tower-Podium Form - deleted - with the appropriate typology to be determined on a site-by-site basis;
- That portion of Yonge Street between the north side of Bloor Street to Cumberland Avenue and the portion between Yorkville Avenue and the south side of Davenport Road – retained as a Tower-Podium Form typology;
- That portion of Yonge Street north of Queen Street to Bloor Street previously identified as having a Tower-Podium Form – deleted - with the appropriate typology to be determined on a site-by-site basis;
- Height at the intersection of Yonge Street and Bloor Street – decreased from 137 m - 242 m to 137 m – 212 m; and
- That portion of Yonge Street south of Queen Street to Front Street – retained as a Canyon Form typology.

These points are also described below in Section 3 of this report and are shown on Attachment 3 – High Street Typologies Map.

### **Yonge Street: Special Character Street (Tower Setbacks)**

A tower setback of **10 to 20 metres** would be applied for all tall building development sites or blocks located within the Yonge Street Special Character Street as follows:

- That portion along both sides of Yonge Street between the south side of Bloor Street and the north side of Front Street; and
- That portion of the west side of Yonge Street between Cumberland Avenue and Yorkville Avenue.

With a tower setback of 20 metres for those Yonge Street sites or blocks within these areas that contain heritage resources and a 10 metre setback for sites or blocks that do not, all as further described in Section 11, Performance Standards, of this report.

### ***Future Implementation Options for the High Streets Vision***

A future step could be to include a Downtown High Streets Vision statement and generalized maps in the City's Official Plan. Precedent has been set by area specific Official Plan Amendment 211 for the Bloor Yorkville/North Midtown Area for this type of approach.

### ***Future Implementation Options for the Yonge Street: Special Character Street Vision***

A special Yonge Street Vision statement could be incorporated into the Official Plan as part of the Downtown High Streets Vision statement or be carried forward into a special area specific Official Plan amendment. Yonge Street height levels and special tower setbacks for tall building development fronting Yonge Street could be added to the City's Zoning By-law. Specific parts of Yonge Street could also be part of Heritage Conservation District study areas.

### ***Extending "High Streets" into Secondary Plan Areas***

Opinions were voiced during consultation that "High Streets" should run through the Secondary Plan areas and apply to portions of streets such as King Street West within the King-Spadina Secondary Plan. A decision was made at the inception of the Consultant's Study that Secondary Plan areas were to be outside the purview of the Consultant's Study, and remain subject to the citywide tall building design guidelines and performance standards. Staff notes that any review of the suitability of introducing a "High Streets" "vision" into Secondary Plan Areas, should be done under the auspices of a secondary plan or area specific official plan amendment.

## **2) Heights along High Streets**

### **High Street Heights**

A range of heights is proposed for properties fronting onto High Streets by the Consultant's Study. The six height range categories are: 47 to 77 metres (15 to 25 storeys); 62 to 107 metres (20 to 35 storeys); 77 to 137 metres (25 to 45 storeys); 92 to 152 metres (30 to 50 storeys); 107 to 182 metres (35 to 60 storeys); and 137 metres and up (45 storeys to unlimited).

The heights are premised on a ground floor level height of 4.5 metres and 3 metres for all floors above for mixed-use and residential buildings. For commercial buildings, 4.5 metres for the ground floor level and 3.6 metres for all floors above has been assumed, meaning that for commercial buildings, height should be referenced in metres only.

### **Secondary High Street Heights**

Secondary High Streets height ranges should generally be one-third lower than the High Streets they run parallel to. If a Secondary High Street runs between two High Streets, the lower of the High Street heights will apply in determining the Secondary High Street heights. In the event that there are no immediately adjacent High Streets, the height of the nearest High Street will be used to determine height. (See Table 2 of Attachment 5 for a complete list of Secondary High Street segments.)

The Consultant proposed this as a general principle that would require a more detailed height analysis prior to determining actual height limits. The Consultant also noted that

portions of some of the streets shown as Secondary High Streets have existing as-of-right zoned heights that are higher than what is proposed by the Study. In these instances, the general principle is to retain these existing zoned heights as the general point of reference.

Further to consultation and additional staff assessment, the following revisions have been made to the Consultant Study's Downtown Vision Height Map (Attachment 2 of this report):

### **North-South High Streets**

- Height along that portion of the west side of Avenue Road (High Street) between Lowther Avenue and Yorkville Avenue decreased from 62 m - 107 m to 47 m - 77 m;
- Height at the north-east corner of Avenue Road and Bloor Street West (High Street) decreased from 77 m – 137 m to 62 m - 107 m; and
- Height for that portion of Sherbourne Street north of Wellesley Street East to Bloor Street East on both sides of the street - added as a High Street with a height range of 77 m - 137 m.

### **Yonge Street: Special Character Street**

- Height along that portion of Yonge Street on both sides of the street between Front Street and the south side of Queen Street, forming part of the Yonge Street Special Character Street designation - remains at 107 m - 182 m;
- Height along that portion of Yonge Street on both sides of the street between the north side of Queen Street and Edward Street (on the west side) and Gould Street (on the east side) - removed;
- Height along that portion of Yonge Street on both sides of the street between Gerrard Street and Grenville Street - removed; and
- Height along that portion of Yonge Street on both sides of the street between Hayden Street and the south side of Davenport Road - remains at 62 m - 107 m.

### **East-West Streets**

- Height along the north side of Bloor Street West (High Street) between Bedford Road and Avenue Road - decreased from 77 m - 137 m to 62 m - 107 m;
- Height for that portion of Wellesley Street between Homewood Avenue and Sherbourne Street – added as a High Street with a height range of 62 m - 107 m;
- Height for that portion of Dundas Street East between Victoria Street and Jarvis Street - increased from 47 m - 77 to 62 m - 107 m;
- Height along the south side of Queen Street East (High Street) between Church Street and 89 Queen Street East - decreased from 62 m - 107 m to 47 m - 77 m;

- Height along the north side of Queen Street between 89 Queen Street East and Jarvis Street – reduced from 62 m – 107 m to 47 m – 77 m;
- Height along that portion of King Street East (High Street) between Yonge Street and Toronto Street/Leader Lane - decreased from 77 m - 137 m to 47 m - 77 m; and
- Height along that portion of Front Street West (High Street) between John and York Streets - increased from 62 m - 107 m to 107 m - 182 m.

## **Other**

- A mapping reference to an "as-of-right" additional height permission over and above the stated height range at all subway nodes - removed; and
- A mapping reference to a height peak permitting a height range of 137 m to 242 m (45 to 80 storeys) at the intersection of Yonge Street and Bloor Street – removed.
- A mapping reference to a “height peak” at the intersection of Yonge Street and Bloor Street - decreased from 137 m - 242 m to 137 m - 212 m.

The height range guidelines, as revised by this report and shown on the Downtown Vision Height Map (Attachment 2) will form part of the "Tall Buildings Downtown Vision and Performance Standards Design Guidelines" (Attachment 5).

## ***Subway Nodes***

Staffs considers it inappropriate to promote additional density at all subway nodes as initially identified by the Consultant's Study, without there being an opportunity to assess additional height impacts on a site-by-site basis. However, reference will remain in the attached design guideline text (Attachment 5), as follows: "The four corners of subway stations along High Streets, where contextually appropriate and where the impact on heritage resources is taken into account, could be marked with buildings that incorporate heights that are approximately 30 metres (10 storeys) higher than the surrounding heights".

As some of the corner sites may have difficulty accommodating adequate levels of below-grade parking associated with tall building development due to their location over subway stations, performance standards have been included in Section 11 of this report to address above-grade parking structures as they relate to tall building development.

## ***Height Peak***

The Consultant's Study identified a height peak at the intersection of Bloor Street and Yonge Street that would permit an as-of-right height of 137 metres (45 storeys) and a maximum height of 242 metres (80 storeys), based on the City having identified a height peak in this area in area specific Official Plan Amendment No. 211 for the Bloor Yorkville Midtown Area. The policies attributed in to this official plan amendment and its accompanying urban design guidelines which map the built form height peaks and

ridges for this area, do not provide specific heights for this intersection. Staff has chosen to remove this specific numeric height reference and rely on the underlying heights provided by the Consultant in the Downtown Vision Height Map for this intersection as follows: 62 to 107 metres (20 to 35 storeys) on Yonge Street and 77 to 137 metres (30 to 50 storeys) on Bloor Street. Staff recommend that an appropriate height range for this intersection would be 137 m - 212 m (45 to 70 storeys). Additional height provided by the subway node guideline noted above, could also be taken into account.

### ***Roof-Top Conditions***

Although the Consultant's Study did not specify the inclusion or exclusion of roof-top mechanicals as part of the height range guidelines proposed above, this report recommends that there be an assumption that up to 5 metres of mechanical penthouse height could be added over and above the stated heights shown on the Downtown Vision Height Map (Attachment 2) and that the total horizontal area of the mechanical penthouse not exceed 30% of the total roof area (the maximum percentage currently found in the City's Zoning By-law). Anything over 5 metres will be discouraged and resolved on a site-by-site basis. Mechanical penthouses should be integrated with the architectural treatment of roofs and screened from view, as described in the citywide tall building guidelines.

### ***Height Incentives Related to Provision of Community Benefits in Downtown Toronto***

The Consultant's Study proposes a three-tiered approach to height as follows:

- A base building height to be established in the City's Zoning By-law that equals the width of the High Street onto which the property fronts;
- A new "as-of-right" height for High Streets to be established in the City's Zoning By-law; and
- A "maximum" height to be established in the Official Plan.

The Consultant's Study recommends that the "maximum" height can only be achieved through a site-specific rezoning that includes the provision of Section 37 community benefits expressed in the following manner:

- An Official Plan Height Incentives policy that lists and shows incentives for the provision of specific uses and facilities for the Downtown;
- The gross floor area of such uses and facilities to be exempted from the calculation of densities, to a maximum extent (percentage or otherwise) provided by the policy; and/or
- A monetary contribution towards the specified community uses and facilities that is equal to the market value (or percentage of the market value) of the additional increase in density that accompanies the increase in height between the "as-of-right" and the "maximum" heights established in the Official Plan.

This proposed approach is different from the one taken by the City in Downtown Toronto, in which the increase in property value based on the added density is

determined, and an appropriate community benefit is provided, based on this evaluation and in accordance with existing Council adopted procedures and protocols. This approach varies from the one currently in place for Downtown Toronto, in which the increase in property value is determined based on the added density, and an appropriate community benefit is then provided based on this evaluation and in accordance with Council adopted procedures and protocols. No changes are being recommended to this approach for securing community benefits at this time.

### ***Hospital Related Helicopter Flight Paths***

Questions were raised with regard to the impact of helicopter flight paths in the Downtown and their impact on proposed heights. The Consultant's Study did not drill down to this level of detail in making its recommendations with regard to appropriate heights. The consultant was aware of flight paths but felt that it would be an issue that staff would address on an application by application basis.

The general height limits currently found in the City's Zoning By-law fall below height limits imposed by the flight path cones. If the City were, at a future point in time, to increase as-of-right height permissions throughout the Downtown through changes to its Zoning By-law, it would be prudent to alert developers and others that any as-of-right height permissions in the By-law would be superseded by height limits protecting helicopter flight paths imposed by Transport Canada.

The City currently identifies those lands in its Zoning By-law that are affected by east and west flight paths to the Hospital for Sick Children. The helicopter flight path to St. Michael's Hospital is not shown in the Zoning By-law. However, the By-law does specify that if a lot is located under any flight path regulated by Transport Canada, the maximum height of the building or structure is interpreted to be the lower of the maximum height permitted by the City's Zoning By-law or the Government of Canada. Applicants are directed to continue consulting with the hospitals and Transport Canada (which regulates flight paths) regarding maximum height limits.

### ***Future Implementation Options for Establishing Height Limits Downtown***

#### ***Maximum Height***

Next steps with regard to the height ranges proposed by the Consultant would include examining ways of incorporating these heights into the City's Zoning By-law and/or into the City's Official Plan. Next steps vis-à-vis the Secondary High Streets would be to look at assigning specific height limits for these streets through the City's Zoning By-law. The inclusion of heights into the City's Zoning By-law would necessitate a more detailed review of each height category recommended by the Consultant's Study, to ensure that all the intended elements relating to tall building form and height, (such as roof top mechanicals or rooftop outdoor recreation, safety and wind protection), can be accommodated and/or identified and excluded, within the zoned height limits.

### *Height Incentive Policies*

The approach to Section 37 proposed by the Consultant would require an Official Plan Amendment in the form of a new Official Plan height incentive policy for Downtown Toronto (along the lines of the height incentive policies in place for the North York Centre Secondary Plan). Its advantage would be in providing clearer guidance and direction for identifying key community benefit priorities in the Downtown.

### *Height Restrictions*

With regard to helicopter flight paths, an explanatory note and flight path cone map can be added to alert applicants to the fact that their development may be subject to height restrictions due to helicopter flight paths. There are a limited number of development applications that may be affected by hospital flight paths in terms of requiring building heights needing to be lowered or re-deployed massed elsewhere on a site. With regard to the High Streets and Secondary High Streets identified in Consultant's Study, very limited segments of the following streets are currently affected by the helicopter flight paths: Yonge Street, University Ave, Church Street, Jarvis Street, Dundas Street, Queen Street, Carlton Avenue Street, Simcoe, Elm, Edward, Gould, and Wood Streets.

### **3) Tall Building Typologies**

The Consultant's Study acknowledges that not all segments of High Streets have the same character. The Study identifies three general typologies in the Downtown for High Street areas: Tower-Podium Form; Canyon Form; and Landscaped Setback Form. The Study also provides three general typologies for Secondary High Street areas: Residential Landscape Setback Form; Tower-Podium Form and Canyon Form, as follows:

#### **High Street Typology Forms:**

- **Tower-Podium Form** - characterized by slender point towers spaced apart and set atop pedestrian-scaled podiums (base buildings) that define the street edge.
- **Canyon Form** - characterized by high street walls with buildings that have been built to cover the full width of their sites. This condition is a historic condition that was once strongly encouraged by the City, and will continue in those locations where it is currently found. Canyon Form is prevalent on High Streets in the Financial District, and on limited portions of Bloor, College/Carlton, and Dundas Streets. Along Canyon Form street segments, the podium height of any new tall building will be built to the height of the existing prevailing street wall height. Above this canyon height, the tower must be set back in accordance with Performance Standards # 15 and #16 described in Section 11 of this report.
- **Landscaped Setback Form** - characterized by tall buildings that are set back from the front property lines with a landscaped buffer between the buildings and the public right-of-way. This condition currently exists on parts of Jarvis Street,

particularly between Isabella and Gerrard Streets. Along Landscaped Setback Form street segments, the front face of the building will be set back from the public right-of-way such that the predominate form of the street is preserved, as are views to its historic mansions. Setbacks will be buffered by a continuous landscaped edge which re-enforces prevailing character. Heritage buildings within the buffer area should be conserved in their entirety and the tower portions of new tall buildings (including all balconies and projections beyond the exterior walls), should be set back behind the full depth of the heritage buildings.

### **Secondary High Street Typology Forms:**

The three Secondary High Street Forms are found along designated Secondary High Streets that run between and adjacent to High Streets. Such streets are mostly lined with residential apartment buildings on which tall buildings are an appropriate form of development, but on a lower scale than the adjacent High Streets.

- **Tower-Podium Form** - applies to tall buildings that have retail uses located at grade. Along these street segments the front face of the building may be built to the front property line; or
- **Residential Landscaped Setback Form** - applies to tall buildings where retail uses are not located at grade. For these street segments, the buildings would be set back 3 metres from the street to allow a landscaped buffer and other soft features at grade. For smaller towers, where residential uses are at grade, a two-storey townhouse style podium may also be appropriate; and
- **Canyon Form** - applies to segments of Secondary High Streets, especially in Toronto's Financial District. Such segments will continue to be built in Canyon Form.

The "High and Secondary High Streets Typologies Map" (Attachment 3) forms part of the "Tall Buildings Downtown Vision and Performance Standards Design Guidelines" (Attachment 5) of this report. The Street Typologies Map and related text have been revised further to the Consultant's Study to reflect consultation outcomes as follows:

#### **North-South High Streets**

- That portion of Jarvis Street between Queen Street East and Gerrard Street East, previously identified as having a Landscaped Setback Form - revised to a Tower-Podium Form; and
- That portion of Sherbourne Street between Wellesley and Bloor Streets added as a High Street through this report - assigned a Tower-Podium Form; and
- That portion, on the west side of Church Street, between Bloor Street and Hayden Street previously identified as having a Tower-Podium Form - revised to a Canyon Form.

## **Yonge Street: Special Character Street**

- That portion of Yonge Street between Cumberland Street and Yorkville Avenue previously identified as having a Tower-Podium Form - Tower-Podium Form typology deleted with the appropriate typology to be determined on a site-by-site basis; , taking into particular consideration Performance Standard #22 and a 20 metre tower setback from the edge of Yonge Street requirement;
- That portion of Yonge Street north of Queen to Bloor Street previously identified as having a Tower-Podium Form - Tower-Podium Form typology deleted with the appropriate typology to be determined on a site-by-site basis; , taking into particular consideration Performance Standard #22 and a 10 to 20 metre tower setback from the edge of Yonge Street requirement;
- That portion of Yonge Street between the north side of Bloor Street to Cumberland Avenue and the portion between Yorkville Avenue and the south side of Davenport Road - retained as a Tower-Podium Form typology; and
- That portion of Yonge Street south of Queen Street to Front Street - retained as a Canyon Form typology. , taking into particular consideration Performance Standard #22 and a 10 to 20 metre tower setback from the edge of Yonge Street requirement.

## **East-West High Streets**

- That portion of Wellesley Street east between Homewood Avenue and Sherbourne Street added as a High Street - assigned the Tower-Podium Form.

The High Street and Secondary High Street building typologies are intended to provide guidance in identifying important elements of the character of particular Downtown streets that should be preserved and enhanced. They are also intended to help define the interface between individual tall buildings and the public realm.

Some criticism was voiced during consultation that these typologies will promote banal buildings and "cookie cutter" design. By no means are these typologies intended to stifle design and architectural creativity. There is room within these generic typology forms for broad and diverse architectural expression which can perform to the highest architectural design standards.

### ***How to apply these typologies***

The Performance Standards identified in Section 11 of the report are intended to apply to tall buildings reflecting all typology categories, unless otherwise noted as an exception. These typologies can also be used as a general reference point for development along those portions of Yonge Street not assigned a particular building typology when used in conjunction with Performance Standard #22 special exception for tower setbacks along Yonge Street.

The typologies may also be used as a reference point for all Downtown tall building applications and not just those located along High or Secondary High Streets.

***Future Implementation Options to Recognize Preferred Tall Buildings Typologies***

In terms of future steps, reference to tall building typologies could be added to the City's Official Plan as part of the Official Plan policy discussion relating to the vision and location for Downtown tall buildings. Next steps could also include matching certain performance standards that could be translated into zoning by-law provisions, with building typologies and their exceptions. Examples of performance standards that could be included as zoning provisions are podium heights, podium setbacks, tower step-backs, and others.

**4) Tall Building Podiums**

The Consultant's Study notes that one of the most important aspects of successful urban streets is the degree of enclosure and articulation of the building edge. Sheer tower faces that are uninterrupted to street level can create a sense of oppression for pedestrians, generate uncomfortable shadow and wind conditions at the pedestrian level and loom uncomfortably over adjacent parks and other public space. Podiums are one important way of creating a contiguous pedestrian-scale street wall. When street related amenity is provided, podiums help to create a good fit between the tall building and activity on the street. The sustainable approach to podium design also allows for the potential to convert at-grade residential uses to commercial ones.

The Consultant's Study recommends a maximum podium height expressed as a 1:1 ratio to the width of the street right-of-way (as identified on Map 3 "Right-of-Way Widths Associated with Existing Major Streets" in the City's Official Plan). To ensure greater sunlight penetration on the sidewalk across the street, the consultant recommended that the street wall height of the podium should be no higher than 80 percent of the width of the street right-of-way, a 1:0.8 ratio. If a tall building site fronts onto more than one street, the podium should address both frontages and also give prominence to the corner.

In terms of Downtown High Street widths, the following maximum street wall podium heights would apply along those streets shown to have a Tower-Podium Form typology:

<b>Street Right-of-way Width</b>	<b>Maximum Street Wall Podium Height</b>	<b>Examples of High Streets</b>
20 metres	16 m	Yonge, Church, parts of Carlton, Dundas, Queen, Richmond, Adelaide and Front Streets
23 metres	18.4 m	portions of Jarvis Street
27 metres	21.6 m	portions of Bay Street
33 metres	26.4 m	portions of Front Street
45 metres +	36 m	portions of University Avenue

To discourage the underdevelopment of tall building sites, a minimum podium or base building height of 10.5 metres would also apply.

The public has been supportive of this approach to defining podiums. Comments were made with regard to the importance of aligning podium facades with adjacent building facades, where an existing prevailing street wall exists, especially in the case of heritage properties. Comments were also made with regard to the role that wider sidewalks play in making podium heights more pedestrian friendly.

### ***Future Implementation Options for Street Wall Heights***

Next steps could include defining podium or "base" buildings and assigning maximum podium heights in the City's Zoning By-law(s). Exceptions to maximum street wall heights, for portions of streets shown as Canyon Form and other typologies, could also be reflected and included in the Zoning By-law.

## **5) Animating Grade Level Conditions along High Streets**

The grade level of a tall building provides the greatest presence on the street. To provide flexibility of grade level uses and increase the marketability of retail spaces, a 4.5 metre minimum height of the ground floor is recommended by the Consultant's Study for buildings that propose retail or residential uses at the ground floor level. The Consultant's Study also recommends performance standards that speak to the importance of recognizing and improving street level pedestrian animation, including a shopping environment that benefits from grade level built form conditions which include a particular rhythm of entrances; retail unit widths and transparent display windows; a vertical articulation generally consistent with the rhythm of adjacent buildings or facades; and the use of high quality materials and detailing.

The Consultant's Study recommends that at least 60 percent of the frontage on High Streets between 0.5 and 3 metres in height be glazed and transparent. The Study also identifies "Priority Retail Streets", where at least 60 percent of the total building frontage on such street segments should contain active street-related retail uses and where lobbies should be limited in width. Section 11 of this report provides a number of performance standards related to the Consultant's recommendations. The "Priority Retail Streets Map" can be found as Attachment 4 of this report.

### ***Future Implementation Options for Animating Grade Related Uses***

Next steps with regard to matters discussed in this section of the report could be to place minimum ground floor level heights into the City's Zoning By-law, identifying a maximum width for residential lobbies along Priority Retail Streets and adding additional streets to an existing Priority Retail Street Map, that forms part of former City of Toronto Zoning By-law No. 438-86.

The North Downtown Yonge Street Planning Framework Study process will likely also identify additional design guidelines and performance standards that address grade level

conditions in need of preservation and enhancement along those portions of Yonge Street included in the Framework Study. The Yonge Street Study by KPMB Architects and Greenberg Consultants, currently under review by City staff, also identifies design guidelines and performance standards that could address grade level conditions in need of preservation and enhancement along that portion of Yonge Street.

## **6) Optimum Tall Building Lot Characteristics**

There are certain lot conditions better suited for optimal development of tall buildings Downtown, the most important being lot size. The development of tall buildings on small sites has negative impacts for building residents and for people living and working Downtown. In some cases the development rights of adjacent sites are diminished unfairly. When buildings are constructed too close together, excessive shadowing of adjacent streets and parks occurs. Wind impacts due to air currents are heightened. There is a loss of privacy for residents when buildings are constructed too close together and sky views are diminished for pedestrians on the street.

Small sites have greater difficulty in satisfying required on-site below-grade parking requirements because minimum depths are required to achieve setbacks and to allow for typical below-grade parking layouts including ramps and access, and because of the added cost of having to excavate deeper to achieve the required numbers of parking spaces below ground. Street level facades and pedestrian activities are also compromised when efforts are made to substitute below grade parking with above-grade on-site parking garages, often with reductions in the amount of on-site parking provided, creating negative spill over effects with regard to the amount of parking occurring on adjacent streets. Staff has subsequently added a new performance standard (PS #13) that speaks to a full effort being made to locate parking facilities associated with tall building development on-site and below grade.

The Consultant's Study defined a small site as one on which a tower cannot be constructed unless it allows at least a 10 metre setback on side and rear property lines and a 3 metre setback from the front property line. Based on these setbacks, the Consultant considered the smallest dimension of a tall building, measured from the external wall to generally be in the range of 20 metres by 30 metres. Staff are now recommending that a small site be defined as one on which a tower cannot be constructed unless it allows a minimum 12.5 metre setback on side and rear property lines and a 3 metre setback from the front property line, as further detailed in Part 2 of the report and Performance Standards #16 and #17.

The Consultant's Study recommends that small sites falling beneath a minimum lot width and depth threshold should not be developed with tall buildings. It proposes a performance standard (PS #17 in this report) which speaks to a building on a small site only being constructed to the permitted base height of the street on which it fronts, above which a 45 degree angular plane may be used for additional levels setback from the street and the side and rear property lines.

The minimum lot size for a tall building development has been revised by staff to reflect the 12.5 metre tower setback requirements on the side and rear property lines, as is detailed in Performance Standard #17 of this report.

### ***Future Implementation Options to Limit Overbuilding on Small Sites***

Next steps with regard to addressing small site development could involve placing a "tall buildings small sites" policy into the City's Official Plan and/or placing minimum tall building lot dimensions into the City's Zoning By-law.

## **7) Sidewalk Widths Appropriate For Tall Building Development**

Comments were received during the consultation period expressing concern that existing sidewalk widths along portions of High and Secondary High Streets throughout the Downtown, which have to accommodate pedestrians, strollers, wheelchairs, planters, light standards, bus shelters, and boulevard patios, are too narrow and that the continuing population growth being experienced Downtown will further exacerbate this situation. Suggestions were made to incorporate ways of encouraging or mandating wider sidewalk widths as opportunities arise, especially in cases where an entire block is being redeveloped or along the north side of High Streets areas and to requiring tall buildings to be setback at grade to provide a minimum sidewalk zone.

The Consultant agreed that a performance standard could have been included to establish minimum sidewalk zones, similar to performance standards recommended by the City's "Avenues and Mid-Rise Buildings Study" and consistent with standards contained in the City's "Vibrant Streets Manual". A performance standard to this effect would provide guidance when opportunities arose, and not at the expense of existing coherent street-walls, to set new development occupying the full length of a city block back from the property line to achieve wider sidewalks.

The Consultant determined that where rights-of-way are 20 to 30 metres in width, a minimum sidewalk dimension of 4.8 metres should be provided. Rights-of-way greater than 30 metres, (not a prevalent Downtown condition), would have to provide a minimum sidewalk dimension of 6.0 metres. For corner sites in and around subway stations, additional setbacks could be incorporated from the property line to the building face, to accommodate the public's access to transit and related infrastructure. Staff has added a new Performance Standard #2 in this report to address the matter of sidewalk widths.

### ***Future Implementation Options Regarding Minimum Sidewalk Widths***

Next steps could include having Performance Standard #2 reflected in the City's Official Plan as part of a Downtown Tall Buildings Official Plan Vision statement. This standard could also be implemented through conditions and plans required as part of the City's site plan approval process. Allowing for a 0 to 3 metres setback range for base buildings from the front property line reflected in the City's Zoning By-law, would be sufficient to

accommodate wider sidewalks, where appropriate, as part of the development approval process.

## **8) Promoting Design Excellence for Tall Buildings Downtown**

In conjunction with its Downtown heights and typologies vision and the individual performance standards outlined below, the Consultant strongly endorsed the use of the City's Design Review Panel to uphold standards of design excellence for tall building development Downtown.

In December 2009, City Council adopted recommendations in a report dated October 15, 2009 entitled "Design Review Panel: Pilot Project Evaluation and Related Recommendations" from the Chief Planner and Executive Director, City Planning that the Design Review Panel pilot project be incorporated on a permanent basis and expanded beyond the original Design Review Districts to include any area of the Downtown which already had an up-to-date regulatory framework. As the St. Lawrence and King-Parliament Neighbourhood were already included in the pilot project, the only other area in the Downtown to be included that had a regulatory framework at that time, was the King-Spadina Neighbourhood. The report noted that the inclusion of the remainder of the Downtown or other site-specific areas of the City would require an additional report to City Council.

The October 15, 2009 report stated that "City Planning staff will continue to monitor the review process, consult with stakeholders, and introduce further refinements as may be required either as a result of specific nuances of the post-pilot format or in response to feedback and suggestions from stakeholders. This could include introducing changes to the review process which allow for the Panel to review and provide advice on a greater number of projects". Planning staff are now recommending that tall building development applications falling within the Downtown Tall Buildings Project boundaries, be added as an additional Design Review District. It is the opinion of staff that the evaluation and public consultation required to include this area has been completed as part of the public and stakeholder consultation that occurred through the Downtown Tall Buildings Project review process, and also by way of this report.

Consultation with stakeholders, including the Toronto Society of Architects and the Design Review Panel members, endorsed this inclusion. Comments were received that the process of design review was well accepted and respected within the broader community and that it would help to raise standards of design excellence.

### ***Downtown Tall Building Applications and the City's Design Review Panel***

Site plan and re-zoning applications for tall building development under consideration by the Design Review Panel process would be ones that contained "significant public realm impacts" as a result of their location, scale, form or architectural quality and were generally (but not exclusively) located along High and Secondary High Streets within the Downtown Tall Buildings Project boundary. Recommendation 5 of this report speaks to this matter as follows: "City Council approve the addition of a new "Downtown Design

Review District" and add Tall Building(s) site plan and zoning amendment applications located in the Downtown to the City's Design Review Panel process for those applications that contain "significant public realm impacts" as a result of their location, scale, form or architectural quality".

It should be noted that applications for tall buildings Downtown and elsewhere, located along "Transit Priority" routes as identified on Maps 4 and 5 of the City's Official Plan, are already included as application types that can be referred to the Design Review Panel.

## **9) Sustainable Tall Building Design and Function**

A heightened awareness of environmental issues, advancements in construction technology and a raised awareness of design in general have paved the way for sustainability to be recognized as a crucial element in the planning and development of Toronto. The matter of finding ways of advancing sustainable tall building design and function Downtown was not addressed by the Consultant's Study, however it was a matter that was consistently raised at the consultation meetings.

Sustainable design is an approach to designing tall building sites and buildings that is far less resource intensive and one which helps to improve the environment we live in. The City of Toronto has been encouraging development to follow a sustainable design approach through the "Toronto Green Standard" (TGS). By setting out performance objectives for tall buildings and sites, the TGS encourages a variety of sustainable design alternatives that can be used to achieve cost effective, environmentally and socially responsible end results.

Sustainable design works across two levels in tall buildings. The first is at a strategic level, which recognizes that tall buildings have a role to play in the economic, environmental and social sustainability of the City. Tall buildings, particularly those that contain a mix of uses, are designed to accommodate the changing needs of occupants and can be an effective counter-measure to urban sprawl by encouraging a pedestrian-oriented lifestyle and promoting better use of transit. Improving the adaptability and flexibility of tall buildings helps to ensure that these buildings remain functional and capable of addressing any shifts in demographics and market demands over the long term. Sustainable design encompasses tall building development that:

- Offers a range of ownership types and unit size choices, including the provision of larger units suitable for families with children; and
- Provides greater versatility in unit design, layout and construction practices to allow for residential units to be converted or combined so that the housing stock may readily adapt to potential shifts in demand.

The second level of sustainable design is more technically detailed and site specific, relating to building performance, water management, and internal environment. Tall buildings typically have high energy requirements with their reliance on artificial lighting and air conditioning, high construction costs and high maintenance fees.

## ***Sustainable Design Strategies for Downtown Tall Buildings***

Both the first and second levels of sustainable design described above, and tall building construction techniques, should be identified at the project's initial or site planning stage when fundamental design decisions are being made. Strategies for applying a sustainable design approach to new tall building construction can be considered in the following ways:

- Following an integrated design process (IDP) to ensure that design and construction disciplines are involved early for the best performance results;
- Incorporating renewable energy systems and energy efficiency measures;
- Incorporating recycled content or reuse building materials and components;
- Designing tall buildings for flexibility of use and incorporating the potential for future change;
- Incorporating versatility in building design, layout and construction practices so that buildings can adapt to potential shifts in demand:
  - In base buildings, providing conditions that allow residential uses to transition to commercial uses;
  - In the tower portion, providing conditions that accommodate the expansion of single-occupancy units to multiple occupancy and offering a range of ownership types and unit size choices, including the provision of larger units suitable for families with children.

New tall building applications are required to meet Tier 1 of the Toronto Green Standard (TGS) environmental performance measures. Applicants are required to submit the TGS checklist with the development application. Sustainable design strategies have been incorporated into the Downtown Tall Buildings Design Guidelines, Attachment 5, of this report.

### ***Noise Pollution***

Noise pollution was also raised at the public meetings. There was interest expressed in better understanding the general impacts of noise levels and vibration on health or social well-being in high density living environments. Currently, the City may request a "Noise Impact Statement" as part of the Complete Application process for zoning and site plan applications. Noise impact studies may be required where uses such as airports, transportation/rail infrastructure, corridors and yards, waste management facilities, industries and other noise-generating uses are adjacent to sensitive land uses such as residences, educational and health facilities, parks and open spaces and schools. Noise abatement, mitigation or attenuation measures or features coming out of these studies can be secured as part of the site specific by-law, site-plan agreement and/or Section 37 Agreement, depending on what the mitigation element or feature is. Additional performance standards addressing noise impact as this may affect Downtown tall buildings are not required.

Aside from noise impact and attenuation studies conducted as part of specific development applications, the City has noise by-laws that it can enforce. There are also Ontario Building Code requirements that address the issue of reducing noise transfers through construction techniques and materials and provincially legislated noise assessment criteria and standards that set out acceptable noise levels for different uses, including residential uses, for both interior spaces and exterior outdoor living areas, including balconies.

## **10) Tall Buildings and Heritage Conservation**

The City of Toronto values its heritage resources and requires that they be protected and integrated into new development in a manner that preserves their setting, character and integrity, consistent with accepted principles of good heritage conservation relating to volume control; height; context; transition; adjacencies and special treatment for corner sites. Because of the concentration of heritage properties in the Downtown, heritage conservation and the careful blending of old with new is an important consideration. Heritage should not be viewed as an obstacle to redevelopment. Although the scale of development may be limited on or adjacent to heritage properties, many of those same historic places can accommodate new uses and harmonize with tall building development.

The relationship of tall buildings to heritage areas or properties that are primarily low or mid-rise is important and must be given due consideration in the placement and height of tall buildings throughout the City, including the Downtown. Ideally, the height of buildings should transition down to heritage districts, areas with a high concentration of heritage resources or where individual properties are immediately adjacent to a redevelopment. Where tall buildings are planned at intersections characterized by heritage buildings, the adjacent tall buildings should be massed to transition in height away from the intersection, so as to retain the prominence of these corner heritage sites.

The construction of tall buildings creates unique challenges and opportunities where heritage buildings are being integrated into redevelopments, or where development is occurring adjacent to a heritage property. In this regard, all tall building development proposals containing heritage resources on or adjacent to the development site should continue to provide a "Heritage Impact Statement" as part of the City's Complete Application process. The Heritage Impact Statement should be informed by existing municipal and provincial policies and guidelines, including the principles set out in Attachment 7 of this report, and must demonstrate how the proposed conservation strategy conserves the heritage values and attributes of the property.

### ***Emerging Heritage Conservation Issues Downtown***

Since the *Ontario Heritage Act*, the *Planning Act* and the *Provincial Policy Statement* (PPS) were all revised in 2005 in such a way as to give municipalities a stronger role in protecting significant heritage resources, development applications involving tall building and heritage properties have highlighted a number of emerging issues. The value and

integrity of heritage properties is regularly compromised by proposals to demolish significant portions of a building to accommodate additional height or parking requirements. In addition, inappropriately sited and scaled roof-top additions, unsympathetic materials and design, developments out of scale with adjacent heritage buildings, façade retention alone or the deconstruction, reconstruction and/or replication of significant heritage properties all continue to be proposed, despite Toronto City Council's adoption of the "Standards and Guidelines for the Conservation of Historic Places in Canada (Standards and Guidelines)". Tall buildings also have the potential to interrupt the historic low-scale, fine grained character of a street or area if not appropriately designed at the pedestrian level.

### ***Heritage Conservation Principles Relating to Downtown Tall Buildings***

While it is anticipated that revisions to the heritage section of the City's Official Plan, as part of the City's 5-year review of its Official Plan, will provide specific direction about heritage conservation and development throughout the city, staff felt that it was important that the Downtown Tall Buildings Design Guidelines (Attachment 5) articulate a general set of accepted principles of good conservation (Attachment 7) to be read in conjunction with Performance Standard # 22, described in Section 11 below. These principles apply the Province of Ontario's "Eight Guiding Principles for the Conservation of Heritage Properties" and the "Standards and Guidelines" (noted in the paragraph above), to the Downtown tall building context.

### ***Tall Building Development in a Heritage Conservation District***

The Downtown tall buildings study area abuts or incorporates the following HCDs, HCD Study Areas and potential HCD Study Areas:

- Union Station HCD - includes Wellington Street on the north, Yonge Street on the east, Lake Shore Boulevard/ Harbour Street on the south, Simcoe Street to the rail corridor and Rees Street on the west;
- Queen Street West HCD - includes Queen Street West from University Avenue to Bathurst Street;
- McGill-Granby HCD Study Area - includes McGill Street and Granby Street between Yonge Street and Mutual Street;
- St. Lawrence Area HCD Study Area - includes the area located east of Yonge Street (including the buildings on the west side of the street), south of Adelaide Street (including buildings on the north side of the street), west of Parliament Street (including all buildings on the east side of the street) and north of the railway corridor;
- Yonge Street Planning Study Area - Potential HCD Study Area - could include Yonge Street between Bloor Street and Gerrard Street; and
- East Downtown Planning Study Area - Potential HCD Study Area - could include Carleton Street, Sherbourne Street, Queen Street East and Jarvis Street.

Heritage Conservation Districts (HCDs) are special areas dense with heritage properties and a unique historic character. The character and values of HCDs must be respected to

ensure that the given District is not diminished by incremental or sweeping change. All development within a Heritage Conservation District must adhere to the policies and guidelines of the District Plan. In the event of a conflict between the Downtown Tall Building Guidelines and an approved HCD Plan, the HCD Plan, policies and guidelines would prevail.

## **Part 2**

### **11) Performance Standards for Tall Building Development**

The Consultant's Study recommended that all tall building proposals located along High Streets and Secondary High Streets be subject to a set of performance standards (or “regulations” as they were referred to in the Consultant's Study). These performance standards address the following three categories:

- The Podium (base building portion) of a tall building (Performance Standards #1 to #13);
- The Tower portion of a tall building (Performance Standards #14 to #18) ; and
- The Relationship of a tall building to its surroundings (Performance Standards #19 to #23).

The Consultant's Study recommended seventeen performance standards. Following public consultation and further review of the Consultant's Study, staff further revised some of these performance standards and added six new standards. Staff recommends that Council adopt the twenty-three performance standards for use as part of the City's Site Plan Control review process.

#### ***Future Implementation Options***

As part of the consultation process, there has been much discussion regarding the need to provide more prescription and legislative weight for the Downtown tall buildings vision and performance standards in order to improve their use and efficacy during the Downtown tall buildings development review and approvals process and at Ontario Municipal Board hearings.

The Downtown Tall Buildings Vision and a high level reference to the intent and purpose of the performance standards could be incorporated into the City's Official Plan, either as a general policy reference in Section 2.2.1 Downtown: The Heart of Toronto; Section 4.5 Mixed Use Areas; and/or Section 3.1.3 Built Form - Tall Buildings or as a strategic set of policies in an area specific Official Plan amendment. Many of the performance standards could also be added as specific zoning requirements to the City's Zoning By-law. Lastly, some of the performance standards can be further enabled by being added to the City's Complete Application Requirements process by way of an Official Plan amendment to the Complete Application Policies of Section 5.5 The Planning Process, Policy 2 and by including reference to specific performance standards in Background Studies forming part of the City's Development Guide. For example, there could be a View Corridor

Study requirement added for tall building development within the Downtown as part of the complete application requirements list. Attachment 9 of this report summarizes future implementation options for the twenty-three performance standards outlined in this report.

### ***Interpreting the Performance Standards***

The following should be noted with regard to these performance standards:

- i. ***The Downtown tall building performance standards apply across the entire area forming part of the Downtown Tall Buildings Study area:*** This is not intended to imply that tall building development will be encouraged to locate in the "white areas" rather than being directed along the High and Secondary High Street areas, but rather that Downtown tall building applications will likely still continue to be filed by applicants outside the High Street areas. Having performance standards in place for these applications will provide applicants, staff and the public with consistent guidance with regard to the assessment of these applications.
- ii. ***Tall building development within the Downtown Tall Buildings Study area boundaries will have to address all performance standards noted in this report, even if the impact of the given tall building application falls outside the Study area:*** An example of this would be shadow impacts that affect neighbourhoods within the secondary plan areas or in other areas bordering the Study area, needing to be mitigated in accordance with Performance Standard #20, or views to significant buildings outside the Study area needing to be addressed in keeping with Performance Standard #21.
- iii. ***The Downtown Tall Buildings Vision and Performance Standards proposed in this report may be revised, when appropriate, further to the completion and adoption by City Council of further studies providing recommendations relevant to the continued effective use of these Guidelines:*** The performance standards noted below include reference to several matters that are currently under further review by staff and/or outside consultants. These include, among others, the Yonge Street Planning Studies, the View Corridor Studies pertaining to Old City Hall, New City Hall and the Ontario Legislature Buildings and the Heritage Study being conducted in association with the City's Five Year Review of its Official Plan.
- iv. ***While there are no perceived conflicts between any of the pre-existing area specific urban design guidelines located within the Study boundaries and the design guidelines proposed by this report, should conflict arise, the most restrictive of the two sets of guidelines will prevail:*** An example of a pre-existing design guideline which will prevail, is the Bloor Corridor Visioning Study (May 2009) which includes specific numerical provisions relating to particular street wall heights within this Study area.

- v. ***The Downtown and the citywide tall building design guidelines will be consolidated and integrated into one document which continues to recognize and accommodate unique or specific performance standards relating to Downtown tall building applications. This consolidation, when completed, will supersede previous tall building guidelines.***
- vi. ***In the interim, Downtown Secondary Plan Areas will be excluded from the Downtown Tall Buildings Design Guidelines:*** These areas will continue to be covered by the citywide tall buildings design guidelines until both guidelines are consolidated.

## **Performance Standards Relating to Podiums**

### ***Performance Standard #1***

#### ***Podium Location / Façade Alignment***

**Tall buildings will include a podium built to the property line that extends the length of the site along all street frontages. The façade of the podium will align with adjacent building façades, parallel to the street, with strategic setbacks permitted for covered walkways and building entrances to create architectural interest. Notwithstanding Performance Standard #1, when opportunities arise to establish new and wider sidewalks, Performance Standard #2 will be applied.**

One of the most important aspects of successful urban streets is the degree of enclosure and articulation of the building edge. Podiums ensure a contiguous streetscape and integrate the building with existing adjacent buildings. This performance standard is consistent with the citywide tall building design guideline requiring podiums of new tall buildings to recognize and integrate with the prevailing and planned context of building mass and the characteristics of the street.

The policy basis for this performance standard is addressed in the City's Official Plan. No public concerns were raised with regard to this performance standard. However, a number of comments were received from the community with regard to the inadequacy of sidewalk widths along many of the High Streets that would be hosting tall building development. Staff has included a new Performance Standard #2 in aid of addressing this concern.

#### ***Future Implementation Options for Performance Standard #1***

The City's Official Plan already contains policies related to this performance standard. It could also be addressed through the City's Zoning By-law and continue to be implemented through conditions and plans required as part of the City's site plan approval process.

***Performance Standard #2  
Minimum Sidewalk Widths***

**Tall buildings may be required to set back at grade to provide a minimum sidewalk width as follows: Street rights-of-way of 20 to 30 metres should provide a minimum sidewalk dimension of 4.8 metres. Street rights-of-way greater than 30 metres should provide a minimum sidewalk dimension of 6 metres. Corner sites, and in particular sites at subway nodes should accommodate, where appropriate, additional setbacks from the property line to building face, to allow for ease of pedestrian flow.**

As required under Performance Standard #1, podiums will need to be aligned with those of adjacent buildings in order to achieve a continuous street wall and avoid a saw tooth pattern. However, opportunities will arise to establish new sidewalk widths, especially when the length of an entire block is being redeveloped. This performance standard addresses that opportunity.

***Future Implementation Options for Performance Standard #2***

Performance Standard #2 could be incorporated and reflected in the City's Official Plan as part of a Downtown Tall Buildings Official Plan Vision statement. This standard could also be implemented through conditions and plans required as part of the City's site plan approval process. The City's Zoning By-law(s) could allow for a maximum setback of 3 metres for base (podium) buildings from the front property line. This setback would be generally sufficient to accommodate new tall building development setbacks, where appropriate, to accommodate wider sidewalks.

***Performance Standard #3  
Minimum & Maximum Podium Heights***

**The minimum height for the podium of a tall building will be 10.5 metres or 3 storeys, and the maximum height will be a 1:1 ratio to the width of the street allowance. To ensure greater sunlight penetration on the sidewalk across the street along north-south streets and to maintain consistent intersecting podium heights along east-west streets, the main front wall of the podium will be no higher than 80 percent of the width of the street allowance before applying a 3 metre setback to the remainder of the base building height. If a tall building site fronts onto more than one street, the podium will be massed to address both frontages facing the street. For corner sites the widest street allowance abutting the corner site will be used to determine the podium height.**

**Exceptions will be permitted when there are pre-existing higher or lower street walls. In these areas, the podium height of new tall buildings will be built to the height of the existing street wall line and the tower setback will occur at that height.**

The Consultant's Study recognizes that access to sunlight is an important factor when creating vibrant pedestrian oriented streets. The purpose of this performance standard is to achieve a minimum of five hours of sunlight on the opposite side of the street during the Fall equinox. Maintaining a street wall height of 80 percent of the width of the street and then stepping back 3 metres to achieve a height equalling a 1:1 ratio of the width of the right-of-way, creates optimal pedestrian conditions. Using the equinox of September 21<sup>st</sup>, the Consultant's Study showed that sunlight will reach the street for approximately five hours. The intent of this performance standard is consistent with the City's Avenues and Mid-Rise Buildings Study and with the citywide tall building design guidelines in terms of desired levels of sunlight protection.

Maintaining street wall heights of 0.8 times the width-of-the right of way benefits sidewalks along north-south streets but has been extended to east-west streets as a design consideration, in order to maintain consistent street wall heights.

The Podium-Tower Form typology described in Section 3 of this report reflects this performance standard.

Exceptions to Performance Standard #3 are permitted when there are pre-existing higher or lower street walls in place. In these areas, the podium height of new tall buildings will be built to the height of the existing street wall line. Exceptions include:

- **High Street and Secondary High Street Canyon Form** street segments, where the podium height of new tall buildings must be built to the height of the existing street wall line and where the 80 percent front wall height performance standard does not apply. (Attachment 5, Table 1 - Podium Heights for Canyon Form High Streets, recommends specific street wall heights for High Streets with a Canyon Form typology);
- **High Street Landscaped Setback Form** street segments where the entire front face of the building is set back from the front property line with a landscaped buffer between the building and the public right-of-way and where the 80 percent front wall height performance standard does not apply;
- **Secondary High Street Residential Landscaped Setback Form** where the building is set back 3 metres from the front property line and where a two-storey townhouse style podium may be appropriate, the 80 percent front wall height standard does not apply;
- New tall building development adjacent to **heritage buildings or resources** where the podium of the tall building should respect the street wall line established by the heritage building or resource and where the 80 percent front wall height would not necessarily apply (see Performance Standard #22 - Protection of Heritage Resources).

To enable design flexibility, this performance standard will allow up to one-third of the length of the tower frontage of Tower-Podium Form tall buildings to extend straight down to the ground at the front property line(s) and not be subject to the 80 percent front podium wall height requirement. (See Performance Standard #15 for details).

The consultation process did not reveal any substantial objections or concerns related to Performance Standard #3.

### *Future Implementation Options for Performance Standard #3*

This performance standard, along with its noted exceptions, could be included as provisions in the City's Zoning By-law.

### *Performance Standard #4 Transparency of Street Level Facades*

**Street level façades of tall buildings will display a high degree of permeability between interior and exterior space through the use of transparent windows and doors that provide clear and unobstructed views into and out from ground floor uses. At least 60 percent of the frontage of a tall building located along a Priority Retail Street, between 0.5 metres and 3 metres in height, will be glazed and transparent.**

**Note: For a minimum of the first 10 to 12 metres above grade, window glass will be assessed in accordance with the City's Bird Friendly Development Guidelines, found in Toronto's Green Standard (TGS).**

Section 3.1.2.1.c of the City's Official Plan generally addresses this issue by requiring, as part of the Built Form policies, that ground floor uses have views into and, where possible, access to adjacent streets, parks and open spaces. This requirement is also echoed in the City's other urban design guideline documents dealing with retail uses and their transparency at grade. The main comment derived from the consultation process was that, while this standard was important to include, some store fronts tended to get very cluttered and opaque on the interior, thereby negating any positive relationship with pedestrians on the street. While the City has been able to control retail frontages themselves through zoning provisions, the enforcement of the transparency of these windows has been more challenging. Across the Downtown, businesses such as convenience stores, pharmacies or grocery stores routinely cover glass windows and doors with posters, paint, shelving, non-transparent glass film or blinds, preventing views into the retail space from the exterior. Additionally, mixed-use condominiums lacking retail space, have on occasion chosen to provide common amenity type space at grade which has been shuttered from exterior view.

Transparency of street level window facades can be negotiated with applicants during the City's site plan approval process. The City's Site Plan Control By-law calls for drawings that deal with "exterior character, scale and appearance of the development, including, without limitation, the exterior materials, facades, doors, roofs, windows and elements, such as cornices and belt-courses" (Excerpt from By-law No. 1034-2010). While the City can regulate the transparency of the window material itself, it cannot enforce prohibition of any materials, signage etc. placed adjacent to the window on its interior side, which can serve to obstruct views from the street. Perhaps this matter can be further addressed

through the education of retailers as to alternative merchandize display options and through consumer pressure.

The Consultant's Study recommended that a standard relating to window transparency be applied across all High Streets. Staff think that this performance standard is especially important to apply across Priority Retail Streets (shown as Attachment 4), but that the spirit behind this standard should be incorporated into the site plan review process of every Downtown tall building development application.

Staff also note that any window glass for at least the first 10 to 12 metres above grade, of any new tall building, be treated in accordance with the City's Bird Friendly Development Guidelines, found in the Toronto Green Standard (TGS). The TGS stipulates that window glass on new construction must be treated with a density pattern of between 10 and 28 centimetres apart or otherwise be able to mute reflections for at least the first 10 to 12 metres of a building, above grade, in order to provide "visual markers" for birds to perceive glass as a solid object. Likewise, applicants are also encouraged to locate exterior landscaping adjacent to the building and interior greenery in the lobby or foyer, away from clear glass.

#### ***Future Implementation Options for Performance Standard #4***

This standard should continue to be implemented through conditions and plans required as part of the City's site plan approval process. This performance standard could also be included as a provision in the City's Zoning By-law(s) in terms of its reference to 60 percent of the frontage of a tall building along "Priority Retail Streets", between 0.5 metres and 3 metres in height, being glazed and transparent.

#### ***Performance Standard #5 Priority Retail Streets***

**Tall building podiums will be lined with active street-related retail uses, especially along Priority Retail Streets, to encourage activity and natural surveillance. Residential and office lobbies will be limited in width. At least 60 percent of the total building frontage along Priority Retail Street segments will contain active street-related retail uses.**

There were a number of comments made during the consultation meetings regarding the role of retail in the Downtown. This included questions about opportunities to impose regulations or guidelines that could be put in place to maximize the number of retail units on the ground-floor of tall buildings in order to discourage larger scale retailing which often has store facades that are less permeable and less interesting to pedestrian traffic. However, it was noted that with continuous residential intensification occurring Downtown, there was a greater need to accommodate a more urban form of larger format stores, especially grocery stores, to give Downtown residents a wider range of affordable and convenient shopping options.

Over the years, the City has considered a variety of ways to encourage, guide and/or regulate retail activity along its "traditional shopping streets", Avenues and "Priority Retail Streets" (terms that the City has used in the past/present) in order to:

- Provide opportunities for small start-up business while balancing the need to recognize the place of larger stores in the City's retail system; and
- Have retail uses and store design that improves the safety, comfort and amenity of pedestrians shopping and strolling around these stores.

A variety of planning tools have been employed by the City including:

- Prohibiting certain types of commercial uses in particular areas of the city;
- Limiting the size of retail and service establishments; and
- Encouraging or mandating certain types of exterior design features for grade related retail space.

Currently there are a number of Official Plan policies, Zoning By-law provisions, site plan conditions and urban design guidelines in place that can have the effect of limiting the number of retail units at the base of tall buildings. However, there is no one-size fits all approach across the City and most of these policies, provisions and/or guidelines can only be operationalized on a development by development or area wide basis.

The City's Official Plan contains policies that speak to improving traditional retail shopping streets as centres of community activity by encouraging quality development of a type, density and form that is compatible with the character of the area and with adjacent uses (Section 3.5.3 Policy 2 a). The Official Plan also contains public realm policies that instruct interior shopping malls, underground concourses, plaza walkways, and private mid-block connections to be designed to complement and extend, but not replace, the role of the street as the main place for pedestrian activity (Section 3.1.1 Policy 13).

A more recent policy has been added to the Official Plan which further amends the City's Official Plan (City of Toronto By-law No. 1231-2009, OPA No. 95). This policy pertains to retail uses in new buildings, in new neighbourhoods or in *Mixed Use Areas* along pedestrian shopping strips. The policy states that, in order to provide local opportunities for small businesses and maintain the safety, comfort and amenity of shopping areas, zoning regulations can be implemented to provide for a maximum store or commercial unit size. The size permitted is based on factors such as prevailing size of existing retail units, the rhythm and flow of storefronts, and the provision of a mix of commercial unit sizes to meet the range of local needs, including day-to-day convenience shopping and other household goods and services. For example, in the Queen Street West Heritage Conservation District where prevailing floor plate size is an important feature of the District's heritage character, the zoning regulations for ground floor commercial retail uses in new buildings provide for a maximum store or commercial unit size consistent with the Heritage Conservation District Plan.

The approach the City has taken to influence the presence of pedestrian oriented retail Downtown has been more design-based. The City's Zoning By-law has identified Priority Retail Streets in the Downtown along which retail and service uses must occupy at least 60 percent of a building's frontage (Section 12(2) 258 of 438-86). Coming out of this design precedent to encourage a retail presence at grade, the Consultant's Study recommended that the City recognize and expand its original list of priority retail streets in the Downtown and continue to apply zoning regulations requiring new buildings along such streets to have street-related retail and service uses for at least 60 percent of the building's frontage. Performance Standard #5 reflects this recommendation.

### ***Future Implementation Options for Performance Standard #5***

A Priority Retail Streets Map and accompanying policy text could be incorporated into the City's Official Plan as part of a Tall Buildings Downtown Official Plan Vision statement. The City's Zoning By-law 438-86, which applies to the Downtown area of the City could be expanded to include additional priority retail streets as identified in Attachment 4 - Priority Retail Streets Map. This same Zoning By-law should continue to apply zoning regulations requiring new buildings along such streets to have street-related retail and service uses for at least 60 percent of the building's frontage. In continuing with the 60 percent retail use frontage rule, further consideration could be given as part of City Planning staff's ongoing Yonge Street planning studies and review, to increasing retail use frontage requirements above the 60 percent figure.

It should be noted that nothing would prevent a site-specific zoning by-law applying to a tall building development application in the Downtown, from having its minimum length of ground floor retail store frontage increased from 60 percent or the size of its proposed "retail establishments" decreased, if there are good planning grounds to do so, as per Chapter 3, Section 3.5.3, The Future of Retailing, Policy 4, of the City's Official Plan.

### ***Performance Standard #6 Ground Floor Animation***

**The ground floor of tall building podiums will create a comfortable and highly animated pedestrian environment by providing a rhythm of multiple retail frontages and entrances which establish and reinforce a fine-grain street fabric, and which are architecturally articulated through appropriate materials, display windows, canopies and signage.**

City of Toronto By-law 1034-2010 regulates exterior design and sustainable design for any development subject to Site Plan Control (Section 114, *City of Toronto Act*). The By-law stipulates that where development is 5 storeys or higher, detailed colour elevation drawings to a scale of 1:50 for a minimum building width of three typical bays, including the main building entrance, for the first three-storeys of the development, shall be provided. These drawings are required as part of the site plan application, enabling the City to have, on a development by development basis, a tool with which to assess and approve grade level retail unit facades in a manner that can have an impact on the

ultimate perceived number of retail units at grade. This site plan control power can be applied in the assessment of tall building applications requiring site plan approval. The site planning process can be informed by Performance Standards #5 and #6 noted above.

#### ***Future Implementation Options for Performance Standard #6***

City of Toronto By-law 1034-2010 provides staff with site plan powers to regulate exterior design. Staff recommends that Performance Standard #6 be considered as part of the City's site plan review process.

#### ***Performance Standard #7***

##### ***Minimum Ground Floor Height***

**The minimum floor-to-floor height of the ground floor of tall buildings fronting onto High Streets and Secondary High Streets will be 4.5 metres floor to floor, measured from average grade.**

Floor to floor heights for commercial uses are generally higher than typical residential floor to floor heights. A taller floor-to-floor height at grade will provide for flexibility of grade level uses, facilitating conversion of residential to retail use at grade and increasing the marketability of these spaces for retail use. A floor-to-floor height of 4.5 metres has been cited in the Consultant's Study, the "Avenues and Mid-Rise Buildings Study" and the citywide "Design Criteria for Review of Tall Building Proposals" as a desirable height to achieve this. Having a first floor height of 4.5 metres or more creates a consistent differentiation of the first floor street retail and establishes a clear presence for retail at street level. Lastly, a floor-to-floor height of 4.5 metres accommodates vertical clearance requirements for trucks for loading spaces located inside the rear of mid size to large mixed-use buildings.

The Consultant recommended a performance standard that required minimum height levels for grade related retail and other non-residential uses only. Staff has amended this performance standard to include all grade-related space in order to facilitate any future conversions of residential to retail. This is the height considered to be the minimum required for marketable flexible retail and commercial services space and which provides enough room for storage and restaurant ducts. The public was supportive of this performance standard.

Staff recognizes that exceptions to this standard could be made, on a site by site basis, for tall buildings reflecting the "Landscaped Setback Form" typology described in Section 3 - Tall Buildings Typologies of this report, or in situations where proposed tall building development is required to take the existing adjacent heritage resource context into account.

#### ***Future Implementation Options for Performance Standard #7***

Future implementation steps could include placing a 4.5 metre minimum floor-to-floor height for the ground floor of tall buildings into the City's Zoning By-law.

*Performance Standard #8  
Clearly Defined Entrances*

**Entrances to tall buildings will be clearly defined with maximum visibility to ensure ease of access directly from the street, and be free of obstructions. High quality architectural treatment and, where appropriate, landscape design should be used to accentuate entrances and differentiate between residential and commercial entrances in mixed-use buildings. Each retail store in a tall building will be identifiable and accessible from the sidewalk.**

Tall building entrances create an arrival experience and identity for the building. Clear, visible entries and views to the street provide security for building residents and pedestrians on the street. Individual entrances to each use must be provided immediately from the sidewalk to animate the street and encourage pedestrian activity to occur on the street rather than inside the building where they might take their access from an internalized mall.

This is a straight forward standard which is supported by the City's Official Plan, Zoning By-laws and the citywide tall buildings design criteria and which received no objections from the community or development industry.

*Future Implementation Options for Performance Standard #8*

No further action is required as the City's Official Plan and Zoning By-law already contain policies related to this performance standard. This is also a performance standard that can be applied during the City's site plan review process.

*Performance Standard #9  
Pedestrian Scale Podium Articulation*

**Tall building podiums will be designed to include pedestrian scale treatment of building mass, materials, texture and composition. Façades will be well articulated with an interplay of rhythm between transparent glass and solid materials. Blank walls will be avoided, but if necessary, will be well articulated. Air vents and mechanical equipment will not be located adjacent to the public realm.**

This is also a straight forward performance standard which did not generate much discussion during consultation. The relationship of a tall building to the street on which it fronts is a critical factor for creating good urban spaces and should be integral to the building design. A building façade should provide architectural expression that relates to its surroundings. Elements such as cornice lines, changes in material, fenestration and window bays should be used to create a comfortable pedestrian scale at the street level. Site Plan Control By-law 1034-2010 provides staff with the opportunity to secure building materials and architectural features. The By-law stipulates that where development is 5 storeys or higher, detailed colour elevation drawings to a scale of 1:50

for a minimum building width of three typical bays, including the main building entrance, for the first three-storeys of the development, shall be provided.

#### ***Future Implementation Options for Performance Standard #9***

City By-law 1034-2010 provides staff with site plan powers to regulate exterior design. Performance Standard #9 should be considered as part of the City's site plan review process.

#### ***Performance Standard #10 Pedestrian Weather Protection***

**Pedestrian weather protection, such as canopies, will be provided particularly over entrances to residential and retail uses. Permanent materials are preferred to fabric canopies as they form part of the permanent architecture of the building.**

**Colonnades are generally discouraged, however where proposed, should be of generous proportions to ensure adequate natural light and generally be no less than 3 metres in depth and 6 metres in height.**

Comments received during the consultation process made it clear that there is a need for improved weather protection in the City. It was noted that the Consultant's Study lacked a specific performance standard detailing the role that canopies and other forms of weather protection could play in providing protection for pedestrians from uncomfortable weather conditions. In response, staff added a new performance standard, Performance Standard #10 above, to address this issue, noting that canopies can also reduce the apparent scale of a building by providing a horizontal design element along the street and that while colonnades would generally be discouraged, as they tend to pull retail frontages and associated pedestrian activity away from the street, where proposed, they would have to be of generous proportions to ensure adequate natural light.

The citywide "Design Criteria for the Review of Tall Buildings" provides a section on the "Pedestrian Realm", including design guidelines for streetscapes and landscapes; weather protection; sun, shadow, skyview and orientation; and pedestrian level wind effects. The City's "Green Standard" relating to "Pedestrian Infrastructure" requires outdoor waiting areas located on the site to offer protection from the weather. The City's Complete Application submission requirements can require applicants to submit a "Pedestrian Level Wind Study" and/or a "Computer Generated Building Mass Model" of the proposed development, which then allows Planning staff to evaluate the physical impacts of the proposal, including sun/shadow impacts, for all development above 20 metres or 6 storeys in height. Performance Standard #10 will form part of the consolidated performance standards that will incorporate downtown and citywide standards, upon their completion in the Second Quarter of 2012.

### ***Future Implementation Options for Performance Standard #10***

City By-law 1034-2010 provides staff with site plan powers to regulate exterior design. This Performance Standard should be considered as part of the City's site plan review process.

### ***Performance Standard #11***

#### ***Transitioning Between Private / Public Realm***

**Streetscaping and landscaping elements such as street trees, street furniture, lighting and its proper placement, soft landscaping, seating and public art will be used to physically integrate tall buildings and exterior spaces, activate building façades, soften building contours, highlight important architectural features and building entrances; screen less attractive elements (such as parking entrances), add colour, texture and visual interest and provide shade, where appropriate. The arrangements of these elements will also assist in the creation of a safe and comfortable transition between the public and private realm.**

Comments received during consultation indicated that the Consultant's Study lacked discussion regarding the quality and design of the public realm in and around tall building development. Suggestions were made to prepare a Public Realm Plan for the Downtown to complement the Consultant's Study. While a comprehensive Public Realm Plan falls beyond the purview of the Consultant's Study, staff felt that the Study did address a number of issues related to the "public realm" through individual performance standards. Staff added Performance Standard #11 to address the importance of creating a comfortable transition between the public and private realm.

In terms of landscaping, the Toronto Green Standard places emphasis on landscaping and tree planting on and off-site. For example, a minimum of one tree is required on-site for every 30 square metres of post development site area covered by soft landscaping and street trees are required at 6-8 metre intervals along all street frontages, open space frontages and along public walkways. The City's Streetscape Manual also provides detailed direction regarding paving details, street furniture, street tree planting and lighting on the street. The City's "Percent for Public Art Program" recommends that a minimum of one percent of the gross construction cost of each significant development in the City be contributed to public art as part of the development approval process, the governing principle being that art is a public benefit to be enjoyed and experienced by residents and visitors throughout the city. The Program requires that the artwork must be clearly visible at all times from publicly accessible areas.

### ***Performance Standard #12***

#### ***Pedestrian Connections***

**Mid-block connections and courtyards will have a high quality of design and be visually and physically connected to adjacent streets, parks, open spaces and other uses, which serve to integrate the tall building with its surroundings. Where**

**appropriate, tall building development will provide connections to public transit stations and to the City's underground PATH system.**

Comments were received about the need to encourage above-grade and underground links to improve pedestrian flow between tall buildings, transit stops and other community facilities. Performance Standard #12 has been added to address this matter and to complement existing City standards and guidelines, such as the Toronto Green Standard which provides standards that address the issue of connecting buildings to off-site pedestrian paths, providing direct linkages to nearby surface transit stops and parking areas and using pedestrian-specific lighting directed onto sidewalks, pathways, entrances and outdoor waiting areas.

### *Future Implementation Options for Performance Standards #11 and #12*

There appear to be sufficient standards, policies and protocols in place to address Performance Standards #11 and # 12 above. All of the matters detailed in these performance standards can form part of a re-zoning, subdivision approval and/or site plan control application process that would generally accompany a tall building approval.

### *Performance Standard #13:*

#### *Minimizing Parking, Loading and Servicing Impacts*

**Garbage storage and collection, loading docks, car parking, ramps to underground parking, vents, metres and transformers will be located away from the public realm and screened from public view. Access to parking, loading and service areas and utilities will be made available from a lane if present, or at the rear of the building if possible, so as to not conflict with pedestrian-oriented activities on the street. Hotels, commercial and office buildings will make provision for taxi stands and bus drop-offs on private property, wherever possible. The following criteria will be satisfied:**

- **Shared parking and service area will be provided, where possible, within development blocks;**
- **When parking cannot be physically located below grade, due to below grade transit infrastructure, for example, the parking structure will be integrated into the building design by applying similar facade treatment, materials and articulation including openings, where appropriate, that function as "windows";**
- **Where an above-grade structured parking facility fronts onto a public street, the ground-level frontages will incorporate retail, public and/or other active uses;**
- **Above-grade parking structures will be consistent with all Performance Standards relating to podiums (Performance Standards #1 through #13);**
- **All parking stairways, elevators and entries will be clearly visible, well lit and easily accessible;**

- **The impact of access points will be minimized by allowing new curb cuts only if there are no alternative means of access, keeping access widths and curb cuts to a minimum and using landscape design to minimize visual impact;**
- **The size of service doors, garage doors and openings that are visible from public streets and open spaces will be minimized;**
- **The impact of vents and mechanical equipment will be minimized by ensuring that they are located away from the pedestrian realm;**
- **Garbage, service and utility functions will be integrated within the building; and**
- **Access and servicing areas will be treated with planting and/or architectural treatment to minimize negative safety, physical, visual and noise impacts.**

This performance standard is consistent with the citywide Design Criteria for Tall Buildings and Official Plan policies which dictate that new development will locate and organize vehicle parking, vehicular access, service areas and utilities to minimize their impact on the property and on surrounding properties and to improve the safety and attractiveness of adjacent streets, parks and open spaces. This Performance Standard can be implemented through the site plan control process.

#### *Future Implementation Options for Performance Standard #13*

No further action is required as the City's Official Plan contains policies related to this performance standard. It can also be considered as part of the City's site plan review process.

### **Performance Standards Relating to Towers:**

#### *Performance Standard #14 Maximum Floor Plate Size*

**The maximum floor plate size per floor of a tall building tower will be 750 square metres, including all the built area within the building, measured from the exterior of the main walls at the level of each floor, but excluding balconies.**

**Exceptions to the 750 square metre floor plate size will be made for:**

- **Residential and mixed commercial-residential buildings that are greater than 50 storeys in height;**
- **Commercial only buildings and commercial only floors of mixed-use buildings;**
- **Institutional buildings; and**
- **Hotels.**

**Provided that the larger floor plate size is:**

- **Necessary in the case of the residential or mixed-use building to provide for its efficient functioning (such as its elevator service strategy) and structural requirements (such as its wind stabilization measures); and**
- **Appropriate because consideration has been given to:**
  - **a greater tower set-back and/or step-back proportionate to the increase in floor plate size; and**
  - **articulating the larger floor plate to break down the building mass, minimize shadow, loss of sky view and wind conditions at grade.**

Although a 750 square metre floor plate is not a specified requirement in the City's Official Plan, there are policies which state that new development limit its impacts on neighbouring properties, streets, parks and open spaces by providing adequate light, privacy, sky view, minimizing shadowing and uncomfortable wind conditions. The Official Plan also makes general reference to floor plate size by stating that its size and shape be designed with dimensions appropriate for the given site. The Consultant's Study strives to achieve these Official Plan policies by providing a cap on floor plate size for Downtown tall buildings. This cap on floor plate size is also consistent with the citywide tall buildings design guidelines.

Tower floor plate size, along with tower articulation, is instrumental in the perception of the overall three dimensional massing of a building and its visual and physical impact on adjacent areas. The use of properly located smaller floor plates is encouraged since they result in slender buildings which cast smaller shadows, improve sky views, and permit better views between buildings and through each development site. Smaller floor plates also promote sustainability and liveability by providing for increased daylight catchment within the building.

Comments with regard to Performance Standard #14 came primarily from development industry stakeholders who felt that this standard would be overly prescriptive were it to be placed as a zoning by-law provision in the City's Zoning By-law. Comments were also received with regard to a residential floor plate maximum of 750 square metres not being economically viable for buildings over 50 storeys. In this regard, it should be noted that the Consultant's Study did provide for exceptions for buildings over 50 storeys (152 metres) and for non-residential (commercial only) buildings and for hotels. These exceptions form part of Performance Standard #14 above.

Staff supports exceptions to the floor plate size maximum for commercial only buildings (such as offices); commercial only floors of mixed-use buildings; institutional buildings and hotels, as these buildings set their floor plate size to meet specific market needs.

#### ***Future Implementation Options for Performance Standard #14***

Next steps could include placing floor plate size restrictions for residential and mixed use buildings into the City's Zoning By-law. Matters related to floor plate size, building

massing and articulation are matters that can be addressed through the City's site plan control process.

***Performance Standard #15  
Tower Set back from the Podium***

**The tower portion of a tall building, including balconies, will be set back from the podium a minimum of 3 metres for a minimum of two-thirds of the length of the tower facing the street. One-third of a Tower-Podium Form tower may extend straight down to the ground at the front property line. This may take the form of balconies or the tower itself.**

**Exceptions to the 3 metre set back: The tower portion of a tall buildings will be set back a minimum of 10 to 20 metres from the Yonge Street property line along those portions of Yonge Street between the north side of Front Street and the south side of Bloor Street and on the west side between Cumberland Street and Yorkville Avenue identified as being part of the Yonge Street - Special Policy Character Street, as follows:**

- **Twenty metre tower setback for those street portions fronting unto Yonge Street which contain heritage resources and /or contributing building fabric that contextually supports these resources;**
- **Ten metre tower setback for those street portions that do not contain heritage resources; and**
- **The one-third of the tower extending straight down to the ground permission will not apply.**

The Consultant's Study noted that a sheer tower face that meets the front property line can generate uncomfortable pedestrian wind conditions and an oppressive sense of pedestrian scale. Setting the tower (balconies included) back 3 metres or more allows the podium to better define the pedestrian realm and absorb downward wind drafts. However, in order to encourage design flexibility and when combined with podiums that support and reinforce the pedestrian realm, a minor portion of up to one-third of the tower for Tower-Podium Form buildings may extend straight down to the ground at the front property line. This can take the form of balconies, other encroachments, or the tower itself.

The City's Official Plan includes language about tower placement to limit uncomfortable wind conditions, but lacks detail as to how this is to be achieved. The citywide tall building design guidelines speak to the appropriate scale of the step back from the podium or base building for the tower to be determined by the relationship of the scale of the tower to its base, i.e. the taller the building in relationship to the base, the larger the step back, with a minimum tower step back of 5 metres. The Consultant's Study determined that a 3 metre, rather than a 5 metre, tower setback would be a more appropriate standard for the Downtown. The Consultant's Study "Precedent Cities" research which formed part of the Study package, showed that 3 metres was an

appropriate step back for towers and one already taken by cities such as Boston and New York.

There was minimal debate regarding this performance standard at community and industry consultation meetings, although there were those in the development industry community who felt that, this performance standard, like others, should remain in design guideline form only.

Further to public consultation and further staff review, staff also determined that the tower portion of tall buildings will be setback a minimum of 10 to 20 metres from the Yonge Street street edge along that portion of Yonge Street between the north side of Front Street and the south side of Bloor Street and the west side of Yonge Street, north of Bloor Street between Cumberland Street and Yorkville Avenue, identified as part of the Yonge Street - Special Policy Character Street, detailed in Performance Standard # 15 above.

#### ***Future Implementation Options for Performance Standard #15***

Future consideration could be given to incorporating this standard as a provision in the City's Zoning By-law for Downtown tall buildings.

#### ***Performance Standard #16 Tower Separation Distances***

**A tall building tower will be located a minimum of 12.5 metres away from the side and rear property lines or the centre line of an abutting lane, measured from the external wall of the building. The minimum spacing distance between two tall building towers on the same site will be no less than 25 metres, measured from the external walls of the buildings.**

The Consultant's Study noted that the most important criteria for a site to qualify for a tall building is the size of the site. Not every site along a High Street or Secondary High Street is appropriate for tall building development. The premise behind this performance standard is to require each property to resolve all issues within its own site in order to provide equal development opportunity for all other properties fronting onto the High and Secondary High Streets.

Towers should not be permitted to be built in close proximity to each other and to side and rear property lines for a number of reasons. For one, when buildings are constructed too close together, the resulting wind conditions, distortion of the sense of pedestrian scale, lack of access to sunlight and blockage of sky views creates an uncomfortable pedestrian environment. As well, when buildings are constructed very close to the side property lines, the result is a “first-to-the-post” development scenario, whereby the development of one site restricts adjacent sites from developing in a similar manner. Thirdly, if windows face onto the side lot lines and buildings are constructed very close to the lot line, privacy issues may arise for building residents.

Given that the width of the average street in Downtown Toronto is 20 metres, the Consultant determined that 20 metres would be a reasonable distance to have between two towers. In order to ensure that each site would be self sufficient, the requirement would be to have the tower portion of new tall buildings set back from all side and rear property lines by a minimum of 10 metres. As with a street right-of-way, this distance would be free of any obstructions and protrusions, including balconies.

This Performance Standard results in the exclusion of some small sites from being developed to a height that exceeds the width of the street on which they front. In some cases, smaller properties will need to be assembled, and in other cases, small sites will only be able to be built to limits outlined in Performance Standard #17 below. The City's Official Plan deals with the issue of separating towers in a very general manner, requiring new development to be massed to provide adequate light and privacy, and limit shadowing and uncomfortable wind conditions on neighbouring streets, properties and parks. The citywide tall building design guidelines require that the minimum spacing between towers equals the widest tower width measured perpendicularly to building face, but that it be no less than 25 metres. Similarly, a tall building must be located a minimum of 12.5 metres away from the property line.

The Consultant's rationale for providing a slightly smaller separation distance requirement in the Downtown, as opposed to the remainder of the City, was to recognize the prevalent width of Downtown streets, the smaller lot sizes facing more development constraints and the overall competing demands of higher intensity land uses. Setbacks and separation distances were to be measured from the external wall or the exterior face of balconies.

Staff has revised the Consultant's recommendations to be consistent with the citywide standard. This 12.5 metre setback and 25 metre separation distance will now allow balconies to protrude beyond the main external wall into the setback and separation areas. Given that a typical balcony depth is about 1.5 metres, the difference between the previous tower separation distance of 20 metres (excluding balconies) and 25 metres (including balconies) would essentially be 2 metres.

Staff advise that creative solutions that substantially achieve the guideline separation distance of 25 metres, such as offset towers and non-parallel walls, may also be considered.

Determining an appropriate performance standard for tall building tower citywide and separation distances has been a contentious issue throughout the Study period. Residents attending the consultation meetings fully supported the setbacks while representatives from the development industry either found the setbacks / separation distances tolerable as guidelines only or felt that they were too onerous, rendering numerous Downtown sites undevelopable for tall buildings.

The Consultant and staff recognize the fact that not every site in the Downtown is appropriate as a tall building site. Performance Standard #16, as revised by staff, is a key

performance standard, which, when bundled with other proposed standards, defines the Study's deliverables, which are to protect the quality of life of people living and working downtown, including their need for safe, comfortable, and private spaces for living and working, with access to natural light and views to the sky and their enjoyment and usability of the public realm.

### ***Future Implementation Options for Performance Standard #16***

Tower separation distances could be included in the City's Zoning By-law.

### ***Performance Standard #17***

#### ***Small Sites***

**A "small site" is a site on which a tower cannot be constructed unless it allows for a minimum 12.5 metre setback along its side and rear property lines or centre line of an abutting lane, and a 3 metre setback along the front property line.**

**If all minimum setbacks cannot be provided, a building on the small site will only be constructed to the top of the podium (or base building height) on the street on which it fronts, in accordance with Performance Standard #3, above which a 45 degree angular plane may be applied to all sides of the base building to add additional levels.**

**Exception: On street segments with a Canyon Form typology, small sites may be developed up to the height of the canyon wall, above which the 45 degree angular plane will apply.**

There are certain lot conditions better suited for tall buildings, the most important being lot size. When buildings are constructed too close together excessive shadowing of adjacent streets and parks occurs. Wind impacts due to air currents are heightened. There is a loss of privacy for residents and sky views are diminished for pedestrians on the street.

Small sites have greater difficulty in providing required amounts of underground parking as minimum depths are required to achieve setbacks and to allow for typical below-grade parking layouts, including ramps and access. Street level facades and pedestrian activities are compromised when efforts are made to substitute below-grade parking with above-grade parking garages on site.

Based on tower dimensions of 20 metres by 30 metres, staff has determined that the approximate smallest dimension for a small site is one that would be less than 35.5 metres deep x 55 metres wide or 45.5 metres wide x 45 metres deep for a mid-block site or 35.5 metres deep by 45.5 metres wide for a corner site, when measured to the property lines.

Development of a building on the small site is permitted if it matches the podium of adjacent sites and has a maximum permitted height which is determined by a 45 degree angular plane from the side and rear lot lines above the height achieved by applying the 1:1 ratio to the street allowance.

This performance standard will result in the exclusion of some small sites from being developed to a height that exceeds the width of the street on which it fronts. In some cases, several smaller properties will need to be assembled, and in other cases, some small sites may only be able to be built to the limits outlined in this performance standard above.

Over-development of small sites is an ongoing concern for Planning staff, Downtown residents and business owners. All are in support of setting clearer policy direction and more prescriptive direction around this matter rather than determining what constitutes over-development of a site on an application by application basis. The development industry has countered that there are too many variables in place to meaningfully restrict development rights on site size alone. Planning staff has concluded that this matter needs to be addressed with more precision as detailed in Performance Standard #17 above.

#### ***Future Implementation Options for Performance Standard #17***

Next steps with regard to identifying a policy and/or rule for small site development, could involve establishing a "small sites policy" for tall building development in the City's Official Plan and/or defining small sites in the City's Zoning By-law.

#### ***Performance Standard #18 Placement of Balconies***

**Consideration will be given to minimizing building bulk and loss of views potentially created by balconies on adjacent sites and to the importance of integrating balconies into the sustainable design and architectural quality and integrity of tower façades, including window walls. Wrap-around balconies and corner balconies will be discouraged when they are arranged in a manner which increases the physical and apparent visual building mass, to the detriment of the intent of Performance Standard # 14.**

Further to consultation, Performance Standard #18 is a new performance standard intended to capture elements related to balcony impacts. The placement and design of balconies that form part of a tall building can have a major impact on the perceived bulk and architectural integrity of a tall building. When balconies are contiguous and essentially wrap the entire building, the result is a building that appears to have a larger floor plate, even when it meets the 750 square metre maximum floor plate size.

#### ***Implementation Options for Performance Standard #18***

The location and size of balconies can be prescribed through the City's Zoning By-law.

The issue of balconies enhancing or detracting from the architectural integrity of a proposed tall building can continue to form part of the site plan approval process.

## **Performance Standards Relating to Tall Buildings and their Interface with the Surrounding Area:**

### ***Performance Standard #19 Transition to Lower Scale Areas***

**When a tall building abuts a lower scale neighbourhood area, the tower portion of the building will be setback from any such abutting property lines a minimum of 20 metres, excluding balconies. The podium will create a smooth transition between the lower scale area and the tall building, and will be designed to reflect the built form character of the adjacent area, including appropriate ground floor uses. A portion of the podium immediately adjacent to the lower scale area will be no higher than the height of adjacent buildings, transitioning into a higher podium as the distance to the area increases.**

When a tall building is proposed close to a lower scale area, residential or otherwise, setbacks, step backs, height restrictions, angular planes and facade articulation can be used to achieve appropriate transition in scale. Small floor plates, for instance, result in shadows that move more quickly across the neighbourhood. Minimum spacing distances will result in improved sky views. These measures can be further enhanced by ensuring that towers are setback away from lower scale neighbourhood areas to protect privacy and overlook.

The distance of 20 metres was selected by the Consultant as an appropriate setback from property lines that are adjacent to lower scale areas, because, as previously mentioned, this is the width of an average street in downtown Toronto, and is considered to be an appropriate distance to manage the change in scale. The "Toronto Case Studies", which formed part of the Consultant's Study, provide examples of tall buildings that relate well to adjacent lower scale areas. For example, the Radio City development on Mutual Street (a Secondary High Street) relates positively to the adjacent residential area along the east side on Mutual Street. The north tower is setback 22 metres from the side property line and transition is achieved with townhouses. The townhouses continue south of the tower as well, buffering the south tower, which is set back 26 metres from Mutual Street.

The City's Official Plan states that new development will create appropriate transitions in scale to neighbouring buildings and will fit harmoniously into its existing and planned context. Transition can be achieved through many methods, such as angular planes, stepped height limits, appropriate location and orientation of buildings, setbacks and step backs. The citywide tall building design guidelines have similar criteria, but do not apply a specific setback number to separate tall building development from adjacent lower-scale areas. Performance Standard #19 is one that the downtown community attending the public consultation meetings had great interest in endorsing.

### ***Future Implementation Options for Performance Standard #19***

Performance Standard #19 could be incorporated into the site plan review process. Separation distances between tall building towers and adjacent lower scale areas could also be placed in the City's Zoning By-law.

### ***Performance Standard #20***

#### ***Sunlight Protection for Parks and Open Space***

**Every effort will be made to design and orient Downtown tall buildings to minimize their shadow impact on all public and privately owned parks and open space.**

**No new net shadows will be cast by Downtown tall building on parks identified as "Signature Parks" between 10:00 AM and 4:00 PM on September 21<sup>st</sup>. Signature Parks include: Allan Gardens; Berczy Park; Crombie Park; Grange Park; Moss Park; Nathan Phillips Square; St. James Park and Queen's Park.**

**No new net shadows will be cast by any Downtown tall building on all other parks located within and adjacent to the Downtown Tall Buildings Design Guideline boundary area, between 12 noon and 2:00 PM on September 21<sup>st</sup>.**

**All Downtown tall building applicants will be required to provide a "Sun/Shadow Impact Study" demonstrating compliance with the sunlight protection standards noted above.**

Toronto's Downtown has a limited number of parks, open spaces and open space systems that play a vital role in its character and the quality of life for its residents, workers and visitors. Downtown parks and open spaces are full of people and activity. As Downtown continues to steadily intensify, the need to protect these parks and open spaces from shadowing by tall buildings becomes increasingly important. Access to direct sunlight improves the usability and enjoyment of parks and helps vegetation flourish. Healthy trees offer microclimate protection, which further improves the amenity of these spaces. In the Toronto climate, access to direct sunlight in parks can extend the period of comfortable conditions for pedestrians by several months.

The Consultant's Study recommends that:

- Tall buildings should be designed and oriented to minimize shadow impacts on all parks and open spaces, whether publicly or privately owned, at all times of the day;
- Protection from shadowing should always take precedence over the height recommendations made in the Study;
- Special policy provisions for the protection of some of Downtown's most important parks and open spaces should be placed in the City's Official Plan;
- There should be a two tier approach to preserving sunlight in parks with no new shadows being cast by any tall buildings onto "First Tier" Parks between 10:00

- AM and 4:00 AM on Sept 21<sup>st</sup>, and no new shadow being cast by any tall buildings onto "Second Tier" Parks between 12 noon and 2:00 PM ; and
- All applications for Downtown tall buildings should be required to include a shadow impact study demonstrating compliance to this effect.

The Consultant identified First Tier Parks as those City-owned parks and open spaces Downtown that have special historic and/or cultural significance and that currently receive sunlight throughout most of the day (March to September) including:

Allan Gardens	Moss Park
Berczy Park	Nathan Phillips Square
Crombie Park	Queen's Park
Grange Park	St. James Park

The Consultant recommended that new tall buildings could not, under any circumstance, add new net shadows to any of these parks between 10 AM and 4 PM on September 21<sup>st</sup> (September 21<sup>st</sup> being the standard testing date that reflects the availability of sunlight within a given park or open space during what is considered to be a "shoulder season"). Street segments immediately along the south, east and west sides of the First Tier Parks have not been identified as High Streets by the Consultant's Study as they are inappropriate for tall buildings due to shadow impacts. While it was understood by the Consultant that streets with tall buildings further away from First Tier Parks could also create shadow impacts, they were not excluded as High Streets because the Consultant felt that tall building development along these streets should be individually tested.

The Consultant also identified Second Tier Parks as those remaining City-owned parks and open spaces Downtown that have widespread public use, are visible from the public realm, currently receive sunlight through the middle of the day, are coherent, and are of significant size. Second Tier Parks included:

Dundas Square	Osgoode Hall Gardens
David Pecault Square	Opera Place
Metropolitan United Church	Town Hall Square
Wellesley-Magill	Trinity Square

The Consultant recommended that no new net shadow could be added from 12 noon to 2 PM on Second Tier Parks. This time frame represents the lunch hour and is the time of day that downtown parks are most used. If a proposed tall building were to cause an additional shadow on any of these parks between 12 noon and 2 PM, the tall building tower would have to be reduced in height or re-oriented to meet these conditions. The Consultant chose to exclude some downtown parks from the list above, because they did not receive much sunlight during the day or because of their small size.

While there was general agreement at the consultation meetings that all Downtown parks are a precious commodity, the level of protection that should be afforded these parks remained a contentious one when dealing with the issue of determining appropriate levels

of private development rights versus the public's right to sunlight in these parks. Residents attending the consultation meetings indicated that they wanted sunlight protection performance standards extended to include a number of other parks throughout the Downtown whether they fell within the Consultant's Study boundaries or not and irrespective of their size or whether they experienced shadowing mid-day or not. Some ratepayers also did not agree with the two tier approach to parks that seemingly made the second tier park category appear less "important" than the first. Parks that were mentioned as being important to residents included: Barbara Ann Scott/College Park, Cumberland-Yorkville Park, Devonian Square, Clover Hill Park; George Hislops Park; James Canning Gardens; Norman Jewison Park, Cawthra Square Park and the Rosedale Ravine.

Residents also raised the issue of protecting sunlight on private open space, especially school playgrounds. School playgrounds had not been included in the Consultant Study's proposed sunlight protection standards for several reasons: These playgrounds are owned by the school boards and are not always publically accessible, nor are they necessarily zoned or designated "Open Space" in the City's Official Plan. The City has limited influence or power to make school playgrounds publically accessible, should a given school limit access to its playground, or should the given school board wish to exercise its development rights by selling the school site for development purposes. However it should be noted that the City's Official Plan does contain policies related to development adjacent to parks and open spaces, including playgrounds. In order to comply with these policies, new development has to be massed to fit harmoniously into its surroundings and minimize the impact, such as shadow and uncomfortable wind conditions, on neighbouring buildings and open space (Sections 3.1.2.3 and 3.1.2.4).

Further to public consultation and additional staff review the following revisions to the Consultant's Study sunlight protection standard for parks and open space are being proposed:

- *Rename First Tier Parks to Signature Parks:* These parks have historically been recognized as important and their protection from shadow remains successful to date. Staff recommends that these parks be renamed from First Tier to "Signature" Parks. Signature Parks will be protected from shadow between 10 AM and 4 PM on September 21<sup>st</sup>. Special policies relating to the protection of these parks will be considered for inclusion in the City's Official Plan.
- *Remove Reference to Second Tier Parks and Revise the Performance Standard to apply to "Other Parks" as follows:* All other public parks, including those adjacent to the Downtown Tall Building Design Guideline Area, including Secondary Plan Areas, which could be impacted by Downtown tall building development, will be protected from no new net shadow between the hours of 12 noon and 2 PM on September 21<sup>st</sup>.
- *Sun/Shadow Impact Studies:* All applications for Downtown tall buildings will be required to include a Sun/Shadow Impact Study demonstrating compliance with

Performance Standard #20. If a proposed tall building satisfies the majority of the performance standards outlined in this report but results in new shadows being cast on a Signature Park between 10 AM and 4 PM or on other public parks and open spaces between noon and 2 PM, the development will be redesigned to eliminate these shadows.

Although Performance Standard #20 provides a minimum sunlight protection standard for Downtown parks, it should not be interpreted as taking away from the City's ability to require more sunlight protection as part of any site-specific tall building development proposal approval impacting local parks. For example, if it has been demonstrated as part of tall building application reviews in the Bloor-Yorkville area, that Jesse Ketchum Park is an important local park that is heavily utilized by the community, including school children, throughout the day. Any tall building development proposal in this area would therefore be required, as part of the development approval process, to demonstrate that no new net shadow was being cast on this park throughout the day, for a minimum standard of 6 hours.

#### ***Future Implementation Options for Performance Standard #20***

Sun/Shadow Studies are currently required by the City for re-zoning and site plan review applications for developments over 20 metres or 6 storeys in height. However, the Sun/Shadow Study Terms of Reference do not require that a specific performance standard with regard to hours of sunlight be demonstrated and achieved. There is an opportunity to now include sunlight protection performance standards for Downtown tall buildings in a revised Sun/Shadow Study Terms of Reference for new tall building development Downtown, that identifies hours of sunlight in parks requiring protection. Official Plan policies relating to the protection of "Signature Parks" against shadowing could also be considered for inclusion in the City's Official Plan.

#### ***Performance Standard #21 Protection of View Corridors***

**The impact of tall buildings on landmark sites and views to these sites will be considered in the review of all Downtown tall building proposals. To accommodate the protection of landmark views, it may be necessary to limit building heights and reconfigure building mass.**

**In particular, tall buildings will not interrupt the view corridors or appear behind the building silhouettes of three important Downtown landmark views as follows:**

**Queen's Park:           The view up University Avenue to Queen's Park. No building will interrupt or rise above the silhouette of Queen's Park (Ontario Legislative Assembly) when viewed from any vantage point along College Street at the intersection of University Avenue.**

**Old City Hall:**            **The view up Bay Street in the Financial District to the clock tower of Old City Hall. No building will interrupt or rise above the silhouette of the clock tower when viewed from Bay Street at the intersection of Temperance Street.**

**City Hall:**                **The view from Queen Street of the two towers of City Hall. No building will breach the silhouette of City Hall, including the sky view between the two buildings, when viewed from the south side of Queen Street between Bay Street and York Street.**

Landmark sites provide the City with cultural memory and a distinct sense of place. They are unique markers that help us attain a collective appreciation and understanding of Toronto's past and future. In Downtown Toronto, many landmark sites and view corridors originated in Toronto's Victorian period, while others represent later iconic architecture of civic and cultural significance. Sites located at a street terminus have often been used to give the City's public buildings heightened prominence. Landmark sites play a large role in determining the visual character of the City by revealing destinations and providing orientation to the public moving about the City. Landmark sites and views are a community resource to be preserved and protected. Views to landmark buildings should be considered in the development of any tall building proposal. Aligning tall buildings to terminate visual axes or to frame scenes can maximise the positive aspects of the building scale and contribute to improved legibility and navigation within the City.

The Consultant's Study recommended that the City designate three of its most important landmark sites and related view corridors in the City's Official Plan. Each view was assigned a point of origin from which it was taken. From this point, no building or structure may obstruct the view to the landmark or rise above its silhouette. The three landmark views included Queen's Park, Old City Hall and City Hall.

Comments received during consultation pointed to other landmark sites, such as the St. James Cathedral Spire, Spadina Crescent or the Rogers Centre being worthy of mention and protection. Opinions were also expressed regarding the vantage point from which the Consultant Study's view corridors were taken, as well as some of heights proposed in the Study. Representatives from the heritage preservation community thought that further analysis was required to ensure not only the highest level of visual integrity, but the most historically authentic protection was in fact, being achieved. Of particular interest was Queen's Park, where it was noted that the view corridor should be taken from Queen Street, and not College Street as the Consultant had proposed.

City Planning staff received City Council direction on March 8, 2011 to report back to the Toronto and East York Community Council on a process to adopt an Official Plan amendment and other policy or regulatory changes to protect views of the Ontario Legislative Assembly building from any vantage point along College Street at the intersection of University Avenue. A further Community Council motion on October 4, 2011 also directed staff to proceed with Official Plan amendments to protect views of City Hall and Old City Hall. The intent behind these motions was to identify more

comprehensive Official Plan policies and Zoning By-law provisions (such as view cones), to preserve the silhouettes of important landmark sites and views, while the opportunity still exists to meaningfully do so.

It should be noted that the former City of Toronto Official Plan identified fifteen Prominent Areas and Sites and listed a number of Significant Views including Lake Ontario, Osgoode Hall and University College. The current Official Plan did not carry this listing forward. The language around view corridors and landmark sites in the current Official Plan is general and does not refer to any specific views, simply stating that scenic routes with public views of important natural or man-made features should be preserved.

As part of the Five Year Review of the City's Official Plan currently underway, the Plan's heritage policies are being reviewed and updated. Consultants have been hired to carry out the review and work with City staff on new heritage policies. Part of the review entails identifying important heritage views and vistas and policies to conserve them. This work will provide a further refinement to the views and vista work initiated by the Consultant's Study and will also provide further opportunities to consider identifying and regulating other landmark views within the Downtown and elsewhere in the City.

#### ***Future Implementation Options Performance Standard #21***

The City's Official Plan could be amended to provide specific reference to particular landmark sites and policies to protect views of these sites. The City's Complete Application requirements could also be amended to require tall building applicants to submit "View Corridor Impact Studies" as part of Official Plan and Zoning By-law amendment and/or site plan applications.

#### ***Performance Standard #22 Protection of Heritage Resources***

**Heritage resources will be protected and integrated into tall building development proposals in a manner that is consistent with accepted principles of good heritage conservation as set out in Attachment 7.**

**Tall buildings will not visually impede the setting of listed/designated heritage buildings. Where heritage buildings are low-scaled, the podium of the tall building will respect and reflect the unique urban grain and scale, visual relationships, topography and materials of the surrounding historic buildings. Tall building development will preserve and enhance the character and appearance of the setting of adjacent listed/designated buildings.**

**Designation as a High or Secondary High Street will not exempt any site located along these streets from any of its heritage obligations as identified in the City's Official Plan and other legislation.**

The City of Toronto values its heritage properties and requires that they be protected and integrated into new development in a manner that preserves their setting, character and integrity consistent with accepted principles of good heritage conservation. Where heritage resources can work in harmony with new development, this development should strive for the long term protection, integration and re-use of these heritage resources, and the heritage resources should be used to inform the scale and contextual treatment of the development. If well designed and sited in appropriate locations, tall buildings can make a positive contribution within historical settings.

In order to maintain a higher level sense of continuity in designating High and Secondary High Streets, the Consultant's Study did not choose to exempt individual heritage properties along these streets, however, the Study recommendations did state that designation as a High or Secondary High Street did not exempt any site located along these streets from any of its heritage obligations. That is, the heritage policies and legislation at both the City and Provincial levels that are currently in place and the current system of negotiating the preservation of historic buildings would continue to prevail over the High and Secondary High Street designations and their assigned heights.

Further to public consultation and a detailed staff review of the Consultant's recommendations relating to designating some important heritage sites and downtown city blocks with heritage character and resources as High Streets, staff revised the Consultant's High Street and Downtown Vision Height Maps to exclude some important heritage sites and vital heritage character blocks that exhibit a fine-grain, low scale built form characteristic of 19th century main streets from the Maps in order to discourage the notion of as-of-right tall building development opportunities in these areas.

### ***Future Implementation Options for Performance Standard #22***

The City's Official Plan contains a number of policies with respect to the protection of heritage resources. Specifically, heritage resources are to be conserved through listing properties of architectural and/or historic interest on the City's Inventory of Heritage Properties, designating them and entering into conservation agreements with owners of such properties. The Official Plan outlines the steps that new development applications must undertake when they involve lands listed on the City's Inventory of Heritage Properties. Areas with a concentration of heritage properties can be considered for designation as Heritage Conservation Districts, and design guidelines will be adopted to maintain them and improve their character (Official Plan Section 3.1.5.1). A discussion of the interface between tall building development and heritage conservation was previously had under Part 1, Section 10 of this report.

As part of the Five Year Review of the City's Official Plan currently underway, the Official Plan's heritage policies are being reviewed and updated. Consultants have been hired to carry out the review and work with City staff on new heritage policies that may result in changes to the Official Plan, Zoning By-law and other planning implementation tools. The City has also identified a number of areas within the Downtown that are (or

could be) the subject of a future Heritage Conservation District reviews. This work will likely inform future revisions to the Downtown tall building design guidelines.

All Downtown tall building development applicants should continue to submit a Heritage Impact Statement (HIA) as part of the City's Complete Application process, for Official Plan and zoning amendments and site plan review when cultural heritage resources are located on, adjacent or in close proximity to the development site.

***Performance Standard #23  
Design Excellence and Green Building Innovation***

**Tall buildings will reflect design excellence and green building innovation utilizing high-quality materials that acknowledge the public role tall buildings play in defining Downtown Toronto's image and liveability.**

The Study Consultant noted that Toronto's Downtown has historically been at the vanguard of architectural excellence and that it is vital to the City's success that this tradition be continued and fostered. Tall buildings come with greater civic responsibilities and obligations than other types of development. One such responsibility is the need to achieve architectural and urban design excellence. As previously discussed in Part 1, Section 8 of this report, the Consultant recommends that the City continue to seek ways in which to recognize merit in architecture through Design Review Panels, Urban Design Awards and Urban Design Guidelines. The Consultant concludes that "Great architecture requires informed criticism and great buildings define great urban places".

A heightened awareness of environmental issues, advancements in construction technology and a raised awareness of design in general have paved the way for sustainability to be recognized as a crucial element in the planning and development of Toronto. The matter of finding ways of advancing sustainable tall building design and function Downtown was not addressed by the Consultant's Study, however it was a matter that was raised at the consultation meetings and reviewed in Part 1, Section 9 of this report. Performance Standard #23 addresses both these issues - design excellence and green building innovation.

### **Part 3**

#### **Conclusion**

During the past decade residential and mixed-use development in Downtown Toronto has increased dramatically, much of it through buildings which are much taller than the City's current Zoning By-law maximum height provisions anticipated. The style and character of tall buildings has also changed from ones with shorter and bulkier floor plates to taller point towers with smaller floor plates. Today tall buildings are being sited closer to each other and to the edges of established lower rise areas. The smaller lot sizes in the Downtown and the fragmented nature of lot ownership which makes land assembly for redevelopment purposes more challenging; the somewhat irregular laneway system that also causes challenges for servicing of multi-storey buildings; the importance of

maintaining the vibrancy of Downtown street related retail; public spaces and heritage buildings - have all created special locational and typological challenges for reviewing and assessing tall building development in Downtown Toronto.

This staff report is the culmination of work begun in 2007 to identify those Downtown Toronto streets where tall buildings will be considered an appropriate form of development and to establish height limit guidelines, building typologies and performance standards to guide tall building development applications Downtown. Report recommendations are primarily based on the 2010 Consultant's Study entitled "Tall Buildings, Inviting Change in Downtown Toronto" which identifies where within the Downtown tall buildings may be located, how high they may be and how they must behave in order to achieve this maximum height. The appropriateness of tall building development is measured against a set of performance standards which work together to achieve optimal building siting and design that will enhance the adjacent public realm and respect and reinforce the surrounding built environment and context. Not all Downtown sites, the Consultant concludes, are suitable for tall building development.

City Planning staff held eight public consultation meetings in the Spring of 2011 and have also received numerous written comments regarding the Consultant's Study. A summary of this feed-back is found in Attachment 8 of this report.

There has been much discussion regarding the efficacy of having the set of performance standards identified in the Consultant's Study and now in this report, remain in an urban design guideline form versus implementation of these performance standards into the City's Official Plan, Zoning By-law and other more prescriptive implementation tools. Those who argued against more prescriptive tools have spoken of their concern with regard to stifling flexibility and architectural creativity and creating "cookie-cutter buildings"; sterilizing development potential on "smaller" downtown sites and increase building costs. Those who argued in favour of further implementation of the guidelines noted that guidelines need additional "teeth" to be consistently applied and to be regarded with any level of seriousness by the development industry and at Ontario Municipal Board hearings.

Given the unremitting number of tall building applications in the Downtown, there is some urgency and built-up expectations on the part of the public and the many stakeholders that, once these guidelines are adopted by Council, they will provide stakeholders and the public alike with more clarity and understanding regarding the type and location of tall building development that can be considered appropriate for the Downtown. There is also an accompanying expectation that should the performance standards be further implemented as this will help reduce the number of appeals before the Ontario Municipal Board and provide City Planning staff with a solid legislative and detailed policy basis on which to rely when providing planning evidence at Board hearings.

In response to comments received throughout the consultation process, staff has made some revisions to the original Consultant Study's recommendations, including related maps and performance standards, as has been described in this report.

City Council adoption is being sought for the "Tall Buildings Downtown Vision and Performance Standards Design Guidelines" (Attachments 1 through 7) which would then enable staff to use the downtown vision maps and the twenty-three performance standards in the evaluation of Downtown tall buildings proposals. City Council is also being asked to approve the addition of a new "Downtown Design Review District" to be included as part of the City's Design Review Panel process for those tall building applications that contain "significant public realm impacts" as a result of their location, scale, form or architectural quality.

As a further step, City Council is being asked to direct the Chief Planner and Executive Director, City Planning, to bring forward a staff report respecting the additional implementation of the Downtown Tall Buildings Vision and Performance Standards Design Guidelines, which would include, but not be limited to amendments to the City's Official Plan, Zoning By-laws and/or use of other appropriate planning tools and mechanisms, as described in this report and summarized in Attachment 9.

## **Next Steps**

City Council adoption of the "Tall Buildings Downtown Vision and Performance Standards Design Guidelines" will enable City Planning staff to address the following next steps:

**Consolidation with citywide tall building guidelines:** Staff will be seeking to consolidate the performance standards contained in this report with those of the citywide "Design Criteria for Review of Tall Building Proposals" guidelines. Performance standards contained in both guideline documents are compatible. Differences occur to accommodate unique locational conditions found in the Downtown that are not necessarily applicable to the remainder of the City. City Council is being requested to direct City Planning to consolidate the Downtown Tall Buildings Vision and Performance Standards Design Guidelines with the citywide tall building guidelines when these citywide guidelines are further revised and modified to incorporate the Downtown Tall Buildings Vision and Performance Standards Design Guidelines, in the Second Quarter of 2012.

**Completion of other studies relevant to tall building guidelines:** This report identified area specific planning studies related to establishing a planning framework for portions of Yonge Street as well as for the protection of view corridors for Queen's Park, Old City Hall and City Hall. As part of the Five Year Review of the City of Toronto Official Plan currently underway, the Official Plan's heritage policies are also being reviewed and updated. Consultants have been hired to carry out the review and work with City staff on developing new heritage policies. A number of specific downtown areas have also been identified for Heritage Conservation District review, among them a portion of Yonge

Street identified in this report as being part of the Yonge Street - Special Policy Character Area. Completion of these various studies could lead to findings and actions which would need to be reflected or recognized in the consolidated citywide tall building guidelines.

**Further implementation options for tall building guidelines:** Staff will evaluate and report back to Council with regard to translating the Downtown Vision and Performance Standards, where appropriate, into Official Plan policies, Zoning By-law provisions and/or the City's Site Plan Control and Complete Application requirements. The evaluation of future implementation options for these Performance Standards would include the consolidated version of the standards.

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## **SIGNATURES**

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## **ATTACHMENTS**

Attachment No. 1      High Streets Map  
Attachment No. 2      Downtown Vision Height Map  
Attachment No. 3      High Streets Typologies Map

- Attachment No. 4 Priority Retail Streets Map
- Attachment No. 5 Downtown Tall Buildings Vision and Performance Standards Design Guidelines
- Attachment No. 6 Prototype Diagram - Tower-Podium Form Tall Building
- Attachment No. 7 Heritage Conservation Principles
- Attachment No. 8 Community Consultation Summary
- Attachment No. 9 Downtown Tall Buildings Vision and Performance Standards - Future Implementation Options

## Attachment No. 1: High Streets Map



**TORONTO** City Planning

### High Streets Map

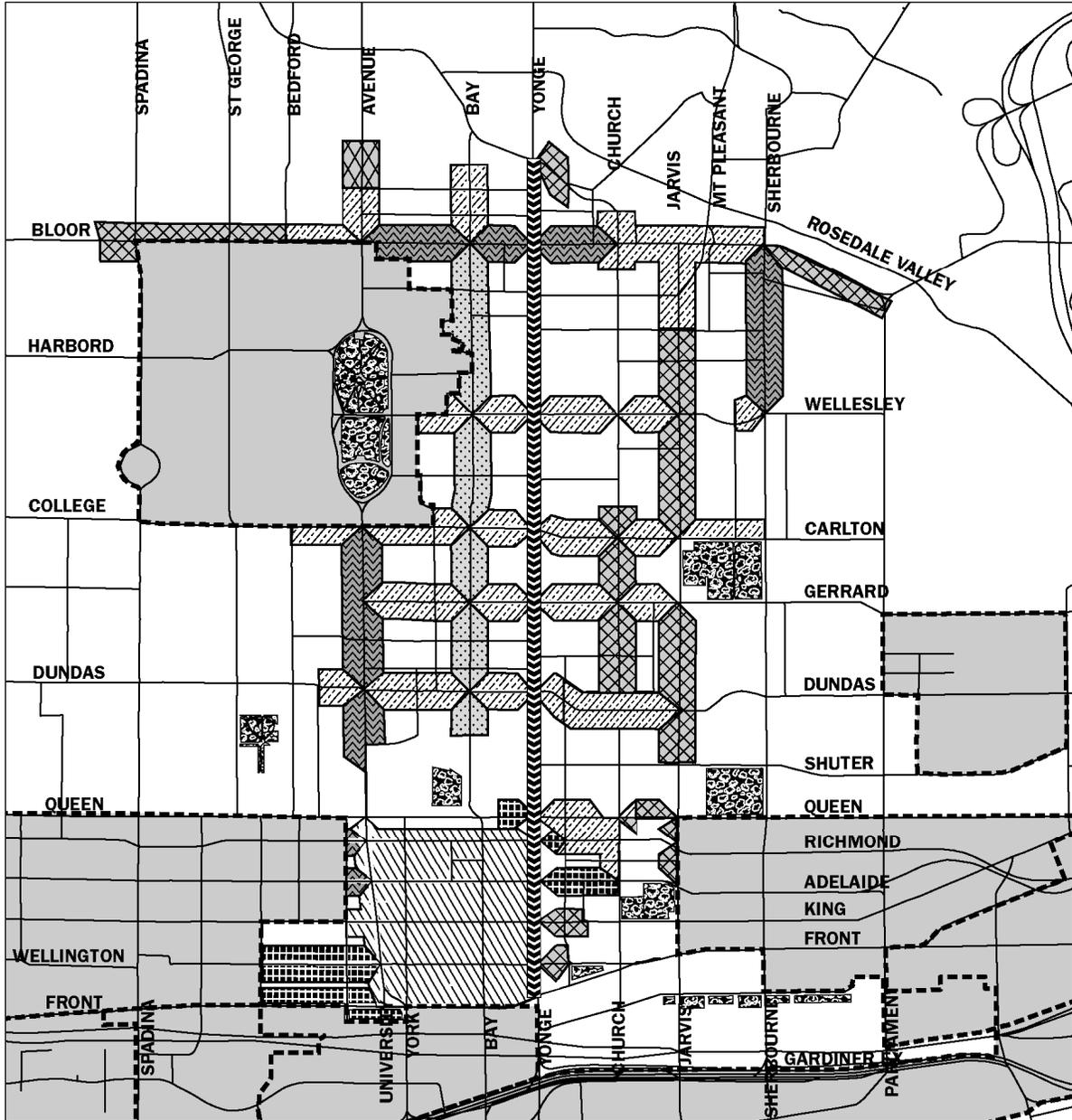
- |  |  |   |  |   |
|--|--|---|--|---|
|  High Streets |  Secondary High Streets |  Signature Parks |  Secondary Plan Areas |  Yonge Street Special Character Street |
| 1. University Ave/Avenue Road  | 5. Church Street   | 9. Wellesley Street   | 13. Queen Street   | 17. Wellington Street   |
| 2. York Street   | 6. Jarvis Street   | 10. College/Carlton Street  | 14. Richmond Street  | 18. Front Street  |
| 3. Bay Street  | 7. Sherbourne Street   | 11. Gerrard Street  | 15. Adelaide Street  |   |
| 4. Yonge Street  | 8. Bloor Street  | 12. Dundas Street   | 16. King Street  |   |

**Please note:** This map should be viewed and interpreted in conjunction with Performance Standards 1 to 23



Not to Scale

## Attachment No. 2: Downtown Vision Height Map



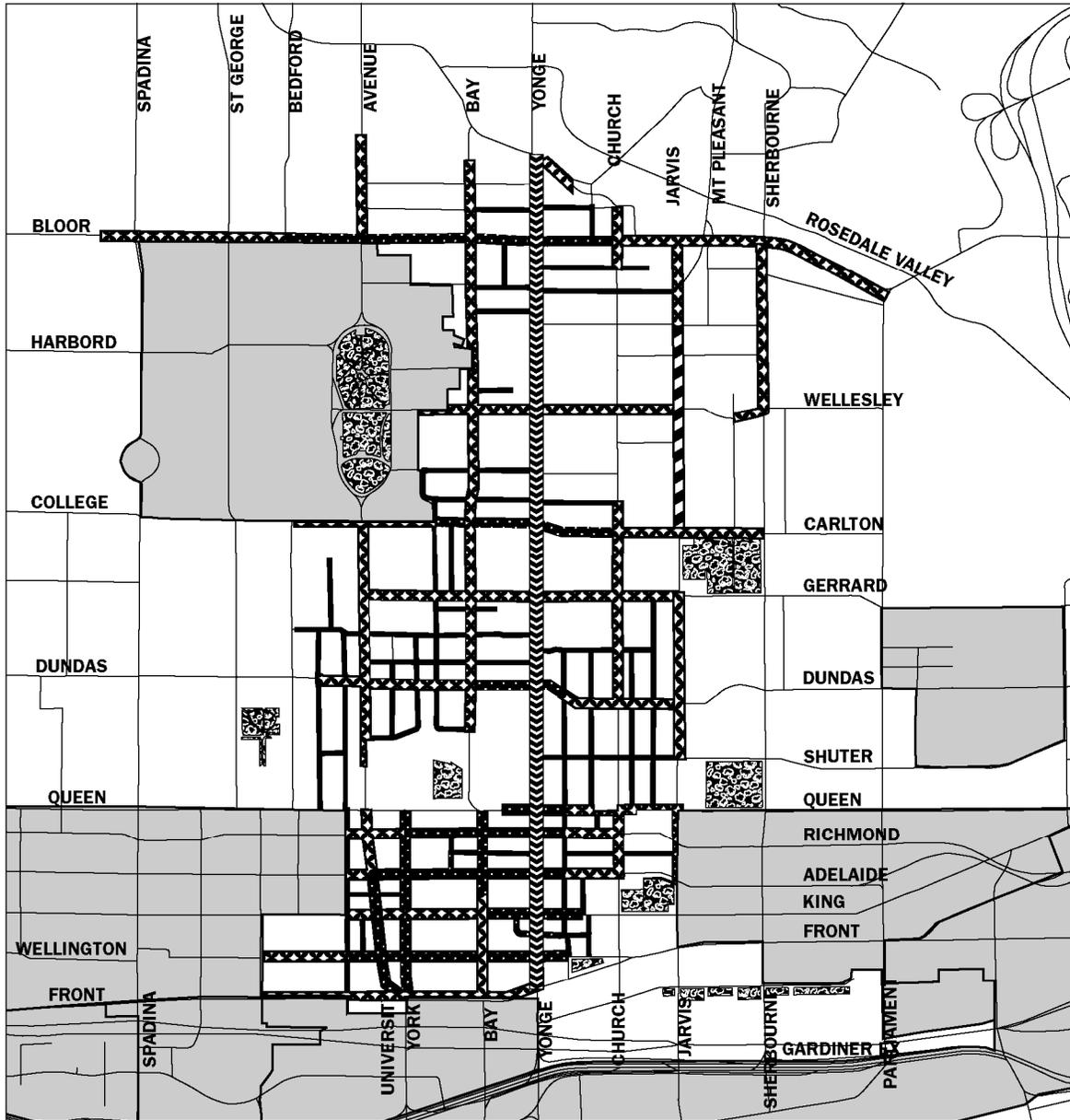
## Downtown Vision Height Map



**Please note:** This map should be viewed and interpreted in conjunction with Performance Standards 1 to 23



### Attachment No. 3: High Streets Typologies Map



### High Streets Typologies Map

#### HIGH STREETS



\*Typologies applying to Yonge Street Special Character Street:

- Davenport Rd to Yorkville Ave: Tower - Podium Form
- Cumberland St to Hayden St: Tower - Podium Form
- Queen St to Front St: Canyon Form

#### SECONDARY HIGH STREETS

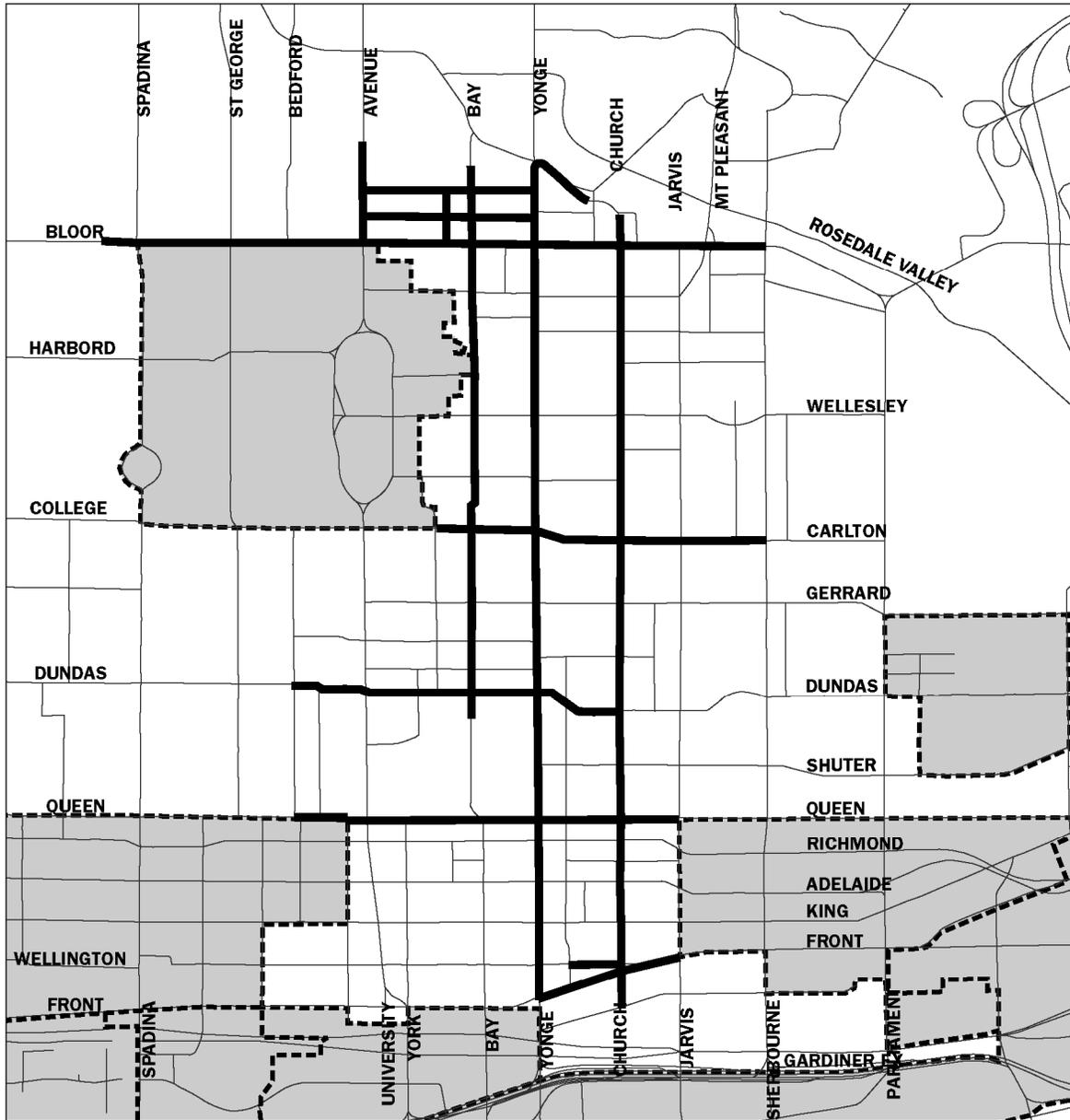


Please note: This map should be viewed and interpreted in conjunction with Performance Standards 1 to 23



Not to Scale

## Attachment No. 4: Priority Retail Streets Map



## Priority Retail Streets Map

Priority Retail Streets
  Secondary Plan Areas

Not to Scale

**Please note:** This map should be viewed and interpreted in conjunction with Performance Standards 1 to 23