

700 Bay Street and 77 Gerrard Street West Zoning Amendment Application - Preliminary Report

Date:	December 5, 2014
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 27 – Toronto Centre-Rosedale
Reference Number:	14 222791 STE 27 OZ

SUMMARY

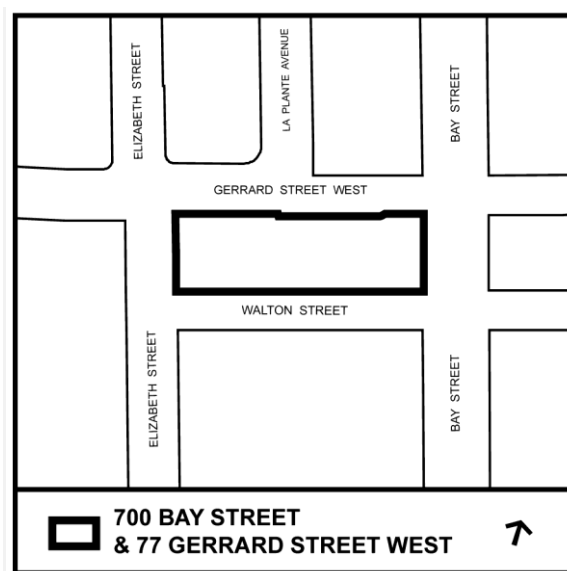
This application proposes to construct a 45-storey purpose built rental building as an "addition" to the existing 24-storey slab building at 700 Bay Street (LuCliff Place) and 77 Gerrard Street West. Planning staff have advised the applicant that the application in its current form cannot be supported.

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

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to continue discussions with the applicant to address the issues respecting the property at 700 Bay Street and 77 Gerrard Street West, as outlined in this report from the Director, Community Planning, Toronto and East York District.
2. Staff be directed to schedule a community consultation meeting for



the lands at 700 Bay Street and 77 Gerrard Street West together with the Ward Councillor.

2. Notice for the community consultation meeting be given to landowners and residents, including tenants, within 120 metres of the site.
3. Notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

There are no recent approvals associated with the property at 700 Bay Street and 77 Gerrard Street West. The site was developed in 1977.

Pre-Application Consultation

Pre-application consultation meetings were held with the applicant on February 18, 2014, to discuss the built form issues with the development and complete application submission requirements. Staff indicated significant concern with the proposal as it would represent a significant departure from the tall building guidelines, a poor example of progressive urban design and represent over development of the site.

ISSUE BACKGROUND

Proposal

The existing LuCliff Place is a slab form of building ranging that currently takes up the full block between Bay Street and Elizabeth Street. LuCliff Place ranges in height from 24 storeys at the east end of the site to 2 storeys at the west end of the site. The existing building is mixed use and currently contains 223 rental residential units, approximately 16,341 square metres of office space and 1,700 square metres of ground floor retail space.

The applicant is proposing a 45-storey purpose built rental "addition" to the west end of LuCliff Place along Elizabeth Street as a "fill in" to the current 2-storey base. The applicant is proposing an additional 252 residential units which brings the total number to 475 residential units. No setbacks are proposed for the tower "addition". The applicant is proposing to reduce their total parking provided from 349 to 276. The applicant is proposing to supply 1,541 square metres of indoor and outdoor amenity space.

The following is a summary of the site statistics:

Category	First Submission September 18, 2014	
	Existing	Proposed
Site Area	3,207 m ²	3,207 m ²
Proposed Tower Setbacks from base:		
Elizabeth Street (west)	24.53 m	0 m
Gerrard Street West (north)	0 m	0 m
Bay Street (east)	0 m	0 m
Walton Street (south)	0 m	0 m
Proposed Base Setback on Ground Floor:		
Elizabeth Street (west)	5.28 m to 6.73 m	5.28 m to 6.73 m
Gerrard Street West (north)	8.91 m	8.91 m
Bay Street (east)	7.74	7.74
Walton Street (south)	4.79 m	4.79 m
Tower Floorplate	1,434 m ²	1,953 m ²
Building Length	80 m	101 m
Gross Floor Area		
Residential	17,987 m ²	38,843 m ²
Non-Residential	18,298 m ²	17,097 m ²
Total	36,285 m ²	55,940 m ²
Floor Space Index	11.2	17.4
Number of Suites		
1 Bed Suites	176	334
2 Bed Suites	23	117
3 Bed Suites	24	24
Total	223	475
Ground Floor Height	4.572 m	4.572 m
Sidewalk Width Elizabeth Street	5.28 m to 6.73 m	5.28 m to 6.73 m
Sidewalk Width Gerrard Street West	8.91 m	8.91 m
Sidewalk Width Bay Street	5 m	5 m
Sidewalk Width Walton Street	4.79 m	4.79 m
Proposed Vehicular Parking (residential:visitor & non-residential)	160:189	201:75
Proposed Bicycle Parking (residential:commercial: retail)	0	401:38:8
Loading Spaces		
Description	0 currently provided	1 Type B & 1 Type G
Amenity Space		
Interior Residential	265 m ² (950 m ² required)	1,136 m ²
Exterior Residential	217 m ² (950 m ² required)	405 m ²
Total Amenity Space Provided	482 m ² (1,900 m ² required)	1,541 m ²
Building Height	88.1 m	149.13 m

Site and Surrounding Area

The site is located at 700 Bay Street and is generally shaped as a rectangle. The dimensions of the site are approximately 32 metres on Bay Street and 101 metres on Gerrard Street East and approximately the same on Elizabeth Street and Walton Street respectively. The total site area is 3,207 square metres. The site is currently occupied by a mixed-use building with commercial, retail and residential rental units. The building is not proposed to be demolished as part of this application. The existing building is predominantly 24-storeys in height, but has a small 2-storey base portion on the western part of the site that is the location of the proposed 45-storey tower.

North: Directly to the north of the site is a vacant property that was previously a residence for nearby hospital staff. Continuing north on Bay Street, there are a number of high rise condominium buildings. To the north west of the site is College Park an important public amenity for the area as well as a number of residential and commercial office buildings.

East: Directly to the east of the site on Bay Street is a surface parking lot that has recently been approved for a 43 storey residential rental building. Continuing east there is the Eaton Chelsea hotel as well as the "Aura" development, a 78-storey residential condominium building.

West: Immediately to the west of the site is the Hospital for Sick Children, continuing west is University Avenue and Mt. Sinai Hospital.

South: Directly to the south of the site is the new research centre for the Hospital for Sick Children as well as the Enwave plant and vent stack. Continuing further south on Bay Street are retail uses such as the Atrium on Bay, mixed-use institutional and retail uses as well as residential rental properties and City Hall.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required to be consistent with the PPS.

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

Official Plan

The City of Toronto's Official Plan contains a number of policies that affect the proposed development.

Chapter 2 – Shaping the City

Section 2.2.1 Downtown: The Heart of Toronto

The proposed development is located in the *Downtown* area as defined by Map 2 of the City of Toronto Official Plan. Section 2.2.1 outlines the policies for development within the *Downtown*. The downtown is where most of the growth in the City of Toronto is expected to occur.

The *Downtown* will continue to evolve as the premier employment area of the City of Toronto and provide a range of housing for those working in the area. The City will also explore opportunities to maintain and improve the public realm, promote an environment of creativity and innovation, support and enhance the specialty retail and entertainment districts, support business infrastructure and create business partnerships.

Although much of the growth is expected to occur in the *Downtown*, not all of the *Downtown* is considered a growth area. The City of Toronto Official Plan states that: "while we anticipate and want *Downtown* to accommodate growth, this growth will not be spread uniformly across the whole of *Downtown*. In fact, there are many residential communities *Downtown* that will not experience much physical change at all, nor should they."

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

Chapter 3 – Built Form

Section 3.1.3 Built Form – Tall Buildings

The applicant is proposing to construct a Tall Building. Policy 3.1.3 states that Tall Buildings come with larger civic responsibilities than buildings of a smaller scale. In addition to specific built form characteristics, the policy states that proposals for Tall Buildings should clearly demonstrate how they relate to the existing and planned context, take into account their relationship with the topography and other tall buildings and how they meet the other objectives of the Official Plan.

Section 3.2.3 Parks and Open Spaces

To the northwest of the proposed development is College Park. Policy 3.2.3 of the Official Plan speaks to maintaining and enhancing Toronto's system of parks and open spaces and states that the effects of development from adjacent properties (shadows, wind, etc.) will be minimized to preserve their utility. It outlines a parkland acquisition

strategy, grants authority to levy a parkland dedication or alternative cash-in-lieu and calls for the expansion of the existing network of parks and open spaces.

Chapter 4 – Land Use Designations

Section 4.5 Mixed Use Areas

The site of the proposed development is in an area designated *Mixed Use Areas* in the Official Plan. *Mixed Use Areas* are intended to provide a broad range of commercial, residential and institutional uses in single-use or mixed-use buildings. Development within *Mixed Use Areas* should provide for new jobs and homes on underutilized lands, while locating and massing new buildings to provide a transition between areas of different development intensity and scale. Furthermore, development in *Mixed Use Areas* should be located and massed to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces.

Development in *Mixed Use Areas* should also provide attractive, comfortable and safe pedestrian environments; have access to schools, parks and community centres as well as libraries and childcare.

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

Zoning

The Site is currently designated mixed-use residential (CR 7.8 C2.0 R7.8) in the former City of Toronto Zoning By-law 438-86, as amended. The zoning established a maximum height limit of 61 metres on Bay Street, 46 metres on Elizabeth Street and a maximum Floor Space Index of 7.8. The Site is also subject to an angular place of 60 degrees above 28 metres along the Elizabeth Street frontage.

Furthermore, the Site has a split zoning under City of Toronto By-law 569-2013. The whole site is zoned CR or commercial residential. The permitted density on the west portion of the site 6.0 while the east portion is 7.8.

Site Plan Control

The application is subject to site plan control. A Site Plan Control Application has not been submitted by the applicant.

City-Wide Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to

ensure they fit within their context and minimize their local impacts. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>.

This project is located within an area that is also subject to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (adopted by City Council in July 2012 and consolidated with the city-wide Tall Building Design Guidelines May 2013). This document identifies where tall buildings belong Downtown, and establishes a framework to regulate their height, form and contextual relationship to their surroundings. The Downtown Vision and Supplementary Design Guidelines should be used together with the city-wide Tall Building Design Guidelines to evaluate new and current Downtown tall building proposals. The Downtown Tall Buildings Guidelines are available at <http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines>.

The application is located at 700 Bay Street. In the Downtown Tall Building Guidelines, this area of Bay Street is designated as a high street with recommended height limits of 92 metres (30 storeys) to 152 metres (50 storeys). Bay Street is designated a priority retail street on Map 4 of the supplementary design guidelines. A tower-base typology is recommended for tall buildings in this area of Bay Street. Gerrard Street West is also designated as a high street with recommended height limits of 62 metres (20 storeys) to 107 metres (35 storeys). Walton Street and Elizabeth Street are designated as secondary high streets, secondary high streets have recommended height limits of two thirds that of parallel high streets. In the case of Elizabeth Street it would be 60 metres (20 storeys) to 100 metres (33 storeys). For Walton Street it would be 41 metres (13 storeys) to 70 metres (23 storeys).

TOcore

On May 13, 2014, the Toronto and East York Community Council (TEYCC) considered a Staff Report regarding *TOcore: Planning Toronto's Downtown*, along with a related background document entitled *Trends and Issues in the Intensification of Downtown*. Both reports are available at at:

<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=222101f2e9745410VgnVCM10000071d60f89RCRD>.

TOcore is looking at how Toronto's Downtown should grow, with both a renewed planning framework and the necessary infrastructure to remain a great place to live, work, learn and play. TOcore is in its initial 'taking stock' phase, which involves an analysis of existing conditions, growth trends and priority issues in the Downtown. The review of this application will be informed by the issues being considered under TOcore.

Reasons for the Application

The application does not conform to the height limit, density limit, angular plane provisions or parking provisions of zoning by-laws 438-86 or 569-2013.

COMMENTS

Application Submission

A Notification of Incomplete Application was issued on October 7, 2014 which identified the outstanding material required for a complete application submission as follows:

1. A full wind study; and
2. A more detailed view corridor analysis of City Hall.

Outstanding Materials were received on December 8, 2014. A Notice of Complete application was issued on December 8, 2014.

Issues to be Resolved

The proposed development has a number of significant issues that concern Staff. The application does not comply with municipal policy and guidelines. The current proposal is not in the public interest, does not constitute good planning and is not supportable by Staff in its current form. Some of the issues with the proposed development are outlined below.

The proposal does not conform to the built form policies of the City of Toronto Official Plan. In particular:

- The proposal does not address key urban design considerations of the Official Plan;
- The proposed massing of the building does not fit harmoniously into its planned and built context;
- The proposal is not massed into three distinct parts including a base building, middle and top;
- The proposal does not preserve significant views and vistas; and
- The proposal has a negative impact on the pedestrian realm, degrading the amenity of the public realm in areas.

The proposed built form does not conform to the Downtown Tall Buildings Guidelines and, in fact, produces a built form less desirable than what currently exists on site. Some of the issues with the proposal include, but are not limited to:

- A combined floor plate in excess of 750 square metres;
- Increased height beyond that contemplated by the guidelines;
- The intrusion of the building into the view corridor of City Hall;

- The lack of tower setbacks; and
- The building does not constitute a tower and base typology.

The proposal is in close proximity to the Enwave venting stack which may present a health and safety issue.

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

CONTACT

Giulio Cescato, Planner
Tel. No. 416-392-0459
Fax No. 416-392-1330
E-mail: gcescat@toronto.ca

SIGNATURE

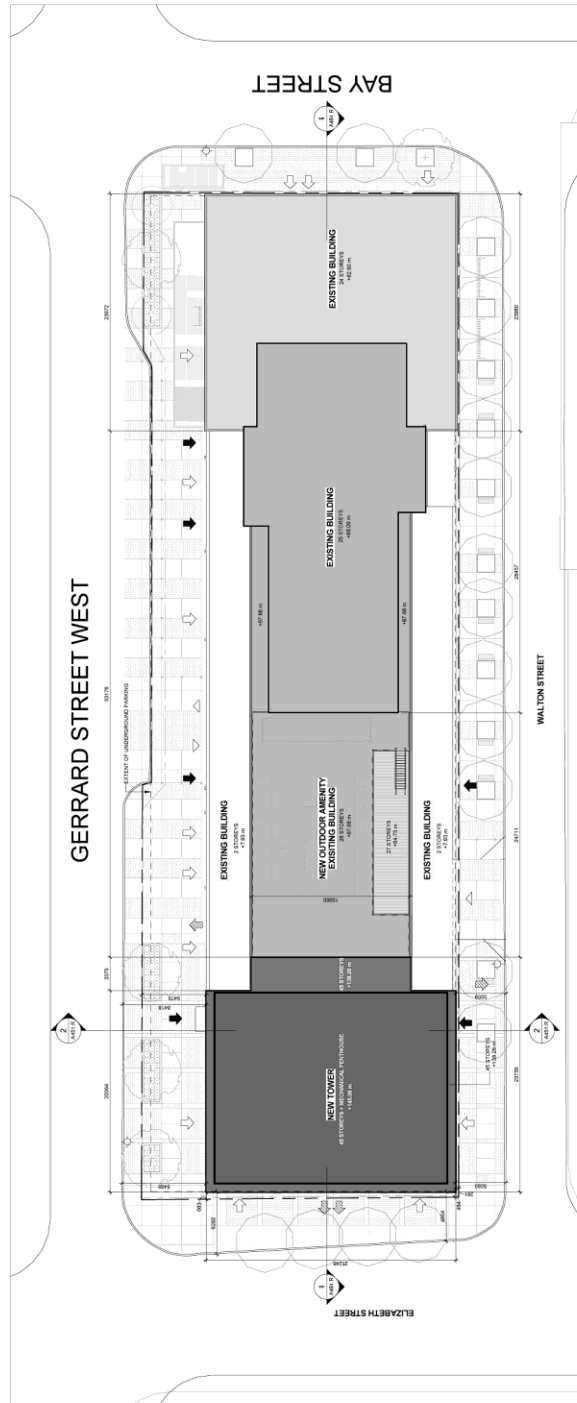
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: North Elevation
Attachment 3: East Elevation
Attachment 4: South Elevation
Attachment 5: West Elevation
Attachment 6: Zoning
Attachment 7: Application Data Sheet

Attachment 1: Site Plan



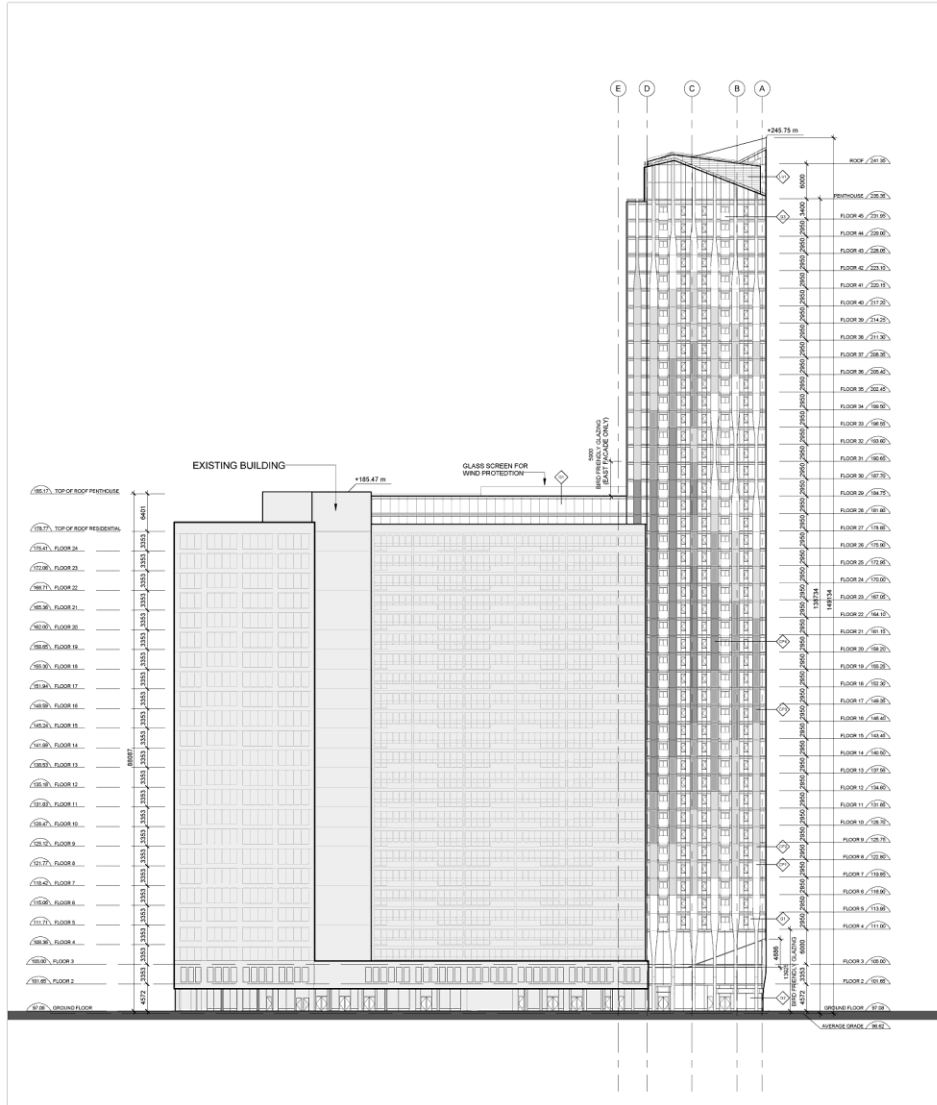
700 Bay Street & 77 Gerrard Street West

Site Plan
 Applicant's Submitted Drawing

File # 14 222791 STE 27 0Z

Not to Scale
 05/12/2014

Attachment 2: North Elevation



North Elevation

Elevations

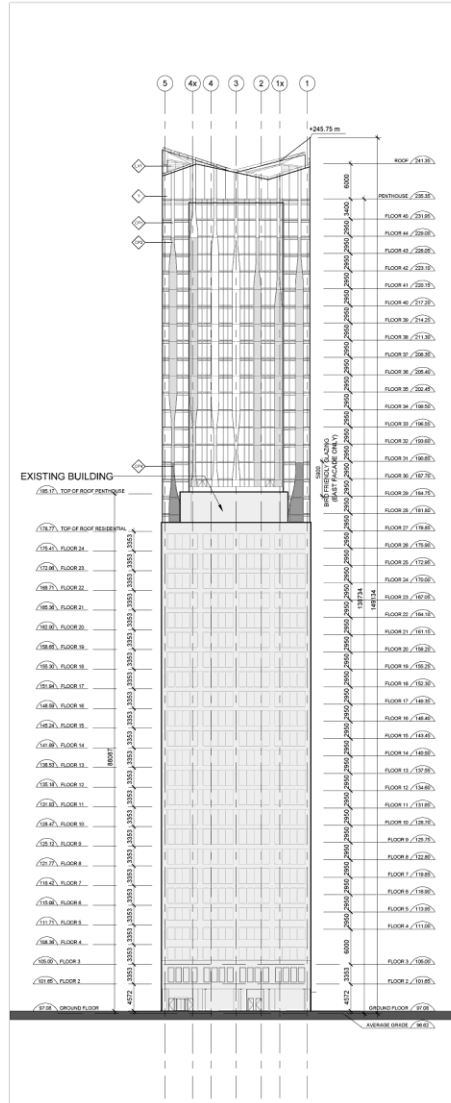
700 Bay Street & 77 Gerrard Street West

Applicant's Submitted Drawing

Not to Scale
05/12/2014

File # 14 222791 STE 27 0Z

Attachment 3: East Elevation



East Elevation

Elevations

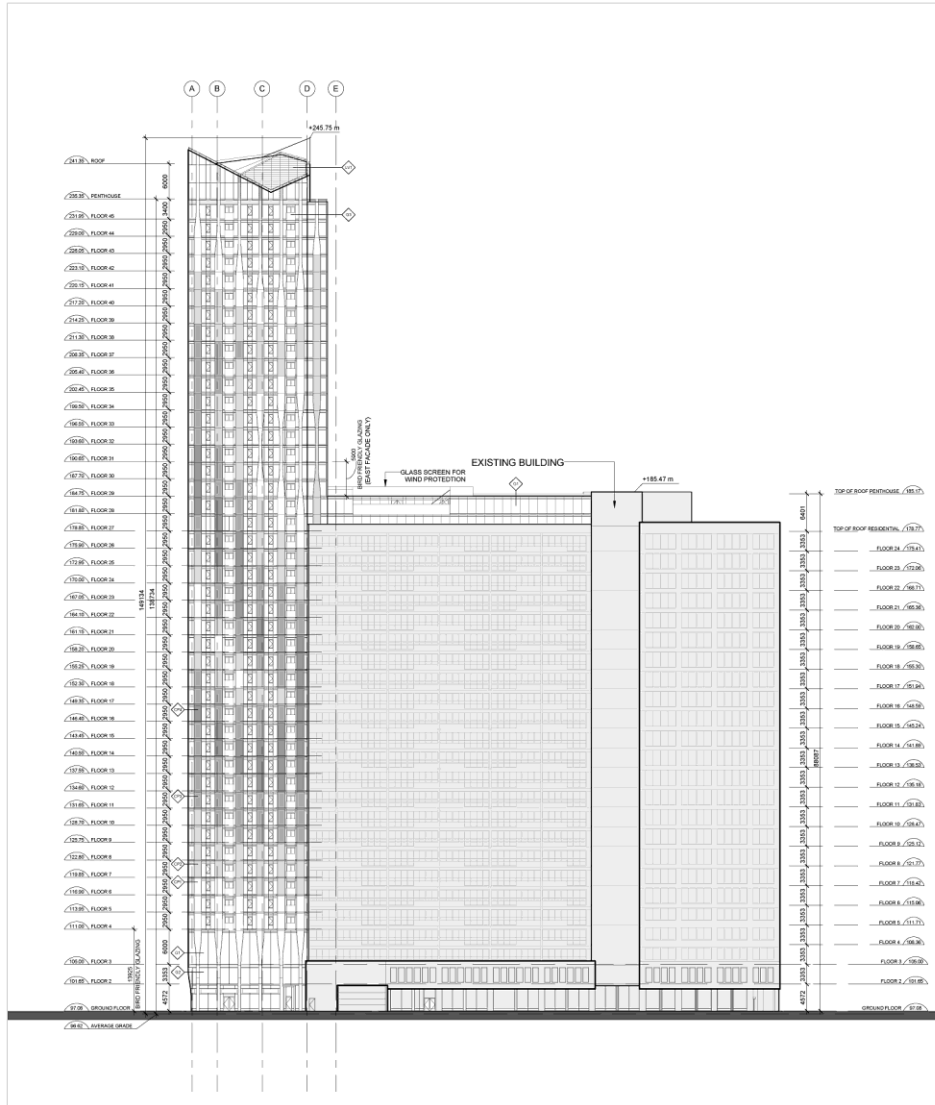
700 Bay Street & 77 Gerrard Street West

Applicant's Submitted Drawing

Not to Scale
05/12/2014

File # 14 222791 STE 27 0Z

Attachment 4: South Elevation



South Elevation

Elevations

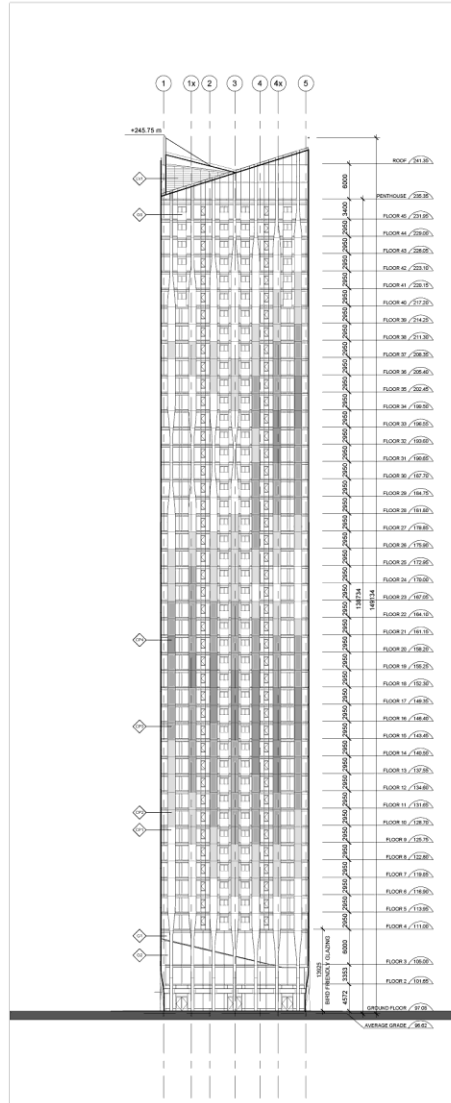
700 Bay Street & 77 Gerrard Street West

Applicant's Submitted Drawing

Not to Scale
05/12/2014

File # 14 222791 STE 27 OZ

Attachment 5: West Elevation



West Elevation

Elevations

700 Bay Street & 77 Gerrard Street West

Applicant's Submitted Drawing

Not to Scale
05/12/2014

File # 14 222791 STE 27 0Z

Attachment 6: Zoning



700 BAY STREET & 77 GERRARD STREET WEST

Zoning By-law 569-2013

File # 14 222791 STE 27 0Z

 Location of Application
CR Commercial Residential

 See Former City of Toronto Bylaw No. 438-86

CR Mixed-Use District
Q Mixed-Use District



Not to Scale
 Extracted: 12/08/2014

Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	14 222791 STE 27 OZ
Details	Rezoning, Standard	Application Date:	September 16, 2014
Municipal Address:	700 BAY STREET		
Location Description:	PLAN D4 PT LOTS 30 TO 39 **GRID S2711		
Project Description:	Rezoning application to add a 45-storey residential tower, with a floor plate of approximately 490 square metres, on the west side of the property. The new residential gross floor area is approximately 20,856 square metres. With this residential addition, the total (combined) gross floor area of this mixed-use development will be approximately 55,940 square metres.		

Applicant:	Agent:	Architect:	Owner:
Aird and Berlis 181 Bay St., Ste 1800 Toronto, ON, M5J 2T9	Hunter & Associates 555 Richmond St. W. Ste 405 Toronto, ON, M5V 3B1	Quadrangle Architects Ltd., 380 Wellington St. W., Toronto, ON, M5V 1E3	Kingsett Capital Inc. 66 Wellington St. W. Ste. 4400 Toronto, ON, M5K 1H6

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:
Zoning:	CR T7.8 C2.0 R7.8	Historical Status:
Height Limit (m):	61	Site Plan Control Area:

PROJECT INFORMATION

Site Area (sq. m):	3207	Height:	Storeys:	45
Frontage (m):	101		Metres:	145
Depth (m):	32			
Total Ground Floor Area (sq. m):	2553			Total
Total Residential GFA (sq. m):	38843		Parking Spaces:	276
Total Non-Residential GFA (sq. m):	17097		Loading Docks	2
Total GFA (sq. m):	55940			
Lot Coverage Ratio (%):	79.6			
Floor Space Index:	17.4			

DWELLING UNITS

Tenure Type:	Rental
Rooms:	0
Bachelor:	0
1 Bedroom:	334
2 Bedroom:	117
3 + Bedroom:	24
Total Units:	475

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	38843		0
Retail GFA (sq. m):	958		0
Office GFA (sq. m):	16139		0
Industrial GFA (sq. m):	0		0
Institutional/Other GFA (sq. m):	0		0

CONTACT:	PLANNER NAME:	Giulio Cescato, Planner
	TELEPHONE:	416-392-0459
	EMAIL:	gcescat@toronto.ca