

545 Lake Shore Boulevard West - Zoning Amendment Application – Preliminary Report

Date: April 3, 2019

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward 10 - Spadina-Fort York

Planning Application Number: 18 241642 STE 10 OZ

Notice of Complete Application Issued: February 25, 2019

Listed Heritage Building on Site: Yes – Crosse and Blackwell building at 545 Lake Shore Boulevard West.

Current Uses on Site: Four-storey heritage-listed commercial building with a gross floor area of 9,175 square metres and a surface parking lot operated by the Toronto Parking Authority. The building is currently being used as a City respite centre.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for three mixed use buildings located at 545 Lake Shore Boulevard West. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. A community consultation meeting was held on March 19, 2019. Planning staff are of the opinion that the application in its current form is not supportable due to the overall building height and massing, proposed setbacks and the impacts on the heritage building and public realm.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Additional mailing costs resulting from an expanded notification area for the community consultation meeting held on March 19, 2019 beyond 120 metres from the site be borne by the applicant.
2. Staff continue to work with the applicant to address issues identified in this report including but not limited to heritage conservation, height, massing, setbacks and public realm enhancements.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

On June 29, 2018 City Council adopted Official Plan Amendment 417 to implement the findings of the Bathurst Quay Neighbourhood Plan Study. Official Plan Amendment 417 provides policy direction for revitalization of the Canada Malting Silos site and Marina Quay West to create a community and cultural hub in the Bathurst Quay neighbourhood as well as policies that support enhancements to community services and facilities and public realm improvements in the neighbourhood. Council's decision and Official Plan Amendment 417 may be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE33.9>

ISSUE BACKGROUND

Application Description

This application proposes to amend the Zoning By-law to permit a mixed-use development with retail, office and residential uses in three buildings with heights of 39-storeys (133.4 metres), 15-storeys (60.4 metres) and 10 storeys (38.4 metres), all including mechanical penthouses, at 545 Lake Shore Boulevard West. There is a heritage building on the site, the Crosse and Blackwell building, that was listed on the City's Heritage Register in 1973. The application proposes that the hexagonal entrance pavilion and the north, east and west facades of the heritage building be retained. The development proposes 508 dwelling units, including 270 (53.2%) one-bedroom, 187 (36.8%) two-bedroom, and 51 (10%) three-bedroom units. A total gross floor area of 54,703 square metres is proposed including 16,949 square metres of non-residential floor, of which 12,885 square metres is proposed for office uses. A 2-level underground garage and 243 vehicle and 609 bicycle parking spaces are proposed.

Detailed project information is found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 1, 2, 3, 4, 5, 6, 7, 8 and 9 of this report for a three dimensional representations of the project in context, a location map, site plan, building elevations and application data.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Toronto Official Plan Policies and Planning Studies

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

The site is located on lands within the Downtown and Central Waterfront as shown on Map 2 of the Official Plan and is designated *Mixed Use Areas* as shown on Map 18 of the Official Plan (see Attachment 10). The proposed residential, office and retail uses are permitted within the *Mixed Use Areas* designation. The application is also subject to Site and Area Specific Policies (SASP) in the Official Plan including: SASP 181 Harbourfront, and SASP's 185 and 189 Bathurst Quay.

The site is also designated *Existing Use Areas* within the Central Waterfront Secondary Plan. *Existing Use Areas* are governed by the existing Official Plan and Zoning for the site. Queens Quay is an important connecting link along the waterfront and Bathurst Street is a connecting link between the waterfront and the central city. Both streets are identified as key pedestrian links in the Secondary Plan.

545 Lake Shore Boulevard West is also located within the Downtown Plan and is designated *Mixed Use Areas 1*. The Downtown Plan identifies Queens Quay West as a Cultural Corridor and identifies both Bathurst Street and Queens Quay West as Great Streets and Priority Retail Streets. The Downtown Plan provides that where two Great Streets meet they will be designed to respect the character of both and address additional requirements necessary to support high pedestrian volumes and public life.

Official Plan Amendment No. 231 - Office Replacement Policies

The office replacement policies of OPA 231 require the provision of office space on sites designated *Mixed Use Areas* containing 1,000 square metres or more of office space, where residential development is proposed. The existing building has an office floor area of 9,175 square metres. The application proposes 12,885 square metres of office space an increase of 3,710 square metres of office floor area. The proposal complies with OPA 231. However, as noted in the Comments section of this report, staff have concerns with the resulting built form.

Zoning By-law

The site is zoned Commercial Residential (CR) by Harbourfront Zoning By-law 289-93, as amended (See Attachment 11). The CR zone permits a range of residential uses as well as retail and services uses, community services and facilities, office uses and a communications and broadcasting establishment. The Zoning By-law permits a

maximum building height of 31 metres and a maximum combined gross floor area for residential and non-residential uses of 21,000 square metres. A maximum of 20,500 square metres is permitted for residential uses and a maximum of 8,500 square metres is permitted for non-residential uses.

The property is not subject to City-wide Zoning By-law 569-2013.

Design Guidelines

The following design guidelines will be used in the evaluation of this application:

- City-wide Tall Building Design Guidelines
- Harbourfront Design Guidelines
- Growing up Urban Design Guidelines

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

Site Plan Control

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

Community Consultation

A community consultation meeting was held on March 19, 2019. Staff from City Planning, the Ward Councillor and approximately 130 people attended. Comments and main issues of concern raised by participants included:

- the overall height and density
- the height of the proposal in relation to nearby buildings and overall fit
- planning for Harbourfront was guided by a Royal Commission and existing permissions should be respected
- impacts of the proposal on views from existing buildings to the lake and city
- impacts of the proposal on the heritage building
- shadow impacts on existing buildings
- new uses should focus on community services such as a medical centre
- proposed number of parking spaces insufficient and concern with potential overflow parking in the neighbourhood
- insufficient capacity in existing streetcars
- Queens Quay West and Bathurst Street should be widened, and improvements made to the intersection of Lake Shore Boulevard West, Bathurst Street and Fleet Street
- existing congestion from airport traffic will be worsened with new development
- pedestrian safety concerns with traffic
- sidewalk improvements are needed including at the pinch point along Bathurst Street
- a pick-up and drop-off facility should be added for taxis and Uber
- restrictions needed to prohibit Airbnb in new development
- additional outdoor amenity areas should be provided on the site

COMMENTS

Reasons for the Application

A Zoning By-law amendment is required as the application proposes to exceed the maximum building height and gross floor area permitted by the existing Zoning By-law and to establish development standards such as parking, loading, building setbacks and amenity space.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. Planning staff have reviewed the application and find that the application as currently proposed does not conform to the planning framework for this site within Harbourfront. In order to advance this proposal it will be necessary for the applicant to address the preliminary issues outlined below, and any other issues that may be identified through the more detailed review and comments received through the ongoing application review process.

Provincial Policies and Plans Consistency/Conformity

Planning staff will continue to evaluate the application to determine its consistency with the PPS (2014) and conformity with the Growth Plan (2017).

Official Plan Conformity

Planning staff will continue to evaluate the application to determine its conformity to the Official Plan, the Central Waterfront Secondary Plan and the Downtown Plan.

Built Form, Planned and Built Context

Planning staff will continue to evaluate the proposed height, massing and other built form issues based on Section 2. q. and r. of the *Planning Act*, the Growth Plan (2017), the PPS (2014), the City's Official Plan and the City's Design Guidelines.

Planning staff have identified the following preliminary issues:

- The suitability of the proposed building heights and massing, including setbacks and stepbacks in relation to the existing and planned context;
- The impacts of the proposal on the existing listed heritage building;
- The appropriateness of the building setbacks in relation to the public realm including streetscape enhancements and increased open space on site; and
- Consistency with the Bathurst Quay Neighbourhood Plan Study with respect to building heights and massing, and public realm enhancements.

Heritage Conservation

The policies of Section 3.1.5 of the Official Plan require that properties on the City's Heritage Register be conserved and maintained. New construction is to be designed to conserve the cultural heritage values, attributes and character of the property and to mitigate visual and physical impacts. The conservation of whole or substantial portions of heritage buildings is desired and encouraged. The retention of facades alone is discouraged.

Except for the hexagonal pavilion, the application proposes to remove most of the main building with the retention of the north, east and west facades only rather than substantive or whole conservation of the building. With a reduction in massing a more fulsome conservation strategy is possible. The height of the podium and tower element should be reduced in order to conserve the heritage building and ensure that its visual prominence is maintained. Increased setbacks along street frontages and property lines are also needed to ensure that new development respects and complements the scale, character, form and setting of the existing heritage building.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The applicant submitted an Arborist Report and Tree Preservation Plan and these have been reviewed by Forestry staff. The Arborist Report identifies 11 trees that are subject to the Tree By-laws, and these include 4 trees on site and 7 street trees. The application proposes to remove 7 trees, 5 of which are street trees. Twenty trees are proposed to be planted and 7 of these are street trees. Forestry staff have requested additional information on measures that will be taken to mitigate injury to trees. They also require a composite utility plan that includes the location of existing and proposed underground and above-ground utilities and their design to avoid conflicts with existing and proposed trees.

Archaeological Assessment

An archaeological resource assessment identifies and evaluates the presence of archaeological resources on a site. A Stage 1 Archaeological Resource Assessment was submitted with the application and did not identify the site as a potential for significant archaeological resources. The Archaeological Assessment has been reviewed by City staff and found acceptable.

Community Services and Facilities

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc. The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in

community services and facilities supports healthy, safe, liveable, and accessible neighbourhoods. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

A CS&F Study and a Complete Community Assessment were submitted with the application and these are currently under review by City staff. Staff will assess the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support proposed future population.

Parkland

Parks Forestry and Recreation staff have reviewed the application and have advised that the applicant is required to satisfy the parkland dedication through acquiring off-site parkland. The parkland dedication requirement under the current proposal is 551 square metres.

Infrastructure/Servicing Capacity

The applicant submitted a Functional Servicing and Stormwater Management Report that analyzes the existing and proposed water service, and the sanitary and storm sewer services including capacity to service the proposed development. It also assesses the proposed development in relation to the City's Wet Weather Flow Guidelines. The Report is currently under review by City staff.

Transportation Considerations

The applicant submitted a Transportation Considerations Report that assesses matters such as: parking (vehicles and bicycles) and loading demand; the adequacy of the transportation network; transit capacity; and, cycling and pedestrian infrastructure in relation to the proposed development. The Report is currently under review by City staff.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision. The applicant has submitted the required Toronto Green Standard Checklist for Mid to High Rise Residential Development. The checklist is being reviewed for conformity with Tier 1 requirements. The applicant will be encouraged to pursue a higher level of sustainability through the application review process.

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the *Planning Act* to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title.

Further discussion with the Ward Councillor, City staff, residents and the applicant will be required to determine the extent and nature of the required Section 37 community benefits should the proposal proceed to approval in some form.

Other Matters

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

CONTACT

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Tel. No. (416) 392-7622
E-mail: Susan.Mcalpine@toronto.ca

SIGNATURE

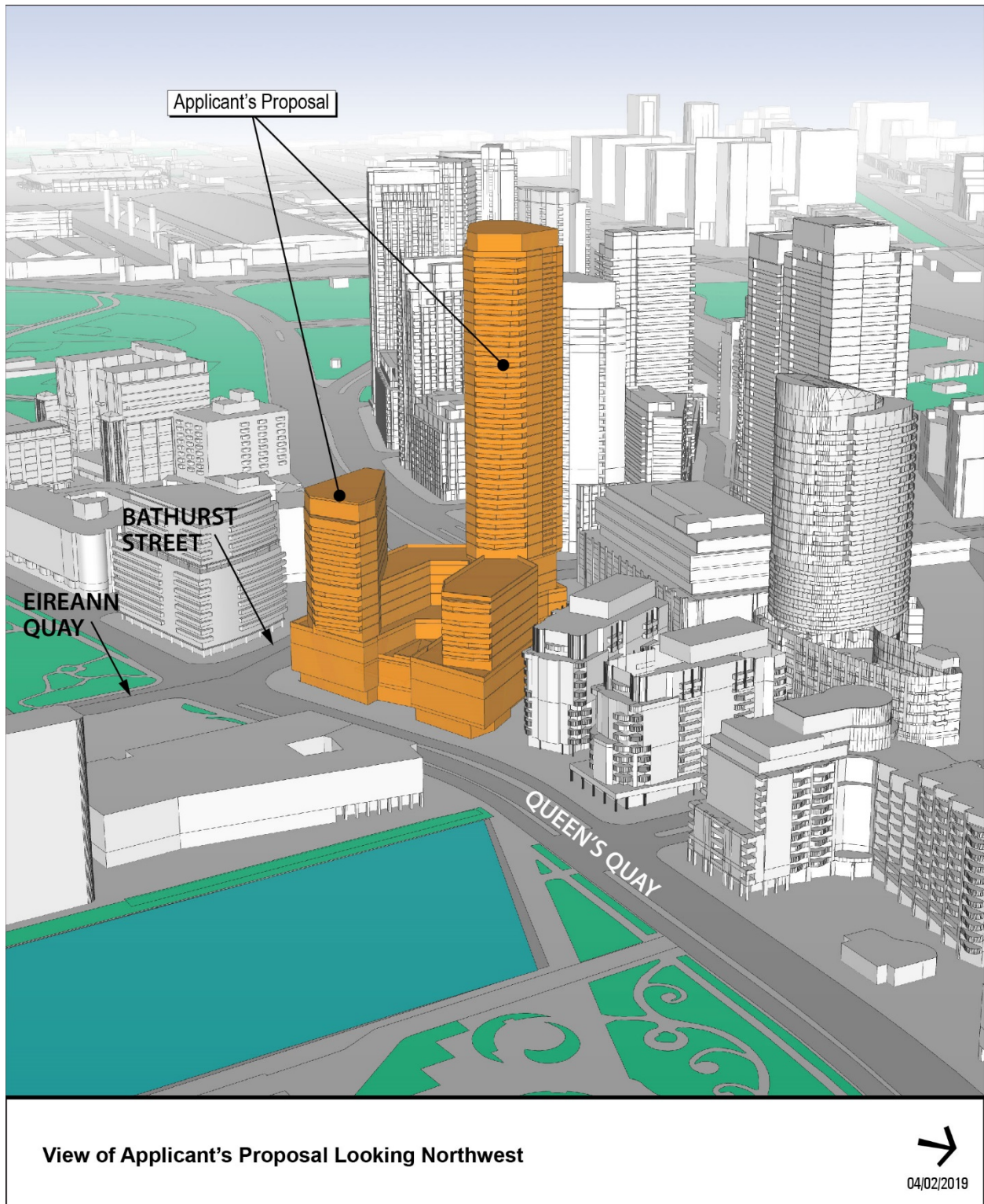
Lynda H Macdonald, MCIP, RPP, OALA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

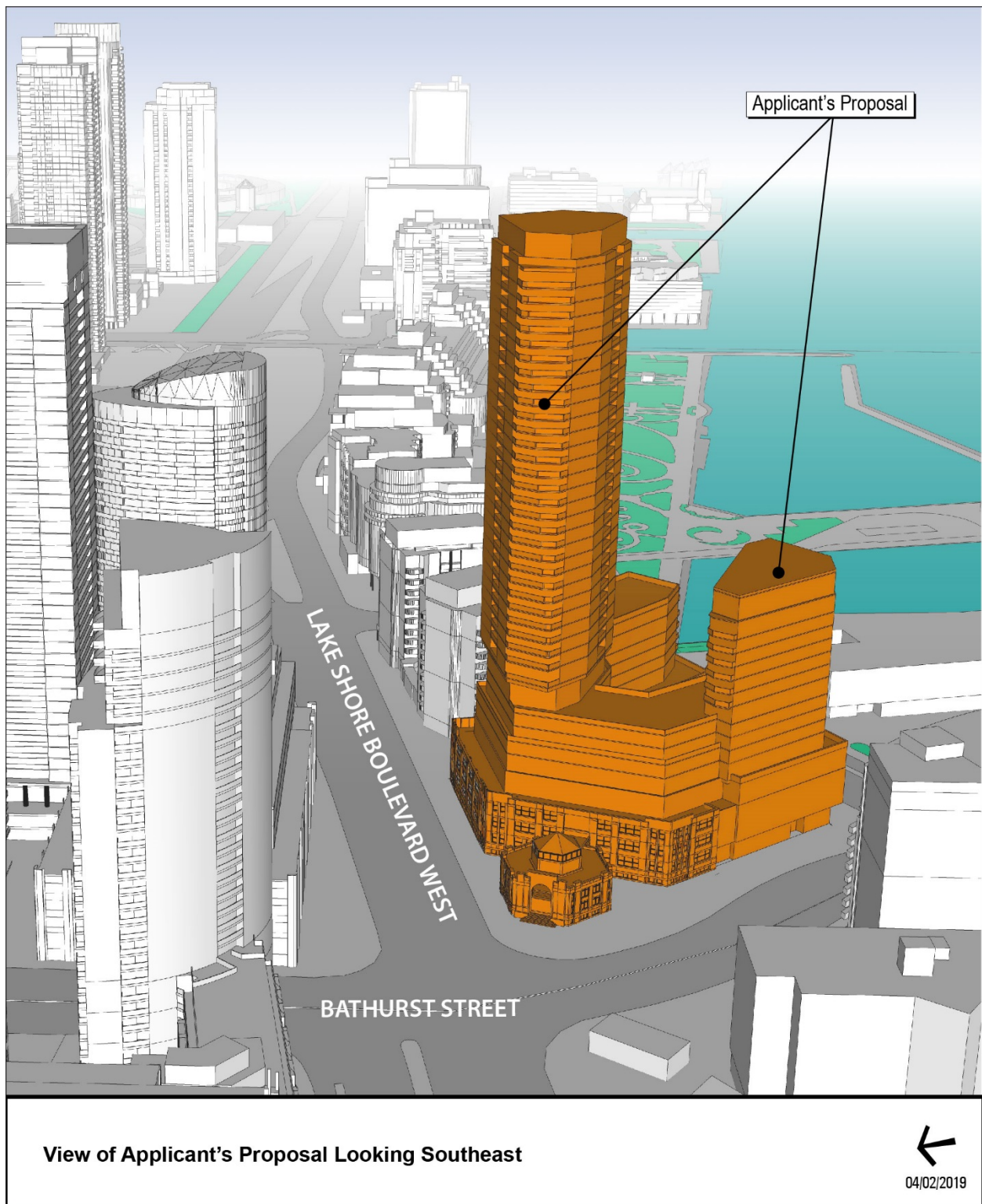
City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context - Looking Northwest
Attachment 2: 3D Model of Proposal in Context - Looking Southeast
Attachment 3: Location Map
Attachment 4: Site Plan
Attachment 5: East Elevation
Attachment 6: South Elevation
Attachment 7: West Elevation
Attachment 8: North Elevation
Attachment 9: Application Data Sheet
Attachment 10: Official Plan - Land Use
Attachment 11: Zoning

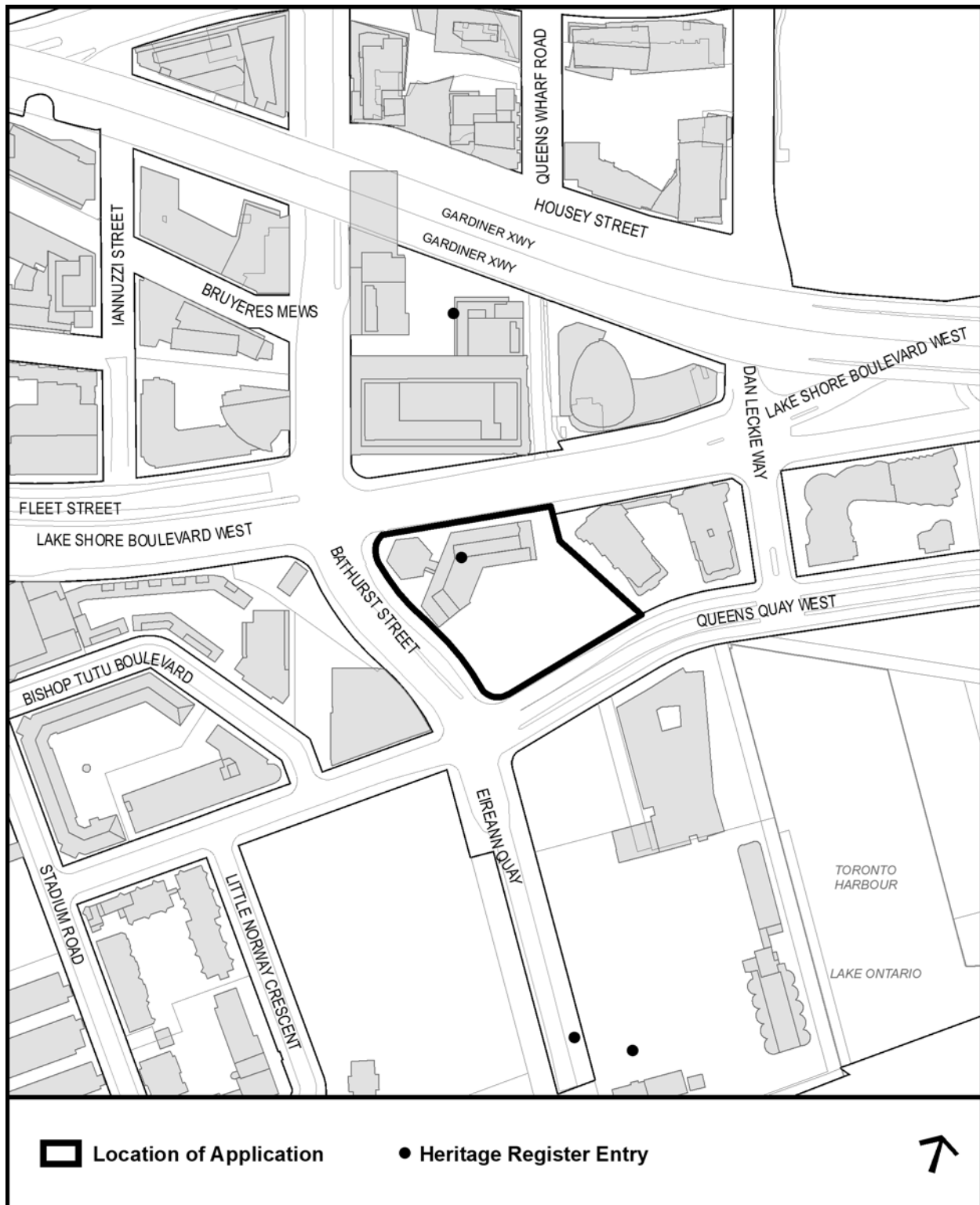
Attachment 1: 3D Model of Proposal in Context – Looking Northwest



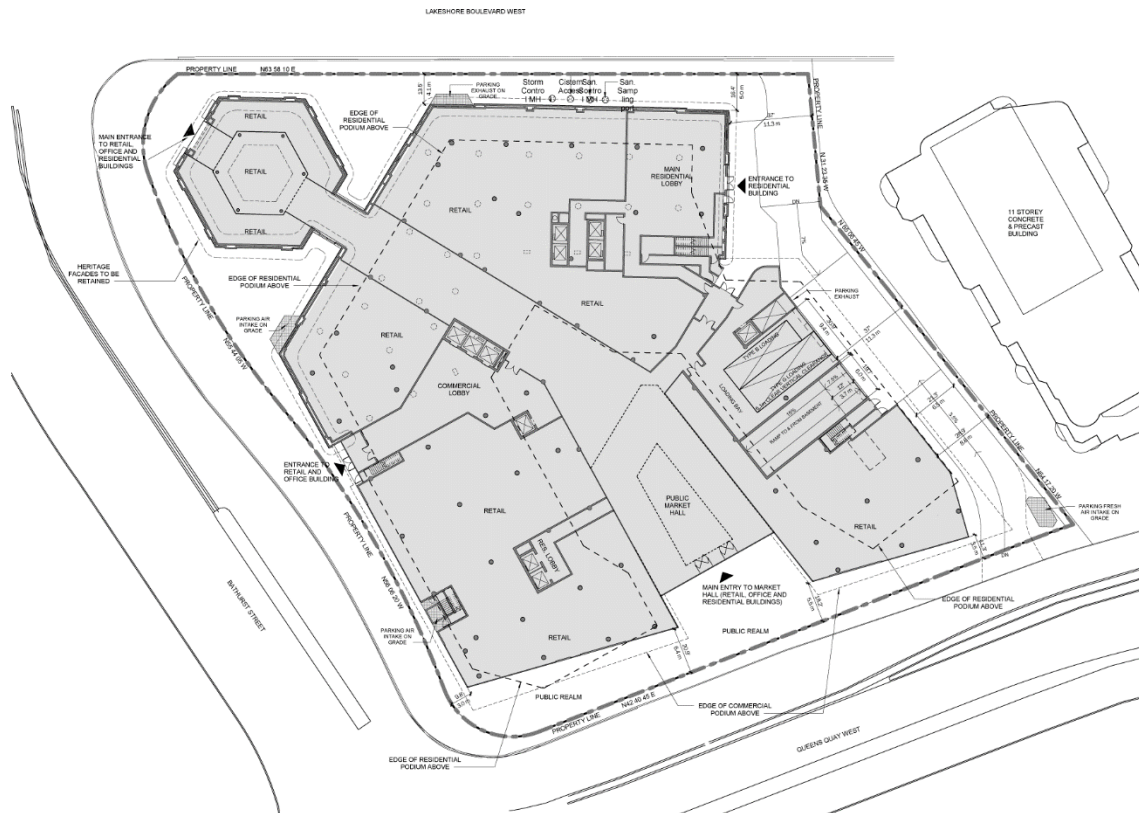
Attachment 2: 3D Model of Proposal in Context – Looking Southeast



Attachment 3: Location Map



Attachment 4: Site Plan



Site Plan

Applicant's Submitted Drawing

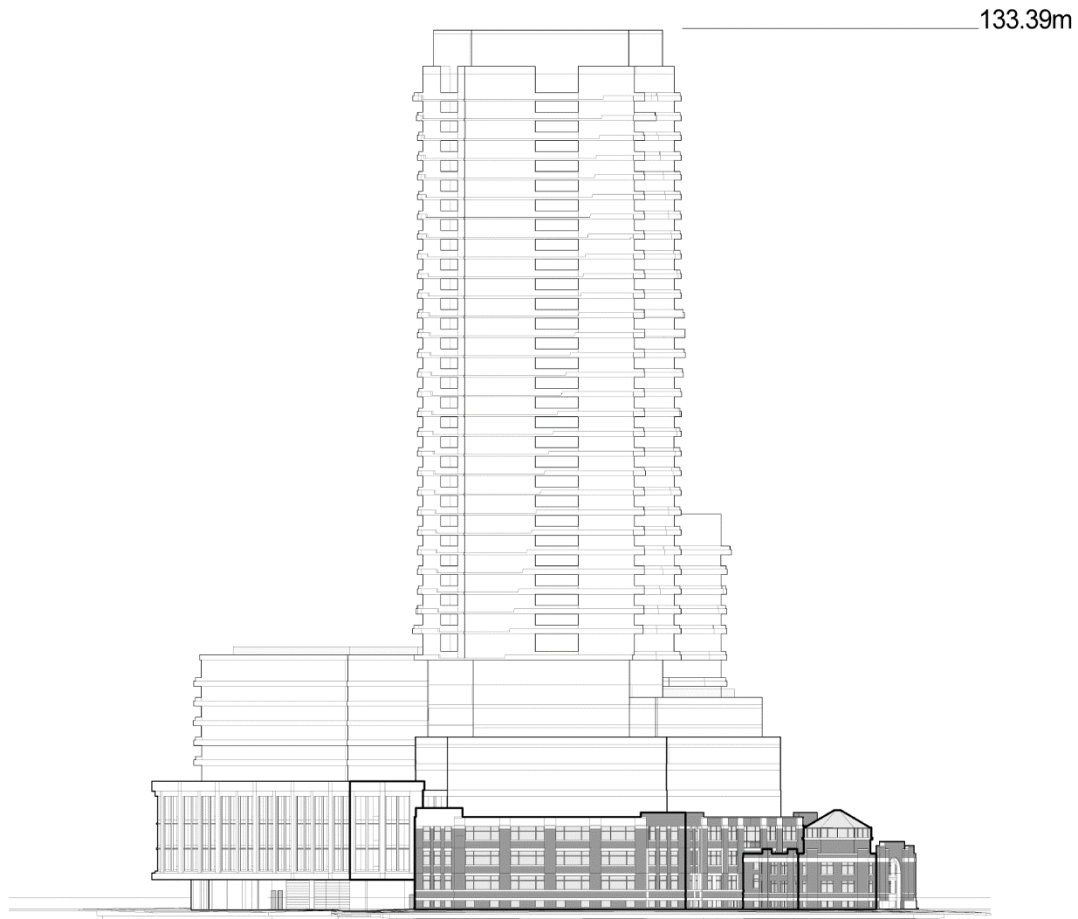
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545 Lake Shore Boulevard West

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Attachment 5: East Elevation



Elevation 1

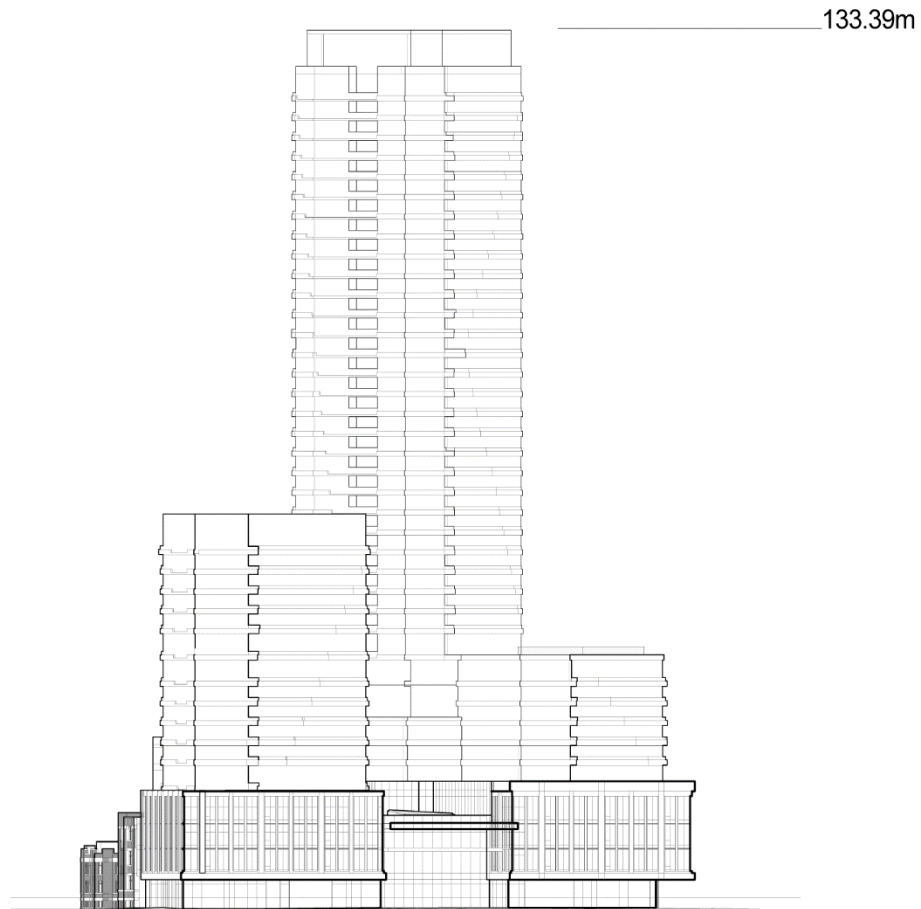
545 Lake Shore Boulevard West

Applicant's Submitted Drawing

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Attachment 6: South Elevation



Elevation 3

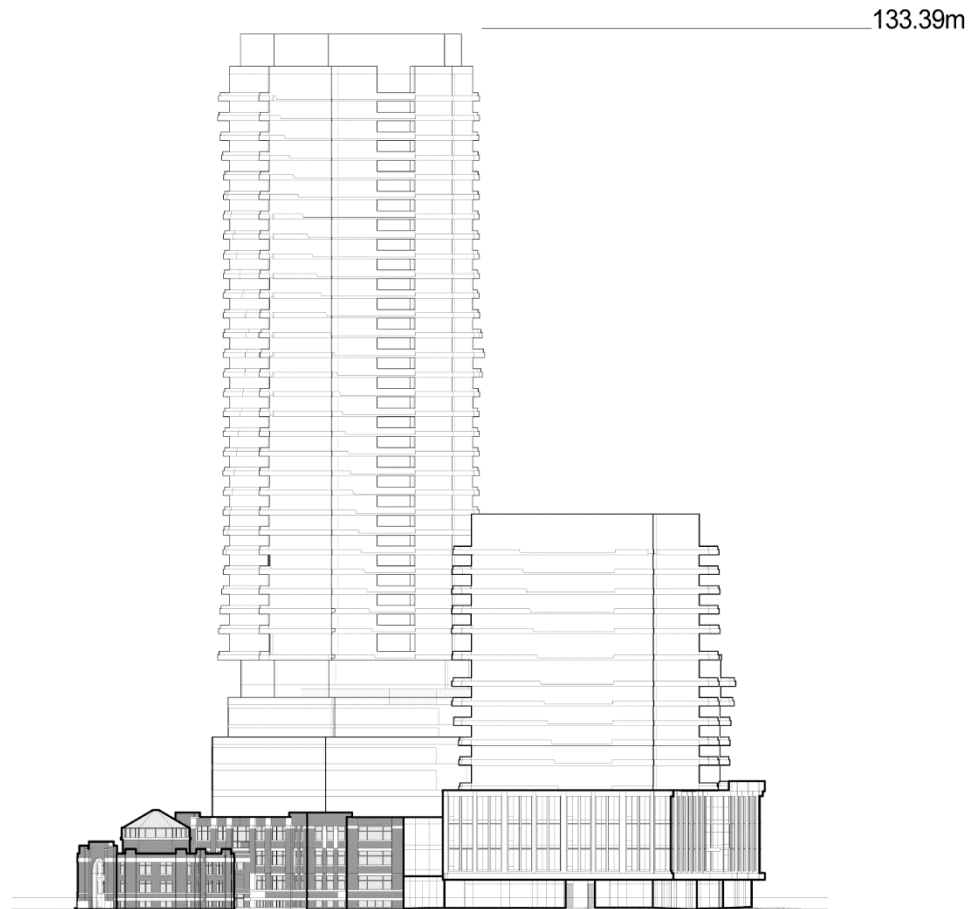
Applicant's Submitted Drawing

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545 Lake Shore Boulevard West

File # 18 241642 STE 20 0Z

Attachment 7: West Elevation



Elevation 4

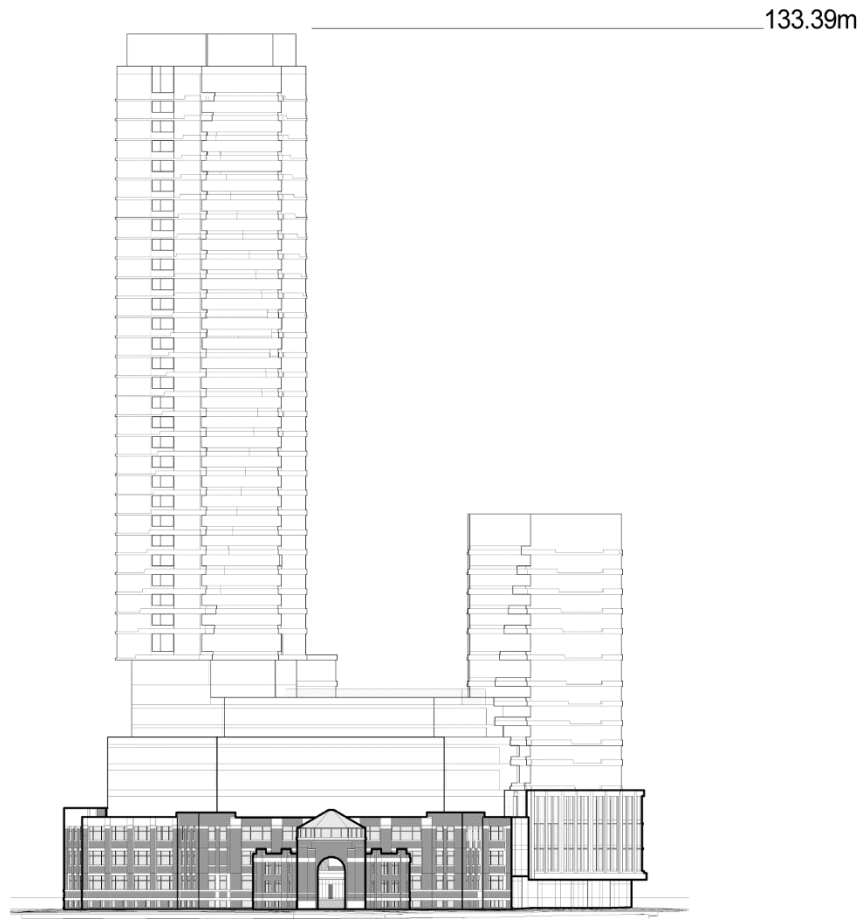
Applicant's Submitted Drawing

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545 Lake Shore Boulevard West

File # 18 241642 STE 20 0Z

Attachment 8: North Elevation



Elevation 5

Applicant's Submitted Drawing

Not to Scale
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545 Lake Shore Boulevard West

File # 18 241642 STE 20 02

Attachment 9: Application Data Sheet

Municipal Address: 545 Lake Shore Blvd.W. **Date Received:** October 12, 2018

Application Number: 18 241642 STE 20 OZ

Application Type: Rezoning

Project Description: Zoning By-law Amendment for a mixed-use development including 3 tower elements (10, 15 and 39 storeys) containing 508 dwelling units and 16,950 square metres of non-residential gross floor area. There is an existing heritage building on site, listed on the City's Heritage Register. The application proposes the removal of portions of the heritage building except for the hexagonal entrance pavilion and the north, east and west building facades.

| Applicant | Agent | Architect | Owner |
|------------------------------------------------------------------------------------------------|--------------|-------------------------------------------------------------------------------|--------------------------------------------------------------------------------------|
| Hunter & Associates Ltd. 1133 Yonge Street, 3 rd Floor Toronto, ON M4T 1W1 | | Sweeny & Co. Architects 124 Peter St. Suite 1601 Toronto, ON M5V 2H2 | 545 Lakeshore West Property Inc. 1075 Bay St. Suite 400 Toronto, ON M5S 2B1 |

EXISTING PLANNING CONTROLS

| | | | |
|----------------------------|-----------------|--------------------------|----------------------------|
| Official Plan Designation: | Mixed Use Areas | Site Specific Provision: | Yes (SASP 181,185, 189) |
| Zoning: | CR | Heritage Designation: | Yes (Listed) |
| Height Limit (m): | 31 | Site Plan Control Area: | Yes |

PROJECT INFORMATION

| | | | | | |
|-------------------|-------|---------------|-----|------------|----|
| Site Area (sq m): | 7,324 | Frontage (m): | 279 | Depth (m): | 86 |
|-------------------|-------|---------------|-----|------------|----|

| Building Data | Existing | Retained | Proposed | Total |
|-----------------------------|-----------------|-----------------|-----------------|--------------------|
| Ground Floor Area (sq m): | 2,202 | | 4,974 | 4,974 |
| Residential GFA (sq m): | | | 37,755 | 37,755 |
| Non-Residential GFA (sq m): | 9,175 | | 16,949 | 16,949 |
| Total GFA (sq m): | 09,175 | | 54,704 | 54,704 |
| Height - Storeys: | 4 | | 39, 15, 10 | 39, 15, 10 |
| Height - Metres: | 12 | | 133, 60, 38 | 133, 60, 38 |

Lot Coverage Ratio (%): 67.91

Floor Space Index: 7.47

| Floor Area Breakdown | Above Grade (sq m) | Below Grade (sq m) |
|-----------------------------|---------------------------|---------------------------|
| Residential GFA: | 37,755 | |
| Retail GFA: | 4,064 | |
| Office GFA: | 12,885 | |
| Industrial GFA: | | |
| Institutional/Other GFA: | | |

| Residential Units by Tenure | Existing | Retained | Proposed | Total |
|------------------------------------|-----------------|-----------------|-----------------|--------------|
| Rental: | | | | |
| Freehold: | | | | |
| Condominium: | | | 508 | 508 |
| Other: | | | | |
| Total Units: | | | 508 | 508 |

Total Residential Units by Size

| | Rooms | Bachelor | 1 Bedroom | 2 Bedroom | 3+ Bedroom |
|---------------------|--------------|-----------------|------------------|------------------|-------------------|
| Retained: | | | | | |
| Proposed: | | | 270 | 187 | 51 |
| Total Units: | | | 270 | 187 | 51 |

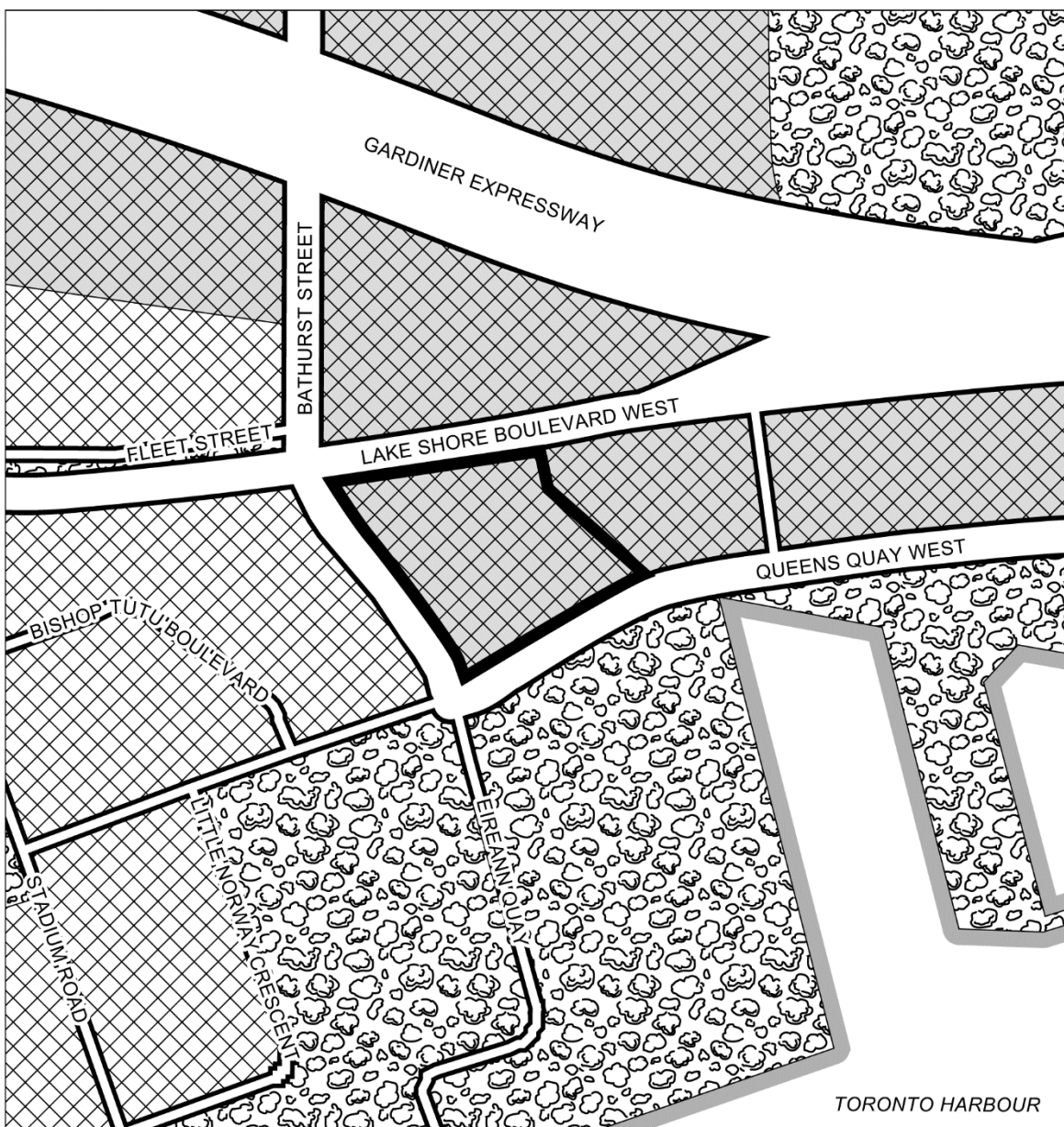
Parking and Loading

Parking Spaces: 243 Bicycle Parking Spaces: 609 Loading Docks: 4

CONTACT:

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Susan.Mcalpine@toronto.ca

Attachment 10: Official Plan - Land Use



Official Plan Land Use Map #18

545 Lake Shore Boulevard West

File # 18 241642 STE 20 0Z

| | | | |
|--|--------------------------|--|--------------------------|
| | Location of Application | | Parks & Open Space Areas |
| | Apartment Neighbourhoods | | Other Open Space Areas |
| | Mixed Use Areas | | |

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545 Lake Shore Boulevard West

 Study Area Boundary

See Former City of Toronto By-Law No. 438-86

| | |
|-----------|----------------------------|
| Q | Mixed-Use District |
| I1 | Industrial District |
| I3 | Industrial District |
| IC | Industrial District |

| | |
|-----------|---------------------|
| <i>T</i> | Industrial District |
| <i>G</i> | Parks District |
| <i>G2</i> | Parks District |
| <i>Gh</i> | Parks District |
| <i>Gm</i> | Parks District |

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