

**Yonge and Gerrard Focus Area Review**

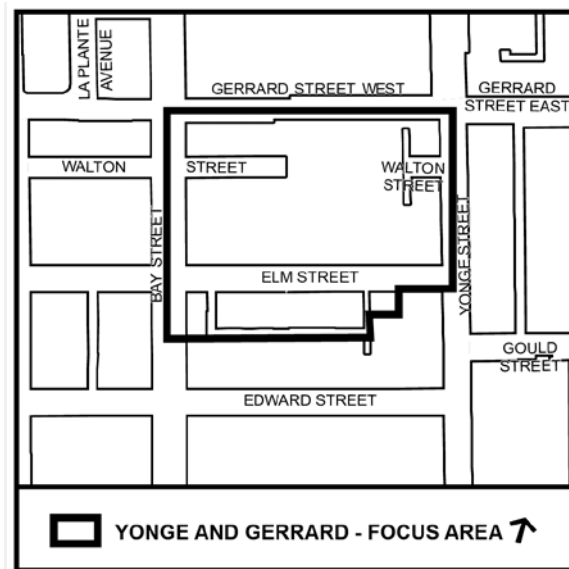
<b>Date:</b>	August 15, 2017
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 27 – Toronto Centre-Rosedale
<b>Reference Number:</b>	17-185462 SPS 00 TM

**SUMMARY**

Planning staff are undertaking a review of the planning framework and the existing and planned built form context for the area approximately bounded by: Bay, Elm, Yonge and Gerrard, (the "Focus Area"). The Preliminary Report for the 33 Gerrard Street application identified, as an issue, the need to undertake a Master Planning/Planning Framework exercise given the proposed development entails the establishment of a significant new vertical neighbourhood within the heart of the downtown. This Focus Area review is considering land use and built form issues within the block and along the south side of Elm Street with a particular focus on assessing potential tower developments, heritage issues and overall planned context given the scale and pace of change envisioned by a number of development applications.

There is an existing Site and Area Specific Official Plan Policy (SASP 174) that overlaps with the Focus Area. It is not the intent of this study to re-examine the policies of SASP 174, however, the policies of SASP 174 inform how this Focus Area study considers the lands on the west side of Yonge Street.

This report provides a status update on the review and recommends community consultation.



## RECOMMENDATIONS

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### The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting with Notice for the community consultation meeting to be given according to the regulations of the Planning Act for a statutory public meeting.
2. Staff be directed to undertake a heritage survey of the Study Area to evaluate properties that may have heritage value for potential inclusion on the Heritage Register.
3. City Council direct the Chief Planner and Executive Director, City Planning to bring forward any required Official Plan Amendments arising from this review to a statutory public meeting under the Planning Act.

### Financial Impact

The recommendations in this report have no financial impact.

### DECISION HISTORY

Within the Focus Area boundaries, on May 6, 1997, City Council approved Zoning By-law and Official Plan Amendment for those lands generally fronting Yonge Street. The Official Plan Amendment is commonly known as SASP 174. These amendments were appealed to the OMB. A final OMB decision was given November 25, 1998, which brought the amendments into force and effect.

An application was submitted for the re-development of the Chelsea hotel site on October 2, 2015. The application proposed three towers featuring a mix of residential, hotel, commercial, office and retail uses at 33 Gerrard Street West and 22 Elm Street. The Preliminary Report can be viewed at:

<http://www.toronto.ca/legdocs/mmis/2016/te/bgrd/backgroundfile-87089.pdf>. The applicant subsequently appealed the application to the Ontario Municipal Board on May 2, 2017, Case Number PL170493. An OMB pre-hearing conference has been set for September 18, 2017. A Request For Directions report is anticipated for later in the Fall.

An application was submitted for the development of an 80-storey mixed use tower at 8 Elm Street on July 13, 2016. City Council refused the application on November 8, 2016 <http://www.toronto.ca/legdocs/mmis/2016/te/bgrd/backgroundfile-96754.pdf>. The applicant appealed the application to the Ontario Municipal Board on December 12, 2016, Case Number PL161269. Neither a pre-hearing conference nor hearing dates have been scheduled.

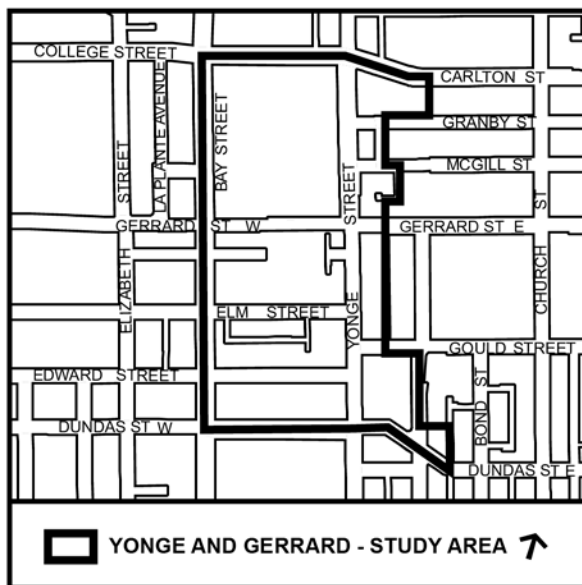
An application was submitted for the development of a 43-storey mixed-use building with retail at-grade at 43-51 Gerrard Street West and 695 Bay Street. The application was approved by City Council June 10, 2014. This project is now under construction. <http://www.toronto.ca/legdocs/mmis/2014/te/bgrd/backgroundfile-68873.pdf>

Adjacent to the Focus Area, the Aura development was approved by the Ontario Municipal Board on March 3, 2008 for a 75-storey residential tower and 17,000 m<sup>2</sup> of commercial/retail space at 444 Yonge Street (north side of Gerrard). A subsequent minor variance was granted and a 78-storey building was developed.

## ISSUE BACKGROUND

### Study Area

This report looks at a larger geographic area than the "Focus Area" to inform the analysis in this report. The larger study area is bounded by: Bay, College/Carlton, Dundas and an east boundary that approximates the location of the east boundary of Site and Area Specific Policy 174 (SASP 174).



### Provincial Policy Statement and Growth Plan

The Provincial Policy Statement (2014) provides policy direction Province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;

- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The City of Toronto uses the PPS to guide its official plan and to inform decisions on other planning and development matters. The PPS is issued under Section 3 of the Planning Act and all decisions of Council affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. Policy 4.7 states that the Official Plan is the most important vehicle for implementing the PPS.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities , recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All

decisions by Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan.

## **Official Plan**

The Official Plan locates the Yonge and Gerrard Focus Area within the *Downtown and Central Waterfront*, as shown on Map 2, the Urban Structure map of the Official Plan. Chapter 2 of the Official Plan sets out the Urban Structure of the City, develops the strategy for directing growth within this structure and establishes policies for the management of change, through the integration of land use and transportation planning. Although growth is expected to occur in the Downtown, not all of Downtown is considered a growth area.

The Yonge and Gerrard Focus Area is designated *Mixed Use Areas* on Map 18, Land Use Plan of the Official Plan. *Mixed Use Areas* provide for a broad range of commercial, residential and institutional uses in single or mixed use buildings, as well as parks and open spaces and utility uses. Not all *Mixed Use Areas* are expected to experience the same scale or intensity of development. Surrounding context, built form considerations and the capacity of municipal infrastructure will inform the extent of development. This designation contains policies and development criteria which are used to guide development and ensure an appropriate transition between areas of different intensity and scale.

Chapter 3 of the Official Plan establishes the policy direction for guiding growth by integrating social, economic and environmental perspectives on the built, human and natural environment. The Built Form policies identify the importance of urban design as a fundamental element of City building. These policies are intended to minimize the impacts of new development and guide the form of new buildings to fit within their context.

Recent development proposals within and adjacent to the Focus Area are at a scale and magnitude not previously anticipated. Official Plan Building New Neighbourhoods Policy 3.3 states the need for a comprehensive planning framework when developing new neighbourhoods and that new neighbourhoods must function as a community and not just housing. Within this area, development proposals take the form of vertical neighbourhoods. The cumulative scale and impact of these vertical neighbourhoods is potentially felt well beyond the boundaries of the Focus Area study.

Policy 5.2.1.2 c) of the Official Plan refers to areas where development is occurring, or proposed, at a scale, intensity or character which necessitates reconsideration or reconfiguration of local streets, block plans, public works, open space. The Policy refers to the Secondary Plan as a tool to assess developments with these types of impacts. Policy 5.2.1.5 further states that any implementing zoning by-law amendment will be prepared concurrently with a Secondary Plan unless Council determines that development is to proceed by site specific zoning.

The City's Official Plan sets out policies where new construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values and attributes and character of property and to mitigate visual and physical impacts on heritage property. Moreover, where it is supported by the cultural heritage values and attributes of a property on the Heritage Register, the conservation of whole or substantial portions of buildings, structures and landscapes on those properties is desirable and encouraged. The retention of facades alone is discouraged.

Other key Official Plan policies that impact the Focus Area include: Policy 3.1.3 which addresses Tall Building proposals and how they should respond to key urban design considerations; Policy 4.8.4 which states that new buildings in the vicinity of hospital heliports will be sited and massed to protect the continued use of flight paths to hospital heliports; and Policy 3.1.5.45 which protects the view corridor to and from City Hall and Old City Hall.

### **Downtown Yonge: Site and Area Specific Policy 174 (SASP 174)**

SASP 174 was approved in 1997 as Official Plan Amendment 92. The geographic boundaries for SASP 174 generally include all those properties fronting Yonge Street from Gerrard to Queen Street. At Dundas Street, the boundary extends an additional block eastwards. As it relates to this report and the Focus Area, SASP 174 includes all the properties fronting Yonge Street.

SASP 174 was implemented to both shape change in a manner that reinforced the overall existing scale and to provide policy guidance for community improvement including Dundas Square. An objective of SASP 174 was that Yonge Street be recognized as a prominent area, an important retail street and a major shopping focus. The street would be a primary location for street-related and entertainment uses and would be in the form of re-use of existing buildings and appropriate redevelopment. Changes to Yonge Street would be consistent with and enhance the street's special physical and experiential character, including a low scale built form, pedestrian comfort and the varied and diverse storefront appearances of building facades.

Built form principles for new buildings or additions include: buildings to be located along property lines; scale consistent with height limits within the Area and respects existing transitions in height and scale; lower levels should enhance the public nature of streets; meet adequate light, views and privacy standards; achieve harmonious relationship to the context; be articulated and massed in widths compatible with the narrow lot patterns and; minimize wind and shadow impacts.

Subsequent to the approval of SASP174 there have been a number of developments that have occurred. The re-development of Dundas Square and The Ryerson University Learning Centre at 341 Yonge Street has occurred in conformity with the Policy. The under construction Massey Tower at 197-201 Yonge Street was approved as a tall building but was approved subject to Official Plan Amendment 219 which amended SASP 174.

### **McGill Granby: Site and Area Specific Policy 151 (SASP 151)**

The McGill Granby SASP 151 generally refers to those lands east of Yonge Street between Gerrard and Carlton, the majority of which is designated *Neighbourhoods*. This geographic area is kitty corner to the north-east side of the Focus Area. The policies state that the conservation and stability of the area will be promoted and that new buildings within the *Mixed Use Areas* will minimize the extent to which they overlook or shadow existing house-form buildings.

### **Garden District Official Plan Amendment 82 (SASP 461)**

Although not contiguous, the Focus Areas is located relatively near to the Garden District which is subject to Official Plan Amendment 82 (OPA 82) – Downtown East Planning Study. OPA 82 was approved by City Council March 31, 2015 and subsequently appealed to the Ontario Municipal Board. Shadow studies have shown that proposed developments within the Focus Area could impact Allan Gardens.

The purpose of OPA 82 is to set the framework for new growth and development in the area while protecting those areas that should remain stable. Policy 3.5 in OPA 82 states that no net new shadows are permitted on Allan Gardens as measured on March 21 and September 21 from 10:00 am to 6:00 pm. In Policy 3.6 it states that there be no net new shadows permitted on the conservatory buildings or any significant permanent structures as measured on March 21, September 21, June 21 and December 21 at all times of the day.

### **Official Plan Amendments 384 and 385 – Enhancement of View Protection Policies**

The City has initiated Official Plan Amendments to modify the existing protected heritage views of City Hall and Old City Hall. More specifically, the purpose of the amendments is to enhance the silhouette view protection policies in the Official Plan so that views to and beyond important heritage resources are maintained. The amendments, if approved by City Council, would shape development within the Focus Area and more specifically the height of any proposed developments. The map of potential properties affected are illustrated in Attachment 3 and Attachment 4.

### **Ministers Zoning Order - Helicopter Flight Paths**

On May 3, 2016, the Minister of Municipal Affairs and Housing issued a Zoning Order – Protection of Public Health and Safety – Toronto Hospital Heliports. The purpose of this Order is to protect health and safety by ensuring the safe operation of air ambulance services provided in relation to St. Michael's Hospital and The Hospital for Sick Children. The Zoning Order reflects the helicopter flight paths and identifies an obstacle limitation surface which structures or naturally growing objects shall not penetrate. As previously cited, the Official Plan requires that all new buildings be sited and massed to protect helicopter flight paths. In order to comply with the helicopter flight path and the related Official Plan policy, any development including all temporary and permanent

structures such as parapets, antenna, light fixtures and crane activities would have to be below or outside the protected flight path.

The Minister's Zoning Order shows that the Focus Area is subject to the Sick Children's helicopter flight path which is generally aligned with the Elm Street right-of-way. It appears that any development along the south side of Elm Street would be impacted by the flight path and any construction on the north side of Elm Street would have their construction cranes impacted by the flight path. The flight path from the Ministers Zoning Order is shown in Attachment 5.

The Ministers Zoning Order came into force and effect on May 3, 2016. It is scheduled to be revoked on September 30, 2017. Notice has been given by the Ministry of Municipal Affairs indicating an intent to amend the revocation date to March 31, 2018.

It is also noted that the Sick Children's flight path from the Minister's Zoning Order is slightly different from the Sick Children flight path protected in Zoning By-law 150-93 (approved February 1993). The key difference is that the northern limit of the flight path in the By-law is further north than that in the Minister's Zoning Order. The Zoning By-law therefore also impacts those properties on the northern side of Elm Street in addition to the southern side of Elm Street.

## Heritage

The study area contains or is adjacent to a number of heritage buildings included on the City's Heritage Register (refer to attached table). These are listed as follows:

378 Yonge St	Part IV	Elephant and Castle. Dominion Bank, Yonge and Gerrard Branch, 1930, John M. Lyle (now a Toronto Dominion Bank) - adopted by City Council on June 20, 1973 DESIGNATION BY-LAW PASSED BY CITY COUNCIL on March 17, 1976 (designation plaque - 1981). By-law 85-76.
8/10 Elm St	Part IV	1889-90 -adopted by City Council on June 20, 1973 (heritage easement agreement, CT720206, May 24/85, amended by CA67112, Dec. 20, 1989);DESIGNATION BY-LAW ENACTED BY CITY COUNCIL on Nov. 20, 2007. By-law 1234-2007.
12/14 Elm St	Part IV	George's Hall; 1891, Edwards & Webster; alt. c.1920, Sproatt & Rolph, (now known as the Arts & Letters Club) -adopted by City Council on June 20, 1973 DESIGNATION BY-LAW PASSED BY CITY COUNCIL ON Nov. 26, 1975 (designation plaque - 1985) Heritage Easement. By-law 513-75.



18 Elm St	Part IV	YWCA; 1890-91, Gordon & Helliwell; alt. 1899; alterations and additions in 1982, Elmwood Club -adopted by City Council on June 20, 1973 DESIGNATION BY-LAW PASSED BY CITY COUNCIL on April 17, 1979 (designation plaque - 1981). By-law 334-79.
340 Yonge St	Listed	Thornton-Smith Building, 1921, John M. Lyle -adopted by City Council on March 15, 1974. Currently contains Champs and Salad King.

In addition to those properties that are either listed and/or designated under Part IV of the Ontario Heritage Act and included on the City's Heritage Register, there are additional properties that demonstrate heritage potential including those that present themselves with over-clad conditions at the street frontages as potentially contributing to the local and main street character of the area. These include other properties fronting Yonge Street which collectively establish a low scale prevailing character.

## **TO Core**

TOcore: Planning Downtown is a three-year, inter-divisional study, led by City Planning. Building on Downtown's existing planning framework, TOcore's purpose is to ensure that growth positively contributes to Toronto's Downtown as a great place to live, work, learn, play and invest by determining: a) how future growth will be accommodated and shaped, and b) what physical and social infrastructure will be needed, where it will go and how it will be secured.

The Downtown Plan will update the Downtown planning framework to shape future growth and link growth to the provision of needed infrastructure investments to achieve the city-building vision and policies of Toronto's Official Plan. A series of infrastructure strategies for transportation, parks and public realm, community services and facilities, water and energy are in development as part of this review.

City Council adopted the TOcore Proposals Report on December 15, 2016. The Proposals Report provides a vision for Downtown to 2041, five guiding principles and the policy directions that informed the development of the proposed Downtown Plan. The proposed Downtown Plan will be presented at the Planning and Growth Management Committee meeting on September 7, 2017.

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal) which provide the detailed performance standards for portions of buildings above 24 metre in height. The implementing By-laws refer to 12.5 m tower setbacks to lot lines or mid-points of adjacent laneways/right-of-ways and to 25 m tower setbacks to adjacent towers on the same lot.

The TOcore website is [www.toronto.ca/tocore](http://www.toronto.ca/tocore).

### **City-Wide Tall Building Design Guidelines**

Policy 5.3.2 of the Official Plan states that guidelines will be adopted to advance the vision, objectives, and policies of the Plan. City Council adopted the Tall Building Design Guidelines on May 7, 2013, for use in evaluating tall building proposals. 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>

### **Downtown Tall Buildings: Vision and Supplementary Design Guidelines**

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

On Map 1 – High Streets Map – Gerrard and Bay streets are shown as a High Street. Elm and Walton are indicated as Secondary High Street.

On Map 2 – Downtown Vision Height Map - maximum heights along Gerrard Street are shown in the 20-35 storey (62 to 107 m) range and along Bay Street in the 30-50 storey (92-152 m) range. Elm Street and Walton Street are identified as Secondary High Streets where height ranges will generally be one-third lower than the High Street they run parallel to.

Map 3 – High Streets Typologies Map – Gerrard and Bay streets are shown as a Tower-Base Form. Elm and Walton are shown as Tower – Base Form or Residential Landscaped Setback Form.

Map 4 – Priority Retail Street Map – Yonge and Bay streets are identified as a Priority Retail Streets.

Yonge Street is identified as a Special Character Street without specified heights. However, Guideline 2.3 states heights will be determined on a site-by-site basis taking into account: streetwall and overall height of existing buildings, height on adjacent streets, typology of adjacent buildings and related urban fabric and design impact. Guideline 1.7.1a. further states that tall buildings are subject to a 20 m tower setback where heritage properties are present or 10 m when there are no heritage buildings on site.

The Downtown Tall Buildings Guidelines are available at <http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines>

## **Downtown Yonge Business Improvement Area (BIA)**

The Downtown Yonge neighbourhood is located at the heart of Downtown Toronto, characterized by several key destinations for not only visitors and tourists, but also workers, residents and students. With a residential population of approximately 175,000 that is growing at a rate of more than 40% between 2009-2025, the area is characterized by significant densification, primarily in condominium developments. In addition, the district sees an influx of almost 600,000 employees daily, along with more than 100,000 students and faculty coming into Ryerson University annually. The neighbourhood is home to Yonge-Dundas Square, Maple Leaf Gardens, the CF Toronto Eaton Centre (one of the city's top tourist destinations) as well as the inter-city bus terminal and offers some 26% of the city's hotel rooms. The three subway stations in Downtown Yonge – College, Dundas and Queen – are some of the most-used in the entire transit system but are also the most in need of upgrades for both aesthetic and safety reasons.

The BIA has conducted extensive and wide-ranging community consultation of stakeholders throughout the area and published several key reports and action plans based on those consultations, including: *Yonge Love* in 2015; *Safe & Inclusive Streets Strategy* in May 2017; and most recently *Living Yonge*, a 2017-2022 Strategic Plan for the neighbourhood. Critically, *Living Yonge* proposes four strategic directives to be delivered throughout the neighbourhood and across a wide variety of interventions, all focused on building a world-leading neighbourhood that is Clean, Safe & Welcoming; Economically Strong; Liveable & Vibrant; and recognisable for its Cohesive Identity.

The BIA has also developed a *Public Realm Strategy* which identifies both an Edward/Elm precinct and a Main Street precinct. The Edward/Elm precinct encompasses the entire Focus Area with the exception of the Yonge Street frontage which is within the Main Street precinct. The Edward/Elm precinct has a vision of providing a charming ambiance and diverse range of restaurants, hospitality and specialty retail. A site specific Elm Street project and Elm mid-block cross-walk project are identified.

The Main Street precinct has a vision for people to enjoy casual dining, diverse and convenient shopping, services and entertainment offerings. A Walton Street project is identified as well as a future opportunity for a sidewalk café at the intersection of Elm.

The BIA has also developed *Streetscape Guidelines* which among other things looks at sidewalk details, landscaping, bicycle parking and street lights. Recent initiatives which would have an impact on the Focus Area include seeking to animate the laneways.

## **Yonge Street Environmental Assessment**

The City is presently undertaking a Schedule 'C' Municipal Class Environmental Assessment (EA) for Yonge Street. This study will develop and review design options intended to improve streetscaping and increase pedestrian space, along with other possibilities to improve the way people move through and enjoy Yonge Street between Queen and College/Carlton. The study has the potential to re-imagine both the functioning and form of Yonge Street. This in turn could impact the perception that a pedestrian has of the adjacent built form as well as impacting tenancy in adjacent buildings. The project is in the process of hiring consultants to undertake the assessment. A Phase 2 EA study will look at potential changes to Yonge Street north of College/Carlton Street to Davenport Road.

## **College Park By-law 840-78**

The adjacent lands to the north, which front Gerrard Street and Yonge Street, include the as built 78-storey Aura development as well as College Park (also known as Barbara Ann Scott Park). College Park is the closest park to the Focus Area and would service those residents and employees within the Focus Area as well as serving the wider geographic area. The park is presently the focus of a \$3 million redevelopment project which is presently under construction.

The park is designated *Parks* in the Official Plan and is subject of By-law 840-78 which was approved by City Council for those lands generally bounded by Bay, College, Yonge and Gerrard. A key provision in this By-law is subsection 16 which refers to minimum required sunlight on the open areas, being the parklands, at 12:18 pm September 21 and not less than 40% sunlight from 11:18 am to 3:18 pm September 21.

## **COMMENTS**

The Focus Area is adjacent to the existing 78-storey Aura development. Applications filed within the Focus Area and adjacent to the Focus Area have cited the 78-storey Aura tower as justification for tall building proposals at a similar or greater scale than the Aura development. Aura is part of a full block context with heritage buildings, open space and a wide range of land uses. The net effect is that within and adjacent to the Focus Area, development is being proposed at a scale and magnitude not anticipated or planned for, raising concerns about achieving complete community goals on a smaller sites. Official Plan policies refer to scale, density and development fitting within its existing and/or planned context, new neighbourhoods functioning as a complete community to guide future growth and the need for planning framework studies and secondary planning exercises.

## **Existing Built Form Context**

The Focus Area can be characterised as containing three distinct character areas. Generally, the Yonge Street properties are developed as 2 to 3-storey main street type commercial structures with retail uses at grade and commercial (possibly including residential) uses on the upper floors. With 2 exceptions, Elm Street is also developed

with 2 to 4-storey low rise structures, originally built either in a house form or commercial form, but now mostly converted to commercial uses. The exceptions are a 16-storey apartment building on the south side of Elm Street and a high rise office/condominium development on the north side of Elm at the corner with Bay. The remainder of the Focus Area is developed with the 26 and 27-storey Chelsea Hotel and the 42-storey 43 Gerrard development presently under-construction.

### Development Activity

Within the Focus Area there are 3 development proposals.

Address	Status	Tower Height (stories)	Units	Non Residential GFA	FSI
43 Gerrard	Under Construction	42	595	553 m <sup>2</sup>	20.74
8 Elm	Proposed – appealed to OMB	80	469	715 m <sup>2</sup>	45.6
33 Gerrard	Proposed – appealed to OMB	88, 88, 49, 2	2138	28,832 m <sup>2</sup>	16.62

Although not part of the Focus Area, there are adjacent development proposals at a significant scale within the larger Study Area. It is also noted that the as built 78-storey Aura development is located on the north side of Gerrard at 444 Yonge Street.

Address	Status	Tower Height (stories)	Units	Non Residential GFA	FSI
363-387 Yonge	Application under review	98	957	20,516 m <sup>2</sup>	25.87
20 Edward	Proposed – appealed to OMB	30	572	9,196 m <sup>2</sup>	15.84
595 Bay	Approved	5-storey addition	0	26,627m <sup>2</sup>	10.6

### Built Form Analysis

Development, or the potential for re-development, within the Focus Area must occur in the context of adhering to appropriate tower separation distances where towers are planned for and addressing issues of floor plate sizes, appropriate height and the conservation of heritage resources. Relief from lot line setbacks may be appropriate if tall building development is not planned or appropriate on adjacent lands.

### **Tower Setbacks and Floor Plates**

Official Plan policies and implementing guidelines seek to ensure adequate light and skyviews and in that respect, the City recommends a minimum tower separation distance of 25 m between towers which would typically be achieved through a 12.5 m tower setback to the lot line or to the mid-point of any adjacent lane or right-of-way. Where taller buildings or larger tower floor plates are proposed the guidelines refer to greater setback and separation distances proportionate to increases in building size and height. In the case of super tall structures there may be a need for additional setbacks.

The Tall Building Guideline 3.2.1 also refers to tower floorplates should not exceed 750 m<sup>2</sup>. There is an acknowledgement in these guidelines that for very tall buildings (greater than 50 to 60-stories) that to accommodate modest increases for additional servicing and structural requirements there may be flexibility to this standard as long as adequate tower separation distances are achieved.

Failure to achieve these standards results in negative impacts on the quality of life to both residents and the public. The recently approved Official Plan Amendment 352 and its implementing By-laws 1106-2016 and 1107-2016 provide a further policy basis for evaluation of proposed tower separation distances. Sites that cannot provide the minimum tower separation distances are not appropriate for tower development. Within the Focus Area, these standards should be followed as a minimum, taking into account the outcome of this analysis.

### **Tower Heights**

Any development within the Focus Area must comply with The Sick Children's Hospital helicopter flight path and conform with Official Plan policies and guidelines that refer to shadow sensitive areas among other considerations relating to overall scale and density. The helicopter flight path limits the height of any potential development on the south side of Elm Street. Any development within the vicinity of the flight path would also have to ensure construction activity, particularly crane swings, do not intrude into the flight path; this would also impact those properties on the north side of Elm.

Towers by their nature result in shadowing that extends beyond the Focus Area and impacts the public enjoyment, utility and use of shadow sensitive areas further away. Of particular concern are any additional shadowing of various parks/open spaces (College Park, Allan Gardens, McGill Parkette, Ryerson Quad, Devonian Square, Elizabeth Street park), McGill Granby neighbourhood and the public realm/streetscape of the pedestrianized portions of Gould Street and Yonge Street. These shadow sensitive areas are not an all inclusive list, however, they are the key locations where shadow impacts need to be assessed. Any tower development and more particularly their proposed heights need to be reviewed in the context of resultant shadows.

In addition to the impacts of helicopter flight paths and shadowing impact, there is need to assess any development in terms of its impact to the view corridors. The existing protected view corridors are identified in the Official Plan. It is anticipated that Official

Plan Amendment 384 and 385 will result in re-evaluated view corridors which may impact the height and location of any proposed towers within the Focus Area.

### **Heritage**

In addition to the known heritage resources, there are a number of properties that have potential heritage value. Heritage staff have undertaken a preliminary assessment of the buildings within the area and recommended that a further review be undertaken to assess those potential properties. The study should also examine the relationship of towers and specifically how tower bases are compatible from a built form perspective with the dominant main-street character of properties in the study area, including those that are listed and/or designated or having heritage potential.

As a focus of the study, Elm Street should be examined as having a unique and special character comprised of existing listed and/or designated properties in addition to those having potential heritage value that lend themselves to the pedestrian scale qualities and special context of Elm Street.

### **Land Use Considerations**

The scale of development proposed or under construction within the Focus Area and the larger study area is at a significant scale. There needs to be an assessment as to what level of development can be accommodated given the existing and proposed servicing within the area. This assessment would need to consider impacts to both hard services, for example sewers and transportation network, and to the provision of community facilities, such as parks and community centres. Any development and/or any Zoning or Official Plan amendments within the Focus Area and in the vicinity need to ensure that these issues are adequately addressed.

There is also a need to implement a public realm plan to address both existing congestion, particularly along Yonge Street, as well as the impact of new development. In addition to a public realm plan, there is a need to further assess the opportunities for parkland development. The TO Core initiative has looked at these issues for the entire Downtown but has not focused its review to the block level. A conceptual public realm plan and parkland plan is shown in Attachment 7 and Attachment 8. On-going work with the Yonge Street Environmental Assessment will further inform the nature and form of any public realm plan and how that interrelates with the existing and any proposed new parks and open spaces (POPS).

### **Initial Assessment**

City staff have made an initial assessment as to where towers could feasibly be developed within the Focus Area under the assumption that any re-development would have to adhere to appropriate tower setbacks, maximum floorplate sizes and respond to heritage resources. No attempt has been made at this time to assess potential heights or podium impacts as these issues would require extensive modelling to assess impacts.

The analysis divided the Focus Area into a number of blocks (see Attachment 6 to this report) and assessed potential development based on minimum tower setbacks of 25 m (12.5 m to lot line or mid-point of laneway) and 10 m setback to the lot line for properties fronting Yonge Street and their flanking streets. In addition, a maximum 750 m<sup>2</sup> floor plate for any resultant tower was assumed. These performance standards are derived from the Tall Building Guidelines as well as those standards applied in the North Downtown Yonge area immediately north of College Street.

The block specific analysis for any potential towers indicates the following:

<b>Block</b>	<b>Analysis</b>
A	There are no on-site heritage buildings and land area is sufficiently large that multiple tower development may occur while achieving appropriate tower setbacks, floor plates, an on-site park and other public realm improvements
B	On-site heritage buildings and small development site indicates tower development is not appropriate
C	Although Block C is long, its narrow lot depth indicates it is not possible to achieve a functional tower floor plate while maintaining appropriate Yonge Street setbacks
D	Heritage buildings occupy each property within the block. This combined with the narrow lot depth indicates tower development is not appropriate
E	Heritage buildings occupy most of the properties within the block. This combined with the narrow lot depth indicates tower development is not appropriate
F	This block is too small to re-develop as a tower with appropriate setbacks and tower separations
G	This block is too small to re-develop as a tower with appropriate setbacks and tower separations

The net result of the staff analysis is that it can generally be concluded that:

- Elm Street is a low rise street with extensive heritage resources and a shallow lot depth that makes any tower development along the street not possible. The existing low-rise built form occupied by grade related businesses with its individual charm, ambience and sun exposure is appropriate and desired.
- The west side of Yonge Street is similarly a low rise street with existing heritage resources and a shallow lot depth that makes any tower development along the west side of the street not possible. There is therefore no need to amend or re-assess SASP 174 in this area as it remains good planning and appropriate. It is also noted that any development potential on the east side of Yonge Street adjacent to the Focus Area will be addressed through the existing site specific Official Plan and Zoning By-law amendment applications.
- Chelsea hotel site, or the mid portions of the block, are large enough in size that it is feasible for multiple tower development while achieving other City building objectives. The block is also large enough that a system of open



spaces could be developed which would connect with College Park to the north in accordance with a Public Realm Plan.

## **Conclusion**

This report provides background information and an initial assessment for a planning framework in the vicinity of Yonge and Gerrard. It is recommended that community consultation be undertaken prior to finalizing recommendations for policy changes that will assist in evaluating development applications and other undertakings in the area.

## **CONTACT**

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## **SIGNATURE**

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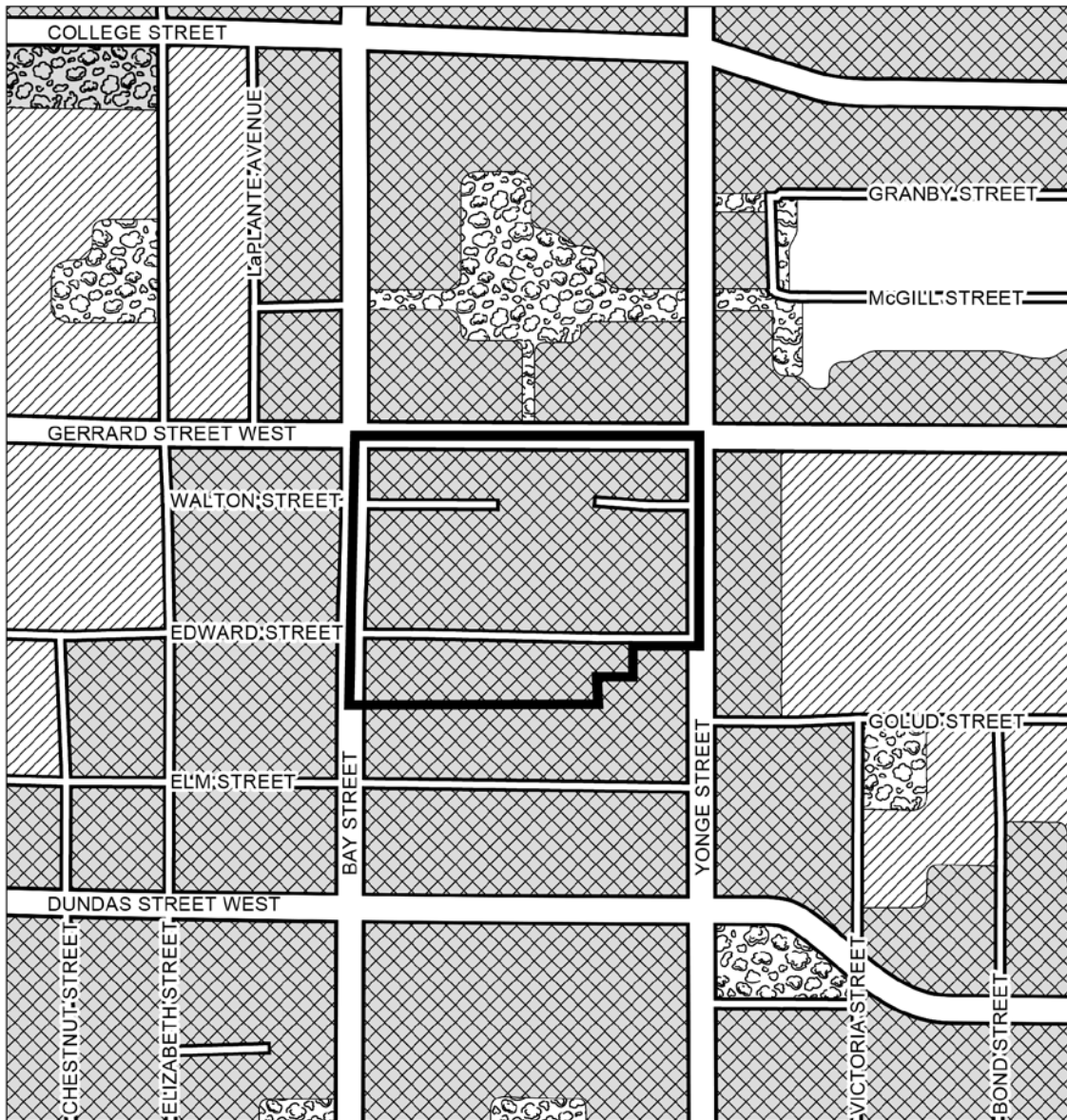
Gregg Lintern, MCIP, RPP  
Director, Community Planning  
Toronto and East York District

(P:\2017\Cluster B\pln\TEYCC\18359062007.doc) – smc/vc

## **ATTACHMENTS**

- Attachment 1: Official Plan – Land Use Plan Map 18
- Attachment 2: Official Plan – Site and Area Specific Policy 174
- Attachment 3: City Hall View Corridor – Potential Properties Affected
- Attachment 4: Old City Hall View Corridor – Potential Properties Affected
- Attachment 5: Sick Children's Helicopter Flight Path
- Attachment 6: Block Study
- Attachment 7: Public Realm Concept
- Attachment 8: Concept For Parks and Open Spaces

Attachment 1: Official Plan – Land Use Plan Map 18



**TORONTO**  
 Extract from Official Plan

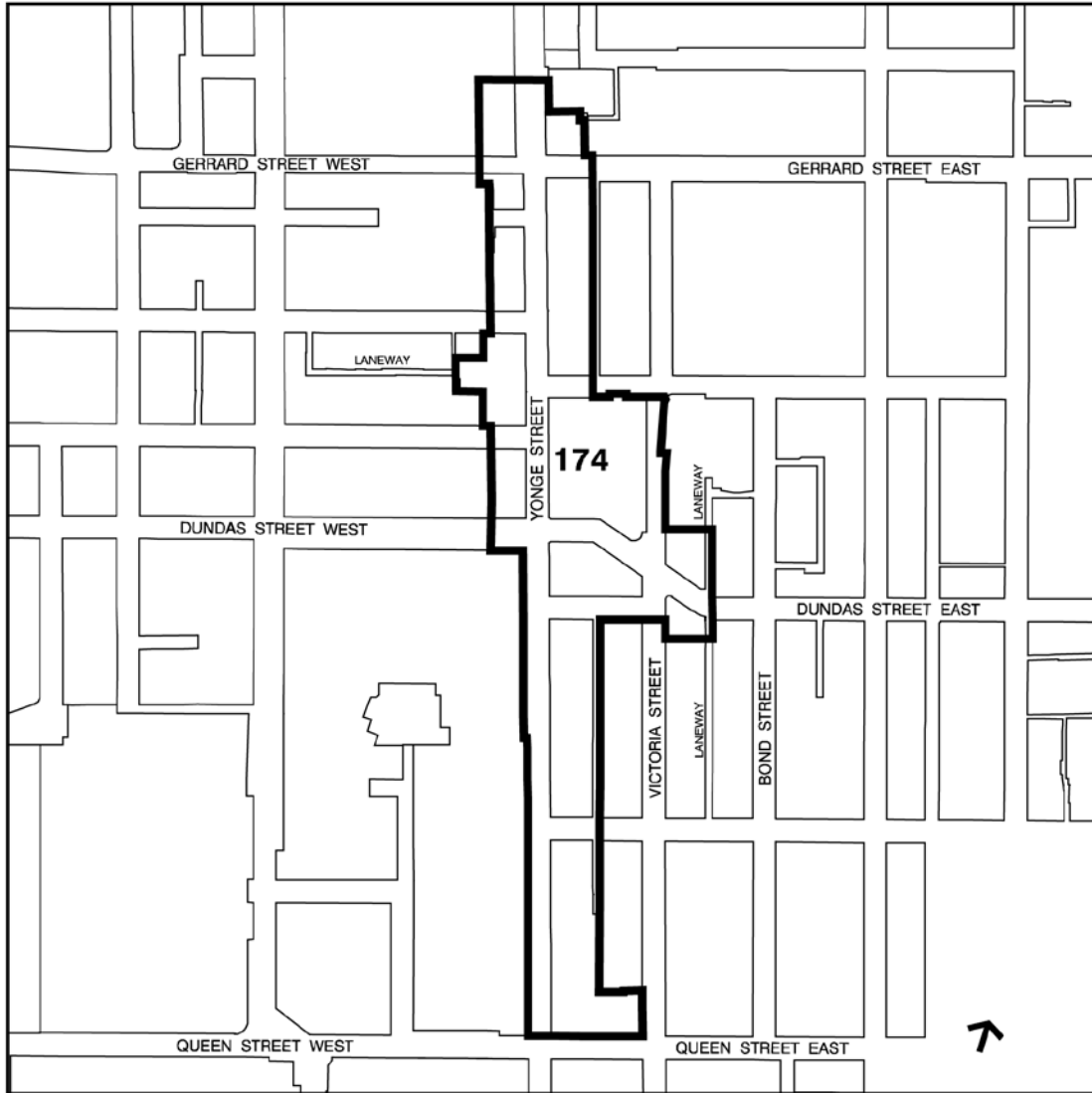
Yonge and Gerrard Focus Area

File # 17 185462 SPS 00 TM



  
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 07/04/2017

**Attachment 2: Official Plan – Site and Area Specific Policy 174**



**Site and Area Specific 174**

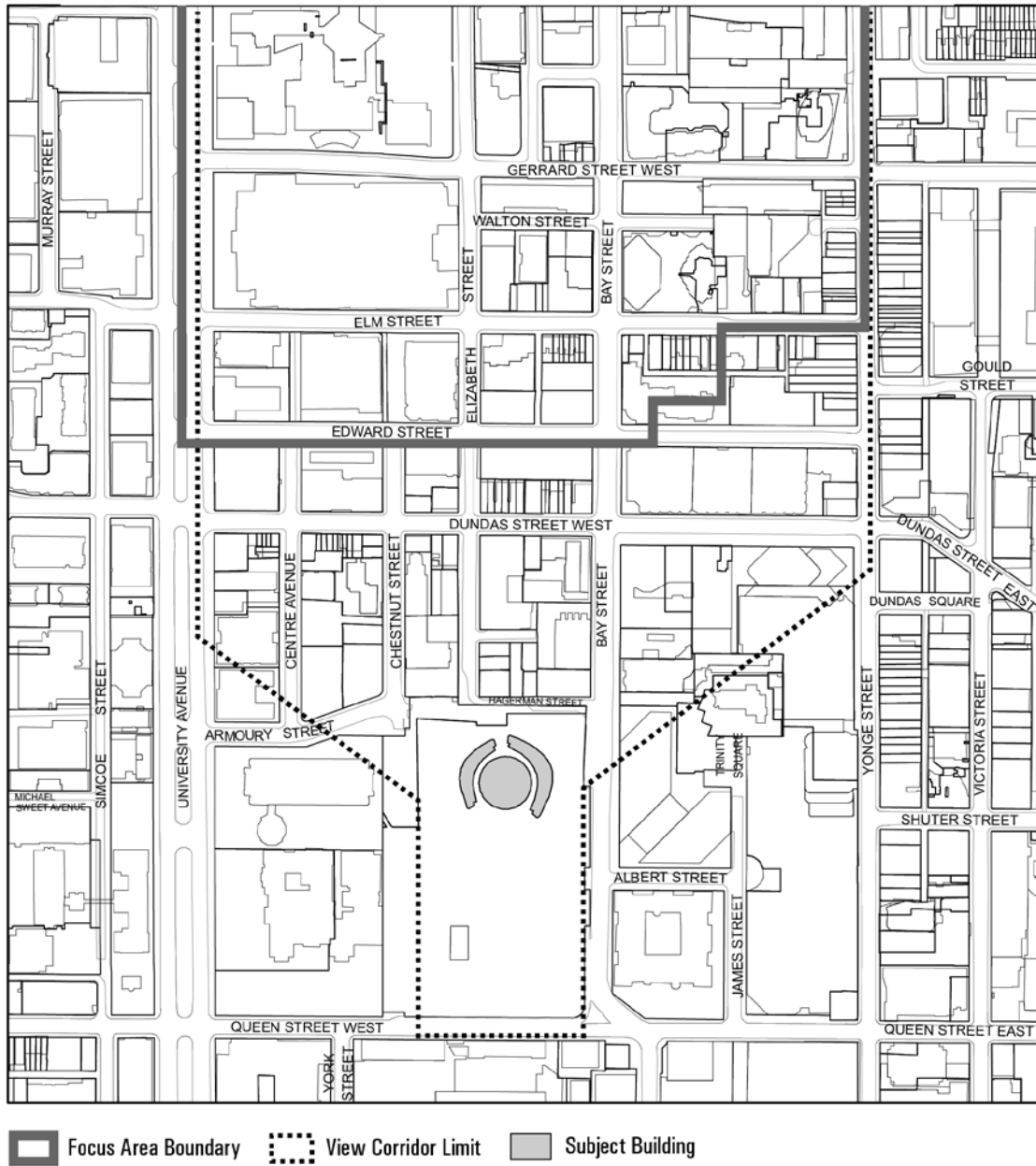
**Yonge and Gerrard Focus Area**

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### Attachment 3: City Hall View Corridor – Potential Properties Affected



**Buildings and Lands in the  
City Hall View Corridor**

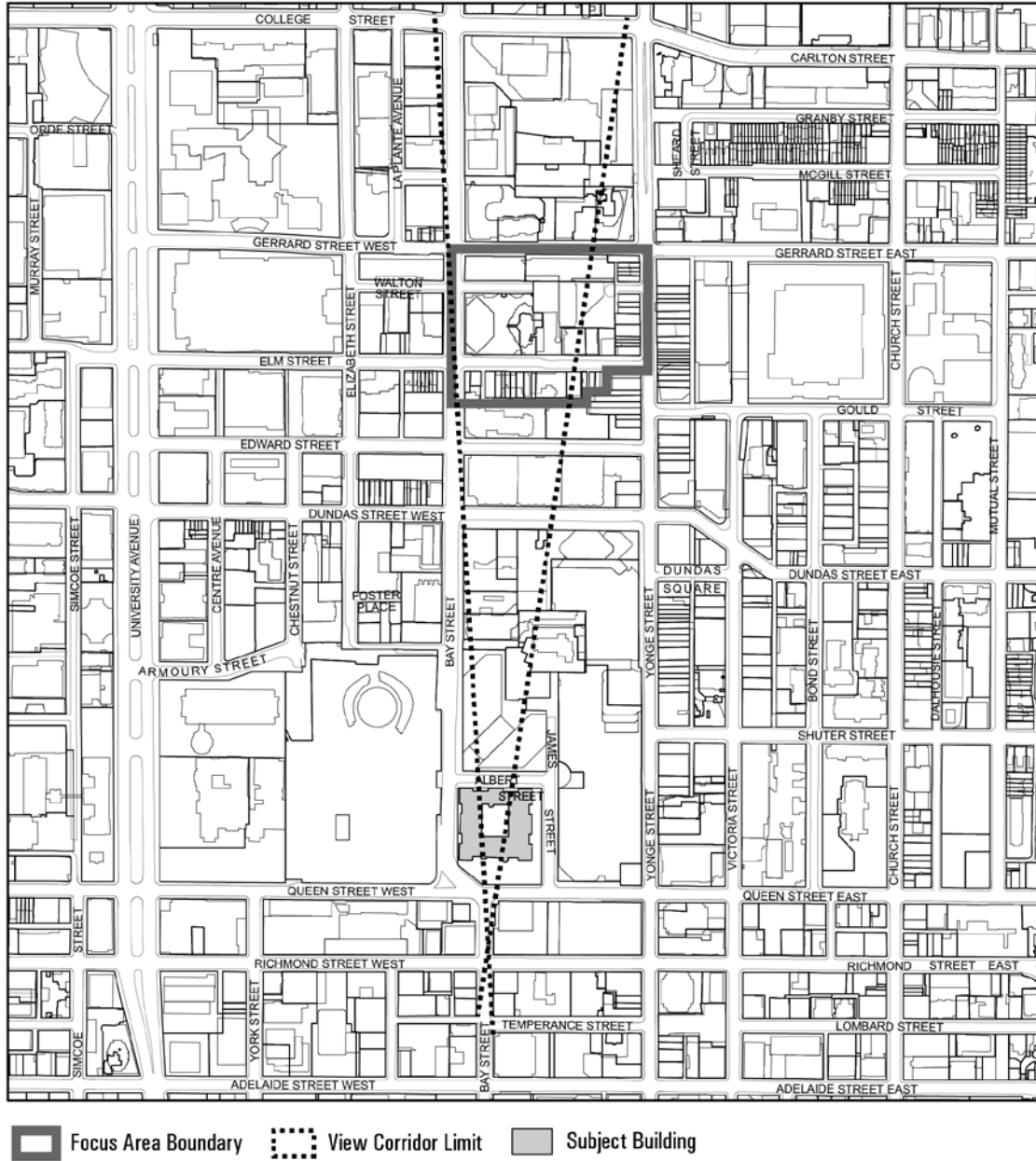
**Yonge and Gerrard Focus Area**

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## Attachment 4: Old City Hall View Corridor – Potential Properties Affected



### Buildings and Lands in the Old City Hall View Corridor

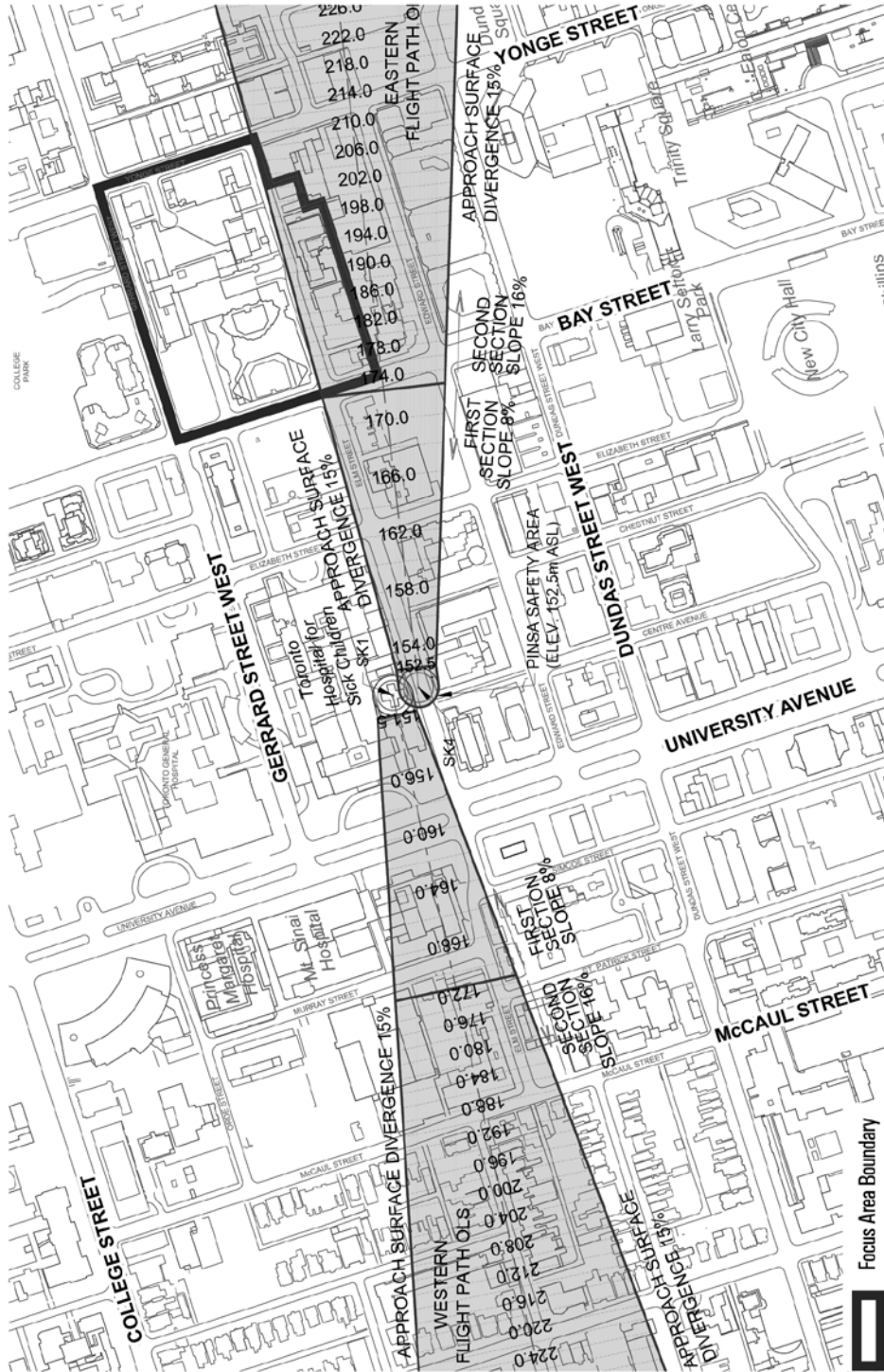
### Yonge and Gerrard Focus Area

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08/10/2017

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**Attachment 5: Sick Children's Helicopter Flight Path**



**Yonge and Gerrard Focus Area**

**The Hospital For Sick Children Helicopter Flight Path**

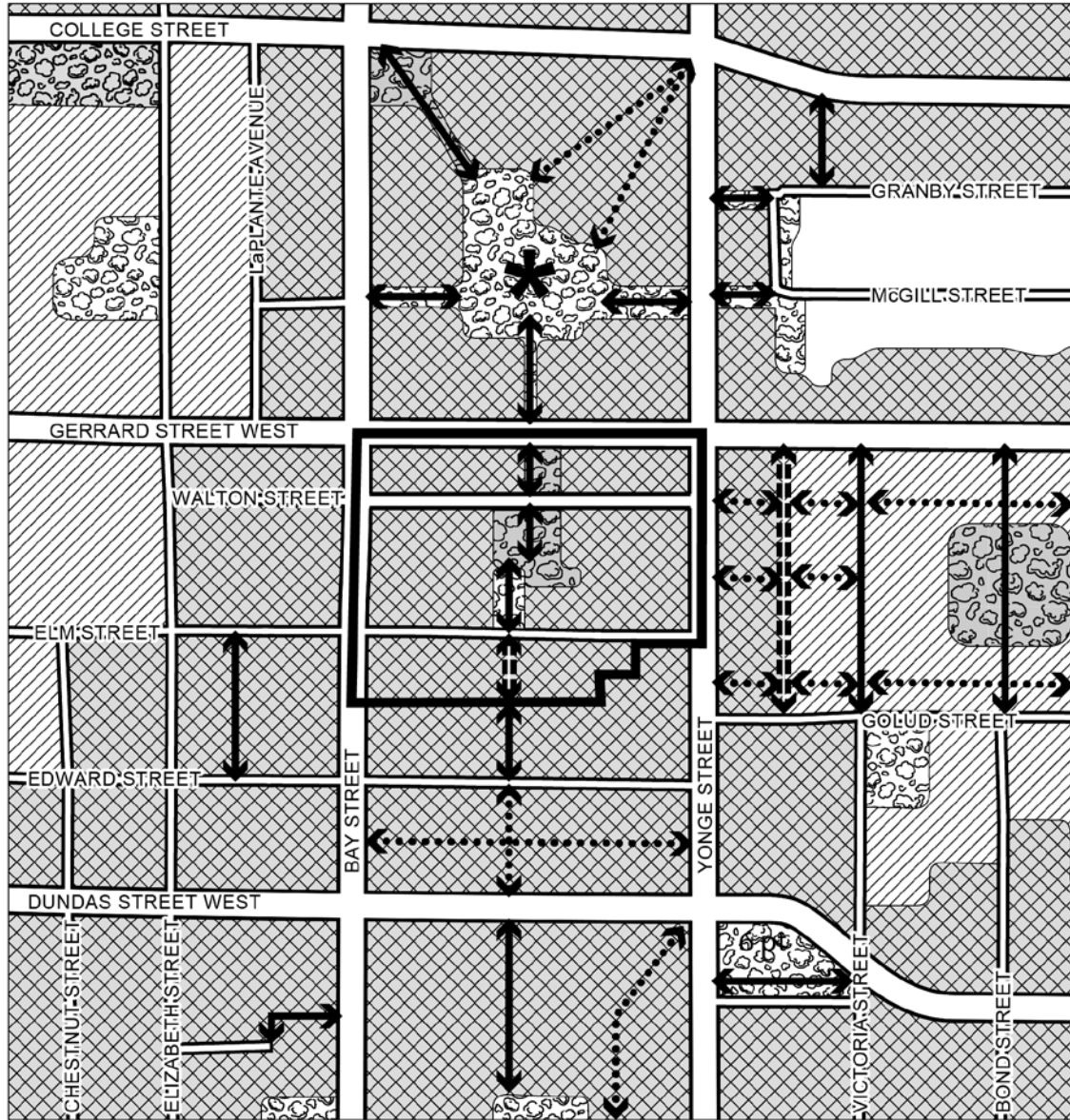
Applicant's Submitted Drawing

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07/04/2017

File # 17 185462 SPS 00 TM

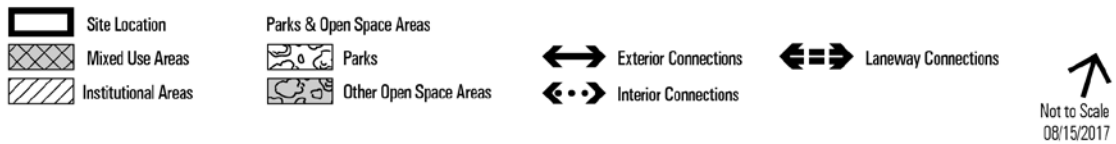


## Attachment 7: Public Realm Concept



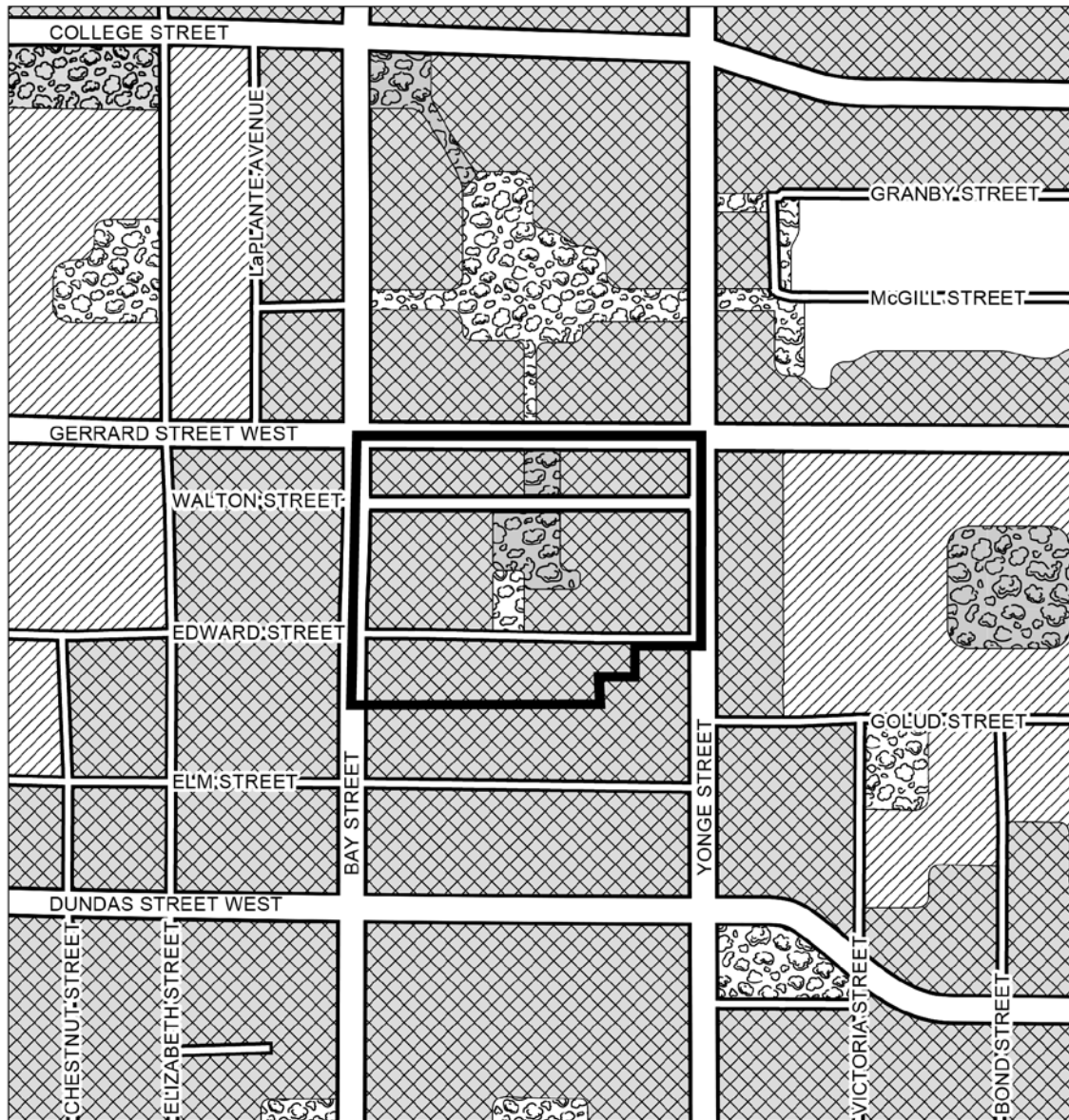
### Yonge and Gerrard Focus Area Public Realm Connections

File # 17 185462 SPS 00 TM





## Attachment 8: Concept for Parks and Open Spaces



### Yonge and Gerrard Focus Area Parks & Open Space Areas

File # 17 185462 SPS 00 TM



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08/15/2017