

## 500 Lake Shore Boulevard West - Official Plan Amendment and Zoning Amendment Applications - Preliminary Report

<b>Date:</b>	September 22, 2013
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 20 – Trinity-Spadina
<b>Reference Number:</b>	13 204585 STE 20 OZ

### SUMMARY

This application proposes to amend the Official Plan and Zoning By-law to permit the redevelopment of the site at 500 Lake Shore Boulevard West with an 8-storey commercial building fronting onto Lake Shore Boulevard West, with two residential towers having heights of 37 and 41-storeys at the rear of the site.

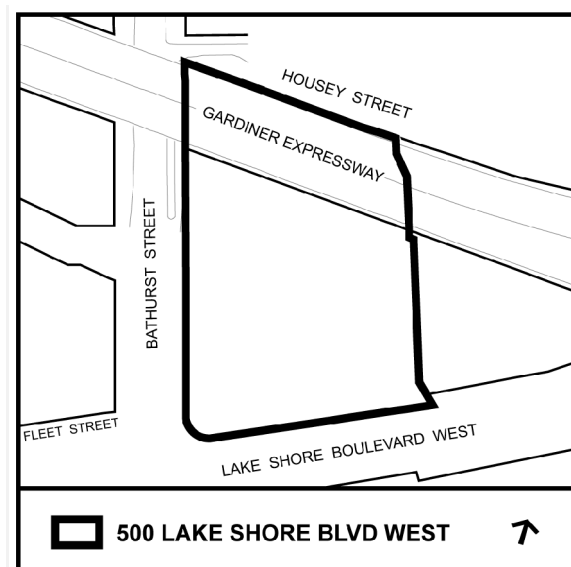
This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

A Community Consultation meeting is anticipated to be held in the fourth quarter of 2013. A final report is targeted for the second quarter of 2014, assuming that applicant provides all required information in a timely manner.

### RECOMMENDATIONS

**The City Planning Division recommends that:**

1. Staff be directed to schedule a community consultation meeting for the lands at 500 Lake Shore Boulevard West together with the Ward Councillor.



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

### **Financial Impact**

The recommendations in this report have no financial impact.

### **DECISION HISTORY**

The site, located at the northeast corner of Bathurst Street and Lake Shore Boulevard West, is currently occupied by a four-storey historically-designated building constructed in 1927. Applications for a Zoning By-law Amendment and Site Plan Control were filed with the City in 2004. An application for demolition under the Ontario Heritage Act was also filed.

The 2004 proposal sought to build a new Loblaws Superstore on the site. Five hundred and twenty seven parking spaces were proposed in two levels of parking, in the first and second levels of the building, with additional parking provided at the north end of the site. The south and west facades of the building, plus one bay of the eastern façade, were proposed to be retained in place. Access was proposed from Housey Street and Lake Shore Boulevard West.

At the time of the 2004 applications, the Ontario Municipal Board (OMB) was considering appeals related to the consent to sever the site (Block 8 in the Fort York Neighbourhood Secondary Plan) from Block 9/10. Appeals related to Official Plan Amendment and Zoning By-law Amendments for Block 9/10 were also before the OMB. The Zoning By-law Amendment, Site Plan Control, and application for demolition related to Block 8 were appealed and consolidated with the related matters before the OMB. The site specific matters related to the proposed development on Block 8 remained before the Board and issuance of a Final Order was made subject to satisfaction of pre-approval conditions and finalization of required agreements. The primary issues to be resolved at that time included securing municipal infrastructure obligations and heritage requirements, subject to certain pre-approval conditions being satisfied and appropriate agreements being entered into, Council had supported the Zoning By-law Amendment and Site Plan Control applications but refused the application for demolition treating the proposal as an alteration given the intended retention of façades.

In 2010, the applicant submitted a revised proposal to construct a 4-storey commercial building consisting of a grocery store, retail and office space. Due to the condition of the structure, the applicant determined it was no longer feasible to retain the facades in place as contemplated and proposed to dismantled and rebuilt the east and west facades and one bay on the easterly face. Council supported the revised proposal and directed staff to work with the applicant to resolved issues and attend at the OMB as necessary.

## **Pre-Application Consultation**

A pre-application consultation meeting was held with the applicant to discuss complete application submission requirements.

## **ISSUE BACKGROUND**

### **Proposal**

The application proposes to construct an 8-storey commercial building of approximately 21,031 square metres fronting onto Lake Shore Blvd West, with two residential towers at the rear. The residential towers are proposed to have heights of 37 and 41-storeys and are proposed to contain 840 dwelling units. The application proposes a residential gross floor area of 54, 830 square metres, resulting in a proposed overall density of approximately 6.0 times the lot area. The application proposes five levels of underground parking, containing a total of 859 parking spaces as part of the development proposal.

The rear 1-storey portion of the building has been demolished to allow for the construction of Housey Street. The applicant proposes to redevelop the area under the Gardiner Expressway with non-residential uses. The existing roof signage is proposed to be temporarily removed and replaced in the same location as part of this development proposal.

### **Site and Surrounding Area**

The site is located on the northeast corner of Bathurst Street and Lake Shore Boulevard West. Development in the vicinity of the site is as follows:

*North:* The Gardiner Expressway runs across the north portion of the site. North of the expressway are Blocks 33 and 37 of the Railway Lands West. These two blocks were recently subject to a rezoning application to permit 5 towers ranging in height from 8 to 42 storeys.

*South:* Across Lake Shore Boulevard West, to the south of the subject site is a 4-storey heritage building housing Rogers Communications. Diagonally across the intersection is a 10-storey residential building and a gas station.

*East:* A 24-storey residential building has been constructed to the east of the subject site on Blocks 9/10 of the Fort York Neighbourhood.

*West:* A 32-storey residential building has been constructed at the northwest corner of the Bathurst Street and Fleet Street intersection.

### **Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and protecting

public health and safety. City Council's planning decisions are required to be consistent with the PPS.

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

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

## **Official Plan**

The subject site is designated *Mixed Use Areas* in the Official Plan. This designation permits a broad range of commercial, residential and institutional uses, and includes policies and development criteria to guide development and its transition between areas of different development intensity and scale.

The development criteria in *Mixed Use Areas* includes:

- creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- providing for new jobs and homes for Toronto's growing population on underutilized lands;
- locating and massing new buildings to provide a transition between areas of different development intensity and scale;
- locating and massing new buildings to frame the edges of streets and parks;
- providing an attractive, comfortable and safe pedestrian environment;
- providing good site access and circulation and an adequate supply of parking for residents and visitors;
- locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and
- providing indoor and outdoor recreation space for building residents in every significant multi-residential development.

The Plan also contains policies regarding tall buildings in the city. Tall buildings are identified as those whose height is typically greater than the width of the adjacent road allowance. The Plan also limits these buildings to parts of the *Downtown, Centres*, and other areas of the city where they are specifically permitted by a Secondary Plan or Zoning By-law. The Official Plan also sets out key urban design considerations when considering a tall building proposal.

The subject site is identified as Block 8 within the Fort York Neighbourhood Secondary Plan and is designated *Mixed Use Areas H* in the Secondary Plan. Within this area, the

policies identify that there be a mixture of commercial and residential uses with a maximum gross floor area of 71,030 square metres for *Area H*. Section 8.9 of the Fort York Neighbourhood Secondary Plan identifies that any new development at 500 Lake Shore Boulevard West will have regard for the historical and architectural significance of the Lake Shore Boulevard West and Bathurst Street facades, and that the height and built form objectives set out in the Secondary Plan in retaining historic facades will not be compromised.

## **Zoning**

The property is subject to the City of Toronto Zoning By-law 438-86, as amended. The property is zoned IC D3 N1.5 with a height limits of 24 metres for most of the site, decreasing to 12 metres at the northern limits of the site. The permitted non-residential density on the subject site is 1.5 times the area of the lot. Residential uses are not permitted in this zoning category.

## **Site Plan Control**

The proposed development is subject to Site Plan Approval. An application for Site Plan Control has not been submitted to date.

## **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>

## **Reasons for the Application**

An Official Plan Amendment application is required to permit the heights, density, and tower locations, as proposed by the applicant.

An amendment to the Zoning By-law is required to permit the residential uses on site. In addition, the proposed density of 6.0 times the lot area exceeds the 1.5 times the lot area density permitted by the former City of Toronto By-law 438-86, as amended.

At 42-storeys (214 metres) in height, the proposed mixed commercial-residential buildings will require an amendment to the former City of Toronto By-law 438-86, as amended, to exceed the permitted heights of 12 and 24 metres.

Other areas of non-compliance requiring zoning amendments to permit the proposed mixed-use development will be identified through the processing of this application.

## COMMENTS

### Application Submission

The following plans were submitted with the application:

- Boundary and Topographical Survey;
- Architectural Plans, including site plan, floor plans, and elevations;
- Landscape Plans;

The following reports/studies were submitted with the application:

- Planning Rationale (including Community Services and Facilities Inventory);
- Toronto Green Development Standards Checklist;
- Transportation Impact Study;
- Parking and Loading Study;
- Traffic Operations Assessment;
- Archaeological Assessment;
- Sun/Shadow Study;
- Servicing and Stormwater Management Report;
- Pedestrian Level Wind Study;
- Noise Study; and
- Heritage Impact Assessment.

The application is incomplete at this time. The following information remains outstanding:

- Draft Official Plan Amendment and Draft Zoning By-law Amendment; and
- Arborist Report.

The applicant has been notified of the requirement to submit the information listed above in order to make their submission complete.

### Issues to be Resolved

On a preliminary basis, the following issues have been identified. Other issues may be identified through the community consultation process, and the processing of this application.

### Heritage

The Loblaw Groceteria Company Building is a historically designated building which plays a key role in the Fort York Neighbourhood. The building was designated by City Council under Part IV of the *Ontario Heritage Act* (By-law 052-01). The Secondary Plan states that any new development at this site will have regard for the historical and architectural significance of the Lake Shore Boulevard West and Bathurst Street facades. Heritage Preservation Staff are reviewing the proposal. Any required reports regarding

heritage matters will be forwarded, under separate cover by Heritage Preservation Services, to the Toronto Preservation Board.

### **Height and Density**

The Official Plan identifies that tall buildings are desirable in the right places, but also acknowledges that they are not appropriate in all locations. The proposed height and density exceeds the maximums as prescribed by the Zoning By-law for the site, and thus, the appropriateness of the proposed height and density needs to be evaluated in terms of the surrounding context, impacts on adjacent properties, land uses, and the relevant Official Plan policies.

### **Building Siting and Massing**

The Official Plan Built Form policies stress the importance of new development fitting harmoniously into its existing and/or planned context and limiting its impacts on neighbouring streets, parks, open spaces and properties. The Official Plan identifies that developments may be considered not only in terms of the individual building and site, but also in terms of how that building and site fit within the context of the neighbourhood and the City. New development within *Mixed Use Areas* is required to locate and mass new buildings to frame the edge of the streets, maintain sunlight and comfortable wind conditions, and locate and mass new buildings to provide a transition between areas of different development intensity and scale.

The proposed building siting and massing will be reviewed in terms of the building's proximity to the existing residential dwellings, the proposals relationship to the heritage resource on site, shadow impacts, and its compliance with the development criteria for *Mixed Use Areas* and Fort York Neighbourhood Secondary Plan.

### **Tall Buildings**

Staff will review the appropriateness of the proposed scale and massing in terms of overall heights proposed, built form arrangements on the site, building floor plate sizes, setbacks from lot lines, as well as the compatibility and relationship with the surrounding context.

### **Parking and Vehicular Access**

The amount of parking provided and the location of the parking, in addition to the design and access, must be reviewed in relation to the demand generated by the proposal, and in the context of the development's proximity to public transit. A Transportation Study has been submitted and is currently under review by the City's Engineering and Construction Services Division.

### **Gardiner Expressway**

The subject site consists of lands located under the Gardiner Expressway. As part of the application, the applicant is proposing development both above and below grade under the Gardiner Expressway. Staff will review the appropriateness of development under

the structure as proposed by the applicant, as well as the proposal's proximity to the Gardiner Expressway.

## **Roof Signs**

There are two existing roof-top billboard signs on the subject building. It is proposed that they will be temporarily removed and replaced in the same location and with the same attributes. Planning staff will consult with Toronto Buildings to determine if the current proposal requires any additional approvals under Chapter 694 of the City of Toronto Act.

## **Amenity Space**

Section 3.1.2.6 of the Official Plan states that every significant new multi-unit residential development will provide indoor and outdoor amenity space for residents of the new development, in addition to identifying that each resident will have access to outdoor amenity spaces. The location and adequacy of the amenity space proposed will be considered through the review of the application.

## **Full Range of Housing**

The Official Plan provides direction to provide a full range of housing in terms of form, tenure and affordability. The provision of this range of housing across the City and within neighbourhoods is important to achieving the diversity required to meet current and future needs of residents. Staff will work with the applicant in effort to provide family sized units within the development.

## **Section 37 of the Planning Act**

The application in its current form will be subject to Section 37 contributions under the *Planning Act*. Should a redevelopment be recommended, Staff in consultation with the Ward Councillor, will identify and secure public benefits pursuant to Section 37 of the *Planning Act* which address local priorities.

## **Parkland**

The *Planning Act* enables the municipality under Section 42 to require, as a condition of development or redevelopment of land, a conveyance of land and/or cash-in-lieu of land for park or other public recreational purposes.

## **Toronto Green Standard**

Staff will be encouraging the applicant to review sustainable development opportunities by utilizing the Toronto Green Standard, adopted by City Council in July 2006. The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling.

The TGS Checklist has been submitted by the applicant and is currently under review by City staff for compliance with the Tier 1 performance measures.



## **CONCLUSION**

A community meeting is anticipated to be held in the winter of 2013. Provided that the applicant provides all required information and addresses any issues raised without delay, a Statutory Public Meeting is targeted for the second quarter of 2014.

## **CONTACT**

Marian Prejel, Senior Planner  
Tel. No. (416) 392-9337  
Fax No. (416) 392-1330  
E-mail: mprejel@toronto.ca

## **SIGNATURE**

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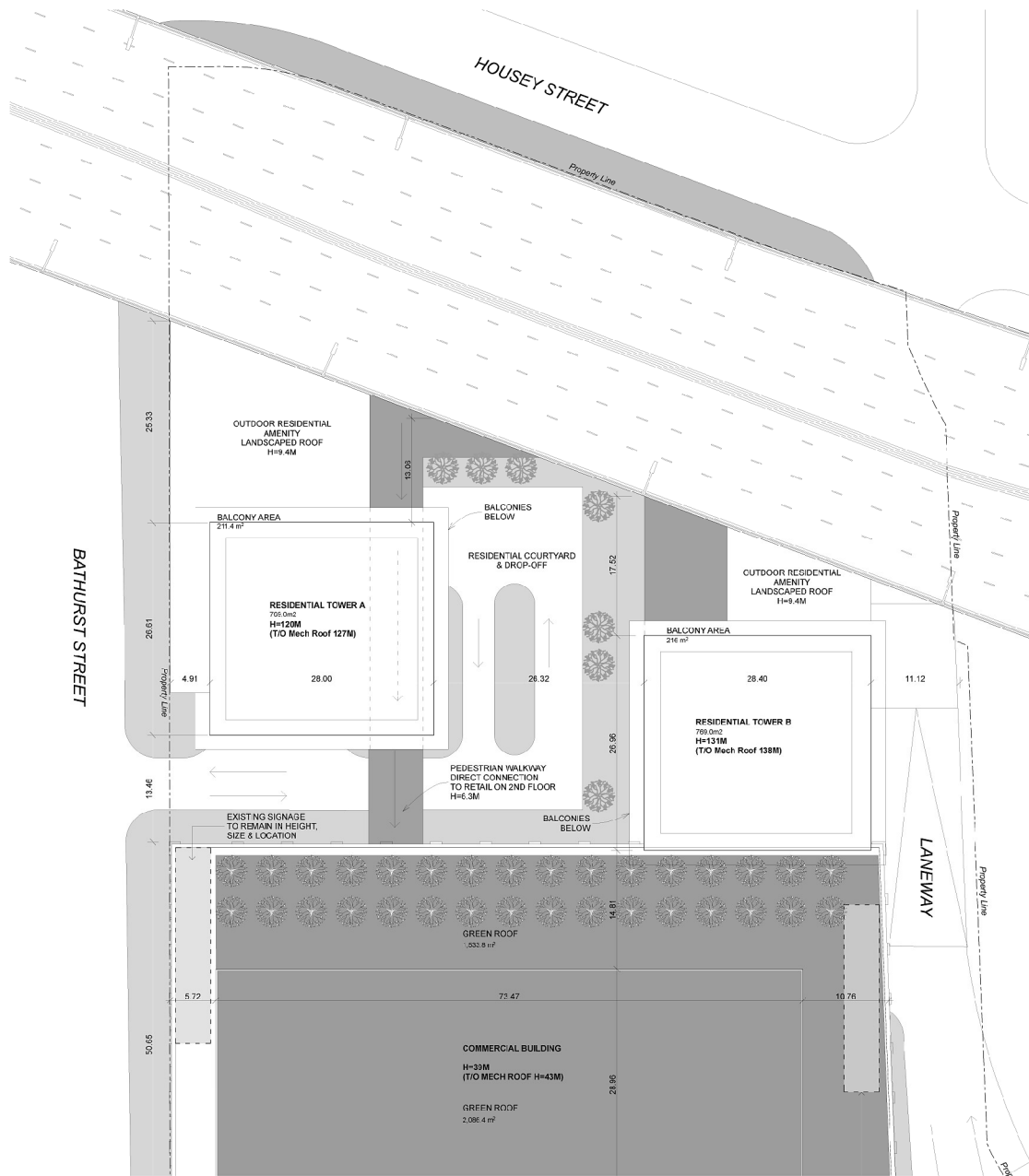
Gregg Lintern, MCIP, RPP  
Director, Community Planning  
Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: West Elevation  
Attachment 3: South Elevation  
Attachment 4: East Elevation  
Attachment 5: North Elevation  
Attachment 6: Zoning  
Attachment 7: Official Plan  
Attachment 8: Application Data Sheet

## Attachment 1: Site Plan



### Site Plan

500 Lake Shore Boulevard West

Applicant's Submitted Drawing

Not to Scale  
09/23/2013



File # 13 204585 02

## Attachment 2: West Elevation



West Elevation

### Elevations

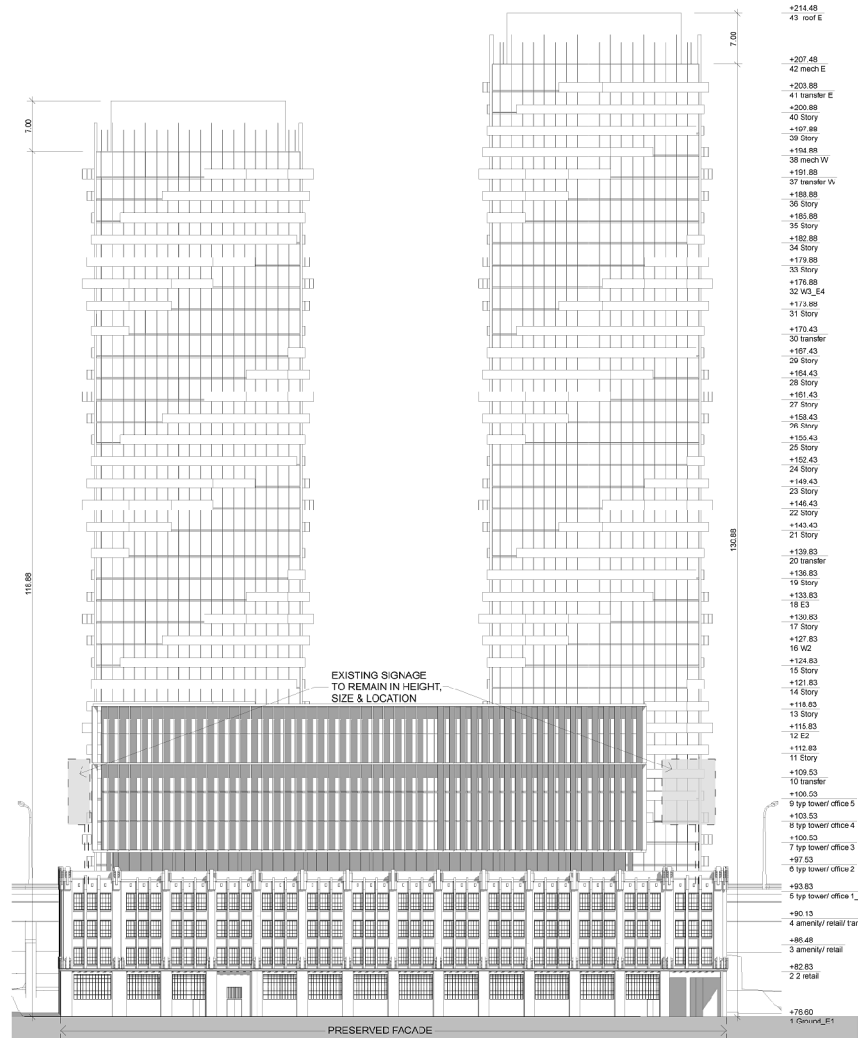
Applicant's Submitted Drawing

Not to Scale  
09/23/2013

### 500 Lake Shore Boulevard West

File # 13 204585 02

## Attachment 3: South Elevation



South Elevation

### Elevations

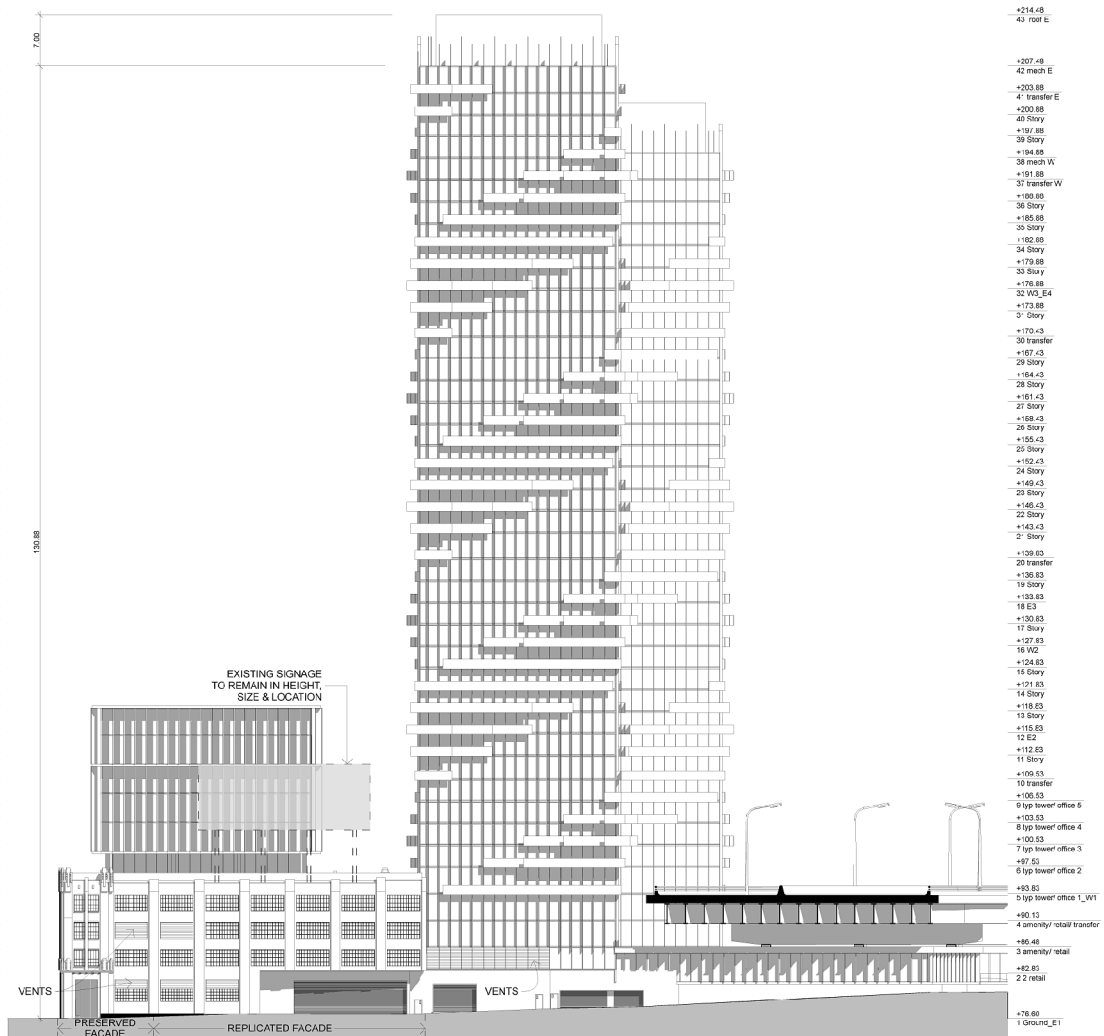
Applicant's Submitted Drawing

Not to Scale  
09/23/2013

500 Lake Shore Boulevard West

File # 13 204585 02

## Attachment 4: East Elevation



East Elevation

### Elevations

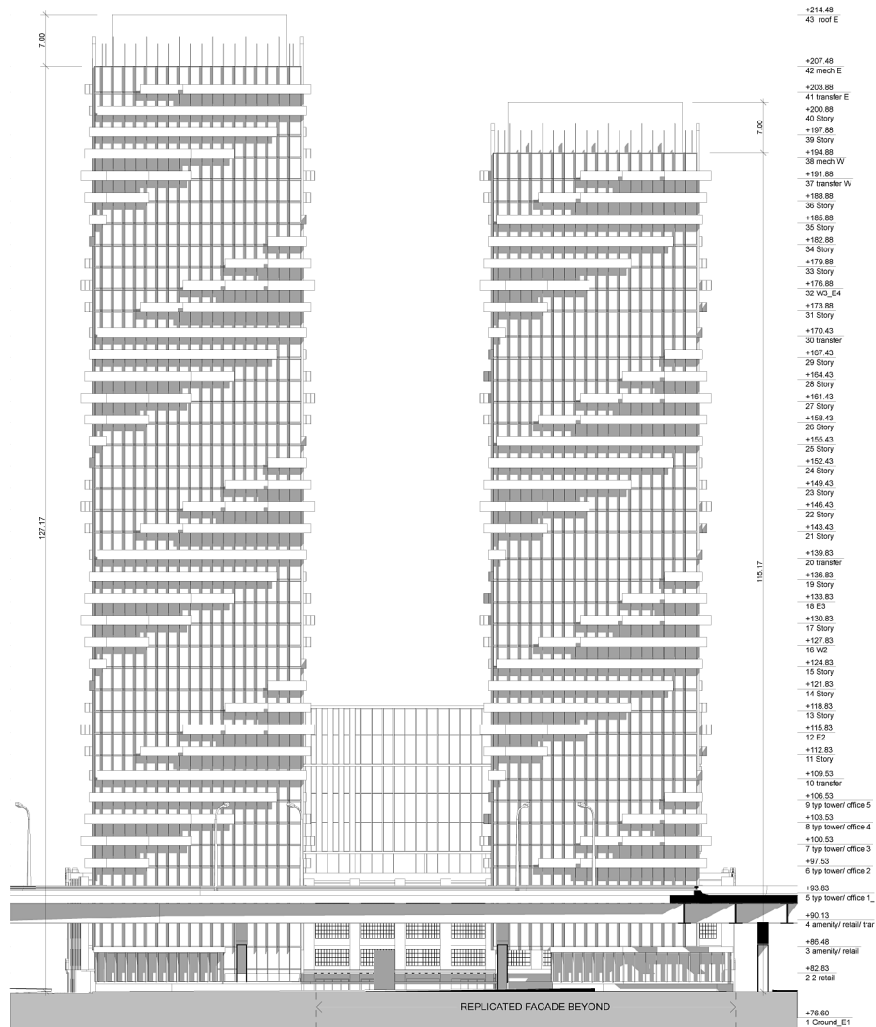
500 Lake Shore Boulevard West

Applicant's Submitted Drawing

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09/23/2013

File # 13 204585 02

## Attachment 5: North Elevation



North Elevation

### Elevations

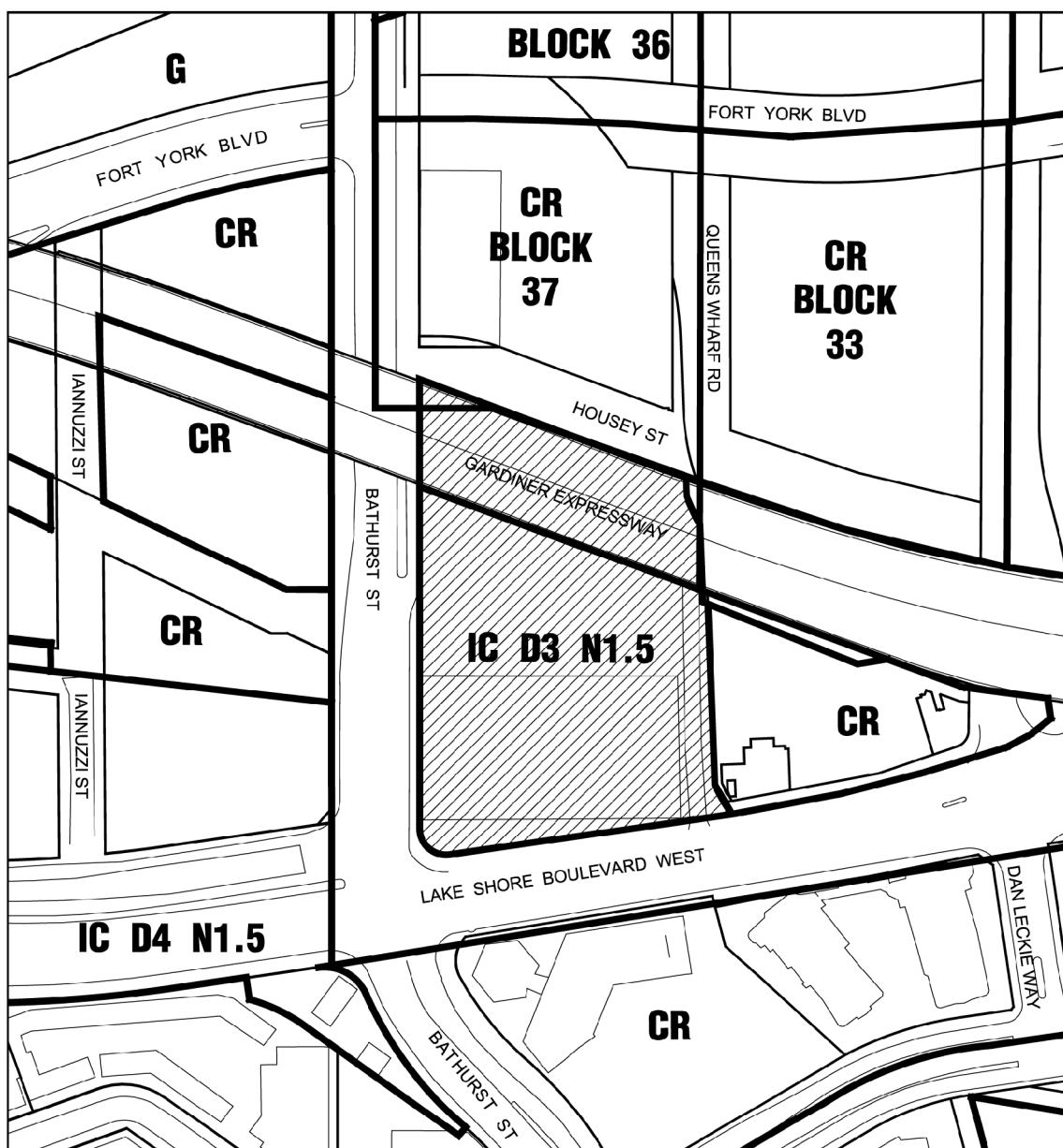
Applicant's Submitted Drawing

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09/23/2013

500 Lake Shore Boulevard West

File # 13 204585 02

## Attachment 6: Zoning



**Toronto** City Planning  
Zoning

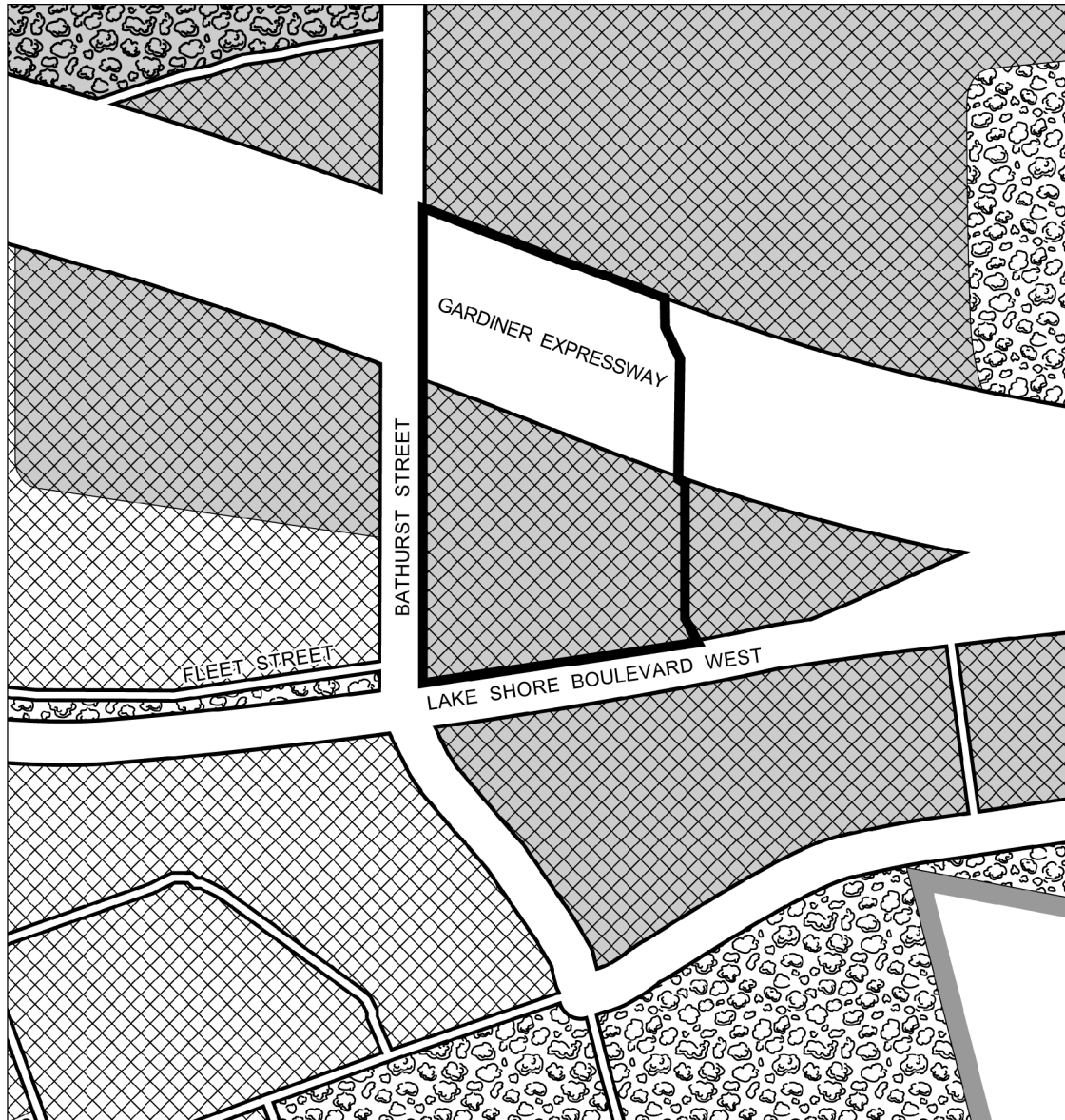
500 Lake Shore Boulevard West

File # 13 204585 0Z

IC Industrial District  
CR Mixed-Use District  
G Parks District

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Zoning By-law 438-86 (as amended)  
Extracted 09/23/2013







## Attachment 7: Official Plan



**Toronto** City Planning  
Official Plan

500 Lake Shore Boulevard West

File # 13 204585 0Z

	Site Location		Parks & Open Space Areas
	Apartment Neighbourhoods		Parks
	Mixed Use Areas		Other Open Space Areas

↑  
Not to Scale  
09/23/2013



## Attachment 8: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	13 204585 STE 20 OZ
Details	OPA & Rezoning, Standard	Application Date:	July 15, 2013
Municipal Address:	500 LAKE SHORE BLVD W		
Location Description:	PLAN D1397 PT HOUSEY ST PLAN D1429 PT BLKS 1 AND 2 RP 66R22509 PARTS 1 TO 8 11 24 AND 32 **GRID S2016		
Project Description:	Application to construct an 8 storey commercial building of approximately 21, 031 square metres fronting onto Lake Shore Blvd West, with two residential towers at the rear. The residential towers will be 37 and 41 storeys in height containing 840 dwelling units in total with a residential gross floor area of 54, 830 square metres. Five levels of underground parking is proposed with a total of 859 parking spaces.		

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
WITTINGTON PROPERTIES LIMITED		Architects Alliance	LOBLAW PROPERTIES LIMITED

### PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	438-86; Fort York N'hood Part II
Zoning:	IC D3 N1.5	Historical Status:	Y
Height Limit (m):		Site Plan Control Area:	Y

### PROJECT INFORMATION

Site Area (sq. m):	13956	Height:	Storeys:	41
Frontage (m):	81.9		Metres:	214.48
Depth (m):	170			
Total Ground Floor Area (sq. m):	8864			<b>Total</b>
Total Residential GFA (sq. m):	54830		Parking Spaces:	859
Total Non-Residential GFA (sq. m):	26911		Loading Docks	10
Total GFA (sq. m):	81741			
Lot Coverage Ratio (%):	64			
Floor Space Index:	5.9			

### DWELLING UNITS

### FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		<b>Above Grade</b>	<b>Below Grade</b>
Rooms:	0	Residential GFA (sq. m):	54830	0
Bachelor:	42	Retail GFA (sq. m):	17134	0
1 Bedroom:	546	Office GFA (sq. m):	9777	0
2 Bedroom:	168	Industrial GFA (sq. m):	0	0
3 + Bedroom:	84	Institutional/Other GFA (sq. m):	0	0
Total Units:	859			

<b>CONTACT:</b>	<b>PLANNER NAME:</b>	<b>Marian Prejel, Senior Planner</b>
	<b>TELEPHONE:</b>	<b>(416) 392-9337</b>

