TORONTO STAFF REPORT

October 31, 2005

То:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Subject:	Final Report OPA and Rezoning Application 05 132450 STE 28 OZ Applicant: McCarthy Tetrault Owner: Maple Leaf Sports and Entertainment Ltd. Architect: Page + Steele 40 Bay Street Ward 28, Toronto Centre-Rosedale

Purpose:

This report reviews and recommends approval of an application to amend the Official Plan and Zoning By-law of the former City of Toronto for a six-storey expansion along the west face of the existing Air Canada Centre (fronting onto Bremner Boulevard) at 40 Bay Street.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that City Council:

- (1) amend the Official Plan for the former City of Toronto substantially in accordance with the draft Official Plan Amendment attached as Attachment No. 7;
- (2) amend The Railway Lands East Area A Zoning By-law No. 168-93, as amended, for the former City of Toronto substantially in accordance with the draft Zoning



By-law Amendment attached as Attachment No. 8;

- (3) direct the City solicitor to request the Ontario Municipal Board to modify the new Official Plan substantially in accordance with the proposed modification attached as Attachment No. 9;
- (4) authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment and draft Zoning By-law Amendment as may be required including, if practical, changes to reflect the fact that an urban stadium and multi-purpose facility has already been constructed on Block 3;
- (5) require the applicant to enter into a Site Plan Agreement under Section 41 of the Planning Act, prior to the issuance of a Building Permit;
- (6) require the owner to enter into a Wayfinding Agreement or similar agreement with the City to secure that the ground floor and second level of the atrium will be accessible to the public during TTC Subway operating hours, prior to site plan approval;
- (7) require the owner to submit to the Executive Director of Technical Services approved plans of the development, with sufficient horizontal and vertical dimensions of the exterior walls of the proposed addition for the purpose of preparing building envelope plans for site specific exemption by-laws, at least three weeks prior to the introduction of Bills in Council; and
- (8) require the owner to provide space within the development for the construction of any transformer vaults, Hydro and Bell maintenance holes and sewer maintenance holes required in connection with the development.

Background:

Proposal

The proposal is for a six-storey atrium expansion along the west face of the existing Air Canada Centre (ACC) which fronts onto Bremner Boulevard. The expansion contains approximately 2,150 m2 of new gross floor area.

In addition to providing a more expansive entrance, the proposed ground floor uses contain new escalators, stairs, and elevators as well as a food court. The majority of the ground floor space will be open with the hours of operation of the TTC subway system.

The second floor will be primarily an area to help facilitate movement for ticket holders within the ACC. A new second floor walkway is also proposed from the Galleria area wrapping the building along the north and northwest sides of the ACC and connecting with the entrance to the expansion. This will provide a completely enclosed and weather-protected connection to the ACC and an extension to the City's PATH system. This new pathway will also be open to coincide with TTC operating hours. A new set of stairs will be built connecting the Galleria to this second floor walkway. The ground floor expansion and second floor walkway, which will be accessible by the public during TTC operating hours, will be secured by the owner entering into a Wayfinding Agreement or similar agreement prior to site plan approval. It is intended that this new walkway will eventually connect the ACC with the proposed Block 5 development (Maple Leaf Square) west of the ACC via a proposed second floor bridge structure over Bremner Boulevard. The evaluation of this proposed bridge is still in process in conjunction with the review of the Block 5 application.

The third floor will provide an extension to the existing "Adrenaline Bar" and restaurant, and the fourth and sixth floors will provide a new balcony onto the atrium for ticket holders.

A large video screen is proposed at the front entrance (terminus of the east-west portion of Bremner Boulevard) to broadcast events in the ACC as well as out of town sports events.

The existing "smoking patio" which extends into Union Plaza at the ground level in the vicinity of the public art piece will be removed allowing for more area between the public art feature and the ACC for pedestrian movement.

Site History

In January 1995, the Toronto Raptors Basketball Club Ltd. submitted an application to amend the Railway Lands East Secondary Plan and Zoning By-law to permit the construction of the Air Canada Centre at 40 Bay Street. The amendments to the Secondary Plan and Zoning included terminating the proposed extension of Bremner Boulevard at York Street rather than extending the east-west street through to Bay Street and reconfiguring the Union Plaza publicly-accessible open space on Block 5.

The applicant for the stadium proposed retrofitting the existing Postal Delivery Building located at 40 Bay Street to incorporate the new structure. The Postal Delivery Building was designated by City Council as a building of architectural and historical merit. The Bay Street and Lake Shore Boulevard facades of the building were retained as part of the stadium project.

Subsequent to the approval of the stadium, Maple Leaf Sports and Entertainment (MLSE) became the owner and the Toronto Maple Leafs also became a major tenant.

The total site area owned by MLSE is approximately two hectares in size and includes a portion of the area known as Union Plaza.

The ACC was opened in February 1999 as a multi-use sports complex with a seating capacity of 19,800, which includes a 15-storey office building on the northeast portion of the site. A total of 214 underground parking spaces are provided. Along the northeastern edge of the site is an enclosed pedestrian area known as the "Galleria" which connects the blue PATH route to Union Plaza and Bay Street.

A large public art feature (entitled "Searchlight, Starlight, Spotlight") is also located in Union Plaza at the northwest corner of the ACC.

Site and Surrounding Area

The site is bounded on the west by Bremner Boulevard and Block 5, currently being used as a surface parking lot, and the subject of a development application. North of Bremner Boulevard and west of the ACC site is Block 4 of the Railway Lands, which is currently used as a surface parking lot.

North of the site is a rail corridor, beyond which is Union Station. East of the site is Bay Street, and south of the site is Lake Shore Boulevard with the Gardiner Expressway overhead.

Block 5

Block 5 of the Railway Lands East Secondary Plan is located immediately west of the Air Canada Centre and is bounded by Bremner Boulevard to the north and east, York Street to the west and the Gardiner Expressway to the south.

Staff is currently reviewing an application to amend the Official Plan and Zoning By-law in order to permit a mixed-use development on Block 5 consisting of the following:

- two residential condominium point towers (53 and 49 storeys) for a total of 890 units;
- sports themed and destination retail;
- large specialty food store;
- broadcast facilities;
- office space;
- a hotel with approximately 170 rooms;
- a daycare centre; and
- a total of 873 parking spaces in four levels of underground parking.

A Preliminary Report with respect to the Block 5 proposal was before Toronto and East York Community Council at its meeting of May 3, 2005.

While the applications for the ACC expansion and for Block 5 are separate, they are closely related in that MLSE is a co-owner of the Block 5 site and will also be involved in its development. The Block 5 development includes proposed uses associated with the Toronto Raptors and Toronto Maple Leafs and programming for both facilities will also be related. The application for Block 5 also proposes a physical connection by means of an overhead walkway over Bremner Boulevard to connect to the ACC expansion at the second level. This is meant to be an extension of the City's PATH system, and is being evaluated as part of the Block 5 application.

In addition, the Block 5 applicant proposes to expand the existing underground service route that serves the ACC. This underground service area will eventually service Union Station and development of Block 4 at 25 York Street (northeast corner of Bremner Boulevard and York Street). This route has an inbound ramp from the westbound Lake Shore Boulevard west of Bay Street located on the ACC property and an inbound ramp to the westbound Lake Shore Boulevard west of the ACC on the Block 5 property. The applicant proposes to knock out a panel

on the west side of the underground area of the ACC (under the north-south section of Bremner Boulevard) to provide access to the underground loading area on-site.

Union Station Master Plan

In December 2004, City Council approved the Union Station Master Plan. The Plan is based on four 'Big Moves' that include an integrated public realm that celebrates the Station's two key frontages, Front Street and Union Plaza, and advocates redefining both. The Plan envisions creating a new south entrance, improving and extending the PATH system and ensuring the preservation of the view corridor from the Financial District to the waterfront through Union Plaza. The ongoing work currently being undertaken through the Union Station Precinct Plan will investigate the fit of this project as well as other proposals within the Precinct and how they may relate to the Heritage Conservation District. The Precinct Plan also will design and prioritize the public elements, create a sense of identity for the Union Station precinct Plan have been consulted during the review of this proposal and are aware of the expansion plans for the ACC.

Railway Lands East Secondary Plan

The former City of Toronto Official Plan designates the site as Railway Lands. Specific policies with respect to development of the Railway Lands East are found in the Railway Lands East Secondary Plan, which designates the site as Mixed Use Area E, and an extension of the Financial District south.

Amongst other policies regarding the development of the Railway Lands East, the Secondary Plan seeks to achieve an attractive, inviting, comfortable and safe public realm by including policies that ensure a provision of public uses, a continuous system of weather protection for pedestrians, and visual and physical connections between the central City and waterfront.

According to the Secondary Plan, lands designated as Mixed Use Area E may permit an urban stadium and multi-purpose facility which may include a range of non-residential uses subject to built form requirements as set out in an implementing by-law. The Plan further designates the western portion of Area E as Union Plaza Publicly Accessible Open Space and states that the City will secure the provision of additional publicly accessible open spaces in conjunction with development within the Railway Lands East, including the Union Plaza Publicly Accessible Open Space. It is the intent of the Secondary Plan that Union Plaza provides a central focus for the pedestrian environment in the area and a visual connection linking the Downtown, the Railway Lands and the Central Waterfront.

New Toronto Official Plan

At its meeting of November 26, 2002, City Council adopted the new Official Plan for the City of Toronto. The Minister of Municipal Affairs and Housing approved the new Plan, in part, with modifications. The Minister's decision has been appealed in its entirety. The Official Plan is now before the Ontario Municipal Board and the hearing is now in progress.

The new Official Plan places the subject site within the Downtown and Central Waterfront urban structure area, and within the Financial District. The Plan designates the property as Mixed Use Area. With respect to development criteria in Mixed Use Areas, the Plan states that new buildings are to be located and massed to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets and open spaces as well as providing an attractive, comfortable and safe pedestrian environment.

Given that the Railway Lands East Secondary Plan has been carried over in its entirety to the new Official Plan, the approval of this application would constitute a modification to Chapter Six "Secondary Plans" of the new Official Plan.

Zoning

The site is governed by Railway Lands East Area A in Zoning By-law No. 168-93, as amended, and is zoned Mixed Use "CR". The CR category permits a wide variety of residential and non-residential uses. Part IV, Section 1, of the By-law states that an urban stadium and multi-purpose facility is a permitted use within Block 3. The subject site has a specific exception related to permissions for an urban and multi-purpose facility.

It should be noted that no maximum density is specified with respect to an urban stadium and multi-purpose facility, however, the by-law does provide for a maximum non-residential gross floor area of 18,580 m2 for all buildings or structures used for office purposes within Block 3. This provision applies to the existing office building component of the ACC.

Site Plan Control

An application for site plan approval has not been submitted, but is required.

Reasons for the Application

The proposed expansion will extend approximately 7.8 to 15 metres into lands identified as Publicly Accessible Open Space in the Railway Lands East Secondary Plan. Although the Plan provides for minor adjustments to the limits of the Publicly Accessible Open Space without amendment, this expansion cannot be considered minor as it will effectively enclose a portion of Union Plaza and will not be considered "open space". An Official Plan amendment is therefore required. The new extension of the PATH system will have a minimum width of three metres and there is no requirement for street related retail on the west face of the ACC expansion.

Zoning By-law 168-93 has several provisions related to an urban stadium and multi-purpose facility, which include requirements for building and structure height limits, setbacks, build to line measurements, the treatment of colonnades and unenclosed balconies, projections, as well as specific exceptions. A number of these provisions need to be amended to accommodate the proposed expansion.

In particular, an amendment is needed to the alternate maps and provisions related to the proposed use and westerly expansion of the building and structure envelope within lands currently intended for common outdoor space.

Community Consultation

Given the close relationship between the Block 5 proposal and the ACC expansion, a joint Community Consultation Meeting was held to discuss both projects. This meeting was held on June 22, 2005 at City Hall. Approximately five people were in attendance at the meeting, including a representative of the York Quay Neighbourhood Association who presented written comments. Both projects were generally well received.

The majority of the comments dealt with the Block 5 development; however, concerns were raised over the proposed large video screen at the front entrance of the ACC and the potential for third party advertising on the screen. Further, there was concern expressed that once Block 5 is developed, buses currently parked on Block 5 for events at the ACC would then park along Bremner Boulevard or Queens Quay causing further traffic congestion on Queens Quay.

It should be noted that the loss of bus parking on the Block 5 site will have to be resolved as part of the overall review of the Block 5 development.

Agency Circulation

The application was circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate by-law standards.

Comments:

A number of issues were identified in the Preliminary Report for this application that went to Toronto and East York Community Council on May 31, 2005. City staff met with the applicants on several occasions to address these issues, and the latest revised drawings submitted by the applicant incorporated several recommendations made by staff.

Roadways

The Air Canada Centre is currently set back approximately 23 metres from the east limit of the north-south leg of Bremner Boulevard, and this area is considered publicly accessible open space. This area constitutes an important pedestrian link, connecting to the Galleria and ultimately Union Station. The proposed 15 metre wide addition would reduce the width of this open space from 23 metres to eight metres. Transportation Planning and Works and Emergency Services staff have evaluated the proposal and find this acceptable. The addition of a new walkway on the second floor of the expansion, which is considered an extension of the PATH system and open to coincide with the hours of operation of the TTC subway, will help to alleviate some of the pressure on this open space as pedestrians will be able to access the Galleria and Union Station via the enclosed walkway.

Further, ACC is currently in discussions with appropriate City staff on exploring options to close the north-south one way leg of Bremner Boulevard to vehicular traffic. This section of Bremner would be open to pedestrian and bicycle traffic as well as emergency vehicles. The closure of this section of Bremner Boulevard, which would also have significant landscape improvements, would help to alleviate pedestrian overflow situations as this precinct becomes more populous with events at the ACC, the development of Block 5, and a proposed new south entrance to Union Station. It should be noted that the application for road closure is a separate application that will have to be circulated to affected City Divisions for comment and then reported to City Council. The approval of the ACC proposal is not dependent on the closure of this section of Bremner Boulevard, and regardless of what decision is made at City Council with respect to the proposed road closure, staff supports the ACC expansion.

Union Station

The proposed expansion of the ACC will encroach into the publicly accessible open space area know as Union Plaza. However, this encroachment occurs along the south leg of Bremner Boulevard south of the main area used as Union Plaza and should not restrict pedestrians who may be accessing the new south entrance to the Station. The ongoing work currently being undertaken through the Union Station Precinct Plan is at a stage where the ACC expansion plans can be easily integrated into the overall design for the Precinct, particularly at the site plan stage of the ACC proposal.

Signage

A large video screen is proposed at the front entrance of the new expansion to broadcast events in the ACC as well as out of town sports events. Staff expressed a concern over the potential for third party advertising on this screen. A separate application will be required for this proposed screen. Staff will report separately on this aspect of the proposal once a sign by-law application is submitted to City staff.

Development Charges

It is estimated that the Development Charges for this project will be \$156,051. This is an estimate and the actual charge will be assessed and collected upon issuance of a building permit.

Conclusions:

The applicant proposes to amend the Official Plan and Zoning By-law of the former City of Toronto to permit a six storey atrium addition to the west face of the existing Air Canada Centre. The proposal includes a more expansive entrance, new stairs and escalators, as well as a new food court. A second storey enclosed walkway connecting the Galleria to the expansion forms part of the proposal is an expansion to the City's PATH system. The application is recommended for approval.

<u>Contact</u>: Carlo Bonanni, Senior Planner - Downtown Section Ph: (416) 397-4648 Fax: (416) 392-1330 Email: cbonann@toronto.ca

Gary Wright Director, Community Planning, Toronto and East York District

27855565067 - tm

List of Attachments:

Attachment 1: Attachment 2: Attachment 3:	Site Plan Zoning Official Plan
Attachment 4:	Railway Lands East Secondary Plan Parks and Open Space Map
Attachment 5:	South Elevation
Attachment 6:	West Elevation
Attachment 7:	Draft Official Plan Amendment
Attachment 8:	Draft Zoning By-law Amendment
Attachment 9: Attachment 10:	Proposed Modification to the new Official Plan Application Data Sheet
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Site Plan

Applicant's Submitted Drawing

40 Bay Street

File # 05_132450

Attachment 2: Zoning



Zoning

G Parks District

- Mixed-Use District CR
- Industrial District Т
- (h) Holding District

40 Bay Street File # 05_132450

Not to Scale Zoning By-law 438-86 as amended Extracted 05/20/05 · TA



Attachment 3: Official Plan







Attachment 5: South Elevation





Attachment 7: Draft Official Plan Amendment

Authority: Toronto and East York Community Council Report No. ____, Clause No.____, adopted by City of Toronto Council on ______, 2005 Enacted by Council: _____, 2005

CITY OF TORONTO

BY-LAW No.____-2005

To adopt an amendment to the Railway Lands East Part II Plan for the former City of Toronto respecting lands known as 40 Bay Street

The Council of the City of Toronto HEREBY ENACTS as follows:

- 1. The text and map annexed hereto as Schedule "A" are hereby adopted as an amendment to the provisions of Chapter 19.35, as amended, the Railway Lands East Part II Plan for the former City of Toronto; and
- 2. This is Official Plan Amendment No._____.

ENCTED AND PASSED this _____ day of _____, A.D. 2005.

DAVID MILLER, Mayor ULLI S. WATKISS City Clerk

(Corporate Seal)

City of Toronto By-law No.____-2005

Schedule "A"

- 1. Section 19.35 of the Official Plan, being the Railway Lands East Part II Plan, as amended, is further amended by:
 - a. Deleting alternate Map D and replacing it with the new alternate Map D attached hereto.



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Attachment 8: Draft Zoning By-law Amendment

CITY OF TORONTO

By-law No.____-2005

To amend By-law No. 168-93, the Railways Lands East Area A Zoning By-law, as amended, with respect to the lands known as Block 3.

WHEREAS the Council for the City of Toronto has been requested to amend By-law No. 168-93, pursuant to Section 34 of the *Planning Act*, R.S.O. 1990, c.P. 13, with respect to the lands known as Block 3.

WHEREAS the Toronto and East York Community Council conducted a public meeting on November 15, 2005, under Section 34 of the *Planning Act* regarding the Zoning Amendment; and

WHEREAS the Council of the City of Toronto, at its meeting held December 6, 7, and 8, 2005, determined to amend Zoning By-law No. 168-93, as amended for the former City of Toronto;

The Council of the City of Toronto HEREBY ENACTS as follows:

- 1. By-law No.168-93, as amended, is further amended by:
- (1) the deletion or amendment of the following maps:
 - (i) Alternate Map 3 is amended, as it applies to Block 3, in accordance with Map 1. attached hereto;
 - (ii) Alternate Map 4 is amended, as it applies to Block 3, in accordance with Map 2. attached hereto;
 - (iii) Alternate Map 6 is amended, as it applies to Block 3, in accordance with Map 3. attached hereto;
 - (iv) Alternate Map 6A is hereby deleted;
 - (v) Alternate Map 10 is amended, as it applies to Block 3, in accordance with Map 4, attached hereto
 - (vi) Alternate Map 12 is deleted and replaced with the new Alternate Map 12 attached hereto;
 - (vii) Alternate Map 13 is deleted and replaced with the new Alternate Map 13 attached hereto.
- (2) deleting the reference to Alternative Map "6A" from Section 6(4)8.(1);
- (3) deleting Section 6(4)8.(3)PART II 4.;
- (4) adding to Section 6(4)8.(4)PART III 3., after the phrase "measured along the exterior face of such columns" the following phrase:

"and further provided that the pedestrian walkway identified within the shaded area on Alternative Map 13 shall be deemed to be not part of the exterior face of a building or structure for the purposes of this section."

- (5) amending Section 6 (4) 8.(5)PART IV 1.(1) as follows:
 - (i) by deleting exception (c) and replacing it with the following exception (c):

"subject to the provision of *street-related retail and service uses* in accordance with PART IV, Regulation 1, the area designated as Area C on Alternate Map 13 is used for no purpose other than *common outdoor space* and a portion of the Union Station Public Building provided for under Regulation 6 of PART I;"

- (ii) by deleting from exception (f) reference to '*block 3*'.
- (iii) by deleting exception (i).
- (iv) by adding the following subsection (j):
 - "(j) a pedestrian walkway is provided and maintained within the shaded area on Alternative Map 13 provided that:
 - the minimum width of the walkway is 3.0 metres free and clear of all physical barriers and encumbrances with the exception of supporting columns and beams; and
 - (ii) the minimum vertical clearance of the pedestrian walkway is 3.0 metres free and clear of all physical barriers and encumbrances;
- (6) by deleting exception (ii) of Section 6(4)8.(5) PART IV 1.(3) and replacing it with the following exception (ii):
 - "(ii) does not occupy more than 20 metres of the length of the building face adjacent to Bremner Boulevard."

ENACTED AND PASSED this _____ day of _____ 2005.





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MAP 2
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MAP 4





H: DENOTES MAXIMUM HEIGHT IN METRES ABOVE GRADE





SURVEY AND MAPPING SERVICES TORDNTO OCTOBER 2005 EAST2/ALTMAP12.DGN FILE: 2402.42'A' MAP No. 50G-323 DRAWN: VG

ALTERNATE MAP 13



Attachment No. 9

PROPOSED MODIFICATION #48 TO THE CITY OF TORONTO OFFICIAL PLAN

The Official Plan of the City of Toronto is modified as follows:

1. Map 17-3 (Railway Lands East Secondary Plan: Parks and Open Space) of Chapter 6, Section 17 (Railway Lands East Secondary Plan) is deleted and replaced by the map shown on attached Schedule 'A', in order to redefine the Union Plaza Publicly Accessible Open Space area.



11 21		Plan Amendment & Application		ation Nu	umber: 05 132		150 STE 28 OZ			
		ezoning PA & Rezoning, Standard Application Da			tte: May 13, 2005					
Municipal Address:					Widy 15, 2005					
Location Description:		40 BAY ST, TORONTO ON 66R-17188 PTS 6,18,31,& 32 64R-14994 PTS 8,15,17,21,22, 27-30,42,44,94,203								
& 207 **GRID \$2811							,42,44,94,203			
Project Description:	-	Proposed atrium expansion of Stadium into public space. Considered technical amendment.								
Applicant: Agent:		Architect:				Owner:				
MCCARTHY CYNTHIA MACDOUGALL					MAPLE LEAF SPORTS AND ENTERTAINMENT LTD DAN ARTS					
PLANNING CONTROL	S									
Official Plan Designation: Railwa		Lands	ands Site Specific Provis		sion:	95-506, 168-93				
Zoning:	h(CR BL) BLOCK :	OCK 5), CR 5A	R Historical Status:			Y				
Height Limit (m): 137, 11			Site Plan Control Area:			Y				
PROJECT INFORMATI	ON									
Site Area (sq. m):		19587.8	Height: Storeys:			4				
Frontage (m):		99.8	Metres:			0				
Depth (m):		152								
Total Ground Floor Area (sq. m):		908				Total				
Total Residential GFA (sq. m):		0	Parking Space			ces: 0				
Total Non-Residential GFA (sq. m):		3010	0 Loading Doc							
Total GFA (sq. m):		3010								
Lot Coverage Ratio (%):		0								
Floor Space Index:		0								
DWELLING UNITS FLOOR AREA BREAKDOWN (upon project completion)										
Tenure Type:					Abov	e Grade	Below Grade			
Rooms:	0	Residential G	sidential GFA (sq. m):		0		0			
Bachelor:	0	Retail GFA (FA (sq. m):		0		0			
1 Bedroom:	0				0		0			
2 Bedroom:	0			A (sq. m):			0			
3 + Bedroom:	0	Institutional/Other GFA (sq. m):		q. m):	3010 0		0			
Total Units:	0									
CONTACT: PLANN TELEP	ER NAME: HONE:	: Carlo Bonani (416) 397-464	-	anner - I	Downto	own Secti	on			

Attachment No. 10: Application Data Sheet