

**156-174 Front St West and 43-51 Simcoe Street - Zoning Amendment Application - Preliminary Report**

<b>Date:</b>	February 3, 2014
<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>	11 243742 STE 20 OZ

**SUMMARY**

This revised application is to permit 54-storey commercial tower on a street-related base building at 156-174 Front Street West and 43-51 Simcoe Street.

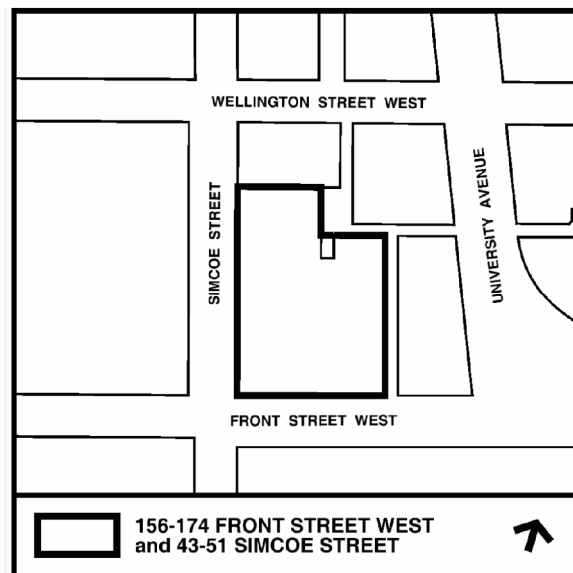
This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

A Community Consultation meeting will be held in the first quarter of 2014, with a final report and Statutory Public Meeting targeted for the third quarter of 2014. The target dates assume that applicant will provide 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 156 – 174 Front St West and 43-51 Simcoe Street 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 under the Planning Act.

### **Financial Impact**

The recommendations in this report have no financial impact.

### **DECISION HISTORY**

The applicant submitted a Zoning By-law Amendment application to the City in July 2011 which proposed to redevelop the lands at 156 – 174 Front St West and 43-51 Simcoe Street with a 65-storey residential tower oriented to Front Street West, and a 54-storey office tower oriented toward Simcoe Street.

The towers were proposed to have overall heights of 234 metres and 222 metres. The proposed development would have had an overall gross floor area of approximately 151,137 square metres, of which, 105,250 square meters would have be allocated to the commercial/retail component of the development, with the remaining 45,884 square metres of gross floor area for the proposed residential development. An overall density of 24.12 times the lot area was proposed. The applicant proposed to develop the site in phases, with Phase I being the 65-storey residential tower which was to be oriented to Front Street West.

The Preliminary Report was before Toronto and East York Community Council in October 4, 2011 and was adopted without amendment. A Community Consultation has not been held to date, as the applicant had advised the City that significant revisions to the proposal would be filed.

### **Pre-Application Consultation**

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

### **ISSUE BACKGROUND**

#### **Proposal**

The applicant has revised their proposal from the original 2011 submission. The previously proposed residential tower has been deleted and the office tower has been modified. The revised application is for a commercial tower on a street-related base, which includes the retention of the façade of the heritage building at 156 Front Street. The proposed development will have an overall building height of 54-storeys (265 metres), containing 134,766 square metres of commercial gross floor area, including at-grade retail space along Simcoe Street. An overall density of 21.7 times the lot area is proposed.

The applicant proposes to provide four levels of below grade parking, which would accommodate 372 parking spaces within a commercial parking garage. A total of 276 short-term and 269 long-term bicycle parking spaces are proposed.

### **Site and Surrounding Area**

The subject site is an assembly of properties on Front Street West and Simcoe Street and has an overall area of approximately 6,183 square metres. The site is currently occupied by a commercial parking lot and a 6-storey warehouse structure that is used for commercial purposes. The 6-storey building at 156 Front Street is designated under Part V of the *Ontario Heritage Act* as part of the Union Station Heritage Conservation District.

Development in the vicinity of the site is as follows:

*North:* North of the site there are a number of commercial and office buildings that range in height from 12 to 25 storeys.

*East:* Immediately east of the site at 144 Front Street West, is a 7-storey building that is designated under Part V of the *Ontario Heritage Act*. Further east along Front Street are the 28-storey Royal York Hotel, and a 19-storey office tower.

*South:* Directly south of the site at 151 Front Street West is an 8 and 9-storey building. A 36-storey office tower has been approved for that same site. West of Simcoe Street, on the south side of Front Street is the Metro Toronto Convention Centre.

*West:* Immediately west of the site, on the west side of Simcoe Street, development consists primarily of office towers that range in height from 33 to 53-storeys.

### **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

Maps 2 and 6 of the Official Plan identify that the subject site is located *Downtown* and is within the *Financial District*. The Official Plan identifies the *Downtown* as one of the areas which can accommodate a vibrant mix of residential and employment growth.

The Official Plan identifies that the *Downtown* will continue to evolve as a healthy and attractive place to live and work, as new development that supports the reurbanization strategy and the goals for *Downtown*, is attracted to the area. In particular, Section 2.1.1.1 of the Plan identifies that the *Downtown* policies of the Plan will shape the City's future by accommodating development that:

- builds on the strength of *Downtown* as the premier employment centre in the GTA;
- provides a full range of housing opportunities for *Downtown* workers and reduces the demand for in-bound commuting; and
- focuses on the *Financial District* as the prime location for the development of prestige commercial office buildings and landmarks buildings that shape the skyline.

The subject site is designated *Mixed Use Areas* in the Official Plan. The *Mixed Use Areas* 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* designation includes, but is not limited to:

- creating a balance of high quality commercial, residential, institutional and open space uses that reduce automobile dependency and meet 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 subject site is zoned CR T12.0 C8.0 R11.7 in Toronto Zoning By-law 438-86. The current zoning limits the building height to 76.0 metres.

### **Site Plan Control**

The site and development are subject to Site Plan Control. An application for Site Plan Control has not been submitted with the Zoning By-law Amendment Application.

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

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

This project is located within an area that is also subject to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (adopted by City Council in July 2012 and consolidated with the city-wide Tall Building Design Guidelines May 2013). This document identifies where tall buildings belong Downtown, and establishes a framework to regulate their height, form and contextual relationship to their surroundings. The Downtown Vision and Supplementary Design Guidelines should be used together with the city-wide Tall Building Design Guidelines to evaluate new and current Downtown tall building proposals. The Downtown Tall Buildings Guidelines are available at <http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines>. The site is located on a High Street, and the Downtown Vision Height Map (Map 2) within the Supplementary Design Guidelines contemplates heights ranging from 35-storeys to 60-storeys (107 metres to 182 metres) for this site.

### **Union Station Heritage Conservation District**

The subject site falls within the Union Station Heritage Conservation District Plan.

### **Reasons for the Application**

A Zoning By-law Amendment application is required to permit the height and density of development proposed for the site.

## **COMMENTS**

### **Application Submission**

The following reports/studies were submitted with the revised application:

- Architectural Drawings;
- Planning and Urban Design Rationale;
- Pedestrian Wind Assessment;
- Heritage Impact Study;

- Site Servicing and Stage 1 Stormwater Management Report;
- Green Development Standards Checklist;
- Urban Transportation Study; and
- Zoning By-law Amendment.

A Notice of Complete Application was issued on January 31, 2014.

## **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.

### **Height and Density**

The proposed height and density exceeds the maximums as prescribed by the Zoning By-law for the site. The appropriateness of the proposed height and density need to be evaluated in terms of the surrounding context and impacts on adjacent properties, land uses and infrastructure.

### **Built Form**

The Built Form policies, contained within section 3.1.2 of the Official Plan emphasise the importance of ensuring that new development fits within its existing and/or planned context, while limiting impacts on neighbouring streets, parks and open spaces. New buildings are required to provide appropriate massing and transition in scale that will respect the character of the surrounding area. 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.

### **Tall Buildings**

Staff will review the proposal for consistency with the Tall Buildings Guidelines including: the appropriateness of the proposed scale and massing in terms of overall heights proposed, built form arrangements on the site, tower dimensions, separation distances, setbacks from lot lines, as well as the compatibility and relationship with the surrounding context, taking into account the site, context, and proposed office use.

The Official 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. Staff will review the proposal against the policies contained within the Official Plan.

### **Wind Study**

As part of the application review, staff will review the pedestrian level wind study in order to ensure that the site conditions would be suitable and appropriate. Should the wind study identify site issues, the necessary mitigative measures will need to be provided.

### **Heritage**

The building at 156 Front Street West was designated under Section V of the *Ontario Heritage Act* in 2006 and is within the Union Station Heritage Conservation District Plan. The building at 156 Front Street is a six-story industrial building north of Front between Simcoe Street and University Avenue dating from 1905. The applicant proposes to incorporate part of the building into the proposed office tower. The applicant proposes that the south elevation, one bay of the west elevation and three bays of the east elevation from the existing heritage building will form a podium component of the office tower.

The application will be considered in relation to the Union Station Heritage Conservation District Plan to determine if the current proposal satisfies the requirements and intentions of the District Plan. The Heritage Policies contained within Section 3.1.5 of the Official Plan will also be considered. Staff will determine if a Heritage Easement Agreement will be required as a condition of approval together with other conditions necessary, and as set out by Heritage Preservation Services.

### **PATH Master Plan Study**

The PATH Master Plan Study is an emerging conceptual plan intended to guide future growth and improvement of the PATH over the next 20-30 years. The emerging vision plan illustrates how the PATH network will become an integral part of a comprehensive downtown pedestrian network. The development site has been identified as a high priority PATH extension in the PATH Master Plan Study. Staff will examine potential PATH connections and the direction contained within the PATH Master Plan Study in the context of the review of this application.

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

The application in its current form will be subject to Section 37 contributions under the *Planning Act*. Should the application be approved, Staff in consultation with the Ward Councillor, will identify and secure public benefits pursuant to Section 37 of the *Planning Act* including appropriate community services, facilities and amenities which address local priorities.

### **Toronto Green Standard**

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. These policies also promote development that enhances the natural environment and supports green industry.

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 first quarter of 2014. Provided that the applicant provides all required information and addresses any issues raised without delay, a Statutory Public Meeting is targeted for the third quarter of 2014.

## **CONTACT**

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## **SIGNATURE**

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

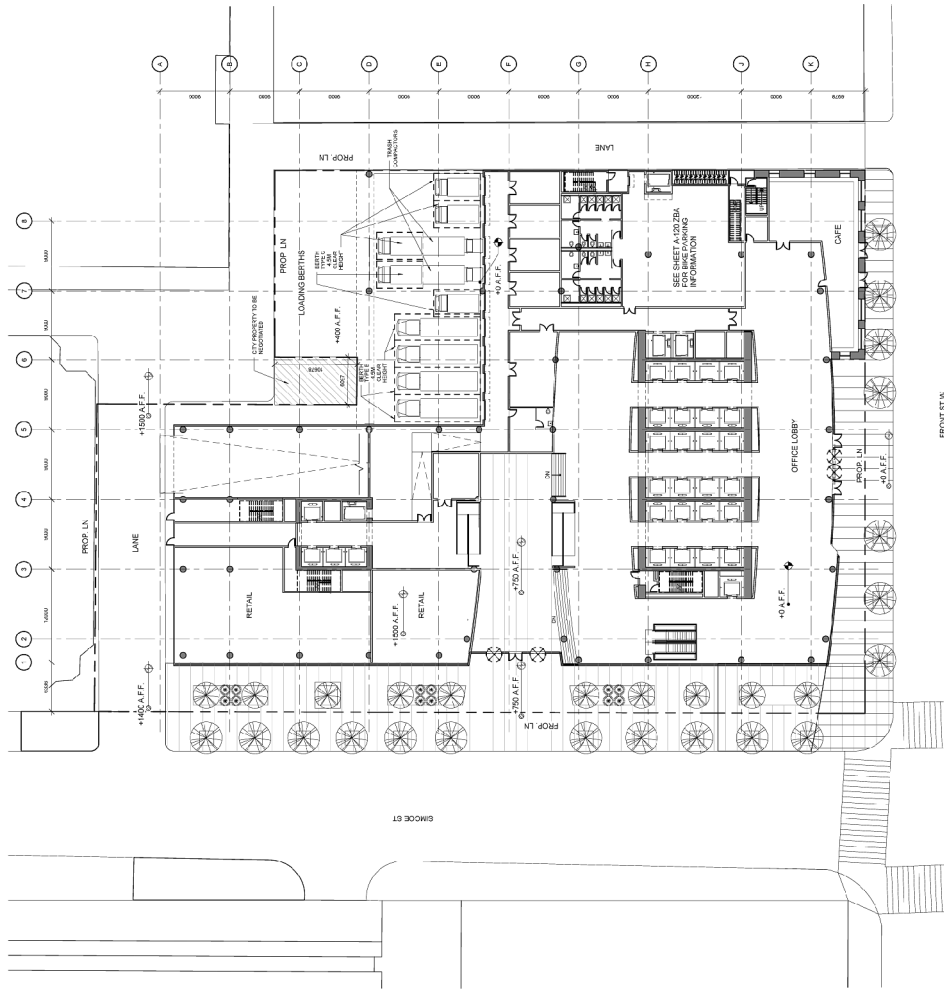
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## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: West and South Elevations  
Attachment 3: North and East Elevations  
Attachment 4: Zoning  
Attachment 5: Official Plan  
Attachment 6: Application Data Sheet



# Attachment 1: Site Plan

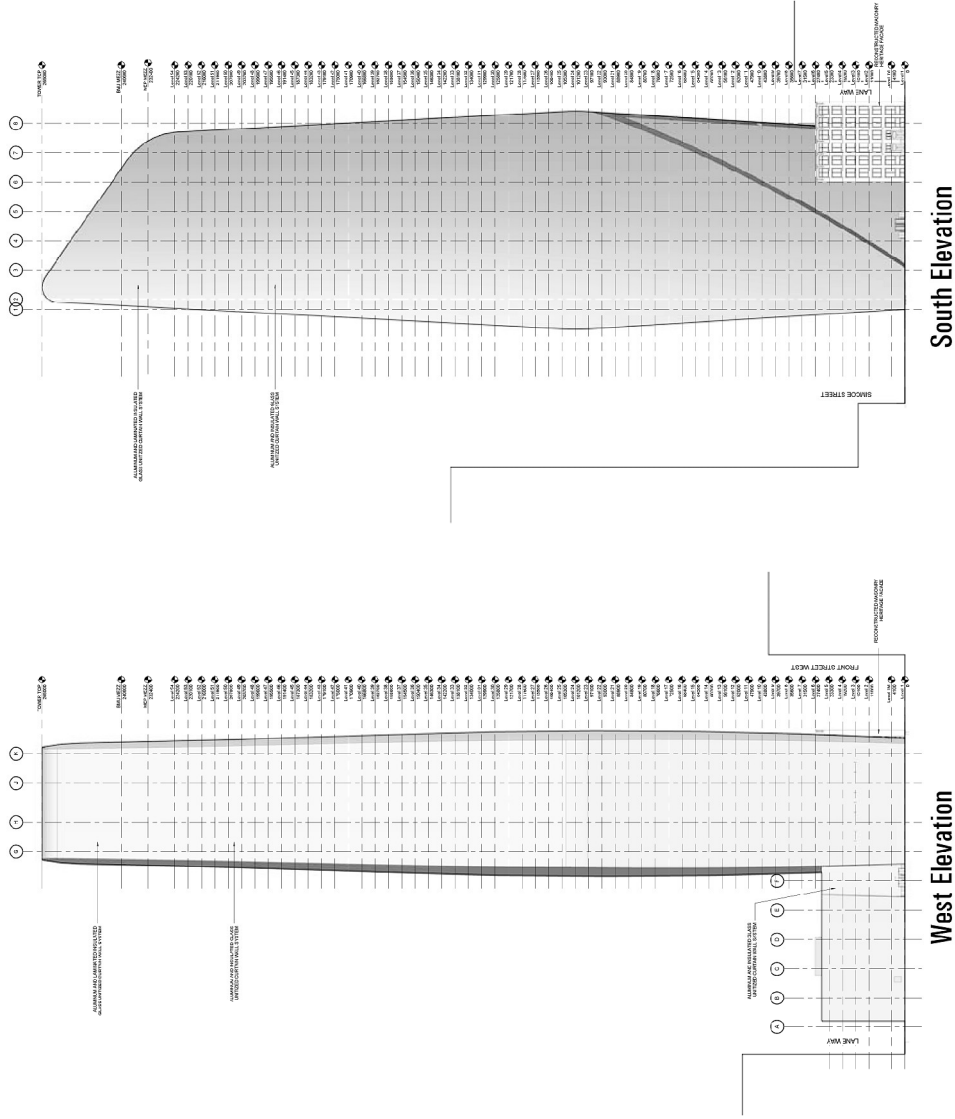


**156-174 Front Street West and 43-51 Simcoe Street**

**Site Plan**  
 Applicant's Submitted Drawing  
 Not to Scale  
 01/21/2014

File # 11 243742 0Z

# Attachment 2: West and South Elevations



## Elevations

Applicant's Submitted Drawing

Not to Scale  
01/21/2014

South Elevation

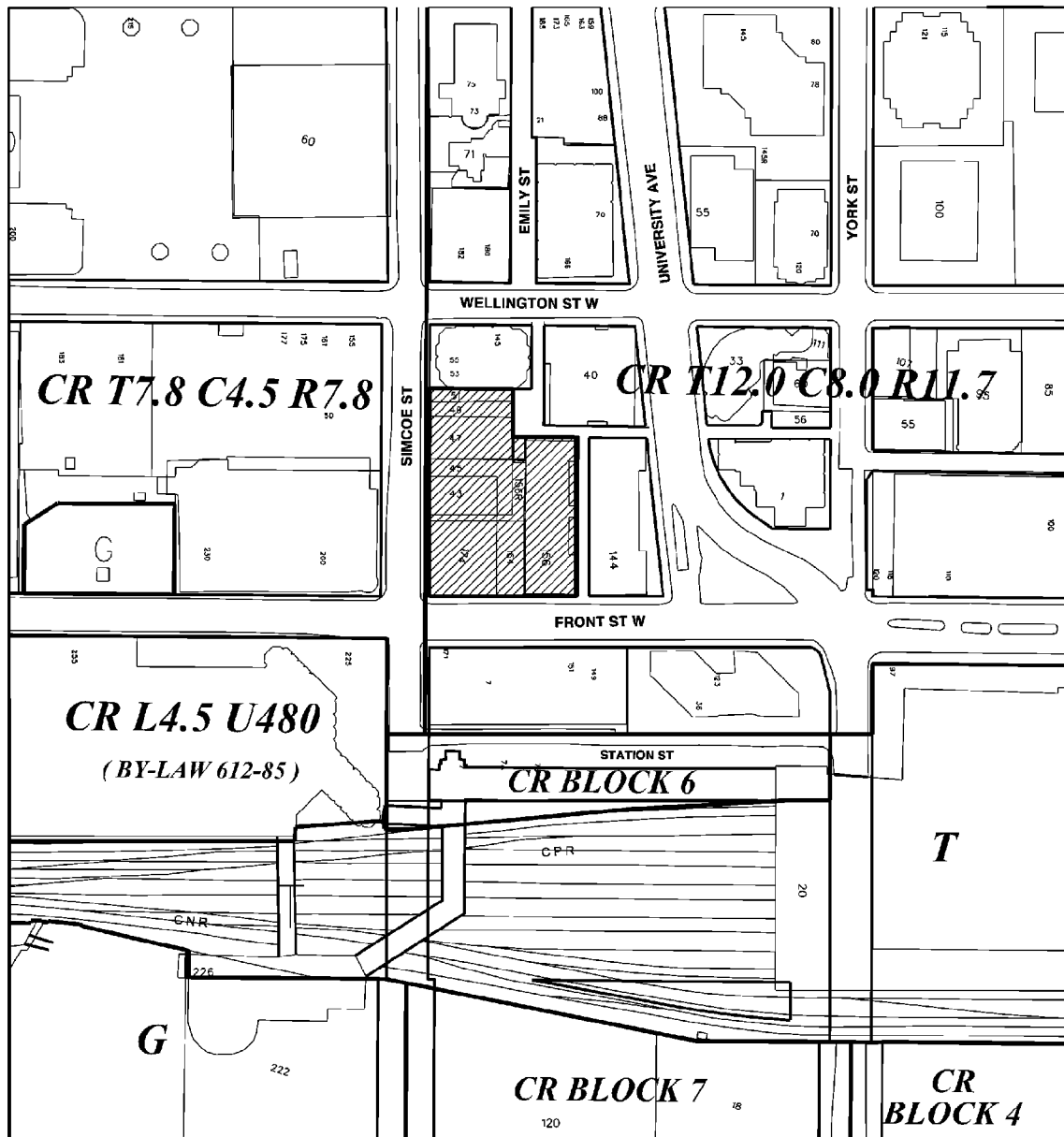
West Elevation

## 156-174 Front Street West and 43-51 Simcoe Street

File # 11 243742 0Z



## Attachment 4: Zoning



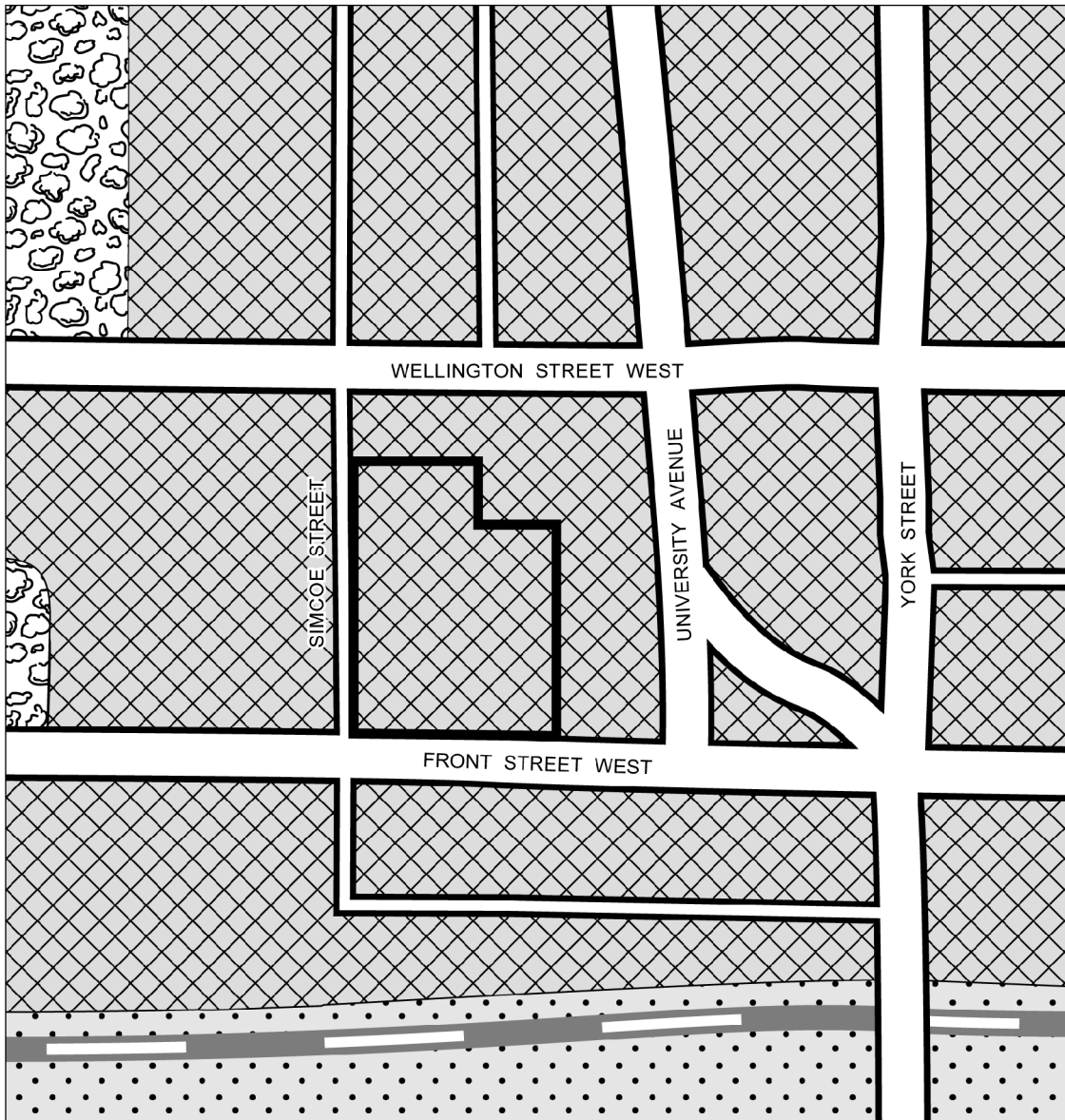
**156-174 Front Street West and 43-51 Simcoe Street**

File # 11 243742 0Z

- CR Mixed-Use District
- G Parks District
- T Industrial District

Not to Scale  
 Zoning By-law 438-86 (as amended)  
 Extracted 09/15/2011






## Attachment 5: Official Plan



**TORONTO** City Planning  
**Official Plan**

**156-174 Front Street West and 43-51 Simcoe Street**

File # 11\_243742 0Z

- |   |  |
|---|--|
|  Site Location     |  Parks & Open Space Areas |
|  Mixed Use Areas   |  Parks                    |
|  Utility Corridors |  |

  
 Not to Scale  
 09/15/2011

## Attachment 6: Application Data Sheet

Application Type	Rezoning	Application Number:	11 243742 STE 20 OZ
Details	Rezoning, Standard	Application Date:	July 22, 2011

Municipal Address: 156 FRONT ST W

Location Description: PLAN E184 LOTS 2 AND 3 RP 64R16544 PT PART 1 \*\*GRID S2015

Project Description: Revised proposal for a 54-storey commercial building fronting Front Street West, with a 5-storey podium base along Simcoe Street. The proposed development will have a non-residential gross floor area of 134,766 square metres, and provide 372 parking spaces below grade. No residential dwelling units are proposed as part of the revised development application

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
FRASER MILNER CASGRAIN LLP		AS+GG CANADA	2227148 ONTARIO INC

### PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	N
Zoning:	CR T12.0 C8.0 R11.7	Historical Status:	Y
Height Limit (m):	76, 0, 0	Site Plan Control Area:	Y

### PROJECT INFORMATION

Site Area (sq. m):	6183	Height:	Storeys:	54
Frontage (m):	70.1		Metres:	265
Depth (m):	76.2			
Total Ground Floor Area (sq. m):	4336			<b>Total</b>
Total Residential GFA (sq. m):	0		Parking Spaces:	372
Total Non-Residential GFA (sq. m):	134766		Loading Docks	9
Total GFA (sq. m):	134766			
Lot Coverage Ratio (%):	69.4			
Floor Space Index:	21.7			

### DWELLING UNITS

Tenure Type:	Freehold
Rooms:	0
Bachelor:	0
1 Bedroom:	0
2 Bedroom:	0
3 + Bedroom:	0
Total Units:	0

### FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	0	0	0
Retail GFA (sq. m):	625	625	0
Office GFA (sq. m):	121892	121892	0
Industrial GFA (sq. m):	0	0	0
Institutional/Other GFA (sq. m):	910	910	0

**CONTACT: PLANNER NAME: Marian Prejel, Senior Planner**  
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