

**Part of 5–7 The Esplanade – Official Plan & Rezoning Applications - Preliminary Report**

<b>Date:</b>	March 5, 2009
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 28 – Toronto Centre-Rosedale
<b>Reference Number:</b>	08 231943 STE 28 OZ (OPA) and 08 223450 STE 28 OZ (Zoning)

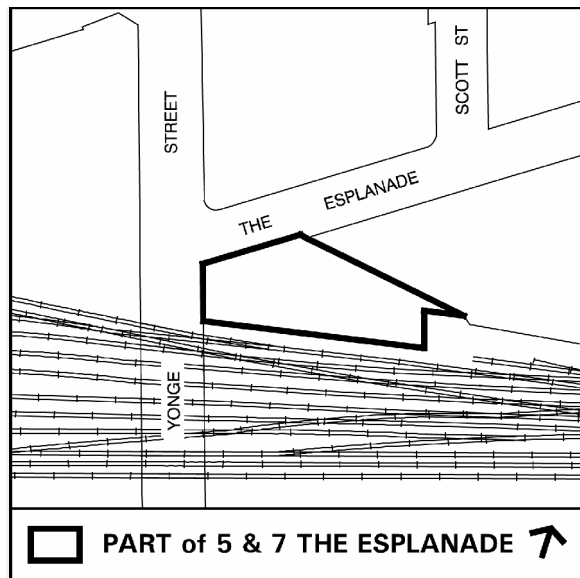
**SUMMARY**

These applications were made after January 1, 2007 and are subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

The proposal is for the development of a 31-storey building consisting of a 4-storey mixed-use podium and a 27-storey 259 unit residential tower. A total of 528 parking spaces will be provided on site with 377 of those for use by the adjacent building proposed at 1 Front Street. Parking will be accommodated within 6 underground levels and within portions of the podium. The parking area would be accessed from The Esplanade. A pedestrian connection to 1 Front Street East is being proposed and the plan accommodates for a future PATH bridge connection over Yonge Street abutting the railway.

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

A community consultation meeting will be held in the neighbourhood in Spring 2009. A statutory public meeting is targeted for late 2009 or early 2010. The target dates assume that the applicant will provide all required information in a timely manner.



## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. Staff be directed to schedule a community consultation meeting 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**

City Council adopted the St. Lawrence Neighbourhood Focused Area Urban Design Guidelines at its meeting of July 19, 20, 21 and July 26, 2005. The property is located in this study area. The guidelines set out planning and urban design objectives for enhancement of areas of special character and historic buildings and how they are viewed, and improvement and enhancement of public realm areas such as parks, plazas, and sidewalks.

Council identified the St. Lawrence Heritage Conservation District Study Area on September 28-30, 2005 for an area with similar boundaries to the Community Improvement Project Area (roughly bounded by Yonge Street, King Street East, George Street, and the railway tracks). The Study Area for the Heritage Conservation District has been termed “Phase 1”, as it is possible that other areas in the neighbourhood will be designated and studied in the future.

In April 2006, Council approved the Design Review Panel pilot project. The St. Lawrence area was included in the area subject to the panel’s review of development applications. The application is located in the St. Lawrence area.

City Council adopted the new Community Improvement Plan policies for the St. Lawrence Neighbourhood Community Improvement Project Area at its meeting on January 29 and 30, 2008. The policies form a Public Realm Strategy for the southwest quadrant of the St. Lawrence Neighbourhood.

In May 2008, Council approved a Final Report rezoning lands at 1 Front Street East and 5-7 the Esplanade (File no. 07 114857 STE 28 OZ). The rezoning was to permit a mixed use development consisting of an expansion of the Sony Centre cultural facility and the addition of a 57-storey residential condominium tower at 1 Front Street East. As part of the rezoning application, parking for the residential condominium was proposed off-site

below grade at 5-7 the Esplanade. The amending By-law 860-2008 was enacted in July 2008.

An application at 5-7 the Esplanade for site plan approval was filed (File no. 07 274204 STE 28 SA) in October 2007. The purpose of that application was for the parking structure required for the residential condominium at 1 Front Street East and conceptual plans for the development of GO Transit head offices. In March 2008 Castlepoint Realty and GO Transit formally filed a revised site plan application to include the GO Transit head office component.

In November 2008 staff received notification that the site plan application was being revised and also received the current rezoning application outlining the revised proposal. After discussions with staff the applicant was made aware that an application for Official Plan amendment was also required. The Official Plan amendment application was subsequently submitted in December 2008.

## **ISSUE BACKGROUND**

### **Proposal**

The application is to permit the development of 27-storey residential tower on top of a 4-storey mixed-use podium for a total of 31-storeys (97 metres exclusive of mechanical penthouse) and 259 dwelling units (see Attachment 1). This proposal has replaced an earlier proposal for GO Transit head offices that were originally envisioned for this site.

The proposal includes 6 levels of underground parking for the residents of the “L-Tower” residential condominium at 1 Front Street East and a 4-storey podium which incorporates 4 levels of parking for residents of the residential component at 5-7 the Esplanade. A total of 528 parking spaces will be provided on site with 377 of those for use by the adjacent building proposed at 1 Front Street East. The parking area would be accessed from The Esplanade, at the east end of the site abutting an existing driveway serving 2 Church Street, which is a Toronto Parking Authority garage. This access has a third party ownership. The applicant’s site plan also contains parking statistics that incorporates the closed portion of Scott Street east of the site as part of the development. Should this parcel ever be acquired it would provide approximately an additional 70 parking spaces for use in an expanded 4-storey podium.

The 4-storey podium would cover the majority of the site. The ground floor would contain a residential lobby, moving and loading areas, and the ‘Heritage Interpretive Centre’ on levels 1 through 3. This centre is intended to be part of the pedestrian realm and accessible to the public throughout the day. The Heritage Interpretive Centre is intended to promote public awareness of the experiences of the human journey toward, within and from Canada, primarily from the perspective of the St. Lawrence Neighbourhood and Toronto. The centre will feature collections such as iconic artefacts, diaries and archives. The applicant is proposing that the Heritage Interpretive Centre be considered as part of any section 37 contribution.

The second floor functions as a 'pedestrian juncture' as it includes a proposed City of Toronto PATH connection along the south edge of the podium and a potential future bridge connection over Yonge Street to Union Station entering 5-7 The Esplanade through the Heritage Interpretive Centre. Since receiving the application, the applicant has advised that the bridge over The Esplanade, as shown on their site plan, is no longer part of the proposal. As part of the review of this development, City staff will also examine potential options for a PATH connection to and through the nearby Toronto Parking Authority garage at 2 Church Street and to Market Street. The podium also includes parking on all 4 levels and includes 12 live/work units on levels 2 through 5. The live/work units are located at the front of the building facing The Esplanade. Amenity space is located indoors on level 5 and an outdoor landscaped roof on top of the podium at level 4.

The 27-storey residential tower component has a floor plate of approximately 734 square metres (7,900 square feet) and contains a total of 247 residential dwelling units ranging in from bachelor units to 2 bedroom plus den units. The tower would be located a minimum distance of 27 metres (88 feet) from the existing 33-storey tower at 25/35 The Esplanade and 25 metres (82 feet) from the proposed tower at 1 Front Street East. The floor space index for the residential and mixed-use component of this project, exclusive of any parking, is approximately 7.0 times the area of the lot.

### **Site and Surrounding Area**

The development site is a relatively small portion of larger properties known municipally as 5-7 The Esplanade, which extend from Lower Jarvis Street to Yonge Street and Lakeshore Boulevard to just north of the tracks and south of The Esplanade (see Context Plan – Attachment 2).

The subject development site is located at the southeast corner of Yonge Street and The Esplanade and has a site area of approximately 0.72 acres (0.29 hectares). The site for this development consists of an excavated portion of the existing railway embankment combined with the existing surface parking lot on site. Currently, there is an elevation difference of approximately 6 metres (20 feet) between the parking lot and the top of the embankment. The site has a frontage of 42 metres (138 feet) along The Esplanade and roughly 23.4 metres (77 feet) along Yonge Street, however because of the railway embankment and railway overpass, only about 6 metres (20 feet) of frontage is exposed along Yonge Street.

Within the immediate context, the following uses surround the sites:

North: across The Esplanade at 1 Front Street East is the Sony Centre with approvals in place for an expansion and a 57 storey residential condominium component;

South: immediately abutting the site to the south is the Toronto Terminal Railways and to the southeast there exists a City owned closed portion of Scott Street;

East: across Scott Street to the northeast is 40 The Esplanade which is under construction for the development of a mixed use building with residential condominium towers 32 storeys (west tower) and 16 storeys (east tower) in height; and abutting to the immediate east is an access driveway to the Toronto Parking Authority Carpark 43 (2 Church Street) and 25/35 The Esplanade a 33-storey residential condominium building with retail at grade;

West: across Yonge Street, is a Government of Canada office building and a GO Transit bus terminal.

## **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 site is located within the Downtown and Central Waterfront area on Map 2 – Urban Structure just outside of the Financial District boundaries. The site is also designated “Utility Corridors” on Map 18 - Land Use Plan in the Toronto Official Plan. Utility Corridors are hydro and rail corridors primarily used for the movement and transmission of energy, information, people and goods. Uses include essential public services and public transit facilities. Other important policies include those in the “Downtown”, “Public Realm” and “Built Form” sections of the Plan. This includes the built form policies for tall buildings.

As part of the “Downtown” policies of the plan, the City has prepared a number of design guidelines to assist in interpreting and implementing its broad based policies on a more localized basis. In this case, design guidelines such as: the “Design Criteria for Review of Tall Building Proposals” provides key urban design criteria that should be brought to bear in the evaluation of tall building applications; and the St. Lawrence Neighbourhood Focused Area Urban Design Guidelines” aim to improve the neighbourhood and ensure that development contributes to enhancing and improving the diverse and special character of the area.

The Toronto Official Plan is available on the City's website at:

[www.toronto.ca/planning/official\\_plan/introduction.htm](http://www.toronto.ca/planning/official_plan/introduction.htm)

The City's Design Criteria for Review of Tall Building Proposals study is also available on the City's website at: [www.toronto.ca/planning/urbdesign/index.htm](http://www.toronto.ca/planning/urbdesign/index.htm)

## **Zoning**

The site is governed by Zoning By-law 438-86, as amended. The site is zoned both T (rear portion of site) within an 'Industrial District' which permits transportation uses, and CR T4.0 C4.0 R2.5 (west portion fronting on Yonge Street and The Esplanade) within a 'Mixed-Use Districts' which permits a mix of residential and commercial uses to a maximum density of 4 times the area of the lot area, and a height limit of 46 metres.

## **Site Plan Control**

The development is subject to site plan control. The applicant submitted site plan control application 07 274204 STE 28 SA in October 2007 for review of the parking structure required for the residential condominium at 1 Front Street East and for the development of GO Transit Head Offices. That site plan application has since been amended for the purposes of the current application.

## **Tree Preservation**

The Official Plan calls for an increase in the amount of tree canopy coverage. City Council has adopted the objective of increasing the existing 17 percent tree canopy coverage to between 30 to 40 percent. The protection of existing trees and the planting of large growing shade trees on both public and private lands should be an important objective for any proposal for the development site.

The applicant has submitted the City's standard "Arborist Report for Development Applications" form indicating that no trees exist on the subject development site but that there are 4 trees near the site that qualify for protection. The proposal, site plan plus landscaping plans, have been forwarded to Urban Forestry for review and comment.

## **Other Considerations**

The St. Lawrence Neighbourhood area is part of the City of Toronto's Design Review Panel Pilot Project. The design review panel's purpose is to help achieve high quality architecture, landscape architecture and urban design that improves the public realm. The development proposal has tentatively been scheduled to be presented to the Design Review Panel on April 23<sup>rd</sup>.

The site is also located within the boundaries of the St. Lawrence Neighbourhood Community Improvement Plan, the St. Lawrence Market Neighbourhood Business Improvement Area, the Yonge Street Pedestrian Promenade Plan (Front Street to Queens Quay) and The Esplanade is part of the area subject to funding for the Walks and Gardens Trust.

## **Reasons for the Application**

The 'Utility Corridors' designation does not permit any residential or mixed land uses such as live-work, retailing or commercial uses. An amendment to the Official Plan is required in order to permit the proposed uses.

The rear portion of the lands zoned "Industrial Districts T" does not permit any of the proposed land uses and in the case of the lands zoned "Mixed-Use Districts CR", both residential and commercial uses are permitted, however, not at the proposed height and density. An amendment to the zoning by-law is required in order to permit the proposed uses at the height and density being requested and to implement the necessary performance standards to regulate the new development. Other areas of non-compliance may also be identified through the review process.

## **COMMENTS**

### **Application Submission**

The following reports/studies were submitted with the application:

- Planning Rationale, by Bousfields Inc., dated December 2008.
- Green Development Standards Checklist
- Stormwater Management Report, by R.J. Burnside & Associates Limited, dated December 2007 and revised November 2008
- Functional Servicing Report Report, by R.J. Burnside & Associates Limited, dated December 2007 and revised November 2008
- Arborist Report/Form, dated November 21, 2007.
- Transportation Impact Study, by IBI Group, dated November 2008
- Shadow Study, by Page + Steele Architects, dated November 2008

A Notification of Complete Application was issued on January 6, 2009. Planning staff have started the processing of the application, however, the following additional reports/studies have been requested: Noise Impact Study, Vibration Study, Pedestrian Level Wind Study, Accessibility Design Standards, and Air Quality Study.

### **Issues to be Resolved**

The following issues will be assessed:

- suitability of proposed land uses;
- appropriateness of the proposal's scale and massing in terms of the built form arrangement on the site, and compatibility and interface with existing buildings and surrounding context;
- ability to provide an appropriate transition in building height between the scale of the Financial District and the historic St. Lawrence neighbourhood;

- relationship to the heritage resources including Union Station, the Federal Building and the Sony Centre;
- placement and scale of proposed multi-storey tower with respect to tower separation to existing and proposed multi-storey buildings in the vicinity;
- potential impacts on adjacent residential properties, including shadow, wind, overlook and privacy;
- suitability of the proposed unit sizes and mix of unit types;
- interface with the lower Yonge Street promenade and The Esplanade promenade and opportunities to enhance these streetscapes;
- pedestrian and vehicular access to and movement on and through the site including PATH connections and continuous weather protection along street frontages;
- bicycle parking and amenity facilities for residential use;
- conformance with the St. Lawrence Neighbourhood Focused Urban Design Guidelines and Walks and Gardens Trust implementation;
- reviewing phasing of the development site as it relates to and is connected with the proposed development at 1 Front Street East;
- incorporation of green development standards;
- community benefits under Section 37 of the *Planning Act* should this application, or some variation thereof, proceed; and
- ability to meet the intent and spirit of the Official Plan, Council policies and other applicable planning policies including the Provincial Policy Statement, and to represent good planning and community building.

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



## **CONTACT**

John Andreevski, Senior Planner - Downtown Section

Tel. No. (416) 392-9434

Fax No. (416) 392-1330

E-mail: jandree@toronto.ca

## **SIGNATURE**

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Raymond David, Director  
Community Planning, Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Site Plan

Attachment 2: Context Plan

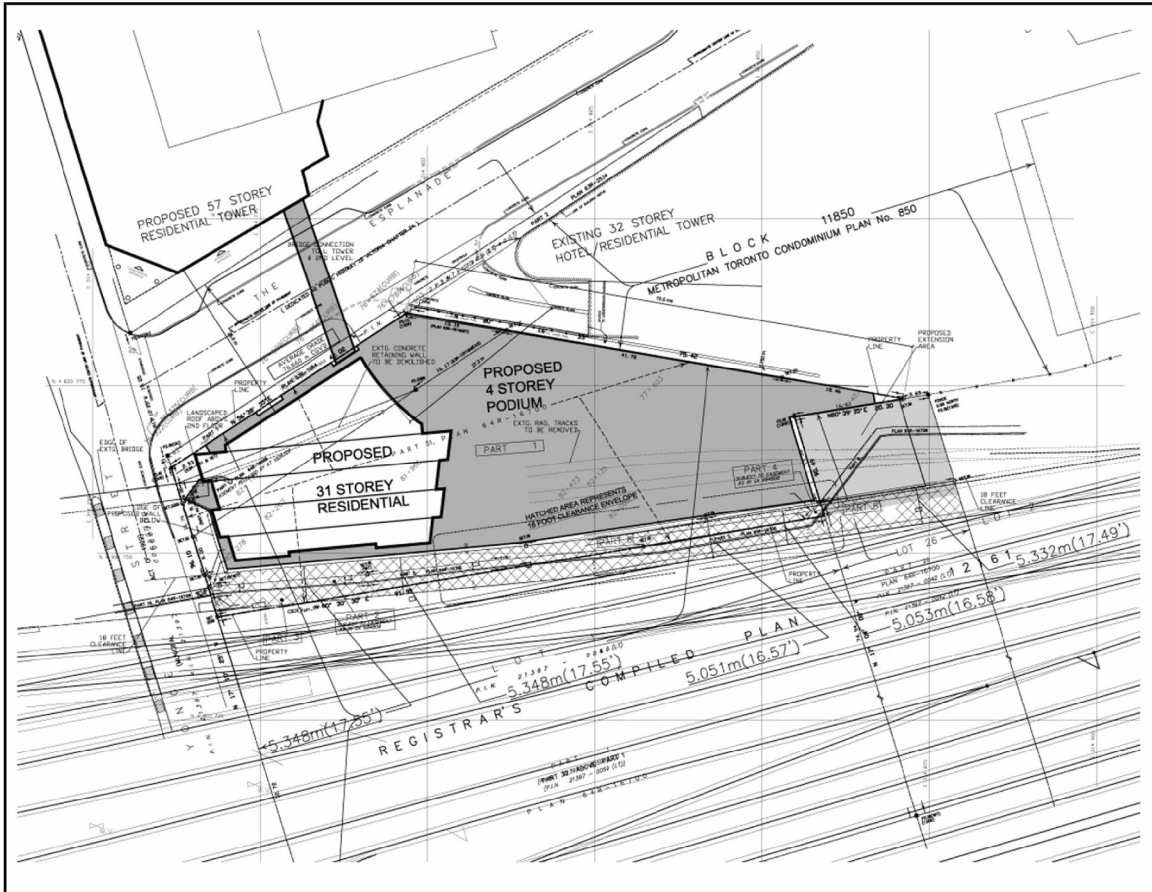
Attachments 3A-D: Elevations

Attachment 4: Official Plan

Attachment 5: Zoning

Attachment 6: Application Data Sheet

# Attachment 1: Site Plan



## Site Plan

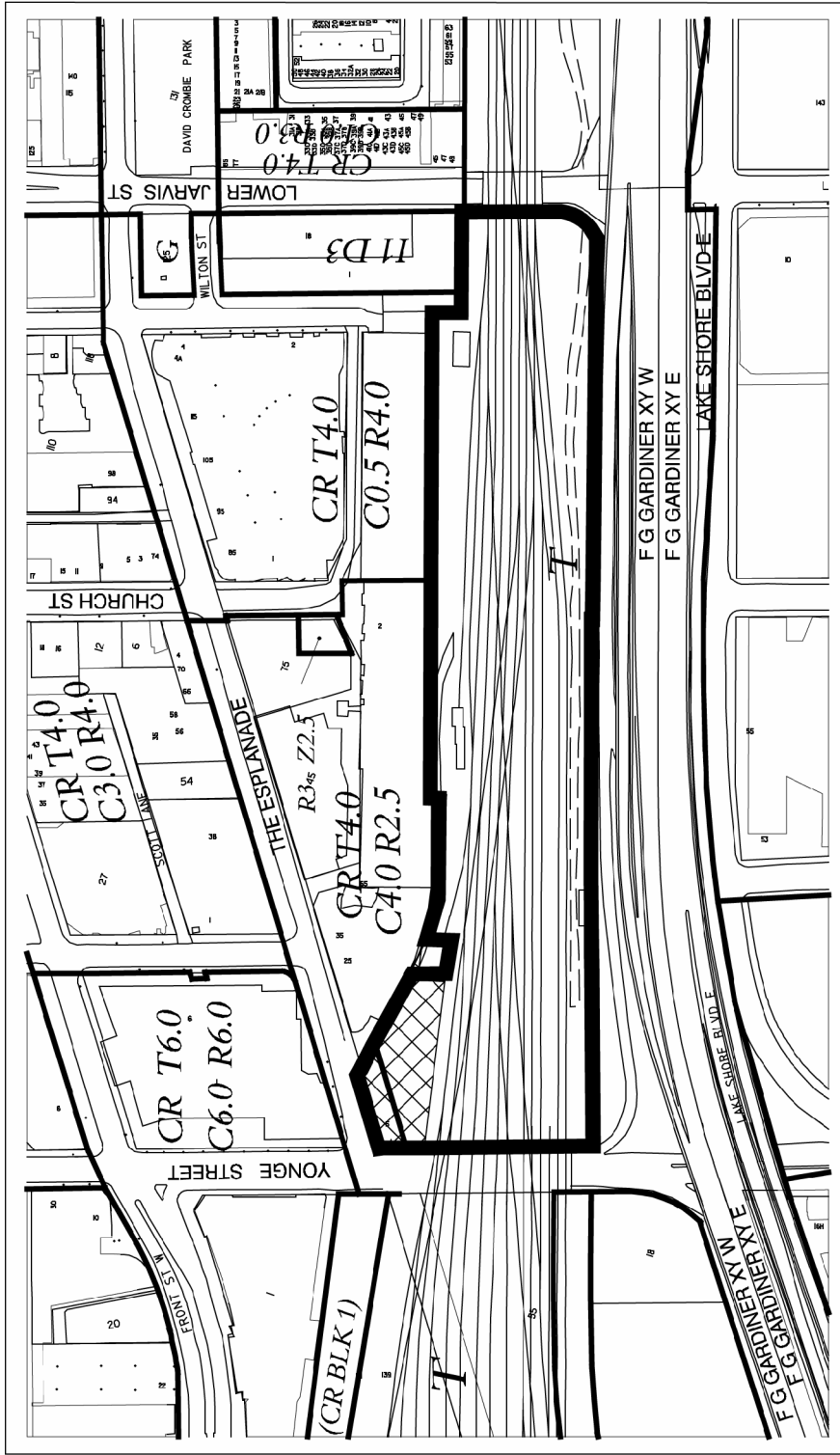
## Part of 5 & 7 The Esplanade

Applicant's Submitted Drawing

Not to Scale 

File # 's 08\_223450\_ & 08\_231943

# Attachment 2: Context Plan



**Toronto** City Planning  
**Context Map**

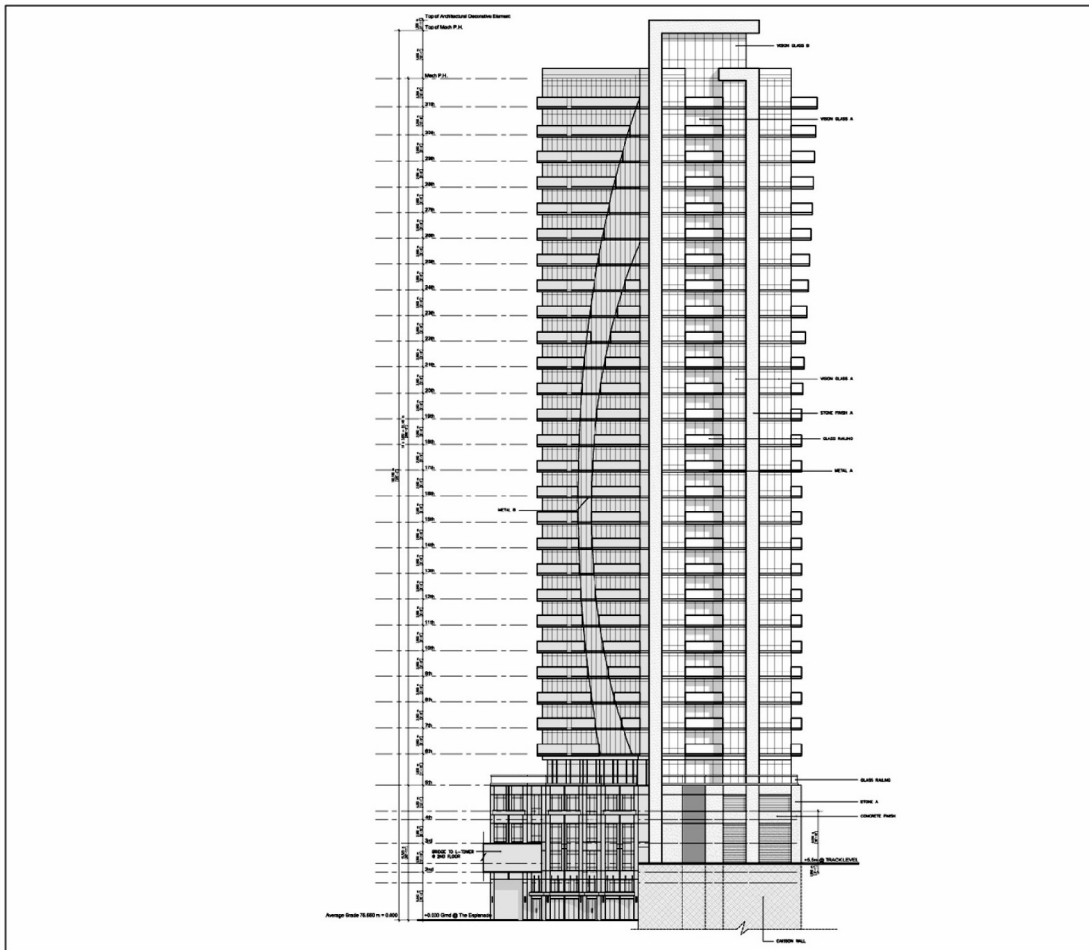
## 5 & 7 The Esplanade

File #'s 08\_223450 and 08\_231943

- CR Mixed-Use District
- T Industrial District
- (h) Holding District
- 5 & 7 The Esplanade
- Part of 5 & 7 The Esplanade Subject of this Application

Not to Scale  
 Zoning By-law 438-86 as amended  
 Extracted 02/12/09 -NRS

**Attachment 3A:  
West Elevation**



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**West Elevation**

Applicant's Submitted Drawing

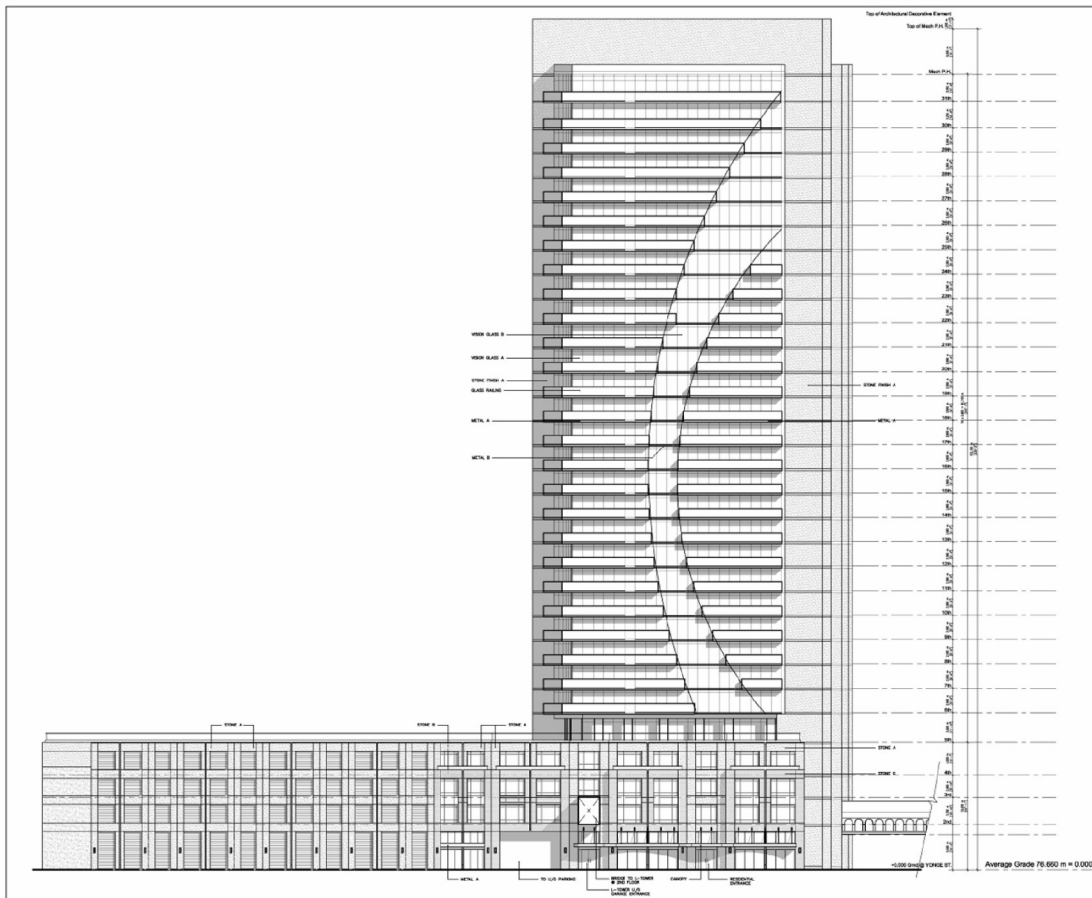
Not to Scale  
02/12/09

**5 & 7 The Esplanade**

File # 's 08\_223450\_ & 08\_231943

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# Attachment 3B North Elevation



## North Elevation

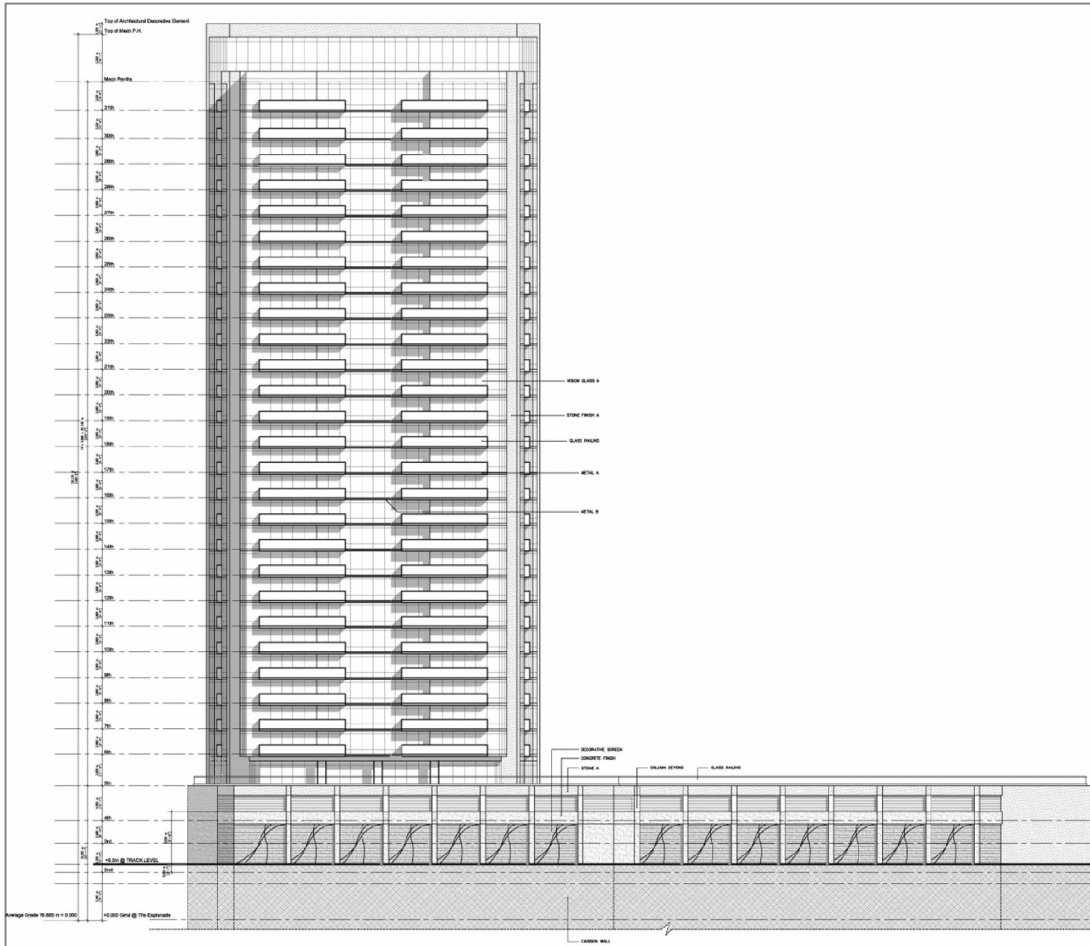
Applicant's Submitted Drawing

Not to Scale  
02/12/09

## 5 & 7 The Esplanade

File #'s 08\_223450\_ & 08\_231943

# Attachment 3C South Elevation



## South Elevation

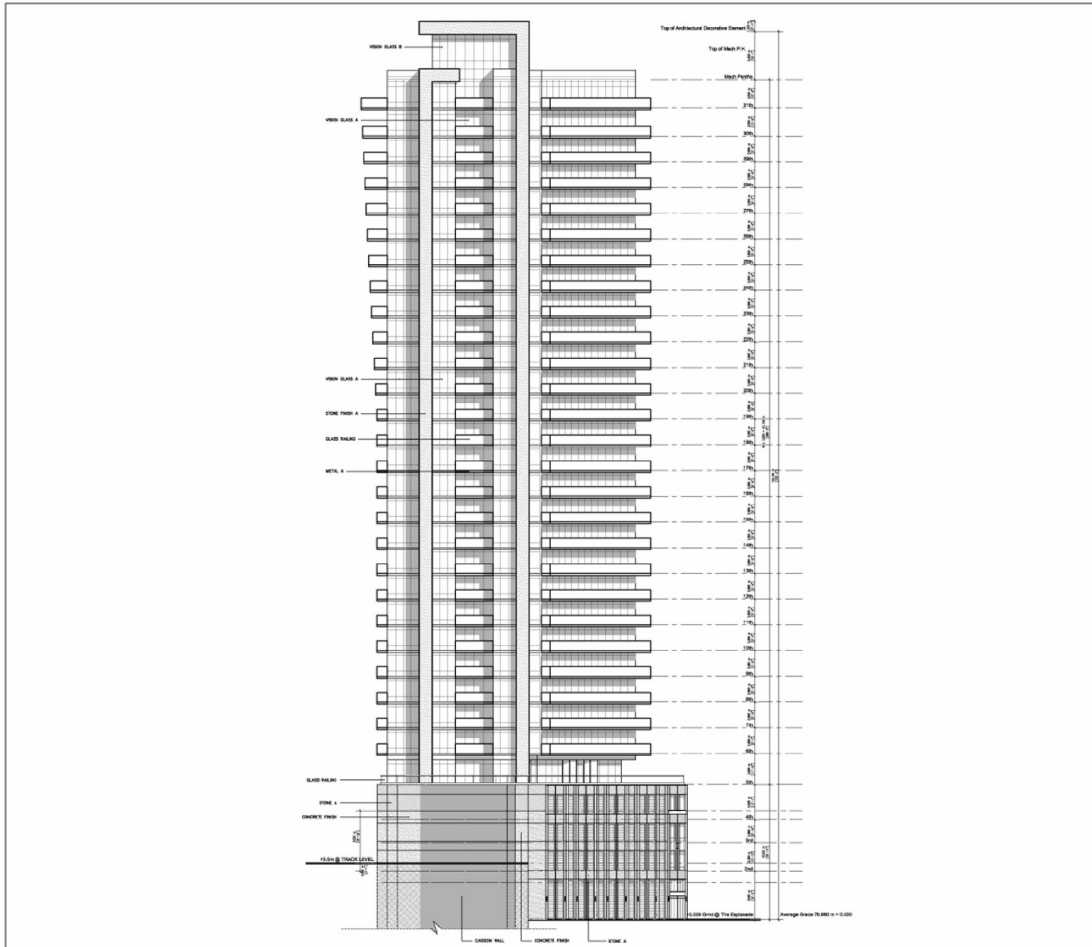
Applicant's Submitted Drawing

Not to Scale  
02/12/09

## 5 & 7 The Esplanade

File # 's 08\_223450\_ & 08\_231943

# Attachment 3D East Elevation



## East Elevation

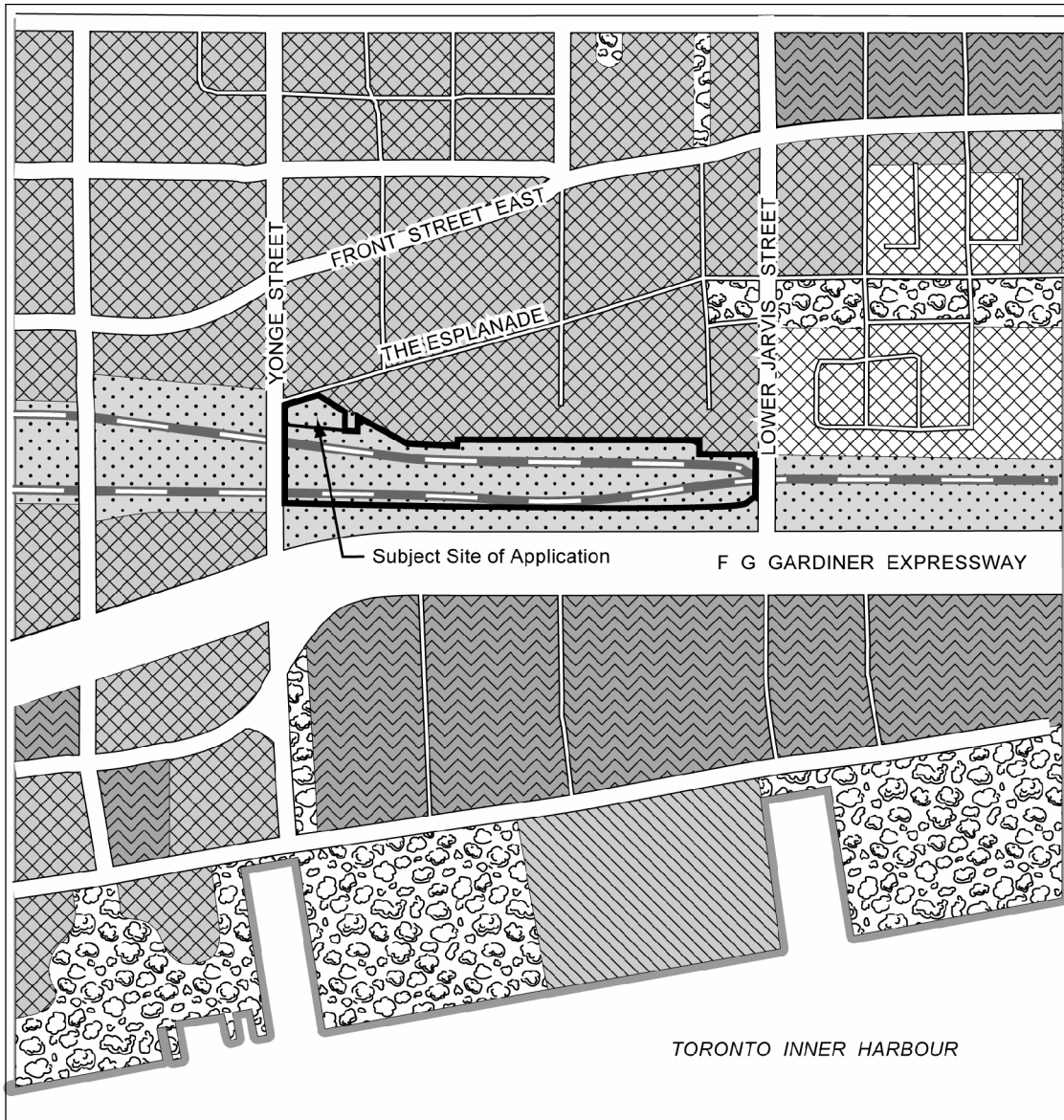
Applicant's Submitted Drawing

Not to Scale  
02/12/09

## 5 & 7 The Esplanade

File # 's 08\_223450\_ & 08\_231943

## Attachment 4: Official Plan



**Toronto** City Planning  
**Official Plan**

**5 & 7 The Esplanade**

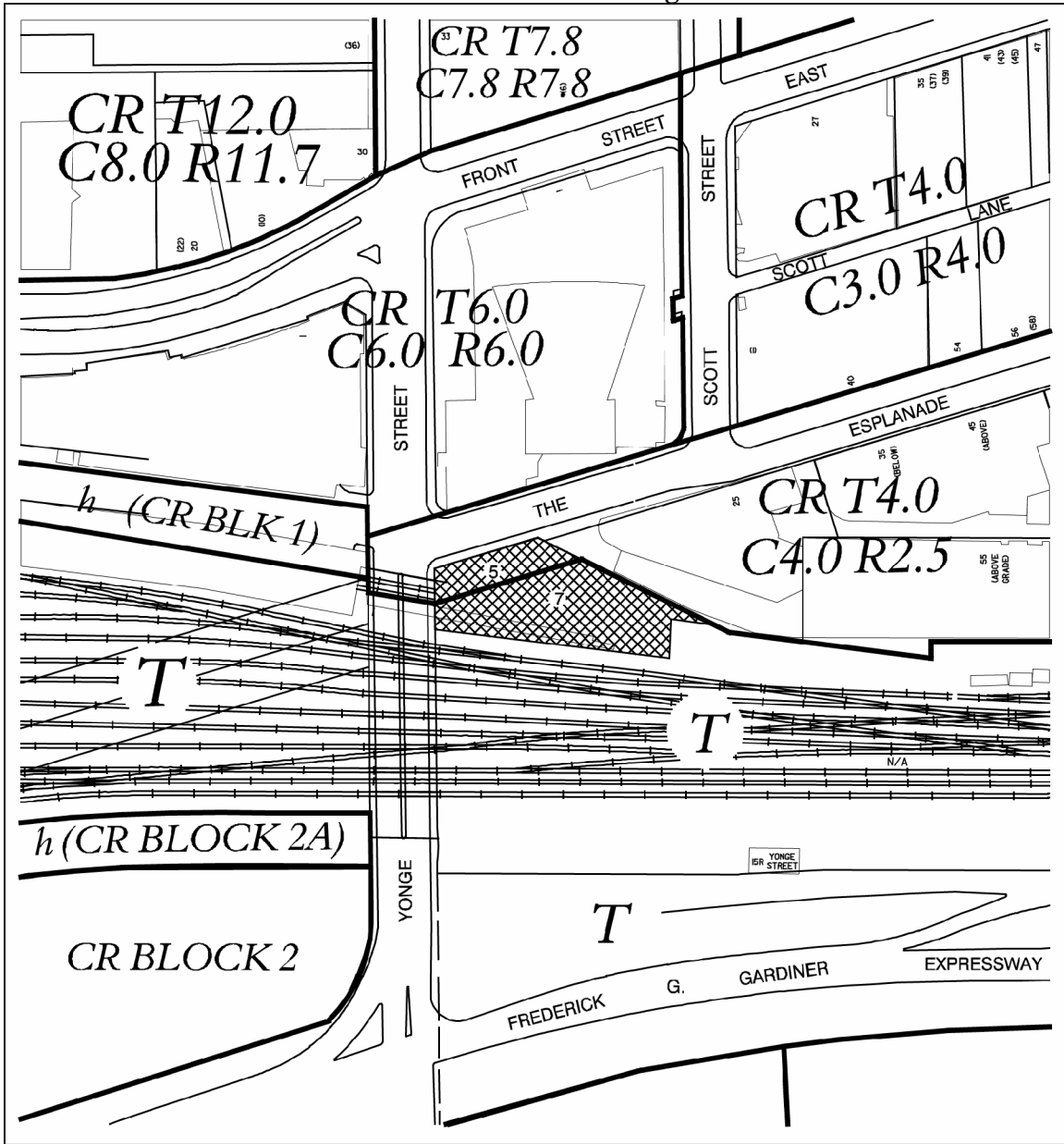
File #'s 08\_223450\_ & 08\_231943

5 & 7 The Esplanade	Utility Corridors
Neighbourhoods	Natural Areas
Apartment Neighbourhoods	Parks
Mixed Use Areas	Other Open Space Areas
	Institutional Areas
	Regeneration Areas
	Employment Areas

↑  
 Not to Scale  
 02/12/09



Attachment 5: Zoning



**TORONTO** City Planning  
Zoning

Part of 5 & 7 The Esplanade  
File #'s 08\_223450 and 08\_231943

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



Not to Scale  
Zoning By-law 438-86 as amended  
Extracted 02/12/08 - NRS

## Attachment 6: Application Data Sheet

Application Type	Official Plan and Rezoning	Application Number:	08 223450 STE 28 OZ & 08 231943 STE 28 OZ
Details	Official Plan and Rezoning, Standard	Application Date:	November 20, 2008
Municipal Address:	Part of 5-7 THE ESPLANADE		
Location Description:	**GRID S2812		
Project Description:	To permit a 31-storey building consisting of a 4-storey mixed-use podium and a 27-storey 259 unit residential tower. A total of 528 parking spaces will be provided on site with 377 of those for use by the adjacent building proposed at 1 Front Street East. Parking will be accommodated within 6 underground levels and within portions of the podium. The parking area would be accessed from The Esplanade. A pedestrian connection to 1 Front Street East is being proposed and the plan accommodates for a future PATH bridge connection over Yonge Street abutting the railway.		

### Applicant:

AIRD & BERLIS  
181 Bay Street, Suite 1800, Box  
754 Toronto, ON M5J2T9

### Agent:

Page+Steele Architects Planners  
95 St. Clair W, Suite 200  
Toronto, ON M4V1N6

### Owner:

GREATER TORONTO TRANSIT  
AUTHORITY  
20 Bay Street, Suite 600, Toronto, ON M5J2W3

### PLANNING CONTROLS

Official Plan Designation:	Utility Corridors	Site Specific Provision:	677-76, 576-76, 24-77, 478-78, 889-78, 145-83, 860-08
Zoning:	CR T4.0 C4.0 R2.5, T	Historical Status:	N
Height Limit (m):	46, 23	Site Plan Control Area:	Y

### PROJECT INFORMATION

Site Area (sq. m):	2920.21	Height:	Storeys:	31
Frontage (m):	42.02		Metres:	103.65
Depth (m):	96.1			
Total Ground Floor Area (sq. m):	2441		<b>Total</b>	
Total Residential GFA (sq. m):	19673	Parking Spaces:	377 (below grade) & 151 (above grade)	
Total Non-Residential GFA (sq. m):	772	Loading Docks	2	
Total GFA (sq. m):	20445			
Lot Coverage Ratio (%):	83.4			
Floor Space Index:	7			

### DWELLING UNITS

Tenure Type:

Rooms:	0
Bachelor:	0
1 Bedroom:	168
2 Bedroom:	91
3 + Bedroom:	0
Total Units:	259

### FLOOR AREA BREAKDOWN (upon project completion)

	Above Grade	Below Grade
Residential GFA (sq. m):	19673	0
Retail GFA (sq. m):	0	0
Office GFA (sq. m):	0	0
Industrial GFA (sq. m):	0	0
Institutional/Other GFA (sq. m):	772	0

### CONTACT:

**PLANNER NAME:** John Andreevski, Senior Planner, [jandree@toronto.ca](mailto:jandree@toronto.ca)  
**TELEPHONE:** (416) 392-9434