

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

<b>Date:</b>	September 8, 2011
<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 application proposes to develop the site at 156 – 174 Front St West and 43-51 Simcoe Street with a 65-storey residential tower and 54-storey office tower having a total gross floor area of approximately 151,137 square metres.

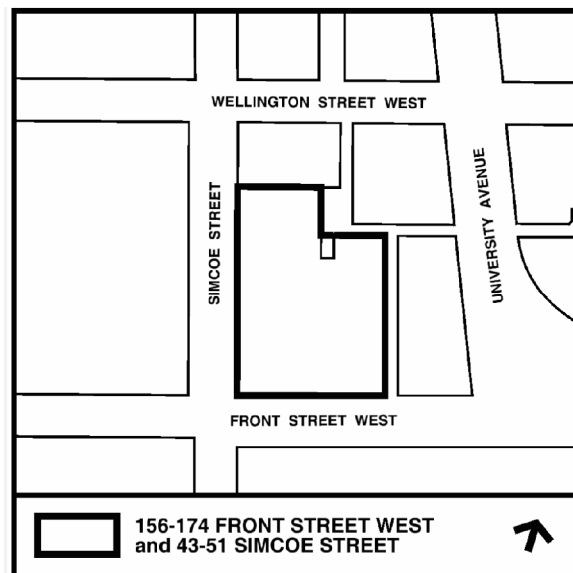
This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

A Community Consultation meeting will be held in the late fall of 2011, with a final report and Statutory Public Meeting targeted for the second quarter of 2012. 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.

### **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 submitted a Zoning By-law Amendment application which proposes 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 are proposed to have overall heights of 234 metres and 222 metres.

The proposed development would have an overall gross floor area of approximately 151,137 square metres, of which, 105,250 square meters would 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 is proposed. The applicant proposes to develop the site in phases, with Phase I being the 65-storey residential tower which is oriented to Front Street West.

### **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 6,251 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.

## **Zoning**

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 was not submitted with the Zoning By-law Amendment Application.

## **Union Station Conservation District**

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

## **Tall Buildings Guidelines**

Toronto City Council approved the use of the document, "Design Criteria for Review of Tall Building Proposals" (Tall Buildings Guidelines) in June, 2006 on a pilot basis, and it

was endorsed by Council in May, 2010. The Tall Buildings Guidelines provide policy recommendations for tall buildings on issues of transition, building placement and orientation, entrances, heritage conservation, massing of base buildings, tower floorplates, separation distances, pedestrian realm considerations and sustainable design.

The City's "Design Criteria for Review of Tall Buildings Proposals" can be found on the City's website at <http://www.toronto.ca/planning/urbdesign/index.htm>.

City Council on January 29 and 30, 2008 (PG12.3) authorized the continued use and testing of the Tall Buildings Guidelines and coordination with the Living Downtown study to address site selection for tall buildings. The consultant report "Tall Buildings, Inviting Change in Downtown Toronto" proposes a vision for how tall buildings should fit into downtown Toronto: <http://www.toronto.ca/planning/tallbuildingstudy.htm>. It provides a vision and a set of performance standards for tall buildings in Downtown Toronto.

### **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 application:

- Architectural drawings including site plan, elevations, floor plans, parking plans, and roof plans;
- Plan of Survey;
- Planning and Urban Design Rationale;
- Pedestrian Wind Level Study;
- Heritage Impact Assessment;
- Sun/Shadow Studies;
- Functional Servicing and Stormwater Management Report;
- Green Development Standards Checklist;
- Arborist Report;
- Transportation Impact Study; and
- Archaeological Assessment.

A Notification of Complete Application was issued on September 7, 2011.

### **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 needs to be evaluated in terms of the surrounding context and impacts on adjacent properties and land uses.

## **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 diameter, separation distances, setbacks from lot lines, as well as the compatibility and relationship with the surrounding context.

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.

## **Noise Study**

The subject site is within 300 metres of the Union Station Rail Corridor. Given these circumstances, the applicant is required to submit a noise study (including consideration

of rail traffic) for review by the City and Metrolinx. In addition, the applicant will be required to grant Metrolinx an environmental easement, which is to be registered on title for all residential units within 300 metres of the rail corridor in favour of Metrolinx.

## **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 and John streets dating from 1905. The applicant proposes to retain and incorporate the front façade and rebuild part of the return walls of the building into the new podium.

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 review the applicant's proposed PATH connections against the direction contained within the PATH Master Plan Study.

## **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.

## **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, and to provide economic competitiveness and social cohesion. Currently, the proposal does not identify that family sized units will be provided as part of the development. Staff will work with the applicant in effort to provide family sized units within the development.

## **Further Information Required**

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

## **Conclusion**

A community meeting is anticipated to be held in the fall of 2011. 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 2012.

## **CONTACT**

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## **SIGNATURE**

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

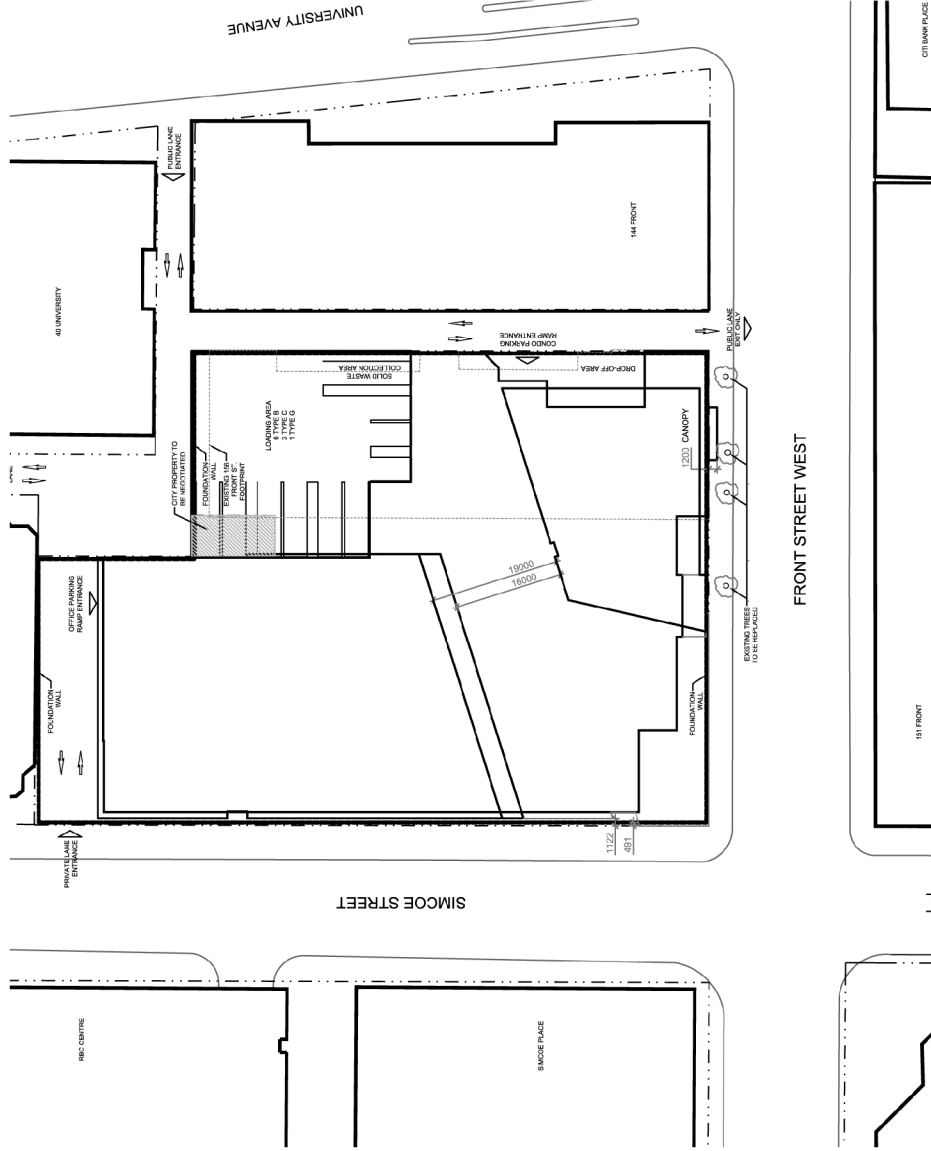
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## **ATTACHMENTS**

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



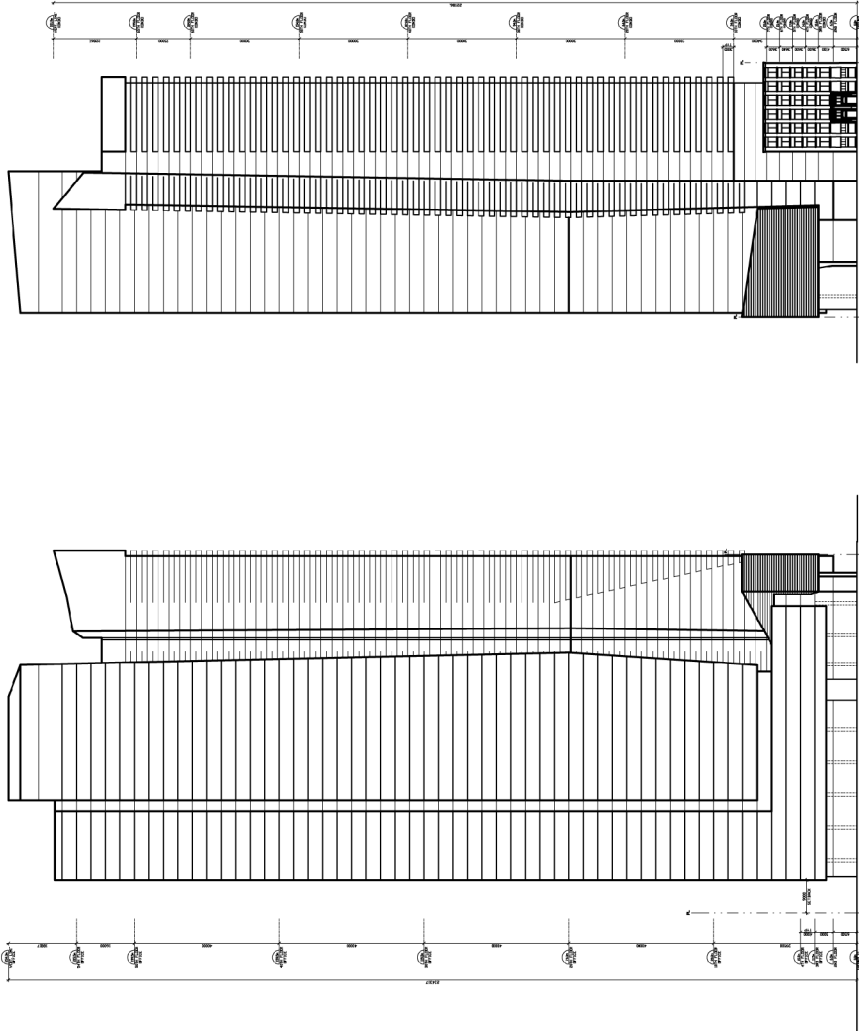
# Attachment 1: Site Plan



**Site Plan**  
**Applicant's Submitted Drawing**  
 Not to Scale  
 09/14/2011

**156-174 Front Street West and 43-51 Simcoe Street**  
 File # 11 243742 0Z

**Attachment 2: Elevations**



South Elevation

West Elevation

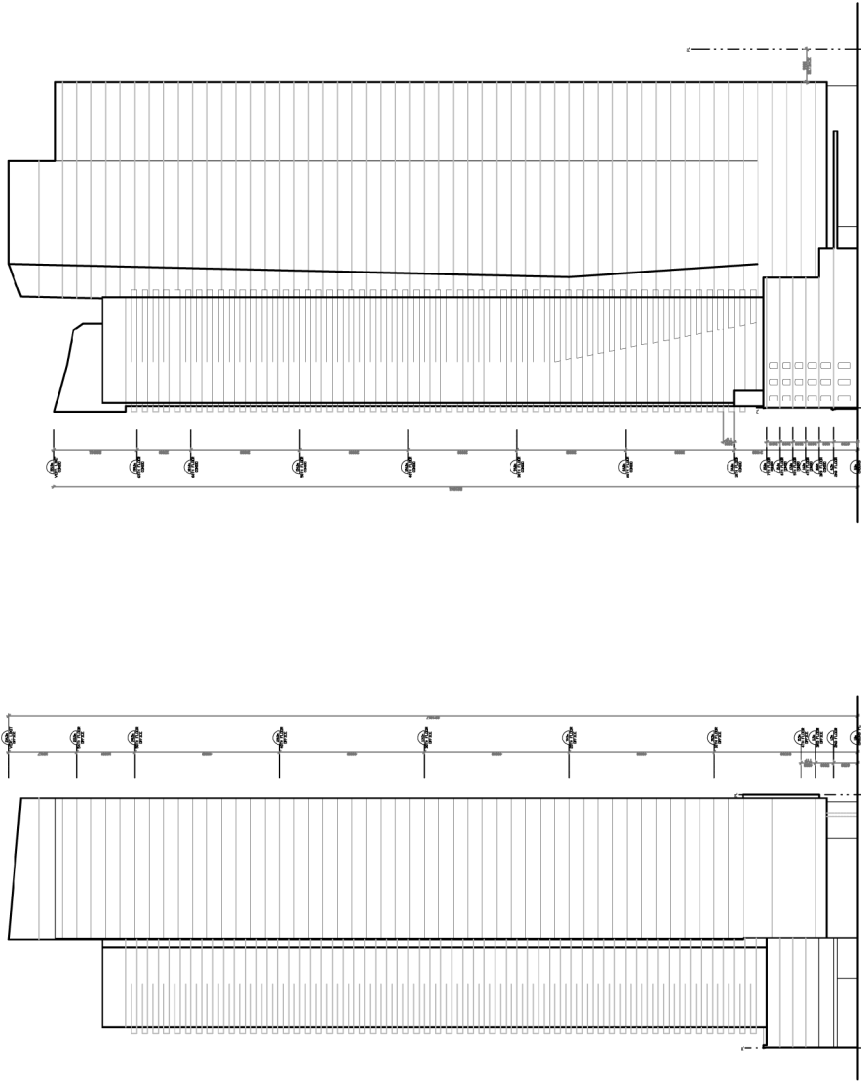
**Elevations**  
156-174 Front Street West and 43-51 Simcoe Street

Applicant's Submitted Drawing

Not to Scale  
09/14/2011

File # 11 243742 0Z

### Attachment 3: Elevations



East Elevation

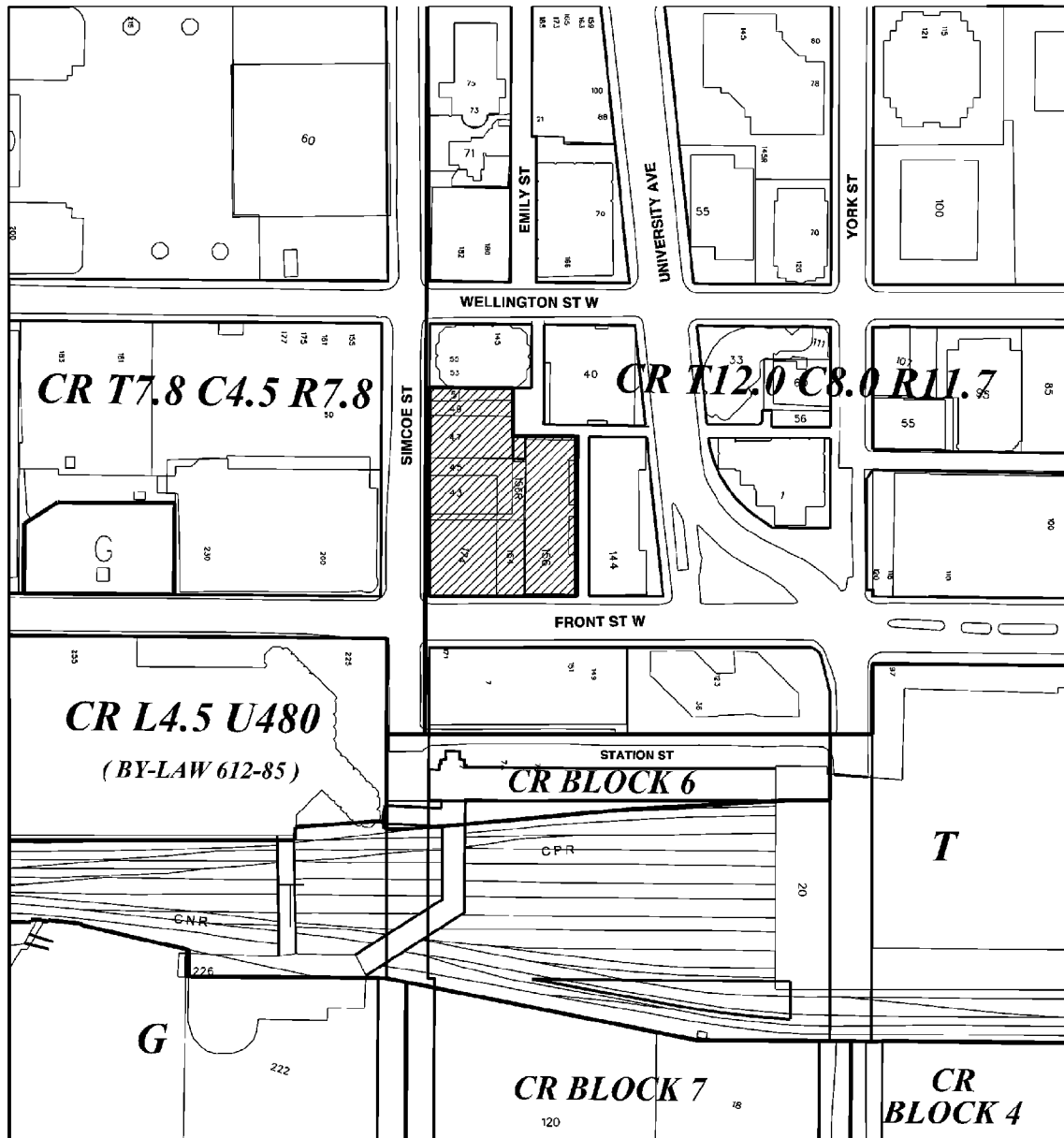
North Elevation

**Elevations**  
Applicant's Submitted Drawing  
Not to Scale  
09/14/2011

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

File # 11 243742 0Z

## Attachment 4: Zoning



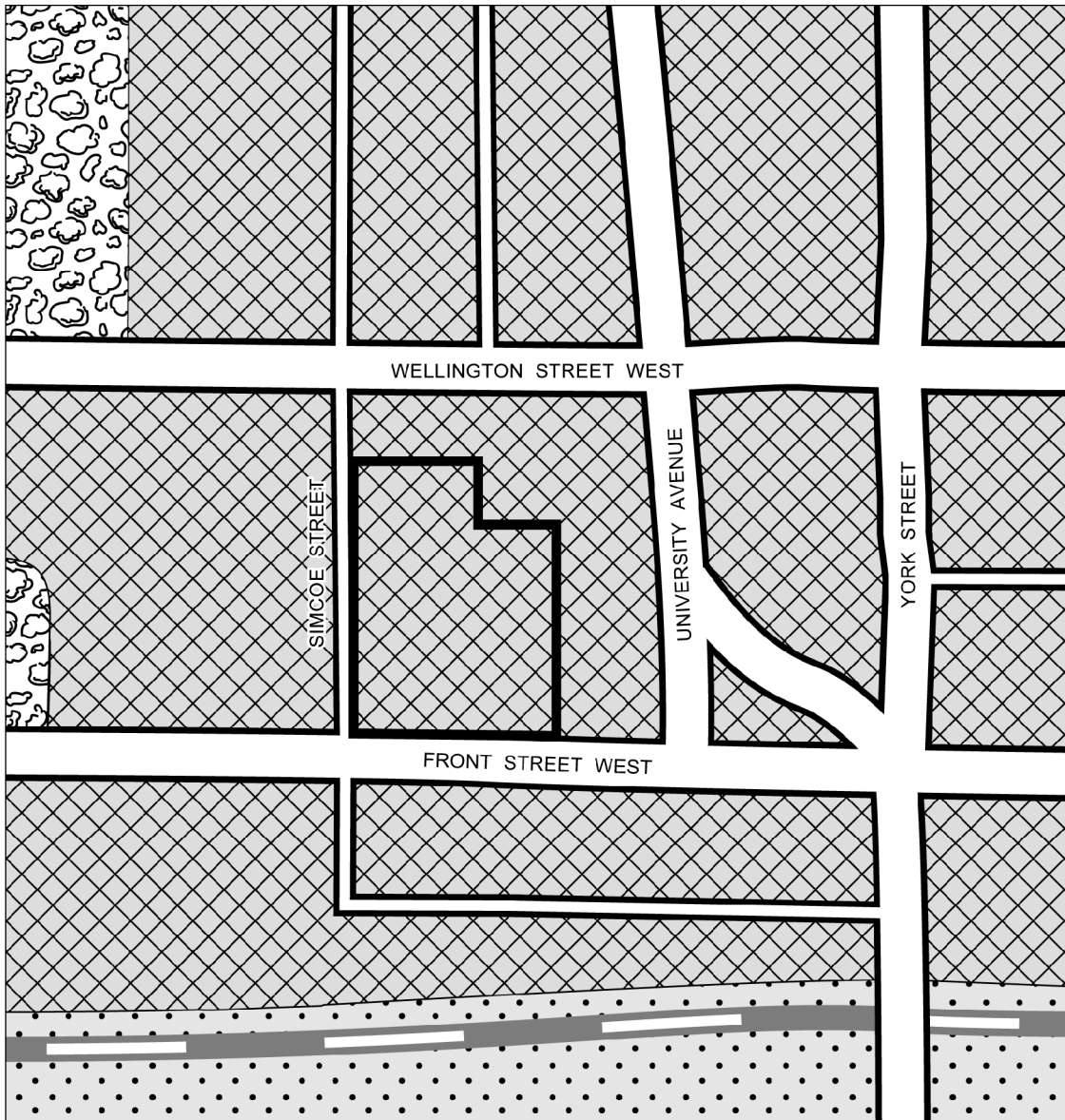
**156-174 Front Street West and 43-51 Simcoe Street**

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:              Rezoning application to demolish existing heritage building (RETAIN EXISTING HERITAGE FACADE ON SOUTH AND EAST SIDE) and construct 2 new towers with one common podium - RESIDENTIAL TOWER - 65 stories - 620 residential units - 6 levels below grade parking - 356 residential parking spaces - 160 BICYCLE PARKING SPACES - OFFICE BUILDING 54 stories - 6 levels below grade parking - 360 office parking spaces - 11 retail spaces - 37 residential visitor parking spaces

**Applicant:**                              **Agent:**                              **Architect:**                              **Owner:**  
 Fraser Milner Casgrain LLP                              Zeidler Partnership, Architects      2187656 Ontario Inc

**PLANNING CONTROLS**

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

**PROJECT INFORMATION**

Site Area (sq. m):	6251	Height: Storeys:	65
Frontage (m):	70.1	Metres:	234.3
Depth (m):	76.2		
Total Ground Floor Area (sq. m):	4336		<b>Total</b>
Total Residential GFA (sq. m):	45884	Parking Spaces:	764
Total Non-Residential GFA (sq. m):	105249.6	Loading Docks	10
Total GFA (sq. m):	151133.6		
Lot Coverage Ratio (%):	69.4		
Floor Space Index:	24.18		

**DWELLING UNITS**

**FLOOR AREA BREAKDOWN (upon project completion)**

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	45884	0
Bachelor:	62	Retail GFA (sq. m):	1108	0
1 Bedroom:	434	Office GFA (sq. m):	104141.6	0
2 Bedroom:	124	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	0
Total Units:	620			

**CONTACT:      PLANNER NAME:      Marian Prejel, Senior Planner**  
**TELEPHONE:      (416) 392-9337**