

171 Front Street West and 7 Station Street (entrance addresses 151 Front St West and 20 York Street) - Official Plan Amendment and Zoning Amendment Applications - Preliminary Report

Date:	March 3, 2014
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina
Reference Number:	14 122777 STE 20 OZ

SUMMARY

This application proposes to develop the lands at 171 Front Street West and 7 Station Street (entrance addresses 151 Front Street West and 20 York Street) with a 48-storey office building.

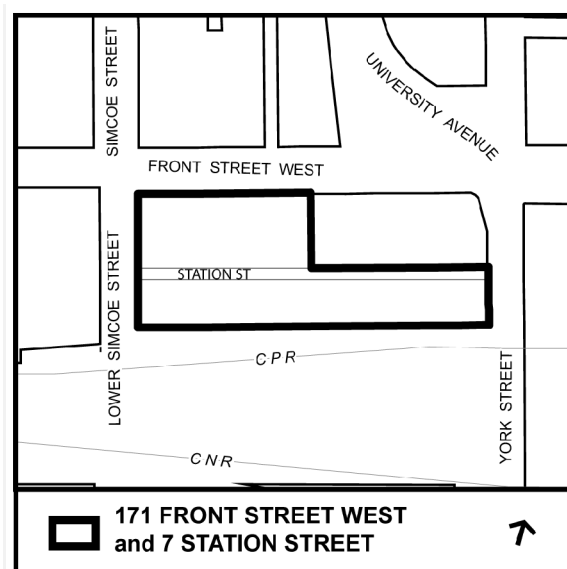
This report provides preliminary information on the above-noted applications and seeks Community Council's directions on further processing of the applications and on the community consultation process.

A Community Consultation meeting will be held in the second 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 171 Front Street West and 7 Station Street (entrance addresses 151 Front Street West and 20 York 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 of the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

In 2007, City Council adopted the recommendations contained within a Final Report from the Director, Community Planning, Toronto and East York District, which recommended approval of an application to amend the Official Plan and Zoning By-law for a 36-storey office tower and technology centre with parking for 323 vehicles at 151 Front Street West, 7 Station Street, and 20 York Street (File No. 05 105725 STE 20 SA). As a result, By-law 594-2007 and By-law 595-2007 were adopted.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant on February 12, 2014 to discuss complete application submission requirements.

ISSUE BACKGROUND

Proposal

This application proposes to develop the lands at 171 Front Street West and 7 Station Street (entrance addresses 151 Front Street West and 20 York Street) with a 48-storey office building. In addition to the construction of a 48-storey office building, the applicant proposes the construction of a new roof and wall enclosure to house the Metrolinx UP (Union Pearson) Express Air Rail Link Terminal, a new raised exterior pedestrian plaza over Station Street, as well as interior renovations to 20 York Street, which is a designated building. The proposal seeks to remove the western portion of the existing SkyWalk building, and replace the existing glass barrel vault at the eastern portion of the SkyWalk.

The proposed office tower would have a gross floor area of 133,033 square metres, an overall building height of 239 metres, and a proposed density of 13.27 times the lot area. The applicant proposes to provide 319 parking spaces in 6 levels of below grade parking.

Site and Surrounding Area

The subject site is irregular in shape, and has an area of approximately 10,030 square metres. The subject site is located at the southeast corner of Front Street West and

Simcoe Street, within the Financial District.

The site is occupied by the following:

- An 8-storey non-residential building is located at 151 Front Street West;
- A 1 to 4-storey commercial building containing an enclosed pedestrian walkway, known as the SkyWalk, is located at 20 York Street; and
- A private driveway and surface parking area is located at 7 Station Street.

Vehicular access to the site is via York Street and Simcoe Street.

Development in the vicinity of the site is as follows:

North: Immediately north of the site is a 20-storey commercial building at the southwest corner of Front Street West and Simcoe Street, beyond which is Front Street West. The north side of Front Street West is comprised of commercial buildings and a commercial parking lot. Buildings on the north side of Front Street West range in height from 6 to 7-storeys. An application has been submitted for a 54-storey office tower at 156 Front Street West (File No. 11 243742 STE 20 OZ).

South: Immediately south of the site is the Toronto Terminal Railway and Canadian National Railway. Further south is a 37-storey commercial and residential development.

East: To the east of the site, at the corner of Front Street West and York Street, is a 20-storey commercial building. On the east side of York Street is Union Station.

West: The 25-storey InterContinental Hotel and the Metro Toronto Convention Centre are to the west of the site.

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 landmark 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 the *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 site is within the Railway Lands East Secondary Plan area. The objectives of the Railway Lands East Secondary Plan include: developing the area as an integral part of the *Downtown*; satisfying a broad range of commercial, residential, institutional, cultural, recreational and open space needs while ensuring effective and efficient transportation services; and contributing to the achievement of an attractive, inviting, comfortable and safe public realm.

The subject site is identified as *Mixed Use Areas "A"* on Map 17-2 of the Secondary Plan. The Secondary Plan identifies that *Mixed Use Areas "A"* is to be regarded as a commercial extension of the existing *Financial District* north of Front Street, and as an appropriate location for the primary concentration of office uses within the Railway Lands East. The Secondary Plan contains specific provisions regarding maximum gross floor area for the subject site, as well as a list of Section 37 provisions.

The site is subject to Amendment No. 19 to the Official Plan and Railway Lands East Secondary Plan (By-law 594-2007). The amendment includes the lands municipally known in 2006 as 149 Front Street West in the Railway Lands East Secondary Plan, and to permit above grade parking on lands municipally known in 2006 as 7 Station Street and on the privately owned lands known as Station Street.

Zoning

The lands are subject to Site Specific Zoning By-law 595-2007. This By-law permits a non-residential building having a maximum height of 172.4 metres, and maximum combined non-residential gross floor area of all buildings or structures erected within the site, shall not exceed 96,050 square metres, exclusive of above-grade parking not exceeding 15,325 square metres. No residential gross floor area is permitted on the site.

Site Plan Control

The site and development are subject to Site Plan Control. A Site Plan Control application has been submitted and is being reviewed concurrently with the Official Plan Amendment and Zoning Amendment Applications.

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 portion of the site which fronts Front Street West site is located on a High Street. 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 portion of the site. The remainder of the site is within the Railway Lands East Secondary Plan.

Union Station Heritage Conservation District

The subject site is within the Union Station Heritage Conservation District Plan boundary area.

Reasons for the Application

The proposed development does not comply with Section 10.9 of the Railway Lands East Secondary Plan. As such, a modification to the Official Plan is required.

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

COMMENTS

Application Submission

The Official Plan Amendment, Zoning Amendment, and Site Plan Control Applications were submitted on February 27, 2014. The following reports/studies were submitted with the applications:

- Development Application and Fees;
- Boundary Survey;
- Architectural Plans;
- Site Servicing Plans;
- Lighting Plan;
- Massing Model;
- Toronto Green Development Standards Checklist;
- Green Roof Declaration;
- Tree Declaration;
- Sun/Shadow Studies;
- Heritage Impact Statement;
- Stormwater Management Report;
- Servicing Report;

- Transportation Impact Study; and
- Planning Rationale Cover Letter.

City staff are reviewing the application for completeness.

Issues to be Resolved

The following issues have been identified on a preliminary basis. Additional issues may be identified through the review of the application, agency comments and the community consultation process.

Height and Density

The proposed height and density exceeds the maximums as prescribed by the site specific Zoning By-law for the site. The appropriateness of the proposed height and density will 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 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. Staff will review the proposed built form against the applicable policies contained within the Official Plan and Railway Lands East Secondary Plan.

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 and the Tall Buildings Guidelines.

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 subject site is within the Union Station Heritage Conservation District, as designated by Council in July 2006. Buildings identified in the Heritage Conservation District Plan as contributing to the heritage character of the District include 20 York Street, the SkyWalk atrium, and 151 Front Street West. These buildings are subject to the Guidelines for alterations to contributing buildings. The building at 20 York was designated under Section V of the *Ontario Heritage Act* in 2006.

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 any agreements or conditions will be required as part of the approval, in consultation with Heritage Preservation Services.

PATH Master Plan Study and Public Realm

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 site is well served by the existing PATH system which connects Union Station to the Metro Toronto Convention Centre. The proposal seeks to modify the existing SkyWalk with the construction of the office tower, while maintaining a PATH route through the site. Staff will examine the existing and proposed PATH connections and the direction contained within the PATH Master Plan Study in the context of the review of this application.

The Secondary Plan identifies one of the major objectives of private developments in the Railway Lands East is to contribute to the achievement of an attractive, inviting, comfortable and safe public realm, including generously proportioned public streets, parks and publically accessible open spaces which meet high standards of urban design and provide good access to sunlight and protection from winds. The Secondary Plan also identifies that sidewalk widths, weather protection and public spaces all enhance the public realm within the Railway Lands East. Staff will review the application to ensure that continuous weather protection with a minimum sidewalk widths along the street frontages, where possible, are provided.

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

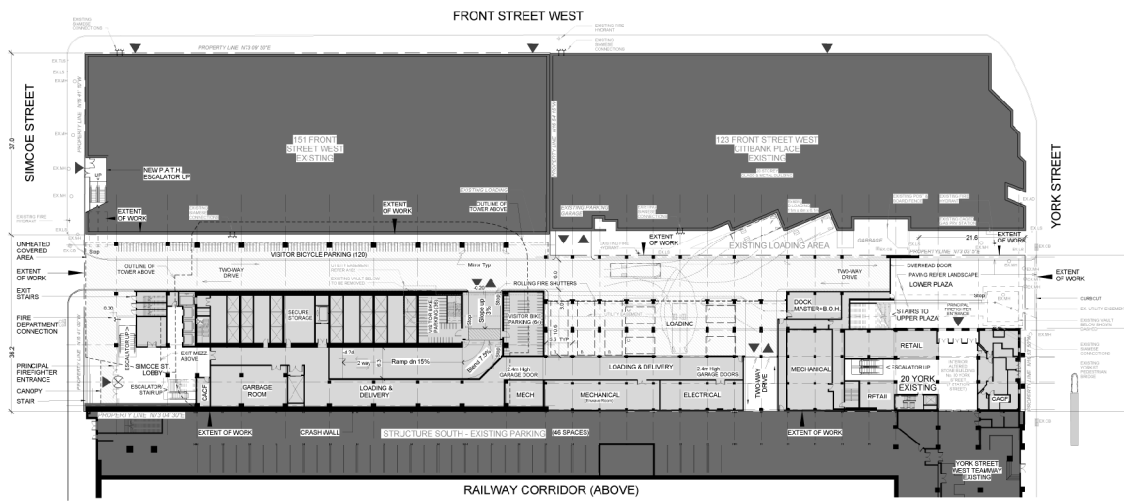
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

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

Attachment 1: Site Plan



Site Plan

Applicant's Submitted Drawing

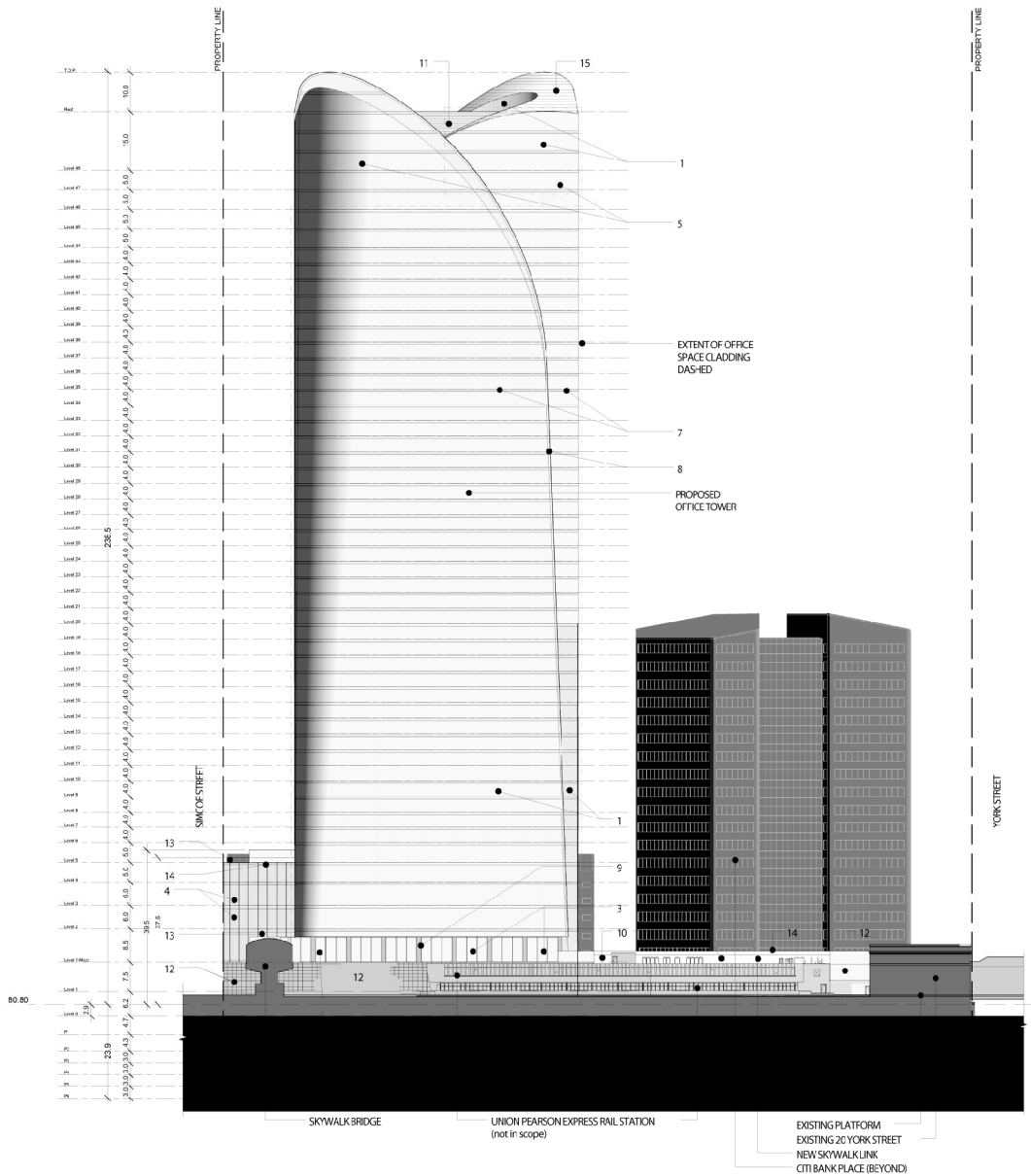
Not to Scale
03/10/2014



171 Front Street West
and 7 Station Street

File # 14_122777 STE 20 OZ

Attachment 2: South Elevation



South Elevation

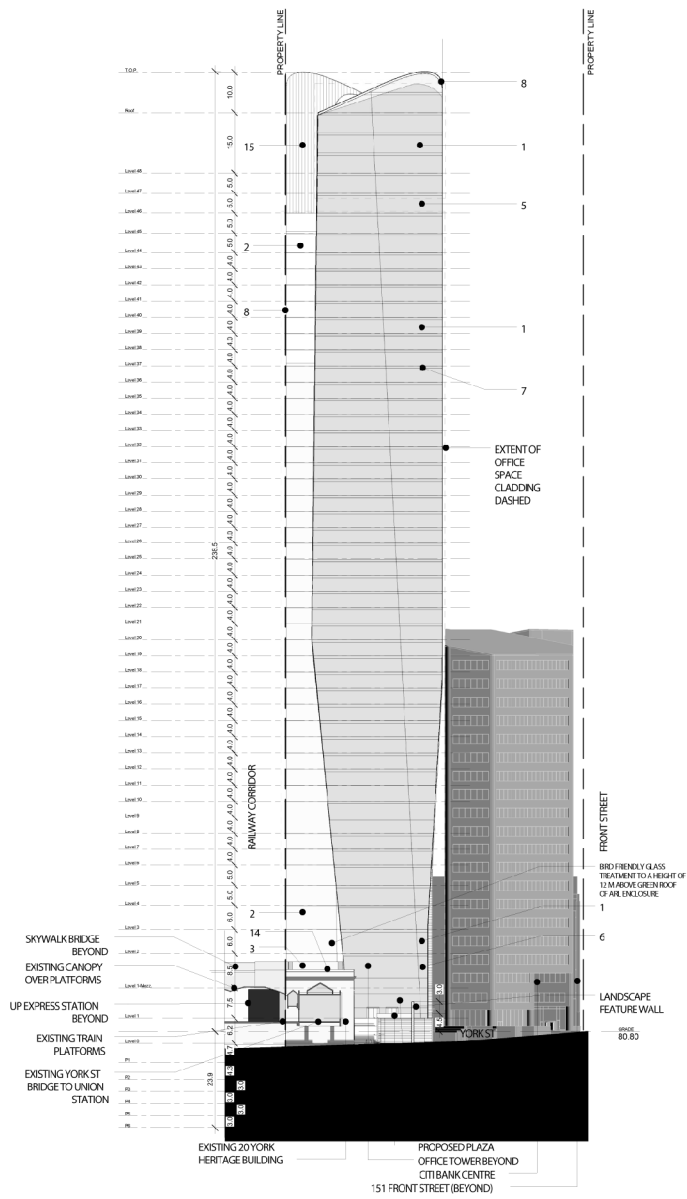
Applicant's Submitted Drawing

Not to Scale
03/10/2014

171 Front Street West and 7 Station Street

File # 14_122777 STE 20 0Z

Attachment 3: East Elevation



East Elevation

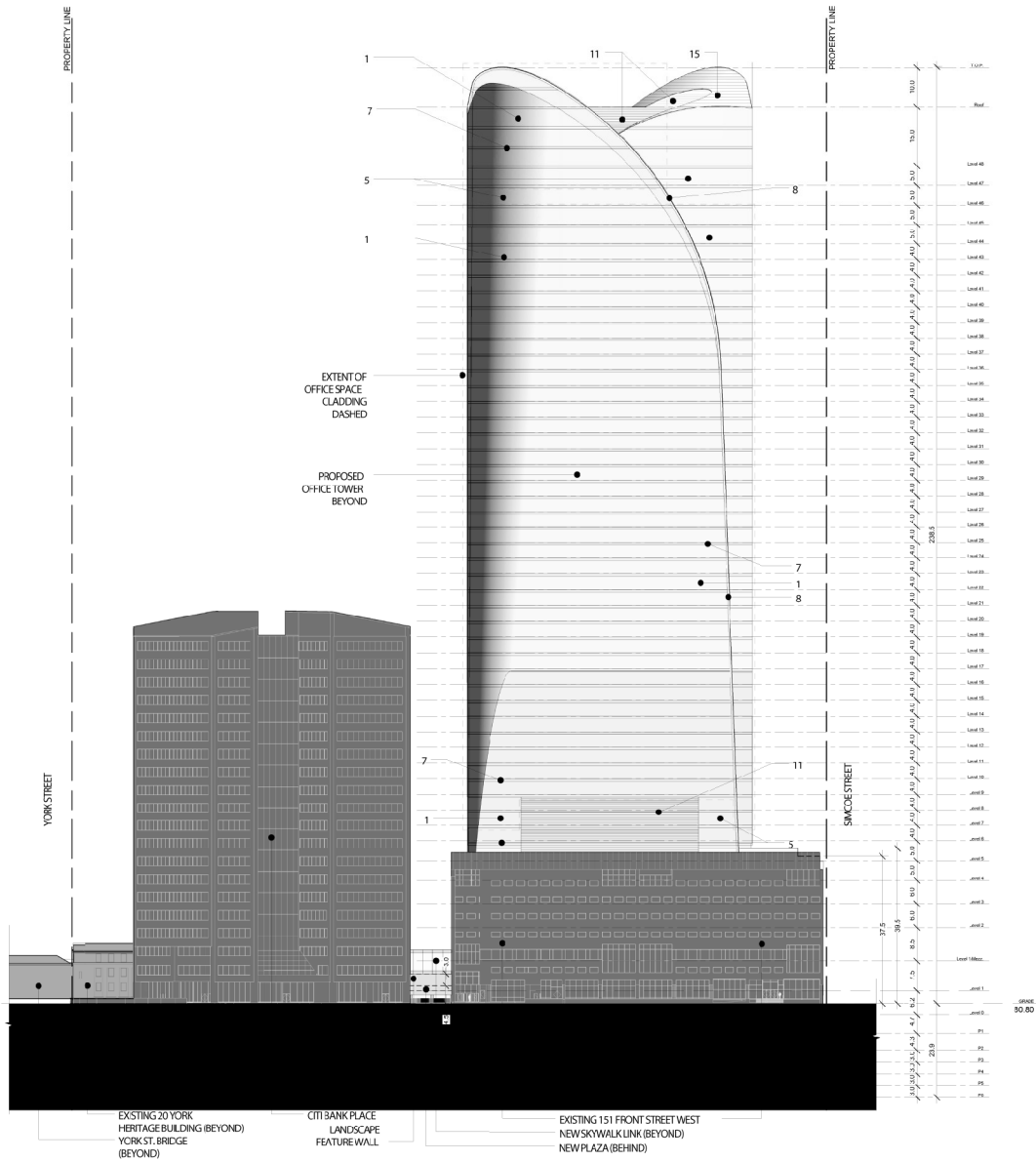
Applicant's Submitted Drawing

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171 Front Street West
and 7 Station Street

File # 14_122777 STE 20 02

Attachment 4: North Elevation



North Elevation

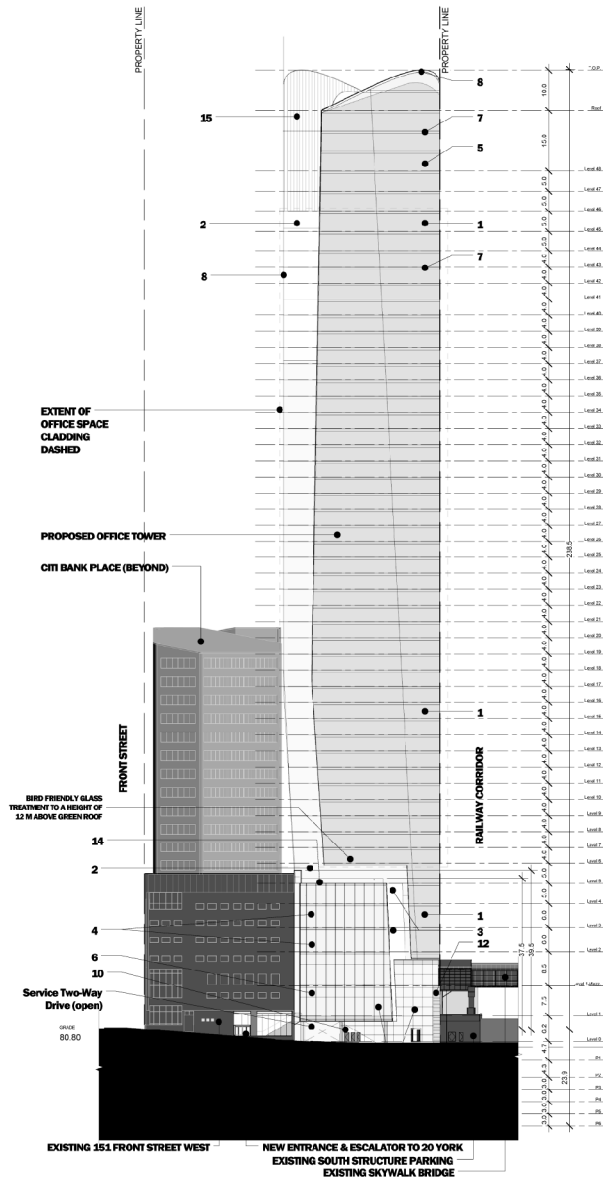
Applicant's Submitted Drawing

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03/10/2014

171 Front Street West
and 7 Station Street

File # 14_122777 STE 20 02

Attachment 5: West Elevation



West Elevation

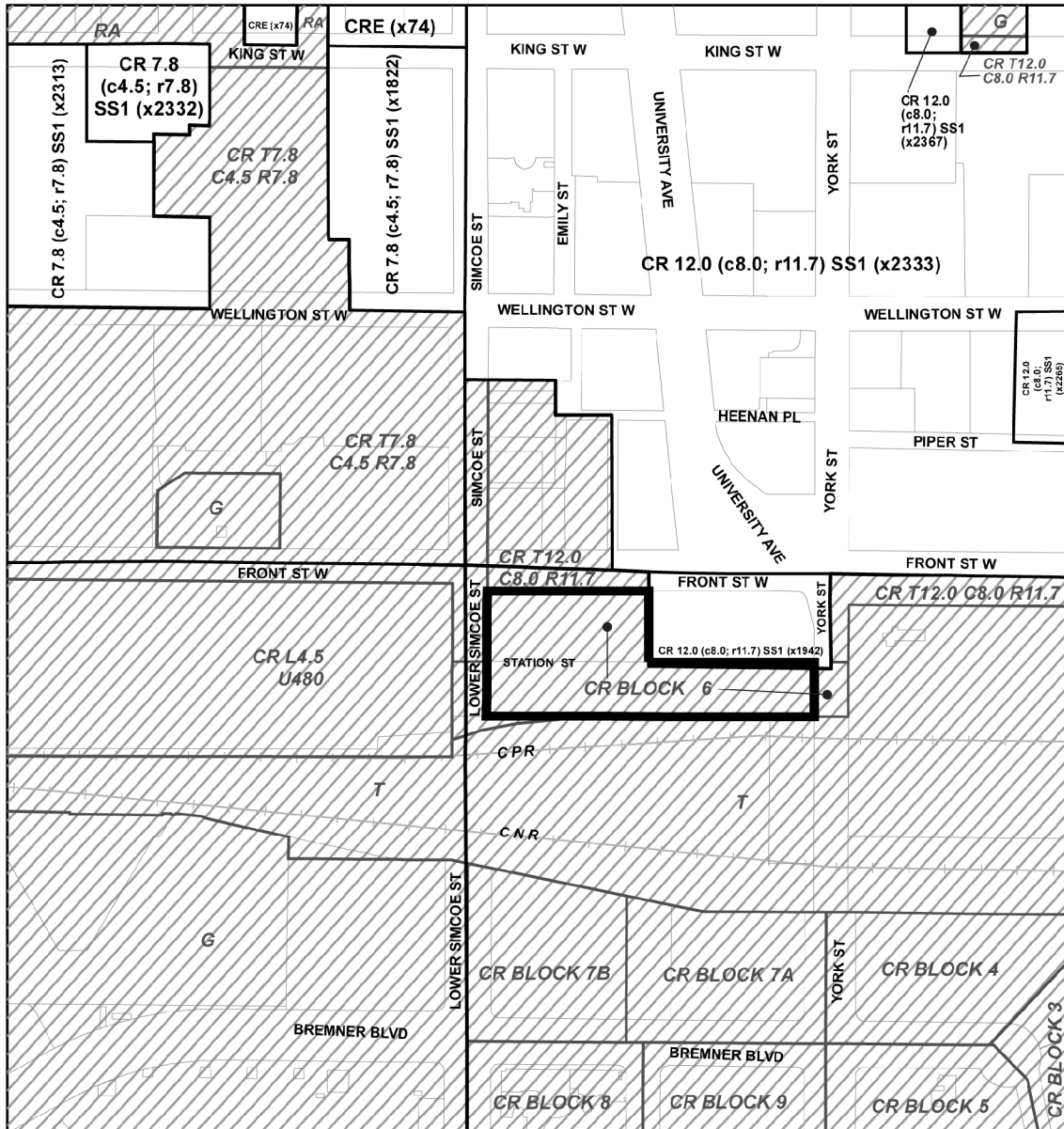
Applicant's Submitted Drawing

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151 Front Street West and 20 York Street

File # 14_122777 STE 20 OZ


Attachment 6: Zoning




TORONTO City Planning
Zoning By-law 569-2013

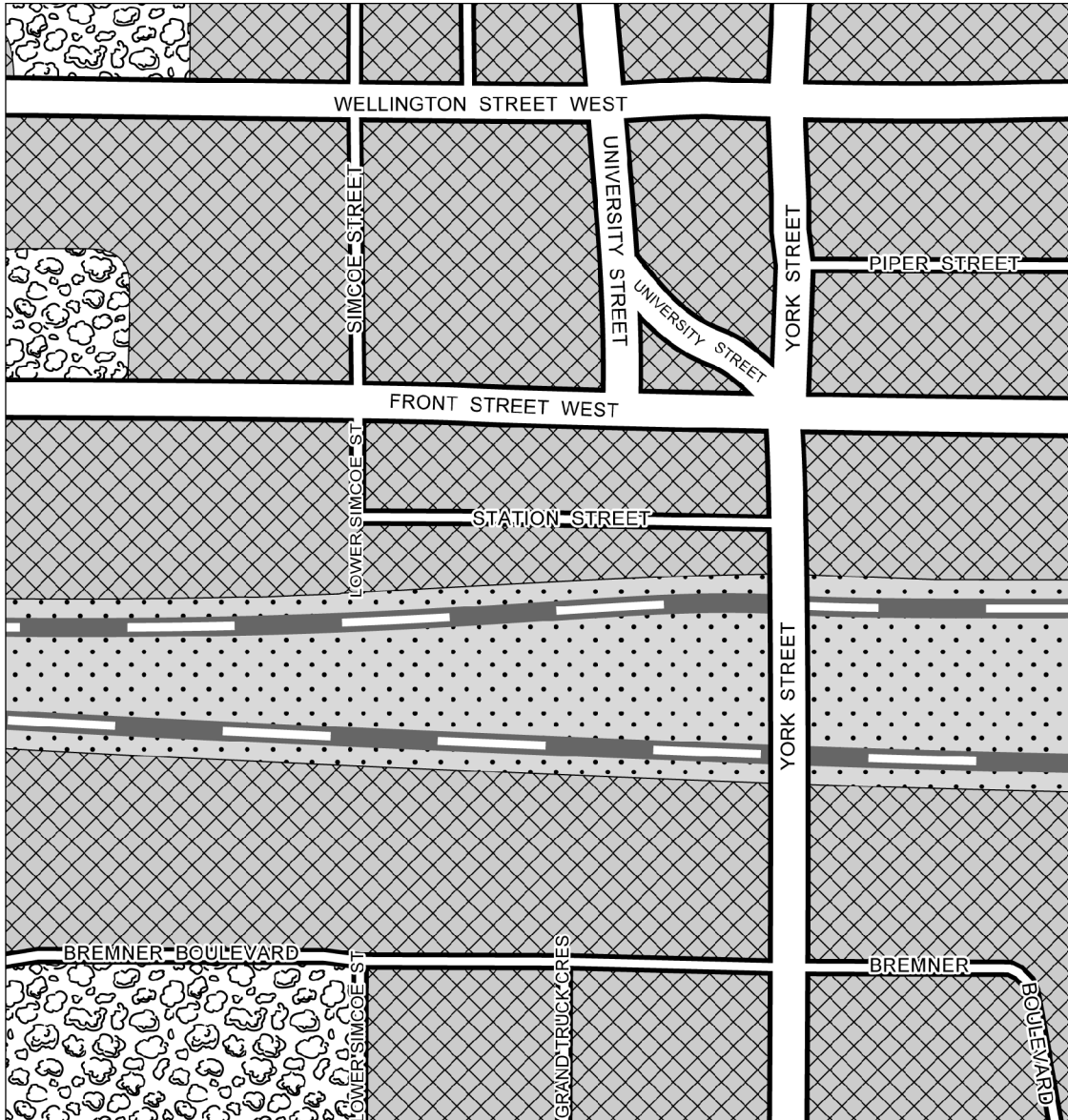
171 Front Street West and 7 Station Street
 File # 14 122777 STE 20 0Z

 Location of Application
 CR Commercial Residential
 CRE Commercial Residential Employment

 See Former City of Toronto Bylaw No. 438-86
 G Parks District
 RA Mixed-Use District
 CR Mixed-Use District
 T Industrial District


 Not to Scale
 Extracted 03/10/2014

Attachment 7: Official Plan



TORONTO City Planning
Official Plan

171 Front Street West and 7 Station Street

File # 14_122777 STE 20 0Z

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


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Attachment 8: Application Data Sheet

Application Type: Official Plan Amendment & Rezoning
 Details: OPA & Rezoning, Standard
 Application Number: 14 122777 STE 20
 Application Date: February 27, 2014
 Municipal Address: 171 FRONT ST W
 Location Description: **GRID S2017
 Project Description: Proposal to construct a 48-storey office tower. The subject site includes 151 Front Street West and 20 York Street.

Applicant: John Gillanders
Agent:
Architect: &Co.
Owner: 20 York Street Holdings L

PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas
 Zoning: CR BLOCK 6
 Height Limit (m): 15
 Site Specific Provision: Railway Lands East
 Historical Status:
 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m):	10030	Height:	Storeys:	48
Frontage (m):	94.75		Metres:	238.5
Depth (m):	73.24			
Total Ground Floor Area (sq. m):	8345			Total
Total Residential GFA (sq. m):	0		Parking Spaces:	319
Total Non-Residential GFA (sq. m):	133033		Loading Docks	7
Total GFA (sq. m):	133033			
Lot Coverage Ratio (%):	83			
Floor Space Index:	13.3			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:			Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	0	0
Bachelor:	0	Retail GFA (sq. m):	7341	0
1 Bedroom:	0	Office GFA (sq. m):	92859	0
2 Bedroom:	0	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	32833	0
Total Units:	0			

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