

STAFF REPORT ACTION REQUIRED

177, 183 and 197 Front Street East, 15 to 21 Lower Sherbourne Street and 200 The Esplanade - Zoning Amendment Application - Preliminary Report

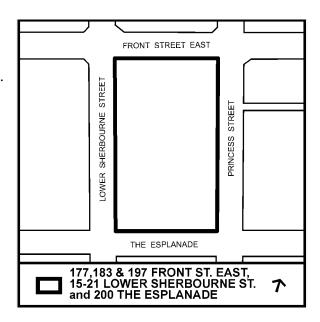
Date:	December 2, 2013
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale
Reference Number:	12 141911 STE 28 OZ

SUMMARY

This application proposes the redevelopment of the block bounded by Lower Sherbourne Street, Princess Avenue, The Esplanade and Front Street East. The request is to permit a mixed use development consisting of three 34-storey residential towers including an 8 to 10-storey base building with residential and commercial uses. Proposed total GFA is 118,013 sq.m., with 1,349 residential units, 708 vehicle parking spaces.

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

The next step is to conduct a community consultation meeting to allow the public to review the application and provide feedback. The application will also be presented to the Design Review Panel in early 2014.



RECOMMENDATIONS

The City Planning Division recommends that:

- 1. Staff be directed to schedule a community consultation meeting for the lands at 177, 183 and 197 Front Street East, 15 to 21 Lower Sherbourne Street and 200 The Esplanade 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*.

APPLICATION HISTORY

On March 23, 2012 an initial zoning by-law amendment application for the subject lands was submitted.

After meeting with staff shortly after the application was made, the applicant began work on a revised proposal to address staff's concerns with the overall massing and height of the proposed development. It was also an opportunity to revisit the design of the proposed retail and access to the site, among other details.

ISSUE BACKGROUND

Proposal

A revised proposal was submitted in October 2013 to permit the comprehensive redevelopment of the 1.13 hectare block. The proposal is for three 34-storey residential towers, including the base building portion which ranges from 8 to 10-storeys in height. The proposed ground floor setback varies at each frontage. A setback of 3.47 metres is proposed along Front Street to provide a sidewalk width of 6 metres along Front Street. A minimum setback of 5.77 metres is proposed from the townhouse units facing The Esplanade. The setbacks on Princess Street and Lower Sherbourne Street range from 1.7 metres to 4.72 metres.

The proposed towers have typical floor plates of 850 square metres and are offset from each other with a setback of approximately 20 metres from corner to corner. Tower A is located at the northeast corner of the site and is set back 8.3 metres from Front Street and 5 metres from Princess Street property lines. Tower B is located along the west side of the site near the middle of the block and is set back 5 metres from Lower Sherbourne Street property line. Tower C is located towards the southeast corner of the site and is set back 5 metres from Princess Street and 20 metres from the Esplanade property lines.

The total proposed gross floor area is 118,013 square metres or 10.42 times the area with a total of 9,523 square metres of retail space being proposed. There are 1,349 residential units proposed consisting of a mix of unit types and sizes, including townhouse units fronting the Esplanade, Princess Street and Lower Sherbourne Street.

A total of 708 parking spaces are proposed in a 3-level below grade parking garage accessed from Princess Street. A separate loading and servicing area is proposed. It is also to be accessed from Princess Street. A total of 1,378 bicycle parking spaces to be provided for the proposed development.

With respect to the private amenity areas for the development, 2,846 square metres of indoor amenity space is proposed throughout the development and 2,967 square metres of outdoor amenity area is proposed on the roof of the base building. This exceeds the standard of 2 sq.m. of indoor and 2 sq.m. of outdoor amenity space per dwelling unit.

A general comparison table between the original March 2012 submission and the revised October 2013 submission is provided below.

PROJECT STATISTICS

	March 2012 Submission	October 2013 Revised Submission	
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Site Area (sq.m.)	11,323	11,323	
Total Above Grade Gross Floor Area	142,227	118,013	
(sq.m.)			
FAR	12.56	10.42	
Height in Storeys	34 and 33	34 (three towers)	
Typical Floor Plate (sq.m.)	1,054	850	
Total No. of Units	1,663	1,349	
Indoor Amenity Area (sq.m.)	3,326	2,846	
Outdoor Amenity Area (sq.m.)	3,326	2,967	
Underground Parking	908 spaces	708 spaces	
Bicycle Parking	1,685 spaces	1,378 spaces	

Site and Surrounding Area

This site is located on the south side of Front Street East and includes a full rectangular city block bounded Front Street East, Princess Street, The Esplanade and Lower Sherbourne Street.

The site currently contains an automobile dealership with an associated surface parking area and a Sobey's grocery store.

Surrounding uses include:

South: along The Esplanade are the linear David Crombie Park and St. Lawrence residences, including 9 to 10-storey residential buildings. Uses located to the southwest of the subject site include David Crombie Park, a Hydro substation, and the approved 33-storey tower at 18 Lower Jarvis.

West: along Lower Sherbourne Street include 4 to 8-storey residential uses, with retail at grade. Northwest of the subject site is the former Greyhound Terminal lands (154 Front Street East) that is now operating a surface parking lot and also received OMB approval for a 26-storey mixed use building on the site.

North: opposite the subject site, includes a gas station at the northeast corner of Sherbourne Street and Front Street East as well as an 8-storey commercial building. Uses located to the northeast of the subject site include the former Toronto Sun building, now converted for non-residential and retail uses.

East: along Princess Street are a fire station at the corner of Princess and Front and 11-storey residential uses with retail at grade.

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 subject property is located in the *Downtown* on Map 2 - Urban Structure and is designated *Regeneration Areas* on Map 18 – Land Use Plan (See Attachment 11). It is also within the King-Parliament Secondary Plan area. As an area where growth is anticipated and encouraged, the Official Plan provides for new development in the

Downtown that: builds on the strength of the area as an employment centre; provides for a range of housing opportunities; and supports and enhances speciality districts. The Official Plan directs growth to the *Downtown* in order to achieve multiple City objectives: it promotes the efficient use of municipal services and infrastructure; concentrates jobs and people in areas well served by transit; promotes mixed use development to increase opportunities for living close to work and to encourage walking and cycling; and improves air quality and reduces greenhouse gas emissions by reducing reliance on the private automobile; all in keeping with the vision for a more liveable Greater Toronto Area.

This re-urbanization strategy recognizes that although growth is expected to be accommodated *Downtown*, the level of growth will not be uniform across the *Downtown* given its diversity. In the section on *Downtown*, Policy 2.2.1.6 identifies the requirement for design guidelines specific to districts of historic and distinct character to be developed to ensure that new development respects the context of such districts in terms of its fit with existing streets, setbacks, heights and relationship to landmark buildings.

The Official Plan recognizes that most of the City's future development will be infill and as such will need to fit in, respect and improve the character of the surrounding area. As a result, the Built Form policies seek to ensure that new development is massed and designed to fit harmoniously into its existing and/or planned context and will limit its impacts on neighbouring streets, parks, open spaces and properties. Among other things, this harmony is achieved by: massing new buildings to frame adjacent streets in a way that respects the existing and/or planned street proportion; creating appropriate transitions in scale to neighbouring existing or planned buildings; providing for adequate light and privacy; and adequately limiting any resulting shadowing of, and uncomfortable wind conditions on, neighbouring streets and properties. Ensuring adequate access to sky view for the proposed and future use of adjacent streets is a requirement for all new development and new development is to provide amenity for adjacent streets to make these areas attractive, interesting, comfortable and functional for pedestrians by providing landscaped open space within development sites.

Due to the larger civic responsibility and obligations associated with tall buildings, the built form policies of Section 3.1.3 provide additional direction on how they fit into the existing and planned context and how they are designed. The Plan states that although tall buildings are desirable in the right places they don't belong everywhere and are only one form of intensification. Policy 3.1.3.1 indicates that where a tall building is appropriate, it should have a base at an appropriate scale for the street that integrates with adjacent buildings, a middle portion with a floor plate size and shape having appropriate dimensions for the site in relationship to the base and adjacent buildings, and a top that contributes to the skyline character. Policy 3.1.3.2 requires new tall development to address key urban design considerations, including:

- meeting the built form principles of the Official Plan;
- demonstrating how the proposed building and site design will contribute to and reinforce the overall City structure;
- demonstrating how the proposed building and site design relate to the existing and planned context;
- taking into account the relationship of the site to other tall buildings;
- providing high quality, comfortable and usable publicly accessible open spaces; and
- meeting the other goals and objectives of the Official Plan.

Policies for Regeneration Areas

A broad mix of commercial, residential, light industrial, parks and open space, institutional, live/work and utility uses are permitted within *Regeneration Areas* to promote reinvestment and revitalization.

The policies of Section 4.7.2 for *Regeneration Areas* require that the framework for new development in these areas be set out in a Secondary Plan. Section 5.2.1.1 provides that Secondary Plans will set the stage for reurbanization to a defined area to stimulate and guide development in keeping with the objectives of the Official Plan. Section 5.2.1.3 of the Official Plan provides that Secondary Plans will promote a desired type and form of physical development for the area, and plan for an appropriate transition in scale and activity between neighbouring districts.

Section 4.7.2 gives direction on the intent of Secondary Plans for *Regeneration Areas* and provides that they will guide revitalization through matters such as:

- urban design guidelines related to the unique character of the area;
- strategies to promote greening and community improvements;
- a heritage strategy identifying important heritage resources, conserving them and ensuring new buildings are compatible with adjacent heritage resources;
- transportation policies that encourage transit, walking and cycling in preference to private automobile use; and
- environmental policies that ensure that contaminated lands are cleaned up and appropriate for new development.

The Official Plan is available on the City's website at: www.toronto.ca/planning/official_plan/introduction.htm

King-Parliament Secondary Plan

As mentioned above, the subject property is located in the King-Parliament Secondary Plan Area and within a sub-area of King-Parliament identified as the Jarvis-Parliament Regeneration Area (See Attachment 12). The King-Parliament Secondary Plan provides a framework for reinvestment and development, intended to encourage a wide range of uses that are mutually compatible and complement the existing built form character and scale of the area. Within this framework, the Jarvis-Parliament Regeneration Area is

intended as an area targeted for significant growth providing for a mix of compatible land uses.

General Built Form Principles identified in Section 3.2 require that new buildings will be sited and massed to provide adequate light, view and privacy for neighbouring properties and achieve a compatible relationship with their built form context through consideration of such matters as building height, massing, scale, setbacks, step backs, roof line and profile and architectural character and expression. The Plan states that buildings adjacent to streets, parks or open spaces will be massed to provide appropriate proportional relationships and designed to minimize the wind and shadowing impact on the streets, parks or open spaces. Further requirements include new developments providing comprehensive, high quality, co-ordinated streetscape and open space improvements to promote greening and landscape enhancement within King-Parliament. These high quality open spaces are intended for the use of residents, visitors and area workers.

Heritage policies in Section 4.4 of the Plan reiterate the contextual built form provisos identified above, requiring new buildings to achieve a compatible relationship with heritage buildings in their context through consideration of such matters as, but not limited to; building height, massing, scale, setbacks, step backs, roof line and profile, and architectural character and expression.

Map 15-2 of the King-Parliament Secondary Plan identifies locations of building sites with a potential for building features or landscape treatments which identify view termini (See Attachment 13).

The King-Parliament Secondary Plan is available on the City's website at: www.toronto.ca/planning/official_plan/pdf_secondary/15_king_parliament_dec2010.pdf

King-Parliament Urban Design Guidelines

In conjunction with the City's Official Plan and King-Parliament Secondary Plan policies, the urban design guidelines for King-Parliament seek to reinforce the physical character and identity of the area.

The King-Parliament Urban Design Guidelines are available on the City's website at: www.toronto.ca/planning/urbdesign/pdf/14kingparliament.pdf

King-Parliament Community Improvement Plan

The Community Improvement Plan (CIP) for King-Parliament provides a framework for streetscape improvements and building enhancements within the area to attract new investment. Areas of Special Identity such as the Old Town of York are noted as deserving special attention in order to highlight their heritage and historic importance. Potential 'gateways' and 'places' are highlighted on Map 7 within the CIP as area worthy of special consideration.

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 that they fit within their context and minimize their local impacts. The city-wide Guidelines are available at http://www.toronto.ca/planning/tallbuildingdesign.htm

Zoning

On May 9, 2013 Toronto City Council enacted City-wide Zoning By-law 569-2013, currently under appeal to the Ontario Municipal Board. The subject site was not included in the new by-law as there was a development application on the site and remains under Zoning By-law 438-86 for the former City of Toronto.

The site is zoned Reinvestment Area (RA) in Zoning By-law 483-86. A wide range of residential, retail, commercial, institutional, recreational and industrial uses are permitted on the site.

On this site, a maximum building height of 30 metres is currently permitted with an additional 5 metres permitted for rooftop mechanical elements. Buildings are permitted to extend to the front lot line and to the side lot lines to a depth of 25 metres from a street. Beyond 25 metres buildings are to be setback a minimum 7.5 metres from a side lot line. A minimum 7.5 metre setback from the rear lot line is also required. A minimum setback of 3 metres is required along street frontages for the portion of a building higher than 20 metres.

This site is subject to a site specific restrictive exception that requires a 3 metre step back after a building height of 20 metres. Along the Front Street East frontage, the building is to have a maximum base height of 20 metres, with an angular plane of 44 degrees after 20 metres with no building or structure penetrating outside the plane. Also, the properties with municipal addresses 177 Front Street East and 21 Sherbourne Street are subject to a site specific permissive exception that permits a commercial parking lot of up to 58 parking spaces. Other permissions and exceptions also apply.

Site Plan Control

The proposed development is subject to site plan control. An application for Site Plan Control Approval has not been submitted but will be required.

Tree Preservation

Urban Forestry staff are reviewing the development plans to determine the impact on any existing mature trees. The owner will be required to obtain the necessary permits prior to removing any trees.

Reasons for the Application

The Zoning By-law Amendment has been submitted to establish uses and the development standards for the proposed development related to, among other matters, maximum density and height; commercial and residential floor area; number and mix of residential units; parking and loading requirements; and building envelopes. All areas of non-compliance with Zoning By-law will be identified through the circulation and review process.

COMMENTS

Application Submission

The following reports/studies were submitted with the original application. The reports have been revised to reflect the current proposal, as required:

Environmental Assessment Reports
Planning Rationale Report
Community Services and Facilities Inventory
Transportation Impact Study
Wind Study
Sun Shadow Study
Stage 1 Archaeological Assessment Report
Arborist Report
Functional Servicing and Stormwater Management Report
Green Development Standards Checklist

A Notification of Complete Application was issued on April 23, 2012. This Preliminary Report was delayed pending the submission of revised drawings.

Issues to be Resolved

The following issues have been identified and will need to be addressed, as part of the review of the subject application.

- 1. Consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
- 2. Conformity with Official Plan policies, particularly with respect to the policies on built form and transportation;

- 3. Consistency with the planning framework for King-Parliament such as: the urban structure, built form, secondary plan and regeneration areas of the Official Plan and King-Parliament Secondary Plan, the guidelines in the "King-Parliament Urban Design Guidelines" and the City-Wide Tall Building Guidelines. Built form concerns include: height of the proposal, shadow impacts on surrounding properties, massing issues including, but not limited to: sky view, light penetration, privacy, wind mitigation and pedestrian realm weather protection;
- 4. Height and overall massing of the proposed towers, given the prevailing character of the Secondary Plan area;
- 5. Contextual considerations, including the pattern of development and managing growth in areas north, south, east and west of the site;
- 6. Mix of unit sizes, particularly the provision of family sized units;
- 7. Provision of replacement commercial floor space particularly along the Front Street frontage;
- 8. Coordination with the streetscape improvements in the area, including the new design for Lower Sherbourne Street as part of the bike lane improvements;
- 9. Assessment of traffic generation, access and transportation impacts;
- 10. Appropriate servicing to accommodate the proposed development;
- 11. Adequacy of community services in the area;
- 12. Adherence to the City's Toronto Green Standard and Green Roof By-law; and
- 13. Identification and securing of public benefits pursuant to Section 37 of the *Planning Act* should a redevelopment be recommended for approval.

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

CONTACT

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E-mail: mchlon@toronto.ca

SIGNATURE

Gregg Lintern, MCIP, RPP Director, Community Planning

Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan

Attachment 2: Ground Floor

Attachment 3: Second Floor

Attachment 4: Second Townhouse Floor Plan

Attachment 5: Third Floor

Attachment 6: East Elevation

Attachment 7: North Elevation

Attachment 8: West Elevation

Attachment 9: South Elevation

Attachment 10: Existing Zoning

Attachment 11: Official Plan

Attachment 12: King-Parliament Secondary Plan Map 15-1 – Land Use Plan

Attachment 13: King-Parliament Secondary Plan Map 15-2 – Urban Structure

Attachment 14: King-Parliament Secondary Plan Map 15-3 – Areas of Special Identity

Attachment 15: Application Data Sheet

Attachment 1: Site Plan Front St. ĸ. Α / Lower Sherbourne Princess St. 4TH FLOOR GREEN/COOL ROOF ND FLOOR TERRAC В 187.65 MECH. ROOF 34 STORE С 11TH FLOOR EXTERIOR AMENITY EXISTING FIRE HYDRANT * ALL BUILDING ELEVATIONS ARE TOP OF SLAB

STREET CENTRE LINE

Site Plan

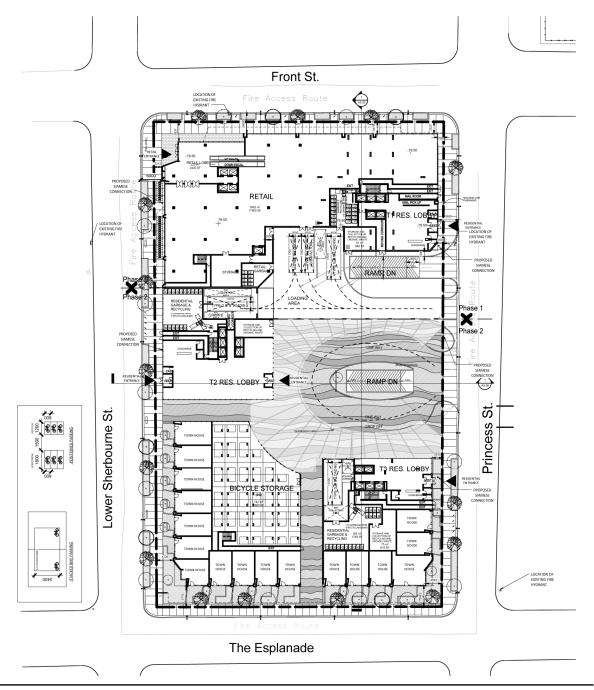
Applicant's Submitted Drawing

Not to Scale
11/12/2013

Tile # 12 141911 STE 28 0Z

The Esplanade

Attachment 2: Ground Floor



Ground Floor Elevation

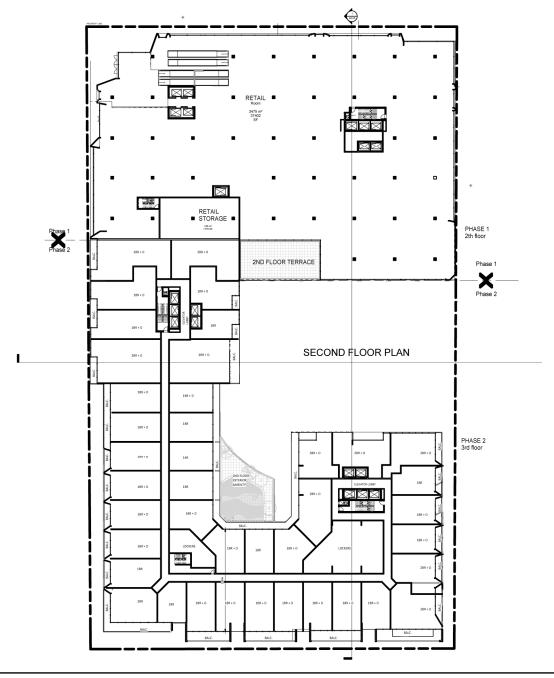
177, 183 & 197 Front Street East 15-21 Lower Sherbourne Street and 200 The Esplanade

File # 12_141911_STE_28_0Z

Applicant's Submitted Drawing

Not to Scale 11/12/2013

Staff report for action – Preliminary Report -177, 183 and 197 Front Street East, 15 to 21 Lower Sherbourne Street and 200 The Esplanade



Attachment 3: Second Floor

Second Floor Elevation

177, 183 & 197 Front Street East 15-21 Lower Sherbourne Street and 200 The Esplanade

Applicant's Submitted Drawing

Not to Scale 11/12/2013

File # 12_141911_STE_28_0Z

RETAILBELOW Phase 2 (1) (1)

Attachment 4: Second Townhouse Floor Plan

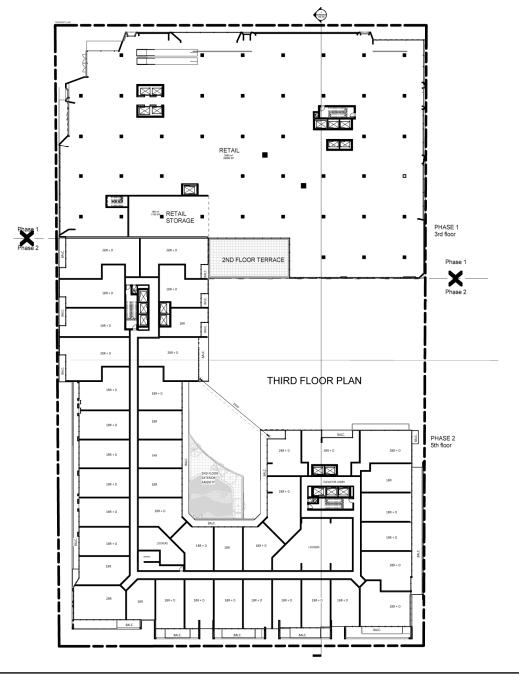
Second Townhouse Floor Plan

Plan 177, 183 & 197 Front Street East 15-21 Lower Sherbourne Street and 200 The Esplanade

Applicant's Submitted Drawing

File # 12_141911_STE_28_0Z

Not to Scale 11/12/2013



Attachment 5: Third Floor

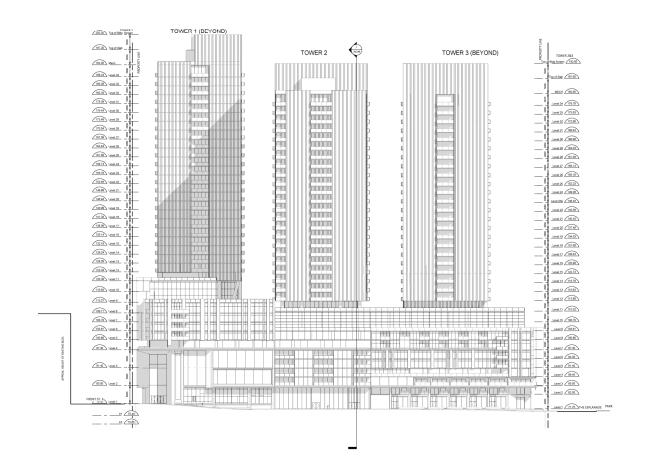
Third Floor Elevation

Applicant's Submitted Drawing

Not to Scale 11/12/2013 177, 183 & 197 Front Street East 15-21 Lower Sherbourne Street and 200 The Esplanade

File # 12_141911_STE_28_0Z

Attachment 6: East Elevation



West Elevation

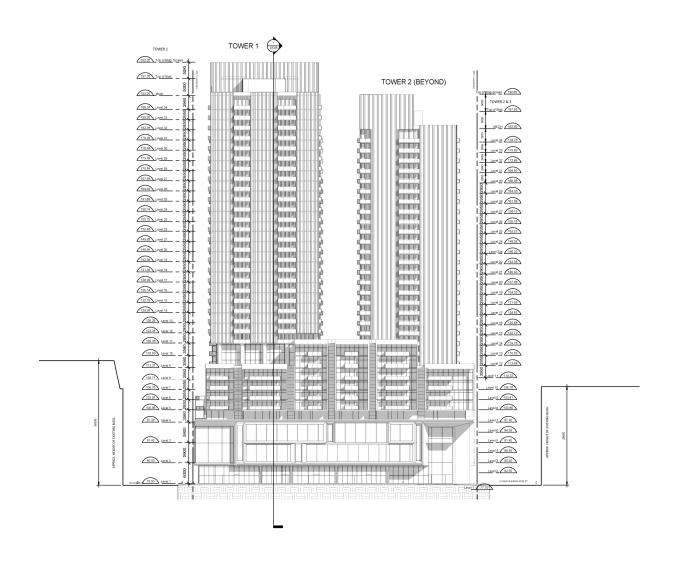
Applicant's Submitted Drawing

Not to Scale 11/12/2013

177, 183 & 197 Front Street East 15-21 Lower Sherbourne Street and 200 The Esplanade

File # 12 141911 STE 28 OZ

Attachment 7: North Elevation



North Elevation

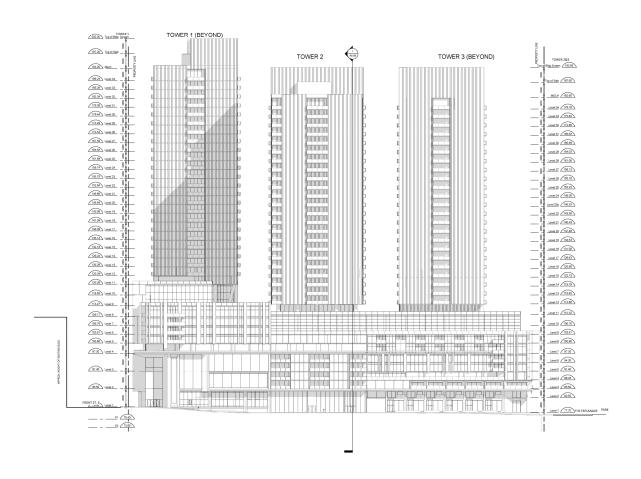
Applicant's Submitted Drawing

Not to Scale 11/12/2013

177, 183 & 197 Front Street East 15-21 Lower Sherbourne Street and 200 The Esplanade

File # 12 141911 STE 28 OZ

Attachment 8: West Elevation



West Elevation

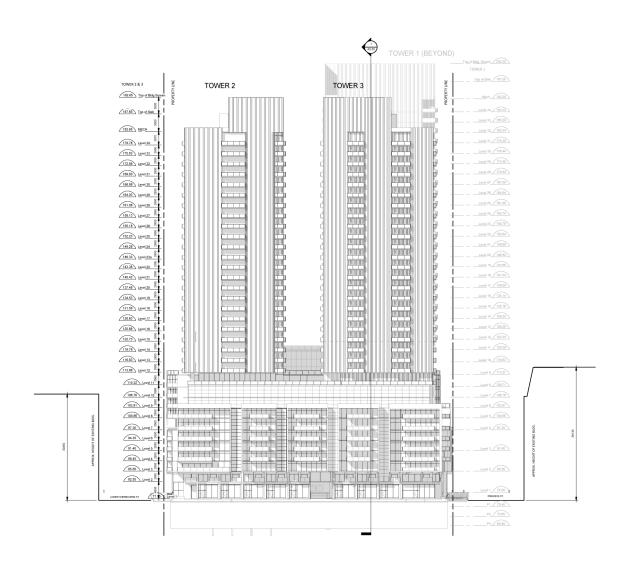
Applicant's Submitted Drawing

Not to Scale 11/12/2013

177, 183 & 197 Front Street East 15-21 Lower Sherbourne Street and 200 The Esplanade

File # 12_141911_STE_28_0Z

Attachment 9: South Elevation



South Elevation

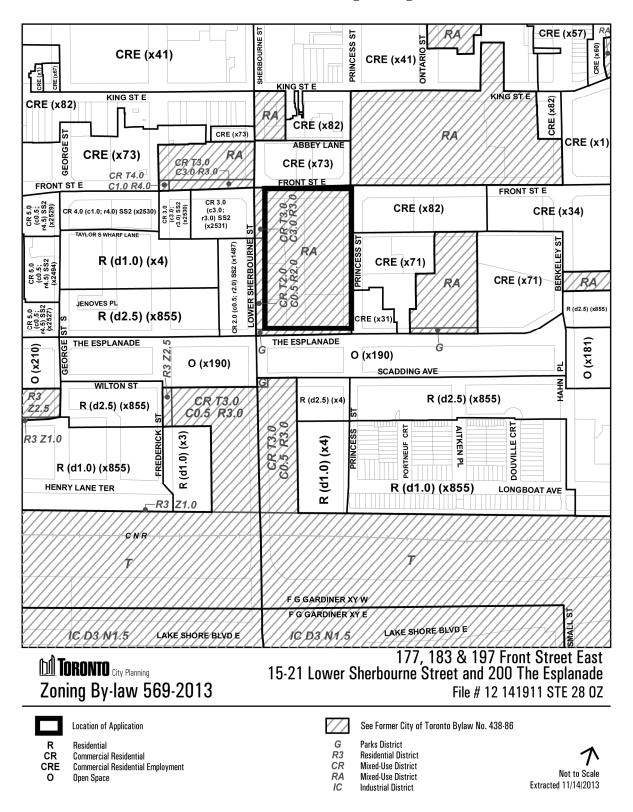
Applicant's Submitted Drawing

Not to Scale 11/12/2013

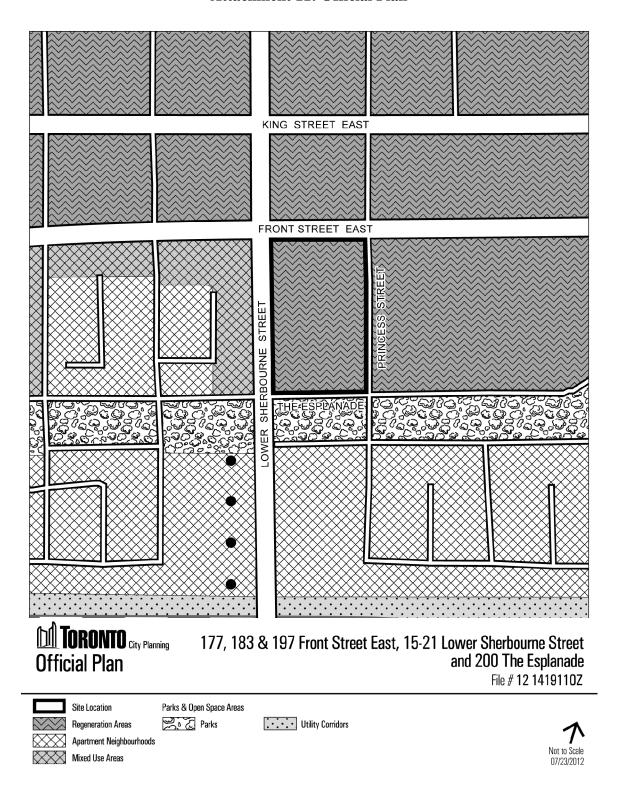
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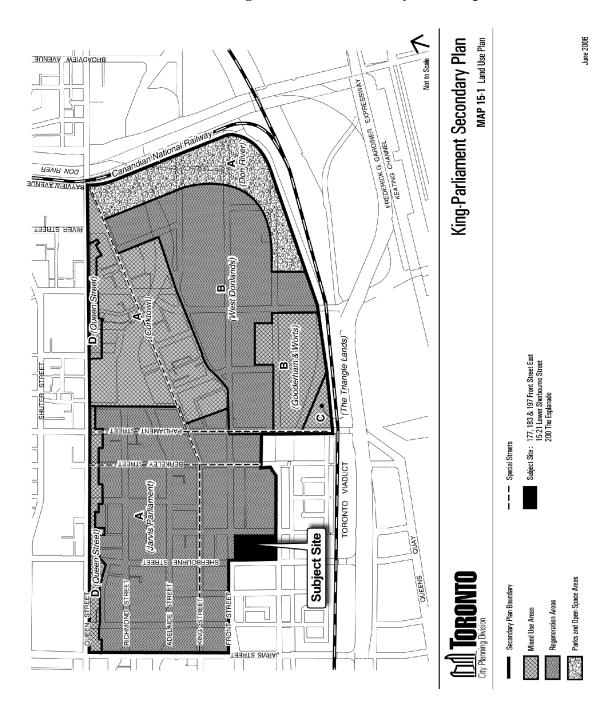
Attachment 10: Existing Zoning



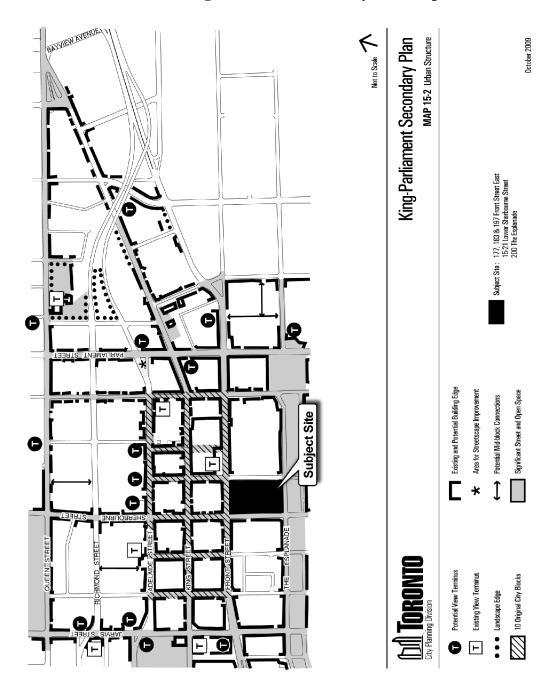
Attachment 11: Official Plan



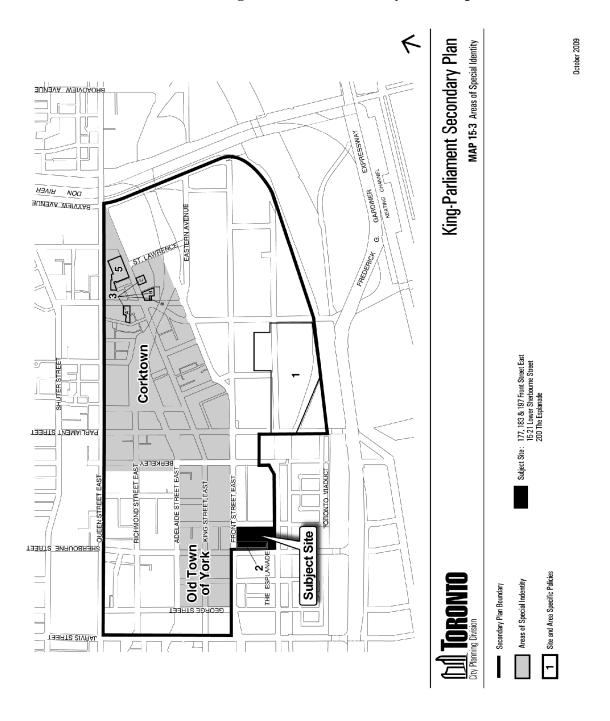
Attachment 12: King-Parliament Secondary Plan Map 15-1



Attachment 13: King-Parliament Secondary Plan Map 15-2



Attachment 14: King-Parliament Secondary Plan Map 15-3



Attachment 15: Application Data Sheet

Application Type Rezoning Application Number: 12 141911 STE 28 OZ

Details Rezoning, Standard Application Date: March 2012

Revised submission October 2013

Municipal Address: 177, 183 and 197 Front Street East, 15 to 21 Lower Sherbourne Street and 200 The

Esplanade

Project Description: REVISED APPLICATION - To permit the redevelopment of the block bounded by Lower

Sherbourne Street, Princess Avenue, The Esplanade and Front Street East. The revised proposal is to permit a mixed use development consisting of three 34-storey residential towers including an 8 to 10-storey base building with residential and commercial uses. Proposed total GFA is 118,013 sq.m., with 1,349 residential units, 708 vehicle parking

spaces.

Applicant: Agent: Architect: Owner:

Sentinel (Sherbourne) Land Hariri Pontarini Sentinel (Sherbourne) Land

Corporation Architects Corporation

50 Confederation Parkway
Concord, ON L4K 4T8

50 Confederation Parkway
Toronto, ON M5V 1M6
Concord, ON L4K 4T8

PLANNING CONTROLS

Official Plan Designation: Regeneration Areas Site Specific Provision:

Zoning: RA Historical Status:

Height Limit (m): 30 metres Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m): 11323 Height: Storeys: 34

Frontage (m): 82.61 Metres: 114.22

Depth (m): 138.39

Total Ground Floor Area (sq. m): 6381 **Total**

Total Residential Floor Area (sq. m): 116732 Parking Spaces: 708

Total Non-Res Floor Area (sq. m): 9523 Loading Docks 5

Total GFA (sq. m): 118,013 Floor Space Index: 10.57

DWELLING UNITS

TOTAL FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential (sq. m):	116732	0
Bachelor:	0	Retail (sq. m):	9523	0
1 Bedroom:	927			0
2 Bedroom:	405			0
3 + Bedroom:	17			0
Total Units:	1349			

Mark Chlon, Senior Planner

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