

# **1-7 Yonge Street – Official Plan Amendment and Zoning Amendment Applications – Decision Report - Approval**

Date: June 6, 2023

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward: 10 - Spadina-Fort York

**Planning Application Number:** 20 152435 STE 10 OZ

## **SUMMARY**

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This report reviews and recommends approval of the application to amend the Official Plan and Zoning By-law to permit hotel uses and redeployment of density in the previously-approved Phases 4 and 5 of Pinnacle's 1-7 Yonge Street development. The previous approvals allowed for two non-residential buildings and the reuse of the existing Toronto Star building containing commercial uses.

The application conforms to relevant Provincial plans as well as the policies of the Official Plan and Central Waterfront Secondary Plan. The proposal's exclusively non-residential land use will increase job opportunities and contribute to creating a true, mixed-use community in the Lower Yonge Precinct. The proposal provides for public realm improvements and a built form that is appropriately massed and sited.

## **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. City Council amend the Official Plan, for the lands at 1-7 Yonge Street substantially in accordance with the draft Official Plan Amendment included as Attachment No. 12 to this report.
2. City Council amend Zoning By-law 249-2020 for the lands at 1-7 Yonge Street substantially in accordance with the draft Zoning By-law Amendment included as Attachment No. 13 to this report.
3. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment and draft Zoning By-law Amendment as may be required.

## FINANCIAL IMPACT

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The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

## DECISION HISTORY

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In July of 2018, the OLT approved a settlement (PL140008) between Pinnacle and the City of Toronto with respect to Pinnacle's 1-7 Yonge Street applications, and subsequently issued an order in April 2019. The settlement included permissions for a mixed-use residential and commercial development to include buildings ranging in height from 65 storeys (204.2 metres) to 95 storeys (294.2 metres) for the mixed use residential buildings on the north block, and 22 storeys (92.2 metres) to 35 storeys (144 metres) for the commercial development on the south block.

The settlement included a number of community benefits including: the development of a Community Centre within the Phase 1 mixed-use building; 10% affordable housing units to be located within the Phase 1 and the Phase 3 mixed-use buildings; the development of a corner plaza on a piece of City-owned right-of-way; a financial contribution to the Lower Yonge Park which will be located on the neighbouring LCBO lands; and a financial contribution to the Jack Layton Ferry Terminal. The settlement also included a number of holding provisions within the approved By-law to address technical matters.

In July of 2018, City Council endorsed the Lower Yonge Public Realm Concept Plan, which provides streetscape and public realm details for the Lower Yonge Precinct.

## THE APPLICATION

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**Description:** The current application seeks to amend the OLT approved permissions for the south block (known as Phases 4 and 5), to change deployment of density, and to allow for hotel uses. Phase 4 is proposed to be proposed at 24 storeys (115.5 metres including the mechanical penthouse), where as Official Plan Amendment 487 allows for 22 storeys; Phase 5 is proposed at 40 storeys (171.5 metres including the mechanical penthouse), whereas the previous approval allowed for 37 storeys.

The following statistics apply only to the currently proposed Phases 4 and 5 of the 1-7 Yonge Street property:

	Phase 4	Phase 5	Combined
<b>Office Gross Floor Area (GFA)</b>	60,276 sqm	57,244 sqm	117,520 sqm
<b>Hotel GFA</b>	0 sqm	24,286 sqm	24,286 sqm

	<b>Phase 4</b>	<b>Phase 5</b>	<b>Combined</b>
<b>Retail GFA</b>	4,720 sqm	0 sqm	4,720 sqm
<b>Other Non-residential uses (such as food hall) GFA</b>	1,076 sqm	0 sqm	1,076 sqm
<b>Total GFA</b>	66,026 sqm	81,530 sqm	147,602 sqm

**Density:** 13.1 times the area of the lot.

**Access, Parking, and Loading:** Access to the site is proposed off Freeland Street; 1,011 vehicle parking spaces; 246 long term bicycle parking spaces and 259 short term bicycle parking spaces (for a total of 505 bicycle parking spaces); total of six (6) loading spaces are proposed (three Type B and three Type C).

**Additional Information:** Attachments are available at the end of this report that include: project data, plans and elevations, 3D model perspectives, various Official Plan and zoning maps, and the draft Official Plan Amendment and Zoning By-law Amendment.

**Reasons for Application:** The Official Plan Amendment and Zoning By-law Amendment applications are required to address Official Plan and zoning by-law deficiencies related to the hotel use and the deployment of density which has resulted in built form modifications that increase building height and the location and siting of the buildings.

**POLICY CONSIDERATIONS**

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**Provincial Land-Use Policies:** All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement, and shall conform to provincial plans.

**Official Plan:** Downtown and Central Waterfront.

The application is subject to Official Plan Amendment (OPA) 487 which amends the Central Waterfront Secondary Plan and the Lower Yonge Precinct Plan to accommodate the 1-7 Yonge Street development, and is the outcome of the OLT settlement regarding PL140008. The site is designated Regeneration Areas, modified to prohibit hotel use.

**Zoning:** The site is subject to Zoning By-law 249-2020 which amends former City of Toronto Zoning By-law 438-86, and is the outcome of the OLT settlement noted above. The subject site is zoned Commercial Residential (CR) with a Holding symbol (H), which addresses various technical matters. Site-specific provisions allow up to 147,600

square metres of Gross Floor Area (GFA) for the block south of future Downes Street (the "South Block"), but limit uses to non-residential uses including office and retail uses, while prohibiting hotel uses. Zoning By-law 249-2020 also sets out specific built form standards including agreed upon heights and setbacks for the 1-7 Yonge Street development.

**Design Guidelines:** The follow design guidelines have been used in the evaluation of this application:

- Tall Building Design Guidelines;
- Retail Design Guidelines;
- Lower Yonge Precinct Plan; and
- Lower Yonge Public Realm Concept Plan.

**Toronto Green Standard (TGS):** The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the TGS. The TGS can be found here: <https://www.toronto.ca/city-government/planningdevelopment/official-plan-guidelines/toronto-green-standard/>

**Site Plan Control:** The site is subject to Site Plan Control and the applicant has submitted a site plan control application, which is currently under review.

## **CONSULTATION**

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On January 14, 2021, City Planning staff conducted a virtual community consultation meeting, with approximately 59 people in attendance. Concerns were raised in regards to the market demand of the land uses proposed; blocking views from Phases 2/3 (north of future Downes Street, the "North Block"); traffic congestion; sustainability; and pedestrian networks, both above- and-below grade.

In June of 2022 the proposal was brought to the Waterfront Toronto Design Review Panel. Panel members emphasized improving the pedestrian experience with more landscaping and public art and appreciated the retention and integration of the Toronto Star building and the Thermal Energy Demand Intensity (TEDI) target of 30. The panel voted unanimously in support for the project.

## **COMMENTS**

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### **Provincial Policy Statement and Provincial Plans**

City staff review of this application has had regard for the relevant matters of provincial interest set out in the Planning Act. The current proposal was reviewed for consistency with the Provincial Policy Statement and conformity with the Growth Plan. Staff find the proposal to be consistent with the PPS and conforms with the Growth Plan.

## **Official Plan and Zoning By-law Amendments**

This application proposes an Official Plan Amendment, which contemplates modifications to Official Plan Amendment 487 to permit hotel uses in Regeneration Areas for the South Block and to adjust the building heights and deployment of density for non-residential buildings 4 and 5 (Phases 4 and 5). The proposed modifications to OPA 487 are acceptable and their impacts are discussed further below.

These changes in use permissions, height and deployment of density also need to be codified in an amendment to the site-specific Zoning By-law.

## **Land Use**

The application proposes retail, office, and hotel uses. All three of these uses are considered non-residential uses. The retail and office uses are supportable and meet the intention of OPA 487 for the South Block of 1-7 Yonge Street.

The hotel use, with a proposed 410 rooms, was not a use contemplated in OPA 487 due to concerns related to possible impacts from the manufacturing processes at Redpath Sugar. In accordance with the Three Party Agreement between the City, landowners, and Redpath, the applicant proposed amendments to that Agreement to allow for the hotel use. In order to accept the hotel use, noise, vibration, and odour studies were submitted and reviewed. The result of that review is that both the City and Redpath have accepted an amendment to the Agreement to allow for the hotel use. As such, the proposed land use is acceptable.

## **Public Realm and Mobility**

The Lower Yonge Precinct Plan and Public Realm Concept Plan envision wide sidewalks to accommodate the anticipated pedestrian volumes. These area-specific documents also provide various design criteria related to street furniture, street lighting, street trees and plantings.

The proposed sidewalk and mid-block connection widths either meet or surpass Official Plan and zoning by-law requirements and meet the intent of the Lower Yonge Precinct Plan and Public Realm Concept Plan. Sidewalks exceed the 6 metre minimum width, ranging from slightly over 6 metres to 10 metres at key streets identified in the Precinct and Public Realm Plans. The covered north-south mid-block connection between Phases 4 and 5 is 10 metres wide and is proposed to have a glass cover. This cover meets the OPA 487 that speaks directly to weather protection. The east-west mid-block connection that connects to the north-south mid-block connection is 3.4 metres wide, which is greater than the connection width required in the existing zoning by-law. The proposal also "opens up" the first two floors of the Toronto Star building at the corner of Yonge Street and Queens Quay to create greater visibility and public realm space, reflecting an OPA 487 requirement.

The proposal also includes 505 bicycle parking spaces, of which 246 will be long term spaces and 259 will be short term spaces. The spaces provided meet the applicable zoning by-law and TGS standards. Bike parking is provided on the P1 level of the parking garage and at grade. The application also proposes multiple shower and

change facilities for workers of the two non-residential buildings. The proposal provides bicycle infrastructure that is convenient and easy to access.

Transportation Services have reviewed the application and its supporting documentation related to traffic impact and parking. Transportation Services staff accept the traffic impacts this proposal generates. As for parking, the parking supply at 1,011 spaces exceeds the requirements of the zoning by-law. Spaces are provided for the office, retail, and hotel uses in 6 levels of underground parking. If applying the Downtown parking standards under Zoning By-law 438-86, the requirement would be between 416 and 1,109 spaces, and if applying Policy Area 1 of Zoning By-law 569-2013, the requirement would be between 465 and 1,288 spaces; since the proposed parking supply falls within these ranges, Transportation Services staff agree with the applicant's transportation consultant and consider the parking supply acceptable. Transportation Services will provide further comment on the design and layout of the parking garage through the site plan control process.

A total of six (6) loading spaces are proposed within the South Block, including three (3) Type B and three (3) Type C loading spaces. These loading spaces meet the minimum required under the zoning by-law and are therefore acceptable.

### **Parkland**

The applicant has previously agreed to work with the abutting developer in the Lower Yonge Precinct to provide for an off-site parkland dedication that will contribute to the assembly of a 1 hectare centralized park at 55 Lake Shore Boulevard East. The park has been secured through the 'Multiple-party Agreement for Dedication of Land within the Lower Yonge Precinct for Park Purposes' between the applicant, Menkes Developments Ltd., and the City, which was executed on January 28, 2019 and registered on title to the future park site on April 18, 2019. The applicant has therefore met the parkland dedication requirement for this application.

### **Built Form**

The approved site specific zoning by-law amendment for the site allows a total of 147,600 square metres of non-residential space. The applicant proposes 147,602 square metres of non-residential space. This minor increase is acceptable.

OPA 487 and the site-specific Zoning By-law included height limits for the Phase 4 and 5 buildings. The applicant proposes to amend the height limits of the buildings as such:

	<b>Phase 4 (east side of block)</b>		<b>Phase 5 (west side of block)</b>	
	<b>Approved</b>	<b>Proposed</b>	<b>Approved</b>	<b>Proposed</b>
<b>Storeys</b>	22	24	37	40
<b>Height in Metres</b>	93	108.8	145	160.2

	Phase 4 (east side of block)		Phase 5 (west side of block)	
	Approved	Proposed	Approved	Proposed
<b>Height in Metres including Mechanical Penthouse</b>	98.2	115.5	149.9	171.5

The proposed heights are acceptable based on the impacts from a shadow and wind perspective (see below). The heights are also an acceptable transition from the taller buildings on the North Block of 1-7 Yonge (Phases 2 and 3). The mechanical penthouse for the Phase 5 building is 11.3 metres instead of the previously approved 6 metres due to the amenity (a pool and change rooms) being located partially on the mechanical penthouse portion of the building.

The buildings from the east and west blocks noted above have a tower separation distance of 25 metres which meets the minimum performance standard identified in the City's Tall Building Design Guidelines. The Phase 5 building is attached to the Toronto Star Building from floors two and up. There is also a pedestrian bridge that connects the Phase 4 and Phase 5 buildings. This bridge is above the first floor, connecting on the second floors.

The built form is appropriately massed and sited to maximize the public realm improvements and mitigate impacts of light, view, privacy, and wind.

**Sun, Shadow, and Wind**

The applicant provided a shadow study in support of the application. There is shadow proposed on the 1 hectare centralized park at 55 Lake Shore Boulevard East from 3:18 PM onward on March 21, September 21, and June 21. The shadows proposed are a small increase from the shadows of the previously approved development. The centralized park will have 6 hours of uninterrupted sunlight from 9:18 AM until 3:18 PM. Staff are satisfied that the proposed development adequately limits shadow impacts.

**Servicing**

Engineering and Construction Services have reviewed the application and its supporting documentation related to municipal services and capacities. From a zoning perspective, Engineering and Construction Services are satisfied with the services proposed for this development. The applicant will be required to pay for and construct any improvements to the municipal infrastructure in connection with the site servicing assessment. Further comments on the servicing will continue through the site plan control process.

**Toronto Green Standard**

The Toronto Green Standard (TGS) is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of

the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision. The applicant is encouraged to achieve Tier 2 or higher to advance the City's objectives for resilience and to achieve net-zero emissions by 2040 or sooner. The proposal retains and integrates the existing Toronto Star building into the proposal, reduces energy demand throughout the project, and will incorporate green landscaping, among other sustainability standards to be secured in the Site Plan Agreement.

### **Holding Provisions**

Under Zoning By-law 249-2020, holding provisions apply to Phases 4 and 5. The applicant has not applied to lift the holding provisions for these Phases. In order to lift the holding provision, certain criteria must be met, such as the completion and registration of a subdivision agreement. The subdivision application for the entire 1-7 Yonge Street development remains under review. The holding provisions will remain on Phases 4 and 5 until such time as the applicant is able to demonstrate fulfillment of the conditions required to lift them.

### **Conclusion**

Staff are of the opinion that the proposal is consistent with the PPS (2020) and conforms with the Growth Plan (2020). The proposal conforms to the Official Plan and the policies of the Central Waterfront Secondary Plan. The proposed commercial development will allow for substantial job provision in the Lower Yonge Precinct, a foundational tenet of the Precinct Plan and its implementing policies and guidelines for creating a true, mixed-use community. Addition of a hotel use continues to support this objective, and is able to be accommodated in a manner that is compatible with the nearby Redpath industrial operation. The public realm improvements are in accordance with OPA 487 and the Lower Yonge Precinct Plan, and the built form provides an appropriate relationship for the buildings on the 1-7 Yonge blocks and the surrounding area. Staff recommend that Council support approval of the application.

### **CONTACT**

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### **SIGNATURE**

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Willie Macrae, BA, MES, MCIP, RPP  
Acting Director, Community Planning  
Toronto and East York District



## **ATTACHMENTS**

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Attachment 1: Application Data Sheet

Attachment 2: Location Map

Attachment 3: Official Plan Map

Attachment 4: Central Waterfront Area Secondary Plan - Map E - Land Use Plan

Attachment 5: Official Plan Amendment - Map J4

Attachment 6: By-law 249-2020 - Map 2A

Attachment 7: By-law 249-2020 - Map 2B

Attachment 8: Site Plan

Attachment 9: West Elevation

Attachment 10: East Elevation

Attachments 11A and B: 3D Model of Proposal in Context

Attachment 12: Draft Official Plan Amendment

Attachment 13: Draft Zoning By-law Amendment

## Attachment 1: Application Data Sheet

Municipal Address: 1-7 YONGE ST Date Received: June 4, 2020

Application Number: 20 152435 STE 10 OZ

Application Type: OPA / Rezoning, OPA & Rezoning

Project Description: Application to amend the Official Plan and Zoning By-law to permit two non-residential buildings and the re-use of the existing Toronto Star building containing retail, office, and hotel uses.

Applicant	Agent	Architect	Owner
PINNACLE INTERNATIONAL (ONE YONGE) LTD	Bousfields Inc.	Hariri Pontarini Architects	PINNACLE INTERNATIONAL (ONE YONGE) LTD

### EXISTING PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:	Central Waterfront Secondary Plan & Lower Yonge OPA
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Zoning:	By-law 438-86	Heritage Designation:	
Height Limit (m):		Site Plan Control Area:	Y

### PROJECT INFORMATION

Site Area (sq m):	11,237	Frontage (m):	122	Depth (m):	79
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Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	8,989	827	5,069	5,896
Residential GFA (sq m):				
Non-Residential GFA (sq m):	61,780	36,298	111,302	147,600
Total GFA (sq m):	61,780	36,298	111,302	147,600
Height - Storeys:	25	25	40	40
Height - Metres:	98	98	158	158

Lot Coverage Ratio (%)	52.47	Floor Space Index:	13.1
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
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Residential GFA:  
 Retail GFA: 4,606  
 Office GFA: 117,635  
 Industrial GFA:  
 Institutional/Other GFA: 25,362

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:				
Other:				
Total Units:				

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:					
Total Units:					

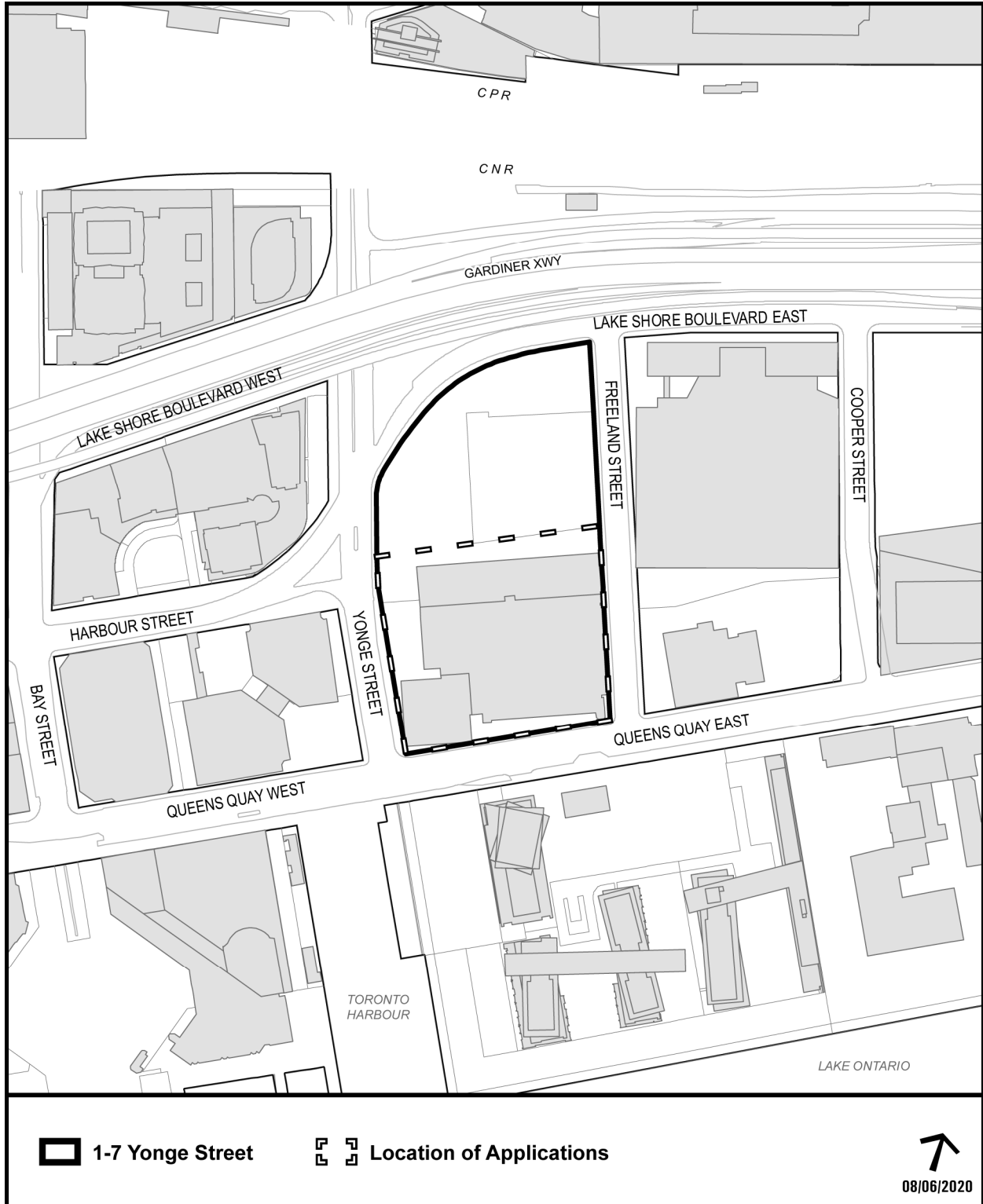
Parking and Loading

Parking Spaces:	1,011	Bicycle Parking Spaces:	505	Loading Docks:	6
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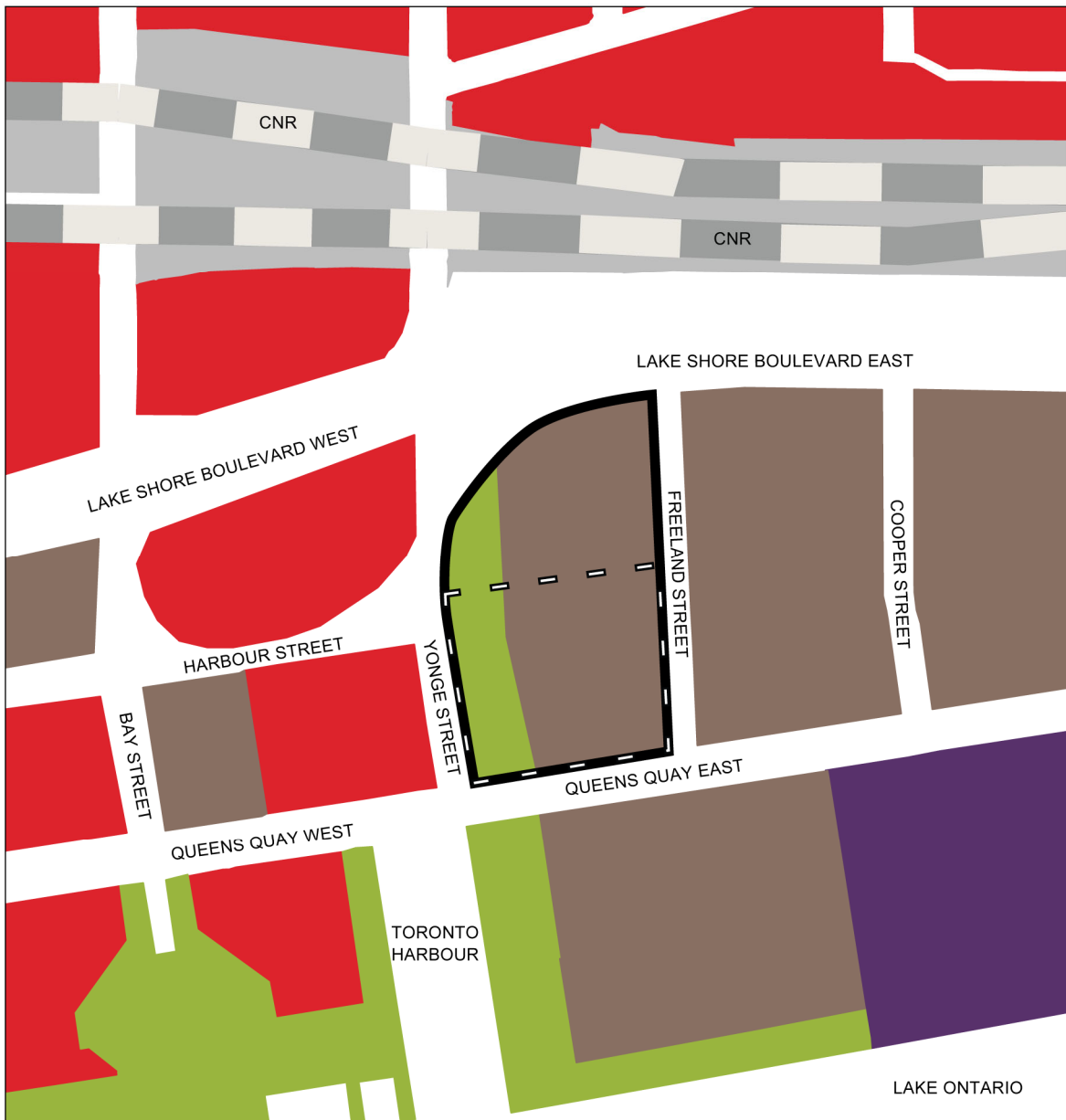
CONTACT:

George Pantazis, Senior Planner  
 416-395-7053  
 George.Pantazis@toronto.ca

Attachment 2: Location Map



Attachment 3: Official Plan Map



1-7 Yonge Street

Official Plan Land Use Map #18

File # 20 152435 STE 10 OZ



1-7 Yonge Street

Location of Application

Mixed Use Areas

Parks

Regeneration Areas

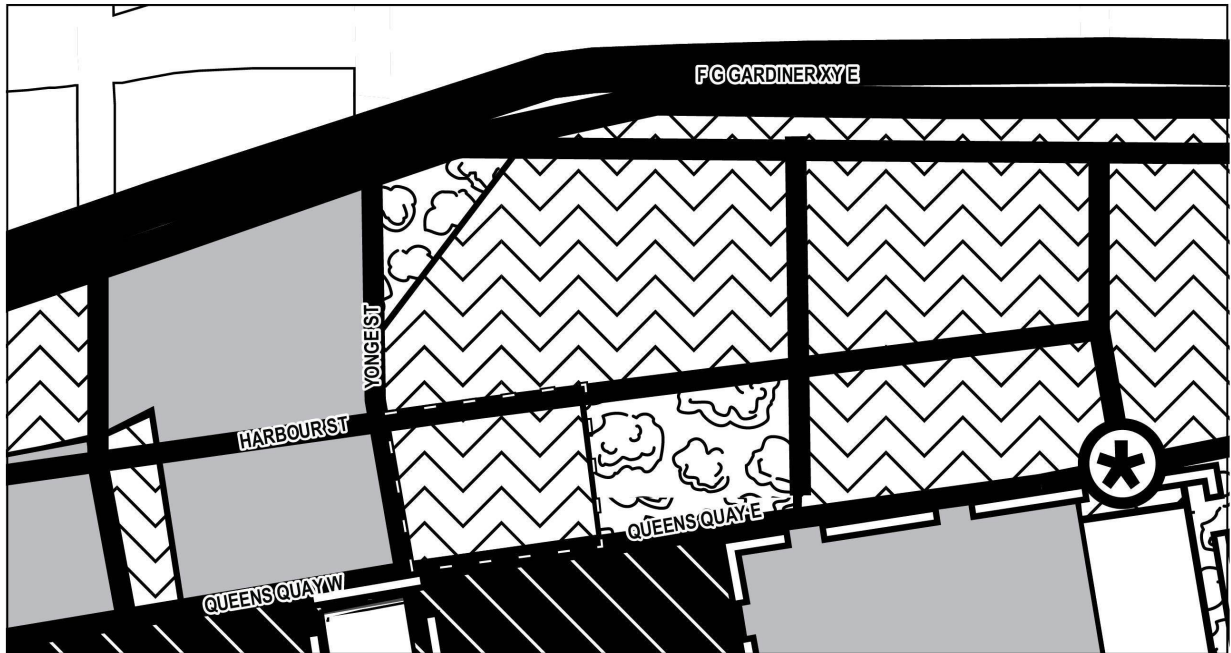
Utility Corridors

Core Employment Areas



Not to Scale  
08/06/2020

Attachment 4: Central Waterfront Area Secondary Plan - Map E - Land Use Plan



1-7 Yonge Street

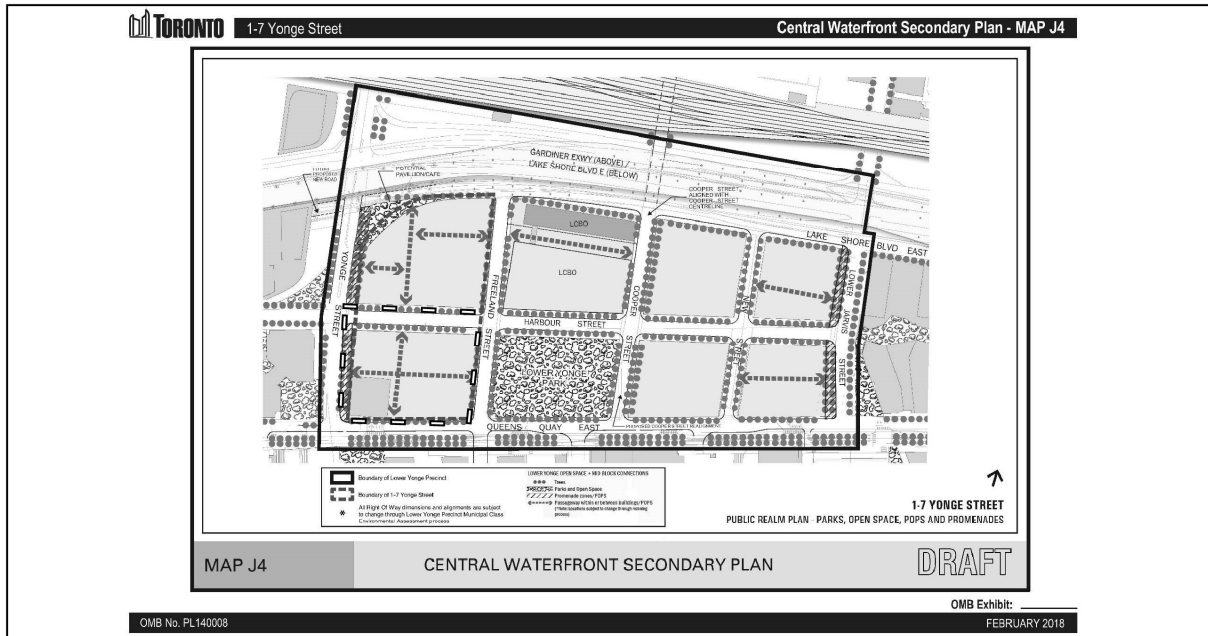
Central Waterfront Area Secondary Plan - MAP E - Land Use Plan

File # 20 152435 STE 10 0Z

- |                            |                                  |                              |  |
|----------------------------|----------------------------------|------------------------------|--|
| Location of Application    | Secondary Plan Boundary          | Existing Use Areas           | Public Promenade (Dockwall/Water's Edge) |
| Parks and Open Space Areas | Foot of Yonge Special Study Area | Inner Harbour Special Places |  |
| Regeneration Areas         |                                  |                              |  |

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Not to Scale  
08/06/2020

Attachment 5: Official Plan Amendment - Map J4



OPA 487 - Map J4

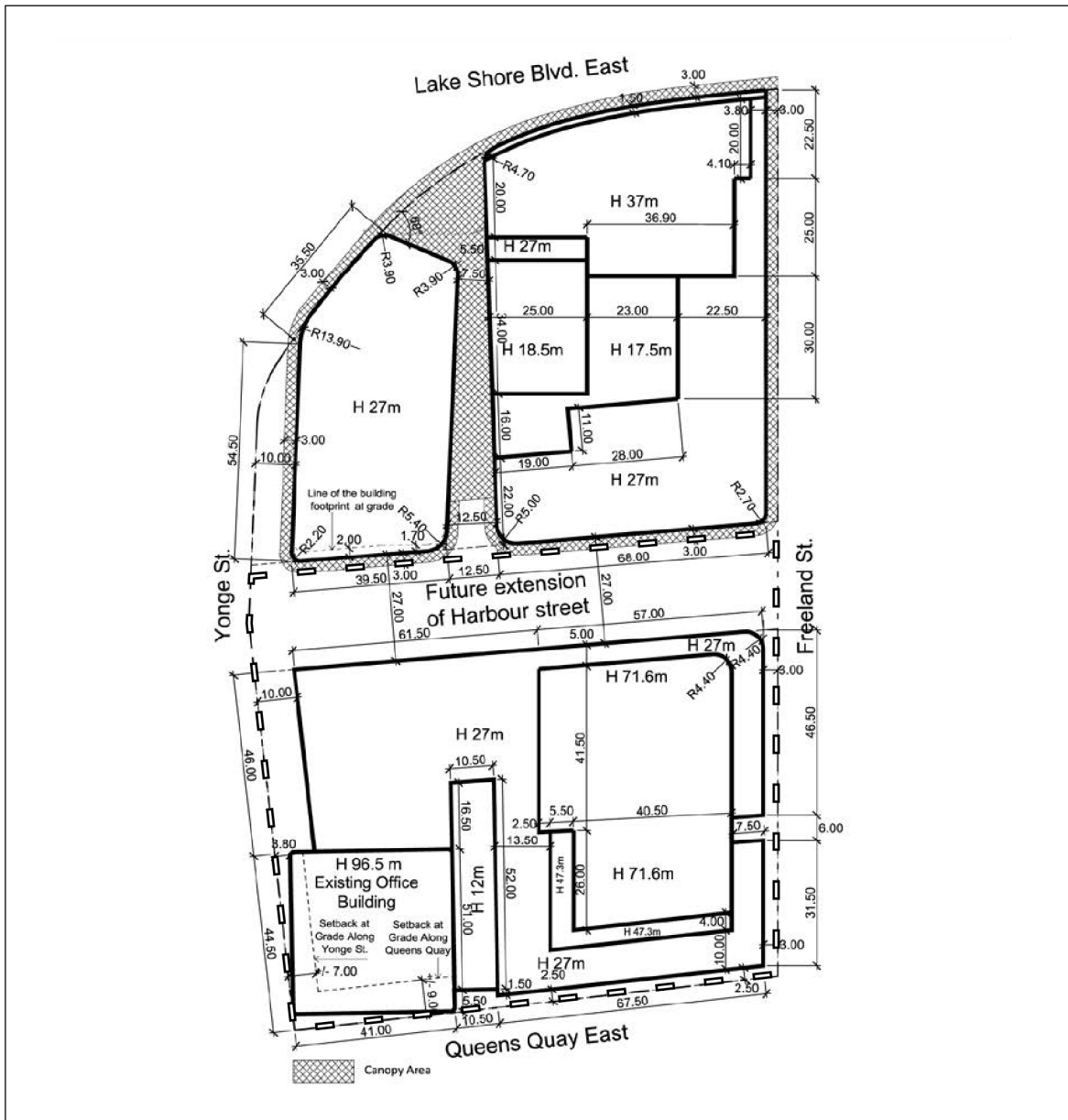
1-7 Yonge Street

File # 20 152435 STE 10 OZ



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Attachment 6: By-law 249-2020 - Map 2A



1-7 Yonge Street

BY-LAW 249-2020 - Map 2A

File # 20 152435 STE 10 OZ

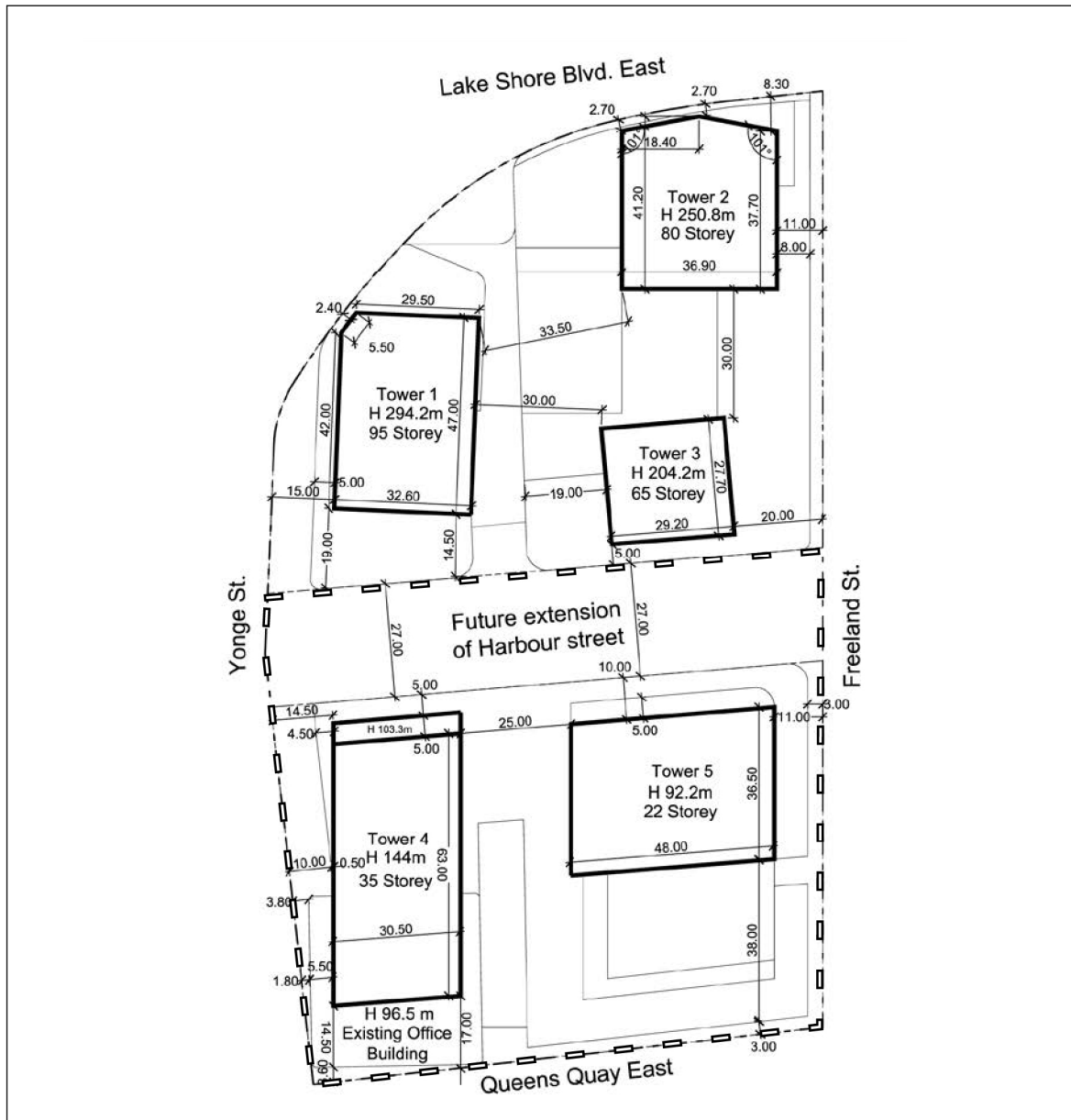


Location of Application



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08/06/2020





1-7 Yonge Street

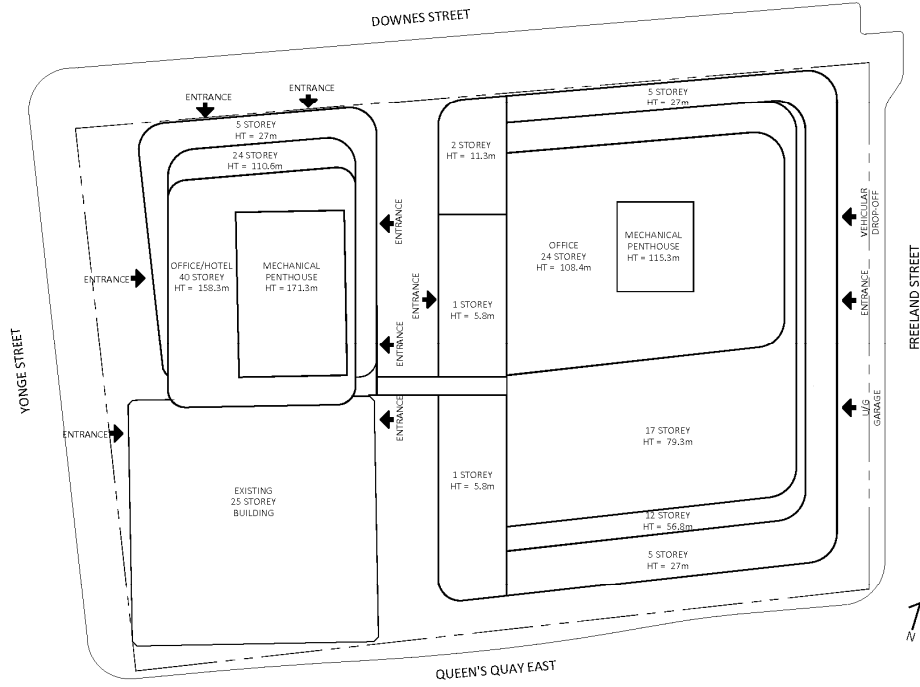
BY-LAW 249-2020 - Map 2B

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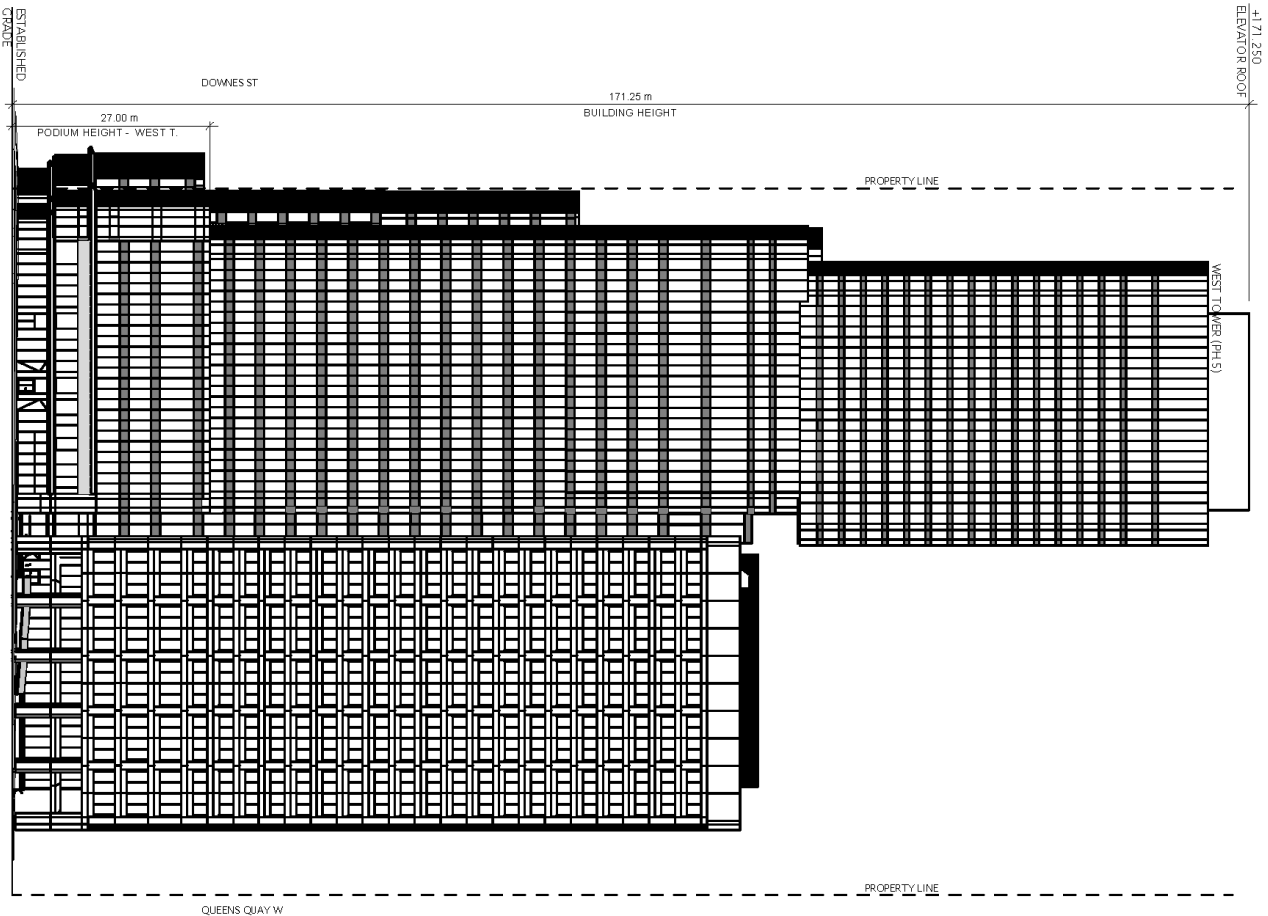


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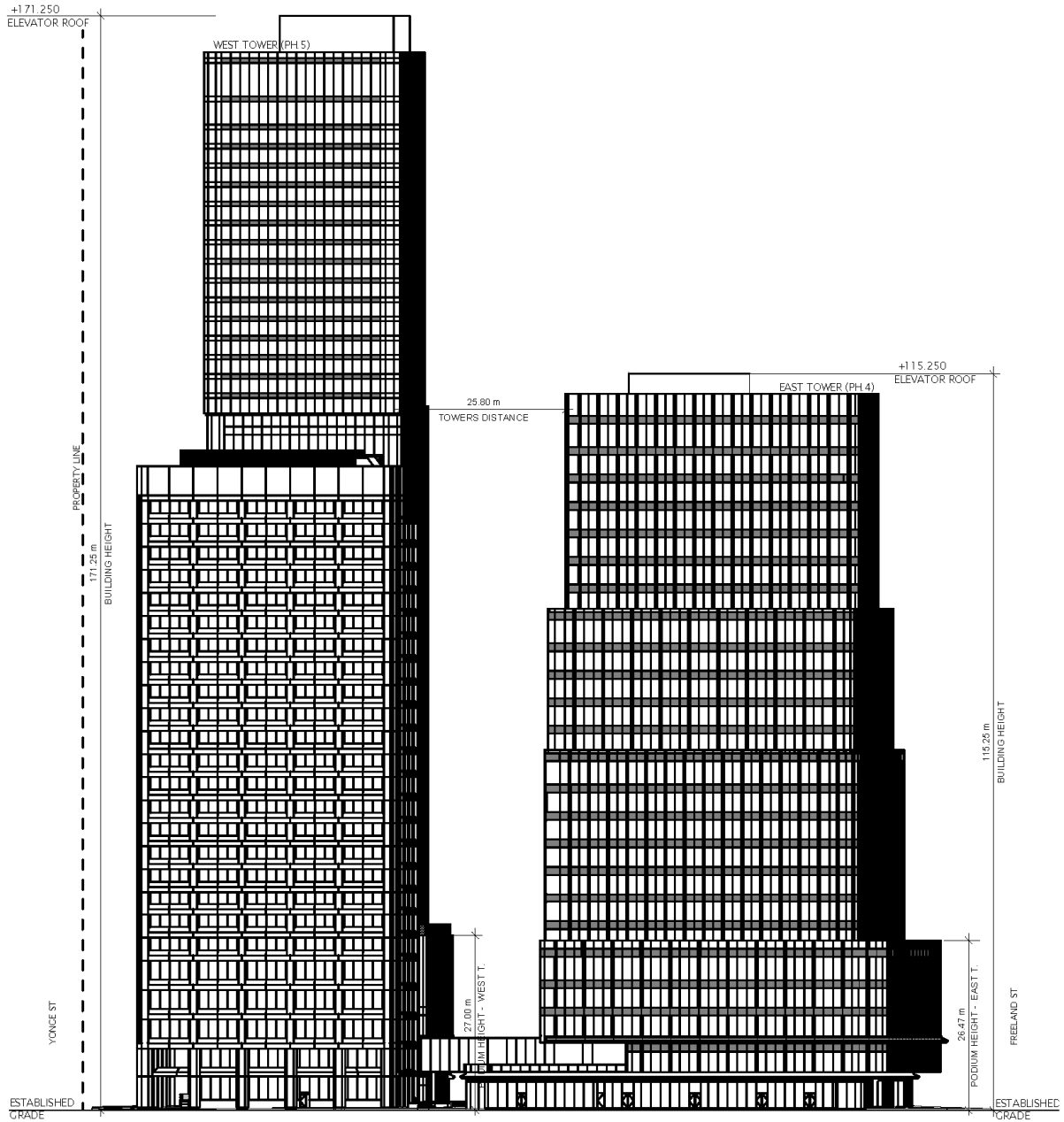
# Attachment 8: Site Plan



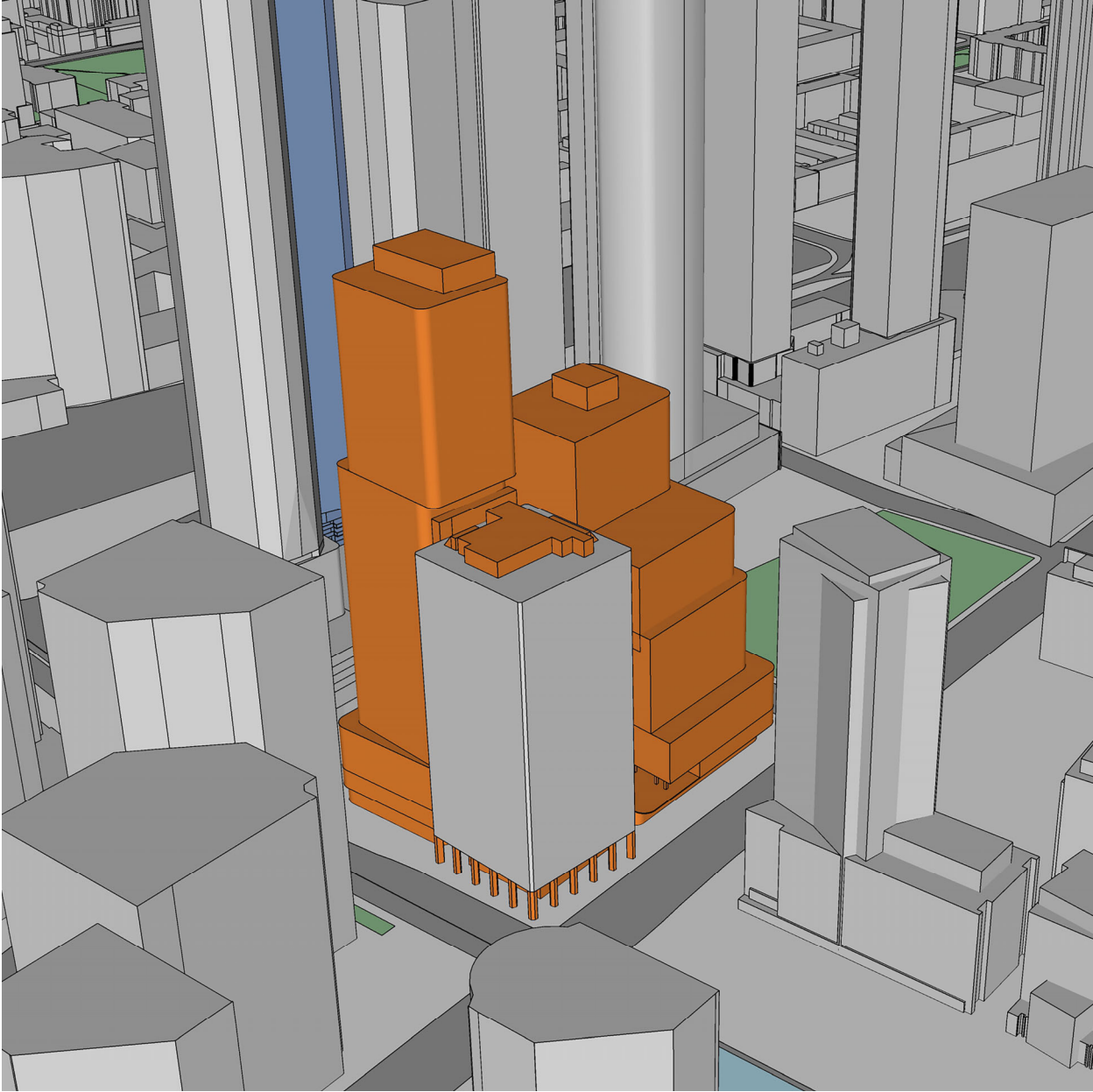
Attachment 9: West Elevation



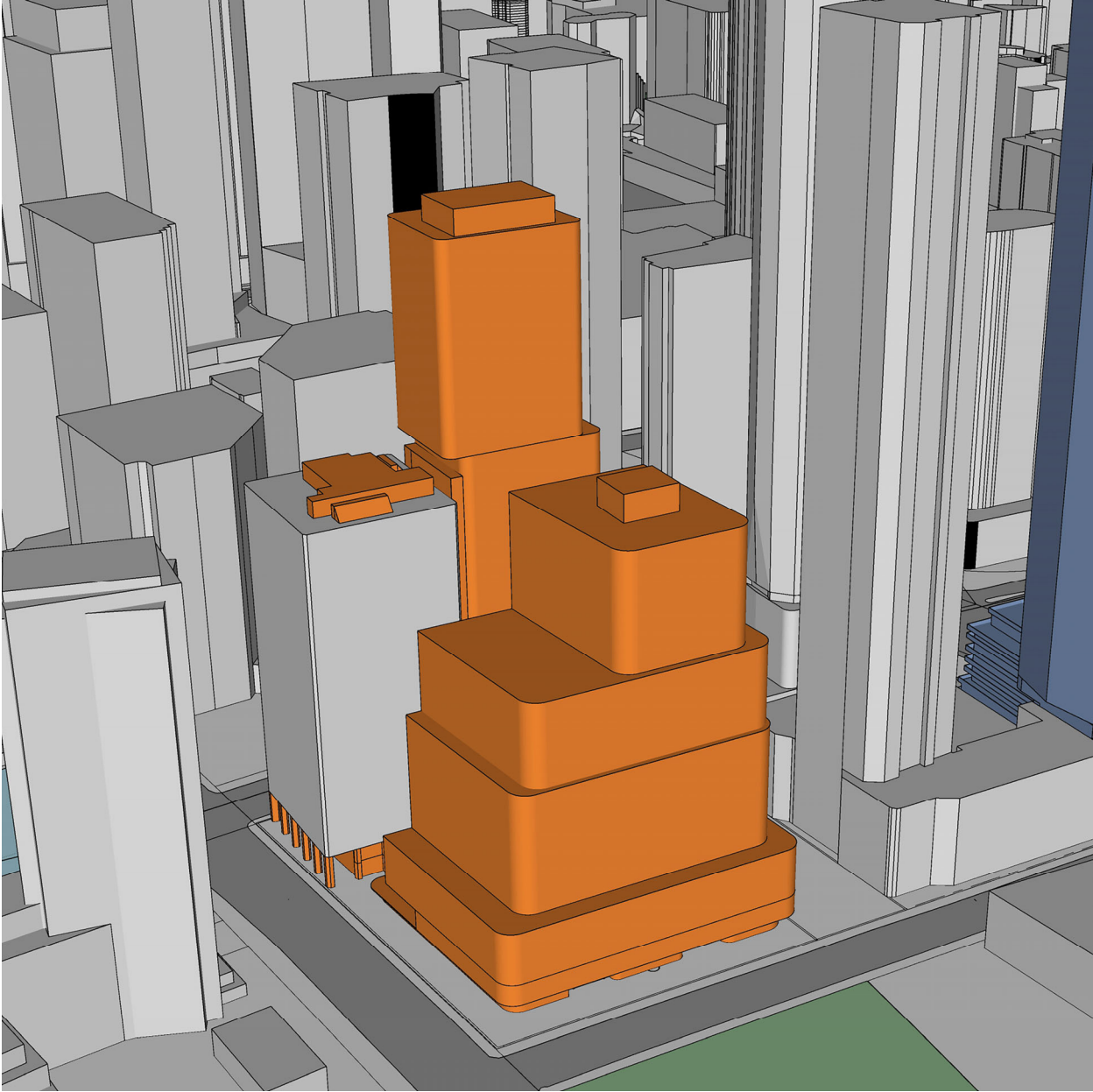
# Attachment 10: East Elevation



Attachment 11A: 3D Model of Proposal in Context - Looking Northeast



Attachment 11B: 3D Model of Proposal in Context - Looking Northwest



Attachment 12: Draft Official Plan Amendment

Authority: Toronto and East York Community Council Item ~ as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

CITY OF TORONTO  
Bill XXX  
BY-LAW XXX

To adopt an Amendment XXX to the Official Plan for the former City of Toronto respecting the lands municipally known in the year 2022 as 1-7 Yonge Street

Whereas authority is given to Council under the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law; and

Whereas Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;

The Council of the City of Toronto enacts:

1. The attached Amendment No. XXX to Official Plan Amendment 487 is hereby adopted pursuant to the Planning Act, as amended.

Enacted and Passed this      day of      , 2023.

Frances Nunziata,    John D. Elvidge,  
   Speaker    City Clerk

(Seal of the City)

AMENDMENT NO. XXX TO THE OFFICIAL PLAN FOR THE FORMER CITY OF TORONTO

LANDS MUNICIPALLY KNOWN IN THE YEAR 2022 AS 1-7 YONGE STREET

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The former City of Toronto Official Plan is amended as follows:

Schedule 1, Paragraph P55 1-7 YONGE STREET – SITE AND AREA SPECIFIC POLICY, is amended by deleting Policy 6.1.1 and replacing it with the following:

6.1.1. Land uses for 1-7 Yonge Street will conform to the uses permitted by the designations shown on Map J8, save and except that a hotel use is permitted on Block 2.

Schedule 1, Paragraph P55 1-7 YONGE STREET – SITE AND AREA SPECIFIC POLICY, is amended by deleting Policy 6.5.14 d) and e) and replacing it with the following:

Policy 6.5.14. is amended as follows:

- d) non-residential Building 4 (west side of Block 2, integrated with Toronto Star building): 40 storeys (160.2 metres; 171.5 metres including mechanical penthouse and elevator over-run);
- e) non-residential Building 5 (east side of Block 2): 24 storeys (108.8 metres; 115.5 metres including mechanical penthouse and elevator over-run).



## Attachment 13: Draft Zoning By-law Amendment

The draft zoning by-law amendment will be made available on or before June 22, 2023.