

STAFF REPORT ACTION REQUIRED

625 Queen Street East Zoning Amendment Application Final Report

Date:	May 4, 2007			
То:	Toronto and East York Community Council			
From:	Director, Community Planning, Toronto and East York District			
Wards:	30 – Toronto-Danforth			
Reference Number:	File No. 06-155850 STE 30 OZ			

SUMMARY

This application proposes the construction of a six storey mid-rise building at 625 Queen Street East with 64 residential units and commercial uses on the ground floor. The proposed development features a green roof and a dedicated parking space for car sharing.

Mid-rise housing is an important form of development that can create new housing and shopping opportunities and can help the City to more easily address reurbanization objectives on *Avenues*.

Queen Street, east of the Don River is rapidly becoming a desirable residential and commercial destination. The proposed mixed-use development is consistent and compatible with the evolving character of Queen Street East, east of the Don River.

This report reviews and recommends approval of the application to amend the Zoning By-law.



RECOMMENDATIONS

The City Planning Division recommends that:

- 1. City Council amend Zoning By-law 438-86, as amended, for the former City of Toronto substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 8;
- 2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
- 3. City Council direct City Planning staff to establish a Terms of Reference to develop a Queen-Riverside Vision Plan for lands fronting on Queen Street East and lands to the north and south of Queen Street East, between the Don Valley and Broadview Avenue and Eastern Avenue to the south.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

In 2003, the previous property owners applied for Site Plan approval to permit a residential development with a total of 19 three-storey row houses with below grade parking. In 2005, the Site Plan Application was approved, however, the developer sold the property to the current owners. The current property owners have submitted a new proposal for the site, which is the subject of this report.

The Preliminary Report (dated August 29, 2006) recommended that staff schedule a community consultation meeting to discuss the application with area residents. The Preliminary Report identified planning issues related to the proponent's Avenue Segment Review, Height, Use and Density, Environment Conditions, Natural Heritage, Loading and Servicing, and the provision of Residential Amenity Space.

The Preliminary Report can be accessed at this link: http://www.toronto.ca/legdocs/2006/agendas/committees/te/te060913/it049.pdf

ISSUE BACKGROUND

Proposal

The proposal is to construct a six-storey mixed use building with 64 residential units, approximately 515 square metres of retail space at grade, and two levels of below grade parking. The proposal includes a total of 40 resident parking spaces, 4 visitor automobile parking spaces, and one parking space dedicated to a shared car. Proposed bicycle parking consists of 38 resident and 10 visitor bicycle parking spaces.

The unit mix comprises one bedroom (plus den), two bedroom, and two bedroom (plus den) units. The proposal features a green roof, 138 square metres of outdoor roof amenity space and 20 square metres indoor amenity space. The proposed height is 23.5 metres (plus mechanical penthouse) with a density 5.05 times the area of the lot. The applicant is seeking an amendment to the Zoning By-law 438-86. The relevant project information is provided in the Attachment 7: Applicant Data Sheet.

Site and Surrounding Area

The site is a corner lot with a site area of approximately 1,208 square metres that slopes downwards to the west towards East Don Roadway and slightly to the south towards the private laneway adjacent to the south side of the site. Previous uses were an automobile garage and used car lot. The following uses abut the site:

- Directly east of the site is a three-storey commercial building;
- Across East Don Roadway, to the west of the site is the Don Valley and the Don Valley Parkway;
- Across Queen Street East, to the north of the site is a three-storey automotive parts retailer and a one-storey sign maker; and
- Directly south of the site is a laneway that separates the subject property and a three-storey industrial building.

Provincial Policy Statement

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. In the opinion of City Planning staff, the proposal is consistent with the Provincial Policy Statement.

Official Plan

The Toronto Official Plan designates the property as Mixed Use Areas and Map 2: Urban Structure of the Official Plan identifies the site as part of an "Avenue". Mixed Use Areas will absorb most of the anticipated increase in retail, office and service employment in Toronto in the coming decades, as well as much of the new housing.

The Avenues are important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community resident. A framework for change will be tailored to the situation of each Avenue through a local Avenue Study conducted by the City.

An Avenue Study has not yet been conducted for Queen Street East. The Official Plan states that development in Mixed Use Areas on Avenues, prior to an Avenue Study has the potential to set a precedent for the form and scale of reurbanization along the Avenues. In addition to the policies of the Plan for Mixed Use Areas, proponents of such proposals will also address the larger context and examine the implications for the segment of the Avenue in which the proposed development is located. At staff's request, the applicant coordinated with the applicant at 630 Queen Street East to retain a planning consultant to conduct the Avenue Segment Review (described in the Comments section of this report).

Provisions in the Official Plan states that the review will:

- include an assessment of the impacts of the incremental development of the entire Avenue segment at a similar form, scale and intensity, appropriately allowing for distinguishing circumstances;
- consider whether incremental development of the entire Avenue segment as identified in the above assessment would adversely impact any adjacent Neighbourhoods;
- consider whether the proposed development is supportable by available infrastructure; and
- be considered together with any amendment to the Official Plan or Zoning By-law at the statutory public meeting for the proposed development.

Development requiring a rezoning will not be allowed to proceed prior to completion of an Avenue Study unless the review demonstrates to Council's satisfaction that subsequent development of the entire Avenue segment will have no adverse impacts within the context and parameters of the review.

Development in Mixed Use Areas on Avenues that precedes the completion of an Avenue Study will:

- support and promote the use of transit;
- contribute to the creation of a range of housing options in the community;
- contribute to an attractive, safe and comfortable pedestrian environment that encourages walking and strengthens local retailing;
- provide universal physical access to all publicly accessible spaces and buildings;
- conserve heritage properties;
- be served by adequate parks, community services, water and sewers, and transportation facilities; and
- be encouraged to incorporate environmentally sustainable building design and construction practices.

City staff confirmed that the property falls within the Natural Heritage System as per Map 9 of the Official Plan. The natural heritage system is made up of areas where protecting, restoring and enhancing the natural features and functions should have high priority in city-building decisions.

Zoning

The site has a split zoning. The zoning on the western portion of the site is I2 D3, which permits a variety of industrial uses up to a density of 3.0 times the area of the lot while residential uses are not permitted. The height limit is 18.0 metres for industrial purposes.

The zoning on the eastern portion of the site is MCR T2.5 C2.0 R2.0, which permits a mix of commercial and residential uses up to a total density of 2.5 times the area of the lot. The height limit is 14.0 metres.

Site Plan Control

The proposal is subject to Site Plan Control. A Site Plan Application was made on January 17, 2007.

Reasons for Application

Given the proposed use, height and density, the proposal requires an amendment to Zoning By-law 438-86.

Community Consultation

On September 12, 2006, a community consultation meeting was held at the Ralph Thornton Community Centre for the subject property. Five members of the public attended the meeting. Planning staff presented an overview of the planning process and the applicant presented their application. No issues were raised at the community consultation meeting with respect to the proposal.

At its Management Board meeting on April 4, 2007, representatives from the Riverside Business Improvement Area (BIA) indicated to staff that the applicant consulted with their Board and the BIA expressed no objections to the proposal.

Agency Circulation

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate by-law standards.

COMMENTS

Avenue Segment Review (ASR)

In response to *Avenue* Policy 2.2.3.3 in the Official Plan, the applicant submitted the Queen Street East *Avenue* segment review (prepared by The Planning Partnership) on February 23, 2007 in support of their rezoning application. The review includes properties fronting on Queen Street East between the Don Valley to the west and Broadview Avenue to the east.

The ASR provides a background review of relevant policies, an inventory of existing built form, and a community services and facilities assessment, which helps to inform the impacts that incremental development may have on the Avenue Segment and on adjacent *Neighbourhoods*. Some of the contextual information provided is relevant to a City-led *Avenue* Study, but not required for this ASR. Based on the background review, the ASR presents six Guiding Principles that are later applied to the report's development scenario evaluations. The Guiding Principles reflect the consultant's interpretation of the Official Plan's direction with respect to reurbanization on the *Avenues*.

The ASR indicates that the preferred development scenario results in building heights of 10 to 28 metres along the segment. In testing development scenarios, the consultant applied the following method: The ASR divides properties into four categories according to their development potential (Current Development Applications, Prime Redevelopment Sites, Long-term Potential, and No Change Anticipated). In considering development potential, the ASR describes and tests three development scenarios (depicting building height limits of 14 metres, 20 metres and 28 metres). Each scenario is evaluated and scored. The consultant's preferred scenario is based on two times the existing height permission, resulting in building heights between 10 to 28 metres and this is recommended as an appropriate form of mid-rise development along the segment.

The ASR indicates that the segment is well serviced by all municipal services and major utilities including Toronto Hydro Energy Services, Bell Telephone and gas, given Queen Street East's urban condition. The segment also benefits from its central location in the City, being well served by existing community services and facilities. The ASR concludes that the existing community facility and social service capacity is sufficient to support the added population generated by small scale residential and mixed use development anticipated along the segment. Given the approved and proposed large-scale residential developments in the area (Don Mount Court, West Don Lands, and Regent Park), the ASR recommends that the City monitor community facility and social service capacities to assess future community needs and opportunities (West Don Lands and Regent Park proposals had their own Community Services and Facilities Reviews).

The study was circulated to relevant City staff and staff recommends approval of the development at 625 Queen Street East. Besides providing a strong planning rationale for the proposed development, the ASR offers Guiding Principles and a Planning Framework for the segment. The Guiding Principles and Planning Framework support the consultant's preferred development scenario (10-28 metres for building heights) and acts as an implementation guide with objectives to promote design excellence in buildings, streetscapes, parks and open spaces through redevelopment and reurbanization.

Based on the consultant's preferred development scenario and planning rationale, it is staff's opinion that incremental development within the segment would not adversely impact adjacent Neighbourhoods and that the proposed development at 625 Queen Street East is supportable by available infrastructure. The proposal creates a positive precedent for the segment in terms of form, scale and intensity of reurbanization. The consultant's preferred development scenario demonstrates a level of reurbanization that, in principle, is in keeping with the Official Plan policies for *Avenues*. The conclusions in the ASR with respect to appropriate building heights, densities and massing are not considered to be conclusive in terms of future consideration of any development applications that the

City may receive. Any future development applications submitted in the Avenue Segment will be evaluated on their own merit, with staff having the benefit of reviewing full and detailed development proposal submission materials.

Notwithstanding staff's support for the current development proposal, staff raised a number of concerns over the ASR's content, including but not limited to, erroneously identifying some lands designated Employment Areas as Mixed Use Areas, not identifying buildings with heritage and industrial character that may warrant inclusion on the City's Inventory of Heritage Properties, not applying the Zoning By-law's angular plane specifications on the front elevations of new buildings, the need for an updated community services and facilities assessment to assess impacts of approved and future developments (given the impending release of 2006 Census data), the need to study impacts that development on lands adjacent to the segment may have, and the need to examine existing and anticipated traffic patterns and auto use generated by approved and proposed developments.

Queen Street East, east of the Don River is currently experiencing development interest. Given the approved and proposed residential developments outside of the segment, issues raised by the ASR, and current development interest in and adjacent to the segment, it is staff's opinion that a larger area study with a broader scope will aid City staff to assess potential impacts and establish a framework for consideration of further development in the area. Staff propose to establish a Terms of Reference to develop a Queen-Riverside Vision Plan for lands fronting on Queen Street East and lands to the north and south of Queen Street East, between the Don Valley and Broadview Avenue and Eastern Avenue to the south.

The ASR's shortcomings and the need for a further study do not affect staff's support for the proposed development at 625 Queen Street East. The development proposal and its merit are further described in this report.

Natural Heritage

Toronto and Region Conservation Authority (TRCA) staff have no objection to the proposed development, given that the subject property is within a highly urbanized area and is approximately 15 metres away from the edge of the floodplain of the Don River.

There is no existing natural heritage on the site to protect, at staff's request, the applicant has agreed to restore some of the natural heritage along the west edge of the site and along the eastern slope of the Don Valley through a planting strategy and to incorporate green development features into the proposal.

Land Use

The City's Official Plan designates the subject property as a Mixed Use Area. The site is currently split-zoned in Mixed Commercial-Residential and Industrial zones, as per the former City of Toronto's Zoning By-law. Queen Street east of the Don River is rapidly becoming a desirable residential and commercial destination. The proposed mixed-use is

consistent and compatible with the evolving character of Queen Street, east of the Don River.

Density, Height, Massing

Mid-rise housing is an important form of development that can create new housing and shopping opportunities and can help the City to more easily address reurbanization objectives on *Avenues*. The proposal meets the Built Form policies set out in the Official Plan with respect to accommodating servicing, parking areas/vehicle access, and relationship to the street and surroundings.

The proposal is for approximately 5,585 square metres of residential gross floor area and 515 square metres of non-residential gross floor area, resulting in a density of 5.05 times the area of the lot. The previous approvals for 19-townhouse units generated a density of 2.5 times the area of the lot. The current application demonstrates a more appropriate built form that is consistent with the City's Official Plan reurbanization policies on lands identified on an *Avenue*.

The Zoning By-law currently permits building heights of 18 metres on the western portion of the site and 14 metres on the eastern portion. The property is situated on a corner site, visible from several vantage points and acts as a gateway leading into and out of the Downtown. The site is part of a Mixed Use Area and does not abut a Neighbourhood. The proposed height of 23.5 metres (six-storeys), plus mechanical penthouse is appropriate at this location.

Access, Parking

Pedestrian access is off of Queen Street East, with two additional entrances for the retail/commercial spaces. Vehicular access for parking and loading is off of East Don Roadway. The applicant has secured the exclusive use of a car for the future residents with a car sharing provider for a one-year period and has agreed to cover the one-time membership fee for each of the first-time residents. Car sharing programs are relatively new to the City and offer the potential to provide an alternative to car ownership for residents.

The proposal includes 40 resident automobile parking spaces and 4 visitor spaces; whereas the Zoning By-law requires 41 parking spaces. The proposal includes 48 resident bicycle spaces and 10 visitor spaces, which meets the Zoning By-law requirements.

Residential Amenity Space

The original submission did not include the provision of indoor amenity space. The proposal now includes 138 square metres of outdoor amenity space and 20 square metres of indoor amenity space. The Zoning By-law requires 132 square metres each of indoor and outdoor amenity space (two square metres per unit). Staff find that the proposed indoor amenity space is an amount sufficient to provide a meeting room for future residents.

Given the area context and the proposed provision of outdoor amenity space (shared and private), the reduced amount of indoor amenity space is acceptable at this location.

Servicing

The applicant worked with Technical Services, Transportation, and Solid Waste Management staff to achieve an acceptable loading space to service the proposed development. A number of alternatives to allow for public collection were examined but were deemed unsatisfactory from traffic operations as well as Sold Waste Management perspective. Solid Waste Management staff indicate that providing an on-site Type G loading space, which is required by the Zoning By-law is impractical at this site.

A private refuse collection firm will service the proposed development. Trucks will be required to reverse into an on-site loading space. Given that East Don Roadway is a one-way dead end street that does not handle a high pedestrian volume, this loading scenario is acceptable.

Toronto Green Development Standard

The proposed development is intended to achieve 18 of the 35 minimum requirements and 11 enhanced targets, for a total of 29 targets. The applicant proposes to address the urban heat island at-grade and on the roof via light coloured materials and to meet the Bird Friendly Development Guidelines and the Wet Weatherflow Guideline stormwater retention requirements.

At staff's request, the applicant applied to the City's Green Roof Pilot Program and the proposed green roof (see Attachment 6) met the performance criteria and eligibility requirements of the pilot program. One of the objectives of the green roof pilot program is to provide general information to the public about the various types of green roofs that have green constructed in the City (www.toronto.ca/greenroofs).

Development Charges

It is estimated that the development charges for this project will be \$382,068.25. This is an estimate. The actual charge is assessed and collected upon issuance of the building permit.

CONTACT

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SIGNATURE

Gary Wright, Director Community Planning, Toronto and East York District

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ATTACHMENTS

- Attachment 1: Site Plan
- Attachment 2: North (Queen Street East) Elevation
- Attachment 3: West (East Don Roadway) Elevation
- Attachment 4: South (Rear) Elevation
- Attachment 5: East (Side) Elevation
- Attachment 6: Green Roof Landscape Plan
- Attachment 7: Application Data Sheet
- Attachment 8: Draft Zoning By-law Amendment

Attachment 1: Site Plan





Attachment 2: North (Queen Street East) Elevation



Attachment 3: West (East Don Roadway) Elevation



Attachment 4: South (Rear) Elevation



Attachment 5: East (Side) Elevation



Attachment 6: Green Roof Landscape Plan

Green Roof Landscape Plan

Applicant's Submitted Drawing

File # **06_155850**

625 Queen Street East

Attachment 7: Application Data Sheet

Application TypeRezoningDetailsRezoning,		Application Num Standard Application Date			: 06 155850 STE 30 O July 12, 2006			
Location Description:CON BF P'Project Description:Proposal to		N ST E, TORON T LT15 **GRID construct a new at grade, and 2 l	S3012 6-storey n			0	64 residentail	
PLANNING C	ONTROI	LS						
Official Plan Designation: Zoning: MCR T2.5 D3		Site Specific Provision: C2.0 R2.0, I2 Historical Status:						
Height Limit (m): 14, 18			Site Plan Control Area:			Y		
PROJECT INFORMATION								
Site Area (sq. m):		1208	Height:	Storeys	:	6		
Frontage (m):		30.48	-	:	23.50			
Depth (m):			39.63					
Total Ground Floor Area (sq. m):			1057.7	Total				
Total Residential GFA (sq. m):			5585	Parking Nnaces			15 *includes 1 space ledicated to car sharing	
Total Non-Residential GFA (sq. m):			515	Loading Docks		1		
Total GFA (sq. m):			6100					
Lot Coverage Ratio (%):			87.8					
Floor Space Index:			5.05					
DWELLING U	FLOOR AREA BREAKDOWN (upon project completion)							
Tenure Type:		Condo				Abov Grad		Below Grade
Rooms: 0		0	Residential GFA (sq. m):			5585		0
Bachelor: 0		Retail GFA (sq. m):			515		0	
1 Bedroom: 45		Office GFA (sq. m):			0		0	
2 Bedroom: 19		Industrial GFA (sq. m):			0		0	
3 + Bedroom: 0		Institutional/Other GFA (sq. m):			0		0	
Total Units:		64						
CONTACT: PLANNER NAME: TELEPHONE:		Jeffrey Cant (416) 338-574	<i>,</i>	r				

Attachment 8: Draft Zoning By-law

Authority: Toronto and East York Community Council Report No. ~, Clause No. ~ as adopted by City of Toronto Council on ~, 2007 Enacted by Council: ~, 2007

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~ -2007

To amend the General Zoning By-law No. 438-86, as amended, With respect to the lands municipally known as

625 Queen Street East

WHEREAS authority is given to Council by Section 34 of 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 HEREBY ENACTS as follows:

- 1. None of the provisions of Sections 4(2)(a), 4(4)(b), 4(6)(c), 4(10)(a), 4(12), 4(13)(d), 8(3)(Part 1), 8(3)(Part 2)(4c), 9(1)(a), 9(1)(f) and 9(3)1 of By-law 438-86 of the former City of Toronto, being "A By-law to regulate the use of land and the erection, use, bulk, height, spacing of and other matters relating to buildings and structures and to prohibit certain uses of lands and the erection and use of certain buildings and structures in various areas of the City of Toronto", as amended, shall apply to prevent the erection or use of a *mixed-use building* on the *lot* for:
 - (a) not more than 64 residential units;
 - (b) any uses permitted in an MCR district under Zoning By-law 438-86, as amended.

provided that:

- (1) the *lot* on which the proposed building is to be located comprises at least those lands delineated by heavy lines on Map 1, attached to and forming part of this By-law;
- (2) no portion of any building or structure is located otherwise than wholly within the areas delineated by heavy lines shown on Map 2, attached to and forming part of this By-law, except for the type of structure listed in the column entitled "STRUCTURE" in the following chart, provided that

the restrictions set out opposite the structure in the columns entitled "MAXIMUM PERMITTED PROJECTION" are complied with:

STRUCTURE	MAXIMUM PERMITTED PROJECTION				
Front entrance steps	No restriction.				
Light fixtures	Maximum 1.0 metre projection, provided				
	the height of the "STRUCTURE" is not				
	higher than that portion of the building to				
	which it is attached.				
Railings and guardrails	No restriction on the extent of the projection				
	provided the height of such				
	"STRUCTURE" does not exceed 2.0 metres				
Eavestroughs, vent	Maximum 0.5 metre projection, provided				
pipes, exhaust ducts	the height of such "STRUCTURES' does				
	not exceed 1.0 metres				
Balconies	Maximum 2.3 metres projection, provided				
	the balcony is not higher than that portion of				
	the building to which it is attached				

- (3) the *height* of any building or structure, as measured from the average grade along the Queen Street East frontage of the subject property or portion thereof, does not exceed the height in metres specified by the numbers following the symbol H on Map 2 attached to and forming part of this By-law;
- (4) the *residential gross floor area* of the building erected on the *lot* does not exceed 5,585 square metres;
- (5) *non-residential gross floor area* of the building erected on the *lot* does not exceed 515 sq.m;
- (6) combined the *residential* and *non-residential gross floor area* of the building erected on the *lot* does not exceed 6,100 sq.m;
- (7) a minimum of 45 *parking spaces* are maintained on the *lot* consisting of no less than 40 spaces for the use of residents, four spaces for the use of residential visitors, and one space dedicated to car sharing;
- a loading space is maintained, measuring 5.95 metres in length by 3.45 metres in width by 3.25 metres in height, on the site to serve this development;
- a minimum of 20 square metres of *residential amenity space* indoor is provided and maintained on the *lot*;

- (10) a minimum of 138 square metres of *residential amenity space* outdoor is provided and maintained on the *lot*;
- (11) a minimum of 48 *bicycle parking spaces* are provided and maintained on the *lot*, of which 38 are *bicycle parking spaces occupant* and 10 are *bicycle parking spaces visitor*.
- 2. For the purposes of this By-law, each word or expression that is italicized in the By-law shall have the same meaning as each such word or expression as defined in By-law No. 438-86, as amended.
- **3.** For the purposes of this By-law, the term "car sharing" means the practice of a number of people sharing the use of one or more cars that are owned by a profit or non-profit car sharing organization. Cars are reserved in advance and fees for use are normally based on time and/or kilometres driven. A dedicated parking space for car sharing purposes shall meet the By-law 438-86 definition for a *parking space*.

ENACTED AND PASSED this ~ day of ~, A.D. 2007.

DAVID R. MILLER, Mayor

ULLI S. WATKISS, City Clerk

(Corporate Seal)



Zoning By-law 438-86 as amended 05/01/07 · TA



