

1093 Queen Street West - Preliminary Report

Date:	August 17, 2007
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 19 – Trinity-Spadina
Reference Number:	07-249665

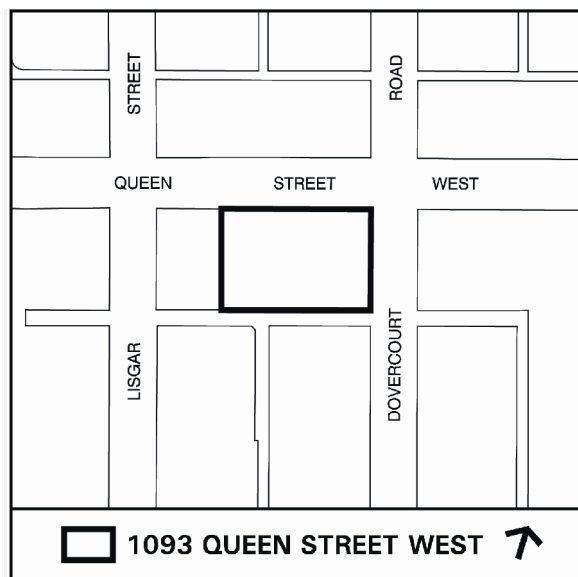
SUMMARY

To provide preliminary information on an application to amend the Zoning By-law to permit a 9 storey mixed use building at 1093 Queen Street West and to seek Community Council’s directions on further processing of the application and on the community consultation process.

RECOMMENDATIONS

The City Planning Division recommends that:

1. staff be directed to schedule a community consultation meeting 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; and
4. staff be directed to review the proposed application both against the current in-force Zoning By-law



and the Council-approved proposed Zoning By-law Amendment for the West Queen West Triangle.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

At its meeting of July 16-18 2007, Council adopted City-initiated Official Plan and Zoning By-law Amendments for the West Queen West Triangle, including this site.

This site is a few blocks away from 1171 Queen Street West. That development was approved by the OMB. The OMB decision was appealed by the City and a settlement subsequently accepted by Council at the meeting July 16-18, 2007. Part of that settlement included increased amounts of non-residential space on other sites in the West Queen West Triangle, including this site.

The Council decision and links to related reports can be found at page 160 of the document at the following website:

<http://www.toronto.ca/legdocs/mmis/2007/cc/decisions/2007-07-16-cc11-dd.pdf>

ISSUE BACKGROUND

Proposal

The proposal is for a 9-storey (27.5 metre plus 5.75 metre rooftop mechanical penthouse) mixed-use building with commercial uses at grade and residential uses above. Total proposed density is 5.24 times the area of the lot (11,846 square metres). Proposed non-residential density is 0.64 times the area of the lot (1,452 sq.m.). Proposed residential density is 4.60 times the area of the lot (10,394 sq.m.).

Site and Surrounding Area

This flat, 2,259 sq.m. site is located on the southwest corner of Queen Street West and Dovercourt Road. Retail stores and the Toronto Fashion Incubator workshops are on the site now, in a one storey building.

Adjacent existing uses are:

North: Queen Street West and various stores and other commercial uses in low-rise buildings on the opposite side of the street;

South: a public laneway and 2-3 storey houses;

East: Dovercourt Road and, on the opposite side of the street, a low-rise heritage-designated building, known as “The Great Hall”, used for a variety of commercial and arts-related purposes; and

West: the low-rise heritage-designated Carnegie Library building, used as the offices of the City of Toronto’s Public Health Division.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (2005) includes direction for Planning authorities to promote economic development and competitiveness by providing for an appropriate mix of employment (including industrial, commercial and institutional uses) to meet long-term needs; provide opportunities for a diversified economic base; plan for, protect and preserve employment areas for current and future uses; and ensure the necessary infrastructure is provided to meet current and future needs, as well as to provide for residential intensification. The PPS states that the Official Plan is the most important vehicle for implementation of the Provincial Policy Statements.

The PPS states that healthy, liveable and safe communities are sustained by accommodating an appropriate range and mix of residential, employment (including industrial, commercial and institutional uses), recreational and open space uses to meet long-term needs.

The PPS also includes policies relating to development on sites adjacent to designated heritage buildings.

The Growth Plan for the Greater Golden Horseshoe outlines policies about where and how to grow, the infrastructure needed to support growth and the importance of protecting what is valuable.

Growth Plan policies relating to accommodating both population and employment growth include those in Section 2.2.2.1:

- a) directing a significant portion of new growth to the built-up areas of the community through intensification;
- b) focusing intensification in intensification areas;
- g) planning and investing for a balance of jobs and housing in communities across the GGH to reduce the need for long distance commuting and to increase the modal share for transit, walking and cycling;
- h) encouraging cities and towns to develop as complete communities with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open space and easy access to local stores and services;

The Growth Plan also includes policies relating to infrastructure, including community infrastructure. Policy 3.2.6.3 states that “an appropriate range of community infrastructure should be planned to meet the needs resulting from population changes and to foster complete communities”.

The application has not yet been reviewed by staff against the provincial policies.

Official Plan

The New Official Plan designates this site Regeneration Area and identifies it as Avenues on the Urban Structure Map (Map 2).

Regeneration Areas

Section 4.7 of the Plan states that “Regeneration Areas will need “tailor-made” strategies and frameworks for development, provided through a Secondary Plan.”

Section 4.7 Regeneration Areas (Policy 1) states that Regeneration Areas will provide for a broad mix of commercial, residential, light industrial, parks and open space, institutional, live/work and utility uses in an urban form to:

- a) revitalize areas of the City that are largely vacant or underused;
- b) create new jobs and homes that use existing infrastructure and create and sustain well-paid, stable, safe and fulfilling employment opportunities for all Torontonians;
- c) restore, re-use and retain existing buildings that are economically adaptable for re-use, particularly heritage buildings and structures;
- d) achieve streetscape improvements and the extension of the open space network;
and
- e) promote the environmental clean-up and re-use of contaminated lands.

Section 4.7 Regeneration Areas (Policy 2) states that for each Regeneration Area, a framework for new development will be set out in a Secondary Plan. Development should not proceed prior to approval of a Secondary Plan. The Secondary Plan will guide the revitalization of the area through matters such as:

- a) urban design guidelines related to the unique character of each Regeneration Area;
- b) a greening strategy to plan for tree planting, improvements to existing parks and the acquisition of new parks and open spaces;
- c) a community improvement strategy to identify and implement needed improvements to streets, sidewalks, boulevards, parks and open spaces;

- d) a community services strategy to monitor the need for new community services and facilities and local institutions as new residents are introduced and to ensure they are provided when needed;
- e) a heritage strategy identifying important heritage resources, conserving them and ensuring new buildings are compatible with adjacent heritage resources;
- f) environmental policies to identify and ensure that any necessary cleanup of lands and buildings is achieved, that potential conflicts between industrial and residential and other sensitive land uses or live/work uses are mitigated, and that policies for the staging or phasing of development are considered, where necessary; and
- g) transportation policies that encourage transit, walking and cycling in preference to private automobile use and ensure the movement of people and goods as the number of businesses, employees and residents increase.

Section 4.7 Regeneration Areas (Policy 3) states that new large scale, stand-alone retail stores and power centres are not permitted.

Avenues

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 residents”, according to Section 2.2.3 of the Plan.

A framework for change will be tailored to the situation of each Avenue through a local Avenue Study. Each Avenue Study will contain a vision and an implementation plan to show:

- how the streetscape and pedestrian environment can be improved;
- where public open space can be created and existing parks improved;
- where trees should be planted; and
- how use of the road allowance can be optimized and transit service enhanced.

The Avenues will be transformed incrementally. They will change building-by-building over a number of years. The framework for new development on each Avenue will be established by a new zoning by-law and design guidelines created in consultation with the local community. The zoning by-law will set out the mix of uses, heights, densities, setbacks and other zoning standards.

According to the Official Plan, “Some of the Avenues already serve as “main streets” that are focal points for the local community with attractive and bustling sidewalks. There traditional “main street” Avenues already have zoning in place to guide mixed use development in a way that fits with the neighbourhood...”.

Section 2.2.3 Avenues: Reurbanizing Arterial Corridors (Policy 3.a) states that development may be permitted on the Avenues prior to an Avenue Study and will be considered on the basis of all of the policies of this Plan. Development on the Avenues prior to an Avenue Study will implement the policies of the Plan for the relevant designation area. The land use designation policies of the Plan (Regeneration Areas, in this case) prevail.

Development may be permitted on the Avenue prior to an Avenue Study and will be considered on the basis of all of the policies of this Plan. Development on the Avenues prior to an Avenue Study will implement the policies of the Plan for the relevant designation areas.

The framework for new development on each Avenue is to be established by a new zoning by-law and design guidelines created in consultation with the local community. The zoning by-law is to set out the mix of uses, heights, densities, setbacks and other zoning standards.

Heritage

Section 3.1.5 Heritage Resources (Policy 2) states that development adjacent to properties on the City's Inventory of Heritage Properties will respect the scale, character and form of the heritage buildings and landscapes. The proposed development is located among a series of low-rise buildings which are on the City's Inventory of Heritage Properties:

- the Carnegie Library, immediately to the west at 1115 Queen Street West;
- the Canada Post Building, across the street west of the Carnegie Library; and
- the Great Hall, across the street to the east at 1089 Queen Street West.

This proposal will be reviewed against the policies described above as well as the policies of the Official Plan as a whole.

Garrison Common North Secondary Plan

The Garrison Common North Secondary Plan's major objectives include:

- ensuring that new development be integrated into the established city fabric in terms of uses and density patterns;
- ensuring that new development include a variety of land use and densities including community services and facilities, so that development can respond to changing market demands over time and provide services for new residents and tenants;

- provide for a range of housing types in terms of size, type, affordability and tenure, to encourage households of all sizes to locate within the area; and
- be sensitive to and protect industrial, communications and media operations, solidifying the area as one of the leading locations of new industry technologies.

Relating to urban structure and built form, the Plan calls for new developments:

- to be designed to easily adapt to conversion with particular focus on street level spaces, to facilitate changes in market demand for services and activities;
- to provide for a range of dwelling types, with an emphasis on grade related units that are suitable for households with children; and
- to share open space, parking facilities and servicing areas between development parcels, where possible.

The Plan calls for an area study prior to development of properties to the south of this site, including the majority of the lands in the Regeneration Area, but not including this site. That study is now complete. It resulted in a proposed Official Plan amendment and proposed Zoning By-law amendment for the West Queen West Triangle, which also addresses the sites fronting onto Queen Street West, such as this one.

City Council approved an amendment to the Secondary Plan for the area referred to as the West Queen West Triangle, including 1093 Queen Street West. By-laws have not yet been enacted to implement the amendment to the Official Plan.

Zoning

The current zoning for the site is MCR T3.0 R2.5 C1.0, permitting mixed commercial-residential development up to a total density of 3.0 times the area of the lot, with a maximum residential density of 2.5 times the area of the lot and a maximum commercial density of 1.0 times the area of the lot.

The height limit for the site is 16 metres (approximately 5 storeys), and is subject to angular planes rising inward over the lot at a 45 degree angle from points 13 metres above the north and east property lines.

The proposed development does not comply with several aspects of the in-force Zoning By-law, including but not limited to:

- height;
- total density;
- residential density;
- commercial density;
- angular plane on Dovercourt Road; and
- setbacks and angular plane onto the laneway, opposite from a residential area;

In July 2007, City Council approved an amendment to the Zoning By-law for the area referred to as the West Queen West Triangle, including 1093 Queen Street West. By-laws have not yet been enacted to implement the Zoning By-law Amendment.

For the site at 1093 Queen Street West, the West Queen West Triangle Zoning By-law Amendment would permit a mixed-use building. However, the proposed development does not comply with other aspects of the West Queen West Triangle Zoning By-law, including but not limited to:

- minimum non-residential density of 0.7 times the area of the lot, rather than 0.64 as proposed;
- maximum overall height of 22 metres (7 storeys), rather than 27.5 metres (9 storeys) as proposed;
- height, size and location of rooftop elevator overrun and stairs;
- height and location of mechanical equipment;
- minimum height along 80% of the build-to-line along Queen Street West;
- minimum 2 metre setback above the 4th storey on all sides of the building;
- parapet railings project slightly into the angular plane on Queen Street West;
- minimum setback from the public lane;
- amount of indoor and outdoor amenity space;
- minimum soft landscaped open space;
- bicycle parking; and
- mix of housing unit sizes, particularly the lack of 3 bedroom units.

Site Plan Control

An application for Site Plan Approval has not yet been filed.

Tree Preservation

According to the arborist report submitted by the applicant, there are 3 street trees in the sidewalk adjacent to the site:

- an ash tree (T1) in very poor condition (11 cm diameter at breast height);
- an ash tree (T2) in poor condition (15 cm diameter at breast height); and
- a honey locust tree (T3) in poor condition (17 cm diameter at breast height);

The drawings indicate that 3 new ginkgo biloba trees will be planted next to the street, but do not specify whether the existing street trees will be retained or removed.

There is also a sugar maple (T4) in fair condition (20.5 cm diameter at breast height) in the front yard of 1115 Queen Street West, a few metres from the side property line.

Reasons for the Application

The proposed development does not comply with the in-force Zoning By-law.

COMMENTS

Issues to be Resolved

The proposed built form is substantially different than that allowed by the current zoning by-law as well as that proposed for this site by the Council-approved West Queen West Triangle Zoning By-law Amendment. The development does not include the strong 4 storey street wall required by the new Zoning By-law. The height of the development and its large rooftop mechanical penthouse (33.25 metres) are substantially taller than the heights as laid out in the proposed Zoning By-law for the West Queen West Triangle (25 metres). Stepbacks on Dovercourt Road and onto the rear laneway are much less than proposed in the new Zoning By-law.

The proposed non-residential density (0.64 times the area of the lot) is slightly less than the minimum amount in the proposed Zoning By-law. However, a settlement was approved by Council for a site owned by the same development firm, in which the City agreed to allow for a lesser amount of non-residential space on that site provided certain other developments in the area (including this one) cumulatively addressed the shortfall. It was anticipated that this site would include substantially more non-residential space than is currently indicated.

Some other areas of concern have been identified at the preliminary review stage:

- insufficient indoor and outdoor amenity space is provided;
- no bicycle parking spaces are provided;
- the mix of dwelling units does not include any 3 bedroom units; and
- little soft landscaping is provided.

Required Information

Some reports and studies necessary for effective review of this application have not yet been provided to City Planning, including but not limited to:

- storm water management report;
- transportation impact study and loading study;
- servicing report;
- arborist/tree preservation report;
- computer generated building mass model;
- sun/shadow study; and
- archaeological assessment.

A master servicing and traffic report was prepared in relation to the West Queen West Triangle. Rather than entirely new reports, the applicant will be required to indicate whether this proposal complies with the assumptions used for the West Queen West Triangle servicing and traffic studies.

Information which was not included in the submission includes but is not limited to:

- sufficient information regarding the nature of the non-residential space on the second floor of the building; and
- sufficient information regarding maximum sizes and frontages for individual retail and restaurant units.

When key reports and studies are submitted, City Planning will circulate the application to appropriate City Departments and agencies for review. City Planning will schedule a community consultation meeting and review the proposed zoning by-law amendment against both the in-force zoning by-law and the proposed West Queen West Triangle Zoning By-law Amendment.

A final report for 1093 Queen Street West is targeted for May 2008. This target date assumes that the applicant will provide all required information without delay.

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

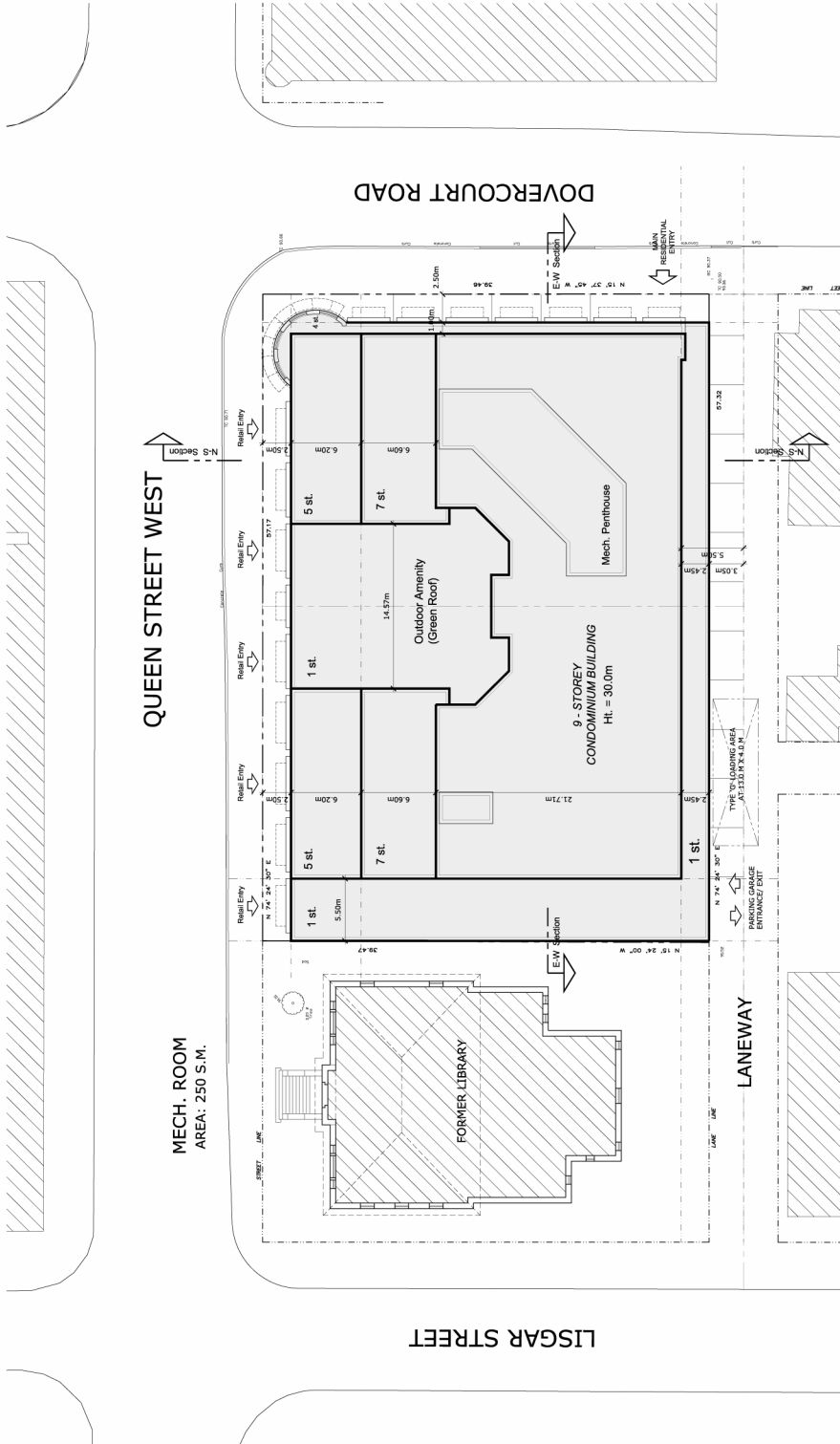
Attachment 2: North Elevation

Attachment 3: East Elevation

Attachment 4: Zoning

Attachment 5: Application Data Sheet

Attachment 1: Site Plan



1093 Queen Street West

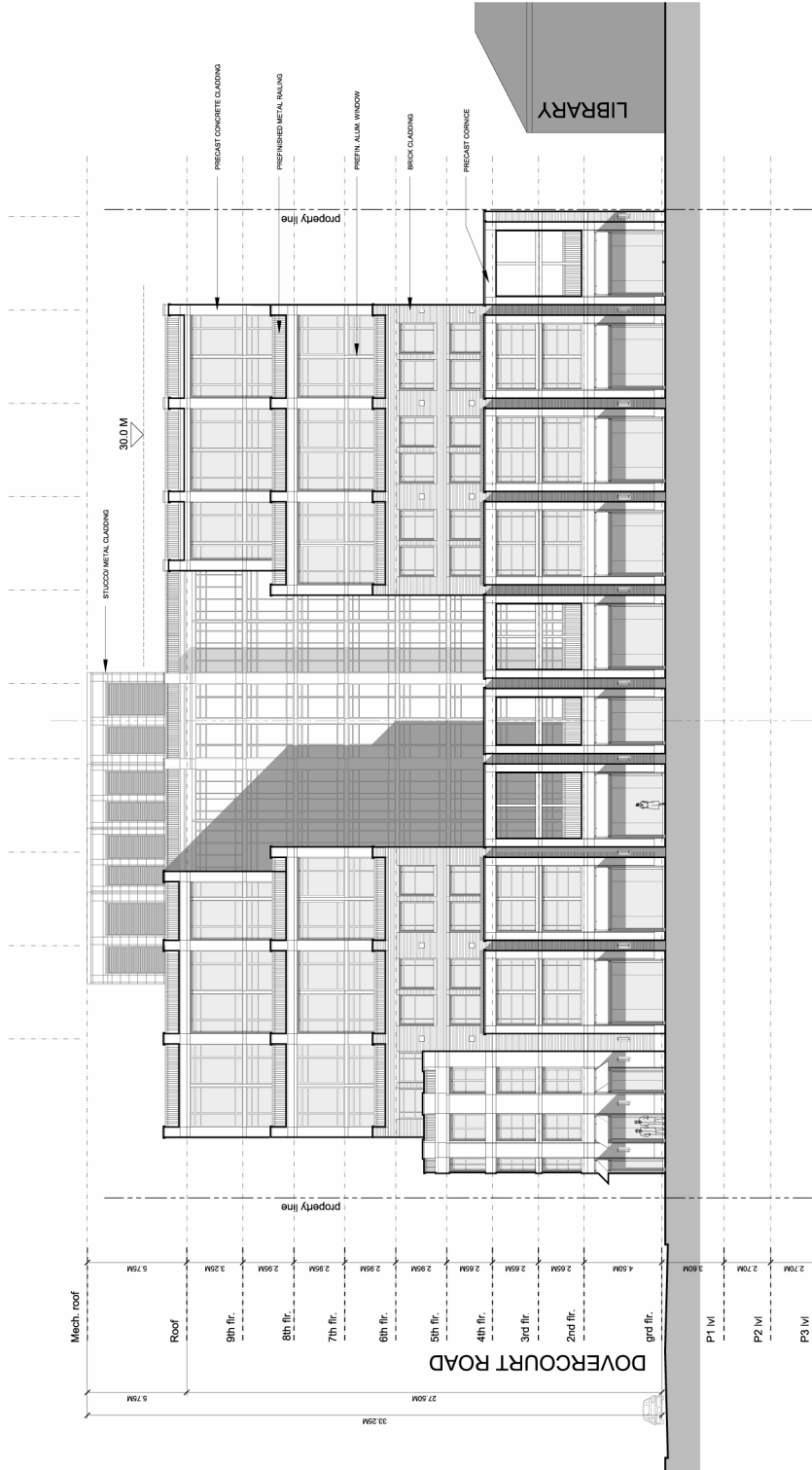
Site Plan

Applicant's Submitted Drawing

Not to Scale
08/13/07

File # 07_249665

Attachment 2: North Elevation



North Elevation (Queen Street West)

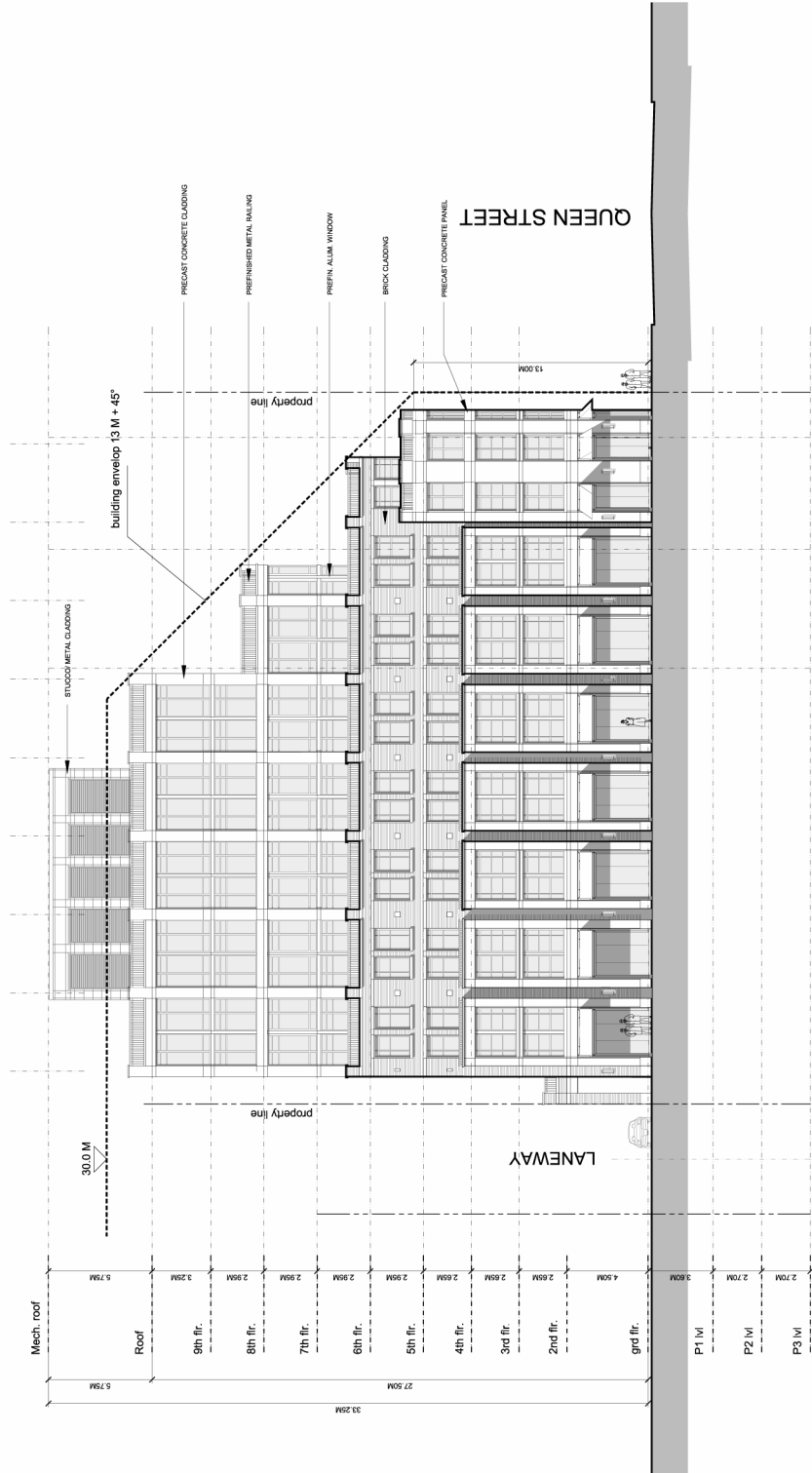
1093 Queen Street West

Elevations
 Applicant's Submitted Drawing

Not to Scale
 08/13/07

File # 07_249665

Attachment 3: East Elevation



East Elevation (Dovercourt Road)

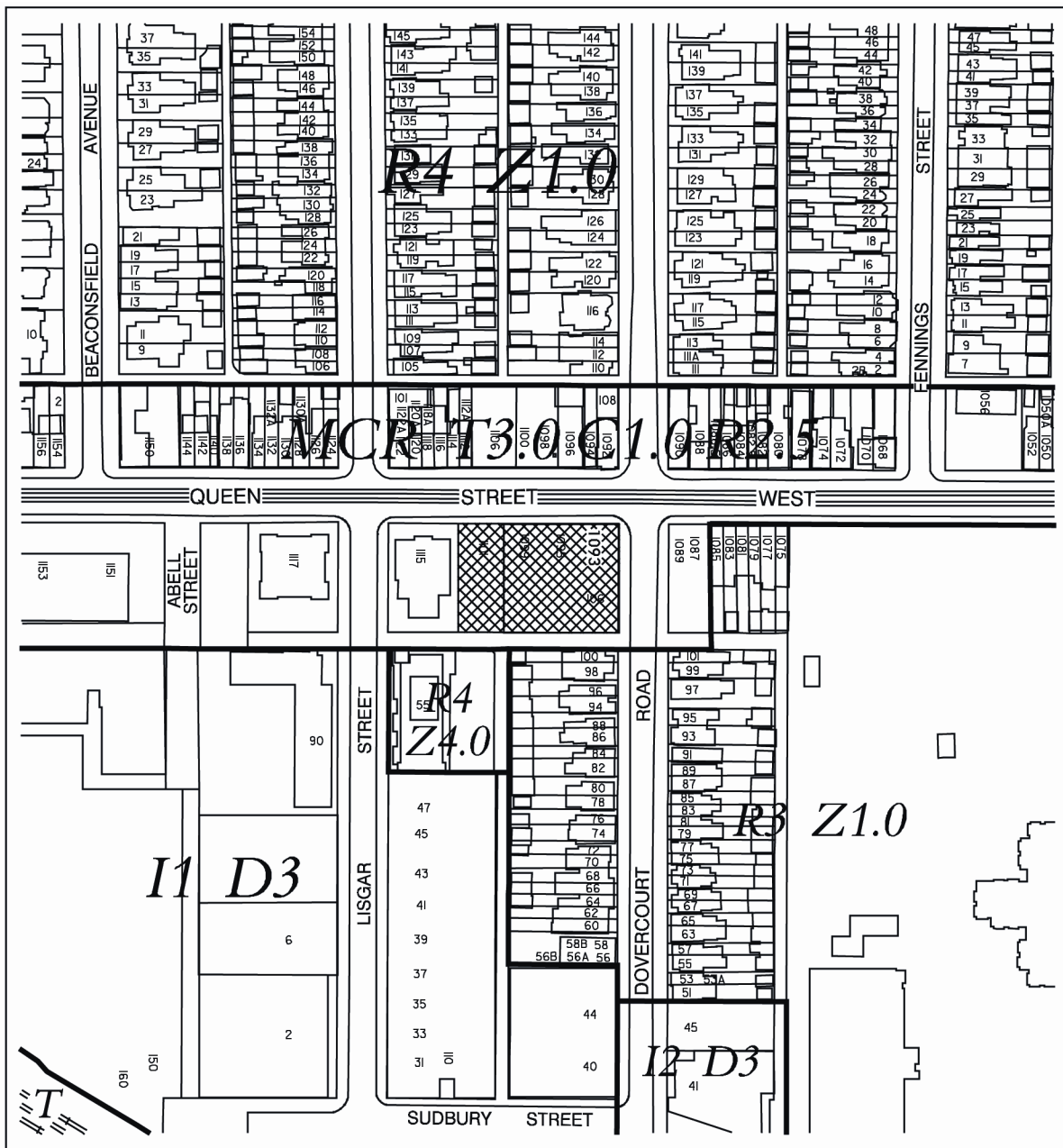
1093 Queen Street West

Elevations
Applicant's Submitted Drawing

Not to Scale
08/13/07

File # 07_249665

Attachment 4: Zoning By-law 438-86



TORONTO City Planning
Zoning

1093 Queen Street West
 File # 07_249665

- R3 Residential District
- R4 Residential District
- MCR Mixed-Use District
- I1 Industrial District
- I2 Industrial District
- T Industrial District

↑
 Not to Scale
 Zoning By-law 438-86 as amended
 Extracted 08/13/07 - TA

Attachment 5: Application Data Sheet

Application Type	Rezoning	Application Number:	07 249665 STE 19 OZ
Details	Rezoning, Standard	Application Date:	August 1, 2007

Municipal Address: 1093 QUEEN ST W, TORONTO M6J 1J1
 Location Description: **GRID S1908
 Project Description: New 9 storey mixed residential / commercial building.

Applicant:	Agent:	Architect:	Owner:
BOUSFIELDS INC.			

PLANNING CONTROLS

Official Plan Designation:	Regeneration Area	Site Specific Provision:	
Zoning:	MCR T3.0 C1.0 R2.5	Historical Status:	
Height Limit (m):	16	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	2259	Height:	Storeys:	9
Frontage (m):	57.17		Metres:	27.5
Depth (m):	39.46			
Total Ground Floor Area (sq. m):	1804			Total
Total Residential GFA (sq. m):	10394		Parking Spaces:	114
Total Non-Residential GFA (sq. m):	1452		Loading Docks	1
Total GFA (sq. m):	11846			
Lot Coverage Ratio (%):	80			
Floor Space Index:	5.24			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	10394	0
Bachelor:	0	Retail GFA (sq. m):	1452	0
1 Bedroom:	69	Office GFA (sq. m):	0	0
2 Bedroom:	38	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	0
Total Units:	107			

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