

**1155 Queen Street West - Preliminary Report regarding
Application for Zoning By-law Amendment**

Date:	August 17, 2007
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 18 - Davenport
Reference Number:	07-171926

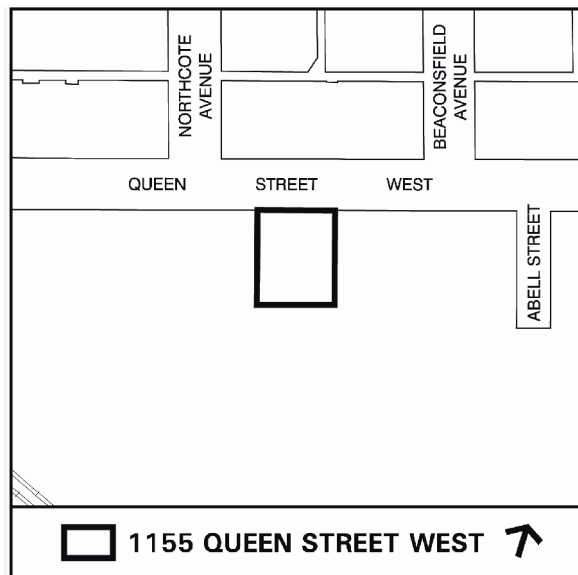
SUMMARY

To provide preliminary information on the rezoning application for 1155 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 adjacent and connects to an approved development at 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 16-19, 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 an 8-storey (25 metre) mixed-use building with commercial uses at grade and residential uses above. Total proposed density is 4.89 times the area of the lot (5,234 square metres). While retail is being proposed at grade, the exact mix of residential and non-residential uses is unclear due to conflicting information in the application data.

Site and Surrounding Area

This flat, 1,070 sq.m. site is located on the south side of Queen Street West. There is a carwash on the site now.

Adjacent existing uses are:

- North: various stores and other commercial uses in low-rise buildings on the north side of Queen Street West
- South: a private laneway and a 3-storey industrial building
- East: an art supply store, offices and residential units in a 2 storey building
- West: a 1 storey sales centre for a residential condominium

Recently approved future uses and buildings adjacent to this site include:

South: a mixed use development (referred to as 48 Abell Street) including 190 affordable dwelling units and artist live/work studios in an 18 storey building and commercial and light industrial uses as well as dwelling units in a mixed use building of up to 14 storeys.

West: a mixed use development (referred to as 1171 Queen Street West) including commercial and dwelling units in an 8 storey building and a 20 storey building.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS 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

New Toronto 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.

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.

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...”.

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 sized 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 1155 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, and is subject to an angular plane rising inward over the lot at a 45 degree angle from a point 13 metres above the north property line.

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; and
- commercial density.

City-initiated amendment to the Zoning By-law for the West Queen West Triangle

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 1155 Queen Street West. By-laws have not yet been enacted to implement the Zoning By-law Amendment.

For the site at 1155 Queen Street West, the West Queen West Triangle Zoning By-law Amendment would permit a mixed-use building up to 8 storeys, requiring a minimum non-residential gross floor area of 0.7 times the area of the lot. The proposed non-residential density achieves the minimum amount required by the proposed West Queen West Triangle Zoning By-law (0.7 times the area of the lot).

In order to count as non-residential under the West Queen West Triangle Zoning By-law, the artist live/work studios must meet a series of criteria, including affordability, ownership by an artspace management organization, ceiling heights, natural light and ventilation, among other things. Additional information is needed to determine whether this space fulfills the requirements of the settlement.

However, the proposed development does not comply with other aspects of the proposed West Queen West Triangle Zoning By-law, including but not limited to:

- build-to-line along Queen Street West and minimum height along the build-to-line;
- minimum stepback above the 4th storey on Queen and on the mews;
- minimum setback from the mews;
- parapet railings project into the angular plane on Queen Street West;
- size and location of rooftop elevator overrun and stairs;
- location of mechanical equipment;
- amount of indoor and outdoor amenity space;
- main floor retail floor-to-floor height;
- minimum soft landscaped open space;
- bicycle parking; and
- mix of housing unit sizes, particularly the lack of 3 bedroom units.

The proposed development relies on development at a neighbouring site (1171 Queen Street West) to provide vehicular access, loading, garbage and recycling storage, indoor and outdoor amenity spaces, landscaped open space, and parking. That development has not yet received final approval. The land for and the construction of the Sudbury Street extension and a new local park must be secured prior to lifting the proposed holding by-law in relation to 1171 Queen Street West.

Related settlement

A settlement was approved by Council for a site being developed by the same firm (1171 Queen Street West), 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. The proposal includes a retail space (0.7 times the density of the lot) and artist live/work studios (1.1 times the area of the lot) to achieve a total non-residential density of 1.8 times the area of the lot.

Site Plan Control

An application for Site Plan Approval has also been filed.

Tree Preservation

An arborist report has not yet been filed.

Reasons for the Application

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

COMMENTS

Issues to be Resolved

Some required reports and studies have not yet been provided to City Planning, including but not limited to:

- transportation impact assessment, based on the master transportation impact study for the Triangle;
- servicing assessment, based on master servicing study for the Triangle;
- arborist/tree preservation report;
- computer generated building mass model;
- sun/shadow study;
- archaeological assessment; and
- green development standards checklist.

Some pieces of information which were not included in the submission are:

- height dimensions on elevation drawings;
- 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.

CONCLUSION

City Planning has circulated the application to appropriate City Departments and agencies but will need to receive additional information before commenting fully on the proposal. City Planning will schedule a community consultation meeting and review the proposed zoning by-law amendment against the proposed West Queen West Triangle Zoning By-law Amendment.

A public meeting for 1155 Queen Street West is targeted for November 2007, as per the conditions of settlement for 1171 Queen Street West. 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: Section

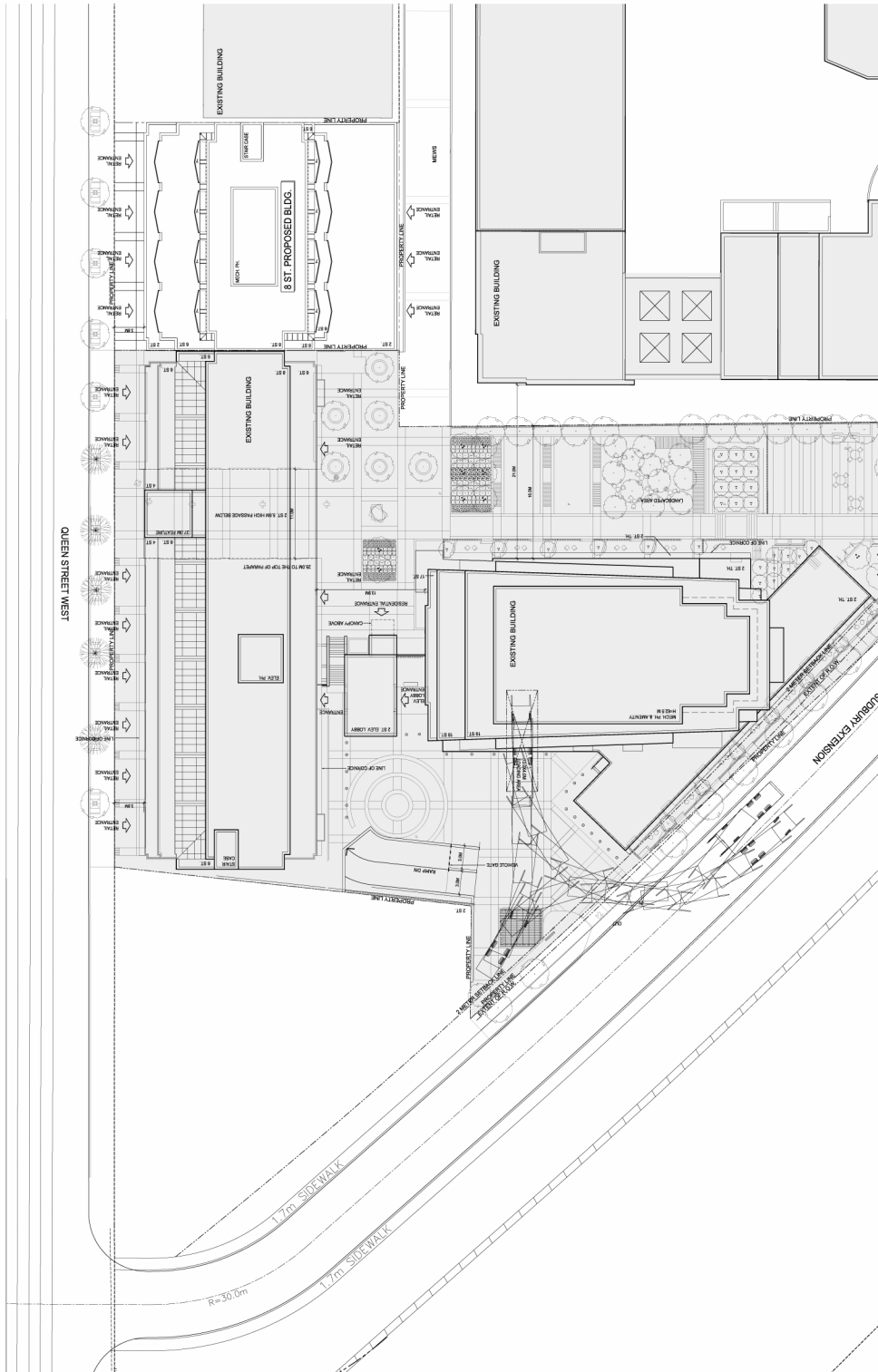
Attachment 3: North Elevation

Attachment 4: South Elevation

Attachment 5: Zoning By-law

Attachment 6: Application Data Sheet

Attachment 1: Site Plan



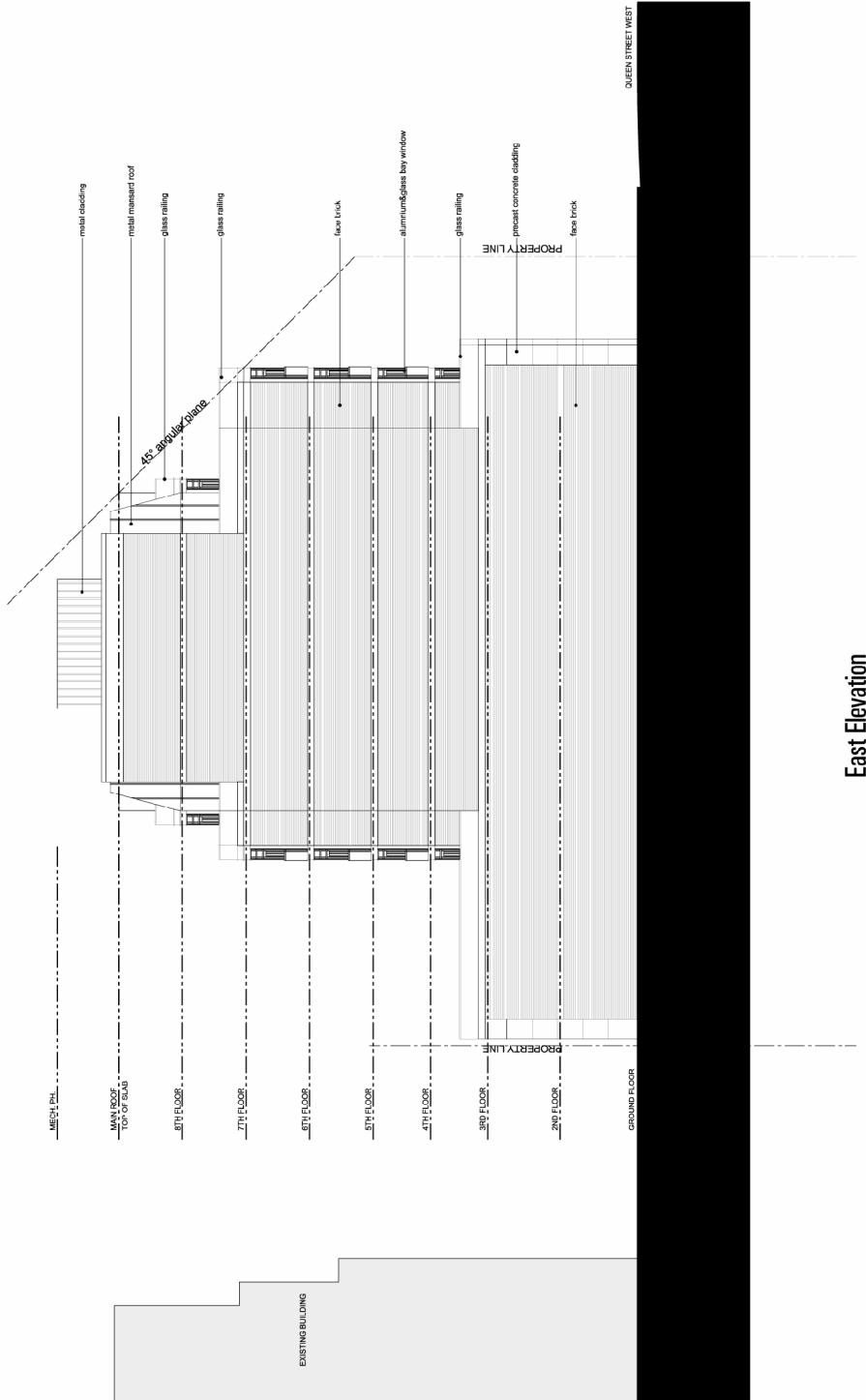
1155 Queen Street West

Site Plan
 Applicant's Submitted Drawing
 Not to Scale
 05/24/07

File # 07_171926



Attachment 2: Section



East Elevation

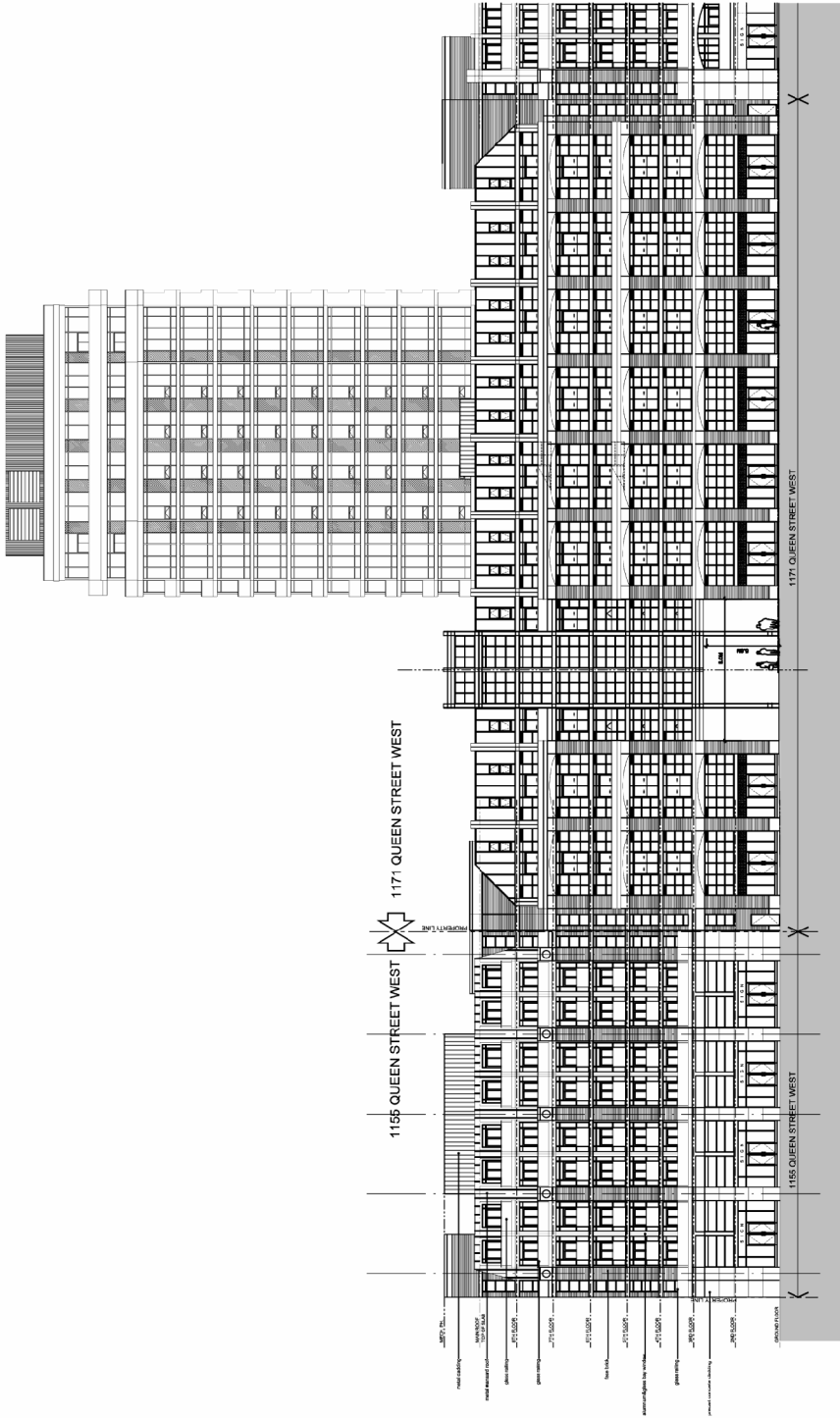
1155 Queen Street West

Elevation
Applicant's Submitted Drawing

Not to Scale
05/24/07

File # 07_171926

Attachment 3: North Elevation



North Elevation

Elevation

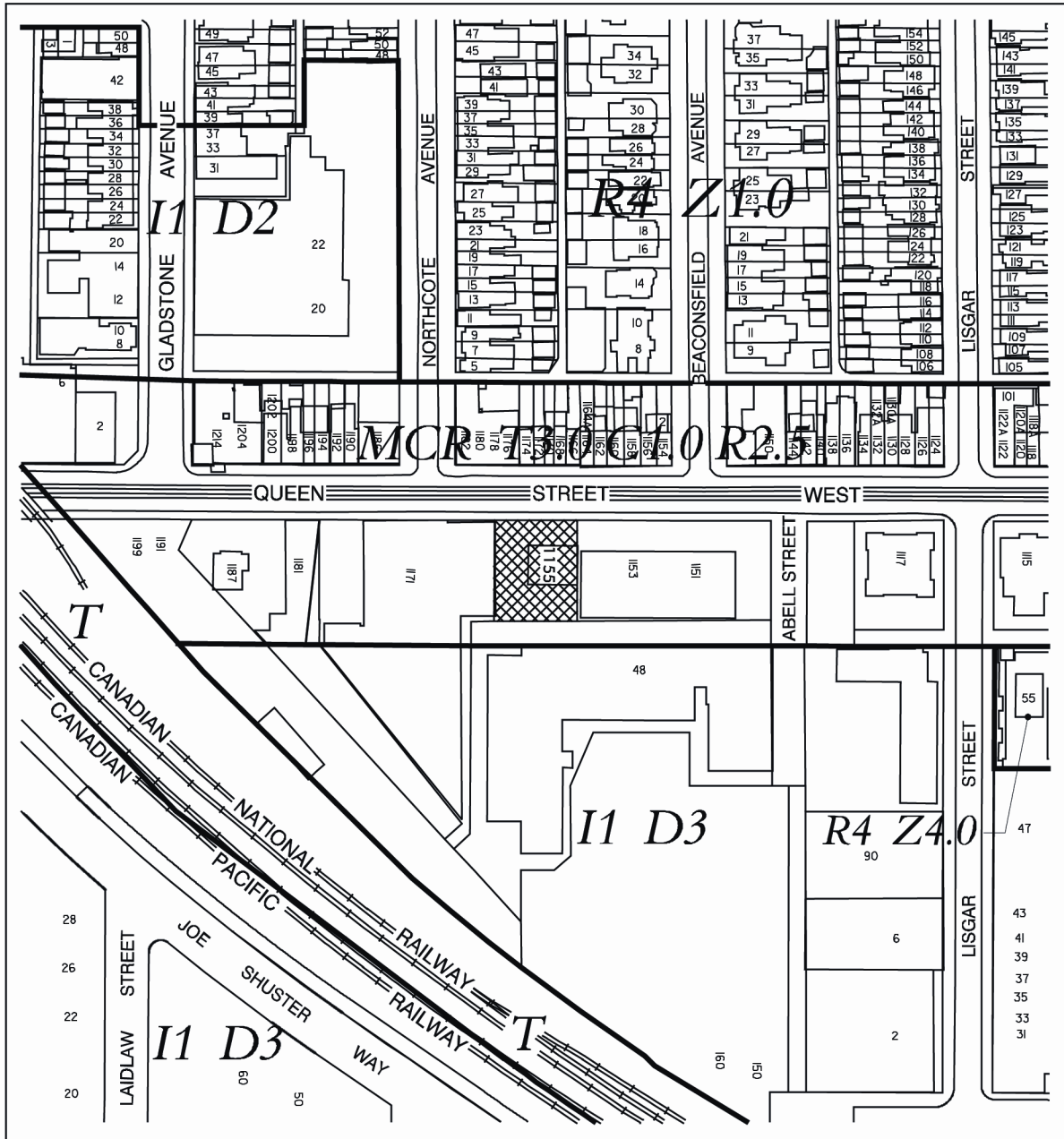
1155 Queen Street West

Applicant's Submitted Drawing

Not to Scale
05/24/07

File # 07_171926

Attachment 5: Zoning By-law



Attachment 6: Application Data Sheet

Application Type	Rezoning	Application Number:	07 171926 STE 18 OZ
Details	Rezoning, Standard	Application Date:	April 24, 2007

Municipal Address: 1155 QUEEN ST W, TORONTO ON M6J 1J4
 Location Description: PT ORDNANCE RESERVE WITH ROW **GRID S1807
 Project Description: Proposed 8-storey mixed-use street-related residential condominium building fronting along queen street west with an overall building height of approximately 25 metres and a total gross floor area of 5234 square metres. shared facilities with adjacent 1171 Queen Street West (Application No. 05-133454 STE 18 OZ)

Applicant:	Agent:	Architect:	Owner:
Bousfields Inc.		Page & Steele	2070869 Ontario 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):	1070	Height:	Storeys:	8
Frontage (m):	29.27		Metres:	27
Depth (m):	36.58			
Total Ground Floor Area (sq. m):	931			Total
Total Residential GFA (sq. m):	3372		Parking Spaces:	60
Total Non-Residential GFA (sq. m):	1862		Loading Docks	1
Total GFA (sq. m):	5234			
Lot Coverage Ratio (%):	87			
Floor Space Index:	4.89			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	3372	0
Bachelor:	0	Retail GFA (sq. m):	788	0
1 Bedroom:	16	Office GFA (sq. m):	0	0
2 Bedroom:	24	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	1074	0
Total Units:	40			

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