

# TORONTO STAFF REPORT

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June 14, 2005

To: Toronto and East York Community Council

From: Director, Community Planning, South District

Subject: Preliminary Report  
OPA & Rezoning Application 05 133454 STE 18 OZ  
Applicant: Bill Cawker, 2059946 Ontario Limited (Baywood Homes)  
Architect: Page & Steele Architects  
1171 and 1171R Queen St W  
Ward 18 - Davenport

Purpose:

To provide preliminary information on a proposal to develop 2 residential buildings at 1171 Queen Street West. A ten storey building with retail at grade is proposed on Queen Street West and a 26-storey residential tower behind. This report seeks Community Council's directions on further processing of the applications and on the community consultation process.

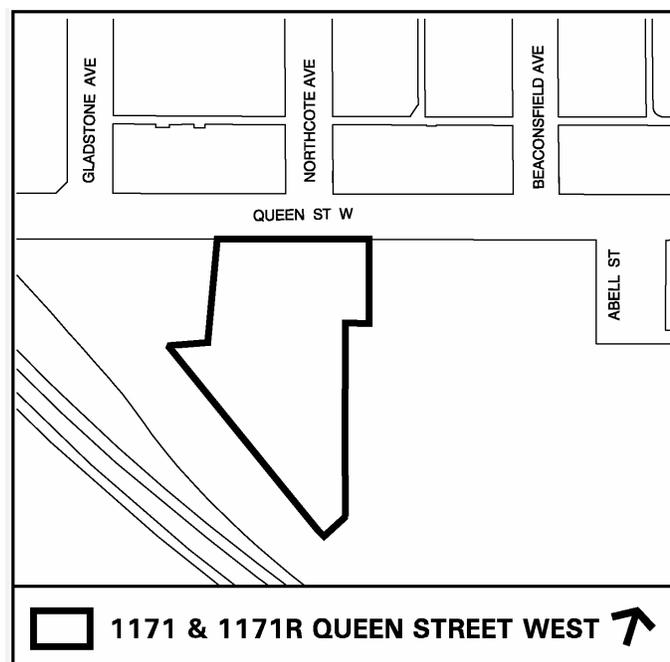
Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended 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; and
- (3) notice for the Public Meeting under the Planning Act be given



according to the regulations under the Planning Act.

Comments:

Proposal

The proposed redevelopment consists of:

- a 10-storey mixed use building facing Queen Street West, with commercial uses at grade and residential uses above; and
- a 26 -storey residential building on the rear (southern) portion of the site.

Site Description

The irregularly shaped and relatively flat site is 6173 m<sup>2</sup> (0.6 hectare) in size. It is currently occupied by a 1-storey brick warehouse with a small 2-storey office space and some at-grade parking.

North: 2-4 storey mixed use buildings along Queen Street West

South: the railway corridor

East: 1-2 storey commercial and mixed use buildings along Queen Street West, a 3 storey industrial building currently used for showrooms and studios and a vacant lot on which approval has been secured for stacked townhouses

West: 1-storey shopping plaza, a parking lot and the railway corridor

Background

Planning applications for properties adjacent to this site have also been submitted to the City by other applicants. An application for rezoning and official plan amendment for high-rise residential development at 48 Abell Street was re-activated in the Spring of 2005. An application for minor variance for 5-storey stacked townhouses at 150 Sudbury Street is being heard at the Committee of Adjustment on June 22 2005. Significant redevelopment of these sites requires an area study which has been initiated by Planning staff.

In-force Official Plan for the former City of Toronto

The in-force Official Plan for the former City of Toronto designates the northern portion of the site fronting onto Queen Street West as Low Density Mixed Commercial Residential Area. These areas contain a mix of commercial, residential and institutional uses in low-rise form, generally within the range of 3 to 5 storeys. The Plan permits Council to pass by-laws to permit buildings having a maximum total gross floor area of 3.0 times the area of the lot.

The Plan also identifies the northern portion of the site as a Main Street. Main Streets consist of contiguous buildings on small lots, generally within the range of 2 to 5 storeys in height, that have a mix of commercial and residential uses and which serve as a focus for, and define the edges of, low rise residential neighbourhoods. Housing intensification along Main Streets is encouraged according to the following objectives as outlined in Section 13.6:

- (a) achieve a high quality urban environment with regard to height, bulk, built form, and relationships between Main Street development and adjacent neighbourhoods;
- (b) achieve a high quality residential environment for residents of Main Streets:
- (c) ensure that the development is in keeping with the built form and residential amenity of adjacent residential neighbourhoods;
- (d) encourage an appropriate mix of residential, street-related retail and service uses and other compatible uses;
- (e) encourage new development, including infill and additions to existing buildings, in buildings of widths which are compatible with the small sites that typify the dominant lot pattern along certain Main Streets;
- (f) preserve and conserve those sites, buildings and structures which are of architectural and/or historical importance;
- (g) reduce the reliance on the private automobile for Main Streets residents; and
- (h) ensure that there are adequate community services and facilities, including school facilities, in the area.

In addition, the Plan encourages the creation and/or completion of laneway systems in conjunction with the redevelopment of properties along Main Streets and states that Council may adopt design guidelines for Main Streets buildings and streetscapes to implement these policies.

The Plan designates the rear (southern) portion of the site as a Mixed Industrial-Residential Area. These areas contain a wide range of residential uses, community services and facilities, street-related retail and service uses, and those industrial uses which are environmentally compatible with adjacent and neighbouring uses. Council may pass by-laws to permit industrial buildings containing environmentally compatible uses with gross floor areas up to 3.0 times the area of the lot and buildings containing only residential uses with gross floor areas up to 2.0 times the area of the lot.

Notwithstanding the above, Council may establish lower maximum densities for Mixed Industrial-Residential Areas on the basis of an appropriate study which has considered area specific objectives for uses, urban design, built form and density.

In addition, when considering a rezoning, Council shall have regard for:

- the advisability of retaining existing industrial buildings or uses in terms of the retention of industrial jobs;

- the retention of industrial buildings in good structural condition or which may have architectural or historical merit; and
- the extent to which a change in use would adversely affect the continued compatibility of neighbouring uses, particularly in those areas where identifiable pockets of a consistent use exist.

#### Garrison Common North Part II Plan

The in-force Garrison Common North Part II Plan sets out the following principles for development. Development should:

- (a) integrate the area into the rest of the City by developing the lands so that they relate to the established city fabric in terms of streets and blocks, uses and density patterns;
- (b) complete the open space system by enhancing and completing the existing north-south public open space system, providing both visual and physical connections to Fort York and the waterfront;
- (c) introduce a variety of land uses and densities and provide a range of housing types in terms of built form, affordability and tenure;
- (d) provide adequate community services and facilities;
- (e) be sensitive to and protect industrial operations and areas; and
- (f) provide a high level of environmental quality.

The Plan also encourages a high quality of urban design as it relates to structure, form and physical amenity, including:

- buildings which define the edges of streets and open spaces, animating their edges and minimizing wind and shadow impacts on them;
- heights and massing which are compatible with adjacent buildings and streets;
- grade-related units suitable for families with children;
- shared servicing and open space within development blocks; and
- enhancing ground level conditions for pedestrians.

It should be noted that the Plan identifies additional requirements for sites larger than 1.0 hectare. This site is less than 1 hectare in size. However, a number of applications have been received for rezonings and minor variances on adjacent sites which, altogether, constitute an area which is 2.77 hectares in size.

Map A of the Plan identifies a pattern for the extension of streets through and adjacent to the site, including an extension of Sudbury Street and an extension of Northcote Street.

The Plan identifies the northern portion of the site along Queen Street West as Low Density Mixed Commercial-Residential Area. It re-iterates the in-force Official Plan permission to pass by-laws for densities of up to 3.0 for mixed use buildings, provided that residential densities do not exceed 2.5 and commercial densities do not exceed 1.5.

The Plan identifies the southern (rear) portion of the site as Mixed Industrial-Residential Area 'B'. It re-iterates the in-force Official Plan's permission to pass by-laws for densities of up to 3.0 for mixed-use buildings of which residential densities constitute a density of no more than 2.0 times.

#### New Toronto Official Plan

At its meeting of November 26, 2002, City Council adopted the new Official Plan for the City of Toronto. The Minister of Municipal Affairs and Housing approved the new plan, in part, with modifications. The Minister's decision has been appealed in its entirety. The Official Plan is now before the Ontario Municipal Board. A hearing date has been set for the fall of 2005.

The New Toronto Official Plan designates the northern portion of the site (fronting onto Queen Street West) as Mixed Use and as an Avenue. It identifies the rear (southern) portion of the site as Employment Lands and designates it as Regeneration Area.

In the New Toronto Official Plan, Section 4.5 Mixed Use Areas Policy 2 states that development in Mixed Use areas will, among other things:

- locate and mass new buildings to provide a transition between areas of different development intensity and scale, particularly providing setbacks from and a stepping down of heights towards lower scale Neighbourhoods;
- locate and mass new buildings to minimize shadow impacts on adjacent Neighbourhoods during the spring and fall equinoxes;
- locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
- provide an attractive comfortable and safe pedestrian environment; and
- locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences.

Section 4.6 Employment Lands Policy 1 states that Employment Areas are places of business and economic activity. There is no mention of residential development.

Section 4.7 Regeneration Areas 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:

- revitalize areas of the City that are largely vacant or underused;
- create new jobs and homes that use existing infrastructure;
- restore, re-use and retain existing buildings that are economically adaptable for re-use, particularly heritage buildings and structures;
- achieve streetscape improvements and the extension of the open space network; and
- promote the environmental clean-up and re-use of contaminated lands.

According to the New Toronto Official Plan, the framework for development of the Regeneration Area should be set out in the Secondary Plan, addressing:

- urban design guidelines;
- a greening strategy for tree planting, improvements to parks and the acquisition of new parks and open spaces;
- streetscape, park and open space improvements;
- the need for new community services and facilities;
- a heritage strategy identifying important heritage resources and ensuring new buildings are compatible with adjacent heritage buildings;
- environmental policies regarding contaminated lands; and
- transportation policies that encourage transit, walking and cycling over use of the private automobile.

#### New Secondary Plan for Garrison Common North

The New Garrison Common North Secondary Plan re-iterates the objectives outlined in the in-force Garrison Common North Secondary Plan and also identifies the site as part of Area 2. The Plan states:

“Prior to the approval of significant development [in Area 2], an area study of the lands will be completed to include matters such as:

- (a) urban design guidelines;

- (b) a parks and open space plan;
- (c) a community improvement strategy to identify improvements to streets, sidewalks, boulevards and open spaces;
- (d) a community services strategy to monitor the need for new community services;
- (e) environmental policies to identify any necessary site and building clean-ups and deal with the issue of separation/buffering from rail corridors; and
- (f) transportation policies to encourage transit, walking and cycling.”

Planning staff have begun this area study.

### Zoning

The zoning on the northerly 45.7 metres of the site is MCR T3.0 C 1.0 R2.5, permitting commercial and residential buildings up to a maximum gross floor area of 3.0 times the area of the site, of which commercial uses shall constitute no more than 1.0 times the area of the site and residential uses shall occupy no more than 2.5 times the area of the site. The maximum height permitted at the street edge is 13.0 metres, rising at a 45 degree plane to a total maximum height of 16.0 metres.

The zoning on the rear (southern) portion of the site is I1 D3, permitting light industrial uses up to a maximum gross floor area of 3.0 times the area of the site. The maximum height permitted on this portion of the site is 18.0 metres.

### Site Plan Control

A concurrent application for site plan approval has been filed.

### Reasons for the Application

An amendment to the in-force Part I Official Plan is required because:

- (a) on the front (northern portion of the site):
  - (i) the proposed height (10 storeys) exceeds the range of heights contemplated by the Plan (2-5 storeys);
  - (ii) the proposed density (approx. 3.64 of which 3.28 for residential uses) exceeds the density contemplated by the Plan of a maximum of 2.5 for residential uses and an overall maximum of 3.0);

- (b) on the rear (southern) portion of the site:
  - (i) the proposed residential density (approx. 6.36) exceeds the residential density contemplated by the Plan (2.0).

An amendment to the New Toronto Official Plan is required because the proposed buildings are:

- not located and massed to minimize shadow impacts on adjacent Neighbourhoods during the spring and fall equinoxes; and
- not located and massed to frame the edges of streets and parks with good proportion and maintain sunlight conditions for pedestrians on adjacent streets;

Amendments to the in-force Garrison Common North Part II Official Plan and the New Garrison Common North Secondary Plan are required because the application:

- does not include the extension of Northcote Street;
- indicates densities significantly higher than those identified in the Plan; and
- does not provide for height and massing which is compatible with adjacent streets and blocks;

A rezoning is required because the proposal is significantly different from the current zoning of the site. Major differences include but are not limited to the following:

- (a) on the front (northern) portion of the site:
  - (i) the proposed height (35.0 m) exceeds the permitted height (16.0 m) by 19.0 metres;
  - (ii) the proposed density (approx. 3.64) exceeds the permitted density (3.0) by 0.64 or approx. 1950 m<sup>2</sup>;
- (b) on the rear portion of the site,
  - (i) the proposed residential use is not permitted by the industrial zoning;
  - (ii) the proposed height (79 m) exceeds the permitted height (18.0 m) by 61 metres.

The application also requires a rezoning with respect to other aspects of the plan.

Issues to be Resolved

Issues to be resolved through the review of this project include, but are not limited to:

- significant development being proposed without a mechanism to secure the appropriate street network as laid out in the Secondary Plan;
- significant development being proposed prior to the completion of an area study addressing parks, open spaces, urban design guidelines and community services and facilities;
- height and setback locations on the 10-storey Queen Street building;
- height of the 26-storey rear tower;
- shadow impacts on the north sidewalk of Queen Street West;
- significant residential development with minimal new commercial or industrial space on Employment Lands; and
- traffic impacts on Queen Street West, particularly relating to streetcar service.

One of the more problematic aspects of the proposal is the proposed heights. The 10-storey building fronting onto Queen Street West is more than three times as tall as the typical building on this section of the street, with a podium approximately twice the height of buildings on this section of Queen Street West. While additional analysis is required, it appears the proposed building may overpower the streetscape as well as have shadow impacts on the north sidewalk.

The 26-storey tower at the rear of the site is significantly taller than any other development, constructed or approved, in the area of the site. The impacts of this additional height relate both to the building's shadow impacts on the north sidewalk of Queen Street West as well its visual impact on the Queen Street West streetscape. The proposed 26-storey building is not compatible with the existing or planned heights within the surrounding area, particularly those along Queen Street West. For instance, heights recently approved for the redevelopment of the site of the Centre for Addiction and Mental Health (CAMH) at 1001 Queen Street West do not exceed 14 storeys.

#### Conclusions:

Some elements of the proposed development are positive, such as the large landscaped open space, the street-related retail along Queen Street West and additional residential housing units. These aspects further the goals of the Official Plan. However, it must be noted that the proposed heights (10 storeys and 26 storeys) and densities (3.64 and 6.36) are inappropriate in this context. Preliminary analysis by planning staff indicates that both proposed buildings are too tall.

Planning recommends a community meeting be held in September 2005. The public hearing regarding this application is targeted for December 2005. The target date assumes that the applicant will provide all required information without delay.

Contact:

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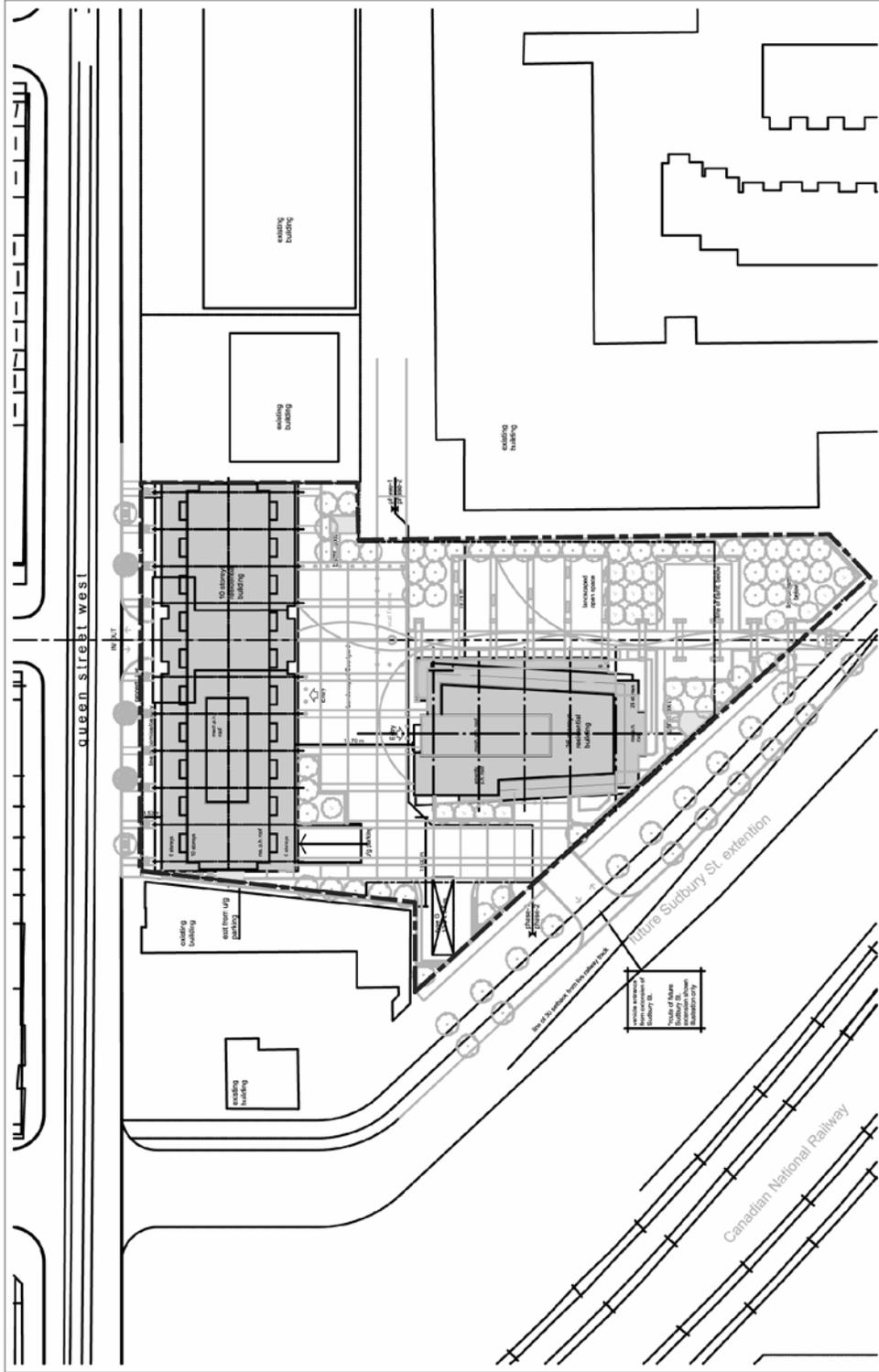
Gary Wright  
Director, Community Planning, South District

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List of Attachments:

Attachment 1:	Site and Context Plan
Attachment 2:	Elevation (North)
Attachment 3:	Elevation (East)
Attachment 4:	Section (South-North)
Attachment 5:	Zoning
Attachment 6:	Official Plan
Application 7:	Application Data Sheet

Attachment 1: Site and Context Plan



1171 & 1171R Queen Street West

Site Plan

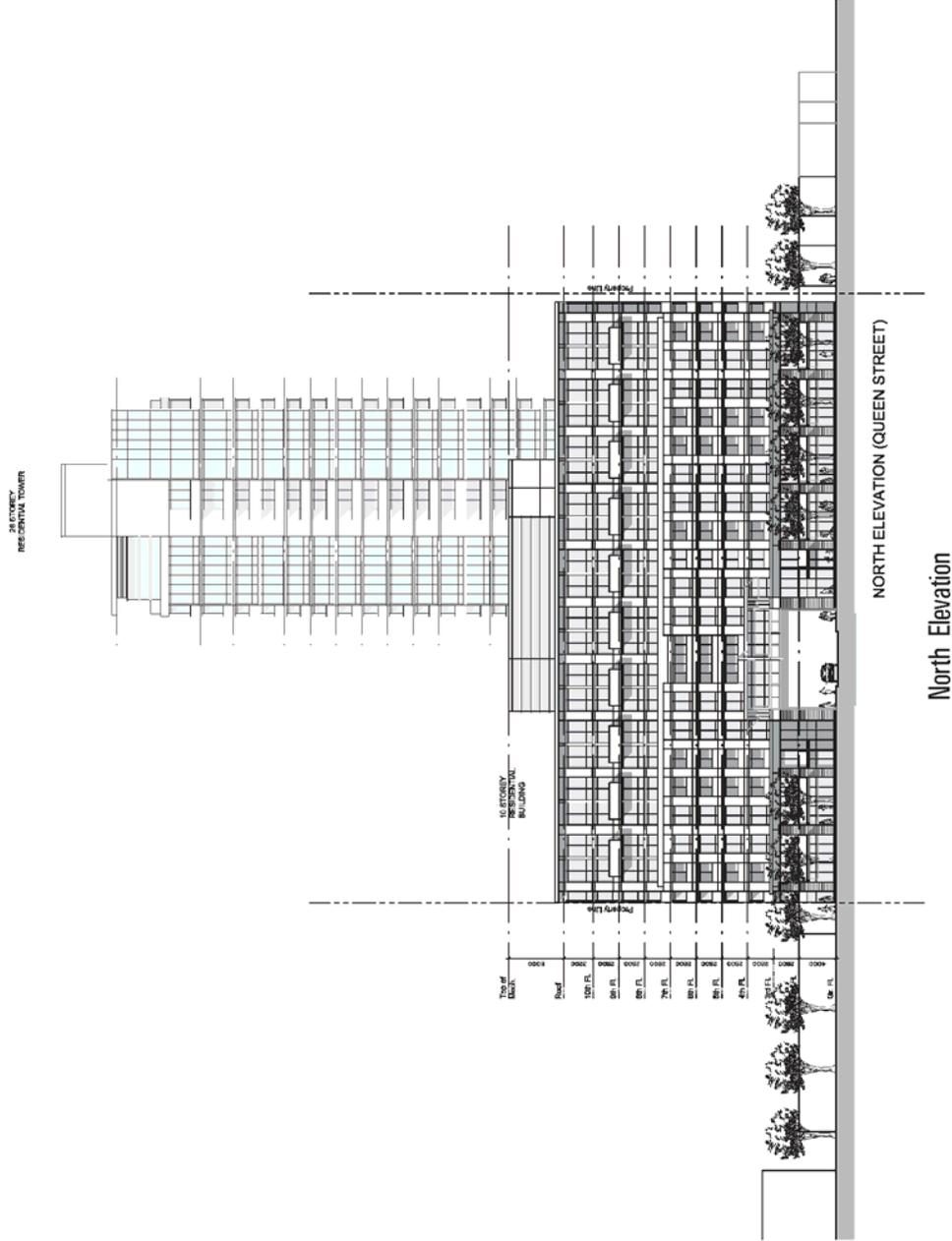
Applicant's Submitted Drawing

Not to Scale  
05/25/05



File # 05\_133454

Attachment 2: Elevation (North)



Elevations

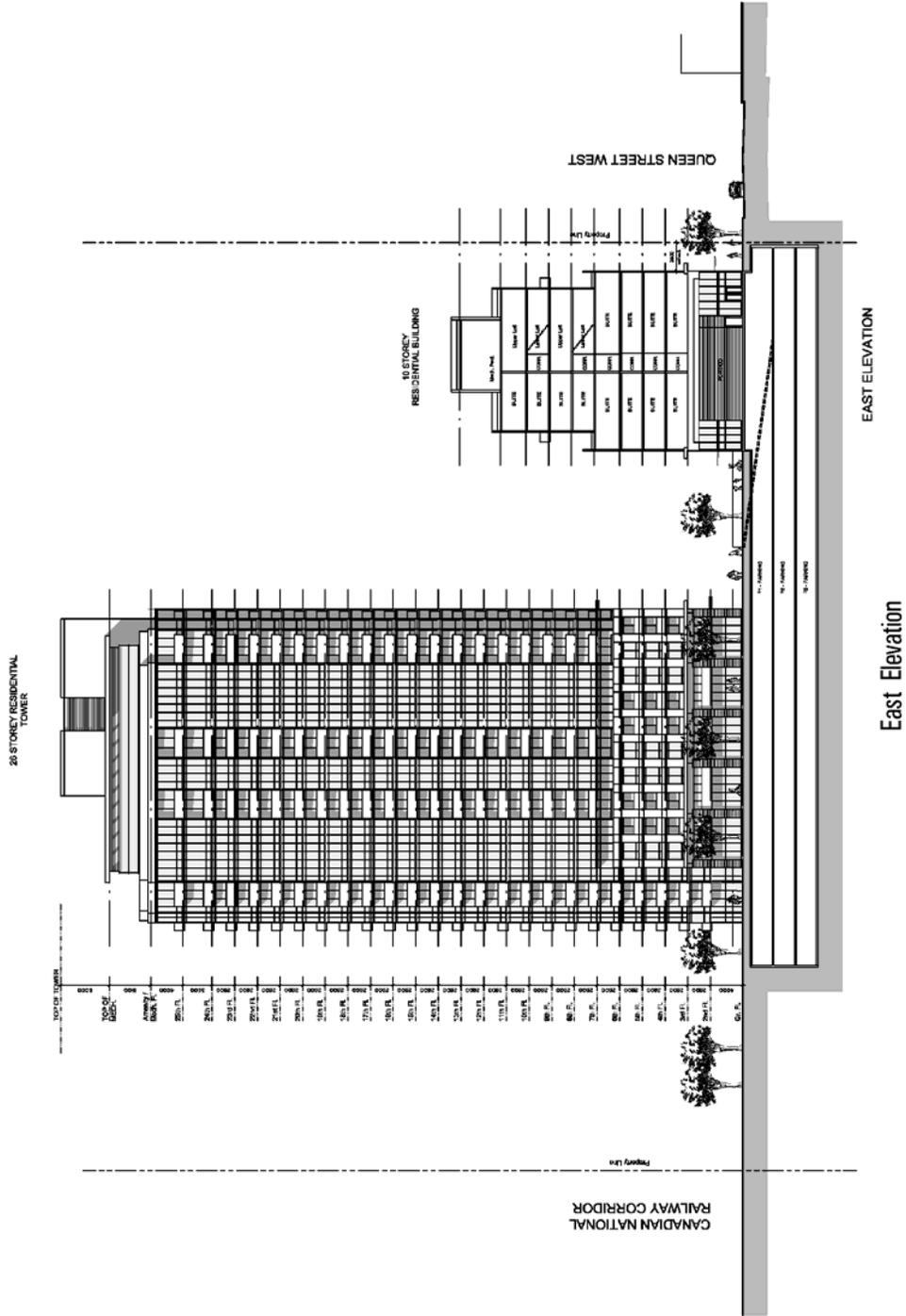
Applicant's Submitted Drawing

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1171 & 1171R Queen Street West

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### Attachment 3: Elevation (East)



East Elevation

EAST ELEVATION

## Elevations

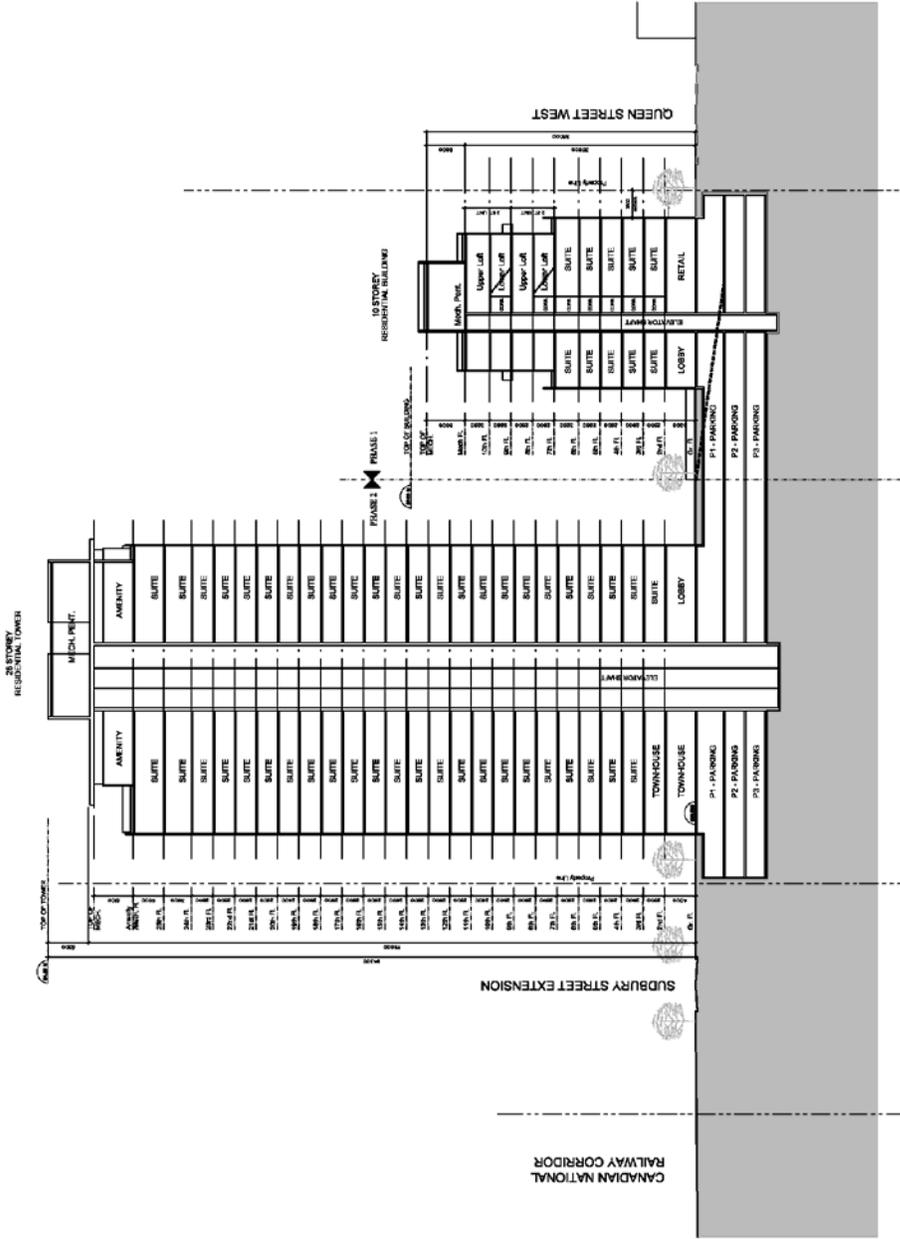
1171 & 1171R Queen Street West

Applicant's Submitted Drawing

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Attachment 4: Section (South-North)



South - North Section

1171 & 1171R Queen Street West

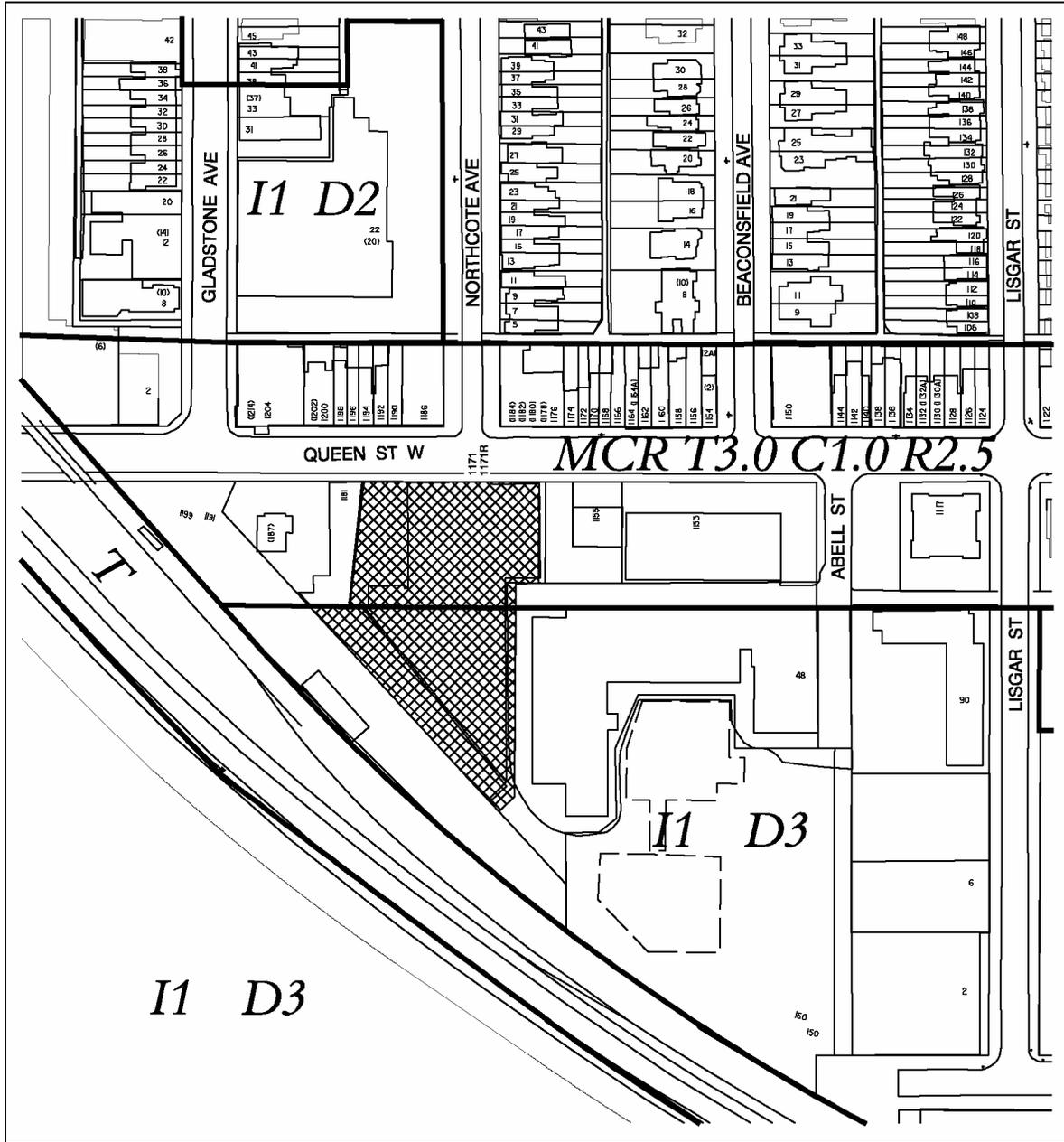
Sections

Applicant's Submitted Drawing

Not to Scale  
05/25/05

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### Attachment 5: Zoning



1171 and 1171R Queen Street West

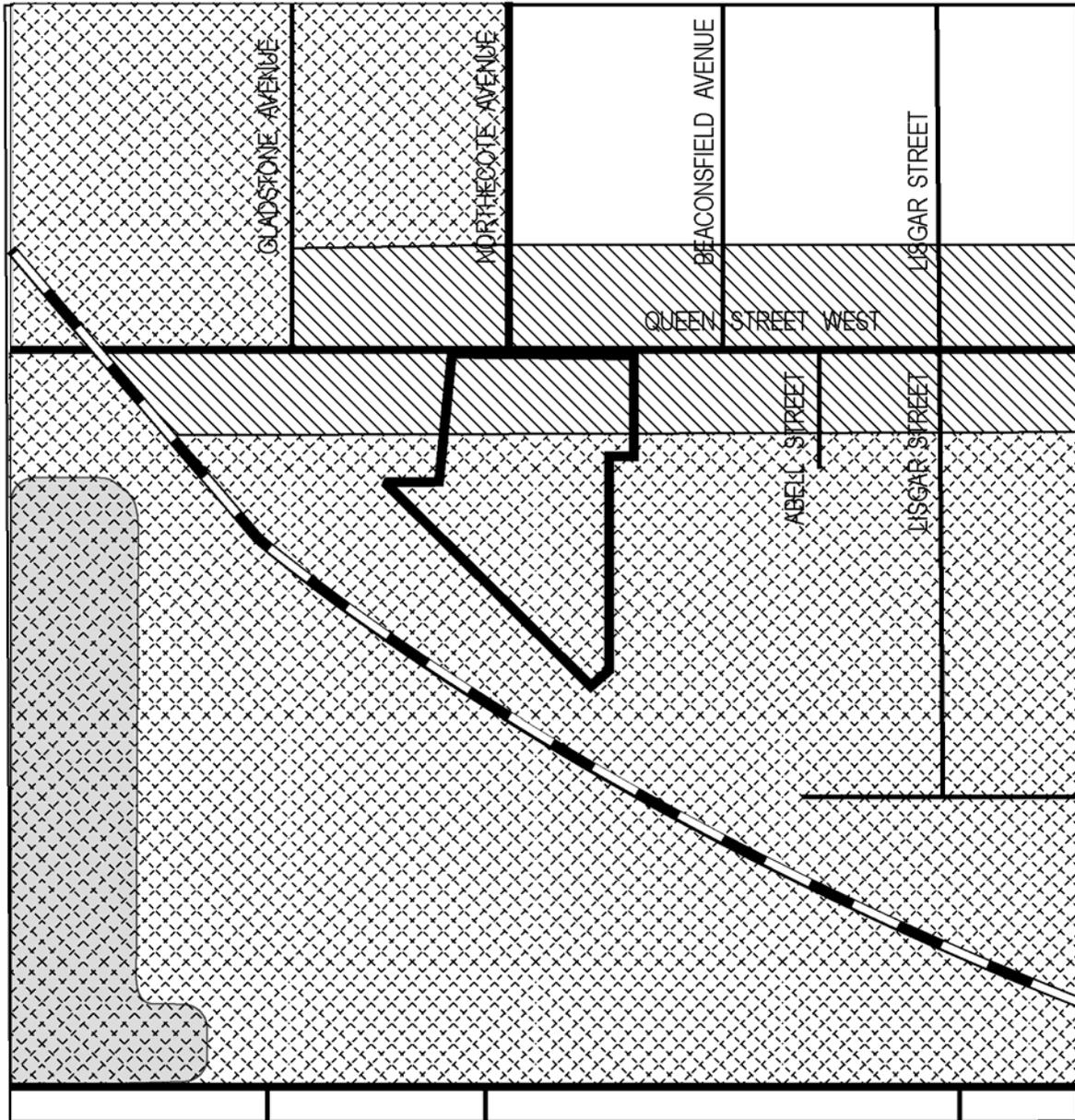
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- MCR Mixed-Use District
- I1 Industrial District
- T Industrial District



Not to Scale  
Zoning By-law 438-86 as amended  
Extracted 05/25/05 - NRS

Attachment 6: Official Plan



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|--|--|
|  Site   |  Mixed-Industrial Residential Areas |
|  Low Density Residence Areas                    |  General Use Areas                  |
|  Low Density Mixed-Commercial-Residential Areas |  |

