

TORONTO STAFF REPORT

September 1, 2005

To: Toronto and East York Community Council

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

Subject: Further Report
Applications to amend Official Plan & Zoning By-law 438-86, as amended,
Application No. 99 036168 SHY 18 OZ
Applicant: Verdiroc Development Corporation
Architect: Climans Green Liang Architects Inc.
48 Abell St
Ward 18 - Davenport

Purpose:

To provide preliminary information on a proposal to develop 3 residential buildings at 48 Abell Street, including live-work units and affordable rental housing in addition to condominiums. This report seeks Community Council's directions on further processing of the applications and on the community consultation process.

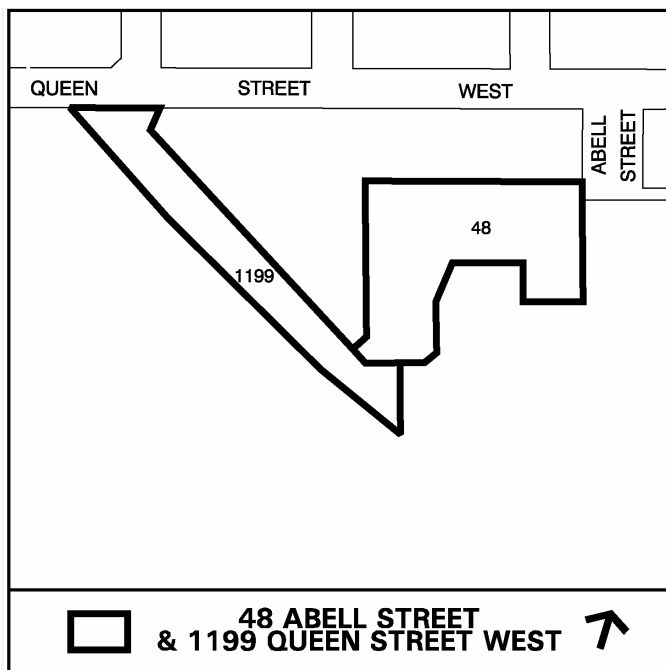
Financial Implications and Impact Statement:

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.



- (3) notice for the Public Meeting under the Planning Act be given according to the regulations under the Planning Act.

Background:

Proposal

The proposed redevelopment consists of:

- a 25-storey (399 units) residential building facing Abell Street, with live-work units facing the private lane;
- a 19 storey (214 units) affordable rental housing building on the southwestern portion of the site;
- a 3-storey (5 unit) live-work building at the northwest corner of the site;and
- a commercial parking lot.

The proposal also contemplates the extension of Sudbury Street at a later, unspecified date, subject to negotiations with adjacent land owners and the City.

Site Description

This development is proposed for two adjacent sites. The first site (the Lamp Building Site) is 7,596 m² in size and is U-shaped. It is currently occupied by an older 3-storey brick building. The building contains a variety of activities, including a lamp showroom, light industrial and commercial enterprises, live-work units and residential dwelling units. The live-work units and residential dwelling units are not currently permitted by the Zoning By-law. The second site (the Sudbury Street Site) which at one time was the Sudbury Street right-of-way, is a linear, 4,845 m² site extending from Queen Street West at Gladstone Avenue towards the south-east along the railway corridor.

The immediate context is as follows:

North: 2 storey mixed use building along Queen Street West and a 1-storey car wash

South: a vacant site, now under construction for 5 ½-storey stacked townhouses, and the railway corridor

East: a 1 storey industrial warehouse building, a parking lot and a postal station

West: a 1 ½- storey warehouse and office building

Background

This proposal is a revision to an earlier application (No. 299006) first submitted in 1999. That earlier proposal sought residential permission for live-work units on the existing building on the Lamp Building Site

Planning applications for properties adjacent to this site have also been submitted to the City by other applicants. An application for a minor variance to permit 5½-storey stacked townhouses at 150 Sudbury Street was approved by the Committee of Adjustment on June 22 2005. An application for Official Plan and Zoning By-law amendments at 1171 and 1171R Queen Street West was made in the Spring 2005 for a 10-storey mixed use building on the Queen Street West frontage and a 25-storey residential building at the rear of the site.

The redevelopment of these sites has the potential to significantly impact the area. As a result, an area study has been initiated by Planning staff. City planning is reviewing the application at 1171 and 1171R Queen Street West and has taken the preliminary position that the heights being sought are inappropriate for the area. In addition, staff have determined that the street network must be extended into this area in order to support new residential development. A study of the area south of Queen, north of the rail corridor and west of Dovercourt, focusing on urban design, including streets, built form and open space, is underway.

In-force Official Plan for the former City of Toronto

The in-force Official Plan for the former City of Toronto designates the Lamp Building Site and the rear (southern) portion of the Sudbury Street Site as 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.

The Plan designates the northern portion of the Sudbury Street Site along Queen Street West as Low Density Mixed Commercial Residential Area and as a Main Street. 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 allowing buildings with a maximum total gross floor area of 3.0 times the area of the lot.

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.

Map A of the Plan identifies which streets should be extended as the area redevelops. Several of these streets go through or are adjacent to the site, including:

- the extension of Sudbury Street along the previous right-of-way, directly through the Sudbury Street Site, where the applicant is proposing a commercial parking lot and landscaped area;

- the extension of Northcote Street to the west of the Lamp Building Site; and
- the extension of Abell Street to the east of the Lamp Building Site.

The extension of Abell Street will take the form of a pedestrian and bicycle connection to Sudbury Street until such time as the properties on the west side of Lisgar Street redevelop.

The combined size of these sites is 1.24 hectares which triggers additional requirements for sites larger than 1.0 hectare. These requirements aim to integrate redevelopment with the surrounding neighbourhoods through the provision of good pedestrian, vehicular and visual connections to adjacent neighbourhoods, parks and open spaces. These requirements include ensuring:

- “a) that block size and orientation are similar to those of the surrounding neighbourhoods;
- b) that new streets are extensions of the existing street grid and align with the existing streets, where possible, allowing for street-oriented development;
- c) that north-south views are preserved, enhanced or, where possible, created through physical connections to the surrounding neighbourhoods and the waterfront, in the form of streets, view corridors, pedestrian connections and open spaces;
- d) that consideration is given to utilizing the required safety setback from the rail corridors as open space or roadway or both, particularly in residential areas;
- g) that access for servicing and parking for any development is from rear lanes, rather than from streets, and that the existing lane system is improved and new lanes introduced where appropriate;
- i) that existing streetscapes and public and private pedestrian walkways are improved through such means as tree planting, improved lighting and the provision of street furniture giving particular attention to pedestrian intensive areas such as ... Queen Street West.”

The Plan identifies the Lamp Building Site and the southern (rear) portion of the Sudbury Street 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 times the area of the lot for mixed-use buildings of which residential densities are to constitute a density of no more than 2.0 times the area of the lot.

The Plan identifies the northern portion of the Sudbury Street 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 times the area of the lot for mixed use buildings, provided that residential densities do not exceed 2.5 times the area of the lot and commercial densities do not exceed 1.5 times the area of the lot.

The Garrison Common North Part II Plan has been incorporated into the New Official Plan with some modifications.

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 and the hearing has begun.

Map 2 Urban Structure identifies the north portion of the Sudbury Street site as Avenue and the remainder of the Sudbury Street Site and the Lamp Building Site as Employment Districts. However, this Employment District has been deleted from Map 2 by a modification by the Minister of Municipal Affairs and Housing.

Avenues are “important corridors along major streets where reurbanization can create new housing and jobs 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.

The sites are designated Regeneration Area. There is a requirement that development proceed according to a secondary plan process, including the requirement for an area study, as outlined below. Section 4.7 Regeneration Areas states that these 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.”

Map 14-1 in the Secondary Plan indicates that streets should be extended through Area 2, including the extension of Sudbury Street from Queen Street West at Gladstone Avenue, the extension of Northcote Street and the extension of Abell Street. Most of the Sudbury Street Site would become public right-of-way as indicated in the Secondary Plan.

Zoning

The zoning on the Lamp Building Site and the rear (southern) portion of the Sudbury Street 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.

The zoning on the northern portion of the Sudbury Street site is MCR T3.0 C 1.0 R2.5, permitting a combination of commercial and residential buildings up to a maximum gross floor area of 3.0 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.

Site Plan Control

An application for site plan control will be required to implement the proposed changes to the Official Plan and Zoning By-law.

Reasons for the Application

Amendments to the in-force Part I Official Plan are required because:

- (a) the proposed commercial parking lot and landscaped open space are not consistent with the intent to extend Sudbury Street south of Queen Street West.
- (b) the proposed density (approximately 4.0 if calculated on the total site area or 6.5 if calculated on the area of the Lamp Building Site only) exceeds the residential density contemplated by the Plan of 2.0 times coverage.

Modifications to the New Toronto Official Plan are required because the proposed buildings are:

- (a) not located and massed to minimize shadow impacts on adjacent Neighbourhoods during the spring and fall equinoxes; and
- (b) 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:

- (a) does not include the extension of Sudbury Street and Northcote Street at the time of the development;
- (b) proposes densities significantly higher than those permitted in the Plan;
- (c) does not provide for height and massing which is compatible with adjacent streets and blocks; and
- (d) does not satisfy the additional requirements for sites greater than 1 hectare in size.

A Zoning By-law Amendment is required because the proposal is not permitted by the current zoning of the site. Major differences include but are not limited to the following:

- (a) the proposed residential use is not permitted by the industrial zoning; and

- (b) the proposed height (76 m) exceeds the permitted height (18.0 m) by 58 metres.

Issues to be Resolved

The proposed 19 and 25-storey buildings are not compatible with the existing or planned heights within the surrounding area, particularly those along Queen Street West. The tower portions are 2 to 3 times the tallest existing buildings in the immediate area and 6 to 9 times taller than the prevailing building heights. The two large residential buildings are significantly taller than any other development, constructed or approved, in the area of the site. 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, a few blocks to the east of the subject site, do not exceed 14 storeys. The impacts of the proposed heights 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.

Other 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;
- shadow impacts;
- significant residential development with minimal new commercial or industrial space on Employment Lands;
- significant residential development adjacent to the rail corridor; and
- loss of affordable industrial space.

Conclusions:

Preliminary analysis by Planning staff indicates there are significant issues to be resolved. Planning recommends a community meeting be held in October 2005. The public hearing regarding this application is targeted for late in the first quarter of 2006. The target date assumes that the applicant will provide all required information without delay.

Contact:

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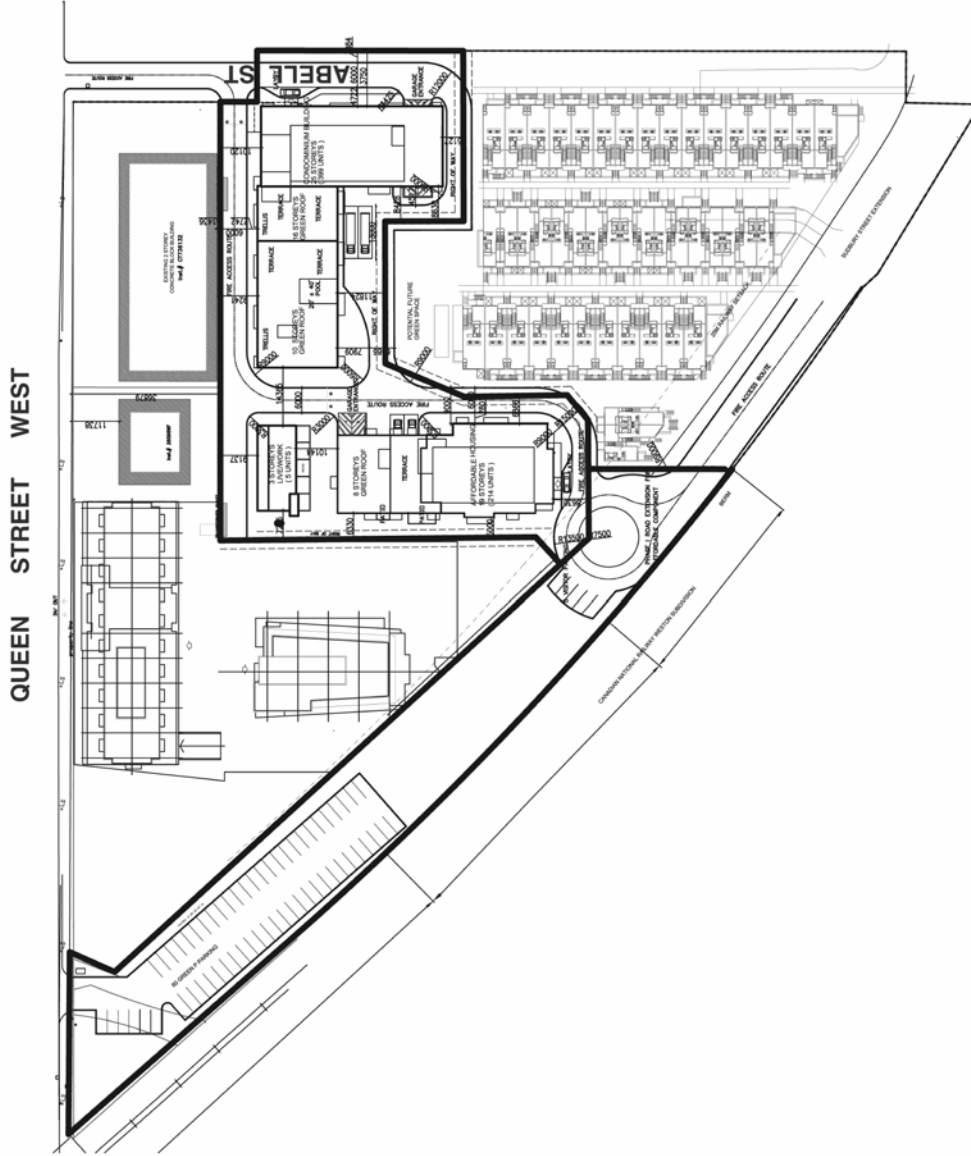
Director, Community Planning, Toronto and East York District

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List of Attachments:

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Attachment 3:	South Elevation
Attachment 4:	East Elevation
Attachment 5:	West Elevation
Attachment 6:	Zoning
Attachment 7:	Official Plan
Attachment 8:	Application Data Sheet

Attachment 1: Site Plan

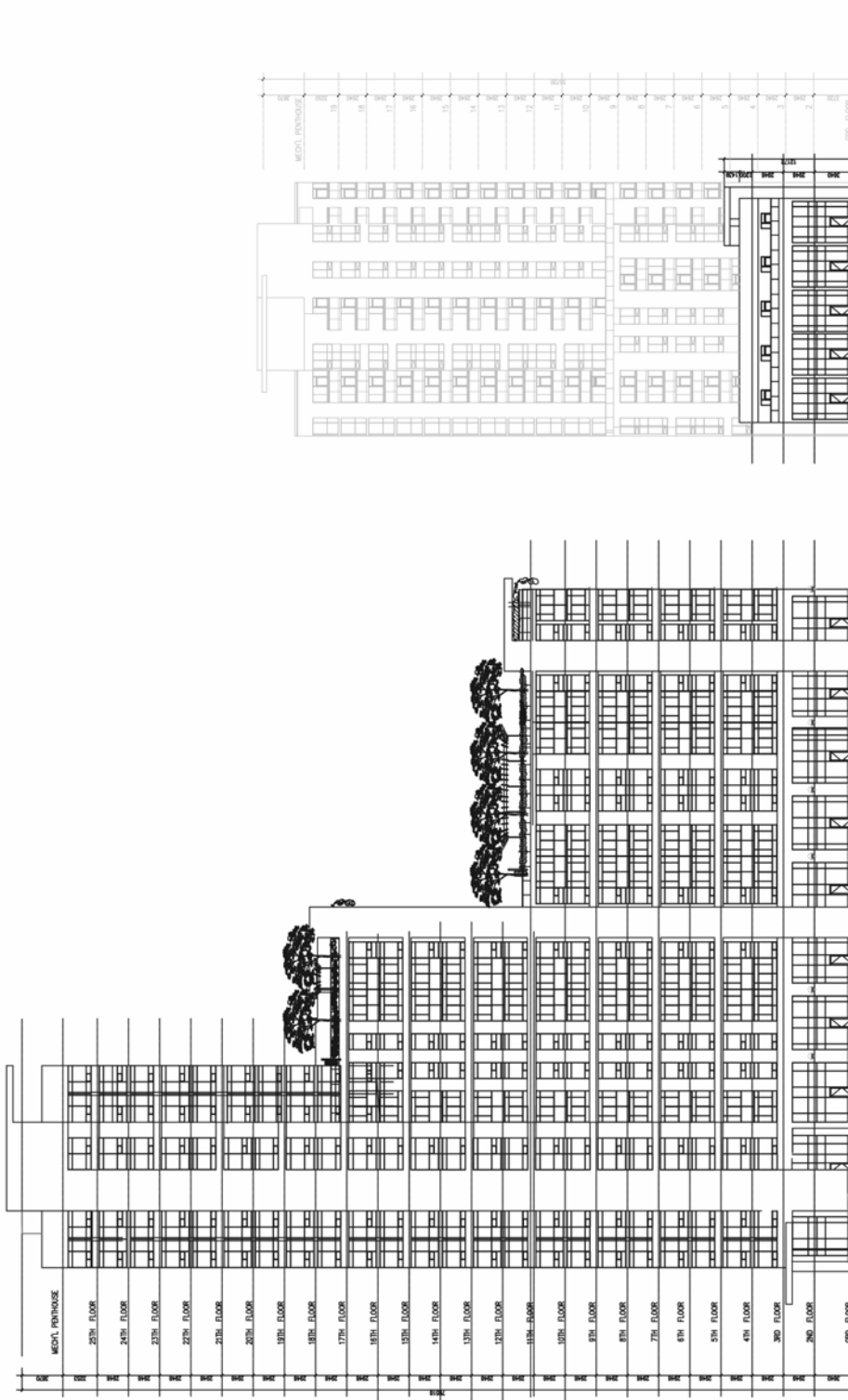


Site Plan
Applicant's Submitted Drawing
Not to Scale
08/24/05



48 Abell Street
& 1199 Queen Street West
File # 99_036168

Attachment 2: North Elevation



North Elevation

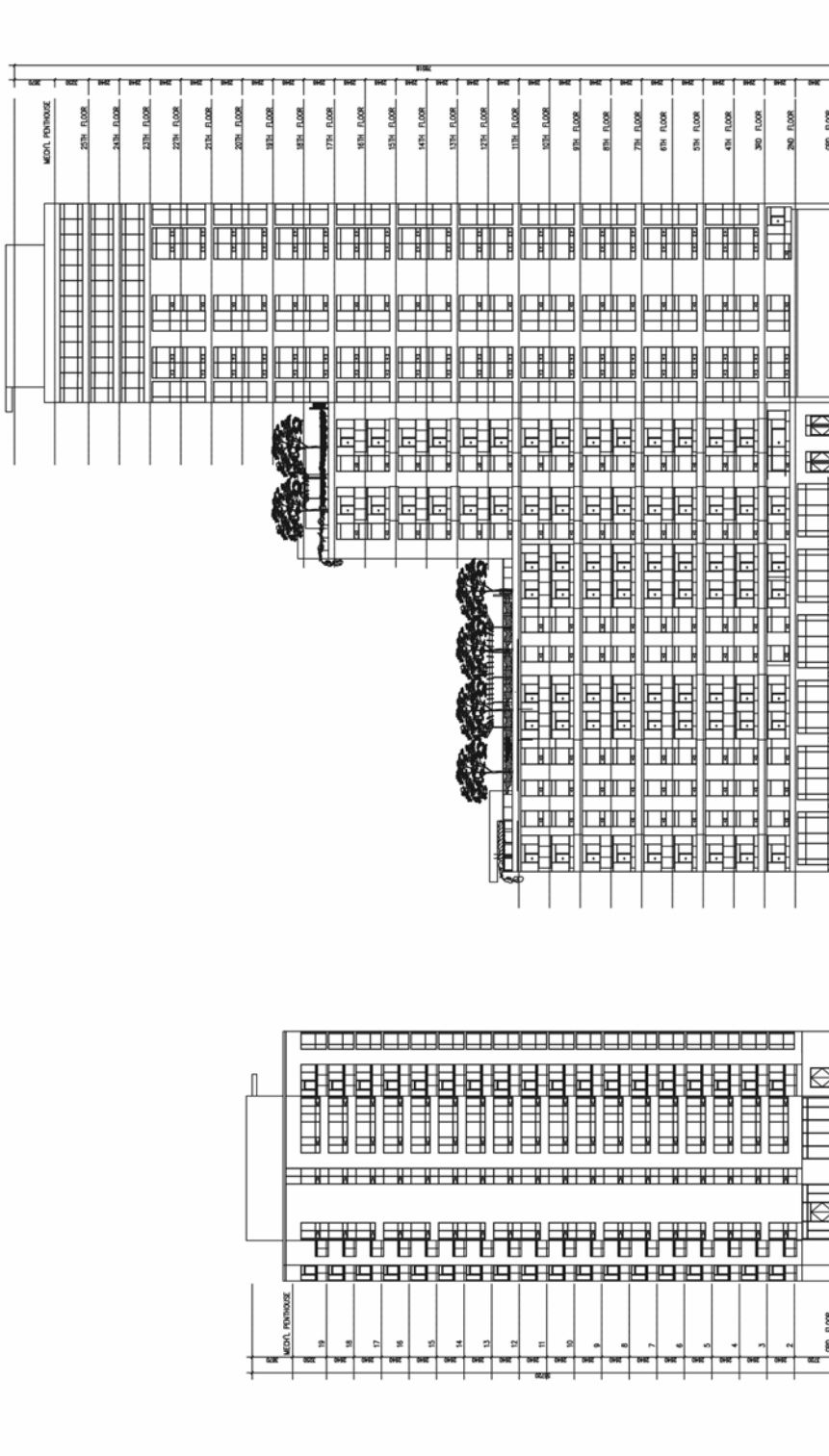
Applicant's Submitted Drawing

Not to Scale
08/24/05

48 Abell Street
& 1199 Queen Street West

File # 99_036168

Attachment 3: South Elevation



South Elevation

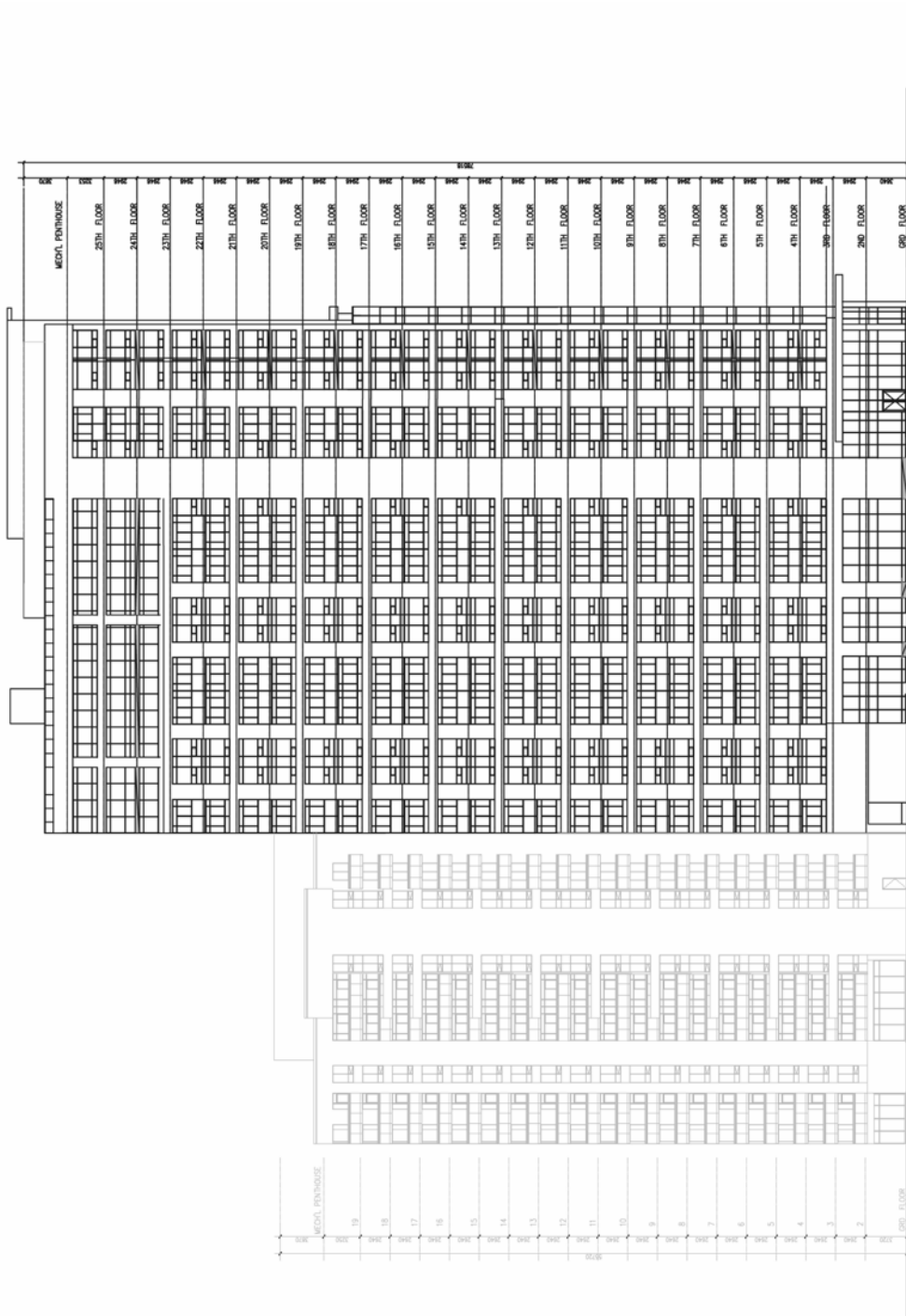
Applicant's Submitted Drawing

Not to Scale
08/24/05

**48 Abell Street
& 1199 Queen Street West**

File # 99_036168

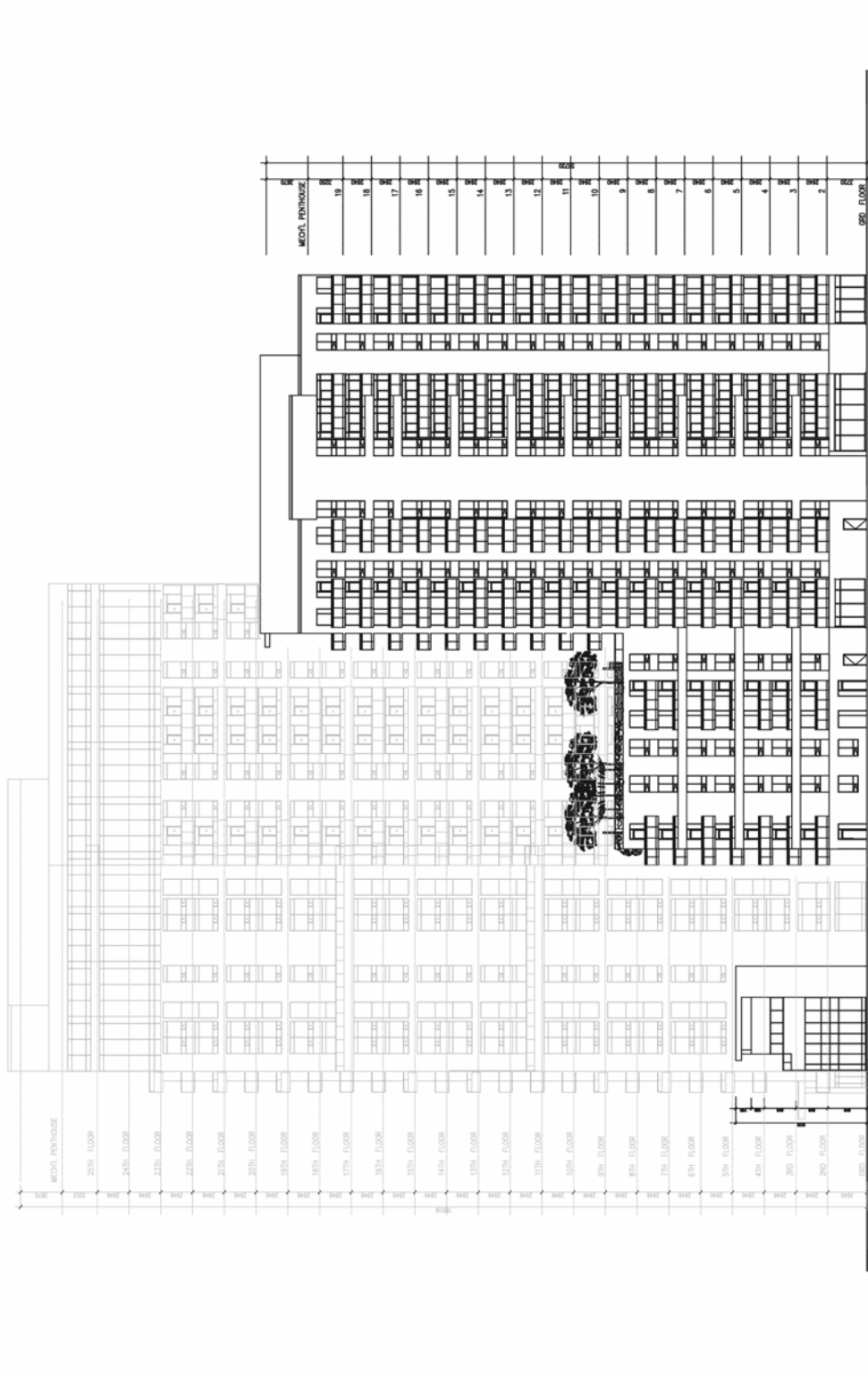
Attachment 4: East Elevation



East Elevation
Applicant's Submitted Drawing
Not to Scale
08/24/05

48 Abell Street
& 1199 Queen Street West
File # 99_036168

Attachment 5: West Elevation



West Elevation

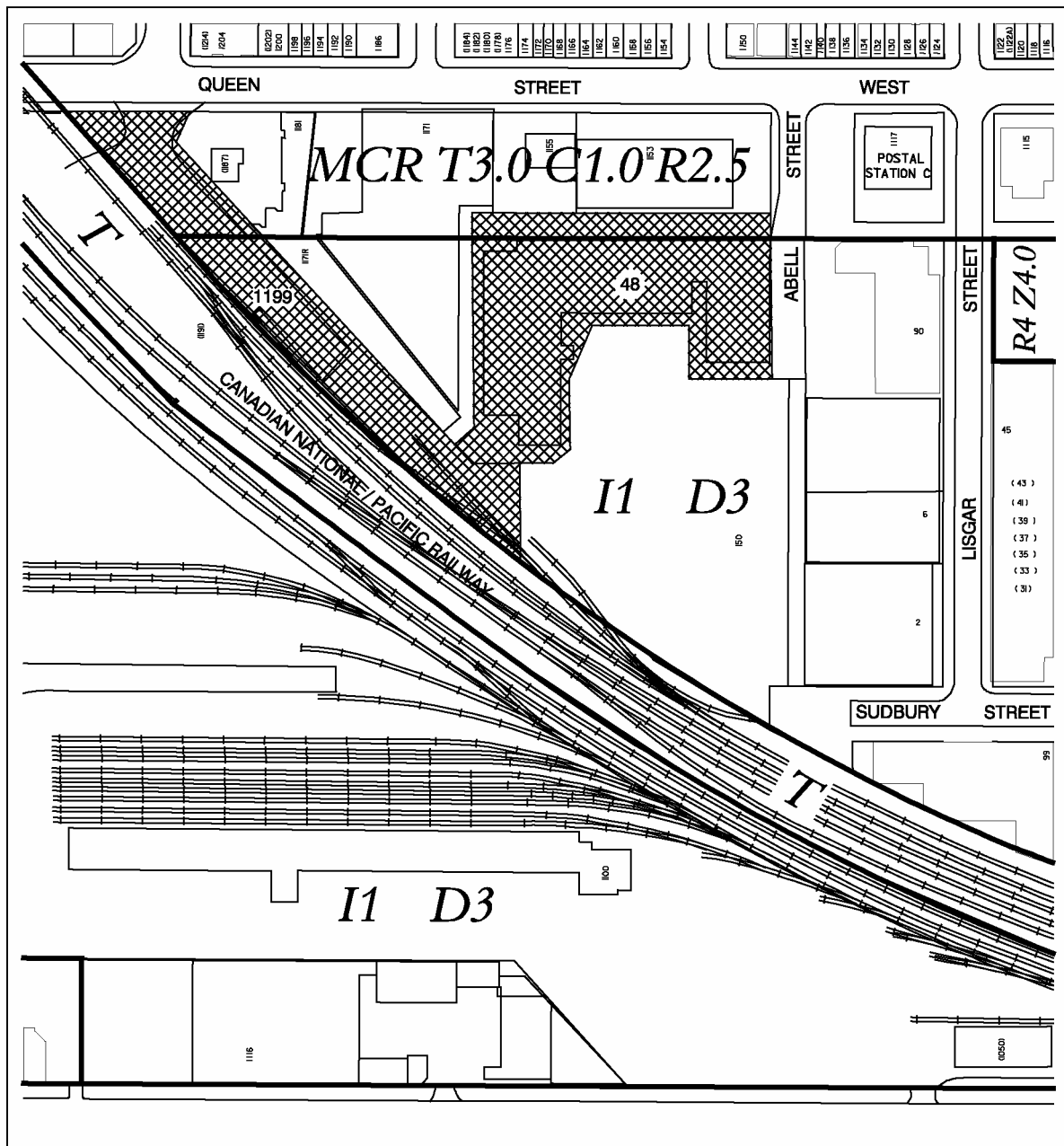
Applicant's Submitted Drawing

Not to Scale
08/24/05

**48 Abell Street
& 1199 Queen Street West**

File # 99_036168

Attachment 6: Zoning



48 Abell Street & 1199 Queen Street West

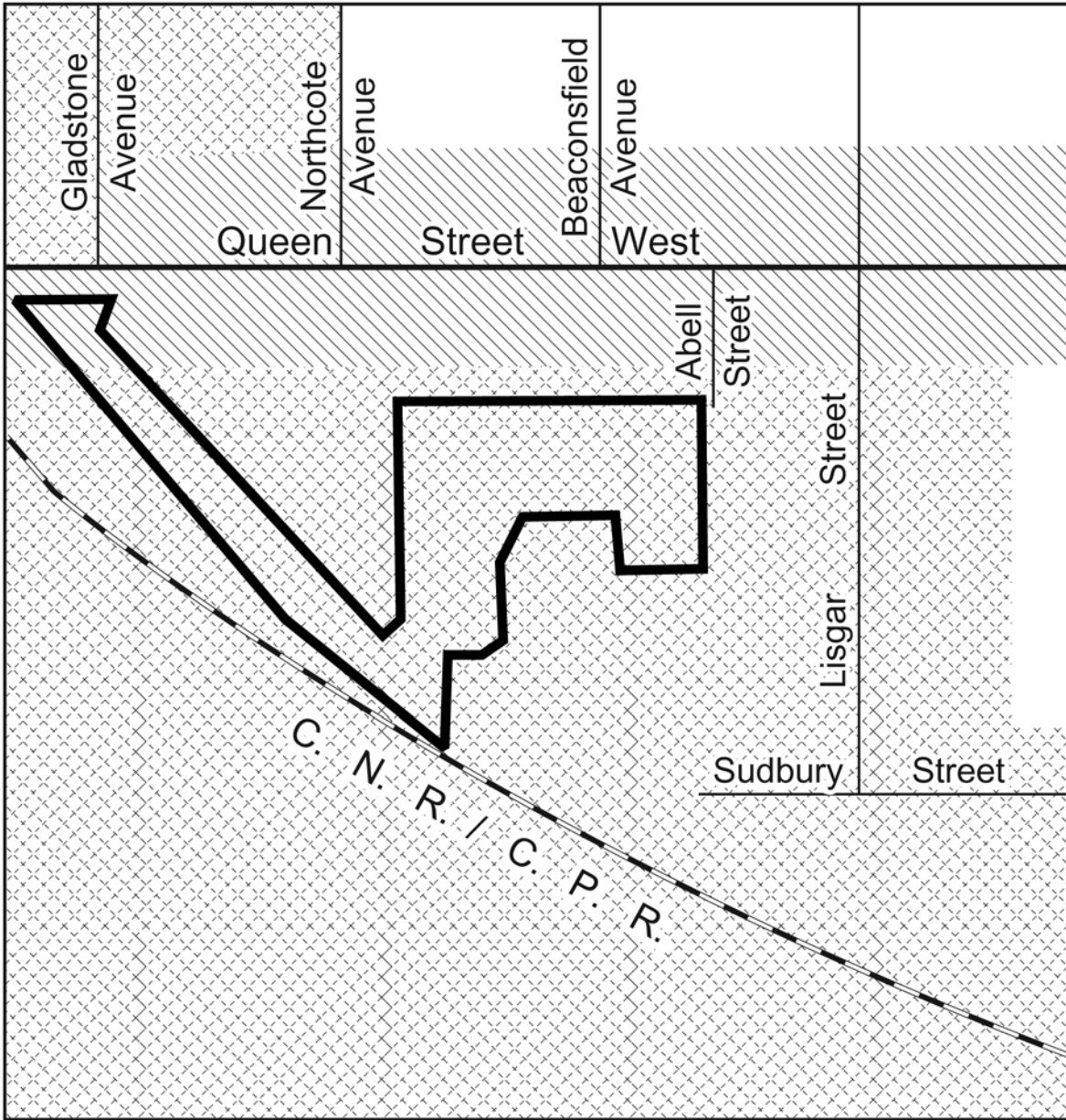
File # 99_036168

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



Not to Scale
Zoning By-law 438-86 as amended
Extracted 08/24/05 - DR

Attachment 7: Official Plan



-  Site
-  Low Density Residence Areas
-  Low Density Mixed Commercial - Residential Areas
-  Mixed Industrial - Residential Areas

Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	99 036168 SHY 18 OZ
Details	OPA & Rezoning, Standard	Application Date:	June 24, 1999
Municipal Address:	48 ABELL ST, Toronto ON		
Location Description:	48 ABELL ST -- WEST SIDE OF ABELL STREET; SOUTH OF QUEEN ST. WEST. **GRID S1807		
Project Description:	To build a 25-storey 399 condominium unit building, a 19-storey 214 affordable housing unit building and a 3-storey 5 live-work unit building.		
Applicant:	Agent:	Architect:	Owner:

PLANNING CONTROLS

Official Plan Designation:	Mixed IR Area B	Site Specific Provision:	No
Zoning:	I1 D3, MCR T3.0 C1.0 R2.5	Historical Status:	
Height Limit (m):	18, 16	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	12441	Height:	Storeys:	25
Frontage (m):	0		Metres:	79.348
Depth (m):	0			
Total Ground Floor Area (sq. m):	0			Total
Total Residential GFA (sq. m):	48591.8		Parking Spaces:	391
Total Non-Residential GFA (sq. m):	1400.2		Loading Docks	0
Total GFA (sq. m):	49992			
Lot Coverage Ratio (%):	24.5			
Floor Space Index:	4			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Rental, Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	48591.8	0
Bachelor:	0	Retail GFA (sq. m):	0	0
1 Bedroom:	0	Office GFA (sq. m):	0	0
2 Bedroom:	0	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	1400.2	0
Total Units:	618			

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