

# TORONTO STAFF REPORT

May 30, 2006

To: Toronto and East York Community Council

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

Subject: Request for Direction Report  
South District Application 05 199764 SPS 00 TM  
Official Plan and Zoning Review in the West Queen West Triangle Area  
2005 199764 SPS 00 TM  
Ward 18 - Davenport

## Purpose:

The purpose of this report is to report back to Council on the zoning review and community consultation undertaken by staff with respect to the West Queen West Triangle, generally bounded by Dovercourt Road, Dufferin Street, Queen Street and the CN railway tracks. Additionally, staff require direction to finalize the Zoning By-law and Official Plan amendments.

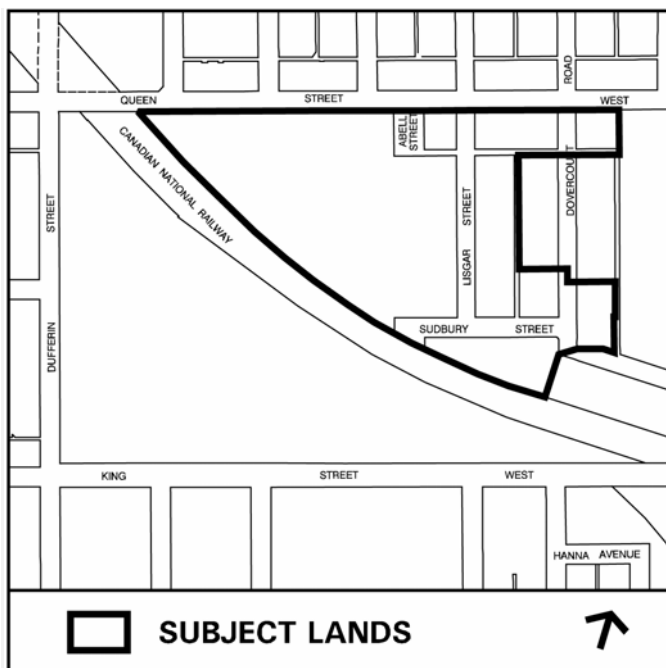
## Financial Implications and Impact Statement:

To provide an adequate park infrastructure for the area, an off-site parkland dedication is recommended which may be over and above the statutory requirement.

Parks staff supports the approach to secure an off-site parkland dedication as it will provide needed park space in this community which is in an area of low parkland provision.

Parks staff will be reporting to the Administration Committee regarding the use of cash in lieu monies for an off-site dedication as well as additional funds to pay for any over-dedication from the City's parkland reserve fund.

The Chief Financial Officer and Treasurer has reviewed this report and concurs with the financial impact statement.



## Recommendations:

It is recommended that City Council:

- (1) direct staff to report on the proposed amendments to the Garrison Common North Secondary Plan and the Garrison Common North Part II Plan generally in keeping with the principles outlined in this report;
- (2) direct staff to report on the proposed amendments to the Zoning By-law 438-86 for the former City of Toronto to reflect the principles outlined in this report;
- (3) direct staff to implement a network of public streets, including Sudbury Street and Abell Street as vehicular streets and Northcote Avenue as pedestrian and cycling connection, in accordance with the text of this report;
- (4) direct staff to acquire the lands necessary for the extension of Sudbury Street and request the Director of Real Estate Services to report to the June Council on mechanisms for acquiring the land for the extension of Sudbury Street;
- (5) direct Parks, Forestry and Recreation staff to report to the Administration Committee regarding the collecting of cash-in-lieu for parkland, as opposed to land, from any development in the West Queen West Triangle;
- (6) require the extension of Sudbury Street as a condition of residential development south of the MCR zoning in the West Queen West Triangle;
- (7) direct staff to report directly to Council relating to implementation mechanisms to ensure that non-residential space forms a substantial component of the redevelopment of the West Queen West Triangle, in accordance with the text of this report;
- (8) request the General Manager of Economic Development, Culture and Tourism, in consultation with Finance and Legal, to report back regarding the possible usage of Section 110 or other powers granted by the Municipal Act to secure no-net-loss of non-residential space in the West Queen West Area;
- (9) direct staff to report directly to Council if necessary on other matters relating to the West Queen West Triangle; and
- (10) request the Executive Director of Facilities and Real Estate Services to pursue options to relocate the offices of the Public Health Division which are currently located in the Carnegie Library at 1115 Queen Street West.

## Background:

City Council adopted the Garrison Common North Part II Plan in 1998 to encourage revitalization of the Garrison Common North Area, bounded generally by Queen Street West,

Bathurst Street, the Gardiner Expressway and Dufferin Street. The area includes a wide variety of uses, including a mixture of residential and industrial uses in close proximity to each other.

Industrial activities have been declining in the Garrison Common North area for several decades. The eastern and southern portions of Garrison Common North, including the Massey Ferguson and Inglis Lands and the Centre for Addiction and Mental Health, have already been the subject of major planning applications to allow for the conversion of industrial lands to residential lands. These planning applications were made in relation to large sites or to contiguous large sites, often under single ownership or the subject of comprehensive plans. New streets, public parks and community services and facilities were required as part of each of the above. Also, the Niagara Neighbourhood has recently gone through a built form and density study which has updated the zoning and permitted uses in that area.

The West Queen West Triangle (WQWT) is a large area of contiguous mixed use and industrially-zoned sites, totaling more than 6.5 hectares. The lot pattern is irregular and ownership of the properties has not been consolidated.

As a result of 3 significant applications, all including tall residential buildings, in the WQWT, and increased interest in redevelopment of other sites in the Triangle, Council directed staff to undertake a zoning review of the entire area in November 2005. There has been considerable input from staff of Economic Development, Parks and Culture in this review process. This report outlines the outcome of that process.

#### Overview of planning applications

At this time, there are 4 active planning applications in the West Queen West Triangle. The chart in Attachment 1 provides further detail regarding those proposals as well as basic information about pre-application discussions which have been made public.

#### In-force Official Plan

The in-force Official Plan designates the lands as:

- Low Density Mixed Commercial-Residential Area along Queen Street West; and
- Mixed Industrial-Residential Area on the remainder of the lands stretching south to the railway corridor.

The Plan also identifies this section of Queen Street West as subject to the Plan's Main Streets policies. Low Density Mixed Commercial-Residential Area and Main Streets contain a mix of commercial, residential and institutional uses in low-rise form, generally within the range of 3 to 5 storeys. Mixed Industrial-Residential Areas allow 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.

The in-force Official Plan also includes policies pertaining to the preservation of heritage resources and the provision of neighbourhood amenities such as parks and other community facilities.

Land use designations of the in-force Official Plan are indicated by the map in Attachment 2.

#### Garrison Common North Part II Plan

The Garrison Common North Part II Plan identifies the West Queen West Triangle as mostly Mixed Industrial-Residential Area 'A' with portions fronting Queen Street West identified as Low Density Mixed Commercial-Residential Area. The land use designation map is provided in Attachment 3.

The Garrison Common North Part II Plan provides more detailed policies with respect to density which prevail over the city-wide Official Plan policies. The Part II Plan identifies the lands as:

- Low Density Mixed Commercial-Residential Area with 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; and
- Mixed Industrial-Residential Area 'B', re-iterating 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 in-force Garrison Common North Part II Plan includes policies which specifically relate to the redevelopment of large areas, identified in the Plan as sites greater than 1 hectare in size. These policies state that such areas should be well integrated with the surrounding neighbourhoods and that Council should seek the provision of good pedestrian, vehicular and visual connections to adjacent neighbourhoods, parks and open spaces. The plan specifically shows the extension of a number of local streets including Sudbury Street, Abell Street and Northcote Avenue.

Additional detail regarding the policies of the in-force Official Plan and the in-force Garrison Common North Part II Plan are provided in Attachment 4.

#### New Official Plan for the City of Toronto

The New Official Plan designates the WQWT as Regeneration Area. 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.

The new Official Plan for the City of Toronto designates the WQWT Area as a Regeneration Area, requiring the Secondary Plan to address:

- 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.

The New Official Plan's land use designation map is included as Attachment 5.

#### New Garrison Common North Secondary Plan

The New Garrison Common North Secondary Plan re-iterates many of the objectives outlined in the in-force Garrison Common North Part II Plan. Map 14-1 in the Secondary Plan re-iterates the planned street extensions outlined in the in-force Garrison Common North Part II Plan.

The new Garrison Common North Secondary Plan identifies most of the WQWT Area as part of 'Area 2' and requires an area study to precede significant development which addresses all the issues listed in the New Official Plan as well as policies that deal with the issue of separation and buffering from the rail corridor. The Secondary Plan map is included as Attachment 6.

Additional detail regarding the policies of the New Official Plan and the New Garrison Common North Secondary Plan are provided in Attachment 7 to this report.

#### Zoning

The base zoning in the West Queen West Triangle Area includes MCR (Mixed Commercial Residential) along Queen Street West, I1 (light industrial) generally south of the lane and along the rail corridor, I2 (industrial) on one site east of Dovercourt Road and an R4 (residential) site on Lisgar Street:

- the MCR zone has a height limit of 16 metres subject to additional limits at the street-edge, angular plane requirements and a density limit of 3.0 times the area of the lot, of which no more than 1.0 times can be used for commercial uses and 2.5 times for residential uses;

- both the I1 and I2 zone have a height limit of 18 m and a density limit for industrial uses of 3.0 times the area of the lot; and
- the R4 zone has a density limit of 4.0 times the area of the lot and a height limit of 18 m.

The zoning map is provided in Attachment 8.

Two site specific rezonings have been approved over the years for parcels within the Triangle. One, approved in 2002, provides for additional height on the R4 site at 55 Lisgar Street up to 24.6m plus mechanical penthouse with a density of 4.0 times the area of the lot and provision of a day care on-site as a community benefit under Section 37 of the Planning Act. The other, approved in 2000, provides for 4 storey townhouses with a density of 1.0 times the area of the lot on the 150 Sudbury Street site.

#### Comments:

##### Community Consultation

A series of community consultation meetings were held in the local community with respect to individual planning applications and the West Queen West Triangle. These include:

- 1171 and 1171R Queen Street West (June 13, 2005 at the DeLeon Whyte Gallery);
- 48 Abell Street and 1199 Queen Street West (August 2, 2005 at the DeLeon Whyte Gallery);
- West Queen West Triangle (November 16, 2005 at the McCormick Community Centre); and
- 150 Sudbury Street (April 3, 2006 at the DeLeon Whyte Gallery).

Active 18, a community group of residents, business operators and landowners, held a one-day charrette to consider the redevelopment of the West Queen West Triangle on March 5 2006 and charrette proceedings were provided to City Planning staff and the applicants.

A Working Group which included City staff, members of the resident community, the Ward Councillor, members of the arts community and the developers was set up to receive feedback on the development of the Triangle. Three meetings were held (April 24<sup>th</sup>, May 8<sup>th</sup> and May 23<sup>rd</sup>) and all were open to the public. The average attendance for each meeting was 25 working group members and 60-75 members of the public.

The topics covered in the meetings included: parkland, built form, pedestrian and cycling connections, maintenance of non-residential space in the Triangle, affordable housing, culture and economic development, and heritage. Agreement within the Working Group was reached on the following topics:

- the need for new park space in the Triangle;
- the need for a Master Servicing Plan for the entire Triangle;
- the need to protect the creative industry cluster in the Triangle;

- provision for a laneway “mews” south of the buildings that front on Queen Street along which active uses such as galleries, studio space and live/work units should be encouraged;
- a publicly accessible, privately funded pedestrian/cycle bridge over the railway tracks;
- residential uses are appropriate in the Triangle;
- affordable housing should be encouraged in the Triangle;
- Abell Street should be extended southward; and
- environmental sustainability should be encouraged in the development of all buildings in the Triangle.

There were some topics of discussion that all the members of the working group could not come to a consensus about. These included but were not limited to:

- the extension of Sudbury Street;
- the extension of Northcote Street, for pedestrians, cyclists and landscaped open space;
- the size and location of public parkland;
- the location of the pedestrian bridge over the railway tracks;
- the amount of non-residential uses appropriate for the area;
- the amount of residential uses appropriate for the area;
- the height of the buildings fronting on Queen Street;
- the height of buildings south of the laneway; and
- amount and type of community benefits to be secured under Section 37 of the Planning Act.

## Culture and Economic Development Objectives

### Importance of a Creative City

City Council adopted a new Official Plan in 2002 setting the rules for growth and development for the next 30 years. The new Official Plan addresses how Toronto will cope with the thousands of newcomers who will arrive here during the next few decades.

The Official Plan makes it clear that the arts, culture and heritage will play much more than supporting roles in Toronto’s intensification. In fact, Toronto’s arts, culture and heritage will help to attract the educated, mobile newcomers we want, keep our best and brightest at home and make our economy among the strongest anywhere.

In 2003 City Council adopted a Culture Plan for the Creative City which is used to guide Toronto’s cultural development for the next 10 years. It is consistent with City Council’s Strategic Plan, its Economic Development Strategy and the new Official Plan. The two key goals in the Culture Plan are to position Toronto as an international cultural capital and to have arts, culture and heritage at the centre of the economic and social development of the city.

### Role of the West Queen West Area:

The West Queen West Area is a unique area. It is the nucleus for the creative sector in the west downtown. It is characterized by a mix of land uses that has evolved in succession from traditional employment uses in the area to artist studio space, live work studios, rehearsal and performance space, exhibition space, office space and light industry. Amenities include many vibrant bars and cafes along with two recently refurbished hotels. All of these uses combine to make it an example of what a creative city has to offer to its residents and the world.

The creative sector can be described as including artists, performers, dancers and musicians along with architects, graphic designers, photographers, book and periodical publishers, filmmakers and broadcasters, sound recording professionals as well as craftspersons who work with ideas.

Substantial investment has been made by the private sector in the West Queen West Area. Important to the neighbourhood is the refurbished Drake Hotel where emerging artists, established artists, art collectors and patrons convene in the bar, a place where emerging artists are given residence and which also offers small, economically priced hotel rooms with curated art. Similarly, the Gladstone Hotel is central to the neighbourhood in that it is a unique, urban hotel with artist designed hotel rooms and includes affordable short-term artist studios and exhibition space.

In recognition of the concentration of artists and the importance of locating a public institution to provide a focal point for the West Queen West Area, a significant public investment has been made by the City in relocating the Museum of Contemporary Canadian Art (MOCCA) from North York down to the West Queen West neighbourhood. MOCCA's mandate is to exhibit, research, collect and promote innovative art by Canadian artists whose works engage and reflect the relevant stories of our times.

To further enhance the creative cluster in the West Queen West Area, other strategic municipal investments and support include the location of the Toronto Fashion Incubator within the neighbourhood; project and operating funding to both individuals and arts organizations from the Toronto Art Council as well as capital funding from the City of Toronto's Culture Build Investment Program towards the state of good repair for non-City-owned not-for-profit cultural organizations.

The concentration of creative users in the West Queen West Area is confirmed by research.

- A study prepared in October 2005 by Hill Strategies Research Inc. and entitled "Artists by Neighbourhood in Canada" compares artists residing in various postal regions across Canada. The M6J postal code, or West Queen West neighbourhood, is home to the 5<sup>th</sup> highest concentration of artists in all of Canada.
- The 2001 Census indicates that the census tract where the West Queen West Area is located has 455 residents with Art/Cultural occupations.



- West Queen West is within the top 1 percentile of census tracts with a concentration of artistic residents, when compared against the 800 plus census tracts in the Toronto Census Metropolitan Area.
- The 2005 City of Toronto Employment Survey indicates that there is a total employment of 495 within the West Queen West Triangle. 31% of the total employment is involved in creative enterprises.
- The West Queen West Triangle Area has approximately 40,000 square metres of studio, light industrial and retail space, including some space that is currently vacant.
- The employment density of the West Queen West Triangle as a whole is 83 jobs per hectare. The employment density of the area south of the lane south of Queen Street generates 102 jobs per hectare. These densities are significantly higher than the average of 54 jobs per hectare across all of the City's Employment Districts.

#### Issues regarding the Affordability and Sustainability of Creative Space:

The West Queen West Triangle Area is an acknowledged hub of cultural and creative activity in the city as the result of a number of integrated critical success factors. Three of the primary components are:

- the concentration of creative workers;
- the availability of suitable and affordable work space; and
- the presence of private and public sector buildings that provide opportunities for sharing ideas, collaboration, and selling of artistic products.

As noted above the Area has one of the highest concentrations of creative workers in the City and in Canada. This critical mass of human capital gives the district its distinct character and creates the buzz with respect to being a centre of creative expression.

The presence of older industrial and commercial buildings south of Queen Street provides suitable and affordable space for craft and artistic activities. The creative process has many similarities to industrial uses in that it is often messy and can produce externalities related to paint odours and noise from activities such as sculpting, wood working, music and performance art. Studios with higher ceiling heights and open spaces are required for the production of larger items and for the storage of materials and finished products.

The neighbourhood has undergone a transformation in recent years from vacant storefronts with unsavory activities to a vibrant mixed use neighbourhood that is alive both during the day and evenings. Some of the consequences of the revitalization of the neighbourhood have been increased pressure for additional residential development, higher land values and speculative pressures. While investments in neighborhoods are considered desirable, gentrification displaces the creative sector primarily as a result of increased land values and rents.

While workers in the creative sector as a group are generally highly educated, employment income levels tend to be low. In Toronto, 45% of culture workers have a university degree while only 27% of non-culture workers have a university degree. Furthermore, in Toronto, artists earn on average \$34,100 annually, about 11% less than the average total labour earnings in the city. As such, affordability and proximity to an artist's residence are key given the lower incomes generally earned by creative workers. Living in their studio for many artists is an ideal situation as they only have to pay one rent. Proximity is important with respect to being able to act quickly while the "muse" is present and because it increases the opportunity for spontaneous interaction with other creative workers.

Galleries, coffee shops and performance venues are the private and public sector anchors that provide the public face to the activities that occur in individual studios. This mimics the experience of other successful "clusters" which are often characterized by intensive networks of companies and workers that are used to discuss new ideas and collaborate on projects.

These joint ventures are often hatched, developed and consummated in public gathering places within close proximity to the home or studio of the individual. Places where creative products can be displayed, sold or performed are also crucial to the success of the creative community. The long term stability and affordability of gallery and performance space is an ongoing concern. Many of these venues have constrained budgets and are often displaced by escalating rents and demolition or conversions of these venues.

The three critical success factors noted above (i.e. concentration of creative workers; availability of suitable and affordable work space and place-based opportunities for collaborations) form the legs upon which the creative community in West Queen West rests. Cutting off any one of the legs threatens the long term viability of the existing creative cluster.

#### A Vision for the Future of the West Queen West Area

The planning policies for the area have supported a mix of uses. A true mixed use neighbourhood defined primarily by its creative community exists in the area. Maintaining this combination of jobs and housing, and a cluster of creative activities is a valid policy objective supported by the City's Official Plan and cultural strategy. There is no compelling reason to have the district transform into a primarily residential enclave without including the creative industry elements. It is recommended that the vision for the area be of a vibrant mixed use neighbourhood featuring a significant and secure concentration of creative industries, facilities and individuals supported by a high quality built environment, open spaces and public services.

The development industry has already discovered that the creative and cultural amenities in the West Queen West Triangle are its key features that the industry can use to market and promote their projects. Maintaining West Queen West's unique character should be equally important to the developers and future residents.

The City's policy objectives with respect to the cultural sector and employment are to preserve, stabilize and grow the neighbourhood. However, the primarily residential proposals being considered could undermine the factors that make the area successful. The elimination of work

space and affordable live/work units will change the character of the area and its ability to retain a critical mass of creative activity. Increasing land values and rents will threaten the viability of gallery and performance space.

It is being recommended that the City, in cooperation with the development proponents, work together to ensure the continuing viability of the creative cluster in the district. To achieve this objective the following should occur:

- (1) retaining or replicating studio and craft industrial space;
- (2) creating gallery and performance space; and
- (3) retaining/creating affordable live/work units.

The following actions are recommended:

That Council adopt a policy that supports no-net-loss of non-residential space in the West Queen West Triangle Area and that individual applications must be assessed against how they meet this target. This policy would aim to maintain approximately 40,000 square metres of non-residential space and encourage further growth.

Staff is undertaking a feasibility analysis of a performing arts hub at the historic Carnegie Library which is currently being used by Public Health. Staff is also working with the Toronto District School Board and Toronto Artscape to develop a visual arts hub at the Givens/Shaw Public School.

The City should explore the possible usage of Section 110 or other powers granted by the Municipal Act to secure no-net-loss of non-residential space in the West Queen West Area in an effort to maintain and expand a significant concentration of creative industry employment in the area. Section 110 of the Municipal Act includes municipal facilities used for cultural purposes and it allows a municipality to provide financial or other assistance at less than fair market value or at no cost to any person who has entered into an agreement to provide such space. A review of Section 110 of the Municipal Act should be done in consultation with staff from Legal and Finance.

These City initiatives would be augmented by the creation of additional affordable and sustainable gallery and public meeting spaces. A portion of the residential amenity space, as required by the zoning bylaw, could be built and given to the City to be used by not-for-profit arts organizations for art production, exhibition and/or performance and shared with the residents of future development for their community meetings and celebrations.

A target of 80 units suitable for live/work activities should be given or leased to a non-profit agency for a long term at a rate that will allow the not-for-profit to provide affordable and secure tenure for artists and creative enterprises.

## Employment in the surrounding area

Staff have completed a study of the employment in the surrounding area, including the types of industries in the area, the number of employees in each industry and the rise and/or decline in the numbers from 1999 to 2005. The area studied was bounded generally by Dundas Street West to the north, Gore Vale Avenue and Strachan Avenue to the east, East Liberty Street to the south, and Lansdowne Avenue to the west. This area was chosen to include not only the Triangle, but also the adjacent areas. The data was taken from the City's Employment Survey.

Overall, the area's employment has increased from 9,200 jobs in 1999 to 10,500 jobs in 2005. This increase of 12.5% was much higher than the overall City increase of 1.4%. However, although the overall number of employees increased, the number of firms decreased, from 1,179 to 1,023. The top 20 largest employers in the area account for 45% of the jobs in the area.

Office jobs are the largest component of employment in the area accounting for 39% of the jobs. Within the office category different sub-categories grew at different rates. For example, between 1999 and 2005, employment in the Radio and TV Station category grew by almost 600 employees, while employment in the Film and Recording Studios and Program Producers grew by 140 and 139 respectively. Employment in the Advertising Agencies category also grew by 130 employees. Employment within the Photographer and Graphic Artists category declined by 244 employees between 1999 and 2005, as the number of firms declined from 212 firms in 1999 to 100 firms in 2005. The largest employers in the area are YTV, Nelvana, Sony BMG and Softchoice.

Institutional employment is the second largest component in the area (25%), due mostly to the Centre for Addiction and Mental Health (CAMH). Retail Shopping and Retail Service follow with combined employment of 23% of the area's jobs. Manufacturing has decreased from 15.6% in 1999 to 6.9% in 2005.

This information is important to the City's efforts to understand, monitor, maintain and enhance the rate of employment growth in the area.

## Community Facilities

The area around Queen Street West and Dufferin Street is characterized by a range of housing types, including low density residential areas. However, this area is expected to experience considerable residential intensification, as a result of the redevelopment of sites such as the Canadian Addiction and Mental Health (CAMH) Centre and the conversion of former industrial sites for residential purposes.

There is an existing array of community service facilities established to meet local needs, as indicated in the map in Attachment 9.

Schools - There are a total of 7 publicly funded school facilities located within the study area. Preliminary findings indicate that there is sufficient capacity to accommodate students in both the elementary and secondary panels, in both the public and catholic schools. Schools frequently

serve as service hubs in many communities throughout the City, and this area is no exception. However, availability of suitable facilities for large public meetings and community celebrations is constrained due to existing demand.

Places of Worship - There are a total of 16 places of worship located within the study area, including one located within The Great Hall located at 1089 Queen Street West. Places of worship that responded to inquiries from City staff, and welcome community use of their facilities, reported being fully subscribed.

Licensed Childcare - Local child care centres offering care for the youngest age groups (namely children aged 0 to 2.5 years) are typically fully enrolled, however there are some vacancies in programs serving 6 to 9 year olds. There is an outstanding need for licensed care for children aged 0 to 5 years.

Recreation Centres - There are 5 municipally-run recreation centres serving the local community, with a variety of facility elements, including gyms and indoor swimming pools. The facilities serving the Parkdale component of the study area are subject to the City's Welcome Policy, whereby user fees are waived. The programs offered by these centres are fully subscribed, especially those intended for youth and adults. However, Recreation Division staff report that the imposition of user fees in the remaining 3 centres have had a negative impact on participation rates. While limited capacity exists in these centres, they do not include large meeting rooms sufficient for public assembly. Recreation staff also indicated a lack of outdoor programming space that could also be used for large outdoor gatherings.

Libraries - The Parkdale Library is the only branch located within the study area. It offers extensive English as a Second Language (ESL) and adult literacy programs and materials, as well as support programs for local students. It is also home to the Parkdale Community Information Centre, which provides information about a variety of programs and services available to local residents. While the library itself adequately meets the needs of the community, the availability of additional meeting space and program space is highly constrained.

Cultural Facilities - Staff from the City's Culture Division have identified the need for an exhibit and performance space to support the artists' population residing and working in the area.

Given the above, the most pressing need in the community appears to be the need for multi-purpose rooms that can be used as community meeting space. At a minimum, this need should be addressed during the redevelopment of the West Queen West Triangle.

## Heritage

A map showing the listed and designated buildings within the immediate vicinity of the WQWT is provided in Attachment 10. Of particular interest are the Carnegie Library, Post Office and the Great Hall which are located within the Triangle and the Gladstone Hotel which is located adjacent to the Triangle. Any new development in the WQWT must respect these heritage buildings and should not detract from them.

There has also been interest by Heritage Preservation Services about possible designation of the existing building at 48 Abell. The John Abell Factory (1887) has design, historical and contextual value as a representative example of an industrial building associated with industrialist John Abell that supports the character of the Queen Street West neighbourhood. The City has requested that the owners submit a Structural Report which will outline whether the building can be restored and re-used. Once the report has been reviewed by Heritage Preservation staff a decision about recommending designation will be made.

The community has shown interest in initiating a Heritage Conservation District Study which will encompass both sides of Queen Street between Gladstone and Dovercourt Road and may include part of Beaconsfield Avenue. The study would establish design guidelines to ensure that the heritage character of this section of Queen Street West is maintained, restored and enhanced in new development and alterations to existing buildings. Any recommendation to Council regarding the designation of this section of Queen Street would not be made until mid-2007 at the earliest, after the required studies under the Heritage Act and a full program of public consultation have been completed.

#### A Network of Public Streets

The Garrison Common North Part II Plan clearly shows the extension of Sudbury Street, Abell Street and Northcote Avenue within the West Queen West Triangle. Staff reviewed the impact of these street extensions in terms of linking the Triangle to the surrounding urban fabric, providing access to the development blocks, and providing vehicular, cycling and pedestrian connections through the site. It is important for the Triangle to not function as an isolated development block. Staff believe that the provision of roads through the area will ensure that the Triangle becomes an integral part of the West Queen West neighbourhood as well as provide for street-related development. The creation of a public street network in the West Queen West Triangle provides an opportunity to more evenly distribute traffic across the road network, improve road access and better connect the area to the neighbourhood.

The location of an extended Sudbury Street, adjacent to the rail corridor, serves not only to define development blocks; it provides an alternative to Queen Street West for site access, circulation and servicing. It also connects the Triangle to the surrounding street network and the potential Railpath bicycle trail, and uses land that is otherwise unsuitable for residential purposes. Canadian National Railway's and GO Transit's standard is that there should be no residential building within 30 metres of the rail corridor. The railways have stated that they may be able to reduce this requirement to 25 m, provided suitable additional measures to mitigate noise, vibration and crash impacts are provided.

The extension of Sudbury Street will provide for one lane of traffic in each direction, on-street parking on one side of the street, landscaping, sidewalks and a bike trail. A cross-section is provided in Attachment 11. The exact right-of-way requirement needed to accommodate these elements will be determined in co-ordination with Transportation Services staff.

The community raised a concern about the potential for cut-through traffic to use an extended Sudbury Street to get from Queen Street down to King Street. Functional design of this roadway

should incorporate features which will discourage traffic infiltration. Staff believe that the completion of the Dufferin Jog Elimination project will reduce the use of the Sudbury Street extension by through traffic.

Abell Street should be extended south to meet up with Sudbury Street. The street, currently in private ownership, will be built as the properties on either side redevelop. Abell Street will have one lane of traffic in each direction, on-street parking on one side, landscaping and sidewalks.

Staff reviewed the option of continuing Northcote Avenue south of Queen Street West. Given the extension of Sudbury Street and Abell Street as streets with full vehicular access and the proposal to turn much of what would otherwise have been the Northcote Avenue right-of-way into a publicly accessible landscaped open space, staff believe Northcote Avenue does not have to be extended. Certain objectives can still be met by providing a strong pedestrian and cycling connection through the proposed building fronting on Queen Street West followed by a large landscaped open space extending down to Sudbury Street. It is important that the archway connection be wide and high enough to act as a both a physical and visual connection through the block, and that it is well lit, safe, open to the public and well designed. The area to the south should be landscaped. The provision of this opening and landscaped open space is being reviewed as part of the approvals process for 1171 and 1171R Queen Street West.

#### Pedestrian and Cycling Connections

Staff believe that the WQWT should be permeable to pedestrians and cyclists, with many connections through the sites, in addition to streets. Provision for continuation of the Railpath bicycle facility along the north edge of the Canadian National rail corridor has been made. The Railpath is a cycling trail that will run along the rail corridor from Cariboo Avenue (north of Dupont Street) to Strachan Avenue. The City is currently implementing the section from Cariboo Avenue to Dundas Street West. The intent is to continue to Strachan Avenue once the remaining land has been acquired. The extensions of Northcote Avenue, Sudbury Street and Abell Street, as discussed above, will allow pedestrians and cyclists access to the Triangle from Queen Street West.

The developer of 1100 King Street West, on the south side of the CN rail corridor, Urbancorp, is the same developer who is proposing the building at 150 Sudbury Street in the Triangle. This developer is proposing to build a pedestrian and cycling bridge over the rail corridor to link their two development sites. This connection will improve pedestrian/cycling connections to the Triangle, as the rail corridor is currently a large barrier to north/south movement in the area. The City will ensure that the bridge is publicly accessible.

#### Laneways/Mid-block Connectors

There are no streets that will run east/west through the Triangle but staff have identified a need for an east-west connection through the Triangle. A pedestrian “mews” is proposed to run from the new park at Fennings Street and Queen Street West, along the east-west public lane that runs behind the buildings that front on Queen Street West. The mews will continue along the north edge of the existing building at 48 Abell Street, through the site at 1171 Queen Street West

towards the western section of the Triangle. This connection will provide additional circulation through the Triangle, primarily for pedestrians. Staff are proposing that non-residential uses such as galleries, work studios, coffee shops and live/work units line the portion of this mid-block connection within the Triangle to act as a secondary, more affordable commercial strip. The intent is not for the mews to take commercial activity away from Queen Street; the intent is to give diversity in location for the non-residential uses in the Triangle. Staff have further identified a need to ensure that conflicts between pedestrians, cyclists and occasional service vehicles are addressed through context sensitive design.

### Minimizing Traffic Impacts

Existing travel patterns in the West Queen West Triangle exhibit a high level of transit, walking and cycling use by residents and employees in the area. Future development must support and encourage the continuation of these travel patterns in order to ensure that the area thrives and maintains a functioning transportation network. Development in the West Queen West Triangle is guided by Official Plan and Secondary Plan policies with respect to transportation which 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”. Individual developments will be assessed through the City’s requirements for Transportation Impact Studies to ensure that each development is capable of supporting and being supported by the area’s transportation network, and that each development fits within the transportation context for the area as a whole.

The West Queen West Triangle has good access to public transit service, but potential capacity constraints do exist. Dufferin Street and Queen Street West are both identified by the TTC as requiring future transit priority in the Ridership Growth Strategy due to passenger volumes and traffic conditions. To that end, both streets are identified as “Surface Transit Priority Corridors” in the City’s new Official Plan. A future GO rail station at King Street West identified in the new Official Plan could provide additional access between the West Queen West Triangle and regional destinations.

### Infrastructure

As part of the review of the development potential in the Triangle, staff need to understand the capacity that is available in the storm, sanitary and water pipes that feed into, and lead from the Triangle. The three land owners that have current applications in the Triangle have been asked to complete a Master Servicing Plan which will assess the current and anticipated capacity requirements so appropriate measures can be taken to ensure adequate servicing of all the development sites. It is the City’s policy to require developers to upgrade servicing if additional capacity is needed for their sites. If the Master Servicing Plan shows that additional capacity in the pipes is required to service the Triangle at full build out, the cost of the upgrades to the infrastructure will be absorbed by the landowners as they develop their properties.



## Parks

The City of Toronto Official Plan indicates that this area of the City has only 0-0.42 hectares of park land per 1000 persons which is lowest level of parkland provision (refer to Map 8B of the New Official Plan). The Official Plan also indicates that Toronto's system of parks and open space will continue to be a necessary element of city-building as the City grows and changes. Maintaining, enhancing and expanding the system requires the following actions: adding new parks and amenities, particularly in growth areas and maintaining, improving and expanding existing parks.

Staff have reviewed the option of asking for land from each of the three current applicants and consolidating the 5% dedication in an area where all three properties meet. This results in a parcel of approximately 1200 square metres fronting on the proposed Sudbury Street extension. Staff did not pursue this option for a number of reasons:

- it is a very small parcel of land that would have limited programming opportunities;
- the timing of the Sudbury Street extension to give public frontage to the park is not confirmed;
- taking 5% land from the current 3 applicants would then preclude the option of pooling all the cash-in-lieu from all development in the area to provide one centrally located and larger park (a number of applications are pending which would significantly increase the amount of cash in lieu to acquire land in the area); and
- it is possible to create a more central open space on the lands owned by the current three applicants however this would require rationalizing ownership in the area, compromising other objectives to create a master planned neighbourhood and would not necessarily have the public access and visibility ideal to public parkland.

For these reasons, staff are recommending cash-in-lieu for the West Queen West Triangle.

To date, staff have indicated three preferred locations for park land in the Triangle. They are shown in Attachment 12. The first, located at the northwest corner of the Triangle, across from the Gladstone Hotel is approximately 1500 square metres in size, has high visibility, is bordered on two sides by public streets, and would provide a break in the continuous Queen Street frontage.

The second location includes the Toronto Parking Authority parking lot at Lisgar Street and Queen Street, adjacent to the Canada Post office, and the building and loading area at the north end of the United Food Warehouse site that fronts on Lisgar Street. It has a combined area of approximately 2500 square metres, has frontage on three public streets (Queen, Lisgar and Abell), would provide a focal point for activity, located as it is next to the Carnegie Library, adjacent to the non-residential uses proposed for the mews and in line with the proposed bridge over the rail corridor.

The third location is currently occupied by the car wash on Queen Street. This site is approximately 1100 square metres, has Queen Street frontage, allows for views of the 48 Abell

building and connections to the pedestrian mews and has the ability to have buildings opening up onto it on 2 sides.

Planning as well as Parks, Forestry and Recreation staff are of the opinion that 2 of these 3 sites, or a comparable site or sites within the Queen West triangle, should be obtained by the City for use as public parks. To this end, any development in the Triangle will be asked to provide cash-in-lieu for their parkland dedication, as opposed to land, and these funds will be used toward the acquisition of the required parkland. It is anticipated that given the existing deficiency of parkland in the area and the proposed additional residents on lands in the entire Triangle, that and over-dedication may be required and that funds from the parkland acquisition reserve fund may be required in addition to the cash-in-lieu generated by the current applications. It is also recommended that available Section 37 funds be considered toward the acquisition of parkland, over the 5% required under the Planning Act.

Parkland purchases are funded from a series of park land acquisition reserve funds created with money paid through cash-in-lieu of parkland development payments. These reserve funds must only be used for land acquisition for parkland purposes in accordance with Council Policy. The funds are generated through the development process whereby developers either provide park land or cash in lieu. Recommendations by staff, to the Administration Committee, regarding the use of these funds are based on three key principles:

1. Targeted areas that are parkland deficient;
2. Purchase of lands for community recreation centres, sports and trail facilities; and
3. Achievement of city-wide objectives related to Our Common Grounds Strategic Plan.

There are two options for pursuing the off-site parkland that could be recommended to the Administration Committee. One is to allow for the proponents to secure the lands and reimburse them at market value through reserve funds. The preferred option is for the Facilities & Real Estate to pursue the subject lands whereby Parks, Forestry and Recreation would recommend to the Administration Committee that the Director of Real Estate Services begin negotiations to acquire parkland in the West Queen West Triangle, in accordance with the text of this report.

To help guide the decision making process with respect to the location, configuration and design of the park, the City has detailed Guiding Principles for the design of public parks which include accessibility, connectedness, programme, ability to maintain, comfort, and context. Once the land for the parks has been acquired a review of the appropriate programme, design, and character of the parks should be completed, which includes consultation with the community. These parks will be key elements in the neighbourhood and it is essential to have the community involved in the design.

#### Privately Owned, Publicly Accessible Open Space

Although the City places a high priority on acquiring and maintaining publicly owned open space, another component of the open space system is privately owned, publicly accessible open space. This may include certain portions of development parcels which are landscaped and maintained by the property owners, but are fully accessible to the public. They often include

pedestrian and cycling connections through private development sites and they are secured on title or in Section 37 agreements as publicly accessible. All land owners in the Triangle should be encouraged to add to the area's open space network by committing portions of their land in this way.

#### Affordable Housing

A mix of incomes in any neighbourhood adds to the vitality, livability and health of that neighbourhood. The provision of affordable housing in the Triangle should be encouraged. The owners of 48 Abell have committed to applying for the affordable housing funding that is available from the City in September 2006 for 200 of their proposed units. However, given the number of units the City will fund (approximately 600) and the number of applications the City expects to receive, there is no guarantee that the funding will be allocated to the 48 Abell project. The only other way to secure affordable housing within the Triangle is if the City, or a non-profit housing provider, is given a site at no cost as well as funds for construction. While City policies encourage affordable housing on sites like this, they do not require it. Affordable housing provided in this way would be considered a community benefit under Section 37 of the Planning Act.

#### Grade related family units

One of the priorities in the Garrison Common North Secondary Plan is the provision of grade-related units that are suitable for families with children. It is important to encourage all landowners in the Triangle to include larger units, particularly at grade, that can accommodate families. This will ensure that the neighbourhood continues to serve a wide range of household types.

#### Land Use

Planning staff support residential uses in the Triangle. However, the residential permissions must be balanced with the other existing and appropriate uses in the Triangle including commercial and low-impact industrial uses. Planning staff are recommending that a "no-net-loss" strategy be employed in the Triangle, which means that the approximately 40,000 square metres of non-residential space that currently exists in the Triangle should be maintained or replaced. As the Triangle redevelops, each development will need to replace a portion of the non-residential space in their development. A larger share of the non-residential space could be pushed towards Queen Street, where retail and commercial space will continue at grade, and along the pedestrian mews that is proposed along the north edge of the 48 Abell building. It is expected that all developments in the Triangle will provide some non-residential space.

The permitted non-residential uses in the Triangle will include all uses that are permitted in a MCR zone in by-law 438-86, as well as some additional uses that will allow for the continuation of work that is currently being done in the Triangle. These additional uses include but are not limited to: carpenter's shop, ceramics factory, cultural and arts facility, designers studio, garment factory, performing arts studio, public art gallery, sheet metal shop, textile factory, welders shop and wholesale dyeing plant.

## Height

Staff have completed many studies including 3-D modeling to determine what heights are appropriate in the WQWT area. Among the considerations when determining the appropriate heights are the low density neighbourhood to the east of the Triangle, the character of Queen Street West, the approvals at the Centre for Addiction and Mental Health (“CAMH”) site, the Ontario Municipal Board approved buildings at 1100 King Street West, and shadow impact (especially on the sidewalk on the north side of Queen Street). In general, there should be a consistent lower building edge along Queen Street, with significant setbacks at the upper levels. Taller elements should be situated closer to the rail corridor.

Staff are proposing 8 storey buildings (24 metres) along Queen Street west of Abell Street combined with setbacks at grade and significant setbacks above the 4<sup>th</sup> floor (13 metres). The entire building would be setback 2.5 metres from the property line along Queen Street to allow for wider sidewalks and streetscaping. Above the 4<sup>th</sup> floor, the building would step back up to a maximum height of 8 storeys. This low podium will respond to the low-rise character of the existing buildings on Queen Street West. Attachment 13 illustrates these heights in the Queen Street section. The mechanical penthouse would be included in the overall height permission of 24 metres.

The current zoning requires a setback above 13 metres and allows for a 16-metre tall building, with 5 more metres permitted for mechanical, for a total of 21 metres. The building envelope proposed by staff, though it provides for greater height, would maintain the setback above the 4<sup>th</sup> storey and approximately the same sunlight access (sunlight by approximately 11am at the fall equinox on the north sidewalk) as the current MCR zoning allows.

The overall height of 24 metres is also consistent with the approved heights for the CAMH site. By significantly setting back the top 4 floors they will be less visible to pedestrians as they walk along Queen Street, allow for greater sky views and relate better to the existing Queen Street streetscape. The ability to wrap the mechanical within the building is also a clear advantage.

The properties on the south side of Queen Street West between Abell Street and Fennings Street include several heritage buildings. There are currently no applications for any of these properties. Heights for these sites will be addressed by the upcoming Heritage Conservation District Study.

The buildings in the middle of the Triangle will range in heights from 12 metres (4 storeys) to 42 metres (14 storeys). Pushing these taller elements towards the rail corridor will minimize their presence on Queen Street. Each taller element will have a podium building that will relate to the local streets and give definition to the street edges and mews.

## Environmental Initiatives

Planning staff believe that all development in the Triangle should be sustainable, and will encourage all the land owners to find ways to achieve this goal. Green roofs, car sharing programs, re-use of existing buildings, energy and water use reduction initiatives, and promotion of non-automobile use will be encouraged.

## Proximity to the Canadian National (CN) railway corridor

The location of the Triangle, immediately adjacent to the CN railway corridor does have implications on the development within the Triangle. CN policies stipulate that no residential development should occur within 30 metres of the CN property line and there needs to be a crash wall/acoustical wall and a berm to ensure safety. CN has agreed to reduce the 30 metres distance to 25 metres provided other safety, noise and vibration measures are increased. In response to this policy the City is proposing to extend Sudbury Street along the rail corridor, thereby pushing the residential development an adequate distance from the railway and maximizing the use of this setback.

## Section 37

Zoning by-laws, pursuant to Section 37 of the *Planning Act*, may be enacted to permit more height and/or density than is otherwise permitted in return for the provision of community benefits in the form of facilities, services or matters. Development involving increases in height and/or density must constitute good planning and be consistent with the objectives and development policies of this Plan.

Section 37 community benefits are capital facilities and/or cash contributions toward specified capital facilities, above and beyond those that would otherwise be provided under the provisions of the *Planning Act* or *Development Charges Act*. Section 37 community benefits will be selected on the basis of community needs, the nature of the development application, any implementation guidelines or plans adopted by Council and the strategic objectives and policies of the Secondary Plan and the Official Plan. Priority will be given to on-site or local community benefits.

The Section 37 benefits for development within the WQWT that are being considered are:

- funds towards the acquisition of parkland, over the 5% required under the Planning Act;
- funds for park construction;
- retrofit of the Carnegie Library for use as a performing arts hub;
- relocation of the public health offices (current tenants of the Carnegie Library);
- contribution to a visual arts hub within, or close to, the Triangle;
- a large community meeting space;
- affordable housing; and
- affordable studio space for the arts industry.

As noted earlier, significant residential development is expected in an area that is already park deficient. Additional funds toward parkland acquisition above the 5% required under the Planning Act, combined with funds from the City's parkland acquisition reserve fund, will help to meet the existing and future parkland needs of residents and workers in the WQWT and surrounding area.

The 5% cash-in-lieu required under the Planning Act is intended for land acquisition. Funds will also be required to construct the park.

A performing arts hub is desired in the Triangle to replace the two existing theatres and additional performance and rehearsal spaces which, it is anticipated, will be redeveloped in coming years. The City owns the Carnegie Library building at 1115 Queen Street West. This building, with its 20 foot ceilings, is currently underutilized and is strategically located to serve as a community focal point and hub for the performing arts community. Some investment into the Carnegie Library will be required, both to preserve the heritage aspects of the building and to optimize the use of the space as a hub for the performing arts.

The Carnegie Library, located at 1115 Queen Street West, is under the jurisdiction of Toronto Public Health (TPH) and the building contains approximately 860 square metres of usable space. TPH has occupied the building for over forty years and provides the Parkdale area residents with a number of nutritional, health and child health programs. Although TPH continues to be satisfied with this facility, TPH would be willing to relocate to alternative City-owned space within its service area (south of Bloor Street between Bathurst and Dufferin Streets) as long as operating costs remain at or below current levels and funding is provided to cover all relocation costs - movers, leasehold improvements and IT and telephone installation. Facilities and Real Estate staff have advised that at this time there is no alternative City-owned space available in the TPH catchment area.

Visual arts hubs are also being sought, within or close to the Triangle, to replace the network of existing workshops, studios and exhibit spaces which, it is anticipated, will disappear as the area is redeveloped. Workshops and studios in close proximity to one another, along with exhibit spaces, create a framework within which a high-degree of industry interaction spawns creative innovations.

Both the performing arts hub and the visual arts hub would serve to maintain this area's distinctive character, uses and employment base and further the City's culture and employment objectives.

The survey of community facilities indicates that there is a need for large meeting rooms in the area. The need for public assembly and community service programming space could readily be accommodated within a larger cultural facility. It may be possible to co-locate a large meeting room with either the performing arts hub and/or the Public Health offices to meet the needs of the community for large gatherings while meeting the needs these other bodies may have for large seminar or rehearsal spaces. The opportunity to achieve both public objectives in a cost-effective manner should be further explored and pursued.

Historically, housing costs in this area of the City have been moderate. As redevelopment occurs, recent increases in housing prices and rents are likely to accelerate, pricing many residents out of the area. Affordable housing beyond that which may be funded through the City's request for proposals in September 2006 would be considered a community benefit.

Historically, costs for studio space, including light industrial space, in this area of the City have also been moderate. Relatively low rents for raw, unfinished spaces in close proximity to the downtown, and the critical mass of arts-related production, performance and exhibit facilities have created a successful incubator for Toronto's creative industries. As redevelopment occurs

within the Triangle, most of these light industrial spaces will be redeveloped and the successful cluster of art-related uses and employment will be dislocated. In addition to the proposed performing arts and visual arts hubs, affordable studio space for the creative industry will be considered a community benefit.

Conclusions:

This report has outlined the heritage, cultural and community facility resources that exist in the Triangle, as well as the uses, built form, road network, Section 37 priorities, park locations, and environmental initiatives that need to be implemented to ensure that the Triangle is developed in an appropriate manner. Staff from Economic Development, Parks and Culture have contributed significantly to the review process and to this report. Staff have completed the review of the WQWT area and are recommending that the Zoning By-law and Official Plan be amended to implement the directions outlined in this report.

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List of Attachments:

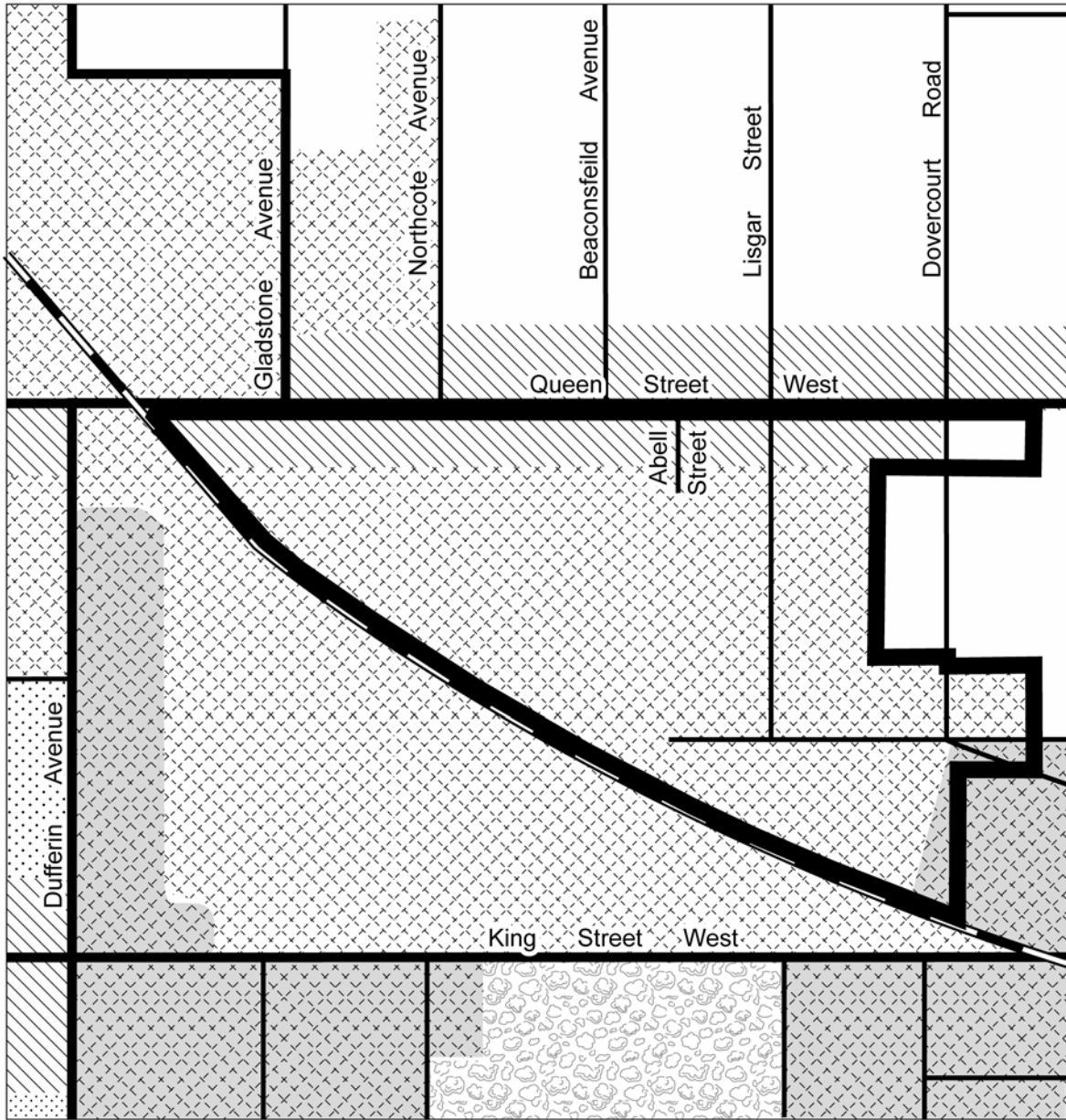
- Attachment 1: Summary of planning applications and public pre-applications in the West Queen West Triangle Area
- Attachment 2: In-force Official Plan Part I Map
- Attachment 3: In-force Garrison Common North Part II Plan Map
- Attachment 4: Summary of the policies of the in-force Official Plan pertaining to the WQWT Area
- Attachment 5: New Official Plan Map
- Attachment 6: New Garrison North Secondary Plan Map
- Attachment 7: Summary of the policies of the New Official Plan pertaining to the WQWT Area
- Attachment 8a: Zoning Map (Uses and densities)
- Attachment 8b: Zoning Map (Heights)
- Attachment 9: Community Services and Facilities Map
- Attachment 10: Listed and Designated Heritage Properties
- Attachment 11: Sudbury Street Cross-Section
- Attachment 12: Proposed Park Locations Map
- Attachment 13: Queen Street Cross-Section
- Attachment 14: Urban Structure Map
- Attachment 15: 3-D Rendering of Proposed Massing (view from northeast)
- Attachment 16: 3-D Rendering of Proposed Massing (view from southwest)



**Attachment 1:  
Summary of planning applications and public pre-applications  
in the West Queen West Triangle Area**

<b>Applications</b>	<b>General Description of the proposed development</b>	<b>Site Area</b>	<b>Res'l Units</b>	<b>Non-res. Space</b>	<b>Heights</b>
1171 and 1171R Queen St. W.	Two buildings: A mixed-use building with commercial uses at grade and residential uses above on Queen Street West and a highrise residential condominium building and landscaped open space to the south	0.62 ha	345	929 m <sup>2</sup> of retail space	Building 1: Up to 9 storeys fronting onto Queen Street West  Building 2: up to 19 storeys (plus mechanical penthouse) on the southern portion of the lot
48 Abell Street and 1199 Queen Street West	Two buildings: a high-rise affordable housing building and a high-rise condominium building including gallery/café and a parking lot	1.24 ha	550	557 m <sup>2</sup> of space	Building 1: Up to 19 storeys (stepping up from 8 storeys)  Building 2: Up to 19 storeys (stepping up from 9 storeys)
150 Sudbury Street	Two mid-rise residential buildings	1.0 ha	414	none	Building 1: a terraced building, stepping from 3 to 9 storeys (plus mechanical penthouse)  Building 2: a terraced building, stepping from 3 to 13 storeys (plus mechanical penthouse)
45 Lisgar Street	Two rental residential buildings (one mid-rise and one high-rise)	0.47 ha	368	none	Building 1: a 9 storey mid-rise building  Building 2: an 18 storey building (plus mechanical penthouse)
<b>Pre-applications (public)</b>	<b>General Description of the Proposed Development</b>	<b>Site Area</b>	<b>Dwell ing Units</b>	<b>Non-res. Space</b>	<b>Heights</b>
1153 Queen Street West	Addition to existing mixed use building for mid-rise mixed use building, including retail, offices, a museum and live-work units	0.25 ha	No data	No data	A terraced mid-rise building, rising from approximately 18 metres to 30 metres
40 Dovercourt Road	Mid-rise mixed use building, including residential, commercial and live/work units	0.19 ha	No data	No data	A terraced mid-rise building (Heights not specified)

### Attachment 2: In-force Official Plan Part I Map



### West Queen West Study

### In - Force Official Plan of West Queen West Triangle Area

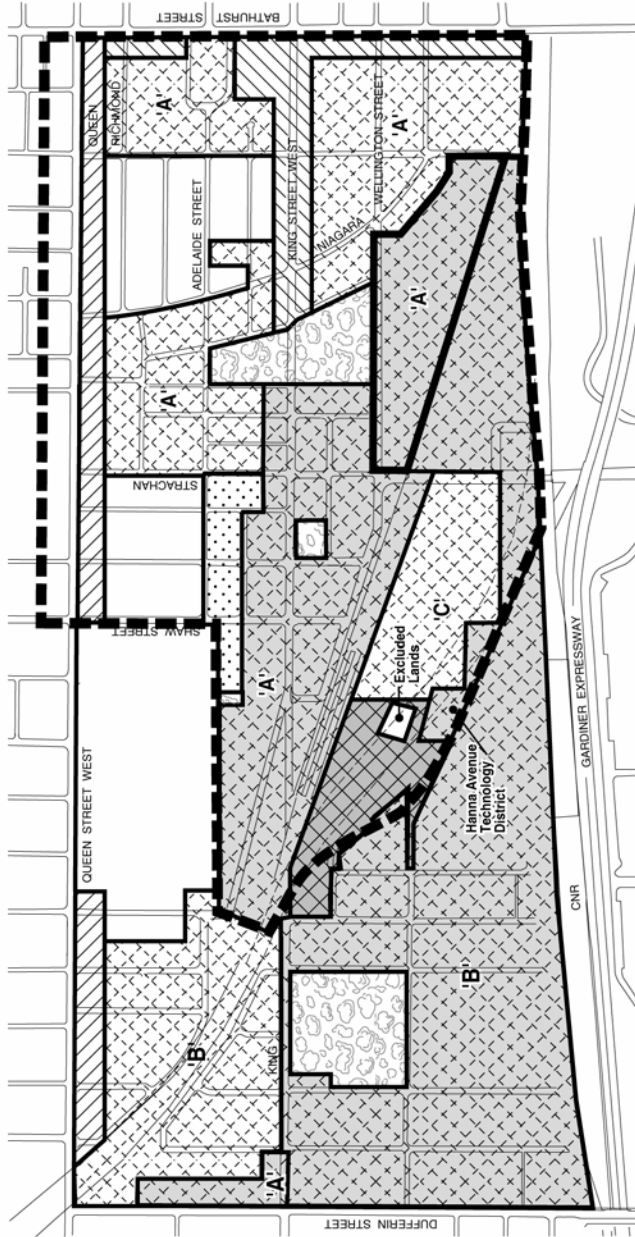
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- |                                |  |                   |
|--------------------------------|--|-------------------|
| Site                           | High Density Residence Areas                   | General Use Areas |
| Low Density Residence Areas    | Low Density Mixed Commercial-Residential Areas | Open Space        |
| Medium Density Residence Areas | Mixed Residential-Industrial Areas             |                   |



Not to Scale  
05/23/06

**Attachment 3:  
In-force Garrison Common North Part II Plan Map**



- |  |   |  |  |
|--|---|--|--|
|  | Area Referred to in Section 3.19                  |  | Mixed Industrial-Residential Area 'A', 'B' and 'C' |
|  | Low Density Residential Area                      |  | Mixed Industrial-Commercial Area 'A'               |
|  | Medium Density Residence Area                     |  | General Use Area 'A' and 'B'                       |
|  | Low Density Mixed Commercial-Residential Areas    |  | Open Space   |
|  | Medium Density Mixed Commercial-Residential Areas |  | Boundary of Community Improvement Plan             |

**Attachment 4:  
Summary of the policies of the in-force Official Plan pertaining to the WQWT Area**

The in-force Official Plan designates the lands as:

- Low Density Mixed Commercial-Residential Area along Queen Street West; and
- Mixed Industrial-Residential Area on the remainder of the lands stretching south to the railway corridor.

The Plan also identifies this section of Queen Street West as subject to the Plan's Main Streets policies.

Low Density Mixed Commercial-Residential and Main Streets 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.

Mixed Industrial-Residential Areas allow 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.

The in-force Official Plan states that Council should work with the private sector to ensure coordinated public and private investment in the Garrison Common North Area to:

- better integrate this area into the urban fabric;
- improve its environmental conditions and transportation services; and
- promote the realization of the objectives of this Plan, particularly with respect to housing, economic development, cultural and heritage resources, parks and open space and community facilities.

Council may:

- use comprehensive and area-based planning and urban design studies to achieve these objectives;
- undertake and/or participate in capital works projects consistent with the objectives of the plan, in order to assist in the implementation of the studies referred to above; and
- acquire land and/or buildings and improvement of land and/or buildings under City ownership in order to assist in:
  - the creation of a comprehensive parks system and other connections to the waterfront;

- enhancement of heritage resources;
- the provision of community services; and
- the realization of opportunities for economic development.

The Garrison Common North Part II Plan provides more detailed policies for the area which prevail over the city-wide Official Plan policies. The Part II Plan identifies the lands as:

- Low Density Mixed Commercial-Residential Area with 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; and
- Mixed Industrial-Residential Area 'B', re-iterating 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 in-force Garrison Common North Part II Plan sets out the following principles for development. The Part II Plan states that 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 in-force Garrison Common North Part II 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 Garrison Common North Part II Plan identifies which streets should be extended as the area redevelops. Several of these streets go through or are adjacent to sites which are the subject of current planning applications. The street extensions proposed by the Plan are:

- the extension of Sudbury Street along the southern boundary of 'Area 2' up to the intersection of Queen Street West and Gladstone Avenue;
- the extension of Northcote Street southward to intersect with the extension of Sudbury Street; and
- the extension of Abell Street southward to intersect with the extension of Sudbury Street.

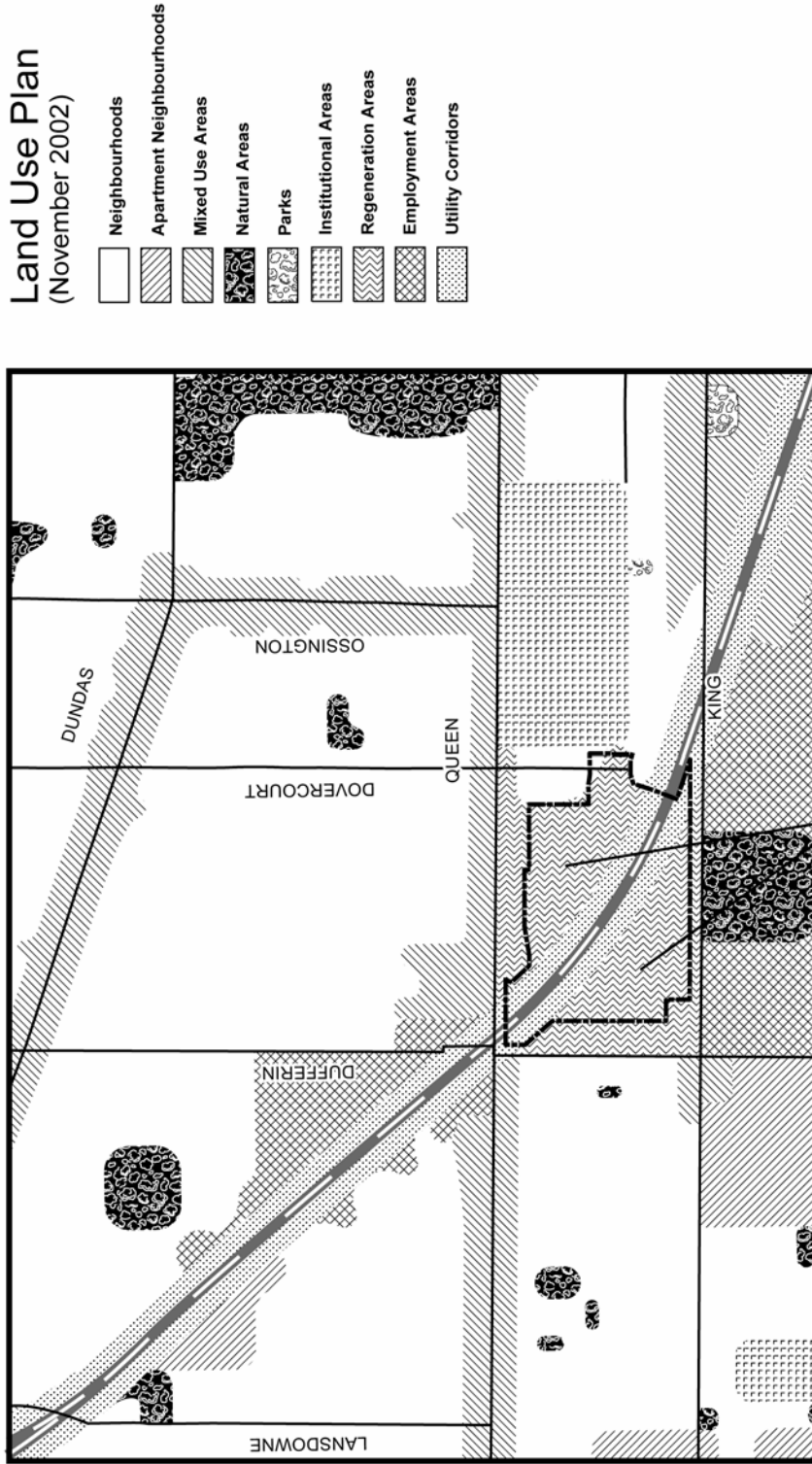
In addition, the Part II Plan states that when considering a rezoning, Council shall have regard for:

- 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 Garrison Common North Part II Plan policies require Council to consider additional matters as they relate to large redevelopment sites (> 1 hectare). Council shall ensure:

- (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;
- (e) [not applicable]
- (f) that, in developing the street network, it has particular regard to the separation of industrial traffic routes from local residential traffic routes;
- (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;
- (h) that a high standard of residential amenity is provided on local streets, through efforts directed at alleviating the problems of excessive speed and through traffic calming and improving pedestrian and cyclist safety; and
- (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.

### Attachment 5: New Official Plan Map



'Area 2' as per Map 14-1 Garrison Common North

West Queen West Study

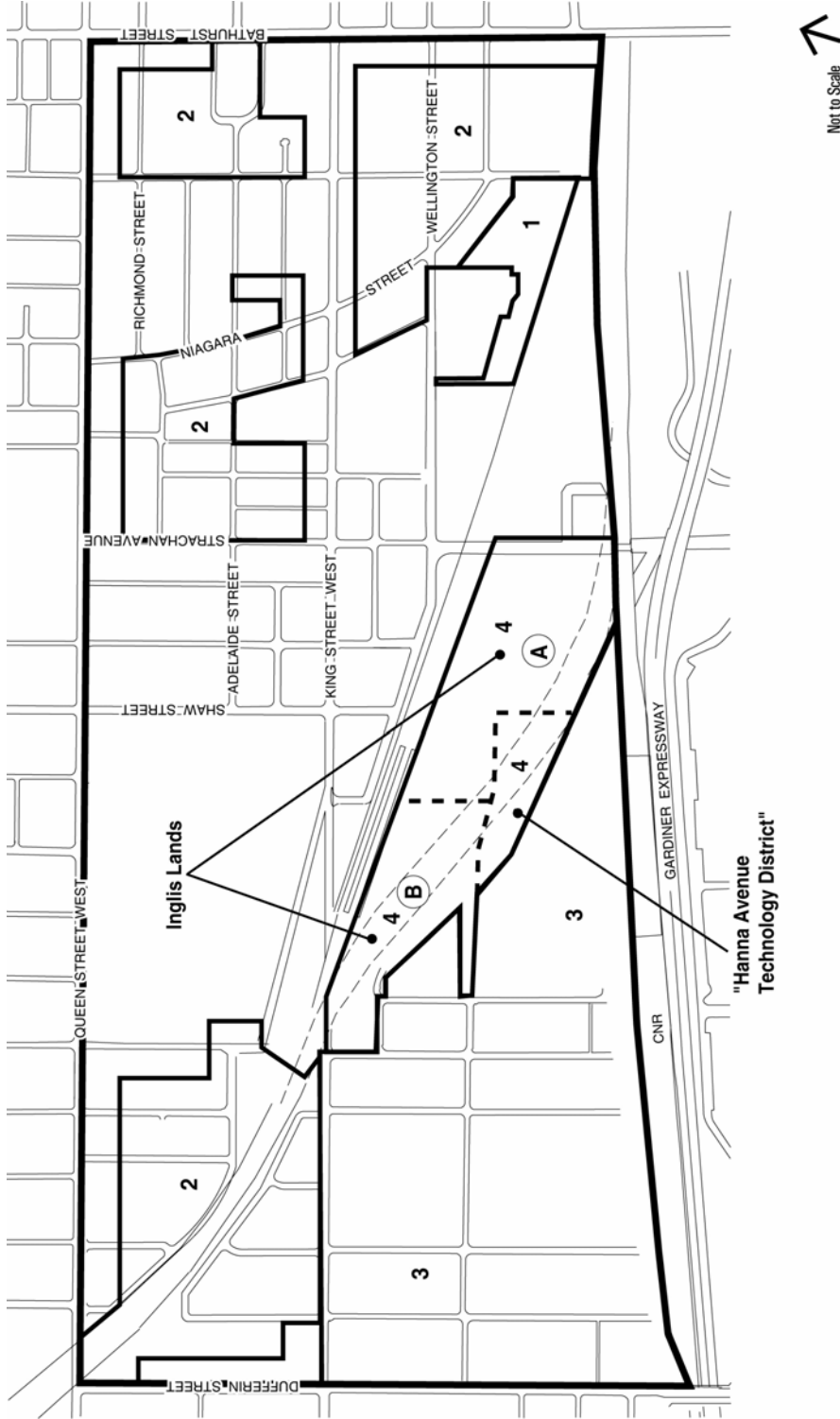


Official Plan Extract of West Queen West Triangle Area

Not to Scale  
05/23/06



### Attachment 6: New Garrison North Secondary Plan Map



## Garrison Common North Secondary Plan

MAP 14-1 Site and Area Specific Policies

- Secondary Plan Boundary
- Site and Area Specific Policies



**Attachment 7:  
Summary of the policies of the New Official Plan pertaining to the WQWT Area**

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 Official Plan, in part, with modifications. The hearing commenced on June 13, 2005 and will continue on June 5, 2006. It is anticipated that most sections of the Toronto Official Plan may be brought into effect by the Board shortly thereafter.

On the new Plan's Map 2: Urban Structure, the lands along the south side of Queen Street are identified as Avenues and the lands between the Avenue and the railway corridor are identified as Employment Districts.

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.

This Employment District has been deleted from Map 2 by a modification by the Minister of Municipal Affairs and Housing.

The new Official Plan for the City of Toronto designates the WQWT Area as a Regeneration Area, requiring the Secondary Plan to address:

- 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.

The Plan includes a requirement that development in Regeneration Areas proceed according to a secondary plan process, including the requirement for an area study as outlined above. 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:

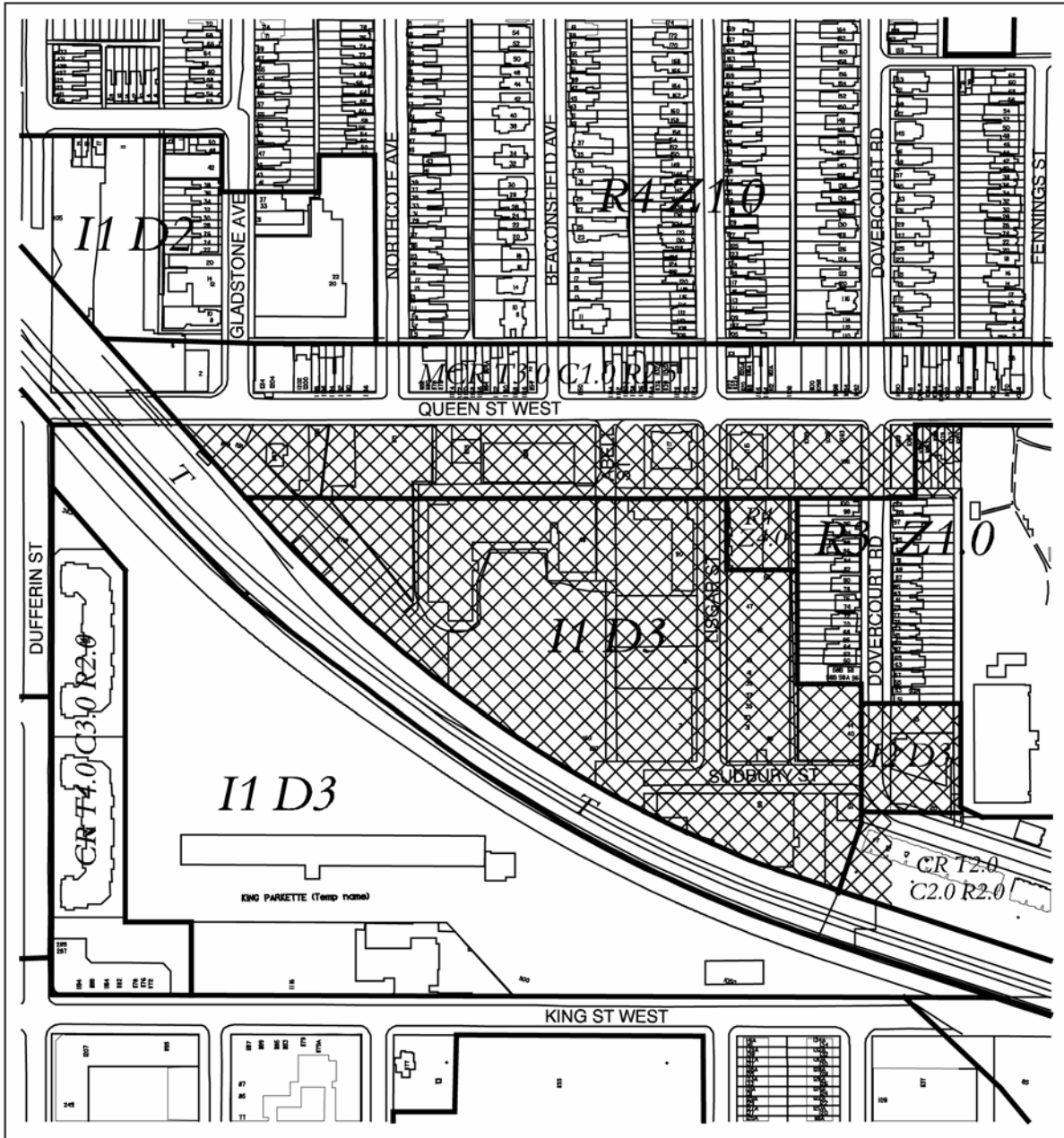
- revitalize areas of the City that are largely vacant or underused;
- create new jobs and homes that use existing infrastructure;
- restore, re-use and retain existing buildings that are economically adaptable for re-use, particularly heritage buildings and structures;

- achieve streetscape improvements and the extension of the open space network; and
- promote the environmental clean-up and re-use of contaminated lands.

The New Garrison Common North Secondary Plan re-iterates many of the objectives outlined in the in- force Garrison Common North Part II Plan. Map 14-1 in the Secondary Plan re-iterates the planned street extensions outlined in the in-force Garrison Common North Part II Plan.

The new Garrison Common North Secondary Plan identifies most of the WQWT Area as part of 'Area 2' and requires an area study to precede significant development which addresses all the issues listed in the New Official Plan

### Attachment 8a: Zoning Map (Uses and densities)



**TORONTO** City Planning  
Division  
**Existing Zoning**

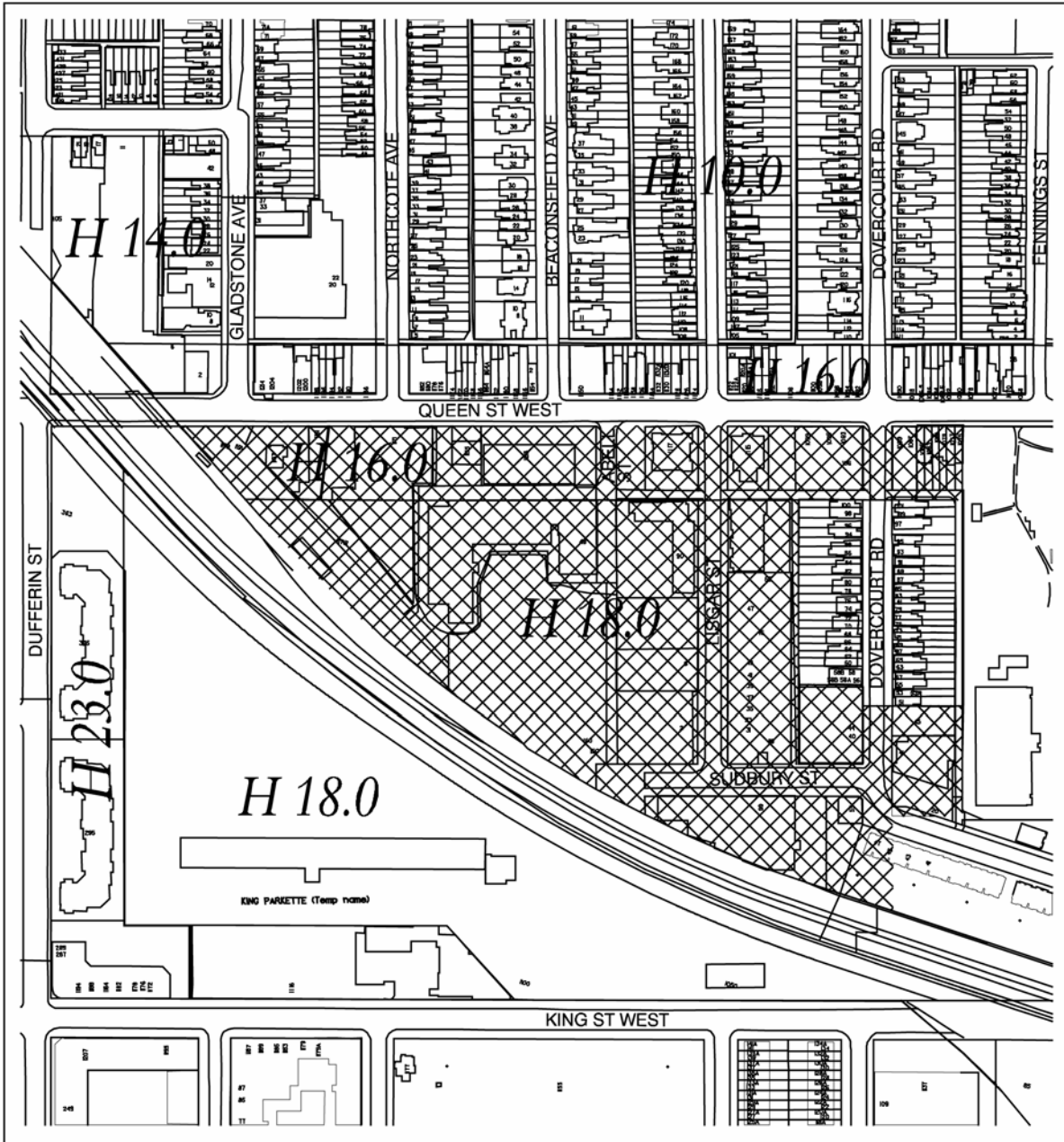
**West Queen West Study**

File # 05\_199764

- R3 Residential District
- R4 Residential District
- CR Mixed-Use District
- MCR Mixed-Use District
- I1 Industrial District

Not to Scale  
Zoning By-law 438-86 as amended  
Extracted 05/23/06 - DR

Attachment 8b:  
Zoning Map (Heights)



 **TORONTO** City Planning  
Division  
**Existing Height**

**West Queen West Study**

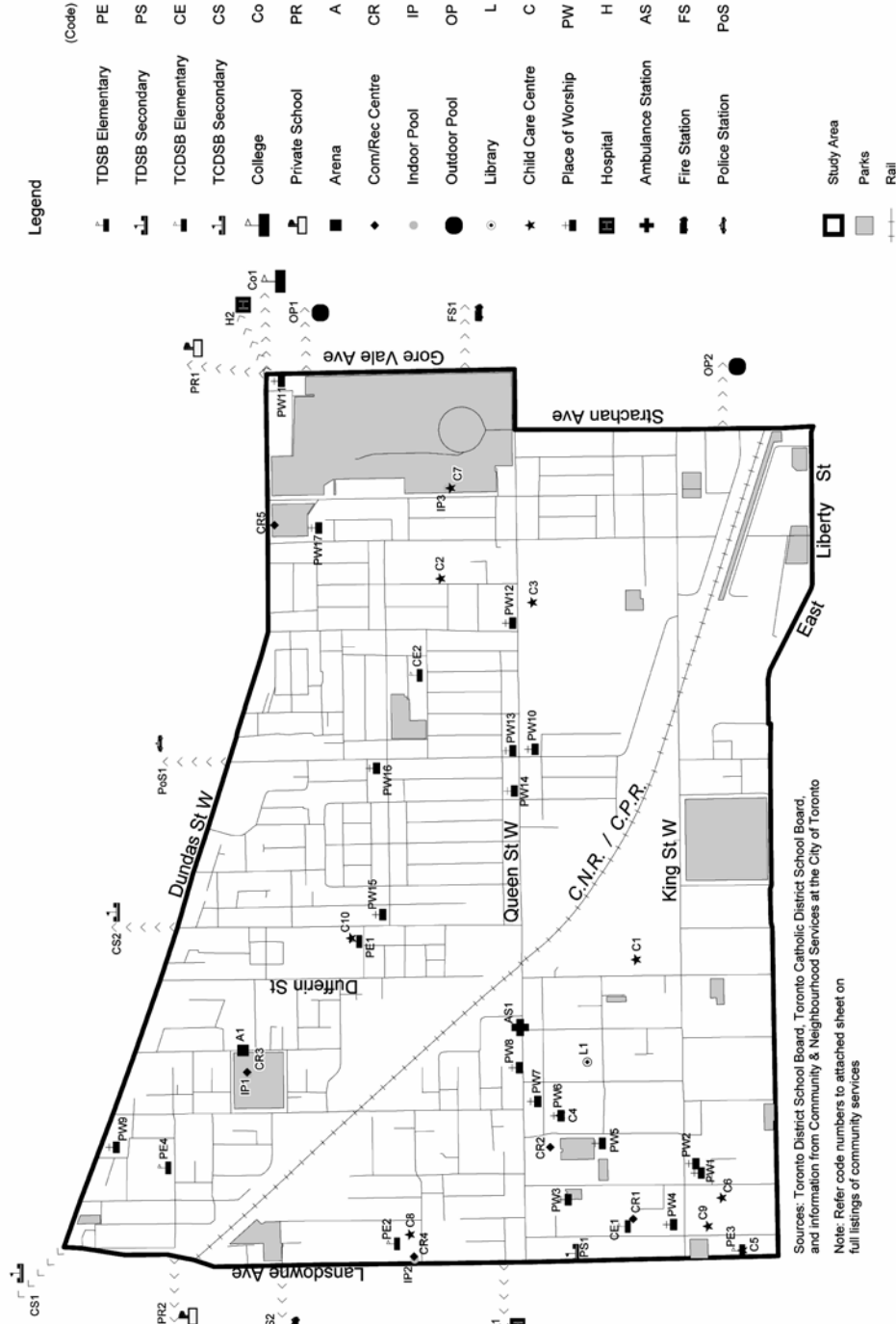
File # 05\_199764

*H 18.0 Height in Metres*



Not to Scale  
Zoning By-law 438-86 as amended  
Extracted 05/23/06 - DR

### Attachment 9: Community Services and Facilities Map



Sources: Toronto District School Board, Toronto Catholic District School Board, and information from Community & Neighbourhood Services at the City of Toronto

Note: Refer code numbers to attached sheet on full listings of community services

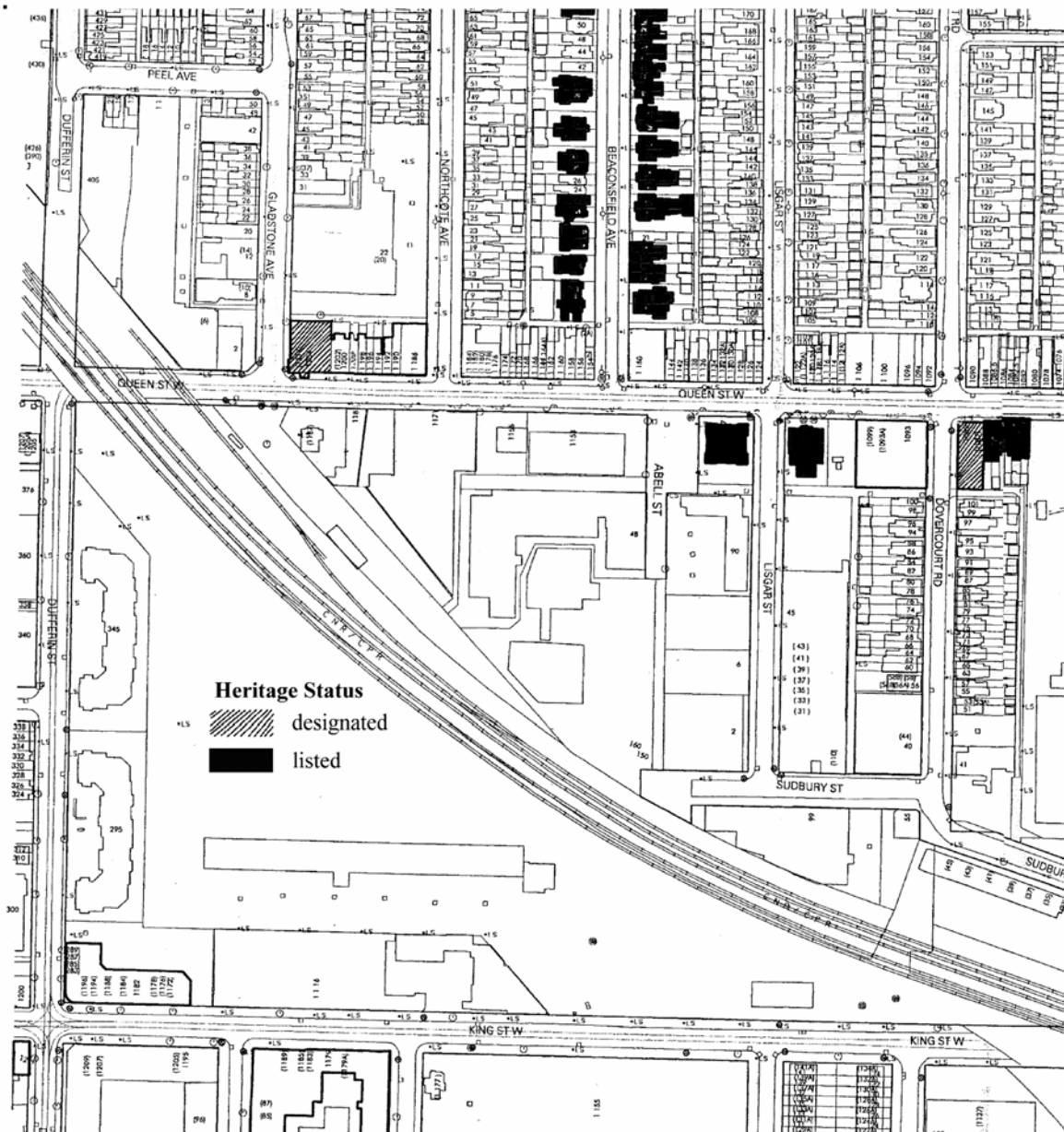
## West Queen West Study

## Community Services and Facilities in the West Queen West Triangle Area

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05/23/06

File # 05\_199764

### Attachment 10: Listed and Designated Heritage Properties



## Heritage - Listed & Designated Buildings in the area of The West Queen West Triangle

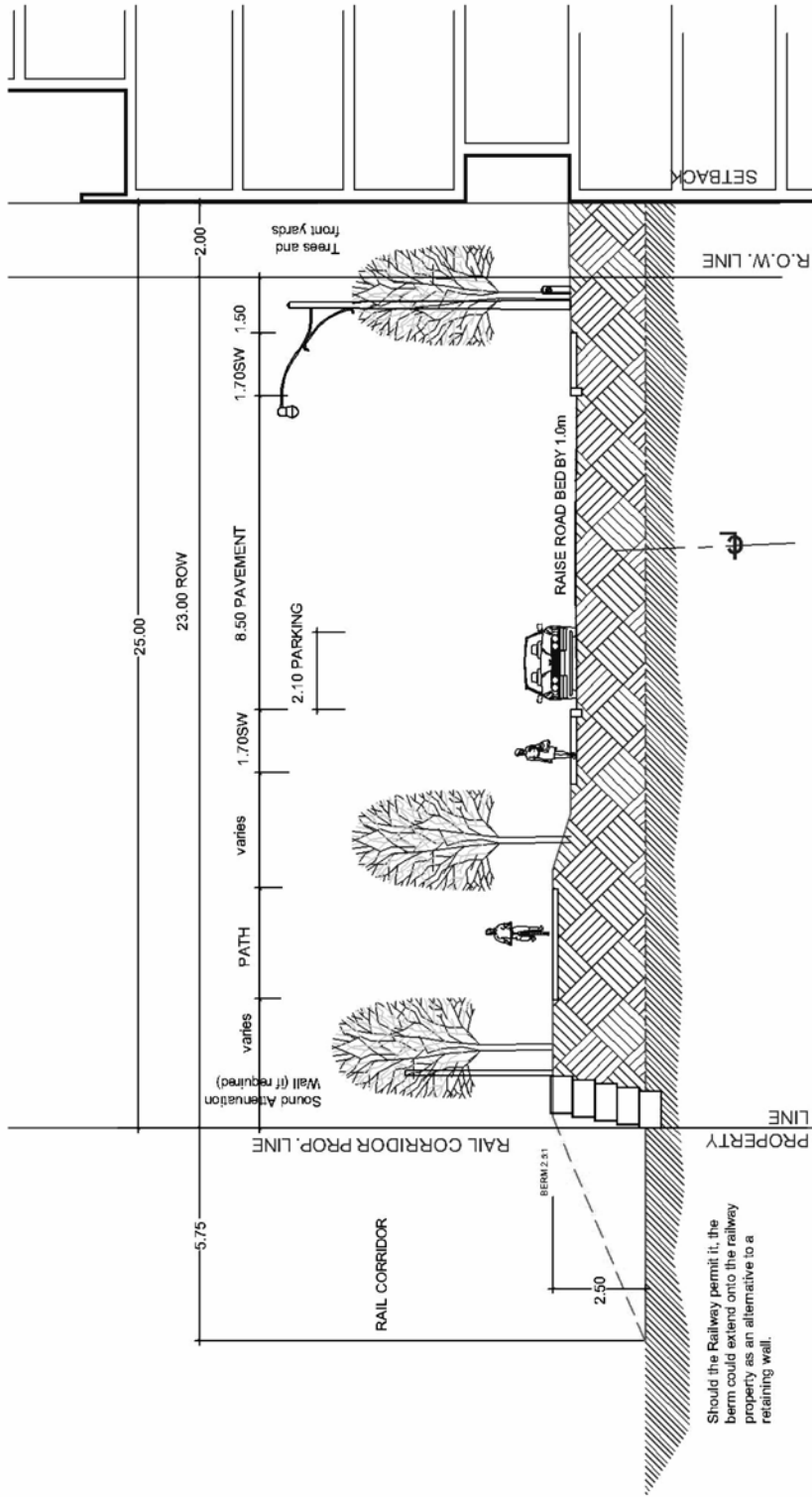
## West Queen West Study

Not to Scale  
05/23/06



File # 05\_199764

### Attachment 11: Sudbury Street Cross-Section

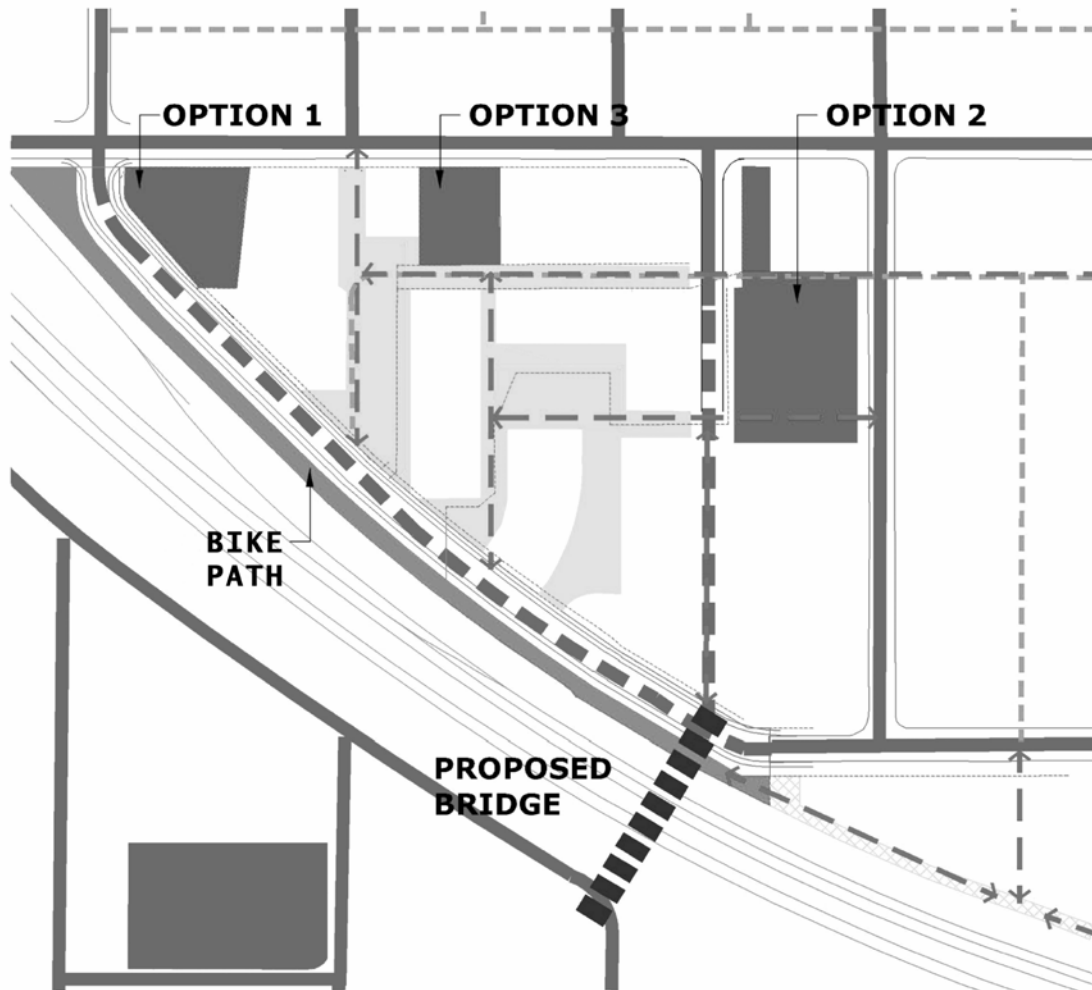


Proposed Sudbury Street Extension (Section along Rail Corridor) West Queen West Study

Not to Scale  
05/23/06

File # 05\_199764

### Attachment 12: Proposed Park Locations Map



- Option 1: Plaza Site
- Option 2: Lisgar Street Site
- Option 3: Carwash Site

-  Street Extensions
-  Pedestrian & Bicycle Connections
-  Parkland
-  Landscaped Open Space

Potential Public Park locations

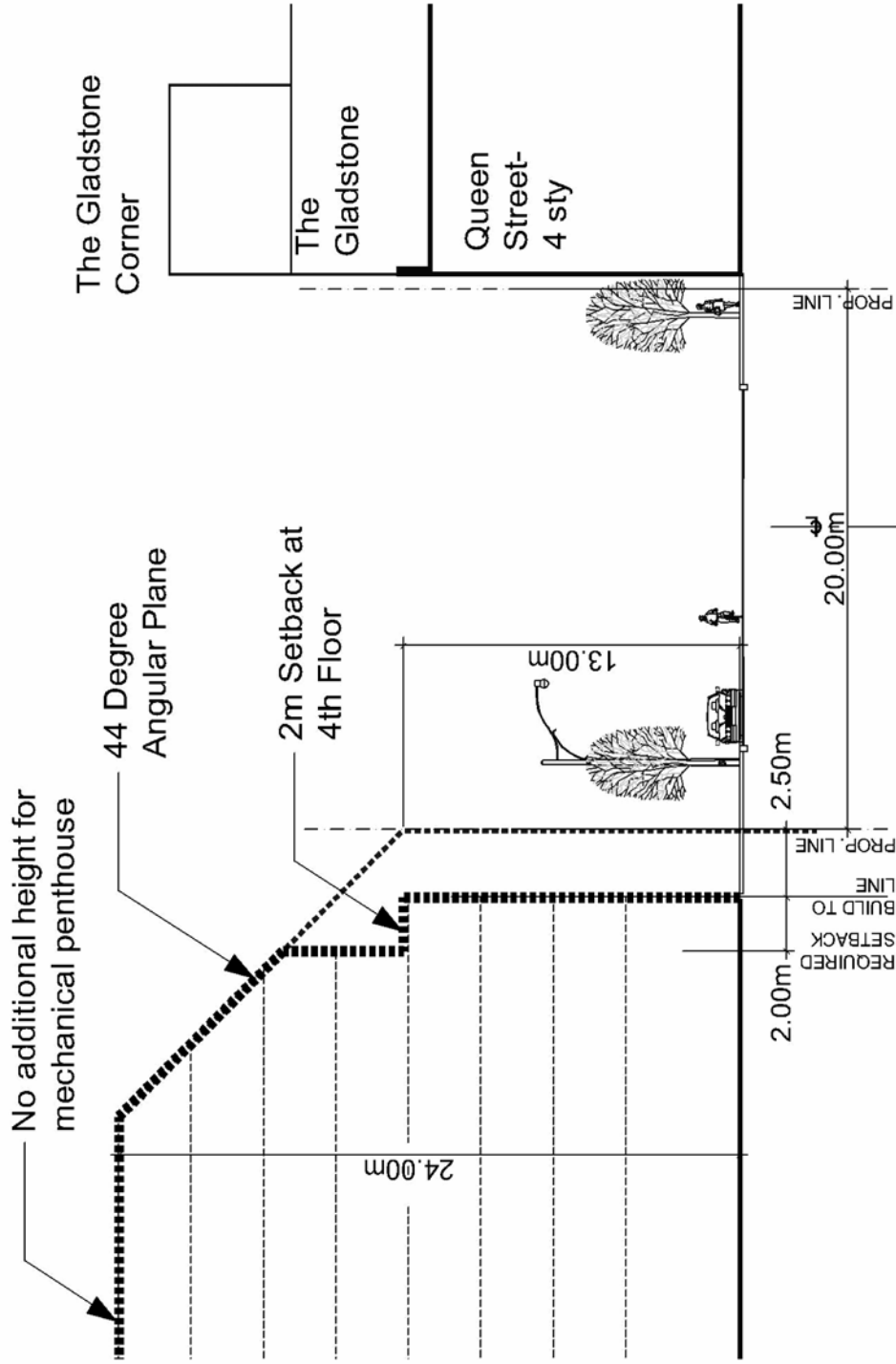
West Queen West Study

Not to Scale  
05/23/06 

File # 05\_199764



### Attachment 13: Queen Street Cross-Section



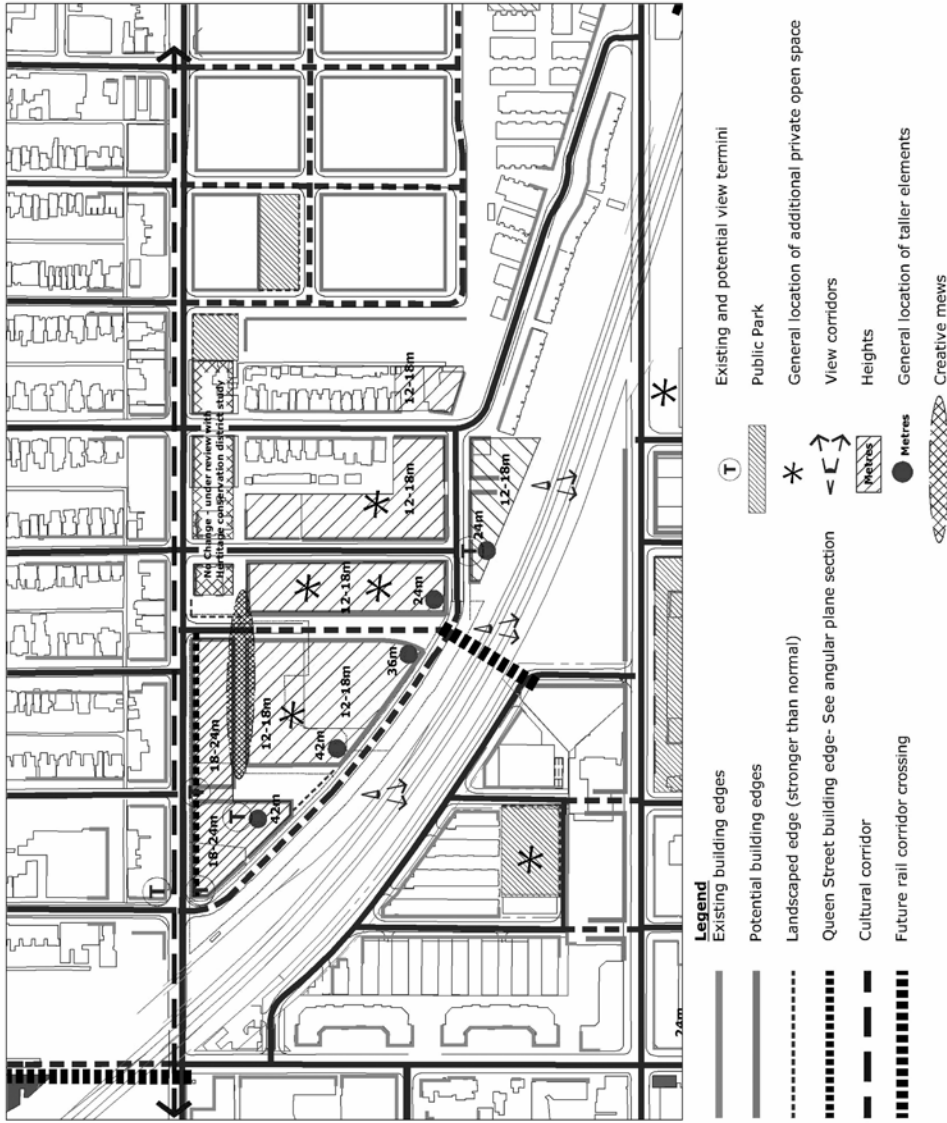
West Queen West Study

Proposed Queen Street Section

Not to Scale  
05/23/06

File # 05\_199764

## Attachment 14: Urban Structure Map



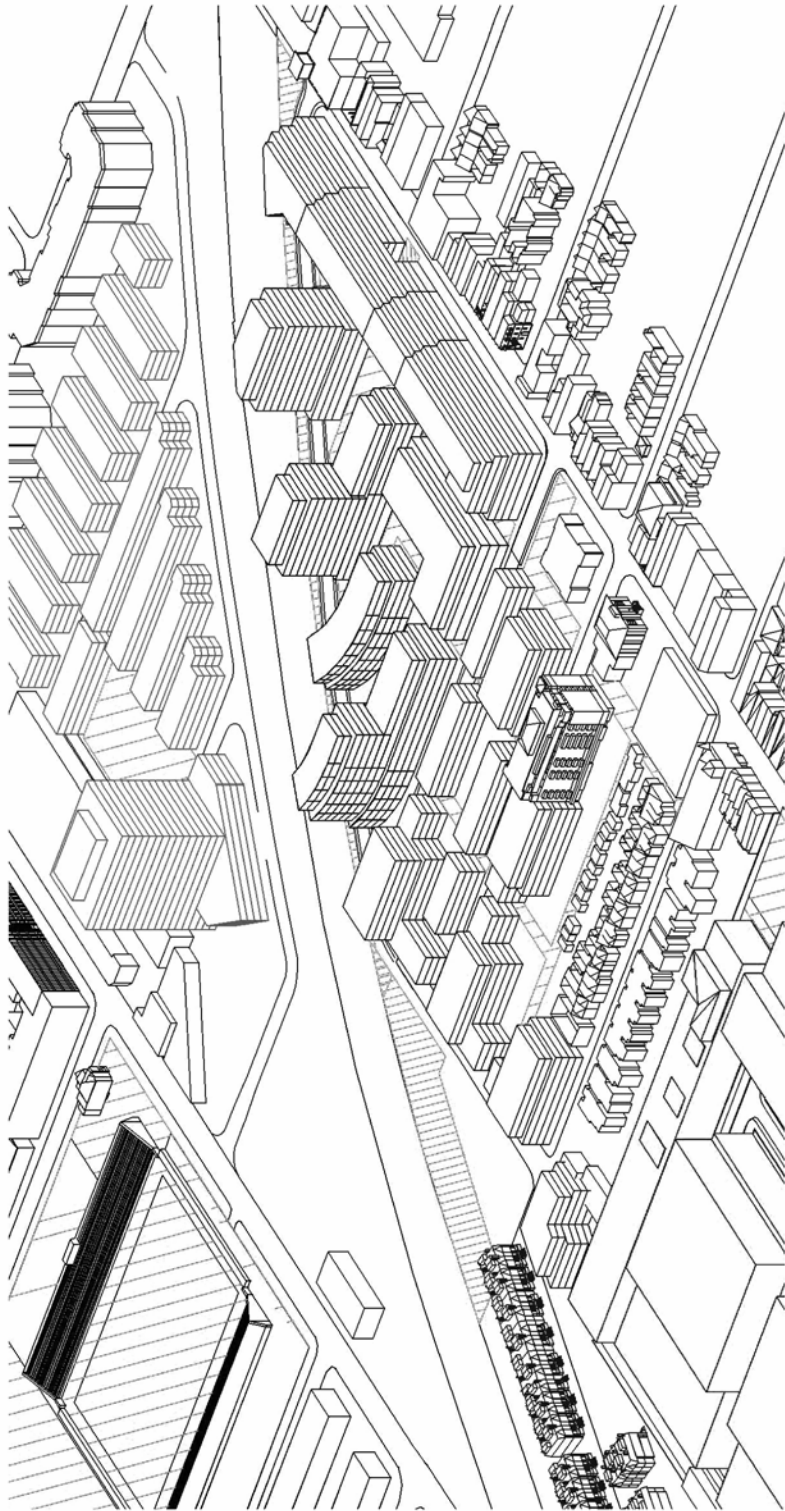
West Queen West Study

Urban Structure

Not to Scale  
05/23/06

File # 05\_199764

**Attachment 15:  
3-D Rendering of Proposed Massing (view from northeast)**



**West Queen West Study**

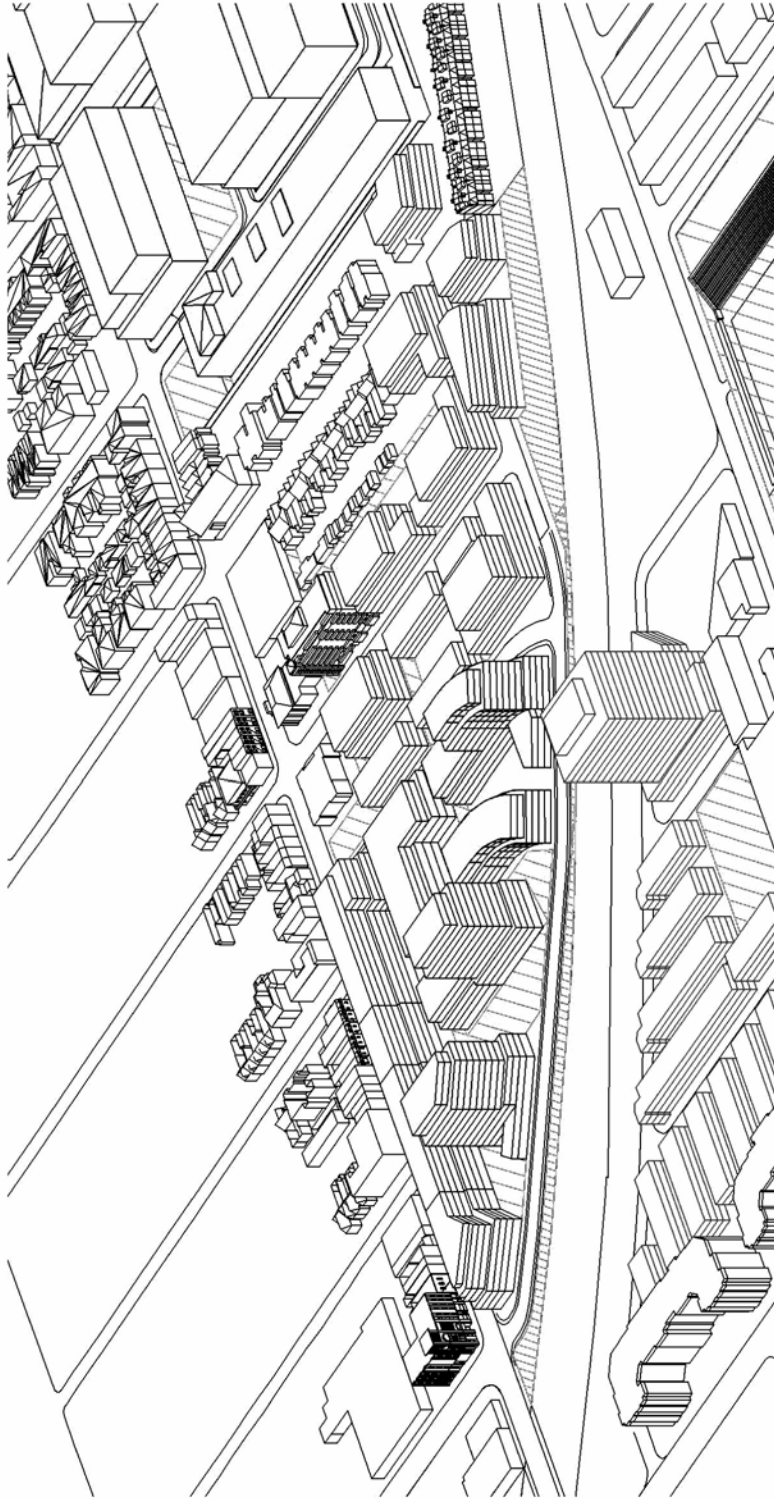
**Massing Diagram**

File # 05\_199764

Not to Scale  
05/23/06



**Attachment 16:  
3-D Rendering of Proposed Massing (view from southwest)**



**West Queen West Study**

**Massing Diagram**

File # 05\_199764

Not to Scale  
05/23/06

