

77-79 East Don Roadway and 661-667 Queen Street East Zoning Amendment Applications - Preliminary Report

Date:	July 15, 2014
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 30 – Toronto-Danforth
Reference Number:	14 176221 STE 30 OZ and 14 176212 STE 30 OZ

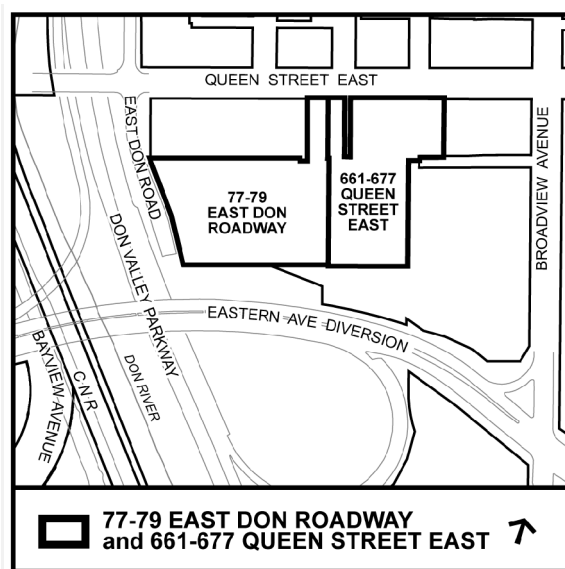
SUMMARY

The applicant has submitted two applications that form a single development proposal. Phase 1 of the development applies to the lands at 77-79 East Don Roadway, while Phase 2 applies to the lands at 661-677 Queen Street East. The applications are being reviewed concurrently.

The applications propose a total of 894 residential dwelling units (555 in Phase 1 and 339 in Phase 2). A total of 22,207 square metres of non-residential gross floor area is proposed (16,519 square metres in Phase 1 and 5,688 square metres in Phase 2). A total of 757 parking spaces are proposed (274 in Phase 1 and 483 in Phase 2).

This report provides preliminary information on the above-noted applications and seeks Community Council's directions on further processing of the applications and on the community consultation process.

A Community Consultation Meeting is anticipated to be held in early 2015. The final report is targeted for the third quarter of 2015. The target date assumes that the



applicant will provide all required information in a timely manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 77-79 East Don Roadway and 661-677 Queen Street East 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 of the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

Pre-Application Consultation

A pre-application consultation meeting was held on April 16, 2014, with the applicant to discuss complete application submission requirements. The applicant indicated they intended to submit two applications that would be reviewed concurrently by staff. The applicant also indicated that the construction of Phase 2 relies on the approval of Phase 1. As such, they would like to be able to proceed with Phase 1 in the event that there are delays with the consideration of Phase 2.

ISSUE BACKGROUND

Proposal (Phases 1 and 2)

The proposed application for 77-79 East Don Roadway (Phase 1) is to demolish the existing building at 79 East Don Roadway and to construct three mixed-use buildings that would have heights of 7, 13 and 24 storeys. The building at 77 East Don Roadway would be redeveloped to accommodate the proposed 24-storey building. The proposed uses would include retail, automobile dealerships and residential uses.

The proposed application for 661-677 Queen Street East (Phase 2) is to demolish the existing building (Downtown Toyota) dealership and to construct a mixed-use development with a 4-storey base and a height that ranges from 7 to 13 storeys. The proposed uses would include retail, grocery store, daycare and residential uses.

The automotive-related uses would gain access to the site via a proposed 14-metre wide private laneway extending eastward from East Don Roadway. Access for the other non-

residential uses, as well as for the residential uses would be provided by a proposed 18-metre wide private laneway extending south of Queen Street East and generally aligned with Munro Street. The proposed north-south private laneway would connect to the east-west laneway, both of which would be constructed as part of Phase 1. To accommodate the proposed north-south private laneway, a 20-metre wide surface conveyance is proposed from the property at 661-677 Queen Street East to 77-79 East Don Roadway property.

The proposed applications would result in a total of 894 dwellings units. The proposed development statistics are summarized as follows:

	77-79 East Don Roadway (Phase 1)	661-677 Queen Street East (Phase 2)	Total
Residential	555 units Queen Building: 44 North Building: 270 (Rental) South Building: 241	339 units	894 units
Non-res.	16,519 sq. metres	5,688 sq. metres	22,207 sq. metres
Parking	Total: 274 spaces Res: 178 Res. Visitor: 35 Non-Res./Retail: 61 Loading: 9 spaces Bike: 453	Total: 483 spaces Res: 323 Non-Res./Retail: 160 Loading: 4 spaces Bike: 398	757 spaces
Amenity	1,419 sq. metres (indoor) 142 sq. metres (outdoor)	163 sq. metres (indoor) 264 sq. metres (outdoor)	1,582 sq. metres (indoor) 406 sq. metres (outdoor)

Attachments 1 through 8 contain drawings of the proposed development. Attachments 10 and 11 are the Application Data Sheets.

Site and Surrounding Area

The subject site is L-shaped and has frontage on the east side of East Don Roadway and the south side of Queen Street East. The site has an area of approximately 17,400 square metres, with a frontage of approximately 60.0 metres on East Don Roadway and 97.9 metres on Queen Street East. East Don Roadway terminates near the southwestern portion of the site.

The western portion of the site is part of a context of industrial and other buildings with employment uses located in proximity to the eastern edge of the Don River Valley. The larger context north and south of Queen Street East on the east side of the Don Valley is one of transition as historic industrial and employment lands and buildings have been repurposed for residential and contemporary employment uses. The western portion of the site is currently occupied by two buildings that are approximately 18 metres in height. The northern building at 79 East Don Roadway is known as the Tippet-Richardson building, which contains storage and office uses. The southern building at 77 East Don Roadway is a converted industrial building with no window openings and is used for storage warehouse purposes.

The Queen Street East portion of the site currently contains surface parking. Vehicular access to this portion of the site is provided via East Don Roadway. The Queen Street portion of the site sits within an immediate context of mixed use buildings with storefronts along Queen Street East.

The eastern portion of the site is currently occupied by an automotive dealership (Downtown Toyota) and surface parking. Vehicular access to this portion of the site is provided via Queen Street East.

The portion of the site closest to Eastern Avenue was formerly part of Sunlight Park, Toronto's first baseball stadium. Access to the stadium was via Queen Street East and there is a heritage plaque to this effect at 655 Queen Street East.

Uses surrounding the site include:

North: Along Queen Street East are generally low-rise mixed-use buildings, with the exception of a 6-storey mixed-use building at 625 Queen Street East and an 8-storey mixed-use building at 630-642 Queen Street East. This area is currently under study for its potential as a Heritage Conservation District designation.

South: A low-rise townhouse development with 24 residential units. Beyond the development is the Eastern Avenue Diversion. The site does not have vehicular access to Eastern Avenue.

East: Generally low-rise mixed-use buildings along Queen Street East. The site abuts a 9-storey mixed-use development at 90-100 Broadview Avenue and a 6-storey residential building at 60-68 Broadview Avenue.

West: To the west are the Don Valley Parkway and the Don River.

There is a noticeable decrease in grade south of Queen Street East towards Eastern Avenue, and westward towards the southwestern portion of the site.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required to be consistent with the PPS. The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The Queen Street East portion of the site is identified as an *Avenue* on Map 2 – Urban Structure of the Official Plan.

This portion of the site is subject to the Official Plan policies in Section 2.2.3 regarding reurbanizing the *Avenues*, which describes *Avenues* as “important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities, while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents”.

Section 2.2.3 Policy 3 a) permits development on the *Avenues* prior to an Avenue Study, provided the development is consistent with all of the policies of the Plan. Such development applications are required to be accompanied by an Avenue Segment Review, which discusses the implications for the portion of the *Avenue* resulting from the proposed development and whether the proposed development would be setting a positive precedent for future development of the remainder of the *Avenue*. The applicant has submitted an Avenue Segment Review, which is currently under review by staff.

The subject site is designated *Mixed Use Areas* in the City of Toronto Official Plan. This designation permits a broad range of commercial, residential and institutional uses and includes policies and development criteria to guide development and its transition between areas of different development intensity and scale.

The development criteria in *Mixed Use Areas* include:

- creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- providing for new jobs and homes for Toronto's growing population on underutilized lands;
- locating and massing new buildings to provide a transition between areas of different development intensity and scale;
- locating and massing new buildings to frame the edges of streets and parks;
- providing an attractive, comfortable and safe pedestrian environment;
- providing good site access and circulation and an adequate supply of parking for residents and visitors;
- locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and
- providing indoor and outdoor recreation space for building residents in every significant multi-residential development.

The southwestern portion of the site is located within the Lower Don River floodplain and the Special Policy Area identified on Map 10 of the Official Plan. The Special Policy Area policies in the Official Plan have not been approved by the Ontario Municipal Board. Thus, the policies of the former City of Toronto Official Plan are in force.

Section 2.58 of the former City of Toronto Official Plan states that development on lands within the Special Policy Area may be permitted, provided the development is flood protected to at least the 1:350 year flood level. This level of flood protection should ensure that no building or structure will be subject to a risk of flooding in excess of 25 percent over an assumed life of 100 years. Section 2.68 of the Plan includes the requirements that all development must meet in order to address the flood risk associated with the Lower Don Special Policy Area.

City Planning staff have circulated the application to the Toronto and Region Conservation Authority for review and comments.

Zoning

The Queen Street East portion of the site is zoned MCR T2.5 C2.0 R2.0 under the former City of Toronto Zoning By-law 438-86, which permits a wide range of commercial and residential uses with a maximum density of 2.5 times the area of the lot, of which a

maximum of 2.0 times may be for non-residential uses and a maximum of 2.0 times may be for residential uses. The maximum permitted height is 14.0 metres.

The East Don Roadway portion of the site is zoned I2 D3 under the former City of Toronto Zoning By-law 438-86, which permits a range of industrial uses with a maximum density of 3.0 times the area of the lot. Residential uses are not permitted in the I2 D3 zone. The maximum permitted height is 18.0 metres.

The Queen Street East portion of the site is zoned CR 2.5 (c.2.0; r0.0) SS2 (x2294) under City-wide Zoning By-law 569-2013, which is currently under appeal at the Ontario Municipal Board (OMB). The zoning permissions are consistent with those outlined in Zoning By-law 438-86.

The East Don Roadway portion of the site is not subject to City-wide Zoning By-law 569-2013.

Site Plan Control

The proposed development is subject to Site Plan Control. Applications for Site Plan Control have yet to be submitted, but will be required.

City-Wide Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>.

Reasons for the Application

The proposal is for a mixed-use development containing four buildings that range in height from 7 to 24 storeys. The proposed combined density is 19 times the area of the lot (5.12 and 5.3 times the area of the lot for Phases 1 and 2, respectively).

The proposed density and height exceed the current permissions for the Queen Street East portion of the site (2.0 times the area of the lot and 14 metres, respectively) and for the East Don Roadway portion of the site (3.0 times the area of the lot and 18 metres, respectively). In addition, residential uses are not permitted in the I2 D3 zone. A Zoning By-law amendment is therefore required.

Through the review of the application, staff may identify additional areas of non-compliance with the Zoning By-law.

COMMENTS

Application Submission

The following reports/studies were submitted with the applications:

- Plan of Survey
- Architectural Plans
- Planning Rationale
- Shadow Studies
- Environmental Assessment
- Geotechnical Report
- Traffic Impact Study
- Pedestrian Level Wind Study
- Tree Declaration and Arborist Report
- Stormwater Management and Functional Servicing Reports
- Avenue Segment Study
- Community Services and Facilities Study
- Toronto Green Standards Checklist

Notices of Incomplete Applications were issued on July 15, 2014, as there are outstanding materials to be submitted. In particular, TRCA staff have advised that they require a planning rationale to address the Special Policy Area designation and the proposed land use change, as well as a flood study. In addition, Heritage Preservation Services staff have advised that the proposed development is located within an area of Queen Street East currently being considered as a potential Heritage Conservation District. The applicant is being requested to submit a heritage impact assessment that addresses the impact of the proposed development on the heritage character of the area as defined by the buildings within and adjacent to this block.

Queen Street East Heritage Conservation District Study

Heritage Preservation Services staff are currently working with a consultant team to complete a Heritage Conservation District Study of Queen Street East between the Don River and De Grassi Street. The purpose of the study is to determine whether a Heritage Conservation District designation under Part V of the *Ontario Heritage Act* is appropriate for the area. Heritage Preservation Services staff are currently reviewing the preliminary report submitted by the heritage consultant that was selected for the study. A community consultation meeting will be scheduled to discuss the study findings.

Issues to be Resolved

The following issues have been identified during the preliminary review of this application, and will require further examination:

- The acceptability of the findings in the Avenue Segment Study;
- The appropriateness of proposed development within the Lower Don Special Policy Area;

Staff report for action – Preliminary Report – 77-79 East Don Roadway and 661-667 Queen Street East

- The density, height and massing of the proposed development;
- The appropriateness of the proposed tall buildings;
- The appropriateness of the proposed residential uses;
- The compatibility of the automotive-related uses with the proposed residential uses;
- Traffic and transportation impacts of the proposal;
- The appropriateness of the proposed 18-metre private laneway;
- The location of and access to the proposed bicycle parking spaces;
- The potential impacts on the area's heritage character;
- The implications of the development on existing community services and facilities;
- Potential privacy and overlook issues for the properties to the north and east;
- The proposed phasing of the development;
- The appropriateness of Phase 2 relying on facilities to be developed as part of Phase 1;
- The form of parkland dedication for the development;
- The proposed on-site open space;
- Shadow impacts of the development on the proposed courtyard, and the adjacent public realm and properties;
- Tree planting requirements along the East Don Roadway and Queen Street East road allowances; and
- The applicability of Section 37 of the *Planning Act* to secure community benefits should the application be recommended for approval.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

The TGS Checklist has been submitted by the applicant and is currently under review by City staff for compliance with the Tier 1 performance measures.

Review Process

The subject applications result in a large development proposal in the context of the surrounding area. A contextual review of the two applications must occur first and should be comprised of the following:

- a) substantial completion of the Queen Street East Heritage Conservation District Study that is underway;
- b) staff and public review of the applicant's Avenue Segment Study;
- c) review of land use pattern on the areas north and south of Queen Street East, which are in transition; and
- d) an understanding of the infrastructure and community services and facilities required to support the proposed development.

This work, including community consultation, will be undertaken prior to more detailed review of the applications in order to guide appropriate revisions.

CONTACT

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E-mail: ecaldwe@toronto.ca

SIGNATURE

Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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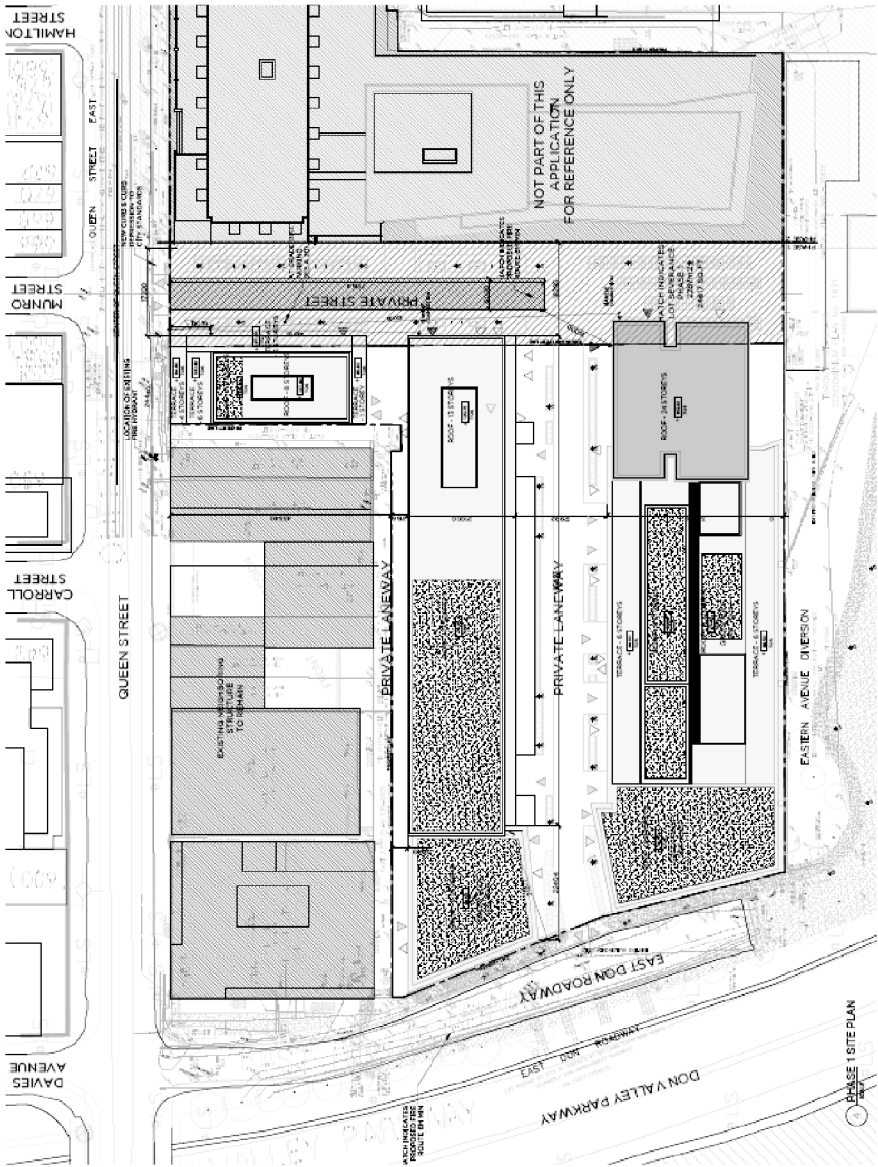
ATTACHMENTS

Attachment 1: Site Plan (77-79 East Don Roadway)
Attachment 2: Site Plan (661-677 Queen Street East)
Attachment 3: North Elevation (77-79 East Don Roadway)
Attachment 4: North Elevation (661-677 Queen Street East)

Staff report for action – Preliminary Report – 77-79 East Don Roadway and 661-667 Queen Street East

Attachment 5: South Elevation (77-79 East Don Roadway)
Attachment 6: South Elevation (661-677 Queen Street East)
Attachment 7: West Elevation (77-79 East Don Roadway)
Attachment 8: East Elevation (661-677 Queen Street East)
Attachment 9: Zoning
Attachment 10: Application Data Sheet (77-79 East Don Roadway)
Attachment 11: Application Data Sheet (661-677 Queen Street East)

Attachment 1: Site Plan (77-79 East Don Roadway)



Site Plan

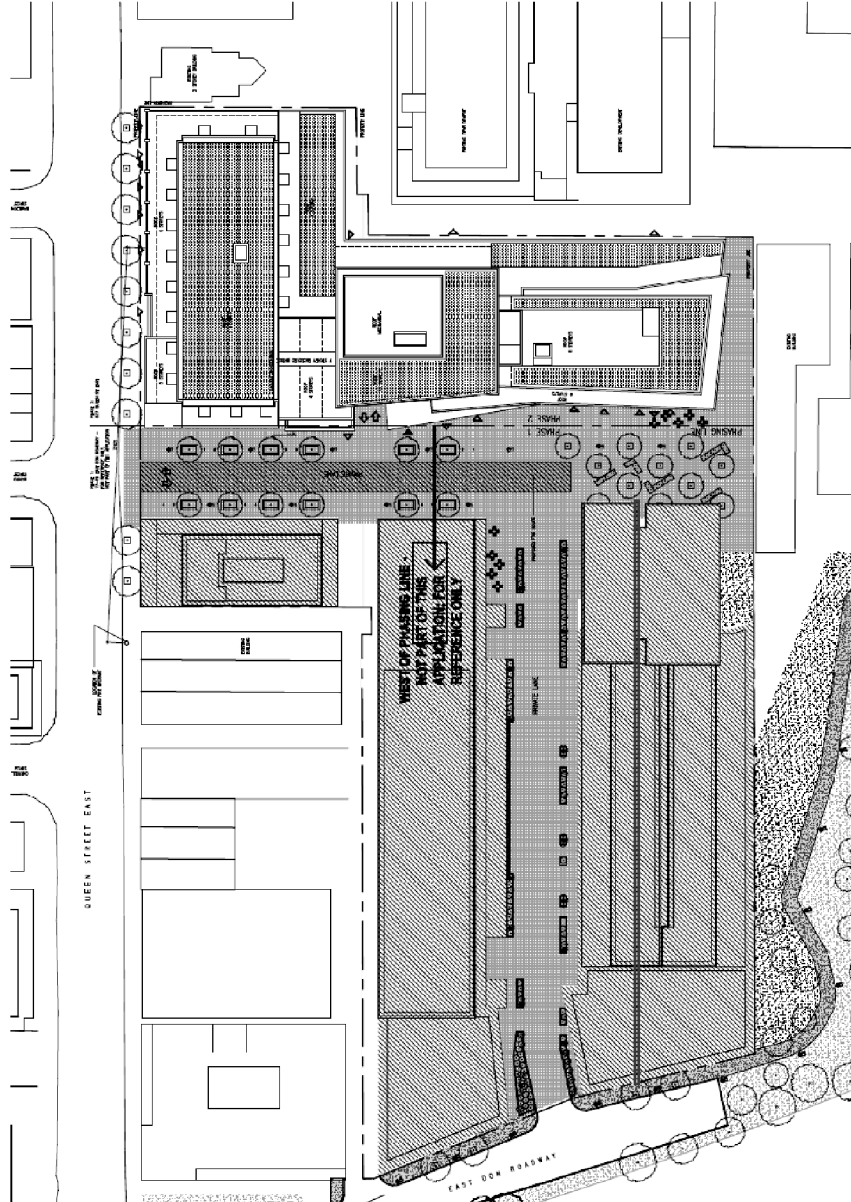
Applicant's Submitted Drawing

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07/04/14

File # 14 176221 STE 30 02

77-79 East Don Roadway

Attachment 2: Site Plan (661-677 Queen Street East)



Site Plan

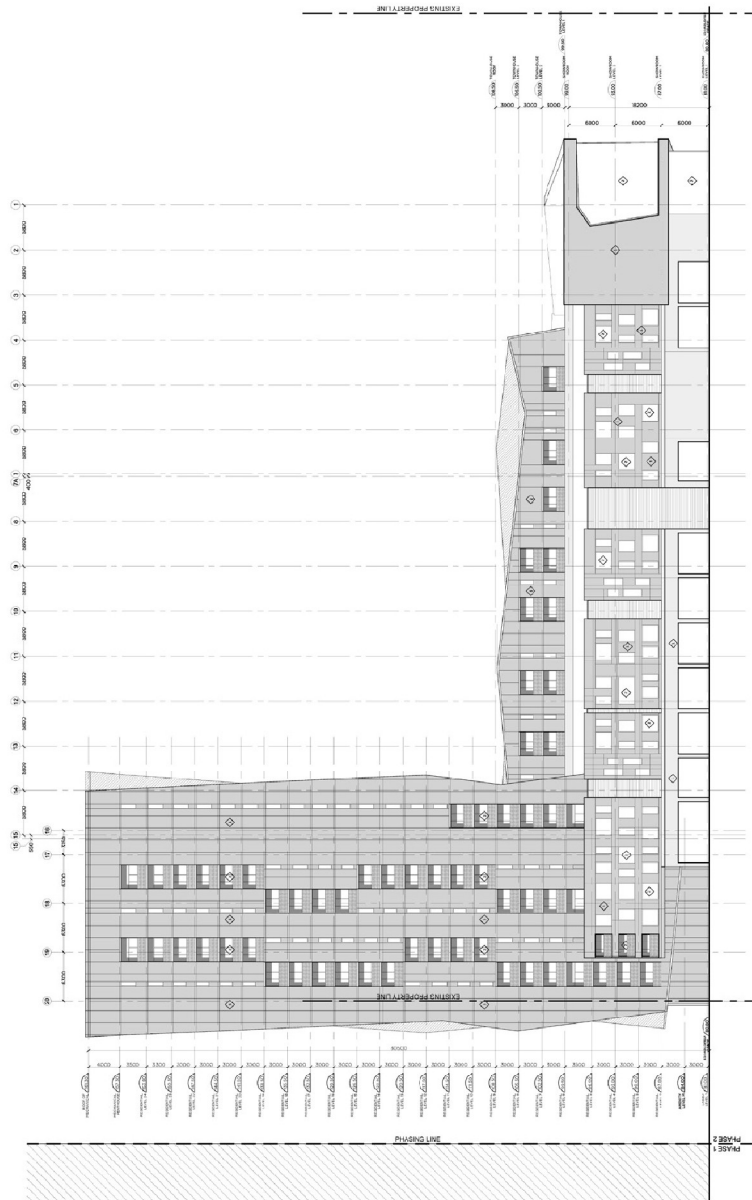
661-677 Queen St East

Applicant's Submitted Drawing

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File # 14 176212 STE 30 02

Attachment 3: North Elevation (77-79 East Don Roadway)



North Elevation

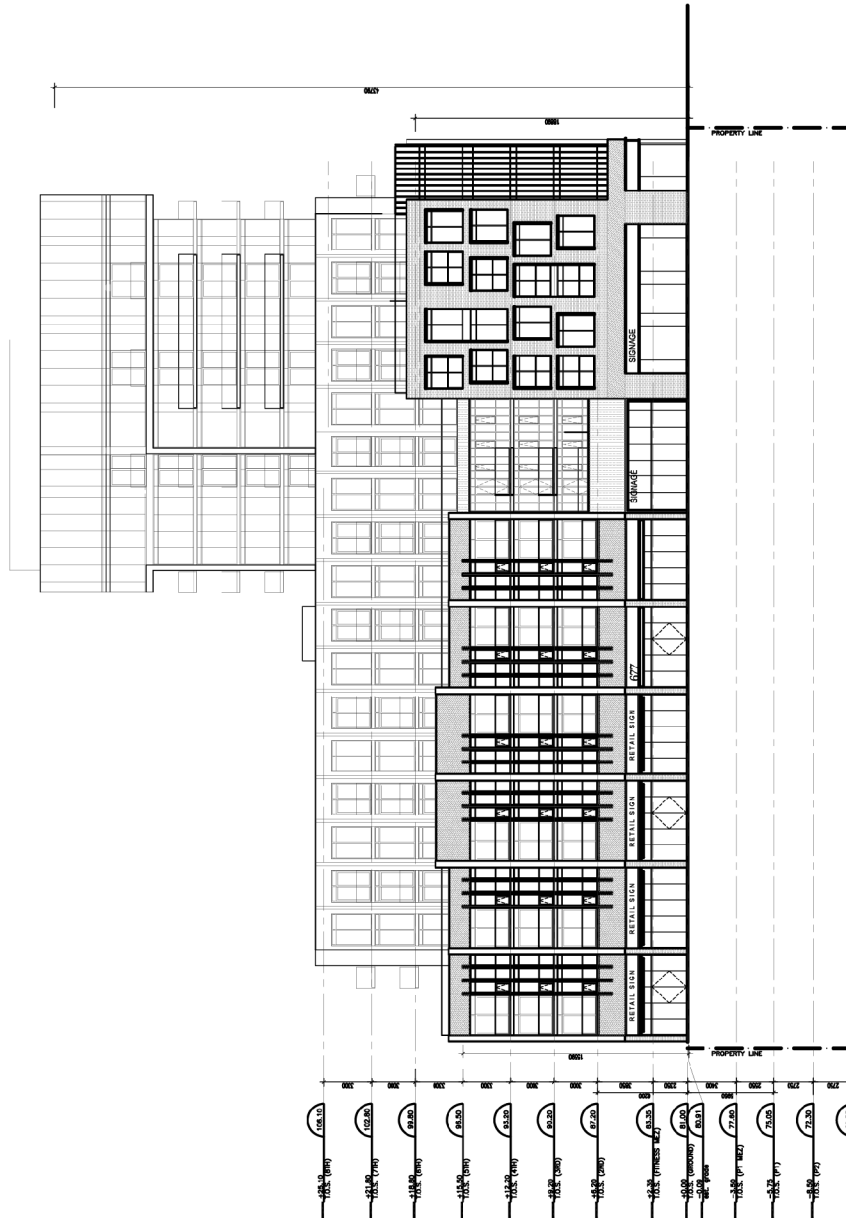
Applicant's Submitted Drawing

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77-79 East Don Roadway

File # 14 176221 STE 30 02

Attachment 4: North Elevation (661-677 Queen Street East)



North Elevation

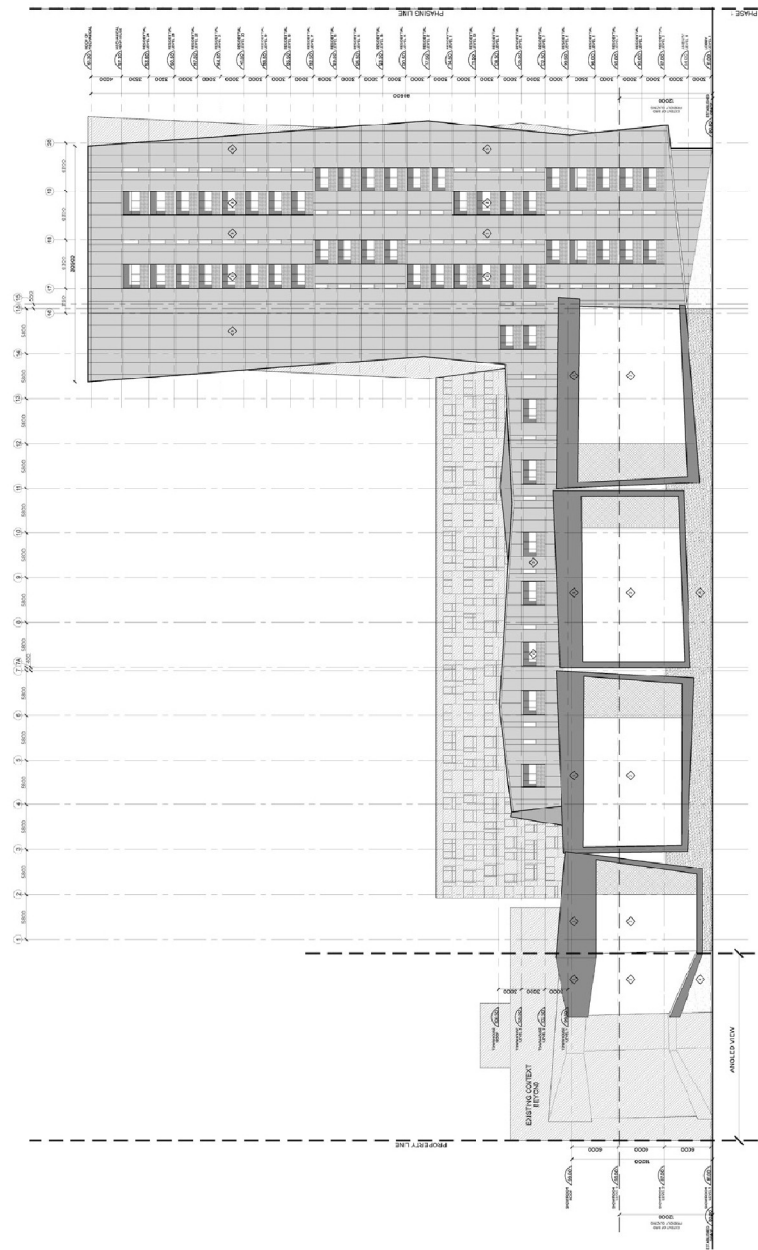
661-677 Queen St East

Applicant's Submitted Drawing

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File # 14 176212 STE 30 02

Attachment 5: South Elevation (77-79 East Don Roadway)



South Elevation

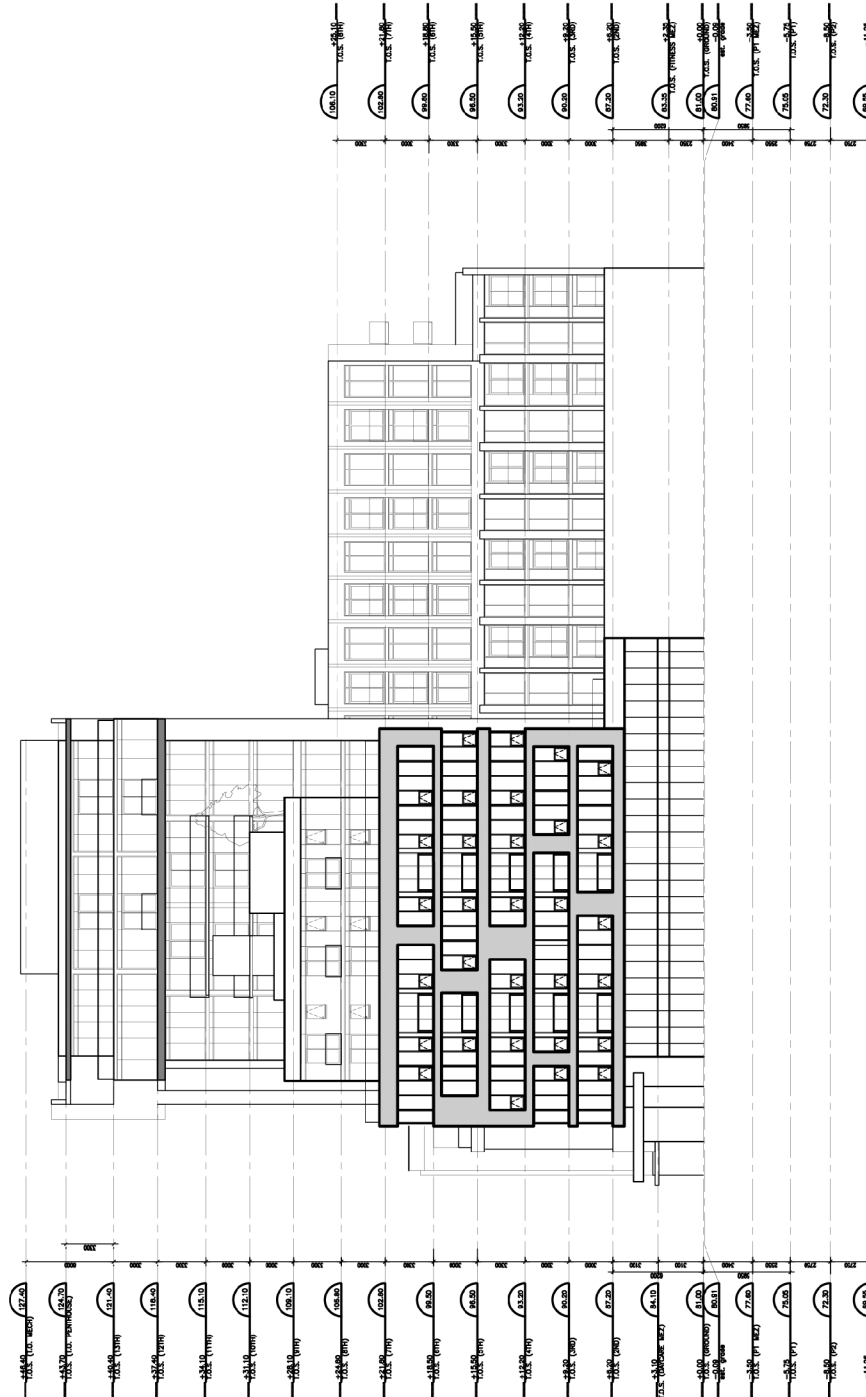
Applicant's Submitted Drawing

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77-79 East Don Roadway

File # 14 176221 STE 30 0Z

Attachment 6: South Elevation (661-677 Queen Street East)



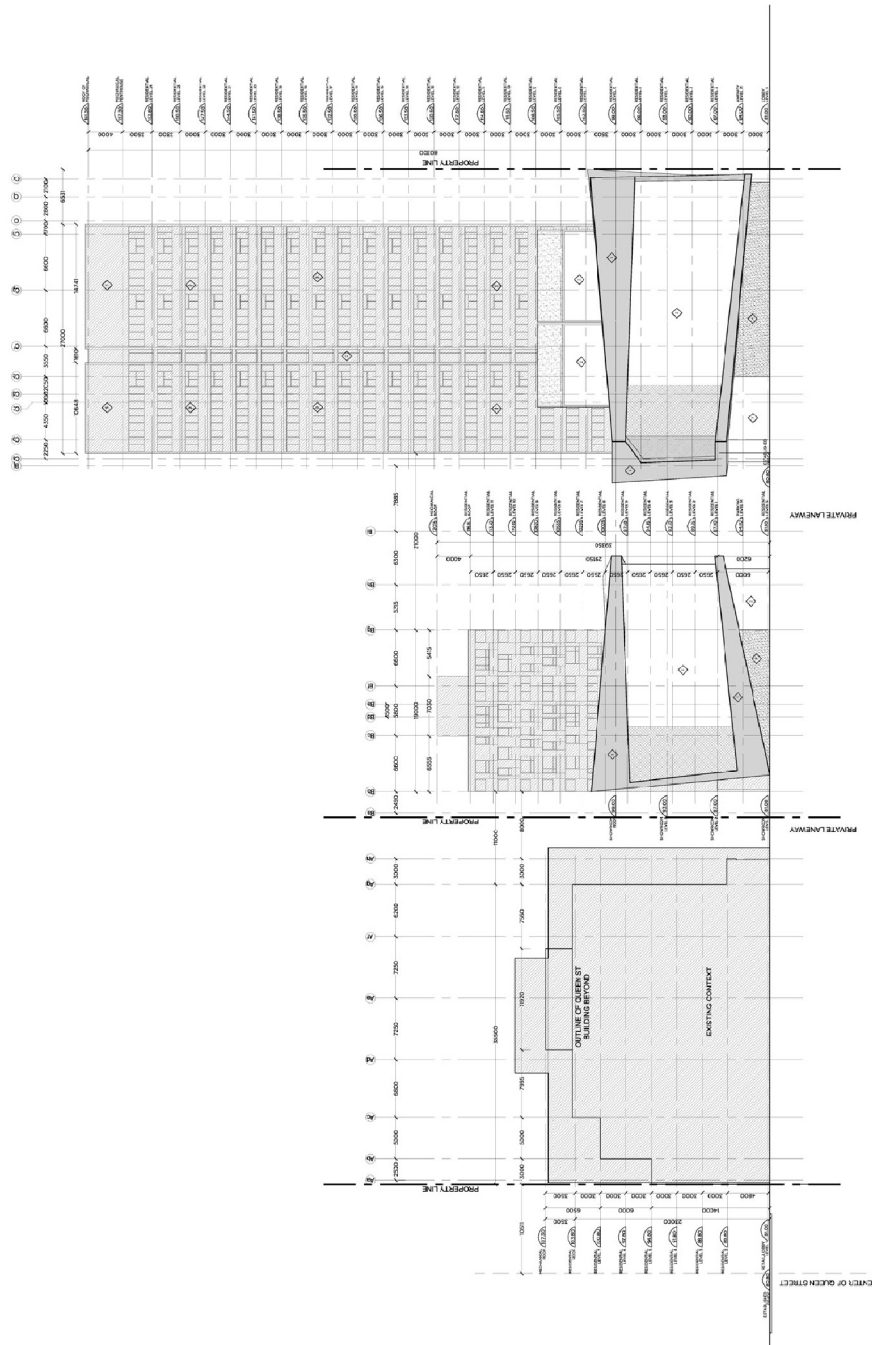
661-677 Queen St East

South Elevation
Applicant's Submitted Drawing

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Attachment 7: West Elevation (77-79 East Don Roadway)



West Elevation

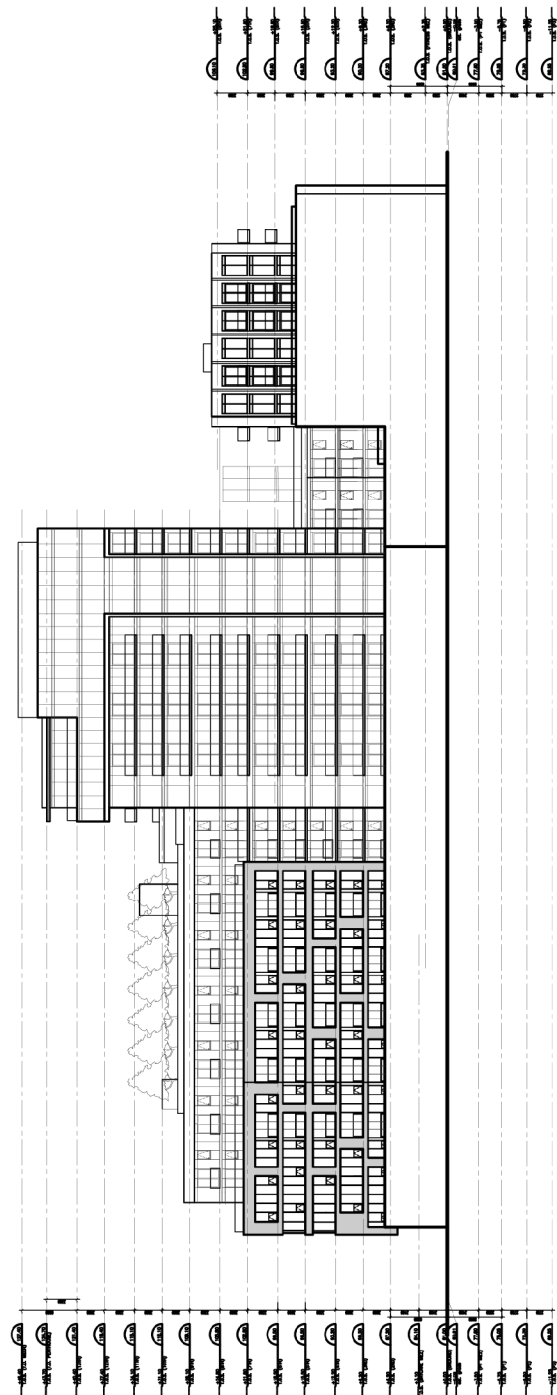
Applicant's Submitted Drawing

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77-79 East Don Roadway

File # 14 176221 STE 30 0Z

Attachment 8: East Elevation (661-677 Queen Street East)



East Elevation

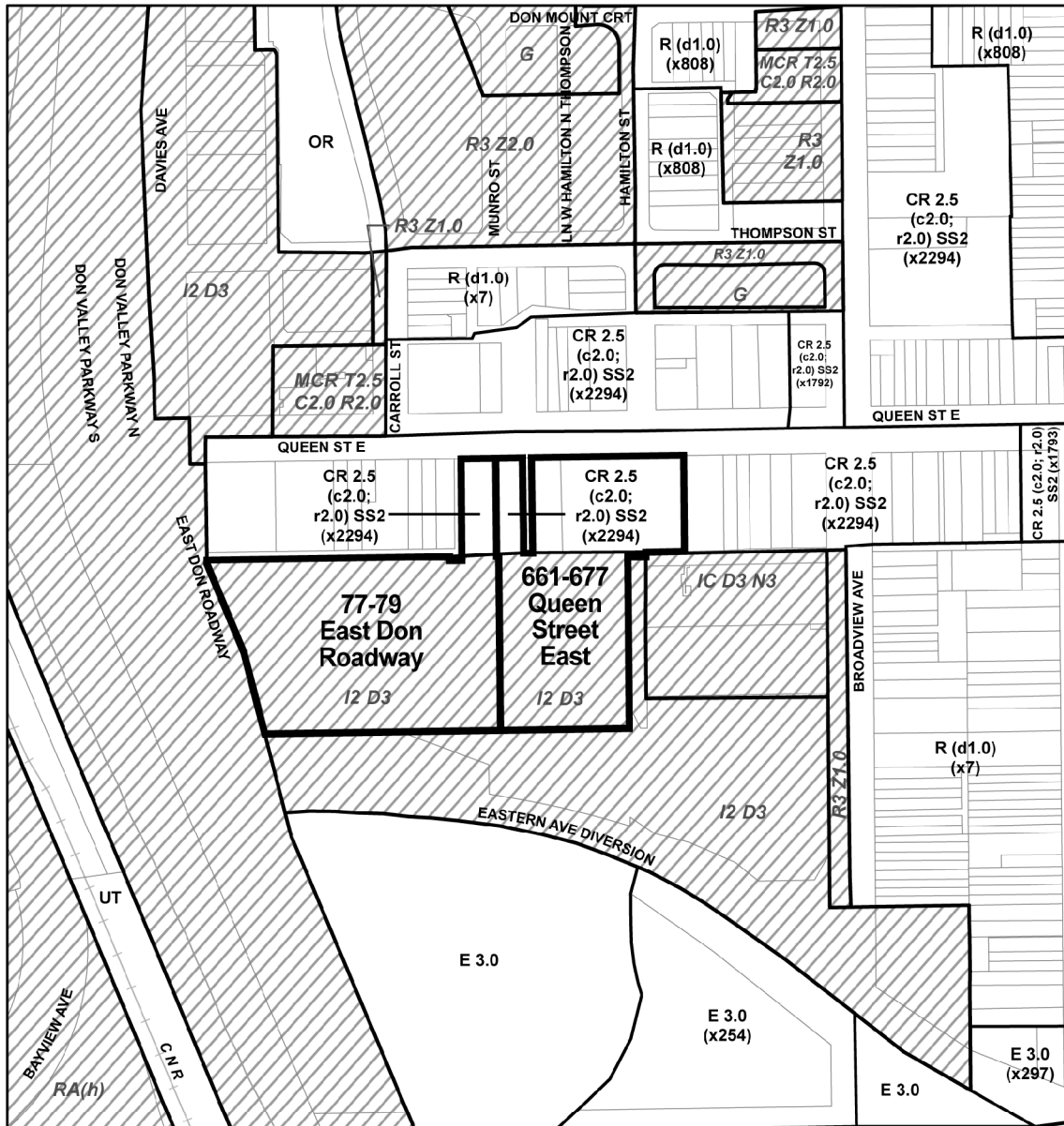
661-677 Queen St East

Applicant's Submitted Drawing

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File # 14 176212 STE 30 02

Attachment 9: Zoning



Zoning By-law 569-2013

77-79 East Don Roadway and 661-677 Queen Street East

File # 14 176212 and 14 176221



Location of Application



See Former City of Toronto Bylaw No. 438-86

R

Residential

OR

Open Space Recreation

G

Parks District

MCR

Mixed-Use District

CR

Commercial Residential

UT

Utility and Transportation

I2

Industrial District

R3

Residential District

E

Employment Industrial

IC

Industrial District

RA

Mixed-Use District

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Extracted: 07/03/2014

Attachment 10: Application Data Sheet (77-79 East Don Roadway)

Application Type	Rezoning	Application Number:	14 176221 STE 30 OZ
Details	Rezoning, Standard	Application Date:	June 18, 2014
Municipal Address:	77-79 EAST DON ROADWAY		
Location Description:	CON BF PT LT15 << STRUCTURE ADDRESS FOR 79 EAST DON ROADWAY **GRID S3012		
Project Description:	Zoning By-law Amendment to permit three mixed-use buildings containing 555 residential units and 16,519 m2 of non-residential floor area. The building fronting onto Queen St E would have a height of 7 storeys, while the buildings to the south would have heights of 13 and 24 storeys, respectively. A total of 274 parking spaces are proposed below grade.		

Applicant:	Agent:	Architect:	Owner:
77&79 East Don Roadway Inc	77&79 East Don Roadway Inc	RAW Design	77 & 79 EDR INC.

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:
Zoning:	I2 D3; MCR 2.5 C2.0 R2.0	Historical Status:
Height Limit (m):	18; 14	Site Plan Control Area:

PROJECT INFORMATION

Site Area (sq. m):	11845	Height:	Storeys:	7, 13 and 24
Frontage (m):	35.47		Metres:	80.3
Depth (m):	120			
Total Ground Floor Area (sq. m):	4334			Total
Total Residential GFA (sq. m):	42755		Parking Spaces:	274
Total Non-Residential GFA (sq. m):	16519		Loading Docks	9
Total GFA (sq. m):	59274			
Lot Coverage Ratio (%):	37			
Floor Space Index:	5.12			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Rental, Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	42755	0
Bachelor:	17	Retail GFA (sq. m):	12332	4187
1 Bedroom:	233	Office GFA (sq. m):	0	0
2 Bedroom:	249	Industrial GFA (sq. m):	0	0
3 + Bedroom:	56	Institutional/Other GFA (sq. m):	0	0
Total Units:	555			

CONTACT:	PLANNER NAME:	Emily Caldwell, Acting Planner
	TELEPHONE:	416-392-7574

Attachment 11: Application Data Sheet (661-677 Queen Street East)

Application Type	Rezoning	Application Number:	14 176212 STE 30 OZ
Details	Rezoning, Standard	Application Date:	June 18, 2014
Municipal Address:	661-677 QUEEN ST E		
Location Description:	**GRID S3012		
Project Description:	Zoning By-law Amendment to permit a mixed-use development with a 4-storey podium and a height that ranges from 7 storeys along Queen St E to 13 storeys at the rear of the site. A total of 339 residential units are proposed. A total of 438 parking spaces are proposed below grade. The existing automotive building would be demolished.		

Applicant:	Agent:	Architect:	Owner:
677 Queen Street East Inc	677 Queen Street East Inc	Giannone Petricone, Associates	Downtown Toyota

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:
Zoning:	MCR T2.5 C2.0 R2.0	Historical Status:
Height Limit (m):	14	Site Plan Control Area:

PROJECT INFORMATION

Site Area (sq. m):	5555	Height:	Storeys:	13
Frontage (m):	62.46		Metres:	46.4
Depth (m):	120			
Total Ground Floor Area (sq. m):	4547			Total
Total Residential GFA (sq. m):	24200		Parking Spaces:	483
Total Non-Residential GFA (sq. m):	5688		Loading Docks	4
Total GFA (sq. m):	29888			
Lot Coverage Ratio (%):	82			
Floor Space Index:	5.3			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	24200	0
Bachelor:	25	Retail GFA (sq. m):	3781	579
1 Bedroom:	183	Office GFA (sq. m):	0	0
2 Bedroom:	118	Industrial GFA (sq. m):	0	0
3 + Bedroom:	13	Institutional/Other GFA (sq. m):	1328	0
Total Units:	339			

CONTACT:	PLANNER NAME:	Emily Caldwell, Acting Planner
	TELEPHONE:	416-392-7574