

**1181 Queen Street West - Zoning Amendment - Request for Direction Report**

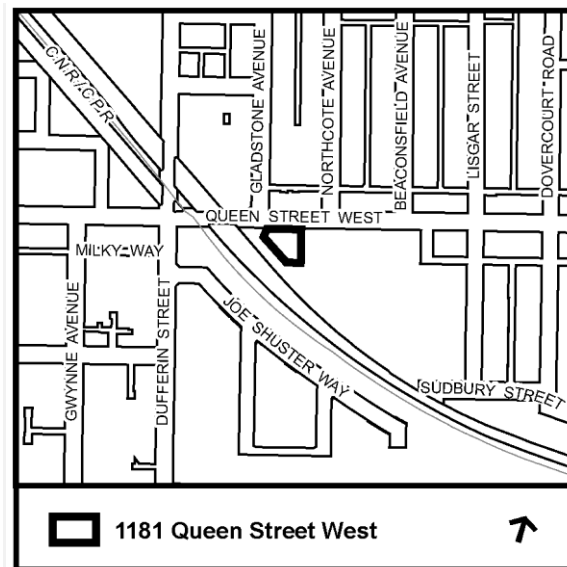
<b>Date:</b>	October 20, 2016
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 18 – Davenport
<b>Reference Number:</b>	13 262018 STE 18 OZ

**SUMMARY**

In November, 2013 a Zoning By-law Amendment application was made to develop the subject site at 1181 Queen Street West with a 26-storey mixed-use building. The applicant appealed this application to the Ontario Municipal Board in April, 2014 due to Council's failure to make a decision on the application within the time prescribed by the *Planning Act*. At its meeting on May 6, 7, and 8, 2014 City Council authorized the City Solicitor and any appropriate City Staff to oppose the application at the Ontario Municipal Board. An Ontario Municipal Board hearing has been scheduled for February 27 to March 3, 2017.

In October, 2015, a revised proposal was submitted to the City for a 16-storey mixed-use building (60.5 metres, including mechanical penthouse) comprised of 146 residential units (11,167 square metres), 715 square metres of non-residential gross floor area, 89 parking spaces, 110 bike parking spaces and an overall density of 7.15 times the area of the lot. The revised October, 2015 proposal is the proposal that will be considered by the Ontario Municipal Board, (OMB).

The revised proposal represents a significant improvement over the previous. However, Staff continue to have concerns with compliance with policies in the Official Plan including built form and public realm policies.



Other outstanding issues relate to the provision of non-residential space, parking, outdoor amenity space, number of three-bedroom units and required updates to the Functional Servicing report. This report recommends that Staff oppose the application in its current form at the OMB but continue discussions with the applicant towards a mutually-agreeable settlement in advance of the Ontario Municipal Board hearing. Staff are actively working with the Councillor and the applicant towards achieving a mutually-agreeable settlement and are hopeful that a mutually-agreeable settlement can be reached in advance of the OMB hearing.

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. City Council authorize the City Solicitor and appropriate staff to attend the Ontario Municipal Board hearing to oppose the Zoning By-law amendment application at 1181 Queen Street West in its current form.
2. City Council authorize staff to continue discussions with the applicant concerning appropriate heights and massing for this development site including appropriate public benefits to be secured pursuant to Section 37 of the *Planning Act* if an agreement can be reached.
3. City Council direct City Planning staff, in the event that the Ontario Municipal Board (OMB) allows the appeal in whole or in part, to request that the OMB withholds its Order(s) approving the application until such time as the Board has been advised by the City Solicitor that:
  - a) the proposed Zoning By-law Amendments are in a form satisfactory to the Chief Planner and City Solicitor;
  - b) a Section 37 Agreement has been executed and registered to secure the Section 37 contribution and related matters satisfactory to the Chief Planner; and
  - c) a Site Plan Agreement has been entered into between the City and the owner, that City Planning has issued Notice of Approval Conditions for Site Plan Approval, and all pre-conditions to such Site Plan Approval are fulfilled including addressing parking, loading, and servicing issues as outlined in the memo from the Manager, Development Engineering, Toronto and East York District dated December 4, 2015.
4. City Council authorize the City Solicitor and necessary City staff to take such necessary steps, as required, to implement the foregoing.

### **Financial Impact**

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

## DECISION HISTORY

A previous application was made on this site in 2007 for an 8-storey mixed-use building. The Preliminary Report can be found here:

<http://www.toronto.ca/legdocs/mmis/2007/te/bgrd/backgroundfile-6187.pdf>

The application was appealed to the Ontario Municipal Board and the applicant then made a Site Plan Amendment application (2008) showing a 10-storey building. Staff and the applicant had a series of meetings to review different built form options. Staff consistently provided the direction, both verbally and in writing, that a midrise building is the appropriate form for any development on this site and that significant setbacks along Queen Street West were required.

The Ontario Municipal Board appeal was eventually withdrawn in 2013. The City closed the Zoning Amendment and Site Plan Approval applications.

The site was sold and a new application was filed, which is the current application. At its meeting on May 6, 7, and 8, 2014 City Council adopted the recommendations of staff contained in the Refusal – 1181 Queen Street West – Zoning Amendment Application – Directions Report refusing the application and directing the City Solicitor and appropriate City Staff to oppose the application at the Ontario Municipal Board. A link to the City Council direction is below:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE31.5>

## ISSUE BACKGROUND

### Proposal

#### First Submission – November 2013

The applicant's original proposal submitted in November, 2013 was for a 26-storey (90 metres, including mechanical penthouse) mixed-use building with a 2-storey base containing 239 residential units and an overall density of 10.7 times the area of the lot. The first two storeys of the building included non-residential uses. Retail uses on the ground level (361 square metres) were proposed to be accessed from Queen Street West and from the corner of Queen Street West and Sudbury Streets. A community space was proposed (238 square metres) on Level 2. A lobby was proposed on Queen Street West. The total amount of non-residential space proposed was 600 square metres.

A four level below-grade parking garage proposed provided 119 parking spaces, including 36 for residential visitors; 194 bike parking spaces were provided on the Ground and P1 levels. Access to the underground garage was from Sudbury Street. The one Type "G" loading space was also proposed to be accessed from Sudbury Street.

The 239 residential units were proposed to be comprised of the following: 54 bachelor units (22.6%), 150 one-bedroom units (62.7%) and 35 two-bedroom units (14.6%). No three-bedroom units were proposed. All residential units were to be accessed through a lobby from Queen Street West. Both the indoor amenity space (365 square metres) and the outdoor amenity space (360 square metres) were to be located on Levels 8 and 26.

## **Second Submission – October, 2015**

The second submission of the application was made in October, 2015. The revised proposal was for a 16-storey (60.5 metres, including mechanical penthouse) mixed-use building with a 3-storey base and an 8-storey mid-rise portion containing 146 residential units and an overall density of 7.15 times the area of the lot. A lobby for the residential uses is proposed on Sudbury Street. A total of 715 square metres of non-residential uses are proposed as retail uses on the ground level with access from Queen Street West.

Three levels of underground parking are proposed providing 89 parking spaces including 9 for visitors and 80 for residents; 110 bike parking spaces are to be located on the P1 level. Access to the underground garage is proposed to be from Sudbury Street. One Type "G" loading space is also proposed with access from Sudbury Street.

The 146 residential units are proposed to be comprised of the following: 2 bachelor units (1.4%), 117 one-bedroom units (80.1%), and 27 two-bedroom units (18.5%). No three-bedroom units are proposed. The indoor amenity space (383 square metres) is proposed to be located on the second and third levels, while the outdoor amenity space (119 square metres) is proposed to be located on the second level with a connection to the indoor amenity space on the second level.

## **Site and Surrounding Area**

The subject site is approximately 1,662 square metre site, relatively flat and irregular in shape. It is located on the southeast corner of the Queen Street West and Sudbury Street intersection.

North: of the subject site is the heritage-designated Gladstone Hotel and 2-3 storey mixed-use buildings along the north side of Queen Street West. North of the Gladstone Hotel is a one-storey grocery store and associated surface parking. North and east of the grocery store is a stable residential neighbourhood with 2-3 storey houses.

On the west side of Gladstone Avenue are two mixed-use buildings known as 2 and 8 Gladstone Avenue, both of which are 8 storeys. Further north is a recently approved 7-storey residential building known as 20-38 Gladstone Avenue. Behind these new buildings on the west side of Gladstone Avenue is a recently approved development known as 11 Peel Avenue which is a mixed-use development with a grocery store and associated retail, other non-residential space as well as 434 residential units on a large site. The heights of the building range from 4 to 20 storeys.

East: of the subject site is the mixed-use development known as the Bohemian Embassy (1171 Queen Street West). It was approved by the Ontario Municipal Board in 2008 and includes an 8-storey building fronting on Queen Street West and a 20-storey residential tower located behind, approximately 40 metres from Queen Street West. Further east is 1155 Queen (an 8-storey mixed-use building), a 2-storey plaza, and 2 heritage buildings. Another recent OMB approved project located at 1093 Queen Street West at the corner of Queen and Dovercourt is 9 storeys.

South: of the site is an area known as the West Queen West Triangle which is generally bounded by Queen Street West, Sudbury Street and Dovercourt Road. This area has seen a large amount of development over the past 5 years and the general pattern of development is residential buildings up to 21 storeys in height, located on lower scale podiums (7 to 12-storeys). The development blocks are separated by new roads (Abell Street), a new park between Abell and Lisgar Streets and a series of publicly accessible but privately-owned pedestrian walkways and open spaces. Another key component of the development that has occurred in the West Queen West Triangle is a focus on securing non-residential gross floor area centred on uses related to the arts community.

West: of the subject site is Sudbury Street and the Lower Galt Subdivision Rail Line which is owned by Metrolinx providing both rail service to the airport and GO Transit service.

### **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; providing an appropriate range of housing types and affordability to meet projected requirements of current and future residents; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important, and that the Official Plan is the most important vehicle for implementing the PPS. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions and Official Plan policies are required, by the Planning Act, 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; providing housing options to meet the needs of people at any age; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required, by the Planning Act, to conform, or not conflict, as the case may be, with the Growth Plan for the Greater Golden Horseshoe.

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

### **Official Plan**

The site is designated *Regeneration Area* in the City of Toronto Official Plan. *Regeneration Areas* are areas of the City with a mix of uses including commercial, residential, live/work, institutional and light industrial. These areas are no longer in productive urban use due to shifts in the local or global economies. They represent an opportunity for growth in the City.

The site is within the Garrison Common North Secondary Plan Area. The Secondary Plan's major objectives include:

- ensuring that new development be integrated into the established city fabric in terms of streets and blocks, uses and density patterns; and
- a range of housing types in terms of size, type, affordability and tenure.

With respect to urban structure and built form, the Secondary Plan calls for new developments to be designed to easily adapt to conversion with particular focus on:

- ability to provide for a range of dwelling types, with an emphasis on grade-related units that are suitable for households with children; and
- shared open space, parking facilities and servicing areas between development parcels, where possible.

In addition to the Garrison Common North Secondary Plan, the Official Plan policies regarding The Public Realm and Built Form, among others, are also applicable. They include objectives such as:

- acknowledging that city streets are a significant public space and that they must be designed to perform their diverse roles;
- new development will locate service areas and vehicular access to limit impact on adjacent streets; and
- new development will be massed to fit harmoniously into its existing and/or planned context.

The Official Plan provides direction on the conservation of the heritage properties and includes policies that specifically address development adjacent to heritage properties. Adjacent is a defined term within the Plan and the relationship between the Gladstone Hotel and the development site meets this definition. The Plan requires that new construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it.

The proposal was reviewed against the policies described above as well as the policies of the Official Plan as a whole.

## **Zoning**

The subject site is zoned MCR T3.0 C1.0 R2.5 by Zoning By-law No. 438-86, as amended, which generally permits mixed-use buildings up to a total density of 3 times the area of the lot. The maximum permitted building height is 16 metres.

## **Site Plan Control**

The subject site and development are subject to Site Plan Control. An application for Site Plan Control has not been submitted to date.

## **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>

## **Midrise Building Guidelines**

Toronto City Council, at its meeting of July 8, 2010, adopted the recommendations of the "Avenues and Mid-Rise Buildings Study". This council adopted policy encourages future intensification along Toronto's *Avenues* which is compatible with the adjacent neighbourhoods through appropriately scaled and designed mid-rise buildings. The study provides guiding performance standards for mid-rise buildings on Avenues to encourage the development of more well designed mid-rise buildings.

The Avenues and Mid-Rise Buildings Study does not apply to areas that are subject to a Secondary Plan Area such as this site which is part of the Garrison Common North Secondary Plan Area. However, the Avenues and Mid-Rise Buildings Study report notes that "...it is important to review Avenue segments that fall within the Secondary Plan areas or Site and Area Specific Policies to see which of the Performance Standards should be applied".

In June 2016, City Council approved the Mid-Rise Building Performance Standards Addendum (April 20, 2016). The Addendum is to be used by City Staff together with the 2010 approved Mid-Rise Building Performance Standards during the evaluation of development applications where mid-rise buildings are proposed and the Performance Standards are applicable. A link to the Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.7>

The guidelines assisted in evaluating this proposal.

## **Reasons for the Application**

An amendment to the Zoning By-law is required since the proposed height and density of the building exceeds what is permitted under the By-law. The proposal does not meet the 45 degree angular plane requirement on Queen Street West.

Other areas of non-compliance with the By-law include: number of residential parking spaces, amount of outdoor residential amenity space, and penetration into the rear angular plane.

## **Community Consultation**

Two Community Consultation meetings have been held for the application at 1181 Queen Street West.

The first Community Consultation meeting was held on December 11, 2013. At the meeting, the applicant presented their November, 2013 submission to the community for feedback. The Community Consultation was attended by approximately 8 people. Concerns raised at the Community Consultation included the following:

- the scale of the renderings did not accurately reflect the proposed development;
- the shadow impact of the proposed development on Queen Street West;
- the scale of the proposed development is too large and not appropriate;
- the proposed development should be a mid-rise built form; and
- that lack of non-residential space in the development.

The second Community Consultation meeting was held on January 26, 2016. At the meeting, the applicant presented their October, 2015 submission to the community for feedback. The Community Consultation was attended by approximately 60 people. Community members acknowledged that the revised proposal is a significant improvement on the November, 2013 submission. Concerns raised at the Community Consultation included the following:

- despite the reduction in height, the scale of the new development is still too large and not appropriate for the site;
- the proposed development should provide privately-owned publically accessible open space connecting to the network of privately-owned publically accessible open space of other developments in the Triangle;
- the lack of tower setback to the east property line;
- concern about the additional traffic that will be added to Sudbury Street;
- request for additional renderings of the building in relation to how it could be viewed from the units in 1171 Queen Street West; and
- the impact of the shadow created by the proposed development, including the shadow on the open space and units at 1171 Queen Street West.

Comments from the Community Consultation meeting along with other public comments received helped inform the review of the application and have been addressed as follows:



**Table 1 – Response to Community Comments**

<b>Community Comment</b>	<b>Response</b>
The scale of the renderings did not accurately reflect the proposed development.	This was resolved in the October, 2015 resubmission where the renderings accurately portrayed the scale of the proposed development.
Concern about the shadow impact of the proposed development on Queen Street West and on the open space and units at 1171 Queen Street West.	Staff have identified to the applicant that shadow should be removed from the north sidewalk of Queen Street West by noon at the spring and fall equinoxes. This issue has not yet been resolved.  The impact of shadow on private units is not something regulated by policies or guidelines.
The scale of the proposed development is too large and not appropriate for the site.	This is a concern that has been identified by Planning Staff and relayed to the applicant. The applicant has been advised that a reduced scale more in keeping with mid-rise development is more appropriate for the site.
The lack of non-residential space in the development.	Staff have asked the applicant to increase the provision of non-residential space to at minimum 0.7 times the area of the lot. The applicant has not yet complied with this request.
The applicant should provide privately-owned publically-accessible open space that connects to the open space network in the Triangle.	The subject site is not large enough to accommodate a mid-block open space that could connect to the open space network in the Triangle. If the loading space is able to be reconfigured as requested by Staff, the corner of Queen Street West and Sudbury Street may provide an opportunity for open space.
The tower setback from the east property line is not sufficient.	This is also a concern that has been identified by Staff and not yet addressed.
Request for additional renderings of the building in relation to how it could be viewed from the units in 1171 Queen Street West;	This is not a required submission material.
Concern about the additional traffic that will be generated by the development and the impact of that traffic on Sudbury Street.	Staff have advised the applicant that additional parking is needed beyond what is being proposed by the applicant.

## **Agency Circulation**

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application.

## **COMMENTS**

### **Overview**

The 2014 Refusal Report identified a number of issues with the proposed development and recommended that City Council refuse the development. While Staff appreciate that the certain features of the development including the height and massing have improved since the November, 2013 submission, these remain issues of concern and Staff are continuing to work with the applicant to address them. The below details issues that remain outstanding in the revised 2015 submission. New issues have also emerged associated with the public realm as part of the October, 2015 resubmission. These issues are also detailed below.

### **Provincial Policy Statement and Provincial Plans**

The proposed development is generally consistent with the policies of the Provincial Policy Statement 2014 and generally conforms to the policies of the Growth Plan for the Greater Golden Horseshoe.

The proposal is generally consistent with the Provincial Policy Statement 2014 in regards to accommodating a range and mixture of uses. However, the Provincial Policy Statement recognizes the local context is important, and that a well-designed built form contributes toward overall long-term economic prosperity. Policy 4.7 indicates the Official Plan is the most important vehicle for implementation of the PPS. Further, policy 1.1.3.3 indicates planning authorities shall identify appropriate locations for intensification and redevelopment. In this context, the Official Plan and Garrison Common North Secondary Plan further implements the direction of the PPS to require appropriate built form to fit harmoniously into its existing and planned context, which the requirement that new development be integrated into the existing city fabric in terms of streets and blocks, uses, and density patterns. The Garrison Common North Secondary Plan forms part of the Official Plan. This proposal has not addressed the policy direction of the Official Plan and the Garrison Common North Secondary Plan.

The proposal is generally not in conflict with the Growth Plan for the Greater Golden Horseshoe (GPGGH). The subject site is located in an intensification corridor, as it is designated *Avenues* in the Official Plan. Section 2.2.3.6 of the GPGGH directs the City's Official Plan and supporting documents, such as Design Guidelines, to establish policies to identify appropriate scale of development. Further, section 2.2.3.7 of the GPGGH directs development within intensification areas to provide an appropriate transition of built form to adjacent areas. In this context, the Official Plan, the Garrison Common North Secondary Plan and the Design Guidelines provide direction on the appropriate height and setbacks. This proposal has not addressed the policy direction of the Official Plan, the Garrison Common North Secondary Plan and its supporting documents.

## **Land Use and Amount of Non-Residential Space**

Similar to the original submission, the revised October, 2015 proposal is for a mixed-use building in an area designated and zoned for a mixed-use building. The proposed uses (retail and residential) are appropriate.

The 2014 Refusal Report identified that the the amount of non-residential gross floor area being proposed is lower than the non-residential density that has been secured on other sites in the West Queen West Triangle (the "Triangle"). The original proposal included 0.36 times non-residential space. This has increased to 0.43 times non-residential space. This continues to be below the target of 0.7 times of non-residential space that has been achieved on most of the sites in the Triangle to replace some of the non-residential space which was lost as the area redeveloped. This target addresses Policy 14.4 in the Garrison Common North Secondary Plan which encourages the creation and expansion of employment opportunities.

This issue is outstanding and has not been addressed by the October, 2015 resubmission.

## **Height and Massing**

The height has been reduced from 26 storeys with a 2-storey base (90 metres, including mechanical penthouse) to a 16-storey tower with a 3-storey base and an 8-storey mid-rise element (60.5 metres, including mechanical penthouse) from the November 2013 submission to the October, 2015 proposal. Additional stepping has also been added. While the built form has improved since the November, 2013 submission, Staff are continuing to work with the applicant to reduce the height and massing.

The 2014 Refusal Report identified that the subject site is more appropriate for the development of a mid-rise building than a tall building. Policy 3.2.1.3 requires that, "New development will be massed and its exterior façade will be designed to fit harmoniously into its existing and/or planned context, and will limit its impact on neighbouring streets, parks, open spaces and properties by:

- a) massing new buildings to frame adjacent streets and open spaces in a way that respects the existing and/or planned street proportion;
- b) incorporating exterior design elements, their form, scale, proportion, pattern and materials, and their sustainable design, to influence the character, scale and appearance of the development;
- c) creating appropriate transitions in scale to neighbouring existing and/or planned buildings for the purpose of achieving the objectives of this Plan;

- d) providing for adequate light and privacy;
- e) adequately limiting any resulting shadowing of, and uncomfortable wind conditions on, neighbouring streets, properties and open spaces, having regard for the varied nature of such areas; and
- f) minimizing any additional shadowing and uncomfortable wind conditions on neighbouring parks as necessary to preserve their utility".

One principle that has guided development in the area is keeping the buildings that front onto pedestrian-oriented streets, such as Queen Street West and Gladstone Avenue, lower (as midrise buildings) and allowing the taller buildings only when they are set back from these streets, when lot depth affords that opportunity. While buildings taller than mid-rise have been permitted in the immediate vicinity of the subject site, towers have been set back from the Queen Street West at least 40 metres. One example of how this 40 metre tower set back from Queen Street West is the adjacent development at 1171 Queen Street West which includes an 8-storey portion on Queen Street West and a 20-storey tower setback 40 metres from Queen Street West.

The depth of the subject site at 1181 Queen Street West is approximately 46 meters, allowing insufficient space to accommodate the currently proposed height. The revised October, 2015 proposal has the tower portion of the development setback approximately 15 to 24 metres from Queen Street West, an improvement on the previous application but has negative shadow implications as detailed below.

The proposed development does not comply with the City of Toronto Tall Building Design Guidelines which requires a 12.5 metre setback of the tower from the east property line to allow for appropriate separation distance from development on adjacent properties. The proposed tower is stepped back 0 meters from the east property line. This condition is not acceptable. Should the development be proposed more in keeping with a mid-rise built form, a 5.5 metre stepback for portions of the building above the base would be acceptable from the east property line. Staff have also requested additional materials demonstrating how the proposed development relates to the adjacent development at 1171 Queen Street West to better evaluate the proposed tower separation distance. As of the date of this report, this information has not been provided by the applicant.

While the built form has improved since the initial submission, it still requires changes to be supportable by Staff.

## **Shadow**

Policy 3.1.2.3(e) of the Official Plan states that, "new development...will limit its impact on neighbouring streets...by adequately limiting any resulting shadowing...on neighbouring streets, properties and open spaces."

While the shadow has improved since the original submission, the October, 2015 resubmission does not sufficiently address the issue of shadow as it relates to the shadowing on the north side of Queen Street West. The proposal casts shadow on the north side of Queen Street West from 9:18a.m. to 3:18 p.m. on the spring and fall solstices (March 21<sup>st</sup> and September 21<sup>st</sup>).

Development in the West Queen West Triangle has consistency removed shadows from the north sidewalk of Queen Street West by 12:18 p.m, with rare exception. Staff have requested that shadow be removed from the north side of Queen Street West on March 21<sup>st</sup> and September 21<sup>st</sup> by 12:18 p.m. to be consistent with the other approvals on Queen Street West.

## **Overall Density**

The proposed density is 7.15 times the lot area. Densities of recent development approvals in the surrounding area range from 3.7 times the lot area to 7.2 times the lot area and average approximately 5.2 times the lot area.

The proposed density of 7.15 times the lot area exceeds that of recently approved developments in the vicinity of the site, with one exception and significantly exceeds densities of buildings with addresses on Queen Street West which average densities of approximately 5 times the area of the lot. The proposed massing is not appropriate especially given the proposed setbacks and shadow on Queen Street West. Development with frontages on Queen Street West are generally of a lower density than other approvals in the area, in part due to the shadow restrictions on the north side of Queen Street West.

## **Relationship to the Gladstone Hotel**

The proposed building is immediately across the street from the heritage-designated Gladstone Hotel. The hotel is the gateway to this section of Queen Street West and any development at 1181 Queen Street West needs to consider the hotel's prominent place at the gateway to the neighbourhood.

The built form proposed in the October, 2015 resubmission improved the relationship of the proposed development to the Gladstone Hotel from what was proposed in the initial submission. The massing of the proposed development will not have a negative heritage impact on the Gladstone Hotel. Staff will work to secure a compatible material palette that reinforces this relationship through any Site Plan Control application and any potential Ontario Municipal Board Settlement.

## **Public Realm**

The October, 2015 proposal includes sidewalk zones of approximately 7 metres on Queen Street West and 6 meters on Sudbury Street with an approximately 3.6 metre "pinch point" at the entrance of the proposed loading and underground parking. The vehicle manoeuvring associated with the loading vehicles is no longer internal to the building and instead requires loading vehicles to use the sidewalk on Sudbury Street and at the corner of Sudbury Street and Queen Street West to make the necessary turning manoeuvres.

The manoeuvring of loading vehicles in the public realm creates unsafe conditions for pedestrians. The impact of the proposed access on the public realm is not consistent with the Public Realm policies of the Official Plan, including Policy 3.1.1.14 that requires "design measures that promote pedestrian safety and security will be applied to streetscapes, parks, other public and private open spaces, and all new and renovated buildings". Policy 3.1.2 (a) of the Official Plan requires new development to locate and organize vehicle parking, vehicular access, service areas and utilities to minimize their impacts on the property and on surrounding properties and to improve the safety and attractiveness of adjacent streets, parks, and open spaces by "using shared services areas where possible within development block(s) including public and private lanes, driveways and service courts". The Garrison Common North Secondary Plan also requires development parcels within the same block to share parking and loading facilities where possible. The proposed loading configuration is not acceptable and Staff have requested that the applicant look for an alternative configuration, such as combining the loading with the adjacent development at 1171 Queen Street West.

The *Pedestrian Wind Conditions – Letter of Opinion* dated October 23, 2015 prepared by RWDI Consulting Engineers and Scientists indicates that wind conditions in certain areas of the site, notably at the corner of Sudbury Street and Queen Street West, are not desirable and mitigation measures will be necessary. Policy 3.1.2.3(e) in the Official Plan requires new development to be designed to adequately limit any uncomfortable wind conditions on neighbouring streets. Staff will be looking to secure the necessary wind mitigation measures as part of any Site Plan Control application to improve the comfort of the pedestrian realm.

The shadow impact of the proposed development on the north sidewalk of Queen Street West, as detailed in the earlier Shadow section of this report, also detracts from the public realm.

## **Other Matters**

Additional deficiencies were also identified in the 2014 Refusal Report, including:

### ***Parking***

The resubmission proposes 89 parking spaces for the 146 residential units proposed. The revised parking supply is not acceptable to Staff.

### ***Indoor and Outdoor Amenity Space***

Staff generally seek to secure the Zoning By-law requirement of 2.0 square metres of both indoor and outdoor amenity space per unit.

The submission provides indoor amenity space at 383 square metres (2.6 square metres per unit) and outdoor amenity space to 119 square metres (0.8 square metres per unit). The proposed indoor amenity space exceeds the Zoning By-law requirement so is no longer an issue for Staff. The proposed quantity of outdoor amenity space continues to be an issue.

### ***Provision of Three-Bedroom Units***

No three-bedroom units are proposed. Staff generally seek to secure 10% of all units as three-bedroom units to achieve diversity in housing as per Official Plan objectives.

### ***Functional Servicing Report***

Further amendments and explanation continue to be required for the Functional Servicing Report.

## **Toronto Green Standard**

On October 27, 2009 City Council adopted the two-tiered Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Tier 1 is required for new development. Tier 2 is a voluntary, higher level of performance with financial incentives. Achieving the Toronto Green Standard will improve air and water quality, reduce green house gas emissions and enhance the natural environment.

The applicant is required to meet Tier 1 of the TGS.

The site specific zoning by-law would secure performance measures for the provision of bicycle parking. Other applicable TGS performance measures will be secured through the Site Plan Approval process.

## **Section 37**

No meetings have taken place between the applicant and Staff to discuss the provision of Section 37 funds, given that the proposal does not represent appropriate development. In the event that the Ontario Municipal Board (OMB) considers additional density and/or height beyond what is permitted in the Zoning By-law, the City will request that the OMB withhold their final order until the City has secured the appropriate community benefits.

## **Conclusion**

Staff appreciate that several elements of the proposed development, including the height and massing, have improved significantly since the November, 2013 submission, however the application continues to not comply with several policies in the Official Plan including policies for built form and the public realm. Other outstanding issues include the under-provision of non-residential space, the quantity of parking, the quantity of outdoor amenity space, the lack of provision of three-bedroom units and required updates to the Functional Servicing report. Staff look forward to continued discussions with the applicant in hopes of reaching a settlement in

advance of the Ontario Municipal Board hearing, however are not able to support the development in its current form.

## **CONTACT**

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## **SIGNATURE**

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

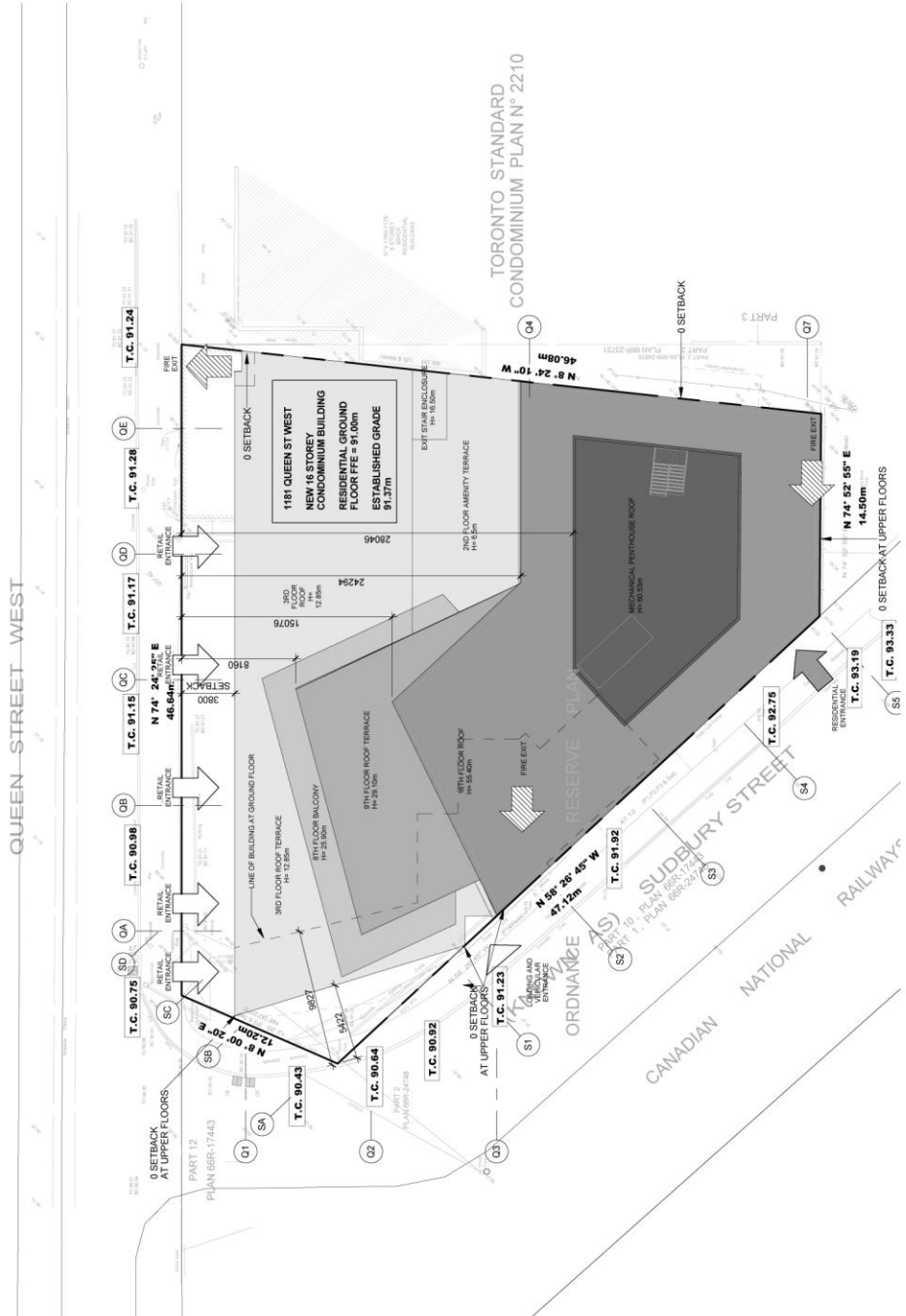
(P:\2016\Cluster B\pln\TEYCC\27431282014.doc) - vc

## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: North Elevation  
Attachment 3: South Elevation  
Attachment 4: East Elevation  
Attachment 5: West Elevation  
Attachment 6: Zoning  
Attachment 7: Application Data Sheet



# Attachment 1: Site Plan



**1181 Queen Street West**

File # 13 262018 STE 18 0Z

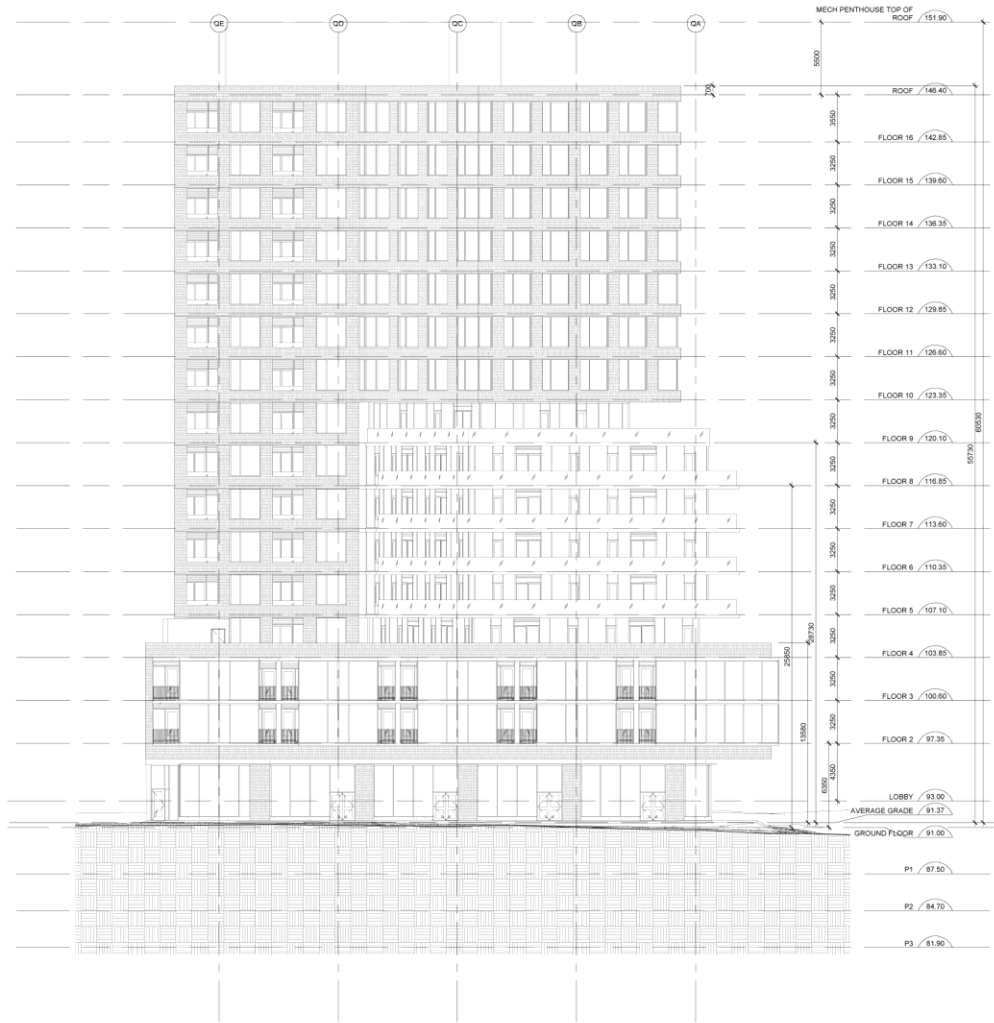
**Site Plan**

Applicant's Submitted Drawing

Not to Scale

10/13/2016

## Attachment 2: North Elevation



2 NORTH ELEVATION  
A401.S

### North Elevation

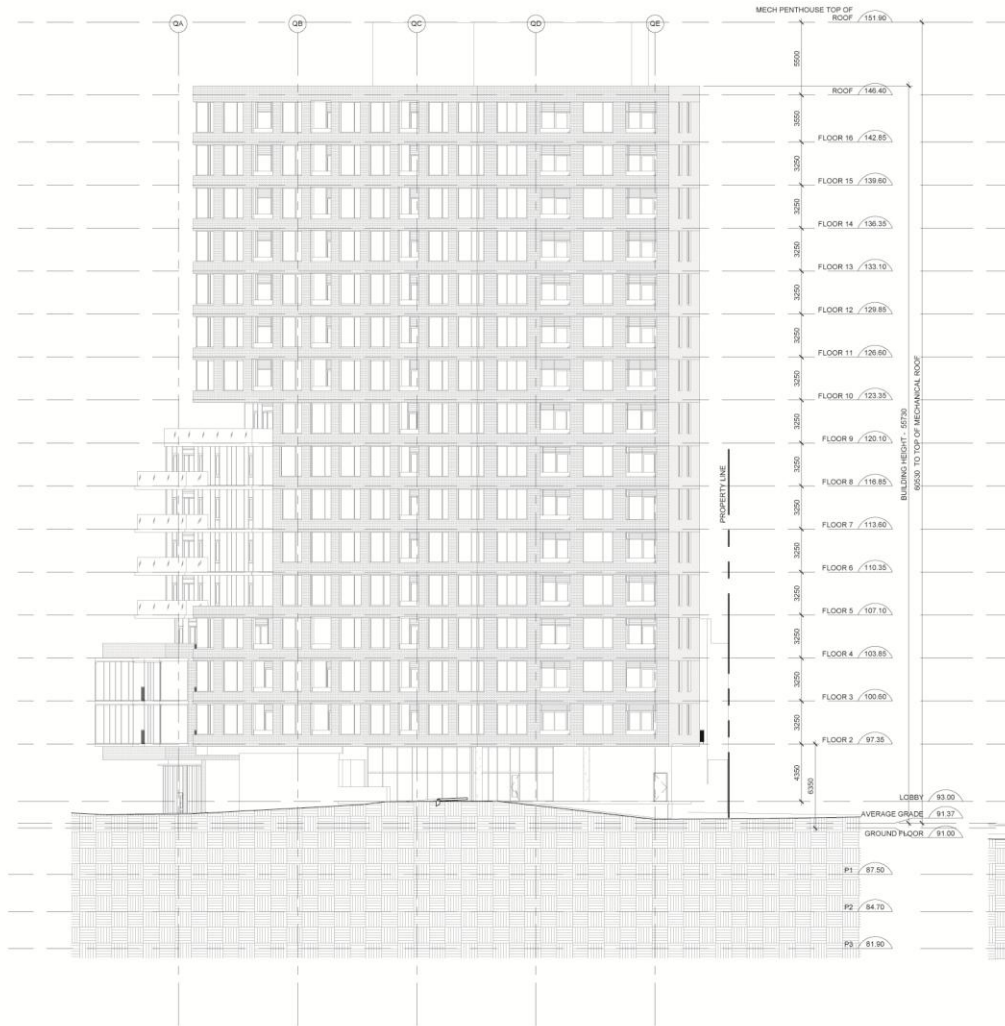
Applicant's Submitted Drawing

Not to Scale 10/12/2016

### 1181 Queen Street West

File # 13 262018 STE 18 OZ

### Attachment 3: South Elevation



1 SOUTH ELEVATION  
A402 S

2  
A402

## South Elevation

Applicant's Submitted Drawing

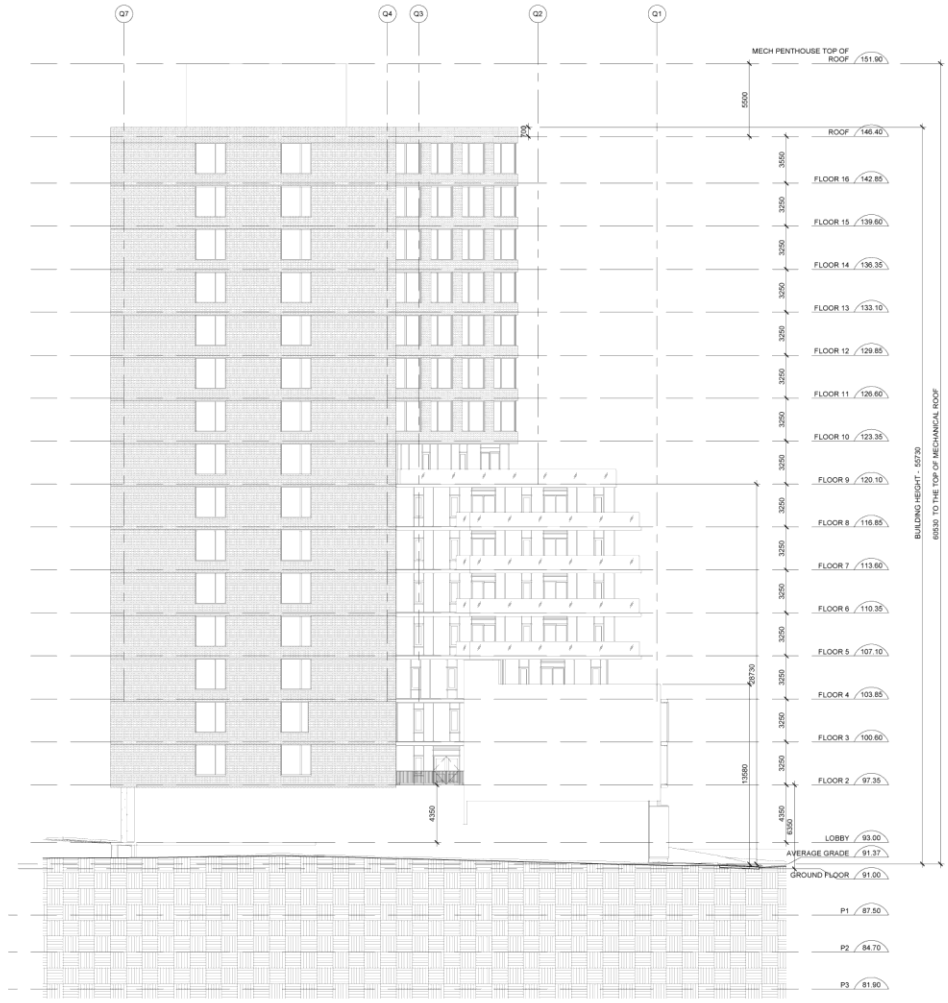
Not to Scale  
10/12/2016



## 1181 Queen Street West

File # 13 262018 STE 18 0Z

# Attachment 4: East Elevation



1 EAST ELEVATION  
A401.S

## East Elevation

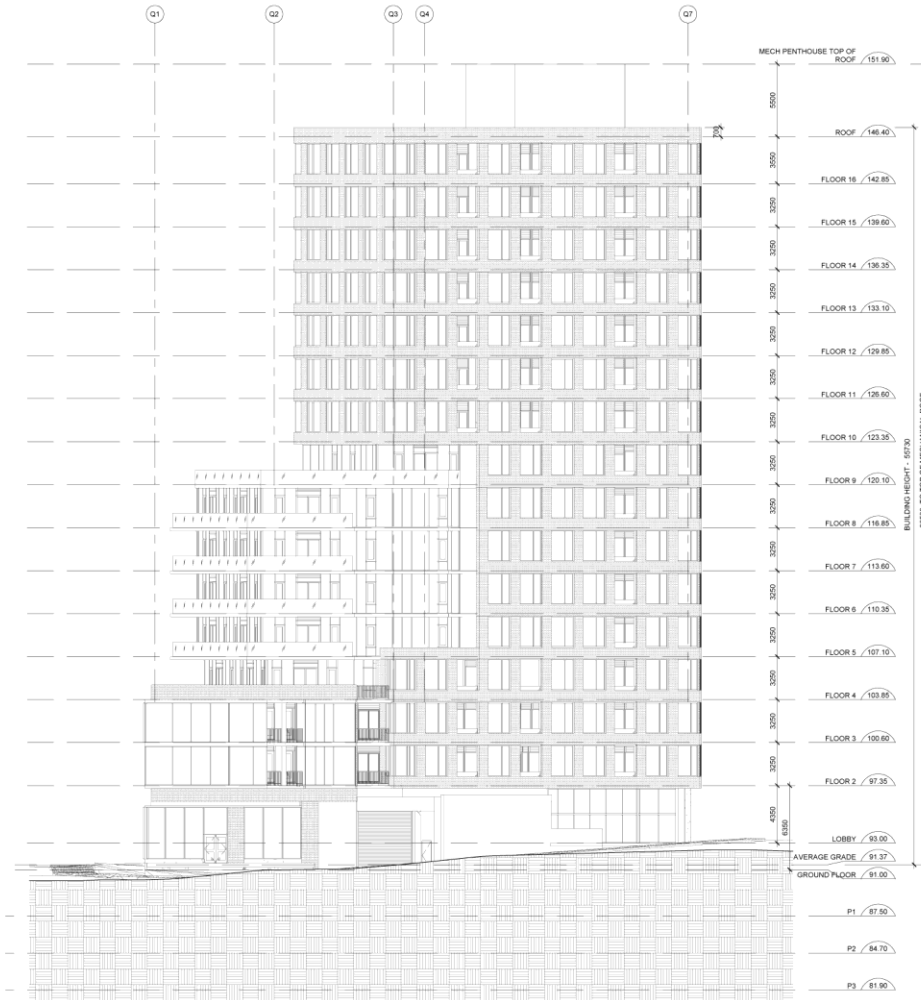
Applicant's Submitted Drawing

Not to Scale   
10/12/2016

1181 Queen Street West

File # 13 262018 STE 18 0Z

## Attachment 5: West Elevation



2 WEST ELEVATION  
A402.S

### West Elevation

Applicant's Submitted Drawing

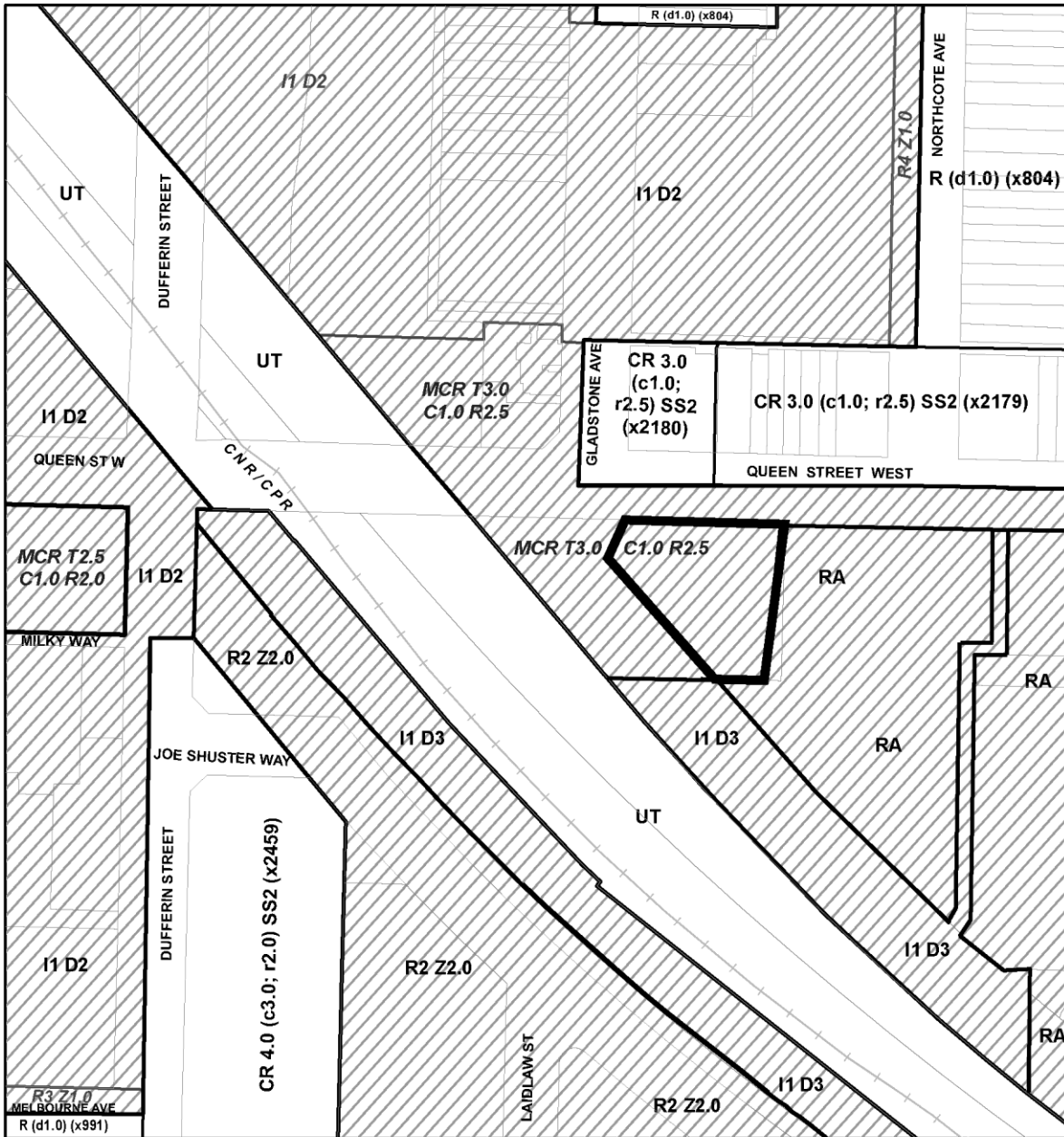
Not to Scale  
10/12/2016



### 1181 Queen Street West

File # 13 262018 STE 18 0Z

## Attachment 6: Zoning



### Zoning By-law 569-2013

**1181 Queen Street West**

File # 13 262018 STE 18 02

<p> Location of Application</p> <p><b>R</b> Residential</p> <p><b>CR</b> Commercial Residential</p> <p><b>UT</b> Utility and Transportation</p>	<p> See Former City of Toronto By-Law 438-86</p> <p><b>R2</b> Residential District</p> <p><b>R3</b> Residential District</p> <p><b>R4</b> Residential District</p> <p><b>RA</b> Residential District</p> <p><b>MCR</b> Mixed-Use District</p>	<p><b>I1</b> Industrial District</p> <p><b>I2</b> Industrial District</p>
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Not to Scale  
 Extracted 02/20/2014

## Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	13 262018 STE 18 OZ
Details	Rezoning, Standard	Application Date:	November 6, 2013
Municipal Address:	1181 QUEEN ST W		
Location Description:	PLAN PT ORDNANCE RESERVEPT BLK 5 RP 63R1865 PARTS 1 AND 2 **GRID S1807		
Project Description:	Zoning by-law amendment for to permit the development of a 26 storey mixed-use tower located at the southeast corner of Queen Street West and Sudbury Street. The proposed tower includes 239 residential units and retail at-grade. A total of 119 parking spaces will be provided underground.		

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
LOUIS TINKER		QUADRANGLE ARCHITECTS LTD.	1181 QSW DEVELOPMENT INC.

### PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:	Garrison Common North Secondary Plan
Zoning:	MCR T3.0 C1.0 R2.5	Historical Status:	
Height Limit (m):	16	Site Plan Control Area:	Y

### PROJECT INFORMATION

Site Area (sq. m):	1661.89	Height:	Storeys:	16
Frontage (m):	46.64		Metres:	60.5
Depth (m):	47.12			
Total Ground Floor Area (sq. m):	1135			<b>Total</b>
Total Residential GFA (sq. m):	11167		Parking Spaces:	89
Total Non-Residential GFA (sq. m):	715		Loading Docks	1
Total GFA (sq. m):	11882			
Lot Coverage Ratio (%):	68			
Floor Space Index:	7.1			

### DWELLING UNITS

Tenure Type:	Condo
Rooms:	0
Bachelor:	2
1 Bedroom:	117
2 Bedroom:	27
3 + Bedroom:	0
Total Units:	146

### FLOOR AREA BREAKDOWN (upon project completion)

	Above Grade	Below Grade
Residential GFA (sq. m):	11167	0
Retail GFA (sq. m):	715	0
Office GFA (sq. m):	0	0
Industrial GFA (sq. m):	0	0
Institutional/Other GFA (sq. m):	0	0

<b>CONTACT:</b>	<b>PLANNER NAME:</b>	<b>Michelle Knieriem, Planner</b>
	<b>TELEPHONE:</b>	<b>416-338-2073</b>