2 Queen Street West - Zoning Amendment Application - Preliminary Report

Date: May 21, 2013
To: Toronto and East York Community Council
From: Director, Community Planning, Toronto and East York District
Wards: Ward 27 – Toronto Centre-Rosedale
Reference Number: 13 152868 STE 27 OZ

SUMMARY

This application proposes a 65-storey residential rental tower at 2 Queen Street West with retail on the ground floor. This report provides preliminary information on the above-noted application and seeks Community Council’s directions on further processing of the applications and on the community consultation process.

City Planning Staff do not support the application in its proposed form. Next steps include a community consultation meeting, which has been tentatively scheduled for June 24, 2013. Subject to the applicant revising the proposal, a final report is targeted for first quarter 2014. 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 2 Queen Street West together with the Ward Councillor.

2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

**Financial Impact**
The recommendations in this report have no financial impact.

**DECISION HISTORY**
The Zoning By-laws for the Eaton Centre were enacted by Council for the former City of Toronto in 1978 as By-laws 38-78 and 39-78 and have been revised throughout the eighties. Although comprehensive for the block, the property at 2 Queen Street West has always been treated as a separate entity and is shown as such on the map schedules of the applicable By-laws. In 1986, Council for the former City of Toronto enacted By-law 552-86 which permitted health club uses on the subject property.

A Heritage Easement Agreement was registered on title as instrument number CT809726, on August 20, 1986. The building was designated under Part IV of the *Heritage Act* on November 20, 2007.

**Pre-Application Consultation**
Pre-application meetings were held with the applicant on October 22, 2012, January 10, 2013 and March 13, 2013. At those meetings Staff expressed a reluctance to support the tower in its proposed form. Staff also raised concerns about the zero parking, the proximity of the tower to Yonge Street, the provision of amenity space, and the treatment of the heritage façade. Staff also provided the applicant with a complete application checklist.

**ISSUE BACKGROUND**

**Proposal**
The application proposes a 65-storey (220 metre) residential rental building with retail at the base. A total of 580 units are proposed for the development with no parking being supplied and 2 loading spaces. The residential unit mix is as follows: 116 bachelor units (20%), 232 one-bedroom units (40%) and 232 two-bedroom units (40%). A total of 580 bicycle parking spaces are proposed (522 residential and 58 visitor), 195 square metres of outdoor amenity space and 1,160 square metres of indoor amenity space. The total gross floor area proposed for the project is 42,095.8 square metres with a floor space index of 67.9.

The tower floor plate is 750 square metres on average and is approximately square shaped with some tapering at the northwest corner. It rises from a three storey podium which will consist of the heritage building at 2 Queen Street West which is proposed to be demolished and reassembled as a heritage façade on Queen Street and Yonge Street. The ground floor would have 1,670 square metres of retail space. The tower is setback three metres from Yonge Street and Queen Street West and cantilevers slightly over the parking garage at the Toronto Eaton Centre.

Staff report for action – Preliminary Report - 2 Queen Street West
No sidewalk widening or continuous weather protection is proposed along Yonge Street and Queen Street West. Access to the Eaton Centre and ultimately the TTC Queen Station is proposed from the B1 (Basement) level. The proposed tower is separated by 24 metres from the existing office tower to the west at 20 Queen Street West.

The applicant has indicated their willingness to secure the rental tenure of the building in the zoning by-law as well as the provision of some affordable rental units.

For more information see Attachment 7 – Application Data Sheet.

**Site and Surrounding Area**

The site is approximately square shaped located at the northwest corner of Queen Street West and Yonge Street. The total area of the site is 654 square metres. Currently the site is occupied by a designated heritage building.

North: Directly to the north of the site is the Toronto Eaton Centre with a variety of retail and commercial uses contained within. Continuing further north to Dundas Street is the Atrium on Bay, Dundas Square as well as lower scale retail and restaurant establishments.

East: Directly to the east of the site is Yonge Street beyond which is a 20-storey office building built with the heritage façade incorporated with a bank at grade. Continuing further east is St. Michael’s Hospital and the Metropolitan United Church.

South: To the south of the site is Queen Street West beyond which is the financial district. There is a 27 storey office tower as well as the Bay department store which occupies the city block from Queen Street West to Richmond Street West. Further south there are a number of commercial office towers.

West: Directly to the west of the site is the Eaton Centre and the entrance to the Queen Street Subway Station. Further west is the Old City Hall Courthouse, Nathan Phillips Square and Osgoode Hall.

**Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. 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**

**Chapter 2 – Shaping the City**

**Section 2.2.1 Downtown: The Heart of Toronto**

The proposed development is located in the Downtown area as defined by Map 2 of the City of Toronto Official Plan. Section 2.2.1 outlines the policies for development within the Downtown. The downtown is where much of the growth in the City of Toronto is expected to occur. The Downtown will continue to evolve as the premier employment area of the City of Toronto and provide a range of housing for those working in the area. The City will also explore opportunities to maintain and improve the public realm.

The City of Toronto Official Plan further states that: "while we anticipate and want Downtown to accommodate growth, this growth will not be spread uniformly across the whole of Downtown. In fact, there are many residential communities Downtown that will not experience much physical change at all, nor should they."

Transportation within the Downtown is expected to be accommodated by transit. Priority will be given to transit improvements in the Downtown and transit vehicles will be given priority on streets within the Downtown particularly those with streetcars. A program of improvements will be implemented to enhance the pedestrian environment and efforts made to improve the safety of walking and cycling Downtown.

**Chapter 3 – Built Form**

**Section 3.1.3 Built Form – Tall Buildings**

The applicant is proposing to construct a Tall Building. Policy 3.1.3 states that Tall Buildings come with larger civic responsibilities than buildings of a smaller scale. In addition to speaking about specific built form characteristics, the policy states that proposals for Tall Buildings clearly demonstrate how they relate to the existing and planned context, take into account their relationship with the topography and other tall buildings and how they meet the other objectives of the Official Plan.

**Section 3.1.5 Heritage Resources**

The site of the proposed development is a heritage building which has been designated under Part IV of the Heritage Act. A Heritage Easement Agreement has also been registered on title. Policy 3.1.5 of the Official Plan requires that significant heritage...
resources be conserved by listing, designating and entering into conservation agreements with owners. The Plan also offers incentives for the preservation of heritage resources, allowing additional density to be granted in exchange for the preservation of a heritage resource providing it does not exceed the gross floor area of said heritage resource.

Section 3.2.3 Parks and Open Spaces
To the west of the proposed development is Nathan Phillips Square. Policy 3.2.3 of the Official Plan speaks to maintaining and enhancing Toronto's system of parks and open spaces and states that the effects of development from adjacent properties (shadows, wind, etc.) will be minimized to preserve their utility. It outlines a parkland acquisition strategy, grants authority to levy a parkland dedication or alternative cash-in-lieu and calls for the expansion of the existing network of parks and open spaces.

Chapter 4 – Land Use Designations
Section 4.5 Mixed Use Areas
The site of the proposed development is in an area designated Mixed Use Areas in the Official Plan. Mixed Use Areas are intended to provide a broad range of commercial, residential and institutional uses in single-use or mixed-use buildings.

Development within Mixed Use Areas should provide for new jobs and homes on underutilized lands, while locating and massing new buildings to provide a transition between areas of different development intensity and scale.

Furthermore, development in Mixed Use Areas should be located and massed to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces.

Development in Mixed Use Areas should also provide attractive, comfortable and safe pedestrian environments; have access to schools, parks and community centres as well as libraries and childcare. It should also take advantage of nearby transit services; provide good site access and circulation as well as an adequate supply of both visitor and resident parking. In addition, service areas should be located to minimize impacts on adjacent streets, and any new multi-unit residential development should provide indoor and outdoor amenity space for residents.

Compliance with other relevant policies of the Official Plan including the environment and transportation will also be addressed.

Zoning
The site is currently zoned mixed-use (CR T7.8 C4.5 R7.8) with a maximum height of 78 metres. Site Specific By-laws 38-78, 39-78 and 552-86 also apply but as mentioned previously the property at 2 Queen Street West has always been treated separately.
Site Plan Control
The application is subject to Site Plan Control. An application for Site Plan Control has not been submitted, but will be required.

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 that they fit within their context and minimize their local impacts. The city-wide Guidelines are available at http://www.toronto.ca/planning/tallbuildingdesign.htm

This project is located within an area that is also subject to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (adopted by City Council in July 2012 and consolidated with the city-wide Tall Building Design Guidelines May 2013). This document identifies where tall buildings belong Downtown, and establishes a framework to regulate their height, form and contextual relationship to their surroundings. The Downtown Vision and Supplementary Design Guidelines should be used together with the city-wide Tall Building Design Guidelines to evaluate new and current Downtown tall building proposals. The Downtown Tall Buildings Guidelines are available at http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines

The site abuts both Yonge Street and Queen Street West. Both of these streets are identified as a "High Street" with a Tower and Base typology. The height range identified for the abutting section of Queen Street West is 35 storeys to 60 storeys (107 metres to 182 metres). Yonge Street is identified as a "special character street" with no recommended heights; the guidelines do propose a 20 metre setback from Yonge Street for towers proposed to be constructed above a heritage building.

Reasons for the Application
The proposed zoning does not contemplate a tower on this site and the applicant requires relief from the height, density, amenity space and parking provisions of the zoning by-law.

COMMENTS
Application Submission
The following reports/studies were submitted with the application:
- Arborist Report;
- Planning Rationale Report;
- Traffic Impact Assessment;
- A Pedestrian Level Wind Assessment (Letter of opinion);
- The Toronto Green Standard Checklist;
- A Site Servicing and Stage 1 Stormwater Management Report; and
- A Noise and Vibration Study
A Notification of Incomplete Application was issued on May 14, 2013 which identifies the outstanding material required for a complete application submission as follows:
- A 3D modeled Pedestrian Level Wind Study

**Issues to be Resolved**
The preliminary issues identified below with the proposal and in particular the proposed lack of parking, reduced amenity space and increased density are significant. Of note is the floor plate of the proposal which exceeds the size of the site and depends on a cantilever over the adjacent Eaton Centre to the north and west. City Planning Staff do not support the application in its current form. Additional issues may be identified through the review of the application, agency comments and the community consultation process.

1. consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
2. conformity with Official Plan policies, particularly with respect to public realm, heritage and built form;
3. concern that the project currently constitutes overdevelopment of the site, as the density is quite high (67.9 F.S.I) and servicing is problematic;
4. conformity with the *Tall Building Design Guidelines and Downtown Tall Buildings: Vision and Supplementary Design Guidelines*, particularly in regards to the proposed setback from Yonge Street which is deficient from the 20 metres recommended in the Guidelines;
5. adequacy of the proposed development's indoor and outdoor amenity space;
6. mix of unit sizes and provision of family-sized units;
7. sustainability approach including compliance with the TGS;
8. the provision of spaces for a car-sharing facility, traffic and neighbourhood parking impacts, especially in light of the proposed zero parking;
9. the provision of continuous weather protection along the podium; and
10. Identification and securing of public benefits pursuant to Section 37 of the Planning Act should the proposal be recommended for approval.

CONTACT
Giulio Cescato, Planner
Tel. No. (416) 392-0459
Fax No. (416) 392-1330
E-mail: gcescat@toronto.ca

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

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

2 Queen Street West
File # 13 152668 OZ

Not to Scale
Zoning By-law 438-86 (as amended)
Extracted 05/14/2013
### Attachment 7: Application Data Sheet

<table>
<thead>
<tr>
<th>Application Type</th>
<th>Rezoning</th>
<th>Application Number:</th>
<th>13 152868 STE 27 OZ</th>
</tr>
</thead>
<tbody>
<tr>
<td>Details</td>
<td>Rezoning, Standard</td>
<td>Application Date:</td>
<td>April 18, 2013</td>
</tr>
<tr>
<td>Municipal Address:</td>
<td>2 QUEEN ST W</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Location Description:</td>
<td>PLAN 6A PT LOT 4 **GRID S2713</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project Description:</td>
<td>The proposed redevelopment of the site involves the construction of a 65 Storey rental residential tower atop a heritage podium base, which will be reconstructed to depict the appearance of the original heritage building. A total of 580 dwelling units are being proposed with a commercial component.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### Applicant:
- Goodmans LLP
  - 333 Bay Street, Ste. 3400
  - Toronto, ON, M5H 2S7
- Hunter and Associates
  - 555 Richmond St. W. Ste. 405
  - Toronto, ON, M5V 3B1
- Zeidler Partnership
  - 315 Queen St. W.
- Ontrea/Tec Holdings Inc.
  - 20 Queen St. W., Fl. 5
  - Toronto, ON, M5H 3R4

#### Agent:
- Hunter and Associates
  - 555 Richmond St. W. Ste. 405
  - Toronto, ON, M5V 3B1
- Zeidler Partnership
  - 315 Queen St. W.

#### Architect:
- Zeidler Partnership
  - 315 Queen St. W.
- Ontrea/Tec Holdings Inc.
  - 20 Queen St. W., Fl. 5
  - Toronto, ON, M5H 3R4

#### Owner:
- Goodmans LLP
  - 333 Bay Street, Ste. 3400
  - Toronto, ON, M5H 2S7
- Hunter and Associates
  - 555 Richmond St. W. Ste. 405
  - Toronto, ON, M5V 3B1
- Zeidler Partnership
  - 315 Queen St. W.
- Ontrea/Tec Holdings Inc.
  - 20 Queen St. W., Fl. 5
  - Toronto, ON, M5H 3R4

#### PLANNING CONTROLS
- Official Plan Designation: Mixed Use Areas
- Site Specific Provision: N
- Zoning: CR T7.8 C4.5 R7.8
- Historical Status: Y
- Height Limit (m): 78
- Site Plan Control Area: Y

#### PROJECT INFORMATION
- Site Area (sq. m): 654
- Height: Storeys: 65
- Frontage (m): 25.15
- Metres: 220
- Depth (m): 26.13
- Total Ground Floor Area (sq. m): 654
- Total Residential GFA (sq. m): 40,425.8
- Parking Spaces: 0
- Total Non-Residential GFA (sq. m): 3,950
- Loading Docks: 2
- Total GFA (sq. m): 44,375.8
- Lot Coverage Ratio (%): 100
- Floor Space Index: 67.9

#### DWELLING UNITS

<table>
<thead>
<tr>
<th>Tenure Type</th>
<th>Rooms</th>
<th>Bachelor</th>
<th>1 Bedroom</th>
<th>2 Bedroom</th>
<th>3 + Bedroom</th>
<th>Total Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rental</td>
<td>0</td>
<td>116 (20%)</td>
<td>232 (40%)</td>
<td>232 (40%)</td>
<td>0 (0%)</td>
<td>580</td>
</tr>
</tbody>
</table>

#### FLOOR AREA BREAKDOWN (upon project completion)

<table>
<thead>
<tr>
<th>Tenure Type</th>
<th>Residential GFA (sq. m)</th>
<th>Retail GFA (sq. m)</th>
<th>Office GFA (sq. m)</th>
<th>Industrial GFA (sq. m)</th>
<th>Institutional/Other GFA (sq. m)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Above Grade</td>
<td>40,425.8</td>
<td>1,670</td>
<td>0</td>
<td>0</td>
<td>1,160</td>
</tr>
<tr>
<td>Below Grade</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1,120</td>
</tr>
</tbody>
</table>

#### CONTACT:
- Planner Name: Giulio Cescato
- Telephone: (416) 392-0459
- Email: gcescat@toronto.ca