

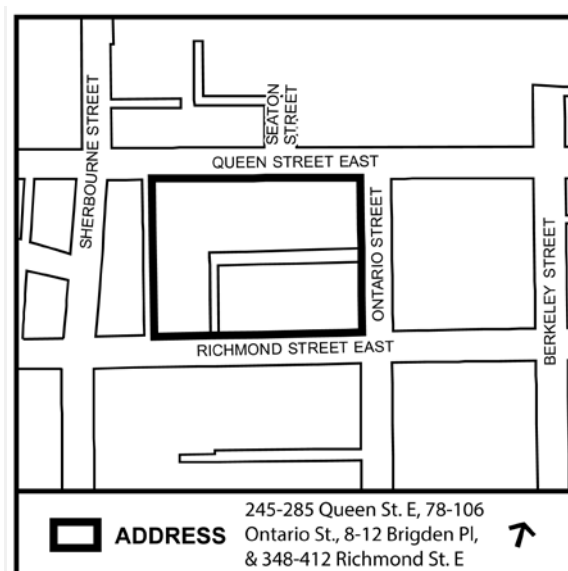
**245-285 Queen Street East, 8-12 Brigden Place, 78-106 Ontario Street, and 348-412 Richmond Street East - Official Plan and Zoning Amendment Application - Preliminary Report**

<b>Date:</b>	April 22, 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 28 – Toronto Centre-Rosedale
<b>Reference Number:</b>	16-118638 STE 28 OZ

**SUMMARY**

This application proposes three towers of 39, 45 and 39 storeys, on top of two base buildings ranging in height between 3 to 11 storeys within the site bordered by Queen Street East, Ontario Street, Richmond Street East and McFarrens Lane. The proposal consists of 1,654 residential units within the three towers and portions of the base buildings; 31,578 square metres of retail gross floor area within the first 3 storeys of the base buildings; 1,082 parking spaces within a 4-level underground garage; and 2,010 bicycle parking spaces within the base buildings and the first underground level. The proposal seeks to close two City-owned laneways on site, Brigden Lane and an unnamed right-of-way in order to facilitate the proposed development.

The Official Plan amendment is required to permit a proposal that is not mutually compatible and complementary to the existing built form character and scale of the King-Parliament Secondary Plan area. The Zoning By-law amendment is required for relief from various standards including overall height, base building height, angular plane along Queen Street East, building setbacks, maximum



gross floor area for a single retail use, and number of parking spaces.

City Planning staff is not in support of the proposal in its current form, as the proposal not only represent overdevelopment, but also fails to recognize the existing built-form character and scale of the King-Parliament Secondary Plan Area by departing from the existing warehouse and main street typology where the site is located. The proposal also does not achieve in providing a broad mix of compatible land uses for the two distinct policy areas in the King-Parliament Secondary Plan the site is within. City Planning staff will continue to work with the applicant to address conformity issues to the King-Parliament Secondary Plan, including but not limited to achieving a massing that is more appropriate for the site and its surrounding area.

This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process. This will help to inform any redesign by the applicant. A Final Report and public meeting under the *Planning Act* to consider the application is targeted for the second quarter of 2017, provided the issues raised in this report and through the review process are resolved, and that any requested information is submitted by the applicant in a timely manner.

## **RECOMMENDATIONS**

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

1. Staff be directed to schedule a community consultation meeting for the lands at 245-285 Queen Street East, 8-12 Brigden Place, 78-106 Ontario Street, and 348-412 Richmond 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.

### **DECISION HISTORY**

There had been no recent *Planning Act* applications on this site.

### **Pre-Application Consultation**

A pre-application consultation meeting was held with the applicant on December 2, 2015 to discuss complete application submission requirements. The applicant presented a proposal similar to the submitted application. Various issues were identified for further consideration. In terms of land use, staff recommended the inclusion of office uses in conjunction with residential and retail uses in order to conform to the Council and Ministry of Municipal Affairs and Housing

approved Official Plan Amendment 231. In terms of built form, City staff had concerns with the overall height of the three towers, the height of the base buildings; and conformity to the existing 44 degree angular plane in the Zoning By-law along Queen Street East. In terms of transportation impact, concerns were raised that the proposed ingresses and egresses would result in vehicular conflicts. Concerns were raised on various properties on the site that display heritage value and that may need to be conserved under the *Ontario Heritage Act*.

Staff indicated an on-site parkland dedication will be required. Staff also noted the site may contain 6 or more rental units, which would require the submission of a rental housing demolition and conversion application under Section 111 of the *City of Toronto Act*.

City Planning staff reviewed the materials submitted by the proponent and determined the proposal did not conform to the overall policy direction of the King-Parliament Secondary Plan and was not in support of the scale and form of the proposal as presented.

## **ISSUE BACKGROUND**

### **Proposal**

The applicant is proposing to redevelop the 15,191 square metres site bordered by Queen Street East, Ontario Street, Richmond Street East, and McFarrens Lane for residential and retail uses within 3 towers on top of 2 base buildings. A weather protected, privately owned publicly accessible walkway, that serves as a mid-block north-south pedestrian connection separates the proposal into building blocks. The mid-block connection is enlarged within the middle of the site to serve as an open space, referred to as the 'Urban Room' by the applicant. An enclosed east-west atrium also connects McFarrens Lane to the 'Urban Room' on the ground floor (refer to Attachment 1: Site Plan, Attachment 2: Elevations and Attachment 3: Axonometric Views).

The western building block consists of the first two towers of 39 and 45 storeys (151.5 and 169.8 metres including the mechanical penthouse respectively), referred to as "Tower A" and "Tower B" by the applicant, on top of a shared base building that fronts on Queen Street East, McFarrens Lane, Richmond Street East and the mid-block connection. The base building along Queen Street East is 3-storeys (14.6 metres), with a 3 metre stepback on the 4<sup>th</sup> storey, and a 16.6 metre stepback on the 5<sup>th</sup> storey up to the 11<sup>th</sup> storey. The building façade of 263-265 Queen Street East is proposed to be incorporated as part of the development. Retail space is proposed on the first 3 storeys.

The eastern block consists of the third tower of 39 storeys (151.5 metres including the mechanical penthouse) referred to as "Tower C" by the applicant, on top of a base building that fronts on Queen Street East, Ontario Street, Richmond Street East and the mid-block connection. The massing of the base building follows the general conditions of the western base building by providing a 3-storey streetwall along Queen Street East, with a step back on the 4<sup>th</sup> storey and 5<sup>th</sup> storey. The building facades of 410-412 Richmond Street East, 78-82 Ontario Street and 90-98 Ontario Street are proposed to be incorporated as part of the development. Retail space is proposed on the first 3 storeys (refer to Attachment 2: Elevations and Attachment 3: Axonometric Views).

The development proposes a total of 1,645 residential dwelling units, where 1,110 of the units are proposed to be rental tenure. The dwelling unit type mix consists of: 1,172 (71.2%) one bedroom units; 304 (18.5%) two bedroom units; and 169 (10.3%) three bedroom units.

Pedestrian accesses to the residential component of the development are proposed on Richmond Street East and Ontario Street, with McFarrens Lane and the mid-block connection to serve as secondary accesses. Pedestrian accesses to the retail components of the development are proposed throughout the four street frontages of the site and the mid-block connection, with lobbies that provide access to the 2<sup>nd</sup> and 3<sup>rd</sup> floor retail areas located along Queen Street East, Richmond Street East and Ontario Street.

Vehicular accesses to the 4-level below-grade parking garage are proposed via McFarrens Lane and Ontario Street. Loading access is proposed on a separate driveway via Ontario Street to the 1<sup>st</sup> below grade level. A total of 13 loading spaces are proposed, comprising of: 3 Type 'A' spaces; 9 Type 'B' spaces; and 1 Type 'G' space. As part of this application, Ontario Street is proposed to be converted from a one-way southbound traffic operation to a two-way traffic operation between Queen Street East and Richmond Street East. A total of 2,010 bicycle parking spaces are proposed consisting of: 1,580 residential; 250 visitor; 80 retail tenant; and 100 short term retail spaces within the 1<sup>st</sup> below-grade level, the ground floor, the 1<sup>st</sup> floor mezzanine, the 2<sup>nd</sup> floor, and the 2<sup>nd</sup> floor mezzanine (Refer to Attachment 7: Application Data Sheet).

Details of the proposal are outlined in the table below:

	<b>Proposal as Submitted on February 19, 2016</b>
Site Area (sq.m.)	15,243.9
Floor Space Index	10.1
Breakdown of Use GFA (sq.m.)	
Residential	121,563
Retail	31,578
Total	153,141
Breakdown of Res. Units	
1 Bedroom	1,172
2 Bedroom	304
3 Bedroom	169
Total	1,645
Amenity Space (sq.m.)	
Indoor	3,823
Outdoor	3,439
Total	7,280
No. of Vehicular Parking Spaces	
Resident	587
Visitor	0
Retail	495
Total	1,082

	<b>Proposal as Submitted on February 19, 2016</b>
No. of Bicycle Parking Spaces	
Residential Occupant	1,580
Residential Visitor	250
Retail	180
Total	2,010

A breakdown of the details for each of the towers and the associated base buildings are outlined in the table below:

	<b>Tower A &amp; West Base Building</b>	<b>Tower B</b>	<b>Tower C &amp; East Base Building</b>
Tower Floor Plate (sq.m.)	850	850	850
Tower Height (including mechanical penthouse) (m.)	142 (151.5 incl. mph)	160.3 (169.8 incl. mph)	142 (151.5 incl. mph)
Tower Step Backs (m.) from Property Line			
Queen Street East	60-64.2	70.7-78	53
Ontario Street	n/a	n/a	3.2
Richmond Street East	3	3	20
McFarrens Lane	9.5	n/a	n/a
Overall Base Building Height (m.)	50.1	n/a	50.1
Base Building Step Backs (m.) from Property Line			
Queen Street East	3 on 3 <sup>rd</sup> Fl., 16.6 on 4 <sup>th</sup> Fl.	n/a	3 on 3 <sup>rd</sup> Fl., 16.6 on 4 <sup>th</sup> Fl.
Ontario Street	n/a	n/a	2 on 4 <sup>th</sup> Fl., 0.9 on 5 <sup>th</sup> Fl.
Richmond Street East	3-4.6 on 4 <sup>th</sup> Fl.	n/a	1.5-26.5 on 4 <sup>th</sup> Fl.
McFarrens Lane	9.5-12.5 on 4 <sup>th</sup> Fl.	n/a	n/a
Breakdown of Use GFA (sq.m.)			
Residential	52,968	26,800	41,261
Retail	19,893	0	11,685
Total	72,861	26,800	52,946
Residential Tenure	Rental	Rental	Condominium
Breakdown of Res. Units			
1 Bedroom	551	231	390
2 Bedroom	154	67	83
3 Bedroom	42	65	62
Total	747	363	535
Amenity Space (sq.m.)			
Indoor	1,668	856	1,299
Outdoor	1,911	282	1,246
Total	3,579	1,138	2,545

## Site and Surrounding Area

The site is a rectangular sized parcel with frontage on Queen Street East to the north, Ontario Street to the east, Richmond Street East to the south, and McFarrens Lane to the west. The site consists of various properties. Specifically, along Queen Street East are:

- 245-251 Queen Street East – a 2-storey commercial office building and surface parking lot;
- 257 Queen Street East – a 2-storey auto collision centre;
- 261 Queen Street East – a 1-storey auto repair facility;
- 263-265 Queen Street East – a 2-storey commercial building designated under Part IV of the *Ontario Heritage Act* under By-law 990-2015, and included in the City's Heritage Register;
- 267-281 Queen Street East – a surface parking lot that was previously partially occupied by two designated buildings under Part IV of the *Ontario Heritage Act* under By-laws 761-89 and 743-85; and
- 285 Queen Street East – a 1-storey auto repair facility.

Along Ontario Street are:

- 106 Ontario Street – a 1-storey industrial building;
- 88-98 Ontario Street – a 3 to 5-storey mixed use building; and
- 78-84 Ontario Street/412 Richmond Street East – a 2 to 3-storey commercial building.

Along Richmond Street East are:

- 410 Richmond Street East – a 5-storey warehouse building;
- 384 Richmond Street East – a 4 to 5-storey warehouse building;
- 360 Richmond Street East – a surface parking lot; and
- 348-354 Richmond Street East – a 2-storey motor vehicle dealership facility.

The site also includes Brigden Place, an east-west City-owned public laneway that connects to Ontario Street to the east and the unnamed north-south City-owned public laneway to the west. The north-south laneway, in turn, connects to Richmond Street East to the south. A 2-storey warehouse building at 8-12 Brigden Place fronts on the laneway.

The surrounding uses are as follows:

North: On the north side of Queen Street East are 216 – 232 Queen Street East – 3-storey mixed-use buildings listed in the City's Heritage Register; 234 – 242 Queen Street East – 3-storey mixed-use buildings designated under Part IV of the *Ontario Heritage Act* by By-law 762-89 and included in the City's Heritage Register; 244 – 252 Queen Street East – 2 and 3 storey mixed-use buildings;

Seaton Street; and the Moss Park Apartments comprising of three 15-storey residential buildings. Further northwest, across Sherbourne Street is Moss Park and the John Innes Community Recreation Centre.

- East: On the east side of Ontario Street are 291 Queen Street East – a 3-storey mixed use building; 107 and 111 Ontario Street – two 1-storey auto repair facilities; 101 Ontario Street – a 9-storey residential building; a surface parking lot; and 79-81 Ontario Street – two semi-detached residential buildings.
- South: On the south side of Richmond Street East are 411 Richmond Street East – a 3-storey brick commercial/industrial building that is designated under Part IV of the *Ontario Heritage Act* by By-law 352-83 and included in the City's Heritage Register; 381-387 Richmond Street East – a 2-storey office/industrial building; and 323 Richmond Street East – a 14-storey residential building with retail at grade.
- West: On the west side of McFarrens Lane are 235 Queen Street East – a 1-storey retail building; 237 Queen Street East - the 3-storey Andrew McFarren building designated under Part IV of the *Ontario Heritage Act* by By-law 989-2015 and also included in the City's Heritage Register; and 320 Richmond Street East – a 17-storey residential building with retail at grade.

## **Planning Act, Provincial Policy Statement and Provincial Plans**

Section 2 of the *Planning Act* sets out matters of provincial interest, which City Council shall have regard to in carrying out its responsibilities. The matters include: the orderly development of safe and healthy communities; the adequate provision of a full range of housing; the conservation of features of significant architectural, cultural, historical and archaeological or scientific interest; and the appropriate location of growth and development.

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; protecting significant built heritage resources; and protecting public health and safety. In regards to the City's built heritage resources, the PPS aligns with the *Ontario Heritage Act* by not permitting development on adjacent lands to protected heritage properties except where the proposed development and site alteration has been evaluated and has been demonstrated that the attributes of the heritage property will be conserved. In regards to public health, the PPS directs development to mitigate risks to public health and safety, and ensuring Public Service Facilities, such as the St. Michael's Hospital, can meet current and projected needs. 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; 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 to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

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

## **Official Plan**

The Official Plan places the site within *the Downtown and Central Waterfront* on Map 2 – Urban Structure. The *Downtown* is a growth area and will continue to evolve as a healthy and attractive place to live and work. However, growth is not envisioned to spread uniformly throughout the *Downtown*. The site is designated *Regeneration Areas* on Map 18 – Land Use Plan. Section 4.7 indicates *Regeneration Areas* are unique areas of the City where a mixture of uses is encouraged and where strategies and a framework for development shall be “tailor-made” based on the specific policies of the Secondary Plan.

**Section 3.1.2** – “Built Form” directs new development to fit within the existing and/or the planned context of the neighbourhood. In particular, Policy 3 requires new development to be massed to fit harmoniously into its existing and/or planned context by creating appropriate transitions in scale to neighbouring buildings, providing for adequate light and privacy and framing adjacent streets and open spaces in a way that respects the street proportion. Policy 4 requires new development be massed to define edges of streets, parks and open spaces at good proportion. Taller buildings will be located to ensure there is adequate access to sky view. Policy 5 requires new development to provide amenity for adjacent streets and open spaces to make these areas attractive, interesting, comfortable and functional for pedestrians.

**Section 3.1.3** – “Built Form – Tall Buildings” provides policy direction for tall buildings. Policy 2 requires tall building proposals to address key urban design considerations that include: demonstrating how the proposed building and site design will contribute to and reinforce the overall City structure; taking into account the relationship of the site to the topography and other tall buildings; and providing high quality, comfortable and usable publicly accessible open space areas.

**Section 3.1.5** – “Heritage Conservation” provides policy direction on the conservation of heritage properties in the City's Heritage Register and on development adjacent to heritage properties. Policy 4 indicates properties on the Heritage Register will be conserved and maintained. Policy 5 indicates proposed alterations or development on or adjacent to a property on the Heritage Register will ensure the integrity of the heritage property's cultural heritage value and attributes will be retained. Policy 6 encourages the adaptive re-use of properties on the Heritage Register. Policy 26 requires new construction on, or adjacent to a property on the Heritage Register be designed to conserve the cultural heritage values, attributes and character of the property and to mitigate the visual and physical impact on it, including consideration such as



scale, massing, materials, height, building orientation and location relative to the heritage property. Policy 27 encourages the conservation of buildings and structures on the Heritage Register.

**Section 3.2.1** – "Housing" includes policies that encourage the provision of a full range of housing, in terms of form, tenure and affordability, and the protection of rental housing units. Staff will continue to work with the applicant to determine the applicability of the City's rental housing policies.

**Section 3.2.3** – "Parks and Open Spaces" provide direction on the need for parks and open spaces. Policy 1 indicates adding new parks in growth areas will be a necessary element of city building.

**Section 5.6** – "Interpretation" provides guidance on the understanding and interpretation of the Official Plan. Policy 1 indicates the Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making. Further, Section 1.5 – 'How to Read the Plan' indicates the Official Plan is a comprehensive and cohesive whole. The Official Plan is available at: <http://goo.gl/UhUq4A>

### **Official Plan Amendment 231**

Official Plan Amendment 231 (OPA 231), an amendment to the City's economic health and employment lands policies, was approved by City Council on December 18<sup>th</sup>, 2013, and subsequently approved, with minor modifications, by the Minister of Municipal Affairs and Housing (MMAH) in July 2014. Various appeals have been submitted to the Ontario Municipal Board from MMAH's decision. OPA 231 amends Section 2.2.4 of the Official Plan by adding Policy 9, which requires office space in residential

redevelopment be maintained or increased, where there is currently a minimum 1,000 square metres of office space on site. *Planning Act* applications submitted after approval of OPA 231 by the Province shall meet the intent of both City Council's and the Province's direction. Staff has requested a site visit to assess the amount of office uses on site and the need for conformity to OPA 231. OPA 231 is available at: <http://goo.gl/qLfkhu>

### **King-Parliament Secondary Plan**

The site is within the boundary of the King-Parliament Secondary Plan. The main objective of the Secondary Plan is to encourage reinvestment in the area for a mixture of uses that reinforces the historic built form and public realm, while ensuring growth is mutually compatible and complement to the existing built form character and scale of the area.

The portion of the site fronting on Queen Street East is designated *Mixed Use Area 'D'* (Queen Street) on Map 15-1 – Land Use Plan. Lands designated *Mixed Use Area 'D'* consists of a wide range of low-rise building types, where a mixture of street-related retail, residential and institutional uses are permitted. The portion of the site fronting on Ontario Street, Richmond Street East and Brigden Place is designated *Regeneration Area 'A'* (Jarvis-Parliament) on Map 15-1 – Land Use Plan. Lands designated *Regeneration Area 'A'* are targeted for significant

growth as a whole, having a mixture of compatible land uses within new and existing buildings (refer to Attachment 6a: King-Parliament Secondary Plan – Land Use Plan).

The built form policies of the Official Plan are further refined in Section 3 – “Urban Structure and Built Form” of the Secondary Plan. New development shall: provide adequate light, view and privacy to neighbouring properties; achieve a compatible relationship with its built form through height, massing, scale, setbacks, roof line, and profile and architectural character and expression; provide appropriate proportional relationships to adjacent streets to minimize wind and shadowing impacts; and provide streetscape and open space improvements.

Policy direction on heritage conservation are provided in Section 4 – “Heritage and Community Improvement” of the Secondary Plan. Heritage buildings are identified as essential elements of the physical character in the King-Parliament area. New buildings should achieve a compatible relationship with heritage buildings in their context through consideration of such matters as building height, massing, scale, setbacks, roof line and profile and architectural character and expression.

This application will be reviewed against all policies of the Secondary Plan, which is available at: <http://goo.gl/YtjO1a>

### **King-Parliament Urban Design Guidelines**

The King-Parliament Urban Design Guidelines provides urban design direction to the policy intent of the King-Parliament Secondary Plan. A north-south mid-block connection that connects Queen Street East to Richmond Street East is identified for the site (refer to Attachment 6b: King-Parliament Secondary Plan – Urban Structure).

This application is being reviewed against the King-Parliament Urban Design Guidelines, available at: <http://goo.gl/e0da4s>

### **King-Parliament Community Improvement Plan**

The purpose of the King-Parliament Community Improvement Plan (CIP) is to complement the policies of the King-Parliament Secondary Plan by providing a framework for the improvement of public lands within the King-Parliament area. The site currently contains various warehouse buildings indicative of the character of the King-Parliament area. The CIP encourages the retention of existing buildings to help retain the physical character of the area. Queen Street East is identified as a "Significant Street", where potential civic improvements such as decorative paving, planting of trees and light fixtures are suggested. Further, as indicated in previous sections, a mid-block connection is also indicated as a civic improvement. Other potential civic improvements identified in the CIP within proximity of the site shall also be considered.

### **Zoning**

Under Zoning By-law 438-86, the properties fronting on Queen Street East (245-285 Queen Street East) are zoned MCR T3.0 “Mainstreet Commercial Residential”, with a height limit of 16 metres. This zone permits a range of uses including residential, retail, and offices. The maximum

density is 3 times the lot area. The area under the MCR zone is subject to certain permission and exception provisions, including: a base building height of 16 metres with a subsequent angular plane of 44 degrees along Queen Street East; and a maximum gross floor area of 8,000 square metres for a single retail use.

The remainder of the site is zoned RA “Reinvestment Area”, with a height limit of 30 metres for the properties at 348-354 Richmond Street East and 26 metres for the properties at 360-412 Richmond Street East, 8-12 Brigden Place, and 78-106 Ontario Street. The RA zoning was developed to implement the King-Parliament Secondary Plan. A mixture of uses including residential, retail, office and manufacturing uses are permitted. The RA zone is subject to certain permission and exception provisions, including: a base building height of 20 metres with a subsequent step back of 3 metres along Richmond Street East and Ontario Street; and a maximum gross floor area of 8,000 square metres for a single retail use.

On May 9, 2013, City Council enacted city-wide Zoning By-law 569-2013. *Planning Act* applications submitted after May 9, 2013 are subject to the new Zoning By-law. The north portion of the site fronting on Queen Street East is zoned CR 3.0 (c3.0; r3.0) SS2 (x2104). The remainder of the site is zoned CRE (x41) and CRE (x32). The height limits, range of uses, and site specific permission and exception provisions are carried over from Zoning By-law 438-86 (refer to Attachment 4: Zoning).

### **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.

Policy 1 in Section 5.3.2 – ‘Implementation Plans and Strategies for City-Building’ of the Official Plan states Guidelines will be adopted to advance the vision, objectives, and policies of the Plan. Urban design guidelines specifically are intended to provide a more detailed framework for built form and public improvements in growth areas. The Tall Building Design Guidelines serve this policy intent, helping to implement Chapter 3.1 – ‘The Built Environment’ and other policies within the Official Plan related to the design and development of tall buildings in Toronto.

This application will be reviewed against the city-wide Tall Building Design Guidelines, including sections on context analysis, fit and transition in scale, sunlight and sky view, views from the public realm, heritage properties and HCDs, floor plate size and shape, tower placement, separation distance, site servicing and access, pedestrian realm, publicly accessible open space, and sustainable design. In particular, the proposal does not meet the guidelines for floor plate size, placement, transition in scale, and heritage conservation, among other guidelines. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

The Downtown Tall Buildings: Vision and Supplementary Design Guidelines do not apply to this site as it is within the King-Parliament Secondary Plan, where the built-form policies are clearly outlined.

## **Heritage Conservation**

The site includes a number of historic buildings dispersed along Queen Street East, Ontario Street and Richmond Street East, of which only one is currently included in the City's Heritage Register. Several other buildings are under study for heritage potential as part of the application. The known heritage property is a two-storey masonry building constructed in 1875, identified as 263-265 Queen Street East (the Christina Lauder Building). The building is designated under Part IV of the *Ontario Heritage Act*.

Further west along Queen Street East is a two-storey classically inspired building built in 1906. West of the site, across McFarrens Lane is a 2-storey brick building at 237 Queen Street East, built in 1870, designated under Part IV of the *Ontario Heritage Act* by By-law 989-2015.

North of the site, across Queen Street East is an intact row of late 19<sup>th</sup> century commercial buildings measuring 3 storeys in height. The properties at 216-232 Queen Street East are listed on the Heritage Register, and 234-242 Queen Street East are designated under Part IV of the *Ontario Heritage Act* by By-law 762-89.

At the south end of the development site and across the street is 411 Richmond Street East, a three-storey commercial/industrial building designated under Part IV of the *Ontario Heritage Act* by By-law 352-83.

The Heritage Impact Assessment submitted in support of the application identifies the following properties within the site as having heritage significance in addition to the heritage properties at 263-265 Queen Street East (Christina Lauder Building):

- 412 Richmond Street /78-82 Ontario Street;
- 384-410 Richmond Street East/90-98 Ontario Street (Newell Building); and
- 251 Queen Street East.

Staff have also identified these properties as potential heritage resources, and have also identified the newer additions to the Newell Building at 88 Ontario Street/384 Richmond Street East as potential heritage resources. The properties represent a cluster of 3-5 storey brick buildings dating to the early 20<sup>th</sup> century, which have heritage potential and contribute to an understanding of Richmond Street East's historical development pattern.

The applicant is proposing to retain only the facades of 263-265 Queen Street East, 412 Richmond Street/78-82 Ontario Street and 384-410 Richmond Street East/90-98 Ontario Street as part of the proposal, and to demolish the buildings at 251 Queen Street East and 88 Ontario Street/384 Richmond Street East. All other existing buildings on the development site are proposed to be demolished as part of the proposal.

## **Rental Housing Demolition and Conversion By-law**

The applicant submitted a Rental Housing Declaration of Use and Screening Form indicating that the site contains two residential rental dwelling units. Staff have requested a site visit to verify the total number of residential units on the site. Upon conducting the site visit, staff will determine if a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code is required.

## **Tree Preservation**

There are 21 trees on and within 6 metres of the site. Urban Forestry staff is reviewing the landscaping plans and the Tree Inventory and Preservation Plan Report to determine the impact on any existing mature trees. The owner will be required to obtain the necessary permits prior to removing any trees.

## **Parkland Dedication**

The site is within an area identified as having the lowest quantile of current provision for parkland, as shown on Map 8B of the Official Plan. The *Planning Act* allows municipalities to request either an on-site park dedication or cash-in-lieu of an on-site dedication. For this application, staff is requesting an on-site parkland dedication of approximately 1,800 square metres. Staff will continue to work with the applicant to satisfy the provision for parkland.

## **St. Michael's Hospital Flight Path**

The proposal is within the Flight Path Height Restricted Area for St. Michael's Hospital. Policy 4 in section 4.8 – 'Institutional Areas' of the Official Plan indicates new buildings in vicinity of hospital heliports be sited and massed to protect the continued use of its flight paths. This application has been circulated to St. Michael's Hospital for comments, including potential construction impacts.

## **Relief Line Project Assessment**

On March 31, 2016, City Council adopted the recommendation from the Executive Committee to approve the "Pape Station to Downtown via Queen Street East/Richmond Street East" as the preferred corridor for the Relief Line project – a study to determine the preferred alignment and stations for a new rapid transit line connecting the Bloor-Danforth Subway east of the Don River to the Downtown. City Council also requested City Planning, in consultation with the Toronto Transit Commission to report on the preferred alignment and station locations in an upcoming Executive Committee. The report is available at: <http://goo.gl/e3ueKq>

The subject site fronts on Queen Street East and Richmond Street East, and is situated within a section of the preferred corridor for the Relief Line. City staff will review the proposal in light of the evaluation for the Relief Line's preferred alignment and station locations.

## **City-owned Public Laneway**

The site contains the east-west Brigden Lane and an unnamed north-south City-owned laneway, both of which are proposed to be closed and purchased by the applicant. Staff is reviewing the feasibility of closing the laneways in the context of this application.

## **TOcore**

On December 9, 2015, City Council adopted a staff report entitled ‘TOcore: Planning Toronto’s Downtown – Phase 1 – Summary Report and Phase 2 Directions’. The report outlined the deliverables of TOcore which will be a renewed planning framework through a Downtown Secondary Plan and a series of infrastructure strategies. The work for TOcore began on May 13, 2014, when Toronto and East York Community Council adopted a staff report regarding ‘TOcore: Planning Toronto’s Downtown’, along with a related background document entitled ‘Trends and Issues in the Intensification of Downtown’.

TOcore is looking at how Toronto’s Downtown should grow, with both a renewed planning framework and the necessary physical and social infrastructure to remain a great place to live, work, learn, play and invest. TOcore is in its second phase, which involves drafting policies, plans and strategies. A report back to Toronto and East York Community Council is targeted by the end of 2016 on the results of the second phase and the next steps on implementation. The issues considered under TOcore will inform the review of this application. The TOcore website is [www.toronto.ca/tocore](http://www.toronto.ca/tocore).

## **Site Plan Control**

The proposed development is subject to Site Plan Control. An application has not been submitted.

## **Reasons for the Application**

The proposal requires an amendment to the Official Plan and Zoning By-law. The overall built form of the proposal requires an amendment to the Official Plan as it does not conform to the objectives of the King-Parliament Secondary Plan that directs development be compatible and complement the existing built form character and scale of the area.

The proposal requires an amendment to the Zoning By-law to remove the current standards on: overall building height; base building height; building step backs; adherence to an angular plane along Queen Street East; maximum gross floor area for a single retail use; and minimum parking ratios, among others.

Additional areas of non-conformity to the Official Plan and Zoning By-law may be identified through the circulation and review process.

## **COMMENTS**

### **Application Submission**

The following reports/studies were submitted with the application:

- Topographical Survey
- Boundary Survey
- Context Plan
- Site Plan
- Underground Floor and Above Grade Floor Plans
- Elevations
- Sections
- Shadow Studies
- Landscape Plans
- Planning Rationale Report
- Heritage Impact Assessment
- Stage 1 Archaeological Assessment
- Phase 1 and 2 Environmental Site Assessments
- Functional Servicing Report
- Hydrogeological Investigation Report
- Stormwater Management Report
- Geotechnical Report
- Tree Inventory and Preservation Report
- Urban Transportation Considerations Report
- Air Quality Assessment
- Pedestrian Wind Assessment
- Environmental Noise and Vibration Assessment
- Rental Housing Demolition and Conversion Declaration of Use and Screening Form
- Green Standards Checklist
- Draft Official Plan Amendment
- Draft Amending Zoning By-law

Copies of the submitted reports/studies are available for download on the City's Application Information Centre at: <http://goo.gl/gj7rNv>

A Notification of Complete Application was issued on March 21, 2016.

### **Issues to be Resolved**

City Planning staff consider that the proposal needs significant revisions in order to be more in keeping with the policy objectives and direction of the King-Parliament Secondary Plan. In addition, the following issues are to be addressed by the review of this application:

- Consistency with the PPS and Growth Plan for the Greater Golden Horseshoe;
- Conformity with the Official Plan policies, including the sections on “Downtown”, “The Public Realm”, “Built Form”, “Built Form – Tall Buildings”, “Heritage Conservation”, “Housing”, “Parks and Open Spaces”, “Community Services and Facilities”, and “Regeneration Areas”;

- Conformity with the King-Parliament Secondary Plan policies, including the sections on “Urban Structure and Built Form”, Heritage and Community Improvement”, “Regeneration Area “A”, and Mixed Use Area “D”;
- Conformity to the Council adopted, and MMAH approved OPA 231 to provide for the retention of office uses on site;
- The need for a mixture of land uses, besides residential and retail on site to serve the emerging population growth;
- Mix of residential unit types and sizes, including the provision for an appropriate amount of family sized units, and the potential for affordable housing units;
- The potential requirement for the submission of a Retail Demand Impact Analysis, and a third party peer review of the study to assess the impact of the proposed size and locations of the retail units;
- Consistency with the city-wide Tall Building Design Guidelines, including tower floor plate size, tower placement, transition in scale, and heritage conservation;
- The height, location and floor plate size of the proposed towers;
- The height, setbacks and stepbacks of the proposed base buildings;
- The dimension and location of the proposed mid-block pedestrian connection and "Urban Room";
- The evaluation of an appropriate streetwall height along Queen Street East and a subsequent angular plane to ensure that the built form character of this section of Queen Street East is maintained;
- Applicability of the City's rental housing policies, including the relevant Official Plan policies and Chapter 667 of the Toronto Municipal Code;
- The evaluation of the proposal's impact to the heritage resources adjacent to the site, and the measures needed to conserve and maintain the heritage values of the such heritage resources;
- The identification and evaluation of heritage resources on site, its contribution towards the overall character of the King-Parliament area and the conservation measures necessary to maintain such resources' heritage value;



- Shadow impacts to the surrounding public realm and privately owned open spaces, including Moss Park to the northwest, Queen Street East to the north, the landscaped open space on the Moss Park Apartment lands and future parkland;
- The dimension and location of an on-site parkland dedication;
- Adequacy of community services and facilities in the area necessary to support the proposed density;
- The precedent of this application on potential development sites in the vicinity;
- Compliance with the Registered Flight Path of St. Michael's Hospital, including construction impacts;
- Vehicular parking, drop-off and loading access requirements;
- The number of vehicle parking spaces for the proposed development;
- Assessment of traffic generation and flow, and their impacts to the existing transportation network;
- The impact of the Relief Line Assessment Project;
- Appropriate servicing to accommodate the proposed development; and
- Conformity with the Toronto Green Standard.

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

### **Section 37 Benefits**

The Official Plan includes policies pertaining to the exchange of public benefits for increased height and density for new developments pursuant to Section 37 of the *Planning Act*. The City intends to apply the Section 37 provisions of the Planning Act to this application should it be approved in some form.

### **CONCLUSION**

The current application proposes a development scheme that does not meet the objectives of the King-Parliament Secondary Plan in providing for a built form that is mutually compatible and complementary to the surrounding area. Other objectives including the retention and re-use of existing heritage buildings, the contribution of an inviting public realm and the inclusion of a mixture of land uses are also being reviewed. Initial steps to conform to the King-Parliament Secondary Plan have been taken by the applicant such as providing a mid-block pedestrian

connection. However, as the subject site encompass an entire block that straddles two distinct policy areas, this application will need to be substantially revised in order to meet the policy objectives for a mixed-use development that maintains the main street character of Queen Street East, the warehouse character along Richmond Street East, and the King-Parliament area as a whole.

## **CONTACT**

Henry Tang, Planner  
Tel. No. (416) 392-7572  
E-mail: htang2@toronto.ca

## **SIGNATURE**

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

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## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2a-d: Elevations  
Attachment 3: Rendering  
Attachment 4: Zoning  
Attachment 5: Official Plan  
Attachment 6a-b: Secondary Plan  
Attachment 7: Application Data Sheet

# Attachment 1: Site Plan



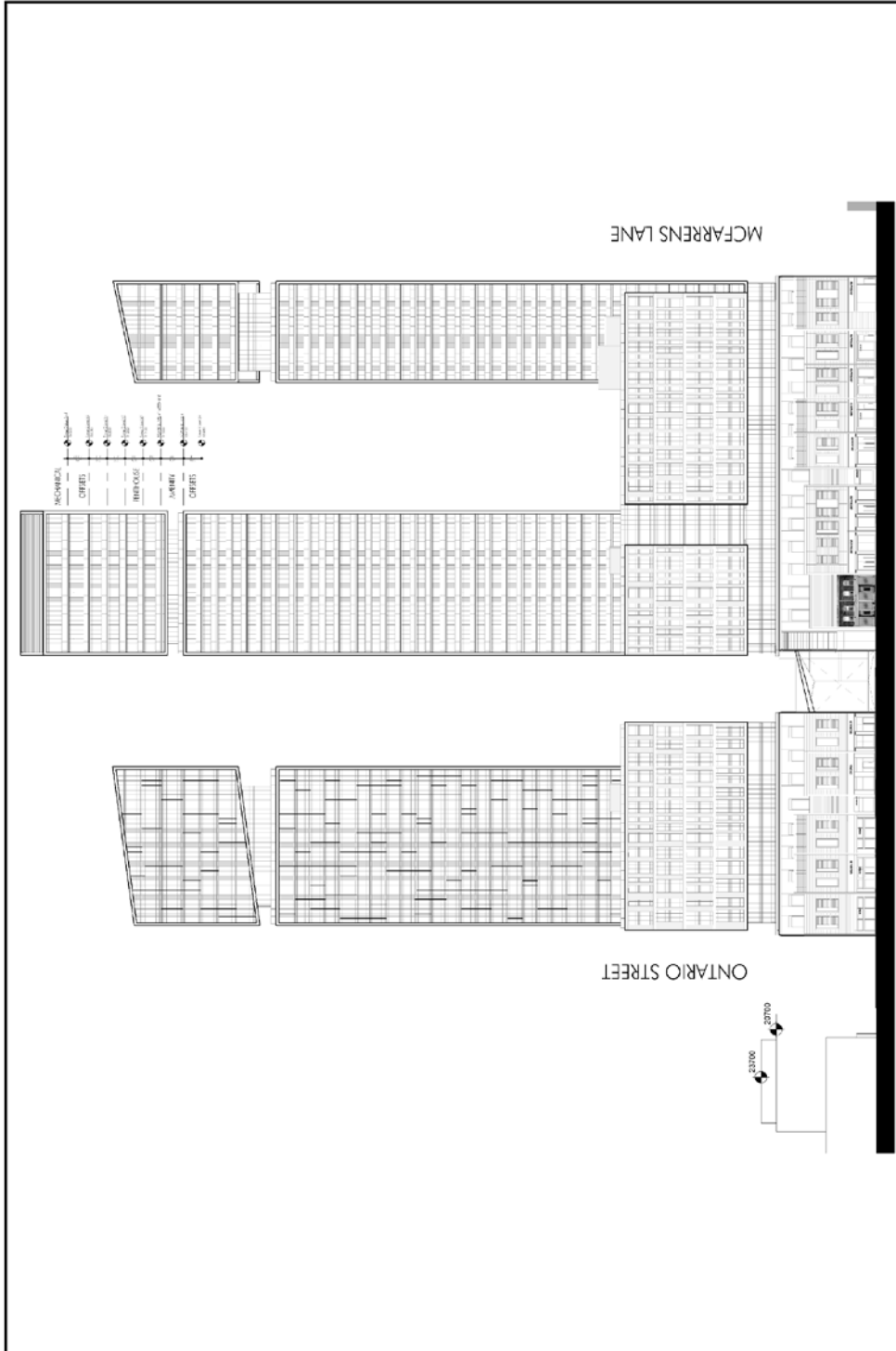
245-285 Queen St E, 78-106 Ontario St E  
 8-12 Brigden Pl, & 348-412 Richmond St E

Site Plan  
 Applicant's Submitted Drawing

Not to Scale  
 04/06/2016

File # 16 118638 STE 0Z

**Attachment 2a: North Elevation**



**North Elevation**

Applicant's Submitted Drawing

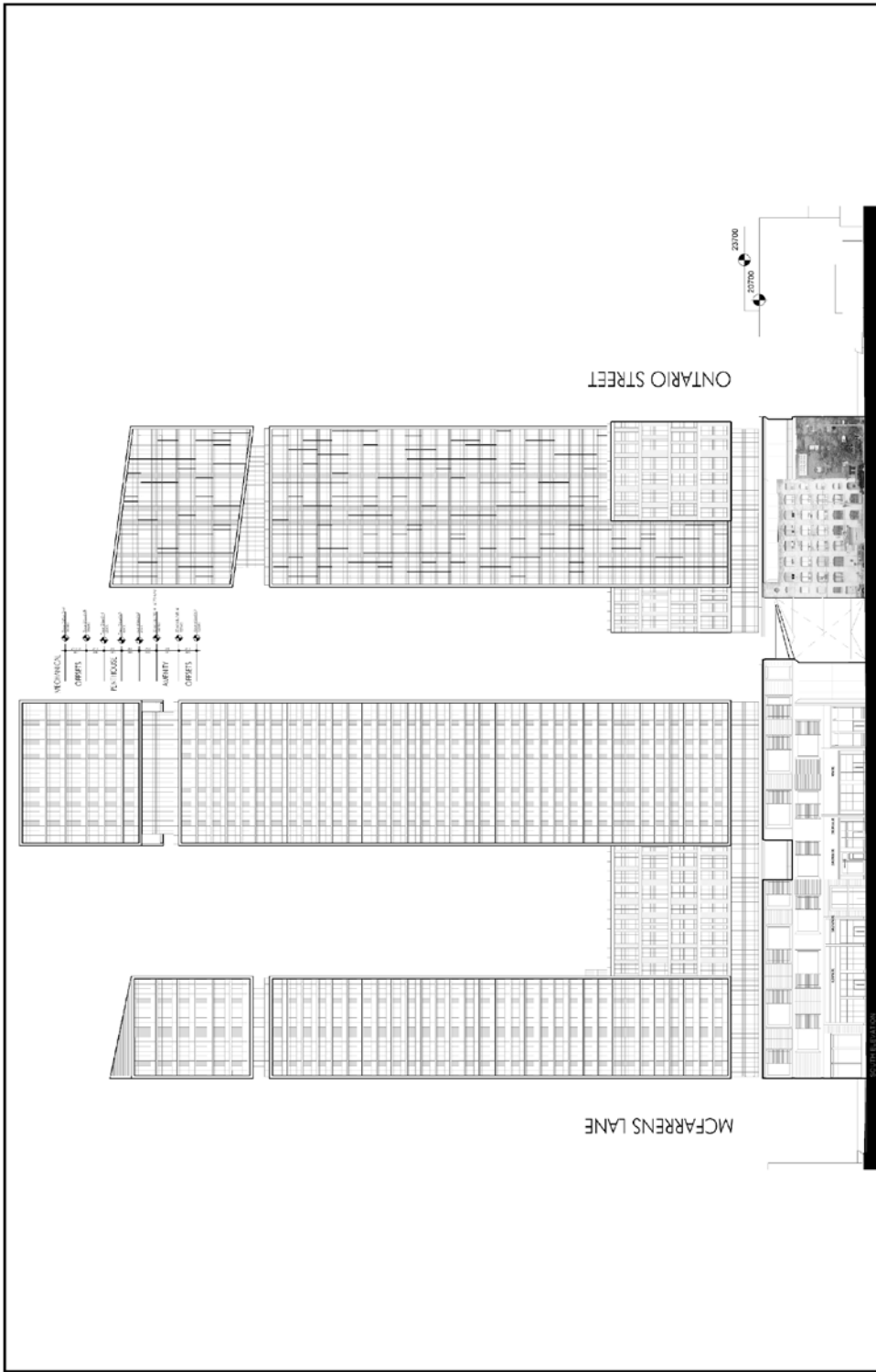
Not to Scale  
04/06/2016

**245-285 Queen St E, 78-106 Ontario St,  
8-12 Bridgen Pl, & 348-412 Richmond St E**

File # 16 118638 STE 0Z



Attachment 2c: South Elevation

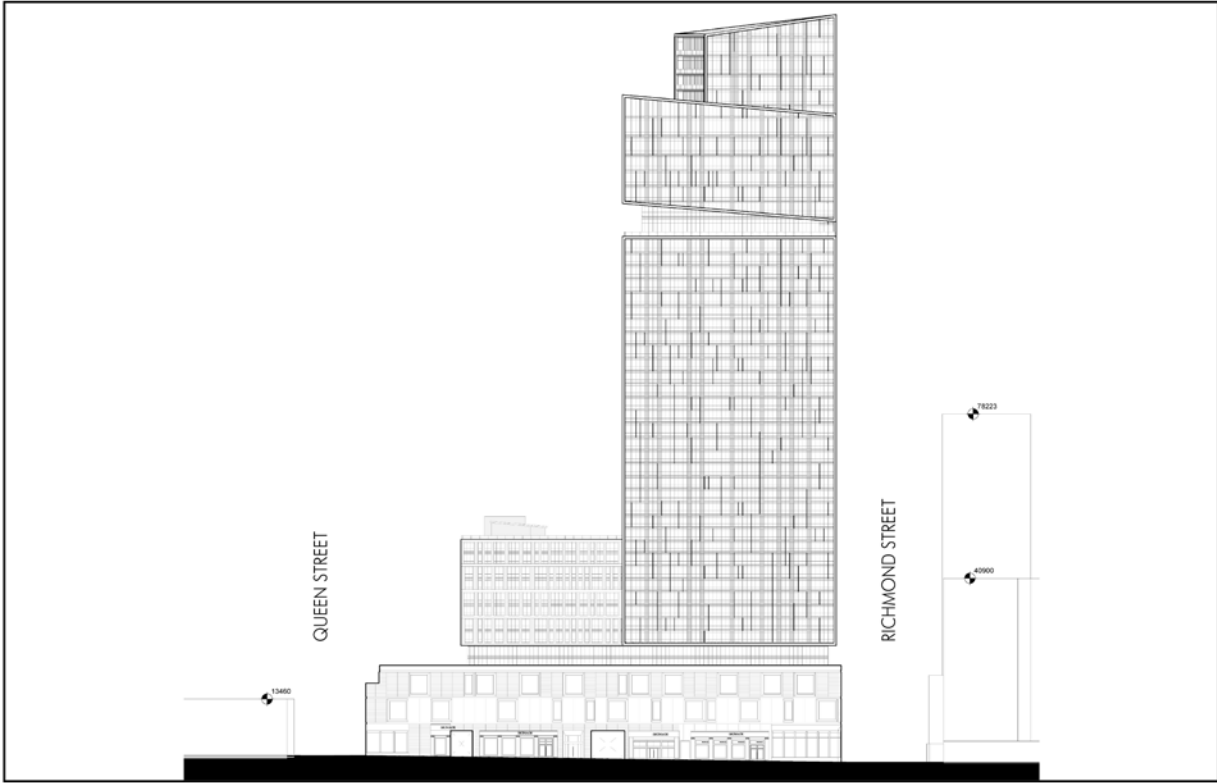


South Elevation  
Applicant's Submitted Drawing  
Not to Scale  
04/06/2016

245-285 Queen St E, 78-106 Ontario St,  
8-12 Brigden Pl, & 348-412 Richmond St E

File # 16 118638 STE 02

**Attachment 2d: West Elevation**



**West Elevation**

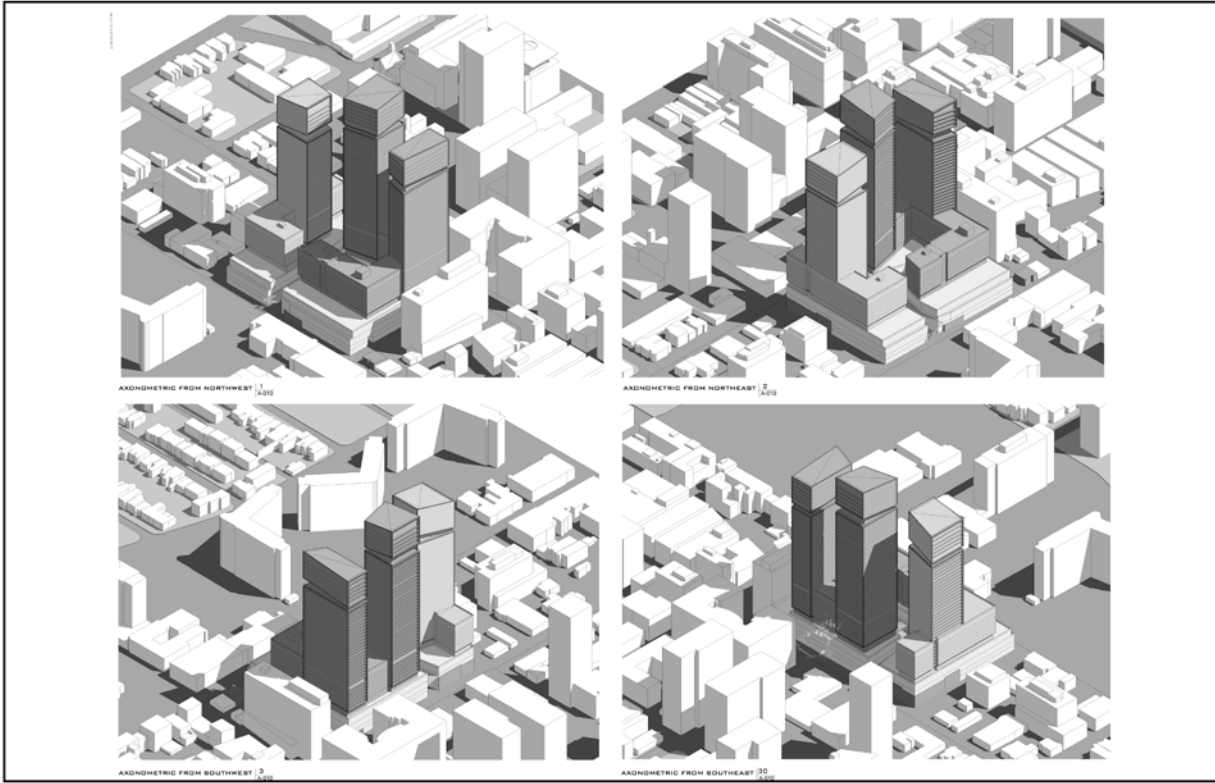
Applicant's Submitted Drawing

Not to Scale  
04/06/2016

245-285 Queen St E, 78-106 Ontario St,  
8-12 Brigden Pl, & 348-412 Richmond St E

File # 16 118638 STE 02

### Attachment 3: Axonometric Views



**Axonometric Views**  
Applicant's Submitted Drawing

Not to Scale  
04/06/2016

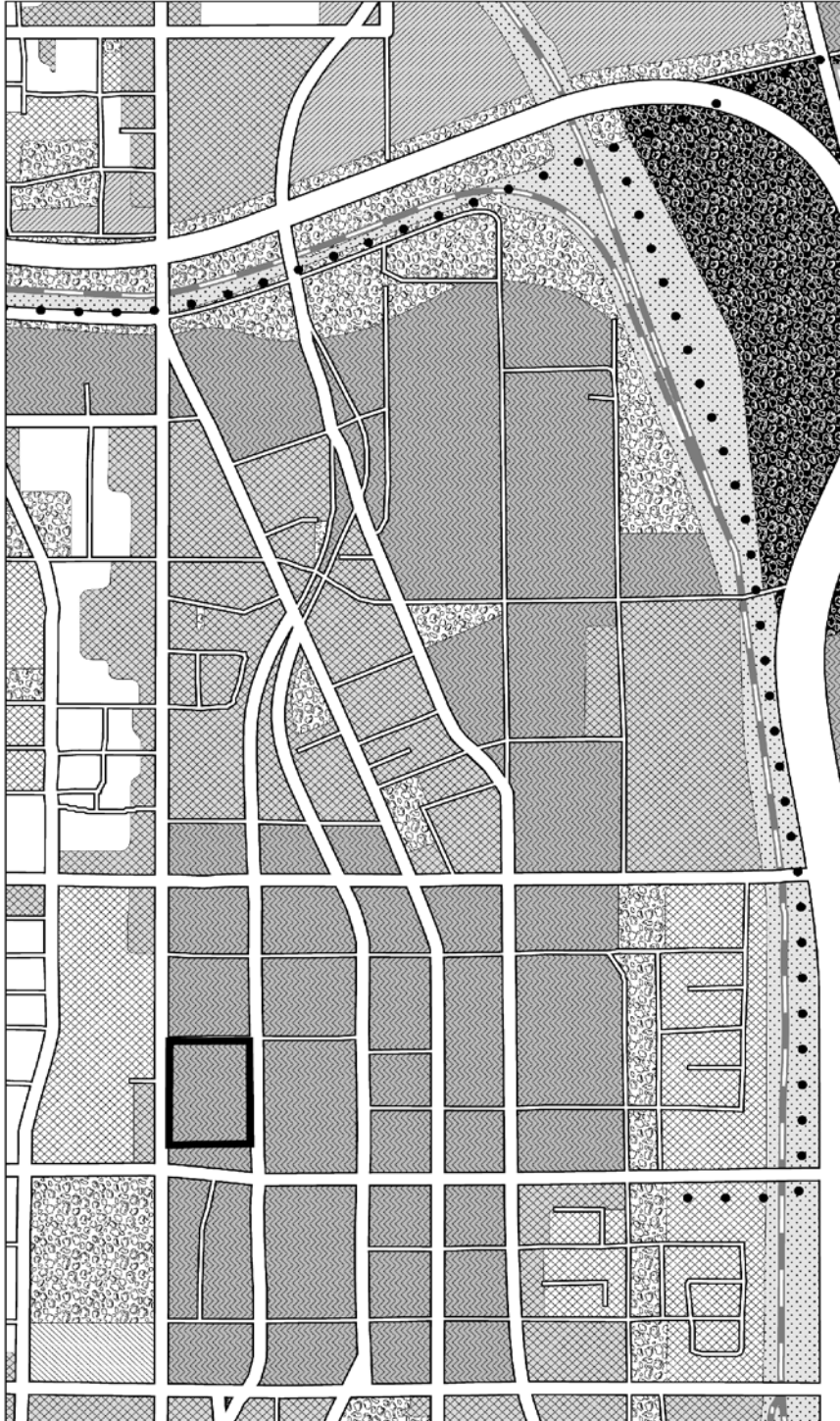
**245-285 Queen St E, 78-106 Ontario St,  
8-12 Brigden Pl, & 348-412 Richmond St E**

File # 16 118638 STE 02





Attachment 5: Official Plan



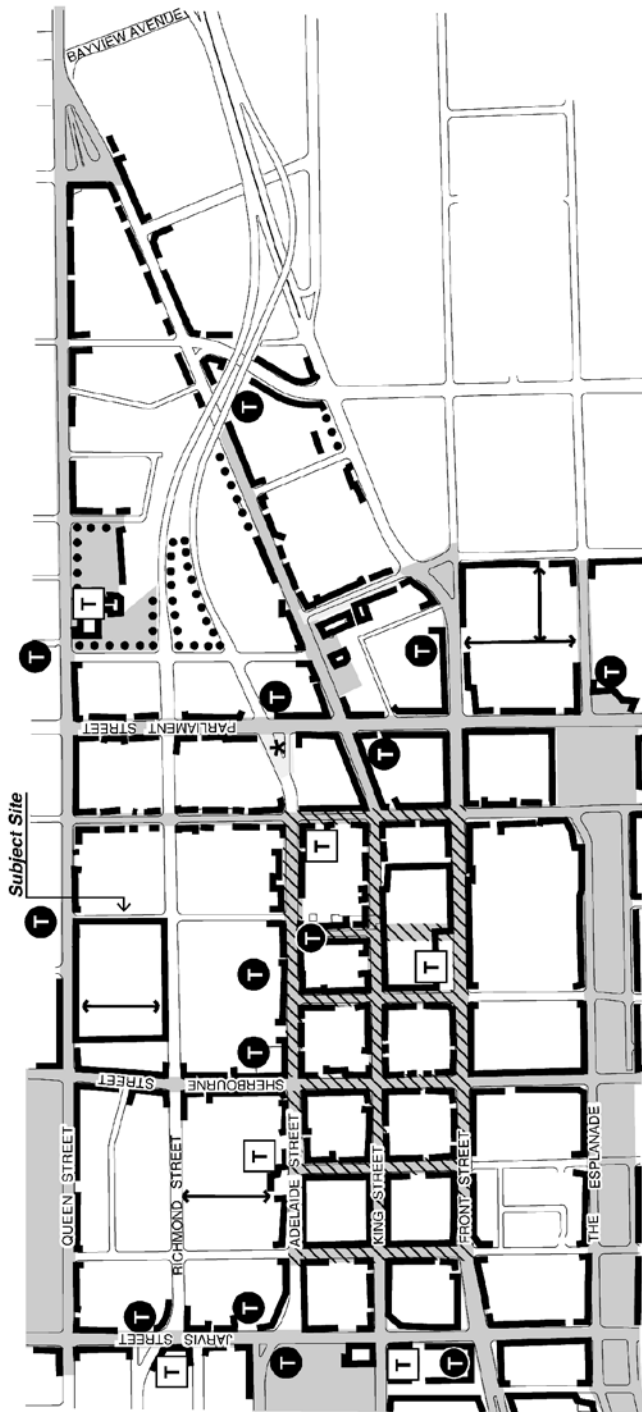
**Toronto**  
 Extract from Official Plan

245-285 Queen St E, 78-106 Ontario St,  
 8-12 Brigden Pl, & 348-412 Richmond St E

File # 16 118 638 STE 28 0Z

	Site Location		Natural Areas		Institutional Areas		Regeneration Areas		Employment Areas		North Arrow
	Neighbourhoods		Parks		Regeneration Areas		Employment Areas		Utility Corridors	Not to Scale	04/05/2016
	Apartment Neighbourhoods		Other Open Space Areas		Regeneration Areas		Employment Areas		Utility Corridors		
	Mixed Use Areas				Regeneration Areas		Employment Areas		Utility Corridors		

Attachment 6a: King-Parliament Secondary Plan – Land Use Plan



Not to Scale

King-Parliament Secondary Plan  
MAP 15-2 Urban Structure



- Potential View Terminus
- Existing View Terminus
- Landscape Edge
- 10 Original City Blocks
- Existing and Potential Building Edge
- Area for Streetscape Improvement
- Potential Mid-block Connections
- Significant Street and Open Space

June 2006

## Attachment 7: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	16 118638 STE 28 OZ
Details	OPA & Rezoning, Standard	Application Date:	February 19, 2016
Municipal Address:	245-285 QUEEN ST E, 8-12 BRIGDEN PL, 78-106 ONTARIO ST, 348-412 RICHMOND ST E		
Location Description:	PLAN 124 LOT 3 PT LOT 2 **GRID S2808		
Project Description:	Proposal to amend the Official Plan and Zoning By-law to permit a mixed-use development of three towers of 39, 45 and 39 storeys, on top of base buildings of 3 to 11 storeys. The proposal consists of: 1,645 residential units, where 1,110 are rental in tenure; 31,578 square metres of retail gross floor area; and 1082 parking spaces in a 4 level underground garage.		

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
Peter Smith, Bousfields Inc.		S9/Perkins Eastman Arquitectonica International Sweeny & Co Architects	Richmond Residential Ltd. Partnership

### PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:	No
Zoning:	CR 3.0 (c3.0; r3.0) SS2 (x2104); CRE (x32); CRE (x41)	Historical Status:	Yes
Height Limit (m):	16, 26, 30	Site Plan Control Area:	Yes

### PROJECT INFORMATION

Site Area (sq. m):	15,190.1	Height:	Storeys:	39, 39 and 45
Frontage (m):	142		Metres:	142, 142 and 160.3
Depth (m):	106			
Total Ground Floor Area (sq. m):	11,953.96			<b>Total</b>
Total Residential GFA (sq. m):	121,563		Vehicular Parking Spaces:	1,082
Total Non-Residential GFA (sq. m):	31,578		Loading Docks:	13
Total GFA (sq. m):	153,141		Bicycle Parking Spaces:	2,010
Lot Coverage Ratio (%):	78.46			
Floor Space Index:	10.08			

### DWELLING UNITS

Tenure Type:	Rental, Condo
Rooms:	0
Bachelor:	0
1 Bedroom:	1,172 (71.2%)
2 Bedroom:	304 (18.5%)
3 + Bedroom:	169 (10.3%)
Total Units:	1,645 (100%)

### FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	121,563	0	0
Retail GFA (sq. m):	31,578	0	0
Office GFA (sq. m):	0	0	0
Industrial GFA (sq. m):	0	0	0
Institutional/Other GFA (sq. m):	0	0	0

**CONTACT: PLANNER NAME: Henry Tang, Planner**  
**TELEPHONE: (416) 392-7572**