

**60-64 Queen Street East and 131-135 Church Street -  
Zoning Amendment Application - Preliminary Report**

<b>Date:</b>	March 15, 2018
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Acting Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 27 – Toronto Centre-Rosedale
<b>Reference Number:</b>	18 111294 STE 27 OZ

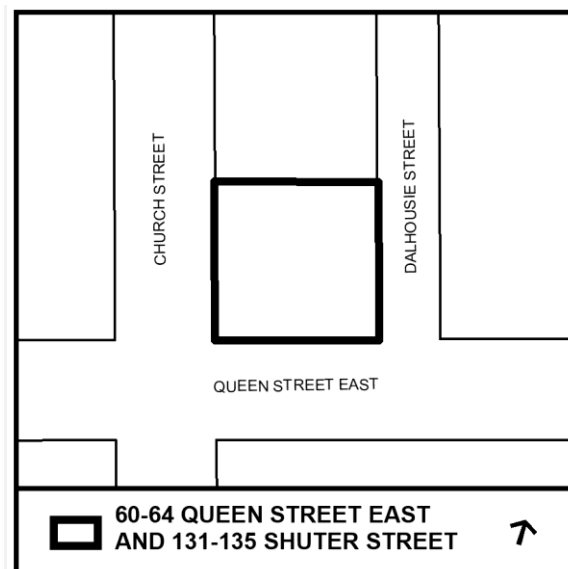
**SUMMARY**

This application proposes a 54-storey residential tower which would contain 364 dwelling units with a total gross floor area of 26,978 m<sup>2</sup> at 60-64 Queen Street East and 131-135 Church Street. Commercial uses are proposed at grade and on the second floor mezzanine level. The proposed building would have a height of 178.6 metres excluding the mechanical penthouse. The proposal also includes four levels of underground parking.

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

It is anticipated that a Community Consultation meeting will be held in the second quarter of 2018. Staff anticipate submitting a final report on the application to Community Council in the first quarter of 2019. This target date assumes that the applicant will provide all required information in a timely manner.

The proposal in its current form represents overdevelopment and will require changes if it were to proceed for approval. Of particular concern is this site may be too small for tower development given the proposal does not achieve appropriate tower setbacks.



## **RECOMMENDATIONS**

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

1. Staff be directed to schedule a community consultation meeting for the lands at 60-64 Queen Street East and 131-135 Church Street 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.

### **Pre-Application Consultation**

Pre-application consultation meetings were held on July 4, 2017 and August 3, 2017 with the applicant to discuss complete application submission requirements and potential issues. Key issues identified at that time were: impacts to St James view corridor, shadowing of parkland, potential heritage issues, an appropriate loading area and tower setbacks.

## **ISSUE BACKGROUND**

### **Proposal**

The applicant is proposing a 54-storey (178.6 excluding mechanical penthouse or 187.63 m including mechanical penthouse) residential tower which would contain 364 dwelling units. The development would be in a tower with podium form. The podium would incorporate and preserve portions of the existing 3-storey buildings presently located at the south-west and west sides of the site. The podium would be 7-storyies with a setback at the 3rd level. Projecting balconies are proposed along each face of the tower. The proposed gross floor area would be 26,978 m<sup>2</sup> which equates to a Floor Space Index of 24.3 under Zoning By-law 569-2013.

The primary entrance for the residential component of the building would be from the south-east corner of the site. The ground floor would include retail space fronting Church and Queen Street and a loading/vehicular access area would front Dalhousie Street. Additional retail space would be provided on the mezzanine level. Amenity space would be located on floors 6 and 7. Bicycle parking would be located on floors 2 to 5 with direct access to a service elevator. Vehicular parking would be below grade.

Other details of the proposal are shown in Table 1 below and in Attachment 7:

**Table 1 – Summary of Application**

Category	Proposed
Tower setbacks	
- West property line (Church)	3 m
- East property line (Dalhousie)	3 m
- North property line	10 m
- South property line (Queen)	3 m
Base (podium) setback at grade	
- West property line (Church)	0.0 m (existing)
- East property line (Dalhousie)	3.0 m
- North property line	0.0 m (existing)
- South property line (Queen)	0.0 m (existing)
Sidewalk/pedestrian realm width	
- West property line (Church)	3.0 m (existing)
- East property line (Dalhousie)	5.1 m (existing)
- South property line (Queen)	3.5 m (existing)
Tower floorplate (approximate)	523 m <sup>2</sup>
Ground floor height (approximate)	3.7 m and 9 m when including mezzanine level
Vehicular parking	
- Visitor	0
- Resident	60
- Resident (small car)	6
- Retail	0
Bicycle parking	
- Short term	39
- Long term	328
Loading spaces	
- Shared Type G and Type B	1
Amenity space	
- Indoor	580 m <sup>2</sup>
- Outdoor	265 m <sup>2</sup>
Unit Mix	
- One bedroom	154
- Two bedroom	162
- Three + bedroom	48
- Total	364

### Site and Surrounding Area

The site is a square corner lot with 33.7 m of frontage on Queen Street East, 32.3 m frontage on Church Street and 32 m on Dalhousie. The lot area is 1,084 m<sup>2</sup>. On-site there are four existing 1-3-storey predominantly commercial buildings fronting Church Street and four fronting Dalhousie Street.

The surrounding uses are as follows:

North: A mix of 2 to 3 storey predominantly commercial buildings and the 28-storey "Jazz" rental building at the north end of the block fronting Shuter Street.

South: Queen Street and on the south side of Queen Street 2 to 3-storey commercial buildings with residential uses on the upper floors.

West: Church Street and on the west side of Church Street the Metropolitan United Church which includes a public park.

East: Dalhousie Street and on the east side of Dalhousie Street a commercial parking lot which is presently subject of a zoning amendment application for three mixed use towers of 27, 28 and 49-stories.

### **Planning Act, Provincial Policy Statement and Growth Plan**

Section 2 of the *Planning Act* sets out matters of provincial interest which City Council shall have regard to in carrying out its responsibilities under the Act, including, the conservation of features of significant architectural, cultural or historical interest, and the promotion of built form that is well-designed and encourages a sense of place.

The Provincial Policy Statement (2014) provides policy direction Province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The City of Toronto uses the PPS to guide its official plan and to inform decisions on other planning and development matters. The PPS is issued under Section 3 of the Planning Act and all decisions of Council affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. Policy 4.7 states that the Official Plan is the most important vehicle for implementing the PPS.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

In planning to achieve the minimum intensification and density targets in the Growth Plan, municipalities are directed by Policy 5.2.5.6 to develop and implement urban design and site design official plan policies and other supporting documents that direct the development of a high quality public realm and compact built form. The City has implemented this requirement through the adoption of a number of policies and guidelines including OPA 352 for tall buildings in the Downtown, Tall Building Design Guidelines and the Downtown Tall Buildings Guidelines.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan.

## **Official Plan**

The Official Plan places the site within the Downtown and Central Waterfront urban structure area. The site is designated “*Mixed Use Areas*” on Map 18 – Land Use Plan in the Official Plan. This designation permits a range of residential, commercial and institutional uses. The Plan includes criteria that direct the form and quality of development in this land use designation. The criteria state that new buildings: provide a transition between areas of different intensity and scale, including a stepping down of heights towards lower scale neighbourhoods; minimizing shadow impacts; and providing an attractive, safe and comfortable pedestrian environment.

This application will be reviewed against the policies in the Official Plan including those in the “Downtown”, “Public Realm”, and “Built Form” sections of the Plan. Compliance with other relevant policies of the Official Plan including environment and transportation will also need to be addressed. Other key policies that are applicable to this development include: Policy 3.1.3 which refers to Tall Buildings; Policy 3.2.1.1 which refers to the provision of a full range of housing; Policy 4.8.4 which states that buildings will be sited and massed to protect hospital helicopter flight paths; Policy 3.1.5.2 which refers to properties of potential cultural heritage value or interest which will be identified and evaluated; and Policy 3.1.5.3 which states that those heritage properties will be protected by being designated.

## **Zoning**

The site is subject to City-wide Zoning By-laws 438-86 and 569-2013. The site is zoned CR T3.0 C2.0 R3.0 under By-law 438-86. Under By-law 569-2013 the site is zoned CR 3.0 (c2.0; r3.0) SS1 (x2165) and in the south-east corner CR 3.0 (c2.0; r3.0) SS1 (x2167). Both By-laws permit a variety of commercial and residential uses with a maximum density of 3.0 and a maximum building height of 18 metres.

By-law 438-86 also includes a number of Restrictive Exceptions and references prevailing By-laws 333-02 and 138-03. Key provisions include: restrictions on commercial garages, required street related retail uses and angular plane provisions. These provisions were generally carried through into By-law 569-2013.

## **Site Plan Control**

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

## **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>

## **Downtown Tall Buildings: Vision and Supplementary Design Guidelines**

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 Building Guidelines identify both Queen and Church Streets as a Priority Retail Street and appropriate development heights of 62 m to 107 m (20 to 35 storeys) for the Dalhousie/Queen corner of the site. The Downtown Tall Buildings Guidelines are available at <http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines>

## **TOcore: Planning Downtown**

TOcore: Planning Downtown is an inter-divisional study, led by City Planning, which is updating the planning framework for Downtown and developing a series of infrastructure strategies to support implementation. TOcore is a response to the rapid intensification of Downtown that is placing pressure on physical and social infrastructure assets and occurring in a pattern and at an intensity that threatens to jeopardize the quality of life in the city centre and the economic role that the Downtown plays for the entire city. TOcore's purpose is to ensure growth positively contributes to Toronto's Downtown as a great place to live, work, learn, play and invest by determining: a) how future growth will be accommodated and shaped, and b) what physical and social infrastructure will be needed, where it will go and how it will be secured. The study area is bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north, and the Don River the east.

Building on Downtown's existing planning framework and drawing on best practices within City Planning Division, the Downtown Plan is being developed to serve as a blueprint for future growth and infrastructure in the heart of Toronto over the next 25 years. It will provide detailed direction on the appropriate scale and location of future growth. It will also link this growth with infrastructure provision to ensure the creation of 'Complete Communities', addressing the requirements under the Provincial Policy Statement (2014) and the Growth Plan for the Greater Golden Horseshoe (2017). A series of infrastructure strategies for transportation, parks and public realm, community services and facilities, water and energy are in development as part of this review.

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area-specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal), which provide the detailed performance standards for portions of buildings above 24 metres in height.

At its meeting on October 2-4, 2017, City Council considered the Proposed Downtown Plan and directed Staff to undertake stakeholder and public consultation on that document and its proposed policies, leading to a recommendations report and an amendment to Toronto's Official Plan in the second quarter of 2018. Additionally, Council directed Staff to consider the policies contained within the Proposed Downtown Plan in the review of all development applications within the Downtown going forward:

*6. City Council request City Planning staff to consider the Proposed Downtown Plan policies, in Attachment 1 to the report (August 18, 2017) from the Chief Planner and Executive Director, City Planning, during the evaluation of current and future development applications in the Downtown Plan area and continue to refine the policies in consultation with stakeholders and the community.*

More information on Council direction pertaining to TOcore can be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG22.1>. Further background information can be found at [www.toronto.ca/tocore](http://www.toronto.ca/tocore).

## **Growing Up Draft Urban Design Guidelines**

In July 2017, Toronto City Council adopted the Growing Up Draft Urban Design Guidelines, and directed City Planning staff to apply the "Growing Up Guidelines" in the evaluation of new and under review multi-unit residential development proposals. The objective of the Growing Up Draft Urban Design Guidelines is that developments deliver tangible outcomes to increase liveability for larger households, including families with children at the neighbourhood, building and unit scale.

The Growing Up Draft Urban Design Guidelines will be considered in the review of this proposal. The Guidelines are available at <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/growing-up-planning-for-children-in-new-vertical-communities/>

## **Reasons for the Application**

The proposal requires an amendment to the Zoning By-law for an increase in density and height along with changes required to a number of other performance standards. Additional areas of non-compliance may be identified through the circulation and review process.

## **COMMENTS**

### **Application Submission**

The following reports/studies were submitted with the application:

- Planning & Urban Design Rationale including Community Services & Facilities Study
- Toronto Green Standard Checklist
- Functional Servicing Report
- Pedestrian Level Wind Study



- Shadow Study
- Heritage Impact Assessment
- Phase 1 Environmental Site Assessment
- Geohydrology Assessment
- Stormwater Management Report
- Geotechnical Report
- Transportation Impact Study
- Public Consultation Strategy
- Arborist Report
- Draft amending 438-86 and 569-2013 By-law
- Building Mass Model

A Notification of Incomplete Application issued on February 23, 2018 identifies the outstanding material required for a complete application submission as follows:

- Noise Impact Study
- Vibration Study

### **Issues to be Resolved**

The following issues will need further review and will need to be addressed by the applicant:

- Consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
- Conformity with Official Plan policies particularly with respect to built form, setbacks and shadowing of nearby Parks and Other Open Space Areas as well as protection and identification of heritage resources;
- Conformity with Official Plan Amendment 352 (under appeal) which among other things provides additional policy related to tower separation distances and clarification that not all sites have the potential to be re-developed as tower sites;
- Conformity with draft Official Plan Amendment to Further Protect Heritage Views of St. James Cathedral;
- Conformity with the Tall Buildings Design Guidelines and the Downtown Tall Buildings: Vision and Supplementary Design Guidelines, including sections on transition in scale, tower separation distances, step backs and setbacks and shadowing and in particular the reduced north tower setbacks;
- Confirmation that building heights and any potential construction cranes do not interfere with the St. Mikes Hospital helicopter flight path;

- Potential shadowing of Cathedral Square Park, Arena Gardens, Moss Park and the proposed park to be located at 88 Queen;
- Confirmation that the existing buildings should not be designated heritage and, if they are to be designated heritage that any impacts on those buildings are appropriately addressed;
- Confirmation on the number of on-site rental housing units and whether a Rental Housing Demolition Application would be required;
- Ensuring that the proposal satisfactorily adheres to any TTC setbacks for the proposed relief line;
- Confirmation that the existing encroachments in the right-of-way and any required road widening or corner roundings are appropriately addressed;
- Confirmation there is sufficient sewer and water capacity to service the proposed development;
- Adequacy of community services and facilities in the area and whether there is a need for on-site services and facilities;
- Appropriateness of the proposed number of vehicular parking spaces;
- Appropriateness of proposed loading area and related truck manoeuvring area;
- Adequacy of the proposed amenity space and more specifically, the reduced provision of outdoor space;
- Provision of an on- site pet facility and bicycle repair area;
- Appropriate number of affordable housing and three bedroom units;
- Appropriate parkland provision; and
- Identification and securing of public benefits pursuant to Section 37 of the Planning Act should the proposal in some form be recommended for approval.

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

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

## **CONTACT**

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## **SIGNATURE**

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Lynda H. Macdonald  
Acting Director, Community Planning  
Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Site Plan

Attachment 2: South Elevation

Attachment 3: North Elevation

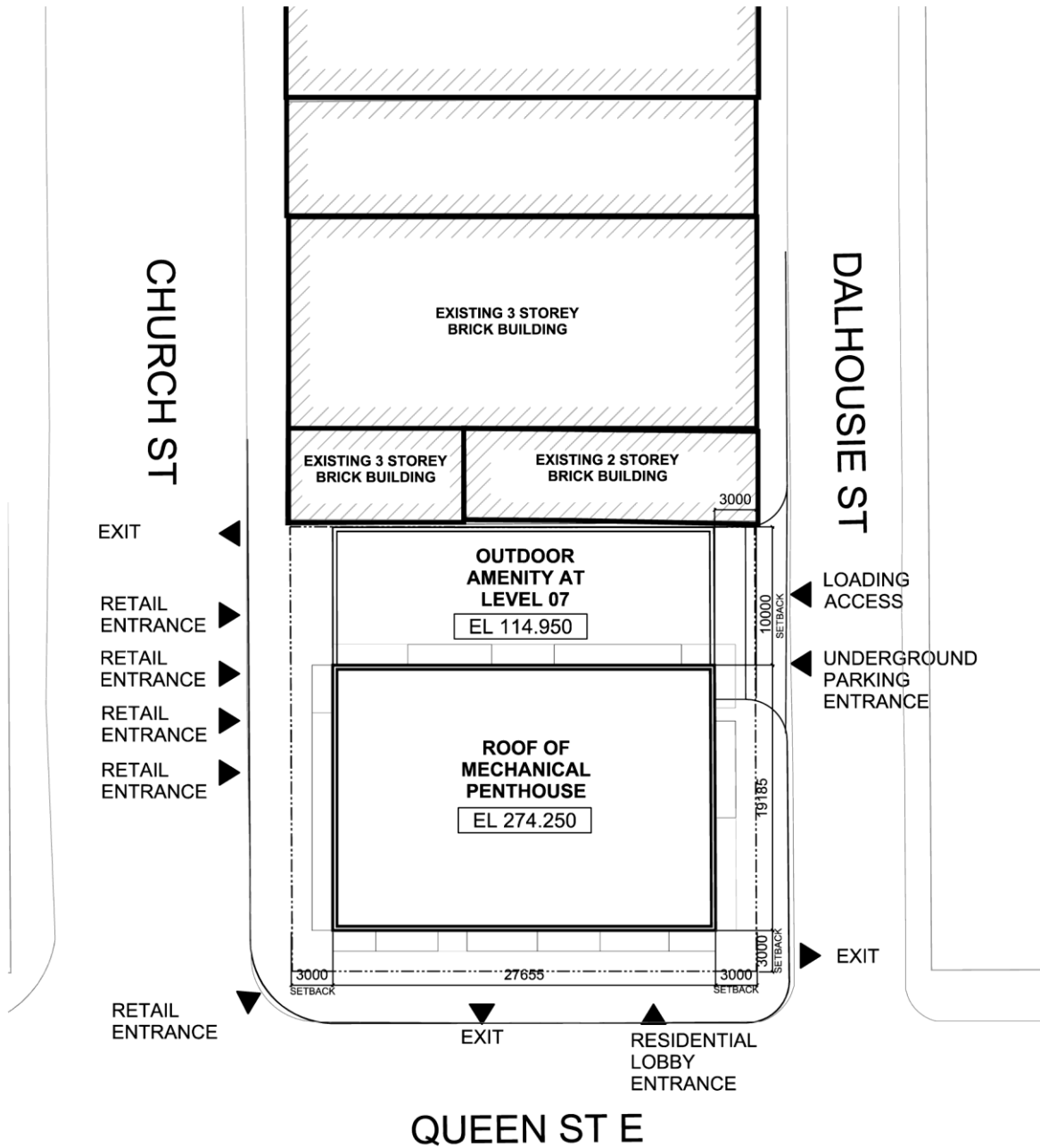
Attachment 4: West Elevation

Attachment 5: East Elevation

Attachment 6: Zoning

Attachment 7: Application Data Sheet

**Attachment 1: Site Plan**



**Site Plan**

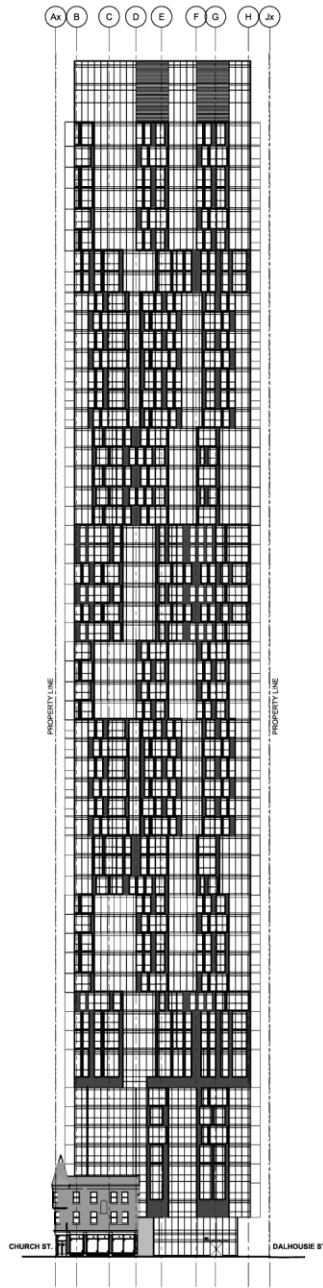
**60-64 Queen Street East & 131-135 Church Street**

Applicant's Submitted Drawing

Not to Scale   
02/26/2018

File # 18 111294 STE 27 0Z

## Attachment 2: South Elevation



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### South Elevation

60-64 Queen Street East & 131-135 Church Street

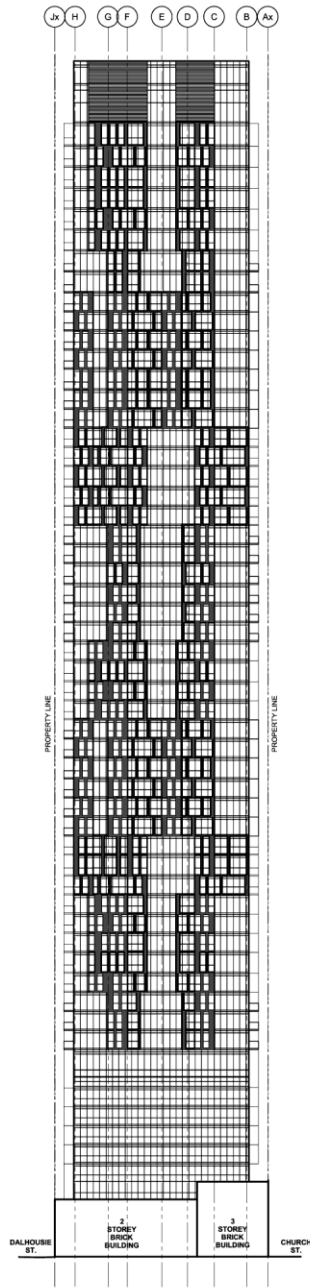
Applicant's Submitted Drawing

Not to Scale  
02/26/2018

File # 18 111294 STE 27 0Z

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### Attachment 3: North Elevation



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## North Elevation

60-64 Queen Street East & 131-135 Church Street

Applicant's Submitted Drawing

Not to Scale  
02/26/2018

File # 18 111294 STE 27 0Z

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## Attachment 4: West Elevation



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### West Elevation

60-64 Queen Street East & 131-135 Church Street

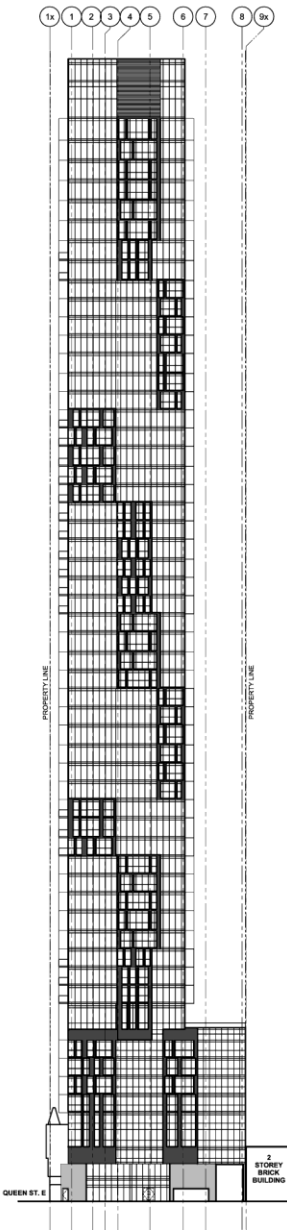
Applicant's Submitted Drawing

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02/26/2018

File # 18 111294 STE 27 0Z

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**Attachment 5: East Elevation**



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**East Elevation**

**60-64 Queen Street East & 131-135 Church Street**

Applicant's Submitted Drawing

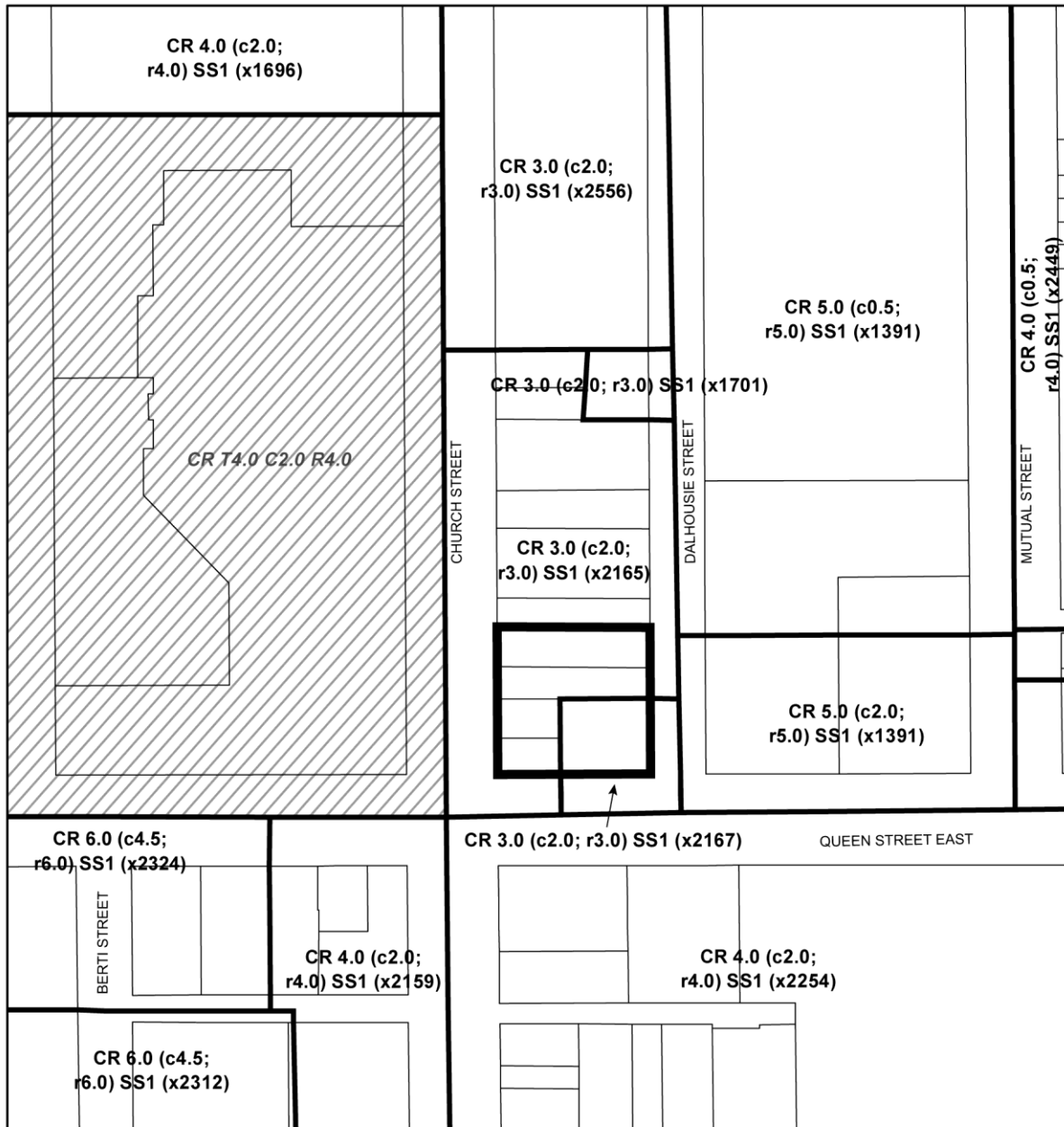
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## Attachment 6: Zoning



**60-64 Queen Street East & 131-135 Church Street**

**Zoning By-Law No. 569-2013**

File # 18 111294 STE 27 0Z

Location of Application  
CR Commercial Residential

See Former City of Toronto By-Law No. 438-86  
CR Mixed-Use District

Not to Scale  
 Extracted: 02/16/2018

## Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	18 111294 STE 27 OZ
Details	Rezoning, Standard	Application Date:	January 30, 2018

Municipal Address: 60 QUEEN ST E  
 Location Description: PLAN 22A PT LOT 1 \*\*GRID S2714  
 Project Description: Zoning By-law Amendment to facilitate redevelopment of the site with a 54-storey mixed-use building with retail uses at grade: 26,270 square metres of residential gross floor area and approximately 580 square metres of non-residential gross floor area; 364 dwelling units.

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
BAZIS INC		BAZIS INC	QC FUND 1 LP

### PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:
Zoning:	CR T3.0 C2.0 R3.0	Historical Status:
Height Limit (m):	18	Site Plan Control Area: Y

### PROJECT INFORMATION

Site Area (sq. m):	1084.42	Height:	Storeys:	54
Frontage (m):	33.65		Metres:	178.6
Depth (m):	32.25			
Total Ground Floor Area (sq. m):	779.43			<b>Total</b>
Total Residential GFA (sq. m):	26269.4		Parking Spaces:	66
Total Non-Residential GFA (sq. m):	580.4		Loading Docks	1
Total GFA (sq. m):	26978			
Lot Coverage Ratio (%):	72			
Floor Space Index:	24.34			

### DWELLING UNITS

### FLOOR AREA BREAKDOWN (upon project completion)

	Condo		Above Grade	Below Grade
Tenure Type:	Condo			
Rooms:	0	Residential GFA (sq. m):	26140.7	128.7
Bachelor:	0	Retail GFA (sq. m):	580.4	0
1 Bedroom:	154	Office GFA (sq. m):	0	0
2 Bedroom:	162	Industrial GFA (sq. m):	0	0
3 + Bedroom:	48	Institutional/Other GFA (sq. m):	0	0
Total Units:	364			

**CONTACT: PLANNER NAME: Derek Waltho, Senior Planner**  
**TELEPHONE: 416-392-0412**