

**1151 Queen Street East - Zoning Amendment  
Application - Preliminary Report**

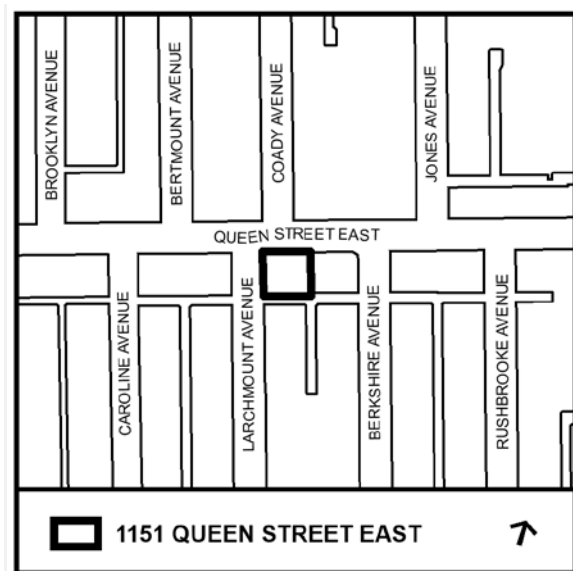
<b>Date:</b>	June 12, 2018
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Acting Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 30 – Toronto-Danforth
<b>Reference Number:</b>	18 149422 STE 30 OZ

**SUMMARY**

This report provides preliminary information and an early opportunity to raise issues for follow-up with regard to the application. It seeks Community Council's direction on the community consultation process and indicates the expected timing for a Final Report to City Council. The application has been circulated to all appropriate agencies and City divisions for comment and a staff review of the application is underway.

This application proposes a 6-storey (20 metres plus a 3.6 metre mechanical penthouse) mixed-use development with retail uses at grade and 52 rental residential dwelling units at 1151 Queen Street East. The proposed development includes a total of 3,966.5 square metres of gross floor area, with 450.9 square metres of retail space at ground level. A total of 26 parking spaces and 52 bicycle parking spaces will be provided.

The application was deemed complete as of May 22, 2018. A notice of complete application with regard to the application was issued on May 24, 2018.



A Community Consultation Meeting is anticipated to be held in the second quarter of 2018. A Final Report will be submitted for Council's consideration following community consultation and the resolution of outstanding issues related to this application. The Final Report is anticipated in the first quarter of 2019, subject to the applicant providing any required information 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 1151 Queen Street East together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. Notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.

### **Financial Impact**

The recommendations in this report have no financial impact.

### **Pre-Application Consultation**

A pre-application consultation meeting was held with the applicant to discuss complete application submission requirements on March 7<sup>th</sup>, 2018. Preliminary issues that were raised at the meeting included interpretation of the Leslieville Urban Design Guidelines for corner lots, servicing and loading, water connections and laneway conveyance requirements.

## **ISSUE BACKGROUND**

### **Application Description**

This application is for a Zoning By-law Amendment to permit a new 6-storey (20 metres, plus 3.9 metre mechanical penthouse) mixed-use development with retail uses at grade and 52 rental residential dwelling units. The proposal includes a total residential gross floor area of 3,505.5 square metres, with 450.9 square metres of retail space located at the ground level. The overall density proposed is 4.09 times the area of the lot.

The applicant proposes to provide 26 parking spaces to serve this development. Of the total 26 spaces provided, 21 will be provided for residents of the building, 3 will be provided for visitors, 1 space will be provided for car share and 1 will be provided for retail.

Attachments 2,3,4 and 5 contain drawings of the proposed development. Attachment 7 is the Application Data Sheet

## **Site and Surrounding Area**

The site is located on the south side of Queen Street East between Larchmount Avenue and Berkshire Avenue. The site is a corner lot with frontages on Queen Street East and Larchmount Avenue. The property is generally rectangular in shape and flat, with a frontage of 32.91 metres along Queen Street East, a depth of approximately 30.49 metres, and a total lot area of 1,003.5 metres.

The property was formerly occupied by a convenience store which closed in 2018. The building is currently vacant.

The site is surrounded by the following uses:

**North:** On the north side of Queen Street East, across from the site is the terminus of Coady Avenue. A row of 3-storey mixed use brick buildings with commercial uses at grade is located to the east of Coady Avenue at 1148-1156 Queen Street East. To the east of these properties is the 0.75 hectare Leslie Grove Park, which features a ball diamond, wading pool, and children's playground. A pattern of 20-storey mixed use buildings with retail at grade continues west of Coady Avenue.

**East:** Immediately east of the site is the 5-storey non-profit Birtch Place Co-op, located at 1153 Queen Street East, which is generally built to the lot line along Queen Street East. Further east is 1161 Queen Street East, a three-storey mixed use building with commercial uses at grade and residential uses in the upper levels. A general character of 3 to 5 storey residential and mixed use buildings continues, moving further east.

**South:** To the south of the site is the existing 4.98 metre laneway, which runs east-west (parallel to Queen Street). This lane was been expanded to 6 metres east of the subject site. Further south of the lane is a low rise residential area comprising detached and semi-detached dwellings. This built form typology extends south to Eastern Avenue. Bruce Public School is located within the fabric of the low-rise neighbourhood to the south of the site.

**West:** The site abuts Larchmount Avenue to the west. The street is a local two way street with a right-of-way of 20 metres. Moving west from Larchmount is a block of low rise fine-grained mixed use buildings with commercial at grade and residential above that are typical to this segment of Queen Street East.

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

The Provincial Policy Statement (2014) (the "PPS") 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 PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

The Growth Plan for the Greater Golden Horseshoe (2017) (the "Growth Plan") 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, such as rapid transit, 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.

Like other provincial plans, the Growth Plan builds upon the policy foundation provided by the PPS 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 of Council affecting land use planning matters are required by the Planning Act, to conform to the Growth Plan.

### **Official Plan, Official Plan Policies and Planning Studies**

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

The development criteria in *Mixed Use Areas* include, but are not limited to:

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

- Providing indoor and outdoor recreation space for building residents in every significant multi-residential development.

The site is located on an *Avenue*, as shown on Map 2 – Urban Structure of the Official Plan. *Avenues* are "important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities, while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents", according to Section 2.2.3 of the Plan.

The *Avenues* will be transformed incrementally. They will change building-by-building over a number of years. The framework for new development on each *Avenue* will be established through a local *Avenue* Study, resulting in appropriate design guidelines created in consultation with the local community. This section of Queen Street East was included in the Leslieville Planning Study, which resulted in Official Plan Amendment 248 (OPA 248) and related Site and Area Specific Policy 469 and the Leslieville Urban Design Guidelines, which will be described in more detail below.

This application will be reviewed against the Official Plan policies and/or planning studies described above as well as the policies of the Toronto Official Plan as a whole.

#### Site and Area Specific Policy #469

In June 2013, City Council directed City Planning staff to initiate a study of Queen Street East between the railway crossing at Jimmie Simpson Park and Leslie Street. The culmination of this study was the adoption of OPA 248 and Site and Area Specific Policy #469 (SASP 469) by Toronto City Council in July 2014, and the adoption of new Leslieville Urban Design Guidelines (LUDG). SASP 469 is in full-force and effect.

The policies of SASP 469 are intended to guide and manage moderate, incremental development; respect and reinforce the existing mixed-use character and physical scale of Queen Street East in Leslieville; and ensure an appropriate transition between new development and existing *Neighbourhoods* north and south of Queen Street East.

New development is encouraged to accommodate the retention of existing community services and facilities in the area. As well, and in addition to the policies and development criteria for Mixed Use Areas mentioned above, new development along Queens Street East in Leslieville will:

- Respect and reinforce the existing character of the area;
- Provide a transition in scale towards existing buildings in *Neighbourhoods* through appropriate setbacks and a rear angular plane;

- Include building articulation, windows and entrances on the first 14 metres of the building façade that are generally consistent with the prevailing building characteristics;
- Include building materials that are complementary to the materials used on existing buildings on Queen Street East in Leslieville; and
- Have a ground floor height that generally matches existing commercial ground floor heights in the area to reinforce the existing horizontal articulation of building facades.

New development along Queen Street East in Leslieville will have a maximum building height of 20 metres (excluding mechanical penthouse) and will provide stepbacks above a height of 14 metres, which shall apply to the building facades on Queens Street East and any flanking streets.

The planning analysis and resulting site and area specific policy has precluded the need for a separate Avenue Study, or Avenue Segment Study, for the Leslieville area. Therefore, an Avenue Segment Study was not required to be submitted by the applicant in association with the development proposal.

Finally, the associated Leslieville Urban Design Guidelines (LUDG), discussed below, are being used as a tool to evaluate proposed development in the area and ensure that such development is consistent with the Official Plan.

### **Zoning By-laws**

The site is zoned Main Streets Commercial Residential (MCR T2.5 C1.0 R2.0) in the former City of Toronto By-law 438-86, as amended. MCR zone permits a range of non-residential and residential uses including apartment buildings, retail stores, service shops, and offices. The zoning provision permits a maximum total density of 2.5 times the area of the lot, with a maximum residential density of 2.0 times the area of the lot and a maximum non-residential density of 1.0 times the lot area. The maximum height allowable on the lot is 14.0 metres.

In May 2013, the City enacted harmonized Zoning By-law 569-2013. The subject lands are zoned Commercial Residential (CR 2.5 c1.0; r2.0). The CR zone permits a range of non-residential and residential uses and building types, including apartment buildings and townhouses, retail stores, service shops, offices, financial institutions and other uses. The zoning that applies to the subject lands is substantially the same with regard to use, density and height as Zoning By-law 438-86.

### **Leslieville Urban Design Guidelines**

Council adopted the Leslieville Urban Design Guidelines (LUDG) in July 2014. The LUDG provide part of the planning framework for redevelopment along Queen Street East in Leslieville, and are meant to be read in conjunction with the policies in the Official Plan and SASP 469. The purpose of LUDG is to implement the Official Plan policies; provide an understanding of the area's local character; explain how the

development will respect and reinforce the local character; promote an animated public realm; provide built form guidelines and identify buildings of potential heritage interest.

New development should contribute to the achievement of the development principles within the LUDG; which include, but are not limited to, the following:

- **Public realm:** Queen Street East in Leslieville should continue to be vibrant and inviting for all users. The street should provide active at-grade uses that are safe, accessible and interconnected;
- **Built form:** Buildings should contribute to the streetscape through high quality design, and appropriate transitions between buildings and surrounding area;
- **Diversity:** Queen Street East will continue to support a diverse range of compatible and integrated retail, residential, employment, institutional and open space land uses. These uses will contribute to an active, walkable street that is accessible to all users year-round;
- **Heritage and culture:** Block and lot patterns, built form and street character should be maintained and enhanced to support the future vision of Queen Street East in Leslieville. In addition, qualitative cultural heritage elements such as sense-of-place and character should be maintained and enhanced to add to the character of Leslieville; and
- **Sustainability:** Development along Queen Street East will be sustainable with regard to movement, energy use, building technology and "green" infrastructure.

Staff are using the LUDG as a tool to evaluate the proposed development application and to ensure that the proposed development is consistent with the Official Plan.

### **Site Plan Control**

The property is subject to Site Plan Control. An application for Site Plan approval has been submitted (File No 18 149431 STE 30 SA) and is being reviewed concurrently with this application.

### **Reasons for the Application**

The proposal requires an amendment to the zoning by-law for an increase in building height, density, reduction in provision of parking and other development standards that will require site specific zoning provisions.



## **COMMENTS**

### **Application Submission**

A complete application was submitted on May 22<sup>nd</sup>, 2018.

The following reports/studies have been submitted with the application:

- Planning Rationale
- Toronto Green Standards Checklist
- Noise Impact Study
- Vibration Study
- Archaeological Assessment
- Stormwater Management Report
- Transportation Impact Study
- Servicing Report
- Geotechnical Study
- Arborist/Tree Preservation Report and/or declaration
- Application Form
- Mechanical Systems Outline
- Servicing Groundwater Review Summary
- Hydrogeological Review Summary
- Hydrogeological Investigation
- Survey Plans
- Architectural Plans
- Civil and Utilities Plans
- Landscape and Lighting Plans
- Project Data Cover Sheet
- Cover Letter
- Draft Zoning By-law Amendment 569-2013
- Energy Efficiency Report
- Fee Schedules
- Application Checklist
- Community Consultation Strategy Report

### **Community Consultation**

The applicant submitted a Public Consultation Strategy Report as a part of the complete application submission requirements. This report suggests strategies to complement statutory meetings set out in the Planning Act, including a community consultation meeting that uses theme-based breakout tables to collect comments from the public.

Community consultation helps to inform Council in respect of the exercise of its authority to make a decision with regard to the planning application. This report seeks Community Council's direction on the community consultation process.

## **ISSUES TO BE RESOLVED**

The following issues have been identified based on a preliminary review of the application and will require further examination:

### **Built Form Impacts:**

- The suitability of the proposed massing, setback and transition impact of the application based on OPA 248, SASP 469 and the Leslieville Urban Design Guidelines (LUDG);
- Conformity with the rear angular plane requirement for shallow lots set out in the LUDG;
- Upper level stepbacks above 14 metres as they relate to the streetwall on Larchmount Avenue to the west as well as the property line to the east. The application does not fully meet upper level stepback requirements for corner lots set out in the LUDG;
- Appropriateness of the proposed cantilever of the second floor over the ground level along the Queen Street frontage;
- Provision and design of indoor and outdoor amenity space; and
- Streetscaping and public realm considerations.

### **Housing:**

- Opportunities to provide housing options suitable for a broad range of households, including families with children as set out in the Growing Up: Planning for Children in Vertical Communities Draft Urban Design Guidelines. The application does not currently provide the recommended 25% of units as large units defined by the Growing Up: Planning for Children in Vertical Communities Draft Urban Design Guidelines.

### **Other Matters:**

- Appropriateness of the proposed servicing, loading and garbage storage, including the proposed Type C loading area;
- Provision of a lane widening as set out in the Official Plan; and
- Adequacy of the proposed vehicular parking supply.

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, agenda comments and the community consultation process.

## **CONTACT**

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Colin.wolfe@toronto.ca

## **SIGNATURE**

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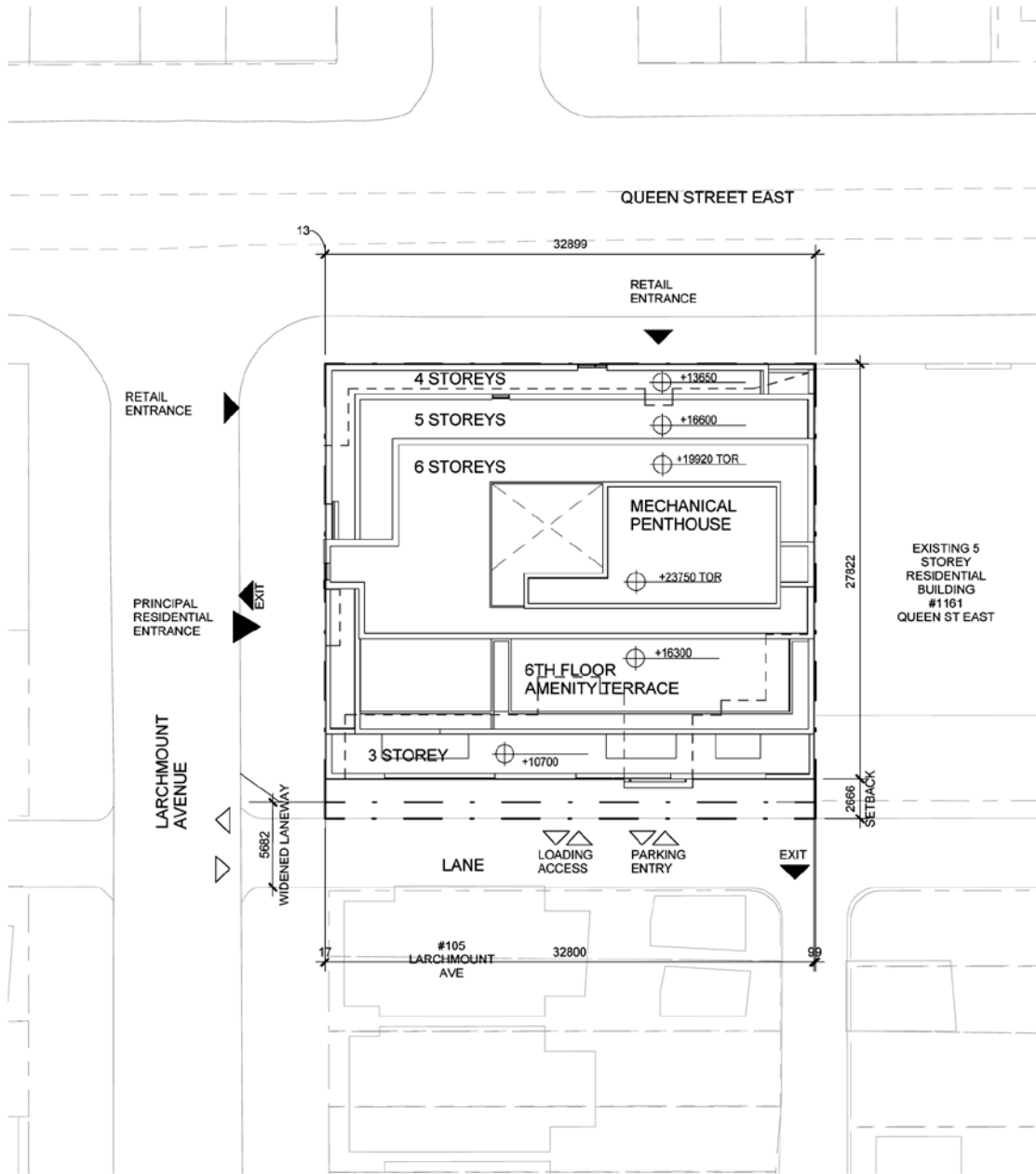
Lynda H. Macdonald  
Acting Director, Community Planning  
Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: 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



## Site Plan

1151 Queen Street East

Applicant's Submitted Drawing

Not to Scale   
05/31/2018

File # 18 149422 STE 30 OZ

## Attachment 2: North Elevation



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### North Elevation

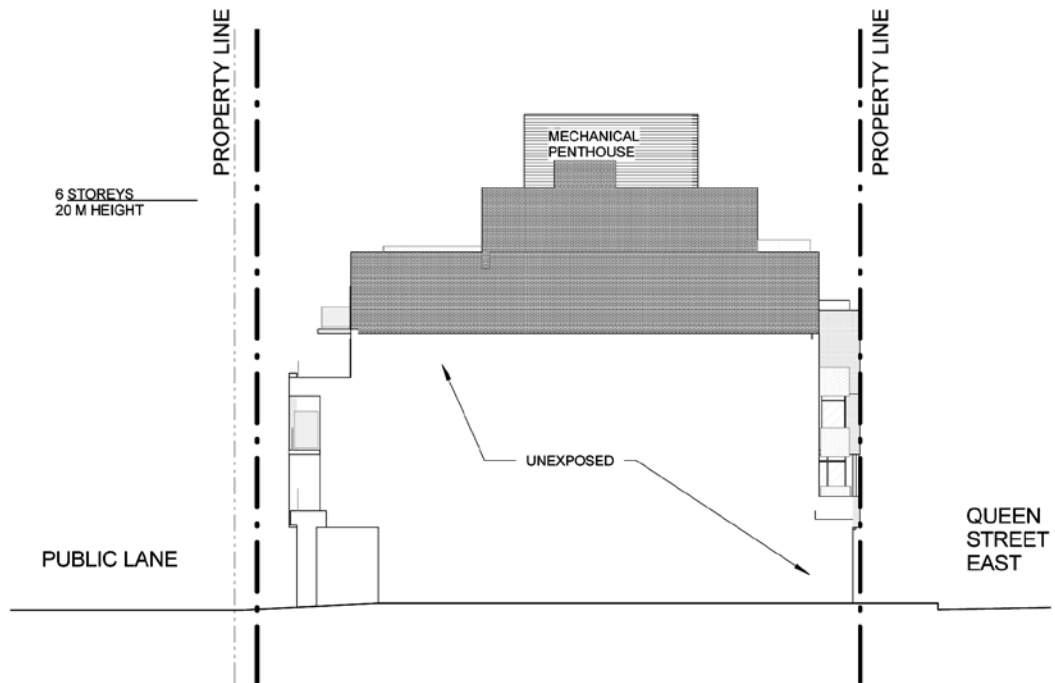
1151 Queen Street East

Applicant's Submitted Drawing

Not to Scale  
05/31/2018

File # 18 149422 STE 30 OZ

### Attachment 3: East Elevation



**East Elevation**

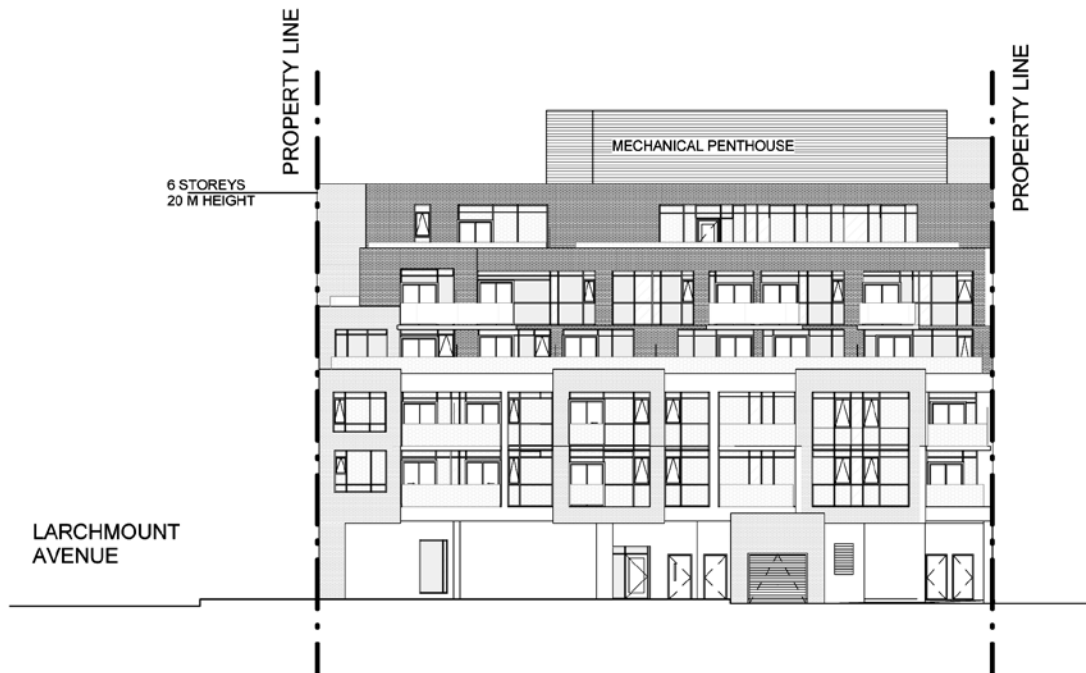
**1151 Queen Street East**

Applicant's Submitted Drawing

Not to Scale  
05/31/2018

File # 18 149422 STE 30 OZ

## Attachment 4: South Elevation



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**South Elevation**

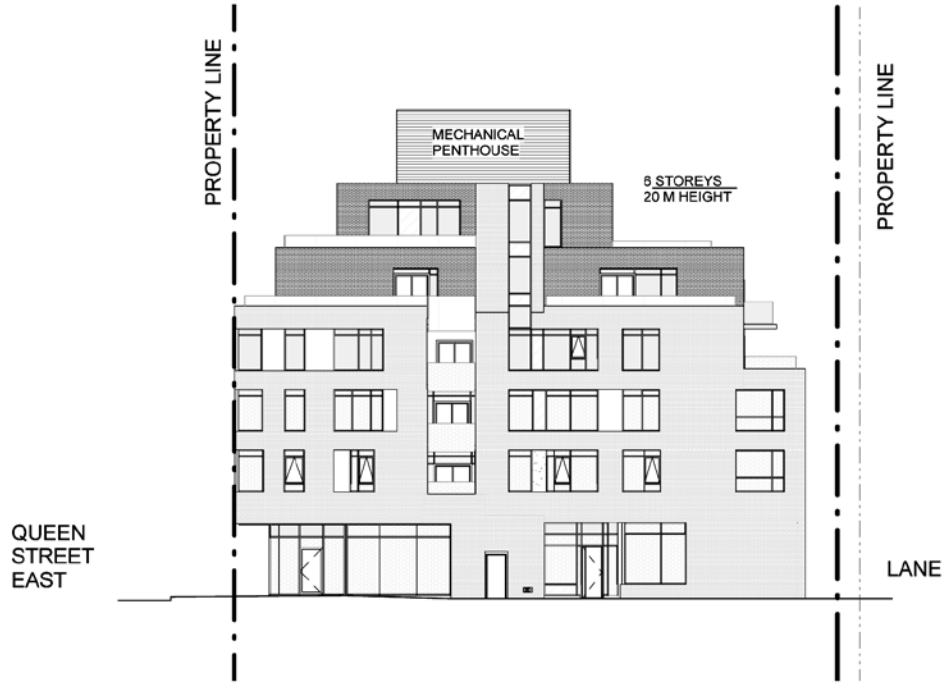
**1151 Queen Street East**

Applicant's Submitted Drawing

Not to Scale  
05/31/2018

File # 18 149422 STE 30 OZ

**Attachment 5: West Elevation**



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**West Elevation**

**1151 Queen Street East**

Applicant's Submitted Drawing

Not to Scale  
05/31/2018

File # 18 149422 STE 30 OZ



## Attachment 6: Zoning



**Zoning By-law 569-2013**

**1151 Queen Street East**

**File # 18 149422 STE 30 OZ**

Location of Application

R Residential    CR Commercial Residential  
 OR Open Space Recreation

See Former City of Toronto By-Law No. 438-86

R2 Residential District  
 R3 Residential District  
 MCR Mixed-Use District

Not to Scale  
 Extracted: 05/24/2018

## Attachment 7: Application Data Sheet

**Municipal Address:** 1151 QUEEN ST E      **Date Received:** April 26, 2018

**Application Number:** 18 149422 STE 30 OZ

**Application Type:** Rezoning

**Project Description:** Zoning By-law Amendment to facilitate redevelopment of the site with a 6-storey (21 metres) mixed-use building containing 52 rental dwelling units with approximately 451.0 square metres of retail at grade and 3,506 square metres of residential gross floor area.

<b>Applicant</b>	<b>Agent</b>	<b>Architect</b>	<b>Owner</b>
Hullmark Ltd 621 Queen St W Toronto ON M5V 2B7	Bousfeilds Inc. 3 Church St, suite 200 Toronto ON M5E 1M2	Superkul Inc. 101-35 Golden Ave Toronto ON M6R 2J5	Hullmark Ltd 621 Queen St W Toronto ON M5V 2B7

### EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	OPA 469
Zoning:	CR 2.5 (c1.0; r2.0) SS2 (x2224)	Heritage Designation:	N/A
Height Limit (m):	14	Site Plan Control Area:	Yes

### PROJECT INFORMATION

Site Area (sq m): 967                      Frontage (m): 33                      Depth (m): 30

<b>Building Data</b>	<b>Existing</b>	<b>Retained</b>	<b>Proposed</b>	<b>Total</b>
Ground Floor Area (sq m):			511	<b>511</b>
Residential GFA (sq m):			3,506	<b>3,506</b>
Non-Residential GFA (sq m):			451	<b>451</b>
<b>Total GFA (sq m):</b>			<b>3,957</b>	<b>3,957</b>
Height - Storeys:			6	<b>6</b>
Height - Metres:			21	<b>21</b>
Lot Coverage Ratio (%):	52.86	Floor Space Index:	4.09	

<b>Floor Area Breakdown</b>	<b>Above Grade (sq m)</b>	<b>Below Grade (sq m)</b>
Residential GFA:	3,506	
Retail GFA:	451	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

<b>Residential Units by Tenure</b>	<b>Existing</b>	<b>Retained</b>	<b>Proposed</b>	<b>Total</b>
Rental:			52	52
Freehold:				
Condominium:				
Other:				
<b>Total Units:</b>			<b>52</b>	<b>52</b>

#### **Total Residential Units by Size**

	<b>Rooms</b>	<b>Bachelor</b>	<b>1 Bedroom</b>	<b>2 Bedroom</b>	<b>3+ Bedroom</b>
Retained:					
Proposed:			40	12	
<b>Total Units:</b>	<b>52</b>		<b>40</b>	<b>12</b>	

#### **Parking and Loading**

Parking Spaces: 26      Bicycle Parking Spaces: 52      Loading Docks: 1

#### **CONTACT:**

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