

1521 Queen Street West – Zoning By-law Amendment Application – Preliminary Report

Date: February 20, 2020

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District
Ward 4 - Parkdale-High Park

Planning Application Number: 19 247355 STE 04 OZ

Notice of Complete Application Issued: December 6, 2019

Current Use(s) on Site: Two-storey mixed-used building with four commercial units at grade and forty hotel units on the second floor. A one-storey garage structure is also located on the south central portion of the site.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 1521 Queen Street West for an eight-storey mixed-use building. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 1521 Queen Street West together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

City Planning confirms that there are no financial implications resulting from the recommendations included in the report in the current budget year or in future years.

DECISION HISTORY

Pre-Application Consultation

Three pre-application meetings with the applicant were held on April 4, 2019, May 8, 2019 and June 6, 2019 to identify key issues with the proposal. Matters discussed during these meetings included:

- The direction regarding the appropriate built form of future development based on the ongoing West Queen West Planning and Heritage Conservation District Study.
- Official Plan designation and zoning for the site and surrounding area.
- Potential application requirements, including Community Services and Facilities Report and wind study for buildings with heights more than 20 metres.
- Adjacency to the Heritage Listed Church to the east of the property.

A pre-application community consultation meeting, led by the applicant, was held on July 15, 2019 at the Parkdale-Activity Recreation Centre. The purpose of this meeting was to share information on the project, including artist renderings and project details with local residents to review and offer opportunities for oral and written feedback on the proposal. Issues raised at this meeting included:

- Replacement of affordable rental units in the property.
- Evictions of previous tenants living in the building.
- Height and built form of the proposal.

ISSUE BACKGROUND

Application Description

This application applies to the entirety of the site located at 1521 Queen Street West, which is currently occupied by a two-storey mixed-used building with four commercial units at grade and 40 hotel units on the second floor. A one-storey garage structure is also located on the south central portion of the site.

The applicant proposes to amend the Zoning By-law to permit a new eight-storey mixed-use building with an overall height of 30.9 metres, including the mechanical penthouse, on the site. The building would include 78 new residential units and 300 square metres of retail space on the ground floor. The total gross floor area of the proposed building is 5,923 square metres.

With the exception of three car-share spaces, no vehicle parking is proposed. A total of 84 bicycle parking spaces are proposed. A loading area is also proposed at the rear of the property that includes a Type "G" loading space and a staging area.

The table below provides some key statistics regarding the application:

<i>Category</i>	<i>Site Statistics</i>
Proposed Residential GFA	5,622.92 m ²
Proposed Non-Residential GFA	300.42 m ²
Total GFA	5,923.34 m ²
Floor Space Index (FSI)	4.80
Number of Stories (metered height, including mechanical)	8 storeys (30.9 m)
Total Residential Units	78
Studio (%)	7 (8.97%)
One-Bedroom (%)	40 (51.28%)
Two-Bedroom (%)	26 (33.33%)
Three-Bedroom (%)	5 (6.41%)

Detailed project information is found on the City's Application Information Centre at: <https://aic.to/1521QueenStW>

See Attachments 1 and 2 of this report, for a three-dimensional representation of the project in context, Attachment 3 for the location map, Attachment 4 for the proposed site plan drawing, Attachments 5-8 for building elevations, Attachment 9 for the Official Plan map and Attachment 10 for the application data sheet.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan (2019)") came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2019) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others. Policies not expressly linked to an MCR can be applied as part of the review process for development applications, in advance of the next MCR.

These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- 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.

The Growth Plan (2019) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act, all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The Planning Act of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application.

The subject site is designated as Mixed Use Areas on Map 18 of the Official Plan, as shown on Attachment 9 of this report. The application is also located within the boundary of the West Queen West & Parkdale Main Street Planning and Heritage Conservation District Study. This study will result in the establishment of the West Queen West Heritage Conservation District Plan (HCD), and a Site and Area Specific Policy (SASP) for the area.

Toronto Official Plan policies may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

Zoning By-laws

The property is currently zoned Commercial-Residential by former City of Toronto By-law 438-86 with a maximum height limit of 14 metres. The property is also zoned Commercial-Residential by City-Wide Zoning By-law 569-2013 and also has a maximum height limit of 14 metres. The Commercial-Residential zoning classification permits a broad range of commercial and residential uses.

The City's Zoning By-law 569-2013 may be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

Design Guidelines

The City's Mid-Rise Building Performance Standards and Addendum and Growing Up Design Guidelines will be used in the evaluation of this application. The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

COMMENTS

Reasons for the Application

An amendment to former City of Toronto Zoning By-law 438-86 and City of Toronto Zoning By-law 569-2013 is required to create appropriate performance standards to facilitate the development, including, but not limited to: maximum permitted height, density, setbacks, amenity space and parking.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary planning issues have been identified.

Provincial Policies and Plans Consistency/Conformity

Section 2 of the Planning Act requires municipalities to have regard for matters of provincial interest, including the adequate provision of a full range of housing, including affordable housing, the appropriate location of growth and development, and the promotion of a built form that is well designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive, and vibrant.

The Growth Plan (2019) establishes minimum density targets within strategic growth 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.

The application proposes residential and commercial uses within a built up Mixed Use designated area of the city. The proposed tenure of both the residential and non-residential units is rental.

Official Plan Conformity

Staff will continue to evaluate this application to determine its conformity with the Official Plan.

Built Form, Planned and Built Context

The surrounding built form context is predominantly low-scale, made up of two and three-storey mixed-use buildings along the north and south sides of Queen Street West and two and three-storey homes to the southeast and southwest in the residential neighbourhoods along Wilson Park Road and Beaty Avenue.

The height, massing and design of the proposal in its current form is not appropriate for the site. Staff will continue to evaluate the application to move towards a more appropriate height and massing including the following:

- Conformity with the criteria found within the Mid-Rise Building Performance Standards.
- Consistency with the criteria identified through the ongoing West Queen West Planning Study.
- The proposals relationship with the surrounding low-scaled mixed-use buildings to ensure an appropriate scale of development that fits within the context of the area.
- Mitigating any potential negative impacts by adequately transitioning to the residential properties to the south.
- The relationship of the proposed height of the building with the right-of-way width of Queen Street West.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The applicant proposes to maintain one existing tree on the neighbouring property, 81 Wilson Park Road. An Arborist Report was submitted with the application and is currently under review by City staff.

Housing

The application is proposing 72 rental tenure units and commercial units at grade. The application proposes 26 (33%) two-bedroom units, 5 (6%) three-bedroom units, and

47 (41%) bachelor and one-bedroom units. Staff will continue to review the application in order to achieve greater conformity with the Growing Up Guidelines, Official Plan housing policies, and the Growth Plan's growth management and housing policies to accommodate within new development a broad range of households, including families with children.

A Housing Issues Report is required for Zoning By-law Amendment applications that seek to demolish existing rental properties, intensify existing rental sites, convert existing rental housing to condominiums or that propose residential development in excess of five hectares. A Housing Issues Letter was submitted as part of the application. Staff are reviewing information relating to the use of the property and have requested that the Applicant provide additional information in order to assess the applicability of relevant policies and by-laws.

Heritage Impact & Conservation

The property is identified within the West Queen West HCD Study as being "under study". As a consequence of the current application, this application has been reviewed and the heritage value of this property has been considered in that context. Based on this evaluation, staff are not recommending that it be included on the City's Heritage Register.

The property is adjacent to The Church of Our Lady of Lebanon, formerly known as The Church of the Epiphany, located at 1515 Queen Street West. This is a heritage listed property that was built in 1910-11 and is an example of Collegiate Gothic architecture. Furthermore, the three-storey apartment building at 85-87 Wilson Park Road to the west of the site, has also been identified as a potential heritage property.

A Heritage Impact Assessment was submitted as part of the application and is currently under review by staff.

Infrastructure/Servicing Capacity

As part of the review process, the Zoning By-law Amendment application has been circulated to Engineering and Construction Services for comment. Detailed information regarding stormwater and sewer analysis has been requested. Additional information regarding parking, emergency vehicle access, driveway dimensions and loading for waste management has also been requested. Revisions to the submitted plans have been requested by Transportation Services and Development Engineering.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement.

- City Planning is reviewing the TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures. City Planning Staff will encourage the applicant to pursue Tier 2 performance measures throughout the review process.

Other Matters

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

CONTACT

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SIGNATURE

Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA,
Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context - Northwest View

Attachment 2: 3D Model of Proposal in Context - Southeast View

Attachment 3: Location Map

Attachment 4: Site Plan

Attachment 5: North Elevation

Attachment 6: East Elevation

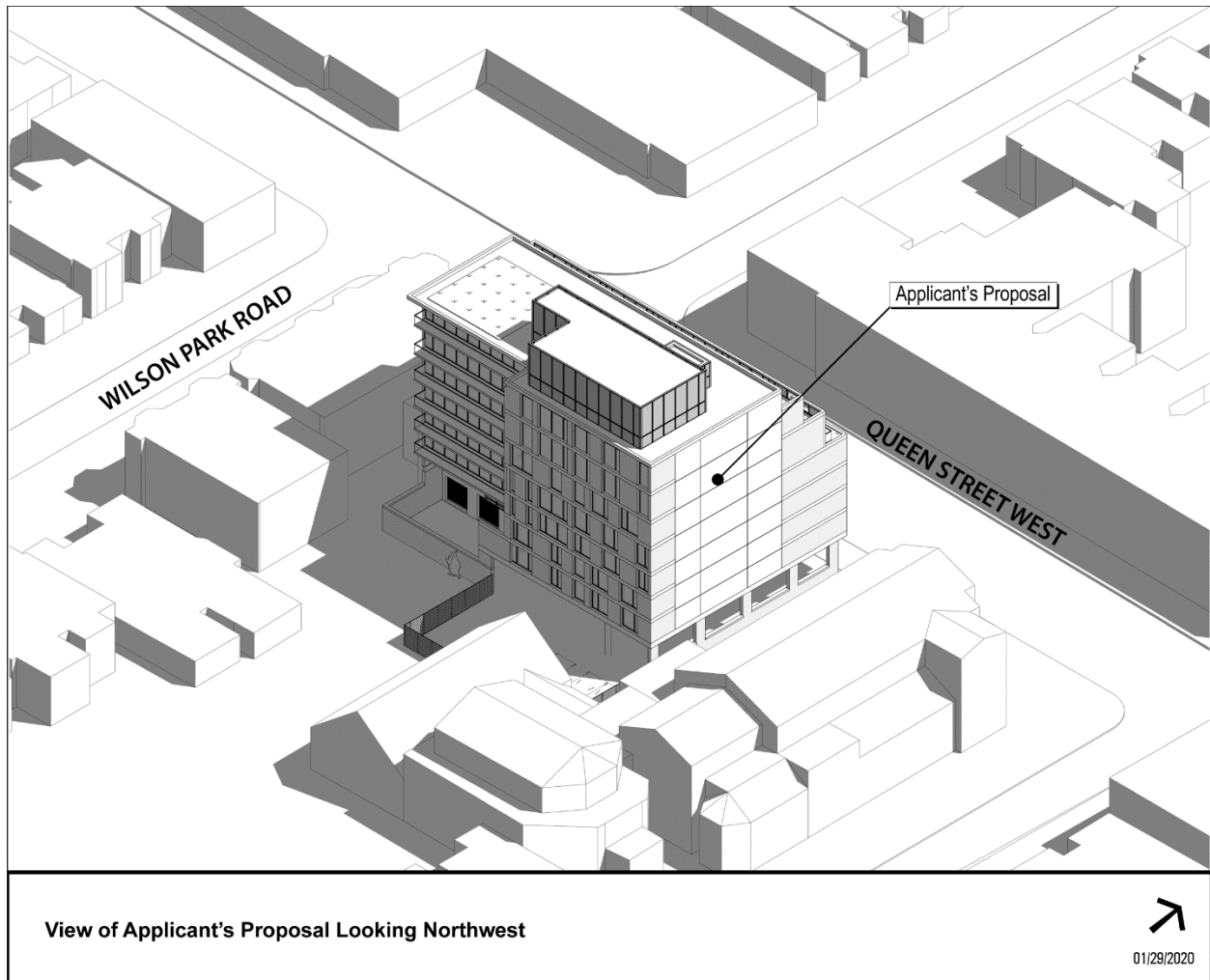
Attachment 7: South Elevation

Attachment 8: West Elevation

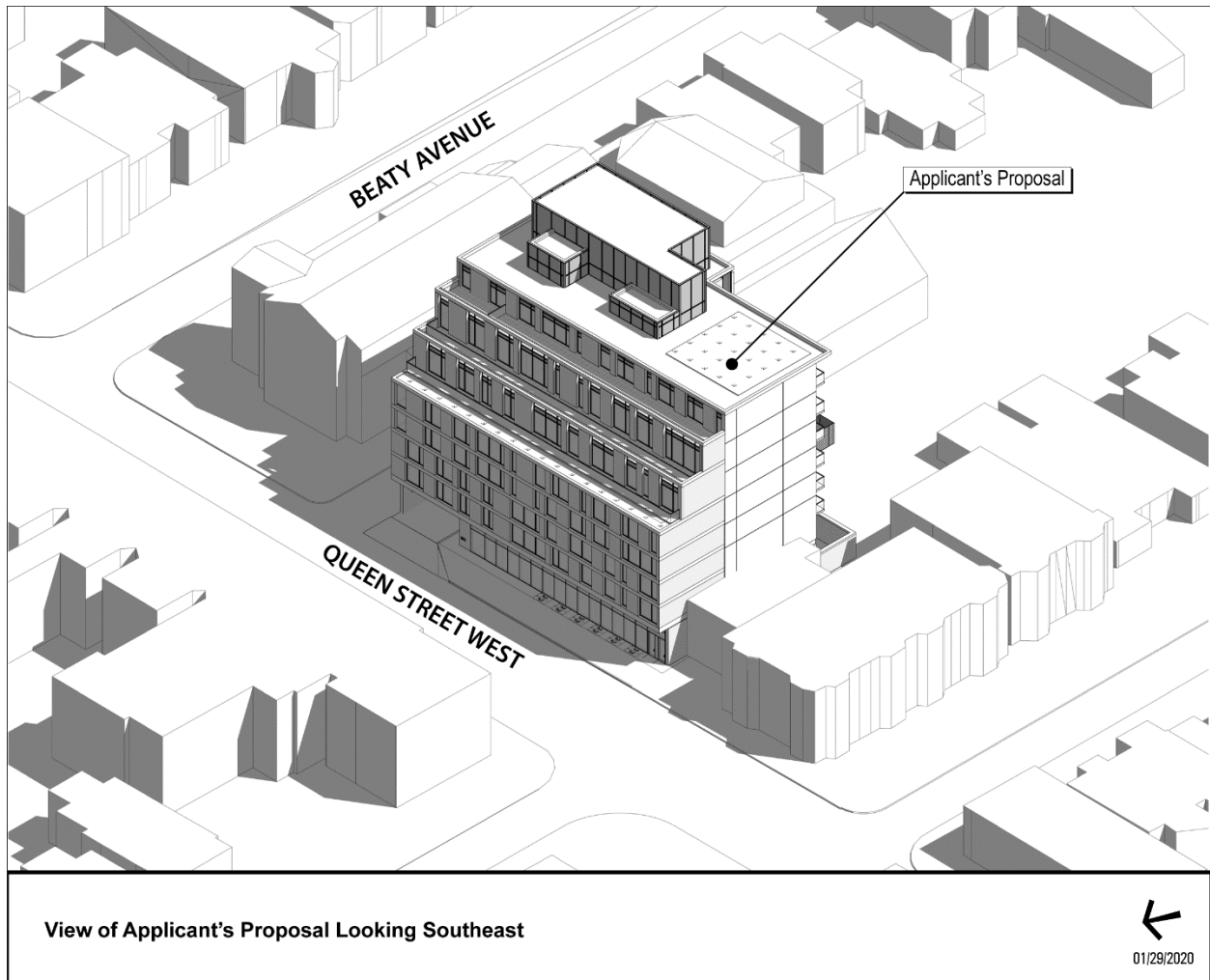
Attachment 9: Official Plan Map

Attachment 10: Application Data Sheet

Attachment 1: 3D Model of Proposal in Context - Northwest View

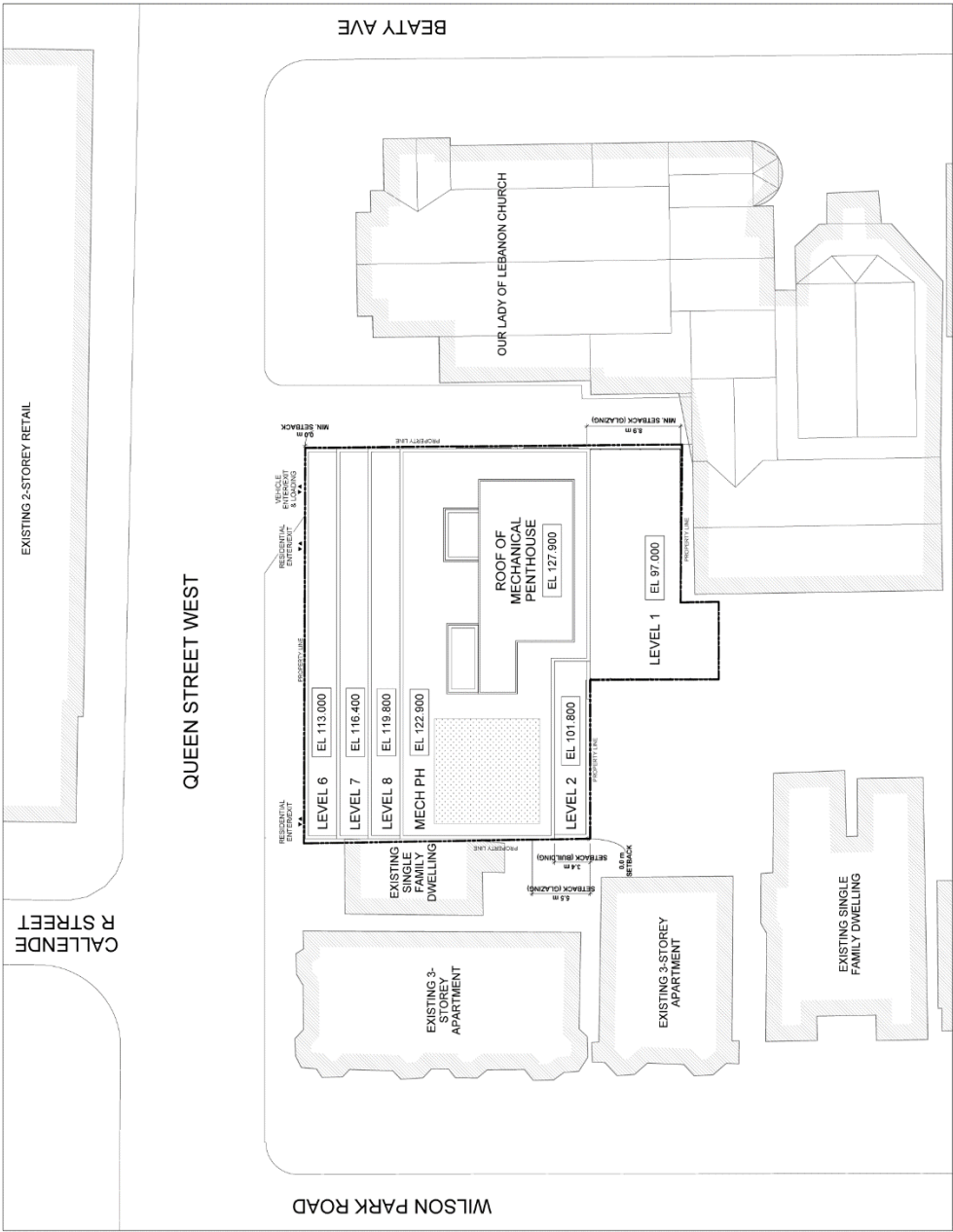


Attachment 2: 3D Model of Proposal in Context - Southeast View



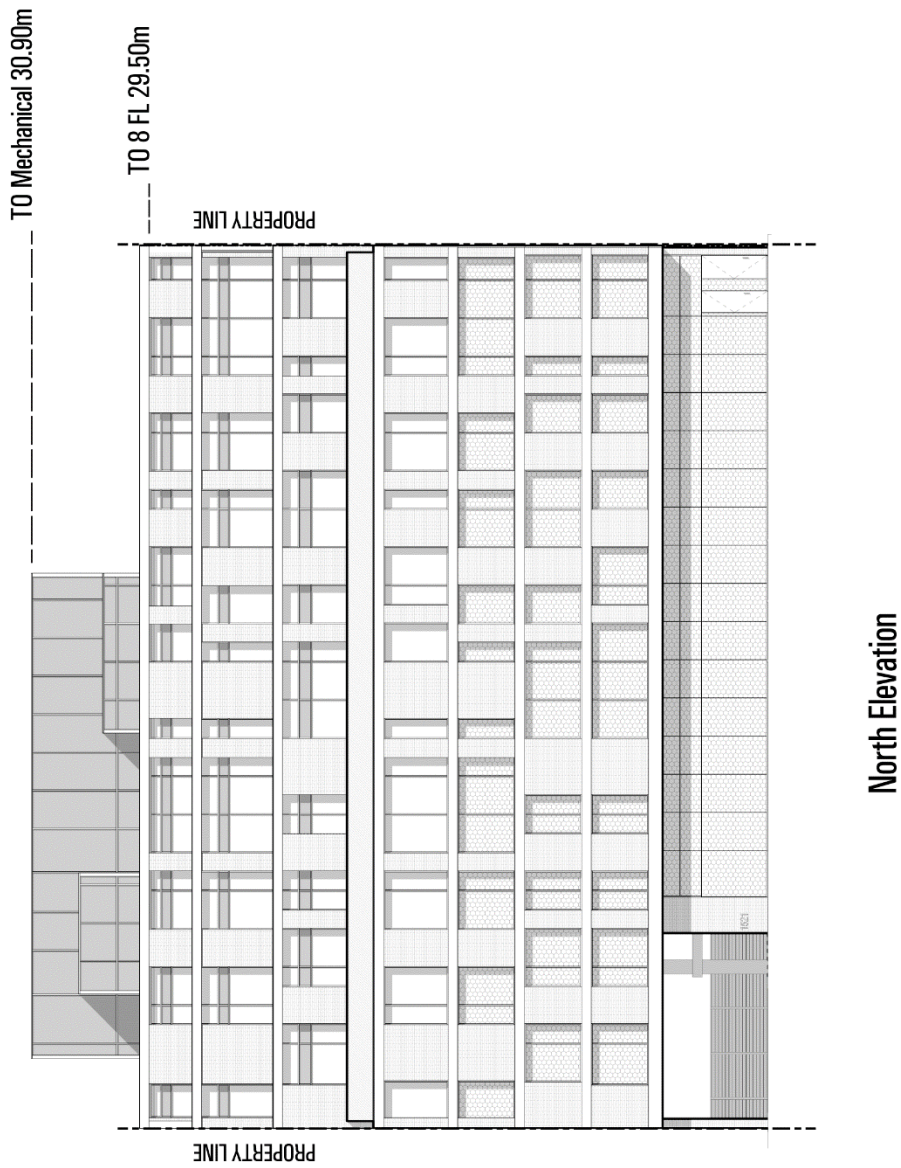
Attachment 3: Location Map



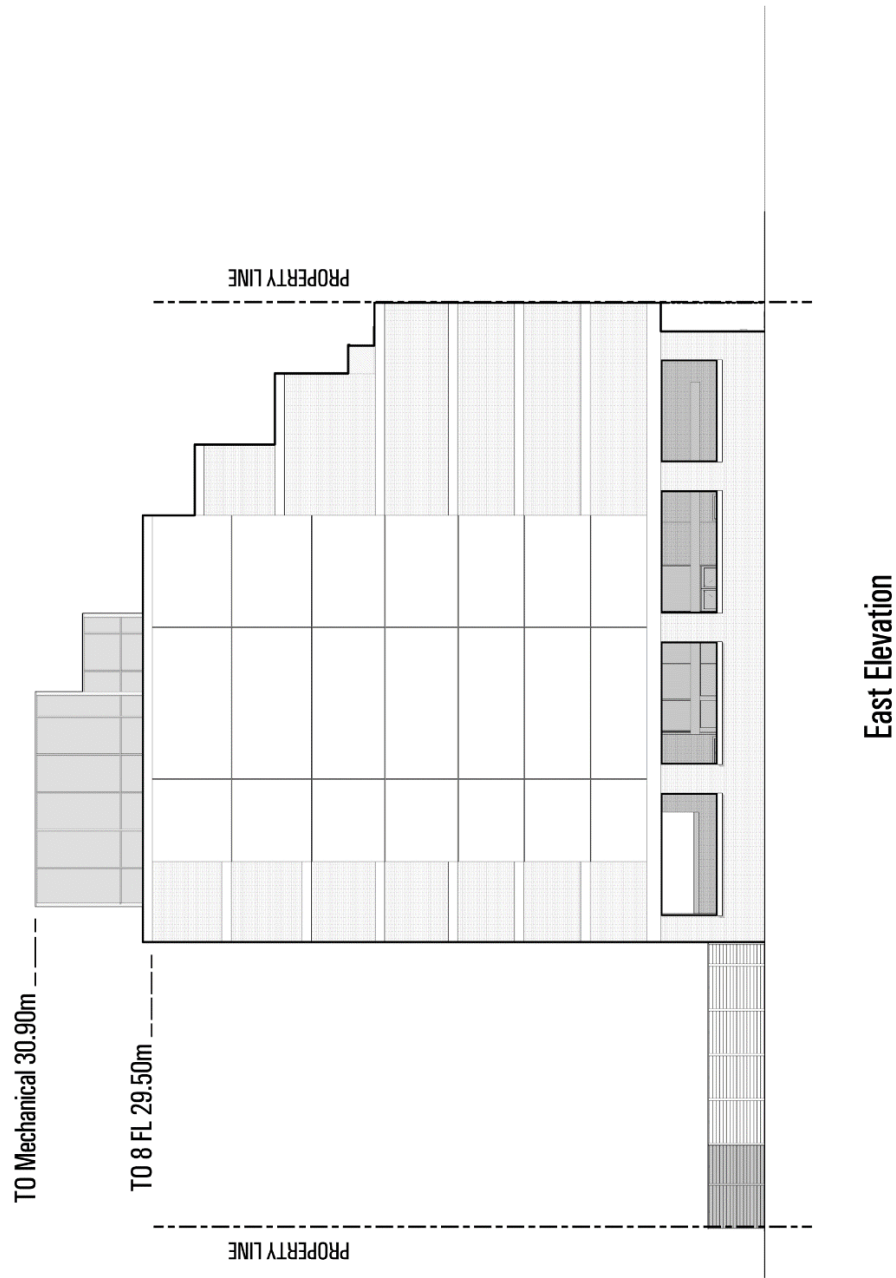


Site Plan

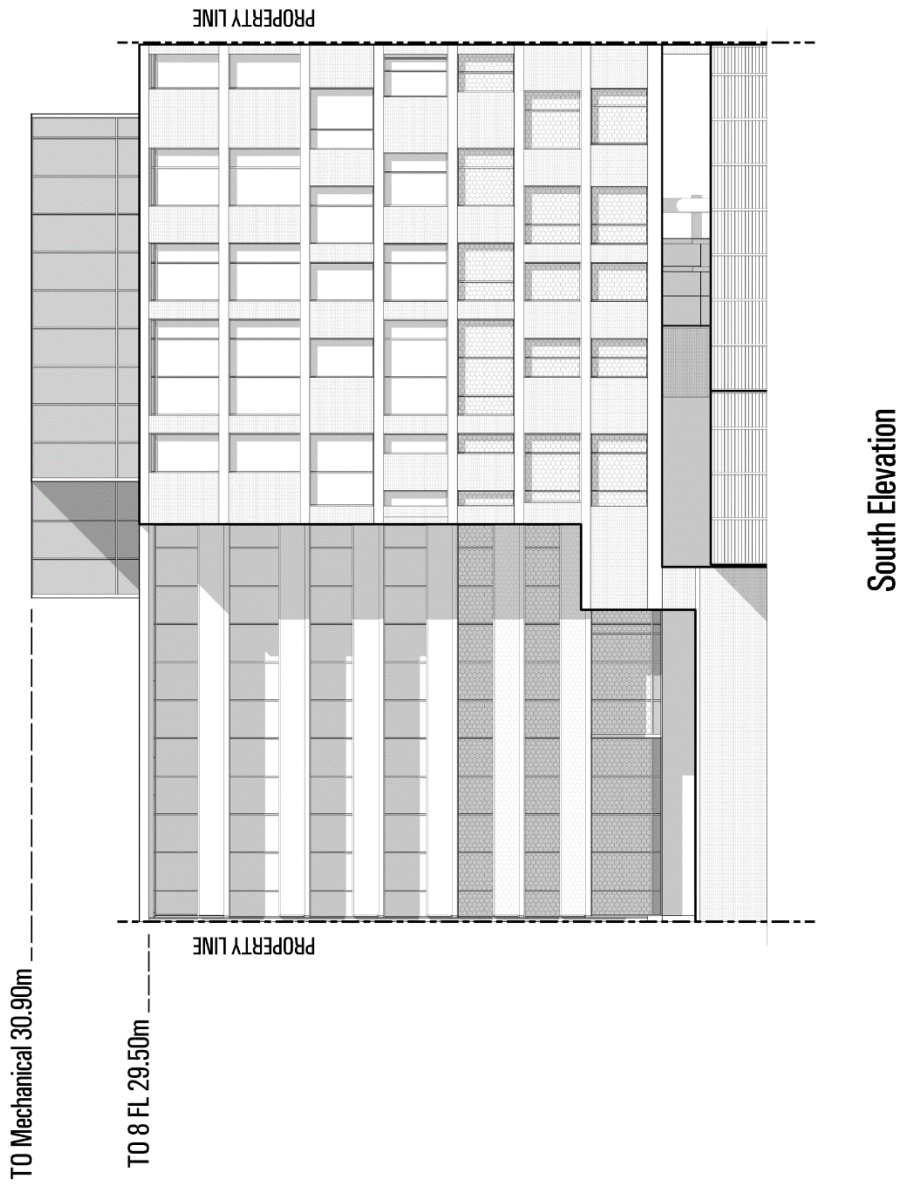
Attachment 5: North Elevation



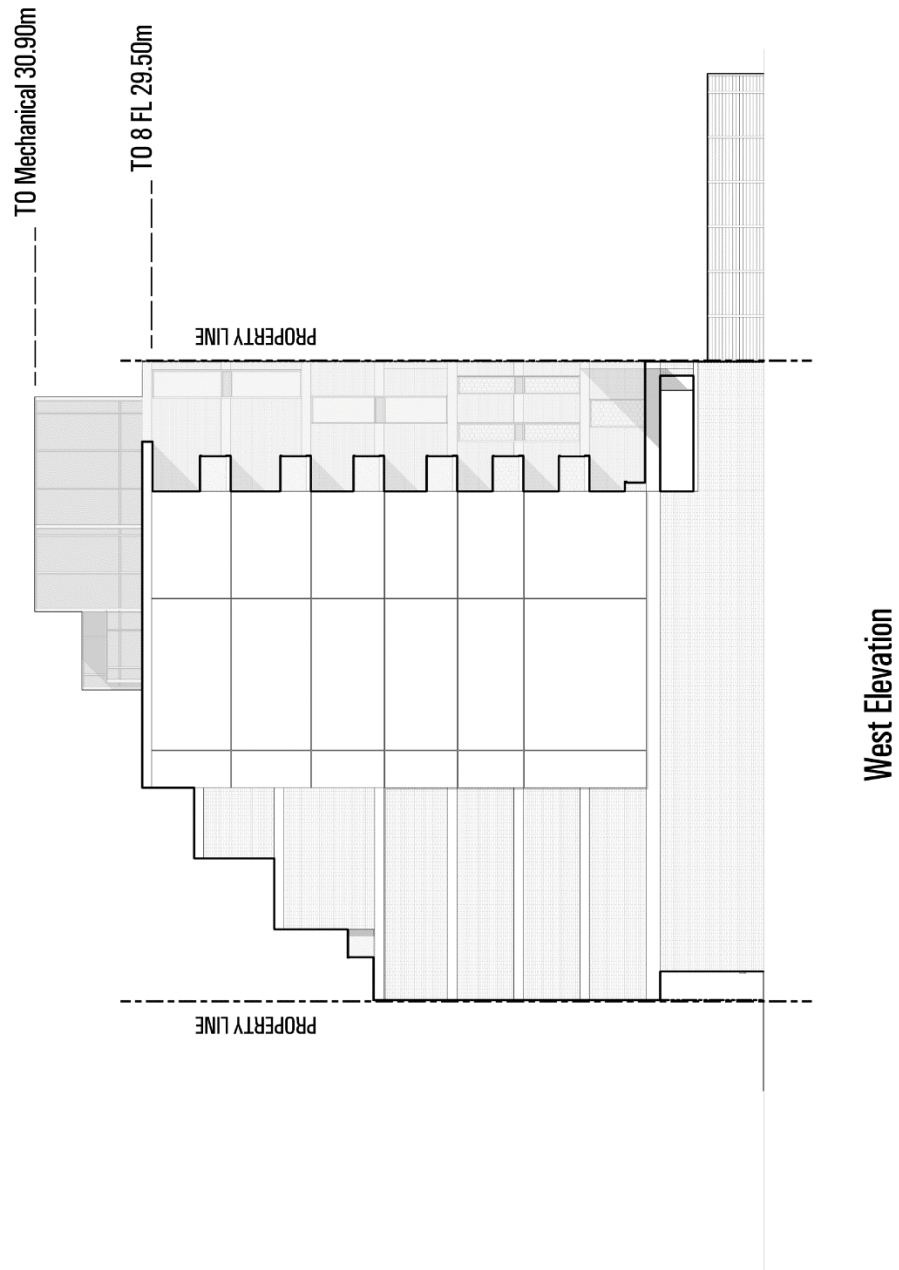
Attachment 6: East Elevation



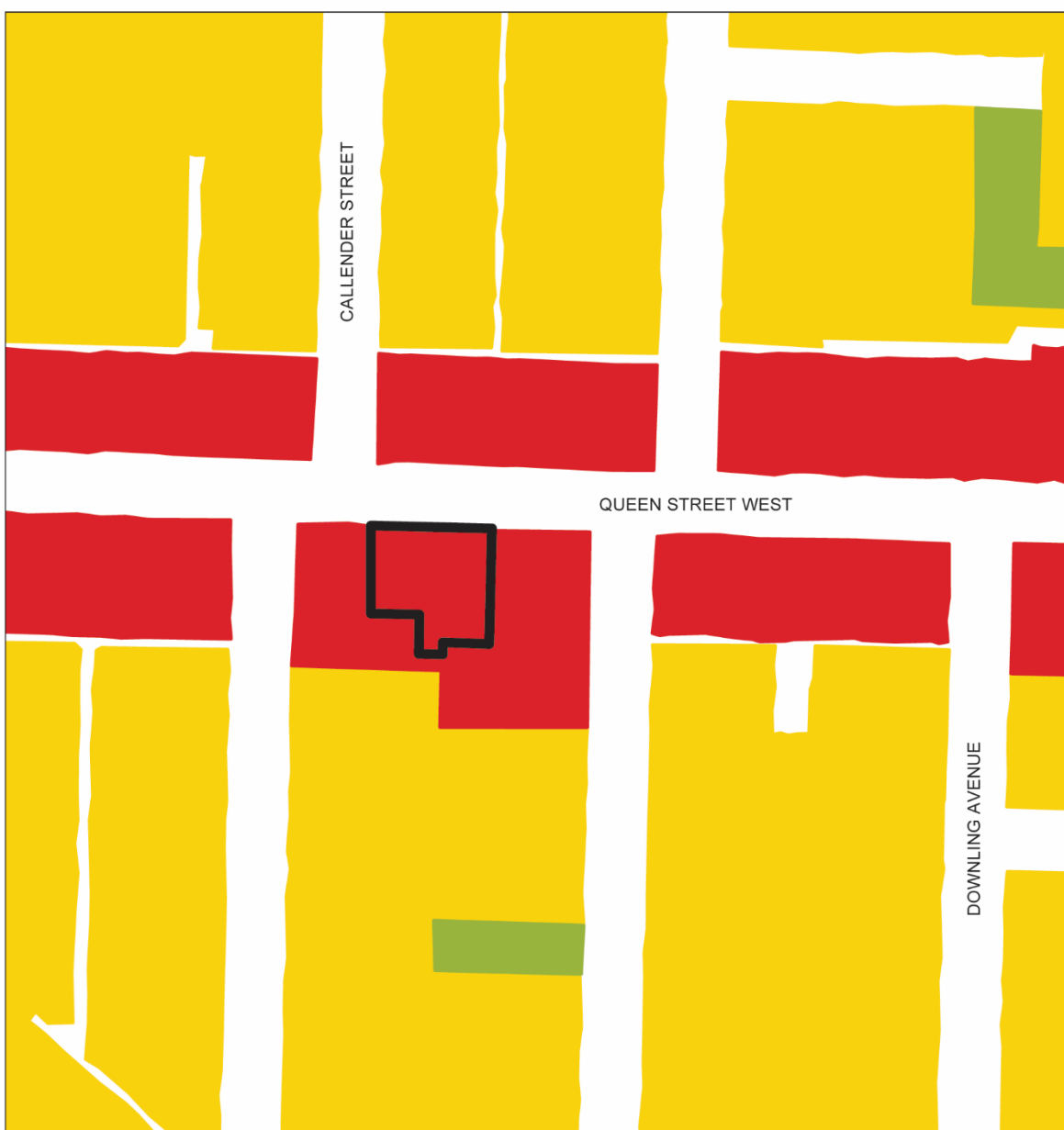
Attachment 7: South Elevation



Attachment 8: West Elevation








Attachment 9: Official Plan Map



1521 Queen Street West

Official Plan Land Use Map #18

File # 19 247355 STE 04 02

	Location of Application		Parks & Open Space Areas
	Neighbourhoods		Parks
	Mixed Use Areas		

↑
Not to Scale
01/24/2020

Attachment 10: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 1521 Queen Street West Date Received: November 8, 2019

Application Number: 19 247355 STE 04 OZ

Application Type: Rezoning

Project Description: Zoning By-law Amendment to facilitate redevelopment of the site with an 8-storey mixed-use building including 78 residential units (5,622.92 square metres of residential gross floor area) and retail uses at grade (300.42 square metres). 3 car share spaces are proposed.

Applicant	Architect	Owner
BSAR (QUEEN) LTD.	Core Architects Inc.	BSAR (QUEEN) LTD.

EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	N/A
Zoning:	MCR2.5 (C1.0 R2.0)	Heritage Designation:	N/A
Height Limit (m):	14	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m):	1,235	Frontage (m):	38	Depth (m):	39
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Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	633		511	511
Residential GFA (sq m):			5,623	5,623
Non-Residential GFA (sq m):	1,263		300	300
Total GFA (sq m):	1,263		5,923	5,923
Height - Storeys:	8		8	8
Height - Metres:	30.9		26	26

Lot Coverage Ratio (%):	41.39	Floor Space Index:	4.8
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	5,623	
Retail GFA:	300	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			78	78
Freehold:				
Condominium:				
Other:				
Total Units:			78	78

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:	7	40	26	5	
Total Units:	7	40	26	5	

Parking and Loading

Parking Spaces:	3	Bicycle Parking Spaces:	84	Loading Docks:	1
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