

STAFF REPORT ACTION REQUIRED

875 and 887 Queen St E – Official Plan Amendment, Zoning Amendment Applications - Preliminary Report

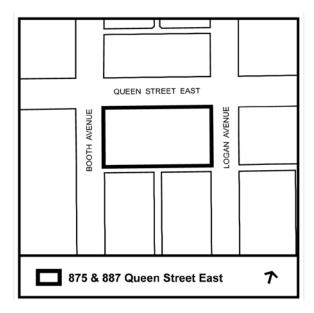
Date:	April 2, 2015			
To:	Toronto and East York Community Council			
From:	Director, Community Planning, Toronto and East York District			
Wards:	Ward 30 – Toronto-Danforth			
Reference Number:	15-118233 STE 30 OZ			

SUMMARY

875 Queen Lofts Inc. proposes to demolish the existing buildings at 875 and 887 Queen Street East (WoodGreen Church - St. Matthew's Cathedral and Woodgreen Discount Drugs, respectively), and to develop the site with a 7-storey mixed-used building with a total of 118 residential condominium units, and 1,567 m² of commercial area along Queen Street East. The Red Door Shelter use existing on the site will be retained and incorporated into the development in a 3-storey component at the southwest corner of the site.

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

A Community Consultation meeting is anticipated to be held in the spring of 2015. The final report is targeted for the final quarter of 2015. The target date assumes that the applicant will provide all required information in a timely manner.



RECOMMENDATIONS

The City Planning Division recommends that:

- 1. Staff be directed to schedule a community consultation meeting for the lands at 875 and 887 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.

DECISION HISTORY

On June 10, 2014, City Council adopted the following three recommendations related to the Red Door Shelter:

- 1. City Council support the Red Door Shelter in its efforts should it seek to establish its new home within any development of the property, relocate to a new property on Queen Street East, or undertake to establish a title claim to the property;
- 2. City Council direct the City Manager and the Deputy City Managers to explore all mechanisms, including financial options, which can be used to maintain the continuity of the services provided by the Red Door Shelter on Queen Street East; and
- 3. City Council direct the City Manager to assist the Red Door Shelter in finding a temporary location should the redevelopment include the shelter at 875 Queen Street East.

The three recommendations above were the outcome of concerns that the Red Door Shelter space would be lost as a result of the sale of the WoodGreen United Church, where the Red Door Shelter currently occupies space.

A report dated June 23, 2014 from the Director, Urban Design, City Planning Division - Intention to Designate under Part IV, Section 29 of the Ontario Heritage Act - 875 Queen Street East (WoodGreen United Church and Neighbourhood House), recommended that City Council state its intention to designate the property at 875 Queen Street East (WoodGreen United Church and Neighbourhood House) under Part IV, Section 29 of the Ontario Heritage Act. On August 12, 2014, Toronto and East York Community Council adopted a motion to defer Item TE34.48 - Intention to Designate under Part IV, Section

29 of the Ontario Heritage Act - 875 Queen Street East (WoodGreen United Church and Neighbourhood House), until such time as issues related to the Red Door Shelter are concluded.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant on January 20, 2015 to discuss complete application submission requirements. City Planning staff identified several issues during the pre-application consultation meeting as follows:

- the need for a fulsome assessment of the heritage value of the existing buildings on site:
- the total height of the proposed building;
- the lack of a full 4.8 metre sidewalk on Queen Street East;
- the rear transition to the lands designated *Neighbourhood*;
- the reduced amenity space than is required by the zoning by-law; and
- the importance to maintain a fine-grain retail along Queen Street East.

The owner submitted the same proposal that was reviewed at the pre-application consultation meeting.

ISSUE BACKGROUND

Proposal

The Owner proposes to demolish the existing buildings at 875 and 887 Queen Street East (WoodGreen Church - St. Matthew's Cathedral and Woodgreen Discount Drugs, respectively), and to develop the subject lands with a 7-storey mixed-used building with a total of 118 residential condominium units, and 1,567 m² of commercial area along Queen Street East. There is a partial 8th storey in the form of a turret/architectural corner element, which includes the second storey of two 7th floor residential units, at the northeast corner of the building.

A new shelter space will occupy a separately designed, 3-storey component fronting on Booth Avenue. The ground floor is proposed to include a main common area with a secured entry and outdoor play area screened with landscaping/planters. The 2nd and 3rd floors of the shelter will provide temporary shelter in two, four and six-bedroom suites (approximately 94 beds in total), with accompanying resident kitchen, family room, washrooms and administrative office.

Pedestrian access for the residential condominium, through a residential lobby, will be from Logan Avenue, while access for the shelter space will be from Booth Avenue. The commercial area at-grade will maintain pedestrian access from Queen Street East, while loading and parking access for all users of the development will be from the existing laneway that runs east-west between Logan Avenue and Booth Avenue.

The proposed mixed-use building will have a gross floor area of 12,511.81 m² with a density of 4.21 times the area of the lot. The height of the building is varied due to the proposed design. A majority of the building will have a height of 23.1 metres, while the elevation at the northwest corner of the building, which includes the turret, an architectural corner element, will have a total height of 26.5 metres. The mechanical penthouse is integrated into the 6th and 7th floor plan. The shelter portion of the building will have a height of 11.1 metres and will be located closest to existing low-rise residential buildings along Booth Avenue.

The proposal will include 232 vehicular parking spaces (including 77 commercial (pay) spaces), and 119 bicycle parking spaces (including 12 for visitors), over 3 levels of below-grade parking.

Attachments 1 to 5 contain drawings of the proposed development. Attachment 8 is the Application Data Sheet, which contains further detailed statistical information for the proposal.

City-Initiated Official Plan Amendment

The Deputy City Manager (DCM), Cluster A, has advised City Planning that the Owner has submitted a Letter of Intent to the City, which establishes the parameters for the development of a 3-storey component for the shelter use at the southwest corner of the site. The DCM, Cluster A, has also advised that staff will be recommending proceeding with the terms of the Letter of Intent and will report to the Executive Committee on April 22, 2015.

The proposal requires an Official Plan Amendment (OPA) application to permit height above 20 metres, among other matters detailed below. Should Council proceed with the Letter of Intent, and in consideration of the unique context of the site (which includes the existence of the Red Door Shelter) and the overall public interest in the shelter use, City Planning may consider initiating the requisite OPA, subject to a planning review, analysis and consultation demonstrating the OPA to be supportable. The OPA would review matters on the site which include, but are not limited to, built form, density and retention of community services and facilities. A City-initiated OPA would make the Owner's OPA application redundant.

Site and Surrounding Area

The site is located on the south side of Queen Street East, and extends between Booth Avenue to the west and Logan Avenue to the east. The site is approximately 2,969 m² in total area and has frontage on Queen Street East, Booth Avenue and Logan Avenue. The lands are rectangular in shape and maintain an approximate frontage of 73.8 metres and lot depth of 40.2 metres.

The site is currently occupied by a 1 to 3-storey place of worship (WoodGreen Church - St. Matthew's Cathedral), constructed in the mid-20th century, which includes a crisis care shelter (Red Door Shelter) at 875 Queen Street East, and a 3-storey mixed-use building, constructed in the late 19th century and currently used predominantly as a pharmacy (Woodgreen Discount Drugs), at 887 Queen Street East.

The Red Door Shelter is a 106 bed emergency family shelter located in a building formerly leased from the Woodgreen United Church. Red Door has a contract with the City of Toronto to provide this shelter service and the City pays a per diem to the shelter for days of service. The shelter is almost fully utilized with an occupancy rate of 96-99%.

North: To the direct north and northeast of the subject lands are various 2 to 3-storey mixed-use buildings with commercial uses at-grade and residential uses above. This built fabric of Queen Street East extends east of the site, on the north and south side of Queen Street East. To the northwest of the subject lands is the Jimmy Simpson Park and Recreation Centre (a large public park and recreation facility that abuts a CNR railway corridor to the north and west).

East: East of the site are a series of 1 to 3-storey mixed-use buildings, predominantly with commercial uses at-grade and residential uses above, typical of the Leslieville area.

South: South of the site are various low-rise residential buildings. The character of the area south of the site is predominantly residential, with some commercial and employment uses.

West: To the immediate west of the site is the Woodgreen Community Centre (located at 835 and 841 Queen Street West). The Community Centre site is currently subject to a rental housing demolition application, which is under review. West of this site and the Jimmy Simpson Park is a CNR railway corridor and bridge.

Provincial Policy Statement and Provincial Plans

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; wise use and management of resources and protecting public health and safety. 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; and protecting natural systems

and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

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

Official Plan

The City of Toronto's Official Plan contains a number of policies that apply to the subject lands and the proposed development. The subject lands are located within an area identified as an *Avenue* as shown on Map 2 – Urban Structure of the Official Plan, and the lands are designated *Mixed Use Areas* as shown on Map 18 – Land Use Plan of the Official Plan.

Section 2.2.3 Avenues: Reurbanizing Arterial Corridors

As mentioned above, the subject lands are located within an area identified as an *Avenue* in the Toronto Official Plan. Policies contained within Section 2.2.3 of the Official Plan are applicable to the subject lands. *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.

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, created in consultation with the local community. However, according to Policy 3.a) within Section 2.2.3, "development may be permitted on the *Avenue* prior to an *Avenue* study and will be considered on the basis of all the policies of this plan." In addition, according to Policy 3.b), where an *Avenue* study has not taken place, development that has the potential to set a precedent for future development applications on an *Avenue* will require the submission of an *Avenue* segment study to be completed by the owner/applicant. The segment study shall address the requirements of Policy 3.b) of Section 2.2.3.

In addition to satisfying all other policies of the Official Plan, including in particular the neighbourhood protection policies (discussed in detail below), development in *Mixed Use Areas* on an *Avenue* that precedes the completion of an *Avenue* study will:

- support and promote the use of transit;
- contribute to the creation of a range of housing options in the community;
- contribute to an attractive, safe and comfortable pedestrian environment that encourages walking and strengthens local retailing;
- provide universal physical access to all publicly accessible spaces and buildings;
- conserve heritage properties;

- be served by adequate parks, community services, water and sewers, and transportation facilities; and
- be encouraged to incorporate environmentally sustainable building design and construction practices.

Section 4.5 Mixed Use Areas

The site is designated *Mixed Use Areas* and is subject to the land use policies contained with Section 4.5 of the 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.

Among the development criteria for *Mixed Use Areas* are:

- creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets 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, through means such as providing appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*;
- 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.

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 Site and Area Specific Policy #469 (SASP 469) by Toronto City Council in July 2014, and the creation and adoption of new Leslieville Urban Design Guidelines (LUDG), which will be discussed in greater detail below. 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 character 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 Queen 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 Queen Street East and any flanking streets.

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

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 shall 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 development will respect and reinforce the local character; promote an animated public realm; provide built form guidelines; and identifies buildings of heritage interest. The LUDG identified the existing buildings on the site as properties with potential heritage value. While this does not necessarily mean the properties will meet the criteria for inclusion in the City's Inventory of Heritage Properties, they have been deemed to merit further investigation for their potential as heritage properties and to determine their potential in the context of the above noted development applications.

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 a vibrant and inviting street 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 the 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 enhance to support the future vision of Queen Street East in Leslieville. In addition, qualitative cultural heritage elements such as sense-ofplace 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.

The LUDG will be used as a tool to evaluate the proposed development application and to ensure that the proposed development is consistent with the Official Plan.

Zoning

The site is zoned MCR T 2.5, C 1.0, R 2.0 by the former City of Toronto Zoning By-law 438-86, which permits a wide range of commercial and residential uses with a maximum density of 2.5 times the area of the lot, of which a maximum density of 1.0 times may be non-residential and a maximum of 2.0 times may be residential. The zoned height limit is 14.0 metres.

The site is also zoned CR 2.5 (C 1.0, R 2.0) with a height of 14.0 metres by the City of Toronto Zoning By-law 569-2013, which is currently under appeal and is not in-effect for the subject lands. The permissions in Zoning By-law 569-2013 are largely the same as those in Zoning By-law 438-86, as amended. Further, the lands at 875 Queen Street East are subject to exception x1845, which permits a crisis care shelter or municipal shelter.

Site Plan Control

The proposed development is subject to Site Plan Control. A concurrent Site Plan Control application has been submitted by the owner as File 15 118236 STE 30 SA.

Tree Preservation

An Arborist Report has been submitted with the applications and is under review by Urban Forestry.

Reasons for the Applications

The proposed development requires an Official Plan Amendment application, because the proposed height of 23.1 metres for the building, and 26.5 metres for the turret/architectural corner element, exceeds the current permissions of 20 metres as outlined in SASP 469. The proposed development requires a Zoning By-law Amendment application, because the proposed height of 23.1 metres for the building, and 26.5 metres for the turret/architectural comer element, and density of 4.21 times the area of the lot exceeds the current height limit of 14.0 metres and a density of 2.5 times the area of the lot as indicated in Zoning By-law 438-86.

Through the review of the applications, staff may identify additional areas of non-compliance with the Official Plan and Zoning By-law.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Context Plan
- Plan of Survey
- Site Plan
- Architectural (elevations, sections, floor, parking level, and renderings) Plans
- Planning Rationale
- Community Services and Facilities Study
- Toronto Green Standards Checklist
- Archaeological Assessment
- Heritage Impact Statement, for 887 Queen Street East only (a Statement shall also be submitted for 875 Queen Street East)
- Transportation Impact, Parking and Loading Study
- Traffic Operations Assessment
- Geotechnical Study
- Stormwater Management and Site Servicing Report
- Site Grading and Servicing Plan
- Arborist Report and Tree Preservation Plan

City staff issued a Notice of Incomplete Application on March 11, 2015, identifying the outstanding submission requirements required for complete application purposes.

Issues to be Resolved

After conducting a preliminary review of the development proposal, City Planning staff has identified the following issues for further review:

- consistency/conformity with applicable Provincial Plans, including the Provincial Policy Statement, 2014 and the Growth Plan for the Greater Golden Horseshoe, 2005;
- conformity with the policies of the Toronto Official Plan, including Site and Area Specific Policy #469 and the Leslieville Urban Design Guidelines;
- the proposed scale and intensity of the development in the context of SASP 469 and any impact to the adjacent *Neighbourhoods*;
- the overall impacts of the building height, massing and density of the proposal, including specific impacts on both Queen Street East and the transition to the adjacent *Neighbourhoods*;
- the impacts related to shadowing on adjacent sidewalks and residential neighbourhoods;
- the proposed improvements to the existing streetscape of Queen Street East, and how the development complements/enhances the existing character of Leslieville;
- the appropriate size of retail units at-grade to ensure the continuance of fine grain retail along Queen Street East;
- the overall accessibility of the development;
- the access, servicing, loading and parking layouts proposed, including a determination of the need for a lane widening;
- incorporating the shelter use as part of the mixed-use building, including the size and location of the shelter use, and the pedestrian amenity/outdoor play-area associated with the shelter space;
- submission of the required Heritage Impact Statement/Assessment for the existing buildings at 875 and 887 Queen Street East, and the impact arising on those buildings from the proposed development;
- identification and securing of public benefits pursuant of Section 37 of the Planning Act should the proposal be approved.

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 applications, agency comments and the community consultation process.

CONTACT

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SIGNATURE

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

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ATTACHMENTS

Attachment 1: Site Plan

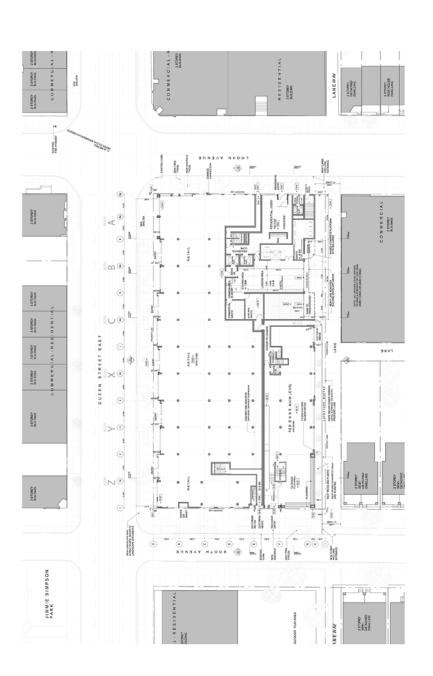
Attachment 2: South Elevation Attachment 3: North Elevation Attachment 4: East Elevation Attachment 5: West Elevation

Attachment 6: Zoning

Attachment 7: Official Plan

Attachment 8: Application Data Sheet

Attachment 1: Site Plan



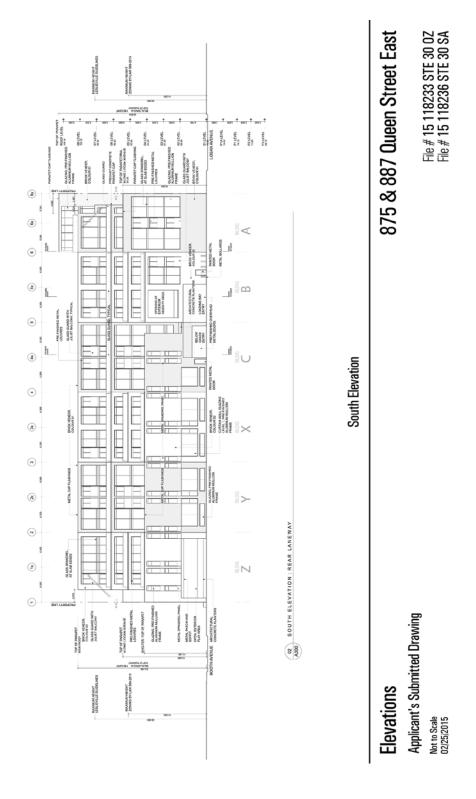
875 & 887 Queen Street East

File # 15 118233 STE 30 0Z File # 15 118236 STE 30 SA

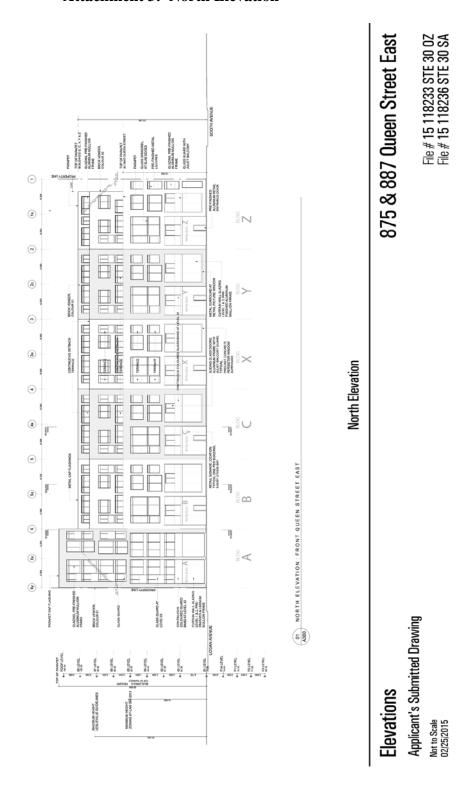
Applicant's Submitted Drawing Not to Scale > 02/25/2015

Site Plan

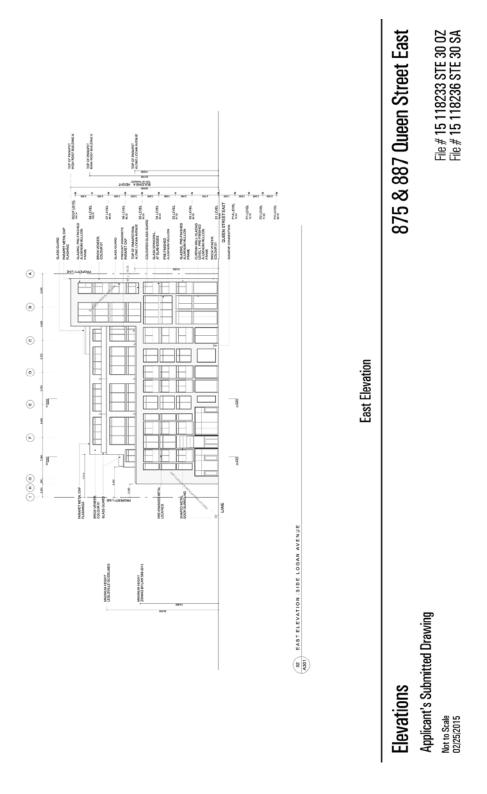
Attachment 2: South Elevation



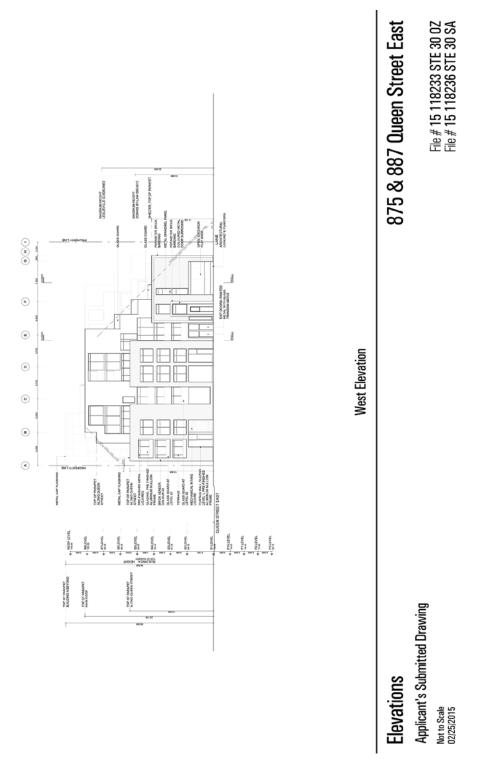
Attachment 3: North Elevation



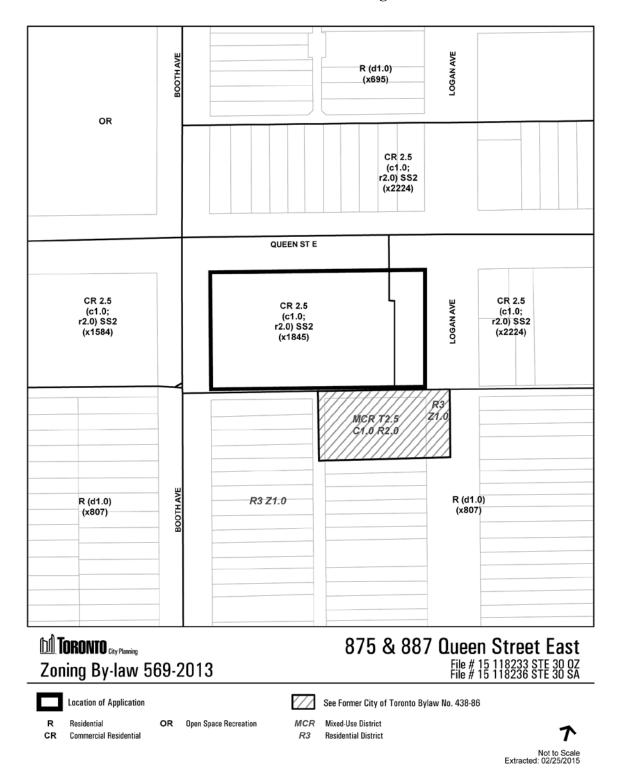
Attachment 4: East Elevation



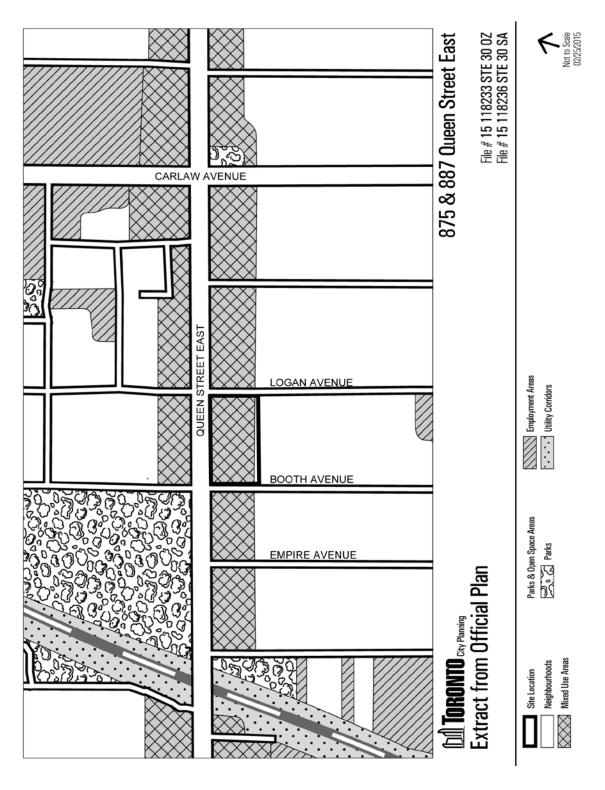
Attachment 5: West Elevation



Attachment 6: Zoning



Attachment 7: Official Plan



Attachment 8: Application Data Sheet

Application Type Official Plan Amendment & Rezoning Application Number: 15 118233 STE 30 OZ

Details OPA & Rezoning, Standard Application Date: February 17, 2015

Municipal Address: 875 and 887 QUEEN STREET EAST

Location Description: PLAN M204 LOTS A TO F PT LOTS G AND H AND RP R3025 PART 2 **GRID S3012

Project Description: Proposal is to demolish the existing buildings at 875 and 887 Queen Street East (WoodGreen

Church - St. Matthew's Cathedral and Woodgreen Discount Drugs, respectively), and to develop the subject lands with a 7-storey, mixed-used building, retaining the shelter use, with a total of 118 residential condominium units, and 1,567 m² of commercial area along Queen Street East. There is a partial 8th storey in the form of a turret/architectural corner element at the northeast

corner of the building.

Applicant: Agent: Architect: Owner:

Aird & Berlis LLP Officearchitecture 875 Queen Lofts Inc

PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: SASP 469

Zoning: CR 2.5 (c1.0; r2.0) SS2 Historical Status:

(x1845)(x2224)

Height Limit (m): 14 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m): 2,969 Height: Storeys: 7

Frontage (m): 73.76 Metres: 26.5

Depth (m): 40.24

Total Ground Floor Area (sq. m): 2,646 **Total**

Total Residential GFA (sq. m): 9,092 Parking Spaces: 232
Total Non-Residential GFA (sq. m): 3,420 Loading Docks 1

Total GFA (sq. m): 12,512

Lot Coverage Ratio (%): 89.1

Floor Space Index: 4.21

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	9092	0
Bachelor:	0	Retail GFA (sq. m):	1567	0
1 Bedroom:	80	Office GFA (sq. m):	0	0
2 Bedroom:	38	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	1853	0
Total Units:	118			

CONTACT: PLANNER NAME: Daniel Woolfson, Planner

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