

TORONTO STAFF REPORT

June 20, 2005

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Subject: Preliminary Report
OPA and Rezoning Applications:
File Nos.: 05 130637 WET 05 OZ and 05 131129 WET 05 OZ
Applicants: Craig Hunter (Armstrong Goldberg Hunter) and Laurie McPherson, (Bousefields)
Architects: E.I. Richmond Architects Ltd. and Stone McQuire Vogt
1053 - 1061 The Queensway and 7-11, 19-25, 33-35 and 45 Zorra Street
Ward 5 - Etobicoke-Lakeshore

Purpose:

To provide preliminary information on the above-noted applications and to seek Community Council's directions on further processing of the applications and on the community consultation process.

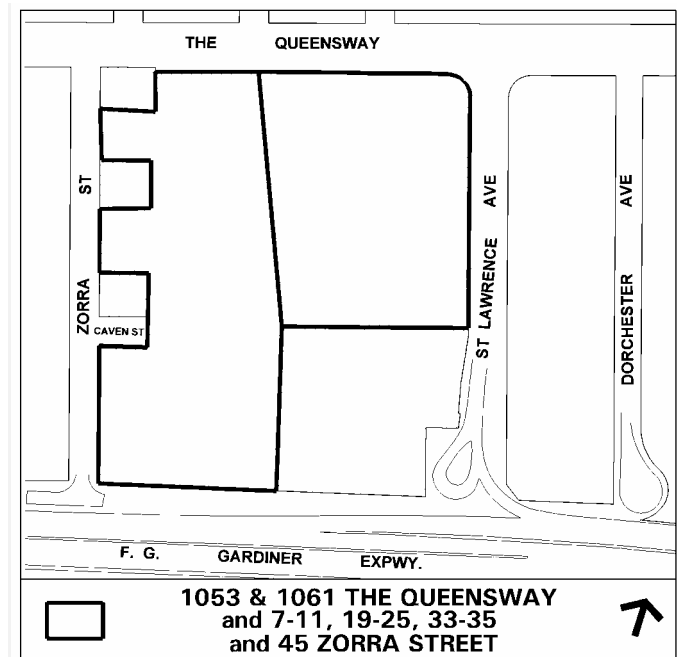
Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) staff be directed to schedule a community consultation meeting 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 under the Planning Act; and
- (4) the application for Site Plan Control, pursuant to Section 41 of the Planning Act, be substantially complete prior to the forwarding of the Bills to City Council for enactment.

Background:

The subject property is a 6.97 hectare (17.2 acre) parcel of land known as 'Queenston Square'. In 1990, applications were submitted by 'Queenston Square' to amend the Etobicoke Official Plan and Zoning Code. In 1991, Official Plan Amendment No. C-101-91 was adopted, which redesignated the lands from Industrial and Commercial to Mixed Use. The OPA permits the development of: up to 1,270 residential units; 83 722 square metres of office, hotel and grade related retail floor space; a 0.89 hectare (2.2 acre) public park; and new public streets. In 1992, site specific Zoning By-law No. 1992-130 was adopted, which implemented the OPA for Queenston Square.

After 15 years, no development has taken place.

1469191 Ontario Limited and 2020235 Ontario Limited (Sobeys) has assembled 5.3 hectares of the 6.97 hectare Queenston Square site. Specifically, Sobeys owns 1053 and 1061 The Queensway and 7-11, 19-25, 33-35 and 45 Zorra Street.

Remington has entered into an agreement with Sobeys to purchase approximately 2.9 hectares of their 5.3 hectare land holdings.

On April 13, 2005, Sobeys and Remington filed a joint application to amend the site specific Official Plan Amendment as it applies to all 6.97 hectares of Queenston Square. Individual Rezoning applications have also been filed. These applications are the subject of this report.

Comments:

- (1) Proposal

The proposed joint amendment to the site specific OPA No. C-101-91 is to refine: the mix of land uses; street and parcel structure; and park size and location, in order to accommodate the proposed mixed-use development.

The rezoning applications are as follows:

File No.	Location	Proposal
05 130637 WET 05 OZ; (Sobeys)	1053-1061 The Queensway and part of 45 Zorra Street; southwest corner of The Queensway and	One-storey supermarket containing approximately 4 274 m2 of gross floor area, with the potential for an additional 929 m2 future expansion and 500 m2 of separate commercial/retail space.

	<p>St. Lawrence Avenue</p> <p>Total land area: 2.35 hectares (5.8 acres)</p>	<p>Vehicular access would be from two points along The Queensway: one a full movement access; the other right-in/right-out only. A third access would be from St. Lawrence Avenue.</p> <p>Parking: 296 surface spaces. Coverage: 24% Floor Space Index: 0.24</p> <p>Refer to Attachments 1 and 2</p>
<p>05 131129 WET 05 OZ; (Remington)</p>	<p>7-11, 19-25, 33-35 and part of 45 Zorra Street</p> <p>Total land area: 2.96 hectares (7.32 acres)</p>	<p>Approximately 1,000 residential units in six buildings comprising 96 106 m² of gross floor area; ranging in height from 2 to 25 storeys; includes 906 m² of ground floor commercial space along The Queensway; and a public park.</p> <p>Vehicular access would be from: The Queensway; a new east-west public road; and a private driveway off of Zorra Street.</p> <p>Parking: 1,266 spaces (815 below-grade). Coverage: 40.5% Floor Space Index: 3.27</p> <p>Refer to Attachment 3</p>

For a summary of the applications, please refer to Attachments 8 and 9, Application Data Sheets.

(2) Site Description

Queenston Square is a slightly irregular 6.97 hectare (17.2 acre) parcel of land located on the south side of The Queensway, comprising the block bounded by The Queensway, Zorra Street, St. Lawrence Avenue and the F.G. Gardiner Expressway. The site has frontages along four streets with the following approximate dimensions:

The Queensway:	213 metres (700 feet)
St. Lawrence Avenue:	172 metres (564 feet)
Gardiner Expressway:	290 metres (951 feet)
Zorra Street:	283.63 metres (931 feet)

1053 The Queensway is occupied by a vacant one-storey commercial building. 1061 The Queensway is currently being used primarily for equipment storage for Sobeys' internal business

operations. The balance of the properties to the west and south are made up of vacant former industrial and commercial properties.

The surrounding land uses are as follows:

North: Opposite the site, on the north side of The Queensway, is a Mercedes Benz dealership and a small, two-storey strip plaza with residential units above. To the northeast, the 10-storey “Loggia” residential development is starting construction. To the northwest, a stand-alone restaurant/bar (Hollywood on The Queensway), the Bank of Montreal and smaller scale properties with one and two-storey commercial buildings.

South: A hardwood flooring industrial business (Vintage Pre-finished Hardwood Flooring); and the F.G. Gardiner Expressway.

East: On the east side of St. Lawrence Avenue are a mix of one-storey commercial and industrial businesses. Further east, on the southeast corner of The Queensway and Islington, is a Cineplex Theatre and four stand-alone buildings that front on The Queensway.

West: On the northwest corner of The Queensway and Zorra Street is a small commercial paint store; on the west side of Zorra Street are six single detached dwellings, Hansen Packaging and Roto Rooter. Further west is the Kipling Queensway Mall (a community shopping centre).

(3) Provincial Policy Statement

Staff will review the proposed amendments for consistency with the Provincial Policy Statement as they relate to: managing change; accommodating growth through redevelopment and intensification; protecting employment lands; reducing auto dependency; and efficient use of land, resources, infrastructure and public service facilities.

(4) Official Plan

(4.1) Metropolitan Toronto Official Plan

The Official Plan for the former Municipality of Metropolitan Toronto contains policies aimed at increasing the supply of housing to achieve the Plan’s housing targets in a manner consistent with efficient utilization of land and the optimizing of infrastructure investment. As such, staff will review the proposed amendments within the context of the Metropolitan Official Plan as they relates to Sections 2.1 (Reurbanization), 2.3 (Metropolitan Green Space System), 2.4 (Transportation) and 3.2 (Housing).

(4.2) Former City of Etobicoke Official Plan

The former City of Etobicoke Official Plan designates the site Mixed Use. This designation promotes a wide range of integrated uses, including residential, office, hotel, retail and institutional (Attachment 4).

The Mixed Use designation was approved in 1991 through a site specific amendment (OPA No. C-101-91), which redesignated the Industrial and Commercial lands to Mixed Use. The redesignation was the result of an extensive development and community review process arising from a proposal submitted by Queenston Square in 1990. Specific development criteria were established for these lands, including the Queenston Square Urban Design Guidelines. These guidelines describe the intention of the master plan for the site and relate specifically to:

- (a) Public open spaces;
- (b) Street network;
- (c) Mixed development (ultimate combination of residential and commercial); and
- (d) Streetscape.

Development of the lands affected by this amendment are subject to specific provisions as set out in Special Site Policy No. 27, which was carried over as Site Specific Policy No. 35 in the consolidated Official Plan for the former City of Etobicoke. Site Specific Policy No. 35 outlines that the lands shall be developed for a mixed-use residential, commercial project consisting of a maximum of 1,270 dwelling units and up to 83 711 square metres of office, hotel and grade related retail floor space, subject to the submission of appropriate traffic studies. New public streets divide the site into five development parcels, with a public park/open space in the centre. The two public park elements were to have a combined area of up to 0.89 hectares (Attachment 5).

It was envisioned that the residential component of the development would occur adjacent to The Queensway on Parcels 2 and 3 and the commercial component on Parcels 1 and 4 adjacent to the F.G. Gardiner Expressway.

Site Specific Policy 35 also outlines conditions for: parkland calculations; interim densities and density transfers; and affordable housing. Implementation of the OPA was to occur through rezoning applications for individual properties within the amendment area.

An Avenues Study was undertaken for The Queensway between Mimico Creek Valley and Kipling Avenue. City Council adopted an area specific Official Plan Amendment in 2003, which affected lands on the north and south side of The Queensway to a depth of 35 metres (115 feet). The front 35 metres of Queenston Square is included in The Queensway Avenues OPA.

(4.3) New Toronto Official Plan

At its meeting of November 26, 2002, City Council adopted the new Official Plan for the City of Toronto. The Minister of Municipal Affairs and Housing approved the new Plan, in part, with modifications. The Minister's decision has been appealed in its entirety. The Official Plan is now before the Ontario Municipal Board.

When it comes into force, the Plan will designate the site "Mixed Use" and is subject to Site and Area Specific Policy No. 6. This policy continues the existing Site Specific Policy No. 35 in the former City of Etobicoke Official Plan, which outlines the mix of uses, intensity of development and development parcels, including public parks, open space and the public road network.

A modification to the Plan, specifically Site and Area Specific Policy No. 6, is required to allow for this proposal.

The Toronto Plan also identifies The Queensway as an Avenue on Map 2, Urban Structure. An Avenues Study was undertaken for The Queensway between Mimico Creek Valley and Kipling Avenue. The policies contained within Section 2.2.3, Avenues of the Toronto Official Plan and in the Queensway Avenues By-law, directly correlate with the principle objectives contained in the site-specific development criteria and Urban Design Guidelines for Queenston Square.

(5) Zoning

Queenston Square is governed by Site Specific By-law No. 1992-130, with parts zoned Commercial, Industrial and Open Space. This by-law implements site-specific OPA C-101-91 and specifies: permitted uses, developable parcels, road structure, building envelopes, building heights, parks and open space. There are holding symbols that apply to a number of smaller properties along Zorra Street (CL-H), which were put in place to ensure comprehensive development in contiguous parcels.

The southeast block, Vintage Pre-finished Hardwood Flooring, while designated Mixed Use in both the Etobicoke and Toronto Plans, is zoned Class 1 Industrial (I.C1), along with two other properties along Zorra Street. These properties are not part of Sobeys' land holdings.

The parcels at the southwest and southeast corners of The Queensway and St. Lawrence Avenue and Zorra Street respectively, are zoned Limited Commercial-Avenues (CL-AV). The policies contained within The Queensway Avenues By-law, directly correlate with the principle objectives contained in the site-specific development criteria and Urban Design Guidelines for the site. 1053 The Queensway is part of the rezoning application for Sobeys and is zoned Limited Commercial-Avenues.

As noted previously, two separate rezoning applications have been filed. One by Sobeys for 1053 and 1061 The Queensway and part of 45 Zorra Street; and the other by Remington for 7-11, 19-25, 33-35 and part of 45 Zorra Street. See Attachments 6 and 7 for the zoning of the site and surrounding properties.

(6) Site Plan Control

The property is subject to Site Plan Control under the Etobicoke Zoning Code. To date, applications have not been submitted.

(7) Tree Preservation

An arborist report, tree survey and assessment plan are required. A separate process will be required for any trees to be removed and the applications are subject to the provisions of the private tree by-law.

(8) Section 37

City Planning staff, in consultation with the local Councillor, will be undertaking discussions with the applicant to identify and secure public benefits pursuant to Section 37 of the Planning Act. These may include appropriate community services, facilities and amenities, which address local priorities, including public art.

(9) Reasons for the Application

The proposed mixed-use development does not conform to the provisions of: Site Specific Official Plan Amendment C-101-91 and Site Specific Policy No. 35 in the Etobicoke Official Plan; Site and Area Specific Policy No. 6 in the Toronto Plan; Site Specific Zoning By-law No. 1992-130; and The Queensway Avenues By-law No. 514-2003. Amendments are required.

(10) Pre-application Discussions

City Planning staff have met several times over the past few years with representatives from Sobeys regarding preliminary development concepts for the site. At these meetings and in two letters dated August 5, 2003 and November 18, 2003, City staff raised the following concerns and requirements with respect to the development concept for the site:

- (i) A comprehensive concept plan that demonstrates appropriate organizing principles for the site and takes into account the context and future connections to lands east and west;
- (ii) Underdevelopment of the residential component of the site;
- (iii) Amount and location of quality public open space;
- (iv) A public road system that connects the site to the east and west, and provides access to the southerly portions of the site;
- (v) How development of the lands would be phased, noting that the public streets and park must be included as part of Phase 1; and
- (vi) A built form that achieves the urbanizing principles set out in the Queensway Avenues Study and the Queenston Square Urban Design Guidelines. Including mid-rise massing, with street related storefronts, along the substantial length of The Queensway frontage.

(11) Studies

No studies were submitted with the application. Planning staff will be asking for a number of studies including: transportation impact; noise; air quality; environmental; site servicing; shadow; and wind.

(12) Issues to be Resolved

Prior to presenting a Final Report to Community Council, the following issues, as well as any other issues arising from the circulation to City divisions and agencies and the community consultation process, will need to be addressed by the applicants:

(a) Land Use Compatibility

An appropriate relationship between the residential and commercial components proposed for the site that represents good planning and community building. This includes the physical and visual impacts on the surrounding commercial and industrial uses.

(b) Remnant Land Parcels

There are a number of parcels of land along the east side of Zorra Street that do not form part of the zoning applications. This creates a 'saw-tooth' land pattern along Zorra Street. The site specific OPA for Queenston Square anticipated a contiguous block frontage, which has not been provided.

(c) Transportation

The development of an appropriate public streets and block plan, including compliance with Council's recent directions on DIPS (Development Infrastructure Policies and Standards Review).

(d) Public Park and Open Space

Appropriate location, size and quality.

(e) Urban Design

Appropriate organization of streets, blocks, open spaces and building parcels, and design and integration of the public and private realm. A built form that achieves the urbanizing principles set out in The Queensway Avenues By-laws and the Queenston Square Urban Design Guidelines. This includes mid-rise massing, with street related storefronts along the substantial length of The Queensway frontage with windows and possibly underground parking.

(f) Development Standards

Including height; parking; massing; and setbacks.

(g) Affordable Housing

The site specific OPA for Queenston Square requires a 25% affordable housing component. An affordable housing component has not been included in the applications.

(h) Green Technology

Exploration of LEED (Leadership in Energy and Environmental Design) certification. LEED is a “Green building Rating System” and is a voluntary, consensus-based national standard for developing high performance, sustainable buildings.

In working to resolve the issues outlined above with the applicants and the community, it is noted that the boundary between the two applications may require adjustment in the event that streets and development parcels are modified.

Conclusions:

The joint Official Plan Amendment and individual rezoning applications are currently in circulation for comments from City divisions and external agencies. It is recommended that a community consultation meeting be scheduled to present the proposal and obtain comments from local area residents. Community Planning staff will prepare a Final Report(s), assessing the proposals, once all comments have been received and once all issues have been reviewed and adequately resolved.

Contact:

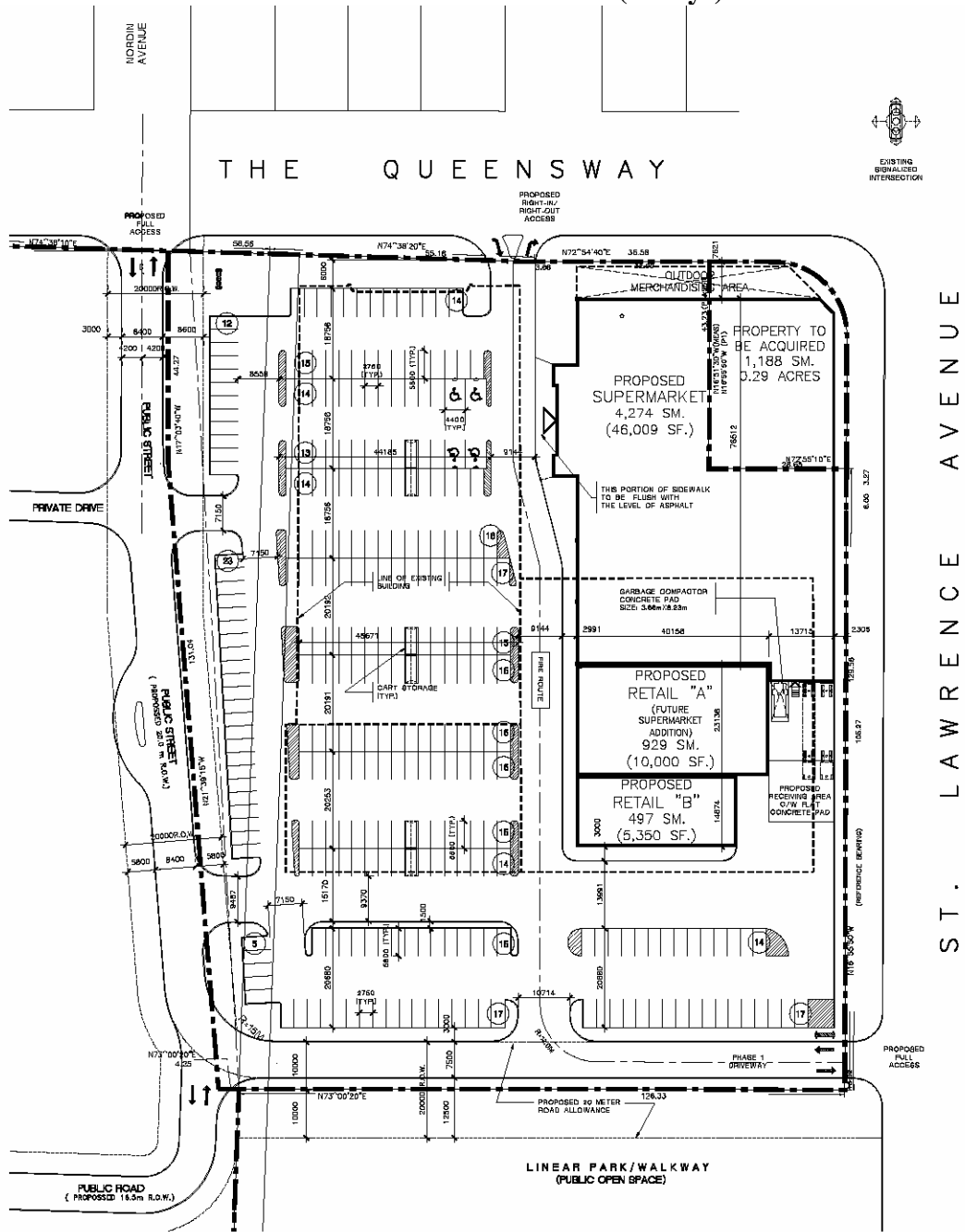
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Director, Community Planning
Etobicoke York District

List of Attachments:

- Attachment 1: Site Plan (Sobeys)
- Attachment 2: Elevations: (as provided by Sobeys)
- Attachment 3: Site Plan (Remington)
- Attachment 4: Etobicoke Official Plan Map
- Attachment 5: Site Specific Official Plan Amendment No. C-101-91-Development Parcels
- Attachment 6: Zoning Map (Sobeys)
- Attachment 7: Zoning Map (Remington)
- Attachment 8: Application Data Sheet (Sobeys)
- Attachment 9: Application Data Sheet (Remington)

Attachment 1: Site Plan (Sobeys)



Site Plan

Applicant's Submitted Drawing

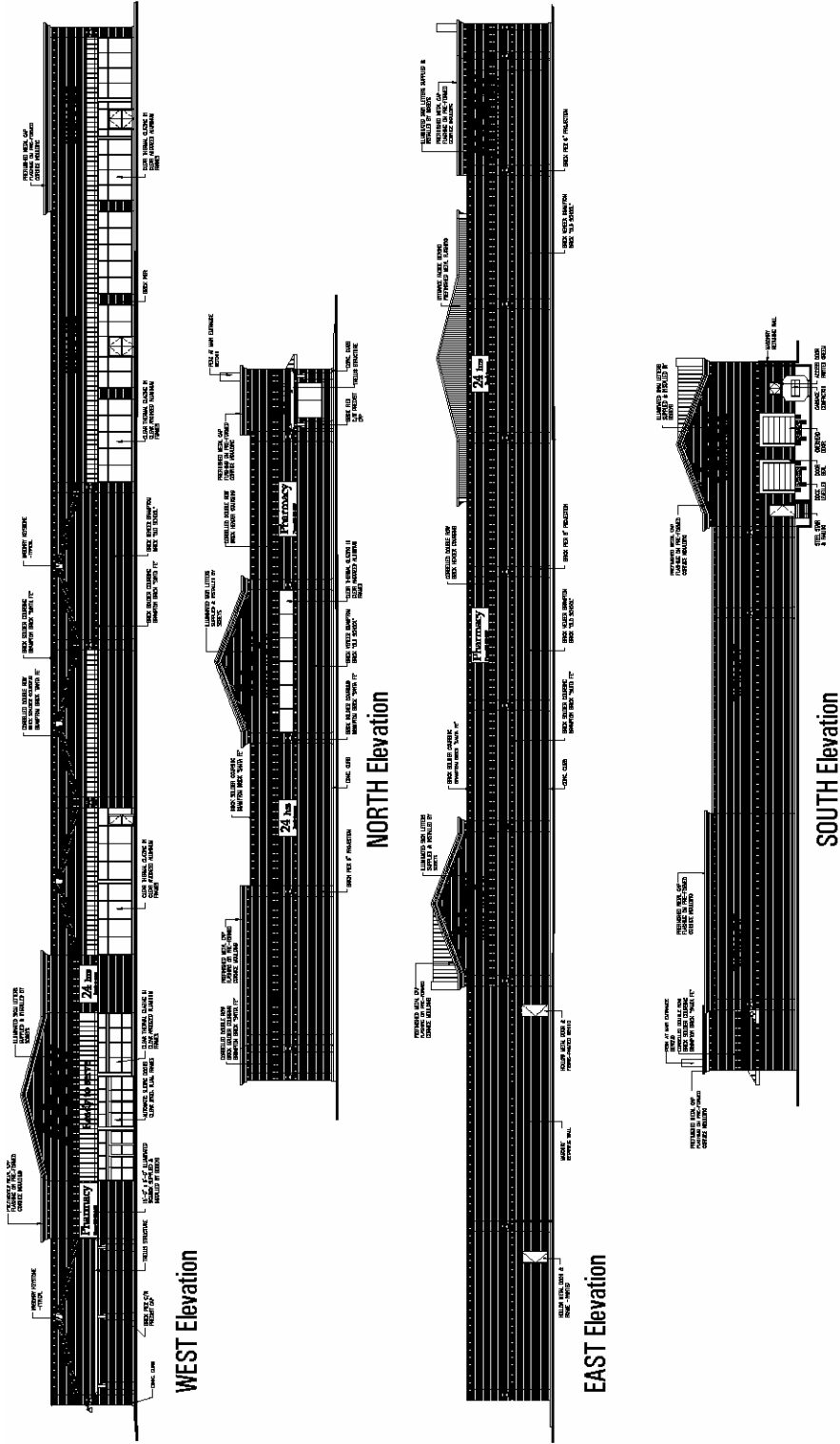
Not to Scale
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1053 & 1061 The Queensway
and part of 45 Zorra St.

File # 05_130637

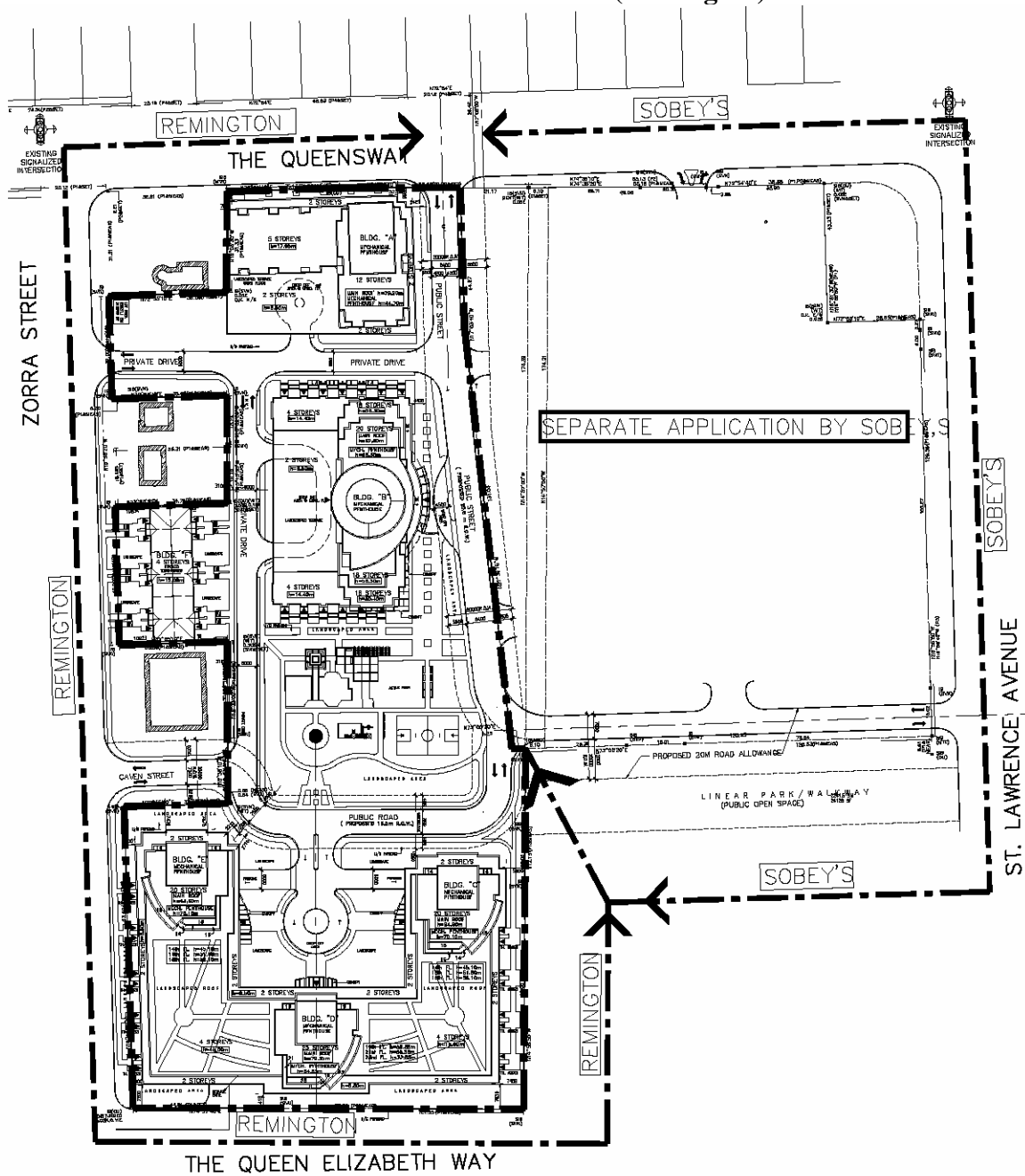
Attachment 2: Elevations (Sobeys)



Elevations
 Applicant's Submitted Drawing
 Not to Scale
 05/26/05

1053 & 1061 The Queensway
 and part of 45 Zorra Street
 File # 05_130637

Attachment 3: Site Plan (Remington)



Site Plan

7-11, 19-25, 33-35 and part of 45 Zorra St.

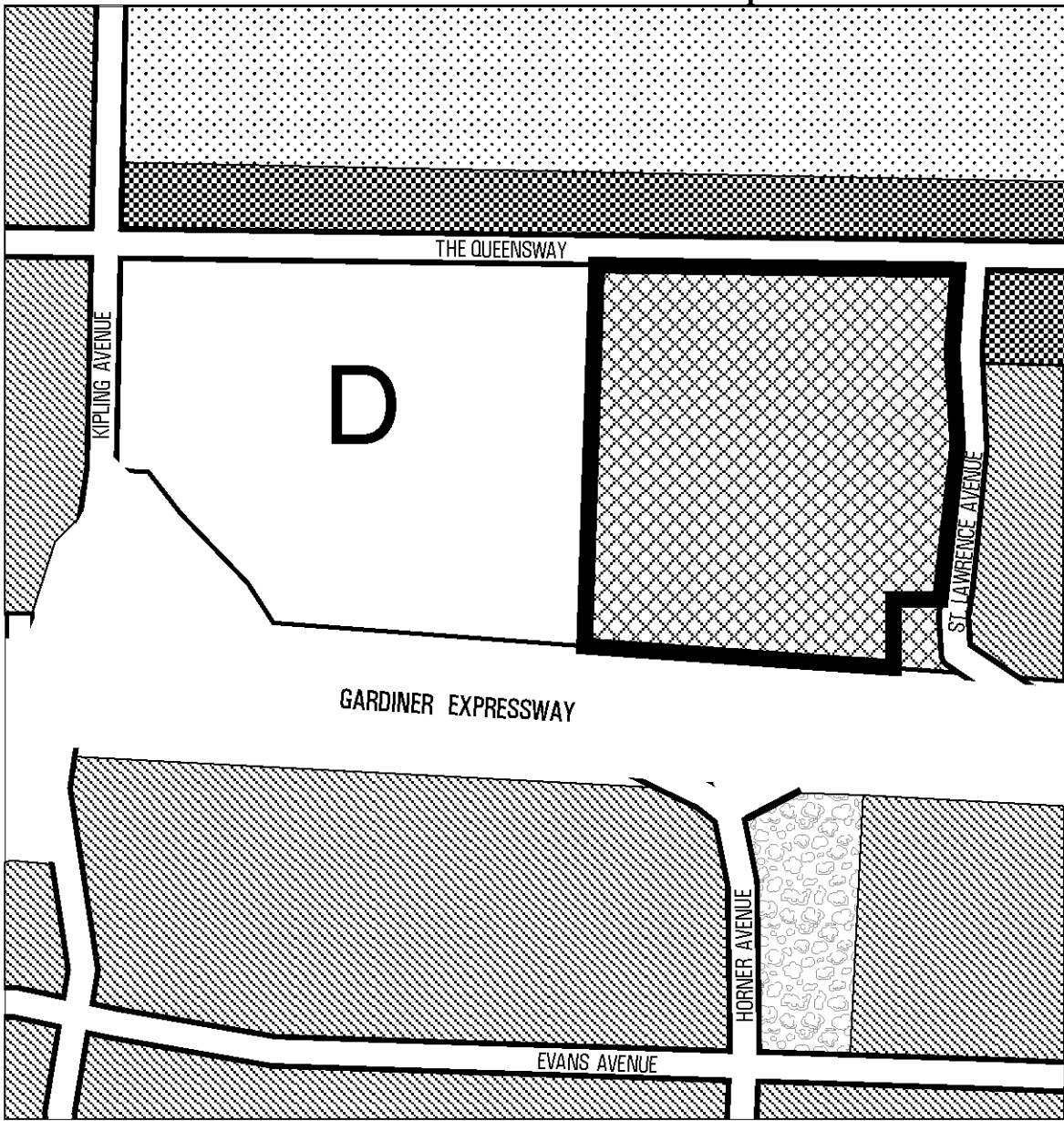
Applicant's Submitted Drawing

Not to Scale
05/26/05



File # 05_130637 & 05_131129

Attachment 4: Official Plan Map

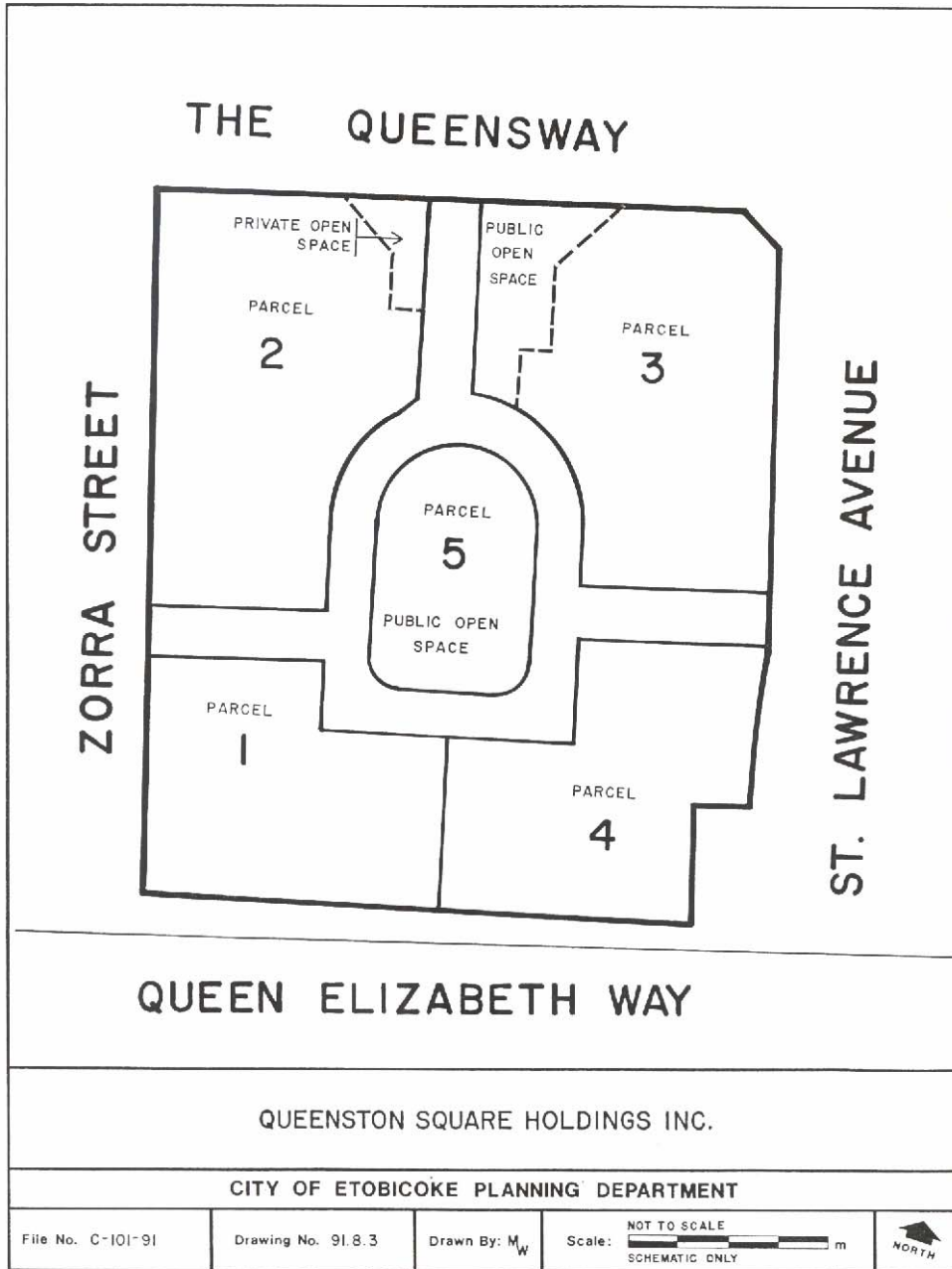


- | | | |
|-------------------------|------------------------------|------------|
| Site | Industrial | Open Space |
| Low Density Residential | Mixed Use | |
| District Retail | Commercial-Residential Strip | |

Attachment 5: Site Specific OPA No. C-101-91-Development Parcels

DEVELOPMENT PARCELS

SCHEDULE "B"



Official Plan

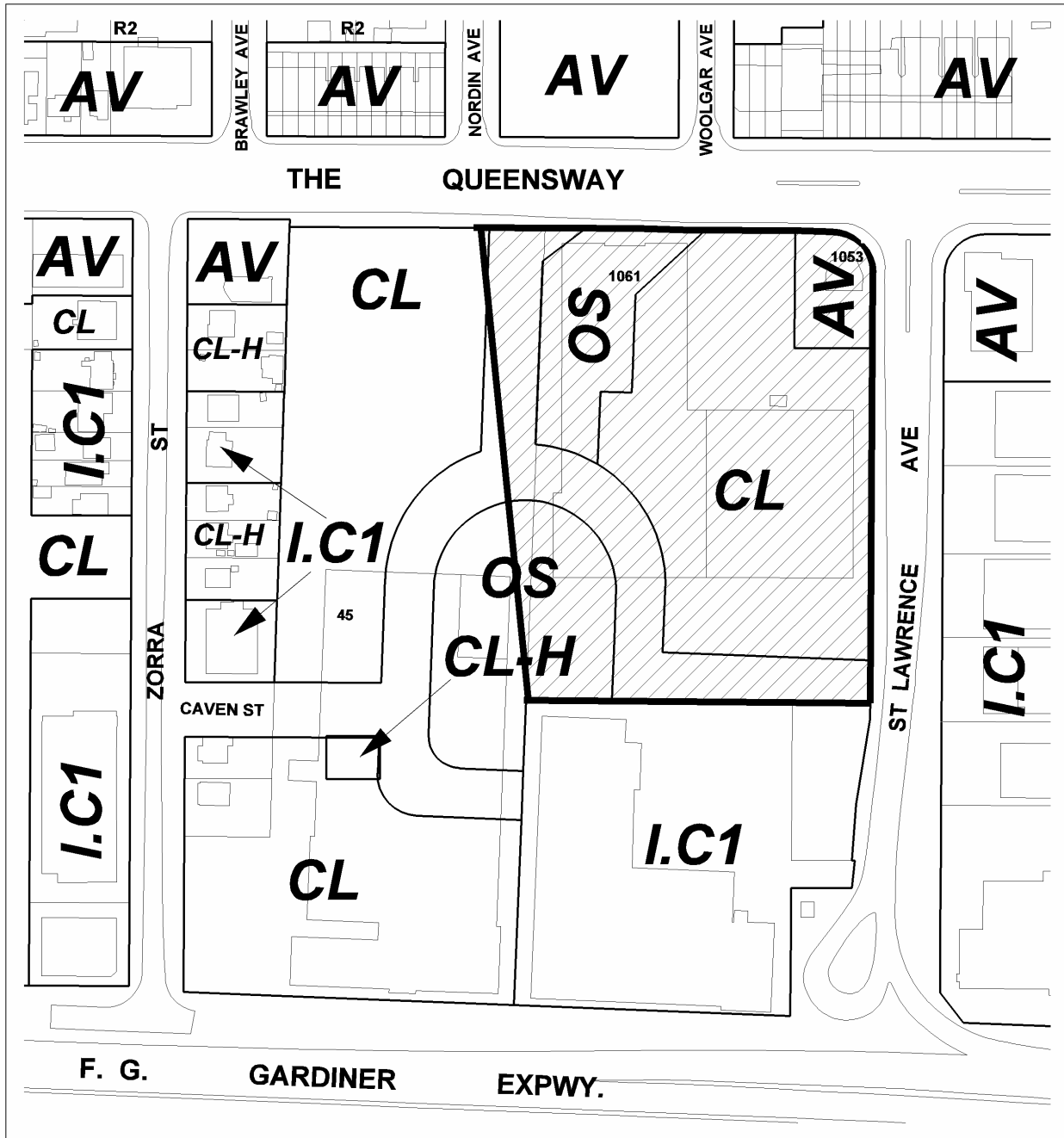
Queenston Square

Applicant's Submitted Drawing

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Attachment 6: Zoning Map (Sobeys)



Toronto Urban Development Services
Zoning

1053 & 1061 The Queensway and part of 45 Zorra Street

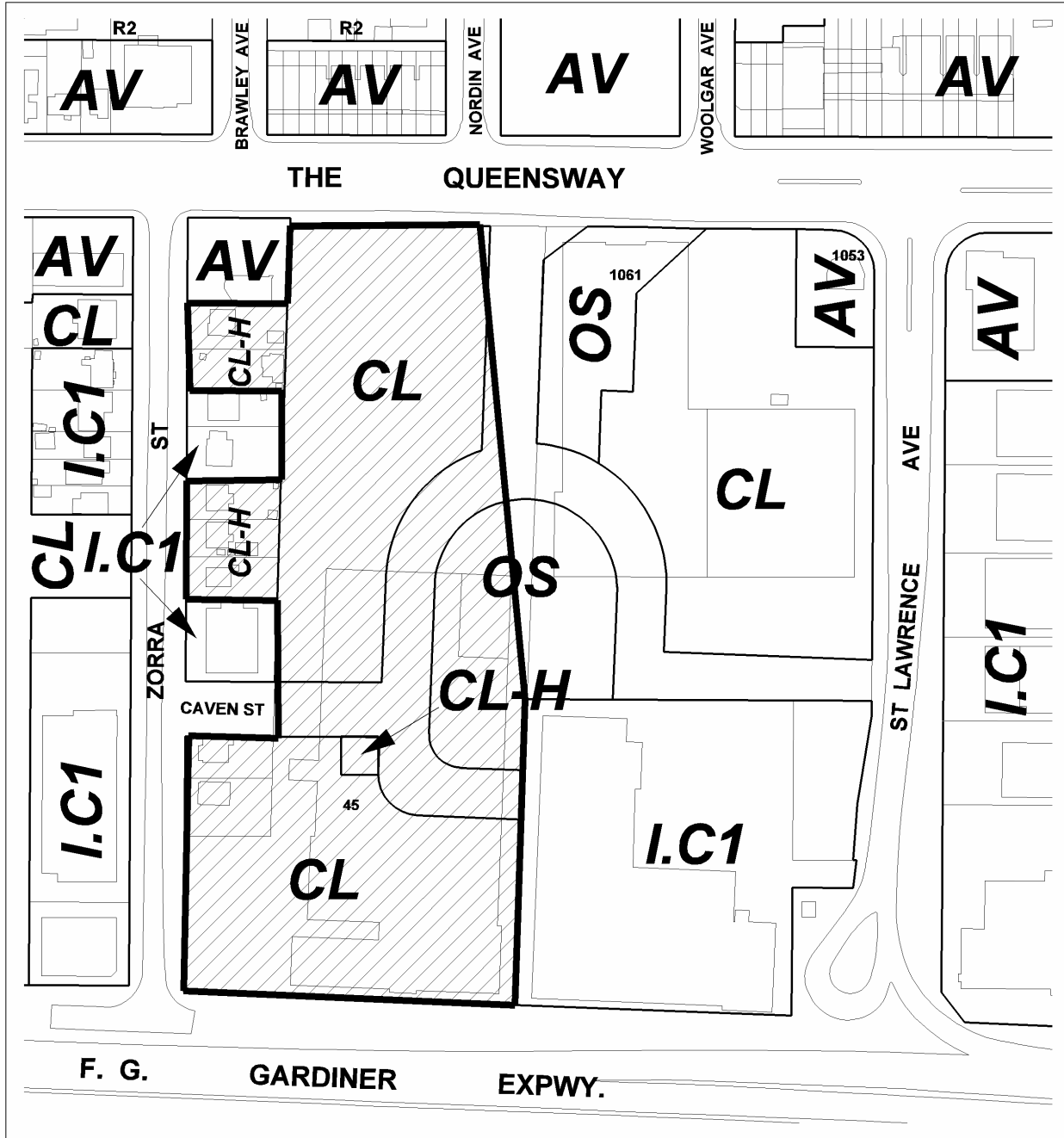
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- Former Etobicoke
- I.C1 Industrial Class 1
- OS Public Open Space
- CL Commercial Limited
- AV Limited Commercial - Avenues (H) Holding District



Not to Scale
 Zoning By-law 11,737 as amended
 Extracted 05/31/05 - MH

Attachment 7: Zoning Map (Remington)



7-11, 19-25, 33-35 and part of 45 Zorra Street

File # 05_131129

- Former Etobicoke
- I.C1 Industrial Class 1
- OS Public Open Space
- CL Commercial Limited
- AV Limited Commercial - Avenues
- (H) Holding District



Not to Scale
Zoning By-law 11,737 as amended
Extracted 06/09/05 - MH

