

STAFF REPORT ACTION REQUIRED with Confidential Attachment

West District Study: Results of the West District Design Initiative

Date:	November 14, 2007	
То:	Planning & Growth Management Committee	
From:	Chief Corporate Officer and Chief Planner & Executive Director, City Planning	
Wards:	3 and 5	
Reason for Confidential Information:	This report involves the security of property belonging to the City or one of its agencies, boards, and commissions.	
Reference Number:	P:\2007\Internal Services\F&re\Pg07127F&re - (AFS 5377)	

SUMMARY

The purpose of this report is to advise Council on the results of the West District Design Initiative (WDDI), and to recommend to Council that it adopt the urban design visions for Bloor-Islington, Westwood and Current Etobicoke Civic Complex lands as set out in the final reports for the WDDI.

RECOMMENDATIONS

The Chief Corporate Officer and the Chief Planner & Executive Director, City Planning recommend:

1. That the urban design visions resulting from the West District Design Initiative, as cited and summarized within the body of this report, be adopted by Council.

2. That Facilities & Real Estate continue to manage the vision and disposition of the Westwood Theatre Lands site.

Financial Impact

There are no financial implications arising from the recommendations of this report.

DECISION HISTORY

http://www.toronto.ca/legdocs/2003/agendas/council/cc030204/adm1rpt/cl003.pdf http://www.toronto.ca/legdocs/2003/agendas/committees/adm/adm030702/it032.pdf http://www.toronto.ca/legdocs/2004/agendas/committees/adm/adm040429/it003.pdf

At its meeting of February 4-6, 2003, Council approved "in principle, the concept of a new West District Service Centre that is optimally located with respect to the Bloor-Danforth Subway Line", and directed "the Commissioner of Corporate Services, in consultation with the relevant City Departments, [to] commence the process to develop the new West District Service Centre and dispose of certain West District lands by exploring the possibilities of public/private partnership as well as other more traditional transaction structures including design/build, ground leases, etc., with due consideration to public input from the citizens residing within the boundaries of the Etobicoke and Humber-York Community Councils".

The overall process described above is referred to as the "West District Study".

In April, 2003, the City issued a Request for Expressions of Interest (REOI) to determine the level of interest by the private sector and other levels of government in providing financial and economic options to house the new West District Service Centre. The REOI focused on the Bloor-Islington lands and Westwood Theatre lands as potential locations for the new West District Service Centre. In this scenario, the current Etobicoke Civic Centre lands would become available for redevelopment.

Details of the REOI, responses received, the community consultation process and recommended next steps were contained in a report from the Commissioner of Corporate Services and the Chief Financial Officer and Treasurer entitled "West District Study – Results of the Request for Expressions of Interest and Recommended Next Steps", which was adopted, as amended, by City Council (Clause 1, Administration Committee Report No. 7, 2003). The work schedule for the WDDI was subsequently amended by recommendations in a report submitted by Facilities & Real Estate (Clause 3, Administration Committee Report No. 5, adopted by Council on May 18, 2004).

Council authorized staff to take the following steps:

- to conduct a West District Design Initiative (WDDI) to determine city building visions for current Etobicoke Civic Complex lands, the Bloor-Islington lands and Westwood Theatre lands, along the lines of a set schedule;
- to conduct design charrettes within the WDDI for the Current Etobicoke Civic Complex lands, the Bloor-Islington lands and Westwood Theatre lands;
- to establish two Community Reference Groups to participate in the WDDI, one for the current Etobicoke Civic Complex lands, and one for the Bloor-Islington lands and Westwood Theatre lands (with one member from each Community Reference Group participating in its related WDDI design charrette);
- upon completion of the WDDI, to proceed to a Request for Qualifications (RFQ) for redevelopment of the Bloor-Islington lands, Westwood Theatre lands, and/or current Etobicoke Civic Complex lands; and
- to hold a community consultation meeting to discuss the outcome of the RFQ and WDDI processes.

ISSUE BACKGROUND

The West District Design Initiative's purpose was to create urban design visions for three City-owned properties in the Etobicoke York District: the Bloor-Islington Lands, the Westwood Theatre Lands and the Current Etobicoke Civic Complex (CECC). The WDDI was to examine the feasibility of relocating the current Etobicoke York civic functions to either Bloor-Islington or Westwood.

The preferred built form options would be used to:

- guide the comprehensive development of each site;
- maximize their asset value;
- support the Toronto Official Plan, Secondary Plan provisions, and other relevant City policies and regulations; and
- form the basis for redevelopment.

The WDDI is one of several concurrent studies in Etobicoke Centre, including:

- the Six Points Interchange Reconfiguration Class Environmental Assessment Study;
- the Kipling/Islington Bus Operations Study;
- the Etobicoke Centre Community Improvement Plan; and
- the Etobicoke Centre Community Services and Facilities Implementation Strategy.

These studies figure significantly in the WDDI work and resulting visions.

The preferred road reconfiguration option arising from the Six Points Interchange Reconfiguration Class Environmental Assessment Study (Six Points study) forms the basis for the urban design vision for the Westwood Theatre Lands. Without access

improvements, Westwood has significant development limitations. It will require better access if it is to become a viable, more valuable redevelopment site. The Six Points preferred option would create a stronger urban connection and much improved pedestrian and vehicular access between Westwood and lands to the north and west.

The WDDI was paced to await the identification of a preferred interchange design through the Six Points study. Transportation Services/City Planning will be reporting to the Planning & Growth Management Committee on the results of the Six Points study to the same meeting as the results of the WDDI.

The Kipling/Islington Bus Operations Study focuses, in part, on moving the Mississauga Transit bus operations from Islington to Kipling Station, which would free up the Bloor-Islington site for a new urban design vision. Intensive redevelopment of Bloor-Islington cannot occur without a firm plan in place to move the non-TTC bus carriers away from Islington to an alternative location.

The Etobicoke Centre Community Improvement Plan will be useful at the implementation stage of the visions, as it focuses on improvements to community infrastructure and may contain financial incentives for office development.

The Etobicoke Centre Community Services and Facilities Implementation Strategy (CS&FIS) has provided a policy framework within which the City's ABCDs have articulated their community services and facilities needs for the Etobicoke Civic Complex, Bloor-Islington lands and Westwood Theatre lands, and these needs have been incorporated into the recommended urban visions.

Polling of ABCDs

As part of the West District Study, Council requested Facilities & Real Estate to explore the interests of the City's Agencies, Boards, Commissions and Divisions (ABCDs).

F&RE consulted with and received business cases from a number of ABCDs outlining the nature and scope of their interests in obtaining portions of Bloor-Islington, Westwood and the Etobicoke Civic Complex, should any of these lands be declared surplus. The Property Management Committee has served as the forum for receipt of the business cases and discussion.

Following is a summary of the ABCD business cases submitted, on a site by site basis:

Etobicoke Civic Complex lands:

- Affordable Housing Office requested that affordable housing be secured onsite
- Heritage Preservation Services requested a portion of the former City Hall to be preserved
- Parks, Forestry & Recreation (PF&R) requested parkland for playing fields at 2.0ha

• Toronto Police Services (TPS) – requested detective office space in the existing building if tenant space were available, however alternative locations would also be acceptable.

Bloor-Islington:

- TTC advised that redevelopment must accommodate current and future TTC requirements
- Children's Services requested a Day Care Centre for 62 children & 0.13ha of outdoor play space (either here or on Westwood)
- PF&R requested a community centre at approximately 2,300 m²/25,000 ft² (either here or on Westwood)
- TRCA advised that a small portion of the site (near the proposed new TTC bus terminal) is in a floodplain, and this will need to be dealt with

Westwood Theatre Lands:

- Transportation Services advised of the need to maintain the current snow disposal facility onsite at 2.72 ha until it is relocated to South Etobicoke. The relocation is currently underway for the 2007/08 winter season.
- TPS Division 22 wished to maintain current Police Station at 1.0 ha on the site, until the City is able to fund its relocation; and are requesting more land for parking & storage at 0.81ha
- Affordable Housing Office requested that affordable housing be secured onsite
- Children's Services requested a Day Care Centre for 62 children and 0.81ha of outdoor play space (either here or on Bloor-Islington)
- PF&R requested parkland at 2.0ha, fronting Bloor Street, and also requested a community centre at approximately 2,300 m²/25,000 ft² (either here or on Westwood)
- TTC requested a permanent, 100 to 500 space commuter parking lot at 1.14ha, and a Parking Pick Up and Drop Off area in the southwest corner of the site, sized at approximately 1765 $m^2/19,000$ ft²

The WDDI was utilized to test the viability of each of these ABCD requests from a site planning perspective.

In addition to the interests and requests noted above, relocating the Etobicoke York civic functions to either Bloor-Islington or Westwood would require the construction of at least 16,000 m² /172,000 ft² gross floor area for offices. If other civic offices were to be consolidated to the new location, this number could increase to possibly 28,000 m² /300,000 ft². If other tenants were to share the building with the City, the gross floor area could be as high as 46,000 m²/495,000 ft². More precise areas will be cited when the business case is brought forward in 2008.

COMMENTS

Study process

The WDDI, carried out from June 2004 to September 2007, involved three phases: background research and analysis, design exploration and synthesis.

- In the first phase, the context of the sites was studied, and relevant background information and planning policies were researched and analyzed. Guiding design principles were developed through two "Strengths, Weaknesses, Opportunities and Threats" (SWOT) workshops.
- During the second phase, three design charrettes explored urban design alternatives for each site.
- Phase three synthesized the insights from the design charrettes and then combined the information to create urban design options and supporting design guidelines.

In accordance with Council's 2003 directions regarding community involvement, individuals from the community at large who were designated as "Community Reference Group" members by the Councillors from Wards 3 and 5 also attended the SWOT and charrette sessions. Community members contributed much to the process and recommended visions.

Council also directed staff to hold a community consultation meeting once the WDDI study was completed, to inform the public about the consultant's findings and to solicit feedback. The meeting took place on October 29, 2007, and was attended by approximately 140 people.

During the discussion period, community members made a number of comments regarding the preferred urban design visions, including the need for improved community amenities in Etobicoke Centre, such as a YMCA and a performing arts centre for Etobicoke York residents. Others expressed the need for an improved pedestrian environment at Bloor-Islington, requesting better connections to Islington Station from north and south of Bloor Street. In the vicinity of Westwood, community members requested improved cycling features, such as new bike lanes along Bloor Street and Kipling Avenue. Focusing on Westwood, some community members raised concerns about the potential increase in traffic in the surrounding residential areas once the properties are redeveloped. A request was made to retain the farmers' market at the current Etobicoke Civic Complex site if it is redeveloped. Space for constituents to meet with councillors in the relocated Etobicoke York Civic Centre was also requested.

Minutes of the meeting are posted at <u>http://www.toronto.ca/business/wddi.htm</u>.

The consultant's final reports were posted at this web address as of October 11th to allow members of the public to review the documents in advance of the meeting. The reports are as follows:

WDDI Executive Summary:

http://www.toronto.ca/business/pdf/wddi_exec_summary.pdf

WDDI Etobicoke Civic Centre Site Final Report: http://www.toronto.ca/business/pdf/wddi_ecc.pdf

WDDI Bloor-Islington Lands Final Report: http://www.toronto.ca/business/pdf/wddi_bi.pdf

WDDI Westwood Theatre Lands Final Report: http://www.toronto.ca/business/pdf/wddi_westwood.pdf

All three of these urban design visions have been carried out in accordance with the City of Toronto Official Plan. The Bloor Islington site and the Westwood Theatre Lands are within the Etobicoke Centre Secondary Plan area, and the urban design visions for these sites fulfill the policies and guidelines of this Secondary Plan.

Current Etobicoke Civic Complex (CECC) Site

Current characteristics

- 6.7 hectares (16.5 acres)
- designated as "Mixed-use Area" in the Toronto Official Plan
- adequate public transportation for non-civic centre uses
- parts recommended for inclusion in the Inventory of Heritage Properties
- assets: large size, convenient highway access, architectural character, mature campus-like setting
- barriers: traffic noise and pollution from Highway 427, 14-metre MTO setback requirement along Highway 427 and Burnhamthorpe Road.



Figure 1: Birds eye view from south-east of the existing conditions at the CECC

Vision

The preferred option for the CECC site includes a new street running north-south through the site, connecting Burnhamthorpe Road with Civic Centre Court, and the preservation and reuse of the Council Chamber and north-south wing of the existing building. The proposed massing is "use neutral", allowing for both residential and non-residential (office and/or institutional) blocks with some street-related retail uses along Burnhamthorpe Road and The West Mall. The desired built form of the site includes lowrise buildings facing Civic Centre Court and a new park, mid-rise buildings along Burnhamthorpe Road, The West Mall and the new street, and high-rise towers along Highway 427.

The urban design vision recommended for the CECC site addresses the Affordable Housing Office's request for affordable housing onsite. Affordable housing could be secured as a percentage of development across the entire site (consistent with Official Plan policies), or a specific portion of the site could be identified for this purpose. Recommendations will be made in this regard at the time the business case is submitted to Council.

The urban design vision also addresses Heritage Preservation Services request for the preservation of a portion of the former Etobicoke City Hall. Detailed staff recommendations on this matter will be made to Council at the time of the business case.

Parks, Forestry & Recreation's (PF&R's) request for 2.0ha of active, green parkland is accommodated on the site, although members of the community at the WDDI charrette specifically requested that it not be in the form of playing fields.



Figure 2: Site Plan of preferred urban design option for the CECC



Figure 3: Birds eye view from southeast of preferred urban design option for the CECC

Bloor-Islington Lands

Current characteristics

- 2.12 hectares (5.24 acres); contains an "intensively used bus terminal" that serves TTC and Mississauga Transit
- part of Etobicoke Centre (Official Plan), zoned EC2, maximum building height of 90 metres and maximum fsi of 5.0
- 7,000 planned residential units in the area high development pressure
- assets: excellent access to public transit, provides opportunity for intensification
- barriers: rail tracks and hydro corridor to the north, 30 metre setback requirement from rail line, TTC underground infrastructure, railway bridges/road underpasses
- linked to the Kipling/Islington Bus Operations Study



Figure 4: Birds eye view from west of the Bloor-Islington Lands

Vision

The Bloor-Islington Lands site is considered suitable for both the development of a new Etobicoke York District Service Centre or as a mixed-use node. This option is organized around a new urban space fronting Bloor Street, extending east to Islington Avenue, and a new public street to align with the signalized intersection of Bloor Street with Green Lane.

The three proposed buildings are configured to support and reinforce the urban space, with the tallest building at Islington Avenue. The next two buildings are lower in height, providing a transition towards the western edge of the site. A podium building connecting the eastern and central towers should frame the urban space.

If chosen as the site for the new West District Service Centre, the preferred option places the civic function in the eastern tower at the north-west corner of Bloor and Islington. Office space with ground floor retail is placed in the central tower. Mixed residentialcommercial is suggested for a western tower. The preferred option sets a new Islington bus terminal at the northern end of the site, accessible from Islington Avenue where it meets Aberfoyle Crescent. Development on the site would include a four stage phasing plan.

The urban design vision for Bloor-Islington can incorporate the requests received from ABCDs. One request was from Children's Services, which requested a Day Care Centre for 62 children & outdoor play space (either here or on Westwood) at 0.13 ha. The other was from Parks, Forestry & Recreation, which requested a community centre at 2,300 m2 (either here or on Westwood), and for a large publicly accessible open space fronting Bloor Street.

With respect to the TTC's interests, the urban design vision for Bloor-Islington is integrated with the subway and future bus operations on the site, and includes such elements as a Passenger Pick Up and Drop Off area. Although the site plan in the WDDI study shows a continuous east-west through-road, TTC subsequently studied the road as part of the Kipling/Islington Bus Operations Study, and concluded that a discontinuous road is preferable to TTC operations (i.e., that the road leading to the new TTC bus station should terminate in a cul-de-sac for operational reasons). The details of the road do not affect the massing on the site, so Council's approval of the WDDI vision does not preclude TTC's approach to road configuration as described above (nor, by the same token, does the WDDI vision endorse the TTC's approach).

In 2005, the City consolidated its land holdings on the Bloor-Islington site by buying the one outstanding parcel on the block, a Royal Canadian Legion branch. In 2007, Council approved the sale of part of the site to SNC Lavalin for its Ontario corporate headquarters. Initial discussions with SNC Lavalin took place at the same time the charrette for Bloor-Islington was being conducted. Consequently, SNC Lavalin's needs could be incorporated into the urban design vision for the site. The urban design vision

then helped set the parameters for subsequent negotiations between the City and SNC Lavalin.



Figure 5: Site plan of preferred urban design option for the Bloor-Islington Lands



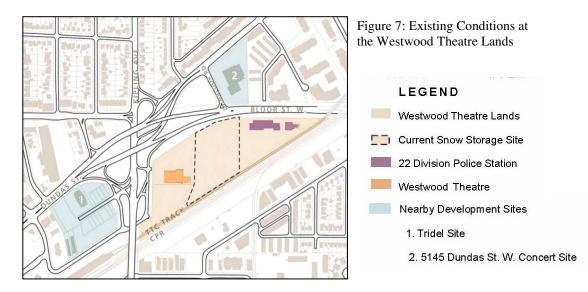
Figure 6: Birds Eye view from south-west of preferred urban design option for the Bloor-Islington Lands

Westwood Theatre Lands

Current characteristics

- 7.7 hectares (19 acres); contains a 2.83-hectare Transportation Services snow storage facility, TPS 22 Division, former Westwood Theatre
- part of Etobicoke Centre (Official Plan), zoned EC2(H), maximum height of 60 metres at the Kipling Avenue and Bloor Street intersection and 72 metres along the TTC subway track to the south
- assets: excellent access to public transit, several major arterial roads, large parcel with single ownership, few conflicts with surrounding uses due to physical boundaries

- barriers: rail tracks to the south; adjacency to Six Points Interchange grade challenged site, lack of street frontage and accessibility
- intensive redevelopment of surrounding properties (Concert Properties and Tridel)



Vision

The preferred road reconfiguration option arising from the Six Points Interchange Reconfiguration Class Environmental Assessment Study forms the basis for the urban design vision for the Westwood Theatre Lands. Without access improvements, Westwood has significant development limitations. If the Six Points interchange is not reconfigured, a local road network, similar to that proposed in the Six Points Environmental Assessment Study, would still be required to provide access and address to these lands.

The Westwood Theatre Lands site is considered suitable for either the development of a new West District Service Centre or as a mixed-use centre; however, costs of infrastructure changes and improvements could impede the redevelopment of the site as a civic centre.

The urban design visions shown for the Westwood Theatre Lands will require a further detailed planning process in order to achieve the build-outs shown.

In either case, the preferred built form along Kipling Avenue, Bloor Street and Dundas Street would create a comfortable mid-rise environment through continuous street-wall buildings, ground floor pedestrian-oriented and street related uses, and flexible land use along main street frontages. Taller buildings would be placed at strategic locations.

(a) Civic Centre Option

If a civic centre were to be located at Westwood, it would be placed at the corner of Bloor Street and Kipling Avenue, and would have a civic square fronting Dundas Street. A mixed-use office and commercial development would be located in the development blocks close to the Bloor/Kipling/Dundas intersection while mixed-use residential and commercial development would be located in the development blocks near the southern edge of the site.

Three urban parks are proposed for this option: one at the eastern end of the site, the second at the north-east corner of Bloor and Kipling, and the third at the south-east corner of Dundas and Kipling. A linear green path along the TTC track would provide a pedestrian friendly connection through the site.



Figure 9: Birds eye view from south-west of the civic centre option for the Westwood Theatre Lands



Figure 8: Site plan of the civic centre option for the Westwood Theatre Lands

(b) Mixed-use Centre Option

In the mixed-use centre option for Westwood, the civic centre building location would instead have an office building with retail at grade; the civic square would instead be an urban square; and the eastern park would be about half the size of the one in the civic centre option. The road pattern northeast of Kipling Avenue and Bloor Street is shown to be realigned to create a more normalized development parcel, and the two streets north of Bloor Street are extended southward to create a large new community park. This, however, assumes the acquisition of several properties.



Figure 10: Site plan of the mixed use option for the Westwood Theatre Lands

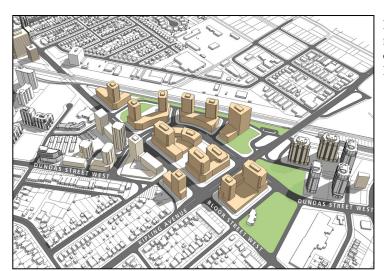


Figure 11: Birds eye view from north-west of the mixed use option for the Westwood Theatre Lands

The urban design vision for Westwood can incorporate many of the requests received from ABCDs, including the request from Children's Services for a day care centre and the request from Parks, Forestry & Recreation for a community centre at 2,300 m2/25,000 ft². Parks' request for 2.0ha of dedicated parkland can also be accommodated, though not with the continuous Bloor Street frontage that they have requested, nor in one contiguous parcel. Affordable housing can be accommodated onsite, as per the Affordable Housing Office's request.

The redevelopment of Westwood is premised on Transportation Services moving its snow disposal facility from this site to another in South Etobicoke.

TTC's request for a permanent 100 to 500 space commuter parking lot at 1.14ha will require further review, as will Toronto Police Services' (TPS) request to add 0.81ha of land to its Division 22 compound for parking & storage. For the time being, TPS will maintain its current police station at 1.0ha on the site, until the City is able to fund its relocation.

Earlier this year, the YMCA of Greater Toronto approached the City to express interest in purchasing 0.8ha/2ac of land on the Westwood Theatre lands for a 5,600 m²/60,000 ft² community recreation facility to serve Etobicoke. They contemplate partnering with an office developer, who would construct a 28,000m²/300,000 ft² office building alongside the new Y.

The YMCA expressed a willingness to provide its community functions and services at no cost to the City. In the absence of a YMCA on Westwood, these recreational and community amenities would have to be provided by Parks, Forestry & Recreation at the City's expense, somewhere in Etobicoke Centre. City staff incorporated the idea of a generic recreation centre and office tower into the WDDI vision for Westwood, locating it on the south side of the Dundas Loop road, facing Kipling Avenue. Staff will continue to discuss with the YMCA how they might be accommodated on Westwood.

Another party has approached the city on a confidential basis with the interest in purchasing another portion of Westwood south of the proposed Dundas Loop road. This is the subject of the confidential attachment to this report.

The plans and interests of both the YMCA and the confidential entity are premised on Council's endorsement of the visions set out in the West District Design Initiative and Six Points study.

Where should the civic centre go?

Key elements identified for the creation of a civic centre are:

- Landmark building
- Civic space
- Program requirements
- Minimum and maximum GFA (16,000 m2/ to 46,000 m2)
- Easy access to TTC Subway station and other public transit
- Pedestrian amenity features
- Connectivity to the surrounding community
- No surface parking

Both the Bloor-Islington Lands and the Westwood Theatre Lands are suitable for creating the new West District Service Centre as both meet the criteria for a civic centre. If there was pressure to build a new Etobicoke York Civic Centre within a short time frame, the Bloor-Islington Lands would be a more desirable choice as the infrastructure changes of the Six Points Interchange Reconfiguration associated with the Westwood Lands could take several years to fund and implement.

Management of the vision, and disposition of land

Recommendation 2(iv) in Consolidated Clause 28 in Policy and Finance Committee Report 1, adopted, as amended, by Council at its meeting January 31 and February 1 and 2, 2006, provides that:

"the Chief Corporate Officer be requested to report to the Policy and Finance Committee, no later than September 2006, on the transfer of the Westwood Theatre site, including abutting lands, and the Bloor-Islington lands, to TEDCO by December 31, 2006."

Subsequent to this request, Council approved alternate arrangements for Bloor-Islington, in which the City (through Facilities & Real Estate) continues to manage the vision and disposition of that site. Similarly, given the fact that Facilities & Real Estate will be negotiating the sales of portions of Westwood to the YMCA and to the confidential party, it is recommended that the City (through Facilities & Real Estate) continue to manage the vision and disposition of the Westwood site.

Next Steps

The following chart sets out the next steps within the West District Study, together with anticipated timelines:

Task	Who	When
Determine, to a higher level of detail, the City's overall office needs in the Etobicoke York area, and opportunities for City-wide office consolidation	Facilities & Real Estate (F&RE)	2008
Infrastructure planning for roads, water, sewerage	F&RE, Development Engineering, Toronto Water, Transportation Services, City Planning	Ongoing
Development of district energy strategies for Bloor-Islington, the Westwood Theatre Lands and the CECC lands	F&RE	Ongoing
Development of parking strategy for Westwood	F&RE, Toronto Parking Authority, City Planning	Ongoing
Implementation of WDDI vision: (1) 427 Corridor Study: CECC site and adjacent area study to generate implementing by-laws (2) Etobicoke Centre CIP Plan (3) Evaluation of necessary modifications for the Official Plan and Zoning By-law to support the implementation (4) Processing of individual applications	City Planning, F&RE	Ongoing
Preparation of business analysis/business case, based on the study of three options: (1) civic functions stay on The West Mall (2) civic functions move to Westwood; and (3) civic functions move to Bloor-Islington	F&RE	Last quarter 2008/first quarter 2009

Many of the next steps, as outlined above, will involve consultation and collaboration with the affected City Divisions.

CONTACTS

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SIGNATURES

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ATTACHMENT

Attachment 1 – Confidential Information: Opportunity resulting from the West District Design Initiative and Six Points study