

# STAFF REPORT ACTION REQUIRED

# 3560 and 3600 Lake Shore Boulevard West -Official Plan and Zoning Amendment Applications -Preliminary Report

Date:	July 28, 2010
То:	Etobicoke York Community Council
From:	Director, Community Planning, Etobicoke York District
Wards:	Ward 6 – Etobicoke-Lakeshore
Reference Number:	10 193543 WET 06 OZ

# SUMMARY

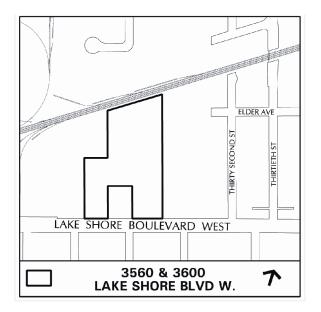
This application is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

This application proposes the redevelopment of a 4.33 hectare former industrial site, now vacant, at 3560 and 3600 Lake Shore Boulevard West. A residential development of

approximately 550 units is proposed. The proposal includes mid-rise apartment buildings along the Lake Shore Boulevard West frontage, which may have retail or commercial uses on the ground floor. On the balance of the site, approximately 200 stacked townhouses, new parkland and new public roads are proposed.

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.

The Ward Councillor held a public information session on this application on



June 28, 2010. Planning staff propose to host a Community Consultation meeting by the end of 2010 to allow the applicant to present any revisions to the project coming out of the review process and to receive further comment from the public.

Provided the applicant provides all required information in a timely manner, staff estimate that a Final Report on the applications can be completed by mid-2011. The applicant will also be required to submit an application for approval of a Plan of Subdivision. Staff will encourage the applicant to make this application as soon as possible so that the review process can proceed concurrently.

### RECOMMENDATIONS

#### The City Planning Division recommends that:

- 1. Staff be directed to schedule a community consultation meeting for the lands at 3560 and 3600 Lake Shore Boulevard West together with the Ward Councillor.
- 2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site and anyone who signed in at the June 28, 2010 information meeting hosted by the local Councillor.
- 3. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

#### **Financial Impact**

The recommendations in this report have no financial impact.

# **Pre-Application Consultation**

Three pre-application consultation meetings were held with the applicant to gain an understanding of the proposal, provide preliminary feedback and discuss complete application submission requirements. At these meetings, the applicant was considering a high or mid-rise building at the north end of the property adjacent to the railway corridor, a linear park adjacent to the railway corridor, stacked townhouses internal to the site and mid-rise buildings along Lake Shore Boulevard West. Since these meetings, the applicant has decided not to pursue a high or mid-rise building at the north end of the property, adjacent to the railway corridor. As well, measures such as temporary turning circles have been incorporated into their proposal to allow the development to proceed independently of its neighbours.

The ward Councillor held a public information meeting on June 28, 2010 at which approximately 115 people were in attendance. The applicant made a presentation on their proposal at this meeting. Both the applicant and Planning staff were available to answer questions and listen to the ideas, comments and concerns expressed.

Matters of interest at these meetings included the location and shape of the proposed park; new road layout and connections to Lake Shore Boulevard West and the areas to the east and west; phasing and co-ordination with neighbouring property owners to the east and west and Brewers' Retail, which occupies a site in the middle of the Lake Shore Boulevard frontage of the site; the height of the mid-rise buildings proposed for the Lake Shore Boulevard West frontage including their design and whether or not they should include a commercial component on the first floor; traffic and parking; the implications of any contamination found on site; and orientation of the townhouse blocks. These and other issues identified by staff are discussed later in this report.

# **ISSUE BACKGROUND**

# Proposal

This application proposes the redevelopment of the former Arvin Meritor site, now vacant, at 3560 and 3600 Lake Shore Boulevard West with a residential development of approximately 550 units totalling 44,250 square metres of gross floor area (GFA). The density across the site would be slightly over 1.0 FSI. The lot coverage would be approximately 28% (Attachment 8). It is estimated that this development would provide housing for approximately 1,000 residents.

The proposal includes mid-rise apartment buildings along the Lake Shore Boulevard West frontage with parking to be provided in a combination of surface and underground facilities (Attachments 3A and 3B). The applicant has indicated in their submission that the incorporation of retail/commercial uses on the ground floor is subject to further evaluation of market demand. As well, these buildings are being shown in the application at up to 8 and 12 storeys in height. However, the applicant has indicated that they have not yet made a final determination on maximum heights for these buildings and are proposing flexibility in the implementing zoning by-law to accommodate a range of building heights. The balance of the residential component will consist of approximately 200 ground-related and stacked townhouses arranged along a new public road system. Parking will be provided below the townhouses, with over 600 parking spaces throughout the development.

Canadian National Railway (CN) policy requires dwelling units to be set back from the rail corridor by at least 30 metres. This 30 metre setback must also contain a berm to protect from a possible derailment. This setback is included in the proposal.

A new linear park is proposed for the site, along and immediately adjacent to the railway, which would include the required 30 metre rail corridor setback as well as additional adjacent land to make up the required parkland contribution under the Alternate Parkland Dedication Rate of 15% of total land area.

# Site and Surrounding Area

The 4.33 hectare site is irregularly shaped and runs from frontage on Lake Shore Boulevard West to the CN tracks to the north. A stand-alone Brewers' Retail store, with its parking and loading facilities, interrupts the site's 133 metre frontage on Lake Shore Boulevard West and is not part of the application. (Attachment 1) The site rises gradually from Lake Shore Boulevard West to the CN tracks with a berm along the northeast portion of the property and a low retaining wall along the rail corridor.

The site has been used by industrial concerns since 1942. The most recent occupant was the auto parts manufacturer Arvin Meritor. All of the buildings on the site have recently been demolished. The site will be remediated as required as part of this development proposal.

The properties to the west contain operating industrial concerns, including an oil processing plant operated by Castrol Canada. West of these industries are a church and elementary school. A car dealership abuts the site to the east. East of the dealership is low-rise, low-density residential development. To the south, across Lake Shore Boulevard West, are 2 and 3-storey main street style buildings with retail at grade and apartments above. There is also a 4 and a 7-storey apartment building just east and west of the site respectively. To the south of the buildings fronting on Lake Shore Boulevard West is a residential neighbourhood of low-rise, low-density houses and small apartment buildings. The north side the property is bordered by the CN tracks. Industrial buildings are located across the tracks to the north. (Attachment 1)

# **Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. 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**

Site and Area Specific Policy No. 23 (SASP 23) applies to all of the industrial lands north of Lake Shore Boulevard West and south of the CN rail corridor, between west of Thirty Second Street and Brown's Line (a total of 17 hectares), and includes the 4.33 hectare site that is the subject of this application. SASP 23 evolved from the Central/Western Lake Shore Area Secondary Plan which was approved in 1993 as part of the former City of Etobicoke Official Plan. It envisioned the area's eventual transformation to a residential and/or mixed-use area. (Attachment 6) SASP 23 provides for up to 2,200

housing units in the policy area. The approximately 550 units proposed in this application are a proportionate share of the total allocation for SASP 23, based on land area.

The site carries three land use designations: *Mixed Use Areas*, *Neighbourhoods* and *Parks*. (Attachment 5) The *Mixed Use Areas* include the Lake Shore Boulevard West frontage and lands abutting the railway corridor. Multi-unit residential, commercial and light industrial uses to a maximum density of 2.5 FSI (3.0 if there is no residential component) are permitted for the area along and south of the railway corridor. Mixed uses to a maximum density of 3.0 FSI and maximum height of 6 storeys are permitted along the Lake Shore Boulevard West frontage.

The *Neighbourhoods* area is in the centre of the property, and SASP 23 imposes a height limit of 6 storeys for development within this designation.

The *Parks* designation is located parallel to and north of the *Mixed Use Areas* designation along Lake Shore Boulevard West, between the *Mixed Use Areas* and *Neighbourhoods* designations.

SASP 23 requires public roads to be provided before redevelopment can occur and provides detail on the number and placement of these new roads. It also provides direction on urban design elements that are to be applied to development of the area and this site, including:

- maximum setback of 1.5 metres and build-to requirements of 70% along Lake Shore Boulevard West; and,
- a gradual increase in building heights northerly from Lake Shore Boulevard West and west from Thirty-Second Street.

Lake Shore Boulevard West is identified as an Avenue on Map 2 - Urban Structure of the Official Plan.

The proposal will be evaluated against these and all other applicable Official Plan policies.

# Zoning

The property is zoned I.C1 (Industrial Class 1) under the former City of Etobicoke Zoning Code. This classification permits a limited range of industrial and ancillary uses. (Attachment 7)

Although the Lake Shore Boulevard West frontage of the site was studied as part of the "Lake Shore Boulevard West: Brown's Line – Twenty-Fourth Street Avenue Study", Council did not apply the Avenue zoning (C1-AV) that resulted from this study to the industrial zoned properties west of Thirty Second Street and subject to SASP 23, including this property. The rest of the Avenue study area did receive a C1-AV zoning

under By-law 1055-2004, including the south side of Lake Shore Boulevard West in this location. (Attachment 7)

In addition to the policies of SASP 23, staff will consider the findings of the Avenue Study and the development standards in the C1-AV zoning by-law in the review of this application due to their proximity to the site and because these industrial sites may eventually be incorporated into the Avenue zoning.

# Site Plan Control

The project is subject to Site Plan Control. An application has not yet been submitted.

# **Tree Preservation**

The site contains two public and two private trees that fall under the City's tree protection by-laws. The applicant has submitted an Arborist's Report which will be reviewed by Urban Forestry staff.

# **Reasons for the Application**

The proposal shows similar land uses as provided for in SASP 23 but in different locations, therefore requiring an amendment to the Official Plan. (Attachment 3) In addition, the proposal does not conform to the policy on building heights contained in SASP 23.

To permit this development the OPA application proposes to amend all of the lands subject to SASP 23 by allowing for flexibility regarding the location of parkland and modifying policies which specify building heights as follows:

- Incorporating policy modifications which will allow for an east-west linear park to be located anywhere in the SASP 23 policy area north of the *Mixed Use Areas* designation along Lake Shore Boulevard West. In the event that the parkland is provided in a location other than that currently shown in SASP 23 (just north of the Lake Shore Boulevard West fronting strip), then the location currently shown could be developed as if it were designated *Neighbourhoods*.
- Removing all references to building height and height limitations from SASP 23, with the exception of the 6 storey limit on low-rise apartments in the *Neighbourhoods* designation. It is proposed that height limits would be established in site specific Zoning By-laws.

It is important to note that the OPA application proposes that SASP 23 be amended for all of the lands within the policy area, not just the development site. This proposed approach has merit given that the pattern of development approved for this site will influence the ultimate build out of other properties in the 17 hectare policy area. This approach will be further evaluated by City staff and discussed with impacted landowners and community members through the application review process.

The existing zoning does not permit residential or commercial development of the type proposed, therefore a zone change application has been submitted.

The proposal will also require an application for approval of a Draft Plan of Subdivision as new public streets are being created. The applicant advises that this application will be submitted when review of the zone change application is further advanced.

# COMMENTS

# **Application Submission**

The following reports/studies were submitted with the application:

Plan of Survey Site Concept Plan Floor Plans and Elevations for Townhouse Blocks Sun/Shadow Study Landscape Master Plan Tree Inventory Plan Planning Rationale including Community Services and Facilities Study Transportation Considerations Study Stage 1 Archaeological Assessment Preliminary Environmental Noise Feasibility Study Phase I Environmental Site Assessment Supplemental Phase II Environmental Site Assessment Functional Servicing Report including Storm Water Management Report

Notification of Incomplete Application was issued on June 25, 2010 which identified the outstanding material required for a complete application submission as follows:

- Floor plans and elevations for the apartment buildings proposed for the Lake Shore Blvd. West frontage and
- full information regarding the Toronto Green Standard.

This material was subsequently submitted.

As a result of the initial circulation of the material submitted, commenting agencies have identified additional material which will be required before the application can be deemed complete. A second Notification of Incomplete Application was issued on July 15, 2010 which identified the remaining outstanding material required for a complete application submission as follows:

• Underground parking plans for the townhouse and mid-rise blocks in order to determine compliance with parking requirements.

# Issues to be Resolved

Community Planning staff have reviewed the submission and have circulated the plans and studies to other City divisions and agencies. Staff will continue to review and

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discuss with the applicant the issues as summarized below, plus any others that may be identified through further review, agency comments and the community consultation process.

Residents who have commented are generally supportive of redevelopment of the site and are of the opinion that this will provide a needed "stimulus" for the area. Specific comments made on certain aspects of the application are noted below and elsewhere in the report.

#### **Official Plan Designations and SASP 23**

The amendments proposed to SASP 23 would apply to the whole of the SASP 23 area and would include and impact lands that are not subject to this application or under the authority of the applicant. They would change the results of the study conducted in the early 1990s and reviewed in the formulation of the new Toronto Official Plan in the early 2000s, especially with regard to maximum building heights. Consultation with affected landowners within SASP 23 and the community as well as consideration of and consultation on the potential broader implications that could result from this application require further review and evaluation.

The development proposal itself will be evaluated against all the relevant provisions of the Official Plan.

#### **Location of Proposed Park**

The applicant is proposing a linear park adjacent to the rail corridor. The conceptual park area is mostly within the 30 metre rail corridor setback. The applicant cites the advantages that the proposed linear park could have in terms of connectivity with neighbouring sites and the opportunity to create a linear park system with other recreational facilities and schools in the area. (Attachment 1)

During the pre-application process Parks staff indicated some reservations about a linear park paralleling the railway tracks along the north side of the property. Concerns were expressed especially about the usability of the area which would contain the crash protection berm in the 30 metre setback. The need for the park contribution from this development to work with land dedications from the neighbouring sites in SASP 23 which may develop in the future will also be a consideration

Comments at the community meeting and in communications from the public received to date on the application are mixed on the matter of the park location, with some supporting a linear park and others supporting a more centrally located park. Further review and consultation is needed with the applicant, the community and Parks staff to refine the functionality and location of the park.

#### Access, Roads, Traffic and Parking

SASP 23 calls for a minimum of three connections to Lake Shore Boulevard West, which are shown in the concept plan for SASP 23. (Attachment 3) It is unknown when the property owners to the east and west may decide to redevelop their properties and the

timing is potentially long-term. This makes the availability of the other two access points on the neighbouring properties uncertain.

Planning and Transportation staff will review the applicant's proposed plan with regard to requirements for public road connections, in particular the need for full access to Lake Shore Boulevard West at Long Branch Avenue (a signalized intersection). This discussion will be conditioned by the fact that the Brewers' Retail site potentially impacts the ability to achieve a standard (non-offset) intersection at Long Branch Avenue. The applicant has advised that they have initiated discussion with Brewers' Retail on this matter. Staff will work with the applicant to ensure that the public road network provides adequate, safe access to the development, and this will include consideration of whether the SASP 23 area road network should connect to the existing residential streets to the east, and if so, how.

As well, possible impacts on the existing neighbourhood from traffic and parking demand generated by the new development will be evaluated and mitigation measures, if necessary, discussed with the applicant.

A land dedication of 1.7 metres for road widening is required along the Lake Shore Boulevard West frontage. Also, as development on the site may precede the abutting properties, temporary turning circles may be required on internal roads wherever they may dead-end.

Several members of the public have commented that the grid street pattern proposed would be monotonous and not provide a lively, pedestrian-oriented environment. City staff will review the proposed road pattern both on the development site and in the SASP 23 area to determine its practicality and conformity with the city-building policies of the Official Plan.

#### **Impact on Existing Industry**

Ministry of the Environment (MOE) Guidelines set out a framework for ensuring compatibility between proximate land uses (rail and stationary uses such as industrial establishments) in relation to land use approvals under the Planning Act, especially with regard to noise. Planning staff will review the material submitted to ensure that existing industry is not negatively impacted by the creation of a new residential neighbourhood. Similarly, the proposed development must incorporate measures to mitigate noise and other impacts from neighbouring industrial and commercial uses sufficiently to meet MOE standards.

#### Contamination

Portions of the site are contaminated with residues from previous industrial land uses. They will be remediated by the applicant to MOE standards. Development Engineering staff will ensure land to be dedicated to the City for roads and parks meets City standards for remediation.

#### Height and Density

The proposed maximum building heights and densities currently shown are greater than other buildings in the neighbourhood. Comments received on this issue from residents and interested parties so far have been mixed but tend to express concern about the possibility of 12 storey buildings on Lake Shore Boulevard West.

Community Planning staff will review and evaluate the proposal for consistency with Official Plan policies, the Design Criteria for Mid-Rise Building Guidelines and the Infill Townhouses Design Guidelines, including an assessment of the appropriateness of the proposed height, density and built form for the site and the SASP 23 area.

Staff will assess the impacts of the density and heights on the pedestrian environment, streetscape, privacy and the creation of shadows on neighbouring properties and the public realm. Review of the height and density will be informed by the "Lake Shore Boulevard West: Brown's Line – Twenty-Fourth Street Avenue Study" completed in 2004 and the Zoning By-law which resulted from it which limits development in the C1-AV zone to 6 storeys. SASP 23 also provides some direction on setbacks, heights and massing for this property

In addition, other nearby Area Specific Official Plan Policies may be useful in assessing the proposal. For example, Site and Area Specific Policy No. 21 (SASP 21) applies to the south side of Lake Shore Boulevard West across from the development site and the north side of Lake Shore Boulevard West east of the site. It limits development to 6 storeys but does permit consideration of additional height in areas where lot depths exceed 35 metres.

#### **Urban Design**

The applicant is proposing that flexibility be built into a site specific zoning by-law for their site so that development can respond to market forces and any unanticipated outcomes of the remediation process. More specifically, the desire is to maintain flexibility in maximum building heights for the buildings along the Lake Shore Boulevard West as well as for any requirements for commercial uses on the first floor of these buildings.

Many residents have commented that they feel non-residential uses on the ground floor are important to maintain the integrity of the existing shopping strip. If considered appropriate, the zoning by-law can provide flexibility to the applicant on the inclusion of retail or other non-residential uses on the first floor of the Lake Shore Boulevard West frontage.

The applicant has indicated the maximum heights they consider feasible for the buildings along Lake Shore Boulevard West are 8 and 12 stories. Recommendations in the Final Staff Report will address maximum and minimum heights throughout the site.

Planning staff will review the proposal against the Urban Design Guidelines for Infill Townhouses, the Design Criteria for Mid-Rise Building Guidelines, the Lake Shore Boulevard West Urban Design Guidelines, the design guidelines in SASP 23 and all other relevant urban design guidelines and Official Plan policies. Particular attention will be given to the mix of housing types proposed, the impacts of wind, the orientation of the townhouse blocks to the new streets and the location of the residential parking.

#### Infrastructure

The applicant has submitted a Site Servicing Report. City staff will review this study to ensure that there is adequate water and sewer capacity to support the proposed development. Conformity with the DIPS policy, as it relates to street dimensions, tree planting, storm water run-off, emergency access, and other relevant infrastructure elements will also be evaluated.

#### Solid Waste Collection

How solid waste will be stored and set out for pick up, especially in the townhouse blocks, will be reviewed by Planning and Development Engineering staff to ensure a practical and visually appealing arrangement is provided.

#### Section 37

The Official Plan contains policies pertaining to the provision of public benefits should Council grant increased height and density for new development, pursuant to Section 37 of the Planning Act. Community Planning staff will discuss with the applicant and the local councillor how these policies will be applied and identify possible community benefits.

### **Toronto Green Standard**

The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and support green industry.

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.

### CONTACT

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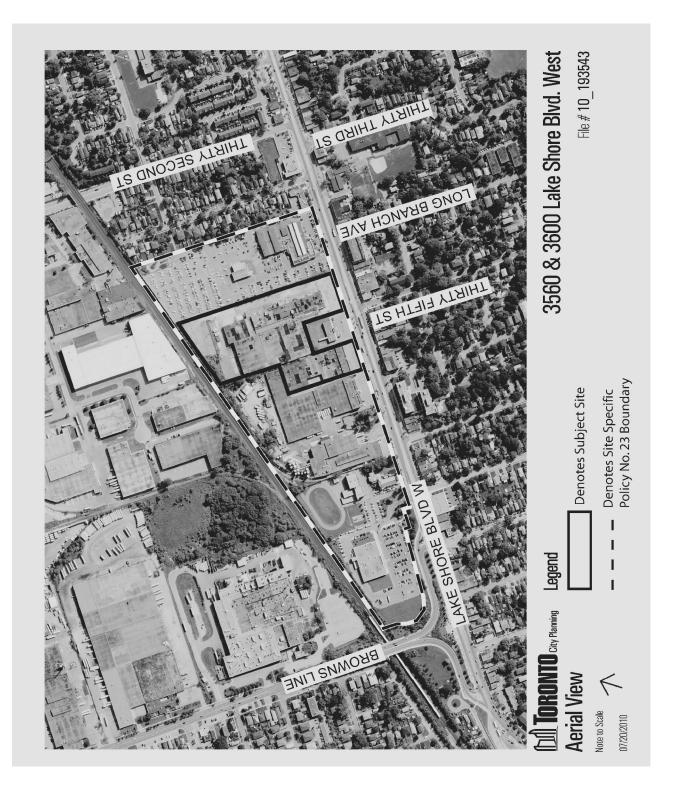
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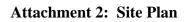
Gregg Lintern, MCIP, RPP Director, Community Planning Etobicoke York District

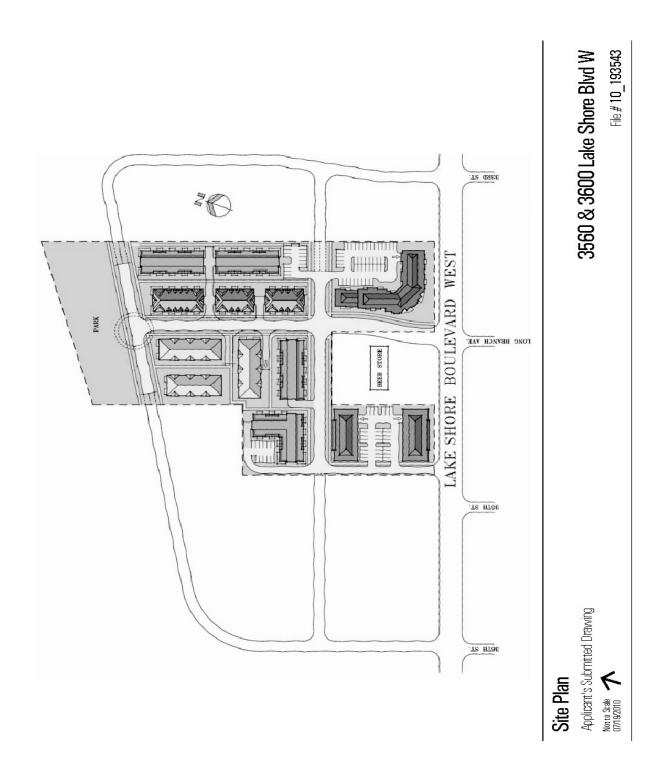
### **ATTACHMENTS**

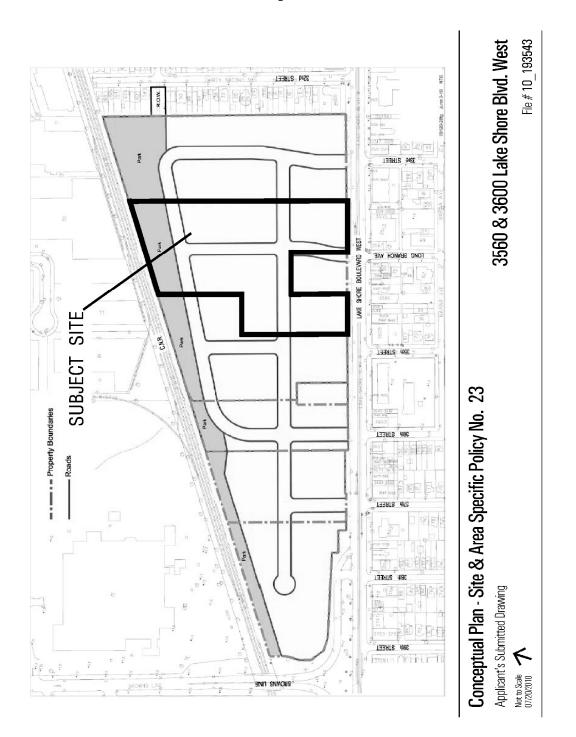
Attachment 1: Context Plan
Attachment 2: Site Plan – Development Site
Attachment 3: Concept Plan – SASP 23
Attachment 4A: Elevation – 12-Storey Apartment (Lake Shore Boulevard West)
Attachment 4B: Elevation – 4-Storey Apartment (Lake Shore Boulevard West)
Attachment 4C: Elevation – Townhouses
Attachment 5: Official Plan - Site
Attachment 6: Official Plan - SASP 23
Attachment 7: Zoning
Attachment 8: Application Data Sheet

Attachment 1: Context Plan

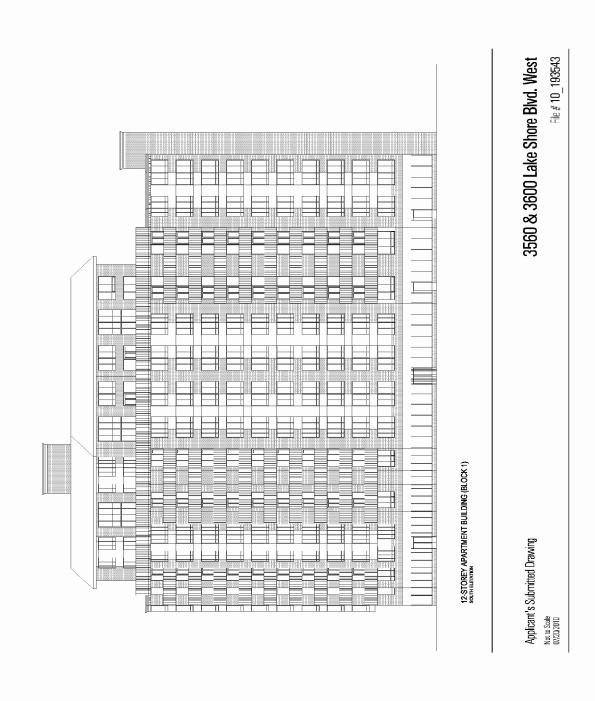




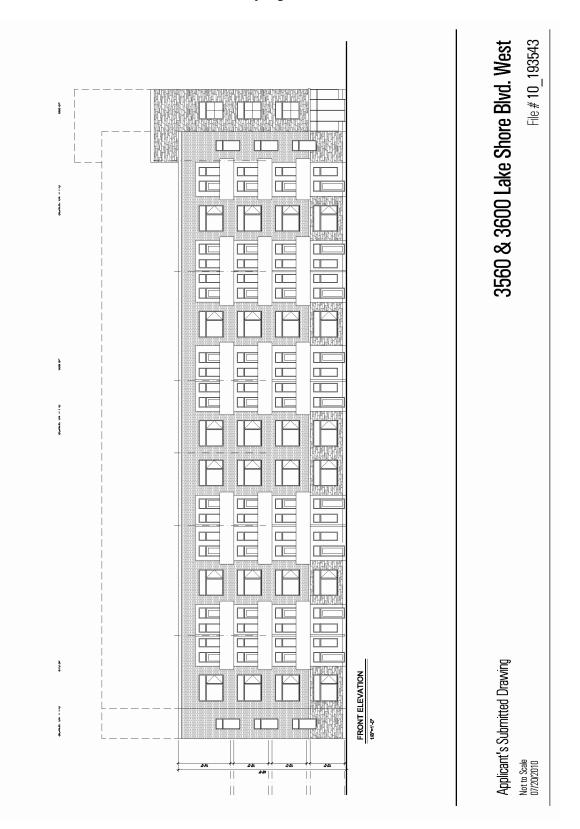




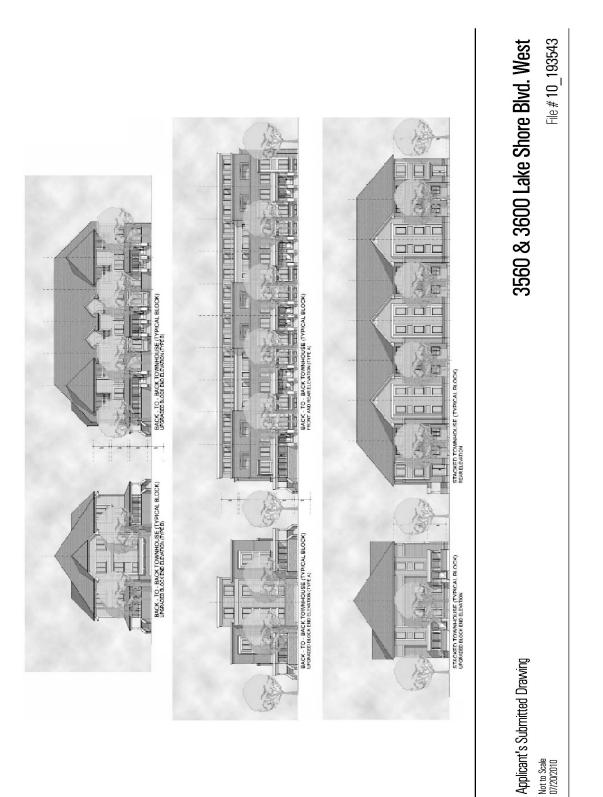
#### Attachment 3: Concept Plan – SASP 23



### Attachment 4A: Elevation – 12-Storey Apartment (Lake Shore Boulevard West)

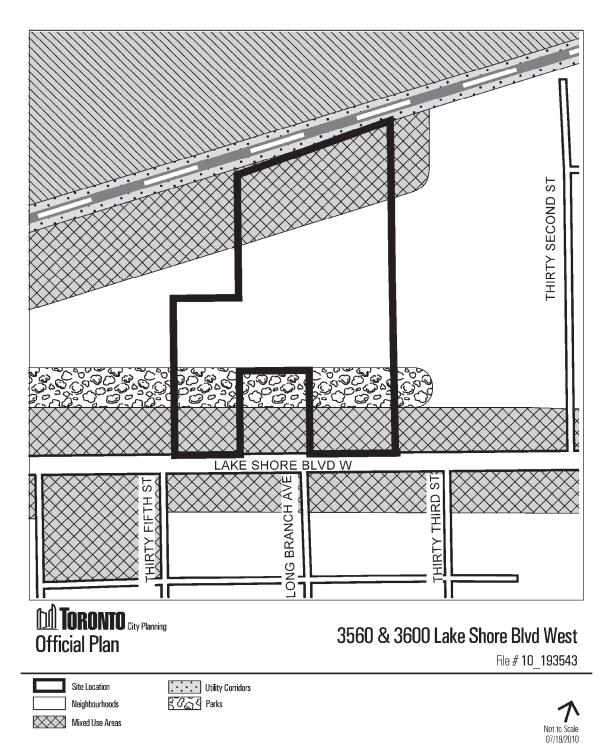


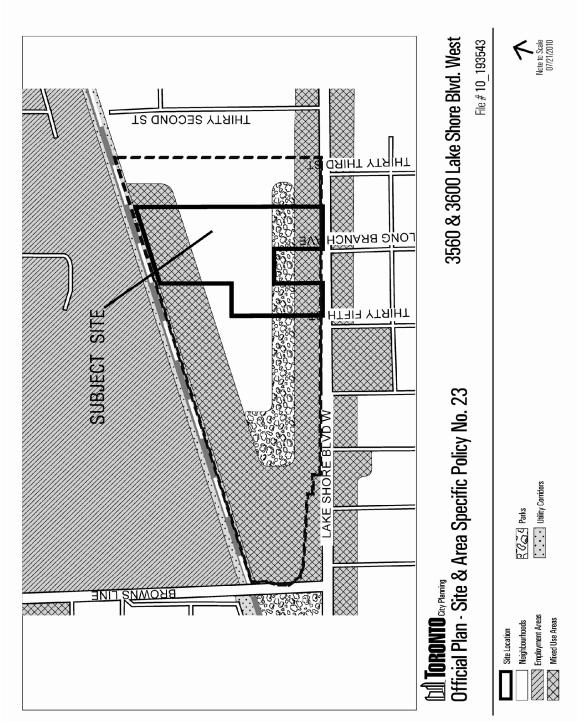
**Attachment 4B: Elevation – 4-Storey Apartment (Lake Shore Boulevard West)** 



### **Attachment 4C: Elevation – Townhouses**

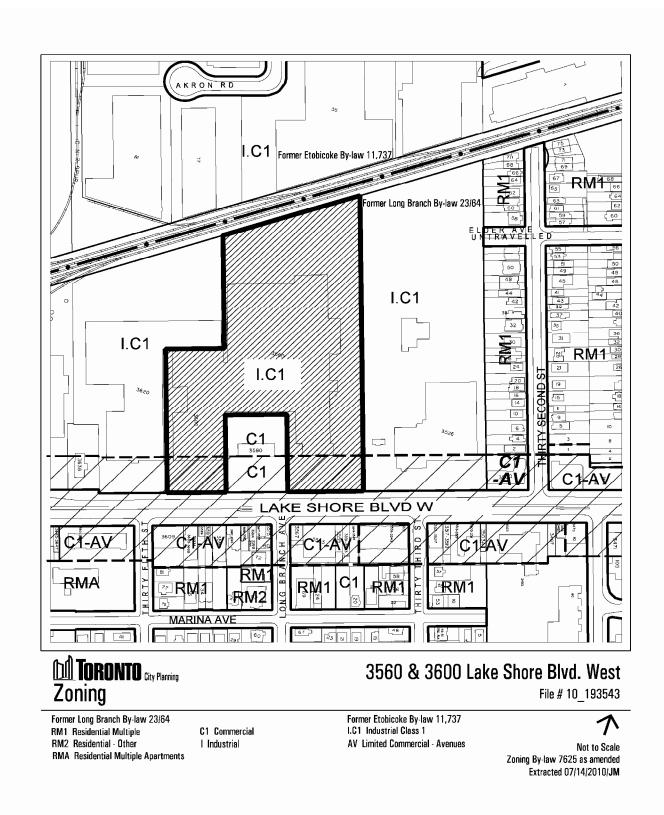






### Attachment 6: Official Plan Designations Site and Area Specific Policy (SASP) No. 23

**Attachment 7: Zoning** 



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# **Attachment 8: Application Data Sheet**

Application Type	Official Plan Amendment &		Application Number:		10	10 193543 WET 06 OZ			
Details	Rezoning OPA & R	A & Rezoning, Standard Application Date:		cation Date:	June 10, 2010				
Municipal Address:	3560 and	3600 LAKE SHORE I	RI VD WEST	<b>ب</b>					
Location Description:	3560 and 3600 LAKE SHORE BLVD WEST CON 1 FTL PT TWP LOT 9 RP 64R3390 PARTS 1 & 2 **GRID W0605								
Project Description: Proposed amendments to the Official Plan and Zoning By-law to permit a mixed-use							mixed_use		
Tojeet Description.	residential development (apartments and townhouses). Retail is contemplated for a portion of the property provided that market conditions warrant additional commercial uses in the area.								
Applicant:	Agent:	Agent:		Architect:			Owner:		
DIAMONDCORP					LAKESHORE EMPC TWO LIMITED				
PLANNING CONTROLS									
Official Plan Designation:		Neighbourhoods, Mixed Use Area, Parks		Site Specific Provision:		SASP #23			
Zoning:	,	I.C1 – Industrial Class 1		Historical Status:		N/A			
Height Limit (m): N/A			Site Plan Control Area:		Yes				
PROJECT INFORMATION									
Site Area (sq. m):		43341.8	Height:	Storeys:	12				
Frontage (m):		132.3		Metres:	37	37			
Depth (m):		308.6							
Total Ground Floor Area (sq.	12361.26	51.26			Total				
Total Residential GFA (sq. m	):	43455.45 Parking S			es: 628				
Total Non-Residential GFA (s	sq. m):	795		Loading Dock	S	0			
Total GFA (sq. m):		44250.45							
Lot Coverage Ratio (%):		28							
Floor Space Index:		1.02							
DWELLING UNITS         FLOOR AREA BREAKDOWN (upon project completion)									
Tenure Type:	Condo			Abo	Above Grade		<b>Below Grade</b>		
Rooms:	0	0 Residential GFA (sq.		n): 4345			0		
Bachelor:	25	5 Retail GFA (s		795	795		0		
1 Bedroom:	142	Office GFA (sq. m):		0	0		0		
2 Bedroom: 301		Industrial GFA	Industrial GFA (sq. m):		0		0		
3 + Bedroom: 0		Institutional/Other GFA (sq. m):		<b>д. m):</b> 0	0		0		
Total Units:	538								
CONTACT: PLANNE	PLANNER NAME: Brian Gallaugher, Senior Planner								
TELEPH	IONE:	(416) 394-8230	)						