

10 Ordnance Street – Report on Appropriate Zoning of the Lands

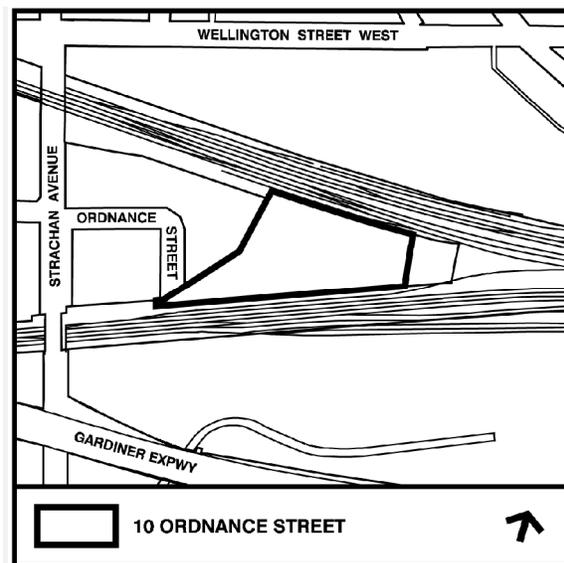
Date:	December 3, 2009
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward No. 19 – Trinity Spadina
Reference Number:	09-190589 STE 19 TM

SUMMARY

The report responds to a request from the Toronto and East York Community Council at its meeting of November 10, 2009 that the Chief Planner and Executive Director, City Planning Division prepare a report regarding the appropriate zoning of the City-owned land at 10 Ordnance Street, with a view to having the land classified as future parkland.

The land at 10 Ordnance Street is currently zoned I3D3 and used as a parking lot. The Fort York Pedestrian and Cycling Bridge is proposed to cross over the subject lands linking the Stanley Park South extension with the Fort York National Historic site. The bridge has been designed to provide for a future pedestrian connection down onto 10 Ordnance Street to allow better access to the King Liberty community.

Based on a preliminary review, City Planning staff believe there is merit in initiating a rezoning to redesignate the site ‘G’ Park Land. The rezoning process would allow staff to consult with the local community and allow the other relevant City divisions to comprehensively review the proposal.



RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council request City Planning staff to initiate a rezoning for 10 Ordnance Street to redesignate the site from 'I3D3' (Industrial) to 'G' (Park Land).
2. That staff be directed to schedule a public community consultation meeting together with the Ward Councillor.
3. That notice for the community consultation meeting be given to all landowners and residents within 120 metres of the site.
4. The notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

On May 26, 27 & 28 2009, City Council adopted EX 32.5 which sets out the Principles of a Real Estate Strategy. The Principles state that City real estate is a "corporate" asset that supports municipal functions and purposes of the ABCDs. When any City property becomes available, it will be considered for other ABCD requirements subject to a business case review by the Property Management Committee and sufficient funding by the ABCD. Based on the Principles, ABCDs are required to budget the cost of additional real estate at its fair market value.

While there are no direct financial implications from this report, if a rezoning process is initiated and 10 Ordnance Street is rezoned from 'I3D3' to 'G' Park Land, the financial value of the site is likely to be significantly reduced. Staff will report back in the final zoning report about the financial implications of a rezoning and process to comply with the Principles of a Real Estate Strategy.

The site is currently within the Facilities and Real Estate Division's portfolio. Parks Forestry and Recreation staff advised that the acquisition of the 10 Ordnance Street site has not been budgeted for in the PF&R Capital Budget for 2010. However, the site will be used for construction staging for the Fort York Pedestrian and Cyclist Bridge and as such the site could not become a public park until after the construction is complete in 2012. Therefore, while the rezoning could take place, the actual transfer from F&RE to PF&R is likely to occur later and could only occur once PF&R has submitted a successful business case, where they identify the source of funds necessary for any necessary soil remediation, and improvements to create a public park through the Capital Budget process. A very preliminary estimate of the cost of remediation and base park improvements only is \$2.9 million.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

The subject site is currently leased to a commercial parking lot operator. There are no existing buildings on the site, however the site previously contained a storage warehouse that was demolished in 1990. The site provides access, via an easement to the Greater Toronto Transit Authority (GTTA) property, further to the east, which does not have any road frontage.

The proposed Fort York Pedestrian and Cyclist Bridge will link the Stanley Park South extension with the Fort York National Historic site and will span across the two rail corridors and the lands at 10 Ordnance Street. The bridge has long been contemplated in a number of planning documents, including the Garrison Common North Secondary Plan in the City of Toronto Official Plan. The purpose of the bridge is to improve the pedestrian and cyclist circulation throughout the area and create links over the rail corridors.

The Fort York Pedestrian and Cycle Bridge Study has been completed in accordance with the Guidelines for a Schedule “C” Class Environmental Assessment. At its meeting of November 30 and December 1, 2009, City Council adopted Executive Committee Report EX36.2 on the Fort York Pedestrian/Cyclist Bridge Class Environmental Assessment. The report recommended that a Notice of Study Completion be issued and the Environmental Study report be filed on the public record for 30 days as per the requirements for the Municipal Class Environmental Assessment.

The evaluation of a range of alternative solutions and concepts through the EA process, which included comprehensive consultation with the public and review agencies, resulted in the project consultants recommending Alternative Alignment Concept 4, with a Tied-Arch support structure” as illustrated on the functional plans and graphic simulations included in Attachment No.2 in this report. The bridge has been designed to allow a future connection to these lands below, eventually connecting to the King Liberty community.

If approved in its proposed location, the bridge will have a height ranging between 3.6 and 4.2 meters (12 - 14 feet) to the underside of the bridge above the subject site. Given the long span from the Stanley Park south extension to Fort York, one support pier is needed within the 10 Ordnance Street lands. There may be additional foundations needed in the future to support any future pedestrian access to these lands (steps and/or ramps).

The consultant study report for the bridge recommended that “the Ordnance Triangle lands be converted to green space, to the extent possible, at the time of construction. It is understood that a concise plan for these lands is not currently available but any attempts to create a green space beneath the bridge, in the short term, is considered desirable”.

The subject site will also be used for construction staging for the bridge. The funding for the bridge is approved and secured and it is scheduled to be constructed and open by spring of 2012 for the bicentennial of the War of 1812.

ISSUE BACKGROUND

At its meeting on November 10, 2009 Toronto and East York Community Council requested that the Chief Planner and Executive Director of City Planning prepare a report regarding the appropriate zoning of the City-owned land at 10 Ordnance Street, with a view to having the land classified as parkland.

SITE AND SURROUNDING AREA

The site is located on the east side of Ordnance Street and is of an irregular configuration located between two railway corridors. The area of the site is approximately 15,773m² and it has a frontage on Ordnance Street of approximately 34m.

The site is surrounded by the following uses:

- North: The CNR/CPR and GO Transit Georgetown railway corridor directly abuts the site to the north. Further to the north lies the City-owned property municipally known as 53 Strachan Avenue that contains land that has been rezoned 'G' Park Land and reserved for the Stanley Park South extension, which is also the proposed northern touchdown point for the Fort York Pedestrian Bridge. To the east of these lands lies the City-owned property municipally known as 701 Wellington Street West, which is used as a works yard. Further to the east lies the Quality Meat Packers, an abattoir at 2 Tecumseth Street.
- South: The CNR and GO Transit Lakeshore railway corridor directly abuts the site to the south. The Fort York National Historic Site at 100 Garrison Road is located to the south of the railway line. The proposed southern touchdown point for the Fort York Pedestrian Bridge is located on the northern edge of Garrison Common at the Fort, which is also a public park.
- West: Directly to the west of the site is 30 Ordnance Street; is a large privately owned parcel containing a vacant warehouse building and a large billboard sign that is visible from the Gardiner expressway. The City-owned lands on the south west side of Ordnance Street municipally known as 11-25 Ordnance Street and 35 Strachan Avenue, contain a shelter for homeless youth and a Municipal Licensing and Standards office. Liberty Village is located to the west of Strachan Avenue.
- East: Directly adjacent to the site is a parcel of land owned by Metrolinx, which contains a signal station and a large billboard sign that is visible from the Gardiner expressway. There are no other structures or buildings on the land. Beyond the GTTA site the two railway lines converge and continue into downtown Toronto.

Attachment 1 contains a map of City-owned lands surrounding 10 Ordnance Street, overlaid with the existing zoning designations.

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 by the Planning Act, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

CITY OF TORONTO OFFICIAL PLAN

The City of Toronto Official Plan locates the site and the lands to the west of the site in an Employment District on Map 2 – Urban Structure and designates the site as an *Employment Area* in Chapter 4. Uses that support the prime economic function of *Employment Areas*, such as parks, small scale retail stores and services to meet the daily needs of business and employees must be readily accessible within Employment Areas.

The site is located within the Garrison Common Secondary Plan area. Included in the major objectives for Garrison Common North is that new development will:

- be integrated into the established city fabric in terms of streets and blocks, uses and density patterns;
- enhance the public open space system by completing the existing north-south public open space system, providing both visual and physical connections to Fort York and the waterfront;
- be sensitive to and protect industrial, communications and media operations, solidifying the area as one of the leading locations for new industry technologies.

The Secondary Plan encourages improvements to pedestrian circulation through Garrison Common North and to Fort York and the waterfront through pedestrian links over the rail corridors considered through public and private initiatives.

The Secondary Plan also specifies that in assessing any applications to re-use industrial lands for non-industrial uses, uses that provide employment opportunities will be encouraged.

ZONING

The site is currently zoned I3D3 in the former City of Toronto By-law 438-86, as amended. The industrial zoning permits a range of industrial and non-residential uses up to a density of 3.0 times the site area. A maximum height of 18m is allowed. A public park is a permitted land use within the I3 zone. An area zoning map is provided in Attachment 1.

AGENCY INVOLVEMENT

Facilities and Real Estate, Parks, Forestry and Recreation, Technical Services, Finance and Waterfront Secretariat staff were consulted during the preparation of this report and their comments have been reflected in the body of the report.

COMMENTS

Land Use

In considering the appropriate land use for the site, staff visited the subject site and surrounding area, conducted a review of the applicable plans, policies and Zoning By-law, reviewed recent development approvals in the surrounding area and undertook preliminary consultations with staff from relevant City divisions.

The proposed Fort York Pedestrian and Cyclist Bridge is a major consideration in determining the future use of the site. If approved, the bridge will cross over the site at a minimum height of 3.6m and will include a support pier within the site. No buildings could be constructed under, or in close proximity to the bridge. Therefore the development potential for the site would be limited; however there may be some opportunity to locate buildings to the east or west of the bridge.

Although separated physically by two railway corridors, the site is situated within an existing and planned north-south open space system that links Stanley Park in the north with Coronation Park and the Waterfront Trail in the south. The Fort York Pedestrian and Cyclist Bridge has been designed to allow a future connection (stairs/ramp) to the lands below it, eventually connecting to the King Liberty community. If the site is to become a park, the connection will be very important to enhance access and connectivity to the park.

Rezoning the site 'G' Park Land would conform with the Official Plan. Parks are a land use encouraged by the Employment Areas policy in the Official Plan to provide open space for businesses and employees in the area. A rezoning would support the objectives for the Garrison Common North Secondary Plan to enhance the public open space system by completing the existing north-south public open space system, providing both visual and physical connections to Fort York and the Waterfront.

Additionally, staff from Parks, Forestry and Recreation advised that the site is located in a part of the City that is in the second lowest of five levels of parkland provision. New parkland will serve the residents, businesses and employees of King Liberty community, the Niagara Neighbourhood and the Fort York Neighbourhood.

The existing I3D3 zoning permits a park as-of-right, however it also permits a range of other industrial and non-residential uses. Rezoning the land will ensure the future use of the site for parks and recreational uses.

City Planning staff believe there is merit in initiating a rezoning to redesignate the site 'G' Park Land, in order to consult with the local community and allow the other relevant City divisions to comprehensively review the proposal.

Parks Forestry and Recreation staff advised that the acquisition of the 10 Ordnance Street site has not been budgeted for in the PF & R Capital Budget for 2010. Therefore, while the rezoning could take place, the actual transfer from F&RE to PF&R could occur once PF&R have included the funds in their capital budget to purchase the land, remediate the soil if necessary, improve the site for use as a public park and maintain the park.

CONTACT

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SIGNATURE

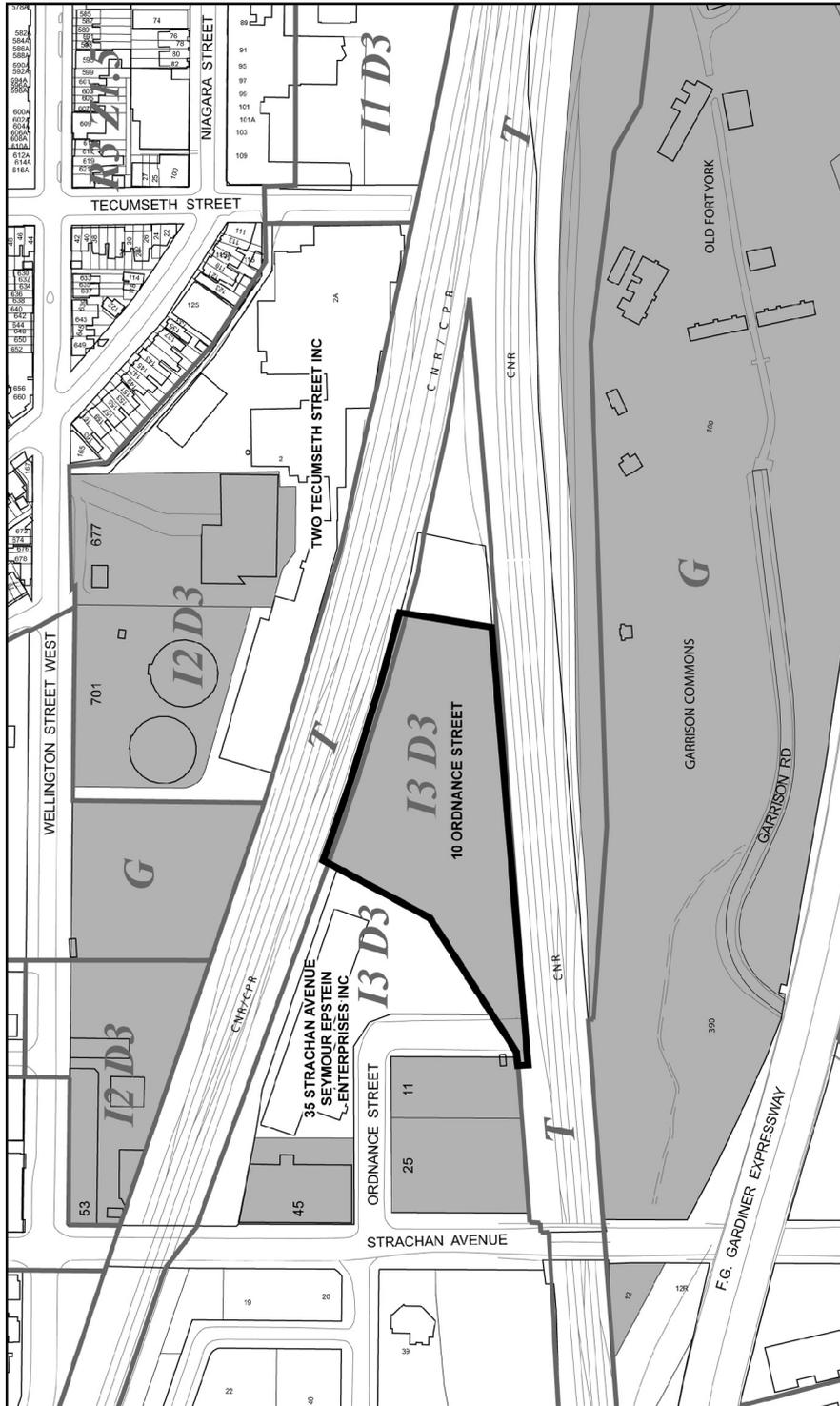
Raymond David, Director
Community Planning, Toronto and East York District

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ATTACHMENTS

Attachment 1: Zoning and City-owned Land surrounding 10 Ordnance Street
Attachment 2: Fort York Pedestrian Bridge Recommended Concept

Attachment 1: Zoning and City-owned Land in the Surrounding Area



Toronto City Planning
Land Ownership

- R3 Residential District
- I2 Industrial District
- I3 Industrial District
- G Parks District
- T Industrial District

Land in City Ownership

10 Ordinance Street
 File # 09_190589

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 Not to Scale
 11/30/2009

**Attachment 2: Fort York Pedestrian Bridge: Consultant's Recommended Concept
(Alignment Concept Option 4 and Tiered Arch Structure)**



	FORT YORK PEDESTRIAN AND CYCLE BRIDGE	 
	CLASS ENVIRONMENTAL ASSESSMENT STUDY	
	Recommended Preferred Design Concept	

