

# **10, 11, 25 Ordinance Street and 45 Strachan Avenue - Official Plan Amendment and Zoning Amendment Applications - Preliminary Report**

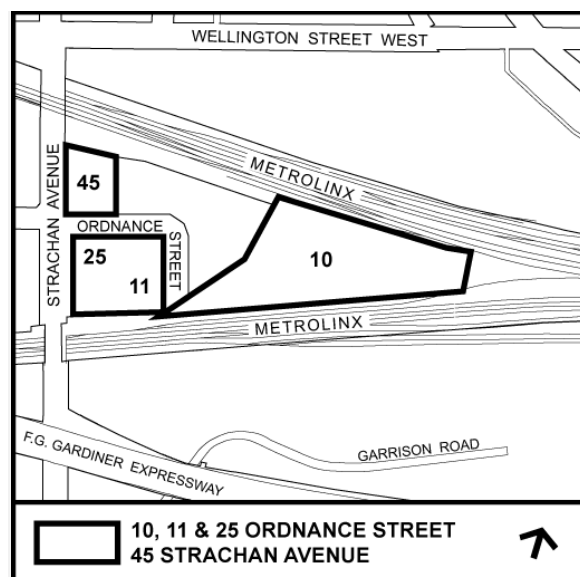
<b>Date:</b>	October 3, 2012
<b>To:</b>	Planning and Growth Management Committee
<b>From:</b>	Chief Planner & Executive Director, City Planning Division
<b>Wards:</b>	Ward 19 – Trinity-Spadina
<b>Reference Number:</b>	p:\2012Cluster B\PLN\pg12077 (12 223589 STE 19 OZ and 12 230482 STE 19 OZ)

## **SUMMARY**

This proposal is to redevelop the properties at 10, 11, 25 Ordinance Street and 45 Strachan Avenue to permit two mixed-use base buildings with three residential towers with overall heights of 49, 29 and 23 storeys. All buildings would have ground floor commercial uses and a combined total of 1,109 residential units. A new public park is also proposed.

This application proposes to amend the Official Plan and Zoning By-law to permit a mixed-use development on lands currently designated as *Employment Areas* in the Official Plan. The applications will be reviewed within the context of the Municipal Comprehensive Review and the Five Year Official Plan currently being conducted by City staff.

This report provides preliminary information on the above-noted applications and seeks the Planning and Growth Management Committee's direction on further processing of the applications and on the community consultation process.



## RECOMMENDATIONS

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### The City Planning Division recommends that:

1. Staff, upon completion of the Five-Year Official Plan and Municipal Comprehensive Reviews, be directed to:
  - (i) Schedule a community consultation meeting for the lands at 10, 11, 25 Ordance Street and 45 Strachan Avenue together with the Ward Councillor.
  - (ii) Issue notice for the community consultation meeting to landowners and residents within 120 metres of the site.
  - (iii) Ensure that notice for the public meeting under the *Planning Act* be given according to the regulations of the *Planning Act*.

### Financial Impact

The recommendations in this report have no financial impact.

### DECISION HISTORY

There have been no previous planning applications for the subject properties.

On June 8, 2010, City Council approved an Official Plan Amendment for the neighbouring lands at 30 Ordance Street to permit residential uses and encourage the development of 2,230 m<sup>2</sup> of non-residential uses prior to developing residential uses. A link to the Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.PG38.1>

On May 30, 2011, Planning and Growth Management Committee provided direction to the Chief Planner and Executive Director, City Planning on a general work program and a public consultation strategy for the Five-Year Review of the Official Plan and the Municipal Comprehensive Review. This statutory review is now underway. A link to the Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.PG5.2>

On November 29, 2011, City Council approved the construction of the Fort York Pedestrian and Cycle Bridge and authorized City officials to work with Build Toronto and its development partners to incorporate the design and construction of the bridge consistent with planning objectives and in conjunction with the area development. A link to the Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.PW9.12>

On February 6, 2012, City Council approved a rezoning application for 30 Ordance Street to permit a mixed-use development comprising two residential towers with heights of 27 storeys and 32 storeys, and 2,229.6m<sup>2</sup> of non-residential uses. An indexed \$2,000,000.00 contribution for the construction of the Fort York Pedestrian and Cycle Staff report for action – Preliminary Report – 10, 11, 25 Ordance St and 45 Strachan Ave

Bridge was secured through a Section 37 Agreement under the Planning Act. A link to the Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.TE12.6>

## **Pre-Application Consultation**

Pre-application consultation meetings were held with the applicant throughout the spring and summer of 2012. The applicant was advised of potential planning issues and concerns, including the applicant's proposed employment land conversion in view of the Five-Year Review of the Official Plan and Municipal Comprehensive Review, proposed building heights, density, parking, vehicular access, site grading in relation to the rail corridor grade separation at Strachan Avenue, pedestrian connectivity to the proposed public park, and coordination with the Fort York Pedestrian and Cycle Bridge.

## **ISSUE BACKGROUND**

### **Proposal**

This application proposes to amend the Official Plan and Zoning By-law to permit residential uses on the site, which is currently designated as *Employment Areas* in the Official Plan.

The proposed development is part of a master plan for both the subject properties and 30 Ordinance Street, together known as the Ordnance Triangle. Most lands in the Ordnance Triangle are owned by Build Toronto except for 30 Ordnance which is privately owned. The recently approved Official Plan Amendment and rezoning for 30 Ordnance Street that permits a mixed-use development with two residential towers with heights of 27 storeys and 32 storeys is located on Block 2 of the master plan and represents Phase 1 of the overall development.

Phase 2 refers to the proposed development on the subject properties, which consists of two development blocks and a public park. Block 1 is located at the northeast corner of Strachan Avenue and Ordnance Street, municipally known as 45 Strachan Avenue. Block 3 is located at the southeast corner of Strachan Avenue and Ordnance Street, municipally known as 11 and 25 Ordnance Street. The proposed public park, with an area of approximately 1.5 hectares, will occupy the easterly portion of the subject lands, municipally known as 10 Ordnance Street. The Fort York Pedestrian and Cycle Bridge will be a key component in the design of the public park.

Phase 2, which includes Block 1 and Block 3, is proposed to have a total of 1,109 residential units, a total gross floor area of 92,504 m<sup>2</sup>, and a retail gross floor area of 11,959 m<sup>2</sup>. The overall density including the proposed public park at 10 Ordnance Street is 3.8 times the site area. Excluding the public park the density would be 10.7 times the site area.

Block 1 is proposed to have a mixed-use podium ranging in height from two storeys to six storeys and a residential tower with an overall height of 49 storeys. The ground floor and second floor are occupied primarily by retail uses with a gross floor area 3,342 m<sup>2</sup>

and the remainder of the podium and tower are residential uses providing a total of 529 units with a gross floor area of 37,848 m<sup>2</sup>.

Block 3 is also proposed to have a mixed-use podium ranging in height from two storeys to six storeys. Two residential towers are proposed on the podium with overall heights of 23 storeys and 29 storeys. The ground floor and second floor are occupied primarily by retail uses with a gross floor area 8,617 m<sup>2</sup> and the remainder of the podium and towers are residential uses providing a total of 580 units with a gross floor area of 42,897 m<sup>2</sup>. The communal indoor and outdoor amenity spaces for both Block 1 and Block 3 are proposed to be located primarily on the third floor of each podium. The indoor and outdoor amenity spaces each have a combined area of 2,218 m<sup>2</sup>, providing 2.0 m<sup>2</sup> of both indoor and outdoor amenity space for each residential unit.

All vehicular parking is proposed to be located underground on six levels in two separate structures beneath Block 1 and Block 3. A portion of the parking area beneath Block 3 would be reserved for the occupants of Block 1 since there is a shortage of parking spaces in the Block 1 underground garage and a surplus of parking spaces in the Block 3 underground garage. A total of 846 spaces are proposed for the residential occupants, 133 spaces for residential visitors, and 179 spaces for the non-residential uses, for an overall total of 1,159 parking spaces.

Bicycle parking will be located on the ground floor and underground on both Block 1 and Block 3. A total of 356 bicycle parking spaces are proposed for the residential occupants, 111 spaces for residential visitors, and 39 spaces for the retail uses, for an overall total of 506 bicycle parking spaces.

Ordnance Street will continue to be the main vehicular and pedestrian route of access from Strachan Avenue. The loading area and underground parking garage for Block 1 are accessed from a private driveway on the north side of Ordnance Street at the rear of the proposed building. Access to the underground parking garage for Block 3 is directly from Ordnance Street, at the rear of the podium. A new driveway is proposed across the southerly portion of Block 3 that will provide access to the loading area and provide a new connection between Ordnance Street and Strachan Avenue.

## **Site and Surrounding Area**

The subject properties, together with 30 Ordnance Street, comprise the Ordnance Triangle, a geographically distinct area bound by Strachan Avenue to the west and rail corridors to the north and south that converge to the east.

The subject properties, municipally referred to as 10, 11, 25 Ordnance Street and 45 Strachan Avenue, have a 137.5 metre frontage on the east side of Strachan Avenue, a 46.0 metre frontage on the north side of Ordnance Street, and a 178.5 metre frontage on the south and west sides of Ordnance Street. The irregularly shaped properties have a combined area of 2.43 hectares.

The westerly portion of the subject site, composed of 11 and 25 Ordinance Street and 45 Strachan Avenue, is generally flat. The easterly portion, 10 Ordinance Street, has a steep slope downwards from the centre of the property towards the rail corridor to the north. Adjacent to the southerly edge of 10, 11, 25 Ordinance Street there is a very steep slope downwards toward the rail corridor to the south.

A two-storey building containing a transitional residence and youth centre known as Eva's Phoenix occupies 11 Ordinance Street. At 25 Ordinance Street there is a large two-storey warehouse building that is partially vacant, partially leased to a theatre company, and partially used by City of Toronto Municipal Licensing and Standards. At 45 Strachan Avenue there is a one-storey building used by Municipal Licensing and Standards.

Land uses surrounding the site are as follows:

- North: The Metrolinx – Kitchener railway corridor is adjacent to the subject site. On the north side of the rail corridor there is a three-storey housing shelter project and City-owned property that has been rezoned ‘G’ parkland and reserved for the southerly extension to Stanley Park, which is also the proposed northern touchdown point for the Fort York Pedestrian and Cycle Bridge. To the east of these lands lies the City-owned property municipally known as 701 Wellington Street West, which is used as a public works yard.
- South: The Metrolinx – Lakeshore railway corridor is adjacent to the subject site. Historic Fort York is on the south side of the rail corridor. The proposed southern touchdown point for the Fort York Pedestrian and Cycle Bridge is located on the northern edge of Garrison Common at Fort York, which is also a public park. Directly south of Fort York is the Gardiner Expressway.
- East: There is a small property owned by Metrolinx that contains a signal station and a large billboard sign. Beyond the Metrolinx site the two railway lines converge and continue into downtown Toronto.
- West: New high-rise residential condominium buildings are being constructed on the west side of Strachan Avenue, which is part of King Liberty Village.

The proposed Fort York Pedestrian and Cycle Bridge between Historic Fort York and a southerly extension of Stanley Park will have two separate spans linked by a new public park located on the subject site at 10 Ordinance Street. The bridge alignment is currently being reviewed through an Environmental Assessment (EA) addendum process that involves collaboration with Historic Fort York and Build Toronto, as well as community consultation.

## **The Planning Act**

Section 2 of the *Planning Act*, which deals with Provincial Interests, requires councils of municipalities to have regard to matters of provincial interest such as:

- (k) the adequate provision of employment opportunities;
- (l) the protection of the financial and economic well-being of the province and its municipalities;
- (o) the protection of health and safety; and
- (p) the appropriate location of growth and development.

Section 26 of the *Planning Act* requires municipalities to review all the policies contained within their in-force Official Plans every five years. As part of the five year review process, Section 26 (1) (b) of the *Planning Act* requires municipalities to revise the Official Plan if it contains policies dealing with areas of employment, including, without limitation, the designation of areas of employment in the official plan and policies dealing with the removal of land from areas of employment, to ensure that those policies are confirmed or amended.

## **Provincial Policy Statement**

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 PPS defines *employment areas* as those areas designated in an Official Plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.

Section 1.3.2 of the PPS states that the City may only give consideration to converting lands within employment areas to non-employment uses when a *comprehensive review* has met the following two-part test:

- (i) the land is not required for employment purposes over the long-term; and
- (ii) that there is a need for the conversion.

## **Growth Plan for the Greater Golden Horseshoe**

The Growth Plan 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.

The Growth Plan requires the City to maintain an adequate supply of lands providing locations for a variety of appropriate employment uses in order to accommodate the employment growth forecasts of the Plan. The definition of an *employment area* in the Growth Plan is the same as that used in the PPS.

## **Official Plan**

The Official Plan shows the subject lands designated as *Employment Areas* (Attachment 5) and identifies them as within *Employment Districts* on Map 2: Urban Structure.

Section 2.2.4.1 states that *Employment Districts* shown on Map 2 will be protected and promoted exclusively for economic activity in order to, among other things, maintain and grow the City tax base and provide a range of well paid and stable employment opportunities for Toronto residents.

*Employment Areas* are places of business and economic activity. Uses that support this function consist of: offices, manufacturing, warehousing, distribution, research and development facilities, utilities, media facilities, parks, hotels, retail outlets ancillary to the preceding uses, and restaurants and small scale stores and services that serve area businesses and workers (Section 4.6.1).

In addition, the Garrison Common North Secondary Plan applies to the subject site, however it does not provide any site or area-specific land use permissions. The plan includes policies that support new north-south connections across the rail corridors to Fort York and the waterfront, which is particularly applicable to the subject site given its proximity to Fort York. The plan also promotes future flexibility in use by stating that "new buildings will be designed to easily adapt to conversion, with particular focus on street level spaces."

## **Zoning**

The subject site is zoned *Industrial (I3 D3)* (Attachment 4). The *I3* zone permits a wide range of industrial and commercial uses up to a total density of 3.0 times the area of the lot. The maximum permitted height for the site is 18.0 metres.

## **Site Plan Control**

An application for Site Plan Control is required but has not yet been filed.

## **Tree Preservation**

There are a total of 46 trees on the subject lands, of which 26 are protected by the Private Tree Bylaw since they have a trunk diameter of at least 30 centimetres. There are also City owned street trees protected by the City's Street Tree By-law. Further details of the proposed development are required to determine which trees would need to be removed or damaged, and an appropriate tree replacement strategy.

## **Reasons for the Application**

An Official Plan Amendment application is required because the proposed residential uses are not permitted on lands designated as *Employment Areas* in the Official Plan.

A Zoning By-law Amendment application is required for the proposed development because the current *I3* zoning does not permit residential uses and the proposed buildings substantially exceed the 18.0 metre maximum height limit and the maximum density of 3.0 times the lot area as set out in Zoning By-law 438-86. Other areas of non-compliance may be identified through the review process.

## **COMMENTS**

### **Application Submission**

The following reports/studies were submitted with the application:

- Planning Rationale Letter
- Planning and Urban Design Rationale
- Community Services and Facilities Inventory
- Transportation Considerations
- Arborist Report and Tree Inventory
- Shadow Impact Analysis
- Pedestrian Wind Conditions – Letter of Opinion
- Phase I Environmental Site Assessment
- Functional Servicing Report
- Geotechnical Investigation Report
- Stage 1 Archaeological Assessment

A Notification of Complete Application for the Official Plan Amendment application was issued on September 7, 2012. A Notification of Complete Application for the Zoning Amendment application was issued on September 21, 2012.

### **Planning Act/Five Year Review**

In May 2011, the City Planning Division commenced the statutory Five Year Review of the Official Plan, which includes a Municipal Comprehensive Review as set out in the Growth Plan. Until the Five Year Review process is complete, refusal or approval of the subject applications would be premature. It is therefore recommended that the applications be reviewed in the context of the Five-Year Review of the Official Plan and the Municipal Comprehensive Review.

Planning and Growth Management Committee will consider a Report from the Chief Planner at its meeting on November 8, 2012, which outlines proposed City-wide Employment Areas policy directions. As an attachment to that report, Planning staff is including a preliminary direction for site specific conversion requests from Employment to non-Employment uses. The proposed policy direction for public consultation and stakeholder input is to change the designation on 11 and 25 Ordnance Street and 25-45



Strachan Avenue to *Mixed Use Areas*, and the designation on 10 Ordinance Street to *Parks and Open Space Areas*.

## **Issues to be Resolved**

On a preliminary basis, the following issues have been identified:

1. Appropriateness of introducing residential uses on this site in the context of the Five Year Review of the Official Plan and Municipal Comprehensive Review.
2. Appropriateness of the proposed density and height of the development in the context of the Official Plan policies and objectives, and potential impacts on the adjacent neighbourhoods and Fort York.
3. Suitability of the built-form, massing and location of the proposed buildings.
4. Potential impact on pedestrian wind conditions and extent of shadowing on the surrounding area.
5. Appropriateness of the design and use of the proposed base buildings and their relationship to the streetscape; flexibility for alternative uses of the ground floor space; and, consideration for additional non-residential space, other than retail space.
6. Vehicular and pedestrian access and circulation; provision, location, and access to vehicular and bicycle parking; and, suitability of proposed location and access to loading areas.
7. Adequacy of existing community services and facilities.
8. Adequacy of servicing and infrastructure.
9. Potential impacts of the proposed Strachan Avenue grade separation where it intersects the Metrolinx – Kitchener rail corridor.
10. Pedestrian routes to and coordination with the design of the proposed public park and the proposed Fort York Pedestrian and Cycle Bridge.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

## **Section 37 Agreement**

Should staff recommend support for an increase in height and density, a Section 37 Agreement under the Planning Act will be negotiated during the review of the application.

## **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.

## **Conclusion**

Approval or refusal of the subject applications to convert employment lands to allow non-employment uses prior to the completion of the Five-Year Official Plan and Municipal Comprehensive Review would be premature. The community consultation for the applications should proceed at the completion of the Municipal Comprehensive Review

## **CONTACT**

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E-mail: trees2@toronto.ca

## **SIGNATURE**

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Jennifer Keesmaat, MES, MCIP, RPP  
Chief Planner & Executive Director  
City Planning Division

## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2a-h: Elevations  
Attachment 3: 3D Rendering  
Attachment 4: Zoning  
Attachment 5: Official Plan  
Attachment 6: Application Data Sheet

## Attachment 1: Site Plan



### Site Plan

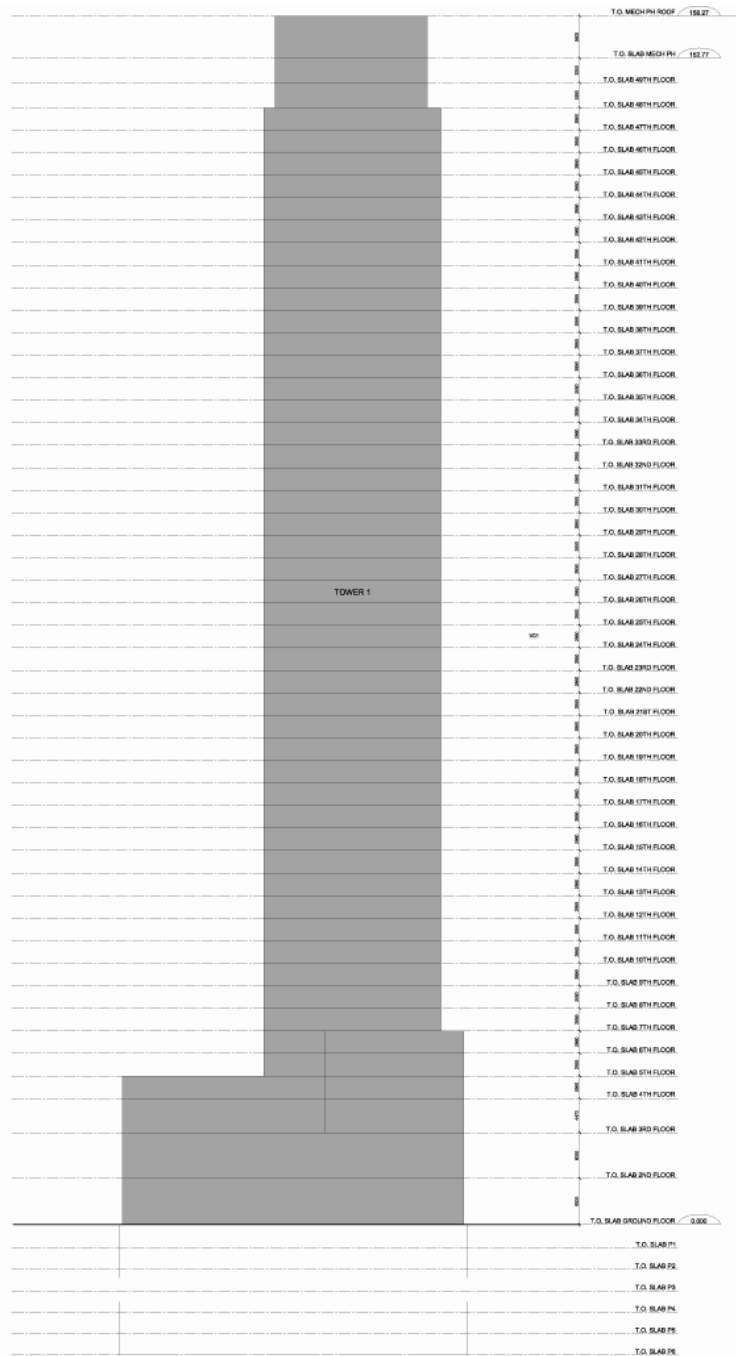
Applicant's Submitted Drawing

Not to Scale  
10/01/2010

10, 11 & 25 Ordinance Street  
45 Strachan Avenue

File # 12\_230482

## Attachment 2a: Block 1 North Elevation



### Block 1 North Elevation

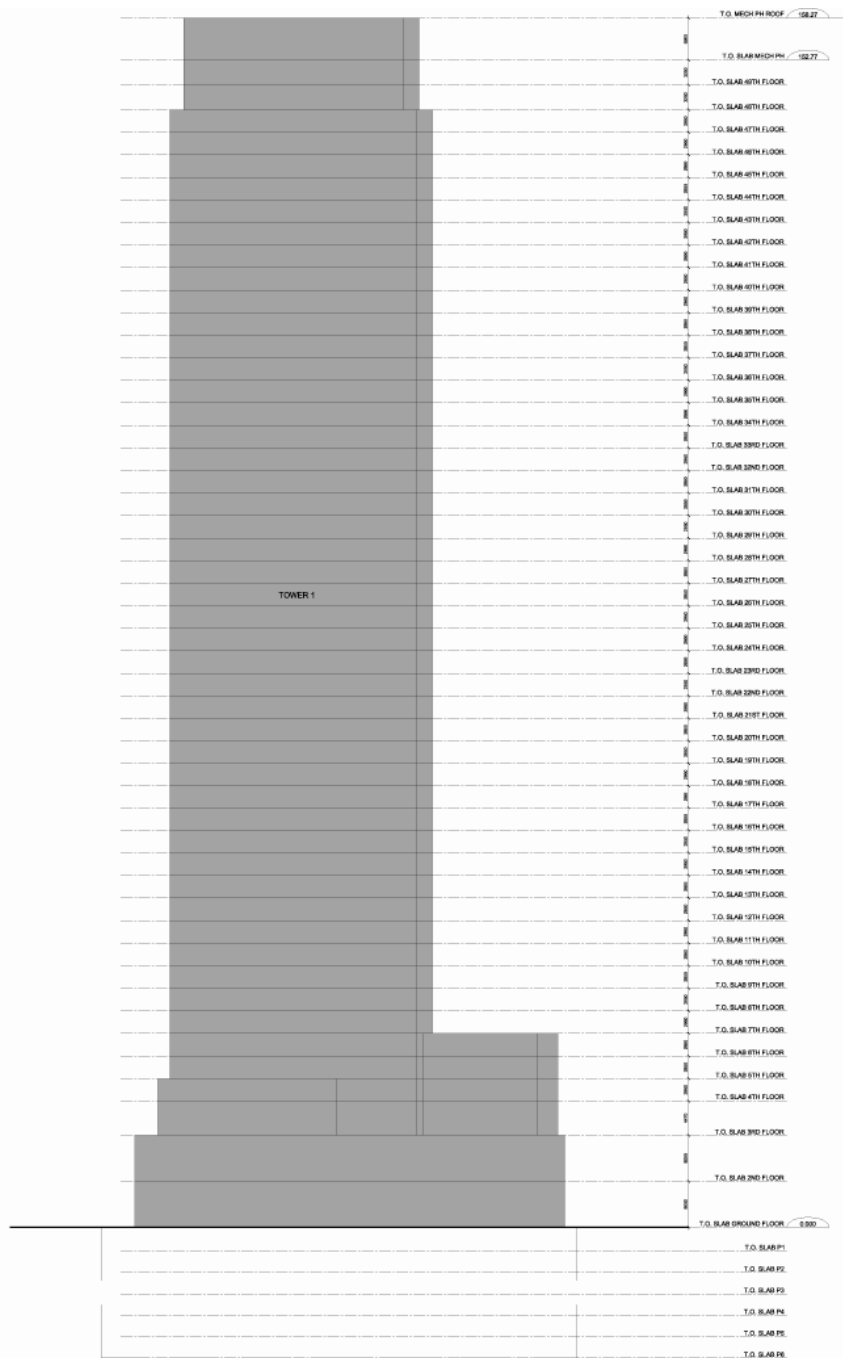
Applicant's Submitted Drawing

Not to Scale  
10/01/2010

10, 11 & 25 Ordnance Street  
45 Strachan Avenue

File # 12\_230482

## Attachment 2b: Block 1 East Elevation



**Block 1 East Elevation**

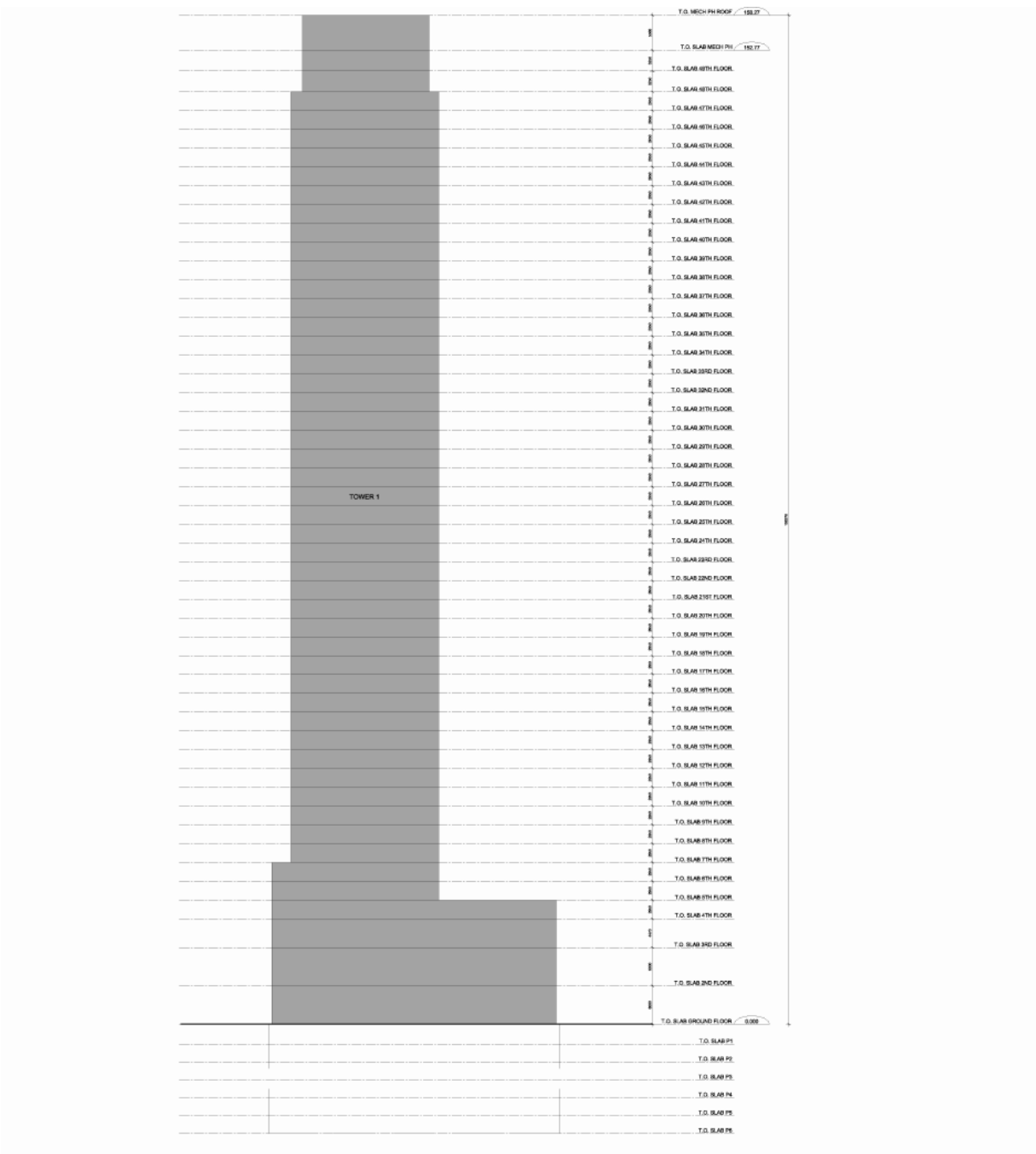
Applicant's Submitted Drawing

Not to Scale  
10/01/2010

**10, 11 & 25 Ordnance Street  
45 Strachan Avenue**

File # 12\_230482

Attachment 2c: Block 1 South Elevation



Block 1 South Elevation

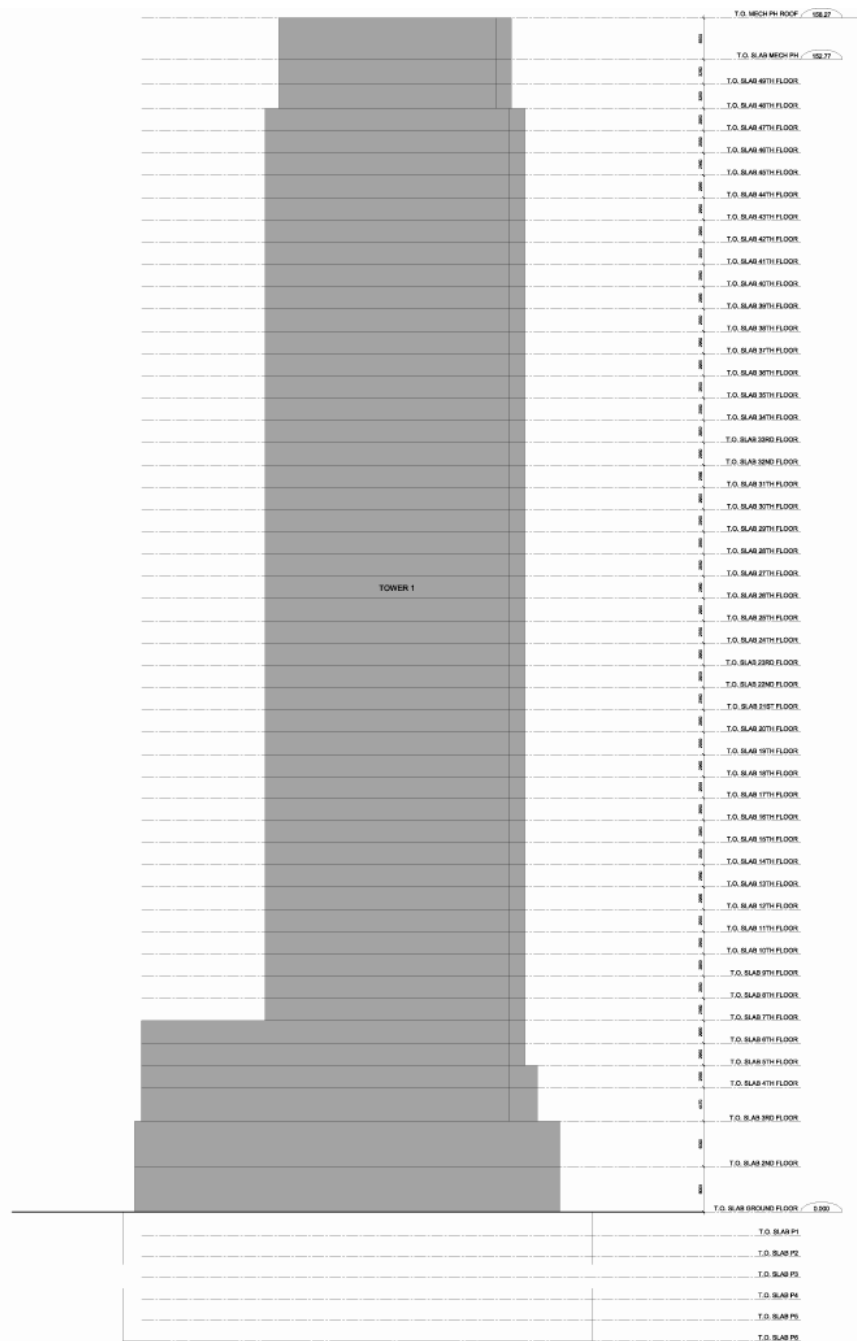
Applicant's Submitted Drawing

Not to Scale  
10/01/2010

10, 11 & 25 Ordnance Street  
45 Strachan Avenue

File # 12\_230482

## Attachment 2d: Block 1 West Elevation



**Block 1 West Elevation**

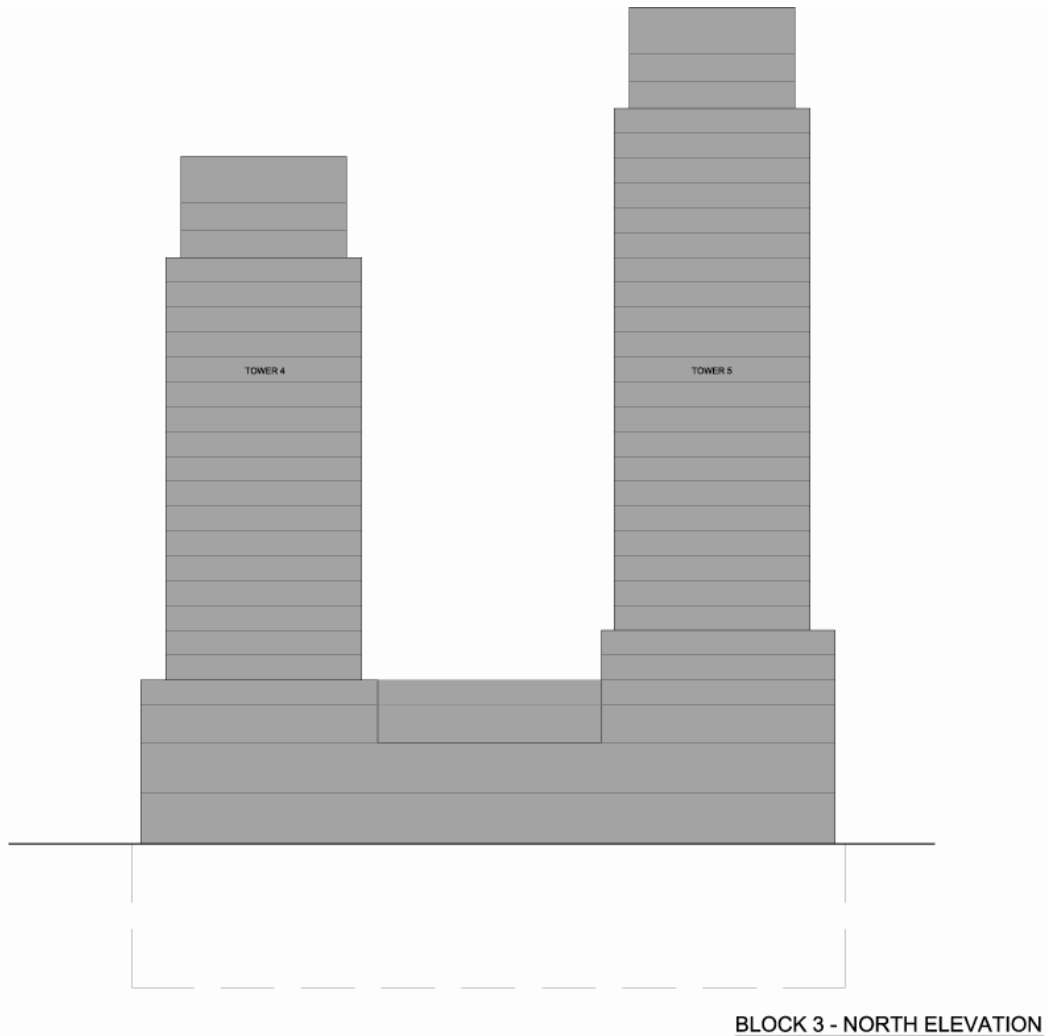
Applicant's Submitted Drawing

Not to Scale  
10/01/2010

**10, 11 & 25 Ordnance Street  
45 Strachan Avenue**

File # 12\_230482

## Attachment 2e: Block 3 North Elevation



### Block 3 North Elevation

Applicant's Submitted Drawing

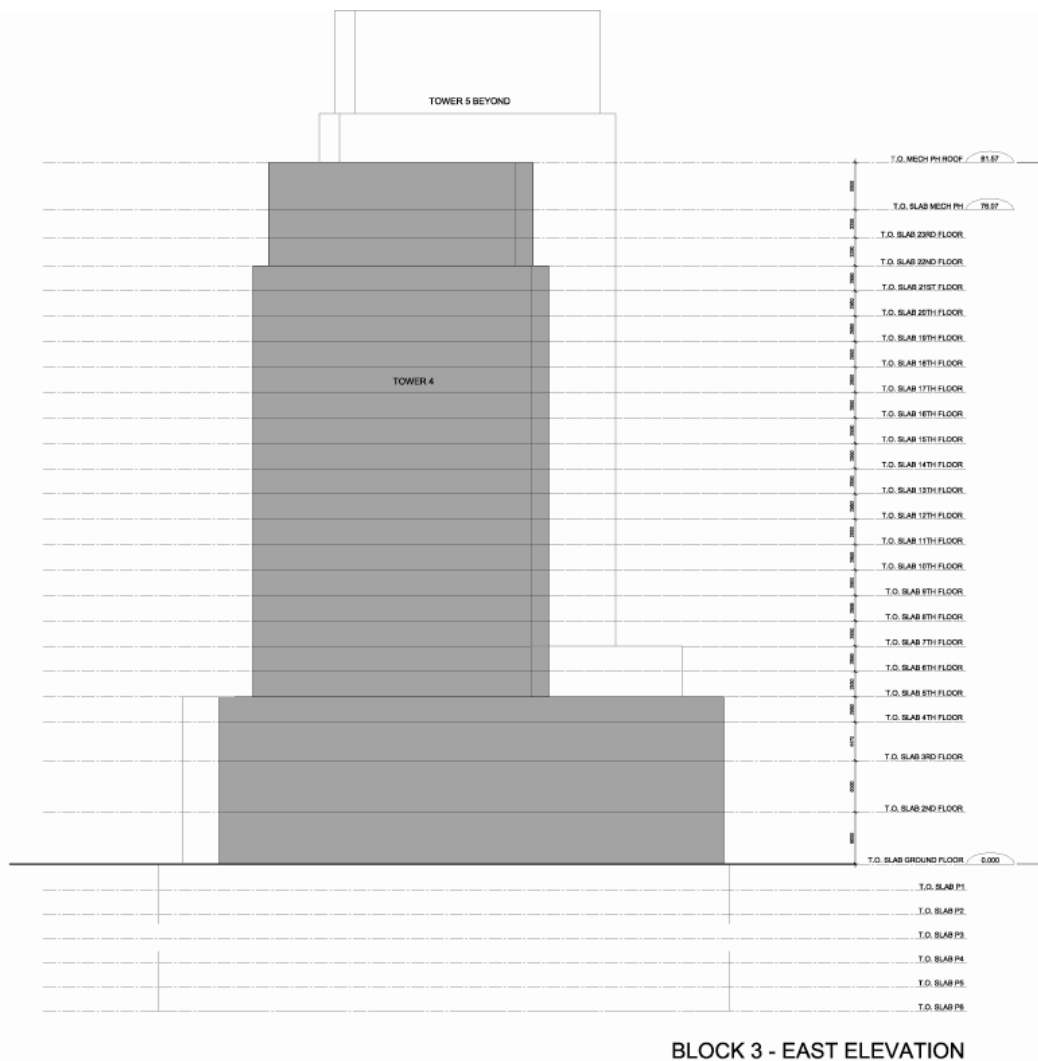
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10, 11 & 25 Ordnance Street  
45 Strachan Avenue

File # 12\_230482



## Attachment 2f: Block 3 East Elevation



### Block 3 East Elevation

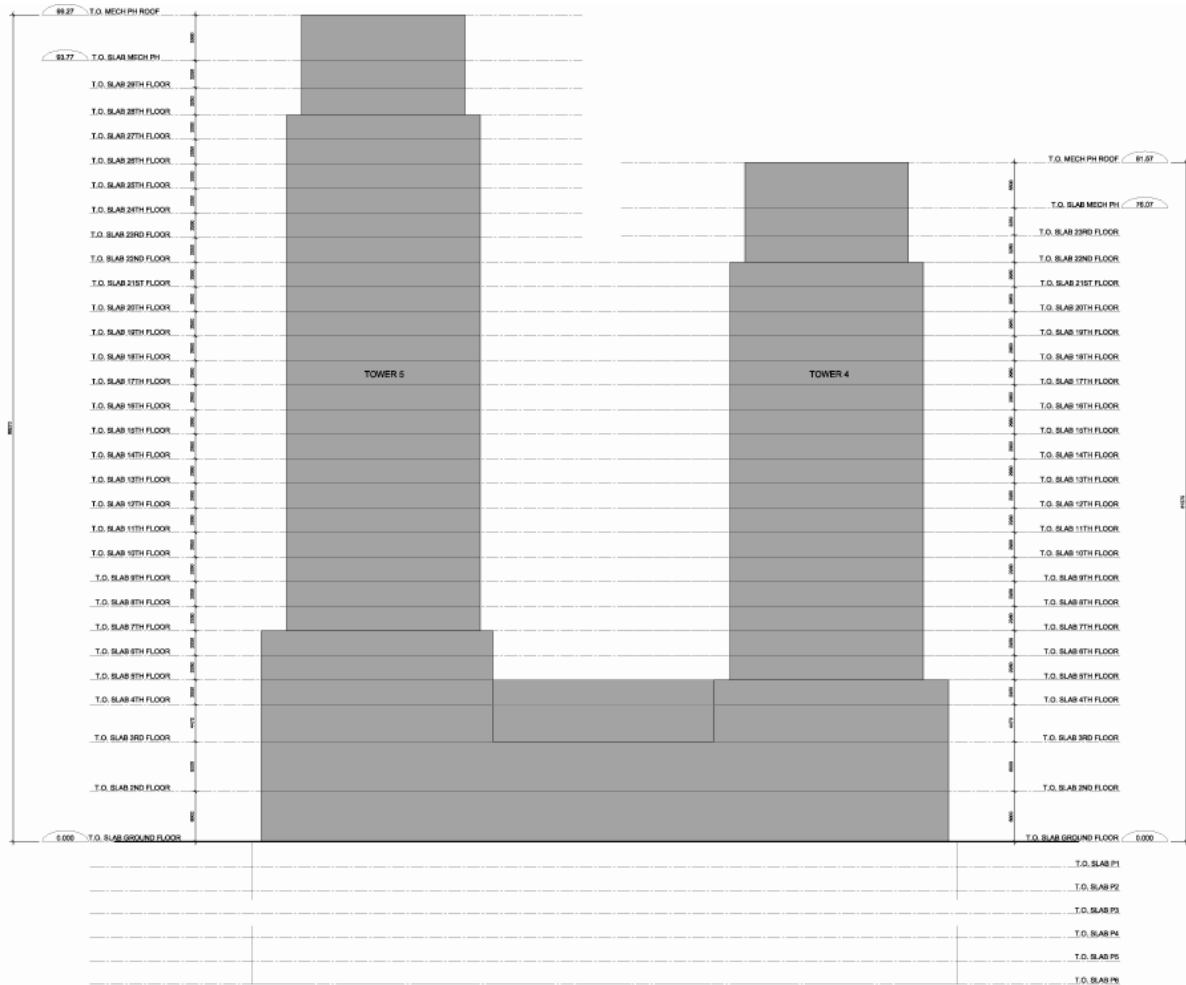
Applicant's Submitted Drawing

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10/01/2010

10, 11 & 25 Ordnance Street  
45 Strachan Avenue

File # 12\_230482

## Attachment 2g: Block 3 South Elevation



Block 3 South Elevation

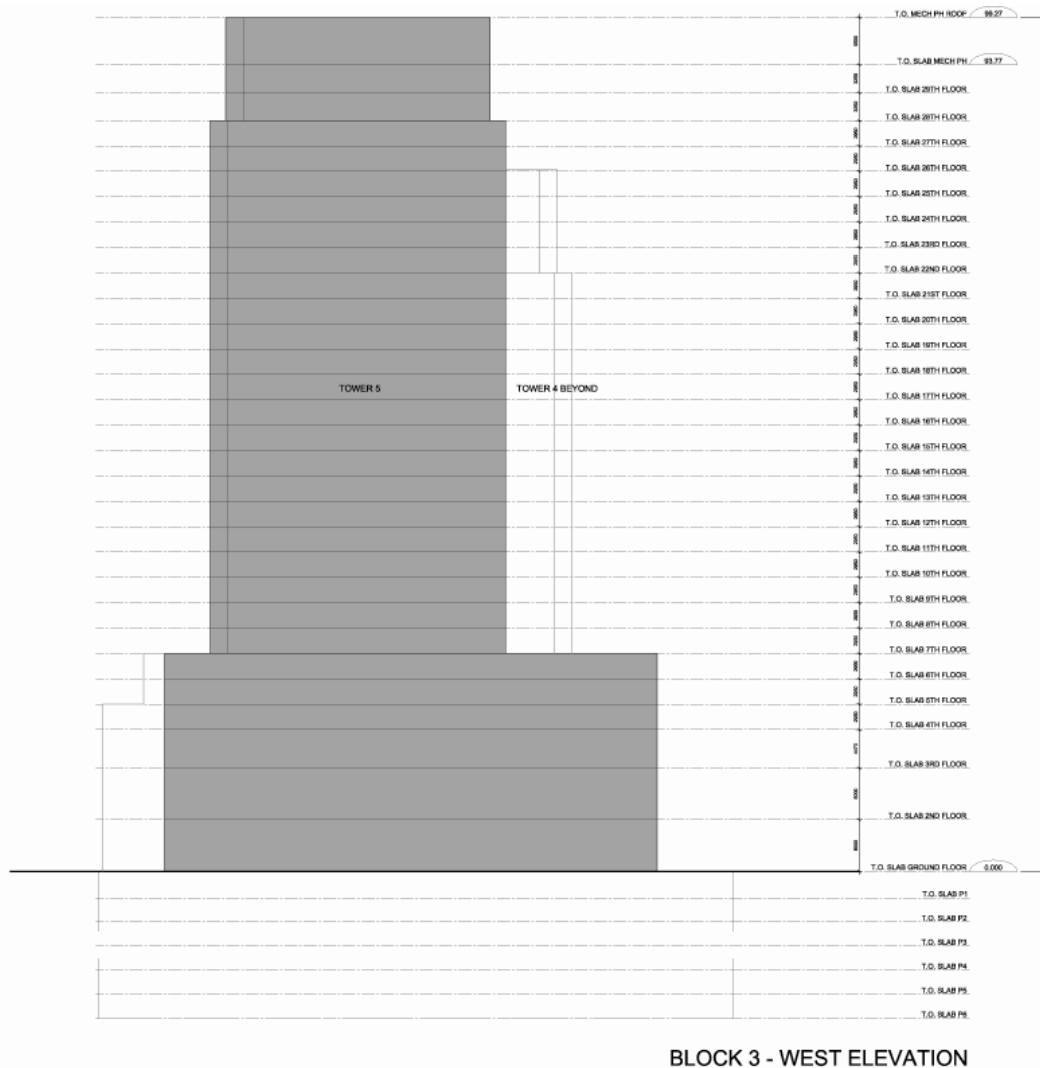
Applicant's Submitted Drawing

Not to Scale  
10/01/2010

10, 11 & 25 Ordnance Street  
45 Strachan Avenue

File # 12\_230482

## Attachment 2h: Block 3 West Elevation



### Block 3 West Elevation

Applicant's Submitted Drawing

Not to Scale  
10/01/2010

10, 11 & 25 Ordnance Street  
45 Strachan Avenue

File # 12\_230482

### Attachment 3: 3D Rendering



ORDNANCE STREET LOOKING EAST

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## Rendering

Applicant's Submitted Drawing

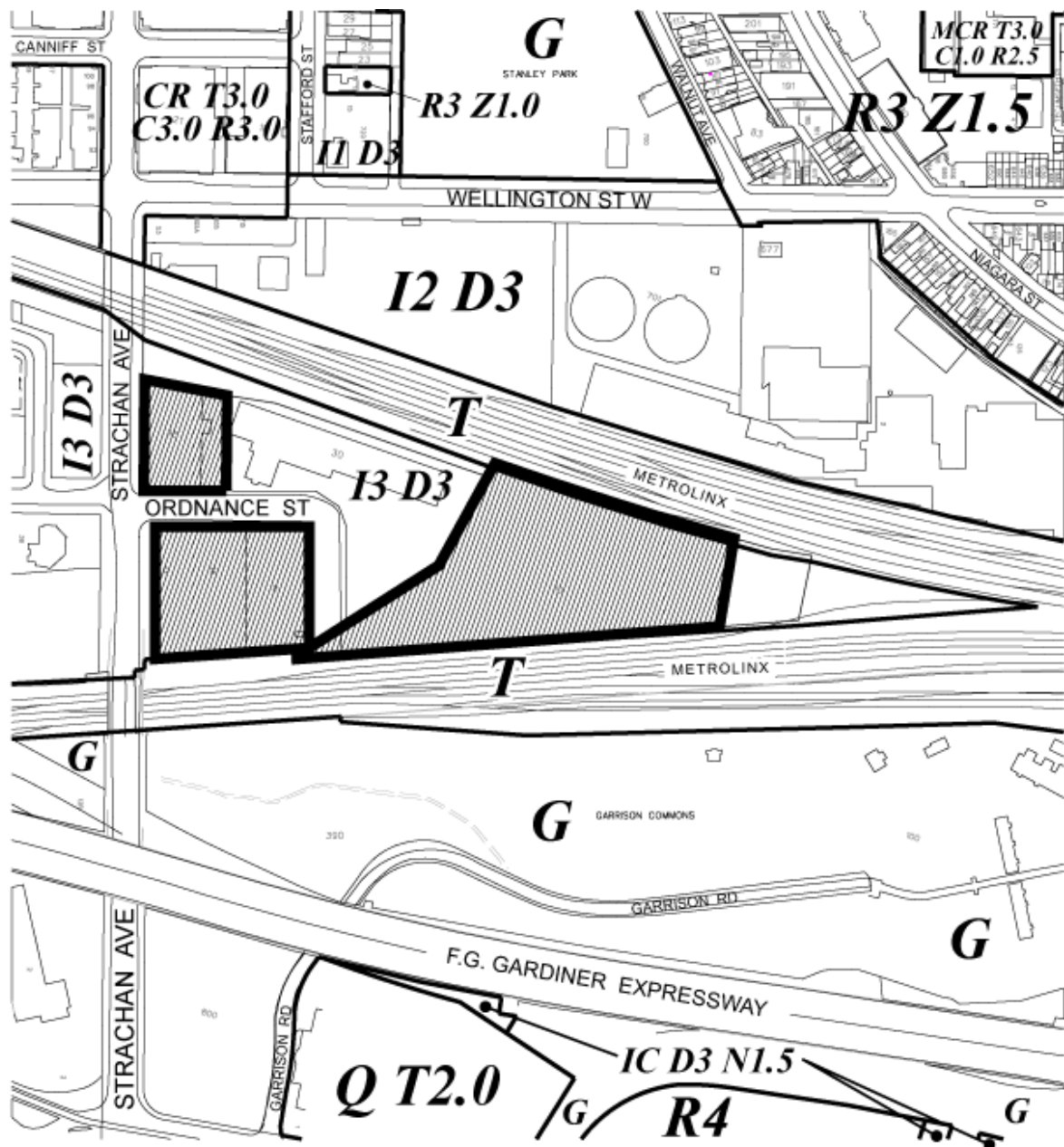
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10/01/2010

10, 11 & 25 Ordinance Street  
45 Strachan Avenue

File # 12\_230482

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## Attachment 4: Zoning



**Zoning** City of Toronto By-law 438-86

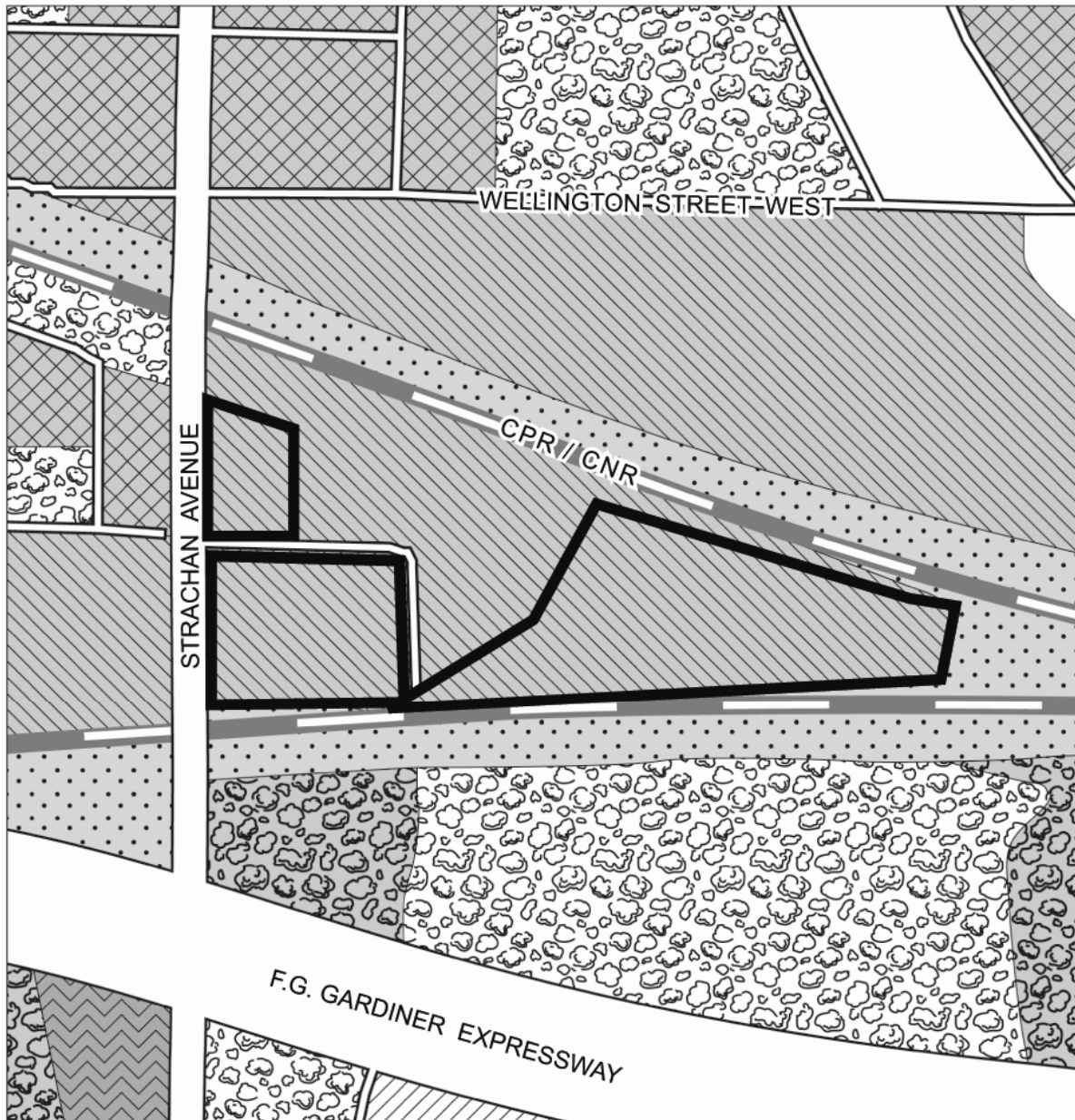
10, 11 & 25 Ordance Street  
45 Strachan Ave  
File # 12\_230482\_02

G	Parks District	I2	Industrial District
R3	Residential District	I3	Industrial District
R4	Residential District	Q	Mixed Use District
CR	Mixed Use District	T	Industrial District
MCR	Mixed Use District	IC	Industrial District



Not to Scale  
Zoning By-law 438-86 as amended  
Extracted 10/02/2012

## Attachment 5: Official Plan



**Toronto** City Planning  
Official Plan

10, 11 & 25 Ordance Street  
45 Strachan Avenue

File # 12\_230482



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Not to Scale  
10/02/2012

### Attachment 6: Application Data Sheet

Application Type	OPA and Rezoning	Application Numbers:	12 223589 STE 19 OZ 12 230482 STE 19 OZ
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Details	OPA and Rezoning, Standard	Application Date:	August 16, 2012
Municipal Address:	10, 11, 25 ORDNANCE ST and 45 STRACHAN AVE		
Location Description:	PLAN D1453 PT LOTS 3 & 4 R 2782 PART 1 **GRID S1909		
Project Description:	Official Plan Amendment and rezoning to permit a mixed use development comprising two mixed-use buildings (Phase 2 Blocks 1 and 3) with three residential towers with overall tower heights of 49 storeys (Tower 1), 29 storeys (Tower 5) and 23 storeys (Tower 4). All buildings have ground floor commercial uses and a combined total of 1,109 residential units.		

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
DIAMONDCORP	DIAMONDCORP	DIAMONDCORP	BUILD TORONTO INC.

#### PLANNING CONTROLS

Official Plan Designation:	Employment Areas	Site Specific Provision:	No
Zoning:	I3 D3	Historical Status:	No
Height Limit (m):	18	Site Plan Control Area:	Yes

#### PROJECT INFORMATION

Site Area (sq. m):	24343.7	Height:	Storeys:	49, 29, 23
Frontage (m):	362		Metres:	152.7, 93.8, 76.1
Depth (m):	Irregular			
Total Ground Floor Area (sq. m):	5554	<b>Total</b>		
Total Residential GFA (sq. m):	80545	Parking Spaces:	1159	
Total Non-Residential GFA (sq. m):	11959	Loading Docks	6	
Total GFA (sq. m):	92504			
Lot Coverage Ratio (%):	22.8			
Floor Space Index:	3.8			

#### Dwelling Units

#### Floor Area Breakdown (upon project completion)

Tenure Type:	Condo		<b>Above Grade</b>	<b>Below Grade</b>
Rooms:	0	Residential GFA (sq. m):	80545	0
Bachelor:	0	Retail GFA (sq. m):	11959	0
1 Bedroom:	876	Office GFA (sq. m):	0	0
2 Bedroom:	233	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	0
Total Units:	1109			

<b>Contact:</b>	<b>Planner Name:</b>	<b>Thomas Rees, Planner</b>
	<b>Telephone:</b>	<b>416-392-0758</b>