

Bathurst Strachan Wellington Area Study Update Report

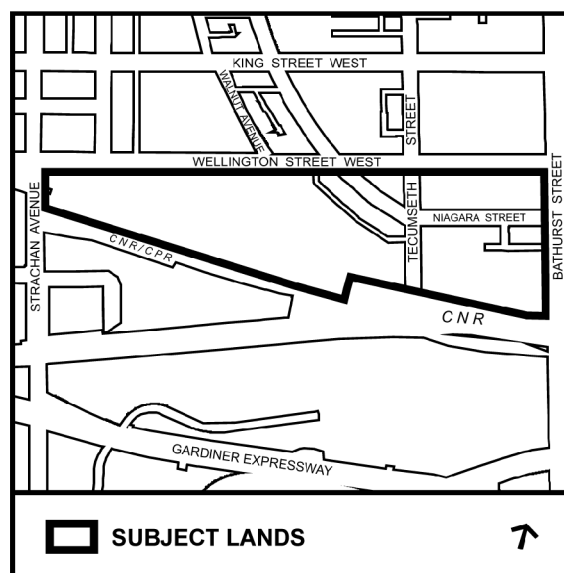
Date:	November 12, 2013
To:	Toronto and East York District Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 19 – Trinity-Spadina
Reference Number:	File No. 13 244184 STE 19 TM

SUMMARY

The City Planning Division has initiated a study of the lands bordered by Bathurst Street, Strachan Avenue, Wellington Street West, and the Metrolinx rail corridor. The study will engage area stakeholders, including landowners, residents and business owners to develop a long term vision for the area. The study will consider existing uses such as the Quality Meats operation, and the City-owned shelter, day care and Works Yard. Recommendations will address the appropriate built form, transition and appropriate buffering of new developments, potential improvements to pedestrian, cycling and vehicle connections, enhancement of area park space, and the study area's relation to the Fort York National Historic Site and other surrounding areas to the north, east and west.

The first community meeting on the Study was held on October 15, 2013. Further community meetings will be scheduled through 2014.

This report responds to Recommendation 5 of Item PG24.5, which was before Planning and Growth Management Committee on May 16, 2013 and adopted by Council on June 11, 12 and 13, 2013 by providing an update on the status of the study and a study methodology.



RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council receive for information the report (November 12, 2013) from the Director of Community Planning, Toronto and East York District, respecting the Bathurst Strachan Wellington Area Study Update Report.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

At Planning and Growth Management Committee on May 16, 2013, City Planning staff was directed to initiate a study of the area bordered by Bathurst Street, Wellington Street West, Strachan Avenue, and the Metrolinx rail corridor through Recommendation 5 from Item PG24.5. This recommendation was adopted by Council on June 11, 12 and 13, 2013, and stated:

"City Council request the Chief Planner and Executive Director, Planning Division to develop and implement, within the Garrison Common North Secondary Plan, a terms of reference for a land use and redevelopment plan for the lands at 28 Bathurst Street, 2 Tecumseth Street and the City owned lands at 677, 701 Wellington Street West; the terms of reference to be developed concurrently with, and in the context of, the Five Year and Municipal Comprehensive Reviews and to include the following elements:

- a. Continue to permit the ongoing meat processing operations at 2 Tecumseth Street for as long as they continue on the site;
- b. Permit only employment uses on the lands currently designated *Employment Areas* until the completion of the study;
- c. Redesignation of lands to permit non-employment uses will only be contemplated upon completion of the study;
- d. Facilitate an overall redevelopment vision for the lands in consultation with landowners, the surrounding community, representatives of Fort York National Historic Site, the Ward Councillor, and City staff, that better integrates future potential land uses into the surrounding neighbourhood;
- e. Consider potential redevelopment scenarios that include maintaining and increasing the amount of employment space on the lands;
- f. Provide effective buffering between the lands at 2 Tecumseth Street, the rail corridor and the City's works yard at 677, 701 Wellington Street West from any existing or potential future sensitive uses; and

- g. Consider alternative land ownership options and associated land use redesignations that will provide the best redevelopment scenario for the lands."

Council's decision on this matter can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG24.5>

A previous land use and built form study was undertaken by City Planning for the area roughly bordered by Bathurst Street, King Street West, Shaw Street and the Metrolinx rail corridor (the Niagara Neighbourhood). This study was concluded in 2005 and resulted in Zoning By-law amendments in the subject area. It did not recommend changes to the lands south of Wellington Street.

While the current Bathurst Strachan Wellington study area is contained entirely within the boundary of this previous study area from 2005, the previous study's conclusions did not provide detailed land-use and built form direction for the employment lands south of Wellington Street West. At the time, these lands were not contemplated to be converted to other uses and were generally seen as stable. Two employment land conversion requests, 2 Tecumseth Street and 28 Bathurst Street, have been received in this area. A development application for 2 mid-rise residential towers at 89-109 Niagara Street has also been received. In order to ensure that any change to this area occurs in accordance with an area based development framework which reflects the policies of the official plan and principles of good planning, the Bathurst Strachan Wellington Area Study is being undertaken.

The 2005 Niagara Neighbourhood Study website can be viewed here:

<http://www.toronto.ca/planning/niagara.htm>

ISSUE BACKGROUND AND AREA CONTEXT

In response to increased development pressure in the form of development applications at 89-109 Niagara Street and 28 Bathurst Street and requests for employment land conversions at 28 Bathurst Street and 2 Tecumseth Street, City staff were directed to undertake an Area Study of the lands bordered by Bathurst Street, Strachan Avenue, the Metrolinx Rail Corridor and Wellington Street West.

The intent of the Study is to respond to the direction noted on page 2 of this report and to engage area stakeholders, including landowners, residents and business owners. City services, such as the day care and Works yard, and develop policies to address the appropriate built form, transition and buffering of new developments, potential improvements to pedestrian, cycling and vehicle connections, enhancement of area park space, and the study area's relation to the Fort York National Historic Site and surrounding areas will be reviewed.

The study area is the site of several existing and former industrial operations. Lands at 28 Bathurst Street were formerly the site of a lead smelting operation, the lands at 677 Wellington Street West were formerly used as an incinerator, and lands at 89-109

Niagara street were formerly used for casket manufacturing. Lands at 2 Tecumseth Street are currently being used as an abattoir by Quality Meat Packers, and the lands at 701 Wellington Street are currently the site of a City works yard.

Several lands within the study area are owned by the City. Excluding right-of-way lands, the following City-owned properties are located within the Study area:

- **677 Wellington Street West** - The currently non-operational Wellington Destructor, which is a listed heritage building and truck parking for Quality Meat Packers.
- **701 Wellington Street West** – A City works yard and salt dome which provide services to a large portion of Downtown Toronto.
- **53 Strachan Avenue** – Shelter housing and Community Gardens towards the east of the site, and the future southern extension of Stanley Park, currently the Metrolinx construction staging area for the Strachan grade-separation, to the east. The north landing of the Fort York Pedestrian and Cycle Bridge will also be located on the future park lands.
- **28 Bathurst Street** - The site of a City-run daycare and a men's shelter. The southern portion of these lands, upon which a parking area is currently situated, are the subject of an employment land conversation request and development application by Build Toronto. More information on this application, which is currently being processed, can be found here:
www.toronto.ca/planning/28bathurst.htm

OFFICIAL PLAN AND THE MUNICIPAL 5-YEAR REVIEW

The study area is currently designated as an *Employment District*, as noted on Map 2 of the Official Plan. The study area predominantly contains lands designated as *Employment Areas*, but also contains some *Neighbourhood* and *Mixed Use Areas* as noted on Map 18, of the Toronto Official Plan. (Attachment #4)

The study area is contained within the Garrison Common North Secondary Plan and is subject to Policy Areas 1 and 2 of this Secondary Plan. Policy Area 1 permits and protects the existing abattoir operations at 2 Tecumseth St while Policy Area 2 provides for a mix of employment and residential uses, provided that employment uses are restricted to those compatible with adjacent and neighbouring residential uses in terms of emissions, odour, noise and generation of traffic.

Two large parcels of land within the study area, 28 Bathurst Street and 2 Tecumseth Street have submitted conversion requests to the City's currently underway 5-year Municipal Comprehensive Review of the Official Plan (MCR). The final report on proposed employment land conversions will be before Planning and Growth Management Committee on November 21, 2013. The Area Study will align with the Council direction resulting from the MCR.

The draft Official Plan Amendment, Number 23, for this area will be considered at the November PGM meeting (Attachment #1). The OPA recommends that residential uses be permitted at 28 Bathurst subject to appropriate mitigation. The OPA also includes policies to protect for the ongoing operations of Quality Meats for as long as it continues to operate and sets out criteria to allow for the redevelopment of the Quality Meats site should it cease operations.

STUDY OBJECTIVES

The objective of Bathurst/Strachan/Wellington Area Study is the creation and implementation of a vision that:

- Identifies the study area's unique locational and heritage attributes,
- Ensures protection of existing City-services and the established neighbourhood,
- Provides a framework for new developments that will ensure an appropriate fit within the area context,
- Identifies opportunities for public realm and connectivity improvements,
- Provides for the ongoing operation of existing employment uses in a manner that limits impacts to residential uses within the study area, and
- Contemplates a land-use framework should major employment uses cease to continue operations within the study area.

Other objectives may emerge over the course of this study.

COMMUNITY CONSULTATION

A substantial component of any Planning Study is community consultation. A number of community consultation meetings are planned in 2014 to engage the community to work with City Staff to inform and assist with the study.

The initial Area Study meeting was hosted at the Blue Barracks at Fort York National Historic Site on October 15, 2013. Approximately 80 people were in attendance. At this meeting, City Staff lead a facilitated discussion and a group work session in order to define the strengths and opportunities within the neighbourhood.

At the October 15, 2013 meeting, the community noted the following matters as the most significant to be addressed through the course of this study:

- Protection of views to and from the Fort York National Historic Site,
- Restricting the size of retail uses to smaller format retailers,
- Providing for a built form which responds to the neighbourhood's low to mid rise character through appropriate heights, massing and transition,
- Protection and adaptive reuse of heritage buildings,
- Protection, expansion and improvement of green spaces which facilitate the activities of both people and their dogs,
- Creating a new arts and culture node within the community,

- Addressing traffic, noise and odour issues related to the area employment lands, specifically Quality Meat Packers,
- Expansion of the cycling and walking path network, and
- Increasing the availability of day-care spaces.

The above comments, as well as all other input received at the October 15th meeting and through communications with the community following that meeting, will be used by staff to develop a set of Draft Guiding Principles to inform the vision and directions for the study. These Draft Principles will be presented for review and comment at the next community consultation meeting.

A minimum of two additional community consultation meetings will be held in 2014. A statutory public meeting will be held at such time as any amendments to the Official Plan and/or Zoning By-law are brought before Council at the conclusion of this study.

A Study website will be set up to communicate meeting information and allow for community engagement with City Planning prior to the end of 2013.

INTERDIVISIONAL WORKING GROUP

In order to support City Planning staff, an interdivisional working group will be formed to assist in review and comment on the public consultation and directions. Staff responsible for the various city-owned parcels noted above will also form part of the Working Group.

The working group will be led by City Planning and include the following divisions:

- | | |
|------------------------------------|---|
| - Children's Services | - Engineering and Construction Services |
| - City Legal | - Parks Forestry and Recreation |
| - Economic Development and Culture | - Real-Estate Services |
| | - Transportation Services |

Within the City Planning Division, the Urban Design, Heritage Preservation Services, SIPA, and Transportation Planning sections will also be included in the Interdivisional Working Group.

STUDY PROCESS AND NEXT STEPS

The following proposed timeline for the Area Study would result in completion of the study in fall 2014.

January 2014: A follow-up meeting will be scheduled to discuss and refine a set of Guiding Principles, which are currently being developed by staff including input from the October 15, 2013 community consultation meeting. This meeting will begin to develop the vision for the study area.

March-May 2014: Community meeting(s) will be held to discuss land use, vehicle, cycling and pedestrian connections, park spaces, built form, and heritage issues in the context of the Guiding Principles. These meetings will be held in a workshops format to allow the community to work collaboratively with each other and staff and more effectively visually demonstrate their vision for the community.

Summer, 2014 – Staff expect to bring forward a final report detailing a vision for the study area developed in consultation with the community, the interdivisional working group and the Ward Councillor. The vision will be implemented through recommendations for amendments to the Official Plan, Garrison Common North Secondary Plan, and Zoning By-law. Urban Design Guidelines may also be included in this final report if the study process determines that they would assist in securing the preferred built form and aesthetic character envisioned for the study area.

Throughout the study process, Planning Staff will coordinate and lead interdivisional working group meetings as necessary.

CONCLUSION

City Staff will continue to develop a vision for the Bathurst Strachan Wellington Area in consultation with the community and the Ward Councillor, and report back to City Council with recommendations to implement this vision in 2014.

CONTACT

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SIGNATURE

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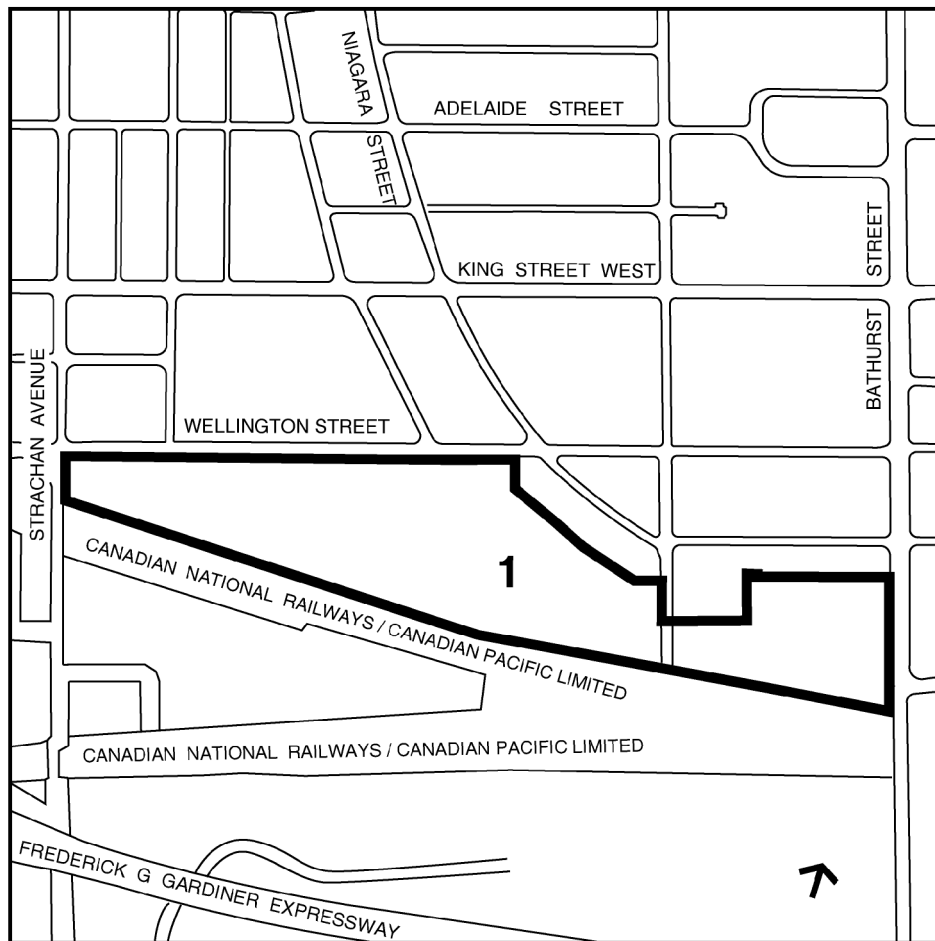
ATTACHMENTS

Attachment 1: Draft Official Plan Amendment for lands within the study area through the 5-year Municipal Comprehensive Review of the Official Plan.

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Chapter 6, Section 14, Garrison Common North Secondary Plan, is amended by deleting the map and policies for Site and Area Specific Policy No. 1 and replacing it with the following map and text:

"1. 28 Bathurst Street, 2 Tecumseth Street, 677, 701 Wellington Street and 53 Strachan Avenue



- a) The meat processing operations located at 2 Tecumseth Street as of December 16, 2013 are permitted until such time the plant ceases operations. Until such time the plant ceases operations the following will apply:
 - i) all development and re-development proponents for sensitive residential uses within 70m of the plant will submit a study prior to the enactment of any zoning by-law amendment that evaluates, to the satisfaction of the City of Toronto in consultation with the Ministry of the Environment, how the proposed sensitive residential use would

affect the ability of the plant to carry out normal business activities. The study will also evaluate whether the anticipated users of the proposed residential use will potentially be subject to adverse effects from on-site contamination or from odour, noise and other contaminants that could be discharged from the plant and recommend to the satisfaction of the City any necessary mitigation and/or buffering measures to be undertaken by the proponent;

- ii) any proposed development for adjacent sites including all lands from 28 Bathurst Street west to Strachan Avenue and north from the rail corridor to King Street West will include a construction management plan as part of the application. The plan will to the satisfaction of the Chief Planner and Executive Director, City Planning Division, evaluate the impact construction vehicles could have on the employment operations at 2 Tecumseth Street and propose mitigation measures if required to be undertaken by the proponent.
- b) Residential uses along the Bathurst Street frontage of 28 Bathurst Street may be permitted subject to the following:
- i) the lands have been environmentally remediated to requirements as established by the Ministry of the Environment;
 - ii) the proposed development adheres to the City's Mid-rise Guidelines;
 - iii) the proposed development is appropriately buffered to the satisfaction of the appropriate railway authorities from the rail corridor to the south; and
 - iv) the proposed development is consistent with the results of the Bathurst-Strachan-Wellington area study.
- c) Until such time as the meat processing facility located at 2 Tecumseth Street ceases operations, no sensitive uses, including residential uses will be permitted on the portion of the lands at 28 Bathurst Street that extends 70m from Tecumseth Street as shown on the accompanying map. Non-sensitive uses such as offices, studios, parks, and parking will be permitted in the interim within the 70 metre buffer zone.
- d) Any proposed development for 28 Bathurst Street, will include a phasing plan to be submitted that among other matters as may be identified addresses to the satisfaction of the Chief Planner and Executive Director, City Planning Division, the following:
- i) if required, strategies to accommodate and if necessary relocate the parking for the employees of 2 Tecumseth Street;

- ii) impacts proposed construction may have on the adjoining daycare facility and if required any proposed mitigation measures to be undertaken by the proponent;
 - iii) the provision of 1 FSI (net required setbacks) of employment space on the lands; and
 - iv) timing and phasing of required environmental remediation.
- e) The area will be subject to a study, which is intended to set out a framework for the potential re-development of the area while taking into consideration the need to maintain employment in the area, the need to buffer potentially sensitive uses from impactful ongoing employment operations in the area (i.e.: City works yard), the establishment of effective connections and transition to the existing neighbourhood and the provision of parks and community services. Until this study is completed and the findings implemented, redevelopment that includes residential uses is not permitted on the lands at 2 Tecumseth Street. Amendments to this policy and/or Secondary Plan may be considered as required in order to incorporate and/or implement the conclusions, findings and/or recommendations of the study. In addition to the matters identified in Section 4.7.2 of the Official Plan, the study will:
 - i) consider the potential redevelopment of the lands at 2 Tecumseth Street once current meat processing operations have ceased;
 - ii) identify and locate an appropriate land use buffer to be designated *General Employment Areas* in order to protect and buffer potential sensitive uses on lands east of the City Works and Emergency Services yard located at 677 and 701 Wellington Street West. Employment uses within this buffer zone will be limited to residentially sensitive employment uses such as offices and studios;
 - iii) identify and locate appropriate buffering to the rail corridor on the southern boundary of the study area;
 - iv) explore the potential to exchange and/or purchase/sale of portions of land between owners to achieve the above buffering and create a more efficient ownership pattern for City operations at the Wellington Street West yard;
 - v) address heritage considerations for the Wellington Street incinerator and the potential for adaptive re-use and preservation of the existing structure;
 - vi) identify appropriate buffering and transition to the low scale existing residential uses in the area;

- vii) address measures to effectively link the study area with roads, pathways and/or corridors;
- viii) identify the appropriate location of new parks, open space and pedestrian links and treatment to existing parks in the area;
- ix) assess potential view impacts on Fort York due to potential development in the area;
- x) identify strategies to visually enhance the Front/Bathurst Street terminus; and
- xi) address the provision, location and/or relocation of community services and facilities in the study area such as daycares, libraries, community/recreation centres and public educational facilities."