

251 Manitoba Street- Official Plan Amendment and Zoning By-law Amendment Application- Preliminary Report

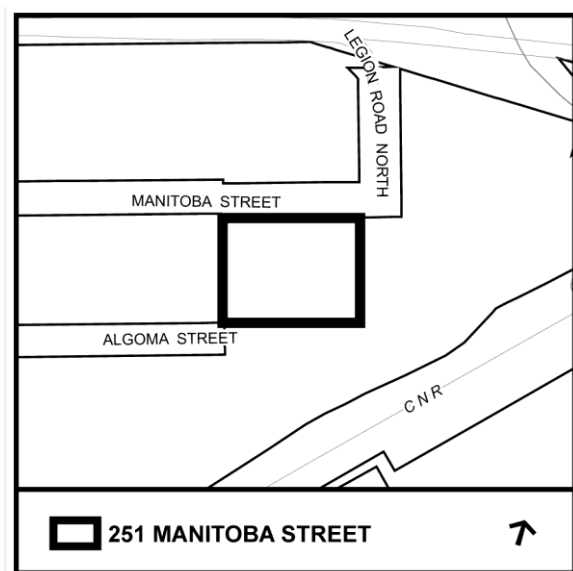
Date:	February 5, 2014
To:	Etobicoke York Community Council
From:	Director, Community Planning, Etobicoke York District
Wards:	Ward 6 – Etobicoke-Lakeshore
Reference Number:	13 253075 WET 06 OZ

SUMMARY

This application proposes to amend the Toronto Official Plan and Site Specific Zoning By-law Number 174-2003, to permit the redevelopment of the lands at 251 Manitoba Street with a 48-storey mixed use building containing 548 apartment units and a total of 108 m² of ground floor retail space. The proposed development would have a 640 space, 4-level underground parking garage and a Floor Space Index of 4.8 times the area of the lot.

The subject site is located on the southwest corner of Manitoba Street and Legion Road North (future extension). These lands are referred to as Parcel 'F' and represent the last development parcel of the comprehensive residential redevelopment plan that began in the early 1990s, known as the "Mystic Pointe" community.

This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.



It is recommended that a community consultation meeting be scheduled by staff in consultation with the Ward Councillor.

A final report under the *Planning Act* to consider this application is targeted for the first quarter of 2015. This target assumes that the applicant will provide all required information in a timely manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 251 Manitoba Street together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. 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

The redevelopment of the former McGuinness Distillery site, known as the “Mystic Pointe” community, was the subject of an Ontario Municipal Board (OMB) hearing in May 1992. In October 1992, the OMB approved amendments to the Etobicoke Official Plan and Zoning Code permitting the construction of a phased development consisting of a total of 1,469 dwelling units and grade related retail uses. The OMB also approved the Site Plan for Phase 1 of the development, consisting of a maximum of 717 dwelling units in the form of apartment buildings and townhouses.

In February 2002, City Council approved modifications to the site-specific Official Plan policies and Zoning By-law to permit the reallocation of housing units from Phase 1 (Parcels B, C and D) to Phase 2 (Parcels E, F and G) (see Attachment 5 – Site and Area Specific Policy 14). While Phase 1 had permission for 717 units, only 576 units were constructed and 41 of the remaining units were reallocated to Phase 2, thereby increasing the unit permission on these lands from 752 to 793 units.

The City Council approval and Site Specific By-law Number 174-2003 are available online at:

<http://www.toronto.ca/legdocs/2002/agendas/council/cc020213/et2rpt/cl033.pdf> and
<http://www.toronto.ca/legdocs/bylaws/2003/law0174.pdf>.

Legion Road North is a planned arterial road that would extend to the south from Manitoba Street and connect to the existing Legion Road south of the Canadian National Railway (CNR) corridor via a planned underpass. The previous owner of the subject property had agreed to transfer the eastern portion of the property to the City as a public road from the existing Manitoba Street south to the CNR line. However, these lands are being held in escrow until such time as environmental contaminants that may exist in the lands are remediated to the satisfaction of the City. As the proposed underpass is not currently a funded City capital budget item, negotiations were held with the previous owner and City staff to complete the environmental remediation of the lands to be transferred, complete the transfer to the City and construct an at-grade cul de sac at the south terminus.

Also, at its meeting of November 27, 2012 City Council directed staff to undertake a Comprehensive Transportation Masterplan for the Park Lawn Road/Lake Shore Boulevard West area, given the announcement by Mondelez Canada that it would close the Mr. Christie plant in the third quarter of 2013. Public Works and Infrastructure Committee received a report from staff outlining the scope of work and budget for this initiative in September 2013. This study will review, among other things, the completion of the Legion Road extension which would help relieve traffic operational issues at the Park Lawn Road and Lake Shore Boulevard West intersection. It is anticipated this study will be initiated in the second quarter of 2014. This document can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PW25.8>

Pre-Application Consultation

On November 1, 2013, a meeting was held with the applicant to review the proposal, to provide preliminary feedback and to discuss complete application submission requirements.

Matters discussed at this meeting included the proposed height and design of the tower, the density with regard to Floor Space Index and unit count and the functionality of the transportation connections. Planning staff requested that the applicant redesign the proposal to be more in keeping with the current range of heights, density and unit counts provided for in Site and Area Specific Policy 14, and to better address the City's Tall Building Design Guidelines.

ISSUE BACKGROUND

Proposal

The application proposes a 48-storey (151 m) residential building (point tower) on a single-storey, U-shaped base building (see Attachment 1 – Site Plan and Attachments 2a and 2b – Elevations).

The proposed development would contain approximately 38,225 m² of gross floor area, of which 108 m² would be for retail uses, resulting in a Floor Space Index of 4.8 times the area of the lot. A total of 548 apartment units and 640 parking spaces (558 resident

spaces and 82 resident visitor spaces) within a 4-level underground parking garage are proposed (see Attachment 6 – Application Data Sheet).

As part of this proposal, a portion of the property along the south edge of the site would be dedicated as parkland and connect with the abutting public park (Parcel H) at grade, while allowing for an extension of the underground parking garage below grade (this would occur on what is the former Algoma Street road allowance).

The 108 m² of at-grade retail floor area is proposed to be located within the base of the building fronting Manitoba Street and the future extension of Legion Road North.

One vehicle access point from Manitoba Street is proposed, as the City will not allow access from the future Legion Road North extension due to traffic control measures. This two way driveway is proposed on the west edge of the lot and would provide access to underground residential parking, residential visitor and retail parking, loading facilities and bicycle parking. The main pedestrian entry to the residential lobby and retail area would also be along Manitoba Street.

Site and Surrounding Area

The subject site is located on the south side of Manitoba Street, south of the Gardiner Expressway, and north of Lake Shore Boulevard West. This site is rectangular in shape and occupies the southwest corner of Manitoba Street and Legion Road North. The site is approximately 0.8 ha in area, and has an approximate frontage of 94 m on Manitoba Street and a depth of 65 m along the future extension of Legion Road North.

This site was formerly part of the McGuinness Distillery industrial lands. Currently, the property is vacant with two large piles of fill containing soil and other materials from construction activity by the previous owner and developer of adjacent lands.

Surrounding uses include:

- North: Across Manitoba Street are 6 and 8-storey residential buildings (Warehouse and Sky Lofts), municipally known as 250-300 Manitoba Street. Further north is the Gardiner Expressway.
- South: Vacant City-owned lands intended to be used for the expansion of Grand Avenue park. Further south is the Canadian National Rail line.
- East: Immediately to the east are two 30-storey residential buildings (iLoft and California Condos) municipally known as 155-165 Manitoba Street. Further east is the Mimico Creek Valley.
- West: Vacant City-owned lands, municipally known as 130 Algoma Street. Further west are several one and two-storey house-form residential buildings.

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

The subject site is designated *Apartment Neighbourhoods* on Map 15 - Land Use Plan in the Official Plan (see Attachment 4 – Official Plan). *Apartment Neighbourhoods* are areas made up of apartment buildings and parks, local institutions, cultural and recreational facilities, and small-scale retail, service and office uses that serve the needs of area residents.

The Official Plan states that *Apartment Neighbourhoods* are distinguished from low-rise *Neighbourhoods* because a greater scale of buildings is permitted and different scale-related criteria are needed to guide development.

The development criteria in *Apartment Neighbourhoods*, as cited in Section 4.2.2, include but are not limited to:

- a) locating and massing new buildings to provide a transition between areas of different development intensity and scale, as necessary to achieve the objectives of the Plan, through means such as providing setbacks from, and/or a stepping down of heights towards, lower-scale *Neighbourhoods*;
- b) locating and massing new buildings so as to adequately limit shadow impacts on properties in adjacent lower-scale *Neighbourhoods*, particularly during the spring and fall equinoxes;
- c) locating and massing new buildings to frame the edge of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
- d) including sufficient off-street motor vehicle and bicycle parking for residents and visitors;

- e) locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences;
- f) providing indoor and outdoor recreation space for building residents in every significant multi-unit residential development;
- g) providing ground floor uses that enhance the safety, amenity and animation of adjacent streets and open spaces; and
- h) providing buildings that conform to the principles of universal design, and wherever possible contain units that are accessible or adaptable for persons with physical disabilities.

The Healthy Neighbourhoods policies of the Official Plan (Policy 2.3.1.1 and Policy 2.3.1.2) provide guidance for development in *Apartment Neighbourhoods* that are adjacent or close to *Neighbourhoods*. Policy 2.3.1.1 states that "development within *Neighbourhoods* and *Apartment Neighbourhoods* will...respect and reinforce the existing physical character of buildings, streetscapes and open space patterns".

Policy 2.3.1.2 identifies the following matters to be evaluated:

- a) be compatible with those *Neighbourhoods*;
- b) provide a gradual transition of scale and density, as necessary to achieve the objectives of the Plan through the stepping down of buildings towards and setbacks from those *Neighbourhoods*; and
- c) attenuate resulting traffic and parking impacts on adjacent neighbourhood streets so as not to significantly diminish the residential amenity of those *Neighbourhoods*.

The Official Plan includes Public Realm policies that guide the development of streets, sidewalks and boulevards.

- Policy 3.1.1.3 states that enjoyment of the valleys and ravines will be protected by ensuring that adjacent development, particularly building height and massing, will preserve harmonious views and vistas from the valley.
- Policy 3.1.1.6 sets out parameters that the design of sidewalks and boulevards provide safe, attractive, interesting and comfortable spaces for pedestrians.

The development criteria identified in the *Apartment Neighbourhoods* and Healthy Neighbourhoods policies are supplemented by additional development criteria in the Built Form policies, contained in Section 3.1.2 of the Official Plan. These policies emphasize the importance of ensuring that new development fits within its existing and/or planned context, while limiting impacts on neighbouring streets, parks and open

spaces. New buildings are required to provide appropriate massing and transition in scale that will respect the character of the surrounding area.

Site and Area Specific Policy 14

Site and Area Specific Policy (SASP) 14 applies to the subject site (see Attachment 5 – Site and Area Specific Policy 14). SASP 14 applies to a larger area than the Mystic Pointe community and provides for a total of 1,800 dwelling units.

SASP 14, subsection f) states that "the 'McGuinness' lands will be developed for a variety of housing forms, with accessory ground-related retail and service commercial uses, as well as community facilities and public parkland". It also states Parcels 'E' and 'F' shall have a maximum of 793 housing units. Parcel 'F' is limited to a maximum height of 18-storeys.

Park Lawn-Lakeshore Urban Design Guidelines

The Park Lawn-Lakeshore Urban Design Guidelines apply to the subject site.

The Site Design criteria of these Guidelines state "buildings located at the easterly end of Manitoba and Algoma Streets will be sited and designed to enhance existing view corridors of downtown Toronto and vistas of the valleylands and beyond".

The Built Form criteria states that:

- buildings which have a height of 12 m (4-storeys) or greater will be defined by a base, shaft and cap;
- a "landmark" development will be permitted to a maximum height of 54 m at the east end of Manitoba Street provided that the existing view corridors and vistas are preserved; and
- massing of buildings will be articulated to provide visual interest to the tops of buildings along the Gardner Expressway, the valleyland and the park.

These Guidelines supplement the urban design policies of the Official Plan.

Zoning

In 2003, City Council enacted Site Specific Zoning By-law Number 174-2003, that amended the former Etobicoke Zoning Code, which was previously amended by the Ontario Municipal Board in 1992. The lands were rezoned from R6-H (Sixth Density Residential Holding) to R6 (Sixth Density Residential) to permit 3 residential buildings having a total of 793 units on Parcels 'E' and 'F'.

On May 9, 2013, City Council enacted new City-Wide Zoning By-law Number 569-2013 which is now under appeal to the Ontario Municipal Board. The subject site is zoned RA (Residential Apartment) (see Attachment 3 – Zoning). There is an exception (x21) that

carries forward the site specific zoning provisions of the former amendments to the Etobicoke Zoning Code for these lands.

Site Plan Control

The site is subject to Site Plan Control. An application for Site Plan Approval is required but has not yet been submitted.

City-Wide Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated City-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The city-wide Guidelines are available at:

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

Tree Preservation

This application is subject to the provisions of the City of Toronto Private Tree Protection By-law. A Tree Inventory and Preservation Plan was submitted with the application and is currently under review by Urban Forestry staff.

Archaeological Assessment

A portion of the site is within the City's Interim Screening Areas for Archaeological Potential. A Stage 1 and 2 Archaeological Assessment Report has recently been submitted and is currently under review by Heritage Preservation Services staff.

Site Remediation

The applicant will be submitting an Environmental Impact Study, which will be reviewed by staff.

Noise and Vibration

The applicant will be submitting a Noise and Vibration Feasibility Study, which will be reviewed by staff.

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*. Planning staff will discuss with the applicant and the Ward Councillor how these policies will be applied and identify possible community benefits, should the application be recommended for approval.

Reasons for the Application

Amendments to the Official Plan and Site Specific Zoning By-law Number 174-2003 are required for the proposed redevelopment of the subject site. The proposed development

is in excess of the permitted height, density and dwelling unit count as provided for by Site and Area Specific Policy 14 and Site Specific Zoning By-law Number 174-2003.

Residential development is provided for to a maximum gross density of 2.7 times the lot area, whereas the proposal is seeking a gross density of 4.8 times the lot area. Up to 1,800 housing units are provided for in SASP 14. As approximately 1,505 units have been developed to date, the current proposal for 548 units exceeds the total maximum 1,800 unit permission by 253 units. Also, Parcel 'F' is limited to a height of 18-storeys, however, 48-storeys are being proposed.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Tree Inventory and Preservation Plan

A Notification of Incomplete Application issued on November 5, 2013, identifies the outstanding material required for a complete application submission as follows:

- Draft Official Plan Amendment
- Draft Zoning By-law Amendment
- Planning Rationale Report
- Physical or Computer Generated Building Mass Model
- Community Services and Facilities Study
- Natural Heritage Impact Study
- Toronto Green Standard (TGS) Checklist
- Noise Impact Study
- Archaeological Assessment
- Pedestrian Level Wind Study
- Sun/Shadow Study
- Vibration Study
- Loading Study
- Parking Study
- Traffic Operations Assessment
- Transportation Impact Study
- Geotechnical Study
- Stormwater Management Report
- Environmental Impact Study
- Servicing Report
- Tree Preservation Plan
- Roof Plan

The following materials were submitted on December 23, 2013, or shortly thereafter:

- Planning Rationale Report
- Archaeological Assessment (submitted on January 17, 2014)
- Functional Servicing Report
- Urban Transportation Considerations
- Qualitative Pedestrian Level Wind Assessment
- Sun/Shadow Study
- Physical or Computer Generated Building Mass Model
- Toronto Green Standard (TGS) Checklist

The following outstanding materials are anticipated to be submitted for review by City staff and public agencies:

- Draft Official Plan Amendment
- Draft Zoning By-law Amendment
- Community Services and Facilities Study
- Natural Heritage Impact Study
- Noise Impact Study
- Vibration Study
- Geotechnical Study
- Stormwater Management Report
- Environmental Impact Study
- Servicing Report
- Roof Plan

City staff continue to await the submission of the outstanding materials in order to review a complete application.

Issued to be Resolved

The following preliminary issues have been identified:

- consideration of the development site in the context of the Mystic Pointe community and the compatibility and fit with the physical character of the area;
- conformity with Official Plan policies (Section 2.3.1, 3.1.1, 3.1.2 and 4.2.2);
- conformity with Site and Area Specific Policy 14;
- review of the Archaeological Assessment, the Environmental Impact Study and the Noise and Vibration Feasibility Study to determine the appropriateness of any associated mitigation measures required to be incorporated into the development proposal;
- consistency with the City's Tall Building Design Guidelines;
- height, scale and intensity of the proposed development and associated impacts;
- built form and design of the tower as it relates to the base, shaft and cap;
- locating and massing the development to frame the edge of the street and the adjacent public park;

- wind, light, views, shadow and sightline impacts;
- potential traffic impacts;
- parkland dedication;
- future extension of Legion Road North as it relates to the development of this subject site, including the interim design of the road and the at-grade cul de sac;
- identification and securing of community benefits under Section 37 of the *Planning Act*;
- public art opportunities; and
- review of the Toronto Green Standard Checklist with Tier 1 performance measures.

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

CONTACT

Sabrina Salatino, Planner
 Tel. No. 416-394-8025
 Fax No. 416-394-6063
 E-mail: ssalati@toronto.ca

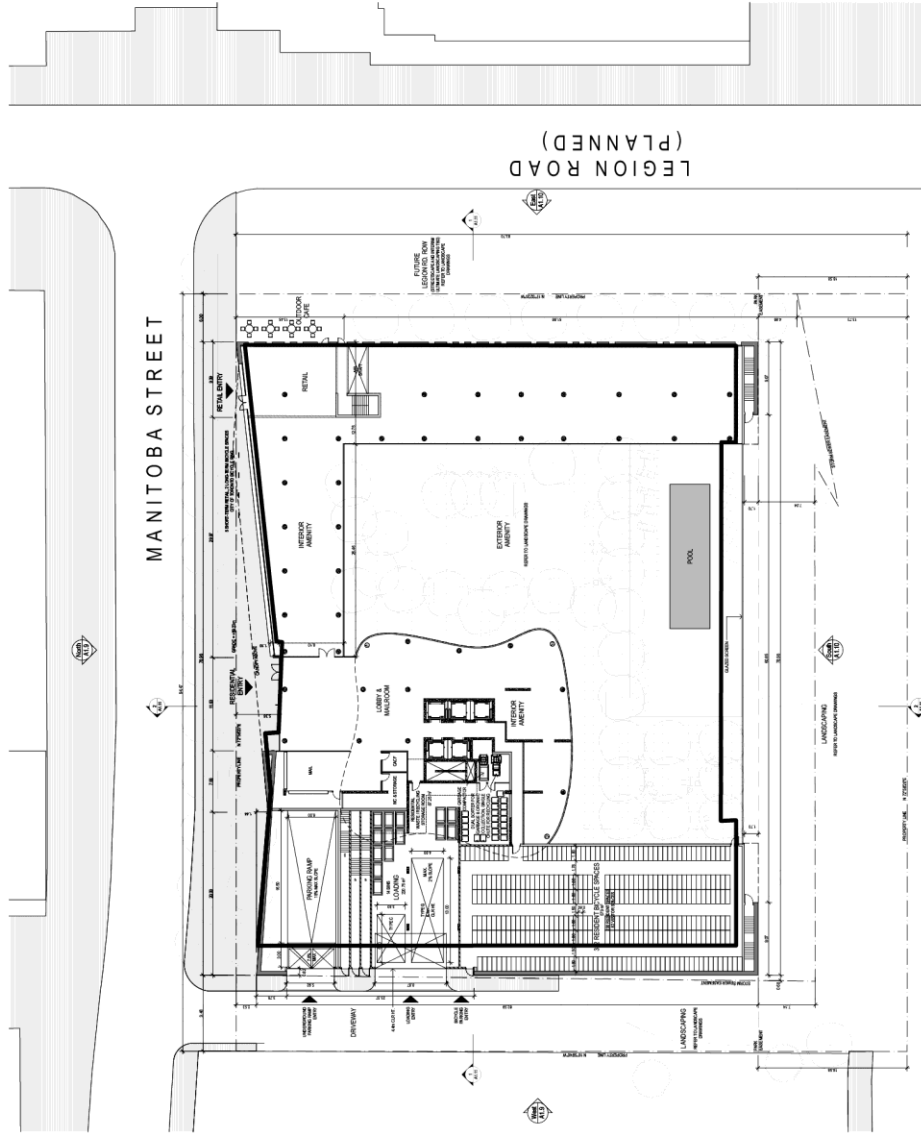
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Neil Cresswell, MCIP, RPP
 Director, Community Planning
 Etobicoke York District

ATTACHMENTS

Attachment 1: Site Plan
 Attachment 2a: North Elevations
 Attachment 2b: South Elevations
 Attachment 3: Zoning
 Attachment 4: Official Plan
 Attachment 5: Site and Area Specific Policy 14
 Attachment 6: Application Data Sheet

Attachment 1: Site Plan



251 Manitoba Street

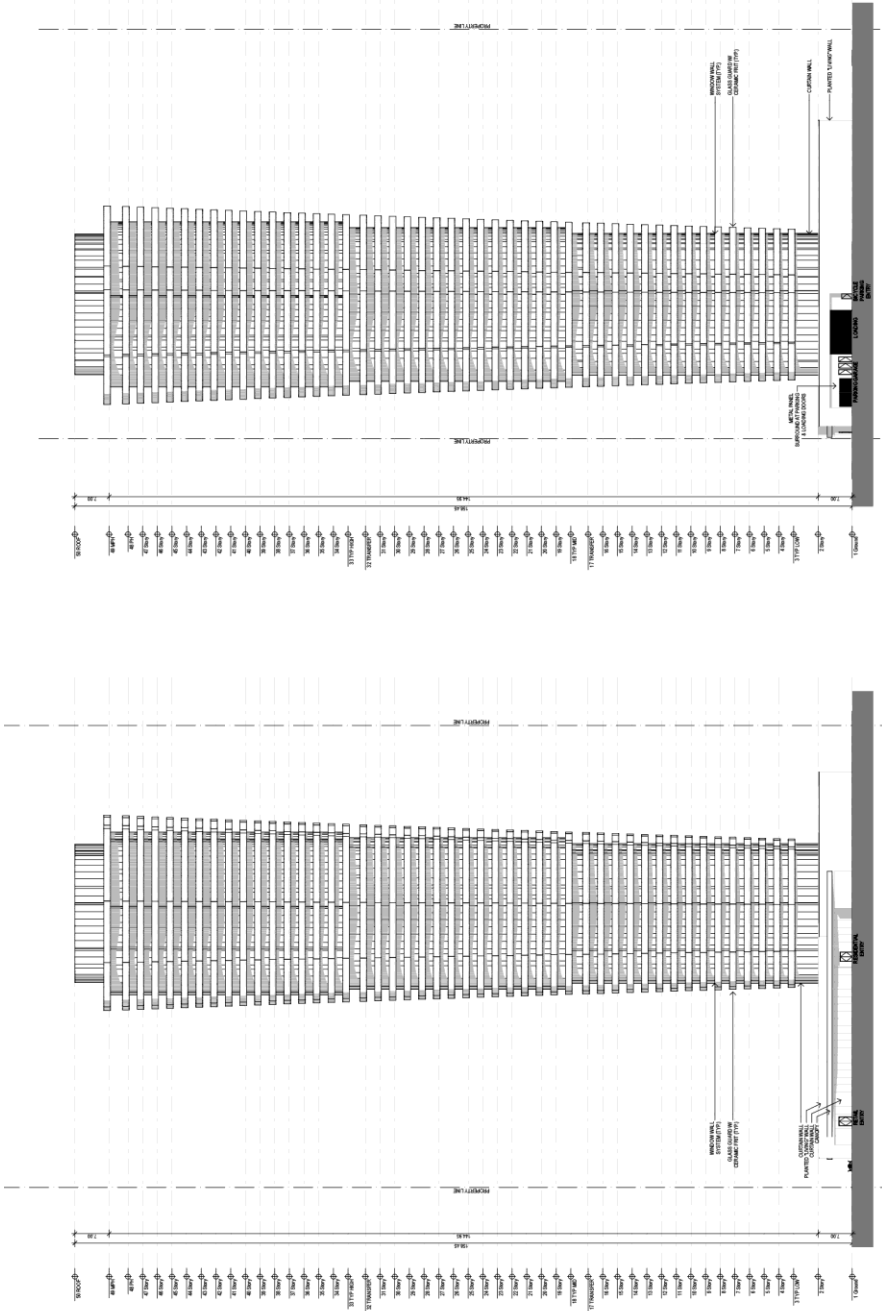
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Site Plan

Applicant's Submitted Drawing

Not to Scale
01/15/14

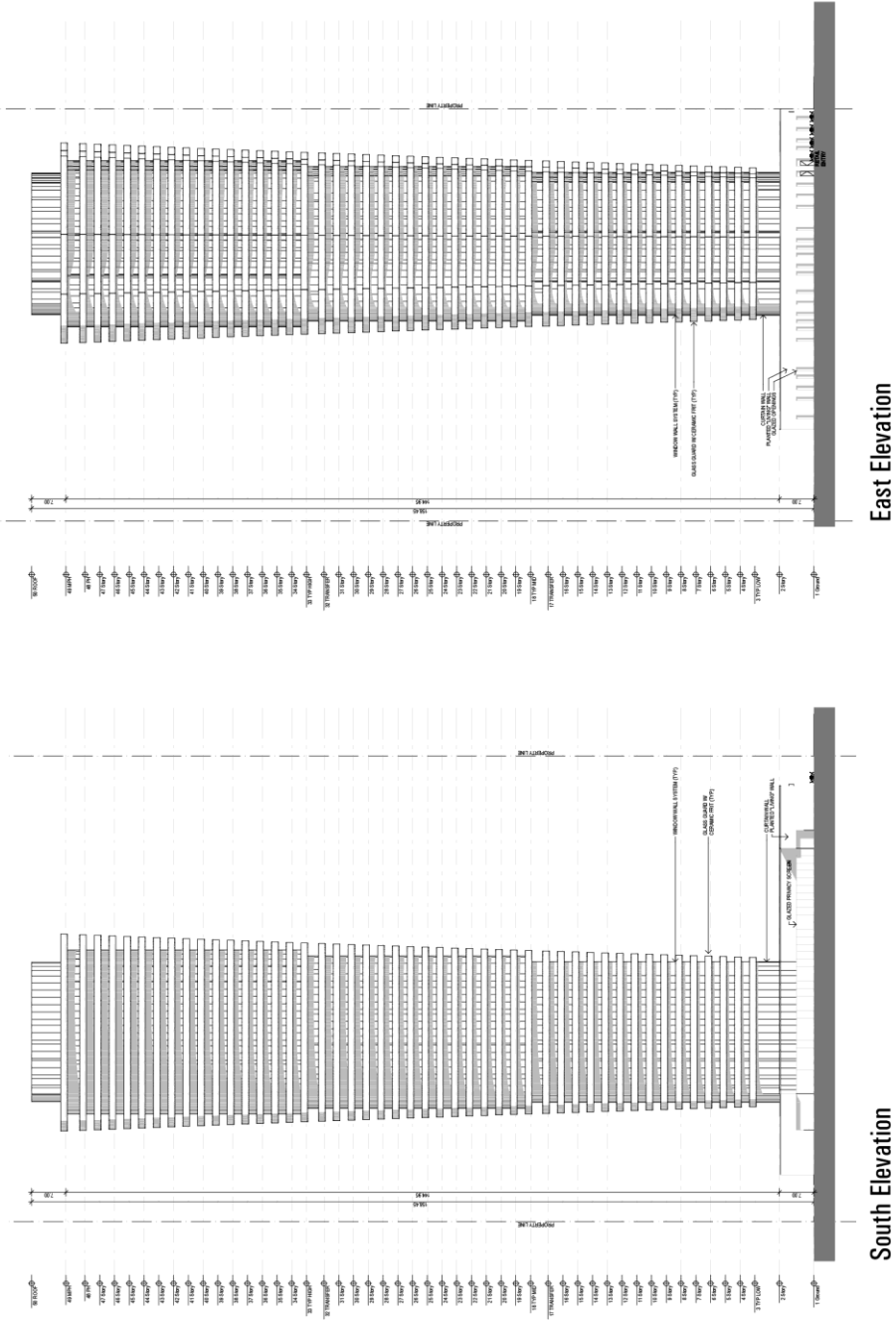
Attachment 2a: North Elevations



Elevations
 Applicant's Submitted Drawing
 Not to Scale
 01/15/14

251 Manitoba Street
 File # 13 253075 WET 06 02

Attachment 2b: South Elevations



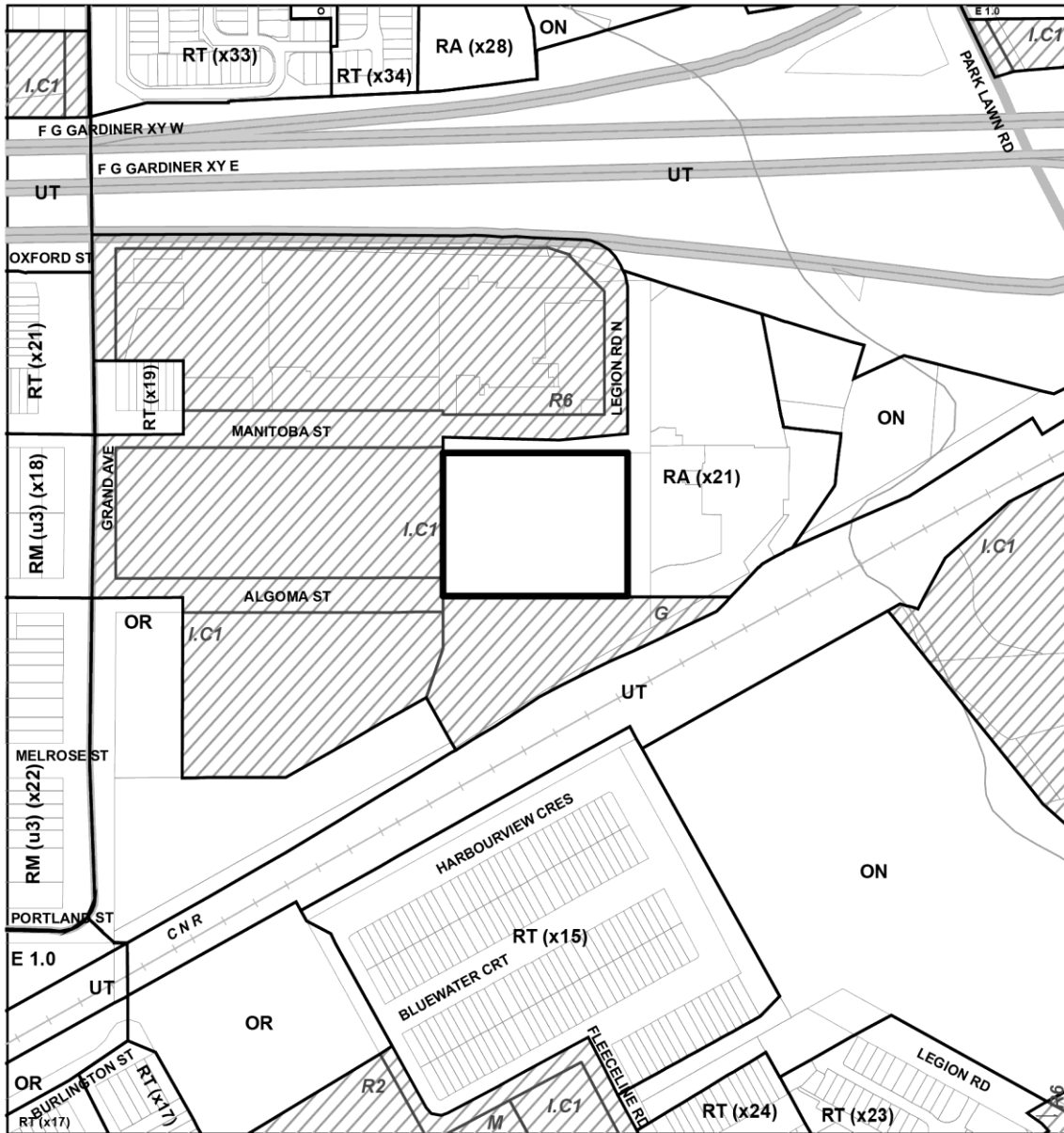
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Elevations
Applicant's Submitted Drawing

Not to Scale
01/15/14



Attachment 3: Zoning




TORONTO City Planning
Zoning By-law 569-2013

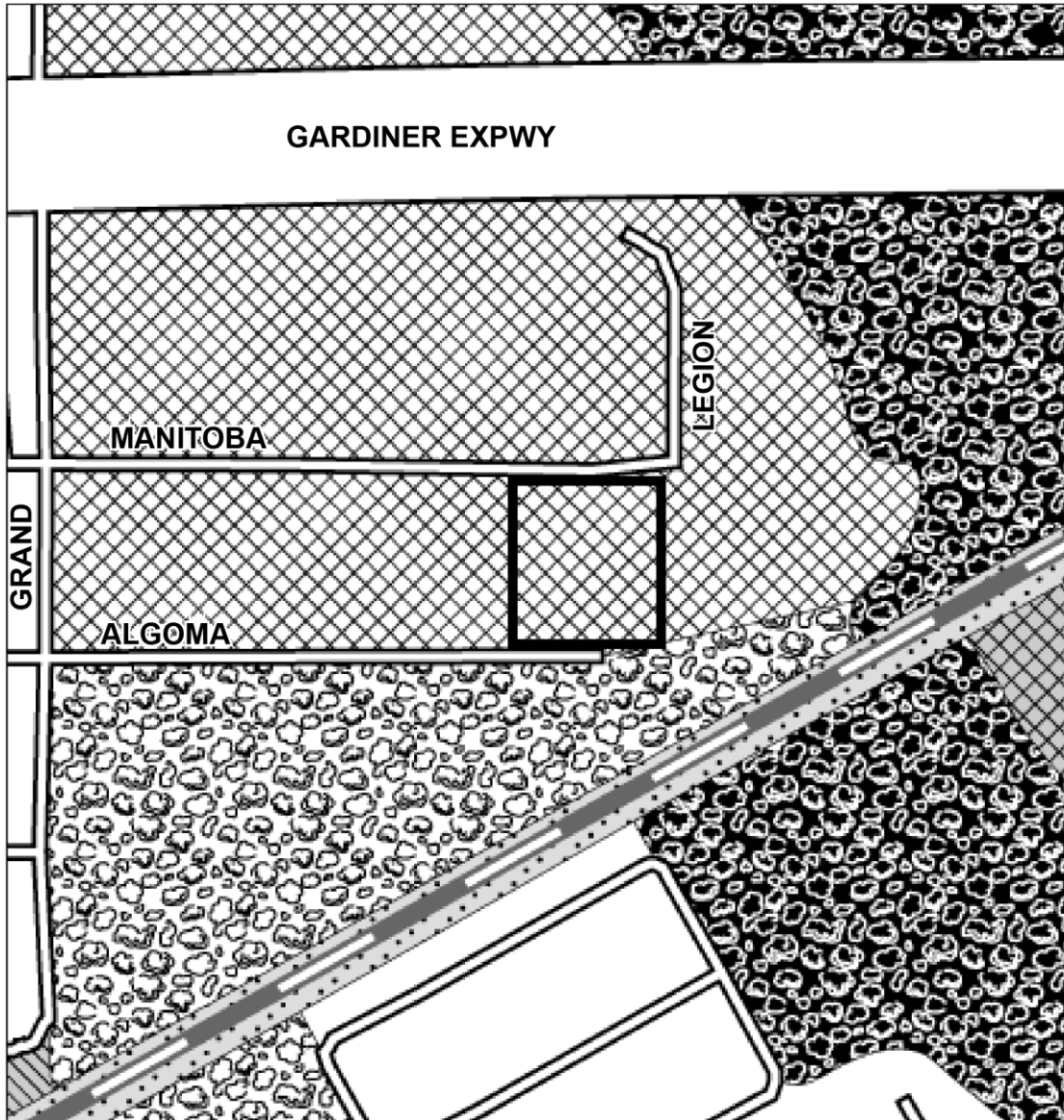
251 Manitoba Street

File # 13 253075 WET 06 0Z

 Location of Application	 See Former Zoning City of Etobicoke V131	
RT Residential Townhouse	ON Open Space Natural	I.C1 Industrial Class 1
RM Residential Multiple	OR Open Space Recreation	R6 Residential Sixth Density
RA Residential Apartment	UT Utility and Transportation	G Greenbelt
E Employment Industrial		


 Not to Scale
 Extracted 01/15/2014

Attachment 4: Official Plan



TORONTO City Planning
Official Plan

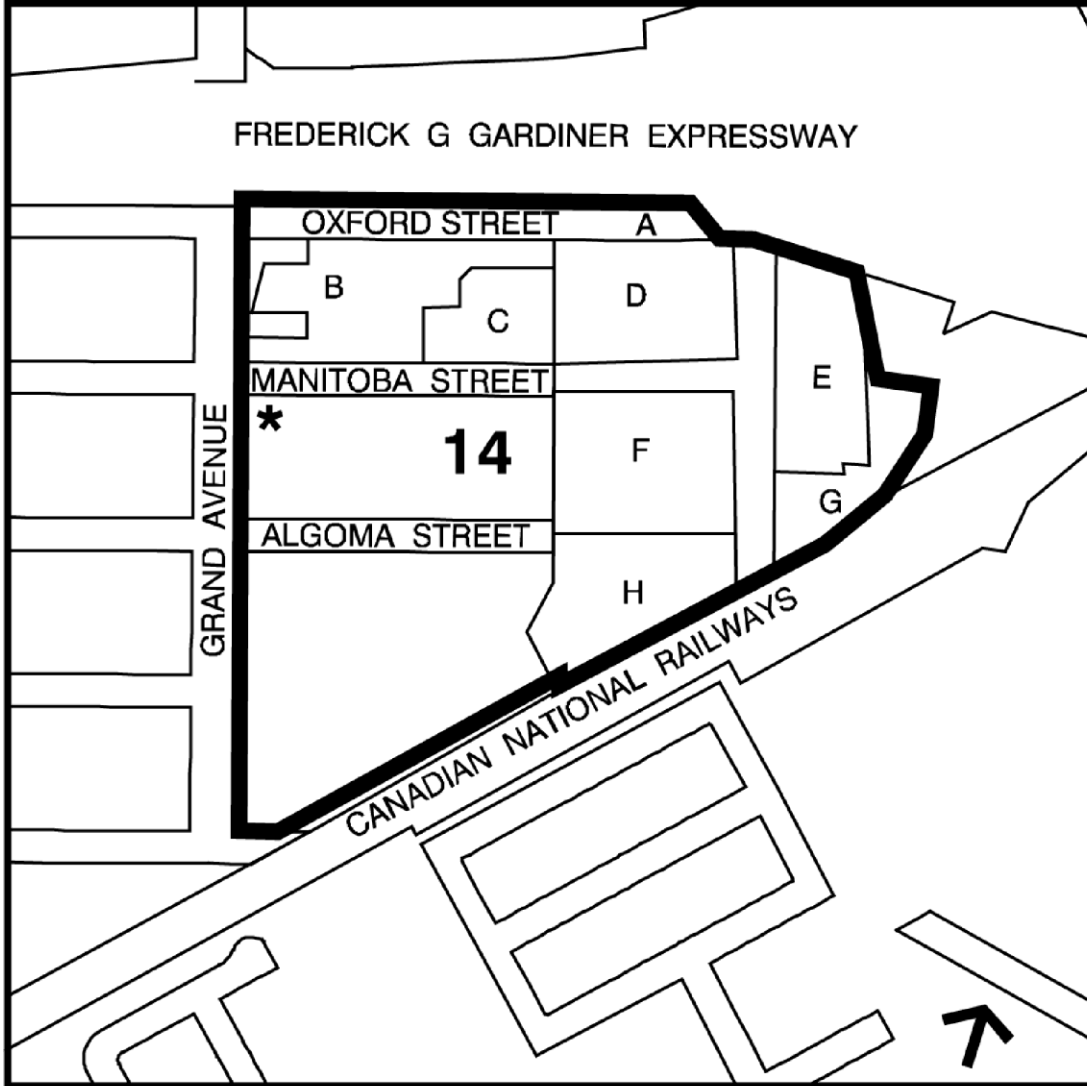
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Attachment 5: Site and Area Specific Policy 14



Site and Area Specific Policy 14

251 Manitoba Street

Not to Scale
01/20/14



File # 13 253075 WET 06 02

Attachment 6: Application Data Sheet

Application Type: Official Plan Amendment & Zoning By-law Amendment Application Number: 13 253075 WET 06 OZ
 Details: OPA & Rezoning, Standard Application Date: October 18, 2013
 Municipal Address: 251 MANITOBA STREET
 Location Description: PLAN M137 LOTS 186 TO 191 PT LOTS 175 TO 182 228 TO 237 PT MELROSE ST PT ALGOMA ST PT PINE ST PT MANITOBA ST RP 66R17447 PARTS 35 TO 37 39
 **GRID W0607

Project Description: Proposed amendments to the Official Plan and Zoning By-law to permit the development of a 48-storey mixed use building containing 548 residential units and 108 m² of retail space. A 640 space, 4-level underground parking garage is also proposed.

Applicant:	Agent:	Architect:	Owner:
HUNTER & ASSOCIATES LTD	CRAIG HUNTER	ARCHITECTS ALLIANCE	ETABBEY HOLDINGS INC

PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhood	Site Specific Provision:	SASP 14 & ZBL 174-2003
Zoning:	R6/RA (x21)	Historical Status:	
Height Limit:	18-storeys	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	7909	Height:	Storeys:	48
Frontage (m):	94		Metres:	151
Depth (m):	65 (min)			
Total Ground Floor Area (sq. m):	3011			Total
Total Residential GFA (sq. m):	38117		Parking Spaces:	640
Total Non-Residential GFA (sq. m):	108		Loading Docks	0
Total GFA (sq. m):	38225			
Lot Coverage Ratio (%):	38			
Floor Space Index:	4.8			

DWELLING UNITS

Tenure Type:	Condo
Rooms:	0
Bachelor:	0
1 Bedroom:	392
2 Bedroom:	156
3 + Bedroom:	0
Total Units:	548

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	38117		0
Retail GFA (sq. m):	108		0
Office GFA (sq. m):	0		0
Industrial GFA (sq. m):	0		0
Institutional/Other GFA (sq. m):	0		0

CONTACT: PLANNER NAME: Sabrina Salatino, Planner
TELEPHONE: 416-394-8025