

**Lower Yonge Precinct Plan – Update**

<b>Date:</b>	February 10, 2014
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward No. 28– Toronto Centre-Rosedale
<b>Reference Number:</b>	File No. 12-253083 STE 28 OZ

**SUMMARY**

This report provides Toronto and East York Community Council an update on the Lower Yonge Precinct Plan initiative, its policy framework and work to date. The Lower Yonge Precinct area is bounded by Lake Shore Boulevard East, Lower Jarvis Street, Queens Quay East and Yonge Street. A precinct plan is required for *Regeneration Areas* within the Central Waterfront Secondary Plan area to establish a planning context for comprehensive and orderly development.

**Financial Impact**

There are no financial implications.

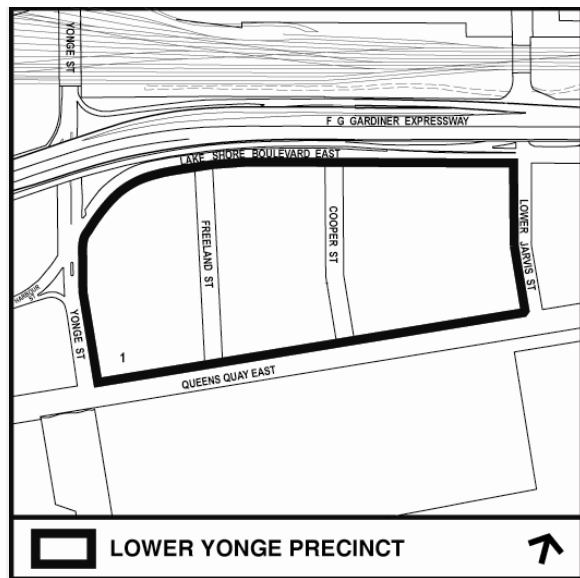
**RECOMMENDATIONS**

The City Planning Division recommends that:

1. Toronto and East York Community Council receive this report for information.

**DECISION HISTORY**

In 2008, Waterfront Toronto issued a Request for Proposals for a Lower Yonge Precinct Study. While consultants were retained and there was further coordination between the City and Waterfront Toronto in



2009, the project was subsequently deferred. Discussions to restart the project began in late 2011 and in 2012 there was work to redefine the scope of the study and identify funding sources.

A report to provide information and an update on the Lower Yonge Precinct Plan was received by Toronto and East York Community Council on November 6, 2012:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.TE20.46>

The Central Waterfront Secondary Plan (CWSP) was adopted by City Council on April 16, 2003. The purpose of this secondary plan is to identify key public priorities and opportunities and an implementation process for waterfront revitalization.

The Central Waterfront Plan is built on four core principles. These are:

- A. Removing Barriers/Making Connections;
- B. Building a Network of Spectacular Waterfront Parks and Public Spaces;
- C. Promoting a Clean and Green Environment; and
- D. Creating Dynamic and Diverse New Communities.

The CWSP is subject to various appeals and has been approved in part by the OMB, but the relevant policies for the development of precinct plans have not been challenged. The CWSP is in force for specific areas where precinct plans and implementing by-laws have been adopted. The CWSP can be found at this link:  
<https://www1.toronto.ca/staticfiles/City%20Of%20Toronto/Waterfront%20Secretariat/Shared%20Content/Files/CWSP07.pdf>

A precinct implementation strategy is the tool detailed in Section 2.1 of the CWSP to provide for comprehensive and orderly development and to implement the policies of the CWSP. Precinct plans and subsequent implementing zoning by-laws have been developed for the East Bayfront Precinct, West Don Lands Precinct, and the Keating Precinct of the Lower Don Lands.

In the fall of 2012, the City of Toronto completed a Municipal Class Environmental Assessment (EA) Study to develop a comprehensive Sanitary Servicing Master Plan to ensure that the necessary sanitary sewer infrastructure is in place to service future development growth along the downtown waterfront and Port Lands. This study included recommendations for the capacity upgrade of the Scott Street Sewage Pumping Station (located on Scott Street just south of Front Street East) through equipment replacements and future decommissioning of the existing Scott Street Sewage Pumping Station (subject to further engineering analysis). The pumping station provides service to the Lower Yonge precinct. The work of the Master Plan was based on the accommodation of 2031 population growth scenarios provided at the time. Such scenarios are exceeded by recent development proposals.  
<http://www1.toronto.ca/wps/portal/contentonly?vnextoid=8fd78da78b151410VgnVCM10000071d60f89RCRD>

A zoning amendment application was submitted in March 2013 to redevelop 1 and 7 Yonge Street. In the Preliminary Report, staff noted that development of the precinct plan policies are needed to inform the review of the application. The Preliminary Report on the rezoning was considered at the June 18, 2013 meeting of Toronto and East York Community Council:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.TE25.64>.

The applicant subsequently determined, in consultation with City Planning, that an Official Plan Amendment to the former City of Toronto Official Plan is required, as the policies of the current City of Toronto Official Plan and the Central Waterfront Secondary Plan are not in effect for this site. A Preliminary Report on the Official Plan Amendment is on the agenda of the February 25, 2014 Toronto and East York Community Council.

On December 23, 2013, the applicant filed an appeal to the Ontario Municipal Board of the zoning amendment application on the basis of Council's failure to make a decision within 120 days of its submission.

## **ISSUE BACKGROUND**

To achieve the comprehensive development envisioned in the CWSP, the approval of new zoning for lands within the Regeneration Areas will generally take place at a precinct level. The Council approved policies for this area provide that, prior to the preparation of zoning by-laws or development permit by-laws within the Regeneration Areas, Precinct Implementation Strategies will be prepared in accordance with the policies contained in Section 2.2 of the CWSP. As well, the rezoning of individual sites within Regeneration Areas will generally only be entertained once a context has been established for the evaluation of specific rezoning applications, through the Precinct Implementation Strategies. In addition, area-wide infrastructure requirements are required to have been determined, including a fair and equitable means for ensuring appropriate financial contributions for their provision, prior to the approval of rezoning applications.

In addition to the framework set out in the Council adopted policies of the CWSP and the current Toronto Official Plan, the policy framework of the former City of Toronto Official Plan is to be considered and reviewed. The still in-force former City of Toronto Official Plan supports the precinct planning approach and level of analysis.

Chapter 14 of the former City of Toronto Official Plan sets out a policy framework, goals and objectives for the waterfront. These include the primary goal for the waterfront as set out in Policy 14.2 being to promote increased and sustainable public enjoyment and use of the area by ensuring that future developments and action, by both the public and private sectors, will help to achieve certain objectives, including: improving public access to the waterfront, increasing the amount of public parkland across the entire waterfront and enhancing the quality of the waterfront as a place.

The general policies for the *Bayfront* area (Policy 14.21) provides that Council shall encourage residential, commercial, institutional and compatible industrial uses in suitable locations in order to increase the area's public character, promote active and varied use of the area by people throughout the year, assist in meeting Council's housing policies in Section 6 of the Plan.

A set of planning and urban design principles for the *Central Bayfront* and *East Bayfront* are set out in Policy 14.28; the Lower Yonge precinct is located in the *Central Bayfront* and *East Bayfront* areas of the former City of Toronto Official Plan. These policies set out the need for further planning and development for this area to address land use, open space, built form and infrastructure. Development is to be phased at an appropriate pace. To further this comprehensive planning framework, cooperative arrangements among landowners and public agencies and levels of government should be promoted to realize both public and private objectives, including the creation of an appropriate streets and blocks plan.

The planning and urban design principles include that new development in the *East Bayfront* will be with low to medium heights and the *Central Bayfront* will develop at moderate to high intensity and with medium heights. Development is to step down in height to the water and preserve of expansive views from the City to the water. Site specific policies for 1-7 Yonge Street site set out that building heights are to generally decrease in a west to east direction across the site, resulting in lower buildings along Freeland Street, which respect the built form scale of the *East Bayfront*. Policy 14.28(e) provides that new residential development should be permitted in a manner which promotes the housing goals and objectives in Section 6 of the Plan (which includes policies respecting affordable housing policies and housing suitable for families with children). Policy 14.28 (f) sets out the principle that new residential development should ensure the creation of viable neighbourhoods with an appropriate level of community services and facilities and (g) that redevelopment should be seen as providing opportunities for the introduction of parks and open spaces that serve a regional and a local constituency. Other policies address compatibility with existing industries and environmental issues, flood control and recognizing and preserving the area's industrial heritage.

## **COMMENTS**

As part of the precinct plan work, Waterfront Toronto and the City of Toronto are jointly undertaking two studies in the Lower Yonge Precinct: an Urban Design Guidelines study and a Transportation Master Plan Environmental Assessment (EA). The goal of this work, together with other information, is to establish the planning context and implementing policies required to guide the future development of the Lower Yonge Precinct. Options for the implementation of the Lower Yonge Precinct Plan will be considered through the process. Implementation tools will address the in-force policies and the current Toronto Official Plan and Central Waterfront Secondary Plan, amongst other planning policy documents.

To date, public consultation on the Urban Design Guidelines study and a Transportation Master Plan Environmental Assessment (EA) has included landowner and stakeholder meetings, as well as two public meetings held in May and October 2013. In 2013, there were also Technical Advisory Committee (TAC) meetings for the Lower Yonge Transportation Master Plan EA (together with Gardiner East EA). Notes, presentations and information from the two public meetings are posted on the Waterfront Toronto website:

[http://www.waterfronttoronto.ca/explore\\_projects2/central\\_waterfront/lower\\_yonge\\_precinct\\_planning](http://www.waterfronttoronto.ca/explore_projects2/central_waterfront/lower_yonge_precinct_planning).

At these meetings, City of Toronto and Waterfront Toronto presented urban design analysis and transportation options to help establish a framework for future streets, blocks and open spaces. The public meetings were well attended and highlights of feedback to date include:

- Considering the broader Waterfront context when designing the Lower Yonge Precinct Plan. Several meeting participants emphasized the importance of the Lower Yonge Precinct Plan being complementary to the planning and the development of East Bayfront and the ongoing work in the highly intensified Queens Quay area;
- Ensure adequate social infrastructure to support the projected population increase in the area;
- Many participants were supportive of the draft design guidelines, particularly how they addressed issues around building height raised at the first meeting; and
- Participants liked the amount of open and green space proposed. It was suggested that some of the green space should not be bounded by roads if possible.

Further consultation with landowners, stakeholders, the TAC and the public are being planned for spring 2014.

In order to integrate the analysis and concepts emerging from the Urban Design Guidelines and Transportation Master Plan, the project team is continuing to research and analyze information on community services and facilities, servicing infrastructure, heritage, affordable housing and phasing. When the Urban Design Guidelines study and Transportation Master Plan (TMP) EA documents are finalized, together with the rest of

the precinct work, there will be further public consultation. Staff will then report to TEYCC on TMP and Precinct Plan policy recommendations in the second quarter 2014.

## **CONTACT**

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## **SIGNATURE**

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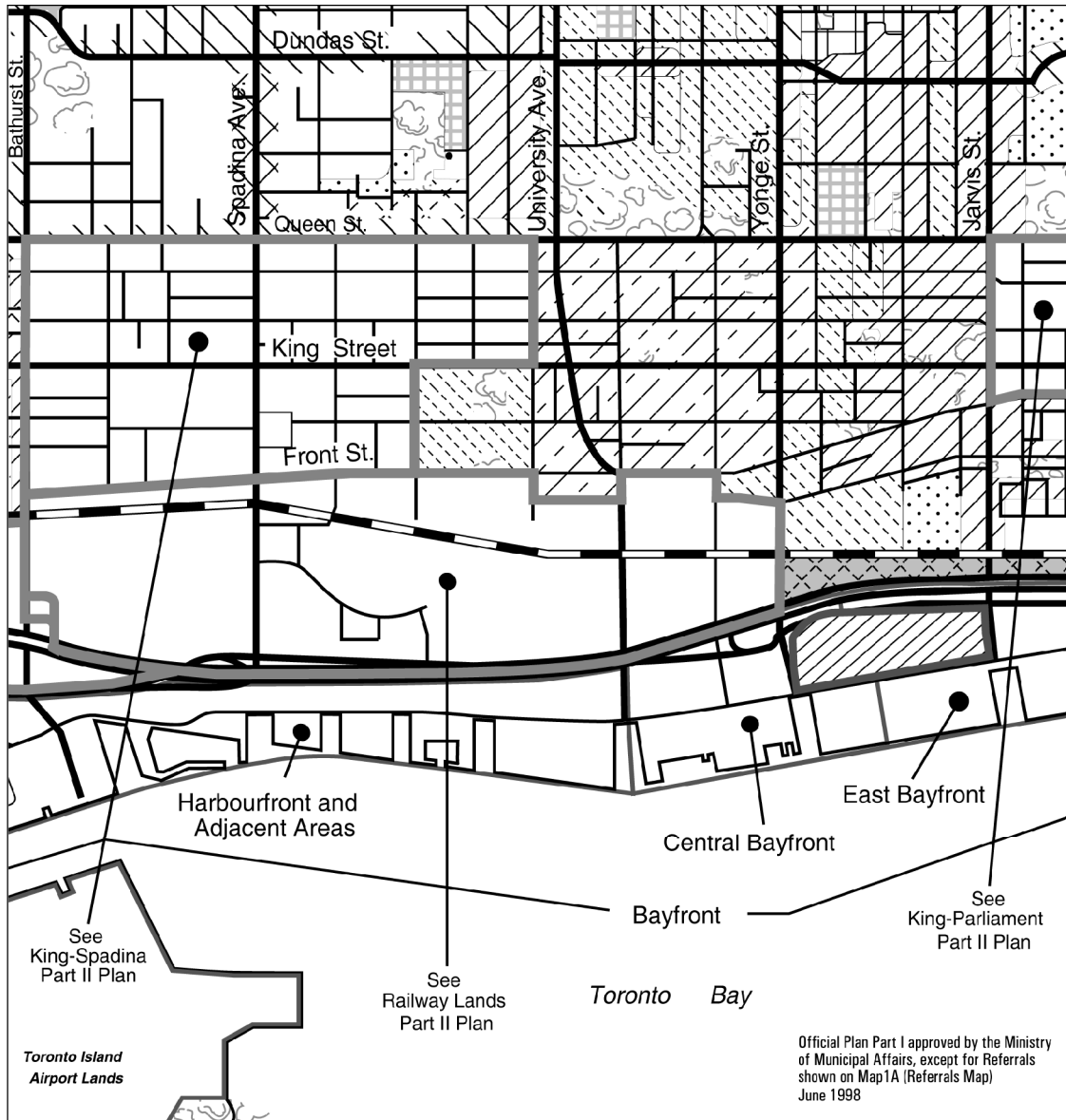
Gregg Lintern, MCIP, RPP  
Director, Community Planning  
Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Lower Yonge Precinct – Former City of Toronto Official Plan

# Attachment 1: Former City of Toronto Official Plan



Official Plan Part I approved by the Ministry of Municipal Affairs, except for Referrals shown on Map 1A (Referrals Map) June 1998



## Lower Yonge Precinct

### Former City of Toronto Official Plan Generalized Land Use Map 1

File # 12 253083 0Z

<p> Site Location</p> <p><b>Residential Areas</b> (see Section 12)</p> <p> Low Density Residence Areas</p> <p> Medium Density Residence Areas</p>	<p><b>Mixed Commercial-Residential Areas</b> (see Section 13)</p> <p> Medium Density Mixed Commercial-Residential Areas</p> <p> High Density Mixed Commercial-Residential Areas 'A'</p> <p> High Density Mixed Commercial-Residential Areas 'B'</p> <p> Financial District</p>	<p><b>Institutional Areas</b> (see Section 11)</p> <p> Restricted Industrial Areas</p> <p><b>Industrial Areas</b> (see Section 9)</p> <p> Restricted Industrial Areas</p> <p><b>Open Space</b> (see Sections 2 and 4)</p> <p> Open Space</p>	<p> Policies contained in text</p>
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Not to Scale  
02/07/2014