



## STAFF REPORT ACTION REQUIRED

### 2313 and 2323 Lake Shore Boulevard West - Zoning By-law Amendment Application - Preliminary Report

<b>Date:</b>	January 30, 2015
<b>To:</b>	Etobicoke York Community Council
<b>From:</b>	Director, Community Planning, Etobicoke York District
<b>Wards:</b>	Ward 6 – Etobicoke-Lakeshore
<b>Reference Number:</b>	14 255236 WET 06 OZ

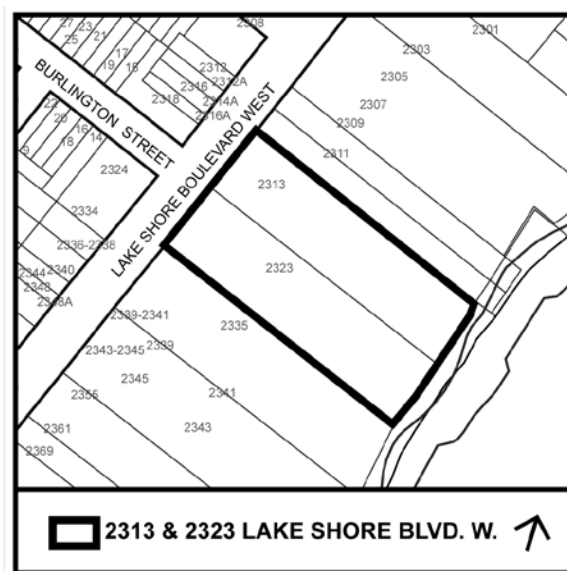
#### SUMMARY

This application proposes a 25-storey residential condominium building, containing 241 apartment units, which would be located at the rear portion of the lands known municipally as 2313 and 2323 Lake Shore Boulevard West. The site is currently occupied by two 10-storey rental apartment buildings containing 266 units, which would remain. Combined, the three buildings would contain 50,260 m<sup>2</sup> of gross floor area, representing a floor space index of 4.32 times the area of the lot and provide 536 parking spaces.

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 intended that a community consultation meeting be scheduled by staff in consultation with the Ward Councillor in the second quarter of 2015.

A Final Report and public meeting under the *Planning Act* to consider these applications are targeted for the fourth quarter of 2015 provided all required



information is submitted by the applicant in a timely matter.

## RECOMMENDATIONS

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### The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 2313 and 2323 Lake Shore Boulevard West 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 Mimico 20/20 Revitalization Project was initiated by the Ward Councillor in 2005 with the Mimico Planning Action Council to examine the future of the local waterfront area, the physical condition of rental housing and the composition of the Mimico-by-the-Lake business district. The culmination of this initiative resulted in the preparation of the Mimico-by-the-Lake Secondary Plan.

At its meeting of July 16, 2013, City Council adopted the Mimico-by-the-Lake Secondary Plan ("Plan") and the resultant Official Plan Amendment No. 197. The Plan provides the policy framework for revitalization and change within this community over the next twenty years. Taking advantage of its unique lakeside setting, the Plan envisions an inclusive, mixed use community that is well integrated with the surrounding neighbourhood. The Plan provides for choice in terms of mobility, work, shopping and recreational opportunities as well as housing in terms of built form, tenure and affordability. A new public street structure is proposed to create new development blocks and to increase physical and visual access to Lake Ontario. City Council's decision can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EY25.15>

The Plan has been appealed to the Ontario Municipal Board ("OMB"). The appeals are comprised of two general appeals and two site specific appeals, one of which is in respect of the subject properties. A number of pre-hearing conferences have been held by the OMB to date. Currently, the City and the other party's to the hearing are participating in mediation. The first phase of the OMB hearing will deal with the two general appeals of the Plan and is scheduled for 5 days commencing March 9, 2015. The second phase of

the hearing will primarily deal with the two site specific appeals and is scheduled to commence November 16, 2015.

At its meeting of August 20, 2014, Executive Committee adopted a report entitled Mimico-by-the-Lake Secondary Plan: City Actions to Support Revitalization that included a number of recommendations:

1. The City Divisions responsible for Parks, Forestry and Recreation, Affordable Housing, Transportation, Transit, Water, Culture, Health, and Social Development give consideration to identifying and including coordinated capital investments, within the 10 year Capital Plan, in the Mimico-by-the-Lake Secondary Plan area that will act as a catalyst to attract private investment into the Secondary Plan area.
2. Staff from the Affordable Housing Office to conduct a pilot project in the context of the City's affordable housing funding incentives and to further the pilot initiative, City staff host a charrette with local housing stakeholders in 2015 to explore rental replacement housing development opportunities and new affordable housing within the Secondary Plan area.
3. City Planning staff, in conjunction with the Ward Councillor, as redevelopment occurs in the Mimico-by-the-Lake Secondary Plan area, secure the provision of community benefits in accordance with the community benefit priorities outlined in the Secondary Plan including: securing long term rental housing and affordable rental housing; tenant relocation provisions; expansions to public parks; new or expanded community services including library, day care facilities and community service space; and public art.
4. The Deputy City Manager and Chief Financial Officer to report back in 2015 on the feasibility of deferring development charges for any new purpose built rental units, as part of the development charges review currently underway.

Executive Committee's decision can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX44.14>

## **Pre-Application Consultation**

A pre-application consultation meeting was held on May 1, 2012 with the applicant to discuss complete application submission requirements.

## **ISSUE BACKGROUND**

### **Proposal**

This application proposes a 25-storey residential condominium building, containing 241 apartment units, which would be located at the rear portion of the lands known municipally as 2313 and 2323 Lake Shore Boulevard West. The site is currently

occupied by two 10-storey rental apartment buildings containing 266 units, which would remain.

The proposed development would have a gross floor area of 23,061 m<sup>2</sup>. Including the existing rental buildings, the total gross floor area would be 50,260 m<sup>2</sup>, resulting in a floor space index of 4.32 times the area of the lot.

A total of 390 vehicle parking spaces and 223 bicycle parking spaces are proposed for the new building. 102 of the existing tenant surface parking spaces to be displaced by the development would be provided in the new building. The new building would contain 3 levels of underground parking and 4 levels of above ground parking.

### **Site and Surrounding Area**

Lake Shore Boulevard West is generally oriented north south at this location, as such the subject site is located on the east side of Lake Shore Boulevard West.

The site is approximately 1.25 ha in size, has approximately 81 m of frontage along Lake Shore Boulevard West. The lot depth varies from 152 m to 159 m.

The abutting land uses are as follows:

North: 3-storey walk-up apartment building.

West: low-scale mixed uses, on the opposite side of Lake Shore Boulevard West.

East: Mimico Waterfront Park and Trail along the shoreline of Lake Ontario.

South: 8-storey apartment building.

### **Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong, healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. 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 lands are designated *Apartment Neighbourhoods* and *Parks* on Map 15 – Land Use Plan in the Official Plan. *Apartment Neighbourhoods* are comprised 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.

Section 4.2 of the Official Plan notes "built up *Apartment Neighbourhoods* are stable areas of the City where significant growth is generally not anticipated." All land uses provided for by the *Neighbourhoods* designation are also allowed in *Apartment Neighbourhoods*.

The Official Plan contains criteria to evaluate development proposals in *Apartment Neighbourhoods*. Policy 4.2.2 requires that "Development in *Apartment Neighbourhoods* will contribute to the quality of life by:

- a) locating and massing new buildings to provide a transition between areas of different development intensity and scale ... 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."

Lands designated as *Parks* are identified as parks and open spaces, among other elements, that comprise a green open space network. Development is generally prohibited within parks except for recreational and cultural facilities. Policy 4.3.7 states "*Parks* and *Open Space Areas* that are privately owned are not necessarily open to the general public nor intended to be purchased by the City. If an application is made to develop such lands and the City or a public agency does not wish to purchase them to extend the public open space system, the application will be considered on the basis of its consistency with the policies of the Plan."

Chapter 3 contains a number of policies related to building a successful city that improves quality of life. Policy 3.1.1.14, The Public Realm, states "new streets will be designed to divide larger sites into smaller development blocks" and "provide access and addresses for new development". Additionally, Policy 3.1.1.15 encourages "new streets should be public streets" while Policy 3.1.1.16.b) "promotes street oriented development with buildings fronting onto street ... edges."

The Built Form policies contained in Section 3.1.2 of the Official Plan provide direction on matters related to site design, the layout of buildings and on the location and organization of vehicle parking, vehicle access, service areas and utilities to minimize their impact on the property and on surrounding properties. Specifically, 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 development will provide appropriate massing and transition in scale that will respect the character of the surrounding area.

The Official Plan also contains a number of policies related to Healthy Neighbourhoods (Policy 2.3.1), Housing (Section 3.2.1), Community Services and Facilities (Section 3.2.2) and Toronto Economic Health (Section 3.5) that will be considered in the review of this application. The policies in these sections require development to respect the character of the area, encourage the provision of a full range of housing in terms of form, tenure and affordability and provide direction for a strong and diverse retail sector by promoting a broad range of shopping opportunities for local residents and employees in a variety of settings.

### **Mimico-by-the-Lake Secondary Plan**

As noted earlier in this report, the Mimico 20/20 Revitalization Project was initiated in 2005 to examine the future of the local waterfront area, the physical condition of rental housing and the composition of the Mimico-by-the-Lake business district. The current form of Mimico emerged during the 1950s and 1960s with apartment development on lots between Lake Shore Boulevard West and the lake. Little re-investment has occurred in this area since that time. There are a number of planning related issues in the area, including:

- Privatization of the waterfront;
- A mainly one-sided commercial main street;
- Fragmented land parcelization and land parcelization that resulted in long, narrow lots;
- Buildings without appropriate street address;
- Buildings with poor relationships to streets, the lake and to each other;
- Aging rental stock;
- Neglected public realm; and
- Blocked physical and visual connections to Lake Ontario.

The culmination of the initiative from 2005 resulted in the preparation of the Mimico-by-the-Lake Secondary Plan, which was adopted by City Council at its meeting of July 16, 2013, resulting in Official Plan Amendment No. 197.

In keeping with the community established Vision and Priorities, the goal of the Secondary Plan is to ensure that reinvestment and city building initiatives over a 20 year time horizon achieve a built form and public realm that is desirable, rejuvenates the existing community and enhances the quality of life for area residents.

More specifically, the Plan aims to achieve a physical structure that includes a new connected local public street network, including a lakeside street segment at this location; expansion of parks and open spaces with a priority on lakeside locations; and achieves a consistent built form and height pattern that is not based on a building located behind a building with long and narrow driveways instead of full public roads.

## **Zoning**

The developed portion of the subject property is zoned R4 and the rear portion of the property is zoned O (Temporary Open Space) under the Etobicoke Zoning Code. The R4 zone permits a range of residential building types, including apartment buildings. The R4 Zone also provides for the following:

- minimum lot frontage of 22.5 m
- minimum side yard of .6 times the lesser of the height or depth of the building, whichever is greater
- minimum landscaped open space of 35% of the lot area
- a maximum floor space index of 1.5 times the area of the lot

The O Zone provides that no person shall use any land (including land underwater), erect or use any building or structure or deposit on any land any stone, gravel, earth, cinders ashes or other material or rubbish except for a community park or public service.

The property is zoned Residential Apartment RA (f22.5; d1.5) and Open Space (O) under City-wide Zoning By-law No. 569-2013 which is currently under appeal. The owner has appealed By-law 569-2013 as it relates to this property.

## **Site Plan Control**

The site and proposed development are subject to Site Plan Control Approval. An application in this regard has not 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 Tall Building Design Guidelines can be found at the following link:

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

## **Mimico 20/20 Urban Design Guidelines**

The Mimico 20/20 Urban Design Guidelines were prepared in the context of OPA 197 and were also adopted by City Council at its meeting of July 16, 2013. These Guidelines were developed for use by staff in the evaluation of all new development applications and contain detailed parameters to ensure that high quality open spaces, public realm and architectural attributes are achieved across the Secondary Plan area in a contextually sensitive and appropriate manner.

The Guidelines identify development standards for the main building typologies envisioned under the Secondary Plan: tall buildings up to 25 storeys in height; mid-rise buildings up to 8 storeys in height; and lakeside buildings up to 15 storeys. The Guidelines include standards for setbacks, podium requirements, step backs, accessibility, driveway location, separation distances between towers and number of towers on a block.

The Mimico 20/20 Urban Design Guidelines can be found at the following links:

[http://www1.toronto.ca/city\\_of\\_toronto/city\\_planning/community\\_planning/files/pdf/mimico2020udgls\\_feb\\_2013\\_part1\\_of\\_4.pdf](http://www1.toronto.ca/city_of_toronto/city_planning/community_planning/files/pdf/mimico2020udgls_feb_2013_part1_of_4.pdf)

[http://www1.toronto.ca/city\\_of\\_toronto/city\\_planning/community\\_planning/files/pdf/mimico2020udgls\\_feb\\_2013\\_part2\\_of\\_4.pdf](http://www1.toronto.ca/city_of_toronto/city_planning/community_planning/files/pdf/mimico2020udgls_feb_2013_part2_of_4.pdf)

[http://www1.toronto.ca/city\\_of\\_toronto/city\\_planning/community\\_planning/files/pdf/mimico2020udgls\\_feb\\_2013\\_part3\\_of\\_4.pdf](http://www1.toronto.ca/city_of_toronto/city_planning/community_planning/files/pdf/mimico2020udgls_feb_2013_part3_of_4.pdf)

[http://www1.toronto.ca/city\\_of\\_toronto/city\\_planning/community\\_planning/files/pdf/mimico2020udgls\\_feb\\_2013\\_part4\\_of\\_4.pdf](http://www1.toronto.ca/city_of_toronto/city_planning/community_planning/files/pdf/mimico2020udgls_feb_2013_part4_of_4.pdf)

## **Tree Preservation**

City of Toronto By-laws provide for the protection of trees situated on both private and City property. An Arborist Report was submitted with the application and is currently under review by City staff. The owner will be required to address any outstanding tree protection and injury mitigation issues identified through the review of the application.

## **Reasons for the Application**

Amendments to the former City of Etobicoke Zoning Code and City of Toronto Zoning By-law 569-2013 are required to implement the proposed development. The Zoning By-law amendments are required to establish appropriate performance standards on matters



including but not limited to building height, density, frontage and setbacks. Other areas of non-compliance may be identified through the review of the application.

## **COMMENTS**

### **Application Submission**

The following reports/studies were submitted with the application:

- Site Servicing Assessment Report, prepared by GHD, dated November 3, 2014;
- Arborist Report, prepared by Aboud & Associates Inc., dated October 15, 2014;
- Natural Heritage Impact Study, prepared by Aboud & Associates Inc., dated November 14, 2014;
- Traffic Impact Study prepared by LEA Consulting Ltd., dated October 2014;
- Qualitative Pedestrian Wind Assessment prepared by Gradient Wind Engineers Inc., dated November 13, 2014;
- Shadow Impact Assessment prepared by Gradient Wind Engineers Inc., dated November 11, 2014;
- Stage 1-2 Archaeological Assessment prepared by Archaeological Services Inc., dated November 15, 2012;
- Soils Investigation Report prepared by Soil Engineers Ltd., dated October 2014;
- Shadow Study prepared by E.I. Richmond Architects, dated February, 2012;
- Planning Justification Report, prepared by PMG Planning Consultants, dated November 18, 2014; and
- Housing Issues Report, prepared by PMG Planning Consultants, dated November 18, 2014.

A Notification of Incomplete Application issued on December 19, 2014 identifies the outstanding material required for a complete application submission as follows:

- Community Services and Facilities Study
- A completed Housing Issues Report

Additionally, under OPA 197, the outstanding material required for a complete application submission is as follows:

- Precinct Plan
- Draft Plan of Subdivision

On January 16, 2015 the applicant served a motion on the City for a determination by the Ontario Municipal Board, under Section 34 (10.5) of the *Planning Act*, that the identified information and material required by the City has been provided or is otherwise not a reasonable requirement.

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.

## Issues to be Resolved

Based on a preliminary review of the proposal, the following issues/concerns have been identified:

- conformity with the Provincial Policy Statement (PPS), 2014 and the Growth Plan for the Greater Golden Horseshoe;
- conformity with the Official Plan, including policies related to: Chapter 4- *Apartment Neighbourhoods* and *Parks and Open Space Areas*, and Chapter 3- Public Realm, Built Form and Natural Environment;
- conformity with the City Council adopted Mimico-by-the-Lake Secondary Plan, which is currently under appeal, including policies related to parkland, public realm, natural environment/shoreline hazard limit, planned roads, built form and the location of a building behind a building;
- adequacy of existing community services and facilities that may be required to serve the development;
- compliance with the City-wide Tall Building Design Guidelines;
- compliance with the Mimico 20/20 Urban Design Guidelines;
- compatibility with the existing physical character, built form and pattern of development prevalent in the adjacent established residential neighbourhood;
- scale, mass and intensity of the development as it relates to the size of the development parcel including building setbacks and site layout;
- ensuring sufficient servicing infrastructure is available to support the proposed development;
- review of the Traffic Impact Study to determine any impacts, including appropriate parking standards;
- tree preservation on the subject property; and
- applicability of Section 37 of the *Planning Act*.

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

## CONTACT

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## SIGNATURE

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

## **ATTACHMENTS**

Attachment 1: Site Plan

Attachment 2: South-East Elevation

Attachment 3: Official Plan

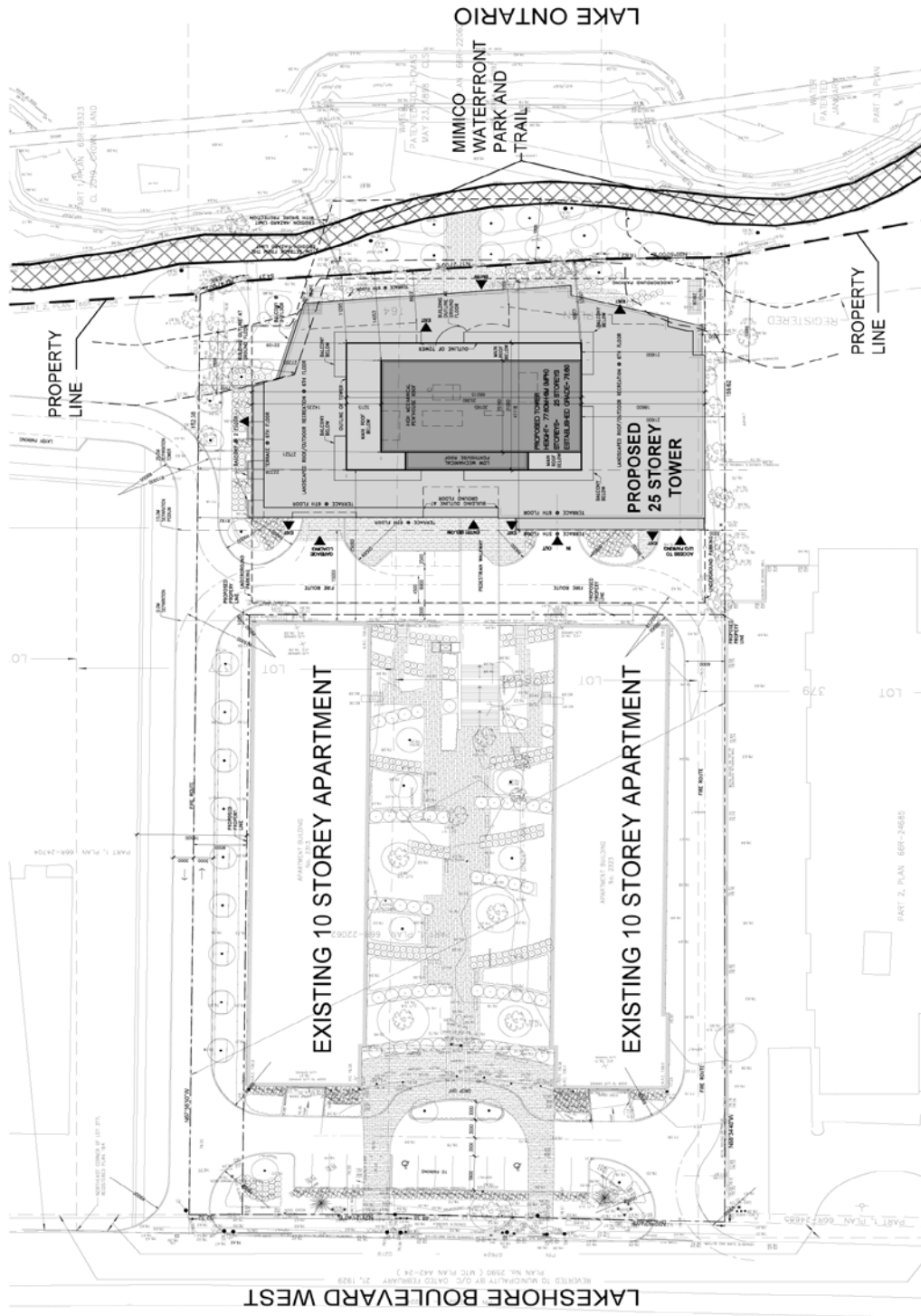
Attachment 4: Mimico-by-the-Lake Secondary Plan (OPA 197) Land Use Plan

Attachment 5: City of Etobicoke Zoning Code

Attachment 6: City-Wide Zoning By-law No. 569-2013

Attachment 7: Application Data Sheet

# Attachment 1: Site Plan



**Site Plan**

Applicant's Submitted Drawing

Not to Scale  
01/21/15

**2313 - 2323 Lake Shore Boulevard West**

File # 14 255236 WET 06 02

## Attachment 2: South-East Elevation



South East Elevation

### Elevations

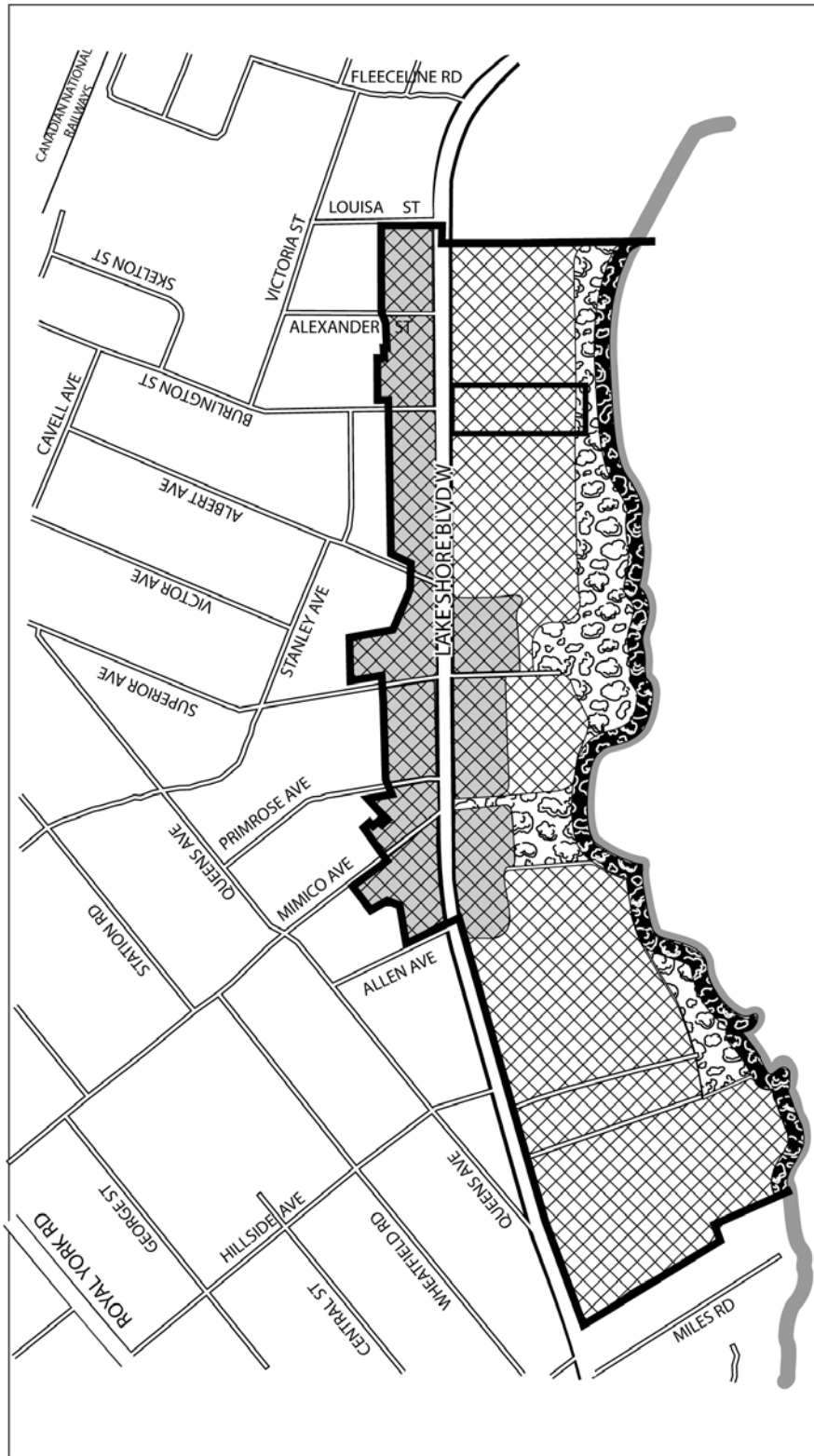
Applicant's Submitted Drawing

Not to Scale  
01/21/15

2313 - 2323 Lake Shore Boulevard West

File # 14 255236 WET 06 02

## Attachment 3: Official Plan



**Toronto** City Planning  
Existing Official Plan

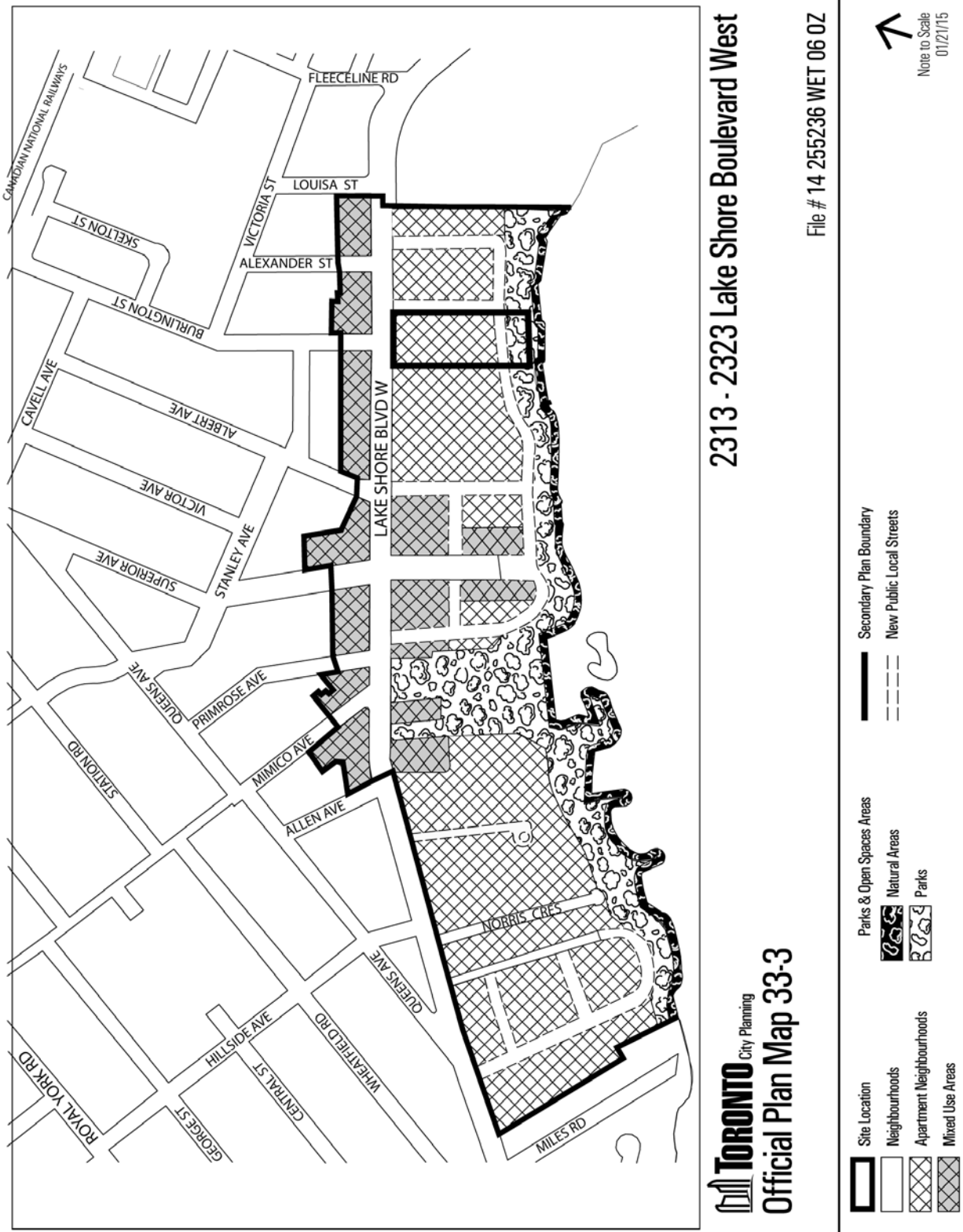
**2313 - 2323 Lake Shore Boulevard West**  
Existing Official Plan Land Use Designations

File # 14 255236 WET 06 02

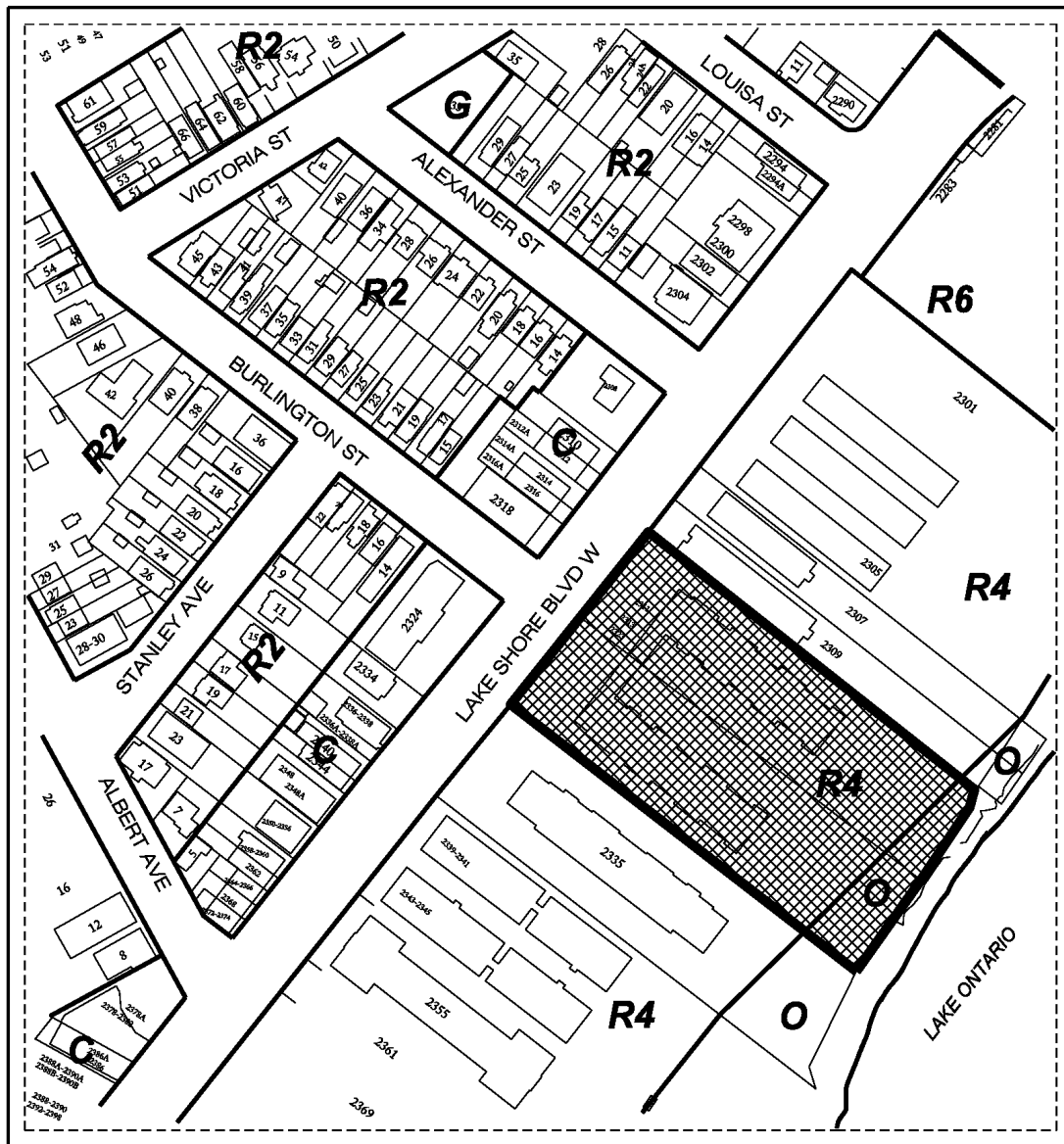


North Arrow  
Note to Scale  
MM/DD/YY

## Attachment 4: Mimico-by-the-Lake Secondary Plan (OPA 197) Land Use Plan



## Attachment 5: City of Etobicoke Zoning Code



**Toronto** City Planning  
Zoning

**2313 and 2323 Lake Shore Boulevard West**

File # 14 255236 WET 06 0Z

Former Mimico By-law 1930

R2 Residential 1, 2, & 3 Family

R4 Residential Multiple

C Commercial

G Greenbelt

O Temporary Open Space

Former Etobicoke By-law 11,737

R6 Residential Sixth Density



Not to Scale  
Zoning By-law 11,737 as amended  
Extracted 01/20/2015



## Attachment 6: City-Wide Zoning By-law No. 569-2013



**TORONTO** City Planning

Zoning By-law 569-2013

2313 & 2323 Lake Shore Boulevard West

File # 14 255236 WET 06 0Z



Location of Application

RT  
RM  
RA  
CR

Residential Townhouse  
Residential Multiple  
Residential Apartment  
Commercial Residential



Open Space



See Former Zoning Code of the City of Etobicoke V131



Not to Scale  
Extracted 01/23/2015

## Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	14 255236 WET 06 OZ
Details	Rezoning, Standard	Application Date:	November 21, 2014

Municipal Address:	2313 and 2323 LAKE SHORE BOULEVARD WEST
Location Description:	PLAN 164 PT LOTS 377 AND 378 PT WATER LOT PTJJ CL 48907 RP 66R22062 PT PART 1
Project Description:	Proposed amendments to the City's Zoning By-laws to permit the development of a 25-storey, 241 unit residential apartment building. Two existing 10-storey rental residential apartment buildings, containing 266 units would remain.

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
PMG PLANNING CONSULTANTS			SHORELINE TOWERS INC

### PLANNING CONTROLS

Official Plan Designation:	Apartment Neighbourhoods	Site Specific Provision:	n/a
Zoning:	R4 and O / RA	Historical Status:	n/a
Height Limit (m):	n/a	Site Plan Control Area:	Yes

### PROJECT INFORMATION

Site Area (sq. m):	12523	Height:	Storeys:	25
Frontage (m):	80.7		Metres:	77.95
Depth (m):	158			
Total Ground Floor Area (sq. m):	5324			<b>Total</b>
Total Residential GFA (sq. m):	46918		Parking Spaces:	536
Total Non-Residential GFA (sq. m):	3342		Loading Docks	0
Total GFA (sq. m):	50260			
Lot Coverage Ratio (%):	23.2			
Floor Space Index:	4.32			

### DWELLING UNITS

### FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type: Existing Rental Proposed Condo			Above Grade	Below Grade
	Ex./Proposed	Residential GFA (sq. m):	46918	0
Bachelor:	9 / 0	Retail GFA (sq. m):	0	0
1 Bedroom:	92 / 141	Office GFA (sq. m):	0	0
2 Bedroom:	120 / 100	Industrial GFA (sq. m):	0	0
3 + Bedroom:	36 / 0	Institutional/Other GFA (sq. m):	3342	0
Total Units:	507			

**CONTACT:**      **PLANNER NAME:**      **Matthew Premru, (416) -394-6004**