



## STAFF REPORT ACTION REQUIRED

### Feasibility of Re-purposing the Sales Centre at 2183 Lake Shore Boulevard West

<b>Date:</b>	May 27, 2016
<b>To:</b>	Etobicoke York Community Council
<b>From:</b>	General Manager, Parks, Forestry and Recreation Division
<b>Wards:</b>	Ward 6, Etobicoke-Lakeshore
<b>Reference Number:</b>	P:\2016\Cluster A\PFR\EY15-061416-AFS#22950

#### SUMMARY

---

The purpose of this report is to review and report on the feasibility of re-purposing the sales centre on the western parcel of 2183 Lake Shore Boulevard West, as a city-owned facility.

This report presents a high level overview of the anticipated development process; general scope of work required for re-purposing; order of magnitude cost estimates; and related impacts on the site.

There is limited value for money in the repurposing of the sales centre as a community building relative to what the amenity would offer as a re-purposed structure.

Toronto and Region Conservation Authority as the land owner, City Planning, Toronto Building, and Transportation Services as Authorities having jurisdiction, and Parks, Forestry and Recreation as the potential facility owner/operator, have all provided a review and analysis in their respective areas for the development and re-purposing of the sales centre and site.

## RECOMMENDATIONS

---

**The General Manager of Parks, Forestry and Recreation Division recommends that:**

1. Etobicoke York Community Council receive this report for information.

### **Financial Impact**

There is no financial impact resulting from the adoption of the recommendation in this report.

### **DECISION HISTORY**

At its meeting on February 23, 2016, Etobicoke York Community Council requested the General Manager, Parks, Forestry and Recreation to report back on the feasibility of re-purposing the sales centre on the western parcel of land located at 2183 Lake Shore Boulevard West as a permanent community recreation facility.

Link to Decision Document – Item EY12.33:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EY12.33>

At its meeting on February 20, 2013, City Council adopted an exemption for the requirement of site plan approval for a temporary sales centre to be located in Humber Bay Park East adjacent to 2183 Lake Shore Boulevard West owned by Empire Communities.

Link to Decision Document – Item EY21.50:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EY21.50>

At its meeting on May 17, 2011, City Council adopted a motion to enter into a Lease Agreement with Empire Communities for a term of three (3) years. At a subsequent hearing on December 8, 2011, Committee of Adjustment, Etobicoke York Panel, approved a temporary sales office (under Application Number A645/11EYK) to be constructed on the adjacent south lands from 2183 Lake Shore Boulevard West. This temporary sales office would be used for the purpose of marketing and sales related to a proposed apartment building to be constructed at 2183 Lake Shore Boulevard West. The approval is valid for a period of 5 years, expiring on December 8, 2016.

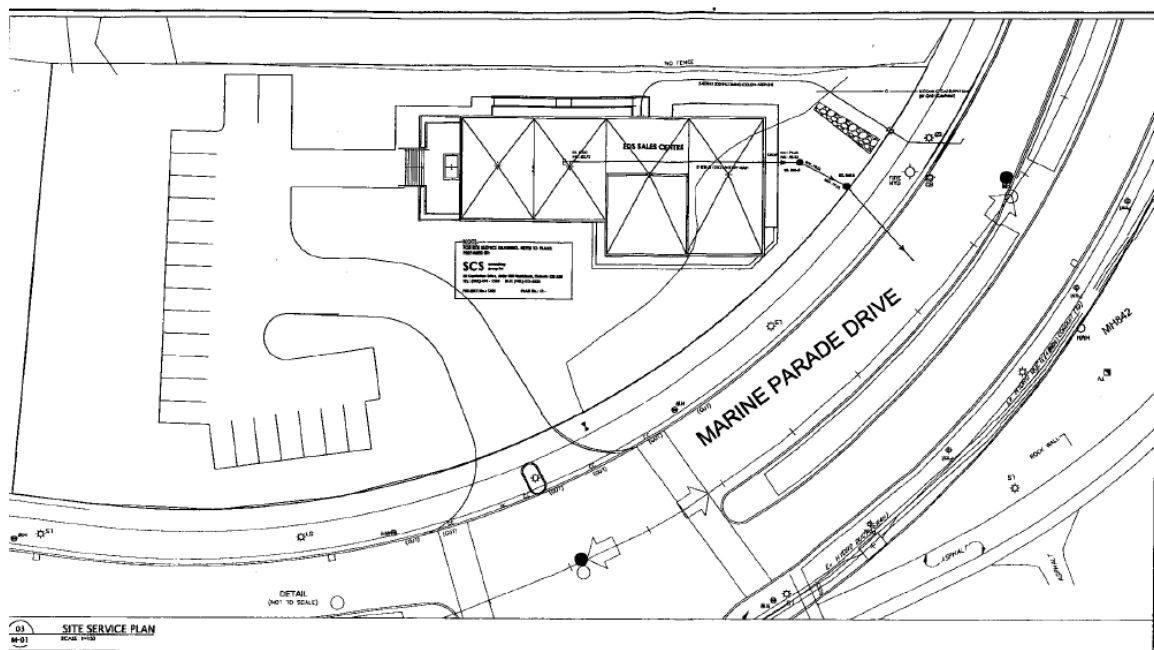
Link to Decision Document – Item MM8.11

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.MM8.11>

## ISSUE BACKGROUND

Humber Bay Shores is a relatively new community in Ward 6, comprised almost exclusively of waterfront condominiums in the Lake Shore Blvd. West and Park Lawn Road area with several condominium towers constructed over the last decade with more currently under construction.

Residents in the new Humber Bay Shores community and the Humber Bay Shores Condominium Association have expressed the need for an accessible community facility in their neighbourhood. There has been a proposal to re-purpose the Eau Du Soleil condominium sales centre on the western parcel of land at 2183 Lake Shore Boulevard West as a city-owned facility.



## COMMENTS

### City Planning – Site Analysis and Considerations

Consideration of the re-purposing of the temporary sales centre on the western parcel of land at 2183 Lake Shore Boulevard as a permanent facility was reviewed within the larger context of the surrounding community development, specifically the Motel Strip Secondary Plan (Humber Bay Shores).

The Motel Strip Secondary Plan (Humber Bay Shores) establishes a planning framework for a waterfront community on Lake Ontario, lying between the Mimico Creek and the Humber River, and supports the development of an inter-related mix of uses which, in their function and design, not only take advantage of, but also contribute to the exceptional qualities of this location.

The following are some of the key objectives of the Secondary Plan:

- To provide development options which will create an urban community having a broad range of residential, commercial, institutional, recreational and open space uses when ensuring that development will enhance environmental conditions and minimize impacts on existing and possible future uses on neighbouring lands.
- To create a major focus of activity, including an intensified mix of residential and commercial uses, and public amenity spaces, in a distinctive, landmark built form at the central gateway location opposite the Gardiner ramps. This focus will benefit and give definition to the creation of a community, while enhancing the use of the Waterfront Public Amenity Area.
- To achieve a built form which invites pedestrian access through the site to the shoreline, while providing visual accessibility from the Gardiner Expressway and Lake Shore Boulevard to the waterfront and to ensure that the built form of future development is well integrated with, respects and enhances the Waterfront Public Amenity Area.

The waterfront location is a primary amenity of the Motel Strip area. The creation of public open spaces, activities or parks which maximize the amenity value of this feature for the general public will be supported and is to be augmented through the development of the area. The vision for the Motel Strip (Humber Bay Shores) is for a public link along the water's edge and for additional public and publically accessible open space on the development parcels and on the Toronto and Region Conservation Authority (TRCA) lands linking public open space areas, buildings and activity areas.

With respect to this site, the removal of the existing temporary sales centre structure as originally envisioned would allow for the implementation of the Motel Strip Secondary Plan objectives. It would provide the envisioned open space gateway feature along Marine Parade Drive at the entrance to Humber Bay Shores. This will also allow for an open space network that would be linked to the Privately-Owned-Publicly-Accessible-Space (POPS) at the site and link to the remainder of the open spaces throughout the area, allowing the area to achieve its open space vision. Conversely, keeping the sales centre structure would significantly compromise fulfilling the objectives of the Secondary Plan as related to this parcel.

### **Toronto and Region Conservation Authority as Landowner**

Toronto and Region Conservation Authority (TRCA) is the landowner where the sales centre is located. TRCA staff previously supported the lease agreement with the City and Empire Communities (Empire) – the Eau de Soleil condominium developer – to allow a temporary sales centre within a future local park that Empire is compelled to implement upon removal of the sales centre.

TRCA staff have concerns with the current proposal to re-purpose the sales centre as a permanent facility as the structure and its associated parking dominates the natural landscape that is very important in this area. The provision of greenspace in a densely populated area is critical, especially when this local park is also the primary gateway to Humber Bay Shores.

In 1996, the TRCA and the City undertook a planning exercise called the "*Etobicoke Motel Strip Public Amenity Area Study*" (*Area Study*). The fundamental goal of the study was to provide much needed publicly accessible waterfront open space that would serve as an asset within the comprehensive community plan for the area. The *Area Study* tried to provide a balance between the naturalization of the waterfront and adjacent inland development. A goal of the *Area Study* was to enhance the ecological function within an urban landscape.

TRCA staff have considered the impact of repurposing the sales centre to a permanent structure and the related site work, and do not feel that the parkland can accommodate the structure required for a community facility and its associated parking.

TRCA supports the removal of the sales centre as per the agreement between the City and Empire, and the subsequent development of the park on this site.

## **City Planning – Applicable Law / Development Process**

In the event that the structure were to be repurposed the following would apply:

### **Official Plan**

The lands referenced are designated *Parks and Open Space Areas* in the Official Plan. *Parks and Open Space Areas* and are the parks and open spaces, valleys, watercourses and ravines, portions of the waterfront, golf courses and cemeteries that comprise a green open space network in Toronto.

- Policy 4.3.2 states that development is generally prohibited within *Parks and Open Space Areas* except for recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities where supported by appropriate assessment.

Lands that are designated *Parks and Open Space Areas* are areas shown either as *Natural Areas*, *Parks and Other Open Space Areas*. In this instance, the lands are shown as *Parks*.

- Policy 4.3.4 states that *Parks* will be used primarily to provide public parks and recreational opportunities.

The Official Plan contains criteria to evaluate development in *Parks and Open Space Areas*. Policy 4.3.6 requires that any development provided for in *Parks and Open Space Areas* will:

- a) protect, enhance or restore trees, vegetation and other natural heritage features;
- b) preserve or improve public visibility and access, except where access will damage sensitive natural heritage features or areas, or unreasonably restrict private property rights;
- c) maintain, and where possible create linkages between parks and open spaces to create continuous recreational corridors;
- d) maintain or expand the size and improve the usability of publicly owned *Parks and Open Space Areas* for public parks, recreational and cultural purposes;
- e) respect the physical form, design, character and function of *Parks and Open Space Areas*; and
- f) provide comfortable and safe pedestrian conditions.

### **Future Development Application**

The lands would be subject to a Site Plan Control application in order to provide for a process that examines the design and technical aspects of a proposed development to ensure it is attractive and compatible with the surrounding area and contributes to the economic, social and environmental vitality of the City. In this process, features such as building designs, site access and servicing, waste storage, parking, loading and landscaping would be reviewed.

The lands would also be subject to a minor variance application, before the Committee of Adjustment (Etobicoke York Panel), in order to alter or develop that site and to seek relief from the Zoning By-laws, including but not limited to the front yard set-back, and potentially parking if the full complement of parking could not be accommodated on the site.

Submission materials, required to be reviewed and considered by the City, would include but are not limited to:

- Architectural Drawings (site plan; floor plans; building elevations; and roof plan);
- Plans (Plan of Survey; Landscape Plan; and Grading Plan);
- Information/Studies (Architectural Control Guidelines; Green Development Standards Checklist; Accessibility Design Standards Checklist; Traffic Operations Assessment; Geotechnical Study; Storm water Management Report; and Servicing Report); and
- Guidelines (Green Roof By-law; and Toronto Green Standards).

The applications listed above would then be circulated to all appropriate agencies and City Divisions. Responses received would be used to assist in evaluating the application and formulate appropriate development standards.

## **Zoning Analysis – Toronto Building**

- The lands are subject to the former City of Etobicoke Zoning Code. The property is zoned R4 (Fourth Density Residential Zone). Gross floor area of the building is 500.9 square metres (5,391.6 square feet).
- Community facility such as a recreation centre is a permitted use in R4 zone.
- The existing building will require a variance application for front yard set-back as it does not meet the current requirements.
- Parking requirement is 26 spots (currently there are 22).

## **Transportation Services Site Analysis and Considerations**

An existing access driveway is currently provided to the site off Marine Parade Drive. This access driveway is located approximately 140 metres south of Lake Shore Boulevard West and is aligned with the Humber Bay Park access road on the opposite side of Marine Parade Drive. The location of this access driveway is generally acceptable from a transportation perspective.

Given the 500.9 square metres (5,391.6 square feet) gross floor area of the existing sales centre, the proposed repurposed facility is not expected to generate significant traffic levels during the street peak periods (generally between 7:00 – 9:00 AM and 4:00 – 6:00 PM). As such, a traffic operations assessment, while normally required for most site plan applications, would likely not be required in this particular instance. It is noted that the Lake Shore Boulevard West/Park Lawn Road/Marine Parade Drive intersection experiences congestion during the morning and afternoon street peak periods due to high traffic volumes. As such, vehicular traffic destined to the facility may experience some difficulty accessing the site during these times.

## **Facility Programming Opportunities and Considerations**

Based on the existing building size of 500.9 square metres (5,382 square feet) and existing configuration and dimensions of the building exterior and with the additional building code requirements to re-purpose this facility (A2 - Assembly occupancy), the programmable space could be primarily only:

- 1 or 2 multi-purpose rooms; and
- Additional select support spaces such as vestibule, small kitchen, single office, expanded washrooms, limited storage, and service/mechanical space.

These multi-purpose rooms could support activities such as yoga, Pilates, fitness, stroller-fit, Ping-Pong, meeting spaces etc.

The outdoor programming space immediately adjacent to the building would be limited by the expanded parking/vehicular access requirements.

Depending on programming requirements, annual operating costs could be in the range of \$0.300.00 million, assuming two (2) full-time equivalent positions, utilities, cleaning, maintenance, and snow clearing.

### **Overview Scope of Work for Structure and Site**

The re-purposing of the sales centre as a community centre would require renovation of the existing building architecturally, structurally, mechanically and electrically. The work would upgrade the existing "temporary building" to accommodate the new occupancy/programme as per building code; improve the long term viability of the building beyond its "temporary construction;" lower the building structurally on the existing caissons; and provide new mechanical and electrical systems throughout. In addition many of the materials (i.e. cladding) would need to be upgraded.

Significant site work would be required to accommodate the additional parking and drop off, accessibility, grading, servicing, landscaping and all other requirements of Site Plan Approval.

### **Order of Magnitude Capital Budget Estimate**

The Order of Magnitude capital budget estimate in current dollars for the repurposing of the sales centre as described in this report is estimated at approximately \$4.900 million and assuming no major unforeseen conditions.

This Order of Magnitude cost includes basic design and construction, but does not include contingencies, furniture fittings and equipment, or applicable taxes. In addition, escalation to a future tender date would also need to be added.

As a facility with a gross floor area of approximately 500 square metres (5,382 square feet) and using the current estimated value of \$4.900 million as the Order of Magnitude estimate, the cost to re-purpose the sales centre as a city-owned facility is approximately \$9,800/square metre or \$910/square foot. For construction cost only, this would equate to about \$7,840/square metre or \$728/square foot. This is considered to be a substantive cost, when compared to new purpose-built facilities of a similar function and scale.

As a current example, McCowan District Park Fieldhouse, which is nearing construction completion, is 300 square metres (3,229 square feet) and is being constructed at a cost of \$4,047/square meter or \$376/square foot, including all site services.

There is limited value for money in the re-purposing of the sales centre on as a community facility relative to what the amenity would offer as a repurposed structure. Coupled with this, the effective loss of the gateway/open space and related benefits highlighted by the TRCA (landowner), and City Planning as originally envisioned in the Secondary Plan, further reduces the value of this proposal.



## **CONTACT**

Michael Schreiner, Director, Parks Development and Capital Projects, Tel: 416-392-8453, Email: [mschrein@toronto.ca](mailto:mschrein@toronto.ca)

Daniel McLaughlin, Manager, Construction Management / Capital Projects, Tel: 416-395-7908; Email: [dmclaugh@toronto.ca](mailto:dmclaugh@toronto.ca)

## **SIGNATURE**

---

Janie Romoff  
General Manager, Parks, Forestry and Recreation