

STAFF REPORT ACTION REQUIRED

125 The Esplanade – City Initiated Zoning Amendment Application – Final Report

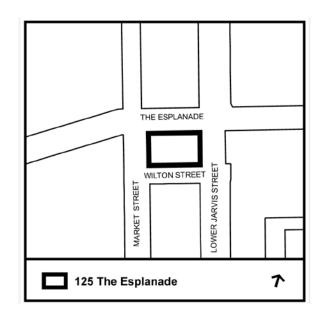
Date:	August 16, 2017
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale
Reference Number:	17 172081 STE 28 OZ

SUMMARY

This application proposes to extend permission for an existing one-storey structure located at 125 The Esplanade for the continued temporary relocation of the North St. Lawrence Market. The structure is usually used only on weekends for a farmer's market and antique market. The proposed extension will allow the temporary North Market to continue operations until 2020, which is when the new North Market building at 92 Front Street East that is currently in the process of being reconstructed is expected to be complete.

The temporary North Market is a desirable amenity and asset to the St. Lawrence Neighbourhood and the city as a whole. The site is designated *Parks* in the Official Plan and the long term viability of the lands for a future use as a park will be maintained. Staff find the proposed extension of this temporary use is appropriate for the subject property and is in the public interest.

This report reviews and recommends approval of the application to temporarily amend the Zoning By-law.



RECOMMENDATIONS

The City Planning Division recommends that:

- 1. City Council amend Zoning By-law No. 438-86, for the lands at 125 The Esplanade substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 5 to the report dated August 16, 2017, from the Director, Community Planning, Toronto and East York District.
- 2. City Council amend City of Toronto Zoning By-law No. 569-2013 for the lands at 125 The Esplanade substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 5 to the report dated August 16, 2017, from the Director, Community Planning, Toronto and East York District.
- 3. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

At its meeting of July 30, 31 and August 1, 2002, City Council adopted Clause 14, Report 10 of the Administration Committee, entitled "Studying the Redevelopment of the St. Lawrence Market North Building." In so doing, City Council approved, in principle, the concept of redeveloping the St. Lawrence Market North property for a new Farmers' Market, Antique Market and other uses.

Subsequently, in 2003, City Council mandated the formation of a Working Committee as a forum for the community and City staff to establish a set of planning and development guidelines which would inform the redevelopment of the property. In addition, the Working Committee considered a number of locations for the temporary relocation of the Farmers' and Antique Markets during the demolition and redevelopment of the North Market property. The Working Committee agreed that 125 The Esplanade was the most appropriate location.

At the City Council meeting held on September 30 and October 1, 2009, City Council adopted the recommendations in Item 27.18, that included a recommendation to amend Zoning By-law 438-86 for a temporary use zoning by-law for a period of up to three years and a recommendation to require site plan control approval prior to introducing the Bill to enact the temporary use zoning by-law. On June 13, 2014, the Bill to pass By-law 561-2014 was passed, bringing the temporary use zoning by-law into effect for a period of three years from the date of passing the by-law.

On May 24, 2017, City Council directed City Planning to commence a City Initiated Zoning By-Law Amendment to extend the Temporary Use Zoning By-law for the subject site for a period of three years.

ISSUE BACKGROUND

Proposal

The City of Toronto is in the midst of redeveloping the North St. Lawrence Market (North Market) located at 92 Front Street East. The North Market operations, which include a Farmers' Market on Saturdays and an Antique Market on Sundays, were relocated in 2014 to a temporary one-story structure at 125 The Esplanade to allow for demolition to commence at 92 Front Street East. The temporary North Market at 125 The Esplanade was permitted through a Temporary Use Zoning By-law that came into effect in June 2014 and expired in June 2017.

At the request of the City of Toronto Chief Corporate Office and the direction of City Council on May 24, 2017, City Planning has commenced with a City Initiated Zoning By-law Amendment application to for a Temporary Use Zoning By-law to extend the existing use for an additional three years from 2017 to 2020. The existing Temporary Use Zoning By-law serves to permit a one-storey building at 125 The Esplanade and allows for retail uses, restaurants, showrooms, and a community centre.

The existing temporary building is a one-storey (10.7 metre) pre-fabricated building with no traditional or extensive foundation or any permanent structural or servicing elements. The total gross floor area of the existing building is 1,084 square metres, which represents a lot coverage of 95.6%. The building has minor encroachments of up to 0.57 metres into the Market Street right-of-way and one narrow encroachment of 0.95 metres into The Esplanade right-of-way. Sanitary servicing for toilets and washing facilities does not rely on any underground connections. There are six floor drains within the building for stormwater management.

The temporary North Market also occupies the north side of Wilton Street between Lower Jarvis Street and Market Street with a fenced enclosure to allow for some outside storage of tables and equipment associated with the markets. The fenced enclosure extends 2.7 to 3.6 metres into the Wilton Street right-of-way. Heating, ventilation and air conditioning (HVAC) equipment is located within fenced area.

For further detailed information regarding the project please refer to Attachment No. 3 – Application Data Sheet.

Site and Surrounding Area

The City of Toronto owns the site at 125 The Esplanade. The property is an entire block with an area of 1,120 square metres that is bounded by The Esplanade to the north, Lower Jarvis Street to the east, Wilton Street to the south and Market Street to the west. The site is rectangular in shape with approximately 42 metres of frontage along The Esplanade and Wilton Street, 26 metres along Lower Jarvis Street and 27 metres on Market Street. The site slopes very gently downwards from north to south.

Prior to the introduction of the temporary North Market structure in 2014, the site was used as a 40-space commercial parking lot operated by the Toronto Parking Authority (TPA).

The following uses surround the site:

North: The St. Lawrence Market South Building is located on the north side of The Esplanade.

South: On the south side of Market Street there is a mixed-use 7-storey base building with ground floor retail and dwelling units on the upper floors. At the south end of the base building there is a 33-storey tower with dwelling units.

East: David Crombie Park is on the east side of Lower Jarvis Street. On the north side of the park there is a 7-storey mixed use building with ground floor retail and residential units on the upper floors. On the south side of the park there is a 6-storey mixed-use building with ground floor retail, a public alternative elementary school named the Downtown Alternative School, and residential uses on the upper floors.

West: The block on the west side of Market Street is comprised of several mid-rise mixed-use developments.

The site is located within the St. Lawrence Neighbourhood, which is a dynamic and historic district, comprising a mix of office, residential and commercial uses.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) 2014 provides policy direction Province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The City of Toronto uses the PPS to guide its official plan and to inform decisions on other planning and development matters. The PPS is issued under Section 3 of the Planning Act and all decisions of Council affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. Policy 4.7 states that the Official Plan is the most important vehicle for implementing the PPS.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-

designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;

- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan.

Staff reviewed the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The Official Plan designates the site as *Parks*. Lands designated as *Parks* are to be used primarily for public parks and recreational opportunities that contribute to a green open space network in the city. Policy 4.3(6) requires new development within *Parks* to protect trees, preserve public access, maintain linkages between parks, improve the usability for recreational and cultural purposes, and provide comfortable and safe pedestrian conditions.

Section 5.1.5 of the Official Plan allows Council to enact temporary use by-laws to permit the temporary use of lands, buildings or structures for a purpose that is otherwise prohibited by the Zoning By-law and/or the Official Plan, under Section 39 of the Planning Act. The Official Plan states that temporary use by-laws may allow a use on a trial basis or for the temporary use of a building or property.

Policy 5.1.5(2) requires a temporary use to:

- (a) maintain the long term viability of the lands for the uses permitted in the Official Plan and Zoning By-law;
- (b) be compatible with adjacent land uses, or be made compatible through site mitigation;
- (c) not have an adverse impact on traffic, transportation or parking facilities in the area; and
- (d) be suitable for the site in terms of site layout, building design, accessibility, provision of landscaping, screening and buffering and available services.

Zoning

The site is zoned **Open Space** (**O** (**x210**) in Bylaw 569-2013, which permits parks, public utilities, recreation uses and education uses.

A Temporary Use Zoning By-law (No. 561-2014) came into effect in June 2014 that permits a retail store, eating establishment, showroom, and community centre on the site for three years. The by-law allows for a maximum height of 11 metres and a maximum density of 1.0 times the lot area.

TOcore: Planning Downtown

TOcore: Planning Downtown is a three-year, inter-divisional study, led by City Planning. Building on Downtown's existing planning framework, TOcore's purpose is to ensure that growth positively contributes to Toronto's Downtown as a great place to live, work, learn, play and invest by determining: a) how future growth will be accommodated and shaped, and b) what physical and social infrastructure will be needed, where it will go and how it will be secured.

The Downtown Plan will update the Downtown planning framework to shape future growth and link growth to the provision of needed infrastructure investments to achieve the city-building vision and policies of Toronto's Official Plan. A series of infrastructure strategies for transportation, parks and public realm, community services and facilities, water and energy are in development as part of this review.

City Council adopted the TOcore Proposals Report on December 15, 2016. The Proposals Report provides a vision for Downtown to 2041, five guiding principles and the policy directions that informed the development of the proposed Downtown Plan. The proposed Downtown Plan will be presented at the Planning and Growth Management Committee meeting on September 7, 2017.

The TOcore website is www.toronto.ca/tocore.

Site Plan Control

A Site Plan Control application for the existing temporary one-storey structure was submitted on June 4, 2014, and approved on February 13, 2015. A further Site Plan Control application is not required for the existing structure.

Reasons for Application

The proposed rezoning is required to extend the permission for the existing temporary market building for an additional three years, which is the maximum duration permitted under the Planning Act. The Temporary Use Zoning Bylaw serves to permit a retail store, eating establishment, showroom, and community centre, which are not otherwise permitted in the O zone.

Community Consultation

A Community Consultation Meeting was held on June 28, 2017, at 115 The Esplanade. The meeting coincided with a monthly meeting for the St. Lawrence Neighbourhood Association (SLNA) and was held in the same room as the SLNA meeting. At least 22 local residents attended the meeting specifically to learn more about the proposed rezoning and provide feedback. Other local residents were also in attendance who were there primarily for the following SLNA meeting.

Overall, the community expressed support for the temporary North Market, recognized it is an asset for the whole city, and would like to see its operations continue without interruption. The following issues and concerns were raised:

- <u>Hours of operation</u>: Local residents experience significant noise impact from vendors who begin setting up as early as 2 a.m. on Saturday and Sunday mornings. Sources of noise include trucks backing-up, equipment being moved, music playing, and people talking/shouting to each other. Residents also commented that there are few shoppers between 5 a.m. and 8 a.m. and that many visitors and tourists come to the market after 2 p.m. to find it is closed for the day.
- <u>Parking</u>: Local residents complained that vendors park illegally on all four sides of the temporary North Market, especially on Market Street, which impedes traffic, obstructs pedestrian movement and crossings, and delays buses on The Esplanade.
- <u>Sightlines at Wilton Street and Market Street</u>: One resident commented that within the fenced enclosure on the south side of the market, there is a stack of "fast fence" leaning against the fence adjacent to Market Street that obstructs the view for motorists on Wilton Street approaching Market Street that is a safety hazard for pedestrians, cyclists, and motorists on Market Street.
- <u>Sidewalk encroachments</u>: Local residents complained that vendors are excessively encroaching onto the sidewalk along the south side of The Esplanade and on both sides of Market Street between The Esplanade and Front Street, which is a safety and mobility concern particularly for those with limited mobility including those in wheelchairs and those with strollers.

The above comments and concerns were provided to the St. Lawrence Market Complex Administration Office (SLMCAO), which is a part of the Real Estate Services Division for the City of Toronto, who in turn raised the comments with the St. Lawrence Market Precinct Advisory Committee, which is a group of community stakeholders and public representatives

who advise on St. Lawrence Market concerns. The SLMCAO also provided the following response to the above comments:

- Hours of operation are currently in discussion with all the parties involved. It is noted that there are many customers who visit the market from 6:30 a.m. onward and that some restaurant and hospitality businesses regularly visit as early at 5 a.m. Regarding noise overnight from unloading and setting up, the SLMCAO will raise the matter with the Farmers' Market Committee, which includes farmer representatives, and aid them in managing the setup in a quiet manner.
- Parking regulations and enforcement will be discussed with the farmers to ensure they are aware of the regulations and not park illegally around the market. The SLMCAO will also work with Municipal Licensing and Standards (MLS) to monitor and manage parking.
- The sightlines at Wilton Street and Market Street are no longer obstructed as the temporary "fast fence" that was used for a snow barrier in the winter has now been relocated.
- The stalls on the sidewalks surrounding the North Market are planned to provide for a pedestrian clearway with a minimum 2.1-metre width at all times. The SLMCAO and the Facilities Management Division for the City of Toronto will continue to work with the merchants to ensure the pedestrian clearways are maintained.

Agency Circulation

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate bylaw standards.

COMMENTS

Provincial Policy Statement and Provincial Plans

Staff are of the opinion that the proposed development application is consistent with the Provincial Policy Statement (2014) and conforms and does not conflict with the Growth Plan for the Greater Golden Horseshoe (2017).

Land Use

The long term viability of the lands for a public park as per the *Parks* designation in the Official Plan and the **Open Space (O)** zone in the Zoning By-law will be maintained as the ultimate plan for the temporary site at 125 The Esplanade is for the development of a park. The site is suitable for the temporary location of the North Market as it is located in close proximity to the original and future North Market location at 92 Front Street East and is located directly across The Esplanade from the South Market. The proposed land use is compatible with the existing market and commercial uses in the immediate vicinity.

The temporary North Market does not significantly impact traffic, transportation or parking facilities in the area. Market activities occur on weekends. Located in the immediate area at 2 Church Street is the Toronto Parking Authority (TPA) Carpark 43 – St. Lawrence Garage, with approximately 2,000 parking spaces. The site layout and building design is suitable for the site and the North Market operations.

The temporary North Market is primarily for a Farmers' Market on Saturdays and an Antique Market on Sundays. There are no plans to regularly use the temporary building during the remainder of the week but in order to provide flexibility for other uses during the week, Facilities and Real Estate (F&RE) staff have requested that a showroom and community centre be included as permitted uses in the temporary use zoning by-law. There are no planning concerns or objections to these additional uses. Any use of the building during the week would be vetted through F&RE staff and the local Ward Councillor's office.

Density, Height, Massing

The height, density and massing permitted by the existing and proposed Temporary Use Zoning Bylaw, being a one-storey building with a peaked roof and a maximum height of 11 metres that covers almost the entire site (see Attachments 1 and 2), is appropriate for the subject property on a temporary basis and does not significantly impact adjacent properties.

Traffic Impact, Loading/Unloading

The fenced enclosure on the north side of the Wilton Street right-of-way does not significantly impact vehicular traffic or pedestrian routes as two-way traffic is maintained on a 6.5-metre wide roadway and the sidewalk on the south side of Wilton Street provides a safe and convenient pedestrian route.

There are no on-site loading bays/facilities. Wilton Street and Market Street are used for loading during the overnight and early morning periods as these two streets have the least traffic volume and do not compete with the loading traffic on The Esplanade for the South Market vendors. The Esplanade is used for loading in the afternoons. To facilitate loading, the building's south elevation has three sets of doors and the building's west elevation has two sets of doors and a cargo door for vehicles to drive into the structure.

St. Lawrence Market Operations

Some vendors for the Saturday Farmer's Market and Sunday Antique Market vendors have outdoor stalls along The Esplanade and Market Street, which have sidewalks that are sufficiently wide to accommodate the stalls and a sizeable volume of market patrons and pedestrians. The outdoor stalls operate approximately nine months of the year. The produce sold by the farmers at these outdoor stalls is primarily fruit and vegetables. They do not sell any meat, baked goods or other prepared produce and the farmers are required to keep the area around their stalls clean and free of garbage. During market breakdown, the farmers are required to pick up all empty cardboard boxes, packaging and containers and take them away. For the Antique Market vendors, the outdoor stalls enable them to further display their wares. The outdoor stalls and pedestrian clearways are monitored by the St. Lawrence Market Complex Administration Office (SLMCAO) and the City's Facilities Management Division.

Open Space/Parkland

The proposal is exempt from the parkland dedication requirement under Chapter 415, Article III, Section 30A (9)(c) of the Toronto Municipal Code.

The proposed rezoning will not jeopardize the long-term plan to develop a public park on the subject property.

Conclusion

The temporary North Market is a desirable amenity and asset to the St. Lawrence Neighbourhood and the City as a whole. The long term viability of the lands for the *Parks* designation in the Official Plan will be maintained. Staff find the proposed extension of the temporary use is appropriate for the subject property and in the public interest.

CONTACT

Thomas Rees, Planner Tel. No. 416-392-1791

E-mail: thomas.rees@toronto.ca

SIGNATURE

Gregg Lintern, MCIP, RPP

Director, Community Planning Toronto and East York District

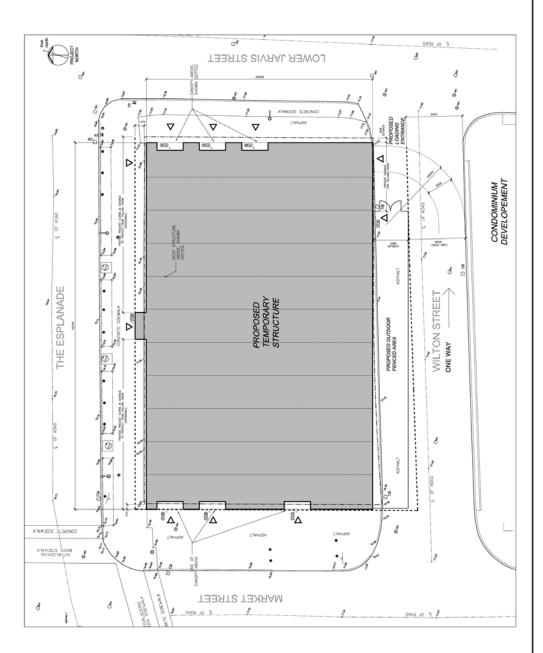
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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2a-b: Elevations
Attachment 3: Zoning

Attachment 4: Application Data Sheet

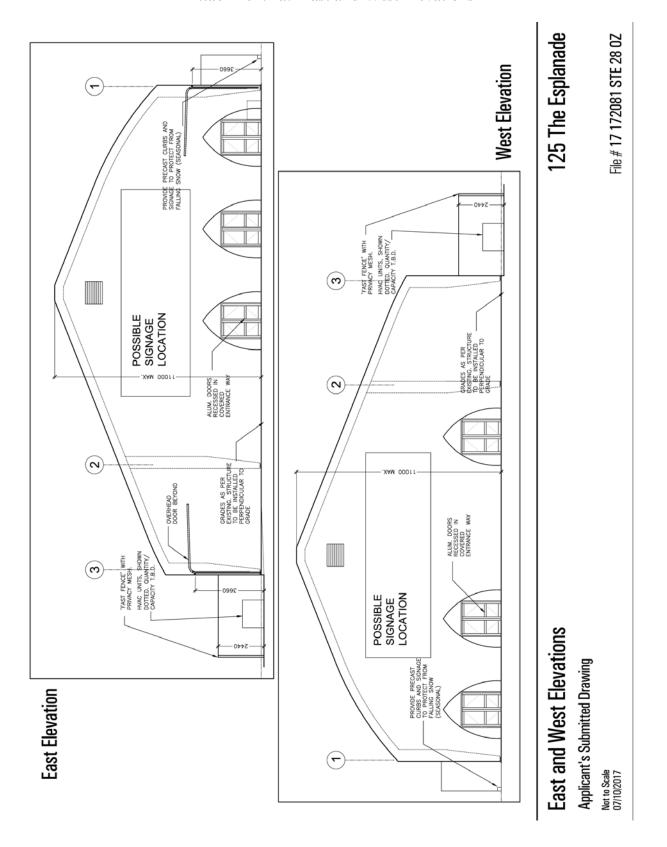
Attachment 5: Draft Zoning By-law Amendment



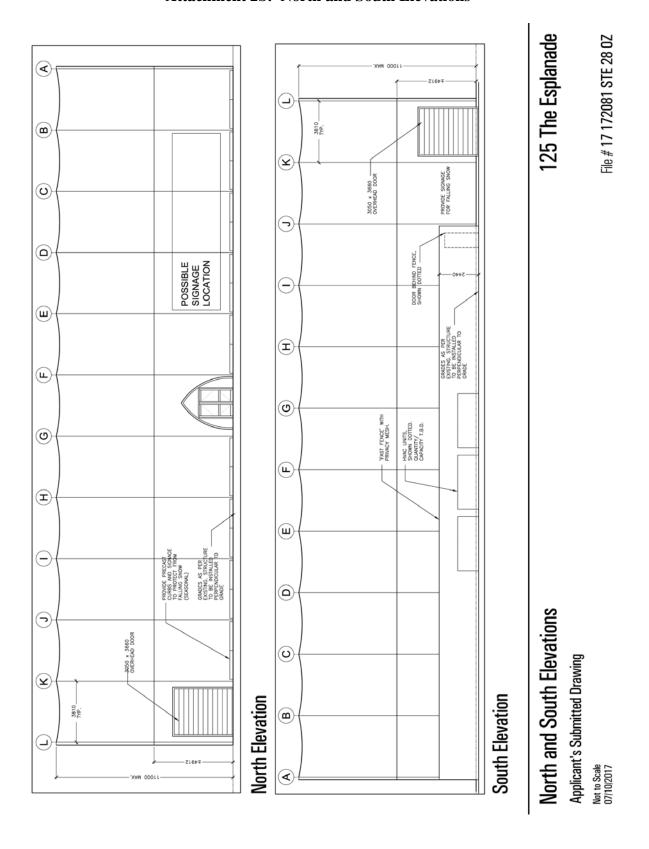
Applicant's Submitted Drawing

Site Plan

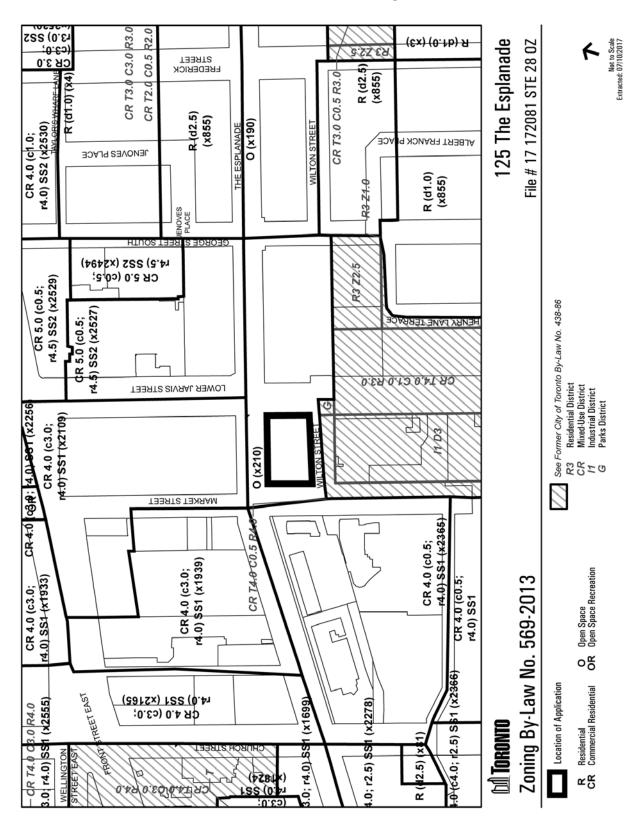
Attachment 2a: East and West Elevations



Attachment 2b: North and South Elevations



Attachment 3: Zoning



Attachment 4: Application Data Sheet

Application Type Rezoning Application Number: 17 172081 STE 28 OZ

Details Rezoning, Temporary By-law Application Date: June 2, 2017

Municipal Address: 125 THE ESPLANADE, TORONTO ON

Location Description: PT ESPLADE ST CLOSED PL 5A PT LTS 22 & 23 RP 63R4876 PTS 5 & 6

**GRID S2812

Project Description: Application to extend a Temporary Use Zoning By-Law to permit a one-storey pre

fab temporary building to be located at 125 The Esplanade for a period of three

years.

Applicant: Agent: Architect: Owner:

CITY OF TORONTO CITY OF TORONTO

PAT CAROZZI

PLANNING CONTROLS

Official Plan Designation: Parks Site Specific Provision: 515-76, 576-76, 677-76,

24-77, 478-78, 812-78,

116-82

Zoning: G Historical Status: N Height Limit (m): 17 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m): 1120.4 Height: Storeys: 1

Frontage (m): 42.26 Metres: 11

Depth (m): 27.3

Total Ground Floor Area (sq. m): 1120.4 **Total**

Total Residential GFA (sq. m): 0 Parking Spaces: 0
Total Non-Residential GFA (sq. m): 1120.4 Loading Docks 0

Total GFA (sq. m): 1120.4 Lot Coverage Ratio (%): 100 Floor Space Index: 1.00

DWELLING UNITS FLOOR AREA BREAKDOWN (upon project completion)

Below Grade Tenure Type: **Above Grade** Rooms: 0 Residential GFA (sq. m): Bachelor: 0 Retail GFA (sq. m): 1120.4 0 1 Bedroom: 0 Office GFA (sq. m): 0 0 2 Bedroom: 0 Industrial GFA (sq. m): 0 0 3 + Bedroom: 0 Institutional/Other GFA (sq. m): 0 0

Total Units: 0

CONTACT: PLANNER NAME: Thomas Rees, Planner

TELEPHONE: 416-392-1791

Attachment 5: Draft Zoning By-law Amendment

Authority: Toronto and East York Community Council Item ~ as adopted by City of Toronto

Council on ~, 2017

Enacted by Council: ~, 2017

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-2017

To amend former City of Toronto Zoning By-law No. 438-86, as amended, and to amend City of Toronto Zoning By-law No. 569-2013, as amended, with respect to the lands municipally known as 125 The Esplanade

WHEREAS authority is given to Council by Section 39 for Temporary Use By-law of the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, to pass this By-law; and

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the *Planning Act*;

The Council of the City of Toronto HEREBY ENACTS as follows:

- 1. Former City of Toronto Zoning By-law No. 438-86 as amended is amended as follows:
 - a) For the purposes of this By-law, the *lot* shall consist of the lands outlined by heavy black lines on Diagram 1 attached to a forming part of this By-law.
 - b) Notwithstanding the provisions of Sections 4(5), 4(8) and 5(1) of Zoning By-law No. 438-86, as amended, being "A By-law to regulate the use of land and the erection, use, bulk, height, spacing of and other matters relating to buildings and structures and to prohibit certain buildings and structures in various areas of the City of Toronto", and notwithstanding the expiration of By-law No. 561-2014, nothing shall prevent the use of the land delineated by a heavy line and shown on the map attached hereto and forming part of this By-law as a *retail store*, *restaurant*, *showroom or community centre*, provided that:
 - i. The maximum height of any building or structure shall not exceed 11 metres measured to the peak of the roof;
 - ii. The maximum *gross floor area* on the *lot* shall not exceed 1.0 times the area of the *lot*; and
 - iii. Parking and loading spaces shall not be required for any of the permitted uses.

- c) This By-law shall be in effect for a period of 3 years from the date of passing hereof.
 Zoning By-law No. 569-2013, as amended, is amended as follows:
 - a) For the purposes of this By-law, the **lot** is the land outlined by heavy black lines on Diagram 1 attached to and forming part of this By-law.
 - b) Despite the provisions of Section 90.10 of Zoning By-law No. 569-2013, as amended, nothing will prevent the use of the **lot** for a **retail store**, **eating establishment**, showroom or **community centre**, if:
 - i. The maximum height of any **building** or **structure** does not exceed 11.0 metres measured to the highest point on the building; and
 - ii. The maximum **gross floor area** on the **lot** does not exceed 1.0 times the area of the lot;
 - c) Despite the provisions of Sections 200.5.10.1(1) and 220.5.10.1 of Zoning By-law No. 569-2013, as amended, parking spaces and loading spaces are not required for any of the uses permitted in 4(a) above.
 - d) This By-law shall be in effect for a period of 3 years from the date of the passing hereof.

Enacted and passed this \sim day of \sim , 2017.

John Tory,
Mayor
Ulli S. Watkiss,
City Clerk

(Seal of the City)

