



## REPORT FOR ACTION

## Christie's Planning Study - Status Update and 2150 & 2194 Lake Shore Boulevard West and 23 Park Lawn Road – Official Plan Amendment Application – Preliminary Report

Date: January 7, 2020

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Ward: 3 – Etobicoke-Lakeshore

**Planning Application Numbers:** 19 183725 WET 03 OZ (City-Initiated Official Plan and Zoning By-Law Amendment) and 19 239170 WET 03 OZ (First Capital Realty - Official Plan Amendment)

### SUMMARY

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This report provides an update on the Christie's Planning Study ('the Study') and preliminary information on an Official Plan Amendment (OPA) application submitted by First Capital Realty for the lands at 2150 & 2194 Lake Shore Boulevard West and 23 Park Lawn Road ('the subject lands'). Both the Study and the application encompass the same area.

In July 2019, City Council approved a settlement with First Capital Realty which resulted in Site and Area Specific Policy 15 (SASP 15). SASP 15 redesignated the subject lands to *Regeneration Areas* and *General Employment Areas* and established the requirement for a Secondary Plan to be completed. The settlement requires the delivery of a new Park Lawn GO station, and securing a minimum of 98,000 square metres of non-residential uses as well as affordable housing units. SASP 15 also outlines the required documents to be submitted by First Capital Realty in support of the Secondary Plan.

In September 2019, the Study was launched. This report provides an update on the work-to-date and sets out a work program, including a set of key directions within each of the Study's themes. The Study will consider, consult and deliver on a vision for the lands that has been advanced by a private developer for a new mixed-use community.

The OPA application, submitted by First Capital Realty, proposes to amend SASP 15 to redesignate the subject lands from *Regeneration Areas* to *Mixed Use Areas*, *General*

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*Employment Areas and Parks and Open Spaces.* As part of First Capital Realty's application, a conceptual Master Plan has also been provided. The goal of the Christie's Planning Study is to establish a policy framework for a new complete community at Park Lawn Road and Lake Shore Boulevard West. The re-development of the site will provide an exemplary model of transit-oriented-development by creating a new walkable, pedestrian-oriented, mixed-use development centered on transit investment and integration.

This report seeks support for the key directions established for the Study, seeks direction to continue the Study and undertake the concurrent review of the application by First Capital Realty and direction on the anticipated timing of the Secondary Plan and Zoning By-law. The report outlines the direction on future consultation opportunities as well as aligning the consultation and recommendations with those of the Park Lawn Lake Shore Transportation Master Plan.

## **RECOMMENDATIONS**

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The Chief Planner and Executive Director, City Planning, recommends that:

1. Planning and Housing Committee endorse the key directions of the Christie's Planning Study contained within this report.
2. Planning and Housing Committee direct the Chief Planner and Executive Director, City Planning, to continue to advance the Christie's Planning Study concurrently with the review of the Official Plan Amendment application by First Capital Realty on the same lands.
3. Planning and Housing Committee direct the Chief Planner and Executive Director, City Planning, to continue to advance community consultation on the Christie's Planning Study and the development application, including aligning this consultation with the Park Lawn Lake Shore Transportation Master Plan, in consultation with the Ward Councillor.
4. Planning and Housing Committee request the Chief Planner and Executive Director, City Planning to bring forward a recommended Secondary Plan, Zoning By-law and Urban Design Guidelines to City Council by the fourth quarter of 2020.

## **FINANCIAL IMPACT**

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Much of the infrastructure required to support the anticipated redevelopment of the subject lands will be identified through the implementation and phasing strategy to be developed through the Study and secured through the Secondary Plan and Zoning By-law that will be brought forward to City Council, targeted for the fourth quarter 2020. Coverage of the costs of the proposed new GO Station are subject to negotiations

between First Capital Realty and Metrolinx, and will follow Metrolinx's Market Driven Strategy for Transit Oriented Development. Some of the required infrastructure improvements may be administered through future development applications within each of the prescribed phases.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

## **EQUITY STATEMENT**

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The Study considers the potential impacts on equity-seeking groups and vulnerable residents of Toronto. The Study's key directions outline the scope for a comprehensive planning framework that will be advanced for the subject lands that include community services and facilities, parkland, green infrastructure, affordable housing and physical infrastructure to support the creation of a complete community.

A preliminary equity analysis has been conducted at this phase of the Study. The analysis reveals that the needs of equity-seeking groups and vulnerable residents will be impacted positively by the future intended outcomes of the Study. In particular, the planning framework will establish a set of policies and design guidelines for the creation of a new community which will improve access to: childcare services, affordable housing, public transit, city services, and city spaces that are safe and secure.

Implementation of the Study's policies will encourage opportunities for local hiring and job creation through a range of land uses including retail, commercial and office space.

The Study provides opportunities for civic engagement and community participation through on-going consultation activities.

## **DECISION HISTORY**

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### **Municipal Comprehensive Review**

In December 2013, City Council considered a report on Official Plan policies and designations for employment lands prepared as part of the five-year Official Plan and Municipal Comprehensive Review (MCR). OPA 231 designated the site at 2150 Lake Shore Boulevard West and 23 Park Lawn Road as *Core Employment Areas*.

City Council's decision may be viewed here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG28.2>

The Minister approved the majority of OPA 231, with modifications, in July 2014.

In December 2016, the LPAT brought into force the *Core Employment Areas* and *General Employment Areas* designations, except for sites under appeal and uses that remained contested. In January 2019, the LPAT brought into force the remainder of the policies for the two *Employment Areas* designations, except with regard to the retail policies and office replacement policies which remain under appeal.

The LPAT decisions may be viewed here:

<https://www.omb.gov.on.ca/ecs/CaseDetail.aspx?n=PL140860>

### **Site and Area Specific Policy 15**

In 2013, Mondelez Canada Inc., the previous owner of the subject lands, filed a site-specific appeal to OPA 231. The appeal was assumed by First Capital Realty upon becoming owner of the subject lands in June 2016.

In July 2019, City Council adopted a settlement with First Capital Realty on their appeal of OPA 231 with respect to 2150 & 2194 Lake Shore Boulevard West and 23 Park Lawn Road. The settlement was approved by the LPAT on August 22, 2019. The settlement resulted in a new Site and Area Specific Policy 15 (SASP 15) for the subject lands (see Attachment 4: Site and Area Policy 15). SASP 15 redesignates part of the lands from *Employment Areas* to *Regeneration Areas*, as well as sets out the direction for the initiation and scope for the creation of a Secondary Plan and indicates that upon completion of the Secondary Plan, SASP 15 will be replaced.

City Council's decision and SASP 15 may be viewed here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.CC9.14>

### **2013 Site Specific Official Plan Amendment Application**

In December 2013, Mondelez Canada Inc. submitted an Official Plan Amendment application (File No. 13 277843 WET 06 OZ) for the subject lands, excluding the 2194 Lake Shore Boulevard West property (existing BMO Bank). The application sought permission for residential and other uses through a re-designation from *Employment Areas* to *Regeneration Areas*. At its meeting on April 10, 2014, the Planning and Growth Management Committee considered a Preliminary Report dated March 17, 2014 from the Chief Planner and Executive Director, City Planning (Item PG 32.7), which provided preliminary information on the application and the community consultation process.

The decision history may be viewed here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG32.7>

Upon submission of the new Official Plan Amendment application (File No. 19 239170 WET 03 OZ) by First Capital Realty on October 21, 2019, the previous Official Plan Amendment application (File No. 13 277843 WET 06 OZ) for the site was closed.

## **Park Lawn Lake Shore Transportation Master Plan**

In 2012, City Council directed Transportation Services to undertake a comprehensive Transportation Master Plan (TMP) for the Park Lawn Road and Lake Shore Boulevard West area.

City Council's direction may be viewed here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EY20.32>

The TMP was launched in 2016 with a mandate to develop and evaluate creative transportation solutions in the surrounding area, including:

- new connections and better access to roads, transit, and pathways;
- additional safe and convenient crossings of physical barriers;
- planning for investment in public transit, pedestrian, and cycling networks; and
- high-quality streetscape design.

The TMP was put on hold in late 2017 pending City Council's decision on the land use of the subject lands. In July 2019, City Council, concurrent with its adoption of a settlement with First Capital Realty, directed staff to resume work on the TMP and integrate the work with the Secondary Plan process.

City Council's decision may be viewed here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.CC9.14>

## **Waterfront Transit Reset**

The City of Toronto, in partnership with the TTC and Waterfront Toronto, has completed the Waterfront Transit “Reset” study, including an assessment of needs and options for transit improvements along the waterfront. The study area extends from the Long Branch GO Station in the west to Woodbine Avenue in the east. The Waterfront Transit Reset will be coordinated with the Park Lawn Lake Shore TMP to ensure an optimal transportation solution is developed for the area.

The Waterfront Transit Reset study may be viewed here:

<http://toronto.ca/waterfronttransitreset>

## **BACKGROUND**

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### **Site and Surrounding Area**

The subject lands are located at the northeast corner of Park Lawn Road and Lake Shore Boulevard West. Both the City-initiated Study and the OPA application encompass the same area.

These lands are triangular in shape with a total area of approximately 112,000 square metres (11.2 hectares) through the land assembly of properties municipally known as 2150 & 2194 Lake Shore Boulevard West and 23 Park Lawn Road. In addition, a triangular piece of the subject lands between the Gardiner Expressway and the CN Rail Line is owned by the City of Toronto and is designated *Natural Areas* in the Official Plan (see Attachment 1: Location Map). Real Estate Services staff have prepared a Consent Delegated Approval Form and Consent Letter that advises no objection in principle to include the City-owned lands as part of the Study and application.

The lands municipally known as 2150 Lake Shore Boulevard West and 23 Park Lawn Road previously contained a 58,060 square metres manufacturing facility, one-storey in height with a two-storey office component, which was used as a biscuit manufacturing facility since 1948 and operated under several corporate names including Christie Brown and Company, Nabisco Brands and Kraft Canada. The bulk of the building was located at the rear of the property adjacent to the CN Rail Line and the Gardiner Expressway. Two large employee parking lots were located along the Lake Shore Boulevard West frontage and there was an area of undeveloped land, used as a grass lawn, adjacent to the Lake Shore Boulevard West frontage. The facility closed in late 2013. The manufacturing facility was demolished and the lands are currently vacant with the exception of a decommissioned water tower with the Christie's logo and two electronic billboards.

The lands municipally known as 2194 Lake Shore Boulevard West currently contain a one-storey building (BMO Bank) with a surface parking lot.

Land uses surrounding the subject lands are as follows:

Along the northern limit of the subject lands is the CN Rail line and the Gardiner Expressway. The Ontario Food Terminal is located north of the Gardiner Expressway, east of Park Lawn Road.

Directly across on the west side of Park Lawn Road are five parcels of land under different ownerships, four of which have been redeveloped with mixed-use buildings (two-storey podiums containing commercial uses as well as eight tall buildings ranging in heights from 27-storeys to 48-storeys). The remaining parcel has also been approved for a mixed-use building 41-storeys in height, however, construction has yet to commence.

Directly to the south across Lake Shore Boulevard West is the Humber Bay Shores (HBS) development area, which stretches from Park Lawn Road along the waterfront to the Humber River. The sites are each under different ownerships and are subject to the Motel Strip Secondary Plan and Humber Bay Shores Site Specific Zoning By-law 1994-197. The redevelopment of these sites in recent years has resulted in a new mixed-use high density community with building heights ranging from 12-storeys to 66-storeys. The majority of the sites are through-lots and have frontage on both Lake Shore Boulevard West and Marine Parade Drive. The area is served by a large park network along Lake

Ontario and a number of Privately-Owned Publicly Accessible Spaces (POPS). The lands municipally known as 2189 Lake Shore Boulevard West are currently occupied with an Esso gas station.

## **Development Activity and Population**

The areas surrounding the subject lands have been experiencing a significant amount of development and population growth over the last decade. The 2016 Census identified 17,955 residents within the Christie's Focus Area. These areas contain the lands generally between the Gardiner Expressway to the north, Humber River to the east, Lake Ontario to the south, and Grand Avenue and Royal York Road to the west. These lands capture development areas known as: Mystic Pointe; Park Lawn Road; Beyond the Sea; Grand Harbour and Marina Del Ray; Humber Bay West; Humber Bay East; and Palace Pier and Place (see Attachment 2: Christie's Planning Study – Focus Area).

Future population estimates within the Focus Area, not including any development on the subject lands, is between 27,094 to 27,530 people. This estimate includes the 2016 Census data as well as the City's development pipeline data, which consists of all development applications currently under review, active or not yet built since the 2016 Census.

## **POLICY CONTEXT**

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### **Planning Act and Provincial Plans**

The *Planning Act*, Provincial Policy Statement and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

City Council decisions related to both the Secondary Plan and the application is required to be consistent with the Provincial Policy Statement (2014) (PPS), and to conform with the Growth Plan for the Greater Golden Horseshoe (2019).

### **The Provincial Policy Statement (2014)**

The Provincial Policy Statement (2014) (PPS) 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 provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the *Planning Act* and all decisions of City Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting planning matters that are provided by City Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "the official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans".

In May, 2019, the Province released the "More Homes, More Choice: Ontario's Housing Supply Action Plan", which included proposed changes to the Provincial Policy Statement. The majority of the changes proposed are made in support of the Province's desire to increase housing supply. The comment period on the proposed changes ended on October 21, 2019. The City's preliminary comments on the proposed changes may be viewed here:

<https://www.toronto.ca/legdocs/mmis/2019/ph/bgrd/backgroundfile-138422.pdf>

Throughout the duration of the Study and the review of the OPA application, the PPS policy direction may change. Staff will ensure that any recommendations to City Council pertaining to the subject lands are consistent with the applicable PPS.

### **A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)**

The Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan") provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part, including:

- support the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime;



- support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households;
- prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability;
- provide flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries, including resource-based sectors;
- improve the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs, by all levels of government;
- provide for different approaches to manage growth that recognize the diversity of communities in the GGH;
- protect and enhance natural heritage, hydrologic, and landform systems, features and functions;
- conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities; and
- integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure – that are adaptive to the impacts of a changing climate – and moving towards environmentally sustainable communities by incorporating approaches to reduce greenhouse gas emissions.

The Growth Plan builds upon the policy foundation provided by the PPS 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 in the event of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the *Planning Act*, all decisions of City Council with respect to the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by City Council shall also conform with the Growth Plan. Staff will ensure that the Study and OPA application conform with the Growth Plan.

## **Official Plan**

The Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act* of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

See Attachment 3 of this report for the list of Official Plan policies applicable to the Study and the OPA application.

### **Site and Area Specific Policy 15**

In July 2019, City Council adopted a settlement with First Capital Realty on their appeal of OPA 231 with respect to 2150 & 2194 Lake Shore Boulevard West and 23 Park Lawn Road. The settlement was approved by the LPAT on August 22, 2019, which brought into force SASP 15. SASP 15 can be found in Attachment 4 of this report.

SASP 15 redesignates part of the lands from *Employment Areas* to *Regeneration Areas*, as well as sets out the direction and scope for a Secondary Plan on the site. Along with identifying the need for a Secondary Plan, SASP 15 also outlines the following matters:

- residential uses and live work uses, or any land uses not permitted in *General Employment* or *Regeneration Areas* may only be permitted once the Park Lawn GO Station is Provincially approved and funded;
- a mix of affordable housing must be provided on site;
- interim uses, with the exception of residential uses and live-work uses, are permitted on the lands prior to the completion of the Secondary Plan;
- on-site TTC improvements must be secured to the City's satisfaction;
- a minimum of 98,000 square metres of non-residential gross floor area must be provided with a specific mix of non-residential uses being achieved;
- specific uses, including heavy manufacturing and large-scale, stand-alone retail stores are not permitted on the site; and
- other specific matters that the Secondary Plan must include (see Section 4 of SASP 15).

SASP 15 will be repealed and replaced with the Secondary Plan following its enactment.

### **Zoning**

The lands are zoned Class 1 Industrial Zone (I.C1) under the former City of Etobicoke Zoning Code. This zoning permits a mix of light industrial, commercial and recreational uses including medical offices, warehousing, community centres, athletic fields, daycares, professional or administrative offices, restaurants and banks.

The lands are zoned Employment Industrial Zone (E1.0) under the City-Wide Zoning By-law 569-2013. This zoning permits uses similar to those listed above and also includes artist studio, performing arts studio and pet services.

It should be noted that the zoning categories do not permit residential or live-work uses.

An area-specific Zoning By-law will be a deliverable of the Study, along with the Secondary Plan. It is anticipated that further site specific Zoning By-law Amendment applications will be submitted by First Capital Realty in accordance with the phasing and implementation strategy that will be contained within the Secondary Plan. The proposed zoning will permit a variety of land uses including residential, commercial/retail, hotel, and office and will provide guidance on built form, parking, phasing, community benefits and the use of holding provisions.

### **Site Plan Control**

Development within the subject lands will be subject to the Site Plan Control, however, no applications have been received to date. It is expected that future applications for Site Plan Control will be submitted in accordance with the phasing and implementation strategy in the Secondary Plan.

### **Design Guidelines**

As part of the Study, a new set of Urban Design Guidelines will be created. The Urban Design Guidelines will illustrate the essential elements and important built form relationships that will shape the emerging community, and that reflect the intent and policies of the Secondary Plan. Together with the built form, public realm and mobility policies, the Urban Design Guidelines will support ongoing implementation, provide a broad perspective for incremental change and present standards to assist in the review of development applications. Developed as a direct outcome of the Council-directed Secondary Plan process, these Guidelines will serve as an accompanying document to implement the Official Plan and the Secondary Plan as contemplated by Policy 5.3.2 (1) of the Official Plan.

The following City-wide design guidelines will be used in evaluation of the application and as a reference for the preparation of Urban Design Guidelines drafted alongside the Secondary Plan policies:

- Building Types: Tall Buildings and Mid-Rise Buildings;
- Streetscape & Public Space: Complete Streets, Streetscape Manual, Bicycle Parking Facilities and Privately-Owned Publicly Accessible Spaces (POPS);
- Environmental: Bird Friendly Guidelines; and
- Healthy Communities: Growing Up: Planning for Children in New Vertical Communities.

## **CHRISTIE'S PLANNING STUDY OVERVIEW**

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### **Study Initiation, Themes and Key Directions**

In September 2019, City staff initiated the Study following a settlement with First Capital Realty regarding the subject lands. SASP 15 outlines the specific items that must be

addressed in the Secondary Plan and area-specific Zoning By-law (see Attachment 4). The outcome of the Study will be a comprehensive planning framework for the subject lands focusing on the following themes:

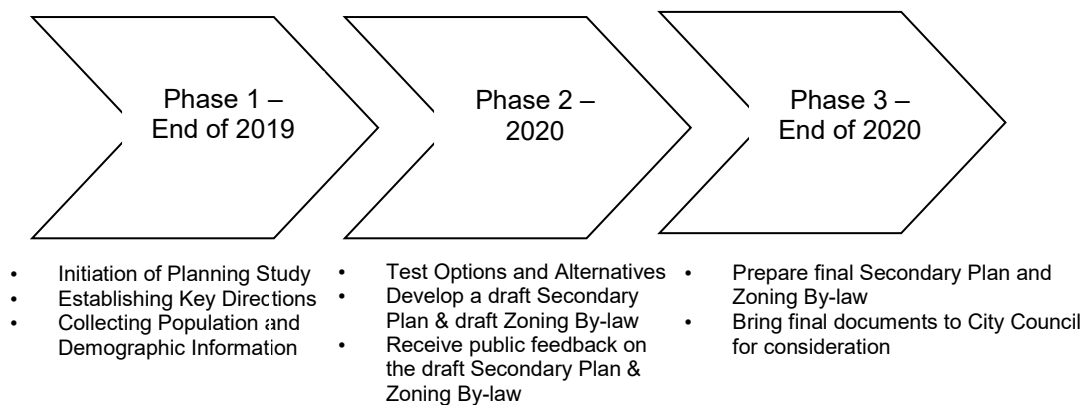
- Mobility;
- Built Form and Land Use;
- Parks and Open Spaces;
- Community Services and Facilities; and
- Infrastructure, Energy and Environment.

Within each of the study themes, key directions have been established to guide the policy direction in the Secondary Plan. In total, there are 15 key directions. A complete list of the Study's key directions is listed in Attachment 5 of this report. The key directions are discussed in greater detail in the 'Preliminary Directions' section of this report.

### Study Work Program

The Christie's Planning Study is divided into three phases, as outlined in Figure 1 below. The Study will result in a recommended Secondary Plan, recommended area-specific zoning by-law and Urban Design Guidelines. Public and stakeholder consultation will occur throughout each phase of the study.

Figure 1: Christie's Planning Study Phases



## DEVELOPMENT APPLICATION

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### Application Description

The OPA application submitted by First Capital Realty proposes to amend SASP 15 by redesignating the lands from *Regeneration Areas* to *Mixed Use Areas* and *Parks and Open Spaces*. The *General Employment Areas* established through SASP 15 are not proposed to be changed (see Attachment 6: First Capital Realty – Draft Land Use Plan).

The redevelopment of the subject lands is proposed to be completed in multiple phases and include: a new GO Station, mixed-use development in mid-rise and tall buildings, new public streets, a new public park and Privately-Owned Publicly Accessible Spaces (POPS). This proposal includes employment, residential, retail and entertainment uses on the subject lands.

The OPA application introduces a Master Plan which identifies a vision for the site (see Attachment 7: First Capital Realty – Context Plan and Attachment 8: First Capital Realty – Phasing Plan).

First Capital Realty's Master Plan includes the following:

- A new GO Station (Park Lawn GO Station) and a transit hub (integrating the new GO Station with TTC service) as well as a proposed street network including a combination of private and public streets. In addition, a 'relief road' is proposed to provide additional site access and traffic circulation through the subject lands.
- A multi-phased, mixed-use development with a total gross floor area of approximately 654,711 square metres (of which 547,767 square metres for residential use, 41,924 square metres for office uses, 42,701 square metres for retail use, and 22,319 square metres for hotel uses (with affiliated commercial space). A total of 15 towers ranging in heights from 22 to 71-storeys as well as 21 buildings ranging in heights up to 12-storeys. A total of 7,446 residential units are proposed (372 bachelor units, 3,351 one-bedroom units, 2,978 two-bedroom units, and 745 three-bedroom units).
- A new public park (approximately 0.5 hectares or 5% of the total site area) as well as three privately-owned public squares that would be connected by a covered galleria, laneways, mews and enlarged sidewalks, as well as additional Privately-Owned Publicly Accessible Spaces (POPS).

The Application Data Sheet presented in Attachment 10 of this report provides a detailed summary of the development application statistics.

## **Application Submission**

A complete application was submitted on October 21, 2019. A Notification of Complete Application was issued on November 8, 2019.

The following reports/studies/drawings were submitted with the OPA application:

- Master Plan and Planning Rationale
- Master Plan Drawings
- Urban Transportation Considerations Report
- Energy Strategy
- Housing Issues Report

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- Heritage Impact Assessment
- Sun/Shadow Study
- Public Consultation Strategy Report

Policy 4 in SASP 15 provides a list of plans and studies that are required to be included as part of the Study. The following plans and studies were also submitted with the OPA application:

- Land Use Plan
- Parks and Open Space Plan
- Phasing Strategy and Implementation Plan
- Physical Structure Plan and Public Streets Plan
- Urban Design Guidelines
- Economic Development Strategy
- Compatibility/Mitigation Strategy
- Rail Safety Strategy
- Infrastructure Master Plan
- Green Infrastructure Strategy

The above plans and reports/studies/drawings may all be found here:

<https://aic.to/2150LakeShoreBlvdW>

It should be noted that the following reports/studies have not been received:

- Contaminated Site Assessment – the owners have addressed the remediation required on the site during the demolition of the former factory and are currently working through the related Ministry of Environment & Energy processes. The related documentation was not available at the time of submission and will be submitted with a resubmission of materials.
- Natural Heritage Impact Study and Environmental Impact Study – it has been confirmed that there are no known natural heritage features identified on the subject lands. It is the applicant's understanding that the requirement for such studies has been identified in relation to the lands to the northwest of the site that is envisioned to contain a new 'relief road' as part of the conceptual Master Plan. These studies would be submitted at the time of a future Zoning By-law Amendment application and/or Draft Plan of Subdivision application.
- Archaeological Assessment – it is the applicant's understanding that the mapping of sites with archaeological potential is currently being updated to remove this site from the map based on previous studies that were submitted with the original OPA application by the previous land owners (Mondelez Canada Inc.).

## **CO-ORDINATION BETWEEN THE STUDY AND THE APPLICATION**

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As part of the Study, staff will continue to engage in Master Plan-level discussions with First Capital Realty and City staff, agencies and stakeholders, to frame and advance the Secondary Plan and Zoning By-law while informing the final recommendations on the OPA application. As such, the Study and the OPA application will be undertaken concurrently. The goal is to have these two processes inform the future plan of subdivision, rezoning and site plan control applications that are anticipated to be submitted by First Capital Realty. A set of preliminary comments have been provided in the 'Preliminary Directions' section of this report within the framework of the Study's themes.

### **Coordinated Public Consultation**

The first Open House for the Study took place on October 17, 2019. Notice was delivered to over 17,500 addresses in and around the subject lands. The purpose of the event was to publicly launch the Study, provide background information on SASP 15, introduce the study scope and schedule, encourage attendees to get involved in the Study process, obtain feedback on the Study's key directions and hear from local residents. The event was attended by approximately 400 people. A summary of this meeting and all presentation materials may be found on the Study's website: [www.toronto.ca/christies](http://www.toronto.ca/christies).

On November 12, 2019, City Planning staff hosted a community consultation meeting for the site specific application to introduce and gather feedback on the proposal. Approximately 310 members of the public attended along with the applicant, their consulting team and City staff. Presentations were provided on the application by City staff and First Capital Realty, and information boards were available for review.

The presentation materials and information boards may be found here: <https://aic.to/2150LakeShoreBlvdW>.

Comments on both the Study and the application were taken and recorded from the public. The feedback received at each of these meetings has been summarized below in the 'Preliminary Directions' section.

As part of the Study, a stakeholder working group will be established to undertake focused discussions related to the Secondary Plan policy directions and the Zoning By-law. It is anticipated that this group will meet bi-monthly or at major milestones throughout the Study. This group will be comprised of local resident groups, major landowners, Councillor representatives and City staff. The stakeholder working group will include members that were previously engaged in discussions regarding the site and creation of guiding principles between 2013-2018. The stakeholder working group and consultation activities will help inform the Study and the site-specific application.

Information on future consultation activities will be summarized and posted online on the Study's website: [www.toronto.ca/christies](http://www.toronto.ca/christies)

## **Aligned Initiatives**

At both the October 17, 2019 and November 12, 2019 consultations, staff addressed the aligned work being carried out by Transportation Services staff on the Park Lawn Lake Shore Transportation Master Plan.

First Capital has agreed to undertake the necessary planning and technical analysis to advance the GO Station, and are prepared to undertake the Transit Project Assessment Process (TPAP). This will include public consultation, an assessment of impacts and filing of supporting documentation. The delivery of the GO Station and the redevelopment of this site will be integrated.

As the Study progresses, consultation activities for the Park Lawn Lake Shore Transportation Master Plan and Transit Project Assessment Process will be aligned wherever possible to reduce the number of meetings and ensure that the aligned initiatives associated with the Study and the OPA application are presented in a coordinated manner.

## **Implementation and Phasing**

The Secondary Plan and Zoning By-law will include policy direction and requirements to ensure that planned infrastructure, transit facilities, servicing and community services and facilities are available through all phases of development. The use of holding by-laws will ensure that the necessary infrastructure is available on the subject lands.

As part of the Master Plan materials, First Capital Realty has proposed a phasing strategy and implementation plan, as outlined in Attachment 8: First Capital Realty – Phasing Plan.

It is anticipated that future development applications including applications for Zoning By-law Amendments and Site Plan Control will be submitted aligning with the final phasing plan contained within the Secondary Plan and Zoning By-law.

## **Section 37 Community Benefits**

The Official Plan provides for the use of Section 37 of the *Planning Act* to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. The Study will recommend a Section 37 benefit package in accordance with Section 5.1.1 (6) of the Official Plan.



## **PRELIMINARY DIRECTIONS**

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The following is a summary of the Study's key directions and the feedback received on each theme at the Fall 2019 public consultations. Within each section, the key direction is identified with initial feedback and direction received to date combined with comments from the application circulation.

### **Mobility**

A detailed assessment is underway as part of the Study and the Park Lawn Lake Shore TMP on the existing and planned transportation system on and surrounding the subject lands. This includes the delivery of the new Park Lawn GO Station; the integration of TTC service; a preferred network of public streets (with the associated minimum right-of-way widths); signalizations; number and configuration of parking and loading spaces; transit rights-of-way and stop locations; cycling infrastructure, including cycle tracks, and bicycle parking and facilities; and pedestrian infrastructure, including pedestrian clearways, well-designed public realm, and pedestrian comfort and amenity.

The results of this assessment will inform the Secondary Plan and Zoning By-law.

### **Creating a New Public Streets and Blocks Plan**

The configuration of the local street network (within the study area) will be determined through the Study with a focus on integrating the proposed street network on site with the existing street network along Park Lawn Road and Lake Shore Boulevard West to create a wider sense of community. New roads on the subject lands will be public streets that implement the City's Complete Street Guidelines. The proposed new street network will serve to break up the large development block and create more permeability to and from the site. The vision is to create a network of fine grain development parcels that provide an improved pedestrian environment, more direct connections to transit and more connections for cycling.

First Capital Realty has proposed a street network (see Attachment 7: First Capital Realty – Context Plan) as part of their Master Plan that includes both private and public streets. A one-way 'loop road' is proposed through the site with dedicated TTC streetcar service with three local roads (two private and one public) extending from the 'loop road'. A 'relief road' is proposed adjacent to the Gardiner Expressway that connects Park Lawn Road to Lake Shore Boulevard West along the northern edge of the subject lands. The 'relief road' is designed as a service road providing consolidated access to below grade parking and service areas for the site and as an additional link between Park Lawn Road and Lake Shore Boulevard West.

### **Creating a New Transit Hub**

The provision of higher-order transit options and access is a key component to unlocking the development potential of the subject lands. SASP 15 requires that before

residential uses are permitted, a new Park Lawn GO Station must be Provincially approved and funded. In 2018, Metrolinx prepared an Initial Business Case for the Park Lawn GO Station. Since then, Metrolinx and First Capital have been working together to develop a strategy and an agreement for the provision of the new GO station.

Currently, the TTC Humber Loop serves as an important connection for transit service to southern Etobicoke. While the Humber Loop will be maintained for operational flexibility, the Study and the TMP will explore opportunities to enhance TTC service on the site and within the existing network to serve existing and future residents. These opportunities under review include a new dedicated streetcar loop on the subject lands that connects directly to the new Park Lawn GO Station, and optimizing the existing bus service on Park Lawn Road as part of an urban transportation network for passengers going to/from the Station, surrounding lands and Lake Shore Boulevard West.

By prioritizing transit in the development of the site, the travel options for residents and visitors to the area will increase. Based on initial analysis provided by First Capital Realty, it is estimated that a GO train ride from the subject lands to Union Station will be approximately 12 minutes. This service will attract existing and future downtown commuters from the area, relieving vehicle congestion on the local and broader street network.

The location of the subject lands having a direct access to the rail corridor, the existing streetcar service along Lake Shore Boulevard West and the adjacent bus connections, provides an opportunity to secure an integrated transit hub for the neighbourhood that would provide excellent connections between TTC streetcar, bus and GO Transit services.

### **Promoting Active Transportation**

People come to and move through the area in many different ways including walking, cycling, public transit and car. The Study will prioritize walking, cycling and surface transit to provide a range of accessible options for people to move around the area. The significant public investment in major transit infrastructure, through the introduction of the Park Lawn GO Station and integrated TTC service, is expected to result in a high non-auto modal split focused on transit, supported by walking and cycling. The prioritization of transit on this site will be reflected in reduced residential parking rates which will be set out in the implementing Zoning By-law.

The recommended Secondary Plan will include policies that will facilitate improved walkability and encourage cycling by creating direct convenient routes, wider sidewalks, high-quality streetscape, secure bicycle parking and clear and helpful signage.

### **Public Feedback Received**

Traffic - attendees expressed concerns regarding current traffic congestion along Lake Shore Boulevard West and Park Lawn Road as well as the broader public street

networks within this area. They are concerned that the redevelopment of the subject lands will lead to increased vehicular traffic.

New GO Station – strong support was shown for a new GO Station as part of the redevelopment of this site. Attendees expressed that the station should be built as quickly as possible. Others emphasized the importance of maintaining the current Mimico GO Station service levels.

Cycling and Pedestrian Movements - attendees expressed the need for better cycling and pedestrian infrastructure by improving the connections and crossing locations in the area.

Existing Transit Service – TTC riders expressed that transferring at the Humber Bay loop is inconvenient and that streetcar service along Lake Shore Boulevard West can be unreliable and welcomed the idea of integrating TTC service with the new GO Station. Others noted that the Humber Bay Loop is isolated and feels unsafe. Complaints were received about overcrowding on the existing bus service network.

## **Built Form and Land Use**

### **Determining the Appropriate Scale and Fit of Buildings**

The Official Plan emphasizes the importance of new development fitting within its existing and/or planned context, while limiting impacts on neighbouring streets, parks and open spaces. The Study will determine the appropriate scale of built form that will both intensify the subject lands and create a new community focused around an animated, cohesive and generous public realm. New development must be integrated into the surrounding context of buildings along Park Lawn Road and Lake Shore Boulevard West.

The existing built form fronting Park Lawn Road and Lake Shore Boulevard West provides a lower-scale development to maintain a pedestrian scale along these streets. The Study will recommend a built form along the edges of the subject lands that reflects the existing context to create streetscapes that are pedestrian scaled and attractive.

The Tall Building Design Guidelines implement the Official Plan Policies regarding fit and transition in scale; sunlight and sky view; pedestrian realm and street animation, including publicly accessible open space; servicing, access and parking; base building height and first floor height; and scale and separation distances between buildings.

Tall buildings will be sited at key locations to minimize their impacts and ensure that the buildings respond to the existing context along Park Lawn Road and Lake Shore Boulevard. All new tall buildings should comply with the City's Tall Building Design Guidelines and provide separation distances that are similar or greater to those existing along Park Lawn Road and in Humber Bay Shores.

The Zoning By-law will secure an appropriate number of buildings, tower separation distances, tower floorplate sizes, as well as outline the maximum building heights based on staff's analysis of potential impacts, including shadowing and wind conditions. Additional direction for setbacks, stepbacks, entrance locations and building design will be provided in the Urban Design Guidelines.

### **Providing Non-Residential Uses**

A mix of uses is a requirement of the site's re-development. Achieving a mix of land uses, including residential, retail/commercial and office is vital to creating a new complete community that serves existing and future residents and workers.

Schedule B within SASP 15 identifies the mix of non-residential uses required on the site. A minimum of 98,000 square metres of non-residential uses is required with generally 51% of the gross floor area required to be office space and the remaining 49% required to be a mix of retail/commercial space.

The Study will determine the appropriate locations for the non-residential and residential uses, as well as public parkland. In particular, the Secondary Plan will recommend a Land Use Plan that addresses potential land use compatibility issues associated with the CN Rail Line, the Gardiner Expressway and the Ontario Food Terminal. The Study will also outline the provision of land uses and timing through the phasing plan.

First Capital Realty's proposed Master Plan shows a conceptual breakdown of land uses which meets the requirements of SASP 15 by providing a minimum of 98,000 square metres of non-residential floor area, with a mix of office and retail/commercial uses. Further refinement of the proposed Master Plan is expected throughout the process of the Study.

### **Minimizing Shadow and Wind Impacts**

The Official Plan requires that development limit shadowing on streets, properties and open spaces and minimize any additional shadowing and uncomfortable wind conditions on neighbouring parks to preserve their utility. It also requires new development to maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces.

First Capital Realty has provided a wind and sunlight analysis in relation to their proposed Master Plan. As the City develops a proposed Structure Plan for the subject lands, staff will perform a similar analysis to ensure that the effects of shadow and wind on streets, parks and open spaces are minimized.

### **Providing Affordable Housing Options**

The Official Plan encourages a full range of housing opportunities to meet the current and future needs of residents. SASP 15 outlines that affordable housing must be

provided on the site. The affordable housing must be delivered by one of three ways: the conveyance of land to the City to accommodate 20% of the residential gross floor area; the provision of 10% of the residential gross floor area as purpose-built rental units or the conveyance to the City of 5% of the residential gross floor area as purpose-built rental units; or affordable ownership units. Staff and First Capital Realty will determine which of the three options for the delivery of affordable housing is most appropriate as the Study advances.

SASP 15 also mandates that a mix of 2 and 3-bedroom units be provided on the site. The proposed Master Plan by First Capital Realty has not yet reached the level of detail required for floor plans and unit layouts, however, a unit mix and average unit sizes are proposed as follows:

Unit Type	Average Unit Size (sq. ft.)	Desired Mix
Studio	400	5%
1-Bedroom	525	30%
1-Bedroom + Den	660	15%
2-Bedroom	750	25%
2-Bedroom + Den	950	15%
3B +	1100	10%

The Master Plan proposes 50% 2 and 3-bedroom units which is appropriate under the City's draft Growing Up Guidelines. The unit sizes of each unit type will have to be further defined as the plan develops. The affordable housing and the mix of unit types will be included as policy direction in the Secondary Plan with specific requirements outlined in the Zoning By-law.

### **Conserving the Cultural Heritage of the Property**

First Capital Realty has provided a Heritage Impact Assessment (HIA) with the application. The report addresses both the cultural heritage history associated with the former Christie's factory and the cultural significance of the water tower.

First Capital Realty is proposing to re-locate the water tower from its current location adjacent to the Gardiner Expressway to the proposed public park lands. The renderings show the water tower as being re-branded but maintaining the red and white paint scheme.

Staff are reviewing the HIA provided by First Capital Realty and conducting their own research on both the cultural heritage and the water tower. If it is determined that the subject lands and/or the water tower have cultural attributes that are necessary to be

protected, a report will be brought forward to the Toronto Preservation Board prior to the completion of the Secondary Plan that outlines a recommended plan for conservation.

### **Public Feedback Received**

**Building Heights** – concerns were raised regarding the existing building heights and densities along Park Lawn Road and in Humber Bay Shores and the building heights proposed by First Capital Realty. Residents were positive about the lower scaled buildings proposed on the subject lands.

**Sunlight** – questions were raised regarding the impacts of the proposed buildings and whether there would be a loss of sunlight on existing parks and open spaces along the waterfront. Attendees also stressed that new parks and open spaces should have good sunlight access.

**Retail Uses** – area residents expressed concern with the lack of convenient shopping opportunities within the surrounding neighbourhood and would welcome more retail uses on the subject lands.

**Land Use Compatibility** – questions were raised regarding air quality and noise impacts from the rail line and the Gardiner Expressway on the residents of the new development.

**Affordable Housing** – general satisfaction was expressed with securing affordable rental housing in the development, in particular family-sized housing. Comments were received both for and against deeply affordable housing being provided on the subject lands. It was noted by attendees that the City's definition of affordable housing is not truly affordable.

**Mix of Unit Types**– support was shown for achieving a mix of unit types, especially larger family-sized units. Comments were also received in favour of providing seniors' housing on the subject lands.

**Heritage Preservation** – general support for the protection of the water tower on site.

### **Parks and Open Spaces**

#### **Integrating a Large Public Park on the Site**

Parks and open spaces are integral to the creation of complete communities. The parks and open space system should form a network that includes a variety of open space elements which provide for a range of uses and activities, including active and passive recreation and community gathering.

Providing a large public park on the site provides valuable open space that has increased opportunities for recreation, sports and community programming. While the area is well-served by the connection of existing parkland along the waterfront, the re-

development of the subject lands presents an opportunity to secure new public parkland that will serve both existing and future residents. The new parkland will also be developed and programmed with required community services and facilities. First Capital Realty has proposed a park of 0.5 hectares, which represents approximately 5% of the site area, located at the north end of the site. The park is irregular in shape and extends in an east-west direction along the proposed 'loop road'. The park is framed by buildings at the north end, adjacent to the Gardiner Expressway.

Parks, Forestry and Recreation staff have indicated that a large continuous, regular shaped park should be provided on-site in accordance with the policies within Section 3.2.3 of the Official Plan. The park should have frontage on a minimum of two public streets and be co-located or in close proximity to any required community services and facilities.

### **Creating a Network of Open Spaces and High Quality Public Realm**

The public realm components of the subject lands, including the location, size and configuration of these spaces, the use profile of these spaces, and their comfort (sun, wind, weather protection and cold-weather suitability), will be key structural components of the Secondary Plan. A strong public realm will establish the structure for the area to grow and evolve in the future and contribute to place-making.

The objective is to create a viable open space system with an enhanced public realm that is supported by a connecting network of public open spaces. The public realm should also legibly link beyond the subject lands to existing and emerging public spaces, including the existing parkland surrounding the site and the existing network of natural areas including the Humber Bay Shore park network along Lake Ontario, Humber River and Mimico Creek.

First Capital Realty is proposing a network of diverse spaces on the subject lands including the public park, three privately-owned public squares, a galleria and expanded planting areas along the proposed sidewalks and lanes. These spaces will be reviewed through the Study and the application process.

### **Prioritizing Park Amenities and Recreation Facilities**

Parks and recreation facilities are physical spaces that support participation in sport, recreation and leisure activities. The Parks and Recreation Facilities Master Plan (FMP) 2019 – 2038 was adopted by City Council on November 9, 2017. On October 29, 2019 City Council unanimously adopted the FMP Implementation Strategy 2019-2038. The FMP Implementation Strategy is a prioritization tool and a funding roadmap for both new and enhanced facilities and state of good repair.

Redevelopment of the subject lands presents an opportunity to provide additional park amenities and recreational facilities to address the increase in population that was not originally contemplated in the FMP. As part of the Study, Parks, Forestry and

Recreation staff will make recommendations on the services that are needed in the area having regard for the comments received by the public regarding the area's existing challenges.

### **Public Feedback Received**

Existing Parkland - attendees indicated they regularly visit and enjoy the area's network of existing parks and trails, particularly those along the waterfront, such as Humber Bay Park East and West, Jean Augustine Park, Humber Bay Shores Park and Humber Bay Promenade Park.

New Parkland - attendees expressed concern regarding the lack of public park space in the proposed Master Plan, particularly identifying the need for new park amenities including recreational facilities such as sports fields, sports courts (particularly tennis and basketball), open and all-weather gathering spaces, exercise equipment, skating trails/rinks, playgrounds and supporting uses such as washrooms and food vendors.

## **Community Services and Facilities**

### **Integrating Public Facilities to Ensure a Complete Community**

As part of the Study, staff are evaluating the impact of the proposed development and local development activity on the area's community services and facilities (CS&F), which includes daycares, libraries, schools, recreational facilities and human service agencies. The evaluation includes an assessment of existing service and capacity levels and a survey of the future anticipated needs based on the estimated increases in population within the area. Staff will prioritize the community service and facility needs in the area and will provide the requirements to First Capital Realty. Any new facilities or spaces will be secured in the Secondary Plan and Zoning By-law, along with the proposed Phasing Plan. The Study's CS&F area and existing inventory is shown in Attachment 9 of this report.

First Capital Realty was advised that the City would be undertaking a detailed review of what CS&F is required and therefore did not provide a detailed CS&F proposal as part of their proposed Master Plan. Currently, as part of First Capital Realty's Master Plan, a new daycare and a new library have been shown. However, First Capital Realty has indicated that these are placeholder facilities that could accommodate a range of CS&F uses based on the City's findings.

### **Public Feedback Received**

Community Services - area residents expressed concern regarding the lack of community centres, daycare facilities and senior centres within the surrounding neighbourhood. The need for child care, particularly affordable child care, within the area was raised.



School Board Accommodation - area residents expressed concern that local schools are overcrowded and that children from the redevelopment of the subject lands would add pressure on the existing schools. Attendees stated their desire for a school on the subject lands.

Social Cohesion - there was a common interest in having more opportunities for socializing and going out locally, including restaurants, shops and cafes.

## **Infrastructure, Energy and Environment**

### **Targeting Zero Emissions**

Zero-emissions development consists of buildings that are designed to use as little energy as possible and any energy that is required comes from low-carbon, renewable sources. To achieve zero-emissions development, energy efficiency must be integrated into all elements of the building design including building orientation, massing, envelope, insulation levels and minimized air leakage. A key initiative to achieving zero emissions in new development is to use renewable thermal energy for heating and cooling. Examples in Toronto include solar thermal heating, geo-exchange (i.e. ground-source), sewer heat recovery and lake water cooling. City staff are in discussions with First Capital Realty about the opportunities that exist on the subject lands to target zero emissions through the use of renewable energy sources.

### **Achieving Climate Resilience**

The climate is changing and Toronto must adapt. The City is expected to experience hotter, drier summers with more heat waves, warmer and milder winters, and fewer but much more intense spring, summer and fall rainfall events. Toronto has adopted two reports on building a more resilient Toronto – Resilient City: Preparing for Extreme Weather Events (2013) and Resilient City: Preparing for a Changing Climate (2014). The City will need to take action to ensure Toronto's resilience, including designing and constructing buildings to withstand extreme weather disruptions and providing a refuge during periods of shocks or stresses. These new weather patterns will affect how buildings, landscapes, infrastructure and the public realm are designed to be resilient.

Redevelopment of the subject lands offers an opportunity to establish a foundation to not just survive future shocks and stress, but to thrive with a resilient community. The Study will incorporate policies that guide future development to ensure that streets and buildings are designed to absorb stormwater, improve the quality and quantity of biodiversity, expand the tree canopy and ensure that back-up power is available for essential services.

City Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance

measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision. In addition to conformity with the environmental performance measures of the Toronto Green Standard, the Secondary Plan will contain policies that guide future development applications on the subject lands to ensure that sustainability, resiliency and energy performance are embedded in all design matters.

### **Ensuring Sufficient Infrastructure Capacity for Future Development**

As part of the Study, City staff are reviewing the existing infrastructure capacity (roads, transit, water, sewage, hydro, etc.) to determine what upgrades are necessary to existing infrastructure in order to accommodate the proposed redevelopment of the subject lands. This work also includes an analysis of the cumulative impacts of all proposed applications in the vicinity of the subject lands.

First Capital Realty has provided an Infrastructure Master Plan as part of their application submission. The report provides a high level servicing strategy for the proposed Master Plan. As discussions about the Master Plan advance, a Functional Servicing Report will be required that evaluates the effects of the proposed change in land use and the overall development on the City's municipal servicing infrastructure and watercourses, and will provide a rationale for any new infrastructure and upgrades to existing infrastructure.

The timing and phasing of the infrastructure required to support redevelopment of the subject lands will be contained within the Secondary Plan. The use of holding provisions in the Secondary Plan and Zoning By-law will ensure that adequate infrastructure is available prior to any development. If upgrades to the existing infrastructure network are required, the applicant will be responsible for ensuring the necessary upgrades have occurred prior to development commencing on the subject lands.

### **Public Feedback Received**

Hydro – attendees expressed concern with the reliability of Hydro service in the area because they have experienced frequent power outages.

Emergency Services - attendees expressed concern for the availability of police, fire and paramedic services in the area.

Climate resilience – attendees expressed general support for measures that will address climate change and create a resilient community.

Trees - emphasis was placed on the role that healthy trees play to reduce impacts of climate change.

Biodiversity - participants recognized the importance of supporting biodiversity through landscape design.

## Next Steps

Staff are evaluating different development options for the subject lands and will begin drafting Secondary Plan policies in Q1 2020. The OPA application, and any future development applications pertaining to the site, will be reviewed in conjunction with the work that is being advanced by the Study.

Staff will continue to work closely to ensure coordination of aligned initiatives, including the Park Lawn Lake Shore Transportation Master Plan and Waterfront Reset. Future public consultation activities on the OPA application and the Study will be aligned with the Park Lawn Lake Shore TMP. It is anticipated that the next public consultation event will take place in Q1 2020. As part of on-going consultation, a stakeholder working group will be established to provide updates on the key directions being advanced by the Study, as well as to gather feedback.

## CONTACT

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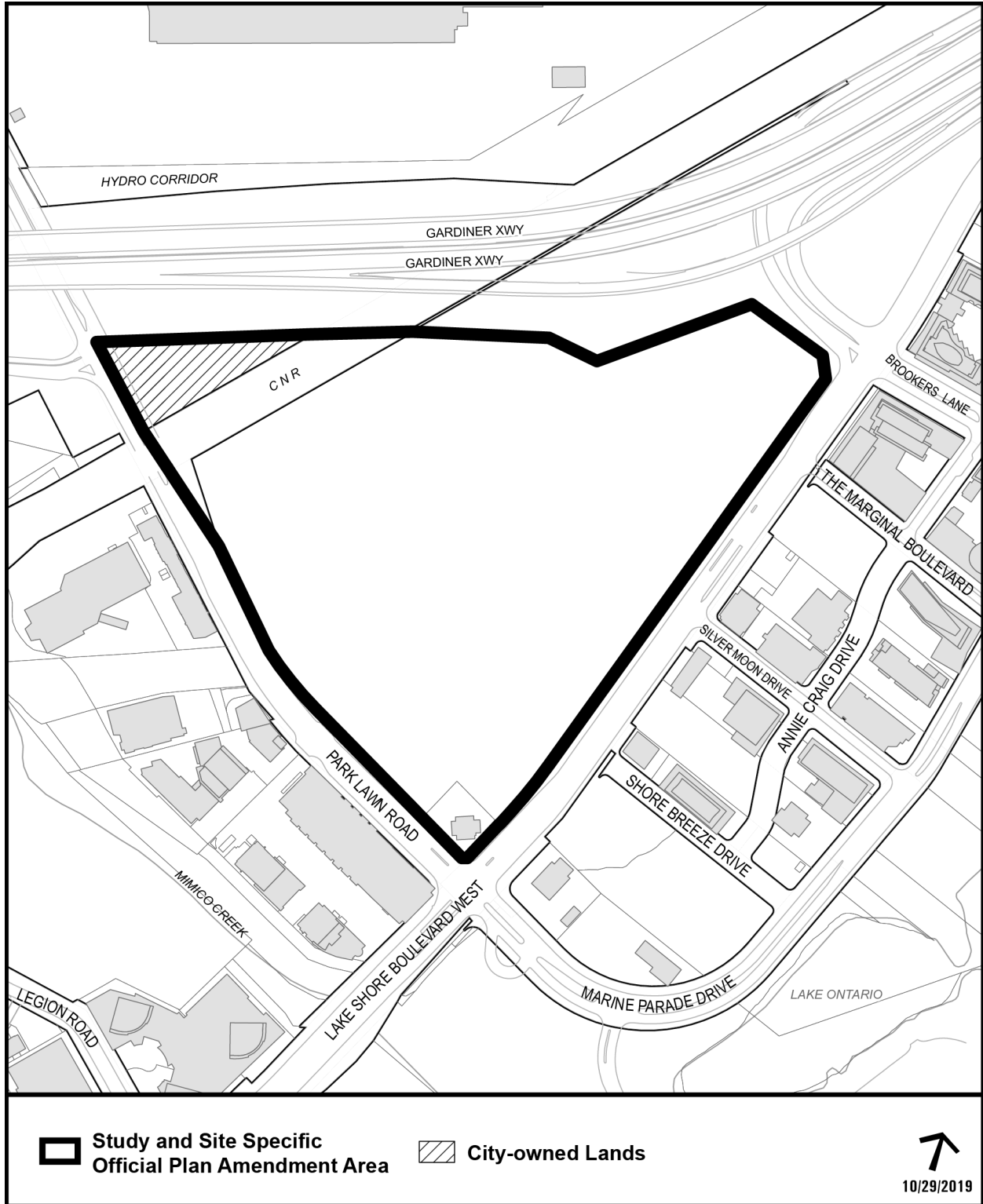
Gregg Lintern, MCIP, RPP  
Chief Planner and Executive Director  
City Planning Division

## ATTACHMENTS

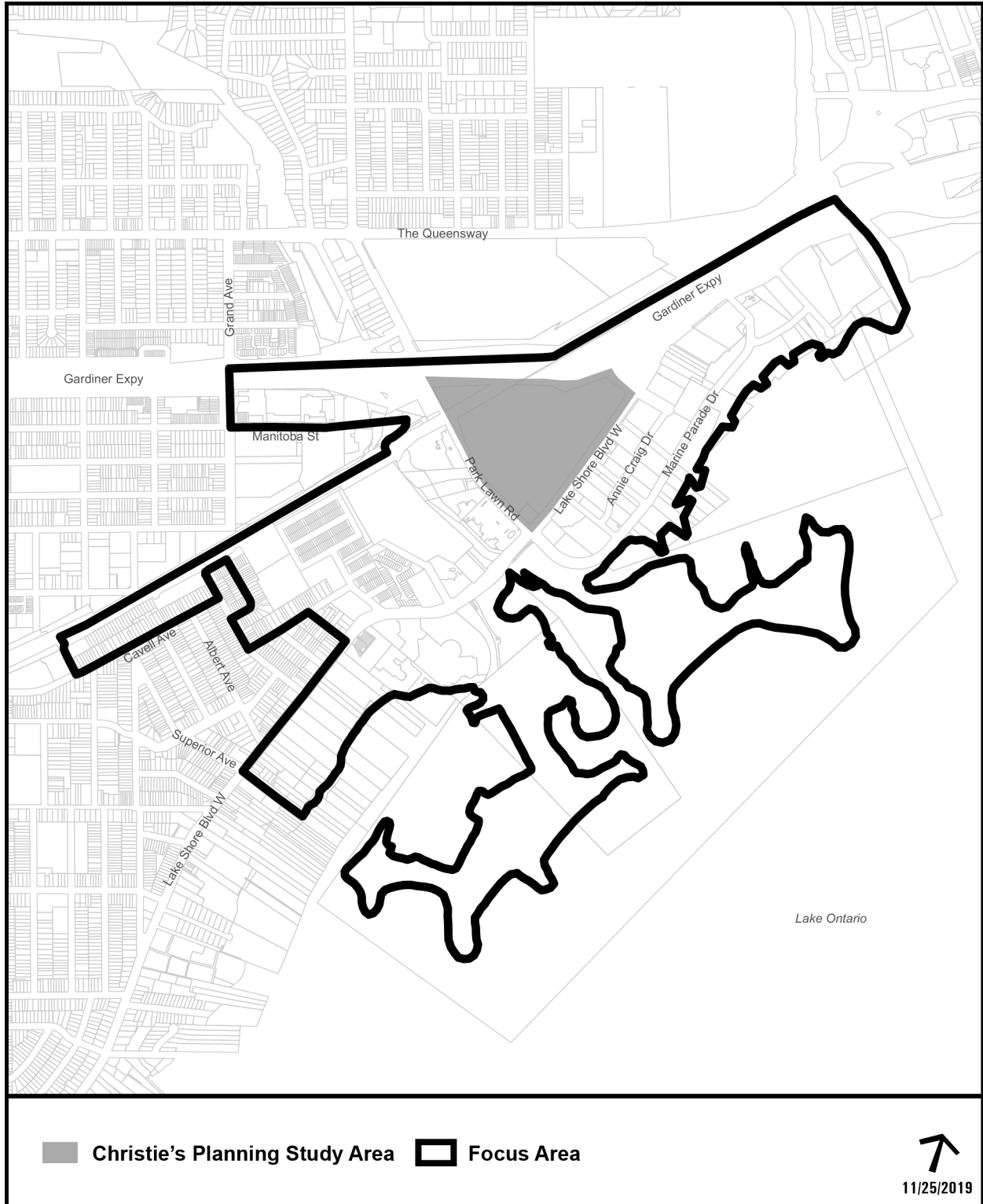
Attachment 1: Location Map  
Attachment 2: Christie's Planning Study – Focus Area  
Attachment 3: Official Plan Policies Applicable to the Study and the OPA Application  
Attachment 4: Site and Area Specific Policy 15 (SASP 15)  
Attachment 5: Christie's Planning Study Themes and Key Directions  
Attachment 6: First Capital Realty – Draft Land Use Plan  
Attachment 7: First Capital Realty – Context Plan  
Attachment 8: First Capital Realty – Phasing Plan  
Status Update – Christie's Planning Study;  
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Attachment 9: Community Services & Facilities Map – Existing Inventory  
Attachment 10: Application Data Sheet

# Attachment 1: Location Map



## Attachment 2: Christie's Planning Study – Focus Area



## **Attachment 3: Official Plan Policies Applicable to the Study and the OPA Application**

### **Built Environment (3.1)**

#### ***Public Realm (3.1.1)***

Section 3.1.1 of the Official Plan describes policies related to the Public Realm, including a series of policies on quality, streets and views requiring that:

- new development will enhance the quality of the public realm,
- enjoyment of valleys and ravines will be protected by ensuring appropriate proximities with development (esp. height and massing) to preserve views and vistas from the valley,
- City streets are significant public open spaces, intended to incorporate a complete streets approach, as well as providing building access and address, view corridors, sky view and sunlight,
- Toronto's concession road grid is a major organizing element to be maintained, improved,
- development will preserve and enhance scenic views and routes

The Official Plan outlines a series of obligations related to new streets, including that new streets be designed to provide connections with adjacent neighbourhoods; promote a connected grid of streets that offers safe and convenient travel options; extend sight lines and view corridors; divide larger sites into smaller development blocks; implement the Complete Streets approach; and improve the visibility, access and prominence of unique natural and human-made features. Policies are clear that new streets should be public streets, and that private streets, where they are appropriate, should be designed to integrate into the public realm and meet the design objectives for new streets.

Respecting new blocks, design objectives include that blocks should have an appropriate size and configuration for the proposed land use, scale of development and intended form of buildings and open space; promote street-oriented development with buildings fronting onto street and park edges; and allow for incremental, phased development.

Design objectives related to new parks and open spaces require that these connect and extend, wherever possible, existing parks, natural areas and other open spaces; provide a comfortable setting for community events as well as individual use; provide appropriate recreational space and emphasize and improve unique aspects of the area's natural and human-made heritage. Parks and open spaces should also front onto a street for good visibility, access and safety.

### ***Built Form (Sections 3.1.2 and 3.1.3)***

The Official Plan requires that new development be located and organized to fit within its existing and/or planned context, and includes direction on building and entrance siting, ground floor uses, and parking and vehicular access. Massing is also required to fit harmoniously into the existing and/or planned context, limit its impact on surrounding areas, and create appropriate transitions in scale, including limiting shadowing and uncomfortable wind conditions. New development is required to provide amenity for adjacent streets and open spaces, including streetscape improvements, weather protection, landscaped edges and integral landscaped open space, and provision of public art.

Taller buildings are required to be located in such a way to ensure adequate access to sky view for the proposed and future use. The Official Plan acknowledges the larger civic responsibility associated with tall buildings; defines objectives for the base, middle and top of buildings; and requires such to address key urban design considerations related to civic structure, built form and context.

### ***Public Art (3.1.4)***

The Official Plan encourages the inclusion of public art in all significant private sector developments across the City, and the dedication of one per cent of the capital budget of all major municipal structures to public art.

### ***Heritage Resources (Section 3.1.5)***

The Official Plan recognizes the importance of recognizing cultural heritage and heritage resources.

### ***Housing (Section 3.2.1)***

Large residential developments provide an opportunity to achieve a mix of housing in terms of type and affordability. Housing policies within Section 3.2.1 of the Official Plan indicate that on large sites, generally greater than 5 hectares in size, a minimum of 30% of the new housing units will be in forms other than single-detached and semi-detached houses, such as row housing, triplexes and multi-unit residential buildings. Additionally, in accordance with the Section 5.1.1 of the Plan where an increase in height and/or density is sought, the first priority community benefit will be the provision of 20% of the additional residential units as affordable housing. This affordable housing contribution may take the form of affordable housing constructed on-site or the conveyance of land in the development to the City for the purpose of affordable housing.

### ***Community Services and Facilities (Section 3.2.2)***

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc. The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The

Status Update – Christie's Planning Study;

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City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

### ***Parks and Open Spaces (Section 3.2.3)***

The Official Plan contains policies to ensure that Toronto's system of parks and open spaces are maintained, enhanced and expanded. The Official Plan policies address parkland acquisition and best practices for new parkland including minimizing the effects of development on park spaces. Policy 3.2.3 (5) of the Official Plan outlines the alternative parkland policies for new residential development proposals. For sites greater than 5 hectares, the parkland dedication will not exceed 20 percent of the development site area.

The City-owned portion of the lands within the Study area is designated *Natural Areas* in the Official Plan. The sale or disposal of City owned lands in *Parks and Open Space Areas* is not allowed, however, City owned land in *Parks and Open Space Areas* may be exchanged for other nearby land of equivalent or larger area and comparable or superior green space utility. Development is generally prohibited within this designation, other than for recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities

### ***Building New Neighbourhoods (Section 3.3)***

The Official Plan requires a comprehensive planning framework when developing new neighbourhoods. The policy framework should reflect the Official Plan's city-wide goals as well as the local context. The Official Plan states that the framework should include, among other matters: the pattern of streets, development blocks, and open space; the mix and location of land uses; and a strategy to provide parkland. The Building New Neighbourhoods policies of the Official Plan also require that new neighbourhoods will be viable communities that are carefully integrated into the surrounding fabric of the City.

### ***Natural Environment (Section 3.4)***

The Official Plan recognizes the importance of a healthy natural environment to strong communities and a competitive economy. The Natural Environment section sets out best practices for new development related to environmental efficiencies, hazards and ecosystem health.

### ***Economic Health (Section 3.5)***

The Official Plan includes policies which support the foundations of competitiveness, intended to nurture and expand Toronto's economy. These include policies aimed at attracting new and expanding employment clusters that are important to Toronto's competitive advantage, promoting international investment in Toronto, and stimulating transit-oriented office growth adjacent to existing and approved and funded higher order transit. Investment in enabling infrastructure is contemplated by key agencies as well as

through partnership agreements supporting its maintenance, improvement and extension to support current and future employment needs.

Investment in cultural capital is also advanced, including policies supporting the inclusion of new, not-for-profit arts and cultural facilities in development.

#### ***Employment Areas (Section 4.6)***

Section 4.6 of the Official Plan describes *Employment Areas* as "hothouses where we grow our enterprises and jobs", and recognizes that businesses increasingly require flexibility in order to compete effectively in the global economy.

A broad and inclusive approach to employment uses in *Employment Areas* is needed for the City's economic future. Uses that support the prime economic function of *Employment Areas*, such as parks; small scale retail stores and services to meet the daily needs of business and employees; and restaurants must also be readily accessible within *Employment Areas*. Uses that detract from the economic function of these lands will not be permitted to locate in *Employment Areas*.

#### ***Regeneration Areas (Section 4.7)***

Section 4.7 indicates Regeneration Areas are unique areas of the City where a mixture of uses is encouraged and where strategies and a framework for development shall be "tailor-made" based on the specific policies of a Secondary Plan.

#### ***Height and/or Density Incentives (Section 5.1.1)***

Section 37 of the *Planning Act* allows the City to enter into an agreement with an applicant to grant a height and/or density increase for a particular project that is greater than the zoning by-law would otherwise permit in return for community benefits. Section 5.1.1 (6) outlines the capital facilities that can be secured as community benefits.

#### ***Holding By-laws (Section 5.1.2)***

Section 5.1.2 of the Official Plan outlines the policies related to holding by-laws, the instances where City Council can impose them and the conditions for removal.

#### ***Secondary Plans (Section 5.2.1)***

Section 5.2.1 of the Official Plan outlines the City-building objectives for Secondary Plan areas to stimulate and guide development of highly functional and attractive communities.

## Attachment 4: Site and Area Specific Policy 15 (SASP 15)

Official Plan Amendment No. 231 is modified as follows:

1. Map 2, Urban Structure, is amended by deleting *Employment Areas* on the southern portion of the lands known municipally as 23 Park Lawn Road and 2150 Lake Shore Blvd. W. and the entirety of 2194 Lake Shore Blvd. W.
2. Map 15, Land Use Plan, is amended by re-designating the lands known municipally in 2018 as 23 Park Lawn Road, 2150 Lake Shore Blvd. W. and 2194 Lake Shore Blvd. W. identified as 'Area A' from *Employment Areas* to *Regeneration Areas* and to *General Employment Areas* for lands identified as Area 'B', as shown on the attached Schedule A.
3. Chapter 7, Site and Area Specific Policies, is amended by deleting the text of Site and Area Specific Policy No. 15 and replacing it with the following new text and map:

### '15. East of Park Lawn Road and North of Lake Shore Boulevard West

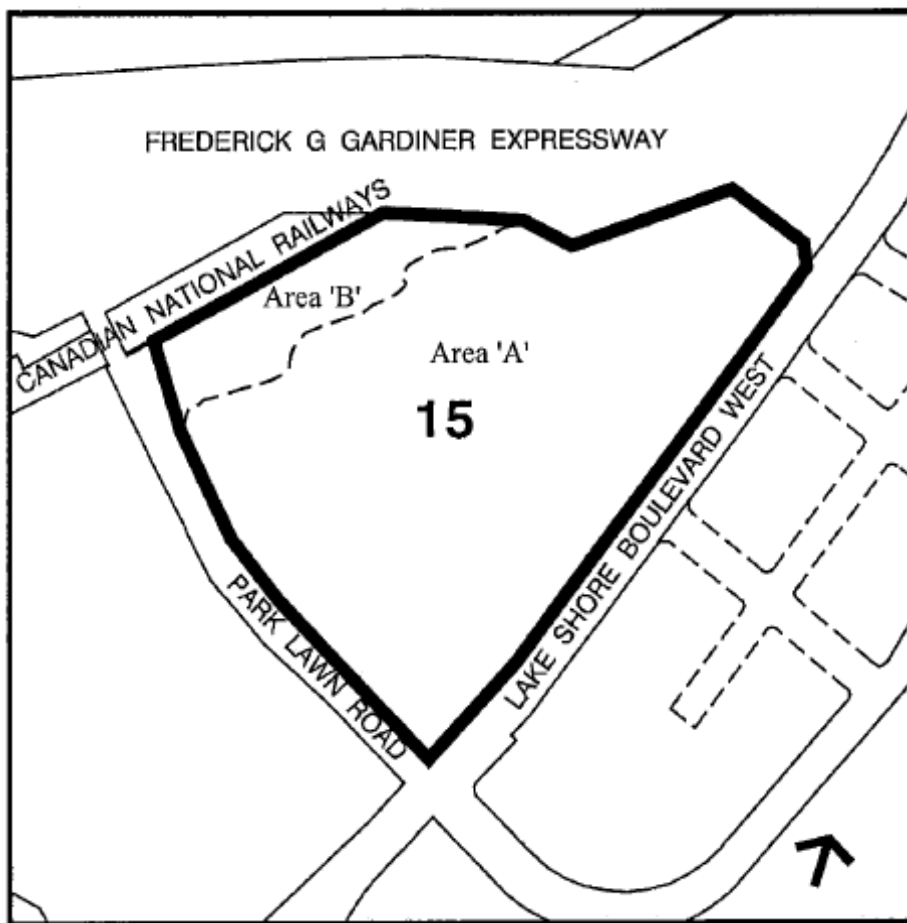
1. All uses permitted under the *General Employment Areas* designation and *Regeneration Areas* designation, including interim uses, with the exception of residential uses and live-work uses, are permitted on the lands prior to the completion of a Secondary Plan. No form of residential uses and/or live-work uses, will be permitted in *General Employment Areas* or *Regeneration Areas*, prior to the adoption of a Secondary Plan.
2. Any form of residential uses and live-work uses, or any land uses not permitted in *General Employment Areas* or *Regeneration Areas*, may only be permitted once a GO Transit station to be located on the lands (the Park Lawn Go Station) is Provincially approved through the Metrolinx Transit Project Assessment Process and endorsement by the Metrolinx Board with secured funding through appropriate agreements and on-site TTC improvements are also secured to the City's satisfaction.
3. A minimum of 98,000 square metres of non-residential gross floor area will be provided at full build out of all the lands outlined in Schedule A. Development of this non-residential gross floor area:
  - a. will be comprised of uses listed in Schedule B, provided that:
    - i. uses listed in Column 1 will account for the 51 per cent or more of the minimum non-residential gross floor area;
    - ii. uses listed in Column 2 will account for less than 49 per cent of the minimum non-residential gross floor area; and
    - iii. uses listed in Column 3 will not be counted towards the minimum non-residential gross floor area.

- b. will be constructed in each phase, prior to, or concurrent with residential development to provide a balance of employment and residential growth in all phases of development; and
  - c. may be implemented in a mixed use form through stratified land use designations, which is to be determined through the Secondary Plan process, provided that:
    - i. a significant number of jobs are established on these specific sites;
    - ii. the proposed uses would not adversely affect the overall viability of any nearby *Employment Areas* or those outlined in Schedule A; and
    - iii. it is demonstrated that existing or planned infrastructure and public service facilities will accommodate the proposed uses.
4. In addition to the matters identified in Policy 2 of Section 4.7 Regeneration Areas the area study leading to the Secondary Plan will include:
- a. A Land Use Plan that provides for the redesignation of *Regeneration Areas* lands to *Apartment Neighbourhoods, Mixed Use Areas, Parks and Open Space Areas, Institutional Areas, and General Employment Areas*, as appropriate. The Land Use Plan will inform the maximum building heights and densities across the site to be included within the Secondary Plan;
  - b. A Phasing Strategy and Implementation Plan to ensure the orderly development of a mix of uses on the site and which may include the use of holding provisions to provide for the orderly sequencing of development in phases, including the provision of infrastructure and services;
  - c. A Heritage Impact Assessment that considers the cultural heritage value of the property, particularly the existing water tower structure;
  - d. A Physical Structure Plan that integrates the site with the surrounding community, which applies the City's "Complete Streets" principles and establishes a network of public streets, development blocks, pedestrian and cycling facilities and connections, and parks and open spaces that contributes to a safe, comfortable and connected public realm;
  - e. A Public Streets Plan that accommodates new development and ensures connectivity, in keeping with the directions and/or outcomes of the on-going Park Lawn Lake Shore Transportation Master Plan;
  - f. A Parks and Open Space Plan that identifies locations of new public parks and other open spaces and that includes a full unencumbered parkland dedication on the lands;
  - g. Urban Design Guidelines that set out the framework for the appropriate built form;
  - h. An Economic Development Strategy that identifies opportunities for sustained employment and non-residential investment and recommends actions and policies to attract businesses and support employment growth;

- i. A Compatibility/Mitigation Strategy that takes into consideration impacts from surrounding land uses and facilities and identifies mitigation measures for each phase;
  - j. A Housing Plan that identifies for each phase of residential development both the percentage of units that will be two and three bedrooms in size, and a mix of affordable housing through one or more of the following delivery mechanisms:
    - i. The conveyance of land to the City sufficient to accommodate 20% of the residential gross floor area;
    - ii. The provision of 10% of the residential gross floor area as purpose-built rental units with affordable rents secured for a period of no less than 20 years; and/or
    - iii. The conveyance to the City of 5% of the residential gross floor area as purpose-built rental units or affordable ownership units.
  - k. A Community Services and Facilities Strategy that identifies community space and facilities needs, including the provision of new schools, daycares, libraries, community recreation centres, and other services, and sets out priorities to support growth and which may include potential locations and recommended phasing as well as opportunities for co-location. The specific community space and facilities identified through the needs study will be secured through appropriate agreement(s) between the City and owner that will be registered on title;
  - l. A Rail Safety Strategy for sensitive uses, which includes noise and vibration mitigation, where required;
  - m. An Infrastructure Master Plan that identifies water, sanitary, stormwater and hydro infrastructure requirements and development strategy;
  - n. A Green Infrastructure Strategy that includes consideration of stormwater management systems and trees; and
  - o. An Energy Strategy to address energy conservation including peak demand reduction, resilience to power disruptions and small local integrated energy solutions that incorporate renewable, district energy, combined heat and power or energy storage to address the City's targets of carbon reduction.
5. On the lands outlined in Schedule A, the following policies also apply:
- a. Heavy manufacturing uses are not permitted;
  - b. Large scale, stand-alone retail stores and "power centres" are not permitted;
  - c. Notwithstanding Policy 1 of this Site and Area Specific Policy, the development of uses permitted in *General Employment Areas* and *Regeneration Areas*, with the exception of residential uses and live-work uses, are permitted in advance of a Secondary Plan provided that:
    - i. It can be demonstrated that development will not adversely impact the development of the remainder of the lands; and,

- ii. The necessary transit and transportation improvements, water, sanitary, stormwater and hydro services are available and determined through a complete application.
6. Boundaries of land use designations on Map 2, Urban Structure and Map 15, Land Use Plan respecting the lands are general and where the intent of the Plan is maintained, such that a minimum of 1.4 hectares of *General Employment Areas* is provided, minor adjustments to boundaries will not require amendment to this Plan.'

**Schedule A**



## Schedule B

### Permitted Non-residential Uses (refer to Policy 15.3.a)

Column 1	Column 2	Column 3
Office	Retail	Community and sports recreation centre
High tech industrial	Service	Library
Light manufacturing	Hotel	Public School
Business incubators	Private fitness centre	All other schools except business and trade schools
Creative industries**	Restaurant	Community Services and facilities
Scientific research and development	Warehouse, wholesaling and distribution	Transit station and other essential infrastructure installations
Call centres	Daycare	
Research	Livetheatre, cinema, entertainment venue	
Information Services	Showroom	
Data processing	Art gallery, artist studio	
Software development	Business and trade school	
Corporate headquarters	Financial institution	
Non-retail financial services		
Medical offices		

**\*\*Creative industries** have their origin in individual creativity, skill and talent and which have a potential for wealth and job creation through the generation and exploitation of intellectual property, including: arts and crafts; broadcasting; design; film, video and photography; music and the visual performing arts; publishing; software, computer games and electronic publishing; film studio.

## **Attachment 5: Christie's Planning Study Themes and Key Directions**

### **Mobility**

1. Creating a new streets and blocks plan
2. Prioritizing investment in public transit and creating a new transit hub
3. Promoting networks and connections for walking and cycling

### **Built Form and Land Use**

4. Determining the appropriate scale and fit of buildings
5. Providing non-residential uses
6. Minimizing shadow and wind impacts
7. Providing affordable housing options
8. Conserving the cultural heritage of the property

### **Parks and Open Spaces**

9. Integrating a large public park on the site
10. Creating a network of open spaces and high quality public realm
11. Prioritizing park amenities and recreation facilities

### **Community Services and Facilities**

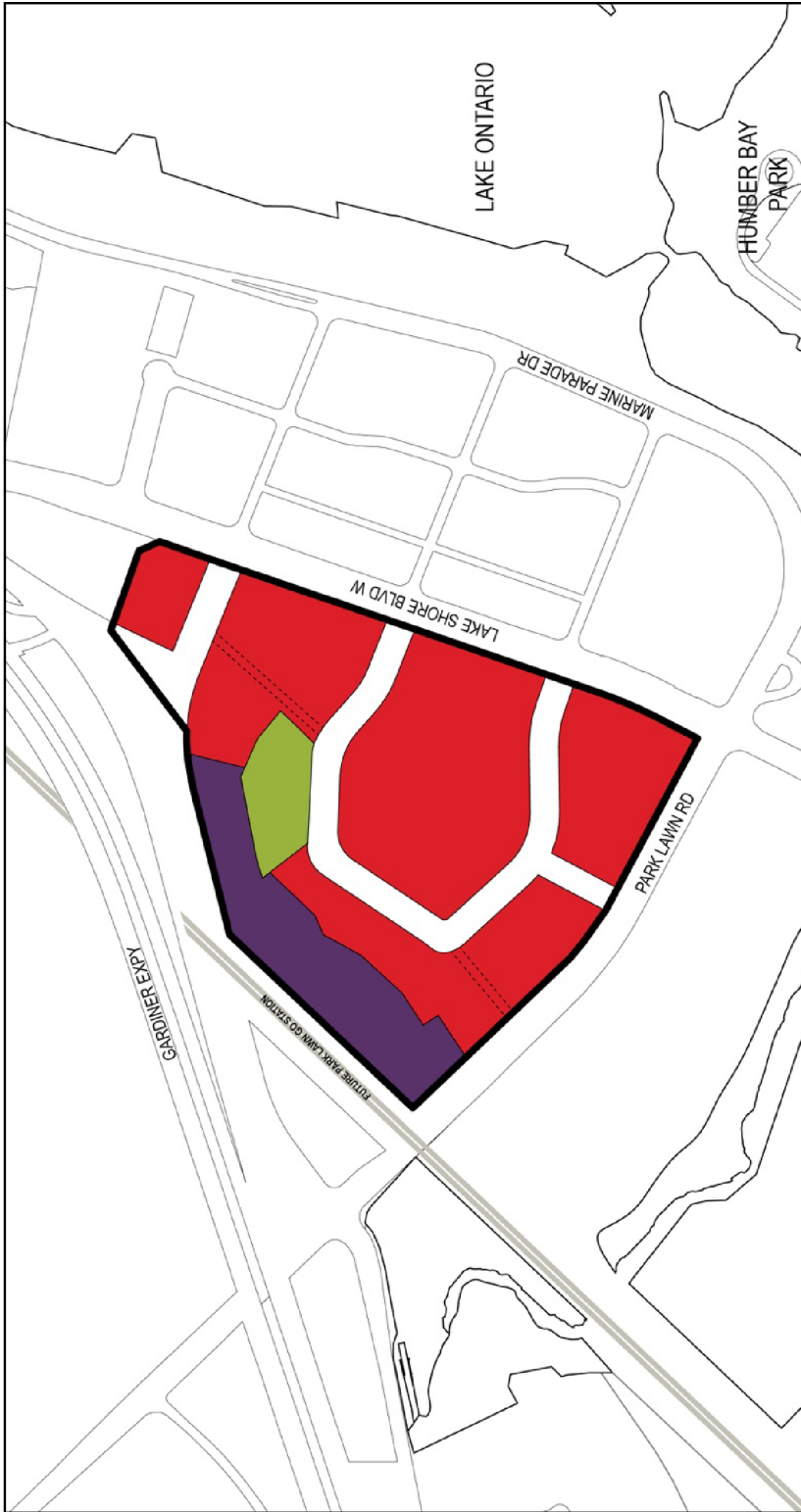
12. Integrating public facilities to ensure a complete community

### **Infrastructure, Energy and Environment**

13. Targeting zero emissions
14. Achieving climate resilience
15. Ensuring sufficient infrastructure capacity for future development



**Attachment 6: First Capital Realty – Draft Land Use Plan**



**Toronto**  
**Schedule A**

**2150 & 2194 Lake Shore Boulevard West  
and 23 Park Lawn Road**  
File # 19 183725 WET 03 OZ, 19 239170 WET 03 OZ

- 2150-2194 Lake Shore Boulevard West and 23 Park Lawn Road ("the lands")
- Mixed Use Areas
- General Employment Areas
- Parks and Open Space

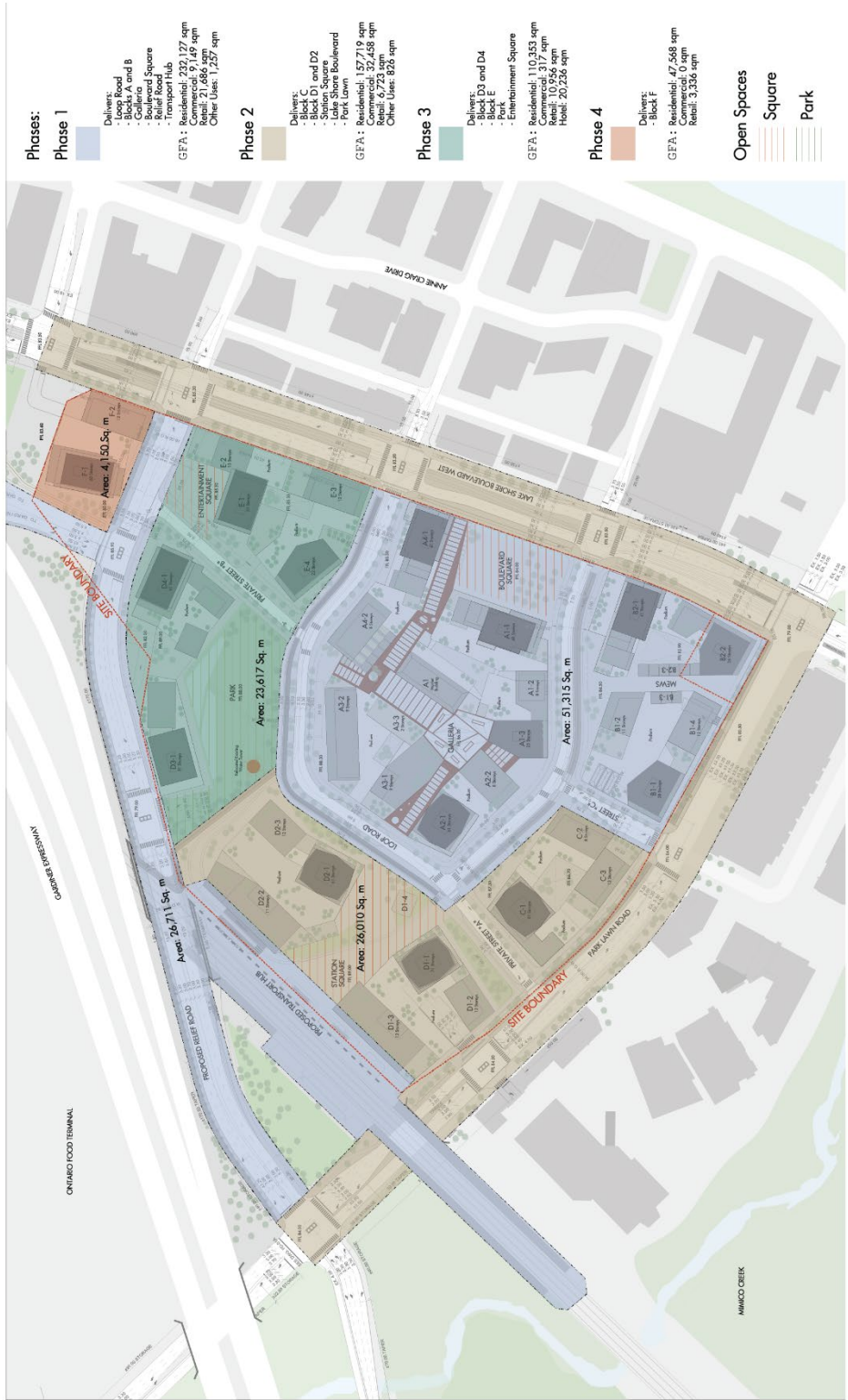
City of Toronto By-law 569-2013  
Not to Scale  
11/06/2019

# Attachment 7: First Capital Realty – Context Plan



Context Plan

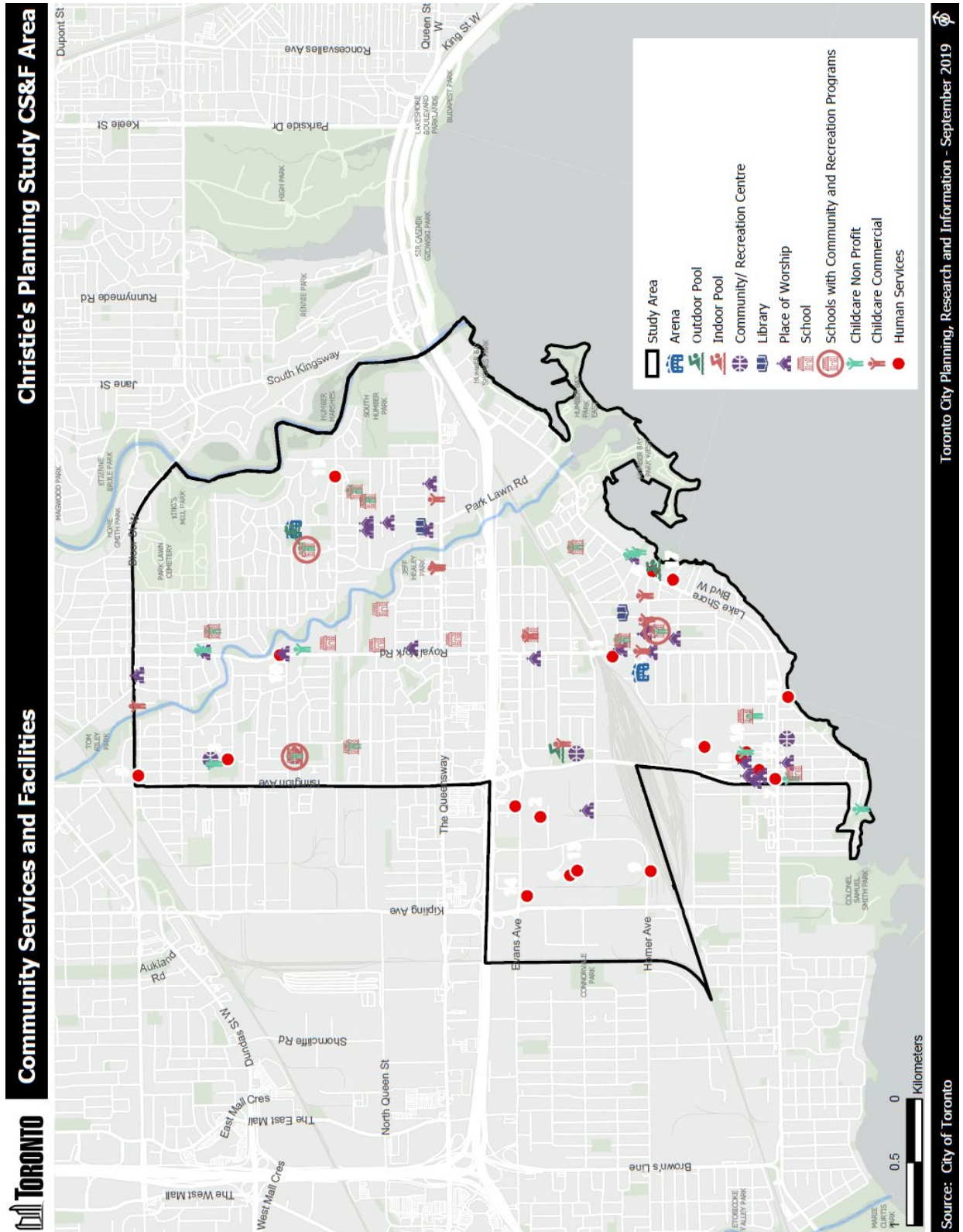
# Attachment 8: First Capital Realty – Phasing Plan



Phasing Plan

	<b>Phase 1</b>	<b>Phase 2</b>	<b>Phase 3</b>	<b>Phase 4</b>
<b>Construction Phasing</b>	<ul style="list-style-type: none"> <li>• Transport Hub (approval and funding)</li> <li>• Relief and Loop Roads (public streets)</li> <li>• Galleria</li> <li>• Boulevard Square</li> <li>• Blocks A and B (25 to 61-storey towers)</li> </ul>	<ul style="list-style-type: none"> <li>• Station Square and the intermodal hub</li> <li>• Improvements along Lake Shore Boulevard and Park Lawn Road</li> <li>• Block C (61 - storey tower)</li> <li>• Block D1 and D2 (61 and 71-storey towers)</li> </ul>	<ul style="list-style-type: none"> <li>• New public park (5,175 m<sup>2</sup>)</li> <li>• Entertainment Square</li> <li>• Block D3 and D4 (31 and 51-storey towers)</li> <li>• Block E (22 and 51-storey towers)</li> </ul>	<ul style="list-style-type: none"> <li>• Block F (60-storey tower)</li> </ul>
<b>Phase Lot Area</b>	51,315	26,010	23,617	4,150
<b>Residential</b> Gross Floor Area (m <sup>2</sup> )	232,127	157,719	110,353	47,568
<b>Commercial</b> Gross Floor Area (m <sup>2</sup> )	9,149	32,458	317	0
<b>Retail</b> Gross Floor Area (m <sup>2</sup> )	21,686	6,723	10,956	3,336
<b>Other</b> Gross Floor Area (m <sup>2</sup> )	1,257	826	20,236 (Hotel)	0

# Attachment 9: Community Services & Facilities Map – Existing Inventory



## Attachment 10: Application Data Sheet

Municipal Address: 2150 & 2194 LAKE SHORE BOULEVARD WEST and 23 PARK LAWN ROAD Date Received: October 21, 2019

Application Number: 19 239170 WET 03 OZ

Application Type: OFFICIAL PLAN AMENDMENT (OPA)

Project Description: An Official Plan Amendment application to redesignate the subject lands from *Regeneration Areas* to *Mixed Use Areas* and *Parks and Open Spaces* for a new GO Station as well a mixed-use development which would include mid-rise and tall buildings. The redevelopment of this site would be completed in multiple phases with new public streets, a new public park and Privately-Owned Publicly Accessible Spaces (POPS). This proposal includes employment, residential, retail and entertainment uses

Applicant	Agent	Architect	Owner
URBAN STRATEGIES INC. (CYNDI ROTTENBERG-WALKER)		ALLIES and MORRISON, GROSS.MAX., ADAMSON ASSOCIATES, and DTAH	FIRST CAPITAL HOLDINGS (PARK LAWN) CORPORATION

### EXISTING PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas and General Employment Areas	Site Specific Provision:	Site and Area Specific Policy 15 (SASP 15)
Zoning:	I.C1 and E 1.0	Heritage Designation:	
Height Limit (m):		Site Plan Control Area:	Yes

### PROJECT INFORMATION

Site Area (sq. m):	112,000	Frontage (m):	1,379	Depth (m):	Irreg.
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Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq. m):			49,870	49,870
Residential GFA (sq. m):			547,767	547,767
Non-Residential GFA (sq. m):	325		106,944	106,944
Total GFA (sq. m):	325		654,711	654,711
Height - Storeys:			22 to 71	22 to 71
Height - Metres:				

Lot Coverage Ratio ( % ): 44.8                      Floor Space Index: 5.9

Floor Area Breakdown	Above Grade (sq. m)	Below Grade (sq. m)
Residential GFA:	547,767	
Retail GFA:	42,701	
Office GFA:	41,924	
Industrial GFA:	0	
Institutional/Other GFA:	22,319	

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			7,446	7,446
Other:				
Total Units:			7,446	7,446

#### Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:	0	372	3,351	2,978	745
Total Units:	0	372	3,351	2,978	745