STAFF REPORT
ACTION REQUIRED


Date: December 14, 2016
To: City Council
From: City Solicitor
Wards: Ward 6 – Etobicoke - Lake Shore
Reference Number: 07 103514 STE 30 TM

SUMMARY

Mimico-by-the-Lake Secondary Plan (OPA 197) was adopted by City Council in July 2013. General and two site specific appeals to the Ontario Municipal Board were filed (PL130885). The hearings were divided into 3 phases. Following the first phase and pursuant to a Decision issued March 31, 2016, OPA 197, as modified, was then in full force and effect subject only to site specific appeals and one remaining general issue relating to the appropriateness of the lakeside street in Precinct B of the Secondary Plan area. The Board’s decision on the second phase of the hearing relating to the site specific appeal on 2313 and 2323 Lake Shore Boulevard West and the remaining general issue was issued on August 30, 2016. This decision established a framework for amendments which the Board directed the City to consider and prepare modifications to OPA 197 within four months of the Decision. Consultation with parties and participants was contemplated. The purpose of this report is to seek direction from City Council for proceeding. City Planning has been involved in preparation of this report.

RECOMMENDATIONS

The City Solicitor, in consultation with the Chief Planner and Executive Director, City Planning recommends that:

1. City Council support the approach and the draft amendments to the Mimico-by-the-Lake Secondary Plan (OPA 197) generally as set out in Attachment 1 to the
Report of the City Solicitor (December 13, 2016), for the purpose of further consultation with the parties and participants as contemplated in the Ontario Municipal Board Decision issued August 30, 2016 and relating to the Phase II hearing of appeals.

2. City Council delegate authority to the Director of Planning, Etobicoke York District, in consultation with the City Solicitor, to prepare a final submission to the Ontario Municipal Board of proposed amendments to the Mimico-by-the-Lake Secondary Plan (OPA 197) that, in the Director’s opinion, responds to and appropriately implements the Board’s Decision issued August 30, 2016 relating to the Phase II hearing and that is generally as contemplated in Attachment 1 to the Report of the City Solicitor (December 13, 2016) subject to revision as the Director deems appropriate following the consultative process with parties and participants.

3. City Council delegate authority to the Director of Planning, Etobicoke York District, to give direction to the City Solicitor, as may be necessary, for the purpose of matters arising in connection with the Phase II hearing relating to the appeals of the Mimico-by-the-Lake Secondary Plan and implementation of the Ontario Municipal Board Decision issued August 30, 2016.

4. City Council authorize and direct the appropriate City Officials to take the necessary action to implement the foregoing, including authorizing the Director of Planning, Etobicoke York District to propose amendments to the Mimico 20/20 Urban Design Guidelines (February 2013) as are necessitated by or determined to be appropriate in connection with the policy amendments relating to the lakeside street in Precinct B.

Financial Impact

The recommendations of this report will have no financial impact beyond what has been already approved in the current year’s budget.

DECISION HISTORY

The link to EYCC Item 25.15 adopted by City Council at its meeting July 16, 17, 18 & 19, 2013 adopting OPA 197 (By-law No. 1103-2013) is:
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EY25.15

The link to EX44.14, adopted by Executive Committee at its meeting August 20, 2014 and including a report of the Deputy City Manager, dated August 6, 2014 is:
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX44.14

The link to MM3.39 adopted by City Council at its meeting February 10 & 11, 2015 outlining certain terms of settlement on the general Phase 1 appeals is:
The link to MM 9.54 adopted by City Council at its meeting September 30, October 1 & 2, 2015 outlining certain terms of settlement on the Phase II site specific appeal relating to 2313 & 2323 Lakeshore Boulevard West is:

ISSUE BACKGROUND

Matters have arisen that require the instruction of City Council.

COMMENTS

Background Planning Context:

Mimico-by-the-Lake Secondary Plan (OPA 197) was adopted by City Council in July 2013 as By-law No. 1103-2013. General and two site specific appeals to the Ontario Municipal Board were filed (PL130885). The proceedings were divided into 3 phases.

The first phase hearing related to the general appeals and the Board’s decision was issued March 31, 2015. In the Decision the Board identified and declared that those parts of OPA 197 not under appeal were in full force and effect as of March 9, 2015. The Board also approved all remaining parts of OPA 197 that were under general appeal, excluding the general appeal on the appropriateness of the lakeside street in Precinct B, subject to certain modifications as previously supported by Council (Item MM3.39; February 10 & 11, 2015) and technical amendments supported by City staff in evidence. OPA 197, as modified, was then in full force and effect subject only to site specific appeals and a remaining general issue relating to the lakeside street in Precinct B.

Phase II of the hearing commenced November 16, 2015. The matters before the Board for determination were limited to the remaining general issue as to the appropriateness of the lakeside street in Precinct B and the site specific appeal relating to 2313 & 2323 Lake Shore Boulevard West (the “Shoreline Site”).

The parties to the Phase II hearing included the City, Shoreline Towers Inc., Lakeshore Planning Council Corp. and Mimico Lakeshore Network. Participants included Abbe Edelson (Ward 6 Community Action Team), Mary Bella (Mimico Resident’s Association), South Beach Investments Limited (adjacent owner – south) and Vinen Atlantic S.A (adjacent owner - north).

The Shoreline Site is at the northerly limit within Precinct B. OPA 197 characterizes this precinct as a primarily stable residential precinct with some potential for future infill development and, states that should intensive redevelopment occur, it would be coordinated with the vision of adjacent precincts. The Shoreline Site extends from Lake Shore Boulevard West to the waterfront trail lands. It includes two 10-storey rental buildings with a central courtyard and surface parking at the rear (lakeside). The property is flanked north and south by dual access driveways. The site specific issues
applicable to the Shoreline Site that were the subject of appeal generally related to built form specificity, transportation/infrastructure obligations, housing policies, precinct plan implementation and Shorelines interpretation of the policies as burdensome and an impediment to development initiatives.

Phase III of the hearing has not been scheduled but will relate to the remaining site specific appeal (2491 Lake Shore Boulevard West).

**OMB Decision – Phase II Hearing (August 30, 2016):**

The Board’s decision on the second phase of the hearing was issued on August 30, 2016. The general and site specific appeals were allowed only in part. The Decision outlined a framework of amendments which included amendments on consent, those that were specific and directed by the Board and others of a more general nature for consideration.

Following the Decision, Shoreline Towers Inc. made a Section 43 Review request pursuant to the Ontario Municipal Board Act. The request relates to the Board’s determinations relating to the Shoreline Site and, in particular, the potential for the east-west driveway to service infill development as well as the Open Space designation. In the alternative to review, the applicant requested a rehearing on these matters. The Board has made no decision on the request for review at this time and, accordingly, any impact on the Decision is not able to be determined.

**General Appeal – Precinct B Waterfront Road**

The Board supported retention of the waterfront street in Precinct B. However, based on the technical evidence before it, the Board was satisfied that a reduced width, including the elimination of on-street parking, could still achieve the public realm objectives. The Board recommended flexibility in non-travelled portions to allow for private ownership with public access as a mechanism to maintain the objectives of the plan but provide opportunity to address potential constraints of a site and achieve desired built form.

**Site Specific Appeal – 2313 & 2323 Lake Shore Boulevard West (Shoreline Site)**

The Board was supportive of applying height Band C (10 to 15 storeys; 31.5m to 46.5 m) to the lakeside portion of the Shoreline Site on the same locational basis as the adjacent properties as well as within what would otherwise be the Band B section but commented that this was in no way intended to signal “any intention to destroy the existing apartment blocks in the immediate future”. The Board favoured flexibility in connection with the building setbacks along the proposed shoreline road to allow below grade structures within that space. Revisions to housing policies as previously settled (Item MM3.39; September 30 & October 1&2, 2015) were supported along with other technical modifications as had been agreed in the course of the hearing. Although not supportive of the current iteration of the Shoreline proposal, the Board clarified that it did not preclude the possibility of appropriate infill or, subject to other considerations, the use of the driveways for temporary private access to a potential infill site at the rear of the
property pending completion of the waterfront street. The Board indicated that it fully expected that with the revised dimensions of the waterfront street as contemplated and other considerations, a more appropriate building envelope could be defined by Shoreline Towers Inc. for infill purposes.

The framework of amendments contemplated by the Board in its Decision included other findings and recommendations more general to OPA 197 for City consideration which may, as appropriate, be applied to the Shoreline Site on a site specific basis in the context of the Phase II hearing matters. These included:

**Quality of Built Form:** It was the Board’s view that OPA 197 should address quality of built form commensurate with its showcase waterfront location and stated that podium-and-tower configuration should not be an “unwaivering requirement”. The OPA should allow for architectural flourishes and imaginative shapes offering good vistas to the lake.

**Horizontal Distances:** The Board did not intervene on policies relating to frontage requirements. It did recommend consideration as to whether separation distances at eye level should be increased and otherwise decreased.

**Numerical Specificity:** The Board did not interfere with policies establishing the number of storeys and height within identified height bands. However, the Board reiterated its position on appropriate allowance for architectural flourishes.

**Open Space:** The Board was not prepared to change the OS designation from the Toronto OP either as done in OPA 197 or as contemplated by Shoreline Towers Inc.

**Collective Action:** The Board suggested that, since OPA 197 was predicated on collective action of owners, it was important that provisions address how that would come about and include provisions encouraging the same.

**Paper Burden:** The Board suggested that OPA 197 should be more explicit on how the City proposes to use application processes like pre-consultation to avoid spiralling paperwork and to duplication of studies etc. The Board also suggested that the City take available measures to mitigate the risk of multiple appeals becoming a matter of course.

**Complete Community:** The Board commented that it would be beneficial for OPA 197 to elaborate on how the secondary plan area is intended to contribute to a complete community with a reasonable balance of employment and residential uses.

**Land Acquisition for Public Purposes:** In connection with submissions by Shoreline Towers Inc. relating to limitations on development, the Board suggested that the City verify that there is congruence between scale of development that it anticipates; the likely receivables for the City; the objective of improving Mimico’s ratio of parkland to population in light of City wide target ratios; and its budgetary commitments to land acquisition/infrastructure. The Board was aware of the Deputy City Manager Report, dated August 6, 2014 (Item EX44.14 August 20, 2014), but suggested that if further
budgetary commitments or coordinated capital investments were necessary the City should prepare itself accordingly.

City Response to Board Decision:

Further Consultation

In the context of its framework for amendment, the Board considered it appropriate that the parties make a further attempt to identify "a solution that is more consistent with the thrust of the planning documents, as modified on consent and through this decision". It directed the City to prepare and submit amendments to OPA 197 within four months of the Decision. The Board considered it to be in the City's interest to consult with parties and participants in preparing the submission. Preliminary consultation with some parties has occurred. This report seeks instruction of City Council for proceeding with further consultation with all parties and participants, as appropriate, prior to finalizing proposed amendments. It is contemplated that an extension of the four month response time will be requested for this to occur.

Proposed Amendments to OPA 197 – Phase II Hearing

Staff have developed a methodology and have drafted proposed amendments to OPA 197 as set out in Attachment 1 to this Report which they believe appropriately respond to or implement the framework for amendments set out in the Board Decision of August 30, 2016. This is proposed as the basis to facilitate a consultative process with parties and participants.

Council support of Attachment 1 for moving forward is requested along with the delegation of authority to the Director of City Planning, Etobicoke York District to finalize the amendments as a submission to the Board subject to revision as may be deemed appropriate during the consultative process. Delegated authority will include giving direction to the City Solicitor to conclude the Phase II hearing matters, including in connection with the request for review by Shoreline Towers Inc. which has not yet been determined by the Board. To the extent that revision to the Mimico 20/20 Urban Design Guidelines (February 2013) are necessitated by the policy amendments relating to the lakeside street in Precinct B, delegation of authority to the Director of Planning, Etobicoke York District is also requested in this regard.

City Planning has been involved in preparation of this Report.

SUMMARY

Timely instruction from City Council is required in connection with implementation of the Ontario Municipal Board Decision issued August 30, 2016 and the framework of amendments to Mimico-by-the-Lake Secondary Plan (OPA 197) resulting from the site specific appeal relating to 2313 & 2323 Lake Shore Boulevard West as well as the general appeal relating to the lakeside street in Precinct B. City Legal and City Planning
have developed a methodology and proposed amendments to OPA 197 to form the basis of continued discussions with the parties and participants before finalizing a submission to the Board in response to its Decision. Council support is being sought along with delegation of authority to the Director of Planning, Etobicoke York District in consultation with the City Solicitor, to prepare a final submission of proposed amendments to OPA 197 that are determined to respond to and appropriately implement the framework for amendments outlined in the Board’s Decision following consultation with the parties and participants. This may include amendments to the Mimico 20/20 Urban Design Guidelines (February 2013) necessitated by policy changes relating to the lakeside street in Precinct B. An extension of the four month period to provide a response will be requested of the Board for the process to be completed.

CONTACT

Leslie Forder, Solicitor, Planning and Administrative Tribunal Law
Tel. No. 416-392-1078
Fax. No. 416-397-5624
E-mail: leslie.forder@toronto.ca

Sharon Haniford, Solicitor, Planning and Administrative Tribunal Law
Tel. No. 416-392-6975
Fax. No. 416-397-5624
E-mail: sharon.haniford@toronto.ca

SIGNATURE

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Brian Haley, Interim City Solicitor

ATTACHMENTS

Attachment 1 – Proposed Implementation – Phase II OMB Decision (August 30, 2016)
ATTACHMENT 1

MIMICO-BY-THE-LAKE SECONDARY PLAN

Proposed Implementation - Phase II OMB Decision (Aug 30, 2016) (PL130885)
on
Site specific appeal for 2313 & 2323 Lake Shore Blvd West and general appeal on
Lakeside Street in Precinct B

PLANNING RESPONSES TO FRAMEWORK FOR AMENDMENTS:

The amendment framework contemplated in the Phase II hearing OMB Decision of
August 2016 included certain technical amendments that were on consent (i.e. Housing
(4.4.2 & 4.3.12) and Transportation (Policy 4.4.4)) as they related to the Shoreline Site.
These provisions have been incorporated below into the site specific policies under the
subheading “Proposed Amendments”.

The amendment framework also contemplated certain specific general amendments
relating to the lakeside street in Precinct B (width and public ownership) as well as the
site specific revisions relating to height, built form, quality of built form, numerical
specificity and horizontal distances within the Shoreline Site. Staff have incorporated
what are believed to be appropriate responses to these amendments, also as shown below
under the subheading “Proposed Amendments”.

In connection with other aspects of the amendment framework, the Board Decision
included certain findings and recommendations for consideration. As set out in the
comments below, in some cases, consideration has resulted in site specific amendments
being proposed in the context of the Phase II hearing and matters before the Board.

Land Acquisition for Public Purposes:

The vision of the Secondary Plan was to create a new system of lots and blocks to
provide for redevelopment opportunities in the study area. Extensive background studies,
development concepts and analysis of the development framework within this prime
waterfront area were undertaken. The development framework enabled comprehensive
review and policy development. Policies contemplated that any infill development or
redevelopment will require parkland conveyances and roads for access, frontage and
address. It was not contemplated that the City would purchase lands for roads or parks,
but rather this would be achieved through the development process. This continues to be
the underlying framework and no modifications are contemplated to the policies.

Open Space:

The vision of the Secondary Plan is to continue building on the work undertaken to date
to create the Mimico Linear Waterfront Park and Trail by continuing to create high
quality, usable, linked public parks and accessible open space that contribute to the extension of the Mimico Linear Waterfront Park and Trail. Revitalization, as envisioned in the Secondary Plan, presents an opportunity to increase the amount of parkland. The Secondary Plan policies provide that parkland dedication will be taken in land acquisition and will be directed towards the lake to increase parkland along the lake. To facilitate this vision certain privately owned lands designated Open Space in the Official Plan were redesignated to Apartment Neighbourhood. Special Policy Area 3- Map 33-9 of the in force OPA 197 (incorporated in the context of settlement with Lakeshore Planning Council Corp. in the Phase 1 hearing), identifies an area that may include private lands that were previously designated Parks and Open Space Areas, and provides that if an application is made to develop such lands, the City or a public agency, will be given opportunity to purchase the previously designated open space lands for the purpose of extending the public open space system. The Board has determined that there will be no changes to the OS designation at this time. In the context of the Phase II hearing this will apply on a site specific basis to the Shoreline Site. Accordingly, the Shoreline Site is proposed to be removed from Site Specific Policy Area 3. The Official Plan designation (Map 15) will apply and development on the Shoreline Site will conform to Official Plan Policy 4.3.7. This may necessitate an Official Plan amendment at the time of development but this would be confirmed through application submissions that would establish firm boundaries as opposed to conceptual ones. For clarity, this has been incorporated into the site specific amendments for the Shoreline Site incorporated below.

Galvanizing Collective Action:

The Secondary Plan recognizes the difficulty of redevelopment in the study area by a single property. As a result, the development framework that was created was based not on individual properties but opportunities that result when more than one property owner co-operates. Policy 4.2.2 encourages consolidation and Policies in 5.1.4 and 5.1.5 outline precinct requirements which are applicable to any given development. No additional policies are contemplated in the context of the site specific amendments.

Paper Burden:

The vision for the Secondary Plan provides for a framework for the redevelopment of the area over at least a 20 year time horizon. To ensure orderly development, the Secondary Plan includes policies to ensure that redevelopment can occur in a phased manner while not precluding development potential for other properties. Accordingly, the Secondary Plan outlines information requirements that may be needed both currently and in the future to determine development applicability and impacts. In Policy 5.1.5 the Plan envisioned some flexibility in the Precinct Plan requirements. It was contemplated that specifics would be determined through pre-consultation meetings which are a standard practise in the City of Toronto. Site specific policies on the Shoreline Site have been recommended for inclusion that would refine and scope submission requirements and clarify that specific determinations would occur through pre-consultation meetings with the City.
Miscellaneous: Contribution to employment uses:

The Secondary Plan envisioned a strong village heart centred on Superior Avenue (Policy 3.1.2 d)). Policies in the Secondary Plan support this by permitting mixed use development along Superior Avenue from Lake Shore Boulevard West to the lake and requiring additional ground floor heights in this area to encourage commercial uses. In developing the policies of the Secondary Plan staff held meetings with the local Business Improvement Area (BIA). The BIA suggested that at the time of the study the retail area along Lake Shore Boulevard West could be reinforced by a strong core rather than allowing for expansion that could adversely impact existing businesses. No additional policies are contemplated in this regard.

PROPOSED AMENDMENTS TO OPA 197 FOR FURTHER DISCUSSION:

General Amendments – Lakeside Street in Precinct B:

1. Policy 4.4.6 is amended as follows:

   (a) inserting the words, "except within Precinct B where they are intended to have a reduced minimum right-of-way width of 11 metres," after the words “width of 13.5 metres” and before the words "to establish a local character along the waterfront; and

   (b) inserting the following new sentence before the sentence commencing “The exact widths”:

   “Within Precinct B no on-street parking is contemplated and in the context of development review, the City may give consideration to whether portions of the lakeside street outside the travelled portion of the roadway may be retained in private ownership subject to the design and construction being to City standards and public access being satisfactorily secured.”

such that Policy 4.4.6 now reads as follows:

“The lakeside streets shown on Map 33-5 are secondary local streets or waterfront streets and, are intended to have a reduced minimum right-of-way width of 13.5 metres, except within Precinct B where they are intended to have a reduced minimum right-of-way width of 11 metres, to establish a local character along the waterfront. All other new public streets shown on Map 33-5 will be local streets and shall have a minimum 16.5 metre right-of-way width. Within Precinct B no on-street parking is contemplated and the City may give consideration to whether portions of the lakeside street outside the travelled portion may be retained in private ownership subject to the design and construction being to City standards and public access being satisfactorily secured. The exact widths will be subject to
detailed planning and engineering studies conducted in relation to development applications.”

[*Note: Policy and mapping amendments relating to the lakeside street in Precinct B necessitate amendment to the Mimico 20/20 Urban Design Guidelines, February 2013 as endorsed by Council, particularly the section entitled Street and Block Patterns, Secondary Local Streets – 13.5 metre right-of-way, to reflect flexibility with cross sections and provision for no on-street parking in this section of Precinct B]*

2. Maps 33-4 and 33-5 are deleted and replaced with replacement Maps which include reference to "New Public Secondary Local Street 11 m width" in the index and identify that portion of the lakeside street within Precinct B in hatching to distinguish it from the remainder of the proposed public secondary local street having a width of 13.5 metres.

**Site Specific Amendments (2313 & 2323 Lake Shore Boulevard, West):**

3. Policy 6.0 entitled, “Site Specific Policies” is amended by inserting a new Policy 6.4 relating to 2313 & 2323 Lake Shore Boulevard West as follows:

   “6.4 Special Policy Area 4 – Map 33-9

   Within Site Specific Policy Area 4 on Map 33-9, the following policies will apply to those lands municipally known in the year 2015 as 2313 and 2323 Lake Shore Boulevard West and comprising two 10 storey residential buildings:

   **Built Form:**

   (a) height Bands A and C will be extended across the site in a manner consistent with the application of these height bands in the neighbouring precincts and the area which would otherwise be identified as Band B will also be Band C with applicable associated heights as shown on Map 33-6;

   (b) remarkable development with exemplary architecture is expected in this prominent waterfront location;

   (c) within height Band C (Lake Front Tall Buildings) and to allow additional flexibility for creative design and architectural flourish, development will meet the intent of the policies relating to height and gross floor area that would otherwise result from prescribed built form policies in Policy 4.2.4 c) and Policies 4.2.4 c) i) and iii) may not be applied;

   (d) development will provide enhanced views of the lake, from the lake and along the waterfront;
(e) a 3.0 metre front yard setback is to be provided along the waterfront street above grade and to a depth of 1.5 metres below grade to ensure a satisfactory condition to accommodate mature landscaping on site;

Transportation:

(f) where an infill development is proposed and in the absence of a joint submission with adjacent owners, the provision of an east-west functional public street that meets all the criteria identified in Policy 4.4.11 will be preserved on site. An east-west functional public street will not be required provided the lands comprising the proposed north-south lakeside street are conveyed to the City and interim access to the infill development is provided and secured to the satisfaction of the City until a functional segment of the north-south lakeside street is in place;

(g) where intensive redevelopment is proposed which contemplates removal of the existing buildings, all applicable Transportation Policies will apply. A functional east-west public street that connects to an existing public street network and a north-south lakeside street that meet all applicable standards will be required;

Development Framework:

(h) sensitive infill, which retains the existing buildings and incorporates appropriate development standards, may occur independent of adjacent sites subject to the provision of appropriate frontage and access to the proposed development to the satisfaction of the City;

(i) where intensive redevelopment is proposed, which includes the removal of the existing buildings, the provision of the lakeside street as well as an east-west street and creation of appropriate development blocks will typically occur through a plan of subdivision with one or more adjacent owners in accordance with the policies of this Plan;

Housing:

(j) Policies 4.4.3 a) and 4.3.12 a) will be applied without reference to minimum tenure 20 (twenty) years in connection with rental replacement;

(k) for the purpose of Policy 4.3.12, consideration of consumption of existing apartment buildings will be done through the completion of audits and strategies, changes to management practices as well as renovations and retrofits;
(l) Policy 4.3.12 d) will be applied to achieve significant improvements to diversion targets without reference to a specific 35 percent (thirty-five percent) diversion;

Open Space:

(m) the Parks and Open Space designation (Map 15) of the Toronto Official Plan and Policy 4.3.7, as applicable, will continue to apply to private lands comprising this site;

Precinct requirements:

(n) sensitive infill may proceed without submission of a draft plan of subdivision that includes one or more adjacent owners;

(o) to ensure that sensitive infill development proposals do not preclude comprehensive redevelopment of the remainder of the site or surrounding sites, concept plans may be required to examine the relationship of proposed development within the context of the site, precinct and adjacent properties;

(p) determinations as to Precinct Plan requirements contemplated in Policy 5.1.5 that will be required to evaluate a proposal will be determined through a pre-consultation meeting with the City in advance of application submission;

(q) the provision of a precinct level land use map contemplated in Policy 5.1.5 a) may be substituted with a concept land use plan if all properties in the precinct are not included in the proposed development;

(r) where sensitive infill is proposed, the provision of a precinct level phasing plan contemplated in Policy 5.1.5 q) may be substituted with a phasing plan to illustrate how roads and municipal servicing will be provided and how they will be secured; and

(s) a Transportation Precinct Study contemplated in Policy 4.4.4 will typically be required as part of a Precinct Plan unless the City is satisfied that the adequacy of the road network to accommodate the proposed development has been adequately addressed."

4. Map 33-9 is deleted and replaced with a replacement Map to include identification of the boundaries of those lands municipally known as 2313 & 2323 Lake Shore Boulevard West as Special Policy Area 4 and Map 33-6 is deleted and replaced with a replacement Map reflecting the adjusted height bands in Special Policy Area 4.
Previous OPA 197 Modifications

5. All modification approved by the Ontario Municipal Board in its Decision issued March 31, 2015 and in full force and effect will apply to Special Policy Area 4.