STAFF REPORT
ACTION REQUIRED

8-20 Widmer Street - Zoning Amendment Application - Preliminary Report

Date: April 22, 2016
To: Toronto and East York Community Council
From: Director, Community Planning, Toronto and East York District
Wards: Ward 20 – Trinity-Spadina
Reference Number: 16-118450 STE 20 OZ

SUMMARY

This application proposes to construct a 56-storey (174.3 metres plus an 8.8 metre mechanical penthouse) residential building at 8-20 Widmer Street. A total of 583 residential units, 227 vehicular parking spaces and 583 bicycle parking spaces are proposed. The proposal calls for the reconstruction of a row of heritage townhouses on the lot.

This report provides preliminary information on the application and seeks Community Council's directions on further processing of the application and on the community consultation process.

The next step is to hold a community meeting in the second quarter of 2016.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 8-20 Widmer Street together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.

3. Notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.

Financial Impact
The recommendations in this report have no financial impact.

Pre-Application Consultation
A number of pre-application meetings were held with the applicant in the fourth quarter of 2015 to discuss the proposal and complete application submission requirements.

On January 6, 2016, a pre-application community consultation meeting was held. The applicant presented their proposal to the community. Several issues were raised by the community such as: the height of the base building; the lack of retail uses, particularly at grade; the conservation strategy for the heritage townhouse buildings currently on site; and the need for an improved public realm.

ISSUE BACKGROUND

Proposal
The applicant proposes to construct a 56-storey (174.3 metres plus an 8.8 metre mechanical penthouse) residential building which would contain 583 residential units. The proposal includes six existing townhouses (from 10-20 Widmer Street) that are listed in the City's Heritage Register. A total of 227 vehicular parking spaces are proposed in a 5-level below grade parking garage and 583 bicycle parking spaces would be located both in the below grade parking garage and on the second floor accessed via a dedicated elevator.

The proposed tower floor plate is 749 square metres with balconies from the 8th floor to the 56th floor. The density of the proposed development is 19.12 times the area of the lot.

The proposed tower setbacks are: 10.4 metres from the east property line (facing Widmer Street); 10 metres from the north property line; 4.4 metres from the west property line and 7.4 metres from the centre line of the abutting public lane; 6.3 metres from the south property line and 9.3 metres from the centre line of the abutting public lane.

The base of the proposed tower varies in character. Along the Widmer Street frontage, the base mainly comprises of the three-storey listed heritage townhouse buildings. The townhouses are approximately 11.5 metres in height to the peak of the roof. The townhouses would be for residential units and include rear yard terraces on the third floor. The bulk of the tower base that is newly proposed to be constructed would be six storeys in height (approximately 20.5 metres) and floors one to five are setback from the east property line by 18.5 metres, tucked behind the townhouse buildings. On the sixth floor, the setback from the east property line would be 15 metres and would begin to cantilever over the outdoor terraces of the townhouse buildings.
the seventh floor, the setback from the east property line would be 10.4 metres, penetrating the initial base building setback of 18.5 metres by 8.1 metres, and cantilevers over the townhouse buildings. This 10.4 metre setback would continue from floors eight to fifty.

The existing sidewalk widths along Widmer Street are to remain unchanged. The heritage buildings along Widmer Street are set at the property line with a sidewalk width of 5.5 metres. A proposed POPS (Privately Owned Publicly-accessible Space) is proposed south of the townhouse heritage buildings at the corner of Widmer Street and the southerly public lane.

The proposed building would consist of 583 residential units. The proposed residential unit breakdown is as follows:

<table>
<thead>
<tr>
<th>Unit Type</th>
<th>Number of Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Studio</td>
<td>105</td>
</tr>
<tr>
<td>1-Bedroom</td>
<td>206</td>
</tr>
<tr>
<td>2-Bedroom</td>
<td>212</td>
</tr>
<tr>
<td>3-Bedroom</td>
<td>60</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>583</strong></td>
</tr>
</tbody>
</table>

The applicant is proposing a total of 1,689 square metres of indoor amenity space on the second, third, sixth and seventh floors and 668 square metres of outdoor amenity space on the sixth and seventh floors.

A total of 227 vehicular parking spaces would be provided in a 5-level underground parking garage accessible from the east-west public lane. No parking is proposed for residential visitors. In addition, the proposal includes a drop-off lay-by area on the south side of the property also accessible from the east-west public lane. A total of 583 bicycle parking spaces would be provided in underground parking levels and the second floor, accessible from a dedicated elevator.

All servicing vehicles would access the site via the north-south public lane. An enclosed Type C and Type G loading space is proposed.

See Attachment No. 6 for the application data sheet and Attachment Nos. 1-5 for drawings of the proposal.

**Site and Surrounding Area**

The subject site is located on the west side of Widmer Street, midblock between Adelaide Street West to the north and King Street West to the south. The site is 1,881 square metres in area, rectangular in shape, and has a frontage of 47.6 metres on Widmer Street and a depth of 39 metres.

Six heritage 2-storey townhouses currently occupy 10-20 Widmer Street. These heritage townhouses are listed in the City's Heritage Register. Two one-storey concrete buildings are located in the rear of 8 and 10 Widmer Street. A surface parking area and automobile repair
facility is located at 8 Widmer Street. A public lane is adjacent to the west and to the south of the subject site.

The applicant has provided a Rental Housing Demolition and Conversion Declaration and Screening Form indicating that there are less than 6 rental dwelling units on the site, which means that a Rental Housing Demolition and Conversion Application is not required. According to the applicant, there are 5 residential units on the property. Planning staff will visit the interiors of the buildings to confirm the existing residential composition and the number and types of residential rental units on the site.

Uses and structures near the site include:

North: Abutting the subject site on the north side is a vacant lot at 30 Widmer Street that is subject to a zoning by-law amendment application for a proposed 51-storey mixed-use building (file no. 14 235297 STE 20 OZ). Further north is Adelaide Street West, and across Adelaide Street West is an 8-storey warehouse building.

East: Widmer Street, beyond which is a 43-storey mixed use building at the southeast corner of Adelaide Street West and Widmer Street. South of that mixed-use building is a one-storey commercial building and a narrow surface parking lot.

South: Abutting the subject site is a public lane that runs east-west beyond which is the 20-storey Hyatt Regency Hotel with frontage on King Street West.

West: Abutting the subject site is a public lane that runs north-south beyond which is a 49-storey mixed-use building currently under construction. North of that is a 10-storey brick building (317-325 Adelaide Street West) also known as the Commodore, which is listed on the City's Heritage Register.

**Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council’s planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.
Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

**Official Plan**

The Official Plan locates the subject site within the *Downtown and Central Waterfront*, as shown on the Urban Structure Map, Map 2 of the Official Plan. Policies for the Downtown specifically are found under Section 2.2.1 of the Official Plan. The Official Plan states that Downtown will continue to evolve as a healthy and attractive place to live and work through new development. While the Downtown offers opportunities for intensification in employment and residential growth, this growth is not anticipated to be spread uniformly across the whole of Downtown.

Within the *Downtown*, the site is designated *Regeneration Areas* in the Official Plan which is one of the key areas expected to accommodate growth. The *Regeneration Area* designation provides for a broad mix of commercial, residential, light industrial, parks and open space, institutional live/work and utility uses in an urban form:

- a) revitalize areas of the City that are largely vacant or underused;
- b) create new jobs and homes that use existing physical and social infrastructure and create and sustain employment opportunities;
- c) restore-re-use and retain existing buildings that are economically adaptable for re-use, particularly heritage buildings and structures;
- d) achieve streetscape improvements and the extension of the open space network; and
- e) promote the environmental clean-up and re-use of contaminated lands.

For each *Regeneration Area* a framework for new development will be set out in a Secondary Plan. In this case, the King-Spadina Secondary Plan is the framework used for new development in this *Regeneration Area*.

Built form policies are found under Section 3.1.2 of the Official Plan. The Official Plan states that most of the City's future development will be infill and redevelopment, and as such, will need to fit in, respect and improve the character of the surrounding area. Built form policies are aimed at ensuring that new development fits within and supports its surrounding context. Policies 3.1.2.1 and 3.1.2.4 seek to ensure that development is located, organized and massed to fit harmoniously with existing and/or planned context; frames and appropriately defines streets, parks and open spaces at good proportion; and limits impacts of servicing and vehicular access on the property and neighbouring properties.

Heritage policies are found under Section 3.1.5 of the Official Plan. The Official Plan states that properties on the Heritage Register will be conserved and maintained consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*, as amended. The Official Plan further states that new construction on a property that is on the Heritage Register
will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it. It is also encouraged and desirable to conserve the whole or a substantial portion of the heritage building. Heritage buildings are expected to be conserved in their original location. In this case, all the properties on the subject site are listed on the City's Heritage Register with the exception of 8 Widmer Street.

The Heritage policies also state that potential Heritage Conservation Districts will be identified and evaluated to determine their significance and cultural heritage values, in a Heritage Conservation District Study. The site is within a Council approved Heritage Conservation District study boundary and a district study is currently underway.

**King-Spadina Secondary Plan**

The subject site is situated within the King-Spadina Secondary Plan found in Chapter 6.16 of the Official Plan. The King-Spadina Secondary Plan emphasizes reinforcement of the characteristics and qualities of the area through special attention to built form and the public realm. The policies of Section 3 - Built Form and in particular the policies of Section 3.6 – General Built Form Principles, specify that:

- buildings are to be located along the front property line to define edges along streets and lower levels are to provide public uses accessed from the street;

- servicing and parking are encouraged to be accessed from lanes rather than streets and minimize pedestrian/vehicular conflicts;

- new buildings will be sited for adequate light, view, privacy and compatibility with the built form context;

- appropriate proportional relationships to streets and open spaces will be provided and wind and shadow impacts will be minimized on streets and open spaces;

- streetscape and open space improvements will be coordinated in new development; and

- high quality open spaces will be provided.

A major objective of this plan is for new development to respect and complement the historic fabric of the area. The particular scale, massing and street relationships of the existing heritage buildings on the block are important features to consider when assessing new development in this part of the King-Spadina East Precinct. Moreover, applicable plan area guidelines articulate that new development should maintain the relationships of buildings to one another along the street and the design of buildings at the street level.
Zoning
This site is zoned Reinvestment Area in the former City of Toronto Zoning By-law 438-86, as amended, which permits a range of uses including commercial, office, retail and residential. The maximum permitted height is 30 metres.

This site is zoned CRE(x74) in the new citywide Zoning By-law 569-2013 which is currently under appeal. This zoning also permits a range of uses including commercial, office, retail and residential and has a maximum permitted height of 30 metres.

King-Spadina Secondary Plan Review and King-Spadina East Precinct Built Form Study
The subject site falls within the East Precinct as identified within the King-Spadina East Precinct Built Form Study. At its meetings on August 25, 2014 and July 7, 8, 9 2015 City Council endorsed the following directions for the King-Spadina East Precinct to be used in reviewing current and future development applications:

- A downward gradation of tower heights from east to west from University Avenue towards Spadina Avenue;

- Limiting heights approaching Queen Street West to prevent shadowing on the north sidewalk after 12:00 (noon) in the spring and fall equinoxes;

- Employing the city-wide Tall Buildings Guidelines to evaluate towers, particularly with regard to tower spacing and tower floor plates;

- Evaluating new development applications in the context of a block plan for the block on which they sit;

- Seeking the inclusion of family-sized units in all new residential development;

- Requiring the inclusion of employment uses in new residential development that replaces existing office uses, resulting in a net gain in employment, consistent with OPA 231;

- Protecting sunlight on Spadina Ave to prevent shadowing that would detract from the pedestrian oriented nature of the street as it exists today, and support the retail function of the Spadina corridor.

- Limiting new shadows on park lands that extend beyond those permitted by the current Zoning By-law.

- Protecting the network of mid-block connections and laneways as a defining feature of the public realm, and expanding these connections to further the pedestrian network.
- Providing appropriate separation distances between side and rear windows in the lower levels of an existing or proposed building to allow for light and privacy.

- Retaining and providing affordable floorspace for cultural employment wherever possible to ensure that the replacement of the physical space for these uses is provided for in new development or in proximity to new development.

On July 7, 8, 9 2015 City Council also adopted the following directions for the King-Spadina East Precinct:

- Request staff to expand the boundary of the King-Spadina East Precinct Built Form Study to include the Spadina Precinct.

- Develop policies that address the need to protect and enhance the cultural industries in King-Spadina including the retention and provision of affordable and sustainable floor space in the Secondary Plan area.

A final staff report on the Built Form Study is expected in the third quarter of 2016.

**King-Spadina Heritage Conservation District Study**

The King-Spadina area is identified as a potential Heritage Conservation District (HCD) in Map 39 – Site and Area Specific Policy 305 in the Official Plan. On August 16, 2012, City Council authorized the King-Spadina HCD Study, encompassing an area generally bounded by Queen Street West to the north, Bathurst Street to the west, Wellington Street and King Street West to the south, and University Avenue to the east. The subject site is within the boundary of the study area. The study process will result in the preparation of an HCD plan(s) and an HCD by-law to protect the historical and cultural significance of the study area. Details on the King-Spadina HCD study are available here: http://www.toronto.ca/heritage-preservation/heritage_districts.htm

**Heritage**

The properties at 10-20 Widmer Street were listed on the Heritage Register in 1984. In 2008 Toronto City Council adopted the Parks Canada document *Standards and Guidelines for the Conservation of Historic Places in Canada* as the official document guiding planning, stewardship and conservation approach for all listed and designated heritage resources within the City of Toronto. *The Standards and Guidelines* also include several key definitions. Central to these is the definition of *conservation* as all actions or processes that are aimed at safeguarding the character-defining elements of an historic place so as to retain its heritage value and extend its physical life.

**City-Wide Tall Building Design Guidelines**

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their...
context and minimize their local impacts. The city-wide Guidelines are available at http://www.toronto.ca/planning/tallbuildingdesign.htm

TOcore
On December 9, 2015, City Council adopted a staff report entitled 'TOcore: Planning Toronto's Downtown – Phase 1 – Summary Report and Phase 2 Directions'. The report outlined the deliverables of TOcore which will be a renewed planning framework through a Downtown Secondary Plan and a series of infrastructure strategies. The work for TOcore began on May 13, 2014 when Toronto and East York Community Council adopted a staff report regarding 'TOcore: Planning Toronto's Downtown', along with a related background document entitled 'Trends and Issues in the Intensification of Downtown'.

TOcore is looking at how Toronto's Downtown should grow, with both a renewed planning framework and the necessary physical and social infrastructure to remain a great place to live, work, learn, play and invest. TOcore is in its second phase, which involves drafting policies, plans and strategies. A report back to Toronto and East York Community Council is targeted by the end of 2016 on the results of the second phase and the next steps on implementation. The issues considered under TOcore will inform the review of this application. The TOcore website is www.toronto.ca/tocore.

Tree Preservation
There are 3 street trees located along Widmer Street adjacent to the site. The Tree Inventory and Preservation Plan prepared by Central Tree Care Ltd. shows that these trees will be retained.

Site Plan Control
The subject site and development is subject to Site Plan Control. A site plan application has not been submitted at this time.

Reasons for the Application
The application proposes a residential building with a total height, including the mechanical penthouse, of 183.1 metres. The maximum height permitted in the Zoning By-laws is 30 metres. The overall proposed height exceeds the maximum height limit for the site by 153 metres. A Zoning By-law amendment is therefore required. Through the review of the application, staff may identify additional areas of non-compliance with the Zoning By-laws, such as parking requirements.

COMMENTS

Application Submission
The following plans, reports and studies were submitted with the application:

- Architectural Plans, including Landscape Plan and Survey
- Building Mass Model
- Sun/Shadow Study
- Planning Justification Report
Issues to be Resolved

The proposal will be reviewed with respect to the following issues:

Built Form

Staff will assess the proposed 56-storey tower with base in terms of height, scale, tower setback, massing, siting, density, architectural design and overall fit within the King-Spadina East Precinct and in the context of the immediate block. The tower's siting will be assessed to ensure proper separation between existing, proposed and future towers on adjacent properties. Of particular concern is the proposed tower's ability to fit harmoniously with the existing and planned context of this block as it relates to the approved and under construction tower to the west at 81-87 Peter Street and to the tower proposal currently under review to the north at 30 Widmer Street.

Though the tower proposed at 30 Widmer Street is under appeal to the Ontario Municipal Board and is not supportable by Staff in its current form, the proposal at 8-20 Widmer Street should appropriately respond to the tower proposal at 30 Widmer Street in its current form and, in the event that the tower at 30 Widmer Street is not approved, should provide appropriate space for future development and public realm opportunities on the 30 Widmer Street property. Tower separation distances and tower spacing will be critical in maintaining appropriate relationships between towers as well as other development and public realm opportunities and preventing overdevelopment on the block. Staff's review of this proposal will include conformity with the Built Form policies of the Official Plan and the King-Spadina Secondary Plan, as well as emerging directions coming out of the King-Spadina East Precinct Built Form Study.

Heritage

The applicant proposes to remove and then reconstruct the six listed townhouse buildings on the site that have frontage along Widmer Street. The base of the tower is behind these heritage buildings and the tower cantilevers over a portion of the heritage buildings at a height of 20.5 metres. The applicant has submitted a Heritage Impact Assessment (HIA), prepared by Letourneau Heritage Consulting Inc., that describes the conservation strategy for the proposed development and recommends the deconstruction/reconstruction of the heritage buildings upon the construction phase of this proposal to allow for construction of the underground parking and the tower. This strategy would be defined as a demolition under the Ontario Heritage Act.
Heritage Preservation Services (HPS) will assess the conservation strategy. Along with the site and area specific assessment of the proposal, HPS staff will be guided by the ongoing King-Spadina Heritage Conservation District Study. Within the overall planning context and appropriate heritage assessment, Planning Staff will evaluate the appropriateness of a tower on this site.

**Community Services and Facilities**
The King-Spadina East Precinct, in which the subject property is situated in, has experienced an extraordinary amount of growth from approximately 4,696 residents in 2011 to an estimated future population of 25,000. The ability to provide appropriate community services and facilities will be reviewed for this level of intensification.

**Access, Parking, Traffic and Loading**
Staff will review the Traffic Impact and Loading Study, prepared by Cole Engineering Group Ltd., submitted with the application. The application and applicable studies have been circulated to Transportation Services staff. Staff will assess the proposal's traffic impacts, vehicular parking, site servicing, and vehicular site access.

**Streetscape and Pedestrian Environment**
The streetscape and pedestrian environment will be assessed with respect to hard and soft landscaping, tree planting, wind and shadow impacts, animation, base building interface with the pedestrian experience, and the proposed POPs. This assessment will be consistent with City guidelines and standards.

**Servicing**
Staff will review the Functional Servicing Report and Stormwater Management Report prepared by Exp. The application and applicable studies have been circulated to Engineering and Construction Services staff for assessment of the proposal's water quality and supply, sanitary drainage capacity, and stormwater system.

**Rental Housing**
The applicant has provided a Rental Housing Demolition and Conversion Declaration and Screening Form indicating that there are less than 6 rental dwelling units on the site, which means that a Rental Housing Demolition and Conversion Application is not required. The submitted form states that there are 5 residential units presently on the property. Staff will conduct a site visit of the interiors of the buildings to confirm the number and types of residential rental units on the site.

**Section 37**
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. Details of a Section 37 Agreement between the applicant and the City will be considered, in consultation with the Ward Councillor, if a project is ultimately considered to be good planning and recommended for approval.
**Toronto Green Standard**
The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and support green industry.

The TSG Checklist has been submitted by the applicant and is currently under review by City staff for compliance with the Tier 1 performance measures.

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

**CONTACT**
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Tel. No. 416-392-3566  
E-mail: gpantaz@toronto.ca

**SIGNATURE**

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Gregg Lintern, MCIP, RPP  
Director, Community Planning  
Toronto and East York District

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**ATTACHMENTS**
Attachment 1:  Site Plan  
Attachment 2:  East Elevation  
Attachment 3:  South Elevation  
Attachment 4:  West Elevation  
Attachment 5:  North Elevation  
Attachment 6:  Application Data Sheet
Attachment 3: South Elevation
Attachment 4: West Elevation

West Elevation
Applicant's Submitted Drawing

8-20 Widmer Street

File # 16 188450 STE 20 OZ
Attachment 6: Application Data Sheet

Application Type: Rezoning Application Number: 16 118450 STE 20 OZ
Details: Rezoning, Standard Application Date: February 19, 2016
Municipal Address: 8-20 WIDMER STREET Location Description: PLAN 84 PT LOTS 32 AND 33 RP 63R3863 PART 2 **GRID S2015
Project Description: This application proposes to construct a 56-storey (174.3 metres plus an 8.8 metre mechanical) residential building at 8-20 Widmer Street. A total of 583 residential units, 227 vehicular parking spaces and 583 bicycle parking spaces are proposed. The proposal calls for the alteration of heritage buildings.

Applicant: Scott Shields
Agent: Scott Shields Architects Inc.
Architect: Scott Shields Architects Inc.
Owner: 10 Widmer Street Ltd.

PLANNING CONTROLS
Official Plan Designation: Regeneration Areas Site Specific Provision: n/a
Zoning: RA and CRE (x74) Historical Status: Listed
Height Limit (m): 30 Site Plan Control Area: Yes

PROJECT INFORMATION
Site Area (sq. m): 1,881 Height: Storeys: 56
Frontage (m): 47.6 Metres: 183.1 (includes mech. pent.)
Depth (m): 39.5
Total Ground Floor Area (sq. m): 934
Total Residential GFA (sq. m): 35,973 Parking Spaces: 227
Total Non-Residential GFA (sq. m): 0 Bicycle Parking: 583
Total GFA (sq. m): 35,893 Loading Docks: 2 (Type G and C)
Lot Coverage Ratio (%): 49.7
Floor Space Index: 19.1

DWELLING UNITS
Tenure Type: Condo
Rooms: 0 Residential GFA (sq. m): 35,973 Above Grade 0 Below Grade 0
Bachelor: 105 Retail GFA (sq. m): 0
1 Bedroom: 206 Office GFA (sq. m): 0
2 Bedroom: 212 Industrial GFA (sq. m): 0
3 + Bedroom: 60 Institutional/Other GFA (sq. m): 0
Total Units: 583

FLOOR AREA BREAKDOWN (upon project completion)

CONTACT: PLANNER NAME: George Pantazis, Planner
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