

55 to 95 Lake Shore Boulevard East, 33 – 53 Freeland Street and 2 and 15 Cooper Street – Official Plan Amendment and Zoning Amendment Application - Preliminary Report

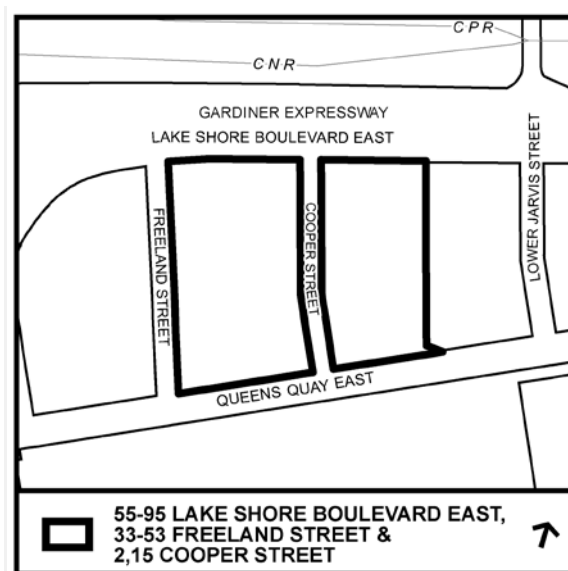
Date:	September 26, 2016
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale
Reference Number:	16-152742 STE 28 OZ

SUMMARY

This application for Official Plan amendment and Rezoning of the LCBO lands is to permit a mixed-use development, including a new office/retail building, 6 mixed-use buildings and a public park. The application proposes to divide the property into 4 blocks, with the eastward extension of Harbour Street and the creation of a new north-south street between Cooper Street and Lower Jarvis Street. The proposed total gross floor area is 440,344 metres square, of which 358,833 metres square is residential and 81,511 metres square is non-residential. A total of 5,192 residential units are proposed. The municipal addresses are 55 to 59 Lake Shore Boulevard East, 33 to 53 Freeland Street and 2 and 15 Cooper Street.

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

The next step is to conduct a community consultation meeting to allow the public to review the application and provide feedback. This meeting is expected to take place on November 28, 2016.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 55 to 59 Lake Shore Boulevard East, 33 to 53 Freeland Street and 2 and 15 Cooper 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.

DECISION HISTORY

Lower Yonge Precinct

To date, there have been five staff reports pertaining to the Lower Yonge Precinct. The first two reports provided information and status updates on the progress of work on the Lower Yonge Precinct Plan. These reports were received by Toronto and East York Community Council on November 6, 2012, and February 25, 2014, respectively:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.TE20.46>

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE30.56>

The third staff report to Toronto and East York Community Council, dated August 5, 2014, and adopted by City Council on August 25-28, 2014, summarized the results of Phase 1 of the Lower Yonge Precinct planning process. It provided recommendations to receive the "Lower Yonge Urban Design Report" and the "Lower Yonge Transportation Master Plan Environmental Assessment", to endorse the planning and policy directions in the staff report, and to direct City Planning to complete the Lower Yonge Precinct Plan in consultation with Waterfront Toronto, other City Divisions, landowners, community members and other stakeholders:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE34.95>

A fourth staff report on the Lower Yonge Precinct Transportation Master Plan Environmental Assessment was received by the Public Works and Infrastructure Committee in February 2015. On March 31, 2015, City Council endorsed the recommendations of the Environmental Assessment and authorized the issuance of the Notice of Completion. City Council further directed the preparation of an OPA to secure various planned rights-of-way and to evaluate opportunities for securing protected bicycle lanes on Yonge Street between Queens Quay and Front Street.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PW2.4>

The fifth staff report was a final report presented to Toronto and East York Community Council on May 10, 2016 and adopted by City council on June 7, 2016. Recommendations were made for City Council to: instruct the City solicitor to request the Ontario Municipal Board to implement the proposed planning framework for the Precinct, including the draft Lower Yonge Precinct Official Plan Amendment; endorse the proposed Lower Yonge Precinct Plan; and direct staff to work with the Ministry of Environment and Climate Change to classify the Precinct as a Class 4 area under Provincial noise guidelines.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TE16.4>

At its meeting of June 10, 2014, City Council consented to the disposition of two rail spurs known municipally as 15 Freeland Street and 15 Cooper Street. The two rail spurs bisected the lands owned by the Liquor Control Board of Ontario (LCBO). Infrastructure Ontario, on behalf of the LCBO included these properties in their application for development now being considered.

Pre-Application Consultation

City Planning staff engaged in extensive pre-application discussions with the applicant and the previous owner (LCBO) in relation to the Lower Yonge Precinct Plan process. Discussions addressed a range of issues related to comprehensive planning for the site within the precinct. In addition, complete application submission requirements were discussed with the applicant.

ISSUE BACKGROUND

Lower Yonge Precinct

The planning process for the Lower Yonge Precinct study was initiated in 2012 by City Planning in collaboration with Waterfront Toronto. The purpose of the study was to establish a planning context for the comprehensive and orderly development of this underutilized portion of Toronto's waterfront in order to achieve a complete community. It was undertaken with direction provided by the Central Waterfront Secondary Plan for waterfront precinct planning, and was intended to provide similar planning direction to work done previously in the West Don Lands, East Bayfront and Keating Precincts.

The Lower Yonge Precinct study was conducted in two phases. The first phase was completed in August 2014 and culminated in three reports adopted by City Council (as referenced in the Decision History section):

1. **Lower Yonge Precinct Plan – Proposals Report:** this report summarized the planning process to date, outlined feedback from consultation and provided draft planning and policy directions.
2. **Lower Yonge Transportation Master Plan (TMP) Environmental Assessment:** the TMP report summarized phases 1 & 2 (of 4) of the Environmental Assessment process and introduced a preliminary preferred alternative for several local and regional transportation improvements aimed at improving the public realm and creating a transportation network that could accommodate the anticipated redevelopment within and surrounding the Precinct.

3. **Lower Yonge Urban Design Report (UDR):** Principles and Recommendations: this report provided recommendations for land use, public realm design, and built form/massing.

The three reports outlined the vision, objectives, principles and draft policies to guide private and public investment in the Precinct, including:

- a streets and blocks structure plan;
- road modifications (including ramps and tunnels), pedestrian connections, and cycling recommendations;
- public realm improvements, including options for parks and open space;
- standards for building height and massing;
- creating a balance between residential and employment-based development, and ensuring retention of existing employers;
- retention of heritage buildings; and
- urban design and public art guidelines.

Phase 2 of the Lower Yonge Precinct planning process involved more detailed refinements of many of the components considered in Phase 1, including built form, land use compatibility, public realm design and the transportation network. Effort was also focussed on key matters such as affordable housing, community services and facilities and required implementation mechanisms. In addition, a consultant was retained to undertake a Noise, Odour and Air Quality Assessment to ensure that the proposed land uses and built form were compatible with the Redpath Sugar refinery at 95 Queens Quay East and to provide recommendations for mitigation. Another consultant was retained to conduct a Municipal Class Environmental Assessment (MCEA) of the various transportation, public realm and servicing initiatives proposed as part of the Precinct planning process. This study is ongoing and, when concluded in late 2016, will result in the filing of an Environmental Study Report, fulfilling the requirements for Phases 3 & 4 (of 4) of the MCEA process.

The work on Phase 2, while awaiting conclusion of the MCEA process, essentially concluded with the Final Report dated April 22, 2015 that was considered by Toronto and East York Community Council on May 10, 2016 and adopted by City council on June 7, 2016. This report included the proposed Lower Yonge Precinct Plan and Official Plan Amendment (OPA), which collectively provide the proposed planning framework for development in the area.

Both phases included several forms of consultation with stakeholders, landowners and the general public. Communications throughout the process were provided in newspapers, on-line and through social media.

Proposal

Details of the Proposal:

A Draft Plan of Subdivision was submitted concurrent with the Official Plan and Rezoning application. The Plan of Subdivision provides for the division of the property into 4 development

parcels (shown on the Context Plan in Attachment 1). This is achieved by the continuation east of the extension of Harbour Street, which is already proposed to be extended from Yonge Street to Freeland Street as part of the 1 to 7 Yonge Street development proposal, and the creation of a new north-south Street between Queens Quay East and Lake Shore Boulevard East, at the eastern edge of the property ("New Street"). The subdivision will create 4 development blocks.

The overall development, as submitted, would result in the construction of 6 mixed-use buildings and 2 non-residential buildings on the 4 blocks. The proposed total gross floor area is 440,344 metres square, of which 358,833 metres square is residential and 81,511 metres square is non-residential. A total of 5,192 residential units are proposed, comprising 150 bachelor, 2,709 1-bedroom, 1,820 2-bedroom and 513 3+-bedroom units. The overall proposal includes 1,716 parking spaces, 5,298 bicycle parking spaces and 23 loading docks. (See Application Data Sheet – Attachment 13). The breakdown of the development by block is as follows:

Block 1:

At the southeast quadrant of the Site, Block 1 is bound by the Harbour Street extension on the north, New Street on the east, Queens Quay East on the south and Cooper Street on the west. The proposed development on Block 1 is for a 24-storey non-residential building with retail uses within the 2 storey podium and 22 floors of office. It is proposed that the building will be the new LCBO headquarters and that the retail component will house a flagship LCBO store.

The office will be accessed from Queens Quay East and the retail will be accessed from the proposed Harbour Street extension as well as the office lobby. The total non-residential gross floor area for Block 1 is 58,789.04 m² with 9,057.23 m² being the retail component and 49,731.81 m² the office component.

Block 1 includes two vehicular access points along the proposed New Street to the east which will provide access to the loading area comprising two Type "A" loading spaces, two Type "B" loading spaces and three Type "C" loading spaces. Parking will be located in a covered surface parking area and within a 4-level underground garage. A total of 577 parking spaces are to be proposed, 50 of which will be for the retail component and 527 for the office component. In addition, the proposed commercial building will contain 244 bicycle parking spaces on the P1 Level of the building, with 126 spaces dedicated to long term users of the office space, and the remaining 118 spaces for short term users of the office and retail space.

Block 2:

At the northeast quadrant of the Site, Block 2 is bound by Lake Shore Boulevard East on the north, New Street on the east, the extension of Harbour Street on the south and Cooper Street on the west. The proposed development on Block 2 will include two mixed-use buildings with heights of 74-storeys and 76-storeys. The residential towers are to be separated by a private mews at grade that runs the full length between Cooper Street and New Street, approximately at the mid-point between Lake Shore Boulevard East and the extension of Harbour Street.

The mixed-use buildings will have podiums with heights of 9-storeys and 5-storeys. These podiums will be connected by a pedestrian bridge at the 2nd floor. The podiums will include a mix of retail space, amenity space and bicycle storage from the 1st to the 4th floors and residential units above from the 4th to 9th floors.

The proposed mixed-use development on Block 2 will include a total GFA of 129,499 m² with a total residential GFA of 123,997 m² and a total non-residential GFA of 5,522 m². The buildings will contain a total of 1,699 residential units in the form of 70 studio units, 798 one bedroom units, 666 two bedroom units, and 165 three bedroom units. A total of 4,285 m² of indoor amenity space will be provided and 2,024 m² of outdoor amenity space.

Access to the loading and parking will be provided from the private mews. The combined buildings will contain 1 Type “B”, 2 Type “B” and 1 Type “G” loading space. Parking will be provided in a 4-level underground garage with a total of 460 parking spaces including 351 parking spaces for residential occupants and 108 parking spaces for commercial and residential visitors. In addition 1,732 bicycle parking spaces will be provided with 1,530 spaces for residential tenants and 170 spaces for residential visitors and 32 spaces for commercial visitors.

Block 3:

Located at the southwest quadrant of the site, Block 3 is bound by the extension of Harbour Street on the north, Cooper Street on the east, Queens Quay East on the south and Freeland Street on the west. The majority of Block 3 will be a public park. The applicant proposes a 2-storey retail building on the northern edge of the park along Harbour Street.

The park will have frontages along the proposed Harbour Street Extension to the north, Queens Quay East to the south, Cooper Street to the east and Freeland Street to the west and will be approximately 8,755 m² in size.

The 2-storey retail building to be located on the northern portion of Block 3 is proposed to have retail uses which front onto both the proposed Harbour Street extension to the north and the park to the south.

Block 4:

Located at the northwest quadrant of the Site, Block 4 is bound by Lake Shore Boulevard East on the north, Cooper Street on the east, the extension of Harbour Street on the south and Freeland Street on the west. Block 4 proposes to contain a mixed-use multi-tower development that includes four residential towers at the northwest, northeast, southwest, and southeast corners of the block with total heights of 85-storeys, 80-storeys, 70-storeys, and 65-storeys respectively. The residential towers are also proposed to be separated by a planned east-west private mews at grade. The podiums for the proposed buildings are 4-storeys and 5-storeys in height respectively.

The Building podiums will include a mix of retail space, amenity space and bicycle storage on the 1st and 2nd floors with residential units located above at the 3rd and 4th floors on the northern podium

as well as retail and amenity space located above on the 3rd, 4th, and 5th floors on the southern podium.

The proposal includes the partial demolition of the existing heritage warehouse building on Block 4 in order to make way for the Harbour Street extension. The southern podium will be partially constructed with new materials and is currently proposed to transition towards the north to include the façade of the existing warehouse building.

The northern podium is currently proposed to retain the entirety of the existing office building's north, east, and west façades, together with corresponding portions of the building's structure, in order to preserve certain heritage characteristics of the existing building, with the southern façade of the existing office building to be partially retained with the addition of some new materials.

The proposed development on Block 4 will include a total GFA of 254,029 m², a total residential GFA of 234,876 m² and a total non-residential GFA of 19,153 m². The 4 buildings will contain a total of 3,493 residential units, comprised of 80 studio units, 1,911 one bedroom units, 1,154 two bedroom units, and 348 three bedroom units. A total of 9,859 m² of amenity space is proposed with 6,552 m² being indoor amenity space and 3,307 m² being outdoor amenity space.

Vehicular access points will be off of the proposed private mews. The overall block will contain 1 Type "A" loading space, 5 Type "B" loading spaces, 3 Type "C" loading spaces, and 1 Type "G" loading space.

Parking will be located below grade in a 4-level underground garage containing a total of 622 vehicular parking spaces, including 506 parking spaces for residential occupants and 116 parking spaces for commercial and residential visitors. The block will contain a total of 2,850 bicycle parking spaces, including 2,428 bicycle parking spaces for residential tenants, 350 spaces for residential visitors and 72 spaces for commercial visitors.

It is proposed that Blocks 2 and 4 be connected by above grade pedestrian bridges that also connect into the future PATH extension proposed as part of the 1 Yonge Street development.

Site and Surrounding Area

The subject site is located between Queens Quay East and Lake Shore Boulevard East, midway between Yonge Street and Jarvis Street. The western half of the property, between Freeland Street and Cooper Street is currently occupied by LCBO's headquarters, their warehouse and a retail store. The eastern half of the property is primarily occupied by a large surface commercial parking lot. To the south of the surface parking are two former rail spurs which are owned by Toronto Economic Development Corporation (TEDCO), operating as Port Lands Company and a triangular portion of the property that is vacant. The land owner, Liquor Control Board of Ontario (LCBO) undertook a procurement process and Menkes was successful candidate. At the current time, LCBO still owns the property and it is under an Agreement of Purchase and Sale with Menkes 55 Lakeshore Inc., the applicant. The TEDCO lands were included in the sale.

The property is approximately 45,820 square metres (4.58 hectares) in size, with a frontage of 240 metres on Lake Shore Boulevard East and 230 metres on Queens Quay East.

The surrounding uses are as follows:

North: Lake Shore Boulevard East, the elevated Gardiner Expressway and the Toronto rail viaduct.

South: The Pier 27 property that is subject of a mixed-use development. Phase 1 of the development has been constructed. Phase 2 has an Approved Official Plan amendment and Rezoning and the Site Plan Approval is currently before the Ontario Municipal Board. The Redpath sugar refinery is also located to the south.

West: The property at 1 to 7 Yonge Street that is the subject of a mixed-use development on two blocks that is currently before the Ontario Municipal Board.

East: 2-storey Supermarket with a 2-level parking structure.

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 are 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, by the *Planning Act*, 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, as the case may be, 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 City of Toronto Official Plan was adopted by Council in 2002 and approved by the Ontario Municipal Board (OMB) in 2006. The 2006 OMB Order only partially approved the Official Plan across the City, however, as it omitted areas covered by the Central Waterfront Secondary Plan (CWSP), which was an amendment to the former City of Toronto Official Plan. Therefore, the former City of Toronto Official Plan, not the newer Toronto Official Plan, is in force and effect for the subject property. Although the new City of Toronto Official Plan is not in force for this site, it

sets out the overall vision for the City's urban structure and future growth and is considered when reviewing Waterfront planning and development.

Within the new City of Toronto Official Plan, these lands are located in the *Downtown and Central Waterfront* on Map 2 - Urban Structure. Its land use designation is *Regeneration Areas* (see Attachment 9).

The *Downtown and Central Waterfront* offer opportunities for employment and residential growth. However, as per Section 5.2.1, growth in the *Central Waterfront* is guided by Secondary Plans, which in this case is the CWSP. The Official Plan policies address the importance of well-designed connections between the core and *Central Waterfront*. The renewal of the *Central Waterfront* will create new opportunities for business development, as well as new neighbourhoods with homes for *Downtown* workers. The *Downtown* policies also acknowledge the opportunity to add to the supply of office space south of the rail corridor.

Policies for *Regeneration Areas* are intended to provide for a broad mix of commercial, residential, light industrial, institutional and live/work uses in an urban form, in order to revitalize areas that are largely vacant or underused, and to create new jobs and homes. These areas are blocks of land that may be subdivided into smaller areas for a wide variety of mixed-use redevelopment. The Official Plan provides that for each *Regeneration Area*, a framework for new development will be set out in a Secondary Plan and development should not proceed prior to approval of a Secondary Plan.

Parks and Open Space Areas are areas for use as parks, open spaces, natural areas and plazas, and can include compatible community, recreation, cultural, restaurant and entertainment facilities. Lands designated *Parks and Open Space Areas* in the vicinity of *Regeneration Areas* may be subject to Precinct Implementation Strategies.

Heritage Policies in the Official Plan state 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 revised from time to time and adopted by Council (Policy 3.1.5.4).

Section 5.6, Interpretation, provides guidance on the understanding and interpretation of the Official Plan. Policy 1 indicates that the Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making. Further, Section 1.5 – ‘How to Read the Plan’ indicates the Official Plan is a comprehensive and cohesive whole. The City of Toronto’s Official Plan is available on the City’s website at:

<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=03eda07443f36410VgnVCM10000071d60f89RCRD>

Former Metropolitan Toronto Official Plan

As the guiding document for the former City of Toronto Official Plan, the former Metropolitan Toronto Official Plan remains in force for this property. The Plan locates the subject property within the Central Area, which is identified as the pre-eminent centre within the Greater Toronto Area and the primary location for a variety of governmental and economic activities. The Plan

provides policy direction for attaining an urban structure that fosters liveability, focuses programs on sustainable community development, enhances the planning process and promotes effective collaboration.

Former City of Toronto Official Plan

The former City of Toronto Official Plan is in force for 55 to 59 Lake Shore Boulevard East, 33 to 53 Freeland Street and 2 and 15 Cooper Street. This Plan supports the precinct planning approach and comprehensive level of analysis for precinct areas. It sets out a policy framework, including goals and objectives, for the waterfront in Chapter 14. This includes the primary goal for the waterfront as set out in Policy 14.2: to promote increased and sustainable public enjoyment and use of the area by ensuring that future developments and actions by both the public and private sectors, will help to achieve certain objectives. These objectives include: improving public access to the waterfront, increasing the amount of public parkland across the entire waterfront and enhancing the quality of the waterfront as a place. The general policies for the *Bayfront* area (Policy 14.21) state that Council shall encourage residential, commercial, institutional and compatible industrial uses in suitable locations in order to increase the area's public character, promote active and varied use of the area by people throughout the year, and assist in meeting Council's housing policies in Section 6 of the Plan.

The property at 55 to 59 Lake Shore Boulevard East, 33 to 53 Freeland Street and 2 and 15 Cooper Street is within the *Central Bayfront* area of the former City of Toronto Official Plan (see Attachment 10). A set of planning and urban design principles for development in both the *Central Bayfront* and *East Bayfront* is set out in Policy 14.28. These principles set out the need for further planning and development to address land use, open space, built form and infrastructure. Development is directed to be phased at an appropriate pace. To further this comprehensive planning framework, cooperative arrangements among landowners and public agencies and levels of government are recommended to realize both public and private objectives, including the creation of an appropriate streets and blocks plan.

Planning and urban design principles in Policy 14.28 specify that new development in the *Central Bayfront* will develop at moderate to high intensity. Development is to step down in height to the water and preserve expansive views from the City to the water. Policy 14.28(e) states that new residential development should be permitted in a manner which promotes the housing goals and objectives in Section 6 of the Plan (which includes policies respecting affordable housing policies and housing suitable for families with children). Policy 14.28 (f) sets out the principle that new residential development should ensure the creation of viable neighbourhoods with an appropriate level of community services and facilities and (g) states that redevelopment should be seen as providing opportunities for the introduction of parks and open spaces that serve a regional and a local constituency.

Addressing transportation considerations, Policy 14.28 (i) requires redevelopment to be based on a street system that improves connections between the City and Central/East Bayfront, accommodates the Gardiner Expressway in its present location but allows for its restructuring, and establishes Queens Quay East as a significant waterfront boulevard. Other policies include those addressing

compatibility with existing industries and environmental issues and recognizing and preserving the area's industrial heritage. Policy (k)(v) notes that the physical form of new development should include Lower Yonge Street as a focal point on Toronto Bay.

Section 5 of the former City of Toronto Official Plan contains heritage policies that encourage the preservation and conservation of those sites, buildings and structures, including monuments and bridges, which have been evaluated and identified as being of architectural and/or historical importance.

Central Waterfront Secondary Plan

The Central Waterfront Secondary Plan (CWSP) was adopted by City Council on April 16, 2003 as an amendment to Part II of the former City of Toronto Official Plan. It was appealed in its entirety, and although parts of the Plan have been approved by the OMB, the Plan is not yet approved and in force for the Lower Yonge Precinct. Notwithstanding the above, the CWSP has been used as the guiding policy document for waterfront redevelopment and policy implementation.

Similar to the Toronto Official Plan, the subject property lands are designated *Regeneration Areas*. (See Attachment 11)

The purpose of the CWSP is to identify key public priorities and opportunities, as well as an implementation process for waterfront revitalization. The document is based on four core principles:

- A. Removing Barriers/Making Connections;
- B. Building a Network of Spectacular Waterfront Parks and Public Spaces;
- C. Promoting a Clean and Green Environment; and
- D. Creating Dynamic and Diverse New Communities.

A precinct-level implementation strategy is the tool detailed within the CWSP to provide for comprehensive and orderly development and to implement its policies. As mentioned, precinct plans and subsequent implementing zoning by-laws have been developed for East Bayfront, West Don Lands, and the Keating Channel Precinct. Other precinct planning processes are underway for Villiers Island (formerly Cousins Quay) and the Film Studio Precinct (on hold) in the Port Lands and Bathurst Quay to the west.

Prior to the preparation of zoning by-laws or development permit by-laws within *Regeneration Areas*, the CWSP requires Precinct Implementation Strategies to be prepared in accordance with the policies contained in Section 2.2. As well, the CWSP provides that rezoning of individual sites within *Regeneration Areas* will generally only be entertained once a context has been established for the evaluation of specific rezoning applications, through the Precinct Implementation Strategies. In addition, area-wide infrastructure requirements are required to have been determined, including a fair and equitable means for ensuring appropriate financial contributions for their provision, prior to the approval of rezoning applications.

The CWSP has specific requirements for land use compatibility. Paragraph P27 requires development in *Regenerations Areas* to have regard for provincial guidelines and for lands to be appropriately buffered and mitigated to prevent adverse effects from noise, odour and other contaminants. Policy P51 states that the Redpath facility is an important feature of the Toronto Waterfront that should be maintained. Further, any development applications and public realm initiatives shall have regard for applicable policies, regulations and guidelines to ensure that compatibility will be achieved and maintained with respect to noise, dust, odour and air quality. The goals of these policies, as stated in P51, are to:

- i. prevent undue adverse impacts from the proposed land use on the Redpath lands designated as an *Existing Use Area*; and
- ii. prevent undue adverse impacts on the new land use from the Redpath lands designated as an *Existing Use Area*.

Sensitive land uses may be prohibited in the implementing zoning or limited (through massing and siting, buffering and design mitigation measures) in proximity to Redpath lands to ensure compatibility. In addition, noise and air emissions reports shall be required, in support of development approval requests. Such environmental reports are to specify how compatibility will be achieved and maintained.

The CWSP states that heritage properties listed on the City's Inventory of Heritage Property will be protected and improved where feasible. Designated heritage buildings will be conserved for creative reuse in their original locations.

The Central Waterfront Secondary Plan can be viewed at:

<https://www1.toronto.ca/City%20Of%20Toronto/Waterfront%20Secretariat/Shared%20Content/Files/CWSP07.pdf>

Lower Yonge Precinct Plan and Official Plan Amendment

The Lower Yonge Precinct Plan and implementing draft Official Plan Amendment (OPA) was endorsed by City Council on June 7/8, 2016. These plans provide for the comprehensive planning framework intended to guide development in the Precinct. Both documents set out a common vision for the redevelopment of the Lower Yonge Precinct.

The Lower Yonge Precinct will be a vibrant, mixed-use, complete community that derives its character from its waterfront context and the large central park at its heart. A home and workplace for people of all incomes, as well as a destination to visit, Lower Yonge will be a green, sustainable neighbourhood with streets and sidewalks that are inviting to both pedestrians and cyclists. The area will be characterized by mid-rise base buildings framing the public realm at a human scale, and broadly spaced towers ensuring sunlight, good wind conditions and ample views of the sky from all streets and the park.

A series of objectives are outlined for how to implement this vision. The OPA then establishes a set of planning policies with graphics, intended to guide future private and public investment, under the following general themes:

1. **Public Realm:** streets and blocks network, regional transportation improvements; complete streets; active transportation; ground floor animation, parks and open space, privately owned, publicly-accessible spaces (POPS), public art, and transit;
2. **Infrastructure:** community services and facilities, sustainability/resiliency, parking/loading, servicing, and travel demand management;
3. **Development:** land use, compatibility with Redpath Sugar, housing, heritage conservation and archaeology, and built form (including base buildings, articulation, tall buildings, density and specific provisions for the 1-7 Yonge Street property); and
4. **Implementation:** municipal approvals (including complete application requirements, holding provisions, Section 37 agreements and subdivision), municipal class environmental assessment, design review panel, landowner agreements, and monitoring.

The Lower Yonge Precinct Plan provides the background for the OPA, as well as additional measures and details for each of the elements in the OPA. It outlines and highlights the:

- context for the area;
- broader public realm network, including connections to surrounding areas;
- clarification of street types; and possibilities for the PATH network;
- added recommendations for built form development;
- background for the recommended community services and facilities;
- sustainability and resiliency ambitions;
- goals for economic innovation;
- public art plan; and
- additional recommendations for phasing and implementation.

The Lower Yonge Precinct Plan discusses the areas heritage and archaeological past. As discussed in Section 2.5, conservation of heritage and archaeological resources will play a vital role in creating a special and distinctive waterfront. The LCBO head office and warehouse buildings are both identified as heritage resources and are the last remaining structures in the Precinct from the mid-twentieth century industrial era. The Precinct Plan envisions conservation of the entire LCBO head office building and the majority of the warehouse.

The Lower Yonge Precinct Plan and draft Official Plan Amendment (page 49 of the Final Staff Report) can be found at:

<http://www1.toronto.ca/wps/portal/contentonly?vnextoid=bd6ec6f87bdb1410VgnVCM10000071d60f89RCRD>

Zoning

The former City of Toronto Zoning By-law 438-86, as amended, is applicable to the 55 to 59 Lake Shore Boulevard East, 33 to 53 Freeland Street and 2 and 15 Cooper Street properties. The property is zoned IC D3 N1.5 (see Attachment 12) which permits industrial buildings to a maximum density of 3 times the area of the lot. The zoning permits certain non-residential uses, as listed in Section 9 of By-law 438-86 up to 1.5 times the area of the lot.

All of the lands within the CWSP area were exempt from inclusion into City of Toronto harmonized zoning by-law 569-2013.

City-wide Tall Building Design Guidelines

In May 2013, 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. Section 1.2 speaks to the need to coordinate the development of larger sites with multiple tall buildings, new internal streets and parks through a Master Plan. The city-wide Tall Building Design Guidelines are available at:

http://www1.toronto.ca/city_of_toronto/city_planning/urban_design/files/pdf/tall-buildings.pdf

Policy 1 in Section 5.3.2 Implementation Plans and Strategies for City-Building, the Official Plan states that Guidelines will be adopted to advance the vision, objectives, and policies of the Plan. Urban Design guidelines specifically are intended "to provide a more detailed framework for built form and public improvements in growth areas." The Tall Building Design Guidelines serve this policy intent, helping to implement Chapter 3.1 The Built Environment and other policies within the Plan related to the design and development of tall buildings in Toronto.

As this project is located within the CWSP, it is not subject to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (adopted by City Council in July 2012 and consolidated with the city-wide Tall Building Design Guidelines in May 2013).

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'. These reports can be found at the project website: www.toronto.ca/tocore

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 'planning and analysis' phase, which involves

drafting policies, plans and strategies. A report back to TEYCC is targeted by the end of 2016 on the results of Phase 2 and next steps on implementation.

Toronto and East York Community Council on September 7, 2016, recommended the approval of Official Plan Amendment 352 – Downtown Tall Building Setback Area, with a motion to continue discussions with the development industry, to City Council. The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of a tall building in the Downtown which would be implemented through an area specific Zoning By-law. The intent is that these policies would ensure that future growth positively contributes to the liveability, sustainability and health of Toronto's Downtown. More specifically, the draft policies establish the reasoning for tower setbacks, recognizes that not all sites can accommodate tall buildings and addresses base building heights.

Subdivision

In response to a policy requirement in the Lower Yonge Precinct OPA, the applicant has submitted a subdivision application to split the site into four blocks and to provide for the conveyance of the extension of Harbour Street through the site, connecting Freeland Street to Cooper Street and the creation of a new north-south Street between Lakeshore Boulevard East and Queens Quay East. This application is currently under review.

Site Plan Control

The subject site and proposed development are subject to site plan control. No application has yet been submitted to the City. It is anticipated that each block will be the subject of a separate Site Plan Approval application.

Tree Preservation

The applicant has submitted an Arborist Report in support of this application. This document proposes the removal of 8 on-site trees, all of which will require permits for removal. This document is being reviewed by Urban Forestry. The owner will be required to obtain the necessary permits and submit a satisfactory replanting plan prior to the removal of any protected trees.

Heritage Conservation

55 Lake Shore Boulevard East is currently listed on the City's Heritage Register. The property contains the LCBO's head office, which is connected to a larger warehouse building built around the same time. South of the office and warehouse is a garage/retail outlet of the same age that was excluded from the reasons for listing. The LCBO office and warehouse buildings were conceived as a complex and constructed in the early 1950's in the post-war modernist style. The complex represents the LCBO's first stand-alone headquarters in the province, and is the last remnant of the mid-century industrial period within the Precinct. Designed by the prominent Toronto architectural firm Mathers and Haldenby, the buildings are stylistically unified with fine details and finishes. As a provincially owned property, the building complex is not currently designated.

The recent Council-approved Lower Yonge Precinct Official Plan Amendment and Precinct Plan envision the conservation of the LCBO office building and warehouse in the build-out of the area. With the proposed eastward extension of Harbour Street, however, the southern portion of the warehouse will be demolished. The preservation of the entire warehouse building is not possible with a functional alignment of Harbour Street and also with the proposed location of the proposed park. Heritage Preservation Services staff reviewed the impacts of the demolition and concluded that the warehouse will retain its integrity despite the alterations. In addition to the Heritage Impact Statement submitted with the application, a Heritage Impact Assessment by a private consultant is also currently underway to assess the impacts of the road alignment on the warehouse and suggest mitigation strategies.

Section 3.1.5 of the City of Toronto Official Plan requires that proposed development on a property on the heritage register retain the integrity of the heritage property's cultural heritage value and attributes, prior to work commencing. Integrity is defined as the measure of the wholeness and intactness of the property's cultural heritage values and attributes and the extent to which the property includes all elements necessary to express this value. Staff are reviewing the proposed development for conformity against the Official Plan heritage policies as well as the detailed policies in the Lower Yonge Precinct Plan. The LCBO office building has a strong presence along Lake Shore Boulevard East and the connected warehouse building currently defines the street wall height along Freeland Street and Cooper Street, effectively framing the public realm. Staff are reviewing the proposed towers and vertical additions to the LCBO complex and their impact on the legibility of the three-dimensional quality of these buildings along Lake Shore Boulevard East, Cooper Street and Freeland Street.

Reasons for the Application

The purpose of the Official Plan Amendment application is to amend the policies of the former City of Toronto Official Plan, as the policies of current City of Toronto Official Plan and the Central Waterfront Secondary Plan, while Council adopted, are not in effect for this site. The Central Waterfront Secondary Plan area, adopted in 2003, is subject to appeals and is only in force for specific areas.

The proposal does not comply with the existing zoning by-law as residential uses, certain retail uses and commercial parking are not permitted. In addition the proposed development exceeds the overall density permitted on the site. Additional areas of non-compliance may be identified through the circulation and review process.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Arborist and Tree Preservation Report
- Preliminary Pedestrian Level Wind Study
- Functional Servicing & Stormwater Management Report

Staff report for action – Preliminary Report - 55 to 59 Lake Shore Boulevard East, 33 to 53 Freeland Street and 2 and 15 Cooper Street

- Transportation Impact Study
- Incremental Shadow Study
- Stage 1 Archeological Assessment
- Heritage Impact Statement
- Planning and Urban Design Rationale Report
- Noise and Vibration Feasibility Study
- Odour Assessment
- Revised Report on Preliminary Geotechnical Investigation
- Environmental Information Review
- Toronto Green Standards Checklist

A Notification of Complete Application was issued on July 19, 2016.

Issues to be Resolved

This application represents approximately half of the land area of the Lower Yonge Precinct Plan area. Successful implementation of the Plan's vision will depend in great part on how the proposed development is shaped. Overall, the Plan should provide the direction to resolve and reconcile issues raised by the specific development proposal now being considered.

The following issues will require further review and will need to be addressed by the applicant:

- consistency of the proposal with the Council-adopted Lower Yonge Precinct Plan and the associated emerging policy framework;
- conformity with the Lower Yonge Precinct Municipal Class Environmental Assessment;
- provision of an appropriate land use mix, to ensure a suitable balance between residential and non-residential development;
- overall scale and intensity of the proposed development;
- principle of transition from west to east and north to south;
- evaluation of the proposed height, massing and tower separation and the project's relationship to the public realm and the urban fabric of the waterfront and the downtown;
- evaluation of sun, shadow and wind conditions;
- impacts of development on the on-site heritage resources;
- the easterly extension of Harbour Street and accommodation of its planned alignment;
- appropriateness of development to the planned roles and character of existing and new public streets, including Harbour Street and Queens Quay East;
- incorporation of the appropriate streetscape dimensions and design;
- implementation of the proposed public park, including timing, remediation, design and conveyance;
- appropriateness of commercial uses adjacent to the proposed park;
- provision of community services and facilities, and ongoing discussions with the Toronto District School Board respecting allocating space for a new school within the development;

- provision of affordable housing with respect to the goal of the CWSP to achieve affordable rental housing and low-end-of-market housing comprising 25% of all residential units in the Waterfront;
- capacity of site servicing and infrastructure, and in particular, sanitary servicing capacity;
- the proposed sustainability strategy for the project, including capacity to connect to future district energy facilities;
- evaluation of noise and air quality issues due to the proximity to Redpath Sugar and the Gardiner Expressway;
- evaluation of the location of PATH connections and PATH expansion;
- provision of required cycling infrastructure;
- location, design and securing of privately-owned, publically-accessible open spaces (POPS);
- provision of public art;
- proposed phasing plan; and
- identification and securing of public benefits and matters of legal convenience, pursuant to Section 37 of the Planning Act.

Staff will be reviewing the former Official Plan policies together with more recent Council adopted policies including the City of Toronto Official Plan, the council adopted Lower Yonge Precinct official Plan amendment (including the Lower Yonge Site Specific Policy P55) and the city Council endorsed Lower Yonge Precinct Plan.

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

CONTACT

Leontine Major, Senior Planner
 Tel. No. (416) 397-4079
 E-mail: lmajor@toronto.ca

SIGNATURE

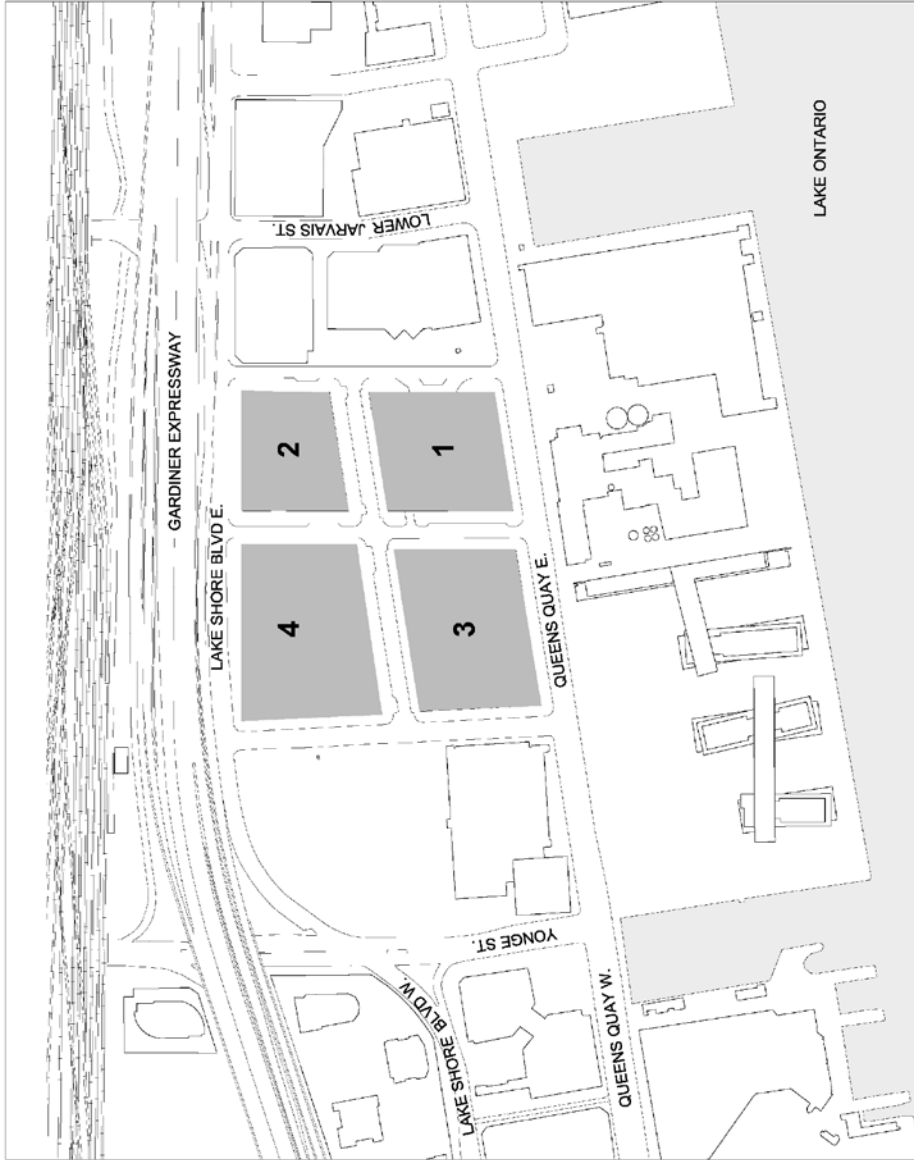
Gregg Lintern, MCIP, RPP
 Director, Community Planning
 Toronto and East York District

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ATTACHMENTS

- Attachment 1: Context Plan
- Attachment 2: Roof Plan
- Attachment 3: Queens Quay Elevation (North side)
- Attachment 4: Lake Shore Boulevard East Elevation (South side)
- Attachment 5: New Street Elevation (West side)
- Attachment 6: Freeland Street Elevation (East side)
- Attachment 7: Harbour Street Elevation (North side)
- Attachment 8: Harbour Street Elevation (South side)
- Attachment 9: Official Plan
- Attachment 10: Former City of Toronto Official Plan
- Attachment 11: Central Waterfront Secondary Plan
- Attachment 12: Zoning
- Attachment 13: Application Data Sheet

Attachment 1: Context Plan



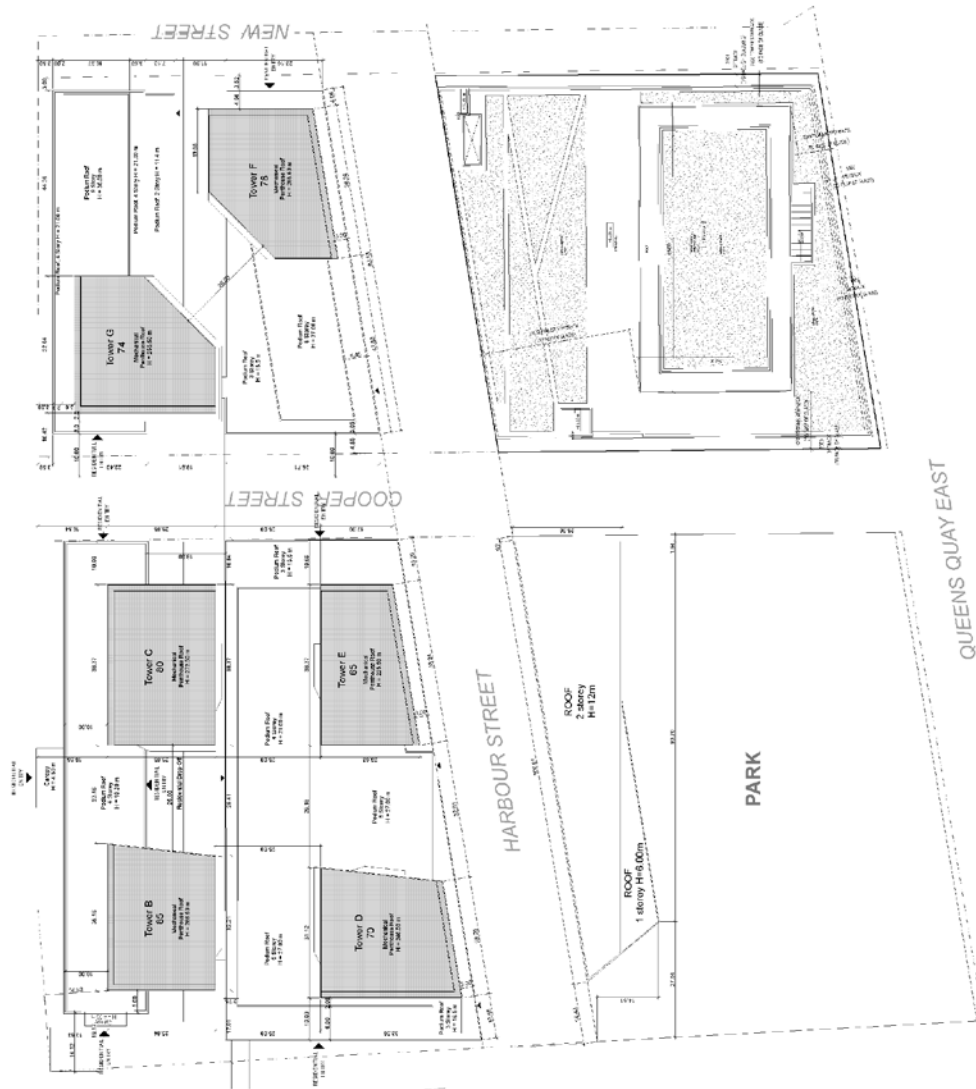
Context Plan
55-95 Lake Shore Boulevard East, 33-53 Freiland Street & 2, 15 Cooper Street

Applicant's Submitted Drawing

Not to Scale
08/02/2016

File # 16 152742 STE 28 0Z

Attachment 2: Roof Plan



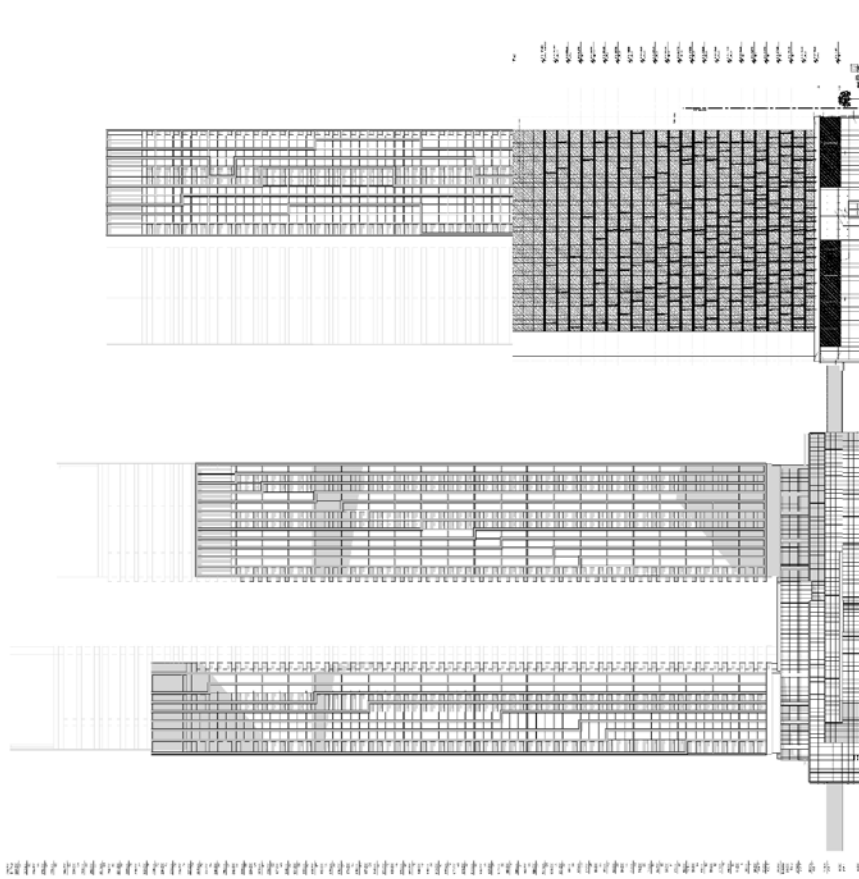
Roof Plan
55-95 Lake Shore Boulevard East, 33-53 Freeland Street & 2, 15 Cooper Street

Applicant's Submitted Drawing

Not to Scale
 08/02/2016

File # 16 152742 STE 28 0Z

Attachment 3: Queens Quay Elevation (North side)



South Elevation

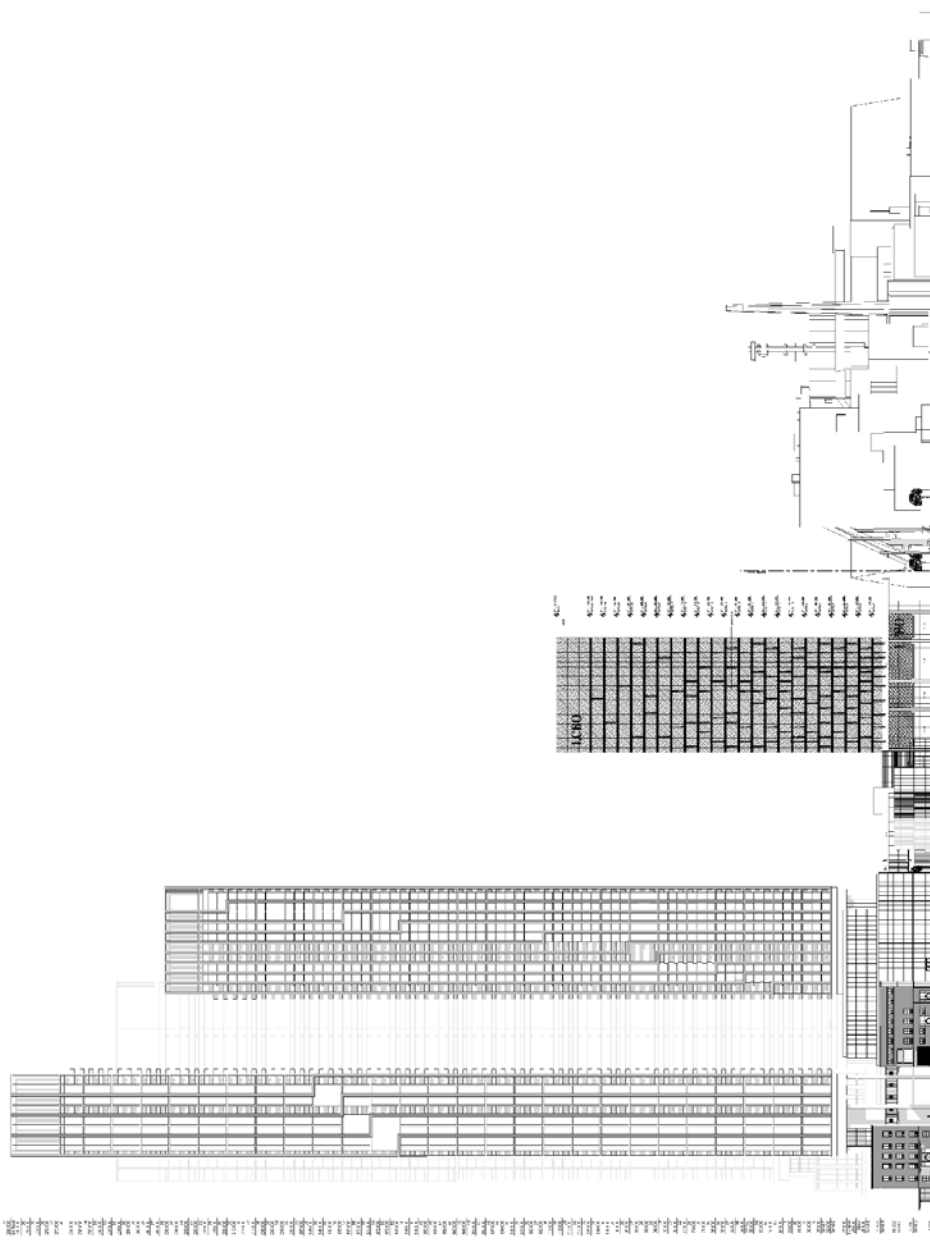
Elevations
55-95 Lake Shore Boulevard East, 33-53 Freeland Street & 2, 15 Cooper Street

Applicant's Submitted Drawing

Not to Scale
08/02/2016

File # 16 152742 STE 28 0Z

Attachment 6: Freeland Street Elevation (East side)



East Elevation

55-95 Lake Shore Boulevard East, 33-53 Freeland Street & 2, 15 Cooper Street

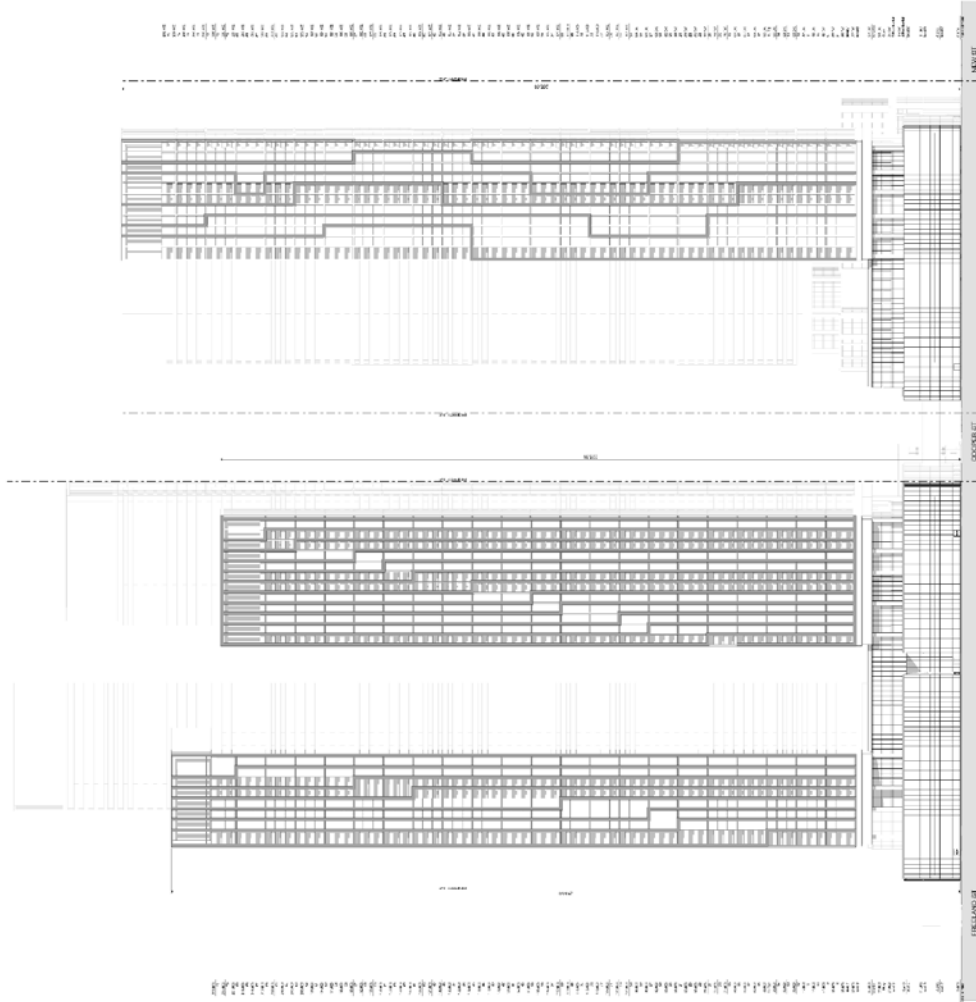
Elevations

Applicant's Submitted Drawing

Not to Scale
08/02/2016

File # 16 152742 STE 28 0Z

Attachment 7: Harbour Street Elevation (North side)



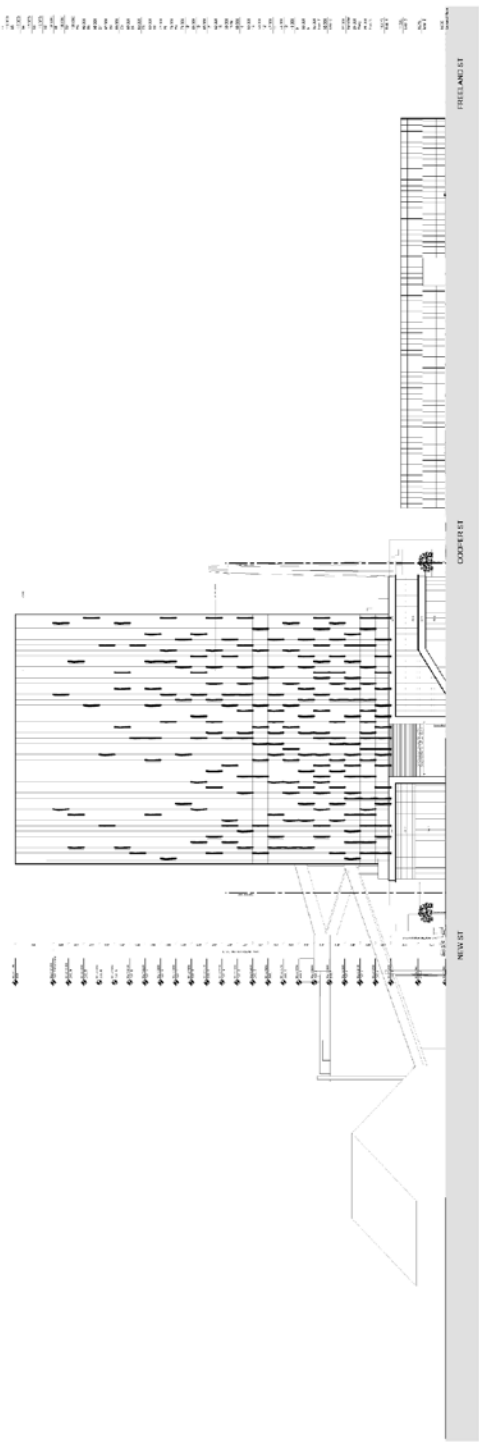
Elevations
55-95 Lake Shore Boulevard East, 33-53 Freeland Street & 2, 15 Cooper Street

Applicant's Submitted Drawing

Not to Scale
09/03/2016

File # 16 152742 STE 28 0Z

Attachment 8: Harbour Street Elevation (South side)



Elevations

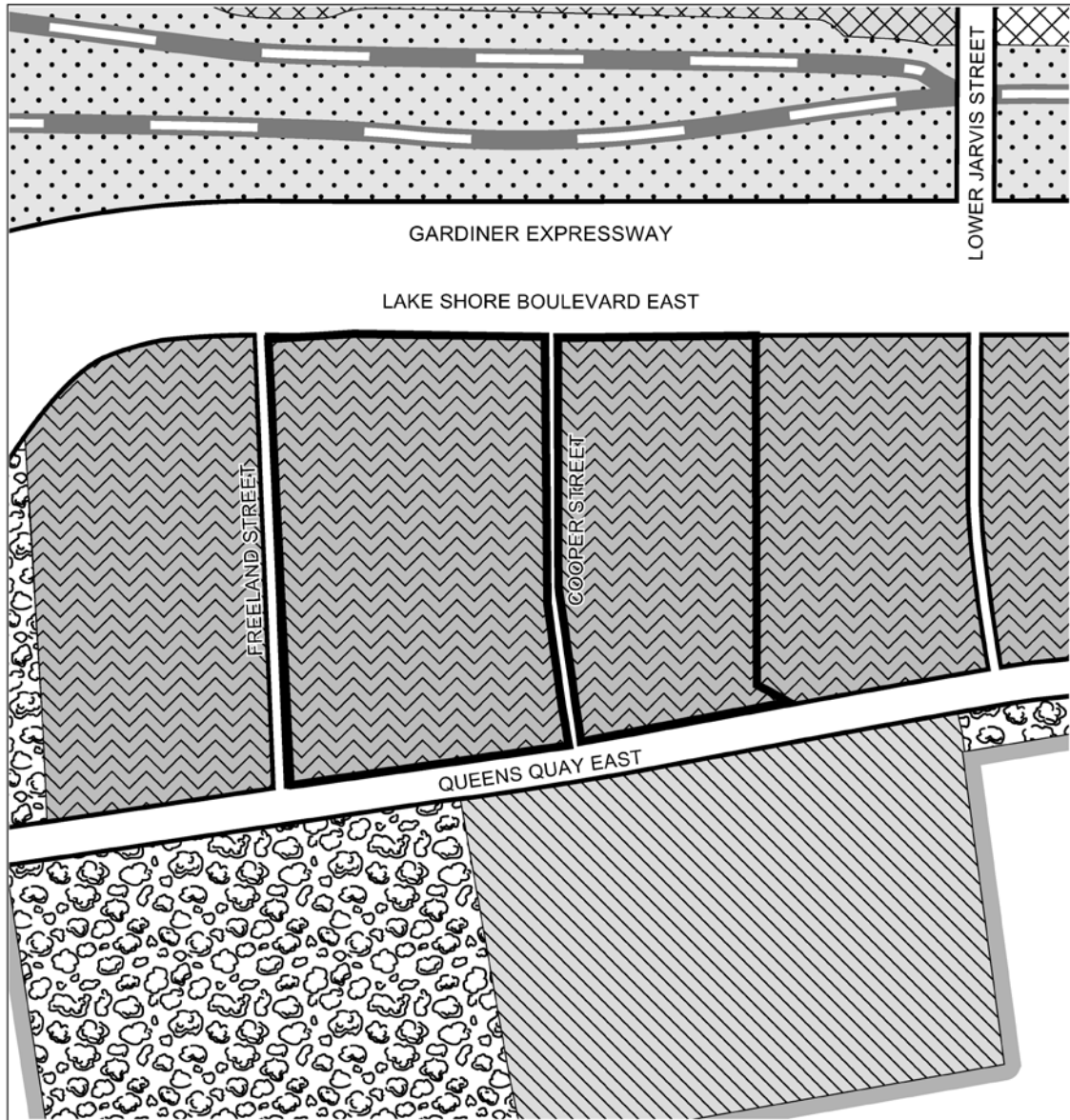
Applicant's Submitted Drawing

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09/03/2016

55-95 Lake Shore Boulevard East, 33-53 Freeland Street & 2, 15 Cooper Street

File # 16 152742 STE 28 0Z

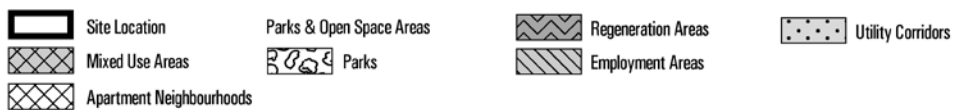
Attachment 9: Official Plan



Toronto
 Extract from Official Plan

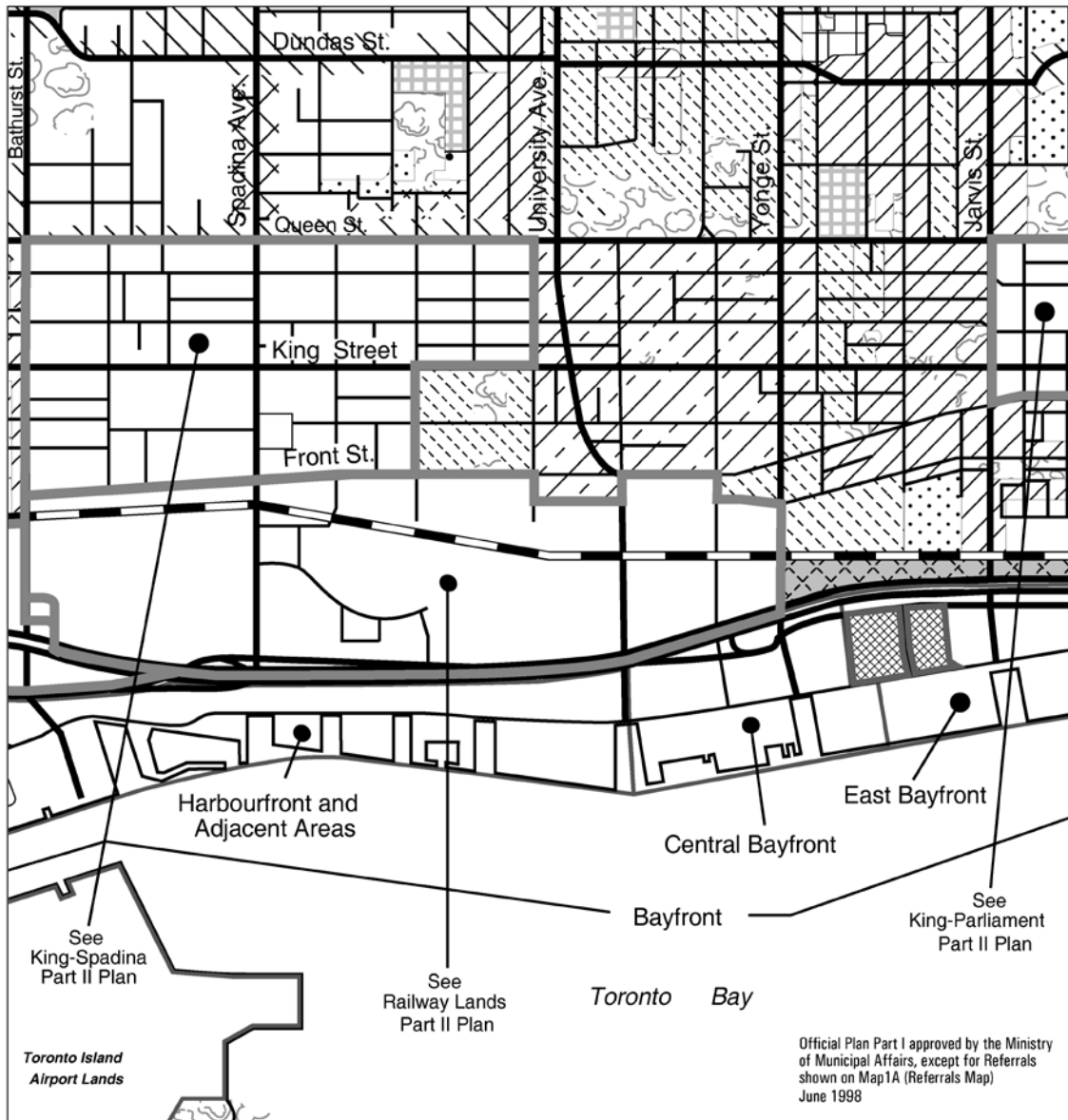
55-95 Lake Shore Boulevard East,
 33-53 Freeland Street & 2, 15 Cooper Street

File # 16 152742 STE 28 0Z



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 08/08/2016

Attachment 10: Former City of Toronto Official Plan

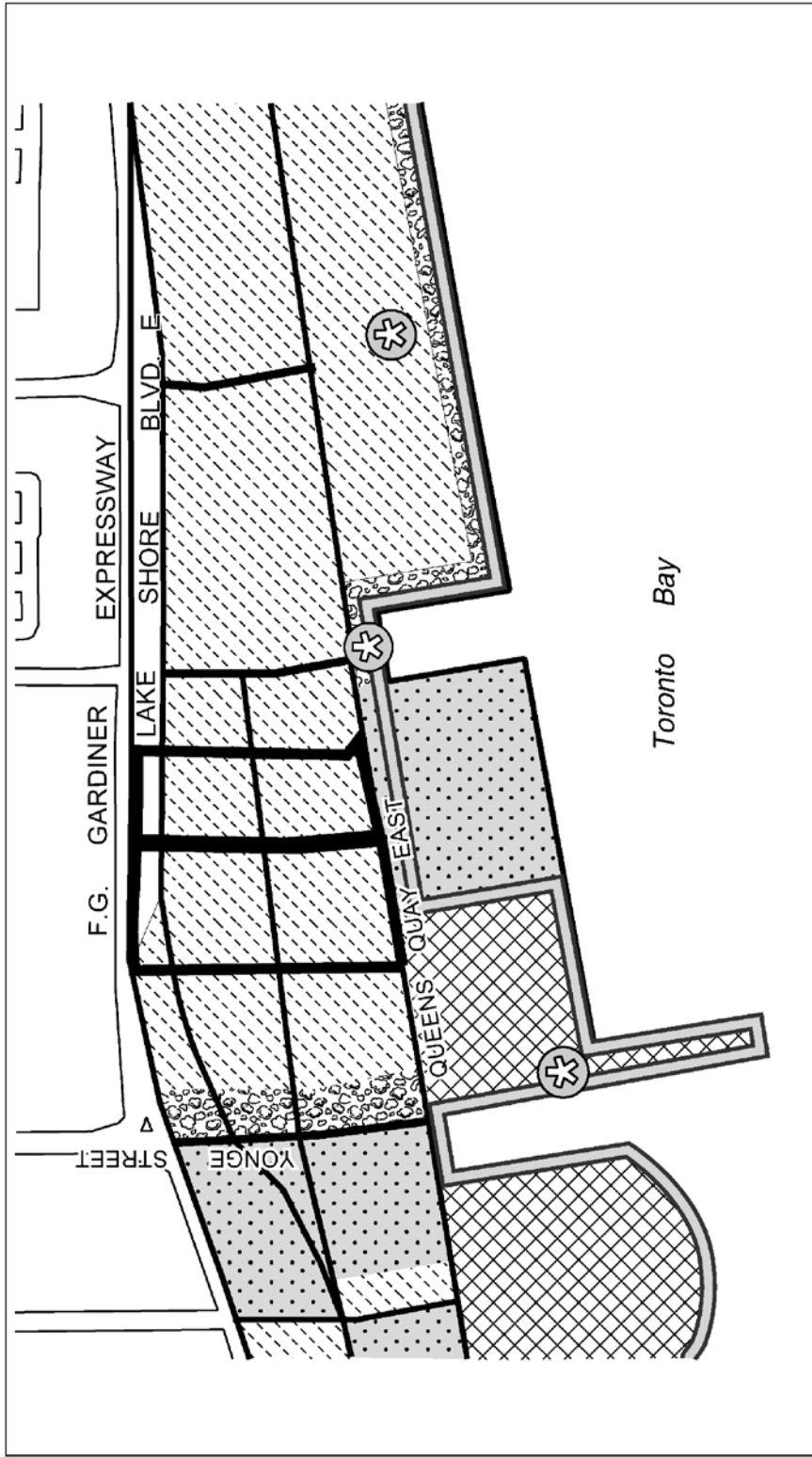


**55-95 Lake Shore Boulevard East,
33-53 Freeland Street & 2, 15 Cooper Street**

Former City of Toronto Official Plan Generalized Land Use Map1 File # 16 152742 STE 28 0Z

<p>Site Location</p> <p> Site Location</p> <p>Residential Areas (see Section 12)</p> <p> Low Density Residence Areas</p> <p> Medium Density Residence Areas</p>	<p>Mixed Commercial-Residential Areas (see Section 13)</p> <p> Medium Density Mixed Commercial-Residential Areas</p> <p> High Density Mixed Commercial-Residential Areas 'A'</p> <p> High Density Mixed Commercial-Residential Areas 'B'</p> <p> Financial District</p>	<p>Institutional Areas (see Section 11)</p> <p> Restricted Industrial Areas</p> <p>Industrial Areas (see Section 9)</p> <p> Restricted Industrial Areas</p> <p>Open Space (see Sections 2 and 4)</p> <p> Open Space</p>	<p> Policies contained in text</p> <p style="text-align: right; font-size: small;"> Not to Scale 09/22/2016 </p>
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Attachment 11: Central Waterfront Secondary Plan



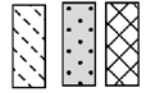
Central Waterfront Secondary Plan Map E Extract

55-95 Lake Shore Boulevard East,
33-53 Freeland Street & 2, 15 Cooper Street

File # 16 152742 STE 28 0Z



Lower Yonge Precinct Boundary
Public Promenade (Dockwall / Water's Edge)
Parks And Open Space Areas



Regeneration Areas
Existing Use Areas
Foot of Yonge Special Study Area

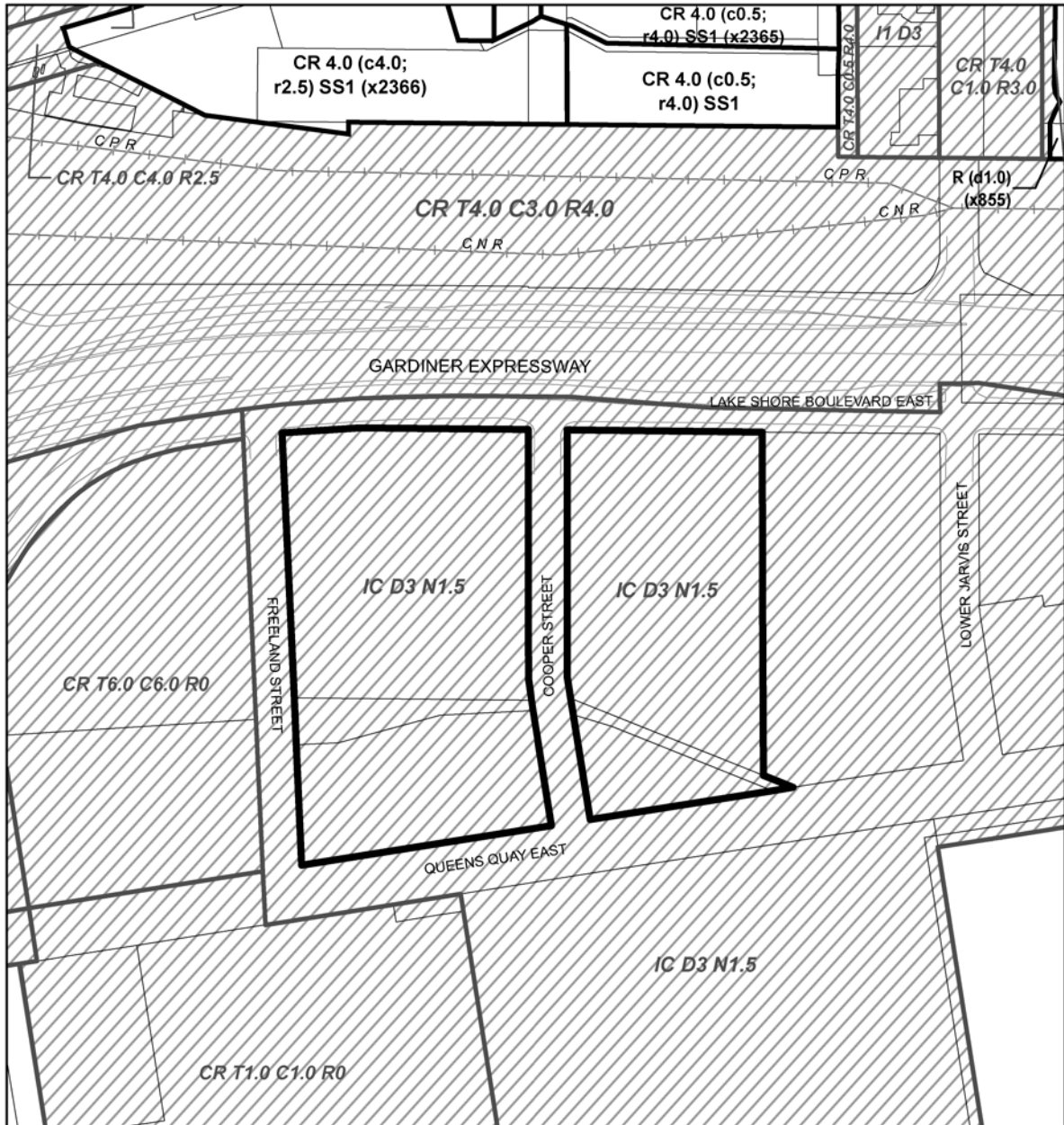


Inner Harbour Special Places



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09/22/16

Attachment 12: Zoning



Zoning By-Law No. 569-2013

55-95 Lake Shore Boulevard East,
33-53 Freeland Street & 2, 15 Cooper Street
File # 16 152742 STE 28 0Z



Location of Application

R Residential

CR Commercial Residential



See Former City of Toronto By-Law No. 438-86

- R3 Residential District
- CR Mixed-Use District
- I1 Industrial District
- IC Industrial District
- T Industrial District



Not to Scale
Extracted: 08/08/2016

Attachment 13: Application Data sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	16 152742 STE 28 OZ
Details	OPA & Rezoning, Standard	Application Date:	May 9, 2016
Municipal Address:	55 LAKE SHORE BLVD E		
Location Description:	PLAN 754E PT BLK B **GRID S2812		
Project Description:	Official Plan Amendment and Rezoning application on the former LCBO lands to permit a mixed-use development, including a new office/retail building, 6 mixed-use buildings and a public park. The applications proposes to divide the property into 4 blocks, with the eastward extension of Harbour Street and the creation of a new north-south street between Cooper Street and Lower Jarvis Street.		

Applicant:	Agent:	Architect:	Owner:
Sherman Brown			LCBO

PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:	
Zoning:	IC D3 N1.5	Historical Status:	Yes
Height Limit (m):		Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq. m):	45810	Height:	Storeys:	85
Frontage (m):	233		Metres:	288
Depth (m):	202			
Total Ground Floor Area (sq. m):	16938			Total
Total Residential GFA (sq. m):	358833		Parking Spaces:	1716
Total Non-Residential GFA (sq. m):	81511		Loading Docks	23
Total GFA (sq. m):	440344			
Lot Coverage Ratio (%):	37			
Floor Space Index:	9.61			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	358833	0
Bachelor:	150	Retail GFA (sq. m):	31779	0
1 Bedroom:	2709	Office GFA (sq. m):	49732	0
2 Bedroom:	1820	Industrial GFA (sq. m):	0	0
3 + Bedroom:	513	Institutional/Other GFA (sq. m):	0	0
Total Units:	5192			

CONTACT: PLANNER NAME: Leontine Major, Senior Planner
TELEPHONE: 416-397-4079