

# STAFF REPORT ACTION REQUIRED

324 Cherry Street & 429 Lake Shore Boulvard East – Draft Plan of Subdivision Application – Request for Direction Report

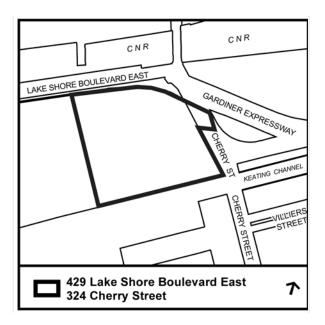
Date:	May 28, 2018
То:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 28 – Toronto Centre-Rosedale
Reference Number:	16 271924 STE 28 SB

# SUMMARY

This report reviews the draft plan of subdivision application (16 271924 STE 28 SB) for

the subject site located at 324 Cherry Street and 429 Lake Shore Boulevard East. The draft plan of subdivision application was submitted in anticipation of the Official Plan Modification and Zoning Bylaw Amendment approved by the Local Planning Appeal Tribunal (LPAT) on December 22, 2017.

The draft plan of subdivision application was received on December 30, 2016 for 324 Cherry Street and 429 Lake Shore Boulevard East and proposes to subdivide the 5.76 hectare site into seven blocks. This application establishes the primary street network, including two new public north-south streets, two new public eastwest streets, five development blocks, and two park blocks that collectively provide



approximately 0.35 hectares of waterfront promenade parkland.

On November 27, 2017, the applicant appealed their subdivision application to the Local Planning Appeal Tribunal (LPAT) on the grounds that the approval authority has failed to make a decision on the application within the prescribed timelines of the *Planning Act*. A pre-hearing conference related to this matter has yet to be scheduled by the Tribunal.

City Planning Division does not support the Draft Plan of Subdivision Application No. 16 271924 STE 28 SB as a premature application because the applicant's draft plan of subdivision does not reflect City-building projects that are within or directly adjacent to the subject site, including, Port Lands Flood Protection Enabling Infrastructure and the East Gardiner EA, as well as other issues included within this report.

The Chief Planner and Executive Director, City Planning recommend that Council authorize the City Solicitor, City Planning staff and other appropriate City staff attend the Tribunal to oppose the application.

# RECOMMENDATIONS

#### The City Planning Division recommends that:

- 1. In accordance with the delegated approval under By-law No. 229-2000, as amended, City Council be advised that the Chief Planner and Executive Director, City Planning will not approve the Draft Plan of Subdivision Application No. 16 271924 STE 28 SB.
- City Council authorize the City Solicitor to advise the Local Planning Appeal Tribunal (LPAT) that City Council opposes the proposed Plan of Subdivision Application No. 16 271924 STE 28 SB at 324 Cherry Street and Lake Shore Boulevard East as a premature application.
- 3. In accordance with the delegated approval under By-law No. 229-2000, as amended, City Council be advised that the Chief Planner and Executive Director, City Planning intends to authorize the City Solicitor, together with City Planning staff and any other appropriate staff to attend LPAT hearings to oppose the appeal of the draft plan of subdivision application for 324 Cherry Street and 429 Lake Shore Boulevard East as discussed in this report.
- 4. In the event the LPAT allows the appeal in whole or in part, City Council be advised that the Chief Planner and Executive Director, City Planning intends to authorize the City Solicitor to request the LPAT to withhold its Order on the Draft Plan of Subdivision until:
  - a) The Draft Plan of Subdivision is amended to reflect functional plans or crosssections to confirm the design details of new roads and resulting planned road network modifications surrounding the site, to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services, and the Chief Planner and Executive Director, City Planning;

- b) The owner submits, to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services, updated Grading Plan, Functional Servicing, Hydrogeological and Stormwater Management Reports;
- c) The owner makes satisfactory arrangements, including entering into a financially secured agreement with the City for the design and construction of any improvements to the municipal infrastructure, should it be determined that upgrades are required to this infrastructure to support this development, according to the Functional Servicing Report to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services;
- d) The owner submits, to the satisfaction of the General Manager, Transportation Services, a Transportation and Traffic Impact Study and makes satisfactory arrangements for improvements as required, based upon the revised transportation network that results from the detailed design of a 40-metre wide Cherry Street and the Cherry Street Bridge;
- e) Draft Plan of Subdivision Conditions be submitted to address the technical requirements of the development including, among other matters, street and block location and dimensions; the construction of streets; servicing; flood protections; existing City of Toronto easements; and grading to the satisfaction of the Chief Planner and Executive Director, City Planning.
- 5. City Council authorize the City Solicitor and any other City staff to take such actions as necessary to give effect to the Recommendations of this report.

#### **Financial Impact**

The recommendations in this report have no financial impact.

### **DECISION HISTORY**

#### Port Lands Acceleration Initiative and Flood Protection

At its meeting of July 6-8, 2010, City Council adopted the staff report from the Deputy City Manager, entitled "Lower Don Lands Project", dated May 31, 2010. This report sought City Council support for a number of studies and plans completed by Waterfront Toronto and the TRCA for the lands south of the rail corridor, east of Small Street, West of the Don Roadway and north of the Ship Channel known as the "Lower Don Lands". City Council adopted the following recommendations:

- 1. Support the preferred alternative of the Don Mouth Naturalization and Port Lands Flood Protection Environmental Assessment and its submission to the Minister of the Environment for approval;
- 2. Endorse the Lower Don Lands Framework Plan (May 2010) to guide the revitalization of the Lower Don Lands;

- 3. Endorse the Keating Channel Precinct Plan (May 2010) as it relates to lands west of and including Cherry Street;
- 4. Authorize Waterfront Toronto to put the Lower Don Lands Class EA Infrastructure Master Plan (May 2010) in the public record in accordance with the requirements of the Municipal Class Environment Assessment; and
- 5. Authorize Waterfront Toronto to put the Keating Channel Precinct Class EA Environmental Study Report (May 2010), as it relates to lands west of and including Cherry Street, in the public record in accordance with the requirements of the Municipal Class Environmental Assessment while addressing the need for the lowering of Cherry Street north of the CN rail underpass.

#### http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX45.15

At its meeting of September 21 and 22, 2011, City Council endorsed the protocol for the revitalization of the Port Lands, which initiated the Port Lands Acceleration Initiative (PLAI), a joint effort involving the City of Toronto, Waterfront Toronto, and Toronto and Region Conservation Authority (TRCA). The Council direction included a review of the studies previously endorsed by City Council related to the above-mentioned "Lower Don Lands Project" and the development of a business and implementation. plan. http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.EX9.6

At its meeting of October 2-4, 2012, City Council adopted the staff report, with amendments, entitled "Port Lands Acceleration Initiative – Final Report", dated August 24, 2012. City Council endorsed the Summary of Findings of the initial phase of the PLAI process and adopted recommendations and directions to amend the Don Mouth and Lower Don Lands environmental assessments, based on a revised flood protection scheme. The Council decision also initiated the Port Lands Planning Framework and precinct planning for three areas within the Port Lands. Additionally, staff were directed to address a number of issues identified by Lafarge Canada Inc., including land use compatibility issues associated with their continued operation. http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EX22.1

At its meeting of May 7, 2013 City Council adopted the staff report entitled "Port Lands Acceleration Initiative – Update", with amendments, dated April 9, 2013. City Council adopted recommendations that revised the precinct boundaries for Cousins Quay (now referred to as Villiers Island) and the Film Studio District, ensured coordination of the Port Lands Planning Framework with the South of Eastern Strategic Direction, and approved a review of Toronto Port Lands Corporation (TPLC) agreements, policies and practices in the Film Studio District.

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EX31.8

At its meeting of July 8-11, 2014, City Council adopted the staff report entitled, Port Lands Acceleration Initiative Phase 2 – Progress Report, dated June 5, 2014. Among 13

recommendations adopted by City Council, three had direct implications for the subject property of this report:

- 1. City Council directed the Deputy City Manager Cluster B and the Chief Planner and Executive Director, City Planning, with Waterfront Toronto, to complete the development of the Port Lands Planning Framework, Port Lands and South of Eastern Transportation and Servicing Class EA Master Plan, Film Studio District and Cousins Quay/Villiers Island precinct plans, based on the Land Use Direction in Appendix 3 to the report (June 5, 2014) from the Deputy City Manager, Cluster B including any amendments recommended for the Central Waterfront Secondary Plan and implementing planning instruments such as Zoning By-laws or a Development Permit System, and report back to Planning and Growth Management Committee in the first half of 2015.
- 2. City Council authorized City staff and Waterfront Toronto to complete revisions to the Lower Don Lands Class EA Infrastructure Master Plan Environmental Study Report and file the report in the public record, in accordance with the requirements of the Municipal Class Environment Assessment process.
- 3. City Council authorized the City Manager, the Deputy City Manager Cluster B, and the Deputy City Manager and Chief Financial Officer, in consultation with Waterfront Toronto, to initiate discussions with federal and provincial officials regarding one-third funding contributions to accelerate the design and construction of Port Lands flood protection and related infrastructure, and report back to City Council in the first half of 2015.

#### http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG34.11

At its meeting of July 7, 2015, City Council adopted the staff report entitled Waterfront Strategic Review, dated June 19, 2015, which contained recommendations to support, in principle, the undertaking of a second phase of waterfront revitalization supported by trigovernment funding and governance. Flood protection was identified as a priority capital project.

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX7.6

At its meeting of November 8, 2016, City Council adopted the staff report entitled Port Lands Flood Protection – Due Diligence Review and Next Steps, dated October 21, 2016. City staff recommended next steps for the Port Lands Flood Protection project. The recommendations pertain to the subject application as the site is within the flood plain and requires full flood protection prior to development. The construction of a new Cherry Street alignment through the subject site was identified as an early flood protection infrastructure project.

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX18.3

### **Keating Channel and East Bayfront Settlements**

City Council, at their meeting on November 19, 2013, provided direction to staff regarding resolution of several outstanding appeals of the Central Waterfront policies of the 2006 Official Plan and Central Waterfront Secondary Plan, as well as East Bayfront – West Zoning Bylaw No. 1049-2006 and Keating Channel –West Zoning Bylaw No. 1174-2010. <u>http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.TE28.41</u>

Subsequently City Council adopted a series of reports dealing with various aspects of the proposed East Bayfront and Keating Channel settlements, as noted below: March 20, 2014 <u>http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE30.17</u> May 6, 7 and 8, 2014 <u>http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.MM51.46</u> July 8, 9, 10 and 11, 2014 <u>http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE33.19</u> August 25,26, 27 and 28, 2014 <u>http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.CC55.13</u> December 11, 2014 <u>http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.CC2.5</u>

City Council, at its meeting on February 3 & 4, 2016, directed staff to change the terms of settlement for East Bayfront and Keating Channel LPAT appeals to the Central Waterfront Secondary Plan, including 324 Cherry Street & 429 Lake Shore Boulevard East, based upon proposals from the appellants. City Council directed staff to conclude settlement negotiations based upon the "Confidential Attachment". http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.CC12.13

## **ISSUE BACKGROUND**

# Lower Don Lands Environmental Assessment and Keating Channel Environmental Study Report

The Council-adopted Lower Don Lands Infrastructure Master Plan (IMP) Environmental Assessment (Phase 1 & 2 of the EA process) and Keating Channel Environmental Study Report (Phases 3 & 4 of the EA process) established the streets and blocks pattern for Keating Channel –West, as well as the water, sewer and stormwater servicing strategy. Preferred Cherry Street cross-sections and a functional plan were included within the IMP.

The IMP cross-sections were included within the 3C Waterfront Urban Transportation Consideration Report <u>Appendix C: Lower Don Lands Infrastructure Master Plan and</u> <u>Keating Channel Precinct Environmental Study Report Cross-Sections</u> as reference for street design of the site (See Attachment 4).

### Settlement of CWSP and Zoning Bylaw No. 1174-2006 LPAT Appeals

The previous owner of the 324 Cherry Street and 429 Lake Shore Boulevard East appealed both the waterfront policies and maps of the 2006 amalgamated City of Toronto Official Plan and the Central Waterfront Secondary Plan (CWSP), as well as the Keating

Channel Zoning By-law No. 1174-2010.

The City has negotiated Minutes of Settlement for 429 Lake Shore Boulevard East and 324 Cherry Street with the new owners of the site over a four year period. Draft Minutes of Settlement were filed with the LPAT on June 22-24, 2016, which included draft CWSP amendments, a Zoning By-law amendment, a Section 37 agreement, as well as conditions regarding an exchange of old Cherry Street lands to realize the new 40-metre wide Cherry Street alignment (Draft Minutes of Settlement Provision 6). The draft modification to OPA 257 included Schedule 'A": Proposed ROW for Major Roads which specified a 40-metre right of way width for both Cherry Street (CN Rail Corridor to Unwin Avenue) and Queens Quay East (Yonge Street to Cherry Street).

The LPAT issued a written Decision on December 22, 2017 which approved modifications of OPA 257 and a zoning by-law amendment for 324 Cherry Street and 429 Lake Shore Boulevard East into force.

### Proposal

A pre-application meeting was held on May 13, 2016 to discuss the intent of the applicant to submit a draft plan of subdivision application in advance of the City, Waterfront Toronto and the owner of the subject site reaching agreement on the Minutes of Settlement, draft Zoning Bylaw and modification of the CWSP. At this meeting, based upon a subdivision concept and a draft Zoning Bylaw, a number of unresolved issues were identified and the applicant was informed that the application was premature.

The draft plan of subdivision application was received on December 30, 2016 for 324 Cherry Street and 429 Lake Shore Boulevard East, proposing the following:

- two new public north-south streets, including a portion of the extension of Trinity Street and realigned Cherry Street with a right-of way width of 34.8 metres between Lake Shore Boulevard East and Queens Quay East; and a right of way width of 37.26 metres south of Queens Quay;
- two new public east-west roads, including a Queens Quay Extension that is 40.2 metres wide between Trinity Street and Cherry Street and 38 metres wide east of Cherry Street; , and an 16.5 metre wide Promenade Road;
- five development blocks; and,
- two park blocks that collectively provide approximately 0.35 hectares of waterfront promenade.

The applicant proposes that Blocks 1, 2, 3, 4 and 7 will be developed as mixed-use, commercial and residential, while Blocks 5 and 6 will be dedicated for future park land. The development, as proposed, includes GFA of 233,840 m<sup>2</sup> that will provide 2,090 residential units and 56,790 square metres of commercial space.

## **Draft Plan of Subdivision – LPAT Appeal**

The proposed Draft Plan of Subdivision Application No. 16 271924 STE 28 SB was appealed to the LPAT on November 27, 2017 pursuant to subsection 51(34) of the *Planning Act for* the failure of Council to make a decision on the application within the statutory timeframe. The application was submitted in advance of the written LPAT Decision, dated December 22, 2017, which brought the Zoning Bylaw and CWSP OPM into force for the subject site. As well, the application was submitted in advance of detailed design of Port Lands Flood Protection works, including the new alignment of Cherry Street, the Cherry Street bridge and flood protection infrastructure.

### Site and Surrounding Area

The site is located within the Keating Channel Precinct, a man-made industrial area created through fill in the late 1880s, located east of Toronto's downtown between the Lower Don and Parliament Slip, north of the Keating Channel and south and west of Lake Shore Boulevard.

The site at 324 Cherry Street and 429 Lake Shore Boulevard East is bounded by Lake Shore Boulevard to the north, Cherry Street to the east, Keating Channel to the south and 351-369 Lake Shore Boulevard to the west. It has a total area of approximately 57,600 square metres or 5.76 hectares.

The Martin Goodman Trail borders the site, with an alignment between Lake Shore Boulevard East and the site. The site is generally flat. The north and east frontages of the site are lined by several non-native trees and shrubs.

Most of the site is vacant and used as storage and surface parking for cars, trucks and larger vehicles. Adjacent to Keating Channel, there is an area used for boat storage. Prior to this use, the site had been used as a National Iron Works complex which was demolished in the 1980s.

The following is a description of the uses surrounding the subject site.

- North: Immediately north of the site are the F.G. Gardiner Expressway, Lake Shore Boulevard East, and the Metrolinx Union Station Rail Corridor. Further north is the West Don Lands and Distillery District, which consist of high density residential and commercial uses, as well as a pedestrian-focused area of retail, galleries, studios, restaurants, cafes and theaters. Corktown Commons is a City park that incorporates a flood protection landform (FPL) that provides flood protection for West Don Lands and much of Downtown Toronto.
- West: On the west side of the site is 351-369 Lake Shore Boulevard East, also known as the Victory Soya Silos, which is a vacant Keating Channel Precinct development site and is listed on the City of Toronto Inventory of Heritage Properties. Further west is 333 Lake Shore Boulevard East, which is a vacant site included within the master innovation and development plan being undertaken by Waterfront Toronto and Sidewalk Toronto.

- South: South of 324 Cherry Street and 429 Lake Shore Boulevard East is the Keating Channel and Essroc Quay, the subject of ongoing construction of the Cherry Street Stormwater and Lakefilling Project which is an early Port Lands Flood Protection Project initiative. Further south and east are the remains of Marine Terminal 35 at 242 Cherry Street, Cherry Street bridge, and Essroc Silo which was listed on the City's Inventory of Heritage Properties in 2003.
- East: East of the site is Cherry Street, Lake Shore Boulevard East and the F.G. Gardiner Expressway.

### **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, by the *Planning Act*, to be consistent with the PPS.

Section 2 of the *Planning Act* sets out matters of Provincial interest that the Council of a municipality and the Tribunal shall have regard to. These matters include some of the following:

- the protection of ecological systems, including natural areas, features and functions;
- the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- the orderly development of safe and healthy communities;
- the adequate provision of a full range of housing, including affordable housing;
- the adequate provision of employment opportunities;
- the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and
- the promotion of built form that:
  - is well-designed,
  - encourages a sense of place, and
  - provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

Section 24(1) of the *Planning Act* states that "despite any other general or special Act, where an official plan is in effect, no public work shall be undertaken and, except as

provided in subsections (2) and (4), no by-law shall be passed for any purpose that does not conform therewith."

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

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

Section 3.1.2 c) of the PPS, 2014, states that "development and site alteration shall not be permitted within: c) areas that would be rendered inaccessible to people and vehicles during times of flooding hazards, erosion hazards, and/or dynamic beach hazards, unless it has been demonstrated that the site has safe access appropriate for the nature of the development and natural hazard."

Section 3.1.4 a) of the PPS, 2014, states that "the designation of a Special Policy Area, and any change or modification to the official plan policies, land use designations or boundaries applying to Special Policy Area lands, must be approved by the Ministers of Municipal Affairs and Housing and Natural Resources prior to the approval authority approving such changes or modifications."

Section 1.2.6 of the PPS contains land use compatibility policies for sensitive land uses in proximity to major facilities, which include industries. Section 1.2.6.1 of the PPS states: *Major facilities and sensitive land uses should be planned to ensure they are appropriately designed, buffered and/or separated from each other to prevent or mitigate adverse effects from odor, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term viability of major facilities."* 

The proposed residential mixed use development meets the definition of a sensitive land use as defined in the PPS, which will be in proximity to major facilities such as the Lafarge cement terminal at 54 Polson Street.

Sections 1.6.7.5 of the PPS states that transportation and land use consideration shall be integrated at all stages of the planning process.

Section 1.6.8.1 of the PPS states that "planning authorities shall plan for and protect corridors and rights-of-way for infrastructure, including transportation, transit to meet current and projected needs."

Section 1.6.8.3 of the PPS states that "Planning authorities shall not permit development in planned corridors that could preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified. New development proposed on adjacent lands to existing or planned corridors and transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, mitigate or minimize negative impacts on and from the corridor and transportation facilities."

The PPS is issued under Section 3 of the Planning Act and all decisions of Council affecting land use planning matters shall be consistent with" the Provincial Policy Statement. Policy 4.7 further states that the Official Plan is the most important vehicle for implementing 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, by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan for the Greater Golden Horseshoe.

### **Official Plan**

The former City of Toronto Official Plan is in force on the subject site and designates the site *East Bayfront* on Map 1. Further, the site is located within the *East Bayfront District* on Map 9 of the former City of Toronto Official Plan.

In addition, the site is located within the Lower Don Lands Special Policy Area, as shown on Map 3 of the former City of Toronto Official Plan, and is subject to flood risk. Development on lands designated Special Policy Area (SPA) within Keating Channel may not be permitted until flood remedial works are completed to flood protect the lands and enable comprehensive renewal and then the lands are flood protected to at least the level of a 1:350 flood, subject to review and approval by the Toronto and Region Conservation Authority (TRCA).

The Central Waterfront Secondary Plan (CWSP), which was adopted by City Council in 2003 as an amendment to the former City of Toronto Official Plan, represents Council

policy to guide revitalization in the Central Waterfront. The CWSP is in force for 324 Cherry Street and 429 Lake Shore Boulevard East. The CWSP is premised on four key principles:

- Removing barriers and making connections;
- Building a network of spectacular waterfront parks and public spaces;
- Promoting a clean and green environment; and
- Creating dynamic and diverse new communities.

The CWSP OPM, which was part of the LPAT Minutes of Settlement for the subject site, included Policy P54 and Maps H1 and H2 (see Attachment 3), which are specific to Keating Channel – West Precinct.

The Toronto Official Plan, 2006 is not in force for the Central Waterfront, inclusive of the Keating Channel Precinct - West. Under the Toronto Official Plan, the subject property is within the *Downtown and Central Waterfront* on Map 2 – Urban Structure and is designated *Regeneration Areas* on Map 18 – Land Use Plan. The subject property is also partially covered under Special Policy Area 7 – Lower Don: Don River, on Map 11. Policies 3.4.5 and 3.4.11 b) within Chapter 3 of the Official Plan address development criteria within this floodplain Special Policy Area.

# **Keating Channel Precinct Plan**

The Keating Channel Precinct Plan, for the lands to the west of, and including, Cherry Street, was endorsed by City Council in 2010. The Keating Channel Precinct Plan provides detailed planning direction to guide the development of this former industrial area into a new sustainable, walkable and connected mixed-use residential community with great parks and open spaces along with a distinct water's edge promenade.

In accordance with the Central Waterfront Secondary Plan, all future development applications in Keating Channel-West will be required to address the vision, guiding principles and strategies, and guidelines for Keating Channel established through the Precinct Plan.

## Zoning

The harmonized city-wide Zoning By-law does not apply to the subject the site. The former City of Toronto Zoning By-law 438-86 and Keating Channel – West Zoning By-Law No. 1174-2010 are in force, and zones the subject site Commercial Residential (CR(h)), with the (h) denoting that requirements must be fulfilled prior to lifting the holding symbol to permit development. Detailed regulations with respect to building heights (including tall building locations), setbacks and stepbacks; density; street alignments, build-to lines; and permitted plaza areas, among other matters, are established in these by-law regulations. A 13 metre wide section, between the Keating Channel and the proposed promenade road, is zoned Park (G).

The By-law also contains holding provisions and requirements relating to technical information to be provided at the time of Site Plan Approval and provisions related to Section 37 contributions, including, but not limited to:

- The owner has demonstrated to the satisfaction of Council that all infrastructure and servicing requirements necessary to accommodate development and that all necessary transportation, servicing and infrastructure improvements necessary to serve development for any phase have been secured and/or shall be provided;
- The owner has provided a streets and block plan satisfactory to the City demonstrating how the development proposed for any phase provides for new streets and blocks in relation to the existing and proposed system of streets;
- An implementation plan that identifies the manner of which:
  - a) land is conveyed to the City for the extension of Queens Quay East and new Cherry Street, as well as the widening of Lake Shore Boulevard East;
  - b) a plan of subdivision provides for the dedication of land sufficient for the owner's share for the laying out of new streets required to serve development; and,
  - c) a phasing plan addresses the sequencing of development and timing of infrastructure.

A map of the existing zoning for the area can be found in Attachment 2.

## Site Plan Control

The site is subject to Site Plan Control. An application for site plan control has not been submitted with this draft plan of subdivision application.

## Toronto and Region Conservation Authority (TRCA) – Floodplain

The Toronto and Region Conservation Authority (TRCA) recently completed updated flood modeling and mapping for the Lower Don floodplain. The subject site is within the floodplain, but will be removed from flooding upon implementation of various phases of the Don Mouth Naturalization and Port Lands Flood Protection EA (DMNP EA).

Detailed design work needs to be completed to fully understand the final finished grade of 324 Cherry Street, 429 Lake Shore Boulevard East and surrounding sites. Detailed design has not been completed for the new 40-metre wide Cherry Street and new Cherry Street Bridge, including final elevations.

# **Agency Circulation**

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

## COMMENTS

#### **Issues to be Resolved**

#### 1. Alignment and Design of Cherry Street

New Cherry Street will connect the Port Lands to Keating Channel, the Distillery District, West Don Lands and the broader City. It will consist of both a new higher order transit tunnel under the Metrolinx USRC Rail Corridor and a bridge over the Keating Channel. The recommended Cherry Street cross-sections match the West Don Lands EA section for Cherry Street, with a 36-metre right-of-way width between Mill Street and the north side of Lake Shore Boulevard East. Between the south side of Lake Shore Boulevard East and Villiers Street, more generous cycle lanes and sidewalks were planned by Waterfront Toronto, in collaboration with the City, which resulted in a 42metre Cherry Street cross-section (11-201 of the IMP) (See Attachment 4). Schedule A of the CWSP and Provision 6 of the 3C Minutes of Settlement requires a minimum 40 metre right-of-way width for Cherry Street from Lake Shore Boulevard East to Villiers Street.

The application presents a Cherry Street alignment with a right-of-way width of 34.8 metres between Lake Shore Boulevard East and Queens Quay East and a right-of-way width of 37.2 metres south of Queens Quay East. These widths are not consistent with the CWSP and the Minutes of Settlement.

The realignment of Cherry Street and construction of a new Cherry Street bridge over the Keating Channel are planned early works of the Port Lands Flood Protection Project. Waterfront Toronto, in coordination with the City, are designing and will be constructing the new alignment of Cherry Street, from Lake Shore Boulevard East to Commissioners Street.

The City and Waterfront Toronto identified the need to accelerate the design and construction of Cherry Street in advance of an approved draft plan of subdivision to accommodate the Port Lands flood protection construction schedule. Cherry Street is scheduled to be constructed between 2019 and 2021, and detailed design is currently at 30%. The Minutes of Settlement specified that a land exchange agreement between the City and the owner, informed by a draft reference plan (or R-Plan), is an appropriate mechanism for the conveyance of land for new Cherry Street. Based upon the premise of a land exchange agreement, informed by a R-Plan, the City, Waterfront Toronto and the applicant are continuing to work on the alignment and detailed design of new Cherry Street, new Cherry Street Bridge and an agreement that would facilitate construction by Waterfront Toronto through the Port Lands Flood Protection project process and independent of a draft plan of subdivision appeal and/or approval process.

The detailed design of Cherry Street is currently at 30% and the alignment of Cherry Street has not been finalized. Once the alignment and design of Cherry Street are finalized, resulting changes to the broader street network will need to be reflected in the draft plan of subdivision.

The application, as submitted on December 30, 2016, and the application resubmission on February 16, 2018 are not in conformance with the Central Waterfront Secondary Plan Schedule A requirement for a Cherry Street right-of-way width of a minimum of 40 metres. The draft plan of subdivision application also does not acknowledge or reflect the 40-metre Cherry Street that was included within the Port Lands Flood Protection Enabling Infrastructure (PLPFEI) Due Diligence Report.

#### 2. Coordination with City-building Projects

The PPS 2014 and the Growth Plan 2016 provide robust direction regarding municipalities need to undertake integrated planning to support development. Within the Growth Plan, Policy 3.2.1 states that *'infrastructure planning, land use planning and infrastructure investment will be co-coordinated to implement this plan'* and Policy 3.2.1.1 further specifies that *'planning for new or expanded infrastructure will occur in an integrated manner....and will be supported by infrastructure master plans, asset management plans, community energy plans, watershed planning, environmental assessments and other relevant studies as appropriate'. Policy 3.2.2 states that 'transportation systems planning, land use planning and transportation investment will be coordinated to implement this Plan'.* 

The layout and design of transportation, servicing and flood protection infrastructure in the Lower Don Lands, which includes the subject site, has been defined by a number of approved planning studies, infrastructure environmental assessment and watershed planning environmental assessments. These environmental assessments, including the TSMP, IMP and DMNP, further informed land use and the urban fabric as defined within the Keating Channel Precinct Plan, Villiers Island Precinct Plan and Port Lands Planning Framework.

The Keating Channel Precinct West lands are a challenging area to redevelop due to the requirements for flood protection, infrastructure, soil remediation and geotechnical considerations. In addition to these challenges, a number of major City-building projects are advancing within, adjacent to, or in close proximity to the subject site, including Port Lands Flood Protection works, realignment of Lake Shore Boulevard East and East Gardiner ramps, Metrolinx Union Station Rail Corridor Enhancements Project and Waterfront Toronto stormwater management projects. These projects collectively will result in changes to the existing transportation network, servicing infrastructure, and grades on, and adjacent to, the site. These City-building initiatives will result in the development of new road, bridge, servicing and flood protection infrastructure on, or adjacent to, the site.

All of these major integrated and coordinated City-building transportation, servicing and flood protection projects, approved through the environmental assessment process, are partially or wholly funded by City and/or Province and/or Federal governments. This includes Queens Quay East, Cherry Street, F.G. Gardiner East and Lake Shore Boulevard East realignment and flood protection infrastructure.

City staff, Waterfront Toronto and TRCA, as well as other relevant agencies, have been in regular discussions with the applicant on all of the above projects in relation to the development concept advanced by the applicant. The applicant's draft plan of subdivision does not reflect the progress in these City-building projects, including the PLFPEI, East Gardiner EA, PLPF and Villiers Island Precinct Plan. Until these City-building projects are reflected within the draft plan of subdivision, the application is premature.

#### 3. Proposed Road Network

The subject site is bisected by two critical major transportation corridors that will be designed and constructed by Waterfront Toronto – Queens Quay East and the realigned Cherry Street and bordered by the planned realignment of Lake Shore Boulevard East and F.G. Gardiner Expressway.

The 40-metre wide Queens Quay East extension will extend from Parliament Street, across Parliament Slip, to east of Cherry Street, connecting Keating Channel and the Port Lands with East Bayfront and Downtown. These major streets include dedicated streetcar routes and require an integrated and coordinated approach to both detailed design and construction timing to ensure the broader transportation, transit and servicing infrastructure network is functional and phased to service the various precincts as they develop. Specifically, the detailed design of the streetcar infrastructure and the various major intersections will be critical to ensure that the streetcar operation is not impacted by excessive slope and insufficient turning radii. As well, the local streets, such as the new Promenade Street and Trinity Street Extension require coordination with other Keating Channel landowners to deliver. There are a number of approved environmental assessments that address realignment of Lake Shore Boulevard East and Gardiner relocation and ramp reconstruction that have not been considered in the application. Further clarification is required regarding the landowner coordination approach that will be advanced to realize these important transportation and transit connections

As part of the submission, the applicant referred to an Urban Transportation Considerations report, dated August 2012 prepared by BA Consulting Group Ltd., in support of an earlier development proposal. Based on the projected volume of vehicle traffic of this earlier proposal, the applicant's traffic engineering consultant has not identified any negative level-of-service or operational impacts to the adjacent road network. The applicant has not provided a transportation impact assessment that reflects the densities, uses and built form represented in the approved Zoning Bylaw. Transportation Services requested a Traffic Impact Study as an early response to first circulation, which is still outstanding. Any transportation and traffic impact study will need to reflect a 40-0metre wide Cherry Street alignment as designed by Waterfront Toronto as part of the DMNP project, as well as any modifications to the broader transportation network that would result.

City staff have no objections to the general location of Queens Quay East, Trinity Street or Promenade Street. In general, the layout and alignment of these three proposed public roads are consistent with the approved Zoning By-law and IMP. However, the applicant has not provided functional plans or cross-sections to confirm the design details of these new roads, including a grading plan that shows proposed grading information for the site as well as for planned road network modifications surrounding the site (e.g., changes to Lake Shore Boulevard East, New Cherry Street bridge, etc.). The City and Waterfront Toronto have requested that the proposed development be coordinated with the reconfiguration of the Gardiner Expressway and Lake Shore Boulevard East, which is not represented on the draft plan. The draft plan will need to be modified in relation to the preferred alignment of the future Gardiner East and Lake Shore Boulevard East realignment, which has not been finalized through detailed design.

Until these broader transportation network issues are resolved, the draft plan of application is premature.

#### 4. Flood Protection

The site is located within the Lower Don Special Policy Area (SPA) as designated by the Ministry of Municipal Affairs (MMA) and the Ministry of Natural Resources and Forestry (MNRF). A Special Policy Area means an area within a community that has historically existed in the flood plain and where site-specific policies, approved by both the Ministers of Natural Resources and Forestry and Municipal Affairs, are intended to provide for the continued viability of existing use and address the significant social and economic hardships to the community that would result from strict adherence to provincial policies concerning development.

OPA 394 would remove an area to the west of the Don River from the Lower Don SPA within the Former City of Toronto Official Plan. OPA 394 was approved in principle by City Council on October 30, 31 and November 1, 2012 and City Council directed staff to make any modifications to OPA 394 to address matters arising from Provincial review. Based upon TRCA flood modelling undertaken in relation to the Port Lands Flood Protection Project, the subject site and other properties within Keating Channel – West Precinct would remain in the Lower Don floodplain until the appropriate DMNP flood protection works have been completed. As a result of this new modelling, the Keating Channel - West lands, including the subject site, have been removed from the area specified within OPA 394 and are therefore still within the Lower Don SPA.

Funding for the implementation of the DMNP EA flood remedial project was announced by all three levels of government on June 28, 2017 and design work has begun. Based upon the most recent modelling by TRCA, the site will be removed from the floodplain through approved and funded remedial works. Former City of Toronto Official Plan Policy 2.58, Flood Protection Standard, requires new development to be flood-proofed to the minimum of the 350 year flood elevation. Policy 2.65, Off Site Impacts and Public Safety, states that notwithstanding the provisions of Sections 2.5, no new development shall be permitted on any parcel of land which is wholly or partly within the flood plain lands if: (a) the necessary flood protection measures would have a negative off-site impact on adjacent properties. Policy 2.69, Flood Control Works in the SPA, states that a flood control remedial works plan may be required to support large scale urban renewal projects within the SPA to the satisfaction of TRCA and Council prior to approval of an urban renewal project.

Through the above mentioned PLFP detailed design process, site grading would be finalized to accommodate the Cherry Street and bridge detailed design, as well as any flood protection requirements.

#### 5. Existing Easements

Development of the site will require a number of easements to be discharged, subsurface infrastructure relocated and new easements established. A 1991 Easement Relocation Agreement still applies to the site. According to the Agreement, the owner of the site is responsible for terminating existing servicing easements, establishing new easements and relocating utilities prior to the dedication and/or conveyance of any road allowances.

As well as the easement issues above, a Toronto Water transmission watermain that provides water to Downtown is protected through easement (Part 8, Plan 63R-4604) that was registered on title on January 24, 1956 when these lands were transferred from the National Iron Corporation to Canada Iron Foundries Limited. This 6 metre wide easement bisects several development blocks.

The City is working with Waterfront Toronto and the applicant on easement issues, through the Port Lands Flood Protection Project discussions.

#### 6. Servicing

According to the Functional Servicing and Stormwater Management Report submitted by the applicant, the subject site will be serviced with existing and proposed water, sewer and stormwater infrastructure, based upon the conclusions of the Infrastructure Master Plan (IMP).

The extension of Queens Quay East, from Parliament Street to Cherry Street, as well as the extension of Trinity Street, from Lake Shore Boulevard East to the new Promenade Street, requires coordination between landowners to realize subsurface servicing infrastructure as recommended in the IMP. Further clarification is required regarding the landowner coordination approach to servicing.

The owner will need to demonstrate to the satisfaction of City Council that all infrastructure and servicing requirements necessary to accommodate development of the

subject site and all necessary servicing improvements necessary to serve development of the site for any phase of the development have been secured.

Should a draft plan of subdivision be approved for this site at a future LPAT hearing, then City staff will request the Tribunal to ensure that appropriate subdivision conditions are in place.

#### 7. Other Issues

There are a number of other issues that have been identified through a review of the initial submission that will inform draft plan of subdivision conditions, including, but not limited to:

- Parkland dedication;
- Land use compatibility;
- Toronto Green Standard; and,
- Stormwater management.

#### 8. Additional Information

Many of the reports and studies submitted in support of the original submission will require updating to reflect changes that result from the final alignment of a 40-metre wide Cherry Street, PLFPEI design and other City-building projects. This information will inform the detailed conditions of any Draft Plan of Subdivision approvals and includes matters such as an updated Planning Rationale, Grading Plan, Phasing Plan and Servicing Strategy in addition to other reports identified earlier in this report.

## LPAT Appeal

Through sections 415-16, 18 and 18.1 of the Municipal Code, as amended, City Council has delegated authority to the Chief Planner and Executive Director, City Planning to approve plans of subdivision and to determine appropriate conditions of approval. This includes the authority to give instructions to the City Solicitor regarding a position to take at the LPAT in connection with an appeal of a draft plan of subdivision and to enter into agreements on behalf of the City to secure such conditions of approval as are appropriate.

The recommendations of this report advise City Council that the Chief Planner and Executive Director, City Planning intends to not approve the Draft Plan of Subdivision Application No. 16 271924 STE 28 SB, as this application is premature.

In the event the LPAT allows the appeal in whole or in part, the Chief Planner will direct the City Solicitor to request the LPAT to withhold its Order on the Draft Plan of Subdivision until the City and the owner presents the LPAT with Draft Plan of Subdivision Conditions to address the technical requirements of the development including among other matters street and block location and dimensions, site servicing, Cherry Street alignment and dimensions, construction phasing of streets

and servicing, flood protection, resolving existing City of Toronto easements, grading, and any other issue determined by the Chief Planner and Executive Director, City Planning.

If the LPAT appeal is refused, the City would consider a draft plan of subdivision application once it is no longer premature and reflects the detailed design of flood protection and servicing infrastructure, final grading, Cherry Street and bridge detailed design, as well as any modification to the existing and planned transportation network that result.

# CONCLUSION

Due to the LPAT appeal, City Planning staff recommend that City Council instruct staff to oppose the Draft Plan of Subdivision before the LPAT. Should a future application resubmission reflect agreement through the PLFPEI process between the City, Waterfront Toronto and the applicant regarding detailed design of Cherry Street and other future transportation and servicing infrastructure, then the City will be in a position to consider a Draft Plan of Subdivision application for this site. The City will continue to work with the applicant and Waterfront Toronto regarding items that are relevant to the PLFPEI Project, which includes the design of New Cherry Street.

### CONTACT

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### SIGNATURE

Lynda H. Macdonald Acting Director, Community Planning Toronto and East York District

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## ATTACHMENTS

Attachment 1: Draft Plan of Subdivision (February 16, 2018 Resubmission)

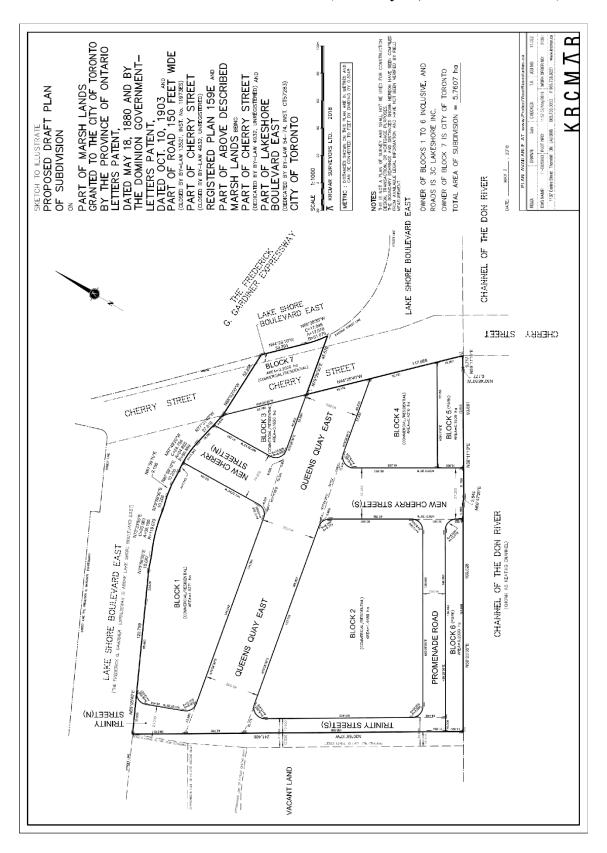
Attachment 2: Zoning

Attachment 3: Official Plan

Attachment 4: 3C Waterfront Urban Transportation Consideration Report (August 2012) Appendix C: Lower Don Lands Infrastructure Master Plan and Keating Channel Precinct Environmental Study Report Cross-Sections

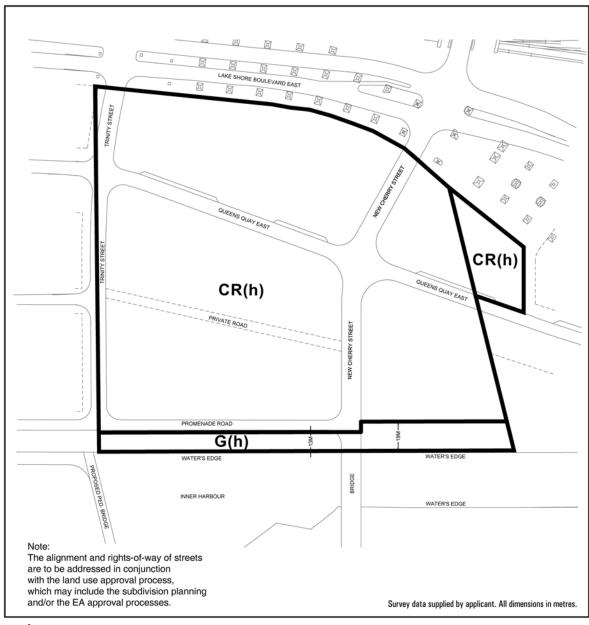
Attachment 5: Conceptual Master Plan 3D Model

Attachment 6: Application Data Sheet



Attachment 1: Draft Plan of Subdivision (February 16, 2018 Resubmission)

**Attachment 2: Zoning** 



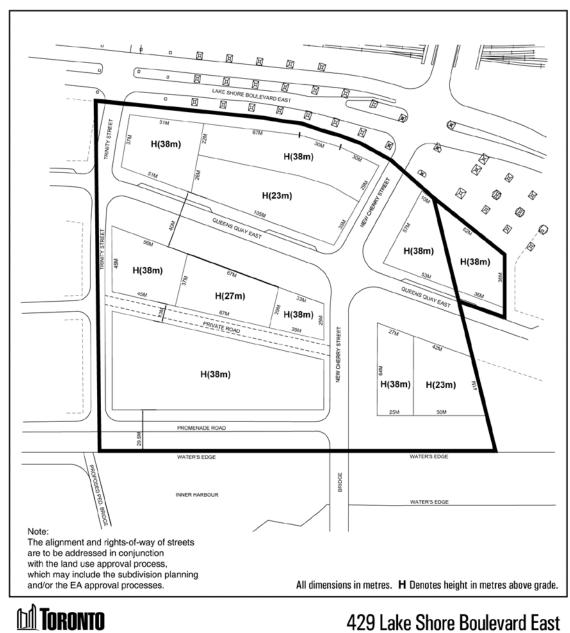
# M TORONTO

Map A - Lands Subject to Exception

# and 324 Cherry Street

429 Lake Shore Boulevard East



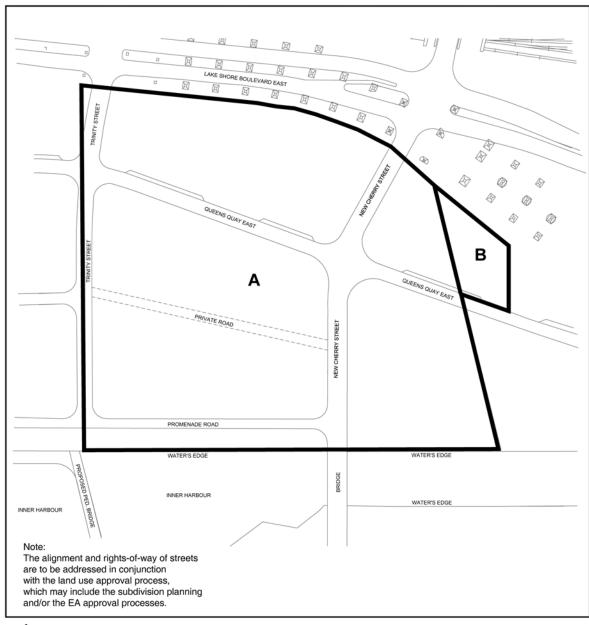


# 429 Lake Shore Boulevard East and 324 Cherry Street

Map B - Maximum Base Building Heights

File # 16 271924 STE 28 SB

Not to Scale 04/25/2018

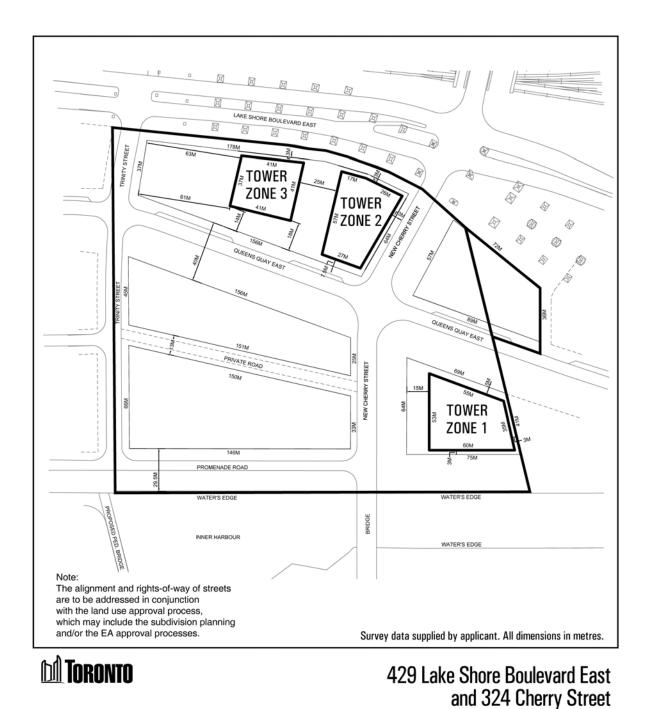


# M TORONTO

# 429 Lake Shore Boulevard East and 324 Cherry Street

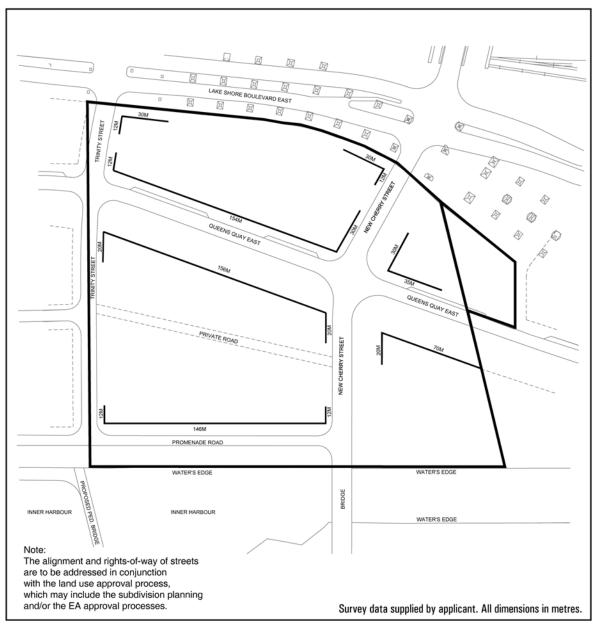
Map 1- Lot and Areas Subject to Maximum Density





# Map 2 - Permitted Tower Areas



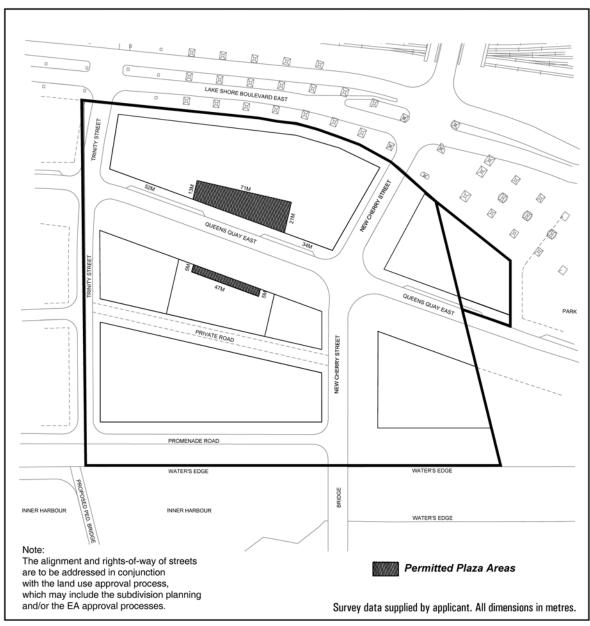


# M TORONTO

Map 3 - Build-to Lines

# 429 Lake Shore Boulevard East and 324 Cherry Street





# M TORONTO

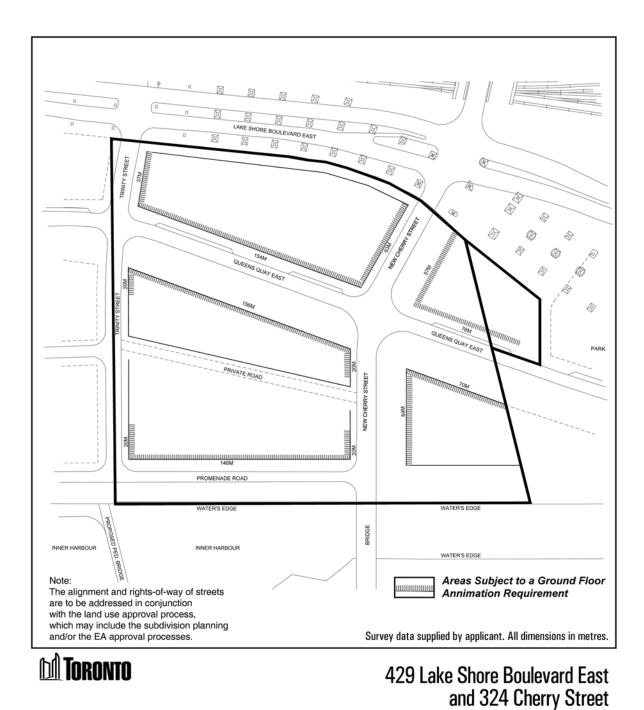
# Map 4 - Permitted Plaza Areas

File # 16 271924 STE 28 SB

and 324 Cherry Street

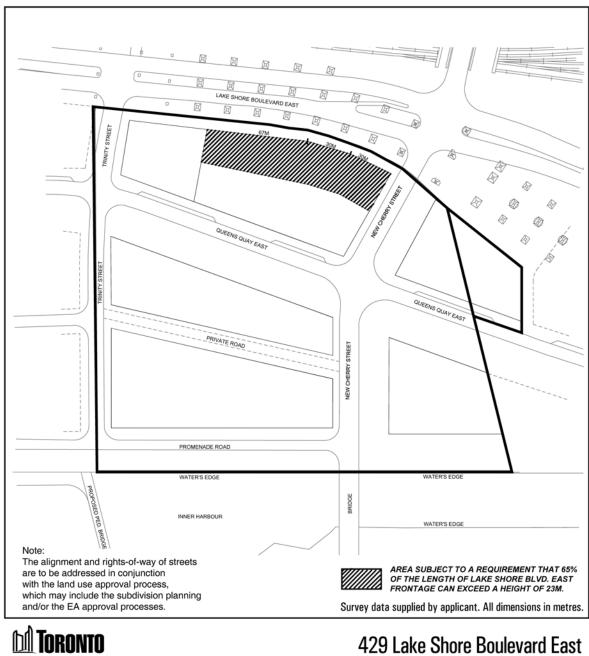
429 Lake Shore Boulevard East





# Map 5 - Ground Floor Animation Areas

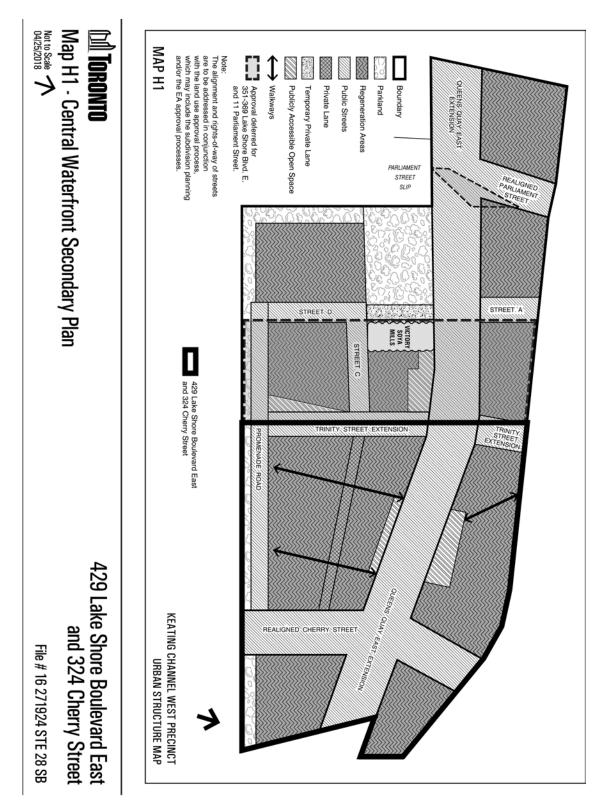




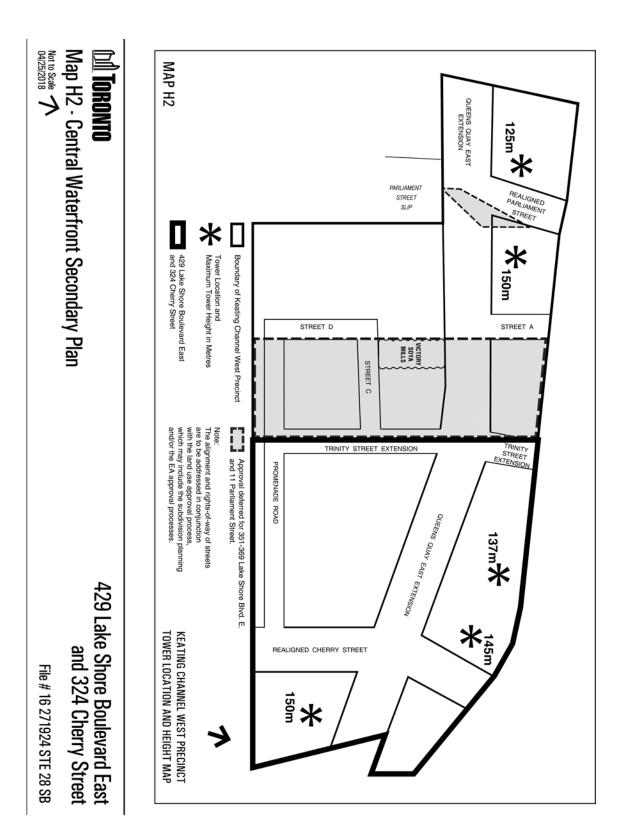
# Map 6 - Tower Zones 2 & 3 - Base Height Area Along Lake Shore Boulevard East

# 429 Lake Shore Boulevard East and 324 Cherry Street

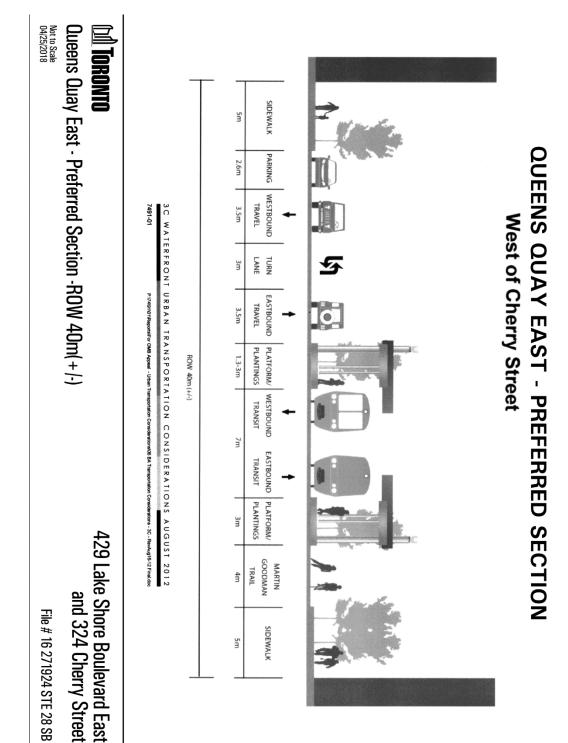


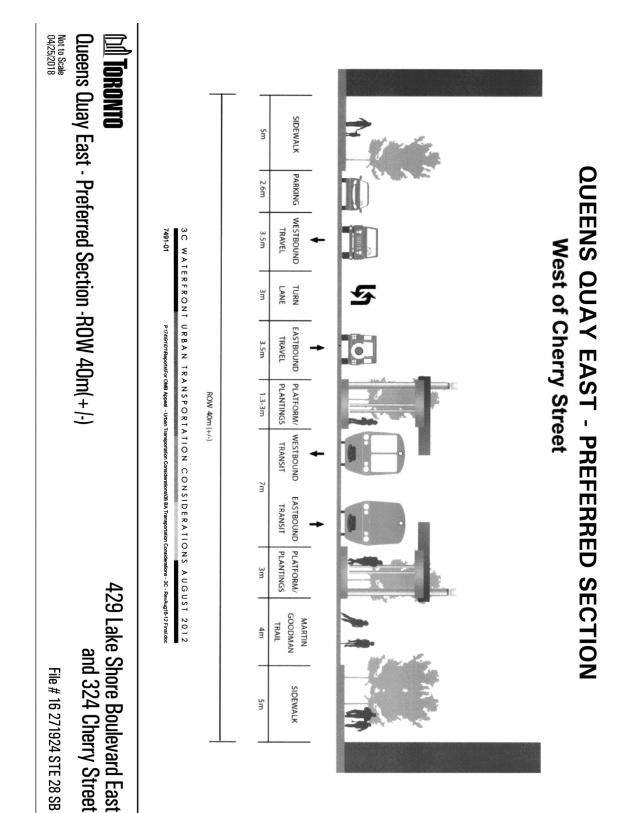


#### **Attachment 3: Official Plan**

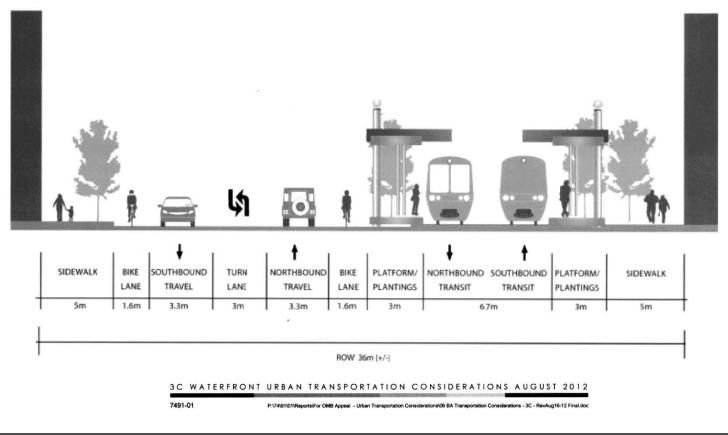








# CHERRY STREET - PREFERRED SECTION Section 1: Mill Street to Lake Shore Boulevard

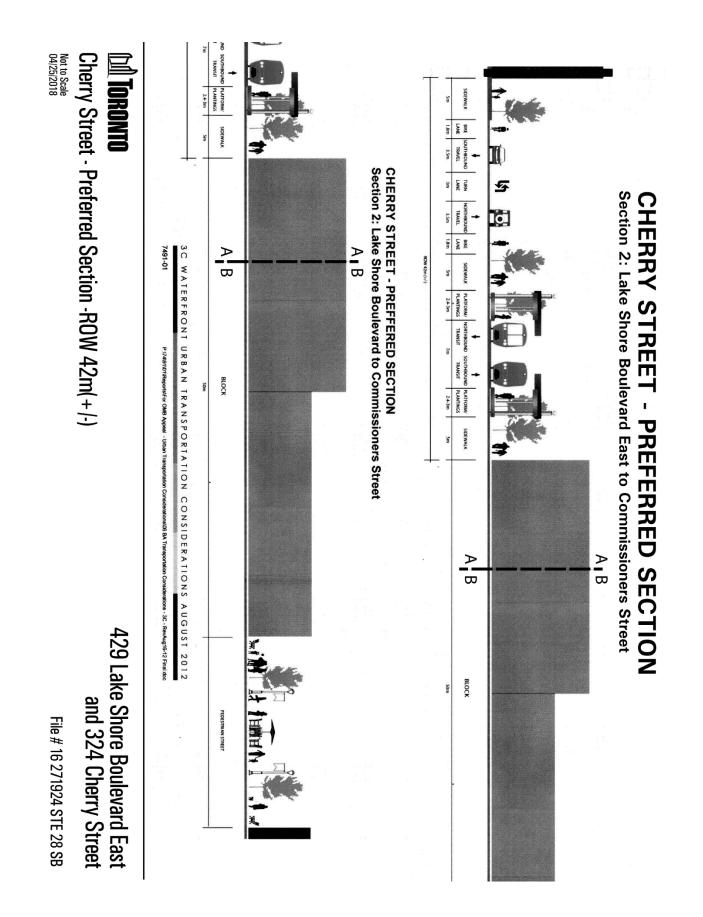


# M TORONTO

# Cherry Street - Preferred Section -ROW 36m(+/-)

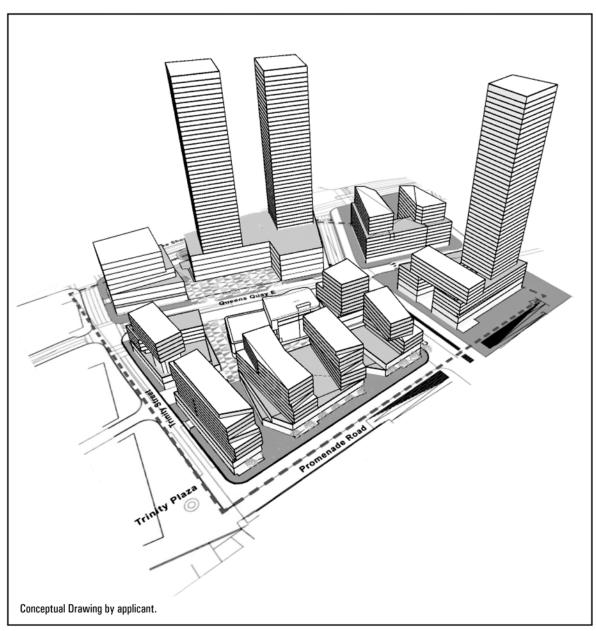
Not to Scale 04/25/2018

429 Lake Shore Boulevard East and 324 Cherry Street



Staff report for action – Request for Direction - 324 Cherry St  $\vee$ .01/11

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Attachment 5: Conceptual Master Plan 3D Model

# M Toronto

**Conceptual Master Plan** 

# 429 Lake Shore Boulevard East and 324 Cherry Street



# Attachment 6: Application Data Sheet

Application Type Sub		ivision Approval	Appli	Application Number:		16 271924 STE 28 SB		
Details			Appli	ication Date:	Decem	ber 30, 2016		
Municipal Addres	s: 324	CHERRY ST						
Location Descript	ion: PLA		9E PART MARSH LANDS PT CHERRY ST PT ROAD RP 63R4359 PARTS 1 2					
Project Description	on: Draf to in	4 5 AND 6 PT PART 3 **GRID S2813 Draft Plan of Subdivision for the lands at 324 Cherry Street and 429 Lake Shore Blvd East, to implement a mixed-use community consisting of residential, commercial, and public park/open space uses,						
Applicant: Agent:		nt:	Architect:			Owner:		
ELSA FANCELLO						3589196 CANADA LIMITED		
PLANNING CO	NTROLS							
Official Plan Designation: Regeneration		neration Areas	Areas Site Specific Provision:					
Zoning: IC D3 N1.5		3 N1.5	Historical Status:					
Height Limit (m):			Site Plan	Site Plan Control Area:				
PROJECT INFO	ORMATION							
Site Area (sq. m):		57655	Height:	Storeys:	0			
Frontage (m):		293		Metres:	0			
Depth (m):		233						
Total Ground Floor Area (sq. m): 0		0			Tot	tal		
Total Residential GFA (sq. m): 0		0	Parking Space		s: 0			
Total Non-Residential GFA (sq. m): 0		0		Loading Docks	s 0			
Total GFA (sq. m):		233840						
Lot Coverage Ratio (%):		0						
Floor Space Index		0						
DWELLING UNITS FLOOR AREA BREAKDOWN (upon project completion)								
Tenure Type:				Aboy	ve Grade	<b>Below Grade</b>		
Rooms:	0	Reside	Residential GFA (sq. m):			0		
Bachelor:	0	Retail	Retail GFA (sq. m):			0		
1 Bedroom:	0	Office	e GFA (sq. m):	0		0		
2 Bedroom:	0	Indust	rial GFA (sq. m):	(sq. m): 0		0		
3 + Bedroom:	0	Institu	tional/Other GFA (se	q. m): 0		0		
Total Units:	0							
CONTACT:	PLANNER NAM	AE: Kelly J	lones, Senior Planne	er				
	TELEPHONE:	(416) 3	92-4293					
	antion Deguant	for Direction 20	4 Charm / Ct			47		