

**The Wellington Destructor, 677 Wellington Street West –  
City-Initiated Zoning Amendment – Preliminary Report**

<b>Date:</b>	June 5, 2018
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Acting Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 19 – Trinity-Spadina
<b>Reference Number:</b>	18 151576 STE 19 OZ

**SUMMARY**

This City-initiated Zoning By-law Amendment application proposes to help facilitate the adaptive reuse of the City-owned Wellington Destructor site, located at 677 Wellington Street West. The Zoning By-law Amendment seeks additional uses that will provide for the adaptive reuse of the Wellington Destructor site, in accordance with the South Niagara Planning Strategy. The types of additional use permissions will be informed by community consultations, and a concurrent call for proposal process in search of a Head Lessee to participate with the City in the adaptive reuse of the site.

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

This report recommends that a community consultation meeting be held, in consultation with the Ward Councillor, to present the proposal to the public and obtain public input. The community consultation meeting is targeted for the fourth quarter of 2018.



## RECOMMENDATIONS

### The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 677 Wellington Street West together with the Ward Councillor;
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site; and,
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

At its meeting on August 25, 26, 27, and 28, 2014, City Council adopted Official Plan Amendment 273 (OPA 273) to implement the recommendations of the South Niagara Planning Strategy, which details the City's vision for the South Niagara area. The recommendations include direction for staff to study the adaptive reuse opportunities of the Wellington Destructor, as well as to redesignate the 677 Wellington Street West lands from *Regeneration Areas* to *Parks and Open Space Areas*.

The Council decision is available at the following:

<https://www.toronto.ca/legdocs/mmis/2014/pg/bgrd/backgroundfile-71922.pdf>

OPA 273 was appealed in its entirety and no prehearings on this matter have been scheduled.

At its meeting on April 24, 2018, City Council adopted staff's recommendations to study the adaptive reuse opportunities for the Wellington Destructor, and to develop and undertake a proposal call process for the adaptive reuse of the Wellington Destructor site.

The Council decision is available at the following:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.GM26.2>

Staff will be reporting back to City Council in 2019 on the results of the call for proposal call process and with final recommendations for the selected Head Lessee of the Wellington Destructor.

## ISSUE BACKGROUND

### Proposal

Built in 1925, the Wellington Destructor is a large purpose-built garbage incinerator that was in active use until the incineration of solid waste was halted in the mid-1970s, and

the site was changed to a transfer station until the 1980s. The transfer station has been decommissioned for decades and the site has been vacant. In June 2005, City Council listed the property on the City of Toronto Heritage Register.

In 2014 Community Planning completed a study of the lands south of Wellington between Bathurst Street and Strachan Avenue, north of the rail corridor which resulted the South Niagara Planning Strategy. A final report on the Strategy (August 25, 2014) and OPA 273 were adopted by City Council at its meeting on August 25, 26, 27 and 28, 2014.

The South Niagara Planning Strategy report's recommendations include direction for City staff to study the opportunities for adaptively reusing the Wellington Destructor at 677 Wellington Street for cultural and community space, or other appropriate uses, in consultation with appropriate City staff, the Ward Councillor and representatives from the local community.

OPA 273 redesignated the Wellington Destructor site as *Parks and Open Space Areas*, and allows for additional floor space on site, in accordance with applicable heritage policies, to achieve adaptive re-use. OPA 273 also introduced policies that support expanded connections and public amenities in the immediate area, including new streets, bike routes and multi-use pathways. It also identified the potential for development at the Wellington Destructor to occur in coordination with development at 2 Tecumseth Street.

OPA 273 was appealed to the Local Planning Appeal Tribunal (formerly the Ontario Municipal Board) by the former owners of 2 Tecumseth Avenue. The appeal of OPA 273 to the Local Planning Appeal Tribunal does not specifically concern the Wellington Destructor or the policies related to the site. While OPA 273 is not in-force, it represents City Council's most recent direction on the future of the South Niagara area.

At its meeting on April 24, 2018, City Council adopted staff's recommendations to seek and secure a Head Lessee that will participate with the City in the adaptive reuse of the Wellington Destructor site, and to report back in 2019 on the results. City staff have been analyzing the potential future uses for the Wellington Destructor, and through their work with their consultant team, have identified the need for a City-initiated rezoning of the site in advance of completing a head lease agreement for the building.

The purpose of this City-initiated application is to consider the range of uses and opportunities that may be permitted under the Zoning By-law Amendment. These uses will be informed by the main vision for the site, as well as the public consultation and the adaptive reuse call processes for the Wellington Destructor site.

### **Site and Surrounding Area**

The Wellington Destructor site is located west of Bathurst Street and south of Wellington Street West. The existing uses and buildings on the lot consist of the Wellington Destructor building, a heritage listed vacant building located on the southern portion, as well as a small office structure and surface parking on the northern portion, which are

used by the employees of the existing City Works Yard located at 701 Wellington Street West.

The surrounding development and land uses are as follows:

North: Low rise residential and mixed use buildings, Stanley Park, and mid-rise residential buildings toward Bathurst Street and Strachan Avenue. Mixed use buildings, with heights ranging from low rise to tall mid-rise are located further north, adjacent to King Street West.

East: Low rise detached and semi-detached houses directly to the east. At the southeast corner is an approved mixed use development which includes the retention and restoration of the existing heritage buildings at 89-109 Niagara Street (former Coffin Factory) and the construction of two new residential buildings at 12 storeys (39 metres) and 14 storeys (45 metres) south of the heritage buildings. A new 1.35 hectare (3.4 acre) public park is proposed farther southeast at 28 Bathurst Street.

South: The former Quality Meat Packers Inc. abattoir site is located directly south and southeast at 2 Tecumseth Street. The former abattoir site, along with the site at 125 Niagara Street, is the subject of an active Official Plan and Zoning By-law Amendment application (No. 17 264041 STE 19 OZ) to permit a development of a total of 6 buildings that contain a mix of commercial, office and residential uses. The application has been appealed to the Local Planning Appeal Tribunal.

West: A City works yard consisting of a large salt storage dome and outdoor storage areas for vehicles and other equipment is located at 701 Wellington Street West. This lot has been redesignated as *Parks and Open Space Areas* by OPA 273.

Farther west is the future southern extension of Stanley Park and the north landing of the Garrison Crossing, a pedestrian and cycling bridge currently under-construction that connects Wellington Street West to Fort York and the Garrison Common Park on the south side of the railway corridor.

## **Provincial Policy Statement and Provincial Plans**

### **The Planning Act**

Section 2 of the *Planning Act* sets out matters of provincial interest which City Council shall have regard to in carrying out its responsibilities, including: the orderly development of safe and healthy communities; the conservation of features of significant architectural, cultural and historical interest; the promotion of built form that is well designed and encourages a sense of place; and the appropriate location of growth and development.

### **Provincial Policy Statement and Provincial Plans**

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

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

The City of Toronto uses the PPS to guide its Official Plan and to inform decisions on other planning and development matters, including land use studies. 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 PPS. 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 (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;

- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure;
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas; and,
- The conservation of cultural heritage resources.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the PPS (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by City Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan.

Staff will review the proposed Zoning By-law Amendment for consistency with the PPS and for conformity with the Growth Plan.

## **Official Plan**

City Planning staff will review the application against the policies of the Official Plan, a number of which are noted below. The Official Plan is intended to be read and interpreted as a comprehensive whole.

### **Chapter 3 – Building a Successful City**

#### **Section 3.1.1: The Public Realm**

Section 3.1.1 of the Official Plan includes policies on the public realm. The policies encourage development that improves the public realm (streets, sidewalks and open spaces) for pedestrians. This section speaks to the importance of views from the public realm to prominent buildings, structures, landscapes and natural features. Parks and open spaces will be located and designed to connect and extend, wherever possible, to existing parks, natural areas and other open spaces.

#### **Section 3.1.5: Heritage Conservation**

Section 3.1.5 provides policy direction on the conservation of heritage properties on the City's Heritage Register and on development adjacent to heritage properties. Policy 5 requires proposed alterations or development on or adjacent to a property on the Heritage Register to ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained. Policy 26 requires new construction on, or adjacent to a property on the Heritage Register be designed to conserve the cultural heritage values, attributes and character of the property and to mitigate the visual and physical impact on

it, including consideration such as scale, massing, materials, height, building orientation and location relative to the heritage property.

### **Toronto's Economic Health (3.5)**

Section 3.5.2 of the Official Plan contains policies regarding the creation of cultural capital. The Official Plan recognizes that great cities offer and promote a vibrant cultural life and that a flourishing cultural life is a magnet attracting new residents to the City and convincing existing residents to stay.

## **Chapter 4 – Land Use Designations**

### **Section 4.3: Parks and Other Open Space Areas**

OPA 273 redesignates the 677 Wellington Street West lands as *Park and Other Open Space areas*. *Parks and Open Space Areas* consist of the parks and open spaces, valleys, watercourses and ravines, portions of the waterfront, golf courses and cemeteries that comprise a green open space network in Toronto. These spaces are intended primarily to provide areas of passive and active recreation. Development within Parks and Open Space Areas is generally prohibited, with the exception of recreational facilities, cultural works, conservation projects, and essential public works and utilities where necessary.

### **Section 4.7: Regeneration Areas**

The site is currently designated as *Regeneration Areas* on Map 18 of the Official Plan. *Regeneration Areas* open up unique areas of the City to a wide array of uses to help attract investment, re-use buildings, encourage new construction and bring life to the streets. These areas are key to the Plan's growth strategy, reintegrating areas of the City that are no longer in productive urban use due to shifts in the local or global economies. *Regeneration Areas* will differ in terms of its existing built context, character of adjacent areas and market opportunities for revitalization. *Regeneration Areas* will need "tailor-made" strategies and frameworks for development, provided through a Secondary Plan.

### **Garrison Common North Secondary Plan**

The site is within the Garrison Common North Secondary Plan Area. The Secondary Plan's major objectives include:

- Ensuring that new development be integrated into the established city fabric in terms of streets, blocks, uses, density patterns;
- Permitting a variety of land uses and densities;
- Providing community services and facilities;
- Protecting industrial and communications uses; and
- Providing of a range of housing types in terms of size, type, affordability and tenure through new development.

The site at 677 Wellington Street West is located within Policy Area 1 of the Garrison Common North Secondary Plan 2. Policy Area 1 contains policies to guide the future land use and development potential within the area bordered generally by Bathurst Street, Wellington Street West, Strachan Avenue and the Metrolinx Rail Corridor. These policies were updated and brought into effect with the passing of Official Plan Amendment 231 in December 2013.

Policy 10.1(e) of the Garrison Common Secondary Plan states that the area will be subject to a further planning exercise and study, which will take into consideration the need to provide employment uses within the area. In particular, Policy 10.1(e)(v) states that heritage considerations need to be addressed for the Wellington Street incinerator, and the potential for adaptive reuse and preservation of the existing structure.

Through the adoption of OPA 231, City Council established a framework and terms of reference that provided City Planning staff with direction to undertake the study that resulted in the South Niagara Planning Strategy.

The Garrison Common North Secondary Plan is available on the City's website at: <https://www1.toronto.ca/planning/14-garrison-common.pdf>

### **South Niagara Planning Strategy (OPA 273)**

In October 2013, City Planning staff commenced a study of the South Niagara area, which located generally between Wellington Street West, Bathurst Street, Strachan Avenue and the Metrolinx Rail Corridor. The study resulted in the adoption of OPA 273 by City Council in August 2014. The objectives of the South Niagara Planning Strategy are as follows:

- Identify and protect the South Niagara Area's unique locational and heritage attributes;
- Ensure protection of existing City-services and the established neighbourhood;
- Provide a framework for new developments that will ensure an appropriate fit within the area context;
- Identify opportunities to expand and enhance the public realm and transportation network including better connectivity;
- Provide for continued employment uses within new developments in a manner that limits impacts to residential uses within the South Niagara Area;
- Expand existing park spaces; and



- Ensure visual transitions and view corridors resulting from any new development relating to the adjacent Fort York National Historic Site are appropriate.

OPA 273 amends the land use designations in the study area on Official Plan Map 18 – Land Use and Policy 10.1 of the Garrison Common North Secondary Plan to reflect these objectives. OPA 273 specifically amends Map 18 – Land Use by redesignating the 677 Wellington Street West site to *Parks and Open Space Areas*, with the objective of creating a parkland connection to facilitate a future southern extension of Stanley Park to the north landing of Garrison Crossing.

The South Niagara Planning Strategy promotes the reuse and refurbishment of the Wellington Destructor and exploration of opportunities to establish a cultural/community facility within and around the existing building. Additions to the building, which are sympathetic to the Destructor’s heritage character, and implement the transition policies of the South Niagara Strategy, may be considered, to the satisfaction of the Chief Planner and Executive Director, City Planning Division, to provide additional floor space on site in order to achieve adaptive re-use of the site, subject to necessary planning or heritage approvals. Community space, office uses, cultural uses and other non-residential uses compatible with the surrounding community will be permitted.

While OPA 273 has been appealed to the Local Planning Appeal Tribunal, the policy framework is reflective of the long-term objectives of the City's Official Plan for the development of the South Niagara Area, and respectful of the existing and adjacent Niagara neighbourhood characteristics.

Official Plan Amendment 273 as adopted by City Council is available on the City's website at:

<https://www.toronto.ca/legdocs/bylaws/2014/law1042.pdf>

### **Zoning By-laws 438-86 and 569-2013**

The site is zoned I2 D3 – Industrial Districts under Zoning By-law No. 438-86 with a maximum permitted height of 18 metres and a maximum density of 3.0 times the area of the lot. The I2 D3 zone permits a range of industrial and commercial uses including clinics, health centres, banks, communication and broadcasting equipment, publishing and computer software and design. Residential uses are not permitted.

Under Zoning By-law No. 569-2013, the property is zoned E3.0(x294) – Employment Industrial with a maximum permitted height of 18 metres and a maximum density of 3.0 times the area of the lot. The E3.0(x296) zone permits various employment-related uses including offices, financial institutions, printing establishments, production studios and software development.

### **Creative Capital Gains – An Action Plan for Toronto**

Creative Capital Gains – An Action Plan for Toronto was adopted by City Council in May 2011. The Plan states that the City shall protect industrial and commercial space for

cultural industries by developing strong policies during the review of the City's Official Plan as well as during the review of site-specific rezoning application. Toronto has previously adaptively reused several City-owned industrial buildings (e.g. Artscape Wychwood Barns, Evergreen Brickworks and the John Street Roundhouse). Like these revitalized facilities, the Wellington Destructor site has the potential to grow its cultural footprint and provide for community facilities for the surrounding area.

### **Site Plan Control**

A Site Plan Control application, pursuant to the City's Site Plan Control By-law No. 774-2012, may be required depending on the nature of the reuse of the site and whether any new building area is proposed.

### **Reasons for the Application**

Amendments to both the former City of Toronto Zoning By-law No. 438-86 and the City-Wide Zoning By-law No. 569-2013 are required to update the zoning by-laws so that the range of uses better aligns with the South Niagara Planning Strategy. The range of uses and opportunities permitted under the Zoning By-law Amendment will advance implementation of the Official Plan policy, and be informed by the results of the public consultation and the call for proposal process.

### **Next Steps**

City Planning staff will work together with Real Estate Services and Economic Development & Culture on the rezoning process to help facilitate the adaptive reuse of the Wellington Destructor site. City Planning staff will schedule a community consultation meeting for the Wellington Destructor lands in the fourth quarter of 2018. Staff will work with the local Ward Councillor to coordinate additional information and consultation opportunities for area residents.

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### **SIGNATURE**

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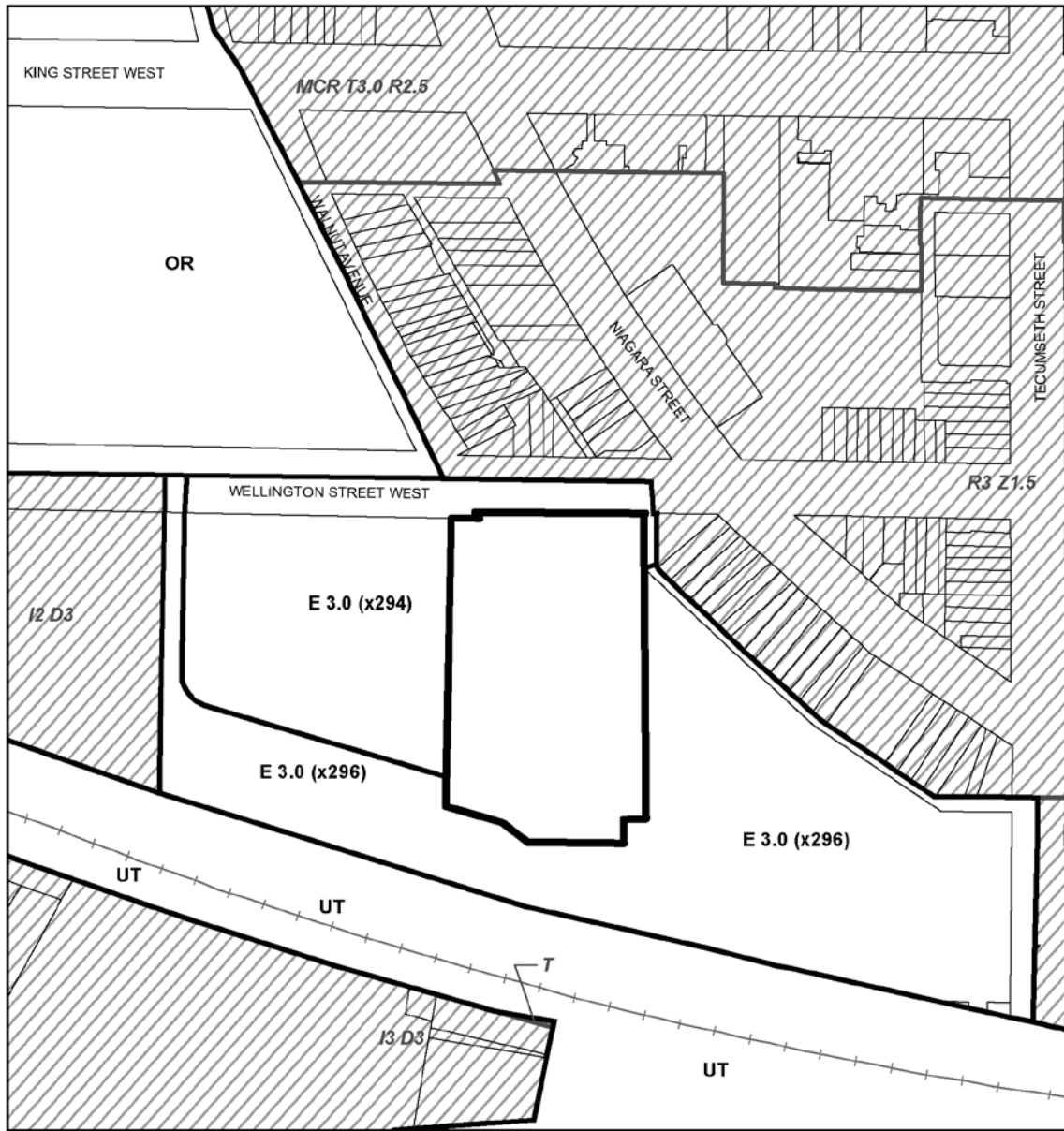
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## **ATTACHMENTS**

Attachment 1: Zoning By-law Excerpt (569-2013)

Attachment 2: Official Plan Excerpt – Land Use – Map 18

# Attachment 1: Zoning By-law 569-2013 Map



**Zoning By-law 569-2013**

**677 Wellington Street West**

File # 18 151576 STE 17 0Z



Location of Application

E Employment Industrial    OR Open Space Recreation  
 UT Utility and Transportation

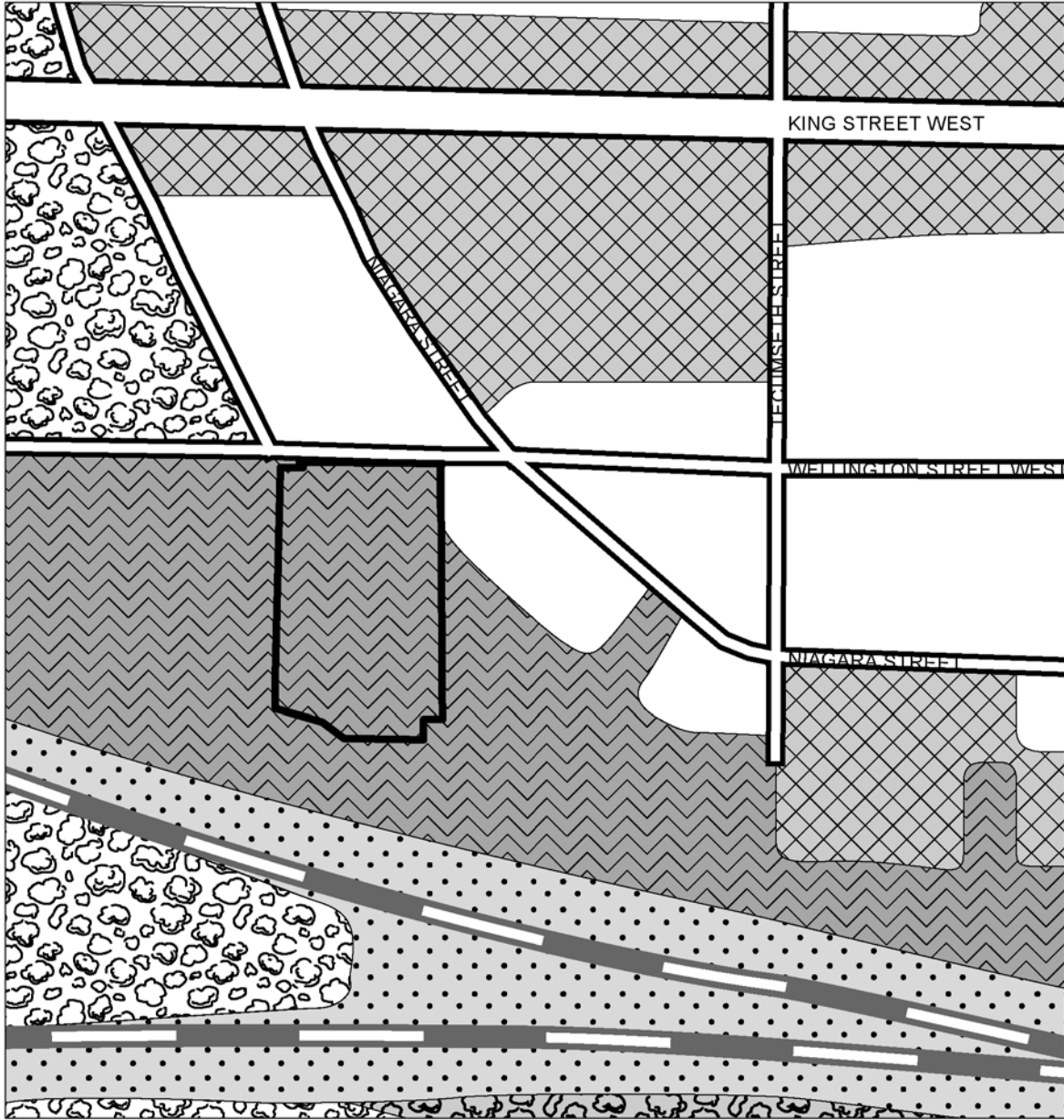


See Former City of Toronto By-Law No. 438-86

R3 Residential District  
 MCR Mixed-Use District  
 I1 Industrial District  
 I2 Industrial District  
 I3 Industrial District  
 T Industrial District

↑  
 Not to Scale  
 Extracted: 05/22/2018

Attachment 2: Official Plan Excerpt – Land Use – Map 18



Official Plan Land Use Map

677 Wellington Street West

File # 18 151576 STE 14 0Z

 Location of Application	<b>Parks &amp; Open Space Areas</b>	
 Neighbourhoods	 Parks	 Regeneration Areas
 Mixed Use Areas	 Other Open Space Areas	 Utility Corridors



Not to Scale  
05/22/2018