# **TORONTO**

# REPORT FOR ACTION

# 2157 Lake Shore Boulevard West – Official Plan and Zoning By-law Amendment Application – Preliminary Report

Date: June 15, 2020

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 3 - Etobicoke-Lakeshore

Planning Application Number: 20 126617 WET 03 OZ

**Current Use(s) on Site:** The subject site is currently vacant and is used as a construction staging area for the development of a 10-storey residential building and a 39-storey mixed used building, as part of the larger approved development for this entire site.

#### **SUMMARY**

This report provides information and identifies a preliminary set of issues regarding the application to amend the Official Plan (Motel Strip Secondary Plan, as amended by Bylaw No. 337-2010 (OPA 102)) and the former City of Etobicoke Zoning Code (as amended by the Humber Bay Shores Site Specific Zoning By-law No. 1994-197 and Site Specific Zoning By-law No. 338-2010) to permit a 13-storey hotel building at 2157 Lake Shore Boulevard West. The proposed hotel would be 44.6 m in height and contain 165 suites and a ground floor restaurant. A total of 54 parking spaces are proposed in a one-level underground parking garage.

Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

#### RECOMMENDATIONS

The City Planning Division recommends that:

- 1. Staff schedule a community consultation meeting for the application located at 2157 Lake Shore Boulevard West together with the Ward Councillor.
- 2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and

owners within an additional 240 metres beyond the 120 metres as determined in consultation with the Ward Councillor, with the additional mailing costs to be borne by the applicant.

#### FINANCIAL IMPACT

City Planning confirms there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

#### **DECISION HISTORY**

Humber Bay Shores is located in the western portion of the Motel Strip Secondary Plan Area between the Gardiner Expressway off ramp, Lake Shore Boulevard West and Marine Parade Drive and includes several properties that are outside of the existing Secondary Plan boundary.

The redevelopment of the lands within the Humber Bay Shores Development Area (also known as the Motel Strip) has resulted in a new mixed use, high density community that provides the surrounding area with a new waterfront destination. The lands (including the subject site) are governed by the Motel Strip Secondary Plan and the Humber Bay Shores Site Specific Zoning By-law No. 1994-197. Both governing documents establish land uses and development standards, and the By-law contains Holding Provisions that must be satisfied prior to the lifting of the Holding (H) symbol to allow the underlying land use and zoning to come into effect.

The Motel Strip Secondary Plan local development policies guide growth and change in a defined area with respect to building heights, number of units, total permitted Gross Floor Area, road networks and public realm conditions.

At its meeting of October 26, 2009 City Council considered a Final Report dated September 24, 2009 from the Director, Community Planning, Etobicoke York District (Item EY30.0) seeking approval for Official Plan and Zoning By-law Amendments to permit a mixed use development at the property municipally known as 2157 Lake Shore Boulevard West. At its meeting of March 31<sup>st</sup> and April 1<sup>st</sup>, 2010 City Council considered and adopted a Supplementary Report dated February 19, 2010 and March 4, 2010 seeking amendments to the Draft Zoning By-law and the Section 37 Agreement based on a clarification of the parkland dedication requirements and a reduction in total residential units (from 410 to 408 units).

A copy of the Final Report, Supplementary Report and City Council decisions can be found here:

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2009.EY30.3, and http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2010.EY35.2

In addition, on April 1<sup>st</sup>, 2010, City Council enacted By-law No. 337-2010 (OPA 102) and Zoning By-law No. 338-2010 to permit a total Floor Space Index (FSI) of 3.78 times the entire area of the lot (2.26 FSI for the subject site, fronting Lake Shore Boulevard West and 3.99 FSI on the remaining lands immediately to the south), which includes the following:

- One 5-storey office/commercial building, on the parcel of land fronting Lake Shore Boulevard West:
- One 8-storey residential building (a total of 88 residential units), on the parcel of land immediately south of the commercial building; and
- One 36-storey mixed use building (a total of 410 residential units), on the parcel of land fronting Marine Parade Drive.

At its meetings of April 28, 2011 and February 23, 2012, the Committee of Adjustment, Etobicoke York District, approved increases in the total number residential units and the heights of the buildings under File Numbers A52/11EYK and A14/12EYK, respectively. The approvals resulted in permissions to construct one 10-storey residential building and one 39-storey mixed use building and a total of 516 residential units.

At its meeting of January 15, 2014, Etobicoke York Community Council considered and adopted a Final Report dated January 10, 2014 from the Director, Community Planning, Etobicoke York District (Item EY30.0) recommending the lifting of the Holding (H) symbol for six properties in the Humber Bay Shores Area. The Holding (H) symbol was lifted via By-law No. 138-2014, enacted February 20, 2014. The lifting of the Holding (H) symbol allowed the underlying residential permissions to come into effect and development to proceed. A copy of the Final Report and City Council decision can be found here:

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2014.EY30.3

It should be noted the owner of the subject site is a signatory to the Core Infrastructure Agreement which details a proportionate cost sharing arrangement between landowners for the cost of new municipal roads, road improvements, services and any upgrades required to support the developments within the Humber Bay Shores Area. This agreement includes details with respect to the construction of roads and infrastructure (both on and off-site) and its conveyance to the City, the timing of construction and the posting of associated financial securities. The current owner will have to confirm it has entered into an assumption agreement as per the Core Infrastructure Agreement.

#### **ISSUE BACKGROUND**

#### **Pre-Application Consultation**

A pre-application consultation meeting was held between Planning staff and the applicant on August 13, 2018 to discuss complete application submission requirements and to identify issues with the proposal. At this meeting, a proposal identical to the application that was submitted to the City was discussed. Staff expressed particular concern with the height of the proposed hotel building and requested that the applicant

consider a lower height that would be more in keeping with the previous approvals for the subject site, fronting Lake Shore Boulevard West.

# **Application Description**

This application proposes to amend the Official Plan policies (under the Motel Strip Secondary Plan, as amended by By-law No. 337-2010) and Zoning By-law provisions (under Site Specific Zoning By-law No. 338-2010) for the property at 2157 Lake Shore Boulevard West to permit a 13-storey hotel building (measuring 44.6 m to the highest point of the 13th storey, excluding the mechanical penthouse). The proposal would include a total of 165 suites as well as a restaurant on the ground floor (157 m²). The total gross floor area of the hotel would be approximately 7,811 m².

In addition, a one-level underground parking garage, having a total of 54 parking spaces, would be accessed from the underground garage entrance for the existing building to the immediate east. It should be noted that the underground parking for this existing building is accessed from Annie Craig Drive located at the east limits of the site.

Detailed project information is found on the City's Application Information Centre at: <a href="https://www.toronto.ca/city-government/planning-development/application-information-centre/">https://www.toronto.ca/city-government/planning-development/application-information-centre/</a>

See Attachments 1 and 2 for three dimensional representations of the project in context, as well as Attachment 4: Site Plan.

# Site and Surrounding Area

The subject site is located on the southeast side of Lake Shore Boulevard West and at the northeast corner of Lake Shore Boulevard West and Silver Moon Drive (see Attachment 3: Location Map). This site is rectangular in shape and has a net lot area of approximately 788 m² and a gross lot area of 1,158 m². This site has a frontage of approximately 25.7 m on Lake Shore Boulevard West as well as a frontage of approximately 21.2 m on Silver Moon Drive.

The subject site is currently vacant and is used as a construction staging area for the development of a 10-storey residential building and a 39-storey mixed used building, as part of the larger approved development for this entire site. The subject site was previously occupied by the Silver Moon Motel, which was demolished in 2008.

Surrounding land uses include:

West: Directly across Lake Shore Boulevard West is a property municipally known as 2150 Lake Shore Boulevard West and 23 Park Lawn Road (former Christe's employment site). An Official Plan Amendment application has been submitted seeking to redesignate the lands from *Regeneration Areas* to *Mixed Use Areas*, *General Employment Areas* and *Parks and Open Spaces* for a new GO Station as well as a mixed-use development which would include mid-rise and tall buildings. It should be noted that this site is subject to a Secondary Plan Study (Christie's Planning Study).

East: Immediately across Crow's Beach Lane (Lane "E") is a 10-storey residential building. Further south, across Annie Craig Drive, is a 39-storey mixed use building. These buildings are municipally known as 60 and 59 Annie Craig Drive.

North: Immediately abutting the subject site is a vacant parcel of land (municipally known as 2155 Lake Shore Boulevard West) that is approved for a 3-storey (23 m) office building. This approval was part of a larger development proposal for the entire parcel of lands which currently contains one 50-storey residential building (known as 56 Annie Craig Drive) and one 16-storey mixed use building (known as 110 Marine Parade Drive).

South: On the other side of Silver Moon Drive is a vacant parcel of land (municipally known as 2165 Lake Shore Boulevard West) that is approved for a 4-storey commercial building. This approval was part of a larger development proposal for the entire parcel of land which will contain one 53-storey residential building (known as Vita on the Lake) and one 16-storey mixed use building (Vita 2). Both of these buildings are currently under construction.

# **Provincial Policy Statement and Provincial Plans**

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

The Growth Plan (2019) contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

# **Toronto Official Plan Policies and Planning Studies**

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act* of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies can be found here: <a href="https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/">https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/</a>

The subject application is located on lands shown as *Avenues* on Urban Structure Plan Map 2 and *Mixed Use Areas* on Land Use Plan Map 15 of the Official Plan (see Attachment 5: Official Plan Land Use Map). *Avenues* are important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents. *Mixed Use Areas* are made up of a broad range of residential, commercial and institutional uses, in single use or mixed use buildings, as well as parks and open spaces and utilities.

The application is also located within the Motel Strip Secondary Plan Area. The Motel Strip Secondary Plan established local development policies to guide growth and change in a defined area with respect to building heights, number of units, total permitted Gross Floor Area, road networks and public realm conditions. In this case, the subject site is designated *Mixed Use Areas "B"*. The polices permit a total Floor Space Index equal to 3.0 times the gross lot area and a height limit of 25 m. The Motel Strip Secondary Plan can be found here:

https://www.toronto.ca/wp-content/uploads/2017/11/978e-cp-official-plan-SP-11-MotelStrip.pdf

# **Zoning By-laws**

The site is zoned Limited Commercial (CL) under the former City of Etobicoke Zoning Code, as amended by the Humber Bay Shores Site Specific Zoning By-law No. 1997-194 and Site Specific Zoning By-law No. 338-2010. Commercial uses (retail, office, outdoor cafes in conjunction with a restaurant, hotel and motel) are permitted on the subject site. The total permitted gross floor area is 3,474 m², which equates to a total Floor Space Index of 3.0 times the gross lot area (1,158 m²), whereas the proposal is seeking a total gross floor area of 7,811 m², which equates to a total Floor Space Index of 6.7 times the gross lot area (1,158 m²). It should be noted that Site Specific Zoning By-law No. 338-2010 did not include a maximum building height for the 5-storey commercial building, therefore, the height requirement under the Humber Bay Shores Site Specific Zoning By-law No. 1997-194 applies, providing for a maximum building height of 45 m.

City-wide Zoning By-law No. 569-2013 does not apply to this site as a Site Specific Zoning By-law is in place.

# **Design Guidelines**

The following design guideline(s) will be used in the evaluation of this application:

- Humber Bay Shores Urban Design Guidelines;
- Avenues and Mid-Rise Buildings Performance Standards;
- · Bird Friendly Development Guidelines; and
- Toronto Green Standard.

The City's Design Guidelines can be found here: <a href="https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guideli

#### Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

#### COMMENTS

## **Reasons for the Application**

An Official Plan Amendment is required to amend the Motel Strip Secondary Plan (as amended by By-law No. 337-2010) in order to permit an increase in the maximum permitted density and building height. An application to amend the former City of Etobicoke Zoning Code (as amended by the Humber Bay Shores Site Specific Zoning By-law No.1994-197 and Site Specific Zoning By-law No. 338-2010) is required to permit an increase in the maximum permitted density as well as to establish zoning standards to facilitate the development of the proposal, particularly reduced parking rates.

#### ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

#### **Provincial Policies and Plans Consistency/Conformity**

This application will be evaluated against the *Planning Act* and applicable Provincial Plans to establish the application's consistency with the PPS (2020) and conformity with the Growth Plan (2019), especially with regard to ensuring that the development recognizes the local context in terms of appropriate intensification, the promotion of well-designed built form and whether the proposal complies with the municipal direction for growth.

Section 2 of the *Planning Act* sets out matters of provincial interest that City Council shall have regard to in making any decision under the *Planning Act*. Relevant matters of provincial interest include: the appropriate location of growth and development; 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.

The PPS (2020) contains policies related to managing and directing development. It requires that sufficient lands be made available for intensification and redevelopment, and that planning authorities identify and promote opportunities for intensification and

redevelopment, where this can be accommodated, taking into account, among other things, the existing building stock and surrounding area.

While the PPS encourages intensification and efficient development, it recognizes that local context is important and that well-designed built form contributes to overall long term economic prosperity. The PPS indicates that the Official Plan is the most important vehicle for implementing the PPS and planning authorities shall identify appropriate locations for intensification and redevelopment.

The Growth Plan (2019) emphasizes that new development should provide high quality compact built form and a vibrant public realm. The Growth Plan provides municipalities with the authority to define the location and nature of growth that will occur in intensification areas in a flexible manner suitable to the local context, while still meeting the overriding objectives of the Growth Plan.

#### **Official Plan Conformity**

The Official Plan states that *Mixed Use Areas* will absorb most of the anticipated increase in retail, office and service employment in Toronto in the coming decades, as well as much of the new housing. However, not all *Mixed Use Areas* will experience the same scale or intensity of development.

Chapter 2 - Shaping the City contains principles for steering growth and change to some parts of the City, while protecting neighbourhoods and green spaces from development pressures. It sets out the City's "big picture" or "vision" for growth management. In addition, it identifies that community and neighbourhood amenities will be enhanced where needed by improving and expanding facilities, creating new facilities and adapting existing services to changes in the needs of the neighbourhood.

Lake Shore Boulevard West is identified on Map 2 - Urban Structure of the Official Plan as an *Avenues*. *Avenues* are identified as areas of growth and reurbanization in the Official Plan. Each *Avenue* is different in terms of the level of anticipated growth with respect to lot sizes and configuration, street width, existing uses, neighbouring uses, transit service and streetscape potential. In addition, Lake Shore Boulevard West is identified on Map 3 - Right-of-Way Widths Associated with Existing Major Streets as planned for a 36 m wide right-of-way width. Further, Lake Shore Boulevard West is also identified on Map 4 - Higher Order Transit Corridors and on Map 5 - Surface Transit Priority Network as a "Transit Corridor" and "Transit Priority Segment". Also, both maps identify the Lakeshore West GO Transit rail corridor.

Chapter 3 - Building a Successful City contains principles to guide growth by integrating social, economic and environmental perspectives in decision making to create complete communities. The Official Plan contains policies which promote quality architecture, landscape and urban design and construction that ensures new development enhances the quality of the public realm. The Official Plan states that architects and developers have a civic responsibility to create buildings that not only meet the needs of their clients, tenants and customers, but also the needs of the people who live and work in the area. Section 3.1.1 of the Official Plan contains Public Realm policies that recognize the essential role of the City's streets, open spaces, parks and other key shared public

assets in creating a great city. These policies aim to ensure that a high level of quality is achieved in landscaping, urban design and architecture in public works and private developments to ensure that the public realm is beautiful, comfortable, safe and accessible.

Chapter 4 - Land Use Designation, under Policy 4.5.2 of the Official Plan, contains a number of criteria for development in *Mixed Use Areas* that refer to locating and massing new buildings to provide a transition between areas of different development intensity and scale, particularly towards lower scale *Neighbourhoods*. Development in *Mixed Use Areas* will locate and mass new buildings to adequately limit shadow impacts on adjacent *Neighbourhoods*, and to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces. The development criteria policies for *Mixed Use Areas* in Section 4.5 are also supplemented by the development criteria outlined in the Built Form policies contained in Sections 3.1.2 and 3.1.3 of the Official Plan.

The Motel Strip Secondary Plan states that properties designated *Mixed Use Area 'B'* include those which were previously designated Commercial through prior Official Plan policies as well as those with potential for commercial redevelopment. In recognition of the nature of existing uses in this area and the potential for future commercial redevelopment, this area will continue to be reserved for commercial use. Further, new hotel or motel uses will be permitted to locate in *Mixed Use Area 'A'* or 'B'. In addition, the maximum gross density for commercial projects in *Mixed Use Area 'B'* will be 3.0 times the gross lot area and the maximum building height permitted in *Mixed Use Areas 'B'* (between Laneway "E" and Lake Shore Boulevard West) is 25 m.

The proposal will be reviewed for its conformity with the policies of the Official Plan, including the Motel Strip Secondary Plan. Staff will continue to work with the applicant to revise the application to be more in keeping with the Official Plan vision that achieves a built form which invites pedestrian access through the site to the shoreline, while providing visual accessibility from the Gardiner Expressway and Lake Shore Boulevard. In addition, staff will work with the applicant to ensure that the built form of future development is well integrated with, respects and enhances the Waterfront Public Amenity Area.

#### **Built Form, Planned and Built Context**

The suitability of the proposed height and massing or other built form issues will be assessed based on Section 2 of the *Planning Act*, particularly Sections 2 (p), (q) and (r) and Section 2 of A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019). The built form will also be assessed based on the City's Official Plan policies, the *Avenues* and Mid-Rise Buildings Performance Standards, the Humber Bay Shores Urban Design Guidelines and other City Urban Design Guidelines. An evaluation will be made to confirm whether the proposal fits within its planned and built context. In particular, staff will be evaluating:

- Appropriateness of the proposed building height;
- Appropriateness of the proposed building density;

- Appropriateness of the proposed building massing including transition to lower scale development, angular planes, setbacks and stepbacks;
- Potential shadow impacts of the development, particularly on the abutting properties, and public realm/streetscapes, open space and outdoor amenity areas; and
- Potential wind impacts of the development and any required mitigation measures.

The applicant submitted a Shadow Study prepared by IBI Group and dated March, 2020. Staff are reviewing the submitted study.

The applicant has also submitted a Pedestrian Level Wind Study prepared by Gradient Wind Engineers and Scientists and dated December 18, 2019. Staff are reviewing the appropriateness of the proposed mitigation measures.

Staff will continue working with the applicant to achieve a redevelopment proposal that is in keeping with the existing character of the area.

# Infrastructure/Servicing Capacity

The applicant has submitted a Functional Servicing and Stormwater Management Report prepared by R.J. Burnside & Associates Ltd. and dated March, 2020. Engineering and Construction Services staff are currently reviewing the report to evaluate the effects of the proposed development on the City's municipal servicing infrastructure and watercourses and to identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure, necessary to adequately service the proposed development.

The applicant has also submitted a Transportation Impact Study (TIS) prepared by LEA Consulting Ltd. and dated January, 2020. The purpose of the TIS is to evaluate the effects of the proposed development on the transportation system and to suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development. This study is under review by Transportation Services staff.

Preliminary comments on matters relating to transportation, servicing, solid waste, stormwater management and sanitary sewers relative to the proposed development indicate that additional information is required for further review. In addition, the owner will be required to meet the obligations of the Core Infrastructure Agreement.

#### **Tree Preservation**

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law).

Additionally, City Council has adopted the objective of increasing the existing 27 percent tree canopy coverage to 40 percent. Policy 3.4.1 (d) of the Official Plan states that "to support strong communities, a competitive economy and a high quality of life, public and private city-building activities and changes to the built environment, including public works, will be environmentally friendly based on: d) preserving and enhancing the urban

forest by: i) providing suitable growing environments for trees; ii) increasing tree canopy coverage and diversity, especially of long-lived native and large shade trees; and iii) regulating the injury and destruction of trees".

The Landscape Plan prepared by Land Art Design Landscape Architects Inc. and dated December 10, 2019 proposes 4 new trees on the City road allowance. Staff will work with the applicant to address the provision of trees and the requirement to add to the City's tree canopy.

#### **Toronto Green Standard**

City Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant submitted a TGS Checklist with this application and it is currently being reviewed by staff. Staff will be encouraging the applicant to meet Tier 2 or higher performance measures.

#### **Other Matters**

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

#### CONTACT

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# **SIGNATURE**

Neil Cresswell, MCIP, RPP Director of Community Planning Etobicoke York District

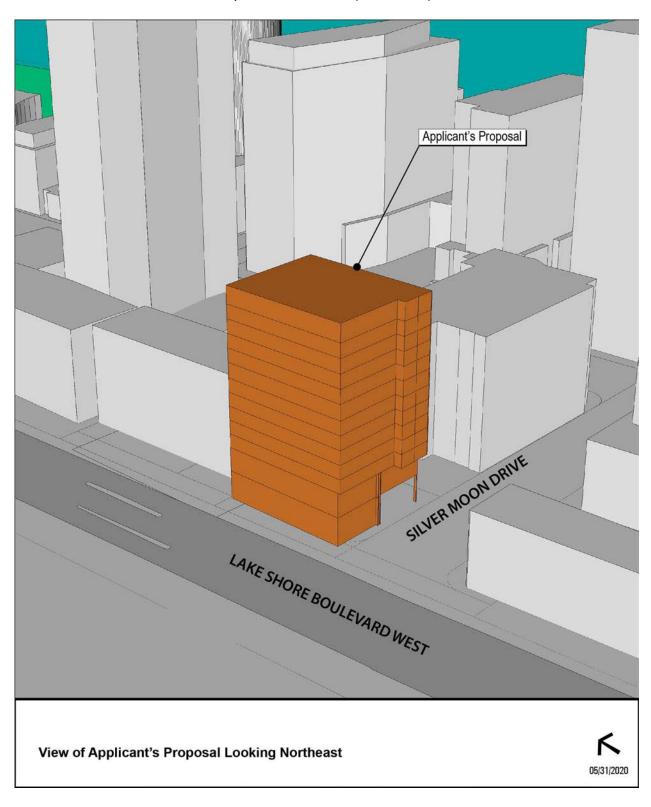
# **ATTACHMENTS**

Attachment 1: 3D Model of Proposal in Context (Northeast) Attachment 2: 3D Model of Proposal in Context (Southeast)

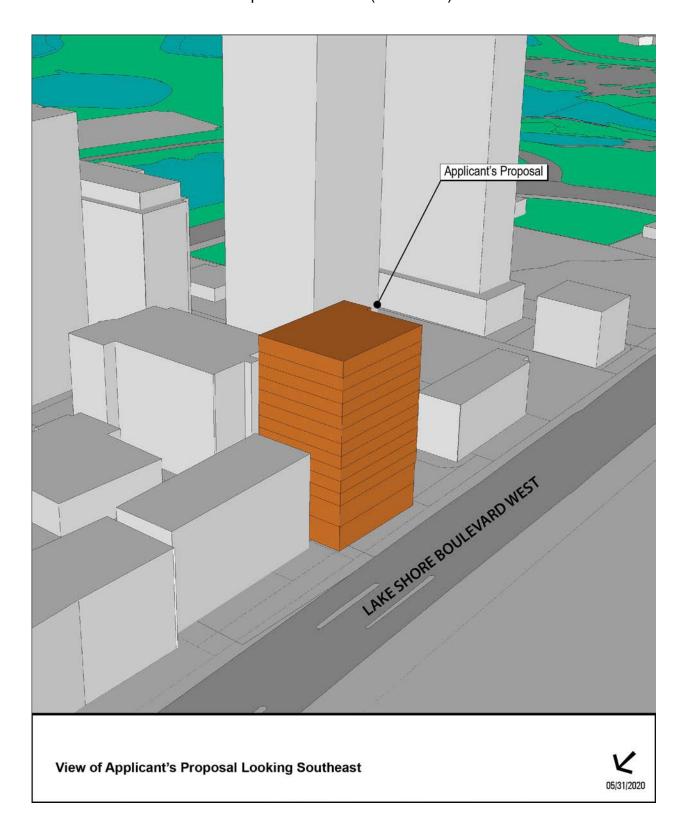
Attachment 3: Location Map Attachment 4: Site Plan

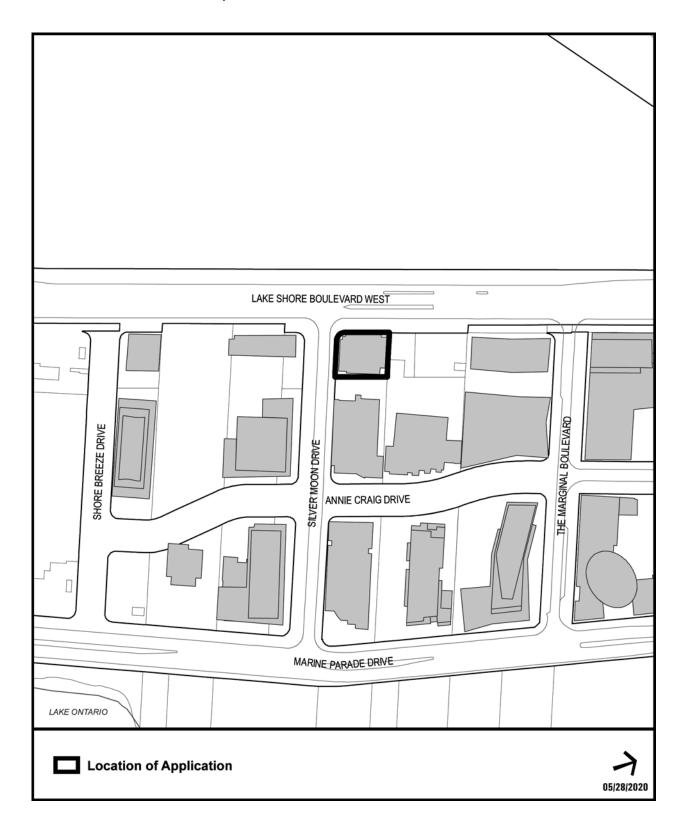
Attachment 5: Official Plan Land Use Map

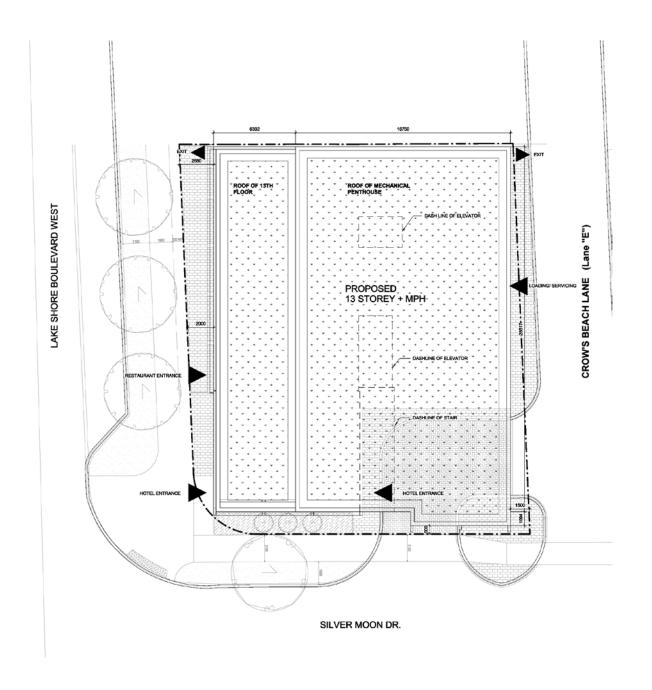
Attachment 1: 3D Model of Proposal in Context (Northeast)



Attachment 2: 3D Model of Proposal in Context (Southeast)







Site Plan

Attachment 5: Official Plan Land Use Map

