

TORONTO STAFF REPORT

April 17, 2003

To: Toronto East York Community Council

From: Director, Community Planning, South District

Subject: Preliminary Report
Applications to amend the Official Plan and Zoning By-law of the former City of Toronto
863880 Ontario Limited (IBI Group, Architects)
Tentative addresses: 59 East Liberty Street, 69 Lynn Williams Street, 80 Lynn Williams Street and 90 Lynn Williams Street
File Numbers 103004, TE CMB 2003 0004; 103005, TE CMB 2003 0003; 103006 TE CMB 2003 0002; and 103010, TE OPA 2003 0002
Trinity-Spadina, Ward 19

Purpose:

To provide preliminary information on the above-noted applications and to seek Community Council's directions on further processing of the applications and on the community consultation process.

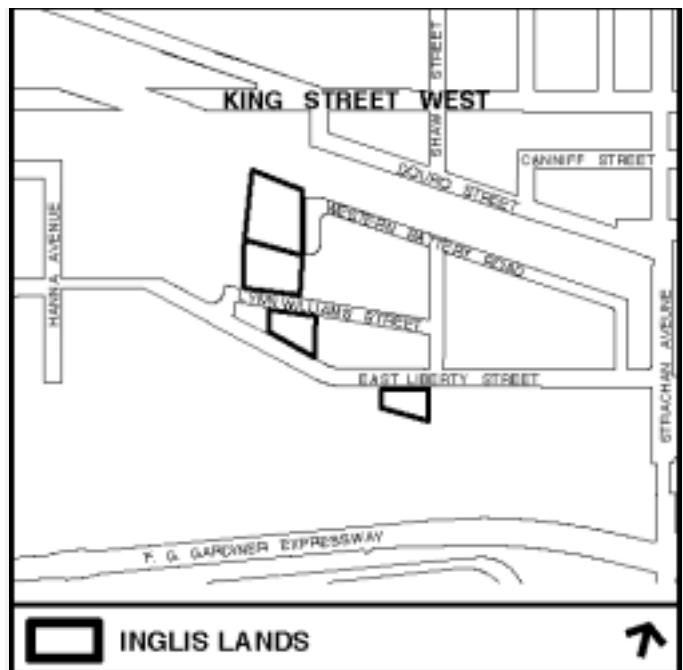
Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) staff be directed to schedule a community consultation meeting 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) the Commissioner of Urban Development Service undertake a formal review of the Garrison Common North Part II Plan to deal with the current applications in a comprehensive manner; and
- (4) notice for the Public Meeting under the Planning Act be given according to the regulations under the Planning Act.

Background:

At its meeting of August 1, 2, 3 and 4, 2000, City Council adopted an Official Plan Amendment, Rezoning and Draft Plan of Subdivision for 14-20 Strachan Avenue, 45, 121, 128 and 132R East Liberty Street, 1137 King Street West and 9-11 Hanna Avenue (the former Inglis Manufacturing Company). The applications were for a comprehensive redevelopment of the vacant lands into a mixed-use neighbourhood, complete with streets, parks and distinct land use components. To date, three Site Plan Applications have been approved for the development of individual blocks. At the eastern end of the property Site Plan approval has been given for 12 condominium townhouse buildings containing 455 residential units. At the western end of the property two Site Plan applications have been approved for a grocery store and a retail building and for three mixed use retail/office buildings.

The Preliminary Report on Rezoning Application No.103003 for 37, 41, 45, 49 and 53 East Liberty Street and noted as Block 2A on the applicant's submission was considered by Toronto East York Community Council at its meeting of April 1, 2003. The application is for permission for 5 residential buildings ranging in height from 60 metres to 72 metres. The five buildings would contain 1,082 residential units and have a residential floor area of 85,525 square metres (5.24 times the area of the lot). It is proposed that 888 parking spaces be provided to serve the proposed development.

Comments:

Proposal

The applicant has recently made five separate development applications for the Inglis Lands. Four of these applications are for Official Plan and Zoning By-law Amendments and are the subject of this report. Although the applicant has filed individual applications, it is more appropriate to assess the four applications for Official Plan Amendments in a comprehensive manner. The other application is for a rezoning and the Preliminary Report on that application was considered at the April 1, 2003, Toronto-East York Community Council meeting. The application for rezoning was subject to a separate planning report as the issues related to that application are different.

All five applications seek permission for residential development. In total the applicant is proposing 10 high-rise towers ranging in height from 20 storeys to 33 storeys, which contain a total of 2,441 new residential units.

Application Summary							
Property	Site Area	Total Floor Area (m2) [Density]	Residential Floor Area (m2)	Retail Floor Area (m2)	Height (m)	Units	Parking Spaces
59 East Liberty Street (Block 2B)	4,681	27,941 [5.97x]	27,941	0	72	354	290
90 Lynn Williams Street (Block 6)	4,295	22,164 [4.73x]	20,294	1,870	72	257	211
80 Lynn Williams Street (Block 8)	3,330	30,349 [9.12x]	28,932	1,417	58	227	186
69 Lynn Williams Street (Block 5)	2,490	33,568 [13.48x]	33,568	0	101	382	313

Site Description

The four sites are located between the Northwest and Lakeshore rail corridors, between Strachan Avenue on the east and Hanna Avenue on the west, in the area known as the Inglis Lands.

The Liberty Industrial Area borders the site to the west. On the north side of the Lakeshore rail corridor is the area known as the Massey Ferguson lands where approximately 1,300 new housing units are occupied, under construction, or subject to Site Plan approval.

East of Strachan Avenue, between the rail lines, there is a mix of office, parkland and government buildings. To the north-east, the area retains a number of commercial and industrial operations including Quality Meats.

To the south is the proposed Front Street extension, the Lakeshore rail corridor and the F. G. Gardiner Expressway.

Official Plan

59 East Liberty Street (Block 2B)

This site was subject to the previous Official Plan Amendment for the Inglis Lands, which was approved by Council in August 2000 (Amendment No. 165). This site is designated Hanna Avenue Technology District, which permits commercial, industrial or institutional uses. Section 4.5.9 of the Part II Plan promotes the Hanna Avenue Technology District and lands designated as Mixed-Commercial Area "A", as a centre for technological innovation and excellence, and prohibits residential uses, including live /work units, within this area.

90 Lynn Williams Street (Block 6)

This site was subject to the previous Official Plan Amendment for the Inglis Lands, which was approved by Council in August 2000 (Amendment No. 165). This site is designated Mixed Industrial Commercial Area "A", which permits commercial, industrial or institutional uses. Section 4.5.9 of the Part II Plan promotes the Hanna Avenue Technology District and lands designated as Mixed Industrial-Commercial Area "A", as a centre for technological innovation and excellence, and prohibits residential uses within these areas.

80 Lynn Williams Street (Block 8)

This site was excluded from the previous Official Plan Amendment for the Inglis Lands, which was approved by Council in August 2000 (Amendment No. 165). The site is designated General Use Area "A" under the Garrison Common North Part II Official Plan. This designation permits a mix of commercial, institutional, industrial and residential uses, which are environmentally compatible with adjacent and neighbouring uses up to a density of 3 times the area of the lot.

The Part II Official Plan requires that when considering applications for residential uses in the General Use Area "A", regard should be had for, among other matters, the extent to which a change in use would adversely affect the continuing operations of neighbouring industrial uses, the residential amenity of the area and the adequacy of community services and facilities.

69 Lynn Williams Street (Block 5)

This site was subject to the previous Official Plan Amendment for the Inglis Lands, which was approved by Council in August 2000 (Amendment No. 165). This site is designated Hanna Avenue Technology District, which permits commercial, industrial or institutional uses. Section 4.5.9 of the Part II Plan promotes the Hanna Avenue Technology District as a centre for technological innovation and excellence, but does not prohibit residential uses for this site.

The Part II Plan contains policies, which allows for flexibility in the allocation of the permitted floor area within the Inglis Lands, in that density is calculated for the entire area instead of on an individual site basis.

New Official Plan

At its meeting of November 26-28, 2002, Council adopted the new Official Plan for the City of Toronto.

In the new Official Plan the entire Inglis Lands are shown on Map 2 - Urban Structure as an Employment District and on Map 14 - Land Use Plan as an Employment Area.

The Inglis lands fall within the Garrison Common North Secondary Plan (Chapter 6, Section 14). Policy 14.10.4(f) promotes the Hanna Avenue Technology District and the lands designated as Inglis Lands Block B on Map 14-1, as a centre for technological innovation and excellence, residential uses within these areas including live-work will be prohibited, excluding 69 Lynn

Williams Street. Policy 4.1 states "that land use policies that allow the creation, continuation and expansion of industrial uses compatible with neighbouring residential uses will be established to support existing jobs and improve employment opportunities." Policy 4.2 states "in assessing any applications to reuse industrial lands for non-industrial uses, uses that provide employment opportunities will be encouraged."

The Secondary Plan allows for flexibility in the allocation of the permitted floor area within the sub-areas in the Inglis Lands (but not between areas), in that density is calculated for the entire area instead of on an individual site basis.

The proposed applications will require an amendment to the new plan to permit the proposed residential uses (except for 69 Lynn Williams Street) and to permit the proposed densities.

Zoning

59 East Liberty Street (Block 2B), 69 Lynn Williams Street (Block 5) and 80 Lynn Williams Street (Block 8)

These three sites were excluded from the previous Zoning By-law Amendment for the King Liberty Area, which was approved by Council in August 2000 (By-law 566-2000). These sites are zoned I1 D3 which permits light industrial uses to a maximum floor area of 3 times the area of the lot. Residential uses are not permitted. The sites have a height limit of 18 metres.

90 Lynn Williams Street (Block 6)

This site is subject to By-law 566-2000, a by-law to amend the By-law 438-86 for the former Inglis Manufacturing site. This site falls within Block 4 of By-law 566-2000, which permits internet/computer technology uses, and any other uses permitted in an IC or I3 district in Section 9(1)(f) of By-law 438-86. Residential uses are not permitted.

The zoning by-law for the Inglis Lands allows for flexibility in the allocation of the permitted floor area within the Inglis Lands, in that density is calculated for the entire area instead of on an individual site basis. The total amount of non-residential gross floor area, residential gross floor area or any combination shall not exceed three times the area of the lot, being equal to 285,820 square metres.

Site Plan Control

The proposed development is subject to Site Plan control. An application for Site Plan Approval has not been filed.

Reasons for the Application

Amendments to the Official Plan are required to permit residential uses (with the exception of 69 Lynn Williams Street). The applicant is also requesting that the flexibility in the allocation of the permitted floor area within the sub-areas in the Inglis Lands be modified. The applicant is requesting all the subject sites be included into the sub-area designated as Mixed Industrial Residential Area "C" for the purposes of calculating density.

Amendments to the Zoning By-law would be necessary because the I1 zoning district does not permit residential uses. In addition the proposed development exceeds permitted maximum height limits. The proposed building heights of 58 to 101 metres exceed the permitted height of 18 metres. Also the density of the proposed buildings (with the exception of 80 Lynn Williams Street) will exceed that permitted in the by-law. The proposed densities of 5.97 to 13.48 times the area of the lot exceed the permitted density of 3 times the area of the lot. Other areas of non-compliance may be identified as a result of the zoning review currently being undertaken as part of the circulation process.

Issues to be Resolved:

There are number of issues that need to be resolved including but not restricted to the following:

Use

Less than three years ago City Council approved a comprehensive redevelopment scheme for the Inglis Lands. This approval was for a mixed-use neighbourhood, generally with employment uses on western portion of the site and residential uses on the eastern portion of the site. This concept was reinforced in the new Official Plan.

The applicant is now seeking permission for residential uses within the area previously designated for non-residential uses. The rationale, as set out in the applicant's covering letter, is that the owner has found that there has been a dramatic reduction in demand for technology space and there has been increased demand for residential development. It was also stated that the proposed residential use will reduce the amount of traffic in the area compared to approved employment uses. It was noted that the owner will still have in his possession over a million square feet of space for the telecommunication industry on the lands to the west.

The issue of permitting residential uses in an area designated for employment uses must be reviewed in terms of the potential impact on the stability and viability of the employment area, the lands available for expansion or new industrial uses and in terms of the City's planning objectives for this employment area. The lands in the Employment District are viewed as important economic assets for new and expanding businesses and once lands are lost to conversion to residential uses it is unlikely that they will be returned to commercial or industrial uses.

As the proposed residential developments represent a significant departure from the planned structure for this area, a comprehensive review of the Secondary Plan should be undertaken. The

review should address matters such as the provision of community services and facilities, parkland and schools, transportation impacts, impact of the scale of the proposed development and the need for design guidelines on future development and the impact upon stability of Liberty employment area.

Height

The height of the proposed buildings is higher than permitted by the current planning controls. The proposed buildings will range in height from 58 metres to 101 metres whereas the Zoning By-law permits a height of 18 metres. The acceptability of allowing extra height is an issue which must be assessed against the appropriate land use for the site, the surrounding context and in terms of the City's planning and built form objectives. The ultimate size of the subject proposal, its final form and detailing and the micro-climatic effects on surrounding properties will be subject to further evaluation.

Density

The development scenario previously put forward by the applicant included lower densities on some blocks, while the density on other blocks would exceed three times coverage. It was felt at the time, that taken over the entire site, the density would never exceed the three times the lot area previously permitted under the zoning. Therefore it was recommended that the Official Plan and Zoning By-law Amendments allow for flexibility in the allocation of the permitted floor area within the Inglis Lands, in that density would be calculated for an area instead of on an individual site basis.

The applicant is requesting all the subject sites be included into the sub-area designated as Mixed Industrial Residential Area "C" for the purposes of calculating density. This would allow flexibility in the allocation of the permitted floor area within the entire Inglis Lands. The densities proposed by the applicant range from 5.97 to 13.48 times the area of the lot. The appropriateness of the proposed densities must be accessed against the resultant built form and massing of the proposed developments.

Front Street Extension as it relates to 59 East Liberty Street

City Council approved the Front Street Extension Environmental Assessment (E.A.) Study in February 2003, and the City is now proceeding with final approval of the study from both the Provincial and Federal governments. At this time, and subject to final E.A. approval, it is anticipated that the Extension could be completed by the year 2007. Staff of Works and Emergency Services have conducted a preliminary review of the application as it relates to the Front Street Extension (Spadina Avenue to Dufferin Street). Further review is required in order to confirm the property acquisition for the Extension in the vicinity of this site. In addition the proposed development will be reviewed to ensure that it provides an appropriate street frontage and helps animate the proposed Front Street extension.

Section 37

The Official Plan contains provisions pertaining to the exchange of public benefits for increased height and density for new development pursuant to Section 37 of the Planning Act. City staff will be discussing with the applicant how these policies will be addressed in this application.

Conclusions:

The report recommends that a community consultation meeting be scheduled by staff, in consultation with the Ward Councillor. Once the review is completed, a final report will be prepared for City Council's consideration.

Contact:

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Ted Tyndorf
Director, Community Planning, South District

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List of Attachments:

Application Data Sheets (4)
Attachment 1: Elevation
Attachment 2: Zoning
Attachment 3: Official Plan

Response to Circulation	03/25/2003
Response to Applicant	03/02/2003
Response to Circulation	02/12/2003
Received	01/24/2003

Data Valid:	Apr. 4, 2003 12:55:39 PM	Planner: Byrne, Gregory
		Phone: (416) 392-0881
Area:	District - C	Planning Office: Toronto - South (TE)

Application Data Sheet

Combination

Site Plan Approval: No

Rezoning: Yes

O.P.A.: Yes

File Number: **103005**

Application Number: **TE CMB 2003 0003**

Application Date: 01/24/2003

Municipal Address: 80 Lynn Williams St.

Project Description: Build 2 20-storey towers containing residential uses and retail at grade. Block 8.

Agent:

IBI GROUP
230 RICHMOND STREET WEST
TORONTO M5V1V6
(416) 596-1930

Owner:

863880 ONTARIO LIMITED
200 KING STREET WEST
TORONTO M5H 3W5
(416) 595-2300

PLANNING CONTROLS (For verification refer to Chief Building Official)

Official Plan Designation:

Zoning District: I3 D3

Height Limit (m): 18

Site Specific Provision: No

Historical Status: No

Site Plan Control Area: Yes

PROJECT INFORMATION

Site Area: 3330

Frontage: 62

Depth: 52

Ground Floor GFA: 0

Residential GFA: 28932

Non-Residential GFA: 1417

Total GFA: 30349

Height: Storeys: 20

Metres: 58

DWELLING UNITS

Tenure Type: Condominium

Total Units: 227

Total Proposed Density: 9.11

FLOOR AREA BREAKDOWN

Above Grade
Residential GFA: 28932

GFA: 1417

Current Status:	Open	<u>Latest Event</u>	<u>Actual Date</u>
		Suppl. Submission	04/02/2003
		Response to Circulation	02/12/2003
		Circulated	01/24/2003
		Received	01/24/2003
Data Valid:	Apr 4, 2003 1:14:27 PM	Planner:	Byrne, Gregory
		Phone:	(416) 392-0881
Area:	District - C	Planning Office:	Toronto - South (TE)

		Circulated	01/24/2003
		Received	01/24/2003
Data Valid:	Apr. 4, 2003 1:06:53 PM	Planner:	Byrne, Gregory
		Phone:	(416) 392-0881
Area:	District - C	Planning Office:	Toronto - South (TE)

Application Data Sheet

Official Plan Amendment

Site Plan Approval: No

File Number: **103010**

Rezoning: No

Application Number: **TE OPA 2003 0002**

O.P.A.: Yes

Application Date: 02/27/2003

Municipal Address: 59 East Liberty St.

Project Description: Official Plan and Rezoning application for Block 2B.

Applicant:

IBI GROUP
230 Richmond St. W.
Toronto, Ontario M5V 1V6
(416) 596-1930

Owner:

863880 ONTARIO LIMITED
200 King St. W.
Toronto, Ontario M5H 3W5
(416) 595-2300

PLANNING CONTROLS (For verification refer to Chief Building Official)

Official Plan Designation:

Site Specific Provision: No

Zoning District: I3 D3

Historical Status: No

Height Limit (m): 18

Site Plan Control Area: Yes

DWELLING UNITS

Tenure Type: N/A

FLOOR AREA BREAKDOWN

Above Grade

Residential GFA: 27,941

Total Units: 354

Total Proposed Density: 5.97

COMMENTS Previously listed as 14 & 20 Strachan Avenue)

Current Status: Open

Latest Event

Actual Date

Suppl. Submission 04/04/2003

Suppl. Submission 04/02/2003

Suppl. Submission 04/02/2003

Response to Applicant 04/02/2003

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Response to Circulation 03/17/2003

Received 02/27/2003

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Planner: Byrne, Gregory

Phone: (416) 392-0881

Area: District - C

Planning Office: Toronto - South (TE)