

# 2150 LAKE SHORE HOUSING ISSUES REPORT

2150 - 2194 - LAKE SHORE  
BOULEVARD WEST  
23 PARK LAWN ROAD  
TORONTO



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# 1/ INTRODUCTION

This Housing Issues Report provides information related to the impacts of the proposed development on the City's supply of affordable and mid-range housing. This Housing Issues Report has been prepared by Urban Strategies Inc. on behalf of the land owners, FCR (Park Lawn) LP and CPPIB Park Lawn Canada Inc., in support of an Official Plan Amendment application for the redevelopment of 2150-2194 Lake Shore Boulevard West and 23 Park Lawn Road ("the site" or "2150 Lake Shore"). This document is also intended to provide input into the City's Secondary Plan for the site and immediately adjacent lands. The proposed development involves the construction of a mixed-use development on an 11.2 hectare site in south Etobicoke bound by Lake Shore Boulevard, Park Lawn Road, and the CN rail corridor and the Gardiner Expressway.

The redevelopment of 2150 Lake Shore will include approximately 7,500 residential units, including a diverse mix of unit sizes and typologies, which will continue to be explored as work on the Master Plan for the site progresses. This will include the provision of family friendly units and affordable housing, in keeping with the directions provided in Site and Area Specific Policy 15 (SASP 15).

## 2/ **SITE CONTEXT**

2150 Lake Shore is located in southeast Etobicoke in the Mimico neighbourhood. The site was formerly used as a large industrial bakery, which was closed in 2013 and has since been demolished in anticipation of the site's redevelopment. The site is therefore currently vacant, other than the small BMO Bank building located at the corner of the property at 2194 Lake Shore Boulevard W.

The site is adjacent to the high-rise waterfront community of Humber Bay Shores, an area of the city which has been experiencing a significant amount of growth in the past decade with a number of developments still planned and

under construction. Further south and east of the Humber Bay Shores community is Lake Ontario and the waterfront and park system, including Humber Bay Shores Park and the Waterfront Trail.

To the north of the site is the Ontario Food Terminal, separated from the site by the Gardiner Expressway and the rail corridor. Being the primary distribution centre for fruits and vegetables supplied to grocery stores and restaurants in Toronto, the food terminal has a large footprint with warehouses and various storage areas.



# 3/ THE PROPOSED DEVELOPMENT AND UNIT SIZE & MIX ASSUMPTIONS



The Master Plan proposes a mix of residential and commercial uses on the site, with the residential component consisting of approximately 7,500 residential units within a range of residential building typologies, and the commercial component consisting of approximately 42,500 m<sup>2</sup> of retail, 42,500 m<sup>2</sup> of office, and 20,500 m<sup>2</sup> square feet of hotel and affiliated commercial space. It also delivers a range of transportation and public realm improvements, including the creation of an intermodal transportation hub centred around a new GO Station, related TTC and area road network improvements, the introduction of a public park and a variety of other open spaces, and a series of new pedestrian and cycling connections through the site.

While the Master Planning process has not yet reached the level of detail required for the development of floor plans and detailed unit layouts, key assumptions on the unit mix and average unit sizes have been established as follows:

Unit Type	Average Target Size	Desired Mix
Studio	400	5%
1B	525	30%
1B+D	660	15%
2B	750	25%
2B+D	950	15%
3B+	1100	10%

In keeping with the unit mix parameters in the Growing Up guidelines, the concept Master Plan targets provision of 10% 3-bedroom units (or larger), and 15% 2- bedroom plus den units. The unit sizes for these two typologies will continue to be tested for alignment with unit size parameters in the Growing Up guidelines as the Master Plan becomes more detailed.

An additional 25% of units are also targeted as 2-bedroom units. While the unit sizes for this typology will also continue to be resolved as the Master Plan becomes more detailed, this strategy responds to the market demand for these types of 2-bedroom units, and broadens the overall mix of units that are proposed.

The project will work to achieve these unit size and mix targets. As more detailed work on the Master Plan continues, further consideration will be given to the tenure and design of units to meet the project’s aspiration of providing diverse unit typologies.

While the project has not yet reached a level of design resolution to detail the interior of the buildings and below grade parking areas, the owners are committed to providing high quality indoor and outdoor amenity spaces for all residents at appropriate rates, to be established through the development approvals process. Vehicle parking, bicycle parking, and related storage lockers will also be provided at appropriate rates, which will also be established through the development approvals process, and which will follow transportation demand management strategies that seek to encourage walking, cycling, and public transportation use.

# 4/ AFFORDABLE HOUSING STRATEGY

The City of Toronto's Terms of Reference for the Housing Issues Report specifies an affordable housing strategy to be submitted for residential development of sites 5 hectares or greater. The proposed mixed use development includes a substantial residential component on an 11.2 hectare site.

Site and Area Specific Policy 15 (SASP 15) establishes targets and delivery mechanisms for the provision of affordable housing. The project is committed to providing affordable housing on site that meets the target established by SASP 15 policy 4.j., through one or more of the mechanisms outlined in SASP 15, in keeping with the broader Master Plan objective of providing a diverse mix of housing units and typologies.

The owners look forward to further refining this strategy with the City through the Secondary Plan and development approvals processes. The Master Plan anticipates responding to best practices for the design, location, unit mix, and delivery of these units, which will be identified and confirmed through these processes.

# 5/ **PLANNING RATIONALE**

The proposed development is subject to a planning policy framework that governs land use and guides growth and development in Toronto. Particular plans and guidelines that are of relevance from a housing perspective are the Provincial Policy Statement (2014), the Growth Plan for the Greater Golden Horseshoe (2019), the City of Toronto Official Plan, and the City of Toronto's Growing Up Guidelines: Planning for the Children in New Vertical Communities.

## 5.1 PROVINCIAL POLICY STATEMENT (2014)

The Provincial Policy Statement (PPS) sets the foundation for regulating land use planning and development in Ontario, promoting complete communities, a clean and healthy environment, and a strong economy. It encourages development patterns that support diverse, healthy, and livable communities by promoting intensification, efficient use of land, and investment in infrastructure, and public services to support growth.

Section 1.4 of the Planning Act relates to housing, and states that planning authorities shall provide for a range and mix of housing types and densities that will accommodate projected requirements of current and future residents. Policy 1.4.1 directs municipalities to ensure that new development provide a range housing types and densities. Policy 1.4.3 further directs housing and residential intensification to areas where infrastructure and public service facilities will be available to support them.

*The Master Plan proposes a diverse mix of new condominium and affordable units, totalling approximately 7,500 units, in an area well served by new and planned public transit and other infrastructure. The substantive extent and diversity in form and typology of proposed units, as well as the project's investment in transit and other hard and soft community infrastructure, are all well aligned with related direction in the housing policies of the PPS.*

*The project's commitment to a range of 1, 2, and 3-bedroom plus units, including 25% of units sized as 2-bedroom + den and 3-bedroom units that are family-friendly, works to achieve the direction outlined in the PPS. The proposed development will be supported by a new intermodal transit hub, offering connections to multiple transit routes and modes.*

## 5.2 A PLACE TO GROW: GROWTH PLAN FOR THE GRATER GOLDEN HORSESHOE (2019)

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) builds on the PPS, providing more specific direction on where and how growth will occur across the region. It is based on a vision and series of guiding principles which speak to achieving complete communities, prioritizing intensification to make efficient use of land and infrastructure, providing flexibility to capitalize on new economic and employment opportunities, supporting a range and mix of housing options, and improving the integration of planning for land use, infrastructure, and public services, among others.

### SECTION 2.2.1 MANAGING GROWTH

Section 2.2.1 of the Growth Plan discusses population and employment forecasts and management methods used to ensure growth is accommodated in a sustainable manner that fosters healthy and complete communities. Specifically, 2.2.1.4 further describes the socioeconomic elements that achieve complete communities which includes convenient access to a variety of transportation options, a diverse range and mix of housing including housing that accommodates the needs of all household sizes and incomes, and development of mixed use buildings comprised of compact built forms that facilitate vibrant public facilities (2.2.1.4). The Growth Plan emphasizes that complete communities offer opportunities for people to easily access necessities for daily living including a mix of jobs, local stores, a full range of housing, transportation options, and public service facilities.

*In accordance with the Growth Plan policies in 2.2.1, the Master Plan directs population growth to an appropriate site within an area that includes a proposed transit station, employment spaces, a range of housing types, and a variety of public amenities. In addition to the*

*proposed 7,500 units, the Master Plan also proposes approximately 42,500 m<sup>2</sup> of office space, 42,500 m<sup>2</sup> of retail, and will continue to consider the inclusion of appropriate community services and facilities that will respond to priorities identified through the Secondary Planning process. All of these elements support the Growth Plan's notion of a complete community by providing diverse job opportunities and community amenities on the site. Multiple public open spaces will be created as well including a public park and three public squares, along with a wide range of indoor and outdoor amenity spaces, further contributing to the sense of community and local amenity. The introduction of a range of housing units, local employment, increased transportation choice, new public spaces, and new community services and facilities will contribute to the creation of a complete community not only on-site, but also for the surrounding Humber Bay Shores area.*

### SECTION 2.2.6 HOUSING

Section 2.2.6.1 emphasizes the importance of a diversified housing stock and development permissions that allow a municipality to achieve its growth targets. Policies encourage planning and providing a diverse range and mix of housing options and densities, including second units and affordable rental and ownership housing.

*The Master Plan provides a range of housing options with a variety of unit sizes and tenures. More specifically, it includes a range of 1, 2, and 3-bedroom plus units, including 25% of units sized as large family-friendly units, working to achieve the direction laid out in the Growth Plan. Additionally, the Master Plan is committed to providing a range of affordable housing unit types and sizes.*

# CITY OF TORONTO OFFICIAL PLAN (2006)

The Official Plan for the City of Toronto ('Official Plan') is the primary planning tool used to guide the overall growth and development in the City over the decades to come, implementing and building upon provincial policy direction within the Provincial Policy Statement, and the Growth Plan. The Official Plan identifies that the city's future development will be in the form of infill and redevelopment, and must fit in, respect, and improve the character of the surrounding area.

## CHAPTER 2: SHAPING THE CITY

Policy 2.1 sets out the overall framework to manage growth and reurbanization in the City, including high-level objectives related to compact growth, efficient transit, housing provision in mixed use environments, and protection of green spaces, among others. The framework focuses on making better use of existing infrastructure and services; reducing auto-dependency through providing housing and jobs in areas well served by transit; providing a full range of housing including family friendly units and affordable rental housing; increasing opportunities to live and work locally; and creating employment opportunities and contributing to Toronto's economy.

*The Master Plan contributes to multiple objectives of this policy framework. It introduces housing and jobs on a site that is currently predominantly vacant and idle. A variety of employment uses are proposed, including office, retail, as well as hotel. The proposed development will encourage active transportation modes through anchoring the redevelopment with a proposed intermodal transit hub, which provides connections to Downtown Toronto, as well as the wider Greater Toronto Area.*

## CHAPTER 3: BUILDING A SUCCESSFUL CITY

Section 3.2.1 of the Official Plan highlights the need for diverse housing options in order to meet the housing needs in the city, and recognizes that the delivery of rental housing is a key priority. Policy 3.2.1.1 states that "a full range of housing, in terms of form, tenure, and affordability across the City and within neighbourhoods, will be provided and maintained to meet the current and future needs of residents". Provision of housing supply through intensification and infill is encouraged (Policy 3.2.1.2). Specifically, policy 3.2.1.9 notes that large sites, generally greater than 5 hectares in size, are seen as opportunities to achieve a mix of housing in types and affordability. This includes provision of a minimum of 30 percent of new housing units in forms other than single and semi-detached houses (3.2.1.9.a), and where an increase in height and density is sought, provision of 20% of the additional residential units as affordable housing (3.2.1.9.b).

*The site is approximately 11.2 hectares in size. In recognition of the large site's role in providing a diverse mix of housing, the Master Plan delivers approximately 7,500 residential units, in which a diverse mix of unit types and sizes are proposed, in keeping with policy direction on providing housing in forms other than single and semi-detached houses. Although the level of detail required for floor plans and detailed layouts has not been reached, the fundamental assumption for the unit mix includes over 25% of appropriately-sized 2 and 3- bedroom units sized in accordance with the Growing Up Guidelines.*

*In regards to policy direction here on affordable housing as a priority community benefit, SASP 15 Policy 4.j. provides additional clarity on an appropriate target for affordable housing, in relation to the proposed increase in height and density on the site. As previously noted, the proposed development will include affordable housing units, directly in keeping with the SASP 15 requirement and related Official Plan direction in 3.2.1.9.*



## CHAPTER 4: LAND USE DESIGNATIONS

The majority of the site is designated as Regeneration Areas through the OPA 231 settlement process and SASP 15. Section 4.7 of the Official Plan speaks to Regeneration Areas' role in reintegrating areas that are no longer in productive urban use by permitting a wide array of uses that help attract investment, create opportunities for re-use, and encourage new construction. Policy 4.7.1 states that Regeneration Areas will provide for a broad mix of commercial, residential, light industrial, parks and open space, institutional, live/work, and utility uses in an urban form.

*Within the Regeneration Areas, the Master Plan proposes a broad mix of commercial, residential, employment, and parks and open spaces in an urban form. The proposed development revitalizes a former industrial area and reimagines it as a thriving mixed use community.*

The explanatory text of section 4.7 states that Regeneration Areas will need “tailor-made” strategies for development. Policy 4.7.2 further sets out that a Secondary Plan will establish a framework for new development and guide the revitalization of the area. To support this Secondary Planning process, the land use

plan included in this application recommends Mixed Use Areas Land Use designation for the majority of the site, consistent with the policy directions established in SASP 15. Section 4.5 of the Official Plan states that Mixed Use Areas will absorb most of the anticipated increase in retail, office, and service employment in Toronto. Policy 4.5.1(2) outlines the intention of Mixed Use Areas is to provide new jobs and homes in the Downtown and other growth areas, creating high quality employment opportunities as well as provide indoor and outdoor recreation space for building residents.

*The proposed land uses in the Master Plan meets the development criteria in Mixed Use Areas as established by policy 4.5.2, by providing a balance of high quality commercial, residential, and open space uses that reduce automobile dependency and meet the needs of the local community. The proposed development will deliver new jobs and homes on land that is largely vacant and underutilized. The new community created through the development will benefit from the proposed Park Lawn transit hub with multiple transit connections. The proposed development includes extensive rooftop and indoor amenity spaces for future residents and workers.*

## 5.4 SITE AND AREA SPECIFIC POLICY 15

The site is subject to Site and Area Specific Policy 15 (SASP 15). The recent settlement of the site's OPA 231 appeal led to this updated SASP to reflect the terms of settlement, redesignating the site as *Regeneration Areas* with a portion of *General Employment Areas* to allow for a mixed use redevelopment of the site in conjunction with investment in a Park Lawn GO station.

Policy 4.j of SASP 15 specifies that a Housing Plan will be developed, identifying the percentage of 2-and 3- bedroom units and a mix of affordable housing. A number of potential delivery mechanisms for affordable housing are identified:

- i. The conveyance of land to the City sufficient to accommodate 20% of the residential gross floor area;
- ii. The provision of 10% of the residential gross floor area as purpose- built rental units with affordable rents secured for a period of no less than 20 years; and/or
- iii. The conveyance to the City of 5% of the residential gross floor area as purpose-built rental units or affordable ownership units.

*This study has been prepared to provide input into the Housing Plan identified in policy 4.j, describing the Master Plan objectives relating to the provision of a variety of units and typologies, including provision of 10% 3- bedroom units (or larger), and 15% 2-bedroom plus den units sized in accordance with the City's Growing Up guidelines. As previously mentioned, the project has also committed to delivering affordable housing on-site, with one or more of the delivery mechanisms provided in Policy 4.j of SASP 15.*

## 5.5 GROWING UP: PLANNING FOR CHILDREN IN NEW VERTICAL COMMUNITIES

Growing Up guidelines provide a set of strategic directions for increasing livability for

larger households and households with children, delivering diverse housing options, and ensuring more complete communities. When provided in the lower portions of the building, larger units can have direct access to the outdoors, which enables children to play outdoors and be supervised from the units above (guideline 2.1).

Guideline 2.1 describes the importance of providing larger units for families in vertical communities. The guidelines outline the benefits of providing family units, one of them being the sense of community created among residents within the building. The guidelines specify that at a minimum, 25% of units should be large units, including 10% 3-bedroom units and 15% 2-bedroom units.

Section 3 focuses on unit-level design guidelines. Guideline 3.0.a provides the range that represents a diversity of bedroom sizes while maintaining the integrity of the common space to ensure their functionality:

1. two bedrooms 87 - 90m<sup>2</sup> (936 - 969sf); and
2. three bedroom 100 - 106m<sup>2</sup> (1076 - 1140sf).

*In keeping with the Growing Up guidelines, the Master Plan targets the provision of 10% 3-bedroom units (or larger), and 15% 2-bedroom plus den units. Furthermore, an additional 25% of 2-bedroom units are expected to be provided. The unit sizes for each of these typologies will continue to be tested for alignment with the unit size parameters in the Growing Up guidelines as the Master Plan becomes more detailed.*

*Through the Secondary Plan and development approvals processes, the project team looks forward to working with the City in responding to best practices for the design, location and delivery of these units.*

## 6/ **SUMMARY ANALYSIS AND OPINION**

The proposed development creates a new master-planned community on an 11.2 hectare site, representing an efficient utilization of predominantly vacant land. It introduces intensification in a growing area of Toronto with housing options adjacent to a proposed intermodal transit hub and new jobs.

In total, the proposed development will introduce approximately 7,500 residential units to a site with no existing housing. At the time of writing, the Master Planning process is still underway, and has not yet reached the level of detail required for the development of floor plans and detailed unit layouts. Nonetheless, the Master Plan provides 10% 3-bedroom units or larger, and 15% large 2-bedrooms plus den, and considers additional 2-bedroom 'market sized' units. Targeted average unit sizes are expected to range between 400 square foot studio units to 1,100 square foot 3-bedroom units (or larger), accommodating the diverse needs in both size and cost of housing for future residents.

The project also commits to delivering affordable housing, recognizing that it will contribute to the diversity of choices for future residents and in creating a more complete community. Looking ahead, the project team will continue to work with the City in ensuring that the size, location, and delivery of these meet the City's policy objectives.

The proposed development will also create a new public park within the site, as well as public urban squares that offer gathering places for residents, promoting social interaction. Existing streets will be enhanced, and a fine grain network of new streets will be introduced, connecting to the existing road network in the surrounding area. Numerous indoor and rooftop amenity areas will also be introduced for residents and workers. Altogether, the proposed development will enhance walkability, active transportation, and access to high-order transit, contributing to the creation of a complete community.

The housing and community-related components of the master plan are consistent with the policy direction of the Provincial Policy Statement, and conform to the policies of the Growth Plan for the Greater Golden Horeseshoe, the City of Toronto Official Plan, and Site and Area Specific Policy 15. They also are in keeping with key directions in the Growing Up: Planning for Children in New Vertical Communities Guidelines. These policy and guideline documents support the creation of vibrant community and transit supportive intensification. They direct the provision of high quality public realm alongside a mix of uses including office, retail, residential, and institutional. The proposed development represents good planning as it addresses the aforementioned planning framework, by introducing a new master-planned community that will inject vibrancy to southeast Etobicoke, and create homes and jobs for people in a way that leverages proximity to the proposed intermodal transit hub.

