

TORONTO STAFF REPORT

August 29, 2006

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Subject: Preliminary Report
OPA & Rezoning Application 05 114554 WET 05 OZ
Applicant: Gagnon Law Bozzo Urban Planners
Architect: Salmona Tregunno Ltd
5555 Dundas St W
Ward 5 - Etobicoke-Lakeshore

Purpose:

To report on an application for an Official Plan Amendment and Rezoning to redevelop the Honeydale Mall site with 2,400 residential units, retail, commercial and office uses.

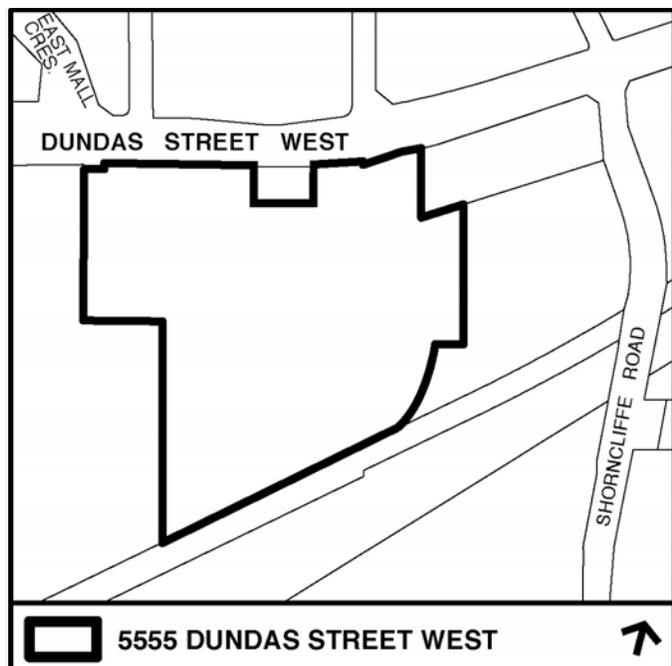
Financial Implications and Impact Statement:

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) staff continue to work with the applicant and adjacent land owners to develop a planning framework for the local area;
- (3) notice for the community consultation meeting be given to landowners and residents within 120 metres of the site; and
- (4) notice for the Public Meeting under the Planning Act be given



according to the regulations under the Planning Act.

Background:

Applications for Official Plan and Zoning Code amendments for 5555 Dundas Street West (Honeydale Mall) to permit residential uses were submitted on March 10, 2005. An application on the adjacent property to the west at 5559 Dundas Street West and 25 Vickers Road (the A&P site) was filed a few weeks later on March 24, 2005.

The A&P application requested an Official Plan Amendment and the same uses and densities as the Honeydale application, detailed later in this report. Given the size of the combined sites (22.07 hectares), and the planning context of the area, staff requested the applicants consider funding a Secondary Plan Study for the area. Discussions regarding the extent and the cost of the studies took place but have not concluded.

In addition, both applicants have filed appeals with the Ontario Municipal Board. Honeydale has an appeal outstanding before the Board related to the new Official Plan, discussed later in this report. On July 24, 2006, A&P appealed its Official Plan Amendment application on the grounds that the City has not made a decision nor has a public meeting been held to deal with the application or the area study. The new Official Plan policies and designations do not apply to Honeydale because of their appeal yet they do apply to A&P because their appeal was related to the application process and not the new Plan.

While both sites are located on Dundas Street West at the East Mall and share many attributes, their underlying designations in the new Official Plan are different and warrant an approach which takes this into account.

This report reviews the Honeydale application and discusses the need for area planning framework. A future report will address the A&P application.

Comments:

Proposal

The proposed mixed use development on the Honeydale site consists of 8 residential buildings (18 & 20-storeys) on the southern half of the lands, one mixed use building (8-storeys) and two free standing commercial buildings (1-2-storeys) along the Dundas Street West frontage. Three new public roadways and a public park are also proposed. A floor space index of 3.13 gross and 2,400 units are proposed as summarized below and in Attachment 1: Site Plan and Attachment 5: Application Data Sheet.

Description	Statistic
Lot Area	6.87 hectares
Gross Floor Area	214,044 m ²
Commercial Floor Area	4,116 m ²

Residential Floor Area	209,928 m ²
Number of Units	2,400
Number of Buildings	11
Floor Space Index	3.13
Height	2 to 20 storeys
Parking Spaces	3,421 (including 480 visitors)
Parkland	0.4 hectare

Site Description

The 6.9 hectare site is located on the south side of Dundas Street West, east of Highway 427. It is currently occupied by a 20,200 square metre retail mall that was built in the 1970's. Some of the stores are vacant, including a major tenant space. The building is situated on the rear portion of the lot, near the southern boundary. The customer parking lot is located on the front portion of the lot. There are three small lots located on the Dundas Street West frontage that are not in Honeydale ownership.

The property has a 3.9 metre grade change from the highest point on the Dundas Street West frontage dropping to the south property line adjacent to the Canadian Pacific Railway.

The abutting properties contain the following uses:

North: An indoor mall (Cloverdale Mall), commercial uses and a low rise residential neighbourhood

South: Canadian Pacific Railway line and industrial uses

East: Car dealership, industrial uses and the Etobicoke Centre Secondary Plan Area

West: head office, warehousing and a grocery store (A&P)

Provincial Policy Statement

The current Provincial Policy Statement (PPS) was issued under Section 3 of the Planning Act and came into effect on March 1, 2005. The application is subject to the policies of the PPS. Decisions affecting planning matters must be 'consistent with' the policy statements issued under the Planning Act.

The application will be reviewed for consistency with the PPS with regard to the policies which promote strong communities, a clean and healthy environment and a strong economy. The PPS provides for growth primarily through intensification and redevelopment. Land use patterns are to be based on densities and a mix of land uses which efficiently use land and resources and are appropriate for and efficiently use infrastructure and public service facilities which are planned or available.

Toronto Official Plan

On July 6, 2006 the Ontario Municipal Board issued Order No. 1928 bringing the majority of the new Official Plan into full force and effect. The Order also repealed most of the policies of the

former City of Etobicoke and Metro Plan that were previously in effect. However, the Order did not bring into force the new Plan policies related to Section 37, Housing and the flood plain “Special Policy Areas”.

The effect of Honeydale’s appeal of the Toronto Official Plan to the Ontario Municipal Board for the lands subject to these applications is that the policies and land use designations of the new Plan are not in effect as they pertain to this site. It is nevertheless important to review the applications in the context of the new Plan as Council’s current and in-force vision for the future of Toronto and as the relevant policy framework affecting development on surrounding lands.

On Map 2 Urban Structure, the site is within an Employment District with the north portion of the site also shown as Avenues. The entire Honeydale site is designated as Mixed Use Areas on Land Use Map 15. The land use designation policies of the Plan apply and prevail on the lands broadly shown on Map 2.

Re-urbanizing the Avenues will be achieved through the preparation of an Avenue Study which sets out a framework for creating new housing and job opportunities while improving the pedestrian environment, the look of the street, shopping opportunities, and transit services for the community. An Avenues Study has not been prepared for this segment of Dundas Street West.

The policies of Section 2.2.3 specify requirements and conditions for development to proceed on Avenues prior to completion of an Avenue Study.

Development in Mixed Use Areas on Avenues prior to an Avenue Study will provide a review that includes assessment of the impact of development of the entire Avenue segment at a similar form, scale and intensity; consider if that development would negatively impact any adjacent Neighbourhoods or Apartment Neighbourhoods; consider if the proposed development is supportable by available infrastructure; and, be considered together with the Official Plan and Zoning Amendment at the statutory public meeting.

Development requiring a rezoning will not be allowed to proceed prior to completion of an Avenue Study unless a review is undertaken that demonstrates to Council’s satisfaction that subsequent development of the entire Avenue segment will have no adverse impacts within the context and parameters of the review.

In advance of an Avenue Study, development on the Avenues will implement the policies of the relevant designation if that development precedes an Avenue Study. In addition, because development in Mixed Use Areas on Avenues prior to an Avenue Study, has the potential to set a precedent for the form and scale of re-urbanization along the Avenue, the plan sets out considerations to be addressed in a review in connection with such a development application. This review would consider the existing context and implications of the development application including assessment of existing infrastructure and impacts of the development on adjacent Neighbourhoods or Apartment Neighbourhoods.

In terms of the land use designation, Mixed Use Areas encourage a broad range of commercial, residential, institutional and open space uses. Mixed Use Areas will absorb most of the

anticipated increase in retail, office and service employment in coming decades as well as much of the new housing. The Plan's policies provide for future redevelopment of these areas to accommodate appropriate increases in population and jobs along transit lines including ensuring adequate services and infrastructure will be provided and impacts will be addressed.

Other policies of the Plan pertaining to growth, integrating land use and transportation, building healthy neighbourhoods, the built environment and community services and facilities will be considered. Policies respecting Secondary Plans, large sites and building whole communities are discussed further below.

Metropolitan Toronto Official Plan

The south part of the site is within a Metropolitan Industrial/Employment Area in the Metropolitan Toronto Official Plan. The policy objective is to maintain a sufficient supply of industrial lands and a diversity of employment necessary to enhance Toronto's economic competitiveness. The plan recognizes that changes will occur and encourages the adoption of policies that are compatible with existing employment uses; do not adversely affect the industrial integrity of the Metropolitan Industrial/Employment area; and do not generate an unreasonable increase in level of demand for physical infrastructure, including transportation facilities.

The application will be reviewed for compliance with the Metropolitan Industrial/Employment area policies.

In the policies respecting the development of healthy communities, the Plan supports residential development that is well served by transit; encourages the location of community services and facilities in Metropolitan Centres and other areas that are well served by transit and easily accessed by the community; supports developments that integrate well into the existing community in terms of fit, transition of building scale, access to community services and proximity to existing residential uses.

The Housing policies include intensification of land use for residential uses through infill, rehabilitation, and plans of subdivision; and redevelopment of obsolete industrial lands.

Etobicoke Official Plan

The City of Etobicoke Official Plan places the Honeydale site in a District Retail Area. District Retail Areas allow residential uses above commercial development and apartment buildings. Residential buildings are allowed on separate sites in retail designations, provided the function and continuity of the commercial uses are not significantly disrupted. The Honeydale application requires an Official Plan Amendment because it proposes the removal of the mall which will disrupt the continuity of the commercial uses.

The housing policies and Section 37 requirements of the Etobicoke Official Plan still remain in-force. There is a requirement for 25 percent of all units in each district to be affordable, with a ratio of 60 percent ownership and 40 percent rental accommodation. The affordable units have not yet been identified by the applicant.

Section 37 matters are still governed by the Etobicoke Official Plan. The size of the proposed development will generate the need for community benefits to be secured under Section 37 of the Planning Act.

Zoning

The site has split zoning: the north portion is zoned Industrial Class 1 (IC.1) and the south portion is zoned Industrial Class 2 (IC. 2). The proposed commercial and residential uses are not permitted. The existing mall is a legal non-conforming use. The application does not conform to the Etobicoke Zoning Code, therefore a rezoning is required.

Site Plan Control

An application has not been filed. It is anticipated that details related to site planning will follow on a phased basis once development parameters have been established.

Reasons for the Application

An Official Plan Amendment is required because some of the policies affecting the development of the site in the Toronto Official Plan have been appealed and are not in effect for this site.

A rezoning is required to allow the proposed residential and commercial uses.

Issues to be Resolved

Area Planning Framework for Dundas Street West and the East Mall

The new Official Plan contemplates that the creation of new mixed use neighbourhoods and growth in Employment Districts be guided by Secondary Plans. Secondary Plans establish local development policies, look at the adequacy of public infrastructure and ensure environmental protection. These local growth plans also adapt and implement the objectives, policies, land use designations and overall planning approach of the Official Plan to fit local contexts. The Official Plan also contemplates Avenue Studies for mixed use corridors identified on Map 2 of the Plan and policies that call for the need to build whole communities as noted above.

Discussions have been held with the applicant and the applicant of the adjacent site about the nature of a Secondary Plan which might encompass the area and address the objectives and policies of the Official Plan.

On Map 2 Urban Structure, the A&P site is within an Employment District with the north portion of the site also shown as Avenues. On Map 15, the Land Use Plan, the site is designated Mixed Use along the Dundas Street West frontage and Employment Area on the remainder of the lands.

The Provincial Policy Statement sets out a number of policies for Employment Districts including planning for, protecting and preserving employment areas for current and future uses. Conversion of lands within Employment Districts to non-employment uses may be permitted

through a comprehensive review where it has been demonstrated that the land is not required for employment purposes over the long term and there is a need for the conversion.

A comprehensive review is considered to be an Official Plan review which is initiated by a planning authority or an official plan amendment which is initiated or adopted by a planning authority. The Official Plan review means the required five year review of the City of Toronto Official Plan most of which was approved by the Ontario Municipal Board on June 6, 2006. Until the next review occurs, the change of designation from employment to mixed use on the remainder of the A&P site is considered to be premature. However, the Mixed Use frontage and the office uses proposed in the application are both appropriate parameters to incorporate as land use assumptions of a planning framework for the area.

Planning staff are of the view that a planning framework for the area should be prepared to guide both the mixed use and employment growth in the area given the potential for the application site. The framework should be based on the land use designations of the new Plan. It should take into account elements that must be planned comprehensively for the local area such as transportation capacity and allow for development to happen in an orderly and phased manner. It is likely that development may occur from east to west and from north to south within the Mixed Use Areas and will likely be coordinated with the provision of infrastructure and services, among other considerations of the Plan.

It is anticipated that certain assumptions will need to be made for the area in general and for the sites affected including others not forming part of the two development applications noted in this report. For example, both the Secondary Plan and Avenue Study policies of the Plan seek to determine the overall capacity for development in the area through an examination of such matters as impact and infrastructure needs, among others.

Staff will seek the continued cooperation of the parties and other stakeholders in the area to advance the development of a planning framework and will examine alternative means of developing the framework including charettes.

The following preliminary issues have been identified through initial circulation of the Honeydale application. Other issues will be identified and addressed through the on-going staff review, community process and development of a planning framework for the area.

(a) Built Environment, Urban Design Guidelines and Green Development Standards

The proposed heights and densities are similar to those allowed in the Etobicoke Centre (20-storeys and 3.5 floor space index). Development of this scale requires consideration in the context of achieving higher order public transit in the proximity of the site and appropriate urban design guidelines to shape the public realm and future buildings. The form and scale of the development ensuring that high quality architecture, landscape and design including the provision of public art and promotion of connections with adjacent areas will be reviewed.

The proposed planning framework should include the development of urban design guidelines which assist in achieving the urbanization of this section of Dundas Street West. The street in

this area is not very pedestrian friendly as it is a multi-lane road with a number of car-oriented uses and few trees are located along the street edge. The redevelopment of the site should transform this block by introducing wider sidewalks, landscaping, street trees, street furniture, and pedestrian scale lighting.

The potential for environmental enhancement including the implementation of “green” development standards should be pursued with the applicant.

(b) Buffering from rail line and industrial uses

The Canadian Pacific Railway tracks are immediately adjacent to the property’s southern boundary. This is a freight line and a GO Transit line. Noise and vibration must be mitigated in the design and engineering of any residential buildings near this boundary. A Noise and Vibration Study is required to determine what mitigation measures are needed.

The industrial uses to the west include a car dealership and food warehouse building that take their access from Shorncliffe Drive. They are not noxious uses, however some buffering may be appropriate given the residential uses proposed. Appropriate studies are required to determine appropriate mitigation measures.

(c) Affordable Housing

The in-force Etobicoke Official Plan requires 25 percent affordable housing to be provided in the area. The housing policies in the Toronto Official Plan are still under appeal, however they should be considered when reviewing this application. They require a full range of housing including rental, affordable rental, affordable ownership, and market ownership. On sites greater than 5 hectares in size, specific policies have been developed:

- i) a minimum of 30 percent of the new housing units will be in forms other than single-detached and semi-detached houses, such as row housing, triplexes and multi-unit residential buildings; and
- ii) a minimum of 20 percent of the new housing units must be affordable where additional height and/or density may be permitted, in accordance with Section 5.1.1. (Section 37) of this Plan.

The applicant will be requested to provide documentation on how these policies will be met.

(d) Community Services and Facilities

There is very little parkland in the immediate area. The proposed new community will require a public park. The applicant is proposing a 0.4 hectare public park in the middle of the site. The size, location and the configuration of the park has not been reviewed by Parks, Forestry and Recreation staff. City Planning staff have also expressed a need for a community centre or facilities to serve the new residents and existing residents in the area north of Dundas Street West.

(e) Traffic and Transportation Issues

Two roads are proposed to access the development site. One is at the existing signalized intersection at Paulart Drive and Dundas Street West. A mid-block road is proposed between Billingham Road and Paulart Drive. The number, location and width of these roads must be analyzed by Traffic Engineering and Transportation Planning within the context of the Council approved DIPS policies which seek public streets for development.

A Traffic Impact Study has been submitted and circulated. The Study concludes that the addition of site generated traffic results in a decline in the levels of service. However, all intersections are expected to continue to operate at a satisfactory level of service. This information must be reviewed by Transportation Services including consideration of the broader issues related to the proposed planning framework for the area.

(f) Impact on the development of the Etobicoke Centre Area

The Etobicoke Centre Area is located to the east of the subject site on both sides of Dundas Street West between Montgomery Road/Thompson Avenue and Shorncliffe Drive. The vision for the Centre is to develop into an area that has a close knit urban fabric with the feel and function of an urban core, rather than a loose collection of high density residential and office buildings. A Secondary Plan was prepared, and as-of-right zoning was adopted, in order to encourage the concentrated redevelopment of the area to achieve the vision.

Development has occurred in the Etobicoke Centre Area, and more development applications have been submitted, however the build-out is not complete. There is some concern that the proposed density on the subject site will dilute re-investment in the Etobicoke City Centre which will then take longer to fully redevelop.

(g) Land Assembly

The site frontage along Dundas Street West is broken up by a gas station and two smaller properties that are not owned by Honeydale Mall (See Attachment 1 - Site Plan). This creates a “missing tooth” effect. Staff will consider the impact of fractured ownership in the review of the issues on such matters as built form, access and pedestrian improvements to the street and have asked the owners of Honeydale Mall to consider acquiring these properties.

(h) Implementation Tools including Section 37

Large scale redevelopment of the nature proposed may require a Plan of Subdivision, the use of holding by-laws and securing public benefits through the use of Section 37. Preliminary discussions with the applicant have identified a number of potential public benefits including: parks improvements above the base condition, monies to plan and build the subway extension and station, easements for the subway route, and improvements to Dundas Street West. The Section 37 or subdivision agreement will also include provisions for community services and facilities, public art, affordable housing, among other matters.

(i) City and Regional Public Transportation Opportunities

There are a number of factors relating to the achievement of public transportation objectives that are relevant to the review of this application and local area.

Map 4 of the City of Toronto Official Plan and Map 3 of the former Metropolitan Toronto Official Plan provide for the westerly extension of the Bloor-Danforth subway line to Sherway Gardens and ultimately to Mississauga. An Environmental Assessment Report for the westerly subway extension was completed by Metropolitan Toronto and the TTC in 1993, and was approved by the Province 1994. The Environmental Assessment Report recommended an initial extension of the subway to Sherway Gardens shopping centre and a potential further extension from Sherway Gardens to the Dixie GO Station in Mississauga. The Report recommended a tunnelled alignment to Sherway Gardens, immediately north of, and parallel to, the Canadian Pacific Rail (CPR) corridor between Kipling Subway Station and Highway 427. The alignment crosses under the CPR corridor just east of Highway 427 and continues westward, still in a tunnel, to Sherway Gardens.

The Environmental Assessment Report recommended that, upon opening, the subway extension to Sherway Gardens would have only one new station, at the southeast corner of The Queensway and The West Mall. A potential future station was identified in the vicinity of The East Mall, and was to be protected should the need for the station arise in the future. Subsequent discussions between Metropolitan Toronto, the TTC, the Cities of Etobicoke and Mississauga, and the Province, during the Province's review of the Environmental Assessment Report, resulted in a change in the status of the East Mall station. It was agreed that the station would be constructed in conjunction with the initial subway extension to Sherway Gardens.

The East Mall station would accommodate a new Mississauga Transit bus terminal, which would replace the existing Mississauga Transit bus terminal at the Islington subway station. A very preliminary station concept was developed for the East Mall station, assuming that the existing commercial developments on the adjacent Honeydale Mall and A&P lands would remain. The preliminary station concept placed the new station at the southeast corner of the A&P lands, immediately west Honeydale Mall, with vehicular access to be taken through the intersection of Dundas Street West and East Mall Crescent. No arrangements have been made to date to secure the lands required for the subway alignment, the subway station, ancillary station facilities, or vehicular access to the station.

The proposed redevelopment of Honeydale Mall and the local area review provides a new opportunity to integrate planning for the proposed East Mall subway station, and its ancillary station facilities, with the potential future redevelopment of the Mall. Ancillary station facilities will include TTC and Mississauga Transit bus terminal facilities and passenger pick-up and drop-off facilities, and may also include GO Transit bus terminal facilities and commuter parking. Integrated planning of the future subway station with the potential Honeydale Mall redevelopment will also ensure that use of the future station facilities will be maximized, which would benefit the development potential of the subject lands.

While there are currently no plans to construct the westerly extension of the subway in the foreseeable future, any future planning for the redevelopment of the Honeydale Mall lands, or the adjacent A&P lands, must provide for the future subway extension alignment, the proposed East Mall station and ancillary station facilities. If it was determined that there was an opportunity to advance the timing of the construction of the subway extension, an addendum to the EA report may be required to reflect a new station concept.

The Ontario Ministry of Transportation (MTO) is currently undertaking an Environmental Assessment Study concerning improvements to Highway 427, from Highway 401 to the Queen Elizabeth Way. The study will investigate opportunities to implement transit priority measures where appropriate. Highway 427 provides an important link between planned regional transit facilities, such as the Mississauga Transitway and the GO Inter-Regional Bus Rapid Transit (BRT) facility, and the Bloor-Danforth Subway. Planning for any intensification along the Dundas Street West corridor should take into consideration any transit priority measure proposed at the interchange and along Dundas Street to improve bus access to the Bloor-Danforth subway, as well as any other operational improvements proposed at the interchange.

The TTC, along with Mississauga Transit, GO Transit and the Cities of Toronto and Mississauga, is finalizing conceptual plans for relocating the existing Mississauga Transit bus terminal from Islington Station to Kipling Station and for a new TTC bus terminal at Islington station. The proposed relocation of the Mississauga Transit bus terminal, and new TTC bus terminal at Islington Station, will free a portion of the Islington subway station lands for future development, consistent with the Etobicoke Centre Secondary Plan. The relocated Mississauga Transit bus terminal is proposed as an interim measure, in advance of the potential westerly extension of the Bloor-Danforth subway. It is our understanding that TTC staff will be recommending preferred station concepts for both the new Kipling and Islington terminals this Fall.

Staff will continue to discuss the opportunities presented here with the affected agencies to coordinate and integrate the potential for public transportation improvements in the emerging plans for the area.

Conclusions:

A planning framework for the area should be prepared to guide the mixed use and employment growth potential, based on the Toronto Official Plan land use designations and policies. This will include consultation with the community, the applicants, area stakeholders, City and Provincial staff, and the elected officials.

This application is for a very large mixed use development. The impact of the proposed development on the area will be fully considered prior to submitting a Final Report to Community Council. A Community Consultation Meeting is anticipated in the Fall of 2006.

Contact:

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Gregg Lintern, MCIP RPP

Director, Community Planning, Etobicoke York District

List of Attachments:

Attachment 1: Site Plan

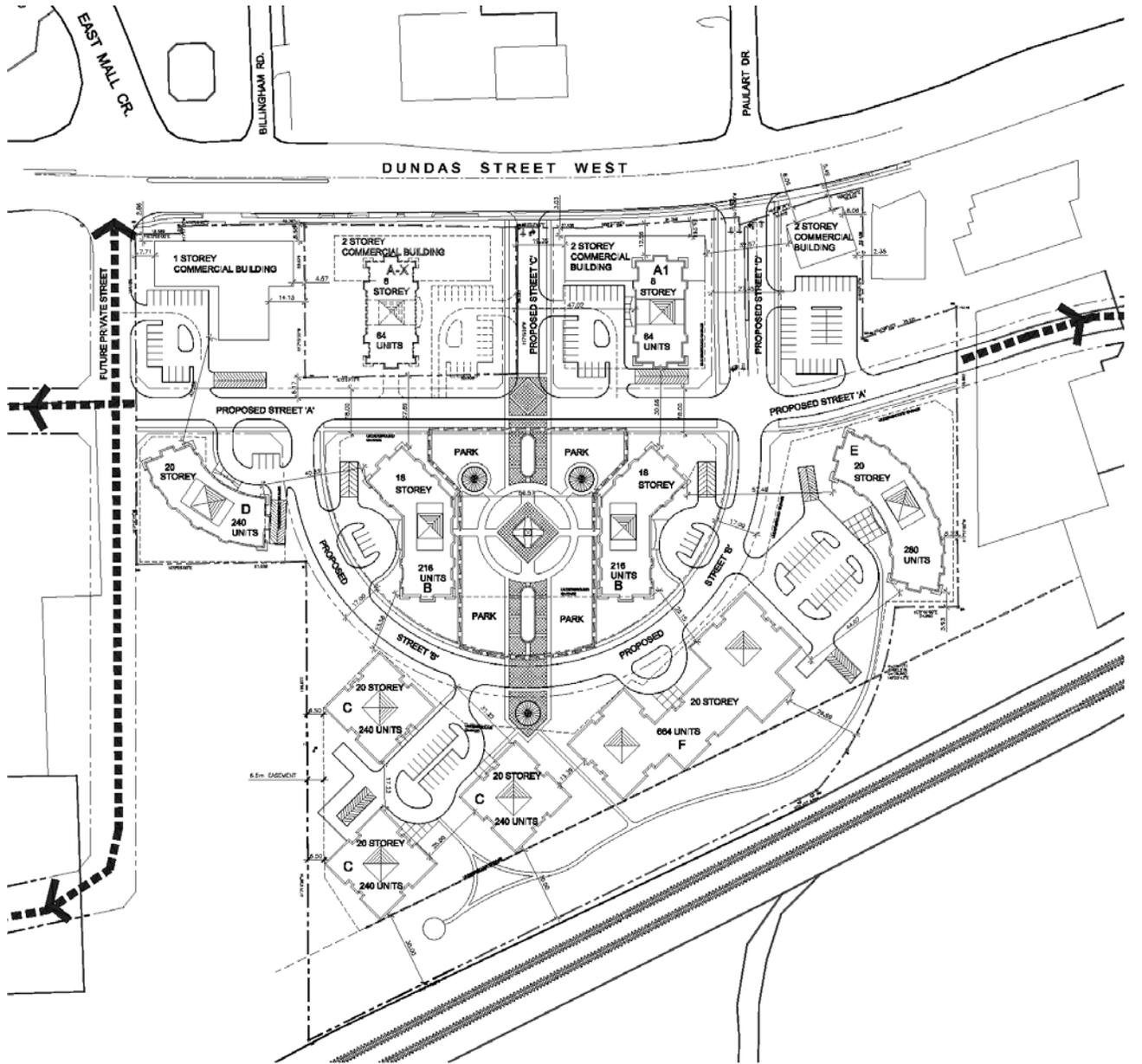
Attachment 2: Toronto Official Plan Structure Map

Attachment 3: Toronto Official Plan Land Use Map

Attachment 4: Zoning

Application 5: Application Data Sheet

Attachment 1: Site Plan



Site Plan

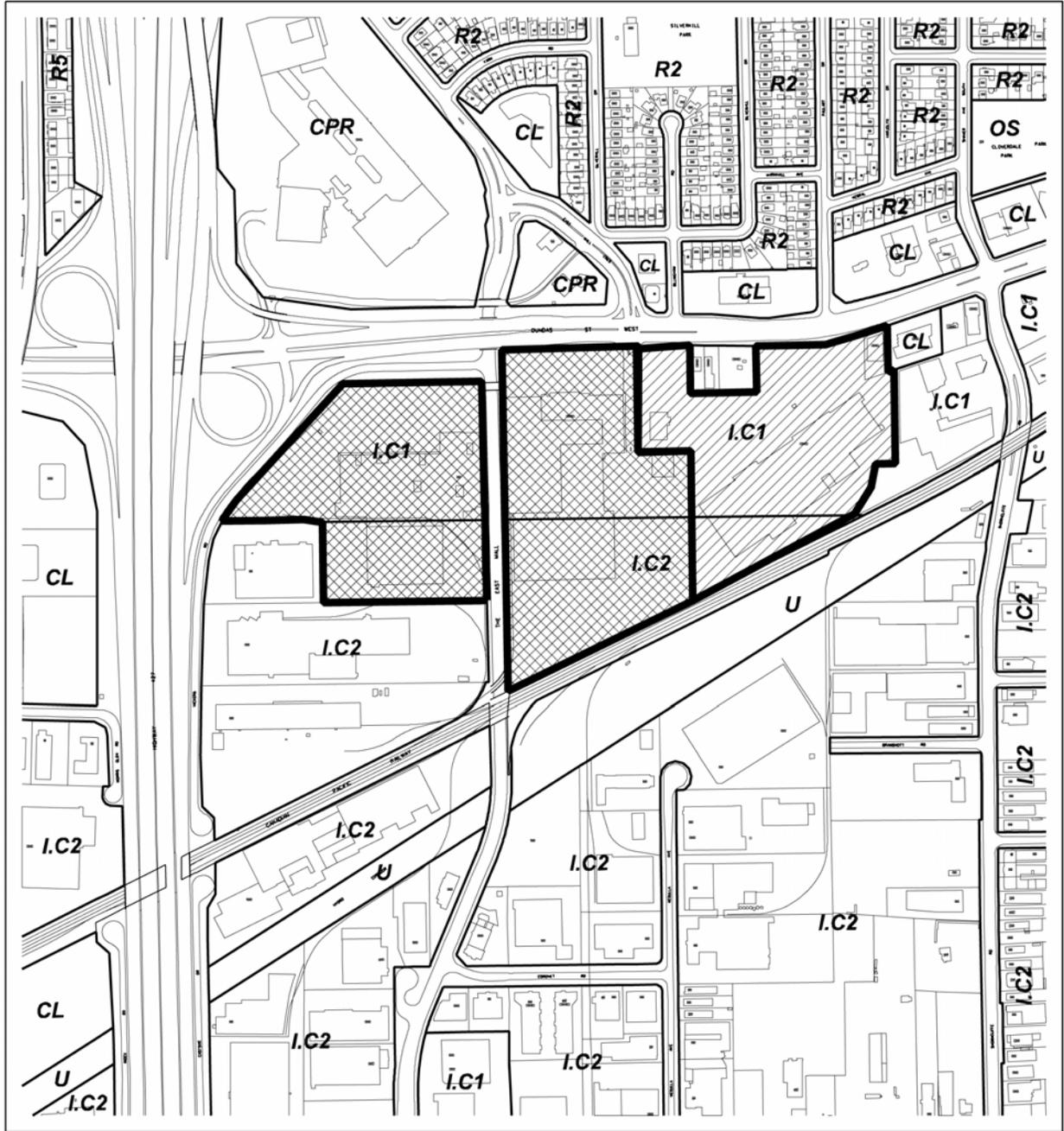
5555 Dundas Street West

Applicants Submitted Drawing

Not to Scale 

File # 05_1114554

Attachment 2: Zoning (Map)



TORONTO City Planning
Zoning

5555, 5559 Dundas Street West and 25 Vickers Road

File # 05_114554 & 05_117975

Former Etobicoke
R2 Residential Second Density
R5 Residential Fifth Density
I.C1 Industrial Class 1
I.C2 Industrial Class 2

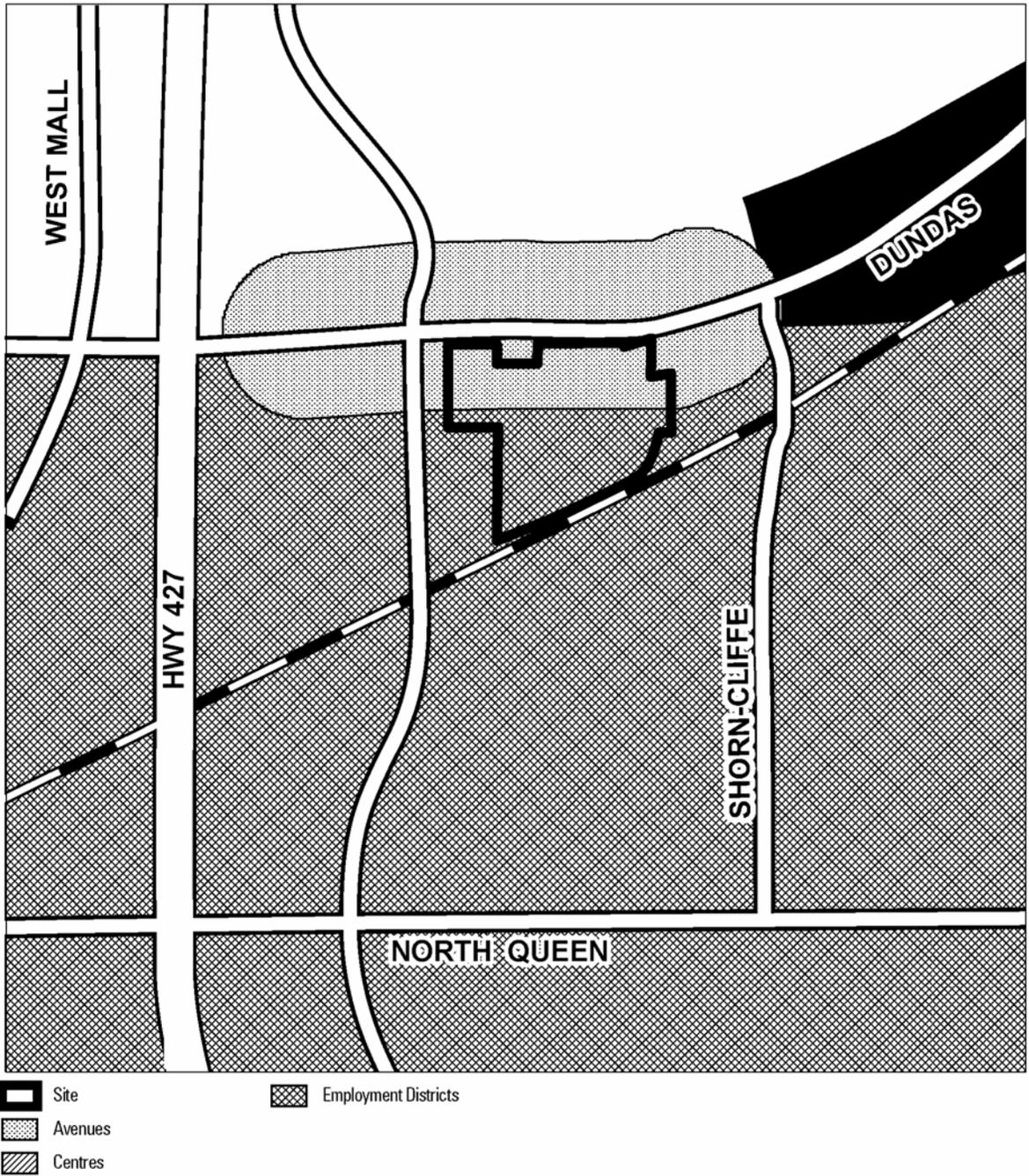
CPR Commercial Planned Regional
OS Public Open Space
CL Commercial Limited
U Utilities

 Application "Honeydale"
 Application "A+P"

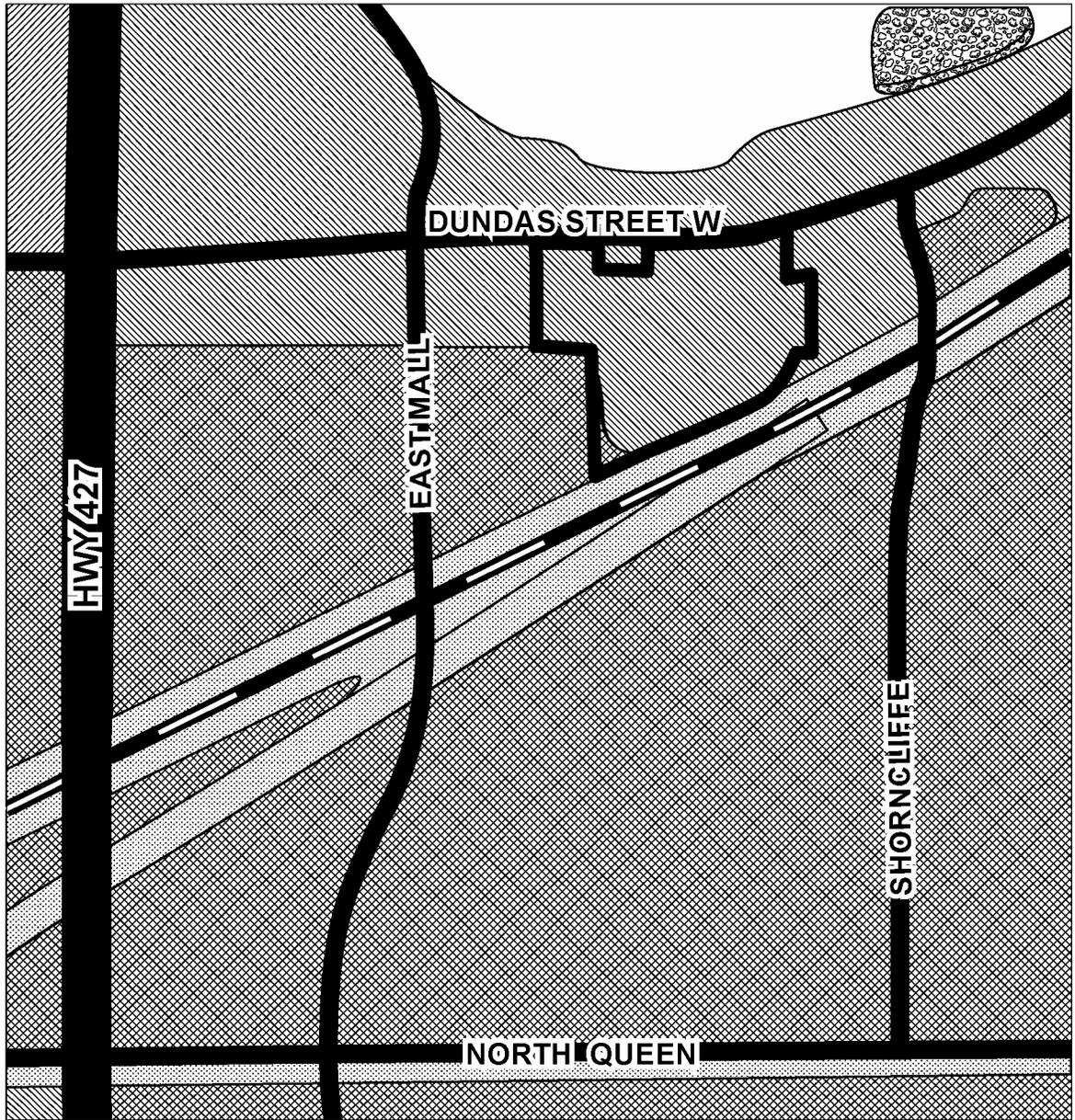


Not to Scale
Zoning By-law 11,737 as amended
Extracted 05/31/06 - MH

Attachment 3 – Toronto Official Plan Structure Map



Attachment 4: Toronto Official Plan – Land Use Map



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|--------------------------|------------------|-------------------|
| Site | Mixed Use Areas | Utility Corridors |
| Neighbourhoods | Parks | |
| Apartment Neighbourhoods | Employment Areas | |

TORONTO City Planning
Official Plan - Toronto

Not to Scale
06/05/06

5555 Dundas West

File # 05_114554

