

**Dundas Street West/Highway 427 Planning Framework Study – Terms of Reference Outline**

<b>Date:</b>	January 30, 2007
<b>To:</b>	Etobicoke York Community Council
<b>From:</b>	Director, Community Planning, Etobicoke York District
<b>Wards:</b>	Ward No. 5 – Etobicoke-Lakeshore
<b>Reference Number:</b>	File No. 05114554 WET 05 OZ

**SUMMARY**

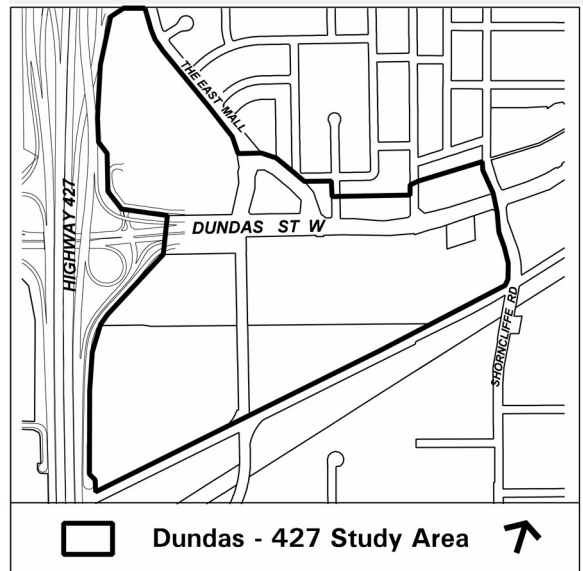
Two large development applications have been received for the area in the vicinity of Dundas Street West and Highway 427. Given the potential impacts and opportunities these applications present, Council has directed City Planning staff to work with the applicants and adjacent land owners to develop a planning framework study.

The purpose of this report is to present an outline of the Terms of Reference for the Dundas/427 Planning Framework Study and seek Council direction in undertaking the study. The Study Area will consist of lands between Highway 427 and Shorncliffe Road which includes all properties fronting on Dundas Street West.

**RECOMMENDATIONS**

**The City Planning Division recommends that:**

1. City Council endorse the Terms of Reference for the Dundas/427 Planning Framework Study in Attachment 4; and
2. City Council authorize the City Planning Division to prepare the Request for Proposals, and retain the consultants to conduct the study



subject to the applicants first providing their agreement to the City to pay for the study costs.

## **Financial Impact**

The recommendations in this report have no financial impact.

## **DECISION HISTORY**

Two applications for Official Plan and Zoning Code amendments were received in March, 2005 for two large properties at 5555 Dundas Street West (Honeydale Mall – March 10, 2005) and 5559 Dundas Street West and 25 Vickers Road (A&P – March 24, 2005). The applications requested planning approvals on both sites to allow for a total of 3,834 residential units and 69,315.66 m<sup>2</sup> of office and commercial uses. The combined sites comprise 22.07 hectares.

The Preliminary Report on the Honeydale site adopted by Council at its meeting of September 25, 26, 27, and 28, 2006, recommended that:

- ❑ staff be directed to schedule a community consultation meeting together with the Ward Councillor; and
- ❑ staff continue to work with the applicant and the adjacent land owners to develop a planning framework for the local area.

Etobicoke Community Council added a recommendation that was also adopted by Council:

- ❑ requested the Chief Planner and Executive Director, City Planning, and the Chief General Manager of the Toronto Transit Committee on the feasibility, costs, and scheduling of any environmental assessment approvals required for facilitate the future westerly extension of the Bloor-Danforth Subway to the East Mall, including provisions for a TTC bus terminal, inter-regional bus terminal, passenger pick-up and drop off facilities, and any other ancillary station facilities required in conjunction with a new subway station in the vicinity of the East Mall.

This report is forthcoming to the Planning and Growth Management Committee.

The Preliminary Report on the A&P site was before Community Council at its meeting of January 16, 2007. The following recommendation was approved:

- ❑ staff be directed to schedule a community consultation meeting together with the Ward Councillor after the planning framework study is completed.

It is also noted that a 1993 Environmental Assessment Report on the Bloor-Danforth Subway Line recommended a subway extension to Sherway Gardens with a potential future station in the vicinity of the East Mall which is situated in the middle of the

combined sites. The submitted applications present an opportunity to confirm plans for the extension of the subway line and the proposed East Mall station and its ancillary facility.

## **ISSUE BACKGROUND**

The two development proposals have the potential to create a new mixed-use neighbourhood with a transit focus and will have a major influence on the character of Dundas Street West. It is intended that the Planning Framework Study will help guide future growth in the area and the City's consideration of the development applications. In order to provide structure to the study, a Terms of Reference has been prepared and is attached as Attachment 4.

City Planning staff have been discussing the need for a study of the wider area with the two applicants and have requested that they pay for the consultants required to carry out the study. The owners have indicated that they want to have an understanding of the study costs before agreeing to fund the study. The cost of the study will be determined through the Request for Proposals process, and through consultation with the TTC regarding their study requirements about the extension of the Bloor-Danforth subway and the proposed East Mall station and its ancillary facilities. The Terms of Reference defines the scope of work and staff can now complete discussions with the applicants on this approach.

The owners have appealed the Toronto Official Plan to the Ontario Municipal Board and the appeals have not yet been heard. Due to the appeals, the policies of the former Metropolitan Toronto Plan and Etobicoke Official Plan are in effect for these lands.

The solicitors for Honeydale sent a letter regarding the A&P report to the January 16, 2006, Community Council meeting. The letter indicated that the Honeydale owners are requesting Council to recommend that A&P participate with Honeydale in the area wide Transportation Study and Avenues Study only, and any other studies should be required on a site specific basis.

Staff do not believe that the applicant's more limited approach provides an appropriate plan for the development of a totally new mixed use neighbourhood.

The Planning Framework Study will include a number of elements including a profile of existing facilities and services. A vision for the area will then be developed and more analysis will be required to determine what is required to carry out the vision. The Terms of Reference (Attachment 4) outlines this process in greater detail.

Once the agreement is finalized with the applicants and funding is secured, City Planning staff will be responsible for retaining the consultants and directing the study. Planning staff will send out the detailed Terms of Reference with a Request for Proposals to begin the Planning Framework Study.

## **COMMENTS**

### **Study Area and Context**

The proposed study area has been identified as both sides of Dundas Street West between Highway 427 and Shorncliffe Drive and includes the Mixed Use area on the north side of Dundas Street West and south to the Canadian Pacific Railway Line. (See Attachment 1: Area Plan).

#### Area Uses

The proposed study area has a mixed character:

- ❑ a large multi-lane arterial road with many car oriented uses (Dundas Street West);
- ❑ an indoor mall with a number of vacant stores (Honeydale);
- ❑ a food store and warehouse site (A&P)
- ❑ an indoor mall that has been renovated and is attracting new tenants (Cloverdale);
- ❑ several industrial uses;
- ❑ several retail uses;
- ❑ a large car and truck dealership; and
- ❑ a small office building.

To the north of the Study Area is a low rise residential community.

### **Clarification on the Community Process and Development Timing**

When both Preliminary Reports went to Etobicoke York Community Council, there was discussion about when to hold Community Consultation Meetings on the applications. Recognizing the interest of the applicants to hold these meetings, but appreciating that the Study must be done prior to reviewing the applications, the following process is suggested.

A community consultation meeting will be held describing both applications. The first part of the meeting will involve explaining the details of the proposals and receiving comments on the specific applications. The second part of the meeting will introduce the Planning Framework Study and the Terms of Reference for the larger area. Interested residents, building owners and businesses will be asked to be part of a Working Committee for the Planning Framework Study, further explained in the Terms of Reference (Attachment 4). The study will proceed from this point.

The site specific applications will be examined as part of the Planning Framework Study to determine appropriate uses, densities, facilities and services, among other matters. It is expected that the entire Planning Framework Study process will take approximately eighteen months to complete. The Final Reports on the site specific applications will occur when the larger study has reached a point where the vision has been established and the appropriate development parameters for the sites become clear.

Given the differences between the sites, their land use designations and the issues to be resolved, the study should facilitate a development strategy for the lands. The strategy would address how and where development could proceed first and what conditions would be necessary for initial development and, eventually, appropriate build out of the lands.

## **CONTACT**

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## **SIGNATURE**

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Gregg Lintern, MCIP RPP

Director, Community Planning, Etobicoke York District

## **ATTACHMENTS**

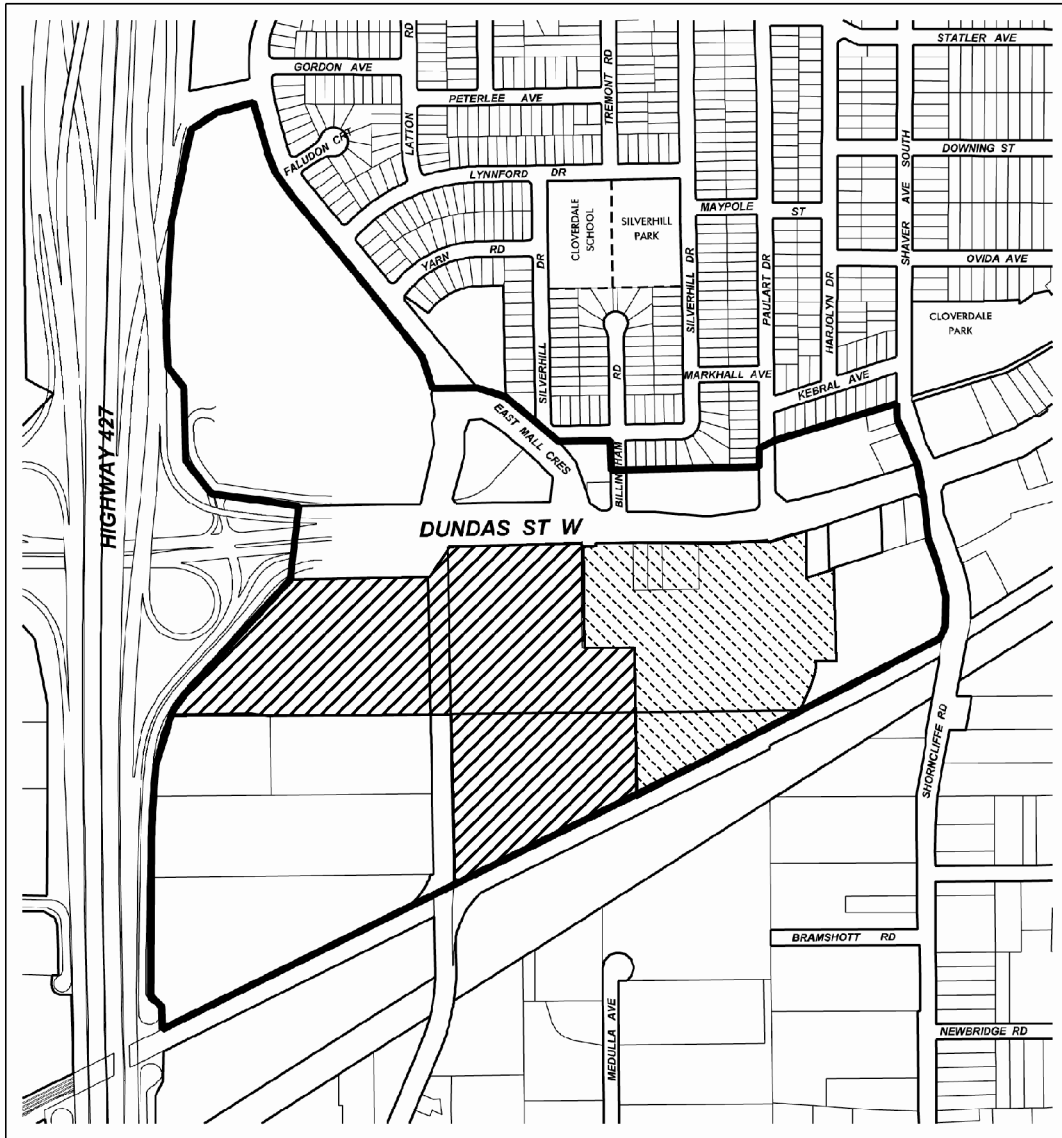
Attachment 1: Area Plan

Attachment 2: Toronto Official Plan

Attachment 3: Zoning Map

Attachment 4: Terms of Reference

## Attachment 1: Area Plan



**Study Area**

**Dundas - 427 Planning Framework Study**

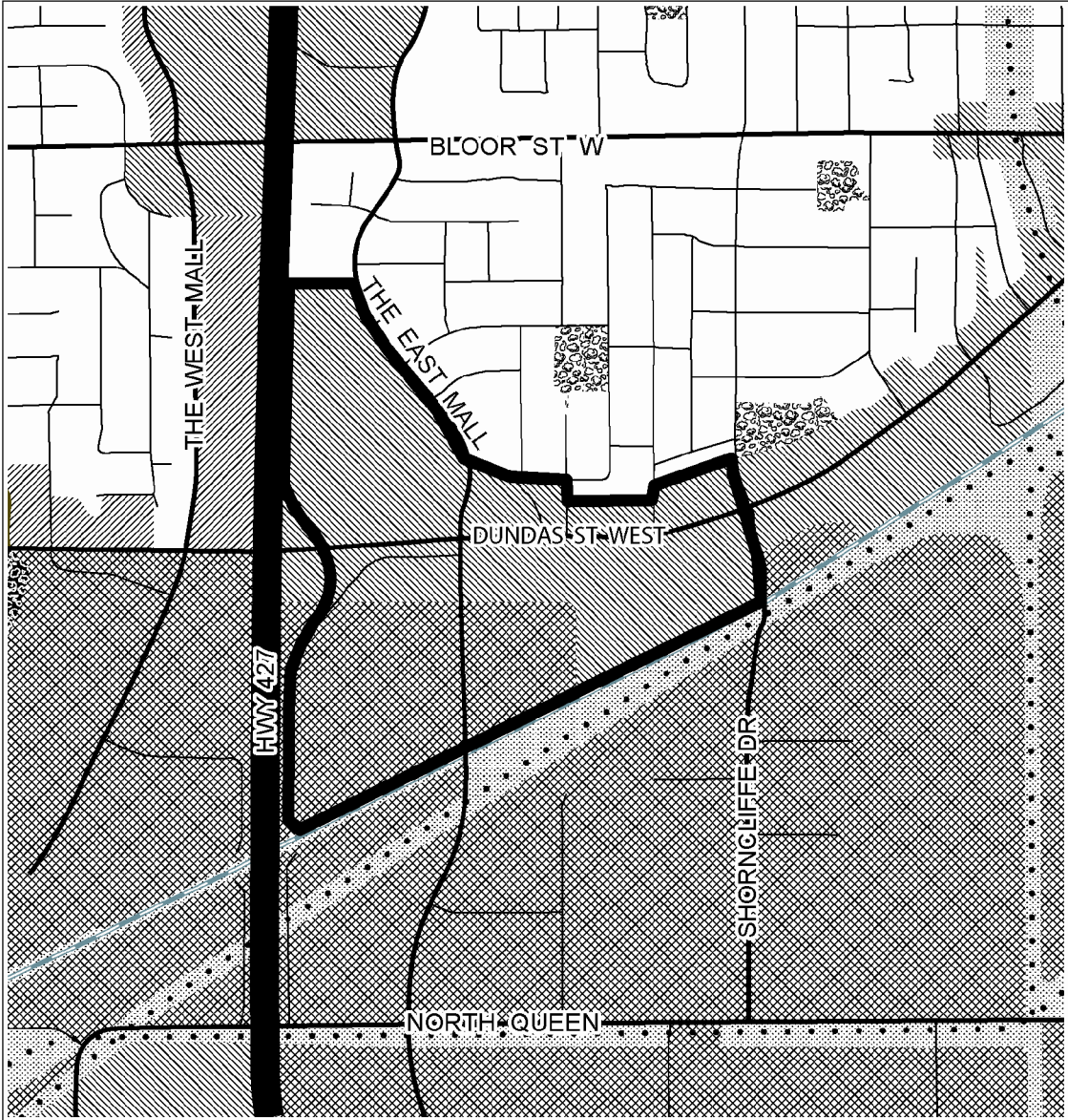
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01/18/07



- Honeydale
- A.P.

File # 05\_114554


Attachment 2: Toronto Official Plan



-  Study Area
-  Neighbourhoods
-  Apartment Neighbourhoods
-  Mixed Use Areas
-  Natural Areas
-  Parks
-  Employment Areas
-  Utility Corridors

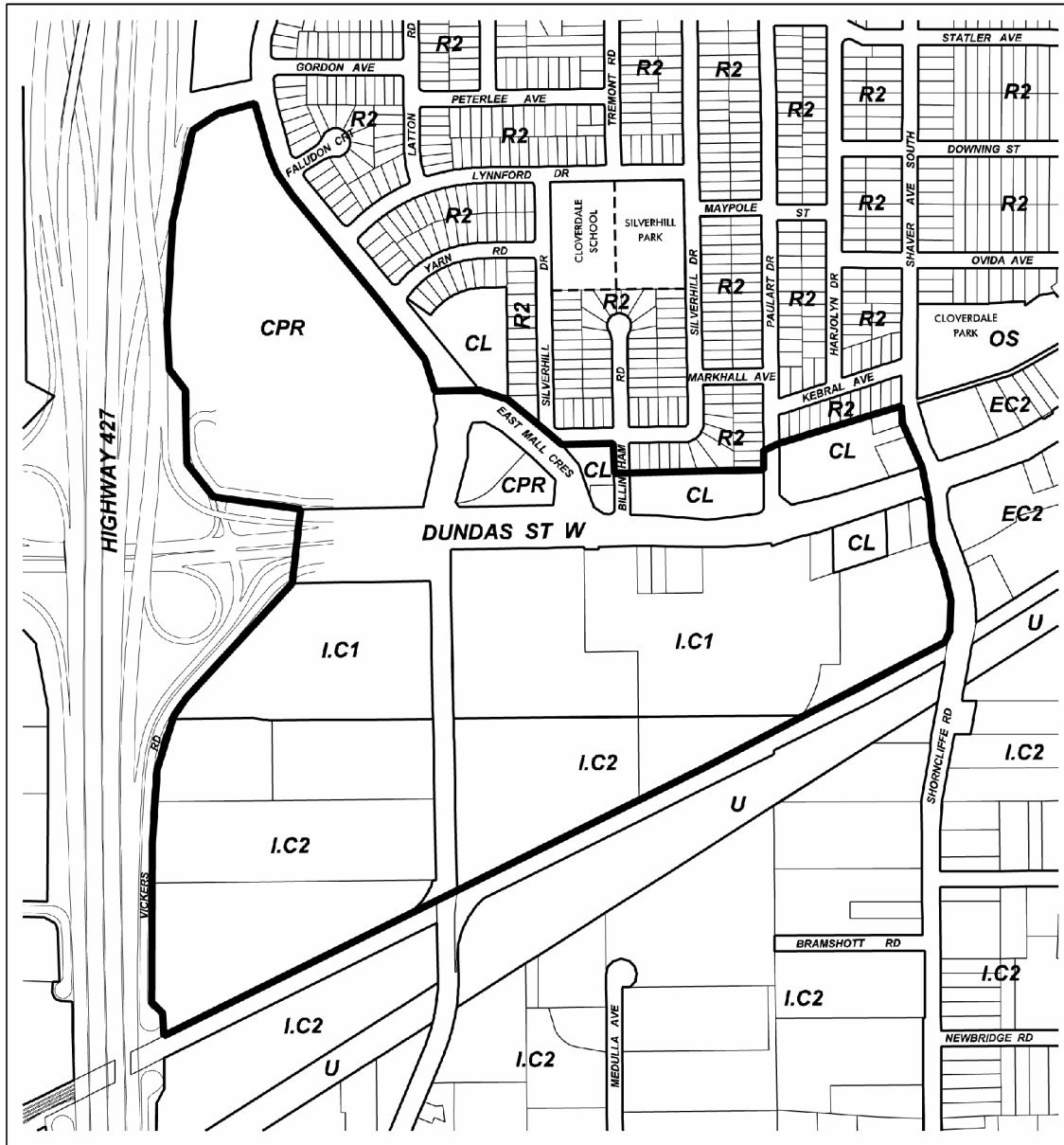
 **Toronto** City Planning  
**Official Plan**

Dundas - 427 Planning Framework Study Area

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### Attachment 3: Zoning Map



### Dundas - 427 Planning Framework Study Area

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- R2 Residential Second Density
- EC2 Etobicoke Centre Two
- I.C1 Industrial Class 1
- I.C2 Industrial Class 2
- OS Public Open Space
- CL Commercial Limited
- CPR Commercial Planned Regional
- U Utilities



Not to Scale  
Zoning By-law 11,737 as amended  
Extracted 01/18/07- KP



## **Attachment 4: Dundas/427 Terms of Reference**

### **Introduction**

The City of Toronto is undertaking a Planning Framework Study for lands between Highway 427 and Shorncliffe Road which includes all the properties fronting on Dundas Street West.

The study will be managed by City Planning, in consultation with other City Departments and agencies. A Working Group that includes City Staff, the Ward Councillor, local residents, land owners and business owners will also be created to guide the study process. The purpose of the Planning Framework Study will be to develop a planning framework for the area in order to guide both mixed use and employment development.

The main objectives of the study are to:

- (a) develop a land use strategy for development based on the land use designations of Mixed Use Areas and Employment Areas in the new Official Plan;
- (b) identify the type and level of development, road network, required infrastructure, community facilities and public transit facilities; and
- (c) determine the appropriate mechanisms to implement the new development and public transit facilities.

### **Background**

The study area is located between Highway 427 and Shorncliffe Road and includes properties located on both sides of Dundas Street West. The Study Area can be characterized as having a variety of uses including two large shopping plazas, car dealerships, warehouses, office uses and industries. A stable low density residential neighbourhood is located to the north of the study area and a large employment area is located to the south.

The impetus for this Planning Study was the recent submission of two large planning applications to amend the Official Plan and Zoning Code to greatly intensify development of their sites totalling 22.09 hectares. Their proposals would see the construction of a total of 3, 834 residential units, and 69, 315 square metres of office and retail space. In addition, there is the potential for the extension of the Bloor-Danforth Subway line or other higher order transit to support increases in density. The study will determine whether the proposed uses and densities are appropriate.

A Preliminary Report for 5555 Dundas Street West (Honeydale Mall) was at Council in September, 2006 and the Preliminary Report for 5559 Dundas Street West and Vickers Road (A&P) was at Community Council on January 16, 2007. City Council has recommended that a Planning Framework Study be undertaken for the area in response to

these applications. This Terms of Reference outlines the requirements for the Planning Framework Study; the study approach; and the community consultation process.

### **Scope and Context for the Study**

The Planning Framework Study is being undertaken in the context of the policies and directions of the City's approved Official Plan.

### **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 applications and study are subject to the policies of the PPS. Decisions affecting planning matters must be 'consistent with' the policy statements issued under the Planning Act.

The policies in Settlement Areas require the efficient development of land use patterns, and an appropriate range and mix of residential employment, recreation and open space. The City should ensure that the necessary infrastructure and public service facilities are available for the proposed development.

The PPS requires economic development and competitiveness in Employment Areas by: providing an appropriate mix and range of employment; providing opportunities for a diverse economic base; planning for protecting and preserving employment areas; and ensuring the necessary infrastructure is provided to support current and projected needs.

The Housing policies of the PPS require an appropriate range of housing to be provided with varying types and densities including affordable housing. When there is intensification, the appropriate infrastructure and public services must be available.

The infrastructure definition includes: roads, sewers, water, transit, transportation corridors and facilities, and electric power generation. The proposed Planning Framework Study will determine the required infrastructure for the area.

### **Official Plan Policy**

#### Toronto Official Plan

Policies in the City of Etobicoke and Metro Plan respecting the Honeydale and A&P sites remain in effect due to the owners' appeals of the Official Plan. The new Official Plan is in effect, with the exception of two housing policies (Policies 3.2.1.5(b) and 3.2.1.9), the definitions of affordable rental housing and affordable ownership housing, and Policy 3.1.2.5 (Built Form), Policy 4.2.3 (c) (Apartment Neighbourhoods) as well as the floodplain "Special Policy Areas" policies.

The majority of the area on the south side of Dundas Street West falls within an “Employment District” on Map 2 – Urban Structure while the frontages along both sides of Dundas Street West are shown as an “Avenues” on Map 2.

“Employment District” policies require that these districts are to be protected and promoted exclusively for economic activity and enhanced to ensure that they are attractive and function in order to ensure a stable environment for investment and maintain and grow the City’s tax base. Transit use, walking and cycling are encouraged.

“Avenues” are important corridors along major streets where re-urbanization is anticipated and encouraged to create new housing and job opportunities. A framework for change will be tailored for each “Avenue” through a local Avenue Study. The growth and redevelopment of the “Avenues” should be supported by high quality transit services, urban design and traffic engineering practices that promote a street that is safe, comfortable, and attractive for pedestrians and cyclists.

Proponents of development proposals that are submitted in advance of an “Avenues” study are required to address the larger context and examine the implications for the segment of the “Avenue” in which the proposed development is located.

The lands fronting on Dundas Street West are designated “Mixed Use Areas”, while the south-west portion of the study area is designated as an “Employment Area” on Land Use Map 15 of the Plan.

“Employment Areas” are places of business and economic activity. Uses that support this function include: offices, manufacturing, warehousing, distribution, research, and development facilities, utilities, media facilities, parks, hotels, and small scale retail outlets.

“Mixed Use Areas” are made up of a broad range of commercial, residential, and institutional uses in single use or mixed use buildings, as well as parks, open space and utilities. Development in these areas will create a balance of high quality commercial, residential, institutional and open space and reduce automobile dependency. These areas will provide new jobs and homes with well paid, stable and fulfilling employment. The location and massing of new buildings will provide a transition between areas of different development intensity and scale; provide an attractive and safe pedestrian environment; have access to schools, parks, community centres and other facilities and services; take advantage of nearby transit; provide good site access and circulation; and provide indoor and outdoor recreation space for significant multi-unit residential development.

Other policies in the Official Plan that should be considered in developing a Planning Framework are “Public Realm”, “Neighbourhoods”, “Built Form – Tall Buildings”, “Public Art”, “Housing”, “Community Services and Facilities”, “Parks and Open Spaces”, “Integrating Land Use and Transportation”, and “Building New Neighbourhoods”.

Guidelines adopted by City Council that assist in the implementation of the plan and reviewing the applications should also be considered (e.g. Tall Buildings, Development Infrastructure Policy and Standards (DIPS), amongst others).

#### Metropolitan Toronto Official Plan

The south portions of the two sites under appeal are within the 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.

#### Etobicoke Official Plan

The Etobicoke Official Plan designates the most of the A&P site “Industrial”. The Honeydale site and the north east part of the A&P site are designated “District Commercial”.

### **Zoning**

The area south of Dundas Street West is zoned Industrial Class 1 (IC. 1) and Industrial Class 2 (IC. 2), except for one property zoned CL. These zones allow a number of manufacturing, warehousing and service uses. Lands on the north side of Dundas Street West, west of the East Mall are zoned Planned Commercial Regional Zone (CPR) that allows a wide variety of commercial uses but no residential uses. The remaining lands on the north side of Dundas Street West are zoned Limited Commercial (CL) that allows residential uses and local retail, restaurant and service uses. A number of properties in the study area have site specific zoning by-laws.

### **Study Approach**

There will be three phases to the study: Study Area Profile, Vision for the Area, and Development Strategy.

#### Phase 1: Study Area Profile

This phase would entail an examination of existing conditions in the study area, including statistical research data gathering, mapping and analysis. Issues, obstacles and opportunities for development will be identified. The consultants will produce the Study Area Profile Report.

#### Phase 2: Vision for the Area

During this phase a Working Committee will be established to identify: principles for change; key areas for redevelopment; and approaches and actions to implement these changes. The Working Committee will help create a vision/direction for the future land uses and identify opportunities for improvement and re-urbanization of the study area.

### Phase 3: Development Strategy

This Phase will involve the preparation of a report on approaches and implementation strategies, and priorities for infrastructure investment, both public and private.

#### **Phase 1: Study Area Profile – Analysis of Existing Conditions**

##### **(a) Purpose**

To undertake an analysis of the existing conditions within the study area to identify issues, obstacles and opportunities relating to potential development in the study area.

Background information on land use, development patterns, economic conditions, transportation, community services and facilities, historical context, environment, population, and housing will be gathered to provide an overview and analysis of conditions within the study area. Information gaps will be identified. Material submitted by the applicants with their applications can be incorporated into this work.

##### **(b) Components of the Profile**

###### **(i) Land Use and Physical Form**

- Review and analysis of existing land uses, development patterns, development activity and trends.
- Examine existing planning policies for the study area.

###### **(ii) Transportation**

- Determine current road and transit capacity, availability of parking, bike and pedestrian environments and constraints, operational deficiencies, existing transit service.

###### **(iii) Infrastructure**

- Analyze existing infrastructure sewer capacity, water service, to determine the capacity of existing services and to identify any service deficiencies.

###### **(iv) Environment and Sustainable Communities**

- Identify issues concerning environmental sustainability and sustainable communities such as: green building design and construction practices, and improving pedestrian and cycling environments.
- Identify existing environmental challenges or constraints in the area such as: soil and air quality, noise and vibration, grades, amongst others.

(v) Community Services and Facilities

- Inventory the existing community services and facilities in the area such as: schools, parks and facilities, community centres, daycare facilities, and places of worship. A general analysis of capacity will be undertaken.

(vi) Economic Conditions

- Review and analyze of the study area from an economic perspective. This may include information on number of employers, employees, employment by sector, vacancy rates, pricing, absorption and leasing information, and changing trends over time.

**(c) Profile Report**

A Profile Report of the study area which includes an overview of the background material and identified issues, obstacles, and opportunities for development will be prepared by the consultant, in consultation with City staff for consideration by Council.

**(d) Consultation**

The Phase 1 Study Area Profile will be developed in consultation with a Working Group that will consist of local residents, business owners, the Ward Councillor, City Staff and the consultants. Working Group members will be selected from participants who will attend a future Community Consultation Meeting and express an interest in participating in a Working Group. The Phase 1 Report will be presented to the larger community for input. The Phase 1 report will also be circulated to divisions and agencies for review and comment.

**Phase 2 – Vision for the Study Area**

**(a) Purpose**

To identify a vision for the study area that: establishes principles for change, identifies key areas where redevelopment should occur, and identifies approaches for redevelopment in the study area.

**(b) Work Program**

The development of the vision for the study area will be based on the main issues identified in the Phase 1 work. The process will be guided by the policies and directions of the new Official Plan. Consideration will be given to the following:

- The information provided through the Phase 1 work may be used to establish principles for the strategy on issues such as: land use, built form and design, compatibility of land uses, buffering from the rail line and industrial uses, environmental sustainability, transportation, city and regional public transportation opportunities, streetscape improvements, economic viability, green development standards, impact on the Etobicoke Centre, and community services and facilities.
- Further assessments may be required with respect to City and regional public transportation opportunities, community services and facilities, and/or physical infrastructure.
- Efforts will be made throughout the study to advise and include those property owners whose lands may be considered for change, and who are not members of the Working Group. Additional consultation may also be provided in the form of design charettes, or more focused community meetings to address specific issues.
- Preferred options and priorities will be explored.
- Ongoing monitoring of the process is encouraged to provide opportunity to re-assess the scope of the study as necessary.

**(c) Study Output**

A Phase 2 Vision Report that includes options and establishes priorities will be developed through a Working Group process. The report will be prepared by the consultants, in consultation with City staff, and presented for the consideration of Council.

**(d) Consultation**

The Phase 2 work will be undertaken through the Working Group process and co-ordinated by the consultants and planning staff. City divisions and agencies will be consulted to provide technical support and advice on issues, as necessary. Design charettes and additional community meetings may be held to address specific issues. A Community Consultation meeting will be held to present the Phase 2 Vision Report to the larger community for further input. The Vision Report will be circulated to City divisions and agencies for review and comment.

**Phase 3: Development Strategy**

Building on the Phase 2 work, the approaches and actions needed to implement the Vision for the study area will be developed. The Strategy will outline the preferred approaches, establish priorities and detail the appropriate mechanisms needed to implement the plan. The Development Strategy may include:

- Recommended changes to permitted land uses and details on how these are to be achieved;
- Recommended transit and transportation improvements, including a master plan with streets and blocks, location of subway station, bus bays, and bridges;
- Recommended Community Facilities and Services, including parks;
- A phasing program for development; and
- The identification of appropriate planning tools in order to guide the Planning Framework. These would include the policies in the Official Plan (public realm, public art, tall buildings, new neighbourhoods, etc.), zoning amendments, transportation and transit requirements, urban design guidelines (sun shadow studies, pedestrian level wind study, streetscape, etc.), noise and vibration studies, Section 37, and use of holding by-laws, amongst others.

**(a) Output**

The Final Report and Development Strategy will be developed through the Working Group process and prepared by the consultants, in consultation with City planning staff, to be presented for consideration by Council.

**(b) Consultation**

A Community Consultation Meeting will be held to present the draft Development Strategy to the larger community for input. The Strategy will be circulated to City divisions and agencies for review and comment. Comments received through the consultation process will be incorporated into the report to be presented for Council's consideration.