

1891 Eglinton Avenue East – Official Plan Amendment Application – Preliminary Report

Date:	March 14, 2012
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning Division
Wards:	Ward 35 – Scarborough Southwest
Reference Number:	Pg 12020 (File No. 11 325706 ESC 35 OZ)

SUMMARY

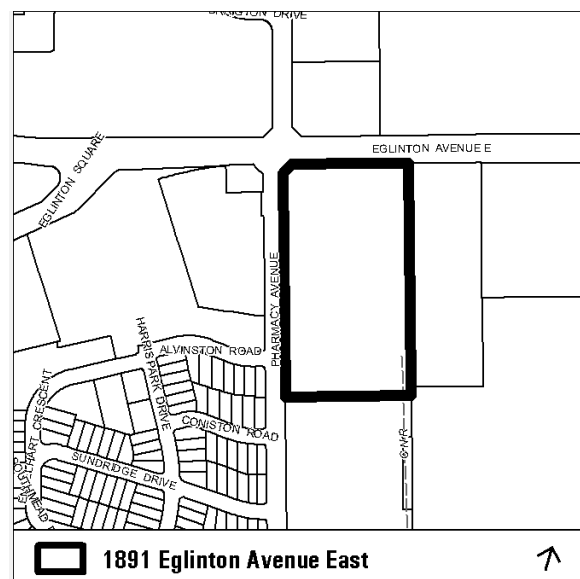
An application has been submitted to amend the Toronto Official Plan to permit a mixed use development by redesignating the lands at 1891 Eglinton Avenue East from Employment Areas to Mixed Use Areas. A total of 1640 residential units are proposed in five buildings, three of which include mixed-use podium buildings, ranging from 30-40 storeys in height. A one-storey retail building is also proposed at the southwest portion of the site. The application includes 14,843 square metres of commercial/retail space and 6,213 square metres of office space.

This report provides preliminary information on the above-noted application and seeks Planning and Growth Management Committee's directions on further processing of the application and on the community consultation process.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to review this application to redesignate the subject lands from Employment Areas to Mixed Use Areas for the purpose of permitting residential



- development concurrently and in the context of, the statutory Five Year Review of the Official Plan, which includes a Municipal Comprehensive Review that has been commenced by the City Planning Division.
2. Staff be directed to review this application concurrently and in the context of the Eglinton-Scarborough Crosstown Planning Study.
 3. Upon completion of the Five Year Review of the Official Plan, staff be authorized to:
 - i. Schedule a community consultation meeting for the lands at 1891 Eglinton Avenue East, together with the Ward Councillor.
 - ii. Provide notice for the community consultation meeting to landowners and residents within 120 metres of the site.
 - iii. Notice for the public meeting under the Planning Act be given according to the regulations for the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

Section 26 of the Planning Act requires the City to review its official plan policies, including the designation of lands as areas of employment and the removal of land from areas of employment, every five years. This statutory review, which includes a Municipal Comprehensive Review as defined by the Growth Plan for the Greater Golden Horseshoe, is now underway as directed by Planning and Growth Management Committee at its meeting on May 30, 2011. The link to the decision can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.PG5.2>

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant to discuss the appropriateness of the timing of the submission given the City-initiated Five Year Review of the Official Plan and the associated Municipal Comprehensive Review that is currently underway, and to discuss complete application requirements.

ISSUE BACKGROUND

Proposal

The applicant is proposing to redesignate the site located at 1891 Eglinton Avenue East from Employment Areas to Mixed Use Areas to accommodate a 1640 residential unit development with 14,843 square metres of commercial/retail space and 6,213 square metres of office space. The uses that would be included in the retail and office/commercial space have not yet been defined but a mix of office and retail is expected.

A map showing the siting of the proposed buildings is attached as Attachment 1 to this report.

Building A is located along Pharmacy Avenue and has a four-storey podium with two tower components, 40 and 30 storeys, with a total of 658 residential units. Retail and service uses are located at grade, with office and commercial uses on the second floor of the four-storey podium.

Building B is located along Eglinton Avenue and has one tower at 38 storeys, with 360 residential units. Retail and service uses are located at grade, with office and commercial uses on the second floor of the four-storey podium.

Building C is located along the east side of the property, adjacent to a proposed private driveway, with one tower at 32 storeys and 320 residential units. Retail and service uses are located at grade, with office and commercial uses on the second floor of the four-storey podium.

Building D is a one-storey retail store, with a gross floor area of 7,143.94 square metres, and is located at the southeast portion of the site.

Building E is located at the southwest portion of the site and addresses Pharmacy Avenue. It has one tower at 30 storeys, with retail and service uses on the ground floor of the four-storey podium.

Vehicular access to/from the site is proposed from both: Pharmacy Avenue at two locations, one approximately in the middle of the site and the other at the southern limit of the site; and Eglinton Avenue East at the eastern limit of the site.

A total of 2,540 parking spaces are proposed in a two-level underground parking garage. An additional 84 at-grade parking spaces are proposed to primarily service visitors and the at-grade retail and service commercial uses.

Private open space is being proposed at three locations on site: the northwest corner of the site at the intersection of Eglinton Avenue East and Pharmacy Avenue; a central courtyard adjacent to the inside face of buildings A, B and C; and a rectangular green space along the west façade of building D, the free-standing retail building.

To summarize the uses in each building (all areas in square metres):

Building	Retail	Office	No. of Res. Units
A	2,103	2,846	658 (2 towers)
B	1,950	1,706	360
C	1,541	1,661	320
D	7,144	0	0
E	2,105	0	302
Total	14,843	6,213	1,640

See Attachments 1-5 for drawings detailing the proposal and Attachment 8 for the Application Data Sheet.

Site and Surrounding Area

The rectangular shaped site occupies the southeast corner of Eglinton Avenue East and Pharmacy Avenue. It is generally flat with a slight rise in the southwestern corner and has a total area of 5.1 hectares (12.6 acres). See the Key Map on the first page of this report.

The site is currently occupied by an older one-storey industrial building and is occupied by FPC (Flexible Packaging Corporation), who manufactures flexible foil packaging for pharmaceutical and healthcare, confectionery, food, dairy and tobacco industries. The southern portion of the site is utilized for outside storage purposes in conjunction with the industrial use abutting the site to the south (IPEX). Surrounding uses include:

North: across Eglinton Avenue East is a Petro Canada service station and Tim Hortons; a Bell Canada building and communications tower; and the Scarborough (1900 Eglinton) Smart Centre, which is a retail power centre and contains such stores as Walmart, LCBO, Bank of Montreal and other retail, restaurant and service uses.

South: abutting the site to the south are a series of industrial buildings on several properties (757 to 807 Pharmacy Avenue) containing a variety of manufacturing and wholesale uses, including: IPEX, Omega Alpha Pharmaceutical Inc., Sterigenics and Griffith Laboratories.

East: immediately abutting the subject lands is a single-storey Toyota Car dealership (1897 Eglinton Avenue East). Further east is the Eglinton Square retail power centre, which includes a Canadian Tire, Cineplex Odeon, Old Navy and other retail, restaurant and service uses.

West: across Pharmacy Avenue is the Eglinton Square Mall, which includes a Metro, Shoppers Drug Mart, Canada Trust, public library and other retail, restaurant and service uses. Also west of the subject site at the south end of the site and across Pharmacy Avenue are single family dwellings that are part of the Clairlea Community.

Planning Act/Statutory Review of the Official Plan

Section 26 of the Planning Act requires the City to review its Official Plan within five years of its coming into effect. As the Toronto Official Plan came into force in June 2006, the City commenced the statutory Official Plan Review in May 2011. As part of this Review, Section 26 of the Planning Act requires the City to review its policies and designations dealing with employment lands, including the removal of land from areas of employment. Staff of the City Planning Division and the Economic Development Tourism and Culture Division have been reviewing the employment land designations and considering all requests to convert employment lands to non-employment uses, and that work is well advanced. A consulting team is studying the projected land needs for

manufacturing/warehousing, retail and office uses in Toronto. Staff will be reporting to Committee in the fall of 2012 on employment land policies, designations and requests for conversion of employment lands. Until this process is complete, refusal or approval of the subject application would be premature. It is, therefore, recommended that the application be reviewed concurrently and in the context of the Five Year Review of the Official Plan, which includes a Municipal Comprehensive Review.

Provincial Policy Statement

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS establishes the policy foundation for regulating the use and development of land. City Council's planning decisions are required to be consistent with the PPS. The PPS requires the City to promote economic development and competitiveness by:

- a. providing for an appropriate mix and range of employment (including industrial, commercial and institutional uses) to meet long-term needs;
- b. providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c. planning for, protecting and preserving employment areas for current and future uses; and
- d. ensuring the necessary infrastructure is provided to support current and projected needs.

The PPS defines employment areas as those areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.

Section 1.3.2 of the PPS states that the City may only give consideration to converting lands within employment areas to non-employment uses when a comprehensive review has met the following two-part test:

- i. the land is not required for employment purposes over the long-term; and
- ii. that there is a need for the conversion.

Growth Plan for the Greater Golden Horseshoe

The Growth Plan provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict with, the Growth Plan.

The Growth Plan requires the City to maintain an adequate supply of lands providing locations for a variety of appropriate employment uses in order to accommodate the employment growth forecasts of the Plan. The Plan requires municipalities to promote economic development and competitiveness by:

- a. providing for an appropriate mix of employment uses including industrial, commercial and institutional uses to meet long-term needs;
- b. providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c. planning for, protecting and preserving employment areas for current and future uses; and
- d. ensuring the necessary infrastructure is provided to support current and forecasted employment needs.

The definition of an employment area in the Growth Plan is the same as that used in the PPS.

Municipalities may permit conversion of lands within employment areas to non-employment uses only through a Municipal Comprehensive Review. The Growth Plan clarifies and strengthens the application of the PPS as it applies to employment lands, in particular, by clarifying the definition of Municipal Comprehensive Review by defining it as: "an official plan review, or an official plan amendment, initiated by a municipality that comprehensively applies the policies and schedules of this Plan" (Growth Plan). Consistent with the PPS, the Growth Plan limits such conversions only where it has been demonstrated through the Municipal Comprehensive Review that it meets a number of criteria.

The PPS and the Growth Plan require municipalities to promote economic development and competitiveness by planning for, protecting and preserving employment areas for current and future employment uses. Approval of the subject application without first undertaking a Municipal Comprehensive Review would be contrary to the Places to Grow Act 2005 which requires that all municipal planning decisions conform with the Growth Plan, and would be premature.

Official Plan

The site is identified as an Employment Districts on Map 2, Urban Structure, of the Toronto Official Plan and the portion of the property with frontage on Eglinton Avenue East is also identified as an Avenue on Map 2 of the Official Plan.

The intent of the Avenue in this location is reurbanization that includes new jobs and employment consistent with this land use designation, and does not include residential uses.

Policy 4 of Section 2.2.3, Avenues: Reurbanizing Arterial Corridors, states that the land use designation policies in Chapter 4 apply to and prevail on lands shown as Avenues on Map 2. Avenues are considered major streets where reurbanization is anticipated and are intended to develop as important corridors where not only new housing will be created but also employment and new jobs.

Map 20 of the Toronto Official Plan shows the subject lands designated as Employment Areas (see Attachment 7).

Employment Areas are described in Section 4.6 as "hothouses where we grow our enterprises and jobs". It goes on to state that business increasingly requires flexibility in order to compete effectively in the global economy. This need for flexibility extends to a firm's lands and building, and to what is available to support that business activity in the immediate area. A broad and inclusive approach to employment uses in Employment Areas is needed for the City's economic future. Uses that support the prime economic function of Employment Areas, such as parks, small-scale retail stores and services to meet the daily needs of business and employees, workplace daycare and restaurants, must also be readily accessible within Employment Areas. Uses that detract from the economic function of these lands will not be permitted to locate in Employment Areas.

Policy 1 of Section 4.6 states that Employment Areas are places of business and economic activity. Uses that support this function consist of: offices, manufacturing, warehousing, distribution, research and development facilities, utilities, media facilities, parks, hotels, retail outlets ancillary to the preceding uses, and restaurants and small-scale stores and services that serve area businesses and workers.

The site is also subject to Area Specific Policy 129, which permits retail and service uses, including stand-alone retail stores and/or "power centres".

The subject site is part of a larger area identified as an Employment District on Map 2, Urban Structure, and is designated Employment Areas on Map 20 in the Toronto Official Plan. This area, known as Golden Mile Employment District, encompasses all the lands south of Eglinton Avenue East between Birchmount Road and Pharmacy Avenue, south to the abutting Neighbourhoods designation.

Zoning

The site is zoned Mixed Employment (ME) under the former City of Scarborough Employment Districts Zoning By-law No. 24982 (Golden Mile Employment District), as amended. The ME zoning permits a variety of employment uses, including general industrial, offices, educational uses, restaurants, personal service shops, retail stores and recreational uses. The ME zone permits a maximum gross floor area of all building on the site of 0.4 times the lot area; and a maximum gross floor area of all retail stores,

financial institutions, personal service shops, restaurants and places of entertainment of 16,260 square metres. No residential uses are permitted in ME zones.

A zoning by-law amendment would be required to permit residential uses and to establish appropriate zoning regulations to guide redevelopment of the site.

Site Plan Control

The property is subject to site plan control approval. A site plan application has not been submitted.

Reasons for the Application

An amendment to the official plan is required to redesignate the land use from Employment Areas to Mixed Use Areas.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- planning report
- economic implications report
- phase I environmental site assessment
- traffic impact study
- draft official plan amendment

A Notification of Incomplete Application issued on January 16, 2012, identifies the outstanding material required for a complete application submission as follows: functional servicing report.

Eglinton-Scarborough Crosstown Planning Study

The application will be reviewed concurrently and in the context of the Eglinton-Scarborough Crosstown Planning Study. This study is now underway as directed by Planning and Growth Management Committee at its meeting on November 8, 2011. The link to the decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.PG9.4>

In March 2011, the Toronto Transit Plan was announced by the Government of Ontario, Metrolinx and the City of Toronto. Under the plan, Metrolinx, Ontario's regional transportation agency, is responsible for building the Eglinton-Scarborough Crosstown light rail transit (LRT) line.

The new Eglinton–Scarborough Crosstown transit line will provide a 25 kilometre LRT corridor between Black Creek Drive in the west and McCowan Road and the Scarborough City Centre in the east, and will include up to 26 stations.

In May 2011, Planning and Growth Management Committee directed that the scope of work for the Five Year Review of the Official Plan and Municipal Comprehensive Review to include intensification along Higher Order Public Transit Routes including Eglinton Avenue East and West.

The Regional Transportation Plan (RTP) released by Metrolinx in 2008, and endorsed by Council in 2009, implements the Growth Plan for the Greater Golden Horseshoe by providing a long-term vision for coordinated transportation across the entire Greater Toronto and Hamilton Area.

The RTP identifies intensification corridors – areas that will have upgraded transit services – as places to accommodate growth and development. The RTP directs municipalities to assess these corridors for their potential for higher density mixed-use development in a transit supportive urban form.

Eglinton Avenue is identified as an intensification corridor in the RTP.

Studying Eglinton Avenue at this time provides the opportunity to work with the various communities, businesses and neighbourhoods along Eglinton Avenue to create an updated planning framework in light of the substantial transit investment while co-ordinating public sector planning efforts of the City, Metrolinx and the TTC.

The study deliverables are expected to include implementation of the performance standards for apartment buildings through official plan amendments, updated zoning and urban design guidelines; a public realm strategy; a community services review; heritage and archaeological analysis and a real estate strategy.

Issues to be Resolved

On a preliminary basis, the following issues have been identified:

Land Use Issues

- The appropriateness of redesignating the subject property from Employment Areas to Mixed Use Areas and introducing residential uses at this site.
- The impact of the proposed uses on the existing industrial uses to the south of the site; and on the large-scale retail uses to the east of the site.

Area Wide Issues

- Ensuring that the proposal fits into the existing built form context of the neighbourhood, as well as the built form context resulting from the Eglinton-Scarborough Crosstown Planning Study.
- An analysis of how the subject site would integrate into a future public road network serving the area bounded by Eglinton Avenue to the north, Pharmacy Avenue to the west, Lebovic Avenue to the east and Comstock Road to the south.
- An analysis of how the proposed development would be connected (pedestrian, cycling paths etc.) to parks, recreational uses, schools and other services needed.

- A study of the availability and adequacy of community services and facilities to accommodate the proposed residential development.
- An analysis of the traffic impacts and parking associated with the proposed development.
- Section 37 of the Planning Act to secure appropriate community benefits should the application be recommended for approval.

Site Specific Issues

- The appropriateness of the proposed density and heights of the buildings, including a review of the number and type of units.
- Location, orientation and organization of buildings and servicing areas, including appropriate built form distribution, massing and relationships to the street and surrounding properties and uses, particularly the neighbourhood to the southwest.
- A review of the interface between the site and abutting employment and large scale retail uses, including adequate buffering and screening.
- Overlook and privacy impacts onto the nearby neighbourhood to the southwest.
- An evaluation of the proposed vehicular access points and the appropriateness of private driveways given the scale of the development and the City's preference for public streets.
- The provision of safe, direct and accessible connections through the site for vehicles, pedestrians and cyclists.
- Site servicing, including garbage pick-up.
- Adequacy of the size, location and suitability of the proposed residential amenity space and private open space.
- The provision of adequate parkland, landscaping and tree planting.
- The necessity of a subdivision application outlining a public road network and possibly a parkland dedication.

Additional issues may be identified through the Five Year Review of the Official Plan, the technical review of the application, agency comments and the community consultation process.

Toronto Green Standard

The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the official plan. Several of the natural environment policies of the official plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and support green industry.

The TGS Checklist was not submitted.

Conclusion

Approval or refusal of the subject application to convert employment lands to allow non-employment uses prior to the completion of the Five Year and Municipal Comprehensive

Reviews would be premature. As such, City Planning staff recommend that the application be reviewed concurrently and within the context of the ongoing Five Year and Municipal Comprehensive Reviews, which are expected to be reported out on in the fall of 2012, and the Eglinton-Scarborough Crosstown Planning Study.

CONTACT

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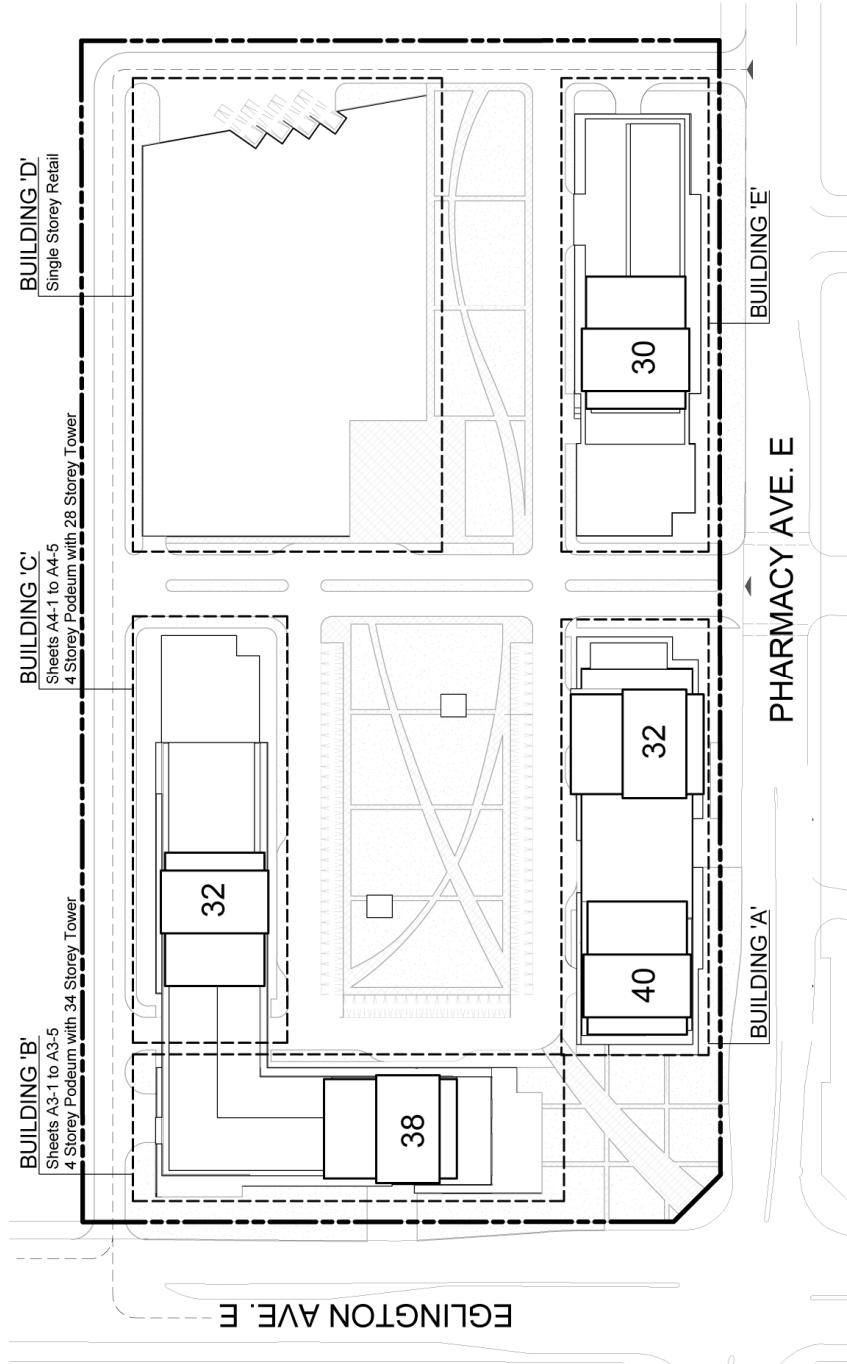
SIGNATURE

Gregg Lintern MCIP, RPP
Acting Chief Planner and Executive Director
City Planning

ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Elevations-Building A
Attachment 3: Elevations-Building B
Attachment 4: Elevations-Building C
Attachment 5: Elevations-Building E
Attachment 6: Zoning
Attachment 7: Official Plan
Attachment 8: Application Data Sheet

Attachment 1: Site Plan



Site Plan

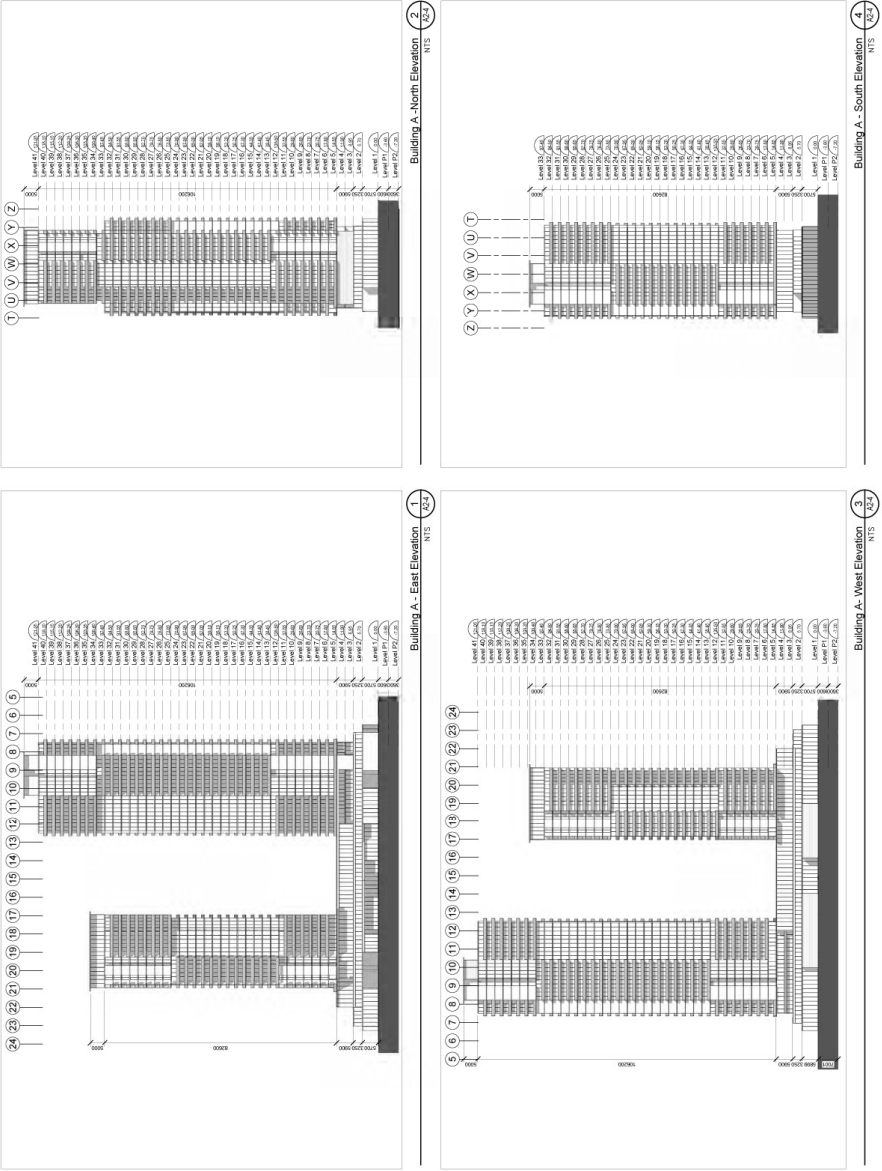
1891 Eglinton Avenue East

Applicant's Submitted Drawing

Not to Scale
1/4/2012

File # 11 325706 02

Attachment 2: Elevations – Building A



Elevation Plans Building A

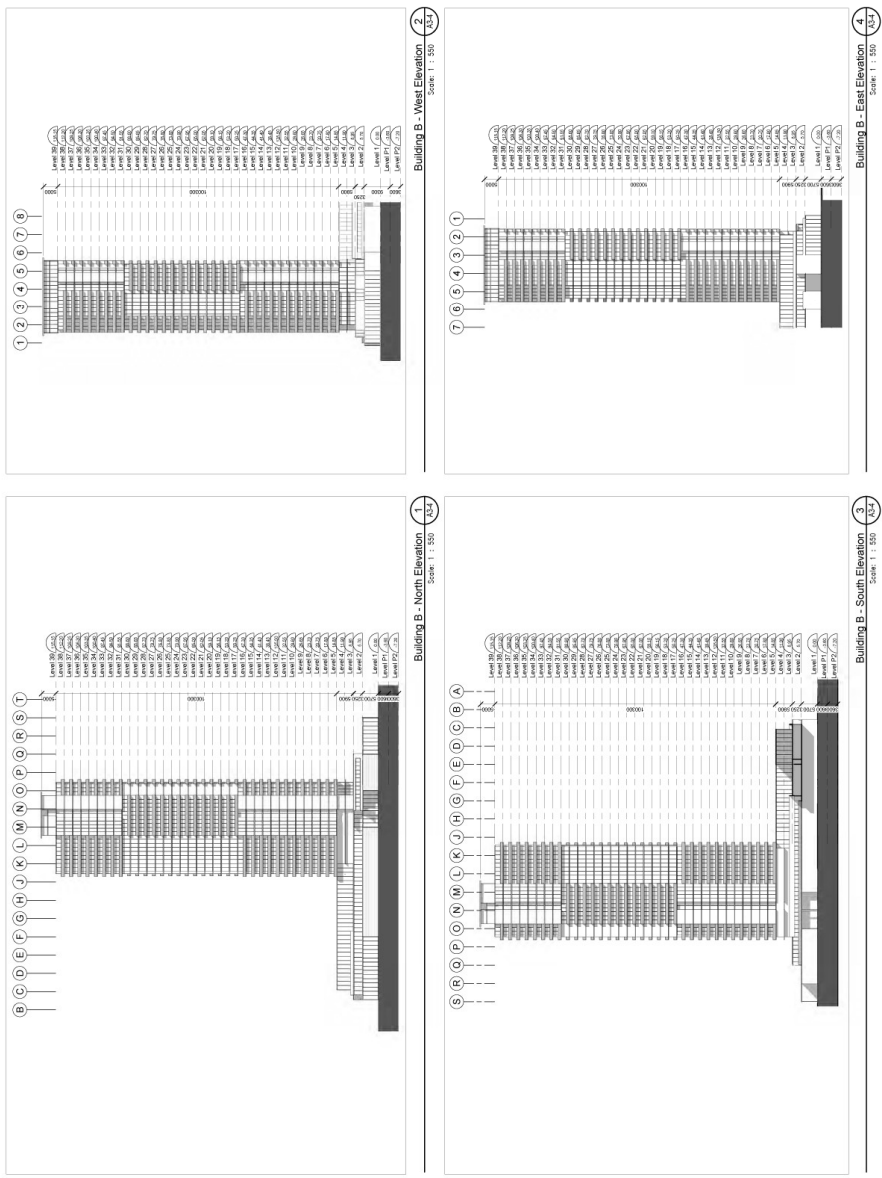
Applicant's Submitted Drawing

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1/4/2012

1891 Eglinton Avenue East

File # 11 325706 0Z

Attachment 3: Elevations – Building B



Elevation Plans Building B

Applicant's Submitted Drawing

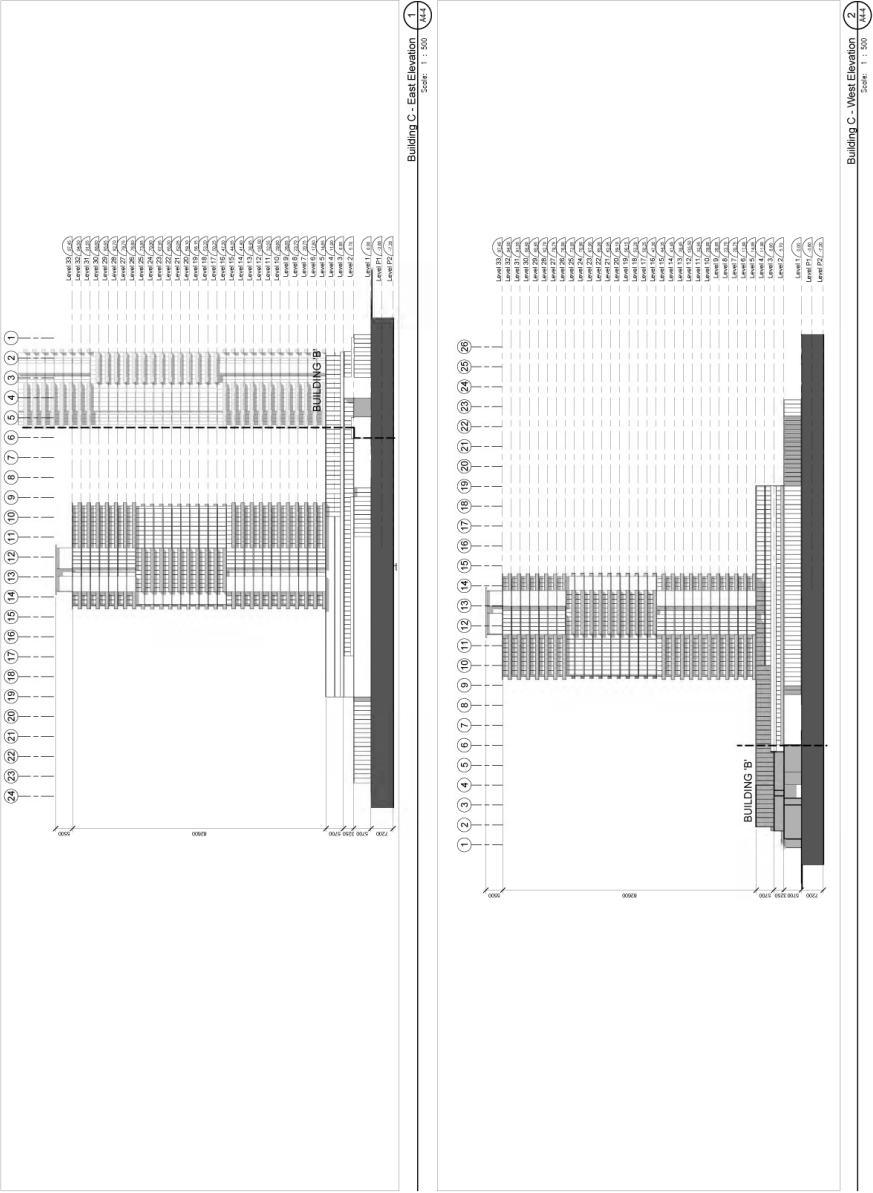
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1891 Eglinton Avenue East

File # 11 325706 0Z

Attachment 4: Elevations – Building C

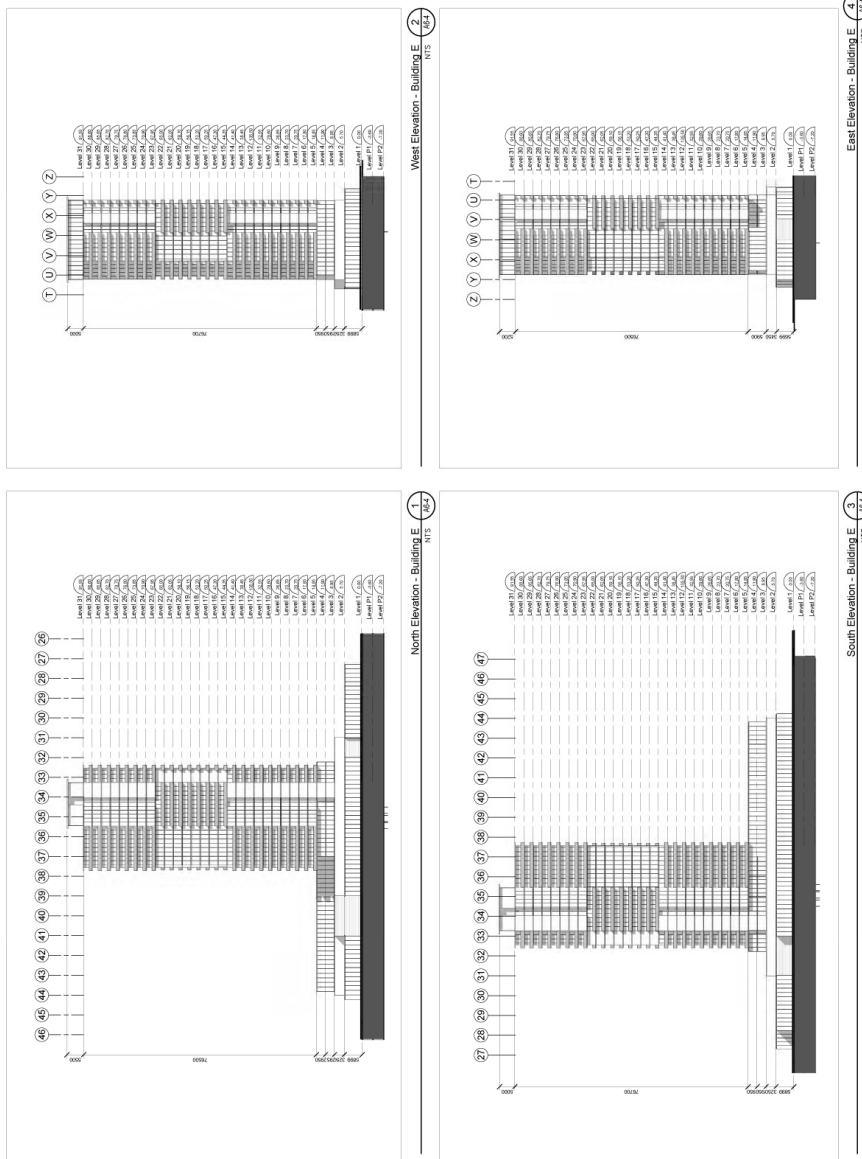


Elevation Plans Building C
Applicant's Submitted Drawing
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1/4/2012

1891 Eglinton Avenue East

File # 11 325706 0Z

Attachment 5: Elevations – Building E



Elevation Plans Building E

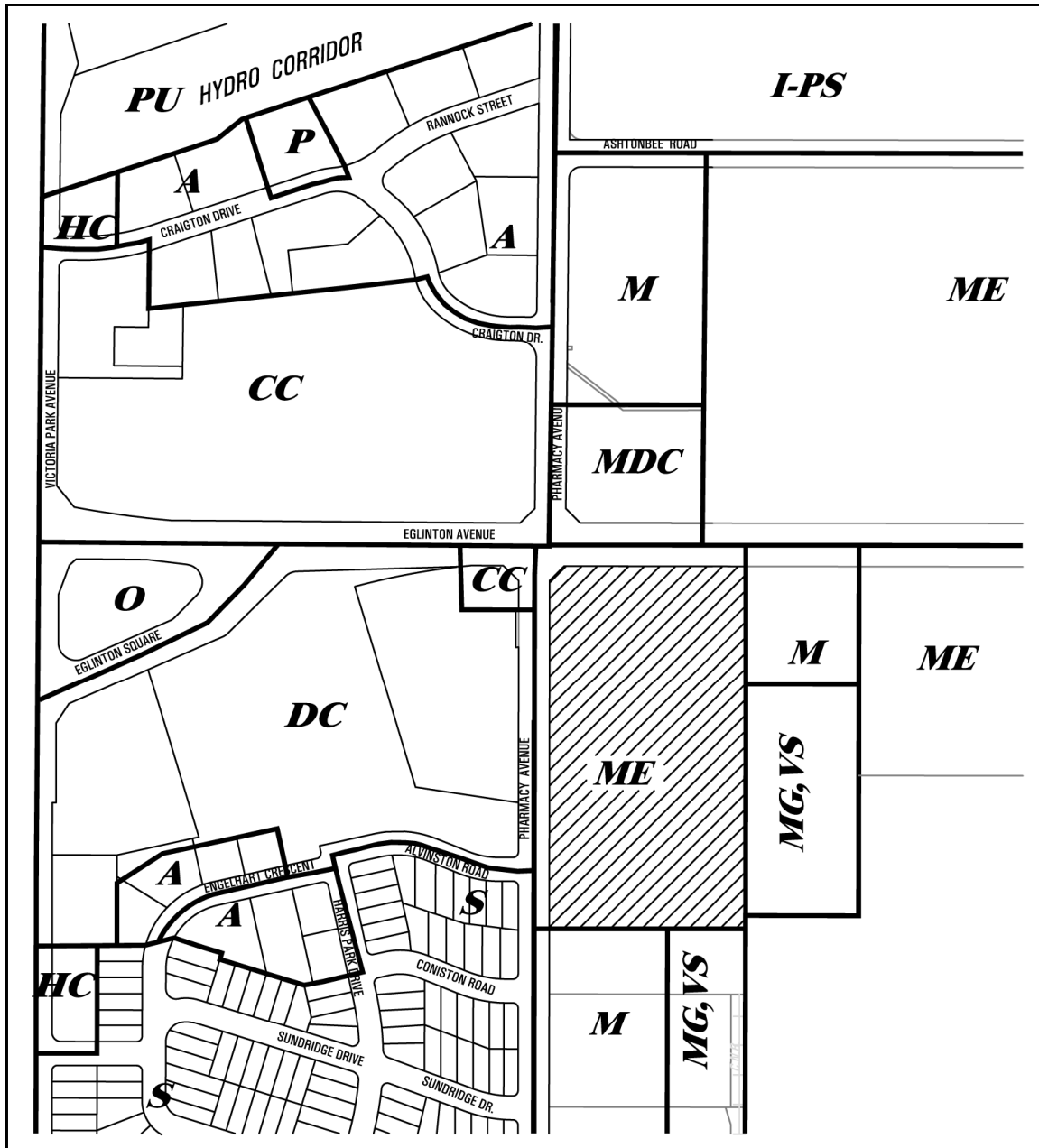
Applicant's Submitted Drawing

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1/4/2012

1891 Eglinton Avenue East

File # 11 325706 0Z

Attachment 6: Zoning



Toronto City Planning
Division
Zoning

1891 Eglinton Avenue East

File # 11 325706 OZ

S Single-family Residential
A Apartment Residential
CC Community Commercial
HC Highway Commercial
DC District Commercial

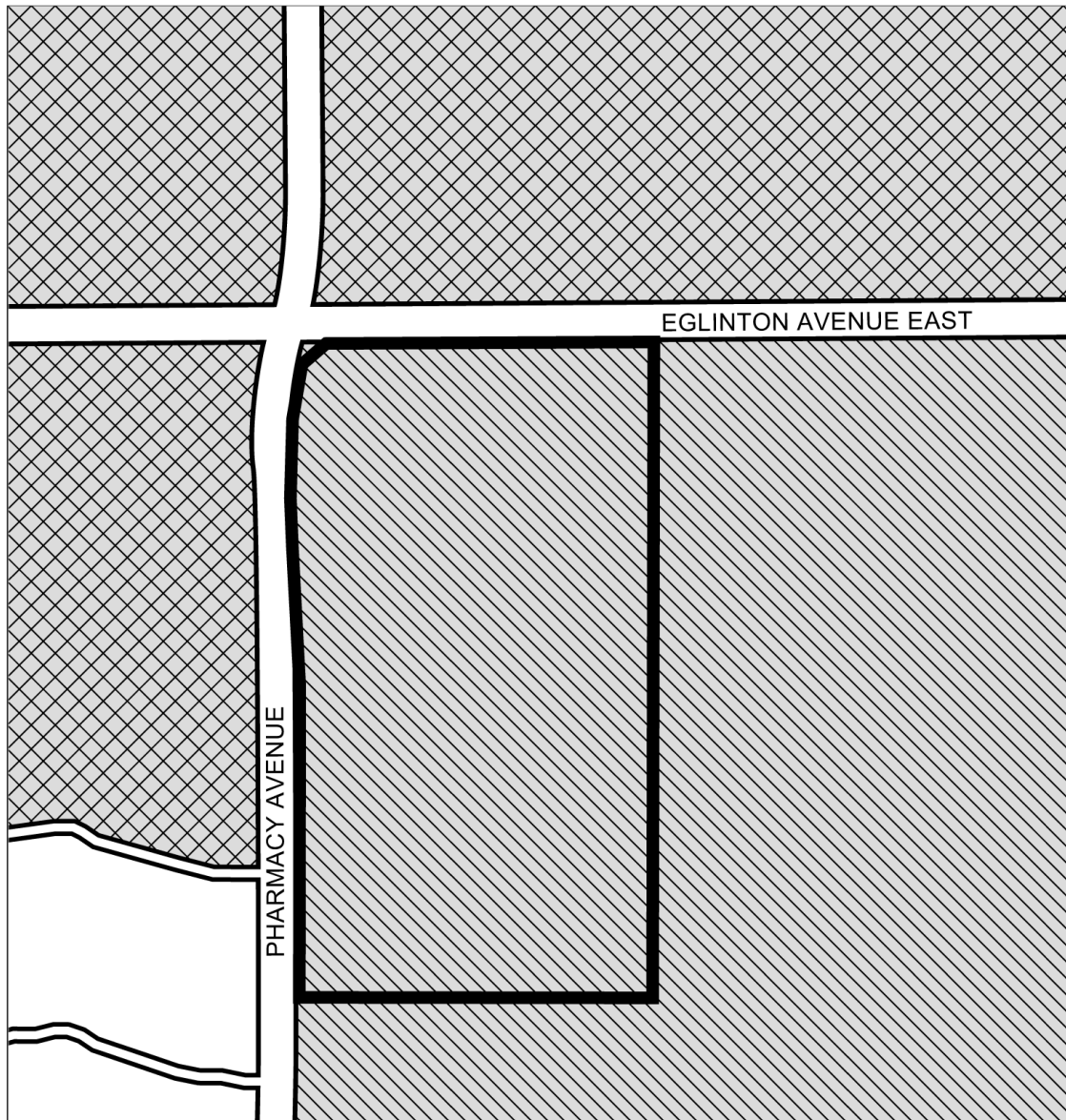
M Industrial Zone
MDC Industrial District Commercial Zone
MG General Industrial Zone
ME Mixed Employment Zone
O Major Open Spaces

I-PS Institutional - Public Services Zone
P Park
PU Public Utilities
VS Vehicle Service Zone

Golden Mile Employment District Bylaw
Not to Scale
1/5/2012



Attachment 7: Official Plan



Toronto City Planning
Official Plan

1891 Eglinton Avenue East

File # 11 325706 02



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Not to Scale
01/05/2012

Attachment 8: Application Data Sheet

Application Type	Official Plan Amendment	Application Number:	11 325706 ESC 35 OZ
Details	OPA, Standard	Application Date:	December 14, 2011

Municipal Address:	1891 EGLINTON AVE E
Location Description:	PLAN 3928 LOT A **GRID E3501
Project Description:	Proposed Mixed Use development including 1640 residential dwelling units in 5 towers ranging in heights of 30 to 40 storeys

Applicant:	Agent:	Architect:	Owner:
SHERMAN BROWN			2004085 ONTARIO LTD.

PLANNING CONTROLS

Official Plan Designation:	Employment Areas	Site Specific Provision:
Zoning:	ME	Historical Status:
Height Limit (m):		Site Plan Control Area:

PROJECT INFORMATION

Site Area (sq. m):	51006.48	Height:	Storeys:	40
Frontage (m):	154		Metres:	0
Depth (m):	307			
Total Ground Floor Area (sq. m):	19060.7			Total
Total Residential GFA (sq. m):	126631.72		Parking Spaces:	2,540
Total Non-Residential GFA (sq. m):	21055.86		Loading Docks	0
Total GFA (sq. m):	147687.58			
Lot Coverage Ratio (%):	37.4			
Floor Space Index:	2.9			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Tenure Type:			
Rooms:	0	Residential GFA (sq. m):	126631.72
Bachelor:	0	Retail GFA (sq. m):	14843.14
1 Bedroom:	0	Office GFA (sq. m):	6212.72
2 Bedroom:	0	Industrial GFA (sq. m):	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0
Total Units:	1640		

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