

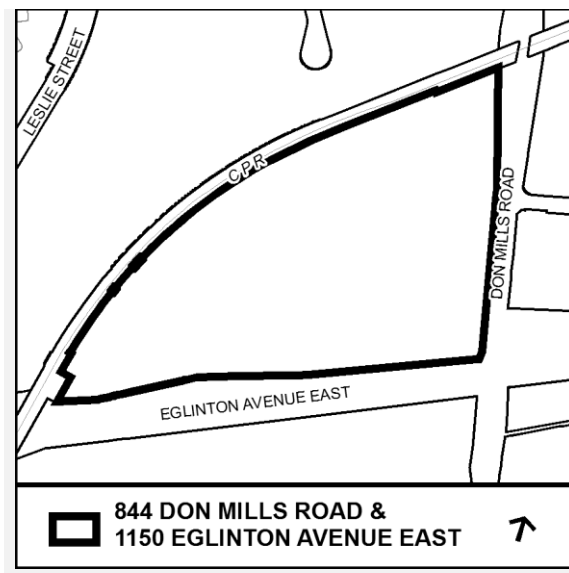
**844 Don Mills Road & 1150 Eglinton Avenue East -
Official Plan Amendment Application - Preliminary
Report**

Date:	July 10, 2014
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning Division
Wards:	Ward 26 – Don Valley West
Reference Number:	P:\2014\Cluster B\PLN\PGMC\PG14107 (14 153614 NNY 26 OZ)

SUMMARY

This application was submitted on May 8, 2014 and proposes to convert the majority of the *Employment Area* site at 844 Don Mills Road and 1150 Eglinton Avenue East (Celestica International Inc.) by redesignating the western portion of the lands to *Mixed Use Areas* in order to permit residential uses. A total of 2,897 residential units, 77,136 m² of office space and 9,105 m² of retail space is proposed on seven development blocks with new public streets and open space.

As part of the Municipal Comprehensive Review (MCR) and in response to a request to convert these lands, Council has considered the land use of these lands by adopting Official Plan Amendment 231 on December 16, 2013. OPA 231 retains these lands as *Employment Areas*, which does not permit the residential uses that are now proposed by the above noted application. The Minister of Municipal Affairs and Housing (MMAH) must approve the Official Plan Amendment and did so on July 9, 2014. The Minister's decision may now be appealed to the Ontario Municipal Board.



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. This report recommends that staff schedule a community consultation meeting and submit the Final Report for 844 Don Mills Road and 1150 Eglinton Avenue East to the Planning and Growth Management Committee subject to the applicant submitting all required information in a timely manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 844 Don Mills Road and 1150 Eglinton Avenue East together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. Notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.
4. The Chief Planner and Executive Director, City Planning be directed to submit the Final Report on 844 Don Mills Road and 1150 Eglinton Avenue East to the Planning and Growth Committee.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

At its meeting of December 16, 17 and 18, 2013, City Council considered a request to convert these employment lands for non-employment purposes as part of the Municipal Comprehensive Review. Under Section 2.2.6.5 of the Provincial Growth Plan for the Greater Golden Horseshoe, the City may convert employment lands for non-employment uses only through such a Municipal Comprehensive Review. At the same meeting, City Council adopted Official Plan Amendment 231 which designated the subject lands as *General Employment Areas*. As such, Council has recently determined these lands should be retained for employment purposes.

The Planning staff report and appendices are available at the following web link:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG28.2>

Pre-Application Consultation

A pre-application consultation meeting was held on March 18, 2014 with the applicant to discuss complete application submission requirements. The applicant was advised of City Council adoption of Official Plan Amendment 231 designating the subject property as *General Employment Areas* which does not permit residential uses. The application was filed on May 8, 2014.

ISSUE BACKGROUND

Proposal

The application to amend the Official Plan proposes to redesignate the lands at 844 Don Mills Road and 1150 Eglinton Avenue East from *Employment Areas* to *Mixed Use Areas* and *General Employment Area*. The portion of the site designated *Natural Area* is not proposed to be changed. A Conceptual Site Plan and a Perspective Plan are contained in Attachment 1 and Attachment 2 to this report.

The residential conversion proposal would contain 2,897 residential units, 77,136 m² of office space and 9,105 m² of retail space in seven development blocks with a total FSI of 1.6. The blocks are accessed by the privately owned grade separated interchange onto Eglinton Avenue approximately 150 metres west of Don Mills Road. There is a second existing right-in right-out driveway onto Don Mills Road approximately 150 north of Wynford Drive. The Conceptual Site Plan shows new public streets which provide an organizing framework for the proposed seven development blocks shown on Attachment 3 and new connections to the surrounding community. Wynford Drive is proposed to be extended westward and southward through the site and connect to the existing dedicated vehicular access ramps on the south side of Eglinton Avenue. A new public street begins at the existing right in/right driveway to Eglinton Avenue and extends northward to the proposed Wynford Drive extension. This street delineates the mixed use portion of the west and central areas and the employment uses on the east side of the site. A second new public street runs east west through the central portion of the site and provides access to the residential, retail and office uses. The Conceptual Plan identifies a location for a hockey arena adjacent to Eglinton Avenue where the mixed use blocks abut the employment blocks. Parking is to be provided below grade, at grade and in two parking structures which are to accommodate approximately 930 vehicles.

The conceptual site plan shows eight high rise apartment buildings, stacked townhouses convenience retail, open spaces and community uses on the western and central portions of the property. Three residential buildings ranging from 33 to 40 storeys are located at the western end of the site. The central portion of the proposal includes five residential buildings ranging in height from 24 to 31 storeys and 4 storey stacked townhouses that extend northward towards the rail line. Employment uses are to be located along the eastern edge of the property near the Don Mills frontage. The employment uses include four buildings and includes two retail buildings. The office buildings range in height from 2 to 8 storeys.

The existing building at 844 Don Mills Road containing 82,498 m² of office and manufacturing floor space is proposed to be demolished with the largest of the new office buildings located closest to the intersection of Don Mills and Eglinton. The applicant's Heritage Impact Assessment indicates that the primary facades and landscape elements of 844 Don Mills Road could be recommended for restoration where opportunities exist to re-instate original features. The Heritage Impact Assessment suggests that modifications to allow for the adaptive re-use and selective redevelopment of the building at 1150 Eglinton Avenue East be considered. The proposed ice rink is adjacent to an open space area containing a storm water management pond. The ice rink and open space/storm pond front onto Eglinton Avenue East. Development is proposed to be setback from Eglinton Avenue East to permit a planned greenway adjacent to the street and to retain the natural features and park/campus character of this part of Eglinton Avenue.

The Conceptual Site Plan provides for an arrangement of seven development blocks which is shown on Attachment 3. Blocks 1, 2 and 3 are proposed to be designated *General Employment Areas* and Blocks 4, 5 and 6 are proposed to be designated *Mixed Use Areas*. The proposed hockey arena, open space and storm water management facility is shown on Block 6 which is proposed as a *Mixed Use Area*.

The applicant indicates that the proposed conceptual site plan represents one of several potential master plan configurations that could be developed for the property and that the plan includes new space for Celestica which is intended to accommodate the company's transition to higher order employment uses. The applicant indicates that given the size of the property development will take place in phases.

Site and Surrounding Area

The 24 hectare (60 acre) property is located on the north west corner of Don Mills Road and Eglinton Avenue East with a small parcel 1.5 hectares (3.6 acres) of the total area located on the south side of Eglinton Avenue and accommodating dedicated vehicular access ramps. The property is owned by Celestica Inc. and is currently used for warehouse, research and manufacturing of electronic products as well as housing the company's corporate headquarters office all contained in a campus complex of two to three storey buildings. The current gross floor area is 113,248 m² consisting of office, manufacturing and warehouse uses. The lands slope from north-east to south-west with larger grade changes along Eglinton Avenue. The site includes two industrial/office buildings; 844 Don Mills Road which houses the head office and 1150 Eglinton Avenue East which is currently vacant.

North: CP rail line, employment lands and further north the Don Mills community
East: Don Mills Road and a proposed LRT station and bus terminal on the north side of Eglinton Avenue. The Wynford employment lands are on the East side of Don Mills Road north of Eglinton Avenue
West: CP rail line, Leslie Street employment lands and residential condominiums with access from Leslie Street

South: Eglinton Avenue East and the proposed Eglinton Crosstown LRT, the Ontario Science Centre and East Don River Valley

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld.

The Growth Plan for the Greater Golden Horseshoe 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. The Growth Plan allows municipalities to permit conversion of lands within employment areas to non-employment uses only through a 'municipal comprehensive review' where key criteria have been met. A Municipal Comprehensive Review is an Official Plan review initiated by a municipality that comprehensively applies to the Growth Plan policies.

City Council's planning decisions are required to be consistent with the PPS and to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe. Staff will review the proposal for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The subject lands are designated *Employment Areas* on Map 20 and located within an Employment District on Map 2, Urban Structure of the Official Plan.

Employment Areas are places of business and economic activity. Policy 4.6.1 provides for uses that support this function consisting 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. Policy 4.6.6 sets out development criteria for *Employment Areas*. The objective of these criteria is to ensure that development contributes to the creation of competitive, attractive and highly functional *Employment Areas* including the creation of comfortable streets and landscaped streetscapes to attract business.

Employment Districts are areas to be protected and promoted exclusively for economic activity. Development adjacent to or near *Employment Districts* is to be appropriately designed, buffered and/or separated from industries as necessary to mitigate adverse effects from noise, vibrations, traffic, odour and other contaminants.

A parcel of land owned by the applicant and located on the south side of Eglinton Avenue East contains vehicular on/off ramps which provide access to the buildings on the north side of Eglinton Avenue. This parcel is designated *Natural Areas*. Policies in Section 3.4 Natural Environment call for protecting and improving the health of the natural ecosystem. Lands below top-of-bank, or other hazard lands, may not be used to calculate permissible density.

As noted above, the site is located at the north west corner of Eglinton Avenue East and Don Mills Road. Eglinton Avenue East and Don Mills Road are identified as Higher Order Transit Corridors on Map 4 of the Official Plan. The Eglinton Avenue corridor has been planned to accommodate the Eglinton Crosstown LRT which is to extend from Weston Road to the Kennedy TTC station and is currently under construction. The Don Mills corridor from Steeles Avenue to Eastern Avenue is being considered for rapid transit expansion as a longer term project tht Metrolinx identified in The Big Move.

The subject site abuts lands designated as *Utility Corridors* (the CP rail corridor). This land use designation requires that any development adjacent to a *Utility Corridor* screen and secure the property edge through measures such as setbacks, fencing, site grading, berms, landscaping, building treatment and construction techniques.

Official Plan Amendment 231

The request by the owner of 844 Don Mills Road and 1150 Eglinton Avenue East in June 2013 through the Municipal Comprehensive Review was to re-designate the entire site to Mixed Use Area. As noted above, City Council adopted Official Plan Amendment 231 in December 2013 designating the property as *General Employment Areas* which retains the lands for employment purposes. *General Employment Areas* are places for business and economic activities generally located on the peripheries of Employment Areas and permit retail and service uses, restaurants, fitness centres and ice arenas. Uses permitted under a *General Employment Areas* designation include all uses permitted under the *Core Employment Areas* which include manufacturing, warehousing, wholesaling, offices, research and development, utilities, trade schools, media facilities and vertical agriculture. Secondary uses permitted in *Core Employment Areas* are to support the primary employment uses and include small scale restaurants and services that directly serve business needs.

For the business parks located along the Don Valley Corridor which includes the subject site and surrounding *Employment Area*, OPA 231 adds Site and Area Specific Policy 394 that states:

- a. new major retail developments with 6,000 m² or more of retail gross floor area are not permitted;
- b. restaurants, workplace daycares, recreation and entertainment facilities and small and medium scale retail stores and services are only permitted when these uses are located on lower level floors of multi-storey buildings that include *Core Employment Area* uses, particularly office uses;

Zoning

On May 9, 2013 City Council enacted City-wide Zoning By-law 569-2013, currently under appeal to the Ontario Municipal Board. The subject site is zoned Industrial –Office Business Park M0(16) in the former City of North York Zoning By-law 7625 which permits office, manufacturing, industrial sales and service, adult education and university uses and community centre among other uses. The parcel of land on the south side of Eglinton Avenue contains a vehicular on/off ramp system and is zoned under By-law 569-2013 as Open Space – Natural Zone (ON).

Site Plan Control

The proposed development will be subject to site plan control. A site plan control application has not been submitted.

Ravine Control

The portions of the subject property at the western end and south of Eglinton Avenue East are part of the Don River Valley Ravine System and are subject to the Ravine Protection By-law. The By-law regulates and seeks to prohibit the injury and destruction of trees, filling and grading in ravines and associated wooded areas.

City-Wide Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

Eglinton Crosstown LRT

The Eglinton Crosstown LRT is to be developed along the Eglinton Avenue corridor between Weston Road and the TTC Kennedy station and will have both underground and at grade sections. The LRT and the station at Don Mills will be underground at the intersection of Don Mills Road and Eglinton Avenue with the station entrance on the north east corner of the Eglinton Avenue and Don Mills intersection. A secondary access to the station is proposed on the north west corner close to the existing Celestica building at 844 Don Mills Road.

City staff undertook “Eglinton Connects” a planning study of the Eglinton LRT corridor which developed a vision for Eglinton Avenue to guide future development. The study identified six Focus Areas at stations along the Eglinton corridor for further study and master planning. New street and block patterns, open spaces and improved or new connections are to be developed for the focus areas.

Three properties abutting the intersection of Don Mills Road and Eglinton Avenue have been identified as one Focus Area and include the City owned parcels on the north and

south side of Eglinton east of Don Mills Road and the City owned parcel on the south west corner of Eglinton Avenue and Don Mills Road. These parcels have recently been turned over to Build Toronto for redevelopment. The subject property 844 Don Mills Road and 1150 Eglinton Avenue East is designated *Employment Area* and has not been included in the Focus Area other than the frontage of the site along Eglinton Avenue which is identified as a 'greenway' in the Eglinton Connects study.

Heritage

The industrial/office building at 844 Don Mills Road was the former IBM plant and is listed on the City of Toronto's Inventory of Heritage Properties. Section 3.1.5.2 Heritage Resources calls for the conservation of properties listed on the City's Inventory of Heritage Properties. The building at 1150 Eglinton Avenue East is presently not on the City's Inventory of Heritage properties but was nominated for inclusion on the inventory by the Toronto Preservation Board in 2011. ERA Architects has prepared a Heritage Impact Assessment on behalf of the applicant. The Heritage Impact Assessment indicates that the primary facades and landscape elements of 844 Don Mills Road could be recommended for restoration where opportunities exist to re-instate original features. The Heritage Impact Assessment suggests that modifications to allow for the adaptive re-use and selective redevelopment of the building at 1150 Eglinton Avenue East be considered.

Natural Heritage Area

Official Plan Map 9, Natural Heritage System identifies the naturalized areas south of Eglinton Avenue and west of Leslie Street as part of the Natural Heritage System. The Official Plan requires a Natural Heritage Impact Study where a proposed development may adversely impact the natural heritage features. A Natural Heritage Impact Preliminary Findings and Terms of Reference for Field Investigations has been prepared by Stantec Consulting Ltd on behalf of the applicant. The TRCA regulated limit has been identified and the top-of-bank was staked in April 2014.

Reasons for the Application

An amendment to the Official Plan and zoning by-law is required to permit residential development which is not provided for by the *Employment Areas* designation or by the current zoning. A Zoning By-law amendment is also required to establish appropriate development standards such as building heights and setbacks, landscaping and parking requirements.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Rationale Report
- Heritage Impact Assessment
- Transportation Considerations

- Servicing Brief
- Natural Heritage Impact Study – Preliminary Findings and Terms of Reference

A Notification of Incomplete Application issued on June 9, 2014 identifies the outstanding material required for a complete application submission as follows:

- Community Services and Facilities Study
- Geotechnical Slope Stability Study

Issues to be Resolved

The applicant has proposed that a significant amount of land that has been identified for retention as employment be converted for residential use. The Municipal Comprehensive Review undertaken by the City was based on a program of substantial research, broad stakeholder consultation and assessments of conversion requests which included the subject lands. City Council is upholding the employment function of the subject property through its adoption of OPA 231 which designates the lands as *General Employment Areas* and does not permit residential uses. The scale of the proposed development which includes 2,897 new dwelling units on lands that are not contemplated for residential use is a significant concern.

Staff are also concerned with the proposal to permit both stand-alone retail uses and major retail uses on the eastern lands retained as General Employment Areas. The proposed Official Plan Amendment would eliminate the requirement provided in OPA 231 that small and medium retail uses only be permitted on the ground floor of multi-storey office buildings, and that major retail uses not be permitted.

Planning staff have undertaken a preliminary review of the submitted material. The plans and reports have been circulated to appropriate City Divisions and agencies for comment. Staff have identified, on a preliminary basis, issues to be resolved which are listed below.

- conformity with the applicable provincial legislation, particularly as it relates to employment areas policies and their conversion
- conformity with Official Plan policies including OPA 231 which has now been approved by the Minister of Municipal Affairs and Housing that retains these lands as a General Employment Area and adds Site and Area Specific Policy 394
- review of the development proposal to ensure it can function as a viable community
- review of the proposed new neighbourhood in terms of providing an appropriate pattern of streets, blocks and open space
- consideration of the mix and location of land uses and building types
- the need for a strategy to provide parkland and community services
- a review of the relationship to the other three corners of the Don Mills and Eglinton intersection
- review in terms of the Tall Buildings Guidelines, Midrise Guidelines, Infill Townhouse Guidelines as appropriate

- the location, function and design of new internal public streets and connections to the existing road network that meet the City's urban structure and public realm and built form Official Plan policies
- traffic impacts on the existing road network and intersections
- appropriate parking
- issues of acquiring in public ownership the existing grade separated interchange onto Eglinton Avenue which is currently privately owned
- phasing of development and the construction of infrastructure for a new community
- conservation of the heritage resources of 844 Don Mills Road and 1150 Eglinton Avenue East
- review of the Natural Heritage Impact Study inventory of natural resources that may be impacted by the proposed development and the identification of mitigation measures as required
- the appropriateness and applicability of Section 37 of the Planning Act to secure appropriate community benefits.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

CONTACT

Lynn Poole, Senior Planner
 Tel No: (416) 395-7136
 E-mail: lpoole@toronto.ca

SIGNATURE

Jennifer Keesmaat, MES, MCIP, RPP
 Chief Planner and Executive Director
 City Planning Division

ATTACHMENTS

Attachment 1: Conceptual Site Plan
 Attachment 2: Perspective Plan
 Attachment 3: Proposed Land Use Designation
 Attachment 4: Block layout
 Attachment 5: Zoning
 Attachment 6: Official Plan
 Attachment 7: Application Data Sheet

Attachment 1: Conceptual Site Plan



844 Dons Mills Road & 1150 Eglinton Avenue East

Conceptual Site Plan
 Applicant's Submitted Drawing

Not to Scale
 06/18/2014

File # 14 153614 MNY 26 0Z

Attachment 2: Perspective Plan



Building Mass Model 3D

Applicant's Submitted Drawing

Not to Scale
06/18/2014

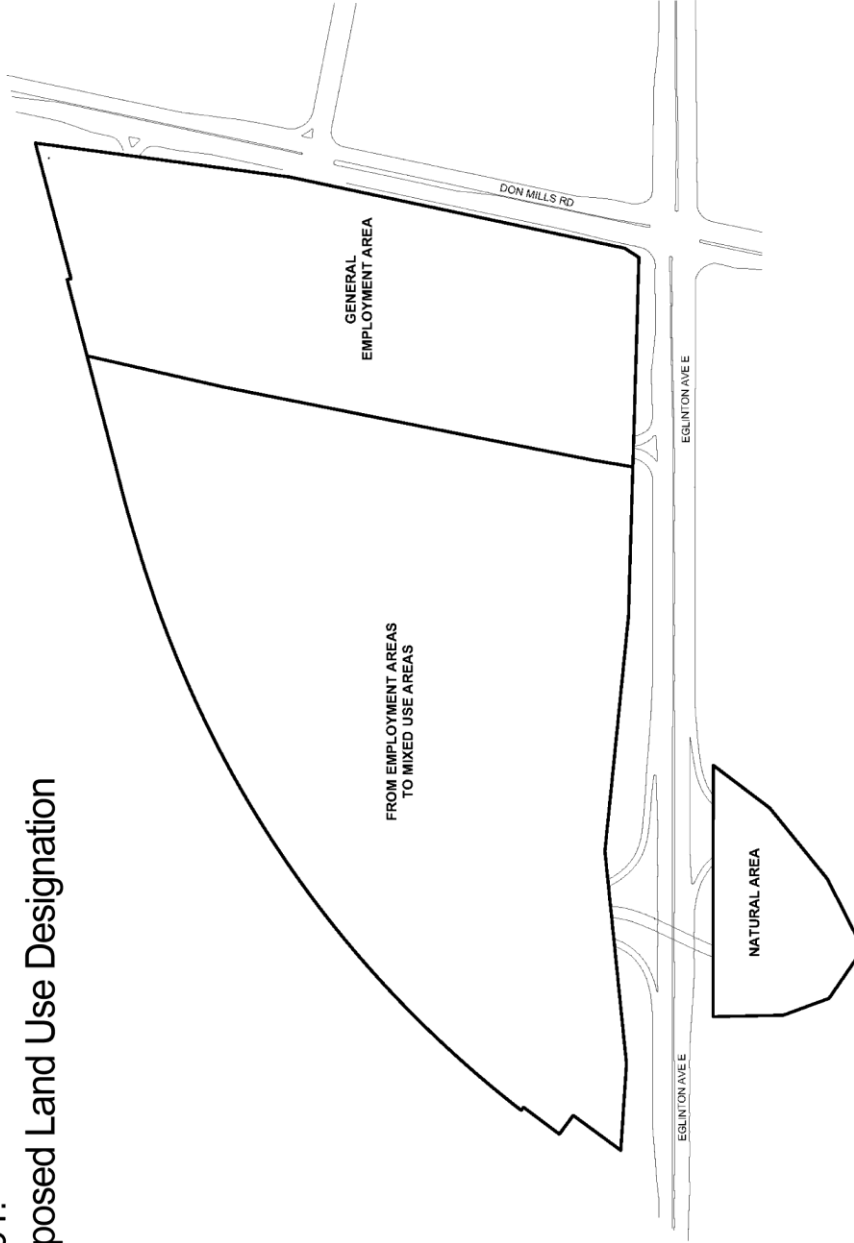


844 Dons Mills Road & 1150 Eglinton Avenue East

File # 14 153614 NNY 26 0Z

Attachment 3:

**Map 1:
Proposed Land Use Designation**



844 Dons Mills Road & 1150 Eglinton Avenue East

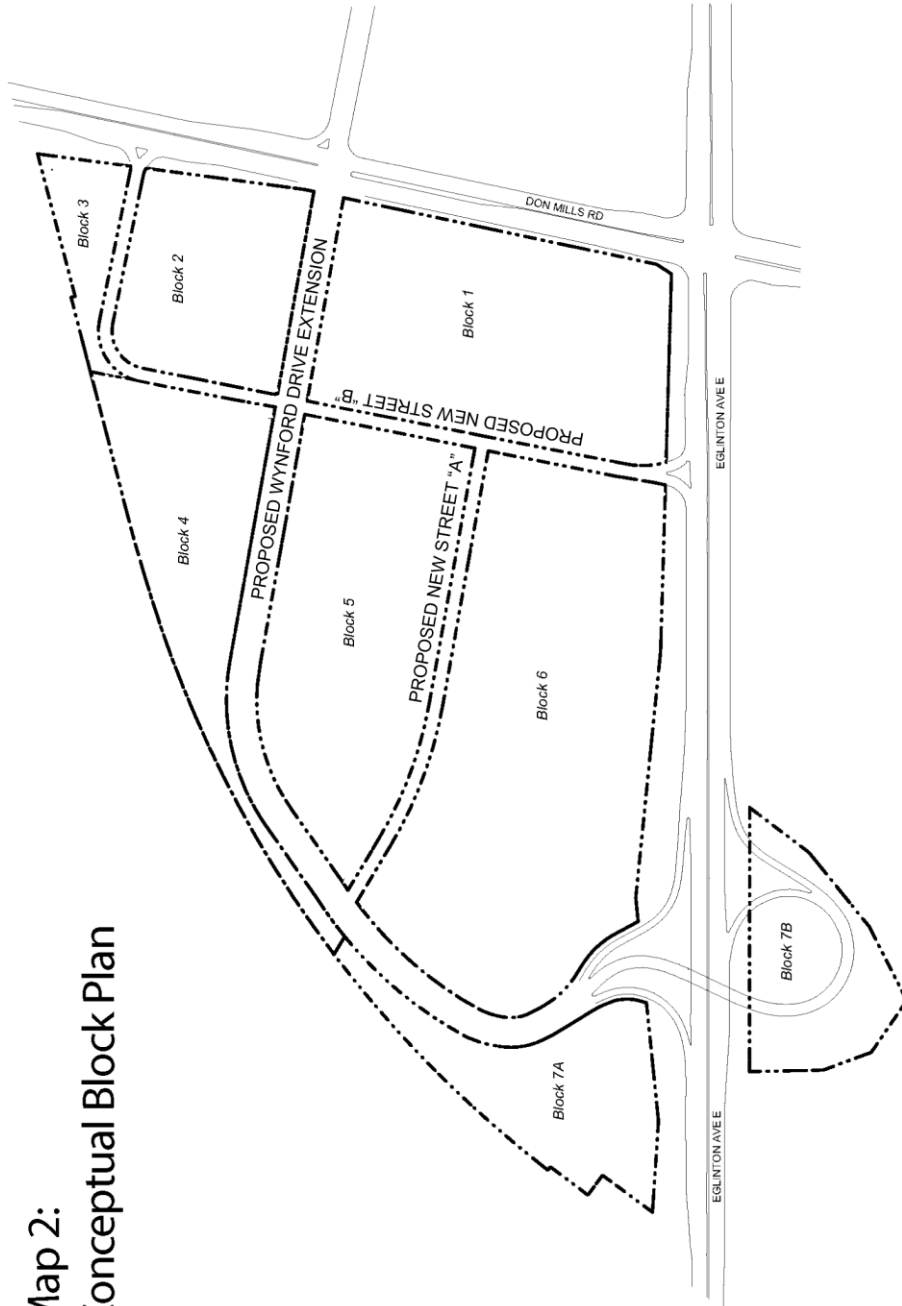
Map 1

Applicant's Submitted Drawing

Not to Scale
07/07/2014

File # 14 153614 NNY 26 0Z

Attachment 4:



**Map 2:
Conceptual Block Plan**

844 Dons Mills Road & 1150 Eglinton Avenue East

Map 2
Applicant's Submitted Drawing
Not to Scale
07/07/2014

File # 14 153614 NMY 26 0Z

Attachment 5: Zoning




844 Don Mills Road & 1150 Eglinton Avenue East

Zoning By-law 569-2013

File # 14 153614 NNY 26 02

 Location of Application	 See Former City of North York Bylaw No. 7625
RM Residential Multiple	MO Industrial-Office Business Park Zone
CR Commercial Residential	O3 Semi-Public Open Space Zone
E Employment Industrial	MC Industrial-Commercial Zone
EO Employment Industrial Office	C1 General Commercial Zone
O Open Space	M2 Industrial Zone Two
ON Open Space Natural	
OR Open Space Recreation	
UT Utility and Transportation	


 Not to Scale
 Extracted: 06/24/2014

Attachment 6: Official Plan



TORONTO City Planning
 Extract from Official Plan

844 Dons Mills Road & 1150 Eglinton Avenue East

File # 14 153614 NNY 26 02

 Site Location	 Parks & Open Space Areas	 Institutional Areas
 Neighbourhoods	 Natural Areas	 Employment Areas
 Apartment Neighbourhoods	 Parks	 Utility Corridors
 Mixed Use Areas		

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 06/06/2014

Attachment 7: Application Data Sheet

Application Type	Official Plan Amendment	Application Number:	14 153614 NNY 26 OZ
Details	Standard	Application Date:	May 8, 2014

Municipal Address: 844 Don Mills Road & 1150 Eglinton Avenue East

Location Description: North west corner of Don Mills Rd and Eglinton Ave East

Project Description: Application to amend the Official Plan to permit a mixed use development comprised of 2,897 dwelling units, 77,136 sq. m of office, 9,105 sq. m of retail and 7,089 sq. m of community space

Applicant:

Stikeman Elliot LLP
Suite 5300, 199 Bay St
Commerce Ct West

Agent:

Architect:

Owner:

Celestica Inc.
844 Don Mills Road
Toronto M3C 1V7

PLANNING CONTROLS

Official Plan Designation: Employment Areas

Site Specific Provision:

Zoning: MO(16)

Historical Status: 844
Don Mills Road Listed on
Toronto Heritage
Inventory
Site Plan Control Area:
yes

Height Limit (m):

PROJECT INFORMATION

Site Area (sq. m):	24 ha (60 ac)	Height:	Storeys: 1-40
Frontage (m):	194.7		
Depth (m):	477		
Total Ground Floor Area (sq. m):	59,763		
Total Residential GFA (sq. m):	294,950		
Total Non-Residential GFA (sq. m):	93,330		
Total GFA (sq. m):	388,280		
Lot Coverage Ratio (%):	40%		
Floor Space Index:	1.6		

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
DWELLING UNITS	Residential GFA (sq. m):	294,950	0
Bachelor:	Retail GFA (sq. m):	9,105	0
1 Bedroom:	Office GFA (sq. m):	77,136	0
2 Bedroom:	Industrial GFA (sq. m):	0	0
3 + Bedroom:	Institutional/Other GFA (sq. m):	7,089	0
Total Units:	2,897		

CONTACT: PLANNER NAME: Lynn Poole, Senior Planner
TELEPHONE: (416) 395-7136