



REPORT FOR ACTION

1920-1940 Eglinton Avenue East, 880-900 Warden Avenue and 20-50 Ashtonbee Road - Official Plan Amendment Application – Preliminary Report

Date: April 30, 2019

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: Ward 21 - Scarborough Centre

Planning Application Number: 19 115893 ESC 21 OZ

Notice of Complete Application Issued: March 13, 2019

Listed Heritage Building(s) on Site: Yes

Current Use(s) on Site: a five-storey office building at 1940 Eglinton Avenue East (6,896 square metres) and six one-storey retail buildings with associated surface parking.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 1920-1940 Eglinton Avenue East, 880-900 Warden Avenue and 20-50 Ashtonbee Road. Staff are currently reviewing the application concurrently with the Golden Mile Secondary Plan Study. The application has been circulated to all appropriate agencies and City divisions for comment.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff process this application concurrently with, and within the context of, the Golden Mile Secondary Plan Study.
2. This application be considered by Scarborough Community Council concurrently or following Scarborough Community Council's consideration of the Golden Mile Secondary Plan.
3. City Council determine that an Avenue Segment Study is not required given that City Planning Staff are undertaking a Secondary Plan Study for the Golden Mile area that includes the subject site.

4. Within the context of the ongoing development of the Golden Mile Secondary Plan, staff be authorized to:
 - (i) schedule a community consultation meeting for the lands at 1920-1940 Eglinton Avenue East, 880-900 Warden Avenue and 20-50 Ashtonbee Road, either as a separate meeting or in conjunction with community consultation meetings for the Golden Mile Secondary Plan Study, together with the Ward Councillor; and
 - (ii) provide notice for a community consultation meeting to be given to landowners and residents within 120 metres of the site and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.
5. Staff give notice for the Public Meeting under the *Planning Act* according to the regulations under the *Planning Act*.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

Golden Mile Employment District Transportation System Improvement (TSI) Charge Reserve Fund

At its meeting on June 10, 1997, Council of the former City of Scarborough adopted a report entitled 'Implementing Transportation System Improvements Identified through the Golden Mile Land Use Review'. This Review provided a vision for the rejuvenation of the Golden Mile employment district and established a range of additional commercial land uses for the area.

A number of transportation system improvements were identified, which were key to supporting additional land uses. To facilitate necessary transportation improvements, a process was established to obtain these works through the collection and distribution of appropriate funds through a Transportation System Improvement ("TSI") charge. Since the implementation of this TSI charge, monies have been collected and distributed to construct necessary transportation improvements in the area. More information regarding the TSI Charge Reserve Fund can be found at:

<http://www.toronto.ca/legdocs/2001/agendas/council/cc010626/pof9rpt/cl008.pdf>

Eglinton Connects Planning Study

In May 2014, City Council directed City Planning staff to undertake further study of the six focus areas that were identified in the Eglinton Connects Planning Study. The Golden Mile was one of the focus areas along the 19-kilometre Eglinton Crosstown Light Rail Transit ("LRT") corridor. The focus areas were identified due to their capacity to accommodate future residential, mixed-use and employment growth.

Further information regarding the Eglinton Connects Planning Study can be found at: <https://www.toronto.ca/legdocs/mmis/2014/pg/bgrd/backgroundfile-68062.pdf>

Golden Mile Market Analysis and Economic Study

City Planning staff retained Urban Metrics Inc. to undertake the Golden Mile Market Analysis and Economic Strategy Study, which was completed in December 2016. The Study analyzed the existing economic and employment conditions in the Golden Mile. The Study included suggestions for an economic strategy that would inform the development of a vision and planning framework for the Golden Mile area.

Further information regarding the Golden Mile Market Analysis and Economic Strategy Study can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.SC21.12>

Golden Mile Secondary Plan Study

In June 2017, City Planning staff initiated the Golden Mile Secondary Plan ("GMSP") Study to develop a vision and comprehensive planning framework for the Golden Mile area that would include Secondary Plan policies that direct:

- built form, public realm, community infrastructure, and public art strategies;
- a transportation master plan and master servicing plan;
- urban design guidelines; and
- implementation/financial strategies.

In consultation with staff from other City divisions and agencies, City Planning staff are working with a team of land use planning, urban design, transportation, servicing, and community services and public engagement consultants led by SvN Architects + Planners Inc. City Planning staff have also consulted with the broader Golden Mile community throughout the Study process as part of the public engagement strategy.

The Study encourages appropriate residential and non-residential growth on lands designated *Mixed Use Areas*, and employment uses, including office development/investment on lands designated *Employment Areas*.

The Study is also intended to identify the infrastructure that will be required to support the anticipated growth in the Golden Mile, including streets, servicing, parks, and community services and facilities.

The GMSP Study is a three-phase study that is currently in Phase Three. Each phase of the Study has included multiple public engagement/consultation meetings for City staff, external stakeholders, a Local Advisory Committee ("LAC"), and members of the general public.

Phase One of the Study focussed on an analysis of the GMSP study area and its surrounding context, developing an understanding of the opportunities and constraints

within the Golden Mile and identifying the necessary work to be undertaken in other components of the Study. A draft vision and guiding principles were developed to inform the work to be undertaken in Phase Two.

On February 21, 2018, Scarborough Community Council received an Information Report from City Planning staff dated January 24, 2018. The report provided information regarding the status of the Study and the Background Report, which summarizes Phase One of the Study. The report can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.SC28.4>

Phase Two of the Study focussed on further developing the vision and guiding principles for the study area. Several development alternatives were identified for the Golden Mile that were analyzed and tested. Three alternatives were selected for detailed discussion with the Technical Advisory Committee ("TAC") and LAC members, as well as through the public consultation process. An Alternatives Report was drafted by the consulting team, which provides a summary of the analysis and feedback regarding the three development alternatives.

At its meeting on April 16-17, 2019, City Council considered a report from City Planning staff dated March 8, 2019. The report recommended an expansion of the GMSP Study boundaries and provided information regarding the Alternatives Report, which summarizes Phase Two of the Study. The report can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH4.3>

Phase Three will identify a preferred alternative based on the feedback from Phase Two. City Planning staff continue to work with partners in other divisions and agencies, as well as the consulting team to refine the preferred alternative. Additional consultation with landowners with large sites in the Golden Mile has occurred throughout Phase Three. This has allowed more fulsome discussions regarding the emerging built form and public realm strategies in advance of finalizing the policies for the Golden Mile. The final Community Consultation Meeting for the Study is anticipated for Q2 2019 and the Final Report, including draft Secondary Plan policies and related strategies, is expected to be brought to City Council for consideration in Q3 2019.

ISSUE BACKGROUND

Application Description

This application proposes to amend the Official Plan to add Site and Area-Specific Policies ("SASP") for the property at 1920-1940 Eglinton Avenue East, 880-900 Warden Avenue and 20-50 Thermos Road to permit a mixed-use development with new streets and parkland. The applicant is proposing a range of residential and non-residential uses. The development would include a range of building heights, a total of 3,888 residential units, 6,896 square metres of office space, 19,113 square metres of retail uses, and a Floor Space Index ("FSI") of 4.9 times the lot area.

Detailed project information is found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

Refer to Attachments 1 and 2 of this report, for three dimensional representations of the proposal in context.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan is derived from the *Planning Act*. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application.

Toronto Official Plan policies can be found at:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The current application is located on lands identified as an *Avenue* on Map 2 of the Official Plan and designated *Mixed Use Areas* on Map 20.

Site and Area Specific Policy No. 129

Lands south and north of Eglinton Avenue East between Pharmacy Avenue and Birchmount Road are subject to SASP No. 129, which permits retail and services uses, including stand-alone retail stores and/or power centers, subject to amendments to the zoning by-law. The implementation of this policy may require the provision of additional public roads or other transportation improvements, and may require the provision of financial compensation as per the TSI charge to equitably allocate the capital costs of any such improvements.

SASP No. 129 can be found at:

<https://www.toronto.ca/wp-content/uploads/2017/11/9832-city-planning-official-plan-chapter-7-saps.pdf>

Official Plan Amendment No. 231

In December 2013, City Council adopted Official Plan Amendment ("OPA") No. 231, which provides new and revised economic policies and designations for employment lands in the city. OPA No. 231 was approved by the Province with minor modifications in July 2014 and portions of OPA No. 231 are under appeal at the Local Planning Appeal Tribunal ("LPAT"). The LPAT (and previously the Ontario Municipal Board) has issued several Orders partially approving OPA No. 231.

OPA No. 231 also added new policies to Section 3.5.1 of the Official Plan respecting the promotion of office development within *Mixed Use Areas* and on lands within 500 metres of a subway/LRT/GO Station. While currently under appeal, these policies are intended to provide for minimum standards for commercial development and increased non-residential gross floor area within mixed use buildings.

As part of OPA No. 231, the majority of the lands on the south side of Eglinton Avenue East are designated *General Employment Areas*. The lands on the north side of Eglinton Avenue East between Victoria Park Avenue and Birchmount Road remain designated *Mixed Use Areas*, including the subject site.

Zoning By-laws

The site is not subject to City-wide Zoning By-law 569-2013, as amended. As such, the site is zoned Mixed Employment (ME) under former City of Scarborough Employment Districts Zoning By-law No. 24982, as amended (Golden Mile Employment District). The ME Zone permits a range of commercial and institutional uses. Industrial uses are permitted provided all uses are conducted within buildings.

The property is subject to site specific Zoning By-law 1231-2012, which permitted the conversion of a portion of the building at the rear of the site to include a grocery store.

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>

Mid-Rise Building Guidelines

In July 2010, Toronto City Council, adopted the recommendations contained in the staff report prepared by City Planning entitled "Avenues and Mid-Rise Buildings Study", with modifications and directed staff to use the Performance Standards for Mid-Rise Buildings in reviewing all new and current mid-rise development proposals on the Avenues for a two year monitoring period. In November 2013 City Council extended the monitoring period to the end of 2014.

The Avenues and Mid-rise Buildings Study identifies a list of best practices and establishes a set of performance standards for new mid-rise buildings. Key issues addressed by the Study include maximum allowable building heights, setbacks and stepbacks, sunlight and skyview, pedestrian realm conditions, transition to *Neighbourhoods, Parks and Open Space Areas* and corner sites. The Study can be found at:

<http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Urban%20Design/Midrise/midrise-FinalReport.pdf>

In June 2016, City Council approved the Mid-Rise Building Performance Standards Addendum (April 20, 2016). The Addendum is to be used by City Staff together with the 2010 approved Mid-Rise Building Performance Standards during the evaluation of development applications where mid-rise buildings are proposed and the Performance Standards are applicable. The Performance Standards and Addendum may also be used to help inform the preparation or review of area studies and policies involving mid-rise buildings. The Addendum clarifies that these Performance Standards may be a useful planning tool where a Secondary Plan supports mid-rise buildings, but does not regulate built form or does not fully address mid-rise building design, or when a Secondary Plan is under review. The Addendum is approved as an interim supplement to the 2010 Performance Standards until such time as Council considers and adopts updated Mid-Rise Building Design Guidelines.

Refer to the Council Decision:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.7>

and Attachment 1: Mid-Rise Building Performance Standards Addendum (April 20, 2016) <http://www.toronto.ca/legdocs/mmis/2016/pg/bgrd/backgroundfile-92537.pdf>

Growing Up: Planning for Children in New Vertical Communities Guidelines

In July 2017, City Council adopted the City-wide Growing Up: Planning for Children in New Vertical Communities draft guidelines. The objectives of the guidelines are rooted in the Official Plan vision to create an attractive, safe and healthy city where children are valued and residents have access to housing, support services and recreational activities. The draft guidelines implement Official Plan policies that highlight the importance of integrated community facilities and amenities, the need for a comfortable and safe public realm and the creation of a range of housing options in communities. The Guidelines and City Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG21.3>

Urban Design Guidelines for the Golden Mile will be developed through the GMSP Study and will be used in the evaluation of this application.

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

COMMENTS

Reasons for the Application

The applicant proposes SASP for the subject lands to permit a range of residential and non-residential uses, new streets and parkland. The SASP would include built form and public realm parameters to guide future development on site.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

This application will be evaluated for consistency with the PPS and conformity with the Growth Plan. With regard to the PPS, staff will evaluate the proposed development against the policies that promote complete communities including opportunities for local employment; a mix of housing, recreation, parks and open space, and transportation choices. These policies are relevant for the subject site, which includes 6,896 square metres of existing office uses and 3,888 proposed residential units in close proximity to a future Eglinton Crosstown LRT stop (under construction).

With regard to the Growth Plan, staff will evaluate the application against the density targets adjacent to rapid transit stations (stops). The five Eglinton Crosstown LRT stops in the Golden Mile have not been identified as Major Transit Station Areas ("MTSA") in the Official Plan at this point. As such, staff will evaluate whether the proposed density is appropriate, despite the area not formally being identified as an MTSA. Staff will also review the application against the Growth Plan with respect to employment strategies to attract and retain jobs, and requirement to provide a range of housing options, public service facilities, recreation and green space

Official Plan Conformity

Staff are reviewing the application to determine its conformity with the Official Plan Policies pertaining to *Avenues*, *Mixed Use Areas*, office replacement, heritage and archaeological potential, healthy neighbourhoods, housing, parkland, and public art, amongst others.

Built Form, Planned and Built Context

Staff will assess the suitability of the proposed heights and massing within the existing and proposed context for the Golden Mile area. Staff will also evaluate the proposed transition to the adjacent low-rise non-residential uses on the north side of Ashtonbee Road and the east side of Warden Avenue.

Staff will evaluate whether the application is contextually appropriate with the planned context and emerging GMSP policies, which are informed by the city-wide Tall Building

Design Guidelines, the Mid-rise Building Guidelines and Growing Up: Planning for Children in New Vertical Communities Guidelines.

Staff will identify opportunities for the development to include a variety of public realm improvements including the construction of privately-owned publicly accessible open space (POPS), as well as potential connections to Ashtonbee Reservoir Park and the Meadoway further north, which is a matter of regional and provincial interest.

The applicant will be required to submit additional studies including sun/shadow and pedestrian level wind studies as part of their future Zoning By-law Amendment application.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The subject property generally contains public (City-owned) trees along the perimeter of the site, as well as limited private trees in landscaped areas adjacent to the drive aisles of the surface parking area. The applicant will be required to submit a Tree Preservation Report and Plan with their future Zoning By-law Amendment application, which will identify whether the existing public and/or private trees will be preserved.

Housing

A Housing Issues Report ("HIR") is required for Official Plan Amendment applications that propose residential development on sites that are larger than five hectares. An HIR has been submitted as part of this application because the site has an area of approximately 8.0 hectares and is being reviewed by City staff. The applicant will be required to provide a minimum of 20% affordable housing units. City Planning staff will encourage the applicant to provide a range of residential units and will require that a minimum of 10 percent of the units are larger units suitable for a broad range of households, including families with children.

Archaeological Assessment

An archaeological resource assessment identifies and evaluates the presence of archaeological resources also known as archaeological sites. Archaeological resource potential has been identified on the City of Toronto Archaeological Management Plan for the northeast portion of the subject site. An Archaeological Assessment ("AA") Report was submitted as part of this application and is under review by City Planning staff.

Heritage Impact & Conservation

The eastern portion of the property is listed on the City of Toronto Heritage Register, which pertains to the lands at 1940 Eglinton Avenue East, 880-900 Warden Avenue and 50 Thermos Road. The property is the former site of the Volkswagen Headquarters, including the five-storey office building at 1940 Eglinton Avenue East, which was constructed in 1978.

City Planning staff have requested a Heritage Impact Assessment ("HIA") Report to be submitted as part of the proposed development. The HIA Report will be reviewed to evaluate whether the proposal will have an impact on cultural heritage for the site and whether a conservation strategy will need to be implemented.

Community Services and Facilities

Community Services and Facilities ("CS&F") are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc.

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of, and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

Staff are reviewing the CS&F Study that was submitted as part of this application and will evaluate the impact of the proposed development and local development activity on community services and facilities, including an assessment of existing capacity to support the proposed population growth.

A CS&F strategy will be developed through the GMSP Study to create area-specific policies for the Golden Mile, which will be used in the evaluation of this application.

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the *Planning Act* to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title. Details of a Section 37 Agreement between the applicant and the City will be considered, in consultation with the Ward Councillor, if a project is ultimately approved.

Infrastructure/Servicing Capacity

The application is being reviewed in the context of the GMSP Study, which includes a servicing strategy. In particular, staff will determine whether there is sufficient infrastructure (streets, transit, water, sewage, hydro, community services and facilities, etc.) capacity to accommodate the proposed development and the potential cumulative impact of all proposed applications in the Golden Mile area. The applicant will be required to submit a Servicing Report with their future Zoning By-law Amendment application.

The applicant has submitted a Transportation Impact Study ("TIS"), which will be reviewed for the potential impact of the development on the existing transportation network. Staff will review the proposed public streets with regard to their location and right-of-way width to determine whether further transportation improvements are required to accommodate the travel demands associated with the development.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard ("TGS"). The TGS is a set of performance measures for green development. The proposed development will be required to meet and demonstrate compliance with Tier 1 of the TGS. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The application was submitted after May 1, 2018 and is subject to TGS Version 3.0. The application will be reviewed for compliance with Tier 1 performance measures. Staff will encourage the applicant to pursue a Tier 2 of the TGS or higher.

More information regarding the TGS can be found at:
<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/>

On-site Parkland

The applicant is not currently proposing an on-site parkland dedication. As part of the review of this application in the context of the GMSP Study and the emerging public realm strategy for the area, staff will review whether a full on-site parkland dedication will be required or whether a portion of the required parkland dedication will be provided off-site to create a larger consolidated park.

Other Matters

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

CONTACT

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SIGNATURE

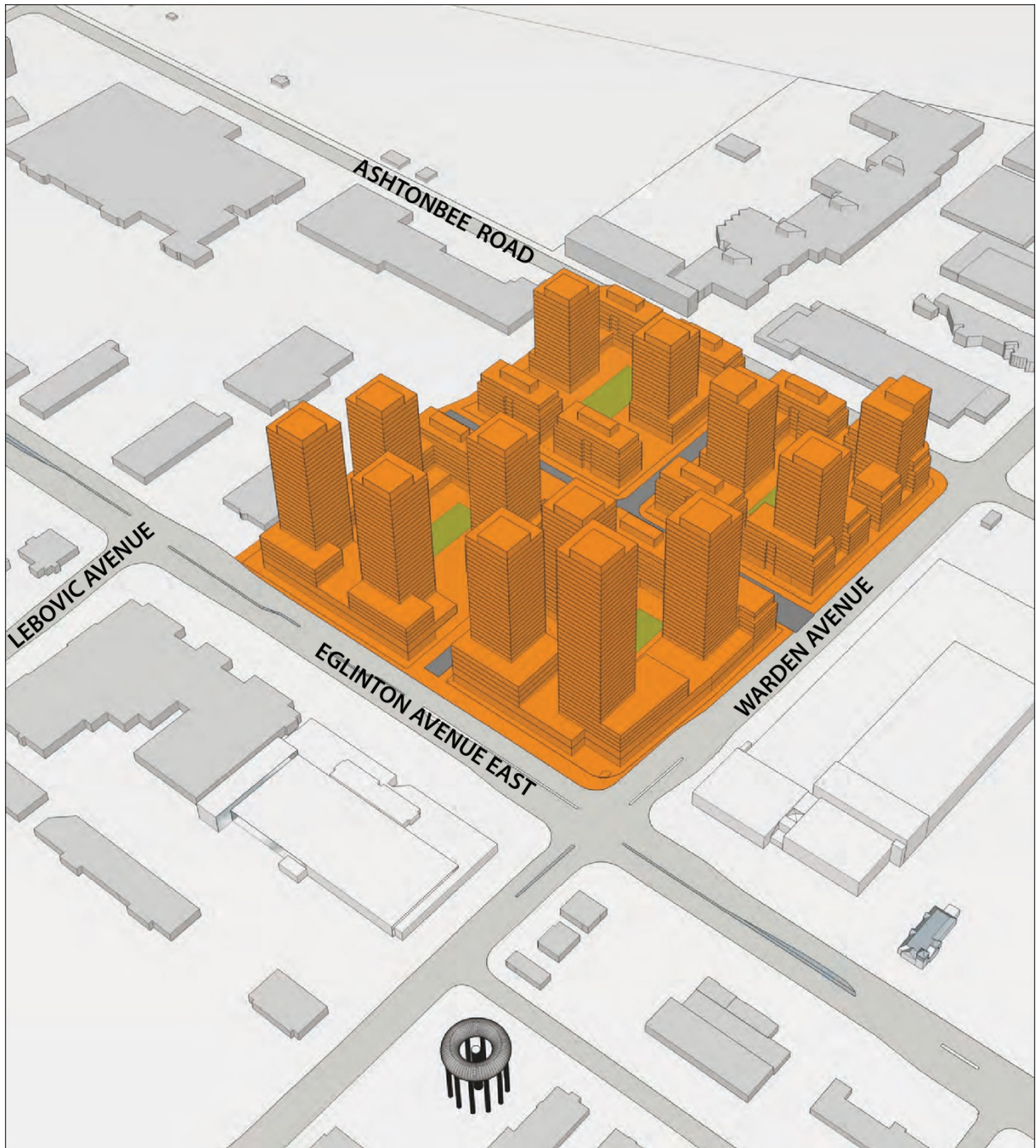
Paul Zuliani, Director
Community Planning, Scarborough District

ATTACHMENTS

City of Toronto Drawings

- Attachment 1: 3D Model of Proposal in Context (View looking northwest)
- Attachment 2: 3D Model of Proposal in Context (View looking southwest)
- Attachment 3: Location Map
- Attachment 4: Site Plan
- Attachment 5: Official Plan Map

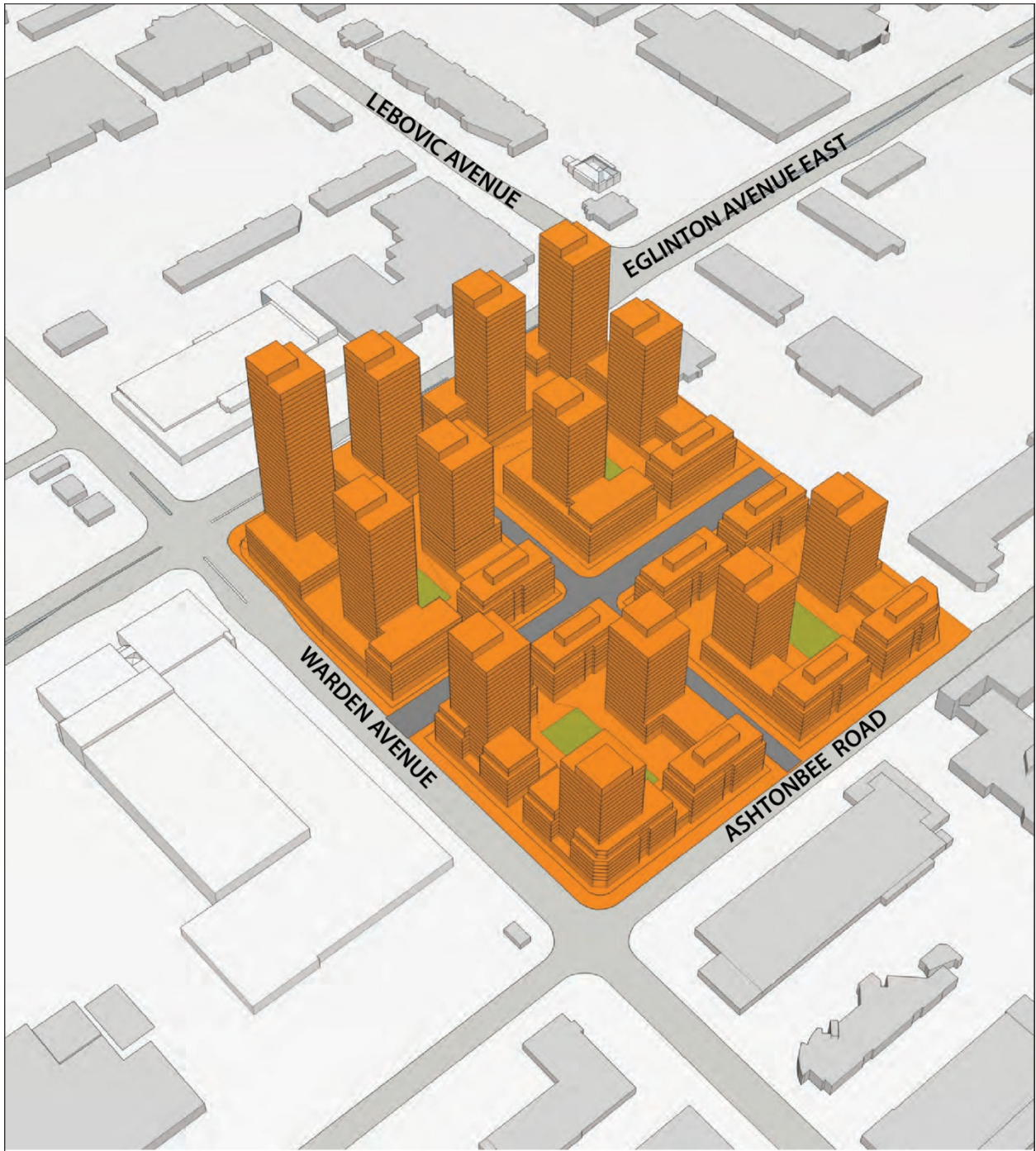
Attachment 1: 3D Model of Proposal in Context (View looking northwest)



View of Applicant's Proposal Looking Northwest


04/17/2019

Attachment 2: 3D Model of Proposal in Context (View looking southwest)

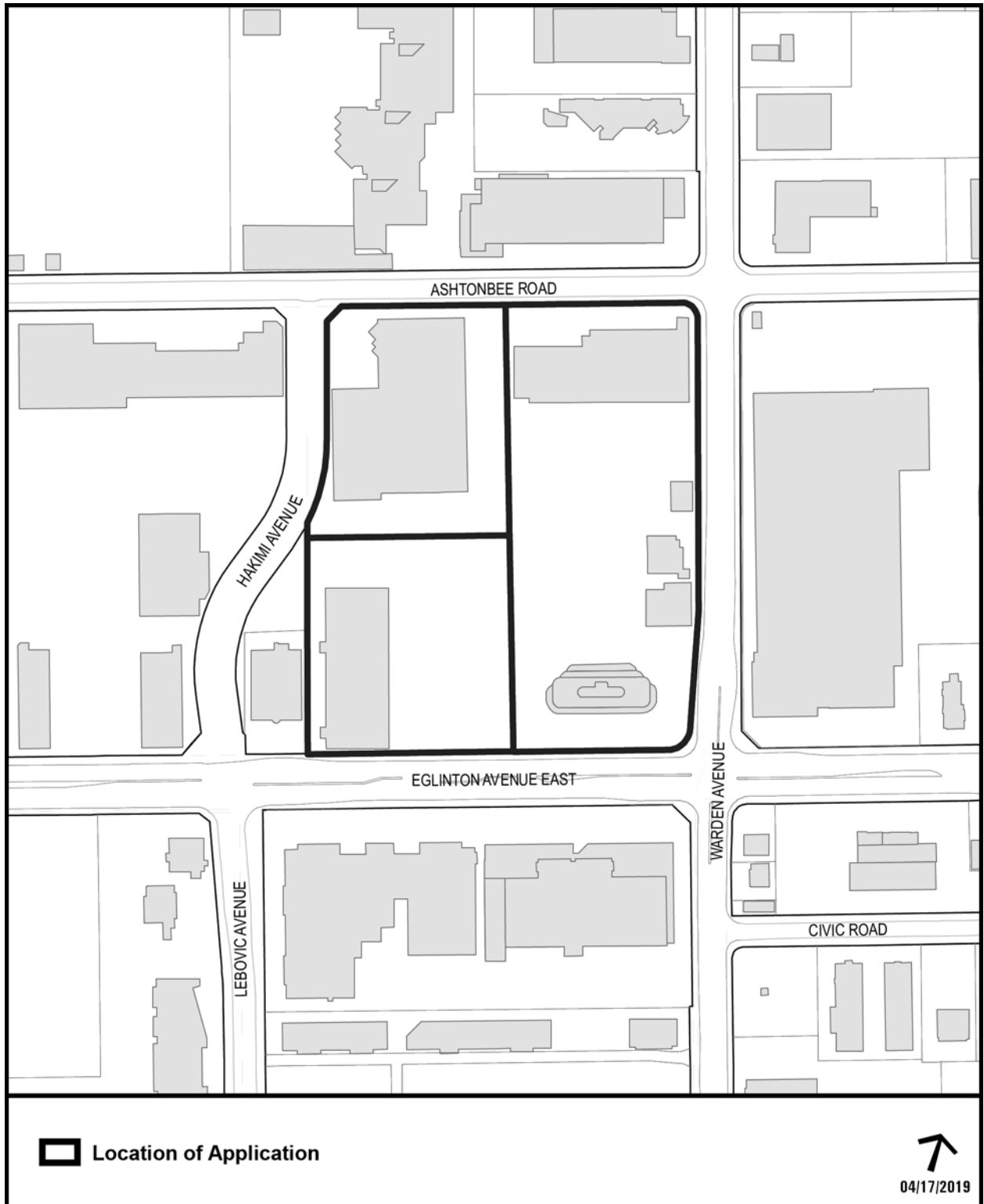


View of Applicant's Proposal Looking Southwest



04/17/2019

Attachment 3: Location Map



Attachment 4: Site Plan

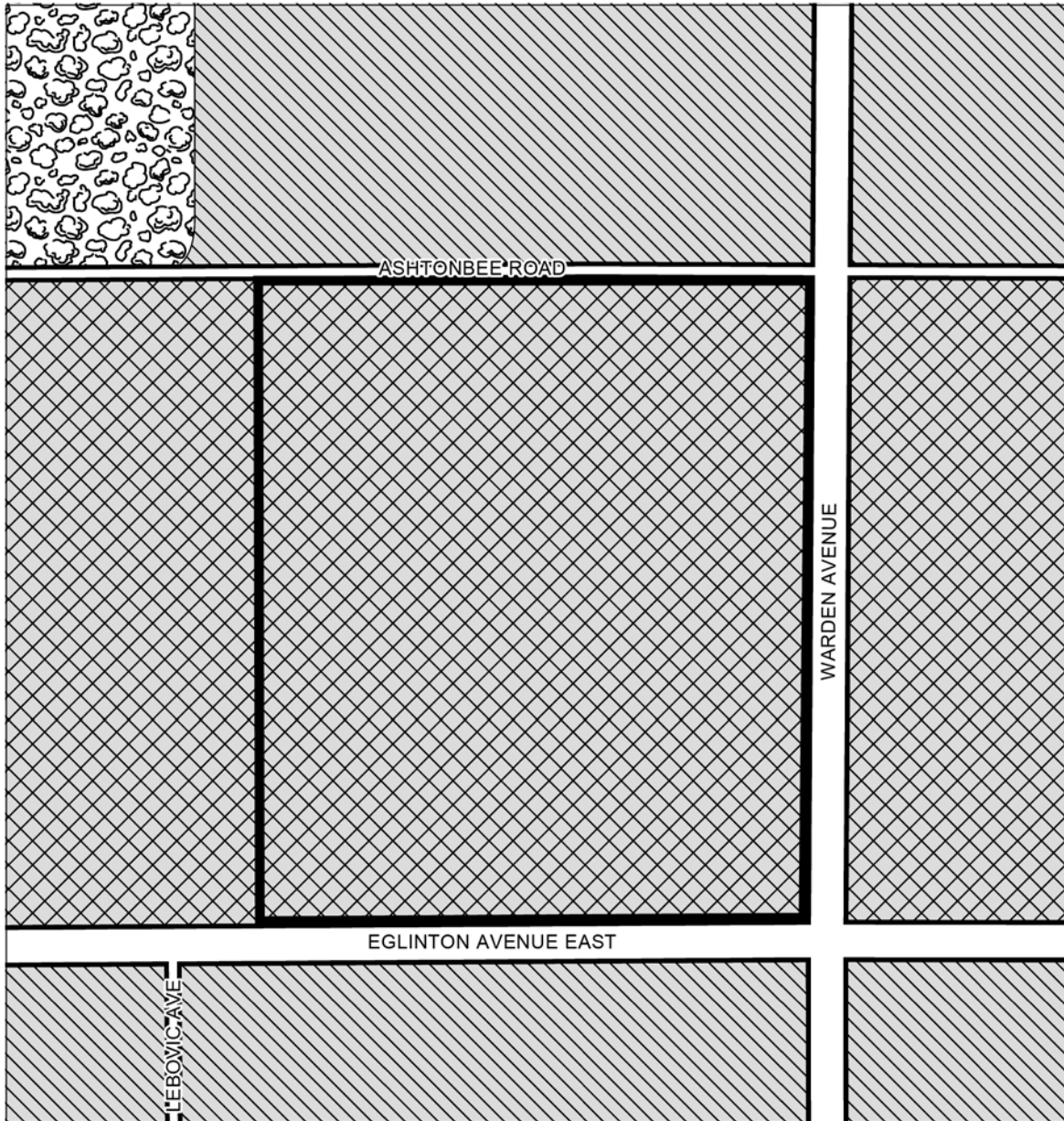


- HIGH RISE
8+ STOREYS
- MID RISE
6-8 STOREYS
- LOW RISE
1-5 STOREYS
- CONCEPTUAL LOCATION FOR CULTURAL/SOCIAL SPACE ON LEVELS AND OR 2, SECURED THROUGH COMMUNITY BENEFIT DISCUSSIONS

1) ASSUMES 750 m² FLOORPLATE
2) ASSUMES OVER 25 METRE SEPERATION








Attachment 5: Official Plan Map



Toronto
Official Plan Land Use Map #20

1920-1940 Eglinton Avenue East

File # 19 115893 STE 21 OZ

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|-------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|
|  Location of Application |  Parks & Open Space Areas |
|  Mixed Use Areas |  Parks |
|  Employment Areas | |


 Not to Scale
 04/03/2019