

860 Pharmacy Avenue, 9-40 Craigton Drive, and 1 Rannock Street – Official Plan Amendment Application – Preliminary Report

Date: January 17, 2020

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: Ward 21 - Scarborough Centre

Planning Application Number: 19 251045 ESC 21 OZ

Notice of Complete Application Issued: December 19, 2019

Current Use(s) on Site: Eight (8) 3 1/2 storey apartment buildings.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 860 Pharmacy Avenue, 9-40 Craigton Drive and 1 Rannock Street (Starlight lands), which is located within the Golden Mile Secondary Plan ("GMSP") study area. Staff are currently reviewing the application. It 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. Within the context of the ongoing development of the Golden Mile Secondary Plan, staff be authorized to:

- a. Schedule a community consultation meeting for the lands at 860 Pharmacy Avenue, 9-40 Craigton Drive and 1 Rannock Street, together with the Ward Councillor; and
- b. 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.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

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 May 2016, City Planning staff initiated the GMSP Study to develop a vision and comprehensive planning framework for the Golden Mile area. Staff have worked with a team of land use planning, urban design, transportation, servicing, and community services and public engagement consultants led by SvN Architects + Planners Inc., and have consulted with staff from other City divisions and agencies, as well as the

broader community throughout the Study process as part of the public engagement strategy.

In April 2019, City Council expanded the study area boundary from 97 to 113 hectares to include additional lands east of Victoria Park Avenue within Ward 20, as well as lands on the west side of Victoria Park Avenue within Ward 16 (refer to Attachment 6: Golden Mile Secondary Plan Study Boundary).

Phase Three (final phase) of the Study is complete and a Proposals Report, including draft Secondary Plan policies for Golden Mile, was considered by Scarborough Community Council on January 8, 2020. The draft Secondary Plan policies establish a planning framework for future development in the Golden Mile area that sets out the long-term vision for a complete, liveable, connected, responsive, and prosperous mixed-use community. The draft Secondary Plan policies can accommodate approximately 24,000 residential units, 43,000 residents and 19,000 jobs over the next 20+ years, in a mix of tall, mid and low-rise buildings ranging in height from four to 35 storeys.

The draft Secondary Plan policies for Golden Mile encourage appropriate residential and non-residential growth on lands designated *Mixed Use Areas and Apartment Neighbourhoods*, and employment uses, including office development/ investment on lands designated *General Employment Areas*. The draft policies also identify the infrastructure that will be required to support the anticipated growth in the Golden Mile, including streets, servicing, parks, and community service facilities.

The Proposal Report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.SC12.10>

A brief summary of the GMSP Study Phases is as follows:

Phase One

Phase One consisted of an analysis the existing conditions in GMSP study area and its surrounding context and identified opportunities and constraints, as well as the necessary work to be undertaken in other Phases of the Study. A draft vision and guiding principles were developed to inform the work to be undertaken in Phase Two.

The GMSP Study - Background Report for Phase One can be found at:

<https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/golden-mile-secondary-plan-study/information-reports/>

Phase Two

Phase Two of the Study consisted of identifying three development alternatives for Golden Mile that would advance the vision and guiding principles developed in Phase One.

The GMSP Study - Alternatives Report for Phase Two of the Study can be found at:

<https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/golden-mile-secondary-plan-study/information-reports/>

Phase Three

Phase Three of the Study identified a final design and plan for the study area based on the feedback from Phases Two and Three.

The GMSP Study - Final Consultant Report for Phase Three of the Study can be found at:

<https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/golden-mile-secondary-plan-study/information-reports/>

ISSUE BACKGROUND

Application Description

This application proposes to amend Chapter 7 of the Official Plan to add a Site and Area-Specific Policy ("SASP") to the property at 860 Pharmacy Avenue, 9-40 Craigton Drive and 1 Rannock Street to permit a mixed-use development with a new/reconfigured street (Craigton Drive) and 1,457 square metres of Privately-Owned Publicly-accessible Space ("POPS"). The mixed-use development would include three (3) tall buildings with tiered mid-rise base buildings, and would range from nine- to 34-storeys in height. The development would include a total of 1,718 residential units (including 248 rental replacement units), 1,311 square metres of retail uses, and a gross Floor Space Index ("FSI") of 4.24 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/>

See Attachments 1 and 2: 3D Model of Proposal in Context for a three dimensional representation of the project in context.

See Attachment 3: Location Map for a two dimensional view of the subject site and surrounding context.

See Attachment 4: Site Plan for a conceptual site plan for the site.

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: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

The Growth Plan (2019) contains policies pertaining to population and employment densities that should be planned for in major transit station areas ("MTSA"s) along priority transit corridors or subway lines. MTSA's are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review ("MCR"), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSA's achieve appropriate densities.

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 derives from The *Planning Act* of Ontario. 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 may be found here:

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

The current application is located on lands designated *Apartment Neighbourhoods* on Map 20 of the Official Plan.

See Attachment 5: Official Plan Map for the Official Plan designation of the subject site and adjacent properties.

The application is also located within the Golden Mile Secondary Plan study area.

Site and Area Specific Policy No. 109

The lands at 9-23 Craigton Drive are subject to SASP No. 109. The proposed OPA requests the deletion of SASP No. 109 as it applies to the subject site. Generally, SASP 109 establishes requirements indicating that the redevelopment of these lands will provide for "superior streetscapes with multi-purpose, attractive, pedestrian friendly and dynamic spaces". The intensification of a mix of commercial and residential uses will be consistent with the vision of revitalization of the abutting Golden Mile area.

Zoning By-laws

Both Zoning By-law 569-2013, as amended, and the former City of Scarborough Zoning By-law (Clairlea Community) No. 8978, as amended, currently apply to the site.

Under Zoning By-law 569-2013, as amended, the property is zoned Residential Apartment (RA) (au99.0) (x474). This zone permits dwelling units in a permitted residential building, as well as several conditional uses including a community centre, day nursery, group home, nursing home, and retail store.

The City's Zoning By-law 569-2013 can be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

The subject site is zoned Apartment Residential (A) under former City of Scarborough Zoning By-law (Clairlea Community) No. 8978, as amended, which permits apartment buildings, day nurseries, group homes, multiple-family dwellings, and private home day care uses as ancillary uses. A zoning by-law amendment has not been submitted with this application.

Design Guidelines

The following design guideline(s) will be used in the evaluation of this application:

- City-Wide Tall Building Design Guidelines;
- Mid-Rise Building Guidelines; and
- Growing Up: Planning for Children in New Vertical Communities Guidelines

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

Site Plan Control

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

Rental Housing Demolition and Conversion By-law

The applicant will be required to submit an application for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code for the demolition of the existing 248 rental housing units. As per Chapter 667-14, a tenant consultation meeting will be held to review the impact of the proposal on tenants of the residential rental property and matters under Section 111.

COMMENTS

Reasons for the Application

The applicant proposes a SASP for the subject lands to permit a range of residential uses, a new/reconfigured street (Craigton Drive) and open space. The SASP would also 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 (2019). With regard to the PPS, staff will evaluate the proposed development against the policies that promote complete communities including a mix of housing, recreation, parks and open space, and transportation choices. These policies are relevant for the subject site, which includes 1,718 proposed residential units in close proximity to a future Eglinton Crosstown LRT stop (under construction) at Pharmacy Avenue.

With regard to the Growth Plan (2019), staff will evaluate the application against the density targets adjacent to rapid transit stations (LRT 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 (2019) with respect to employment strategies to attract and retain jobs, and the 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 *Apartment Neighbourhoods*, 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 review the proposal in the context of the proposed development for the adjacent lands to the south at 1880-1890 Eglinton Avenue East and west at 1523-1545 Victoria Park Avenue. Staff will also evaluate the proposed transition to the *Apartment Neighbourhoods* lands on the north side of Craigton Drive and Rannock Street, and to The Meadoway further north.

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, the Growing Up: Planning for Children in New Vertical Communities Guidelines, and the emerging Urban Design Guidelines for the Golden Mile.

Staff will identify opportunities for the development to include a variety of public realm improvements, including a new street with an appropriate right-of-way width, the suitability of the proposed POPS and lack of public parkland, as well as a potential connection to The Meadoway (Hydro Corridor) north of Craigton Drive, which is a matter of regional and provincial interest.

Additional studies will be required as part of the applicant's future Zoning By-law Amendment application, including sun/shadow and pedestrian level wind studies.

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 Eglinton Avenue East, Ashtonbee Road and Hakimi Avenue frontages, 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 seek to demolish existing rental properties, intensify existing rental sites, convert existing rental housing to condominiums or that propose residential development in excess of five hectares. A HIR has been submitted as part of this application and is under review by City staff. City Planning staff will encourage the applicant to provide a range of residential units and will require that a minimum of 35 per cent of the units be larger units suitable for a broad range of households, including families with children, of which 10 per cent will be three-bedroom units.

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.

A CS&F strategy is being developed through the GMSP Study to create area-specific policies for the Golden Mile, which will be used in the evaluation of this application. The emerging direction for the GMSP Study identifies long-term priority areas for CS&F. The subject site is located within a community agency priority area.

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 detailed Functional 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 and planned transportation network. Staff will review the proposed public street with regard to its location and right-of-way width in the context of the GMSP Transportation Master Plan ("TMP"), which identifies the transportation improvements required to support the proposed growth in the GMSP study area and the associated timing for the completion of those improvements. Staff will also review the proposed closure of the southeast portion of Craigton Drive.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard ("TGS"). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. 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 currently proposing 1,457 square-metre POPS and no on-site parkland dedication. Based on the current parkland dedication requirements (alternate rate), the applicant would be required to provide a 3,990 square metre on-site parkland dedication for a net site area of 2.6 hectares. Staff will review parkland dedication requirements, in the context of the draft Secondary Plan policies for Golden Mile and the emerging public realm strategy for the area.

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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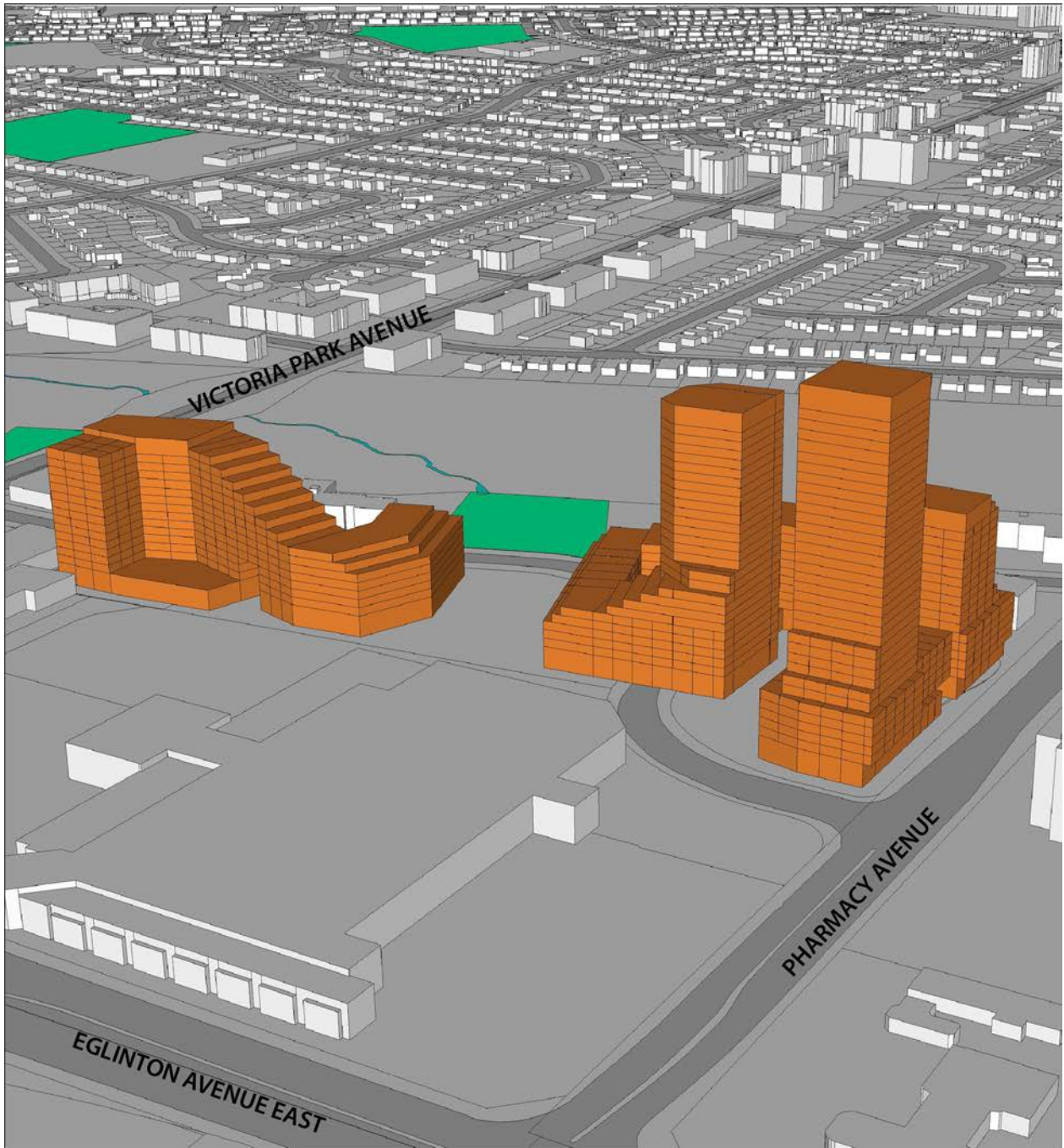
SIGNATURE

Paul Zuliani, MBA, RPP, Director
Community Planning, Scarborough District

ATTACHMENTS

Attachment 1: 3D Model of Proposal in Context (Looking Northwest)
Attachment 2: 3D Model of Proposal in Context (Looking Southwest)
Attachment 3: Location Map
Attachment 4: Site Plan
Attachment 5: Official Plan Map
Attachment 6: Golden Mile Secondary Plan Study Boundary

Attachment 1: 3D Model of Proposal in Context (Looking Northwest)

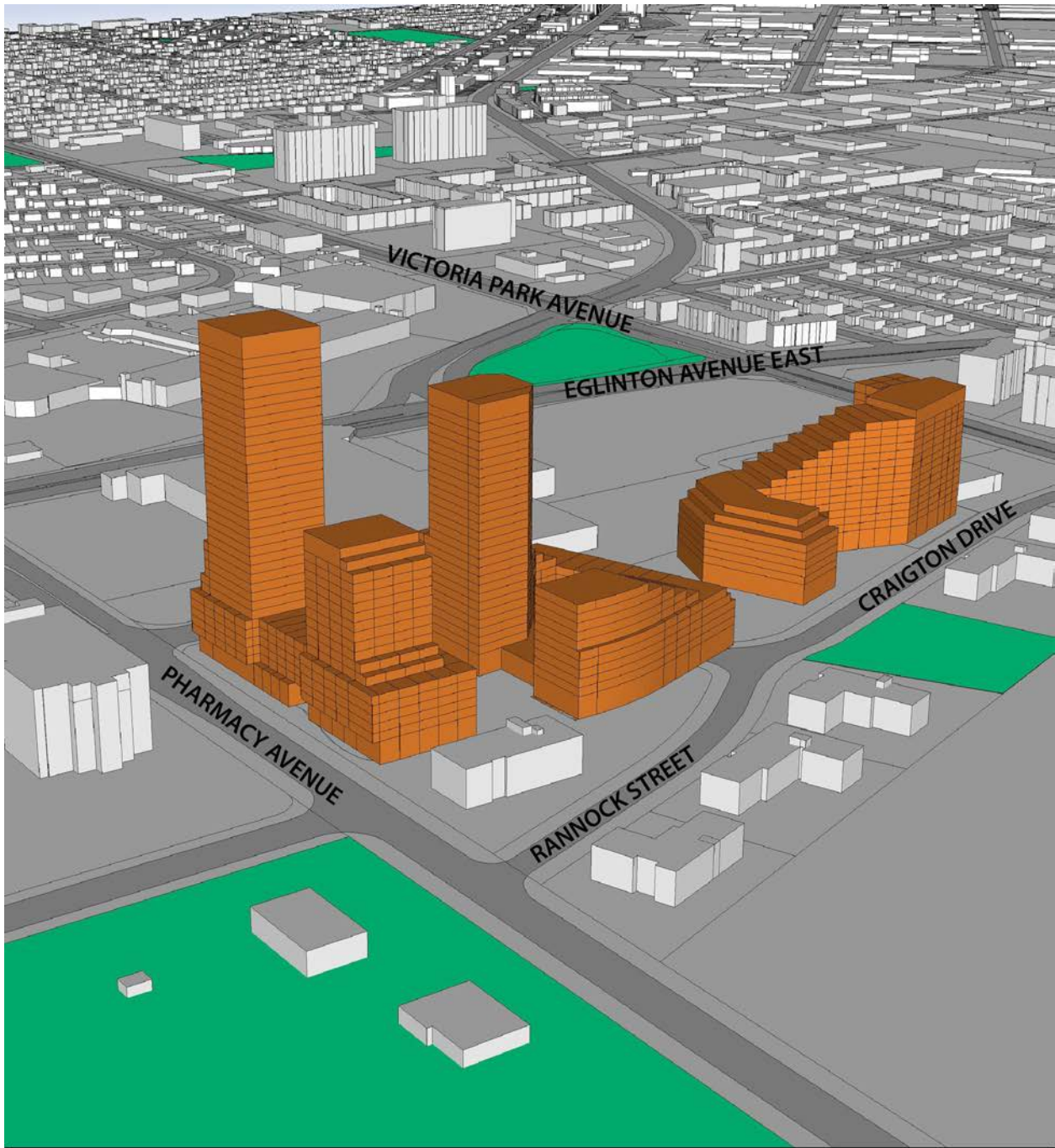


View of Applicant's Proposal Looking Northwest



01/08/2020

Attachment 2: 3D Model of Proposal in Context (Looking Southwest)

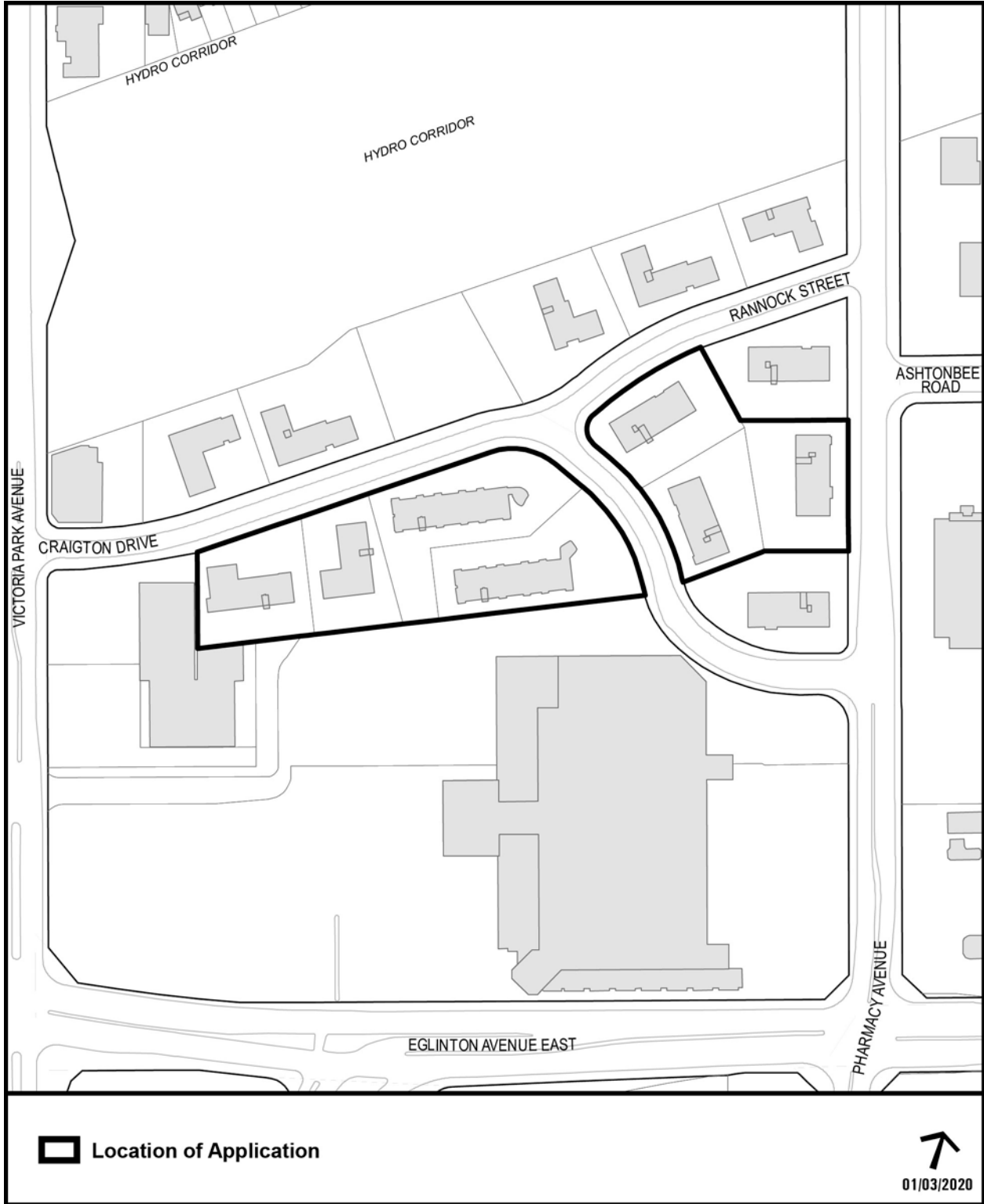


View of Applicant's Proposal Looking Southwest



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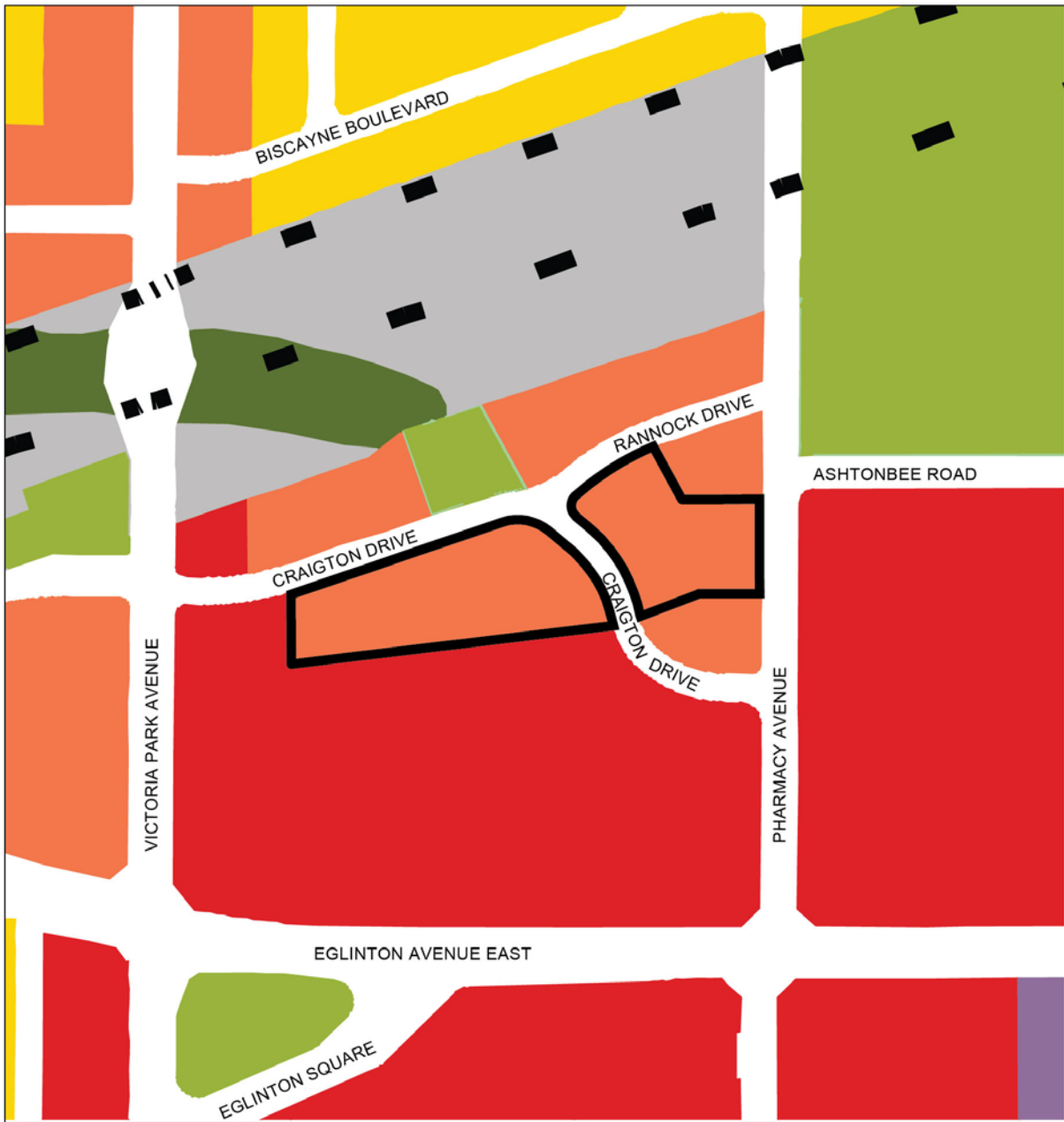
Attachment 3: Location Map



Attachment 4: Site Plan



Attachment 5: Official Plan Map



Official Plan Land Use Map #21

860 Pharmacy Avenue, 9-40 Craighton Drive
and 1 Rannock Street
File # 19 251045 ESC 21 0Z

Location of Application	Parks & Open Space Areas	General Employment Areas
Neighbourhoods	Natural Areas	Utility Corridors
Apartment Neighbourhoods	Parks	
Mixed Use Areas		

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Not to Scale
01/03/2020

Attachment 6: Golden Mile Secondary Plan Study Boundary

