



STAFF REPORT ACTION REQUIRED

1966 – 2050 Eglinton Avenue East & 50 Thermos Road - Official Plan Amendment Application – Preliminary Report

Date:	March 15, 2016
To:	Scarborough Community Council
From:	Acting Director, Community Planning, Scarborough District
Wards:	Ward 37 – Scarborough Centre
Reference Number:	15 258686 ESC 37 OZ

SUMMARY

This Official Plan Amendment (OPA) application proposes to amend the Official Plan to add a "Site and Area Specific Policy" for the subject site (the RioCan lands), located north of Eglinton Avenue between Warden Avenue and Thermos Road. The proposed amendment would add new policies to guide future mixed-use development on the lands. The RioCan lands are located within the "Golden Mile Focus Area"; one of six "Focus Areas" that have been identified in the Eglinton Connects Planning Study that are to be studied in association with construction of the Eglinton Crosstown Light Rail Transit.

City Planning is undertaking a Golden Mile Secondary Plan Study, commencing in 2016.

This report provides preliminary information on the Official Plan Amendment application for the RioCan lands and seeks Community Council's direction on further processing of the application and on the community consultation process.

Planning Staff recommend that this amendment application be processed concurrently with the Golden Mile Secondary Plan Study and that the



amendment be considered in the context of Council's consideration of the final Golden Mile Secondary Plan.

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 Council concurrently or following Council's consideration of the Golden Mile Secondary Plan;
3. City Council determine that an Avenue Segment Study is not required given that 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 1966 - 2015 Eglinton Avenue East and 50 Thermos 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
5. 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

Eglinton Connects Planning Study:

In May, 2014, City Council adopted the "Eglinton Connects Planning Study" which examined future land use, built form, public realm and road layout for the 19 kilometres of the Eglinton Crosstown Light Rail Transit (LRT). The Eglinton Crosstown LRT is a major public transit line approved and under construction along Eglinton Avenue from Weston Road to Kennedy Road. The LRT is expected to open in 2020. In conjunction with construction of the LRT, the City is developing a long-range plan for Eglinton Avenue corridor that includes economic growth, intensification and beautification.

The Eglinton Connects Planning Study identified six “Focus Areas” along the Eglinton Avenue corridor with the capacity to accommodate future residential, mixed use, and/or employment growth. Each Focus Area was identified as requiring further study. The Golden Mile was identified as one of the Focus Areas having the capacity to accommodate significant mixed-use, residential, and employment intensification and redevelopment through more detailed planning and analysis.

Further information on Eglinton Connects, including staff reports and study material, can be found at www.toronto.ca/eglinton.

Golden Mile Secondary Plan Study

City Planning is undertaking a "Golden Mile Secondary Plan Study" for the lands known as the Golden Mile Focus Area, as recommended in the Eglinton Connects Planning Study. The intent of the Secondary Plan is to provide a policy framework for further reinvestment and new development within the Golden Mile's *Mixed Use Areas, Apartment Neighbourhoods* and *Employment Areas*. The primary study area includes the Eglinton Connects Planning Study's Golden Mile Focus Area, which includes lands bounded by Victoria Park Avenue to the west, Ashtonbee Road to the north, Thermos Road/Sinnott Road to the east, and an irregular boundary to the south. The lands comprising this area are approximately 82 hectares in size. The study area also includes the Golden Mile Focus Sub-Area extending east along Eglinton Avenue East to Birchmount Road, and the *Apartment Neighbourhoods* north of the Golden Mile Shopping Centre between Victoria Park and Pharmacy Avenues. The RioCan lands form a part of the study area. See Attachment 2: Golden Mile Secondary Plan Study Area for the study area boundaries.

Details respecting the Golden Mile Secondary Plan Study, including objectives and the timeline, are set out in a City Planning Staff Report titled "Golden Mile Secondary Plan Study" which will also be before Scarborough Community Council at its meeting of April 5, 2016.

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

Council of the former City of Scarborough, at its meeting of June 10, 1997, 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, which were key to supporting additional land uses, were identified. 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. For additional details, see the link to City staff report:

<http://www.toronto.ca/legdocs/2001/agendas/council/cc010626/pof9rpt/cl1008.pdf>.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant on August 10, 2015 to discuss complete application submission requirements. The applicant was advised that the RioCan lands would form part of the area subject to the City's proposed Golden Mile Secondary Plan Study to be initiated in 2016. Staff also identified a number of issues including the need for a comprehensive study of the entire Golden Mile Focus Area, the need for an analysis of transportation, servicing requirements, community services and facilities needs, park land dedication and open space requirements, provision for "complete and walkable communities", and the enhancement of employment and residential use.

ISSUE BACKGROUND

Proposal

RioCan Holdings Inc. has submitted an Official Plan Amendment (OPA) application with a draft Official Plan amendment to add a "Site and Area Specific Policy (SASP)" for the RioCan lands, located north of Eglinton Avenue between Warden Avenue and Thermos Road. The draft amendment proposes to add new site-specific policies to guide future mixed-use development on the lands. The draft OPA proposes to add a new vision for the site and a development strategy that calls for future development context plans and block plans for the lands. The proposed OPA maintains the existing *Mixed Use Areas* land use designation. The proposed "Site and Area Specific Policy" would provide for a phased, mixed-use community to redevelop over time on the lands. See Attachment 3: Application Data Sheet for more information respecting the application.

Site and Surrounding Area

The RioCan lands (1966-2050 Eglinton Avenue East and 50 Thermos Road) are currently designated *Mixed Use Areas* in the Official Plan. The subject site is a large 10.72 hectare (26.5 acre) property currently developed with retail commercial uses on the north side of Eglinton Avenue East and bounded by Ashtonbee Road and Thermos Road on the north and east respectively. The site presently accommodates approximately 30,609 sq. m. (329,480 sq. ft.) of commercial retail space in a variety of building types. Larger buildings are oriented to the north end of the site and include a fitness facility, food store and the former Target department store (now vacant). There are two mid-size buildings on the south part of the site generally along Eglinton Avenue with a variety of businesses including: a pet store, a business supplies store, an entertainment facility (Laserquest) and two home furnishings stores. There are also several smaller buildings lining Eglinton Avenue mostly (restaurants, a dental office and a bank). Surrounding land uses are as follows:

- North: Across Ashtonbee Road, an industrial area (designated *Employment Areas*), containing a variety of industrial buildings with some outdoor storage (vehicles and materials) and a recently constructed two-storey building complex presently leasing space for industrial and office purposes.
- South: Across Eglinton Avenue East, are lands designated *Employment Areas*. These lands contain a variety of employment uses such as the Scotiabank Toronto

Contact Centre, (linked to a mid-rise office building), various businesses (new and used car dealerships, car rentals/repair, and a restaurant) and further south is the Toronto East Detention Centre (Ministry of Community Safety and Correctional Services).

West: Cosmetica Laboratories, an industrial business is located on a large site that abuts the RioCan lands. The site is designated *Mixed Use Areas*.

East: Thermos Road provides the west boundary of a large site that extends north to Ashtonbee Road, south to Eglinton Avenue and east to Birchmount Road that contains a large, mid-rise office complex which includes retail, services and a restaurant (also designated *Mixed Use Areas*).

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. City Council's planning decisions are required to be consistent with the PPS.

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. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

Eglinton Avenue East, within the Golden Mile Focus Area, is a major arterial and a "Higher Order Transit Corridor" (Maps 3 & 4 of the Official Plan). The lands immediately north along Eglinton Avenue are identified as an *Avenue* on Map 2 of the Plan. The RioCan lands are included in the *Avenue* area. The RioCan lands are also designated *Mixed Use Areas* (Map 20 -Urban Structure) in the Official Plan (See Attachment 1- Official Plan).

Chapter 2 of the Official Plan sets out a policy framework and strategy for managing Toronto's growth and include policies respecting *Avenues*. An *Avenue* is an important corridor along a major street where reurbanization is anticipated and encouraged to create new housing and job opportunities, while improving the pedestrian environment, the appearance of the street, shopping opportunities and transit service for community residents. Chapter 2 of the Official Plan states that the framework for new development on an *Avenue* will be established through an "*Avenue* (segment) Study", resulting in appropriate zoning and design guidelines created in consultation with the local community. Development may be

permitted on the *Avenues* prior to an *Avenue* Study and will be considered on the basis of all the policies of the Plan.

Development applications in *Mixed Use Areas*-designated lands on *Avenues*, which proceed in advance of an *Avenue* Study, have the potential to set a precedent for the form and scale of reurbanization along the *Avenue*. In addition to the *Mixed Use Areas* policies, proponents of such proposals are also required to address the larger context and examine the implications for the segment of the *Avenue* in which the proposed development is located.

The *Mixed Use Areas* designation provides for a broad range of commercial, residential and institutional uses, in single-use or mixed-use buildings, as well as parks and open spaces and utilities. The policies of this land use designation include development criteria which direct that new development:

- create a balance of high quality commercial, residential, institutional and open space uses that reduce automobile dependency and meet the needs of the local community;
- provide for new jobs and homes for Toronto's growing population, creating and sustaining well-paid, stable, safe and fulfilling employment opportunities;
- locate and mass new buildings to provide a transition between areas of different development intensity and scale by providing appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*;
- locate and mass new buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods*;
- locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
- provide an attractive, comfortable and safe pedestrian environment;
- take advantage of nearby transit services;
- provide good site access and circulation and an adequate supply of parking for residents and visitors;
- locate and screen service areas, ramps and garbage areas to minimize the impact on adjacent streets and residences; and
- provide indoor and outdoor recreation space for building residents in every significant multi-unit residential development.

The Public Realm policies (Section 3.1.1) of the Official Plan recognize the essential role the City's streets, open spaces, parks, ravines, natural areas and other key public assets play in creating a great city. The Public Realm policies are designed to ensure that a high standard is achieved through urban design, landscaping, and architecture for both public and private development and works. The Public Realm policies provide for new streets to be public; new development blocks to be appropriately sized and parks and open spaces to be well designed and appropriately located.

The Built Form policies (Section 3.1.2) of the Official Plan specify that new development be located and organized to fit within its existing and/or planned context and to frame and

support adjacent streets, parks and open spaces. Section 3.1.3 (Built Form) notes that the City's taller buildings come with larger civic responsibilities and obligations than other buildings. This section of the Plan provides direction respecting "Tall Buildings" designed to address key urban design considerations, including:

- meeting the built form principles of the Official Plan;
- demonstrating how the proposed buildings and site designs will contribute to and reinforce the overall City structure;
- demonstrating how the proposed buildings and site designs relate to the existing and/or planned context;
- taking into the account the relationship of the topography and other tall buildings; and
- providing high quality, comfortable and usable publically accessible open space areas

Section 3.1.4 of the Official Plan recognizes the importance of Public Art to reflect the City's cultural diversity and history. Public art is encouraged to be included in all significant private sector developments.

The Housing policies of the Official Plan (Section 3.2.1) support a full range of housing in terms of form, tenure and affordability, across the City and within neighbourhoods. New housing supply will be encouraged through intensification and infill that is consistent with the Official Plan. Large residential developments provide an opportunity to achieve a mix of housing in terms of types and affordability. On large sites, such as the RioCan lands, generally greater than 5 hectares in size, where an increase in density and/or height is proposed, the policies of the Plan provide for 20 percent of the additional residential units to be affordable housing.

The Community Services and Facilities policies in Section 3.2.2 of the Official Plan state that strategies for providing new social infrastructure or improving existing community service facilities will be developed for areas that are inadequately serviced or experiencing major growth or change, and will be informed through the preparation of a community services strategy. The inclusion of community service facilities are encouraged in all significant private sector development.

Section 5.1.1 of the Official Plan contains policies to secure public benefits in exchange for increased height and density for new development pursuant to Section 37 of the Planning Act. Section 37 may be used to secure community benefits, provided the proposal represents good planning and is recommended for approval.

Official Plan Amendment No. 231:

At its December 16, 2013 meeting, City Council adopted Official Plan Amendment (OPA) No. 231. OPA 231 was approved (in part) by the Province in July, 2014. OPA 231 promotes a balanced growth of jobs and housing across the City so Torontonians can both live and work in the City, and reduce the need for long distance commuting and avoid congestion on the City's roads.

OPA 231, in part, re-designated the majority of the lands along the south side of Eglinton Avenue East in the Golden Mile Study area from Employment Areas to *General Employment Areas*. Lands along the north side of Eglinton Avenue in the Golden Mile Study area remained designated as *Mixed Use Areas*, including the RioCan lands.

OPA 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 (the Ontario Municipal Board), these policies are intended to provide for minimum standards for commercial development and increased non-residential gross floor area within mixed use buildings.

The Official Plan can be found on the City's website [here](#).

Official Plan – Site and Area Specific Policy No. 129:

Lands south and north of Eglinton Avenue East between Pharmacy Avenue and Birchmount Road are subject to Site and Area Specific Policy 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 "Transportation System Improvement (TSI)" charge to equitably allocate the capital costs of any such improvements. Site and Area Specific Policy No. 129 can be found at the following web link: <http://www1.toronto.ca/planning/chapter7.pdf>.

Zoning

The Site is located in the “Golden Mile Employment District – East” area of the former City of Scarborough Employment Districts Zoning By-law No. 24982, as amended. The Site is zoned “Mixed Employment” (ME) which permits a broad range of predominantly retail, commercial and employment uses. The RioCan site and other lands along Eglinton Avenue East within the Golden Mile Area are not subject to the City's new Zoning By-law No. 569-2013, as amended.

COMMENTS

Application Submission

Since the RioCan site is not presently located within a Secondary Plan area, nor has the City undertaken an *Avenue Study* for the RioCan site and adjacent lands, the owner has proposed and submitted an Official Plan Amendment (OPA) to establish a vision for the mixed-use redevelopment of the site. In support of the OPA request, the owner has submitted the following reports/studies:

- Planning Rationale
- Community Services and Facilities Study
- Transportation Study
- Urban Design Brief
- Archaeological Assessment
- Servicing Study (including Sanitary, Storm Water Management, Water)

A Notification of Incomplete Application issued on Dec 30, 2015 identified the outstanding material required for a complete application submission as follows:

- Housing Issues Report

The outstanding material was submitted on March 7, 2016 and a Notification of Complete Application was subsequently issued on March 7, 2016.

Avenue Segment Study

As noted in the Official Plan section of this report, development in *Mixed Use Areas* on an *Avenue* prior to an *Avenue* Study has the potential to set a precedent for the form and scale of reurbanization along the *Avenue*. Proponents of such proposals are required to address the larger context and examine the implications for the segment of the *Avenue* in which the proposed development is located. At present, no *Avenue* segment study has been undertaken for the Golden Mile Focus Area. RioCan has applied for an Official Plan Amendment (OPA) to establish a "high-level" policy framework for the lands. A zoning amendment application for a specific development proposal(s) has not been submitted at this time.

Given that Planning Staff are undertaking a Secondary Plan Study for the Golden Mile, that will include the RioCan lands, Planning Staff are of the opinion that an *Avenue* Segment Study is not required.

Issues to be Resolved

The application has been circulated to City divisions and public agencies for comment. Planning staff will review and discuss with the applicant the issues below that have been identified on a preliminary basis:

- Timing and consistency of the proposed Official Plan Amendment with the emerging vision, policies and guidelines of the Golden Mile Secondary Plan Study and final report(s)
- Consistency with the PPS and the Growth Plan for the Greater Golden Horseshoe
- Conformity with Official Plan policies and the tall building, mid-rise and infill townhouse Urban Design Guidelines
- Appropriate type, mix and location of uses within the buildings and across the sites
- Provision of a significant office component on the site
- Advancement and enhancement of land uses including employment opportunities on site
- Opportunities to expand and enhance the public realm
- Consistency with any proposed street and block plan(s)
- Opportunities to create privately-owned publicly-accessible spaces (POPS) at key locations across the lands
- Impacts on community services and facilities and their ability to accommodate the proposed growth
- Impacts on hard services including pedestrian, cycling, transit and vehicular networks; water, stormwater and sanitary services; and hydro services
- Appropriate proposed phasing for redevelopment

- Compatibility with existing uses to the north
- Compatibility and fit with the existing and planned physical character of the area
- Opportunities to enhance the urban forestry and the impact on existing trees
- Appropriate height, scale and intensity of development with consideration of associated potential impacts both within each block and on surrounding sites, parks and open spaces and streets
- Public art opportunities in accordance with Official Plan policies
- Incorporation of a mix of residential tenures and unit sizes and types across the site with emphasis on creating a range of affordable housing options, including consideration of rental units and increasing the number of larger dwelling units suitable for a broader range of households including families with children

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

Further Processing of the Application

The RioCan site, and the larger surrounding Golden Mile Focus Area, is not presently within a Secondary Plan area, nor has the site (or area) been subject to an *Avenue Study*. The owner of the RioCan lands has applied for an Official Plan Amendment to establish a "high-level" policy framework for the site.

As recommended in the Eglinton Connects Planning Study, the Golden Mile Focus Area is to be studied in association with construction of the Eglinton Crosstown Light Rail Transit. City Planning, in association with Economic Development & Culture has begun a "Market Analysis and Economic Strategy Study for the Golden Mile". This Study will assist the City in understanding current economic and employment conditions in the area and will inform the development of a new planning framework for the Golden Mile area. The Market Analysis and Economic Strategy Study is expected to be completed in May, 2016.

City Planning is also undertaking a Golden Mile Secondary Plan Study to develop a vision and comprehensive planning framework for the Golden Mile Focus Area and sub-areas. This Study will form the foundation for a Secondary Plan, Urban Design Guidelines and other planning tools to be developed by the City. The Golden Mile Secondary Plan Study will facilitate and support appropriate residential and non-residential growth within the *Mixed Use Areas* and *Apartment Neighbourhoods* designations, while protecting and encouraging new employment and office development and investment within the *Employment Areas* designation.

As the RioCan Site is part of a larger Golden Mile Focus Area and in consideration that City Planning is undertaking a Secondary Plan study for the Golden Mile Focus Area that contemplates the development of new area specific policies as a framework for further investment and new development within the area, consideration of the RioCan amendment application should proceed concurrently with of the Golden Mile Secondary Plan Study and within the context of the Golden Mile Secondary Plan Study.

CONTACT

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SIGNATURE

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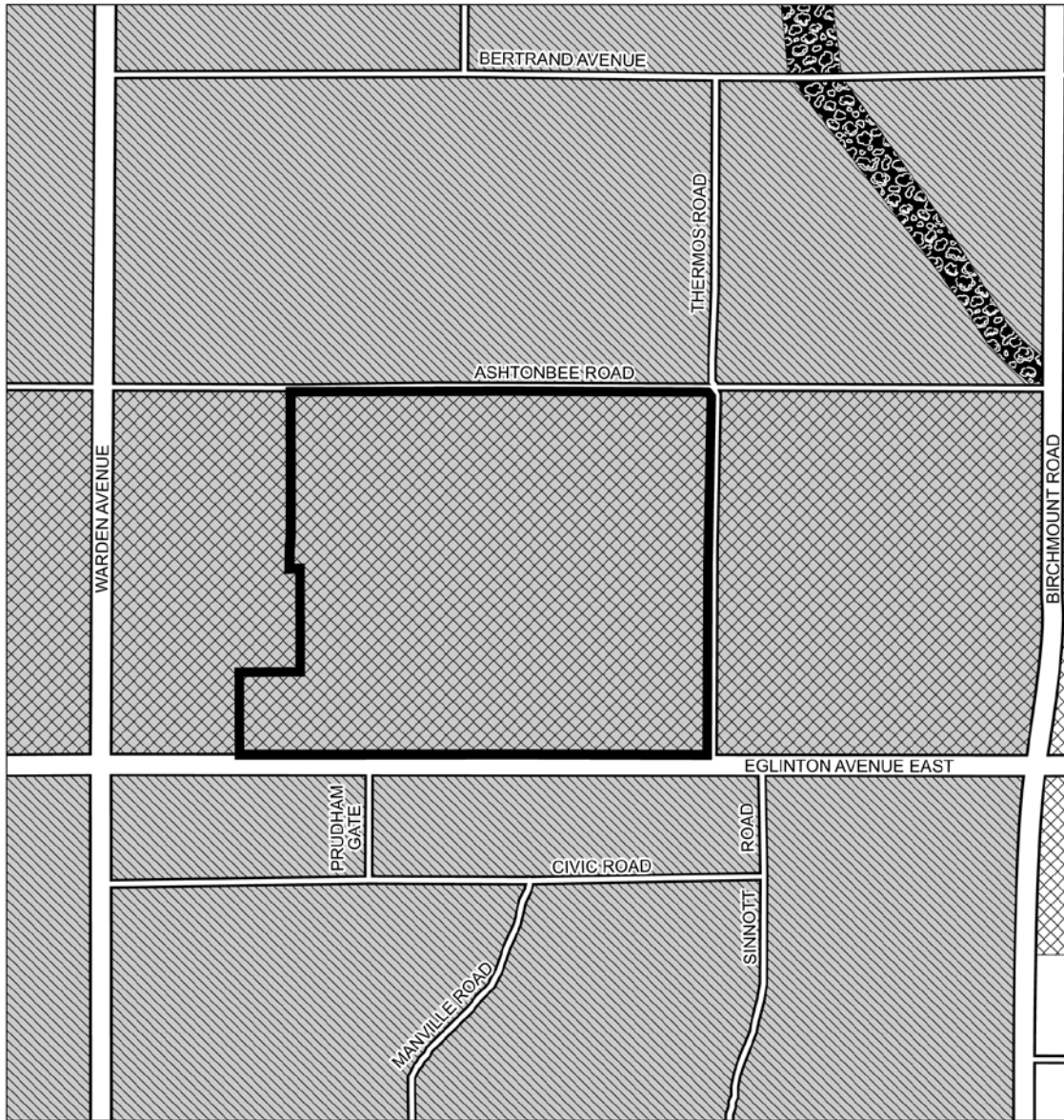
ATTACHMENTS

Attachment 1: Official Plan

Attachment 2: Golden Mile Focus Area Secondary Plan Area

Attachment 3: Application Data Sheet

Attachment 1: Official Plan



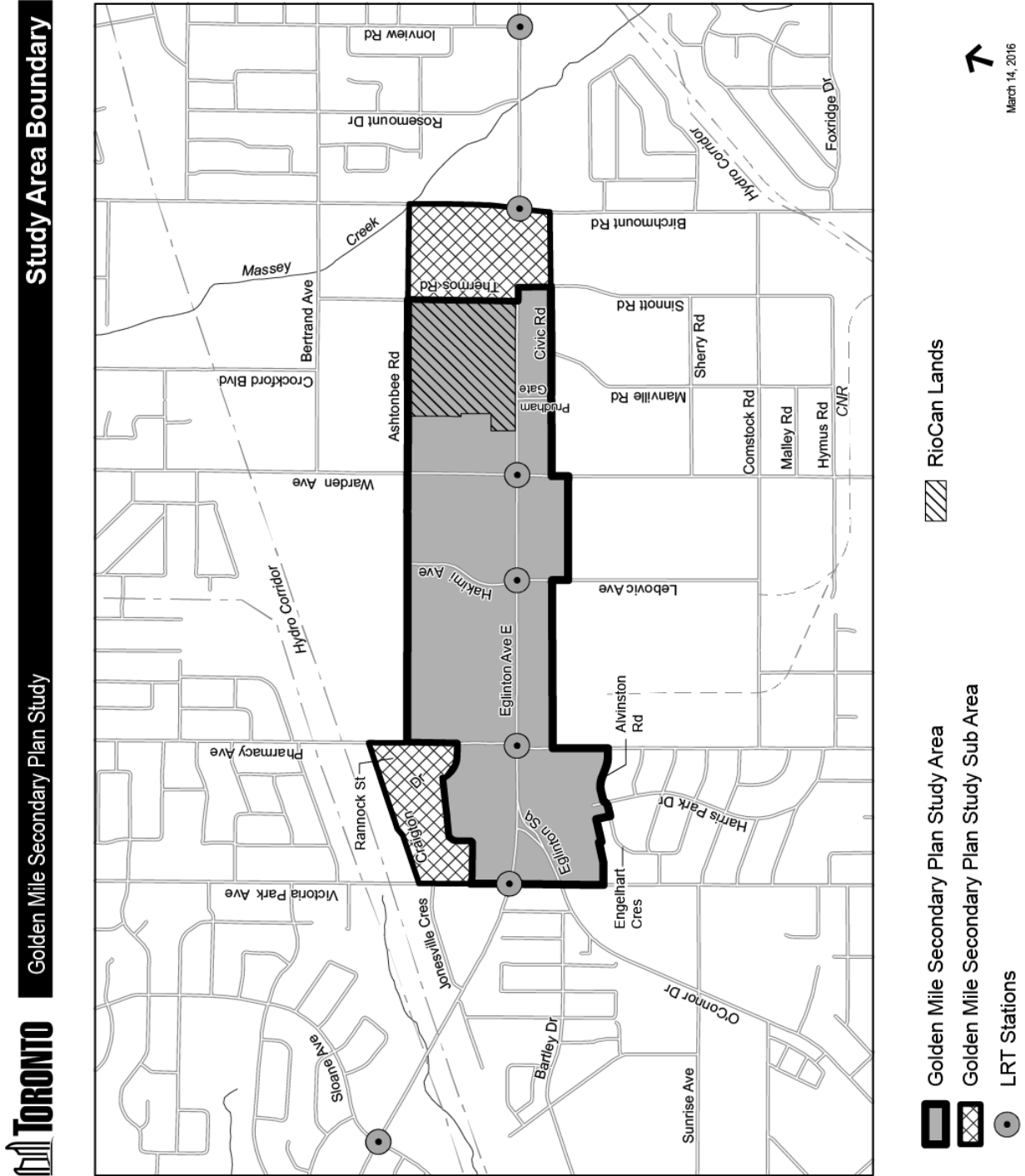
1966-2050 Eglinton Avenue East and 50 Thermos Road Extract from Official Plan

File # 15 25686 ESC 37 0Z

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

↑
Not to Scale
MO/DA/2013

Attachment 2: Golden Mile Secondary Plan Study Area



Attachment 3: Application Data Sheet

Application Type	Official Plan Amendment	Application Number:	15 258686 ESC 37 OZ
Details	OPA, Standard	Application Date:	November 30, 2015

Municipal Address: 1966 EGLINTON AVE E
 Location Description: **GRID E3707
 Project Description: Official Plan Amendment (OPA) application to add a new Site and Area Specific Policy to the Toronto Official Plan for a 10.7 hectare site north of Eglinton Avenue East near Warden, Birchmount and Thermos Road. The OPA would maintain the existing Mixed Use designation and add development parameters and principles that would guide the phased development of the subject lands.

Applicant:	Agent:	Architect:	Owner:
STIKEMAN ELLIOTT			RioCan Holdings Inc.

PLANNING CONTROLS

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

PROJECT INFORMATION

Site Area (sq. m):	107200	Height:	Storeys:	
Frontage (m):	377.13		Metres:	
Depth (m):	301.82			
Total Ground Floor Area (sq. m):				Total
Total Residential GFA (sq. m):			Parking Spaces:	
Total Non-Residential GFA (sq. m):			Loading Docks	
Total GFA (sq. m):				
Lot Coverage Ratio (%):				
Floor Space Index:				

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

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

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