SUMMARY

The purpose of this report is to provide a status update on work that has been completed to-date for the City-initiated Agincourt Mall Planning Framework Review (AMPFR). The report recommends that City Council endorse the vision, guiding principles and objectives, receive the Preliminary Corridor Analysis Study Area Options and the Preliminary Mall Site (Core Study Area) Options for information, and direct staff to continue and complete the AMPFR with a Final Report and a recommended planning framework in 2019.

Recommendations

The City Planning Division recommends that City Council:

1. Endorse the Vision, Guiding Principles and Objectives as a basis to advance the next phase of work on the Agincourt Mall Planning Framework Review;

2. Receive the two (2) Preliminary Options for the Corridor Analysis Study Area for information;

3. Receive the three (3) Preliminary Options for the Core Study Area (Agincourt Mall Site) for information; and

4. Direct staff to complete the work on the Agincourt Mall Planning Framework Review, including community consultation, further evaluation, analysis and testing of Preliminary Options and the development and identification of a Preferred Option for the Corridor Analysis Study Area and the Core Study Area.
Financial Impact

The recommendations in this report have no financial impact.

Decision History

In June 2017, an Official Plan Amendment application was submitted to amend the Agincourt Secondary Plan to permit the redevelopment of the Agincourt Mall lands (3850 and 3900 Sheppard Avenue East & 2350-2362 Kennedy Road) with a mix of uses, public streets and public parks of various sizes. The application envisioned approximately 406,000 square metres of residential uses (5,000 dwelling units), 23,700 square metres of retail uses, 8,500 square metres of office uses, with an overall site density of 4.2 times the area of the lot. Six buildings with 13 towers were proposed with heights ranging from 20 to 45-storeys.

A Preliminary Report on the Agincourt Mall Official Plan Amendment application was considered at the October 17th, 2017 meeting of Scarborough Community Council. Given the magnitude of this development application, Community Council directed the City Planning Division to initiate an enhanced public consultation work strategy, referred to in the report as the “Agincourt Mall Planning Framework Review”. The Review will provide a planning and design framework intended to inform City staff’s recommendations on this application. A link to this report can be found here: http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.SC25.6

Background

The Agincourt Mall Planning Framework Review (AMPFR) was officially launched with a kick-off Public Open House on November 6, 2017, which was attended by approximately 400 members of the public. The AMPFR is being led by the City Planning Division, in consultation with other City Divisions. Through the AMPFR, staff are currently looking at ways to manage future growth and redevelopment of the Agincourt Mall lands and the surrounding area to create a vibrant and complete community.

The AMPFR will recommend a planning framework to properly assess and guide the Agincourt Mall Official Plan Amendment application and its integration with the surrounding area. As part of the AMPFR process, a Corridor Analysis Study is being conducted to establish a preliminary future context for the Agincourt Mall Site. The AMPFR will also identify issues in the broader area that could inform a potential future review of the Agincourt Secondary Plan.

The recommended planning framework for the AMPFR will be informed by a comprehensive set of strategies, including: Streets and Blocks; Parks, Open Space &
Study Areas

The AMPFR consists of two (2) study areas as shown on Attachment 1 to this report:

1. Core Study Area – the Agincourt Mall Site, designated *Mixed Use Areas* which is subject to the Official Plan Amendment application.

2. Corridor Analysis Study Area – a broader area consisting of the Core Study Area and the lands along both sides of Sheppard Avenue East, generally bounded by Birchmount Avenue to the west and Brimley Road to the east, including the Core Study Area. The Corridor Analysis Area also includes lands located on the east side of Kennedy Road, between Sheppard Avenue, south to the Canadian Pacific Railway.

For the purposes of the AMPFR, analysis and testing of Preliminary Options for the Corridor Analysis Study Area will only apply to parcels designated *Mixed Use Areas*.

The components of AMPFR have multiple boundaries based on the area of influence or study areas being examined as identified on Attachment 2.

Study Process

The AMPFR is being conducted over four phases:

- Phase 1: Establish a Vision
- Phase 2: Generate Ideas
- Phase 3: Test and Confirm Ideas
- Phase 4: Synthesis and Final Report

Each phase of the AMPFR is complemented with a series of consultation events which include Open House / Community Consultation meetings, Local Advisory Committee meetings, Design Charrette (Phase 2 only) and Technical Working Group meetings. Feedback and comments provided at community and stakeholder consultation events are summarized in the *Comments and Feedback* Section of this report.

In Phase 1 and Phase 2, working with the community, staff reviewed the existing conditions and relevant Provincial and City policies and developed emerging guiding principles for both study areas. Through the Design Charrette, preliminary ideas and concepts for the broader Corridor Analysis Study Area and the Core Study Area (Agincourt Mall site) were generated. A vision statement was created, the guiding principles were refined and supporting objectives were developed.

The AMPFR is currently at the end of Phase 2 – Generate Ideas. During Phase 3, Preliminary Options for the Corridor Analysis Study Area and the Core Study Area
(Agincourt Mall Site) will be tested and assessed using evaluation criteria that will be specifically developed for the AMPFR and a Preferred Option for the Corridor Analysis Area and the Core Study Area will be identified.

**Policy Context**


The Provincial Policy Statement (PPS) and Growth Plan are issued under Section 3 of the *Planning Act*. All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and shall also conform with the Growth Plan.

**Growth Plan for the Greater Golden Horseshoe (2017)**
The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Providing direction on where and how to grow;
- Setting targets for intensification in intensification areas, transit stations, urban growth centres; and
- Coordinating land use and infrastructure decisions as part of the land use planning process.

Schedule 5 of the Growth Plan 2017 identifies the Sheppard Avenue East and the Stouffville GO Rail Corridor as Priority Transit Corridors. The Growth Plan 2017 speaks to the need to coordinate transit infrastructure investment with land use planning and contains policies encouraging appropriate residential and job growth required to support the investment in transit and its efficient operation.

**Official Plan**
The Official Plan provides a comprehensive policy framework as guidance to develop a new neighbourhood, including the need for new infrastructure, streets, parks and local services to support new development and connect it with the surrounding fabric of the City.

Policy 5.3.1 of the Official Plan states that amendments to the Official Plan that are not consistent with its general intent will be discouraged. Council will be satisfied that any development permitted under an amendment to this Plan is compatible with its physical context and will not affect nearby *Neighbourhoods* or *Apartment Neighbourhoods* in a manner that is contrary to the neighbourhood protection policies of the Plan. When considering a site-specific amendment to the Plan, at the earliest point in the process, the planning review will examine whether the application should be considered within the
immediate planning context or whether a broader review and possible area specific policy or general policy change are appropriate.

The Official Plan also provides for the integration of land use and transportation when creating new neighbourhoods centred on focal points, including parks, open spaces, public streets and community facilities. The policies of the Official Plan also provide direction on balancing future growth and intensification in the Agincourt community with ongoing conservation of significant heritage properties as well as the natural heritage landscapes.

The majority of the sites in the Corridor Analysis Study Area (which includes the Core Study Area) are designated as Mixed Use Areas in the Official Plan. The Mixed Use Areas designation provides for a broad range of commercial, residential, institutional and open spaces uses to accommodate increase in population and jobs along transit lines. The Official Plan establishes criteria for development in Mixed Use Areas for buildings to be located and massed to provide a transition between areas of different development intensity, providing setbacks from, and stepping down of, building heights towards existing lower scale development. The Plan also contains requirements to 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 space.

For context, there are other parcels within the Corridor Analysis Study Area designated Neighbourhoods, Apartment Neighbourhoods, Employment Areas, Natural Areas and Parks. Future development on lands designated Mixed Use Areas will be designed to fit into the surrounding context.

Sheppard Avenue within the Corridor Analysis Study Area is identified as an Avenue on Map 2 – Urban Structure of the Official Plan. Avenues are important Corridors along major streets where reurbanization can create new housing and jobs while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents.

Sheppard Avenue East and Kennedy Road are identified as 36 metre right of ways in Map 3 of the Official Plan 'Right-of-Way Widths Associated with Existing Major Streets'. This segment of Sheppard Avenue East is also identified as a Transit Corridor in Map 4 of the Official Plan and as a Transit Priority Segment in Map 5 of the Official Plan. The Allanford Road extension is designated in Schedule 2 of the Official Plan as a Planned But Unbuilt Road.

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 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.

**Agincourt Secondary Plan**

Portions of the Corridor Analysis Study Area are located in the Agincourt Secondary Plan Area, including the Core Study Area (Agincourt Mall site). The Secondary Plan policies provide direction for the Agincourt Mall site to transition from a suburban shopping centre to a mixed-use residential and employment community. The Secondary Plan requires new public parks to be provided as the Agincourt population grows including additional parkland when the Agincourt Mall site redevelops. The Secondary Plan also provides for the expansion of Collingwood Park south to include lands west of the CN Rail corridor (now the Metrolinx Stouffville GO line) to the proposed extension of Reidmount Avenue (south of Sheppard Avenue) to Cowdray Court as a priority. Unless site conditions dictate otherwise, Collingwood Park, Highland Creek and the railway setbacks will be landscaped naturally. Pedestrian/bicycle connections to Sheppard Avenue by Highland Creek are also key objectives.

In addition to the policies referenced above, the entire Official Plan will be considered as part of the AMPFR. The Toronto Official Plan is available on the City’s website at: https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/

**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 Guidelines are available at: http://www.toronto.ca/planning/tallbuildingdesign.htm.

**Mid-Rise Building Guidelines**

Toronto City Council, in July 2010, 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 and in November 2013 Council extended the monitoring period to the end of 2014. 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. 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)

Townhouse and Low-rise Apartment Guidelines
City Council has adopted city-wide Townhouse and Low-Rise Apartment Guidelines and
directed City Planning staff to use these Guidelines in the evaluation of townhouse and
low-rise apartment development applications. The new Townhouse and Low-Rise
Apartment Guidelines replace the Infill Townhouse Guidelines (2003) and is intended to
be used in the review of an application when the proposed built form meets the City's
Official Plan Policies. The new Guidelines identify strategies to enhance the quality of
these developments, provide examples of best practices, and improve clarity on various
development scenarios. The Guidelines are available at:
https://www.toronto.ca/city-government/planning-development/official-plan-
guidelines/design-guidelines/townhouse-and-low-rise-apartments/

Existing Conditions

There are a variety of existing land uses in the Corridor Analysis Study Area, including
residential, commercial, institutional, and office uses. The area consists of sites of
varying sizes, depths, and frontages, including a few large sites. The Core Study Area
(Agincourt Mall Site) is the largest site in the study area and is defined by an auto-
oriented design, surface parking and limited public spaces and connections. The potential
redevelopment of large sites will have a significant impact on the future vision for the
Corridor Analysis Study Area.

There are a range of existing built forms including mid and high-rise buildings and low
rise residential on both sides of Sheppard Avenue and along Kennedy Road. While there
may be potential opportunities for intensification on some sites designated Mixed Use
Areas, it is of vital importance that new developments be planned and designed to fit into
the existing and planned context.

The existing public realm condition is poor in the areas along Sheppard Avenue and
Kennedy Road. Both streets are major arterials with right-of-way widths of 36 metres.
Large blocks, combined with wide streets and surface parking fronting onto the streets
present unwelcoming conditions for pedestrians. While both Sheppard Avenue and
Kennedy Road within the Study area have sidewalks, they are typically located on the
curb or are accompanied by only a small buffer insufficient for street tree planting.

A number of existing parks and open spaces are located in and around the Corridor
Analysis Study Area, including Ron Watson Park, Collingwood Park and Agincourt Park.
West Highland Creek runs through the study area. The existing system of parks is not
well connected and provides limited programming and experiences to meet the needs of
current and future local residents. There is a need to improve the existing park system and
enhance access and connectivity to these parks. Future growth planned for the area
provides an opportunity to acquire new parks within the Corridor Analysis Study Area and to expand existing parks. Strategic acquisition of new parks and open spaces will create a diverse and well-connected park system that meet the local needs of residents while also contributing to Toronto's broader system of parks and open spaces.

A number of community service and facilities (CS&F) are located in and around the Corridor Analysis Study Area including public schools, libraries, child care, community recreation centres and human services. A CS&F needs assessment was undertaken to examine existing needs and gaps and to determine whether additional or expanded spaces and programs are needed to serve to develop a complete community for this area. Through this process, a number of opportunities have been identified and will continued to be explored, including: potential facility improvements to the Agincourt District Library and existing recreational facilities in the area, along with additional community space to expand the programming needs for human service agencies (e.g. Centre for Immigrant and Community Services, Toronto City Mission and Dorset Park Community Hub).

The area is served by two major arterial roads, namely Sheppard Avenue East and Kennedy Road. Sheppard Avenue East generally has two travel lanes in each direction with Kennedy Road at three travel lanes in each direction. Kennedy Road has a full interchange with Highway 401 allowing all movements to/from the highway. Sheppard Avenue is grade-separated at the Stouffville GO tracks. The Agincourt Secondary Plan contemplates a number of new road connections to improve connectivity of the street network in the area.

The Toronto Transit Commission runs bus services on these major roads providing access to the Don Mills subway station via service on Sheppard Avenue and Kennedy Subway Station via service on Kennedy Road. The Stouffville GO line is undergoing construction to add a second track. Through the Regional Express Rail (RER) and SmartTrack initiatives, service along the Stouffville GO line will be increased to all-day two-way service at a greater frequency than the existing peak direction service. The City, TTC and Metrolinx have a signed Master Agreement which includes the construction of a light rail system in the future along Sheppard Avenue from the Don Mills station to Morningside Avenue.

Convenient, safe and attractive access to transit via all modes of travel and in particular, active transportation modes will be pursued in the future when development within the area occurs.

The majority of the water and sewer infrastructure in the Agincourt Servicing Study area dates back to the original development of the area. Due to limited additional development in the area, the water and sewer infrastructure has remained adequate to service the existing community. However, the area's infrastructure is aging which has led to the area experiencing basement flooding and low water pressures. As intensification occurs, infrastructure capacities will need to be assessed to determine potential impacts and improvements to the existing sanitary sewer pipes and water system.
There are several active development applications within and around the Corridor Analysis Study Area as shown on Attachment 7. Additional information on these applications can be accessed in the following link:

**Strategies**

In order to thoroughly address and manage future growth and change, a multi-disciplinary review of the Agincourt area is needed to identify and address challenges, opportunities and improvements. City staff are initiating a comprehensive set of strategies to guide the AMPFR process.

**Land Use**
The majority of the sites in the Corridor Analysis Study Area, including the Core Study Area (Agincourt Mall Site), are designated as *Mixed Use Areas* in the Official Plan. The *Mixed Use Areas* designation encourages a broad range of commercial, residential, institutional and open spaces uses to accommodate increase in population and jobs.

For context, there are other parcels within the Corridor Analysis Study Area designated *Neighbourhoods, Apartment Neighbourhoods, Natural Areas, Parks and Employment Areas*. Future development on lands designated *Mixed Use Areas* will be designed to fit into the surrounding context.

For the purposes of the AMPFR, analysis and testing of Preliminary Options for the Corridor Analysis Study Area will only apply to parcels designated *Mixed Use Areas*, based on a soft site analysis.

The Land Use Strategy will aim to achieve a broad range of uses and examine strategic placement of uses to provide opportunities for existing and new residents in the area to live, work, shop and play.

**Streets and Blocks**
The Streets and Blocks Strategy will be informed by the Preliminary Options developed for both the Corridor Analysis Study Area and Core Study Area (Agincourt Mall Site) as described later in this report. The Strategy will ensure that the Preferred Options for both study areas are consistent with the established vision and guiding principles and conform with the Public Realm and Building New Neighbourhood Policies of the Official Plan.

**Parks, Open Space and Public Realm**
Parks and open spaces are essential elements of complete communities. They shape the urban landscape, create a healthy and connected city and contribute to place-making, liveability and resiliency. As development occurs within the Corridor Analysis Study Area, parks need to be coordinated with growth. The Parks, Open Space and Public
Realm Strategy will serve as the framework to improve the quality, quantity, distribution, and connectivity of parks, open spaces and the public realm and will guide development review, parkland dedication and acquisition priorities, and the allocation of capital funding.

The Strategy will provide a variety of park types to ensure a wide variety of programming and experiences are available to residents and workers in the area. It will explore improvements to existing parks and opportunities to acquire new parks and to expand existing parks. It is important for the park system to be integrated with the public realm network. This will be accomplished via public streets, Privately Owned Public Spaces (POPS) and enhanced streetscapes in the form of increased setbacks and streetscape improvements. The Parks, Open Space and Public Realm Strategy will also be informed by the findings and recommendations from the Parks and Recreation Facilities Master Plan and the Parkland Strategy.

**Built Form and Density**
The Built Form and Density Strategy will respond to the existing and planned context and ensure that the development in the Core Study Area (Agincourt Mall Site) fits into the broader Corridor Analysis Study Area.

The Strategy will examine ways to ensure that new developments frame and support adjacent streets, parks and open spaces with good proportion and improve the safety and amenity of these areas. Designing for all seasons will be promoted where appropriate and possible. Mitigation measures such as transition and separation distances will be introduced to limit the impact on the adjacent streets, parks, open spaces and properties.

Appropriate building heights and mix of building types on larger sites designated *Mixed Use Areas* in the Corridor Analysis Study Area, including the Core Study Area (Agincourt Mall Site) will be examined.

The Strategy will include an assessment of future growth potential and recommended densities for the Core Study Area. This will be informed by the analysis and testing of Preliminary Options for the Corridor Analysis Study Area, as well as the Provincial Plans, the Toronto Official Plan and the overall City structure.

The Strategy will also be informed by capacity analysis of transportation and servicing infrastructure and anticipated impact on existing and future community services and facility needs.

**Retail**
The Agincourt Mall was built in the 1960's and has since been a major retail hub in the community. The Agincourt Mall site represents the single largest retail/commercial opportunity within the Corridor Analysis Study Area. The Retail Strategy will look to ensure that a strong retail presence is maintained on-site as part of a new complete community. This is consistent with the guiding principles and objectives established for the Agincourt Mall site. The Strategy will also include design principles to create a
neighbourhood shopping destination with a sense of place. The Strategy will promote a
seamless integration of retail with the existing surroundings and other key components of
the overall development, such as parks and open spaces, and residential development.
Careful placement of retail uses in close proximity to transit will also be taken into
consideration.

**Community Services and Facilities**

Community Services and Facilities (CS&F) contribute to the social, economic and
cultural development of the City and are essential to building community capacity as well
as fostering complete communities. A CS&F Strategy will be undertaken which will
provide a framework to identify CS&F priorities, align capital planning, and improve
coordination and opportunities for co-location and partnerships. The Strategy will
evaluate existing capacity of facilities and services and work in conjunction with the
AMPFR to assess projected growth and change to identify priorities to meet future social
infrastructure needs. Sector and agency outreach will be undertaken to identify the
priorities as well as to identify opportunities for partnerships with the non-profit
community based sector to maximize space and resources.

**Transportation**

The Transportation Strategy will examine transportation conditions in the Transportation
Study Area including a review of current travel patterns, physical barriers and safety
measures, transit and active transportation use and traffic congestion to provide a broader
range of mobility options. The Strategy will attempt to address the policy directions of
the Growth Plan and the City's Official Plan to support growth through provision of
choices and the promotion of active transportation modes in the area.

**Servicing**

The Servicing Strategy will determine water main, storm and sanitary sewer capacity and
any upgrades that may be needed to support future growth through the next phase of the
AMPFR. Through the design options and development potential developed for both the
Corridor Analysis Study Area and Core Study Area, population projections will be
derived to determine future demand on infrastructure and if local improvements are
required.

**Phasing**

A Phasing Strategy related to the redevelopment of the Core Study Area will be
developed during the next phase of the AMPFR. The Strategy will ensure that
development is phased to proceed in an appropriate and timely manner to secure
necessary infrastructure improvements to support future growth and develop a complete
community.
Other Matters

Priority Transit Corridors
Schedule 5 of the Growth Plan 2017 identifies the Sheppard Avenue East and the Stouffville GO Rail Corridor as Priority Transit Corridors. There are seven (7) transit station and stops in the Corridor Analysis Study Area of the AMPFR including one (1) existing station along the Stouffville GO Rail Corridor (Agincourt GO station) and six (6) planned LRT stops along Sheppard Avenue East. Through the AMPFR, City Planning staff are in the process of conducting an analysis that will identify and allocate appropriate residential and job densities within the Corridor Analysis Study Area in relation to the Provincial Growth Plan policies noted in the Policy Context section.

Heritage
In November 30, 2017, City Council directed that a Cultural Heritage Resource Assessment (CHRA) be initiated for study to potentially designate particular lands in the Agincourt area as a Heritage Conservation District (HCD). The potential HCD area is generally bounded by the CNR, the easterly limits of the Knox United Church, Sheppard Avenue and extends to the lots north of Lockie Avenue. For more information, please refer to the following link: http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG25.4

The CHRA is not within the scope of the AMPFR. Accordingly, parcels designated Mixed Use Areas along Sheppard Avenue located within the potential HCD area will not be included as "soft sites" as part of the AMPFR's Corridor Analysis. However, as part of the AMPFR's soft site and built form analysis, any future development will respect the character of local cultural heritage resources and will conform with the Heritage policies of the Official Plan and the emerging CHRA.

Public Consultation

As part of the AMPFR, an enhanced consultation and engagement program was established to obtain input and feedback from technical experts, stakeholders, the general public and the Ward Councillor.

A Technical Working Group comprised of City staff and other government agencies has been established. The purpose of the group is to provide specialized advice and technical input on various key aspects of the AMPFR.

A Local Advisory Committee (LAC) comprised of area residents, landowners, business owners, a representative from the Ward Councillor’s office, the applicant, the developer and other interested parties was also established. To-date, the LAC has provided valuable and timely input and advice on existing conditions, current community needs and requirements, as well as feedback on the vision, guiding principles and objectives and Preliminary Options for the Corridor Analysis Study Area and Core Study Area (Agincourt Mall Site).
The City’s team is engaging other City divisions and provincial agencies to support the AMPFR. As part of the CS&F Strategy, the team will also be engaging community service providers.

A website has also been established for the AMPFR: https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/agincourt-mall-planning-framework-review/

To-date, ten (10) public engagement events have been held during the first two phases of the AMPFR as outlined in the table below.

<table>
<thead>
<tr>
<th>Phase</th>
<th>Event</th>
<th>Date</th>
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<tbody>
<tr>
<td>-</td>
<td>Official Plan Amendment Application received</td>
<td>June 15, 2017</td>
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<tr>
<td>1</td>
<td>2 Planner in Public Spaces (PiPS) Events</td>
<td>August 3 &amp; 26, 2017</td>
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<tr>
<td>1</td>
<td>Design Review Panel</td>
<td>October 12, 2017</td>
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<tr>
<td>1</td>
<td>Preliminary Report – SCC</td>
<td>October 17, 2017</td>
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<tr>
<td>1</td>
<td>Public Open House #1</td>
<td>November 6, 2017</td>
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<td>1</td>
<td>LAC Meeting #1</td>
<td>December 13, 2017</td>
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<tr>
<td>2</td>
<td>Design Charrette Visioning Workshop</td>
<td>January 20, 2018</td>
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<tr>
<td>2</td>
<td>Community Meeting #1</td>
<td>February 20, 2018</td>
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<tr>
<td>2</td>
<td>LAC Meeting # 2</td>
<td>April 26, 2018</td>
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In addition to the events above, prior to the official AMPFR launch in November 2017, City Planning Division staff hosted two lead-up Planners in Public Spaces (PiPS) events in the community in August 2017. The applicant’s conceptual master plan for the redevelopment of the mall lands was also presented to the City’s Design Review Panel in October, 2017 for initial input.

On January 20, 2018, a Design Charrette Visioning Workshop was held allowing the LAC and members of the public to work with City staff to discuss opportunities and constraints, and explore ideas to create a future vision for the Corridor Analysis Study Area and the Core Study Area (Agincourt Mall Site). The Design Charrette was attended by approximately 40 participants. Concept Plans were generated for both the Corridor Analysis Study Area and the Core Study Area.

A series of technical working group meetings have also been held to review the community feedback, examine the issues and develop the Preliminary Options.

Active and extensive involvement of the community and key stakeholders will continue through each phase of the AMPFR with various consultation events.
What We Heard
Throughout Phase 1 and 2 of the AMPFR, the community provided a substantial amount of feedback on a variety of issues related to the overall Corridor Analysis Study Area and the Core Study Area (Agincourt Mall Site). Key issues include:

- **Height and Density**
  Concerns regarding the proposed height, density and number of tall buildings on the Agincourt Mall Site were consistently raised. Specifically, concerns were expressed about the amount of development (number of units) being proposed and that building heights in 40-50 storeys range are too tall and will not be compatible with the neighbourhood. Concerns regarding lack of sunlight, shadow and wind impacts due to tall buildings were also raised.

- **Hard and Soft Infrastructure**
  Concerns regarding the ability of existing hard and soft infrastructure (transportation, servicing and community services and facilities) to accommodate the growing community were consistently raised. Participants were concerned about current low water pressure in the area, the impact of new development to existing servicing infrastructure and the need for upgrades to support growth. It was suggested that construction of the LRT be completed in order to accommodate increased population density in the community. Participants also indicated the need for more public spaces such as parks and green space that should be programmed for all ages, as well as additional community and recreational facilities such as daycares and schools to accommodate the growing community.

- **Transportation**
  Concerns regarding traffic congestion were consistently raised. Participants also expressed the need for safer streets in the community, specifically as it relates to street design with a focus on pedestrian and cycling safety. Opportunities for other modes of safe and active transportation such as walking, cycling and transit are needed and that a finer grain street network should be implemented to connect the neighbourhood together for all users.

A written petition was received from the members of the public residing in the community south of the Agincourt Mall Site expressing their opposition to the planned Allanford Road extension required in the Official Plan. It was expressed that the extension should not align with existing Allanford Road and be relocated further east and closer to Kennedy Road. It was also suggested that traffic restrictions be applied so southbound vehicles would not be allowed to enter into the existing neighbourhood using existing Allanford Road as well as through Birchmount Road to access northerly to the mall site and/or Bonis Avenue.
A letter from the Agincourt Village Community Association (AVCA) was also received expressing concerns regarding transit, traffic congestion and the lack of connectivity in the area. In particular, the AVCA suggested constructing a pedestrian bridge from the Agincourt Mall site over Kennedy Road to connect to the Agincourt GO station, similar to what is planned over Steeles Avenue to the Milliken GO station. Due to the lack of parking proposed at the Agincourt GO station, the AVCA also expressed concerns that GO Transit users will utilize the commercial underground parking of the Agincourt Mall redevelopment. The AVCA also expressed the need for new parkland and programming, safe accessibility to retail and services, diversity of retail, as well as concerns regarding servicing capacity and phasing of development for Agincourt Mall redevelopment proposal.

- Retail
  Agincourt Mall is a community asset that serves as both the retail and social hub of the broader community and the existing retail and commercial uses within the mall (including Walmart and No Frills) should be retained. Concerns were expressed that the size of the proposed Walmart and supermarket should be increased. Other commercial uses such restaurants, entertainment uses and professional services should be expanded. Many participants felt that an enclosed shopping centre should be maintained and incorporated into the redevelopment and be designed for all seasons, especially to accommodate the large number of seniors living in the area. Providing safe and convenient access to retail and amenities, including the possibility of implementing covered walkways or underground paths was also expressed.

- Parks and Open Spaces
- Streets and Blocks
- Pedestrian and Cycling Connections
- Built Form

Feedback regarding parks and open spaces, streets and blocks, pedestrian and cycling connections, and built form are described in further detail in the sections on the Preliminary Options for the Corridor Analysis Study Area and the Core Study Area (Agincourt Mall Site).

Vision, Guiding Principles and Objectives

The goal of the AMPFR is to establish a vision for the Corridor Analysis Study Area and the Core Study Area (Agincourt Mall Site) with guiding principles and objectives. These were developed iteratively based on preliminary analysis and consultation with the community and divisional partners during the first two phases of the AMPFR and informed by provincial and City policies.

Vision Statement
The Vision Statement for the AMPFR reads as follows:

“Create a complete, connected, safe, vibrant and transit-oriented community that recognizes the unique and diverse character of the Agincourt area and contributes towards making it a great place to live, work, play and shop.”

Guiding Principles and Objectives
Five guiding principles have been established and supplemented with a number of objectives to achieve the vision. The first four principles were developed for the Corridor Analysis Study Area (including the Core Study Area), and a fifth principle was specifically established for the Core Study Area (Agincourt Mall Site).

1. Create a Complete Community
   - Provide an appropriate mix of land uses, which take advantage of existing and planned transit investments, and that are intended for people of all ages and abilities;
   - Provide a range and mix of housing options for all ages (form, tenure, size & affordability);
   - Provide hard and soft services to address existing gaps and serve existing and future populations;
   - Provide a range of publicly accessible amenities and community services and facilities for a diverse range of users;
   - Maximize the amount of new public parks and open spaces to serve a diverse range of users; and
   - Ensure that redevelopment 'fits' with and contributes to the existing community.

2. Create a Vibrant and Diverse Community
   - Encourage diversity by allowing for and creating opportunities for a range and mix of uses (e.g. residential, retail, restaurants, office, cultural and recreational uses);
   - Require a range and mix of housing types, tenure and affordability;
   - Provide community services and facilities, and parks and open spaces that meet the needs of a growing and diverse population; and
   - Preserve cultural heritage distinctiveness.
3. Create a Connected Community
   - Enhance, improve and provide direct connections to transit, amenities, services and key destinations;
   - Create a finer grained network of streets, connections and smaller blocks for all travel modes;
   - Create a connected network of parks and open spaces; and
   - Design streets to be safe for people of all ages and abilities to walk, cycle, take transit, or drive.

4. Create a Green and Sustainable Community
   - Maximize the amount of new public parks and publicly accessible open spaces;
   - Provide direct and safe connections to new and existing public parks and open spaces;
   - Enhance the natural heritage system and flood proofing measures; and
   - Promote best practices in green and sustainable developments through urban design and servicing measures (e.g. increase tree canopy, storm water management, green roofs, minimize surface parking lots).

5. Create a Community Focal Point on the Agincourt Mall lands
   - Create a cultural hub consisting of a park and community services and facilities such as the Agincourt Library;
   - Provide a variety of on-site public parks and open spaces to create a connected network of multi-functional and publicly accessible open space system;
   - Maintain a strong retail presence;
   - Build on local assets;
   - Make it beautiful;
   - Create appropriate public realm and built form conditions in the context of the Corridor Analysis Study;
   - Promote all season use where appropriate and possible;
   - Provide a variety of on-site public parks and open spaces to create a connected network of multi-functional and publicly accessible open space system;
   - Provide appropriate building heights and transit supportive densities, with a variety of building types;
   - Limit impact on public realm, existing properties in surrounding areas, and new development on site, through measures such as transition and separation distances; and
   - Create strong built form and public realm edges along Sheppard Avenue and Kennedy Road.

During the upcoming Phase 3 of the AMPFR, the vision statement, guiding principles and objectives will form the basis for developing criteria that will be used to evaluate the Preliminary Options for the Corridor Analysis Study Area and the Core Study Area (Agincourt Mall Site), which are identified in the next sections of this report.
It is recommended that the vision statement, guiding principles and objectives be endorsed by City Council as a basis to continue work on the AMPFR.

**Preliminary Options**

Along with the vision statement, guiding principles, and objectives, City staff developed two (2) Preliminary Options for the Corridor Analysis Study Area and three (3) Preliminary Options for the Core Study Area (Agincourt Mall Site) to explore potential improvements and conceptual scenarios to implement the vision (Attachments 8 to 12). The Preliminary Options generally reflect the feedback from the community (particularly from the Design Charrette and the LAC) and technical input from various City divisions. The Preliminary Options were developed to address a number of City building elements, including parks and open spaces, streets and blocks, connections, land use, and built form. The findings of the Preliminary Options for the Corridor Analysis Study Area are intended to inform contextually-appropriate development scenarios for the Core Study Area (Agincourt Mall Site).

The Options are early concepts informed by a preliminary analysis of the existing conditions and feedback from the community. The illustrated mid-rise and tall building zones are conceptual and are not intended to represent a prescriptive number of buildings and their locations. As the AMFPR progresses, the Options will be further developed and evaluated. In particular, a more detailed built form strategy will be developed and tested, together with a density review, for both the Corridor Analysis Study Area and the Core Study Area (Agincourt Mall Site).

**PRELIMINARY OPTIONS – CORRIDOR ANALYSIS STUDY AREA**

The two Preliminary Options for the Corridor Analysis Study Area explore high level issues identified through the public engagement process, such as parks and open spaces, the public realm, and connectivity. At the Design Charrette, participants expressed the need for more parks and public gathering spaces, especially along Sheppard Avenue to improve the character of the street. Participants also expressed the need to enhance and improve exposure and connectivity to existing parks and open spaces such as the Collingwood Park and West Highland Creek.

In terms of the anticipated built form, there were differing opinions about building types along Sheppard Avenue among Charrette participants. Some participants felt that tall buildings should be located close to major intersections, the Agincourt GO station and future LRT stops, whereas others preferred mid-rise buildings only along the Sheppard Avenue Corridor with tall buildings setback and in the interior areas of large sites.

The two Preliminary Options for the Corridor Analysis Study Area generally reflect the community feedback and share many similarities. Both Preliminary Options identify existing parks and open spaces that may be improved in and around the Corridor Analysis Study Area, including a trail system along West Highland Creek and improvements to Ron Watson Park, Collingwood Park and Agincourt Park. A number of planned public streets and pedestrian connections in the area are also illustrated on both Options. In
addition, both Preliminary Options identify three (3) Districts, including Agincourt Mall, Cowdray Court and Sheppard/Midland. The Districts are identified based on the locations and physical attributes of the areas, as well as the existing land use and built form context of the surrounding areas. These Districts include large, deep sites that provide opportunities for new developments that support a fine grain of interconnected streets, high quality parks, a mix of uses, and a range of building types, including tall buildings, where appropriate transition and mitigation measures could be addressed on-site.

Differences between the two Preliminary Options relate to built form scenarios along the Sheppard Avenue frontage which reflect the feedback from the Design Charrette. Details are described in the sections below.

Preliminary Option 1 illustrates a mid-rise built form scenario along the Sheppard Avenue frontage, on lands designated **Mixed Use Areas**. This mid-rise built form is consistent with the typical built form direction for redevelopment along Avenues as envisioned in the Avenues and Mid-Rise Buildings Guidelines. Mid-Rise buildings are defined as buildings that are no higher than the width of the adjacent planned right-of-way to create a moderately scaled built form that permits comfortable sunlit streets. With a right-of-way width of 36 metres, mid-rise buildings could potentially be up to 11-storeys along Sheppard Avenue. Specific heights will largely depend on the physical attributes of individual sites, such as site areas, frontages, and depths.

Mid-rise built form is also identified along the Kennedy Road frontages for lands designated **Mixed Use Areas**. Specific heights and design will depend on contextual fit with the surrounding public realm and properties, as well as the physical attributes of individual sites.

Preliminary Option 1 does not illustrate tall buildings along the Sheppard and Kennedy Road frontages. Tall buildings are only located in the interior of the Districts (mixed with other building types) and within the interior of individual large/deep sites, where appropriate transition and mitigation measures could be addressed on-site.

Preliminary Option 2 illustrates a hybrid built form scenario including both mid-rise and tall buildings along the Sheppard Avenue and Kennedy Road frontages on lands designated **Mixed Use Areas**. Application of tall buildings on individual sites will depend on the physical attributes of the sites and potential impact on the public realm and adjacent properties.

Preliminary Option 2 illustrates tall buildings along the Sheppard Avenue and Kennedy Road frontages at select locations in the Districts (mixed with other building types) and on individual large/deep sites, where appropriate transition and mitigation measures can be achieved on-site.
PRELIMINARY OPTIONS – CORE STUDY AREA (AGINCOURT MALL SITE)
While the Corridor Analysis Study Area Preliminary Options establishes the context for
the Core Study Area (Agincourt Mall Site), the Preliminary Options for the Core Study
Area represent a range of early ideas to address several key issues identified through the
public engagement process to date, such as streets and blocks, connections, parks and
open spaces, and built form types.

Participants at the Design Charrette expressed the need to break up the mall site into
smaller blocks to create a finer grain network of streets and blocks by providing new
east-west and north-south streets to alleviate congestion along Sheppard Avenue and
Bonis Avenue. Participants also supported a series of mid-block connections to connect
parks and open spaces to enhance pedestrian connections to the Agincourt GO Station. It
was expressed that Sheppard Avenue currently provides poor pedestrian conditions and
should be improved by implementing wider boulevards with double row tree planting
with amenity spaces for seating and gathering, as well high quality urban design and
architecture.

Pedestrian safety and comfort at intersections and along streets was discussed extensively
to ensure streets be designed to promote safe, active transportation for all ages. Bike lanes
along Sheppard Avenue or within interior local streets was also discussed.

For the most part, participants illustrated a maximum of two to three parks, with one
larger park acting as the focal point within the Core Study Area. A total parkland
dedication of 15,000 square metres has been estimated for the Agincourt Mall OPA
application and was used at the Design Charrette as a base design assumption. The larger
park could accommodate year-round programming with more active uses while the
smaller park(s) could function as a more passive local park. Groups supported a new
larger park with the potential to develop a synergy with the adjacent Agincourt Library
and Ron Watson Park to create a cultural hub that serves both the existing and future
Agincourt populations.

The Walmart and the supermarket were suggested to be clustered together into one retail
zone. However, many participants advised that this retail zone should not be the focus of
the Core Study Area. Some groups located the retail zone along Sheppard Avenue, closer
to the adjacent Shepherd Village apartments to the west, while others located it in the
northeast portion of the Core Study Area. A finer grid of smaller retail uses including
restaurants and cafes were illustrated to complement the larger Walmart and supermarket,
especially along Sheppard Avenue to create an active shopping street frontage. All-
season indoor gathering spaces associated with retail were also encouraged to replace the
current amenity of the indoor mall.

There were varied opinions about locations of built form types within the Core Study
Area, similar to the different opinions about built form within the Corridor Analysis
Study Area. Some suggested that mid-rise buildings be located along Sheppard Avenue
with a tall building zone adjacent to the existing tall buildings to the north of the Core
Study Area. Others placed tall buildings adjacent to Sheppard Avenue and Kennedy
Road in relation to the major arterials as well as to the planned LRT stops. While all groups at the Design Charrette illustrated a mix of building types, it was emphasized that the number of tall buildings should be limited and strategically placed to avoid shadow and wind impact on proposed parks. There was general consensus that buildings should transition down in scale to the adjacent mid-rise Shepherd Village apartments west of the Core Study Area.

Three (3) Preliminary Options were subsequently developed by City staff for the Core Study Area (Agincourt Mall Site) illustrating a grid of streets and blocks, as well as two (2) public parks with one (1) larger park as the focal point of the community.

The Preliminary Options share some similarities. The Walmart and supermarket are paired together to create a retail zone. All three (3) Preliminary Options illustrate a new east-west street with an enhanced pedestrian boulevard along the northern boundary to improve pedestrian connections across the Core Study Area to the Agincourt GO station. A mix of built form types are illustrated in all Preliminary Options including low, medium and high-rise. Mid to low-rise built forms are illustrated adjacent to the Shepherd Village apartments to the west to create an appropriate built form transition. Each of the Preliminary Options also illustrates the planned north-south Allanford Road Extension along the western boundary of the Core Study Area required in the Official Plan. All of the Preliminary Options for the Core Study Area also align new streets with the existing signalized access on Sheppard Avenue.

The main differences among the Preliminary Options are in three general areas: the location and configuration of proposed parks, the location of large-format retail (Walmart and the supermarket) and built form scenarios.

**Preliminary Option 1** illustrates a new large interior central park as the focal point of the community within the Core Study Area. A secondary park is proposed adjacent to the existing Agincourt Library. Both parks are organized in close proximity to each other to create a continuous and connected park and open space network including visual connection to the existing Ron Watson Park. The street and block grid form is partially irregular due to the location of the central park with some offset road intersections. Major retail establishments such as the Walmart and supermarket are paired along Sheppard Avenue to take advantage of the active retail street. Mid-rise buildings are proposed along Sheppard Avenue. Tall buildings are proposed within the middle and northern portions of the Core Study Area, in close proximity to the existing tall buildings along Bonis Ave.

**Preliminary Option 2** proposes a new large interior park adjacent to Agincourt Library as the focal point of the community. While this park is not central within the Core Study Area, it is centrally-located to the larger Agincourt community with a visual connection to Ron Watson Park to create a connected park and open space network. This park has the potential to develop a synergy and social hub with the adjacent Agincourt Library. A secondary park is proposed as a local passive park to serve the residential blocks along the eastern portion of the Core Study Area. POPS (Publicly Accessible Private Open
Spaces) are located primarily along Sheppard Avenue to provide relief from a continuous building street wall and also provide amenity and enhancement to the Sheppard Avenue streetscape. Major retail establishments such as the Walmart and supermarket are paired in a central northern portion of the Core Study Area to create a retail zone. Mid-rise base buildings with tall building towers setback from the Sheppard Avenue and Kennedy Road street wall are proposed to create comfortably scaled pedestrian environments along the two major arterials, while still accommodating density in close proximity to future LRT stops, the Kennedy and Sheppard intersection and the Agincourt GO station.

**Preliminary Option 3** illustrates the same large park adjacent to the Agincourt Library as Option 2. However, this Preliminary Option proposes a different open space connection to Sheppard Avenue as well as different arrangements of retail and built form elements. A smaller secondary park is proposed along Sheppard Avenue with a connection to Sheppard Avenue integrated with a POPS. This secondary park and POPS are designed together to form a cohesive parks and open space network connected with the Sheppard Avenue streetscape. The proposed Walmart and supermarket store are located along or near Kennedy Avenue to take advantage of the active street frontage and paired with the existing retail uses such as the Shoppers Drug Mart. Tall buildings are proposed along the eastern portion of the Core Study Area closer the Agincourt GO station, Kennedy Road, the future LRT stop at the Sheppard and Kennedy intersection. Lower scale mid and low-rise buildings are located along the westerly portion of the Core Study Area to provide transition to the proposed large park and the Shepherd Village apartments to the west.

**Coordination with Agincourt Mall Development Application**

An Official Plan Amendment application has been filed for the Agincourt Mall site. The purpose of the AMPFR is to recommend a planning framework to properly assess and guide the Agincourt Mall Official Plan Amendment application and future development applications on the Mall site and ensure that development is in keeping with the vision, guiding principles, and objectives established through the AMPFR process.

The developer and their consultant for the Agincourt Mall application are members of the LAC and have participated in several of the Working Group Meetings, as required. As the AMPFR progresses, City staff will continue to work with the applicant to further refine the Official Plan Amendment application to ensure that the proposed development is in keeping with the emerging directions of the AMPFR.

**Next Steps**

Phase 3 of the Agincourt Mall Planning Framework Review will test and confirm ideas through the further development, analysis and evaluation of Preliminary Options for both study areas. This will include analysis and evaluation of the options based on an evaluation framework such as built form parameters of shadow and wind impact on pedestrian comfort, parks and open spaces, as well as an assessment of growth potential.
that will address capacity analysis of transportation and servicing infrastructure and anticipated impact on existing and future community services and facilities needs.

As with all phases of the AMPFR, a series of consultation events will be held with members of the public, key local stakeholders, service providers and technical working groups to ensure their input continues to shape project outcomes.

As the Preliminary Options are evaluated, a Preferred Option will emerge at the conclusion of Phase 3 for both the Corridor Analysis Study and Core Study Areas respectively that will have been vetted through a final round of community engagement and technical evaluation.

In Phase 4, staff will develop a recommended planning framework to guide and inform recommendations on development applications on the Core Study Area (Agincourt Mall site), including the current Official Plan Amendment application and how it fits and integrates with the surrounding area. In addition, the recommended planning framework will also identify issues and areas for future study for the broader area that could potentially inform a future review of the Agincourt Secondary Plan.

A Final Report to Community Council with recommendations is targeted in 2019.

**CONTACT**

Colin Ramdial, Manager  
Community Planning  
Tel. No. (416) 396-7033  
E-mail: Colin.Ramdial@toronto.ca

Jessica Kwan, Planner  
Community Planning  
Tel. No. (416) 396-7018  
E-mail: Jessica.Kwan@toronto.ca

**SIGNATURE**

Paul Zuliani, Director  
Community Planning, Scarborough District

**ATTACHMENTS**

Attachment 1: Agincourt Mall Planning Framework Review Study Areas  
Attachment 2: Agincourt Mall Planning Framework Review Areas of Influence  
Attachment 3: Official Plan – Land Use Designations  
Attachment 4: Official Plan – Urban Structure Map  
Attachment 5: Agincourt Secondary Plan – Urban Structure Plan  
Attachment 6: Agincourt Secondary Plan – Maximum Densities  
Attachment 7: Active Development Applications  
Attachment 8: Option 1 – Corridor Analysis Study Area  
Attachment 9: Option 2 – Corridor Analysis Study Area  
Attachment 10: Option 1 – Core Study Area (Agincourt Mall Site)  
Attachment 11: Option 2 – Core Study Area (Agincourt Mall Site)  
Attachment 12: Option 3 – Core Study Area (Agincourt Mall Site)
Attachment 2: Agincourt Mall Planning Framework Review Areas of Influence
Attachment 5: Agincourt Secondary Plan – Urban Structure Plan
1. **3850 & 3900 Sheppard Avenue East and 2350-2362 Kennedy Road**
   Mixed-use development comprising of approximately 5,000 residential units, 22,000 m² of commercial space, 9,000 m² office space, new public roads and parkland.

2. **2035 Kennedy Road**
   Mixed-use development (retail, office and residential uses) including 31, 32 and 40-storey condominium towers containing 1,044 residential units and renovation and expansion of existing 14-storey hotel, 9-storey office building and parking structure.

3. **Metrogate Subdivision: Village Green Square**
   Mixed-use development including a 31-storey condominium residential tower with 297 dwelling units, 35-storey condominium residential tower with 364 dwelling units and a daycare centre, and thirteen (13) 3-storey townhouse units.

4. **4181 Sheppard Avenue East**
   80 townhouse units, new public roads, parkland and future development block on Sheppard Avenue.

5. **23 Glen Watford Drive**
   Two (2) 28-storey condominium towers containing 551 residential units including 10 townhouse units and a new public street.

6. **25 Glen Watford Drive**
   Mixed-use development (retail, medical office and a retirement home and seniors's residence) containing 249 units and a new public street.
Attachment 10: Option 1 – Core Study Area (Agincourt Mall Site)
Attachment 11: Option 2 – Core Study Area (Agincourt Mall Site)
Attachment 12: Option 3 – Core Study Area (Agincourt Mall Site)