

250 Wincott Drive and 4620 Eglinton Avenue West – Zoning By-law Amendment Application – Preliminary Report

Date: June 3, 2019

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 2 - Etobicoke Centre

Planning Application Number: 18 150932 02 OZ

Notice of Complete Application Issued: June 8, 2018

Current Use(s) on Site: The development site is comprised of two lots. The southern portion, 4620 Eglinton Avenue West, fronts onto Eglinton Avenue West and is vacant. The northern portion of the site at 250 Wincott Drive is currently developed with a commercial plaza with a range of retail and service commercial uses including a pharmacy, bank, restaurants, convenience stores and medical and dental offices. The site also has one stand alone retail building and surface parking. The majority of the plaza is one storey in height with a small portion of the building in the northwest corner being two storeys.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the proposal to redevelop 250 Wincott Drive and 4620 Eglinton Avenue West with three new mixed use buildings containing 773 apartment units and 13,409 m² of commercial space. A portion of the existing retail plaza, containing 4,065 m² of commercial space at the rear of the site would remain. The application proposes a mid block private road, a 1,700 m² public park and an 870 m² privately owned publically accessible open space (POPS).

Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 250 Wincott Drive and 4620 Eglinton Avenue West together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

The property at 4620 Eglinton Avenue West was declared surplus and transferred to CreateTO (formerly Build Toronto) in 2011. CreateTO have an agreement of purchase and sale with Trinity Developments Group Inc., the owner of the adjacent land at 250 Wincott Drive, the site of the Richview Square Plaza. A report to the Affordable Housing Committee on June 16, 2018 supported up to 72 new affordable rental dwelling units to be provided as part of the redevelopment of 4620 Eglinton Avenue West and 250 Wincott Drive and recommended these units receive financial contributions through the City's Open Door Affordable Housing Program. City Council considered this report on July 23, 2018 and adopted the recommendations outlined in the report. The report can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX36.29>

ISSUE BACKGROUND

Application Description

This application proposes to amend the former City of Etobicoke Zoning Code and City of Toronto Zoning By-law No. 569-2013 for the property at 250 Wincott Drive and 4620 Eglinton Avenue West to permit a mixed use residential and commercial development on three building blocks with a new private road.

Original Proposal

The application was first submitted on April 30, 2018. At that time, the proposal consisted of 3 towers: one 16-storey building with retail uses on the ground floor and two 22-storey buildings with retail uses in the podium level of the buildings. The one storey Richview Square Plaza currently existing at the north end of the property would be maintained. A new private road would be created to provide access to the site and

connect Eglinton Avenue West and Wincott Drive (see Attachment 4: Site Plan - Original Proposal - April 2018).

The total proposed floor area was 73,009 m², consisting of 58,499 m² of residential uses and 14,510 m² of commercial uses, including 4,208 m² of existing commercial uses. The FSI for the entire site, including the area to be redeveloped would be 2.48 times the lot area, while the FSI for the development area would be 4.3 times the lot area. A total of 671 residential units were proposed comprised of 336 one bedroom units, 268 two bedroom units and 67 three bedroom units. The proposal included 492 m² of privately owned publicly accessible open space (POPS) within the central courtyard of the two 22-storey buildings.

The proposed development would be organized into three blocks. The north block would maintain the existing one storey Richview Square Plaza (Building D), the west block would contain a 16-storey mixed use building (Building A) and the central block would contain two 22-storey mixed use buildings (Buildings B and C). Detailed development statistics and a comparison of the original and revised proposals are set out in the table below.

As the application was submitted in April 2018 just before the Council break for the municipal elections, staff and the applicant agreed to withhold the Preliminary Report until after the election break when Council activities resumed, targeting January of 2019. Staff and the applicant continued to meet during this period to discuss issues. At a meeting in November of 2018, the applicant advised that a resubmission was imminent and it was agreed that it would be appropriate to present a Preliminary Report that addressed both the original and revised proposals.

Revised Proposal

A revised proposal was submitted on April 5, 2019. The application now proposes a mixed use development consisting of 3 new apartment buildings with 2 buildings joined by a bridge building: a 20-storey building, a 19-storey building and a 12-storey building with a 12-storey bridge building connecting the 19-storey and 12-storey buildings (see Attachment 5: Site Plan - Revised Proposal - April 2019). Retail uses are proposed on the first and second floors of the residential buildings and in the one storey Richview Square Plaza to be retained on the northern portion of the site. A total of 773 residential units consisting of 492 one bedroom units, 198 two bedroom units and 83 three bedroom units are now proposed.

The total revised gross floor area of the proposal is 77,963 m² consisting of 64,554 m² of residential uses and 13,409 m² of commercial uses, including 3,940 m² of the existing Richview Square Plaza. The proposed FSI is 2.56 times the lot area which includes the portion of the site not being redeveloped. The FSI just on the redeveloped area of the site would be 4.5 times the lot area. A 1,700 m² public park is proposed along Eglinton Avenue West as well as 869 m² of POPS adjacent to the park and between the 19-storey and 12-storey buildings.

The proposed development would be organized into three blocks. The north block would maintain the existing one storey Richview Square Plaza (Building D), the west block would contain a 20-storey mixed use building (Building A) and the central block would contain two mixed use buildings of 12-storeys (Building C) and 19-storeys (Building B) connected by a 12-storey bridge building (Building E). Detailed development statistics and a comparison of the original and revised proposals are set out in the table below.

	Original Proposal April 2018	Revised Proposal April 2019
Height	Building A: 16 storeys Building B: 22 storeys Building C: 22 storeys Building D: one storey existing retail	Building A: 20 storeys Building B: 19 storeys Building C and E: 12 storeys Building D: one storey existing retail
Residential Units	Total: 671 units 336 one bedroom 268 two bedroom 67 three bedroom	Total: 773 units 492 one bedroom 198 two bedroom 83 three bedroom
Gross Floor Area	Total: 73,009 m ² Residential: 58,499 m ² Retail Total: 14,511 m ² New: 10,302 m ² Existing: 4,208 m ²	Total: 77,963 m ² Residential: 64,554 m ² Retail Total: 13,409 m ² New: 9,469 m ² Existing: 3,940 m ²
FSI	Entire site: 2.48 Redevelopment Area: 4.26	Entire site: 2.56 Redevelopment Area: 4.5
Public Park POPS	0 m ² 492 m ²	1,700 m ² 869 m ²

Detailed project information is found on the City's Application Information Centre at: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 6 of this report for a three dimensional representation of the original proposal in context.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) ("A Place to Grow") and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location and built form compatibility of different land uses, and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act*. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The subject lands are partially shown as Avenues on Map 2 of the Official Plan and designated Mixed Use Areas on Land Use Plan Map 14 (see Attachment 2: Official Plan Map).

Zoning By-laws

The former City of Etobicoke Zoning Code zones the site CPL - Planned Commercial Local. The CPL zone permits a wide range of commercial uses including offices, health centres, banks, day nurseries and nursery schools as well as the uses in the Neighbourhood Commercial Zone such as neighbourhood stores and restaurants. Residential uses are not permitted in the CPL zone. The property at 4620 Eglinton Avenue was not included in the CPL zone boundary but Section 320-6(E) of the former City of Etobicoke Zoning Code allows that where a right of way has been closed, the zone adjacent to the property is applicable.

City of Toronto Zoning By-law No. 569-2013 zones the site CR 0.5 (c0.5, r0.0) (see Attachment 3: Zoning Map). The CR (Commercial Residential) zone permits a wide range of commercial uses such as retail stores, offices, financial institutions, eating establishments and personal service shops. While residential uses could be permitted within the CR zone, this site does not have any residential density allocated. The CR zone standards for this site permit a maximum non-residential density of 0.5 FSI, a maximum residential density of 0.0 FSI (no residential density permitted), a maximum height of 8 metres and a maximum lot coverage of 25 per cent.

The City's Zoning By-law No. 569-2013 may be found here:
<https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

Design Guidelines

The following Design Guideline(s) will be used in the evaluation of this application:

- City Wide Tall Building Guidelines;
- Avenues and Mid Rise Buildings Study and Performance Standard;
- Growing Up: Planning for Children in New Vertical Communities;
- Bird Friendly Development Guidelines;
- Toronto Green Standard;
- POPs Urban Design Guidelines; and
- Percent for Public Art Program.

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

Site Plan Control

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

COMMENTS

Reasons for the Application

An application to amend the former City of Etobicoke Zoning Code and City of Toronto Zoning By-law No. 569- 2013 is required to permit the proposed residential uses, building heights and densities as well as to establish the appropriate zoning standards to facilitate the development of the proposal.

ISSUES TO BE RESOLVED

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

It should be noted that staff are of the opinion the proposal in its present form is not consistent with the PPS and does not conform to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) and the Official Plan. While staff acknowledge the site is appropriate for intensification, the proposed density, building heights and massing of the current proposal are not in conformity with the Avenues policies and would be more appropriately associated with intensification in the Centres or Downtown. Further, the proposal is not in keeping with the local context of the low density neighbourhood surrounding the site. Staff will continue working with the applicant to achieve a redevelopment proposal that conforms to City policies.

Provincial Policies and Plans Consistency/Conformity

The application will be evaluated against the *Planning Act* and applicable Provincial Plans to establish the application's consistency with the PPS and conformity with The Growth Plan (2019). Section 2 of the *Planning Act* sets out matters of provincial interest that City Council shall have regard to in making any decision under the *Planning Act*. Relevant matters of provincial interest are: (j) the adequate provision of a full range of housing, including affordable housing; (p) the appropriate location of growth and development; (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and (r) the promotion of built form that is well designed, encourages a sense of place and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

The Provincial Policy Statement (PPS) contains policies related to managing and directing development. It requires that sufficient lands be made available for intensification and redevelopment, and that planning authorities identify and promote opportunities for intensification and redevelopment, where this can be accommodated taking into account, among other things, the existing building stocks or areas. While the PPS encourages intensification and efficient development, it recognizes that local context is important and that well-designed built form contributes to overall long-term economic prosperity. The PPS indicates that the Official Plan is the most important vehicle for implementing the PPS and planning authorities shall identify appropriate locations for intensification and redevelopment. Policy 4.8 states that zoning and development permit by-laws are important for implementation of the PPS and that planning authorities shall keep their zoning and development permit by-laws up-to-date with their Official Plan and the PPS.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) emphasizes the importance of complete communities where a range of housing options are to be provided, and that new development should provide high quality compact built form and an attractive and vibrant public realm. The Growth Plan (2019) provides municipalities the authority to define the location and nature of growth that will occur in intensification areas in a flexible manner suitable to the local context, while still meeting the overriding objectives of the Growth Plan.

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

At the present time, the site is not on a priority transit corridor as identified on Schedule 5 of the Growth Plan (2019) and is therefore not within a Major Transit Station Area. It is therefore premature to consider major transit corridors and MTSAs as justification for increased density at this location. The site is located on an Avenue and within a *Mixed Use Areas* designation and growth opportunities should be considered with this designation in the local context.

The application will be evaluated against the policies and objectives of the *Planning Act*, Provincial Policy Statement and The Growth Plan (2019), especially in regards to ensuring that the development recognizes the local context in terms of appropriate intensification, the promotion of well-designed built form, housing options and whether the proposal complies with the municipal direction for growth.

Official Plan Conformity

The property is designated *Mixed Use Areas* in the City of Toronto Official Plan. 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 includes development criteria which direct, in part, 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;
- 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; and
- Provide an attractive, comfortable and safe pedestrian environment.

Policy 3.1.1(17) states that new streets should be public streets. Private streets, where appropriate, should be designed to integrate into the public realm and meet design objectives for new streets. Staff are of the opinion that the proposed private street should be public as it will not only serve the residential buildings but also provide general public access to the commercial plaza. A public street would also provide address and identity to the residential buildings and commercial uses and the existing Richview Square Plaza on the site.

Staff are of the opinion the original and revised proposals do not conform with the Official Plan policies as the height, density and massing are not consistent with the local, low density context of the area and present an unacceptable level of intensification. The proposal is also not providing an appropriate public street nor parkland dedication.

Built Form, Planned and Built Context

The suitability of the proposed height and massing or other built form issues will be assessed based on Section 2, particularly Sections 2 p., q. and r. of the *Planning Act* and Section 2 of A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019), the City's Official Plan policies and the City's Design Guidelines. An evaluation will be made to determine whether the proposal fits within its planned and built context. Staff will also be evaluating:

- Appropriateness of the proposed building heights;
- Appropriateness of the proposed building massing;
- Appropriateness of the location and amount of public parkland dedication;
- Appropriateness of the POPs location;
- Requirement for a public road;
- Potential wind impacts of the development and any mitigation measures; and
- Public art for the development and the requirement for participation in the Percent for Public Art Program and Guidelines.

Master Plan Concept

The proposal indicates that only a portion of the site will be redeveloped, with the north portion containing the one storey Richview Square Plaza to remain as is. Staff have requested that the applicant provide a vision or master plan concept for the entire site to ensure that full development of the site is considered at this time. The applicant has not provided this information advising that the existing plaza is to be significantly upgraded and will remain for the foreseeable future.

Angular Plane

Staff had significant concerns with the angular planes in the original development proposal. Staff were concerned that substantive portions of the development proposal exceeded the 45 degree angular plane from the adjacent *Neighbourhoods* designation. Staff were also concerned with how the angular planes were determined. While the revised proposal addressed many staff concerns, it should be noted that a portion of the southeast Building C penetrates the angular plane. Staff may be prepared to support this situation as this portion of the building would provide interesting massing for Building C and would break up the continuous façade along Wincott Drive.

Staff have advised the applicant that the density, building heights and massing of the current proposal are not contextually appropriate and does not fit with the planned and built context. While staff acknowledge that some intensification would be

appropriate for the site, the height, density and massing would be more suitable to the Centres or Downtown and not to a site on an Avenue adjacent to a low density neighbourhood. Staff will continue working with the applicant to achieve an acceptable development proposal.

Parkland Dedication

The applicant proposes an on-site parkland dedication of 1,700 m² located at the south end of the development with frontage on Eglinton Avenue West. Although the location of the proposed park is the preferred location identified by Parks, Forestry and Recreation (PFR) staff, the conveyance represents a shortfall of 2,406 m². PFR staff require the parkland dedication to be satisfied entirely through a land conveyance of 4,106 m².

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The applicant is proposing the removal of 16 private trees to accommodate the proposed redevelopment of the site.

The applicant has submitted an Arborist Report/Tree Preservation Plan which is currently under review by City staff.

Community Services and Facilities

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

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

The applicant submitted a Community Services and Facilities Study which is currently being reviewed. The impact of the proposed development and local development activity on the community services and facilities, including an assessment of the existing capacity to support the proposed future population, will be evaluated through the application review process.

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the *Planning Act* to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title. This proposal meets the required minimum size threshold of 10,000 m² for consideration of Section 37 benefits. Should the application be considered for approval, Section 37 contributions could be secured towards specific benefits for the surrounding local community.

Infrastructure/Servicing Capacity

The applicant submitted a Functional Servicing Report and a Stormwater Management Report, prepared by WSP, the purpose of which is intended to evaluate the effects of the proposed development on the City's municipal servicing infrastructure and watercourses and identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure, necessary to adequately service the proposed development. Staff are reviewing the report.

The applicant also submitted a Transportation Impact Study prepared by the BA Group, the purpose of which is to evaluate the effects of the proposed development on the transportation system, but also to suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the proposed development. Staff are reviewing the report.

Toronto Green Standard

City Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement.

The TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures is being reviewed by staff.

Incorporation of City Owned Lands into the Development Site

The property at 4620 Eglinton Avenue West was declared surplus and transferred to CreateTO (formerly Build Toronto) in 2011. CreateTO have an agreement of purchase and sale with Trinity Developments Group Inc., the owner of the adjacent land at 250 Wincott Drive, the site of Richview Square Plaza. A report to the Affordable Housing Committee on June 16, 2018 supported up to 72 new affordable rental dwelling units to be provided as part of the redevelopment of 4620 Eglinton Avenue West and 250

Wincott Drive and recommended these units receive financial contributions through the City's Open Door Affordable Housing Program. City Council considered this report on July 23, 2018 and adopted the recommendations outlined in the report. The report can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX36.29>

Other Matters

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

CONTACT

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SIGNATURE

Neil Cresswell, MCIP, RPP
Director of Community Planning
Etobicoke York District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: Location Map

Attachment 2: Official Plan Map

Attachment 3: Zoning Map

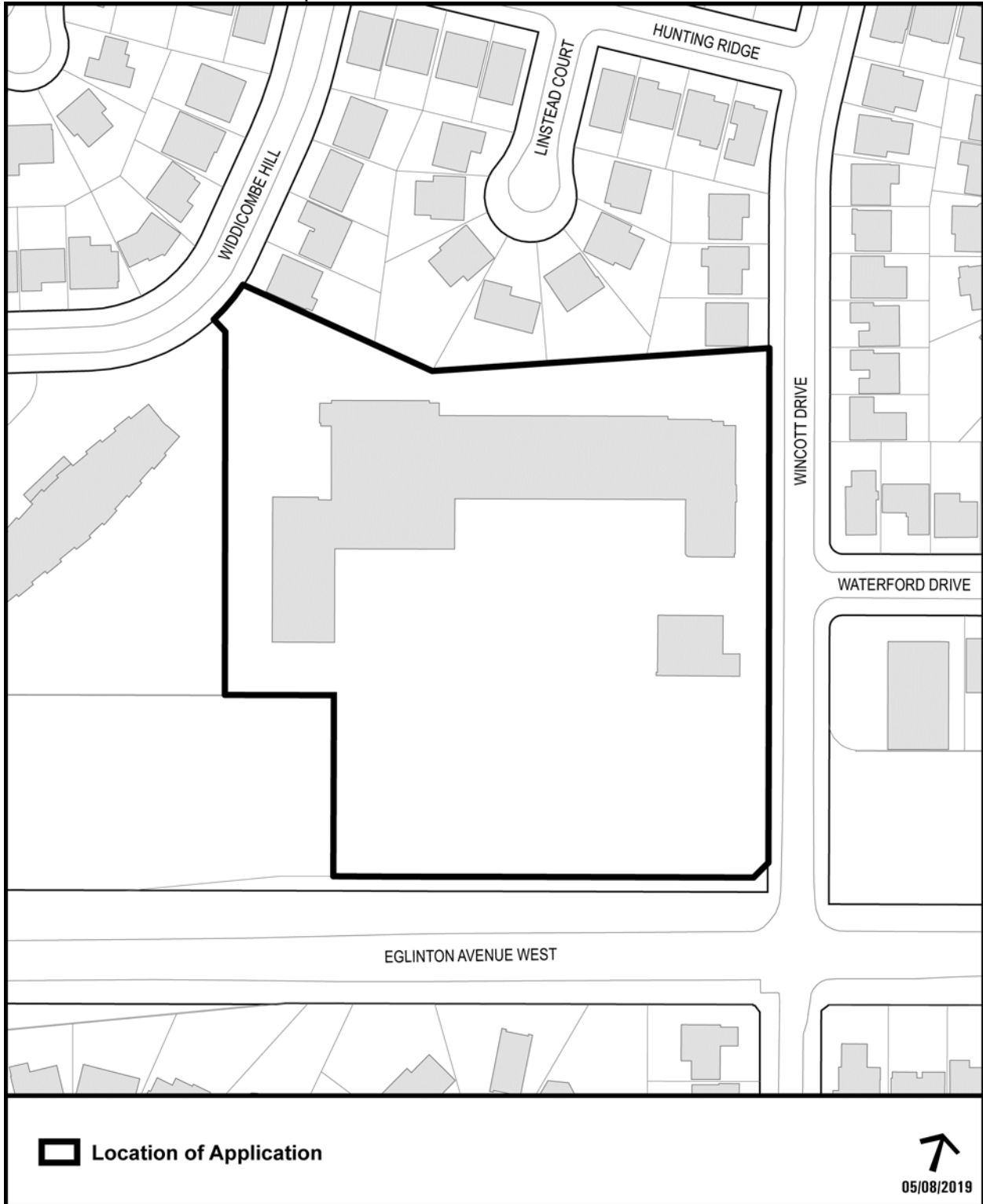
Attachment 4: Site Plan - Original Proposal - April 2018

Attachment 5: Site Plan - Revised Proposal - April 2019

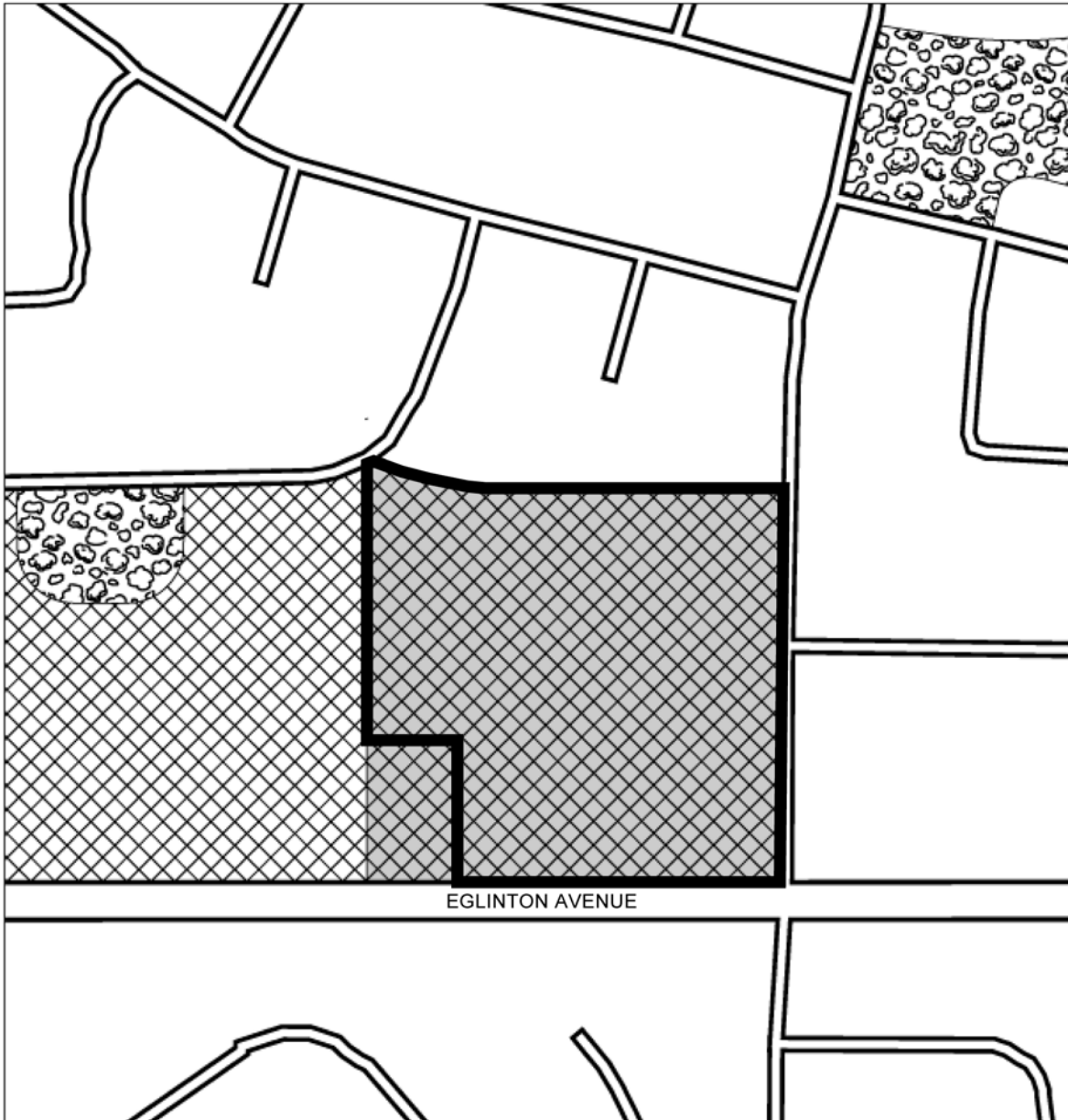
Attachment 6: 3D Model of Original Proposal in Context

Attachment 7: North Elevation - Revised Proposal

Attachment 1: Location Map



Attachment 2: Official Plan Map



TORONTO
 Official Plan Land Use Map #14

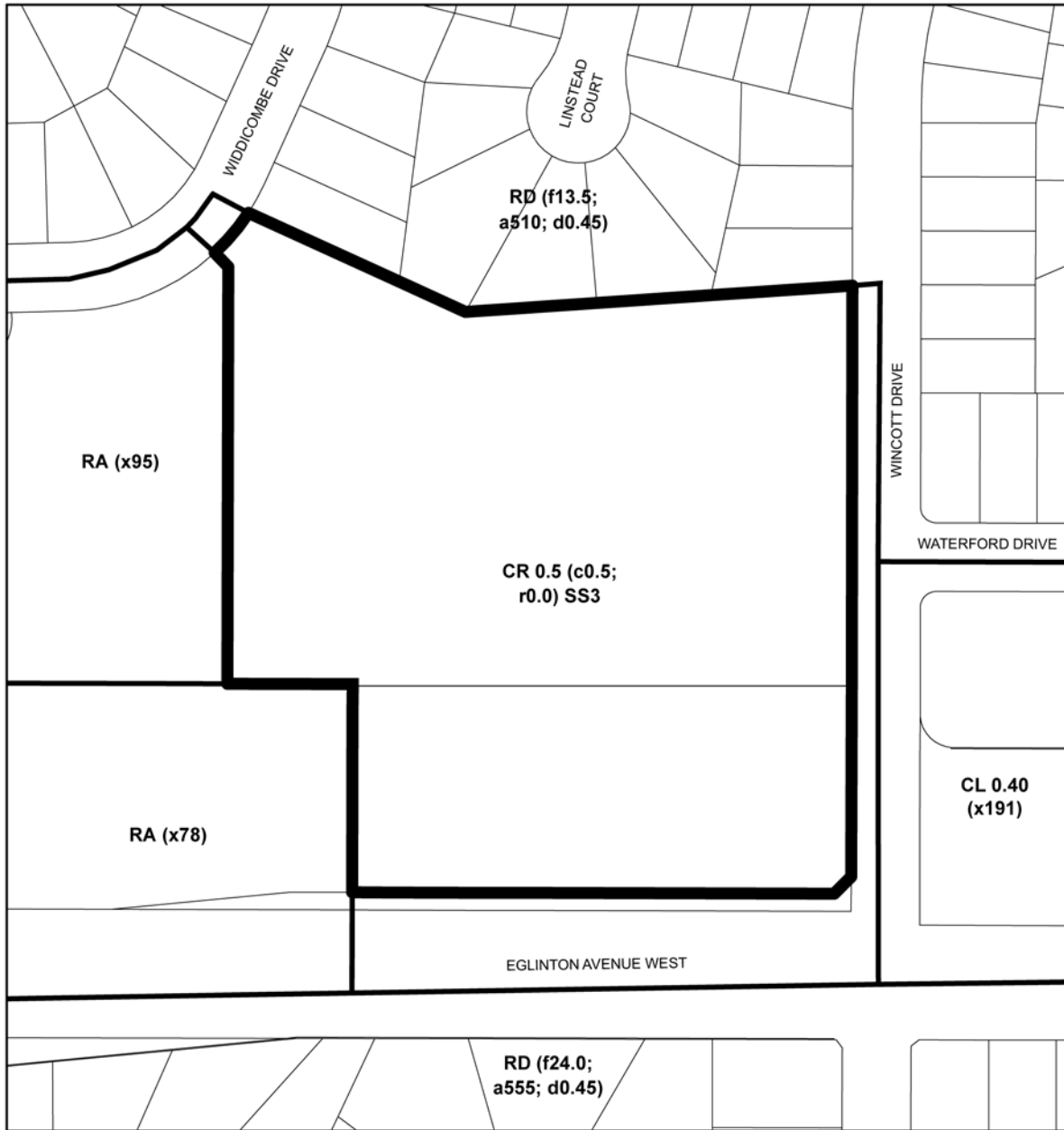
250 Wincott Drive

File # 18 150932 WET 04 0Z

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

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 Not to Scale
 05/08/2019


Attachment 3: Zoning Map



Zoning By-law No. 569-2013

250 Wincott Drive

File # 18 150932 WET 04 0Z

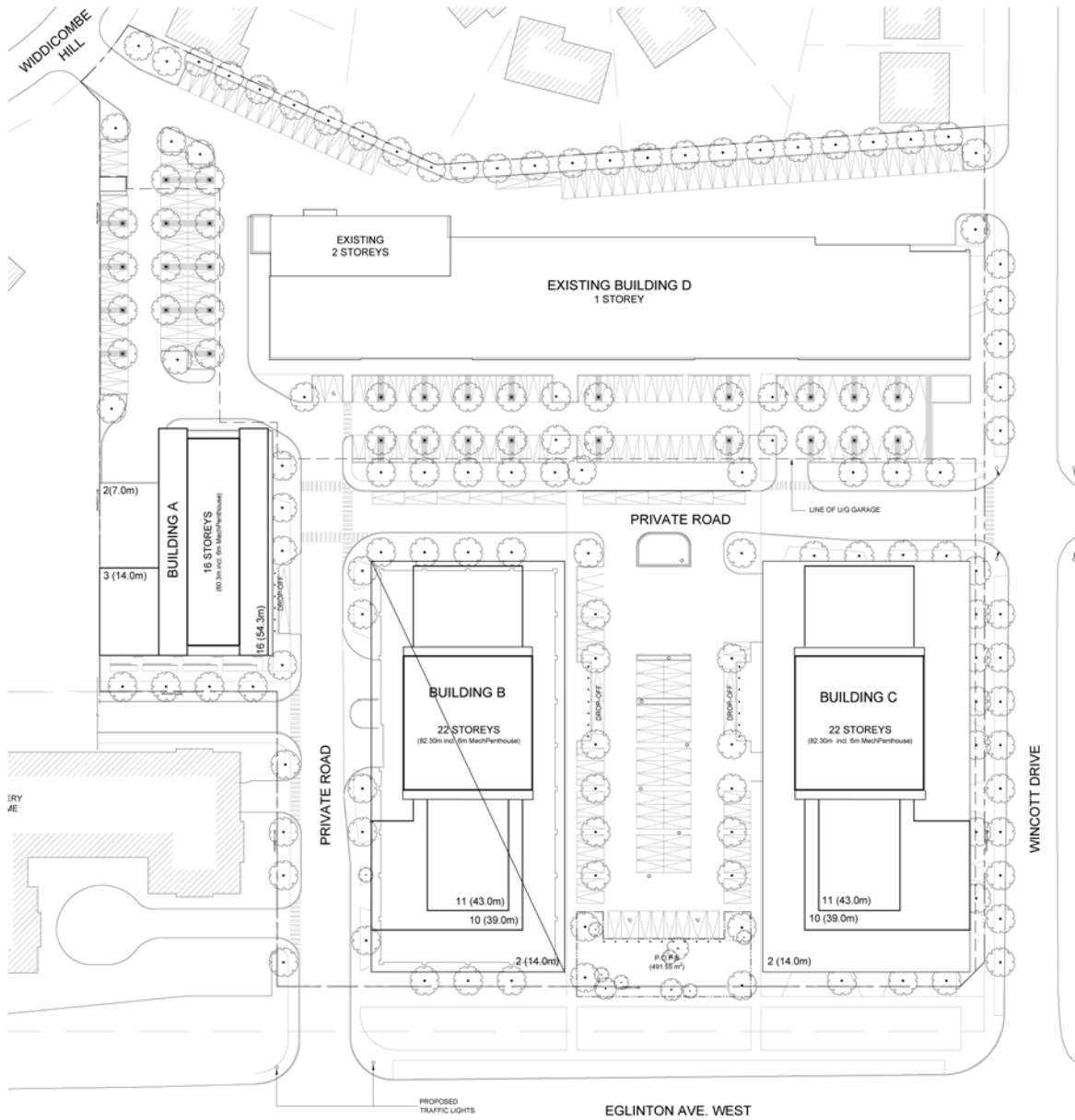
 Location of Application

RD Residential Detached CL Commercial Local
 RA Residential Apartment CR Commercial Residential



Not to Scale
 Extracted: 05/08/2019

Attachment 4: Site Plan - Original Proposal - April 2018



Site Plan

Applicant's Submitted Drawing

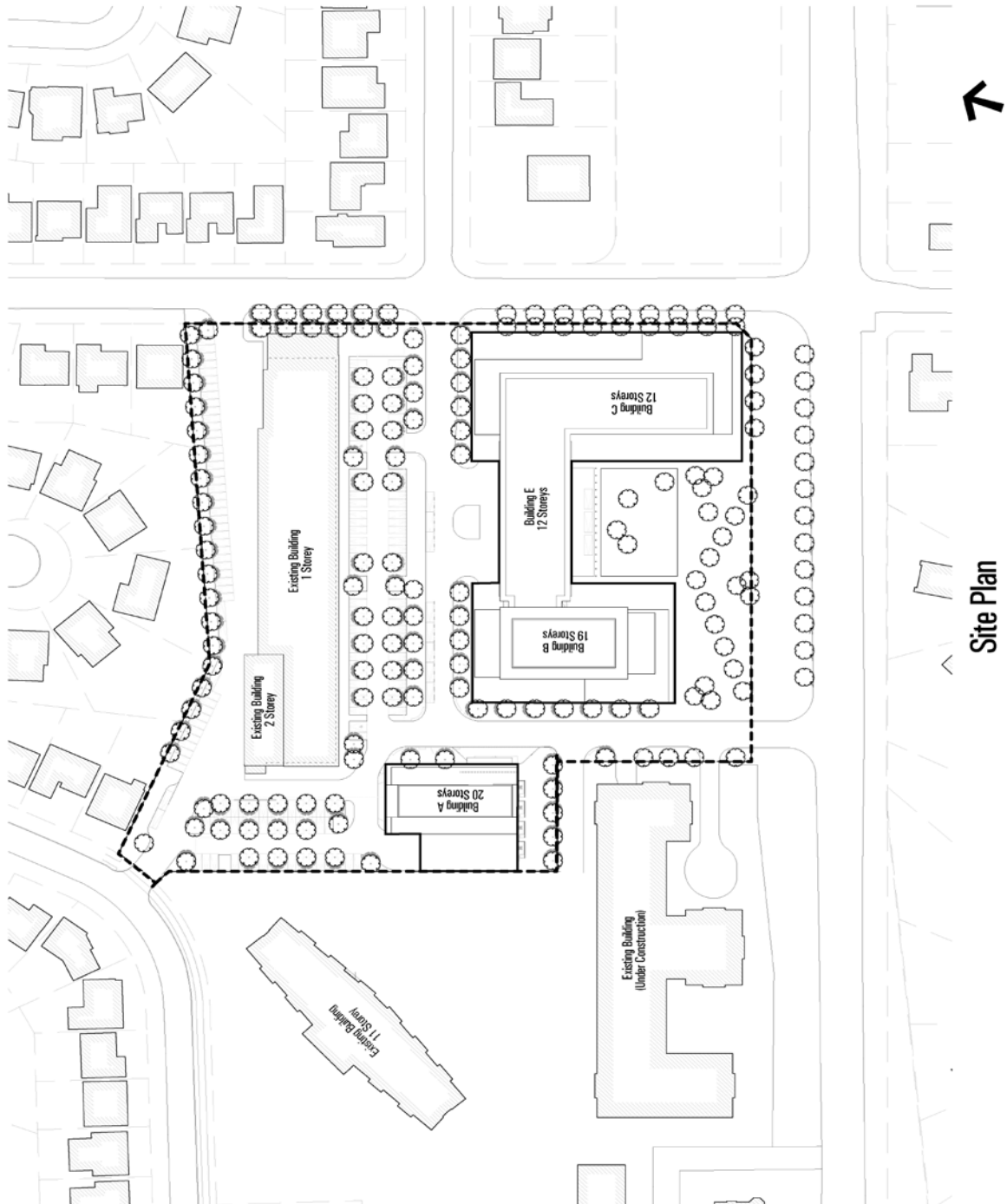
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250 Wincott Drive

File # 18 150932 WET 04 0Z

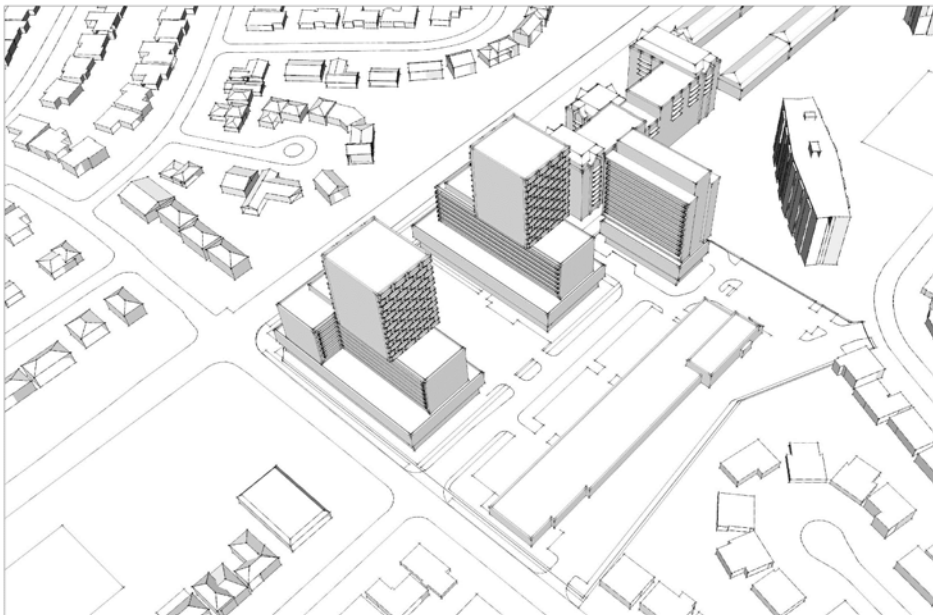
Attachment 5: Site Plan - Revised Proposal - April 2019



Attachment 6: 3D Model of Original Proposal in Context



Southeast Bird's Eye View



Northeast Bird's Eye View

Massing Models

Applicant's Submitted Drawing

Not to Scale
11/27/2018

250 Wincott Drive

File # 18 150932 WET 04 02

Attachment 7: North Elevation - Revised Proposal

