

1960 Eglinton Avenue East – Official Plan Amendment Application – Preliminary Report

Date: May 25, 2020

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: 21 - Scarborough Centre

Planning Application Number: 20 112107 ESC 21 OZ

Notice of Complete Application Issued: March 2, 2020

Current Use(s) on Site: Two-storey industrial building with surface parking along a portion of the eastern property line and a loading area at the rear of the site adjacent to Ashtonbee Road

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 1960 Eglinton Avenue East ("Cosmetica lands"), which is located within the Golden Mile Secondary Plan ("GMSP") study area. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff process this application concurrently with, and within the context of, the Golden Mile Secondary Plan Study.
2. This application be considered by Scarborough Community Council concurrently or following Scarborough Community Council's consideration of the Golden Mile Secondary Plan.
3. Within the context of the ongoing development of the Golden Mile Secondary Plan, staff be authorized to:
 - a. Schedule a community consultation meeting for the lands at 1960 Eglinton Avenue East, together with the Ward Councillor; and

- b. Provide notice for a community consultation meeting to be given to landowners and residents within 120 metres of the site and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in the report in the current budget year or in future years.

DECISION HISTORY

Eglinton Connects Planning Study

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

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

Golden Mile Market Analysis and Economic Study

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

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

Golden Mile Secondary Plan Study

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

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

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

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

The Proposal Report can be found here:

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

ISSUE BACKGROUND

Application Description

This application proposes to amend the Official Plan to add a Site and Area-Specific Policy ("SASP") to the property at 1960 Eglinton Avenue East (Cosmetica lands) to permit a mixed-use development with new streets and parkland. The southern portion of the site between Eglinton Avenue East and a new east-west street would be developed with mixed-use buildings ranging in height from 30 to 45 storeys and the northern portion of the site fronting onto Ashtonbee Road would be developed with a six-storey non-residential (industrial) building to replace and expand the gross floor area of the existing non-residential building (to be demolished). The application proposes a total of 2,600 residential units, 61,320 square metres of industrial uses, 929 square metres of retail uses, and a gross Floor Space Index ("FSI") of 5.3 times the lot area.

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

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

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

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

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (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) (the "Growth Plan (2019)") and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

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

The Growth Plan (2019) came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2019) establishes policies that require implementation through a MCR, which is a requirement pursuant to Section 26 of the *Planning Act* that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;

- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2019) works in conjunction with the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Toronto Official Plan Policies and Planning Studies

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

Toronto Official Plan policies may be found here:

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

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

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

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

Site and Area Specific Policy No. 129

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

SASP No. 129 can be found at:

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

Official Plan Amendment No. 231

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

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

Zoning By-laws

The site is zoned Mixed Employment (ME) under former City of Scarborough Employment Districts Zoning By-law No. 24982 (Golden Mile Employment District), as amended. The ME Zone permits a range of commercial and institutional uses. Industrial uses are permitted provided all uses are conducted within buildings.

The site is not subject to City-wide Zoning By-law 569-2013, as amended.

Design Guidelines

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

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

The City's Design Guidelines may be found here:

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

Site Plan Control

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

COMMENTS

Reasons for the Application

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

Issues to be Resolved

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

Provincial Policies and Plans Consistency/Conformity

This application will be evaluated for consistency with the PPS (2020) and conformity with the Growth Plan (2019). With regard to the PPS, staff will evaluate the proposed development against the policies that promote complete communities including opportunities for local employment; a mix of housing, recreation, parks and open space, and transportation choices. These policies are relevant for the subject site, which includes 2,600 proposed residential units in close proximity to the future Golden Mile Eglinton Crosstown LRT stop (under construction) at Warden Avenue.

With regard to the Growth Plan (2019), staff will evaluate the application against the density targets adjacent to rapid transit stations (LRT stops). The five Eglinton Crosstown LRT stops in the Golden Mile have not been identified as Major Transit Station Areas ("MTSA") in the Official Plan at this point. As such, staff will evaluate whether the proposed density is appropriate, despite the area not formally being identified as an MTSA. Staff will also review the application against the Growth Plan (2019) with respect to employment strategies to attract and retain jobs, and the requirement to provide a range of housing options, public service facilities, recreation and green space.

Official Plan Conformity

Staff are reviewing the application to determine its conformity with the Official Plan Policies pertaining to *Avenues*, *Mixed Use Areas*, *Healthy Neighbourhoods*, *Housing*, *Parkland*, and *Public Art*, amongst others.

Built Form, Planned and Built Context

Staff will assess the suitability of the proposed heights and massing within the existing and proposed context for the Golden Mile area. Staff will review the proposal in the context of the proposed development for the adjacent lands to the east at 1966-2050 Eglinton Avenue East and 50 Thermos Road, including the suitability of the proposed C-shaped building and adjacent POPS on the southern portion of the site. Staff will evaluate the proposed transition to and compatibility with the *Employment Areas* lands

on the north side of Ashtonbee Road, as well as the proposed land use compatibility between the proposed residential and employment uses on the subject site.

Staff will evaluate whether the application is contextually appropriate with the planned context and draft GMSP policies, which are informed by the City-wide Tall Building Design Guidelines, the Mid-rise Building Guidelines, the Growing Up: Planning for Children in New Vertical Communities Guidelines, and the emerging Urban Design Guidelines for the Golden Mile.

Staff will identify opportunities for the development to include a variety of public realm improvements, including new streets with appropriate right-of-way widths, and the suitability of the proposed public parkland and the proposed POPS.

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

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The subject property generally contains public (City-owned) trees along Eglinton Avenue East, Ashtonbee Road and Warden Avenue frontages, as well as limited private trees along the edge of the southeastern portion of the existing building. The applicant will be required to submit a Tree Preservation Report and Plan with their future Zoning By-law Amendment application, which will identify whether the existing public and/or private trees will be preserved.

Housing

A Housing Issues Report ("HIR") is required for Official Plan Amendment applications that seek to demolish existing rental properties, intensify existing rental sites, convert existing rental housing to condominiums or that propose residential development on lands in excess of five hectares in size. A HIR has been submitted as part of this application and is under review by City staff. City Planning staff will encourage the applicant to provide a range of residential units and will require that a minimum of 35 per cent of the units be larger units suitable for a broad range of households, including families with children, of which 10 per cent will be three-bedroom units.

Community Services and Facilities

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

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in

community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

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

Section 37 Community Benefits

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

Infrastructure/Servicing Capacity

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

The applicant has submitted a Transportation Impact Study ("TIS"), which will be reviewed for the potential impact of the development on the existing and planned transportation network. Staff will review the proposed public street with regard to its location and right-of-way width in the context of the GMSP Transportation Master Plan ("TMP"), which identifies the transportation improvements required to support the proposed growth in the GMSP study area and the associated timing for the completion of those improvements. Staff will also review the proposed closure of the southeast portion of Craigton Drive.

Toronto Green Standard

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

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

More information regarding the TGS can be found at:

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

On-site Parkland

The applicant is currently proposing 2,471 square metres of on-site parkland dedication in the northeastern portion of the site. Staff will review parkland dedication requirements, in the context of the draft Secondary Plan policies for Golden Mile and the emerging public realm strategy for the area.

Other Matters

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

CONTACT

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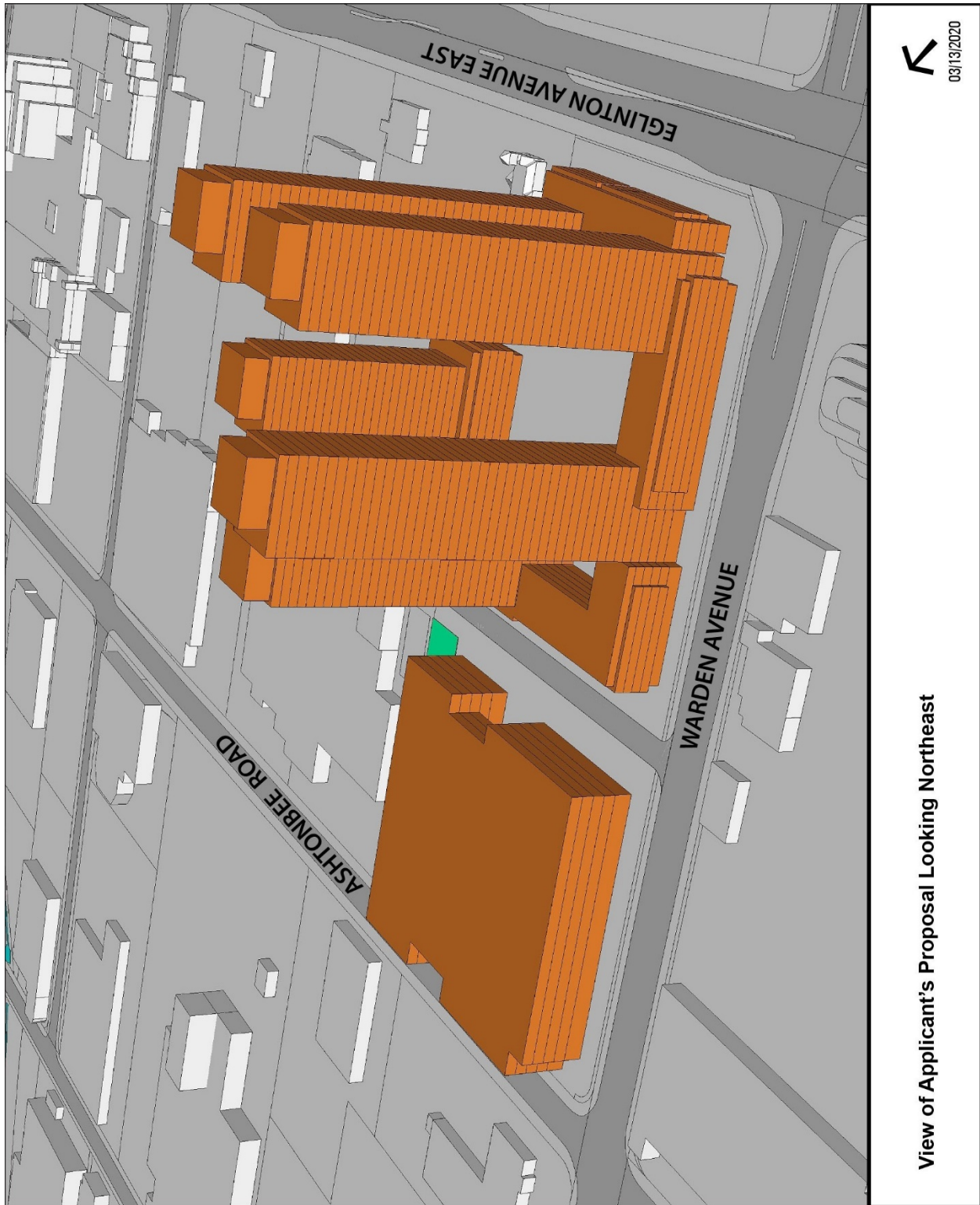
SIGNATURE

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

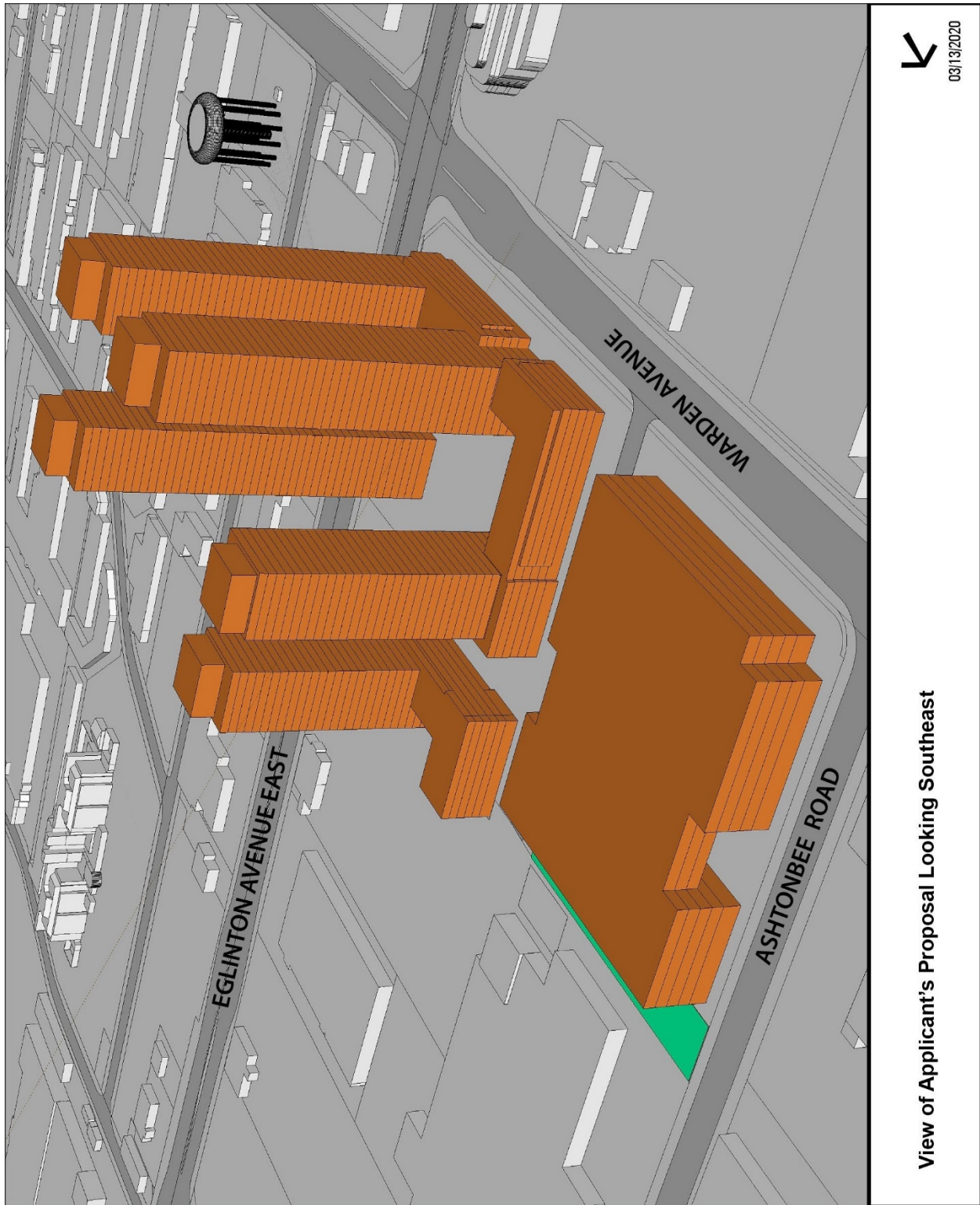
ATTACHMENTS

- Attachment 1: 3D Model of Proposal in Context (view looking northeast)
- Attachment 2: 3D Model of Proposal in Context (view looking southeast)
- Attachment 3: Location Map
- Attachment 4: Site Plan
- Attachment 5: Official Plan Map
- Attachment 6: Golden Mile Secondary Plan Study Boundary

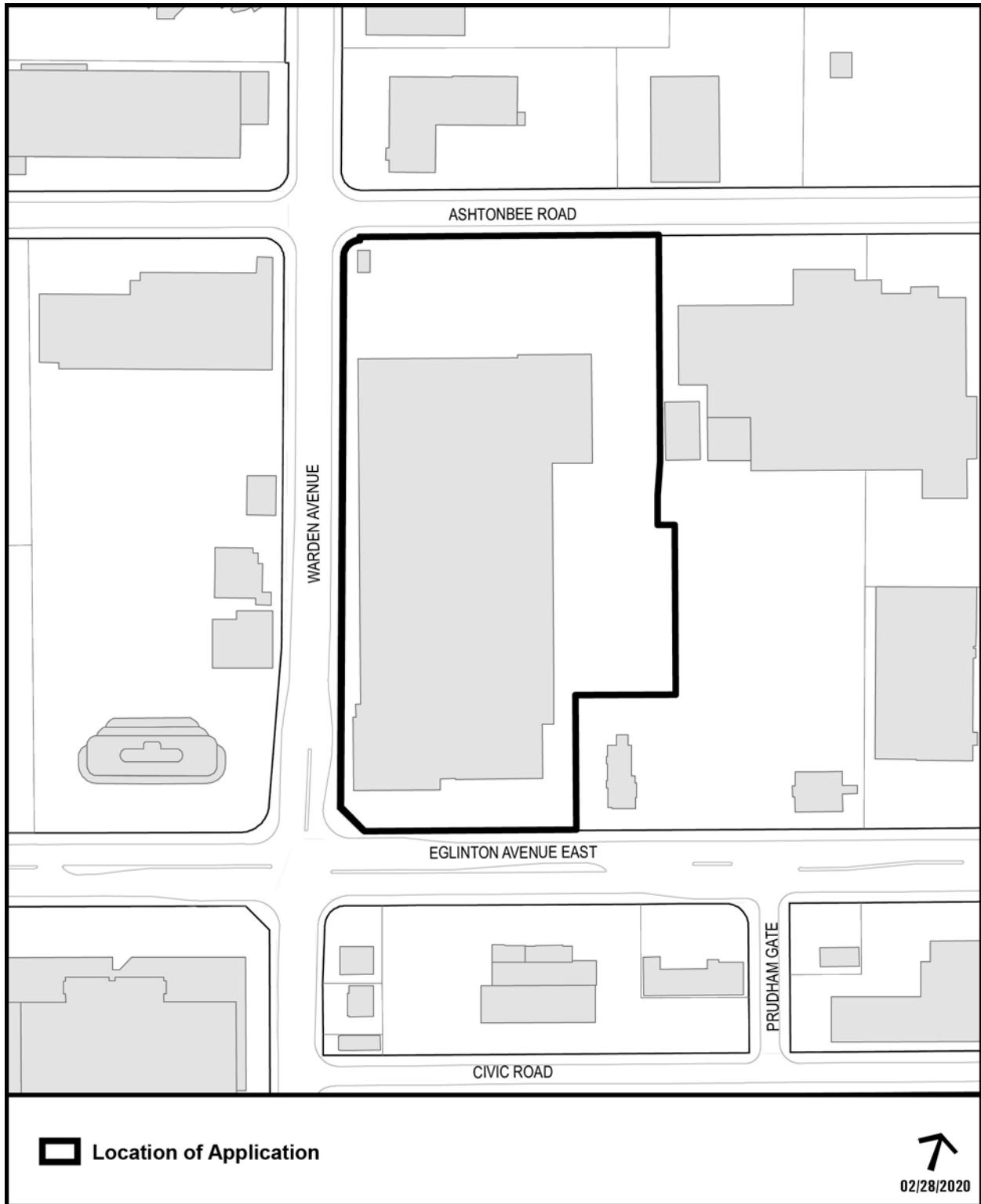
Attachment 1: 3D Model of Proposal in Context (view looking northeast)



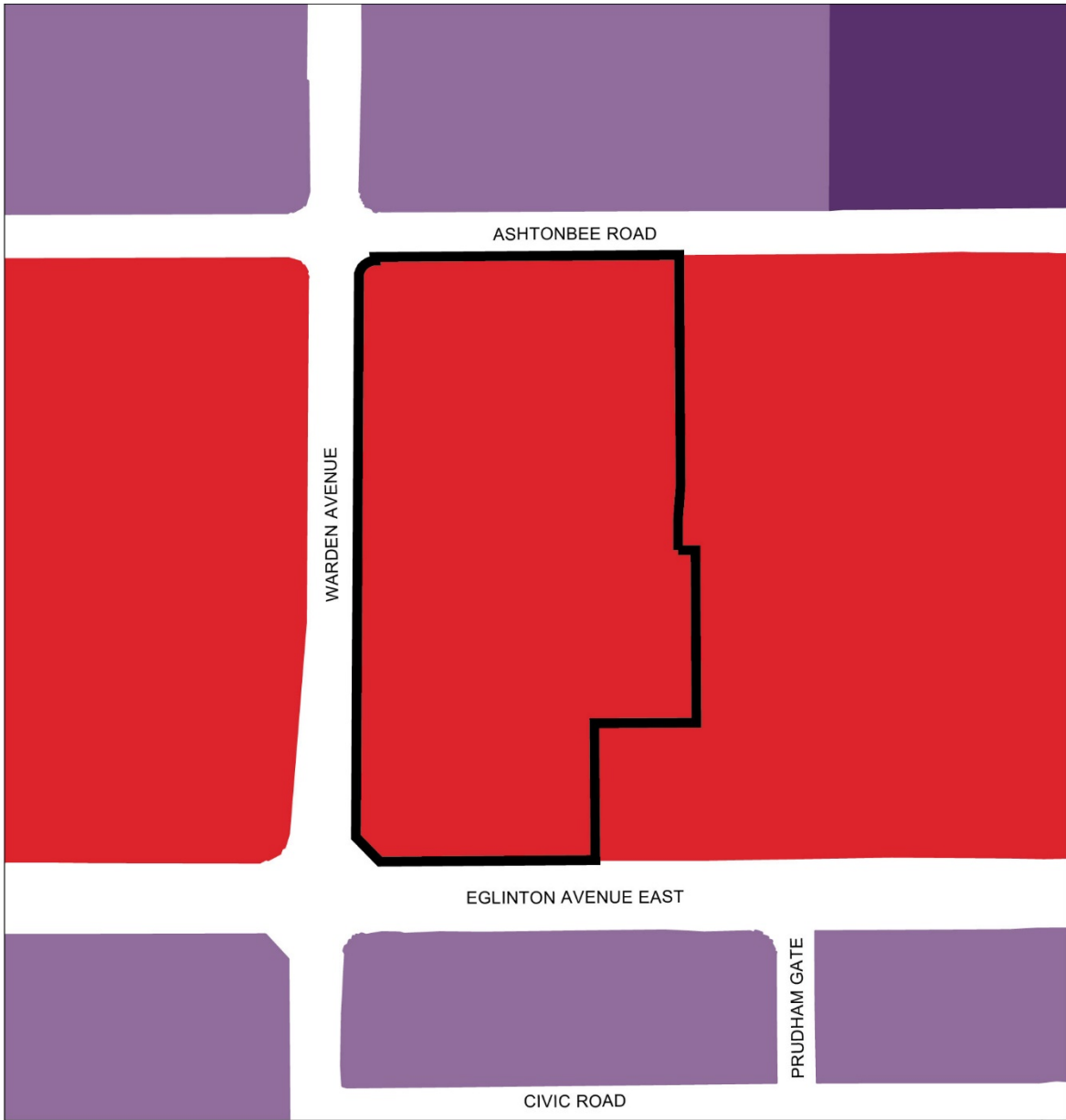
Attachment 2: 3D Model of Proposal in Context (view looking southeast)



Attachment 3: Location Map



Attachment 5: Official Plan Map



 **TORONTO**
Official Plan Land Use Map #20

1960 Eglinton Avenue East

File # 20 112107 ESC 21 0Z

-  Location of Application
-  Mixed Use Areas
-  General Employment Areas
-  Core Employment Areas


Not to Scale
02/28/2020

Attachment 6: Golden Mile Secondary Plan Study Boundary

