

1891 Eglinton Avenue East – Official Plan Amendment Application – Preliminary Report

Date: October 9, 2020

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: 20 - Scarborough Southwest

Planning Application Number: 20 158264 ESC 20 OZ

Notice of Complete Application Issued: June 19, 2020

Current Use(s) on Site: One-storey industrial building (19,640 square metres) currently occupied by Flexible Packaging Corporation, with related surface parking along the northern and western property lines.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the Official Plan Amendment application for the northerly portion of the lands at 1891 Eglinton Avenue East, which is located within the draft Golden Mile Secondary Plan ("GMSP") area. The application proposes to add a new Site and Area Specific Policy ("SASP") to permit a mixed-use community consisting of six development blocks with buildings heights that range from 10 to 48 storeys, new public streets and public parkland. 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 schedule a community consultation meeting for the lands at 1891 Eglinton Avenue East, together with the Ward Councillor.
2. Staff 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.
3. Staff process these applications concurrently with, and within the context of, draft Official Plan Amendment No. 499, Golden Mile Secondary Plan, as may be further revised prior to final approval.

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

Official Plan Amendment Application - 1891 Eglinton Avenue East (2011)

In 2011, the applicant submitted an Official Plan Amendment application to permit a mixed-use development on the northerly portion of the site by redesignating the lands from *Employment Areas* to *Mixed Use Areas* (Application No. 11 325706 ESC 35 OZ). The application was reviewed in the context of the 2011 Municipal Comprehensive Review process, which led to the adoption of Official Plan Amendment ("OPA") 231. The applicant appealed the site-specific application and as part of OPA 231, the northern portion of the lands were redesignated to *Mixed Use Areas*. The 2011 application also resulted in SASP 435, which is described on the Toronto Official Plan Policies and Planning Studies section of this report. The southerly portion of the subject site remains designated for employment uses.

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, including the Golden Mile. Further information regarding the Eglinton Connects Planning Study can be found at:

<https://www.toronto.ca/legdocs/mmis/2014/pg/bgrd/backgroundfile-68062.pdf>

Golden Mile Market Analysis and Economic Study

The Golden Mile Market Analysis and Economic Strategy Study was completed in December 2016, which analyzed the existing economic and employment conditions in the Golden Mile. 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 - Final Report

On July 17, 2020, Scarborough Community Council commenced the statutory public meeting regarding draft Official Plan Amendment No. 499, including the Golden Mile Secondary Plan, and deferred consideration of the Final Report from the Director, Community Planning, Scarborough District dated June 25, 2020, until October 16, 2020.

The Final Report and Scarborough Community Council decision in this regard can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.SC16.3>

Golden Mile Secondary Plan - Supplementary Report

On October 16, 2020, Scarborough Community Council will consider the Golden Mile Final and Supplementary Reports, including the revised draft Official Plan Amendment No. 499 to implement the proposed Golden Mile Secondary Plan.

The Supplementary Report can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.SC18.1>

ISSUE BACKGROUND

Application Description

This application proposes to amend the Official Plan to add a SASP to the northerly 2.96-hectare portion of the property at 1891 Eglinton Avenue East (currently occupied by Flexible Packaging Corporation) to permit a mixed-use development with new streets and public parkland. The application consists of four mixed-use tall buildings with heights that range from 33 to 48 storeys; a 10-storey residential mid-rise building; and 2,823 square metres of public parkland.

The application proposes a total gross floor area of 152,039 square metres (143,122 square metres of residential uses, 2,627 of retail uses and 6,290 square metres of office uses), 1,850 residential units and a gross Floor Space Index ("FSI") of 5.13 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 Land-Use Policies: Provincial Policy Statement and Provincial Plans

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) (the "PPS") provides policy direction province wide on land use planning and development to promote strong communities, a strong

economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient use and management of land and infrastructure;
- Ensuring the sufficient provision of housing to meet changing needs including affordable housing;
- Ensuring opportunities for job creation;
- Ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- Protecting people, property and community resources by directing development away from natural or human-made hazards.

The provincial policy-led planning system recognizes and addresses the complex interrelationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the Planning Act and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.6 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

Provincial Plans

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

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 Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan") came into effect on August 28, 2020. This new plan amends the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan 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 establishes policies that require implementation through a Municipal Comprehensive

Review ("MCR"), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan, 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 an 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 builds upon 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 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.

The current application is located on lands identified as *Employment Areas* 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 draft GMSP 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 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.

Site and Area Specific Policy No. 435

SASP No. 435 applies to the subject lands and requires development on the portion of the lands fronting onto Eglinton Avenue East (designated *Mixed Use Areas*) to include a minimum non-residential gross floor area of 6,000 square metres or five (5) per cent of the total gross floor area of residential uses, whichever is smaller. In addition, any development on the portion of the lands designated *General Employment Areas* must be compatible with adjacent sensitive lands uses.

Official Plan Amendment Nos. 479 and 480

On September 11, 2020, the Minister of Municipal Affairs and Housing approved city-wide amendments to the Official Plan regarding public realm (OPA No. 479) and built form (OPA No. 480) as part of the Five-Year Official Plan Review under Section 26 and Subsection 17(34) of the *Planning Act*. These OPAs replace Sections 3.1.1, 3.1.2 and 3.1.3 of the Official Plan with new and revised policies for the public realm, built form and built form types to:

- Promote a walkable city;
- Clarify the role of the public realm and the need for new public streets;
- Introduce development criteria for low-rise, mid-rise and tall buildings; and
- Promote public squares and Privately Owned Publicly-Accessible Spaces ("POPS").

OPA 479 regarding public realm can be found at:

<https://www.toronto.ca/legdocs/bylaws/2020/law0083.pdf>

OPA 480 regarding built form can be found at:

<https://www.toronto.ca/legdocs/bylaws/2020/law0084.pdf>

Toronto Official Plan policies may be found here:

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

SASP Nos. 129 and 435 can be found at:

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

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/>

At its meeting on October 16, 2020, Scarborough Community Council will consider the draft Golden Mile Urban Design Guidelines. These guidelines will be used in the evaluation of the subject application.

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 and conformity with the Growth Plan (2020). 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 1,850 proposed residential units in close proximity to the future Golden Mile Eglinton Crosstown LRT stop (under construction) at Pharmacy Avenue.

With regard to the Growth Plan (2020), 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 (2020) 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 *Employment Areas*, *Mixed Use Areas*, *Healthy Neighbourhoods*, *Housing*, *Parkland*, and *Public Art*, amongst others. Staff will also review the application within the context of draft OPA No. 499, including the draft Golden Mile Secondary Plan.

Built Form, Planned and Built Context

Staff will assess the suitability of the proposed heights and massing within the existing and planned context for the Golden Mile area and the subject site, including the potential impact of the development on the proposed public parkland located at the northeastern portion of the site, and the proposed transition to and compatibility with the Employment Areas lands on the southerly portion of the site and east of the 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 will evaluate the suitability of the proposed public parkland and potential locations for 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. An HIR has been submitted as part of this application and is under review by City staff. The applicant is proposing a range of residential units, including 25 per cent two-bedroom units (454 units) and 10 per cent three-bedroom units (187 units). The applicant will be encouraged to provide the minimum 35 per cent of the units as larger units suitable for a broad range of households, including families with children, which is consistent with the draft GMSP policies.

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 draft GMSP includes CS&F policies, which identify the long-term priority areas for CS&F in the Golden Mile area. This draft CS&F policy direction will be used in the evaluation of this application. 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 servicing policies in the draft GMSP. 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, 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 Golden Mile Transportation Master Plan ("TMP"), which identifies the transportation improvements required to support the proposed growth in the draft GMSP area and the associated timing for the completion of those improvements.

Staff will also be pursuing a 3.5 metre wide road widening dedication along the entire Eglinton Avenue East frontage of the site to achieve the new 43-metre right-of-way width being proposed for this street on Official Plan Map 3, Right-of-Way Widths Associated with Existing Major Streets, through OPA No. 499.

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 2,823 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

City of Toronto Drawings

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

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

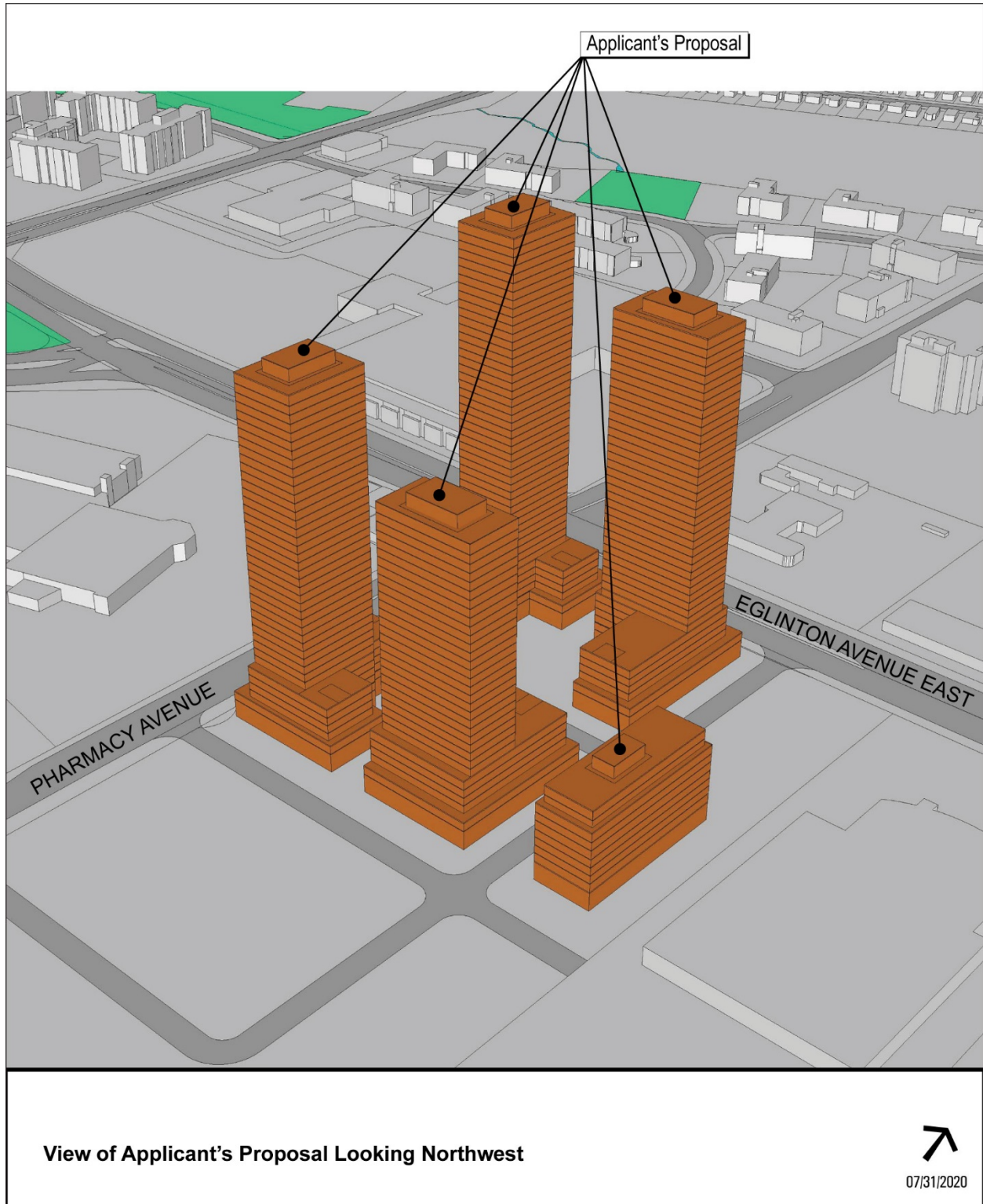
Attachment 3: Location Map

Attachment 4: Site Plan

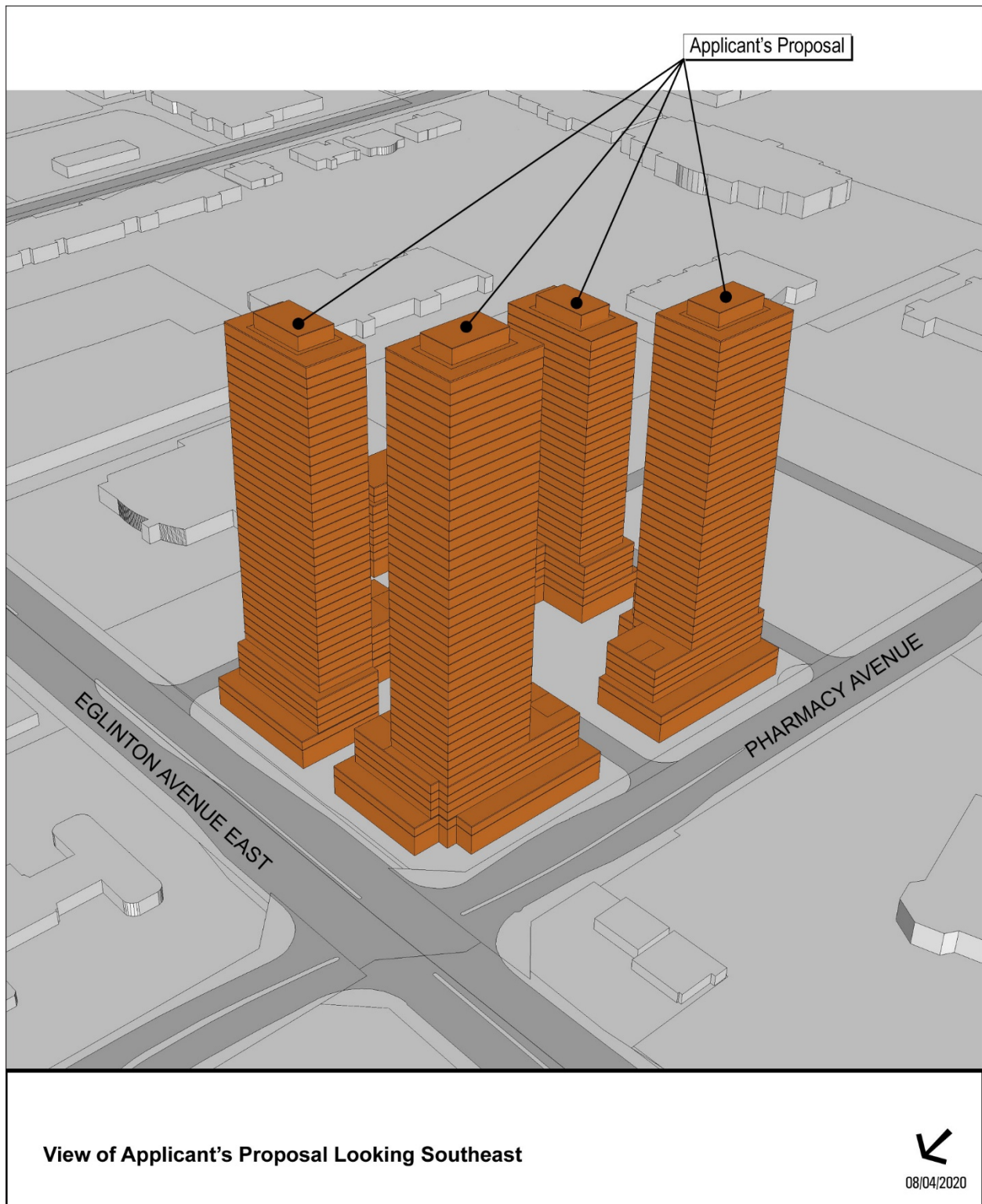
Attachment 5: Official Plan Map

Attachment 6: Proposed Golden Mile Secondary Plan Study Boundary

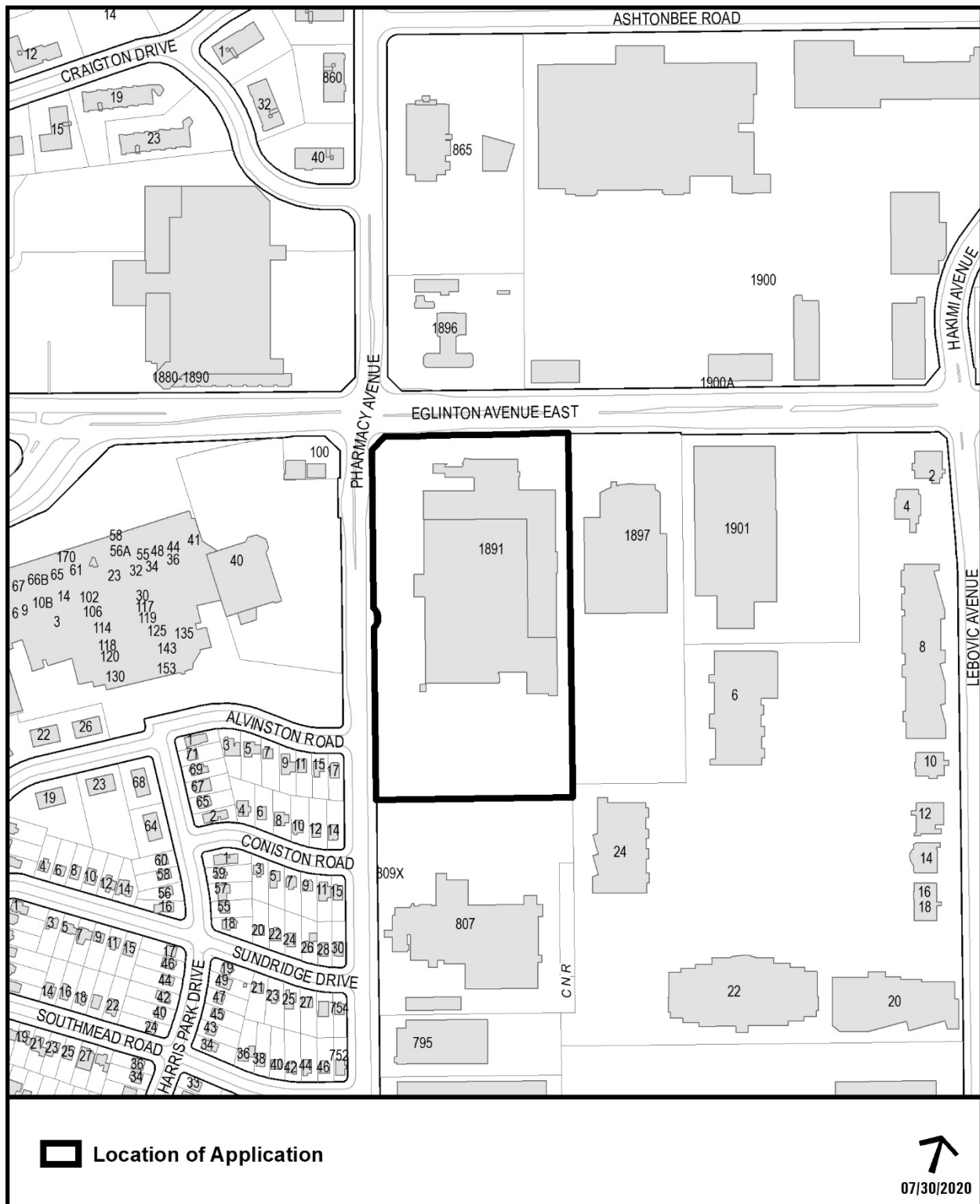
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Attachment 2: 3D Model of Proposal in Context (view looking southeast)

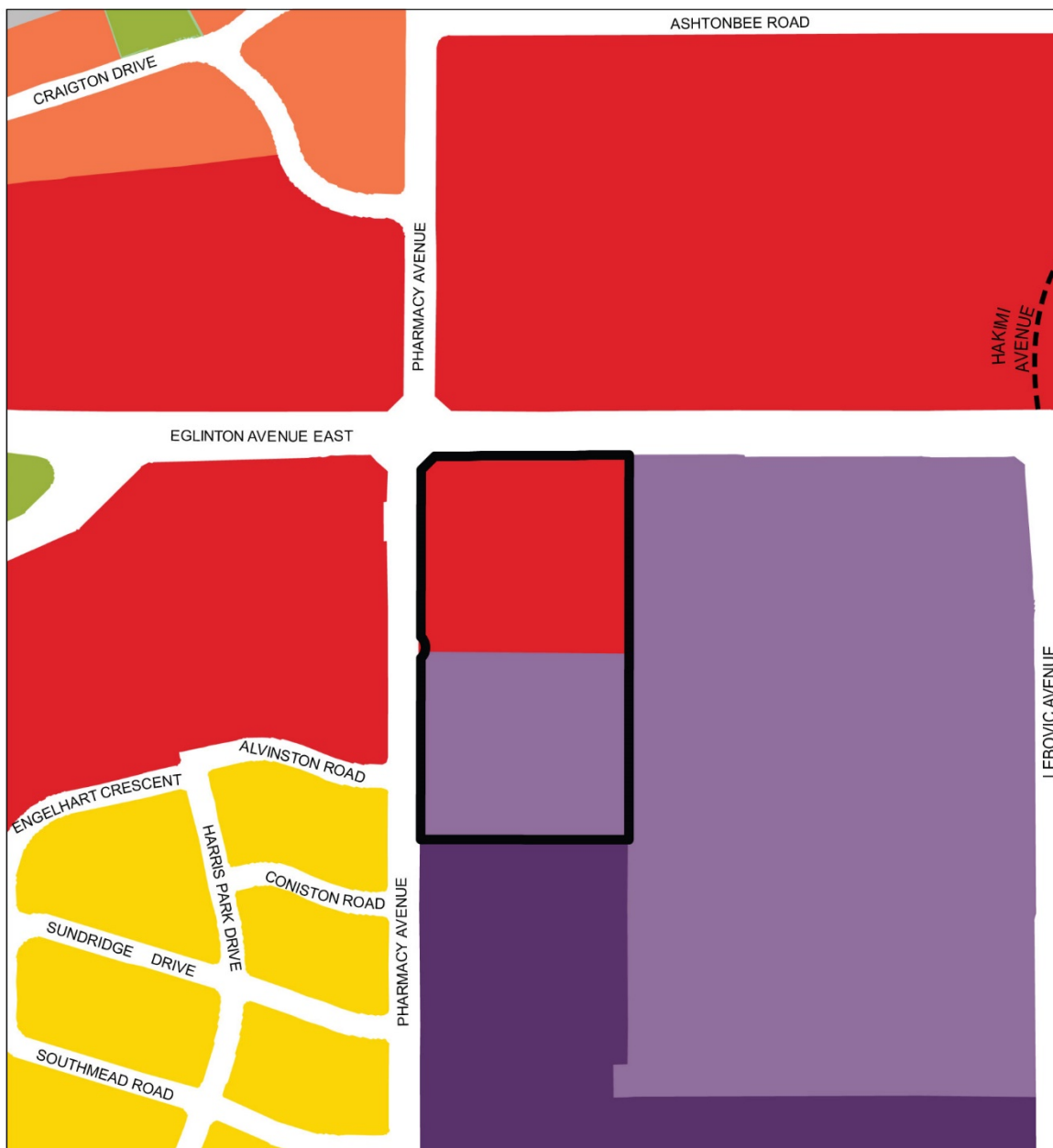


Attachment 3: Location Map



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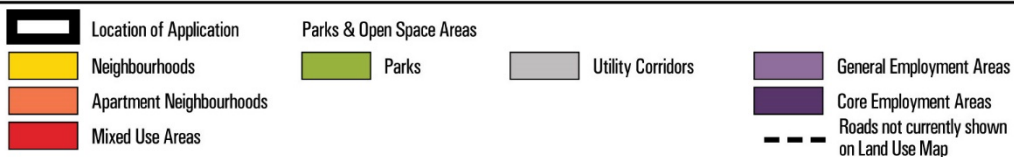
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1891 Eglinton Avenue East

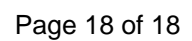
Official Plan Land Use Map #20

File # 20 158264 ESC 20 02



Not to Scale
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Preliminary Report -1891 Eglinton Ave East



Golden Mile Secondary Plan

 Secondary Plan Boundary
 Existing Street within the Secondary Plan Boundary
 to be Potentially Realigned/Reconfigured
 Existing Park

Not to Scale