

2911 Eglinton Avenue East – Zoning By-law Amendment Application – Decision Report - Approval

Date: June 8, 2023

To: Scarborough Community Council

From: Acting Director, Community Planning, Scarborough District

Wards: 20 - Scarborough Southwest

Planning Application Number: 21 245219 ESC 20 OZ

SUMMARY

This application proposes to amend the Zoning By-law for the property located at 2911 Eglinton Avenue East to permit development of the subject lands with a six-storey self-storage facility located on the southeast corner. The proposed development will have a gross floor area of 17,369 square metres. A total of 16 parking spaces are proposed with the proposed development having shared vehicular access with the existing Home Depot Store. The existing Home Depot Store would remain on site.

The proposed development is consistent with the Provincial Policy Statement (2020) and conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020).

This report reviews and recommends approval of the application to amend the Zoning By-law. The proposal conforms with the general intent of the Official Plan and is generally consistent with the City's guidelines. The proposed development is appropriate for a Mixed Use Area.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend City of Toronto Zoning By-law 569-2013 for the lands at 2911 Eglinton Avenue East substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 5 to this report.
2. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment(s) as may be required.
3. Before introducing the necessary Bill to City Council for enactment, City Council require the Owner to:

a. submit a revised Functional Servicing Report and Storm Water Management Report including a Downstream Sanitary Capacity Analysis to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services which addresses matters as set out in the Engineering and Construction Services memorandum dated December 2, 2022; and

b. enter into a financially secured development agreement for the construction of any improvements to the municipal infrastructure, to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services, if it is determined that upgrades are required to the infrastructure to support this development, according to the accepted Site Servicing Review.

FINANCIAL IMPACT

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

DECISION HISTORY

A pre-application meeting was held on February 16, 2021. The current Zoning By-law Amendment application was submitted on December 5, 2021 and deemed complete on May 3, 2022. An application for Site Plan Control was also submitted on December 5, 2021.

A Preliminary Report on the application was adopted by Scarborough Community Council on April 25, 2022 authorizing staff to conduct a community consultation meeting with notification given to landowners and residents within 300 metres of the application site.

The Preliminary Report and decision of Scarborough Community Council can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2022.SC31.6>

This site is subject to a Consent application (File Number 23 114802 ESC 20 CO). The Consent application was received on February 16, 2023 and the submission materials have been circulated to all appropriate agencies and City Divisions and reviewed concurrently with this Zoning By-law Amendment application.

PROPOSAL

The application seeks to amend Zoning By-law 569-2013, as amended, to permit development on the southeast corner of the subject lands with a self-storage facility.

The self-storage facility is proposed to be six storeys (25.8 metres) and have a gross floor area of 17,369 square metres. The proposed development will

provide both vehicular and pedestrian access from Eglinton Avenue East and McCowan Road. The existing Home Depot Store remains on site. The Development Area will be severed from the Subject Lands through a Consent application, along with mutual easement for access and servicing.

The main vehicular access for the proposed development will be accessed through a shared access with the existing Home Depot from Eglinton Avenue East and Landmark Boulevard. Furthermore, truck access to the proposed loading areas will also be provided from Eglinton Avenue East. This access leads directly to the interior loading area for the proposed Storage facility.

A total of 16 parking spaces are proposed for the self-storage building, of which five spaces will be located interior to the building while the remaining eleven will be located at the west side of the proposed building. The five interior parking spaces will be accessed from two entrances on the northeast corner of the proposed building. The loading dock facility for the building is located at the southeast corner of the proposed building. The loading dock facility will provide one loading space to sufficiently service the facility.

See Attachment 1 for the Application Data Sheet, Attachment 2 for the location map, Attachment 6 for the site plan, Attachment 7 for the 3D models of the proposal in context and Attachment 8 for the elevations of the proposal.

Additional submission material can be accessed on the Application Information Centre (AIC) at: www.toronto.ca/2911EglintonAveE

Site and Surrounding Area

The Subject Lands are located north of the GO Train Railway Line, east of McCowan Road, south of Eglinton Avenue East and east of Torrance Road. The Subject Lands are approximately 4.57 hectares (11.30 acres) in size and have a frontage of approximately 260 metres onto McCowan Road and 252 metres onto Eglinton Avenue East. The Development Area is located on the southwest portion of the Subject Lands and is approximately 0.49 hectares (1.20 acres) in size (see Attachment 2: Location Map).

A one-storey Home Depot Store is currently located on the western portion of the Subject Lands and surface parking spaces on the eastern portion of the Subject Lands.

Surrounding land uses include:

North: Immediately north of the Subject Lands is Eglinton Avenue East and six commercial and service units.

East: Immediately east of the Subject Lands is a one-storey auto body shop.

South: Immediately south of the Subject Lands is a GO Train Railway Line and further south is an established neighbourhood, consisting single detached dwelling units and townhouses.

West: Immediately west of the Subject lands is Landmark Boulevard and McCowan Road. Further west are two high-rise and two mid-rise residential buildings.

Reasons for Application

The proposal requires a Zoning By-law amendment to permit the self-storage facility use in the Commercial Residential zone and establish site-specific provisions for permitted use, height, setbacks and parking spaces to facilitate the proposed development.

This site is subject to an application under the *Planning Act* for Site Plan Control approval (File Number 21 245218 ESC 20 SA).

This site is also subject to a consent application (File Number 23 114802 ESC 20 CO). The consent application was received on February 16, 2023 and the submission materials have been circulated to all appropriate agencies and City Divisions and reviewed concurrently with this Zoning By-law Amendment application.

APPLICATION BACKGROUND

Application Requirements

The following plans, reports and studies were submitted in support of the application:

- 3D Modeling
- Arborist Report
- Architectural Plans
- Civil and Utilities Plans
- Draft Zoning By-law Amendment
- Elevations
- Geotechnical Study
- Hydrogeological Report
- Landscape Plans
- Noise Impact Study
- Parking Study
- Planning Rationale
- Private Water Discharge System Letter
- Project Data Sheet
- Public Consultation Strategy Report
- Rail Safety Plan or Report or Study
- Stormwater Management Report
- Sun/Shadow Study
- Survey Plans
- Topographical Survey
- Toronto Green Standard Checklist
- Traffic Operations Assessment

- Tree Preservation Plan

The reports and studies listed above can be accessed via the City's Application Information Centre at: www.toronto.ca/2911EglintonAveE

Agency Circulation Outcomes

The application, together with the applicable reports noted above, have been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate Zoning By-law standards.

POLICY AND REGULATION CONSIDERATIONS

Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement (2020), and shall conform to provincial plans, including the Growth Plan (2020) for the Greater Golden Horseshoe, the Greenbelt Plan, and others.

The 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 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 inter-relationships 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 4.7 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) came into effect on August 28, 2020. This was an amendment to the Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) 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 (2020), establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act.

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, and better connected 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 (2020), builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020), 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 (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2020).

Official Plan

The Official Plan designates this site as Mixed Use Areas, as shown on Map 20 of the Official Plan ([see Attachment ##: Official Plan Land Use Map](#)).

The City of Toronto Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

The subject property is also located on an Avenue with an existing and planned right-of-way width of 36 metres on Official Plan Maps 2 (Urban Structure) and 3 (Right-of-Way Widths) respectively. The subject property is also located on a High Order Transit Corridor on Official Plan (Map 4) and a Surface Transit Priority Network (Map 5).

Zoning

The City of Toronto Zoning By-law No. 569-2013, as amended, zones the subject lands as Commercial Residential CR 0.3 (c0.3; r0.0) SS3 (x604). A variety of uses including Automobile Sales, Service and Maintenance Uses, Funeral Homes, Fraternal Organizations, Hotels and Motels, Place(s) of Worship and Professional and Business Offices are permitted, but it does not permit residential uses as shown by the numerical value of zero density for residential uses, in the zoning standards noted above. The Commercial zoning permits a maximum building height of 11 metres, a maximum building coverage of 33%, and a density of 0.3 times the lot area for commercial uses. This By-law also establishes minimum building setbacks of 3 metres from a street and restricts the sale and display of outdoor goods. See Attachment 3 of this report for the Zoning By-law Map.

The Eglinton Community Zoning By-law No. 10048, as amended, zones the subject site Community Commercial (CC 40B-88-180-323), which permits community commercial uses, day nurseries and neighbourhood commercial uses.

The City's Zoning By-law 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 design guidelines used to evaluate the application include, but are not limited to:

- Design Guidelines for 'Greening' Surface Parking Lots

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

Toronto Green Standard

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.

Site Plan Control

The proposal is subject to Site Plan Control. An application for Site Plan Control approval has been submitted, file no. 21 245218 ESC 20 SA, and is currently under review.

COMMENTS

Provincial Policy Statement and Provincial Plans

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the Planning Act. Staff has reviewed the current proposal for consistency with the Provincial Policy Statement (2020) and conformity with the Growth Plan (2020). Staff find the proposal to be consistent with the PPS and conforms with the Growth Plan.

Land Use

The subject property is located on lands designated *Mixed Use Areas*. The Official Plan directs development in *Mixed Use Areas* to create a balance of high-quality commercial, residential, institutional, and open space uses that meets the needs of the local community.

This application has been reviewed against the Official Plan policies described in the Policy Considerations section of the report as well as the policies of the Toronto Official Plan as a whole.

The proposed self-storage facility use is considered a warehouse use that is not listed in the policies section of the *Mixed Use Areas* designation in the Official Plan. Given the existing and the planned context for the subject property and the surrounding area, the proposed self-storage facility use is appropriate. Planning staff are therefore of the opinion the proposed land use is appropriate for the subject site and can be supported.

Zoning

The site is currently in the Commercial Residential Zone (CR) in Zoning By-law 569-2013. The current maximum floor space index is 0.3 times the lot area. The Draft Zoning By-law establishes appropriate performance standards that reflect the proposal, including use permission for a self-storage warehouse, height, building setback, canopy encroachment, waste and recyclable material location and parking ratio.

Traffic Impact, Access, Parking

A Traffic Operation Assessment prepared by CGH transportation planning and engineering, dated July 14, 2022, were submitted to evaluate the transportation considerations related to the proposal.

Road Widening / Eglinton East LRT

In order to facilitate the Eglinton East LRT, an additional right-of-way widening beyond the Official Plan requirement of a 36 metres for this segment of Eglinton Avenue East is required. The required road widening will be determined and secured through the related Consent application.

Streetscape

The Official Plan requires that new development enhance the existing streetscape by locating massing to define edges of streets with good proportion. The Official Plan also requires that attention be given to the streetscape by ensuring that these areas are attractive, comfortable and functional for pedestrians through landscaping and setbacks that create attractive transitions from public and private realms.

The main vehicular access for the proposed development will be accessed through a shared access with the existing Home Depot off Eglinton Avenue East and Landmark Boulevard. As a result, there is not alteration proposed to the existing accesses off Eglinton Avenue East and Landmark Boulevard. As a result, there is no changes proposed to the concrete municipal sidewalk exists along the entire Eglinton Avenue east frontage of the subject site and Landmark Boulevard.

Following Urban Design recommendation building footprint is shifted to the north-west of the proposed self-storage site to allow for soft landscaping on both sides of the proposed driveway.

The proposal has provided three metres landscape setback to east property line with trees and conserved existing mature trees on eastern edge of property. Also, the proposal has provided soft landscaping and tree planting along the building edges.

Servicing

Engineering and Construction Services staff reviewed a Functional Servicing and Stormwater Management Report prepared by IBI Group dated October 1, 2022. Staff are satisfied that sufficient capacity exists in the municipal water distribution system, however the municipal sanitary sewer capacity to service the proposed development could not be accessed as no Downstream Sanitary Capacity Analysis for the proposed development was provided in the submitted FSR. A comprehensive downstream sanitary sewer capacity analysis was required to the consultant with respect to the sanitary sewer from proposed development all the way to the trunk sewer located at Knob Hill Park for both dry and wet weather flow in ECS memo dated March 16, 2022, and in subsequent memos, however the consultant failed to provide the requested analysis till the recent submission.

Open Space/Parkland

This proposal is exempt from the parkland dedication requirement under Chapter 415, Article III, Section 415-30.A.(8) of the Toronto Municipal Code.

Tree Preservation

Forestry requires the planting of 6 new trees to replace the 2 private trees proposed for removal. Cash-in-lieu (CIL) will be accepted for any trees unable to be accommodated on the subject site at a rate of \$583/tree.

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. The applicant is required to meet Tier 1 of the TGS. The applicant is encouraged to achieve Tier 2 or higher to advance the City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner. The automobile infrastructure and storage and collection of recycling components of the TGS performance measures for the Tier 1 development features will be secured through the attached draft By-law (Attachment 5). Other applicable TGS performance measures will be secured through the Site Plan Control approval process.

This proposal is in compliance with TGS Version 3, Tier 1, Ecology requirements.

Community Consultation

City Planning staff, in consultation with the Ward Councillor, hosted a virtual community consultation meeting on April 3, 2023. In accordance with the direction of Scarborough Community Council, notice was sent to the notification area of 300 metres.

At the meeting, City Planning staff presented the planning policy framework and an overview of the application review process, and the applicant presented their development proposal. The meeting concluded with a question and answer period. The main issues raised at the meeting include the following: construction timing and impact; density and gross floor area; servicing capacity; access to the site; and pedestrian safety.

Questions were answered regarding these issues however there were no major concerns or objections. Residents expressed support for the proposed new self-storage facility.

Conclusion

The proposal has been reviewed against the policies of the PPS (2020), the Growth Plan (2020), the Official Plan. The proposal is consistent with the PPS (2020) and does

not conflict with the Growth Plan (2020). Furthermore, the proposal is in keeping with the intent of the Official Plan. The proposal contributes to the Mixed Use Areas by introducing a use that well utilizes the existing infrastructure. Staff recommend that Council support approval of the application.

CONTACT

Bitia Mahjoubi, Assistant Planner, Community Planning, Scarborough District, Tel. No. 416-396-7029, E-mail: Bitia.Mahjoubi@toronto.ca

SIGNATURE

Renrick Ashby, Acting Director
Community Planning, Scarborough District

ATTACHMENTS

City of Toronto Data/Drawings

- Attachment 1: Application Data Sheet
- Attachment 2: Location Map
- Attachment 3: Official Plan Land Use Map
- Attachment 4: Existing Zoning By-law Map
- Attachment 5: Draft Zoning By-law Amendment

Applicant Submitted Drawings

- Attachment 6: Site Plan
- Attachment 7a: 3D Model of Proposal in Context Looking Northeast
- Attachment 7b: 3D Model of Proposal in Context Looking Southwest
- Attachment 8a: South Elevation
- Attachment 8b: North Elevation
- Attachment 8c: East Elevation
- Attachment 8d: West Elevation

Attachment 1: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 2911 EGLINTON AVE E Date Received: December 5, 2021

Application Number: 21 245219 ESC 20 OZ

Application Type: OPA / Rezoning, Rezoning

Project Description: The application seeks amendments to the City of Toronto Zoning By-law 569-2013 to permit development on the southeast corner of the subject lands for a 6-storey self-storage facility. The proposed development will have a gross floor area of 17,369 square metres. 16 parking spaces are proposed of which 5 spaces will be located interior to the building while the remaining 11 will be located at the west side of the proposed building. The main vehicular access for the proposed development will be accessed through a shared access with the existing Home Depot off Eglinton Avenue East and Landmark Boulevard. The existing Home Depot Store would remain on site. The applicant has advised that the Development Area will be severed from the subject lands through a Consent application, along with mutual easement for access and servicing. A Site Plan Application associated with this development is being reviewed concurrently under No. 21 245218 ESC 20 SA.

Applicant	Agent	Architect	Owner
MACNAUGHTON HERMSEN BRITTON CLARKSON PLANNING LIMITED			2871220 CANADA LIMITED #7107

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision:

Zoning: CC and (CR0.3)
(c0.3; r0.0) SS3 Heritage Designation:
(x604)

Height Limit (m): Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 4,864 Frontage (m): 59 Depth (m): 65

Building Data	Existing	Retained	Proposed	Total
---------------	----------	----------	----------	-------

Ground Floor Area (sq m):		2,490	2,490
Residential GFA (sq m):			
Non-Residential GFA (sq m):		17,369	17,369
Total GFA (sq m):		17,369	17,369
Height - Storeys:		6	6
Height - Metres:		24	24

Lot Coverage Ratio (%) 51.19 Floor Space Index: 3.57

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:		
Retail GFA:		
Office GFA:		
Industrial GFA:	17,369	
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:				
Other:				
Total Units:				

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:					
Total Units:					

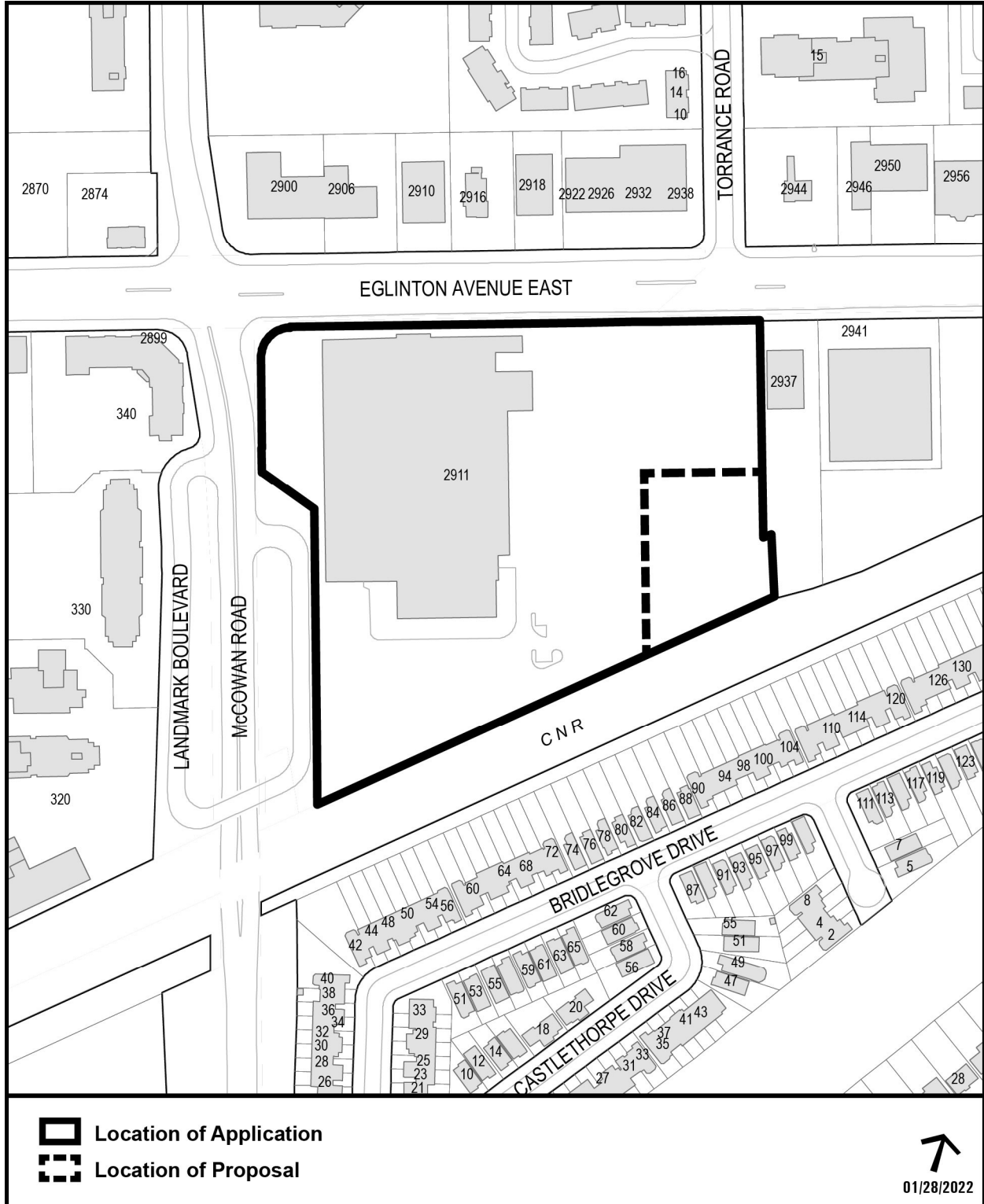
Parking and Loading

Parking Spaces:	16	Bicycle Parking Spaces:	Loading Docks:	1
-----------------	----	-------------------------	----------------	---

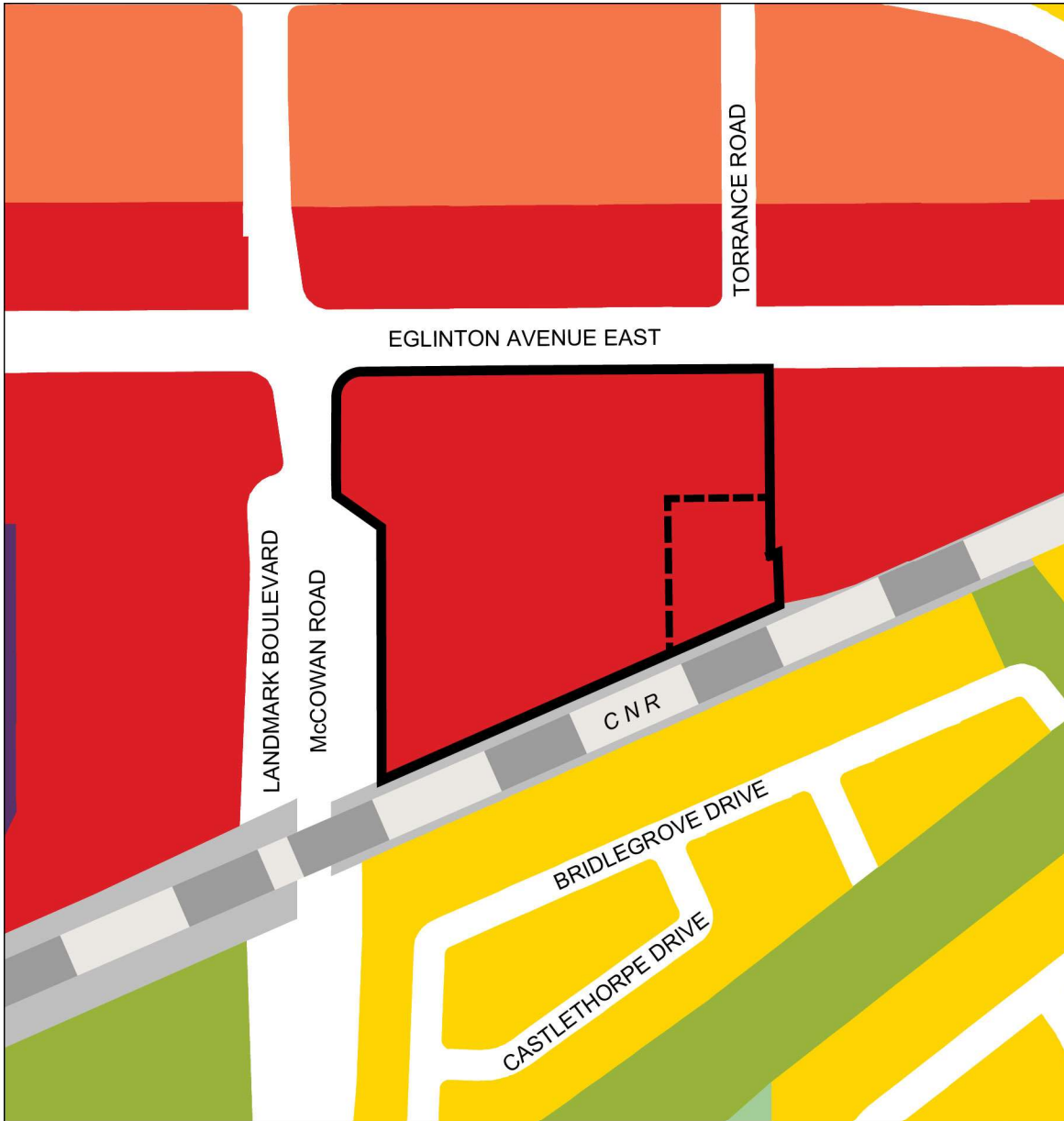
CONTACT:

Bitra Mahjoubi, Assistant Planner
416-396-7029
Bitra.Mahjoubi@toronto.ca

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map 20

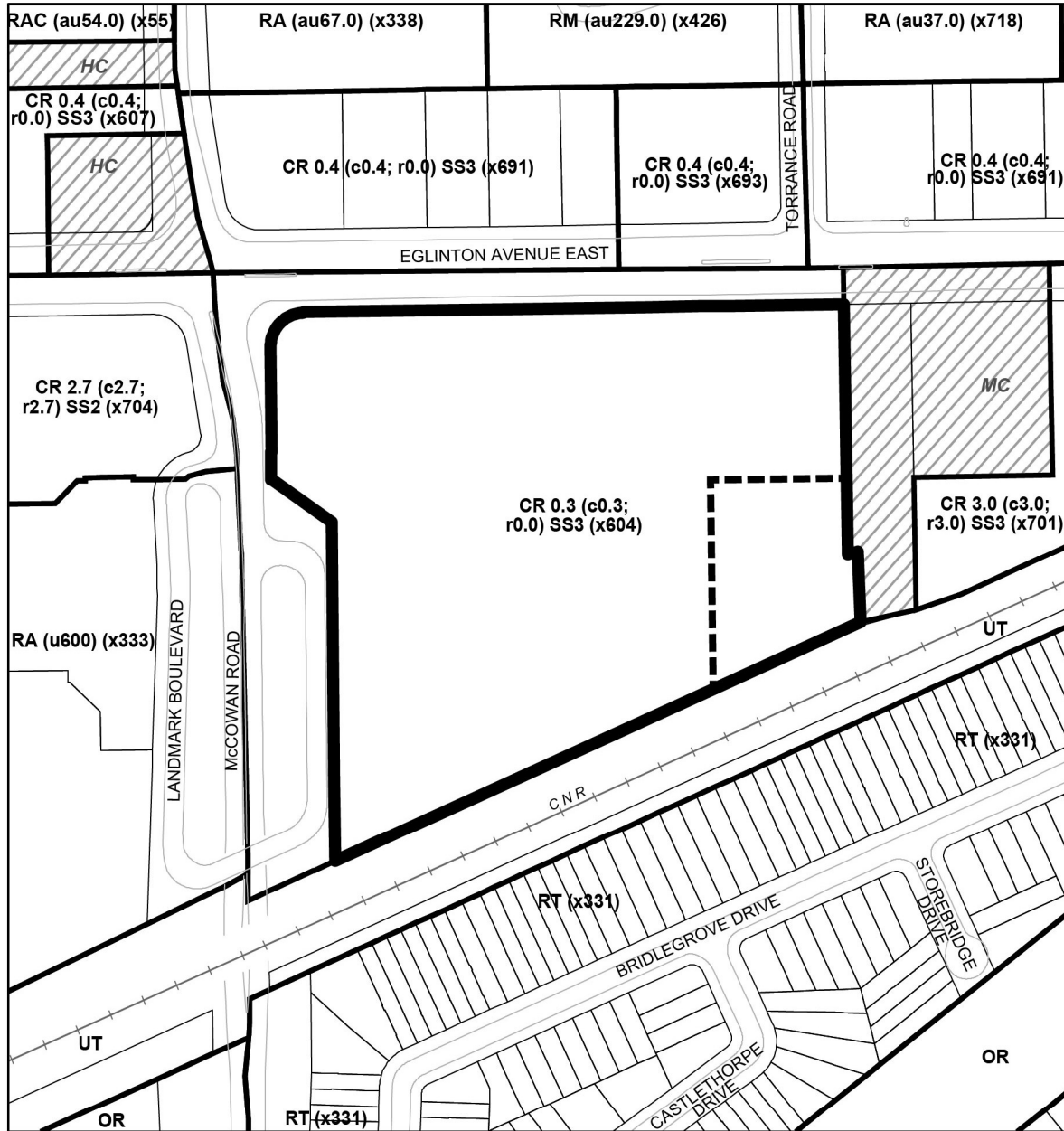
2911 Eglinton Avenue East

File # 21 245219 ESC 20 0Z

	Location of Application		Location of Proposal		Utility Corridors
	Neighbourhoods		Parks		Other Open Space Areas
	Apartment Neighbourhoods		Core Employment Areas		
	Mixed Use Areas				

↑
Not to Scale
Extracted: 04/12/2023

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

2911 Eglinton Avenue East

File # 21 245219 ESC 20 0Z

Location of Application

Location of Proposal

See Former City of Scarborough Eglinton Community By-law No. 10048 and Scarborough Employment District By-law No. 24982 (Knob Hill)

RD Residential Detached
RT Residential Townhouse
RM Residential Multiple
RA Residential Apartment

RAC Residential Apartment Commercial
CR Commercial Residential
OR Open Space Recreation
UT Utility and Transportation

HC Highway Commercial
MC Industrial Commercial Zone

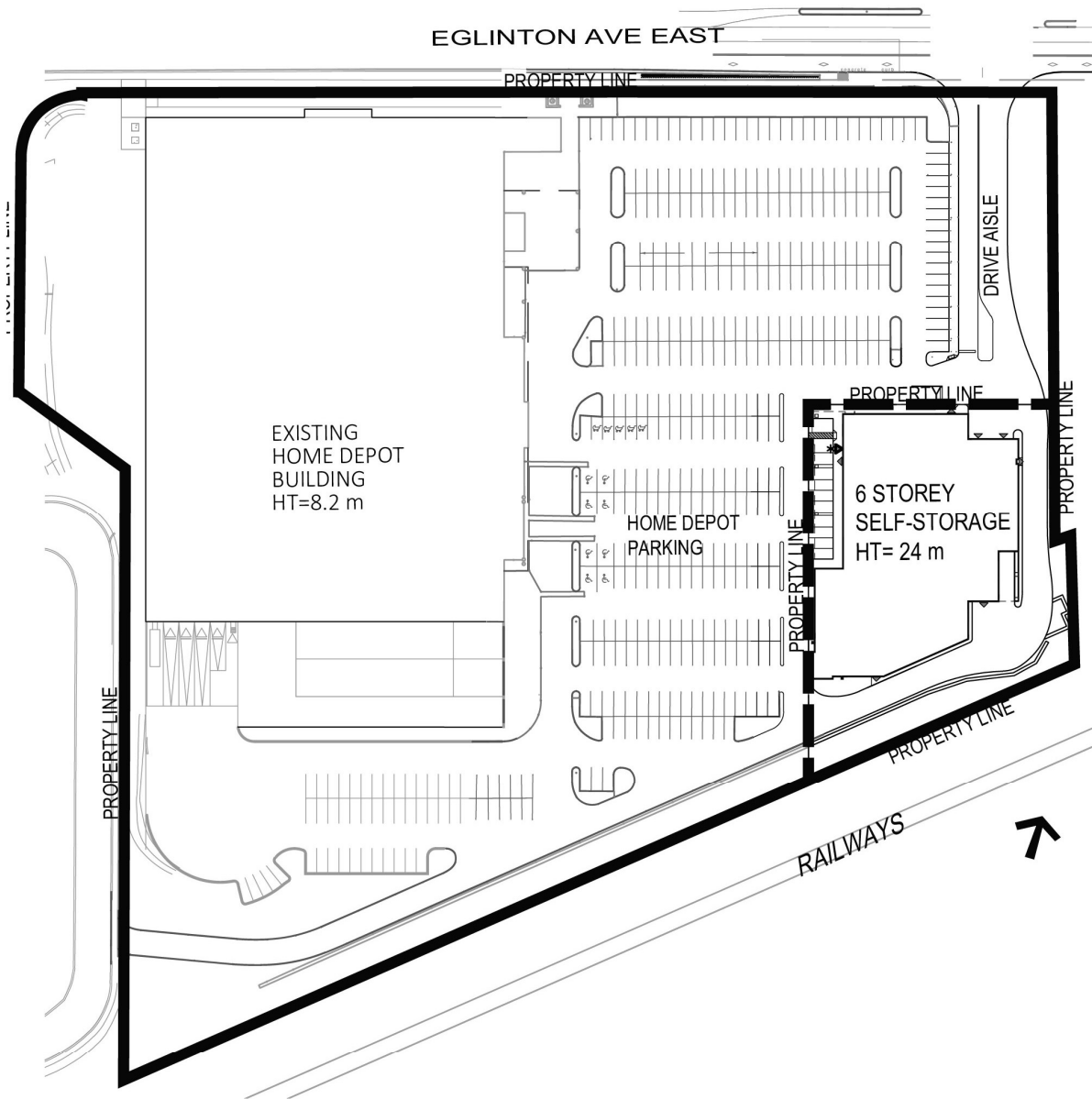


Not to Scale
 Extracted: 04/12/2023

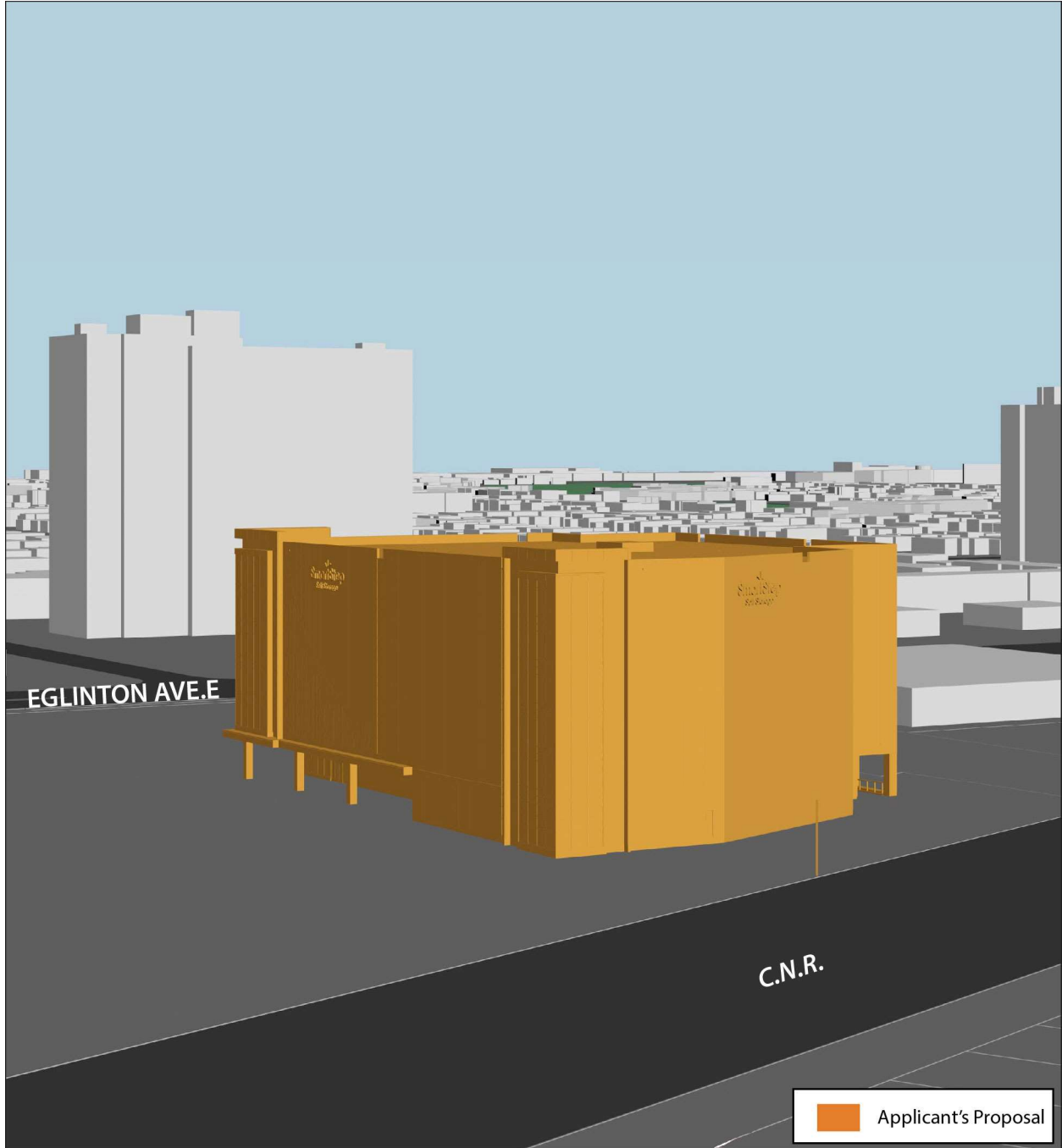
Attachment 5: Draft Zoning By-law Amendment

(Attached as a PDF to this report)

Attachment 6: Site Plan



Attachment 7a: 3D Model of Proposal in Context Looking Northeast

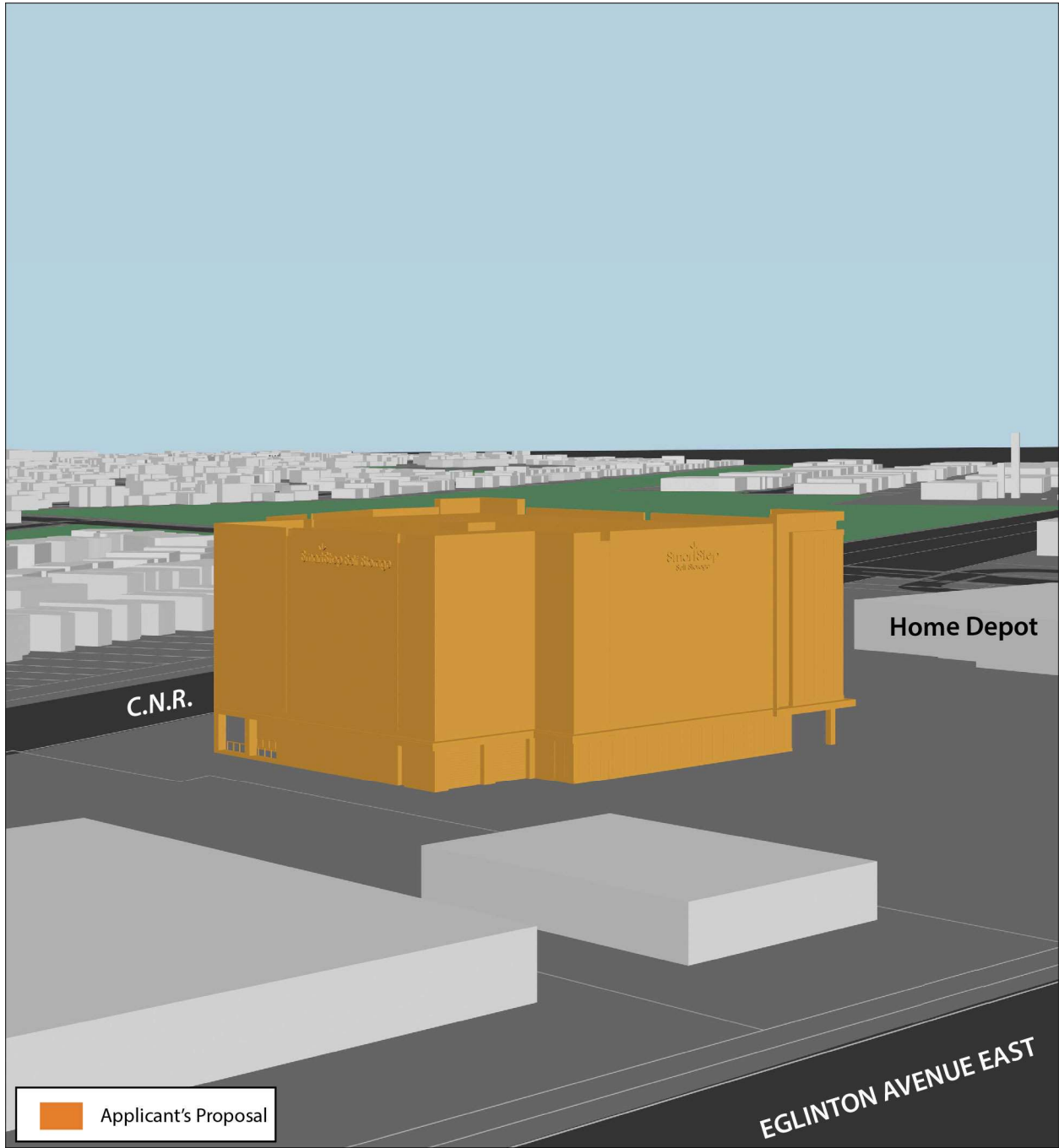


View of Applicant's Proposal Looking Northeast



02/16/2022

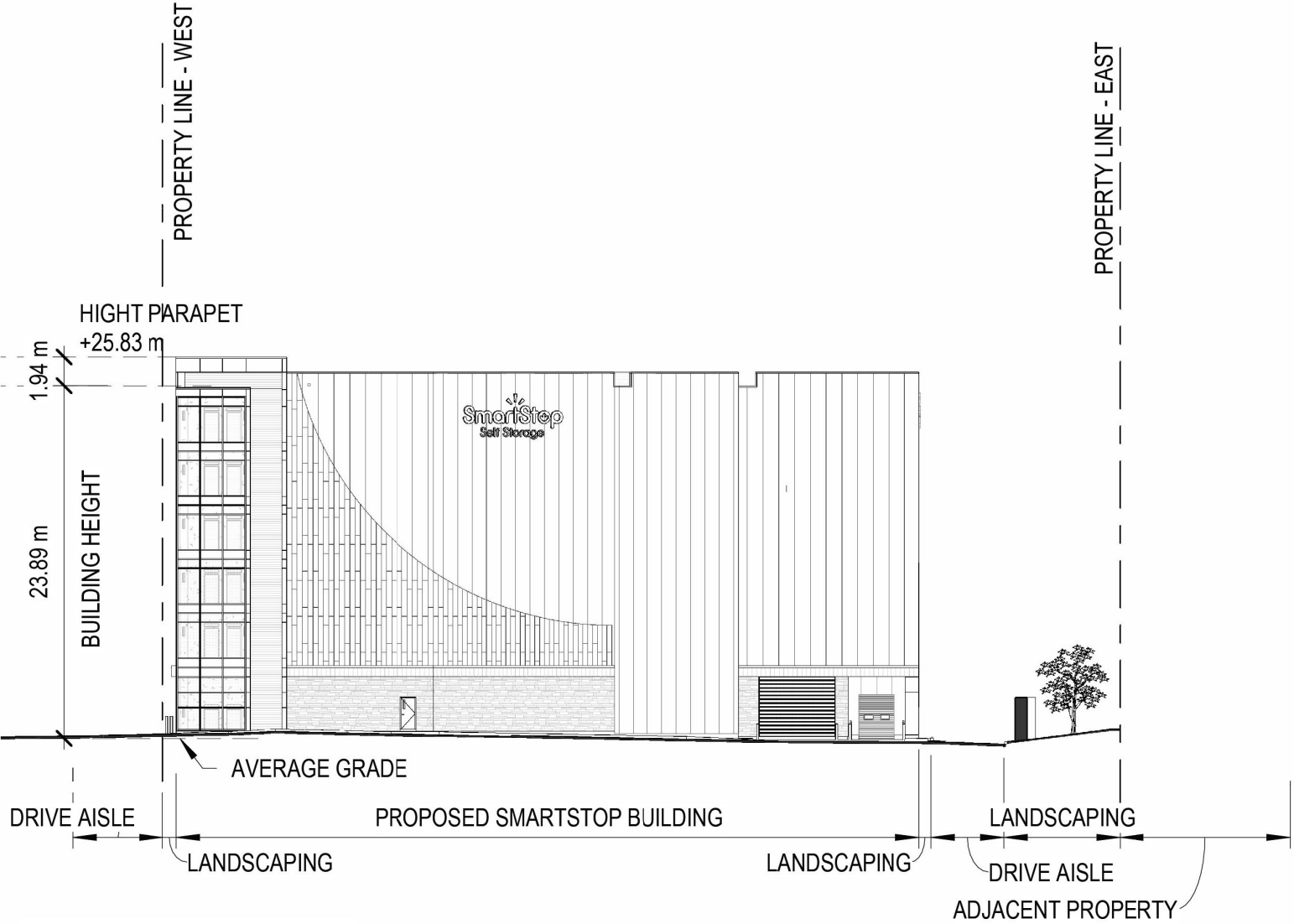
Attachment 7b: 3D Model of Proposal in Context Looking Southwest



View of Applicant's Proposal Looking Southwest

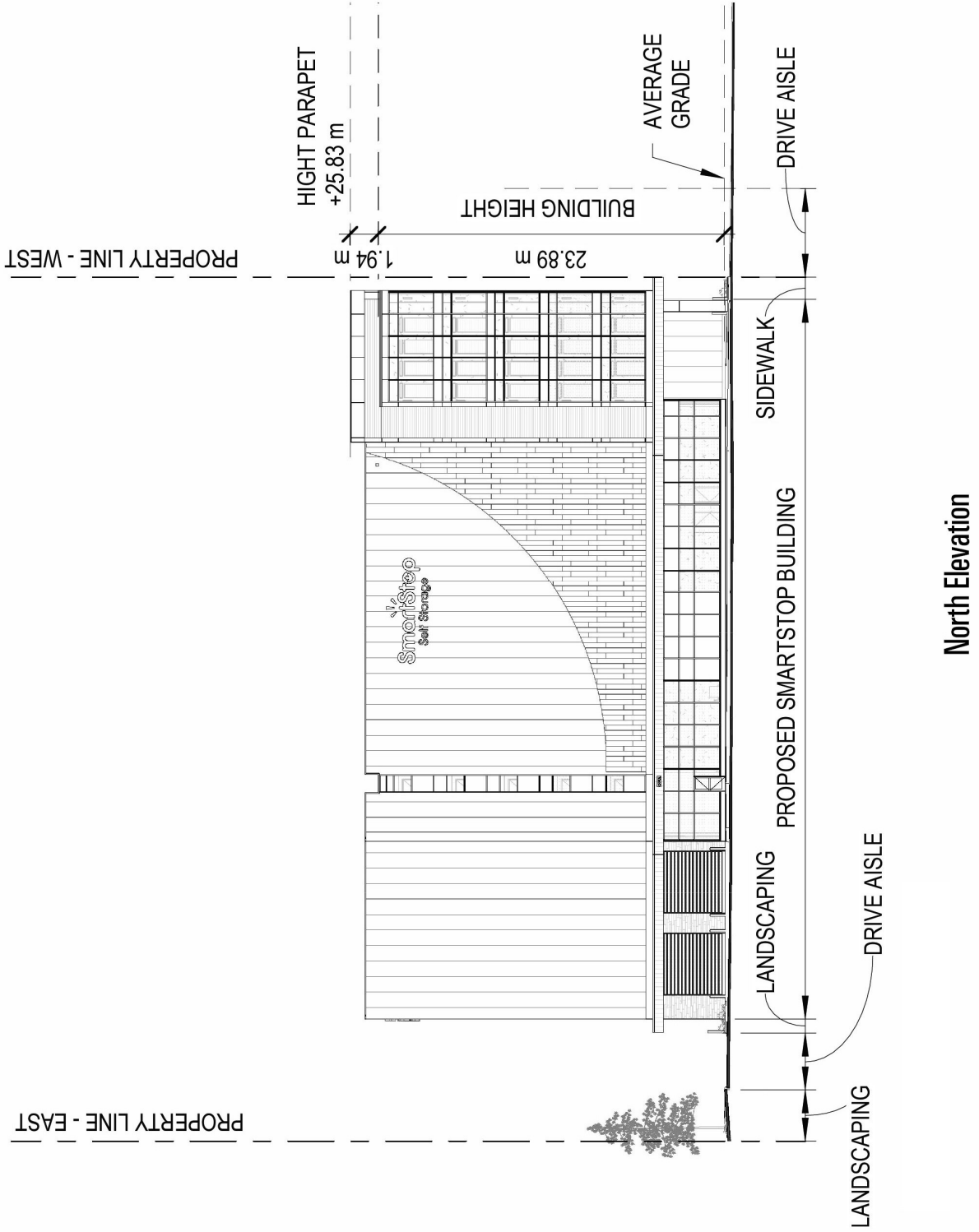


02/16/2022

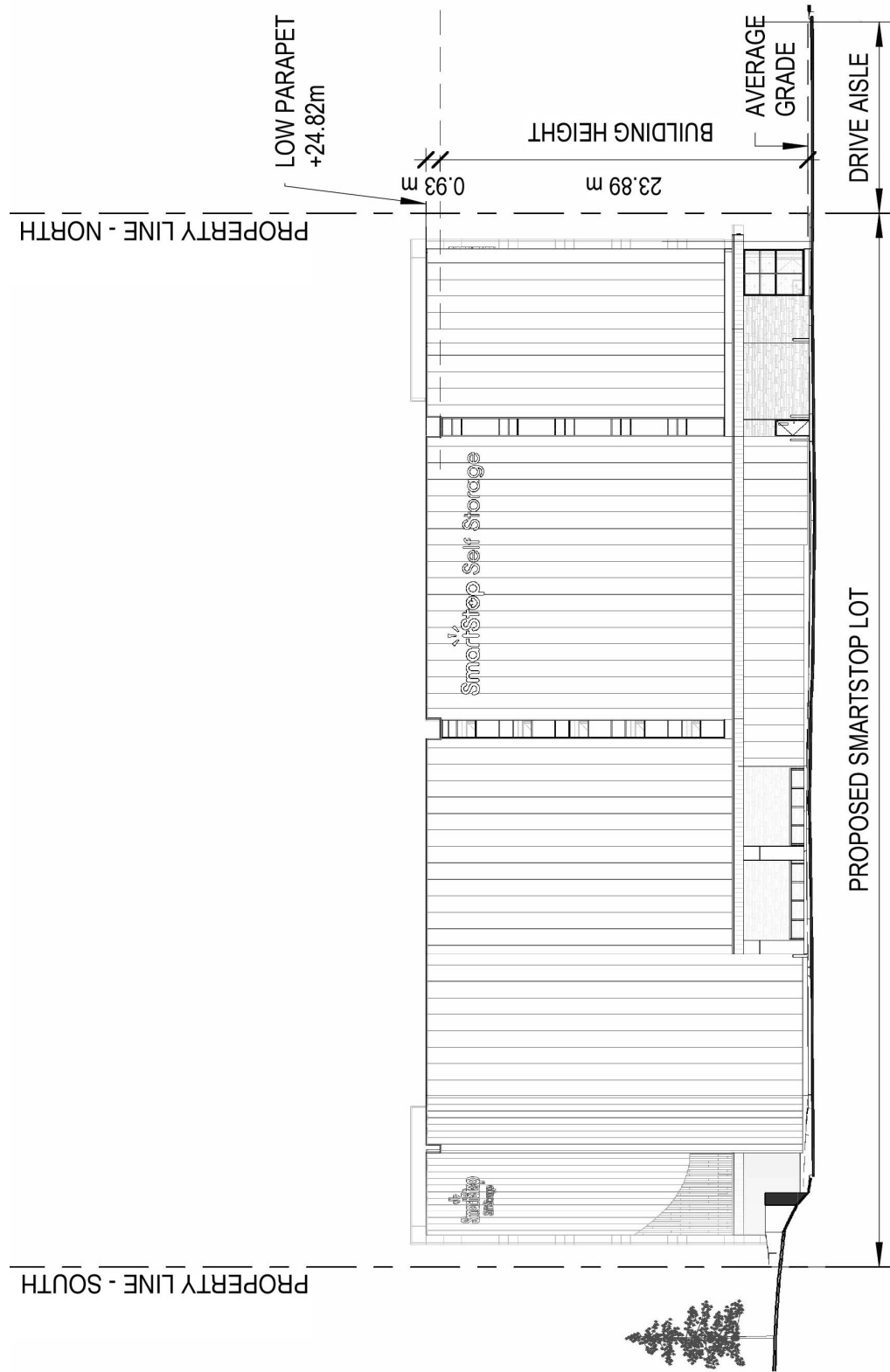


South Elevation

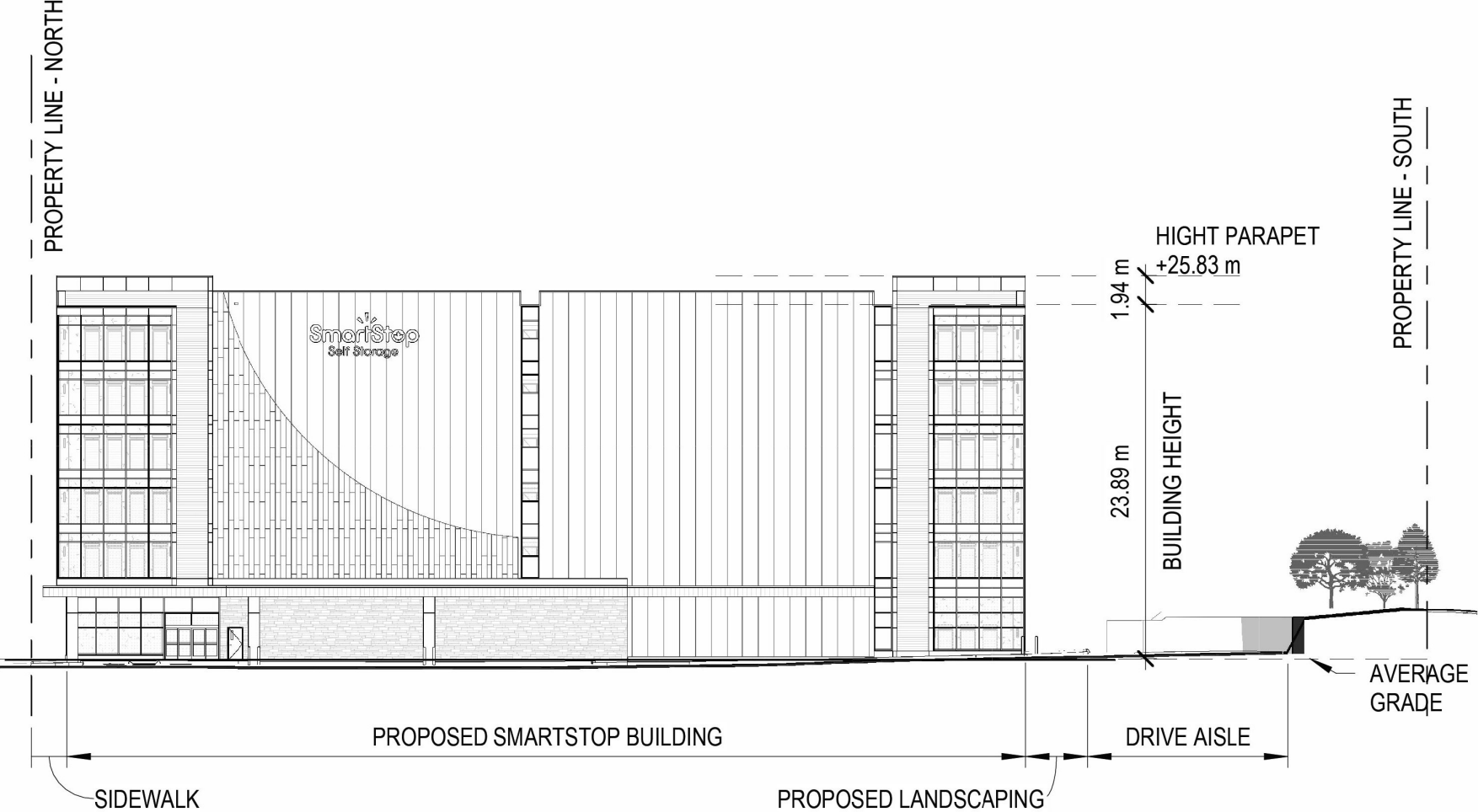
Attachment 8b: North Elevation



Attachment 8c: East Elevation



East Elevation



West Elevation