



REPORT FOR ACTION

250 The East Mall – Official Plan and Zoning By-law Amendment Application – Decision Report – Approval

Date: December 18, 2025

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 3 – Etobicoke-Lakeshore

Planning Application Number: 20 169050 WET 03 OZ

SUMMARY

This report recommends approval of an application to amend the Official Plan and Zoning By-law to permit a multi-phased, mixed-use development at 250 The East Mall (currently occupied by Cloverdale Mall). Phasing of the development would allow for the continuous operation of portions of the mall, including the grocery store, during construction. Key elements of the proposal are listed below.

- A total of 9 development blocks with 10 tall buildings ranging in height from 25 to 41 storeys (84.6 metres to 135.4 metres), 5 mid-rise buildings ranging in height from 6 to 12 storeys (23.6 metres to 43.5 metres), and a total of approximately 5,536 residential units in 4 phases of development.
- A child care facility with a minimum interior space of 929 square metres, and an associated outdoor play area of 349 square metres, to be built, furnished and conveyed to the City in Phase 1 of the development, to be secured as an in-kind community benefit.
- A community agency space with a minimum size of 465 square metres located on the ground floor of Block 8, to be built and conveyed to the City in Phase 4.
- Two new public parks that are comprised of 3 park blocks, with approximate areas of 5,550 square metres for Park 1 (Park Block A) and 8,764 square metres for Park 2 consisting of 5,375 square metres for Park Block B and 3,389 square metres for Park Block C. Park Block A would be conveyed to the City in Phase 1 of the development, Park Block B would be conveyed in Phase 3, and Park Block C would be conveyed in Phase 4.
- The parks would be complemented by additional public realm elements including 2 privately owned publicly-accessible open spaces (POPS) within the northern and

southeastern portions of the site, and 2 pedestrian mid-block connections from Dundas Street West to the Retail Main Square in Block 7 and to Street A.

- Three new pedestrian-oriented streets - Public Street A, Public Street B, and Public Street C (Retail Main Street), with Street A connecting the site with the East Mall on the east and Dundas Street West on the south, Street B connecting different parts of Street A, and Street C connecting Street A with The East Mall Crescent on the east. Integrated bike lanes are planned within Street A, and Street C would focus on retail.
- Connections to the existing and future regional transit network including Highway 427 adjacent to the site on the west, providing important north-south connections to Highway 401 and The Gardiner Expressway.
- Phase 1 of the development would consist of Blocks 1, 2, and 3, and Streets A1 and B1 (as generally shown on Diagram 3 of the draft Zoning By-law) to provide servicing, frontage and access to the development blocks.
- Phase 2 would consist of Block 4 and Street B2 (as generally shown on Diagram 3 of the draft Zoning By-law) to provide access and servicing for Block 4.
- Phase 3 would consist of Blocks 5 and 6, Street A (Street A2) and Street B (Street B3), and Street C (as generally shown on Diagram 3 of the draft Zoning By-law) to provide frontage, servicing and access to the development blocks.
- Phase 4 would consist of Blocks 7, 8, and 9 which are serviced from Street C (as generally shown on Diagram 3 of the draft Zoning By-law).
- The proposed phasing of the development would allow for the continuous operation of portions of the mall (including the grocery store) during construction.

A Draft Plan of Subdivision application has been submitted to create the necessary development blocks, park blocks, streets and open spaces to support the proposed development and secure the proposed phasing plan.

RECOMMENDATIONS

The Director, Community Planning, Etobicoke York District recommends that:

1. City Council amend the Official Plan for the lands at 250 The East Mall substantially in accordance with the draft Official Plan Amendment attached as Attachment 5 to this report.
2. City Council amend City of Toronto Zoning By-law 569-2013 for the lands at 250 The East Mall substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 6 to this report.

3. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment and draft Zoning By-law Amendment as may be required.

4. City Council allow the owner to design, construct, finish, furnish, equip and convey to the City a non-profit licensed child care facility to the satisfaction of the Executive Director, Development Review, and the General Manager, Children's Services, as part of the development, as an in-kind contribution pursuant to subsection 37(6) of the Planning Act, in accordance with the following terms:

- a. The child care facility will comprise a minimum interior space of 929 square metres located on the ground floor of Block 3;
- b. A minimum of 349 square metres of outdoor space located adjacent to the indoor area;
- c. The child care facility shall be designed, constructed and delivered in accordance with the Child Care Early Years Act, 2014 and the City of Toronto Child Care Design and Technical Guideline R1 (2016) and Child Care Development Guideline, 2021, including any amendments;
- d. The completed child care facility will be conveyed to the City in first phase of the development; and
- e. Prior to the issuance of the first above grade building permit for the first building on the lands, the owner shall provide to the City a letter of credit to secure the child care facility in an amount sufficient to guarantee 120 percent of the estimated cost of the design, construction and handover of the child care facility complying with the specifications and requirements of the In-kind Contribution Agreement, to the satisfaction of the General Manager, Children's Services, and the Chief Financial Officer.

5. City Council allow the owner to design, construct, commission, finish and convey to the City a community agency space facility to the satisfaction of the Executive Director, Social Development, Executive Director, Corporate Real Estate Management, and the Executive Director, Development Review as part of the development, as an in-kind contribution pursuant to subsection 37(6) of the Planning Act, in accordance with the following terms:

- a. The Community Agency Space will be comprised of a minimum 465 square metres of gross floor area as measured from the interior walls, located on the ground floor of Block 8;
- b. The completed Community Agency Space will be conveyed to the City in Phase 4 of the development;
- c. The Community Agency Space shall be conveyed to the City prior to the earlier of any condominium registration for any part of the development on Block 8 and any residential occupancy of Block 8;

- d. The Community Agency Space shall be conveyed to the City, in accordance with the City's Community Space Tenancy Policy and finished to Base Building Condition, with the terms and specifications to be secured in the In-kind Contribution Agreement, to the satisfaction of the Executive Director, Social Development, the Executive Director, Development Review, the Executive Director, Corporate Real Estate Management, and the City Solicitor;
- e. Where required, concurrent with or prior to, the conveyance of the Community Agency Space to the City, the owner and the City shall enter into, and register on title to the appropriate lands, an Easement and Cost Sharing Agreement at no cost to the City, that is in a form satisfactory to the City Solicitor; the Easement and Cost Sharing Agreement shall address and/or provide for the integrated support, use, operation, maintenance, repair, replacement and reconstruction of certain shared facilities, and the sharing of costs, in respect thereof, of portions of the subject lands to be owned by the City and the owner as they pertain to the Community Agency Space, all to the satisfaction of the Executive Director, Social Development, the Executive Director, Corporate Real Estate Management, and the City Solicitor; and
- f. Prior to the issuance of the first above grade building permit for the building in which the community agency space is located, the owner shall provide to the City a letter of credit to secure the community agency space in an amount sufficient to guarantee 120 percent of the estimated cost of the design, construction, commissioning, finishing and handover of the community agency space complying with the specifications and requirements of the In-kind Contribution Agreement, to the satisfaction of the Executive Director, Social Development and the Chief Financial Officer and Treasurer.

6. City Council authorize the Executive Director, Development Review to enter into an Agreement pursuant to subsection 37(7.1) of the Planning Act (the "In-kind Contribution Agreement") to address the provision of the in-kind contribution identified in Recommendation 4 and 5 above to the satisfaction of the Executive Director, Development Review, and the City Solicitor, in consultation with the General Manager, Children's Services and the Executive Director, Social Development, with such agreement to be registered on title to the Site and such agreement shall be evidence of arrangements for the provision of the in-kind contribution that are satisfactory to City Council.

7. City Council attribute a value to the In-kind contributions set out in Recommendations 4 and 5 above, equal to 100 percent of four (4) percent of the value of the land (net of any exclusions or exemptions authorized under the Community Benefits Charge By-law), as determined the day before the day the first building permit is issued in respect of the development.

8. City Council approve that in accordance with Section 42 of the Planning Act, the owner shall convey to the City an on-site parkland dedication consisting of Park Block A (5,550 square metres), Park Block B (5,375 square metres), and Park Block C (3,389

square metres), to the satisfaction of the General Manager, Parks and Recreation, and the City Solicitor, and subject to the following:

- a. Prior to the issuance of the first above grade permit for the second building in Phase 1 (being Block 1, Block 2 and Block 3), the owner shall convey Park Block A, having a minimum size of 5,550 square metres to the City, as generally shown in Diagram 3 of the draft Zoning By-law, to the satisfaction of the General Manager, Parks and Recreation, and the City Solicitor;
- b. Prior to the issuance of the first above grade building permit for the second building in Phase 3 (Block 5 and Block 6) and no later than three years after the issuance of the first above grade building permit for the first building in Phase 3 (Block 5 and Block 6), whichever comes first, the owner shall convey Park Block B having a minimum size of 5,375 square metres to the City, as generally shown on Diagram 3 of the draft Zoning By-law, to the satisfaction of the General Manager, Parks and Recreation, and the City Solicitor; and
- c. Prior to the issuance of the first above grade permit for the second building in Phase 4 (Being Block 7, Block 8 and Block 9), the owner shall convey a portion of Park Block C having a minimum size of 3,389 square metres to the City, as generally shown on Diagram 3 of the draft Zoning By-law, to the satisfaction of the General Manager, Parks and Recreation, and the City Solicitor.

9. City Council require the owner to post Financial Security in the amount of the value of the parkland owed for each building where no parkland is being conveyed or has not yet been conveyed, as appraised by the Executive Director, Corporate and Real Estate Management in the form of a Letter of Credit and such security shall not be released until the parkland is conveyed to the City in a manner satisfactory to the General Manager, Parks and Recreation; the Financial Security shall be paid in a form satisfactory to the City, and from the date the Financial Security is first paid to the City to such time as the parkland is conveyed to the City, be indexed annually in accordance with the appropriate Statistics Canada index to the satisfaction of the General Manager, Parks and Recreation, in accordance with the following terms:

- a. Prior to the issuance of any above grade building permit(s) for Phase 1 (being Block 1, Block 2 and Block 3), including any conditional above-grade building permits, the owner shall post Financial Security in the amount of the value of the parkland owed for the first building in Phase 1 and such security shall not be released until Park Block A is conveyed in Phase 1 to the City in a manner satisfactory to the General Manager, Parks and Recreation;
- b. Prior to the issuance of any above grade building permit(s) for Phase 2 (being Block 4), including any conditional above-grade building permits, the owner shall post Financial Security in the remaining amount of the value of the parkland owed for Phase 2 that was not captured as part of the Park Block A conveyance and such security shall not be released until Park Block B is conveyed in Phase 3 to the City in a manner satisfactory to the General Manager, Parks and Recreation;

c. Prior to the issuance of any above grade building permit(s) for Phase 3 (being Block 5 and Block 6), including any conditional above-grade building permits, the owner shall post Financial Security in the amount of the value of the parkland owed for the first building in Phase 3 and such security shall not be released until Park Block B is conveyed in Phase 3 to the City in a manner satisfactory to the General Manager, Parks and Recreation; and

d. Prior to the issuance of any above grade building permit(s) for Phase 4 (being Block 7, Block 8 and Block 9), including any conditional above-grade building permits, the owner shall post Financial Security in the amount of the value of the parkland owed for the first building in Phase 4 and such security shall not be released until Park Block C is conveyed in Phase 4 to the City in a manner satisfactory to the General Manager, Parks and Recreation.

10. City Council approve the acceptance of on-site parkland dedications, subject to the owner transferring the parklands to the City free and clear, above and below grade, of all easements, encumbrances, and encroachments, in an acceptable environmental condition; the owner may propose the exception of encumbrances of tiebacks, where such an encumbrance is deemed acceptable by the General Manager, Park & Recreation, in consultation with the City Solicitor; and such an encumbrance will be subject to the payment of compensation to the City, in an amount as determined by the General Manager, Parks and Recreation and the Executive Director, Corporate Real Estate Management.

11. City Council require that prior to the registration of the Plan of Subdivision for any part of the lands and no later than the first building permit on the lands being issued, that the owner shall register a Section 118 Restriction, pursuant to the Land Titles Act against title to Park Block A, Park Block B and Park Block C to be conveyed to the City, that prohibits the transfer or charge of the park blocks without the prior written consent of the General Manager, Parks and Recreation, and with the registration of the Section 118 Restriction pursuant to the Land Titles Act to the satisfaction of the City Solicitor.

12. City Council approve a development charge credit against the Parks and Recreation component of the Development Charges for the design and construction by the owner, if the owner elects to design and construct the Above Base Park Improvements, to the satisfaction of the General Manager, Parks and Recreation. The development charge credit shall be in an amount that is the lesser of the cost to the owner of designing and constructing the Above Base Park Improvements, as approved by the General Manager, Parks and Recreation, and the Parks and Recreation component of development charges payable for the development in accordance with the City's Development Charges By-law, as may be amended from time to time.

13. City Council request the General Manager, Transportation Services, in consultation with the Executive Director, Corporate and Real Estate Management, the Executive Director, Development Review and the Director, Engineering Review, to review the proposed conveyance of new public roads which may encroach with below-grade connections to a proposed below-grade parking structure in each block that forms part of the development at 250 The East Mall and take the following steps:

- a. Assess potentially acceptable terms and conditions for the potential conveyance of the new public roads, including requirements that each tunnel be constructed and maintained to an appropriate standard in accordance with City requirements and adhere to standard City terms around similar encroachments onto City highways and/or City property; and
- b. Report back to Etobicoke York Community Council prior to approval of the Draft Plan of Subdivision with the assessment of the proposed conveyance and the terms and conditions staff have identified for the potential tunnel encroachments.

FINANCIAL IMPACT

The Development Review 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.

Community Benefits Charge

This report requests Council approval of Community Benefits Charge (CBC) in-kind contributions of a child care facility and a community agency space. The estimated value of the proposed two CBC in-kind contributions is 100% of the 4 percent value of the lands.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact section.

THE SITE AND SURROUNDING LANDS

Description

The site is bounded by Highway 427 on the west, the Highway 427 east-bound off-ramp on the north, The East Mall on the east, and Dundas Street West on the south. It is irregularly-shaped, with an approximate area of 120,202 square-metres. See Attachment 2 of this report for the Location Map.

Surrounding Lands

East of the site, across the East Mall, is a stable low-rise residential neighbourhood developed in the 1950s and 1960s. Silverhill Park, a combined school facility and park is located one block east of the site, and there are small-scale retail uses at the intersection of the East Mall and The East Mall Crescent. West of the site is Highway 427 which provides important connections to Highway 401 on the north and the Gardiner Expressway on the south. North of the site, across the Highway 427 east-bound off-ramp is the St. Elizabeth Catholic School, and further north is Bloor Street West. South of the site is Dundas Street West, and across the street on the south is a large industrial employment area that stretches into south Etobicoke.

Existing Use

The site is currently occupied by Cloverdale Mall, a 1950s-era suburban shopping plaza surrounded by large surface parking areas.

THE APPLICATION

Description

The proposal is for 9 development blocks with 10 tall buildings ranging in height from 25 to 41 storeys (84.6 metres to 135.4 metres), 5 mid-rise buildings ranging in height from 6 to 12 storeys retail uses, a childcare facility, community space, two new public parks, and three new public streets.

Development Blocks and Building Descriptions

See the table below for information on the proposed development blocks and buildings.

Block No.	Building No.	Heights	Approx. Residential Units (5,536)	Phase
1	Building 1	29 Storeys (95.9 metres)	446	1
2	Building 2	39 Storeys (126.4 metres)	599	1
3	Building 3A Building 3B	25 Storeys (84.6 metres) 8 Storeys (30.1 metres)	403	1
4	Building 4A Building 4B Building 4C	35 Storeys (115.9 metres) 40 Storeys (130.9 metres) 8 Storeys (29.6 metres)	1,082	2
5	Building 5A Building 5B	39 Storeys (129.4 metres) 41 Storeys (135.4 metres)	1,034	3
6	Building 6A Building 6B	36 Storeys (120 metres) 41 Storeys (135.5 metres)	992	3
7	Building 7A Building 7B	11 Storeys (41 metres) 6 Storeys (23.6 metres)	277	4
8	Building 8	12 Storeys (43.5 metres)	185	4
9	Building 9	35 Storeys (117 metres)	518	4

Phasing: The proposal would be delivered in four phases as outlined in the table above. See Attachment 14 for the Phasing Plans.

Density: The proposal has a gross density of 3.42 times the lot area. The net density is 4.1 times the lot area

Residential Component: The proposal includes approximately 5,536 dwelling units consisting of 3,088 one-bedroom units (55.8%), 1,886 two-bedroom units (34%), and 562 three-bedroom units (10.2 %).

Amenity Space: A total of 22,172 square metres of amenity space is proposed, consisting of 11,100 square metres of indoor amenity space and 11,072 square metres of outdoor amenity space.

Non-Residential Component: The proposal includes non-residential gross floor area of 19,359 consisting of 17,176 square metres of retail, 1,063 square metres of child care facility and 1,120 square metres of community space (465 square metres of community space was secured because of the limitations related to the Community Benefits Charge amount).

Access, Parking and Loading: Vehicular access is proposed from The East Mall via Public Streets A and C on the east of the site, and from Dundas Street West on the south of the site. A total of 3,356 vehicular parking spaces comprised of 510 short term, and 2,846 long term spaces are proposed. A total of 4,244 bicycle parking spaces comprised of 448 short term, and 3,796 long term spaces are proposed. A total of 22 loading spaces are proposed, comprised of 2 Type 'A', 5 Type 'B', 6 Type 'C', and 9 Type "G" spaces.

Additional Information: See Attachments 1-14 of this report for the application data sheet, location map, Official Plan land use map, Zoning By-law map, Draft Official Plan Amendment, Draft Zoning By-law Amendment, site plan, east elevations, south elevations, west elevation, 3D massing models, Draft Plan of Subdivision, and the phasing plan.

Reasons for Application

The site is currently designated *Mixed Use Areas* in the Official Plan. An Official Plan Amendment is required as follows to permit the proposed scale of development:

- Map 14 (Land Use Plan) would be amended by redesignating lands from *Mixed Use Areas* to *Mixed Use Areas and Parks*.
- Schedule 2 (The Designation of Planned but Unbuilt Roads), would be amended by adding the planned but unbuilt roads (Streets A, B, C).
- Chapter 7 (Site and Area Specific Policies) would be amended by adding Site and Area Specific Policy (SASP) 877 and associated maps and schedules for this site. SASP 877 includes policies that advance the goals and objectives of the Official Plan by creating a complete community that accommodates a range of mixed uses,

new parks, a new high-quality public realm network, and new community services and facilities including a child care facility and a community agency space.

The site is currently zoned Commercial Residential (CR) under Zoning By-law 569-2013, with no residential permissions, a density of 0.5 times the lot area, and a maximum height limit of 11 metres. The amendment would allow for the proposed heights, density, uses, and other performance standards required to accommodate the proposed development.

APPLICATION BACKGROUND

A pre-application consultation (PAC) meeting was held on October 31, 2019. The current application was submitted on July 17, 2020, and deemed complete on the same day, satisfying the City's minimum application requirements. The reports and studies submitted in support of this application are available on the Application Information Centre - 250 The East Mall ([Application Information Centre - 250 THE EAST MALL](#)).

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 Official Plan and Zoning By-law amendments, including associated conditions of approval.

POLICY AND REGULATORY 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 Planning Statement (2024) and shall conform to provincial plans.

Official Plan

The site is designated *Mixed Use Areas*, and Dundas Street West is identified as an Avenue in Map 2 (Urban Structure). Dundas Street West is also identified in Map 3 (Right-of-Way Widths Associated with Existing Major Streets) as a Major Street with a right-of-way width of 36 metres. It is identified in Map 4 (Higher Order Transit Corridors) as a Transit Corridor. Map 5 (Enhanced Surface Transit Network) identifies this segment of Dundas Street West as a Transit Priority Segment.

Protected Major Transit Station Area

The site is not within a delineated Protected Major Transit Station Area.

Zoning

The site is zoned Commercial Residential (CR) with no residential permissions under Zoning By-law 569-2013. The CR zone permits a variety of uses including Art Gallery, Artist Studio, Community Centre, Financial Institution, Wellness Centre, retail uses and others.

Design Guidelines

The following design guidelines have been used in the evaluation of this application:

- Tall Building Design Guidelines;
- Mid-Rise Building Performance Standards (2010) and draft Mid-Rise Building Design Guidelines (2024);
- Growing Up: Planning for Children in New Vertical Communities Guidelines;
- Design Guidelines for Privately Owned Publicly-Accessible Spaces (POPS);
- Pet Friendly Design Guidelines and Best Practices for New Multi-Unit Buildings;
- Retail Design Manual;
- Toronto Accessibility Design Guidelines; and
- Toronto Complete Streets Guidelines.

Toronto Green Standard

The Toronto Green Standard (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 TGS. Tiers 2 and above are voluntary, higher levels of performance with financial incentives (partial development charges refund). Tier 1 performance measures are secured in provisions of the zoning by-law, on site plan drawings and through a Site Plan Agreement or the approval of a Plan of Subdivision.

Draft Plan of Subdivision

A Draft Plan of Subdivision has been submitted and includes nine development blocks, two park blocks, and three new public streets. The Draft Plan of Subdivision is intended to be registered in phases over time, with one Subdivision Agreement governing the entirety of the lands. The Executive Director, Development Review has delegated authority for Plans of Subdivision under Section 415-16 of the Toronto Municipal Code.

PUBLIC ENGAGEMENT

On February 4, 2021, a virtual Community Consultation Meeting (CCM) was hosted by City staff to present the proposal. Approximately 76 people attended, including staff, the Ward Councillor, and members of the public. Comments and questions raised at the Community Consultation Meeting and through email and telephone communication include the following:

- A desire to recognize the importance of Cloverdale Mall as a gathering space for the community, in particular the elderly, and to ensure that the proposed design includes a community space.
- A desire to see strong retail and commercial uses accommodated, similar to what currently exists.
- Requests to keep the mall open as long as possible during construction.
- A desire for a complete community including a balance of residential, non-residential and other uses including a Child Care Facility.
- The need for more green space, including parks and open spaces, and complete streets that accommodate all modes of transportation.
- Noise and air quality impacts from Highway 427.
- New housing options to accommodate diverse household sizes and needs.
- Concerns with some tall building heights in view of proximity to the airport.

Staff held multiple follow-up meetings with the applicant on issues raised at the CCM.

The applicant engaged actively with the community from 2018. In December 2018, the applicant opened Cloverdale Common, a dedicated storefront space within Cloverdale Mall to host community activities and provide the public with information about the proposed development, including hosting three public open houses.

The issues raised through the community consultation process have been considered through the review of the application.

Statutory Public Meeting Comments

In making their decision with regard to this proposal, Council members have been given an opportunity to view the submissions made at the statutory public meeting held by the Etobicoke York Community Council for this proposal, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

This proposed development and policy framework in the SASP plans to transform the current 1950s-era shopping plaza site into a mixed-use community with a range of residential and non-residential uses, including establishing Street C as a retail main street with an adjacent retail main square. It recognizes the status of Cloverdale Mall as a community gathering space with the addition a new child care facility and associated outdoor play area, and a new community agency space. The proposed development and policy framework plans to improve and expand on the public realm with the addition of two large public parks (identified as three new park blocks), two POPS, an edge trail, multiple mid-block pedestrian connections, and three new pedestrian-oriented public streets, with Street A including bike lanes that connect users from The East Mall to Dundas Street West. The proposed development supports the planned Dundas Bus Rapid Transit (BRT) higher order transit corridor and will support important connections to multiple destinations in Toronto. The proposed development creates a compact, walkable, mixed-use community around the planned Dundas BRT and the transit route

along The East Mall, providing housing, jobs, shops and amenities within a short walk of transit. This encourages transit use, reduces car dependency, and fosters a vibrant sustainable neighbourhood. It also implements the Official Plan's vision of a mixed use development where residents can live, work, and play in the same area.

Provincial Planning 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 have reviewed the current proposal for consistency with the Provincial Planning Statement (PPS 2024). Staff are of the opinion that the recommended Official Plan Amendment and Zoning By-law Amendment are consistent with the PPS 2024.

Official Plan Policies and Design Guidelines

This application has been reviewed against the Official Plan policies and design guidelines described in the Policy and Regulatory Considerations Section of this Report.

Land Use

The application proposes to redesignate lands from Mixed Use Areas to Mixed Use Areas and Parks.

It proposes a total gross floor area of 411,500 square metres, including 371,905 square metres of residential uses, 17,176 square metres of retail uses, and 2,183 square metres of community uses including a child care facility with a minimum indoor area of 929 square metres on the ground floor of Building 3B in Block 3 to be conveyed to the City. See details of GFA including above grade parking in Attachment 1 (Application Data Sheet) to this report.

The Draft Official Plan Amendment contains policies to ensure that the proposed mixed use community is created through the development of the lands. The policies address the land use mix, transportation network, the public realm including public parks, built form, building types and transition, housing, community services and facilities, and implementation. It supports a walkable, vibrant neighbourhood with residential and commercial uses, a child care facility in Block 3, a community space in Block 8, and parks and open spaces including edge trails and pedestrian mid-block connections. The Draft Zoning By-law Amendment establishes minimum requirements for residential and non-residential uses on each Block, minimum gross floor area dedicated to non-residential uses, ensures that only a mixed use building is permitted on certain blocks to support the policy requirements in the draft Official Plan Amendment, and supports the retail square and retail main street being created on Street C. The application also proposes two public parks fronting The East Mall.

The Draft Official Plan Amendment also proposes to re-designate part of the lands from *Mixed Use Areas* to *Parks* to protect those lands for their long term use as parkland to the City. Interim use policies are included in the Draft Official Plan Amendment, and the Draft Zoning By-law Amendment provides for a limited set of interim Commercial Residential (CR) zone category permissions on the Park Blocks until such time as that

phase of development commences, so the lands are prepared for conveyance to the City. The Open Space - Recreation (OR) exception would be repealed on each park block as set out in the Draft Zoning By-law Amendment and replaced with the standard OR zone category to support its intended function as a park.

Development Review staff are satisfied that the proposed land uses are appropriate.

Housing

The Official Plan directs that a full range of housing in terms of form, tenure and affordability be provided to meet the current and future needs of residents. Section 3.2.1 (Policy 9) prioritizes the provision of affordable housing as the first priority community benefit on sites generally greater than five hectares.

Through community consultation, reviewing priority community service needs in the local area and discussion with the local councillor, the childcare and community spaces have been determined to be the priority community benefits for an in-kind CBC contribution on this site.

Pet Friendly Amenities

The owner will be required to provide on-site dog amenities with proper disposal facilities such as dog relief stations within the building to accommodate future residents' needs. This will help alleviate the pressure on public parkland. Staff will work with the applicant to secure on-site pet amenities during the Site Plan Control review process.

Density, Height and Massing

The application proposes tall buildings that are located at the peripheries of the site adjacent to Highway 427 and Dundas Street West. The tall buildings step down in height toward the surrounding parks, open spaces and low-density residential neighbourhood to the east. The proposed mid-rise buildings are strategically located to frame the parks and retail street with good proportion.

City staff worked with the applicant and the Greater Toronto Airport Authority (GTAA) to revise previously proposed heights for tall buildings, which resulted in reductions to the heights of Building 4B by three storeys (from 43 to 40 storeys), Building 5B by seven storeys (from 48 to 41 storeys), and Building 6B by one storey (from 42 to 41 storeys). The adjustment to these heights was required to protect for, and not interfere with, the GTAA flight paths and operational areas for Pearson Airport. The proposed buildings will not project into the Pearson Airport flight paths.

The proposed streetwall and base building heights ranging from 1 to 8 storeys are massed to frame the streets and parks with good street proportion and to support a comfortable pedestrian scale. Upper floors of mid-rise buildings and the tower portions of tall buildings are appropriately stepped back, sized and positioned within the blocks to provide good access to daylight and sky view between buildings, and to minimize the visual and physical impacts of building heights on the surrounding public realm.

Development Review staff are satisfied that there is an appropriate mix of building types in the form of tall and mid-rise buildings. Staff are also satisfied that the proposed building heights, massing and density are appropriate for this site.

Unit Mix

The proposal would include approximately 5,536 dwelling units consisting of 3,088 one-bedroom units (55.8%), 1,886 two-bedroom units (34%), and 562 three-bedroom units (10.2 %). The Draft Official Plan Amendment includes a minimum requirement for three bedroom units and two bedroom units to ensure the development of each building contributes to the achievement of complete communities, supports a mix of housing unit types and sizes for all persons, and supports growing families, as indicated in the Growing Up Guidelines. The draft zoning by-law amendment secures a minimum of 25% two-bedroom units, and 10% three-bedroom units which meets the unit mix identified in the Growing Up Guidelines.

Amenity Space

A total of 22,172 square metres of amenity space is proposed, consisting of 11,100 square metres of indoor amenity space and 11,072 square metres of outdoor amenity space. The By-law requirement of 4 square metres of amenity space per unit, of which indoor amenity space would be at least 2 square metres per unit has been satisfied.

Public Realm

Two large parks (in three park blocks) are proposed adjacent to The East Mall and across the street from the low-rise density neighbourhood. The two public parks would be complemented by additional public realm elements including POPS, mid-block connections, edge trails on the southern and western edges of the site, and a minimum 2.1 metre-wide public sidewalks.

Development Review staff are satisfied that this development contributes to an improvement and positive expansion to the public realm.

Street Network

The street network would consist of three new public streets and various connections that would extend public access and site permeability for pedestrians, cyclists and vehicles. Street A would be a public street with a right-of-way width of 20 to 24.5 metres and would include integrated bike lanes. Street B would be a public street with a minimum right-of-way width of 16 to 20 metres. Street C would be a public street with a minimum right-of-way width of 23 metres. All streets would be designed as pedestrian-oriented streets with a minimum 2.1 metre sidewalks and safe pedestrian crossings. Policies related to the overall public street parameters and phasing policies and provisions are included in the draft Official Plan Amendment and the draft Zoning By-law Amendment to coordinate new development with the required infrastructure and provide direction on the intended function and use of each public street.

Shadow Impact

The applicant submitted sun/shadow studies that show that incremental shadow impacts on surrounding properties, streets, and open space including the proposed new parks, would be limited as a result of the location, design and placement of the tower portions of tall buildings. The towers would step back from their base buildings and maintain adequate separation distances which would achieve the objective of minimizing shadowing and providing access to sunlight on the public realm, and ensuring access to daylight for interior spaces within towers. Impacts to the low-rise neighbourhood including the existing Silverhill Park on the east of the site are limited to the edges of the neighbourhood and park in the day time, particularly during the spring and fall equinoxes. The shadow impacts are for less than two consecutive hours at each location. Shadowing in the summer is mostly on Highway 427 on the west, and a portion of Dundas Street West for no more than two consecutive hours at each location. Staff are satisfied that the shadow impacts are limited.

Wind Impact

The applicant submitted a Pedestrian Level Wind Study that recommends wind mitigation measures and features that would help improve local conditions in key areas of the proposed development. Some areas including western portions of the site and select locations along Street A were identified for further wind mitigation. The necessary building setbacks, projections and encroachments to support wind mitigation are provided for in the draft Zoning By-law. Wind mitigation will be further refined through detailed site and building design and secured through the Site Plan Control process.

Servicing

The applicant submitted a revised Functional Servicing and Stormwater Management Report in support of the proposed development. Engineering Review staff find the report satisfactory for the purposes of the Official Plan and Zoning By-law Amendment application. Phasing provisions are included in the draft Official Plan Amendment and the draft Zoning By-law Amendment to coordinate new development with the required infrastructure, including modifications to the standard roads and services provision in the Draft Zoning By-law to ensure coordination of development with infrastructure (new streets and municipal services) to support development and provide access, frontage and servicing.

Road Widening

In order to satisfy the Official Plan requirement of a 27 metre right-of-way for this segment of The East Mall, a 0.4 metre road widening dedication along The East Mall frontage of the site is required and is proposed to be conveyed to the City. This widening requirement extends southward from the northerly limits of the property for an approximate distance of 340 metres, and approximately 25 metres beyond the southerly limit of the existing 0.3 metre reserve that is located along the East Mall frontage of the site. The applicant has proposed to convey additional width to include all necessary elements of the right-of-way. The widening along The East Mall frontage of the site would vary in width from 1.8 metres to 5.4 metres.

Traffic Impact

The applicant submitted revised Urban Transportation Considerations Reports in support of the application. The report identifies additional traffic to be generated upon full build-out of the site and proposes key improvements to accommodate overall traffic growth. For the purposes of the Official Plan and Zoning By-law Amendment application, Transportation Review staff find the reports satisfactory. Revisions would be required during the Draft Plan of Subdivision process to address the proposed improvements, including any additional improvements required in greater detail.

Access, Vehicular and Bicycle Parking and Loading

Vehicular access is proposed from The East Mall via Public Streets A and C on the east of the site, and from Dundas Street West on the south of the site. A total of 3,356 vehicular parking spaces comprised of 510 short term spaces (visitor and non-residential) and 2,846 long term spaces (residential) are proposed. A total of 4,244 bicycle parking spaces comprised of 448 short term spaces and 3,796 long term spaces are proposed. A total of 22 loading spaces are proposed throughout the development, comprised of 2 Type 'A', 5 Type 'B', 6 Type 'C', and 9 Type "G" spaces.

Phasing provisions are included in the draft Official Plan Amendment and the draft Zoning By-law Amendment to coordinate new development with the required streets to support access, frontage and servicing. The Zoning By-law also places limitations on above-grade parking structures such as permitting them on the 2nd and 3rd floors of Blocks 5 and 6 only, and not throughout the site.

The proposed development includes three tunnels to be constructed underneath Public Streets A, B and C. Detailed design and coordination with the Engineering drawings has not occurred at this stage. Council authority is required should tunnels be contained within new public streets to be conveyed to the City as an encumbrance on the land, which may also require separate agreements to be implemented where permitted through subsequent reporting to Etobicoke York Community Council. Any such tunnels must be designed to meet the Canadian Highway Standard Bridge Design Code.

While the application shows 2,846 residential parking spaces on the plans, the city-wide by-law does not require a minimum residential parking rate. The draft zoning by-law does not secure a minimum residential parking rate, complying with city-wide by-law.

Parkland

In accordance with Section 42 of the Planning Act, the applicable alternative rate for on-site parkland dedication is 1 hectare per 600 net residential units to a cap of 15% of the development site as the site is greater than five (5) hectares, with the non-residential uses subject to a 2% parkland dedication. The total parkland dedication requirement is 14,314 square metres. Any additional density contemplated over the course of the project will be subject to parkland dedication in the form of cash-in-lieu.

The owner is satisfying the parkland dedication requirement through two on-site dedications along The East Mall: Park 1 (Park Block A) is 5,550 square metres and Park 2 (Park Blocks B and C) is 8,764 square metres, both of which comply with Policy 3.2.3.8 of the Official Plan. Financial Security in the form of a Letter of Credit will be required for buildings within phases of the development where parkland is not being conveyed.

This report seeks direction from City Council on authorizing a credit of the Parks and Recreation component of the Development Charges in exchange for Above Base Park Improvement, if the owner elects to design and construct the Above Base Park improvements upon agreement with the City. The development charge credit shall be in an amount that is the lesser of the cost to the owner of installing the Above Base Park Improvements, as approved by the General Manager, Parks and Recreation, and the Parks and Recreation component of Development Charges payable for the development in accordance with the City's Development Charges By-law, as may be amended from time to time. The owner will be required to enter into an agreement with the City to provide for the design and construction of the improvements and will be required to provide financial security to ensure completion of the works.

Tree Preservation and Soil Volume

The applicant submitted a revised Arborist Report in support of the proposed development. For the purposes of the Official Plan and Zoning By-law Amendment, Development review staff are satisfied with the report. Revised tree section details will be required during the Draft Plan of Subdivision process to demonstrate that minimum soil depths above the proposed below grade parking garages have been achieved. Details related to tree planting spaces in specific areas will also be required to be addressed at the Draft Plan of Subdivision and Site Plan stages.

Toronto Green Standard

The applicant is required to meet Tier 1 of the TGS in force at the time of a complete application for Site Plan Control. 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 2040 or sooner.

Community Services and Facilities

The Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Community services and facilities are the building blocks of our neighbourhoods, foundational to creating complete communities and include matters such as recreation, libraries, childcare, schools, public health, and human and cultural services. Providing for a full range of community services and facilities in areas that are inadequately serviced or experiencing growth is a shared responsibility.

Childcare and community space were identified as priorities for this development. The area is a high priority area for child care, which will be further challenged given the

increase of 5,536 residential units. Residents identified that Cloverdale Mall has been traditionally used as a meeting place for older adults.

Architectural Plan A0.07 shows a proposed child care facility with a minimum interior area of 929 square metres on the ground floor of Block 3 in Phase 1 and a community space on the ground floor of Block 8 in Phase 4. This report recommends that Council allow the owner to provide both a child care facility and a community agency space as in-kind contributions pursuant to subsection 37(6) of the Planning Act.

Noise, Vibration, Air Quality and Odour Mitigation

The applicant submitted a revised Noise and Vibration Feasibility Study, and a revised Air Quality Assessment in support of the proposed development. The reports were reviewed by a City-appointed peer reviewer at the applicant's cost. The reports did not identify any compatibility issues with noise, vibration, air quality or odour from adjacent sources. Any recommended mitigation measures will be implemented during the Site Plan Control process.

Phasing

The site is proposed to be developed in four phases as follows:

- Phase 1 would begin with the demolition of the northwest corner of the existing mall and early works related to Street A, including the construction of watermains, sanitary sewers, storm sewers and underground utilities. During Phase 1, a portion of Street A (Street A1) from The East Mall to the northeast terminus of Street B1 would be constructed. Street B1 would be constructed. The retained portions of the existing mall would remain operational, and a new façade along the demolition line, including a new entry would be constructed to provide access from the parking area north of the remaining mall. Phase 1 contains buildings on Blocks 1, 2 and 3, and Park Block A would also be conveyed to the City during this phase.
- Phase 2 would include the completion of the north-south segment of Street B (Street B2), along with associated below-grade utilities and servicing. Buildings in Block 4 would be constructed at this time, and upon completion, the existing grocery anchor tenant at the mall would be relocated into the commercial space at grade between the buildings.
- Phase 3 would include the demolition of the southern portions of the existing mall building and the construction of Street A2, Street B3 and Street C to provide frontage, access and servicing for these development blocks. Park Block B would be conveyed in this phase. Phase 3 contains buildings on Block 5 and 6.
- Phase 4 would include the demolition of the remainder of the mall, and include the buildings on Block 7, 8 and 9. Park Block C would be conveyed in this phase.

Phasing described above would ensure the continuous operation of the existing portions of the mall including the grocery store in Phase 1. In Phase 2, it is anticipated that the grocery store would move into the ground floor of the completed Block 4. The retained

portions of the mall and the grocery store could continue to function in Phase 3. It is anticipated that the complete demolition of the mall would take place during the last sequence of development in Phase 4. Please refer to the Phasing Maps in Attachment 14 to this report for details. Phasing will be addressed in more detail during the Draft Plan of Subdivision process.

CONTACT

Eno Rebecca Udoh-Orok, MCIP, RPP, Senior Planner, Tel. No. 416-392-5474, E-mail: Eno.Udoh-Orok@toronto.ca

SIGNATURE

Alex Teixeria, MCIP, RPP
Director, Community Planning
Etobicoke York District

ATTACHMENTS

City of Toronto Information/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 Official Plan Amendment
Attachment 6: Draft Zoning By-law Amendment

Applicant Submitted Drawings

Attachment 7: Site Plan
Attachment 8: East Elevations
Attachment 9: South Elevations
Attachment 10: West Elevation
Attachment 11: 3D Massing Model – Looking Northeast
Attachment 12: 3D Massing Model – Looking Southwest
Attachment 13: Draft Plan of Subdivision
Attachment 14: Phasing Plans

Attachment 1: Application Data Sheet

Municipal Address: 250 The East Mall Date Received: July 17, 2020

Application Number: 20 169050 WET 03 OZ

Application Type: OPA / Rezoning

Project Description: Official Plan and Zoning By-law Amendment application to permit 10 tall buildings ranging in height from 25 to 41 storeys (84.6 metres to 135.4 metres), and 5 mid-rise buildings of 6 to 12 storeys (41 metres to 43.5 metres), and a total of approximately 5,536 residential units, in four phases of development.

Applicant	Agent	Architect	Owner
Urban Strategies	Benjamin Hoff Urban Strategies	Giannone Petricone Associates	Cloverdale Mall Inc. c/o Puja Sharma, QuadReal Property Group

EXISTING PLANNING CONTROLS

Official Plan Designation: *Mixed Use Areas* Site Specific Provision: Y

Zoning: CR 0.5 (c0.5, r0.0), SS3 (x873) Heritage Designation: N

Height Limit (m): 11 m Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 120,202 Frontage (m): Depth (m):

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			46,902	46,902
Residential GFA (sq m):			371,905	371,905
Non-Residential GFA (sq m):	35,188		19,359	19,359
Above Grade Parking			20,236	20,236
Total GFA (sq m):	35,188		411,500	411,500
Height - Storeys:	2		41	41
Height - Metres:	11		135.4	135.4

Lot Coverage Ratio (%): 39.02 Floor Space Index: 3.42

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Residential GFA:	371,905
Retail GFA:	17,176
Office GFA:	
Industrial GFA:	
Institutional/Other GFA:	2,183

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			5,536	5,536
Other:				
Total Units:			5,536	5,536

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			3,088	1,886	562
Total Units:			3,088	1,886	562

Parking and Loading

Parking Spaces:	3,356	Bicycle Parking Spaces:	4,224	Loading Docks: 22
--------------------	-------	-------------------------------	-------	----------------------

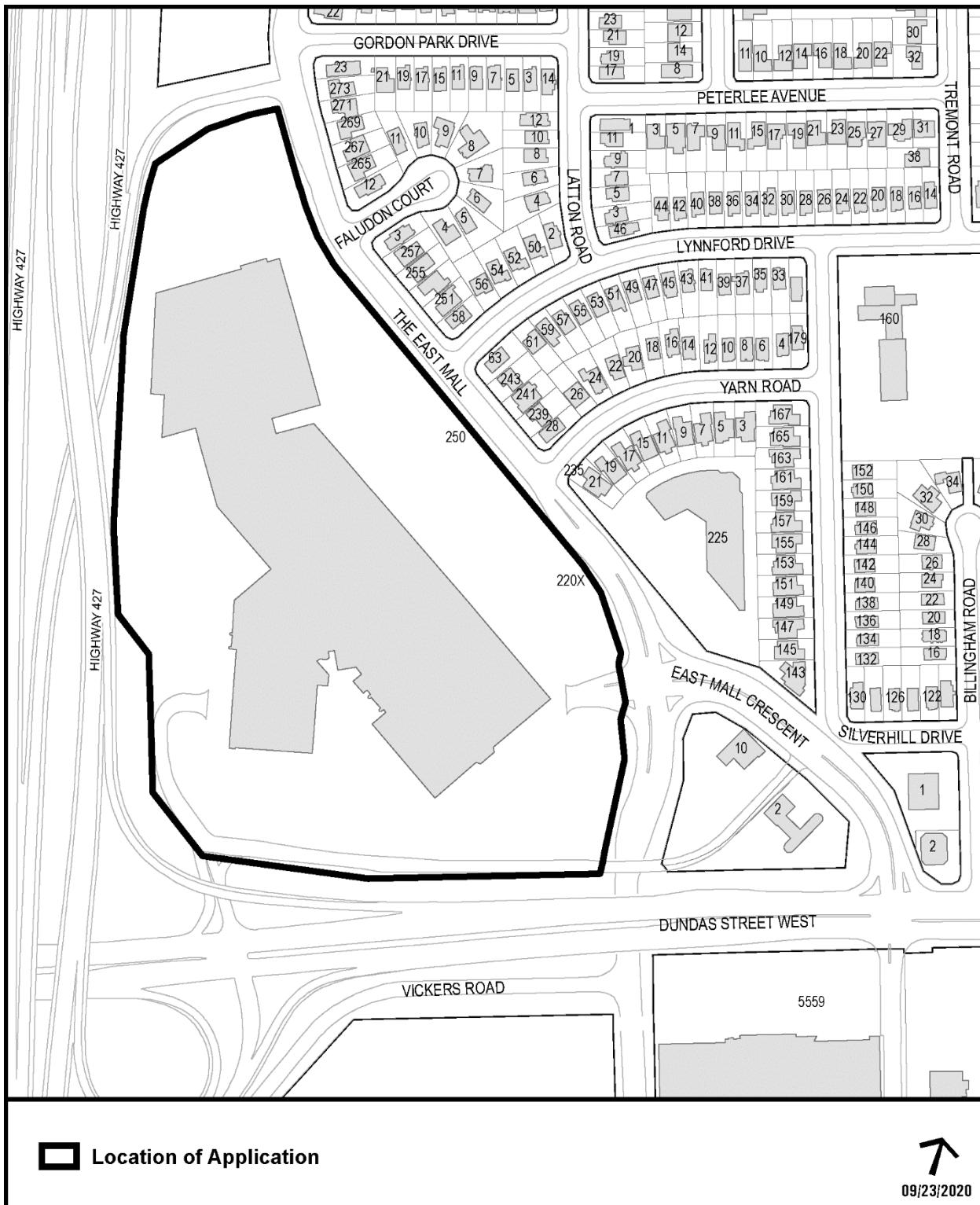
CONTACT:

Eno Rebecca Udoeh-Orok, Senior Planner

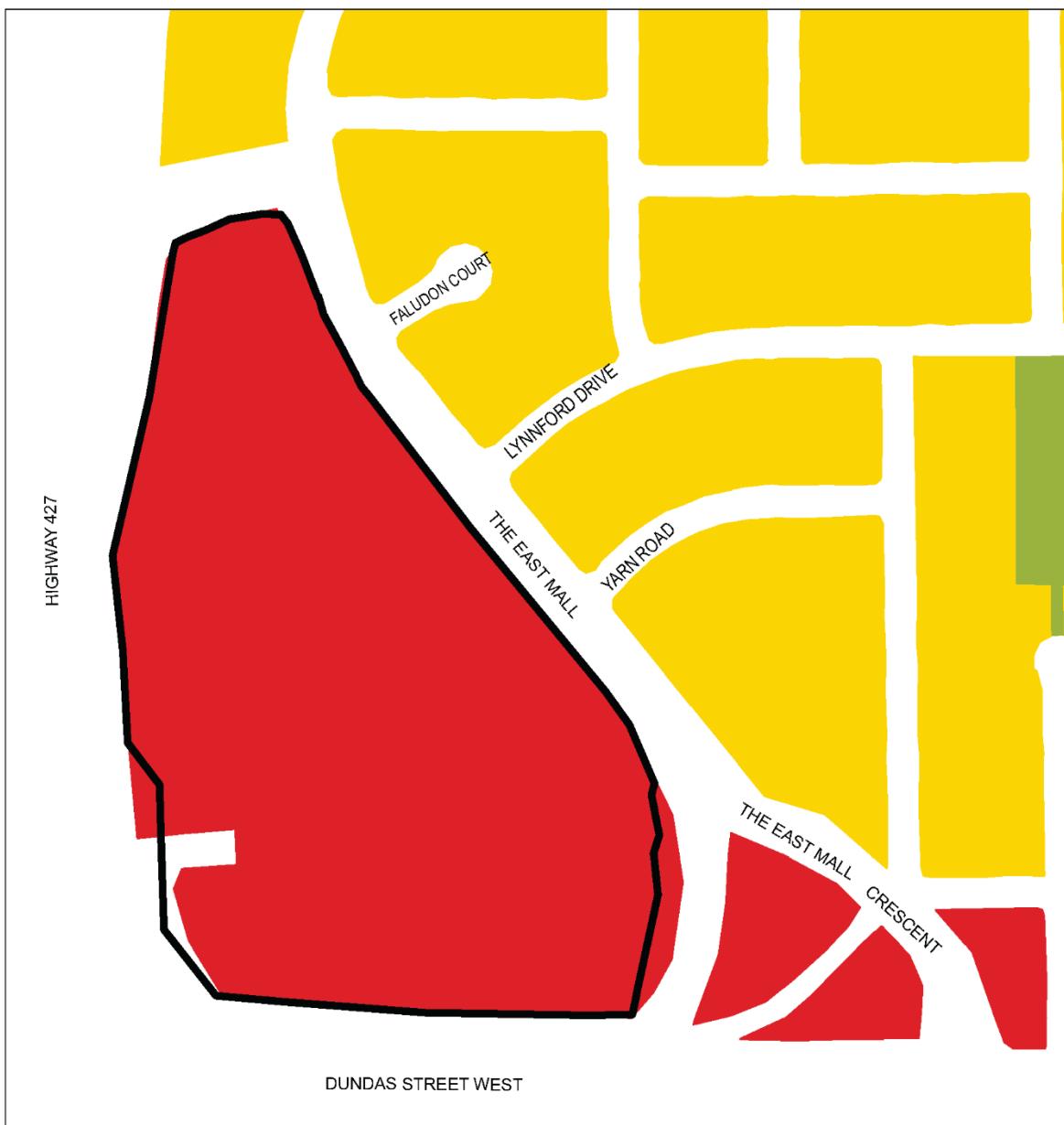
416-392-5474

Eno.Udoeh-Orok@toronto.ca

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



250 The East Mall

Official Plan Land Use Map #14

File # 20 169050 WET 03 OZ

- Location of Application
- Neighbourhoods
- Mixed Use Areas

↑
Not to Scale
09/10/2020

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

250 The East Mall

File # 20 169050 WET 03 OZ



Location of Application

RD Residential Detached

CR Commercial Residential

UT Utility and Transportation



See Former City of Etobicoke By-law No. 11,737

R2 Second Density Residential Zone

I.C1 Class 1 Industrial Zone

CL Limited Commercial Zone



Not to Scale
Extracted: 10/28/2020

Attachment 5: Draft Official Plan Amendment (to be provided separately)

Attachment 6: Draft Zoning By-law Amendment (to be provided separately)

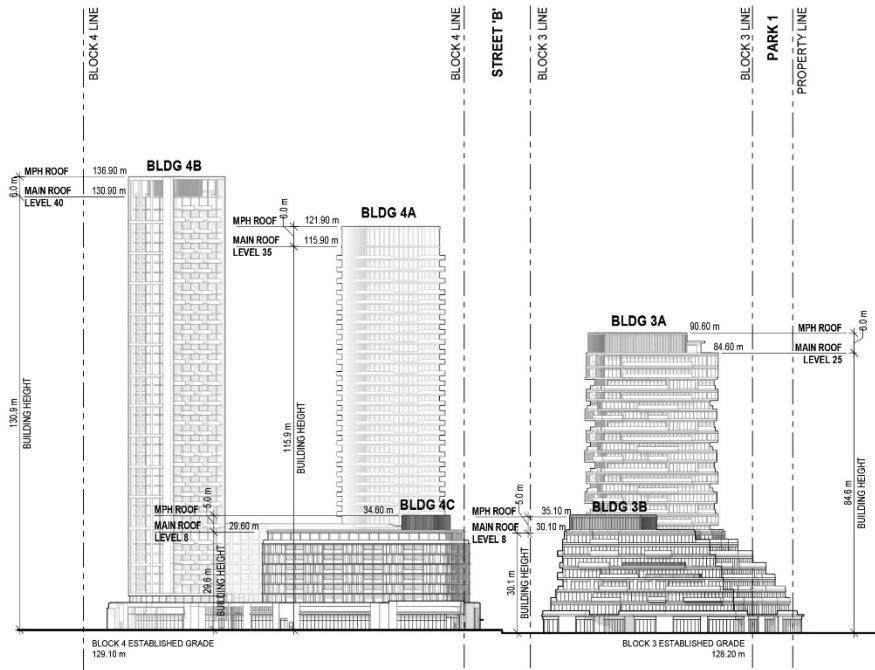
Attachment 7: Site Plan



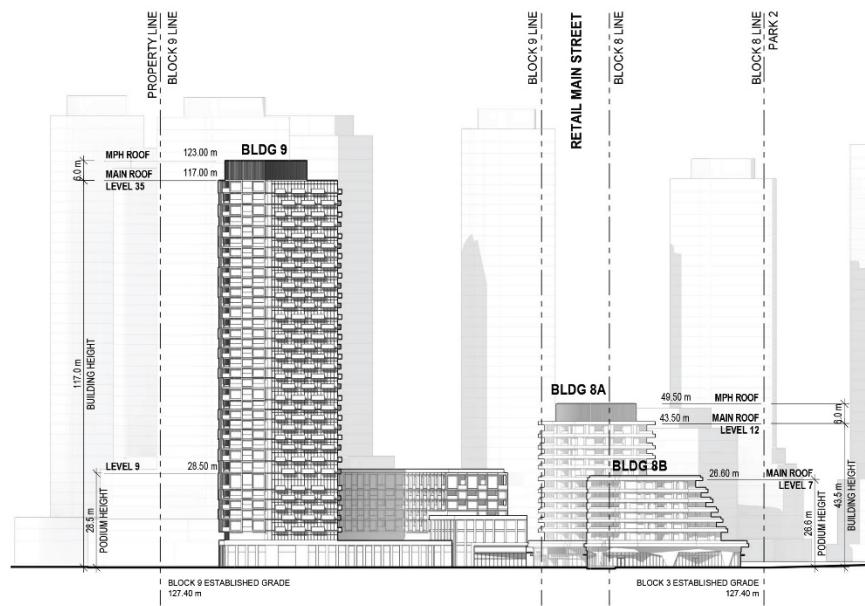
Site Plan



Attachment 8: East Elevations

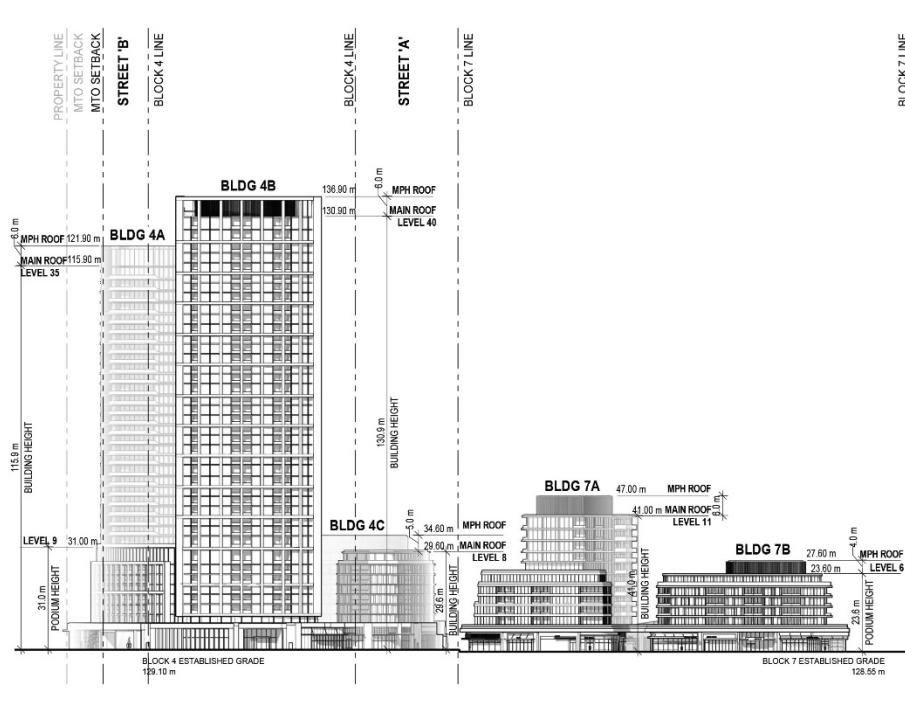


East Elevation (Blocks 3 & 4)

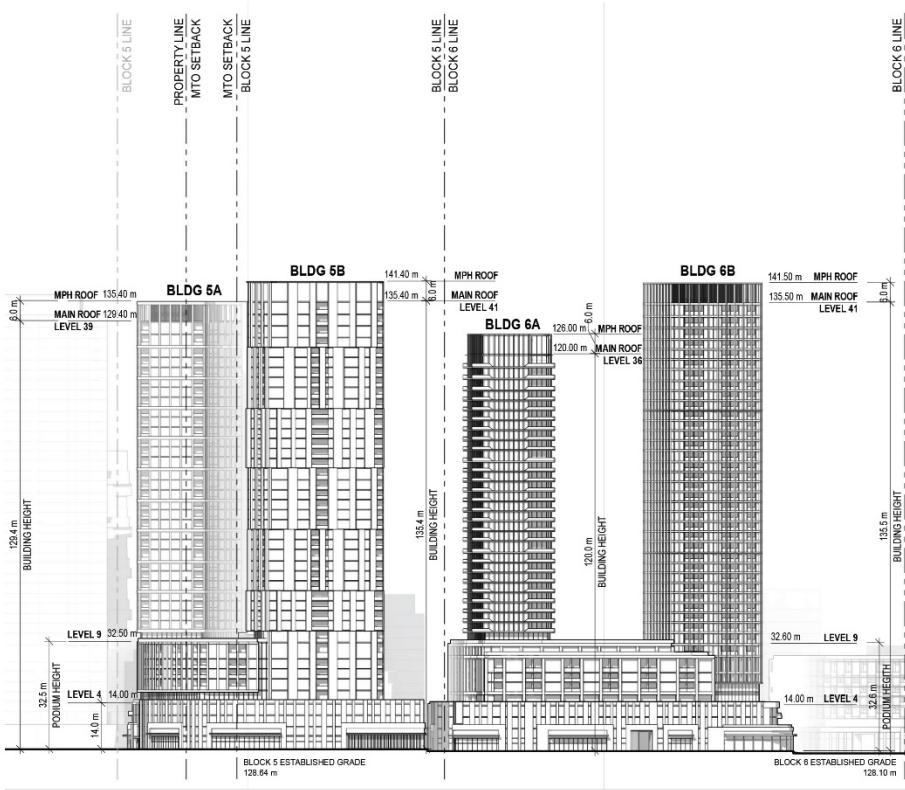


East Elevation (Blocks 8 & 9)

Attachment 9: South Elevations

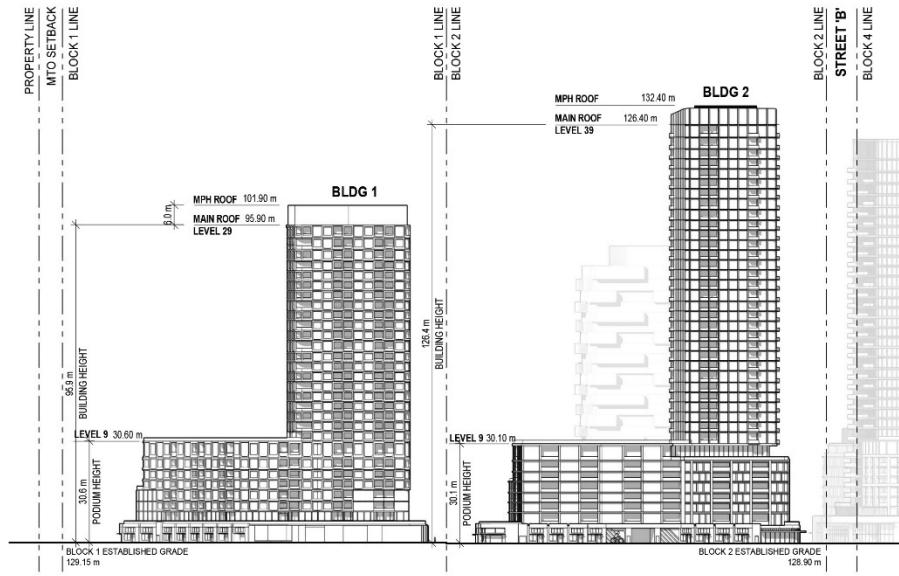


South Elevation (Blocks 4 & 7)



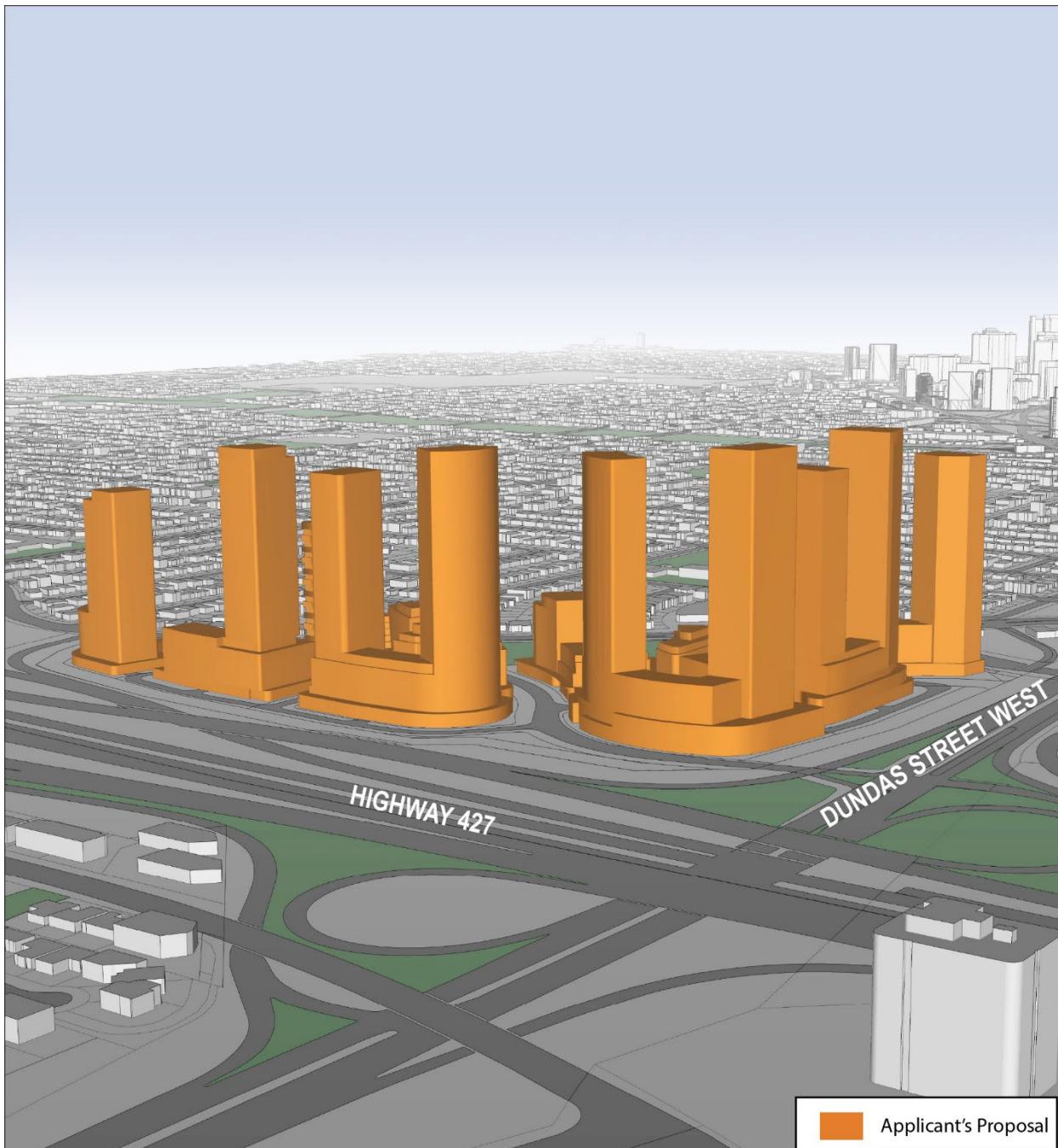
South Elevation (Blocks 5 & 6)

Attachment 10: West Elevation



West Elevation (Blocks 1 & 2)

Attachment 11: 3D Massing Model - Looking Northeast

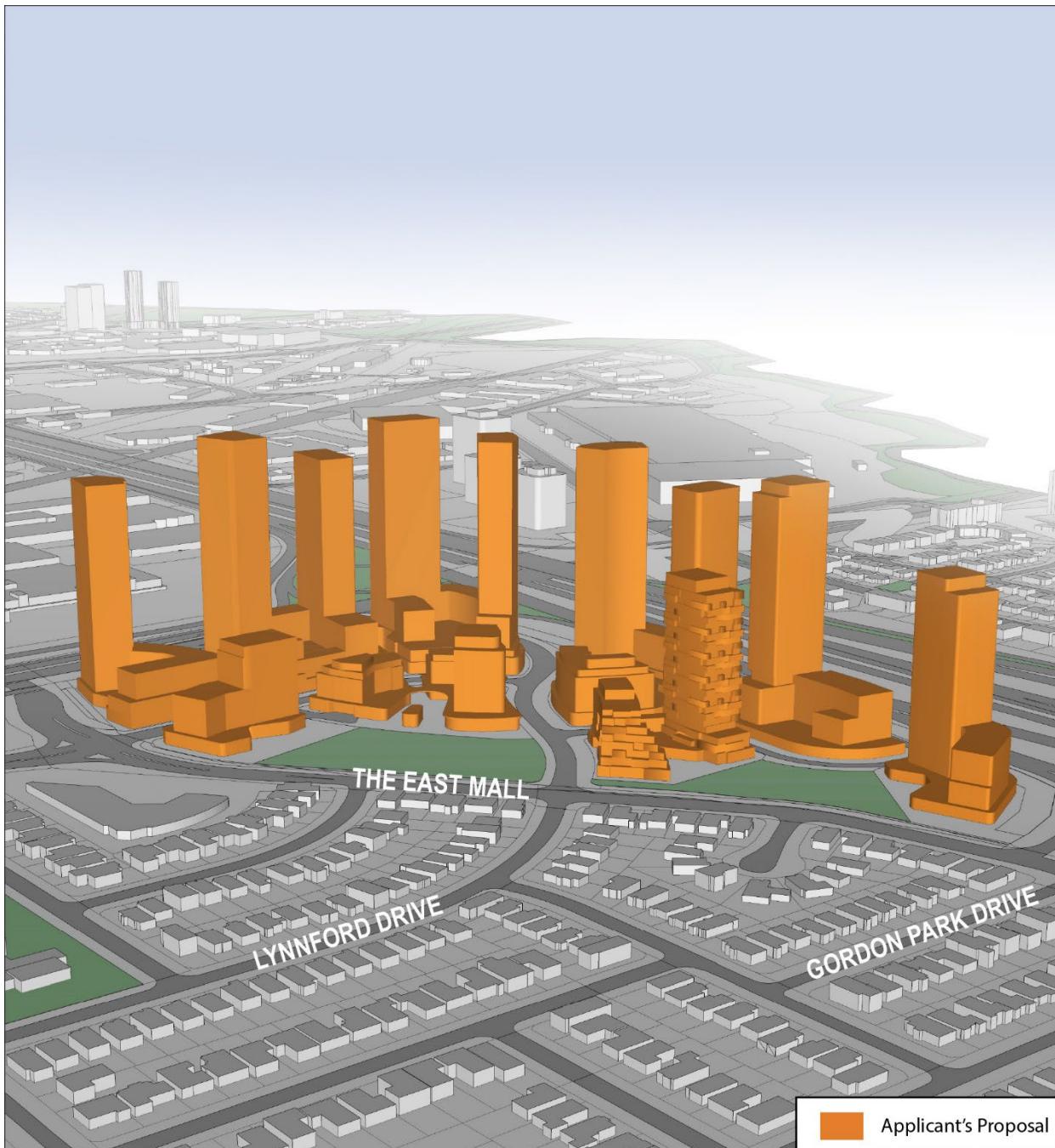


View of Applicant's Proposal Looking Northeast



04/30/2025

Attachment 12: 3D Massing Model - Looking Southwest



View of Applicant's Proposal Looking Southwest



04/30/2025

Attachment 13: Draft Plan of Subdivision

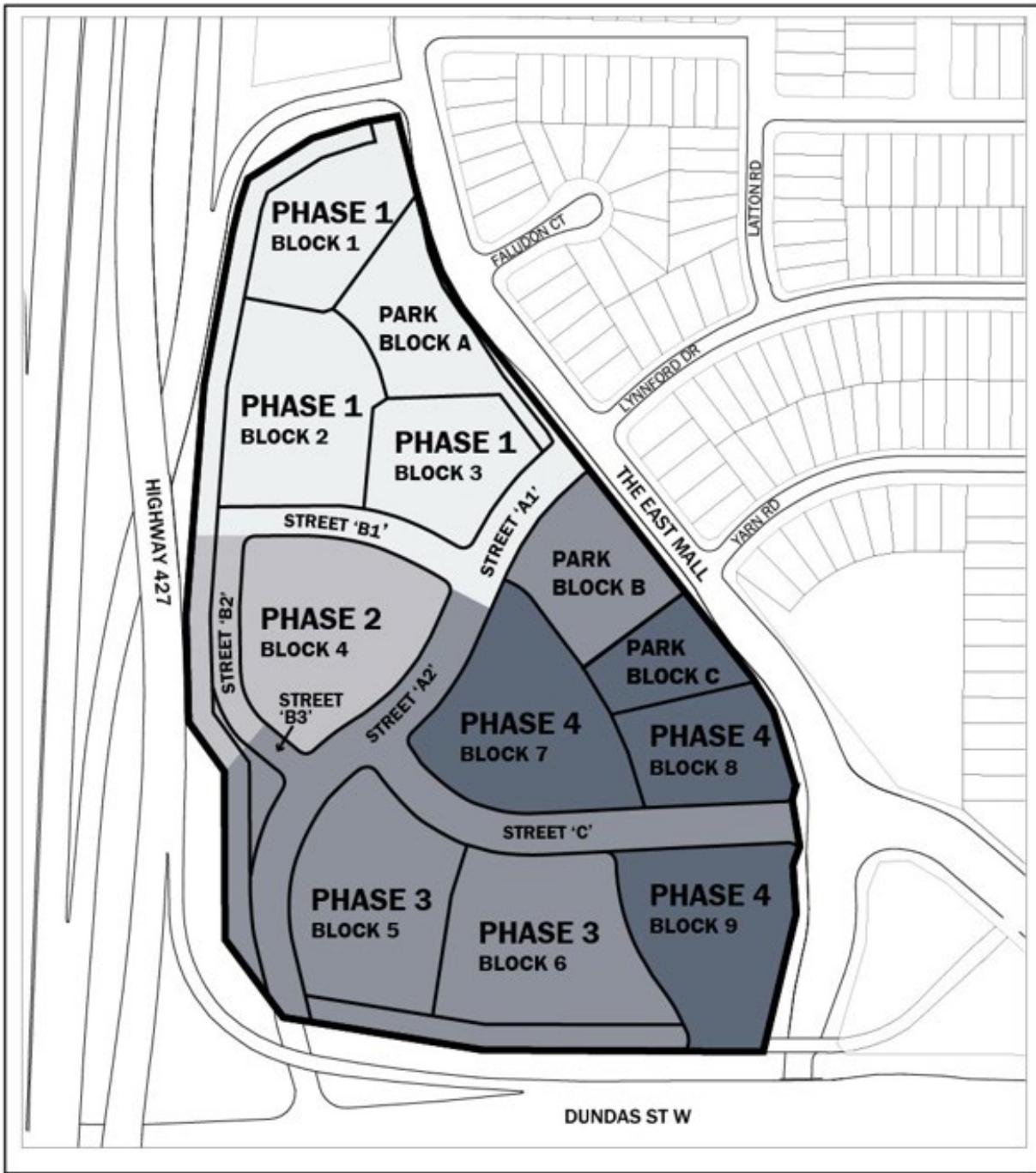


Subdivision Plan

Attachment 14: Phasing Plans



↑
Phasing Plan



Phasing Plan