

675 Progress Avenue – Official Plan Amendment Application – Preliminary Report

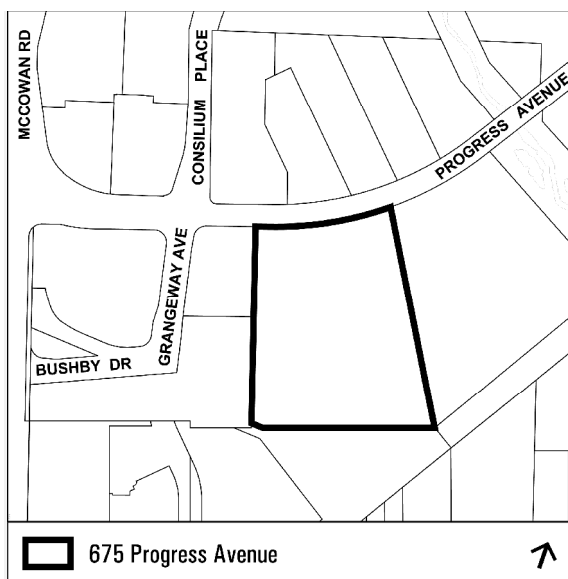
Date:	March 7, 2011
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning
Wards:	Ward 38 – Scarborough Centre
Reference Number:	Pg11018 (File No.10 287207 ESC 38 OZ)

SUMMARY

This application was made after January 1, 2007 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

This application proposes the redesignation of lands known as 675 Progress Avenue (former A.G. Simpson heavy metal stamping plant) from “Employment Areas” to “Mixed Use Areas” and to change the identification of the site on the Urban Structure Map from “Employment Districts” to “Centres”. The owner is proposing to redevelop from its current industrial use to mixed use development similar to the mixed use development of the adjacent Scarborough Centre. The owner has only filed an official plan amendment (OPA) application at this time. An OPA is required in order to redesignate the lands and to incorporate the lands into the Scarborough Centre. Subject to approval of the OPA, the owner intends to submit a zoning by-law amendment application(s) to permit development of the site.

This report provides preliminary information on the above-noted application and seeks Planning & Growth Committee's directions on further processing of the application and on the community consultation process.



A final report will be prepared and a public meeting scheduled once all identified issues have been satisfactorily resolved and all required information is provided.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff process this application concurrently with the City's Five Year Review of the Official Plan which will include a Municipal Comprehensive Review, to be undertaken in 2011 by City Planning.
2. Upon completion of the Municipal Comprehensive Review, staff be authorized to:
 - (i) schedule a community consultation meeting for the lands at 675 Progress Avenue, together with the Ward Councillor;
 - (ii) provide notice for a community consultation meeting to be given to landowners and residents within 120 metres of the site; and
 - (iii) give notice for the public meeting under the Planning Act according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant to discuss complete application submission requirements.

ISSUE BACKGROUND

Proposal

This application pertains to lands located at 675 Progress Avenue (currently occupied by the A.G. Simpson heavy metal stamping plant, which is scheduled to cease operation in the spring of 2011). The site is surrounded by the Scarborough Centre Secondary Plan area (and therefore lands designated Mixed Use Areas) on three sides. Given the site's location and context and the intended cessation of the industrial use on the property, the owners are seeking that the site be incorporated into the Scarborough Centre. The owners have filed an official plan amendment (OPA) application that proposes to change the identification of the site on the Urban Structure Map from "Employment Districts" to

“Centres” and to redesignate the land use from “Employment Areas” to “Mixed Use Areas”.

The owner intends to redevelop the site from its current industrial use to mixed use development including residential and commercial (retail and office) uses, similar to the mixed use development of the Scarborough Centre. The plans submitted with the application contemplate a total of 2,448 residential units within low, mid and high-rise buildings (3 to 43 storeys in height), a total gross floor area of 236,693 square metres including commercial (retail and office) uses at grade, and new public roads that connect to the existing road network. Subject to approval of the OPA, the owner intends to submit a zoning by-law amendment application(s) to permit development of the site.

Site and Surrounding Area

The 4.6 hectare (11.36 acre) site at 675 Progress Avenue is located on the south side of Progress Avenue west of Bellamy Road and east of Grangeway Avenue. It is geographically located within the eastern portion of the Scarborough Centre area (see Attachment No. 2), although the site is excluded from the Scarborough Centre. Surrounding land uses are as follows:

- North: single storey, industrial buildings on several properties (670 to 710 Progress Avenue) containing a variety of warehouse, commercial and light industrial uses, a private education institution and a community service facility (all lands are within the Scarborough Centre and designated “Mixed Use Areas”);
- South: the TTC McCowan yard, containing tail-track and transit car storage facilities for the Scarborough Rapid Transit (in part, within the Scarborough Centre and designated “Mixed Use Areas” and partially beyond the Centre boundary and designated “Employment Areas”);
- West: a six-storey office building at 111 Grangeway Avenue and two commercial parking lots (one of which is owned and operated by the Toronto Parking Authority (these lands are within the Scarborough Centre and designated “Mixed Use Areas”); and
- East: 705 Progress Avenue, a site containing six, single-storey commercial/light industrial buildings jointly owned by the City of Toronto and the Toronto District School Board. The site is within the Scarborough Centre, designated “Mixed Use Areas” and intended for school/park and related purposes.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council’s planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

The PPS and the Growth Plan provide policy direction for planning authorities respecting the conversion of lands within employment areas to non-employment uses and is discussed later in this report.

Official Plan

This site is identified as "Employment Districts" on Map 2 (Urban Structure Map) of the Official Plan. This map and the associated policies in Chapter 2 of the Plan set out a policy framework and strategy for managing Toronto's growth. In keeping with the relevant policies, lands within "Employment Districts" are identified as locations targeted for future growth to meet the Plan's employment goals. It is a key policy directive of the Official Plan to protect and promote Employment Districts "in order to:

- a) maintain and grow the City's tax base;
- b) attract new and expand existing employment clusters that are key to Toronto's competitive advantage;
- c) develop quality Employment Districts that are globally competitive locations for national and international business and offer a wide choice of sites for new business;
- d) nurture Toronto's diverse economic base;
- e) provide a good overall balance between population and employment growth by creating job opportunities for Toronto residents;
- f) provide a range of employment opportunities for Toronto residents that can be reached by means other than the private automobile; and
- g) create and sustain well-paid, stable and fulfilling employment opportunities for all Torontonians."

The subject site is designated "Employment Areas" on Map 19 (Land Use Map) of the Official Plan. Lands designated "Employment Areas" are intended for a wide range of employment uses including offices, manufacturing, warehousing, distribution, research and development facilities, utilities, media facilities, hotels, retail outlets ancillary to the preceding uses, and restaurants and small scale stores and services that serve area businesses and workers.

Zoning

The subject site is currently zoned "Employment Industrial Zone (E)" under the new City of Toronto Zoning By-law No. 1156-2010. The purpose of the E Zone is to provide an area for general manufacturing, industrial and other employment land uses that can be expected to co-exist in relative close proximity to other manufacturing and industrial land uses without major impacts on each other. Zoning By-law No. 1156-2010 was adopted

by City Council on August 27, 2010 and has been appealed to the Ontario Municipal Board.

The site is zoned “Industrial (M)” under the former City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended. The M zoning permits general industrial uses such as assembling, warehousing, manufacturing, processing and associated ancillary uses.

A zoning by-law amendment would be required to permit the proposed uses and to establish appropriate zoning regulations to guide redevelopment of the site.

Site Plan Control

The property is subject to site plan control. An application has not been submitted for site plan approval. An application for site plan approval would be required at the time of, and would be reviewed within the context of, the review of a rezoning amendment application.

Reasons for the Application

An amendment to the Toronto Official Plan is required to change the identification of the site on the Urban Structure Map from “Employment Districts” to “Centres” and to redesignate the land use from “Employment Areas” to “Mixed Use Areas”. An application to amend the zoning by-law to permit the proposed mixed use development, and to establish appropriate zoning regulations to guide redevelopment of the site, will be required should Council decide to change the designation of the site.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Rationale Report including a Community Services and Facilities Analysis and a Sun/Shadow Study;
- Transportation Assessment Report;
- Functional Servicing Report;
- Stage 1-2 Archaeological Assessment Report;
- Preliminary Environmental Noise Feasibility Study; and
- Phase 1 Environmental Site Assessment Report

Notification of Complete Application was issued on November 25, 2010.

Issues to be Resolved

Conformity/Consistency with Provincial Policy and Plans

The Provincial Policy Statement (PPS) contains policies related to employment areas and states that planning authorities shall promote economic development and competitiveness by:

- providing for an appropriate mix and range of employment (including industrial, commercial and institutional uses) to meet long term needs;
- providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- planning for, protecting and preserving employment areas for current and future uses; and
- ensuring the necessary infrastructure is provided to support current and projected needs.

The PPS defines employment area as “those areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.”

The PPS also states that planning authorities may permit conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe. The Growth Plan came into effect on June 16, 2006. The Growth Plan requires the City to maintain an adequate supply of lands providing locations for a variety of appropriate employment uses in order to accommodate the employment growth forecasts of the Plan.

The Growth Plan includes similar policies to the PPS directed at the preservation of employment areas for future economic opportunities. It also contains the same definition of "Employment Area" as that used in the PPS.

The Growth Plan provides that municipalities may permit conversion of lands within employment areas to non-employment uses only through a "Municipal Comprehensive Review" which has demonstrated that:

- a) there is a need for the conversion.
- b) the municipality will meet the employment forecasts allocated to the municipality pursuant to this Growth Plan.
- c) the conversion will not adversely affect the overall viability of the employment

area, and achievement of the intensification target, density targets, and other policies of this Plan.

- d) there is existing or planned infrastructure to accommodate the proposed conversion.
- e) the lands are not required over the long term for the employment purposes for which they are designated.
- f) cross-jurisdictional issues have been considered.

A "Municipal Comprehensive Review" is defined in the Growth Plan as an official plan review, or an official plan amendment, initiated by a municipality that comprehensively applies the policies and schedules of the Growth Plan.

Under the Planning Act, the City is required to review its official plan every five (5) years. Most of the Toronto Official Plan was approved by the OMB in 2006. As a result, a review of the official plan is required in 2011 and City Planning intends to undertake such a review starting this year. This "five year review" will include a further examination of official plan policies for employment lands including the requirement for a Municipal Comprehensive Review under the Growth Plan.

Approval of the proposed development of 675 Progress Avenue, which is designated as "Employment Areas" and identified as "Employment Districts" in the Toronto Official Plan, would be considered a conversion of employment lands and therefore would not conform to the Growth Plan. The City must first undertake a Municipal Comprehensive Review addressing the criteria set out in the Growth Plan before considering whether it is appropriate to convert the lands from employment to non-employment use. The upcoming "Five Year Review" of the official plan will encompass a municipal comprehensive review as defined in the Growth Plan.

Conformity with the Toronto Official Plan

The owner is seeking approval to incorporate the site into the Scarborough Centre, thereby changing its identification as "Employment Districts" to "Centres" on the Urban Structure Map, and to redesignate the site from "Employment Areas" to "Mixed Use Areas". Given the site's location and context and the intended cessation of the industrial use on the property, it is the opinion of the owner that the site should be incorporated into the Scarborough Centre and redesignated "Mixed Use Areas", which is the predominant land use designation of the Scarborough Centre.

The official plan identifies "Centres" in the City of Toronto (as shown on the Urban Structure Map (Map 2)) as "places with excellent transit accessibility where jobs, housing and services will be concentrated in dynamic mixed-use settings". The official plan indicates that growth will be directed to the Centres in order to use municipal land, infrastructure and services efficiently; concentrate jobs and people in areas well served by surface transit and rapid transit stations; and promote mixed use development to increase opportunities for living close to work and to encourage walking and cycling for local trips.

The Scarborough Centre is one of the four "Centres" identified in the official plan. The Scarborough Centre is an important mix of retail, government, institutional, cultural, employment and residential uses at the core of an established employment corridor along Highway 401. As a mixed use area, the Scarborough Centre provides both employment and housing opportunities for workers and residents. Scarborough Centre is also a destination point for surrounding communities; with a regional mall, municipal and federal government services and a variety of recreational, educational and community services. The Scarborough Centre Secondary Plan incorporates detailed policies on land use, housing, employment, transportation, parks, open spaces, community services and facilities and urban design.

While the subject site (675 Progress Avenue) may be geographically located adjacent to and almost completely surrounded by the area of the Scarborough Centre, the boundary of the Centre excludes the site. Similar to the subject site, lands adjacent to the eastern portion of the Scarborough Centre are predominantly designated "Employment Areas", reflecting the industrial and commercial employment uses of these adjoining lands.

An official plan amendment (OPA) would be required to permit the proposed development of the lands from its current employment (industrial) land use to a mixed land use. To incorporate the lands into the Scarborough Centre, an OPA would be required to change the identification of the site from "Employment Districts" to "Centres". Such an OPA can only be considered within the context of the Five Year Review of the official plan which would include a Municipal Comprehensive Review under the Growth Plan. Staff are recommending this application be reviewed concurrently with the City's Five Year Review of the Official Plan to be undertaken in 2011 by City Planning.

Scarborough Centre – McCowan Precinct Study

The Scarborough Centre Secondary Plan sets out goals for the future development of the Scarborough Centre. An objective of the Secondary Plan is to guide growth and development so that it builds upon the important role the Centre plays as a community within the City of Toronto and a focus for the eastern Greater Toronto Area.

The Scarborough Centre Secondary Plan recognizes that the Centre is a large geographical area in which several development areas have emerged; each with a somewhat different character. To enable detailed planning for the Centre, the Scarborough Centre is divided into four land use precincts. The Scarborough Centre Secondary Plan contemplates detailed plans, "Precinct Plans", for each of the four precincts to identify the role of each precinct within the Centre and to guide the achievement of the Centre's broader goals and vision. Each precinct is intended to have a specific emphasis in terms of detailed land use focus, physical character, streetscape and built form objectives.

A key feature of the Scarborough Centre Secondary Plan is to create a more connected Centre. The policies of the secondary plan encourage detailed Precinct Plans that

incorporate improvements to vehicular and pedestrian movement and access within the Centre through new road construction to break up larger development blocks, creating a network of pedestrian-friendly roads, walkways and cycling routes, expansion and improvements to transit routes, and promoting transit supportive development. To achieve this objective, the Secondary Plan identifies on Map 5-3 (Transportation Improvements – Attachment No. 8) and Map 5-4 (Potential Linkages), areas within the Centre where new road connections are encouraged.

The McCowan Precinct comprises the eastern portion of the Scarborough Centre. The lands at 675 Progress Avenue are adjacent to this Precinct and contemplate the introduction of a road pattern through the future subdivision of the lands to accommodate the proposed 2,448 residential units, and commercial uses and a density of 5.2 FSI (floor space index).

In keeping with the policy directions of the Scarborough Centre Secondary Plan, Community Planning (Scarborough District) has been developing detailed implementation plans for each of the four Precincts. In January 2009, Council approved the Scarborough Centre, Civic Precinct Implementation Plan. In 2011, Community Planning intends to develop a "Precinct Plan" for the McCowan Precinct. A Precinct Plan is a policy document endorsed by Council which further articulates the policies of the official plan and the Scarborough Centre Secondary Plan. It also outlines specific development principles and guidelines at a level of detail not possible within the broader official plan. These principles and guidelines create the “bridge” between official plan policies and zoning by-law provisions and standards.

Preliminary research and analysis for the McCowan Precinct Plan has begun and Community Planning intends to bring forward a report to Scarborough Community Council in spring 2011 outlining a proposed McCowan Precinct Plan Study program, including a public participation and consultation process. The study would initially be undertaken concurrent with the City's Five Year Review of the official plan (which includes a Municipal Comprehensive Review), though the results of the study may be reported to Council prior to the anticipated completion of the Five Year Review. Consideration, however, will be given within the study, of the emerging land use directions of the Five Year Review including the possible inclusion of additional employment lands into the Scarborough Centre at 675 Progress Avenue. Any inclusion of additional employment lands into the Scarborough Centre and possible re-designation of employment lands to another land use, would be dependent upon completion of the Five Year Review and approval of proposed amendment(s) to the official plan.

Other Issues

The owner has only filed an official plan amendment (OPA) application at this time. Subject to approval of the OPA, the owner intends to submit a zoning by-law amendment application(s) to permit development of the site. Further analysis of the appropriateness of the site for the development as proposed by the owner is necessary. Additional issues related to the consideration of the official plan amendment application, as submitted by

the owner, including, but not limited to, the policies respecting the provision of community benefits by the owner, in return for any increase in height and density, may be identified through the review of the application, City division and external agency comments, and the community consultation process.

CONTACT

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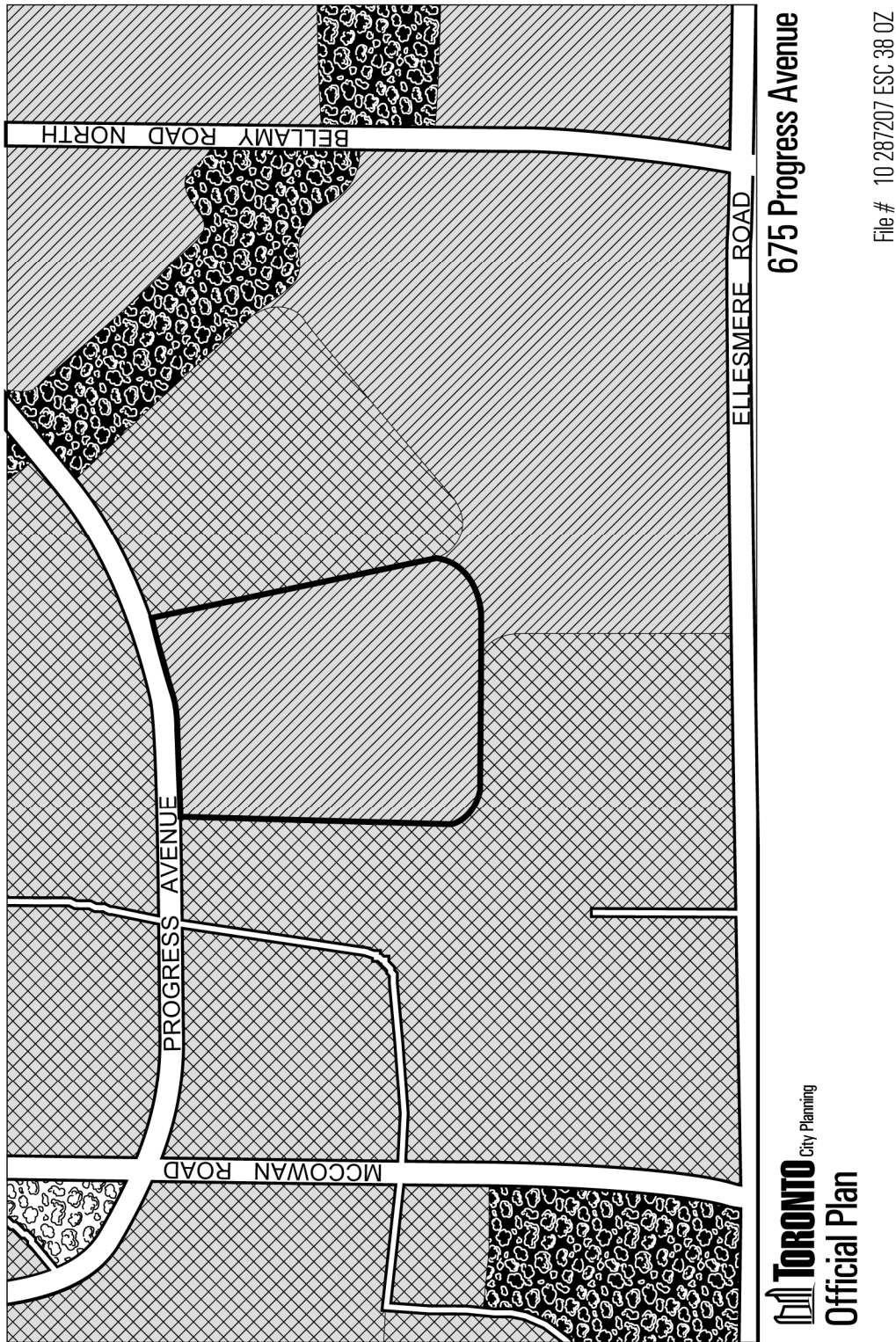
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Gary Wright
Chief Planner and Executive Director
City Planning

ATTACHMENTS

Attachment 1: Official Plan
Attachment 2: Scarborough Centre Secondary Plan
Attachment 3: Zoning (Zoning By-law No. 1156-2010)
Attachment 4: Zoning (By-law No. 24982 (Progress Employment District))
Attachment 5: Application Data Sheet

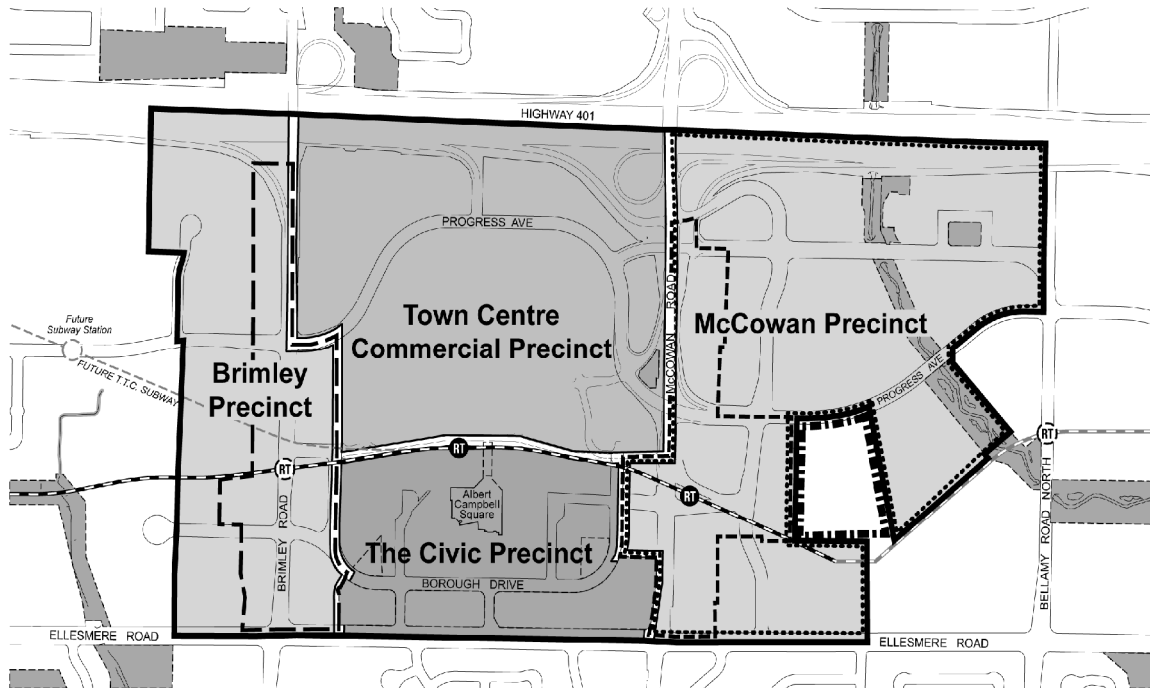
Attachment 1: Official Plan



	Site Location		Parks & Open Spaces Areas
	Mixed Use Areas		Natural Areas
	Employment Areas		Parks

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 Note to Scale
 12/23/10

Attachment 2: Scarborough Centre Secondary Plan



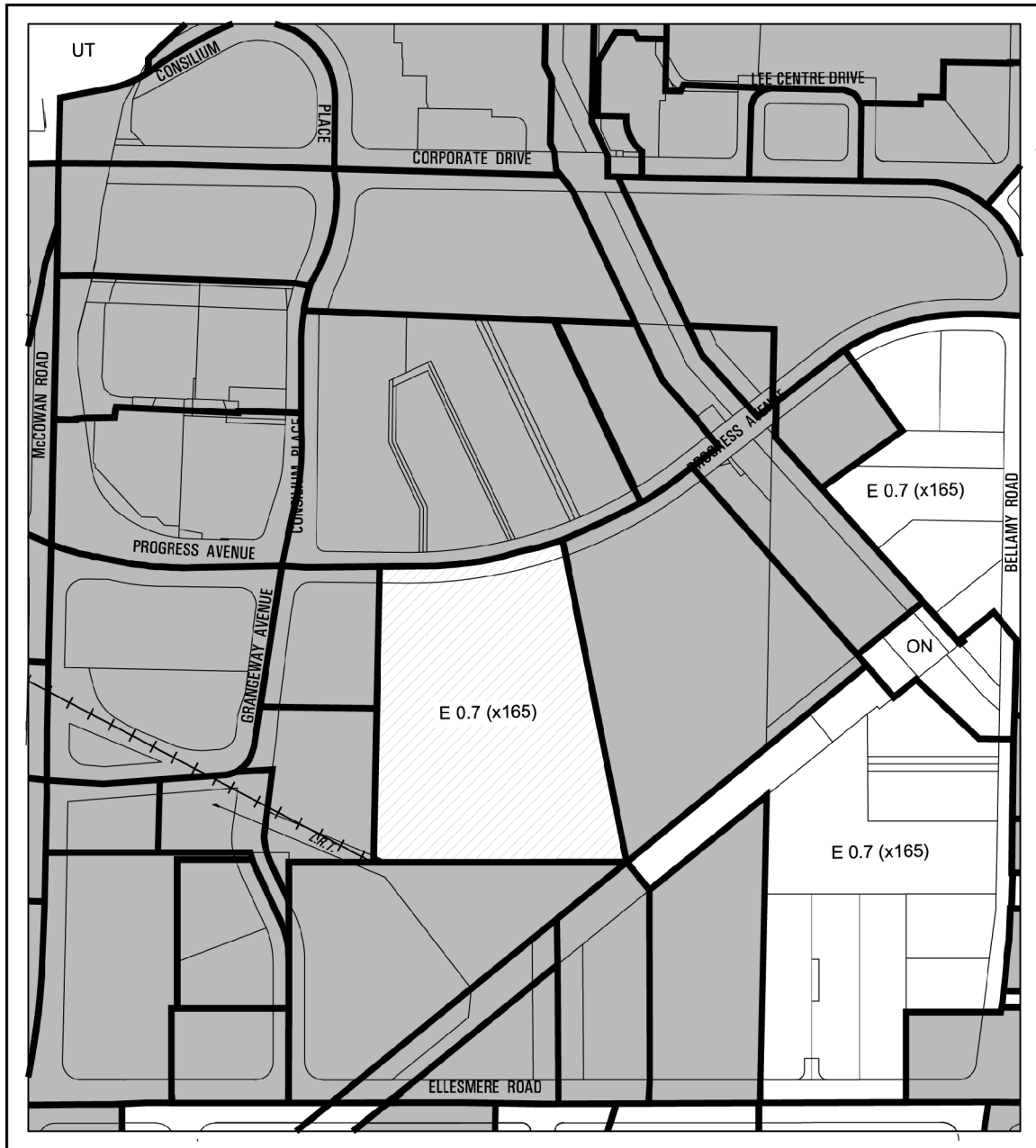
Toronto City Planning Division
Scarborough Centre & Area

675 Progress Avenue
File #10 287207 ESC 38 0Z

- | | | |
|--|--------------------|---|
| — Scarborough Centre Secondary Plan Boundary | — Brimley Corridor | — T.T.C. Scarborough Rapid Transit |
| ■ ■ ■ ■ Subject Site - 675 Progress Avenue | — McCowan Corridor | — Proposed T.T.C. Scarborough Rapid Transit Expansion |
| McCowan Precinct | | RT Rapid Transit Station |
| | | (RT) Potential Rapid Transit Station |

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12/23/10

Attachment 3: Zoning (Zoning By-law No. 1156-2010)



Zoning - City of Toronto Bylaw #1156-2010

675 Progress Avenue

File # 10 287207 ESC 38 0Z



Location of Application



Not Part of This Bylaw

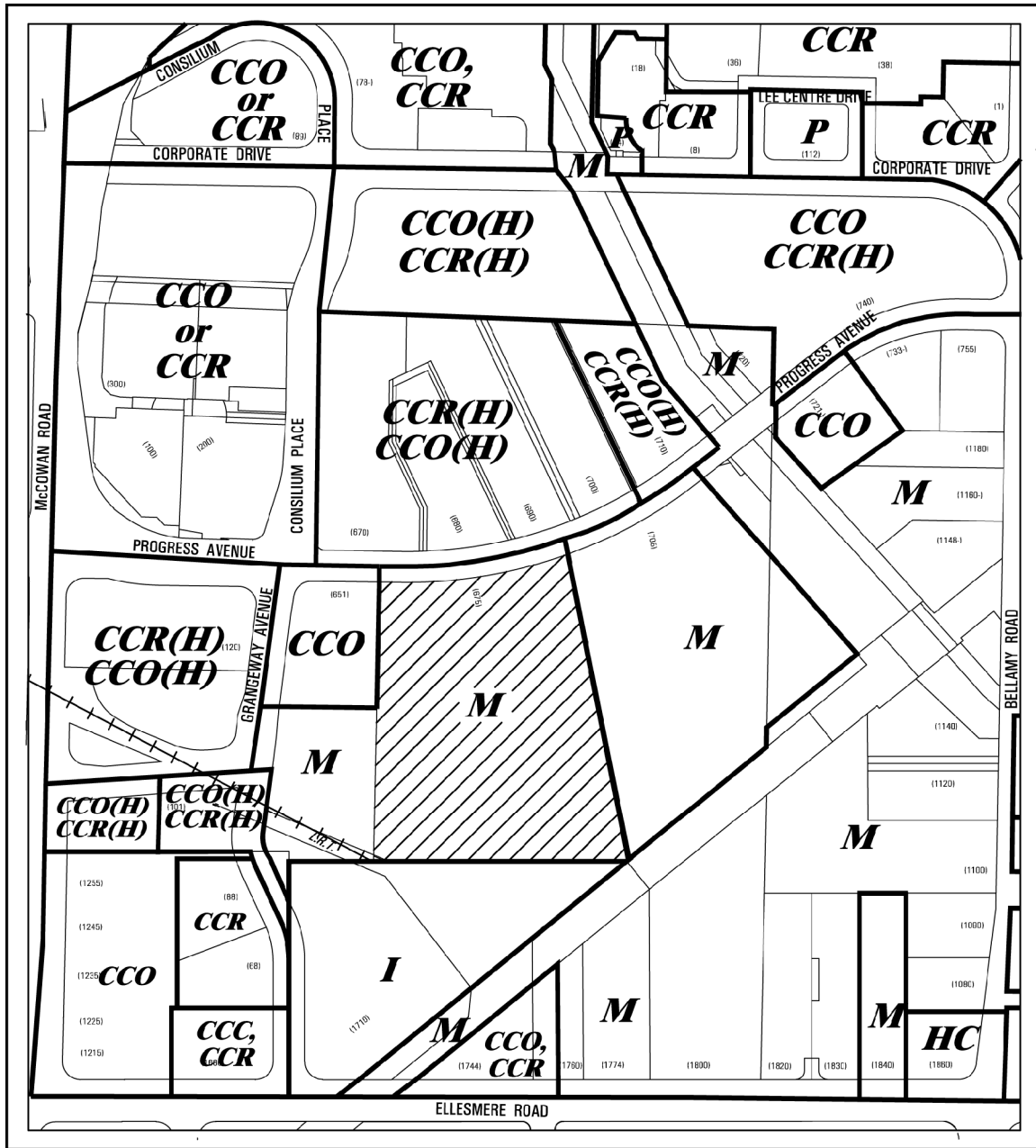
RD Residential Detached Zone
RS Residential Semi-Detached Zone
RA Residential Apartment Zone
CR Commercial Residential Zone

E Employment Zone
IPW Institutional - Place of Worship
UT Utility / Transportation



Not to Scale
12/23/10

Attachment 4: Zoning
(Former Scarborough Employment Districts Zoning By-law No. 24982
(Progress Employment District))



Zoning - Progress Employment District Bylaw

675 Progress Avenue

File # 10 287207 ESC 38 0Z

CCC City Centre Commercial Zone
CCO City Centre Office Zone
CCR City Centre Residential Zone
HC Highway Commercial Zone

I Institutional Zone
M Industrial Zone
P Park Zone
(H) Holding Provision (See Clause IV - General Provisions, Sub-Clause 1.2)



Not to Scale
 12/23/10

Attachment 5: Application Data Sheet

Application Type	Official Plan Amendment	Application Number:	10 287207 ESC 38 OZ
Details	OPA, Standard	Application Date:	October 28, 2010

Municipal Address:	675 PROGRESS AVE
Location Description:	PLAN 10152 PT LOT 21 **GRID E3802
Project Description:	Proposed redesignation of lands currently designated "Employment Areas" to "Mixed Use Areas" and to incorporate the lands into the Scarborough Centre, to permit a mix of residential, commercial, and office uses. A total of 2448 residential units are proposed in buildings ranging from 3 to 43 storeys, as well as 27,093 square metres of office and commercial space. New public roads are proposed to break up the 4.57 hectare site into four blocks.

Applicant:	Agent:	Architect:	Owner:
KIM KOVAR			1512642 ONTARIO INC

PLANNING CONTROLS

Official Plan Designation:	Employment Areas	Site Specific Provision:	
Zoning:	Industrial	Historical Status:	
Height Limit (m):		Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq. m):	45780	Height:	Storeys:	43
Frontage (m):	161		Metres:	130.5
Depth (m):	243			
Total Ground Floor Area (sq. m):	18110			Total
Total Residential GFA (sq. m):	207184		Parking Spaces:	0
Total Non-Residential GFA (sq. m):	30101		Loading Docks	0
Total GFA (sq. m):	237285			
Lot Coverage Ratio (%):	39.6			
Floor Space Index:	5.2			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

			Above Grade	Below Grade
Tenure Type:				
Rooms:	0	Residential GFA (sq. m):	207184	0
Bachelor:	245	Retail GFA (sq. m):	5897	0
1 Bedroom:	979	Office GFA (sq. m):	21431	0
2 Bedroom:	979	Industrial GFA (sq. m):	0	0
3 + Bedroom:	245	Institutional/Other GFA (sq. m):	0	0
Total Units:	2448			

CONTACT:	PLANNER NAME:	Russell Crooks, Senior Planner
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