

## **670, 680 and 690 Progress Avenue – Zoning Amendment and Subdivision Application – Request for Interim Directions Report**

Date: June 11, 2018  
To: Scarborough Community Council  
From: Director, Community Planning, Scarborough District  
Wards: Ward no. 38

### **Planning Application Numbers:**

17 277456 ESC 38 OZ and 17 277479 ESC 38 SB

### **SUMMARY**

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This Report responds to an application where staff are currently not in a position to provide a Final Report to Council, but which could be appealed to the Local Planning Appeal Tribunal due to a lack of decision during the break in Council's meeting schedule (July to December 2018).

The report sets out outstanding issues related to the application and makes an initial determination that the proposed development, in its current form, is not consistent with the Provincial Policy Statement (2014), conflicts with the Growth Plan (2017) and does not conform with the Toronto Official Plan.

This application proposes to establish a plan of subdivision and to amend the Zoning By-law for the entire 3.56 hectare site known municipally as 670, 680 and 690 Progress Avenue to permit the redevelopment of the lands with seven tall, residential buildings ranging in height from 14 to 48 storeys and twelve four-storey back-to-back townhouse blocks. A total of 2,245 residential units are proposed and a total of 1,654 vehicular parking spaces are proposed in two levels of below grade parking.

City Planning staff have identified concerns with respect to: the proposed street and block plan; built form, height, density, building massing, transition in scale within the existing and planned context overall; site circulation around and through the site; parking and loading; range of housing options, including tenures and unit sizes; enhancement of employment opportunities; determination of the adequacy, location and configuration of the proposed public park; adequacy of site servicing, including sanitary sewer analysis, stormwater management, hydrogeological matters and solid waste collection; adequacy of community services and facilities to serve the proposed development; and impacts on the environment. These issues and all additional matters that arise through the development review process will need to be addressed prior to

the submission of the Final Report to City Council. While staff will continue to work with the applicant to address the issues noted here, since it is an election year, it is recommended that City Council direct the City Solicitor and appropriate City Staff to attend and oppose the application in its current form should the application be appealed to the Local Planning Appeal Tribunal (LPAT) on the basis of City Council's failure to make a decision on the application within the statutory timeframe of the *Planning Act*.

Should the application not be appealed to the LPAT, a Final Report will be submitted for City Council's consideration following the resolution of outstanding issues related to this application, and the holding of a statutory Public Meeting under the *Planning Act*. The target timeline for the Final Report is anticipated to be in the first quarter of 2019.

## **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. City Council direct City Staff to continue to negotiate with the applicant to resolve the outstanding issues detailed in this report.
2. City Council direct the City Solicitor and appropriate City Staff to attend and oppose the application in its current form, should the application be appealed to the Local Planning Appeal Tribunal (the "LPAT") on the basis of Council's failure to make a decision on the application within the statutory timeframe of the *Planning Act*.

## **FINANCIAL IMPACT**

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The recommendations in this report have no financial impact.

## **DECISION HISTORY**

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Four pre-application meetings related to a 1,100 unit mid-rise, wood stick construction residential proposal for the lands were held on: October 22, 2015, November 4, 2015, March 22, 2015 and June 20, 2016 and an Application Checklist was provided to the applicant.

Two further pre-application meetings were held on February 6, 2017 and May 26, 2017 to discuss a revised residential development proposal for 1673 units that included four-storey back-to-back townhouses and multiple buildings ranging in heights from six to 37 storeys, two levels of below-grade parking and a public park.

Among other matters, Planning staff consistently advised that: any proposed road network must comply with the McCowan Precinct Master Plan; a public park on the lands is required; all proposed buildings should have entrances on public streets;

commercial and/or non-residential space should be incorporated at key intersections; and consideration of public daycare to be included in the proposed development.

A revised application checklist was provided to the applicant and complete application submission requirements were discussed.

The subject applications were submitted on December 19, 2017. A notice of complete application was issued on January 11, 2018.

A Preliminary Report on the applications was adopted by Scarborough Community Council on February 21, 2018 authorizing staff to conduct a community consultation meeting with an expanded notification area.

The Preliminary Report and the decision of Scarborough Community Council can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.SC28.3>

There are no previous development applications on the lands which have relevance to the decision on this application.

## **Relevant Scarborough Centre Initiatives**

### **McCowan Precinct Plan Study**

The lands are subject to the McCowan Precinct Plan Study, which puts in place the framework to guide future growth and development of the McCowan Precinct. The McCowan Precinct Plan Study Final Report (including OPA 242) and the Urban Design Guidelines were adopted by City Council on June 10, 11, 12 and 13, 2014 and can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.SC32.20>

### **The Scarborough Centre Transportation Master Plan study (SCTMP)**

The subject lands fall within the boundaries of the SCTMP, which was initiated by City Planning staff in July 2016. The SCTMP Final Report (including OPA No's: 408 and 409) was adopted with amendments by Scarborough Community Council on May 2, 2018 and by City Council on May 22, 2018. The report recommended a transportation network that supports the future vision and evolution of Scarborough Centre into a walkable and connected urban centre supported by an efficient, safe and balanced transportation network for all users and modes.

### **Scarborough Centre Public Art Master Plan Study (SCPAMP)**

City Planning staff initiated the SCPAMP in August 2016. The purpose of the SCPAMP is to provide strategic direction for the public art program in Scarborough Centre. The SCPAMP will assist in enhancing the Centre's identity and shape the public realm. Throughout the study process, staff have engaged in extensive public and stakeholder consultation, including two public consultation meetings, two local advisory committee meetings and a draft of the Principles, Vision and Demonstration Plan was presented to the Toronto Public Art Commission. The SCPAMP will include a highly visual demonstration plan that identifies a public space hierarchy for iconic works of art, and

integrated and functional works of art; as well as recommend priority projects for early implementation and identify mid and long range opportunities supported by an evaluation and selection process and funding and implementation strategy. A final report is expected in the second quarter of 2018.

## ISSUE BACKGROUND

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### Application Description

The application proposed a residential development on lands municipally known as 670, 680 and 690 Progress Avenue.

The subdivision application proposes to establish:

- five development blocks (Blocks 2, 4, 6, 7 and 8);
- a public park block (Block 3);
- a 10m east-west portion of a future public road along the northern edge of the site (Block 1);
- an 18.5m east-west public road (Block 5/Public Road A) located roughly mid-way through the site from Consilium Place extending eastwards; and
- a 20m north-south public road (Block 5/Public Road B) that extends south down to Progress Avenue along the eastern edge of the site (a portion of Block 5 extends north and could form part of a future extension of the proposed public road).

The rezoning application proposes the development of the lands with seven tall, residential buildings ranging in height from 14 to 48 storeys and twelve blocks of four-storey back-to-back townhouses. The overall proposal includes a 2,245 dwelling units, 1,703 bicycle parking spaces and 1,654 vehicular parking spaces. The total floor area would be 156,811 square metres, of which 155,816 square metres would be residential uses, 995 square metres would be retail uses. Overall amenity space is proposed at 3,964 square metres of indoor amenity space (1.63 square metres/unit) and 3,666 square metres of outdoor amenity space, including green roofs (1.8 square metres/unit).

The overall proposed unit breakdown for the residential buildings is as follows:

Type of Dwelling Unit	Number of Units	Percentage of Total
One-Bedroom	1,402	62.5
Two-Bedroom	641	28.5
Three-Bedroom	202	9
<b>Total</b>	<b>2,245</b>	<b>100</b>

Details for each of the proposed development blocks are outlined below. See also Attachment 1: Site Plan, Attachment 2: Draft Plan of Subdivision, Attachments 3A-G: Elevations and Attachment 6: Application Data Sheet.

**Blocks 1A and 1B (Blocks 6 and 7 on the draft plan of subdivision):**

These blocks comprise the southwest corner of the site at the intersection of Consilium Place and Progress Avenue and have an area of approximately 9,062 square metres. Starting at the southwest corner of the site and working clockwise, the proposed development includes one 48-storey residential building that incorporates one block of four-storey back-to-back townhouses with frontage on both Progress Avenue and Consilium Place, at the northwest corner of the site is a 14-storey residential building with frontage on Consilium Place and proposed Public Road A, one block of four-storey townhouses on the north side of the block fronting proposed Public Road A, another block of four-storey townhouses at the northeast corner fronting proposed Public Road A, another block of four-storey townhouses along the east side of the block fronting proposed Private Road C, and a 23-storey residential building at the southeast corner of the block fronting Progress Avenue. A total of 736 square metres of grade related retail space is proposed for the block.

Vehicular access would be provided via the proposed Public Road A and Private Road C. Private outdoor amenity space is proposed internal to Blocks 1A and 1B, as well as between the 48 and 14-storey residential buildings.

Blocks 1A and 1B	
Height	<ul style="list-style-type: none"> <li>• 48 storeys - 148 metres (153 metres including mechanical penthouse)</li> <li>• 23 storeys - 73 metres (78 metres including mechanical penthouse)</li> <li>• 14 storeys - 46 metres (51 metres including mechanical penthouse)</li> <li>• Townhouses - 10.5 metres (13.5 metres including mechanical penthouse)</li> </ul>
Gross Floor Area	<ul style="list-style-type: none"> <li>• Residential - 67,196 square metres</li> <li>• Retail - 736 square metres</li> </ul>
Floor Space Index / Block	<ul style="list-style-type: none"> <li>• 7.5</li> </ul>
Dwelling Units	<ul style="list-style-type: none"> <li>• One-Bedroom - 617</li> <li>• Two-Bedroom - 199</li> <li>• Two-Bedroom Townhouse - 83</li> <li>• Three-Bedroom - 89</li> <li>• Total - 988</li> </ul>
Amenity Area	<ul style="list-style-type: none"> <li>• Indoor - 1,810 square metres (1.8 square metres/unit)</li> <li>• Outdoor - 1,624 square metres (inc. green roof) (1.6 square metres/unit)</li> <li>• Total – 3,434 square metres</li> </ul>
Bicycle Parking	<ul style="list-style-type: none"> <li>• Resident - 649</li> <li>• Visitor - 66</li> <li>• Total - 715</li> </ul>
Vehicle Parking	<ul style="list-style-type: none"> <li>• Resident - 499</li> <li>• Car Share - 16</li> <li>• Visitor - 98</li> </ul>

	<ul style="list-style-type: none"> <li>• Retail - 7</li> <li>• Total - 620</li> </ul>
Loading Space	<ul style="list-style-type: none"> <li>• 3 Type 'G'</li> </ul>

**Block 2 (Block 8 on the draft plan of subdivision):**

Comprises the southeast corner of the site at the intersection of Progress Avenue and proposed Public Road B and has an area of approximately 4,873 square metres. A 28-storey residential building is proposed at the southeast corner of the block fronting Progress Avenue and the remainder of the block is comprised of four-storey back-to-back townhouse blocks.

Vehicular access would be provided via proposed Public Roads A and B. Private outdoor amenity space is proposed internal to Block 2.

Block 2	
Height	<ul style="list-style-type: none"> <li>• 28 storeys - 88 metres (93 metres including mechanical penthouse)</li> <li>• Townhouses - 10.5 metres (13.5 metres including mechanical penthouse)</li> </ul>
Gross Floor Area	<ul style="list-style-type: none"> <li>• Residential - 26,010 square metres</li> </ul>
Floor Space Index / Block	<ul style="list-style-type: none"> <li>• 5.34</li> </ul>
Dwelling Units	<ul style="list-style-type: none"> <li>• One-Bedroom - 219</li> <li>• Two-Bedroom - 21</li> <li>• Two-Bedroom Townhouse - 79</li> <li>• Three-Bedroom - 32</li> <li>• Total - 351</li> </ul>
Amenity Area	<ul style="list-style-type: none"> <li>• Indoor - 544 square metres (1.5 square metres/unit)</li> <li>• Outdoor - 653 square metres (inc. green roof) (1.9 square metres/unit)</li> <li>• Total - 1,197 square metres</li> </ul>
Bicycle Parking	<ul style="list-style-type: none"> <li>• Resident - 238</li> <li>• Visitor - 26</li> <li>• Total - 264</li> </ul>
Vehicle Parking	<ul style="list-style-type: none"> <li>• Resident - 229</li> <li>• Car Share - 6</li> <li>• Visitor - 35</li> <li>• Total - 270</li> </ul>
Loading Space	<ul style="list-style-type: none"> <li>• 1 Type 'G'</li> </ul>

**Block 3 (Block 4 on the draft plan of subdivision):**

Block 3 comprises the northeast corner of the site and has an area of approximately 3,712 square metres. A 26-storey residential building is proposed at the southeast corner of the block fronting proposed Public Road A, two blocks of four-storey back-to-

back townhouses are proposed along the north edge of the block fronting the interim 6.0 metre private driveway.

Vehicular access would be provided via proposed Public Road A and the interim 6.0 metre private driveway. Private outdoor amenity space is proposed internal to the block and the proposed 2,863 square metre public park abuts the block to the west.

Block 3	
Height	<ul style="list-style-type: none"> <li>• 26 storeys - 82 metres (87 metres including mechanical penthouse)</li> <li>• Townhouses - 10.5 metres (13.5 metres including mechanical penthouse)</li> </ul>
Gross Floor Area	<ul style="list-style-type: none"> <li>• Residential - 21,601square metres</li> </ul>
Floor Space Index / Block	<ul style="list-style-type: none"> <li>• 5.82</li> </ul>
Dwelling Units	<ul style="list-style-type: none"> <li>• One-Bedroom - 189</li> <li>• Two-Bedroom - 49</li> <li>• Two-Bedroom Townhouse - 37</li> <li>• Three-Bedroom - 27</li> <li>• Total - 302</li> </ul>
Amenity Area	<ul style="list-style-type: none"> <li>• Indoor – 530 square metres (1.8 square metres/unit)</li> <li>• Outdoor - 492 square metres (inc. green roof) (1.6 square metres/unit)</li> <li>• Total - 1,022 square metres</li> </ul>
Bicycle Parking	<ul style="list-style-type: none"> <li>• Resident - 241</li> <li>• Visitor - 38</li> <li>• Total - 279</li> </ul>
Vehicle Parking	<ul style="list-style-type: none"> <li>• Resident - 335</li> <li>• Car Share - 5</li> <li>• Visitor - 30</li> <li>• Total - 370</li> </ul>
Loading Space	<ul style="list-style-type: none"> <li>• 1 Type 'G'</li> </ul>

**Block 4 (Block 2 on the draft plan of subdivision):**

Block 4 comprises the northwest corner of the site and has an area of approximately 6,485 square metres. A 14-storey residential building is proposed at the southwest corner of the block at the intersection of Consilium Place and proposed Public Road A, 35-storey residential building is proposed at the northwest corner of the block at the intersection of Consilium Place and the proposed interim 6.0 metre private driveway, and three blocks of back-to-back townhouses-one at the northeast corner of the block fronting the interim 6.0 metre private driveway, one along the east edge of the block and one at the southeast corner of the block fronting proposed Public Road A. A total of 260 square metres of grade related retail space is proposed for the block.

Vehicular access would be provided via proposed Public Road A and the 6.0 metre interim private driveway. Private outdoor amenity space is proposed between the 35

and 14-storey towers and internal to the block. The proposed 2,863 square metre public park abuts the block to the east.

Block 4	
Height	<ul style="list-style-type: none"> <li>• 35 storeys - 109 metres (114 metres including mechanical penthouse)</li> <li>• 14 storeys - 46 metres (51 metres including mechanical penthouse)</li> <li>• Townhouses - 10.5 metres (13.5 metres including mechanical penthouse)</li> </ul>
Gross Floor Area	<ul style="list-style-type: none"> <li>• Residential - 41,009 square metres</li> <li>• Retail – 260 square metres</li> </ul>
Floor Space Index / Block	<ul style="list-style-type: none"> <li>• 6.36</li> </ul>
Dwelling Units	<ul style="list-style-type: none"> <li>• One-Bedroom - 377</li> <li>• Two-Bedroom - 109</li> <li>• Two-Bedroom Townhouse - 64</li> <li>• Three-Bedroom - 54</li> <li>• Total - 604</li> </ul>
Amenity Area	<ul style="list-style-type: none"> <li>• Indoor – 1,080 square metres (1.8 square metres/unit)</li> <li>• Outdoor - 898 square metres (inc. green roof) (1.5 square metres/unit)</li> <li>• Total - 1,978 square metres</li> </ul>
Bicycle Parking	<ul style="list-style-type: none"> <li>• Resident - 405</li> <li>• Visitor - 40</li> <li>• Total - 445</li> </ul>
Vehicle Parking	<ul style="list-style-type: none"> <li>• Resident - 321</li> <li>• Car Share - 10</li> <li>• Visitor - 60</li> <li>• Total - 394</li> </ul>
Loading Space	<ul style="list-style-type: none"> <li>• 2 Type 'G'</li> </ul>

### Site and Surrounding Area

The 3.56 ha site is comprised of three properties, 670, 680 and 690 Progress Avenue, and is located at the northeast corner of Consilium Place and Progress Avenue. It is geographically located within the eastern portion of the Scarborough Centre Area, within the McCowan Precinct. Together, the lands are irregularly shaped and each lot is occupied by a one-storey industrial building and their associated surface parking lots. These buildings contain a private education institution, a variety of warehouse, commercial and light industrial uses.

There is an existing easement agreement between 690 Progress Avenue and the abutting property to the east, 700 Progress Avenue, which permits vehicular access/egress via the other's property.

Surrounding land uses are as follows:



North: a surface parking lot owned by Kevric Real Estate Corporation (formerly Menkes), which received approval in 2010 for 1,515 residential units, however the conditions for final approval have not yet been satisfied (these lands are designated *Mixed Use Areas*).

South: a six-storey office building at 111 Grangeway Avenue; a parking lot owned and operated by the Toronto Parking Authority; and 675 Progress Avenue, the former AG. Simpson Inc. heavy metal stamping plant, which received approval in 2015 for a mixed use development on the northern portion of the site for: 1,371 residential units in buildings ranging in height from three to 49 storeys; 13,900 square metres of non-residential uses of which 13,000 square metres shall be office uses; and a 0.203ha unencumbered public park. Conditions for final approval have not yet been satisfied. The site is currently vacant (these lands are designated *Mixed Use Areas*).

West: Consilium Place complex, owned by Kevric Real Estate Corporation, which consists of three office towers and associated surface parking lots (these lands are designated *Mixed Use Areas*).

East: single storey buildings at 700 and 710 Progress Avenue containing a variety of warehouse, commercial and light industrial uses and a community service facility (these lands are designated *Mixed Use Areas*). Beyond these properties is the East Highland Creek watercourse (these lands are designated *Parks and Open Space Areas - Natural Areas*).

## **Section 2 of the *Planning Act***

The *Planning Act* governs land use planning in Ontario and sets out the means by which a municipality must implement land use planning decisions. In particular, Section 2 of the *Planning Act* requires that municipalities, when carrying out their responsibility under this Act shall have regard to matters of provincial interest including:

- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- (h) the orderly development of safe and healthy communities;
- (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- (j) the adequate provision of a full range of housing, including affordable housing;
- (k) the adequate provision of employment opportunities;
- (o) the protection of public health and safety;
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- (r) the promotion of built form that, (i) is well-designed, (ii) encourages a sense of place, and (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

These matters, which all approval authorities shall have regard for in carrying out their responsibilities under the *Planning Act*, are particularly relevant to this proposal.

## **Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans**

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

The Provincial Policy Statement (2014) (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 and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

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 is more than a set of individual policies. It is to be read in its entirety and the relevant policies are to be applied to each situation.

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."

The Growth Plan for the Greater Golden Horseshoe (2017) (the "Growth Plan") provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part, including:

- Establishing minimum density targets within strategic growth areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- 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 seeks to optimize provincial investments in *higher order transit* by directing growth to *strategic growth areas* and locations with existing or planned transit, with a priority on *higher order transit* where it exists or is planned. Schedule 4 of the Growth Plan identifies Scarborough Centre as an *Urban Growth Centre* and on Schedule 5 as a priority transit corridor, having the capacity to accommodate significant mixed-use, residential and employment intensification. The Growth Plan policies for *major transit station areas* on *priority transit corridors* inform the evaluation of this application. Policy 2.2.4.8 b) states "All *major transit station areas* will be planned and designed to be *transit supportive* and to achieve *multimodal* access to stations and connections to nearby *major trip generators* by providing, where appropriate *infrastructure* to support *active transportation*, including sidewalks, bicycle lanes, and secure bicycle parking." Policy 2.2.4.9 a) states "Within all *major transit station areas*, development will be supported, where appropriate, by planning for a diverse mix of uses, including *affordable* housing to support existing and planned transit service levels."

The Growth Plan also focuses on accommodating forecasted growth in *complete communities*. One part of *complete communities* is the provision of a balance of jobs and housing in communities across the Greater Golden Horseshoe (GGH) to reduce the need for long distance commuting. Policy 2.2.5.1 d) states "Economic development and competitiveness in the GGH will be promoted by integrating and aligning land use planning and economic development goals and strategies to attract investment and employment." Policy 2.2.5.3 states "Retail and office uses will be directed to locations that support *active transportation* and have existing or planned transit."

Like other provincial plans, the Growth Plan builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the

policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

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

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.

Policy 5.1 of the Growth Plan states that where a municipality must decide on a planning matter before its official plan has been amended to conform with this Plan, or before other applicable planning instruments have been updated accordingly, it must still consider the impact of its decision as it relates to the policies of the Growth Plan which require comprehensive municipal implementation.

Staff have reviewed the proposed development for consistency with the PPS (2014), for conformity with the Growth Plan (2017) and for conformity with the Official Plan. The outcome of staff analysis and review are summarized in the Comments section of this Report.

### **Official Plan**

This application has been reviewed against the policies of the City of Toronto Official Plan as follows:

## **Chapter 2 - Shaping the City**

### **Section 2.2 Structuring Growth in the City: Integrating Land Use and Transportation**

The Official Plan states that future growth within Toronto will be steered to areas which are well served by transit, the existing road network and which have a number of properties with redevelopment potential. Growth areas in the City are locations where good transit access can be provided along bus and rapid transit routes. Areas that can best accommodate this growth are shown on Map 2 – Urban Structure of the Official Plan.

The subject lands are identified as *Centres* on Map 2, specifically located within Scarborough Centre, where a vibrant mix of residential and employment growth is anticipated. Scarborough Centre is well serviced by the existing transit, including TTC Line 3 Scarborough and local bus routes, and planned transit improvement.

Scarborough Centre is envisioned to become a transit hub for eastern Toronto and the surrounding region.

### **Section 2.2.2 Centres: Vital Mixed Use Communities**

Chapter 2 of the Official Plan sets out a policy framework and strategy for managing Toronto's growth and includes policies respecting *Centres*. *Centres* are places with excellent transit accessibility where jobs, housing and services will be concentrated in dynamic mixed use settings with varying levels of activity and intensity. Creating a high quality public realm is essential to attract businesses, workers, residents and shoppers. Each *Centre* is different in terms of its local character, demographics, growth potential and scale.

A Secondary Plan for each *Centre* will tailor an intense mix of urban activities to reflect the individual circumstances of each location. Policy 2.2.2.1 states that a priority for managing growth in the City is the establishment of vibrant transit-supportive mixed use *Centres*. Policy 2.2.2.2 states that each *Centre* will have a Secondary Plan that will, among other matters:

- Create a positive climate for economic growth and commercial office development;
- Support residential development with the aim of creating a quality living environment for large resident population, including encouraging a full range of housing opportunities in terms of type, tenure, unit size and affordability;
- Assess the adequacy of parks and open space within the *Centre* and develop a strategy for acquiring new and enhancing existing parkland through appropriate measures, including parking dedication policies;
- Assess the adequacy of existing community services, facilities and local institutions and establish a strategy for the timely provision of service and facility enhancements and new facilities to meet the needs of the growing population;
- Identify future public investment in transit facilities, streets and other infrastructure, parks, community facilities and local amenities to support population and employment growth;
- Set out the location, mix and intensity of land uses within the *Centre*;
- Establish a high quality public realm featuring public squares, parks and public art; and
- Be accompanied by zoning to implement the Secondary Plan that will incorporate transit-supportive development guidelines, including minimum and maximum development densities and minimum and maximum parking standards.

## **Chapter 3 - Building a Successful City**

### **Section 3.1.1 The Public Realm**

The Plan recognizes the importance of good design in the creation of a great city. The policies contained in this section emphasize the need for new development to improve the public realm and recognize the essential role the City's streets, open spaces, parks, ravines, natural areas and other key public assets play in creating a great city. The policies are designed to ensure that a high standard is achieved through urban design, landscaping, and architecture for both public and private development and works.

Public Realm policies also provide for new streets to be public; new development blocks to be appropriately sized and parks and open spaces to be well designed and appropriately located.

### **Section 3.1.2 Built Form**

The Built Form policies in Section 3.1.2 of the Official Plan require that new development be located and organized to fit within its existing and/or planned context and to frame and support adjacent streets, parks and open spaces to improve the safety, pedestrian interest and casual views to these spaces. Further, Policy 3.1.2.6 requires that every new multi-unit residential development will provide indoor and outdoor amenity space for residents of the new development.

### **Section 3.1.3 Built Form – Tall Buildings**

This section notes that the City's taller buildings come larger civic responsibilities and obligations than other buildings. This section of the Plan provides direction respecting Tall Buildings, addressing key urban design considerations, including:

- Meeting the built form principles of the Official Plan;
- Demonstrating how the proposed buildings and site designs will contribute to and reinforce the overall City structure;
- Demonstrating how the proposed buildings and site designs relate to the existing and/or planned context;
- Taking into account the relationship of the topography and other tall buildings; and
- Providing high quality, comfortable and usable publically accessible open space areas.

### **Section 3.1.4 Public Art**

Section 3.1.4 of the Official Plan recognizes the importance of Public Art to reflect the City's cultural diversity and history. Public art is encouraged to be included in all significant private sector developments.

### **Section 3.2.1 Housing**

The Housing policies in Section 3.2.1 of the Official Plan support a full range of housing in terms of form, tenure and affordability, across the City and within neighbourhoods to meet the current and future needs of residents. The existing housing stock is to be maintained and replenished, and new housing supply is encouraged through intensification and infill that is consistent with the Official Plan. Large residential developments such as proposed by this rezoning application may provide an opportunity to enhance the mix of housing types and unit sizes within the community.

### **Section 3.2.2 Community Services and Facilities**

The Community Services and Facilities policies state that strategies for providing new social infrastructure or improving existing community service facilities will be developed for areas that are inadequately serviced or experiencing major growth or change, and will be informed through the preparation of a community services strategy. The inclusion of community service facilities are encouraged in all significant private sector development.

### **Section 3.3 Building New Neighbourhoods**

When creating new neighbourhoods, it is important to have a comprehensive planning framework to reflect the Plan's city-wide goals as well as the local context. Policy 3.3.1 states that the framework should include:

- The pattern of streets, development blocks, open spaces and other infrastructure;
- The mix and location of land uses;
- A strategy to provide parkland and to protect, enhance or restore natural heritage;
- A strategy to provide community services and local institutions; and
- A strategy to provide affordable housing

Policies 3.3.2 and 3.3.3 further state that new neighbourhoods must be viable as communities and be carefully integrated into the surrounding fabric of the City.

### **Section 3.4 The Natural Environment**

The City's significant natural heritage features and function are shown on Map 9 of the Official Plan. The natural heritage system is made up of areas where protecting, restoring and enhancing the natural features and function should have high priority in our city-building decisions. The subject site, in particular the eastern portion, is located within the natural heritage system and fall within a TRCA Regulated Area of the Highland Creek watershed and is regulated within respect to the Regulatory Floodplain of the Milliken Branch, a tributary of Highland Creek. The Plan has policies in this section for the protection of natural heritage features. In particular, Policy 3.4.6 states that areas located within the floodplain may only be used for activities that: retain the existing topography; protect, restore or improve existing natural features and functions; do not result in unacceptable risks to life or property; and minimize the need to mitigate and remediate floods, erosion and damage to the natural ecosystem. Policy 3.4.10 further states that development is generally not permitted in the natural heritage system illustrated on Map 9, and sets the criteria for development in or near the natural heritage system.

## **Chapter 4- Land Use Designations**

The subject lands are designated *Mixed Use Areas* on Land Use Plan, Map 19 of the Official Plan. *Mixed Use Areas* permit a broad range of residential, commercial and institutional uses in single-use or mixed-use buildings, as well as parks and open spaces and utilities. Section 4.5 of the Official Plan state that new development in *Mixed Use Areas* is subject to development criteria, which require new development to:

- create a balance of high quality commercial, residential, institutional and open space uses that reduces auto mobile dependency and meet the needs of the community;
- provides for new jobs and homes for Toronto's growing population on underutilized land in....*Centres...*;
- locate and mass new buildings to provide a transition between areas of different development intensity and scale;
- locate and mass new buildings so as adequately limit shadow impacts;

- locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions;
- provide an attractive, comfortable and safe pedestrian environment;
- take advantage of nearby transit services;
- provide good site access and circulation and an adequate supply of parking for residents; and
- provide indoor and outdoor recreation space for building residents in every significant new multi-unit residential development.

## **Chapter 5- Implementation: Making Things Happen**

Section 5.1.1 of the Official Plan contains provisions pertaining to public benefits in exchange for increased height and density for new development pursuant to Section 37 of the Planning Act. Section 37 may be used to secure community benefits, provided the proposal represents good planning and is recommended for approval.

Section 5.3.1.4 states that in consideration of development proposals, the City will ensure that the intensity and scale of proposed development can be accommodated by the various components of the City's infrastructure.

## **Chapter 6 – Secondary Plans**

### **Scarborough Centre**

The Official Plan describes the Scarborough Centre as an important mix of retail, government, institutional, cultural, employment and residential uses at the core of an established employment corridor along Highway 401. 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 Urban Design Principles to: guide development to create a strong, consistent identifiable image; enhance its streetscapes, pedestrian and cycling paths and green spaces; and to assist in promoting the destination focus of the Centre. Promoting transit supportive development in the vicinity of rapid transit is also a key strategy of the Scarborough Centre Secondary Plan. Higher densities of both residential and employment land uses are encouraged to generate ridership levels to help sustain the transit services, support future transportation improvements and further the City's goal of accommodating balanced growth at strategic locations within Toronto. Promoting the reduction in car dependency is also an objective of the Secondary Plan through support of urban development that is transit supportive and promoting appropriate parking supply requirements/limits.

The Scarborough Centre Secondary Plan recognizes that the Centre is a large geographical area in which several development areas have emerged; each with a different character. To enable detailed planning for the Centre, to provide for a specific growth management strategy and to realize specific employment, housing, recreation



and community service objectives, the Scarborough Centre Secondary Plan divides the Centre into four land use 'Precincts' and contemplates the development of detailed 'Precinct Plans' for each of the four precincts. The subject site is located in the McCowan Precinct.

In 2011, the McCowan Precinct Plan Study commenced, concluding with the adoption of a Final Report, which included an Official Plan Amendment to add Site and Area Specific Policy No. 9 (McCowan Precinct Plan) to the Scarborough Centre Secondary Plan. Site and Area Specific Policy No. 9 establishes a development framework and design strategies for the future residential and employment development of lands. It serves as a guide for the provision of community services, facilities, parks and open spaces and public realm improvements and enhancements for the Precinct. It also includes Urban Design Guidelines for the Precinct, which serve to guide and implement the vision for McCowan Precinct. Notably, the McCowan Precinct is envisioned as a vibrant, mixed use community and includes a Conceptual Master Plan for the area that establishes: streets and blocks; connections; parks, open spaces and urban spaces; and a cycling network.

### **Official Plan Amendment No. 231**

At its December 16, 2013 meeting, City Council adopted Official Plan Amendment (OPA) No. 231. OPA 231 was approved (in part) by the Province in July, 2014. OPA 231 promotes a balanced growth of jobs and housing across the City so Torontonians can both live and work in the City, and reduce the need for long distance commuting and avoid congestion of the City's roads.

OPA 231 also added new policies to Section 3.5.1 of the Official Plan respecting the promotion of office development within *Mixed Use Areas* on lands within a *Centre* and/or 500 metres of an existing or an approved and funded subway, light rapid transit or GO train station. While currently under appeal, these policies are intended to provide for minimum standards for new development that includes residential units on a property with at least 1,000 square metres of existing non-residential gross floor area used for offices. These policies are intended to increase the non-residential gross floor area used for office purposes in *Mixed Use Areas*.

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

### **Zoning**

The subject lands are currently zoned City Centre Residential (CCR) (H) and City Centre Office (CCO) (H) and are subject to Exception No. 549 under the former City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended. The site is not subject to the City-wide Zoning By-law No. 569-2013, as amended.

The CCR zone permits all types of dwelling units, day nurseries and private daycare. However, hotel uses are prohibited. The CCO zone permits office uses and a number of accessory uses. The site is subject to a Holding (H) provision that, until its removal,

restricts use of the lands to the uses permitted under the Industrial (M) zone. The M zoning permits general industrial, manufacturing, processing and other employment land uses such as offices. The zoning by-law sets out the conditions under which the H may be removed to permit the CCO and CCR uses including the availability of services and infrastructure and that all environmental conditions are addressed, to the satisfaction of the City.

## **Design Guidelines**

### **City-Wide Tall Building Design Guidelines**

City Council has adopted city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The link to the guidelines is here:

<https://www.toronto.ca/legdocs/mmis/2013/pg/bgrd/backgroundfile-57177.pdf>.

### **Avenues and Mid-rise Buildings Study and Performance Standards**

City Council adopted the Avenues and Mid-rise Buildings Study and an addendum containing performance standards for mid-rise buildings. They identify a list of best practices and establish a set of performance standards for new mid-rise buildings. Key issues addressed include maximum allowable building heights, setbacks and stepbacks, sunlight and skyview, pedestrian realm conditions, transition to *Neighbourhoods* and *Parks and Open Space Areas* and corner sites. The link to the guidelines is here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/mid-rise-buildings/>.

City Council also adopted a revised Mid-Rise Building Performance Standards Addendum, for staff to use together with the 2010 approved Mid-Rise Building Performance Standards in the preparation of area studies or during the evaluation of development applications, where mid-rise buildings are proposed and Performance Standards are applicable, until such time as City Council adopts updated Mid-Rise Building Design Guidelines. Its decision is here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.7> and <http://www.toronto.ca/legdocs/mmis/2016/pg/bgrd/backgroundfile-92537.pdf>.

### **Townhouse and Low-rise Apartment Guidelines**

City Council has adopted city-wide Townhouse and Low-Rise Apartment Guidelines and directed City Planning staff to use these Guidelines in the evaluation of townhouse and low-rise apartment development applications. The new Townhouse and Low-Rise Apartment Guidelines replace the Infill Townhouse Guidelines (2003) and is intended to be used in the review of an application when the proposed built form meets the City's Official Plan Policies. The new Guidelines identify strategies to enhance the quality of these developments, provide examples of best practices, and improve clarity on various development scenarios. The Guidelines are available at:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/townhouse-and-low-rise-apartments/>

## **Growing Up Draft Urban Design Guidelines**

In July 2017, Toronto City Council adopted the Growing Up Draft Urban Design Guidelines, and directed City Planning Staff to apply the "Growing Up Guidelines" in the evaluation of new and under review multi-unit residential development proposals. The objective of the Growing Up Draft Urban Design Guidelines is that developments deliver tangible outcomes to increase liveability for larger households, including families with children at the neighbourhood, building and unit scale.

## **Provincial Noise Guidelines**

New provincial noise guidelines (NPC-300) were introduced in 2013, which replace and consolidate previous related guidelines. Among other matters, the guidelines provide advice, sound level limits and guidance that may be used when land use planning decisions are made under the *Planning Act*. They are intended to minimize the potential conflict between noise sensitive land uses and sources of noise emissions. Generally, the proponent of a new noise sensitive land use is responsible for ensuring compliance with applicable sound level limits.

## **Site Plan Control**

The lands are subject to Site Plan Control; however, a site plan control application has not been filed in support of this proposal.

## **Reasons for Application**

### **Draft Plan of Subdivision**

The Draft Plan of Subdivision application is necessary to create the proposed development blocks, a block for the public park, public streets and blocks reserved for future public road conveyances.

### **Zoning By-law Amendment**

The proposed uses are permitted on the subject site subject to the removal of the Holding (H) provision. Notwithstanding these permitted uses, should the proposed development be recommended for approval, an amendment to the former City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended, is required to establish appropriate development standards including: building height, massing, stepbacks and setbacks; density of development; and vehicular and bicycle parking.

## **Application Submission**

The following reports/studies were submitted in support of the application:

- Planning Rationale Report;
- Community Services and Facilities Study;
- Public Consultation Plan;
- Servicing Report and Stormwater Management Report;
- Traffic Operations Assessment/Parking Study;

- Urban Design Guidelines;
- Pedestrian Level Wind Study;
- Geotechnical Study;
- Phase 2 Environmental Site Assessment;
- Hydrogeological Study;
- Noise Impact Study;
- Arborist Report;
- Sun/Shadow Study;
- Computer Mass Model; and
- Energy Strategy Report

The current planning information for the applications is available at the Application Information Centre (AIC):

<http://app.toronto.ca/DevelopmentApplications/associatedApplicationsList.do?action=init&folderRsn=4298479&isCofASearch=false&isTlabSearch=false>

A Notice of Complete Application was issued on January 11, 2018.

### **Agency Circulation**

The application together with the applicable reports noted above, have been circulated to all appropriate agencies and City divisions. Responses received will be used to assist in evaluating the application.

### **Community Consultation**

A Community Consultation Meeting was held by City Planning, in consultation with the Ward Councillor, on April 16, 2018 at the Scarborough Civic Centre. The meeting was attended by approximately 30 people. Planning staff presented the policy framework, an overview of the application and reasons for the application. The applicant then presented a more detailed description of the proposal. Following presentations, City staff facilitated a question and answer period.

The following provides a summary of the comments, issues and concerns expressed both at the meeting and individually submitted to City Planning:

#### Relating to Built Form:

- significant concerns were raised over the proposed heights; many felt the proposed buildings were too tall
- concerns were raised over potential shadow impacts, impact to light, view and privacy of neighbouring properties
- concerns over proposed roads, in particular the one along the north property line
- proposed density is too high
- lack of green space on the site and throughout the community
- amenity space: is there enough being proposed and who is it for
- inadequate regard for City guidelines

#### Relating to Community Considerations:

- the area is being over developed, especially with tall buildings

- impact of proposed development on existing community services in area, including schools, parks, libraries, etc.; and cumulative impact of future developments
- traffic infiltration and ability of existing streets to handle increased traffic from development; already high volumes of traffic and safety concerns
- concerns about whether there is enough parking proposed to adequately serve the proposed development
- concerns about lack of schools and teachers and overcrowding in classrooms
- concerns over whether there are appropriate services to accommodate this development and future redevelopment proposed in the McCowan Precinct, including: capacity of existing utilities and sewers; stormwater management; and waste management
- concerns of cumulative impact of this development and others within the McCowan Precinct

Relating to Construction:

- wanted to know how construction is managed
- damage to local streets during construction

## COMMENTS

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### Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2014) and the Growth Plan (2017). The proposal has also been reviewed and evaluated against Policy 5.1 of the Growth Plan as described in the Issue Background section of the Report.

Staff have determined that the proposal is not consistent with the PPS and does not conform with the Growth Plan for the reasons outlined below.

The PPS (2014) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the direction for development, intensification and redevelopment that supports an appropriate mix of land uses for healthy, livable and safe communities. This is implemented through policies noted below.

Policy 1.1.1 of the PPS states:

Healthy, liveable and safe communities are sustained by:

- b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional...recreation, park and open space, and other uses to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;

- g) ensuring that necessary *infrastructure*, electricity generation facilities and transmission and distribution systems, and *public service facilities* are or will be available to meet current and projected needs.

Policy 1.1.3.2 a) and b) states that land use patterns within *settlement areas* shall be based on densities and a mix of land uses which efficiently use land and resources a range of uses and opportunities for *intensification* and *redevelopment* in accordance with the criteria in Policy 1.1.3.3. Policy 1.1.3.3 states the City shall identify appropriate locations and promote opportunities for *intensification* and *redevelopment* where this can be accommodated taking into account existing building stock or areas and availability of suitable existing or planned *infrastructure* and *public service facilities* required to accommodate projected needs. Furthermore, *Intensification* and *redevelopment* shall be directed in accordance with the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety.

Policy 1.3.1 of the PPS (2014) states the City shall promote economic development and competitiveness by providing for an appropriate mix and range of employment and institutional uses to meet long-term needs and ensuring the necessary *infrastructure* is provided to support current and projected needs.

With respect to the Policies noted above, including matters of provincial interest in Section 2 of the *Planning Act*, the proposed development in its current form has not demonstrated an appropriate mix and range of residential, employment, institutional, recreational, parks and open space to meet long-term needs. In the current proposal, non-residential uses comprise less than 1% of the total gross floor area and the proposed park represents less than 10% of the site area. The McCowan Precinct, and Scarborough Centre as a whole, are expected to grow considerably over the short and long term. As such, it is critical to align proposed and anticipated growth and development with infrastructure and public service facilities. A Community Services and Facilities Study was submitted with the application, which staff have reviewed and determined that there are certain elements that require additional information and clarification. As such, an Addendum Report has been requested to address these outstanding matters. It should also be noted that no on-site community services are being proposed.

Policy 1.4.3 c) and d) state that planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected needs by directing the development of new housing towards locations where appropriate levels of *infrastructure* and *public service facilities* are or will be available to support current and projected needs promote densities for new housing which efficiently use land, resources, *infrastructure* and *public service facilities* and support the use of *active transportation* and transit in areas where it exists or is to be developed.

The proposed development, in its current form, has not demonstrated an appropriate range and mix of housing types to meet the needs of current and future residents. In its current form, no affordable housing units are proposed, nor has a range of housing to accommodate the needs of all household sizes and incomes. The current proposal is comprised of 62.5% one bedroom units.

Policies 1.5.1 a) and b) state that healthy, active communities should be promoted by "planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate *active transportation* and community connectivity" and by "planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for *recreation*, including facilities, parklands, public spaces, open space areas, trails and linkages...".

The proposed development has not demonstrated an appropriate, well-designed public realm plan that creates a healthy community with spaces that are safe, connected and pedestrian friendly, nor has it demonstrated an appropriate parks/open space strategy for the site, which is not consistent with provincial interests.

Section 1.6 speaks to Infrastructure and Public Service Facilities and that they should be coordinated and integrated with land use planning to ensure they are financially viable and that they are able to meet current and projected needs. The proposed development has submitted relevant studies and reports related to infrastructure and public service facilities. Revisions and additional analysis have been requested for the Transportation Impact Study, Site Servicing and Stormwater Management Report and the Hydrogeological Report before staff are able to determine the adequacy of existing infrastructure to accommodate projected needs from the proposed development and, if necessary, the coordination and integration of new infrastructure.

The PPS is not intended to mandate any form of intensification in all situations, but rather relies on local official plans to set out a suitable policy framework to guide development and intensification in a manner consistent with provincial interests. The Scarborough Centre Secondary Plan, the McCowan Precinct Plan Study and the Scarborough Centre Transportation Master Plan all contain policy direction with respect to land use, built form, massing, urban design, new streets and block, parks and open spaces. Staff continue to evaluate the application in the context of these policies.

The PPS (2014) provides guidance on the need to protect Natural Heritage features in Section 2.1. Policy 2.1.1 requires that natural features and areas be protected for the long term. Likewise, Policy 2.1.2 states that "the diversity and connectivity of natural features in an area, and the long-term *ecological function* and biodiversity of *natural heritage systems*, should be maintained, restored or, where possible, improved, recognizing linkages between and among *natural heritage features and areas*, *surface water features* and *ground water features*".

Policy 3.1.1 b) provides that development shall generally be directed to areas outside of *hazardous lands* adjacent to *river, stream and small inland lake systems* which are impacted by flooding hazards and/or erosion hazards. Policy 3.1.2 c) provides that development and site alteration shall not be permitted within areas that would be rendered inaccessible to people and vehicles during times of *flooding hazards* unless it has been demonstrated that the site has safe access appropriate for the nature of the development and the natural hazard. Policy 3.1.7 however, speaks to development and site alteration being permitted, except as prohibited by policies 3.1.2., in those portions of *hazardous lands* and *hazardous sites* where the effects and risk to public safety are

minor, could be mitigated in accordance with provincial standards, and where all of the following are demonstrated and achieved:

- a) development and site alteration is carried out in accordance with floodproofing standards, protection works standards, and access standards;
- b) vehicles and people have a way of safely entering and exiting the area during times of flooding, erosion and other emergencies;
- c) new hazards are not created and existing hazards are not aggravated; and
- d) no adverse environmental impacts will result.

A portion of 690 Progress Avenue is located within a Toronto and Region Conservation Authority (TRCA) Regulated Area of the Highland Creek watershed, and identified in the PPS (2014) as a *flood hazard* which is considered a natural hazard as described in Section 3.1, Natural Hazards. The TRCA has reviewed the proposed development in the context of these policies, including supporting documents submitted by the applicant, and has advised that the proposed grading of the site to accommodate the development would result in the floodwaters being directed on the adjacent property at 700 Progress Avenue and could adversely affect the site and the existing development. As such, TRCA has requested additional analysis, including an incremental cut and fill analysis, in order to further review and determine what, if any, site alterations may be appropriate.

The Growth Plan's Guiding Principles in Section 1.2.1 support the achievement of *complete communities*, and the defined term *complete communities* may take different shapes and forms appropriate to their context. The Guiding Principles also support a range and mix of housing options and the improvement of integrating of land use planning with planning and investment in *infrastructure* and *public service* facilities.

Policy 2.2.1.4 states the application of Growth Plan policies will support the achievement of complete communities, that feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and *public service facilities*, provide a diverse range and mix of housing options, including *affordable* housing, and ensure that development is of high quality *compact built form*, and attractive and vibrant *public realm*, including public open spaces, through site design and urban design standards.

In its current form, the proposed development has not demonstrated how it will support the achievement of a complete community that supports healthy, active living in a high quality compact built form, it has not provided an appropriate range and mix of housing options, it has not provided an appropriate public realm plan, it has not provided an acceptable open space/parks strategy, nor has it provided enough information to demonstrate the adequacy of existing infrastructure to accommodate projected needs from the proposed development and, if necessary, the coordination and integration of new infrastructure and public service facilities to meet current and/or projected needs.

Policy 2.2.2.4 states that all municipalities will develop a strategy to achieve the minimum intensification target and *intensification* throughout *delineated built-up areas* which will:



- a) encourage *intensification* generally to achieve a desired urban structure;
- b) identify the appropriate type and scale of development and transition of built form to adjacent areas;
- c) identify *strategic growth areas* to support achievement of the intensification target and recognize them as a key focus for development;
- d) ensure lands are zoned and development is designed in a manner that supports the achievement of *complete communities*;
- e) prioritize planning and investment in *infrastructure* and *public service facilities* that will support *intensification*; and
- f) be implemented through official plan policies and designations, updated zoning and other supporting documents.

The proposed development is located within Scarborough Centre, which is identified in the Growth Plan as an *urban growth centre* and on Schedule 5 as a priority transit corridor, having the capacity to accommodate significant mixed-use, residential and employment intensification.

Policy in 2.2.4.9 (a) of the Growth Plan states within all *major transit station areas*, development will be supported, where appropriate, by planning for a diverse mix of uses, including *affordable* housing, to support existing and planned transit service levels. Given the size and scale of the proposed development, it is appropriate for it to be supported by a diverse mix of uses, including affordable housing to support existing and planned transit service levels. The current proposal does not include a diverse mix of uses, including *affordable* housing, to support existing and planned transit service levels.

In Section 3, Infrastructure to Support Growth, well planned infrastructure is essential to the viability of communities and critical to economic competitiveness, quality of life, and the delivery of public services. The policies in this section provide a framework to guide and prioritize *infrastructure* planning and investment. Policies 3.2.1.1 and 3.2.1.2 state that *infrastructure* planning, land use planning, and *infrastructure* investment will be coordinated to implement the Growth Plan and the planning for new or expanded *infrastructure* will occur in an integrated manner, including evaluation of long-range scenario-based land use planning and financial planning, and will be supported by *infrastructure* master plans.

Staff have requested revisions and additional analysis with respect to the Transportation Impact Study, Site Servicing and Stormwater Management Report and the Hydrogeological Report provided in support of the application. The provision of this information is necessary before staff are able to determine the adequacy of existing infrastructure to serve the proposed development and, if necessary, the coordination and integration of new infrastructure.

Similar to the PPS, the Growth Plan also contains policies to develop a public open space system. Policy 4.2.5.2 states that "municipalities are encouraged to establish an open space system within *settlement areas*, which may include opportunities for urban agriculture, rooftop gardens, communal courtyards, and public parks".

At present, the proposal has not demonstrated an appropriate parks/open space strategy for the site. The on-site park being proposed represents less than 10% of the site area and is encumbered with below-grade parking, which does not lend itself to a well-functioning, sustainable park.

In Section 5.2.5 Targets, Policy 6 states that "in planning to achieve the minimum intensification and density targets in the Plan, municipalities will develop and implement urban design and site design official plan policies and other supporting documents that direct the development of a high quality *public realm* and *compact built form*". Policy 8 further states that "The identification of *strategic growth areas*, *delineated built-up areas*, and *designated Greenfield areas* are not land use designations and their delineation does not confer any new land use designations, nor alter existing land use designations. Any development on lands within the boundary of these identified areas is still subject to the relevant provincial and municipal land use planning policies and approval processes."

As discussed above, staff are unable to determine the impact of the proposed development on infrastructure and public service facilities and whether or not the development would support the achievement of complete communities, including a diverse mix of land uses, sufficient open space and adequate community services.

### **Toronto Official Plan**

Section 4 of the PPS outlines methods in which the PPS should be implemented and interpreted. Policy 4.7 states that a municipality's "Official Plan is the most important vehicle for implementation of this Provincial Policy Statement" and that "comprehensive, integrated and long-term planning is best achieved through official plans." Furthermore, the PPS directs municipalities to provide clear, reasonable and attainable policies to protect provincial interests and direct development to suitable areas.

This application has been reviewed against the official plan policies, secondary plan policies and relevant planning studies described in the Decision History and Issue Background Sections of the report, as well as the policies of the Toronto Official Plan as a whole.

The subject lands are identified as *Centres* on Map 2, specifically located within Scarborough Centre, where a vibrant mix of residential and employment growth is anticipated. Scarborough Centre is well serviced by the existing transit, including TTC Line 3 Scarborough and local bus routes, and planned transit improvement. Scarborough Centre is envisioned to become a transit hub for eastern Toronto and the surrounding region. Additionally, the lands are designated *Mixed Use Areas* on Land Use Plan, Map 19 of the Official Plan, which permit a broad range of residential, commercial and institutional uses in single-use or mixed-use buildings, as well as parks and open spaces and utilities. Development criteria for *Mixed Use Areas*, amongst other matters require development to create a balance of land uses; to provide additional employment and housing in *Centres*; provide attractive pedestrian environments; and for significant new multi-unit residential development provide indoor and outdoor amenity space for residents of the new development. Policies in Chapter 3 – Building a

Successful City speak to the importance of the Public Realm (Section 3.1.1), Built Form (Sections 3.1.2 and 3.1.3), Housing (Section 3.2.1) and Community Services and Facilities (Section 3.2.2) outline criteria to ensure the development of a complete community, thereby ensuring the current and future needs of residents and workers are met. The proposal in its current form has not demonstrated how it would support the achievement of a complete community, including a diverse mix of land uses, a diverse range and mix of housing options, and to ensure a high quality compact built form, an attractive and vibrant public realm, sufficient open space and adequate community services.

Section 3.3 Building New Neighbourhoods notes the importance in having a comprehensive framework in place to reflect to the goals of the Plan, including: the pattern of streets, development blocks, open spaces and other infrastructure; the mix and location of land uses; a strategy to provide parkland and to protect, enhance and restore natural heritage; a strategy to provide community services and local institutions; and a strategy to provide affordable housing. In its current form, the proposed development does not reflect this framework. It has not demonstrated the adequacy of infrastructure and public service facilities to serve the proposed development; it has not demonstrated an appropriate parkland strategy; and it has not demonstrated an appropriate mix and range of housing options, including affordable housing.

### **Issues to be Resolved**

- Consistency with the PPS (2014) and conformity with the Growth Plan;
- Conformity to Official Plan policies;
- Conformity with the City-Wide Tall Building Design Guidelines, Avenues and Mid-Rise Buildings Study and Performance Standards, Townhouse and Low-rise Apartment Guidelines and Growing Up Draft Urban Design Guidelines;
- Conformity with the Scarborough Centre Secondary Plan and Site and Area Specific Policy No. 9 (McCowan Precinct Plan);
- Conformity with the approved Scarborough Centre Transportation Master Plan;
- Evaluation and adequacy of site servicing, sanitary sewer analysis, stormwater management, hydrogeological matters and solid waste collection;
- Evaluation and adequacy of community services and facilities to serve the proposed development and identification of community service and facility priorities for the area;
- Appropriateness of the proposed development including built form, height, density, building massing and transition in scale within the existing and planned context and within each Block;
- Incorporation of a mix of residential tenures and unit sizes and types across the site, with an emphasis on creating a range of affordable housing options, including consideration of rental units, increasing the number of larger dwelling units suitable for a broader range of households including families with children and evaluation of how the development achieves the Growing Up: Planning for Children in New Vertical Communities draft Urban Design Guidelines;
- Advancement and enhancement of land uses including employment opportunities on the site;

- Determination of parkland dedication requirements and/or compensation in-lieu of parkland dedication;
- Determination of the adequacy, location and configuration of the proposed public park;
- Opportunities to create privately-owned publicly-accessible space (POPS) with the lands;
- Opportunities to expand and enhance the public realm;
- Site circulation (pedestrian, bicycle and vehicular) around and through the site;
- Evaluation of traffic impacts, location and function of vehicle access points, parking rates and supply, loading spaces and functionality;
- Evaluation of landscaped open space, tree preservation and replacement, and opportunities for new tree planting;
- An assessment of the amount and location of on-site indoor and outdoor amenity space;
- Minimize and manage impact on natural environment;
- Public art opportunities in accordance with Official Plan policies and in the context of the approved Scarborough Centre Public Art Master Plan;
- Appropriateness of the proposed sensitive land use, including an assessment of potential noise impacts from nearby industrial uses to the south and east;
- Appropriate phasing plan for redevelopment;
- Determination and provision of community benefits pursuant to Section 37 of the Planning Act, should the development be considered good planning and recommended for approval;
- Provision for a Community Energy Plan; and
- Compliance with the Toronto Green Standard, Tier 1 performance measures.

## **Conclusion**

The proposal has been reviewed against the policies of the PPS (2014), the Growth Plan (2017) and the Toronto Official Plan. Staff are of the opinion that the proposal, in its current form, is not consistent with the PPS (2014), conflicts with the Growth Plan (2017) and does not conform with the Toronto Official Plan.

City Planning staff have identified concerns with respect to: the proposed street and block plan; built form, height, density, building massing, transition in scale within the existing and planned context overall; site circulation around and through the site; parking and loading; range of housing options, including tenures and unit sizes; enhancement of employment opportunities; determination of the adequacy, location and configuration of the proposed public park; adequacy of site servicing, including sanitary sewer analysis, stormwater management, hydrogeological matters and solid waste collection; adequacy of community services and facilities to serve the proposed development; and impacts on the environment. These issues and all additional matters that arise through the development review process will need to be addressed prior to the submission of the Final Report to City Council.

Staff recommend that City Council direct City Staff to continue to negotiate with the applicant to try to resolve the outstanding issues.

City Council direct the City Solicitor, and appropriate City Staff, to attend and oppose the application in its current form should the application be appealed to the Local Planning Appeal Tribunal (the "LPAT") on the basis of Council's failure to make a decision on the application within the statutory timeframe.

## **CONTACT**

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Kelly Dynes, Senior Planner  
Tel No.: 416-396-4250  
Fax No.: 416-396-4265  
E-mail: Kelly.Dynes@toronto.ca

## **SIGNATURE**

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Paul Zuliani, Director  
Community Planning, Scarborough District

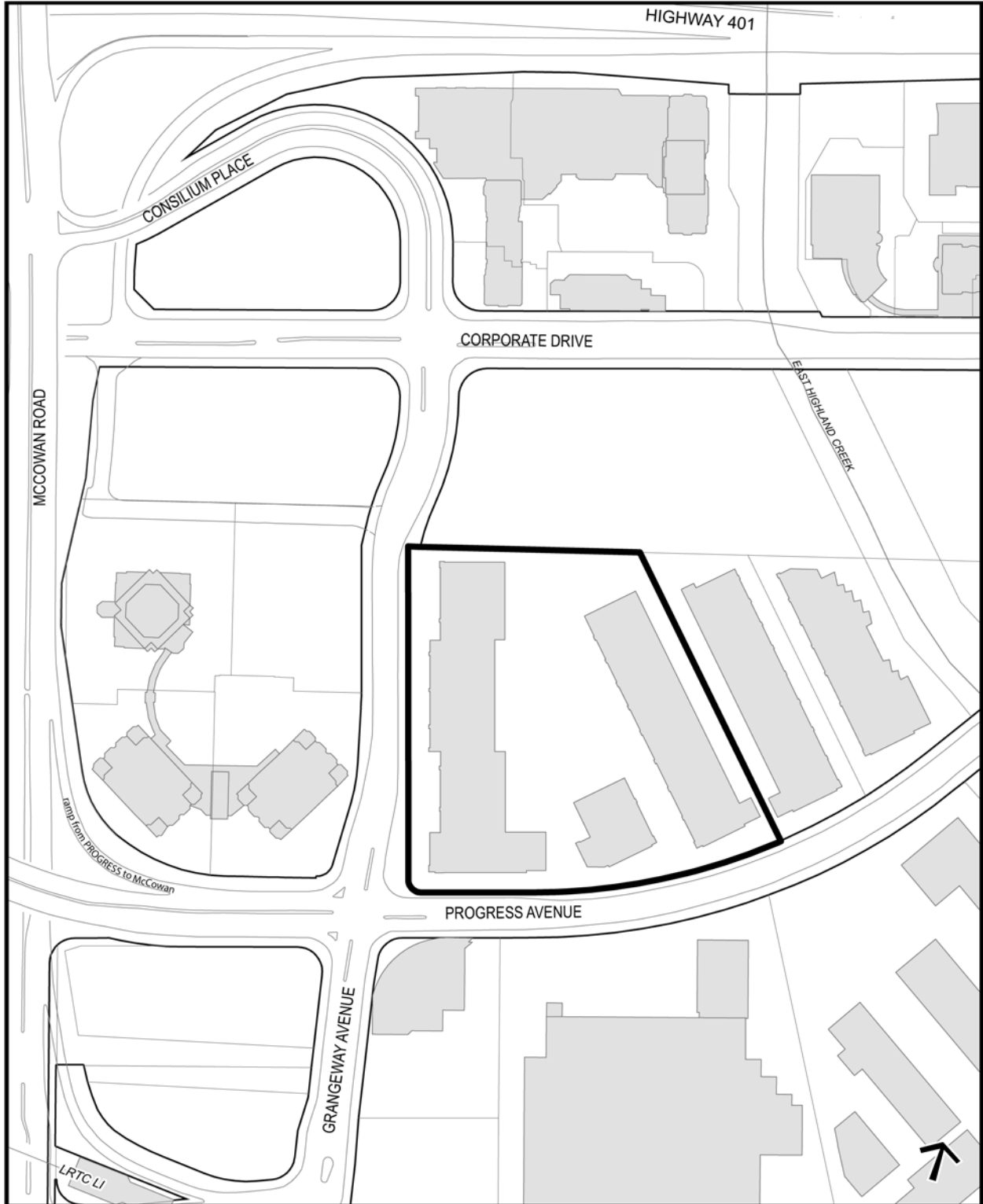
## **ATTACHMENTS**

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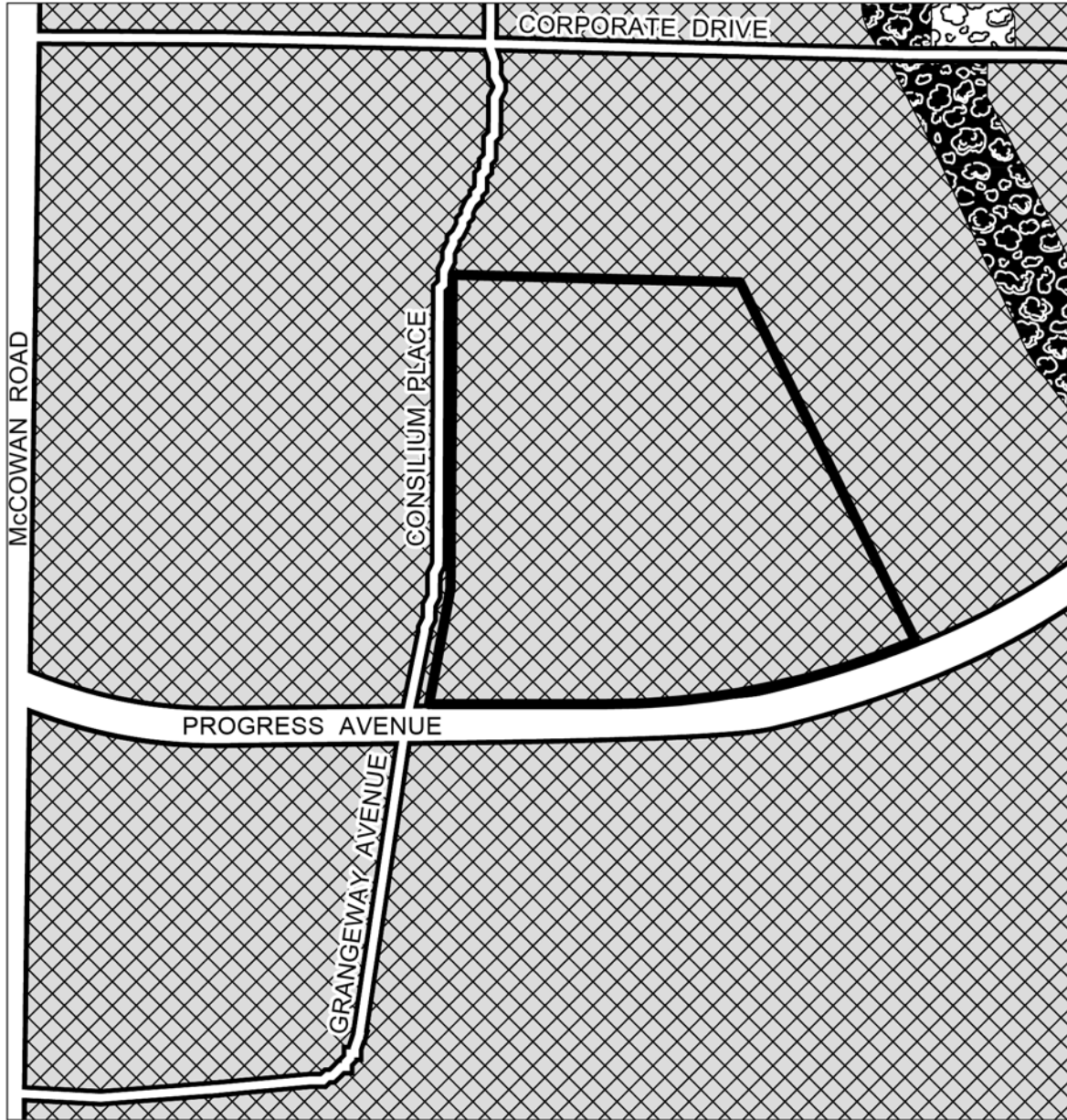
Attachment 1: Application Data Sheet  
Attachment 2: Location Map  
Attachment 3: Official Plan Land Use Map  
Attachment 4: Existing Zoning By-law Map  
Attachment 5: Site Plan  
Attachment 6: Draft Plan of Subdivision  
Attachment 7: Block 1 Elevations - East and West  
Attachment 8: Block 1 Elevations - North and South  
Attachment 9: Block 2 Elevations - East and West  
Attachment 10: Block 2 Elevations - North and South  
Attachment 11: Block 3 Elevations - East and West  
Attachment 12: Block 3 Elevations - North and South  
Attachment 13: Block 4 Elevations - East and West  
Attachment 13: Block 4 Elevations - North and South



Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



**TORONTO**  
Official Plan

670-690 Progress Avenue

File # 17 277456 ESC 38 OZ, 17 277479 ESC 38 SB

- |   |  |
|---|--|
|  Site Location   |  Parks & Open Space Areas |
|  Mixed Use Areas |  Natural Areas            |
|   |  Parks                    |

  
Not to Scale  
01/05/18



Attachment 4: Existing Zoning By-law Map



Zoning By-Law No. 569-2013

670-690 Progress Avenue

File # 17 277456 ESC 38 0Z, 17 277479 ESC 38 SB

Location of Application

E Employment Industrial

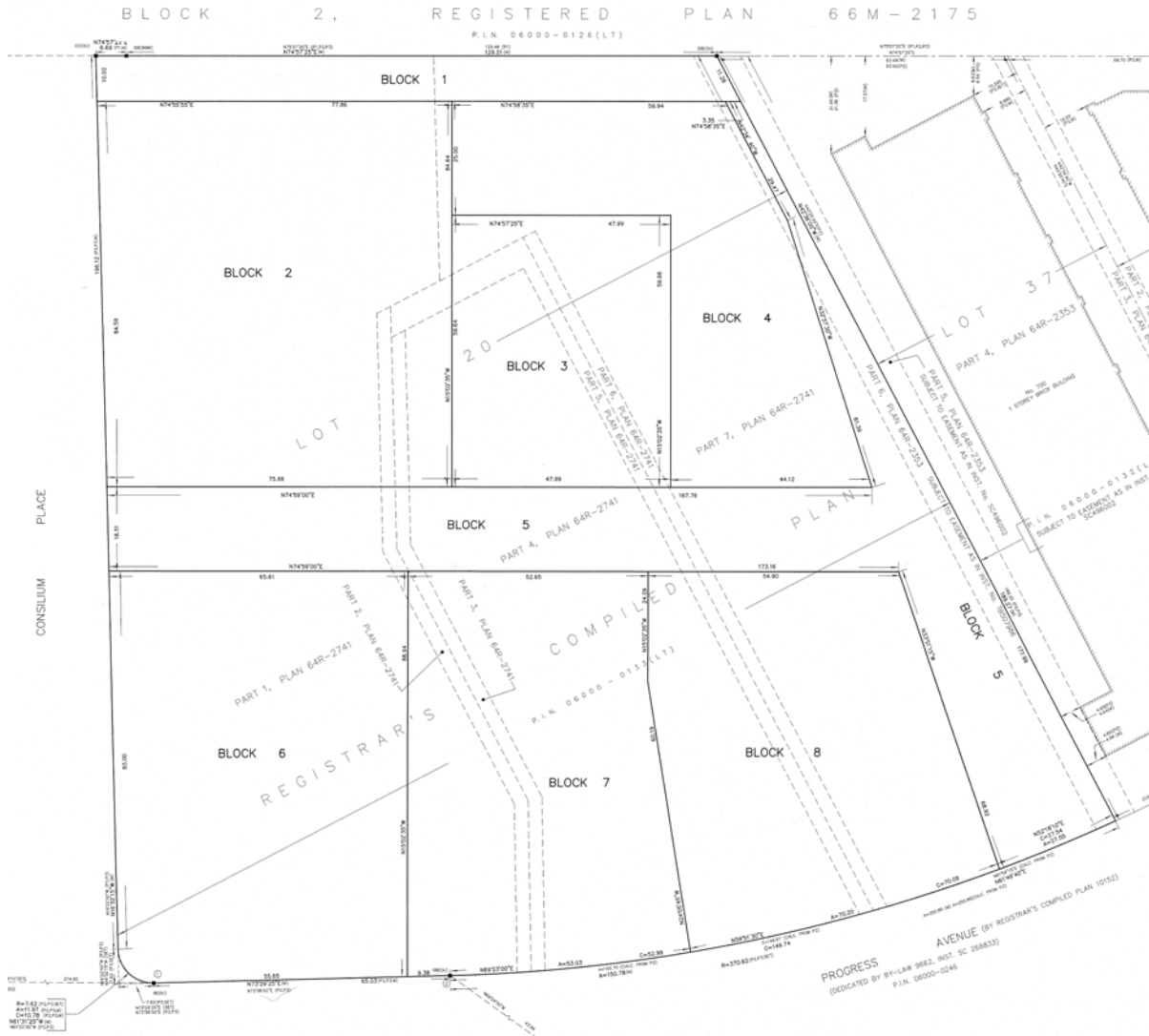
See Former City of Scarborough Employment District By-Law No. 24982 (Progress)

M Industrial Zone  
 CCO City Centre Office Zone  
 CCR City Centre Residential Zone

Not to Scale  
 Extracted: 01/02/2018



Attachment 6: Draft Plan of Subdivision



Draft Plan of Subdivision

670-690 Progress Avenue

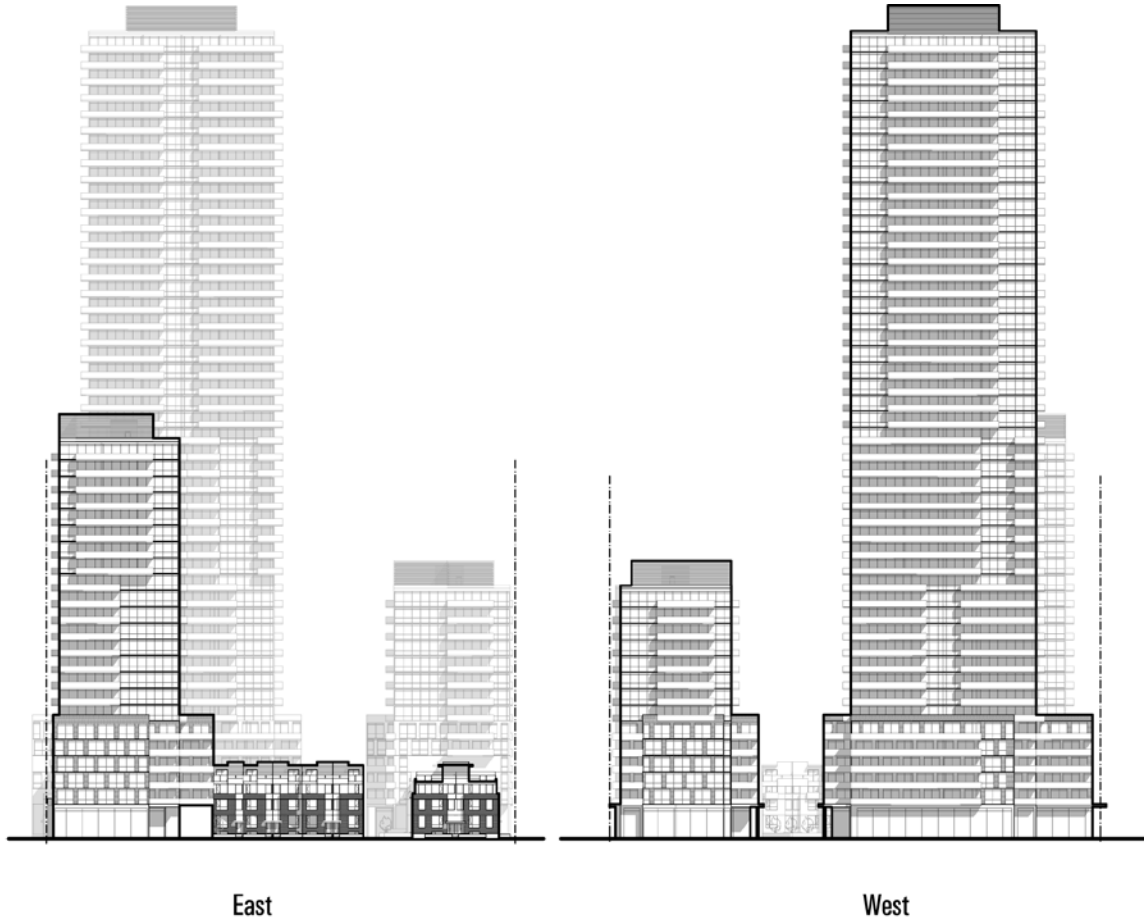
Applicant's Submitted Drawing

Not to Scale  
01/10/18



File # 17 277456 ESC 38 OZ, 17 277479 ESC 38 SB

Attachment 7: Block 1 Elevations - East and West



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**Elevations - Block 1**

Applicant's Submitted Drawing

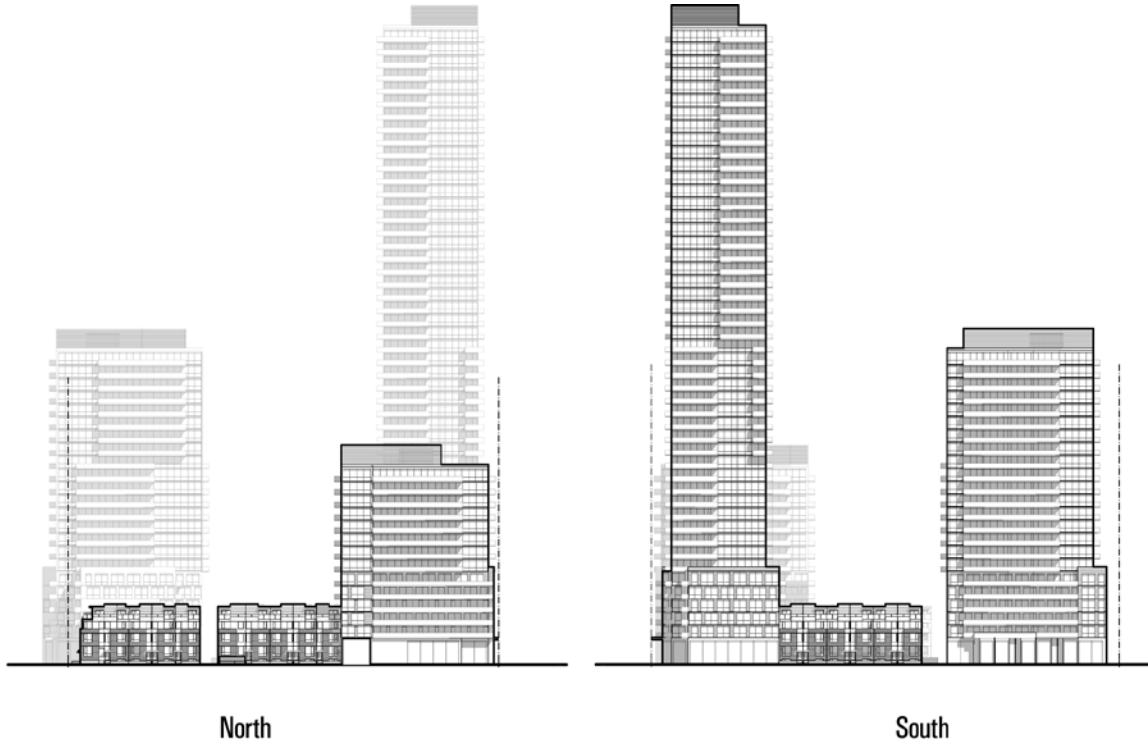
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01/04/18

**670-690 Progress Avenue**

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Attachment 8: Block 1 Elevations - North and South



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**Elevations - Block 1**

Applicant's Submitted Drawing

Not to Scale  
01/04/18

**670-690 Progress Avenue**

File # 17 277456 ESC 38 OZ, 17 277479 ESC 38 SB

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Attachment 9: Block 2 Elevations - East and West



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**Elevations - Block 2**

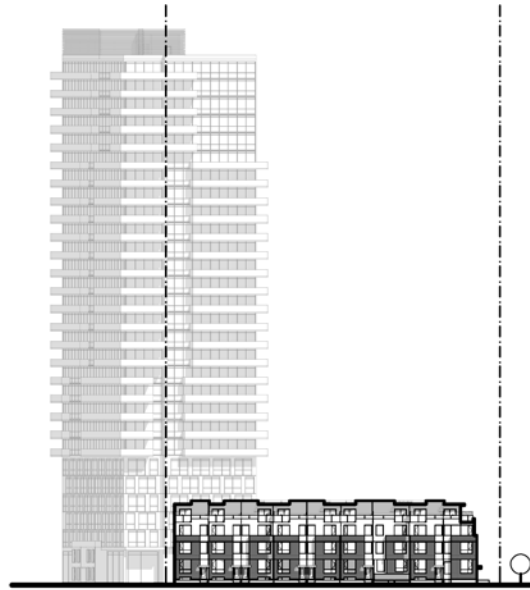
Applicant's Submitted Drawing

Not to Scale  
01/04/18

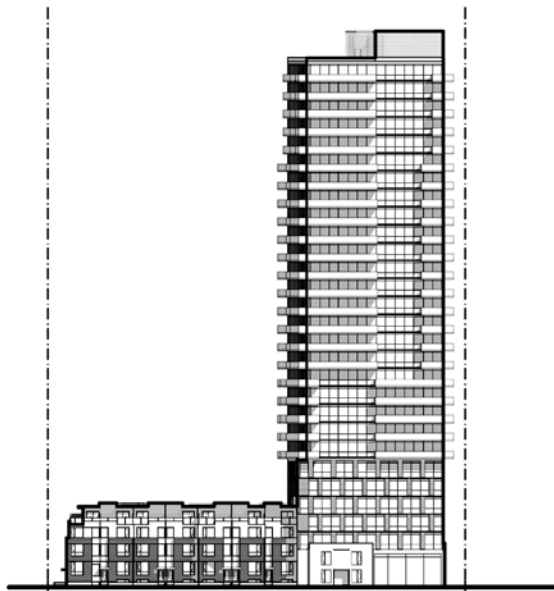
**670-690 Progress Avenue**

File # 17 277456 ESC 38 OZ, 17 277479 ESC 38 SB

Attachment 10: Block 2 Elevations - North and South



North



South

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**Elevations - Block 2**

Applicant's Submitted Drawing

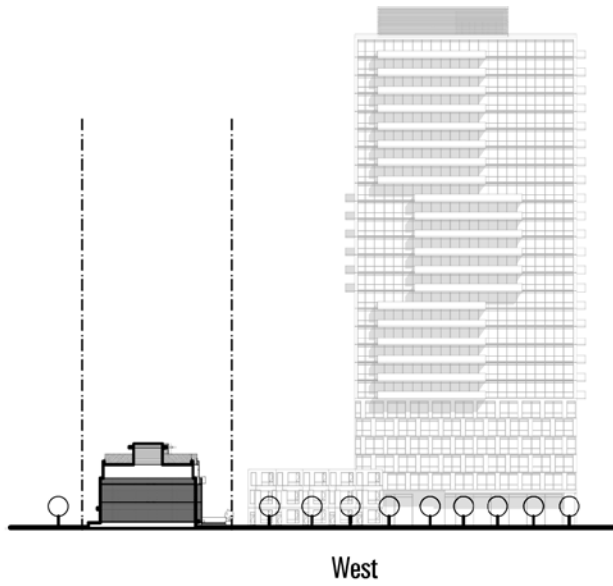
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**670-690 Progress Avenue**

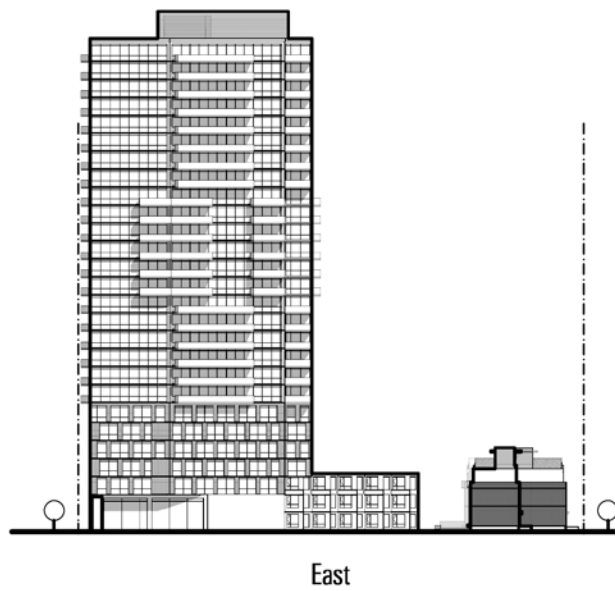
File # 17 277456 ESC 38 OZ, 17 277479 ESC 38 SB

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Attachment 11: Block 3 Elevations - East and West



West



East

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**Elevations - Block 3**

**670-690 Progress Avenue**

Applicant's Submitted Drawing

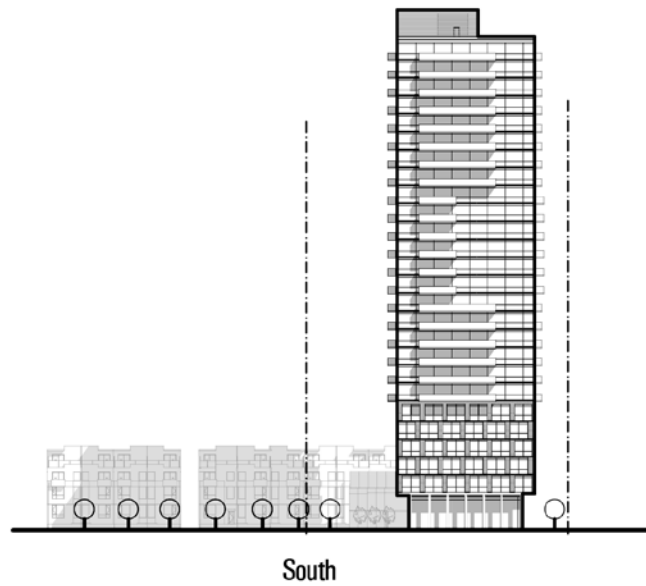
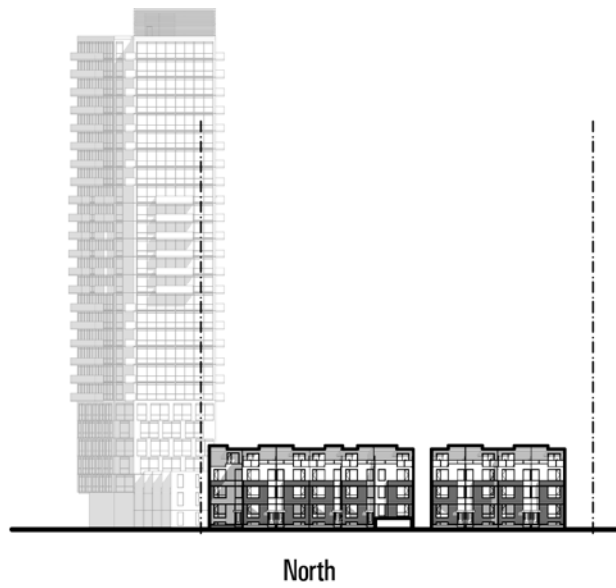
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File # 17 277456 ESC 38 OZ, 17 277479 ESC 38 SB

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Attachment 12: Block 3 Elevations - North and South



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**Elevations - Block 3**

**670-690 Progress Avenue**

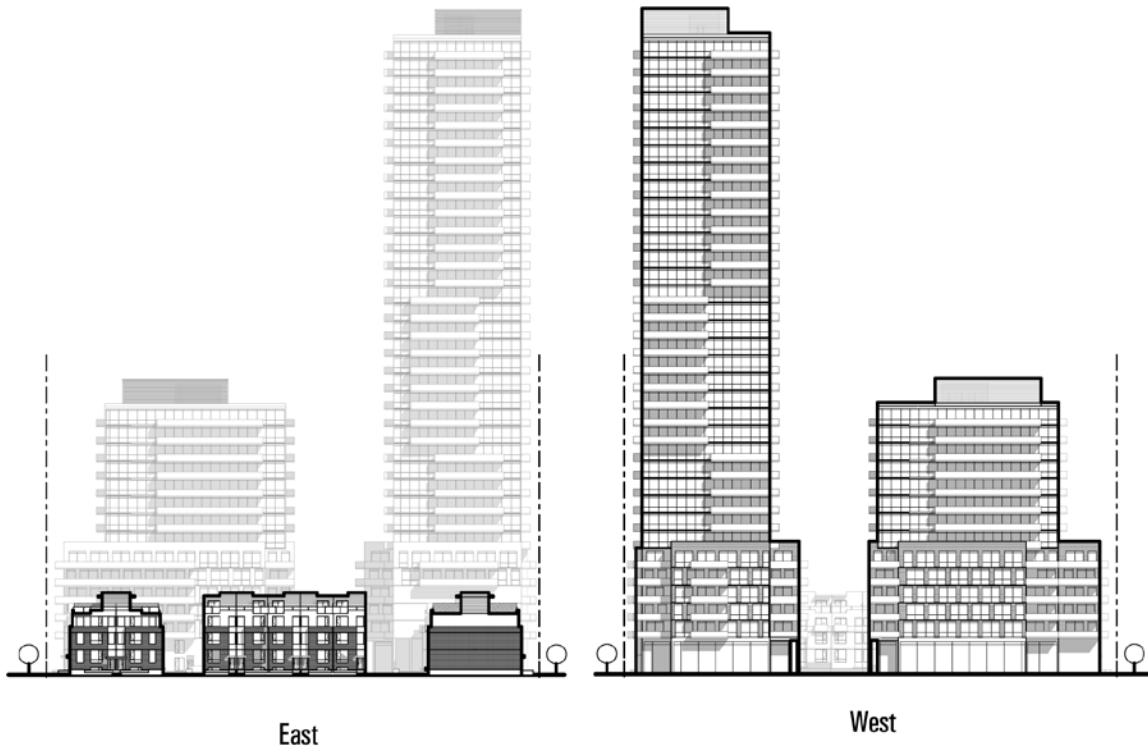
Applicant's Submitted Drawing

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01/04/18

File # 17 277456 ESC 38 OZ, 17 277479 ESC 38 SB

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Attachment 13: Block 4 Elevations - East and West



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**Elevations - Block 4**

Applicant's Submitted Drawing

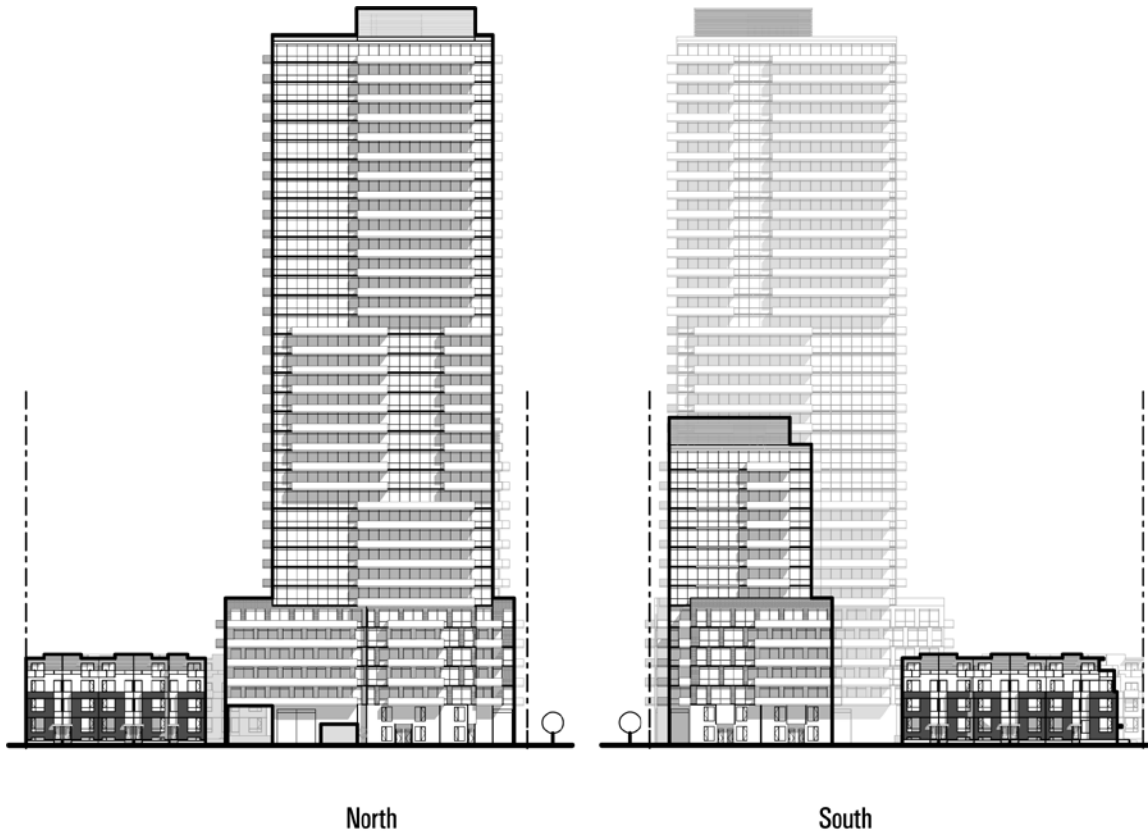
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**670-690 Progress Avenue**

File # 17 277456 ESC 38 OZ, 17 277479 ESC 38 SB

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Attachment 14: Block 4 Elevations - North and South



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**Elevations - Block 4**

Applicant's Submitted Drawing

Not to Scale  
01/04/18

**670-690 Progress Avenue**

File # 17 277456 ESC 38 OZ, 17 277479 ESC 38 SB