



REPORT FOR ACTION

940 and 941 Progress Avenue – Official Plan Amendment and Zoning Amendment Applications – Preliminary Report

Date: August 19, 2019

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: Ward 24 - Scarborough-Guildwood

Planning Application Number: 19 154849 ESC 24 OZ

Current Use(s) on Site: Centennial College Progress Campus is divided by Progress Avenue into the East Campus and the West Campus.

The East Campus (941 Progress Avenue) is occupied by six buildings as follows:

- A-Block is an L-shaped 3-storey academic and administrative building;
- B, C,D, E and G-Blocks are three-six storey interconnected concrete buildings containing classrooms, laboratories, administrative offices and student services and amenities;
- L-Block is a four-storey library and academic building;
- P-Block is a portable, low-rise building used for classrooms;
- the Athletic and Wellness Centre is a two storey building that frames the eastern edge of the East Campus and is adjacent to an artificial turf sports field; and
- R-Block, an eight storey multi-use building at the western edge of the East Campus that includes students residences, culinary arts labs, classrooms and conference facilities.

Surface parking lots occupy the northern portion of the East Campus adjacent to Highway 401, as well as two other locations on the southern edge.

The West Campus (940 Progress Avenue) is occupied by a three to five storey L-shaped building formerly used as a student residence and currently being used for ground level classroom and office space. The upper levels are no longer in active use. A large surface parking lot occupies the remainder of the lands.

Combined gross floor area for the entire campus is 103,834 square metres.

See Attachment 1: Existing Aerial View of Campus and Attachment 3: Location Map.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for the 940 and 941 Progress Avenue. Staff are currently reviewing the combined Official Plan and Zoning Amendment application, which has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 940 and 941 Progress Avenue together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

In 2001, 940 Progress Avenue (West Campus) submitted and received approval for a Minor Variance application (File No. A081/01SC) to convert the existing building to student residences.

Since 2009, 941 Progress Avenue (East Campus) has gone through a number of planning applications and has been incrementally developed. Briefly, the planning application history is as follows:

- In 2009 a Site Plan application (File No. 09 105140 ESC 38 SA) was submitted and subsequently approved for the two-storey athletic and wellness centre building.
- In 2009 a Site Plan application (File No. 09 153090 ESC 38 SA) was submitted and subsequently approved for a four-storey library and academic building (L-Block).
- In 2011 a Site Plan application (File No. 11 138426 ESC 38 SA) was submitted and subsequently approved for the reconfiguration and associated works of the surface parking lots.

- In 2014 a Site Plan application (File NO. 14 130391 ESC 38 SA) was submitted and subsequently approved for an eight-storey, multi-use building (R-Block) that includes residence space, culinary arts labs, classrooms and conference facilities. An associated Minor Variance application (File No. A143/14SC) was submitted and approved as part of the Site Plan application to allow for an increase to the maximum permitted gross floor area from 0.40 times the area of the lot to 0.47 times the area of the lot.

Three pre-application meetings were held with the applicant to discuss the long-term vision for Progress Campus, as well as complete application submission requirements. These meetings were held on: July 11, 2018, September 26, 2018 and March 25, 2019 and an Application Checklist was provided to the applicant.

ISSUE BACKGROUND

Application Description

The Official Plan Amendment application seeks to establish a Site and Area Specific Policy (SASP) for Centennial College's Progress Campus lands. The purpose of the SASP is to establish policies and a planning framework to guide future growth and development on the Progress Campus lands over the next 20 years. Historically, Progress Campus has grown approximately 2,000 square metres per year transforming the Campus to a mid-sized college with a comprehensive academic program. Applying this growth rate, the College is projected to require approximately 40,000 square metres of new space on the Campus over the next 20 years.

In 2018, Centennial College released a Master Plan, the result of several years of consultation, that sets out a vision for the future build out of the Campus and responds to identified space needs. The application Planning Rationale further establishes the vision for the Campus in the following eight planning principles (a slight refinement from the College's 2018 Master Plan) that will guide growth of the Campus over time and reinforce the essence of college life:

- Establish capacity for growth that meets the long-term space needs of the College;
- Maintain, augment and reinforce a logical and efficient network of Campus streets and blocks;
- Enhance the Campus' network of open spaces and improve the relationship to Morningside Park;
- Deliver a variety of context-appropriate new buildings and infill opportunities to accommodate space needs;
- Create a stronger presence and sense of arrival to the Campus;
- Foster a culture of institutional flexibility and create high quality learning environments;
- Achieve a mobility framework that prioritizes transit, pedestrians, and cycling infrastructure to reduce reliance on cars; and

- Incorporate best practices of environmental sustainability.

The proposed SASP seeks to implement policies to direct growth of the Campus that is compact and integrated, connected and engaged, open and green, as well as to provide guidance on land use, built form and landscaping. The policies outlined in the draft SASP are organized into seven sections as follows:

- Land Use;
- Gross Floor Space;
- Built Form;
- Streets and Open Spaces;
- Mobility and Parking;
- Transportation Demand Management; and
- Sustainability.

The Zoning By-law Amendment application seeks to provide consistent zoning across both sides of the Campus and will establish a number of specific performance standards, including permitted uses, floor space, setbacks, parking etc., to regulate the future development of the Campus.

Urban Design Guidelines have also been submitted as part of the suite of guiding documents that will assist in shaping the Campus over time. The intent of the Urban Design Guidelines is to provide more detailed direction in areas that address a range of topics. The draft Urban Design Guidelines currently include:

- Reinforcing the campus structure;
- Buildings;
- Open spaces and streetscapes; and
- Mobility and parking.

Detailed project information is found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachment 2: 3D Demonstration Plan of Campus Master Plan.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2017) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

The Growth Plan (2019) came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan, 2019 establishes policies that require implementation through a Municipal Comprehensive Review (a "MCR"), which is a requirement pursuant to Section 26 of the *Planning Act* that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2019) 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 (2019) 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 (2019). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2019).

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act* of Ontario. The

PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

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

The current application is located on lands shown as *Institutional Areas* on Land Use Plan Map 22. *Institutional Areas* are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities. Universities, colleges and hospitals will be encouraged to create campus plans in consultation with nearby communities that will:

- Identify heritage buildings and landscapes, accessible open spaces, natural areas and important views to be conserved and integrated;
- Be compatible with adjacent communities;
- Create visual and physical connections that integrate campuses with adjacent districts of the City;
- Identify the network of pedestrian routes to be maintained, extended and improved;
- Examine existing transportation modes and create policies and programs that emphasize the use of public transit, walking and cycling over automobile travel;
- Minimize traffic infiltration on adjacent neighbourhood streets;
- Provide bicycle parking for employees, students and visitors and sufficient off-street automobile parking;
- Identify development sites to accommodate planned growth and set out building envelopes for each site;
- Identify lands surplus to foreseeable campus needs that can be leased for other purposes;
- Provide opportunities for energy conservation, peak demand reduction; resilience to power disruptions; and small local integrated energy solutions that incorporate renewable, district energy, combined heat and power or energy storage; and
- Identify opportunities for green infrastructure including tree planting, stormwater management systems and green roofs.

The southern and eastern limits of 941 Progress Avenue, the East Campus, are within a City of Toronto Ravine and Natural Feature Protection By-law area and located within the Natural Heritage System as identified on Map 9 of the Official Plan. They are also shown as an Environmentally Significant Areas on Map 12A of the Official Plan. The natural heritage system is an evolving mosaic of natural habitats that supports the variety of nature in the city and provide important ecosystem functions. The natural heritage system is important to the City and needs to be protected for the long term. Protecting, restoring and enhancing the natural features and functions should have high priority in city-building decisions. Natural Environment policies are contained in Section 3.4 of the Official Plan. Chapter 3.4 includes policies pertaining to the natural environment, which includes both the natural heritage system and environmental considerations. Stewardship of the natural environment as well as infrastructure planning and watercourse management are further detailed in the policies.

Refer to Attachment 4: Official Plan Map.

Zoning By-laws

The site is not subject to City-wide Zoning By-law 569-2013, as amended. As such, both the East and West Campus are regulated under the former City of Scarborough Employment Districts Zoning By-law No. 24982, as amended (Progress Employment District). The East Campus is zoned Institutional-Educational (I-E), which permits a range of educational uses, day nurseries and places of worship. The West Campus is zoned Highway Commercial (HC), and is subject to a site specific exception that permits only the following uses: day nurseries, hotels, marketplace signs, places of worship and restaurants. Student residences are also permitted as per the approved Minor Variance Application File No. A081/01SC.

Refer to Attachment 5: Zoning Map.

Design Guidelines

Urban Design Guidelines specific to the College will be developed through the application process.

The following design guideline(s) will inform the evaluation of this application:

- Urban Design Guidelines for Privately-Owned Publicly Accessible Spaces;
- Bird-Friendly Design Guidelines;
- Toronto Green Standards (TGS) Version 3.0;
- Complete Streets Guidelines;
- Guidelines for the Design and Management of Bicycle Parking Facilities;
- Greening Surface Parking Lots Design Guidelines;
- Best Practices for Effective Lighting;
- Percent for Public Art;
- Tall Building and Mid-rise Building Guidelines (if applicable); and
- Accessible Design.

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

Site Plan Control

The East and West Campuses are subject to Site Plan Control. While a Site Plan Control application has not been submitted, such application(s) will be required in future development phases.

COMMENTS

Reasons for the Application

The Official Plan Amendment application seeks to establish a Site and Area Specific Policy (SASP) for the Campus to establish policies and a planning framework to guide the future growth and development on the Progress Campus lands over the next 20 years. The Zoning Bylaw Amendment application seeks to provide consistent zoning across both sides of the Campus and establish specific performance standards to regulate the future development of the Campus.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. Initial comments have been received from many of the commenting partners. The comments provided below provide a high-level overview of some of the key issues identified, and is not intended to be a final detailed and comprehensive list. Additional issues will be identified through the review of the application, agency comments, internal workshops and community consultation.

The following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

Staff are evaluating this application for consistency with the PPS (2014) and conformity with the Growth Plan (2019) which came into effect on May 16, 2019.

Given the explicit link between Provincial Policy and the Official Plan, consistency and conformity with the PPS (2014), and the Growth Plan (2019) will be largely determined by conformity with the Official Plan.

With regard to the PPS, staff will evaluate the proposed development against policies including:

- 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.

With regard to the Growth Plan, staff will evaluate whether the proposed density is appropriate, as well as review the application against the Growth Plan with respect to:

- Employment strategies to attract and retain jobs;

- 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;
- Integrated approach to infrastructure; minimizing the negative impacts of climate change by undertaking stormwater management planning that assess the impacts of extreme weather events and incorporates green infrastructure;
- Conservation and wise use and management of cultural heritage resources; and
- Protecting and preserving the natural heritage system.

Official Plan Conformity

Centennial College Progress Campus is subject to the policies of the Official Plan and should a new SASP be approved by Council, it would have regard for the Official Plan's policy direction, including providing greater direction and specificity for the subject lands.

Staff are reviewing the application to determine conformity with the Official Plan Policies pertaining to *Institutional Areas*, archaeological potential, healthy neighbourhoods, natural environment, parkland, and public art, amongst others. Staff are also assessing conformity of uses proposed in the draft zoning by-law with the Official Plan.

Existing and Planned Context, Public Realm and Built Form

Staff are reviewing the application against the policy framework identified in the Official Plan, particularly the Public Realm and Built Form policies outlined in Chapter 3, as well as against the *Institutional Areas* policies outlined in Chapter 4, and the design guidelines identified earlier.

Staff will assess the suitability of the proposed draft policies in the SASP, along with the proposed uses and performance standards, and draft urban design guidelines within the planned and proposed context for the lands. Staff will evaluate the proposed policies and urban design guidelines to ensure they provide clear direction for future development on the campus, specifically as it relates to:

- Public realm elements such as street and block network;
- Streets and streetscape, open spaces;
- Built form, height and massing;
- Setbacks and stepback;
- Building entrances and accessibility;
- Ground floor uses and active frontages;
- Vehicular parking, vehicular access and service areas; and
- Relationship to the public realm and natural areas.

Ravine Protection

The subject lands are partially within the TRCA Regulated Area of the Highland Creek watershed. The subject lands are regulated with respect to the erosion hazard and contiguous vegetation associated with the valley corridor of the Milliken Branch located

to the south. A permit is required from the TRCA for any development or site alteration within the regulated area. TRCA are currently evaluating the application.

The subject site is within the City of Toronto Ravine and Natural Feature Protection By-law area and Urban Forestry staff are evaluating the application against the Natural Environment policies contained in Section 3.4 of the Official Plan.

Natural Heritage Protection

Portions of the subject lands are in a Natural Heritage Area as identified on Map 9 of the Official Plan. A Natural Heritage Impact Study was submitted and is currently being reviewed.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). Staff will be evaluating the application to ensure proposed policies and urban design guidelines support the Official Plan policies of increasing the amount of tree canopy coverage.

Archaeological Assessment

An archaeological resource assessment identifies and evaluates the presence of archaeological resources also known as archaeological sites. Archaeological resource potential has been identified on the City of Toronto Archaeological Management Plan for portions of the site. A Stage 1 & 2 Archaeological Assessment was submitted as part of this application and is under review by City Planning staff.

Infrastructure/Service Capacity

Staff are reviewing the application to determine if there is sufficient infrastructure capacity (road, transit, water, sewage, hydro, community services and facilities, etc.) to accommodate the proposed planning framework for the Campus over the next 20 years. A Functional Servicing and Stormwater Management Plan were submitted by the applicant to determine the effects of the proposed future growth on the City's municipal servicing infrastructure and watercourses, and whether there is sufficient capacity to accommodate the proposed development. Staff will determine if new infrastructure or any improvements to the existing infrastructure are required.

The applicant has submitted a Transportation Impact Study (TIS), which will be reviewed for the potential impact of the planned development on the existing transportation network. Staff will also be assessing the application to determine whether the proposed parking supply and loading facilities are appropriate, as well as assessing new approaches to reduce demand for parking through a range of Transportation Demand Management (TDM) strategies.

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.

The applicant has submitted a Traffic Noise Feasibility Assessment, which will be reviewed by staff.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The application was submitted after May 1, 2018 and is subject to TGS Version 3.0. The application will be reviewed for compliance with Tier 1 performance measures.

Other Matters

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

CONTACT

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

SIGNATURE

Paul Zuliani, Director
Community Planning, Scarborough District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: Existing Aerial View of Campus

Attachment 2: 3D Demonstration Plan of Campus Master Plan

Attachment 3: Location Map

Attachment 4: Official Plan Map

Attachment 5: Zoning Map

Attachment 1: Existing Aerial View of Campus

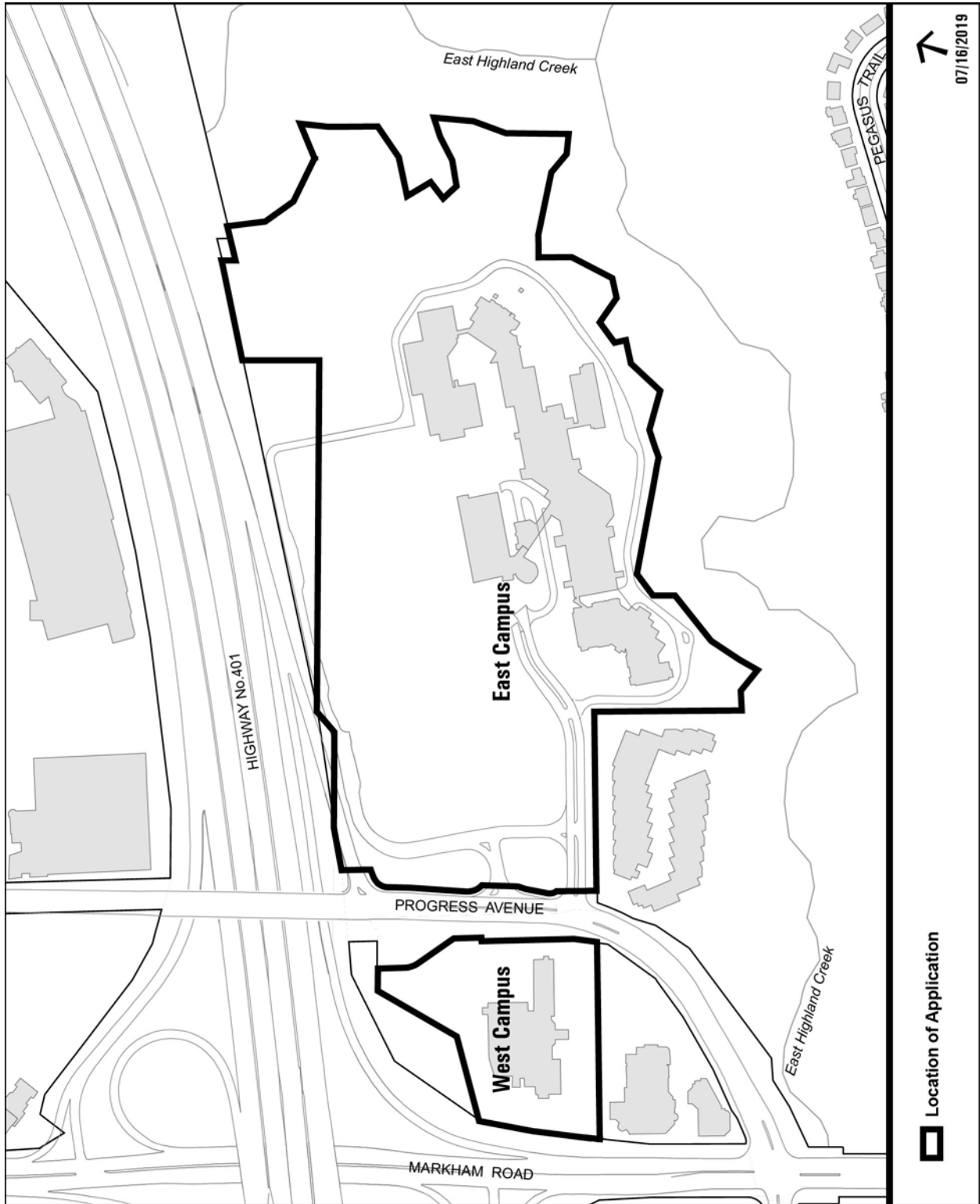


Existing Aerial View of Campus

Attachment 2: 3D Demonstration Plan of Campus Master Plan



Attachment 3: Location Map



Attachment 4: Official Plan Map



940 & 941 Progress Avenue

Toronto
 Official Plan Land Use Map #22

File # 19 154849 ESC 24 0Z

Location of Application

- Neighbourhoods
- Mixed Use Areas
- Natural Areas
- Parks
- Institutional Areas
- General Employment Areas
- Core Employment Areas

Not to Scale
 09/01/2019

