

4631 Steeles Avenue East and 0, 47 and 53 Redlea Avenue Zoning Amendment Application – Preliminary Report

Date: November 15, 2019

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: Ward 22 - Scarborough-Agincourt

Planning Application Number: 19 209047 ESC 22 OZ

Notice of Complete Application Issued: September 12, 2019

Current Uses on Site: One, 2-storey building containing a medical office building and two, one-storey buildings containing an auto-repair shop and metal fabrication shop with associated surface parking.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 4631 Steeles Avenue East and 0, 47 and 53 Redlea Avenue. Staff are currently reviewing the application. The application has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application in consultation with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 4631 Steeles Avenue East and 0, 47 and 53 Redlea Avenue in consultation 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 2007, an application was filed proposing to rezone the lands at 4631 Steeles Avenue East and 53 Redlea Avenue (file No. 07 288653 ESC 39 OZ) to permit additional uses and floor area increases in order to construct two 3-storey buildings with ground floor restaurants, retail, offices, personal service shops, educational & training facilities and recreational uses. The project also contemplated one 6-storey parking deck. The two existing buildings on the subject lands were proposed to be demolished in order to accommodate the proposed development.

Staff recommended that the applicant revise their proposal to address concerns relating to density, land use, traffic, the proposed parking deck and height, pedestrian/vehicular connections, stormwater management, servicing and appropriateness. Further, it was staff's recommendation that without the lands known as 47 Redlea Avenue the project could not be considered comprehensively.

At its meeting of September 9, 2008, Scarborough Community Council adopted staff's recommendations, directing the applicant to provide staff with a revised proposal that addresses these concerns. The Decision of Community Council can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2008.SC18.25>

On October 12, 2010, the file was closed due to inactivity.

ISSUE BACKGROUND

Application Description

This application proposes to amend the former City of Scarborough Employment Districts Zoning-law 24982 (Milliken Employment District Zoning By-law), as amended, to permit the development of the subject lands with a 10-storey medical office building and two residential towers at a height of 26 and 23-storeys connected by a 6-storey podium. A total of 500 residential units are contemplated with all vehicular and bicycle parking accommodated in an underground parking garage. Vehicular access is provided via a shared driveway running south from Steeles Avenue East as illustrated in Attachment 3 - Site Plan.

The proposed 10-storey medical office building would have frontage on Steeles Avenue East and a total gross floor area of 5,167 square metres. Pedestrian access to the building is available from Steeles Avenue East while the rear of the medical office

building will abut the north tower of the proposed residential building and share vehicular access to the underground parking garage.

The North Tower is proposed at a height of 26-storeys and situated directly to the south of the proposed medical office building. It would contain 250 residential units and have a total gross floor area of 16,752 square metres.

The South Tower is proposed at a height of 23-storeys atop an L-shaped 6-storey podium. A total of 250 residential units are proposed having a total gross floor area of 18,792 square metres.

Two-storey, ground related townhouse units are proposed in the podium shared by the two residential towers. The proposed townhouse units situated on the western extent of the podium will face Redlea Avenue and the townhouse units on the eastern part of the podium will face the proposed courtyard.

A lobby serving the residential buildings will be located on the ground floor and can be accessed through a pedestrian mews creating a mid-block connection between Redlea Avenue and the proposed north-south driveway.

Complete Application Submission

In addition to architectural and landscape plans, the following reports/studies were submitted with the application:

- Hydrogeological Report
- Hydrological Review Summary
- Arborist Report
- Environmental Impact
- Geotechnical Study
- Noise Impact Study
- Pedestrian Wind Study
- Servicing Report
- Sun/Shadow Report
- Toronto Green Standard
- Transportation Impact
- Tree Preservation
- Planning Rational

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 1 of this report, for a three dimensional representation of the project in context.

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 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; 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 interrelationships 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.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (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) 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. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

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/>

Steeles-Redlea Regeneration Area Study (Official Plan Amendment 321)

The Steeles-Redlea Regeneration Area Study examined the land use and development potential of approximately 10 hectares of land in the vicinity of the Milliken GO station that were designated *Regeneration Areas*. The subject lands and the Milliken GO station and surface parking lot are located within the Study Area.

On December 15, 2016, City Council adopted the recommendations of the Final Report for the Steeles-Redlea Regeneration Area Study including Official Plan Amendment 321 (OPA 321) and the Steeles-Redlea Urban Design Guidelines. The Link to the Decision Document can be found at:

<http://app.toronto.ca/tmmis/decisionBodyProfile.do?function=doPrepare&meetingId=10878#Meeting-2016.CC23>

OPA 321 redesignates the subject lands to *Mixed Use Areas*. It also provided for development of lands within the *Mixed Use Areas* designation (including the subject lands) to proceed in accordance with the framework that has been established through the "Steeles/Redlea Regeneration Area Study" and the Council-adopted Urban Design Guidelines. Matters to be addressed by any proposal include:

- the creation of a streets and blocks plan that includes the Redlea Avenue extension and other appropriate connections;
- a requirement that Redlea Avenue be extended to Passmore Avenue prior to new development;
- the provision of a land use buffer to appropriately separate residential and sensitive non-residential uses from nearby lands designated *Employment Areas*;
- the design of any buildings containing residential and other sensitive uses incorporate features to mitigate noise, vibration and other adverse effects from the *Employment Areas* lands and the GO Train corridor;
- the provision of appropriate separation distances from the GO Train corridor to the east;
- a requirement that development containing residential units also provide office employment uses; and

- a community services strategy be created to monitor the need for new community services and facilities and local institutions as new residents are introduced.

OPA 321 was appealed by local landowners, but on February 6, 2019, the Local Planning Appeal Tribunal (LPAT) issued an Order approving OPA 321 bringing the new land use designation for the subject lands into force.

Zoning By-laws

The site is subject to the former City of Scarborough Employment Districts Zoning By-law No. 24982 (Milliken Employment District Zoning By-law), as amended. The lands municipally known as 4631 Steeles Avenue East are located within the Community Commercial Zone (CC), Employment Zone (E) and the Vehicle Service Zone (VS) of the Milliken Employment District Zoning By-law No. 24982, as amended.

The lands municipally known as 0, 47 and 53 Redlea Avenue are located within the Industrial Zone (M) and the Vehicular Service Zone (VS) of the Milliken Employment District Zoning By-law No. 24982, as amended.

These zones allow for a wide range of uses including day nurseries, educational and training facility uses, financial institutions, offices, personal service shops, places of entertainment, places of worship, recreational uses restaurants, retail stores, service shops and studios. In addition, industrial uses, open storage ancillary to vehicle service garages, vehicle sales operation, vehicle service stations and vehicle repair garages, vehicle sales sales operations, vehicle service garages and vehicle service stations are also permitted.

The maximum allowable gross floor area of all buildings ranges from 0.5 to 0.8 times the area of the lot depending on use and location. Further, the maximum allowable gross floor area of all personal service shops and retail stores is restricted to 0.15 times the area of the lot.

The site is not subject to the City-wide Zoning By-law No. 569-2013, as amended. However, a draft site-specific amendment to the City-wide Zoning By-law No. 569-2013 has been submitted in support of the rezoning application to incorporate the site into the City-wide Zoning By-law No. 569-2013, as amended, if approved.

The City's Zoning By-law No. 569-2013, as amended can be found at this web link: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

Guidelines

The following Guidelines will be used in the evaluation of this application:

- City-Wide Tall Building Design Guidelines
- Steeles Redlea Urban Design Guidelines

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

Growing Up: Planning for Children in New Vertical Communities Guidelines

In July 2017, City Council adopted the City-wide Urban Design Guidelines entitled "Growing Up: Planning for Children in New Vertical Communities". The objectives of the guidelines are rooted in the Official Plan vision to create an attractive, safe and healthy city where children are valued and residents have access to housing, support services and recreational activities. The draft guidelines implement Official Plan policies that highlight the importance of integrated community facilities and amenities, the need for a comfortable and safe public realm and the creation of a range of housing options in communities.

The Draft Growing Up Urban Design Guidelines can be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG21.3>

Site Plan Control

The lands are subject to site plan control. A site plan control application has not yet been submitted. Staff will require additional environmental work at this stage and will require final plans to be certified by the appropriate environmental professionals indicating the mitigative measures that are required have been incorporated.

COMMENTS

Reasons for the Application

An application to amend the Milliken Employment Zoning By-law No. 24982 is required to permit a mixed use development comprising residential and medical office use. Appropriate development standards such as building heights, density, building setbacks, appropriate levels of vehicular and bicycle parking spaces and amenity areas must be established to enable the proposed development.

Issues to be Resolved

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

The application will be evaluated to determine consistency with the PPS and conformity with the Growth Plan (2019).

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 new noise-sensitive land use is responsible for ensuring compliance with applicable sound level limits.

The applicant has submitted a Noise Impact Study, which will be peer reviewed to determine what mitigation measures need to be provided through the design of the proposal to ensure compatibility between the proposed sensitive uses and nearby employment uses.

Official Plan Conformity

In addition to determining if the proposal conforms to the overall policies of the Official Plan, The application will be evaluate to determine conformity with Official Plan Amendment 321 related to the range of proposed uses, connections, appropriate built form, housing and open space.

Built Form, Planned and Built Context

Staff will assess the suitability of the proposed building heights, massing, density, setbacks and step backs based on Provincial policies and plans, the City's Official Plan policies and appropriate design guidelines.

Staff will assess impacts to both the existing and proposed context which includes a mixed use development including tall buildings to the east as well as the Stouffville Rail corridor, the Milliken GO station and associated parking area to the south.

Consideration will be given to:

- The organization of the site including the location and relationship of the proposed buildings to the proposed new east-west public street, private lane, landscaped spaces, separation distances and view corridors;
- The adequacy and location of proposed indoor and outdoor amenity areas, including the impacts of any recommended noise and wind mitigative measures and any derailment protection features; and
- The appropriateness of the proposed publicly accessible privately owned landscape space and the proposed pedestrian pathway connection from Steeles Avenue East to the Milliken GO station.

Tree Preservation

Staff will review the submitted Arborist Report/Tree Preservation Plan with respect to the City of Toronto Street Tree By-law and Private Tree By-law (Municipal Code, Chapter 813 Articles II and III).

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). The subject property generally contains public (City-owned) trees along the perimeter of the site, as well as limited private trees in landscaped areas adjacent to the private drive aisles of the limited surface parking area.

East-West Public Street

Through OPA 321, a new 23 metre wide east-west public street running east from Redlea Avenue towards the Milliken GO Station was identified as a requirement to service the development provided for by the *Mixed Use Areas* designation. City staff have been working with the landowner to the East (Global Fortune Inc.) to secure lands required to facilitate the creation of this right-of-way needed to access the Global Fortune development site at 4665 Steeles Avenue East. Global Fortune must secure lands necessary to create the public street to enable their site specific Zoning By-law to be enacted by the LPAT.

The east-west street will require lands to be conveyed from the subject site so that the planned 23 metre right-of-way can be achieved. The proposal is currently set back above and below grade to reserve lands to be conveyed for right-of-way purposes. Through the evaluation of this application and continued collaboration with Global Fortune Inc., staff will determine the dimensions of the lands to be reserved to complete the planned right-of-way width as well as the most appropriate and timely way to secure this conveyance such that the required east-west public street can be implemented as contemplated by OPA 321.

Transportation

Staff will review the Transportation Impact Study submitted by the applicant, the purpose of which is to evaluate the transportation effects of the subject and future developments in the area on the transportation system, but also to suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development. An analysis of the adequacy of the proposed number of vehicle/bicycle parking spaces and the design of the at-grade parking area will be undertaken.

Infrastructure/Service Capacity

Staff will review the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, etc.) to accommodate the proposed development and future developments in the area. Through the review of the Servicing Report and Stormwater Management Report submitted by the applicant, staff may identify infrastructure improvements necessary to service the proposal. Staff will also review

the hydrogeological, geotechnical and groundwater monitoring and assessment reports submitted for this proposal.

Community Services and Facilities

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc.

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

Staff will evaluate the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support proposed future population.

Staff will review Secondary Plan CS&F policies, site specific policies and growth related studies that apply to the application. Staff will also review the CS&F Study that was submitted with the application to determine whether any capital improvements or expansion of facilities opportunities were identified by the applicant or by staff and following up Study deficiencies to identify other issues that need to be addressed.

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.

Real Estate Matters

Adjacent to the subject lands at the southeast corner of Steeles Avenue East and Redlea Avenue is a piece of land owned by the City and currently being used by Metrolinx as a staging area for the grade separation of Steeles Avenue East from the Stouffville Rail Corridor. This piece of land, if integrated into the development site could provide opportunity for increased public realm options. If re-programmed as park space these lands could have implications on the adjacent built form in terms of

setbacks and built form. If a portion of the lands were to be included in the development application for any reason, authorization from Real Estate Services would be required.

Another real estate issue to be resolved involves an easement along the southern portion of the development site in favour of Global Fortune Inc. for access to Redlea Avenue. The current proposal does not accommodate the maintenance of this easement, and with the implementation of the east-west street as required by OPA 321, the access easement would no longer be required by Global Fortune Inc. to access Redlea Avenue.

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the *Planning Act* to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title.

Staff will review the proposal to determine if the provision of Section 37 community benefits may be required in relation to the development.

Other Matters

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

CONTACT

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SIGNATURE

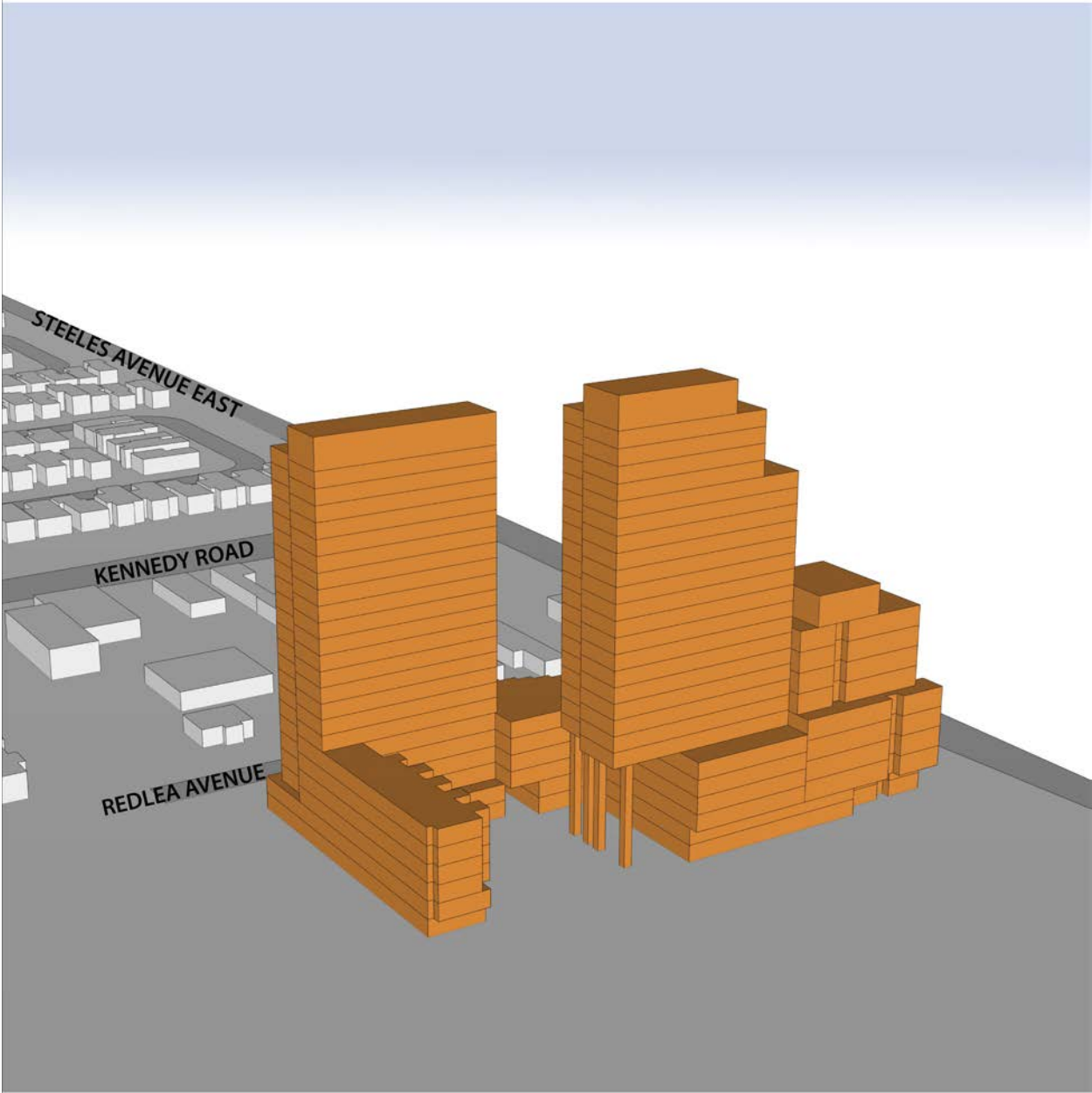
Paul Zuliani, RPP, MBA
Director, Community Planning, Scarborough District

ATTACHMENTS

Attachment 1: 3D Model of Proposal in Context Looking Northwest
Attachment 2: 3D Model of Proposal in Context Looking Southeast

Attachment 3: Location Map
Attachment 4: Site Plan
Attachment 5: Official Plan Map

Attachment 1: 3D Model of Proposal in Context Looking Northwest



View of Applicant's Proposal Looking Northwest



11/08/2019

Attachment 2: 3D Model of Proposal in Context Looking Southeast

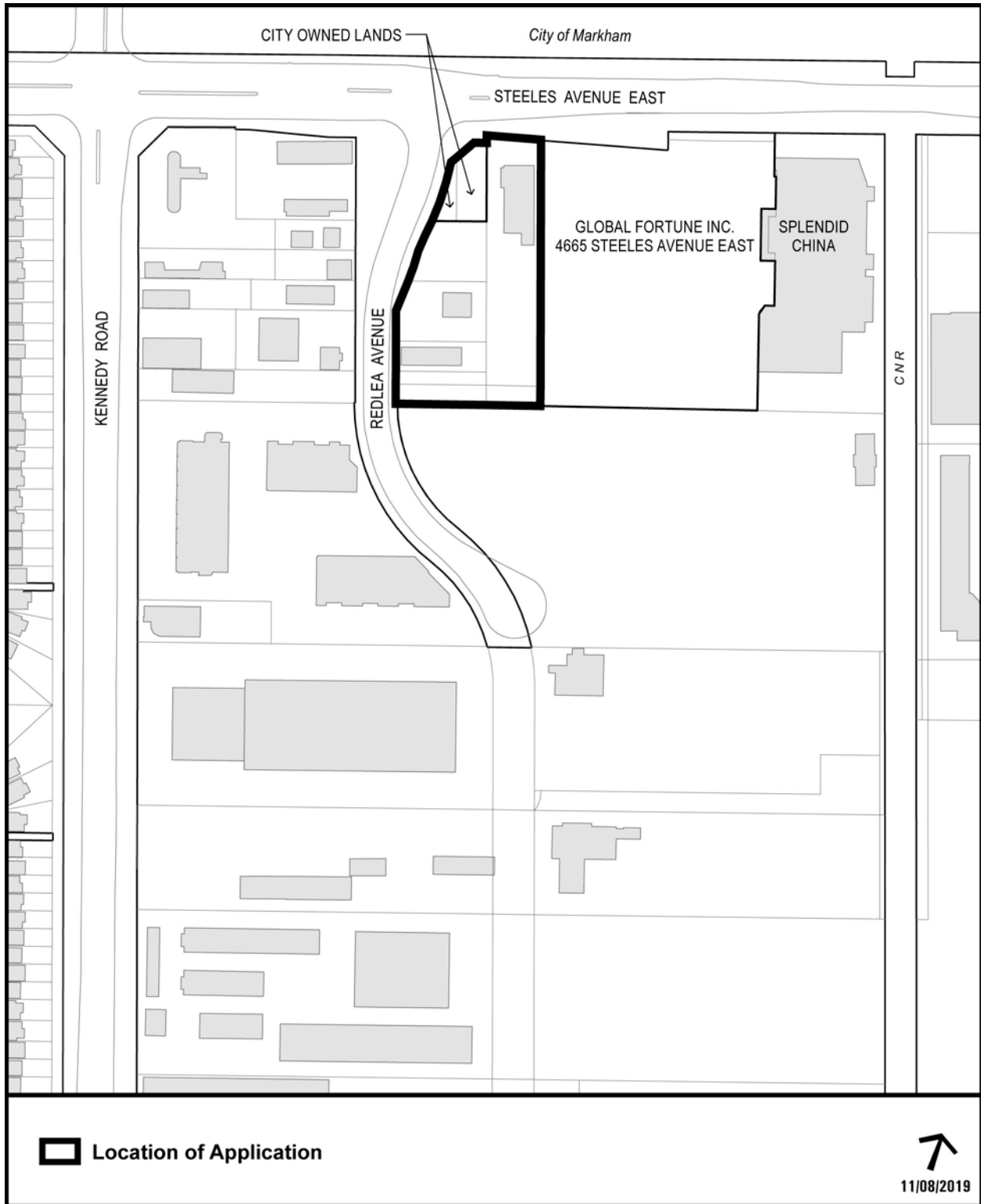


View of Applicant's Proposal Looking Southeast

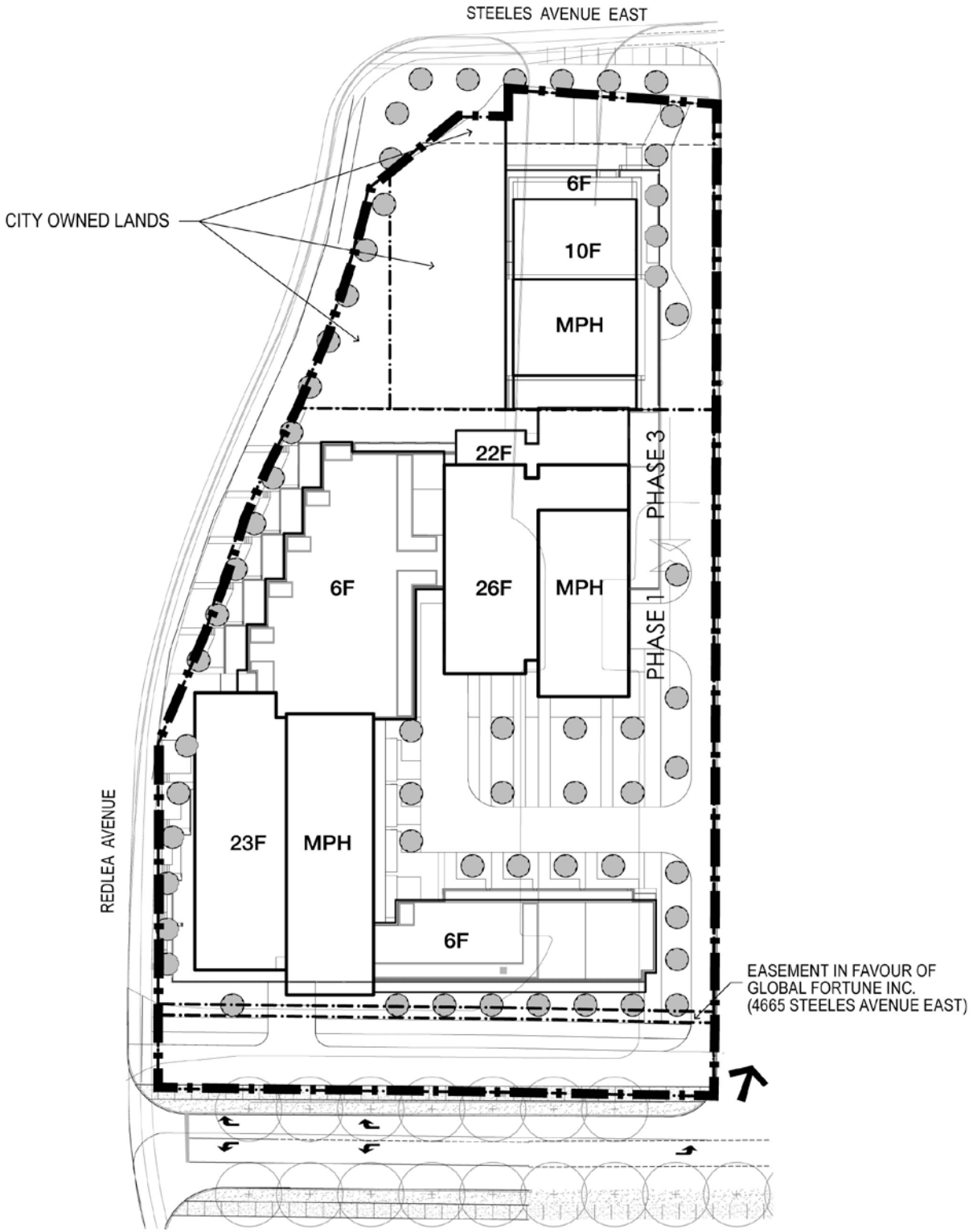


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Attachment 3: Location Map

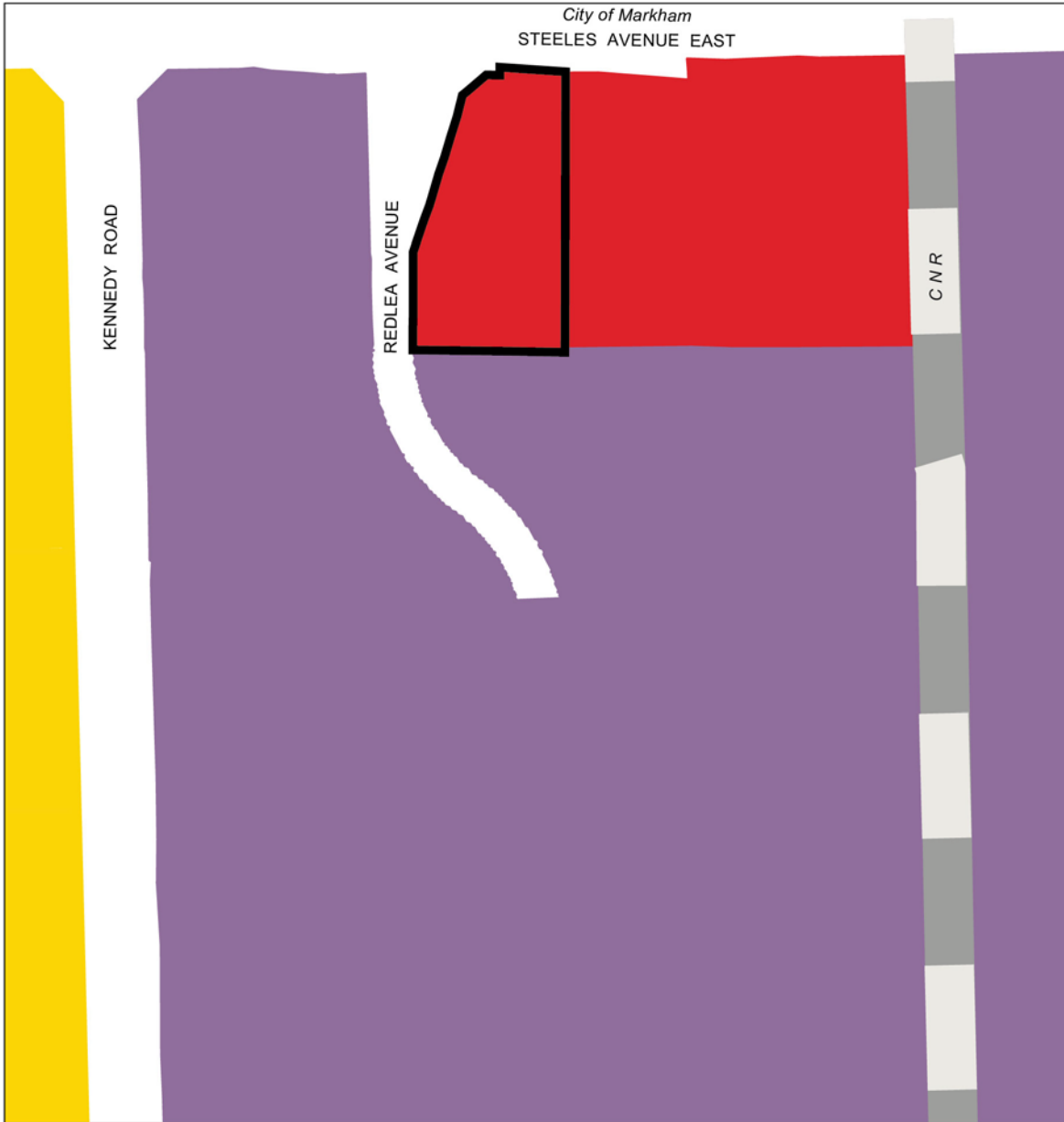


Attachment 4: Site Plan



Site Plan

Attachment 5: Official Plan Map



Official Plan Land Use Map #19

4631 Steeles Avenue East

File # 19 209047 ESC 22 0Z

-  Location of Application
-  Neighbourhoods
-  Mixed Use Areas
-  General Employment Areas


Not to Scale
11/13/2019