



REPORT FOR ACTION

3051-3079 Pharmacy Avenue – Zoning Amendment Application - Preliminary Report

Date: September 18, 2020

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Ward: 22 - Scarborough-Agincourt

Planning Application Number: 20 151071 ESC 22 OZ

Notice of Complete Application Issued: July 15, 2020

Current Use on Site: One storey retail plaza with surface parking in front

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 3051-3079 Pharmacy Avenue. The proposal seeks to amend the Zoning By-law to permit the development of the subject lands with 85 residential units, comprising of back-to-back and standard townhouse units.

The proposed residential units will range in configuration and size from approximately 100 to 152 square metres and are deployed in 5 blocks of three to four storeys in height. The site will be accessed from a single vehicular access point taken from Huntingdale Boulevard.

Staff are currently reviewing the application. It 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 3051 to 3079 Pharmacy Avenue together with the Ward Councillor.
2. Staff will provide notice for the community consultation meeting 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 City Planning Division confirms that there are no financial implications resulting from the recommendations included in the report in the current budget year or in future years.

ISSUE BACKGROUND

Application Description

This application proposes to amend City of Toronto Zoning By-law No. 569-2013 and former City of Scarborough L'Amoreaux Community By-law No. 12466, as amended, to permit the redevelopment of the existing commercial building at 3051 to 3079 Pharmacy Avenue with five residential townhouse blocks.

The residential townhouse blocks will be oriented into three (3) rows from north to south organized around a private road and central courtyard as illustrated on Attachment 4. A total of 85 residential units are proposed throughout the five blocks. See Table-1 for the Distribution of Townhouse Units.

Table-1 Distribution of Townhouse Units

Block	# of Units	Built Form
Block A	18	Back to Back Townhouses
Block B	18	Back to Back Townhouses
Block C	14	Standard Townhouses
Block D	18	Back to Back and Standard Townhouses
Block E	16	Back-Back Townhouses
Total	85	

A total of 94 parking spaces are proposed and accessed from a private road. Parking for the back-to back townhomes will be provided within a shared parking garage located on the ground floor, beneath the central courtyard and adjacent to the driveway off Huntingdale Boulevard.

Parking for the standard townhouse units will be provided to the rear of the units, beneath a partially covered roof deck. Visitor and accessible parking will be provided at grade on the southerly portion of the site.

A total gross floor area of about 10,187 square metres is proposed resulting in an FSI of 1.44 times the area of the lot.

The proposed height of the back to back townhouse units will be 3 storeys or 12.4 metres measured from the established grade to the top of the roof. The proposed height of the standard townhouse units will also be 12.4 metres but 4 storeys in height measured from the established grade to the top of the roof. The proposed units will range in size from 93 square metres to 175 square metres, all being 3 bedrooms or more.

Pedestrian access will be provided via pathways from Pharmacy Avenue, Huntingdale Boulevard and along the proposed private road. These pathways will generally be shared and will provide access to central corridors leading to internal unit entrances. The standard townhouse units are provided individual access to each unit.

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 and 2 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 (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019, as amended) 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.

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 subject application is located on lands shown as *Apartment Neighbourhoods* on Map 19 of the Official Plan. *Apartment Neighbourhoods* are residential areas with taller buildings and higher density than *Neighbourhoods* and are considered to be physically stable. A recent Local Planning Appeals Tribunal (LPAT) Order approved and brought

into force Official Plan Amendment 320 (OPA 320) that contains new and revised policies on Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods*. This application was submitted after the LPAT issued its Order on OPA 320 and thus is subject to these new policies.

OPA 320 reinforces Official Plan goals to protect and enhance existing neighbourhoods that are considered stable but not static, allow limited infill on underutilized *Apartment Neighbourhood* sites and help attain Tower Renewal Program goals. Development in *Apartment Neighbourhoods* will be consistent with this objective and will respect the criteria contained in Section 4.2.2 and other relevant sections of this Plan. While *Apartment Neighbourhoods* are not areas of significant growth on a citywide basis, there are sites containing one or more existing apartment building(s) where compatible infill development may take place. In addition to these policies, section 3.2.1 of the City's Official Plan provides for a full range of housing will be provided and maintained to meet the needs of current and future residents. See Attachment 5.

The application is also subject to Site and Area Specific Policy (SASP) No. 347, an outcome of the Finch Warden Revitalization Study.

The SASP outlines a community vision and established parameters for redevelopment and intensification within the study area that included sites fronting on, or in close proximity to, Finch Avenue East between Victoria Park Avenue and Birchmount Avenue. In addition to SASP 347, Council adopted accompanying Urban Design Guidelines. The link to the Study may be found here:

<http://www.toronto.ca/legdocs/mmis/2010/sc/bgrd/backgroundfile-32437.pdf>

Zoning By-laws

The site is currently zoned Neighbourhood Commercial (NC) by former City of Scarborough's L'Amoreaux Community Zoning By-law No. 12466, as amended. The 'NC' zone permits day nurseries, automobile service stations, banks, business and professional offices, medical centres, personal service shops, restaurants and retail stores.

Exception No. 11, permits the following additional permitted uses; educational facilities and recreational uses. Additionally, Exception No. 11, prohibits pool/billiard halls and restaurants.

A maximum FSI of 33% is permitted. The 'NC' zone also requires a minimum 7.5 metre rear yard setback; a minimum 16.5 metre setback from the centre line of the original road allowance of Pharmacy Avenue and a 3 metre setback from Huntingdale Boulevard.

The site is zoned Commercial Local Zone (CL 0.33 (x93)) by City of Toronto By-law 569-2013, as amended. Permitted uses within the CL Zone includes: retail store, take-out eating establishment, pet services, wellness centre and several other commercial uses.

The maximum height is limited to 10 metres and a maximum FSI of 33% is permitted.

Exception 93 points to the following site-specific provisions:

- a) Pool/billiard halls and eating establishments are not permitted;
- b) The permitted maximum gross floor area, not including the area used for interior walkways, must not exceed 0.33 times the area of the lot;
- c) The minimum building setback from a lot line that abuts a street is the greater of:
 - i. 16.5 metres from the centre line of Pharmacy Ave., or 3.0 metres from the lot line abutting Pharmacy Avenue; and,
 - ii. 3 metres from a lot line abutting Huntingdale Blvd.
- d) The minimum building setback from a side yard and rear yard lot line is 7.5 metres and must be used for the purpose of access or landscaping; and
- e) A minimum of 3 parking spaces are required for each 100 square metres of gross floor area used for education use.

The City's Zoning By-law 569-2013 may be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

Design Guidelines

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

- City of Toronto Townhouse & Low-Rise Apartment Guidelines
- Finch-Warden Urban Design Guidelines
(<https://www.toronto.ca/wp-content/uploads/2017/11/9213-CityPlanning-Finch-Warden30july10.pdf>)

COMMENTS

Reasons for the Application

The application to amend the zoning by-laws is required to permit the proposed development. Specifically, the proposal requires amendments to the zoning by-laws for use, density, setbacks and other performance standards in the by-laws.

Issue 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 proposed development will be evaluated against the Provincial Policy Statement (2020) and conformity with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019). Given the explicit link between Provincial Policy and the Official Plan, conformity with the PPS and the Growth Plan will be largely determined by conformity with the Official Plan.

Key issues for the evaluation of this application with respect to the PPS include, but are not limited to:

- Policy 1.1.1 which provides that healthy, liveable and safe communities are to be sustained by promoting efficient development and land use patterns and accommodating an appropriate range and mix of residential, employment (including industrial and commercial), institutional, recreation, park and open space, and other uses.
- Section 1.1.3 outlines the importance of settlement areas and the importance of wise land use and resource management within settlement areas as a focus of growth and development with a density and a mix of land uses which are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available. Moreover, the Policy 1.1.1.3 provides for development to support active transportation and be transit supportive with a direction for growth to be directed to appropriate intensification locations where it can be accommodated with a range of uses and opportunities.
- Section 1.4.3 of the PPS requires planning authorities to provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area, with by permitting and facilitating all forms of residential intensification, including second units, and redevelopment in accordance with Policy 1.1.3.3. New housing is to be directed towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs.
- Section 1.6.6.2 outlines that intensification within settlement areas where municipal services currently exist should be promoted:

“Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas. Intensification and redevelopment within settlement areas on existing municipal sewage services and municipal water services should be promoted, wherever feasible.”

- Section 1.6.6.7 outlines:
 - “Planning for stormwater management shall:
 - a) Minimize, or, where possible, prevent increases in contaminant loads;
 - b) Minimize changes in water balance and erosion;
 - c) Not increase risks to human health and safety and property damage;
 - d) Maximize the extent and function of vegetative and pervious surfaces; and,
 - e) Promote stormwater management best practices, including stormwater attenuation and re-use, and low impact development.
- Section 1.6.7.4 states:
 - “A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.”
- With respect to air quality and climate change section 1.8.1 states:
 - “Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and climate change adaptation through land use and development patterns which:
 - a) promote compact form and a structure of nodes and corridors;
 - b) promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas;
 - c) promote design and orientation which maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation.

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

In May 2019, the Ontario government published A Place to Grow: Growth Plan for the Greater Golden Horseshoe to strategically manage and direct growth within the Greater Golden Horseshoe. The policies within the 2019 Growth Plan provide direction on matters such as housing, infrastructure, and natural resources. As an essential part of Ontario’s planning led decision-making hierarchy, this document replaced the Growth Plan (2017) and helps implement the vision of the Provincial Policy Statement. Recently, further amendments to the Growth Plan came into force in August 2020. Decisions involving planning matters within the Province of Ontario must conform and not conflict with the Growth Plan 2019, as amended, which provides land use direction until the year 2051.

The application will be reviewed against the following sections of the Growth Plan 2019 as amended, which are of particular relevance to the proposed development on the subject lands:

- 1.2.1 Guiding Principles:
 - Support the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime.
 - Prioritize intensification and higher densities to make efficient use of land and infrastructure and support transit viability.
 - Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households. I
 - Improve the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs, by all levels of government.
 - Provide for different approaches to manage growth that recognize the diversity of communities in the GGH.
- Policies in section 2.2.1.2 which direct this growth forecasted by the Growth Plan 2019, as amended:
 - a) The vast majority of growth will be directed to settlement areas that:
 - i. Have a delineated built boundary;
 - ii. Have existing or planned municipal water and wastewater systems; and
 - iii. Can support the achievement of complete communities;
 - b) Within settlement areas, growth will be focused in:
 - i. Delineated built-up areas;
 - ii. Located with existing or planned transit, with a priority on higher order transit where it exists or is planned; and
 - iii. Areas with existing or planned public service facilities;
- Section 2.2.1.3 states:

“Upper- and single-tier municipalities will undertake integrated planning to manage forecasted growth to the horizon of this plan, which will:

 - a) Establish a hierarchy of settlement areas, and of areas within settlement areas, in accordance with policy 2.2.1.2;

- b) Be supported by planning for infrastructure and public service facilities by considering the full life cycle costs of these assets and developing options to pay for these costs over the long-term;
 - c) Provide direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form;
- The Growth Plan 2019, as amended, recognizes that to build complete communities, a range of housing types, transportation options and recreational facilities must be available. Section 2.2.1.4 states:

“Applying the policies of this Plan will support the achievement of complete communities that:

 - a) Provide a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
 - b) expand convenient access to:
 - i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
 - ii. an appropriate supply of safe, publicly accessible open spaces, parks, trails, and other recreational facilities; and
 - c) provide for a more compact built form and a vibrant public realm, including public open spaces;”
 - i) Most of the growth within the Greater Golden Horseshoe is directed to delineated built-up areas, which refers to lands within the built boundaries of municipalities.
- Policy 2.2.2.3 which directs growth to strategic locations, support the development of complete communities, and encourage investment in infrastructure and public service facilities.
- Section 2.2.6 of the Growth Plan 2019, as amended, which addresses housing. Specifically, the policy recognizes the importance of a diverse housing stock for current and future needs. The following sections within Section 2.2.6 are of particular relevance:
 - Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will:
 - a) support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:

- i. identifying a diverse range and mix of housing options and densities, including second units and affordable housing to meet projected needs of current and future residents; and
 - ii. establishing targets for affordable ownership housing and rental housing;
- In implementing policy 2.2.6.1, municipalities will support the achievement of complete communities by:
 - a) Planning to accommodate forecasted growth to the horizon of this Plan;
 - b) Planning to achieve the minimum intensification and density targets in this plan;
 - c) Considering the range and mix of housing options and densities of the existing housing stock; and
 - d) Planning to diversify the overall housing stock across the municipality

Official Plan Conformity

Staff are reviewing the application to determine conformity with the Official Plan. While the Official Plan considers *Apartment Neighbourhoods* as stable areas of the City where significant growth is generally not anticipated, the Plan does provide for opportunities for additional townhouses or apartments on underutilized sites. Where these opportunities exist, the Plan sets out criteria to evaluate those situations which includes the need to provide good quality of life for both new and existing residents.

The application will be evaluated according to *Apartment Neighbourhood* criteria for development (4.2.2) and compatible infill, including appropriate level of residential amenity; adequate sunlight and landscaped open space for new and existing residents; organization of development on site to frame streets and open space; fronting onto public streets and providing pedestrian entrances from adjacent public streets (4.2.3).

Other criteria include:

- Being compatible with the scale, including height and massing, of the existing apartment building(s) on and adjacent to the site; and
- Providing separation distances between buildings on and adjacent to the site so as to achieve adequate sunlight and privacy.

Additional policy directions against which the application will be reviewed include, but are not limited to:

- Policy 2.3.1.5.e which supports the improvement of the local network of new streets, including providing new streets for access and frontage for existing and future

development, improving pedestrian and bicycle circulation, and safe access to parks, open spaces, transit, schools and pedestrian destinations; and,

- Policy 2.3.1.7. which supports enhancing community and neighbourhood amenities and encouraging and developing partnerships to better utilize common indoor and outdoor amenity areas for the use of residents in apartment properties.

Built Form, Planned and Built Context

The proposed built form and site organization will be reviewed to ensure the proposed development fits within the existing and planned context at appropriate level of intensification, building height and the transition to existing buildings and how the proposal can support the public realm.

In addition to the policy directions of Section 3.1.1 Public Realm and 3.1.2 Built Form, the proposal will be evaluated against the criteria for compatible infill development found in the *Apartment Neighbourhoods* policies. The issues to be resolved include, but are not limited to:

- Addressing the scale of the block and development parcel and the direction to promote street-oriented development and provide for open space for landscaping and outdoor amenity;
- Ensuring appropriate transitions in scale to neighbouring existing and/or planned buildings for the purpose of achieving the objectives of the Official Plan;
- Providing appropriate separation distances between buildings on and adjacent to the site so as to achieve adequate sunlight and privacy; setbacks from adjacent streets;
- Providing direct connections to public sidewalk, adjacent development and public destinations (transit stops, parks) to promote walkability; provide pedestrian and cycling connections and amenity throughout the development; and,
- Creating a well-defined walkway system that ensures pedestrian safety through visual and physical accessibility, has access to appropriate sunlight and wind conditions with; treed and soft landscaped edges, and amenities that include landscaping.

Finch Warden Revitalization Study

The Revitalization Study as adopted by Council will be used to further guide an evaluation of the application for Official Plan conformity. It states the following about density as a guiding principle outlined in Section 5.2:

“All future development shall demonstrate compatibility with and interface into the surrounding context. New development shall provide a transition between areas of different development intensity and scale and shall be complementary to the surrounding neighbourhood. A balance of massing, height and scale appropriate

in terms of built form should be a landmark of good design and not defined by disproportionate height.”

On Concept Plan 1 Potential Development Sites, the subject lands are recognized as one of nine sites that are potential development sites.

Section 5.3.3 outlines the intended height and scale of development:

“New developments in the area should have of a mix of taller buildings, mid-rise buildings, and low-rise buildings, to complement and enhance the existing character of Bridlewood.”

On Concept Plan 2 Building Heights, the site is intended to be developed into a Mid-Rise building (4-12 storeys).

Section 5.3.9 of the Guidelines provides further direction on Crime Prevention Through Environmental Design (CPTED) principles.

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).

The Arborist Report and Tree Preservation Plan submitted by the applicant identified five bylaw protected trees and one city-owned tree that are proposed to be removed to facilitate the new construction. The Arborist Report and Tree Preservation Plan are currently under review by City staff.

Housing

A Housing Issues Report is not required for a proposed site redevelopment of this scale.

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 review the existing Community Services and Facilities report, included in the Finch Warden Revitalization Study and determine if sufficient community services and facilities exist in the surrounding neighbourhood to support the increase population that would result from the proposal.

Infrastructure/Servicing Capacity

City Planning's commenting partners are currently reviewing the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, community services and facilities, etc.) to accommodate the proposed development.

Staff are also reviewing the Traffic & Parking Study submitted by the applicant to determine if any transportation improvements are necessary to accommodate the travel demands and transportation impacts that will be generated by the development.

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.

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 TGS Checklist submitted by the applicant is currently under review by City staff for compliance with the Tier 1 performance measures.

Economic Development

The subject lands are currently developed with a 1-storey commercial building which encompasses approximately 12 commercial vendors. The redevelopment of the subject lands with residential uses as proposed will result in the loss of local commercial services and employment. Major commercial opportunities are available along Finch Avenue East at Bridlewood Mall (Warden Avenue) and at its intersection of Victoria Park Avenue. However through the review of this application, staff will determine if the local community will continue to be adequately served or if it will be impacted by the loss of commercial space should it not be replaced through the redevelopment.

Open Space/Parkland

The Official Plan contains policies to ensure that Toronto's systems of parks and open spaces are maintained, enhanced and expanded. Map 8B of the City of Toronto Official Plan shows local parkland provisions across the City. The lands which are the subject of this application are in an area with 0.43 to 0.79 hectares of local parkland per 1,000 people. The site is in the second lowest quintile of current provision of parkland. The site is in a parkland priority area, as per Chapter 415, Article III, of the Toronto Municipal Code.

Through the review of this application, staff will assess and determine appropriate measures to address the lack of parkland in the area.

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, MBA, RPP, Director
Community Planning, Scarborough District

ATTACHMENTS

Attachment 1: 3D Model of Proposal in Context Looking Southeast
Attachment 2: 3D Model of Proposal in Context Looking Northeast
Attachment 3: Location Map
Attachment 4: Site Plan
Attachment 5: Official Plan Map

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

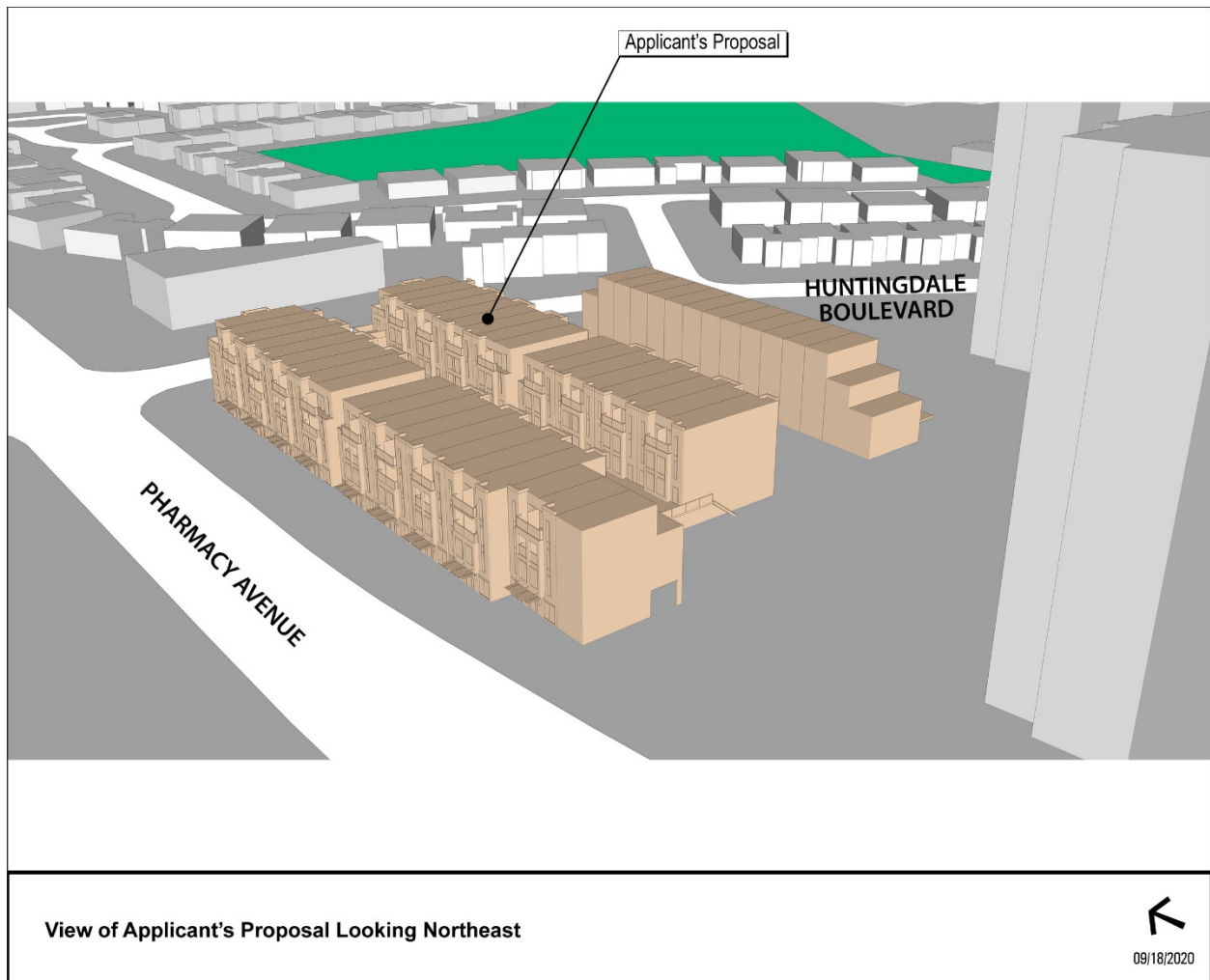


View of Applicant's Proposal Looking Southeast

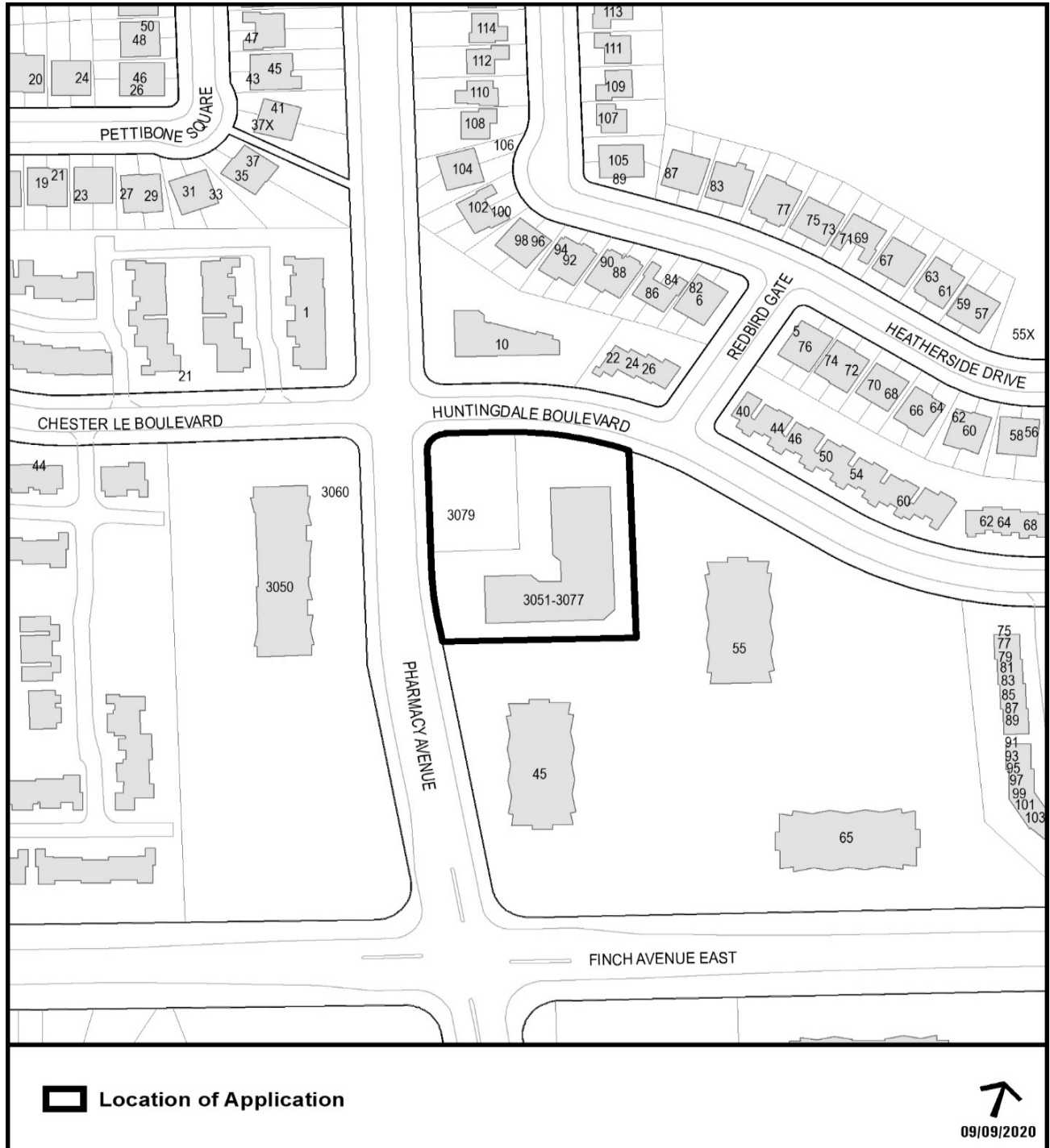


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Attachment 2: 3D Model of Proposal in Context Looking Northeast



Attachment 3: Location Map



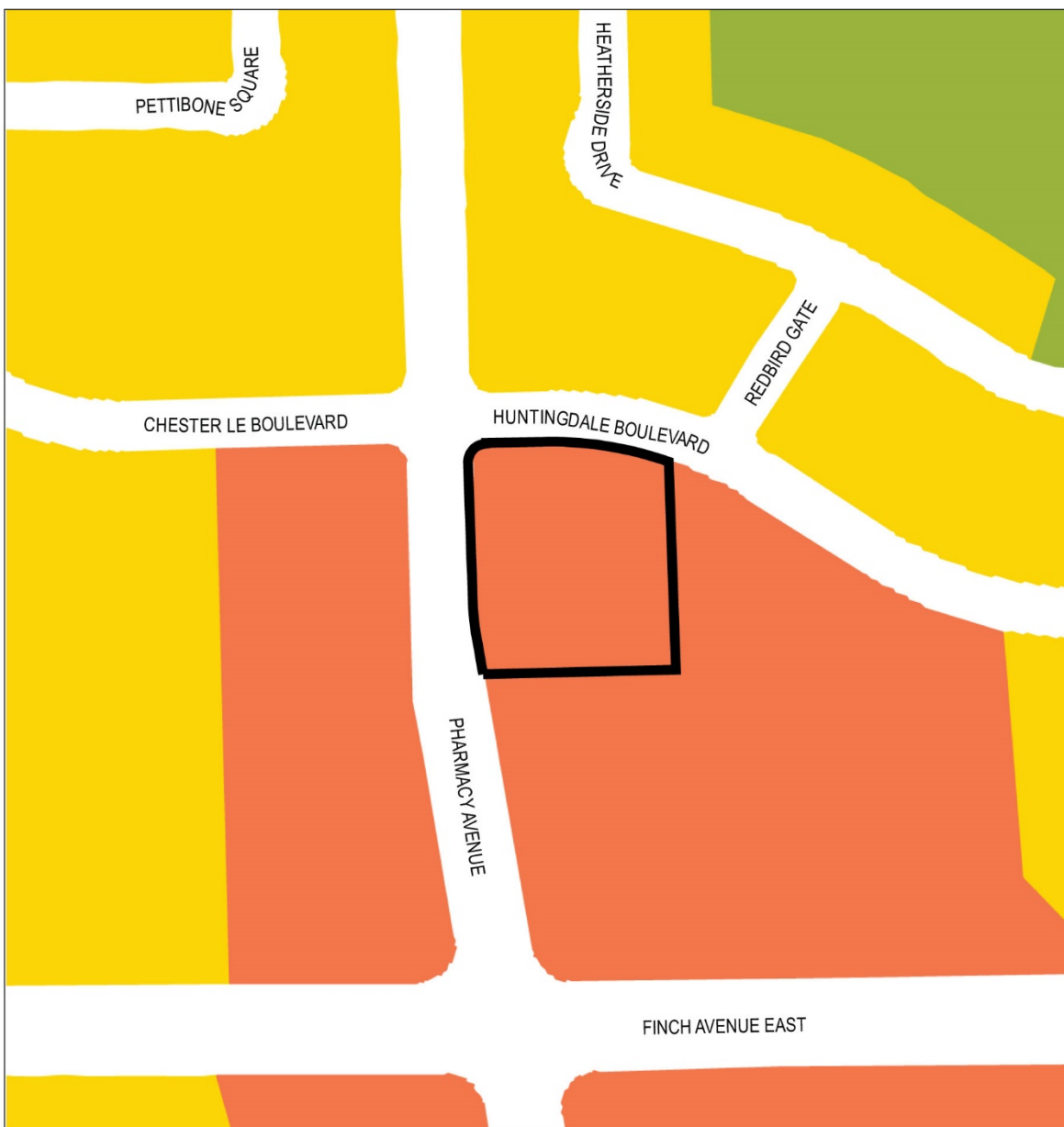
Attachment 4: Site Plan



Site Plan



Attachment 5: Official Plan Map



3051-3079 Pharmacy Avenue

Official Plan Land Use Map #19

File # 20 151071 ESC 22 02

	Location of Application		Parks & Open Space Areas
	Neighbourhoods		Parks
	Apartment Neighbourhoods		

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Not to Scale
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