

**2655 Lawrence Ave East - Rezoning Application - Preliminary Report**

<b>Date:</b>	June 17, 2008
<b>To:</b>	Scarborough Community Council
<b>From:</b>	Director, Community Planning, Scarborough District
<b>Wards:</b>	Ward 37 – Scarborough Centre
<b>Reference Number:</b>	08 153889 ESC 37 OZ

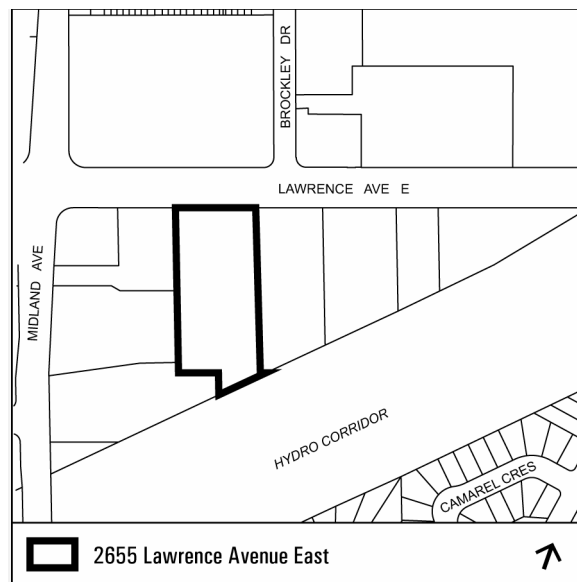
**SUMMARY**

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

This application proposes a zoning by-law amendment to permit a mixed use development containing 425 residential units, along with retail and office uses, in three buildings ranging in height from five to 35 storeys, at 2655 Lawrence Avenue East.

This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

The application should proceed through the planning review process including the scheduling of a community consultation meeting. A Final Report will be prepared and a Public Meeting will be scheduled once all identified issues have been satisfactorily resolved.



**RECOMMENDATIONS**

**The City Planning Division recommends that:**

1. Staff be directed to schedule a community consultation meeting together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

### **Financial Impact**

The recommendations in this report have no financial impact.

### **DECISION HISTORY**

There are no previous applications or decisions pertaining to this property which have relevance to the decision on this application.

### **ISSUE BACKGROUND**

#### **Proposal**

The proposal is to permit a mixed use development on lands within the Bendale Community. The proposal consists of three buildings. The first building (Building A) is 35 storeys in height (103.47 metres, excluding mechanicals) with a three-storey podium fronting Lawrence Avenue East. Approximately 2,025 square metres of commercial/office space are proposed within the podium and 325 residential apartments comprise the residential portion of Building A. The second building (Building B) is located midway into the site on the east side and is five storeys in height (14.2 metres) consisting of 22 apartments and 11 stacked townhouses. The third building (Building C) is located at the rear of the site and ranges up to six storeys (16.95 metres) and consists of ten stacked townhouses and 57 apartments. Buildings B and C are connected by glass enclosed pedestrian bridges at the third and fifth storeys.

A total of 425 residential condominium units are proposed for the development, of which 3 units are studios; 132 units are one bedroom; 105 units are one bedroom plus den; 116 units are two bedroom; 46 units are two bedroom plus den; and two units are three bedroom. The 21 stacked townhouses are all two bedroom and two bedroom plus den. A gross floor area of 37,602.21 m<sup>2</sup> (404,760.1 ft<sup>2</sup>) is proposed for the site, representing a density of 3.3 times the lot area. A total of 1,853.6 m<sup>2</sup> (19,952.64 ft<sup>2</sup>) of indoor amenity space is proposed. A 1,686 m<sup>2</sup> (18,148.55 ft<sup>2</sup>) passive green space is proposed, at-grade, along the western edge of the property, mid block. Three green roofs are also proposed that have a total area of 1821.59 m<sup>2</sup> (19,608.07 ft<sup>2</sup>) of which 528 m<sup>2</sup> will be accessible for residents and will contain passive recreational amenities.

A 128.6 m<sup>2</sup> (1,384.3 ft<sup>2</sup>) daycare is proposed for southeast corner of the site at the rear of Building C abutting the Hydro corridor.

Two separate site access points are proposed. An all-moves private driveway (west site access) will provide site access to Lawrence Avenue and a right-turns only private driveway (east site access) will provide additional site access. Loading activity is proposed at the southeast corner of the site, accessed to and from Lawrence Avenue via the proposed east driveway. Two levels of underground parking are proposed (306 spaces on the first level; second level to be finalized through the review process) accessed from a ramp located on the west site access driveway. A total of 22 surface parking spaces and 106 bicycle parking spaces are also proposed.

The Application Data Sheet (Attachment 8) sets out the project data.

### **Site and Surrounding Area**

The site is located on the south side of Lawrence Avenue East, roughly 100 metres (328 feet) east of Midland Avenue and within walking distance to the Scarborough RT Lawrence East Station. The site is 1.1 hectares (2.8 acres) in area and has 70 metres of frontage on Lawrence Avenue. The site is approximately 160 metres deep, with the grade sloping downwards as one moves south from Lawrence Avenue.

The site is currently developed with one structure, formerly a car dealership (Alex Irvine), which is presently being used as a flea market.

Abutting uses are as follows:

North: Directly north is Midland Lawrence Plaza with commercial, office and retail uses, the Price Chopper being the main tenant. A one-storey office building (TD Bank) was recently approved for the northeast corner of Midland and Lawrence Avenues. On the north west corner of Lawrence Avenue and Brockley is a mid-rise mixed use building, further east along Lawrence Avenue is a seven-storey apartment building and David and Mary Thompson Collegiate Institute.

South: Abutting the site to the south is a 60 metre wide Hydro Corridor and the rear of a residential property that fronts onto Midland Avenue.

East: Abutting the site to the east is the recently constructed Abu Bakr Islamic Mosque and school. Further east of the site are one and two-storey retail and commercial uses, including a McDonald's restaurant.

West: Abutting the site to the west is Maple Plaza with commercial, office and retail uses, an Esso service station and two 13 storey apartment buildings.

### **Provincial Policy Statement and Provincial Plans**

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

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

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

## **Official Plan**

The site is designated as "Mixed Use Areas" on the Land Use Plan. Development within Mixed Use Areas will create a balance of high quality commercial, residential, institutional, parks and open space uses that reduce automobile dependency and meet the needs of the local community. The Plan provides a list of development criteria that, among other matters, include:

- (1) locate and mass new buildings to provide a transition between areas of different development intensity and scale, through means such as appropriate setbacks and/or stepping down of heights, particularly towards lower scale Neighbourhoods;
- (2) locate and mass new buildings to minimize shadow impacts on adjacent neighbourhoods;
- (3) locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
- (4) provide an attractive, comfortable and safe pedestrian environment;
- (5) provide access to schools, parks, community centres, libraries, and child care;
- (6) take advantage of nearby transit services; provide good site access and circulation and an adequate supply of parking for residents and visitors; and
- (7) locate and screen service areas to minimize the impact on adjacent streets and residences.

On the Urban Structure map (Map 2) the site is shown as part of an "Avenues", which applies to lands on Lawrence Avenue East, between Victoria Park and Rushley Drive (just west of Brimley Road). "Avenues", generally, are areas where new, incremental growth can occur along major streets where there are reurbanization opportunities supported by public transit. The Plan states that reurbanizing the Avenues will be achieved through the preparation of Avenue Studies for strategic mixed-use segments of the corridors as shown on Map 2. Development may be permitted on the Avenues prior to an Avenue Study and will be considered on the basis of all of the policies of the Plan.

The Plan also states that development proposed in Mixed Use Areas on Avenues, prior to an Avenue Study has the potential to set a precedent for the form and scale of reurbanization along the Avenue. In addition to the Mixed Use Areas policies, proponents of such proposals are also required to address the larger context and examine the implications for the segment of the Avenue in which the proposed development is

located. To address this policy, the applicant has prepared and submitted a “Pre-Avenues Segment Study”.

The Built Form policies of the Official Plan specify that new development be located and organized to fit with its context, and be massed to limit impacts on neighbouring streets, parks, open spaces, and properties by creating appropriate transitions in scale to neighbouring buildings, providing for adequate light and privacy, and limiting shadowing and uncomfortable wind conditions. Taller buildings are to be located to ensure adequate access to sky view. Every significant new multi-unit residential development will provide indoor and outdoor amenity space for residents of the new development and each resident will have access to outdoor amenity spaces such as balconies, terraces, courtyards, rooftop gardens and other types of outdoor spaces.

The Tall Buildings policies of the Official Plan apply with respect to this proposal and seek to ensure that the proposed building and site design will contribute to and reinforce the overall City structure, including its relationship to its existing and/or planned context. Tall building development should define and support adjacent streets and open space, integrate with other buildings and open spaces nearby, provide a high quality pedestrian amenity and make a positive contribution to the City’s public realm.

The Housing policies of the Plan support a full range of housing in terms of form, tenure and affordability, across the City and within neighbourhoods. New housing supply will be encouraged through intensification and infill that is consistent with the Official Plan.

The Community Services and Facilities policies of the Plan 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 community services strategy will include a demographic profile of area residents, an inventory of existing services, identification of existing capacity and service gaps in local facilities, identification of local priorities, a recommended range of services and co-location opportunities, and identification of funding strategies. The inclusion of community service facilities are encouraged in all significant private sector development.

The Plan also contains policies related to the use of Section 37 of the Planning Act to secure community benefits in exchange for increased height and/or density incentives for new development, provided it first meets the test of good planning and is consistent with the policies and objectives of the Plan.

Staff will review the proposal against the policies of the Official Plan.

## **Zoning**

The site is zoned Highway Commercial (HC) under the Bendale Community Zoning By-law, as amended, of the former City of Scarborough. Generally, Highway Commercial uses are those commercial uses that rely on arterial road frontage and sufficient off-street parking. Permitted uses include, but are not limited to: automobile service stations,

public garages, funeral homes, hotels and motels, office uses and recreational uses. Residential uses are not a permitted use within the zone.

### **Site Plan Control**

The property is subject to site plan control. An application has not yet been submitted. Staff will be asking the applicant to submit a site plan application.

### **Tree Preservation**

The applicant has submitted a Tree Inventory Report and a proposed tree removal/protection plan. This report has been forwarded to Urban Forestry for review and comment.

### **Reasons for the Application**

A zoning by-law amendment is required to permit residential uses, and to establish appropriate performance standards for the redevelopment of the site.

## **COMMENTS**

### **Issues to be Resolved**

The subject property is an underutilized site on an Avenue, in an existing mixed commercial and residential area. Consideration of some level of mixed use intensification of this site is appropriate, subject to resolving the issues and concerns outlined below and further issues identified through the community consultation process and review of the proposal.

The proposed built-form is a significant departure from other developments in the surrounding community and raises significant issues. A review of the application will consider the following issues:

#### **Intensification**

At an f.s.i. of 3.3 times the area of the lot, the proposal is greater in density than existing or permitted development in the area, with the exception of the building on the north-west corner of Midland and Lawrence Avenues which has an f.s.i. of approximately 3.5 times the area of the lot. The acceptability of permitting a development of this intensity and height must be assessed relative to: its impact upon the area context and infrastructure; the City's planning objectives; and the cumulative implications for future redevelopment in the area. Consideration will also be given to the ability of the site itself to accommodate a development of this magnitude with respect to a range of issues. Light, view and privacy for future residents, the adequacy of public and private amenity space and parking, and the adequacy of features such as loading and garbage storage and handling facilities will be assessed. To assist staff in assessing the physical impacts of the proposed development, the applicant has provided a computer generated building mass model. A shadow study and a pre-Avenues segment study have also been submitted and are under review.

### **Urban Design, Built Form and Massing**

Three buildings are proposed for the subject site, only Building A fronts onto Lawrence Avenue. Buildings B and C do not have frontage on a public street; rather the two mid-rise residential buildings would front an internal private driveway system. The configuration, massing, built form and design of the buildings must, amongst other matters, complement public streets with good proportion, provide adequate building-face relationships, maintain adequate sunlight and comfortable wind conditions for pedestrians, adequately address potential air quality and noise impacts from sources in the vicinity, provide an animated street-edge, and enhance the quality of the public realm. The location of two residential buildings on private driveways, separated from the public street by a major building, is a matter of some concern. The review of the application will consider options to achieve an appropriate relationship to the public realm, in terms of visibility, identification, connectivity, accessibility and openness.

Main building entrances should be located so that they are clearly visible and directly accessible from the public sidewalk and provide ground floor uses that have views into and access to adjacent streets, parks and open spaces. The main residential entrance and lobby for Building A, the 35 storey tower, is proposed off of an internal private driveway and is substantially set back from the public street edge and covered. The residential access is not clearly visible or easily accessible from the public sidewalk. The other two mid-rise buildings, Buildings B and C, also have main entrances off of an internal private driveway system and are neither visible nor easily accessible from the public sidewalk.

At 35 storeys Building A would be a “Tall Building”, as described in the Toronto Official Plan and the Tall Building Design Guidelines, adopted by Council in July 2006. The prominence of tall buildings imposes larger civic responsibilities and obligations on their design. As such, the proposal will be reviewed in light of policies contained in Section 3.1.3, Built Form-Tall Buildings of the Official Plan and the Tall Building Design Guidelines to assess such matters as building placement and orientation; transition in scale to neighbouring sites; floor plates; spatial separation; site servicing and parking; streetscape and landscaping; and pedestrian-level wind effects.

### **Height**

The three proposed buildings would have heights of 35, six and five storeys (103.465, 16.95 and 13.9 metres respectively). The proposed height of Building A, 35 storeys, is out of character with other developments in the surrounding context. The highest building in the area is 23-storeys, north-west corner of Midland Avenue and Lawrence Avenue; followed by two 13-storey apartment buildings south of Lawrence Avenue on the east side of Midland Avenue. A 35-storey building is more typical of heights found in Centres. The Centres are four key locations identified in the City’s Official Plan and all are located on the rapid transit system. Centres are intended to be urban focal points where tall buildings are permitted to visually reinforce the civic importance of centres and define their image.

Policies in the Official Plan reinforce transition of heights and densities. Transition from areas of differing land use intensities and stepping down of heights is given important

consideration and must be achieved. Policies focus on maintaining and enhancing the special physical and experiential character and providing a high level of pedestrian comfort.

The proposed height of Building A will be reviewed under the built form policies of the plan and the Tall Building Design Guidelines. The applicant has provided a sun/shadow analysis which will assist Planning staff in the review of this proposal.

### **Traffic/Parking and Site Servicing**

New development will locate and organize vehicle parking, access, service areas and utilities to minimize their impact on the property and on surrounding properties, with emphasis placed on the safety and attractiveness of adjacent streets, parks and open spaces.

The proposed development includes two separate site access points from Lawrence Avenue: an all-moves private driveway (west site access) and a right-turns only private driveway (east site access). Loading activity is proposed for the southeast corner of the site, accessed to and from Lawrence Avenue via the proposed east driveway. Two levels of underground parking are proposed (306 spaces on the first level; second level to be finalized through the review process) accessed from a ramp located on the private road accessed from the west site access driveway. A total of 22 surface parking spaces and 106 bicycle parking spaces are proposed for the development. Determination of the appropriate parking supply, parking ratio and any impacts associated with the proposed parking, loading arrangements and access arrangements, all need to be addressed. A traffic assessment and parking analysis has been submitted by the applicant in support of the proposed development. The applicant's plans and traffic and parking analyses will be reviewed to assess vehicular and pedestrian circulation on site and on surrounding streets, whether the proposal impacts area traffic or whether there are any potential traffic concerns applicable to the proposal.

In support of the proposal, the applicant has submitted a Servicing Feasibility Study that assesses sanitary servicing, municipal water supply, distribution, and includes a storm water management analysis. Staff are reviewing this report.

The applicant's site is located within a larger block where some of the surrounding properties have been identified in the applicant's Pre-Avenues Segment Study as "soft sites", those sites that have the potential to redevelop in the future. The subject site and some of the surrounding "soft sites" are quite large in size and Planning staff believe that they may offer the potential to improve the connectivity and accessibility of the road network in the area through the construction of one or more new public roads. Further review should be undertaken on the feasibility and desirability of creating new public road linkages in the area and how the 2655 Lawrence Avenue proposal might contribute.

### **Parkland, Private Open Space and Recreational Amenities**

The provision of an appropriate level of public parkland, private open space and recreational amenities must be addressed. The applicant is proposing three green roofs,



one of which is accessible to residents of the development only. A 1,686 square metre passive green space is proposed along the west property line alongside of one of the private access driveways and is proposed to be publicly accessible. Staff will explore, within the context of the City's parkland policies and objectives, whether on-site parkland dedication is appropriate and/or desirable at this location, whether the proposed green space configuration is suitable and of adequate size for parkland purposes, or whether cash-in-lieu of parkland would be preferred.

### **Green Development Standard**

Staff will be encouraging the applicant to review sustainable development opportunities by utilizing the Toronto Green Development Standard, adopted by City Council in July 2006. The applicant has been asked to submit a completed Green Development Standard Checklist. There are three green roofs proposed for the development and it is expected that a range of additional sustainable development measures can be achieved on this site.

### **Community Services and Facilities**

The application has been circulated to the School Boards, the Library Board, and Parks, Forestry and Recreation.

The applicant has included an analysis of local community services and facilities as a component of the Pre-Avenues Segment Study, which will assist Planning staff in the review of this proposal. The purpose of this analysis is to help in the evaluation of available services and service gaps in the surrounding area, so that strategies to strengthen and support the social infrastructure can be identified.

As previously noted, the applicant is proposing a 128.6 square metre daycare at the rear of Building C abutting the Hydro Corridor. The appropriateness of a daycare in this location and of this scale will be reviewed as part of the analysis of local community services and facilities, including Ministry requirements, demand in the area and program requirements.

### **Community Benefits & Use of Section 37 of the Planning Act**

Section 37 of the Ontario Planning Act, and the Toronto Official Plan allow the City to require the applicant to provide community benefits either on-site or within the local community, in return for an increase in the allowable height and/or density of development. Community Benefits, as identified in the Official Plan, are capital facilities bearing a reasonable planning relationship to the increase in height and/or density of the proposed development.

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

### **Conclusion**

The applicant's proposal is much higher than any other development in the surrounding community, and it is denser than any development in the area (with the exception of the development on the northwest corner of Midland and Lawrence Avenues). It does not

integrate well into the surrounding context. The proposal in its current form requires modification and the applicant should be requested to work with staff and the community to revise the proposal to adequately address Official Plan policies, urban design guidelines and the planning framework outlined in this report.

The subject site is located on an Avenue, it is within walking distance to the Scarborough RT Lawrence Avenue Station, as well as at the intersection of two bus lines. The area would benefit significantly from new investment. Staff believe they can work with the applicant, the ward councillor, the community and other area stakeholders to identify an appropriate level and form of development for the site and help set the stage for other redevelopment within this Avenue segment.

As previously noted, development in Mixed Use Areas on Avenues, prior to an Avenues Study, has the potential to set a precedent for the future form and scale of reurbanization along the Avenue. Given the scale and intensity of the current proposal, more extensive community consultation may be warranted, and this will be determined in consultation with the Ward Councillor.

## **CONTACT**

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

## **SIGNATURE**

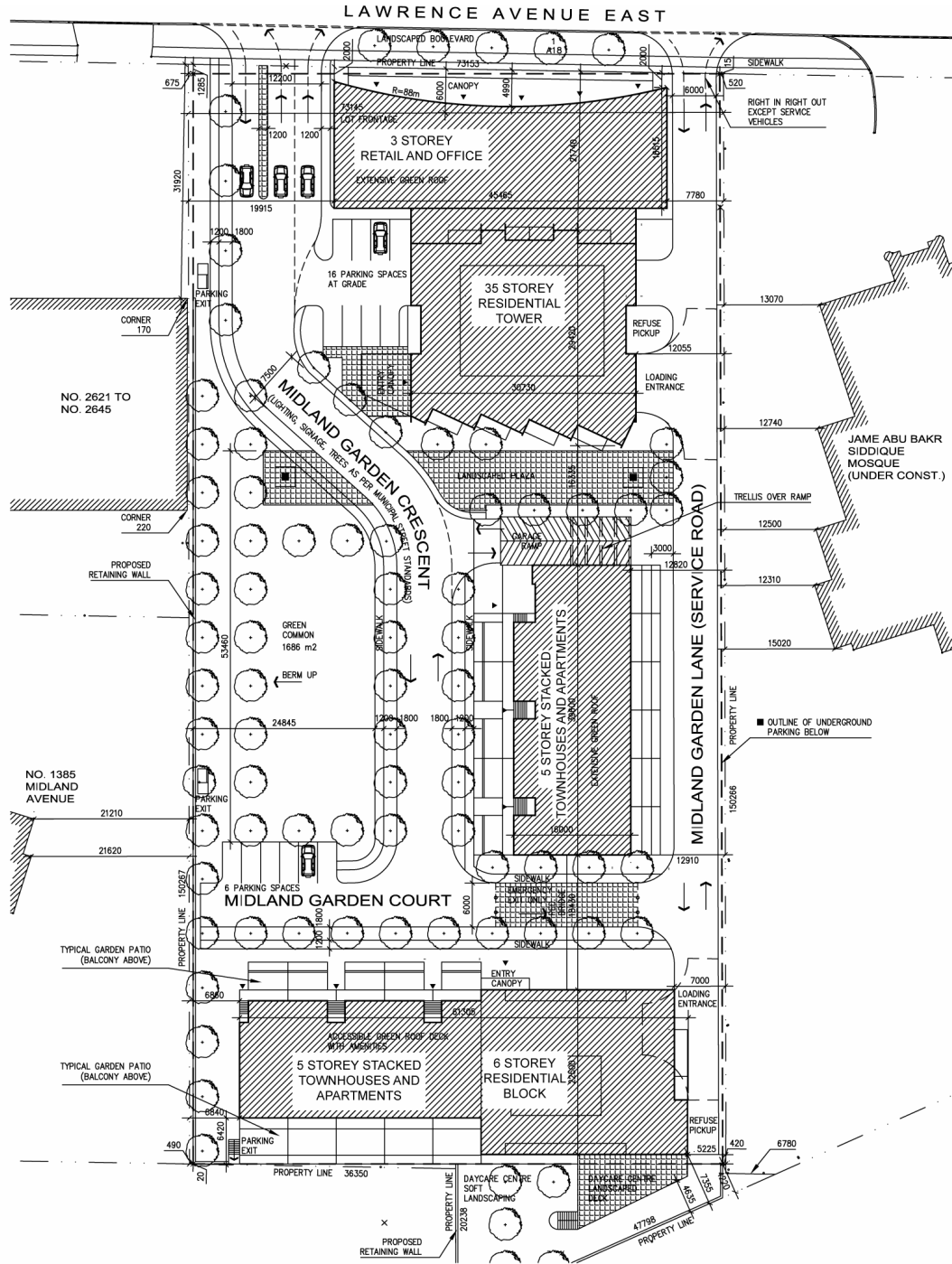
---

Allen Appleby, Director  
Community Planning, Scarborough District

## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: North Elevation (as provided by applicant)  
Attachment 3: South Elevation-35-storey Residential Tower (as provided by applicant)  
Attachment 4: South Elevation-5&6 storey Residential Block (as provided by applicant)  
Attachment 5: East Elevation (as provided by applicant)  
Attachment 6: West Elevation (as provided by applicant)  
Attachment 7: Zoning Map  
Attachment 8: Application Data Sheet

# Attachment 1: Site Plan



## Site Plan

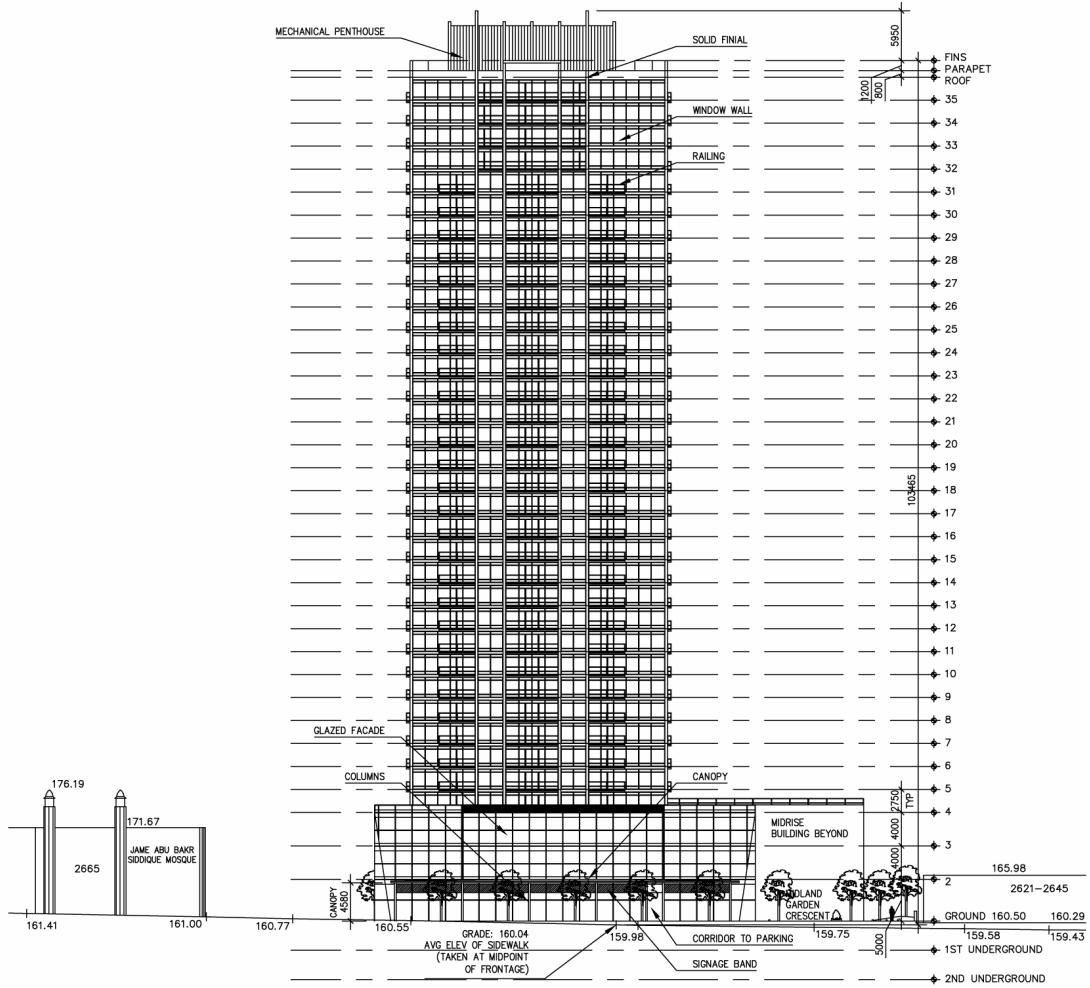
Applicant's Submitted Drawing

Not to Scale  
05/20/08

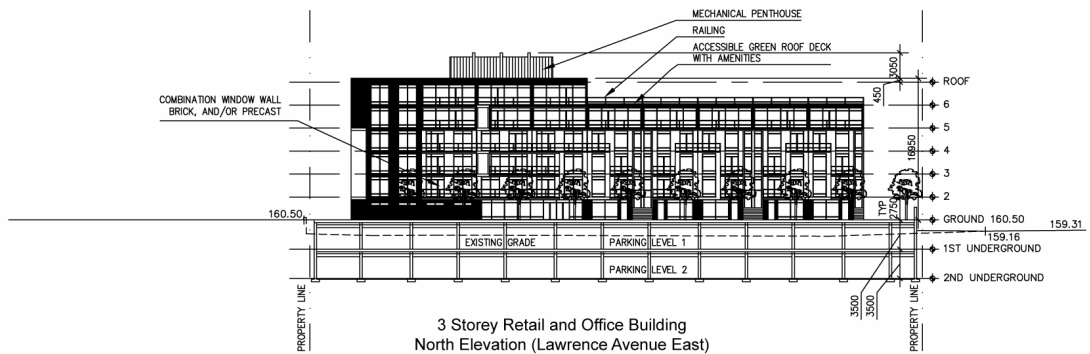
## 2655 Lawrence Avenue East

File # 08-153889 OZ

## Attachment 2: North Elevation



35 Storey Residential Tower  
North Elevation (Lawrence Avenue East)



3 Storey Retail and Office Building  
North Elevation (Lawrence Avenue East)

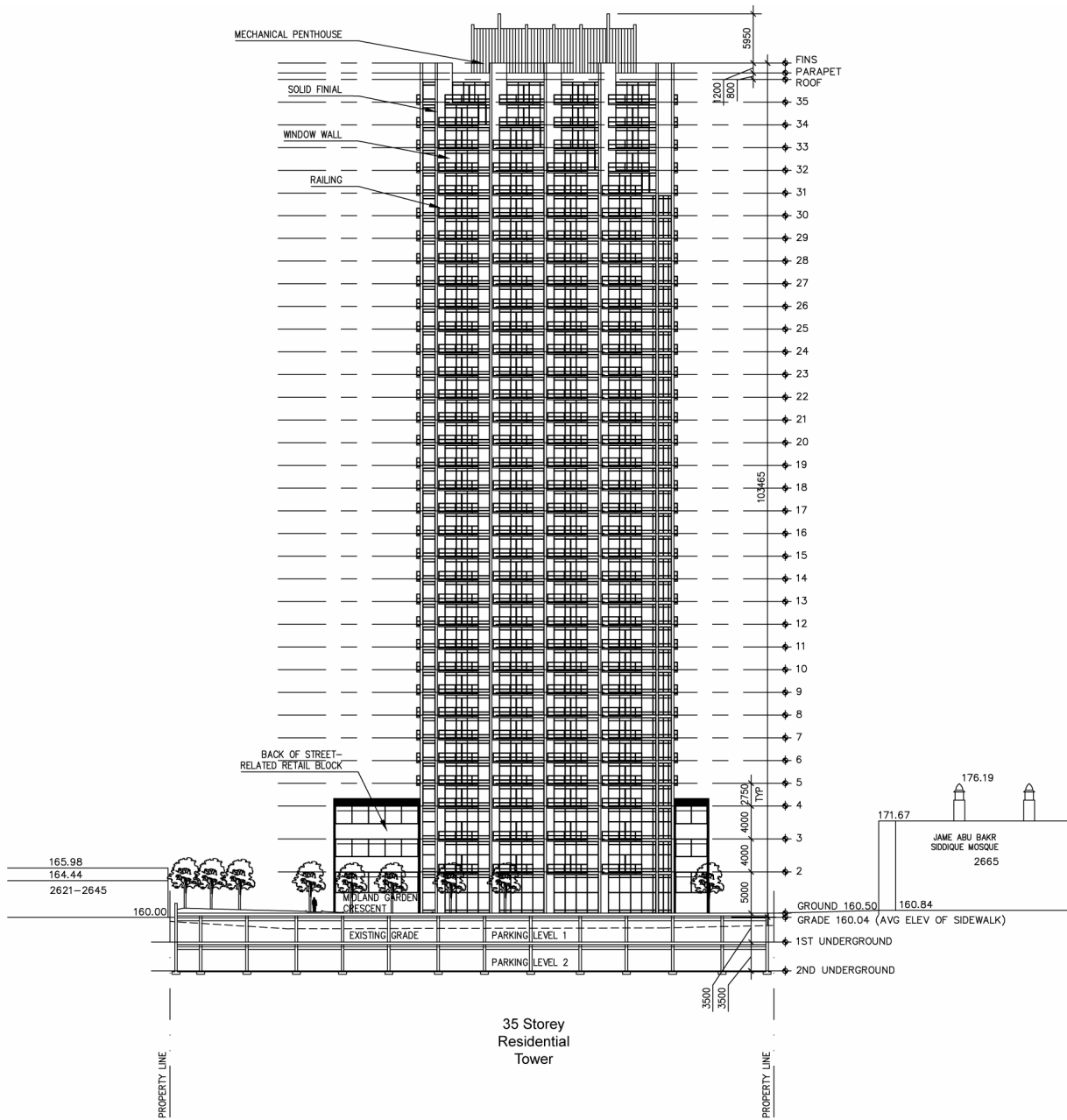
### North Elevation Plan - 3 Storey Retail and Office Building      2655 Lawrence Avenue East 35 Storey Residential Tower

Applicant's Submitted Drawing

Not to Scale  
05/20/08

File # 08-153889 OZ

### Attachment 3: South Elevation (35 storey Residential Tower)



## South Elevation Plan - 35 Storey Residential Tower

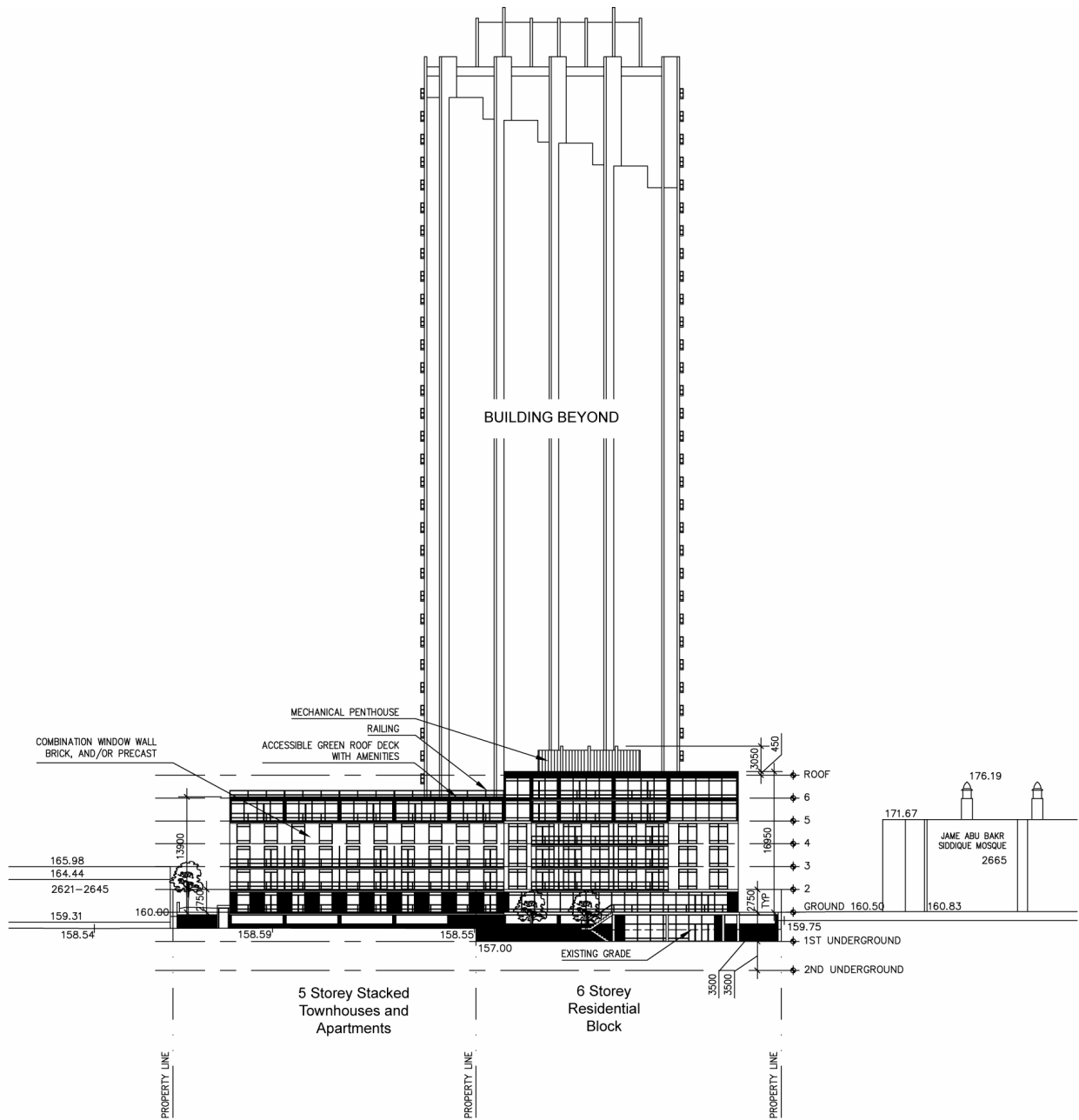
2655 Lawrence Avenue East

Applicant's Submitted Drawing

Not to Scale  
05/20/08

File # 08-153889 0Z

**Attachment 4: South Elevation (5 & 6 Storey Residential Block)**



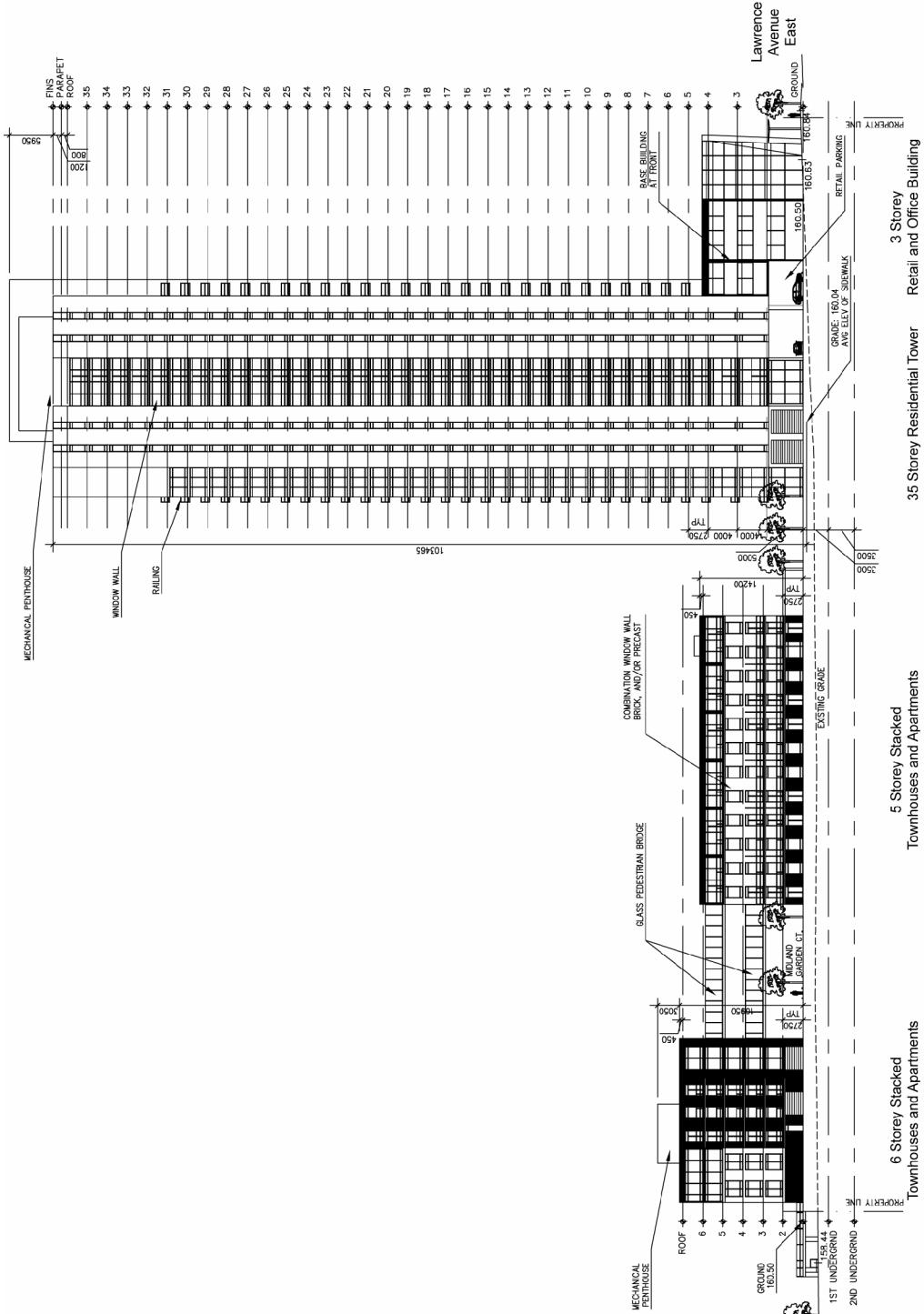
**South Elevation Plan - 5 & 6 Storey Residential Block**  
 Applicant's Submitted Drawing

**2655 Lawrence Avenue East**

Not to Scale  
 05/20/08

File # 08-153889 OZ

Attachment 5: East Elevation



2655 Lawrence Avenue East

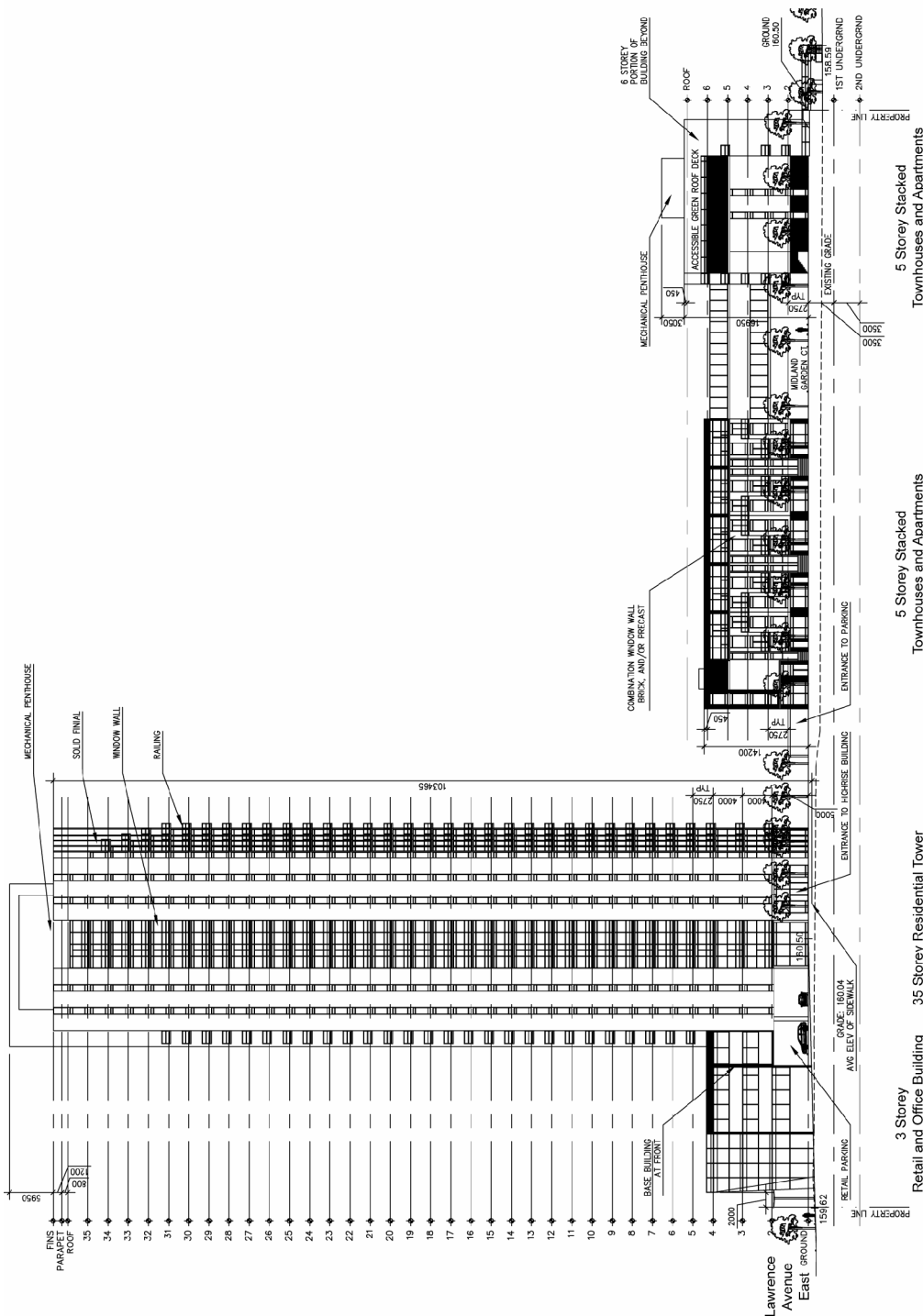
East Elevation Plan

Applicant's Submitted Drawing

Not to Scale  
05/20/08

File # 08-153889 0Z

Attachment 6: West Elevation



**West Elevation Plan**  
2655 Lawrence Avenue East

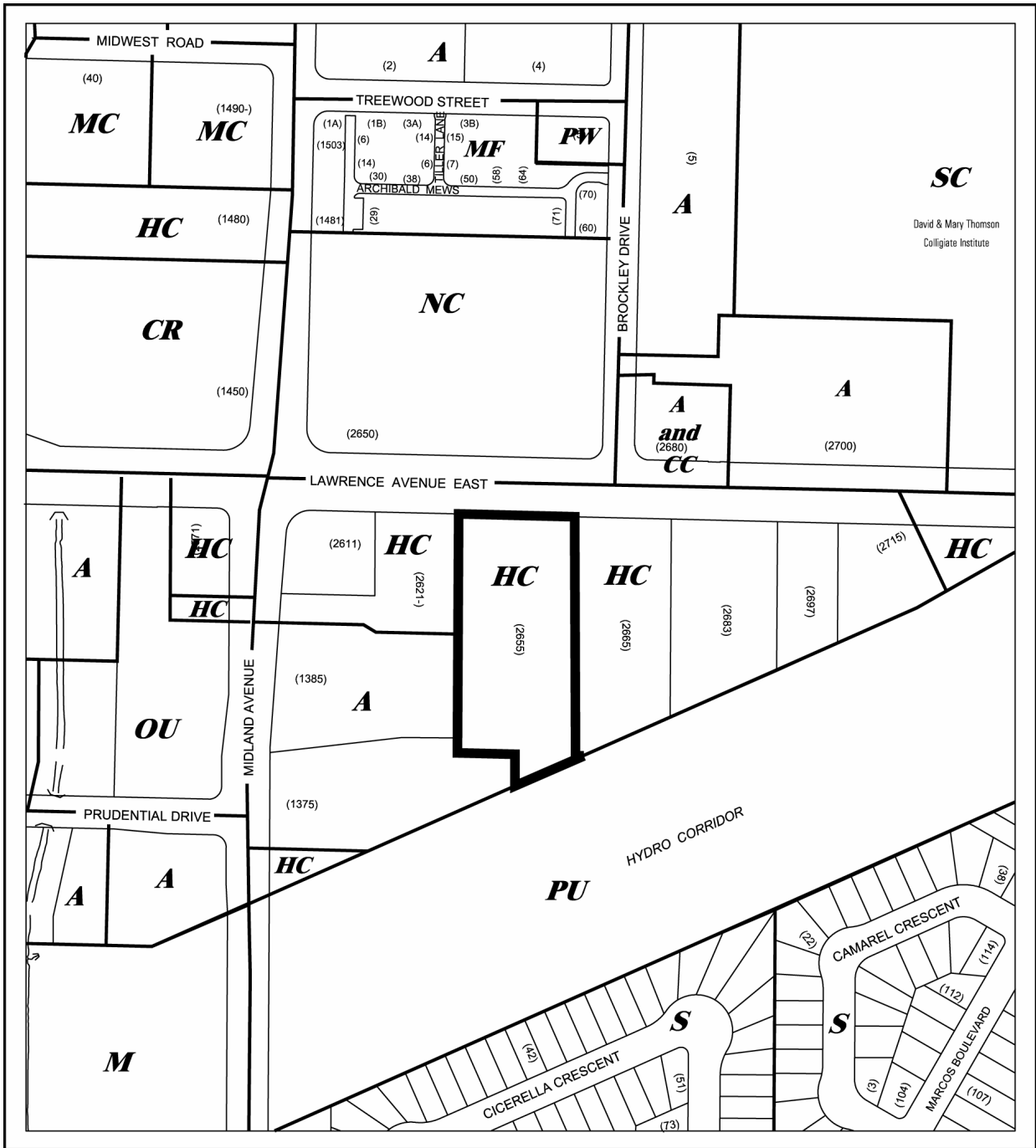
Applicant's Submitted Drawing

Not to Scale  
05/20/08

File # 08-153889 OZ



## Attachment 7: Zoning



**TORONTO** City Planning  
Division  
**Zoning**

2655 Lawrence Avenue East  
File # 08-153889 0Z

**S** Single - Family Residential  
**MF** Multiple - Family Residential  
**A** Apartment Residential  
**CC** Community Commercial  
**HC** Highway Commercial

**NC** Neighbourhood Commercial  
**PW** Place(s) Of Worship  
**PU** Public Utilities  
**SC** School  
**OU** Office Uses

**CR** Commercial/residential Zone  
**MC** Industrial Commercial Zone  
**M** Industrial Zone

Bendale Community By-law  
Not to Scale  
05/13/08



## Attachment 8: Application Data Sheet

Application Type	Rezoning	Application Number:	08 153889 ESC 37 OZ
Details	Rezoning, Standard	Application Date:	May 1, 2008

Municipal Address: 2655 LAWRENCE AVE E  
 Location Description: CON D PT LT26 \*\*GRID E3709  
 Project Description: Proposal is for a mixed use development containing 425 residential units, and approximately 2,025 square metres of commercial uses (retail/office), in three buildings ranging in height from five to 35 storeys

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
MALONE GIVEN PARSONS LTD			PROPERTY FORCE (CANADA) INC

### PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:
Zoning:	HC-Highway Commercial	Historical Status:
Height Limit (m):		Site Plan Control Area: Y

### PROJECT INFORMATION

Site Area (sq. m):	11443.25	Height:	Storeys:	35
Frontage (m):	73.15		Metres:	103.47
Depth (m):	170.51			
Total Ground Floor Area (sq. m):	2897.45			<b>Total</b>
Total Residential GFA (sq. m):	33553.47		Parking Spaces:	0
Total Non-Residential GFA (sq. m):	4048.74		Loading Docks	3
Total GFA (sq. m):	37602.21			
Lot Coverage Ratio (%):	25.3			
Floor Space Index:	3.29			

### DWELLING UNITS

### FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Tenure Type:	Condo		
Rooms:	0	Residential GFA (sq. m):	33553.47
Bachelor:	3	Retail GFA (sq. m):	674.62
1 Bedroom:	237	Commercial/Office GFA (sq. m):	1349.24
2 Bedroom:	183	Industrial GFA (sq. m):	0
3 + Bedroom:	2	Institutional/Other GFA (sq. m):	128.16
Total Units:	425		

**CONTACT: PLANNER NAME: Kelly Dynes, Planner**  
**TELEPHONE: 416-396-4250**