

1625 Military Trail – Official Plan, Rezoning and Site Plan Control Applications – Preliminary Report

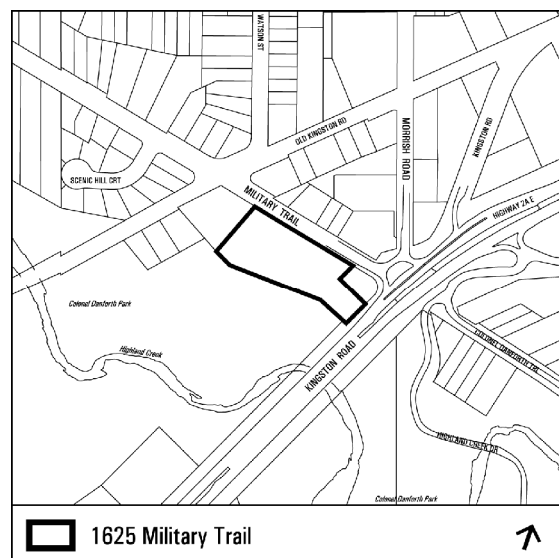
Date:	June 1, 2010
To:	Scarborough Community Council
From:	Director, Community Planning, Scarborough District
Wards:	Ward 44 – Scarborough East
Reference Number:	10 155068 ESC 44 OZ and 10 155082 ESC 44 SA

SUMMARY

This application was made on April 19, 2010 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

An official plan amendment, zoning by-law amendment and site plan control application have been submitted for a 4-storey, 160-unit retirement home. The gross floor area of the proposed building is 13 111 square metres (141,130 square feet). A total of 66 at grade parking spaces are proposed. The official plan amendment application is required to amend Site and Area Specific Policy Number 293 to provide for a 160-unit retirement home and to reduce the right-of-way width of Military Trail between Old Kingston Road and Highway 2A from 27 metres to 23 metres. The zoning by-law amendment application seeks to rezone the property from Multiple-Family Residential (M) in the Highland Creek Community Zoning By-law No. 10827 to an Apartment Residential (A) Zone.

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



The application has been circulated to City divisions and external agencies, where appropriate, for comment. The report recommends that a community consultation meeting be scheduled by City Planning staff, in consultation with the Ward Councillor. A final report and a public meeting under the Planning Act is targeted for the first quarter of 2011, providing the applicant submits required information in a timely manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 1625 Military Trail 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

In December 2004, applications to amend the official plan and zoning by-law (application number 04 203969 ESC 44 OZ) were filed with the City for a 4-storey, 126-unit condominium apartment building. The applications were appealed on July 27, 2005 to the Ontario Municipal Board (OMB) but the owners of the property (under an agreement of purchase and sale), did not proceed with the appeals.

Revised applications were submitted to the City in August 2005 and October 2005, for a townhouse proposal comprised of 66 units having a gross floor area of approximately 10 300 square metres (110,872 square feet). Appeals at the OMB were subsequently revised to reflect this townhouse proposal in October 2005. A Request for Directions report recommending that City Council refuse the townhouse proposal and to schedule a community consultation meeting was considered and approved, with amendments, by City Council on January 31, February 1 and 2, 2006. The Request for Directions report can be found through the following link:

<http://www.toronto.ca/legdocs/2006/agendas/council/cc060131/sc1rpt/cl011.pdf>

Both the City and the Toronto Region Conservation Authority appeared at the Ontario Municipal Board hearing in opposition to the appeals. The OMB, in its decision/order dated April 27, 2006 (OMB Order/Decision No. 1242) allowed the appeals and supported the proposed townhouse development. The owner of the property has chosen not to proceed with this project.

Pre-Application Consultation

Pre-application consultation meetings were held in late summer and early fall of 2009 to discuss the complete application submission requirements as well as various issues related to the proposal that included massing, height, ground floor uses, parking and access, landscaping and streetscaping, building setbacks, views to the Highland Creek ravine, operation of the retirement home and Section 37 requirements.

ISSUE BACKGROUND

Proposal

The applicant has submitted official plan amendment, zoning by-law amendment and site plan control applications to permit the construction of a 4-storey retirement home having a gross floor area of 13 111 square metres (141,130 square feet) and a total of 160 units (25 studio units, 109 one bedroom units and 26 two bedroom units). The proposed retirement home is anticipated to house 75 to 200 residents and generate between 30 to 40 employees. Proposed floor areas for the dwelling units range from 36.5 square metres (393 square feet) for a studio unit to 78 square metres (837 square feet) for a two bedroom unit. Amenities for the residents are to be located on the basement and main level of the building as well as outside of the building towards the southern boundaries of the property. A common dining room, common kitchen and a lounge area are proposed on the main floor as well as some small scale personal service shops. A total of 66 surface parking spaces are proposed.

Site and Surrounding Area

The subject parcel is located within the core area of the Highland Creek Community known as the Highland Creek Village. The site is irregularly shaped, is approximately 1.03 hectares (2.55 acres) in size and is located at the confluence of Kingston Road/Highway 2A and Military Trail. The property is adjacent to Colonel Danforth Park which forms a part of the Highland Creek Ravine. The site was previously developed with a one-storey motel (The Inn on the Creek) which has since been demolished. Currently, a one-storey sales pavilion is located on the site which is not presently being used.

Immediately adjacent this site on the south side is an automobile service shop located at the southwest corner of Military Trail and Kingston Road while a place of worship is located at the southeast corner of Military Trail and Old Kingston Road. Along the west side of Old Kingston Road are single-family dwellings and to the north of the site across Military Trail is a cluster of automobile related uses including vehicle sales operations and vehicle repair shops.

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 Toronto Official Plan designates these lands Mixed Use Areas as identified on Land Use Plan – Map 23. The subject lands are also part of the Highland Creek Secondary Plan and are subject to Site and Area Specific Policy Number 293 which permits 66 townhouses. Military Trail is identified on Schedule 1 to the Official Plan as requiring a 27 metre right-of-way from Old Kingston Road to Military Trail.

Mixed Use Areas provide for a broad range of commercial, residential, institutional and parks and open spaces uses which would enable residents to “live, work and shop in the same area, or even the same building, giving people an opportunity to depend less on their cars and create districts along transit routes that are animated, attractive and safe.”

Development criteria for developments in Mixed Use Areas are set out in Section 4.5.2 of the Plan. Public Realm and Built Form policies are set out Sections 3.1.1 and 3.1.2.

The southern portion of the property forms part of the City's Natural Heritage System as identified on Map 9 in the Official Plan. The natural heritage system is comprised of areas where protecting, restoring and enhancing the natural features and functions should have a high priority in City building decisions. Proposed development in or near the natural heritage system will be evaluated to assess the development's impacts on the City's natural heritage system. Official Plan policies provide that development will be set back by at least 10 metres, or more if warranted by the severity from the top-of-bank of valleys, ravines, bluffs and other locations where slope instability, erosion, flooding or other physical conditions present a significant risk to life or property.

Highland Creek Secondary Plan

The property forms part of the core development area in the Highland Creek Secondary Plan which is located in the Highland Creek Village. Policy 2.1.4 provides for a variety of uses including residential uses at a density not exceeding 37 units per hectare. The

Secondary Plan seeks to relate the height and mass of development to a pedestrian scale while, at the same time, framing the street with a built form that reinforces a village environment based on historical references. Development within the Village is to be developed in accordance with the Highland Creek Urban Design Guidelines.

Zoning

The subject parcel is currently zoned, Multiple-Family Residential (M) Zone in the Highland Creek Community Zoning By-law Number 10827 which permits multiple-family dwellings, single-family dwellings, two-family dwellings, correction group homes, day nurseries and private home day care.

The current zoning for this property (as ordered by the OMB) permits:

- i) a maximum of 67 dwelling units;
- ii) a maximum gross floor area of 10 300 square metres (110,872 square feet);
- iii) a maximum coverage of 30%;
- iv) a minimum front yard setback on Military Trail of 1.2 metres (4 feet);
- v) a minimum interior side yard setback of 7 metres (23 feet);
- vi) a minimum exterior side yard setback on Kingston Road of 2 metres (7 feet);
- vii) a minimum rear yard setback of 5 metres (16.4 feet);
- viii) a minimum top of slope setback of 10 metres (33 feet);
- ix) a minimum number of 2 parking spaces per dwelling; and
- x) a maximum height of 11 metres (36 feet).

Site Plan Control

The lands are subject to site plan control. A site plan application has been filed with the City and is being processed concurrently with the official plan amendment and zoning by-law amendment applications.

Ravine Control

The property is subject to the City's Ravine and Natural Heritage Feature By-law 513-2008 which was adopted by City Council in May 2008 to protect important natural features that are at risk due to the degradation as a result of the removal of trees, changes in grade and lack of management for the area.

The site falls within the Toronto and Region Conservation Authority's Area of Interest. As such, the application will be reviewed by the Authority to determine if the proposal will affect or be affected by nearby natural areas and whether permits are required for the development pursuant to Ontario Regulation 166/06.

An Environmental Impact Study, Servicing and Stormwater Management and a Natural Heritage Impact Study have been submitted in support of the application which will be reviewed by staff as part of the application process.

Tree Preservation

There are trees on the property which are subject to the City's Tree Preservation By-law No. 388-2000, as amended. The purpose of the by-law is to preserve significant trees on private property in the City of Toronto. The by-law also assists in sustaining the urban forest in the City and to educate individuals with respect to tree protection measures and alternatives to tree injury and destruction. The applicant has provided a tree preservation plan that indicates some trees will require removal to accommodate the development. The owner will be required to obtain the necessary permits prior to removing any trees pursuant to the City's Tree Protection By-law.

Heritage Preservation

The property has been identified as having archaeological resource potential. The applicant has submitted a Phase 1 Archaeological Assessment which will be reviewed and assessed by the City's Heritage Preservation Services staff.

Toronto Green Standard

The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, waste reduction and recycling.

The TGS Checklist submitted by the applicant is outdated. Staff has requested that a new checklist be filed and submitted. Once the more current checklist has been filed, it will be reviewed by City staff for compliance with the Tier 1 performance measures.

Reasons for the Application

Amendments to the Official Plan are required to provide for a 160-unit retirement residence whereas Site and Area Specific Policy Number 293 provides for 66 townhouse units. The applicant is also seeking to amend the Official Plan to reduce the right-of-way width of Military Trail between Old Kingston Road and Highway 2A from 27 metres to 23 metres.

Amendments to the zoning by-law are required in order to rezone the property to Apartment Residential (A) Zone to permit:

- i) a retirement home by increasing the maximum number of units permitted on site from 67 units to 160 units;

- ii) an increase in maximum gross floor area from 10 300 square metres (110,872 square feet) to 13 111 square metres (141,130 square feet);
- iii) an increase in the coverage from 30% to 33%;
- iv) a minimum side yard setback of 4 metres (13 feet);
- v) a minimum rear yard setback of 10 metres (33 feet);
- vi) a reduction in the parking requirement from 1.25 spaces per dwelling unit to 0.41 parking spaces per dwelling unit; and
- vii) an increase in the building height from 11 metres (36 feet) to 4 storeys or 16.9 metres (55 feet).

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- a) Planning Rationale;
- b) Subsurface Investigation and Slope Stability Assessment (for 1625 Military Trail);
- c) Phases 1 and II Environmental Site Assessment (for 6000 Kingston Road);
- d) Soil Investigation (for 6000 Kingston Road);
- e) Delineation Study (for 6000 Kingston Road);
- f) Addition to Report and Foundations;
- g) Phase 1 Environmental Site Assessment (for 1625 Military Trail);
- h) Phase II Environmental Site Assessment (for 1625 Military Trail);
- i) Noise Impact Statement Project;
- j) Traffic Impact Study/Traffic Operations Assessment/Parking Study;
- k) Environmental Impact Statement and Natural Heritage Impact Study;
- l) Stage 1 and Stage 2 Archaeological Assessment;
- m) Municipal Servicing and Stormwater Management;
- n) Tree Preservation Plan;
- o) Green Development Checklist;
- p) Accessibility Guideline (letter); and
- q) Sun/Shadow Pattern Study.

A Notification of Incomplete Application was issued on May 26, 2010 and identifies that the most current Green Development Checklist remains the only outstanding item required for a complete application submission.

Issues to be Resolved

The application has been circulated to City divisions and public agencies for comments prior to presenting a final report to Scarborough Community Council. The following issues have been identified by staff to date:

- i) Density;
- ii) Massing and Height;
- iii) Property Consolidation;

- iv) Traffic Impacts and Parking;
- v) Natural Heritage and Buffer Zone;
- vi) Section 37;
- vii) Urban Design;
- viii) Parkland Dedication; and
- ix) Site Plan.

Density

The Highland Creek Secondary Plan provides for a range of uses including residential uses not exceeding a maximum of 37 units per hectare whereas the applicants are proposing 148 units per hectare (without the road widening) or 155 units per hectare (with the road widening). The Ontario Municipal Board approved 66 townhouses for the property which results in a density of 61 units per hectare. A review of the proposed density is required since the increase represents an approximate 40% increase in the number of units proposed. The maximum gross floor area approved by the Ontario Municipal Board was 10 300 square metres (110,872 square feet) whereas the proposed gross floor area of the retirement home is 13 111 square metres (141,130 square feet). The density will be evaluated against existing developments in the community in order to determine how the development fits within the existing and planned context for the area.

Massing and Height

Staff are concerned with the proposed building height of 4 storeys and with the building's massing along Military Trail. The proposed building wall along the Military Trail frontage is approximately 110 metres (361 feet) in length, contains no step-backs in height and lacks sufficient building articulation. Views to the Highland Creek ravine have been minimized.

The applicant has been encouraged to consider alternatives including: 1) separating the building into two sections with a pedestrian walkway linking these two building blocks at the second storey or above; 2) use of stepbacks at the third storey to mitigate the building mass; and/or 3) re-orienting the eastern portion of the building to mirror the western end of the building. Proposed massing and building height will be reviewed in consultation with Urban Design staff.

Property Consolidation

The applicant has submitted a preliminary plan illustrating how the property located at the southwest corner of Military Trail and Highway 2A could be developed in the future. To facilitate redevelopment of the remaining parcel of land, the applicant has indicated that they are willing to provide access easements if required from the proposed driveway to the corner site. The applicant has indicated that the corner site is contaminated and the cost for clean-up and conversion of this property to residential uses may be cost prohibitive. Staff will evaluate the concept plan for the redevelopment of this property.

Traffic Impacts and Parking

The applicant has filed a Traffic Impact Study/Traffic Operations Assessment/Parking Study which will be reviewed and assessed by Transportation Services and Transportation Planning staff. Staff are currently reviewing whether the proposed

parking ratio of 0.4125 parking spaces per unit will be sufficient for the operations of the retirement home.

Staff are also concerned with the number of at-grade parking spaces as they act as a barrier between the retirement home and the Highland Creek Ravine. Staff have encouraged the applicant to relocate a portion of the parking area underground.

Natural Heritage and Buffer Zone

Staff will assess the impact of development on the natural heritage system, including the identification of measures to mitigate any resulting impacts and to improve the natural heritage system. Staff will also determine whether or not the proposed buffer zone will need to be extended. The Toronto and Region Conservation Authority is the owner of the adjacent lands (Highland Creek Ravine) and has indicated that they wish to acquire the proposed buffer zone as part of the public open space system. The applicant is not in support of the conveyance of the buffer lands to a public agency.

Section 37

Section 37 authorizes a municipality with appropriate official plan provisions to pass zoning by-laws involving increases in the height or density otherwise permitted by the zoning by-law, in return for the provision by the owner of community benefits. Community benefits must be set out in the zoning by-law and may be secured in an agreement which may be registered on title.

Staff will, in consultation with the Ward Councillor, identify required community benefits. Staff will then discuss with the applicant and/or owner(s) the manner in which the City will secure these benefits.

Urban Design

The Highland Creek Urban Design Guidelines provide a framework to guide future development within the Highland Creek Village. The proposal will be reviewed against these guidelines together with the built form and public realm policies in the Official Plan. The applicants are encouraged to reinforce a village environment based on historical reference, provide development that supports street related activities, enhance the pedestrian experience by creating strong pedestrian spaces and connections within and between the private and public realm and add visual interest to open spaces and the Highland Creek Ravine.

Parkland Dedication

The applicants will be subject to the City's parkland dedication requirements. Parks staff in consultation with Planning staff will determine the appropriate contributions to be secured based on the proposed development.

Site Plan

Site Plan issues such as loading, landscaping, tree replacement, on-site circulation, site lighting, fencing, lighting, location of parking areas, indoor and outdoor amenity spaces, rooftop mechanical equipment, balconies, storage areas, bicycle parking, among other matters, will need to be finalized to the satisfaction of City staff.

Application Circulation

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

CONTACT

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E-mail: kdarling@toronto.ca

SIGNATURE

Allen Appleby, Director
Community Planning, Scarborough District

ATTACHMENTS

Attachment 1: Site Plan

Attachment 2: North Elevations

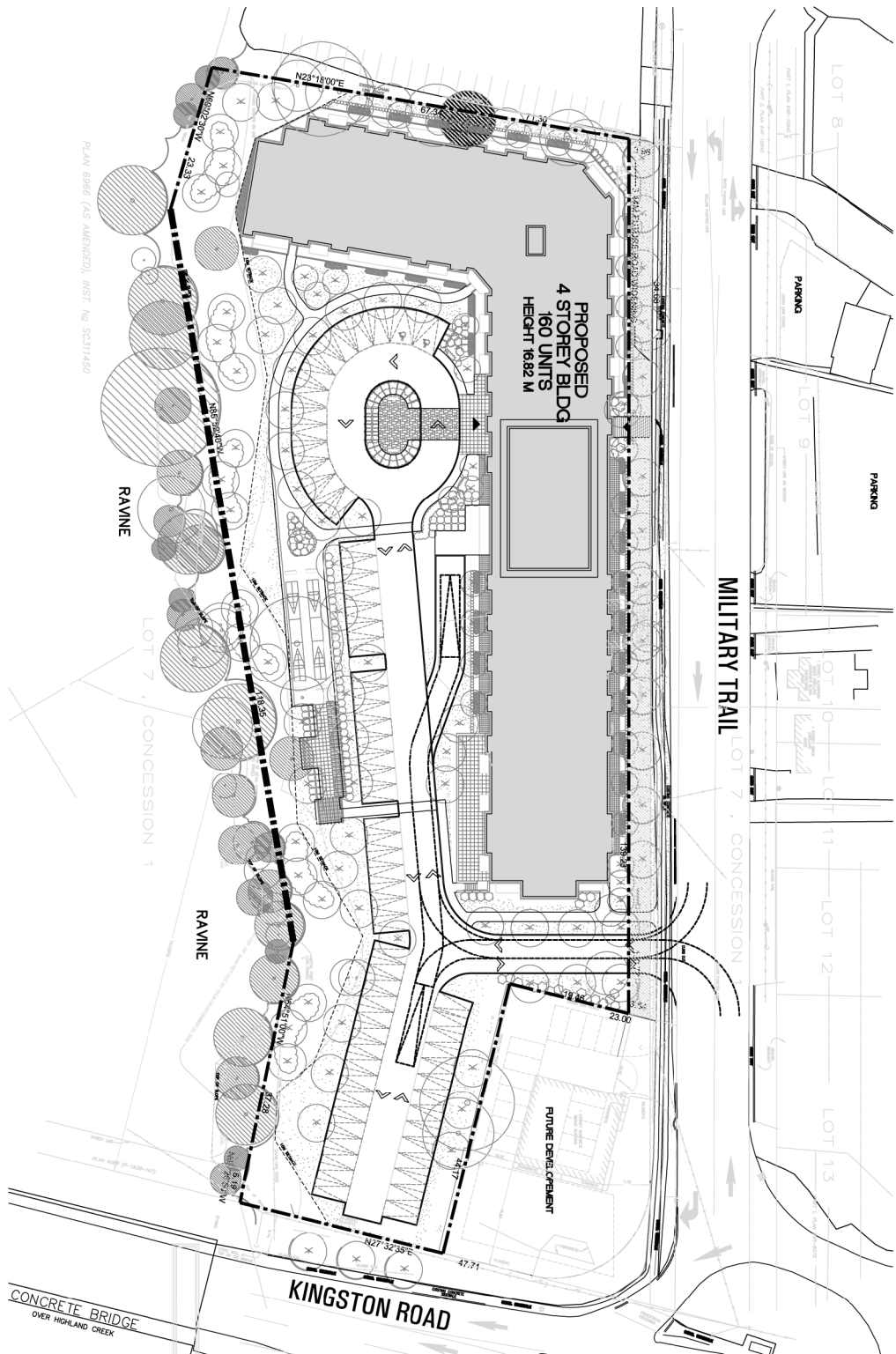
Attachment 3: South Elevations

Attachment 4: Zoning

Attachment 5: Official Plan

Attachment 6: Application Data Sheet

Attachment 1: Site Plan



Site Plan

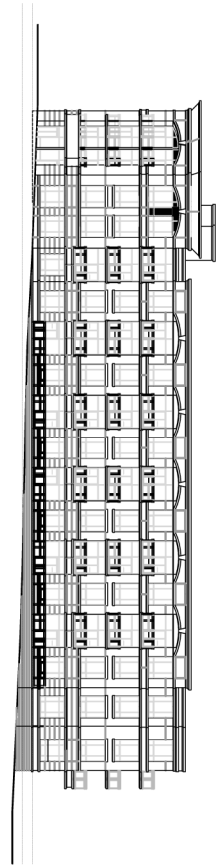
Applicant's Submitted Drawing

Not to Scale
5/17/10

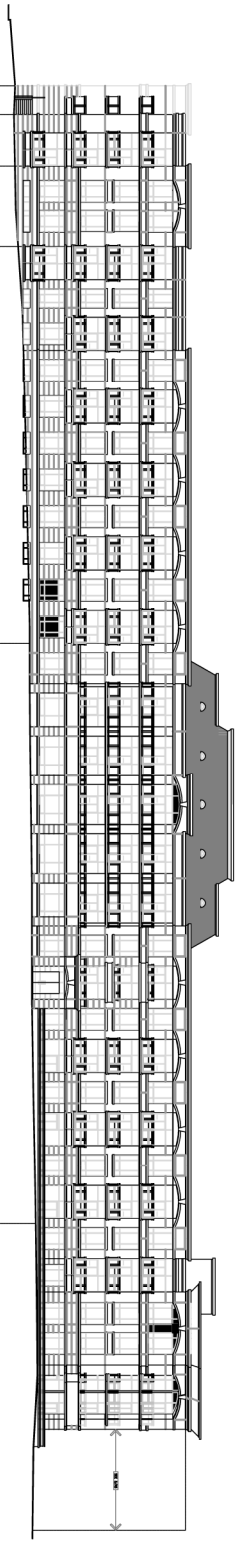
1625 Military Trail

File # 10-155082 SA

Attachment 2: North Elevations



NORTH-WEST



NORTH-EAST

Elevation Plans

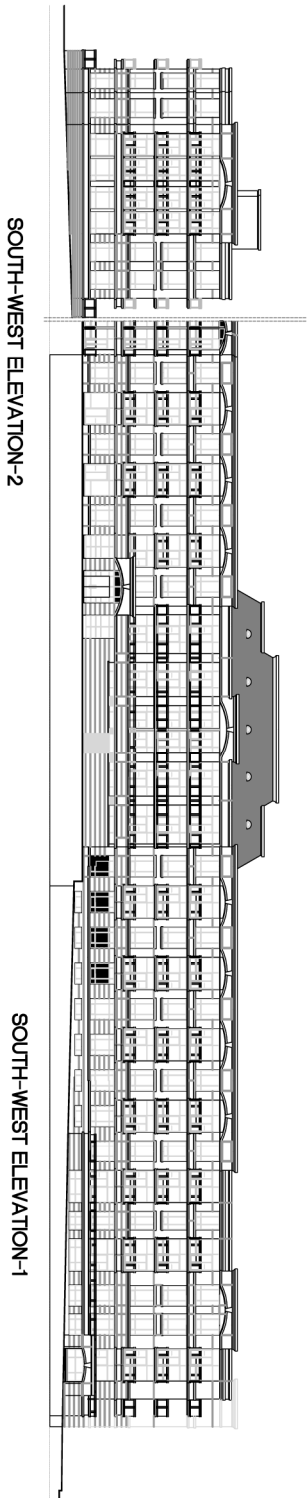
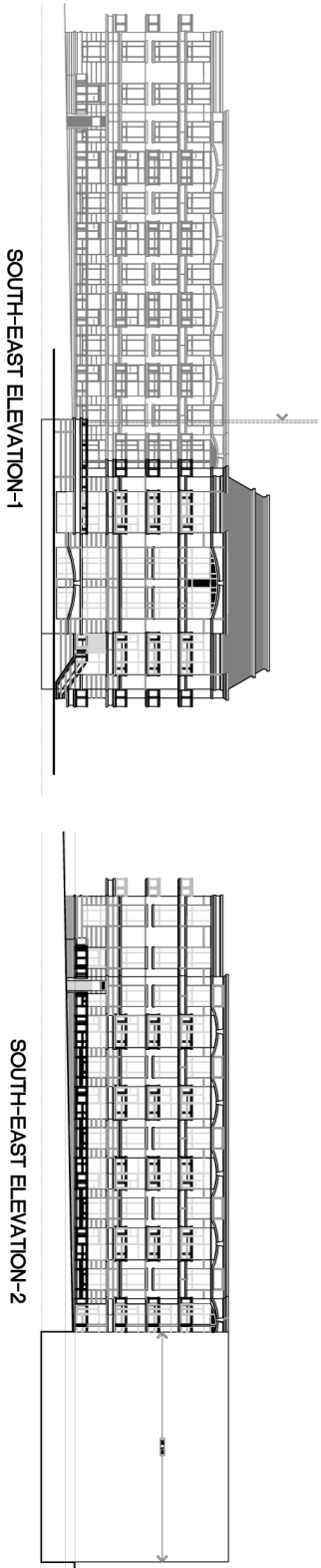
Applicant's Submitted Drawing

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Attachment 3: South Elevations



Elevation Plans

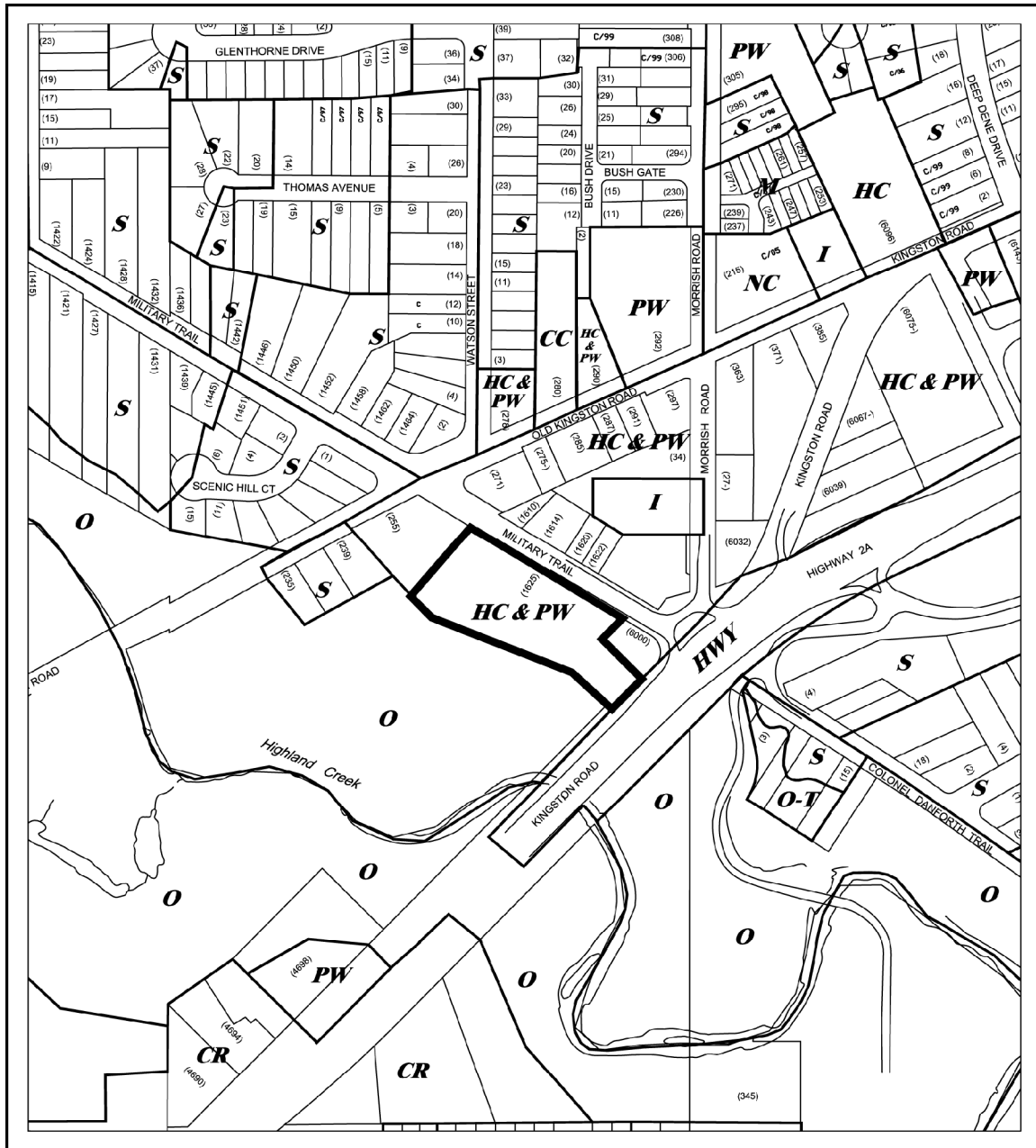
Applicant's Submitted Drawing

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Attachment 4: Zoning



Toronto City Planning
Division
Zoning

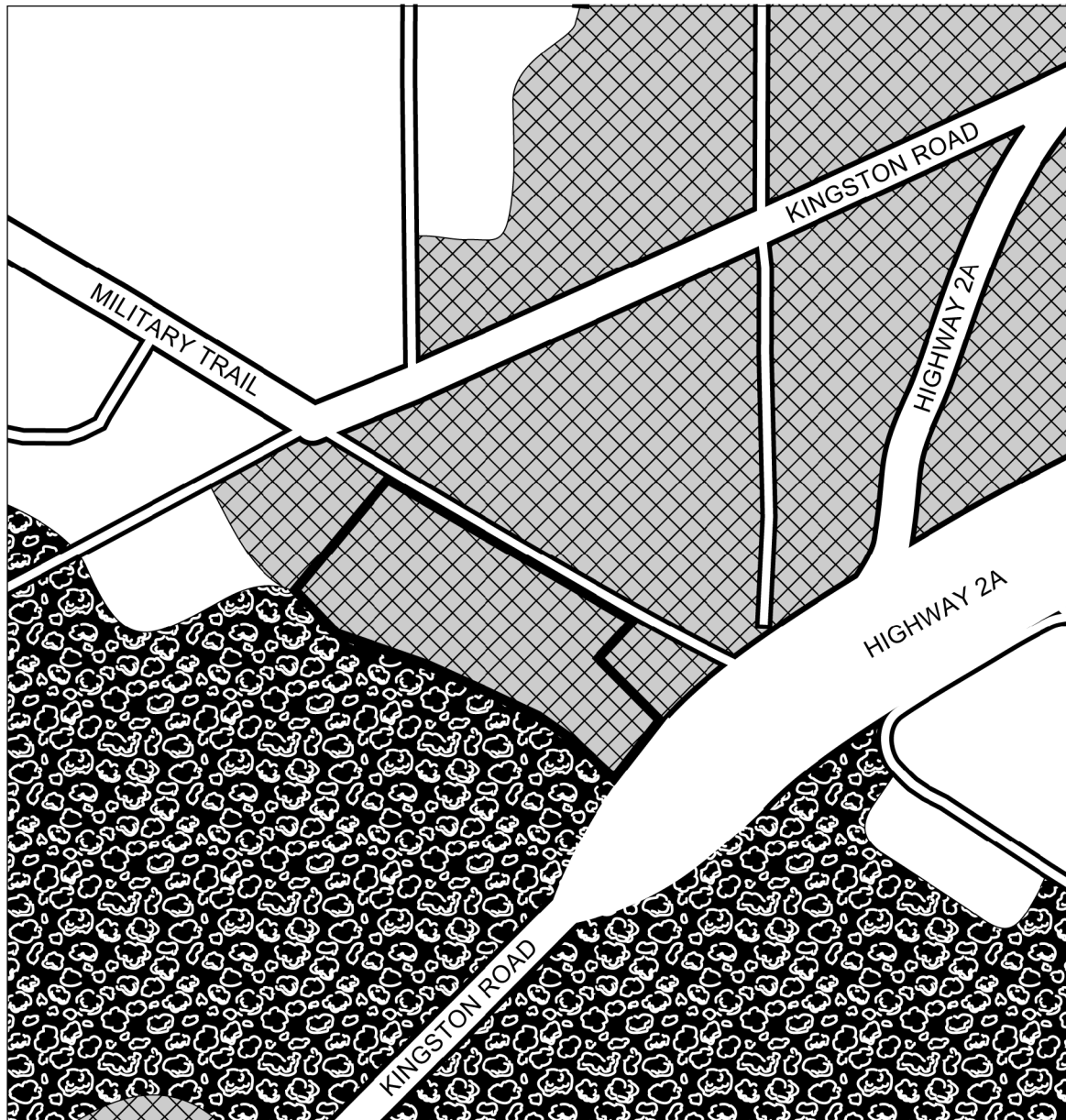
1625 Military Trail
File # 10-155082 SA and 10-155068 OZ

S Single - Family Residential	NC Neighbourhood Commercial	O Major Open Spaces
M Multiple - Family Residential	HC Highway Commercial	O-T Temporary Major Open Spaces
CC Community Commercial	I Institutional	
CR Commercial / Residential	PW Place(s) Of Worship	

Highland Creek Community By-law
Not to Scale
5/13/10



Attachment 5: Official Plan



Toronto City Planning
Official Plan

1625 Military Trail

File # 10-155082 SA, 10-155068 OZ



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Not to Scale
05/18/10

Attachment 6: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	10 155068 ESC 44 OZ
Details	OPA & Rezoning, Standard	Application Date:	April 19, 2010
Municipal Address:	1625 MILITARY TRL		
Location Description:	CON 1 PT LOT 7 **GRID E4404		
Project Description:	An Official Plan Amendment, Zoning By-law Amendment and Site Plan Control application have been submitted for a 4-storey, 160 unit retirement home. The gross floor area of the proposed building is 13, 111 square metres. A total of 66 at grade parking spaces are proposed.		
Applicant:	Agent:	Architect:	Owner:
PMG PLANNING CONSULTANTS			MAROWYNE HOLDINGS INC.

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	293
Zoning:	Multiple-Family Residential (M)	Historical Status:	
Height Limit (m):	11 metres	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	10812.4	Height:	Storeys:	4
Frontage (m):	139.53		Metres:	16.62
Depth (m):	0			
Total Ground Floor Area (sq. m):	3399.88			Total
Total Residential GFA (sq. m):	10458.6		Parking Spaces:	66
Total Non-Residential GFA (sq. m):	2652.7		Loading Docks	0
Total GFA (sq. m):	13111.3			
Lot Coverage Ratio (%):	27.95			
Floor Space Index:	1.21			

DWELLING UNITS

Tenure Type:

Rooms:	0
Bachelor:	26
1 Bedroom:	105
2 Bedroom:	29
3 + Bedroom:	0
Total Units:	160

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Residential GFA (sq. m):	10458.6	0	0
Retail GFA (sq. m):	0	0	0
Office GFA (sq. m):	0	0	0
Industrial GFA (sq. m):	0	0	0
Institutional/Other GFA (sq. m):	2652.7	0	0

CONTACT:	PLANNER NAME:	Katrien Darling, Senior Planner
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