

## STAFF REPORT ACTION REQUIRED

55 Mac Frost Way (Northern Portion) - Official Plan & Zoning By-law Amendment Application - Preliminary Report

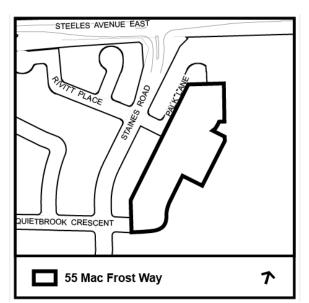
Date:	March 23, 2015		
То:	Scarborough Community Council		
From:	Acting Director, Community Planning, Scarborough District		
Wards:	Ward 42 – Scarborough-Rouge River		
Reference Number:	14 267707 ESC 42 OZ		

#### SUMMARY

The Official Plan and rezoning application proposes to permit a 37-unit residential development at the northerly portion of the existing Cedar Brae Golf and Country Club lands. The proposal would consist of 35 street townhouses and 2 semi-detached dwelling units fronting onto the extension of Mac Frost Way. A draft plan of subdivision application has been submitted to support the Official Plan and rezoning application. The subject lands collectively are known as 55 Mac Frost Way.

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 normal planning process including the scheduling of a community consultation meeting. A final report will be prepared and a public meeting will be scheduled once the issues raised during the review of the development proposal have been satisfactorily addressed.



#### RECOMMENDATIONS

#### The City Planning Division recommends that:

- 1. Staff be directed to schedule a community consultation meeting for the lands at 55 Mac Frost Way 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 of the Planning Act.

#### **Financial Impact**

The recommendations in this report have no financial impact.

#### **DECISION HISTORY**

On December 15, 2004, Cedar Brae Golf and Country Club submitted an Official Plan and Zoning By-law amendment application and a plan of subdivision application which included a portion of their lands and the adjacent lands immediately to the east (6461 Steeles Avenue East). The development scheme envisioned 45 townhouses and 148 single detached dwellings. On the adjacent lands, owned by the Runnymede Development Corporation at that time, a new clubhouse, maintenance building, and fairways were contemplated. The submission of required supporting reports and a final development scheme was not made. A final decision on a development proposal was not made by City Council. The application files were subsequently closed.

More recently, applications for rezoning and draft plan of subdivision proposing a residential development on a southern portion of the Cedar Brae Golf and Country Club lands were submitted on February 3, 2012 and were subsequently approved at the Ontario Municipal Board (OMB) on July 10, 2013. The development consists of 9 single-detached dwellings fronting onto Staines Road and 28 street townhouses fronting onto Twinflower Court, a new public road. This development is under construction. The link to the final Planning staff report is:

http://www.toronto.ca/legdocs/mmis/2013/sc/bgrd/backgroundfile-53897.pdf

The link to the supplementary Planning staff report is:

http://www.toronto.ca/legdocs/mmis/2013/sc/bgrd/backgroundfile-55370.pdf

In August 2014, a site plan application (13 206923 ESC 42 SA) was approved to enable the construction of a new 2-storey clubhouse and to expand the parking area for the Cedar Brae Golf and Country Club. The new clubhouse is currently under construction.

#### **Pre-Application Consultation**

A pre-application consultation meeting was held with the applicant to discuss complete application submission requirements.

#### **ISSUE BACKGROUND**

#### Proposal

The Official Plan amendment proposes to re-designate the subject development area from Parks and Open Spaces - Other Open Space Areas to Neighbourhoods on Map 22, Land Use Plan, and to incorporate the subject development lands into the Morningside Heights Secondary Plan on Map 3-1, Land Use Plan and designating the subject lands to Neighbourhoods.

The Zoning By-law amendment proposes to rezone the subject development area from Open Space – Golf Course Zone (OG) in the Toronto Zoning By-law to Residential Townhouse Zone (RT) and to incorporate the subject lands into the Morningside Heights Zoning By-law with a zoning of Street Townhouse Residential (ST) Zone.

The subject development area involves 1.3 hectares located at the northwestern portion of the Cedar Brae Golf and Country Club lands. The golf course lands have a total area of approximately 65 hectares. The proposal consists of a 37-unit residential development comprised of 35 street townhouses and 2 semi-detached dwelling units fronting onto an extension of Mac Frost Way. All proposed dwellings would be 2-storeys and would contain integral garages. The proposed semi-detached dwelling units would have minimum 7.6 metre lot frontages and a minimum lot depth of approximately 30 metres. The proposed townhouses would have minimum 6 metre frontages and minimum lot depths of approximately 30 metres. All proposed lots would have access from the proposed extension of Mac Frost Way.

The proposed minimum building setback from the street for the wall containing a garage would be 5.75 metres. The proposed minimum rear yard setbacks would be 7.55 metres, except for one rear yard which would have a minimum setback of 6 metres. The proposed floor area for the semi-detached units would be 196 square metres. The proposed floor areas for the townhouses would range between 180 and 260 square metres.

A draft plan of subdivision application (14 267698 ESC 42 SB) submitted in support of the Official Plan and Zoning By-law amendments, would create 7 townhouse blocks, one block for the 2 semi-detached dwelling units, one block for an underground stormwater tank and an 18.5 metre public road, terminating with a cul-de-sac. The residential blocks would be subject to further planning applications to create individual ownerships.

Along most of the westerly limits of the development, a retaining wall of approximately 0.9 metres in height on the subject lands would be required since the grade elevation rises on the subject lands from the existing properties along Staines Road and Palk Lane. A

lesser retaining wall of approximately 0.3 metres would be proposed on the subject lands for the block containing the semi-detached dwelling units.

The subject proposal would also necessitate an amendment to the approved site plan for the clubhouse re-construction such as recognizing the extension of Mac Frost Way and a reconfigured entrance driveway for the Cedar Brae Golf and Country Club.

The proposed development is illustrated on Attachment 1: Site Plan, Attachment 2: Subdivision Plan and Attachment 3: Elevations. Specific details for the subject proposal are contained in Attachment 8: Application Data Sheet.

#### Site and Surrounding Area

The portion of the Cedar Brae Golf and Country Club lands subject to the proposed residential development is adjacent to existing residential dwellings along the east side of both Staines Road and Palk Lane. This subject golf course area had contained a golf practice area, parking and open space.

The subject development area slopes upward from west to east relative to the existing residential lots. The area contains a number of trees, of which 19 trees are large enough to be subject to the Private Tree By-law. These trees include a mix of Austrian Pine, Colorado Spruce and 2 White Poplars. There are also a number of smaller trees, including a hedgerow of poplar and aspen along the western property limits, of which approximately half are dead. A chain link fence separates the golf course land from the existing residential lots and Palk Lane to the west, and the southern limits of the cul-desac of Palk Lane to the north.

Abutting uses to the subject redevelopment area include:

- North: the cul-de-sac of Palk Lane, a large residential lot containing a single detached dwelling on the south side of Steeles Avenue East, and vacant land used for agriculture on the north side of Steeles Avenue East;
- South: the remaining Cedar Brae Golf and Country Club lands and residential uses within the Morningside Heights Community beyond;
- East: the remaining Cedar Brae Golf and Country Club lands, including the adjacent reconfigured parking area and the Rouge Valley beyond; and,
- West: residential development within the Morningside Heights Community consisting of single-detached dwellings fronting onto Staines Road and beyond and, townhouses accessed from Palk Lane, Rivett Place, and Tait Court.

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

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their

implementation provided that provincial interests are upheld. 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.

The Greenbelt Plan identifies the Greenbelt of the Greater Golden Horseshoe as an area where urbanization should not occur to provide permanent protection to the agricultural land base and the ecological functions and features occurring in this landscape. In particular, it restricts development and land use in the Rouge River Watershed and the Rouge Park area in Toronto. City Council's planning decisions are required to conform, or not conflict, with the Greenbelt Plan.

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

#### **Official Plan**

The subject property is designated Parks and Open Spaces - Other Open Space Areas as shown on Map 22, Land Use Plan, which allows uses primarily for golf courses, cemeteries and open spaces associated with utilities and other specialized uses and facilities. The Parks and Open Spaces policies in Policy 4.3 states that development is generally prohibited except for recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities where supported by appropriate assessment. Any development within Parks and Open Spaces will: protect, enhance or restore trees, vegetation and other natural heritage features; preserve or improve public visibility and access, except where access will damage sensitive natural heritage features or areas; and respect the physical form, design, character and function of Parks and Open Spaces.

The Built Form policies in Policy 3.1.2 specify that new development be located and organized to fit with its context. New developments are to be massed to fit harmoniously into their existing planned context by creating appropriate transitions in scale to neighbouring existing and/or planned buildings for the purpose of achieving the objectives of this Plan, providing for adequate light and privacy, and adequately limiting any resulting shadowing of and uncomfortable wind conditions on, neighbouring streets, properties and open spaces.

The Public Realm policies in Policy 3.1.1.14 states that new public streets will be designed to, among other matters: provide connections with adjacent neighbourhoods; provide access and addresses for new developments; allow the public to freely enter without obstruction; create adequate space for matters such as utilities and utility maintenance; and, provide access for emergency vehicles. The design standards for new

public local streets are contained in the Council approved Development Infrastructure Policy and Standards (DIPS).

The Natural Environment policies in Policy 3.4 support strong communities, competitive economy and a high quality of life based on protecting and improving the health of the natural ecosystem to minimize air, soil and water pollution, recognizing rainwater and snowmelt as a resource and managing and improving the quantity and quality of stormwater and groundwater infiltration and flows, as well as, preserving and enhancing the urban forest. Areas within the natural heritage system which contain certain characteristics are particularly sensitive and require additional protection to preserve their environmentally significant qualities. All proposed development in or near the natural heritage system will be evaluated to assess the development's impacts on the natural heritage system and identify measures to mitigate negative impacts. The subject development area does not appear to be within the Natural Heritage System on Map 9, Natural Heritage, but would be adjacent.

Adjacent residential areas to the west and south are designated Neighbourhoods on Map 22, Land Use Plan. Neighbourhood policies in Policy 4.1 states that Neighbourhoods are considered physically stable areas. Developments in established Neighbourhoods will respect and reinforce the existing physical character of the neighbourhood, including in particular, the patterns of streets, blocks and lanes; size and configuration of lots; heights, massing, scale and dwelling type of nearby residential properties; prevailing building types; setbacks of buildings from the street; and, prevailing patterns of rear and side yard setbacks and landscaped open space. No changes will be made through rezoning that is not in keeping with the physical character of the neighbourhood.

#### Morningside Heights Secondary Plan

The Morningside Heights Community will be a distinctive quality community which forms a compatible transition between the Rouge Valley to the east and the Tapscott Employment Area west of the community. It is a Community that will provide approximately 2,500 housing units in a range of ground-related housing forms, including detached and semi-detached, street townhouses and other low scale forms of multiple dwellings.

Notwithstanding the provisions of the Neighbourhoods designation, the permitted residential uses in Morningside Heights are limited to detached, semi-detached and street townhouse dwellings, with all lots having individual frontage on a public street. In some locations as shown as Neighbourhood Area "A", block townhouses and similar low scale housing forms at a maximum height of 4-storeys and a maximum density of 100 units per hectare will also be permitted. In certain Neighbourhood Area "A" areas, Site and Area Specific Policy 4 applies. This policy states that the 30-metre setback from the Rouge River stable top-of-bank within the golf course lands will not prevent the use of the setback area for roads, exclusive use or common use open space and, recreation facilities associated with a condominium development, natural regeneration and landscaping and existing golf course and accessory uses.

Notwithstanding the provisions of the Parks and Open Space Areas designation, within Morningside Heights Secondary Plan, this designation is further subdivided, including Parks and Open Space, Area "C" (Golf Course). This sub-category applies to tableland areas within the Cedar Brae Golf and Country Club which permits open spaces, golf course, driving range, club house and accessory uses related to the golf and country club facility. These portions of the Cedar Brae golf course land are also subject to Site and Area Specific Policy 4.

Policies relating to the Rouge Valley indicate that a 30-metre setback from the stable topof-bank will be established and that development adjacent to the valley will have regard for the natural character of the valley, including potential impacts of light and noise and of building height and massing on views from the valley.

In March 2000, the OMB approved the Morningside Heights Secondary Plan. The boundaries of the Secondary Plan appeared to be similar to those lands contained on the former Scarborough Morningside Heights Land Use Study initiated in 1994 which did not contain the subject development area. Policies contained within the OMB approved Morningside Heights Secondary Plan appear to describe lands beyond those boundaries identified in both the Morningside Heights Land Use Study and those within the OMB approved Morningside Heights Secondary Plan, Schedule MH4 Revised, Land Use. In addition, when the Secondary Plan was being prepared to be incorporated within the new Toronto Official Plan in the early 2000's, there were no detailed maps and/or boundary surveys available for this area. Schematic maps were created which may have resulted in unintended discrepancies. As a result, there is ambiguity in determining the policies which apply to the subject development area. Cedar Brae Golf and Country Club did not have a development application at the OMB at that time.

More specifically, it is unclear whether Neighbourhood Area "A" with Site and Area Specific Policy 4 applies to the subject development area which would provide for residential development. The adjacent residential areas to the northwest, west and south of the subject development area clearly are within the Morningside Heights Secondary Plan. The Morningside Heights Secondary Plan is shown on Attachment 6: Secondary Plan, and an enlarged area of the Secondary Plan in relation to the subject development area is shown on Attachment 7: Secondary Plan Excerpt.

#### Morningside Urban Design Guidelines

The Morningside Heights Urban Design Guidelines provides a framework for development in the Morningside Heights Community to ensure that the special qualities of the local area are recognized and enhanced. The proposal will be reviewed in terms of its built form and consistency in architectural design within the Community, building setbacks from the street, building elevation variety within the streetscape, garage design and street lighting.

#### Zoning

The subject lands are zoned Open Space – Golf Course Zone (OG) in Toronto Zoning By-law 569-2013, as approved by City Council on May 9, 2013, which is under appeal in

its entirety. This zone permits: an ambulance depot, a golf course, a fire hall, a park, a police station, a public utility and a transportation use. Other uses that are subject to conditions may also be permitted: an amusement arcade, a club, cogeneration energy, an eating establishment, an education use, an outdoor patio, a personal service shop, a place of assembly, a recreation use, renewable energy, a retail store, a service shop and a take-out eating establishment.

The subject lands are not contained within the Morningside Heights Zoning By-law, approved by the Ontario Municipal Board on June 17, 2002. Cedar Brae Golf and Country Club did not have a development application before the OMB when the Morningside Heights Community was considered by the OMB.

#### Site Plan Control

The proposed townhouses would be subject to site plan control. An application has not been submitted.

#### **Ravine Control**

Ravine staff have reviewed the proposal and have confirmed that the portion of the golf course lands subject to redevelopment are not subject to the Ravine and Natural Feature Protection By-law.

#### **Tree Preservation**

An arborist report has been submitted and is under review by Urban Forestry staff. Of the 19 trees having a 30 cm diameter or more, 16 trees were originally proposed to be removed. These 16 trees are located throughout the subject development area. The remaining 3 trees are located on the adjacent former Frost property to the north containing a single detached dwelling and are proposed to be protected. Urban Forestry has indicated that a tree removal permit for trees located within the subject lands will be required and will be processed concurrently with the Official Plan and Zoning By-law application. The owner has since agreed to submit a tree removal permit application to remove 15 trees.

#### **Reasons for the Application**

The Official Plan amendment proposes to re-designate the subject development area from Parks and Open Spaces - Other Open Space Areas to Neighbourhoods on Map 22, Land Use Plan, and to incorporate the subject development lands into the Morningside Heights Secondary Plan on Map 3-1, Land Use Plan and designating the subject lands to Neighbourhoods in order to permit the proposed residential development.

The applicant has filed the Official Plan amendment out of an abundance of caution. The applicant is of the opinion that Site Specific Policy 4 within the Neighbourhood Area "A" designation in the Morningside Heights Secondary Plan applies to the subject development area. The subject area is beyond the 30-metre setback from the Rouge River stable top-of-bank, are within the golf course lands, and there are no other lands located west of the 30-metre setback that are east of Staines Road that are owned by

Cedar Brae Golf Course. Site Specific Policy 4 appears to describe lands, beyond those boundaries identified in both the Morningside Heights Land Use Study and those within the OMB approved Morningside Heights Secondary Plan, Schedule MH4 Revised, Land Use. The policy results in ambiguity as it applies to the subject lands. Cedar Brae Golf and Country Club did not have a development application on the subject lands prior to the 2000 OMB approval of the Morningside Heights Secondary Plan. The applicant has submitted an Official Plan Amendment in order to provide certainty in the policies applying to the subject lands.

The Zoning By-law amendment proposes to rezone the subject development area from Open Space – Golf Course Zone (OG) in the Toronto Zoning By-law to Residential Townhouse Zone (RT) and to incorporate the subject lands into the Morningside Heights Zoning By-law with a zoning of Street Townhouse Residential (ST) Zone. The rezoning would permit the proposed semi-detached and street townhouse residential uses and would establish appropriate development standards.

### COMMENTS

### **Application Submission**

The following reports/studies were submitted with the application: a stormwater management report, an archaeological report, a noise report, a natural heritage report, a geotechnical report, a phase 1 environmental report, a traffic report, a Toronto Green Development Standards (TGS) Checklist, an arborist report and a planning rationale.

A Notification of Incomplete Application was issued on January 22, 2015 and identified the outstanding material required for a complete application submission as follows: a topographic survey, a signed application form and building elevations and floor plans.

The outstanding material was submitted on January 29, 2015 and a Notification of Complete Application was subsequently issued on January 30, 2015.

#### Issues to be Resolved

Prior to the presentation of a final report on the application, the following issues need to be reviewed and satisfactorily addressed by the applicant:

- Conformity with the Growth Plan for the Greater Golden Horseshoe, the 2014 Provincial Policy Statement, and Greenbelt Plan;
- Conformity with the OP policies, including the Built Form policies, Natural Heritage policies, Public Realm policies, and the Neighbourhoods policies. Particular attention will be required regarding the interface between the adjacent existing single-detached dwellings to the west and the proposed dwellings on lots having a higher grade elevation;
- Appropriateness of the proposed townhouses on Blocks 4 and 5 and the semidetached dwelling units on Block 8;

- The overall proposed building height, number of storeys including the potential of basement walkouts, building massing, and provision of adequate light and privacy;
- Potential adjustment to the Secondary Plan's Map 3-1, Land Use Plan and the location map for Site and Area Specific Policy 4, to better reflect the existing development within the Morningside Heights Community;
- Conformity with the Morningside Heights Design Guidelines;
- Conformity with the Infill Townhouse Guidelines, including matters such as: potential impacts of views, overlook and shadow, and the relationship of grade between existing and proposed rear yards, lots and lane;
- Conformity with DIPS;
- Adequately addressing site servicing and stormwater management, including the ownership of the proposed Block 9 containing an underground retention tank and its' future maintenance above and below grade;
- The removal of private trees, including those subject to the tree by-law;
- Submission of a revised plan showing both the staked top-of-bank and the longterm stable top-of-bank and the required setback as reviewed / confirmed by the Toronto and Region Conservation Authority;
- Submission of a site plan application to appropriately address the revisions required to the approved site plan for the clubhouse re-development to the east such as: the access from the Mac Frost Way extension, the interface between the recently re-constructed golf course parking area in conjunction with the proposed townhouses on Blocks 6 and 7, and the use of the golf course lands adjacent to the proposed cul-de-sac;
- Confirmation as to whether the right-of-way from Steeles Avenue East across the former Frost property to the north for access to the Cedar Brae lands has been lifted; and
- Review of the submitted TGS Checklist for compliance with the Tier 1 performance measures.

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

#### CONTACT

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### SIGNATURE

Joe Nanos, Acting Director Community Planning, Scarborough District

#### ATTACHMENTS

Attachment 1: Site Plan

Attachment 2: Subdivision Plan

Attachment 3: Elevations [as provided by applicant]

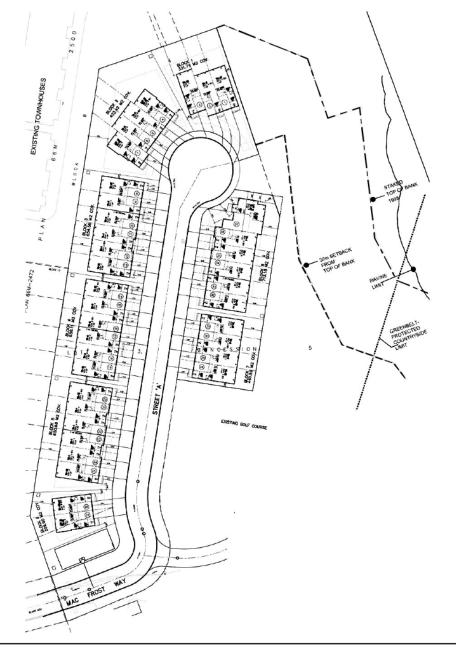
Attachment 4: Zoning

Attachment 5: Official Plan

Attachment 6: Secondary Plan

Attachment 7: Secondary Plan Excerpt

Attachment 8: Application Data Sheet

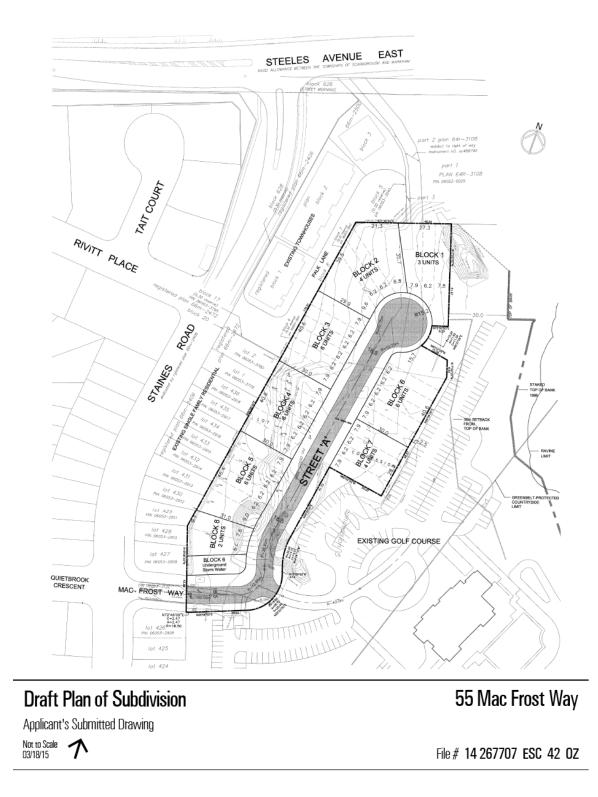


# Site Plan

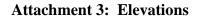
Applicant's Submitted Drawing Not to Scale

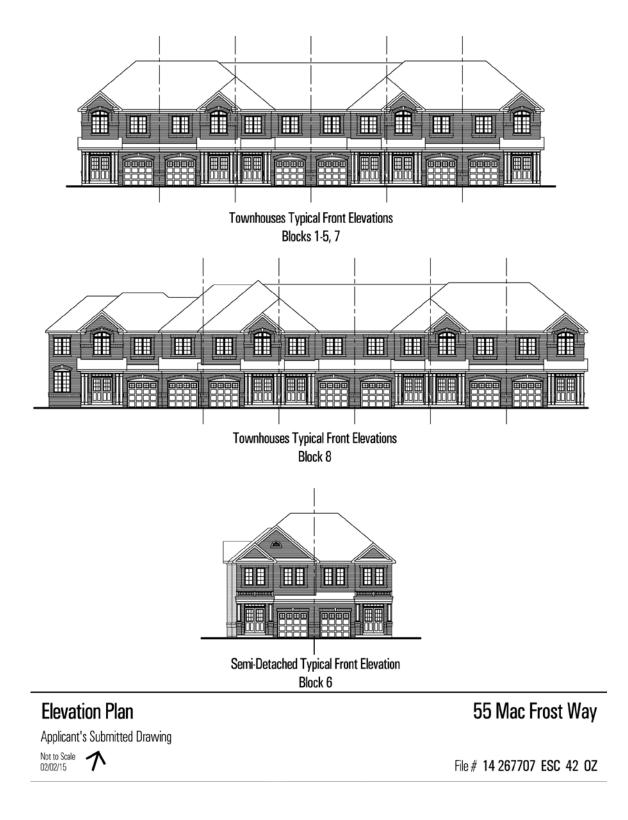
# 55 Mac Frost Way

File # 14 267707 ESC 42 OZ

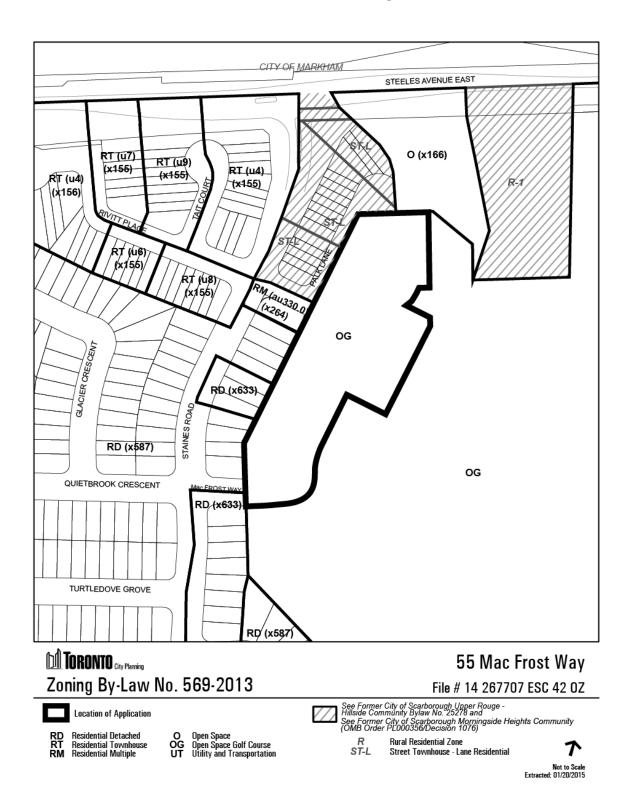


#### Attachment 2: Subdivision Plan





**Attachment 4: Zoning** 

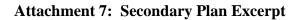


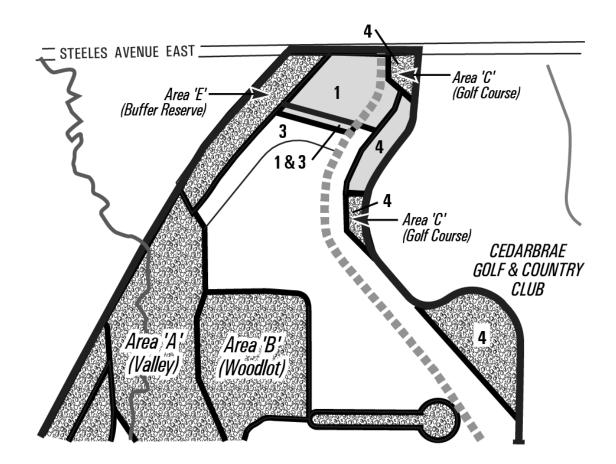
**Attachment 5: Official Plan** 





				Morningside Heights Secondary Plan MAP 3-1 Land Use Plan	
	Secondary Plan Boundary		Road Reserve		Railway
1	Site and Area Specific Policies		Major Arterial		Hydro Corridor
	Parks and Open Space Areas		Minor Arterial		
	Neighbourhood Area 'A'		Collector		
					June 2006





	Extrac	t from Morningside Heights Seco MAI	ndary Plan 9 3-1 Land Use Plan
Secondary Plan Boundary	Road Reserve	Raihway	
1 Site and Area Specific Policies	Major Arterial	Hydro Corridor	
Parks and Open Space Areas	Minor Arterial		
Neighbourhood Area 'A'	Collector		

June 2006

#### **Attachment 8: Application Data Sheet** Official Plan Amendment & 14 267707 ESC 42 OZ Application Type Application Number: Rezoning Details OPA & Rezoning, Standard Application Date: December 24, 2014 55 MAC FROST WAY Municipal Address: CON 5 LOT 12 PT LOT 13 CON 4 PT LOT 12 \*\*GRID E4202 Location Description: Project Description: A residential development located at the north end of the Cedar Brae Golf and Country Club consisting of a total of 37 dwelling units. Specifically, the development envisions 2 semidetached dwelling units and 35 street townhouses on an extension of Mac Frost Way. **Applicant:** Architect: **Owner:** Agent: **EVANS PLANNING** CEDARBRAE GOLF AND COUNTRY CLUB PLANNING CONTROLS Official Plan Designation: Parks & Open Space Areas Site Specific Provision: Zoning: **Open Space Golf Course** Historical Status: Height Limit (m): Site Plan Control Area: **PROJECT INFORMATION** Site Area (sq. m): 13290 Height: Storeys: 0 Frontage (m): 18.5 Metres: 0 Depth (m): 176.22 0 Total Ground Floor Area (sq. m): Total 6838.53 76 Total Residential GFA (sq. m): Parking Spaces: 0 Total Non-Residential GFA (sq. m): 0 Loading Docks 6838.53 Total GFA (sq. m): 0 Lot Coverage Ratio (%): 0.51 Floor Space Index: **DWELLING UNITS** FLOOR AREA BREAKDOWN (upon project completion) Tenure Type: Freehold **Below Grade Above Grade** 0 6838.53 0 Rooms: Residential GFA (sq. m): Bachelor: 0 0 0 Retail GFA (sq. m): 0 0 0 1 Bedroom: Office GFA (sq. m): 0 0 0 2 Bedroom: Industrial GFA (sq. m): 0 3 + Bedroom: Institutional/Other GFA (sq. m): 0 37 Total Units: 37

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