

**1350 Ellesmere Road and 1560 Brimley Road
Zoning Amendment Application - Preliminary Report**

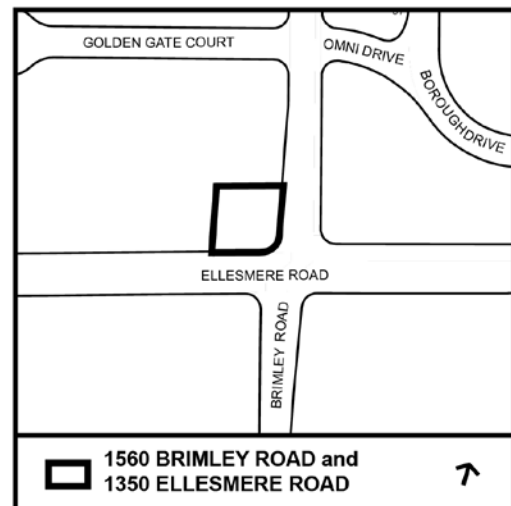
Date:	December 6, 2017
To:	Scarborough Community Council
From:	Director, Community Planning, Scarborough District
Wards:	Ward 37 – Scarborough Centre
Reference Number:	17 257189 ESC 37 OZ

SUMMARY

Galaxy Communities Inc. has filed a zoning amendment application to permit the construction of a 15-storey (52-metre) mixed-use building with 59 square metres of retail space at grade and 262 residential units above at 1350 Ellesmere Road and 1560 Brimley Road. A total of 247 vehicular parking are proposed (including three car-share spaces). Primary vehicular access is proposed via Ellesmere Road and secondary vehicular access would be via Brimley Road to accommodate pick-up/drop-off and service vehicles.

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 next step is to hold a community consultation meeting in the first quarter of 2018. A final report will be prepared and a public meeting is targeted for the first quarter of 2019, provided all required information is submitted in a timely manner and all issues raised during the review process have been satisfactorily resolved.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 1350 Ellesmere Road and 1560 Brimley Road 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

There are no previous development applications on the lands which have relevance to the decision on this application.

Pre-Application Consultation

Pre-application consultation meetings were held in February, March and April 2017 with the applicant to discuss the proposed development and to review the complete application submission requirements.

ISSUE BACKGROUND

Proposal

On November 2, 2017, the applicant submitted a proposal for a new 15-storey (52-metre including mechanical penthouse) mixed-use building at the northwest corner of Ellesmere and Brimley Roads. The building would consist of 59 square metres of retail space at grade and 262 residential units above. The existing building would be demolished.

The proposed building would consist of a total gross floor area of 18,512 square metres and a density of 5.07. The proposed unit breakdown of the 262 residential units is as follows:

Unit Type	Number of Units	Percentage
Bachelor	26	10 %
1-bedroom	73	28 %
1-bedroom (plus den)	56	21 %
2-bedroom	56	21 %
2-bedroom (plus den)	41	16 %
3-bedroom	10	4 %
Total	262	100

Stepbacks are proposed at the 8th, 9th and 12th floors to reduce the massing of the building and shadow impacts, and to create terraces for the residential units. At the 12th floor, a 393 square metre outdoor amenity space has been provided for residents. The proposal includes a 165 square metre green roof on the 12th floor and a 372 square metre green roof atop the 15th floor.

The main (pedestrian) access would be at grade, at the southeast corner of the site. Residents and visitors will be directed (internally) from the lower lobby to an upper level lobby that faces an internal courtyard. West of the main entrance on Ellesmere Road is a pedestrian entrance to the retail space at grade.

A total of 247 vehicular parking spaces are proposed on a 3-level below grade parking garage. Vehicle access to the building would be provided via Ellesmere Road by a six-metre wide driveway. A total of 199 bicycle parking spaces are proposed, of which 5 spaces would be provided for the retail uses, 180 spaces for residents and 19 spaces would be provided for visitors.

Due to the change in grade from the Ellesmere Road frontage towards the rear of the site, the building has been designed so that the second level is at grade level at the northerly portion of the site. At this level, a second vehicle driveway from Brimley Road will be provided. This driveway will provide access to five surface parking spaces (three car-share and two visitor vehicle parking spaces) and a pick-up/drop-off area for residents and visitors, as well as access for service vehicles. A Type 'G' Loading Space will be provided at the northeast portion of the building, separate from the pick-up and drop off area. Adjacent to the Brimley Road driveway will be a pedestrian pathway.

The Brimley Road driveway and pedestrian walkway lead to a central (open space) courtyard that is framed by the building. This courtyard will contain a 94 square metre outdoor amenity area, a 50 square metre fenced, "off-leash" dog area, a circular driveway to accommodate the vehicular pick-up/drop-off and servicing areas, ten short-term (visitor) bicycle parking spaces and the car-share and visitor vehicle parking spaces noted previously. A second pedestrian entrance is provided from the courtyard to the main (upper level) lobby. In addition to the main (upper level) lobby, level two of the building (grade level) will contain a 190 square metre indoor amenity space and residential units, along the south portion of the building, facing the courtyard.

Site and Surrounding Area

The site is located at the northwest corner of Ellesmere and Brimley Roads. The site is approximately 3,653 square metres in area and has a frontage of 57 metres along Ellesmere Road and 60 metres along Brimley Road. The site slopes north to south with a change in grade of approximately 3 to 4 metres.

The site is currently occupied by a two-storey commercial building with various businesses at grade and office space on the second floor. The building is surrounded at the front and the rear portions of the lot with vehicle parking spaces, which are accessed from a driveway from Ellesmere Road and two driveways off Brimley Road. Ellesmere

Road has a right-of-way width of 36 metres with six vehicle lanes and public sidewalks on both sides. Brimley Road has a right-of-way of 30 metres with four vehicle lanes and public sidewalks on both sides.

Uses and structures near the site are as follows:

- North: one-storey commercial (former industrial) buildings on three separate parcels of land (1568 – 1570 Brimley Road, 1580 Brimley Road and 39 Golden Gate Court) containing a computer business and furniture /warehouse commercial uses.
- East: Across Brimley Road are low-rise residential townhouses fronting onto Brimley Road (117 - 121 Borough Drive) and a 12-storey residential building fronting Ellesmere Road (123 Borough Drive). Further north along Brimley Road, there is a 20-storey residential building (115 Borough Drive).
- West: one-storey building (containing a self-storage business) at 1340 Ellesmere Road. Further west are one-storey commercial/industrial buildings at 1276 - 1320 Ellesmere Road.
- South: Across Ellesmere Road is a Petro Canada Gas Station (1270 Brimley Road). To the south and west of the gas station are low-rise residential townhouses (1250 Brimley Road). Southeast of the subject site is a low-rise commercial plaza (1401 Brimley Road) that contains a variety of business and offices.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS 2014) provides policy direction Province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- the efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- protection of the natural and built environment;
- building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The City of Toronto uses the PPS to guide its official plan and to inform decisions on other planning and development matters. The PPS 2014 is issued under Section 3 of the *Planning Act* and all decisions of Council affecting land use planning matters "shall be consistent with" the PPS.

The Growth Plan for the Greater Golden Horseshoe (Growth Plan 2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe (GGH) including:

- setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

Like other provincial plans, the Growth Plan 2017 builds upon the policy foundation provided by the PPS 2014 and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan 2017 take precedence over the policies of the PPS 2014 to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan 2017.

Staff will review the proposed development for consistency with the PPS 2014 and for conformity with the Growth Plan 2017.

Official Plan

The Official Plan identifies the subject site as being within the Scarborough Centre; one of four designated "*Centres*" in the City of Toronto, as shown on the Urban Structure Map (Map 2) of the Official Plan. *Centres* are generally described as being "places with excellent transit accessibility where jobs, housing and services will be concentrated in dynamic mixed-use settings". The Official Plan indicates that growth will be directed to the Centres in order to use municipal land, infrastructure and services efficiently; concentrate jobs and people in areas well served by surface transit and rapid transit stations; and promote mixed use development to increase opportunities for living close to work and to encourage walking and cycling for local trips.

The Official Plan describes the Scarborough Centre as an important mix of retail, government, institutional, cultural, employment and residential uses at the core of an established employment corridor along Highway 401. As a mixed use area, Scarborough Centre provides both employment and housing opportunities for workers and residents. Scarborough Centre is also a destination point for surrounding communities; with a regional mall, municipal and federal government services and a variety of recreational, educational and community services.

The Scarborough Centre Secondary Plan incorporates Urban Design Principles to guide development to create a strong, consistent identifiable image; unify the Centre; enhance its streetscapes, pedestrian and cycling paths and green spaces; and to assist in promoting the destination focus of the Centre. Promoting transit supportive development in the vicinity of rapid transit is also a strategy of the Scarborough Centre Secondary Plan. Higher densities of both residential and employment land uses are encouraged to generate ridership levels to help sustain the transit services, support future transportation improvements and further the City's goal of accommodating balanced growth at strategic locations within Toronto. Promoting the reduction in car dependency is also an objective of the Secondary Plan through support of urban development at key locations such as the Brimley Corridor that is transit supportive and promoting appropriate parking supply requirements/limits.

The site is designated *Mixed Use Areas* on Land Use Plan, Map 19 of the Official Plan. *Mixed Use Areas* permit a broad range of residential, commercial and institutional uses in single-use or mixed-use buildings, as well as parks and open spaces and utilities.

New development in *Mixed Use Areas* is subject to development criteria, which require new development to create a balance of land uses with the potential to reduce auto-dependency and meet the needs of the community; provide additional employment and housing in the *Centres* areas; locate/mass new buildings to provide a transition between areas of different development intensity/scale; take advantage of nearby transit services; locate/mass new buildings to minimize shadow impacts; locate/mass new buildings to frame streets and parks with good proportion and maintain sunlight and comfortable wind conditions; and provide attractive pedestrian environments. In addition, the Official Plan requires that significant new multi-unit residential development must provide indoor and outdoor amenity space for residents of the new development and that each resident have

access to outdoor amenity spaces such as balconies, terraces, courtyards, rooftop gardens and other types of outdoor spaces.

Section 3.1.1 of the Official Plan contains Public Realm policies that recognize the essential role of City streets, open spaces, parks and other key shared public assets in creating a great City. These policies aim to ensure that a high level of quality is achieved in landscaping, urban design and architecture in public works and private developments to ensure that the public realm is beautiful, comfortable, safe and accessible.

The Built Form policies (Section 3.1.2) 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.

Section 3.1.3 (Built Form – Tall Buildings) of the Official Plan identifies tall buildings as those whose height are typically greater than the width of the adjacent road allowance. Taller buildings are to be located to ensure adequate access to sky view. The Tall Buildings policies of the Official Plan 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 and the provision of high quality, comfortable and usable publicly accessible open space areas.

The Community Services and Facilities policies in Section 3.2.2 of the Official 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 inclusion of community service facilities are encouraged in all significant private sector development.

Policy 3.1.4 of the Official Plan encourages the inclusion of public art in all significant public sector developments. The subject lands occupy a prominent location, at the gateway to the Scarborough Centre.

The Official Plan provides for the use of Section 37 of the Planning Act to secure community benefits in exchange for increased height and density for new development, provided it first meets the test of good planning and is consistent with the policies and objectives of the Plan. Planning staff will review the proposed development within the context of the Section 37 policies and the provision of community benefits which may result from any increase in height and density of the new development.

In addition to the policies referenced above, the Official Plan will be considered as a whole through the review of this application. The Official Plan is available at: www.toronto.ca/planning/official_plan/introduction.htm

Zoning

The subject site is currently zoned City Centre Residential (CCR) (H) and City Centre Office (CCO) (H) under the former City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended. The site is not subject to the City-wide Zoning By-law No. 569-2013, as amended.

The CCR zone permits all types of dwelling units, day nurseries and private day care. However, hotel uses are prohibited. The CCO zone permits office uses and a number of accessory uses. The site is subject to a Holding (H) provision that, until its removal, restricts use of the lands to the uses permitted under the Industrial District Commercial (MDC) zone (1360 Ellesmere Road) and the Industrial (M) zone (1560 Brimley Road). The zoning by-law sets out the conditions under which the H may be removed to permit the CCO and CCR uses including the availability of services and infrastructure and that all environmental conditions are addressed, to the satisfaction of the City.

Site Plan Control

The lands are subject to site plan control. A site plan control application (No. 17 257197 ESC 37 SA) has been filed and is currently under review together with the zoning amendment application.

Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The city-wide guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

Mid-Rise Building Guidelines

Toronto City Council, in July 2010, adopted the recommendations contained in the staff report prepared by City Planning entitled "Avenues and Mid-Rise Buildings Study", with modifications and directed staff to use the Performance Standards for Mid-Rise Buildings in reviewing all new and current mid-rise development proposals on the Avenues for a two year monitoring period. In November 2013 Council extended the monitoring period to the end of 2014. The Avenues and Mid-rise Buildings Study identifies a list of best practices and establishes a set of performance standards for new mid-rise buildings. Key issues addressed by the Study include maximum allowable building heights, setbacks and stepbacks, sunlight and skyview, pedestrian realm conditions, transition to *Neighbourhoods* and *Parks and Open Space Areas* and corner sites.

The Study can be found at:

<http://www1.toronto.ca/City%20of%20Toronto/City%20Planning/Urban%20Design/Midrise/midrise-FinalReport.pdf>

In June 2016, City Council approved the Mid-Rise Building Performance Standards Addendum (April 20, 2016). The Addendum is to be used by City Staff together with the

2010 approved Mid-Rise Building Performance Standards during the evaluation of development applications where mid-rise buildings are proposed and the Performance Standards are applicable. The Performance Standards and Addendum may also be used to help inform the preparation or review of area studies and policies involving mid-rise buildings. The Addendum clarifies that these Performance Standards may be a useful planning tool where a Secondary Plan supports mid-rise buildings, but does not regulate built form or does not fully address mid-rise building design, or when a Secondary Plan is under review. The Addendum is approved as an interim supplement to the 2010 Performance Standards until such time as Council considers and adopts updated Mid-Rise Building Design Guidelines.

Refer to the Council Decision:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.7>

and Attachment 1: Mid-Rise Building Performance Standards Addendum (April 20, 2016) <http://www.toronto.ca/legdocs/mmis/2016/pg/bgrd/backgroundfile-92537.pdf>

Provincial Noise Guidelines

New provincial noise guidelines (NPC-300) were introduced in 2013, which replace and consolidate previous related guidelines. Among other matters, the guidelines provide advice, sound level limits and guidance that may be used when land use planning decisions are made under the *Planning Act*. They are intended to minimize the potential conflict between noise sensitive land uses and sources of noise emissions. Generally, the proponent of a new noise sensitive land use is responsible for ensuring compliance with applicable sound level limits.

Reasons for the Application

The proposed uses are not currently permitted on the subject site. Should the proposed development be recommended for approval, an amendment to the former City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended, is required to permit the proposed development and to establish appropriate development standards including: building height, massing, stepbacks and setbacks; density of development; and vehicular and bicycle parking.

COMMENTS

Application Submission

The following reports/studies were submitted with the zoning application:

- Planning Justification Report;
- Community Services and Facilities Study;
- Public Consultation Plan;
- Functional Servicing and Stormwater Management Report;
- Traffic Impact Assessment;
- Pedestrian Level Wind Study;
- Hydro-geological Investigation Report;
- Geotechnical Investigation Report;

- Phase One and Phase Two Environmental Site Assessment Reports;
- Soil Infiltration Study;
- Noise and Vibration Impact Study;
- Archaeological Assessment Study;
- Toronto Green Standard Checklist;
- Arborist Report; and
- Sun/Shadow Drawings
- Energy Strategy Report

A Notice of Complete Application was issued on December 4, 2017. The information and material filed in support of this application will also inform the review of the zoning amendment application.

Issues to be Resolved

The following are the key issues identified to date which are to be resolved in the review of this application:

- Consistency with the PPS and the Growth Plan for the Greater Golden Horseshoe;
- Conformity to Official Plan policies, particularly those related to the built form, massing/scale, transition and context;
- Determination of parkland dedication requirements and/or compensation in-lieu of parkland dedication;
- Opportunities to create privately-owned publicly-accessible space (POPS) within the lands;
- Appropriateness of the proposed sensitive land use, including an assessment of potential noise and air quality impacts from nearby industrial uses to the northwest;
- Appropriateness of the proposed development including built form, height, density, building massing and transition in scale within the existing and planned context;
- Evaluation of site servicing, sanitary sewer analysis, stormwater management, hydrogeological matters and solid waste collection;
- Appropriateness of the proposed unit-mix and number of 3-bedroom units;
- Appropriateness of landscaped open space and indoor and outdoor amenity areas;
- Public art opportunities in accordance with Official Plan policies;
- Evaluation of traffic impacts, location and function of vehicle access, parking rates and supply, loading spaces and functionality;

- Adequacy of community services and facilities to serve the proposed development and identification of community service and facility priorities for the area;
- Determination and provision of community benefits pursuant to Section 37 of the *Planning Act*, should the development proposal be considered good planning and recommended for approval; and
- Compliance with the Toronto Green Standard, 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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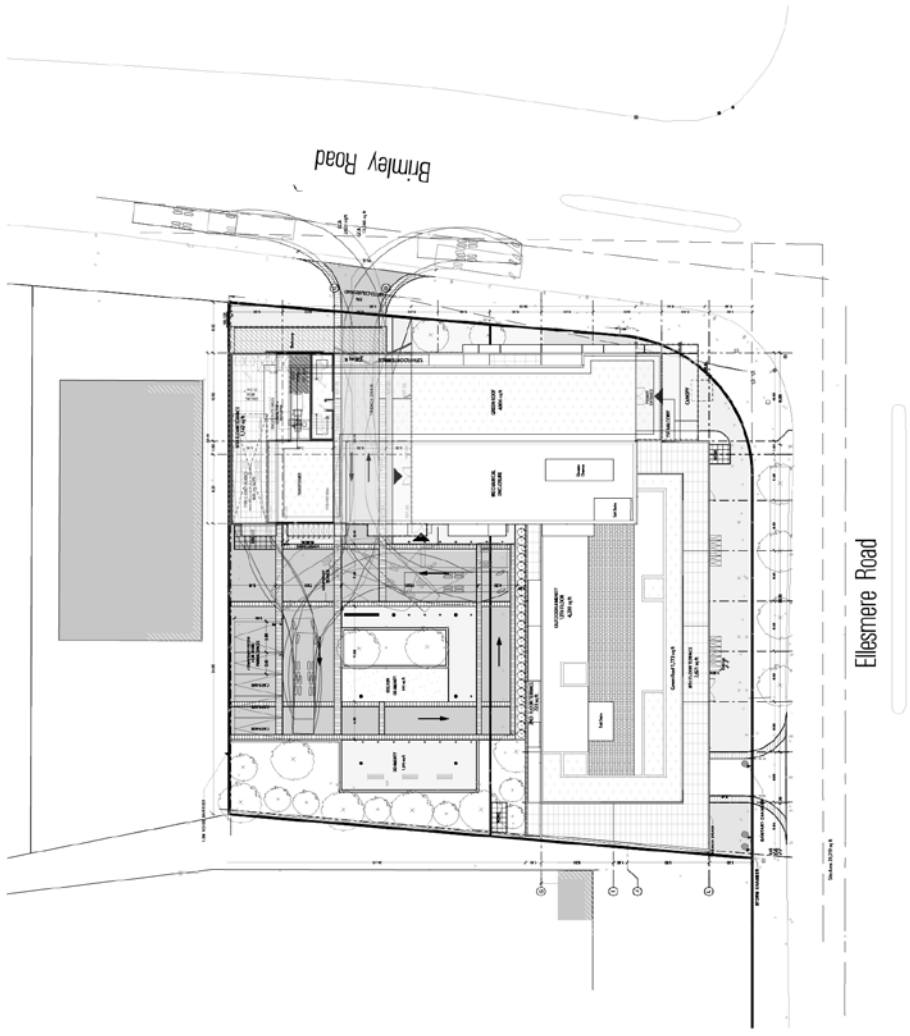
SIGNATURE

Paul Zuliani, Director
Community Planning, Scarborough District

ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: North Elevation
Attachment 3: South Elevation
Attachment 4: East Elevation
Attachment 5: West Elevation
Attachment 6: Zoning
Attachment 7: Application Data Sheet

Attachment 1: Site Plan



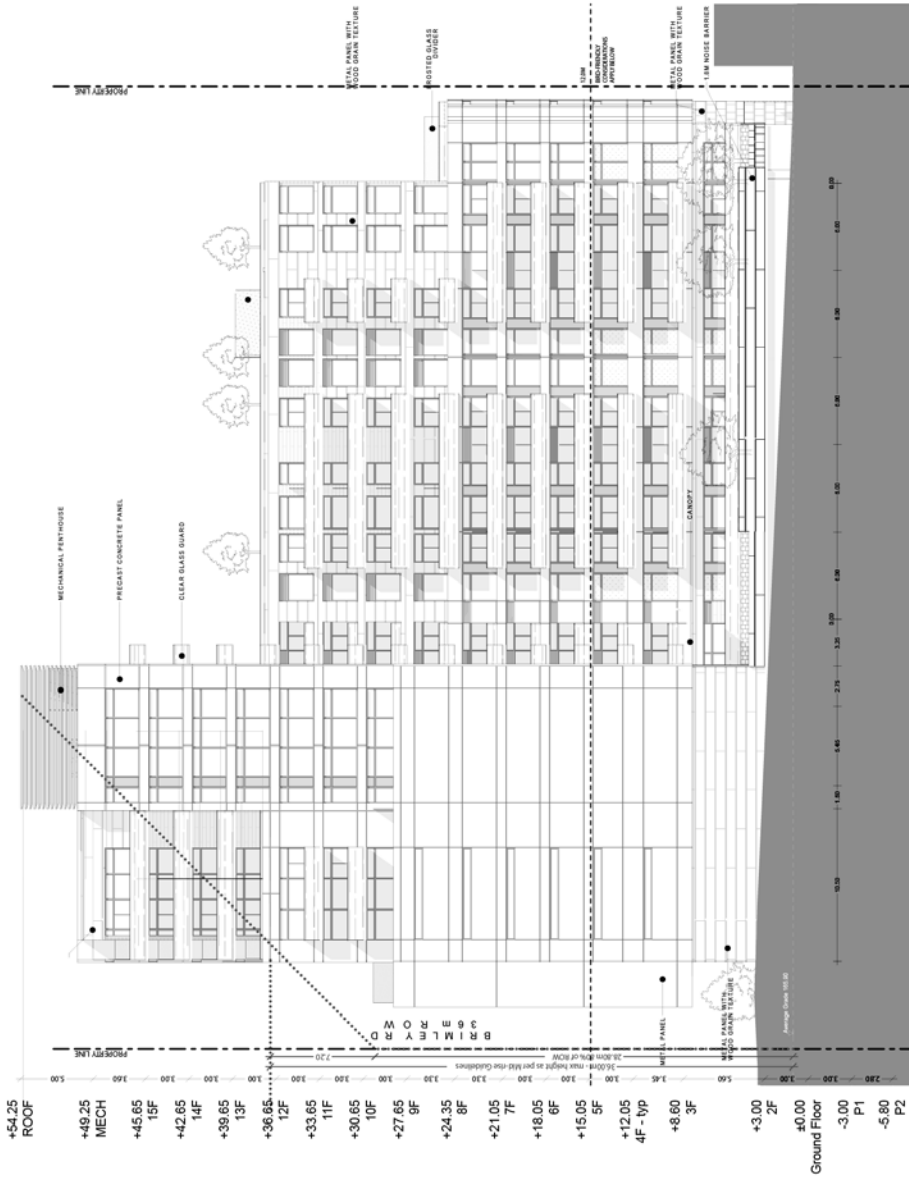
1560 Brimley Road and 1350 Ellesmere Road

Site Plan
Applicant's Submitted Drawing
Not to Scale
11/09/17



File # 17 257189 ESC 37 0Z

Attachment 2: North Elevation



North

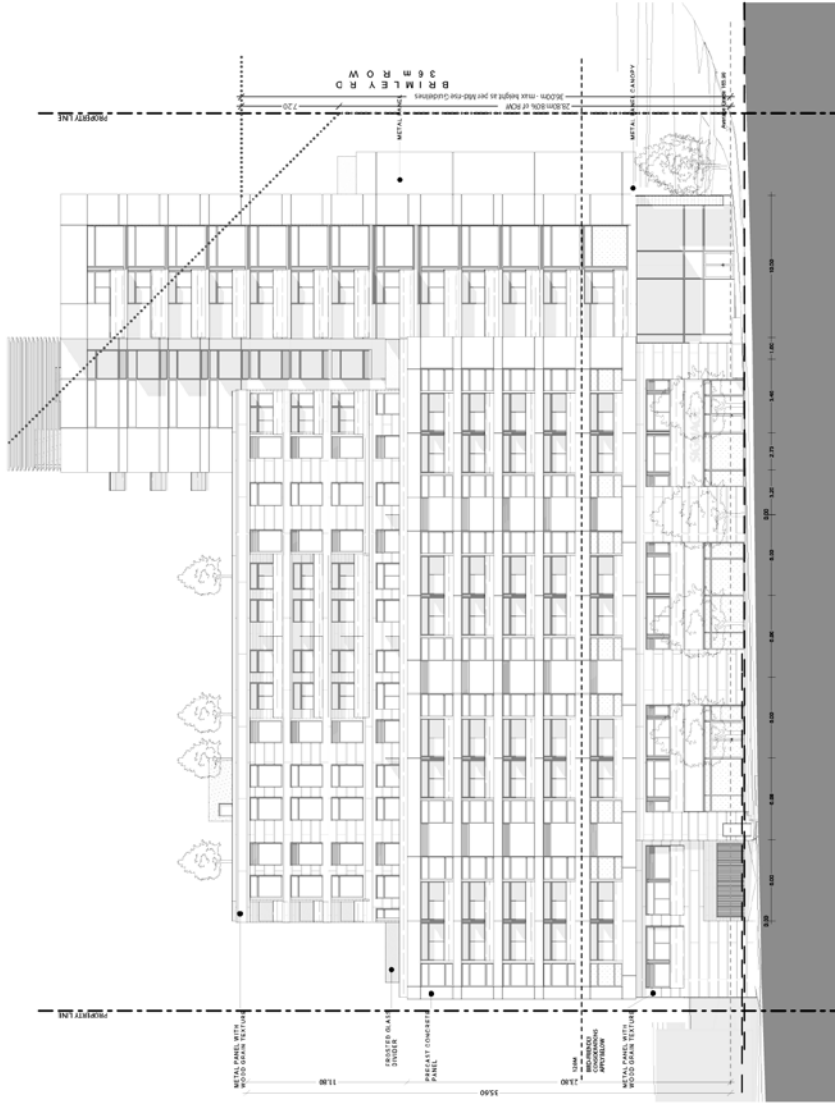
1560 Brimley Road and 1350 Ellesmere Road

Elevations
 Applicant's Submitted Drawing

Not to Scale
 11/09/17

File # 17 257189 ESC 37 0Z

Attachment 3: South Elevation



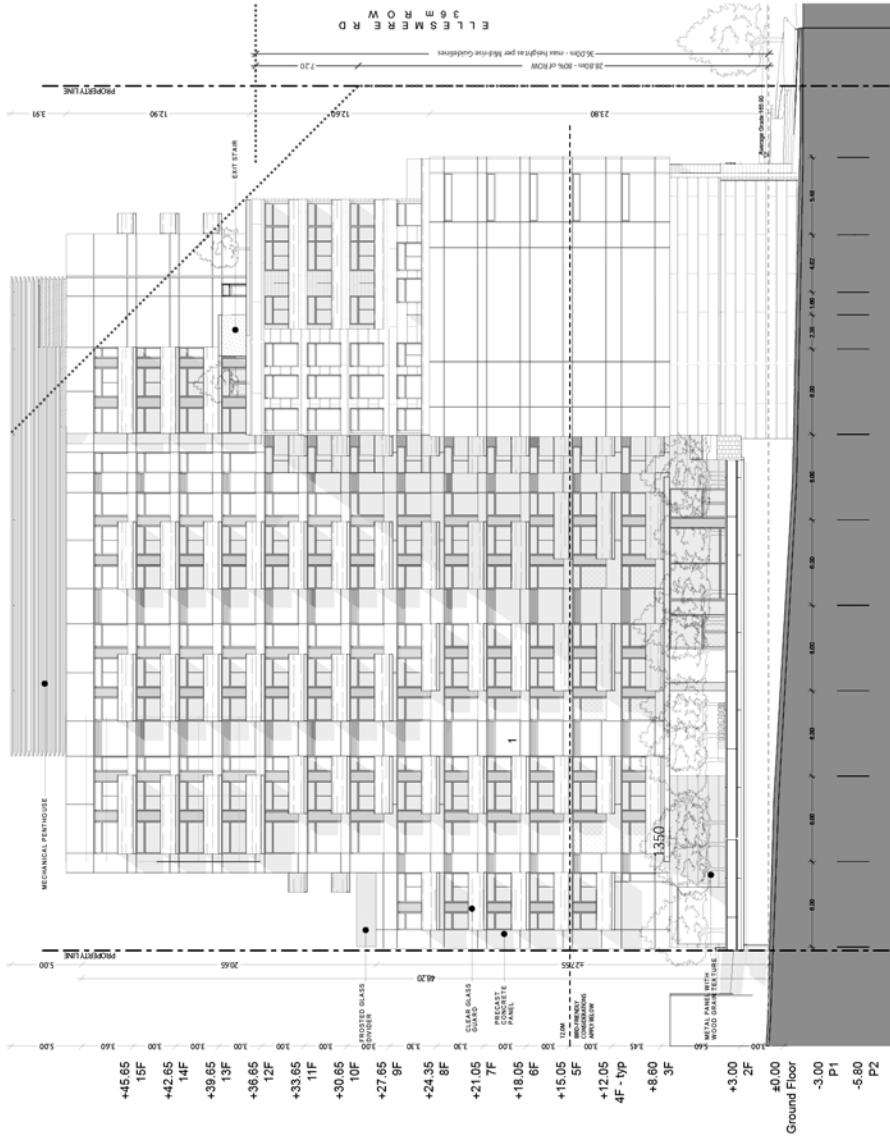
South

1560 Brimley Road and 1350 Ellesmere Road

Elevations
 Applicant's Submitted Drawing
 Not to Scale
 11/09/17

File # 17 257189 ESC 37 0Z

Attachment 5: West Elevation



West

1560 Brimley Road and 1350 Ellesmere Road

Elevations

Applicant's Submitted Drawing

Not to Scale
11/09/17

File # 17 257189 ESC 37 0Z

Attachment 6: Zoning



1560 Brimley Road and 1350 Ellesmere Road

Zoning By-Law No. 569-2013

File # 17 257189 ESC 37 02

Location of Application

RM Residential Multiple
CL Commercial Local

See Former City of Scarborough Bendale Community By-Law No. 9350

M Multiple-Family Residential
HC Highway Commercial

See Former City of Scarborough Employment District By-Law No. 24982

CCO City Centre Office Zone
CCR City Centre Residential

Not to Scale
Extracted: 11/10/2017

Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	17 257189 ESC 37 OZ
Details	Rezoning, Standard	Application Date:	November 2, 2017
Municipal Address:	1350 ELLESMERE RD & 1560 BRIMLEY RD		
Location Description:	SCARBOROUGH CON 2 PT LOT 25 **GRID E3701		
Project Description:	15-storey (52-metre including mechanical penthouse) mixed-use building with 59 sq m of retail at grade and 262 residential units above. A total of 247 vehicular parking spaces are proposed (including 3 car-share spaces).		

Applicant:	Agent:	Architect:	Owner:
KLM PLANNING PARTNERS INC	Billy Tung	TACT Architecture	2451316 ONTARIO INC.

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:
Zoning:	CC0 & CCR	Historical Status:
Height Limit (m):	30 metres	Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m):	3652	Height:	Storeys:	15
Frontage (m):	57 (Ellesmere Rd)		Metres:	52
Depth (m):	60 (Brimley Rd)			
Total Ground Floor Area (sq. m):	2,931			Total
Total Residential GFA (sq. m):	18,453		Parking Spaces:	247
Total Non-Residential GFA (sq. m):	59		Loading Docks	1
Total GFA (sq. m):	18,512			
Lot Coverage Ratio (%):	0.74			
Floor Space Index:	5.07			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Tenure Type:			
Rooms:	0	Residential GFA (sq. m):	18 453
Bachelor:	26	Retail GFA (sq. m):	59
1 Bedroom:	129	Office GFA (sq. m):	0
2 Bedroom:	97	Industrial GFA (sq. m):	0
3 + Bedroom:	10	Institutional/Other GFA (sq. m):	0
Total Units:	262		

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