



## REPORT FOR ACTION

# 2746-2800 Kingston Road – Zoning Amendment Application – Preliminary Report

Date: February 28, 2019

To: Scarborough Community Council

From: Director Community Planning, Scarborough District

Ward: 20 - Scarborough Southwest

**Planning Application Number:** 18 269905 ESC 20 OZ

### **Current Use(s) on Site:**

The site is comprised of two lots, municipally known as 2746 Kingston Road and 2800 Kingston Road. A one-storey motel building with a two-storey administrative building is located at 2746 Kingston Road. A one-storey motel building is located at 2800 Kingston Road. Surface parking lots for vehicles exist for the motels on the lands.

### **SUMMARY**

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This report provides information and identifies a preliminary set of issues regarding the application located at 2746-2800 Kingston Road. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

### **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 2746-2800 Kingston Road together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

### **FINANCIAL IMPACT**

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The recommendations in this report have no financial impact.

## **ISSUE BACKGROUND**

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### **Application Description**

This application proposes to amend both the former City of Scarborough Zoning By-law 9396 (Cliffcrest Community) and the City of Toronto Zoning By-law 569-2013 to permit 13-storey and 16-storey buildings containing 411 residential condominium units at 2746-2800 Kingston Road. The two buildings would each have a podium of 6-storeys in height, at its maximum level. The proposed residential unit breakdown comprises of: 222 one-bedrooms; 148 two-bedrooms; and 41 three-bedrooms. The proposed Floor Space Index (FSI) is 4.23 and the total floor area is 37,161 square metres.

Vehicular access to the residential development would be from a two-way driveway from Kingston Road. A total of 462 vehicular parking spaces are proposed within the 2-level underground parking garage. A total of 410 bicycle parking spaces are proposed, of which 370 would be for residents and 40 would be for visitors. A publicly-accessible, privately-owned open space of 750 square metres in area would be located along the east property boundary.

Detailed project information is found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

Attachment 1 of this report shows two three dimensional massing representations of the project in its surrounding context. Attachment 2 shows a summary of the proposed development information. Attachment 3 shows the location of the site. Attachment 4 is the site plan submitted by the applicant for the proposal.

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

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2017) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

### **Toronto Official Plan Policies and Planning Studies**

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The Planning Act of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The site is located on lands shown as *Avenues* on Map 2 of the Official Plan and is designated *Mixed Use Areas* on Land Use Plan Map No. 20. The site is located along a portion of Kingston Road that is identified in the Official Plan as a Higher Order Transit Corridor on Map 4 and a Surface Transit Priority Segment on Map 5.

Attachment 5 to this report shows the site as a *Mixed Use Areas* designation in the Official Plan.

### **Zoning By-laws**

The site is zoned Highway Commercial (HC) in the former City of Scarborough Zoning By-law No. 9396 (Cliffcrest Community). Highway Commercial uses include uses of the following nature:

- uses which necessitate their location adjacent to a major traffic artery and may require channelization of off-street parking and do not require large areas of sustained off-street parking;
- uses which are not suited to locations in shopping centres; and
- uses which perform a specialized commercial function and may require limited processing of a product but are not essentially industrial in character, such as automobile sales, service and maintenance, fraternal organizations, funeral homes, hotels and motels, places of worship, professional and business offices, recreational uses and specialized commercial uses.

The HC Zone is subject to certain performance standards which set out requirements for building setbacks and gross floor area.

The site is also zoned Commercial Residential (CR) in City of Toronto Zoning By-law 569-2013. There are a wide variety of uses permitted in the CR Zone. Some uses that are permitted on this site are: office, financial institution, retail store, park, post-secondary school and vehicle dealership. The zoning does not permit residential density on the site. The site is subject to Exception CR 479 which regulates building setbacks and permits a place of worship.

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

### **Design Guidelines**

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

## **City-Wide 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.

## **Avenues and Mid-Rise Design Guidelines**

On July 6-8, 2010, City Council adopted the Avenues and Mid-Rise Buildings Study. The Study identifies a list of best practices and establishes a set of performance standards for new mid-rise buildings, such as: maximum allowable building heights; setbacks and stepbacks; pedestrian realm conditions; sunlight and skyview; transition to Neighbourhoods and Parks and Open Space Areas and corner sites.

The Performance Standards assist in the implementation of Official Plan policies for *Avenues* and *Mixed Use Areas*, ensuring among other matters, quality and comfortable streetscapes along the *Avenues* which are to be framed and defined by buildings. Performance Standards provide guidance about the size, shape and quality of mid-rise development.

On June 7, 2016 City Council adopted a revised Mid-Rise Building Performance Standards Addendum, for staff to use together with the 2010 approved Mid-Rise Building Performance Standards in the preparation of area studies or during the evaluation of development applications, where mid-rise buildings are proposed and Performance Standards are applicable, until such time as City Council adopts updated Mid-Rise Building Design Guidelines.

## **Draft "Growing Up in Vertical Communities" Design Guidelines**

The Council-adopted Growing Up: Planning for Children in New Vertical Communities (Draft) urban design guidelines which would provide guidance on the proportion and size of larger units recommend in new multi-unit residential developments. The draft Growing Up urban design guidelines help implement the Official Plan's housing policies (Section 3.2.1), and the Growth Plan growth management and housing policies (Policy 2.2.1.4) to accommodate within new development a broad range of households, including families with children.

The City's Design Guidelines may be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

## **Site Plan Control**

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

## **COMMENTS**

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### **Reasons for the Application**

The rezoning application is required in order to permit the development proposal since the existing zoning by-laws do not permit residential uses. The application would establish appropriate development standards for the proposal pertaining to density, height, building setbacks and off-street parking requirements, for instance.

### **ISSUES TO BE RESOLVED**

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

#### **Provincial Policies and Plans Consistency/Conformity**

The Provincial Policy Statement (2014) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment.

The application would be evaluated to determine whether or not the application supports and is consistent with relevant key PPS policies such as:

Settlement Areas-Policies 1.1.3.2a) and b), 1.1.3.3 and 1.1.3.4;  
Housing-Policies 1.4.3b)c)d)e); and  
Implementation and Interpretation-Policy 4.7.

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; providing housing options to meet the needs of people at any age; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, as the case may be, with the Growth Plan for the Greater Golden Horseshoe. Key issues for the evaluation of this application with respect to the Growth Plan include:

- how the proposal addresses Policy 2.2.1.4 a)c)d(iii) and e) in supporting complete communities;
- how the proposal addresses Policy 2.2.2.4 regarding intensification in delineated built-up areas; and
- how the proposal addresses Policy 4.2.5.2, the need for public open space.
- The application would be evaluated to ensure conformity to the Growth Plan in supporting the achievement of complete communities that feature:
  - a diverse mix of land uses, including residential and employment uses;
  - convenient access to local stores, services, and public service facilities;
  - ensuring the development of high quality compact built form; and
  - an attractive and vibrant public realm, including open spaces through site design and urban design standards.

## Official Plan Conformity

The subject site is designated *Mixed Use Areas* on Map No. 20 in the City of Toronto Official Plan. *Mixed Use Areas*, generally, are made up of a broad range of commercial, residential and institutional uses, in single or mixed use buildings, as well as parks and open spaces and utilities.

Policy 4.5.2 of the Official Plan contains development criteria for developing lands in *Mixed Use Areas*. The development criteria seek to: create high quality developments; minimize impacts to adjacent neighbourhoods; enhance adjacent public streets, parks and open spaces; provide attractive, comfortable and safe pedestrian environments; and reduce automobile dependency. The proposal will be reviewed to achieve compliance with the development criteria.

The section of Kingston Road within which this site is located is shown as an *Avenue* on the Urban Structure Map (Map 2) of the Toronto Official Plan. *Avenues* are important corridors along major streets where re-urbanization is anticipated and encouraged to create new housing and job opportunities while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents.

Policy 2.2.2.3 of the Official Plan states that development 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 policies of the Official Plan for *Mixed Use Areas*, proponents of such proposals will also address the larger context and examine the implications for the segment of the *Avenue* in which the proposed development is located. To date, an Avenue Study has not been undertaken for this stretch of Kingston Road upon which the site fronts.

The applicant has submitted an Avenue Segment Study for the properties located along Kingston Road, between Brimley Road and McCowan Road for staff's review. Staff will evaluate the applicant's Avenue Segment Study to determine the implications of the development proposal upon the *Avenue* and to determine whether or not the proposal would implement the policies of the Official Plan for *Mixed Use Areas*.

The proposal will also be reviewed to ensure compliance with the Built Form policies (Sections 3.1.1, 3.1.2 and 3.1.3) of the Official Plan. The proposal will be assessed to ensure that appropriate design and integration of the proposal within the public realm would be achieved and the new development proposal will be located and organized to fit with its existing and/or planned context. It will do this by generally locating buildings parallel to the street or along the edge of a park or open space, have a consistent front yard setback, acknowledge the prominence of corner sites, locate entrances so they are clearly visible and provide ground floor uses that have views into and access from the streets. New development will also locate and organize vehicle parking, vehicular access and service areas to minimize their impact on the property and on surrounding properties.

The application will also be assessed for consistency with other relevant policies of the Official Plan, such as, the policies related to transportation, community services and facilities, and parkland requirements.

### **Built Form, Planned and Built Context**

The application is to permit two buildings 13-storeys and 16-storeys in height. The applicant has submitted an Avenue Segment Study in support of the development proposal on the site. The City has implemented guidelines for both mid-rise buildings on the *Avenue* and for tall building proposals. Staff will be assessing the tall building proposal to determine whether or not the location of the development proposal is appropriate for tall buildings and would not have impacts upon the *Avenue*.

The site is situated adjacent to four properties. Three of the abutting properties each contain a residential building. A one-storey place of worship is located on the fourth property, immediately west of the site. The existing residential buildings on the adjacent properties are 6, 7 and 11 storeys in height. The site at 2746-2800 Kingston Road is not located on a typical *Avenue* main street, which is characterized by low-density residential *Neighbourhoods*, comprised of single detached homes to the rear of the site. The site is also deeper than most shallower lots on an *Avenue*. A typical Avenue street character is exhibited on the south side of Kingston Road extending from Brimley Road to McCowan Road where low-density *Neighbourhoods* exist behind those lots that front onto Kingston Road.

As part of the review of the development proposal, the City also requires that the applicant prepare a Block Context Plan for the area bounded by Brimley Road, St. Clair Avenue East and Kingston Road. The Block Context Plan would show how the physical form of the proposed development fits within the existing and planned context and conforms to the policies of the Official Plan and the City's implementing design guidelines. The development of the block context plan can demonstrate how compatible infill can be achieved. This organizing framework will inform the appropriate scale of future development and future improvements to amenities, such as, securing new parks and pedestrian connections which could be facilitated through the organization of lands derived from the Block Context Plan. Staff will determine at the earliest opportunity, if a study of the planned context would provide for the possibility of tall buildings in the block.

If through the evaluation of this application it is determined that a tall building is appropriate at this location the proposal will be reviewed in the context of the City's Tall Building policies and guidelines.

Staff will also evaluate the proposal, including matters such as building height and massing, to determine what impacts prevail upon the *Avenue*. As part of the evaluation of the development proposal, the City's Avenues and Mid-Rise Building Guidelines and related addendum would be considered as a comparative urban design guideline for analysis.

The applicant has submitted a Pedestrian Level Wind Assessment and Sun/Shadow Study for the development proposal. Staff will review and comment on the studies to determine whether matters related to the proposed buildings height, massing and design, for instance, would contribute to impacts upon the site and proposed amenity areas/open space, the public right-of-way and surrounding properties.

The application would also be reviewed to ensure consistency with other relevant city guidelines, such as, the draft Growing Up in Vertical Communities design guidelines.

### **Parkland**

The Official Plan contains policies to ensure that Toronto's system of parks and open spaces are maintained, enhanced and expanded. The applicant has proposed a publically-accessible, privately-owned open space (the "POPS"). Parks (Planning, Design & Development) staff have reviewed the development proposal and require an 877 square metre on-site parkland dedication in a highly visible and accessible location adjacent to the public street in order to promote the safe use of the park. Parks staff further recommend that the park be square in shape to allow for programming of the park.

### **Tree Preservation**

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The applicant has submitted a Tree Survey and Preservation Plan for staff review. The plan shows the trees proposed to be removed and the trees proposed to be maintained on the site. Staff are currently reviewing the applicant's proposed preservation of trees on the site, as well as, the adjacent properties.

### **Community Services and Facilities**

Community services and facilities (CS&F) are part of complete communities as set out in the Official Plan. Section 3.2.2 - Community Services and Facilities provides a policy framework which: requires community services and facilities strategies to be prepared for areas experiencing major growth and change; supports the integration of CS&F as part of private development; and encourages shared use (co-location) of community facilities. The applicant has submitted a Community Services and Facilities Study for staff's review. Some objectives in the review of the CS&F study are as follows:

- Evaluating the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support proposed future population; and
- Reviewing the CS&F Study that was submitted with the application to determine whether any capital improvements or expansion of facilities opportunities were identified by the applicant or by staff and following up Study deficiencies to identify other issues that need to be addressed.



## **Archaeological Assessment**

An archaeological resource assessment identifies and evaluates the presence of archaeological resources also known as archaeological sites. Whether a property has archaeological resource potential can be confirmed at the searchable database TO maps. An archaeological assessment may also be required if a property is identified on the City of Toronto's Inventory of Heritage Properties as part of the Heritage Impact Assessment process. The applicant submitted documentation showing that a Stage 1-2 Archaeological Assessment was entered into the Ontario Public Register of Archaeological Reports for the site that recommended that there were no further archaeological concerns associated with the study area subject to archaeological assessment and that no further archaeological work was required. This documentation was forwarded to City archaeological staff as part of the circulation of the application.

## **Noise**

The applicant has submitted a Noise Feasibility Study for the proposal for staff review. The Study assesses the potential impacts of the noise environment surrounding the proposed development and determines the appropriate noise control measures.

## **Infrastructure/Servicing Capacity**

Staff are reviewing the Servicing Report and the Transportation Impact Study submitted with the application to determine:

- if there is sufficient infrastructure capacity (i.e. roads, transit, water, sewage, hydro, community services and facilities) to accommodate the proposed development;
- the effects of the proposed change in land use or development on the City's municipal servicing infrastructure and watercourses and identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure, necessary to provide for adequate servicing to the proposed change in land use or development; and
- the effects of the development or re-development on the transportation system and any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the proposed development.

## **Toronto Green Standard**

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. The application for zoning by-law amendment is required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings

and through a Site Plan Agreement or Registered Plan of Subdivision. Staff seek to encourage applicants to pursue Tier 2, 3 or 4 of the TGS and be eligible for a post-construction Development Charge refund, should a development application be approved by City Council.

Development applications must use the documentation required for the version of the Toronto Green Standard in effect at the time of the initial application. The applicant is required to submit TGS Version 3 checklist and template for staff's review since the rezoning application was submitted to the City after May 1, 2018. Staff will review the TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures.

More information on the City's Toronto Green Standards is located at the following:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/>

## **Energy Strategy**

The applicant has submitted an Energy Strategy Report in support of the development proposal. The report provides a summary of energy efficiency measures (i.e. energy conservation), that can be explored for the proposal. The Energy Strategy Report has been circulated to staff for their review and comment.

## **Section 37 Community Benefits**

The Official Plan provides for the use of Section 37 of the Planning Act to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant/owner of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title for development which meet the minimum size thresholds.

Section 5.1.1 of the Official Plan allows the City to approve height and/or density greater than permitted by the zoning by-law pursuant to Section 37 of the Planning Act for developments which exceed 10,000 square metres and increase the permitted density by at least 1500 square metres and/or significantly increase the permitted height. The total residential floor area of the proposed development is 37,161 square metres and as such, meets the criteria for eligibility of Section 37 benefits.

## **Other Matters**

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

## **CONTACT**

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E-mail:Gregory.Hobson-Garcia@toronto.ca

## **SIGNATURE**

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Paul Zuliani, Director  
Community Planning, Scarborough District

## **ATTACHMENTS**

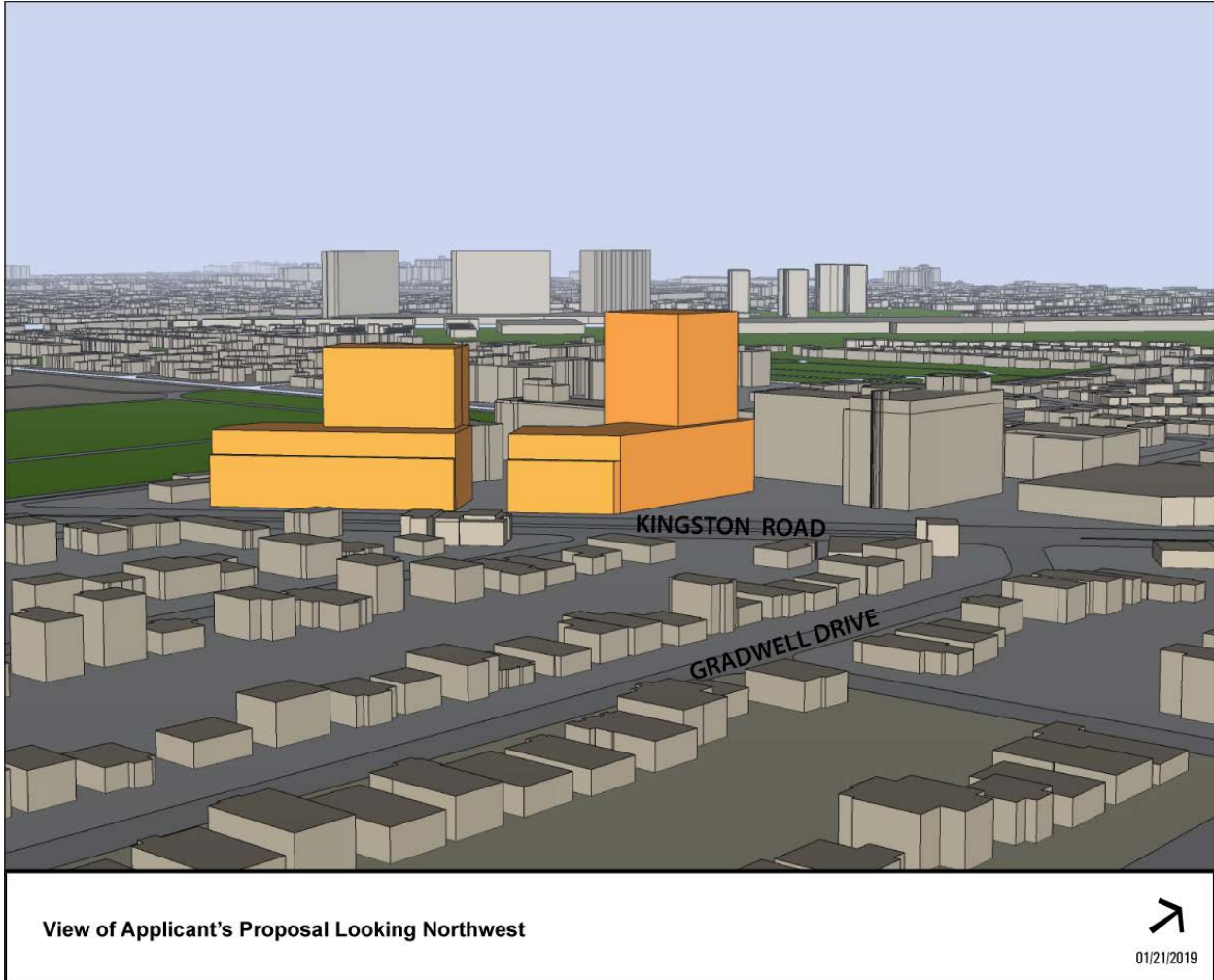
### **City of Toronto Drawings**

- Attachment 1: 3D Massing Model of Proposal in Context (Views 1 and 2)
- Attachment 2: Application Data Sheet
- Attachment 3: Location Map
- Attachment 4: Site Plan (submitted by applicant)
- Attachment 5: Official Plan Map

Attachment 1: 3D Massing Model of Proposal in Context (View 1)



Attachment 1: 3D Massing Model of Proposal in Context (View 2)



Attachment 2: Application Data Sheet

Municipal Address: 2746-2800 KINGSTON ROAD  
 Date Received: December 18, 2018  
 Application Number: 18 269905 ESC 20 OZ  
 Application Type: Zoning By-law Amendment

Project Description: To permit the construction of 411 residential dwelling units contained within a 13-storey building and a 16-storey building

Applicant	Agent	Architect	Owner
WALKER NOTT DRAGICEVIC ASSOC LTD			KINGSTON ROAD RESIDENCES INC.

EXISTING PLANNING CONTROLS

Official Plan Designation:	<i>Mixed Use Areas</i>	Site Specific Provision:	N/A
Zoning:	HC and CR 0.4	Heritage Designation:	N/A
Height Limit (m):	11	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m): 8,776      Frontage (m): 142.95      Depth (m): 59.75

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	1,581		4,092	4,092
Residential GFA (sq m):			37,161	37,161
Non-Residential GFA (sq m):	1,581			
Total GFA (sq m):	1,581		37,161	37,161
Height - Storeys:	1		13 & 16	13 & 16
Height - Metres:			41.9 & 51	41.9 & 51

Lot Coverage Ratio (%): 46.63      Floor Space Index: 4.23

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	37,161	
Retail GFA:		
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			411	411
Other:				
Total Units:			411	411

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			222	148	41
Total Units:			222	148	41

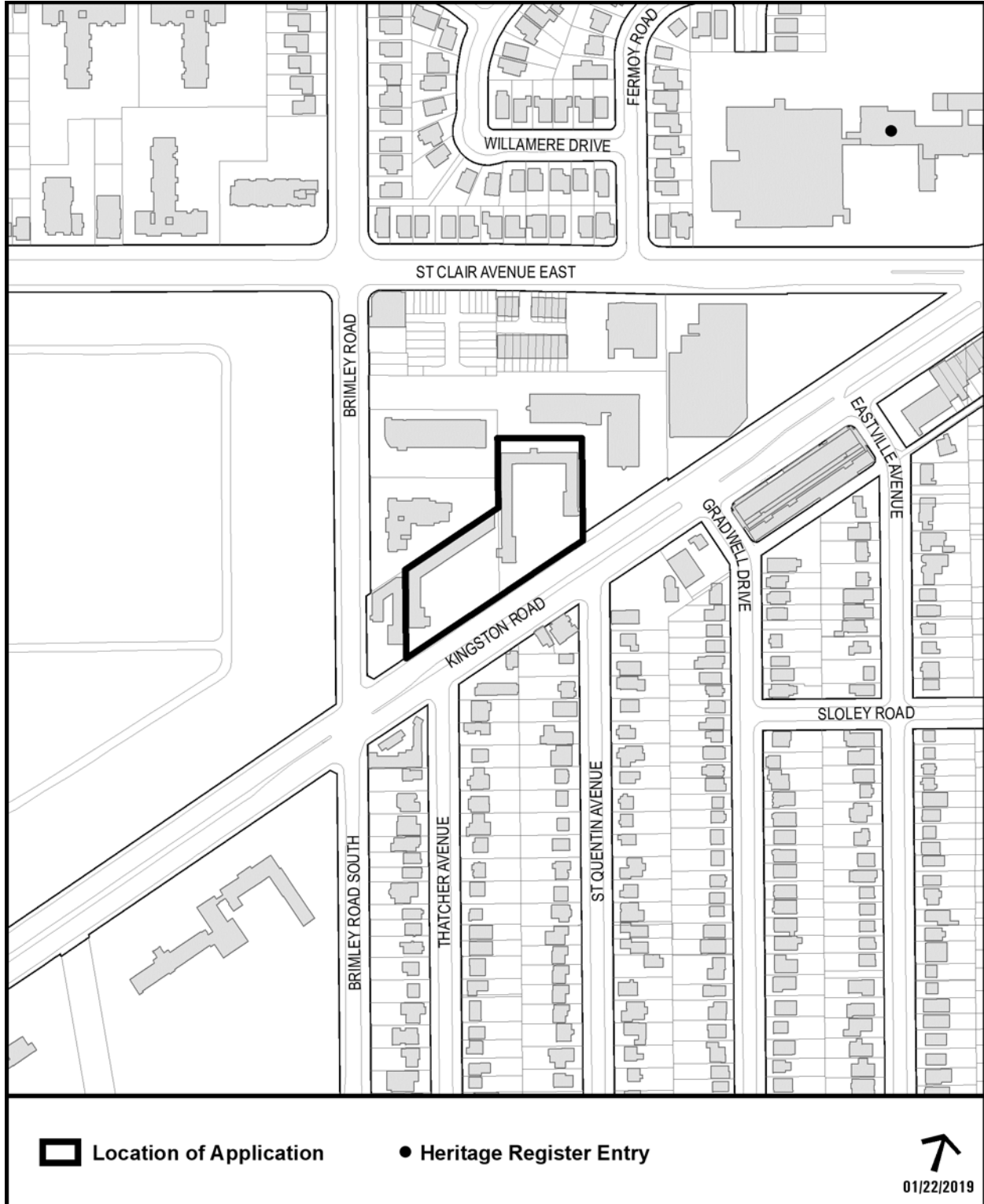
Parking and Loading

Parking Spaces:	462	Bicycle Parking Spaces:	410	Loading Docks:	1
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CONTACT:

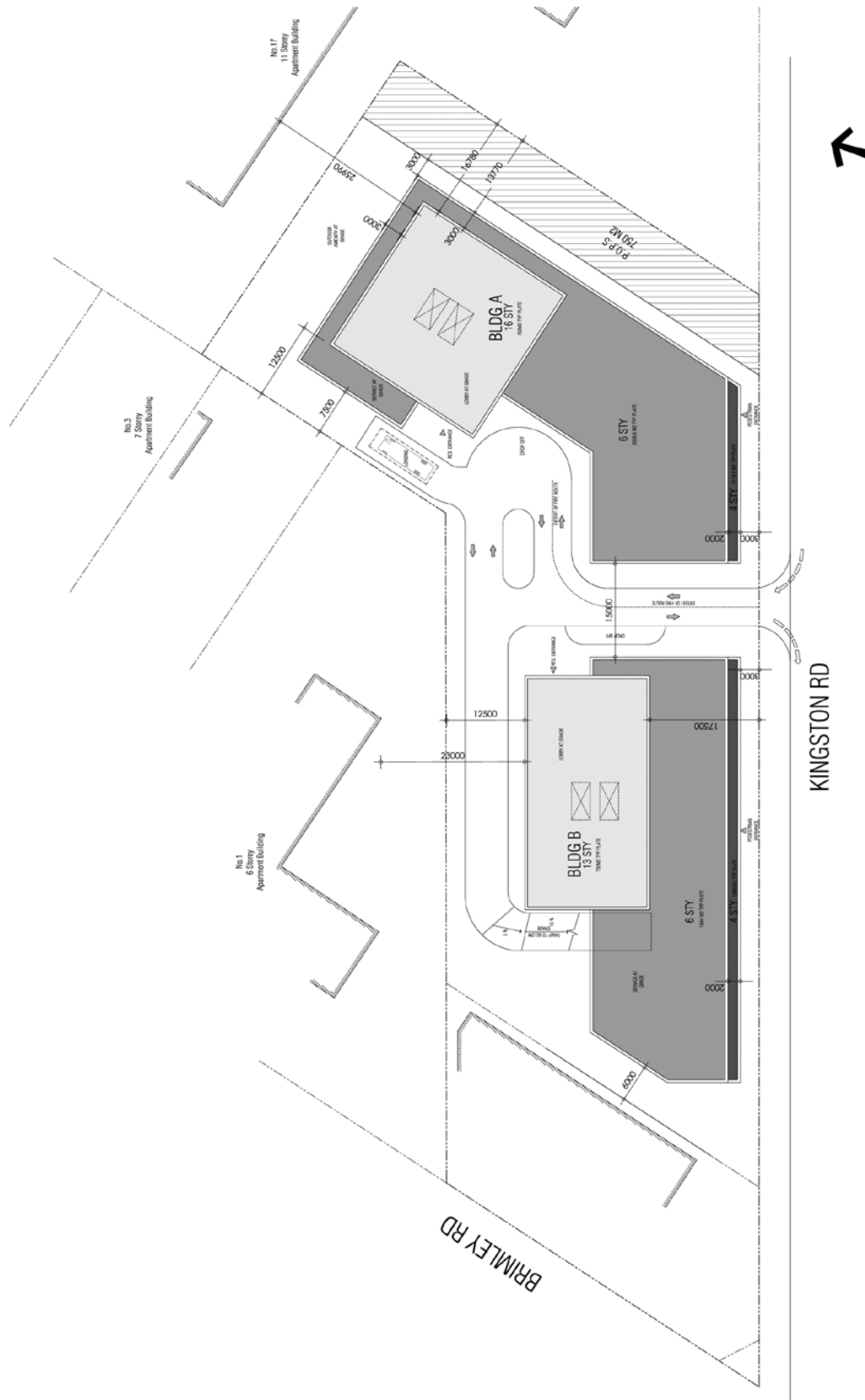
Greg Hobson-Garcia, Planner  
(416) 396-5244  
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Attachment 3: Location Map

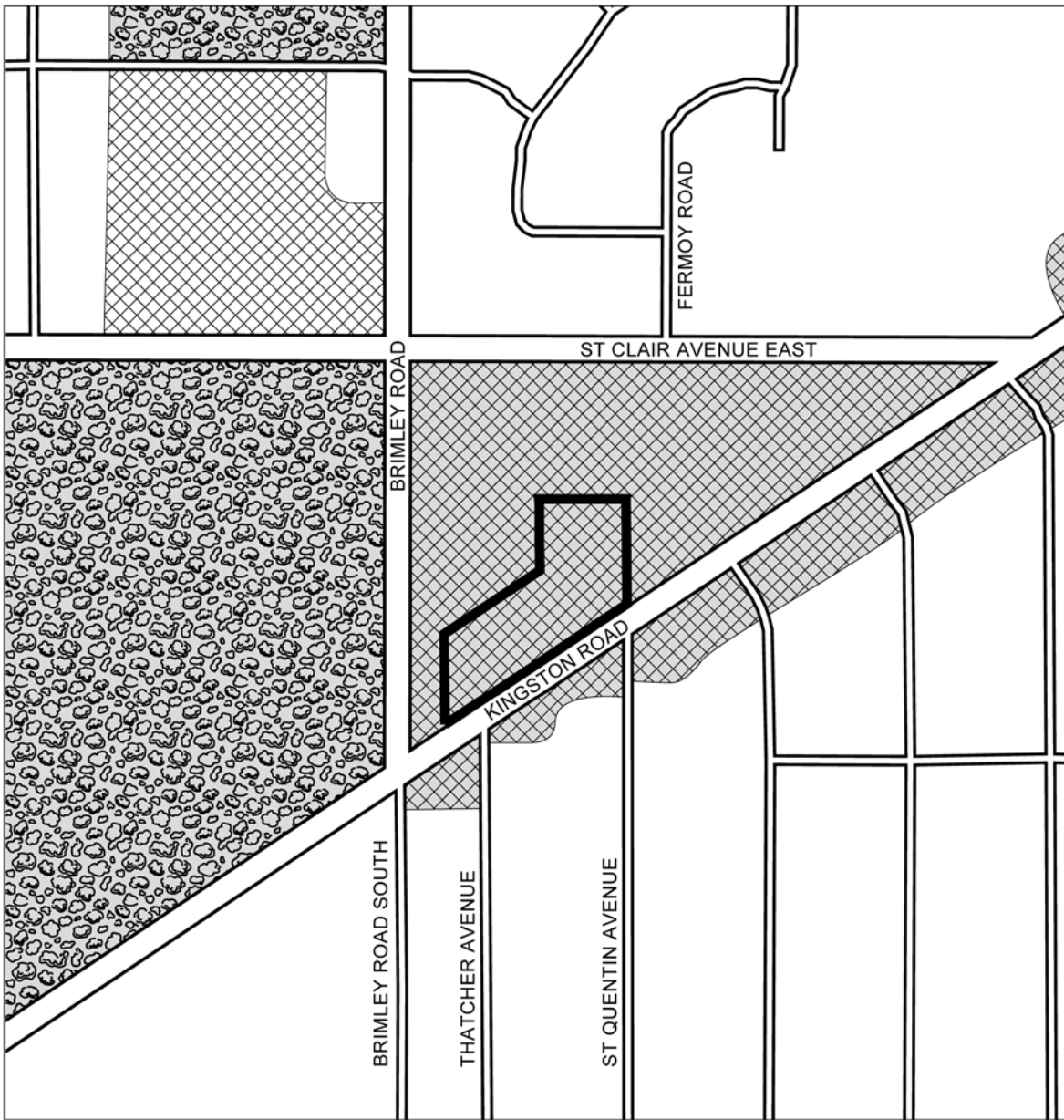




Attachment 4: Site Plan (Submitted by Applicant)







Attachment 5: Official Plan Map



Official Plan Land Use Map #20

2746 - 2800 Kingston Road

File # 18 269905 ESC 20 0Z

- |   |                          |   |                          |
|---|--------------------------|---|--------------------------|
|  | Location of Application  |  | Parks & Open Space Areas |
|  | Neighbourhoods           |  | Other Open Space Areas   |
|  | Apartment Neighbourhoods |   |                          |
|  | Mixed Use Areas          |   |                          |

  
 Not to Scale  
 01/23/2019