

## Housing Now – 705 Warden Avenue – Zoning Amendment and Draft Plan of Subdivision – Supplementary Report

Date: June 1, 2020

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

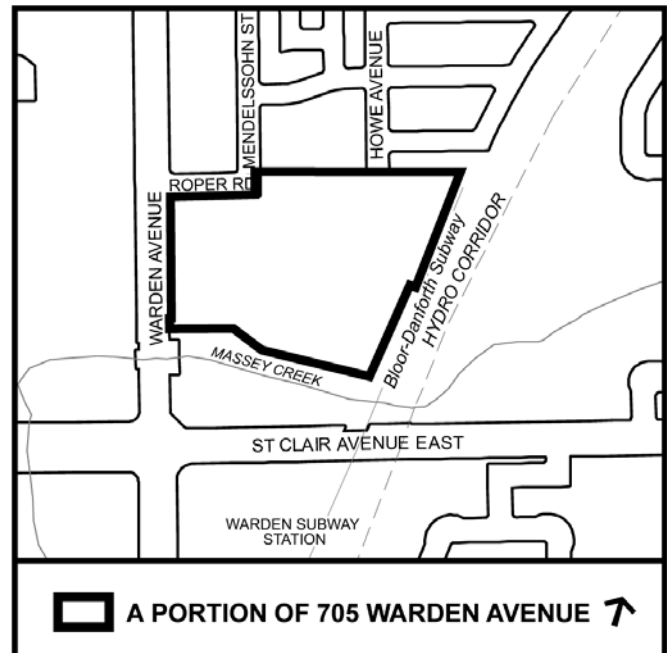
Ward 20 - Scarborough Southwest

**Planning Application Numbers:** 19 114204 ESC 20 OZ & 19 232762 ESC 20 SB

### SUMMARY

This report recommends approval of the City-initiated Amendment to Zoning By-law 569-2013, as amended for a portion of 705 Warden Avenue, one of a number of sites activated by the City as part of the Housing Now Initiative.

A Final Report on the 705 Warden Avenue Housing Now site (dated January 28, 2020) was previously considered by the Planning and Housing Committee ("PHC") at its meeting of February 12, 2020. PHC adjourned the meeting and requested the Chief Planner and Executive Director, City Planning, in consultation with the Chief Executive Officer, CreateTO and the Executive Director, Housing Secretariat, to review potential revisions to the development concept with the objective of providing additional housing opportunities on the site. The Committee also directed staff to consult with the Ward Councillor and local community on this matter and report back to the PHC.



In response to PHC's request, City staff and CreateTO prepared an updated development concept, which was presented to the community in an online public information session on May 13, 2020.

The updated development concept accommodates additional residential density at the southwest corner of the site where a 19-storey tall building will replace the previously

proposed 11-storey mid-rise building. The previously recommended mid-rise mixed-use building at the southeast corner of the intersection of Roper Road and Warden Avenue has been reduced from nine storeys to six storeys. The proposed 18-storey tower on the southeast corner of the site, a new Toronto Transit Commission administration building, a 3,834-square square metre expansion to the Warden Hilltop Park, 535 square metres of retail space, and the 62-space child care facility remain unchanged and are carried forward in the updated proposal. The associated proposed plan of subdivision remains unchanged.

The updated development concept permits 60,000 square metres of development, which would include up to 600 residential units, an increase of 100 residential units from what was originally proposed, of which 250 would be affordable residential units delivered through the Housing Now Initiative.

To implement the updated development concept, this Supplementary Report recommends that the draft Zoning By-law (Attachment 4 to the report from the Chief Planner and Executive Director, City Planning, dated January 28, 2020, Item PH13.2 ("January Planning Report")) and the Development Requirements (Attachment 5 to January Planning Report) be amended to reflect the revisions discussed in this Supplementary Report. The Report also recommends that City Council approve the development target of affordable rental and market housing as set out above. This Supplementary Report does not recommend revisions to recommendations 2, 3, 4 and 6 introduced through the January Planning Report (Item PH13.2) which have been brought forward to this report and re-numbered accordingly.

This Supplementary Report includes a planning analysis of how the updated development concept as reflected in the recommended Zoning By-law is consistent with the Provincial Policy Statement, 2020, which came into effect on May 1, 2020. The updated development concept, conforms with the Growth Plan and conforms with the Official Plan, including the Warden Woods Secondary Plan; an analysis of these policy documents is included in the January Planning Report.

## **RECOMMENDATIONS**

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The Chief Planner and Executive Director, City Planning, recommends that:

1. City Council amend Zoning By-law 569-2013, as amended, for a portion of the lands at 705 Warden Avenue substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 1 of the report (June 1, 2020) from the Chief Planner and Executive Director, City Planning.
2. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. City Council request the Chief Executive Officer, CreateTO, in consultation with the Chief Planner and Executive Director, City Planning, to engage City partners and the development partner to advance the detailed design of Development Requirements

identified in Attachment 3 of the report (June 1, 2020) from the Chief Planner and Executive Director, City Planning, to the satisfaction of the Chief Planner and Executive Director, City Planning, and to secure the delivery of the development requirements on terms, including details and timing, in a Lease Agreement with the development partner.

4. City Council approve the development target of 250 affordable rental units with average rents not to exceed 80% of annual Canada Mortgage and Housing Corporation average market rent, and up to 350 market housing units on a portion of the lands at 705 Warden Avenue, a minimum of 250 of which will be market rental, with the tenure of the market units to be finalized through the Lease Agreement with a development partner, to the satisfaction of the Executive Director, Housing Secretariat.

5. In accordance with the delegated approval under By-law 229-2000, as amended, City Council be advised that the Chief Planner and Executive Director, City Planning, intends to approve the Draft Plan of Subdivision for the portion of the lands at 705 Warden Avenue as generally illustrated in Attachment 5 to the report (January 28, 2020) from the Chief Planner and Executive Director, City Planning, subject to:

a. the condition that a Lease Agreement has been entered into between the City and the development partner that includes, to the satisfaction of the Chief Planner and Executive Director, City Planning, standard subdivision obligations as applicable and with necessary modifications for implementation of the proposed plan as well as site specific subdivision requirements generally outlined in Attachment 6 to the report (January 28, 2020) from the Chief Planner and Executive Director, City Planning, on such terms, including details and timing, as are set out in the Lease Agreement, and;

b. revisions to the proposed Draft Plan of Subdivision and additional or modified subdivision requirements for inclusion in the Lease Agreement with the development partner as the Chief Planner and Executive Director, City Planning, may deem to be appropriate to address matters arising from the ongoing technical review of this development.

6. City Council request the Chief Executive Officer, CreateTO, in consultation with the Chief Executive Officer, Toronto Transit Commission, to coordinate servicing planning of the TTC development block and amend, as appropriate, the Functional Servicing Report for the subdivision prepared under the direction of CreateTO to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services, prior to the execution of the Lease Agreement with the development partner.

7. City Council request the Chief Executive Officer, CreateTO, and the Acting President, Toronto Parking Authority, to engage the development partner on the operation of a paid public parking facility at 705 Warden Avenue and report to the Board of CreateTO or the Board of Directors of the relevant CreateTO corporate entity as part of the proposed transaction terms.

8. City Council authorize the installation of traffic control signals at the intersection of Warden Avenue and Roper Road.

## FINANCIAL IMPACT

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The recommendations in this report have no immediate financial impact.

As part of its decision on January 31, 2019, City Council approved funding and financial incentives under the Open Door Program to support the creation of up to 3,700 affordable rental units in phase one of the Housing Now Initiative. The report estimated investments of approximately \$280 million in City incentives (foregone revenue) over a 99-year term.

The January 31, 2019 decision also recommended that the Chief Financial Officer and Treasurer, in consultation with the Deputy City Manager, Corporate Services, and Executive Director, Housing Secretariat, identify appropriate funding solutions to address operational needs identified by City divisions or agencies on the 11 Properties and to seek funding approval in future budget cycle, as required.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

## DECISION HISTORY

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At its meeting on February 12, 2020, the Planning and Housing Committee adjourned the statutory public meeting under the *Planning Act* for the Zoning By-law Amendment and Draft Plan of Subdivision for a portion of 705 Warden Avenue to be continued at the June 11, 2020 meeting for the PHC. At its February 12, 2020 Meeting, the PHC requested the Chief Planner and Executive Director, City Planning in consultation with the Chief Executive Officer, CreateTO and the Executive Director, Housing Secretariat to review potential revisions to the 705 Warden Avenue development concept, with the objective of providing additional housing opportunities on site, and to consult with the Ward Councillor and local community.

Staff were requested to report on the community consultation outcomes, on proposed revisions to the development concept and any changes to the draft Zoning By-law Amendment and Draft Plan of Subdivision, at the June 11, 2020 meeting of the Planning and Housing Committee. Further information on PHC's decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH13.2>

In order to accommodate operational requirements as a result of the Covid-19 state of emergency the City Clerk rescheduled City Council and Committee dates, necessitating new notice and a new statutory meeting to occur at the Planning and Housing Committee's June 15, 2020 meeting.

## COMMENTS

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### **Provincial Policy Statement, 2020**

On May 1, 2020, the new Provincial Policy Statement ("PPS") came into effect. The recommended Zoning By-law Amendment and Draft Plan of Subdivision are consistent with the PPS.

As part of the Housing Now Initiative, the proposed development provides a mix of affordable and market rental units, which is consistent with Policy 1.1.1 of the PPS. This policy requires efficient and resilient development and land use patterns to sustain the financial well-being of the Province and municipalities over the long term, while accommodating an appropriate range and mix of residential units, including affordable housing and market-based units. In addition, the revised development concept represents transit-supportive development.

The recommended Zoning By-law Amendment advances a density and land use mix, including residential, retail, employment, parkland and community facility uses, which are consistent with the directions of Policy 1.1.3.2 of the PPS. It represents an efficient use of land and resources; is appropriate for and efficiently uses available and planned infrastructure and public service facilities; prepares for the impacts of a changing climate, through enhanced stormwater management and environmental features, and is transit supportive. Furthermore, the proposed development is within an area identified by the City as appropriate for transit-supportive intensification, consistent with Policy 1.1.3.3.

The proposed development will include both affordable rental units, market rental units, and the potential for market ownership units, which is consistent with the PPS requirement by requiring a range and mix of unit types, including 2 and 3-bedroom units. The recommended draft Zoning By-law Amendment is consistent with Policy 1.4.3 of the PPS that requires municipalities to provide for an appropriate range and mix of affordable housing needs of current and future residents.

By providing an expanded park, new street, community facilities, setbacks and improved pedestrian connections, the proposal is consistent with Policy 1.5.1 of the PPS, which states that healthy, active communities should be promoted by planning public streets, spaces and facilities, and parkland to facilitate active transportation and community connectivity.

The updates to the development concept remain in conformity with the Growth Plan, Official Plan and Warden Woods Secondary Plan. A planning analysis of these policies was included in the January Report.

### **Updates to the 705 Warden Avenue Development Concept**

This section sets out the recommended revisions to the development concept that was presented to the PHC at its February 12, 2020 meeting. The development concept was revised to accommodate additional residential units and maintains the site organization

presented to PHC, and maintains key elements of the site layout, including the expansion to the Warden Hilltop Park, the new public street, and TTC administration building. The revisions to the development concept provide a north-to-south transition in building scale, as outlined in Table 1, below.

**Table 1: Updates to the Development Concept**

	January Report - PH13.2	Updated Concept
Housing	<ul style="list-style-type: none"> <li>• 500 Units</li> <li>• 250 affordable rental</li> <li>• 250 market rental</li> </ul>	<ul style="list-style-type: none"> <li>• Up to 600 units</li> <li>• 250 affordable rental</li> <li>• Up to 350 market (with a minimum number of 250 market rental units, final tenure mix to be determined through market offering)</li> </ul>
Built Form	<ul style="list-style-type: none"> <li>• Two midrise buildings (Building A - 9 storeys, Building B - 11 storeys)</li> <li>• One tall building (Building C - 18 storeys)</li> <li>• TTC administrative building</li> <li>• Retail on Warden Avenue/Roper Road</li> </ul>	<ul style="list-style-type: none"> <li>• One midrise building (Building A - 6 storeys)</li> <li>• One tall building (Building B - 19 storeys)</li> <li>• One tall building (Building C - 18 storeys)</li> <li>• TTC administrative building</li> <li>• Retail on Warden Avenue/Roper Road</li> </ul>
City-Building	<ul style="list-style-type: none"> <li>• 62 space licensed child care centre</li> <li>• expansion and improvements to the Warden Hilltop Park</li> <li>• improved parking for the Warden Hilltop Community Recreation Centre</li> <li>• new public street</li> <li>• pedestrian pathway and slope restoration adjacent to Massey Creek</li> </ul>	

The updated development concept results in modifications to the recommended Zoning By-law Amendment and the Development Requirements. The outline of the project-specific subdivision requirements for the development included as Attachment 6 of the January Planning Report (in addition to the applicable standard obligations relating to implementation of the Plan of Subdivision) remain unchanged.

### **Density, Height and Massing**

The updated development concept provides an additional 1,800 square metres of residential gross floor area for a total gross floor area of 60,000 square metres and a Floor Space Index of 3.5 (as shown in Attachment 2: Development Concept Drawings).

The updated development concept redeploys density on the site by reducing the height of Building A (southeast corner of Roper Road and Warden Avenue) from nine to six storeys, and increasing the height of Building B from 11 to 19 storeys at the southwest corner of the site, fronting Warden Avenue. These changes enable Building A to maintain a consistent street wall (podium height) along Warden Avenue and better relate to the existing low-rise context immediately north of the site across Roper Road and the park to the east. Building A generally meets the angular plane from Roper Road, with a small protrusion into the angular plane at the roofline. Building B provides a transition in height to the future redevelopment at Warden Station, to the south, which is consistent with Provincial policies and the Official Plan.

The updated development concept for a portion of 705 Warden is subject to Site Plan Control. Through that process, the application will be presented to the City's Design Review Panel and will be reviewed by City Staff for consistency with the content of the Design Brief, which was submitted to the City as part of the updated development concept.

### **Sun, Shadow and Wind**

A revised Shadow Study was submitted with the updated proposal. Both towers (Buildings B and C) have been sculpted to reduce cumulative impacts of shadows from the tall buildings on new and existing parkland. The revised Shadow Study submitted with the updated proposal shows that during the March 21st and September 21st equinoxes, the shadows cast by the proposed development concept on the proposed park meet the six hours of sunlight between 10:00 a.m. and 4 p.m., addressing the Official Plan policy to minimize any additional shadowing on neighbouring parks.

A Wind Study will be submitted by the selected development partner and will be reviewed by City Planning staff as part of the Site Plan Control application to ensure consistency with Staff direction.

### **Parkland**

Policy 2.4.7 of the Warden Woods Secondary Plan requires that parkland contributions associated with the development of the City-owned lands north and south of St. Clair (705 Warden Avenue and the southeast corner of Warden and St. Clair Avenues) will be provided on the 705 Warden Avenue site and that any over-contribution of parkland from the development of 705 Warden Avenue will be credited to future development approvals at the southeast corner.

Parks, Forestry & Recreation staff has determined that it will not require additional on-site parkland dedication above the proposed 3,834-square metre expansion to the Warden Hilltop Park, as there are no suitable locations for additional parkland dedication. To this end, parkland requirements generated by the additional market units proposed through the updated development concept will be fulfilled through a cash-in-lieu payment to the City, to be calculated at time of building permit when the precise number of new units is known.

All requirements included in Attachment 3: Updated Development Requirements, including the detailed conditions pertaining to the parkland requirements will be secured in the City's Lease Agreement with the development partner.

### **Transportation Impact, Access, and Parking**

The recommended Zoning By-law Amendment included in the January Planning Report requires that 0.43 parking spaces per unit be provided for residents and 0.1 parking spaces per unit for visitors. This rate has been modified to 0.46 parking spaces per unit for residents to address the increased proportion of market housing units. The updated development concept includes 316 parking spaces related to the number of residential units. The final number of parking spaces required will be determined through the Site Plan Control process, based on the aforementioned residential parking rate.

The recommended Zoning By-law Amendment at Attachment 1 maintains permissions outlined in the Report considered by PHC at its meeting February 12, 2020 for the development to provide a shared parking arrangement within the underground parking levels. This approach will provide the opportunity to preserve a portion of the commuter parking currently on-site, while providing an adequate supply of parking for residents and visitors of the new development.

A robust travel demand management (TDM) strategy will be applied to the development concept and it will be secured through the Lease Agreement and the Site Plan Control process to reduce single occupancy vehicle use and provide options for residents to find alternative ways to travel to and from the area. The development requirement for TDM measures has been incorporated into Attachment 3: Updated Development Requirements to this Supplementary Report which will replace Attachment 7 of the January Planning Report.

In support of the proposed development the City received an Urban Transportation Considerations Report, undertaken by BA Group dated, October 21, 2019. The report recommends that traffic control signals be introduced at the intersection of Warden Avenue and Roper Road, in order to improve pedestrian accommodation at the intersection and provide improved access to properties to the east and west of Warden Avenue. Transportation Services, concurs with that recommendation. The traffic control signals will be installed by the development partner at no cost to the City of Toronto.

### **Servicing**

City staff have reviewed revisions to the Functional Servicing Report; Stormwater Management Report; Downstream Sewer Analysis; and the Hydrogeological Report associated with the updated development concept.

The updated development concept (excluding the future TTC building) proposes to discharge groundwater to the sanitary sewer on Warden Avenue. The development partner is required to satisfy Toronto Water requirements prior to Site Plan Control approval, including an application for temporary and permanent groundwater discharge. The revised Downstream Sewer Analysis as part of the revised Functional Servicing Report, prepared by LEA Consulting Ltd, notes that the existing municipal sanitary



sewer system up to the trunk has the capacity to convey the peak flows from the development under dry-weather and extreme wet-weather flow conditions.

There are existing sanitary and stormwater forcemains and weeping pipes located along the eastern boundary of the site that serves the adjacent TTC infrastructure and rail track. As part of the redevelopment, the sanitary forcemain is expected to be redirected to connect to municipal sewers. Appropriate arrangements with Toronto Water will be required for discharge. The future TTC building will be constructed in a manner that will result in no discharge of private water during the construction and in the long-term to the City's sewer systems. The stormwater management for the public roads and the future TTC building has not yet been completed as the volume of the flow from the stormwater forcemain and weeping pipe from rail track under the 100-year storm event has not been determined.

The fire flow tests on the existing watermain conducted by LEA Consulting Ltd. as part of the revised Functional Servicing Report has determined that the existing municipal watermain system needs to be upgraded on Mendelssohn Street to service the development. Although this work is external to the plan of subdivision, it is captured in the Subdivision Requirements.

Additional engineering work is required to satisfy servicing matters required by Engineering and Construction Services and Toronto Water as set out above, and the conditions that are generally outlined in the January Planning Report Attachment 6: Subdivision Requirements. Servicing requirements, including appropriate timing, will be secured in the Lease Agreement with the development partner and through the Site Plan Control process all to the satisfaction of Chief Engineer and Executive Director Engineering & Construction Services, and General Manager, Toronto Water.

## **Community Engagement**

On the advice of the Medical Officer of Health to help reduce the spread of COVID-19, staff undertook an innovative approach to host an online and phone-in meeting on May 13, 2020 with members of the project team, the Mayor and Ward Councillor.

A video presentation and document outlining the updates to the development concept were posted to the CreateTO website two weeks in advance of the meeting. The presentation included messages from Mayor Tory and Councillor Crawford, and an explanation of the updates to the development concept.

A mail drop providing information on the meeting was sent to approximately 6,000 residences and business within 500 metres of the site. The notice included the reason for online/telephone format, instructions on when and how to participate, web links to project materials and a call-in number for participants who were not able to access the interactive software. The notice also included a phone number for participants to request copies of the background documents in advance of the meeting, and to send questions or comments after the session. An ad was posted in the Scarborough Mirror on April 30, 2020.

The public information session was designed to be accessible to people using internet and telephone. Over 225 people participated equivalent to previous in-person community meetings for this Housing Now site held in June and September 2019.

### **Community Engagement comments on the Updated Proposal - Areas of Support**

- Support for the City organizing an online information session and advancing affordable housing initiatives despite the physical distancing context;
- Support for increasing the number and density of affordable units; and,
- Support for the provision of retail to add vitality to the area.

### **Community Engagement comments on the Updated Proposal - Areas of Concern**

- Some opposition to the site's inclusion as part of the Housing Now Initiative;
- Possible impacts on property values and community safety;
- Concern about retail viability and capacity of local schools;
- Need to improve TTC subway service to accommodate new residents;
- Parking availability in the area (e.g. for the community centre, on street);
- Impacts on surrounding environment including Taylor Massey Creek; and
- Poor accessibility at Warden Station.

The project team received additional feedback and questions after the Information Session. A Meeting Summary will be posted online on the CreateTO website by June 8, 2020: [www.createto.ca/warden](http://www.createto.ca/warden)

The May 13th, 2020 consultation feedback complements comments received previously in the June and September 2019 consultations. Throughout this process consultation feedback has informed updates to the development concept's built-form transition, mix of uses, tenure mix, parking provision and active ground floor uses. As the proposal advances with selection of a development partner and detailed design work, there will be additional opportunities for community input as part of the Site Plan Control process.

### **Next Steps**

The City and CreateTO will relaunch the procurement and marketing process for the 705 Warden Avenue Housing Now site reflecting the revised recommended development concept (Attachment 2: Development Concept Drawings). City and CreateTO staff aim to procure a developer partner later in 2020.

The development partner will be required to enter into a long-term lease for the site and submit Site Plan Control applications to confirm detailed design of buildings prior to construction. Staff propose to continue public consultation and project updates in these phases of work.

The TTC is aiming to submit a Site Plan Control application related to its operations centre later in 2020. Construction of the facility will be coordinated and staged appropriately with development of streets and services serving the entirety of the subdivision.

## Conclusion

The updated development concept addresses Planning and Housing Committee's request to provide additional housing opportunities on the site. The recommended Zoning By-law Amendment will permit up to an additional 100 residential units, which is accommodated by the inclusion of a tall building at the southwest corner of the site. Employment uses, community infrastructure, retail space and amenities continue to be provided from the previous concept, all of which make this a complete community.

The recommendations in this Supplementary Report will enable the development of a portion of 705 Warden Avenue in a manner that delivers much needed affordable housing in combination with community service facilities, public realm improvements, new parkland, employment, restoration of lands adjacent to Taylor Massey Creek and other attributes of a complete, livable, inclusive community. The proposed development concept is consistent with the Provincial Policy Statement, 2020, and conforms with the Growth Plan, 2019 and the Official Plan, including the Warden Woods Community Secondary Plan. The recommended Zoning By-law permits a more intense development that will contribute to the City's objective of delivering 3,700 affordable rental housing units through the first phase of the Housing Now Initiative.

## CONTACT

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## SIGNATURE

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Gregg Lintern, MCIP, RPP  
Chief Planner and Executive Director  
City Planning Division

## ATTACHMENTS

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Attachment 1: Draft Zoning By-law Amendment

Attachment 2: Development Concept Drawings

- Revised Massing diagram
- Revised section for Building A

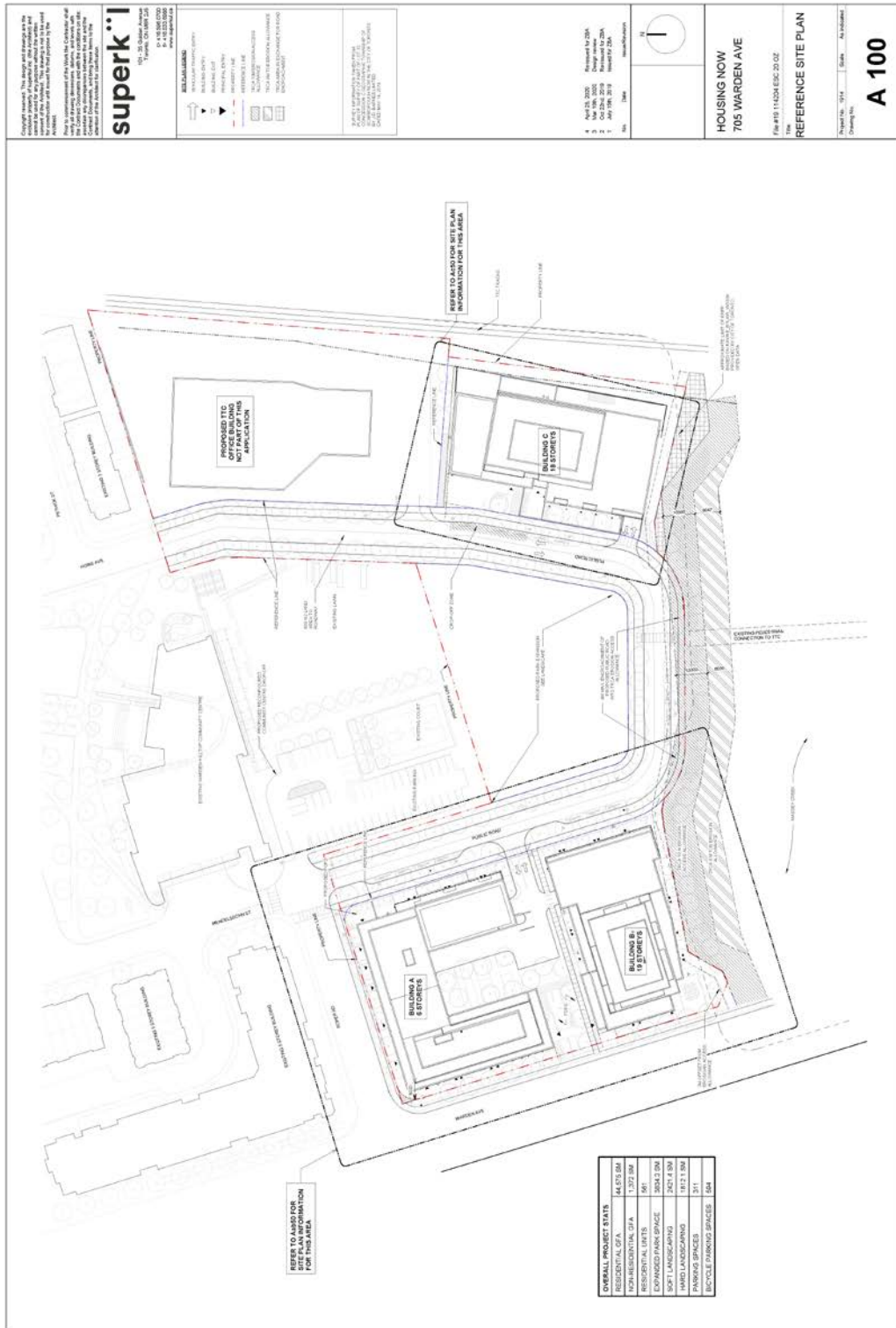
- Revised Section for Building B
- Attachment 3: Updated Development Requirements

## **Attachment 1: Draft Zoning By-law Amendment**

Provided separately as a PDF and posted under the Agenda Item for Planning and Housing Committee's June 15, 2020 meeting.

# Attachment 2: Revised Development Concept, Drawings

## Revised Development Concept - Site Plan



# Development Concept - Buildings A and B Section



# Development Concept - Tall Building C Section

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SECTION: BUILDING C A 1:1

4. April 24, 2020 Revised for ZBA  
 3. April 16, 2020 Design Review  
 2. July 15, 2019 Design Review  
 1. July 15, 2019 Revised for ZBA

No. \_\_\_\_\_ Date \_\_\_\_\_ Name/Position \_\_\_\_\_

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**HOUSING NOW**  
**705 WARDEN AVE**

File #19-114204-ESC-20-02

The  
**BUILDING C SECTIONS**

Project No.: 1911 Date: At Issue

Drawing No.: **Ac 400**

① BUILDING C NORTH-SOUTH SECTION  
1:200

② BUILDING C EAST-WEST SECTION  
1:200

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Development Concept - 3D View of the Development Concept and Area Context



**Development Concept - 3D Perspective of the Development Concept**



### **Attachment 3: Updated Development Requirements**

In addition to the subdivision requirements, the development of 705 Warden Avenue as part of the Housing Now Initiative will be subject to the provision of the improvements set out below on terms secured in the Lease Agreement between the City and the Development Partner, satisfactory to the Chief Planner and Executive Director, City Planning, in consultation with the City Divisions involved. Where applicable, terms will include that the final detailed scope and design will be confirmed in the Site Plan Approval process:

- Publicly-accessible open spaces (design, construction, maintenance and public access):
  - southwest corner of Roper Road and the new public street; and
  - mid-block fronting Warden Avenue and between the two mid-rise buildings;
- Pedestrian pathways:
  - Connecting the new public street to the existing pedestrian bridge over Taylor Massey Creek; and
  - at the southwest corner of the site connecting Warden Avenue and the new public street.
- Provision of a 62 space child care facility, including exterior space requirements;
- Provision of a public park;
- Base park improvements and integration of the expanded parkland with the existing parkland south of Warden Hilltop Community Centre, which will include regrading of the existing parkland, a pathway and reconfiguration of existing parking, and other matters as may be described in the Lease Agreement;
- Renaturalization of the open space area adjacent to the Taylor Massey Creek ravine
- Provision of Transportation Demand Management measures to be determined through the Site Plan Control process.